

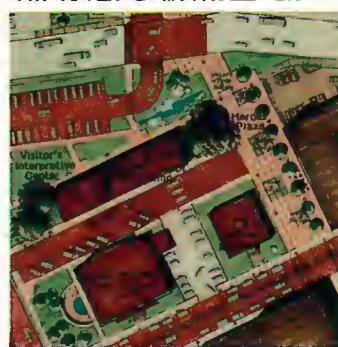


DEADWOOD

SOUTH DAKOTA



COMPREHENSIVE HISTORIC PRESERVATION PLAN



COMPREHENSIVE HISTORIC PRESERVATION PLAN

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We look back at an exciting and rewarding planning experience and look forward to working with Deadwood in achieving its bright future.

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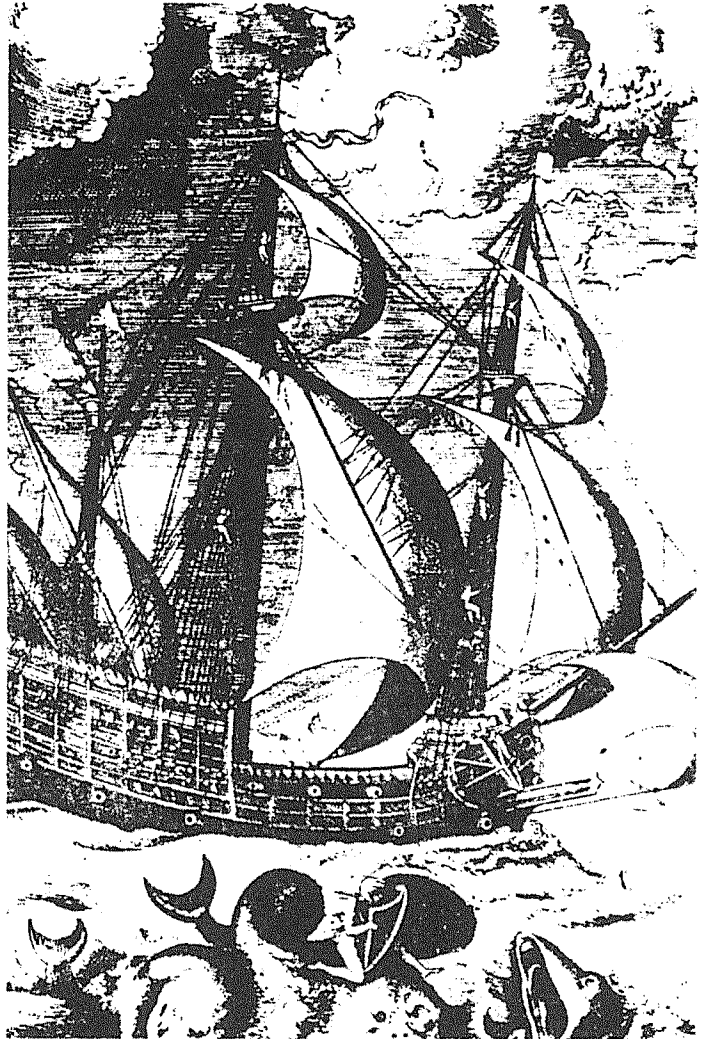
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PREFACE

In November, 1989, Deadwood embarked on a voyage into largely uncharted waters. With the approval of the voters of the State of South Dakota, limited gaming was instituted — something which no other small community in the country had tried, especially no National Register Historic Landmark District community with historic resources of national importance. Like any voyagers, the owners wished to have a vessel in excellent condition, an experienced captain and crew, and excellent charts. Such was not the case in November of 1989.

An important reason to allow limited gaming was to develop sufficient revenues to fix the vessel — to provide for preservation of the built environment and to upgrade the infrastructure to support the historic architectural resources. The captain and crew have learned as they voyaged, gaining valuable experience, and they have added new experienced hands. But as no one had traveled the same course previously, there were no charts.

Deadwood sought assistance from the National Trust for Historic Preservation to develop a Comprehensive Historic Preservation Plan. The funds provided by the National Trust, combined with gaming revenues, allowed Deadwood to contract with Community Services Collaborative (CSC) of Boulder, Colorado and Deadwood, South Dakota, and The Spitznagel Partnership (TSP) of Rapid City and Deadwood, South Dakota, to head up a team which included Bennett Ringrose Wolsfeld Jarvis Gardener, Inc., (BRW), and Hammer Siler George Associates, both of Denver, Colorado. This team began work in May of 1990, six months after the start of limited gaming, finding a booming economy, unprecedented construction activity, escalating property values, and increases in employment. These positive aspects were coupled with impacts from pressures on city services, parking problems, pressures on housing stock and threatened historic resources.



These impacts are those associated with rapid growth and have been common in the Rocky Mountain Region in association with ski area and coal and oil shale boomtowns; however, even these booms were small compared to what happened in Deadwood. During this first year, the pressure of day-to-day crises required immediate decisions which sometimes were right, and sometimes created more problems than were solved.

The effort of the Consultant Team is seen as the first step in a long process of community development. The objective of this planning process has not been to solve all the problems related to gaming impacts, and has, in fact, been a responsive process to address some emergency needs, such as the redesign of parking lots during construction, preparing design guidelines for the Historic Preservation Commission, responding to alternatives presented by the State Department of Transportation, studies for the location of a new fire station and city hall, and location of potential future parking structures. A series of steps has been undertaken, starting with the identification of issues and the creation of a "vision" of what Deadwood can become in the future.

During this process, the Consultant Team listened to what citizens of Deadwood were saying. Numerous informal and formal meetings were held with individuals, groups, and boards. During three community workshops, residents described what was wrong with Deadwood and what opportunities they would like to see pursued in the future. Discussions focused on topics ranging from the lack of retail shopping opportunities to upgrading Whitewood Creek to creating a trail system. Many actual changes took place while this process went on. Responses to parking issues saw the city council authorize the removal of parking meters, then replaced them; parking rates went from \$.25 per hour to \$1.00 per hour, to free parking and back to \$.25 per hour. On one hand, these changes could be seen as arbitrary responses to pressures, on the other hand they provided direct feedback to create an appropriate response to changing conditions. Deadwood has recently handled projects that would represent 10 to 20 years of development for other communities of the same size. In many similar communities which are currently economically depressed, these projects would never happen.

The result of this effort with the community is seen as a snapshot of Deadwood's potential for the 1990's and beyond. This document is, at best, transitional and many parts will require more effort in greater detail. This Plan does not provide all the answers or solutions to Deadwood's problems, but the result of this community effort provides the starting point. People from both outside and within Deadwood expected effective controls to be in place at the start of gaming and were disappointed when problems got out of hand. The first year of gaming has taxed individuals' time and energy beyond normal expectations. The purpose of this Comprehensive Historic Preservation Plan is to lay out a program for the future. Many of the suggestions and recommendations will need more detail developed at a later time; however, the following objectives should guide community efforts at implementing the Plan.

Immediate Needs —	Address critical issues Upgrade buildings and infrastructure
Mid-Range Objective —	Create projects reinforcing historic preservation and the interpretation of historic resources
Long-Range Goal —	Community revitalization and diversification into the next century

In drafting the Scope of Services for this document, input was sought from many sources. The resultant scope requires highly-varying levels of treatment, from a light review to a well-developed plan. Regardless of what level of attention a topic area received, specific action recommendations have been described. As one would expect for a community undergoing such rapid growth, each action is of high priority. As one would expect from a planning process based on bottom-up criteria, interaction and input, each action is regarded as highly desirable and acceptable. As could be expected for a community willing to sail into uncharted waters, there is confidence that each action can be accomplished at the highest level of quality.

INTRODUCTION

INTRODUCTION

The typical comprehensive planning process for a community involves a variety of highly disciplined steps, each of which is taken in a specific sequence. The classic approach involves developing a statement of goals and objectives for the community, which is followed by development of an overall plan which addresses all areas of the community evenly. A concept plan is developed for each area of the community, which is coordinated with the others. Each concept plan is reviewed against the general goals and objectives, then the plans are altered to provide a better fit. The revised concept plans are then incorporated into an overall comprehensive plan which is a visual picture of how the community will appear at some time in the future. Such overall plans are generally conceptual. Following the comprehensive plan is the development of a series of component plans, each which is directed toward a specific area of concern, for example, transportation. In complex communities, this planning process might take two to three years. It is recommended that these plans be updated on a 5-year basis. Certain states require a much more definitive relationship between a community's comprehensive plan and its zoning ordinance, without which the zoning ordinance is deemed to be without validity. In the state of California for example, a comprehensive plan is known as a General Plan. It is required to be updated on a regular basis and is treated as if it were an ordinance within a community. In general, the comprehensive planning approach is a well-thought out, steadily-paced, series of events and products designed to yield a single document incorporating physical plans and policies relative to all aspects of the community.

Deadwood had neither the time, nor the finances to pursue a comprehensive plan for the community. Deadwood did, however, realize that the primary reason that gaming was legalized was to preserve historic Deadwood, a resource about which the voters of the entire state of South Dakota clearly felt very strongly. Because the intent of gaming was to preserve Deadwood, this Comprehensive Historic Preservation Plan has markedly different characteristics than a more typical comprehensive plan. Most significantly, the time period for planning was substantially shortened by the urgency of the need to mitigate the impacts of gaming. In an ideal situation, planning has been completed and controls in place before a period of rapid change occurs. In the real world, this is rarely the case and Deadwood is no exception. The need was certainly recognized to complete all planning prior to the institution of gaming, but there was insufficient time between the passage of the constitutional referendum and the institution of gaming. Equally important, there were no funds available for such effort. An important aspect of planning for the impacts of gaming in Deadwood is that the most optimistic projections of how popular gaming would be underestimated the true impact manyfold. During the course of preparing the Comprehensive Historic Preservation Plan, the impacts on Deadwood ballooned. Success bred success. More and more gaming operations were started. In November of 1989, there were 14 gaming establishments in place on opening day. At the end of this planning project, there are more than 85. Deadwood compressed into less than one year the equivalent of 20 years of construction in a similar community with normal growth. The steady pace of comprehensive planning was exchanged for on-the-spot decisions to relieve the effects of gaming and there was not time to provide the well-considered long-term review that otherwise might have been desirable.

The development of the Deadwood Comprehensive Historic Preservation Plan is focused on historic resources; however, too often in the United States, historic preservation has been considered to be the isolated preservation of individual structures rather than the preservation of an entire community and its lifestyle. In Europe, preservation is considered to be a community-wide program and involves not only the above-ground built environment but also archaeological resources and community infrastructure. It is critical to understand that the lifestyle of a community is a part of preservation. Deadwood is a living, dynamic community and preservation must also be focused on its economy. It is one thing to preserve a building, but it is quite another to have a use for that building so it does not fall into disrepair and eventual collapse. Counterbalancing this economic focus is the need to control such commercial redevelopment efforts so the historic resources of the community are enhanced rather than destroyed. While this is typically considered as part of short-range rather than long-range planning efforts, there are certainly projects with longer life spans which will provide visitors to Deadwood with a better understanding of the history of Deadwood and its contribution to the development of the West. Rapid change can be very destructive to historic communities. Deadwood has completed its first year of legalized gaming with very little loss of historic resources, and a substantial enhancement of the physical health of over 100 buildings.

This Comprehensive Historic Preservation Plan documents the pressures on this community, the community responses, and the need for further actions. It creates a highly-detailed plan for the Downtown Historic District and specifically sets out recommended improvements in the Community Design Plan. For the larger area, a Landscape and Open Space Plan has been completed as well as related evaluations such as view analysis, urban design considerations, and transportation. This Plan provides specific recommendations for actions to be implemented in the short-, medium- and long-term. Much is left to be done, which is described in **FUNDING AND PRIORITIES** at the end of the report. The entire process of protecting the historic resources, maintaining a vital economy, and providing a community that is healthy and well-balanced, and provides the visitor as well as the residents with entertainment and enhanced appreciation of the historic resources is the overall challenge facing Deadwood.

HISTORIC AND ARCHITECTURAL CONTEXT

The Comprehensive Historic Preservation Plan begins with **HISTORIC AND ARCHITECTURAL CONTEXT**. This chapter provides an overview of the history of Deadwood and through that, a heightened appreciation of the character of the community that must be retained as well as the story that needs to be conveyed to the visitor. The chapter is not intended to be a comprehensive history of Deadwood, but rather a synopsis of the important aspects in its growth. Understanding these aspects helps both the casual visitor as well as the life-long resident to understand and appreciate the events, people, and places which created the Deadwood we know today.

GAMING-INDUCED GROWTH

The chapter on **GAMING-INDUCED GROWTH** reviews the process by which the Consultant Team evaluated the effects of sudden growth and how this evaluation was used to develop a community vision to solve the growth-related problems. The positive impacts of gaming are discussed in relationship to how gaming revenues have allowed a large number of public projects to be undertaken, and what these projects have included. Private sector investment is also reviewed, and the resulting changes in community image. An overview is provided of the gaming market, tourism in general, and the need for marketing.

CRITICAL COMMUNITY ISSUES

CRITICAL COMMUNITY ISSUES reviews the areas of responsibility of local government and what kind of impacts have been caused by gaming. The issue areas covered are governance, development regulations, infrastructure, housing and neighborhoods, public facilities, open space, parks and recreation, parking, streets and circulation, and land use. Historic preservation is indirectly covered in all the other issue areas; however, historic preservation has been more thoroughly examined in the chapter titled **HISTORIC RESOURCE MANAGEMENT** which follows **CRITICAL COMMUNITY ISSUES**. Critical government issues were brought forward early in the overall planning process and were identified in a previously-submitted document which also recommended a series of preliminary actions. That document was upgraded by adding new issues and actions that were defined over the course of the project and prior to the completion of the Comprehensive Historic Preservation Plan. All the community issues were again reviewed to incorporate the latest information. Input in determining these issues was based on interviews with people in the community who represented virtually all facets of the population. While it is important to identify critical community issues and recommend methods to resolve those issues in a series of actions, it is just as important to provide a prioritization of such issues in order to develop an action plan. This prioritization has been done in the final chapter of the Comprehensive Historic Preservation Plan titled **FUNDING AND PRIORITIES**.

HISTORIC RESOURCE MANAGEMENT

HISTORIC RESOURCE MANAGEMENT describes the background of the National Historic Landmark District and the local historic district. It also describes the responsibility for enforcement of local ordinances and state statutes. The process by which changes can be made to the appearance of historic buildings is described, including the Secretary of the Interior's Standards, which are used to guide historic preservation across the country and will help regulate development in the local historic district over which the Historic District Commission has responsibility. The City and its commissions have a great responsibility to protect the historic resources of the community and bring them to the attention of the public. Projects and activities have been described in five general categories including: administration; survey, studies and services; programs; restoration-renovation projects; and new facilities development. This overview is important at this point, because many of these projects are explained in more detail in other sections of the document. This approach is somewhat different than the normal planning process for cultural resources, being more typical of comprehensive planning on a community level. Generally, projects related to preservation of resources have focused on only the resource and its specific

location, and have not been integrated into the broader concerns of a community or region. This has made it difficult to support preservation through other efforts that are not usually thought of as preservation, such as infrastructure improvements and visitor centers. It has also made it difficult to provide the average citizen of the community with an appreciation of the fabric of history beyond the several prominent landmarks that are well-known. For this reason, a comprehensive planning approach is a much more effective method to protect Deadwood's resources. The listing of projects provides an overview early in the document so that as the individual projects are described, the relationship to the overall list will be clear. Also provided in this chapter is the discussion of the issues facing the community in historic preservation, both as a result of gaming and further as a result of heightened awareness and a strong need to interpret the historic resources.

CONCEPTUAL INTERPRETIVE PLAN FOR HISTORIC RESOURCES

The interpretation of the resource base is contained in the chapter titled **CONCEPTUAL INTERPRETIVE PLAN FOR HISTORIC RESOURCES**. The first step in an interpretive plan is the determination of goals and objectives. While goals and objectives have been implicitly and explicitly stated throughout this document, no separate section for goals and objectives has been created; however, the overall goal is clearly described in this chapter. The chapter also describes the interpretive themes from the history of Deadwood and the various audiences to be reached with the interpretive themes, including local residents, heritage tourists, and gaming tourists. It is important to understand the characteristics of these populations in order to know what techniques and what resources are available to educate these various groups. For this purpose, an overview of the architectural resources, historic personalities and historic events is included. A review of typical and not-so-typical interpretive tools is provided, including private interpretive activities. It is important to note that in the past year, over 85 gaming establishments have opened and many have included renovation or restoration. The City has not yet purchased and renovated any buildings, but is evaluating the purchase of buildings, and restoration of their existing ones. This chapter concludes with features of proposed interpretive facilities, which include 16 major projects. One of the primary on-going activities of an interpretative plan is further documentation. Research must continue in order to learn more about the history and prehistory of Deadwood. As new information is developed, such information needs to be incorporated into the interpretive system. Therefore, on-going research activities are a critical part of long-term interpretive planning.

VISITOR MANAGEMENT: PARKING, STREETS AND CIRCULATION PLAN

Parking and traffic issues are critical to the revitalization of historic Deadwood. These issues have received a great deal of attention within the community, resulting in a rapidly changing situation, as city officials respond to demands to improve accessibility and mobility within the Downtown Historic District and adjacent neighborhoods. The various measures taken to address perceived parking needs and traffic flow problems have not always been effective in improving conditions. This plan attempts to develop a more in-depth description of parking and circulation problems in Deadwood and identifies improvement measures that will be responsive to the specific demands of the problems.

It is too often true in our society that parking, streets and circulation begin to dominate as a need rather than being viewed as a method to achieve other ends. While the street system is important to move people and goods through the city, in the context of this Comprehensive Historic Preservation Plan, the primary emphasis on the street system is as a visitor management tool. Most visitors to the community will come either in a bus or a private vehicle. To control the impacts, private vehicles must be managed from the time they enter the city and as they travel around the city. Most visitors with vehicles are not passing through Deadwood, but are visiting the community. They leave their vehicle to participate in the entertainment Deadwood provides, whether it is gaming, restaurants, or other entertainment. Making these visitors feel comfortable from the moment they enter Deadwood, increasing their knowledge of the community, and moving them in an effective and efficient manner around the community are all important objectives. In this sense, parking, streets, and circulation are treated as visitor management tools.

COMMUNITY DESIGN PLANS

Community design, generically described as urban design, deals with the design elements in the public environment such as streets, parking, walkways, neighborhoods, parks and open space. The most important aspect of community design is an effective connection of all the different pieces, so people move from place to place in a smooth, logical flow. Community design frequently provides guidelines for future design, as well as actual design solutions, depending on the nature of the problem addressed. Community design issues are related to paths (lines of movement for pedestrians and vehicles), edges (where transitions occur from one area to another), nodes (concentrations of activities), landmarks (key natural or manmade features or structures), and districts (areas defined by common uses, features, building types, functions). Community design is concerned with materials, colors, texture, forms and details of streetscapes including lighting, signage, street furniture (benches, trash receptacles, etc.), pavement, landscape, public art and maintenance. The **COMMUNITY DESIGN PLAN** provides specific designs for these elements within the Downtown Historic District.

This chapter also provides an integration of many of the previously-described projects in the chapters titled **CONCEPTUAL INTERPRETIVE PLAN FOR HISTORIC RESOURCES**, and **VISITOR MANAGEMENT: PARKING, STREETS AND CIRCULATION** with other open space concerns to produce a plan entitled "Community Open Space/Landscape Concept Plan," which also integrates another plan presented in this chapter, "View Analysis and Protection Plan."

MARKETING STRATEGY

The chapter titled **MARKETING STRATEGY** sets forth specific ways that economic diversity can be pursued and how the heritage tourist, as well as the gaming tourist can be encouraged. Sources of visitors are related to the market, and the different strategies that can be used to reach these visitors are presented. Specific programs are suggested to develop an overall marketing plan approach.

FUNDING AND PRIORITIES

The chapter **FUNDING AND PRIORITIES** provides a review of the revenue sources presently available to the community, new ways to approach development including public/private partnerships, and provides priorities for expenditures. Considerations for determining priorities are included; for example, that growth should pay its own way, and caution to the city government about increasing liability from an increased revenue stream. The specific projects are described and prioritization given to each project for funding in 1991, or for years in the future.



HOMESTAKE MINING COMPANY

HISTORIC AND ARCHITECTURAL CONTEXT

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HISTORIC OVERVIEW OF DEADWOOD

The history of Deadwood has given this tiny community in an out-of-the-way location national prominence above and beyond what is normally achieved by small American towns.

Agriculture was largely the cause of settlement and development in South Dakota. The political history of the state is similar to that other Great Plains states. The Black Hills region was distinct from this pattern because of its focus on mining rather than agriculture. This area was protected to a larger degree from the financial woes that affected agriculture and which were major shapers of politics in the rest of the state. The mines in the Black Hills continued to provide gold and with it, employment and industry. There were peaks and valleys in production caused by wars and national economic conditions, but for the most part, mining ensured the economic survival of the Black Hills region from the late 19th century until World War II.

The gulches of the Black Hills region of South Dakota were sites of the last great gold strike of the American West. Western historian Watson Parker, in his book, Deadwood — The Golden Years, writes “Deadwood was undoubtedly the focal point of the Black Hills Gold Rush and subsequent hardrock mining booms. It was for generations the legal, mercantile, entertainment, railroad and financial center of an immense area of the West...”¹

The steady westward movement of settlers in the mid-1800's skirted both north and south of the Black Hills. In 1868 that area of the Dakota Territory was reserved as part of the Sioux Indian Reservation by the Treaty of Fort Laramie. In this treaty, the United States government promised the Sioux that “no white person, unauthorized by the government, should pass over, settle upon or reside in the territory described in this article.”² Orders by General P. H. Sheridan to General A. H. Terry stated, “Should companies now organizing at Sioux City or Yankton trespass on the Sioux Indian reservation, you are hereby directed to use the force at your command to burn the wagon trains, destroy the outfit and arrest the leaders, confining them at the nearest military post in the Indian country.”³ As long as gold fields farther west were

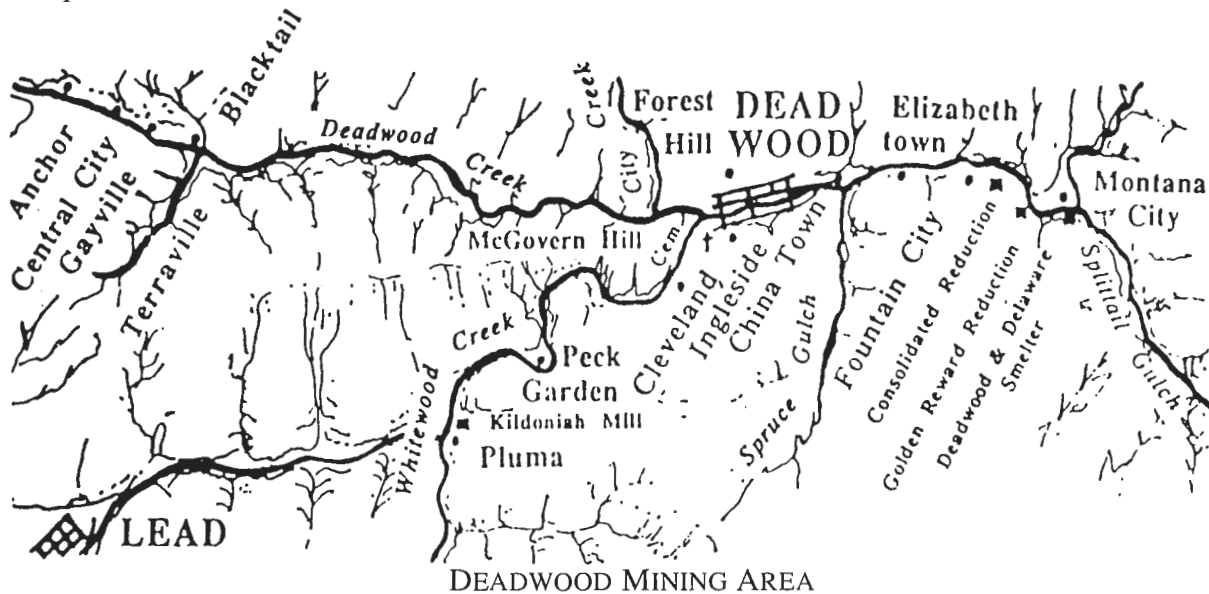
¹Parker, Watson, Deadwood — The Golden Years, (University of Nebraska Press: Lincoln, Nebraska, 1981), p. 229.

²South Dakota Historical Collections, compiled by the State Historical Society, Volume I (Aberdeen, SD: News Printing Co., 1902), p. 64.

³*Ibid.*, p. 64.

considered profitable, rumors of gold in the Black Hills were left uninvestigated. This avoided confrontations with both Sioux warriors and the federal troops pledged to keep white settlers out of the reservation.

In the summer of 1874, Lieutenant Colonel George Custer arrived in the Black Hills to locate a military post. Custer's expedition had at least two experienced miners, Horatio N. Ross and Willis McKay, who panned gold in the creeks they forded as the troops marched through the Black Hills.⁴ The presence of gold was reported by Lieutenant Colonel Custer on August 3, 1874, at the same time the Panic of 1873 was causing unemployment in the East. It took only the following sentence from Custer's report to convince hundreds to head west: "It has not required an expert to find gold in the Black Hills, as men without former experience in mining have discovered it at an expense of but little time and labor."⁵



By 1874, the railroad had come within 175 miles of the Black Hills, making the area relatively accessible. The rush started in 1875 and exploded in 1876. Even though there were federal restrictions against whites entering the Sioux reservation, the lure of gold caused many to trespass in spite of the fact that it was not legal. Many prospectors were intercepted and turned back. This insistent demand proved too much for government troops to control and the government eventually gave up its efforts to keep prospectors out of the Black Hills. The first prospectors arrived in December of 1874 and found gold during the winter, but were evicted in the spring by government troops. Regardless of this, by the winter of 1875 there were approximately 5,000 miners on the borders of the Black Hills waiting to enter. Illegal entry was overlooked by government troops in the spring of 1876, and the development of Deadwood began. In September of 1876, the Sioux Treaty of 1876 was negotiated in which the Black Hills were ceded to the government, and legally opened to whites in February, 1877.

⁴Friggens, Paul, Gold & Grass — The Black Hills Story, (Pruett Publishing Company: Boulder, Colorado, 1983), p. 15.

⁵Wood, W. Raymond, The Black Hills of Dakota (Saint Louis, MO: Nixon-Jones Printing Company, 1895), p. 304 as quoted in Watson Parker, Deadwood—The Golden Years, (Lincoln: University of Nebraska Press, 1981), p. 6.

The actual discoveries of gold in Deadwood are noted in the legends which are part of the town's popular history. Many names are attached to the first discovery of gold in Deadwood Gulch. The most reliable accounts place the date of discovery in August or September of 1875. The camp that sprang up in Deadwood Gulch was like other camps located up and down the streams in the area. Claims were strips of ground extending from rim to rim across the gulch and 300 feet along a stream, in this case Deadwood and Whitewood Creeks. Sluice boxes and rockers were set up in the streams, and the miners washed gold from the gravel of the creek beds.⁶

The laws of placer mines had been established in earlier gold rush areas and were applied in Deadwood. "Each mining district was empowered by federal statute to make up its own laws, so long as these did not conflict with federal or territorial obligation. Claims were generally taken up on a first-come, first-served basis, but in the case a mining district was discovered by a sizeable group, it could be laid out into 300 foot claims and the claims distributed by lot.... Many land titles in the Black Hills date back to such hand-hewn titles, and for 100 years have for the most part gone unchallenged."⁷ The City of Deadwood was platted over these mining claims.

On April 26, 1876, Deadwood was laid out just below the confluence of the Whitewood and Deadwood Creeks by Craven Lee, Isaac Brown, and J. J. Williams. The population, made up of miners, merchants and entertainers, elected grocer E.B. Farnum as mayor.

Deadwood began as a city of tents, but the opening of three sawmills in 1876 which could produce 32,000 board feet of lumber per day brought the replacement of many tents by log cabins and false-fronted frame buildings. The population of Deadwood in the summer of 1876 was estimated to be around 5,000 with a great amount of movement in and out of the vicinity.



ADAMS MEMORIAL HALL MUSEUM

EARLY VIEW OF DEADWOOD GULCH

⁶Friggens, p. 16.

⁷Parker, Deadwood—The Golden Years, p. 18-19.

In September of 1877 Frank Leslie's Illustrated Magazine stated that Deadwood "in the space of two years had attained a fixed population of 4,000 and a floating citizenship of 2,000 more. The numerous hillsides are covered with tents, while upon more eligible sites are over 1,000 rudely constructed houses and huts."⁸



Black Hills Mining Museum

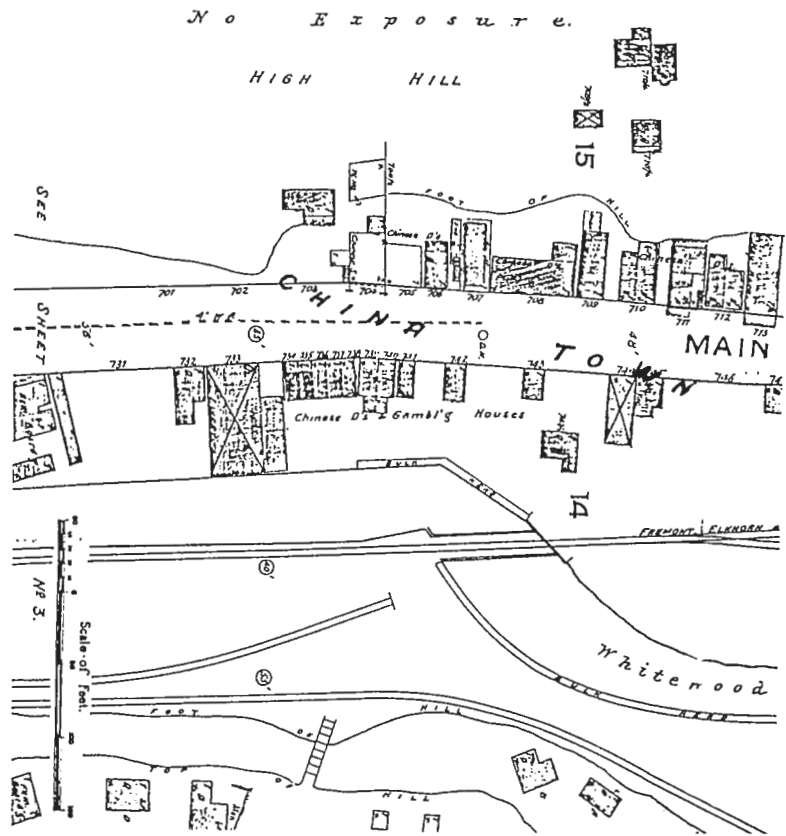
MAIN STREET, DEADWOOD – 1877

Deadwood had become the supply center for all the surrounding mines, supplying not only food and mining materials, but also financing and entertainment. In 1877, the mining camp of Lead City had twice the population of Deadwood, but Deadwood did ten times the business. City lots were recorded to sell for from \$25 to \$500. By the end of September 1876, 200 buildings were completed, being of noticeably better quality than the first crude log cabins. Two- and three-story frame business buildings housed many of the 173 businesses reported to be in town. The Collins 1878-79 Directory listed among the businesses seven hotels, nine clothiers, six breweries, five bakeries, two newspapers, and forty lawyers. Deadwood had developed its present-day configuration, with a business core along Main Street, west of Deadwood Creek.

The early population of Deadwood Gulch had representatives of many nationalities, such as English (mostly from Cornwall), Italians, Slavonians, Scots, Irish, French, Norwegians, Finnish, Swedes, Danes, and Germans. There were sizeable contingents of blacks and Jewish businessmen. The dominating ethnic group in Deadwood was the Chinese. Hundreds of Chinese were scattered throughout the mining camps, most of whom had been brought to the United States by labor contractors following the gold rushes. Many Chinese had worked on the Central Pacific Railroad line in the race to finish the trans-continental rail link, and arrived in the Black Hills shortly after gold was discovered. They established themselves as miners, cooks, laundrymen and servants.

⁸Frank Leslie's Illustrated Magazine, September 8, 1877, p. 6-7. From a pamphlet in the Western Historical Collections at the University of Colorado, Boulder, Colorado.

The bustling Chinese community was located at the most strategic section of Deadwood Gulch, where anyone entering Deadwood from the north had to pass through Chinatown. This proved to be a profitable stopping place for sightseers and shoppers alike. "In the shabby little shops were piled great quantities of beautiful oriental silks, embroideries, egg-shell china, sandalwood, teak and carved ivory."⁹ The Chinese maintained a tightly-knit community and their homes and shops were clustered in Deadwood's First Ward. As did the rest of Deadwood, the Chinese rebuilt their homes and businesses after the fire of 1879. They elected their own mayor and council, established a Chinese police force and fire department. The Chinese Hose Company won the national championship in hose cart racing, a very popular sporting event in early western communities.



CHINATOWN AS SHOWN BY 1891
SANBORN FIRE INSURANCE MAPS

The Chinese observed their own traditions, including returning the remains of their dead to China before 10 years elapsed after their death. They believed that a soul could not enter heaven unless the remains were buried in the ancestral homeland, and it was written into labor contracts that a Chinese laborer's body would be returned to China. The vice and law-breaking in Deadwood was similar to that of most early western frontier towns and Chinatown was no exception. Secret societies called

⁹Bennett, Estelline, Old Deadwood Days, (Charles Scribner's Sons: New York, New York, 1935), p. 27.

“Tongs” fought for control of opium, prostitution and of the Chinese residents. Many Chinese contributed to the development of Deadwood, and created a colorful ethnic community as part of Deadwood. Gradually, however, the Chinese disintegrated their dead and left the city, until the Chinese section of the Mount Moriah Cemetery had been almost emptied, and today every building of Chinatown has been demolished.

By the end of 1878, gold that could be extracted from stream gravel by placer mining was for the most part gone and as the returns from placer mining lessened, hardrock mining became more and more important. The population changed when “keno men, tramps and sharpers of all classes” moved on to new boom towns, and those remaining in the area settled in to the hard work of extracting gold from rock.

During July of 1876, 3,000 pounds of gold-bearing quartz were taken from the Inter-Ocean mine and shipped to Omaha for processing. The gold content of this ore was sufficient to encourage the construction of stamp mills so ore could be processed locally. By October of 1877 there were 280 stamps and by 1878 there were 47 mills with 700 stamps.¹⁰ There were few hardrock mines in, or adjacent to Deadwood proper. There were many small mining operations scattered throughout the northern Black Hills, frequently with a small company town surrounding them. In contrast to this pattern, Deadwood was primarily a city of auxiliary services such as restaurants, hotels, saloons, clothing stores, law offices, and several extraction mills. “Your mine might be in one of fifty different little towns in the northern hills, but chances were that your head office was in Deadwood and your miners spent their money there.”¹¹

Like many 19th century cities, Deadwood has been ravaged by fire and flood. On September 25, 1879 a fire started in the Empire Bakery on Sherman Street. It spread to Jensen and Bliss’s Hardware Store where eight kegs of gunpowder were stored. These exploded, spreading the fire, which burned 300 buildings and left 3,000 people homeless. “The whole of that portion of town from the courthouse north, to Williams Street and to Chinatown on the south, was in one continuous blaze... every building from Pine and Sherman to Chinatown ... was consumed with their contents.”¹² The bank vaults withstood the heat and their contents were preserved to finance rebuilding, which started immediately. The street plan remained the same, but instead of creating new frame structures, the rebuilding was done with brick and stone. “Within 6 months a new town had risen..., and in its Victorian elegance set the architectural tone for Deadwood of today.”¹³

¹⁰Parker, Deadwood—The Golden Years, p. 43.

¹¹Ibid., p. 39.

¹²Tallent, Annie D., The Black Hills or The Last Hunting Ground of the Dakotahs, (Nixon-Jones Printing Co: St Louis, Missouri, 1899), p. 487.

¹³Parker, Deadwood—The Golden Years, p. 227.



Adams Memorial Hall Museum

DEADWOOD HOSE TEAM 1888

In 1880, the town of Deadwood was incorporated. The villages and camps of Montana City, Fountain City, Elizabethtown, Chinatown, Ingleside, Forest Hill, City Creek, South Deadwood, Cleveland and Deadwood were unified into one city. The 1880 census gives Deadwood's population at 10,000. The city continued to prosper until May, 1883, when a flood raged through the town. The price of land and the demand for building lots had forced building to encroach on the natural water course, narrowing it so much that water at flood levels caused great damage. The bulkhead that had been placed in front of the public buildings was not sufficient, and the flood water cut around it, destroying the high school and the Methodist Church. The flood waters receded within the next few days, and again rebuilding got underway, and an enormous bulkhead was constructed that extended to more than a mile in length.



Black Hills Mining Museum

GOLDEN REWARD CHLORINATION WORKS

The fire of 1879 and the flood of 1883 were the most severe of several devastating catastrophes occurring in Deadwood. In 1894, two downtown blocks in the commercial area were destroyed by fire. Between 1894 and 1952, when the City Hall and all its records burned, many downtown buildings met the same fate. As recently as 1988, fire destroyed the Syndicate Building on Main Street.



Adams Memorial Hall Museum

LOOKING WEST ALONG MAIN STREET AFTER THE 1894 FIRE

High-grade free milling ore had nearly played out when two new processes, chlorination and pyritic matte smelting, revived mining fortunes by allowing the extraction of gold from lower grade ores. A number of chlorination plants were built in the vicinity, including two in lower Deadwood. The Deadwood Reduction Works was built in 1888, burned and rebuilt in 1889. The Golden Reward Chlorination Plant was constructed in 1887, burned in 1898 and reconstructed in metal. By the end of the 1880's even the lower-grade free milling ores had given up their gold. The Deadwood business boom had tapered off, but the town continued to act as supplier to the surrounding areas, which ensured its survival until the next economic boom.

In 1890, two events coincided to create another boom in Deadwood and in the surrounding Black Hills. First, the newly-discovered cyanide process unlocked the gold in refractory ores and the investment potential of these low grade ores attracted financiers. Also late in 1890, the Fremont, Elkhorn, and Missouri Valley Railroad reached Deadwood. For the first 15 years Deadwood was supplied by freight wagons from distant railheads and by stagecoaches. With the railroad came a building and mining boom, and Deadwood became a center for ore reduction mills when rail service became available. The boom brought in engineers and other well-educated workers with an inclination to culture and familiarity with mechanical improvements. This new population helped move Deadwood away from its origin as a gold-rush community, and toward a service, shopping, and distribution center for an industrial area whose product was gold.



Black Hills Mining Museum

RAILROAD IN THE BLACK HILLS

By 1914, the bulk of the present city of Deadwood was built. The commercial area along Main and Sherman Streets, with desirable residential areas, such as Forest Hill and Iron Hill Row on Williams Street as well as the respectable neighborhoods of Ingleside and Cleveland, perched on the hillsides above. A visitor in the late 1880's described the residential streets above the business district: "The streets for residences are terraced up upon steep banks, so that the underpinning of one row of houses is nearly on a level with the roofs of the row below it.... There is the disadvantage of climbing. I am stopping upon William Street, one street up from Main Street, and besides several inclines, I have to go up 109 steps to reach the house."¹⁴ The shabby underworld known as the Badlands was located beyond the Wall Street stairs and by 1900, included the entire block of two-story brick structures on the north side of Main Street. At the lower end of Deadwood Gulch Chinatown resembled a Chinese village, and there have been many colorful descriptions of the Chinese in Deadwood. There were few real mansions in the city because there was no room to build them and few servants to run them. Wealth in Deadwood did not manifest itself in large, ornate houses. The living conditions and social customs were similar to any small Victorian city, except there were more than the usual number of businessmen, large groups of technically-educated engineers, and available wealth to implement

¹⁴Spencer, Rev. Dwight, "Extracts from the Autobiography of Rev. Dwight Spencer, Baptist Missionary in the West," c. 1890. From pamphlet in the Western History Collections at University of Colorado, Boulder, Colorado.

schemes — schemes which made Deadwood more up-to-date than other cities of its age and size, with such conveniences as electric service, telephones, and an electric railway between Lead and Deadwood.

The boom in gold production that began with the cyanide process ended when World War I caused increased costs for supplies and labor shortages. By 1923, most major Black Hills mines except the Homestake were closed down because of the cost of labor and the high cost of deep mining in general. The Homestake Mine supported a great deal of Deadwood's business prosperity. After World War I ended, production rose in the 1920's and expanded significantly in the 1930's, particularly when the price of an ounce of gold was raised from \$20 to \$35 in 1934. Deadwood continued to thrive after the stock market crash, partially because of the Homestake Mine. Another aspect of Deadwood's vitality in this period was that it was known "as a fun place to be." There was gambling, liquor in spite of prohibition, and what were known as "upstairs houses." When the price of gold was set at \$35 per ounce, some mines reopened for a while, but the mining activity dwindled away until a wartime order closed the gold mines in 1942.

The automobile breathed new life into Deadwood, making it a tourist mecca. In the earliest days of Deadwood, the Black Hills Pioneer predicted that the Black Hills would become famous as a summer resort. Both the Burlington and the Northwestern Railroads had done their best to promote tours into the Black Hills, but not until the freedom of travel was conveyed by the automobile did the Black Hills become a haven for tourists. Although the first car was seen in Deadwood in 1901, it wasn't until the federal and state governments launched a road and bridge building campaign in 1916 that a network of paved roads connecting states allowed people to tour the country by automobile. While he was chair of the Board of County Commissioners, local Deadwood businessman George Ayres convinced Lawrence County to construct a gravel road from Deadwood to Centennial Valley to replace a "mere wagon trail." Later Ayres was chairman of two statewide good road conventions that started road improvements west of the Missouri River on the Black Hills-Yellowstone Park Highway and the Deadwood-Denver Highway. Ayres became known as "Father of Good Roads in the Black Hills."¹⁵ In 1923, the State of South Dakota went into the retail gasoline business, selling gas for less than prevailing rates because the governor thought prices were too high. This encouraged automobile use until 1925 when the Supreme Court ruled that the State had to get out of the gasoline business. Roadside service stations, motels and diners to service travelers, along with the development of state and national parks, spurred a greater interest in tourism, which greatly benefited Deadwood's fortunes. In the 1920's Deadwood made a significant effort to attract tourists to replace lost revenues from closing businesses. One of Deadwood's most important and long-lived events — The Days of '76 — was begun in 1924. President Coolidge's visit to the Black Hills and the subsequent publicity for the sights encouraged 400,000 tourists to follow Coolidge to the area in 1929.¹⁶

Throughout most of the 20th century, tourism has been an important economic factor for Deadwood. There has been substantial mining, most notably at the Homestake

¹⁵Rezatto, Helen, Mount Moriah: Kill a Man—Start a Cemetery, (North Plains Press: Aberdeen, South Dakota, 1984), p. 115.

¹⁶Schell, Herbert S., History of South Dakota, (University of Nebraska Press: Lincoln, Nebraska, 1961), p. 242.

Mine, with production increasing and declining depending on the price of gold and the cost of extracting it. In November of 1889, Deadwood instituted legalized, limited gaming, with the proceeds dedicated to preserving Deadwood's heritage. Gaming has produced the latest in the series of booms that have characterized the history of Deadwood since 1875.

ARCHITECTURE IN DEADWOOD

Deadwood's architecture reflects a variety of influences. For the first 15 years of its existence, Deadwood was supplied by freight wagons from distant railheads. Although most Deadwood residents were from the East and Midwest and many must have been quite familiar with the architectural styles of the times, materials and craftsmanship were limited in Deadwood. By the time the Fremont, Elkhorn and Missouri Valley Railroad arrived in 1890, Deadwood had substantially the form that exists today; however, the majority of the city's landmark buildings were built after the railroad was constructed, including the Queen Anne Adams House (1892), Fremont, Elkhorn and Missouri Valley Railroad Depot (1892-1903), the Franklin Hotel (1903), Carnegie Library (c. 1905), Slime Plant (1906), the U.S. Post Office and Courthouse (1904-1907), Lawrence County Courthouse (1908), Adams Memorial Hall Museum (1930), and Franklin Garage (1932). Because these buildings are distinctive through their siting and building materials, they stand out in contrast to the older, vernacular building stock.

The earliest structures were tents and rudimentary log and frame buildings. As Deadwood developed, stylistic elements were added to simple vernacular buildings. As was true in so many frontier towns, the buildings that arose from the ashes of Deadwood's disastrous fire were solid, durable masonry commercial buildings. Many had some elaborate details, but they remained most easily characterized as turn-of-the-century commercial architecture.



Adams Memorial Hall Museum

EARLY DEADWOOD RESIDENCE

Deadwood has very few elaborate residential buildings. Throughout the history of the city, simple wood frame houses of vernacular architecture were constructed on the hillsides above the commercial area. Neither boom nor bust changed that — Deadwood residents did not construct mansions with their wealth. Today, most of the the residential buildings have been altered in a variety of ways and there is some scattered infill dating from later in the 20th century; however, the sense of scale and simplicity in the residential areas has been preserved.

Stylistic influences include Queen Anne, Eastlake, Stick style, Italianate, modified Second Empire, English Vernacular Revival, Hipped Box and Foursquare, commercial style, Neo-classical Revival, Mission Revival, Colonial Revival, Craftsman, Art Deco, Moderne and International. This listing should not be misinterpreted as an indication that Deadwood is an architectural potpourri. It has a very homogeneous character and few untrained eyes would distinguish an architectural style in many buildings, save a few of the city's landmarks. Deadwood has managed to retain the character of a turn-of-the-century western town for nearly a century.

The mining camp of Deadwood grew quickly. At first "thousands roughed it in tents, caves, sapling lean-tos and brush huts, while a fortunate few were able to hastily throw up log cabins for shelter."¹⁷ The city began organizing in April, 1876 by marking off 22 lots, 100 feet by 50 feet, on which construction began immediately. As hundreds of people arrived weekly, lots were laid out for a mile along the gulch and all were quickly occupied.¹⁸ These lots sold for \$25 to \$500, and many log houses were built to replace tents during the summer of 1876. By the end of September, there were 200 buildings in town, most of which were wood-frame and many of which were two- or three-story business structures.¹⁹ Until the fire of 1879 destroyed the wood buildings of Deadwood's commercial core, few buildings were constructed of masonry.

¹⁷Friggens, p. 16.

¹⁸Strahorn, Robert E., The Hand-Book of Wyoming and Guide to the Black Hills and Big Horn Regions for Citizen, Emigrant and Tourist, (Cheyenne, 1877).

¹⁹Parker, Deadwood—The Golden Years, p. 58-9.



Adams Memorial Hall Museum

MAIN STREET; DEADWOOD – 1877

This construction boom was hastened by a sawmill that began operation to supply lumber a month after the rush in the spring of 1876. Soon there were three sawmills producing 32,000 board feet of lumber a day. As tents gave way to log cabins, the first false-front stores and saloons were built, jumbled together in mining-camp fashion. Leslie's Illustrated Newspaper described Deadwood: "The numerous hillsides are covered with tents, while upon more eligible sites are over 1,000 rudely constructed houses and huts. All the buildings are slapped together in a manner indicative of the owner's readiness to pull stake and vamoose as opportunity occurs."²⁰ "Saloons start up all over the place like mushrooms, with whisky at four bits a drink. Those who

²⁰Frank Leslie's Illustrated Magazine, p. 6-7.

have insufficient capital, or are merely experimenting, as it were, put two barrels up on end, nail a board across for a bar, and deal it out."²¹

Two- and three-room cabins could be rented for \$25 to \$40 per month, but many men tried to build their own cabins of logs, brush and canvas. "An astonishing decorative features was the brightly printed calico that the miners used for wallpaper. It fitted nicely over the rough logs and gave the cabins a cheerful look. George Stokes sold thousands of yards of it from his clothing store in Deadwood and astonished his wholesaler, who wondered how so few women could use so much cloth."²² Mr. Stokes wrote in Deadwood Gold that a reporter visiting from Chicago described Deadwood "as a lot of lemon boxes dumped out in the back yard, some of them being propped upon broomsticks. The miners, in working their claims, had followed their pay gravel under the buildings, leaving the structures hanging in the air, one prop at a time taking the place of the soil washed away." He remembered "three saloons, a hotel, and a blacksmith shop clinging to a bridge with their fore claws, while their main structure strung out behind.... A man might build on a lot, but the gold miner who had the claim could go on digging right underneath the building."²³

Differing from communities which grew slowly outward from a platted core, Deadwood was platted as a whole and even today has grown very little from those limits. The basic "Y" shape of the community has not changed because the steep hillsides have not allowed much new growth. As the valley filled with businesses and homes, the only room for expansion was higher up the steep slopes. Forest Hill became a residential area as did some of the gulches which forked off of Whitewood and Deadwood Gulches.

²¹Ibid., p.10.

²²Parker, Gold in the Black Hills, p. 146.

²³Stokes, George, Deadwood Gold (World Book Company: Yonkers on the Hudson, New York, 1926), p. 82.



Homestake Mining Company

DEADWOOD – FROM MOUNT MORIAH



CSC

DEADWOOD IN 1990 – LOOKING NORTH

Leslie's Illustrated Magazine gave its readers an impression of Deadwood as "a city of a single street, and a most singular street it is. The buildings which grace its sides are a curiosity in modern architecture, and their light construction is a standing insult to every wind that blows. Paint is a luxury only indulged by the aristocracy.... Wells are dug in the middle of the street and every manner of filth is thrown into them. The city is honeycombed with shafts running down into the bowels of the earth from every yard."²⁴

Hotels and restaurants began to open in 1876. At the Grand Central, the first hotel, "a traveler could get a rude bunk or space on the floor for his blankets at \$1.00 a night.... Ordinary dining rooms and restaurants issued tickets good for a week's fare for about \$10. Such places also acted as hotels, for the meal tickets often included the dubious privilege of sleeping on the floor of the establishment."²⁵ "These early hotels and restaurants went through a decorative mania, festooning fancy-colored cut paper trimmings around their walls, the fire hazards thus created being deemed a small price to pay for the added beauty thus bestowed."²⁶ The General Custer House and the Grand Central Hotel were said to be especially imposing. On July 4, 1876, Deadwood had its first formal dance at the new Grand Central. "Pitch from the unseasoned pine was still weeping great amber tears on floor and walls. Its ceiling was of unbleached sheeting tacked to strips of wood. The unplanned, sticky floor was liberally treated to miner's candle shavings, and the walls were decorated with barrel hoops twined with pine branches."²⁷ Jack Langrishe also built the Langrishe theater during the summer of 1876. It had a skeleton framework which was walled and roofed with canvas. The floor was sawdust, and seats were made of stakes driven into the ground with round flat pieces of wood tacked on the top of each. December of 1876 also saw the opening of the telegraph office. Demand for lumber boomed and huge pine trees were cut leaving the hillsides barren and eroded.²⁸ The two-story Stebbins, Wood and Post Bank, later to become the First National Bank, was completed in 1877 in three or four days from foundation to roof. The Daily and Weekly Champion office was described by Leslie's Illustrated: "Sixteen persons are employed. They find room to devote from twelve to twenty hours daily in a building fourteen by twenty feet, a very low story in height, and contains, in addition to the editorial quarters and the usual news and job cases, racks, imposing-stones, three presses, type enough to run three ordinary newspaper offices, to say nothing of the tiers of printing material."²⁹

Edwin A. Curley in his 1877 Guide For the Black Hills suggested that a newcomer need not bring much to Deadwood, although a revolver or file would be a good idea. Everything else needed could be bought at one of Deadwood's many well-equipped businesses. "Deadwood was set up to take good care of strangers. All of the usual shopping and service facilities of a major western city were available, and every nook and cranny of the city which could house a business was occupied by some sort of

²⁴Frank Leslie's Illustrated Magazine, p. 6-7.

²⁵Parker, Gold in the Black Hills, p. 146.

²⁶Parker, Deadwood—The Golden Years, p. 74.

²⁷*Ibid.*, p. 179.

²⁸Friggens, p. 16.

²⁹*Ibid.*, p. 158.

entrepreneur. By 1878 even the narrow gaps between stores on Main Street, spaces from a foot to a yard in width, were occupied by vendors of soap, peanuts, candy, and other notions, and the lucky owners of such trifling pieces of real estate collected handsome rents from them." An item in the Times of 1877 stated the C. T. Clippinger operated a circulating library next door to a newsstand which carried all the magazines.

The Overland Hotel, run by Pichler and Bartles, was built in 1878. It was three stories with 26 bedrooms and two large "parlors" or lobbies. Most of the rooms had their own stoves, and were also heated by a warm-air pipe which ran the length of the building. In 1879 the Merchant's Hotel was completed by Jacob Wertheimer with "forty-five well-furnished rooms, billiard parlors and 'sample rooms,' which in the parlance of the times, were either rooms where commercial travelers could display their goods or rooms where the public could sample, or even more stringently examine, the wares offered at the hotel."³⁰

Also available in Deadwood beginning in 1878 was telephone service. The Black Hills Telephone Co. was the first telephone exchange in the territory, beginning service as early as many East Coast telephone exchanges.



Homestake Mining Company

DEADWOOD – 1882

³⁰Ibid., p. 75.

From Deadwood's earliest days, the bull-trains brought vital supplies to Deadwood. The trains were well-protected by armed scouts, thus many of those heading for Deadwood accompanied these trains. As the town grew, the bullwhackers "hailed an amazing variety of goods and equipment, including heavy mining machinery, sawmills, hand printing presses, tools, furniture, store fixtures, medicine, caskets and even tombstones, to supply the aggressive pioneer merchants."³¹ On the first trips to Deadwood, after unloading their merchandise, the bullwhackers had to take the oxen and horses 8 to 10 miles out of Deadwood to Centennial Prairie on the northern rim of the Hills to feed and water the animals. Frequently the herders were attacked and killed by Indians. To put an end to this, "Deadwood built two log stock corrals just off Main Street where the animals were guarded at night."³²

The first bath house was extensively advertised when it opened on Wall Street. "Bathrooms on Wall Street now doing business—get a bath—bathe and keep clean—no luxury like a bath" were among ads placed in the local paper.

An interesting feature in Deadwood dating from its very early years are what colorful local publications describe as underground tunnels. While tunnels may have connected buildings at some time in the past, what remains in existence are areaways that have been covered by sidewalks. Such areaways have traditionally been used for access to basements, but when covered by sidewalks, they might appear to be tunnels. No evidence of actual tunnels has been discovered. There are several blocks with these areaways remaining today. They may have started as exploratory mine shafts, which may have been left in place to aid drainage. They were then used for loading and unloading merchandise. The areaway walls are built from flat sandstone. Calcium crystals, caused by seepage of water, are nearly fully formed on the rocks of the walls. No mortar was used in constructing the rock walls, and this "dry wall" construction indicates work done by the Chinese.

A number of Chinese came to Deadwood as prospectors as well as businessmen, running restaurants, laundries, a Chinese bank, and more. Chinatown was built on lower Main Street, below the Badlands and housed the largest Chinese population in any town the size of Deadwood outside of China. Chinatown consisted of frame buildings, mostly small, arranged side by side, and also scattered irregularly along the northeast end of Main Street. Sanborn Fire Insurance Maps from 1881 through 1909 show relatively little change in buildings noted as used for gaming, laundry, boarding and dwelling.

The fire of 1879 destroyed most of the Deadwood business district and a number of residences in and near this district. This was the end of almost all of Deadwood's wood-frame business structures with false fronts. Two wood frame commercial buildings still exist today on the southwest corner of Main and Lee Streets. "The business men of Deadwood ... immediately ordered new stocks to be forward by express ... and proceeded to rake away the smoking ruins from the hot foundations upon which temporary buildings were erected and opened for businesses within 24 hours after the burning."³³ Within 48 hours, foundations were laid for several brick

³¹Ibid., p. 70.

³²Ibid., p. 67.

³³Tallent, p. 487-88.

blocks and rebuilding continued until the entire burnt area was covered with substantial masonry structures, capable of resisting fires that had proved so destructive.

The establishment of Deadwood's water system got underway on June 30, 1879. On this day the commissioners of Lawrence County signed a contract with the Black Hills Canal & Water Co. to supply the city with water for a period of 20 years. The system was completed on October 29, 1879, bringing water from mountain springs on City, Spring, and Elk Creeks. The water was "conducted through about eight miles of bed-rock flumes and pipes to large reservoirs, situated on a hill overlooking City Creek, over 200 feet above Main Street, and thence distributed through pipes to every part of the city. From this elevation the pressure of the water is great, obviating the necessity of engines for fire purposes."³⁴

The first public school was a two-story frame structure on the corner of Pine and Water Streets, constructed in the fall of 1877. In March of 1881 a Board of Education was provided by an act of the Legislature. The city became a single school district divided into four wards. In 1881, the city voted to issue bonds for school purposes and two school buildings were erected. One was located in the first ward of Elizabethtown, and the second was a large central brick building located in the third ward, which was swept away by the flood of 1883. None of these original schools exists today.



Black Hills Mining Museum

FIRST WARD SCHOOL ON BURNHAM AVENUE

³⁴Ibid., p. 488.

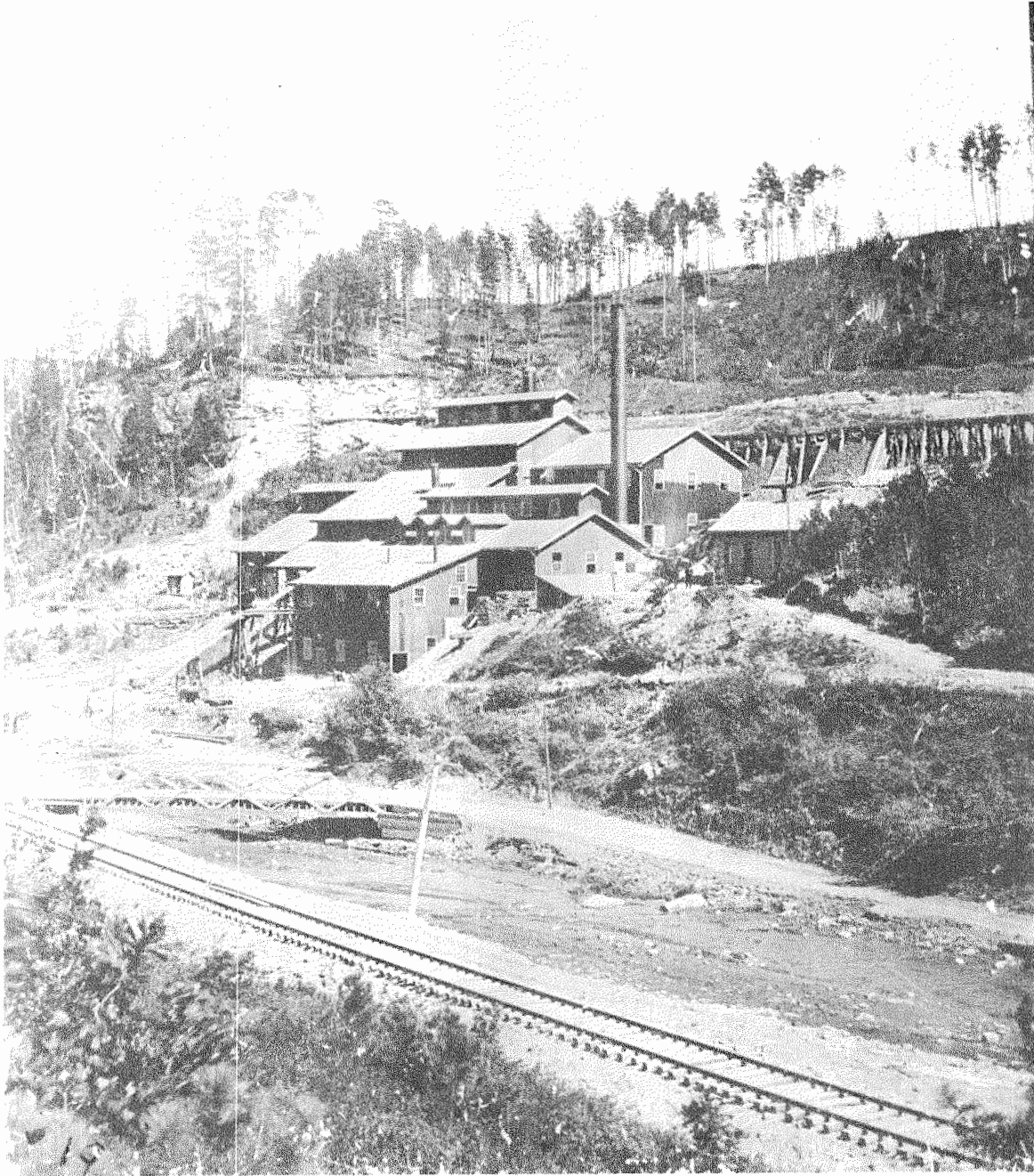
The early 1880's was again a time of rapid development and major construction. The price of land and the great demand for building lots caused much valuable property to encroach on the natural water courses. In May, 1883 Deadwood was hit by a disastrous flood. When the Lee Street bridge became clogged with debris, causing flood waters to spread out, city authorities gave orders for the destruction of the Homestake hose house and other buildings in the immediate path of the water. By the time the waters receded all "the bridges were gone, the telegraph and telephone lines were all down, and many buildings, chiefly of an inferior class, were swept away. The rear walls of many of the substantial blocks on Main Street were undermined but not destroyed."³⁵



Adams Memorial Hall Museum

SHERMAN STREET AFTER THE FLOOD

³⁵Rosen, Rev. Peter, Pa-Ha-Sa-Pah, or the Black Hills of South Dakota, (Nixon-Jones Printing Company: St. Louis, Missouri, 1895), p. 416.



Adams Memorial Hall Museum

THE DEADWOOD AND DELAWARE SMELTER – FIRST WARD, DEADWOOD



Adams Memorial Hall Museum

ADAMS BLOCK – 1894

After the flood the city began rebuilding "on a plan by which the streets were made wider and straighter. The public school building, a two-story brick building, was put on the finest site in the city...and at its cost price turned over to the school board. In September of the same year, St. Edwards Academy on Cleveland Avenue was established in the building formerly used as an hospital."³⁶ When the bridges were rebuilt and streets repaired they were graded up, making them less vulnerable to flooding. "Business buildings were placed upon more substantial foundation than

³⁶Ibid., p. 416.

before the flood, and moreover, to guard against any future escapades, the unruly streams were curbed with an enormous bulkhead or crib, which was first constructed from Deadwood Street to Wall Street, but afterwards extended at each extremity, until now it is over a mile in length. The structure is built up from bed-rock of heavy timbers in the form of cribs or sections, and solidly filled in with heavy boulders and coarse sand, forming a perfect safeguard to the city against future floods....The narrow valley has been widened, fine brick and stone blocks have been erected along the main thoroughfares."³⁷

The development of the cyanide process of extracting gold and the arrival of the railroad in 1890 spurred a building boom in Deadwood. These two events created an influx of workers who were well-educated and familiar with contemporary architecture of the day. The business boom provided financial wherewithal, and the railroad could now supply any modern material. This encouraged the development of many of the masonry commercial buildings, as well as many of Deadwood's landmark buildings which were constructed after the arrival of the railroad. Most influential in this development was architect Al Burnham who came to Deadwood with the gold rush and in the following 21 years, designed and built most of the major business buildings in Deadwood.³⁸

Annie Tallent gave her impression of Deadwood around 1895, writing "While there are many charming homes on Forest Hill and Ingleside, Deadwood is not what can, by the most liberal stretch of the imagination, be called a beautiful city. Its irregular outlines, its angular streets, its narrow valleys, traversed by the muddiest of muddy streams, and its gold-reduction plants, place it outside the limits of the beautiful and lovely. On the other hand, the terraced slope of Forest Hill, which affords pleasant, though seemingly precarious home-sites amid its native pines, far above the busy haunts of traffic; its romantic drives, leading out in different directions into the Hills, and the lofty lookout on its outer barriers, gives it an aspect that is delightfully picturesque."³⁹

In 1894, another fire destroyed two blocks of the downtown area. At least one of the blocks was part of the "Bad Lands" of lower Main Street. This block was completely replaced by structures of brick and stone. "The Mansion House, now known as the Fairmont Hotel, was built containing game rooms and a marble swimming pool in the basement. Across the street the large native sandstone Bullock Hotel was completed....The Adams Brothers grocery on the corner of Wall and Main across from the Mansion House became the Topic. This had been the site of the Centennial Hotel and the Marble Hall before the fire of 1879. The Topic was known as the 'Combination' — a combination of saloon and gaming rooms with a famous bordello on the second story, known only as the Topic — complete with ballroom."⁴⁰

By the end of 1898, construction for the year in Deadwood was estimated at one-half million dollars. Included were the "Deadwood and Delaware Smelting at a cost of \$150,000; the Carr & Berry business building on Main Street at \$30,000; W. E. Adams' four-story building adjoining his grocery on Sherman Street; the Deadwood

³⁷Tallent, p. 494-96.

³⁸Parker, Deadwood—The Golden Years, p. 82.

³⁹Tallent, p. 506.

⁴⁰Gold-Gals-Guns-Guts, ed. Bob Lee, Deadwood-Lead: '76 Centennial Inc., 1976, p. 165.

High School, a two-story brick and stone building, scheduled for completion in March of 1899 at a cost of \$25,000; the two-story Fish & Hunter building on Sherman Street at \$8,000; and a new water system from Gayville with new tanks built on McGovern Hill at a cost of \$25,000."⁴¹

The Deadwood Business Club raised money and subscription in the amount of \$150,000 in an effort to build a hotel that would be a truly "metropolitan hotel." The building was named for Harris Franklin, one of the principal subscribers, and the "four-story edifice of brick and stone opened on 4 June 1903, with eighty rooms, half of them with baths (a novelty for the times), electric lights, steam heat, two ladies' private parlors, elevators, and all rooms with brass or fancy iron beds supporting hair box springs and solid comfort."⁴² During the 1920's an addition to the hotel placed a financial burden on the owners. The Great Depression kept them from ever recovering.



Black Hills Mining Museum

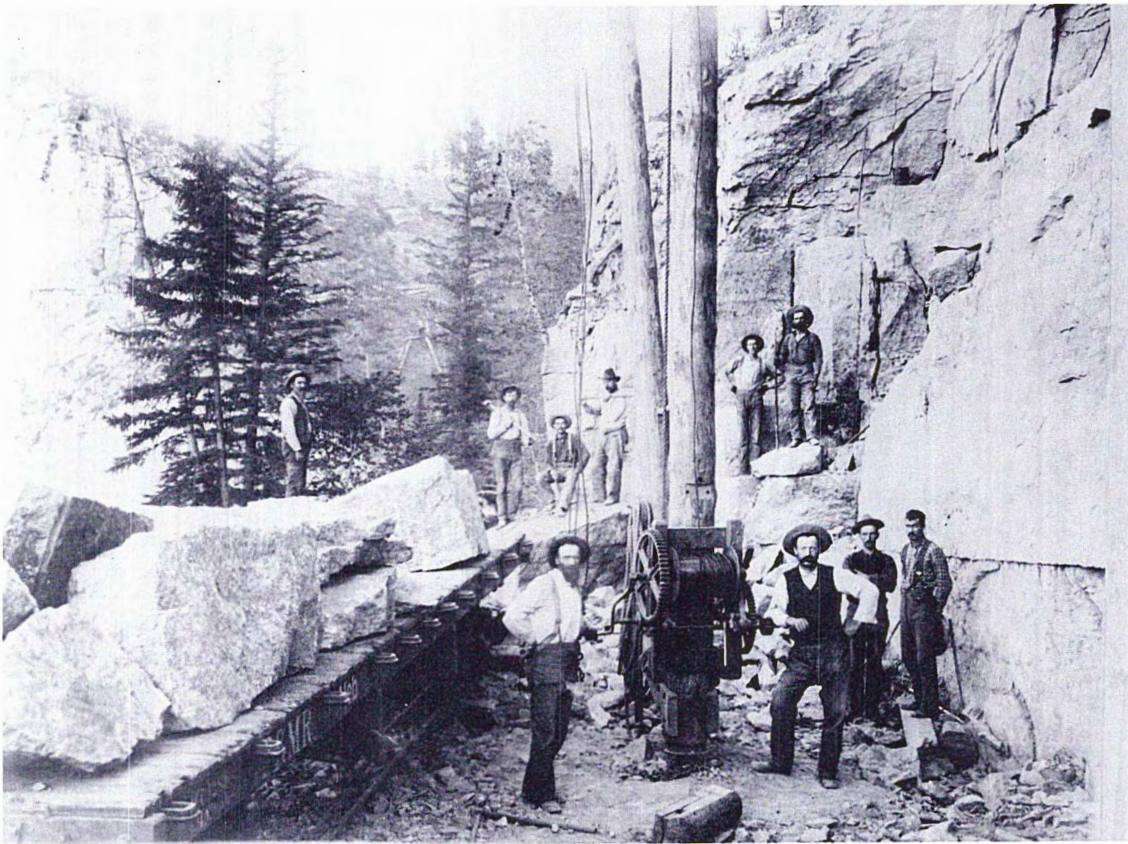
FRANKLIN HOTEL

⁴¹Ibid., p. 166-7.

⁴²Parker, Gold in the Black Hills, p. 252.

The Daily Pioneer-Times reported that new cement walks replaced wooden ones in the business district, being completed about October 28, 1904. The new Carnegie Library was also said to be near completion in this same issue. In April, 1905 plans were being submitted to the city of Deadwood by various architects for the new courthouse. Plans of Messrs. C. E. Bell and Detweller, architects of Minneapolis were adopted by the commission. This firm specialized in public buildings, and had recently designed the new state capitol in Helena, Montana.⁴³ The city added electric street lights in 1912. There are several early gasoline stations remaining in the downtown. Several have been converted to other uses, while others remain essentially unchanged.

There have been some contemporary additions to the commercial area of Deadwood, and most of the industrial and agricultural buildings that were located on the periphery of the community have been lost. Deadwood buildings have undergone fires, flood, and renovation, for more than a century. What remains today is an unusually complete picture of a late 19th and early 20th century mining and commercial center.



Adams Memorial Hall Museum

QUARRY NEAR DEADWOOD

⁴³The Lantern, Deadwood, April 27, 1905.

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GAMING-INDUCED GROWTH

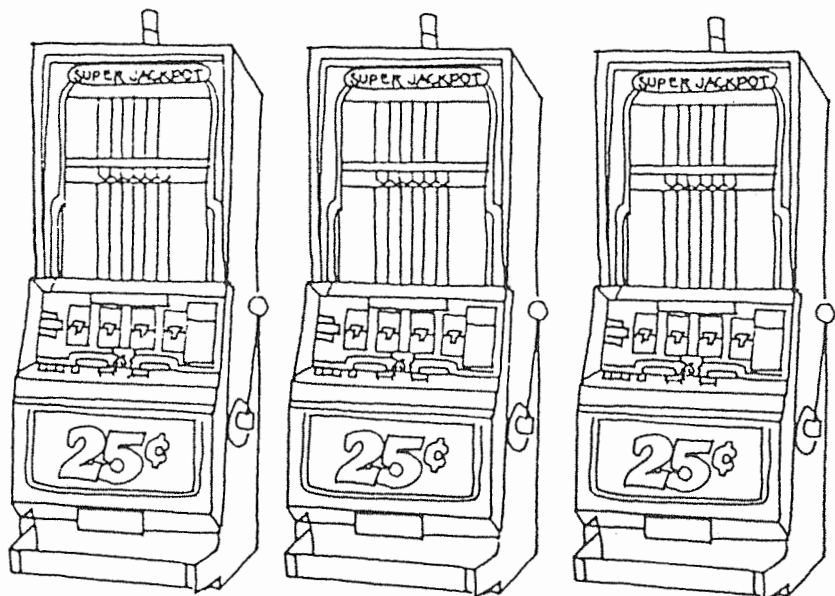
GAMING-INDUCED GROWTH

The chapter on **GAMING-INDUCED GROWTH** reviews the process by which the Consultant Team evaluated the effects of sudden growth and how this evaluation was used to develop a community vision to solve the growth-related problems. The positive impacts of gaming are discussed in relationship to how gaming revenues have allowed a large number of public projects to be undertaken, and what these projects have included. Private sector investment is also reviewed, and the resulting changes in community image. An overview is provided of the gaming market, tourism in general, and the need for marketing.

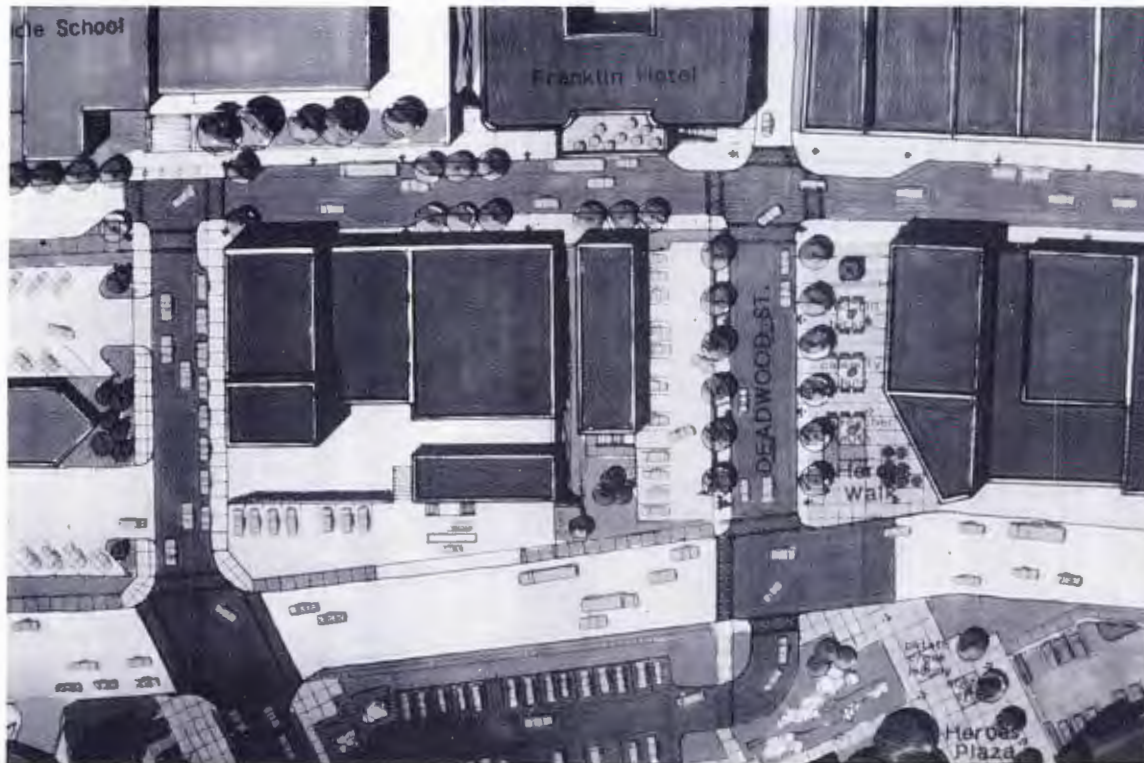
COMMUNITY VISION

The advent of gaming initially upset many people. Previously, residents of Deadwood had established a sense of their community image. A change in the status-quo as a result of gaming changed that image due to impacts related to growth and increased levels of activity. The original image of the small town with a summer tourism economy has changed. Year-round, round-the-clock activity being marketed to a larger region has created a shift in resident perceptions. Not only has gaming been added as a new activity, but it has caused major structural changes in community dynamics. People may not shop where they used to, parking may not be available, neighborhoods are impacted, new employees create pressure for housing and services, additional police protection is required and not everyone feels comfortable in their new community. Although some people will always find dissatisfaction with growth and its impacts, many new opportunities are created.

The Deadwood Comprehensive Historic Preservation Plan reflects a vision of the type of community desired by the citizens of Deadwood. In order for the implementation of the Plan to achieve this vision, Deadwood should feel a sense of ownership in the Plan, which will be used to guide future actions. This vision is perhaps the most critical element of the Plan and perhaps the most elusive to pin down. It is important because it shapes the direction the Plan will take and provides a measure for success.



It is recognized that in order to create a vision for the future, the diversity of opinions within the community must be expressed and a level of confidence in the vision must be achieved which accommodates a variety of needs, some of which may be in conflict. Different viewpoints are expressed by the property owner, the business person, the family, the single parent, the gamer, the children, the service employees, the opportunist, the senior citizen, etc. Differences are generated by social, economical, political values, but successful solutions are more often related to common values and not necessarily costs. This requires Deadwood to determine the answer to the question of "what do we want to do?" not "how much will it cost?" The format of the Comprehensive Historic Preservation Plan is to provide a forum to air differences, find areas of overlapping interest and then to develop sound solutions to immediate and future problems.



PLAN IDEAS

During the process of preparing the Plan, three community workshops were held with approximately 160 participants. Participants included representatives of the City Commission, the Planning and Zoning Commission, the Historic Preservation Commission, the State Historical Preservation Center, and residents. Each workshop was held at the Masonic Temple in Deadwood. The first workshop was held Wednesday evening, July 18, 1990. At this workshop participants described the positive and negative features of Deadwood, and created a series of ideal plans for the future. Much lively discussion took place. Although each plan focused the aspirations of a group of eight to ten residents to create the ideal Deadwood, and projects may or may not have been achievable, the process gave a good insight into what the residents wanted for the future Deadwood, the opportunities they wanted to take advantage of, and the constraints to be overcome. This input became important information utilized in preparing the Plan by the Consultant Team.



CSC

WORKSHOPS PARTICIPANTS

The second workshop focused on specific components to be included in the Plan. It was held on Monday evening, July 30, 1990. At a series of six roundtables, community residents discussed various topics, each conducted by a member of the Consultant Team with specific expertise in the topics being discussed. Through a two-step process, each group developed a specific recommended program to deal with the following areas:

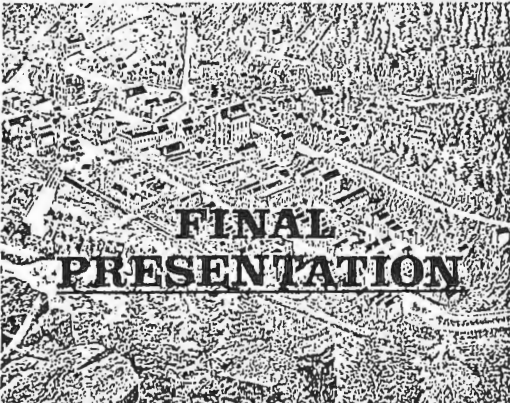
- Image and Marketing
- Traffic and Parking
- Infrastructure
- Historic Preservation
- Design Character
- Open Space/Trails

The following day, the Consultant Team continued work on the individual plans, with interested persons dropping in during the course of the day to provide further input. The Masonic Temple was also the site of this refinement process because the location is accessible to the public. This helped to provide additional input from people who had not previously participated in developing the Plan.

DEADWOOD

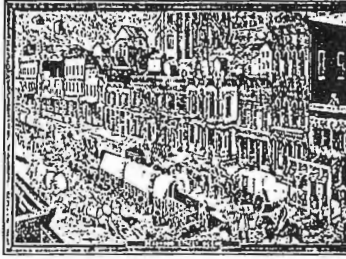
COMPREHENSIVE HISTORIC PRESERVATION PLAN

MARKETING LAND USE HISTORIC



FINAL
PRESENTATION

GAMBLING
SHOPPING
TRAFFIC
PARKING
MAIN ST.



PRESERVATION
WATER/SEWER
DESIGN

11 October 1990
Thursday Evening
7-9 pm

Masonic
Temple

EVERYONE INVITED

POSTER FOR WORKSHOP III

The third and final workshop was held Thursday evening, October 11, 1990. The Consultant Team, which had merged the various plans into one cohesive plan, made a presentation of the Final Plan, describing the overall concept for historic preservation, specific projects, transportation improvements and a marketing strategy. Following the presentation, residents discussed the Plan and their responses to it with members of the Consultant Team.

On the following morning, another meeting was held with members of the City Commission, Historic Preservation Commission, representatives from the Planning and Zoning Commission, the State Historical Preservation Center, the State Gaming Commission, the state legislature, the Black Hills Regional Council of Governments, and the Consultant Team. The Plan was presented and a discussion was held with regard to implementing the Plan.

An important aspect of the Deadwood community vision is the type of community desired by both the existing residents and the newcomers. Deadwood has had a boom-and-bust economy since its earliest gold-mining days. Gaming is, in essence, creating another boom cycle. How long the gaming boom will last cannot be predicted, but it is possible to plan now for future diversification of the economy. Through the interviews and workshop participation process, a range of visions for the future were brought forth, which include the following:

1. Deadwood should return to being the community it was prior to gaming. It wasn't perfect, but even with its problems it was better than it is now;
2. Deadwood should build on the base of tourism in the Black Hills, with the added draw of gaming to bring tourists to Deadwood, but still retain its historic significance. Gaming should be balanced by a positive community experience and future economic diversification;

3. Gaming should be exploited for its boom effect on the economy and tourism should relate to gaming as the primary draw. Immediate problems should be solved to enhance the gaming experience, but other community development problems, such as housing and shopping could be solved elsewhere; and
4. Gaming should be the primary focus and everything the community does should support and enhance gaming because of its draw and resulting revenues.

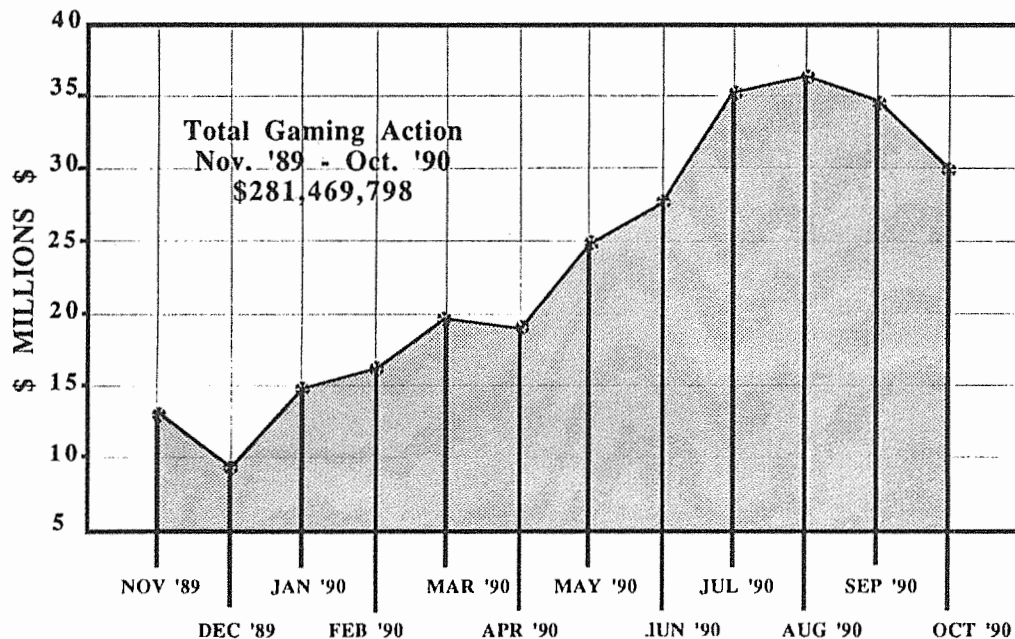
Strongest support has been expressed for the kind of vision represented by 2. Consensus does not mean everyone agrees on each and every point, but it does require agreeing to move forward while respecting others' concerns and values, and providing mutual support for a plan so that Deadwood can act as a community. This effort should be expanded to create a positive community experience with a balance of tourism and gaming, while also looking to the future with some form of economic diversification. This vision forms the basis for this Plan.

GAMING REVENUES AND HISTORIC PRESERVATION

It is critical to remember that gaming in Deadwood was passed so that historic preservation would be supported by gaming revenues. In this regard, the State Historical Preservation Center is important because this office reviews projects to which these revenues can be applied. For example, projects such as redevelopment of water lines in the Downtown Historic District are an appropriate use for gaming revenues because it is foolhardy to require sprinkler systems in private structures if the public sector cannot supply the water due to deteriorated water lines. It is clear that the State Gaming Commission is not charged with directing how the gaming revenues are to be spent, but rather it is their responsibility to see that the money actually reaches the community. The determination of how to invest the funds is a local responsibility. The Historic Preservation Commission has ultimate power over the gaming-generated revenues. The State Historical Preservation Center has reviewed a list of priorities submitted by the City under Ordinance 789 adopted January 15, 1990, which creates a "Historic Restoration and Preservation Fund and Establishes Guidelines for Appropriations From the Fund."

DEADWOOD GAMING

TOTAL GAMING ACTION



Initial allocations have been made based on discussions of priorities to address critical issues, such as completing the Comprehensive Historic Preservation Plan, staffing for historic preservation planning, building inspection, fire prevention, water system improvements, parking, street and lighting restoration, heritage tourism and revolving loan funds for preservation and restoration of historic Deadwood buildings.

Deadwood has been criticized by those who feel that funds generated by gaming are not going to historic preservation nor have they been invested quickly enough. These criticisms have for the most part originated with state legislators who have been responding to pressure from their constituents. Such criticism is largely unjustified. Preservation activities are being undertaken by both the private and public sector, and both sectors need to be evaluated.

PUBLIC SECTOR INVESTMENT IN PRESERVATION

Within the last nine months, the City of Deadwood has done the following:

- Undertaken a Comprehensive Historic Preservation Plan, which is represented by this document and supporting maps;
- Initiated a coordinated series of projects to move a number of city functions from the present City Hall in the old railroad Depot, to allow the Depot to be used as a visitor's interpretive center. This will provide a location to expose the public to Deadwood history, while preserving an important historic building;
- Evaluated various buildings for suitability for rehabilitation and preservation as a city hall;
- Initiated the preliminary study of the structural condition of the Slime Plant and environmental hazards related to its reuse, with the objective of purchasing the building for conversion to a facility for the interpretation of the mining industry;
- Instituted the redevelopment of Main Street, with a plan to largely return it to the historic appearance of the early 20th century. The recreation of brick streets and concrete sidewalks are important elements in the redevelopment of Main Street. The re-establishment of some original underground areaway vaults below the public sidewalks is also anticipated;
- Undertaken a comprehensive program for redevelopment of the community water system resulting in increased water pressure and water flow, both necessary to properly fight fires;
- Instituted a program for upgrading the fire department to provide increased fire protection capability and capacity to house equipment and vehicles as well as staff;
- Substantially increased the capability and capacity of the planning department by hiring a historic preservation planner, a full-time professional building inspector, a full-time zoning administrator, and support staff;
- Upgraded the planning department library by purchasing preservation and other professional publications to help educate the planning staff as well as the general public in historic preservation planning, design, and inspection;
- Established a revolving loan fund of \$1 million to address deficiencies in health and safety measures and to address physical preservation of historic buildings held by private owners;
- Through the review and inspection of redevelopment and rehabilitation proposals, the City has implemented historic preservation principles, upgraded life-safety systems, and otherwise assisted in the development of historically-appropriate redevelopment schemes;
- Initiated the development of historic preservation design guidelines specifically tailored to Deadwood's situation and have completed the final review of this document prior to printing;
- Undertaking a review of current water sources and a search for additional supplies;
- Have undertaken and completed a city-wide infrastructure replacement study;

- Designed three and constructed two new city parking lots and a shuttle system for visitor management;
- Through allocations from the general fund, the design and construction of a new city shop facility has been completed to house equipment and operations for increased public works projects;
- Constructed treated water storage for increased reserves and increased water flows to fight fires in the commercial area;
- Constructed conduits to carry increased water flows into the historic downtown.

There is much more historic preservation to be accomplished within the community, and this is the reason Deadwood initiated the effort to legalize limited gaming. Many preservation projects have been identified and described in the various sections of the Comprehensive Historic Preservation Plan. It is anticipated that other preservation projects will arise over time.

PRIVATE SECTOR INVESTMENT IN HISTORIC PRESERVATION

The private sector has spent millions of dollars on renovation and upgrading of existing structures. Much of this investment has had different objectives than historic preservation. For example, during the fall of 1989 and the winter of 1990, the majority of dollars invested to upgrade buildings were used to create gaming establishments. For this reason, a substantial amount of this investment was limited to the interiors of the structures. Very few of these structures had all their original architectural features. Most did have some minor original architectural features that might have been renovated and made a focal point of the building.

However, once these gaming operations were producing revenues, several of the owners began to restore the front elevations and some secondary elevations. This work generally began during the winter of 1990 and has continued through the spring and summer. In addition, life-safety systems have been upgraded as part of private renovation work. Such upgrades include improved egress, installation of emergency lighting, and installation of fire sprinkler systems. Overall, many of the structures in Deadwood have had their exteriors preserved, their interior renovated, and have additional protection for the buildings and their occupants through upgraded fire protection and life-safety systems.

LOSSES OF HISTORIC RESOURCES

Gaming in Deadwood is not without impacts to historic preservation. Prior to hiring a building inspector and a preservation planner, several building permits were approved for inappropriate work which would not have been approved after their hiring. A historic stable was demolished on Lower Main Street and the demolition was claimed to have been a result of an accident by the bulldozer operator. Some approved facade renovations included inappropriate color schemes which are in conflict with the time period of historic significance.

Other examples of losses are related to community character and the streetscape. Through the interview process to create this plan, visitors to the community provided their insights. The visitors often expressed dismay over the use of loudspeakers outside gaming establishments and likened their use to any other loud music source — boom boxes, automobiles with music blaring, etc. Visitors have had mixed reactions to the "barkers." Some barkers have provided assistance by acting as tour guides, while at the other end of the spectrum, there are barkers who aggressively try to pressure visitors into their gaming establishment. Frequently mentioned by

tourists, and always by visiting historic preservationists, are the erosion of historic character of the streetscape, a proliferation of billboards from Deadwood to the Rapid City airport, the increase of new neon signs, and the expansion of what appears to be unapproved signs on buildings, fabric signs, hand-lettered window signs, and sidewalk sandwich boards.

Both resident and visitor alike feel that the downtown is dominated by gaming establishments and the view of slot machines. The 1950's building front, with expanses of glass and aluminum, frame the view of rows of plastic video arcade-like slot machines with neon accents. This is far removed from everyone's expectation of what historic Deadwood was supposed to be after the arrival of gaming. People feel that many of the buildings with gaming are not historic, the slots are ugly intrusions, and there are too many without any relief. The gaming establishment owner desires visibility, putting the slots up front, and uses plenty of neon and plenty of glass to create business. It is important to remember that in the beginning, Deadwood had no expectation of the degree of impact of gaming on their community and no example to research; however, now Deadwood can be wise and study itself. The existing gaming policies and any proposed new policies need to be reviewed to ensure that historic preservation is the number-one objective.

The public sector has proceeded on projects where extensive archaeological work should have been completed before the projects were begun. Examples of this include the public parking lots; however, the completion of these lots was considered to be an emergency.

MARKETING TOURISM AND GAMING

Deadwood is a unique visitor destination: it combines the beautiful scenery of the Black Hills and colorful tales of the gold rush days, with exceptional late 19th and early 20th century commercial architecture and limited gaming.

Since its legalization as of November 1, 1989, gaming has increased the number of visitors to Deadwood. Estimates of the increase are as high as four to five times as many as in past seasons. As the peak summer season ends, many issues remain to be resolved to ensure that Deadwood remains a competitive travel destination. Some of the critical issues include determining profiles of the tourist and the gamer, establishment of a clear common picture of what Deadwood should be in the future, and development of a unique destination that will remain competitive within the region and in the nation.

Tourists and gamers are placing demands on Deadwood that may be in conflict. Since gaming was legalized, virtually every downtown storefront has become a gaming hall, and based upon interviews over the year since gaming was instituted, most of the visitors come to gamble, not to see the sites and learn about the history of the town. The challenging objective is to create a unique and satisfying setting for both types of visitors, as well as for local residents.

Historically, 80 percent of Deadwood's visitor come in the summer. Most were on an extended family vacation to see the Black Hills and Yellowstone areas. Deadwood was one of the many attractions to be seen in the Black Hills area, within the so-called magnetic triangle of Mount Rushmore, Custer State Park and Badlands National Park. Annual visitation at Mount Rushmore has ranged from 1.6 million to 1.9 million during the past few years and has averaged 1.2 million at Custer State Park and the Badlands. Sightseeing is the major activity of vacationers and a multitude of

attractions have developed. Deadwood's name recognition and its proximity to I-90 have allowed the community to capture a sizable proportion of visitors to the area. Spring and fall visitors, though far fewer, have come to Deadwood for much the same reason, and winter visitors are more likely to come for winter sports such as skiing and snowmobiling.



MOUNT RUSHMORE

In the months since gaming began operation, the infrastructure of businesses, activities and sites created over many years to serve the traditional market has been disrupted leaving a question as to whether Deadwood will continue to capture its share of Black Hills visitors.

Legalized gaming is not without its positive results. Visitation in what were off-seasons of winter and spring was four to five times greater than in previous years. Design review has resulted in the appropriate restoration and refurbishing of many building fronts. Revenue from gaming and generally-increased tourism spending provide a financial resource to rebuild and improve the tourist infrastructure that has been lost.

Summer visitation has always been Deadwood's bread and butter. The city cannot afford to lose this substantial segment of visitors. Competition is stiff because the Black Hills area is large and has numerous recreational, entertainment, educational attractions and vacationers' time is scarce. Without attention to these visitors' needs, Deadwood could lose them to other areas of the Black Hills.

Although Deadwood has a captive market for gaming in the upper Midwest, this will not always be the case. Riverboat gaming will begin in 1991 along the Mississippi River in Iowa and Illinois. Three communities in Colorado will allow gaming in October of 1991. Other mining towns in the West are looking to gaming much as Deadwood has done. To continue to attract these visitors, Deadwood must create a unique image for itself and visitors in which gaming takes place in a western town setting that combines the needs of family vacationers, gamers and local residents.

As plans, products and services are developed, some national tourism trends must be considered:

- 73 percent of vacations are long weekends replacing the extended two-week family vacation. Time will be more scarce making convenience and service as important as the attraction itself.
- Deregulation has made flying more competitive, benefiting areas easily accessible by air.
- Travelers have higher incomes and demand more upscale services and accommodations.
- More seniors are traveling and motorcoach tours are offering more diverse products for this sector.



CRITICAL COMMUNITY ISSUES

CRITICAL COMMUNITY ISSUES

CRITICAL COMMUNITY ISSUES reviews the areas of responsibility of local government and what kind of impacts have been caused by gaming. The issue areas covered are governance, development regulations, infrastructure, housing and neighborhoods, public facilities, open space, parks and recreation, parking, streets and circulation, and land use. Historic preservation is indirectly covered in all the other issue areas; however, historic preservation has been more thoroughly examined in the chapter titled HISTORIC RESOURCE MANAGEMENT which follows CRITICAL COMMUNITY ISSUES. Critical government issues were brought forward early in the overall planning process and were identified in a previously-submitted document which also recommended a series of preliminary actions. That document was upgraded by adding new issues and actions that were defined over the course of the project and prior to the completion of the Comprehensive Historic Preservation Plan. All the community issues were again reviewed to incorporate the latest information. Input in determining these issues was based on interviews with people in the community who represented virtually all facets of the population. While it is important to identify critical community issues and recommend methods to resolve those issues in a series of actions, it is just as important to provide a prioritization of such issues in order to develop an action plan. This prioritization has been done in the final chapter of the Comprehensive Historic Preservation Plan titled FUNDING AND PRIORITIES.

GOVERNANCE

For years the city government of Deadwood has maintained a reasonable and regular pace. With the institution of limited gaming that pace has quickened and the load has increased dramatically. Long-term general needs become short-term acute needs. Telephone messages increase, each of which says return calls must be made "A.S.A.P." Citizens complain that they can't get a phone call through, can't talk to their city officials, can't get their projects acted on fast enough. There simply are not enough hours in the day, days in the week, weeks in the month to take care of business in Deadwood. The horizon begins to shrink, staff begins to think in terms of hours instead of weeks. General frustration of city staff and elected and appointed officials increases.

Quite clearly, five times the amount of work cannot be done with the same amount of staff, unless there are large increases in efficiency and capability. That level of increased efficiency and capability cannot be reasonably expected of human beings. Elected officials feel they just cannot attend another meeting, and some of these officials feel that they are neglecting their businesses.

These symptoms indicate that city government needs to increase staff, change methods of governing, and change the structure of governing in order to effectively manage this period of fast growth.

THE OLD-BOY NETWORK

The old-boy network is not often a positive term. This is in some degree unfortunate as it represents an earlier time when officials could be very relaxed in their approach to governing. Officials knew a great deal about the background and character of the people with whom they were dealing because they had known them for a long time. Fundamental to the old-boy network is a relaxing of certain standards in order to create trade-offs; however, when over 70 percent of the businesses in Deadwood have

changed hands, and are now owned by people who are relative new-comers to the community, the old-boy network cannot govern without leaving many citizens out of the process. When the community suddenly has a dramatically-increased revenue stream due to gaming, there is a consequent increase in the potential for lawsuits. When applicants bring their attorneys and consultants when they appear before the City Commission and the various city commissions whose approval they require for their development proposals, the city government must proceed by the letter of the law. When there are more applications than time to approve them, the city government must respond by giving greater decision-making authority to city staff. This transference of decision-making from elected officials to staff is a basic requirement of any community undergoing rapid growth. In effect, the city council must act more like the board of directors for a large corporation making major policy decisions on issues that affect the community. Less time can be devoted to each decision than might have been allocated prior to rapid growth.

STAFF SIZE

Staff must be adequate in size and expertise to develop memos on issues for the City Commission, Planning and Zoning Commission, Historic Preservation Commission and Historic District Commission so that equitable decisions can be reached in a timely manner. At the same time, it must be recognized that the rapid growth Deadwood is experiencing with gaming will not last forever, and when growth and activity slow, fewer staff will be required. It will be important to supplement increased staff with consultants who can act to extend the capacity of the staff. Long-term requirements of the city to fund required benefits, such as pensions, can thereby be reduced. The requirement for new space to accommodate staff will also be lessened by supplementing the staff with consultants. During a rapid growth period each department's staff requirements will vary. For example, the departments related to controlling development, such as planning and zoning, building inspection, and public works, have heavy demands placed on them early in the period of growth. Once these developments have been constructed, the departments overseeing maintenance of the community have greater demands on their time. Such maintenance may be physical or may be enforcement-related.

ADMINISTRATION, JOB RESPONSIBILITIES AND SALARY STRUCTURES

In the present mode of governing, the mayor is the primary executive officer and acts in that capacity; however, most communities that are undergoing rapid growth, or that have grown to a size of 5,000 people or greater, need a city administrator or city manager form of government. In the city administrator form of government, the mayor and council will still retain their powers, but will delegate a great deal of responsibility for staff management to the city administrator. Due to recent changes in South Dakota law, the city administrator form of government is now allowable and it is strongly recommended for adoption by Deadwood.

In order for a city administrator to effectively administer, there must be adequate staff to carry out the necessary functions. This staff can be supplemented by outside consultants or contract labor as necessary. Due to the large number of public construction projects, it is strongly recommended that Deadwood hire project managers who can manage four to five major projects per person per year. This begins to separate several of the high impact, short-term manpower requirements from the normal operational requirements of a department by allocating those responsibilities to project managers.

It is also critical to understand the demands being made on existing personnel by expanding the complexity of their jobs. As an example, the preservation planner has been undertaking a number of public relations activities related to preservation. The city has recognized this increased responsibility and the substantial time commitment that it requires and has hired a public relations firm. Managing media with respect to the preservation projects underway in Deadwood is an important responsibility.

With regard to salaries of existing personnel, Deadwood has stretched its earlier limited financial resources to the maximum in order to add personnel. It must be recognized that there are two revenue streams. The revenues produced by gaming for preservation projects is substantial, while general fund monies are not presently as great and have not increased in proportion to additional demands on city staff whose payroll is paid from the general fund. There is an anticipated significant increase in market value and assessed value of downtown commercial property. Consequently ad valorem taxes generated from the property tax base will increase; however, at present the revenue stream is inadequate because there is a substantial lag time between the increase in the value of the property and the time at which taxes are actually collected. With respect to sales tax revenues, there is no lag time. These revenues have increased and will continue to increase over time (See the Three-Year Analysis below). This revenue increase relates to the increased number of people in the community buying hospitality-related products and services, in contrast to basic goods and services that would normally be purchased by a resident population. The same is true for materials related to construction.

SALES TAX RECEIPTS

	<u>Jan. 1-Dec. 31, 1988</u>	<u>Jan. 1-Dec. 31, 1989</u>	<u>Jan. 1-Nov.30, 1990</u>
General Sales Tax (1%)	\$246,742.71	\$272,438.84	\$411,149.01
2nd General Sales Tax (1/2%)	\$104,677.25	\$119,329.24	\$189,763.29
Deadwood Special Sales Tax (1/2%) (Restaurants, Motels and Recreation)	\$27,092.97	\$30,797.02	\$63,491.48
Deadwood Promotion (1/2%) (Restaurants, Motels and Recreation)	\$25,973.95	\$30,186.67	\$63,491.38
Debt Reduction (1/2%)	\$100,687.85	\$117,830.99	\$189,763.29

These figures include everything except state sales tax (4%)
Receipts are for previous time periods.

This disparity between the two primary funding sources of preservation/gaming revenues, and general fund revenues, and the expenses that each revenue source supports, can only be approximately off-set. There are very few techniques available to do this. Several to be reviewed include:

- Borrowing against future sales tax revenues with a revenue anticipation bond which would allow the City to add staff in those areas that are supported by the general fund;
- Reviewing all activities to attempt to generate more funds from fees that are part of the effects of gaming but are not part of the preservation revenue stream; for example, water fees, real estate transfer tax, etc.;
- Properly allocating general governmental overhead expenses which are related to the preservation revenue stream, such as finance department's handling of such monies.

A wage and salary survey is required to assure equitable payment of city employees relative to the private sector. It is equally important to evaluate city departments in terms of the level of service they are providing. For example, it is quite possible that certain departments are providing levels of service commensurate with a community five to ten times larger than that of the population of Deadwood. There may be other departments that are providing levels of service more directly related to Deadwood's current size. Therefore, in any wage and salary survey, a comparison needs to be made not only with the private sector but also with wages and salaries paid to employees of communities of departments of the equivalent workload to Deadwood.

SPACE AND EQUIPMENT REQUIREMENTS

Deadwood has undergone massive change and consequently needs to equip its personnel more fully than was previously necessary. This will mean equipment for virtually every department. The equipment list will continue to grow as more demands are made in the areas of development review, maintenance, and enforcement. Such equipment purchase may also require training to use the equipment properly. For example, to pass a proper noise ordinance tied to decibel levels, a sound recording meter must be purchased, the meter must be properly maintained and calibrated on a regular basis, and the operator must be trained to properly take readings that will stand up in court. There are similar circumstances within every department of the city.

Along with specific training requirements for specialized equipment are general training requirements to increase the capabilities of the city staff. In some cases, this is simply a case of continuing education to maintain a knowledgeable position within a profession. In other cases, education may be directly related to new requirements for a job position or department.

Deadwood, including three city commissions and two state agencies. The three city commissions are the Planning and Zoning Commission, the Historic District Commission (HDC) reviewing changes to the Downtown Historic District, and the Historic Preservation Commission (HPC) which is involved with changes in the area of the National and State Historic Landmark District of Deadwood which surrounds the Downtown Historic District. The two state government agencies involved in the review process are the State Historical Preservation Center and the State Gaming Commission.

While acknowledging that complex regulations are often necessary to respond to complex situations, complexity related to numbers of review bodies and overlapping responsibilities is counterproductive. Communication between different levels of government and different departments of government is absolutely necessary and must be enhanced at every opportunity. At this time, the Planning Department of Deadwood has increased its staff and capabilities substantially from just one year ago. The City presently has a planning director, preservation planner, zoning administrator, building inspector, loan officer, and secretary. The City also has the Consultant Team preparing this Comprehensive Historic Preservation Plan to provide on-going support in areas as diverse as architecture, landscape architecture and park design, urban design, traffic and circulation analysis, transportation planning, civil engineering, and overall historic preservation planning and design. The City's preservation planner is also an attorney, bringing another strength to the department.

Just as the staff to administer development was upgraded, the ordinances they administer must also be improved. A preliminary evaluation of the zoning ordinance reveals that it is overly general and has too few districts. Use-by-right needs to be established in each district. This will allow developers to understand exactly what they have the right to develop. The developer can ask for other uses by special permit, which can be given by the City at its discretion. It is important that another commercial zone be developed to provide a zoning classification which does not allow gaming. Once this new classification has been developed, rezoning to this classification should be done only at request of the property owner. At the present time, if an applicant does not wish to develop a gaming establishment, the only existing zoning category where commercial uses are allowed is in the one commercial zone, which also allows gaming throughout. The development of a second commercial zoning category will provide increased flexibility to meet the needs of the developers, and protect the City by specifying what uses will be allowed in that zone. It is also quite clear that there is widespread concern among citizens and present owners of gaming halls that the saturation level on gaming may soon be reached, and as a result, there will be new gaming halls that may not be successful due to oversupply.

Zoning always affects land values and the overall marketplace. The City will have to decide how much it wishes to affect that marketplace; however, it will be more successful in the marketplace with carefully thought-out controls, rather than allowing a wide-open situation with few controls on the type of use. The City may also want to consider the development of conditional uses in addition to use-by-right. A conditional use states that a developer may develop a use providing additional conditions have been met to mitigate the negative impacts of the use. It is half-way between a use-by-right and a use-by-special-permit.

Subdivision ordinances should provide clear and understandable standards for the development of a subdivision and should reference development standards of the community. The planned unit development section of the two ordinances (zoning and subdivision) needs to be coordinated.



CSC

SIGNAGE

The sign ordinance needs to specifically deal with the issues of off-site billboards, neon signs, flashing signs, historic signs and what constitutes a historic sign, how many square feet of signs per building, height of signs above sidewalks, sandwich board signs on sidewalks, signs hung inside windows, etc. These issues are frequent topics for newspaper articles and are often mentioned as reasons why visitors feel Deadwood has "changed for the worse." There are many different options available for responding to each of these sign issues that are a translation of community objectives through the sign ordinance. It requires the drafting of a sign ordinance that directly meets the desires of the community and reflects the historic signs, historic buildings, and usage patterns of the community. Deadwood's signs should reflect its history. Perhaps more than anything else in the entire city, many of the present signs detract strongly from the true character of Deadwood. Small colonial signs hanging from the fronts of buildings by intricate little brackets are clearly inappropriate, as are massive billboards and plastic signs that obliterate the sides and fronts of the important architecture of the community. Any sign ordinance should be part of a comprehensive sign program for the entire community. It is quite possible to fully inform visitors to Deadwood about all the different types of opportunities available to them, whether it be dining, museums, hotels, gaming halls, jewelry shops, or anything else, without having to resort to massive billboards or large-scale signs which obscure the view of a neighboring sign. Appropriate-scale signage in this community should be completed as part of an overall sign program.

Actions

- It is of high priority that the city redo its zoning ordinance, retaining significant portions of the existing ordinance, while other portions are amended with additional clarification as well as zoning categories;
- It is also important to integrate the planned unit development sections of the subdivision and zoning ordinance so they read as one;
- Revision of the present sign ordinance should be completed and it should be integrated as part of a comprehensive sign program for the community.
- Revise and update the Comprehensive Plan.

INFRASTRUCTURE

SANITARY SEWER SYSTEM

Inherent within the management of any utility system, from a municipal standpoint, is the fact that utilities are a form of growth control. A city can extend utilities at no cost to a developer or to an area in order to induce development. This is a subsidy. On the other hand, a city can charge extra to service certain areas either outside the boundaries of the city, or in terrain that will be difficult to serve cost-effectively, for example, because the sewer system needs a lift station, or for other reasons related to sound planning practices.

Sanitary sewage treatment is provided by the Lead-Deadwood Sanitary District No. 1. The treatment plant is located just downstream from the rodeo grounds in Deadwood. The key issues are capacity, extension policies, and area served. A substantial increase in the number of toilet facilities has occurred with gaming. This has created increased loads on the sewage treatment plant. The plant is designed to treat 2.33 million gallons per day and is presently treating an average of 2.30 million gallons per day (average since 1980) with peak factors as high as 3.2 million gallons per day.

Of particular importance to increasing capacity is reducing inflow to the plant by searching out sources of infiltration and in-flow. An infiltration and in-flow (I&I) study is critical in determining points where extraneous flows may be entering the piping network through breaks, loose joints, leaking manholes or other sources. Additionally, there is a strong potential that a substantial amount of the effluent being treated at the plant is derived from storm water drains that are interconnected with the sanitary sewer. Removal of these contributing ground water sources by repair and elimination of areas where infiltration is occurring is an important first step. The development of a comprehensive storm sewage collection system in Deadwood and Lead will reduce the load on the sanitary sewage system. These efforts may free substantial capacity in the treatment plant, perhaps as much as 0.8 million gallons per day that is presently taken up by treating ground and storm water.

A key issue is the monthly service cost to the user. Does the monthly service rate provide enough funding to operate the system? Strong incentives can be provided to a water system customer to reduce water use, which will reduce sewage flows. The service charge can remain the same but the amount of sewage flow can be reduced. Incentives for water conservation are discussed in the following Water Systems subsection. However, it is important to realize the linkage of these two systems.

Sewer tap fees should reflect the proportionate share that an individual user represents in the total number of system users. Therefore, for a system with a total

value of \$1 million with 1,000 users, the 1,001st user should "buy into" the system at approximately a 1/10th of 1 percent or \$1,000. This basis for tap fee charges is known as a Plant Investment Fee (PIF) and respects the value created in the plant by the long-term users in the community who have paid for the system through their monthly service charges over a large number of years. For growth to pay its own way, new users must pay a proportionate amount of the value of the existing system, through the Plant Investment Fee, as well as paying their costs for extension of sewer lines to their property boundary. Where multiple users may be tapping into a line that has been extended from previously-paid for lines, it is necessary to have standard extension service policies in order to provide for the fair and equitable distribution of the costs of such extension among present and future users of that extension. It is extremely important in terms of the financing of the sanitary sewer system, and for all other similar systems, that capital reserves not be used up to extend lines. Using the savings generated by the long-term population's payments for the sewer system to fund new growth is unnecessary. Such subsidization of new growth should only be a deliberate policy if that is the desire of the people.

Actions

The following questions need to be addressed through additional study done for the district:

- How long would it take to upgrade the treatment plant to increase capacity?
- What measures can be taken to improve effluent quality?
- Will new quality guidelines be more stringent?
- What funding sources, and possible amounts might be available for expansion?
- What dollars are available in the maintenance and replacement fund that are targeted for plant expansion?
- What is the existing outstanding debt?
- Are surpluses generated from the monthly service charge? A direct comparison of monthly service revenues versus maintenance costs and sinking fund set-aside will provide data.

The district needs to have the following:

- A rates study;
- A current Infiltration and In-flow study;
- A plan for separating storm and sanitary sewer flow.

STORM SEWAGE SYSTEM

At present the City of Deadwood provides a limited storm sewer system. A key issue related to this system is its capacity to handle normal design flows such as a five-year storm. As the city's land use intensifies, additional areas of natural surface will be covered by impervious surfaces, substantially increasing the amount of runoff. However, not only is the amount of runoff increased, but the time span from when the water hits the ground and when it actually reaches a stream is also shortened. Taken together, this situation causes greater amounts of water in shorter times, thereby increasing the potential for flooding. The storm water system must not only have adequate capacity but also must take into account the increased loads of land use intensification.

Related to the storm sewer system is the need to retain water prior to releasing it into the storm sewer system. Retention ponds, small-scale on-site structures, and other methods control water entering the system within shortened time periods. Overall upstream flows entering the city need to be controlled in a like manner. The recently-developed F.E.M.A. maps are of major assistance in determining the extent of the flood plain and the potential damage resulting from a 100-year storm event. Any community located in a valley floor should be concerned with the feeder streams, the efficiency of the channels carrying the water, and control of debris within these channels. Likewise, all bridges over the streams and other constrictions need to be carefully evaluated. Any overall capital improvements plan needs to take into account such obstructions. At present, the City does not charge for storm sewer or flood control services. In some ways this may be logical as it is likely that detailed analysis will reveal that they are both severely under-capacity and need substantially more storm sewer capacity than presently exists, particularly in the downtown area. The City hasn't invested much in storm water and drainage control and hasn't previously seen the need to charge for it. A good percentage of the residential streets are generally drained by borrow ditches which controls surface drainage control only, and especially in the steeper areas of Deadwood, substantial amounts of road base material can be washed down the hillsides in the typical intense summer thunderstorms.

It is highly desirable that storm sewers not discharge directly into the stream, because this degrades water quality considerably. A better system is one in which the storm sewers empty into an impoundment area where sediment can settle out to allow cleaner water to flow from the top into the streams.

Actions

Provide funding for a comprehensive plan of drainage and storm water control. The plan should evaluate current problem areas, review constrictions, channel configuration and flow potential. The plan should also address future increases in flow due to urbanization, overall system priorities, costs and funding.

WATER SYSTEM

It has been estimated by various sources that as much as 50 percent of the water purchased by the city is lost through leakage. While detailed field research may later reveal this estimate to be higher than is actually the case, few would argue that substantial amounts of water are being lost due to leakage.

Significant amounts of water may be delivered to individual users, but never actually used. A number of residences have their water service lines buried at such a shallow depth that concern for freezing leads the owners to leave the water running during the winter. Such wasteful practices are not dissuaded by water rates as residents pay a flat rate regardless of the amount of usage. Key issues therefore include individual residential water service line condition and depth of bury, residential metering, and sound water mains so that unnecessary leakage does not occur. Inherent in the design of any water system is the fact that water lines are not sized for domestic water use, they are sized to provide for fire flow. It makes little sense to require a downtown business to install a fire sprinkler system which requires an 8-inch water main, if all that is available is a 3-inch water main. The entire downtown, and other areas that require high water flows, need to have properly-sized water mains which are looped to provide maximum flows.

From a community-wide standpoint, appropriate pressure zones need to be established and maintained. There may be elevations above or below which the city does not wish to provide service. This is similar to the requirement that all buildings within a community must be able to be served by gravity-fed sewers, thus eliminating pump stations. With the water system, one option is a policy that the city will not pay the extraordinary costs of servicing areas beyond the present pressure zones. A pressure zone that is at a higher elevation than one presently served will often require the installation of additional treated water storage to provide adequate pressure to that area.

Once the issues of water capacity and reliability have been addressed, it is important to evaluate the considerations of revenue production through Plant Investment Fees and monthly service charges. Growth should pay its own way in water system improvements in the same way described for sanitary sewer improvements. Plant Investment Fees are a reasonable approach to setting appropriate charges, and water system service extension agreements should also follow a similar pattern. It is critical that water systems generate sufficient reserve dollars to allow for continual maintenance rather than allow the city to be in the difficult position where everything is a major capital maintenance item or requires total replacement. Bonding capacity will be directly related to revenue potential, and existing indebtedness. A leaking water system, with little reserve capacity, and in poor condition does not constitute good credit risk. It also means that development of the community may be arrested by the fragility of this system.

Water supply sources are from Homestake, and will need to be supplemented by other sources. The City must decide if it wishes to adjust the water tap fees to represent the actual cost of raw water. Raw and treated water storage will likely also be major concerns of the 1990's.

Actions

- Complete a rates study;
- Replace deteriorated and under-sized lines;
- Evaluate actual water usage to determine measures to be taken. Consider a no-interest loan program to help bury water lines to individual homes;
- Identify supplemental raw water sources, and the cost of obtaining them.

GAS, ELECTRIC AND TELEPHONE

The gas system has had increased demands due to the recent growth in the community. However, the electrical system has shown the most marked increase. Increased power demands are from slot machines and the operation of equipment in general. Black Hills Power and Light Company is in the process of updating and rebuilding its distribution system in Deadwood due to the increased loads from the gaming industry. Most of the buildings in the downtown area were served with single phase transformers on poles in the alley.

Due to space limitations, the existing 3-phase distribution system in the alleys is being reconductored and 3-phase transformer banks are being strategically located based on available space to serve the anticipated loads. There is not room to install padmounted transformers in the alleys.

New high pressure sodium street lights were installed last year throughout Deadwood and in other the Black Hills communities.

Recent conversations with US West Communications indicate they are presently planning to underground remaining sections of the telephone system at the north end of Deadwood. New conduit from Dunlop Street to 250 Main (Terrace Motel) needs to be placed before the overhead lines can be removed.

A major issue for US West will be the possibility of moving the central office from downtown to an alternate location. In either case they are planning expansion and upgrading of the system to accommodate either location.

Actions

- Archaeology should be completed for all activities resulting in ground disturbance;
- Close coordination is required on street improvements to inform all utilities well in advance for their planning and input;
- Set up a Joint Utility Panel to address coordination issues;
- Flood/Fire/Emergency procedural update and integration with the other utilities;
- Documentation of how the early systems were installed should be undertaken and the results made a part of system installation criteria.

HOUSING/NEIGHBORHOODS

A key issue in the mind of many is affordable housing. The housing situation has changed dramatically in Deadwood. While housing stock has not increased, the demand for existing housing has. Prices have risen accordingly. The affordable lower-end rentals are gone from the marketplace. This is not only true for rentals, but also for sales. Rental supply has decreased with the removal of hotels from the rental housing market; for example, the rooms at the Fairmont Hotel and the apartments in the Franklin are no longer available as housing. Rental rates have climbed with this increased demand. According to area realtors, the average sales price for single-family homes in Deadwood has risen from \$30,000 in October of 1989 prior to gaming, to \$50,000 after gaming began in November, 1990. At the present time, single-family homes are rarely rental properties. This pressure for housing has therefore been transferred to adjacent communities with a substantial increase in the number of commuters. For example, there are presently 80 people who commute daily on the shuttle bus from Lead to Deadwood in addition to those driving. Other communities housing substantial numbers of Deadwood workers include Sturgis and Spearfish.



CSC

BURNHAM NEIGHBORHOOD RESIDENCE

The demand for housing for all types and price ranges is quite high, including rental and for sale, single and multiple family. Whether demand is sufficiently high to provide an adequate profit on single-family homes that contractors and developers will begin developing new residential units is unknown. To provide affordable housing may require subsidies. One method to provide affordable housing which should be evaluated is a 15 percent set-aside in all new residential developments for housing units that are subsidized by the development so they can be sold at below market rates to qualified buyers. The city government can also pursue housing set-asides from the United States Department of Housing and Urban Development, South Dakota Housing Authority, and other agencies whose primary purpose is to provide housing at below-market rates, including single-family housing, multiple-family housing, and rental housing. Action should be undertaken immediately in order to purchase ground before prices escalate more. An interesting aspect of this marketplace is that there is an insufficient amount of housing across all sectors, including the upper end sector. Prior to gaming, homes selling above the \$65,000 level were scarce, perhaps six per year. Very valuable homes would often sell at considerably less than their true value as there was insufficient demand at that level. Today the demand is high and the supply is not. In Deadwood, housing is similar to retail sales, where there is demand but no developers. It may be necessary not only to find developers and attract them into the community, but to also provide them with various incentives.

Actions

- Develop an affordable housing plan;
- Complete a housing needs analysis, reviewing supply and demand as well as housing condition;
- Develop a housing rehabilitation program with low interest loans;

- Consider a 15 percent set-aside for low and moderate income housing;
- Contact federal and state agencies to explore assistance programs;
- Identify and purchase land for affordable housing for employees and other citizens. Consider using preservation funds to buy non-contributing residences and rehabilitate to appear more compatible.

Deadwood has been divided into nine planning units: 1) North Edge, 2) Northern Gateway, 3) Northern Historic Edge, 4) Downtown Commercial, 5) Forest Hill, 6) Ingleside, 7) West Charles Street, 8) Pluma, and 9) Wooded Areas. The first eight units represent developed areas with distinctive characteristics that have been identified. The majority of historic buildings are concentrated in Units 3, 4, 5, 6 and 7. In some cases, these planning units are separated by topographical changes, and in many cases, the areas in the planning units were separate towns during the early mining days. The distinction of areas of Deadwood into planning units is an excellent beginning to neighborhood planning. Further planning, particularly for residential areas with concentrations of historic buildings, should be undertaken and should evaluate the needs of the neighborhood such as utility improvements, road improvements, pedestrian access, lighting, visitor parking, interpretation of the history of the neighborhood, the urban character, and the quality and quantity of such housing stock. Archaeological, historical and architectural surveys could most easily be undertaken planning unit by planning unit.

An issue that may confront preservation in Deadwood is the preservation of small historic houses. In many cases, these houses are too small for contemporary use. At the present time, they may stand vacant, deteriorating until they collapse. With an increase in population, redevelopment of these houses should be expected. How to preserve the historic resource while allowing it to be used is a difficult quandary, and in many cases, reuse results in demolition with construction of a new structure, or enlargement such that the original house is no longer identifiable. Neighborhood plans will be the appropriate level at which to devise solutions to this issue.

Actions

- Create neighborhood plans for each planning unit, except Unit 4 and Unit 9;
- Commission archaeological, historical and architectural surveys of each planning unit to evaluate significant resources;
- Create zoning and development standards some of which may be different from planning unit to planning unit;
- Seek a method to preserve existing historic housing stock, while at the same time, allowing contemporary use.

PUBLIC FACILITIES

As previously described, the city needs certain public facilities, notably a new fire station and public safety building, a new city hall, and interpretive facilities. A full description of the interpretive facilities has been provided in the **CONCEPTUAL INTERPRETIVE PLAN FOR HISTORIC RESOURCES**. As a part of this overall planning effort, CSC evaluated two sites for use as a new fire station. This detailed and intense evaluation provided the city with input and a basis for judgement in order that they might better consider the criteria for locating a fire station, and through CSC's evaluation, which site has better attributes. A variety of review criteria were developed that were specific to Deadwood including the proximity of the fire station site to sensitive areas such as the school, the hospital, and downtown. Specific

considerations were also given to exiting and entering traffic, weather conditions and how they affect certain streets, traffic congestion, and other similar considerations.

CSC did not evaluate the gross space needed for a city hall facilities, but was asked to evaluate the potential for renovating the Twin City Fruit building, which is known as the Fish and Hunter Warehouse, as a city hall. Several different designs were developed in order to determine the feasibility of reusing this building, which was one of two buildings evaluated, with the other being the existing post office building. Either building has certain positive attributes, and no clear-cut choice was obvious.

During the time this plan has been in development, the City has begun construction on city maintenance shops, which should soon be relocated in the new building. The site chosen for the new city shops is behind the rodeo grounds. There are other public facilities that the City will need to construct in the near future that are not described in other sections of this report. These may include facilities as varied as a new dog pound, vehicle impoundment area, social services center, housing authority office, etc.

The city's existing facilities have been evaluated as part of the overall preservation process. Both the Adams Memorial Hall Museum and the Carnegie Library have received city funding. In the case of the Adams Memorial Hall Museum, it has received funding for staff, and is about to undergo some physical renovation. In the case of the Carnegie Library, the roof is being repaired. The improvements to the Deadwood Recreation Center will control humidity and repair damage to the exterior of the building.

OPEN SPACE, PARKS AND RECREATION

At the present time, many of the recreational activities that are enjoyed by Deadwood citizens are located at the YMCA in the neighboring community of Lead. Deadwood has its own recreation center, although its condition is rather poor. It is adjacent to the park along Sherman Street and will require substantial renovation to the shell of the building as well as upgrading of its interior. Deadwood is fortunate in having this facility and it provides a good basis for expanding city recreation. The nearby park also has expansion capacity because the street behind it was vacated and this park can accommodate additional activities. Nonetheless, Deadwood will require a substantial increase in recreational facilities in the future. The rodeo grounds are a likely location because the area is level, there are existing playing fields, and parking is available. Substantial development of this area could be a major contribution to the parks and recreations plans of the City, and might be of assistance to the long-term development of this facility for the Days of 76 and other special summer events. The rodeo grounds are privately-owned, and a public/private partnership might be created to accomplish this.



CSC

RECREATION CENTER

Open space is going to be more important in Deadwood as development occurs during the 1990's. What open space was previously taken for granted will be developed and will be lost as open space. Public ownership of prominent geological features is perhaps the most important. Purchase would ensure that these features are protected. In the public process of formulating this plan there was strong support for improving Whitewood and Deadwood Creeks as they flow through the city. A stream beautification program as well as a program to improve aquatic environment should be immediately undertaken. These programs will assist in restoring the streams to their natural state as well as recreating a productive trout habitat. These streams are being proposed as major corridors for interpretive trail systems (See "Conceptual Interpretive Plan for Historic Resources"), making it doubly important to redevelop these streams. As part of the overall trail system, the integration of equestrian trails and bicycle paths in order to provide linkages throughout the community has been recommended. Not only will this assist in providing for active recreation, it will also provide safe transportation routes to access the streams and the parks. Developing a recreational trail system originating behind the Slime Plant to link Deadwood to Lead along the ridge top has also been recommended. This trail does exist and gets fairly good use. It is a matter of putting it into public ownership and providing some improvements including trail repair and signage. Such a system will materially add to the quality of life in Deadwood (See the "Community Open Space/Landscape Concept Plan" in the **COMMUNITY DESIGN PLANS** chapter).

PARKING

During the time period of plan development, the greatest need expressed throughout the community was affordable parking. When gaming first began in Deadwood,

parking was not such a major problem, but over time, with increased numbers of slot machines attracting more people to the community, parking has become a problem for visitors, business owners, and employees. Normally parking would also be a problem for the residents, but most of the retail businesses they might have frequented in the downtown area have since closed and been sold for gaming halls. Close-in residential areas have suffered somewhat due to visitors occupying the scarce on-street parking spaces normally used by residents.

Certain principles have been identified from the discussions about parking. The principles are described below:

1. Cost of Construction. Payment in lieu of parking (PILP) fees are provided for in the city ordinances. These fees should be equal to the cost of construction in the forthcoming year rather than the present year. Parking space costs are equal to the total cost of the land on a per-square-foot basis times an average of 350 square foot¹ per parking space plus the cost of construction of the parking lots such as grading, sub-base, asphalt surfacing, curbs, gutters, lighting, sidewalks, signage, and other appurtenances. The average value of the three parking lots presently owned by the City (Broadway, Miller, and Lower Main) is thought to be approximately \$30 per square foot. This equals \$10,500 for a 350 square foot space. \$1,750 is the present average for construction of surface improvements at city lots. This constitutes a total of \$12,250 per surface parking space.

The cost to construct parking garages ranges between \$8,000 and \$13,500 per space. This variation relates to the land cost, the ratio of number of spaces to land cost, local construction cost index, regularity of the shape of the site, and other factors that make up the difference between the \$8,000 and \$13,500 per space. In general, due to regulation of the Downtown Historic District, irregularity of the shape of present municipal lots, remoteness of Deadwood from other communities where parking decks are a normal construction type, and mitigation of salt-induced electrolytic action in the reinforcing bars of the structure, it is anticipated that the construction costs in Deadwood for structured parking will be toward the upper end of the range, or, close to the \$12,250 cost at surface lots. This data supports the fact that it is going to be expensive to build spaces, whether they are surface or structured decks because of the value of the land. In this respect, Deadwood shares the economics of the commercial core of major cities in the country, which means that the high costs of land make structured parking cost effective.

2. Degree of Subsidization. It has been assumed that it is the role of the Deadwood city government to subsidize to some degree the cost of development and maintenance of city-owned parking facilities. While in the past, the City had purchased a substantial area of land for parking, recent costs assessed for developing parking have been limited to construction and design. The total cost of each space must be considered when evaluating the subsidies of the present spaces being developed.

Cities take many approaches to downtown parking. In one approach the city determines the number of spaces required by each new redeveloping property and requires that property to develop all such spaces on-site. This approach is

¹ A parking space can take up as much as 435 square feet.

typically used by newly-developed communities where minimum off-street parking requirements have been a part of the development process from the first project. A second approach reflects the characteristics of established cities with a large number of buildings constructed before automobiles were prevalent. These cities generally have densely-developed commercial cores where the demand for parking is sufficiently high that the market encourages private developers to provide hourly, daily, weekly or longer rentals by allowing a profit on investment. In some cases these spaces are in surface lots where the buildings have been demolished and the developer is waiting for better economic conditions before building office/retail structures. Privately-owned parking garages also exist, with rates at an adequate level to cover the costs related to developing, owning and managing a structure. Where cities are developing public projects, such as a performing arts center, the city is treated as a private developer and is required to build the minimum required off-street parking spaces for the use. In these instances, it is usual for the city to look at parking structures as revenue sources during the time period when it is not being operated for its primary function of a performing arts center. The parking structure is then opened to the public to meet general parking demands. As such, it is competing in the private marketplace. This second approach can be supplemented by a third approach, which is the formation of parking districts. In this situation, a district is formed and bonds are issued for parking lot purchase and improvements. To retire the bonds, there are three primary sources of revenues; namely, parking revenues, donated subsidies from city government or local industry, and general ad valorem taxes. The degree to which the city subsidizes these parking districts can vary considerably. It is not unusual for the city to buy the land out of other funding sources such as Community Development Block Grant funds. The city may also demand such land from developers in development agreements. In the 1980's it also became popular to develop such lots as public/private partnerships.



CSC

LOWER MAIN STREET PUBLIC PARKING LOT

3. Market Rates in Deadwood. The review of the private parking lots presently operating in Deadwood reveals that an average rate of \$5.00 is charged for one-day parking. The average length of stay for that parking is 5 hours. This information comes from interviews with parking lot operators. The operators of lots on the outskirts of Deadwood reveal longer average periods for parking, related to the use of these lots by employees. At present the market rate for municipal parking meters is \$0.25 per hour. This change was effected at the end of October. Employee parking lot rates have been as high as \$60 per month during the last year. At an average of 22 days per month of employment, this is a little under \$3.00 per day.

The market rates for Deadwood parking are quite dynamic. Typically in any market adjustments will take place over time to reflect the true supply and demand. Rates may also vary at pay lots on a seasonal basis.



CSC

PRIVATE PARKING LOT

4. Ways to Treat Mixed-Use Buildings. While total demand for parking in the downtown area is being evaluated as part of the Comprehensive Historic Preservation Plan, the gross numbers determined from this study must be allocated to the buildings generating parking demand. The uses in these buildings include gaming halls, restaurants, bars, hotels, and some retail. Considerations regarding parking demand are:

- A large number of the people in any gaming hall have also visited other gaming halls. This indicates shared clientele.
- The largest mixed-use facility is the Franklin Hotel with guest rooms, restaurant, bars, gaming halls and retail space. A hotel guest would generally support more than one of these functions during his/her stay.

- Due to the hours of operation of most of the facilities in the downtown area, there is very little potential for shared use of the same parking lot by different entities with different operating times. The classic example of an effective shared parking arrangement is a church and a liquor store. The liquor store may be open six days a week and closed on Sundays, while the church is open on Sunday.
- Minimum off-street parking space requirements should not be expected to provide the total number of parking spaces required for a single use at the seasonal peak. It is assumed that the seasonal peak in Deadwood would be in August during the Sturgis Motorcycle Rally.
- The present parking section of the zoning ordinance contains parking requirements for general business and commercial zones. These requirements are also used for gaming halls. It is recommended that specific parking requirements for gaming halls be developed.

5. Ways to Reduce Demand for Parking. Reductions in total demand for parking can be provided where buildings are concentrated within an area, allowing for parking to be shared. In contrast, an isolated development far from other commercial areas must provide on-site parking for the entire demand it generates. Parking required of individual uses can be reduced by sharing public and private parking, and by proximity to transportation that provides direct access to remote parking. In general, people tend to park as close as possible to the facility they intend to visit and make use of remote lots only as a last resort. The existing minimum parking requirements need to be re-evaluated and a provision for reductions in the number of parking spaces for individual uses concentrated in areas where shared parking is possible.

6. Varying Degrees of Subsidization by Gaming Revenues. A discussion of the reasonableness of subsidization using funds generated by gaming must begin with the fact that the purpose of limited gaming in Deadwood is historic preservation. It is understood that providing on-site parking in the dense core of the community, which is coincidental with the Downtown Historic District (HD Zoning District) may be a detriment to the preservation of historic structures. Strict enforcement of on-site parking requirements will generally ensure that only a part of the building can be used, or that an adjacent structure will be purchased and demolished to provide the required on-site parking. Either of these two results damage the historic resources of the community. The community made a provision that payment in lieu of parking is an option that the City may agree to, at its sole discretion for one individual use. An owner may trigger the requirements for providing minimum off-street parking by applying for a building permit; at the same time, the owner must request that the City allow payment in lieu of parking for some or all of the required parking.

Requests for such consideration can be divided into three different kinds of projects. These are:

- A request for payment in lieu of parking for historic buildings undergoing renovation which are located within the Downtown Historic District.
- A request for payment in lieu of parking for new construction on vacant lots located within the Downtown Historic District.
- A request for payment in lieu of parking for new development located outside the Downtown Historic District.

The single public purpose for generating gaming revenues is historic preservation, and because of this it is logical to provide a greater subsidy to historic buildings in the downtown which are undergoing renovation. It is also logical that a lesser subsidy be provided for new construction within the Downtown Historic District.

The smallest subsidy should be optional for development outside the Downtown Historic District. These three different subsidy levels should all be related to the actual figures established above under "Cost of Construction," or approximately \$12,250 for construction of either surface or decked parking spaces. The present zoning ordinance specifies that a 70 percent subsidy is appropriate for historic buildings undergoing redevelopment in the HD Zoning District. This means that the owner will only pay 30 percent of the actual cost of constructing a parking space, and the remaining 70 percent will be subsidized by gaming revenues. While the amount of subsidy provided will be a consideration in the financial prospectus of any renovation or new construction project, whether in the Downtown Historic District or out, the City has reserved the option to subsidize parking at its own discretion. Below is a chart with recommended subsidies for parking spaces for the various types of development in and out of the Downtown Historic District.

Type of Development	Location	Payment in Lieu of Parking Fee in Dollars	Percent of Actual Cost	Subsidy from Gaming Revenues
Preservation/ Renovation Projects	HD District	\$2,500	20 percent	80 percent
New Construction	HD District	\$5,000	41 percent	59 percent
New Construction or Reconstruction	Outside HD District	\$7,500	61 percent	39 percent

While the level of subsidization is substantial, it is directly related to the actual situation, and are only recommendations to be used as a starting point. The City can adopt a lower or higher level of subsidization. There are business owners who would prefer that the City subsidize 100 percent of parking costs; however, this level would represent substantial costs to the community, and by extension, to business owners in providing this level of subsidy. For most other communities, the subsidization of parking is at a very low level, typically 5 to 10 percent. Occasionally, older communities subsidize downtown parking where they have built up an inventory of both on-street and off-street parking over time. When growth occurs and demand increases, these communities also have to change their approach. Deadwood is in the situation right now where change must occur. This has been noted and responded to by changing meter rates. The percentage in the subsidization column above represents the recommended maximum percentage contribution by gaming revenues. Off-setting this degree of subsidization are revenues derived from charges for parking. The City may decide to provide free parking in the out-lying lots, and to increase subsidies to the parking shuttle bus system. Charges for parking in the parking lots should allow for operating costs, maintenance costs and debt payment such that no more than 20 percent of the total cost of development of spaces is born by gaming revenues.

There are other forms of subsidization that can be used to reduce costs. These include public/private partnerships, referred to previously. The City could enter into a public/private partnership agreement with a private developer allowing the developer the depreciation on a parking structure, and the City providing its financing capabilities to obtain lower interest rates. At the end of the period of

the lease of the property to the City for parking purposes, the building would be sold to the City for \$1.00. In addition to parking uses in a parking structure, a private developer could also be encouraged to create employee housing, retail space, or similar uses meeting the community's goals and objectives. The City could also act as the developer but could not take advantage of the depreciation. However, the City could develop retail space at reduced interest rates in order to encourage the development of a retail base in the community. Rents could be paid on a percentage-of-gross-sales basis. For the renter, the attraction would be having so much traffic passing their business from the parking structure, as well as ample parking. Several cities have used space developed in conjunction with parking structures to house city offices. The City could also look to purchase an existing structure and develop parking inside as part of the development of the property.

Actions

- The cost of construction of parking facilities should be determined;
- The degree to which such facilities should be subsidized by local government using gaming revenues should be decided;
- The amount that the traveling public is willing to spend on a space to park should be evaluated;
- The way to treat parking requirements for mixed-use buildings should be determined;
- The total number of parking spaces required for mixed-use buildings and how much that number can be reduced by concentrating similar uses or dissimilar uses both inside of and outside of the downtown should be determined;
- Whether the City should subsidize existing buildings that are being renovated in the downtown to a greater extent than new construction downtown or more than new construction outside the historic core should be decided.

STREETS AND CIRCULATION

While most communities focus on parking and Deadwood has been no exception, streets and circulation usually cause almost as many complaints; however, during the development of this plan, there have been only few areas of concern expressed by the community. By and large, the circulation concerns that have been noted have been brought up by the Consultant Team. A review of the issues will begin with those noted by the public.

Public street and circulation issues were largely focused on congestion generated at the intersection of Sherman Street and Pine Street. This congestion causes traffic to back up several hundred yards during the busy summer tourist season, particularly when there is truck traffic bringing logs from the Black Hills to the lumber mills. A solution to this problem involving reorganizing the traffic movements has been developed and is described in detail in **VISITOR MANAGEMENT: PARKING, STREETS AND CIRCULATION PLAN**.



CSC

LOGGING TRUCK MOVING ON SHERMAN STREET

The Forest Hill residents would appreciate additional exits from their neighborhood, but they realize that only one exit is presently possible; therefore, very few comments were made that were directed toward improvements this area, or in the other residential neighborhoods in the community.

From the viewpoint of the Consultant Team, several intersections were identified that were of concern, including Deadwood/Shine Street and Main Street. Adjacent to the Franklin Hotel, traffic on Shine Street stops up the hill from the intersection to avoid accidents with pedestrians, as well as provide turning room for vehicles turning up Shine Street from Main Street. Sight distance for cars entering or crossing Main Street is poor, as is the visibility of the single signal head. Solutions to these concerns have been provided in **VISITOR MANAGEMENT: PARKING, STREETS AND CIRCULATION PLAN**.

Intersection design was examined, and the potential to add traffic signals evaluated, along with conflicts between vehicles and pedestrians. The urban design of the main highway running through the heart of the community has created a significant barrier between Sherman Street and the Main Street. The highway is quite wide, has a hard-surface, and there are no intersections signalized for pedestrians. The guard rails, paving and barriers are harsh and unattractive, and in general, the treatment is insensitive to the historic environment through which it passes. Due to these factors, a focus of the "Urban Design Plan" has been directed towards overcoming the barrier of this highway. Numerous crossing points have been defined and recommended for traffic signal control. Changes in surface treatment, and efforts to soften the edges, should result in the highway being perceived as less of a barrier.

A joint conclusion of both the public and the Consultant Team was that the barrier aspects of the highway also meant that Sherman Street was economically separated from Main Street. Breaking through this barrier means that both areas will benefit through mutual financial support. The "Urban Design Plan" reflects the importance of this concern by creating a major walkway from Sherman Street along Deadwood Street to Main Street. This involves the cleaning up of the intersection of Shine/Deadwood and Main Streets, as well as the closure of Deadwood Street between the US Highway 14A and Sherman Street.

Further efforts to ease pedestrian movement involved widening the sidewalks of Main Street. The capability of making Main Street one-way, running from the east/southeast to the north/northwest was evaluated. Evaluation of present traffic movement indicated that the majority of movements were in that direction. By making Main Street one-way in this direction, no circulation is lost and significant pedestrian space is gained as well as space for the shuttle system and delivery vehicles. This situation also provided for the option of returning parking to Main Street in the future.



CSC

MAIN STREET: TRAFFIC AND PEDESTRIANS

During the course of this study, the State Highway Department presented a range of options to improve the operation of US Highway 85 between Pluma and Deadwood. These options ranged from relocation of US Highway 85 within Deadwood, to the development of a tunnel connecting US Highway 85 to US Highway 14A south of Deadwood. No other major improvements to roadways leading into the Deadwood-Lead area were evaluated as part of this project. Several projects are programmed by the Department of Transportation for the major roadways serving the area. Included in this plan for improvements are:

- Improvements to 5.7 miles of US Highway 85 north of US Highway 14A, which will include grading and surfacing in 1992. A specific plan for these improvements has yet to be developed, but they may include the addition of climbing lanes;
- Improvements to US Highway 14A from Deadwood to Boulder Canyon Country Club in approximately 1992 to 1993. Further improvements on US Highway 14A to Sturgis are programmed for 1994. Specific plans for these improvements have not been finalized;
- A 0.6 mile section of US Highway 14A in Lead will be improved in 1991;
- Resurfacing of US Highway 14A from Cheyenne Crossing to Lead is planned for 1992;
- Reconstruction of three bridges along US Highway 85 in Deadwood and the surrounding area is planned in 1990 to 1991;
- Reconstruction of a bridge over Bear Butte Creek on US Highway 385 6 miles south of Pluma is planned in 1994.



CSC

PEDESTRIANS ON MAIN STREET

As traffic increases into and through Deadwood, it is strongly recommended that an overall evaluation be made of the traffic circulation into and through Deadwood as well as around it. Further data is provided in **VISITOR MANAGEMENT: PARKING, STREETS AND CIRCULATION PLAN**.

LAND USE

DOWNTOWN LAND USE AND ZONING

The zoning of the commercial core is HD, or Historic District. This district requires that all proposed uses be reviewed and approved by the City. There is no use-by-right at this time. In most communities the actual land uses in a district such as this would be regulated by several zoning categories rather than one. The uses in the HD District can be characterized as **governmental**, including the city, county and federal buildings; **residential**, including the areas along upper Main Street; **commercial core**,

encompassing the areas along Upper and Lower Main Street as well as Sherman Street; and with spot areas of **manufacturing** and **distribution**. This diversity of land use certainly adds to the charm of the HD District. In this case, unlike most other communities, it seems to work well. The manufacturing is light manufacturing and does not cause major impacts. The residential uses are at the edge of the district and the traffic related to commercial uses does not impact that part of Main Street significantly. While such uses can co-exist, they can usually only do so as part of the zoning approval process. For example, truck movements to a loading dock can sometimes block a street and mitigation efforts might include limiting the times for loading at the dock. In most communities, this is not felt to be practical, and often industrial uses cannot be accommodated in areas of high traffic.

In an effort to diversify the economy of the community, the City needs to establish a site for industrial, distribution, and commercial enterprises to locate and relocate. In that regard, it is strongly recommended that the City develop an industrial park. This can provide a place for relocation of existing businesses that would like to stay in the community. Such businesses could include distribution companies, manufacturing facilities, automobile dealerships, and automobile repair companies. While most communities develop industrial parks that simply provide lots, sufficient market demand can be identified in certain areas such that the plan for the industrial park could reflect these market considerations. Based on this concept, automobile dealerships would be located near the entrance of the industrial park, so that their exposure is greatest, and would be landscaped heavily. The automobile repair uses should have an individual identity and would require substantial paved areas for outside storage of cars to be worked upon. With the number of slot machines in Deadwood, providing space for the providers/supporters of this equipment would be desirable. Other users of industrial space have been identified that, at least preliminarily, appear to have sufficient market within the community to warrant development of a local industry or the expansion of a local business to take on these functions; for example, an industrial laundry. The objective is to maintain and increase the Deadwood job base.

Actions

- Develop an industrial park in an appropriate location and with appropriate characteristics to meet market demand.

HISTORIC RESOURCE MANAGEMENT

HISTORIC RESOURCE MANAGEMENT

HISTORIC RESOURCE MANAGEMENT describes the background of the National Historic Landmark District and the local historic district. It also describes the responsibility for enforcement of local ordinances and state statutes. The process by which changes can be made to the appearance of historic buildings is described, including the Secretary of the Interior's Standards, which are used to guide historic preservation across the country and will help regulate development in the local historic district over which the Historic District Commission has responsibility. The City and its commissions have a great responsibility to protect the historic resources of the community and bring them to the attention of the public. Projects and activities have been described in five general categories including administration; survey, studies and services; programs; restoration-renovation projects; and new facilities development. This overview is important at this point because many of these projects are explained in more detail in other sections of the document. This approach is somewhat different than the normal planning process for cultural resources, being more typical of comprehensive planning on a community level. Generally, projects related to preservation of resources have focused on only the resource and its specific location, and have not been integrated into the broader concerns of a community or region. This has made it difficult to support preservation through other efforts that are not usually thought of as preservation, such as infrastructure improvements and visitor centers. It has also made it difficult to provide the average citizen of the community with an appreciation of the fabric of history beyond the several prominent landmarks that are well-known. For this reason, a comprehensive planning approach is a much more effective method to protect Deadwood's resources. The listing of projects provides an overview early in the document so that as the individual projects are described, the relationship to the overall list will be clear. Also provided in this chapter is the discussion of the issues facing the community in historic preservation, both as a result of gaming and further as a result of heightened awareness and a strong need to interpret the historic resources.

HISTORIC PRESERVATION

Historic preservation is an overriding issue in Deadwood. Funding for preservation of its building stock is the reason that the gaming initiative was approved by the voters of the State. The fabric and character of the historic buildings are what lend depth, integrity and uniqueness to the Deadwood, South Dakota experience for visitors. Historic preservation is a complex issue best discussed as several sub-issues: (1) Designated Federal, State and Local Historic Districts; (2) Deadwood Historic Preservation Ordinance; (3) Downtown Historic District; (4) Design Review; (5) Historic Design Guidelines; (6) Restoration in Deadwood. Each sub-issue will be discussed and necessary actions will be set forth.

DESIGNATED FEDERAL, STATE AND LOCAL HISTORIC DISTRICTS

The City of Deadwood is listed on the National Register of Historic Places and it is also a National Historic Landmark denoting its great importance to the nation and the West. The boundaries were originally coincidental with the limits of the city; however, because the City continued to annex property occasionally that had no significant historic resources, the boundaries were established permanently as the city limits as they existed in 1981. Listing on the National Register is primarily honorary, providing

the possibility of tax advantages; it offers little real protection to properties beyond some protection from adverse effects by federal undertakings.

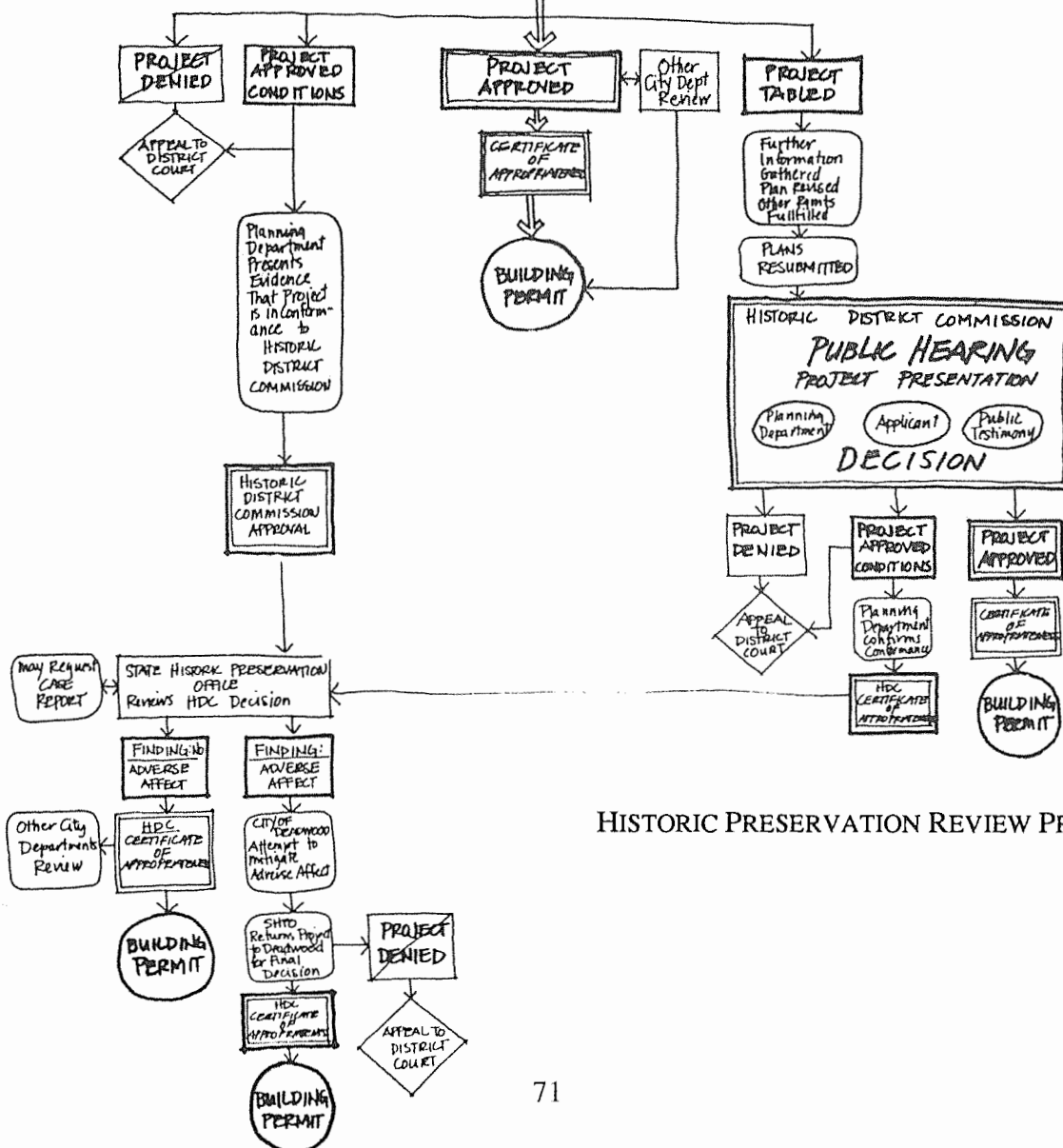
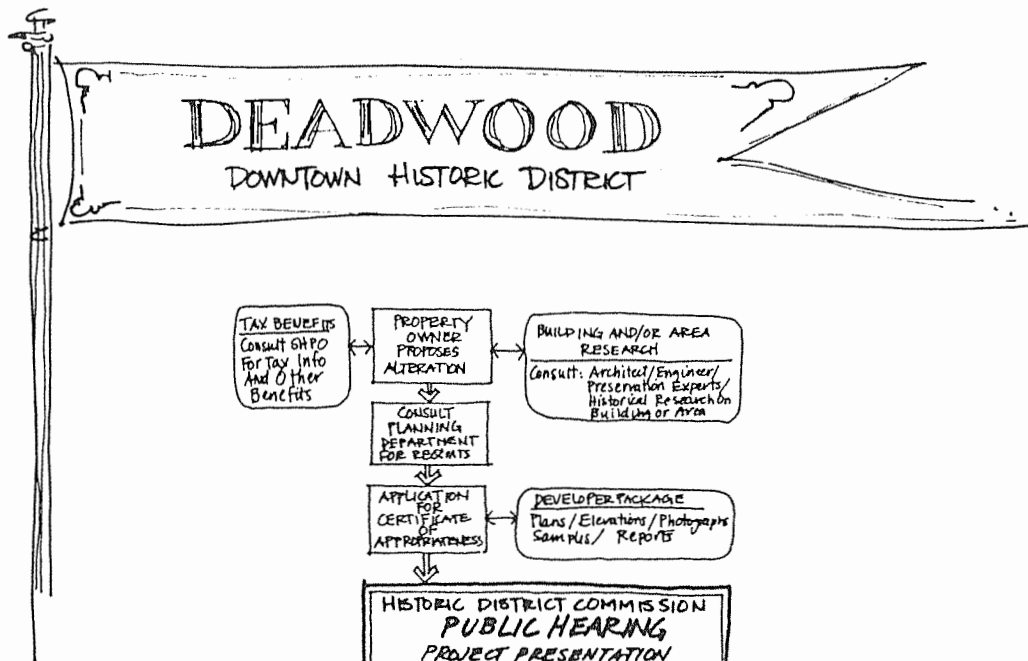
Deadwood is also listed in the South Dakota State Register, and the boundaries are coincidental with those of the National Register. The state legislature has afforded similar protection from state undertakings to the protection afforded by the federal government from federal undertakings. Any undertaking, by the state or political subdivision, such as a city, that threatens a historic resource must be reported to the State Historical Preservation Center. This office must be given adequate time to review and comment on any adverse effects related to the project; such undertakings can range from a state highway to a city building permit. Regulations that went into effect in the summer of 1990 specify that any threat to historic resources from actions of the State must be reported to the State Historical Preservation Center using the form of a case report which documents, among other things, that all prudent alternatives have been investigated. Failure to halt the threat may result in a property losing its historic integrity and could be removed from the state register.

Designating Local Landmarks and Districts in Deadwood

County and municipal historic preservation activities are authorized and regulated by Chapter 1-19B of the state statutes. This authority allows Deadwood to designate individual buildings as local landmarks, and also to designate groups of buildings as local historic districts, although the processes are slightly different. The Historic Preservation Commission is authorized to investigate and report on the historical, architectural, archaeological or cultural significance of a potential landmark. This commission must hold a public hearing on a proposed ordinance designating a landmark after sufficient notice is given to owners and public notice is posted. The ordinance must finally be adopted by the elected governing body, which in Deadwood is the City Commission.

When local designation of a historic district is being considered, a district study committee may be established to investigate the proposed district. The district committee will have between three and seven members. The members will have backgrounds similar to those required for Historic Preservation Commission and Historic District Commission members, and will report the findings of their investigation to the Planning Commission, the Historic Preservation Commission and the State Historical Society Board of Trustees for their consideration and recommendations on establishing the district.

If the investigation reveals that creation of a historic district is warranted, a public hearing will be held after all the property owners are notified. After the public hearing the district study committee will submit a final report that includes a draft of the designation ordinance to the City Commission for their final action. Whenever a historic district is established, a Historic District Commission, with from three to seven members will be appointed by the City Commission. If it is necessary to amend the historic district ordinance, for example, by changing the boundaries, the Historic District Commission will investigate and make recommendations in the same process used to create the original historic district.



HISTORIC PRESERVATION REVIEW PROCESS

Deadwood has a locally-designated Downtown Historic District, which generally includes the commercial core with its concentration of late 19th century commercial buildings. The Historic District Commission, as distinguished from the Historic Preservation Commission, reviews changes to historic resources in this district. This commission reviews changes for anything requiring a Certificate of Appropriateness, which includes erection, alteration, restoration, movement, demolition of any building or other structures (including walls, fences, light fixtures, steps, and pavement or other appurtenant features), above-ground utility structures and outdoor advertising signs.

The purpose of requiring a Certificate of Appropriateness is to ensure that changes do not damage the historic character of the building and of the historic district. Review is not meant to discourage alterations, but only to make sure they are appropriate for Deadwood. As a Certified Local Government, Deadwood has made a commitment to use the *Secretary of the Interior's Standards for Historic Preservation Projects* when evaluating the appropriateness of proposed alterations to individual landmarks or to the historic district.

Secretary of the Interior's Standards for Historic Preservation

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alterations of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sand-blasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment will be unimpaired.

These standards are general in character and are meant to be used in conjunction with *Guidelines for Rehabilitating Historic Buildings* and *Interpreting the Secretary of the Interior's Standards for Rehabilitation* (both published by the National Park Service), for clarification. In addition to these standards and guidelines, which are meant to apply to every kind of preservation project across the country, Design Guidelines have been specifically developed for Deadwood's Downtown Historic District, which are intended to give guidance regarding preservation of Deadwood's heritage. The Historic District Commission will use the Design Guidelines as a basis for determining whether proposed alterations to the Downtown Historic District are appropriate.

The historic resources in these variously-designated historic areas have different historic character, are in areas of varying land use, and had different functions as they were originally used. This makes it difficult to devise a single method that can provide equal protection to all such varied resources. A more effective solution is to define areas where the resources are more similar and create locally-designated historic districts. Examples of such districts might include the residential neighborhoods of Forest Hill, Ingleside, and Burnham. These districts would be the responsibility of the Historic District Commission and design guidelines would be developed to guide their reviews of alterations. Even within these more homogeneous groupings of resources, the dates of construction and degree of integrity vary substantially. Guidelines would need to be a combination of urban design character, development standards, and to a lesser degree, historic character.

Specific Historic Area Plans

The downtown commercial area is already designated as a district, but includes areas along entry points to the district which have few or no remaining buildings to help guide a decision regarding what would be appropriate new construction. In these cases, and also in similar areas lying outside the local historic district, but within the National Historic Landmark District, Deadwood should create Specific Historic Area Plans which would be the basis for any new construction. Specific Historic Area Plans would define the locations and appearance of public improvements, such as streets, parks and parking lots. The general locations and bulk requirements of buildings would be specified, as well as the appearance of these buildings to make them contributors to the historic character of Deadwood. The plan should be based on historic research to document what may have existed originally in the area. In some cases, the original pattern of the buildings on the streets might be restored, in others the plan will have to be created from the ground up. In some cases, an important historic building might be reconstructed and the plan for the area developed with that building as its focus. The zoning ordinance should define the allowed uses and other requirements specific to the zoning, such as parking and open space. With this specific planning for what are presently substantially undefined areas, the Historic District Commission members, who are not professional urban planners nor historic preservation professionals, will be able to make good, objective decisions regarding the appropriateness of development proposals. Areas that might be considered for this more detailed planning effort include Lower Main Street, the rodeo grounds, the slag pile, upper Charles Street, and the intersection of Sherman and Charles Streets.

Actions

- The City should evaluate the degree of protection it can enforce under different types of designation and evaluate the process by which it can protect its resources;
- The City should select and implement the most effective type of designation. The goals of a process to protect the city's historic resources is that it be clear and understandable to applicants and enforcers alike, that it be legal and enforceable, and that it can offer real protection;
- The City should evaluate the areas on the fringe of the Downtown Historic District and areas in the National Historic Landmark District, generally along highways leading into Deadwood, or where original historic buildings are known to have existed, and delineate them into planning areas. A Specific Historic Area Plan should be created for each planning area, and incorporated into the zoning, historic preservation, and subdivision ordinances.

DEADWOOD HISTORIC PRESERVATION ORDINANCE

The City of Deadwood has adopted a historic preservation ordinance as enabled by Chapter 1-19B of the state statutes, entitled County and Municipal Historic Preservation Activities. This enabling legislation is unusual because it is in the form of a model historic preservation ordinance. Deadwood has referenced the legislation in its local historic preservation ordinance but has not included the language.

The ordinance authorizes the establishment of two types of commissions to administer historic preservation regulations. The distinction between the two is that the Historic Preservation Commission (HPC) has responsibility for general preservation in Deadwood in an area limited by the National and State Register Districts and including actions not in this District but which will "encroach upon" the District. These responsibilities include carrying out reviews mandated by the State's protection, to review changes to any individually-designated landmarks and other activities such as surveys and studies that are related to historic preservation. The Historic District Commission's (HDC) responsibility is limited to preservation in the locally-designated historic district.

The adoption of what is essentially a model historic preservation ordinance from the State enabling legislation has created an authority that is too general for Deadwood. This ordinance should be tailored to the specific situation Deadwood has created with the institution of limited gaming.

As it now stands, Deadwood has two historic preservation commissions, one general and one specific to the locally-designated district. The make-up of the two is identical, except that the HDC has two additional members who must reside in the locally-designated district. In the best of circumstances, a small town has difficulty filling one commission. In addition to this, two commissions with almost the same make-up and similar responsibilities has led to confusion.

The HPC reviews projects in the National Historic Landmark District, outside the Downtown Historic District and the state undertakings within the District, to provide local input to the State Historical Preservation Center for determination of adverse effect or no adverse effect. The City makes the final determination of whether or not to issue a building or demolition permit, and may or may not take the advice of the State Historical Preservation Center. The City's ability to enforce its decisions in this area is questionable. A more direct and effective way for Deadwood to preserve the

historic resources in the National Historic Landmark District is to either designate the entire national district as a local district, or to create one or more additional local districts.

There is much information about Deadwood to be revealed through archaeological investigation. There is as yet, no common method for communities to incorporate archaeology into historic preservation programs and ordinances. An existing model urban archaeology program that might be considered for Deadwood is that of Alexandria, Virginia, a community of approximately 180,000 with a historic area encompassing about 1/10th of the city's total acreage. Larger development projects within the city are required to do archaeological studies and follow-up testing if they are developing on a known archaeological site or within 11 defined areas of the community. Minor projects are simply reviewed during the construction by city archaeologists. During the development review process, the potential for archaeological resources is judged by the staff. This is based on review of references held by the city. If an archaeology study is found to be warranted, the Alexandria archaeology department assists in developing a contract for the developer to hire outside archaeologists. Three of the six local archaeology firms have been consistently bidding this work. The developer enters into a direct contract with the archaeological firm. Over the past three years, 60 projects required full-treatment studies. As part of these studies, a preservation management plan is required including implementation techniques.

The requirements for archaeology are clearly set out in the ordinances and in the overall development process, so the developers fully understand this requirement at the beginning. Most of the developers who have undertaken the full-treatment studies have used it to their advantage by generating positive publicity. The primary purpose of the Alexandria ordinance is to learn new information, not to preserve the site. The average study takes between three and four months to complete. Depending on the work necessary for archaeological work, this may take an additional three months, although it has frequently taken less.

Alexandria Archaeology is a separate division within a department called the Office of Historic Alexandria. The staff archaeologists, in addition to the above-described functions, can also do archaeological work on their own city projects. In addition to staff archaeologists and one support person, there is an archaeological laboratory which is open to the public. The key to the success of Alexandria's Urban Archaeology program appears to be the clear-cut understanding by developers of the necessity to do archaeological work. The developer knows this is a requirement before work begins. In large part this is known because of early scoping studies done by the city which have defined the probability of finding archaeological resources in specific areas of the city.

Actions

The City should revise its historic preservation ordinance to tailor it to the situation in Deadwood. The revised ordinance should incorporate protective measures that are reflective of the significance of Deadwood's historic resources and of the capability of the City to administer it. Areas to consider include:

- Creating one or more locally-designated historic districts coinciding with the National Historic Landmark District;

- Evaluate the costs and benefits of altering the state statute to allow the Historic District Commission and the Historic Preservation Commission to be merged into one body. In addition to the difficulty of filling two commissions in small communities, the lack of clear, simple authority makes historic preservation more difficult than necessary;
- Make the membership of the HDC and the HPC the same appointees to eliminate confusion over areas of responsibility for review;
- Create a subcommittee of members in design-related fields, and staff to review alterations and new construction;
- Make the historic district(s) an overlay zone, with defined use-by-right, use-by-special-review, bulk requirements, parking requirements, etc.;
- Removing changes in use from the responsibility of the HDC and place it with the Planning and Zoning Commission;
- After appropriate changes in the zoning ordinance, strengthen and clarify the procedures for acting on Certificates of Appropriateness, including notice, public hearings, testimony, etc.;
- A complete architectural and historical survey of the community is necessary to document buildings and districts appropriate for local designation and the protection it offers;
- Evaluate how regulations governing archaeological remains could be incorporated in a way that would protect resources at a reasonable cost;
- Design Guidelines for review of changes to locally-designated historic properties should be incorporated by reference in the ordinance.

DOWNTOWN HISTORIC DISTRICT

Deadwood has one locally-designated historic district which is generally the downtown commercial area and the approaches to the downtown from three directions. Within the Downtown Historic District, the HDC reviews any proposed alteration, including demolition, remodeling, restoration, new construction and repairs. The Downtown Historic District is also a zoning category, termed HD, with no underlying use or bulk requirements. The zoning ordinance specifies that all uses and bulk requirements are by City review in the HD Zone. The HDC reviews the appropriateness of proposed uses, as well as development standards. The ordinance that designated the Downtown Historic District included properties by street number, leaving some doubt as the exact boundaries of the district.

In the rush to develop gaming halls, property owners have been eager to follow the recommendations of the HDC as long as it speeds up the review process. Owners have been receptive to the idea of restoring or replicating original storefronts as documented by historic photos of the area. Projects that propose significant new construction in areas where few buildings remain will challenge the HDC's ability to determine what is appropriate.

The historic district designation appears to be related more to the commercial zoning area than to integrity of historic resources. There are areas at the edges of the district that have few or no remaining historical resources but have been included in the district in order to control construction at the entries to the Downtown Historic District. Because the HDC reviews all changes in use, property owners can seek inclusion in the district, not for protection, but to more easily change the use to commercial than would be possible in other zoning categories, and thus enabling them to establish gaming halls. Areas that have few remaining historic resources lack adequate integrity upon which to evaluate whether projects are appropriate or not.

Actions

Areas for consideration include:

- Redefinition of Downtown Historic District boundaries to clarify which sites or portions of building sites are in and which are out of the district. At the present time the district is defined by a list of addresses;
- Protect areas at edges of the Downtown Historic District that have little remaining historic integrity by creating separate locally-designated districts, or designating the entire National Historic Landmark District as a local district. Create sub-area planning in order to protect the Downtown Historic District from the impact of developing these areas.

DESIGN REVIEW

The HPC and HDC have the responsibility to review alterations to individual locally-designated buildings and new construction in historic districts, and to comment on adverse impacts of undertakings by state entities. In many cases the commissions have little on which to base a decision as to the appropriateness of the proposal. The commission members are drawn from the community, which by its size, has a small pool of prospective commissioners. There are relatively few citizens in any community who have the expertise in design and preservation to make decisions on appropriateness of alterations without guidance.

The process an applicant must go through to obtain a building permit within the Downtown Historic District or within the National Historic Landmark District has been somewhat informal. This informality is appropriate in a small town with little development activity; however, now that development pressure has increased significantly, the procedural aspects of design review must be carefully established and adhered to. Procedural issues are frequently the basis of successful legal challenges.

It is typical in most communities that the design review process is precipitated by a building permit application. In designated historic districts or for individually-designated landmarks, a Certificate of Appropriateness must be issued before a building permit is approved. There are also activities that require no building permit but that do require a Certificate of Appropriateness. The design review for a Certificate of Appropriateness is in addition to planning and zoning reviews and reviews for building code conformance. Most historic preservation commissions who undertake design review consider part of their responsibility to foster both the preservation and development processes, working hard to make the turn-around time minimal for any review, attempting to alleviate concerns about an extra layer of bureaucracy. However, with this concern for expeditious review, procedural requirements must be strictly observed, including holding the required public hearings with appropriate notice. Changes to project plans that have already been approved, must also be approved using a procedure specified in the ordinance. Even small changes should go through the specified procedure.

The designated review bodies have little guidance or professional expertise on which to base decisions about appropriateness of alterations. Because the historic resources of Deadwood have been determined to be of national importance, the appropriateness of alterations is very important. Design Guidelines for the Downtown Historic District are being developed and this will provide guidance for

alterations in this area. The balance of the community lies outside this district, however, and determining appropriate alterations is more difficult.

Actions

- Develop a municipal authority to control alterations and new construction in the area of Deadwood outside the Downtown Historic District. The authority could take the form of one or more historic districts or specific zoning requirements that control the historic elements of building and urban design, or a combination of both approaches;
- Some form of guidance for appropriate changes in the area(s) outside the Downtown Historic District should be developed, based on the kind of authority that is extended. This guidance could take the form of development standards and/or historic design guidelines;
- The architectural and historical survey results (See "Deadwood Historic Preservation Ordinance" above) should be used to identify significant buildings prior to reviews of alterations. In some cases, alterations that might be appropriate for a contributing building in a district will not be appropriate for a local landmark structure;
- The local preservation ordinance should clearly set out the design review process, including the procedural regulations, such as a public notice, documents to be reviewed, and the order of review by various commissions and officials;
- All commission discussions and decisions should be conducted in public meetings, and should be clearly documented, including findings as the basis for approval or denial;
- The relationship between HPC and HDC reviews and planning and zoning reviews needs to be evaluated and possibly revised;
- The Historic Preservation Commission and Historic District Commission members should have on-going training on historic preservation issues, such as design review. The National Park Service, the State Historical Preservation Center and the National Trust can all provide experts to impart professional knowledge to lay commission members.

HISTORIC DESIGN GUIDELINES

Design guidelines for the Downtown Historic District has been a priority since the adoption of the Historic Preservation Ordinance. Some issues that have been identified during completion of the Design Guidelines include the fact that areas with concentrations of historic buildings that lend themselves to design guidelines because there is a context in which to evaluate appropriateness. Because Deadwood's period of historic significance is so extended, spanning from 1878 to 1940, it is difficult to create guidelines that allow appropriate alterations to buildings of all different styles and time periods. In order to create design guidelines that truly preserve important characteristics of the community, areas of similar resources, or that lack resources should be delineated, and guidelines created which are appropriate to the type of resource and degree of integrity. Information developed in the architectural survey should be used to identify buildings of landmark significance, contributing buildings, and non-contributing buildings for further protection and preservation of resources in this area.

Actions

- An appropriate combination of specific historic preservation guidelines, urban design guidelines, and development standards should be created for residential areas, based on architectural surveys. These areas should be locally-designated districts for more effective control. The areas delineated may not coincide with planning units, but may be based on features which can be grouped into similar design categories.

- Guidelines for areas where building and patterns have been lost should be the result of intensive planning which determines the desired location, type and general appearance of new development, and which would be part of Specific Historic Area Plans.

RESTORATION IN DEADWOOD

After determining whether alterations are appropriate, it remains for them to be constructed in a manner that does not damage the historic fabric of the building, with a sense of craftsmanship and attention to detail that is in keeping with the original building. Very few contractors today have had the need to develop skills necessary for most historic preservation projects.

There are also areas of technical preservation that can be critical to stabilizing and repairing deterioration of historic buildings. Many of these techniques are relatively simple to accomplish, but lack of knowledge usually means they are overlooked, or improperly completed.

Public and private projects affecting significant Deadwood buildings, as identified by architectural and historical surveys, should be held to the highest standards of craftsmanship and preservation technology. Because craftsmanship and technical preservation are so important to a good result, education of contractors, architects, commissioners and other interested individuals should be one of the highest priorities. Poorly executed renovations can be more destructive than total neglect.

Actions

Create a plan for educational outreach to contractors, architects, engineers, realtors and others who would be involved in the process of altering buildings.

- Elements of such a plan might include: a library of technical preservation briefs; brochures that can be easily handed out with contracts, applications, etc.; seminars; hands-on workshops; advice by city staff; on-call craftsmen in various areas of skill who can undertake portions of project; advise other contractors, etc.
- Areas of particular concern include masonry repair, repointing, and cleaning, tinwork and flashing, proper selection of wood, trim and finishes, historic paint schemes, methods to improve and control drainage.

Develop a strategy for determining which restoration projects should qualify for and receive funding from the revolving loan program.

LEVELS OF TREATMENT

Historic preservation recognizes different levels of treatment for structures of different significance. For example, when assessing the importance of individual buildings for inclusion in a proposed historic district, the buildings may be rated as a "landmark structure" at one end and "non-contributing" or "intrusive" at the other end. From the survey to the actual preservation of the built environment, the same recognition of varying levels of treatment apply. The concerns for preservation are the same, but the methods of preservation vary with the importance of the resource being treated. Preservation of a National Historic Landmark structure, such as a U.S. president's house, incorporates the highest level of preservation technology. Thorough research is undertaken prior to beginning any work, all materials are exactly duplicated with the same technology as in the original period (for example, paint made with hand-ground

pigments). Careful attention would be paid to exact duplication of construction methods and applications of finish materials. Based upon complete research interior furnishings would replicate the time of interpretation, typically when the president lived in the house. On the other hand, preservation of a historic garage, which is considered to be contributing to the historic district but is not an individual landmark in and of itself, would vary considerably from the treatment of the president's house. In the preservation of the garage, it is unlikely that such details as the original interior colors would be replicated. While extensive research might be undertaken, because of the nature of the building, little or no information may exist. There would be no attempt to restore original interior configurations, original equipment and furnishings in this case. Another likely distinction is the ownership, with the garage in private ownership and the president's house in public ownership. These varying levels of treatment relate not only to the importance of the resource being treated, but also in the attitudes of the people doing the treatment. These attitudes in turn are affected by various laws, policies, and economics.

When the concept of levels of treatment is abstracted to a community scale, the same underlying concerns are also appropriate. To determine appropriate treatment of buildings in the community, the historical and architectural significance of buildings must be determined. This determination is known as a historic resource survey. Deadwood has been surveyed several times, but a detailed comprehensive historic survey should be done. The powerful economics of gaming should provide the opportunity to restore and preserve structures to a degree not possible before gaming. Preservation can be expensive and difficult to regulate. The community should be willing to create sufficiently strict local ordinances, review guidelines and training for those responsible for determining appropriateness of changes to allow more extensive preservation while ensuring the preservation of historic character.

Deadwood is constantly reviewed by many groups of concerned people. State legislators bring their own concept of historic preservation to bear on their opinion of how Deadwood is preserving its history. Another group with concerns are the professionals at the South Dakota State Historical Preservation Center who also review development proposals, and in general provide oversight on preservation in the city. The National Trust for Historic Preservation, through its financial participation in Deadwood's historic planning process, is also an interested party. The personnel of the National Park Service, with responsibility over the National Historic Landmark District, have strong interests and opinions based on their experiences in their agency. They bring their national perspective of review of preservation activities to bear on Deadwood. The elected officials, appointed officials, and citizens of Deadwood and the area are always examining their progress at preserving their own community. In general, it is fair to say the various types of reviewers do not agree on how well Deadwood is doing because different factors affect their opinion.

The review of the draft plan reflected the opinions of each of these various groups. It became clear that an overview of the various degrees of treatment applied for significant collections of historic resources was necessary. This has been presented in a generalized way; a detailed presentation is beyond the scope and the objective of the Comprehensive Historic Preservation Plan. Public historic parks are an example of historic resources administered by the National Park Service. On the other end of the spectrum is the administration of resources by cities with only a few remaining historic resources. The situation challenging Deadwood lies between the complete

control the National Park Service has over its parks and the small degree of control exerted by communities with little remaining from their past.

PUBLIC PARKS AS CONTROLLED BY THE NATIONAL PARK SERVICE

The National Park Service is considered to be one of the most expert groups in administering national historic resources. It has a dedicated staff that takes care of resources owned by the federal government that are located within parks. The level of treatment exemplified by the National Park Service is purist in nature, very narrowly focused in its intent, and typically aimed at education.

Time: The National Park Service generally has few time constraints on the development of a historic park and takes sufficient time to develop research and planning on which to base physical construction and restoration activities.

Ownership: The National Park Service, as a branch of the Department of the Interior, owns its historic resources without mortgages, outstanding loans, or other competing interests. It is under unified ownership and control.

Governance: The National Park Service has complete control over its resources, subject only to the budget of the federal government and the bureaucratic process of the agency.

Commercial Activities: Commercial activities are at the discretion of the National Park Service and are typically undertaken by either a concessionaire or a parks foundation, which is a non-profit entity that helps to support national parks by selling books and other items within the confines of the park.

Archaeological Resources: Under federal law, all ground disturbance activities are required to have archaeological clearance.

Historic Interpretation: The National Park Service does comprehensive historic interpretation on most sites. It has a full-time professional staff within each region that develops interpretive plans, determines what interpretive facilities are required, and carries out the design and execution. One specific time period is typically interpreted in National Park Service historic sites. This may include a single date or a span of 20 or 30 years.

Focus: The National Park Service has two areas of primary focus – natural resources and cultural resources, and the focus on these areas is narrow.

Economics: Economics is not a primary consideration in development of the National Park Service projects. The funding of special projects is not just related to review of how well the park is doing, but also to pressure by local powers and seniority of the local congressional delegation.

Visitors: Visitor movement is strictly controlled with visitors managed and directed to certain areas by specific circulation patterns.

Authenticity: Authenticity of historic resources is demanded of all National Park Service projects.

Themes: There is usually a limited number of themes interpreted by a site. Many sites are developed around one theme.

Criteria to Determine Success: The National Park Service rarely evaluates the degree to which visitors enjoyed their visit, how much they learned, or how much money they spent. The number of visitors is somewhat important in receiving funding. The overriding concern is the preservation of the resources and increased knowledge about the resources of the site.

PRIVATE PARKS, SUCH AS GREENFIELD VILLAGE, OLD STURBRIDGE VILLAGE, MYSTIC SEAPORT, AND WILLIAMSBURG.

Time: These parks must be in operation as fully as possible as much of the year as possible, and the cost of operation is related to the amount of time the park is in operation.

Ownership: These parks are under unified ownership, which may be a foundation or a non-profit entity, or in some cases a private for-profit corporation. Such ownership can be lost if the park is not economically successful.

Governance: The park director is likely to be accountable to a board of directors that also shares the same view of the purpose of the park. Decisions are subject to financial restrictions and a bureaucratic process.

Commercial Activities: These are undertaken at the discretion of the owner; however, the entire park is commercial in the sense that it is supported to some degree by visitor revenues. Typical commercial enterprises include gift shop sales, food and beverage operations, and in some cases, catalogue sales.

Archaeological Resources: Archaeological investigation is not typically required, but is likely to be undertaken in many cases.

Historic Interpretation: The themes presented are generally broad and are directly related to the time period of interpretation. These periods are frequently also quite broad, spanning 50 to 100 years.

Focus: These parks focus on providing an interesting, educational, and entertaining experience for the visitor.

Economics: There is a strong economic focus because without strong visitor revenues, the park cannot typically be developed further, or even stay in operation.

Visitors: The visitors must follow specific rules, and their movements are somewhat controlled.

Authenticity: Authenticity is variable; some buildings may be original to the site, but many of them are typically moved onto the site to complete an environment.

Criteria to Determine Success: The determination of success is related to the numbers of visitors, gift shop sales, catalogue sales, and overall revenue stream. Professional peer review in the various disciplines of conservation and museology is also important. The amount and results of research undertaken are also important in

establishing the reputation of the site. Strong emphasis is placed on the quality of the collections and their preservation. In this regard, the buildings are often considered to be items of the collection; quite often they have been moved onto the site.

LIVING MUSEUM COMMUNITY, SUCH AS DEERFIELD VILLAGE, MASSACHUSETTS.

Time: Realistically, there are no time constraints on this type of incorporated community. Like any other city, it must balance its budget on an annual basis.

Ownership: Multiple ownership is typical of such communities.

Governance: The governance of the community is democratic. The elected officials serve at the will of the people, which can change.

Vision: Democratic governance relies heavily on a shared vision of the community. This vision must be developed through consensus and balancing of conflicting views.

Controls: These communities must exert more control over their resources than is typical of a normal community. Because there is typically a narrow period of focus and few themes, the design guidelines, historic preservation ordinance, and zoning strictly control development. In the case of Deerfield Village, most of the commercial development is isolated in nearby South Deerfield.

Tourism: These communities are not necessarily oriented to tourism. The focus is inward, and they are not actively seeking to attract tourism to the community. They do not make an effort to attract visitors; they simply wish to maintain the community as they see fit.

Archaeological Requirements: There are no requirements but archaeology is sometimes undertaken by individual property owners.

Authenticity: There is a strong emphasis on authenticity but such emphasis is not controllable; for example, interiors may be altered.

Interpretation: Usually the period of interpretation is quite narrow, but again, this is not controllable. There may be buildings that were not constructed during the interpretive period that were not removed because they are privately-owned parts of the community. The themes that are interpreted are usually characteristic of the community during the selected time period. People own their buildings because they want to; however, owners are often devoted interpreters of history.

Economics: These communities are generally economically successful communities without commercial or industrial centers, and are supported by property taxes. They do not rely on sales tax revenues to support either the community or preservation efforts. Preservation of the community is supported by a desire to be a historic community and to own a historic dwelling.

Visitors: Visitation is generally on the public streets or on a few large properties where accommodations for visitors have been made (such as Deerfield Academy). Where the historical society owns several structures, there may be organized tours of individual structures as well as linked tours. Visitors will generally follow the normal

rules of any other community, although confusion can exist as to what is public property and what is private property.

Criteria to Determine Success: Restoration and preservation of the resource is the primary criterion for determining success.

HISTORIC COMMUNITY: LOCATED WITHIN A NATIONAL HISTORIC LANDMARK DISTRICT SUCH AS DEADWOOD, SOUTH DAKOTA AND CENTRAL CITY, COLORADO.

Time: Time can be quite variable, depending on the degree of development pressures. Such communities need to be responsive to external forces over which they have little control. Examples of such time-related controls include building moratoriums, growth control ordinances, and administrative delays. Most pressures arise from the private sector and controls must be in place before these development pressures occur or historic resources can be irrevocably altered or lost.

Ownership: There are diverse ownerships ranging from private individuals to corporations to absentee ownership. Large multiple-property ownership is typical, such as by a local historical society, foundation, or educational facility.

Governance: An elected legislative body serves at the will of the people, and is changeable.

Vision: The shape of the community relies on a shared vision, but not to the degree of the previous example of Deerfield Village. The more the vision is shared, the more can be accomplished.

Controls: The more the vision is shared, the more the system can control. The ordinances generally provide greater latitude in development. Due to the diversity of the economic base, including substantial commercial areas, these communities tend to have the most difficult time because they must balance preservation concerns with economic concerns. They are multiple-focus communities.

Commercial Activities: These are controllable by the governing power to a certain degree, but the commercial sector is usually a major pressure group in any of these communities. The economies of these communities are largely based on tourism and depend on visitors coming to the community. When times are bad, the local government is often blamed for poor commercial revenues. Through the zoning ordinance the city has the ability to regulate, to some degree, the amount of commercial space available. If too much commercial space becomes available, it is extremely difficult to adjust the supply.

Tourism: These communities are tourism-based. Most revenues are generated by visitors from outside the community.

Archaeology: Generally archaeology is not required in these communities, although it is desirable. As archaeology tends to lengthen the time and cost of development, economics frequently eliminates such investigation.

Authenticity: There is not the same emphasis on authenticity as in previous examples. Concern for authenticity in the ordinances is largely related to the exteriors of buildings and only infrequently includes the interior of a landmark building. City

government provides a leadership role by providing its own projects with authenticity; leading is done by example.

Interpretation: Interpretive periods generally range from 40 to 60 years. The longer the period the more difficult it is for citizens and developers to share a vision of what is significant to the history of the community. Themes interpreted in communities such as this are usually quite broad, although there is frequently one central theme that is of greatest visibility and recognition.

Economics: The economics of the community is focused on generating sales tax revenues to provide operating funds so the community can maintain vitality. Downward economic spirals have existed throughout the histories of many of these communities and are part of the community consciousness. The fear of economic downturn can become a dominant factor in decision-making.

Visitors: Visitors must follow rules with respect to public and private ground, as well as the normal rules associated with normal communities. Visitors do not anticipate encountering abnormal rules controlling their behavior or movement patterns. Since many visitors are outside their home environment, they may be less inhibited and less prone to follow rules, while others are searching for guidance and information about the community and its circulation network.

Criteria to Determine Success: A balanced budget is a primary concern of any governing body, and especially if a surplus can be developed to fund reserve accounts. The enhancement of the community to make it more attractive to the tourist is important. This may include historic preservation.

COMMUNITY WITH SIGNIFICANT HISTORIC AREAS, SUCH AS SANTA FE, NEW MEXICO AND MONTEREY, CALIFORNIA

These communities have substantial historic areas that may be designated as local landmarks and/or national historic landmarks. The consistent characteristic of these communities is that they are known as desirable places to visit where history is a part of the overall experience. The physical character of the community is an important consideration in the tourist's decision to visit the community.

Time: The time constraints of these communities are similar to those of Deadwood. They operate as normal communities, except the portion of the community with historic resources that has distinct regulatory controls.

Ownership: These communities have multiple ownership.

Governance: The elected officials serve at the will of the people, which is changeable.

Vision: The communities generally are large enough that the vision can be focused on the scale of a neighborhood; therefore, a larger community vision is less important than a cohesive neighborhood vision. The neighborhood in which the historic resources are located needs to share this common vision.

Controls: The historic areas need to be treated differently in the zoning and general land use ordinances, and need the protection of a historic preservation ordinance. The historic districts generally have well-defined boundaries and therefore treatments of

buildings inside the district and outside the district can vary. The regulations of historic preservation can address the concerns of each individual structure, or a theme represented by building type or history.

Commercial Activities: Commercial activity is general to the community, and although it may be related in part to tourism, it is not as dependent on tourists as other types of communities. In that regard, there is more diversity of commercial activity, and often specialty shops become an important reason why visitors come to the community. Culturally-oriented products, such as Native American art, can provide a link between the commercial sector and the cultural resources.

Archaeology: Archaeology generally is not required and is not a focus of the community's general efforts.

Authenticity: There is a substantial emphasis on external building authenticity within the defined districts or for individual landmarks. People owning these structures understand that this is their responsibility when they buy that building; however, there is a choice of whether to buy a historic building or one in the historic area because there are other property options.

Interpretation: Occasionally the historic resources are linked together by an interpretive theme, or an interpretive theme may be the overriding characteristic of each of the individual buildings. In both Santa Fe and Monterey, adobe architecture is important, as is early Spanish settlement. Both of these architectural and historical themes are intertwined and are used to express the significance of the historic resources to the visitor. The National Park Service and state historical agencies participate in these communities and there is a significant amount of interpretative work that occurs on an individual-site basis. In Monterey, the National Trust for Historic Preservation also conducts interpretive work on its own site.

Visitors: Generally there is free access within the community and the visitors follow the normal pattern as in any other community. Occasionally there are directed walking tours that are for tourists.

Criteria to Determine Success: Determining success in this type of community is generally the same as in the historic community. The government requires a balanced budget and/or generation of surplus.

Summary: There are major differences among the treatments in the various types of situations described above. The challenge is to actually encourage better preservation than is currently expected; for example, if Deadwood were to adopt a requirement that all ground disturbance activities would require archaeological clearance, Deadwood would be more similar to a National Park site than a historic community. However, that level of treatment must be done within the context of the realities of Deadwood; this probably will mean the expenditure of public funds to assist in such efforts. The highly-generalized characterizations of these different levels of treatment outlined above is intended to assist in understanding differing attitudes toward preservation.

PROJECT DESCRIPTIONS

In undertaking the historic preservation program, many projects will be planned, managed, and completed in order to preserve the historic integrity of Deadwood. Gaming revenues may generate as much as \$6 million to \$7 million per year which will need to be budgeted toward projects that ensure the preservation of Deadwood. Some projects will be started and completed as one effort, others will be on-going yearly functions. In each case, the justification must be based on historic preservation purposes. For projects to qualify as historic preservation efforts warranting the investment of gaming revenues, they should:

- Assist in the preservation of historic resources;
- Plan, organize and manage preservation and restoration activities;
- Restore historic buildings and features;
- Appropriately change historic buildings;
- Appropriately change the historic environment;
- Provide city services to historic resources;
- Use history to inform and entertain visitors;
- Market the historic community to visitors;
- Improve the appearance of the city;
- Protect historic resources from inappropriate development.

Based on this Comprehensive Historic Preservation Plan, a series of projects will be undertaken. Later sections of this plan describe what these projects are, where they are located, their relationship to historic preservation, how they relate to other projects, and how they might be prioritized for funding. It is important that Deadwood set policies to guide the expenditures of funds, monitor on-going operations, and measure performance for projects undertaken to complete the Comprehensive Historic Preservation Plan. By law, these policies must be consistent with those of the State Historical Society Board of Trustees.

Five major categories of projects and activities provide a method of organization for a series of diverse projects. These five categories are:

1. Administration
2. Surveys/Studies/Services/Protection
3. Programs
4. Restoration/Renovation Projects
5. New Facilities Development

ADMINISTRATION

To effectively manage a multi-project preservation effort, the City of Deadwood must support a larger budget and staff than would normally be necessary to manage ordinary functions of cities of comparable size. The city will be supporting additional staff and funds for the following organizations.

- The City of Deadwood Planning and Preservation Department
- The Chamber of Commerce for promotion efforts

- The Adams Memorial Hall Museum for museum operations
- The City Library for document archives
- The City for regular technical workshops for HPC members
- The City to fund travel, education, memberships and meeting expenses for elected and appointed officials

SURVEYS/STUDIES/SERVICES/PROTECTION

This category of projects includes a variety of surveys, plans, documentation and evaluations, feasibility studies and historic research. These projects will provide the background and research regarding future projects to be undertaken. Projects which fall into this category are:

- Historic Architectural Survey
- Deadwood Historic Documentation
- Archaeological Survey
- Policy Plan/Revisions to Historic Preservation, Zoning and Sign Ordinances
- Specific Historic Area Plans
- Master Plans: Water Supply, Flood Control, Drainage, Hazards
- Historic Structures Reports: Slime Plant, CNWRR Depot, Recreation Center, Carnegie Library, Post Office, Adams Memorial Hall Museum, rodeo grounds, Mount Moriah Cemetery
- Architectural Feasibility Studies: Depot Restoration/Fire Station/City Hall
- Railroad Property: Historic Research/Development Plan
- Theme studies for Interpretive Program

PROGRAMS

These on-going functions are not tied to specific facilities or major construction projects. They include a revolving loan fund, marketing and promotion, general items related to preservation efforts and improvements of general benefit to the historic district, such as lighting, signage, general utility work, signalization, shuttle service and maintenance. Based on an approved overall program, these items would be budgeted for a year. Examples of projects which fall into this category are:

- Revolving Loan Fund
- Historic Marketing/Promotion
- Historic Interpretive Program
- Historic Signage Program
- Sculpture/Artwork
- Historic Facilities Maintenance Program
- Historic Lighting Program
- Architectural Salvage Program
- Utility Undergrounding Program
- Employee Training Program
- Deadwood Fire Department General Fund Budget

- Mount Moriah General Fund Budget
- Urban Archaeology Program

RESTORATION/RENOVATION PROJECTS

Many of the publicly-owned historic resources in Deadwood require some form of renovation to address immediate problems related to roofs, walls, structural and mechanical systems, interiors and utilities. Other historic resources may require restoration of the original appearance in addition to addressing problems of deterioration. This work should be guided by historic structure reports that make specific recommendations to mitigate problems based on an evaluation of the building and its significance. This is the heart of the effort to ensure lasting preservation of these historic resources. Examples of projects which fall into this category are:

- Main Street Improvements: Utilities, Fire Protection, Street, Walkways, Intersections, Lighting, Signage, Street Furniture
- Sherman Street Improvements: Utilities, Fire Protection, Street, Walkways, Intersections, Lighting, Signage, Street Furniture
- Denver Street Improvements: Utilities, Fire Protection, Street, Walkways
- Lincoln and Jackson Streets Improvements: Utilities, Fire Protection, Streets
- CNWRR Depot Restoration: Visitor's Interpretive Center (new facility) and related site development
- Carnegie Library Renovation
- Adams Memorial Hall Museum Renovation
- Recreation Center Renovation: Dehumidification System, Interior Renovation
- Rodeo grounds Renovation
- Mount Moriah Cemetery Renovation
- Lawrence County Courthouse Interior Renovation
- Slime Plant: Purchase, Renovation, Museum, Mixed-Use Development
- Signalization/Intersection Improvements

NEW FACILITIES DEVELOPMENT

These projects relate to improving the setting of historic resources and their interpretation, relocating city facilities to allow for renovation of historic buildings, construction of new facilities for information and interpretation, recreation of lost historic resources, and mitigating impacts. Examples of projects which fall into this category are:

- City Hall: Relocation, New Facilities Construction
- Fire Station: Relocation, New Facilities Construction
- Parking Lots: Construction and Improvements at Lower Main Street, Miller Street, Railroad Property
- Deadwood/Shine Streets Realignment — Main to US Highway 14A: New Street, Signalization, Plaza, Heroes Walk, Lighting, Signage, Street Furniture, Information Kiosk
- Deadwood Street Redevelopment — US Highway 14A to Sherman Street: Plaza, Heroes Walk, Lighting, Signage, Street Furniture
- Information Pavilions at City Entries

- Whitewood Creek Redevelopment: Creek Improvements, Trail System, Interpretive Programs
- History Center: Research, Educational and Archival Storage Facility
- Railroad Museum and Reconstruction: Railroad Property
- Business and Industrial Park: For Relocation Purposes
- Historic Residential Development: Prototypical Burnham Neighborhood Affordable Housing

These projects are described in more detail in other sections of the Plan as they relate to transportation improvements, the Interpretive Plan, the Urban Design Plan, Community Open Space/Landscape Concept Plan, the Marketing Strategy, and various actions under critical issues.

**CONCEPTUAL INTERPRETIVE PLAN FOR
HISTORIC RESOURCES**

CONCEPTUAL INTERPRETIVE PLAN FOR HISTORIC RESOURCES

The interpretation of the resource base is contained in the chapter titled **CONCEPTUAL INTERPRETIVE PLAN FOR HISTORIC RESOURCES**. The first step in an interpretive plan is the determination of goals and objectives. While goals and objectives have been implicitly and explicitly stated throughout this document, no separate section for goals and objectives has been created; however, the overall goal is clearly described in this chapter. The chapter also describes the interpretive themes from the history of Deadwood and the various audiences to be reached with the interpretive themes, including local residents, heritage tourists, and gaming tourists. It is important to understand the characteristics of these populations in order to know what techniques and what resources are available to educate these various groups. For this purpose, an overview of the architectural resources, historic personalities and historic events is included. A review of typical and not-so-typical interpretive tools is provided, including private interpretive activities. It is important to note that in the past year, over 85 gaming establishments have opened and many have included renovation or restoration. The City has not yet purchased and renovated any buildings, but is evaluating the purchase of buildings, and restoration of their existing ones. This chapter concludes with features of proposed interpretive facilities, which include 16 major projects. One of the primary on-going activities of an interpretative plan is further documentation. Research must continue in order to learn more about the history and prehistory of Deadwood. As new information is developed, such information needs to be incorporated into the interpretive system. Therefore, on-going research activities are a critical part of long-term interpretive planning.

The dictionary defines the word interpret as "to explain or tell the meaning of, present in understandable terms; to conceive in the light of individual belief, judgment or circumstance; to represent by means of art or bring to realization by performance; or to act as an interpreter between speakers of different languages." All of these define the meaning of historical interpretation. The challenge of interpreting the historic resources of Deadwood is to develop a program that allows a widely-varied public to understand equally-varied historic resources. From a preservationist's standpoint, Deadwood represents a living historic environment, a repository of cultural artifacts, and an above-ground archaeological site.

INTERPRETIVE THEMES

The first step in developing an interpretive plan is determining the story to be told through the interpretive themes. Historians typically develop highly detailed and academic categorizations of historic themes to help them interpret the continuum of historical events. This kind of detailed approach rarely grabs the attention of the lay person. Because the audience for Deadwood's history is composed primarily of lay persons, interpretive themes have been chosen that will be appealing to this broader audience.

The following historic themes are both significant in Deadwood history and appealing to the general public:

Euro-American Exploration

Mining, Minerals and Extractive Industries

- Exploring for Gold
- Gold Rush
- Mining
 - Processes
 - Equipment
 - Mines
- Extraction
- Commercial Support

Transportation

- Trails
- Bull Trains
- Stagecoach
- Railroad
- Automobile

Community Development and Social History

- Frontier Boom Town
- Characters, Criminals and Justice
 - Saloons and Entertainment
 - Ethnic Groups
 - Bordellos and Prostitution
- Buildings
- Fire and Flood
- Black Hills Economic Center
 - Banking
 - Mineral Processing
- Tourism
- Deadwood Community Leaders
- Newspapers

This listing is not meant to be exhaustive or highly detailed; however, it does represent the major themes associated with the history of Deadwood and ones that will allow Deadwood to tell its colorful story for all kinds of visitors.

AUDIENCE FOR THE INTERPRETIVE THEMES

The audience for these themes can be categorized into three different groups that will overlap to some degree: the local residents of Deadwood, heritage tourists, and gaming tourists. Each group requires different techniques to attract them effectively, and their interest in history will vary significantly. One of Webster's definitions of interpret says that it is to act as an interpreter between speakers of different languages. Each of these groups may understand information in different ways and require the interpretive plan to tell the story to it in a way it can understand. A parallel to the challenge of conveying a sense of Deadwood's history to the cross section of people who visit the community may be found in the classic novel *Moby Dick*. On one level, Herman Melville had to write an engrossing sea-going adventure that captured the reader so completely the book could not be put down. Melville then had a captive audience for his more important underlying examination of human nature. There are those in the *Moby Dick* audience who have neither time nor patience for the long tale, and perhaps get a superficial version of the adventure story from a classic comic book. To continue this analogy, it is an objective of an interpretive plan to get

the equivalent of the comic book reader to become intrigued enough to read the novel, or in Deadwood, to become intrigued enough to learn about Deadwood's history.

Part of the challenge in reaching an audience is finding appropriate interpretive techniques. Such techniques will be discussed later, but before doing this, the characteristics of the three groups composing Deadwood's audience will be described in general terms.

LOCAL RESIDENTS

It is clear that the better educated the residents of a historic community are about their local historic resources, the more effectively they impart that information to visitors, and the more pride they will have in the community. Gaming revenues provide an excellent opportunity to create a program that can significantly involve the local population in the following ways: by developing programs in the schools for education about local history that is taught in the classroom, on field trips, and as part of on-going projects in archaeology and historic documentation; by providing targeted projects to involve various social groups and fraternal organizations, for example, in the development of a small park commemorating the contribution of social or fraternal groups to the development of the community could actively involve this portion of the community; there are a number of Deadwood businesses that have historic roots, and given some opportunity and direction might have historic photographs, records of transactions, and even old merchandise. These businesses could display such materials, and/or might donate historic resources in their collection to the historic archives to be developed as part of the new City Hall project; local churches could focus their attention on their history and bring greater attention not only to their buildings, but also to the changes in their churches over time and the contributions each has made to the community; retired citizens could be active in the interpretation of the history of the community, not only through their own oral histories, which could be documented and made part of historic archives, but also by acting as tour guides or docents for visitors, and by giving talks to the younger generations at the schools.



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WAITING FOR A PARADE IN FRONT OF DEADWOOD MIDDLE SCHOOL

THE TOURIST

A great deal of necessary information about the tourist is required in order to attract this group as an audience. This information would include considerations such as how many are couples, how many are family groups, what are the ages of the heads of households, how long they will stay, and other similar information. The development of an on-going survey program to elicit more information about current and past visitors is strongly recommended. The resulting information would be used to shape the interpretive program, and follow-up surveys would be conducted to evaluate how successfully the interpretive program educated visitors about the history of the community.



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STREET SCENE OF THE VARIETY OF DEADWOOD TOURISTS

There are a number of historic museum villages, such as Greenfield Village in Michigan, Old Sturbridge Village in Massachusetts, and Williamsburg in Virginia. Elements of each could be used as models for Deadwood. All of these are museum communities; however, the tourist may view Deadwood as a museum community and expect the same kinds of activities. Discussion of the range of concerns of each of these communities is provided in "Levels of Treatment" in **HISTORIC RESOURCE MANAGEMENT**.

Tourists can be informed and directed through pathway systems, interpretive signage, and a variety of other techniques which are brought directly to the tourist. By knowing typical tourist movement patterns, the interpretive program can be located to expose the tourist to as much information as is reasonable along these routes. Nodes can be located so they become tourist destinations in and of themselves, such as the Visitor's Interpretive Center, a parking lot, and rest stations.

To a substantial degree, tourists are coming to the community with eyes wide open. They are ready to absorb information and experience Deadwood. The quality of that experience is the responsibility of the community and can be strongly affected by accessibility; a wheel-chair bound individual who cannot get up the stairs into a museum, a blind person on a walking tour where signage is not in Braille, the foreign visitor who does not speak English, and the family who are limited from bringing their children into an establishment where there are legal restrictions related to age may have a difficult time experiencing Deadwood. Consideration needs to be given to removing such barriers. The tourist comprises an easy audience to reach once their characteristics are understood, because they wish to be entertained.

THE GAMING TOURIST

Very little information has been developed regarding the profiles of Deadwood's gaming tourist, although it is fairly certain that this is a more difficult group to attract than either of the other two groups. In many cases, a tour bus pulls up to the hotel or gaming hall early in the morning, the tour group goes directly to the slot machines where they become totally focused on the display in front of them. The diversions from placing money in the slot machine are basic — food and a trip to the restroom. There are also those who have come to Deadwood to see the community as well as to entertain themselves by gaming. Based upon interviews with people visiting gaming establishments, most visitors fall into this latter category.



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GAMING IN THE FRANKLIN HOTEL LOBBY

Several important elements distinguish a gaming experience in Deadwood from a gaming experience in Las Vegas, Nevada. Las Vegas has more extensive entertainment, including recreation facilities, nightclubs, and overall glamour. On the other hand, Las Vegas strives to create an atmosphere, while Deadwood already possesses an authentic historic atmosphere. With the opening of recent hotels, Las Vegas has been attempting to create more exotic environments in order to attract and entertain gamers. The more Deadwood can project its true character of a 19th century mining and commercial center, the more it can provide an attractive and entertaining atmosphere for gaming that will enhance the chances for economic success. The more

diversity that can be provided, the greater the likelihood that the visitor will return, because they won't feel they have seen it all, done it all, or experienced it all. This desire to return to a community to see the familiar and to explore the new is the primary attraction in communities such as Carmel, California, and Santa Fe, New Mexico. There is a diversity of experiences available, related to both the natural environment and the commercial environment, and the visitor is encouraged to return again and again, with each visit lasting longer.

A conflict has begun to develop between the gaming establishments and other interests in Deadwood regarding the management of the gaming tourist. The gaming establishments would like the visitor to stay in their businesses to provide maximum gaming revenues, while other types of businesses want their share of that same visitor. It has become increasingly evident in communities such as Las Vegas that diverse experiences are important factors in developing repeat visitation. Diverse experiences will create not only a desire to return to the community, but also a desire to spend more days in the community in each visit. Longer stays mean greater opportunities for all businesses within the community. These conclusions have been born out through interviews with visitors. Learning about the historic resources of the community and gaining a deeper appreciation of the history and development of the community are important to that visitor's experience.

THE RESOURCES

Deadwood possesses diverse historic resources. These include archaeological artifacts, buildings, cityscape, people, and events. Deadwood also has natural resources which have been a factor in helping to shape the history of the community, including streams, steep hillsides, rock formations, and mineral riches. The community has a variety of existing interpretive facilities that are both publicly and privately operated. While it is significant that the facilities are located in historic buildings, it is actually the activities within the historic buildings that are of primary importance to this interpretive plan.

ARCHAEOLOGICAL RESOURCES

Gaming revenues provide an opportunity to uncover and document the archaeological resources of the community. These resources become the foundation of understanding what is no longer visible. The patterns of development of the community can be more readily seen through building outlines and the artifacts which may be uncovered through archaeological investigation. To date, very little archaeological work has been completed, and what has been completed has been without the benefit of an overall master plan. The most significant archaeological work is probably yet to be done. With the completion of the proposed historic research center in City Hall, artifacts recovered through archaeological investigation can be evaluated in a laboratory setting.

It is particularly important that building foundations which may be excavated be interpreted in such a way that they fit into the themes previously described to provide the visitor with a vision of the historic community that no longer exists. Examples of such interpretation may be related to the ruin of the building rather than to a complete structure, such as its destruction by flood, destruction by major fire, destruction by man, or as the site of an earlier structure replaced by a later structure. It might also be important to document missing buildings that are of interest to the tourist, such as the bathhouse used by Wild Bill Hickok, Preacher Smith's house, Wild Bill Hickok and Charlie Utter's campsite, and an opium den.

While there are many ways to display archaeological resources, all of them must be examined in light of the need to protect such resources from vandalism. This has been one of the greatest challenges in the field of archaeology. In some cases, archaeological sites may be excavated and reburied.

ARCHITECTURAL RESOURCES

Deadwood has an excellent inventory of historic architectural resources. Deadwood's buildings represent different types, such as residential, commercial, institutional, and industrial, and are of varying architectural styles. There are also site-related resources such as stone retaining walls, wood cribbing walls, bridges, tunnels, and water conveyances. Deadwood has two cemeteries with historic headstones and original fences. Mount Moriah is the most notable, primarily for the well-known persons from Deadwood history buried there. The cemeteries are in improving condition, having had significant work done over the years. While recent restoration has been more knowledgeable, much work is yet to be done, including perimeter fencing, ironwork and masonry delineating individual plots, and signs.

There is difficulty in properly interpreting a diverse range of historic resources, and to develop sufficient understanding to carry out proper preservation and restoration work is a challenge for the development community as well as the lay person. The preservation and resulting enhancement of the image of the community is a primary goal of the overall historic preservation program of Deadwood. It is important to interpret the architectural characteristics of these buildings, including the details, the materials, and the elements of each architectural style to the public. When interpreting a historic material such as brick, for example, information such as the fact that it was a fire-proof material, that it was locally-manufactured and usually of poor quality, that the industrial revolution increased the quality of the brick, and that businessmen such as Sol Starr and Seth Bullock were owners of one of the local brick kilns, gives the visitor a real understanding of that particular material. Cast-iron storefronts, native stone construction, and other architectural elements offer similar interpretive opportunities. Unfortunately, there are no historic resources from Deadwood's very early period, because the temporary structures of log and canvas were demolished for better buildings, lost to fire or neglect. Reconstructions of some early commercial and residential structures may be a future project for the city.

A discussion of the architectural development of the community has been included in **HISTORICAL AND ARCHITECTURAL CONTEXT** of this document and in the Downtown Design Guidelines. For the purposes of interpretation, focusing on some of the major landmark structures is important. A number of these structures have not yet been restored, and although all are in some stage of restoration, none are completed. These structures include the Bullock Hotel (Ayres Block), the Fairmont Hotel, the Franklin Hotel, and the Slime Plant. A number of other significant buildings are located along Sherman Street, and although they are not necessarily designated as landmarks, they will be important to interpreting the historic architecture once they have been renovated.

Equally important to the interpretation of architecture is to upgrade buildings that are non-contributing to the historic character of the community to make them more compatible. Such structures are located throughout the residential neighborhoods and there are also non-contributing buildings in the commercial area. Along with the more appealing efforts to preserve landmark structures, it is equally important to improve

the intrusive buildings so they do not detract so strongly from the nearby historic buildings.

At the present time, interpretive facilities in the community include the privately-owned wax museum, the Carnegie Library, the Days of '76 Transportation Museum, the Adams Memorial Hall Museum, and in nearby Lead, the Black Hills Mining Museum. In addition, there are a number of nearby mines used to interpret mining, such as the Broken Boot Mine and the open pit of Homestake Mining Company. There are no industrial interpretive exhibits in Deadwood, leaving the whole aspect of mining and processing of ores out of the visitor's experience. The Slime Plant offers a potential location for interpreting Deadwood mining.

Most historic themes can be linked to existing historic architectural resources, but some will be more difficult to portray; for example, the Chinese population and the structures in which they lived and worked. Both the people and the buildings are gone from Deadwood, leaving little evidence behind to illustrate the contribution of the Chinese to the community. Each of the historic themes must be evaluated to determine whether adequate architectural resources remain to convey the historic theme, the condition of the resource, and the degree of effort required to interpret them both individually and as part of a system of interpretive resources.

HISTORIC PERSONALITIES

There are a number of heroes, heroines and genuine characters from Deadwood history that have gained world-wide fame. The fame of some of these personalities is part of the local folklore, while others made real contributions to the development of Deadwood: both should be a part of the interpretive plan for Deadwood. Most of the Deadwood personalities can be linked to historic sites that are still in use by the community. Others may have to be identified at their cemetery plot, while a few cannot be linked to any existing physical resource.

Along with the already well-known names, some of the more common people need to be brought to the attention of the public in order to illustrate what it was like to be a common miner in 1877, what it was like to be a school child in 1882 or what it was like to work as a store clerk in 1887 in Goldberg's grocery. The difficulty in portraying these individuals is a lack of information about their daily lives. It is important to seek out diaries, journals and letters of such anonymous individuals and use this information to help give today's public insight into what it was like to live in that day and age.

HISTORIC EVENTS

Deadwood is a community with well-known historic events. Many episodes from the history of the community have reached epic proportions in the folk tales of the West, such as the shooting of Wild Bill Hickok or the murder of Preacher Smith. Other events are almost equally notorious, such as the killing and associated robbery of the Cheyenne-to-Deadwood stage. While these historic events are exciting, they are also part of the larger story of the lives which were characteristic of frontier life in Deadwood. To convey a proper sense of time and place to the visitor, the events must be fleshed out with historical facts so that the visitor begins to see how it was; for example, the reenactment of the trial of Jack McCall using jurors picked from among the on-lookers has been very successful at involving people in that drama and making them a part of it. This type of living history event is particularly potent in its effect on

people, as they begin to relate that special historical event of long ago with their own lives and times.

INTERPRETIVE TOOLS

A recent book by the National Trust for Historic Preservation entitled *If Walls Could Talk: Telling the Story of a Historic Building to Create a Market Edge* can be particularly helpful to private owners in interpreting their buildings. The interpretive tools this publication describes is provided below as a starting point:

- Literature and Publications
- Public Media and Presentations
- Tours (guided and self-guided)
- Artifacts
- Photographs
- Audio-Visuals
- Exhibits/Displays
- Artwork/Craft
- Structural Interpretation

The advantages and limitations of each of these tools are described in this book and include the following:

PUBLICATIONS/LITERATURE

Advantages

- Portability
- Relatively inexpensive
- High souvenir value
- Wide variety of illustrative techniques can be used
- Suited for presenting sequential material
- Can be read at visitor's pace
- Easy to revise
- Can be produced at various levels of detail

Limitations

- Lengthy text discourages use
- Can be source of litter
- Poor design reduces interest
- Storage, handling and accountability required
- Ease of production encourages use in place of more appropriate media

GUIDED TOURS

Advantages

- Provide opportunity for dialogue
- Require no structural changes
- Adapt easily to specific audiences
- Provide personal touch
- Encourage community participation

Limitations

- Restricted to scheduled times
- Accommodate a limited number of people
- Present liability issues
- Require training and monitoring of tour guide

AUDIOVISUALS

Advantages

- Capture realism & provide emotional impact
- Good introductory programs
- Good for sequential stories
- Opportunity for dramatization
- Reach many visitors at one time
- Can illustrate before and after effects

Limitations

- Best when used under controlled for situations
- Require backup equipment, regular maintenance and monitoring
- Can be perceived as sterile or impersonal
- Can be a visual or auditory intrusion
- Poor when used for detailed orientation, such as how to get there

EXHIBITS/DISPLAY

Advantages

- Viewed at visitors' own pace
- Can display artifacts associated with site or story
- Promote visitor participation
- Can be complemented with other media
- Can be designed for indoors or outdoor use

Limitations

- Sensitive to deterioration
- Require security and maintenance

Other tools that are important to consider for use in Deadwood include interpretive trail systems, kiosks, a Visitor's Interpretive Center, visitor's pavilions at the entries to the city, small parks, street theater, third-person living history exhibits such as a blacksmith, and the development of a major museum. Of particular importance are an employee training program, using sculpture to interpret Deadwood's historic personalities, and providing specific special interpretive events at historic areas such as Mount Moriah and the rodeo grounds. Street theater, such as the Trial of Jack McCall, becomes an effective way to not only dramatize a historical event, but also to actively involve the tourist as a participant in its recreation.

Interpretive tools described above are only some of the available ones, and the only real limitation to interpretive techniques is the imagination of the interpreter. Every communication device can be a potential part of this effort. The private sector has undertaken some interpretation in commercial establishments. Following are a few examples of historic interpretation by the private sector that provide some insight as to how the private sector can participate in the interpretive effort.

Restoration of the Howe Building

This building has been restored to its former use as a banking facility. In the restoration, the original woodwork in the banking lobby and the original flooring has been restored. The overall effect evokes a sense of turn-of-the-century banking for today's banking customers, and the renovated building is on display to the general public. The character of the space and the detailing has been restored, and other than the contemporary dress of the tellers and the fact that very few clients will be weighing gold as part of their deposits, this bank conveys a sense of historic time and place to customers and visitors alike.

Callahan's Saloon in the Franklin Hotel

Callahan's Saloon is named after one of the stagecoach drivers of the Cheyenne-to-Deadwood stage and celebrates the history of that stage line. As a part of the interior design, items that were owned by Callahan are displayed, including his rifle. In the future, reproductions of items used on the Cheyenne-to-Deadwood stage will be included, which may include a buffalo robe coat, strong box, driving gloves, etc. The table tops in the saloon have maps of the stage route from Cheyenne to Deadwood, including special historic events that occurred along the stage route, as well as the location of each of the stage stations. These are done on leather under glass table tops and allow the route of the stage to be followed from beginning to end. Future plans also include a wall mural depicting the stage traveling its route.



DESIGN BY DICK ROBINSON OF TSP

RESTORATION AND REPLACEMENT OF LOBBY,
FIRST WESTERN BANK IN THE HOWE BUILDING

Eagle Bar

The renovation of this space as the Eagle Bar returned the historic name to the property, reused the historic cashier's cage, restored the mezzanine level that is presently used as a stage, just as it was used historically. The original stairs were uncovered and restored. Historic photographs were also used as documentation for the facade restoration.

Goldberg's

The difficult task at Goldberg's was the conversion of a grocery store/soda fountain into a gaming casino/soda fountain/restaurant while retaining as much as possible of the historic character of the earlier uses. The original tin ceiling was restored, the soda fountain continues to be used for its original purpose, and the owners are exhibiting photographs of the building from various time periods as they find them.

Serious historic resources demand serious historic interpretation. The owners must be serious about historic interpretation. They must hire craftsmen who are devoted to preservation principles and construction techniques, including both contractors and architects. The city government needs to display a consistent policy related to private historic interpretation that is directed, coordinated and focused in order that Deadwood can present itself as a true historic community. Visitors to the community must leave with the sense of Deadwood's historical integrity and quality or they are unlikely to return. If the private sector in Deadwood continues to complete projects that are unconnected to the history of the community by presenting a superficial facade of history, the individual businesses do themselves and the community a disservice. Individual businesses must become more responsibly involved with the historical interpretation program.



HISTORIC GOLDBERG'S GROCERY

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FEATURES OF PROPOSED INTERPRETIVE FACILITIES

In developing the conceptual interpretive plan, several features are considered to be critical to its overall success. While the goal of a full-scale interpretive plan is an orderly evaluation of interpretive themes and their relationship to historic resources, along with the selection of the most effective interpretive tools, there are opportunities for interpretation of which the city should take immediate advantage. These projects can significantly enhance the visitor's experience and can provide an immediately-enhanced understanding of the community.

VISITOR'S PAVILIONS

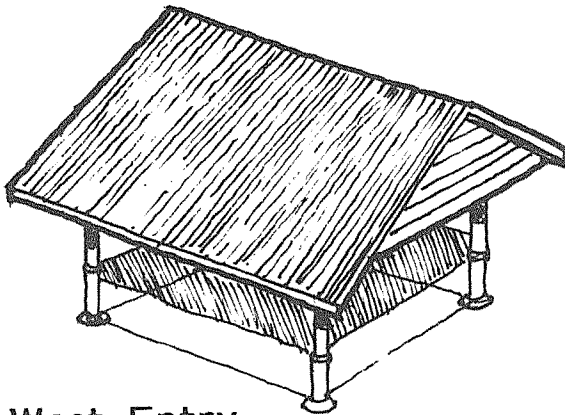
A visitor's pavilion should be located at each of the entries to Deadwood as the first effort to reach the visitor with information about the community. As envisioned, these pavilions would contain an orientation map, showing locations of major roads, the Visitor's Interpretive Center in the downtown, the downtown commercial areas, the trail system, major museums, and other significant features of the community. The primary purpose of the map is to get people oriented to the community. Using this information, the visitor can follow the most direct route to a parking lot, which by itself will lessen traffic congestion downtown. Additional detailed information on the various Deadwood resources would be keyed to the map and would be supplemented by information on other displays within the pavilion.

Another interpretive device in the pavilion is a recorded history that would be relevant to the area of the community in which the pavilion is located; for example, at the pavilion on the road entering Deadwood from Sturgis, the view is of the mining industrial area where processing plants were located. A history of mining in this area in a recording would be played by the touch of a button. This message could record the personal memories of one of Deadwood's older citizens who worked in a mill. Motion detectors could also activate a welcoming message to the community. These two recordings can provide a human touch to what is otherwise an impersonal environment.

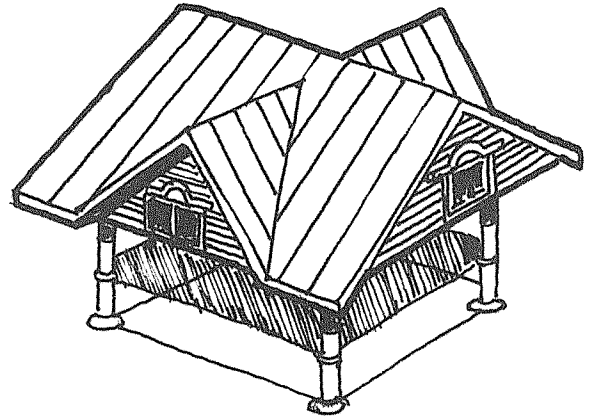
Other exhibits in the pavilion would provide information about specific resources, such as mining, and could provide historic pictures of structures that may have once existed within the visitor's view from the pavilion. Additional display boards in the pavilion would be available for providing information on special events during the year and upcoming activities at the museums and Visitor's Interpretive Center. Still other displays could be devoted to special features, such as the history of the Chinese in the community.

Design features of the pavilions would include its structure, roof, materials, and color. The support structure for the roof could be cast iron columns of a contemporary design that will not be mistaken for historic but will evoke a sense of the past by the use of the historic material. Open-air pavilions were characteristic of many downtowns, and in fact, Deadwood did have an open-air pavilion used as a bandstand in the downtown area. It is strongly recommended that the roof structure of the pavilion be characteristic of the buildings of the area in which it is located, so for example, at the Sturgis entrance, the roof structure would be red-painted galvanized metal with a series of shed roofs and dormers that were characteristic of the industrial buildings connected with the industry of mining.

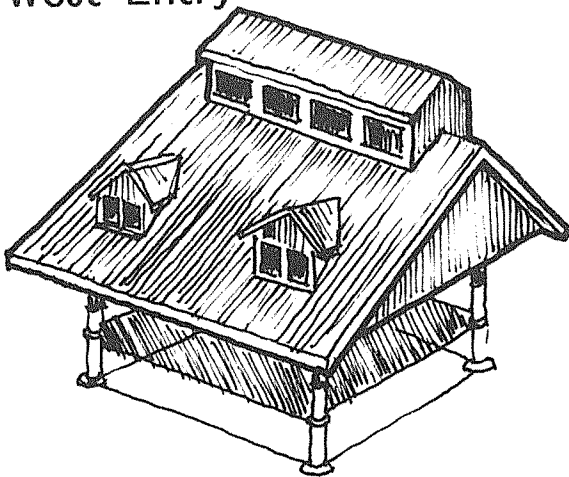
Similarly, pavilions at the other three entries would reflect the roof shapes of the architecture of those areas. Thus, all pavilions would harmonize with historic buildings but would be identifiably of a contemporary time period. The signs conveying information in the pavilion would of enamel baked onto steel plates. This process is quite resistant to vandalism, can reproduce very detailed photographic images accurately, and also can be executed in all colors.



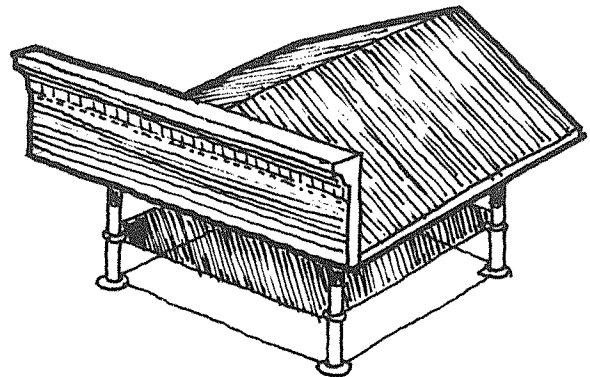
West Entry



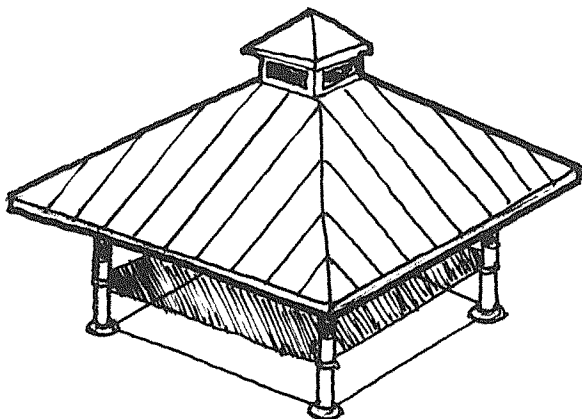
East Entry



North Entry

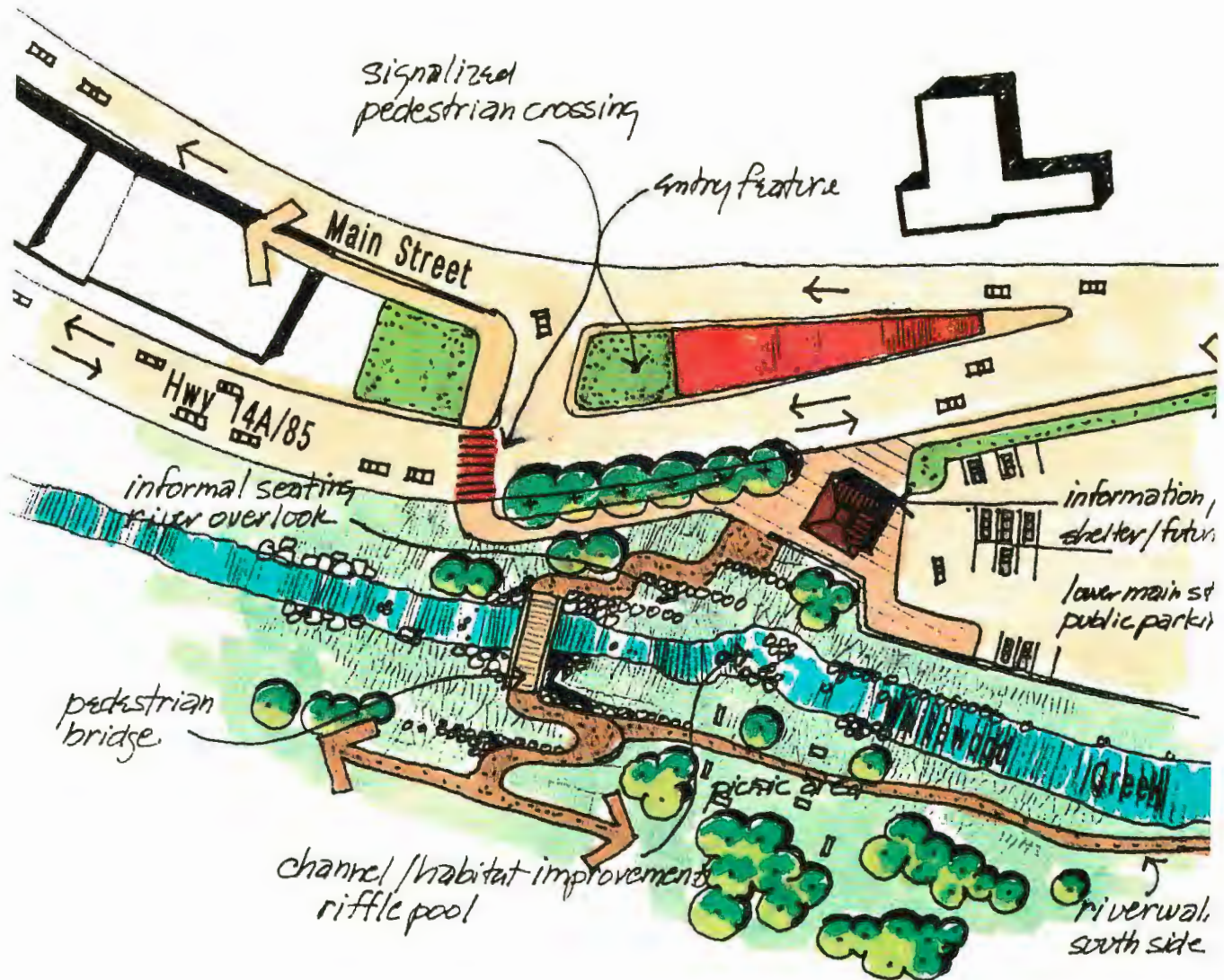


South Entry



Downtown Gateway

INFORMATION PAVILIONS ROOF CONCEPTS



LOWER MAIN STREET INFORMATION PAVILION

COORDINATED GRAPHICS FOR SIGNS

Having established the materials and colors of the pavilions, overall coordinated graphics for signs for the community should be established. The sign graphics should evoke the historic character of the architecture of the community and should continue the color scheme developed for the pavilions. The use of cast iron poles to hold the signs is suggested. The signage should have a recognizable continuity; for example, a consistent border, shape, colors, and typeface. The signs themselves would have different messages including the location of parking, location of and directions to museums, directions to the Visitor's Interpretive Center, directions to interpretive trails, locations of parks, and other public facilities. It is extremely important that a system of signs is consistent in design because this will make such signs immediately recognizable, giving even the most casual visitor a sense of knowing the community. This will allow resources to be discerned more quickly, reducing confusion, and creating less traffic congestion.

The use of international symbols should be avoided because these are very contemporary in appearance, and are not appropriate in visual character for a historic community. To indicate a bicycle path, the city might use a high-wheeled bicycle instead of a modern stick figure. The graphic designer must understand the important design criteria prior to designing the graphics. Distinctiveness should be one of the primary objectives, letting the visitor know that he or she is in Deadwood.

VISITOR'S INTERPRETIVE CENTER

The Visitor's Interpretive Center should be located in the existing Depot presently used as City Hall. The Urban Design Plan makes specific suggestions for redevelopment of the site, which are summarized below. The site should provide space for a variety of interpretive activities on a hard-surface parking lot, as well as by closing the north end of Siever Street behind the Adams Memorial Hall Museum. The space created by closing Siever Street is acoustically isolated to a sufficient degree that outdoor concerts, street plays, and other activities could be accommodated. Interpretation of mining should be part of this site, including an area where a permanent exhibit representing placer mining operations could be portrayed. This could be accomplished using sculptures so that visitors could see an isolated moment of placer mining. The remainder of the site should provide adequate green space for visitors to sit in a comfortable environment. This green space, along with other areas of the site, could be used for temporary displays, such as an exhibit of an early miner's cabin with log walls and canvas roof.

It is particularly important to respect the fact that the original railroad tracks ran through the site. This might be done by using a contrasting paving pattern representing the tracks, with two colors of stone to replicate rails and ties on the original track side of the building. The fact that the Visitor's Interpretive Center was originally a depot should not be lost.

The two functions that will be accommodated in the building will be the Chamber of Commerce and historic interpretation. The Visitor's Interpretive Center should orient the visitor to the community and its businesses, as well as to the historic resources of the community. Interactive displays, video and/or slide exhibits in a small auditorium, video display pedestals, exhibit casework, and artifact display would all be appropriate presentation techniques. This would be an excellent location for a model or models of the community, showing various stages of development from 1876 on. It

is important that all significant historic themes are presented to some degree at this site and that several of the themes are developed in depth. The themes selected for in-depth development should be ones that cannot be interpreted at other sites in the community. The program for the interior development of this facility should be coordinated with the overall interpretive plan for other facilities in the community.

It is recommended that a small kitchen be constructed in the Visitor's Interpretive Center that could function in support of visitor events as well as allow for cooking demonstrations related to the history of Deadwood, a very popular type of event in other locations. A small gift shop that could focus on local histories and local products should also be provided.

HISTORIC WALKING TOUR OF DOWNTOWN AND ENVIRONS

Historic walking tours should be researched and developed with appropriate support material. This support material generally should take the form of a brochure for the casual visitor, a booklet that would be for sale for those who wanted a more intensive experience and that would include a guide to the architecture of the community derived from survey work, and an audio tape that could be rented and returned at the end of the walking tour. It is recommended that these materials be translated into a number of languages, including French, German, Italian, Spanish, Japanese and Chinese. The walking tour should be keyed to a sign system so that participants of the tour can be certain that they are on the correct route. As an example, Boston's Freedom Trail has been extremely effective by using a paving system. This is not appropriate for Deadwood; however, a coordinated sign system can be an equally effective method of orienting a tour participant.

Historic Trails

As part of the comprehensive historic preservation planning process, there was extensive help from several individuals in the community to create the basic layout of a historic trail system. This trail system includes walks along the creeks as well as on the hillsides. One of the trails along the creeks follows a major ditch that was developed to supply water for placer mining. There are several interesting natural areas, such as rock formations, as well as areas of historic interest such as Mount Moriah. The historic residential neighborhoods can be integrated into this trail system and other features, such as the St. Ambrose Cemetery in the Burnham neighborhood, can be included.

Markers should be placed along the trails explaining not only items of interest immediately alongside the trail, but also points of interest at mid- and long-distances from the trail, in order to reinforce some of the themes that each trail would illustrate. Sections of the trail would be devoted to specific historic themes and several of these would overlap. It is particularly important that the trail system connect with the public parking lots, thus providing an alternate route into the downtown area. This could take advantage of the natural pedestrian traffic in this direction to provide visitors with an informative picture of the history and development of the community.

In addition to signage, several displays of a larger scale might be developed, and could include sculpture as well as places where a pedestrian could stop along the trail, perhaps at an overlook or other site of natural beauty where multiple panels would describe certain characteristics related to the history of the community. The incorporation of historic photographs from these points would be important. Photographs were taken from these overlook points over time, and there are a number

of photographs available showing the changes in the community. These would be good locations to provide photo-documentation of the change in cityscape. Photographs could be supplemented by maps on various panels.

Heroes Walk

As part of the downtown redevelopment project/Urban Design Plan, the creation of a Heroes Walk has been recommended. The location at Deadwood Street will help to link Sherman Street and Main Street together. The concept is to focus on a number of personalities that are considered to be part of the history of the community. Heroes Walk should include descriptive material on each of these people as well as a sculptural representation. There might be some distinction between, for example, rascals and pillars of the community. This distinction could be denoted by rough stone bases for the rascals and smooth stone bases for upstanding citizens.

The descriptive material should relate biographical information about each person and some colorful story. The information on people who have become larger than life, such as Calamity Jane and Wild Bill Hickok, should be presented in such a way as to illustrate the development of their myths in the folklore of the West. It is recommended that as part of the development of this walk, as well as some of the other aspects of the Interpretive Plan, an advisory board be formed which would include some historians of Deadwood, as well as experts on the development of the West. A number of unsung heroes could be featured along Heroes Plaza to illustrate historic themes in such a way that parallels could be drawn with current life; for example, many miners lost their lives in the mines, and there might be a memorial to the common miner as part of the Heroes Walk. These are the kinds of sculptures in front of which you find visitors posing for photographs, and which may help to readily identify Deadwood. It is anticipated that the Heroes Walk would be on the main path traveled by most pedestrians and therefore provide maximum exposure.



CSC
WILD BILL HICKOK MONUMENT

Downtown Signs

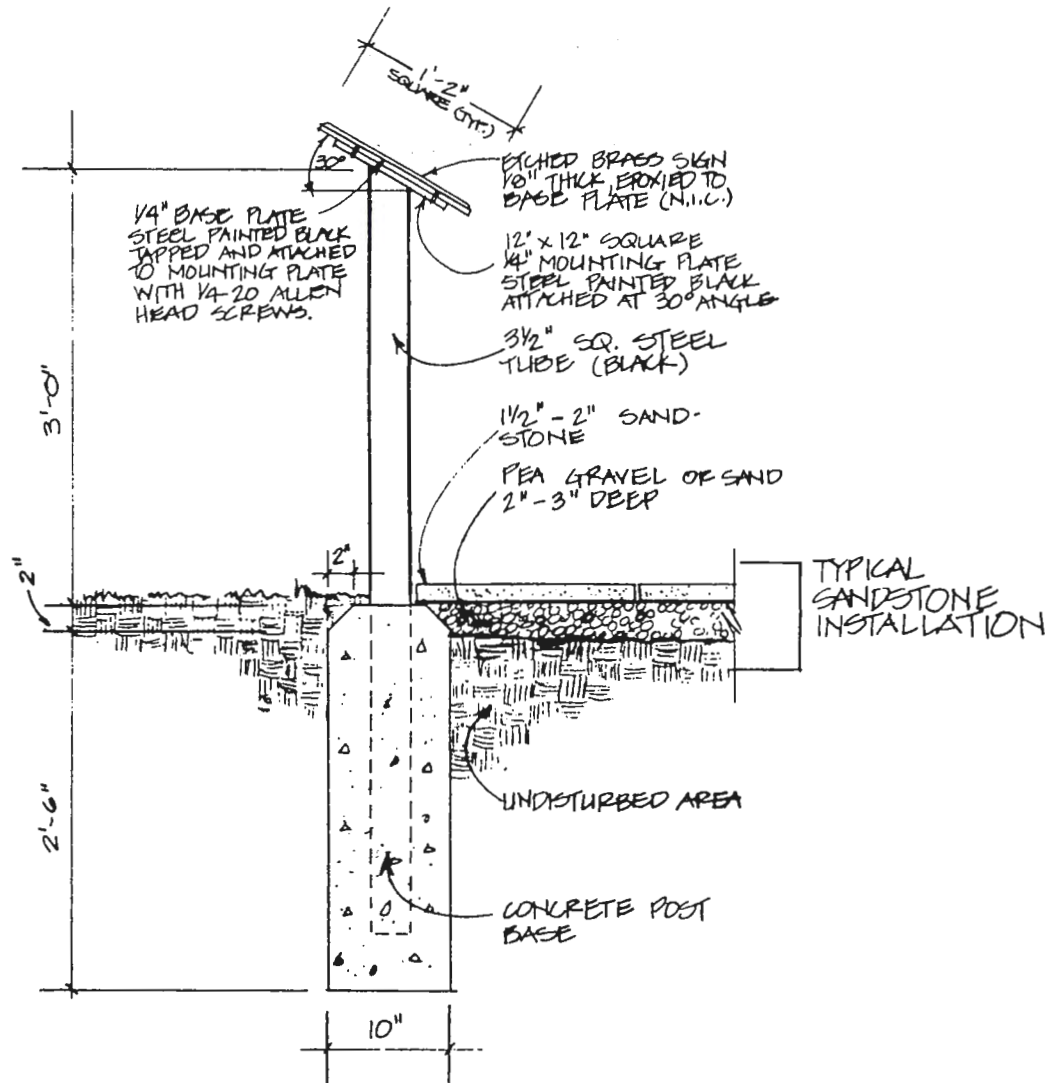
It is strongly recommended that signs be developed to illustrate missing downtown buildings. For example, an area of lower downtown was once known as the Badlands. This area has few of the original buildings remaining, yet it was a colorful part of Deadwood history. Signs could point out characteristics of Lower Main Street that were different from Upper Main Street. These signs could also illustrate major catastrophes such as flood and fire. Missing buildings would be identified by a sign with a photograph of that building, or if no photograph exists, a sketch and/or written description, and other such data that relates to the themes and special historical events that have occurred in the downtown area. For example, late 20th century visitors should know what the condition of Main Street has been in earlier times.



CSC

INTERPRETIVE SIGN AT GOLDBERG'S GROCERY

There are some fairly humorous stories about the depth of the mud of Main Street in the late 1800's, such as the hat on top of the mud that nobody was willing to lift to find out if there was a person underneath. These are the kinds of stories that people remember and pass on. Fortunately, Deadwood has many such stories and they could be told by signs along Main Street at locations that can be identified with such stories. Stories that do not relate to a specific site could be used in areas where there would otherwise be no signs, in order to draw the pedestrian along the street. This system can be used to cross-reference other locations in the city, so that a visitor reading a sign about the Badlands could be sent to the Visitor's Interpretive Center, the Adams Memorial Hall Museum, and other sites. Also as part of the downtown signs, basic information about where parking lots are located, and helpful information such as emergency services should be provided. Signs should be placed low enough that children can read them and also should have an area where the signs are translated to Braille.



INTERPRETIVE SIGN DETAIL

CSC

MOUNT MORIAH CEMETERY

The Mount Moriah Cemetery contains the graves of people of historic importance to the community and has long been a major tourist attraction for Deadwood. Increased signage in the cemetery could provide information to the visitor about the types of gravestones found in the cemetery, the meanings of the inscriptions, descriptions of epidemics with common dates of death noted, discussion of infant mortality and the kinds of diseases that killed people, description of why the cemetery was sectioned into different areas, the locations of the important graves, and any other information of significance. As an alternative, the sign system could be numbers only, keyed to a walking tour booklet that would include more information than can be provided by a sign. Each sign would include an arrow pointing out the direction of the next sign and would be less intrusive in the numbered sequence.

There is a property across from the Mount Moriah Cemetery which might be purchased by the City and developed as an Interpretive Center focused on the general

citizens of Deadwood history. Themes could include where people came from, their ethnic background, religious practice, the various professions, and other characteristics. An orientation to Mount Moriah would be undertaken at this location and could go into greater depth than could be accomplished within the cemetery grounds. Artifacts could also be properly displayed; for example, a horse-drawn hearse and mourning clothes. A headstone carver's workshop could provide a working example for additional human interest and education.



CSC

WILD BILL HICKOK'S GRAVE AT MOUNT MORIAH CEMETERY

SLIME PLANT

The Slime Plant should be developed as a gold mining industrial processing museum. Using the model of the Museum of Art and Science in Chicago, and other similar industry museums, the museum will require significant display and exhibit work. The Slime Plant could be developed into a world-class museum of this type. It has the space, the volume, the internal structure to create the visual interest, and the advantage of being the most visible location in the community. According to the preliminary evaluation by CSC, the building and site can easily accommodate a museum, a gift shop, stream-side restaurant, and perhaps even internal parking.

Access to the Slime Plant can be provided by an entry cut into the retaining wall along the stream bank. Coordination of the Slime Plant development with the interpretive trail system along the stream will make a significant contribution toward creating the critical linkages. Also related to this development would be the design in a cohesive manner of the parking lot below the Slime Plant in the area between the plant and the County Building.

STREET THEATER

Effective street theater has been presented in many historic communities. There are several types of presentations, and one example of this is the use of first person, in which the actors have been transported from their time to ours, where they only recognize what they would be familiar with from, for example, 1885. The actors' dialogue would then reflect a sense of being transported through time from the past to the future. This technique has been very effectively used at Lowell, Massachusetts. Third person historical interpretation using a living history presentation would recognize the current time period but the presentation would be made by actors dressed in period clothing and would illustrate activities representative of the period in which they were dressed. An example of a street theater using only a few actors might be the confrontation of a miner on the street by a store owner who had grubstaked the miner now asking for repayment of the grubstake money because he had found that the miner had been showing "color" in his pannings. This kind of theater would get the attention of visitors and at the same time would give them an understanding of the economics of early Deadwood, including the banking services provided by owners of many of the dry goods and grocery stores. Comparable scenes could be played out between two partners in a mining claim with one asserting that the other was always in town drinking while the first was spending every waking minute panning for gold. Yet another scene could be played by an unwary investor in a mine that had been salted. There are many colorful and informative scenes in the history of Deadwood that small-scale street theater could effectively present.

A variety of areas around the Visitor's Interpretive Center could be used for more extensive presentations, such as a series of one-act plays that would tell the stories of the community. An example of similar theater includes Colorado's Central City Opera House Association's production of the operetta *The Ballad of Baby Doe* which has been very successful in Central City over many years. An active theater group in Deadwood could create similar productions for this community, and this type of theater would be very attractive to the visitor, providing a great deal of human interest. It may be possible to obtain partial funding from the National Endowment of the Arts and/or the National Endowment of the Humanities.



CSC

THE TRIAL OF JACK MCCALL IS HELD
IN MAIN STREET AND
CONTINUED AT THE WAX MUSEUM

INTEGRATION OF HISTORIC ACTIVITIES WITH MODERN USES

Providing specific examples may be helpful in describing the concept of combining a historic use and its contemporary counterpart. If the City were to build a parking structure at the original location of the Montana Corral, it would be possible to use the area of several parking spaces to recreate a blacksmith shop such as would have been associated with the Montana Corral. Perhaps during certain hours of the day, a farrier might actually shoe horses and a blacksmith could create historic hardware. This activity could be partially supported by historic preservation funds to give visitors a sense of the function a blacksmith served in the community, and partially by selling the hardware produced. The preservation funds would compensate the farrier for the time taken from production to explain the process of smithing and what kinds of activities he would have engaged in a century earlier. The space would need to be recreated to some degree, but the visitor would understand quite clearly that a contemporary parking garage was devoting a portion for this activity/demonstration. Another portion could be devoted to a harness maker. In each case, a craftsman could be making goods that would be for sale to the public, such as the historic hardware at the blacksmith and leather goods from the harness maker. If production were adequately developed, catalogue sales might become part of Deadwood's marketing program, similar to the catalog collections of Old Sturbridge Village or Williamsburg. Products could also be sold at the gift shops in the Visitor's Interpretive Center.

CONSULTANT SERVICES TO PRIVATE DEVELOPERS

It is important that the City recognize the part private developers can play in interpreting Deadwood by providing assistance in interpreting privately-owned properties. This assistance might include access to archives, funds for research, and funding for consultants to advise as to methods of interpreting the history of the individual property. This would also aid the efforts of the city, recommended in the following items, to develop a historic research center; for example, the purchaser of a building may discover extensive records, which is not unusual. The historic research center could provide professional archival assistance and an appropriate location for archival materials, with professional treatment, cataloging and storage, thereby making the information available to researchers.

DEVELOPMENT OF A HISTORIC RESEARCH CENTER

It is recommended that the City develop a historic research center to provide a location for laboratory examination of archaeological artifacts, to provide for storage of artifacts, and to provide a resource base for research. This research center should be open to the public and should be literally visible to the public so that they can gain an understanding of artifact stabilization and historic research. This could become a significant attraction to the lay public, as well as for scholars. This research center should be done in relationship to the following item.

ARCHAEOLOGICAL PROGRAM

It is recommended that an overall archaeological program be implemented that would create a professional archaeological staff on contract with the City. The staff would do archaeological reconnaissance work on any excavation. If these professionals discovered significant resources were involved, complete archaeological investigation would be undertaken. The cost of such archaeological work would be shared by both the city and the private developer. It is also recommended that an overall

archaeological strategic plan be developed that would define areas that are highly likely to have significant archaeological resources. The same archaeologists could be used for city projects, ensuring that any city project would also go through an archaeological clearance procedure. This would include street projects, water projects, construction of new buildings for the City, any reconstruction projects, and rehabilitation/preservation projects or other projects in which ground disturbance is a part of the project.

ON-GOING MAINTENANCE

One of the critical problems related to all interpretive efforts described above is a commitment on the part of the community to provide sufficient funds to not only build facilities but to maintain them adequately. There is nothing worse than having developed an excellent system of signage that is vandalized and not repaired for lack of funds. There must be adequate funds set aside for maintenance and repairs to interpretive facilities.

EMPLOYEE TRAINING

Another critical element of an interpretive program is public and private employee training. A general presentation should be developed by the City that would provide a broad picture of Deadwood's history and the location of various city resources. Armed with knowledge, employees may then enthusiastically present visitors with historic facts, be able to orient visitors to the community and direct them to historic resources. In this way, each employee becomes an ambassador for the community. This program should probably be developed in relationship to a program to use senior citizens as docents who would supplement the efforts of employees, as well as teach employees about the history of the community.

IN-SCHOOL HISTORY PROJECT

There are a number of imaginative school history projects throughout the United States that have successfully involved school children in hands-on studies of history. For example, a small school in southern Vermont has allowed their third and fourth grade students to do archaeological examination of portions of their community that have not been occupied for many years. The students map the cellar holes and complete archival research to determine what families lived in each location and learn as much as possible about those families. This on-going research program has measurably added to the history of the development of that community. The students have learned about living patterns of the development of the city.

Another interesting program is an oral history program in rural Kansas. In this case, an oral historian/professional story teller was hired to teach grammar school students how to conduct an interview. The students then interviewed their grandparents for stories about the early history of the community. The whole community was then invited to an evening story-telling session where the students recounted the stories that their grandparents had told them. This was done with the professional assistance of the story teller who coached the students on how to tell stories well. The evening was so well received that it has become a regular event. The total cost of this program was less than \$1,000. The American Association for State and Local History has developed a number of excellent programs to introduce local history into the school system. It is recommended that these types of programs be begun at the earliest possible time to instill in the young people of Deadwood a sense of the wonderful history of their community.

SPECIAL EVENTS

While the community has a large number of special events at this time, additional special events are recommended that would target seasons where additional visitors would be desirable. Special events can be easily developed, but they require a substantial commitment of time and effort by a variety of people in the community to carry them out successfully. The addition of one special event every two years can represent a substantial increase in visitors to the community and an overall increase in the understanding of the historic themes represented by special events. For example, an early fall harvest festival is quite appropriate almost anywhere and can reflect the importance of agriculture in the area to the continued development of Deadwood during the late 1800's. Harvest festivals have proven attractive to both residents and visitors, and there are substantial resources outside the community, such as the Frawley Ranch, that can be used as part of this effort. The activities could also be located entirely within the community and could include such activities as contests for the largest pumpkin, the best canned goods, baked goods. The important aspect is that the visitor gets a feeling for such historical activities, including the kinds of crops that were raised and the kinds of foods that were shared within the community. Multiple themes can be presented in one special event, although too many themes risks diluting the message.

PUBLIC RELATIONS AND ADVERTISING

It is particularly important that a public relations director encourage media stories that are positive representations of the history of the community. A story should relate to the history of the community, so that history is being constantly brought to the attention of the traveling public. Knowledge of Deadwood as a historic community and anticipation of the diversity of the historic experience should be an objective of publicizing the community. The city's preservation effort should provide resources, such as historic photographs, for creative advertising of the community as well as being an attraction in and of itself. If public relations efforts are funded by historic preservation funds, preservation activities should be featured.

A SENSE OF TIME AND PLACE

One of the primary objectives of the Interpretive Plan is to create a complete sense of being in a different time and place. This Interpretive Plan can create moments when a visitor to the community will experience this sense of another time and place. The visitor should experience being in Deadwood in such a way as to gain greater insight into the cultural history of the community. It is hoped the visitor will be able to relate their current experiences to those of the people who have inhabited Deadwood over time and in so doing, learn more about themselves.

Determining the quality of the visitor experience through direct interviews is an effective method of evaluating how well this objective is being met. It is very important that an on-going program of review be established to determine how well the Interpretive Plan and the related facilities are educating the visitor and providing a positive experience. While it is thought that implementing the Interpretive Plan will provide such positive experiences, there is always room for improvement and refinement.

**VISITOR MANAGEMENT: PARKING,
STREETS AND CIRCULATION PLAN**

VISITOR MANAGEMENT: PARKING, STREETS AND CIRCULATION PLAN

Parking and traffic issues are critical to the revitalization of historic Deadwood. These issues have received a great deal of attention within the community, resulting in a rapidly changing situation, as city officials respond to demands to improve accessibility and mobility within the Downtown Historic District and adjacent neighborhoods. The various measures taken to address perceived parking needs and traffic flow problems have not always been effective in improving conditions. This plan attempts to develop a more in-depth description of parking and circulation problems in Deadwood and identifies improvement measures that will be responsive to the specific demands of the problems.

It is too often true in our society that parking, streets and circulation begin to dominate as a need rather than being viewed as a method to achieve other ends. While the streets system is important to move people and goods through the city, in the context of this Comprehensive Historic Preservation Plan, the primary emphasis on the streets system is as a visitor management tool. Most visitors to the community will come either in a bus or a private vehicle. To control the impacts, private vehicles must be managed from the time they enter the city and as they travel around the city. Most visitors with vehicles are not passing through Deadwood, but are visiting the community. They leave their vehicle to participate in the entertainment Deadwood provides, whether it is gaming, restaurants, or other entertainment. Making these visitors feel comfortable from the moment they enter Deadwood, increasing their knowledge of the community, and moving them in an effective and efficient manner around the community are all important objectives. In this sense, parking, streets, and circulation are treated as visitor management tools.

PARKING

OVERVIEW

Since the advent of legalized gaming in Deadwood, there has been general recognition within the city that the available parking supply is not adequate to meet the needs of visitors, employees and residents; however, a clear understanding of the various parking user groups has not yet been established. Although it is apparent that on-street and most off-street spaces within the Downtown Historic District are heavily utilized, no comprehensive review of parking supply and use characteristics has been undertaken.

Several major actions have taken place with respect to parking within Deadwood since early spring, 1990, and continued to take place during the preparation of this Plan. On-street parking has been removed from Main Street. Parking rates have changed from \$0.25 per hour to \$1.00 per hour to free and back to \$0.25 per hour for city-controlled spaces. Two city-owned lots have been opened, one on Lower Main, at which patrons are charged to park during the season, and another at Miller Street. Private lots have opened for public use and for use by customers of specific establishments.



CSC

LOWER MAIN STREET PARKING LOT

During the time period that parking rates were being revised and parking lots were being constructed, a comprehensive study of parking supply and use was undertaken. This study included a brief assessment of the Deadwood free shuttle operation, which is used to connect outlying and remote parking areas and lodging establishments with the Downtown Historic District. Parking occupancy and turnover studies were done July 19, 1990. These studies covered all parking available for public use within Deadwood proper. Detailed turnover studies were conducted for a sample of the parking lots. The parking analysis did not consider hotel or motel parking, nor parking reserved for customers and employees of non-gaming establishments.

The following basic parking user groups need to be considered in evaluating the Deadwood parking situation:

- Destination visitors staying in local lodging: These users would be best served by leaving their cars parked at their lodging and taking the shuttle to Main Street. This is occurring to some degree, but better shuttle marketing and reliability would further reduce the tendency of these visitors to drive into Deadwood, wasting the parking space at the lodging and creating added demand for parking in the Downtown Historic District.
- Destination visitors spending a majority of the day in Deadwood: These users can afford the slight delay associated with parking in outlying areas and taking the shuttle to Main Street. Visitors spending more than three to four hours would be included in this group. They will likely visit several attractions and businesses during their stay, so there is no substantive advantage to being close to any particular location.
- Pass-through visitors: This is the most volatile of the visitor market. Deadwood is a stop along the way, where they may spend two to three hours. Difficulty in locating parking and delays in getting from parking areas to their destination may discourage these visitors from stopping. The heavily utilized on-street parking and close-in parking with no time limits is a major deterrent to these visitors.

- Employees: This market is the least sensitive to parking quality and most able to deal with remote parking and special access provisions because it is made up of regular users who are "captive." They must get to work, and they can schedule their travel to account for added time on a shuttle or to walk from a less convenient area. They are also likely to be the most vocal about less convenient parking. Visitors don't complain, they'll just leave.
- Residents and local business customers: Residential areas are presently being impacted by parking associated with gaming activity. Many businesses with local clientele have provided private parking. These same non-gaming businesses may also provide employee parking. This final user group, though important, was not directly considered in the parking analysis. Visitors and gaming-related employees are the focus of the evaluation.

It is important to understand the varying needs of these parking user groups as potential parking improvements are considered. In many cases, simply balancing the available parking supply appropriately among user groups can solve an apparent parking shortage.

PARKING SUPPLY

A parking supply inventory concluded in the spring of 1990 provided parking capacity data for existing and proposed lots. In combination with the occupancy and turnover data, the inventory allows estimates to be made of the current and future capacity of the parking system to accommodate additional users. Table 1 shows a summary of the parking supply in Deadwood, both existing and planned as of July 19. The parking facilities have been organized into three categories.

- Close-In: within 3-minutes walk of the Old Style No. 10 (assumed to be the center of the Downtown Historic District;
- Outlying: within 5-minutes walk;
- Remote: beyond walking distance-shuttle service required.



LOWER MAIN STREET PUBLIC PARKING LOT ENTRY

CSC

The capacity of the lots where spaces are unmarked is calculated assuming an efficient layout of spaces. Several of the lots, most notably the railroad, 76 Rodeo Grounds and slag pile, were not paved or striped at the time the parking data was collected. Parking in a random fashion, especially at the railroad lot, decreases the effective capacity.

A total of 1,500 spaces were available for general public parking at the time of the parking study. Of the total, 388 were close-in, 501 were in the outlying area and 611 were beyond walking distance. The remote and outlying lots were serviced by the Deadwood free shuttle service, which was scheduled to arrive at each lot at 10-minute intervals, providing direct service to the Downtown Historic District.



CSC

DEADWOOD DEPOT PRIVATE PARKING LOT

TABLE 1
DEADWOOD EXISTING AND PLANNED PARKING SUPPLY

<i>PARKING LOCATION</i>	<i>SUPPLY AS OF 7/19/90</i>	<i>SUPPLY WITH NEW SPACES</i>
<i>Close In</i>		
City Hall	57	57
Meters on Street	90	90
Non-metered on Street	56	56
Friedman Lot	22	22
Fairmont Lot	12	12
Broadway Lot	85	85
Deadwood Street Lot	26	26
Ford Dealer Lot	40	40
Miller Street Lot	—	105
TOTAL	388	493
<i>Outlying</i>		
Lower Main Street Lot	271	271
Chevy Dealer Lot	80	80
Lower Main On-Street	30	30
Railroad Lot	120	120
TOTAL	501	501
TOTAL W/ CLOSE-IN	889	994
<i>Remote (Major Lots)</i>		
The Depot Lot	—	100
76 Rodeo Grounds Lot	311	311
Slag Pile Lot	300	300
TOTAL	611	711
ALL SPACES	1500	1705
Source: CSC		

PARKING OCCUPANCY

Parking occupancy at each of Deadwood's parking facilities was checked throughout the day on July 19, 1990. The Lower Main Lot was not checked, but usage figures were received from Deadwood City staff. A maximum total of 741 occupants was observed. This compares to a total existing supply of 1,500 spaces and a planned supply of 1,705 spaces, and constitutes 43 percent of planned capacity.

The occupancy study indicates that there is presently 37 percent more close-in parking capacity, 85 percent more outlying parking capacity, and 550 percent more remote parking capacity than were observed on July 19. Considering all parking spaces and current users, over twice as many visitors and employees as were served on July 19 (described by city staff as a typical summer weekday) could be accommodated by the existing parking if it was fully utilized.* Considering only spaces within a 5-minute walk of the Downtown Historic District, an additional 362 vehicles could be parked in Deadwood. This parking capacity would accommodate all current users (including those in outlying lots) plus an additional 253 vehicles (a 34 percent increase over current utilization).

Close-in parking available on the day of the study was heavily utilized. To the typical user, once average usage of a parking facility exceeds 85 to 90 percent of capacity, the facility appears to be full and unavailable for use. Observed occupancy of available parking on July 19 was 93 percent, well above this level. Clearly, a need for close-in parking exists. The addition of the Miller Street Lot fulfills this need by providing enough additional parking capacity to reduce the net occupancy of close-in parking to 73 percent, assuming a similar usage level to that observed on July 19. By making improvements to increase the use of the outlying lots, some users of close-in parking could be encouraged to relocate, freeing up space for others who require close-in parking.

* Parking use data from Lower Main Street Lot indicates total demand levels on Saturdays approximately 10 percent higher than on weekdays.

TABLE 2
DEADWOOD PARKING UTILIZATION

Parking Location	Parking Supply	Maximum Occupancy	Unoccupied Spaces	Potential Increased Parking
<i>Close-In</i>				
City Hall	57	47	10	21%
Meters on Street	90	90	0	0%
Non-Metered on Street	56	56	0	0%
Friedman Lot	22	19	3	14%
Fairmont Lot	12	12	0	0%
Broadway Lot	85	85	0	0%
Deadwood Street Lot	26	26	0	0%
Ford Dealer Lot	40	26	14	54%
Miller Street Lot	105	—	105	—
TOTAL	493	361	132	37%
<i>Outlying</i>				
Lower Main Lot	271	190	81	43%
Chevy Dealer Lot	80	23	57	248%
Lower Main On-Street	30	25	5	20%
Railroad Lot	120	33	87	263%
TOTAL	501	271	230	85%
TOTAL W/ CLOSE-IN	994	632	362	57%
<i>Remote</i>				
The Depot	100	—		—
76 Rodeo	311	22	289	1300%
Slag Pile	300	87	213	245%
TOTAL	711	109	602	550%
ALL	1,705	741	964	130%
Source: BRW Counts 7/19/90				

PARKING TURNOVER

The parking turnover rate refers to the number of different users of a parking space over a specified time period. For the analysis of parking usage in Deadwood, an 8-hour period, beginning at approximately 9:00 am and ending at 5:00 pm, was used. License plate records were used to identify separate parking users over the day. The total number of users divided by the maximum lot occupancy yields turnover. Three close-in locations without parking meters, two close locations with parking meters, and two remote and employee parking locations were studied for turnover behavior. Additionally, Lower Main parking records were used to establish turnover rates in that lot.

Table 3 summarizes the findings of the parking turnover analysis. In addition, the distribution of lengths of stay was also observed at each of the studied lots. Turnover rates varied substantially by type of parking facility. The high rates and meters kept close-in metered space turnover high — 3.5 users per space per day. A high rate of turnover is desirable for on-street parking adjacent to businesses. For an 8-hour period, a turnover rate of 4.0 would be ideal. The use patterns at the time of the study were near that value.

TABLE 3 PARKING SPACE TURNOVER ANALYSIS			
Parking Area	Maximum Occupancy	Total Cars Parked	Turnover Rate
Ex-Auto Dealer Lot ²	20	43	2.2
Fairmont	12	22	1.8
Close-In Non-Metered	32	65	2.0
Broadway ¹	20	67	3.4
Sherman On-Street ¹	20	74	3.7
Close-In Metered	40	141	3.5
Lower Main Lot³	190	540	2.8
Upper Main On-Street ¹	21	33	1.6
Slag Pile ¹	32	44	1.4
Remote/Employee	53	77	1.5
All	315	823	2.6
Source: BRW Observations 7/19/90 and Deadwood Lower Main Lot Parking Records			

¹Parking use data from Lower Main Street Lot indicates total demand levels on Saturdays approximately 10 percent higher than on weekdays.

²A sample of spaces was checked for turnover

³Reflects data provided and estimates made by Deadwood City staff.

Non-metered (private) close-in spaces had turnover rates of 2.0 users per space. These users had stays averaging about 4 hours. The non-metered on-street spaces on Upper Main were combined with remote lots due to their apparent use by employees for long-term parking. These spaces had turnover rates of 1.5 users per

space. It is likely that the free on-street parking formerly in place in the Downtown Historic District had turnover rates similar to the Upper Main spaces. Unless time limits and/or parking fees are instituted and enforced, long-term employee and visitor users will fill uncontrolled spaces before the short-term visitors arrive.

The Lower Main lot had a turnover rate of 2.8 users per space per day, reflecting its use by longer-term visitors and employees who can afford the extra time associated with using this lot and walking or using the shuttle system.

PARKING CAPACITY FOR VISITOR AND EMPLOYEE TRIPS

By applying the parking turnover rates to the observed parking occupancy levels at each lot, and adding in the hotel and motel room totals, an estimate of total visitor and employee trips into Deadwood can be developed. The estimate assumes that lodgers in Deadwood leave their cars in the hotel/motel lots and that the lodging space is fully occupied. It also ignores excess parking at the lodging areas which may be used by other visitors and informal parking in public and private areas. Table 4 shows the results of the visitor/employee use rate calculations.

TABLE 4			
PARKING-BASED EMPLOYEE AND VISITOR TRAVEL ESTIMATE ⁴			
Parking Location	Maximum Occupancy	Turnover Rate	Total Trips per Day
Meters	248	3.5	868
Close-In Lots	57	2.0	114
Non-Metered on Street	56	1.5	84
Close Total	361	3.1	1,066
Outlying	271	2.8	758
Remote	109	1.5	164
Total Non-Hotel	741	2.7	1,988
Existing Hotel	329	1.0	329
TOTAL	1,070	2.2	2,317
Source: BRW			

⁴Does not include excess parking at hotels, private lots at businesses, informal parking or tour buses.

Approximately 2,300 employee and visitor trips to Deadwood are presently being accommodated by the public parking facilities in the city. Of these, just over 300 are accommodated at lodging facilities. There is substantial available parking supply which, if effectively utilized, could dramatically increase the volume of trips. No change in the supply of parking is necessary to serve these trips. Table 5 shows a calculation of total visitor and employee trip capacity in Deadwood. The calculations include proposed new lodging capacity and camping facilities, as well as public parking. The analysis also assumes that the Miller Street Lot is metered.

<p style="text-align: center;">TABLE 5 DEADWOOD EMPLOYEE AND VISITOR TRIP CAPACITY⁵</p>			
Parking Location	Spaces	Daily Turnover	Daily Visitor Total
Meters ⁶	363	3.5	1,270
Close-In Lots	74	2.0	148
Non-Metered on Street	56	1.5	84
Close Total	493	3.2	1,502
Outlying	501	2.8	1,403
Remote	711	1.5	1,067
Total Non-Hotel	1,705	2.3	3,972
Existing Hotel	329	1.0	329
New Hotel	485	1.0	485
New RV	200	1.0	200
TOTAL (W/New Hotel)	2,719	1.8	4,986
Source: BRW			

⁵Does not include excess parking planned at new remote hotels or tour buses from outside Deadwood, or parking served by Deadwood-Lead shuttle.

⁶Assumes Miller Street metered

The analysis shows a substantial capacity for additional visitor and employee trip-making with existing and planned facilities. Nearly 5,000 trips per day could be handled by a fully-utilized parking system. This represents more than double the observed levels of usage. Even considering close-in and outlying parking only, visitation capacity is 70 percent greater than current use.

PARKING PROBLEMS IN DEADWOOD

The fact that parking is the subject of repeated debate, frustration and calls for action indicates that problems do exist with respect to parking. The reason that solutions developed to date have not solved the problems is that the solutions have not recognized the needs of the particular parking user groups in Deadwood nor the relationship between parking demand and supply.

There is not a shortage of parking in Deadwood, as the analysis above indicates. The problem with parking is that the portion of the parking supply which is highly visible and is most convenient to businesses is over-used, due to inappropriate management of the parking resource, including occupancy of these spaces by users who could be equally well-served by remote parking. The key to achieving an effective parking system in Deadwood is to more effectively match parking supply with the needs of the various user groups. This **may** involve increasing the supply of certain types of parking; however, it is recommended that expensive and disruptive measures to increase the parking supply in the Downtown Historic District be delayed until lower-cost management and information techniques are tested and longer-term parking use trends are established.

The specific parking problems that have been found to exist are:

- There is inadequate parking supply for the pass-through visitor, who needs readily-available, convenient parking close to the places they visit. It is believed that these users are being displaced by longer-term parkers who could easily be served by parking lots not in the immediate Main Street area. It is most probable that this problem was dramatically worsened by the removal of parking fees for public spaces in the Downtown Historic District. Now there is a moderate pricing incentive and degree of regulatory control to encourage turnover and increased availability of these key spaces with the \$.25 per hour meter fees.
- There is inadequate information about parking facilities and shuttle connections. Longer-term users who could make use of outlying and remote parking don't have the information they need to feel comfortable using these lots. There is essentially no short-term parking that can be used by visitors to orient themselves to Deadwood before seeking a permanent parking spot.
- The shuttle operation is unreliable. On the day the parking study was conducted, the operation of the shuttle system was monitored. Waits of over 20 minutes for the shuttle service were encountered. Shuttles made diversions from their routes to serve a single passenger, resulting in schedule disruptions and delays to many other passengers. Drivers made unscheduled stops for personal comfort, and indicated that no regular time was provided for this function in the schedules. Despite these problems, shuttle ridership has increased steadily over the summer. It is obvious that many visitors find the shuttle an acceptable means of traveling within Deadwood. The challenge is to manage the service to make it even more effective in supporting the use of parking facilities outside the Main Street area.
- There is poor pedestrian environment for walking to and from parking facilities.
- Employees use the best parking spaces, displacing potential customers.
- Pricing discourages efficient use of parking facilities. The most convenient parking is currently the least expensive and effectively unrestricted in length of stay. Other than private lots, the higher-priced public parking lots are less convenient than the metered parking. The parking lots are used as a last resort, after all free options are exhausted. Efficient use of parking would be encouraged by relating pricing to convenience and supplementing pricing with time limits on parking.

PARKING RECOMMENDATIONS

- 1) Re-institute meters in public lots and on-street spaces. Consider a rate of \$.25 to \$.50 per hour. Limit parking duration in these spaces to 2 hours to encourage the turnover that \$1.00 rates caused. Consider several 1-hour spaces for short-term visitor use.
- 2) Make rates in city-owned remote lots equal to or less than the meter rates. Consider a \$.50-per-hour rate with no maximum, in combination with \$.50 meter rates.
- 3) Develop a comprehensive guide, regulatory and information signage program. Improve information signage at outlying and remote lots. Highlight shuttle service in information street signing. Make signing conform to established standards so people will recognize it. Provide guide signage to parking on major access routes. Develop signage at shuttle stops within the Downtown Historic District that combines informational and marketing functions. Coordinate the design and placement of signs to reduce clutter, support historic preservation goals and reduce confusion.
- 4) Provide schedule information for the shuttle within the outlying parking areas. Also provide printed schedule information at lodging places.

- 5) Develop a visitor orientation plan, program and facilities. Provide an organized information center on the major travel route through Deadwood. Place the facility so that visitors will pass it after their initial trip through the Downtown Historic District. Consider information facilities at or beyond the city limits on major access routes.
- 6) Consider providing active parking facility use information during busy periods.
- 7) Improve the operation of the shuttle system with the objective of providing more reliable service. Examine existing routes and schedules to ensure adequate running, layover and recovery times. Monitor demand levels to assess capacity needs. Review historic mass transit systems such as the trolley system for reuse potential. Consider converting to period forms of transportation.
- 8) Delay consideration of parking structure development pending evaluation of measures to better use existing facilities. If a structure is deemed necessary, consider Broadway as a location, along with Miller Street. The Broadway lot will provide better convenience and a possible opportunity to supplement resident parking on Williams Street; however, due to the constrained site, it will likely be substantially more expensive on a per-space basis than other sites. The decision to proceed with parking development must be based on the need for parking with specific characteristics geared to a specific user type. At present there is no firm evidence of such a need. The City should carefully weigh the cost and potential financial risk of a parking structure relative to other needed improvements. It is unlikely that parking revenues will cover more than 50 to 75 percent of capital and operating costs for a parking structure. Before selecting a site, conceptual designs, access plans and cost estimate should be prepared for a minimum of two sites. The planning process should consider engineering factors, such as soils and drainage, that may affect the cost for each site.

STREETS/CIRCULATION

OVERVIEW

The movement of people and goods to and within Deadwood has always presented unique challenges. The steep-sided gulch morphology and the associated limited opportunity to develop a complete street grid has tended to concentrate traffic on a few routes. The surrounding regional topography restricts the options for developing alternative alignments avoiding Deadwood proper for through-traffic routes. Access to neighborhoods to and from the major highways is limited to a few locations, many of which are hampered with steep grades and poor sight distances.

Early Deadwood was notorious for its dirt streets which would turn to deep mud during frequent floods of Whitewood Creek. A great deal of effort has been spent over the years to make the available thoroughfares less vulnerable to disruption from weather-related problems; however, drainage and soil problems continue to make street conditions less than ideal within Deadwood despite the encasement of Whitewood Creek in a box culvert structure under US Highway 14A through the Downtown Historic District.

EXISTING TRAFFIC CIRCULATION PROBLEMS



CSC

MAIN STREET DELIVERY TRUCKS

Many of today's traffic circulation problems can be traced to the physical limitations which have always been present in the city; however, increasing traffic levels and changes in land use patterns within the city limits have led to new kinds of problems. Tables 6 and 7 show the trend of traffic volumes at key locations from 1986 to 1989, and US Highway 85 one-hour traffic volume on Sherman Street at Cemetery Avenue. Based on the evaluation of these volume trends and on observation of traffic flow conditions, the following traffic circulation problems have been identified:

- There is limited access to and within the Forest Hill, McKinley, and Burnham neighborhoods and an inadequate roadway cross-section on Williams to accommodate resident parking and two-way traffic. Fire access along Williams is a particular concern.
- There is limited access and undesirable tourist traffic to Mount Moriah with related impacts to residences in the Ingleside neighborhood.
- There is undesirable through-traffic and truck-related impacts to residential and business land uses along US Highway 85.
- There is traffic congestion at the intersection of Pine and Sherman Streets due to conflicting turning movements and all-way stop control.
- There is confusing geometry at the intersection of US Highway 14A and Main Street.
- There is poor access to Main Street from US Highway 14A.
- There is poor visibility and non-conforming design of traffic signal at Main/Deadwood/Shine intersection.
- There is confusing signage and lack of guide signs throughout the city.
- There is an inappropriate mix of vehicular and pedestrian activity on Main Street.

- There are barriers to pedestrian flow from Sherman Street and Miller Street parking lot to Main Street along Sherman and US Highway 14A.
- There is inadequate provision for safe pedestrian crossings of major traffic flows on US Highway 85 and US Highway 14A.

TABLE 6
DEADWOOD AREA TRAFFIC VOLUMES
AVERAGE DAILY TRAFFIC

<i>Location</i>	1986-1987	1988	1989
<i>US 385 South of Pluma</i>	1,850	1,385	1,350
<i>US 14A South of Main Street</i>	2,200	2,453	4,750
<i>US 85 South of Sherman Street</i>	9,280	9,377	12,696
<i>US 14A in Boulder Canyon</i>	2,820	3,144	4,750
<i>US 85 North of Deadwood</i>	3,890	2,970	3,690
<i>US 85 South of Lead</i>	2,050	2,500	2,800
<i>US 14A South of Lead</i>	2,780	2,830	4,115

Source: South Dakota Department of Transportation

TABLE 7
US HIGHWAY 85 ONE-HOUR TRAFFIC VOLUMES
SHERMAN STREET AT LINCOLN AVENUE

<i>Time Period and Vehicle Type</i>	Northbound	Southbound	TOTAL
<i>3:00 - 3:15 pm</i>			
<i>Through-Trucks</i>	7	4	11
<i>Other Vehicles</i>	130	81	211
TOTAL	137	85	222
<i>3:15 - 3:30 pm</i>			
<i>Through-Trucks</i>	3	2	5
<i>Other Vehicles</i>	146	97	243
TOTAL	149	99	248
<i>3:30 - 3:45 pm</i>			
<i>Through-Trucks</i>	5	5	10
<i>Other Vehicles</i>	145	93	238
TOTAL	150	98	248
<i>3:45 - 4:00 pm</i>			
<i>Through-Trucks</i>	5	3	8
<i>Other Vehicles</i>	128	82	210
TOTAL	133	85	218
<i>3:00 - 4:00 pm</i>			
<i>Through-Trucks</i>	20	14	34
<i>Other Vehicles</i>	549	353	902
TOTAL HOURLY VOLUME	569	367	936

Source: BRW Traffic Count on July 19, 1990

SHORT-TERM TRAFFIC CIRCULATION RECOMMENDATIONS

Several short-term measures to improve traffic flow and reduce the undesirable impacts of traffic on businesses and residences have been identified.

- 1) Re-designation of the US Highway 85 route in Deadwood. Southbound traffic would be relocated to Pine from Deadwood and would continue along Sherman and Charles. Northbound traffic would travel from Charles to Sherman, but instead of proceeding past Pine and onto US Highway 14A via Sherman, would be routed via Pine to US Highway 14A, creating a consistent routing in each direction. This improvement has the following benefits:
 - Removes truck and through-traffic from sensitive portions of Sherman Street;
 - Focuses major traffic flow on a single, high capacity route (US Highway 14A);
 - Takes advantage of existing turn radius improvement at Pine and US Highway 14A;
 - Reduces pedestrian barriers between Main and Sherman Streets and between Miller Street Lot and the Downtown Historic District;
 - Enhances the opportunity to develop a pedestrian zone in City Hall area;
 - Reduces conflicting turning movements at Sherman and Pine — major movements do not conflict with one another.
- 2) Conduct signal warrant studies and develop traffic signalization and signal interconnection and timing plans for the following intersections:
 - Sherman and Pine
 - Pine and US Highway 14A
 - Deadwood and US Highway 14A
 - Main and Shine/Deadwood (replace existing signal)
 - Main and Pine (may require pedestrian-actuated signal only)
 - US Highway 14A and Lee (pedestrian-actuated signal only)
 - Main Street and US Highway 14A (pedestrian-actuated crossing of US Highway 14A only)
- 3) Convert Main Street to one-way operation westbound between US Highway 14A and Deadwood Street. The heaviest traffic movements on Main Street are presently in the westbound direction, because visitors use this route to orient themselves to the area before searching for a parking space. By converting the street to one-way operation, additional sidewalk space can be developed, while maintaining a flexible three-lane street section. This section would allow passenger loading, deliveries or parking on either side of Main Street while providing a through-traffic lane. One-way operation also will simplify the traffic movements at the US Highway 14A intersection, allowing a safer and more understandable design to be developed.

The primary flow of visitor traffic under the proposed plan for Main Street would be west on Main Street to Deadwood Street to US Highway 14A through a signalized intersection and into a central information and Visitor's Interpretive Center with short-term parking spaces provided.
- 4) Develop an additional street connection between US Highway 14A and Main Street at Rypkema Street on existing public right-of-way. This new street will improve circulation and access opportunities along the eastern portion of Main

Street, reducing the traffic demand in the more congested western portion of the Downtown Historic District.

- 5) Relocate Deadwood Street to align with Shine. Although this improvement would remove several parking spaces from the Downtown Historic District, it will enhance the safety and capacity of the Main/Shine/Deadwood intersection.
- 6) Develop a comprehensive information, guide and regulatory signage plan to improve visibility, enforceability and function of the signage. It is important to coordinate the various signing programs to promote consistency and avoid visual and functional conflicts among signs.

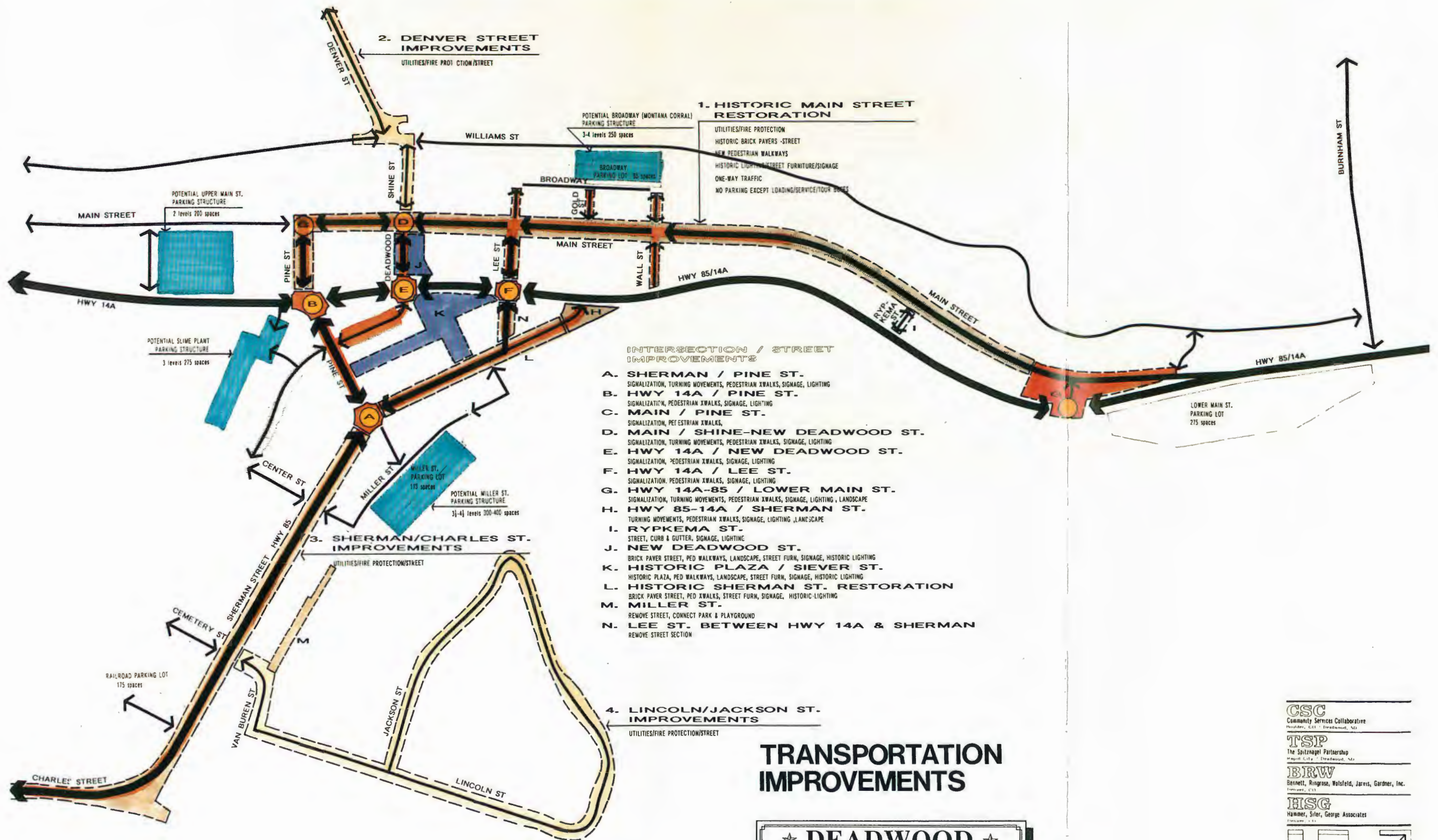
LONG-TERM TRAFFIC CIRCULATION RECOMMENDATIONS

Effective solutions to many of the existing circulation problems can be developed at moderate expense with minor environmental impacts; however, longer-term solutions to neighborhood access issues, the potential need for new access to future development and the provision of less disruptive route alternatives for truck and through-traffic will require substantial additional study.

Examples of long-term traffic circulation issues include:

- Additional access to/from Williams Street and Upper Main, to reduce congestion at Shine Street and Burnham Avenue intersections;
- Access to future development above the McKinley neighborhood;
- Provision of alternate through-route highways by-passing Deadwood proper;
- Development of a tunnel connection from Charles Street to US Highway 14A, removing US Highway 85 truck and through-traffic from Charles Street and Sherman Streets.

The last improvement, along with other alternatives for US Highway 85 through Deadwood, have received some planning-level consideration from the South Dakota Department of Transportation (SDDOT); however, little information has been developed to date on the scope or magnitude of the transportation problems that the project is intended to address. Consequently, the merits of the various alternatives are difficult to assess. Deadwood should continue to monitor the progress of SDDOT's studies and request more specific information on the objectives and performances of the alternatives with respect to those objectives.



TRANSPORTATION IMPROVEMENTS

★ **DEADWOOD** ★
COMPREHENSIVE HISTORIC
PRESERVATION PLAN

COMMUNITY DESIGN PLANS

1. The first part of the document is a list of the names of the persons who were present at the meeting. The names are listed in alphabetical order.



The second part of the document is a list of the names of the persons who were present at the meeting. The names are listed in alphabetical order.

COMMUNITY DESIGN PLANS

Community design, generically described as urban design, deals with the design elements in the public environment such as streets, parking, walkways, neighborhoods, parks and open space. The most important aspect of community design is an effective connection of all the different pieces, so people move from place to place in a smooth, logical flow. Community design frequently provides guidelines for future design, as well as actual design solutions, depending on the nature of the problem addressed. Community design issues are related to paths (lines of movement for pedestrians and vehicles), edges (where transitions occur from one area to another), nodes (concentrations of activities), landmarks (key natural or manmade features or structures), and districts (areas defined by common uses, features, building types, functions). Community design is concerned with materials, colors, texture, forms and details of streetscapes including lighting, signage, street furniture (benches, trash receptacles, etc.), pavement, landscape, public art and maintenance. The **DOWNTOWN HISTORIC DISTRICT PLAN** provides specific designs for these elements within the Downtown Historic District.

This chapter also provides an integration of many of the previously-described projects in the chapters titled **CONCEPTUAL INTERPRETIVE PLAN FOR HISTORIC RESOURCES**, and **VISITOR MANAGEMENT: PARKING, STREETS AND CIRCULATION** with other open space concerns to produce a plan entitled "Community Open Space/Landscape Concept Plan," which also integrates another plan presented in this chapter, "View Analysis and Protection Plan."

URBAN DESIGN ANALYSIS

PATHS

Deadwood is situated in a relatively flat valley bottom that winds along an approximate northeast/southwest axis with steep hillsides. This physical configuration dictates a linear pattern of movement. Streets in the valley have a more grid-like layout, with commercial buildings lining the street, creating distinct edges. Cross streets are narrow and are most likely to go up hills at a steep angle. Streets on the upper hillsides follow the contour lines, and are both paved and unpaved.

Measures that improve the pedestrian environment are lacking. Walkways are nonexistent in some areas or in poor condition in others. Pedestrian crossings are not clearly marked. Increased levels of visitor activity are creating many conflicts between pedestrians and vehicles. Signage is lacking or done in a makeshift fashion to address an immediate need, but in many cases, does not result in communicating, directing, controlling or informing the resident or the visitor.

EDGES/DISTRICTS

The existing public environment of Deadwood is essentially a result of evolution, not design. The visitor or resident has little sense of entry into the community or into districts such as the historic downtown or residential neighborhoods. A natural edge is created by the steep slopes and drop-offs paralleling the valleys.

Commercial development is located in the valley bottom, generally concentrated on Main and Sherman Streets in the downtown. A major problem is the separation of activity between Main and Sherman Streets by a large expanse of asphalt devoted to parking and streets. US Highway 14A acts as a barrier, or edge, to further separate these areas. Outside the downtown district, commercial development is spread out along US Highway 14A and US Highway 85 for the length of the city.



CSC

OVERVIEW OF DOWNTOWN DEADWOOD

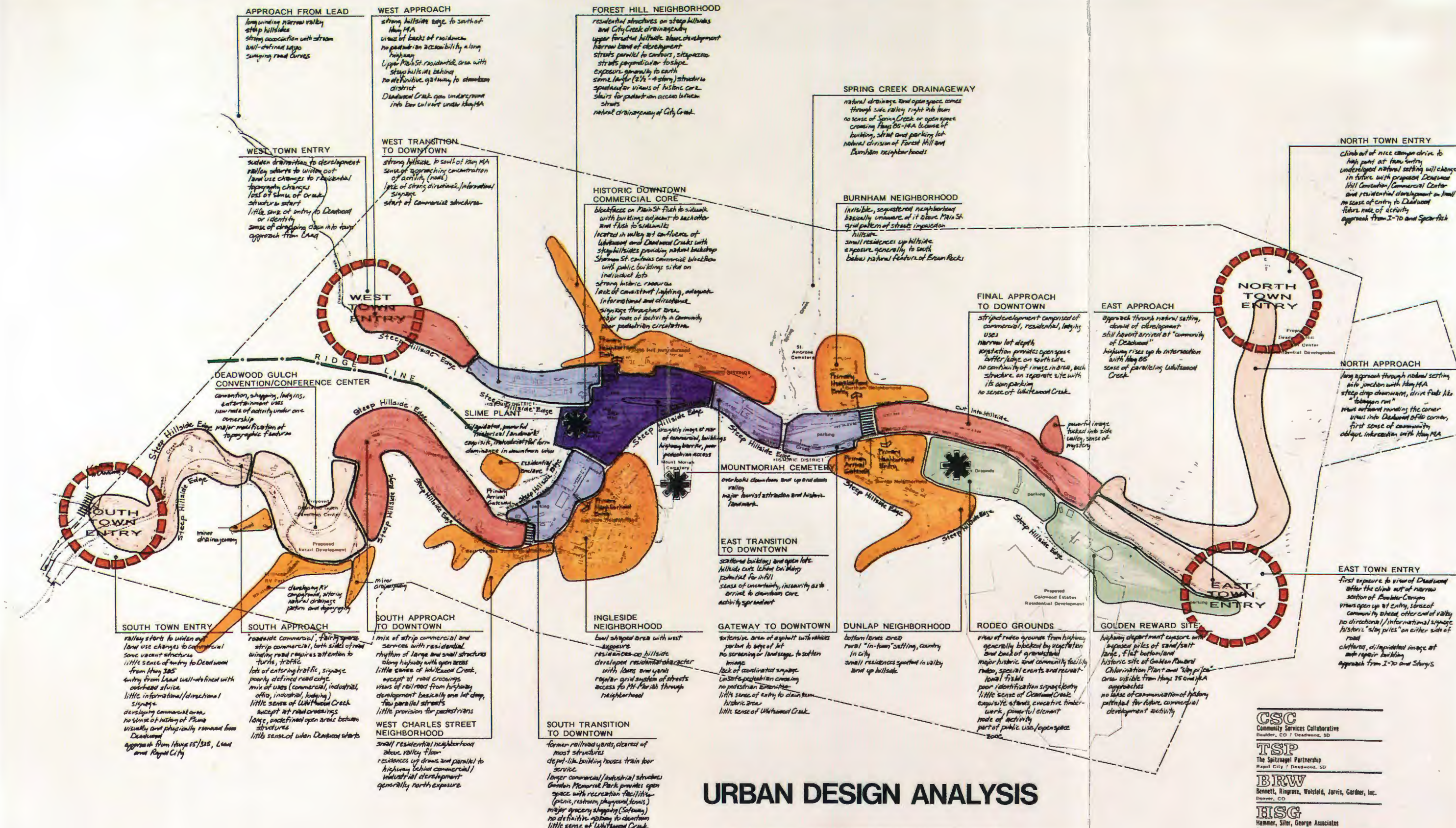
Residential development is primarily located on the hillsides. These neighborhoods are separated by gulches and topography.

The city has not made use of the important community assets of Whitewood and Deadwood Creeks. The length of these water courses is either enclosed in a box culvert, or is inaccessible to the public. These creeks create edges with water and open space and add charm and a sense of contrast to the urban environment as they pass through the community. Long-ignored by many towns and cities, urban water courses are being redeveloped by some communities and have become significant attractions.

NODES

The major concentration or node of activity occurs in the Downtown Historic District. This area is compact and there is a sense of liveliness because action is quite visible with the gaming activity.

The rodeo grounds is another node of activity for both special events like the Days of '76 Rodeo and community recreation facilities, such as softball diamonds, football and soccer fields.



URBAN DESIGN ANALYSIS

★ DEADWOOD ★ COMPREHENSIVE HISTORIC PRESERVATION PLAN

CSC
Community Services Collaborative
Deadwood, SD 57501

TSP
The Spitznagel Partnership
Rapid City, SD 57701

BRW
Bennett, Ringrose, Wolfeld, Jarvis, Gardner, Inc.
Denver, CO 80202

HSG
Hammer, Siler, George Associates
Denver, CO 80202

0 200 400 600
SCALE 1"=800'

A third node is the Mount Moriah Cemetery, used primarily in the summer months during the tourist season. This area has numerous bus tours and is open to the public. Access through the Ingleside neighborhood creates impacts for this residential area.

LANDMARKS

There are several natural landmarks in Deadwood, including the white rocks above Mount Moriah Cemetery that are accessible to the public. Other landmarks are the Brown Rocks situated above Burnham neighborhood and the Brown Rocks viewpoint at Mount Moriah Cemetery. The observation area overlooking downtown is lighted at night and is prominently visible throughout the community.

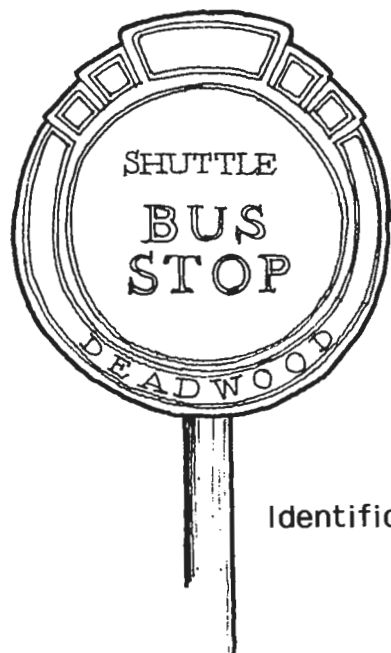
Deadwood, which is a National Historic Landmark District, contains numerous landmark historic structures and sites. Some of these are the Franklin Hotel, CNWRR Depot, Fairmont Hotel, Bullock Hotel, Slime Plant, Carnegie Library, Adams Memorial Hall Museum, Lawrence County Courthouse, U.S. Post Office and Courthouse, and the Adams House. Preservation of these landmark resources is a primary objective of this plan.

STREETSCAPE

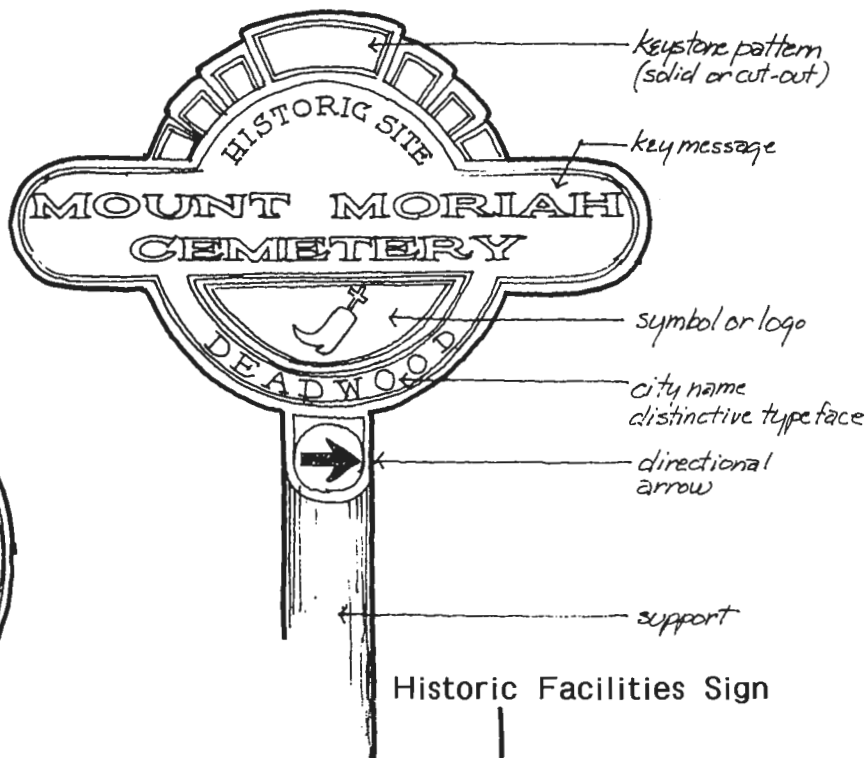
There are very few designed elements in the streetscape of Deadwood. Elements such as lighting, signage, street furniture (benches, trash receptacles, etc.), pavement surfaces, landscape and public art can create a sense of unity and an image for a district or for the community as a whole. In order for this image to be as accurate as possible, it needs to be based on historic research. In order to project a cohesive image the individual buildings should be supportive of the image and not appear as intrusions.

Lighting is currently meeting minimal levels of illumination for streets. No lighting exists to support pedestrian levels of activity. Increased numbers of pedestrians in the downtown area as a result of gaming and 24-hour activity creates a need for improved levels of lighting at the pedestrian scale. Lighting serves to create a sense of safety, ambiance and the feeling that there is activity. Current levels of lighting on Sherman Street create the feeling that the area is closed even though businesses are open. New lighting throughout the downtown should be incorporated in light standards replicating the two historic standards located in front of the Adams Memorial Hall Museum. Use of these standards will create a repetitive pattern and give unity to the entire downtown district.

Signage should serve as communication to direct, warn, and inform drivers of vehicles and pedestrians. Current signage in Deadwood is not designed or treated as a system. Many visitors from outside the community find signage inadequate, confusing or missing. A clear, readable signage system helps inform the viewer. It can also become an element of visual unity in the community to reinforce the overall image of quality (See the Historic Signage Concept on the following page).



Identification Sign



Historic Facilities Sign



Street Sign



Information/Direction Sign

HISTORIC SIGNAGE CONCEPT

The design concepts of historic signage should include the following:

- Colors must be a visual cue, and be appropriate for the time period of interpretation;
- The overall shape should also provide a visual cue that immediately identified the type of information to be conveyed. The amount of information presented can vary so there should be flexibility in the size of the message area;
- A detail such as a keystone design at the top of a sign is drawn from masonry window heads and helps relate the sign to Deadwood;
- Space should be provided for logos, such as shown on the Mount Moriah Cemetery example, and for arrows;
- It should be possible to attach the signs to buildings where space is limited (Sherman Street example), single pole (Shuttle bus example), and mounted on two poles for major installations;
- Letter style and arrow style, should be representative of the period of interpretation if not an actual style found in historic research.

Street furniture in Deadwood consists of a variety of different types of benches, trash receptacles, telephones, newspaper dispensers, and planters. Each are selected by individuals concerned with solving a problem, such as a place for customers to sit outside their store, or keeping trash off the sidewalk. The variety of designs and unrelated features creates a hodge-podge appearance. These are elements that if designed and treated as a system can create unity and reinforce a quality image in a district or the community. Historic research should reveal original designs for historic street furniture.

In the Downtown Historic District, the original street pavement was brick. These brick streets are currently covered with asphalt. Restoring the brick paving of the primary streets of Sherman, Deadwood and Main, in addition to the brick paving of some of the side streets will restore a historic treatment and link the area with a common material and color. Sidewalks throughout the downtown are in poor condition and should be replaced when the streets are restored.



CSC

ORIGINAL DEADWOOD BRICK PAVEMENT

Street trees were not used on Main and Sherman Streets in the past. Trees were planted in open spaces around buildings that were set back from the street; for example, the area in front of the Depot. This is the predominant pattern and should be preserved in the downtown. Changes should be made when they can be verified by historic documentation. Grass and plantings in open spaces and planters on the street are acceptable treatments.

Very little exists in the way of public art in Deadwood. A plaza with a bust of Wild Bill Hickok was recently removed from Sherman Street and statues in the Mount Moriah Cemetery have been vandalized and/or removed. Current efforts in historic preservation will create many opportunities to consider the use of public art to interpret the history of the area, and should be designed and located with durability in mind. Through the interpretive program, public art can add to the richness of the community and the visitor's experience.

Rapid growth and change has caused many of these problems described above; others are the result of benign neglect or lack of concern. All of these elements are the concern of urban design and contribute to the experience and quality of the urban environment. Taken together, these elements can reinforce the historic character of the community and can create the sense of Deadwood as a destination that is described in the marketing section of this report. This sense of Deadwood should retain a richness of character, texture, and a sense of human scale. The creation of a gaudy, circus-like atmosphere is not desired, nor is the creation of an overly-sophisticated Victorian environment. These extremes should be avoided, otherwise the historic integrity of Deadwood will be threatened.



HISTORIC DEADWOOD STREET LIGHTING

CSC

DOWNTOWN HISTORIC DISTRICT CONCEPT PLAN

The Downtown Historic District Plan must be based on the historic resources. Most of these resources are in place, but many require upgrading or restoration, such as the Franklin Hotel, the Adams Memorial Hall Museum, the Carnegie Library, the U.S. Post Office and Courthouse and the Lawrence County Courthouse. Others may need major restoration such as the CNWRR Depot, the Slime Plant, the railroad yards, and Main and Sherman Streets. Deadwood will require facilities such as a city hall, fire station, museums, and a visitor's interpretive center. These may be accommodated in a restored building or in a newly-constructed building.

This Plan is organized on the two strong elements of historic Main Street and historic Sherman Street. Both are equally important to the Downtown Historic District. Main Street is the primary commercial activity street with buildings adjacent to each other lining either side of the street in a continuous pattern for four blocks. Sherman Street is of a different character with groups of commercial buildings interspersed with public buildings set back from the street, open spaces or parking lots. The public buildings are usually freestanding within their sites. Sherman Street carries local, tourist and regional traffic, while Main Street carries primarily local and tourist traffic. These historic streets form the framework for the plan.

These two historic streets are separated by distance and US Highway 14A. Very little gaming, retail or interpretive activity occurs along the route connecting the two streets to create a reason to bridge the gap. While both streets are important parts of the Downtown Historic District, the visitor does not perceive a relationship. This problem also causes economic hardship for establishments along Sherman Street. In order to go to this area, the visitor is more likely to drive to a destination, rather than walk and patronize several establishments along the way. In order to promote access to the historic resources and businesses on both of these streets, the linkage between them along Deadwood Street plays a critical role and needs to be upgraded.

Realigning part of Deadwood Street with Shine Street will allow the opportunity to create a plaza in the vacated area, which, along with closure of the part of Deadwood Street east of US Highway 14A, can create this critical linkage. A Heroes Walk of sculptural representations of Deadwood's historic personalities would draw pedestrians through the newly-created Deadwood Plaza. This, along with the location of the new Visitor's Interpretive Center in the CNWRR Depot, would provide the needed connection of the two separated areas.

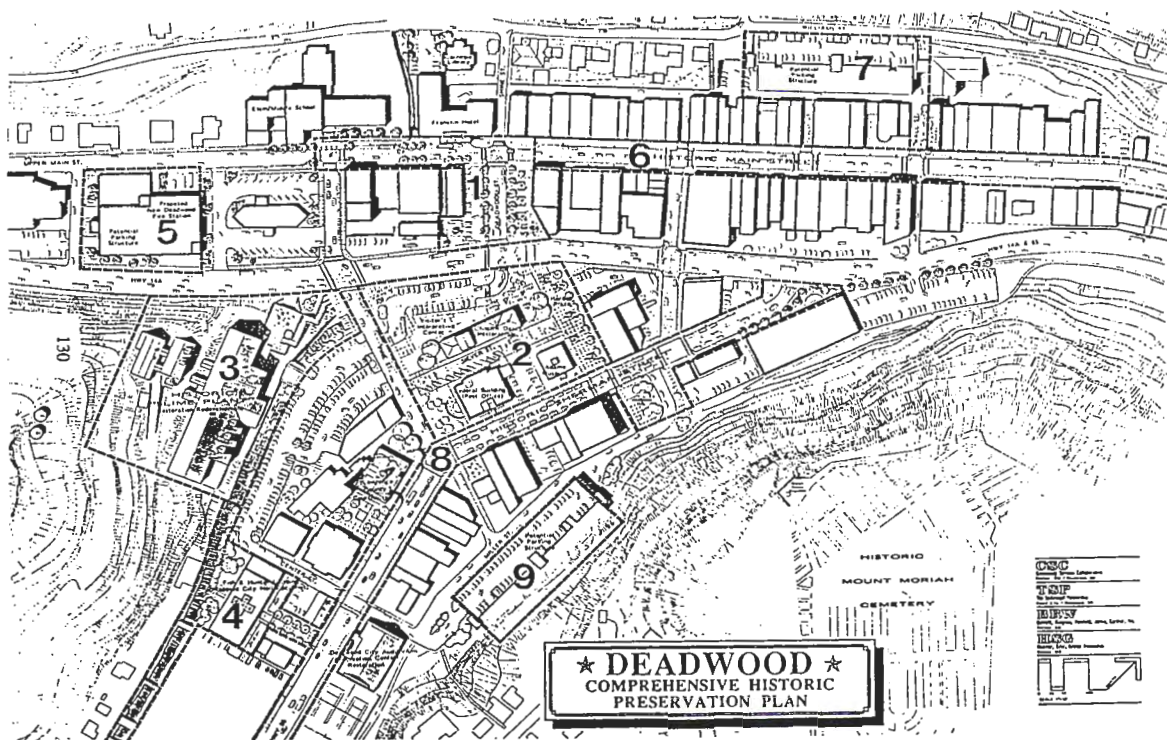
The Downtown Historic District Concept Plan is presented as a full color plate following this page.

DOWNTOWN HISTORIC DISTRICT PLAN

AREA DESCRIPTIONS

The Downtown Historic District Plan created for the Deadwood Downtown Historic District illustrates building locations; circulation for pedestrians, automobiles and buses; parking; streetscape; and provisions for activities, exhibits, museums, and interpretive walks. It shows a variety of projects and how they will work together when complete. The Downtown Historic District Plan provides a framework for public improvements to achieve this end result. From this plan, the detailed programs for the projects and the specific designs can be prepared. This section will describe this Plan in more detail, including specific areas and the types of proposed improvements.

Each of these areas is individually numbered and described. A key map is provided below to indicate the relationships between the areas. A full color plate is provided of the overall Downtown Historic District Plan after the individual area descriptions.



KEY MAP: TOTAL PLAN WITH NUMBERED AREAS

AREA ONE: HEROES WALK/DEADWOOD MAIN STREET

Area One is bounded by Main, Pine, Deadwood Streets and US Highway 14A. It is the visual terminus at the southwest end of historic Main Street, and is the first major break in the commercial buildings which line both sides of Main Street for three blocks. The open space is primarily created by streets and parking. Framing this open space is the landmark Franklin Hotel on the northwest side of the street and a complex of buildings which include the Franklin Motor Court, the Franklin Garage and the three-story Masonic Temple on the opposite side of the street. The Deadwood Elementary/Middle School is beyond the Franklin Hotel, to the west.

This area has a high level of pedestrian and automobile activity, creating several problems. Conflicts exist between pedestrians, street crossings, automobiles, turning movements and tour buses where Shine and Deadwood Streets are offset at their intersections with Main Street. Safety is a major problem, along with lack of signs to direct traffic to specific locations. Cars coming down Shine Street are required to stop quite a distance back up the hill at the stop line. From this point, it is difficult to see pedestrians, creating a dangerous situation. Pedestrians also tend not to notice the traffic signals and turning movements of vehicles.

When pedestrians get to this intersection they are more likely to turn around and go back down Main Street. As a result, Sherman Street businesses suffer. A view down Deadwood Street shows a visual no-man's land of asphalt and US Highway 14A. The southeast side of Deadwood Street has a narrow walkway with cars parked on either side. Students from the school have only a narrow sidewalk to gather at while crossing the Pine and Main Streets intersection.



CSC

DEADWOOD STREET/FRANKLIN HOTEL

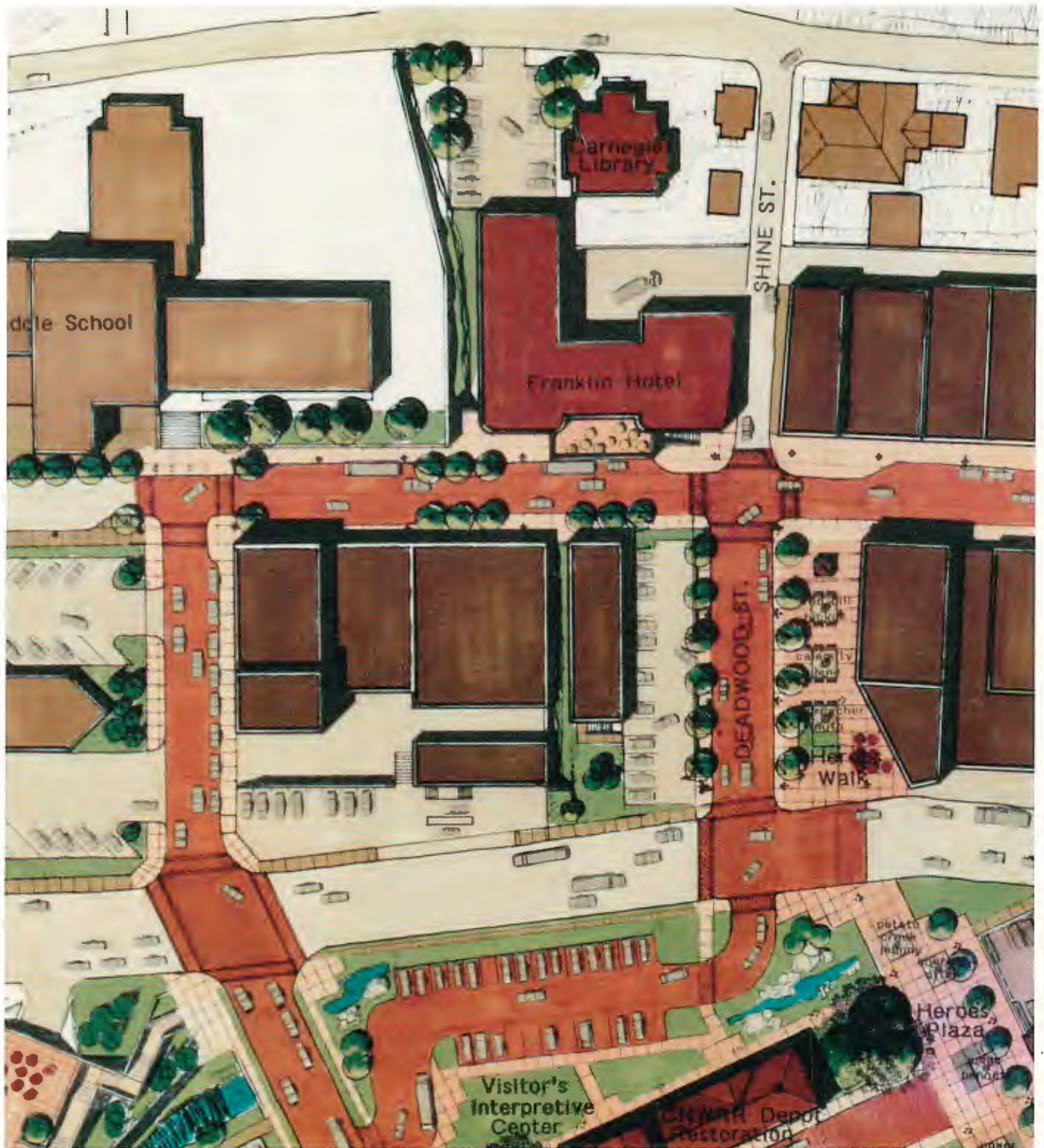
Unlike any of the other areas in the Downtown Historic District Plan, the proposed changes in Area One are controversial because Option A includes a change to street alignment, sidewalk width, the introduction of street trees, and the introduction of interpretive facilities in the form of statues of the folk heroes of Deadwood. Because these aspects of Area One-Option A have been controversial, a second option for Area One has been created, which will be called Option B. This option includes very little change and retains the existing street alignment, sidewalk width, and other aspects of the existing streetscape. The urban design changes are pavement patterns, and the possibility of seasonally closing off various streets. Descriptions for both options follow.

Area One — Option A

The opportunity exists to create a major change in this area — to create an appropriate space for cars, pedestrians, and buses. This area could become a point of orientation and transition for the Downtown Historic District. It should become a pleasant activity-filled open space and connection between Main and Sherman Streets. It has good sun exposure and with evening lighting could be transformed into a plaza with seating areas, outdoor dining and shaded areas. It could become a place to relax, wait for someone, get information, and just people-watch. It can become the point of orientation to the interpretive program for historic personalities of the community. A Heroes Walk through this plaza will, through life-size sculptures and presentation of information, describe the likes of Wild Bill Hickok, Calamity Jane, Preacher Smith and others.

Key Projects for Area One—Option A

- Align Deadwood Street with Shine Street and use the historic surface treatment of brick pavers.
- Signalize four intersections at Deadwood/Shine/Pine, Pine/Main, Pine/US Highway 14A and Deadwood/US Highway 14A.
- Create well-defined pedestrian crossings with provisions for handicapped access at each intersection; change brick pattern to identify crosswalk.
- Traffic on Main Street between Shine/Deadwood and Pine should be two-way.
- Shine/Deadwood/Main and Pine/Main Streets intersections should be narrowed to the width of travel lanes, and the sidewalk width increased.
- Create pick-up/drop-off points for tour buses on Main Street between Shine/Deadwood and Pine Streets, including some areas of widened sidewalks, landscaping and seating areas; although historically there were no trees on Main Street, this area is a transition between commercial and residential uses and should include trees to soften the character.
- Evaluate closing the stairway at the northeast side of the school and adding a walkway to the main stairway at Pine Street. This will move students who are leaving and entering the school farther from street activity and the sidewalk area at this intersection will be increased on all four corners as a result of the narrowing of the streets, allowing for a full pedestrian intersection; stopping traffic in all directions by pressing a button.
- Create a pedestrian plaza of approximately 50 feet by 160 feet when Deadwood Street is aligned with Shine Street; this plaza would contain the Heroes Walk, a kiosk (with an attendant who would provide information and posted information to sell tickets for events such as the Days of 76 Rodeo and other special events), historic lighting fixtures, seating, landscaping (street trees, flowers, shrubs), telephones and signage (directional, city maps, walking tours, etc.).
- Included in this plaza will be the beginning of Heroes Walk containing sculptures and interpretive information about the history of the area and these historical characters. Heroes Walk would continue across US Highway 14A as part of the pedestrian connection to Sherman Street. The sculptures could be done with figures taken from historic photographs, in life size, in apparent motion, with their feet on the ground; for example, Colorado Charlie Utter and Wild Bill Hickok could be seen walking along, apparently in animate conversation. This would bring the historic personalities into the visitor's experience — more identification with the past and more enjoyable.



AREA ONE — OPTION A PLAN



OMAHA PRINTING COMPANY

Black Hills Mining Museum

THE HISTORIC HOWE BUILDING, ORIGINAL HOME OF THE
BLACK HILLS TRUST AND SAVINGS BANK, OCCUPIES
THE CORNER OF MAIN AND SHINE STREETS

Area One — Option B

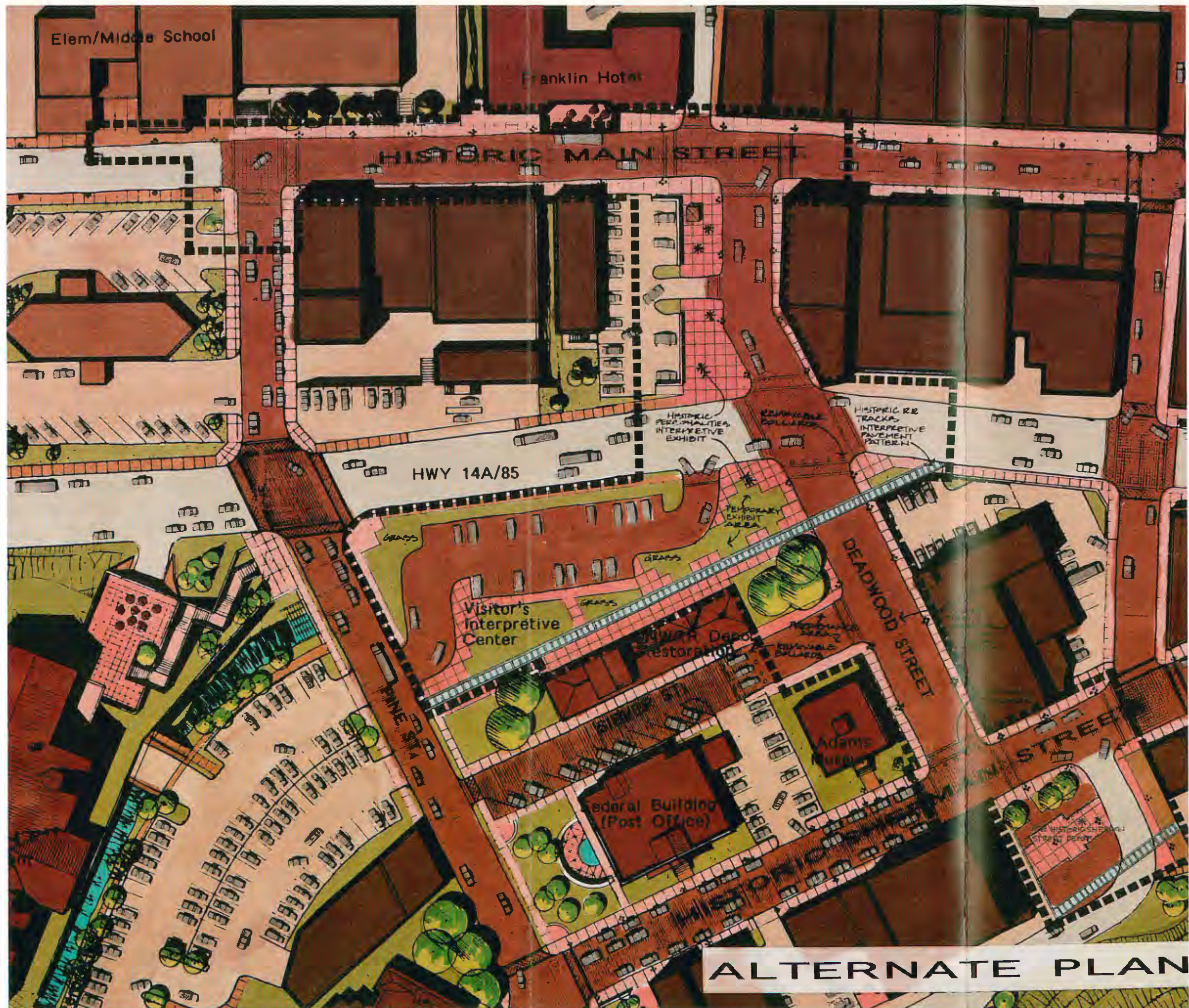
Option B includes an area greater than that of Option A. It extends southward into Area Two, and even further southward into Area Eight. The primary objective of any plan affecting this area is to connect historic Sherman Street with historic Main Street. At this time, the two areas act in isolation from each other. In large measure, this is due to the highway. Therefore, there are many aspects of Option A which are also part of Option B. Historically, Main Street, Deadwood Street, and Sherman Street were all primary commercial areas. These streets all retain their commercial functions. It is necessary to provide a way of linking these areas together, making this linkage as interesting as possible to the visitor. To provide the maximum opportunity to educate the visitor about the history of Deadwood, Option B includes interpretive exhibits featuring the historic personalities. The alignment of Deadwood Street between US Highway 14A/85 and Main Street will be retained as it presently exists. This present alignment is an alignment that dates from the 1890's. Prior to that time, Deadwood Street more closely followed the alignment shown in Option A.

In order to create pick-up/drop-off points for tour buses on Main Street between Shine/Deadwood and Pine Streets, this area will have to be marked with signs. In order to protect students crossing the intersection of Main and Pine, the signalized intersection will require faster cycling of the walk sign so that students do not create a crowd on the sidewalk and overflow into the street while waiting for the walk signs.

The present parking area on the west side of Deadwood Street between Main and the highway would be consolidated with the Franklin Motor Inn parking lot and shared 50/50 by making it a 90-degree parking layout. The Franklin parking lot would gain additional spaces although there would be a net loss for the city parking as one row of parking would be converted to a section of the brick-paved plaza. This new layout is on the original site of the City Hall. The information booth previously described would be created to sell tickets to special events and provide general information. Interpretive exhibits of historic personalities would be part of this site.

Deadwood Street would be closed between US Highway 14A/85 and Sherman Street on an as-needed basis, or seasonally, by the installation of removable bollards. This would occur both at Sherman Street and the highway. This also should be done at Siever Street approximately in line with the east boundary of the U.S. Post Office and Courthouse parking lot. This would allow Deadwood Street to be used as a totally pedestrian area and could therefore include seasonal outdoor activities of a private as well as public nature. The closing of Siever Street would provide a fairly quiet area where concerts or similar events could take place. Early Deadwood had a number of musical groups, including the 8th Cavalry Band from Fort Meade, the 7th Cavalry Band from Fort Meade, the Deadwood Band, the Deadwood Metropolitan Band, the New Deadwood Band, Gandolfo's Orchestra and String Band, etc. It is possible to develop a portable bandstand similar to bandstands in the community during early years and that could be set up during the summer season at this location.

- The Visitor's Interpretive Center will be created in the old Depot. A temporary exhibit area that will be in front of the Depot will be composed of stone paving and grass.
- Stone paving will also be used to interpret the historic railroad tracks by creating a pavement pattern in the actual location of the tracks.
- A second area of stone paving will be created south of Sherman Street where the other historic railroad depot was located. This depot no longer exists but its ground outline will be created by patterned pavement. This is in the area where Wild Bill Hickok was memorialized by the famous statue, an important aspect of the history of Deadwood.



AREA TWO: VISITOR'S INTERPRETIVE CENTER/HEROES WALK/DEADWOOD PLAZA

Area Two is bounded by Sherman, Deadwood, and Pine Streets and US Highway 14A. The CNWRR Depot in the center of this block houses the City Hall offices, and the police and fire departments. This block also contains the U.S. Post Office and Courthouse and the Adams Memorial Hall Museum. Each building is a significant historic structure. The Lawrence County Courthouse is across Pine Street and there are commercial buildings across Sherman and Deadwood Streets.



CSC

CNWRR DEPOT

This area is at the center of all approaches to the downtown and is therefore the ideal location for a new Visitor's Interpretive Center. This center will provide information and contain exhibits which give an orientation to the history of Deadwood and how the visitor might spend an hour or an extended stay. Signage in other locations in the community would direct visitors to this facility whether in automobiles or on foot. Tour buses could also take advantage of this drop-off location. This would also be a major shuttle bus stop. Pending a space-needs study, this building would be a potential site for relocation of the Chamber of Commerce offices. The Chamber already staffs an information booth adjacent to the Depot.

Restoration of this historic structure, along with site improvements will create an immediately identifiable facility focused on information for visitors, with outdoor space that includes an adjacent plaza for special events and gatherings. The railroad character of this site can be reinforced by a contemporary recreation of the tracks as described in the Conceptual Interpretive Plan. The current asphalt parking lot in front of the Depot would be replaced by short-term parking with a brick-paved surface, which is the same as the paving on Main and Sherman Streets. This parking area could also be used as a gathering place for special events such as a farmers or craft market. A landscaped open space would be created adjacent to the Depot which would include interpretive exhibits. The area originally had large trees.

Although Whitewood Creek, which once went through this area, is now contained under the highway in a box culvert, a recreation of the stream with recycling water running on rocks will be the setting for an exhibit of placer mining operations. The sculpture of miners and mining equipment could be supplemented by live demonstrations of the actual process. Although the creek visually ends at Pine Street, it is important to carry some sense of it through this site for its symbolic value, and to provide for a continuation of the Whitewood Creek trail system.

The closure of Deadwood Street to create Deadwood Plaza between US Highway 14A and Sherman Street as described in Area One — Option A is important to complete the pedestrian connection from Main Street. The designated US Highway 85 would turn west at Pine Street to connect with US Highway 14A, which is intended to carry regional traffic and is designed for turning movements and visibility at the intersection. Deadwood Street would then be developed as a plaza with street trees in containers and street furniture. The street alignment would be visible in the pavement patterns and elevations. A 12 foot cafe zone should be created so businesses on Deadwood Street could have outdoor seating in front of their building. In the Heroes Walk/Deadwood Plaza from Main Street to Sherman Street, licensed outdoor vending could be allowed which will create additional activity in the plaza. Good sun exposure with shade from trees will create a very pleasant outdoor area for multi-seasonal enjoyment.

This plaza will also become a "safe zone" for families with children. Facilities such as the Visitor's Interpretive Center and Adams Memorial Hall Museum along with activities of outdoor street theater and interpretive talks are appropriately family-oriented as well as entertaining and informative. This could become an important community space, not just for visitors. It would provide a space for children where there is no threat from automobile traffic. A portion of Siever Street between the Depot and the Adams Memorial Hall Museum could be easily adapted for small concerts and performances. This is one of the few areas that is quiet and removed from the noise of highway traffic. A temporary stage could be set up with movable seating on Deadwood Plaza and informal seating on the grass areas. Such concerts would constitute a revival of one of Deadwood's most popular activities of the years just prior to and during the turn of the century.

The Heroes Walk would continue through Deadwood Plaza and additional historic personalities would be featured as sculpture/exhibits with interpretive information provided. These would include such characters as Potato Creek Johnny, Charley Utter, Judge Bennett, Poker Alice and Seth Bullock. Even the most casual visitor to this area would be exposed to Deadwood's history. Other small, interesting aspects or artifacts of the city's history could be featured in this setting. The Heroes Walk would continue across Sherman Street and end at the entry to the Miller Street parking lot. In the open space at the entry, additional interpretive informational displays could be provided. This walk will also be experienced in reverse when a visitor leaves his parked car at the Miller Street public parking lot and walks toward Sherman or Main Street.

Signalization at the intersection of Pine and Sherman Streets will facilitate the dominant flow of truck traffic through this intersection, significantly reducing congestion. This allows for less noise and pollution from vehicles, especially trucks. A safer pedestrian intersection will also be a result of signalization.

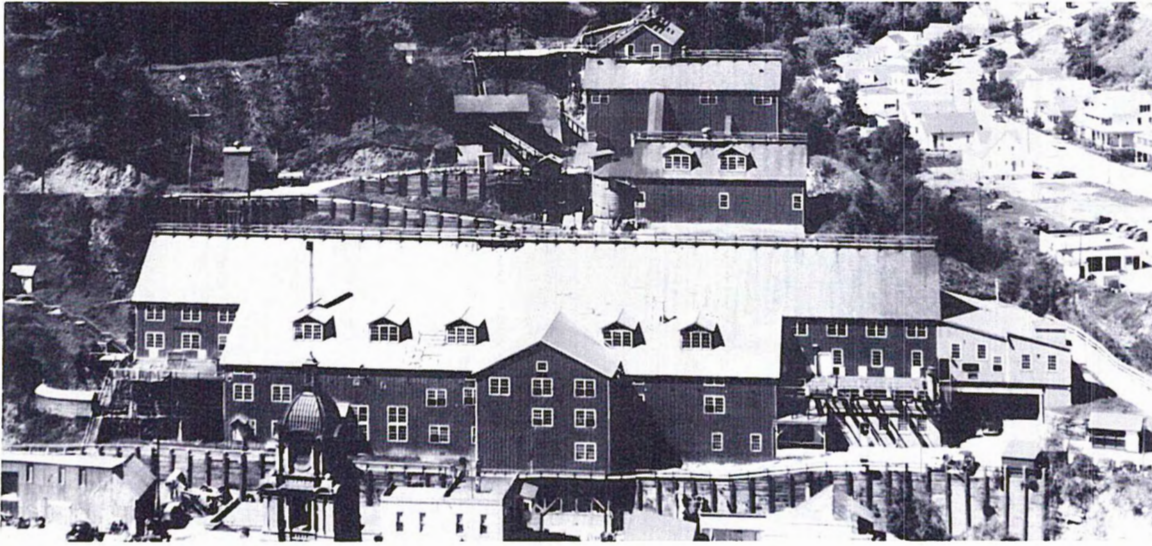
Replicas of original lighting should be installed through this area. Existing standards at the entry to the Adams Memorial Hall Museum are examples of what existed in Deadwood and should be used as a prototype for creating new standards. Signage throughout this area should be part of the coordinated system used throughout the community.



AREA TWO PLAN

AREA THREE: HISTORIC SLIME PLANT

The historic Slime Plant, built in 1906, represents an era of industrial process gold extraction in Deadwood. Other plants are no longer standing. It is a highly-visible, prominent historic landmark on McGovern Hill overlooking the Downtown Historic District. It is bounded by Whitewood Creek, Pine Street, and US Highway 14A. The larger structure is owned by Lawrence County and is used as a maintenance facility. Much of the original industrial equipment is still in place in the building. The two smaller structures are owned by the City of Deadwood. Portions of these buildings are in a serious state of disrepair and the historic resource is threatened. These historic buildings need to be documented and evaluated and a plan prepared for redevelopment.



BLACK HILLS MINING MUSEUM

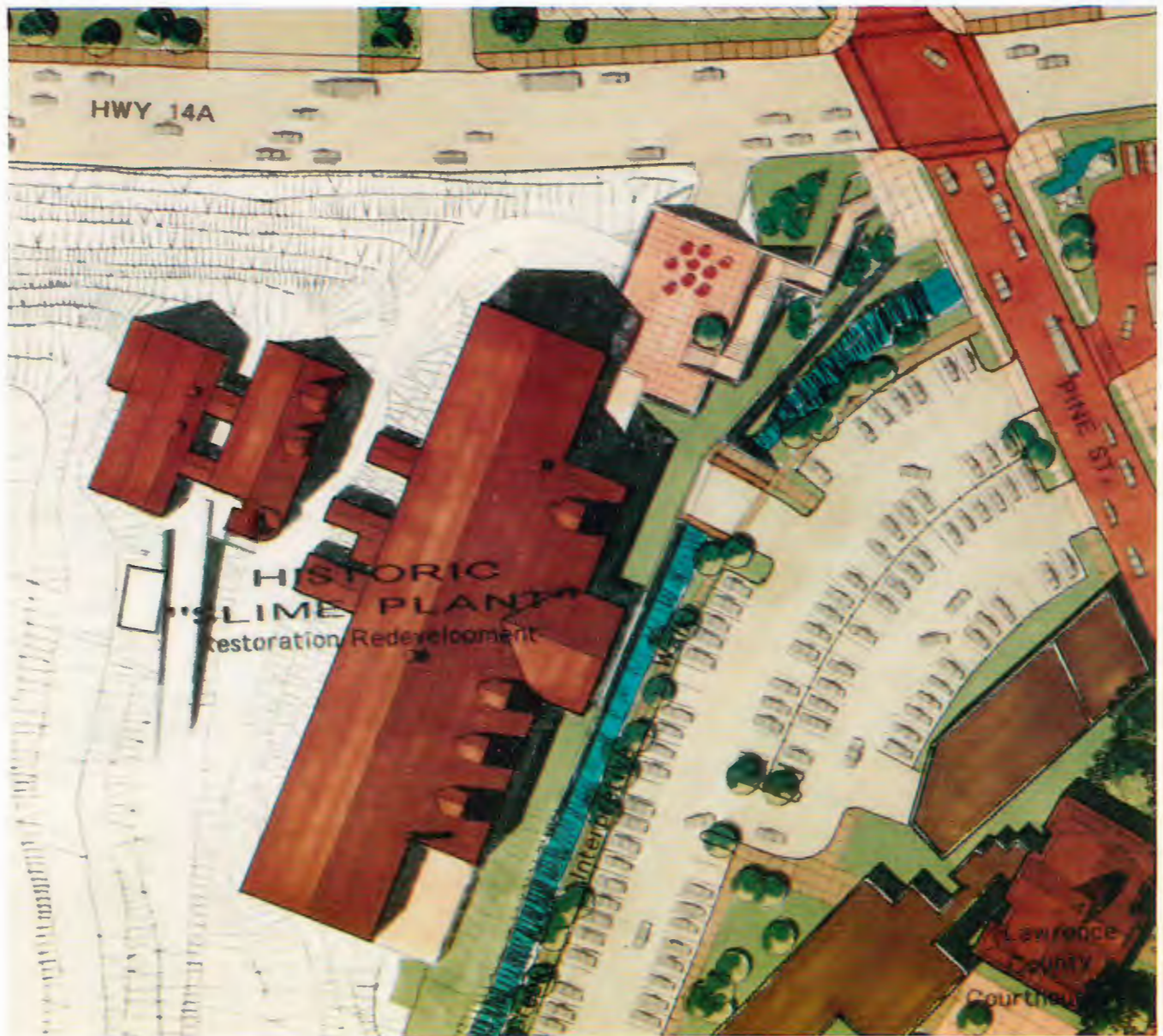
HISTORIC SLIME PLANT

Examples of communities that offer visitors numerous attractions and opportunities for interesting activities include Santa Fe, New Mexico; Monterey, California; and Lowell, Massachusetts . Redevelopment of the Slime Plant can result in an excellent facility for Deadwood with many opportunities to educate and entertain. It can provide an informative history about industrial processes for extracting gold from rock and its connection with the world-famous Homestake Mine. This redevelopment could include a complex of shops, galleries, restaurants, entertainment and museum space which would increase the attractions for visitors to stay in Deadwood. Cultural facilities, including performance areas, could be part of the redevelopment.

Access for pedestrians from Pine Street should be designed as a series of terraces and stairways to reach the entry level above. The main building is of sufficient size to possibly develop internal parking for 150 to 200 cars. This would provide additional close-in parking for downtown and special events. Access to this parking would be from US Highway 14A and across Whitewood Creek from the parking lot of the Lawrence County Courthouse, which would also be upgraded. The creek crossing would be by a wood bridge replicating one of the early historic bridges crossing Whitewood and Deadwood Creeks.

Whitewood Creek would be improved below the Slime Plant to provide a pedestrian linkage between the Visitor's Interpretive Center and the railroad property, which is proposed to be a Railroad Museum. A landscaped trail accommodating pedestrians,

joggers, and bicyclists would follow the south side of the creek. Trash, debris and dead trees would be cleaned from the creek. Consistent with hydraulic channel design, boulders should be added to create a variety of water conditions and aquatic habitat. Bank stabilization, retaining walls, railings and safety features would be required along the walkway. The small county buildings along the south bank should be removed to open up views of the creek and the Slime Plant. As possible, design details of all streamside improvements should be based on features, conditions, and elements representative of those that existed earlier in Deadwood's history. These details may include trestles, rock piles, or wood cribbing as retaining walls. This pedestrian connection provides an alternative to walking along Sherman Street and forms part of a more extensive trail system through Deadwood for visitors and residents. Access from Sherman Street to the trail should be provided in several places. This trail should include interpretive information regarding the history in this section of Deadwood.



AREA THREE PLAN

AREA FOUR: CITY HALL/WHITEWOOD CREEK

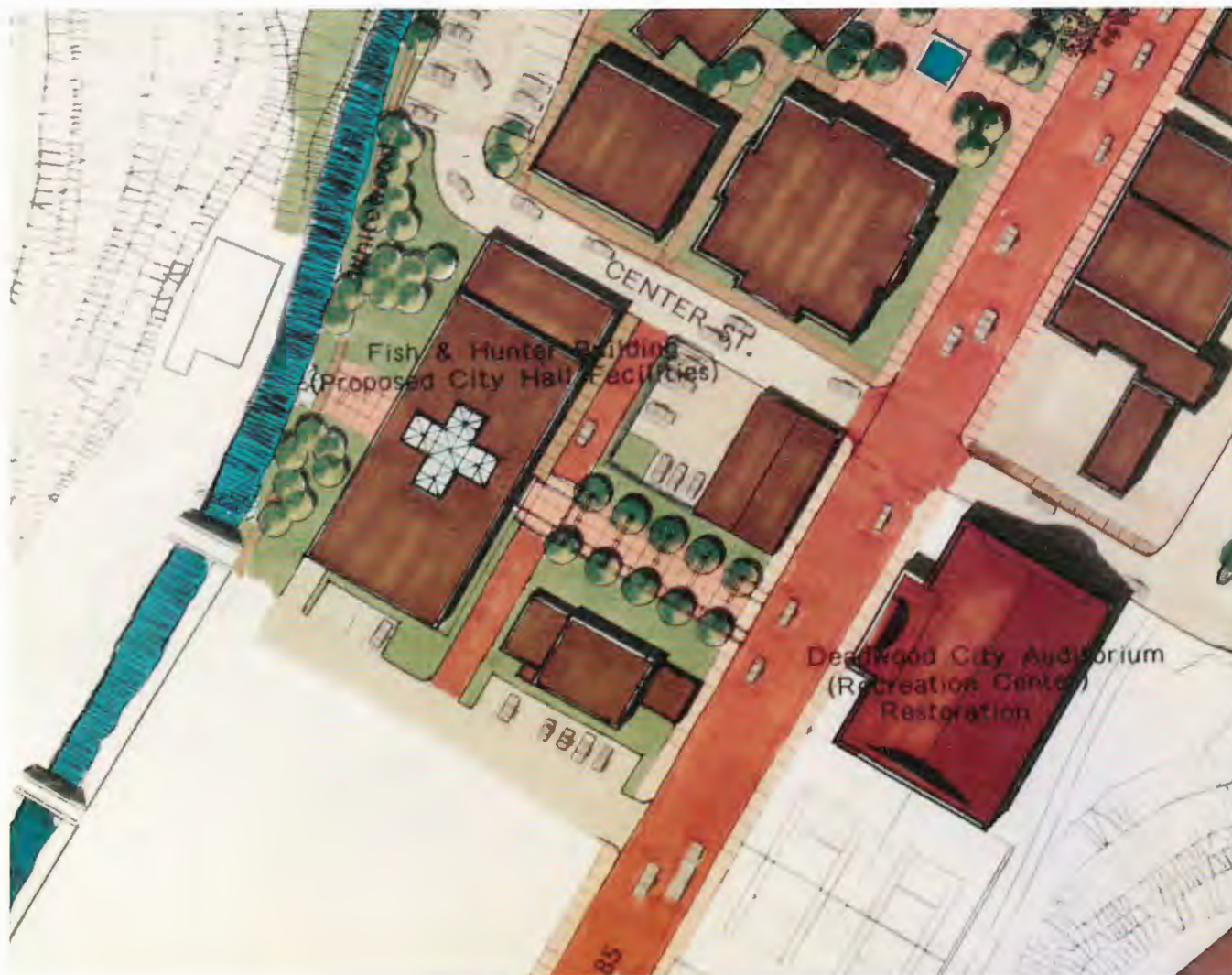
The CNWRR Depot on Siever Street is the current location of City Hall offices, commission meeting space, and police and fire department functions. The Planning Department was located in the basement of the U.S. Post Office and Courthouse building on Sherman Street; that department has relocated one block away in the Twin City Fruit building at Sherman Street and US Highway 14A. These facilities have inadequate space that is not designed to accommodate municipal functions. There is inadequate space for meeting with the public, a lack of storage space and presents a poor civic image. With the advent of gaming, Deadwood's space requirements have increased and the community requires new facilities designed to accommodate municipal needs. In order for the new Visitor's Interpretive Center to be located in the present City Hall, a new site and facility needs to be developed quickly.

Two sites were evaluated by CSC. The first was the U.S. Post Office and Courthouse that would have space available when Lawrence County vacates the second floor offices at the completion of the construction of their new facility in 1991. The second was the Fish and Hunter building located at Center and Sherman Streets. The study was preliminary and each site had its own specific group of attributes.

On the following page is the Area Four Plan, which indicates the location of the Fish and Hunter Building adjacent to the expanded Lawrence County Courthouse Complex and across the street from the Deadwood Recreation Center and Gordon Memorial Park. The concept of a civic center is a central, downtown location where citizens can come to conduct city and county business. The associated offices related to civic needs will continue to locate in close proximity, thus preserving the historic downtown for more uses than gaming establishments. This is an important objective given the loss of the retail uses that were located downtown prior to gaming. It provides additional reasons for citizens to use the downtown area as part of normal community activities.

The new City Hall should accommodate a Black Hills Historical Research Center, which would be a facility of regional importance in historical research and archival storage of records and artifacts. This storage could be specifically designed to handle complete historical collections stored elsewhere in inadequate conditions. It would be open to individual research, tour groups, and for educational purposes.

Whitewood Creek would be upgraded through this area to provide a pedestrian linkage between the railroad property and the Visitor's Interpretive Center. A landscaped trail would follow the creek, accommodating pedestrians, joggers, and bicyclists. The space behind the new City Hall would be designed as an open space with an outdoor gathering area, seating and landscaping. Trash, debris, and dead trees would be cleaned from the creek bed. Retaining walls, railings, and safety features would be required along the walkway. This pedestrian connection would provide an alternative to walking along Sherman Street at the lower end and form part of a more extensive trail system through Deadwood for residents and tourists. This section of the trail would also include interpretive information regarding the history of this section of Deadwood.



AREA FOUR PLAN

AREA FIVE: SITE FOR NEW DEADWOOD FIRE STATION

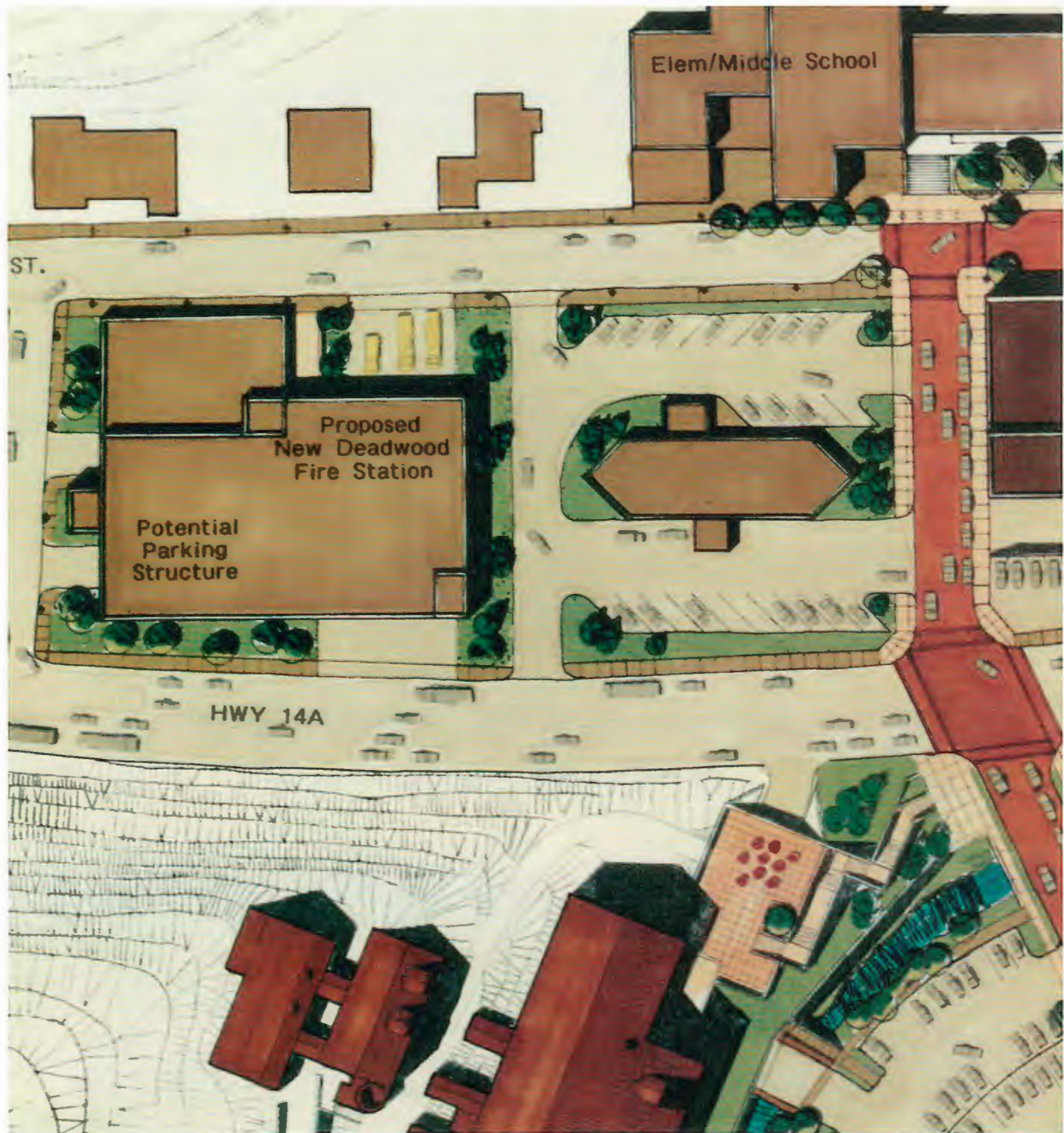
The City has identified a new fire station location to replace the one in the CNWRR Depot. Early in this planning process a preliminary study was done by CSC that evaluated two potential sites. The first site was located between Main Street and US Highway 14A, and between NorWest Bank and the Armory. The City currently owns the site between the Chamber of Commerce and the radio station, which is for sale. US West has not made a decision as to whether they will move from their current location to this facility. The second site is located at the public parking lot on Lower Main Street. Based on a preliminary evaluation, both sites have advantages and disadvantages, but the first site was more centrally-located to protect downtown historic resources and allow good access for volunteer firepersons. The Upper Main Street site would also allow the development of a mixed-use facility with additional close-in parking for the downtown.



CSC

PRESENT DEADWOOD FIRE DEPARTMENT

The development of this site could vary in size depending on acquisition of additional parcels. The City-owned parcel is narrow, but if combined with the Chamber of Commerce parcel, it would create a usable site for a fire station. The Chamber offices could be relocated to a more central location in the renovated Depot, which would become the Visitor's Interpretive Center. An alternative location would be in the new City Hall. Additions of the radio station and the US West properties would create a site of sufficient size for a parking structure at this end of the downtown to accommodate 150 to 200 cars above the fire station. Additional retail and/or office space could be included on the Upper Main Street side of the building. If parking is included, the building character should be sensitively designed to blend into the neighborhood character in this transition area between residential and commercial uses. US West could be included in this project as a joint venture partner, and air rights utilized over their facility. Historic facades should be retained and incorporated into the new facade.



AREA FIVE PLAN

AREA SIX: HISTORIC MAIN STREET RESTORATION

The restoration of Main Street is one of the key urban design projects in the Downtown Historic District. The street currently has two-way traffic with no parking. Two former parking lanes are used for service and shuttle bus stops. The right-of-way varies from 56 feet to 66 feet, and the sidewalk width varies from 7 feet to 12 feet. The sidewalks are further narrowed by some benches, cut-off parking meter posts, and trash receptacles provided by gaming establishments. Pedestrians are often seen walking in the street and those on the sidewalks can be seen dodging the barkers and meter posts.

The first-time visitor is likely to travel Main Street by car to get a feel of what activity there is to see, and to get a sense of the historic character of the downtown. It is desirable to allow this to continue, but to discourage the use of Main Street as a primary circulation route to find a parking space. It is recommended that Main Street be converted to one-way traffic going southwest between US Highway 14A and Deadwood Street.



BLACK HILLS MINING MUSEUM

HISTORIC MAIN STREET

Visitors can use this street to orient themselves to the area before searching for a parking space. By converting this to a one-way street with a 33 foot curb-to-curb cross-section, the sidewalk width on either side can be slightly increased to approximately 11 to 17 feet (approximately 2 feet each side). This will accommodate

increased pedestrian activity moving in and out of gaming halls and up, down and across Main Street and still retain the historic character of the street. The reduced street width will lessen the distance across the street at intersections or mid-block. The increased sidewalk width will provide adequate space for the addition of historic street light standards and allow people to walk on the sidewalk instead of in the street, which is often the case at present. Based on photographic evidence, sidewalk width has varied through time.

A flexible three-lane street section can be created to allow for through-traffic movement, passenger loading, service deliveries at specified hours, and shuttle bus stops. Parking can still be accommodated at certain seasonal times. One-way operation will simplify the traffic movements at the US Highway 14A intersection, allowing for a safer, more understandable design to be developed. This entry to the downtown should be designed in conjunction with pedestrian access from the Lower Main Street parking lot and a signalized intersection.

Parking signs would be located at Wall, Lee, Deadwood and Pine Streets to direct cars moving along Main Street. With the redesign and alignment of Shine and Deadwood Streets, the main turning movement for the visitor will be at this intersection, where they can then see and move toward central information and the Visitor's Interpretive Center with short-term parking.

The Main Street character should reinforce the activity of the visitor within the historic setting and create a pleasant outdoor environment. The primary theme is the history and it should be reinforced through sensitive design and selection of the various elements. The original street paving was bricks, which still exist under the asphalt surface. To achieve historic preservation objectives, the street should be repaved with brick pavers, either reusing the original bricks when they are uncovered, or using new pavers similar to the originals. Standards of construction and quality of materials should meet acceptable criteria for durability and maintenance procedures.

The addition of historic lighting standards similar to those at the entrance to the Adams Memorial Hall Museum will create a repetitive pattern of a common element down the length of Main Street. Along with the brick pavers, historic lighting standards will provide design continuity. The level and quality of lighting is extremely important because of 24-hour use of the area. The lighting for downtown should have a warm, soft quality throughout similar to that of early incandescent lamps, rather than the harsh glare of bright cool light.

The most important element on Main Street is the historic buildings. The design of the streetscape should enhance their facades, not compete or detract from them. No street trees existed on historic Main Street and should not be added. Street furniture, such as benches, trash receptacles, drinking fountains, information signage and planters should be in character with the historic time period of the brick paving and historic light standards. Design guidelines for alterations in the Downtown Historic District have been prepared and should be used to determine the appropriateness of changes.



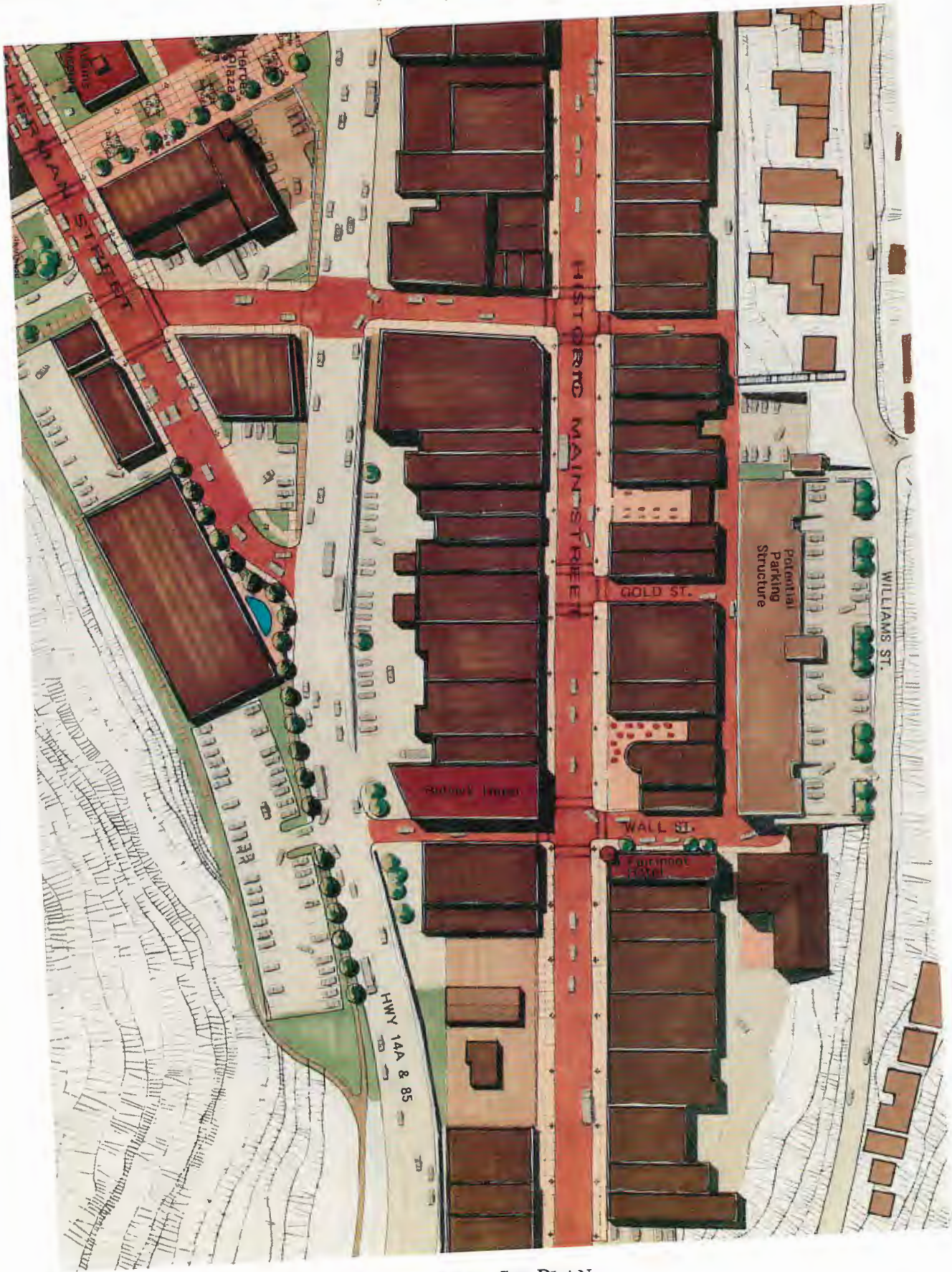
BLACK HILLS MINING MUSEUM

EARLY MAIN STREET



BLACK HILLS MINING MUSEUM

TURN-OF-THE-CENTURY MAIN STREET



AREA SIX PLAN

AREA SEVEN: MONTANA CORRAL PARKING STRUCTURE

This City-owned area currently accommodates 85 parked cars and is located off Main Street, between Wall and Gold Streets, and Broadway and Williams Streets. There is approximately a 35 to 40 foot grade change in this area, creating a very steep slope that separates the downtown commercial area from the Forest Hill residential neighborhood above.



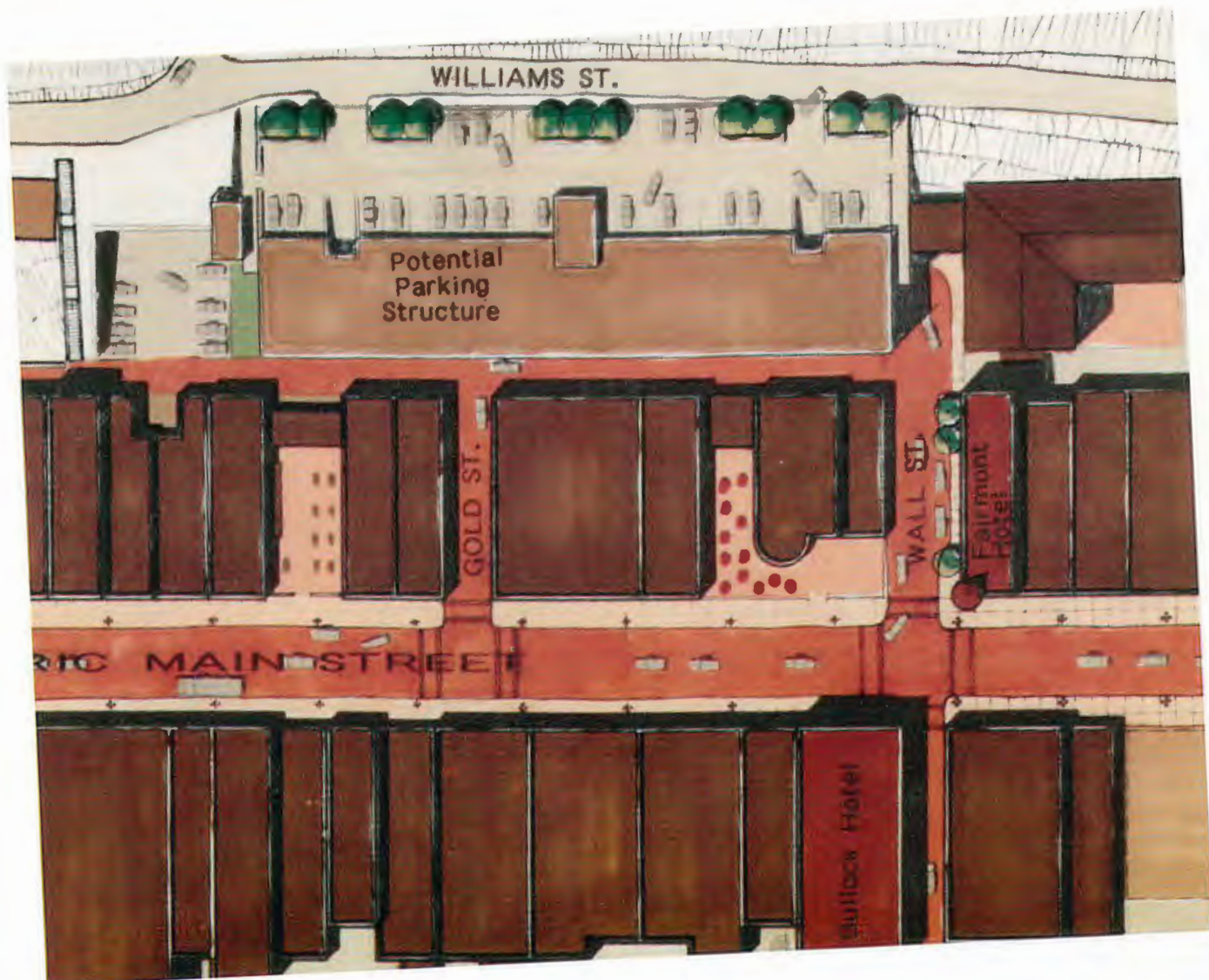
CSC

BROADWAY PARKING LOT, A.K.A., MONTANA CORRAL

The Montana Corral was located here in the early days of Deadwood, and while years ago horses were corralled at this location, today it corrals cars. Its location behind Main Street places it in close proximity to community activity and it provides an ideal location for a concentration of parking in a parking structure. A parking structure could accommodate approximately 250 spaces. The upper level(s) of the parking structure could provide direct controlled access and parking to serve residents of the Forest Hill neighborhood at the top of the steep slope behind Main Street. The narrow cross-section of residential Williams Street above and the need for resident parking are problems which could be substantially helped by a parking structure at this location. With on-street parking eliminated, cars and pedestrians could move easily, snow removal and storage would be improved and a secondary access to Main Street would be created for both cars and residents.

Access to a parking structure from Wall Street should include a defined pedestrian walkway, vehicular access in and out, and a drop-off point for the Fairmont Hotel. Improvements should include extending the historic brick paving treatment from Main Street to the parking structure, continuation of the use of historic lighting fixtures, and landscaping on both Wall and Williams Streets.

As part of the interpretation of local history, the integration of historic activities with the contemporary use of parking can be quite successful; for example, the area of several parking spaces could be used to recreate a blacksmith shop, where at certain hours of the day, a farrier might actually shoe horses, and a blacksmith create historic hardware. This is described more fully in the Conceptual Interpretive Plan of this report.



AREA SEVEN PLAN

AREA EIGHT: HISTORIC SHERMAN STREET RESTORATION

In addition to preservation efforts along Main Street, the restoration of some sense of the historic character of Sherman Street is important to create continuity and a sense of unity within the entire Downtown Historic District. Both of these streets have significant historic resources. While Main Street is primarily commercial on both sides, Sherman Street has both commercial and public buildings. The character of Sherman Street is of groups of commercial buildings side-by-side, contrasted with public buildings surrounded by the open space of their sites. The traffic on Sherman Street is both local and regional, including large trucks.



ADAMS MEMORIAL HALL MUSEUM

ADAMS BLOCK 1894

Sherman Street should have the same historic brick paving treatment used on Main Street from the railroad property on Charles Street to the intersection of US Highway 14A. The feel of the streetscape here should be similar to Main Street, including brick pavers, walkways, historic street lighting, and street furniture. Although the street cross-section will not allow for widening of sidewalks, the alternating of buildings and open space provides variety and minimizes the constricted feel. The open spaces have trees in them, but no street trees should be added in the walkways adjacent to the street.

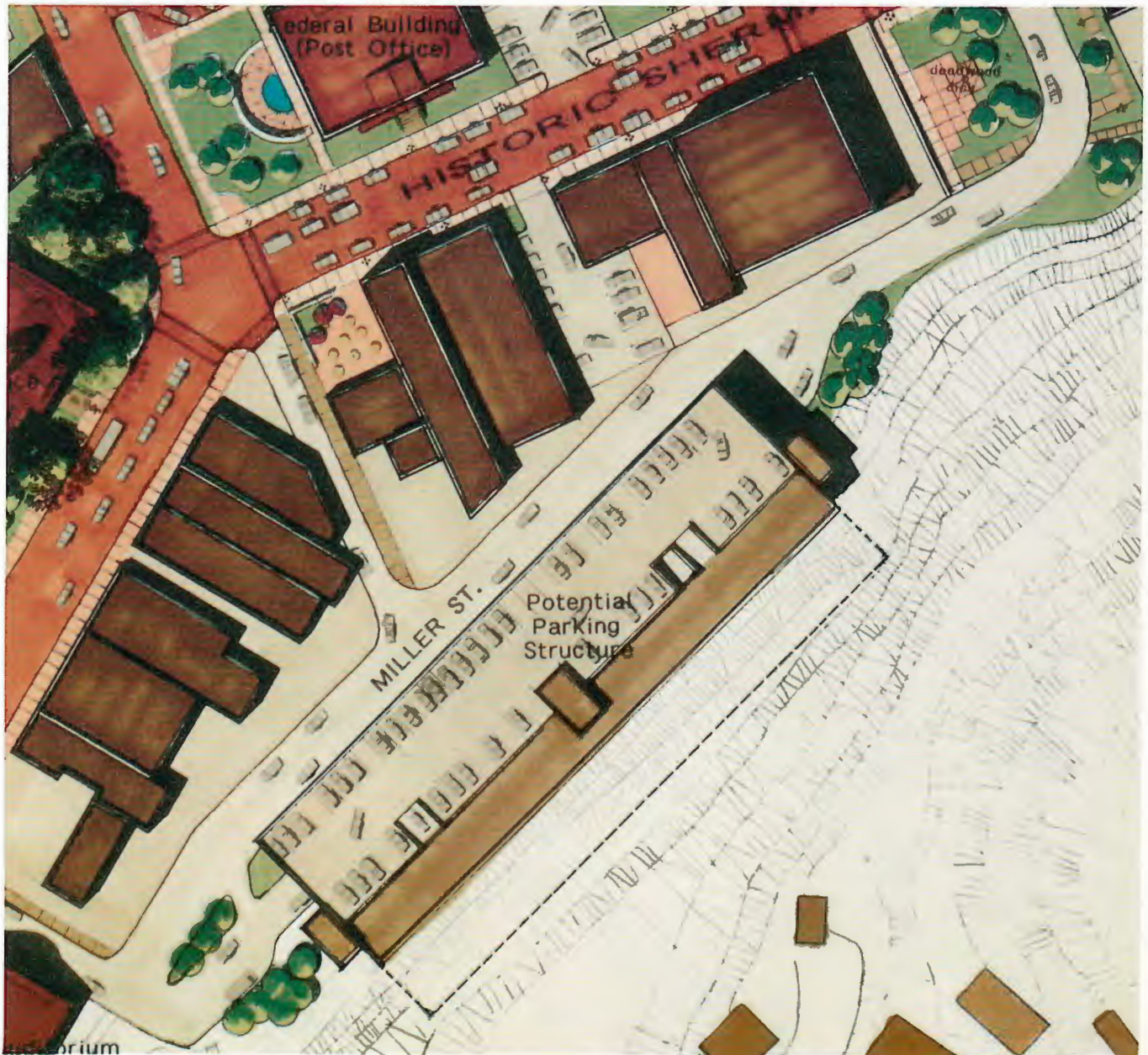
The intersection at Pine and Sherman Streets should be improved and signalized to create a smoother flow of traffic with less congestion, and to make pedestrians safer. The future development of a tunnel connection of Charles Street and US Highway 14A to remove US Highway 85 truck traffic and through-traffic from Sherman Street to improve conditions in the area is being evaluated by the State Highway Department.



AREA EIGHT PLAN

AREA NINE: MILLER STREET PARKING STRUCTURE

This area is owned by the City and has been developed to accommodate 113 parked cars. It is located between the buildings on Sherman Street and the toe of the steep slope below the Ingleside residential neighborhood. It is in close proximity to the center of Sherman Street business and civic activity, with the Adams Memorial Hall Museum, the U.S. Post Office and Courthouse, and Lawrence County Courthouse and offices located in this vicinity. A parking structure at this location could accommodate 300 to 400 cars on three to four levels, with upper levels utilized for employee parking. Most spaces would be covered, and access could be provided from Center, Pine and Lee Streets. This facility would become the closest longer-term parking the visitor comes to after driving along Main Street.



AREA NINE PLAN



★ **DEADWOOD** ★
**COMPREHENSIVE HISTORIC
PRESERVATION PLAN**

CSC
Community Services Collaborative
Boulder, CO / Deadwood, SD

TSP
The Spitznagel Partnership
Rapid City / Deadwood, SD

BRW
Bennett, Ringnes, Walsfeld, Jarvis, Gardner, Inc.
Denver, CO

HSG
Hammer, Siler, George Associates
Denver, CO

0 25 50 100
SCALE 1"=50'

URBAN DESIGN COMPONENTS AND GUIDELINES

Implementing elements of the Downtown Historic District Plan will require significant efforts to restore Deadwood's urban fabric. While the plan presupposes that changes will be positive, how the changes are carried out can have a significant impact on the historic character of the community. To ensure that improvements are actually improvements and do not irreversibly change the Deadwood character, the following guidelines should be used when incorporating these urban design components. Whenever possible, the urban fabric should be restored based upon features, conditions, and elements present in or representative of those present in historical times, and consistent with concerns for public health and safety.

GENERAL POLICY GUIDELINES

- Wherever possible, original features and material shall be preserved;
- All new features, elements and construction should be consistent with or representative of features, elements and structures present in Deadwood during the period of historical significance;
- Materials and methods of construction for new features and elements shall be the same as used in Deadwood during the period of historical significance.

STREET GUIDELINES

The residential streets of Deadwood are mostly narrow and follow the topography of the valley and hillsides. Most are without well-defined edges. In many locations the streets are cut into steep hillsides with stone retaining walls. Most downtown commercial streets presently have concrete sidewalks on each side and are arranged in a near rectilinear grid system.

- New residential streets should follow the existing topography to the extent possible;
- Streets should not be widened significantly to accommodate traffic because it will alter the essential character of Deadwood;
- Streets should not be narrowed significantly to allow for wider pedestrian walks;
- Paving of original Deadwood streets was brick, and brick paving should be used for public streets where it was the original material and where appropriate;
- Asphalt and concrete typically appear as very contemporary-appearing materials. Their use should be limited to areas where streets were not originally paved with brick. Using local stone as an aggregate can create a more harmonious representation of original materials. Avoid the use of gray Portland cement. This mix should be 3/4 white Portland cement to provide a color that more closely approximates the historic appearance.

CURB AND GUTTER GUIDELINES

Curbs and gutters create a regular edge along the street, while the historic street edge was originally more irregular in the residential areas. Paving, curbs and sidewalks were added to Deadwood's commercial core just after the turn of the century.

- New or replacement curbs and gutters should be consistent with or representative of curb and gutter installations from the period of historical significance. The curbs visually blended in with the surrounding materials of the sidewalk because it was poured in one section;
- Concrete curb sections should be a warm gray similar to the color of local stone, rather than cold blue-gray of much contemporary concrete, to relate to the color of early concrete;
- Curb height should closely follow original examples. Early curbs were generally higher than present-day standards as were the height of the vehicles from which passengers descended.

SIDEWALK GUIDELINES

- New or replacement sidewalks should be consistent with or representative of sidewalks from the period of historical significance;
- Sidewalks should be laid to follow the street alignment whether curvilinear or rectilinear;
- Many stores in the commercial area have stairs located in the public right-of-way to provide access to basement spaces. The stairs are protected by simple metal pipe railing. Many have been closed off and paved over;
- If closed stairs are opened, their appearance should be like the original stairs and rails similar to original rails should be used; historic photographs show many of these rails were constructed of pipe;
- Original stairs should be preserved;
- Original rails should be preserved;
- Historic concrete walks frequently had patterns pressed into the surface to provide traction and replicate stone finishes; for example a stippled finish was used to replicate a pointing chiselled surface. Match historic finishes; if the surfaces are too worn to determine the detail, create a surface pattern appropriate to the period.

RETAINING WALL GUIDELINES

Many original retaining walls were made of stone, many of which have been replaced with concrete. The concrete walls are in more deteriorated condition than the much older stone walls because they trap drainage water behind, which creates pressure.

- New retaining walls should be constructed of stone using materials and workmanship consistent with Deadwood's original stone walls and with care paid to creating positive drainage;
- Preserve existing walls — do not reconstruct with concrete;
- Many walls are dry laid stone. To preserve this character use dry-laid stone, or hold mortar back from the face of the stone.
- Where wood cribbing has been used for retaining walls, these should be repaired and maintained. They are strong reminders of the area's mining history.

UTILITIES GUIDELINES

The installation of a utility system was an important event in historic times. Citizens considered a utility pole as a sign of progress. Water hydrants were of cast iron with intricate surface patterns. Even the manhole cover was an attractive element.

- Demands for electricity are many times that of historic Deadwood and consequently a simple pole and single cable have been replaced by a forest of utility poles, many with multiple arms, cables, and large transformers. The contemporary electric utility system is inappropriate in scale and complexity to original utility service. To correct this, most of the electrical system will require burying;
- Electrical transformers should not be visible;
- Telephone boxes should not be visible;
- Sewer manhole covers, water box covers, etc., should be original, or a re-casting of the original although placement will change;
- Strongly consider reproducing the original hydrants with contemporary size, threads, etc. Use historic paint schemes based on paint research;
- The installation of new water and sewer lines should not damage historic resources;
- Service for electric, telephone and cable TV lines should be placed in alleys whenever possible.

- Trash receptacles should be grouped in enclosures, which should be simple in design, and when constructed of wood should be painted;
- Where entries are located at the rear of a business, the entry should be clearly marked;
- Any signs used for entries, parking, etc., should be in conformance with the Sign Ordinance and in the same character as other commercial area signs.

STORM DRAINAGE GUIDELINES

Uncontrolled runoff from rain and melting snow can seriously damage buildings and erode streets and hillsides. Maintenance of historic resources requires a comprehensive approach to controlling drainage.

- Control of drainage to, around, and from any project should be a high priority;
- Retain and restore historic drainage structures where possible;
- Stone walls were often laid without mortar to allow surface drainage to go through the wall.

STREET LIGHTING GUIDELINES

Contemporary street lights stand out as visual intrusions in historic communities, both because of the physical appearance of the fixtures and because of the quality and quantity of light. Deadwood had attractive early electrical street lights, originally with five globes and later with three globes. These lights can be seen in historic photographs. The light standards are of ornate cast iron elements, each made up of a post and two arms that could be reproduced. An illumination engineer should determine the level of light that is necessary and how to appropriately provide that level of light.

- Use cast iron;
- Replicate the color of the light;
- Substitution of vandal resistant phenolic resin for the glass is permissible if color and translucence can be matched;
- Spacing of standards may require adjustment to meet safety requirements. Do not adjust fixture height of standards.

STREET FURNITURE GUIDELINES

Benches, trash receptacles, bus shelters, parking lot tickets booths, etc., make a strong visual impact in a community where many historic resources have been preserved as they have in Deadwood. At the present time there is a discordant accumulation of miscellaneous street furnishings, including plastic, concrete, or wood trash receptacles and benches, most with advertising, and almost all causing additional congestion on the sidewalks.

- Structures such as ticket booths and kiosks, should use typical small utilitarian historic structures as a guide for design. They should be simple with little detailing, except where emphasis or attention is required;
- Individual chairs were often used as sidewalk seating in front of businesses. This technique can be adapted using chairs fastened in place;
- Cast metal or wire benches and wire trash receptacles were typical in late 19th century commercial centers – these might be duplicated;
- All street furniture should be compatible with the historic character of Deadwood and of a harmonious design. Maintenance costs and durability should be a priority;
- Based on historic research, earlier utilitarian street furnishings should be restored.

PARKING GUIDELINES

While necessary, parking makes one of the most serious impacts on a historic community. Public parking must be very carefully designed so all elements are compatible with the historic character of Deadwood.

- Preserve the setback that is characteristic of the street where parking is located;
- Use walls, fences or landscaping to create a visually-continuous setback line. This will also serve to screen the cars from view.
 - Walls should have the appearance of low, dry-laid stone that is prevalent throughout Deadwood;
 - Fences could be welded, painted metal in a simple rail design, with landscape material behind. Wood fences are not appropriate unless there is historical evidence of their existence;
- Parking should be aggregated in public lots as much as possible to control the impact of automobiles on the historic community;
- Hillsides should not be cut away to provide more parking. Retaining of slopes should be limited and it should be recognized that the natural topography is an important character-giving element;
- Incorporate landscaped islands to break up the visual expanse of cars and paving;
- Private parking should be out of public view behind buildings. Access to these lots should not create dangerous vehicle/pedestrian conflicts;
- The design of private parking lots should incorporate elements described in the design guidelines;
- HISTORIC BUILDINGS SHOULD NOT BE DEMOLISHED TO PROVIDE PARKING. Automobiles and traffic should not be accommodated at the expense of historic resources in Deadwood.

In the future, more parking may be provided in structured parking facilities. There is no historic precedent for this type of building, so the design must incorporate characteristic elements of historic architecture. This will allow the building to blend into the community, rather than stand out as an obvious contemporary intrusion.

- Every attempt should be made to locate structured parking behind and out of sight of the main commercial streets;
- The structure should be constructed of brick and be typical of brick construction in Deadwood;
- Detailing should be simple;
- Floor plates should be flat, which would allow the building to be converted to another use in the future. This will require a ramp;
- If it is impossible to use flat floor plates, the sloping floors should be carefully concealed;
- The cars parked at ground level should be screened from view;
- Regularly-spaced window openings should be incorporated in the upper floors;
- The top of the building wall should have some type of cornice detail;
- Consider the use of retail space at the perimeter of the ground line.

ALLEY GUIDELINES

Alleys provide important service functions and because of this, the appearance of alleys is quite irregular with a variety of rear building heights, setbacks, materials and accessory buildings. There are fire escapes, utility lines, and trash storage. In many locations in Deadwood, alleys are away from the public view, but when new public parking lots are located behind the buildings on the main commercial streets, the alleys will become more public. Already the alley at the rear of the buildings along the south side of Main Street is exposed to the highway through Deadwood.

It is important to maintain the character of the "back" of the building and to provide service access while cleaning up the appearance and making the alleys as attractive as possible. Pedestrians should be able to walk through alleys safely, without encountering obstructions from structures, trash, utilities, parked vehicles, potholes, poor lighting, etc.; however, an alley should not be so altered that it appears as a main street.

- Alleys should be safely lighted. Consider using wall-mounted fixtures to eliminate poles;
- While there should be enough light for good visibility, the quality of light is also very important. High-output security lighting is inappropriate;
- Utilitarian lighting used during the period of historical significance should be used as an example for contemporary lighting schemes;
- Conceal all mechanical equipment to the maximum extent feasible;
- Conceal trash storage areas;
- Conceal gas, electric and water meters;
- When building rear stairs, do not use non-native materials such as redwood (unless painted), keep design simple, do not use fancy brackets, and do not extend into public right-of-way;
- The back of a building should appear in its original material, such as brick or stone, it should not appear as concrete block or similar incongruous material.

SIGN GUIDELINES

Many contemporary traffic signs are visual intrusions in historic communities. The appearance of some signs are specified by State and Federal Highway authorities or legal requirements. In other cases, signs of a design and letter style more appropriate to the historic character of Deadwood that are consistently applied will be a positive addition.

All signs other than traffic signs are regulated by the Deadwood sign ordinance, and while these guidelines are general considerations for adding signs appropriate to the historic character of Deadwood, all signs must be in conformance with the requirements of the sign ordinance.

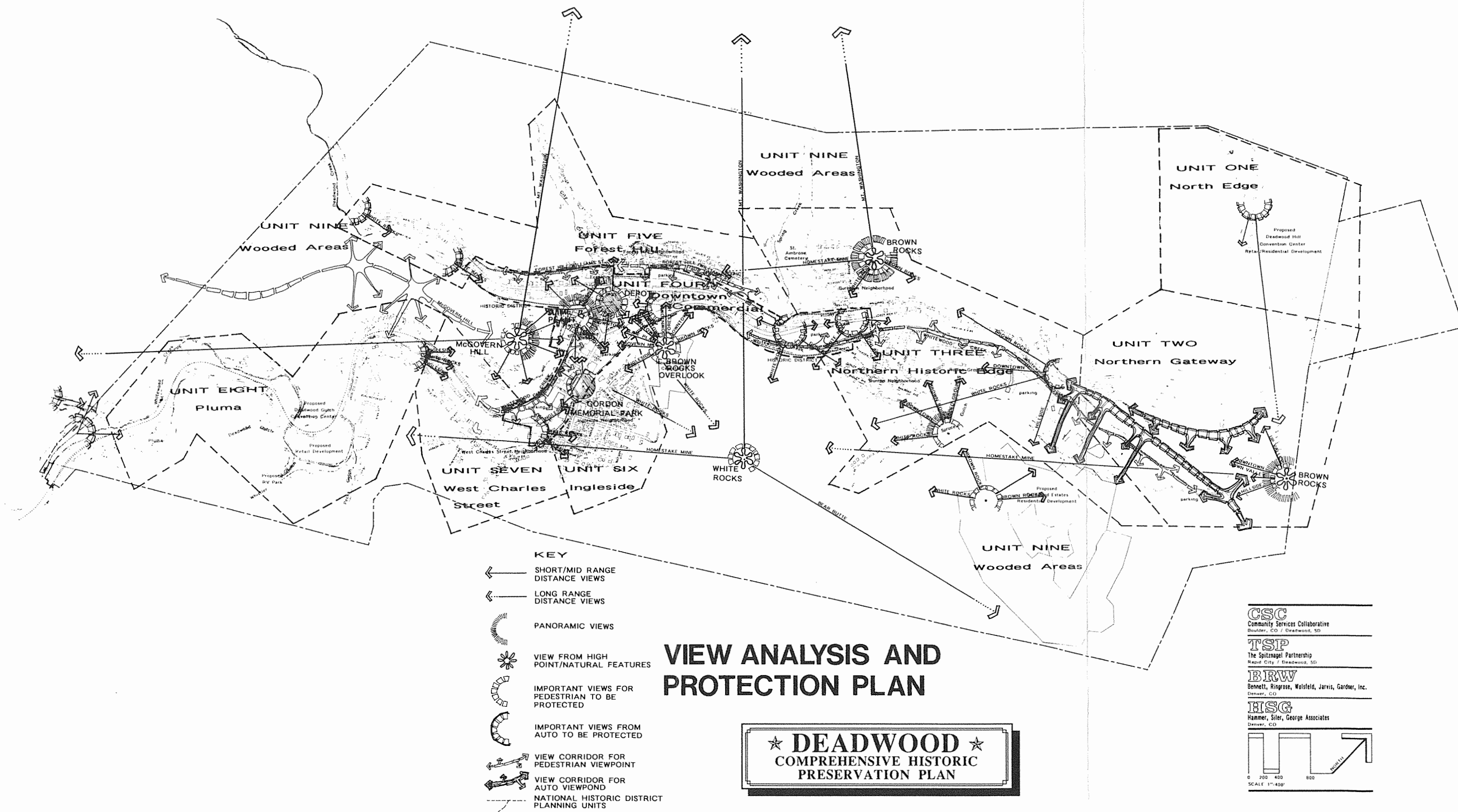
- Signs under the control of local government such as parking, parking lots, shuttle stops and street signs should be uniform in character, which will make them easy to recognize and understand. An appropriate letter style might be found on original street signs. An alternative would be a simple serif letter style, on a background of one color;
- Historic research may provide evidence of historic signs. This would be the best source for the design of new signs;
- Commercial signs can be mounted flush on the building, mounted or painted on a window, projecting from the building wall, or on awnings;
- The location of signs on the building is very important. There are frequently good locations for signs that are defined by architectural details. Try to place signs in such locations;

- Too many signs only confuse observers, and the number of signs should be kept to a minimum;
- Sign materials should be similar to those used in construction in the Downtown Historic District, such as wood, glass, gold leaf, and painted metal;
- Signs should incorporate easy-to-read letter styles, which are not overly complex or bizarre;
- Signs should not cover architectural details of the facade unless there is evidence that an original sign did so;
- Signs should have exterior illumination with a light color close to that of incandescent light;
- Glare from flood lights should be shielded so it cannot be seen from the public way.



Adams Memorial Hall Museum

HISTORIC SIGNAGE: THE BLOOM SHOE AND CLOTHING COMPANY



VIEW ANALYSIS AND PROTECTION PLAN

Deadwood is blessed with a variety of man-made and natural features that can be justifiably called landmarks. These landmarks are resources of the community and are in need of long-term protection. In many cases these landmarks are not presently under any threat, but may be threatened by future land development. As a result of this concern, a view analysis of Deadwood was completed. The analysis focuses on the roads, pedestrian pathways, and specific overlooks from which there are views. Also included on the plan are those landmarks which form the views, as well as other areas of important viewing characteristics, such as the historic neighborhoods. This plan is illustrated on the preceding page.

LONG-DISTANCE VIEWS

The primary long-distance views are Bear Butte, Mount Washington, and the Homestake Mine. These are represented on the view analysis by longer arrows which extend out to the boundaries of the city. Medium-range views are medium-sized arrows, and short-range views are short arrows. Bear Butte is located east/northeast of Sturgis in isolation on the plains. It is an important natural landmark viewable from many miles around and provided an important guide post to travelers, Native Americans, and settlers. Mount Washington is located to the north of the community and is one of the higher peaks in the Black Hills. The Homestake Mine structures are to the west of Deadwood and together provide a distinctive man-made landmark. To the south is the skyline of the rolling hills covered with mixed hardwoods and softwoods, which are generally ranch land. There is no single landmark to the south, just a fine wooded backdrop.



CSC

ROCK FORMATIONS ARE IMPORTANT LANDMARKS

MEDIUM-RANGE VIEWS

Most of the medium-range views are of the white rocks area, of the brown rocks area and of McGovern Hill. Views up and down the valleys of Deadwood and Whitewood Creeks are important to understanding the topography. The brown rocks and white rocks are visually prominent features, not only because of their color but also because of the contrast between the color and the surrounding forested areas. They are nearly sheer vertical walls that contrast with the sloping hillsides. Depending upon the time of year, these features are also highlighted by sunrises and sunsets. McGovern Hill is a prominent point due to the ridge line that forms a visual terminus and provides an overlook point to the confluence of Whitewood and Deadwood Creeks. The valley of Deadwood Creek is more gently curved than that of Whitewood Creek. There are longer distance views than along Whitewood Creek, where the meanders have a tighter radius, creating a valley that only allows a sequence of shorter views.

SHORT-RANGE VIEWS

Important short-range views include the Dunlap, Burnham, Ingleside, and Forest Hill neighborhoods, the slag pile, the downtown, and the Slime Plant.

OVERLOOKS

Overlooks are high points from which the community can be viewed. They may also be open spaces in the community that allow an area to be viewed. An example of this is at the Depot. At the east edge of Deadwood, there is an overlook from the brown rocks, which has access through private property at the city boundary. From this overlook, there are good views up and down Deadwood Creek valley and of the neighboring hillsides. Approximately at the intersection of the highway from Spearfish and the highway from Sturgis, there are views of brown rocks, downtown, white rocks and the hillsides. There are two excellent overlooks of the community on the Mattson property to the south of this area that provide views from downtown to the Burnham neighborhood, and directly below to the rodeo grounds.



CSC

VIEW UP THE VALLEY FROM MATTSON PROPERTY

The views from white rocks on the south edge of the community and brown rocks on the north are equally stunning, with long-range views of Mount Washington, and views up and down the valley. From both locations, the Homestake Mine is partly visible. From white rocks to the south, Bear Butte is visible. The brown rocks overlook has a 270-degree view from the southwest to the northeast, McGovern Hill has a 360-degree view, and the Slime Plant has a 360-degree view, with the primary view northwest to south. The open area around the Depot allows 360-degree short-range views of the surrounding commercial area and some medium-distance views of the neighboring hillsides. The most impressive view of the community is from the brown rocks overlooking the Mount Moriah Cemetery; however, the most visited long-distance viewing area is probably the white rocks above the cemetery. The only way the valleys of Whitewood and Deadwood Creeks can be viewed is by vehicle. There is no one vantage point that allows a view of either valley. A pedestrian trail runs along the ridge of McGovern Hill and provides a wonderful series of views through the trees of the valley floor to the north and to the south. A proposed trail system, called the Boulder Ditch Trail on the south hillside above Whitewood Creek would provide a similar experience, but the views would be to the north.

ENTRY-POINT VIEWS

Automobile passengers have good views when approaching Deadwood on the Spearfish road, but the driver is occupied with following the curves of the road and only when stopped at the intersection is there an opportunity to view anything else. These views are similar to those on the road from Sturgis near Deadwood. Just outside of the commercial area, the slag pile and the rodeo grounds are sited lower than the road and can be viewed from the road.

The road from Sturgis through Boulder Canyon provides an excellent sense of arrival after winding down the hillside into Deadwood; the first view of the valley is over the slag pile to the left, and while its historic importance is not always recognizable, the visual impact is. The slag pile is one side of a recognizable entry to Deadwood; the other side of the entry is the short-range view of an automotive repair facility. Views to the south of the hillsides, and views along the valley to the brown rocks and white rocks area unfold as the visitor enters Deadwood. Upon reaching the crest of the hill at the intersection of the road from Spearfish, there are long-distance views up the valley.

Entering to the west from Central City, the long, forested valley with steep hillsides covered with evergreens running down to the road, gives way to the urbanized character of the downtown including commercial and residential buildings.

The southwest entry into the community from Lead through Pluma includes an entry created by an overhead sluice structure. Coming into Pluma on US Highway 385, the stream on the right side dominates this view. The entry to the community from this point is a sequence of views opening up down the valley.



CSC

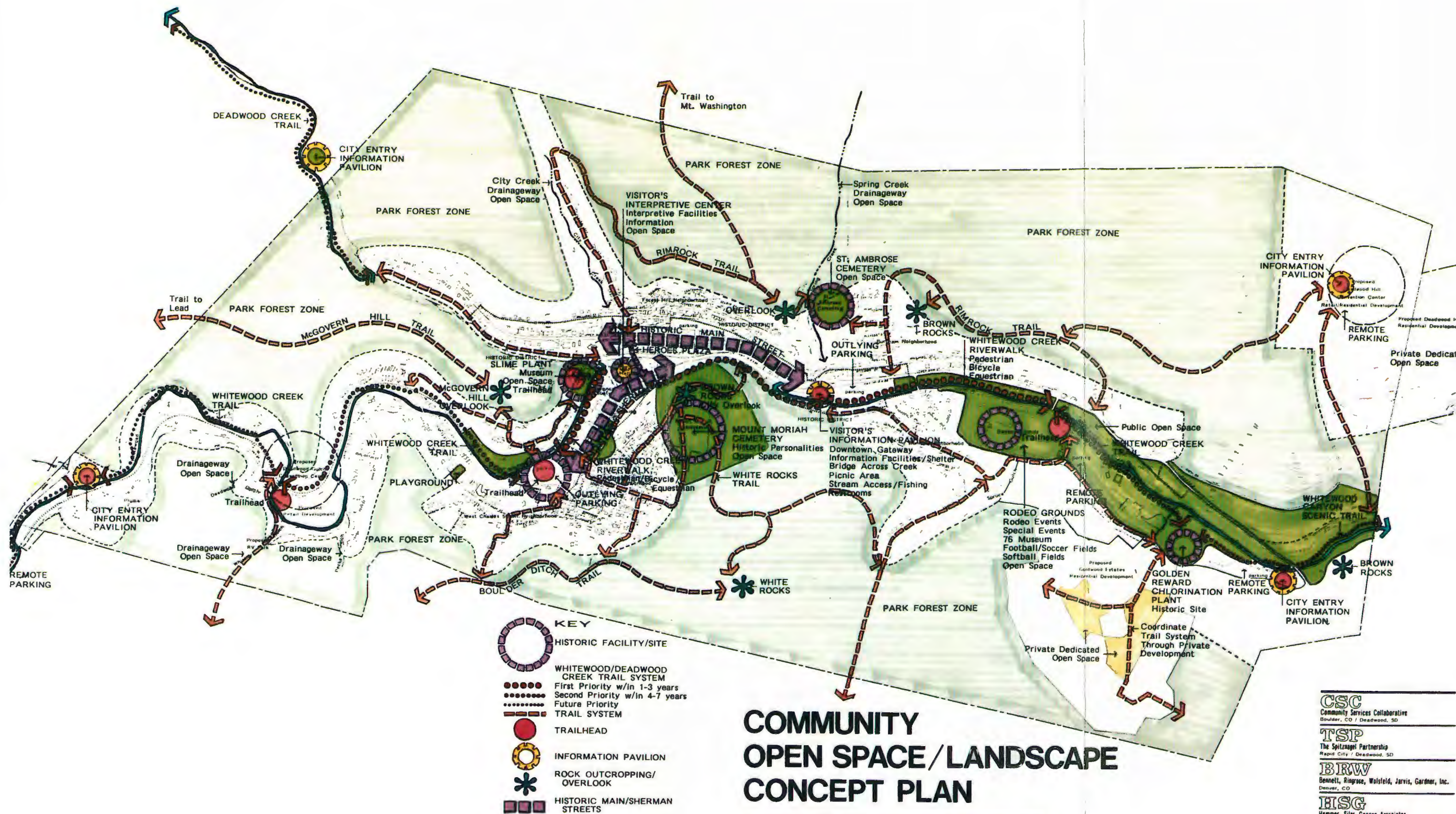
THE OVERHEAD SLUICE STRUCTURE HELPS TO FORM A GATEWAY

PROTECTION DEVICES

Primary protection for these view areas and landmarks is the development ordinances of the community, such as the Historic Preservation Ordinance, Zoning Ordinance and Subdivision Ordinance. Specific areas not protected by development ordinances can be protected by purchasing scenic easements or outright purchase. Protection of targeted parcels may be part of the negotiations for development approvals.

Further protection can be created by revising some of the development ordinances. The City presently has a zoning category known as Park Forest. By providing additional design criteria in the Zoning Ordinance for the Park Forest zone, as well as providing additional design criteria in the Subdivision Ordinance for development of land in steeper areas, the scenic backdrop of the community can be substantially protected. Even very low density development of high quality can radically change the scenic backdrop that is one of Deadwood's most important resources.

Future development will present opportunities to protect critical views and will offer new methods to protect views so that scenic backdrops are not destroyed, that both the natural environment is preserved, and that the natural and man-made resources which give Deadwood its character can be preserved for future generations.



COMMUNITY OPEN SPACE/LANDSCAPE CONCEPT PLAN

★ **DEADWOOD** ★
 COMPREHENSIVE HISTORIC
 PRESERVATION PLAN

CSC
 Community Services Collaborative
 Boulder, CO / Deadwood, SD

TSP
 The Spitznagel Partnership
 Rapid City / Deadwood, SD

BRW
 Bennett, Ringrose, Walsfeld, Jarvis, Gardner, Inc.
 Denver, CO

HSG
 Hammer, Siler, George Associates
 Denver, CO

0 750 400 600
 SCALE 1"=400'

NORTH

COMMUNITY OPEN SPACE/LANDSCAPE CONCEPT PLAN

It is the intent of the Community Open Space/Landscape Concept Plan to integrate those features defined in the Conceptual Interpretive Plan for Historic Resources, to preserve and protect the views and features of the View Analysis and Protection Plan, and to further integrate other items identified in this Comprehensive Historic Preservation Plan process into an overall plan. This is accomplished by the designation of locations for city entry point information and interpretive pavilions, definition of presently-undeveloped historic sites such as the Golden Reward Chlorination Plant, designation of trailheads, designation of trails, integration of existing parks into an overall system, recognition of natural stream tributaries as open-space corridors, refinement and protection of overlook points, redevelopment of the creeks, and linkage of most of these features by a trail system.

This plan is illustrated on the previous page. There is detailed information on this illustration that describes the location and types of facilities present at existing and proposed locations.

CITY ENTRY POINTS, INFORMATION, AND HISTORIC INTERPRETIVE PAVILIONS

Four pavilions have been recommended at each entry point to the city from the four directions. The entry points to the city are highlighted by the pavilions and provide first-time visitors with an orientation to the community — its layout, locations of parking, transit system, and history. Common to all pavilions will be a standing seam metal roof, the shape of which will denote a characteristic of the historic buildings found in that particular area. The pavilion roof will be supported by cast iron columns, a design element that is common to all of the pavilions. Inside the pavilions will be interpretive graphics, such as illustrative panels, first-person oral histories from residents of that area of the community, specific views illustrated with historic photographs or drawings, and other similar features for interpretation. An overall map of the community will illustrate things such as the downtown, parking lots, public restrooms, first-aid stations, and hospital location. The pavilion site will have a hard surface parking area, pathways, and trash receptacles. At some or all of the pavilions, a public telephone will be available. The surface under the pavilion will be 1-1/2 to 2-inch thick stones in a square-and-rectangle pattern laid over approximately 2 inches of pea gravel. This will allow free drainage with a natural stone surface. All of these pavilions will be on a single level to facilitate handicapped access. The cast iron columns will have pre-cast concrete bases with 3,000 pounds of uplift resistance capability.

Each of the four pavilions will have its own distinctive theme. At the entry point from Pluma, the pavilion roof will represent the shape of a small commercial store representative of the background of the little town of Pluma. The pavilion at the entry point from Central City will be located on the northeast side of the highway at a level area. The roof shape will represent the residential character because the next area the visitor views is the west end of the Forest Hill neighborhood. Otherwise, this pavilion will have the same construction as the Pluma pavilion. The pavilion at the road from Sturgis should be located in the area of the present automotive repair facility and will have a view of the slag pile. The roof shape will be taken from the Golden Reward Chlorination Plant. The fourth entry pavilion will be on the road from Spearfish and its roof shape will represent that of a settler's cabin.

VISITOR'S INFORMATION PAVILION

At the west end of parking lot at Lower Main Street, a pavilion will provide information to visitors who are stopping in Deadwood. This pavilion should have a roof shape related to the previous railroad function. The roof should not look exactly like a depot, but it might have a central monitor. Photographs of original railroad buildings should be used as a guide for the design of the pavilion roof. This pavilion will provide information and shelter pedestrians waiting to cross US Highway 14A to Main Street. To the south of the visitor's information pavilion will be a bridge across the creek. This bridge will replicate on a smaller scale the original bridges that crossed Deadwood Creek during the late 1800's. The area across the stream will also have small low-impact picnic areas and would also provide access to the trail system. In the future, fully handicapped accessible restrooms should be installed in the visitor's information pavilion.

CEMETERIES

The Mount Moriah Cemetery is presently a major tourist attraction in Deadwood. As part of the Conceptual Interpretive Plan, it has been recommended that this cemetery be upgraded significantly, including perimeter fencing, access control, subsurface drainage, and restoration of headstones and walls defining plots. Much work has been done in the Mount Moriah Cemetery in the past and it is felt that this future restoration work, in conjunction with interpretive work, can substantially enhance the visitor's experience. The recommendation for long-term development is an interpretive center across the street from the cemetery that would provide a focus on the historic personalities of Deadwood.



CSC

THE GRAVE OF SETH AND MARTHA BULLOCK

The Saint Ambrose Cemetery in the Burnham neighborhood to the north of US Highway 14A should receive similar restoration treatment. Both cemeteries would link to the trail systems, with Mount Moriah Cemetery connecting to the Boulder Ditch Trail system and the Saint Ambrose Cemetery to the Rimrock Trail system.

TRAILHEADS

Trailheads would be located at the Golden Reward Chlorination Plant Historic Site, the visitor's pavilion at the Lower Main Street parking lot, the original railroad yards with the historic train now owned by the City, the Deadwood Gulch Convention Center, the entry pavilion on the road from Spearfish, the Slime Plant Museum, and the Visitor's Interpretive Center in the historic Depot in the heart of downtown. At these locations, trail system maps would be available. These maps would include an overview of the sites to be seen along the trail, walking distances and times, and a general description of the interpretive system of the trails. Any regulations regarding these trails would also be included in the map; for example, whether the trail can be used by mountain bikes, off-road motorcycles, snowmobiles, horses, cross-country skiing, etc.



THE SHUTTLE BUS CAN TAKE PEDESTRIANS TO THE TRAILHEADS

REMOTE PARKING LOTS

Remote parking lots have been designated on the plan. These are at the proposed Deadwood Hill Convention Center, slag pile, rodeo grounds, and Pluma area. While it is recognized that access to downtown from each of these remote parking lots will be by shuttle, there may be visitors to the community who would like to use the lots while they walk the trails, and others who may wish to take the shuttle in one direction, and use the trails to return.

OVERLOOKS

The following overlooks are linked by the trail system: brown rocks east, white rocks, brown rocks north, the hillside west of Saint Ambrose Cemetery, McGovern Hill, and the brown rocks of Mount Moriah Cemetery.

MUSEUMS

The private museums of downtown, including the Adams Memorial Hall Museum, the Visitors Interpretive Center in the historic Depot, the Slime Plant, any interpretive center at Mount Moriah Cemetery, and the 76 Museum at the rodeo grounds will be linked to the trail systems.

PARKS

The private/public park of the rodeo grounds is one of the areas which should be upgraded in the future. The Gordon Memorial Park will also be linked to the trail system. Future parks have not been designated as a part of the concept plan. There will be a need for future parks related to the additional development of residential housing in the community. These should be within, or in near proximity to these future developments.



CSC

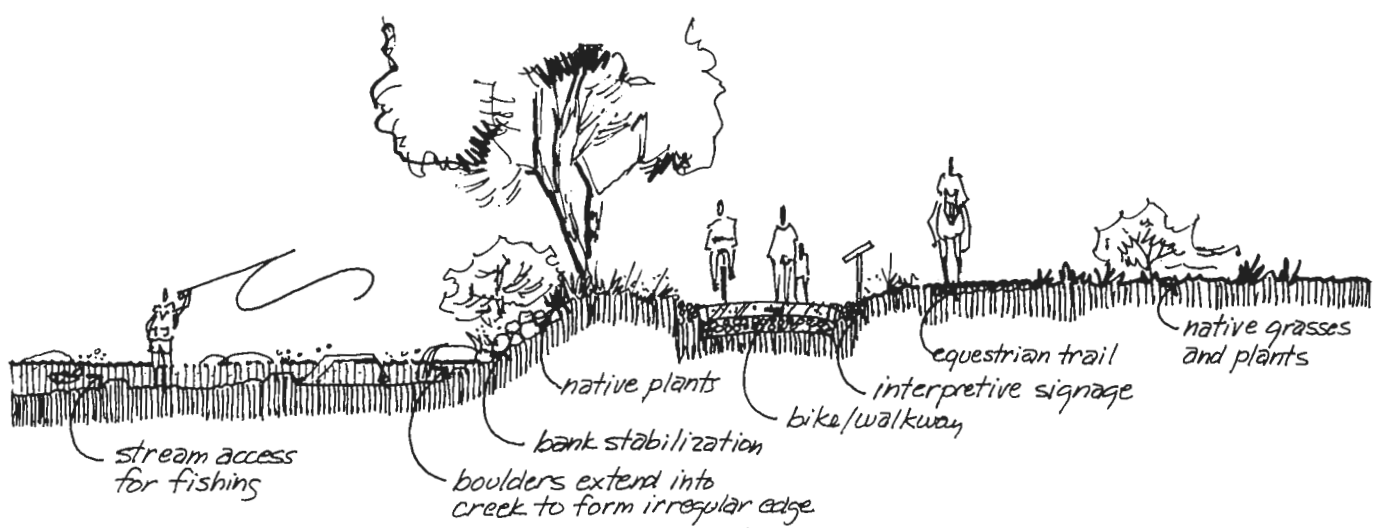
GORDON MEMORIAL PARK

CREEK DEVELOPMENT

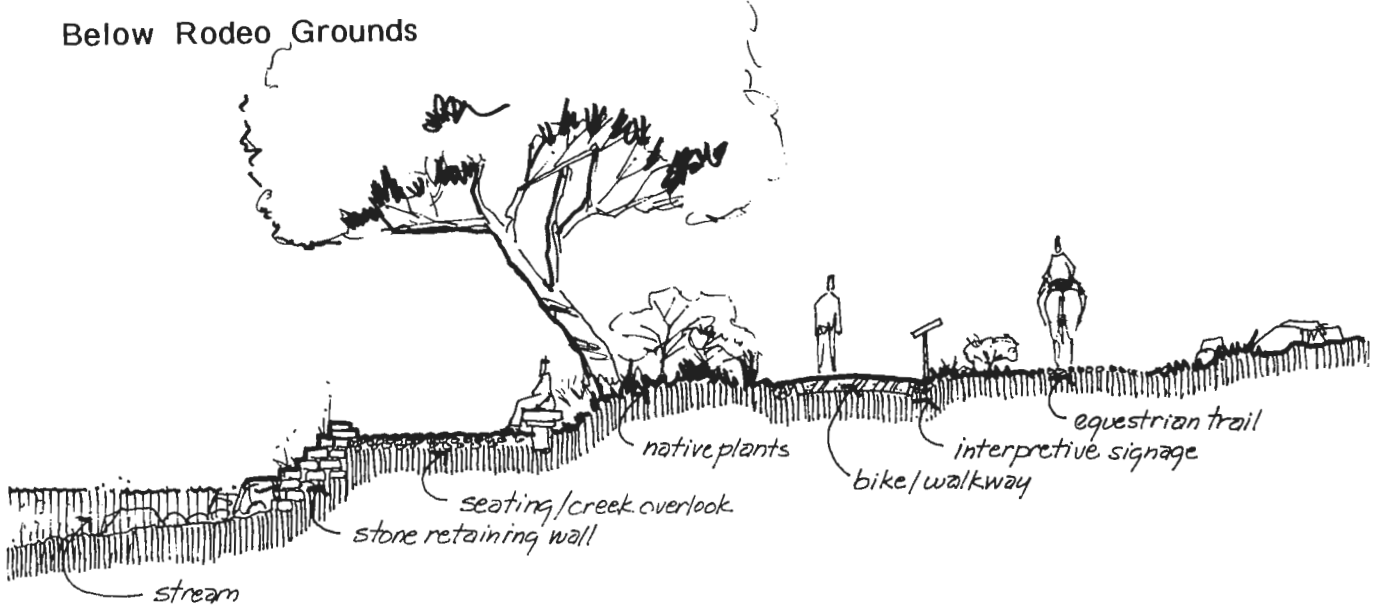
Both Whitewood and Deadwood Creeks, and the tributary creeks such as City Creek and Spring Creek, provide substantial opportunity for conservation and redevelopment. The creeks began in a natural state, and were changed by the intervention of man to extract gold, by using the water for free gold extraction from gravels of the hillsides and for industrial processing of the gold, and by using the stream as an industrial and domestic sewer. Only recently has the stream water quality been improved to the point where these natural resources are regarded as positive features of the community. In the redevelopment of the streams, the following aspects need to be considered:

- Strong consideration must be given to archaeological investigation prior to any ground disturbance;
- Where adequate evidence of historic uses of the stream exists, structures should be reconstructed as feasible;
- Water quality should be enhanced to the point where it can support trout and other cold-water fish. This should include the development of riffle-pool communities;
- The main streams should be kept as visible as possible;
- The natural beneficial aspects of these streams should be protected, including aquifer recharge zone, wetlands, flood storage areas;
- Natural vegetation should be maintained and plant materials that are introduced should be of native stock that would have been found along the stream during the historic time period;
- Trail systems should be located near the streams, but should also focus on historic resources for interpretation. Where trails cross a stream, bridges that evoke the original configuration of bridges that existed during the late 19th century and early 20th century should be used.

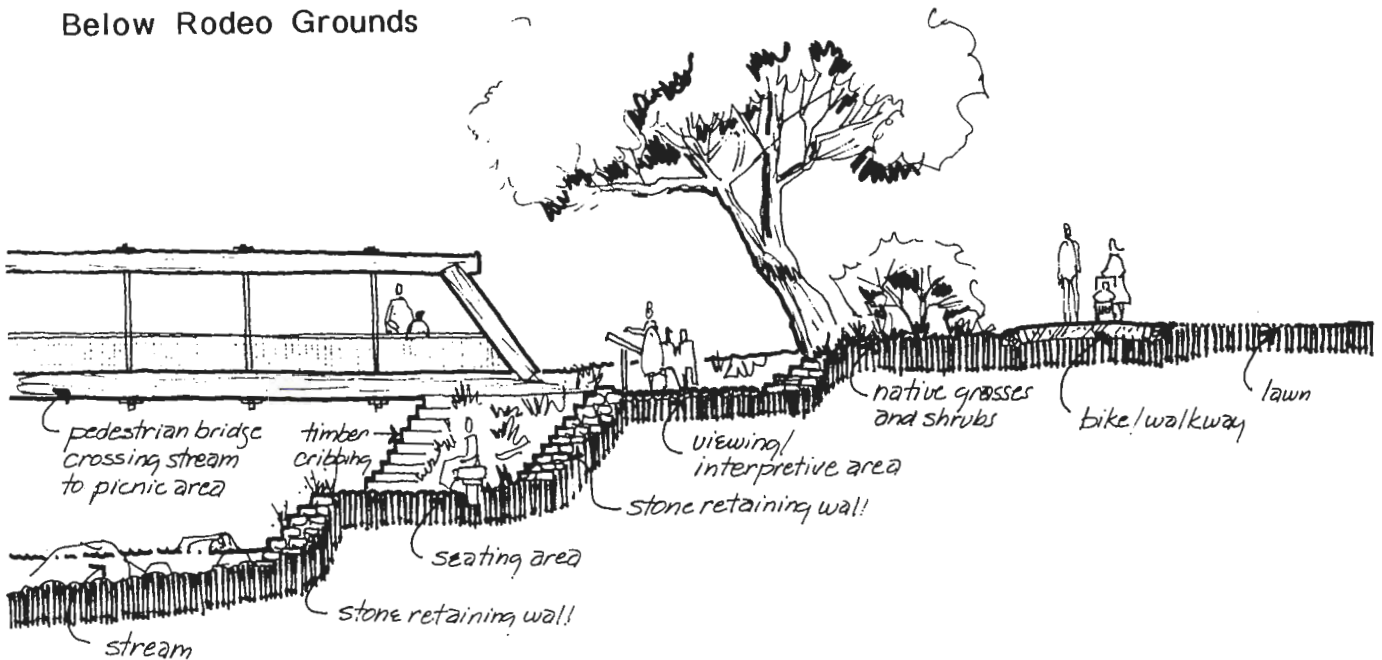
Six sections through the stream are provided as illustrations on the following page. Each section indicates a different area of the stream and different conditions. The sections begin at a point approximately even with the slag piles, proceed along Deadwood Creek and then up Whitewood Creek.



Below Rodeo Grounds

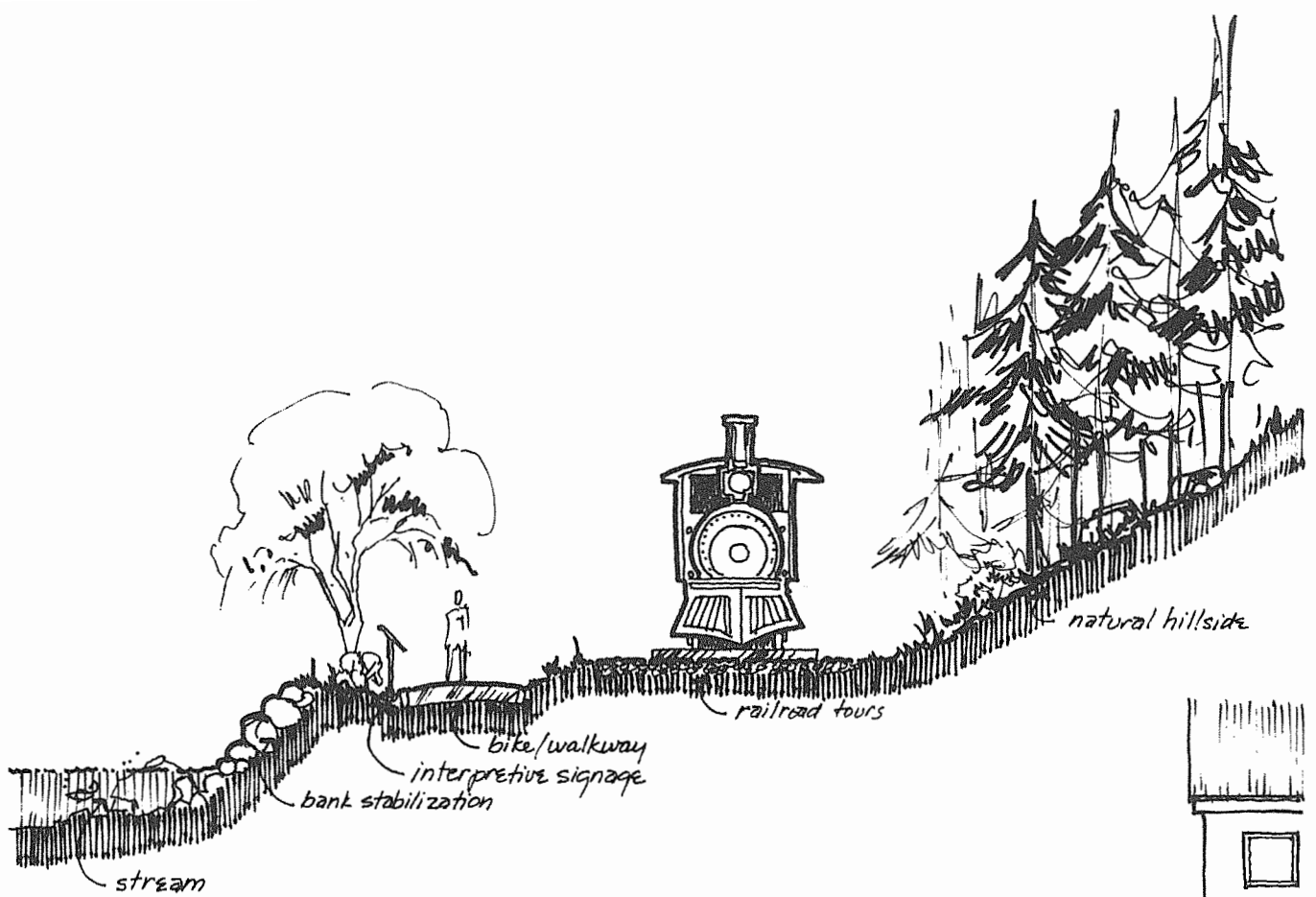


Below Rodeo Grounds

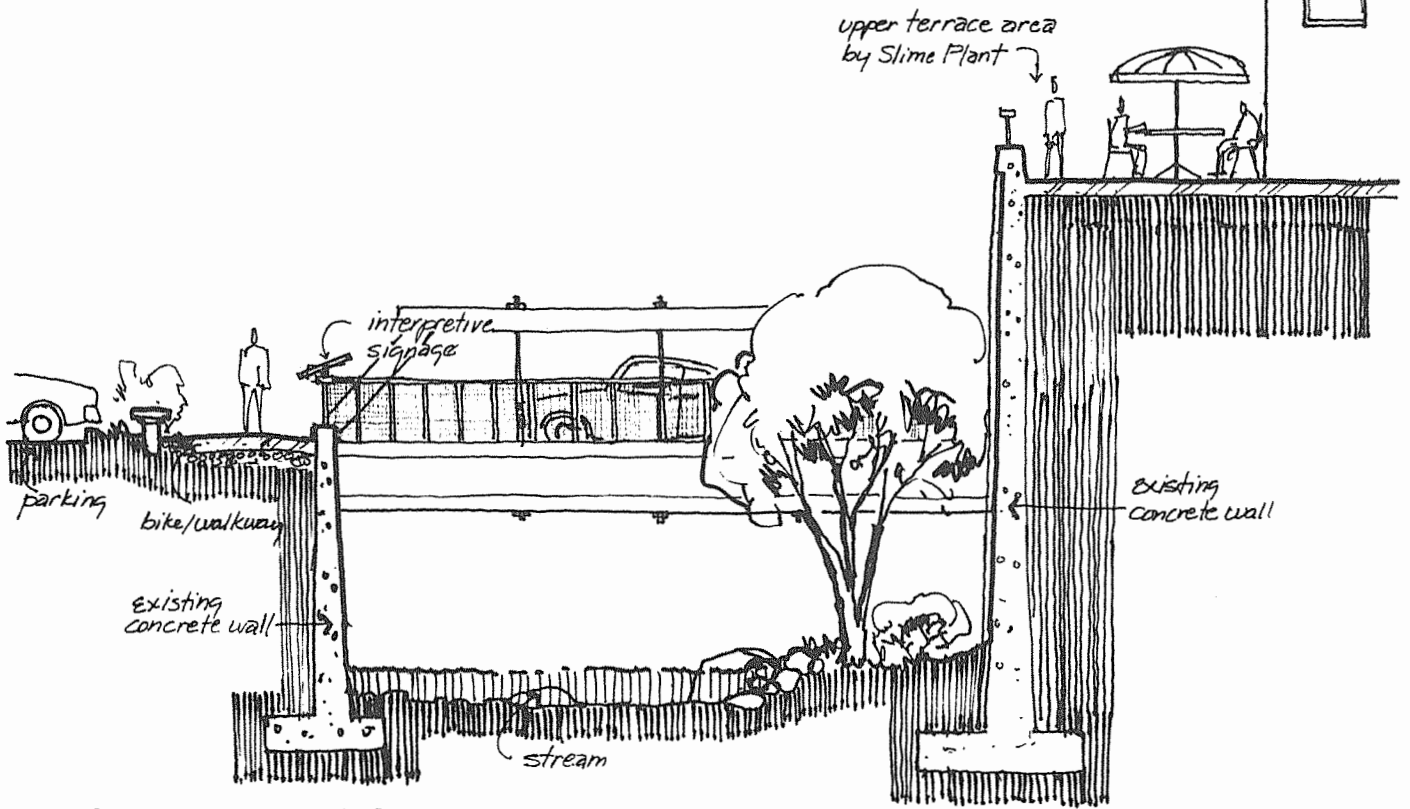


Lower Main Street Parking Lot

WHITEWOOD CREEK TRAIL SYSTEM



Railroad Hillside



Slime Plant and County Parking Lot

WHITEWOOD CREEK TRAIL SYSTEM

TRAILS

The trail system as indicated on the Community Open Space/Landscape Concept Plan is generally laid out to follow existing trail routes. While these trails may have been used historically, no attempt has been made to investigate the actual ownership of the ground or the existence of any easements. Long-term development of the trail system will require this kind of research and it is anticipated that in many cases, land or an easement will need to be purchased. In other cases where properties are developing in the areas of the trails, trail development can be required of a developer.



CSC

THE TRAIL SYSTEM WILL TAKE ADVANTAGE
OF THE STREAMSIDE ENVIRONMENT

MARKETING STRATEGY

MARKETING STRATEGY

This chapter, **MARKETING STRATEGY**, sets forth specific ways that economic diversity can be achieved and how the heritage tourist, as well as the gaming tourist can be encouraged. Sources of visitors are related to the market, and the different strategies that can be used to reach these visitors are presented. Specific programs are suggested to develop an overall marketing plan approach.

ECONOMIC DIVERSITY

Most communities strive for economic diversification and Deadwood is no exception. Although mining and lumbering companies have traditionally been major employers in Lawrence County, Deadwood itself has been heavily reliant on tourism. Tourist communities typically approach diversification in two ways: one is to increase visitation during the off seasons and the other is to attract nontourist-oriented businesses. Colorado ski resorts have been quite successful at increasing visitation during the off season by providing recreational amenities such as bicycle trails and cultural activities such as music festivals. In Breckenridge, for example, retail sales to visitors have been increasing more rapidly in the summer season than in the winter season over the past few years. Steamboat Springs has not only increased summer visitation, but has also attracted new businesses because of its real-town, high-quality image.

Deadwood has chosen to use gaming as a means to attract visitors during the off season. Results during the winter and spring seasons were positive because hotel occupancy shot up compared to previous years, as did tourism spending. Results of the summer season are not clear because this has always been Deadwood's busiest time. No conclusion can be reached yet as to whether gamers increased visitation during this busy season, or merely replaced Deadwood's traditional visitors.

Deadwood, like other western towns and cities, particularly those reliant on mining, has a history of boom-and-bust cycles, and the boom created by gaming raises the specter of a coming bust. This boom-bust cycle can be overcome by diversification. Gaming will have served to diversify the local economy in the long term only if it has attracted a larger number of visitors from a larger market area, staying for a longer time and for more reasons, especially during the off seasons. The single-purpose visits that have occurred since the legalization of gaming indicated that the tourism base may have actually narrowed.

In terms of attracting other businesses, Deadwood may be at somewhat of a disadvantage for several reasons:

- Its location, ten miles off the interstate highway and an hour away from Rapid City, makes it an unlikely location for a regional distribution or production business;
- Businesses that may find Deadwood attractive – linen services, slot machine repair services, dealers, and the like – are closely tied to the tourist and gaming sectors;
- Neither these, nor any other new business, would be able to find a location in Deadwood. Service businesses such as these would find a business park to be an acceptable location, and a site east of Deadwood would have good access to the rest of Lawrence County and the interstate highway;
- Many tourism communities have been successful at attracting entrepreneurs because of the quality of life offered. As will be discussed subsequently, promoting gaming may not present or encourage that image of quality.

MIXED USE ENVIRONMENT

Visitors need more activity than gaming for Deadwood to be the vital destination resort community that some envision. Shopping needs to be available, a variety of restaurants and bars (with and without gaming) needs to be available, activities for families and children need to be created, arts and culture need to be developed, and the history and development of the city need to be interpreted in an exciting way. Retail opportunities may once again appear on Main Street and in other parts of downtown. Several proposals for retail development have emerged at several locations throughout Deadwood. These may be appropriate locations for retail; however, none are located on Upper Main Street. This leaves Upper Main Street as a single-purpose area and it attracts those visitors who might want alternative activities away from the historic core of the community.

The Slime Plant, the gold processing plant overlooking Upper Main Street, may create one opportunity for a mixed-use environment. A market analysis for this property could identify supportable uses, which may include retail, entertainment, cultural and interpretive facilities. The analysis would rely on information collected by the previously-described surveys, and it would also benefit from a full year of information about visitor sales in Deadwood and Lawrence County since the legalization of gaming.

APPROACHES TO MARKETING

The image of Deadwood wants to project is still in question, as is who the community wants to attract. Deadwood's name recognition is high and its image as a fun, exciting historical place has successfully met visitor expectations for many years. The legalization of gaming has made image definition more complex because two alternatives are posed, gaming and heritage tourism, and the two have little common ground, as the following discussion indicates.

THE GAMING IMAGE

Cities in Nevada provide the best examples of using gaming as the primary means of attracting visitors. Las Vegas, one of the world's gaming meccas, attracted an estimated 18.1 million visitors who spent about \$1.5 billion in 1989. About 1.5 million of them came for conventions, but most came to gamble. The lack of other visitor attractions indicates that gaming is in fact the major draw. Alternative activities are limited to golfing, tennis, sunbathing, swimming, shopping and headline entertainment. There are virtually no cultural activities and few parks, and family activities are limited to a water park. Some locally-oriented casinos include bowling alleys and video game parlors.

Casino/hotels, each with its own theme, are concentrated along Las Vegas Boulevard, and each one is self-contained with its own rooms, restaurants, casino, theaters, parking structure and RV park. A visitor drives or takes the bus between hotel/casino complexes that offer full range of recreational and entertainment services. In other words, little is offered at a community level, and it is all oriented to the gamer.

Additionally, different casinos appeal to different markets. Circus Circus offers farm equipment as well as cash prizes and its eye-catching design appeals to upper Midwest rural visitors. At the opposite end of the scale is the Mirage, with its understated design and exotic exterior and interior landscaping appealing to a

wealthier clientele. Laughlin, Nevada, an hour south of Las Vegas, has succeeded due to attracting to "low rollers" fearful of Las Vegas' high-stakes gaming and big-city appearance.

Reno, Nevada, long a gaming mecca, has lost much of its market share to Las Vegas. Reno is no longer perceived as unique in the face of substantial new casino/hotel development in Las Vegas and Laughlin, and legalization of gaming elsewhere in the country. City officials have proposed a massive redevelopment project, RenoWorld, that would transform the downtown into a theme park with gaming.

Reno's risky, ambitious venture points out the competitiveness of the market into which Deadwood has entered. Nationwide, spending on all types of wagering has been increasing at an annual rate of about 9 percent over the past few years. Casinos collect over 75 percent of this spending, but the proportion has declined somewhat. Spending for slot machines has grown faster than for tables. Overall, the greatest growth has been for lotteries. Today, virtually every state has some form of wagering, indicating that competition for these dollars will continue to increase. It is also important to remember, as Las Vegas illustrates, gaming is not a market that places much value on quality, design or community amenities.

HERITAGE TOURISM

Heritage tourism represents an increasingly successful approach to attracting visitors that involves interpreting a community's historical, cultural and architectural heritage. National surveys indicate that visiting historical sites and towns is the most popular activity for vacation travelers. Cities such as Williamsburg, Virginia; Savannah, Georgia; Charleston, South Carolina; Guthrie, Oklahoma; Santa Fe, New Mexico; and Galveston, Texas are all examples of historic communities that have succeeded in attracting large numbers of visitors on the basis of their heritage. Williamsburg, for example, attracted an estimated 4 million visitors in 1989. A recent survey of visitors to Savannah found that the visitor's experience is based on intellectual stimulation and historic ambiance.

In addition to providing historic ambiance, these communities offer livability. Many cities and towns are looking at community livability issues, including historic preservation, design, arts and culture and recreation, to create a better place to live and visit, and as an economic development strategy. In addition to the efforts noted above to increase visitation, many Colorado ski resort towns are also developing arts programs, interpreting their history and architecture and creating more recreational and leisure activities to generate off-season business and create an environment attractive to entrepreneurs.

To be especially successful at heritage tourism, the tourist trap image must be avoided. This can be done with informative signage and careful visitor management that minimizes confusion for the new visitor. A mix of visitor and resident-oriented businesses and products and animated gathering places can make the visitor feel part of the community. In other words, the visitor must be very carefully managed to make him or her feel comfortable without feeling exploited.

MARKET SEGMENTS

Regardless of the image that Deadwood projects, several issues related to increasing the penetration of market segments must be addressed. Market segments can be defined by geographic area, season and special purpose. The types of promotions most effective for increasing the penetration of each is discussed.

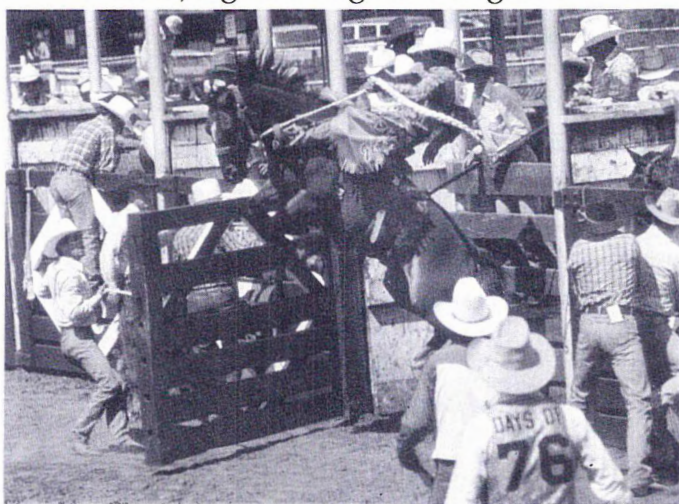
GEOGRAPHIC MARKET SEGMENTS

The primary market for Deadwood in terms of geographic area has been defined by original studies at Black Hills attractions. Consistently, 50 to 60 percent of visitors are from the upper Midwest, Colorado, California and Canada. The upper Midwest, Colorado and Canadian markets can be reached by continuing promotion in much the same way as in the past. Deadwood's experience of the last few months indicates that penetration of this market can be deepened. California is within this primary geographic market segment only because of its large population, and deepening this market penetration would be very costly.

Traditionally, Deadwood has attracted summer vacationers seeing the Black Hills, which is either a destination or an interim destination on the way to Yellowstone National Park. These vacationers represent a national market, and during the summer season of 1990, Mount Rushmore and other attractions experienced no effect from gaming one way or the other. Vacationers can be encouraged to stop in Deadwood by providing adequate short-term, close-in parking and having attractions, restaurants and retail that complements the historic character of the community and does not feature gaming. A means for extending the stay of these visitors may be offering a lodging package with tours of the rest of the Black Hills, providing safe activities for teens, and reliable babysitting, which may encourage parents to have a night on the town.

DEADWOOD

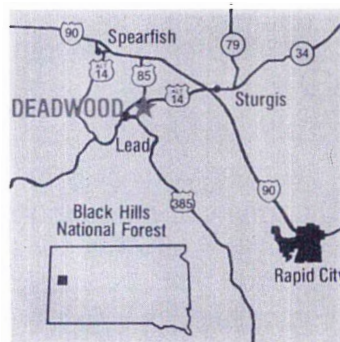
Aces, eights and gold-dust glitter



Absorb the indomitable daring, the gold-fever feeling that still thrives in Deadwood. Walk the streets made famous by Wild Bill Hickok, Calamity Jane and Poker Alice. Deadwood's historic 1876 Main Street, a Registered National Landmark, leads you to Saloon No. 10 where "Wild Bill" was murdered, holding the deadman's hand of aces and eights. Watch the re-enacted capture of his assassin, Jack McCall and his trial in the Old Towne Hall (held summer week nights, admission). Stop at Mt. Moriah Cemetery on Boot Hill where Wild Bill, Calamity Jane and other Old West figures are buried. Whoop it up during Deadwood's "Days of '76" celebration the first weekend in August, a three-day wingding with parade, rodeo and numerous festivities.

Where: From I-90 take U.S. Highway 14A southwest about 13 miles right into Deadwood.

Sidelights: Visit Adams Memorial Museum. Open daily all summer. Free. View Broken Boot Gold Mine, open through the summer. Admission.



Twenty Reasons Why We're The Best Route
in the West — South Dakota
South Dakota Tourism

TOURISM MARKETING PROMOTIONAL EXAMPLE

Several national trends are important when considering promotional campaigns. As the 2-week family vacation has decreased in popularity, more extended weekend vacations have been taking their place, effectively shrinking the geographic market area of an attraction. For weekend trips, the market represented by automobile travelers is limited by distance, and, if flying is necessary, the traveler can choose from a wide range of destinations. Americans are increasingly short on time, so they want relaxing, hassle-free vacations that can be planned with a minimum of telephone calls. The rising cost of fuel will further limit travel options in the coming months and years, so travelers will stay closer to home and fly less often. This provides Deadwood with a window of opportunity to prove itself to be a good weekend destination for people living within a radius of 300 to 400 miles.

The international market is attracted to Deadwood because of its location in the Black Hills, a mini-destination within a longer tour. Gaming and western heritage both have an appeal to foreign visitors, especially the Germans and Japanese. Deadwood must work closely with the Department of Tourism in its international marketing efforts to ensure that it is considered for a stop, preferably overnight, for these organized tours. Promoting Deadwood to both domestic and international tour operators should be done in concert with the Department of Tourism; however, the Deadwood experience must at least meet the foreign tourists' expectations. Due to the very high quality of historic attractions in foreign countries, the foreign tourist brings high standards with him, and expects the same high quality in American historic attractions.

SPECIAL PURPOSE MARKETS

Special purpose visits are also important. As the previous discussion of winter sports activity indicated, this market is primarily regional in nature, and visitors may be encouraged to extend their stay from a day to a weekend or from a weekend to three days with attractive packages. These packages could combine lodging with skiing and/or snowmobiling. International travelers have found snowmobiling to be a unique experience. Having rental equipment, instruction, maps and readily-accessible trailheads are important to the promotion of both snowmobiling and cross-country skiing. Providing transportation to ski slopes may help make Deadwood a more attractive location to stay than the base areas. Finally, winter sports have a regional draw and promotional efforts should reflect this. South Dakota ski resorts cannot compete with Rocky Mountain resorts without a unique twist, such as accessibility, gaming or price.

With the development of several conference centers, a new single-purpose market segment has been created. Promotion of the conference and meeting market should be the responsibility of the hotels. They can expect to serve a primarily regional market given the size of the facilities and Deadwood's distance from major business centers. In addition to serving as a meeting location for state and regional associations which typically rotate locations, Deadwood could serve business conference needs particularly for South Dakota and adjoining states. The quality of the conference facilities as well as the availability of gaming and other activities will influence these location decisions. Marketing to meeting planners in the upper Midwest through state affiliates of the Association of Organization Executives is one of the most effective means of promoting conference activity.

MARKETING STRATEGIES

Several objectives for a marketing program can be readily defined: increasing visitor expenditures, increasing market share, and penetrating new markets. Increased visitor expenditures could come from increasing the number of visitors, increasing the length of their stay, or giving them more places to spend money. The rising number of hotel rooms will allow more visitors to stay in Deadwood rather than elsewhere in Lawrence County, and having adequate lodging will also increase the length of stay. Offering packages for specific activities or Black Hills touring will also encourage longer stays in Deadwood. A variety of restaurants and retail stores will permit visitors to spend money on more than just gaming. This more diversified experience may also encourage vacationers to spend more time in Deadwood.

As discussed previously, competition within the wagering and gaming business is increasing. Most states have some kind of legalized gaming or wagering, and the number of states allowing limited stakes gaming will be likely to continue to increase in the coming years. Deadwood cannot compete with Las Vegas and Atlantic City because of the high stakes gaming and headline entertainment offered at huge casinos/hotels. What the competitive factors will be for limited stakes gaming are not presently known. Location and access to population centers will certainly be one factor; combining gaming with other activities such as meetings, sightseeing or skiing may be another. Not enough is known about visitors to Deadwood to know what affect, if any, quality factors such as accommodations, historical interpretation, arts and culture and recreation may have on vacation decisions for gamers.

Before marketing strategies can be formulated, Deadwood must identify its image: is it a historical town that has some gaming as an element of fun or is it a gaming town that happens to be in a historical setting? Based on the research done for this project, it is recommended that Deadwood position itself to be a historical town that has some gaming to lend excitement and uniqueness to the experience. This option is appropriate because of the community's historical and architectural resources, but also because Deadwood will not have locational advantages necessary to compete strictly in the limited gaming market. And after all, gaming is indeed a part of Deadwood's heritage.

Marketing Deadwood as a historical town with gaming is a longer term, more incremental approach to developing tourism. But, it is also one that will diversify the tourism base and promote livability that is so attractive to entrepreneurs and contribute to broadening the economic base.

The first priority in projecting this image is to view gaming and the revenues it generates as a means to create a quality community, not as an end to attract visitors. This attitude must pervade all marketing efforts, including advertising, interviews for articles, presentations to state boards and packages for tours and individuals. Interpretation of Deadwood's history and architecture must be readily apparent. As a first step of high priority, this interpretation should be visual and interactive so that it is of interest to all visitors. Some do's and don'ts of interpretation can be applied to the entire promotional effort.

- Do appeal to all five senses
- Do place a historic structure within broader historical context

- Do be brief and concise
- Do involve the visitor
- Do invite people to discover more for themselves
- Do use a variety of media for greatest impact
- Don't exaggerate for effect
- Don't focus solely on the buildings
- Don't overwhelm with information

In creating a promotional program, market segments should be appropriately targeted. The easiest geographic market to reach and the one with the greatest likelihood of success is the primary market area of the upper Midwest, Colorado and Canada. For this market area, as well as broader national and international markets, Deadwood should be marketed as part of a Black Hills destination or mini-destination. Potential visitors should be intrigued enough to make Deadwood a must-see on their list. Once the potential visitors have committed to coming, the stay can be extended and expenditures increased with attractive packages and with an exciting mix of retail and restaurant establishments. Gaming should add an additional element of fun, adventure, and western Americana to this unique historical town.

People coming to gamble will continue to come to Deadwood as long as it is the closest place to come. These gamers will go to the closest place, whether it is a riverboat or a mountain town, both of which are closer to the centers of population that Deadwood draws upon.

The meeting and convention market should be handled by the hotels themselves. The Chamber of Commerce has a role in appropriately directing inquiries. Having a package that includes adequate meeting facilities and rooms can be enhanced with other amenities.

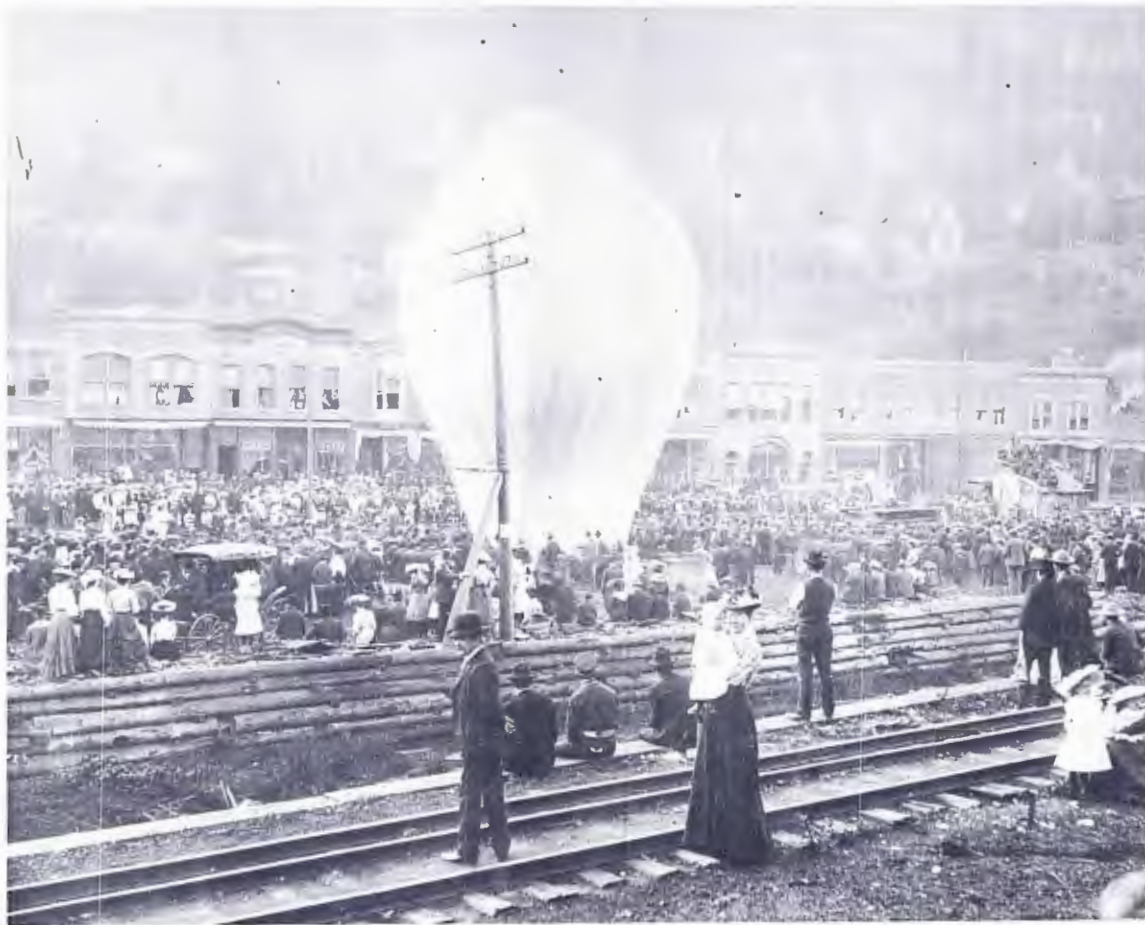
The winter sports market can be promoted regionally much as has been done in past years. Gaming should be considered as an added element of fun; it should not be the reason people come to stay in Deadwood. Deadwood, however, can be the destination of choice because of amenities that include attractive lodging packages, equipment rental, lessons and access to trailheads or slopes. Snowmobiling is a more unique offering than skiing, so this should be the focus of national and international marketing efforts, both of which should be coordinated with the Department of Tourism.

The current major funding source, derived from gaming fees and taxes, is intended for historic preservation. These monies must be targeted to meet historic preservation goals. These goals, however, should be broadly targeted to cover many aspects of livability, which includes good design, building the community image, interpretation, open/green/public spaces, as well as historic buildings. All of these other elements will enhance the environment in which the buildings exist and are interpreted and enjoyed. It should be noted that without adequate public improvements, particularly pedestrian, street and utility systems, the promotional and preservation efforts will be unappreciated.

Non-preservation revenues come from typical sources, such as property and sales taxes and business and use fees. In the short term, lodging taxes are likely to increase most rapidly because of increased occupancy, higher rates and more rooms. These funds should be targeted to promotional activities, all of which contribute to

building Deadwood's image as a historic town that has gaming as an added element of fun. Because of the loss of retail business, sales tax revenues have not increased as would be expected; however, as more retail space becomes available and people are spending more time and money in shops and restaurants, this revenue source will also increase. The City may want to consider creating a tax increment finance district to target this increase for capital improvements in the area.

As stated previously, Deadwood as a gaming city faces increased competition and a likely continuation of its boom-bust cycle. Conversely, as a historic town that promotes livability and fun, Deadwood has an opportunity to increase its tourist base and make itself more attractive as a location for other businesses.



Adams Memorial Hall Museum

PROMOTIONAL EVENTS ARE A LONG-STANDING TRADITION IN DEADWOOD

FUNDING AND PRIORITIES

FUNDING AND PRIORITIES

This chapter, **FUNDING AND PRIORITIES**, provides a review of the revenue sources presently available to the community, new ways to approach development including public/private partnerships, and provides priorities for expenditures. Considerations for determining priorities are included; for example, that growth should pay its own way, and caution to the city government about increasing liability from an increased revenue stream. The specific projects are described and prioritization given to each project for funding in 1991, or for years in the future.

REVENUE SOURCES

Cities experiencing economic downturns, such as Deadwood did prior to instituting limited gaming, are always looking for new revenue sources, but are rarely able to develop any because each proposed source is met with resistance by those who would be required to pay. Existing revenue sources are also difficult to expand by raising rates, changing property valuations, or other aspects of the revenue formula. Thus impaired, most communities continue their downward economic slide.

Communities in economic upturns are able to develop new revenue sources and to increase the rates on existing revenue sources. Even where such rate increases are simply catching up with inflation because raises in rates should have been made years ago, the results are substantial revenue increases due to greater use.

When examining Deadwood, without factoring in any gaming revenues, there is significant growth potential in assessed valuation, sales tax revenues, and in revenues derived from user fees, such as monthly service charges for water and sewer. New construction pays for building permits. The key element is not to charge less for a service than it costs to produce. If the community is charging \$.50 per 1,000 gallons of treated water delivered, and it is costing \$.75 to produce, that utility is running at a loss and cannot survive as an independent enterprise. Therefore, in examining revenues sources, three separate areas must be looked at: new revenue sources, fees and exactions for development, and public/private partnerships.

NEW REVENUE SOURCES

New revenues can be generated by increased fees for existing revenue sources, or from the development of new revenue sources; for example, if the city is anticipating spending \$.5 million to \$1 million a year on flood control structures, but does not at this time charge a flood control fee to residential and commercial enterprises, there will be no revenue source to pay for the flood control improvements. On the other hand, if the city presently issues dog licenses but has not increased fees in many years, increasing the fees to a reasonable level would be an appropriate measure. This would be gaining new revenue from an existing revenue source.

FEES AND EXACTIONS

Fees and exactions are typically charged to developer's projects as part of the development process in order to cover their proportionate impact on various publicly-owned and operated systems; for example, it is typical for many cities in the United States to exact a fee for park development. Exactions can be done on a residential basis, and can also be done on a commercial basis. A commercially-based exaction might include a fee from a developer for construction of a public improvement adjacent to the property, such as curb and gutter and sidewalk. While such exactions can be

cash, they can also be in other forms; for example, in the development of a new residential section of a city, it may be necessary to purchase water rights to adequately serve the new development, because additional raw water may be required. The developer could either provide the money to the city so that the water could be purchased, or the developer could donate water rights equivalent to his required exactions. The exaction is the water rights and the form in which the exaction is provided is either funding the purchase, or the actual water rights through shares in a water company, senior water rights, or even storage rights. Other examples of non-fee exactions might include a pedestrian easement across a property, an equestrian easement, open space, employee housing for commercial developments, or the establishment of a van pool for industrial developments, and so on. Exactions on a fee basis collected by cities include fees for open space purchase, parks, recreation, fire facilities, transportation, water rights, and storm sewer/flood control.

For all exactions and development fees, it is very important to provide information to the developer before the project is begun so that the financial feasibility of the development can be accurately assessed before a large-scale commitment of time and funds. These fees and exactions can be subsidized by the City waiving them, by paying a proportionate share from public monies, or by reducing the amount of the fee to be collected. Such subsidization may be done when other public purposes are being met by the development; for example, the provision of affordable housing, and generally reflect the result of development negotiations. The city should consider setting forth fees and exactions schedules so that the costs related to development are covered.

PUBLIC/PRIVATE PARTNERSHIPS

Public/private partnerships are vehicles by which the capabilities of the public sector can be matched with the advantages of the private sector. Cities typically can borrow money at a lower rate than is available in the normal marketplace because the income stream from municipal bonds are tax-free to the investor (lender). Each bond type has to be carefully evaluated to see if there are limitations, but generally, most will be rated as tax-free. This typically reduces the interest rates to between 70 and 75 percent of prime rate. The city is also in a position to aid a developer in many other ways. Examples include waiving or reducing exactions and other development fees, extending water and sewer lines as appropriate, and reducing required on-site facilities such as parking. With each of these, there must be a rationale as to why it is a benefit to the city to make an exception to the requirements. Typically the rationale is because the developer is building something that the city wants and needs, which may be related to new jobs, low-income housing opportunities, parking, or other uses desired by the community.

The private side has advantages as well. Private owners can depreciate property. Often, private developers can build projects less expensively than public entities can. This is usually related to fewer requirements for the contractor of private projects and thereby lower general services-related activities, such as bonding costs.

A typical public/private project might develop as follows: the city wants a combination of retail space and parking on one site. The city buys the land, and advertises for a developer interested in a public/private partnership. The city sets forth the requirements of development, and what the city will do to help a developer in the review process. After taking development proposals, the city selects the proposal which it feels most closely meets its needs. Upon selection, the details of the plan are

worked out. In this kind of project, it is not unusual for the city to provide financing for the private developer to construct retail and office space along with parking. The developer rents the retail and office space, with parking. The balance of the parking is then leased to the city for a nominal payment of, for example, \$1.00 per year. The city collects revenues from those parking spaces, and it pays the developer a lease payment. The lease payment can be very inexpensive, or may approach something close to market rate. This will depend on the amount of land developed, what the value is, and a number of other factors. After an established period of time has passed, for example 29 years, the building may be fully depreciated by the developer who has gained as much from the project as possible. At that time, the developer donates the parking garage to the city. Depending on how that donation is structured, it may be considered as a gift to a governmental entity which may also be written off by the developer. In this scenario, the city is getting parking, retail and office space development and at the end of the lease period, they will obtain a 30-year old parking structure on land they already own. Providing the maintenance of the parking structure has been kept up, there is considerable additional useful life left in the structure. The city could and should have strong input into the design of the entire project because they will own it in the long-term.

Public/private partnerships can be used for parking structures, housing, retail development, or other projects in the city's interest. There are many different kinds of public/private partnerships, but underlying all of them is one guiding principle — that by working together, more can be accomplished than by working separately.

PRIORITIES FOR EXPENDITURES

CONSIDERATIONS FOR PRIORITIES

In the variety of projects recommended in the Comprehensive Historic Preservation Plan, some are related only to the preservation of historic resources, while others fulfill a community need that is not directly the preservation of historic resources, but which will positively affect preservation to some degree or another. Approximately 100 percent of the cost of preservation projects should be funded by a commitment of gaming revenues. It is important to leverage the gaming revenues, thereby maximizing their impact. There might be a difference between commitment of funds and actual expenditure that might be bridged by grants from the National Endowment of the Arts, the National Endowment for the Humanities, or other organizations which require that a successful applicant match some percentage of grant funds. By being willing to commit funds for complete support, if funds are not received from outside agencies, the project can still be carried out. At this time Deadwood is quite newsworthy; for example, it is on the endangered list of the National Trust for Historic Preservation. With such exposure, it is possible that grantsmanship efforts could be quite fruitful. The potential for grants should be explored

The second area of expenditures are typical projects of city government. For example, city governments fund water, sewer, streets, sidewalks, street tree planting, parks, recreation, etc. City expenditures can be categorized in three general areas related to historic preservation, including those that clearly are historic preservation, those that clearly are not historic preservation, and those that are somewhere in between. Gaming revenues should completely support projects that are clearly historic preservation. For those that clearly are not historic preservation, gaming revenues should not be used. For those that are in between, a partial funding commitment should be made related to the degree to which the project is related to preservation.

For example, the construction of sidewalks in a new development is not a project related to preservation. The redevelopment of sidewalks in the Downtown Historic District is a preservation activity; however, the sidewalk development costs should be shared by the adjacent landowner who has responsibility for the sidewalk maintenance.



CSC

CARNEGIE LIBRARY

The third area of expenditures arises directly from the impacts of gaming. These impacts may be both positive and negative, but sometimes need funding; for example, developing profiles of Deadwood's visitors should be funded, in part, through gaming revenues. There may be outside and inside sources of funding, and there may be potential to obtain private donations. Gaming revenues should fund part of a project such as developing visitor profiles, but should not necessarily contribute the major percentage. Many projects such as this will be of widespread use and benefit, and could qualify for other sources of funds. For these kinds of impact projects, gaming revenues should provide a subsidy but there should be a cap to those subsidies. If the city decides it wants to make a commitment to fund the entire project up front, it should be paid back for approximately 80 percent of that commitment. Probably no more than 20 percent, or in rare cases 25 percent of the cost of such a project should be supported by gaming revenues.

Likewise, gaming revenues should not secure the long-term retirement of bonds. At times it is desirable to borrow money; however, a high priority should be placed on searching out other revenue sources. The gaming revenues should be funding of last resort. If, for some reason, a 100 percent funding commitment is warranted, as soon as possible after the commitment is made, the city should search for alternative funding sources to reduce the commitment level to 20 percent or less. For example, if

it is necessary to bond to construct water line replacement in a community, the gaming revenues might be committed to get the project underway immediately; however, water rate increases, as well as the establishment of reasonable plant investment fees to cover the costs of renovation of the water lines should be implemented as soon as possible. In this case it is recommended that no more than 20 percent of the total project cost be directly subsidized by gaming revenues. If local residents oppose increases in rates, a study of water rates can determine alternatives, such as higher rates for commercial users, metering of local residences, and progressive rates. The key consideration throughout is that gaming revenues should not be encumbered by long-term commitments beyond covering 20 percent of project costs.

GROWTH SHOULD PAY ITS OWN WAY

There is sentiment among residents and city officials that growth is out of control in Deadwood. What has not been specifically stated, but may be the underlying fear, is that growth may create an unsupportable financial burden. This concept is substantially obscured by the widespread belief that gaming revenues are, in effect, sufficient to off-set the increased demands on the systems, administrative services and financial resources of the community. In the final analysis, growth can either be subsidized by a community or growth can pay its own way.

Among the more difficult concepts to illustrate is that the residents of Deadwood who have lived in the city for years prior to the institution of limited gaming have made major investments in the community through taxes, user fees, and volunteer efforts. These investments have resulted in a developed water and sewer system that, although it has deficiencies, still has value, and that value has been created because the residents have paid for it. The street system, city buildings, and a variety of other assets have all been created by investment on the part of Deadwood residents. The present municipal parking lots are on City-owned land purchased by city residents long ago, which represents a substantial investment. Increased parking demands should be fulfilled by new lots paid for by the new users. Credit must be given to those residents who purchased the previous lots.

On the other hand, services supporting new growth are strained by the additional demands. The water and sewer system need major repairs, municipal buildings need repairs, streets need repair because the life cycle of top coats is near its end, etc. The list of needed improvements is long. The city could continue to patch its deficiencies and still provide a minimal level of service; however, the city has the responsibility to serve new growth, while such increased service could cause the collapse of these overextended systems. The city has the capability of making new growth pay its fair share of upgrading those facilities adequately to carry the loads imposed upon them by the new growth.

LOCAL GOVERNMENT LIABILITY

The concept of deep pockets where every participant is sued because the lawyers hope to find one party with lots of money is continually in today's news. Previously, few entities in Deadwood had money. Now that there are several Deadwood residents in addition to the city government who have substantial financial resources, the potential for law suits has increased dramatically. This means that the city needs to have a full protective program. That protection should include reviewing its potential liability with respect to physical structures. How well the city carries out its regulatory procedures must also be evaluated; for example, appearances before the Planning and Zoning Commission should take the form of quasi-judicial hearings.

People who are speaking at such hearings should identify themselves for the record, Robert's Rules of Order should be followed, and findings of fact must accompany every motion. Ordinances need to be reviewed to be certain they are as correct as possible. In particular, procedure must be followed to the letter.

CURRENT PRIORITIES

The Comprehensive Historic Preservation Plan proposes hundreds of actions. Proposed actions have not been separated from the accompanying text which describes the reasons for the actions, since this is the basis by which Deadwood has, and will continue to determine priorities in the city budget. The entire planning process has worked to build consensus on issues and actions, not to develop consensus regarding which action should be of a higher priority than another. Every recommended action is the highest priority of a participant in the planning process. At this point, the project ceases to be comprehensive planning and becomes detailed budgeting. Deadwood has determined the priority for many of the proposed actions by including them in the November, 1990 through October, 1991 budget. The list of projects is provided below.



CSC

ADAMS MEMORIAL HALL MUSEUM

Prior to preparing the budget for the year from November, 1991 through October, 1992, the City of Deadwood should evaluate the progress of the projects that have been funded in 1990-1991. The evaluation should determine the degree of completion of each project. If a project has not been completed, the cost of completing each uncompleted project should be compared to the funds available in the budget to determine if new projects should be undertaken in 1991-92. The focus of completed projects may argue for undertaking projects to continue in a certain direction, such as all community design actions, or may argue for projects to fill noted gaps, such as the

creation of new historic districts. The list of projects funded in November, 1990 through October, 1991 budget is extensive, and as a set of priorities, may take several years to complete.

DEADWOOD HISTORIC PRESERVATION BUDGET
NOVEMBER, 1990 THROUGH OCTOBER, 1991

Administration

- Planning and Preservation Budget (including legal services)
- January-June Operating Funds
- Administrative Overhead
- Historic Preservation Commission Expenses
- South Dakota Historic Preservation Center
- Chamber of Commerce: Staff Support/Promotion
- Adams Memorial Hall Museum: Staff Support

Survey/Studies/Services

- Historic Property Survey/Deadwood History Documentation
- Archaeology Survey
- Comprehensive Policy Plan/Zoning and Sign Ordinance Review/Historic Area Plans
- Water Supply/Flood Control/Drainage/Hazard Master Plans
- Slime Plant Evaluation
- Mount Moriah Cemetery Evaluation
- CNWRR Depot Evaluation
- Rodeo Grounds Evaluation
- Architectural Services: Depot Restoration
- Architectural Services: New Fire Station
- Railroad Property Historic Research/Development Plan
- Completion of Comprehensive Historic Preservation Plan

Programs/Budgets

- Revolving Loan Fund
- Historic Marketing/Promotion Program
- Restoration Workshops/Architectural Salvage Program
- Adams Memorial Hall Museum/Carnegie Library Collection Protection
- Historic and Cultural Programs
- Acquisition of Collections
- Shuttle Bus System Loan (to be repaid by BID)

Restoration/Renovation Projects

- Recreation Center Renovation
- Rodeo Grounds Renovation
- Lawrence County Interiors Restoration
- Slime Plant Purchase and Renovation

- Engine House Restoration (railroad property)
- Mount Moriah Cemetery Renovation
- CNWRR Depot Renovation/Visitor's Interpretive Center
- Carnegie Library Restoration
- Denver Street Project Completion
- Adams Memorial Hall Museum Renovation
- Acquisition/Restoration Reserve (additional projects)
- Construction Contingency Reserve

Development of New Facilities

- Historic Interpretive Programs including Signage/Sculpture
- Implementation Master Plan Projects/Programs (e.g., Whitewood Creek/Trail System)
- City Hall Relocation/Facilities
- Fire Station (to be bonded)
- History Center
- Historic Residential Development (Burnham neighborhood)
- Business/Industrial Park (for relocation purposes)