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The Future Sturgis Process

The engagement of Sturgis’ residents and business owners is essential to a successful planning effort. The Sturgis Comprehensive Plan included many opportunities for public participation, including workshops, on-site studios, stakeholder discussions, and informal open houses. The plan’s agenda was built on the foundation of an earlier visioning and goal-setting process, called Future Sturgis. This chapter summarizes the directions of this community effort.

Future Sturgis, a community visioning process that began in Spring 2008, invited the citizens of Sturgis to share their ideas for improving the city. A series of meetings were sponsored by Sturgis Economic Development Corporation, the City of Sturgis, Sturgis Area Business Alliance, Sturgis Regional Hospital and Foundation, Citizens for the Betterment of Sturgis, Sturgis Chamber of Commerce, Sturgis Rally Department, Sturgis Jaycees, USDA–Rural Development and Meade County Schools. The program’s goal was to identify ways to achieve community growth and improve the quality of life for Sturgis residents. Initial community input identified five priority areas, which in turn became the focus of individual working groups. These priority areas included:

- Community Pride
- Bridging Economic and Social Gaps
- Industrial Development
- Retail Development
- Tourism

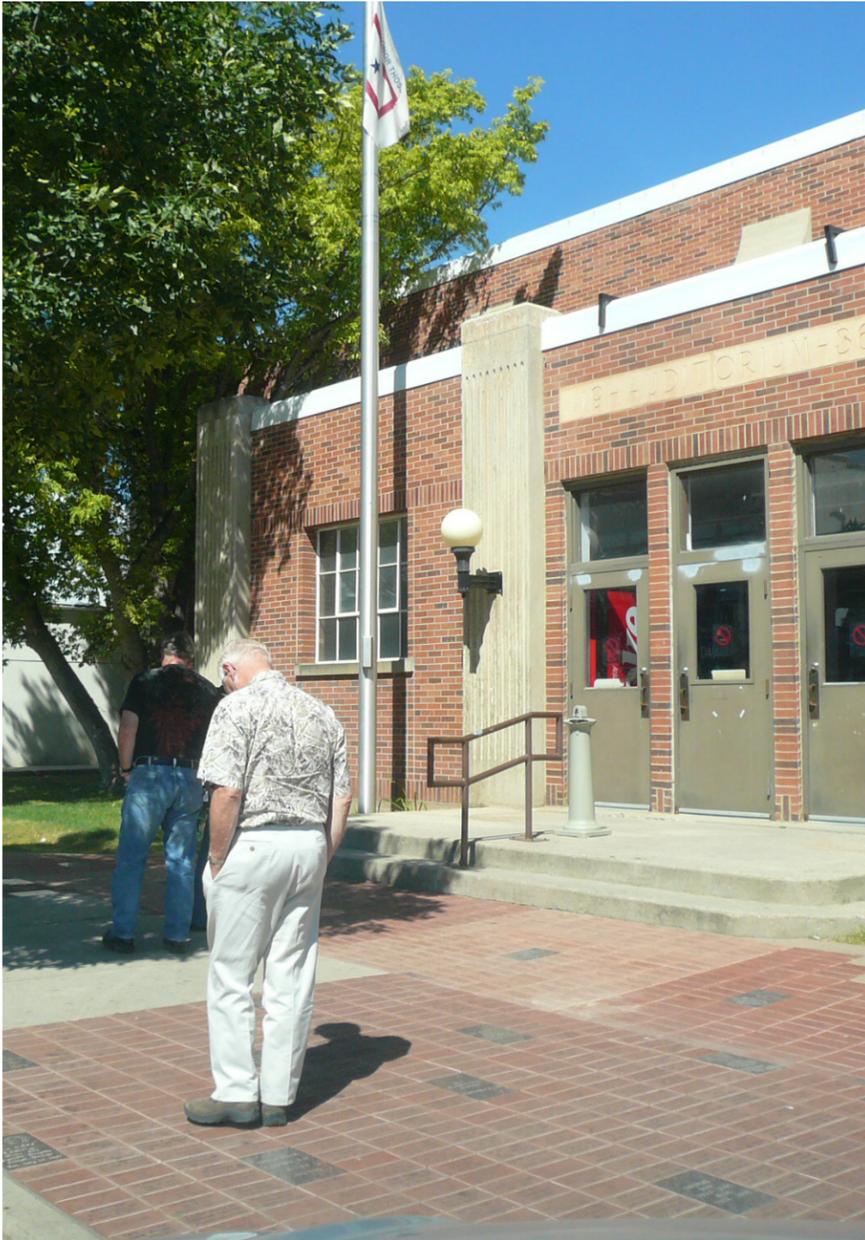
Each group identified specific goals and strategies for a more successful Sturgis. While the scope of goals sometimes included issues that are not ordinarily included in comprehensive plans, the overall program provided the foundation for the recommendations of this document. Goals that are addressed specifically in the comprehensive plan are noted by their chapter reference in parentheses.

COMMUNITY PRIDE

The Community Pride working group’s overall goal was to “Enhance Sturgis’ identity and heritage, foster pride in the Sturgis community, and enhance the way Sturgis presents itself to fellow citizens and visitors”. The group identified the following focus areas:

- Lazelle Street, the city’s primary east–west travel corridor, and the initial introduction to Sturgis for many visitors from around the country and even the world.





- Junction Avenue, emerging as a corridor with the construction of an enhanced Exit 32. A priority for the street was increasing its potential as a mixed use community corridor without losing its residential scale.
- Main Street, the traditional image center of Sturgis and the iconic backdrop for the Sturgis Motorcycle Rally.
- The “S–Curve” area, the western, and still primary, entrance to Sturgis from I–90 along Lazelle Street.
- The issue of vacant Main Street buildings, where revenues during the Rally alone meet owner’s expectations and provide no particular incentive for operating year–round or even extended season businesses.

The group has successfully implemented a number of visual improvement programs. Issues that remain on the community agenda include:

- Improving property maintenance through Code Enforcement. (Chapter 6)

- Improving the appearance and development potential of Exits 30 and 32. (Chapter 7)
- Developing capital improvements and policy strategies that will extend Sturgis’ peak season, ultimately establishing Main Street as a strong, year–round central district. (Chapter 7)
- Implementing NeighborWorks Beautification project in 2011.

BRIDGING ECONOMIC AND SOCIAL GAPS

Participants in the Future Sturgis process expressed concerns about economic and social barriers within the city. This working group’s goal was to “Bridge economic and social gaps within Sturgis, to create a higher quality of life for all Sturgis residents.” Areas of focus included:

- Sturgis youth, including recreational, entertainment, and economic opportunities.
- Overall recreation and entertainment in the community for people of all ages.
- Service and access for older adults.
- Mobility, including public transportation services.

Specific goals included:

- Expanding opportunities for academic enrichment and after–school programs.
- Increasing recreation and entertainment opportunities for both youth and adults. (Chapters 6 and 7)
- Improving health care access for seniors.
- Offering more senior oriented housing, including assisted living. (Chapter 6)

INDUSTRIAL DEVELOPMENT

Economic development is linked to social equity, population attraction, and creation of opportunity. The city has a limited private sector employment base, and creating new entrepreneurial potential is important for balanced growth. The Industrial working group has a focused goal to “Create 150 quality primary jobs through recruitment, retention, expansion and creation of new businesses within three years”. The working group established the outlines of a detailed economic development program that includes:

- Strengthening the Sturgis Economic Development Corp (SEDC) by:
 - Retaining an executive director.
 - Developing a long term plan for the SEDC board.
 - Developing a working plan to guide the SEDC executive director.
- Expanding and adding new sites at the Industrial Park by:
 - Developing relationships with landowners.
 - Securing funding.
 - Identifying target sites through the comprehensive land use planning efforts. (Chapter 6)
- Creating a workforce development program.
- Creating opportunities for incubator development (Chapter Six)
 - Exploring the feasibility of a speculative industrial building or incubator.
 - Working with area agencies for incubator applications.
 - Establishing a smaller site application separate from the industrial park.
 - Developing a profile for a spec building.
 - Establishing a regional SEDC network.
- Identifying and maintaining 12 business prospects.
- Establishing a long term economic development plan.
- Engaging existing businesses in the economic development process.

RETAIL

The Rally creates unique opportunities and challenges for retailing in Sturgis. Vendors, restaurants, and entertainment venues that set up during the Rally bring significant retail dollars to the city and region. However, many of these businesses close or disappear during the rest of the year, and the land and buildings

OVERALL GOALS OF FUTURE STURGIS

COMMUNITY PRIDE

Enhance Sturgis' identity and heritage, foster pride in the Sturgis community, and enhance the way Sturgis presents itself to fellow citizens and visitors.

BRIDGING SOCIAL AND ECONOMIC GAPS

Bridge economic and social gaps within Sturgis, to create a higher quality of life for all Sturgis residents.

INDUSTRIAL DEVELOPMENT

Create 150 quality primary jobs through recruitment, retention, expansion and creation of new businesses within three years.

RETAIL

Strengthen existing retail services while expanding regional retail opportunities in Sturgis.

TOURISM

Enhance and promote year round tourism for the benefit of ALL in the greater Sturgis area.



The Future Sturgis Process



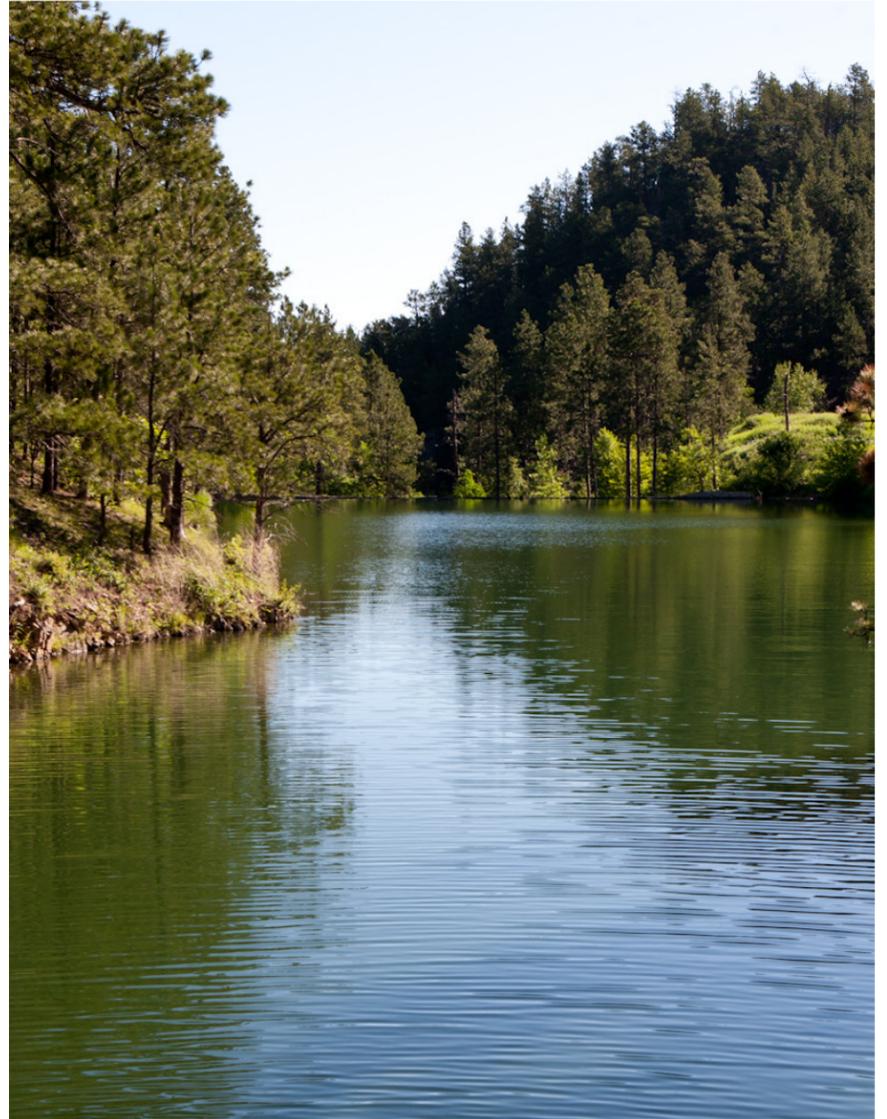
that they occupy remain empty. Local and regional retailing tends to gravitate toward Rapid City and Spearfish (consistent with findings in Chapter 1). The goal of the retail working group is to “Strengthen existing retail services while expanding regional retail opportunities in Sturgis”. Objectives of the group include:

- Developing a new comprehensive plan and zoning ordinance that identifies and encourages year around retail and service businesses. (The city retained Buxton consulting to complete a retail opportunities plan, and Chapter 7 of this comprehensive plan deals specifically with these key issues)
- Securing land near I-90 exits for new retail development and recruiting appropriate businesses.
- Developing a downtown redevelopment plan. (Chapter Seven)
- Creating a “One Stop Fast Track Shop” that makes Sturgis more business friendly.
- Utilization of the Buxton Study, a retail market analysis, in economic development initiatives

TOURISM

Tourism is a key component of the regional Black Hills economy, but in Sturgis is highly focused on the Motorcycle Rally. An important tourism focus is to diversify awareness and use of important attractions beyond the Rally, taking advantage of other features and environmental resources. The goal of the Tourism working group was to “Enhance and promote year round tourism for the benefit of ALL in the greater Sturgis area.” Objectives included:

- Creating, managing and promoting events and experiences in the Sturgis area.
- Continuing to enhance and further develop legendary Main Street and the Downtown corridor into a year round tourist destination. (Chapter 7)
- Working towards retaining tourists in Sturgis, and marketing the city as a regional base for visitors.



6



A Development Vision

The heart of this comprehensive plan is a unified development vision for Sturgis – a concept that unifies land use, transportation, parks, infrastructure, housing, and other systems into a coordinated program for the city’s future. This vision builds on the work of Future Sturgis and recognizes that long-term goals are realized incrementally through many short-term decisions. In addition to major projects and ideas, this chapter also provides a sound basis for public and private planning decisions.

DEVELOPMENT PRINCIPLES

Chapter One projected Sturgis’ growth potential and estimated the amount of land needed to meet this potential. This new development should be distributed in ways that maximize benefit and minimize unnecessary costs to the entire community. It should use land efficiently, be environmentally and economically sustainable, and reinforce the quality and character of Sturgis. “Smart growth” principles, applied to overall city development policy, can help Sturgis develop in an economically sound, environmentally sustainable, and mutually beneficial way. They ensure that investments have multiple benefits and that as Sturgis grows, it grows together rather than apart. Sturgis will grow “smart” if it:

Uses Urban Services Efficiently

An efficient Sturgis will maximize investments in streets, infrastructure, and public services, and use every unit of service to the greatest advantage. New development should generally be contiguous to existing development or take advantage of underutilized “infill” areas to produce a unified and economically efficient, and attractive city. This principle avoids stretching city services out over wide areas, which increases the cost of services and requires people to travel farther to destinations.

Encourages “Human-Scaled” Design in Major Activity Centers

In a culture oriented to personal transportation, urban development often consumes large areas of land. People in the West enjoy privacy and the sense of openness provided by the landscape. But we also thrive on the human scale of more intimate environments. The Rally, with its juxtaposition of masses of people and machines in a dense urban environment, is testimony to these twin impulses. City environments should provide choice – places that offer both walkable scale and greater space. Even when densities are low, careful design and planning can create environments that are both efficient and a pleasure to experience. Our landscape can accommodate cars and large-format retail without being dominated by parking lots, traffic noise,





USES URBAN SERVICES EFFICIENTLY



ENCOURAGES HUMAN-SCALED DEVELOPMENT



MIXES LAND USE



CREATES HOUSING CHOICE



and separated buildings that do not relate to each other. Well-planned, large-scale commercial and industrial developments are important to future economic growth, but can have detail and scale that learn from the quality of traditional town-building.

Mixes Land Uses

In Central Sturgis, radiating from the Junction and Lazelle intersection, residential, retail, public, and even light industrial uses are located near each other. However, low-density, dispersed growth tends to separate land uses into distinct “zones.” The original zoning concept, first enacted in New York City in 1916, grew out of a need to separate living places from major industries to protect the health of residents, and this is still good policy in most cases. But mixing compatible yet different uses in a modern setting creates more interesting and efficient places. Different uses with similar impact, or developed in ways that are compatible, make it possible for people to walk from home to shopping, school, church, or recreation; increase variety; reduce unnecessary energy use; increase social contact, and provides greater flexibility for builders and developers.

Creates Housing Opportunities and Choices

Sturgis has a fairly balanced mix of owner and renter occupied units, with many of the city’s renter occupied units in single-family style units. New city development should provide a range of housing opportunities, enabling young households to establish themselves in Sturgis, families to grow, and seniors the chance to stay in their hometown. Restricted availability of mortgages, as a consequence of the housing finance crisis of 2008 and demographic change, are creating demand for multi-family development, innovative small lot single-family, and attached urban housing. Sturgis should provide opportunities for people at all stages of life to find their place in the city.

Keeps All Parts of the City Connected

Newer residential development often occurs in separated and sometimes isolated pods, with few street, greenway, or trail connections to other parts of the city. Often, these neighborhoods are cut off by barriers such as major highways or railroads. Sturgis has worked to overcome some of these barriers, with links such Dolan Creek Road and its parallel path, connecting south side neighborhoods to the ballpark area. New growth should avoid isolation and include connections that unite it with the established community.

Preserves Open Space and Vital Natural Areas and Manages Impact

Sturgis’ environment is an enormous asset that naturally attracts people. Development patterns that preserve open spaces and environmental features add value to property by increasing its desirability. Techniques that minimize impact can assure that

the human-made and natural environments can coexist to the benefit of both. But even more importantly, preserving and capitalizing on the unique potential of open spaces and environmental resources helps the city preserve its soul – its room to breathe, the quality of the gifts that we have been given, and a sense that there are things beyond ourselves. But great environments need not stand pristine and unused, but should be used to add enjoyment to our lives.

Creates Transportation Options

Many communities have begun to realize the need to provide a wider range of transportation options. A completely auto-dependent city limits access of such groups as young people and seniors. An increase in the city’s physical size should not reduce access. Better coordination between land use and transportation, good connectivity within the street network, and developing multi-modal (or complete) streets that accommodate all forms of transportation improves access to the city’s features. Equally important, incorporating physical activity into the daily routine of citizens creates a healthier and more physically fit community.

Achieves Community and Stakeholder Collaboration in Development Decisions

Sturgis should be a great place to live, work, and play year-around. The Future Sturgis effort demonstrated the power of a close partnership of all sectors of the community. Partnerships between neighborhoods, adjoining communities, developers, nonprofit organizations, and the city will support and accelerate implementation of the Sturgis Plan.

DEVELOPMENT FRAMEWORK

The Development Framework for the Sturgis Plan is based on the smart growth principles discussed above, market projections, existing priorities, and community-wide goals. The Framework establishes the overall structure for the Plan and includes the following principles:

Balanced Residential Neighborhoods. Residential development should be focused in growth centers that are contiguous to and connected with the established city and are feasibly served by urban infrastructure.

Commercial and Industrial Growth. Commercial development should occur in areas that serve the present and future population of Sturgis effectively, and conveniently and capitalize on access and natural assets. Industrial growth should occur in areas that logically continue existing patterns, and have good transportation and infrastructure service.

Transportation Connectivity. The transportation system should

KEEPS ALL PARTS OF THE CITY CONNECTED



PRESERVES OPEN SPACE AND NATURAL AREAS



CREATES TRANSPORTATION OPTIONS



ACHIEVES COMMUNITY COLLABORATION



A Development Vision



link all parts of the city together, encourage new growth, and accommodate all modes of transportation.

Infrastructure for Growth. Water, sanitary sewer, and storm-water management systems must grow to support future population and efficient expansion of the city.

Open Space and Recreational Access. The park and recreation system should use environmental assets and provide a relatively equal level of quality service to all parts of Sturgis.

A Strong City Center. The city's traditional Main Street and surrounding neighborhoods are both the soul of the city and create an image known around the world. The Sturgis legend, symbolized by the image of the street, provides the city with an unparalleled opportunity for the rest of the year.

The Sturgis Development Concept, Figure 6.1, illustrates the Development Framework, described below.

Balanced Residential Neighborhoods

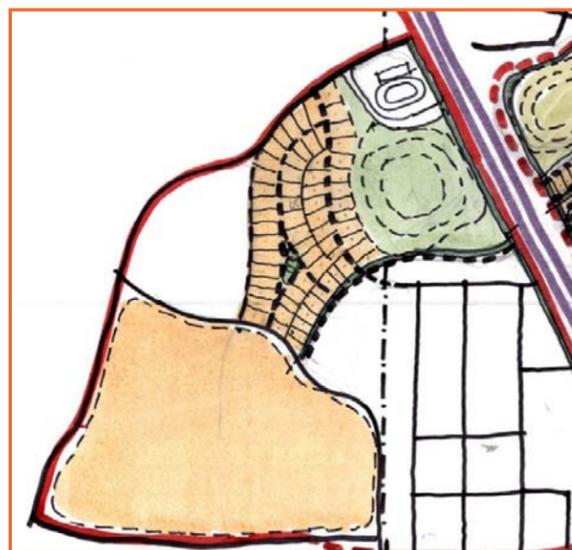
Sturgis' new residential areas should provide a mix of housing types, connected to the rest of the city by streets and pathways. Many factors affect the location of development in and around Sturgis, including Fort Meade on the east, the Black Hills National Forest on the south, and steep hills and large lot development to the west and north. To the maximum degree possible, new residential areas should be contiguous to the existing urban area, permitting service by incremental utility extensions. Primary residential growth centers will include:

- *Dolan Creek*, north of Dolan Creek Road between Pine Glen Road and Short Track Road. Along the north side of Dolan Creek Road, west of I-90. Urban development in this area requires extension of sewers in the Dolan Creek corridor and improvement of Dolan Creek and Short Track Road. Development design should include stormwater management features, including detention facilities, to delay stormwater from reaching downstream drainageways to the north.
- *Jack Pine*, among gentle hills west of the Jack Pine Gypsies Racetrack. Required improvements involve improvements of Pine Glen and Short Track Roads and sewer extensions along the drainage corridor that roughly parallels Short Track. In common with the Dolan Creek growth center, stormwater management practices that detain stormwater from reaching downstream watercourses should be integrated into development design.
- *Ballpark Urban Village*, a concept for a mixed density project

between Ballpark Road and I-90 and south of Farley Street. This infill project on a scenic site features small lot single-family development, attached urban housing, multi-family potential, and a neighborhood commons.

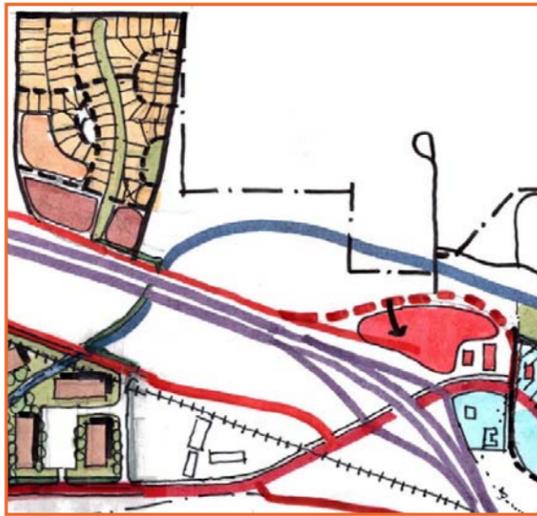
- *Vanocker Mixed Use*, a residential component to a mixed use development south of Exit 32, east and west of Vanocker Road and adjacent to the Pine View neighborhood.
- *Foothills East*, completing residential construction in buildable areas east of Baldwin Street and along an extension of Harmon Street. These development areas continue existing east to west drainage patterns, and utilize the east side drainage corridor for stormwater management through the canal and sanitary sewer service.
- *Northwest/Avalanche Road*, continuing development north along County Road 10 and west along Avalanche Road. This area drains to the south into the Bear Butte system, and also requires storm management features to detain stormwater from reaching the main drainageway. A trail crossing under I-90 along with Bear Butte Creek would link this area into the rest of the Sturgis pathway system.

These areas together produce approximately 620 acres for future residential development, consistent with land need estimates presented in Chapter 2. Future development would focus on the



Conceptual sketches completed at Sturgis community planning charrette. Top: Dolan Creek and Jack Pine areas, envisioned as primarily single-family areas with stormwater retention facilities. Bottom: Ballpark Urban Village, a mixed density concept between the ballpark and fairgrounds complex and I-90.





Conceptual sketch from Sturgis community planning charrette. Left: Proposed residential development north of Avalanche Road, west of Exit 30.

Commercial and Industrial Growth

Future Sturgis emphasized growing and diversifying Sturgis' commercial and industrial base. The city has substantial opportunities, and its land use concept should provide contemporary settings for existing and new businesses and low-impact industries. These sites should use the city's transportation, location, and environmental assets to full advantage, and include:

- Commercial growth centers at six primary locations:
 - Within the traditional downtown along Main Street
 - Along Lazelle Street, including new development on the National Guard site and along the central part of the corridor between Middle and 4th Streets.
 - Along a Junction Avenue mixed use corridor that provides new local-service development that remains consistent with residential scale north of Harmon Street.
 - In a signature retail and office district related to Junction at and around the reconstructed Exit 32.
 - Industrial development that expands the Sturgis Industrial Park to the west and east.
 - Development of a new signature research park along US 14A, capitalizing on nearby Homestake neutrino lab and converting gravel pits to a significant water amenity.

Land Use and Development Policies

- Mix uses along significant community corridors and within planned projects to create more efficient and diverse urban settings, and to integrate residential areas with local commercial and office services.
- Establish standards for parking, project appearance, pedestrian access, and relationship between residential and non-residential land uses.

area east of Vanocker Canyon Road and south of Interstate 90.

Land Use and Development Policies

- Provide mixed residential styles and densities to accommodate a range of housing preferences and needs.
- Incorporate neighborhood greenways into the city-wide trail and greenway system.
- Integrate stormwater retention facilities into greenway systems and project design to reduce stress on the city's surface drainageways.
- Provide an interconnected street system between neighborhoods that accommodates all types of transportation and reinforces neighborhood quality and informal contact.
- Develop a more direct arterial and collector street system on the south side of I-90.



Traditional housing styles, appropriate for small residential lots such as those envisioned for the Ballpark urban village.



Research Park concept, redeveloping gravel pits between US 14A and Whitewood Service Road. Pits would become a permanent water detention feature.



- Encourage business park development that accommodate high-quality office, research, and limited industrial uses in marketable settings.
- Include adequate landscaping and, where necessary, buffering for new development, especially along high visibility corridors. High impact uses should be buffered from surrounding lower intensity uses.
- Provide transitions between natural environments and Sturgis' urbanized edge.

Chapter 7 considers the city's key development districts, including these commercial and mixed use settings, in greater detail.

Transportation Connectivity

The transportation system is Sturgis' most visible infrastructure investment and guides the growth of the city. Natural features, human-made barriers including I-90 and the railroad, and piecemeal development patterns have limited street connectivity in some parts of the city. Improved connectivity unifies the city, improves access, and creates alternative routes, especially important for managing the Rally and other peak events. The transportation system is discussed in greater detail later in this section. This system is guided by the following recommended policies.

- Designate Sturgis' future streets ahead of development through an official map, and dedicate rights-of-way as growth occurs.
- Evaluate each development project in relation to the broader land use plan and transportation system.

- Provide new development with connections to both the major street system and to adjoining developments along local streets, avoiding isolated enclaves. Provide multiple entrances to individual developments.
- Provide multi-modal features that include sidewalks, trails, and bike lanes as appropriate to the street's design.
- Design streets to a scale appropriate to surrounding land uses and the character of adjacent neighborhoods.

Infrastructure for Growth

Urban infrastructure must develop to support future geographic and population growth. Chapter Three examined the city's existing water, wastewater, and stormwater systems and provided general recommendations for their rehabilitation and expansion. The analysis also considered needs to expand water supply and distribution to potential growth areas. Figures 6.2 and 6.3 illustrate sanitary and storm sewer recommendations to serve the major growth centers presented in this Chapter.

Open Space and Recreation Access

To sustain a high quality of life, Sturgis will build on the outdoor activities residents and visitors value. Strengthening and strategically expanding the parks and trails system both equalizes service to all parts of the city and brings the Black Hills into the city. A green web within the community can connect recreation features, neighborhoods, and community destinations. These amenities both benefit citizens of Sturgis and help expand tourism and the visitor market beyond the Rally period.

Open Space and Recreation Policies



around the world. A strong core goes beyond the Rally period, though, and depends on creating a vital, twelve-month district. A more detailed vision for the district is presented in Chapter 7.

City Center Development Policies

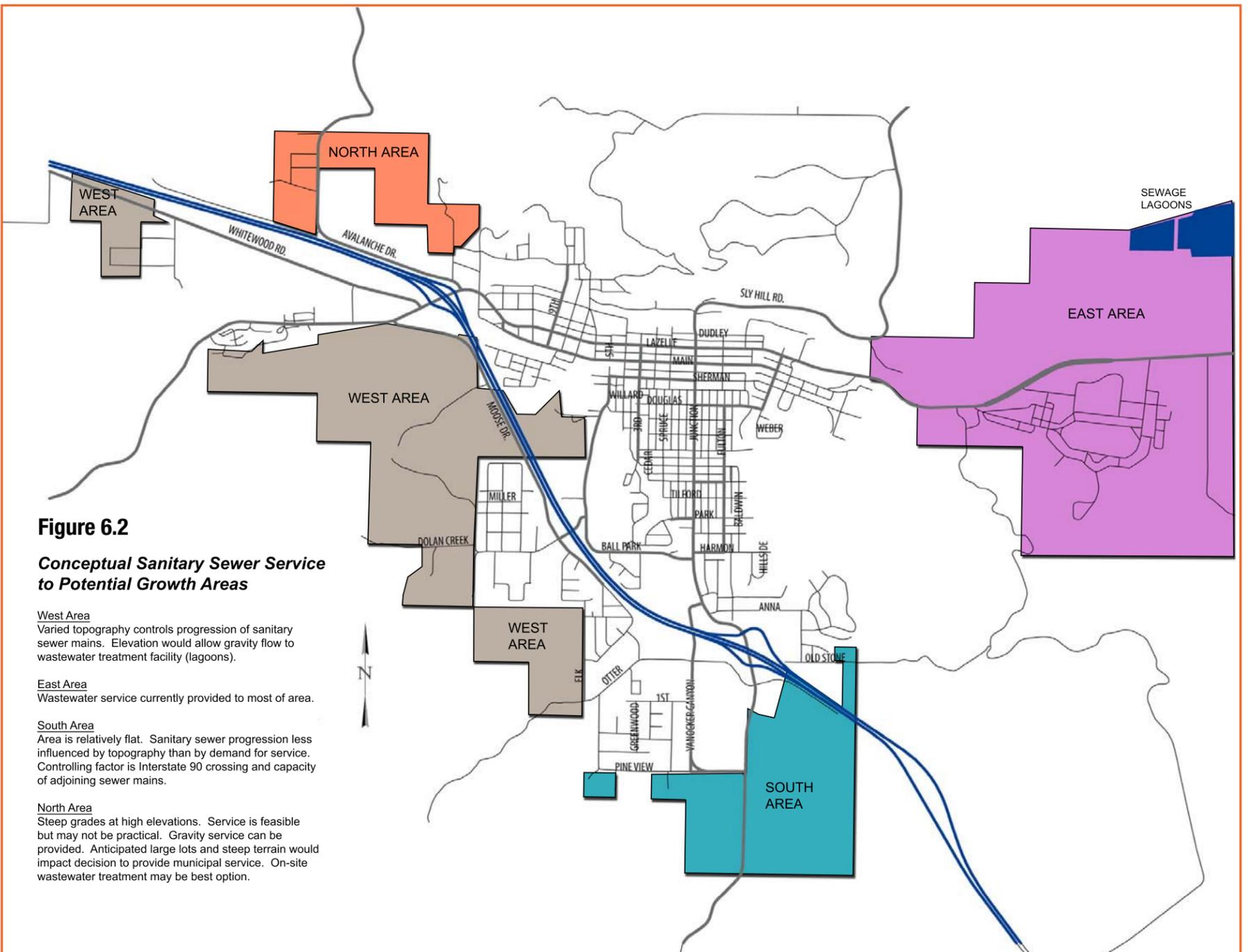
- Incorporate features into the core that extend the legend and experience of Sturgis beyond the two-week period surrounding the Rally.
- Improve the function, safety, and appearance of the Main Street district.
- Integrate the key corridors of Sturgis – Main Street, Lazelle Street, Bear Butte Creek, and Junction Avenue – that form the fabric of the city core.
- Establish development design guidelines consistent with the scale and proportions of the core district.
- Provide incentives and policies that lead to more intensive use of buildings and sites in the core.
- Increase the number of people living in and around the core.

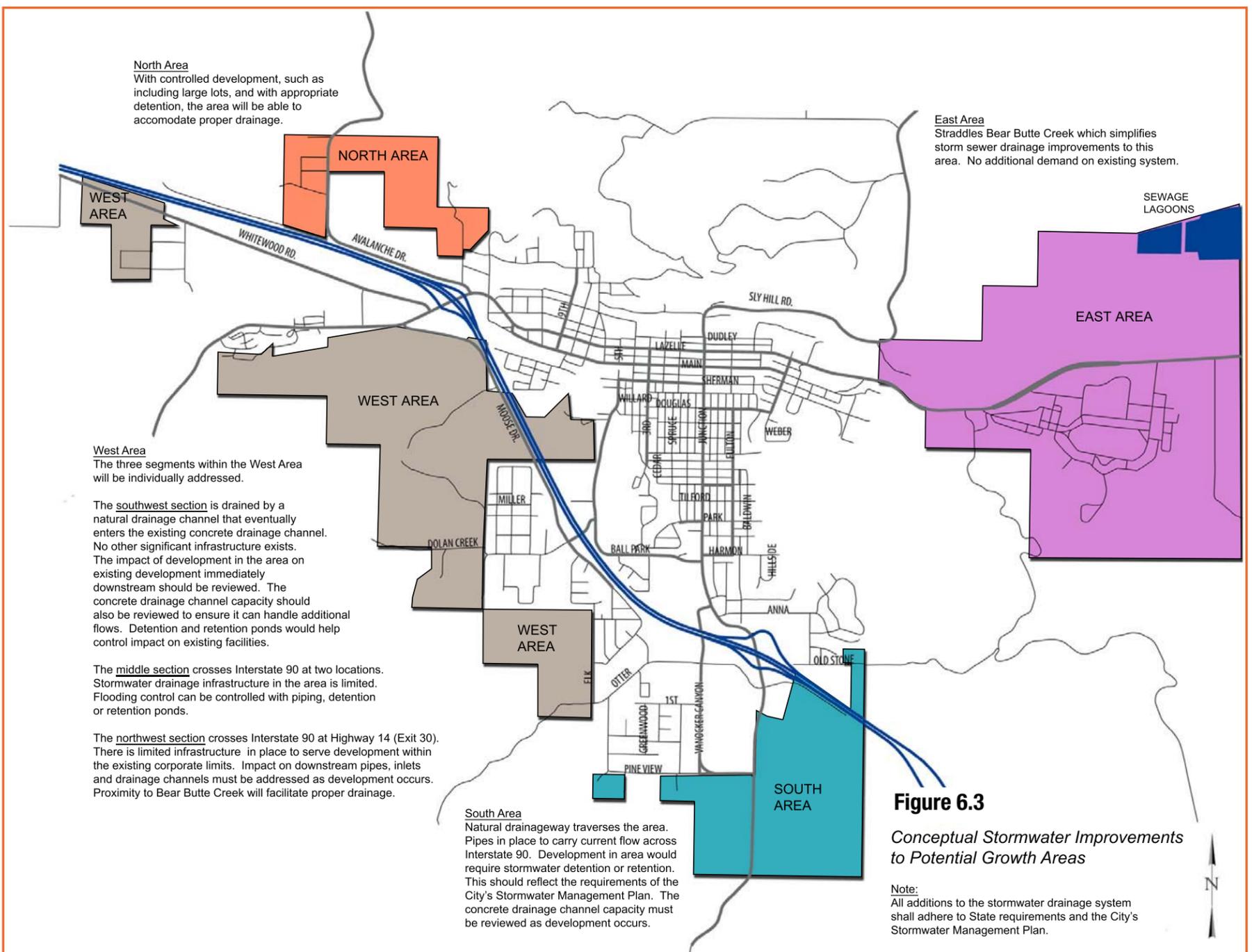
- Offer neighborhood park services within a maximum walking distance of one-half mile for all Sturgis residents.
- Provide equivalent quality park services to new growth areas, including areas north and south of Interstate 90.
- Preserve environmentally sensitive areas including drainage swales, steep slopes, native prairie, and wetlands.
- Use greenways and paths to connect neighborhoods with each other and with major community and commercial features.
- Define and market the Sturgis park and recreation system as a signature feature for the community.
- Secure public access to trails and pathways through easements and charitable donations rather than outright property purchases to the greatest degree possible.
- Connect the city's trail and pathway system to the Black Hills, including the Centennial Trail and National Forest.
- Provide clear wayfinding, park graphics and trail markers.
- Develop specific plans for the responsible development of the former City Reservoirs and the Pineview property currently owned by the South Dakota Game, Fish, and Parks Department but potentially available to the city.



A Strong City Center

The core of Sturgis revolves around the traditional Main Street and surrounding residential areas. Main Street is also the iconic center of activity during the Rally and presents a face known





PLAN ELEMENTS

This section defines the specific components that implement both the Development Framework and Future Sturgis goals that relate to the scope of a comprehensive plan. These specific plan elements include:

- Future Land Use and Development Strategy
- Balanced Transportation
- Parks and Recreation
- Housing Policy
- Key Districts

The “key districts” considers areas of unusual opportunity for the city, including Main Street, the Lazelle and Junction corridors, the two I–90 exits, and the Games, Fish and Parks and City Lakes properties. Because strategies for these areas integrates land use, redevelopment, transportation, parks and recreation, infrastructure, and economic development, recommendations for these strategic areas are presented as Chapter 7 .

FUTURE LAND USE AND DEVELOPMENT STRATEGY

A Future Land Use Plan addresses three overall areas of concern:

- **Community growth**, considering land that will be converted to urban uses during the planning period. The previous Development Framework discussion identified the directions of the community growth, including residential growth centers and focuses on commercial and industrial development.
- **Strategic direction areas**, considering projects and policies for critical areas that have both land use and major public/private investment implications. These “key districts” are discussed fully in Chapter Seven. However, one district – the Junction Avenue corridor – places a higher priority on land use policy (such as zoning) than on capital investment, and is discussed in this section.
- **Managing incremental land use decisions**, establishing criteria for the location of individual uses or project types. While big ideas and directions are important, community development is implemented over the long period by hundreds of individual decisions, from where to locate a business, to whether to grant rezoning and subdivision approval. The Land Use Decision Matrix, presented in this section, provides the context for these decisions.

Future Land Use Plan

The Future Land Use Plan (Figure 6.4) illustrates the proposed distribution of land uses in Sturgis. It represents a fusion of the community growth concept (Figure 6.1), existing developed land uses, and the criteria for locating land uses presented in the Land Use Decision Matrix (Figure 6.5).

Strategic Districts: the Junction Avenue Corridor

While Sturgis’ key districts are addressed in Chapter Seven, the critical issues for the Junction Avenue corridor involve land use policy: how to channel market demand for local service commercial and office uses into a mixed use urban corridor that respects the residential use and scale of the street and surrounding neighborhoods. The Junction Avenue corridor fills many roles, including:

- A mixed use urban corridor with a residential scale that serves local commercial needs.
- A visitor gateway between I–90 interchange and Harmon Street
- A north–south link between the city and the Black Hills environment.

The corridor has both positive and negative aspects that general policy and zoning regulations could address and enhance. Policy directions for the corridor include:

- Improving landscaping, wayfinding, and traffic management on the south reach of the corridor, between the drainage canal and the I–90 interchange.
- Creating a new urban corridor zoning district permitting specific types of office and commercial uses, while



Adaptive reuse on Junction Avenue. This creative conversion of a house to a florist shop has become a landmark long the street.

preserving residential scale and character.

- Encouraging rehabilitation or adaptive reuse of existing structures.
- Developing a parkway link connecting the three parallel “central district” corridors: Main, Lazelle, and Bear Butte Creek.

The corridor has two distinct contexts, roughly divided by the drainage canal near the Harmon Street/Ball Park Road intersection. More specific policies should be applied to these areas.

North Segment: Harmon to Main

For this section of Junction, the city should establish a new Mixed Use Urban Corridor zoning district. The zoning district should be designed to permit a broader range of uses while maintaining the residential scale of the street. Specific criteria should include (but may not be limited to) the following:

- *New permitted land uses.* Permitted uses should include residential, office, and low-impact retail uses.
- *Prohibition of parking as a principal use.* The practice of paving land for parking lots that are then rented to vendors during the Rally should not be permitted on the Junction Avenue urban corridor. Parking and open lots are permitted only as accessories uses to a permanent, primary commercial, office, or residential use.
- *Building scale.* When uses change, the residential scale of Junction Avenue should be maintained. Adaptive reuse of existing buildings should be encouraged. When new development occurs, the corridor district should establish a maximum building footprint, probably in the range of 3,000 square feet. Residential details and pitched roofs should be incorporated into the design of new buildings.
- *Limited parking along Junction Avenue.* Parking exposure along the street should be minimized. No more than 40% of the frontage of a property along Junction Avenue should have adjacent off-street parking.
- *Required landscaping.* Residentially scaled front yards should be maintained along Junction Avenue. Therefore, parking adjacent to Junction Avenue should have a landscaped setback of at least 20 feet.
- *Signage.* Signage along the urban corridor section of Junction should also respect the street’s scale. Therefore, all new signs should be monument or ground signs. Total signage area should



The south segment of Junction Avenue. A combination of hard surfacing, conflicting driveway accesses, and a continuous center left-turn lane creates both safety and aesthetic challenges along a main gateway route to Sturgis.



! CASE STUDY: SOUTH LOCUST IN GRAND ISLAND, NEBRASKA

South Locust Street in Grand Island, Nebraska has been through a lot. Once the city’s leading commercial corridor and primary gateway to town, the corridor was decimated by a legendary tornado in 1975. Although businesses rebuilt, growth patterns took major commercial development in other directions, and South Locust began a long, slow period of economic decline.

In about 2000, buoyed by the upcoming construction of a new interchange from Interstate 80, business owners initiated a major corridor improvement project. Landscaping, lighting, and other enhancements were financed by tax increment financing and a business improvement district (BID), through which property owners assessed themselves for improvements and maintenance. In 2002, the corridor also completed a master plan for new development. The results have been dramatic, with new businesses, including a Walmart supercenter restoring the economic vitality of the corridor. South Locust is once again a gateway to town, and now is the permanent site of the Nebraska State Fair at adjacent Fonner Park.

be no more than 50% of the street frontage along Junction Avenue. Sign height should be restricted to a maximum of eight to ten feet.

- *Project Review.* In this sensitive corridor, projects that change land use should receive individual public review. Therefore, all new development projects must be reviewed and approved by the Planning Commission.

South Segment: Harmon to I-90

South of Harmon, developments are more auto-oriented with larger setbacks and less landscaping. Policies and improvements for this section of Junction should, at a minimum, include:

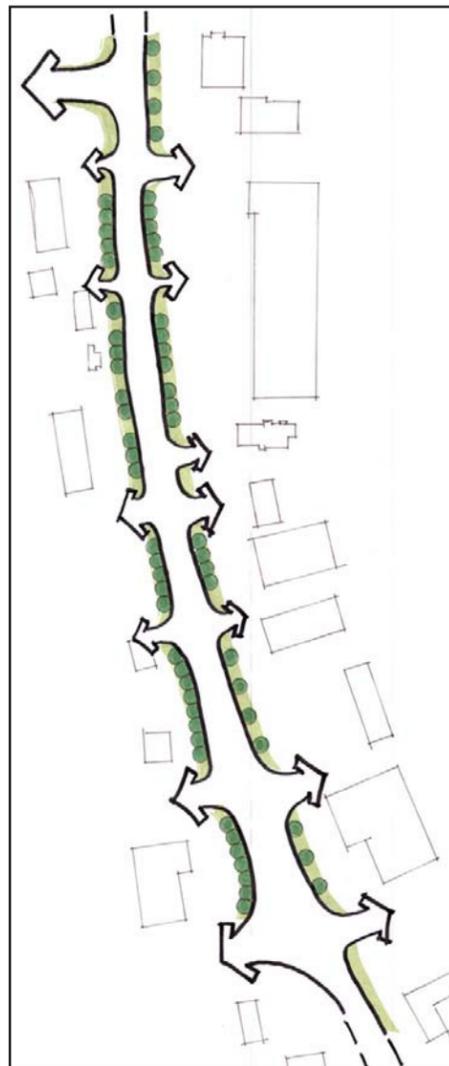
- *Site landscaping.* Sturgis should undertake a corridor improvement project that improves landscaping of existing commercial sites. In other cities, funding of these projects can be accomplished cooperatively through a business improvement district. All new projects should be required to have a minimum amount of landscaping. These improvements should incorporate stormwater management techniques that improve the quality and volume of stormwater runoff entering Bear Butte Creek.

- *Access Management.* The combination of un-managed driveway access and a three-lane street section creates a confusing and potentially hazardous situation. A program to improve traffic movement and safety in this segment includes:

- Redesigning parking lots for greater efficiency.
- Consolidating access points.
- Aligning driveways directly opposite each other wherever possible.

- *Traffic Control.* Both Ball Park Road and Harmon Street are important collectors to community destinations – Ball Park to the fairgrounds, ballpark areas and parts of central Sturgis, Harmon to the hospital and the east side of town. These important streets intersect Junction Avenue very near each other, but are misaligned and only Ball Park is signalized. To improve street linkages and safety the Ballpark Drive/Harmon Street intersections should be aligned and commonly signalized.

- *Redevelopment.* The city should encourage redevelopment of underused sites. This may include the use of incentive programs such as tax increment financing.



Access management concept sketch for South Junction Avenue. While a three-lane facility is a highly functional design, unmanaged access points create serious and potentially hazardous conflicts in the continuous left-turn lane. An access management program can often add parking spaces and align driveways, reducing these conflicts and improving the safety, appearance, and function of the corridor.

Decision Making Framework

The Future Land Use Plan (Figure 6.4) and land use policies should provide both guidance and flexibility to decision makers in the land use process. A Land Use Plan provides a development vision for the city that guides decision-makers through the process of community building. However, it does not anticipate the design or specific situation of every rezoning application. Therefore, the plan should not be an inflexible prescription of how land must be used. Instead, it provides a context that helps city administrative officials, the Planning Commission, the City Council, and private decision-makers make logical decisions which implement the plan's overall principles.

The Land Use Plan, the Land Use Decision Matrix (Figure 6.5), and the Compatibility Matrix (Figure 6.6) provide tools to help guide these decisions. The Land Use Decision Matrix identifies various use categories and establishes criteria for their application, which in turn are reflected by the Future Land Use Plan. The Compatibility Matrix (Figure 6.6) considers the compatibility of adjacent land uses, and establishes levels of review and regulations that are necessary to help them co-exist. Together, these tools provide both needed flexibility and consistency with the plan's overall objectives.

Figure 6.5: Land Use Decision Matrix

Land Use Category	Use Characteristics	Features and Location Criteria
Open Space	<ul style="list-style-type: none"> – Generally in open spaces with steep slopes, may have agricultural uses. – Agriculture or open space uses will remain the principal use during the planning period. – Extension of urban services is unlikely during the foreseeable future, and may not be feasible. – Extremely low residential densities, typically below 1 unit per 20 acres, may be permitted. 	<ul style="list-style-type: none"> –These areas should remain in primary open space, grasslands, or forested use. Urban encroachment, including large lot subdivisions, should be discouraged. – Applies to areas designated for conservation, including floodplains and steep topography. –Primary uses through the planning period will remain open or agricultural.
Urban Reserve (UR)	<ul style="list-style-type: none"> – Generally in open space use or agricultural. – Reserve areas may eventually be served with municipal water and sewer and may be in the path of future urban development. However, development will likely occur after the planning horizon contained in this plan. 	<ul style="list-style-type: none"> – These areas should be reserved for long–term urban development. – Primary uses through the planning period will remain in open land uses. – Any interim large lot residential development should accommodate future development with urban services.
Rural Residential (RR)	<ul style="list-style-type: none"> – Restrictive land uses, emphasizing housing and open space. – Civic uses may be allowed with special use permission. 	<ul style="list-style-type: none"> –Applies to areas where conventional large lot subdivisions have been established. –In many cases, houses use individual wastewater systems and are unlikely to experience extensions of urban services. Large lot residential is likely to be the permanent development stage. –Gross densities will generally be less than one unit per acre. – For those areas bordering forested areas, steep slopes, or other sensitive environmental features additional set–backs and buffering requirements should be established to promote conservation and provide fire protection.
Low Density Residential (LDR)	<ul style="list-style-type: none"> – Restrictive land uses, emphasizing single–family detached development, although innovative single–family forms may be permitted with special review. – Civic uses are generally allowed, with special permission for higher intensity uses. – Developments will be provided with full municipal services. 	<ul style="list-style-type: none"> – Primary uses within residential growth centers. – Should be insulated from adverse environmental effects, including noise, smell, air pollution, and light pollution. – Should provide a framework of streets and open spaces. – Typical densities range from 1 to 4 units per acre, although individual attached projects may include densities up to 6 units per acre in small areas. – For those areas bordering forested areas, steep slopes, or other sensitive environmental features additional set–backs and buffering requirements should be established to promote conservation and provide fire protection.

Figure 6.5: Land Use Decision Matrix (Continued)

Land Use Category	Use Characteristics	Features and Location Criteria
Medium-Density Residential (MDR)	<ul style="list-style-type: none"> – Restrictive land uses, emphasizing housing. – May incorporate a mix of housing types, including single-family detached, single-family attached, and townhouse uses. – Limited multi-family development may be permitted with special review and criteria. – Civic uses are generally allowed, with special permission for higher intensity uses. 	<ul style="list-style-type: none"> – Applies to established neighborhoods of the city which have diverse housing types, and in developing areas that incorporate a mix of development. – Developments should generally have articulated scale and maintain identity of individual units. – Tend to locate in clusters, but should include linkages to other aspects of the community. – Typical maximum density is 4 to 12 units per acre, typically in a middle range. – Innovative design should be encouraged in new projects. – Projects at this density may be incorporated in a limited way into single-family neighborhoods. – May be incorporated into mixed use projects and planned areas.
High-Density Residential (HDR)	<ul style="list-style-type: none"> – Allows multi-family and compatible civic uses. – Allows integration of limited office and convenience commercial within primarily residential areas. 	<ul style="list-style-type: none"> – Locate at sites with access to major amenities or activity centers. – Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on low-density uses. – Traffic should have direct access to collector or arterial streets to avoid overloading local streets. – Requires Planned Unit Development designation when developed near lower intensity uses or in mixed use developments. – Developments should avoid creation of compounds. – Attractive landscape standards should be applied. – Typical density is in excess of 10 units per acre. – May be incorporated into mixed use projects and planned areas.
Mobile Home Residential (MH)	<ul style="list-style-type: none"> – Accommodates mobile homes that are not classified under State law as “manufactured housing.” – May include single-family, small lot settings within planned mobile home parks. – Manufactured units with HUD certification that comply with other criteria in State statute may be treated as conventional construction. 	<ul style="list-style-type: none"> – Develop in projects with adequate size to provide full services. – Generally locate in complexes, but should include linkages to other aspects of the community. – Typical maximum density is 8 units per acre.

Figure 6.5: Land Use Decision Matrix (Continued)

Land Use Category	Use Characteristics	Features and Location Criteria
Mixed Use (MU)	<ul style="list-style-type: none"> – Incorporates a mix of residential, office, and limited commercial uses. 	<ul style="list-style-type: none"> – Developments should emphasize relationships among parts.
	<ul style="list-style-type: none"> – Includes a variety of mixed use contexts including: 	<ul style="list-style-type: none"> – Pedestrian traffic should be encouraged and neighborhood scale retained when applicable.
Lazelle Mixed Use (LMU)	<ul style="list-style-type: none"> – Lazelle Mixed Use Corridor – Junction Mixed Use Corridor 	<ul style="list-style-type: none"> – Projects in MU and JA districts should avoid large expanses of parking visible from major streets.
		<ul style="list-style-type: none"> – Signage and site features should respect neighborhood scale in appropriate areas.
Junction Avenue Mixed Use (JA)		<ul style="list-style-type: none"> – Commercial and office development in mixed-use areas should minimize impact on housing. Should be located at intersections of major or collector streets.
		<ul style="list-style-type: none"> – For the Lazelle Mixed Use area, prominent parking lots should be well landscaped and buffered from the adjoining street.
		<ul style="list-style-type: none"> – A new Urban Corridor zoning district should be established to specifically address the Junction Mixed Use area. Specific recommendations are described in the section on the Junction Avenue District.
General Commercial (COM)	<ul style="list-style-type: none"> – Includes a variety of commercial uses, including auto-oriented commercial development. 	<ul style="list-style-type: none"> – Locate along arterials or other major streets, and in areas that are relatively isolated from residential, parks, and other vulnerable uses.
	<ul style="list-style-type: none"> – Includes major retailers, multi-use centers, restaurants, and other services. 	<ul style="list-style-type: none"> – Traffic systems should provide alternative routes and good internal traffic flow.
	<ul style="list-style-type: none"> – Commercial may also be accommodated in MU areas 	<ul style="list-style-type: none"> – Negative effects on surrounding residential areas should be limited by location and buffering.
		<ul style="list-style-type: none"> – Activities with potentially negative visual effects should occur within buildings.
		<ul style="list-style-type: none"> – Development should maintain good landscaping, focused in front setbacks and common boundaries with lower-intensity uses.
		<ul style="list-style-type: none"> – Pedestrian/bicycle connections should be provided for consumer-oriented uses.
		<ul style="list-style-type: none"> – For those areas bordering forested areas, steep slopes or other sensitive environmental features additional set-backs and buffering requirements should be established to promote conservation and provide fire protection.



Figure 6.5: Land Use Decision Matrix (Continued)

Land Use Category	Use Characteristics	Features and Location Criteria
Commercial Recreation (CR)	<ul style="list-style-type: none"> – Includes high intensity private recreation facilities including the large campgrounds used during the Rally. – Usually auto-oriented with uses that can generate noise and lighting issues. 	<ul style="list-style-type: none"> – Sites should have direct access to major regional transportation facilities, without passing through residential areas. – Negative effects on surrounding residential areas should be limited by location and buffering. – Good landscaping and restrictive signage standards should be maintained. – Good pedestrian/bicycle connections should be provided into surrounding areas. – For those areas bordering forested areas, steep slopes or other sensitive environmental features additional set-backs and buffering requirements should be established to promote conservation and provide fire protection
Downtown Mixed Use	<ul style="list-style-type: none"> – Traditional downtown district of Sturgis, centered on the Main Street corridor. – Includes mix of uses, primarily commercial, office, and limited upper level residential. – Should be the primary focus of major civic uses, including government, cultural services, and other civic facilities. – Developments outside the center of the city should be encouraged to have “downtown” characteristics, including mixed use buildings and an emphasis on pedestrian scale. 	<ul style="list-style-type: none"> – Establishes mixed use pattern in the traditional city center. May also apply to planned mixed use areas. – Recognizes downtown development patterns without permitting undesirable land uses. – District may expand with development of appropriately designed adjacent projects. – New projects should respect pedestrian scale, and design patterns, and setbacks within the overall district. – Historic preservation is a significant value. – Good pedestrian and bicycle links should be provided, including non-motorized access to surrounding residential areas.
Business Park (BP)	<ul style="list-style-type: none"> – Business parks may combine office and light industrial/research uses. – Limited industrial provides for uses that do not generate noticeable external effects. 	<ul style="list-style-type: none"> – Limited industrial uses may be located near office, commercial, and, with appropriate development standards, some residential areas. – Strict control over signage, landscaping, and design is necessary for locations nearer to low intensity uses. – Zoning regulations should encourage business parks, including office and office/distribution uses with good development and signage standards. – For those areas bordering forested areas, steep slopes, or other sensitive environmental features additional set-backs and buffering requirements should be established to promote conservation and provide fire protection

Figure 6.5: Land Use Decision Matrix (Continued)

Land Use Category	Use Characteristics	Features and Location Criteria
General Industry (GI)	<ul style="list-style-type: none"> – Provides for a range of industrial enterprises, including those with significant external effects. 	<ul style="list-style-type: none"> – General industrial sites should be well-buffered from less intensive use. – Sites should have direct access to major regional transportation facilities, without passing through residential or commercial areas. – Developments with major external effects should be subject to review. – For those areas bordering forested areas, steep slopes or other sensitive environmental features additional set-backs and buffering requirements should be established to promote conservation and provide fire protection
Civic (CIV)	<ul style="list-style-type: none"> – Includes schools, churches, libraries, and other public facilities that act as centers of community activity. 	<ul style="list-style-type: none"> – Civic uses may be permitted in a number of different areas, including residential areas. – Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management.
Public Facilities/ Utilities (PF)	<ul style="list-style-type: none"> – Includes facilities with industrial operating characteristics, including public utilities, maintenance facilities, and public works yards. 	<ul style="list-style-type: none"> – Industrial operating characteristics should be controlled according to same standards as industrial uses. When possible, should generally be located in industrial areas. – Facilities like the wastewater treatment plant, maintenance shops, and storage areas should be well buffered from less intense uses.
Parks and Greenways (PARKS & GWY)	<ul style="list-style-type: none"> – Traditional park and recreation areas including both passive and active recreation uses. – Environmentally sensitive areas and crucial scenic corridors that should be preserved and possibly incorporated into the city’s trail system. 	<ul style="list-style-type: none"> – Parks should be centrally located with easy access for both pedestrian and auto users. –Residents should be within approximately a half mile of a neighborhood park. –All parks should be connected through the city’s trail and greenway system. – Environmentally sensitive areas, including wetlands, native prairies, and drainage channels should be protected and incorporated into the city’s greenway network.

Figure 6.6: Compatibility Matrix

PROPOSED LAND USE	EXISTING LAND USE												
	Rural Residential	Reserve	Low Density Residential	Medium Density Residential	High Density Residential	Mobile Home	Mixed Use	General Commercial	Commercial Recreation	Downtown MU	Limited Industrial Business Park	General Industry	Civic
Rural Residential	–												
Reserve	4	–											
Low Density Residential (LDR)	4	4	–										
Medium Density Residential (MDR)	4	4	5	–									
High Density Residential (HDR)	3	4	4	5	–								
Mobile Home (MHR)	3	4	3	4	5	–							
Mixed Use (MU, LC, JA)	2	4	3	4	4	4	–						
General Commercial (COM)	3	4	2	3	3	4	5	–					
Commercial Recreation (CR)	3	4	2	2	3	3	3	5	–				
Downtown Mixed Use	2	4	3	4	5	1	5	4	2	–			
Limited Industrial Business Park (BP & LI)	3	3	2	2	2	2	3	4	5	1	–		
General Industry (GI)	3	2	1	2	2	2	3	4	4	1	4	–	
Civic (CIV) & Parks & Rec	3	4	4	4	4	3	4	4	4	4	2	1	–
Public Facilities	2	4	2	3	3	3	3	3	3	3	4	3	2

Compatibility Matrix Key

5: The proposed use is completely compatible with existing land uses. Development should be designed consistent with good planning practice.

4: The proposed use is basically compatible with the existing adjacent use. Traffic from higher intensity uses should be directed away from lower intensity uses. Building elements and scale should be consistent with surrounding development. Impact on the extension of urban services should also be considered.

3: The proposed use may have potential conflicts with existing adjacent uses that may be resolved or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be employed to minimize negative effects. A Planned Unit Development may be advisable.

2: The proposed use has significant conflicts with the pre-existing adjacent use. Major effects must be strongly mitigated to prevent impact on adjacent uses. A Planned Unit Development is required in all cases to assess project impact and define development design.

1: The proposed use is incompatible with adjacent land uses. Any development proposal requires a Planned Unit Development and extensive documentation to prove that external effects are fully mitigated. In general, proposed uses with this level of conflict will not be permitted.



BALANCED TRANSPORTATION

The transportation plan for Sturgis should meet current and future mobility needs while enhancing the character of the city's environment. Chapter 3 discussed functional and circulation issues in the Sturgis network, problems that become worse during the Rally. A plan for an enhanced transportation network involves both broad policies and specific project recommendations. Overall transportation policies address:

- A Connected Network
- Problem Area Solutions
- Enhanced Urban Corridors
- Street Standards
- Balanced, Multi-Modal Transportation
- Small City Transit Options

A Connected Network

Sturgis should maintain a connected street network as it grows, providing alternative routes for moving around the city. A truly unified town requires good connections among neighborhoods and to activity centers. Additionally, alternative local links that reduce dependence on Lazelle and Junction maintain access for local residents during the Rally and other peak events that stress the two crossroads corridors. The overall network should also encourage pedestrian and bicycle transportation, both maximizing the health benefits of active transportation and providing safe and comfortable alternatives to the car for short trips.

An official map defines the city's street network and establishes future corridors for new street construction to serve growth areas. Currently, classification conflicts exist between the South Dakota Department of Transportation's federal aid system map and the Major Street Plan adopted by the City of Sturgis in 2008. For clarity in both planning and implementation, these maps should be as consistent as possible. Figure 6.7, the Transportation Plan, proposes both an official map and a concordance of the state and city classification plans. Further, the Transportation Plan is intended to incorporate both motorized and non-motorized components.

Elements of Sturgis' transportation system include:

Interstate. Interstate 90 is, of course, Sturgis' principal link to the region and even the nation, and its two interchanges are the gateways that welcome most people to the city. Chapter 7 describes development concepts that take advantage of these gateways. Exit 32 was relocated and reconstructed in 2006, and additional work was completed on Exit 30 in 2010, and this plan does not anticipate additional major work on the main line



Interstate 90 looking south. A leg of the northside loop, linking 8th and Main with the south and east sides of town would run at the base of the hill in the foreground. Moose Drive, a minor urban arterial that should provide a continuous direct link between US 14A and SD 79, parallels I-90 on the interstate's south frontage.

or interchanges. However, safe functional performance and clear visitor orientation when travelers exit the Interstate are essential to traffic system operations.

Principal Arterials. Principal arterials are the crossroads corridors of Sturgis: Lazelle Street (South Dakota 34) from I-90 east; Boulder Canyon Road (US 14A), the continuation of Lazelle Street west of I-90; and Junction Avenue/Vanocker Canyon Road (South Dakota 79) south of Lazelle Street. Priorities for Sturgis' principal arterials include improved access management, wayfinding, and corridor enhancement.

Minor Urban Arterials. While the Interstate and Principal Arterials connect Sturgis to the region and include the city's major crossroads highways, Minor Urban Arterials distribute traffic around the city from these thoroughfares. These streets typically have moderate volumes and in Sturgis are typically two-lane facilities. Major street investments proposed by this plan reinforce the minor arterial system and provide alternative local through routes to Lazelle and Junction. Highlights of the proposed minor urban arterial system include:

- The existing "inner loop" system made up of Sherman Street, 5th Street, and Ball Park Road. This would continue through an improved intersection to align with Harmon Street to the east.
- A new northside loop that extends the existing 8th Street underpass under the DM&E to a new circulator road on the north side of I-90 to Ball Park Road/Dolan Creek Road.

A Development Vision



- An upgraded east–west corridor that connects Avalanche Road, 14th Street, and Main Street east to Nellie Street. This corridor involves a significant street and redevelopment project that extends Main Street west and Avalanche Road east to a new signalized intersection with Lazelle at 14th Street.
- An eastside loop created by extending Harmon Street east and connecting it back to Anna Street.
- A continuous south corridor created by directly connecting Moose and Otter Drives between Boulder Canyon Road (US 14A) and Vanocker Canyon Road (South Dakota 79)
- A south loop to serve proposed growth centers south of I–90 by improving and connecting Dolan Creek and Short Track Roads.
- An improved connection of Vanocker Drive between Ball Park Road and Pineview Road.
- Existing Whitewood Service Road, providing a north access route to the industrial park.

This proposed network serves existing and future urbanized areas with interconnected loops that link to the principal arterials. As such, it provides the street connectivity that can help the Sturgis system function well under even exceptional circumstances and reduce the current reliance on principal arterials. In addition to improving access and convenience to residents and businesses, the system will also address a major factor that reduces the city’s overall fire rating (see Chapter 4).

Collector system. The collector system augments the principal and minor arterial system by serving as access conduits through neighborhoods. They offer continuity for relatively short trips to destinations and higher order streets, and also are particularly well–suited for bicycle transportation. The Transportation Plan includes most of the collector system identified by the City in its 2008 Major Street Plan. Highlights of the collector system include:

- The existing collector system, which remains in place.
- Extension of a 1st Avenue alignment to serve major development areas on the south side of I–90 between Elk Road and Vanocker Canyon Road.
- Extension of Anna Street to Harmon Street, completing a loop serving eastside development areas and reducing “no outlet” streets.

- Local collectors in residential growth areas. An example is a connection in the Dolan Creek growth center between Dolan Creek Road, Pine Glen Road, and Moose Drive.
- Extension of Dudley Street to the community center, described in Chapter Seven as part of the Bear Butte Promenade concept.
- Connection of Industry Road between US 14A and Whitewood Service Road.

These links continue the concept of creating a circulation system that minimizes dead–ends and provides loops and connections and alternatives to the arterial system.

Problem Area Solutions

The earlier traffic analysis shows that the overall Sturgis system generally provides a high “level of service”, except during exceptional times like the Rally. However, the network is not trouble–free by any means and Chapter Three’s analysis indicates specific functional problems. This transportation plan focuses strategically on these problems, reviewed below with proposed solutions.

- *Southwest Connectivity.* This problem is addressed by a new inner loop that extends the 8th Street underpass at the railroad, continues south/southwest to Interstate 90, and follows the north edge of I–90 to Dolan Creek Road. The intersection of Dolan Creek and Ball Park Road would be redesigned to accommodate this new route. Several alignment alternatives exist for the 8th



Option for a Main Street/Avalanche Road link via 14th Street. This option realigns Avalanche Road to 14th Street near Silver Street, and extends Main Street to 14th south of Lazelle. Both roads connect via a signalized intersection at 14th and Lazelle.

Street extension, using both existing right-of-way and involving some property purchases.

- *West Main Connection/Avalanche Road connections to Lazelle Street.* Chapter 3 identifies two distinct problems – the poor connection of Main Street to Lazelle and functional problems and confusion created by the short distance between signalized I-90 ramps and the signalized Avalanche Road intersection. These problems can be both corrected and system continuity enhanced by creating a new intersection that links Avalanche and Main Street. Main would be extended northwest through existing parking lots and spaces between buildings to 14th Street on the south side. Avalanche in turn would be connected to or near existing Silver Street, continuing to 14th Street. Fourteenth Street would then link Main and Avalanche and would be signalized at Lazelle. The existing 14th to 15th Street segment of Avalanche, along with the existing Lazelle Street intersection would be closed. Several alignment alternatives exist for the Avalanche to Silver segment, with differing impact on the campground and mobile home park.

- *Junction Avenue intersections with Ball Park Road and Harmon Street.* A redesign of this intersection to align Ball Park Road and Harmon Street greatly improves safety and system continuity. Because of commercial construction along Junction, this realignment, while possible, has complications. Options include realigning Ball Park north of the existing convenience store of the west side of Junction; or modifying current site plans to fit as connected Ball Park/Harmon alignment.

- *Collector access south of Interstate 90.* The plan proposes a continuous collector by linking Moose Drive, Otter Road, and Dickson Drive to the new Vanocker Canyon Road (SD 79). This can be accomplished through new development or redevelopment of existing sites to take full advantage of the new Exit 32.

- *Neighborhood short-cutting.* Undesirable use of residential streets can be discouraged by using a variety of traffic calming devices that still continue local, low-speed access. Traffic calming techniques include neck-downs, narrowing width of streets at intersection entrances; diverters and traffic circles; speed tables that slow traffic but are less extreme or difficult on snow plows as speed bumps; bike lanes; and other features.

- *Local connectivity in new development.* New developments should provide a web of local streets for well-distributed access. Subdivision standards should establish minimum required levels of street connectivity. One measure of connectivity is the ratio of street segments (stretches of street between intersections or endpoints) to nodes (intersections and street endpoints). Developments with good street connectivity generally display

ratios of 1.4 or above. In addition, all new residential subdivisions must have alternative access routes, and avoid dependence on a single development entrance or a single arterial or collector route to its local entrances.

Enhanced Urban Corridors

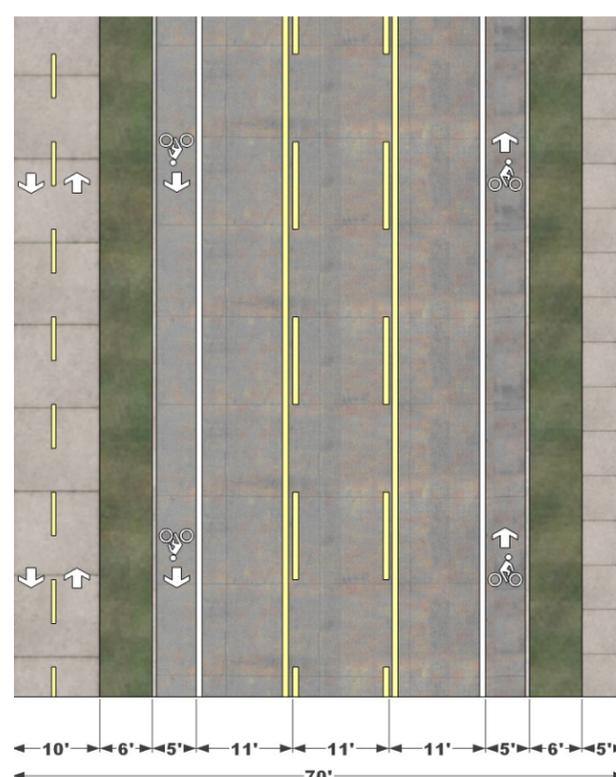
Sturgis should maintain good design quality along its major community corridors, allowing them to serve as attractive gateways into the town and supporting the business and community environment. These corridors, most notably the Lazelle and Junction crossroads, present “front doors” to visitors and help define the image of the city to potential investors, businesses, and residents. General land use and development policies for the Lazelle and Junction Corridors are described in this chapter and in Chapter 7. Specific areas of enhancement include:

Street Standards

Sturgis should develop and enforce street standards that are both functionally appropriate and relate to the role of the street in the city. These standards should:

- *Protect life safety and public services by providing adequate emergency and service access, while not oversizing streets.* Overly wide streets encourage higher than appropriate speeds that also create safety problems. Parking controls and limitations to one side are tools that can help maintain emergency access that also control speeds.

- *Reflect the context and role of the street in the system.* Transportation standards often mandate specific width and design



Context-Sensitive Street Standards. Example of a three-lane complete street showing dimensional standards. This section might apply to a new corridor, such as the northside loop along Interstate 90, designed for all forms of transportation.

A Development Vision



standards for different street classifications without regard to the specific urban context. However, an “arterial” like Ball Park Road is different from an “arterial” like Junction Avenue because of the differing nature of surrounding uses, traffic mix and performance, connections to other corridors, and frequency of vulnerable users like children, pedestrians, and bicyclists. Variables include street and lane width, parking, landscaping, and building lines. Finally, the design of streets should reflect desired performance. For example, wide streets in residential settings tend to increase traffic speeds and development costs.

- *Accommodate active transportation modes.* The city’s transportation system should encourage alternative transportation modes for appropriate trips – short distances that do not require automobile travel, for example, or trips in good weather. Therefore, street standards should include reasonable accommodations for non-motorized users. The concept of “complete streets,” multi-modal facilities that serve vehicular traffic, bicycles, and pedestrians in an attractive public environment, should be integrated into the transportation, park, and pathways networks of the city.

Balanced, Multi-Modal Transportation

Sturgis’ neighborhoods, activity centers, civic districts, and major open spaces should be linked by a balanced transportation network that integrates motor vehicles, pedestrians, bicycles, motorized wheelchairs, and other low-speed “personal mobility vehicles.” An active transportation network (including pedestrian, bicycle, and potentially public transportation) connected to land use and development, both increases mobility and helps create a sustainable and healthy city. From a development perspective, a system that encourages multi-modal transportation includes:

- Public infrastructure that connects neighborhoods and destinations;
- Elimination of barriers that discourage or obstruct pedestrians and cyclists; and
- Project designs that provide safe and pleasant passage from the public to private realm.

The success of pedestrian and bicycle transportation systems can be measured by five key criteria:

- *Directness:* The system should provide relatively direct routes to destinations without taking people far out of their way.
- *Integrity:* The system should connect to places and provide continuity, rather than leaving users in dead ends or uncomfortable places.



Multi-Purpose Trails. Top: The Bear Butte Creek Trail, both an important recreational and transportation facility. This segment, along SD34, connects the city to the High School and Fort Meade. Above: Public land along the eastside drainage canal is a valuable trail corridor, part of a system that links neighborhoods south of I-90 to the Bear Butte greenway.

- *Safety:* The system should be physically safe to its users and not present hazardous conditions.

- *Comfort:* The system should understand the various capabilities and comfort levels of its users. For example, senior citizens may take a relatively long time to cross a street, and some bicyclists are not comfortable riding in mixed traffic. The system should reflect these differences.

- *Experience:* The system should provide users with a pleasant and scenic experience.

The plan identifies the elements of an active transportation system that is closely tied to the city’s future development pattern.



Sidepaths and Shared Routes Top: Sidepath along Moose Drive parallel to I-90. Above: Shared use lane marking (sharrow) on a narrow residential street. The sharrow increases motorist awareness of cyclists and helps cyclists position themselves clear of hazards such as car doors.

Additionally, these plans identify key crossings of Interstate 90 and connections to developing areas and the Black Hills. Active transportation improvements fall into several categories:

Multi-Purpose Trails. These facilities are physically separated from motor vehicle traffic, and are distinguished from roadside paths or sidepaths, by mostly operating independently of streets and road rights-of-way. Potential settings for multi-use trails in the three study areas include rivers and streams such as Bear Butte Creek, other drainageways, parks and greenways, public properties like schools, abandoned or active railroads, and utility rights-of-way and easements. Multi-purpose trails in the Sturgis transportation system include:

- The existing Bear Butte Creek Trail from Sturgis High School

to Centennial Park. Proposed improvements to this facility include completing discontinuities, usually at street and park road crossings; and a bridge and trail spur to 4th and Lazelle.

- An eastside system from Dolan Creek Road and Moose Drive to south through a proposed park and trailhead on the current Game, Fish, and Parks Pineview property, and northeast along the eastside drainage corridor and canal, joining to the Bear Butte Trail at City Park. A segment along the canal would be pedestrian only, with bicycles using adjacent local streets.
- A Vanocker Canyon spur, beginning at the “Marcotte Property” south of I-90 on Vanocker Canyon Road and integrated into its redevelopment, crossing I-90 at Vanocker Drive, and joining the eastside system.
- A Fairgrounds Trail along the east side of the ballpark and fairgrounds complex from Colorado Drive and Ball Park Road to the 5th Street railroad underpass at the north end of the complex.
- A Pine Glen Trail, following a drainage swale and possible street connection between Pine Glen and Moose Drives. An extension could follow the drainage corridor under I-90, continue through the proposed “urban village” development, and connect to the Fairgrounds Trail at the railroad underpass.
- A westside trail, serving the proposed Northwest Growth Center, crossing I-90 with Bear Butte Creek, and serving the proposed research/business park and current Sturgis Industrial Park, with a link to the Boulder Creek pathway.

Sidepaths. Sidepaths are multi-purpose paths separated from but along the side of roads and streets, usually found within or immediately adjacent to the street rights-of-way. Most sidepaths provide two-way operation, and in theory accommodate the same user groups as separated multi-use trails. Sidepaths, sometimes referred to as cycle tracks, are controversial. They are popular because they use existing street right-of-way, minimizing acquisition cost and property-owner opposition, and address the concerns of some bicyclists who are uncomfortable with riding in mixed traffic. On the other hand, they present significant safety and operating dangers that require careful design solutions. Sidepaths are most appropriate along corridors that have a minimum number of driveway or cross-street interruptions. Sidepaths in the proposed Sturgis system include:

- Existing facilities, including paths along US 14A, Dolan Creek Road, and Moose Drive.
- Extension of the Moose Drive Path to the east side system



Bicycle Boulevard. Traffic circle helps reduce traffic speed on a through street in a residential neighborhood.

and to Junction Avenue.

- A new sidepath along the proposed 8th Street/I-90 north inner loop from 8th and Main to Dolan Creek and Ball Park Roads.

Shared right-of-way. These facilities include a number of techniques to serve multiple modes, but usually involve sidewalks for pedestrians, bike lanes, pavement markings such as shared use lanes or “sharrows,” and designs that encourage a consonance between posted and design speeds. One increasingly popular method is the “bicycle boulevard,” using minor modifications to local streets that create through routes for cyclists, with pedestrians served by sidewalks. Typically, bicycle boulevards are parts of the urban grids that parallel or connect destinations also served by higher order streets. Candidate streets include Pine Street and Fulton Street, offering continuity and access that parallels Junction Avenue, but with lower traffic and greater user comfort. The shared ROW system is focused primarily in the central part of the city.

Together, these elements provide an inter-connected network that serve most of Sturgis’ major community destinations, and provide safe and reasonably direct access around the city.

Small City Transit Options

The Future Sturgis process suggested a significant community need for improved public transportation, and transit service was an important focus of the working group devoted to “Bridging the Economic and Social Gap.” Current (2011) service is provided by Prairie Hills Transit. Service includes demand response service in Sturgis on Monday through Friday between 7:30 am and 4:00 pm; three scheduled round-trips between Sturgis and Fort Meade Monday through Friday; and three times a week demand response service during a four-hour mid-day window between



Public Transportation. Prairie Hills Transit provides both demand response service and regional scheduled service to Fort Meade.

Sturgis and Rapid City. In a city of Sturgis’ size, most transit service will be used by transit dependent or limited mobility customers – seniors, people with disabilities, and potentially children.

Several types of services exist in small communities:

- Demand response paratransit services, providing door-to-door services that requires advance (usually 24-hour) reservations.
- Route diversions, where a fixed route or service loop serves major community destinations, but buses divert from that loop to provide customized service.
- Timepoint service, where buses serve specific points, arriving and departing during a range of times, but changing routes depending on passenger demand for a particular trip.
- Regional services, analogous to PHT’s Rapid City and Ft. Meade services, serving distant employment centers for commuters or regional medical and shopping destinations.

Defining the appropriate type of service for a market like Sturgis involves balancing demand, convenience, and cost. The city, in cooperation with Prairie Hills Transit and other regional communities, should begin a process to look at service alternatives and define the type of service that fits Sturgis’ specific needs best.



PARKS AND RECREATION: THE BLACK HILLS EXPERIENCE IN TOWN

Sturgis' residents enjoy access to a variety of park and recreation facilities, as well as beautiful natural environments. Parks and outdoor recreation are a vital component of community life for many Sturgis residents and visitors. Therefore, the city should expand its facilities as the community grows and provide improved access to regional amenities. The open space system can also distinguish itself by bringing the Black Hills experience to town, connecting the community with nature. A high level of park and recreational services boosts the city's competitive position for attracting both residents and visitors.

Chapter 3 presented a detailed assessment of Sturgis' existing park facilities and outlined improvement needs for each existing park. The plan's overall park and greenway system concept is based on the following overall policies:

- *Sturgis' park system should grow along with the city's physical and population growth.* This growth is based on offering an equitable level of service, measured by facilities and accessible park area per person, to all residents.
- *The system should be linked together into a green network that unites the community.* Multi-purpose trails should be developed that both offer recreational benefits and complement the city's transportation system.
- *New recreation centers should be integrated into the greenway system and existing facilities receive better service where needed.*
- *Recreation facilities should be developed that meet community priorities, based on the needs of various age groups in the city.*
- *Neighborhood parks should be financed by an equitable system based on demand and benefits realized by new development.*

The following sections detail specific projects, programs, and financing for the evolving park and recreation network.

Park System Enhancements

Figure 6.8 illustrates Sturgis' Parks and Recreation Plan, addressing both existing facility improvements and long term system enhancements. Major recommendations for the system follow.



Existing Facility Enhancements

- *Establish a systematic park improvement program, with site rehabilitation projects scheduled on a regular basis through the capital improvements program.* Establish priorities based on criteria; examples of priority criteria include elimination of safety hazards, need to provide facilities for underserved geographic areas, and replacement or enhancement of features that receive intensive use.
- *Identify a permanent skate park location and develop the facility.*
- *Develop additional volleyball and basketball courts.*
- *Prepare a master plan for Sturgis Community Center site and the surrounding property.* Include development of an outdoor interactive water feature as a focus of the Community Center campus.
- *Upgrade older equipment at the Community Center.*



Interactive Water.

Spray pads or pools have proven to be very popular with their intended audiences, children and their parents. An interactive spray pool, combined with a wading area and outdoor decks that appeal to older groups, could complement the Community Center's indoor pool at a fraction of the cost of a full outdoor facility.



Pineview Site. (Right) This land, owned by the Game, Fish, & Parks Department, could accommodate both a neighborhood park and a trailhead resort.



Long Term System Enhancements

- *Acquire the "Pineview" site from the South Dakota Game, Fish, and Parks Department (GF&P), and develop a portion of the site as a Southside Community Park to fill the service gap south of I-90 on part of the US Forest Service site. Connect this park to the Sturgis pathway system by continuing the eastside/Dolan Creek trail, now under construction, to the proposed Southside Community Park and the Dolan Creek Road sidepath. The southern part of the site may be developed as a trailhead resort for trails through the Black Hills National Forest, becoming a "base camp" for the City Lakes and National Forest area. Chapter Seven examines these development concepts in greater detail.*

- *Incorporate neighborhood parks and open spaces into the detailed design of new residential development areas. For example, a "Village Square" in the proposed "urban village" growth center west of the ballpark and Fairgrounds complex would both serve neighborhood park needs and become a central feature of a new neighborhood.*

- *Implement the trail and pathway system proposed above in the transportation element. The pathway system has both recreation and transportation benefits, and incorporating physical activity into people's daily routine is an effective way of improving community wellness. Projects in the trail plan that are more specifically focused on recreation include:*

- Improvements to the main Bear Butte Creek Trail between Centennial and Hill and Plains Park. Major improvements include continuous paved crossings of park roads and separating the trail from adjacent gravel roads; repairing

or resurfacing trail segments as they wear; and including directional and mileage information for recreational walkers and runners, and to provide locating information for emergencies.

- Linkages from the Bear Butte greenway to neighborhoods and other complementary community features. The highest priority linkage is a bridge from the trail over the creek to the Sturgis Community Center campus. Other important connections include a spur of the eastside trail south from the Bear Butte system along the drainageway to Main Street.
- The Fairgrounds Trail along the east edge of the ballpark/fairgrounds complex, connecting Sturgis Elementary School and recreational facilities to central residential areas.
- The eastside trail system identified above, connecting the Pineview site to the north side of the city and the Ballpark/Fairgrounds complex via Dolan Creek Road.

Sidepaths and on-street routes have somewhat greater transportation than recreation impact. However, these segments promote active trips to recreational facilities, and should also be seen as part of the city's coordinated open space network.

- *Improve the Bear Butte Creek corridor by improving stream banks, developing a Promenade on the south side of the creek, relocating or screening public storage areas, and using the corridor as a catalyst for both new recreational facilities and*

additional residential development. Chapter 7 describes the Bear Butte Promenade concept in greater detail.

- *Open the scenic City Lakes to the public as a limited use natural area, paired with an outdoor-oriented trailhead resort of the GF&P Pineview property.* As part of this project, link the Centennial Trail through the Black Hills to the nearby City Lakes site. Chapter 7 presents these concepts in greater detail.

Neighborhood Park Policy

Sturgis should implement a neighborhood park acquisition policy and financing mechanism to fund park acquisition and ensure the reservation of well-located and appropriately sized open spaces. Without such a policy, neighborhood park requirements are often met by dedicating sites that cannot be used for other purposes, such as drainageways or steep slopes. Elements of a neighborhood park policy are:

- A menu of recreational facilities to be accommodated by the park. A potential facility menu may include:

- Drinking fountain.
- At least one acre of unstructured multi-purpose space, including a flat, unobstructed practice/play area.
- Picnic area with shelter.
- Toddler's and children's playgrounds.
- Informal ballfield. In very informal settings, a backstop at the edge of the multi-purpose space may suffice.
- Basketball or multi-purpose courts.
- Walking paths and sidewalk.
- Lighting.
- Tree planting and landscaping.
- Grading and seeding.
- Site furnishings.

- *Site criteria* that define minimum park size, street exposure, trail connections, limits on the amount of land that may be reserved for stormwater management, and location and access to the rest of the development.

- *A dedication and financing policy that defines the responsibility that developers have for implementing neighborhood parks and methods by which they can satisfy those responsibilities.* Generally, an equitable policy apportions cost in proportion to the impact that the project and its residents have on the city's park services. A neighborhood park development policy can use one of two approaches: dedication based on parkland need per person or as a percentage of the total development area.



Bear Butte Creek. The city's major parks are connected by the creek's greenway. Bank improvements, the promenade described in Chapter 7, and other enhancements could make the creek a greater recreational resource in the center of the city and catalyze new private development.

Approach I: Parkland per Person

Step 1. Determine persons per household averages, usually by dwelling type. In 2000, Sturgis had an overall average of 2.29 persons per household, with 2.49 persons per owner occupied unit and 1.94 per renter-occupied unit. In a system with contributions based on park impact, single-family units place greater demands on the system than multi-family units because they generally house more people per unit.

Step 2. Establish parkland acreage responsibility based on Sturgis' existing level of service per 1,000 population standard. Sturgis provides almost twenty acres per 1,000 people for all park land, but a standard that focuses only on neighborhood parks could be substantially smaller. Local policy could also change the park dedication responsibility. For example, the city may adopt a program based on a 50/50 private/public sector split.

Step 3. Use the adopted standard to calculate the probable population of the development and its park dedication responsibility. Two methods may be used:

- 1) Count actual lots in proposed subdivision/development, determine total population, and multiply by the parkland acres/1,000 people standard to determine required dedication; or

A Development Vision



2) Use the minimum lot size in the applicable zoning district to arrive at a project Net Density, determine total population, and multiply by Parkland Acre/1000 population standard to determine required dedication.

As an example, if Sturgis established a neighborhood park standard of 5 acres per 1,000 people, a subdivision with a probable population of 500 people would be required to dedicate 2.5 acres of park.

Approach II: Parkland as a Percentage of Development Area

Under this approach the city establishes the required amount of parkland as a percentage of the total development area, varying the percentage in accordance with the minimum lot area per unit. Figure 6.9 provides an example of this approach.

The “Benefit Fee” Concept

In relatively small cities like Sturgis, individual developments are typically relatively small. As a result, using a land dedication requirement to satisfy requirements for new neighborhood parks could produce a number of miniparks that are too small to be useful and increase maintenance costs for the city. Thus, a “benefit fee” system by which a development pays its proportionate share for acquisition and development of a new park produces more useful facilities.

In this concept, the city selects and purchases a site that serves a larger development area. Instead of dedicating land, each subsequent development contributes to the cost of acquiring and developing the site, based on their proportional benefit. For example, if the cost of acquiring and developing a five acre neighborhood park that serves 1,000 people is \$400,000 (or \$400 per capita), and that three people are determined to live on the average single-family lot, the average single-family lot would pay a park development fee of \$1,200 (or \$400 x 3) at the time of development. This is based on a 100% allocation of neighborhood park cost to the development; as discussed above, the city could establish a cost-sharing approach that would reduce this proportionate contribution.

Other Funding Alternatives

Other financing sources can contribute to the growth and improvement of Sturgis’ park system, including:

- *General Obligation (GO) Bonds:* GO bonds obligate general tax revenues toward retirement, and represent the highest level of security to bondholders. Issuance of GO bonds requires voter approval. These bonds typically form the core of park financing mechanisms, with proceeds used for a variety of rehabilitation and development purposes.

Figure 6.9: Parkland as a % of Development Area: Example

Average Lot Area (SF)	Parkland as % of Total Land Area
25,000 and over	3%
8,000–24,999	5%
2,500–7,999	10%

- *Transportation Enhancements (TE):* TE funds are appropriated through federal transportation legislation (currently SAFETEA–LU) for trails, corridor beautification, and enhancement. This program is administered through the South Dakota Department of Transportation and provides 80% funding for approved projects. Matching funds are typically provided through general obligation park bonds. Projects funded by TE funds must have a demonstrable transportation function. The Recreational Trails Program (RTP) of the US Department of the Interior, can finance projects that have solely recreational uses.

- *Surface Transportation Program (STP):* This is the primary federal road financing program, also appropriated through SAFETEA–LU and successor programs. STP funds may be used for path facilities that are developed as part of a major transportation corridor, and unlike TE, can finance trails for motorized users.

- *Private Foundations and Contributions:* Foundations and private donors can be significant contributors to park development, especially for unique facilities or for major community quality of life features.

The Green Environment

Sturgis should also look at ways to extend the Black Hills experience beyond traditional park and recreation areas and into other community systems. This should include protection of natural resources and expansion of the urban forest.

Natural Resources Areas and Other Open Spaces

Sturgis should protect environmental resources like steep slopes and wetlands and incorporate stormwater management into its green network. Stormwater management cannot be limited to specific sites; controlling the impact of runoff on downstream environment minimizes ponding, flooding, and inflow and infiltration problems, and protects the quality of the Bear Butte Creek environment. “Best Management Practices” (BMPs) for stormwater provide amenities, control run-off volumes into area drainage corridors, and improve the quality of the water discharged into public waterways. Preservation of wetlands, steep slopes, and native prairie also add to a city’s biodiversity and open space system. Site-specific features such as bioswales, porous pavements, and rain gardens have both practical benefits and

improve the city's environmental quality.

Urban Forestation

The city should work with residents to preserve and expand the city's existing street canopy. A good tree canopy provides aesthetic, economic, and environmental benefits to a community which appeal to future residents and businesses. Practical benefits include summer shade and winter wind breaks, lowering energy costs to residents. To improve the quality of its urban forest, Sturgis should:

- Inventory its existing tree canopy.
- Establish specific standards for new plantings, including preferred and prohibited species, placement of trees to avoid interfering with visibility at intersections, landscape requirements for new development, and planting techniques that minimize extraneous water use.
- Work with organizations, agencies, and civic groups to identify grants and other funding sources to plant street trees in residential areas.
- Incorporate tree plantings into corridor enhancement programs and redevelopment projects.



HOUSING POLICY

Providing a range of affordable housing settings supports economic development efforts and is a fundamental to the goal of 'bridging economic and social gaps' identified by Future Sturgis. Preservation of existing housing and construction of new housing to support growth are the twin facets of housing policy. Large-scale strategies, such as identifying growth areas and developing supporting transportation, community facilities, and utility infrastructure, are critical to housing development. Yet gaps exist in the current housing market in Sturgis and other communities that require special attention. This section's recommendations, when combined with existing programs, can help address major residential priorities.

The city's primary housing challenges are:

- Maintaining the structural integrity of older homes and the quality of Sturgis' existing housing supply.
- Developing an effective, multi-faceted neighborhood conservation and rehabilitation program.
- Increasing the quantity and quality of diverse housing choices, specifically rental housing, available to Sturgis' present and prospective residents.

An outline for a residential strategy that addresses these challenges follows.

Neighborhood Conservation

Sturgis should implement neighborhood conservation programs, including rehabilitation programs to preserve the city's existing housing stock. The built housing supply is the city's largest single capital investment, and its preservation is essential to maintaining residential affordability. Neighborhood conservation strategies include:



A Development Vision



- **Land Use Policies.** Sturgis should maintain zoning and land use policies that protect the integrity of its neighborhoods. New zoning proposals should be evaluated with a view toward their effect on surrounding neighborhoods. The zoning ordinance should encourage project design that reduces land use conflicts between residential and other uses; and should establish buffering and screening standards to minimize external effects on neighborhoods.

- **Rehabilitation.** Sturgis should develop rehabilitation programs (including the use of private loans leveraged by Community Development Block Grant and HOME funds) to promote the stabilization of housing stock that is in need of significant rehabilitation. These programs should emphasize the leveraging of private funds to extend the use of scarce public resources.

- **Infill Development.** Sturgis should encourage the development and redevelopment of vacant lots and underutilized sites within the existing city. Infill lots use existing infrastructure, reducing costs and using city services more efficiently than greenfield growth.

A Variety of Housing Types

Sturgis should provide a variety of housing for residents at all stages of their lives, including young adults and seniors. Housing variety should be integrated into new growth areas and the city's land development ordinances should provide adequate flexibility to accommodate innovative or economical designs within traditional town patterns. Some of these configurations include:

- *Conservation subdivisions.* In conservation design, the overall density of a single-family project, including open space, complies with the maximum density requirements of the zoning district. However, individual lots have smaller area and setback requirements. This technique can minimize infrastructure cost, protect environmental features, and produce neighborhood common space. Consequently, it is very appropriate to the context and topography of several of Sturgis' potential growth areas.

- *Single-Family Attached Development.* Attached single-family units comply with densities required of the zoning district, but have common walls. Typically, lots in single-family attached developments (sometimes referred to as "zero lot lines" although zero lot line structures can also be fully detached) are platted and conveyable by fee-simple title. The opposite, non-attached side yard is often larger than normal, providing a more useful yards. Common area and even exterior maintenance may be provided through a homeowners association.

- *Townhouses.* Townhouses, which are three or more attached

units, may be developed as owner-occupied or rental housing. They provide construction and land use efficiencies, while maintaining the sense of a single-family neighborhood. This housing configuration may appeal to both younger households and older adults considering a move to the Black Hills region.

- *Multi-Family Development.* Multi-family development should be integrated into the structure of new neighborhoods, rather than developed as isolated "pods" on peripheral sites. Higher-density housing should have good access to other urban resources, and work well when integrated into mixed use areas. Design standards should provide a residential scale that prevent an "apartment complex" scale.

- *Small Lot Subdivisions.* Single-family attached and detached housing on smaller lots is gaining popularity across the country. This is occurring because of:

- Market preferences and economic necessities for more affordable, smaller homes.
- Aging baby boomers looking for smaller homes with more easily maintained yards.
- An emerging interest in traditional housing styles that provide a more urban feel and a sense of neighborhood.

Because of their higher density, smaller lots use urban services efficiently, reduce maintenance costs to homeowners, and may increase developers' returns. Zoning adjustments to maintain neighborhood scale include reduced front-yard setbacks, setback allowances for porches and other architectural features, garage setbacks behind the front façade wall of the house, and rear garage access from alleys.

Gateway Housing

From a competitive point of view, Sturgis can distinguish itself within its region by producing "gateway" housing – housing that encourages young households in the region to build equity in the city. Changing housing markets and tighter underwriting standards are causing a rebirth in rental housing demand and placing a greater emphasis on moderately-priced ownership settings. Physically, this demand is satisfied by some of the housing types discussed above.

Even rental housing may include an equity feature. Rent-to-own developments escrow a portion of rent payments into an equity account that, after several years, provides resources for a down-payment. These projects may use tax credit financing for the initial units. Any unit developed with tax credits must remain in eligible renter occupancy for 15 years. Rent-to-own developments can

be an especially effective form of “gateway housing” – providing young households an avenue for both settling and building equity in Sturgis.

Unfortunately, the private housing market does not effectively produce these needed housing products. Sturgis, in common with the rest of urban America, has produced very little market rate rental housing during the last decade. In addition, the construction of speculative, moderate–cost housing poses maximum uncertainty and minimum return to private homebuilders. Components of a delivery strategy to address these issues may include:

- *A local housing development corporation* that is capable of partnering with private developers and builders to deliver moderately–priced housing. Such corporations, the residential equivalent of economic development corporations, have preferential access to some financing tools, such as low–income housing tax credits, if organized as community housing development organizations (CHDO).
- *A financing consortium* to support affordable housing development, often through the use of construction financing funds and (increasingly with the possible demise of FNMA) permanent mortgage financing.

Senior Housing

Future Sturgis identified a need to expand senior housing options. The city should encourage the construction of both independent and assisted living residential development for seniors. Sturgis’ many natural amenities, small town atmosphere, and access to both local and regional health services make the city a very attractive community for retirement age residents from the surrounding region and beyond. The city should work with the Sturgis Economic Development Corporation and private developers, possibly with the assistance of a housing development corporation, to develop new senior housing.

Affordability problems are often most severe among fixed–income elderly. The city should continue to work closely with residents to identify programs and needs among the city’s elderly population, and to investigate innovative approaches to developing affordable senior housing. Under one concept, the housing development corporation could purchase the resident’s existing house for rehabilitation and resale to a young household, and apply all or part of the purchase proceeds to rent or equity in the new senior setting.



A Range of Housing Types. From top: Small lot homes in the center of Bellevue, Iowa; affordable homes built through a nonprofit developer and a lenders’ consortium in North Omaha, NE; townhomes near Saint Louis University.



7



Concepts for Sturgis' Key Districts

For two weeks a year, Sturgis has one of America's busiest and most successful downtowns. Few cities of any size match it in number of visitors, amount of meals served in eating places, and retail sales per square foot (not to mention t-shirts sold). The Rally has given Sturgis an internationally recognized brand that causes people everywhere to nod knowingly when its name is mentioned. Main Street is the epicenter of that brand, which in turn creates unique possibilities and special challenges for business development and investment in the center of the city.



However, Main Street does not exist in isolation, and is one of several inter-related areas that should ultimately complement each other in strengthening the city's economy and improving its quality as a place to visit and live. This chapter presents concepts and tools that can help the center of Sturgis capitalize on its status as the capital of the motorcycling community, expand its appeal to a more diverse customer base, and remain a lively and functional center of civic and commercial life for the immediate region. But it broadens these strategies to address the possibilities of other key districts that interact with the traditional business districts and together strengthen the entire community. These key districts are:

- **Central Sturgis**, including **Main Street** and the adjacent **Lazelle Street corridor**.
- **Junction Avenue**, connecting Lazelle and Interstate 90.
- **The Vanocker Interchange**, Exit 32 at Interstate 90, connecting Junction Avenue and Vanocker Canyon to the Interstate.

All of these key districts in one way or another connect Sturgis' built environment to the unique setting of the Black Hills region around them. The strategies presented here build on this unusual nexus of community fabric, an internationally known brand, and a superb natural environment. Any of these three components provide a sound foundation for economic and community development. Together, they provide truly exciting potentials for Sturgis and all those who know or care about the town.

CENTRAL STURGIS: CHALLENGES AND ISSUES

Central Sturgis operates in two modes – the Rally and the rest of the year. During the Rally, it plays host to over 100,000 daily guests, while maintaining a level of normal functionality to the city's permanent residents. For the year's other 50 weeks, it faces the problems of other small city centers, including market leakage



to larger centers (in Sturgis' case, Rapid City and Spearfish) and attraction of new business. But these two modes interact to create unusual problems that produce both high land values and disincentives to year-round use of property. We must understand these challenges in order to plan successfully for opportunities. Development concepts and policies for central Sturgis should address the following issues:

- *Main Street vacancy and the economics of the Rally.* During the Rally, retail sales per square foot in Sturgis are incredibly high, in many cases providing a year's worth of value compressed into a few weeks. During the rest of the year, downtown struggles with the problems of other small cities – a relatively large building inventory given local commercial demand and relatively low sales per square foot. In addition, the types of mainstay businesses during the Rally– t-shirts, souvenirs, food and drink, and motorcycle-related products and services – are different from those that serve the permanent local and regional market. This creates two problems:

1. A number of retail businesses and services, which earn their annual revenue targets during the Rally and may struggle to break even during the other eleven months, have no reason to stay open for most of the year.

2. Businesses that serve local market needs close or are displaced by tourist-related businesses during the peak Rally month, discouraging them from locating on Main Street. This situation is analogous to that faced by resort communities whose tourist-oriented businesses close during the off-season. However, the very short "peak season" and the extremely high retail spike are unique to Sturgis.

- *Land vacancy on Main and Lazelle Streets.* Land and retail economics combine with assessment policy to create incentives to keep land vacant for vendors during Rally month. Very high

Main Street before and during the Rally. Opportunity lies in bringing the street to life twelve months a year.

sales during Rally month for vendors housed in tents or temporary structures support high revenue for landowners. These revenues are produced by vacant land, with lower assessments than land improved with permanent structures. Consequently, some lots on Main Street and large, highly visible sites on the Lazelle Street corridor, one block north, are underused during much of the year.

The Sturgis Brand: the gap between expectation and reality. Sturgis during the Rally is truly a special place. The intensity and atmosphere of this experience creates a set of expectations – a brand that compels people, whether bikers, fans, or simply the curious, to exit Interstate 90 and be part of the magic of the place. However, during most of the year, visitors do not experience the magic of the legendary Rally on either Main or Lazelle Street. The city should capitalize on its brand and provide a memorable experience for visitors beyond two weeks in August.

- *Regional retailing.* Sturgis is surrounded by significant regional retail centers – Rapid City only 30 minutes to the east, and Spearfish less than 20 minutes to the west. These centers attract a significant share of the local market, and their convenient access to Sturgis makes it very difficult for the city to attract the same large format retailers.

- *Interstate 90 connection.* I-90 is the "main street" of the Black Hills region, its primary visitor corridor and the link that binds its cities together. The importance of I-90, and Main Street's location off the interstate, makes the appearance, character, and vitality of the two connecting corridors – Lazelle Street from the west and Junction Avenue from the south and east – particularly important. Reinforcing the quality of the connection of Downtown to I-90 through information, aesthetic

enhancement, and surrounding land use will improve the central district's economic environment.

- *Capitalizing on regional features.* While the Rally is vitally important and establishes the Sturgis brand, it is not the city's only resource. Some of these, like Bear Butte, the Centennial Trail, Black Hills National Forest, and Fort Meade, are relatively well-known. Others, like Bear Butte Creek and the City Lakes, are largely undeveloped. Additionally, Sturgis is part of a regional visitor network that includes Deadwood, Lead, the Mickelson Trail, and the entire region. Improving undeveloped assets and taking advantage of other regional features extends the attraction of Sturgis and makes it appealing to more people.

The Three Corridors of Central Sturgis

The quality and economic potential of central Sturgis are clearly important to the community and Future Sturgis rightly identified central district development as a key priority. What is less clear is the role of the district: will it be a tourist attraction, a thematic district, the civic and commercial nucleus of the local community, or some combination of all of these. The critical goal



The Faces of the Region. Above: The mysticism and spirituality of Bear Butte. Below: The very different and historic atmosphere of Deadwood.



is to create an environment that encourages permanent, longer-term investment in businesses and properties by expanding the magic and activity of the Rally well beyond its two week peak. Sturgis has attracted special events, such as the Cushman and Mustang Rallies during 2010, to expand its reach and season. These events are excellent steps, but they remain highly focused activities that do not encourage businesses and services to expand their seasons, or property owners to improve properties beyond paving their vacant lots.

A solution lies in the physical, functional, and economic environments, and understanding the roles and possibilities inherent in three parallel east-west corridors: Main Street, Lazelle Street, and Bear Butte Creek. The central district's two primary east-west street corridors have different personalities: Main Street is at its heart a traditional, pedestrian-oriented town center, while Lazelle Street is a motor-oriented commercial arterial. The third corridor, Bear Butte Creek, reflects the natural environment and the seam between the business corridors and the surrounding landscape. While the Bear Butte Bicycle Trail and major city parks follow the creek, this natural corridor is a largely undeveloped asset in the central district and in some places is actually a blighting influence. The interaction of these three corridors suggests solutions that can combine the thematic with the functional, and create an area that meets the following fundamental strategic objectives.

Corridor 1: Main Street

Main Street Roles

The traditional Main Street corridor should be:

- A special retail and service district that carries the Sturgis legend for visitors and local citizens.
- The civic and financial nucleus of Sturgis.
- A mixed use district uniquely integrates art, culture, history, and community character.

Main Street Strategies

The strategies that will help Main Street achieve these roles include:

- *Establishing and reinforcing Main Street as a specialized business district.* As the heart of the Rally, Main Street should express the themes that make Sturgis a household name, while hosting a variety of businesses that serve customers 52 weeks a year. It also serves a key role as the city's civic and cultural focus. The Main Street environment will be most hospitable to local service businesses that also prosper during the Rally, when normal community access is restricted.

- *Capitalizing on the Sturgis Brand.* Some people in Sturgis understandably want to diversify the city's associations beyond

motorcycles and the Rally, and sometimes rankle at this stereotyping. Yet, the image is too strong and productive to be ignored, and reflect the “Sturgis legend.” The best strategy will be to play to the image, while using it as a gateway that can introduce other features of the city and its environment. When people visit Sturgis, they want to participate in the magic of the Rally – but can also be surprised by the city’s other dimensions.

- *Improving Main Street functionally and aesthetically.* Investments in a public environment provide a better place for users of the district, and can encourage private owners to reinvest in their properties. Sturgis has made some significant enhancements along Main Street, including thematic lighting and the innovative public art program in 2010, locating sculptures on removable pedestals. However, other features that add color, shade, and customer accommodations would benefit both customers and property owners. Design of the Main Street environment is especially challenging because it faces multiple challenges. It must serve both the needs of thousands of visitors during the Rally and individual customers at other times of the year. It should not only provide comfort during the hot months of summer, but also be easily maintained during the winter. And it should reflect the character and spirit of the city during all times of the year.

- *Providing better public accommodations and spaces.* Main Street, in common with many linear business districts, lacks the public space common in downtowns built around a courthouse square or public green space. Yet, even small public spaces are often important anchor features in downtowns, providing a space for special events that help bring customers to a district.

- *Providing incentives for reinvestment.* Currently, economics tend to favor property owners and businesses who can realize a year’s worth of revenue in two weeks with relatively little risk. Fortunately, the district retains enough year-round enterprise to maintain some vitality. But positive incentives, like the existing facade improvement program are needed to balance the economic deck, and encourage private investment in work and capital.

Main Street Directions and Concepts

Components of a Main Street program that implements these strategies include:

- **A RENEWED STREET ENVIRONMENT** that expresses community themes and extends the experience beyond Rally week.
- **COMPLEMENTARY ATTRACTIONS AND BUSINESSES** to extend length of the visitor season.

A Renewed Street Environment

The Central Sturgis concept begins with Main Street, whose iconic photographs during the Rally help establish the city’s worldwide image. The streetscape should provide its users year-round, residents and visitors alike, with a unified, comfortable, and vibrant public environment, featuring elements that meet both functional and aesthetic needs. But the street concept should also evoke the spirit and magic of the Rally into the rest of the year.

Figure 7.1 illustrates a streetscape concept designed around these priorities, using the Junction Avenue to First Street block as an illustration. Main Street’s curb-to-curb width is 54 feet within a 75-foot typical right-of-way, relatively narrow for a two-way street with diagonal parking on both sides. This streetscape concept assumes that this curb line will remain in place, but creates an affordable retrofit that expands the public space, creates greater customer comfort, and incorporates Sturgis’ distinctive themes. Its features include:

- *A Convertible Street.* Within its right-of-way, Main Street should provide comfort and amenities for its patrons and maintain abundant on-street parking. It should also be easy to maintain during winter, when ease of plowing snow is a much higher priority than public outdoor places. The concept of a “convertible” street, changing its personality and function with seasonal requirements, provides an answer.

Corner nodes, created by sidewalk and curb extensions at intersections, provide ideal places for seating, landscaping, and other features such as public art. They also protect diagonal parking areas, reduce pedestrian crossing distances, and calm traffic. In the Main Street concept, these nodes would be slightly elevated above the street surface and defined by an asphalt surfacing technique such as Integrated Paving’s “Streetprint” process, which provides a wide range of durable surfaces and colors. Nodes would be defined by removable bollards, and populated by removable benches, planters, and public art pieces. During the winter off-season, these features would be removed and stored, allowing easy snow removal. A similar node treatment would also be used at mid-block locations.

Crosswalks at intersections and at mid-block would also be defined using the asphalt stamping technique. A mid-block crosswalk, combined with a surface median, encourages two-sided shopping on the long blocks east and west of Junction Avenue.

- *Shadow Motorcycles in the Parking Lane.* During most of the year, Main Street provides diagonal parking for cars. But during the Rally, the street’s personality famously changes, with



motorcycles parked diagonally along the curbs and in a double row down the middle of the street. Main Street can use the “Streetprint” technique to imprint the footprints of motorcycles in these places, both demarcating the parking lanes and adding a bit of thematic distinction to the street itself. In addition to curbside “virtual parking,” a surface median at the mid-block pedestrian crossing on the 100 block can also suggest the Rally’s parked motorcycles.

Figure 7.1: Main Street Streetscape Concept.

Top: Streetscape plan illustrating Junction Avenue to First Street block of Main Street; Above: Perspective illustrating improvements to the street and public environment.

Concepts for Key Districts



- **Street Trees and Furnishings.** Permanent street trees may be planted at corner and mid-block areas, above the permanent curb, while removable planters, seating, and trash receptacles may be located in the convertible nodes. In Sturgis, non-motorized “bikes” also provide a useful means of transportation, and bicycle parking should be available in convenient and visible locations that do not obstruct pedestrian flow or Rally functions. Simple facilities such as individual inverted U’s or “hitching posts” are relatively inexpensive, unobtrusive, and secure.

- **Thematic Features.** The expression of the Sturgis experience proposed by street paving treatments can be strengthened by an overall thematic approach that relates the primary “Sturgis brand” to features of the year-round community. One concept is relating the history of motorcycle design to the history of Sturgis, assigning interpretation of a specific decade to each Main Street blockface. A variety of interpretive features can be used, and should be developed as part of the detailed streetscape design. Some of these include:

- Graphic banners or medallions mounted to street lights. Enamelized metal graphic panels, used along Sheridan Avenue in Shenandoah, Iowa, have proven very durable in long-term streetscape installations.



Thematic features. Streetscape graphics and interpretation could relate images illustrating decades of Harley-Davidson design with decades of city development. Each block would be themed around a ten-year period. Above: a 1938 Harley design and Main Street in the late 1930s.



- Interactive art or photo opportunities. Backdrop murals of the Sturgis Rally, possibly reflecting different historical eras, could be installed on one or more buildings with a period motorcycle sculpture in front, combining art with visitor photo opportunities.

- Interpretive graphic panels or monuments.

- Inlaid tiles. Ceramic tiles inlaid in sidewalks could further reinforce the themes of related bike design and community history.

- **Public Art.** The controversy and ultimate success of Sturgis’ public sculpture program during 2010 demonstrates the effectiveness of public art programs. This program, mounting large, very high-quality sculptures on removable pedestals, should be continued and accommodated by the new Main Street design. Other thematic art elements, including those mentioned earlier, should also be an integral part of the street design.

Complementary Attractions and Businesses

New attractions, including a destination feature, and more businesses give people more reasons to visit Main Street, and extend the city’s visitor season beyond the Rally. The following Lazelle corridor section describes a concept for a destination attraction



Interpretive streetscape features. Left: Enamelized metal panels on Sheridan Avenue in downtown Shenandoah, Iowa (RDG Planning & Design); Top: Light boxes at Interstate 35 rest stop near Ames, Iowa (RDG Dahlquist Art Studio)





Public art on Main Street. The sometimes controversial but always superb quality installation in 2010, eloquently demonstrated the attraction of public art in an iconic business district.

that makes the experience of Sturgis more accessible to everyone. However, Main Street itself should support the expansion of existing attractions and encourage investment in compatible new enterprises. Concepts for attraction and business development include:

- *Motorcycle Museum Expansion.* The Sturgis Motorcycle Museum, on the northeast corner of Junction and Main, plans a substantial expansion that will improve this attraction's facility and exhibits. Additional measures that could support this project include possible development of a small public space on the site; and implementation of a community-wide wayfinding system that directs visitors to the museum from gateway points.

- *Private Reinvestment and Façade Improvements.* Reinvestment in the public realm often encourages private property owners to respond with improvements to their buildings. However, most owners must conclude that it is in their economic self-interest to upgrade their properties. This threshold can be reached through incentives such as a low-interest façade or signage improvement program. This may include direct matching loans up to a specified ceiling, or combining program funds with a loan pool from participating local and regional lenders. The City or a business association (see below) should develop design guidelines to guide private projects and establish parameters for an incentive program.

- *Main Street Organization and Recruitment Program.* Main Street businesses should form a business association to maintain communication and reinforce the district's status of a cooperative, twelve-month retail area. This association may be a precedent to a business improvement district or main street organization. One of its primary initial functions, though, should be a business recruitment program, developed along with the Chamber of

Commerce and built upon the efforts of Future Sturgis. This program should:

- Identify retail and service recruitment targets for the downtown.
- Work with Rally-oriented businesses and property owners to encourage them to extend their seasons.
- Continue to contact target business types, including appropriate retailers who are active in the Black Hills region but are not currently located in Sturgis.
- Help assemble financing assistance packages and building development incentives to encourage business openings in the district.

Corridor 2: Lazelle Street

Lazelle Street Roles

The Lazelle Street corridor serves as:

- Sturgis' primary auto-oriented commercial corridor for local residents.
- A major visitor gateway to the city from Interstate 90, with a concentration of visitor-related services at Exit 30. This role is reinforced by US 14's (Lazelle) role as the primary connection between Sturgis, I-90, and Deadwood/Lead.
- The connection between the city, the creek, hill environments to the north, and an important civic and recreational corridor for residents and visitors. In this way, Lazelle is intertwined with the natural corridor of Bear Butte Creek, and is directly connected to it in several key locations.
- The "strip" of the Sturgis Rally, contrasting with the more stationary, pedestrian scene of Main Street.

Lazelle Street Strategies

The strategies that will help Lazelle Street achieve these roles include:

- *Improving the visual quality of the street.* During most of the year, Lazelle is Sturgis' principal commercial corridor and an important community gateway. An improved streetscape minimizes the impact of lots left open for vendor rentals during the Rally, upgrades community quality from a visitor perspective, and can improve the pedestrian scale and quality of the street, providing a generally better business environment.

- *Using land on the Lazelle corridor efficiently.* Along most primary commercial strips, land values move owners to develop their property. Along Lazelle, owners can realize a substantial return by keeping land open and leasing it to vendors during the Rally. Yet, even temporary event occupants do not need all the open land along Lazelle Street. Efficiently designed parking lots and planned temporary uses opens some sites for more permanent



development, providing better street definition and even better revenues for the city and property owners.

- *Providing secondary circulation.* Local street and pedestrian connectivity along the Lazelle corridor provides alternative local access for local customers when events clog the main corridor and improves traffic movement and safety by providing an alternative to Lazelle Street. It also helps open the Bear Butte Creek environmental corridor to possible redevelopment.

- *Create a signature thematic feature on a visible site along Lazelle.* The gateway aspect of the Lazelle corridor, together with the availability of land, makes it an ideal site for a major community and visitor attraction that can be a thematic element for the city.

Lazelle Street Directions and Concepts

Components of a Lazelle Street program that implements these strategies include:

- **LAZELLE LANDSCAPE:** upgrading the visual and pedestrian quality of the street to reduce the impact of open land and provide a better environment for both seasonal visitors and year-round residents.
- **LOCAL ACCESS FRAMEWORK:** providing local circulation to complement Lazelle Street and encourage more productive land use.
- **PARKING LOT REDESIGN AND NEW DEVELOPMENT:** using land more efficiently to accommodate both Rally needs and take advantage of potential development sites along Lazelle.
- **STURGIS EXPERIENCE ATTRACTION:** proposing a signature



development project at a visible location along Lazelle Street.

- **NORTH JUNCTION PARKWAY:** connecting the urban environment of Lazelle Street with the natural setting of Bear Butte Creek and the hills beyond.
- **STURGIS COMMUNITY CENTER:** master planning for the complete indoor and outdoor use of this community anchor on Lazelle, as proposed in Chapter Six.
- **EXIT 30:** re-planning key elements of this critical community gateway.

Several of these concepts are also referenced in Chapter 6, relating to their land use, transportation, or recreational implications.

Lazelle Landscape

Despite policies that encourage permanent development on open lots, a substantial amount of land on Lazelle will always remain open to accommodate Rally exhibits, shows, and vendors. An improved, landscaped edge and sidewalk will create both a more appealing driving corridor and an attractive pedestrian path along the street, reducing the impact of open land and parking lots. The Lazelle Landscape concept focuses on the north side of the street between Junction Avenue and 6th Street, and provides a double row of trees on either side of a wide sidewalk. Three of these blocks (1st to 3rd, and 4th to 5th) already have a row of street trees. A second row would be planted behind the new sidewalk. On the more constrained south side of Lazelle, a continuous sidewalk should also be developed, with street tree plantings when possible.



Figure 7.2: Lazelle and Bear Butte Greenway Corridor Master Plan Concept



Lazelle Landscape. Images to the left compare the existing and proposed corridor, illustrating how an additional row of trees and a generous sidewalk both hide open lots along Lazelle and provide a safe and pleasant pedestrian path.



Local Access Framework

Circulation to large retail and community destinations on the north side of the corridor depends on access from Lazelle. During the Rally and other similar events, visitor traffic on the highway complicates local access to these major community facilities. Continuous local circulation allows people to travel between destinations without using the highway, provides a local alternative to the major street, promotes safety by separating local and regional traffic streams, and improves pedestrian and bicycle access. It also serves significant redevelopment sites that also front on the Bear Butte Creek environmental corridor. The local access framework is achieved by:

- *Extending Dudley Street from Junction Avenue to the Sturgis Community Center at 4th Street.* This street would connect a redevelopment project on the current Sturgis public works site, Lynn’s DakotaMart grocery site, another potential development site west of Lynn’s, the Post Office, and Sturgis Community Center. The extended Dudley Street would also include a continuous sidewalk and some street landscaping. It incorporates the existing service drives for Lynn’s and the Post Office, with smooth transitions provided by adjusting alignments.
- *Upgrading 2nd Street between Lazelle and the Dudley extension as a full street with sidewalks.* The 2nd and Lazelle intersection is currently signalized, and the street concept vastly improves access to Lynn’s for pedestrians, cyclists, and people using scooters or other personal mobility vehicles.

Parking Lot Redesign and New Development

Rally-related vendors and features use a good deal of the open land and parking area along Lazelle Street, but do not use all of it. Improved year-round parking lot design, coordinated with the Local Access Framework, combined with a more efficient layout of tents and vendors create sites for permanent dual-use “pavilion” structures that can house both year-round commercial uses and seasonal vendors. The illustrated plan concept envisions:

Local Access Framework

- Dudley Extension
- 2nd Street
- Pedestrian System

Parking Lot Redesign

- 1 Grocery Parking
- 2 Commercial Pavilions
- 3 Conceptual Vendor Arrangement

- *A minor redesign and landscaping of the Lynn’s parking lot, as part of improved definition of 1st and 2nd Streets as local connections to the continuous Dudley Street.*
- *Commercial “pavilion” sites along the west side of the redefined 2nd Street and east side of 4th Street.* These buildings are proposed as convertible structures, using overhead doors that can be opened to serve Rally participants and vendors. The sites could also be multi-story or mixed use structures, with a lower level devoted to commercial and vendor use. This siting maintains large and flexible open lots for event purposes, while minimizing the underutilized look of Lazelle Street during the rest of the year. These sites could also house the “Sturgis Experience” concept described below.

The “Sturgis Experience”

As one of the city’s front doors, Lazelle should present a welcoming attraction to visitors that capitalizes on the legend. A possibility is a “Sturgis Experience” attraction, a building with a major interactive exhibit that gives people of all ages and at all times of the year the opportunity to participate in the Rally. This concept is inspired by the superb Harley–Davidson Museum in Milwaukee, which provides an exhibit that allows people to mount motorcycles of a number of periods in front of a screen that displays an open road. The primary emphasis of the wonderful Milwaukee museum is on the evolving design and technology of the Harley, and the evolution of the Harley–Davidson Company. A Sturgis concept would be more experiential, allowing people to “attend” the Rally and “ride” through the Black Hills. An interactive feature would simulate the adventure of riding a Harley throughout the Black Hills region: to Devil’s Tower, the Badlands, Mount Rushmore; and other famous routes around Sturgis. Other features could

replicate the fun and pageantry of the Rally, with attractions for both kids and adults. The project should be developed with the assistance of corporate sponsors, whose products could be part of the experience. The directions that such a thematic feature could move in, combining technology with memorable experience, are truly exciting. The “Sturgis Experience” concept is intended to complement, not compete with, the Motorcycle Museum, and may be operated as part of the museum.

Depending on exhibit design and funding, a “Sturgis Experience” building could accommodate other uses as well. An open event space could host programs during the year, and provide flexible vendor or food service space during the peak months. Permanent commercial uses could also be incorporated into the project.

The project could be located in a number of places along the Lazelle and Main Street corridors, including:

- Adjacent to the Motorcycle Museum as part of its future expansion.
- As one of the Pavilion buildings described earlier, west of 2nd along Lazelle.
- At the city–owned National Guard site at Exit 30, after the proposed relocation of the Guard.
- Along the Bear Butte Promenade described later.
- At other open sites along Lazelle Street.

North Junction Parkway

Junction Avenue north of Lazelle continues up Sly Hill and connects urban Sturgis to the surrounding hills, and even provides a backroads alternative to Bear Butte. Within the city, it directly connects two of the “central corridors” – Lazelle Street and Bear Butte Creek. To link the Bear Butte greenway to the urbanized Lazelle and Main Street corridors, Junction Avenue



On the Road. US 14A between Sturgis and Deadwood.



Milwaukee’s Harley Museum. This superb museum includes exhibits tracing the history, design, and technology of the Harley–Davidson motorcycle, and provides interactive exhibits. The Sturgis Experience concept would expand on the concept of simulated rides through the Black Hills and give off–season visitors the opportunity to attend the Rally vicariously.

north of Lazelle should be upgraded as a parkway with landscaped median, special features, and well–developed sidewalks and street trees. This treatment draws the Creek and the Sly Hill landscape into the center of the city, and creates a gateway to the hills. The offset intersection with the extended Dudley Street would be resolved by a roundabout, with a vertical feature at its center. The parkway connects to the Bear Butte Promenade, proposed later, and the existing creekside multi–use trail.

A landscaped plaza or welcome feature should also be incorporated into the design of future development at Lazelle and Junction. Landscaping and other features might be included and would provide a welcome space for summer visitors. This would reinforce the intersection’s role as a gateway to both the city and the natural environment.



Sturgis Community Center

The Community Center, on Lazelle between 4th and 6th, is a vital anchor along Lazelle Street. The park and recreation analysis in Chapter Three and plan in Chapter Six discussed community center needs and recommended a campus master plan that would include interactive water play. From a facility and site development perspective, the center's parcel extends north to Williams Street, which in turn is adjacent to Bear Butte Creek, and has a substantial amount of open space south of the tennis courts. Existing access from the Bear Butte Creek Trail is indirect, requiring a cyclist or pedestrian to cross the creek at 6th Street and to negotiate a three-way intersection. A site and access enhancement program for the community center site, consistent with its importance to planning for the center of Sturgis, includes:

- *Connecting the Dudley Street sidewalk and the Bear Butte Promenade, (described below) to community center entrances.*
- *Completing a master site plan for the community center property, as previously discussed in this plan. The site plan should*



North Junction Parkway. Left: Conceptual plan from the south. Above: Looking north to Sly Hill from Lazelle Street.

include an interactive water feature or spray pool, complementing the center's indoor pool and designed as an outdoor water facility for children and a summer space for all ages.

- *A new trail bridge over Bear Butte Creek to the community center near or on the alignment of 5th Street. This trail connection should include a well-defined crosswalk on a slightly elevated speed table on Williams Street.*

Exit 30

Exit 30, the Lazelle Street interchange with I-90, is an important community entrance and commercial cluster. Improvements to this intersection and land around it could improve the function, appearance, and development yield of this important intersection. Recommended changes include:

- *Redevelopment of the National Guard site.* This important site, on the southwest corner of 14th and Lazelle, is owned by the City of Sturgis. Ultimately, the National Guard plans to relocate to Fort Meade, but this move is currently not in the Guard's budget. In the meantime, the City should work with the Guard to relocate to a more accessible, less congested site, possibly at the Sturgis Industrial Park. The City or SEDC could build metal structures, designed for future industrial use after a Fort Meade relocation takes place. This opens the 14th and Lazelle site for commercial development. Tax increment financing could be used to help finance the Guard relocation with added revenues generated by new commercial development. Design guidelines for quality landscaping, site planning, pedestrian access, and building construction, should govern new construction.

- *Intersection redesign.* The current Avalanche Road and 14th Street intersections along Lazelle are confusing and do not allow



Sturgis Community Center Site. Top: View of the north side of the site from Bear Butte Creek. Above: The site in use during the Rally.

direct access to Main Street. Chapter Six's Transportation Plan presents a possible redesign of this intersection connecting Main Street to Lazelle via 14th Street; and redirect Avalanche to 14th Street near Silver Street. The revised 14th and Lazelle intersection would be signalized, improving safety and signal spacing by replacing the existing Avalanche and Lazelle intersection. This change improves safety and traffic operations, provides Avalanche to Main Street continuity, and creates a new commercial redevelopment site at the interchange.

- **Trail alignment.** The Bear Butte Creek Trail connects motels and visitor facilities on US 14A west of I-90 to the Bear Butte Creek greenway and, indirectly, to the Lazelle corridor. However, the trail connection is unclear between 14th and Lazelle St. and 15th and Silver St. Revision of this area's traffic pattern should include a clearer pedestrian/bicycle connection between these two points. This could be incorporated into the design of the new 14th Street connection between Avalanche and Main.

- **Entrance feature.** Wayfinding signage and a gateway feature should be incorporated into development of the National Guard site.

Corridor 3: Bear Butte Creek Greenway

Bear Butte Creek Roles

The Bear Butte Creek Greenway will serve as:

- Sturgis' principal east–west environmental corridor, linking the central district with Sturgis' principal open space resources – City Park, Woodland Park, Lions Park, Fort Meade, the Centennial Trail, and Sturgis' Brown High School.
- The scenic seam marking the boundary between Sturgis' built and natural environments.
- The city's principal multi–use trail corridor.
- A public processional space and linear park with the central district.
- A catalyst for new mixed use and residential development taking advantage of its unique blend of urban and natural environment.

Bear Butte Creek Strategies

The strategies that will help the creek greenway achieve these roles include:

- **Upgrading the creek's visual appearance.** While Bear Butte Creek is an attractive, free–running stream east of the canal confluence, the creekbed is relatively unsightly through the central district. Improving the character and maintenance of the creek and banks is an important part of a corridor enhancement program.

- **Re–imagining the creek's south bank in the central corridor as a major community resource.** The greenway is the natural complement to the busy vehicular and commercial Lazelle corridor and serves many of the same properties. It is a logical and potentially wonderful promenade – a link between the natural and the human–made – that is a great place to walk during different seasons.

- **Redeveloping underutilized sites along the creek.** Adjacent properties along the central part of the greenway do not take advantage of its potential. City–owned sites along the creek, including the rear side of the public works yard and the storage area for Rally equipment, further detract from the stream's character, while other areas are undeveloped or used periodically for trailer storage. The creek greenway as a public environment can generate substantial private development, which in turn reinforces it as a place that people want to visit.



Bear Butte Creek Greenway Directions and Concepts

Components of a Bear Butte Creek program that implements these strategies include:

- **STREAMBED CLEANUP:** improving the physical quality of the creek and its banks.
- **BEAR BUTTE PROMENADE:** a lighted walkway that connects Junction Avenue and the Bear Butte Trail with the Sturgis Community Center.
- **RESIDENTIAL REDEVELOPMENT:** using the Promenade and the beauty of Sly Hill and other natural areas to the north to create settings for new housing.
- **TRAIL EXTENSION:** continuing the trail west along Bear Butte Creek to the west side of I-90 and continuing along US 14A to Boulder Canyon and Deadwood.

Streambed Cleanup

A streambed cleanup is a quick and low-capital way to begin reclaiming the central section of Bear Butte Creek for expanded public use and enjoyment. This effort should include:

- *Cleaning and upgrading the stream basin itself.* The stream in this area has intermittent flows and its basin should look natural, even at low water levels. The basin should be cleared of debris and may be lined with rocks of various types and sizes.
- *Native plantings on the basin slopes.* Prairie grasses and wildflowers, once established, make an attractive, stable, and easily maintained bank planting.
- *Volunteer maintenance.* Organizing a local volunteer group to maintain the channel, especially during its early years, can build a level of community stewardship and appreciation for the ecology

of the waterway.

Bear Butte Promenade

Great promenades around the world often form a well-defined edge between an urban and natural environment that allows people to enjoy both settings at the same time. Beachfront and riverfront boardwalks, for example, derive some of their special quality of touching the natural and wild without losing a comfortable connection with the urban. A promenade on the south bank of Bear Butte Creek can provide the same quality that inexorably draws people to it. This Bear Butte Promenade should be wide and inviting, provide human-scaled lighting for evening walks, and include subtle railings and graphics that help separate the human from the natural, the city and the hills. Different surfaces may be used, from a natural or “synthetic” wood boardwalk to colored concrete that incorporates thematic patterns. It would extend from the proposed Junction Avenue parkway to the new trail bridge described above. A branch of the Promenade would also loop south and become part of the walkway at the front door of the Post Office, continuing across 4th Street to the community center.

In addition to its recreational uses, the Promenade would also provide a catalyst for adjacent redevelopment projects. These projects, described below, add further activity, making the public space more successful.

Residential Redevelopment

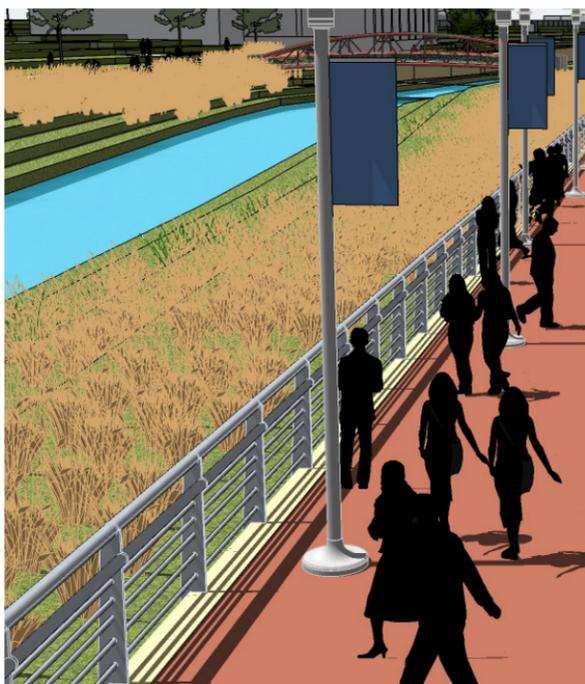
The rehabilitated creek and Promenade together enhance adjacent sites for residential development. These sites, with scenic views to the north and city conveniences to the south, include:

- *The City public works yard.* This outdated facility should be relocated to provide a better base of operations and open its creekside site for redevelopment. A possible relocation site might be available land within the industrial park. A probable



Figure 7.3
Bear Butte Promenade Master Plan

- 1 Dudley Roundabout
- 2 Promenade Entrance
- 3 Residential over parking at Floodplain Level (Public Works Yard Site)
- 4 Lynn's DakotaMart
- 5 Townhomes or Live/Work Homes
- 6 US Post Office
- 7 Sturgis Community Center



reuse option is two to three stories of apartments over parking at ground level. Parking can provide dual use during the Rally and takes housing out of portions of the site within a 100-year flood plain. Some commercial uses could also be incorporated into the promenade level. The buildings would front along the Dudley Street extension, with rear access and balconies along the greenway.

row faces the extended Dudley Street.

- *The open site between DakotaMart and the Post Office.* The conceptual plan suggests a double row of townhomes with a central access drive serving garages. The north row is oriented to the Promenade, while the street-oriented front

Central Sturgis Financing Programs

The ambitious private and public development program for Central Sturgis will pay major dividends to the community and the people who live in and visit it. However, incentives and funding sources will be necessary to provide the necessary front-end momentum. These sources fall within two basic categories:

- **FINANCING AND REGULATORY INCENTIVES** to encourage investment, upper level reuse, and extended occupancy.
- **AN INCREASED RALLY REVENUE STREAM** for reinvestment in Main Street enhancement and product improvement.

In addition, design guidelines should be applied to projects that benefit from funding assistance or infrastructure investments. These guidelines would be enforced through specific development agreements for projects receiving funding assistance through tax increment financing (TIF) or enterprise funds.

Financing and Regulatory Incentives

Because Rally economics tend to reward property owners and business operators for taking the low-risk route of maintaining a very short season, financing incentives and removal of obstacles may be necessary to encourage desirable investment in buildings and businesses. Such a program should be coordinated with the business recruitment efforts described above, and include the following approaches:

- *Using tax increment financing (TIF) to assist targeted development projects.* Uses of funds should include acquisition and redevelopment of vacant sites and rehabilitation and adaptive reuse of existing buildings. TIF uses the added value created by a redevelopment project to finance project costs. Especially appropriate uses include adaptive reuse of upper levels of buildings for residential or office uses; façade rehabilitation; and new development unless a new project causes demolition of a National Register-listed or eligible property.
- *Developing a targeted business enterprise fund.* While enterprise funds, which typically provide initial capitalization assistance to new businesses, can entail significant risk, such a program could complement business recruitment efforts. Capitalization of a fund could be derived from permit fees or business assessments on vacant lands or buildings occupied only during the Rally. This fund would provide short-term capitalization during the first years of operation, and would require repayment with interest or revenue participation to replenish capital.
- *Creating a downtown development authority (DDA) with the ability to acquire and reuse properties.* Such a corporation could

buy properties on a voluntary basis, redevelop them for subsequent use, or convey them for private redevelopment. A DDA could continue to own and/or operate certain kinds of projects, such as a multi-tenant retail incubator or art exhibition/sales space.

- *Recalibrating property tax assessment policies.* Assessment policies based on land and improvement value rather than revenues further discourages owners from improving their properties for year-round operation.
- *Reviewing existing city ordinances for obstacles to desirable development.* City statutes should not unnecessarily obstruct desirable change or development. Yet, laws from another era can discourage such desirable outcomes as upper level building reuse and outdoor dining. Sturgis should complete an audit of existing legislation, and remove legislative obstacles to desirable Main Street development without compromising public health or safety.

Increased Rally Revenue Stream

The Sturgis Rally generates incredible economic activity in the city. While Sturgis realizes revenues from sales taxes and permit fees, most proceeds are used for the costs of the event itself – security, visitor accommodations, utilities, print material, and organization. The city's net revenue appears to be very small, estimated in the range of \$300,000. This leaves little funding for either enhancing the product that Sturgis offers Rally visitors, or for the annual impacts on the city such as vacant property, or excess infrastructure capacity.

In order to fund community enhancements that specifically benefit Rally participants and other visitors, Sturgis should establish a time-limited funding source, possibly based on vendor permit fees, a sales tax surcharge, or property assessment policy to generate at least \$1 million annually to devote to central district improvements, including the capital projects and enterprise funds identified by this plan. These additional costs would be relatively inconsequential to Rally businesses and visitors, but would produce highly visible benefits to both that would further increase the popularity of this great event and improve the ability of Sturgis to attract other programs.

Design Guidelines

Specific design guidelines should be created to guide development assisted by public infrastructure or project financing. These guidelines should address such issues as:

- *Main Street building setbacks.* Generally, guidelines in Main Street districts include mandatory build-to lines, requiring new structures to be built to the street right-of-way line. However,

the extraordinary crowds during the Sturgis Rally and the street’s relatively narrow width and tight sidewalks suggest that setbacks are permissible and even desirable, provided that the space in front of the building is used for pedestrian areas, seating, or other public open space; and that the building design in some way maintains the suggestion of the property line. This could be done through seating walls, open facades, railings separating an outdoor eating area or plaza from the main sidewalk, or other techniques.

- **Building Façades.** The Main Street public realm, while important, is the foreground for Main Street structures. Generally, façade upgrades should restore windows similar in character to original features; replace inappropriate storefronts with features that reflect original design; and include awnings, doors, and other features that add scale. New construction should maintain some of the rhythms and dimensions of traditional Sturgis architecture. However, diversity and large statements, particularly in Sturgis, are also appropriate and a uniform look is neither necessary nor even desirable along this street.

- **Signs.** A majority of business signs are flat, wall mounted signs, although some canopy and projecting signs are present. Well–designed projecting signs can be very attractive in a main street setting, but back lighted, projecting box signs should be avoided and replaced. Signs should not obscure large areas or major design features of building facades. The artistic use of materials such as neon or LED’s is also encouraged in the downtown core.



Buildings on Main Street Sturgis. Many of the street’s buildings have been substantially changed by renovations and “modernized” facades over time. A Deadwood–style historic restoration is not necessary or fully appropriate for Sturgis, but a well–designed enhancement program would improve the district’s business and aesthetic environment.



Design Guidelines for a Main Street Community. These guidelines, from the downtown plan for Belle Plaine, Iowa, provide key recommendations for each building in a historic town on the Lincoln Highway. A similar process could apply to Sturgis.

Concepts for Key Districts



JUNCTION AVENUE

Junction Avenue is the second of the key districts referenced in this plan. Within the rubric of the key district concept, Junction Avenue takes on a number of different roles, including:

- Between I-90 (Exit 32) and Harmon Street, a major visitor gateway and commercial corridor.
- North of Harmon Street, a residentially scaled, mixed use urban corridor serving local commercial needs north of Harmon Street.
- An approach route and crossing street in the traditional “main street” district between Sherman and Lazelle Streets.
- A north–south link through Sturgis, connecting the natural environment of Sly Hill and the Bear Butte region on the north to Vanocker Canyon and Black Hills Natural Forest to the south.

Policies and actions addressing the Junction Avenue corridor are described more fully in Chapter Six, and include:

- *Urban Corridor mixed use zoning north of Harmon Street.* Applying a new Urban Corridor mixed use zoning district to the area between Sherman and Harmon Streets. This zoning district will permit introduction of low–impact retail and service uses, provided that residential scale is maintained, houses adjacent to and along the street are not negatively affected by new uses, front yard parking and signage are strictly limited, and other measures are adopted that preserve the existing scale and character of the street.
- *Access management and enhancement.* In the commercial corridor between I-90 and Harmon, the city should apply new landscape standards, improve pedestrian access, and implement part of a community–wide wayfinding system. An access management program should also be adopted along this segment of Junction Avenue, to redesign parking lots and driveway accesses to minimize the possibility of center turn–lane conflicts.
- *Spot redevelopment along the southern part of Junction Avenue.* Special emphasis should be placed on the west side of the street between the Vanocker Canyon Road intersection and the canal.
- *Transportation system improvements.* In addition to improved access management, Ball Park Road and Harmon Street should be aligned as well as possible at a reconstructed, signalized intersection. This removes an additional offset conflict point and significantly improves east–west community connectivity.



The environments of Junction Avenue. Top row, auto–scaled uses and development between I-90 and Harmon. Middle row, urban–scaled mixed uses north of Harmon. Above: Approaching Main Street with Sly Hill in the background.

EXIT 32 AND VANOCKER CANYON/CITY LAKES

Exit 32, the junction of Junction Avenue/Vanocker Canyon Road with Interstate 90, is a major area of opportunity for Sturgis, which the city considers to be a potential regional retail center. In addition to serving sites near the interchange, Vanocker Canyon Road is the gateway to another unique but little-known resource: a chain of five small, crystalline lakes that were once reservoirs for the city's water supply. This unusual coincidence of a point of maximum highway access and a public place of sublime and remote beauty can be:

- A focus for iconic, large-scale businesses and attractions that combine the Sturgis brand and outdoor life.
- A gateway to Sturgis and the Black Hills.
- A unique resort and scenic resource within minutes of the center of Sturgis, capitalizing on Vanocker Canyon and the currently closed City Lakes.

Strategies that will help achieve these potential roles include:

- *Unique retail targets.* Conventional large format retailers located in Rapid City and Spearfish already serve the Sturgis area, and are very unlikely to open another location at Exit 32. Consequently, the most likely targets are large specialty retailers who can benefit from the Sturgis brand, an I-90 location at a gateway to the Black Hills, and nearby local outdoor resources. Logical possibilities include large scale outdoor goods stores, a signature motorcycle dealership, and other regional and visitor-oriented retailers.
- *Site development.* Sites that have the size, access, and features to accommodate these uses must be available. In some cases, this involves replats, new streets or realignments of existing streets, supporting infrastructure, and site amenities.
- *Outdoor attractions consistent with the carrying capacity of land.* City Lakes offers serenity and beauty to its visitors, but simply does not have the capacity or infrastructure to support a large development. On the other hand, city services are readily available to a 50-acre site adjacent to Black Hills National Forest and currently owned by the South Dakota Game, Fish, and Parks Department west of Elk Road. The GF&P site, in tandem with City Lakes, can provide a unique visitor experience that supports retail ambitions and responsibly uses these incredible environmental features.

Components of a program to implement these strategies include:



City Lakes. Top, one of the string of five lakes that define this unique, city-owned resource. The Centennial Trail (above, left) runs near the city site and connects to Fort Meade (above, right) and Bear Butte State Park.

- **SITE CONFIGURATION:** establishing major sites that are attractive to retail targets and provide excellent regional and local access.
- **GF&P SITE:** securing this parcel to meet neighborhood park needs and regional resort opportunities.
- **STURGIS LAKES PRESERVE:** a low impact use of the Sturgis Lakes area that complements the acquisition and development of the Elk Road property.
- **TRAMS AND TRAILS:** implementing a green transportation system to link the resort and passive use components of the Vanocker Canyon program.

Commercial Site Configuration

Public action, in cooperation with private owners, can create three significant sites with the ability to accommodate desired commercial uses:

- *Site 1, north of I-90 and east of Junction Avenue.* This site is formed by curving Anna Street north to Glover Street, and south to Malibu Loop. The concept provides an additional access for the Hillside Subdivision to the east of this site.

Concepts for Key Districts



- **Site 2, south of I-90 and west of Junction Avenue.** This site is improved by connecting Moose Drive into the Otter Drive alignment, providing continuous collector access along the south side of I-90 between US 14 and Junction Avenue. First Avenue can also be extended between Junction Avenue and Vanocker Canyon Road. These sites, between the railroad and extended 1st Avenue, can accommodate office and small format commercial development.

- **Site 3, southwest of Vanocker Canyon Road and Junction Ave.** This sign, referred to as the Marcotte Property, provides a major opportunity for mixed use development, including a signature retail project. The concept for the Marcotte site south of Pineview calls for a major regional or national retailer with a plan enhanced to provide exemplary stormwater performance and a unique setting.

Property north of Pineview would provide for mixed uses, including commercial along Junction Avenue, residential development to the west along Vanocker Canyon, and office and smaller-scale commercial along an extended 1st Street.

Game, Fish, and Parks Site

The city should acquire the Elk Road site from the Department, using the northeast corner as a neighborhood park to serve the needs of the south part of the city. The proposed trail system serves this park and connects it to Sturgis north of I-90. The southwestern two-thirds of the site, at the foot of the National Forest, would be developed as a major resort with conference center, using the existing “Moose Drive” as primary access. This resort would also be a major trailhead, providing a base for trails that radiate up into the Hills.

The elements for Vanocker Canyon and the Lakes area are identified in Figure 7.5 include:

Trailhead Resort (1). Acquisition and reuse of available GF&P property as a resort and major trailhead to the south, with a neighborhood park serving the south part of Sturgis along an urban trail extension.

National Forest Trails (2). Multi-use trails (including possible motorized use) radiating on approved paths from the trailhead.

Moose Drive Extension (3). The new alignment of Moose Drive, proposed in the Transportation Plan, provides direct access to Vanocker Canyon Road and Exit 32.

Tram Route (4). A tram connecting Trailhead Resort to major new retail and office development, Vanocker Canyon, and the Sturgis



Figure 7.4
Exit 32 Concept Plan

Lakes Preserve.

Major Redevelopment (5). An option to acquire Vanocker Canyon Road site south of Exit 32, and implement a major mixed use redevelopment, including signature outdoor retailing.

Sturgis Lake Preserve (6). Use of the unique chain of lakes for low-impact retreat, hiking, and passive natural uses.

Retreat Cluster(7). Enhancement or replacement of existing cabin cluster as a retreat center, with an emphasis on sustainable practices and minimum environmental impact. Access is provided by tram along the existing access road.

8. Centennial Trail. A major hiking trail to National Cemetery and Fort Meade and an extension to Sturgis Lakes Preserve.

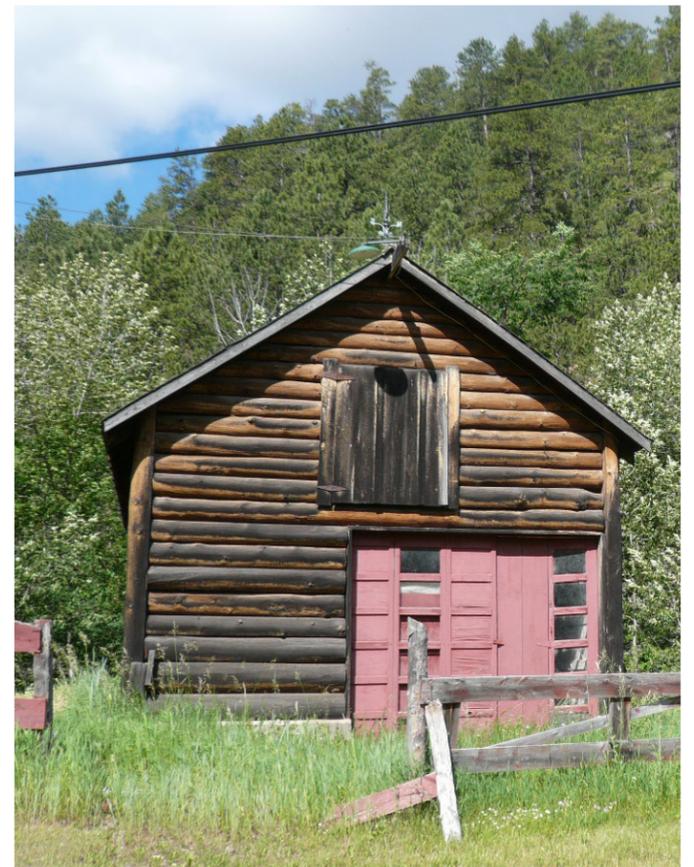
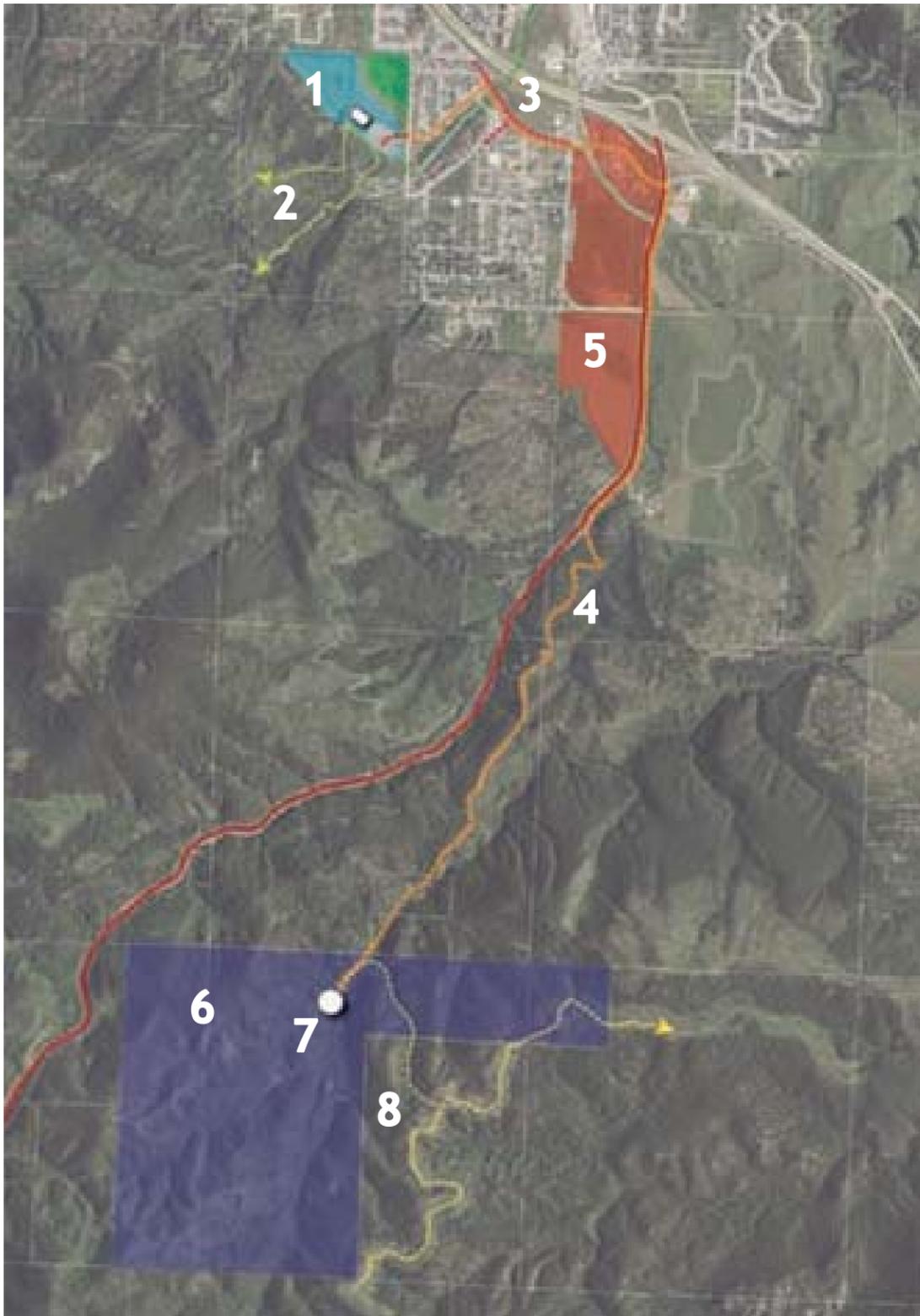
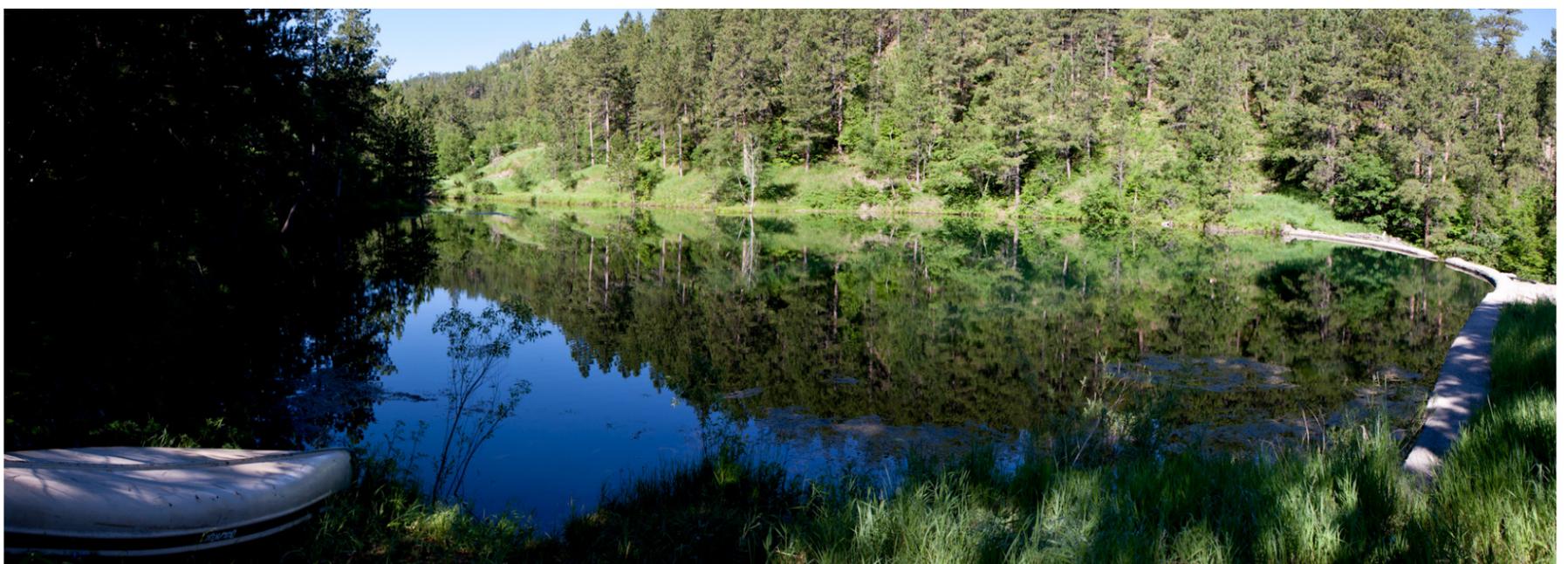


Figure 7.5
City Lakes/Vanocker Canyon
Resort Concept



Concepts for Key Districts



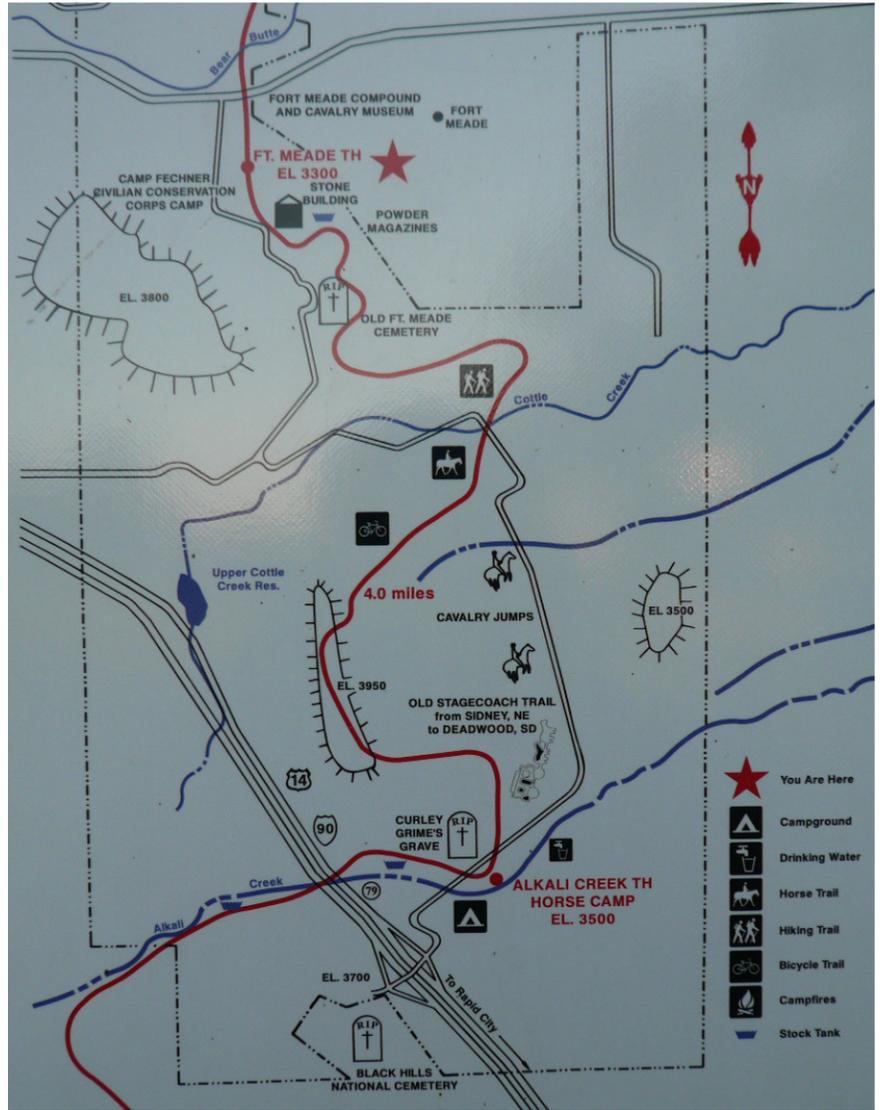
Sturgis Lakes Preserve

The City Lakes area will be utilized as a low-impact, controlled access preserve, providing both public use and working in concert with the resort on the Elk Road site. These facilities could be operated as two faces of a unified operation – major resort and conference functions below with more passive uses such as hiking and canoeing above. The lakes may also include concessions, including a place to try goods sold by the proposed outdoor retailer.

The Lakes Preserve could be enhanced or replaced as a retreat center, with an emphasis on sustainable practices and minimum environmental impact.

Tram and Trails

While a road leads to the Sturgis Lakes Preserve, public access by automobile would not be allowed. Primary access would be provided by tram from the Elk Drive resort to the Preserve along this road, with a stop at the major retailer on the Vanocker Canyon Road site. Overland access by mountain bike and hiking trail would also be permitted, with an extension into the Preserve constructed from the nearby Centennial Trail. This system would connect the Preserve to Fort Meade and the National Cemetery.



Centennial Trail. Map shows area from Fort Meade to near City Lakes.



8



Implementing the Sturgis Plan

Sturgis should implement the visions and actions presented by the plan through a realistic program that is in step with the resources of the community. The previous chapters, with their narratives and maps, are the core of the Sturgis Plan. This section addresses the scheduling of plan implementation by both public agencies and private decision-makers.

This final chapter discusses:

- **Development Policies and Actions.** This section summarizes the policies and actions proposed in the Sturgis Plan, and presents projected time frames for the implementation of these recommendations.
- **Annexation Policies.** This section outlines policies for evaluating areas for annexation
- **Plan Maintenance.** This section outlines a process for maintaining the plan and evaluating progress in meeting the plan's goals.

Development Policies and Actions

Figure 8.1, the Implementation Schedule, present a concise summary of the recommendations of the Sturgis Plan. These recommendations include various types of efforts:

- **Policies:** continuing efforts over a long period to implement the plan. In some cases, policies include specific regulatory or administrative actions.
- **Action Items:** Specific efforts or accomplishments by the community.
- **Capital Investments:** Public capital projects that will implement features of the Sturgis Plan.

Each recommendation in the plan is associated with a time frame for implementing recommendations. Some recommendations require ongoing implementation. Short-term recommendations indicate implementation within five years, medium-term within five to ten years, and long-term within ten to twenty years.



Figure 8.1: Implementation Schedule

	Type	On- going	Short	Medium	Long
<p>Balanced Residential Neighborhoods Sturgis’ new residential development should be focused in growth centers that are contiguous to and connected with the established city and are feasibly served by urban infrastructure.</p> <ul style="list-style-type: none"> – Sturgis should provide mixed residential styles and densities to accommodate a range of housing preferences and needs. – Sturgis should incorporate neighborhood greenways into the city-wide trail and greenway system. – Sturgis should provide an interconnected street system between neighborhoods that is designed to accommodate all modes of transportation and creates a strong neighborhood feel. – Sturgis should develop an arterial and collector street system on the south side of I-90 that includes Short Track Road, Dolan Creek Road, Otter Drive, and Moose Drive. – Integrate stormwater retention facilities into greenway systems and project design to reduce stress on the city’s surface drainageways. 	Policy	X			
	Policy Action	X			
	Policy				
	Capital	X		X	
	Capital				X
	Policy	X			
<p>Commercial and Industrial Growth Commercial development should occur in areas that serve the present and future population of Sturgis effectively and conveniently and capitalize on access and natural assets. Industrial growth should occur in areas that logically continue existing patterns, and have good transportation and infrastructure service.</p> <ul style="list-style-type: none"> – Mix uses along significant community corridors and within planned projects to create more efficient and diverse urban settings, and to integrate residential areas with local commercial and office services. – Establish standards for parking, project appearance, pedestrian access, and relationship between residential and non-residential land uses. – Encourage business park development that accommodate high-quality office, research, and limited industrial uses in marketable settings. – Include adequate landscaping and, where necessary, buffering for new development, especially along high visibility corridors. High impact uses should be buffered from surrounding lower intensity uses. – Provide transitions between natural environments and Sturgis’ urbanized edge. 	Policy	X			
	Policy	X			
	Action			X	
	Policy	X			
	Policy Action	X		X	
	Policy Action	X		X	
<p>Transportation Connectivity Sturgis’ future transportation system should be the basic structure on which the city grows.</p>	Policy	X			

Figure 8.1: Implementation Schedule

	Type	On- going	Short	Medium	Long
Transportation Connectivity (cont.)					
– Sturgis’ future streets should be designated ahead of development and dedicated as growth occurs.	Policy	X			
– Each development project should be evaluated in relation to the broader land use plan and transportation system.	Policy	X			
– New developments should provide connections to the collector and arterial system but also to adjoining developments along local streets, avoiding isolated enclaves.	Policy	X			
– Future streets should have multi-modal features including sidewalks, trails, and bike lanes as appropriate to the street’s design.	Policy Capital	X			
– Future street sections should have a scale that is appropriate to the surrounding land uses and sense of place that residents want to create.	Policy	X			
Recreation Amenities					
Development of a strong parks and trails system should be an extension of the Black Hills experience. To do this the city will need to develop a green web within the community, connecting recreation features, neighborhoods, and community destinations.	Capital		X	X	
– Offer neighborhood park services within a comfortable walking distance of approximately 0.5 miles for all Sturgis residents.	Policy Capital	X	X		
– Preserve environmentally sensitive areas including drainage swales, steep slopes, native prairie, and wetlands.	Policy	X			
– Permeate the city with the greenways, connecting relatively separated neighborhoods with each other and major features including new commercial development south of I-90.	Capital		X	X	
– Identify and market the Sturgis park and recreation system as a signature feature for the community.	Policy	X			
– Secure public access to trails and pathways through easements and charitable donations rather than outright property purchases to the greatest degree possible.	Policy Capital	X			
– Connect the city’s trail and pathway system to the Black Hills, including the Centennial Trail and National Forest.	Capital		X		
– Provide clear wayfinding graphics and trail makers.	Capital		X		
–Provide equivalent quality park services to new growth areas, including areas north and south of Interstate 90.	Capital			X	X
–Develop specific plans for the responsible development of the former City Reservoirs and the Pineview property currently owned by the South Dakota Game, Fish, and Parks Department but potentially available to the city.	Capital			X	

Figure 8.1: Implementation Schedule

	Type	On-going	Short	Medium	Long	
<p>A Strong Core Revitalization efforts should create a rejuvenated image center and regional destination.</p> <ul style="list-style-type: none"> – Incorporate features into the core that extend the legend and experience of Sturgis beyond the two-week period surrounding the Rally. – Improve the function, safety, and appearance of the Main Street district. – Integrate the key corridors of Sturgis – Main Street, Lazelle Street, Bear Butte Creek, and Junction Avenue – that form the fabric of the city core. – Establish development design guidelines consistent with the scale and proportions of the core district. – Provide incentives and policies that lead to more intensive use of buildings and sites in the core. – Increase the number of people living in and around the core. 	Policy	X				
	Action		X			
	Capital				X	
	Action			X		
	Action			X		
	Action			X		X
<p>Junction Avenue Corridor Junction Avenue should present a strong first impression to visitors. Strategies and policies should include:</p> <ul style="list-style-type: none"> – Improved landscaping, wayfinding, and traffic management between the canal and interchange. – A new urban corridor zoning district permitting specific types of office and commercial uses, while ensuring residential scale and character. – Development of a parkway link connecting the three parallel “central district” corridors: Main, Lazelle, and Bear Butte Creek. – Encouraging rehabilitation or adaptive reuse of existing structures. 	Action Capital			X		
	Action		X			
	Capital				X	X
	Policy	X				
<p>Junction Avenue: Harmon To Main</p> <ul style="list-style-type: none"> – Additional Land Uses. Permitted uses should include residential, office, and low impact retail uses. – Prohibition of parking as a principal use. Parking and open lots are permitted only as accessories uses to a permanent, primary commercial, office, or residential use. – Building scale. Maximum footprint of any building shall not exceed 3,000 square feet. Residential details and pitched roofs should be incorporated into the design of new buildings. – Parking along Junction Avenue. No more than 40% of the frontage of a property along Junction Avenue may have adjacent off-street parking. – Landscaping. Any parking adjacent to Junction Avenue must have a landscaped setback of at least 20 feet. 	Policy	All Policies are	Development of necessary regulations			
	Policy	On-going				
	Policy					
	Policy					
	Policy					

Figure 8.1: Implementation Schedule

	Type	On- going	Short	Medium	Long
Junction Avenue: Harmon To Main (con't.) – Signage. All new signs must be monument or ground signs. Total signage area (Square Feet) shall be no more than 50% of the street frontage (Lineal Foot) along Junction Avenue. – Project Review. All new development projects must be reviewed and approved by the Planning Commission.	Policy Policy				
Junction Avenue: South of Harmon – Site landscaping. All new projects should be required to have a minimum amount of landscaping. – Access Management. To improve traffic movements along the corridor parking lots should be redesigned for greater efficiency, access points should be consolidated, and driveway alignments should be directly opposite each other wherever possible. – Traffic Control. To improve street linkages and safety the Ball Park Drive/Harmon Street intersections should be aligned and signalized. – Redevelopment. The city should encourage redevelopment of underused sites. This may include the use of incentive programs such as TIF.	Policies Capital Policy Action	X	Necessary regulations	X	X
Park System Enhancements Improvements to Sturgis' Park and Recreation system should include both existing facility improvements and long term system enhancements	Capital	X			
Existing Park Facility Enhancements – Establish a systematic park improvement program with additional staff for implementation. – Identify a skate park location and develop the facility. – Develop additional volleyball and basketball courts. – Prepare a campus master plan for Sturgis Community Center and the surrounding property. Include development of an outdoor interactive water feature as a focus of the Community Center campus. – Upgrade older equipment at the Community Center.	Policy Capital Capital Capital	X	X X X	X	

Figure 8.1: Implementation Schedule

	Type	On- going	Short	Medium	Long
Long Term System Enhancements <ul style="list-style-type: none"> – Development of the “Pineview” site linked to other parks by the city trail and pathway network. – Development of a Village Square as part of the proposed “urban village” west of the ballpark complex. – Incorporation of neighborhood parks and open spaces into new residential development areas. – Continuation of the southwest trail, now under construction, to the proposed Southside Community Park along the drainageway and linking to the Dolan Creek Road sidepath. – Develop offshoot trails from the main Bear Butte Creek pathway, including a linkage to the Community Center. – Develop continuous sidepaths along the extended Moose Drive, Inner Ring, and US 14 corridors. Establish design standards that increase intersection safety and retrofit existing sidepaths to these standards. – Develop a pathway along the east edge of the ballpark/fairgrounds complex, connecting schools and recreational facilities to central residential areas. – Create a grid of “bicycle boulevards” on continuous local streets parallel to arterials. Provide sidewalk continuity on all part of the grid. 	Capital			X	
	Policy				X
	Policy Capital			X	X
	Capital		X		
	Capital			X	X
	Capital			X	X
	Capital		X		
	Capital		X	X	
Sturgis’ Green Environment Sturgis should also look at ways to extend the Black Hills experience beyond traditional park and recreation areas and into other community systems.	Policy	X			
Natural Resource Areas and Other Open Spaces Sturgis should protect environmental resources like steep slopes and wetlands and address stormwater management issues that can be incorporated into the city’s green network.	Policy Capital	X			
Urban Forestation The city should work with residents to preserve and expand the city’s existing street canopy.	Policy Capital	X			
Transportation: Access for All The transportation program for Sturgis should meet current and future mobility needs while enhancing the character of the city’s environment	Policy	X			

Figure 8.1: Implementation Schedule

	Type	On- going	Short	Medium	Long
<p>Street Connectivity As Sturgis grows, it should maintain a connected street network, providing alternative routes for moving around the city.</p> <ul style="list-style-type: none"> – Interstate. Adequate linkages and signage in these areas will be essential to properly move traffic through developing areas. – Principal Arterials. Priorities for Sturgis’ principal arterials include improved access management, wayfinding, and corridor enhancement. – Collector system. A continuous collector system should be developed to assure that the city’s neighborhoods remain connected to each other. – Complete streets and parkways. The “complete street” concept applies to both arterial and collector streets and should be integrated into the transportation, park and pathways networks of the city. – Local street networks. Developments should provide a web of local streets for well–distributed access. Subdivision standards should establish minimum required levels of street connectivity. – Pedestrian and bicycle links to activity centers. Sturgis’ pedestrian and trail system should be functional as well as recreational, providing access to major centers of activity. – A system of interconnected sidewalks should be constructed along designated routes providing safer pedestrian access for all residents. – Context sensitivity. Street design should relate to the specific urban context of the street. – Minor Urban Arterials. Major street investments should reinforce the minor arterial system and provide alternative local through routes to Lazelle and Junction. 	Policy	X			
	Policy Capital		X		
	Action Capital				X
	Policy	X			
	Policy Capital	X			
	Policy	X			
	Policy	X			
	Capital				X
	Policy	X			
Capital					X
<p>Problem Areas</p> <ul style="list-style-type: none"> – Southwest Connectivity. This problem is addressed by a new inner loop that extends the 8th Street underpass at the railroad, continues south/southwest to Interstate 90, and follows the north edge of I–90 to Dolan Creek Road. – West Main Connection/Avalanche Road connections to Lazelle Street. – Junction Avenue intersections with Ball Park Road and Harmon Street. A redesign of this intersection to align Ball Park Road and Harmon Street. – Collector access south of Interstate 90. The plan proposes a continuous collector by linking Moose Drive, Otter Road, and Dickson Drive to the new Vanocker Canyon Road (SD 79). – Neighborhood short–cutting. Undesirable use of residential streets can be discouraged by using a variety of traffic calming devices that still continue local, low–speed access. – Local connectivity in new development. New developments should provide a web of local streets for well–distributed access. Subdivision standards should establish minimum required levels of street connectivity. 	All will require Capital funding	X		Timing will depend on funding and demand	
	Policy				

Figure 8.1: Implementation Schedule

	Type	On- going	Short	Medium	Long
<p>Balanced Transportation Sturgis’s neighborhoods, activity centers, civic districts, and major open spaces should be linked by a balanced transportation network that integrates motor vehicles, pedestrians, bicycles, motorized wheelchairs, and other low-speed “personal mobility vehicles.”</p>	Policy	X			
<p>Transit For a Small City The city should work with Prairie Hills Transit to establish a flexible local transit loop that serves key community destinations, provides schedule flexibility that serves specific needs at specific times, and has route diversion capabilities.</p>	Action		X		
<p>Housing for All The city should preserve existing housing and develop new housing to support new growth and community development strategies.</p>	Policy	X			
<p>Neighborhood Conservation Sturgis should implement neighborhood conservation programs, including rehabilitation programs to preserve the city’s oldest housing stock.</p> <ul style="list-style-type: none"> – Land Use Policies. Sturgis should maintain zoning and land use policies that protect the integrity of its neighborhoods. – Rehabilitation. Sturgis should develop rehabilitation programs (including the use of private loans leveraged by Community Development Block Grant and HOME funds) to promote the stabilization of housing stock that is in need of significant rehabilitation. – Infill Development. Sturgis should encourage the development and redevelopment of vacant and under used lots within the existing city. 	Action		X		
	Policy	X			
	Policy Capital			X	
	Action Capital			X	
<p>A Variety of Housing Types Sturgis should provide a variety of housing for residents at all stages of their lives, including young adults and seniors.</p>	Policy Action	X			
<p>Senior Housing The city should encourage the construction of both independent and assisted living residential development for seniors.</p>	Action Capital		X		
<p>Gateway Housing Sturgis should encourage the development of entry level housing that helps young families build equity in a community.</p>	Action		X		

Figure 8.1: Implementation Schedule

	Type	On- going	Short	Medium	Long	
Main Street Strategies <ul style="list-style-type: none"> – Establishing and reinforcing Main Street as a specialized business district. – Capitalizing on the Sturgis Brand – Improving Main Street functionally and aesthetically. – Providing better public accommodations and spaces. – Providing incentives for reinvestment. – A renewed street environment that expresses community themes and extends the experience beyond Rally week. – Development of complementary attraction and businesses to extend length of the visitor season. 	Policy Action		X			
	Capital	X				
	Capital		X			
	Capital			X		
	Capital			X		
	Policy	X				
Lazelle Street Strategies <ul style="list-style-type: none"> – Improving the visual quality of the street. – Using land on the Lazelle corridor efficiently. – Providing secondary circulation. – Create a signature thematic feature at or near Lazelle and Junction. – Lazelle landscape. Upgrading the visual and pedestrian quality of the street to reduce the impact of open land and provide a better environment for both seasonal visitors and year-round residents. – Local access framework. Providing local circulation to complement Lazelle Street and encourage more productive land use. – Parking lot redesign and new development. Using land more efficiently to accommodate both Rally needs and take advantage of potential development sites along Lazelle. – Lazelle and Junction. Proposing a signature development project at this crossroads. – Junction Parkway. Connecting the urban environment of Lazelle Street with the natural setting of Bear Butte Creek and the hills beyond. – Sturgis Community Center. Master planning for the complete indoor and outdoor use of this community anchor on Lazelle. – Exit 30. re-planning key elements of this critical community gateway. 	Capital		X	X		
	Policy					
	Capital	X				
	Capital					X
	Capital			X		
	Capital				X	
	Action			X		
	Capital				X	
	Capital			X		
	Policy			X		

Figure 8.1: Implementation Schedule

	Type	On- going	Short	Medium	Long
<p>Bear Butte Creek Greenway</p> <ul style="list-style-type: none"> – Streambed cleanup, improving the physical quality of the creek and its banks. – Bear Butte Promenade, a lighted walkway that connects Junction Avenue and the Bear Butte Trail with the Sturgis Community Center. – Residential redevelopment, using the Promenade and the beauty of Sly Hill and other natural areas to the north to create settings for new housing. – Trail extension, continuing the trail west along Box Butte Creek to the west side of I-90 and continuing along US 14 to Boulder Canyon and Deadwood. 	<p>Capital</p> <p>Capital</p> <p>Action</p> <p>Capital</p> <p>Capital</p>		X	X	
<p>Central Sturgis Financing Programs</p> <ul style="list-style-type: none"> – Financing and regulatory incentives to encourage investment, upper level reuse, and extended occupancy. – An increased rally revenue stream for reinvestment in Main Street enhancement and product improvement. – Using tax increment financing (TIF) to assist targeted development projects. – Developing a targeted business enterprise fund. – Creating a downtown development authority (DDA) with the ability to acquire and reuse properties. – Reconsidering property tax assessment policies. – Reviewing existing city ordinances for obstacles to desirable development. 	<p>Policies</p> <p>Actions</p>	X	X		
<p>Design Guidelines</p> <p>Specific design guidelines should be developed to guide development assisted by public infrastructure or project financing.</p>	<p>Policy</p>		X		
<p>Exit 32 and Vanocker Canyon/City Lakes Area</p> <ul style="list-style-type: none"> – Site configuration, establishing major sites that are attractive to retail targets and provide excellent regional and local access. – Forest service site, securing the Elk Road site to meet neighborhood park needs and regional resort opportunities. – Sturgis Lake Preserve. A low impact use of the Sturgis Lakes area that complements the acquisition and development of the Elk Road property. – Trams and trails. Implementing a green transportation system to link the resort and passive use components of the Vanocker Canyon program. 	<p>Action</p> <p>Capital</p> <p>Capital</p> <p>Capital</p>		X	X	

Figure 8.1: Implementation Schedule

	Type	On- going	Short	Medium	Long
Public Facility Priorities <ul style="list-style-type: none"> – Review and evaluate space needs for City Hall and the Library. – Identify additional police storage. – Identify an east side first responders sub-station during the rally. – Complete a long-term master plan for the Community Center, including an outdoor water feature. – Relocate the Public Works Department out of the downtown to a more appropriate location. – Extend the airport runway. 	All Capital		X X X X	X	X
Water and Sanitary Sewer <ul style="list-style-type: none"> – Complete wastewater treatment facilities assessment. – Establish a long term (10 – 20 years) water system improvement plan, including schedule and funding. – In conjunction with any street improvement project the city should upgrade aging water, sewer, and storm sewer infrastructure. 	Capital	X	X X		
Stormwater Recommendations <ul style="list-style-type: none"> – Implement and complete the goals adopted by the city’s Stormwater Management Program. – Establish a no net flow rate increase standard for major new developments to prevent overloading existing drainage corridors. – Remove trash and sediment from storm sewers and Bear Butte Creek. – Improve the environmental and visual quality of the Bear Butte Creek corridor, particularly west of Junction Avenue. – Develop uplands open spaces on key properties to reduce flows into the city basin. – Develop detailed system maps for utilization by the city and developers. 	Capital Action Policy Action Capital Action Action Action	X	X X X	X X	X
Park Project Priorities <ul style="list-style-type: none"> – Establish Park Improvement Program & additional staff for implementation. – Identify a new location for skate park and additional volleyball & basketball courts. – Identify location for outdoor water feature/splash park. – Upgrades of older equipment in the Community Center. 	Capital		X X X		X



Annexation Policy

Sturgis should implement an annexation policy that incorporates future development areas and meets state statutory requirements. The city should work closely with Meade and Lawrence Counties to ensure consistent development patterns.

The Development Concept for Sturgis is predicated on continued community growth, generated by a sound economy and greater success at community marketing. The development concept calls for urban development on sites that are currently beyond the corporate limits. As a result, sound community growth will require annexation to accommodate land needs during the planning period.

Voluntary annexation of developments should occur before extension of city services. Sturgis should also adopt an annexation policy that establishes objective criteria for annexation and identifies candidate areas for incorporation into the city. Areas considered for annexation should meet at least one of the following criteria:

- *Areas with Significant pre-existing development.* Areas outside the city that already have substantial commercial, office, or industrial development are logical candidates for annexation. In addition, existing residential areas developed to urban densities (generally higher than 2 units per acre) should be considered for potential annexation.
- *Protection of Future Growth Areas.* In order to allow the city to guide its growth and development more effectively, future growth areas will need to be managed through annexation and annexation agreements with surrounding communities. Annexation will allow the city to extend its zoning jurisdiction to adjacent areas, thus guiding development in a direction that will provide safe and healthy environments.

Public Services. In many cases, public service issues can provide compelling reasons for annexation. Areas for consideration

should include:

- Parcels that are surrounded by the city but remain outside of its corporate limits. In these situations, city services may provide enhanced public safety with improved emergency response times.
- Areas that are served by municipal infrastructure. Sturgis' existing sewer and water system is adjacent to and extends to areas outside the city.

Areas to be served in the short-term by planned improvements, including trunk sewer lines and lift stations.

- *Community Unification.* While difficult to quantify, a split between people who live inside and outside the corporate limits can be harmful to the town's critical sense of community and identity. Establishing unified transportation and open space systems and maintaining a common commitment to the city's future can be important factors in considering annexation.
- *A Positive Cost Benefit Analysis.* The economic benefits of annexation, including projected tax revenues, should compensate for the additional cost of extending services to newly annexed areas. The city's review policy for annexation should include the following information:
 - Estimated cost impact and timetable for providing municipal services.
 - The method by which the city plans to finance the extension and maintenance of municipal services.
 - Identification of tax revenues from existing and probable future development in areas considered for annexation.
 - Calculation of the added annual operating costs for urban services, including public safety, recreation, and utility services, offered within newly annexed areas.



Plan Maintenance and Support

Because the scope of the Sturgis Plan is both ambitious and long-range, its recommendations may appear daunting. Thus, the City should implement an ongoing planning process that uses the Plan to develop year-by-year improvement programs. In addition, this process should evaluate the plan on an annual basis in consideration of the development events of that particular year. Such a process should include the following features:

Annual Action And Capital Improvement Program

A key feature of this process is an annual action and capital improvement program. In such a program, the Planning and Zoning Commission and City Council use the Plan to define annual strategic work programs of policies, actions, and capital investments. This program should be coordinated with Sturgis' existing capital improvement planning and budgeting process, even though many of the Plan's recommendations are not capital items. This annual process should be completed before the beginning of each budget year and should include:

- *A specific work program for the upcoming year.* This program should be specific and related to the City's financial resources. The work program will establish the specific plan recommendations that the City will accomplish during that year.
- *A three year strategic program.* This component provides for a multi-year perspective, aiding the preparation of the annual work program. It provides a middle-term implementation plan for the City.
- *A six year capital improvement program.* This becomes part of Sturgis' capital budget process.

Annual Evaluation

In addition, this process should include an annual evaluation of the Comprehensive Plan. This evaluation should occur at the end of each calendar year. Desirably, this evaluation should include a written report that:

- Summarizes key land use developments and decisions during the past year and relate them to the Comprehensive Plan.
- Review actions taken by the City during the past year to implement Plan recommendations.
- Defines any changes that should be made in the Comprehensive Plan.

