

DEADWOOD COMPREHENSIVE PLAN



DRAFT
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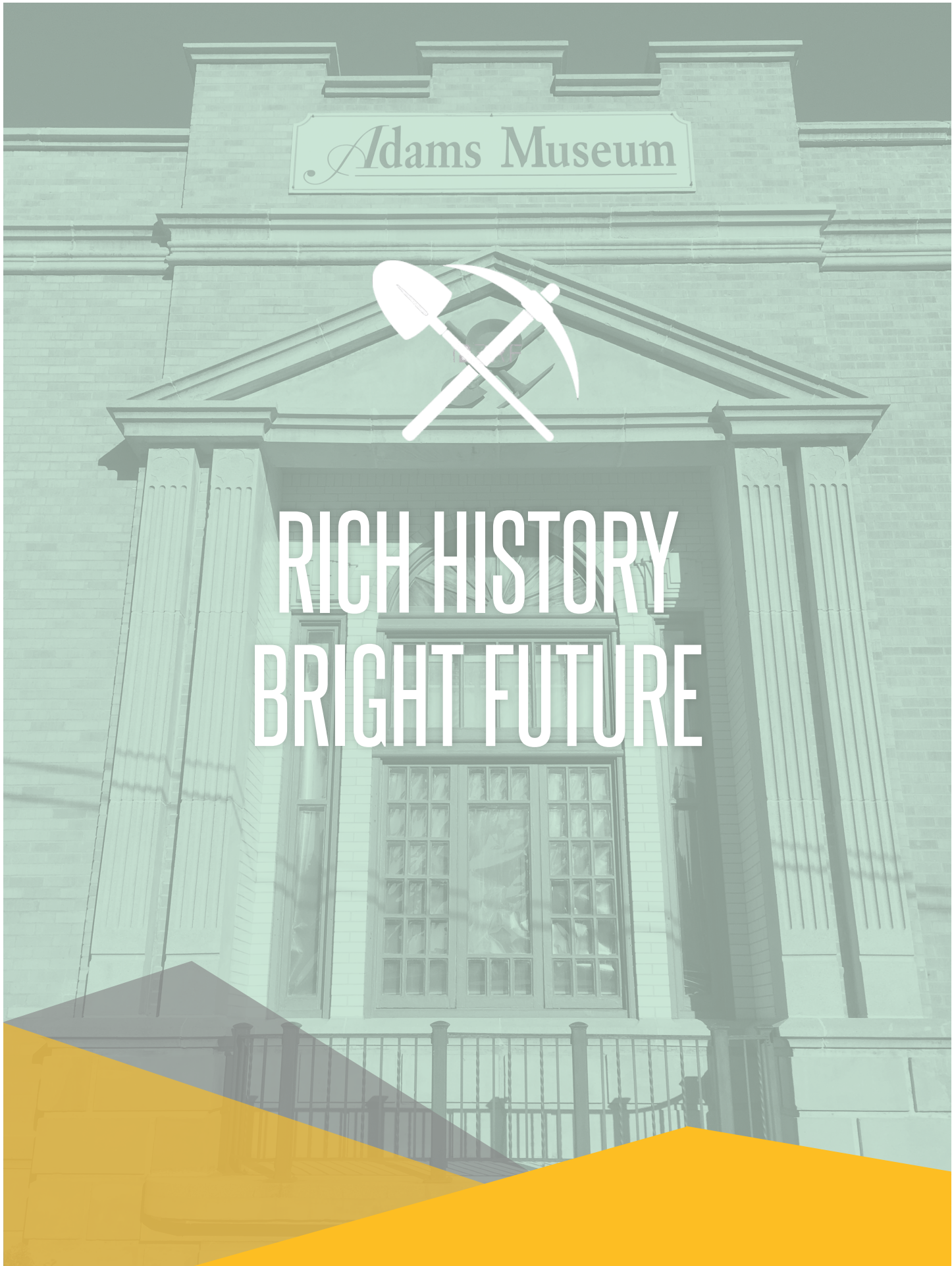
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EXECUTIVE SUMMARY

Rich History. Bright Future.

Deadwood is a testament to resiliency. In a city known for its booms and busts, Deadwood today is proof of what is possible when issues are tackled with a spirit of reinvention and optimism. While Deadwood is a town of continuous evolution, it has always kept history central to its identity. It is in this desire for progress, while paying homage to the past, that comprehensive planning plays an important role.

Comprehensive planning is a tool that allows a community to take a look at the past, take stock of current assets and challenges, and develop a vision and road map for the future. The contents of this plan provide a firm foundation for policy and action, set expectations for future growth and development, and help establish a clear path for a bright future.

The purpose of this Comprehensive Plan is to create a guide for the growth and development of Deadwood over the next 10 years that still preserves Deadwood’s historic identity and sense of place. To that end, many of the principles and strategies that make up the Action Plans in this document are aimed at preserving Deadwood’s historic resources and making Deadwood a more attractive place to live, while also making the community more enjoyable for the many people that visit and work in Deadwood.

Adoption of this Comprehensive Plan does not complete the effort for creating a better future for Deadwood. Rather, it is a starting point for taking action to address the current needs and wants of the community and for working toward achieving the community vision described within this document. Much of the work to make this plan a reality remains to be done in the years following the adoption of the Deadwood Comprehensive Plan.



Adoption of a Comprehensive Plan is required in South Dakota by SDCL 11-6-2 for the purpose of promoting the health, safety, and general welfare of a municipality.

COMMUNITY PROFILE



HISTORY OF DEVELOPMENT

Deadwood was originally settled in a scenic gulch near the confluence of Whitewood and Deadwood Creeks in 1876, due to the discovery of gold in the Black Hills of South Dakota. Originally the town was organized into placer mine claims, and the miners and merchants living there occupied tents until the opening of sawmills enabled the tents to be replaced with log cabins and false-fronted wood frame buildings. In the summer of 1876, the population was estimated to be 5,000 with a steady influx of people moving in and out of the area, and there were 200 buildings known to be constructed in Deadwood.

During the height of the Black Hills Gold Rush, Deadwood was the supply center for food and mining materials for the surrounding mines, as well as the financing and entertainment hub for the area. The corresponding businesses and commercial buildings were laid out along Main Street with cabins and tents terraced in the hillsides above, much the same as Deadwood today. Wood frame buildings continued to be built up and down the gulch, including many in Chinatown on the north end of Deadwood.

A fire started on September 25, 1879, in the Empire Bakery on Sherman Street, which quickly spread throughout the core of Deadwood and Chinatown and, ultimately, burned 300 buildings and left 3,000 people homeless. Rebuilding started immediately, but instead of wood frame structures, brick and stone were used to create more fire-resistant buildings, and a new town emerged within six months of the devastating fire. Notably, the brick and stone buildings for which Deadwood is known today took on a more Victorian architectural appearance than their western, wood-framed predecessors.

Deadwood was officially incorporated in 1880, joining the many nearby villages and camps in Deadwood gulch into one city. The city was booming with an estimated population of 10,000 at this time, and there was much demand for developable land, which led to some buildings being built at sites that encroached along the natural waterways in Deadwood. The town continued to prosper until May 1883, when a flood raged through town. The flood damage was



A Town Shaped by Its Past

From the Sherman Street Fire in 1879 to the 1952 fire that destroyed City Hall and all its records to the Syndicate Fire in 1987, and the many other fires and floods in between, Deadwood has seen its share of devastation at the hands of nature. However, Deadwood has shown great resiliency, always rebuilding the community after disaster strikes.

Particularly relevant to the look Deadwood is known for today, wood frame structures susceptible to fire were replaced with more fire-resistant brick and stone buildings following the Sherman Street Fire. These 'newer' buildings give Deadwood a more Victorian architectural appearance than their western, wood-framed predecessors.

By 1914, the majority of the historic core and older neighborhoods in Deadwood were built, with commercial areas located along Main and Sherman Streets and neighborhoods above and beyond, much the same as today.

Image: 'Deadwood's pride. The elegant City Hall.' by John C. H. Grabill, 1890

intensified by the encroaching buildings that impeded the natural flow of water, causing the floodwaters to spread and not recede as quickly. Again, rebuilding in Deadwood got underway immediately after the flood.

The majority of the historic core and older neighborhoods in Deadwood were built by 1914, with commercial areas located along Main and Sherman Streets and neighborhoods above and beyond, much the same as today. Due to Deadwood's initial prosperity, there were many modern conveniences not found in other small and remote communities in the early 1900s, such as electric service, telephones, and an electric railway between Lead and Deadwood.

The original mining boom in the Black Hills began to taper off by the end of the 1880s, but Deadwood remained a supplier to the surrounding area, and, in 1890, another boom came as a result of a new method for extracting gold from low grade ores and the Fremont, Elkhorn, and Missouri Valley Railroad reached Deadwood. This boom lasted until the silver depression in 1893, when the population of Deadwood suddenly dropped from 25,000 to 1,000. By 1909, few area mines were still in operation, but mineral processing continued to keep Deadwood viable. Mining activity continued to dwindle and most major mines in the Black Hills, with the exception of Homestake and Trojan Mines, closed by 1923 due to high labor and deep mining costs.

The Syndicate Fire in 1987 ultimately reshaped the city by being the driving force to help legalize gambling in Deadwood.

While the fire of 1879 and flood of 1883 were the most severe catastrophes in the early days of Deadwood, there were several other smaller fires that destroyed buildings and important parts of the city over the next several decades, including a fire in 1894 that destroyed two downtown business blocks and a fire in 1952 that burned Deadwood City Hall and all its records. More recently, the Syndicate Fire in 1987 burned three buildings on Main Street, and ultimately reshaped the city by being the driving force to help legalize gambling in Deadwood. The reasoning behind legalization was that gambling revenues could be used by the city to revitalize historic buildings and conduct much needed infrastructure repairs, thereby reducing the potential for disasters like the Syndicate Fire.

Following the legalization of gambling in 1989, another boom period of building occurred and more than 80 casinos opened that first year. All the new development caused rapid changes in Deadwood that threatened its National Historic Landmark status (designated in 1961), and the National Trust for Historic Preservation listed Deadwood as one of its most endangered historic sites in 1990. However, the influx of funding to Deadwood's city budget that resulted from gambling revenues, which far exceeded initial expectations, enabled many restoration and improvement projects to be completed, and Deadwood was removed from the National Trust for Historic Preservation's "most endangered" list by 1992. Some of the initial projects that were realized as a result of gambling revenues included improving Main Street, rebuilding of retaining walls, upgrading water and sewer infrastructure, and restoring the former railroad depot, City Hall, Adams House, and Mount Moriah Cemetery.

Deadwood has continued to utilize gambling revenues to perform historic preservation activities and public improvements, as well as provide funding to individuals and organizations through grant and loan programs to preserve and maintain historically significant buildings in Deadwood. Major public improvements in Deadwood include a new Welcome Center located near lower Main Street, upgrades to city parks and

Whitewood Creek, new and remodeled facilities at the Days of '76 Rodeo Complex, Days of '76 Museum, a parking garage just off Main Street, remodeling of the Recreation Center, and many others. There has also been significant private development in Deadwood in recent years, such as The Lodge at Deadwood and the Deadwood Mountain Grand, the latter of which restored and remodeled the historic Homestake Slime Plant.

Although Deadwood had become much more of a tourist destination than a mining town by the second half of the 20th century, mining still played a role in Deadwood's development until 2001 when Homestake Mine, the largest and deepest gold mine in the U.S., located in nearby Lead closed. Many employees of Homestake Mine who lived or spent time in Deadwood lost their jobs, and, following the Mine's closure, the population of Deadwood started to decline and its effects were felt in the local economy. However, the

Homestake Mine would come to live another life in 2006 in the form of a deep underground research facility for physics projects, known as Sanford Underground Research Facility (SURF). With new employees and economic activity, the creation of SURF at Homestake has once again introduced a new element to Deadwood's history.

Today, Deadwood is a destination known for its history and architecture, its many special events and celebrations that attract visitors from near and far, and the opportunities it provides for gaming, dining, entertainment and outdoor recreation. Deadwood is home to many locals that enjoy its small town feel, quality amenities, friendly atmosphere, and aesthetic beauty. The desirability of Deadwood as place to live and visit will cause the city to develop in new and yet unknown ways in the future, but Deadwood's storied past and historic buildings will undoubtedly remain a constant as the city continues to change and evolve.¹

¹ Sources: Deadwood Comprehensive Historic Preservation Plan (1991) & Rapid City Journal: Deadwood Gambling Spurred Change, but the Town's Evolution Continues (http://rapidcityjournal.com/news/deadwood-gambling-spurred-change-but-the-town-s-evolution-continues/article_573c9312-c585-11de-8182-001cc4c002e0.html)

The many sights of Deadwood today:



Historic Franklin Hotel



Deadwood Welcome Center



Bridge Over Whitewood Creek

DEADWOOD DEMOGRAPHICS

The snapshot below provides a summary of the characteristics of the people that live and work in Deadwood:¹



PEOPLE

> **POPULATION:** The population of Deadwood in 2017 was estimated to be 1,304, just slightly above the year 2010 when the population was 1,270. Overall, the population of Deadwood has shown a pattern of decline over the past few decades with a population count of 1,830 in the year 1990 and 1,380 in the year 2000.

> **MEDIAN AGE:** The median age in Deadwood in 2016 was 48.3, well above the median age of 36.8 for South Dakota.

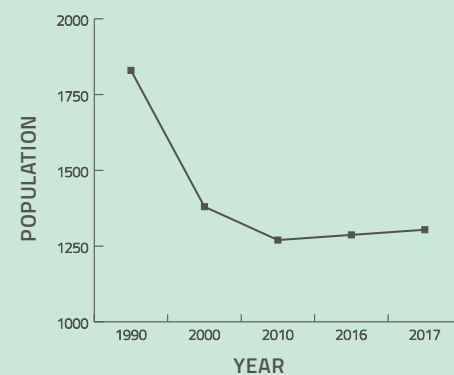
> **AGE STRUCTURE:** The number of people under 5 years of age living in Deadwood has fallen by 75%. From 60 people under 5 in 2000 to an estimated 15 people in 2015. Similarly, the number of people under 18 years of age has decreased about 50% from 267 people in 2000 to 130 people in 2015. The number of people 18 years of age and over has remained relatively constant since 2000, while the number of people 62 years of age and over has increased by almost a third from 261 people in 2000 to 336 people in 2015.

> **GENDER:** In 2015, 53% of the population was estimated to be male and 47% female. These percentages were nearly reversed in the year 2000 when 48% of the population was male and 52% was female; although the number of males has remained relatively constant since 2000, this percentage reverse is a result of a significant decline of about 20% in the female population from 712 in 2000 to an estimated 564 in 2015.

¹ Sources: U.S. Census Bureau - 2000 Census, 2010 Census, 2012-2016 American Community Survey 5-Year Estimates, 2017 Population Estimate; and, Deadwood/Lead Housing Study (2016)

Population Patterns

In the early days of Deadwood, the population rose and fell along with booms and busts in local mining activity, reaching an estimated peak of 25,000 people in 1890, but quickly falling to around 1,000 people just three years later when silver mining subsided. Although not nearly as extreme, the population of Deadwood has also shown a pattern of decline over the past 30 years with about a third fewer residents living in Deadwood today than in 1990. Recent population estimates show a slight uptick in Deadwood's population, but it still remains far short of the city's population peak in the late 1800s.



EDUCATION

> **EDUCATIONAL ATTAINMENT LEVELS:** 89.5% of Deadwood's population is estimated to be a high school graduate or higher, just slightly less than the percentage in nearby communities and South Dakota overall (91.2%). Further, the estimated percentage of the population in Deadwood that has obtained a bachelor's degree or higher is 15%, which is almost half that of the surrounding communities and the state of South Dakota (27.5%).



INCOME

> **MEDIAN HOUSEHOLD INCOME:** The median household income in Deadwood was estimated to be \$34,375 in 2016, much lower than the median incomes of surrounding communities (Lead: \$41,735; Spearfish: \$44,330; Rapid City: \$47,300) and the state of South Dakota (\$52,078). However, Deadwood's median household income has increased from \$28,641 in the year 2000.



HOUSING

> **HOUSING UNITS¹:** There were 788 total housing units estimated to be in Deadwood in 2016, with 82% being occupied and 18% vacant. Of the 645 occupied housing units, half (324) were estimated to be owner-occupied and half renter-occupied (321), which is notably different than many surrounding communities, including Lead and Rapid City, where there tends to be more owner-occupied housing units and fewer renter-occupied housing units. It is also considerably different from the percentages for South Dakota where 68% of housing units are estimated to be owner-occupied and 32% renter-occupied.

¹ The Deadwood/Lead Housing Study (April 2016) provides a much more comprehensive analysis of the housing situation in Deadwood.

58.2% of the housing units in Deadwood are estimated to have been built in 1939 or earlier. Another 37.1% were built between 1940 and 1999 and the remaining 4.7% have been built since the year 2000.

> **HOUSING COSTS:** The median value of owner-occupied housing units in Deadwood was estimated to be \$138,100 for 2016, well above the median value of \$105,900 for Lead, but below Spearfish at \$203,000, Rapid City at \$166,000, and South Dakota at \$146,700.

The median selected monthly owner costs for housing units with a mortgage was estimated to be \$1,070 for Deadwood in 2016 and \$440 for housing units without a mortgage.

The median gross rent in Deadwood in 2016 was estimated to be \$530 and over one-third (34.4%) of the population in occupied rental housing units is estimated to pay over 30% of their household income for rent. The median gross rent in Deadwood is the lowest compared to Lead (\$545), Spearfish (\$641), Rapid City (\$768), and South Dakota (\$676).

> **HOUSEHOLD SIZE:** The average household size of an owner-occupied housing unit was estimated to be 2.05 and 1.77 for a renter-occupied housing unit in 2016, both smaller than the South Dakota average of 2.55 for owner-occupied and 2.24 for renter-occupied housing units.



COMMUTING

> **COMMUTING PATTERNS:** The mean travel time to work for residents of Deadwood is was estimated to be 12.7 minutes in 2016, similar to Lead at 13.6 minutes and less than the average of 16.9 minutes for South Dakota. In 2013, of the 2,498 people employed within Deadwood, only 4.6% also lived in Deadwood. The remaining 95.4% of employees lived outside of Deadwood and commuted in for their job.

ENVIRONMENTAL RESOURCES

The scenic setting afforded Deadwood by its location in the Black Hills offers many environmental benefits for the community, but creates a few challenges as well. For example, the ponderosa pines and other vegetation in the surrounding forest help provide ecosystem services that supply clean air and water to Deadwood, and the rocks and minerals are responsible for the founding and flourishing of Deadwood as a mining town. There are also many opportunities to experience nature and outdoor recreation, like hiking, biking, off-roading, snowmobiling, skiing, and fishing, that are easily accessible in the hills surrounding Deadwood.

However, Deadwood's location in a gulch laid out by creeks creates the potential for natural

disasters, such as the flooding that has previously been experienced, and makes future development in and around Deadwood particularly challenging.

In addition, the forest surrounding Deadwood presents the possibility of wildfires threatening the community, particularly the existing development and structures located in the hillsides around and above Deadwood, but the historic core is also not immune to the impact of wildfires. A recent reminder of the danger of wildfires is the Grizzly Gulch Fire in 2002 that burned over 11,000 acres south of Deadwood, destroyed multiple homes and structures, caused thousands of people to evacuate Deadwood and Lead, and, ultimately, changed the visual appearance of Deadwood for many years to come.¹

¹ Source: <https://www.nytimes.com/2002/07/01/us/residents-and-tourists-flee-fire-near-deadwood-sd.html>



LOCAL ECONOMY

The majority of the local economy¹ in Deadwood is comprised of industries related to the tourism and gaming industries, like lodging, dining, and entertainment businesses. Specifically, in 2017, the top three (3) industries were Traveler Accommodation, Gambling Industries, and General Medical and Surgical Hospitals. The top growing industries (in industry jobs growth) in 2017 were Accommodation and Food Services, Health Care and Social Assistance, and Retail Trade. Overall, the Deadwood area economy had a gross regional product of \$224.44 million in 2017.

The importance of the tourism and gaming industries to the local economy is similarly reflected by the workforce characteristics of the jobs in Deadwood for 2017, in which the most people worked in the following occupations: Food Preparation and Serving Related, Office and Administrative Support, Personal Care and Service, Sales and Related, and Buildings and Grounds Cleaning and Maintenance. The top growing occupations in 2017 were Healthcare Practitioners and Technical, Healthcare Support, and Production.

In 2017, there were an estimated 2,851 jobs in Deadwood, which represented a decline of 0.5% (or loss of 13 jobs) since 2012; this job loss was not reflective of trends in South Dakota and the U.S. where there was an increase in jobs over the same time period. The industries in Deadwood that saw a decline in jobs were Arts, Entertainment, and Recreation, Educational Services, and Government, while the industries of Accommodation and Food Services, Health Care and Social Assistance, and Retail Trade added the most jobs between 2012 and 2017.

¹ Source: *Emsi Economy Overview for Deadwood, SD - Q2 2018 Data Set*
² Source: *South Dakota Department of Revenue Commission on Gaming*

No analysis of the local economy would be complete without looking at the gaming revenues in Deadwood,² which play a significant role and are indicative of the health of other related industries in the local economy. In the almost 30 years since gambling was legalized in Deadwood, over \$2 billion in gross revenue has been brought in from gaming action. The annual gross revenue has, for the most part, steadily climbed over the years, starting with \$29 million during the first full year that gambling was legal (1990) up to \$102 million in 2017, with a peak of \$108 million in 2015 when gaming was expanded to include craps, roulette, and keno.

Over the past 10 years, gross gaming revenues have remained steadily over \$100 million.

Over the past 10 years, gross gaming revenues have remained steadily over \$100 million, but there has been significant variations from year to year that are likely reflective of a number of internal and external factors. Of particular note, some form of gambling is now legal in 48 states in the U.S., potentially making it less of a draw for visitors from other states. Only time will tell if gaming revenues will continue to increase and help grow the economy in Deadwood or if the recent variations are a potential indicator of gaming revenues leveling off in the future.

PLANNING HISTORY

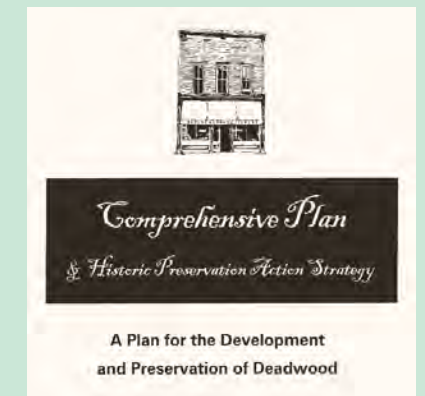


PLANNING HISTORY

For nearly half a century, the City of Deadwood has been involved with land use planning, starting with the adoption of its original zoning ordinance on April 27, 1971, followed by a comprehensive revision to this ordinance in 1992. The 1992 zoning ordinance established conventional zoning districts and historic planning units that were intended to guide the type and character of development activity allowed and standards for renovation and new construction within the city.¹ Much of the zoning ordinance remains unchanged since 1992, though several revisions and additions have been and continue to be made on an as needed basis. Title 17 (Zoning) of the City of Deadwood's Code of Ordinances is home to the current zoning ordinance.

Following the legalization of limited gaming in Deadwood in November 1989, which was prompted by an effort to diversify Deadwood's economy and generate revenues for the preservation of Deadwood's historic built environment, Deadwood sought assistance from the National Trust for Historic Preservation to develop a Comprehensive Historic Preservation Plan² as a means to address the rapid effects of gaming occurring in the community and preserve Deadwood's valuable historic resources. Work on this plan started in 1990 and continued until its adoption in 1991. While the writers of this plan did not consider it to be a true comprehensive plan for the community at the time, it served in this capacity for 10 years due to its detailed coverage of a variety of topics, including gaming-induced growth, community issues, historic resource management and interpretation, visitor management, community design, marketing, and funding priorities.

¹ Source: 2001 Comprehensive Plan and Historic Preservation Action Strategy (p. 138)
² Source: 1991 Deadwood Comprehensive Historic Preservation Plan (p. i)



Citizen's Vision for Deadwood (2001):

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

In May of 1999, the City of Deadwood undertook a broad-based visioning and planning effort to create a new Comprehensive Plan and Historic Preservation Action Strategy, which was ultimately adopted on April 16, 2001. This new Plan established a citizen's vision and nine goals for Deadwood intended to guide the growth and development of the community during the next century, as well as create a citizen's blueprint for building and preserving one of the great historic cities in the American west.¹

Several projects identified in the 2001 Comprehensive Plan have since been realized, including gateway improvements, wayfinding signage, improved parks and recreation facilities, infrastructure upgrades, and numerous historic preservation projects. Although much progress has been made, many of the issues identified and discussed in the 2001 Comprehensive Plan remain relevant today, such as lack of affordable housing, a local economy primarily dependent on tourism, limited supply of suitable land for development, greater parking needs, and adequate resources for historic preservation. A review of the goals for Deadwood from 2001 exemplifies this and shows there is still more work to be done; however, much has also changed in Deadwood since 2001, in some cases helping to resolve these issues, while also introducing new challenges.

In addition to traditional land use regulations and comprehensive plans, the City of Deadwood has been involved with several other notable planning efforts to help improve the livability and economic vitality of Deadwood. These include:

¹ Source: 2001 Comprehensive Plan and Historic Preservation Action Strategy (p. 1)

- > **Branding, Development & Marketing Action Plan** – *Roger Brooks International, Inc. (2014)*: Recommendations for improving the branding and marketing of Deadwood.
- > **A Public Space Plan for a Unique Town: Deadwood Alive!** – *Various Consultants (2015)*: Development of concepts and design ideas for public spaces in Deadwood.
- > **Deadwood/Lead Housing Study** – *Community Partners Research, Inc. (2016)*: An analysis of the overall housing needs of the cities of Lead and Deadwood.
- > **Deadwood-Lead Housing Taskforce Questionnaire** – *Deadwood-Lead Economic Development Corporation (2016)*: Collected input from individuals about housing in Deadwood and Lead to determine recommendations, ideas and solutions to address housing gaps in the area (follow up to the Deadwood/Lead Housing Study).
- > **Study of Historic Spaces on Main Street** – *Main Street Initiative Economic Initiatives Project / South Dakota State University School of Architecture Students (2017)*: Concept designs and ideas for vacant and underutilized spaces on Main Street as part of an effort to identify economic initiatives.

The information gathered and recommendations made by each of these past planning efforts have helped to influence the content of this Comprehensive Plan, and it is the intention of this document to build and expand on these plans in a complementary way.

2001 GOALS

2001 Comprehensive Plan & Historic Preservation Action Strategy Goals for Deadwood

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



PLAN DEVELOPMENT



PLAN DEVELOPMENT

PLAN INITIATION

The City of Deadwood initiated the Comprehensive Plan update process in early 2017 with a desire to involve residents in planning the future of their community and gather public input on a number of city issues. In particular, the Deadwood City Commission was grappling with identifying the best use of the Deadwood Pavilion and wanted to hear from residents on this matter. With this goal in mind, at their March 6, 2017, meeting, the City Commission formally approved an update of the City's 2001 Comprehensive Plan.

The City Commission, at the same meeting, voted to appoint a steering committee to guide the Comprehensive Plan update and requested parties interested in serving to submit a letter of interest. Subsequently, at the April 17, 2017, City Commission meeting, individuals representing a variety of industries and organizations in Deadwood were appointed to serve on the Comprehensive Plan Committee.

The Committee began meeting in July 2017, starting with an initial meeting that was spent familiarizing Committee members with comprehensive planning, discussing past and desired future accomplishments for Deadwood, and identifying a public engagement strategy for the Comprehensive Plan update process. The Committee next met in August to review the Comprehensive Plan project website (www.deadwoodplan.com) and a draft community survey, as well as plan for community stakeholder meetings to be held in the fall. At this time, it was also recommended by the Committee to create a separate visitor survey with the intent of gaining an outsider's perspective of Deadwood.



COMPREHENSIVE PLANNING

A comprehensive plan, or "comp plan," is a collection of information used to guide the future development of a city. Based on community input, a comprehensive plan establishes a collective vision for the future of the community and sets goals and objectives to help achieve that vision. In short, a comprehensive plan can be thought of as a "road map" or "to do list" that is used to help a community create a more desirable future and improve the quality of life for the people that live and work in the community.

COMMUNITY & VISITOR SURVEYS

In the fall of 2017, both the community and visitor surveys were distributed. An invitation for the public to take the survey(s) was widely publicized via paper flyers, website postings, mention in the local newspaper (*Black Hills Pioneer*), word of mouth by Committee members and city employees, and alongside advertising for the upcoming community stakeholder meetings. Copies of the community survey were also made available at Deadwood City Hall and Deadwood Library and the visitor survey was distributed at the Deadwood Welcome Center.

The community survey touched on a number of topics, including housing, community qualities & city services, parks & recreation, transportation, land use & growth, economic development, and issues & opportunities in Deadwood. The community survey was made available for nearly two months from September 18 – November 12, 2017, and a total of 177 survey responses were received, equaling a response rate of about 13.8%.¹ The results of the community survey provided

a great deal of information about the needs and desires of local residents, their satisfaction with city services, and opinions on current issues facing Deadwood.

The visitor survey was more general and focused on the reasons people visit Deadwood, what they do while in town, and general perceptions of Deadwood. Seventy-nine people responded to the visitor survey, which was likely attributable to the timing of survey responses being solicited in the fall outside of the normal peak summer tourist season. Due to the response rate, the Committee recommended that the visitor survey be redistributed again in the future to gather more responses and, while worthwhile, such an effort falls beyond the time frame of this Comprehensive Plan planning process. Nonetheless, the 79 responses that were received still offered valuable input about visitors' reasons for traveling to and their impressions of Deadwood that helped inform some of the recommendations made within this Comprehensive Plan.

¹ Response rate calculated as number of survey respondents divided by Deadwood's total population of 1,287 (Source: U.S. Census Bureau, American Fact Finder, 2016 ACS 5-Year Population Estimate).

Community Engagement Meetings:



COMMUNITY STAKEHOLDER MEETINGS

Coinciding with the community and visitor survey efforts in the fall of 2017, four Community Stakeholder Meetings were held on October 17 and 19, 2017, at the Lodge at Deadwood, with one meeting aimed at getting input from business owners and operators, another from city staff and elected officials, and two from Deadwood and area residents. At these meetings, people were asked a series of questions as individuals and in small groups, including "What do you love about Deadwood?", "What small changes are needed in Deadwood?", and "What big changes are needed in Deadwood?", with the goal of finding out what people love about their community, what makes it unique, as well as what could be done to make it an even better community. A total of 98 people attended these four Community Stakeholder Meetings¹ and many themes started to emerge.



Word Cloud generated from the question: "What do you love about Deadwood?"

Two additional Stakeholder Meetings were held specifically for city staff on November 9, 2017, at the Days of '76 Museum. These meetings were added to enable city staff to attend during their work day and to provide additional insight about how the city operates. These meetings were the same format as the Community Stakeholder Meetings and approximately a dozen people participated.

An effort was also made to engage with local students at Lead-Deadwood High School by

speaking with approximately 40 students during two class periods in Mr. Campbell's and Mr. Hansen's classrooms on January 4, 2018.² An overview of comprehensive planning was provided to the students and they were asked what they liked about Deadwood, what they don't like about Deadwood, what are some changes that would make Deadwood even better, and what they would like to see if they came back to visit or live in Deadwood in 10 years. Though not all students live in Deadwood, all were familiar with the area and provided a unique perspective about what young people think about and want for Deadwood that was not otherwise captured by the community survey or other Stakeholder Meetings.

The Committee continued to meet regularly during the fall and winter of 2017/2018 to review and discuss the survey results and input provided at the Stakeholder Meetings, along with community statistics and data. This information was also made available for public review with summary documents posted on the project website and the placement of hard copies at Deadwood City Hall.

COMMUNITY VISIONING

In the spring of 2018, the Committee focused on organizing the third public engagement piece of the Comprehensive Plan planning process: community visioning and goal setting. Prior to the Community Visioning Meetings, the Committee met on March 20, 2018, to do a community visioning and goal setting activity on their own and discuss their collective vision for the future of Deadwood.

On March 27 and 29, 2018, four Community Visioning Meetings were held in the Mary Adams Room at the Days of '76 Museum. The purpose of these meetings was to get the public's input about what they want for the future of Deadwood and how to achieve it. Specifically, a mock front-page newspaper printout reading "2028 Community of the Year: Deadwood, South Dakota" was given to meeting participants and people were asked to explain with words or drawings why Deadwood was being honored as "2028 Community of the Year." Then individuals worked in small groups

¹ This total includes people that attended more than one meeting, therefore, the total number of unique individuals attending these meetings may have been slightly less.

² Special thanks to Principal Tony Biesiot for arranging this opportunity.

to come up with goals that would help make the desired futures they described for Deadwood a reality. There was another great turnout for the Community Visioning meetings with approximately 75 people¹ attending. A summary of the input from these meetings was published on the project website and made available at Deadwood City Hall for the public to review.



Newspaper Visioning Activity

COMMUNITY PLANNING ASSISTANCE FOR WILDFIRE (CPAW)

Another component of the Deadwood Comprehensive Plan planning process was the incorporation of focused assistance from the Community Planning Assistance for Wildfire (CPAW)² team. The City of Deadwood was selected as a CPAW grant recipient in November 2017 to coincide with the comprehensive planning process. The CPAW team was tasked with providing targeted guidance and expertise for planning needs identified within the community regarding wildfire hazards and reducing wildfire risks.

On April 11, 2018, the Committee, along with other City of Deadwood and Lawrence County staff, met with representatives from CPAW to identify

goals and policies that could be incorporated into the Comprehensive Plan to address the City of Deadwood’s wildfire hazard concerns, challenges, and opportunities. Following this meeting, the CPAW team provided recommendations and goals for possible inclusion into the Comprehensive Plan. These recommendations were discussed by the Committee, city and county staff, and CPAW team via conference call on May 7, 2018, and a final set of recommendations was then provided by CPAW, which are included in this plan.

The CPAW team was tasked with providing guidance on how to reduce wildfire risks in the community.

PLAN REVIEW & ADOPTION

Utilizing all of the public input gathered throughout the planning process, as well as other community information, past planning documents, and the CPAW recommendations, a draft Comprehensive Plan was developed in the spring of 2018 and presented to the Committee in June 2018. Following a review period and corresponding edits by the Committee and city staff, the draft Comprehensive Plan was presented to the public with open houses on September 27, 2018. Further changes to the Comprehensive Plan were then made based on public input, following which a final draft of the Comprehensive Plan was presented to the Planning Commission and adopted by the City Commission on *(day/month)*, 2018.

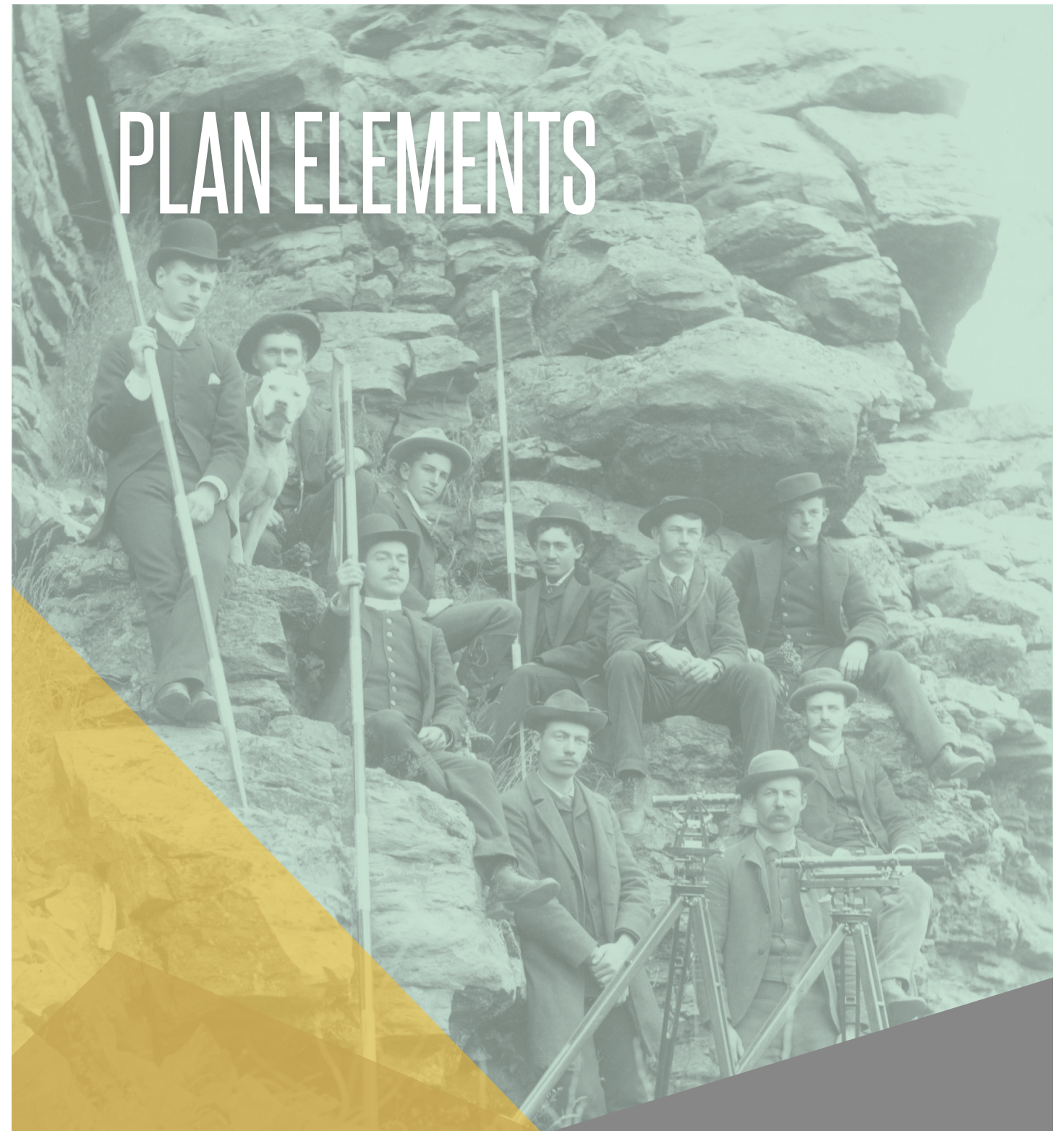
The final step of the planning process goes beyond the adoption of the Comprehensive Plan as regular review and updating of this document’s contents will be necessary to ensure it reflects changing community conditions and the achievement of this plan’s goals, thus remaining relevant for decision-making going forward.

¹ This total includes people that attended more than one meeting, therefore, the total number of unique individuals attending these meetings may have been slightly less.
² Established in 2015, CPAW works with communities to reduce wildfire risks through improved land use planning. The CPAW team consists of land use planners, foresters, researchers, and wildfire risk modeling specialists, and the program is funded through the U.S. Forest Service and private foundations. CPAW services are delivered at no cost to the community and participation in the program is voluntary. Learn more at planningforwildfire.org.



"Deadwood will be an attractive place to **raise a family** and **spend a lifetime** as a **welcoming, active** community for all people, **expanding/ diversifying** its local **economy** by including the **preservation of historic and natural resources** in all decision-making to ensure its **legacy is also its future."**

PLAN ELEMENTS



ACHIEVING THE COMMUNITY VISION

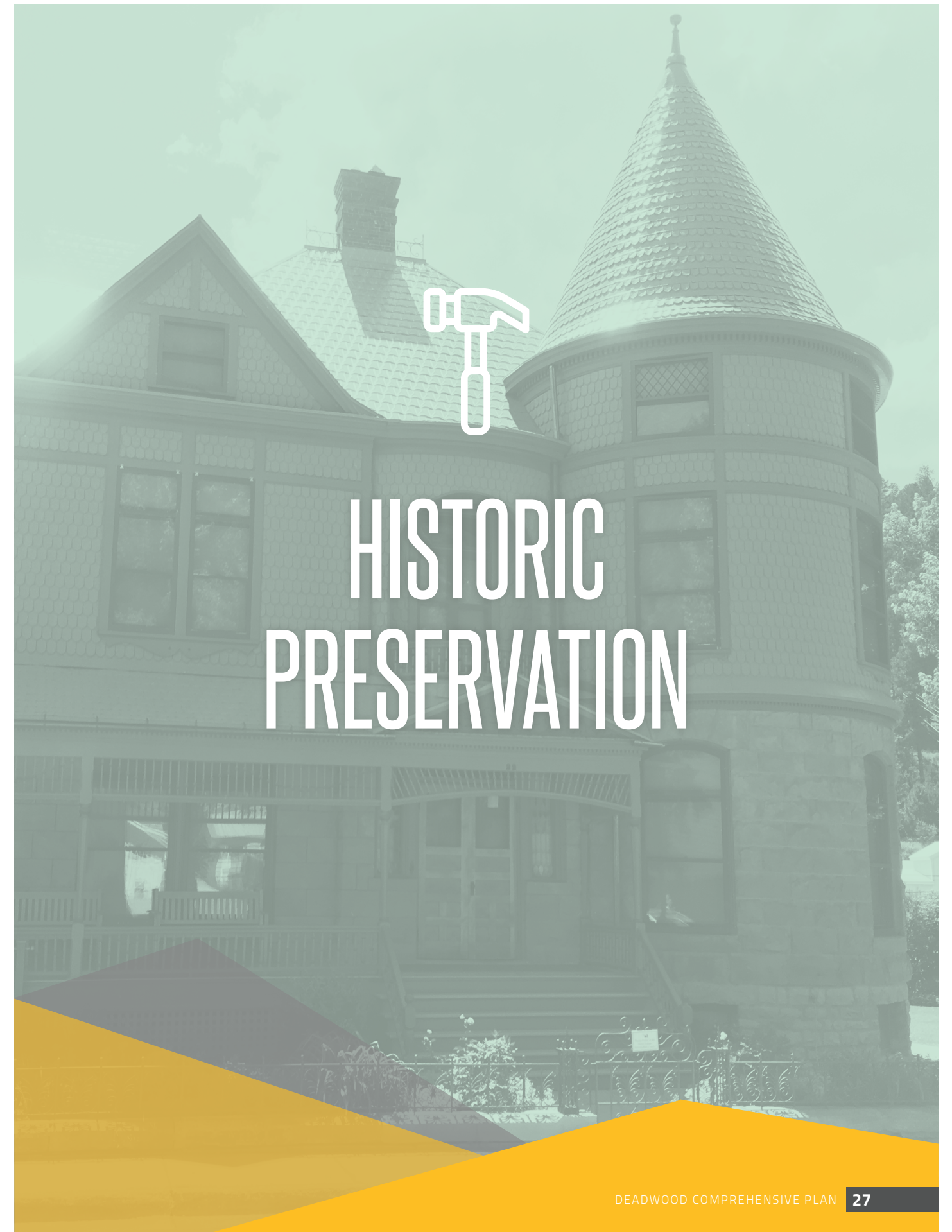
Plan Elements

In order to accomplish the vision that the citizens have laid out for the future of Deadwood, the following pages provide an action plan in the form of principles and strategies for various community attributes that have been organized into plan elements. The principles and strategies* contained in each plan element are intended to be used as a guide for decision-making and as methods for moving Deadwood in a direction that helps to realize the community's vision.

An action plan in support of the community vision is provided for each of the following plan elements:

- **HISTORIC PRESERVATION**
- **LAND USE & GROWTH**
- **HOUSING**
- **TRANSPORTATION**
- **CITY FACILITIES & SERVICES**
- **PARKS & RECREATION**
- **ECONOMIC DEVELOPMENT**
- **DISASTER PREVENTION & MITIGATION**
- **WILDFIRES**

**The strategies included in each plan element are listed in approximate order of priority based on input provided during the community engagement process.*



HISTORIC PRESERVATION

HISTORIC PRESERVATION

Deadwood has a strong historic preservation program, with dedicated staff, an active Historic Preservation Commission, and loan and grant assistance for private property owners. Gaming revenues over the last three decades have bolstered historic preservation efforts and allowed for the preservation, rehabilitation, and restoration of hundreds of structures throughout the city. Deadwood Historic Preservation is also responsible for managing historic properties and museums, as well as conducting historical interpretation and research. Deadwood's preservation focus has no doubt contributed to the city's unique identity, sense of place, and strong connection with the past.

PAST SUCCESSES

The 2001 Comprehensive Plan established a number of goals and strategies related to historic preservation in Deadwood. One of the major preservation goals identified was to "Enhance Deadwood's Physical and Visual Appearance." Deadwood Historic Preservation has made great strides to meet this goal through involvement in the implementation of numerous public projects, such as the new Deadwood Welcome Center, enhancements to a number of city parks, wrapping of utility boxes with historical town imagery, development of new wayfinding signage, and Whitewood Creek trail and access improvements. These projects have undoubtedly made a positive impact on the appearance of the city and enhanced the quality of life in Deadwood.

Deadwood Historic Preservation has also been central to the success of a number of private projects. In 2011, with funding from Historic Preservation, the historic Homestake Slime Plant underwent a rehabilitation and adaptive reuse becoming the Deadwood Mountain Grand. Other recent projects include the rehabilitation of two hotels, the Pine View and Martin Mason Buildings. In addition, the development of the Historic Preservation Commission's Facade Easement Grant Program has helped restore a number of facades along Main Street.



COMMUNITY WISH LIST

- Maintain Historic Look and Feel
- Modern Amenities
- More History on Main Street
- More Interpretation of Historic Buildings
- Brothel Museum
- Historic Facade on CenturyLink Building
- Restore Vacant Buildings Between Main Street & Cadillac Jack's
- More Programs to Help Locals Repair Homes
- Protect National Historic Landmark Designation
- Facade Restoration
- Support the 100th Anniversary Celebration of Mount Roosevelt

LANDMARK DESIGNATION

The entire City of Deadwood was declared a National Historic Landmark on July 4, 1961. Throughout the public input process, participants cited the importance of this designation and a desire to protect it. Although there are no known threats at this time, it is important that the city continue to prioritize preservation efforts and adhere to state and national historic preservation regulations in order to ensure the longevity of Deadwood's landmark status. City ordinances and the Historic Preservation Office in Deadwood already have several regulations and resources in place aimed at this effort. Some additional ways the City might assist with this would be to develop an architectural salvage to assist property owners in locating period-appropriate items for restoration and rehabilitation projects, and, in addition to taking into consideration the effects other capital improvement projects will have on historic preservation efforts, directly including historic preservation projects in Deadwood's Capital Improvement Program (CIP) planning.

INCENTIVES & EDUCATION

Deadwood Historic Preservation's grant and loan programs are the envy of many surrounding communities. Residents, business owners, and visitors alike see the value in providing dedicated funding to assist with the rehabilitation and restoration of historic structures. Existing assistance programs can help property owners with a variety of improvements, including repairing foundations, replacing siding, wood windows and doors, and renovating commercial facades. Programs also exist for exterior paint, life and safety issues, and retaining wall repairs. While these programs are regularly utilized, there are still many properties in Deadwood in need of repairs, and the need for additional resources like these was often brought up during the public input process.

The City should continue using existing incentive programs in its on-going preservation efforts and partnerships, and, at the same time, also explore new strategies for assisting property owners. In particular, adaptive reuse and preservation strategies could be used to help alleviate Deadwood's housing needs, such as the conversion of upper story spaces on Main Street into living units discussed in the Housing plan element. Asking property owners more specifically about their current needs may also offer some direction for creating new strategies and incentives.

The interpretation of historic resources in Deadwood also offers some opportunity for strengthening historic preservation efforts as the more people know about and understand the significance of historic resources, the more they tend to care about their preservation. Deadwood Historic Preservation is already working hard to tell the story of Deadwood and educate the public, though new ways of communicating information provide additional opportunities for expanding these efforts. A few ideas are discussed in the Economic Development plan element as part of effort to expand the tourism base. Other suggestions include tailoring education programs to locals to assist with renovation and restoration efforts of private property and incorporating historic interpretation into recreational programming. Changing technologies also provide new opportunities for educating the public and interpreting Deadwood's history, including the use of social media to share information with a wide audience and geographic information systems for making historical information readily and easily accessible online.

HERITAGE TOURISM

Heritage tourism is defined as traveling to experience places, artifacts, and activities that are authentic in their representation of the people and stories of the past. Heritage tourism is a growing industry and Deadwood is well-positioned to build upon its unique story to attract this market. In fact, according to the visitor survey results, nearly 57% of respondents stated that history was their primary reason for visiting Deadwood. Tourists visiting Deadwood are already offered a wide array of cultural activities: museums, historic sites, interpretation, and reenactments; however, building upon and expanding these options offers potential economic benefits and was the desire of many people who took part in the Comprehensive Plan public meetings. In order to identify what opportunities exist, development of a detailed heritage tourism plan is recommended. The creation and adoption of similar plans in other tourism-oriented communities has proven to be very beneficial for attracting more visitors, expanding the local tourism season, and enhancing visitor experiences, as well as improving the economic well-being of the community.

ACTION PLAN

Principles // Historic Preservation

- > Place historic preservation at the center of the city's community and economic development initiatives.
- > Assist private property owners through incentives and other resources for preserving, rehabilitating, and restoring historic structures.
- > Seek new ways to tell the story of Deadwood through education, interpretation, and events.
- > Maintain Deadwood's National Historic Landmark designation through the enforcement of city ordinances, prioritization of historic preservation in all city decision-making, and compliance with all state and national historic preservation guidelines.
- > Promote collaboration among city departments and with other community organizations to support historic preservation efforts.

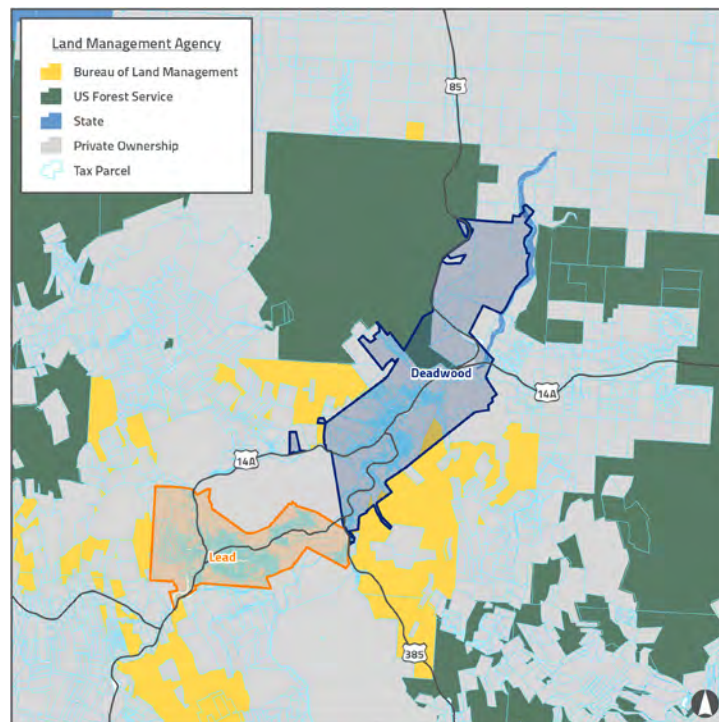
Strategies // Historic Preservation

1	Devote more resources to the City's Demolition by Neglect and Minimum Maintenance Requirements ordinances in order to avoid the deterioration of historic resources.
2	Develop a heritage tourism plan in order to help diversify the tourism base, strengthen product development, and market existing opportunities.
3	Continue to partner with the Deadwood-Lead Economic Development Corporation to utilize historic preservation incentives to attract and retain businesses.
4	Seek ways to incorporate interpretation of Deadwood's history and historic resources into recreational programming and visitor sites in Deadwood and related places in the Black Hills.
5	Explore adaptive reuse and preservation strategies to help alleviate Deadwood's housing needs.
6	Link historic information to a public Geographic Information System to provide a wide range of users easily accessible information about Deadwood's history.
7	Explore the development of an architectural salvage to assist property owners in restoration and rehabilitation projects.
8	Include historic preservation projects in Capital Improvement Program planning.
9	Continue to document the successes and resources of Deadwood Historic Preservation through social media.
10	Promote historic preservation educational opportunities that provide useful information for private property owners and appeal to variety of audiences, such as contractors, homeowners, and history enthusiasts.



LAND USE & GROWTH

Deadwood follows a traditional pattern of development with commercial corridors and nearby residential neighborhoods laid out along the gulches between the hills surrounding the city. As the relatively level areas of the city are largely developed, Deadwood's future growth is challenged by the surrounding steep and forested terrain and Federally-managed lands, which restrict a conventional pattern of contiguous outward growth. Thus, if Deadwood is to continue to grow, it must do so in an inward, upward, or discontinuously outward manner.



Growing inward or upward (i.e. infill development, adding additional floors onto non-historic buildings, and maximizing the use of existing land and buildings) helps keep the layout of a city compact and maximizes efficiencies of infrastructure, but potentially adds to the demand for already limited parking resources and changes the look of the community. Expanding outward may enable areas more suitable for development



COMMUNITY WISH LIST

- Preserve Historic Buildings and Character
- Preserve Natural Surroundings and Scenic Beauty
- Maintain Residential Neighborhoods
- Areas for Housing, Local Commercial, and Parking
- Redevelop Existing Buildings
- Maintain Balance Between Growth and Historic Preservation
- Annex More
- Don't Grow Too Much
- Protect the Aesthetics of Deadwood

to be identified, but ultimately adds to the costs for the municipality to provide city services and reduces the accessibility and walkability of the community. In any case, comprehensive planning affords an opportunity to consider the future land use and growth patterns in a broader manner, beyond individual development requests, to help ensure the future development of Deadwood occurs in a way that meets community needs and desires and also preserves Deadwood's National Historic Landmark status.

DEVELOPMENT NEEDS

Not surprisingly, the types of new development identified in the results of the community survey, echo other common themes in this Comprehensive Plan. "Residential" and "local commercial" tied as the top choice for over half of the survey

respondents, followed by "parking areas" and "preservation of existing natural areas/open space." Specific mention was also given to town square/plaza, grocery store, and repurposing of existing buildings. The least popular choices for needed development were "industrial" and "tourism-oriented commercial."

As for future development and construction activities, community survey respondents cited "preservation of historic character" as being the most important, followed by "building attractiveness." Hence, maintaining and promoting an aesthetically-pleasing and authentic look to Deadwood is a top priority in the community that was revealed not only by the community survey, but all throughout the community engagement process.

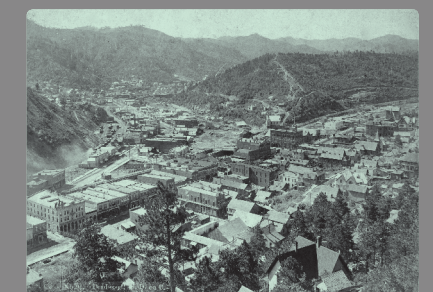
Early Development in Deadwood:



1876



1888



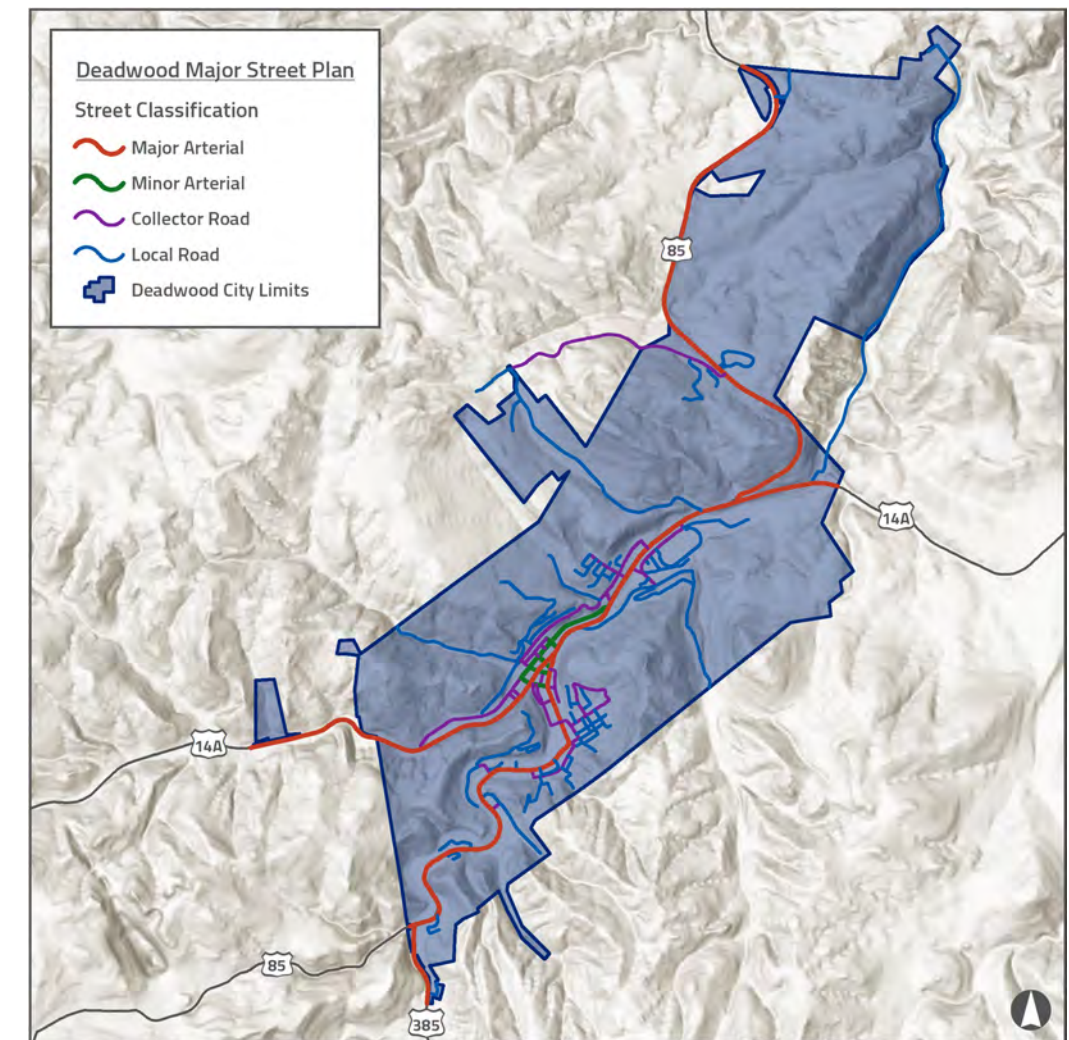
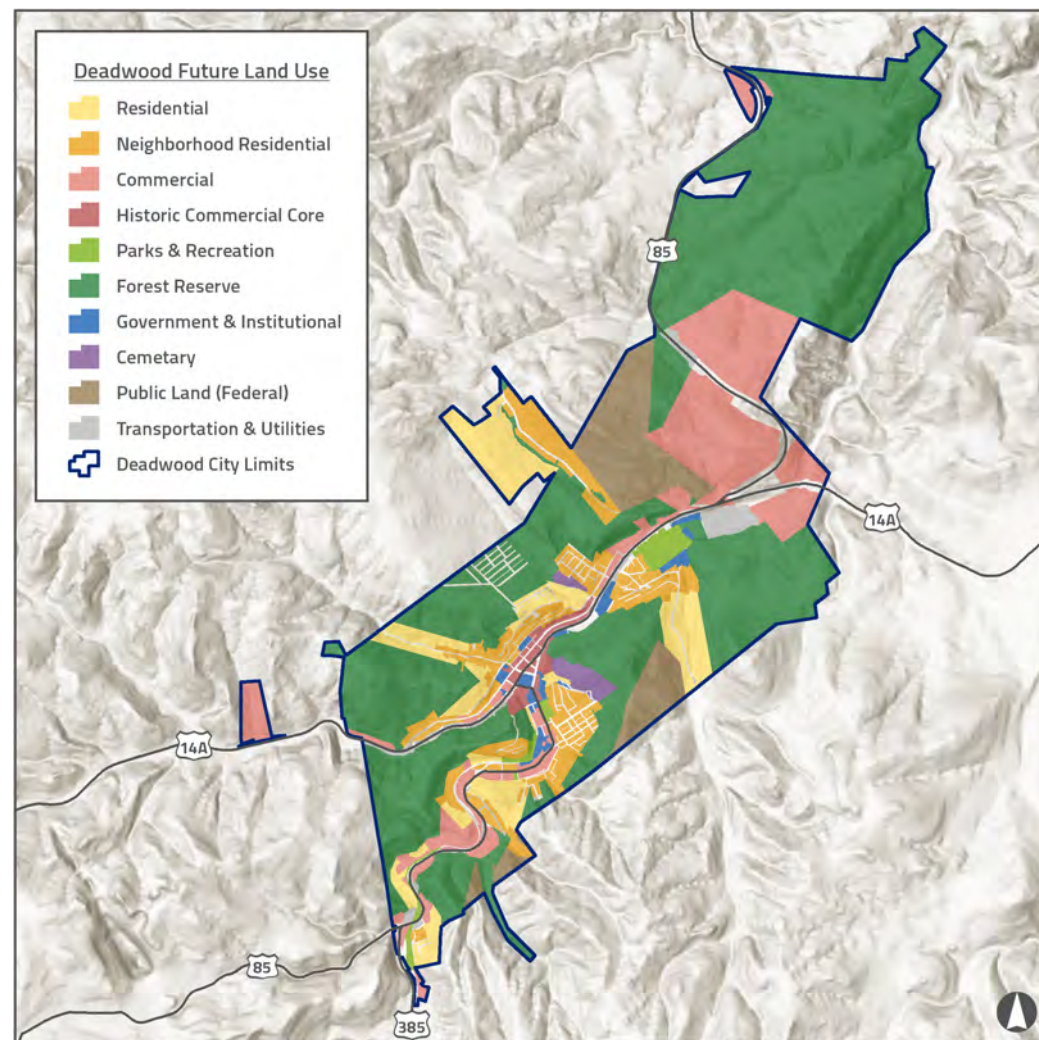
Circa 1890s

FUTURE LAND USE MAP & MAJOR STREET PLAN

A tool that can be used to help meet future development needs in way that is consistent with community needs and desires is the creation of a future land use map that provides a generalized overview of the intended uses and density of development in Deadwood. The future land use map may not reflect land uses as they exist today, but rather acts as a guide for decision-making for future zoning and development requests. The future land use map shown here takes into consideration existing land uses, development needs, demographics, physical constraints, and

future opportunities. An explanation of the future land use categories, along with a larger map, can be found in Appendix A.

The future land use map is complemented by a major street plan map that designates street classifications for planning purposes. This helps to ensure that the uses designated in the future land use map will be made accessible with a safe, adequate, and efficient transportation network, helping to contribute to the overall orderly development of the community. An explanation of the major street plan classifications, along with a larger map, can also be found in Appendix A.



ANNEXATION

The 2001 Deadwood Comprehensive Plan included an annexation growth boundary map that was intended to act as guidance for lands the City of Deadwood should proactively seek to annex in order to provide land for development and to protect important scenic and historic resources. This annexation growth boundary included several sections of land primarily east and north of Deadwood, including the Frawley Ranch National Historic Landmark District near Interstate 90, that would roughly quadruple the size of Deadwood. As it stands today, a portion of the area surrounding Interstate 90 prescribed for annexation has since

been incorporated into the city limits of Spearfish and only a very small portion of this annexation growth boundary has been annexed into the city limits of Deadwood since 2001. Recent annexations into Deadwood consist of the newly developed Stage Run Subdivision and the “Dunbar” property located north of Tatanka: Story of the Bison and east of Highway 85 on the north end of Deadwood. On-going discussion about annexation in the community typically includes the area further north along Highway 85 toward Spearfish, in order to provide land more suitable for housing development, and the areas to the east in Boulder Canyon where housing already exists.

Many factors play a role in a municipality deciding to annex land into their city limits, so although it is worthwhile to consider which direction and how much a community might grow in the foreseeable future, it is perhaps difficult to set an exact boundary. Rather than create a boundary map for annexation, it is recommended that the City of Deadwood take into consideration the specific situational factors and principles of this Comprehensive Plan to determine the appropriateness of future annexation requests on an individual basis.

To further aid decision-making involving annexation, Deadwood may also consider conducting an annexation study involving the creation of a conceptual growth map for the area, as well as the adoption of annexation guidelines the City of Deadwood can use to uniformly judge the merits of individual annexation requests. Additionally, to prevent conflicts with surrounding communities and their plans for expansion, it would also be advisable for Deadwood to coordinate with Lead, Spearfish, and Lawrence County on a regional annexation plan to help ensure that future growth and development in the area is well thought out and in the best interest of all entities involved.

The need for additional housing in Deadwood is the obvious driving force for additional land to be annexed into Deadwood as there is limited suitable land for housing development within the current city limits. While annexation does potentially offer one solution, it is important to also consider the demands it creates for water and sewer infrastructure, road maintenance, snow removal, park and recreation facilities, emergency services, and other services. Low-density sprawling development, in particular, can lead to potentially expensive city expenditures that property tax revenues may not cover. Further, new housing development tends to be costly due to the expenses associated with installing infrastructure and building materials, so the new housing units constructed may not be readily affordable for someone working in one of Deadwood's largest industries (accommodation and food services and

arts, entertainment, and recreation). Accordingly, the City of Deadwood should take a long-range view of city costs when considering annexing land and work closely with developers to ensure that a variety of housing types at a range of price points are included in any new housing developments.

The City of Deadwood should work closely with developers to ensure that a variety of housing types at a range of price points are included in any new housing developments.

REDEVELOPMENT

Redeveloping existing buildings and spaces in Deadwood also offers a solution for meeting community needs for additional housing, local commercial, parking areas, and community facilities. Some suggestions provided during the community engagement process included the permitting of housing units on the upper floors of commercial buildings, removing the Deadwood Pavilion to create additional parking, constructing another level onto the Main Street parking garage, development of a downtown gathering space, and adding more retail on Main Street. Additionally, a proactive approach might be to identify vacant properties and work with property owners to redevelop or develop their properties within city limits, known as infill development. Any redevelopment effort will require hard work, cooperation, and some creative problem solving, but maximizing the use of existing resources can ultimately help the city operate more efficiently, save money, preserve historic structures, and meet community needs to create a better Deadwood.

NEIGHBORHOODS

Somewhat unique to Deadwood is the delineation of named residential neighborhoods and active involvement of neighborhood block clubs. There are currently eight (8) neighborhood block clubs: Burnham, Library, Peck Gardens, Presidential, Rodeo Grounds, Stage Run, Survivor's Ridge/McGovern Hill, and Upper Main. Some of these consist of historic neighborhoods with older homes from the turn of the 20th century, like Burnham and Presidential, while others represent newer housing subdivisions, like Stage Run. Living in a neighborhood and belonging to a block club can help make residents feel more connected, bolster community pride, and help make Deadwood a better place to live.

Block clubs can help make residents feel more connected, bolster community pride, and make Deadwood a better place to live.

The City of Deadwood has supported neighborhood block clubs in the past and this should be continued to further aid in Deadwood's efforts at becoming a more livable community. In particular, as new housing is developed in and around Deadwood, the City should encourage the formation of new neighborhood block clubs or incorporation into existing block clubs, where appropriate. Also, the City should consider installing decorative signage in each of the established neighborhoods to help strengthen their identities and sense of place. This has already been done in at least one neighborhood (Rodeo Grounds), but it seems fitting for all of the neighborhoods to have welcoming and decorative signage. Lastly, by designating Deadwood's neighborhoods as "neighborhood residential" on the future land use map and ensuring future

development is in compliance with such, the residential nature and integrity of Deadwood's neighborhoods will be reinforced and protected.

PRESERVATION OF HISTORIC & NATURAL RESOURCES

A common theme regularly expressed by community members throughout the community engagement process was for the historic and natural resources of Deadwood to be preserved, particularly its historic structures and scenic setting in the Black Hills. Many of the principles included in this Comprehensive Plan are aimed at doing just that, but it's worthy of notation in this section because land use and growth can have some of the most direct impacts on the aesthetics and preservation of resources in a community. The Historic Preservation plan element discusses the preservation of Deadwood's historic resources in detail, but preservation of Deadwood's natural resources are worthy of separate consideration as well.

The steep hillsides surrounding Deadwood and floodplain traversing Deadwood, which are deterrents for development, are also assets that help preserve the natural setting that makes Deadwood so special and beautiful. However, not all existing natural areas are exempt from the pressures of development so Deadwood may want to consider identifying areas of significant natural beauty, particularly those which contribute to Deadwood's historic viewshed, that would be undesirable for development or significant landscape change. Following identification of these areas, the City could then utilize methods, such as purchasing said properties, securing conservation easements, and/or adopting building restrictions that would help to preserve them in their natural state. Though perhaps a rather progressive approach, this would potentially also help to ensure the safety of the community by restricting development in physically challenging areas that could subject people and property to natural hazards like landslides, flooding, and forest fires, while also preserving the scenic beauty of Deadwood for the enjoyment of residents, visitors, and future generations to come.

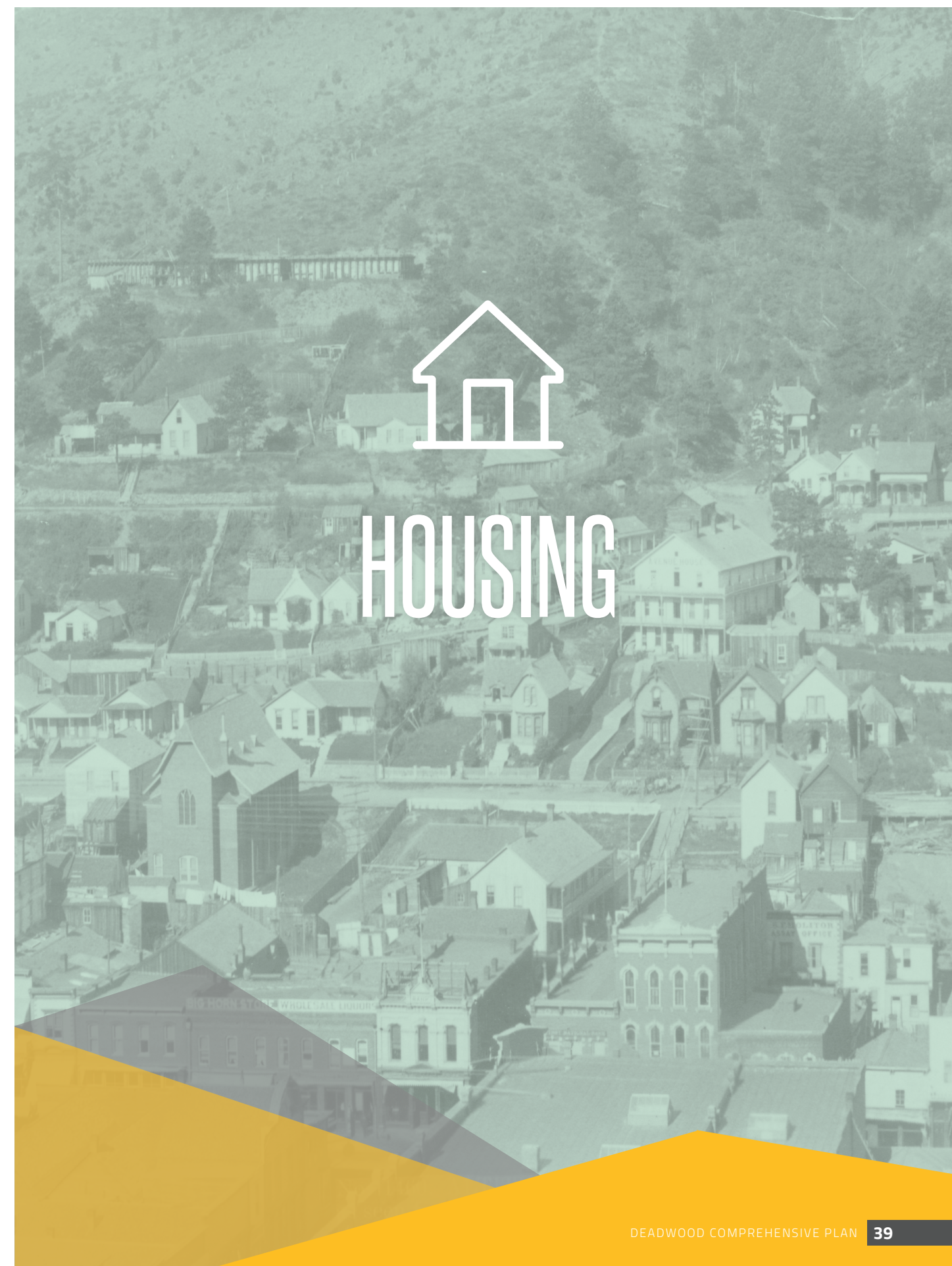
ACTION PLAN

Principles // Land Use & Growth

- > Prioritize the preservation of the historic resources and natural surroundings of Deadwood, which are central to its identity, in all decision-making.
- > Promote the development of desirable land uses in the community, including residential, local commercial, and parking areas to better meet local needs.
- > Encourage redevelopment of existing structures and property to maximize the use of existing resources within city limits.
- > Support an orderly and efficient pattern of growth that balances community needs for additional developable land with maintaining the small-town look and feel of Deadwood, as well as the needs of surrounding communities.
- > Continue to support neighborhood block clubs as a way to protect and strengthen the residential character of Deadwood.

Strategies // Land Use & Growth

1	Identify vacant and underutilized properties in Deadwood and work with property owners, as well as Historic Preservation, Deadwood-Lead Economic Development Corporation, and other local organizations, to redevelop existing structures and properties within Deadwood city limits.
2	Determine areas of significant natural beauty and meaning to the community and utilize appropriate methods for their preservation in order to protect the historic viewshed of Deadwood.
3	Work with developers to encourage new housing developments include a variety of housing types to meet the needs of Deadwood residents, while keeping the aesthetics of a small historic town in a natural forested setting.
4	Conduct an annexation study and develop a conceptual growth map for Deadwood, as well as consider the adoption of annexation guidelines or standards, to help determine the feasibility and appropriateness of future annexation requests and efforts.
5	Form new neighborhood block clubs as new housing is developed in Deadwood, or incorporate new housing areas into existing neighborhood block clubs.
6	Install decorative signage identifying each of Deadwood's neighborhoods.
7	Explore the formation of a regional annexation plan by partnering with surrounding communities and Lawrence County.
8	Utilize the Future Land Use and Major Street Plan maps to assist in future land use decision-making and to help ensure the preservation of historic resources and natural surroundings.



HOUSING

AFFORDABILITY, AVAILABILITY & QUALITY

Housing in Deadwood and Lead are linked due to the close proximity of the cities and the large number of people that live in Lead and work in Deadwood. As identified in the Deadwood/Lead Housing Study, median home prices were significantly less in Lead than in Deadwood from 2010 to 2015 when Lead's average median sale price for a home was approximately \$78,000, compared with \$127,500 for Deadwood.¹ Further, taking into consideration that the average annual wage for someone working in the leisure and hospitality industry, the largest employment sector for Lawrence County, was \$19,961 in 2014,¹ it is no surprise that living in Lead or elsewhere is the preferred option for many people who work in Deadwood.

In addition to affordability, there are also housing availability and quality issues in the Deadwood area. In 2016, the Deadwood-Lead Housing Taskforce issued a questionnaire regarding the state of housing in the area. Forty-two percent of survey respondents cited "quality of housing," 26% said "availability of housing," and 25% said "not enough options" kept them from considering living in the Lead/Deadwood/Central City area. In terms of housing types, the largest percentage of survey respondents said they would be interested in a newer home with three bedrooms and a two car garage.

As for concerns about housing quality, the age of the existing housing stock is likely a large contributing factor as nearly 60% of the homes in Deadwood were built prior to 1940. Older homes require on-going maintenance and often significant improvements to make them an attractive housing option. However, as the Deadwood-Lead Housing Study points out, existing housing units in Deadwood present opportunities for providing affordable housing as maintaining the existing housing stock is cheaper than replacing it, and so housing rehabilitation should be a priority for the city. In addition to the grants currently available from Deadwood Historic Preservation for restoring historic

¹ Source: Deadwood/Lead Housing Study (April 2016)



COMMUNITY WISH LIST

- **More Housing (of all types)**
- **Affordable¹ & Quality Housing**
- **Apartments/Multi-Family Housing Units**
- **Senior Housing (i.e. townhomes, assisted living facilities)**
- **Seasonal Housing (for workers)**
- **Renovated Historic Homes**
- **Better Regulation of Vacation Home Rentals**
- **Clean Up Residential Properties and Vacant Homes**

¹ The term "affordable housing" is intended to mean no more than 30% of gross income is spent on housing expenses.

residences, the housing study provides a number of other recommendations that should be utilized to rehabilitate older housing units in Deadwood, thereby improving their quality and attractiveness as housing options.

Regarding housing availability, the Deadwood/Lead Housing Study demonstrated a need for multiple rental and owner-occupied housing units of a variety of types to be constructed in the five years following the completion of the study in 2016. It was suggested that 72-82 rental units would be needed in Deadwood and Lead combined and 30-35 owner-occupied homes in Deadwood alone and 20-25 in Lead. If half of the rental units were constructed in Deadwood, this would equal over 15 rental units being constructed per year and 6-7 owner-occupied homes per year.

The number of housing units estimated to be needed in the next five years far exceeds the number of housing units that have been constructed in Deadwood in the recent past.

The number of housing units estimated to be needed in the next five years far exceeds the number of housing units that have been constructed in Deadwood in the recent past. From the year 2000 to 2015, 42 single-family homes and 11 townhome units were constructed for a total of 53 new housing units, or an average of just over 3.3 units per year. Notably, none of the 53 housing units constructed during this period

were rental units, though some rental units have since been constructed more recently in the Stage Run Subdivision. The Stage Run Subdivision, in the north part of Deadwood, is also where the majority of new single-family housing units have been built. It is anticipated that additional housing construction will occur here since the subdivision has not been fully built out as of 2018, though it will not be sufficient to meet the demand prescribed by the Deadwood/Lead Housing Study.

ADDRESSING HOUSING NEEDS

Based on the result of the Deadwood/Lead Housing Study, the Deadwood-Lead Economic Development Corporation (DLEDC) and other have been working to address housing needs. The DLEDC hosted a housing summit in 2017 to educate people about current housing conditions and opportunities in Deadwood and Lead. DLEDC has also identified several areas in and around Deadwood that could potentially be developed for housing, such as a second phase of Stage Run Subdivision, the Dunbar property located in an area that was recently annexed on the north side of Deadwood, and other tracts of land already within Deadwood city limits. There are challenges associated with the development of all of these properties, and so future progress is going to require many organizations and individuals to work together. The DLEDC is well-positioned to help form these partnerships.

Another potential location for the development of new housing units is in the upper floors of the historic buildings on Main Street. This was identified in the 2001 Comprehensive Plan, and the possibility was more recently explored by School of Architecture students from South Dakota State University as part of the Main Street Initiative Economic Initiatives Project. The students utilized laser scanning technology and took photographs and measurements of buildings in August 2017 and then spent several months coming up with ideas and drawing design concepts for how the vacant spaces could be utilized to meet housing and other

needs in Deadwood. While the student projects are done, much more work and resources are needed in order to turn their ideas into reality. Nonetheless, creating housing units on the upper floors of buildings along Main Street shows promise and is worthy pursuit for addressing housing needs in Deadwood, with the added benefit of not requiring additional infrastructure to be installed, as is often the case with new housing developments.

Throughout the community engagement portion of this comprehensive planning process, there was a lot of discussion about housing and what citizens desired, which largely included a need for more housing, affordable housing, different types of housing (i.e. apartments, townhomes, housing for seniors and seasonal workers), quality housing, renovating older homes, and preserving the historic look of Deadwood’s neighborhoods.

¹ Sources: Deadwood/Lead Housing Study (April 2016) and Deadwood-Lead Housing Taskforce Questionnaire

Other popular items of discussion revolved around better regulating and possibly reducing the number of vacation home rentals, providing good jobs that can support a house payment, and cleaning up residential properties by enforcing the nuisance ordinance.

Working on the housing issues discussed here and in the Deadwood/Lead Housing Study is vital for providing adequate housing and creating additional housing stock that meets the needs of individuals and families, which is at the very core of making Deadwood an attractive community for raising a family and spending a lifetime. Thus, much attention has been given to the topic of housing for this purpose, and this is an area in which Deadwood will need to focus its attention in the near future if the housing situation in Deadwood is to change for the better.¹

Housing Types in Deadwood:



Historic Homes



Multi-family Apartments



Second Floor Living Units on Main Street (Potential)

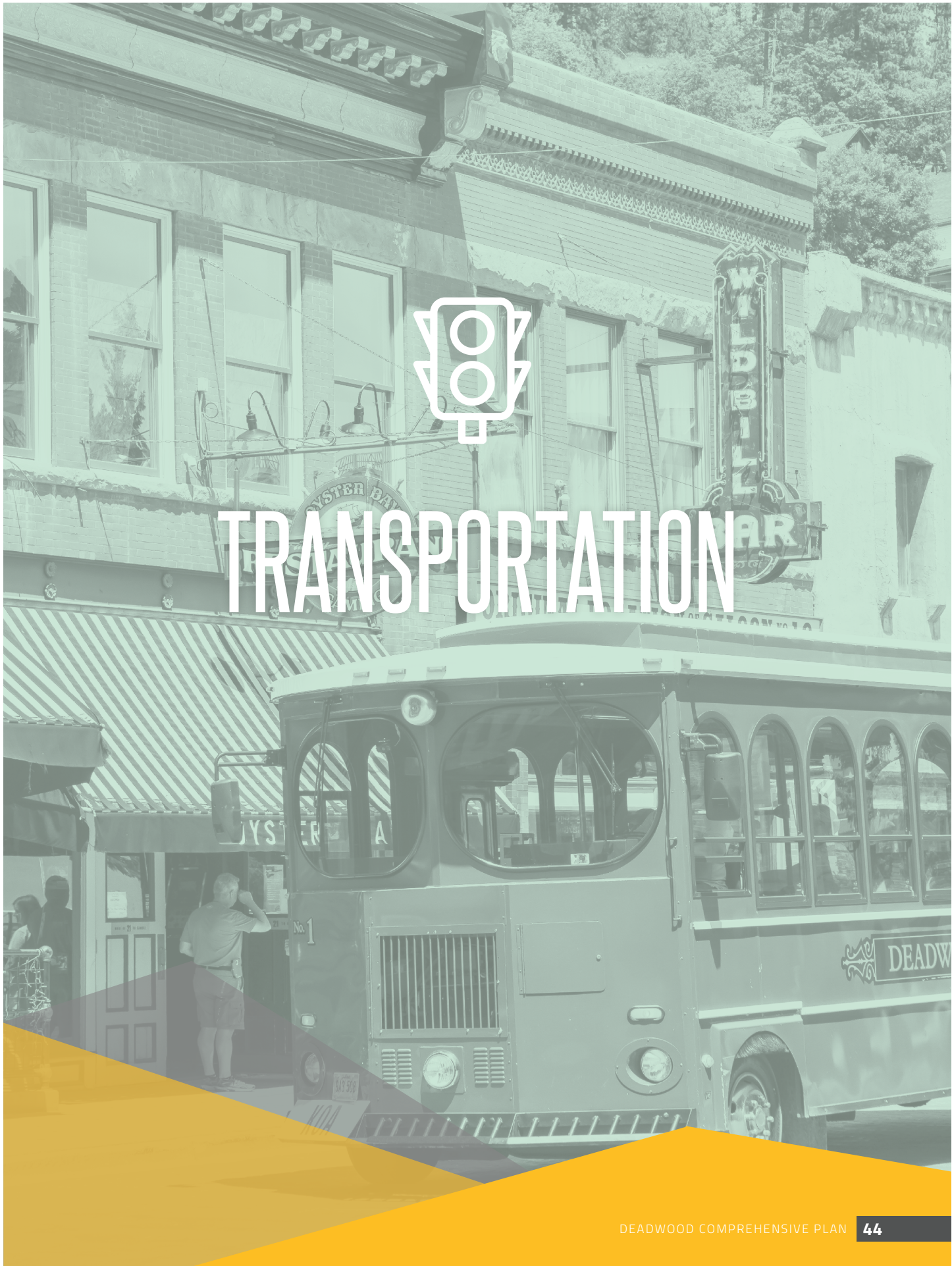
ACTION PLAN

Principles // Housing

- > Improve the availability of housing for all income levels, making it possible for more people to both live and work in Deadwood.
- > Encourage the development of a variety of housing types to better meet the needs of individuals throughout their lifetimes.
- > Continue to assist homeowners with rehabilitation and maintenance efforts to ensure historic structures are preserved.
- > Protect the integrity of all residential neighborhoods by working with property owners to adhere to city nuisance ordinances.
- > Prioritize the development of housing in growth and expansion plans to keep pace with commercial development.

Strategies // Housing

1	Create a new housing taskforce by partnering with the City of Lead, Deadwood-Lead Economic Development Corporation, other community organizations, companies, and individuals, or revitalize the Deadwood-Lead Housing Taskforce, to prioritize and implement the recommendations of the Deadwood/Lead Housing Study that are aimed at increasing the supply of rental and single-family housing units, expanding home ownership opportunities, and rehabilitating existing housing.
2	Dedicate additional resources to the enforcement of the vacation home rental and nuisance ordinances.
3	Work with downtown building and business owners to identify barriers and create solutions for developing housing in the vacant and underutilized spaces in historic buildings along Main Street and propose an amendment to the Zoning Ordinance to allow dwelling units on the upper floors of buildings as a use permitted by right in the C1 Commercial District.
4	Provide additional public education about the existing grant and loan programs available through Deadwood Historic Preservation for restoring historic residences and pursue opportunities for altering or expanding these programs to potentially better meet the needs of homeowners.
5	Evaluate the impact that new development and annexation requests will have on housing needs in Deadwood.



TRANSPORTATION

TRANSPORTATION ISSUES

The City of Deadwood is primarily laid out along Highway 14A, which is advantageous for providing access to the businesses and neighborhoods located on either side, but the highway also creates challenges by acting as a major barrier for pedestrians and allowing a high speed of travel through town. Another on-going issue in Deadwood is parking, particularly during large special events, which can bring thousands of people to town, creating a high demand for parking in close proximity to Main Street.

Highway 14A and parking issues were frequently identified during the community engagement process, along with expanding trolley service and improvements for pedestrians and bicyclists. The City of Deadwood has proactively been working to address many of these transportation issues, but there is still room for additional transportation improvements to better meet the needs of citizens and improve visitors' experiences.

PARKING

The results of the community survey and public input provided at community meetings indicated that more parking is needed in Deadwood. The construction of a parking garage on Broadway in the 1990s provided an additional 400 spaces close to Main Street and there are several other lots within walking distance of Main Street, yet as the number and size of special events in Deadwood continues to grow, so does the need for parking. There is limited land available to provide additional parking within the city, and so the options for addressing this are seemingly limited to building parking garages, shuttling people from more remote parking locations, and reducing the overall need for parking.

People also stated a preference for no parking meters in Deadwood, for cheaper or free parking for locals and employees, and for better parking enforcement in neighborhoods during special events. In particular, no fee parking at the Recreation Center and cheaper parking at



COMMUNITY WISH LIST

- Appropriate Highway Traffic Speeds
- Safer & ADA Compliant Pedestrian Crossings
- More & Accessible Pedestrian Infrastructure
- Make Main Street More Pedestrian-friendly
- Public Transportation between Lead, Central City, and Deadwood
- Public Transportation in Neighborhoods to Serve Local Residents
- Effective Parking Enforcement in Neighborhoods During Special Events
- More Parking
- Free or Cheaper Parking for Locals and Employees
- No Parking Meters

the parking garage on Broadway were popular suggestions. David Brooks, in his *Branding, Development & Marketing Action Plan*, also provided recommendations for improving the convenience and user-friendliness of parking for visitors, such as allowing parking meters to be paid for with a credit card.

Development of a parking management strategy by city staff is recommended to help identify solutions.

There are many factors involved in determining parking needs and fees. Further study of Deadwood's parking needs and development of a parking management strategy by city staff is recommended to help identify solutions for the city's parking issues that will presumably only intensify in the future if not acted on now.

PUBLIC TRANSPORTATION

Another very popular suggestion was expanding public transportation service to Lead and Central City, and to a lesser degree, into neighborhoods to provide a transportation alternative for residents. Doing so has the potential to provide a convenient transportation option for locals and the many people that live in Lead and commute to Deadwood, provide opportunities for economic development, particularly in Lead and Central City, and reduce traffic congestion and demand for parking in Deadwood. However, running a public transportation service is costly, and so an analysis of operational cost versus revenues from expected fares would need to be conducted before implemented. It may also be worthwhile to conduct a trial run of one of these expanded routes, for example, to Lead and back during a special event weekend, to gauge public interest and collect information about ridership and expenses.

¹ Source: https://www.cajournal.com/news/speed-limit-slowed-for-part-of-us-a-through-deadwood/article_07d7c266-62d3-11e8-979e-3f8a79850983.html

² Source: http://www.bhpioneer.com/local_news/deadwood-residents-oppose-dot-plans-to-remove-mckinley-street-traffic/article_0a60f478-555c-11e8-87de-5ff937cf8088.html

HIGHWAY 14A SAFETY

Slowing the speed of traffic along Highway 14A and improving the safety of pedestrian crossings across the highway, particularly in front of Cadillac Jack's and at the intersection of the highway with Wall and Lee Streets, were also priorities expressed by many citizens during the community engagement process. The City of Deadwood is currently petitioning the South Dakota Department of Transportation (DOT) to reduce the speed limit on Highway 85 throughout Deadwood, but, according to the DOT, traffic studies have shown that reducing the current speed limit of 35 mph may not be warranted.¹

The DOT has also proposed changes to traffic signals along Highway 14A that will occur alongside a highway construction project in 2019.² One such change would be the removal of the traffic light currently located at the intersection of McKinley Street and Highway 14A, which residents expressed their opposition to throughout the comprehensive planning process. Although the DOT's decisions and proposed changes may be unpopular with local residents, the DOT is bound to operational standards that may limit their ability to regulate highway traffic flows according to local preferences. Nonetheless, the City of Deadwood should continue working closely with the DOT to mitigate traffic speed concerns and improve the safety of pedestrian crossings along Highway 14A.

PEDESTRIAN CROSSINGS

Pedestrian crossings are vital for keeping a community safe and connected, and citizens also brought up concerns about two other non-highway intersections that are known to be problematic for pedestrians: the intersections of Main and Shine Streets and Pine and Sherman Streets. Currently, there is a traffic light at the intersection of Main and Shine, but no pedestrian crossing light. Safety problems at this intersection are compounded by the fact that Shine Street to the west of Main Street and Deadwood Street to the east of Main Street are not perfectly aligned. While no perfect solution exists, this intersection

may benefit from different or additional signage, raising the crosswalks, or timing the street light to restrict vehicles and allow only pedestrian movement for certain periods. The development of a community gathering space or town square in the vicinity of this intersection, as discussed in the Economic Development plan element, has also been proposed for helping to alleviate this issue by aligning Shine and Deadwood Streets.

At the Pine and Sherman Street intersection, there are pedestrian signals, but this street light is often in blinking mode to act as a four-way stop rather than a traditional traffic light, making the pedestrian signals non-operational, and there is also an odd alignment to how the streets converge here. Improving safety at this intersection could potentially be enhanced with additional signage or buttons for pedestrians to push to activate blinking lights in order to warn vehicles of their presence.

PEDESTRIAN INFRASTRUCTURE

The results of the community survey and input gathered at community meetings also revealed preferences for more pedestrian infrastructure to be installed in Deadwood and for all infrastructure

to be designed to be accessible for people with disabilities or limited mobility. Some suggestions include installing a sidewalk to the Broken Boot Mine and along Charles Street out to Pluma, closing Main Street to vehicle traffic and making it a pedestrian-only area, and adding more crosswalks and walking or biking trails throughout town.

Improving the pedestrian-friendliness and accessibility of a community has many potential benefits, such as making a community more inclusive, affordable, healthier, and safer, as well as the added benefit of reducing the number of parking spaces needed. While all highly desirable, the difficulty in creating a more pedestrian-friendly community often lies in having funding available for adding or improving pedestrian infrastructure. In Deadwood's case, the addition of sidewalks and other pedestrian improvements is further complicated by the narrowness of many of its rights-of-way and steep topography. Regardless, Deadwood has already made progress in this area, like with the Whitewood Creek Trail, and the inclusion of pedestrian infrastructure should be considered for all private and public development projects going forward.

Identified Transportation Needs in Deadwood:



Public Transportation to Neighborhoods and Lead



Safer Pedestrian Crossing at Main and Shine Streets



Better Parking Management

ACTION PLAN

Principles // Transportation

- > Improve the parking situation in Deadwood to meet the needs of locals and create a more welcoming environment for visitors.
- > Work to ensure Highway 14A is a safe and efficient road corridor in order to maintain the safety of the community.
- > Provide alternative transportation options for local residents and for connecting to Lead and Central City with a public transportation service.
- > Promote pedestrian-friendly design in all new development projects and prioritize improvements to existing sidewalks and trails to help create a more complete pedestrian network.

Strategies // Transportation

1	Develop and implement a parking management strategy that addresses existing parking needs, how and where the needs should be met, and appropriate parking fees in order to meet both current and future parking needs in Deadwood.
2	Explore options and research best practices for improving pedestrian safety at the Main and Shine Street and Pine and Sherman Street intersections.
3	Continue to work with the South Dakota Department of Transportation on citizen concerns regarding the speed of traffic, location of traffic lights, and safety of pedestrian crossings on Highway 14A.
4	Identify existing high-priority pedestrian needs (i.e. sidewalks, crosswalks) in already developed areas of Deadwood and pursue funding for these projects.
5	Analyze the feasibility of establishing a public transportation service into local neighborhoods and to Lead and Central City.
6	Require pedestrian infrastructure that is appropriate for people of all abilities to be included in private and public development projects.



CITY FACILITIES & SERVICES

In addition to providing basic city services, like water, sewer, stormwater, and street maintenance, the City of Deadwood also owns and maintains a multitude of facilities, such as the Historic Adams House, Adams Museum, Homestake Adams Research and Cultural Center, Days of '76 Museum and Rodeo Complex, Main Street Parking Garage, and Visitor and Welcome Centers. Many of these services and facilities have been upgraded or created as a result of gaming revenues, which also go toward providing the annual financial support needed to maintain these services and facilities. While many of these services and facilities help meet the needs of residents and provide many benefits to them, throughout the community engagement process, participants regularly expressed their opinions about how many of the newer facilities have been aimed at making Deadwood more hospitable for visitors. As a result, more services and facilities for local residents are desired.

COMMUNITY & SENIOR CENTERS

Residents would especially like a community center and senior center to be established in Deadwood. Currently, the Deadwood Recreation Center does offer some space for teens and senior citizens to use, but the general consensus was that residents would like a separate, dedicated, and larger space to meet their needs. Since there is limited land available for development in Deadwood, it may be difficult to build a new community and/or senior center, particularly with adequate parking, but with some creative thinking it may be possible to fill this apparent void in the community with either a new facility or by utilizing space in an existing building. Further, the community center and senior center could be separate or potentially share a space, where, for example, seniors use it for activities during the day, the community uses it in the evenings and on weekends, and youth and teens could even use it during after school hours. A good location for such a facility may be a vacant or underutilized property along Charles Street in close proximity to the Lead-Deadwood Regional Hospital and Powerhouse



COMMUNITY WISH LIST

- Community Center
- Senior Center
- Curbside Recycling
- Main Street Improvements: Beautification and Public Art
- Increased Cell Phone Capacity During Events
- Eliminate the Deadwood Pavilion
- Improve the Library
- Make Community Safer - Fix Drug Problem
- Activities for Youth, Places for Teens to Hang Out, & Services for Seniors
- Work Together with Lead

Park due to its central location and availability of existing, nearby parking. Another option may be to locate it closer to Pluma and create a joint community center and/or senior center with Lead.

OTHER COMMUNITY SERVICES

Some of the services identified by residents as being needed in Deadwood included curb-side recycling, increased cellular capacity especially during large events, and more events for locals. While some of these are beyond the scope of services that the City normally provides, the City may be able to revise contracts or work with private companies and other organizations to expand these services. For instance, the City of Deadwood could expand their waste haulers agreement to include recycling, work with local cellular carriers to site new cellular facilities or bring in temporary cellular facilities during large events, and partner with the Deadwood Chamber of Commerce and Main Street Initiative Committee to host more community-focused events.

DEADWOOD PAVILION

One of the primary reasons the City of Deadwood embarked on this comprehensive planning process was to solicit public input about the Deadwood Pavilion, owned by the City of Deadwood and previously used for indoor events and as an office for the Deadwood Chamber of Commerce. Early on in the community engagement process, it became apparent that people were generally in favor of having this structure removed to create more parking or a better use of the site. In December 2017, the City Commission voted in favor of having the building demolished, and the building was subsequently razed in May/June of 2018. Discussion by the City Commission is currently on-going about what to do with the property, including a possible land exchange for the site of the Franklin Motor Lodge, further north on Main Street, in order to potentially develop a town square on this other site.

DEADWOOD LIBRARY

Built in 1905 with funding from the Carnegie Foundation, the Deadwood Public Library remains a beautiful historic building and an important pillar of the community. Even with the advancement of technology and greater availability of information online, libraries continue to play an important role in the community. During the community engagement process, mixed public input was received about the library, with some complimenting it and others expressing concerns about its operation and the services provided, including the lack of or content of current reading materials, undependable hours of operation, and lack of programming, particularly for children. Based on this feedback, it is clear that residents value the Deadwood Library and would like to utilize it more, but it may be beneficial for the City to initiate a survey of library patrons to determine their needs and opinions about the resources and services available to help ensure the library is best serving the public.

A survey of library patrons will help to determine current needs and opinions about available resources.

MAIN STREET IMPROVEMENTS

The focal point of Deadwood is its historic Main Street, and throughout the public engagement process participants had many suggestions for improving the look and feel of Main Street. Some ideas included adding more greenery and

Deadwood Community Facilities:



Days of '76 Rodeo Grounds



Deadwood 'Rec' Center



Deadwood Library

public art to Main Street, installing recycling bins, playing western-themed music, and making a better effort to clean up trash and cigarette stubs on the sidewalks, especially after large events. Roger Brooks, in his Branding, Development & Marketing Action Plan, also made several suggestions for making Main Street more inviting. This included things like adding flowers along the front of buildings, installing benches, ensuring business signage is clear, up-to-date, attractive, and pedestrian-oriented, and widening sidewalks to make room for outdoor dining areas.

The City of Deadwood is currently working on a Main Street Master Plan that will address some of these ideas on a large-scale, as well as other needs for infrastructure and related improvements. However, some of the smaller details that also play a role in the look and feel of Main Street, like the planting of flowers and clean-up efforts may not be covered by this Master Plan. As a result, it will be important for Deadwood to supplement this planning effort by continuing to support the efforts of the Beautification Committee and Main Street Initiative Committee to help make Main Street even more aesthetically pleasing and welcoming.

COMMUNITY SAFETY

While Deadwood is generally a safe community to live and visit, there has been an increase in the number of drug-related crimes in recent years. In 2017, felony drug arrests involving the possession and distribution of controlled substances (mainly methamphetamine) increased by 60% and overall

drug-related arrests increased by 64% compared to 2016. This increase followed another large increase in 2016 when there was an alarming 130% increase in felony drug arrests and a 46% increase in overall drug related offenses compared to 2015.¹

The presence of drugs in the community and their effects have not gone unnoticed, particularly by Lead-Deadwood High School students.

The presence of drugs in the community and their effects have not gone unnoticed, particularly by Lead-Deadwood High School students who cited the “drug problem” as one of their top dislikes about Deadwood. Combating drug-related issues is complex, but the City of Deadwood has already taken initial steps by providing funding for a drug investigator and additional full-time personnel for the Deadwood Police Department. Greatly reducing or eliminating drugs and related crime is vitally important for a community striving to become more family-friendly and so additional resources may still be necessary to provide for public safety and lessen the impacts of substance abuse in the community.

¹ Source: Deadwood Police Department's Annual Report for 2017

ACTION PLAN

Principles // City Facilities & Services

- > Continue to provide city services at a high level of quality to meet the needs of residents and businesses.
- > Consider the needs and wants of local residents when expanding city facilities in the future.
- > Work with private service providers to improve or expand services available in the community.
- > Ensure the preservation and maintenance of city-owned historic resources.
- > Improve the design and aesthetics of the public spaces on Main Street to make it more attractive and inviting for residents and visitors.
- > Proactively address current drug and related crime issues to ensure Deadwood will be a safe community for all to live and enjoy.

Strategies // City Facilities & Services

1	Support the Deadwood Beautification Committee and Main Street Initiative Committee to start implementing ideas and identifying other means for improving the look and feel of Main Street.
2	Work with the Deadwood Chamber of Commerce and Main Street Initiative Committee to host more and strengthen existing events for locals.
3	Explore options and locations for a potential new community center and/or senior center and seek or set-aside funding for such facilities to be constructed in the future.
4	Expand Deadwood's waste haulers agreement to include curb-side recycling in Deadwood and provide recycling bins on Main Street for visitor use.
5	Contact local cellular providers to work on siting new facilities in order to increase cellular capacity in Deadwood, particularly during large events.
6	Continue to support and provide needed resources for the Deadwood Police Department to address the recent increase in drug-related crimes and pursue funding and training opportunities to assist with this.
7	Survey library patrons to identify their needs in order to ensure the materials and programming at the library are relevant and accessible.



PARKS & RECREATION

PARKS & RECREATION

Quality park and recreation facilities help make a community more livable and improve the quality of life for residents. Deadwood, for its size, is fortunate to have many parks and recreation facilities, and, overall, about 75% of community survey respondents said they were very or somewhat satisfied with the city's parks and recreation facilities. In addition to city-owned parks and recreation facilities, residents and visitors are also afforded additional space to recreate in the hills and forests surrounding Deadwood, creating an abundance of opportunities for people to exercise and experience nature that is not commonly found in many communities.

MICKELSON TRAIL

Popular with residents and visitors alike is the Mickelson Trail, which runs 109 miles from Deadwood to Edgemont along an abandoned railroad line. With limited steep grades, the trail is accessible for all ages and abilities and provides opportunities for hiking, biking, horseback riding, and winter activities. While the Mickelson Trail is not a park facility managed by the City of Deadwood, it does provide one of the main recreational opportunities available in the community and is frequently utilized by residents. The Deadwood trailhead is also easily accessible, helping to attract many visitors to Deadwood and providing many economic benefits to the city. The importance of the Mickelson Trail to Deadwood cannot be overstated.

TRAIL DEVELOPMENT

As revealed during the community engagement process, there is great interest in developing additional trails for walking, hiking and biking in and around Deadwood,¹ both for the recreational opportunities they provide and the potential economic benefits. Some progress has already been made with the recent completion of the Homestake Trail, a multi-use hiking and biking trail connecting Deadwood and Lead along an abandoned Homestake Railroad grade. This effort was spearheaded by a trails

¹ Approximately 72% of community survey respondents said "some" or "lots more" trails should be developed.



COMMUNITY WISH LIST

- More Trails for Walking, Hiking, and Biking
- Connect Existing Trails, like Whitewood to Mickelson Trail
- Expand the Recreation Center
- More Youth and Senior Programming at the Rec Center
- Outside Community Gathering Space (i.e. town plaza or square)
- Dog Park(s)
- Ice Skating Rink
- Small Neighborhood Parks & Parklets on Main Street
- Clean up Whitewood Creek
- Second Bridge at Powerhouse Park

committee consisting of individuals and agencies in Deadwood and Lead under the direction of the non-profit Northern Hills Recreation Association and was supported by the City of Deadwood. This same trails committee continues to pursue other opportunities for creating and marketing trails in and around Deadwood and Lead.

The Whitewood Creek Trail, connecting the new Welcome Center to the Days of '76 Rodeo Complex and beyond, was recently completed in Deadwood. There is community interest to extend this trail further and/or connect it with the Mickelson Trail, along with continuing to clean up Whitewood Creek and making it suitable for fishing. Connecting trails, was also mentioned throughout the community engagement process as a way to extend trail routes and improve the connectivity of the community.

PARK AREAS & ACCESSIBILITY

Deadwood's existing park areas combined exceed the national average of 10.1 acres of parkland per 1,000 residents.¹ These parks are spread throughout town and offer a good variety of recreational opportunities, including playground equipment, sports fields, walking paths, and picnic areas. Many parks have been recently updated, like Martha Bullock Park. Some parks also offer opportunities for learning about Deadwood's past, such as at the recently completed Powerhouse and South Gateway Parks, making the city parks attractive places for residents and visitors alike.

As Deadwood continues to grow, it will be important to set aside areas for additional parks spaces to meet future needs.

Nevertheless, as Deadwood continues to grow and develop, it will be important to set aside areas for additional park spaces to meet future needs. This is particularly important in areas that are not adjacent to the core of Deadwood, where the majority of city parks are located. While what is considered accessible may not be the same for all individuals, it is recommended by several national organizations that every citizen residing in a city live within a 10-minute walk (or about a half-mile) of a park.² The existing residential areas in Deadwood all appear to meet or closely meet this standard for a person of average ability, with the exception of the newer Stage Run Subdivision. However, this would be a good goal for Deadwood to strive to meet as new housing subdivisions are developed to capture the health, social, environmental, economic, and aesthetic benefits that parks provide for the community, including making the community more family-friendly.

PARK IMPROVEMENTS

Other desires for improving park facilities in Deadwood include an outdoor community gathering space, dog parks, small neighborhood parks on existing vacant properties, parklets along Main Street, an ice skating rink, and adding a second bridge at Powerhouse Park. The most popular of these suggestions was an outdoor community gathering space, which was commonly referred to as a town square or plaza and included suggestions for an adaptable space able to host events and provide opportunities for residents and families to come together and recreate. The second most popular suggestion was a dog park (an area dedicated for dogs to play and exercise off-leash). A dog park is currently being developed at the "slag pile" on the northeast end of Deadwood along Highway 14A, which is a start to meeting this need.

¹ National Recreation and Park Association (<https://www.nrpa.org/publications-research/ParkMetrics/>)
² 10-Minute Walk Campaign (Trust for Public Land, National Recreation and Park Association, and Urban Land Institute)

DEADWOOD RECREATION CENTER

The Deadwood Recreation & Aquatics Center ("Rec Center") is a high-quality, well-loved facility in Deadwood. It provides unparalleled opportunities for recreation, health and fitness, social interaction, and learning. A renovation and expansion of the facility was completed in 2010, which refurbished the gymnasium and added exercise and weight training areas, a racquetball/squash court, and locker/shower rooms, as well as a new swimming pool and elevated walking track in the new addition.

When asked what additional programming people would like to see available at the Rec Center, programming for seniors and programming for youth were both at the top of the list. This

was also echoed throughout the community engagement process, along with several requests to expand the Rec Center. Although it is beyond the scope of this Comprehensive Plan to recommend specific programming for the Rec Center, the City of Deadwood should be encouraged to take into consideration the public's comments for programming needs, particularly as youth and seniors are two populations in Deadwood that feel underserved based on the input provided throughout the community engagement process. Further, although expansion of the Rec Center is unlikely at this time considering the recently completed improvements, usage of the existing facility and population growth should be continually monitored to see if additional equipment or facilities are warranted in the future.

A Few of the Many Recreation Opportunities in Deadwood:



Mickelson Trail



South Gateway Park



Methodist Memorial Park

ACTION PLAN

Principles // Parks & Recreation

- > Promote and support the development of more recreational trails in and around the city.
- > Seek out opportunities to connect existing and future trails to create an extended trail network.
- > Work to ensure all residents of Deadwood have walking access to a city park.
- > Create an outdoor space for residents to gather as a community and participate in events.
- > Plan for future park improvements to meet the identified needs of residents and provide additional recreational opportunities for families and visitors.
- > Maintain existing park and recreation facilities to enhance the quality of life for all residents and expand opportunities for youth and senior populations.

Strategies // Parks & Recreation

1	Pursue development of an outdoor public gathering space with opportunities for outdoor recreation and other park facilities identified by residents, such as dog park(s), an ice skating rink, small neighborhood parks, parklets on Main Street, and a second bridge at Powerhouse Park.
2	Continue to work with Federal land management agencies in and around Deadwood to identify opportunities and make plans for new trails to be developed or existing trails to be officially accepted as part of the respective agency's trail system.
3	Explore opportunities to better serve youth and senior populations, such as through programming at the Deadwood Recreation Center and the amenities available at park facilities.
4	Continue to be involved and support regional outdoor recreation organizations in order to develop and connect trails in the Deadwood/Lead area.
5	Create a parks master plan to identify potential sites for future park facilities, particularly in areas of new housing development, as well as possibilities for new trails and trail connections between existing developed trails.
6	Pursue grant and funding opportunities for trail and park development, such as the Recreational Trails Program and the Land and Water Conservation Fund through the South Dakota Game Fish and Parks, as well as other public and private funding opportunities.



ECONOMIC DEVELOPMENT

There is no doubt that the legalization of gaming in 1989 was a huge win for Deadwood. The city, surrounding communities, and the whole state have benefited from the development of gaming activities in Deadwood. However, today the city is facing new economic challenges, such as creating a more diversified industry mix, developing more locally-oriented retail and entertainment options, and capitalizing on local outdoor recreation opportunities and heritage tourism.

DIVERSIFICATION

Deadwood's primary industry sectors are accommodation and food services, and arts, entertainment, and recreation.¹ A focus on economic diversification will make Deadwood more resilient to downturns in these industries and establish a more sustainable cycle of economic activity where business growth in one sector helps to support growth in others. Although Deadwood's two largest industries are likely to remain prominent due to the prevalence of gaming and entertainment establishments in the community, greater diversification should be an ongoing goal for the community to help improve the health of the local economy and improve the availability of retail and service options for local residents.

JOB CREATION

The results of the community survey clearly indicated a desire for more and better job opportunities in Deadwood, along with diversifying the economy and attracting new businesses to Deadwood. People specifically stated their preference for better-paying and professional jobs in Deadwood. For the general types of new businesses people would prefer, survey respondents chose commercial/retail, entertainment, and agricultural as their top three. Manufacturing and industrial, office space, and tourism-oriented (i.e. hotels/motels, gambling establishments) were the least preferred. Based on these results, it is no surprise that a grocery store, movie theatre, and bowling alley were commonly listed as specific businesses people would like to have in Deadwood. Also popular were recreation-oriented businesses that attract visitors to stay longer in Deadwood and businesses that create good-paying jobs.

¹ Sources: Emsi Economy Overview for Deadwood, SD - Q4 2016 Data Set



COMMUNITY WISH LIST

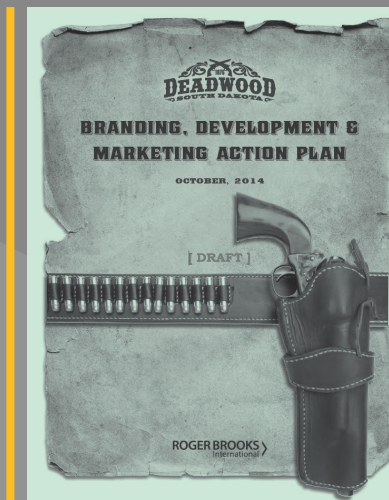
- More Retail for Locals
- More and Better-Paying Jobs
- Diversified Economy not so Dependent on Gaming
- Family-Friendly Tourism
- New & Different Businesses
- Bring History Alive for Visitors
- More Retail on Main Street
- Provide More for Visitors To Do & More Promotion of What Already Exists
- Downtown Gathering Space(s)
- More Parking During Special Events
- Combine Efforts with Lead

The City of Deadwood can help in job creation efforts through its partnership with the Deadwood-Lead Economic Development Corporation and Deadwood Chamber of Commerce, partnering with the City of Lead, and offering economic incentives for new or expanding businesses (i.e. tax abatements, subsidizations, and tax increment financing districts). A more indirect way to improve the economy, but perhaps just as effective, is to address some of the other issues identified in this Comprehensive Plan, like housing, parking, and infrastructure needs, in order to help make Deadwood a more attractive community for businesses to locate and employees to live.

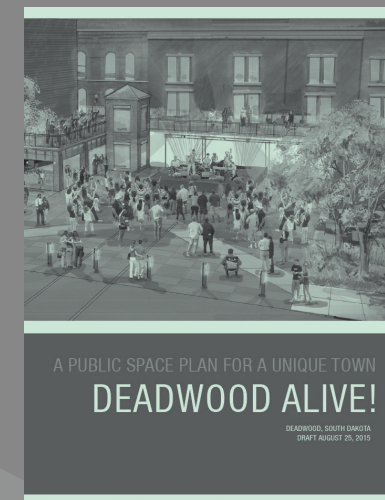
TOURISM

The results of the Visitor Survey, conducted as part of the community engagement process, provided a good snapshot of why people visit Deadwood and their perceptions of the city. Over half of the survey respondents said they primarily visited Deadwood for the history of the area, while just under 3% of visitors selected gambling activities and a little over 1% chose dining and/or lodging as their main purpose. Conversely, when asked what other activities people participated in while visiting Deadwood, about 57% said dining and/or lodging and 33% chose gambling

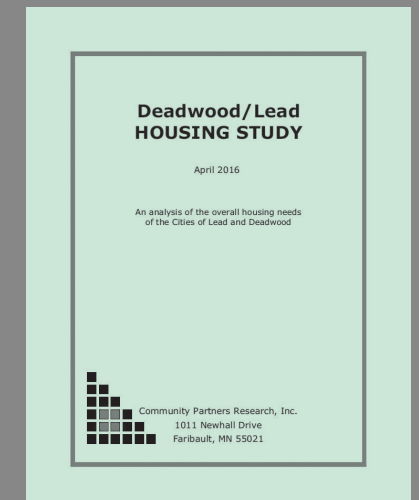
Other Plans in Support of Deadwood Economic Development Efforts:



Branding, Development & Marketing Action Plan - Roger Brooks International, Inc. (2014)



A Public Space Plan for a Unique Town: Deadwood Alive! - Various Consultants (2015)



Deadwood/Lead Housing Study - Community Partners Research, Inc. (2016)

activities. Thus, based on these survey results, the primary driver for tourism in Deadwood appears to be its history, but while in Deadwood, people are also likely to eat, stay, and/or gamble. This is good news as Deadwood can capitalize on its already existing historic resources to develop more attractions for visitors.

Some worthwhile suggestions from the community engagement process for telling the history of Deadwood included a historic walking tour, information plaques on historic buildings downtown, and museums dedicated to Chinatown and the role of Chinese immigrants in Deadwood's history and/or the brothels that existed for much of Deadwood's past. People also suggested bringing Deadwood's history alive by presenting it in unique and interesting ways that people can identify and connect with. The Main Street Shootouts by the Deadwood Alive Gunslingers during the summer months is a good example of this, and Deadwood should seek out other opportunities for giving visitors a uniquely "Deadwood" and Wild West experience.

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There are other opportunities for expanding tourism in Deadwood beyond gaming and history, helping to make Deadwood more appealing to a variety of visitors and a family-friendly destination. One such area is retail, since shopping is known to be a driving force for people to travel to a given destination. While some retail exists on Main Street, it is primarily limited to gift shops and convenience items, with the recent addition of a few specialty shops selling local products. According to participants in the community engagement process, as well as Roger Brooks, a missed opportunity in Deadwood is offering visitors

more unique, authentic and high-end retail and shopping experiences, like western art, antiques, a regular farmer's or outdoor market, theme-related businesses (i.e. blacksmith, leather work), and other items made by local craftspeople and artisans. As businesses transition on Main Street, there may be a good opportunity to establish some new retail shops that complement Deadwood's history and the existing gaming establishments.

Another area in need of further consideration is the development of additional family-friendly, and non-gaming activities. Outdoor recreation is already somewhat of a draw, but would benefit from additional promotion and further trail development. In fact, the outdoor recreation economy in the U.S. is growing faster than the overall economy and accounted for 2% of the U.S. gross domestic product in 2016 (\$374 billion).¹ As such, Deadwood would be wise to capitalize on this trend. Some other ideas brought forth during the community engagement process, included an escape room, video game lounge, brewery, and, in general, family-friendly entertainment.

Roger Brooks, in his *Branding, Development & Marketing Action Plan*, also provided a plethora of suggestions for improving visitor experiences and diversifying the local economy. Work has progressed on several of his recommendations and continues on others. However, since some time has passed since the development of this plan, it would be wise to reevaluate the recommendations provided and then prioritize and make adjustments based on the current needs of the community.

DOWNTOWN GATHERING SPACE(S)

Outdoor community gathering spaces have also been suggested as a tool for economic development in order to jointly provide a public space for events, entertainment, and new ways to recreate that will attract more people to downtown Deadwood and boost economic activity. The development of such a public space, commonly called a town square or plaza, has proven effective in many other communities, including nearby Main Street Square in Rapid City and Harley-Davidson Plaza Rally Point in Sturgis.

The 2015 *Deadwood Alive! Plan* identified a "String of Crystals" along the main corridor of Deadwood (Highway 14A & Main Street) that included two main potential sites for developing downtown gathering and event spaces: the CenturyLink Site located at Main and Gold Streets and the Silverado Site located across from the Franklin Hotel at the intersection of Main and Deadwood Streets. The former CenturyLink site is referred to as "Outlaw Square" and the latter Silverado Site as "Deadwood Commons." The overall preliminary design of both of these sites was intended to provide a space for events, entertainment, and activities, as well as places for visitors and residents to gather in the heart of Deadwood. The Deadwood Commons site also aligns Shine and Deadwood Streets to eliminate the pedestrian hazard discussed in the Transportation section.

A downtown gathering space was the top choice of community survey respondents when asked what is needed to make Deadwood even better.

A downtown gathering space was the top choice of community survey respondents when asked what is needed to make Deadwood even better. There was an overwhelming amount of positive public support for the creation of at least one, and often two, downtown gathering space(s) throughout the community engagement process. Thus, with the community's support, it seems appropriate for the City of Deadwood to continue to explore the feasibility of a public/community gathering space. This will require additional design work and official site selection as the *Deadwood Alive! Plan* was purely conceptual, in addition to dedication of a funding mechanism for construction. The City of Deadwood should also take into consideration the ongoing operation and maintenance costs that will be needed to ensure the long-term success of such a space.

SPECIAL EVENTS

Deadwood hosts several large special events each year, like the always popular *Kool Deadwood Nites* and *Deadweird Halloween* party, that bring thousands of people to town for the purpose of boosting the local economy. These events, while beneficial to the economy, also greatly impact local residents and business owners. An effort was made within the community survey to gather public opinions about parking, location of events, street closures, and sale of alcohol.

In terms of parking, 34% of community survey respondents rated this fair, 45% poor and only 20% rated it good or excellent. Many people stated that both more parking and convenient parking is needed during special events.

As for location of events, the majority of the special events take place on Main Street in Deadwood, but the Days of '76 Rodeo Grounds was recently converted to a complex that is also capable of hosting large events. Seventy-five percent (75%) of community survey respondents rated the existing location of special events as excellent or good. Some of the open-ended comments suggested moving more events to the Day's of '76 Event Complex, but most were in favor of leaving events on Main Street due to the proximity to downtown businesses.

Seventy-three percent (73%) of community survey respondents said street closures during special events were excellent or good with only a few negative comments about this practice.

Lastly, 62% rated the sale of alcohol as excellent or good with another 18% rating it as fair and 14% as poor. Interestingly, based on the open-ended comments in the community survey, it seems some people rated this poorly as a result of there being too much alcohol sold during special events, while several others wanted the open hours expanded to 24 hours per day, 7 days per week.

Based on these results, it seems parking is the main challenge related to special events and improvements or changes in the location and availability of parking are most needed.

¹ Source: U.S. Department of Commerce Bureau of Economic Analysis (<https://www.bea.gov/news releases/industry/orsa/2018/pdf/orsa0218.pdf>)

ACTION PLAN

Principles // Economic Development

- > Seek to create a more diversified local economy.
- > Encourage businesses, particularly those which match Deadwood's historic theme, to locate and expand in Deadwood.
- > Continue to focus on heritage tourism and develop the local economy based on Deadwood's history and historic resources.
- > Encourage the development of a downtown gathering space.
- > Address parking issues during special events.

Strategies // Economic Development

1	Progress with plans for the design and development of a downtown gathering space.
2	Work with the Deadwood Chamber of Commerce and other local tourism groups to promote family-friendly attractions, outdoor recreation, and opportunities to experience history in Deadwood, as well as partner with Lead to promote regional tourism.
3	Encourage Deadwood Historic Preservation to expand interpretation efforts in order to provide more opportunities for visitors to learn about and experience Deadwood's history.
4	Address community needs for housing, parking, and infrastructure (discussed in other plan element sections) that help support business and jobs development.
5	Implement a parking management strategy that includes consideration of parking needs during special events in Deadwood, as described in the Transportation plan element section.
6	Share community information related to economic development with local organizations (i.e. Deadwood-Lead Economic Development Corporation, Deadwood Chamber of Commerce, Main Street Initiative, etc.) so they can align their efforts accordingly.
7	Continue implementing the many recommendations of Roger Brooks's Branding, Development, & Marketing Action Plan and review and amend those recommendations as necessary.
8	Explore options for expanding public financing tools and incentives to support new business and jobs growth.



DISASTER PREVENTION & MITIGATION

All communities today must be prepared for hazards and disasters, both natural and human-caused, and Deadwood is no exception. While preventing disasters altogether is preferable, not all are preventable, and so it is necessary to be prepared for when disasters do occur. Planning efforts can go a long way to mitigate the impacts disasters cause by ensuring resources are in place to react in a safe and efficient manner, thereby eliminating or reducing the severity of negative impacts and helping to protect the community's human, natural, and financial resources, as well as its built environment.

In Deadwood, the primary disaster threats include fires (structural and wild), floods, extreme weather events, and, in today's world, human acts of violence. The corresponding impacts of these include potential harm or damage to people, property, and the natural surroundings. Disaster prevention and mitigation in Deadwood is complicated by the many historic resources and the large number of people concentrated in Deadwood during special events and the tourist season.

PUBLIC DISASTER PREPAREDNESS

While not many concerns were raised about disasters during the community engagement process, when people were asked to rate

Deadwood's "preparedness for natural disasters" in the community survey, it received a rather low rating. This may be more of a reflection of the lack of public awareness regarding disaster planning than it is of Deadwood actually being unprepared. However, there is always work that can be done to better prepare a community for a disaster event. As in any community, it is not enough to simply have plans in place, they must also be communicated to the public. The public should also be encouraged to do their own preparation and planning for disaster events.

SPECIAL EVENT PUBLIC SAFETY

Recently, Deadwood has been faced with a need to barricade Main Street in order to increase public safety during special events. While heavy equipment has been used as an interim solution, a more permanent and aesthetically-pleasing solution is desired by the community. Though it may involve considerable cost, the addition of a temporary, yet sturdy, mechanism (i.e. bollards or decorative concrete blocks) at the top and bottom of Main Street which allows the free movement of people, but prevents vehicles from entering, is seemingly necessary. A public safety expert should be consulted to help determine an appropriate solution, as well as potentially assist with other recommendations for improving public safety during large events in Deadwood.

ACTION PLAN

Principles // Disaster Prevention & Mitigation

- > Ensure plans and resources are in place for the community to be fully prepared for and respond to all types of potential disasters.
- > Increase public awareness of mitigation planning activities and disaster preparedness practices.
- > Improve public safety during special events.

Strategies // Disaster Prevention & Mitigation

1	Educate the public about existing disaster preparedness plans and encourage residents and businesses, particularly lodging and entertainment establishments, to create their own plans in case of a disaster.
2	Regularly review existing disaster preparedness plans to ensure they are current and include plans for large events, historic resources, and all types of natural and human-caused disasters that could potentially impact Deadwood.
3	Develop and install a safety mechanism for barricading vehicles from entering Main Street during special events, with the assistance of a public safety expert.



WILDFIRES

WILDFIRES

Special attention was given to the prevention and mitigation of wildfires as part of this comprehensive planning process with help from the organization Community Planning Assistance for Wildfire (CPAW). As a result of past wildfires that have affected the community, including the Deadwood Fire in 1959 and the Grizzly Gulch Fire in 2002, the impacts from the latter of which are still evident today, and ongoing wildfire risks in the areas immediately surrounding Deadwood, the City of Deadwood pursued assistance from CPAW to help identify wildfire goals and formulate policy recommendations.

cause greater impacts to humans and property. Thus, wildfires are considered to be a necessary and an eventually unavoidable natural disturbance by forest experts, but thorough planning and preparation, as is recommended here, can help to minimize and address the significant impacts wildfires can have on Deadwood.

In April 2018, the CPAW team met with local stakeholders from Deadwood's Comprehensive Plan Committee, Deadwood Fire Department, and the Lawrence County Planning Department to solicit input and feedback on how to address local wildfire challenges and opportunities in the Comprehensive Plan update. Stakeholders provided CPAW with relevant examples on how local residents, businesses, and tourists could be affected during a wildfire and also shared historical references of past fires and information on current mitigation activities. The CPAW team then synthesized this input and performed additional research to create the recommendations² for Deadwood to include in this Comprehensive Plan.

Thorough planning and preparation can help to minimize and address the significant impacts wildfires can have on Deadwood.

The principles and strategies regarding wildfire included here are intended to support other local and regional wildfire planning efforts, such as those addressed in the Lawrence County Multi-Hazard Mitigation Plan and the Lawrence County Community Wildfire Protection Plan. Additional functional plans or regulations will likely require consideration in order to effectively implement these goals and policies. When applicable, the implementation of these wildfire policies should be coordinated with other agencies to leverage resources and avoid duplication. Future updates to hazard plans should also consider the planning efforts of Deadwood to reinforce local activities.

It is important to note that while wildfires are a natural hazard that have the potential to negatively impact a community, they also act as a natural disturbance process on the landscape that provides many benefits as well. These benefits include returning nutrients back to the soil, increasing forest ecosystem diversity and wildlife habitat, and improving overall forest health.¹ Regular occurrences of natural disturbances from wildfires on a small scale can also reduce susceptibility to large-scale natural disturbances that tend to

¹ [https://www1.agric.gov.ab.ca/\\$department/deptdocs.nsf/all/formain15744/\\$FILE/how-dist-shape-forests-aug03-2012.pdf](https://www1.agric.gov.ab.ca/$department/deptdocs.nsf/all/formain15744/$FILE/how-dist-shape-forests-aug03-2012.pdf)
² CPAW Final Recommendations for Deadwood, South Dakota (May 2018)

ACTION PLAN

Principles // Wildfires

- > Deadwood leaders, residents, and businesses will be prepared for the next wildfire by knowing their roles and ensuring adequate resources are in place.
- > Deadwood residents, businesses, and visitors will be safe and secure during a wildfire.
- > Deadwood will quickly recover from a wildfire by having a post-disaster wildfire-recovery plan in place.
- > All emergency responders will be safe and uninjured during and after a wildfire event.
- > Deadwood’s existing and future development, including landscaping, will be fire-resistant and fire-resilient to wildfire.
- > Deadwood will coordinate with other land management partners to restore and maintain a healthy and diversified natural ecosystem to preserve the community’s scenery and reduce wildfire hazard.

Strategies // Wildfires

1	Attract and retain volunteer firefighters and provide adequate training and equipment to volunteer firefighters and other first responders to ensure responder safety during response and pre- and post-fire operations.
2	Develop a community evacuation plan that identifies and maintains evacuation routes, and communicates emergency evacuation information to residents and visitors. Plans should consider: directional signage; multiple access roads that are safe from anticipated hazards (e.g., flame impingement or bridge load failures) and lead neighborhood evacuees to safety; mass evacuation procedures for managing large scale events (festivals, etc.) or high visitor presence during wildfire season.
3	Educate the public on the local natural role of fire, the local ecosystem and local landscapes, including unique considerations and fuel treatment activities in wildfire hazard areas, to promote awareness of the balance between healthy ecosystems and multi-hazard mitigation.
4	Develop a community wildfire preparedness plan to identify key community roles required to continue all levels of critical government and non-government operations and services during and immediately following a wildfire (e.g. finance, emergency response, utilities, healthcare, food supply, etc.).
5	Develop a set of wildfire mitigation guidelines (and a future ordinance) that address both wildfire hazard and historic preservation requirements with the intent to reduce structural ignitability and retain local character.
6	Partner with businesses to develop evacuation and security procedures for their properties during a wildfire.

7	Work in partnership with neighboring communities in establishing the potential locations of appropriate and safe wildfire evacuation reception centers and support services.
8	Create a post-fire communication strategy in partnership with businesses to assist businesses in re-opening to the public after a wildfire.
9	Enforce existing building codes and develop new wildland-urban interface codes that prioritize life safety for occupants, the public, and first responders.
10	Promote and incentivize the replacement of existing roofs with fire-resistant roofing materials and construction reduce wildfire ignitions on structures, while ensuring that the city can adhere to the Secretary of the Interior’s Standards for Rehabilitation for historic properties.
11	Identify and incorporate other hazards created as a result of wildfire, or wildfire mitigation, such as flooding or landslides, to mitigate the potential for additional disasters.
12	Prepare an organizational structure based on the Incident Command System that enables a fast, efficient and effective wildfire response.
13	Align current ordinances with wildfire mitigation best practices and enforce ordinances to address nuisances such as weeds or other yard waste that contribute to wildfire hazard.
14	Develop appropriate and specific vegetation management prescriptions that address wildfire hazard reduction and sustainable forest ecosystem health, based on the assessment of wildfire hazard, other natural hazards, and ecosystem factors.
15	Coordinate management and restoration efforts with local, regional, state, and federal partners (e.g., Bureau of Land Management, U.S. Forest Service, residents, businesses, county, and state agencies) to unify activities as a team.
16	Develop a plan and procedures for assessing post-wildfire damages to properties and other affected areas of the community and landscape.
17	Promote neighborhood awareness and education to understand post-fire susceptibilities, such as post-fire flooding hazards or structural damage.
18	Require fire-resistant construction materials on future homes and neighborhoods to improve community safety.
19	Adopt property landscaping policies to require fire-resistant vegetation within 30 feet of homes to reduce wildfire ignitions in vegetation.

IMPLEMENTATION & REVIEW



IMPLEMENTATION & REVIEW

The Deadwood Comprehensive Plan is intended to serve as a guide to the future development of the city; however, more specific tools must be implemented to effectively direct development. The Comprehensive Plan is the guiding document, and regulatory tools and incentives provide the authority to shape the physical environment within the city.

The Deadwood Comprehensive Plan provides a policy framework to guide the City's decision-making process and will serve as a work plan for the Deadwood Planning and Zoning Commission. The plan provides direction for future planning efforts, the adoption and revision of regulations, the development of incentive programs, setting spending priorities, and creating partnerships. However, the implementation for specific projects and priorities identified in this document are subject to the discretion of the City Commission and may otherwise be influenced by the financial, social, and environmental realities of the future, as well as the availability of staff and urgency of other city projects.

Regular evaluation and monitoring is a key component of the implementation of the plan and provides a way to measure the plan's effectiveness. As such, the goals and strategies identified in the plan shall be reviewed by the Planning and Zoning Commission and City Commission on an annual basis to ensure that progress is being made toward implementation. Changes to the goals and strategies should be preceded by an amendment to the plan based on the evidence to support the change.

The City should conduct a major review and evaluation of the plan at least every five (5) years. This review should also include a process for notifying the public and for soliciting comments and suggestions regarding the plan. Interested community organizations should also be involved in the regular review of the plan. Any proposed amendments to this plan must be reviewed and considered utilizing the same process and procedures required for the adoption of a plan, and if adopted, will be incorporated into a revised plan.

APPENDIX A: FUTURE LAND USE MAP & MAJOR STREET PLAN



FUTURE LAND USE MAP & MAJOR STREET PLAN

FUTURE LAND USE MAP

The purpose and intent of the Future Land Use Map is to provide a framework for land use and zoning decisions to guide future development and infrastructure improvements. The Future Land Use Map regulates the general types of land uses that are allowed and helps to ensure compatibility between these uses. It also encourages redevelopment and infill development within the city limits of Deadwood, as well as preservation of existing development, including Deadwood's historic commercial core and residential neighborhoods. The Future Land Use Map is intended to be flexible and should be amended over time to reflect changing conditions in the community.

The following provides a description of the Future Land Use categories:

- > **Residential:** Development typically consisting of low-density residential uses, such as single-family housing on individual lots, or having potential for future residential development, generally outside of Deadwood's established neighborhoods.
- > **Neighborhood Residential:** Characterized by established residential development in a traditional neighborhood pattern that includes Deadwood's older neighborhoods, as well as new housing subdivisions; uses may include a mix of housing types with limited or no commercial development, but within close proximity to parks and recreation amenities and commercial or community services; the incorporation of block club associations in these neighborhoods contributes to their identity and provides opportunities for residents to be involved and connect with neighbors; and, the preservation of these neighborhoods and historic residences within greatly contribute to the character of Deadwood.

> **Commercial:** Areas of general commercial development located along main transportation routes in Deadwood, but outside of the historic commercial core; uses within this district serve the commercial needs of local residents for retail, services, and office space, support Main Street businesses, and also include tourism-oriented businesses like visitor attractions and lodging, dining, and entertainment establishments; and, the density and scale within this district greatly varies, but is generally at a lower intensity than the historic commercial core.

> **Historic Commercial Core:** Comprised of Deadwood's historic Main Street and nearby surrounding areas, this area of existing high-density development includes a concentration of lodging, dining, entertainment, and gaming establishments, retail, and other visitor-oriented businesses; the preservation of historic structures and character in this commercial corridor is a top priority, along with pedestrian-oriented design; and, opportunities exist for the development of housing, community gathering spaces, and heritage tourism.

> **Parks & Recreation:** Areas dedicated to active recreation uses, such as neighborhood parks, playgrounds, picnic areas, ball fields, recreation centers, rodeo grounds, trails, and associated facilities like parking.

> **Forest Reserve:** Generally large areas of land with existing low-density development, such as residential or visitor accommodations like campgrounds, or no existing development; some areas may have high natural resource or scenic value of aesthetic significance to Deadwood and/or potentially severe or unknown development limitations due to steep and forested topography that may require additional study or restrictions prior to development.

> **Government & Institutional:** Primarily locations of existing government facilities and institutions, including local, State, and Federal government offices, city shop buildings, museums, schools, libraries, parking areas, visitor facilities like welcome and information centers, community centers, and similar uses, as well as lands owned by the City of Deadwood.

> **Cemetery:** Areas set aside for burial grounds, including gravesites of historic significance that are open to the public for viewing, and associated facilities like visitor information and parking.

> **Public Land (Federal):** Land managed by a Federal agency of the U.S. Government, such as the U.S. Forest Service or Bureau of Land Management, for public use; these lands primarily consist of forested open space and are likely to remain undeveloped with the exception of uses like trails or roads.

> **Transportation & Utilities:** Land utilized for transportation and/or utility facilities and infrastructure, such as rights-of-way, water treatment, power lines, and similar types of uses.

MAJOR STREET PLAN

The Major Street Plan identifies the most efficient and appropriate street system to meet the needs of Deadwood. The purpose of the Major Street Plan is to identify roadways that provide linkages within the community and to the surrounding region so that, as development occurs along these routes, proper transportation infrastructure is installed and maintained and appropriate alignments and right-of-way widths are created or preserved. Planning for an efficient and connected street system in Deadwood helps to minimize congestion, enhance emergency services, accommodate alternative modes of transportation, and ensure adequate and safe access is provided to different areas of the city.

The following provides a description of the Major Street Plan classifications:

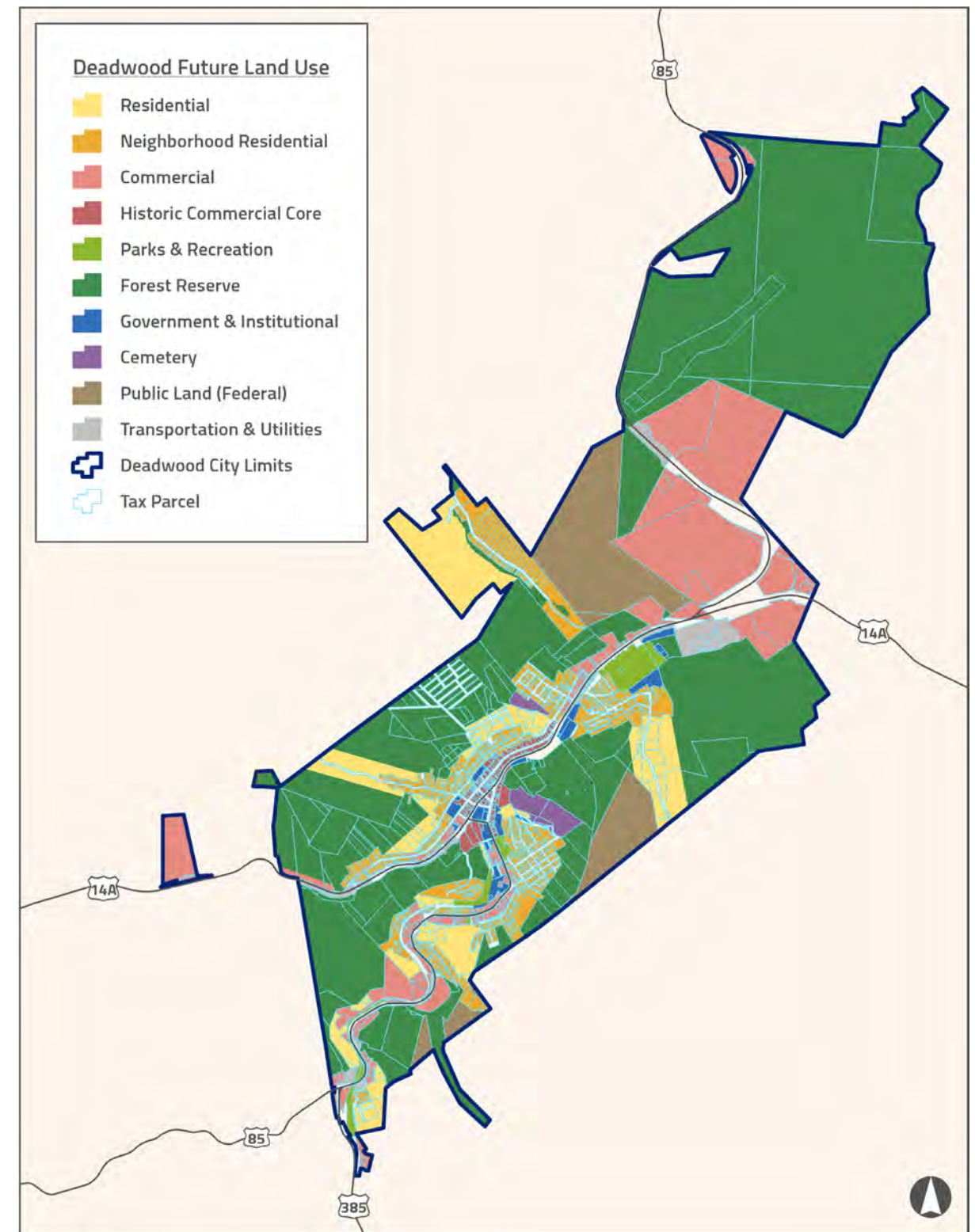
> **Major Arterial:** Intended to accommodate higher volumes of traffic, including truck traffic, at higher speeds within a large right-of-way to provide access to major activity centers, other communities in the region, and the interstate highway system; traffic movement should be emphasized over access to adjacent property; and, pedestrian and bicycle infrastructure should be located outside of the main roadway with adjacent bike lanes and sidewalks buffered from the roadway driving surface.

> **Minor Arterial:** Provides connection to and between Major Arterials; also intended to accommodate higher volumes of traffic and provide access to major activity centers, but at lower speeds and volumes than Major Arterials; provides efficient traffic movement, as well as some access to adjacent property; and, pedestrians and bicyclists should be accommodated with sidewalks and bikes lanes separate from the roadway driving surface.

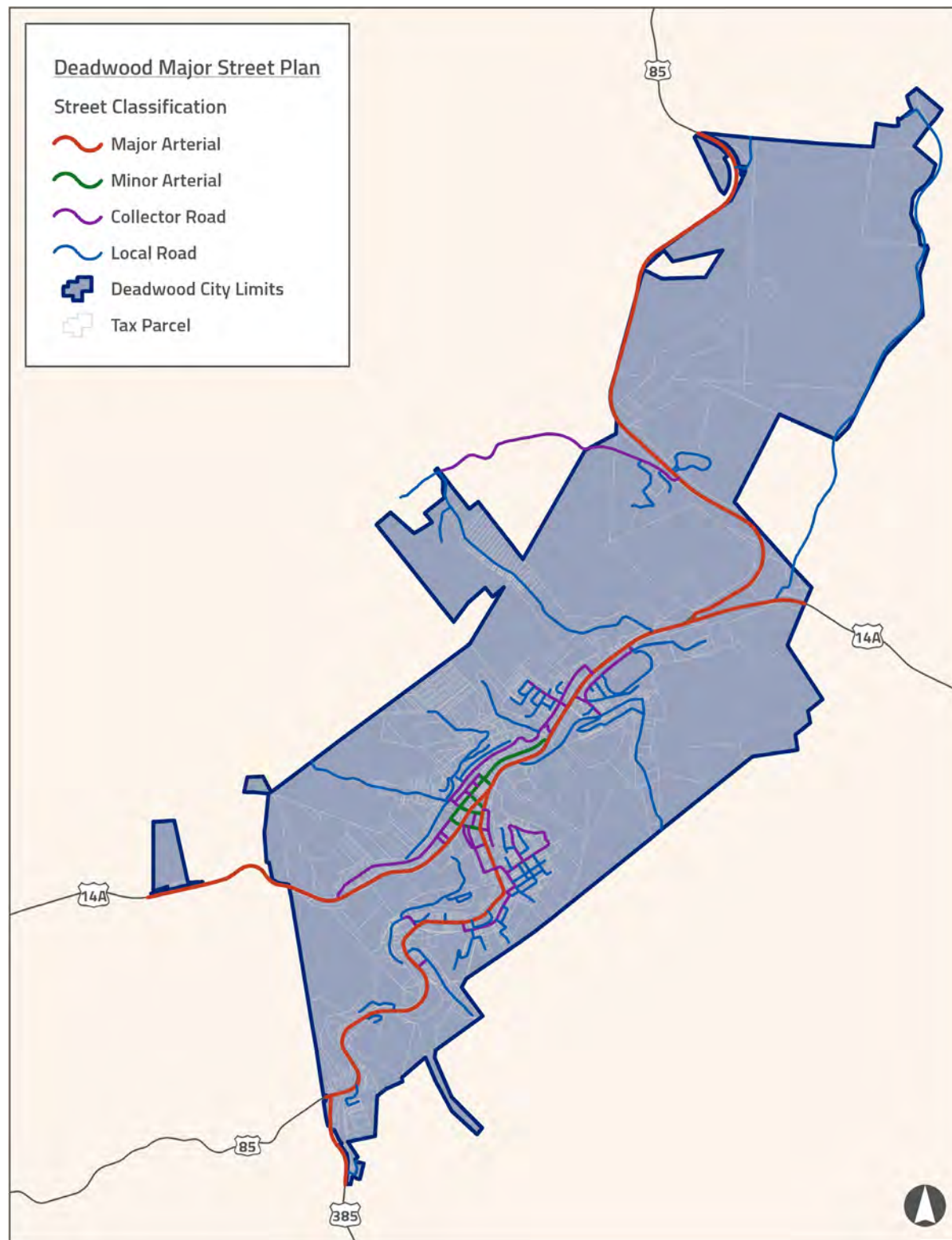
> **Collector Road:** These roads are designed to primarily collect and distribute traffic between local roads and the arterial street network at lower volumes and reduced speeds than arterials; these roads provide a balance between through traffic movement and property access; and, pedestrian infrastructure should be separated from the roadway driving surface, whereas bicyclists can usually share the road with vehicular traffic.

> **Local Road:** Carries local traffic to the collector road network and provides low-volume and low-speed access to neighborhoods, individual businesses, and utility infrastructure; may not provide through access and frequently terminate in a dead end; and, pedestrian and bicycling amenities may be separate or within the roadway, depending on local conditions.

FUTURE LAND USE MAP



MAJOR STREET PLAN





DEADWOOD
COMPREHENSIVE PLAN