

brookings

SOUTH DAKOTA
comprehensive plan



Adopted April 2018
Planning for 2040

Resolution 18-026

**A Resolution Adopting the Brookings, South Dakota
Comprehensive Plan 2040**

Whereas, the City Council of the City of Brookings, SD held a public hearing in accordance with SDCL 11-6-18 on the proposed Brookings, South Dakota Comprehensive Plan 2040 for the City; and

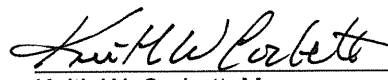
Whereas, the Comprehensive Plan provides a Major Street Plan Map, identifies a Future Land Use Map, projects population figures for the planning period, and describes an integrated land use vision for the City; and

Whereas, the City Planning Commission of the City of Brookings, SD has recommended approval of the Brookings, South Dakota Comprehensive Plan 2040 in accordance with SDCL 11-6-17;

Now, Therefore, Be It Resolved that the Brookings, SD Comprehensive Plan 2040 is hereby adopted for the City of Brookings, with said plan to supersede the previous Vision 2020 Comprehensive Plan. The Brookings, South Dakota Comprehensive Plan 2040 shall be on file in the office of the City Clerk and is available for public inspection by any interested person.

Passed this 24th day of April, 2018.

CITY OF BROOKINGS


Keith W. Corbett, Mayor



Shari Thornes, City Clerk

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ACKNOWLEDGMENTS

The project team would like to acknowledge the contributions of the residents of Brookings who gave their time, ideas, and expertise for the creation of this plan. It is only with their assistance and direction that this plan gained the necessary depth to truly represent the spirit of the community and it is with their commitment that the plan will be implemented.

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introduction

This document reflects countless hours of work from hundreds of residents, business people, employees, and people committed to take surveys, attend meetings, serve on committees, present their ideas, and otherwise participate in framing the future of a great community.

PREAMBLE

Brookings has chosen to examine itself through the creation of a comprehensive plan that will identify the best pathway forward. The community is growing, changing, and it must be thoughtful about the future it wants to create for future generations. While not easy, it is possible for a community to collectively pursue a future that reflects the shared vision of its residents.

This plan provides an overview of the factors that influence quality of life, land development, and its evolving population. It is through the introspection of this plan that the city has established the vision for its future and strategies to implement that future.

PURPOSE OF THE PLAN

The Brookings Comprehensive Plan provides a vision for the future of Brookings with a focus on priorities, policies, and public investments over the next 20 years. The City of Brookings recognized that it is changing and that the community will be different two decades from now; in short, the purpose of the plan is to ensure that future generations can love Brookings in the same way the current generation does.

PRIMARY ROLES OF THE COMPREHENSIVE PLAN

Community Building

The development of a comprehensive plan is a unique opportunity for residents to craft a shared vision for their community. Through the public engagement process, residents, city staff, and community leaders identified issues and opportunities for Brookings' land use, public facilities, and natural resources. This input sets public priorities and action steps to improve the quality of life, to make the city more attractive, and to ensure it is sustainable long term – environmentally, economically, and socially.

Legal Basis for Land Use Regulations and Decisions

South Dakota Statute 11-6-2, requires that municipalities adopt a comprehensive plan. Per statute, a comprehensive plan "shall show the [planning] commission's recommendations" for the physical development of the city and provides a legal basis for regulations that have the "purpose of promoting the health, safety, and general welfare of the municipality." These regulations govern how land is developed within the municipality and its extraterritorial jurisdiction. Land use regulations recognize that people live cooperatively and have certain responsibilities to one another to coordinate and harmonize the use of private property. The comprehensive plan provides the legal basis for these regulations.

Guidance for Decision Makers

The plan will serve as a guide for city staff, the Planning Commission, the City Council, and other city boards and commissions as they set policy and make investment and land use decisions. The plan is designed to be a flexible document that is updated as conditions change over time. The plan should be consulted for all land use decisions and for all public investments that may impact land development and public services.

Responsive to a Changing World

The world is changing – now faster than ever – and the role of cities can be expected to change during the life of this plan and impacting virtually all aspects of the city. From housing and employment to transportation, changes will occur, including many that will be difficult to forecast. The fourth purpose of a comprehensive plan is to allow the community to evaluate and adapt to these changes gracefully. A community that has a vision for what it wants to become understands how it operates; is able to understand the implications, opportunities, and challenges presented by emerging trends, preferences, and technologies; and is therefore able to anticipate and adapt to change.

HOW TO USE THE PLAN

While the chief user of the plan will be the City of Brookings in the way it guides decisions, investments, and operations, the document articulates a vision for growth that has effects beyond city government. Often land development and the creation of community amenities arise from collaboration (often public-private partnerships). The vision articulated in this plan should be taken as the long-term aim of the community as a whole.

As such, the comprehensive plan should be used by distinct groups in distinct ways.

The Public

The comprehensive plan is a representative summary of the shared aspirations of the engaged citizenry. The plan was developed through countless hours of conversations with diverse stakeholders representing all aspects of the Brookings' community. The public can raise the vision expressed in this plan in public forums and in their personal actions in support of improving the community.

PolicyMakers

Policymakers, most notable the Brookings City Council and Planning Commission, will help set the course to realize this plan. These are the bodies, empowered by the citizenry, to create and administer the policies that shape development in Brookings. This plan should be used as a reliable guide to help with decisions related to both large-scale policies but also on individual projects.

Developers

While guided by city policy, the vast majority of property development in American cities is undertaken by private, market-driven developers. This plan should serve as a guide to developers who wish to work in Brookings. By understanding the city's vision for the future, developers can approach projects from a place of collaboration, reducing unnecessary project delays that can affect their profitability.

NAVIGATING THE PLAN

The comprehensive plan must provide a concise but holistic analysis of the many factors that combine to characterize Brookings as a municipality. To accomplish this feat, the plan is organized in the following sequence which builds upon itself.

CHAPTER 1: A VISION FOR GROWTH

- Public Engagement Themes and Statistics
- Plan Principles
- Vision for Brookings 2040



CHAPTER 2: BUILDING THE PLAN

- Context for Growth
- Review of Existing Conditions



CHAPTER 3: AN INTEGRATED LAND USE VISION

- Principles for Land Development and Plan Goals
- Environmental Framework
- Compatibility Matrix
- Annexation Framework



CHAPTER 4-8: PLAN ELEMENTS

- Examination of Plan Elements



CHAPTER 9: IMPLEMENTING THE PLAN

- Framework of recommended actions, initiatives, policies, and investment



1

CREATING A VISION FOR THE FUTURE

The City of Brookings is responsible for representing its citizenry and to provide a healthy and resilient environment for its citizens to flourish. To accomplish this, the city must understand the vision that its residents hold for the future of their community. This is the role of the comprehensive plan and the reason that it must be built from a foundation of public engagement.

“Planning should never stop.”

- Survey Respondent

ESTABLISHING A VISION FOR GROWTH

An effective plan must represent its stakeholders, their ambitions, and their challenges. To create the Brookings Comprehensive Plan, the planning team crafted an engagement strategy to gain meaningful input from as many stakeholders as possible. In recognition of the fact that no stakeholders are the same, the engagement strategy offered multiple avenues to gain insight from the public.

COMPREHENSIVE PLAN ADVISORY COMMITTEE

The master plan advisory committee was an important team of decision makers, engaged citizens, and representatives. This group of 16 was assembled by the City Council to represent the community through the process. The advisory committee met throughout the development of this plan, reviewing progress, guiding the overall direction of the plan, and ensuring the people’s voices were well heard and considered.

FOUNDATIONAL DOCUMENTS AND DATA COLLECTION

Background materials related to the existing comprehensive plan, strategic plans, related studies, the economy, reports generated by City Advisory Committees, and other factors were explored to leverage engagement and planning efforts that had been completed previously. This data collection provided the starting point for building this plan and introduced the planning process to the advisory committee, decision-makers, and the public-at-large.



ONLINE COMMUNITY QUESTIONNAIRE

An online community questionnaire was developed and distributed through social media, the city website, and news outlets. Open from April through July of 2017, 531 individuals offered their opinions and ideas through the questionnaire. The purpose of the questionnaire was to identify trends and to solicit direct input from stakeholders.

- 531 responses
- 25% from participants 24 or younger and 10% from participants 65 or older
- Preferred mode of transportation
 - › Bicycle: 11.3%
 - › Walking: 5.8%
 - › Public Transportation: 4.2%
- 79% own their home; 19% rent their dwelling
- Most common topics: Housing; Affordability; Storm and Ground Water Issues; Jobs and Economic Growth; Small Town Character Preservation.

CITY COUNCIL AND PLANNING COMMISSION WORKSHOP

At the outset of the process, the Planning Commission and the City Council met to identify what a successful plan would look like to them. This discovery session explored the role of a plan, the process of generating the plan, and the ways that it can be used to guide the city toward its best future. The community leaders and decision makers offered their direction to the plan by articulating the primary issues, opportunities, and outcomes they would like to see addressed in the plan.

STAKEHOLDER DISCUSSIONS AND INTERVIEWS

Throughout the process, but particularly through spring and fall of 2017, the planning team conducted a series of small group discussions around diverse topic areas. The stakeholder groups were assembled of engaged residents. Well-versed in certain aspects of the community, the stakeholders offered insight into the issues and opportunities of the community by topic area. The diversity represented in each stakeholder group led to dynamic and engaging discussion about the future of Brookings. In total, 15 stakeholder discussions were facilitated with the following groups:

- Public Service Providers
- South Dakota State University Students' Association
- High School Student
- Young Professionals
- Economic Development Leaders' Roundtable
- Housing and Neighborhoods
- Real Estate Development
- Brookings Municipal Utilities and City Infrastructure
- Business Associations
- City Advisory Committees
- City Staff

COMMUNITY KICK-OFF CELEBRATION

In April of 2017, more than 25 residents engaged in an interactive open house to offer their ideas for the comprehensive plan. In small groups, attendees discussed, developed, and presented a framework of the primary issues and opportunities facing Brookings in the following topic areas:

- Economic Development
- Quality of Life
- Transportation
- Public Facilities and Services
- Housing and Neighborhoods



BROOKINGS HIGH SCHOOL STUDENT COUNCIL

A facilitated conversation was held with the High School Student Council. The input received from this session revealed an optimism about their community and an ongoing commitment to their community that is rarely heard from youth – a promising sign for Brookings because these students literally represent the next generation of residents, employees, and leaders.

SOUTH DAKOTA STATE UNIVERSITY (SDSU) STUDENTS' ASSOCIATION

A session with the Students' Association from SDSU revealed a unique perspective of how college students interact with the community. Students represent a reliable source of energy, innovation, and economic opportunity. These students highlighted issues related to housing, civic and commercial life, transportation, and employment opportunities post-graduation. The tone of the discussion was positive and it was clear that many students graduate with a positive perception of the city and many would consider returning to Brookings to raise a family.

ADVISORY COMMITTEE LAND USE WORKSHOP

The creation of a physical development plan for a city must consider many diverse factors in a way that creates the greatest benefit and least conflict. To gain a more complete and shared understanding of these factors, the planning team facilitated an exercise with the advisory committee to create a preliminary land use plan in June of 2017. The act of working through complex land use issues helped set the stage for the planning team to develop a land use plan and for the advisory committee to react from a place of understanding.



DESIGN WORKSHOP: URBAN DEVELOPMENT FRAMEWORK

In July of 2017, the planning team established a temporary office at Brookings High School for three-days to undertake an immersive workshop to generate concepts for the future development of the city as a whole. The workshop was punctuated by two open house sessions to share progress and to solicit input from the public. At these sessions, more than 81 attendees joined the conversation, shared their ideas, and contributed to the development of the comprehensive plan.

DESIGN WORKSHOP: STRATEGIC DEVELOPMENT OPPORTUNITY AREAS

In August of 2017, the planning team set up at the City/County Government Center to delve into potential design opportunities for strategic locations identified in the July workshop. The workshop explored the 6th Street Corridor and the South Main Avenue Corridor. Like July, the workshop was punctuated by two public open house sessions to share progress and ideas with the public and to invite public comments.

COMMUNITY OPEN HOUSE

In February of 2018, the community came together to review the draft plan, to offer their ideas, and to help prioritize projects and policies contained in the draft plan. Over the course of two open house meetings, approximately 100 residents attended to offer their voice.

ADOPTION MEETINGS

In March and April of 2018, the planning commission and the City Council held public hearings to solicit final input from stakeholders on the topics contained in the comprehensive plan.



ENGAGEMENT THEMES

Throughout the many conversations, comments, and suggestions, a series of themes consistently rose to the surface. The following themes emerged and guided the content and direction of this plan.

ACHIEVE A UNIFIED VISION FOR GROWTH

Residents recognize that Brookings will continue to grow. However, they are not willing to compromise on the quality of life they enjoy nor the quality they want to pass along to future generations. Residents, employers, and the development community are supportive of creating a unified vision for growth and then implementing the vision for the mutual benefit of all.

SUPPORT HEALTHY LIFESTYLES

Brookings is a place where residents feel comfortable allowing their children to walk, bicycle, or ride the bus and where many are interested in walking, running, and bicycling for transportation. In addition to a safe and comfortable bicycle and pedestrian system, they want community facilities that promote social and physical well-being. The physical character of the public environment and facilities should support these values and allow residents to live a healthy lifestyle.

STRONG AND AFFORDABLE NEIGHBORHOODS

The quality of its historic neighborhoods is part of what separates Brookings from its peer communities. Residents recognize this and believe that new and existing neighborhoods should be strengthened to offer all residents an exceptional quality of life. Strong neighborhood design, quality of life features, and a diversity of housing products (including both the type of product and price-points) should be a standard rather than an exception.

KEEP BUSINESSES VIBRANT

The business community is an asset for the city – its downtown embodies its heritage, character, and charm while its major employers embody its history of innovation, progress, and an unwillingness to be average. The community recognizes the value of the business community and desires for the business community to remain vibrant.

CONNECT THE CITY

Residents value the small-town character but many feel this is being compromised by the direction of residential growth, the separation from major employment centers, and the increasing distance that residents must travel to access the interstate and other amenities. Further, the development of the bicycle master plan and stakeholder discussion indicate a significant and growing population interested in using a bicycle for transportation.

EMBRACE AND GROW WITH NATURE

Residents of Brookings live with the reality that stormwater and groundwater issues are a way of life due to the landscape and subsurface conditions. The environmental reality underscores the importance of directing growth and crafting development projects in a way that coexists with the natural systems.

CONTINUE HIGH QUALITY MUNICIPAL SERVICES

Residents value the quality of municipal services offered by the city and its affiliates. With growth, all residents and future generations should be afforded the same level of municipal services in a way that allows for strong commercial, residential, and employment districts.



A VISION FOR BROOKINGS

- Brookings will expand and enhance the assets, character, and amenities that make it an exceptional place to live.
- Through thoughtful growth, Brookings – today and in 2040 – will be a distinct place of special character, commerce, creativity, and economic innovation.
- It will recruit and retain professions and businesses that complement the character of the city, serve all of its residents including the disadvantaged, and embody its excellence through the quality of the investment and development that occurs.
- Its neighborhoods - new and old - will respect the environment and will provide convenient access to services to ensure an excellent and equitable experience for all residents.
- It is only together that Brookings can become the preeminent community in South Dakota and the region.

IMPLEMENTING THE VISION

Through steadfast commitment to this vision, Brookings will be able to achieve this future. This will entail building partnerships across the whole community and regular introspection on whether decisions and investments support the desired future. The priorities of this plan are organized in the following hierarchy with each delving into a higher level of specificity:

A VISION FOR BROOKINGS:

The future to create

GOALS:

Desired outcomes organized by topic area

POLICIES AND ACTIONS:

Strategies in pursuit of goals

2

BUILDING THE PLAN

The plan is built on the need to consider multiple converging factors at once – stakeholder direction and aspirations, population growth, demographic and economic shifts, environmental limitations, and prudent infrastructure and land use decisions. These factors are then consolidated into a plan crafted to realize the most prosperous future.

BROOKINGS TODAY: The Foundation of the Plan

CONTENTS:

- Land Use Character
- Population Demographics
- Housing and Neighborhoods
- Transportation and Mobility
 - Municipal Services
 - Infrastructure
- Parks and Recreation
- Quality of Life



BROOKINGS TODAY

Many factors combine to form the city as it exists today; the landscape and environmental systems, the patterns of roads and development that past generations have created, and the layers of infrastructure that allowed (and continues to allow) urban life to exist in Brookings.

To understand the path Brookings is on today, one must first understand the characteristics that form Brookings as a city. This chapter explores character through the lens of each topic area (on left) including themes, trends, and implications for the future - both opportunities and challenges.

BUILDING THE PLAN

From the public input (Chapter 1) and the existing conditions analysis (Chapter 2), the remainder of the plan is built. A land use and development plan then melds land use, environmental, and transportation patterns into a cohesive vision. The plan then delves into a more detailed analysis and implementation plan for the individual plan elements (those elements that come together to comprise the community).



BROOKINGS TODAY: Land Use Character

MAJOR THEMES:

Role of Land Use

A major focus of the comprehensive plan is the use of the city's land resources. The decisions related to the use of these resource will guide the way the community feels, functions, operates (in terms of efficiencies and economic viability), and its relationship with the natural environment.

Accommodate Future Generations

Brookings should plan for a future where it continues to welcome new residents, through birth and migration, while offering the opportunity for future generations to enjoy a high quality of life.

Thoughtful and Responsible Growth

Public infrastructure – streets, sewers, water, parks, and other public facilities – become the responsibility of the city, often to construct, and always to maintain; as such, every decision pertaining to future infrastructure should consider both costs (short and long term) and benefits (short and long term). Quasi-public infrastructure – neighborhoods, commercial centers – should be viewed and crafted through this same lens. How do actions today impact the city's future in terms of their financial burden and benefit, social impact, and quality of life?

Perspective to 2040 and Beyond

This plan provides a 20-year roadmap that will position Brookings for continued prosperity beyond this period.



INTRODUCTION

A city's land use character entails the physical form of the city, its development patterns, and environmental features. The plan articulates a vision for the physical development of the city including the use of its land resources.

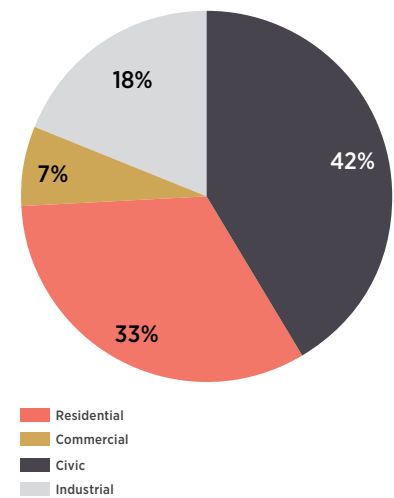
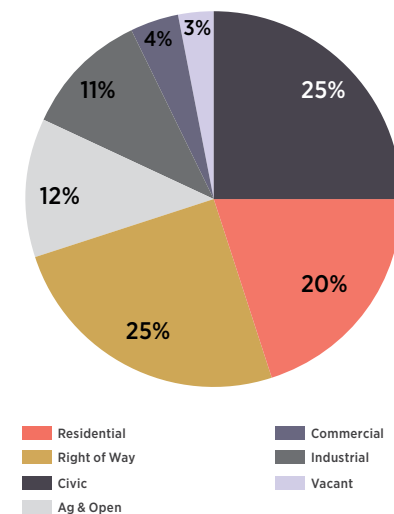
MAJOR THEMES

- **Historic Incremental Growth.** Brookings has grown incrementally with new development contiguous to existing development. This model allowed for the efficient provision of infrastructure and community services while also maintaining the physical continuity of the city.
- **Growth Pressure.** Brookings has a growing residential population, commercial presence, and employment base. With this growth comes the consumption of additional land that must be dedicated to these uses.
- **Limited Growth Areas.** Due to environmental factors, there is a limited amount of land that can be easily and affordably developed for future growth. It is therefore necessary that the community grow within the natural framework to limit future conflicts.
- **Reinvestment.** Residential and businesses comprise the single largest investment in the city. The community must continue to invest in the maintenance and improvement of these major assets and resources.
- **Community Design and Appearance.** Site design, buffering, and land use separations play important roles in the appearance and character of what makes Brookings desirable. A balance must be found between maintaining high standards for quality development and the desire to protect private property rights and personal preferences.
- **Growing within Environmental Constraints.** Beyond the limited number of acres available for development, the environmental constraints also present challenges to creating new neighborhoods that form a graceful extension of the city with regard to transportation, services, and character. While cost will be an issue for new development, new development should not occur at the cost of character in new growth areas.

**FIGURE 2.1:** Land Use Character

LAND USE CATEGORY	ACRES	PERCENT OF DEVELOPED LAND	ACRES PER 100 PEOPLE
RESIDENTIAL	1,716	33%	7.47
SINGLE FAMILY	1,292	75%	5.62
2-4 FAMILY	33	2%	0.14
MULTI-FAMILY	186	11%	0.81
MOBILE HOMES	205	12%	0.89
COMMERCIAL	362	7%	1.58
GENERAL COMMERCIAL	181	50%	0.79
DOWNTOWN	32	9%	0.14
SERVICE	93	26%	0.41
OFFICE COMMERCIAL	56	15%	0.24
INDUSTRIAL	970	18%	4.22
LIGHT INDUSTRY & BUSINESS PARK	522	54%	2.27
INDUSTRY	449	46%	1.95
CIVIC	2,196	42%	9.56
CIVIC	469	21%	2.04
UNIVERSITY	223	10%	0.97
AIRPORT	705	32%	3.07
PARKS AND REC.	799	36%	3.48
TOTAL DEVELOPED LAND	5,244	100%	22.83
AG & OPEN	999		
VACANT	286		
RIGHT OF WAY	2,124		
TOTAL AREA INSIDE THE CITY	8,654		

Source: Brookings County and City of Brookings

FIGURE 2.2: Land Use - Developed Land**FIGURE 2.3:** Land Use - Total Land

LAND USE TRENDS

In 2015, the population of Brookings was estimated to be 22,974 across its 8.19 square miles of developed land. The community has expanded in terms of its overall population but also the size of its footprint. This growth has generally been contiguous to existing development. The appendix contains a comparison to other communities throughout the Midwest.

Residential

- Brookings' homes account for the single largest use and investment in the community.
 - › The unit mix is roughly 50% owner-occupied and 50% renter-occupied.
 - › Of the residential land in the city, approximately 75% is dedicated to single-family use only, 11% multi-family, and 2% in 2-4-unit buildings which may include single-family conversions

Commercial

- Commercial uses have gravitated to major corridors and Interstate 29 to maximize access and visibility and to reduce impact on residential neighborhoods. These commercial corridors include 6th Street, 22nd Avenue, 8th Street South, and the downtown district located on Main Avenue.
- Like most communities, Brookings' commercial land use is dominated by general commercial uses (approximately 50% of all commercial land), but the service and office uses also comprise a notable amount of land, 25% and 15% respectively.
- Downtown is home to many commercial uses including many restaurants, bars, shops, and offices. Due to the destination quality of this district, the number and diversity of uses, and the constant state of change, the district is defined by its location rather than classified by its individual land uses. Downtown accounts for approximately 9% of all commercial land.



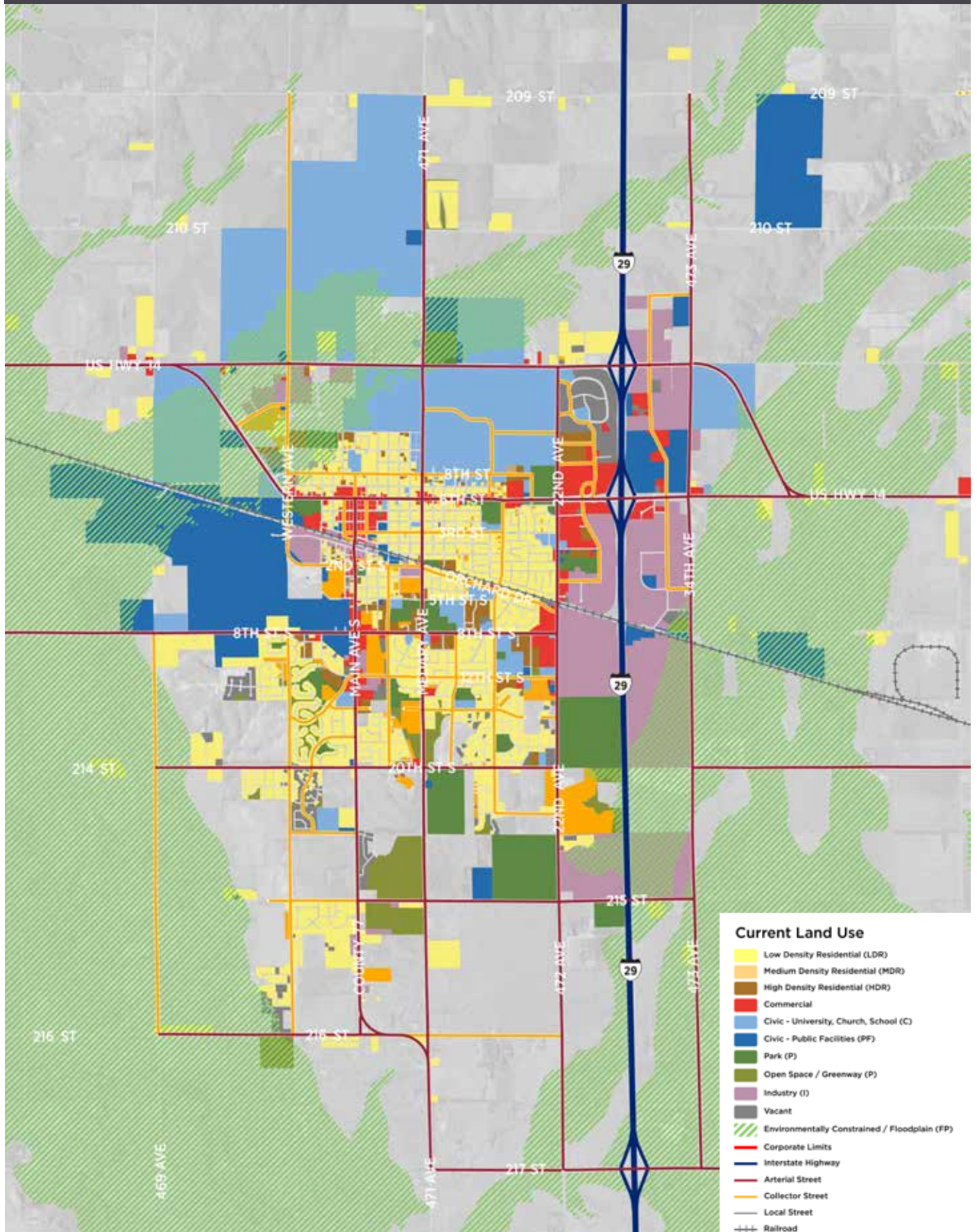
Industrial

- The intensity and impact of industrial uses can vary greatly but these uses are essential to a healthy and vibrant economy.
- The majority of industrial land is located in a swath along both sides of Interstate 29. The location offers proximity to the Interstate, rapid mobility, and ready access to a larger labor force.

Civic

- Civic uses include government facilities, university campus grounds, airport, public and quasi-public parks, schools, and religious facilities including churches and cemeteries. In Brookings, civic uses comprise 42% of all developed land in the city. This may be a high percentage for some communities but not unusual for a city with a major university.
- Of all civic land, park and recreational facilities account for 36%, the airport accounts for 32%, and miscellaneous civic uses account for another 21%.
- SDSU accounts for an additional 10%, however it is important to note that this only reflects land inside the city, not the total amount of land under their ownership. SDSU owns many acres of land including those reserved for agriculture or agricultural education uses.

FIGURE 2.4: Existing Land Use



ENVIRONMENTAL CHARACTER AND CONSTRAINTS

Flood Plains

- **100 Year Flood Plain.** An area prone to inundation by a 100-year flood event (an event with a 1% annual probability). These areas are severely limited from development and are subject to additional requirements. It is difficult to mitigate these issues responsibly and these areas should continue to be studied.
- **500 Year Flood Plain.** An area prone to inundation by a 500-year flood event (an event with a 0.2% annual probability). These areas are limited from development but issues can typically be mitigated responsibly without significant negative impact to the overall flow of water.
- **Floodway.** A regulatory floodway means the channel of a river that must be reserved in order to discharge the base flood without cumulatively increasing the water's surface elevation more than a designated height. FEMA delineated the floodways within Brookings' corporate limits but not the surrounding county areas.

High Ground Water Table

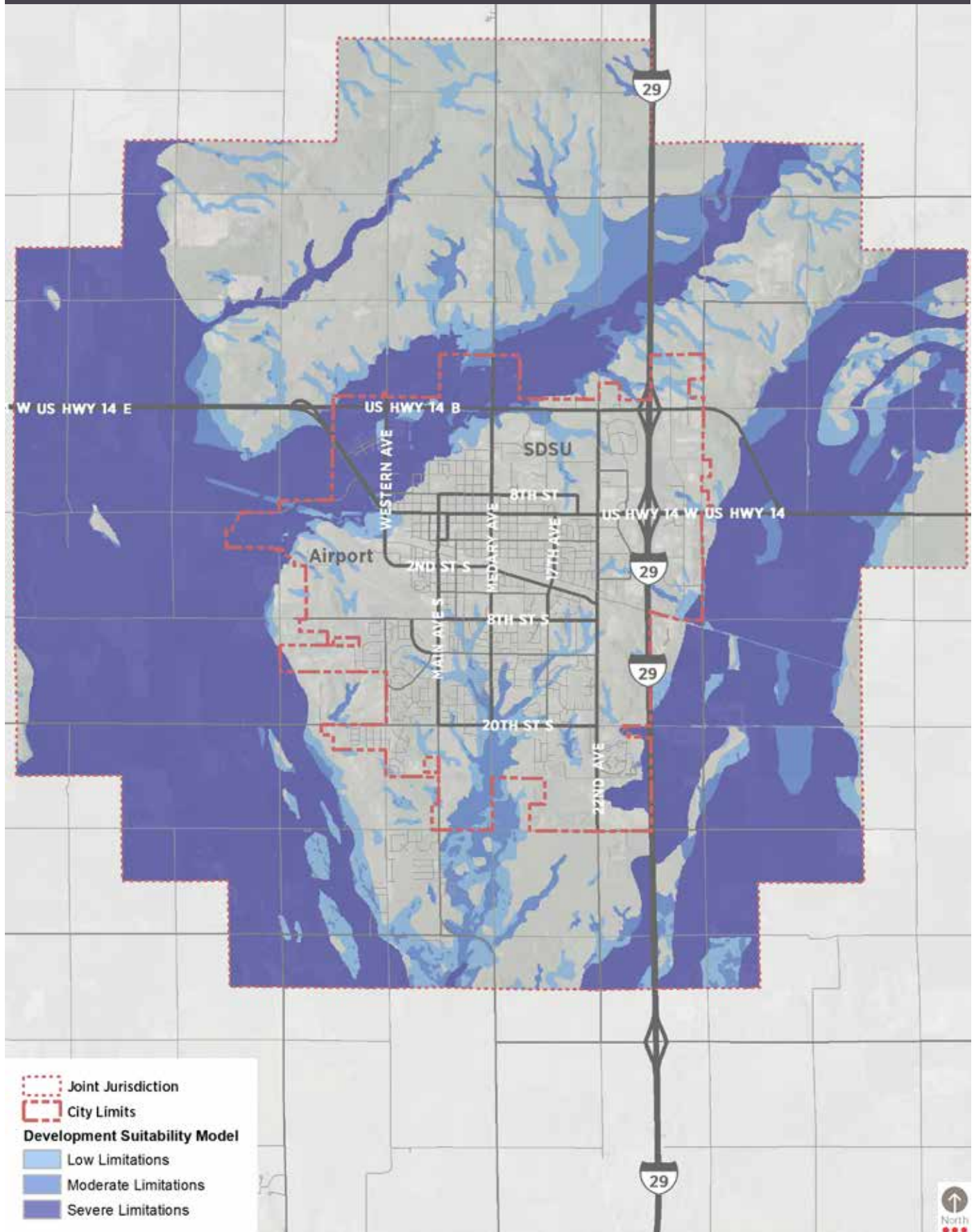
- **Limitations on Development.** The depth to groundwater plays a role in the cost of development in several ways: impact on soil conditions, soil saturation and impact on foundations, and its contribution to surface conditions including flooding and wetlands.
- **Difficult to Determine Impact.** While areas with high ground water have traditionally been addressed through the placement of fill and designing developments without basements, it can be difficult to determine the impact of development on the flow of groundwater.
- **Responsible Mitigation.** A combination of local and federal regulations should be considered to ensure that new developments will not result in negative impacts to the groundwater system, city infrastructure, or future users. Appropriate pre-development analysis may include geotechnical studies which consider soil conditions, saturation levels, and interventions to mitigate the negative impacts of development.



Appropriate Intervention Areas

- **Priority Development Areas.** By virtue of the environmental limitations in all but certain areas, some areas are more suitable to development than others. A combination of regulations, incentives, and guidelines should promote these areas for the highest intensity uses as described in the land use plan (Chapter 3).
- **Priority Preservation Areas.** By virtue of the environmental limitations on lands impacted by floodplain, floodway, or a high ground water table, these areas should be preserved for environmental conservation, as shared open space, or, when appropriate, developed at low density.

FIGURE 2.5: Environmental Limitations / Development Suitability Model



BROOKINGS TODAY: POPULATION, HISTORY, AND CHARACTER

EXISTING CONDITIONS AT A GLANCE

MAJOR THEMES:

Sustained Growth

The population doubled from 1960 to 2010. With growth expected to continue, residents can expect to see new residents enter the community, new homes and businesses developed, and additional jobs created.

Young Professionals and Students

- Fifty-four percent of residents are between ages 15 and 34 (2010 Census), and this population will continue to look for quality housing, neighborhoods, recreational facilities, and employment opportunities.
- While many will leave Brookings for their first job after graduating, the revolving door of students entering, maturing, and graduating from SDSU creates several opportunities.
 - » The influx of young residents offers an infusion of energy and innovation.
 - » The experience they have in Brookings may bring them back later in their lives and careers.

Mature Residents and Retirees

Sixteen percent of residents are above the age of 55. Many of these residents will consider lifestyle changes that may include smaller homes. The workforce will then need to fill the positions vacated by these retirees, and the housing market will need to house both retired residents and new employees.



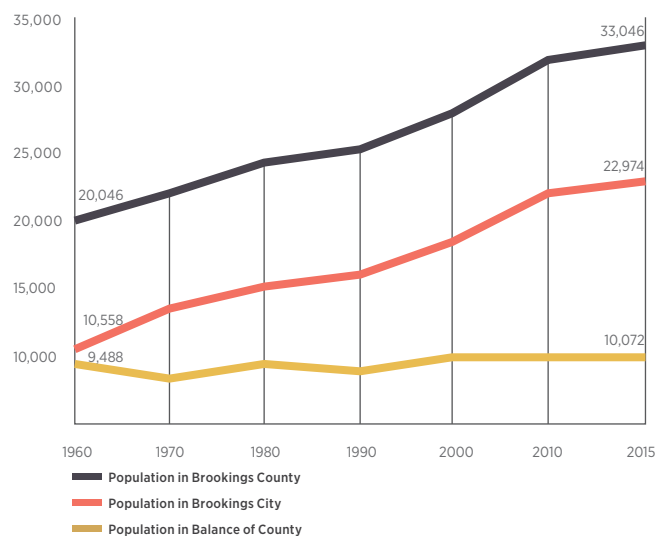
INTRODUCTION

Brookings has evolved from a small community to one of the largest cities in South Dakota, fueled by growth at SDSU, in the employment sector, and in the Interstate 29 corridor. This section explores the demographics of the current population to set the stage for how Brookings can expect to grow through the life of this plan.

POPULATION

- Brookings' population grew by 24% between 2000 and 2015, a change of 4,470 residents with much of this growth from an in-migration of residents drawn by the strong economy and growth at SDSU.
- Brookings absorbed most of the residential growth throughout Brookings County. The balance of Brookings County, excluding the City of Brookings, has a stable population of approximately 10,000 residents.

FIGURE 2.6: Historic Population Change



AGE

- The character of a population (the spectrum of ages comprising the population) can be examined to understand actual and anticipated changes.
- Between 2000 and 2010, an additional 3,552 residents entered Brookings.
 - › The greatest population gains occurred in residents aged between 15 and 34, a total of 2,282 new residents comprising 80% of the total population change. These trends can be partially attributed to increases in the student population at SDSU (681 additional residents aged 15-19 and 874 aged 20-24) but also young families that may bring new children (887 additional residents aged 25-34 and 386 aged 0-15).
 - › A second notable change is the increase in the number of residents aged 55-64, 550 residents representing 15% of the population change.
- By extrapolating the population through time (2000 to 2010) and factoring for standard birth and death rates, migration patterns begin to emerge. Figure 2.7 compares the predicted population change (no migration) to the actual population change that occurred from 2000 to 2010.
 - › The model forecasted growth during the decade, but growth occurred in a different way. The forecast assumed that students remain in Brookings and age into the next cohort, but this is typically interrupted by graduation and relocation. Instead of the change predicted, a steady population of older adults and growth in the student population compensated to support overall population gains.
 - › The student population is characterized by an abrupt in-migration in the 15-19 age cohort and departure before the 25-34 cohort. The ripple effect of this departure is that fewer children were added than predicted as these young adults do not stay long enough to enter their family years in Brookings.

FIGURE 2.7: Predicted Versus Actual Population Change 2000 - 2010 by Age

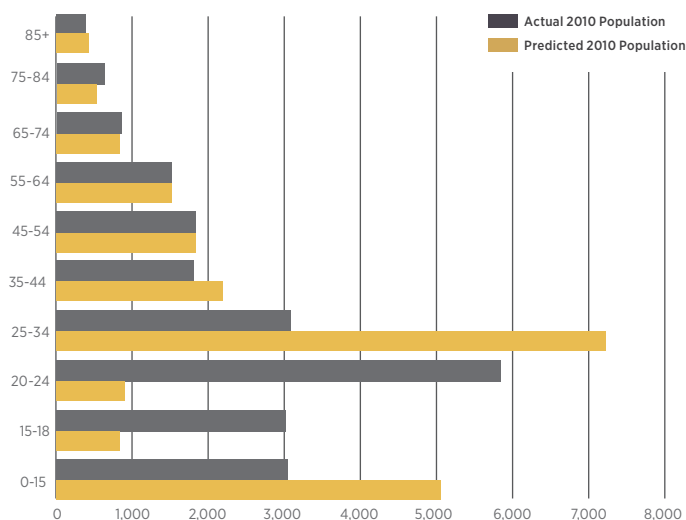
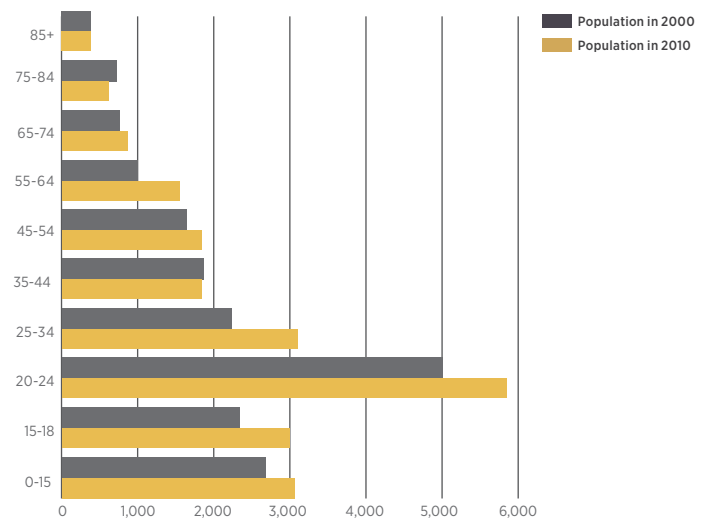


FIGURE 2.8: Actual Population Change 2000 - 2010 by Age



HOUSING & NEIGHBORHOODS

EXISTING CONDITIONS AT A GLANCE

MAJOR THEMES:

Housing Market - Roles & Interactions

The housing market must serve several user groups depending on the stage of their life. Students use the housing market for four to six years as renters, while more traditional residents may want to test the market as a renter before purchasing a home.

Workforce Housing

Rising housing costs have the greatest impact on those seeking to enter the housing market as young employees or first time homebuyers. Rental rates can be comparable to a monthly mortgage payment. Compounding this issue is a shortage of available ownership units on the market. Adequate workforce housing, both in the ownership and rental markets, will improve the quality of life and increase retention of its workforce.

Housing Production and Mix

- The housing market is divided between ownership and rental options, but recent production has favored single family units, especially in the upper price points.
- Approximately 26.6% of SDSU students reside on campus leaving the remaining 73.3% in a mix of arrangements including single family homes, duplexes, with family, or commuting into Brookings.
- A healthy mix of housing sizes, types, and price-points enables residents to enter the market at a level that is appropriate for them and to move-up or downsize as desired.



INTRODUCTION

The cost, nature, and quality of a community's housing stock are some of its defining characteristics. As part of a comprehensive planning process, it is important to consider whether the existing housing stock is adequately meeting the needs of the community. Additionally, tracking data on housing tenure, median value/rent, and price relative to income can help reveal important information about a community's current economic trajectory.

The housing market operates as a system with contributing factors including housing occupancy characteristics, affordability characteristics, and market demand. As an extension of the system, it is important to note that the smaller communities in Brookings County play a significant role in providing affordable housing to the region's workforce.

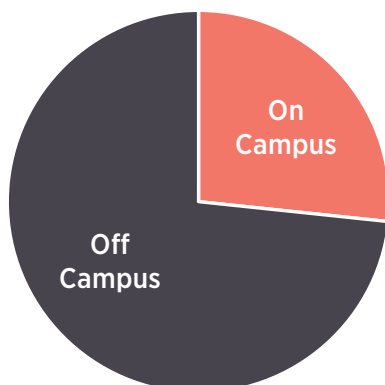
HOUSING OCCUPANCY

- New residents often look to rent before buying a home. The student population complicates the matter by inflating the market demand for renter occupied units that must accommodate both workers and students.
- Over the past 15 years, the city's population grew by 24% (4,470 new residents) creating a demand for 2,003 new housing units. Recent production has kept pace with demand, however the type and price-points of new units have gravitated to the upper income markets.
- Of the 12,589 full-time enrolled students attending SDSU, 26.6% reside in dormitories and 73.3% live off-campus in a mix of arrangements including traditional apartments, single family home-conversions, or with family in Brookings.

**FIGURE 2.9:** Housing Occupancy

	2000	2010	2015
Total Units	7,359	8,715	9,269
Occupied Units	6,971	8,159	8,408
Owner Occupied Units	3,238	3,843	4,176
Renter Occupied Units	3,733	4,316	4,232
Total Vacant Units	388	556	861
Vacancy Rate	5.3%	6.4%	9.3%

Source: US Census Bureau

FIGURE 2.10: Location of Student Housing

HOUSING PRODUCTION

- Over the past 15 years, Brookings has produced an average of 153 units annually; approximately 93 single family units and 61 multi-family units.
- The pattern demonstrates that developers have capacity to bring units and new lots to the market. However, the fluctuation between years and unit types suggests that there are a limited number of developers operating at a given time.

FIGURE 2.11: Housing Permit Activity

YEAR	TOTAL UNITS (ANNUAL)	MONTHLY AVERAGE (TOTAL)	MONTHLY AVERAGE (SINGLE FAMILY)	MONTHLY AVERAGE (MULTI- FAMILY)
2000	70	5.83	3.33	2.5
2001	62	5.17	4.67	0.5
2002	129	10.75	6.42	4.33
2003	118	9.83	4.17	5.67
2004	138	11.5	9.67	1.83
2005	192	16.0	11.00	5.00
2006	140	11.67	11.33	0.33
2007	224	18.67	11.42	7.25
2008	230	19.17	9.17	10
2009	315	26.25	11.17	15.08
2010	81	6.75	6.58	0.17
2011	94	7.83	5.33	2.5
2012	244	20.33	6.92	13.42
2013	146	12.17	6.33	5.92
2014	103	8.58	7.42	1.17
2015	164	13.67	8.5	5.17
Average	153	12.76	7.71	5.05

Source: City of Brookings

HOUSING AFFORDABILITY

- Affordability is a relative concept that depends on the household income of those seeking a dwelling. What is affordable for one household may not be affordable to another due to their difference in household income.
- The affordability of a market should be viewed as a comparison of the spectrum of household incomes to the spectrum of home prices in the market. The comparison is illustrated in Figure 2.12.
 - How to use:
 - The vertical groupings illustrate the demand in each income/affordability range (i.e.: the number of households in a certain income bracket) compared to housing supply that would be affordable to those households (i.e.: no more than 30% of household income spent on housing)
 - An imbalance between supply (number of units in a certain affordability range) and demand (number of buyers in a certain income range) is noted as a surplus or deficit in the supply of housing.
 - Findings:
 - A shortage of homes for households earning less than \$25,000 per year. The number of households in this range is inflated by the student population who likely occupy rental units in the higher income ranges (imagine a share of the households from the \$0-\$25,000 shifting downward into higher cost units). The influence of the student market extends into the \$50-\$75,000 income brackets where rental units comprise 44% of the unit supply).
 - In the upper income ranges (above \$75,000), the supply shifts dramatically toward ownership with much of the recent housing production targeted to these price points.
- » Production of ownership units in the middle market rates would allow new residents, including professionals and families, to establish in Brookings. This supply is very limited today due to the dominance of rental units in the lower affordability ranges.
- The Department of Housing and Urban Development describes a resident as being "house-burdened" when more than 30% of their household income goes to the cost of housing - rent and utilities or mortgage. Figure 2.13 and 2.15 illustrate this trend by census block group for ownership and rental units respectively. These underscore current and emerging affordability issues.

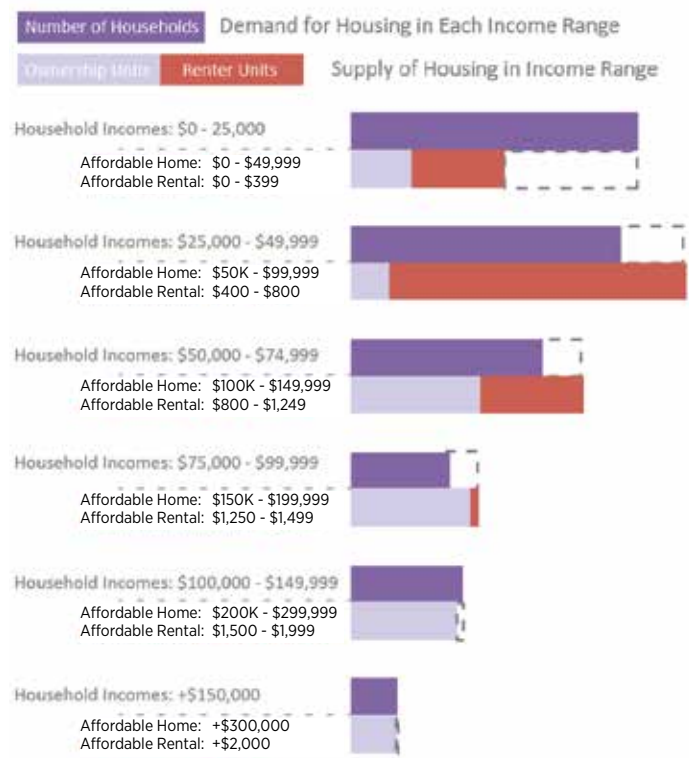


FIGURE 2.12: Affordability Analysis

INCOME RANGE	NUMBER OF HOUSEHOLDS	AFFORDABLE OWNER RANGE	AFFORDABLE OWNER UNITS	AFFORDABLE RENTAL RANGE	AFFORDABLE RENTAL UNITS	TOTAL AFFORDABLE UNITS	BALANCE
\$0-24,999	2,398	\$0-49,999	506	\$0-399	782	1,288	-1,110
\$25K-49,999	2,260	\$50K-99,999	317	\$400-799	2,480	2,797	537
\$50K-74,999	1,600	\$100K-149,999	1,081	\$800-1,249	863	1,944	344
\$75K-99,999	821	\$150K-199,999	996	\$1,250-1,499	76	1,072	251
\$100K-149,999	940	\$200K-299,999	891	\$1,500-1,999	31	922	-18
\$150,000+	389	\$300,000+	385	\$2,000+	0	385	-4

Source: US Census Bureau, 2000 & 2010



Demand

- With a growth rate of 1.5% annually, the city will reach a population of 31,000 by 2035. To support this growth, the city will need to add approximately 175 units annually including single-family detached homes, single-family attached homes, townhomes, and multi-family units.
- Brookings has added an average of 153 new housing units per year (Figure 2.11) which is less than recommended. Reasons may include: developers being conservative absorption rates; a limited number of developers; a limited amount of development capital; and the scarcity of developable land.

FIGURE 2.14: Housing Demand at 1.5% Annual Growth Rate

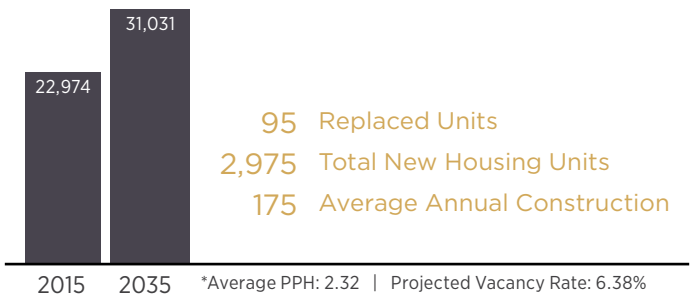


FIGURE 2.13: Households Spending +30% of Household Income on Mortgage (Ownership Options)

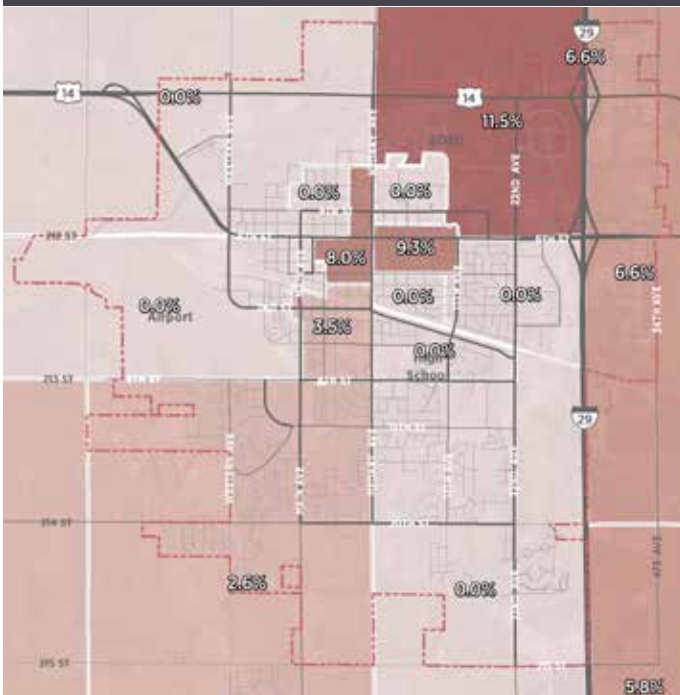
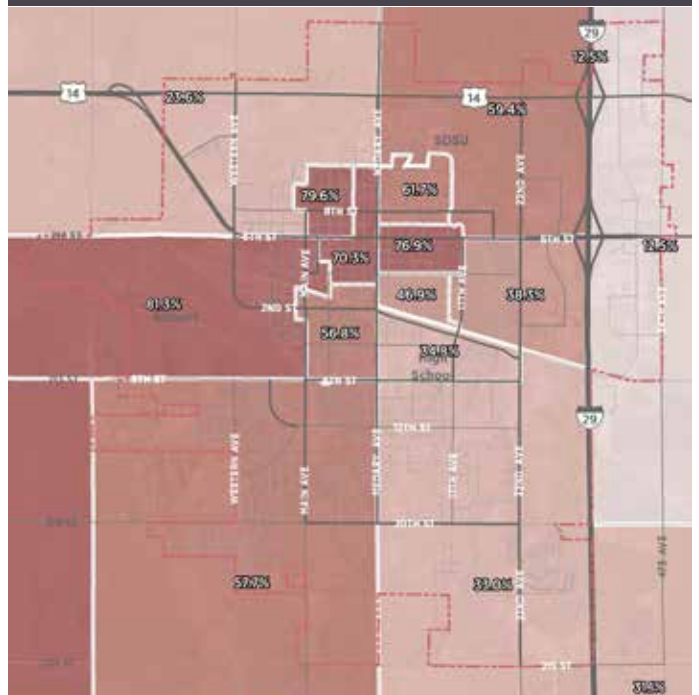


FIGURE 2.15: Households Spending +30% of Household Income on Rent and Utilities (Rental Options)



TRANSPORTATION & MOBILITY

EXISTING CONDITIONS AT A GLANCE

MAJOR THEMES:

A Mobility Approach

The term "transportation" is often synonymous with roads and automobiles. While automobiles will remain a major part of the transportation system, the continued integration of alternatives will improve the level of service to residents. After all, the focus of a transportation system should be to move people most efficiently, not cars.

Transportation Options

- Residents have multiple transportation options available, however few offer the same freedom and comfort as the automobile at this time. Many residents walk or ride a bike as part of their daily transportation routine and many also use the on-demand bus service. A system that emphasizes these alternative modes would allow for more equitable access to the freedom of movement.
- Expanding alternative modes requires that a focus be placed on improving the comfort, safety, and convenience of alternative transportation.

Access and Connectivity

- Piecemeal development often limits the accessibility and connectivity between developments. Improving access and connectivity must integrate the development of land in a way that aligns with a future transportation plan.
- Connectivity and innovating approached such as "complete streets" allow for alternative transportation, makes walkable neighborhoods, reduces future congestion, is financially prudent in terms of land development, and allows for prompt and reliable emergency service.



INTRODUCTION

A city's transportation system is inextricably linked with the character of a community and its land use character. Many considerations come together through individual decisions:

- the type and priority of transportation modes that will be incorporated into land development policy,
- the connectivity of the overall transportation system and the way it is expressed in new developments, and
- the exact specifications of system improvements.

These considerations - both large and small - must come together if the system is to effectively serve the population.

TRANSPORTATION OPTIONS

- Brookings Area Transportation Authority (BATA) On-Demand Bus Service.** BATA is a demand-response door-to-door public transit system that serves a radius of approximately 50 miles, including three round-trips to Sioux Falls each day. They are a Medicaid provider with funding from federal, state, local resources (fares, contracts, city, county, United Way, Medicaid, advertisings, donations) with 40 employees and a fleet of 25 vehicles. The economic impact of public transportation for a community is significant. For every dollar invested in public transit, a return of \$1.90 is found. BATA provides a valuable, well-used, and growing service for residents of Brookings - it is important that this service continue and be expanded.
- Safe Ride.** Operated by BATA with financial support through SDSU and local sponsors, the program offers two routes to connect the downtown district with various destinations during the academic year. During the 2014-15 academic year, the Safe Ride Program provided 16,224 rides.



- **Road System.** The road system is in good condition and serves all areas with limited congestion. Challenges include the Interstate which divides the city and the maintenance and enhancement of the system while serving new development.
- **Emerging Bicycle System.** The Bicycle Master Plan illustrates opportunities for future trail development and for the creation of an on-street bicycle network. Brookings was recognized as a Bicycle Friendly Community (Bronze Level) in 2016. Continued emphasis on the integration of the Bicycle Master Plan recommendations into the city transportation plan will continue to bolster the effectiveness of the bicycle system.
- **Pedestrian System.** The majority of neighborhoods are served by sidewalks. While it is possible and appropriate to include the trail system as part of the pedestrian system, it is important to note that this provides a recreational amenity but not a particularly convenient transportation option for walkers.

FIGURE 2.16: BATA Ridership

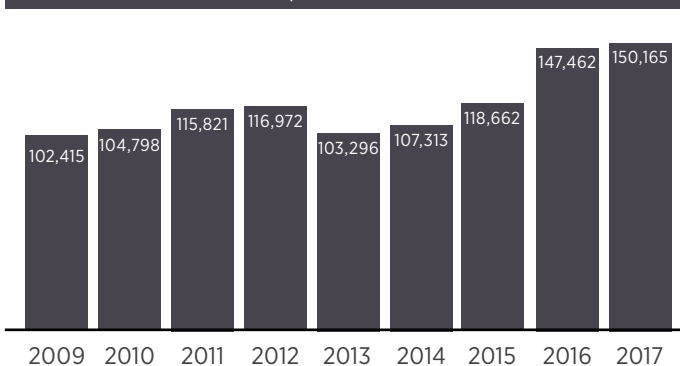
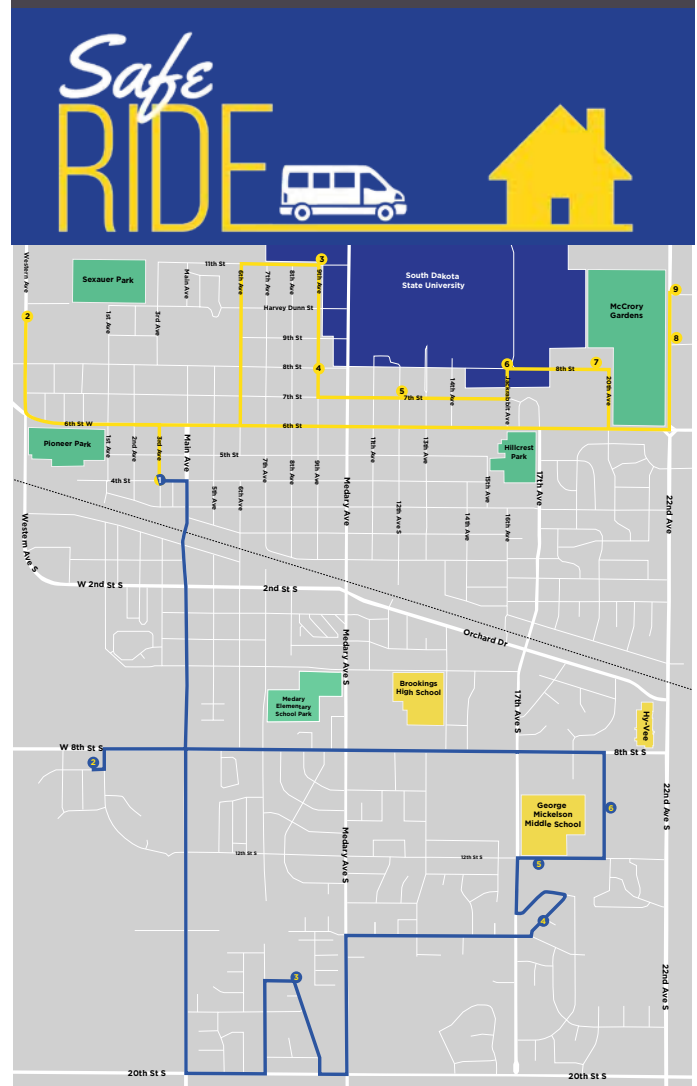


FIGURE 2.17: Safe Ride Transit Route





BICYCLE MASTER PLAN

- The City of Brookings recently developed and adopted its Bicycle Master Plan to make the community more bicycle friendly. This plan recommends additional bicycle facilities (on-street and off-street) to supplement existing bicycle and trail infrastructure. The framework of recommendations are illustrated in Figure 2.18.

ROAD SYSTEM

- Functional Classifications.** To align facilities and facility improvements with federal funding mechanisms, communities often adopt a functional classification system for their roads network. Figure 2.19 illustrates the hierarchy of streets based on their role within the community including Interstate Highways, Arterials, Collectors, to Local Streets.

FIGURE 2.17: Bicycle Master Plan

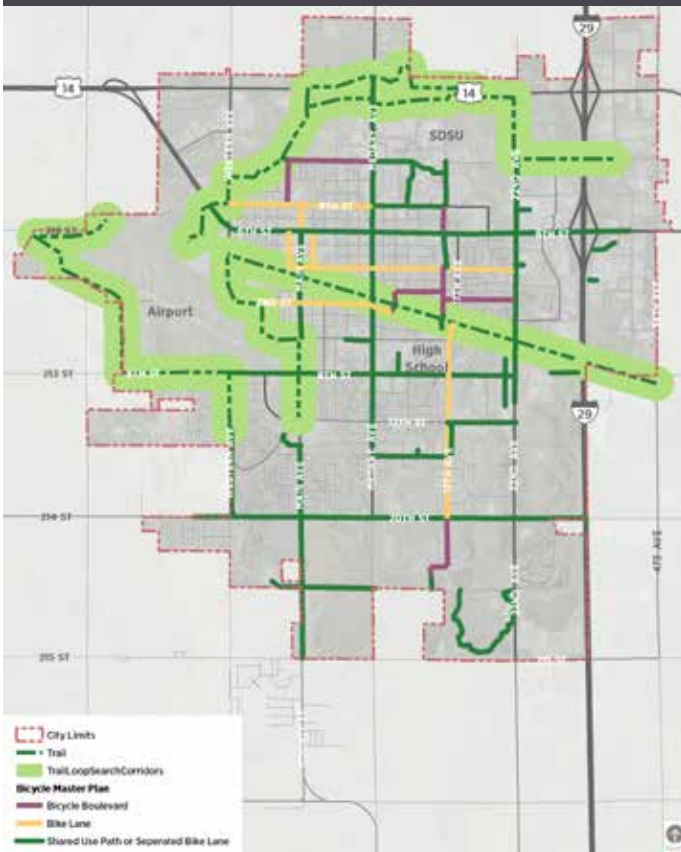
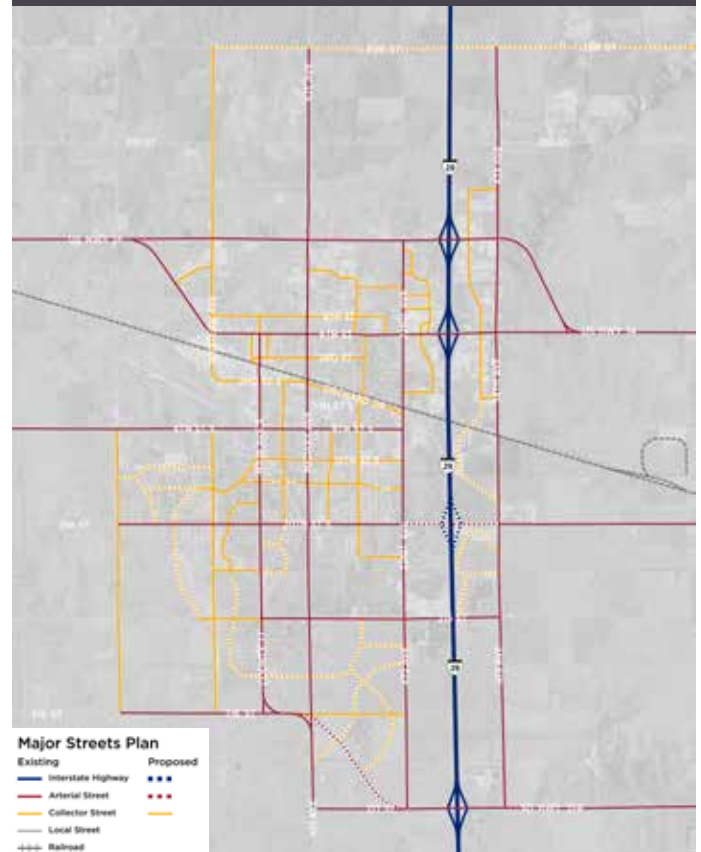


FIGURE 2.18: Functional Road Classification System





TRANSPORTATION USE

Trip Types

- People use the transportation system for a variety of purposes including: commuting to/from their jobs, transportation as part of industry including freight deliveries, and household trips for personal services. For the purpose of simplicity, the analysis will focus on transportation to/from primary jobs.

Inflow / Outflow Analysis (Brookings City).

- Of the total labor force working or living in Brookings: approximately 50% commute into the city for work, approximately 33% live and work in Brookings, and the remaining 17% travel outside of Brookings for work. The transportation system should accommodate each of these distinct user groups.

Inflow / Outflow Analysis (Brookings County).

- Of the total labor force working or living in Brookings County: approximately 33% commute into the county for work, approximately 46% live and work within Brookings County, and the remaining 20% travel outside of the county for work.

Mode of Commuting to Work

- Like many communities throughout the country, the majority of commute trips are made in automobiles without passengers (74.81%). Unlike many communities, the alternatives comprise a relatively large share with 12.28% carpooling and 10.38% bicycling, walking, or using alternatives.

FIGURE 2.19: Inflow/Outflow Commute Patterns



Source: U.S. Census Bureau. Average 2011, 2013, and 2015 Data

FIGURE 2.20: Means of Commuting to Work

	NUMBER	PERCENT
Car, truck, or van - drove alone	8,945	74.81%
Car, truck, or van - carpoled	1,468	12.28%
Public transportation	0	0.00%
Taxicab, motorcycle, bicycle, walked, or other means	1,241	10.38%
Worked at home	303	2.53%
Total	11,957	100%

Source: U.S. Census Bureau. 2016 Estimates

MUNICIPAL SERVICES

EXISTING CONDITIONS AT A GLANCE

MAJOR THEMES

Foundational to Urban Life

- The services provided by the city are fundamental to the quality of life that residents can experience in a particular place. The framework of municipal services are broad including police and fire protection, park and recreation amenities, and cultural offerings such as the public library and the activity center.
- Holistic municipal services that are accessible to residents and supportive of their needs allows for healthy neighborhoods, a healthy business community, and a healthy relationship with the environment.

Maintain and Expand with Growth

The city currently provides a variety of high quality services to the public. The city must continue to evaluate and maintain its facilities and services while also planning for how it will serve growth areas and the growing population.



INTRODUCTION

Municipal services create the framework on which the community and its quality of life are built. These services are within the direct control of the city with immediate, short-term, and long-term responsibilities.

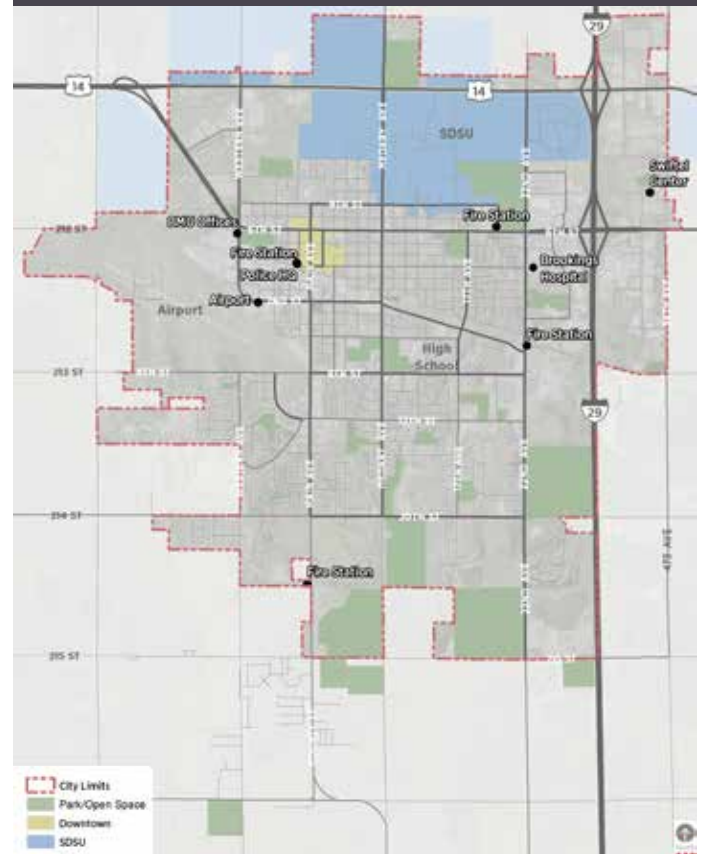
FACILITY ANALYSIS

- **Brookings City & County Government Center.** A joint government center for city and county operations. Built in 2012, the building is in very good condition.
- **Brookings Public Library.** Built in 1976 with a remodel and addition in 1999, the facility is nearing its capacity while experiencing an increase in the maintenance issues due to age.
- **Brookings Health System.** The original hospital was constructed in 1964, the Neighborhoods at Brookview in 2013, and the new expansion and renovation of the hospital in 2017. The hospital is in good condition with a plan for continued improvements in the near future.
- **Swiftel Center.** Managed by VenuWorks and owned by the City of Brookings, the Swiftel Center can accommodate a variety of events ranging from 50 attendees to 6,500. The facility is in good condition, but more extensive mechanical and operation improvements will be necessary in the coming years.



- **Brookings Municipal Airport.** The airport offers a 6,000 foot runway and the environmental assessment has been completed to expand the runway to 7,000 feet, a length considered optimal for a general aviation airport. The runway and support facilities are in good condition. However, due to the proximity to Sioux Falls it is unlikely that commercial air service will return to Brookings.
- **Brookings Municipal Liquor Store.** Built in 2006 and located on 22nd Avenue South, the facility is heavily used and is in good condition. A new satellite location may be considered in the next 5-10 years.
- **Brookings Regional Landfill.** Built in 1992 and located northeast of Brookings on 30th Street, the landfill and its support buildings are in good condition. Sufficient land-banking has allowed for growth.
- **Street Department.** A new state-of-the-art street maintenance facility was completed in 2016 and is in excellent condition.
- **Public Safety Center.** With segments of the center built in 1965 (south) and 1982 (north), the condition and future of the current facility requires study due to an assortment of issues including HVAC, plumbing, and electrical.

FIGURE 2.21: Municipal Service Facilities



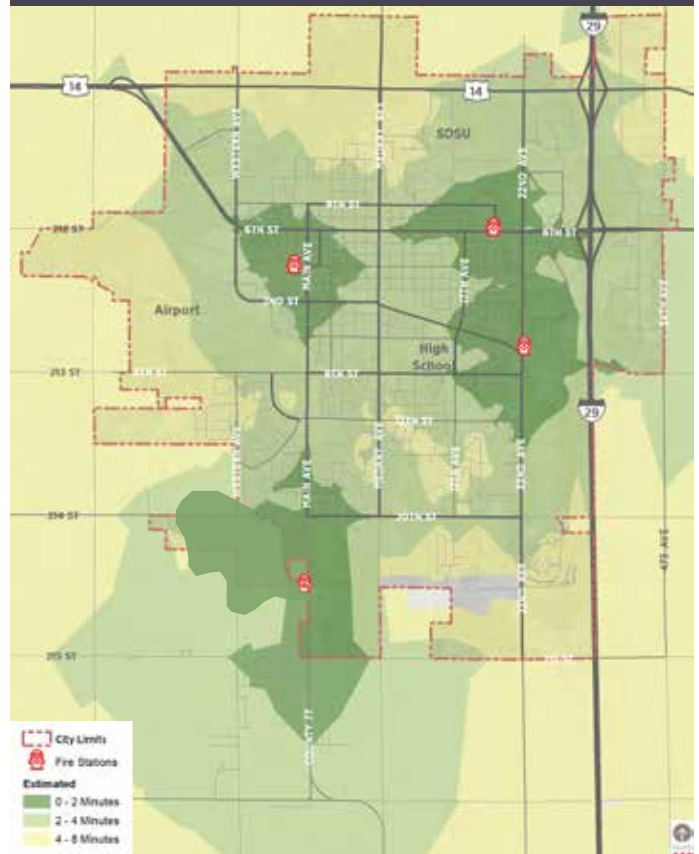


- **Fire Department Facilities.** The Brookings Fire Department employs a force of three career members and 45 professional volunteers to service the City of Brookings, 186 square miles of Brookings County, and 27 square miles in Moody County. Fire operations include the following facilities.

- › Main Station, on 3rd Avenue (Good Condition)
- › South Main Station, on 26th Street S. (Excellent Condition)
- › Training Station, on 32nd Street S. This is a decommissioned fire response station and the current plans are to convert it to a firefighting training facility,
- › 22nd Avenue Station (Moderate Condition)
- › Fire Hall, on 20th Avenue (Excellent Condition)
- › East Station, on 20th Avenue (Good Condition)

- **Fire Department Service.** Of the total number of calls, 73.16% come from within the City of Brookings, 4.32% from SDSU property, and the remainder from rural areas. For calls within the city limits, the average response time was four minutes 38 seconds which is consistent with the national standard of approximately four minutes.

FIGURE 2.22: Fire Service Response Times





Servicing Growth and Existing Development

- **Maintain current metrics.** Certain facilities can be increased proportionately to the increase in population.
- **Pursue national metrics.** For facilities where a national metric exists - such as parks, fire response, and fire rating - the city should strive to achieve the national standard.
- **Pro-active evaluation and budgeting.** The provision of municipal services is never a one-time investment, but instead requires attention and reinvestment through the life-cycle of the facility or equipment. Facilities should be evaluated regularly and improved to ensure they remain in a state of good repair.



INFRASTRUCTURE

EXISTING CONDITIONS AT A GLANCE

MAJOR THEMES

Foundation to Urban Life

The city infrastructure networks provide the foundation on which urban life in Brookings is built. Without the water, sewer, stormwater, electrical, and telecommunication systems, the city would be unable to exist.

A Network of Providers

Infrastructure is often developed through an interplay of several organizations including the City of Brookings, Brookings Municipal Utilities, and in some cases, with the private market.

Maintenance and Expansion

The city will continue to experience growth. Meeting those demands through proper and efficient extension of services will ensure a system that can be supported and maintained by future generations.



INTRODUCTION

Much in the same way that municipal facilities and public safety are a prerequisite to urban life, so too is infrastructure. The breadth of infrastructure provided by the City of Brookings and affiliate organizations is vast. The story of Brookings' infrastructure systems must be one of both maintenance and prudent expansion.

A NETWORK OF PROVIDERS

- City of Brookings
- Brookings Municipal Utilities
- Swiftel - Brookings Municipal Utilities
- Private Utility Providers



A NETWORK OF INFRASTRUCTURE TYPES

Storm Sewer System

• Operating Premise.

- › The storm sewer system manages and conveys storm water runoff created by rainfall events in a manner that is safe and reduces localized flooding
- › Any drainage structure or feature, manmade or natural, public or private, that conveys storm water is inherently part of the storm sewer system. This includes piping, streets, curbs, inlets, ditches, swales, streams, detention basins, etc.
- › In general, the storm sewer system in the public right-of-way is designed to carry storm water both in the street and in underground piping.



- › Storm water flows are gravity-driven; flowing from upstream land to downstream land, regardless of jurisdiction, ownership, etc.
- **Maintenance of Existing.** Many of the developed sections of the city are served by underground stormwater infrastructure. The City of Brookings has been continually evaluating the capacity of its system to serve its users, upgrading sections to increase capacity, and replacing aging sections.
- **Expansion to Serve Growth.** The system must be expanded to serve new development areas. The expansion of services is provided at the cost of private development or in partnership with the city.
 - › New Additions. Most often, the need to expand the system is driven by the land development. In the most simple scenario, the system is expanded from the end of the existing system through the new development area. This assumes that the downstream system has sufficient capacity.
 - › Capacity and Up-sizing. If the system does not have sufficient capacity to handle the combined load of the current demand and additional development area, the system capacity would need to be increased. As this can be very costly, it is best to build infrastructure to the anticipated long-term demand.
- **Detention and Retention Basins.** City standards require that developments incorporate systems to limit the peak runoff flow to the pre-development level for a certain storm event (intensity and duration) before the storm water leaves the development; most often this requirement is met through the creation of a stormwater basin. These basins usually remain the responsibility of the developer or homeowners association.



Sanitary Sewer System

- **Brookings Municipal Utilities.** The sanitary sewer system is installed and maintained by Brookings Municipal Utilities.
- **Operating Premise.**
 - › To efficiently direct sewage to central treatment facilities.
 - › Comprised of collection pipes, pump stations, and treatment facilities.
 - › Like the stormwater system, much of the sanitary system uses gravity but with a greater reliance on pump stations that can be either publicly or privately owned.
- **Maintenance of Existing.** The developed sections of the city are served by underground sanitary sewer infrastructure. Often the age of the infrastructure corresponds to the age of the development. Due to the age and underground location of the infrastructure, it is costly to maintain and replace segments.
- **Expansion to Serve Growth.** The system must be expanded to serve new development areas. Expansion of service is done at the cost of the private development or in partnership with the city.
 - › New Additions. Most often, the need to expand the system is driven by land development. In the most simple scenario, the system is expanded from the end of the existing system through the new development area. This assumes that the downstream system has sufficient capacity.
 - › Capacity and Up-sizing. If the system does not have sufficient capacity to handle the combined load of the current demand and the additional development area, the system capacity would need to be increased. As this can be very costly, it is best to build infrastructure to the anticipated long-term demand.
- **Treatment Facility.** The Brookings Wastewater Treatment Plant is located three miles south of the community. The plant was recently upgraded to serve the growing needs of the community.
- **Industrial Pretreatment.** Certain types of new industrial and business users are required to complete pre-treatment of their sanitary sewage to be in compliance with Environmental Protection Agency standards.



Water Treatment, Storage, and Distribution

- **Brookings Municipal Utilities.** The water system is installed and maintained by Brookings Municipal Utilities.
- **Operating Premise.**
 - › To provide clean water to users on demand.
 - › Comprised of nine wells, two ground storage reservoirs, four storage tanks, four elevated storage tanks, two water plants, and a system of distribution pipes.
 - › The water is extracted from the ground using pumps and directed to the treatment plans and then to the storage tanks and towers.
- **Maintenance of Existing.** The developed sections of the city are served by the oldest water lines. Due to age and underground location of the infrastructure, it is very costly to maintain and replace segments.
- **Expansion to Serve Growth.** The system must be expanded to serve new development areas. Expansion of the service is done at the cost of the private development or in partnership with the city.
- **Water Towers.** Situated throughout the city, the treated water is directed to the four water towers for distribution.

- **Wellfield and Wellhead Protection Areas.** Located in two wellfields, the city harvests its water supply from a total of nine wells. The city is located near abundant sources of high quality water that is free of heavy metals and organic contaminants. The wellfields should be protected from environmental contamination through controls including limits of new private wells and the location of new industrial and heavy agricultural operations.
- **Water Treatment Plants.** The city water supply is treated at two water plants.

Swiftel Telecommunications

- **Brookings Municipal Utilities.** The Telecommunications system is provided by Brookings Municipal Utilities under the Swiftel name.

Electrical System

- **Brookings Municipal Utilities.** The electrical system is owned and operated by Brookings Municipal Utilities. The system is comprised of five substations with connecting distribution lines. The system is well positioned to accommodate additional growth with limited additional infrastructure.

FIGURE 2.23: Sanitary Sewer Gravity Collection Areas

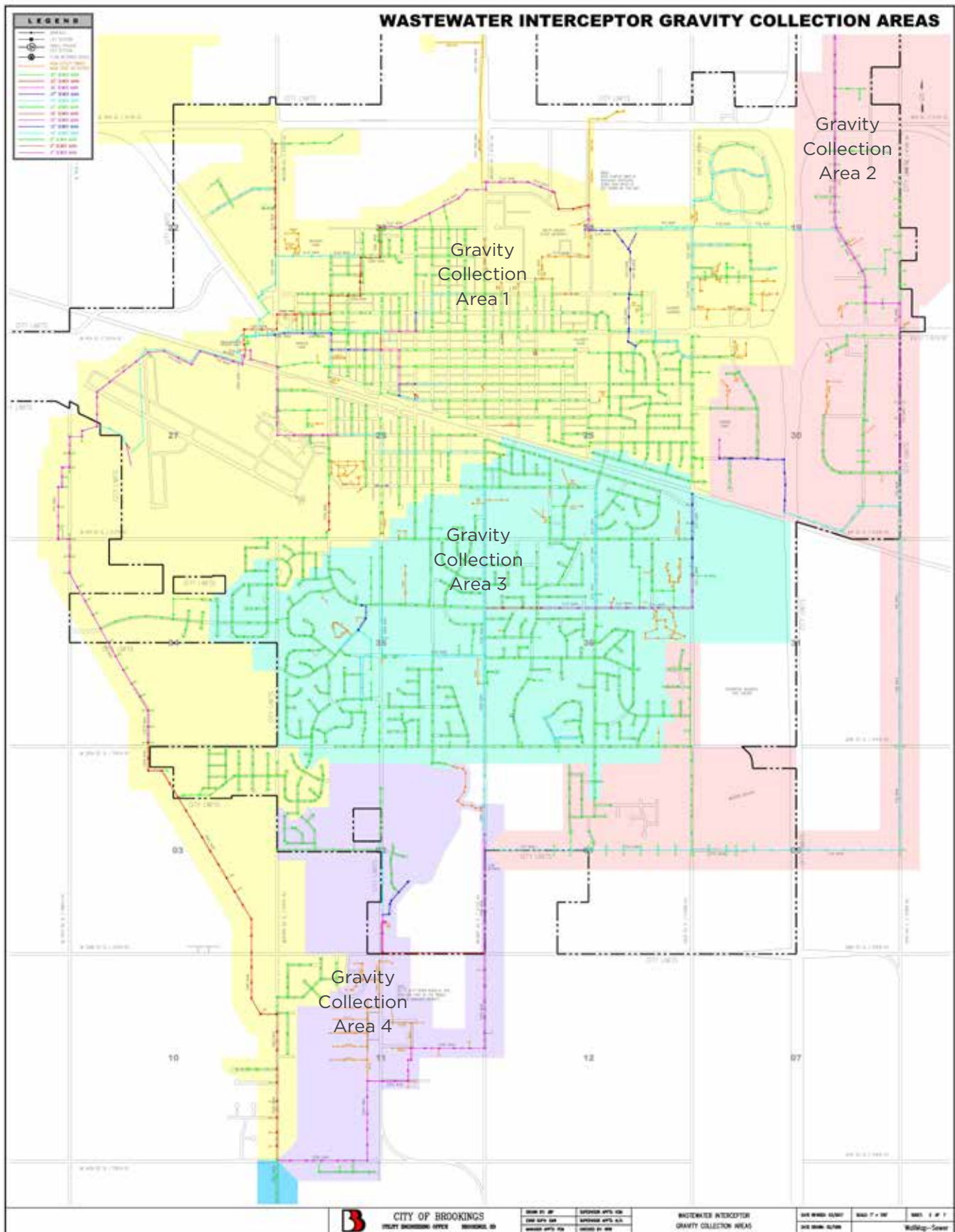
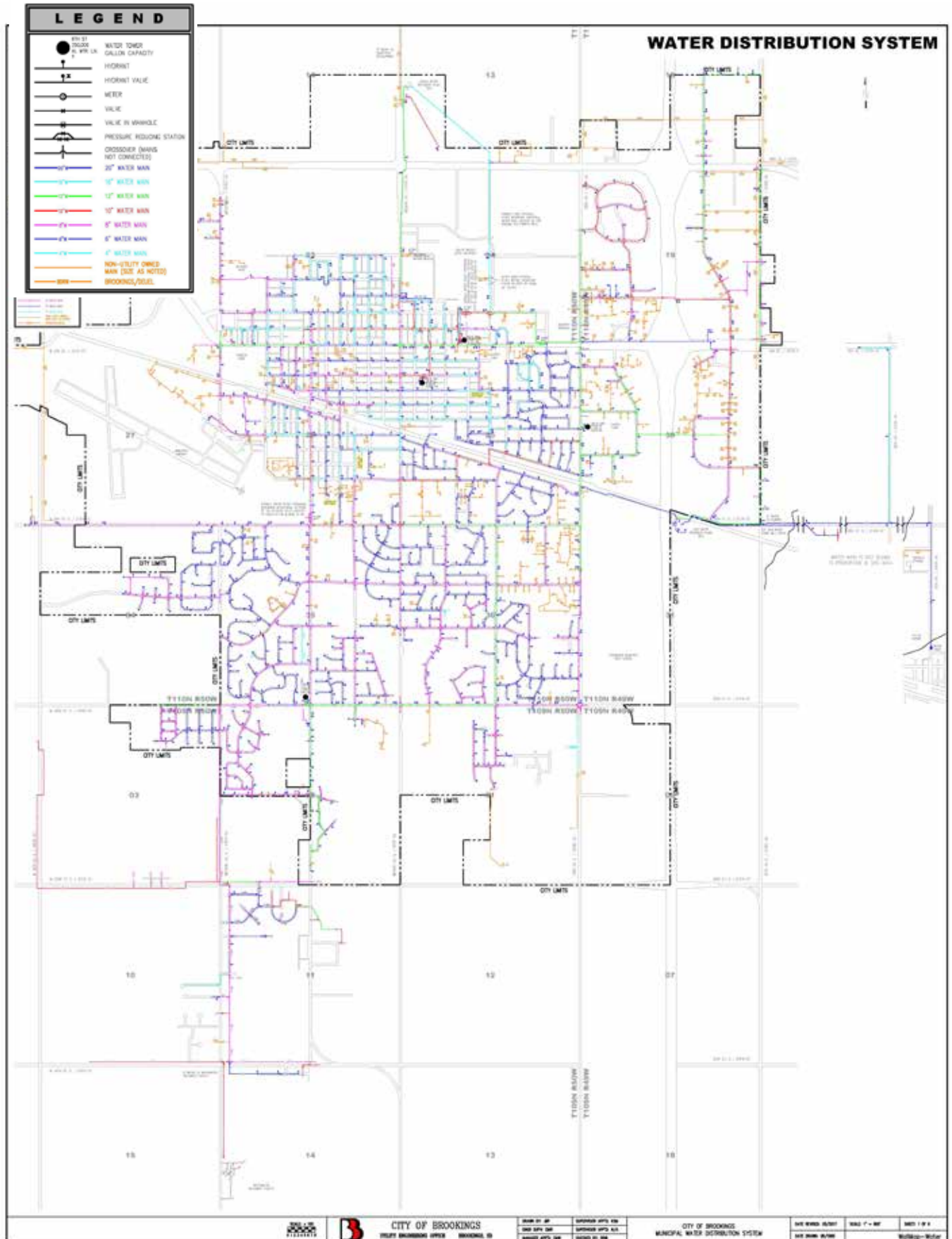


FIGURE 2.24: Water Distribution System



PARKS AND RECREATION

EXISTING CONDITIONS AT A GLANCE

MAJOR THEMES

System Expansion

Over the years, the city's population and land area have grown. The park system will need to continue to grow to offer all residents high quality parks in close proximity. Partnerships and funding sources can be leveraged to assist in expansion of the system while maintaining existing parks.

Park Dedication

Park expansion should follow new development and the residents that will benefit most from the development. The city should work with developers to ensure residents' park needs are met and to create highly marketable and quality developments, that are maintained long term.

Multi-Purpose Drainages

- One way to expand and connect the city's recreation system is by multi-purposing drainages and environmentally sensitive areas to support stormwater management and greenspace - both active and passive.
- This system can function as linear parks and trails that safely connect major destinations and recreation features.

Parks Master Plan

The city has developed and adopted a parks master plan that should be viewed as an extension of this document.



INTRODUCTION

Brookings' park and recreation system offers a high level of service and a wide range of recreational options to its residents. Park and recreation opportunities are a substantial part of a city's quality of life. In a legacy that continues to this day, community leaders see both the recreation and economic benefits of city parks.

DIRECT QUALITY OF LIFE AMENITY

As the most visible municipal amenity, the city park, trail, and recreation system provides a direct service to the residents that is relatively easy to measure.

SUPPORT FACILITY CONDITIONS

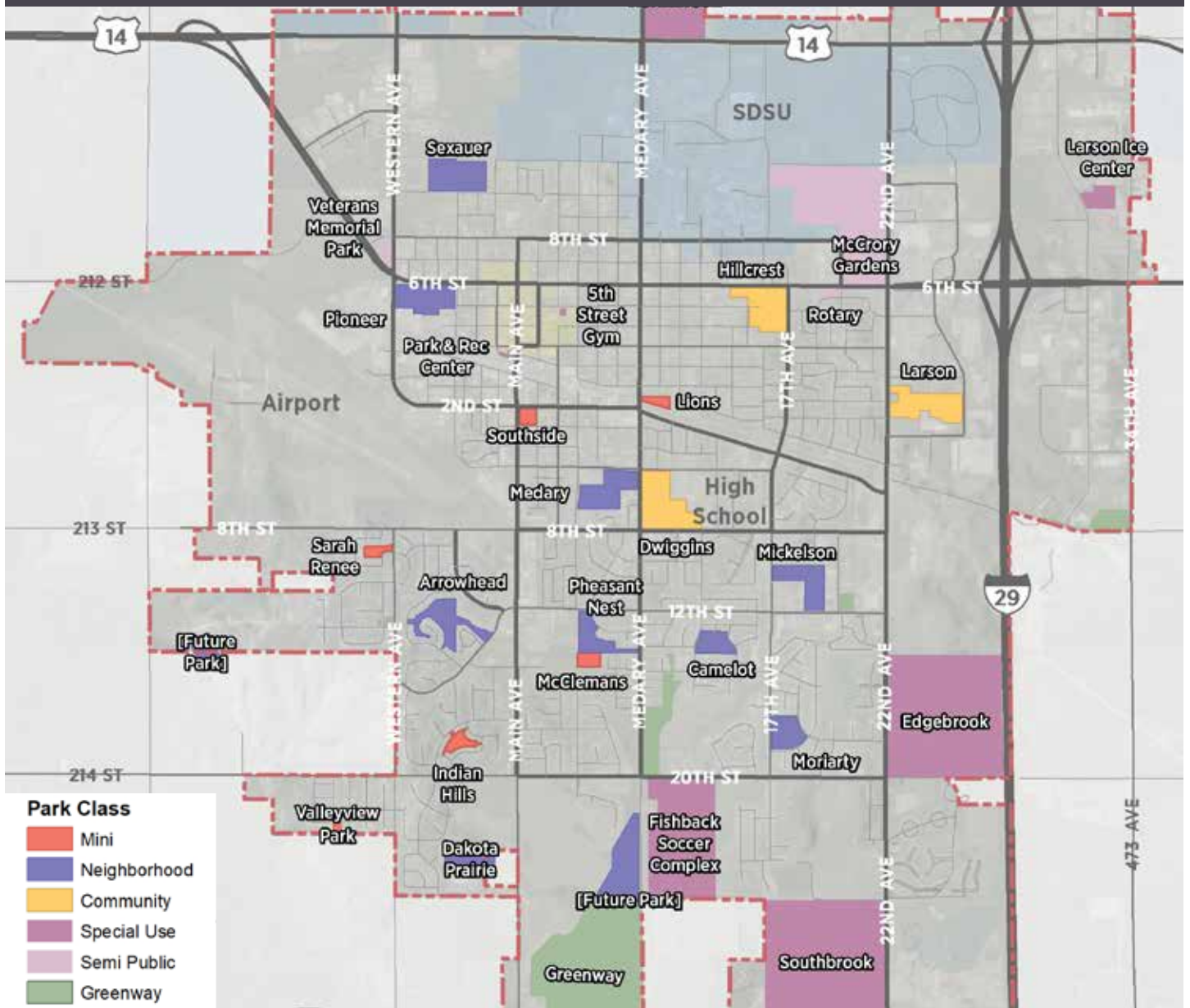
Comprised of approximately 42 facilities (32 park facilities and 10 support facilities), these resources are scattered throughout the community. Additional analysis can be found in the 2030 Park Master Plan. Highlights of the plan include:

- › Armory Recreation Center (requires immediate attention)
- › Hillcrest Aquatic Center (due to age and use, evaluate facilities and mechanical elements and plan for upgrades)
- › Food Pantry (poor to moderate condition)
- › Parks (evaluate individually and plan for maintenance and improvements)

PARKS, RECREATION, AND FORESTRY



FIGURE 2.25: Park Resources



SERVICE

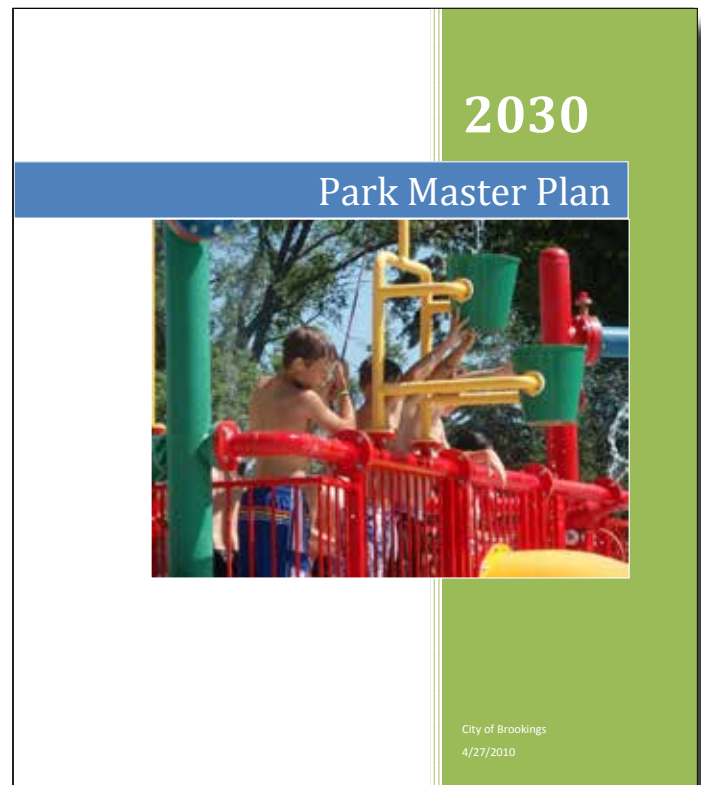
Service is evaluated in three primary ways - total acres per capita, park type per capita, and by geographic distribution.

- **Total Acres Per Capita.** A standard of 10 - 20 acres per 1,000 residents is the accepted standard. Excluding the many special use parks, Brookings provides 8.55 acres per 1,000 residents - slightly less than recommended. Including Specialty Parks, Brookings provides a wealth of parkland at the upper end of the recommended supply.
- **Park Type Per Capita.** The park system meets all standards in each category of park type. In addition, the community offers many acres of special use park.
- **Geographic Distribution.** All residents should be within a reasonable distance from a park (distance varies by park type). The majority of residential areas are well served and the master plan identifies new parks to serve developing areas.

2010 PARKS MASTER PLAN - PARKS & RECREATION

The Brookings Park Master Plan, adopted in 2010, provides a complete evaluation of service, facility inventory, and capital projects that will be necessary in the short, middle, and long term. The primary observations and findings follow.

- **Primary Goals Categories.**
 - › to strategically locate parks
 - › to maintain parks
 - › to provide quality experiences
- **Value and Alignment with the Capital Improvement Plan.** The plan values the current park system at \$17.8M. As an amenity and as a public facility, maintenance and enhancement are essential to quality of life and prudent leadership.
- **Partnerships.** The city should continue to work in cooperation with partners to create parks, program spaces, and maintain quality park facilities throughout the community.
- **Maintenance and Funding.** The most important issue is to find adequate funding to maintain and replace existing facilities and to make park and recreation facility improvements meet the demands of the public at large.



2010 PARKS MASTER PLAN - URBAN FORESTRY

The City of Brookings has an urban forestry department responsible for the development and maintenance of the city's urban forest including parks, boulevards, and public grounds. This resource contributes greatly to the current and future quality of life that residents of Brookings enjoy.

- **Urban Forestry Department Mission.** To preserve and perpetuate one of the community's most valuable natural resource and asset - its municipal forest of trees on public property, including boulevards, parks and other city properties.
- **Primary Goal.** Provide an ongoing city forestry public tree management program to ensure long term survival and continued development of our urban forest.

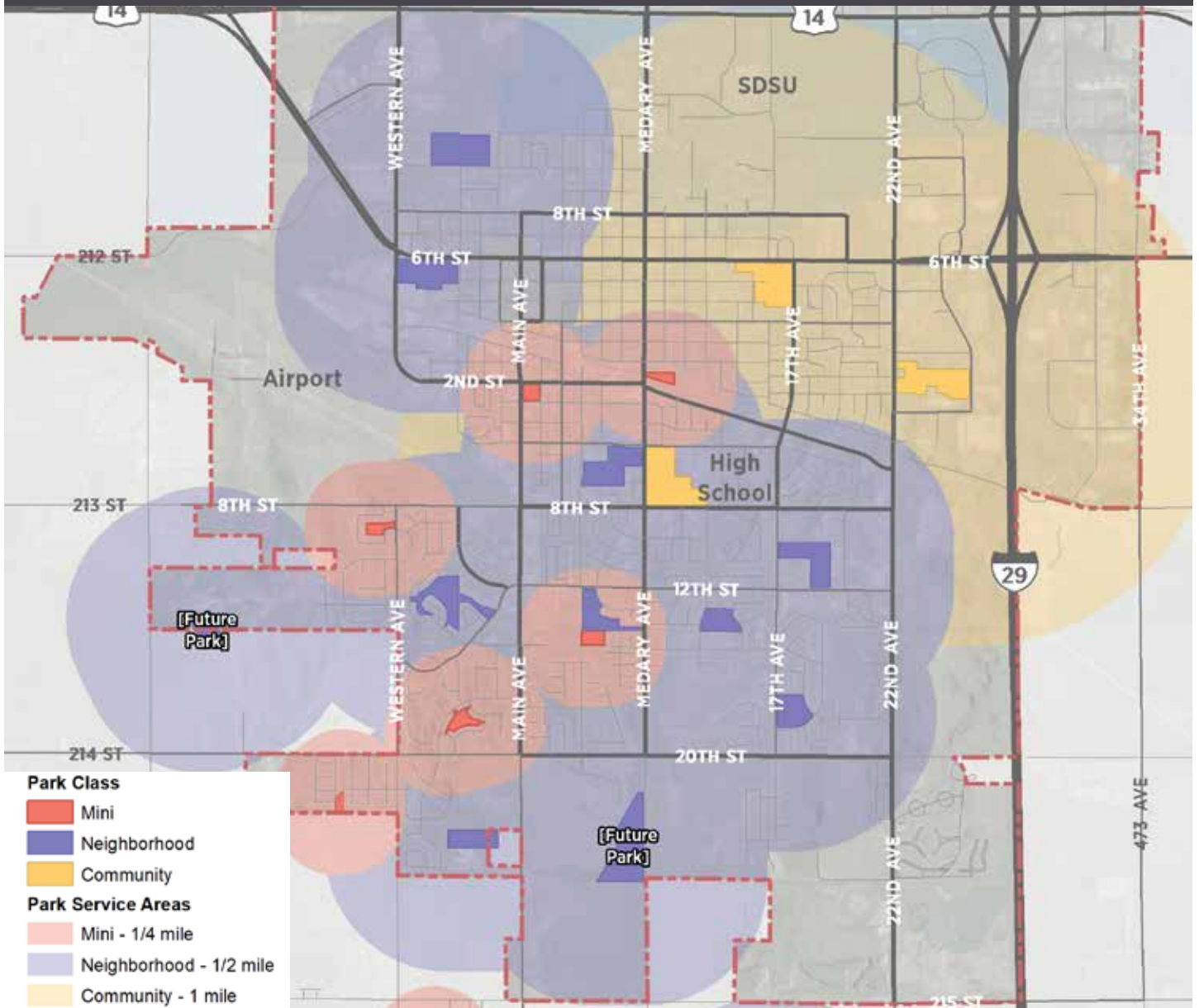
FIGURE 2.26: Park System - Level of Service

	SUPPLY	PER CAPITA STANDARD	PER CAPITA PERFORMANCE	GEOGRAPHIC STANDARD	EXAMPLE
Mini-Park	17.3 acres	0.25 - 0.5 acres per 1,000 residents	0.78	1/4 mile	Lions Park
Neighborhood Park	109.5 acres	2.5 - 3.5 acres per 1,000 residents	5.32	1/2 mile	Sexauer Park
Community Park	53.7 acres	2.5 - 5.0 acres per 1,000 residents	2.67	1-2 miles	Larson Park
Special Use Park	491 acres	Variable	24.49	Varies	Dakota Nature Park

Source: 2030 Brookings Park Master Plan



FIGURE 2.27: Park Service Areas



QUALITY OF LIFE

EXISTING CONDITIONS AT A GLANCE

MAJOR THEMES

Created by Many Factors

Many factors contribute to the quality of life that individuals experience. This section will focus on the quasi-public amenities that provide residents with the opportunity to enjoy a high quality of life.

Educational Facilities

Educational facilities, including the SDSU campus, function as neighborhood anchors but also a proxy for the health of the community at large.

Cultural Facilities

These facilities allow residents to gather, socialize, and enjoy their community.

Community and Neighborhood Character

The character of the public environment dictates the pride that its residents can have about their community. Brookings' identity remains strong as evident from its historic neighborhoods and downtown, the quality of its parks and public facilities, and the quality of new development.

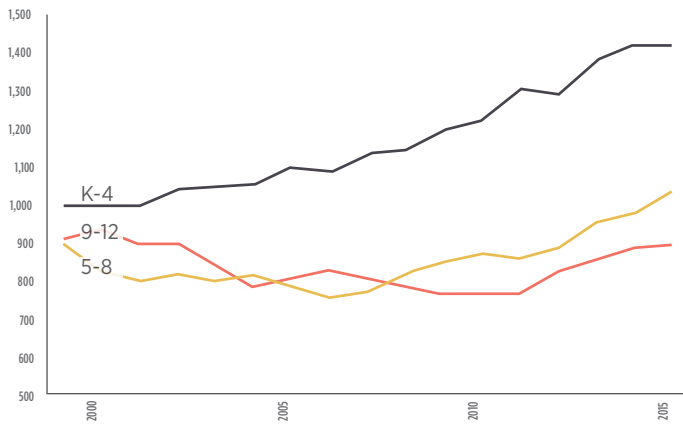
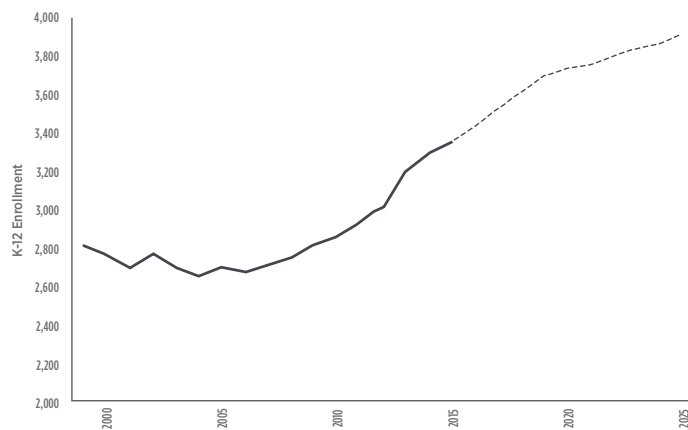
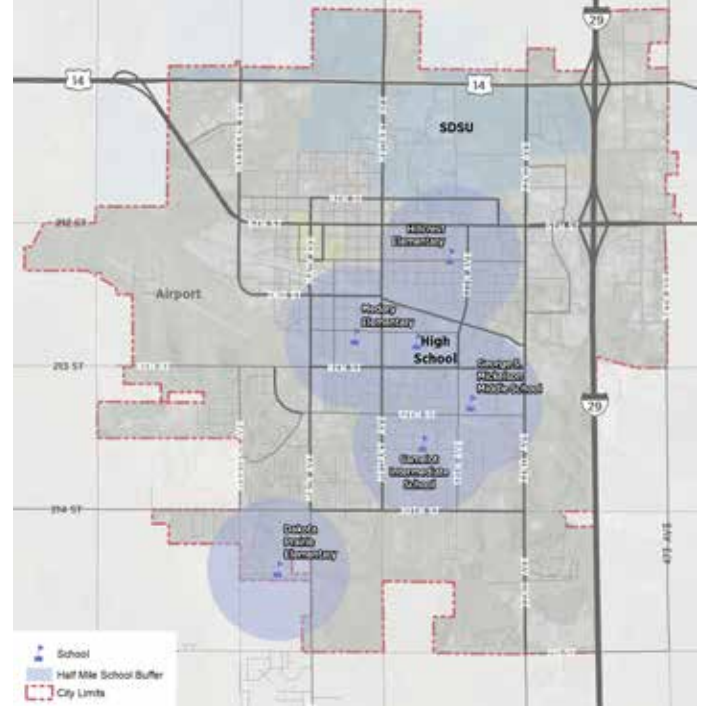
Quality and Accessible Housing

It is especially difficult for a resident to enjoy a high quality of life if they cannot find affordable and quality housing opportunities. This issue is explored further in the Housing and Neighborhoods Chapter.



SCHOOL FACILITIES AND SERVICE AREAS

- **Brookings School District Comprehensive Facility Master Plan.** Adopted in August of 2017, the Facility Master Plan examines the use, projected use, and condition of all facilities in the system to determine a strategic plan for how the district will evolve.
- **Facilities.**
 - › Dakota Prairie Elementary
 - › Hillcrest Elementary
 - › Medary Elementary
 - › Camelot Intermediary
 - › Mickelson Middle School
 - › High School
- **Enrollment and Projections**
 - › Enrollment increased by 19.4% from 1999 to 2015
 - › Enrollment projected to increase by 16.6% between 2015 and 2025.
 - › Enrollment has been steadily increasing in the K-4 grades and remaining stable for the upper grade levels.
- **Neighborhood Focus.** The six public schools serve a large swath of residential areas throughout Brookings. This distribution makes the schools relatively accessible for students to walk, ride a bike, ride a bus, or drive a short distance to their school.
 - › The city and school district have developed co-located facilities in several locations to the mutual benefit of each. Examples include: Hillcrest Park & Elementary; Dwiggins Medary Park, Medary Elementary & High School. This collaboration should continue.

**FIGURE 2.28: BSD Enrollment Trend by Grade****FIGURE 2.29: BSD Enrollment - Projected and Actual 1999 - 2025****FIGURE 2.30: School Service Areas**

SOUTH DAKOTA STATE UNIVERSITY

SDSU offers many quality of life features to the population. While these facilities are designed for enrolled students, many are also open to the general public. The following information is from the SDSU Website.

- **Coolidge Sylvan Theater.** The Coolidge Sylvan Theatre is an outdoor event space, dedicated in 1927 by Calvin Coolidge, the only sitting U.S. President to ever visit SDSU. Ada Caldwell, an art professor at State from 1899 to 1937, designed the space. Located just off Medary Avenue, the green space has several structures and wrought iron gates. This was the site of several commencement exercises until 1973, when Frost Arena was completed. Plays, presidential inaugurations and outdoor celebrations are still held at the theatre.
- **South Dakota Art Museum.** Located on the west side of campus, the South Dakota Art Museum is home to several collections of people with an SDSU connection or to the state. Paintings by Ada Caldwell, Harvey Dunn, Oscar Howe and more are on display at the museum. Museum curators change the exhibits every few months to provide a fresh display. The building also has a lecture hall, along with a gift shop. While admission to the museum is free, donations are appreciated.
- **Sanford-Jackrabbit Athletic Complex.** Sanford-Jackrabbit Athletic Complex is an indoor training and competition facility on the northeast side of campus. Located north of Dana J. Dykhouse Stadium, it has an eight-lane, 300-meter track and a 100-yard soy-based synthetic turf practice field. There are also areas for sports medicine, physical therapy and hydrotherapy, athlete training and strength and conditioning. Observation rooms and office space are located here as well. The use of this facility is restricted to SDSU Athletics.
- **Wellness Center.** The Student Wellness Center has several state-of-the-art fitness machines and equipment, wellness classes and a conveniently located student health clinic. There are three courts that can be used for basketball, volleyball, soccer and more. A suspended, three-lane indoor track oversees the Student Wellness Center. An indoor rock climbing wall and two fitness studios are also available. The Student Wellness Center is connected to the Stanley J. Marshall Center where an indoor lap pool is located.
- **McCrary Gardens.** McCrary Gardens is a botanical garden & arboretum operated and maintained by SDSU but open to the public for the cost of admission. The gardens are funded primarily by donations from the Friends of McCrary Gardens, admission fees, other special gifts, and endowment returns. McCrary Gardens has over 25 acres of formal display gardens & 45 acres of arboretum featuring hundreds of different flowers, trees, shrubs and grasses in harmonious settings to display, educate, and further the development of new varieties.
- **Performing Arts Center.** The Performing Arts Center (PAC) serves SDSU and the Brookings Community as a joint use facility. It is the home for great concerts and events in the Larson Memorial Concert Hall, great studio theatre productions and events in the Fishback Studio Theatre, and great banquet and programs in the Roberts Reception Hall.
- **Agricultural History Museum.** The South Dakota Agricultural Heritage Museum is the official state museum that collects, preserves and interprets the history of agriculture in South Dakota. The museum collection contains the following items: approximately 3,500 agricultural and mechanical tools and equipment; 1,500 items classified as building furnishings, personal and recreational items; 8,300 communications and documentary items, such as maps, prints and agricultural business advertising; over 70,000 photographs of farms, ranches, small towns, 4-H and Cooperative Extension Services; and approximately 72 cubic feet of machinery operator's manuals, parts, lists, and sales literature.



3

INTEGRATED LAND USE VISION

The form of urban development arises from a combination of forces including transportation patterns, private and public land development, and environmental constraints. The integrated land use vision was developed from detailed study of the community including its growth patterns, pressures, and personalities.

FOUNDATIONS OF GROWTH & LAND USE

Brookings Land Use and Development Principles: Desired characteristics for Brookings



USE URBAN SERVICES EFFICIENTLY

Contiguous and compact development, similar to the city's historic patterns, helps preserve the character of Brookings as it grows. This type of development reduces costly infrastructure extensions such as water, sewer, and roads by developing on under-utilized infill properties or in strategic areas adjacent to existing development. Contiguous development minimizes travel distances and encourages development that is more accessible to both pedestrians and cars.

PROMOTE DIVERSE HOUSING OPTIONS

Residents have expressed a clear desire for more diverse housing options, at prices that more people can afford. At the same time, housing needs and preferences are diversifying. The Baby Boomer and Millennial generations are demonstrating a growing preference for smaller lot homes and multi-family housing, in addition to a continued interest in traditional single family homes. A mix of entry level housing options will be important to retaining young Brookings professionals. This diversity can be provided through a mix of new housing units and the conservation of existing housing units.

PROMOTE INFILL DEVELOPMENT

Infill development supports the economic value of Brookings' existing neighborhoods by promoting investment in established areas with existing capital assets, rather than solely at the fringe. Infill development helps make full use of existing infrastructure, thus limiting unnecessary expansions and associated expense. Such developments are appropriate when they respect the character of the surrounding neighborhoods.

ADDRESS STORMWATER MANAGEMENT AT BOTH A LOCAL AND REGIONAL LEVEL

Preserving wetlands, low lying areas, and floodplains can protect property values for adjacent and downstream developments, enhance and connect the park system, reduce flooding and lower development costs by providing more natural areas for water to be absorbed while reducing the amount of fill needed on a site. A network of natural preserve areas will enhance community character, protect existing properties and future development areas, and avoid short term rewards with long term costs.

PLAN FOR COMMUNITY AMENITIES SUCH AS PARKS AND SCHOOLS

Parks, open space, schools, and other public places can serve as neighborhood focal points that promote community activity, personal interaction, a sense of place, and ultimately a sense of ownership in the community. The City of Brookings Forestry Department which plans for and maintains over 10,000 boulevard trees and 10,000 trees within the parks system. Public art installations and venues should be incorporated into these amenities.



PROVIDE A MULTI-MODAL AND CONNECTED TRANSPORTATION NETWORK

A network of streets, trails, pedestrian paths and on-street bike facilities should provide safe, efficient connectivity and accommodate a diverse set of mobility needs and preferences. Although not every street can or will accommodate all modes of transportation, Brookings residents want to see more bike and pedestrian options and new developments and redevelopments need to accommodate these options.

ENHANCE PUBLIC SAFETY AND MINIMIZE HAZARDS

Land use decisions have a wide variety of effects on public safety and hazard mitigation. Preserving natural drainage-ways to manage stormwater minimizes the risk of injury and property damage due to flooding. A well-connected transportation network promotes better emergency service provision and evacuation routes in case of large-scale hazards. A mixture of land uses within neighborhoods enhances security by creating activity and “eyes on the street” throughout the day.

ENCOURAGE BALANCED AND CONNECTED NEIGHBORHOODS

Residents often spoke of the need for a greater sense of “neighborhood.” Balanced neighborhoods provide residents with easy access to a variety of places to live, shop, work, play, and engage in community life. Mixing compatible uses, such as a corner store or school in a residential neighborhood, creates a sense of community and promotes efficiencies in infrastructure and travel times. Balanced neighborhoods offer a variety of housing options, access to open space, and contain activity centers such as parks, schools, civic centers, or commercial areas that are well connected to surrounding neighborhoods. Appropriate transitions should be made between higher intensity uses, such as industry, and lower intensity uses, such as homes.

USE PUBLIC INVESTMENTS TO PROMOTE PRIVATE DEVELOPMENT

Brookings’ public investments in streets, water, sewer, parks and civic facilities can be leveraged to promote private investments. When strategically located, a new park or public building can inspire private residential development, while targeted infrastructure improvements can attract new industry. Any infrastructure extension should be done with the goal of maximizing private investment, thus supporting the long term costs associated with any infrastructure or facility.

MAKE DECISIONS IN A TRANSPARENT AND COLLABORATIVE MANNER

Land use and environmental decisions should be made through a transparent process, with opportunity for input from all citizens and affected entities, such as the county or school district. Creation and implementation of land use decisions should be shared responsibilities that promote quality living environments and efficient use of fiscal resources.



CONTEXT

FLOOD PLAINS

- **100 Year Flood Plain.** An area prone to inundation by a 100-year flood event (an event with a 1% annual probability or that over the course of a 30-year mortgage has a 26% chance of being flooded at least once). These areas are severely limited from development and are subject to many additional requirements. It is difficult to mitigate these issues responsibly and the extent of these areas should continue to be studied. Development should not occur in the 100-year floodplain unless the impact can be responsibly mitigated.
- **500 Year Flood Plain.** An area prone to inundation by a 500-year flood event (an event with a 0.2% annual probability). These areas are limited from development, but issues can typically be mitigated responsibly without significant negative impact to the overall flow of water. Development may occur in the 500-year floodplain if it can be made flood-resistant and be responsibly mitigated.
- **Floodway.** A regulatory floodway means the channel of a waterway that must be reserved in order to discharge the base flood without cumulatively increasing the water's surface elevation more than a designated height. FEMA delineated the floodways within Brookings' corporate limits but not the surrounding county areas. Development should never occur in the floodway unless a no-rise certificate is issued by a Professional Engineer.

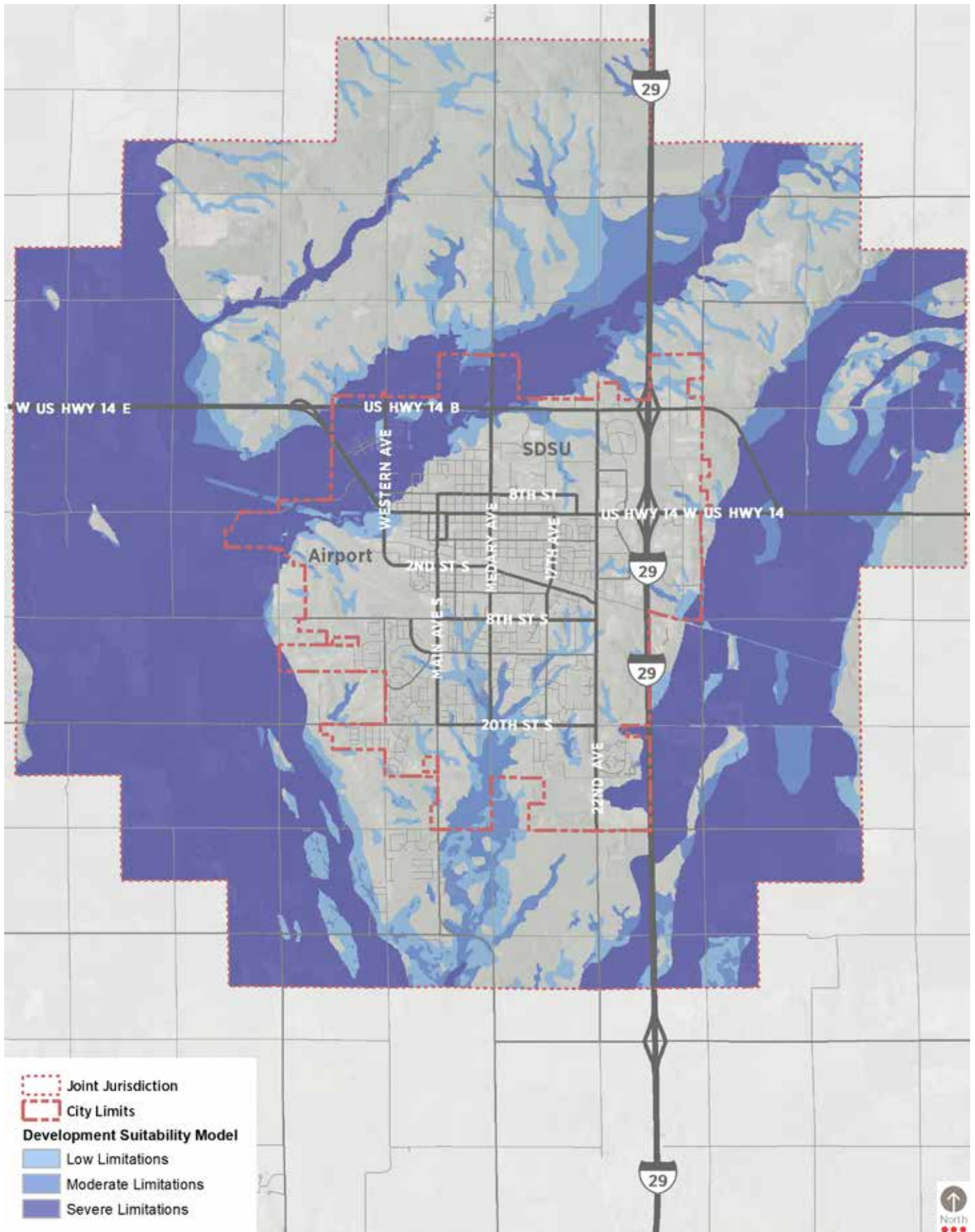
WHERE WE GROW: ENVIRONMENTAL FRAMEWORK

Brookings' natural environment can both be a major hurdle and a tremendous asset to the city's future growth. Preserving floodplains and wetlands can increase property values for adjacent development, enhance and connect the park system, protect plant and animal habitats, and reduce flood risk by providing natural stormwater drainage. But Brookings is nearly surrounded by floodplain and wet soils, potentially making development more expensive. For Brookings, environmentally-aware development is especially important, both in how stormwater is managed but also how efficiently land is used.

MAJOR THEMES

- **Floodplains.** Much of the land surrounding Brookings is restricted by floodplains and a high ground water table. Due to the increased risk to life and property, floodplain development should be minimized which thus limits potential growth directions.
- **High Ground Water Table.** The depth to groundwater plays a role in the cost of development in several ways: impact on soil conditions, soil saturation and impact on foundations, and its contribution to surface conditions including flooding and wetlands. While areas with a high ground water table have traditionally been addressed through fill dirt and designing developments without basements, it can be difficult to determine the impact of fill and detention on the flow of groundwater and the additional costs to homeowners today or in the future. A geotechnical report would indicate recommended actions to mitigate issues caused by soil and ground water issues.
- **Resource Extraction Areas.** Areas throughout the region exhibit conditions desirable for resource extraction – most commonly gravel. Once the resources are extracted, the pit is often filled with water to form a pond; thoughtful operations often consider how the land can be configured to create a residential neighborhood once the land extraction is completed and the pit either filled or incorporated into the development as a practical aesthetic feature that can provide storm water benefits.

FIGURE 3.1: Environmental Limitations / Development Suitability Model



NATURAL APPROACH TO STORMWATER

Stormwater systems have traditionally focused on collecting rainwater into networks of pipes that transport water off-site quickly to detention basins and creeks. In Brookings these systems have also included water discharged from sump pumps. These systems can be costly to maintain and have negative side effects such as stream bank erosion and contaminated streams. Over the years Brookings has worked to improve the ways it handles stormwater, but often this is done on-site through small detention basins or even underground basins. Developments constructed before the detention regulations, with a high degree of impervious surfaces, still result in an overwhelming amount of runoff, causing ponding and flooding during rain events.

Brookings, like many communities, has been trying to take a more natural approach to stormwater, by preserving natural areas that help mimic pre-development drainage patterns. In the past this has included mitigation areas to offset the wetlands lost to development. However, as the city looks to the south where water already naturally drains the focus must shift to increasing the volume of stormwater absorbed into the soil or stored in ponds.

Protecting this area allows it to continue serving its natural function which is very important. A natural system requires less costly hard infrastructure and the gradual infiltration results in less erosion and contamination in the waterways.

DEVELOPMENT SUITABILITY

Figure 3.1 identifies areas that should be preserved and/or receive special consideration during development. The map was created by overlaying various environmental features to identify those areas where development should be avoided or will result in significantly higher development costs.

Developers, the Planning Commission, City Staff, and City Council should use the development suitability map to determine if proposed developments adequately protect and preserve sensitive environmental features. In the case that a proposed development falls within an area with potential suitability issues, it should undergo a detailed environmental analysis to determine how to address environmental concerns. Specifically a geotechnical assessment to determine the impact that ground water will have on the development and surrounding developments.

Factors Used to Create Suitability Map

- **Wetlands.** Areas of poorly drained soils characterized by permanent or temporary soil saturation and occasionally standing water. Wetlands perform an important ecological function absorbing and slowing floodwaters, and providing a habitat for plants and animals. Wetlands are protected by state and federal law and must be preserved.
- **Depth to Water.** A seasonal high water table is the highest average depth of water during the wettest season. The ground water level, or water table, may be high year round or just during periods of heavy rainfall. How high the water table rises and how long it stays at that height affects the use of the soil. A water table that rises above the surface is considered ponding.
- **Floodplain.** An area susceptible to being inundated by a flood event. The 100-year floodplain indicates a 1% chance of flooding in any given year, while the 500-year floodplain indicates a 0.2% chance of flooding in any given year.
- **Soil Drainage Class.** Drainage class refers to the depth, frequency, and duration of periods of saturation or partial saturation. Seven classes of natural drainage are used in soil surveys. They range from excessively drained to very poorly drained.
- **Other Features.** Additional environmental features were considered, including slopes and land cover. Environmental features are presented separately in maps in the appendix.

HOW MUCH WE GROW

The conversations and input provided by business owners, SDSU, and residents clearly identify strong growth potential for the city. Chapter Two outlined the historic trends within the community, which again, showed consistent and steady growth over the past 50 years.

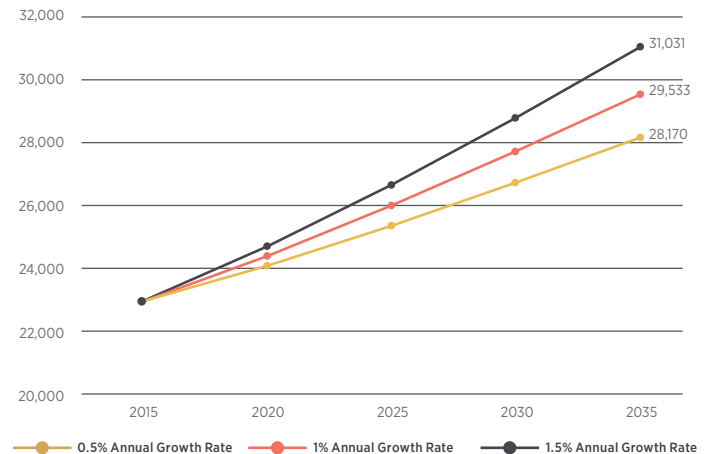
POPULATION GROWTH

Establishing a population forecast for Brookings is complicated by the student population – comprised of locals, newcomers, and international students – which impacts the ability to identify the permanent population, on which future population gains should be calculated. There were three methods assessed for determining the permanent population.

- **Methodology 1: Exclude Full Time Enrollment.** This model removes non-traditional and those students who may have local connections, and therefore likely overestimates the student population impact on the city.
- **Methodology 2: Exclude the Dorm Population (those in group quarters).** This model seeks to remove students who attend SDSU from outside the region and will therefore be less likely to establish themselves in the community upon graduation. However, the model does not adequately account for the large number of students living off-campus that will likely leave Brookings upon graduation.
- **Methodology 3: Excluding All Non-Resident Students and 80% of Resident Students.** A hybrid of the first and second models, the third methodology excludes 80% of full-time students. This model recognizes the low retention rates for the majority of the student population while also recognizing that Brookings likely retains a share of the full-time students who may have local connections or be non-traditional students. Based on this methodology it is estimated that the city's permanent population is approximately 11,800.

Building off a base population of 11,800 and the assumption that the city has the potential to capture more growth, including students, city should reach a total population of 31,000 by 2035.

FIGURE 3.2: Projected Population



LAND USE GROWTH

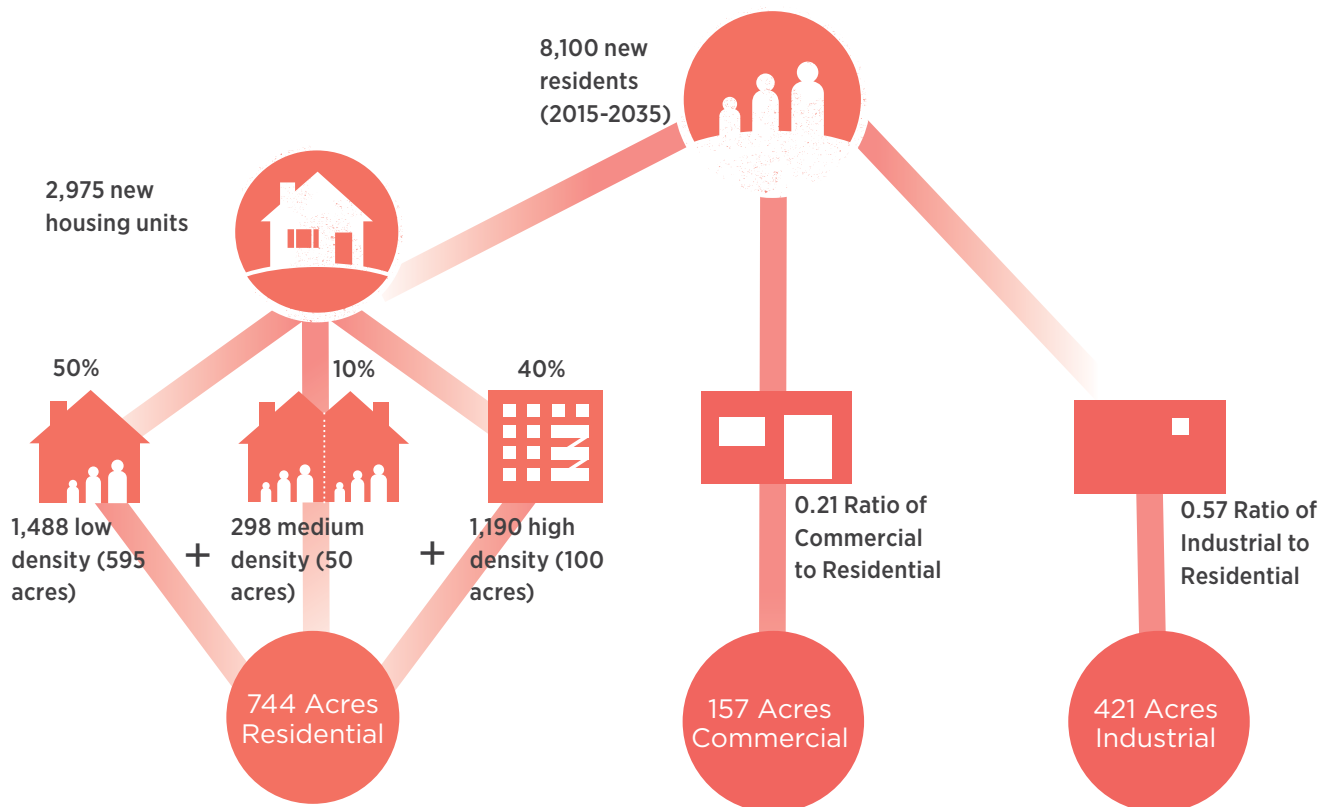
Population growth must be supported by new places for people to live, work, and play. Therefore, population growth has a direct correlation to the demand for new development or redevelopment at higher densities.

Many factors effect how and where Brookings will grow, including environmental factors, market preferences, and access to city services. The land use planning process gave residents an opportunity to make choices about what kind of community they want to live in and the type of community they want to leave for their children and grandchildren. In order to facilitate these choices, a scenario planning process was undertaken with the Steering Committee and shared with the public so that they could visualize the consequences of choices made today.

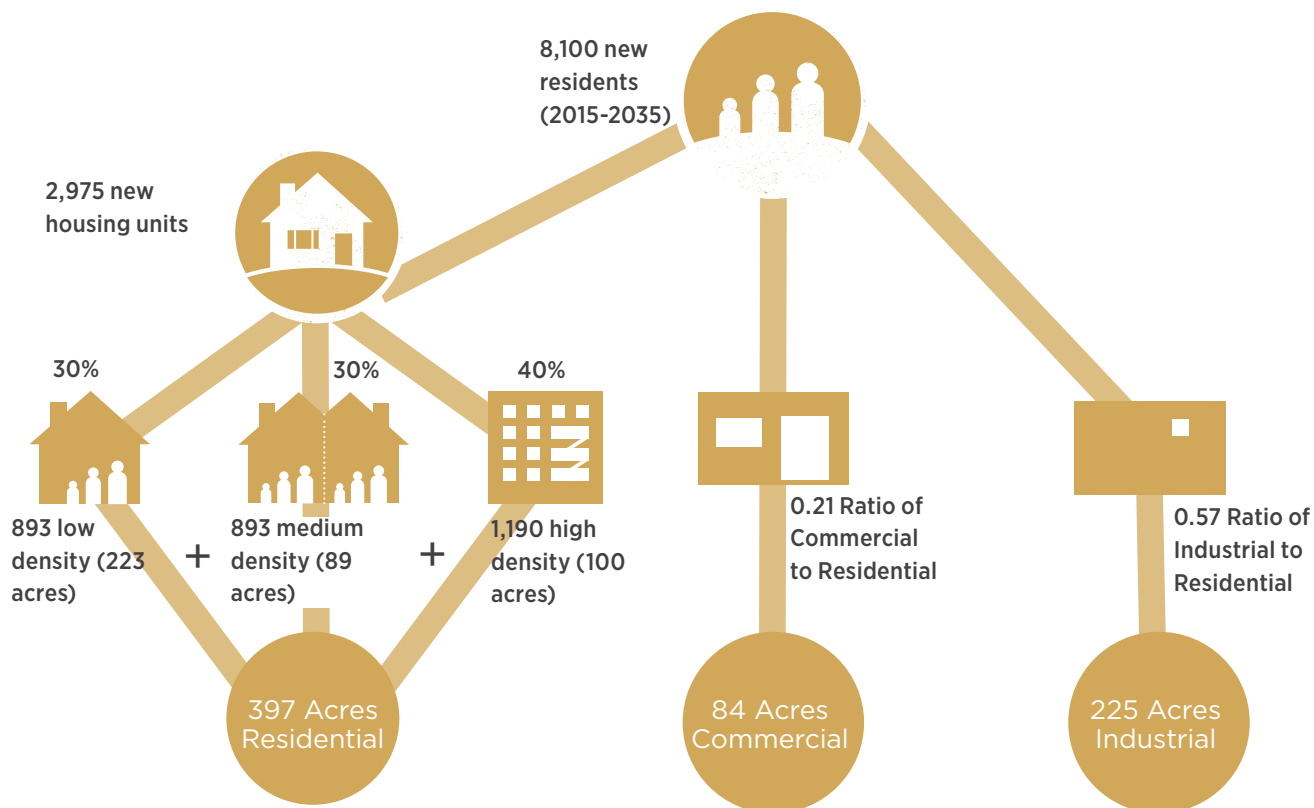
Two growth scenarios were presented to the Steering Committee and public.

- **Trend Scenario.** This scenario assumes that the city will grow at the same density and patterns that it has in the past, including a large number of single-family detached homes.
- **Efficiency Scenario.** This scenario assumes that development will happen in a more compact manner, including a greater variety of housing options on smaller lots and reflect the national trend in smaller scale retail.

TREND SCENARIO*



EFFICIENCY SCENARIO*



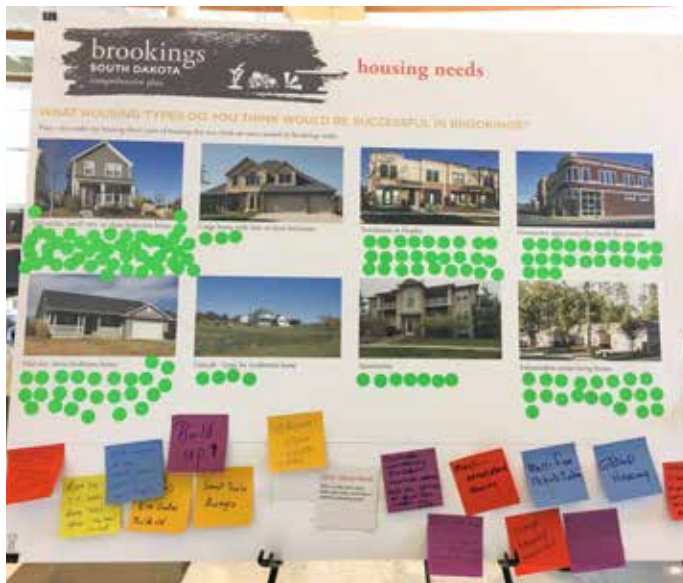
* For additional detail see Appendix A

Findings

- The trend scenario will require approximately double the amount of land and infrastructure to support growth as the efficiency scenario.
- If the trend model continues, the amount of developable land adjacent to the city and outside of environmentally sensitive areas will be quickly absorbed.
- Once developable land adjacent to the existing city and services is built out, new growth will have to "jump" the floodplain. This will likely happen to the north where land is dry but still limited by SDSU agriculture research land.
- Extension of infrastructure past undevelopable land in the floodplain will be costly for both residents and the city.

Key Findings

- Through the scenario planning process, the Steering Committee found that continuing the trend model would be difficult to do within areas that can be affordably served.
- During the Community Workshop, an overwhelming majority of participants preferred mixed-use choices with greater housing variety.



“High density housing with shared green space. Provide locations for urban agriculture..”

- Stakeholder Comment

“Need to mix-uses. Co-locate commercial and high density residential together”

- Stakeholder Comment

"Infill is a good idea. Consider the evolution of old houses around campus"

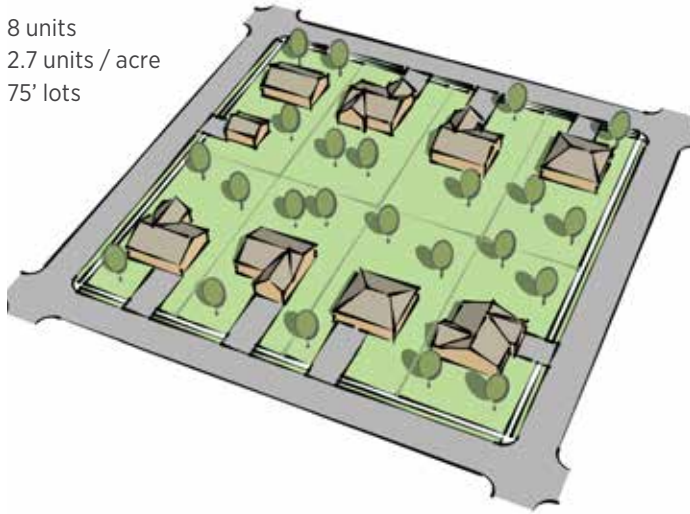
- Stakeholder Comment

HOW WE GROW: VISUALIZING DENSITY

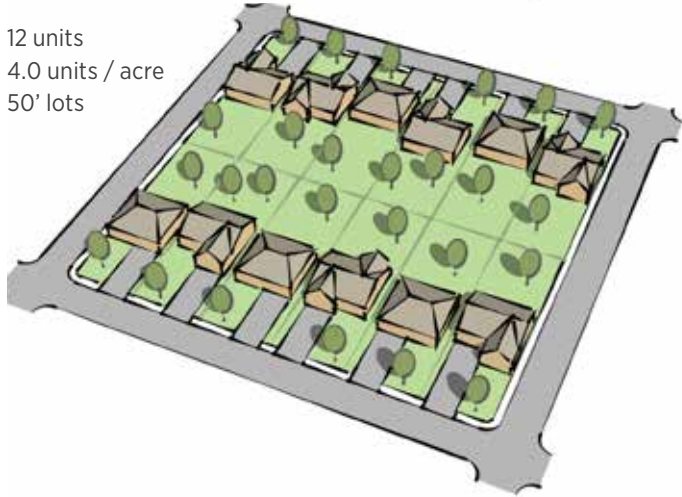
Development can occur in many ways - in different configurations, at different densities, and with different landscape, setbacks, and resource management requirements. This board illustrates a variety of residential densities for context. All units are 1,200 - 2,000 square feet.

SINGLE FAMILY DETACHED

8 units
2.7 units / acre
75' lots



12 units
4.0 units / acre
50' lots

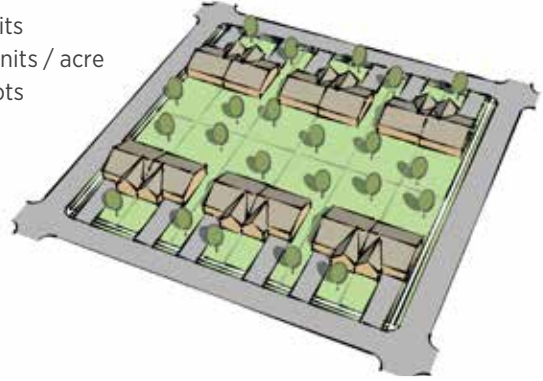


16 units
5.4 units / acre
40' lots

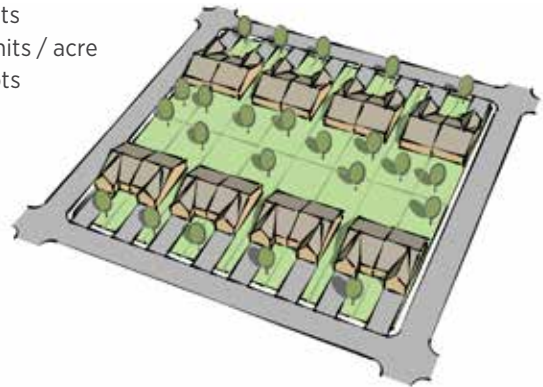


SINGLE FAMILY ATTACHED

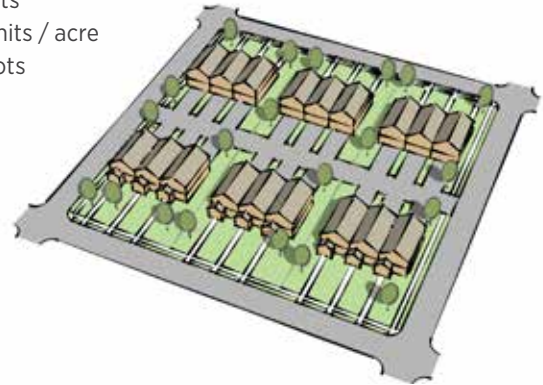
12 units
4.0 units / acre
50' lots



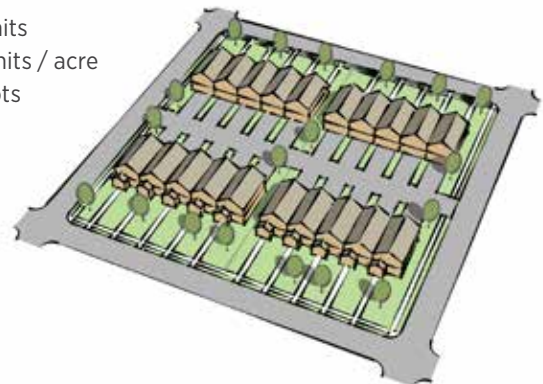
16 units
5.4 units / acre
40' lots



18 units
6.0 units / acre
~35' lots

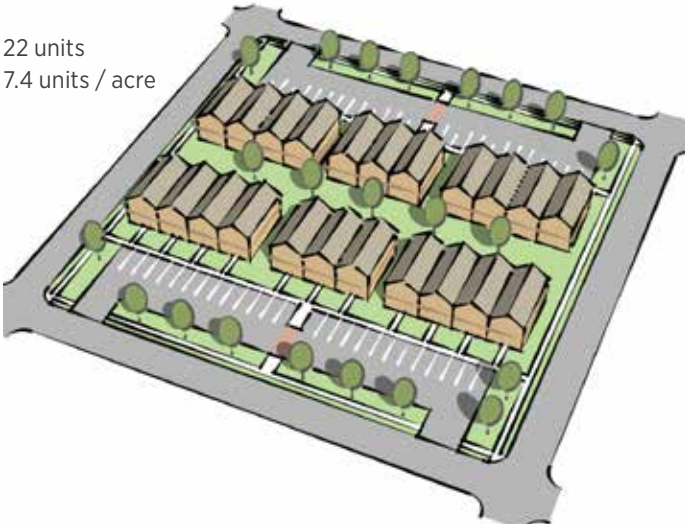


20 units
6.7 units / acre
30' lots

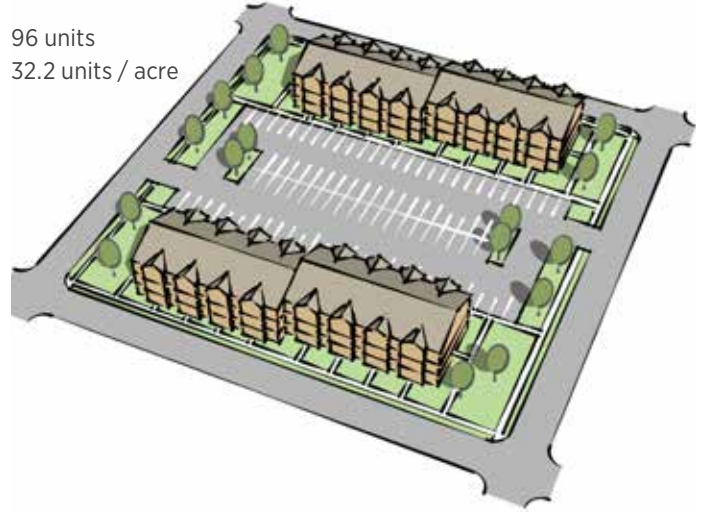


MULTI-FAMILY

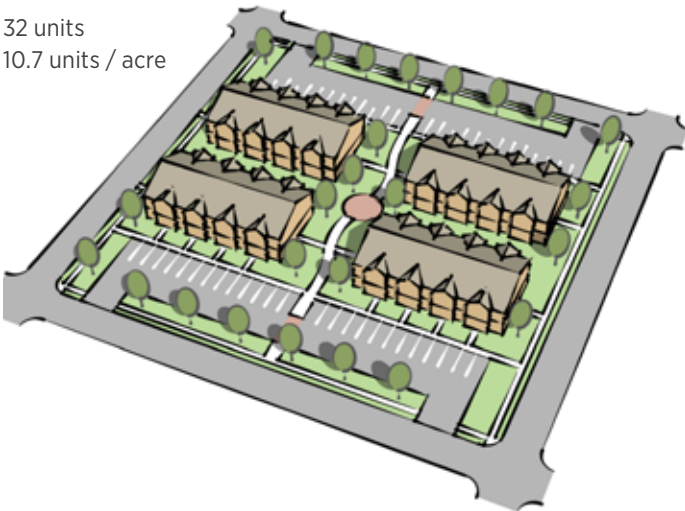
22 units
7.4 units / acre



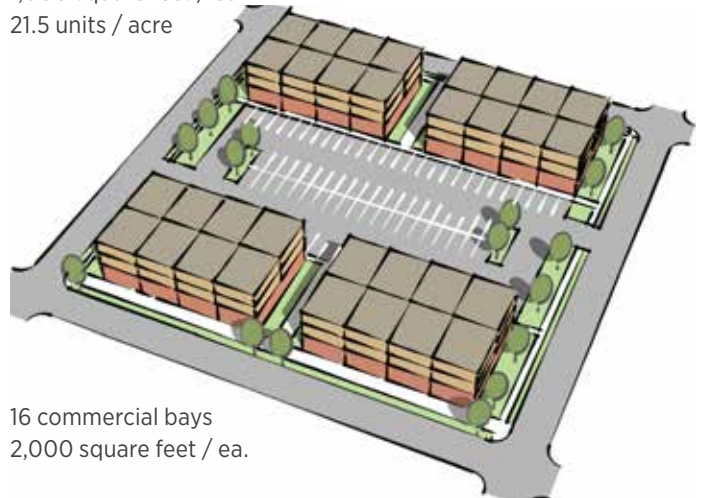
96 units
32.2 units / acre



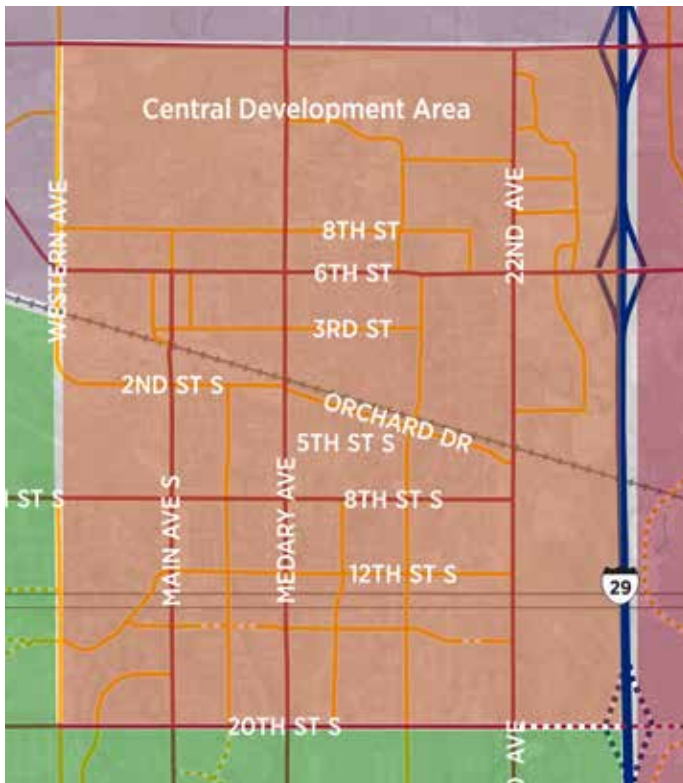
32 units
10.7 units / acre



64 units residential
1,000 square feet / ea.
21.5 units / acre



16 commercial bays
2,000 square feet / ea.



DEVELOPMENT POLICY AREAS

Drawing on the key themes from Chapters 1 and 2 and the environmental assessment and guiding principles identified in this chapter, general development policies can be tailored to the city's unique development areas. For planning purposes, the city is divided into four areas that share common issues, challenges, and opportunities. The policies identified in the following section should be viewed from a big-picture perspective, with the goal of balancing neighborhoods and providing quality living environments across the city.

CENTRAL DEVELOPMENT AREA

The Central Development Area is the core of the developed city. This area has grown east, north, and south from the historic downtown core. Housing has flourished to the south of the railroad in the last several decades, mainly as single family homes on larger lots. At the same time multi-family development has tended to occur more in areas close to SDSU. Interstate 29 has been a major driver of commercial and industrial development. The city grew towards the interstate and to areas outside of the floodplain which has left the downtown on the western edge of the city, rather than in the traditional center.

Issues Facing the Area:

- Compatibility between land uses, specifically along transitioning corridors like 6th Street.
- The railroad resulted in a development pattern to the south with limited north-south connectivity.

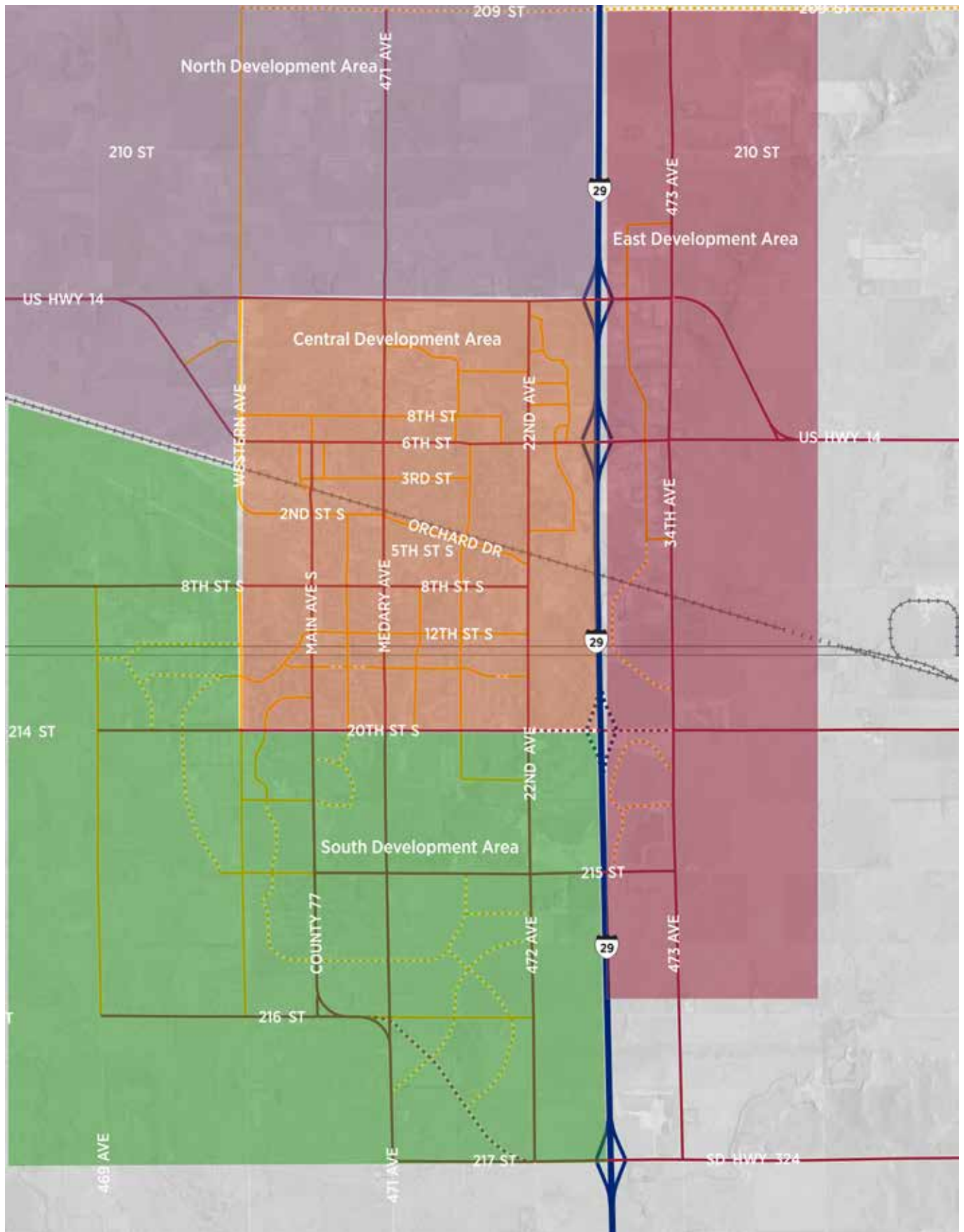
WHAT IS LAND USE INTENSITY?

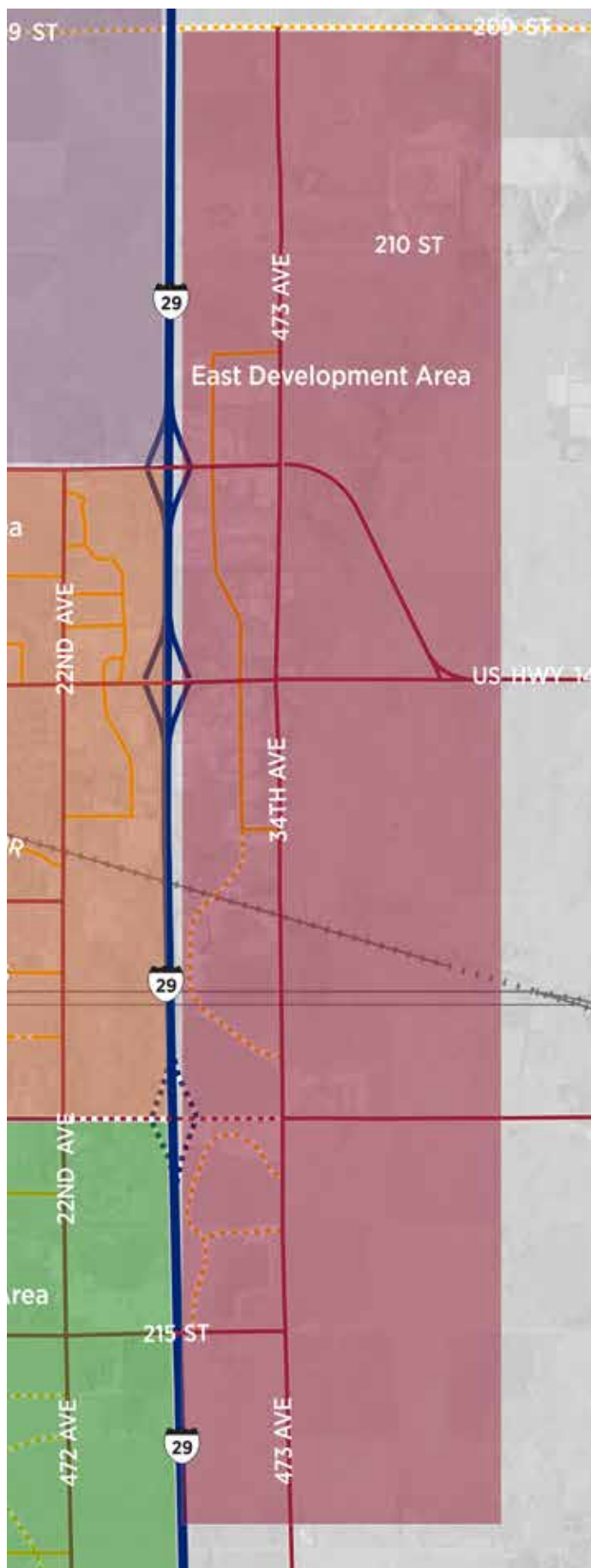
Land use intensity is the relative level of activity of a land use and the associated traffic flow, paving (impervious coverage), and other external effects such as noise, lighting and etc.

- Maximizing the reuse of infill sites.
- Neighborhood conservation.
- Continued enhancement to build the Brookings experience.
- Lack of neighborhood centers in the southern portion of the area.

Policies

- Continue to maintain and improve public facilities and infrastructure that support infill development and reinvestment in the city's existing neighborhoods.
- Enable increased densities when impacts such as parking and access are addressed.
- Direct medium and higher density residential uses to areas adjacent to higher intensity assets or along major streets. These areas include undeveloped land along 20th Street, 22nd Avenue, and Main Avenue South.
- Extend and connect existing arterial and collector street system, like 15th Street South.
- Encourage mixed use developments with similar land use intensities along arterial corridors.
- Direct higher intensity commercial uses to the I-29 interchanges.
- Neighborhood-oriented or lower intensity commercial uses should be directed to mixed use areas along arterial streets like 20th Street South.
- Protect existing drainage areas and wetlands and provide trail corridors that connect to the city north-south.
- Continue to enforce property maintenance standards on both private and public property.
- Evaluate signage and landscaping requirements along the areas high-volume corridors.
- Follow the specific policies outlined in this plan for the 6th Street corridor.

FIGURE 3.3: Development Policy Areas



EAST DEVELOPMENT AREA

The East Development Area is a mixture of commercial and industrial business located on the east side of Interstate 29. Commercial and entertainment uses have concentrated around the 6th Street interchange. Major employment centers, like Daktronics, are located north of the railroad. Resource extraction is a common use south of the railroad surrounded by agricultural lands.

The area has potential for future development but also has some limiting factors. The biggest limitations are the floodplain east of 34th Avenue and the landfill north of 210th Street. However, there are good opportunities for housing near jobs in mixed use developments north of 6th Street and lake oriented development south of the railroad.

Issues Facing the Area

- Limited access to the core of the city.
- Need for an additional interchange at 20th Street South.
- Mining practices that have created challenges for future development and road expansions.
- Car dominated transportation with limited direct access between jobs and housing.
- Infrastructure extensions and phasing.

Policies

- Business park and industrial areas should allow for a range of industrial, office, or even retail development as long as it supports or strengthens major employment uses.
- Site design should be done in a way that does not restrict future development by creating fragmented parcels, or impeding circulation or connections to future development areas.
- Provide adequate separation and buffering between higher and lower intensity uses.
- Require adequate screening of outdoor storage areas, preferably requiring that they are not visible from the I-29 corridor.
- Ensure proper circulation within and between developments.
- Provide proper wayfinding and gateway features at the major interchanges.

- Encourage more mixed use development, including residential uses, that provide housing close to jobs.
- Commercial uses should avoid large expanses of concrete that are visible from the interstate and do not integrate stormwater management best practices.
- New developments along arterial streets should use shared entrances and avoid multiple access points.
- Evaluate adopting a policy for geotechnical reports to be submitted with any preliminary plat for properties located within the environmentally constrained areas.

Business & Economic Development

The business community is exceptional today and continues to grow based on its strengths - a tech savvy and young workforce; a symbiotic relationship with SDSU, and an entrepreneurial spirit. These strengths allowed the business community to grow to what it is today and, as an asset, plays a major role in why Brookings continues to grow.

The Brookings Economic Development Corporation (BEDC) is the primary engine for promoting economic growth in Brookings and the surrounding area. BEDC serves as an advocate for the business community by building relationships with companies that allow them to succeed by taking advantage of the area's unique and progressive business environment.

Their economic development strategy is based on four central principles:

- Community Development
- Business Development
- Workforce Development
- Entrepreneurship & Innovation

The economic development strategy has been advanced through technical and financial assistance but also through the creation of physical assets including the business incubator, makerspace, and the physical development lots in the Innovation Campus.

Brookings should continue building a diverse economy by strengthening existing ventures (ex: by providing workforce housing), by incubating and recruiting complementary business clusters, and by accelerating new ideas and innovations into business opportunities.

SOUTH DEVELOPMENT AREA

The South Development Area is located south of the Central Development Area and west of I-29. The area has experienced some of the city's newest development. Development in this area that occurred before 2010 was generally configured as large lot residential but in the last several years interest in a greater mix of housing has grown.

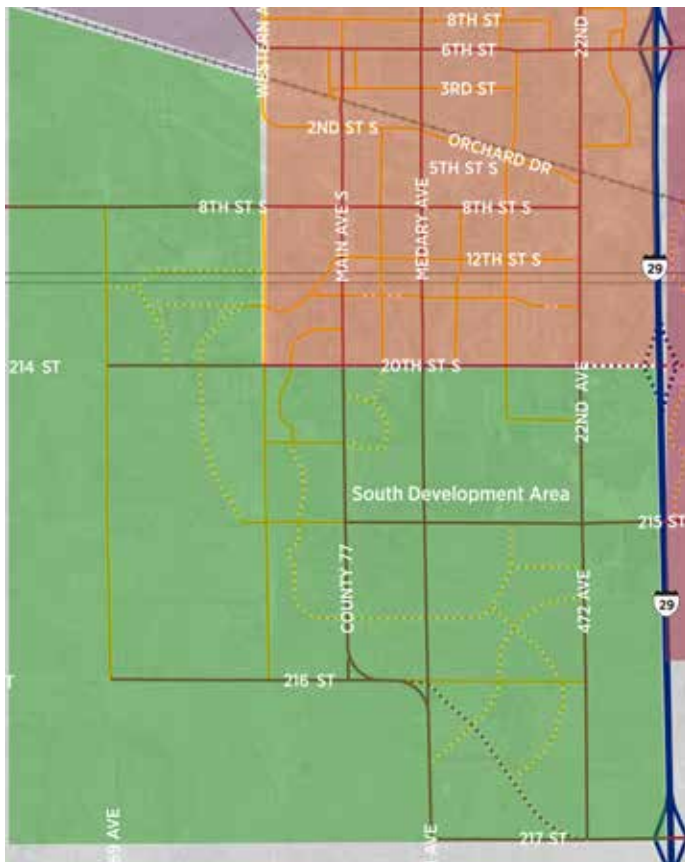
Development in the area is severely limited by both the floodplain and high water table. Much of the area is dotted by both small and large wetlands.

Issues Facing the Area

- Frequent ponding during small rain events and water covering roads during larger rains or wet years.
- High development costs due to the high water table and needed infrastructure.
- Limited access to city services in the eastern portions of the area.
- Limited street connectivity due to large areas of undeveloped land.
- Lack of neighborhood centers that serve existing and future residents.

Policies

- Developments in areas where water and sewer service can be extended efficiently should focus on higher density uses and mixed uses that use both the services and land in the most efficient ways possible.
- Land use regulations in developing areas should focus on the intensity of the use rather than just the type, allowing for more mixing of compatible uses. The City and County should work together to create shared ordinances for the joint jurisdiction.
- Wetlands and natural drainage ways should be interconnected and create neighborhood and regional amenities.
- Transportation connectivity should be a priority and should avoid overloading Main Avenue and Medary Avenue.
- Improved streets and any new streets should be designed as complete streets, incorporating access for both motorists and non-motorists.
- Evaluate adopting a policy for geotechnical reports to be submitted with any preliminary plat for properties located in environmentally constrained areas.
- A limited amount of larger lot or acreage development may occur in areas where the water table is high. However, municipal sewer may be required to ensure groundwater quality.
- Review the Joint Jurisdiction Boundary based on development trends and adjust the boundary accordingly.
- Adopt a landscape ordinance for the Joint Jurisdiction area to support attractive site design and a smooth transition from city to county jurisdiction.
- Open spaces in this area should be designed as a community asset to service residents of this and other parts of the city.



NORTH DEVELOPMENT AREA

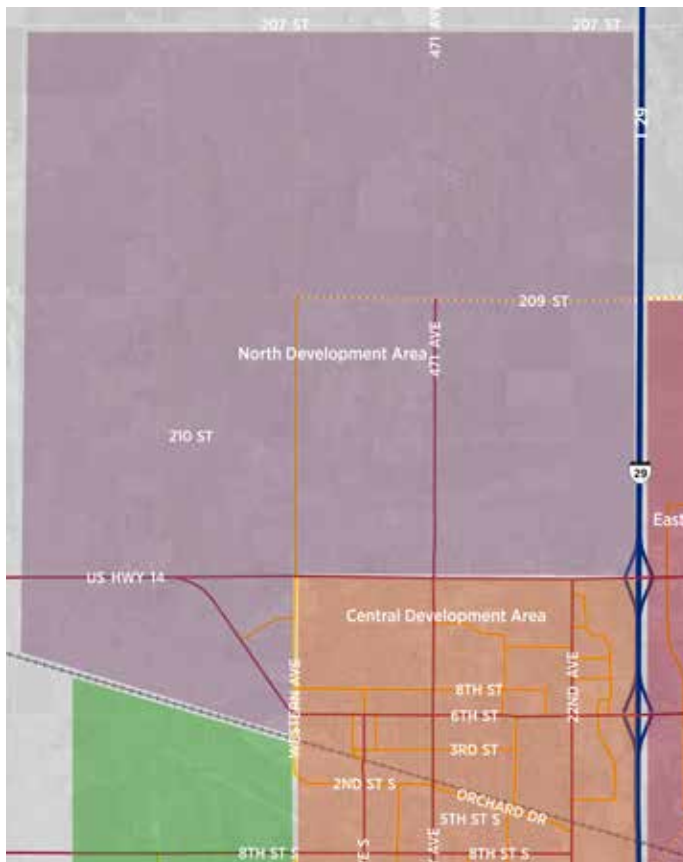
The Northern Development Area, located north of the Central Development Area and the railroad, is composed mostly of agricultural lands. It also has some of the "driest" land surrounding Brookings. Much of the agricultural land north of Highway 14 Bypass is owned by SDSU and used for research and education. This land is essential to SDSU's mission and any future development in the area should not infringe on these operations.

Issues Facing the Area

- A large floodplain separates developable land from the core of the city and city services.
- SDSU's research farms are a high priority use, limiting where development can occur.
- Infrastructure extensions into this area will be expensive and likely require participation by the city.
- East-West Street connectivity will be limited due to the SDSU property.

Policies

- Significant infrastructure extensions into this area should only occur after more cost effective extensions have been fully developed.
- In areas where a detailed flood elevation has been established, development can occur in the floodplain as long as it is elevated, located outside of the floodway, and best management practices are used to control the volume and velocity of water.
- If a development is proposed in the floodplain, a detailed flood elevation must be completed before a plat is submitted.
- Evaluate adopting a policy for geotechnical reports to be submitted with any preliminary plat for properties located in environmentally constrained areas.
- Some larger lot development may occur to the east of Medary Avenue, adjacent to existing development. This development must connect to city services, in order to avoid limiting future extensions.
- Large lot development shall be discouraged south of 207th Street unless it is done as a build through acreage. For the purpose of this plan, large lot should be considered residential development designed to R-1 or R-1A zoning standards.



BUILD THROUGH ACREAGES

Build Through Acreages allow for some large lot development, if that development is clustered on a larger site with the balance of the site remaining open for future higher density development. The development should be designed to allow future municipal services to serve the entire area in the most efficient way possible.

LAND USE FRAMEWORK

LAND USE PHILOSOPHY: A FLEXIBLE APPROACH

Contemporary growth in American cities has tended to separate different land uses through zoning. The concept of single-use zoning grew out of a need to separate people's homes from major industries, in order to protect their health. Still today, some uses can produce so much traffic, noise, smells, or other effects that separation remains the most appropriate policy. However, increasingly, mixing compatible, and different uses is shown to create interesting and attractive communities. The Brookings Plan recommends a flexible land use approach that allows mixing of uses.

A development pattern that encourages a mix of land uses and activities has a variety of benefits:

- By promoting activity at various times of day, among various types of uses, it increases security, vitality, and the number of people using public spaces.
- Reduces the number of miles that people must travel daily by car when homes are in close proximity to jobs and services.
- Opens opportunities to build a variety of housing types. The development of housing above office and commercial establishments adds vitality to business areas and increases the economic yield on property.
- Nationally, more communities are finding that by mixing land uses, neighborhoods are more attractive to residents.
- Plans and land development policies that provide appropriate use mixing also provide greater flexibility for developers, and avoid unnecessary regulation.

Brookings can achieve all these benefits by using a flexible land use framework that allows for appropriate mixing of compatible uses. The land use framework recognizes existing land use patterns while establishing an intensity based approach for some developing areas. While this approach may allow for land uses with similar intensity to be integrated, each land use category has unique requirements for the following attributes:

- Types of Allowable Uses
- Intensity, or density
- Compatibility (transitions between uses)
- Form, or design

In this section of the plan, each land use category is described in terms of its purpose, form, uses, intensity, and compatibility requirements.

USE: INTEGRATION AND MIXING OF USES

One advantage of an intensity based framework is its ability to integrate different land uses. Uses may be integrated in two ways: horizontally and/or vertically. Horizontal integration keeps individual building purposes separate but relates buildings harmoniously to each other. Vertical integration puts more than one use in the same building. In Brookings, most of the major corridors and nodes are in multiple-use categories, but certain areas, such as industrial, and more remote residential areas are still kept as single-use areas.

“Attract and enable interesting specialty retail”

- Survey Comment

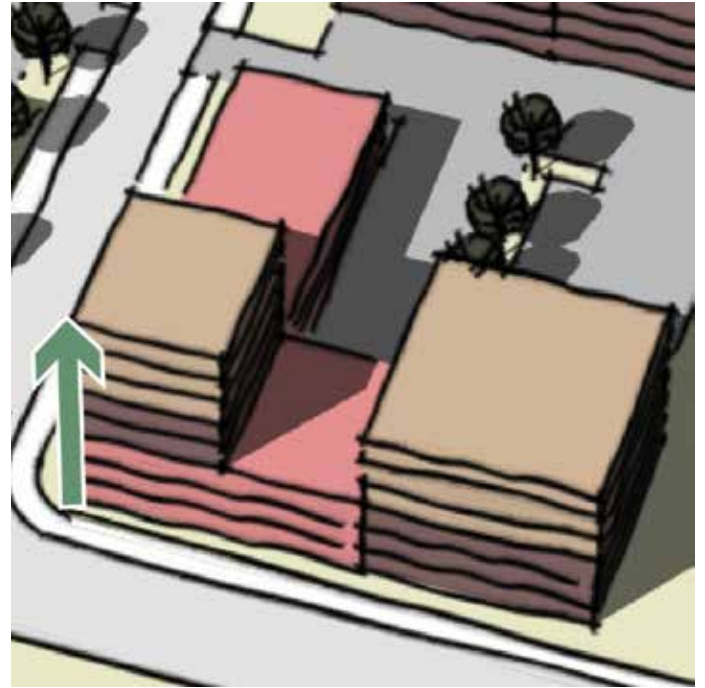
Understanding Mixing of uses and Transitions

Horizontal Integration



HORIZONTAL INTEGRATION

Horizontal integration of uses means that different uses are housed in different buildings but are related to each other.



VERTICAL INTEGRATION

Vertical integration of uses means that different uses are located in the same buildings.

Intensity

The Brookings land use framework designates how much development occurs in an area and how that development affects its neighbors. This is measured by intensity and/or density of development. In residential areas, intensity is measured by dwelling units per acre. For other uses, by factors such as the amount of traffic that a project generates or how it affects its neighbors to determine intensity. Intensity for non-residential uses can also be measured by a factor called "floor area ratio" (FAR), calculated by dividing building area by site area.



Compatibility

One of the most important concerns in land use planning is the relationship between different uses and their relative compatibility with each other. In areas where densities are low, compatibility is usually achieved using spacing between buildings and by congregating similar uses together. This simple method is easy to administer and understand; however it can lead to some undesirable conditions such as increased commute times, un-walkable neighborhoods, and higher costs of utilities and public services.

Compatibility in multiple-use districts can be attained in a more nuanced way by focusing more on the performance (effects) of various uses and designing land use regulations that allow for more integration of uses. If carefully done, the integration of uses can be achieved so that commute times become shorter, and neighborhoods become more walkable and interesting, all while preserving privacy, security and aesthetics.

The land use categories described in this plan exist on a continuum of intensity, and therefore have a continuum of

compatibility methods. As land uses become more intense and uses become more integrated, compatibility methods focus less on spacing and congregating of similar uses, and more on performance-based methods that directly address issues such as noise, traffic, privacy, and aesthetics.

It is important to remember that while the intensity-based concept proposes mixing uses, it does not mean that every land use is appropriate everywhere. Location standards and compatibility requirements for higher impact uses are an important part of the land use system proposed in this plan.

Form

Form relates to how the developments in the land use categories are laid out, including the street pattern, the type of infrastructure required, how buildings relate to each other (e.g.: are buildings close together or separated?) and the relation of buildings to the street. Form also includes the scale of the buildings - the length, width and number of stories. The degree to which the buildings in an area are similar to each other in terms of these “form” characteristics impacts the perceptions of compatibility, and therefore market value.



CAVEATS TO THE FUTURE LAND USE MAP

The development concepts and future land use map are based on population projections, economic trends, environmental analysis, and public input. The amount of land that is planned for is greater than the projected need, in order to provide market flexibility, avoid creating a false land shortage, and provide long-term planning. This means that many areas shown in the maps are unlikely to develop in the 20-year time frame. Three important points about the Development Concept and Future Land Use Map

1. PROPERTY OWNERS DECIDE

The Future Land Use map depicts new land uses for privately owned properties. The transition of these properties from their current use to the depicted use is expected to occur slowly over time, in response to market demands, as property owners voluntarily sell, develop, or change the use of their land.

2. GENERALIZED MAP

The Future Land Use map should be interpreted generally and is not intended to provide the specificity or the rigidity of a zoning map or engineering document. The map should provide guidance for the zoning map and is meant to show:

- » Generalized land use locations and transitions: The boundaries between land uses on the map are “fuzzy” lines and are meant to show approximate areas for transition, rather than rigid boundaries. The exception to this are those areas that preserve floodplains and wetlands.
- » Collector and Arterial Street connections: Critical arterial and collector street connections are specified on this map, though the exact routes will depend on detailed engineering studies. Local streets will be determined as development occurs.

3. BASIS FOR LAND USE DECISIONS

The Future Land Use map should provide the basis for decisions of the Planning Commission, the City Council, and private developers. The map is a critical part of the approval process for development proposals and zoning decisions.

My vision for the future of Brookings: “A connected community that focuses on the interconnection between environmental, economic, and social sustainability.”

- Steering Committee Comment



FIGURE 3.4: Development Concepts Map

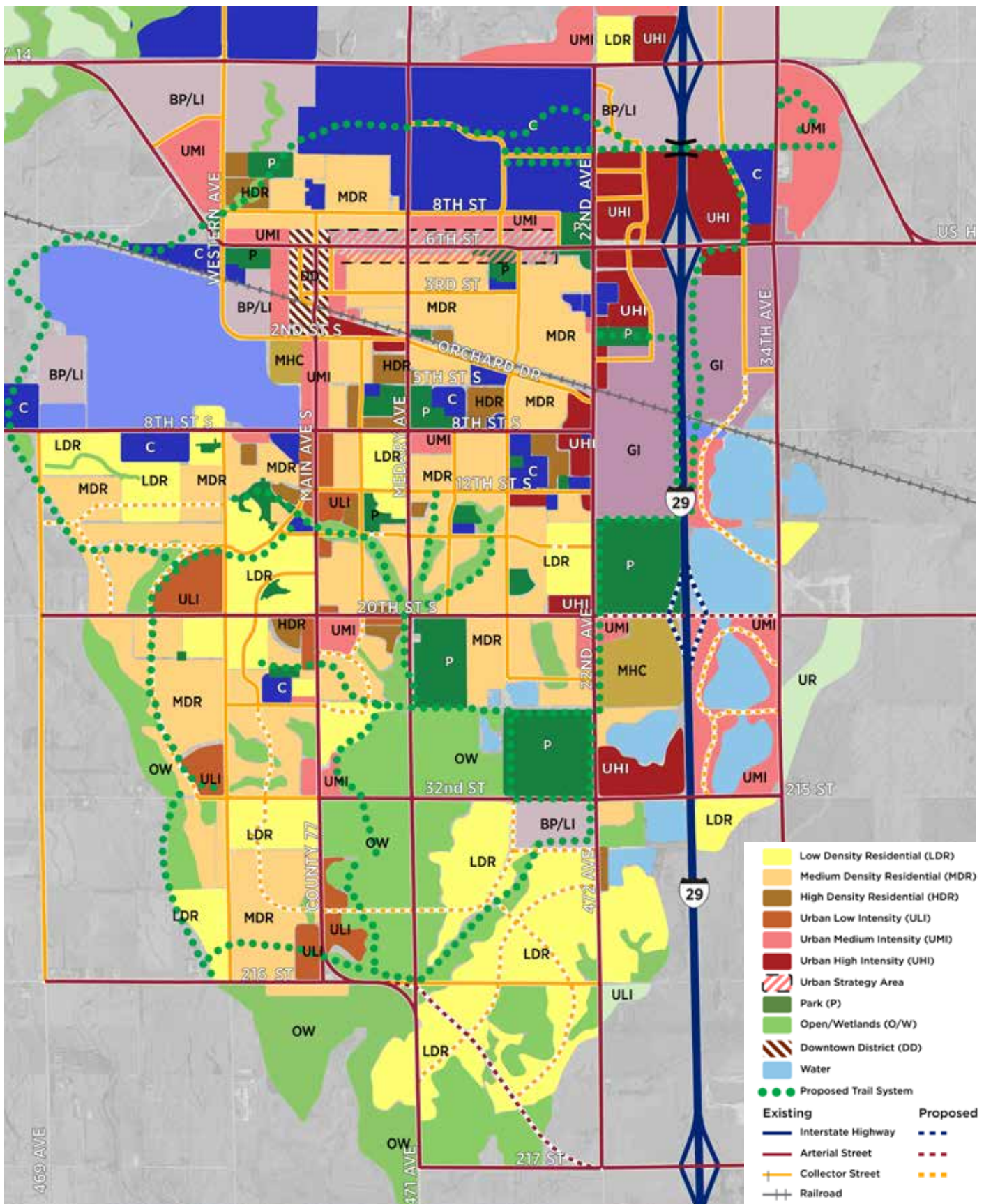
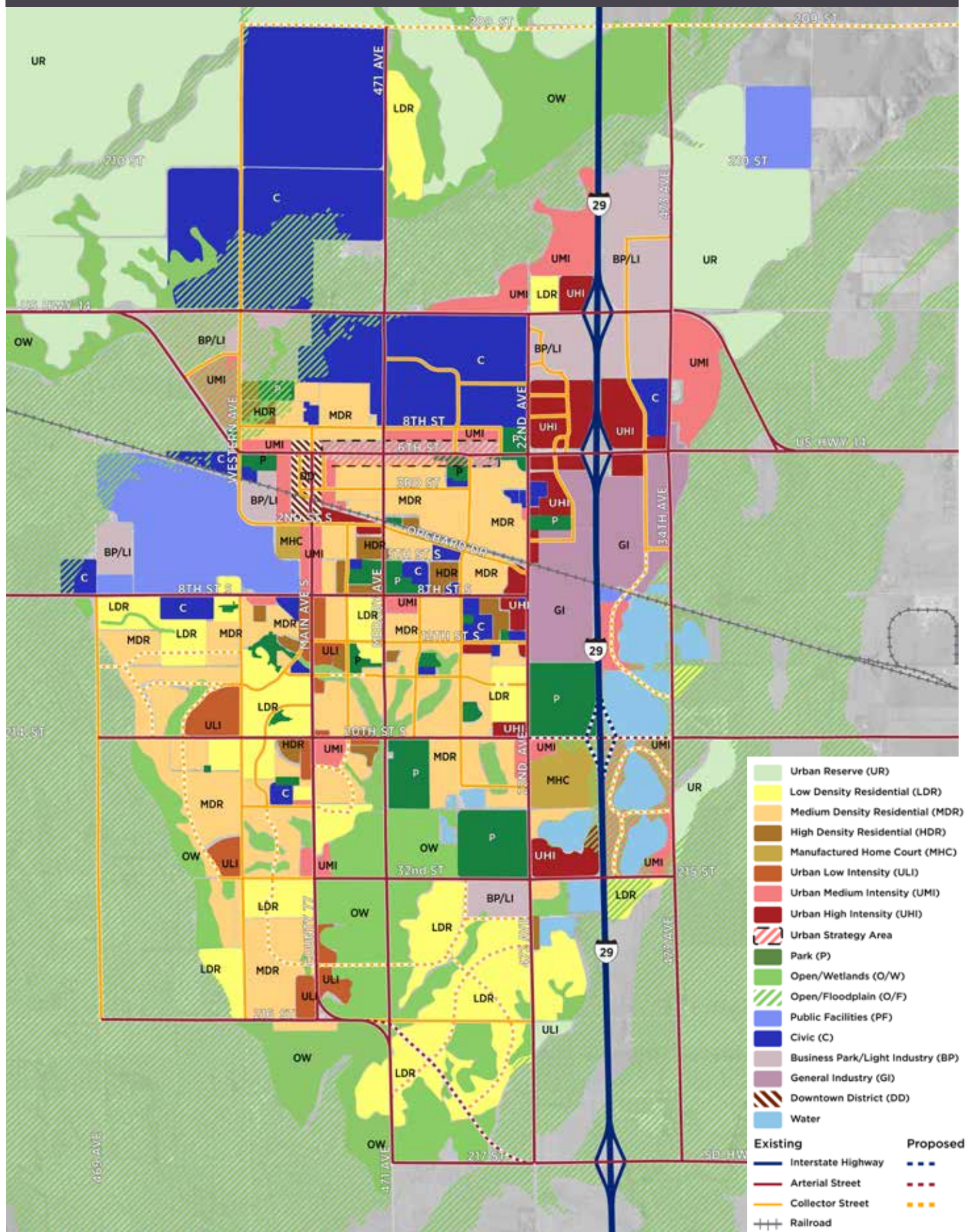


FIGURE 3.5: Future Land Use Plan



LAND USE: LOW DENSITY RESIDENTIAL



DESCRIPTION:

- Neighborhoods emphasizing single-family detached homes, although other single-family attached and small lot single-family homes may be permitted based on location.

POTENTIAL ZONING:

- Single-Family Dwelling District

INTENSITY (DU/A):

- 1-4

USES:

Restrictive land use, emphasizing single-family detached development, although innovative single-family forms may be permitted with special review. Civic uses are generally allowed, with special permission for higher intensity uses. Developments will be provided with full city services.

FORM:

Developments should provide connectivity within and between developments both for cars and pedestrians. A framework of streets and open space should create a sense of neighborhood. Densities should be higher at transition points with other more intense uses or districts.

COMPATIBILITY:

Compatible with most single-family detached housing, attached single-family and some townhome developments. Traffic and higher intensity uses should be directed away from these areas and along major thoroughfares. Building elements and scale should be consistent with surrounding development.

PARKING:

- Majority accommodated off-street in private garages and driveways with a limited amount of overflow parking allowed onstreet.
- Due to the limited demand for on-street parking, neighborhood streets can often be narrow with parking limited to one-side.

LAND USE: MEDIUM DENSITY RESIDENTIAL



DESCRIPTION:

- Neighborhoods that incorporate a mix of housing types, including single-family detached, single-family attached, townhouse, and small lot single-family. Civic uses would also generally be allowed.

POTENTIAL ZONING:

- Single-Family Dwelling District; Manufactured Housing District; Townhouse Dwelling District; Two-Family Dwelling District

INTENSITY (DU/A):

- 4-12

USES:

Restrictive land use, emphasizing a mix of housing styles including single-family detached, single-family attached, and townhouses. Limited multi-family development may be allowed with special review and criteria. Civic uses are generally allowed, with special permission for higher intensity uses.

FORM:

High level of connectivity between and within developments. Connections to neighborhood commercial services and civic destinations should provide a sense of neighborhood. Developments should have articulated scale and maintain the identity of individual units. Densities should be higher at transitions points with other more intensive districts.

COMPATIBILITY:

Applies to older established neighborhoods of the city which have diverse housing types, and in developing areas that incorporate a mix of development types. Projects may be incorporated in a limited way into UR-L districts and into mixed use projects and planned areas.

PARKING:

- Accommodated off-street in private garages and driveways with a limited amount of overflow parking allowed on-street.
- Due to the limited demand for on-street parking, neighborhood streets can be narrow with parking limited to one-side.
- Parking facilities should manage storm water and be screened from adjacent land uses.

LAND USE: HIGH DENSITY RESIDENTIAL



DESCRIPTION:

- Neighborhoods that incorporate a mix of housing types, including multi-family housing and tiny homes. These areas may also allow small scale office and commercial uses but the primary use is residential.

POTENTIAL ZONING:

- Manufactured Housing District; Townhouse Dwelling District; Two-Family Dwelling District; Multi-Family Dwelling District; Business/Office District

INTENSITY (DU/A):

- 12+

USES:

Allows multi-family and compatible civic uses. Some limited office and convenience commercial within primarily residential areas may be appropriate.

FORM:

Located at sites with access to major thoroughfares and activity centers. Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on low-density uses. Traffic should have direct access to collector or arterial streets to avoid overloading local streets. High level of pedestrian access and connectivity, avoiding the creation of compounds.

COMPATIBILITY:

Conflicts with low density residential developments should be resolved or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be employed to minimize negative effects. May be incorporated into mixed use projects or planned areas.

PARKING:

- Accommodated through surface parking lots, parking structures, and underground parking facilities.
- Parking facilities should manage storm water and be screened from adjacent land uses.
- When adjacent to a sensitive frontage, parking should be screened behind a residential or commercial space when possible.

LAND USE: MANUFACTURED HOME COURT



DESCRIPTION:

- Neighborhoods where HUD certified manufactured homes or tiny homes may cluster.

POTENTIAL ZONING:

- Manufactured Housing District; Townhouse Dwelling District; Two-Family Dwelling District

INTENSITY (DU/A):

- 8-12

USES:

Restrictive land uses, emphasizing manufactured housing and tiny homes. Areas should include storm shelters and shared open spaces.

FORM:

High level of connectivity between and within developments. Traffic should move at a slower speed and create a safe and comfortable environment for pedestrians and bicyclist. High level of connectivity to shared open spaces and recreation areas.

COMPATIBILITY:

Compatible with most MDR and HDR districts. Individual manufactured homes or tiny homes may be allowed within higher intensity residential or small-lot single family developments but clustering of these uses should be only allowed within the MHC district.

PARKING:

- Vehicle parking should be accommodated within walking distance of the manufactured home in shared parking lots, in the unit driveway, or along the private drives.

LAND USE: URBAN-LOW INTENSITY (U-L)



DESCRIPTION:

- Neighborhoods with relatively low-density housing and easily accessed neighborhood commercial services. As compared to denser areas, U-L has more space and separation of uses, with farther distances between destinations and fewer shared amenities.

POTENTIAL ZONING:

- Single-Family Dwelling District; Manufactured Housing District; Office District; Local Retail District

INTENSITY (DU/A):

- 2-7

USES:

A mix of complementary uses including mostly single-family, with some attached, townhome and small multi-family projects, schools, small parks and churches, and neighborhood retail or mixed use

FORM:

Uses are integrated so that residents can access them by walking or biking. U-L areas use a high connectivity grid street pattern to expand viable locations for low intensity commercial uses, and allow multiple access points and route choices between all uses.

COMPATIBILITY:

Compatibility will be achieved through gradual increases of intensity transitioning from one land use to another. A cross-section of this area may show large lot single family next to medium lot single family, next to small lot single family, next to townhomes, next to small commercial. Although the focus is on gradual changes in intensity, these changes should occur at a small enough scale to ensure inclusion of a range of land uses within roughly a quarter square mile (160 acres) in order to encourage walking, biking, and the reduction of auto trips.

- Different intensity uses are positioned to create a smooth transition from lower to higher intensity uses.
- Larger commercial or office uses should cluster around arterial streets.
- Smaller commercial uses may be appropriate on collector streets

PARKING:

- Majority accommodated off-street in private garages and driveways with a limited amount of overflow parking allowed onstreet.
- Due to the limited demand for on-street parking, neighborhood streets can often be narrow with parking limited to one-side.

LAND USE: URBAN-MEDIUM (U-M)



DESCRIPTION:

- Vibrant, urban areas that draw customers and employees from outside the immediate area. A mix of housing types (see MDR), neighborhood and community commercial, office, and service uses.

POTENTIAL ZONING:

- Single-Family Dwelling District; Townhouse District; Office District; Local Retail District; Mixed Use Residential / Business

INTENSITY (DU/A):

- 7-12

USES:

A mix of complementary uses, including single-family housings, multi-family housing, schools, mid-sized parks and churches, commercial and mixed use. Amenities such as parks, plazas and quality streetscapes should be more prevalent than in U-L areas.

FORM:

A high-connectivity grid pattern expands viable locations for commercial land uses, and allows multiple access points and route choices between uses. As compared to U-L, U-M encourages closer proximity between transportation, housing, and shopping choices.

COMPATIBILITY:

Land uses and intensities should be integrated at a finer grain than within the Urban—Low Intensity designation. As compared to U-L areas, compatibility should be achieved through increased attention to traffic circulation and parking, site and building design, and on-site operations.

- Land uses are sometimes mixed vertically, resulting in complementary and alternating times of use and the ability to share parking areas.
- Different types of land use are positioned to create a smooth internal transition from lower to higher intensity uses; however, this transition happens over a shorter distance than within the U-L designation.
- Larger commercial or office uses should cluster around arterial streets.
- Smaller commercial uses are appropriate on any street provided that a smooth transition in intensity of uses is maintained.

PARKING:

- Accommodated off-street in private garages, driveways, onstreet (limited) and surface parking lots.
- Parking facilities should manage storm water and be screened from adjacent land uses.

LAND USE: URBAN-HIGH (U-H)



DESCRIPTION:

- These areas improve economic performance and opportunities for social interaction, by locating diverse and complementary uses in close proximity. Higher-density mix of housing (see HDR), major commercial, office, and service uses, and limited industrial in suitable locations.

POTENTIAL ZONING:

- Townhouse District; Multi- Family Dwelling District; Office District; Commercial District; Mixed Use Residential / Business

INTENSITY (DU/A):

- 12+

USES:

A mix of complementary uses, including multi-family residential, large offices, medical buildings, regional commercial, limited industrial, institutional uses such as churches, schools, or hospitals, and other regional attractors. Residential uses range from townhomes/rowhouses up to apartment towers. Parking garages or public parking lots may be found in these areas. Higher levels of urban amenities are used to offset the area's intensity level.

FORM:

Access to freeways, highways, arterials, and transit, yet still designed around pedestrians. A high-connectivity grid pattern provides viable locations for higher intensity land uses, and allows multiple access points and routes between uses.

COMPATIBILITY:

Land uses and intensities should be fully integrated and mixed. Compatibility should be achieved through increased attention to traffic circulation and parking, site and building design, and on-site operations.

- Different land uses can be close together because design and amenities take into account these juxtapositions and make appropriate accommodations.
- Form and design rules and performance regulations address aesthetic and functional compatibility.
- Limited industrial uses may be allowed with requirements that they mitigate any anticipated negative impacts on adjacent land uses and that they are located on arterial streets or rail lines.
- Land uses should be fully integrated horizontally and mixed vertically, resulting in complementary and alternating times of use and the ability to share parking areas.

PARKING:

- Accommodated through surface parking lots, parking structures, and underground parking facilities.
- Parking facilities should manage storm water and be screened from adjacent land uses.
- When adjacent to a sensitive frontage, parking should be screened behind an active storefront when possible.

LAND USE: URBAN STRATEGY AREA



DESCRIPTION:

- Similar to Medium Intensity areas. A mix of housing types, neighborhood and community commercial, office, and service uses. Uses may be mixed both vertically and horizontally.

POTENTIAL ZONING:

- Single-Family Dwelling District; Townhouse District; Office District; Local Retail District; Mixed Use Residential / Business

INTENSITY (DU/A):

- 7-12

USES:

Same as U-M. Developments should be based on a more strategic master plan for the 6th Street corridor.

FORM:

Transitions between higher intensity uses along the 6th Street corridor and adjacent neighborhoods should be carefully buffered. These areas should maintain a high level of connectivity between the corridor and surrounding neighborhoods, especially for pedestrian and bicycles. Design and form should follow a strategic vision for each block along the corridor.

COMPATIBILITY:

Even more than other U-M districts, land uses and intensities should be integrated at a finer grain. Like other U-M districts, compatibility should be achieved through increased attention to traffic circulation and parking, site and building design, and on-site operations.

- Land uses may mix vertically, like the Downtown District. Combined with good transportation options parking may be shared or limited.
- Different types of land use are positioned to create a smooth internal transition from lower to higher intensity uses; however, this transition happens over a shorter distance than within the U-L designation.

PARKING:

- These areas are focused on creating visually cohesive and human scale environments. Interruptions such as parking lots and drive aisles should be minimized in the street frontage.
- Vehicle parking can be accommodated through surface parking lots (screened from adjacent land uses), shared parking structures, and underground parking lots.
- Site design should emphasize transitions between land uses using landscape treatments, screening parking areas behind buildings, and designing parking areas in a way to reduce the impact on adjacent properties, especially residential neighbors.

LAND USE: DOWNTOWN

**DESCRIPTION:**

- Brookings downtown is the civic and commercial heart of the city. It should offer small to moderate scale commercial development along with housing. The district should remain connected to and surrounded by a mix of housing types including townhomes and small lot single family

POTENTIAL ZONING:

- Central Business District; Office District; Local Retail District; Mixed Use Residential / Business

INTENSITY (DU/A):

- 12+

USES:

A broad range of retail services, excluding large-scale stores and services, auto related services, and large offices. Multi-family uses can be mixed in with commercial, but commercial would be the dominate use.

FORM:

Low to moderate building and impervious coverage, located along major streets in areas close to residential growth centers or at nodes created by significant intersections of streets. Developments should emphasize pedestrian scale and relationships among businesses and accommodate automobile access without being dominated by an automotive scale. Good pedestrian circulation should connect businesses and surrounding residential uses.

COMPATIBILITY:

The emphasis for the downtown should be on creating a unique neighborhood center or village. Compatibility should be achieved through increased attention to traffic circulation and parking, site and building design, and on-site operations

- Land uses may be mixed vertically in smaller scale two to three story buildings.
- Horizontal mixed use must create smooth internal transitions from lower to higher intensity uses in distances similar to U-M or U-H.
- Larger commercial uses should cluster around arterial streets.
- Smaller commercial uses are appropriate on any street provided that a smooth transition in intensity of uses is maintained.

PARKING:

- Parking in the downtown should encourage customers to park on Main Avenue and employees/business owners in off-street parking lots. It is appropriate to institute measures to discourage on-street parking for more than two hours.
- Off-street parking lots should be a secondary option for downtown customers. Parking facilities should manage storm water and be screened from adjacent land uses.

LAND USE: BUSINESS PARK



DESCRIPTION:

- Areas preserved for larger business development essential to Brookings' economic stability and future growth. These areas protect larger acreages to maximize clustering for specialization, synergy, transportation efficiency, and knowledge exchange.

POTENTIAL ZONING:

- Business Park District; Regional Retail District

INTENSITY (DU/A):

- 12+

USES:

Centers with major office and business uses, such as technology and research centers, corporate headquarters, and lower intensity industries with larger scale visitor services located at the major intersections. Multi-family may be appropriate when integrated as part of a holistic development that incorporates retail and office uses.

FORM:

Areas should have a strong emphasis on high design and landscaping standards. Transportation improvements should enhance connectivity, efficiency, and capacity. Special consideration should be given to the image that travelers see for those areas adjacent to Highway 12 and I-29.

COMPATIBILITY:

Adjacent and internal development should not compromise the viability of employment lands. Incompatible uses such as lower density residential or K-12 schools should not be located within BP areas.

- Development abutting a BP boundary, whether inside or outside the boundary, should be held to higher design standards to ensure compatibility between uses and possible adjacent residential uses.
- In cases where transportation infrastructure has been installed with the purpose of providing capacity to BP areas, any proposed rezone or subdivision outside of the BP area must not reduce the transportation capacity of the BP area below the level intended.

PARKING:

- Typically accommodated through off-street lots. Surface lots can be shared with other complementary ventures.
- Parking facilities should manage storm water and be screened from adjacent land uses.

LAND USE: GENERAL INDUSTRIAL



DESCRIPTION:

- Areas intended to accommodate industrial uses that are difficult to integrate with less intensive uses due to negative impacts from heavy traffic, noise, or odors.

POTENTIAL ZONING:

- Industrial District

INTENSITY (DU/A):

- Not applicable

USES:

All types of industrial: manufacturing, warehousing, distribution, and office/industrial flex space. Uses in this area can be smaller in size than in the Business Park areas and aesthetic standards are less stringent.

FORM:

Designation of any new GI areas should be done with consideration of the following factors:

- Freeway and rail access;
- Availability and capacity of water and sewer service;
- Proximity to existing employment centers;
- Compatibility of neighboring land uses;

- Brownfield status;
- Impact of added employee/truck traffic to the level of service of roadways in the surrounding area and impact on the non-industrial uses along those roadways.

COMPATIBILITY:

Development within GI areas will be similar in nature, so compatibility is less difficult to manage. However, in areas where industrial abuts other land use categories, the following should be considered.

- Design standards: including land buffers, architectural and site design standards, and other appropriate standards implemented through PUDs or new codes or guidelines.
- Operational standards that consider traffic, noise, lighting, and air quality.
- Areas adjacent to I-29 and Highway 14 should have a higher level of landscaping and avoid outdoor storage visible from these corridors.

PARKING:

- Typically accommodated through off-street lots. Surface lots can be shared with other complementary ventures.
- Parking facilities should manage storm water and be screened from adjacent land uses.

LAND USE: PARK/OPEN SPACE

**DESCRIPTION:**

- Areas intended to remain undeveloped and natural or recreational in character.

POTENTIAL ZONING:

- Various

INTENSITY (DU/A):

- Not applicable

USES:

Limited, primarily natural. Any development is recreational and low impact in nature (such as park shelters or ball fields), while complementary to the purpose of the wider area as open natural space.

FORM:

Traditional park and recreation areas including both passive and active recreation. Brookings' many wetlands, floodplains, and any other sensitive areas should be preserved and incorporated into the city's stormwater management system.

COMPATIBILITY:

These areas are valuable for the natural character and uses within them should have minimal impact. This requires minimal visual, auditory, and other pollutants that would reduce the pristine character of areas. Aids for compatibility may include:

- Heavy landscaping screening, very large buffers; height limitations, zero odor emissions, strict ambient noise requirements.

More intense recreation uses, like sports complexes should be treated like comparable commercial uses for the traffic and compatibility issues that they can generate.

LAND USE: CIVIC/INSTITUTIONAL/SCHOOL/UNIVERSITY



DESCRIPTION:

- To provide space for educational, institutional, assembly, and other public uses, including hospitals, major campuses (high school, SDSU), cemeteries, airport, landfills, water plant, and major utilities.

POTENTIAL ZONING:

- Various

INTENSITY (DU/A):

- Not applicable

USES:

- Educational: Public, private and parochial institutions at K-12 and post-secondary level, or trade/business schools and their accessory uses.
- Institutional and Assembly: Community or cultural facilities, religious institutions, public health care or human services facilities and their accessory uses.
- Other: Government or non-profit organizations and accessory uses.

FORM:

Government facilities should be held to the same standard for site design and connectivity as any private enterprise of similar intensity

COMPATIBILITY:

Civic uses may be permitted in a number of different areas, including residential areas. Maintenance, operating facilities and public works yards should generally be located in industrial areas. Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management. Industrial operating characteristics should be controlled according to same standards as industrial uses.

PARKING:

- Typically accommodated through remote parking lots that allow visitors to park their vehicle one-time, then navigate the campus on foot.
- Overall parking supply should be managed at a campus-wide level including the location of parking, permit supply and cost, and the creation of transportation alternatives on campus and routes leading to campus.
- Bicycle parking facilities should be integrated throughout the campus including at all potential origins and destinations, such as residence halls, academic buildings.

FIGURE 3.6: Chapter Recommendations Summary

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
DEVELOPMENT POLICIES				
Promote contiguous and compact development	Goal	Ongoing	City Council	Planning Commission, City Staff, Developers
Promote the creation of diverse housing options	Goal	Ongoing	Planning Commission	Planning Commission, Advisory Committees; Developers
Promote infill development	Goal	Ongoing	City Council	Planning Commission, City Staff, Developers
Address stormwater management at both a local and regional level	Goal	Ongoing	City Staff	City Council, Planning Commission, Developers
Coordinate/plan for community amenities such as parks and schools	Goal	Ongoing	City Council	City Staff; Developers; School District
Provide a multimodal and connected transportation network	Goal	Ongoing	City Council	City Staff; SD DOT; Planning Commission
Enhance public safety and minimize hazards	Goal	Ongoing	City Council	Planning Commission; City Staff; Advisory Committees
Encourage balanced and connected neighborhoods	Goal	Ongoing	Planning Commission	City Council; City Staff; Advisory Committees
Use public investment to promote private development	Goal	Ongoing	City Council	City Staff
Make decisions in a transparent and collaborative manner	Goal	Ongoing	City Council	Planning Commission, City Staff, Advisory Committees
Delineate floodways for the core development areas	Action	Medium	City Council	City Staff; FEMA; Planning Commission
Evaluate adopting a policy for geotechnical reports to be submitted with any preliminary plat for properties located within the environmentally constrained areas	Policy	Short	City Council	Planning Commission; City Staff
Require a reuse plan that is compliant with the comprehensive plan for resource extraction areas	Policy	Short	City Council	Planning Commission; City Staff
Consider the environmental constraints when reviewing development proposals	Policy	Ongoing	City Staff	City Council, Planning Commission, Developers
CENTRAL DEVELOPMENT AREA				
Maintain and improve public facilities and infrastructure to support infill development and reinvestment in existing neighborhoods	Policy	Ongoing	City Council	Planning Commission, City Staff, Developers

FIGURE 3.6: Chapter Recommendations Summary

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Enable increased densities when impacts such as parking and access are addressed	Policy	Short	Planning Commission	City Council; City Staff; Developers
Direct medium and higher density residential uses to areas adjacent to higher intensity assets or along major streets including the undeveloped land along 20th Street 22nd Avenue, and Main Avenue South	Policy	Medium	Planning Commission	City Council; City Staff; Developers
Extend and connect the existing arterial and collector street system	Policy	Ongoing	City Council	Planning Commission, City Staff, Developers
Encourage mixed use developments with similar land use intensities along arterial corridors	Policy	Ongoing	Planning Commission	City Council; City Staff; Developers
Direct higher intensity commercial uses to the I-29 interchanges	Policy	Ongoing	City Council	Planning Commission, City Staff, Developers
Direct neighborhood-oriented or lower intensity commercial uses to mixed use areas along arterial streets like 20th Street South.	Policy	Ongoing	Planning Commission	City Council, City Staff, Developers
Protect existing drainage areas and wetlands and provide trail corridors that connect to the city north-south	Policy	Medium	City Council	Planning Commission, City Staff, Developers
Enforce property maintenance standards on both private and public property	Policy	Short	City Council	Planning Commission, City Staff
Evaluate signage and landscaping requirements along the areas high-volume corridors	Policy	Short	Planning Commission	City Council, City Staff
Follow the specific policies outlined in this plan for the 6th Street corridor	Policy	Short	Planning Commission	City Council, City Staff, Developers

EAST DEVELOPMENT AREA

Provide adequate separation and buffering between higher and lower intensity uses	Policy	Short	Planning Commission	City Council, City Staff, Developers
Require adequate screening of outdoor storage areas, preferably requiring that they are not visible from the I-29 corridor	Policy	Short	Planning Commission	City Council, City Staff
Ensure proper circulation within and between developments	Policy	Short	Planning Commission	City Council, City Staff
Provide proper wayfinding and gateway features at the major interchanges.	Action	Medium	City Council	Planning Commission, City Staff
Encourage more mixed use development, including residential uses, that provide housing close to jobs	Policy	Short	Planning Commission	City Council, City Staff
Commercial uses should avoid large expanses of concrete that are visible from the interstate and do not integrate stormwater management best practices	Policy	Short	Planning Commission	City Council, City Staff

FIGURE 3.6: Chapter Recommendations Summary

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
New developments along arterial streets should use shared entrances and avoid multiple access points	Policy	Short	Planning Commission	City Council, City Staff
Evaluate adopting a policy for geotechnical reports to be submitted with any preliminary plat for properties located within the environmentally constrained areas	Policy	Short	Planning Commission	City Council, City Staff, Developers
SOUTH DEVELOPMENT AREAS				
Developments in areas where water and sewer service can be extended efficiently should focus on higher density uses and mixed uses that uses both the services and land in the most efficient ways possible	Policy	Short	Planning Commission	City Council, City Staff, Developers
Land use regulations in developing areas should focus on the intensity of the use rather than just the type, allowing for more mixing of compatible uses. The City and County should work together to create shared ordinances for the joint jurisdiction.	Policy	Medium	Planning Commission	City Council, City Staff, Developers County
Wetlands and natural drainage ways should be interconnected and create neighborhood and regional amenities.	Policy	Short	Planning Commission	City Council, City Staff, Developers
Transportation connectivity should be a priority and should avoid overloading Main Avenue and Medary Avenue.	Policy	Ongoing	City Council	Planning Commission, City Staff, Developers
Improved streets and any new streets should be designed as complete streets, incorporating access for both motorists and non-motorists	Policy	Short	Planning Commission	City Council, City Staff, Developers
Evaluate adopting a policy for geotechnical reports to be submitted with any preliminary plat for properties located within the environmentally constrained areas	Policy	Short	Planning Commission	City Council, City Staff, Developers
A limited amount of larger lot or acreage development may occur in areas where the water table is high. However, municipal sewer may be required to ensure groundwater quality	Policy	Ongoing	Planning Commission	City Council, City Staff, Developers
Review the Joint Jurisdiction Boundary based on development trends and adjust the boundary accordingly	Policy	Short	Planning Commission	City Council, City Staff, Brookings County
Adopt a landscape ordinance for the Joint Jurisdiction area to support attractive site design and a smooth transition from city to county jurisdiction	Policy	Short	Planning Commission	City Council, City Staff, Brookings County
Open spaces in this area should be designed as a community asset to service residents of this and other parts of the city	Policy	Ongoing	Planning Commission	City Council, City Staff, Developers

FIGURE 3.6: Chapter Recommendations Summary

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
NORTH DEVELOPMENT AREAS				
Significant infrastructure extensions into this area should only occur after more cost effective extensions have been fully developed	Policy	Ongoing	Planning Commission	City Council, City Staff
Require a detailed flood elevation must be completed for any development proposed in the floodplain before a plat is submitted	Policy	Ongoing	Planning Commission	City Council, City Staff
Evaluate adopting a policy for geotechnical reports to be submitted with any preliminary plat for properties located within the environmentally constrained areas	Policy	Ongoing	Planning Commission	City Council, City Staff
Some larger lot development may occur to the east of Medary Avenue, adjacent to existing development. This development must connect to city services, in order to avoid limiting future extensions	Policy	Ongoing	Planning Commission	City Council, City Staff, Brookings Municipal Utilities
Large lot development shall be discouraged south of 207th Street unless it is done as a build through acreage. For the purpose of this plan, large lot should be considered residential development designed to R-1 or R-1A zoning standards	Policy	Ongoing	Planning Commission	City Council, City Staff; Brookings County
LAND USE POLICIES				
Implement an intensity based approach to land use and development in accordance with the future land use map and land use categories	Policy	Ongoing	Planning Commission	City Council, City Staff
Encourage responsible horizontal integration (mixed use development) at appropriate locations	Policy	Ongoing	Planning Commission	City Council, City Staff; Developers
Encourage responsible vertical integration (mixed use development) at appropriate locations	Policy	Ongoing	Planning Commission	City Council, City Staff; Developers
Use the future land use map as a basis for decisions by the Planning Commission, the City Council, and private developers	Policy	Ongoing	Planning Commission	City Council, City Staff; Developers
Implement site design standards in accordance with the recommendations of each land use category	Policy	Short	Planning Commission	City Council, City Staff; Developers

4

Housing & Neighborhoods

Vibrant communities are composed of a variety of safe and interesting places for people to live, work, play, and learn. These types of places exist today in Brookings, and they are the types of places residents seek to maintain and incorporate into the future Brookings.

CHAPTER 4: HOUSING & NEIGHBORHOODS

GOALS

Create healthy neighborhoods that offer a range of housing types to accommodate workers and residents at all stages of life.

Connect neighborhoods to community destinations including jobs, commerce, and recreation.

Create neighborhoods that build on the character and quality of existing neighborhoods.

CONTEXT:

Brookings is growing. Between 1960 and 2016, Brookings has welcomed more than 6,700 new residents including students and traditional residents. This is a healthy growth rate of between 1% and 1.75% annually and is faster than many of its peer communities.

The development community is responding. To accommodate growth, builders in Brookings are producing an average of 175 units per year (2005 - 2025) with approximately 50% of those units being single-family detached. New development areas are limited making land consumption an area of concern.

Students impact the housing market. Nearly 50% of units are renter occupied, driven mostly by a large number of students living off campus. Traditional residents of all ages and income brackets looking for rental housing often compete with students for a finite number of units.

Students impact neighborhoods. Some blocks around SDSU are fully occupied by students. Other adjacent blocks are working to retain more of a balance between owner and renter occupancy.

ISSUES:

Affordable housing. Many factors are affecting housing costs for Brookings. Some of these issues are similar to other communities in the region, including construction costs growing at a faster rate than wages and lack of variety in the market. Somewhat unique to Brookings is the impact students have on the housing market. The economics of how they pay for housing and their living arrangements make it difficult for many traditional residents to compete for housing.

Single-product housing development. Home production has focused on single family-detached and multi-family, primarily at the upper end of the market. While this does accommodate the technical need for new housing, this pattern serves to isolate populations and decreases movement in the market.

Fragmenting street grid and isolated neighborhoods.

Connected neighborhoods provide countless benefits including reliable and prompt emergency response, the ability for residents to walk or bicycle to their destination, and for residential developments to complement one another. Due to several factors, recent developments have resulted in a loss of street connectivity and increased isolation of new neighborhoods.

Evolving student and retiree housing needs. On campus housing is changing with greater interest and demand for suite type units. At the same time, demand for good quality off-campus student housing is increasing and interest in downsizing by retirees is creating a demand for new, quality units.

OPPORTUNITIES:

Strengthen existing neighborhoods. Brookings' neighborhoods are a primary source of the charm and quality that residents value and want to preserve. Efforts should enhance and strengthen existing neighborhoods to ensure their quality, role, and identity.

Trail, street, and sidewalk connections. Connected neighborhoods are healthy neighborhoods that allow residents to walk or ride a bicycle to parks, schools, and other destinations; conversely, a lack of connections rapidly increases the actual and perceived distance between places within the city. A robust transportation system will support the small-town character that residents value today even as Brookings continues to grow.

Stormwater as an amenity. A significant liability for Brookings is the combination of high-groundwater and the need to manage stormwater during rainfall events. Innovative treatments such as detention and retention basins, wetlands, and regional lakes can serve as a focal point and amenity for new neighborhoods.

Growth and appetite. There is a strong appetite for new housing types throughout the city. This growth and appetite offers the development community and the city the opportunity to introduce innovative neighborhood configurations, housing products, and amenities with limited risk.

BIG IDEAS:

Housing as a public good. Housing is the single greatest real estate investment in Brookings' and these homes shelter and offer a sense of place to Brookings' single greatest asset, its people. Therefore, housing should be treated as infrastructure and an extension of the community fabric.

Thoughtful and intentional growth. Brookings will welcome approximately 8,000 new residents by 2035 as it grows to a population of nearly 31,000. The way it grows will determine the type of community it becomes, the lifestyle choices residents will have, and the role that Brookings will play in the region.

- **Average annual production needed.** Approximately 165 dwelling units should be produced annually with community facilities such as parks, schools, and trails to support the growing population.
- **Housing types needed.** Approximately 60% should be owner occupied and 40% should be renter occupied.
- **Price-points for market health.** A variety of price-points is needed to allow residents to enter the housing market (as owners or renters), establish financial stability, and then to move within the market based on their phase of life.

Create neighborhoods. A neighborhood is an extension of the city framework that integrates new streets, public space, and

homes in a way that seamlessly benefits both the existing and new residential areas. Effective neighborhood development requires a vision for how land will fit together as it develops.

- **Integrate Diverse Housing Types.** A vibrant housing market and neighborhood accommodates a resident throughout the phases of their life including entry-level options (owner and rental), family homes, and downsize options (owner and rental).
- **Create Workforce Housing Opportunities.** Used in place of "affordable housing" which is too relative, the community should focus on providing housing products and price-points for its workforce. Without a focus on housing its workforce (current and future), housing will continue to limit the economic potential of Brookings.

Preserve existing housing. The city's best source of affordable housing is within its existing housing stock. Poor property maintenance, structural deterioration, and delayed maintenance of public infrastructure can quickly degrade neighborhood quality and property values. This has the dual effect of diminishing the city's stock of sound affordable housing and suppressing the economic benefits of rehabilitation. Reinvestment in older neighborhoods is essential to providing a continuing source of workforce housing.

Role of Students in the Market and the Community. Student oriented neighborhoods should offer these residents a quality setting, proximity and direct access to SDSU for bicyclist and pedestrians, and seek to integrate students into the community.

Shared Risk, Shared Reward: Collective Housing Development. While it is easy to float lofty ideas of how development should occur, it can be difficult to introduce new housing products, new neighborhood types, and innovative infrastructure treatments. For this purpose, public-private partnerships may be required to demonstrate innovation.

RECOMMENDATIONS FOR ACTION:

1. Utilize the relevant recommendations from the Brookings Affordable Housing Task Force final report
2. Expand housing diversity by type and cost
3. Revitalize and stabilize older neighborhoods
4. Encourage infill development
5. Integrate amenities at the heart of new neighborhoods such as trails, parks or plazas, schools, and other facilities
6. Establish minimum connectivity standards
7. Encourage downtown's evolution as a neighborhood with housing



INTRODUCTION

Brookings has quality neighborhoods, strong housing stock and a healthy demand for new housing. Meeting that demand with a range of affordable options in well thought-out neighborhoods supports economic efforts and is fundamental to providing safe and affordable workforce housing. Brookings residents have expressed desire for a wider variety of housing options at prices accessible to middle-income buyers.

RECOMMENDATIONS

EXPAND HOUSING DIVERSITY BY TYPE AND COST

Affordability and a general undersupply of housing is a major issue for the city. Much of the undersupply is driven by a lack of movement in the market. People are choosing not to move when only one or two product types are available, and those products are similar to what they already live in. Expansion of housing diversity should address affordability issues and create greater movement in the market. Additionally, greater diversity by type has to address the housing needs of those with physical and mental health issues.

Brookings should implement the intensity based land use philosophy outlined in Chapter 3

The previous chapter outlined an integrated land use vision that shifts away from separated land uses to greater integration based on the intensity of uses. This approach should support the development of more diverse housing mix and encourage developments to have a wider range of uses and residential types. For example, the Urban-Medium land use category would allow for a range of housing types including single-family detached, single-family attached, and townhomes. Densities within an Urban-Medium district may range from seven units per acre (smaller lot single-family detached) to 12 units per acre (townhome density). This mix of units should not be developed in isolation and should instead be connected both internally and externally to neighborhood services.

Review codes to ensure that adequate flexibility exists for new types of housing

Traditional zoning ordinances from the mid-twentieth century valued low density and separation of different land uses. Today there is a growing interest in what some might consider “non-traditional” housing types. The city’s existing ordinance does allow for smaller lots, down to 50-foot-wide lots for single-family detached, but accommodating tiny homes, accessory dwelling units, lot sizes smaller than 50-foot, or even the newest innovations in senior living should be considered. The Brookings Affordable Housing Task Force in 2017 also recommended review of some of these opportunities. Additionally, the city should review its codes as they relate to housing for the physically and mentally handicapped. Often these may be in more group quarters settings. Universal design standards that allow homes to be easily adapted for aging or physical disabilities should also be considered.



Establish a not-for-profit housing development corporation

Many cities, some much smaller than Brookings, have created a not-for-profit housing development corporation to operate in the markets where the private development community cannot (low-revenue or untested products). The organization can reside within an existing organization such as the Brookings Housing Authority or economic development, but with the express mission of implementing housing programs. Its board of directors and stakeholders should be comprised of partners whose mission is impacted by the housing market. A not-for-profit can accept an assortment of funding sources, implement a variety of housing programs, and work on behalf of its partner organizations to strengthen Brookings housing market for the benefit of all.

Give higher priority for city assistance to projects that offer mixed-income housing

Any incentives, whether they come from the city or the economic development community, should favor housing developments that blend income levels. For many residents working in the service industries, the cost of housing is a burden. This is often the hardest housing market to address, as the profit margins are not high enough to attract private market construction and prospective tenants often make over the income limits required to qualify for housing assistance programs. By blending income levels, projects should also provide a mix of housing styles.

CASE STUDY: WAYNE COMMUNITY HOUSING DEVELOPMENT CORPORATION

Wayne, Nebraska is a thriving community of 5,500 in Northeast Nebraska with a mixed economy based on a small state college, strong industries, and regional agriculture. Over 20 years ago, the leaders of Wayne saw the need to provide housing for their workforce and formed the Wayne Community Housing Development Corporation (WCHDC).

Growing out of the local economic development organization, WCHDC is a proactive nonprofit with the mission to improve the region through affordable housing development. Offering a purchase/rehab/resale program, home buyer education, and assistance on local projects, like new rent-to-own housing, WCHDC works to expand housing options for the local workforce.



Require large scale projects to incorporate universal design standards into at least a portion of all units

The need among special needs populations, including the aging and people with physical and mental disabilities, is only growing. Much of the discussion to this point has focused on providing a diversity of housing styles but housing must also accommodate individuals with varying levels of independence at various stages of life. Universal design means that homes can be used by the widest range of people possible. Closely tied to accessible design, universal design means that every aspect of a home from the bathroom to the garage are more accessible and comfortable to use. At a minimum, universal design standards should be applied to at least a portion of all units within a larger project or subdivision.



REVITALIZE AND STABILIZE OLDER NEIGHBORHOODS

For any city the best source of affordable housing is within the city's existing housing stock. Maintaining those units and the services provided in those neighborhoods is essential to ensure a continued supply of safe and affordable housing. Adopting strategies to assure the stability and livability of Brookings' historic and established neighborhoods will help to preserve the culture, history and identity of the community.

Establish or continue to fund rehabilitation programs

Housing rehabilitation and maintenance programs should include a mixture of owner and renter assistance programs. Owner assistance programs may include:

- Emergency repair program for very low-income residents in need of emergency repairs. These programs are designed to meet critical individual needs, but also keep viable housing from deteriorating further.
- Direct rehabilitation loan programs that provide forgivable loans or grants to low income households.
- Energy efficiency loans for improvements that can extend the life of a house and substantially reduce utility bills for a household.

Rental assistance programs can be more challenging because they are income producing properties. Therefore, any program must be combined with code enforcement. A program would likely be a matching loan that would require regular inspections during the life of the loan. For a community like Brookings, with a high demand for rental properties, new construction of affordable rental units can also help improve the market. With new construction, units in the worst condition will need to make improvements to stay competitive, however, some of the most vulnerable in the population can still find themselves living in substandard units.



Expand demolition program

Demolition dollars are in short supply in every community but are important to ensuring the safety of residents and to help avoid undue hardship on adjoining property owners. The city may want to consider developing a program that is targeted at removing vacant or abandoned manufactured homes (mobile homes). Manufactured homes can be a viable source of affordable housing, but they must be maintained, or their life expectancy is greatly reduced. The reuse of these lots for newer mobile homes or tiny homes can provide affordable housing and may provide options for replacement of occupied mobile homes in the worst condition. Special considerations should be rendered to demolition activities when contemplating historic resources.

CASE STUDY: NEIGHBORWORKS OF NORTHEAST NEBRASKA PURCHASE/REHAB/RE- SALE PROGRAM

Over a five year period NeighborWorks Northeast Nebraska has implemented a highly successful Purchase Rehab Resale program. Under the program a qualifying household identifies a home, an assessment of the home for structural stability is completed, followed by a NeighborWorks Northeast Nebraska purchasing the home to complete any repairs needed. Repairs can range from \$2,000 to \$25,000. Following completion of the repairs the home is sold to the qualifying household often with down payment assistance of 20% of the final purchase price, up to \$20,000. For Columbus, Nebraska this has resulted in 140 homes being updated and owned, often by first time home buyers.

<https://www.nwnen.org/what-we-do/homeownership-assistance/purchase-rehab-resellprogram>

BEFORE



AFTER



CASE STUDY: MOBILE HOME BUYOUT PROGRAM: FARIBAULT, MINNESOTA:

The Housing and Redevelopment Authority (HRA) in Faribault has used its Mobile Home Buyout Program to acquire and remove substandard housing from its existing mobile parks.

Through this voluntary program, owners of uninhabited, dilapidated or substandard mobile homes may apply to participate in the buyout program. If the unit is determined to be substandard, uninhabited, or dilapidated, the HRA will buy the mobile for a flat rate of \$2,000, not including property tax or lot rent. Upon acquisition, the home is then properly demolished, removed, and the lot repurposed.

<https://www.ci.faribault.mn.us/427/Mobile-Home-Buyout-Program>



ENCOURAGE INFILL DEVELOPMENT

Infill development is a key component of stabilizing and revitalizing older neighborhoods, however, it can also be the most challenging projects for the private market. Site development issues, including older infrastructure, compatibility with existing neighborhood structures, or the removal of an existing structure, along with lower assessed values for surrounding properties can increase the costs and risk for development. Often these types of projects need some assistance from the city but the return on the investment can be significant both for the neighborhood and the city's overall tax base.

Establish incentives for vacant lot development

Infill housing refers to housing that is built on vacant or under-used lots in existing neighborhoods. Vacant lots can be a good resource for new affordable housing. However, these lots may have site issues that need to be addressed such as dilapidated structures that need to be removed. Site issues along with the scattered nature of vacant lots can make infill development challenging. The adjacency of lots, allowing for easier movement of resources and supplies between job sites, is an important component to the development of affordable housing. The city should identify barriers to the development of vacant lots, especially in targeted neighborhoods. This may include fees for demolition, dumping, and hook-ups. Removing or reducing these fees or providing a privately funded pool of money to offset these costs can begin to eliminate hurdles. Some cities will also assist in the assembly of vacant lots, generally focused on targeted neighborhoods. These lots can then be sold or given to either for-profit or not-for-profit developers to encourage development in otherwise struggling neighborhoods. These types of programs can be combined with increased demolition and property maintenance to create visible change and momentum in a struggling neighborhood.



Small lot single-family infill: Excelsior Springs, MO - before and after.

Actively assist infill and redevelopment programs

As noted above cities often have to take an active role in redevelopment of struggling neighborhoods. The most common ways cities assist with these initiatives include:

- **Land Assembly.** One of the biggest hurdles to transformative infill development in struggling neighborhoods is the assembly of land or lots. Most developers do not have the capital, time, or other resources to assemble lots from multiple property owners. This can be true for both deteriorated older residential areas or even older commercial and industrial sites. In areas with a concentration of infill sites or just one larger infill development, preparation of a redevelopment plan by the city should guide developers and builders.
- **Tax Increment Financing.** In redevelopment areas, TIF can be a significant tool for land acquisition and development financing. TIF uses the added tax revenue created by the redevelopment to finance project-related costs like land acquisition and public improvements.
- **Infrastructure Assistance.** The city may choose to assist with infrastructure improvements to a site as a way to reduce the cost of the development. This assistance may be as simple as waiving fees to more active involvement in larger infrastructure improvements. Projects that receive this type of assistance should be meeting the city's goals of expanding workforce housing or housing variety.



Require infill development receiving incentives or along key corridors to complement the character of the surrounding neighborhood and expand housing options

It is important for infill development to complement the character of the existing neighborhood and provide appropriate transitions where needed. Principles that should be considered with any infill development include:

- **Transitions.** Provide a transition between higher intensity uses and lower intensity uses to address compatibility issues.
- **Scale.** The size and height of the buildings is in keeping with surrounding buildings or the context of the corridor.
- **Context.** The design fits the housing styles around even if the type of units are different. Other context variables on a site may include views that enhance the site or stormwater facilities that may add open space amenities.
- **New Housing Options.** Can the site provide an alternative that might allow a young adult to live in the neighborhood where they grew up or enabling a senior to downsize without needing to leave their neighborhood behind.



INTEGRATE AMENITIES

As the city grows, new neighborhoods should have access to the resources and community amenities in a way that integrates them with the rest of the city. These should include trails, parks or plazas, schools, and other facilities.

Expand the park system with growth

To the extent permitted by applicable law, all new subdivisions should be required to provide either a park dedication fee based on the number of lots or dedicate land within the development to ensure adequate neighborhood park service within walking distance of the development. The park dedication fee should be used by the city to acquire land that services multiple developments.

Expand the trail system with growth

New developments should be required to connect to any adjoining trail system or provide the space necessary for future expansion of the trail system.

Identify potential gathering space in new developments

New developments should include spaces where residents or visitors can gather and have shared community experiences. This may include park or open spaces, plazas, or outdoor seating areas in mixed use developments. These spaces should increase opportunities for community interaction and increase the sense of belonging to a community. Drainage or wetland areas may function as open space amenities for neighborhoods.





ESTABLISH MINIMUM CONNECTIVITY STANDARDS

In the following chapter, Brookings' transportation system will be reviewed in greater detail but access to and within neighborhoods is important.

New developments should provide good connectivity and separate local and major traffic

All new developments will have to have more than one access point and should respect both existing and proposed collector and arterial streets. For existing arterial streets, access management should be carefully assessed to avoid both safety and flow issues. Proposed collector and arterial streets should also be respected. While the proposed streets identified in Figure 5.2 may not be located exactly along these paths, the idea that connectivity through these areas is essential and should be maintained.

Establish guidelines for minimum connectivity including pedestrian routes

These guidelines should be built on the idea of improving efficiency of the roadway system by measuring and increasing connectivity. This may include urban design concepts regarding block length, alleys, street widths and simple requirements such as street and sidewalk stubs to adjacent vacant land and future neighborhoods. To improve connectivity between neighborhoods and improve emergency response, the number of entry points should be based on the number of lots, and where available, alleys should be used for the trash collection, parking, and access management.

ENCOURAGE DOWNTOWN'S EVOLUTION AS A NEIGHBORHOOD WITH HOUSING

As downtowns have evolved in recent years, there are many success stories to learn from. Almost all the successes include a residential component. Land use and development policies will be instrumental in achieving the area's neighborhood goals.

Use appropriate city incentives for the development of housing adjacent to jobs and activities

Incentives to adding housing both in and around the downtown do not always have to be the traditional fiscal approaches, although having tools like tax increment financing can be very important. Other incentives may include:

- Density bonuses for added open or public space
- Improvements by the city to parking and pedestrian environments
- Adding family-friendly public amenities including parks, open space, greenways, plazas, bikeways, or public art
- Reviewing parking requirements to make sure they do not create a hurdle for new residential development
- Reducing permit fees and processing time for infill residential projects

Work with the Chamber to encourage businesses that support residents and workers

The expansion of the business base in the downtown is important both to provide services to workers that come to the district during the work day but also to attract and retain households in and around the district. The city should be a partner with the business community to expand the overall economy of the district and encourage services that benefit the worker, visitor, and resident of the district.

FIGURE 4.1: Implementation Table

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Create healthy neighborhoods that offer a range of housing types to accommodate workers and residents at all stages of life.	Goal	Ongoing	Developers	Planning Commission, City Council, City Staff
Connect neighborhoods to community destinations including jobs, commerce, and recreation.	Action	Short	Planning Commission	City Council, City Staff; Developers
Create neighborhoods that build on the character and quality of existing neighborhoods.	Goal	Ongoing	Developers	Planning Commission, City Council, City Staff
Utilize the relevant recommendations from the Brookings Affordable Housing Task Force final report	Action	Short	City Council	City Staff; Developers; Advisory Committees
Expand Housing Diversity by Type and Cost	Goal	Ongoing	Developers	Planning Commission, City Council, City Staff
Implement the intensity based land use philosophy outlined in Chapter 3	Policy	Medium	Planning Commission	City Council, City Staff, Developers
Review codes to ensure that adequate flexibility exists for new types of housing	Action	Short	City Staff	City Council, Advisory Committee, Developers
Establish a not-for-profit housing development corporation	Action	Medium	City Staff	City Council, Community Stakeholders
Give higher priority for city assistance to projects that offer mixed-income housing	Policy	Ongoing	City Council	Planning Commission, City Staff, Developers
Require large scale projects to incorporate universal design standards into at least a portion of all units	Policy	Medium	Planning Commission	City Council, City Staff, Developers
Revitalize and stabilize older neighborhoods	Goal	Ongoing	City Council	Planning Commission, City Staff, Developers
Establish or continue to fund rehabilitation programs	Action	Short	City Council	Planning Commission, City Staff
Expand demolition program	Action	Short	City Council	Planning Commission, City Staff
Encourage infill development	Goal	Ongoing	City Council	Planning Commission, City Staff, Community Stakeholders

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Establish incentives for vacant lot development	Action	Short	City Council	Planning Commission, City Staff
Actively assist infill and redevelopment programs	Action	Short	City Council	Planning Commission, City Staff, Developers
Require infill development receiving incentives or along key corridors to complement the character of the surrounding neighborhood and expand housing options	Policy	Medium	Planning Commission	City Council, City Staff, Developers
Integrate amenities into neighborhoods - new and old	Goal	Medium	City Council	Planning Commission, City Staff
Expand the park system with growth	Action	Ongoing	City Council	Planning Commission, City Staff, Park & Rec Board
Expand the trail system with growth	Action	Ongoing	City Council	Planning Commission, City Staff, Park & Rec Board
Identify potential gathering spaces in new developments	Action	Ongoing	Developers	Planning Commission, City Staff
Establish minimum connectivity standards	Policy	Short	City Staff	Planning Commission, City Council, City Staff
Establish minimum pedestrian connectivity standards	Policy	Short	City Staff	Planning Commission, City Council, City Staff
Encourage downtown's evolution as a neighborhood with housing	Goal	Ongoing	City Council	City Staff, Main Street Organization, Community Stakeholders
Guide city incentives for the development of housing adjacent to jobs and activities	Policy	Medium	City Council	City Staff, Developers

5

Transportation

An effective transportation system moves people and facilitates efficient land development patterns. It can also become a quality of life amenity in its own right. Integrated into the unified land use plan, the transportation plan proposes system improvements, expansions, and policies to guide investment towards creating a healthy and balanced mobility system.

CHAPTER 5: TRANSPORTATION GOALS

Create a transportation network that provides a safe and efficient means for all users including pedestrians, bicyclists, and drivers.

Establish a transportation system that will support desirable patterns of community, neighborhood, and economic development.

CONTEXT:

Brookings is growing. Brookings is growing geographically with new residential, industrial, and commercial areas developed each year. The transportation system must serve this future development without compromising the character of the community.

Dependence on the regional transportation system. Brookings' role as a regional job center is increasing. Over 50% of the city's workforce lives outside of Brookings. The transportation system must be capable of managing this inflow of traffic on a daily basis while also growing in ways that bring more of those individuals to live in Brookings.

Resident expectations. Residents value the ease of movement and small town character that Brookings affords them today. Many allow their children to walk or ride a bicycle to school, a lot of adults enjoy walking on the trail or to the downtown, and all value how quickly they can get from place to place regardless of their mode of transportation. These expectations will persist as the community continues to grow.

Real estate. The real estate dedicated to public roadways accounts for 24.5% of all land in Brookings (34% of all developed land). As a significant land use, the roadways affect the perception of the public environment and the city as a whole.

ISSUES:

Increasing fragmentation of the street network. As development has moved south, environmental barriers and misunderstandings about what makes neighborhoods safe has, at times, created a fragmented street network. However, connecting transportation routes concurrent with development allows for more reliable emergency services, increased resilience to closures and incidents, and an environment that is more walkable and bikeable.

Limited interstate access for resident and freight travel. As the city continues to grow, demand for an additional interstate access point will only grow. New homes, community features, and destinations are being developed farther south, increasingly more distant from interstate access.

Limited Interstate crossings. The interstate divides the community with virtually all residential on the west and major employers on the east. This division creates pinch-points that result in regular congestion and a system with little resilience to street closures and incidents.

Barriers to bicycle and pedestrian transportation. Brookings has a good trail system but barriers exist that prevent the connection of key destinations around the city. These include physical barriers and safety barriers. Crossing major streets is often challenging or uncomfortable, and the lack of street connectivity in newer areas can make active transportation difficult.

OPPORTUNITIES:

Interstate proximity and access. The interstate affords Brookings many advantages including rapid access to Sioux Falls for commercial, industrial, and employment centers; high visibility and convenient access for interstate travelers; and a location that is attractive to commercial and industrial enterprises.

Low stress neighborhood streets. Brookings has a well-established hierarchy of streets where the majority of traffic is directed efficiently from neighborhood streets, to collector streets, and onto the arterial streets that ultimately lead to the final destination. This creates a system of well-connected and quiet neighborhood streets that support strong neighborhoods and safe bicycle and pedestrian travel.

Strong trail and pedestrian system. The existing trail system provides a foundation for the city's bicycle and pedestrian system. The community can build upon this foundation with the implementation of the bicycle and pedestrian plan and the addition of trails, sidewalks, and destinations in new developments.

Well-respected and well-utilized transit. The Brookings Area Transit Authority (BATA) provides a well-respected transit service as evidenced by its outstanding ridership numbers. While most recognized for its safe ride program, many residents use BATA for its on-demand transit, trips to parks and amenities, and regular trips to Sioux Falls. Despite these successes, there are many that still do not realize the high level of accessibility that it provides and the potential it has to support the continued growth of the city.

Bicycle Master Plan. The city developed a Bicycle Master Plan to provide a roadmap towards creating an integrated system of trails and comfortable on-street routes that will support human powered transportation throughout the city. The implementation of this plan is an opportunity to integrate bicycles as a vital component of the transportation system.

BIG IDEAS:

Build a system that works for everyone. A transportation system should integrate all modes of travel in a manner that allows each mode to complement the others and provide viable alternatives. For example, robust bicycle, pedestrian, and transit systems complement one-another and create a stronger transportation network. A system that works for everyone allows people to move around a city and seamlessly integrate different modes of transportation.

Plan ahead and implement with growth. The city's future transportation system should be a framework that is conceived in advance of development, implemented with development, and allows for the graceful expansion of the system to accommodate future development.

Build with development. Development projects should be designed in a way that allows for transportation infrastructure to be built incrementally. This approach offsets initial costs to the development community and the long-term maintenance responsibilities of the city.

Principles for transportation development. Residents of Brookings cherish aspects of the city transportation system including how their children can walk or ride their bicycles to schools and parks and how quickly it is possible to get from place to place. The transportation element identifies the positive traits and prescribes these as values for how the transportation system should serve its residents.

- Design for walkability and bicycle friendliness
- Create quiet neighborhood streets through a defined hierarchy of streets and a connected system with few dead-ends
- Reduce pinch-points by creating alternative routes
- Consider lifecycle costs and the overall impact of infrastructure development

RECOMMENDATIONS FOR ACTION:

1. Coordinate transportation and land use plans
2. Implement the Major Streets Plan
3. Establish site development standards for pedestrian and bicycle friendly development
4. Expand the existing bicycle and pedestrian system pursuant to applicable system plans
5. Create multi-modal transportation standards
6. Maintain existing streets, sidewalks, and trails in a state of good repair
7. Create a funding strategy for new and existing streets

UNDERSTANDING THE FUTURE STREET MAP

- **Big Picture.** The map does not show every street that would be needed for future development. The local street pattern should be determined as development occurs.
- **Flexible.** While the routes shown in Figure 5.2 have been carefully thought out, the exact path of these streets may vary depending on the details of development as it occurs. The priority is to maintain the principle of connectivity, to provide access to key connecting points, and to follow the general path shown in the map. Minor modifications can be made as needed on a case-by-case basis. Detailed engineering studies will be needed before undertaking any new road construction.
 - › Collector streets in Figure 5.2 have a higher “status” than the local streets. The collector routes should be given significant weight when making development decisions, while local streets are more flexible.
- **Working with Property Owners.** Many new roads shown on this map run through property that is privately owned, and their implementation will therefore depend on the decisions of the property owners. The city should reach out to property owners in these key areas to discuss plans for the future.

INTRODUCTION

An effective transportation system moves people and facilitates efficient land development patterns. It can also become a quality of life amenity in its own right. Integrated into the unified land use plan, the transportation plan proposes system improvements, expansions, and policies to guide investment towards creating a healthy and balanced mobility system. This chapter delves into the details of the transportation system with recommendations to improve the existing transportation system and new additions to enable and advance the vision articulated in this plan.

RECOMMENDATIONS

COORDINATE THE TRANSPORTATION AND LAND USE PLANS

Transportation and land development are codependent systems – a transportation system is created to serve land as it develops, and land can only develop as access is granted. This is a story as old as human settlement but is especially pertinent to development in Brookings in which land access and development is often limited by environmental factors. For the purposes of advancing a coherent land use plan and a high-quality transportation system, land use and transportation plans must be coordinated.

Brookings classifies roadways based on their function in the city’s transportation system. Local roads, collector streets, arterial roadways, and highways are the primary designations. In this order, each classification provides increased mobility and decreased access. This mobility hierarchy should guide future investment, the methods for providing land access in new developments, and the design specifications of new streets depending on their context.

Regional Street Hierarchy

The regional transportation system provides access between Brookings and the surrounding area. The regional system is under the management and maintenance of the South Dakota Department of Transportation and includes two major routes:

- Interstate 29
- US Highway 14 (Bypass)

City Street Hierarchy

The local transportation system for Brookings includes the arterials, collectors, and local streets that provide access to housing, businesses, and public gathering spaces. The role of each class of streets balances the need for mobility (rapid movement) with the need for access to individual destinations within the community.



Arterial Network:

Arterials provide the greatest level of mobility in Brookings' transportation system. These routes provide access between areas of the city with limited access to individual businesses and homes. For access to these destinations, arterials rely on the collector and local street systems. The following streets comprise the primary framework of arterials streets in the future transportation plan.

6th Street. The primary gateway into Brookings, 6th Street provides direct access to/from Interstate 29, to many destinations including major industries, SDSU, the downtown district, and the commercial ventures along the corridor. It also provides the first and last impressions for all of Brookings. The City has an intergovernmental agreement with the South Dakota DOT to maintain 6th Street. Further guidance can be found in the Strategic Development Opportunities chapter.

US Highway 14 (18th Street / Bypass). The bypass plays several important roles in the city. First, this street is the only other interstate access, providing rapid and immediate access to and from Brookings. As an arterial located one-mile north of 6th Street, the bypass plays a local role in providing east-west access to residential and commercial areas and SDSU. As regional transportation route, it serves to reduce traffic congestion from 6th Street.

8th Street South. Located one-mile south of 6th Street and across the railroad corridor, 8th Street South provides a mirror function to 6th Street by offering east-west mobility between the 22nd Avenue business corridor and South Main Avenue.

20th Street South (Recommended Future Interchange and Arterial Role). This corridor offers one of the best opportunities for a needed southern interchange with I-29. The 20th Street South corridor is two miles south of the 6th Street interchange and would connect newly developing neighborhoods with the interstate; this access would better connect residents with the remainder of Brookings and the entire I-29 corridor.

215th Street / 32nd Street South. Located one-mile south of 20th Street South, 215th Street / 32nd Street provides an east-west connection extending across the interstate. This arterial connection will continue to grow in importance as the employment centers grow in the east side of the interstate and residential areas grow on the west.

216th Street / West 44th Street South to 217th / Highway 324. Located one-mile south of 215th Street, this combination of streets provides a strategic east-west connection and access to the interchange. The route also includes a proposed stretch to shorten the distance from both Main Avenue and Medary Avenue to the interstate.

Main Avenue. Main Avenue functions as a north-south arterial from 8th Street North to 20th Street South with service through the downtown district. The design of the roadway and adjacent land uses should maintain the quality of downtown and the emerging South Main corridor.

Medary Avenue. Located a half mile east of Main Avenue, Medary Avenue provides continuous service from the bypass, through the SDSU campus, across 6th Street and the railroad, to 20th Street South.

22nd Avenue. Located a half mile east of 17th Avenue and a half mile west of Interstate 29, 22nd Avenue plays several important roles in the city. As a primary commercial street, 22nd Avenue provides access to employment centers (both existing and emerging) including the hospital and a network of clinics. As the eastern-most continuous route, 22nd Avenue is the most direct and immediate north-south route with access to/from Interstate 29 and the southern portion of Brookings.

34th Avenue. Located a half mile east of the Interstate, 34th Avenue services many of Brookings' employment centers. With improved east-west connections across the Interstate, 34th Avenue will become more important.

FIGURE 5.1: Arterial Street System

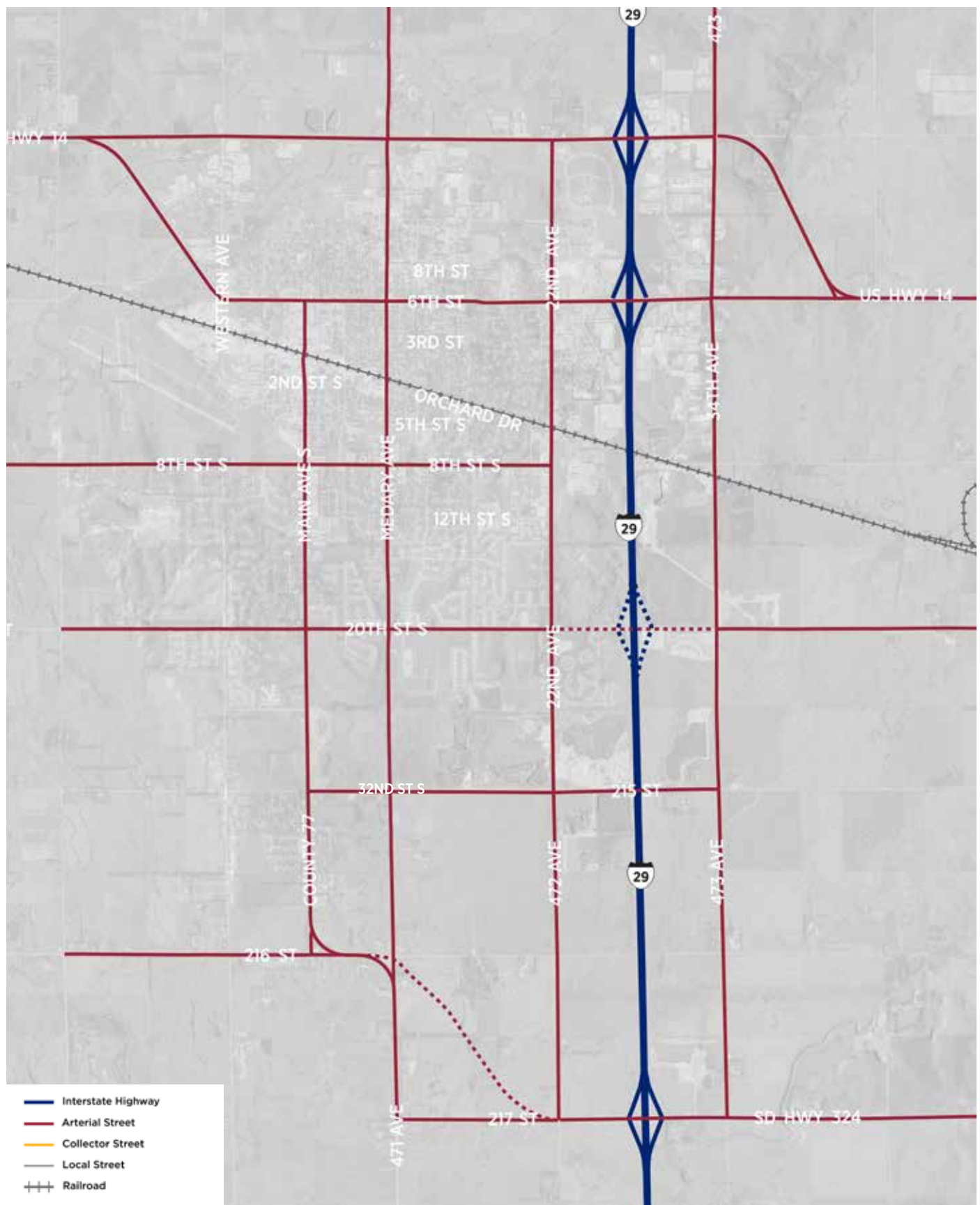
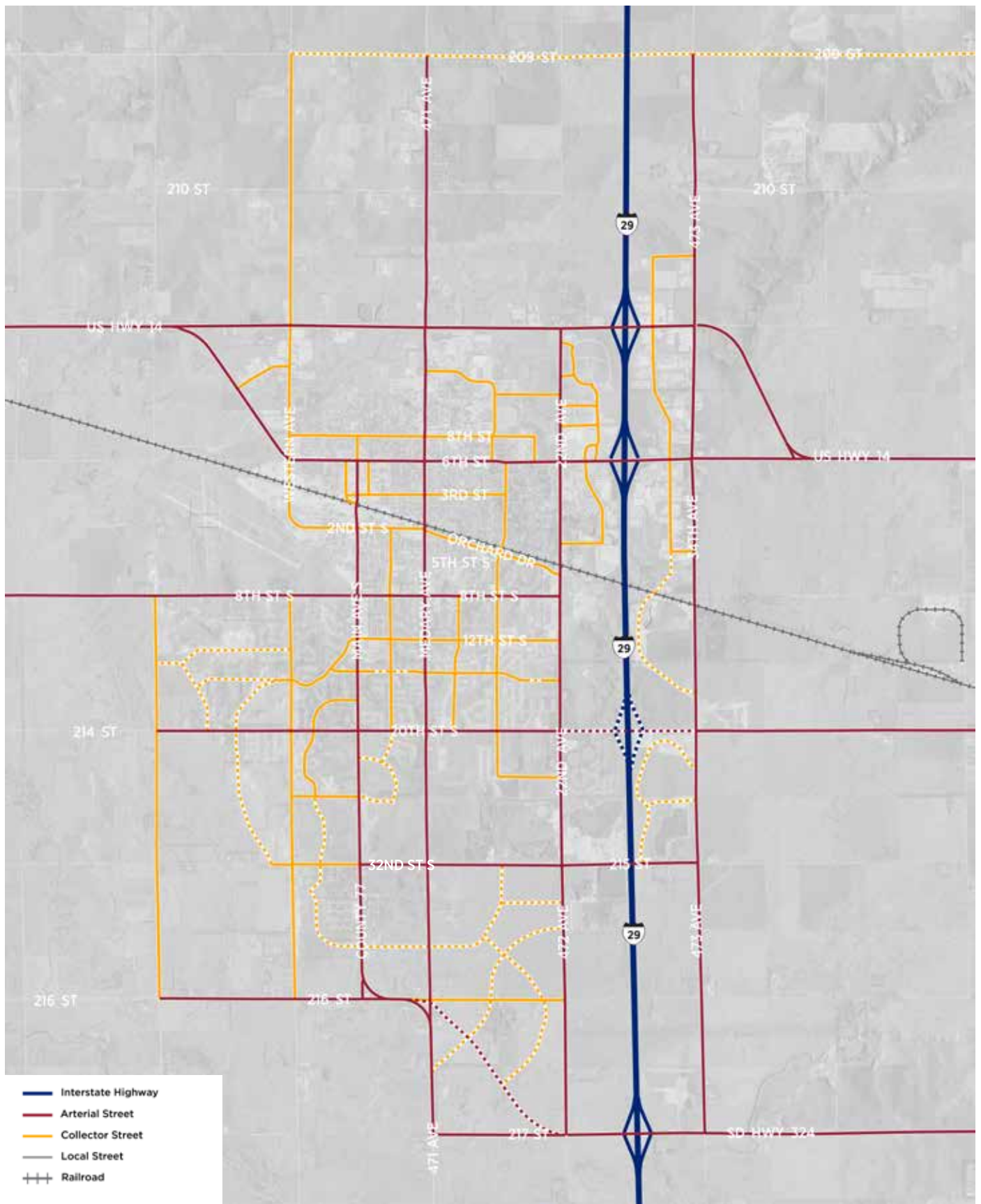


FIGURE 5.2: Major Streets Plan





Collector Network:

Collector streets balance mobility and access by serving as intermediate connections between arterial routes. These streets are narrower than arterials and designed to collect traffic from neighborhoods and offer access to neighborhood destinations. As such, they should operate at lower speeds than the arterial network.

While this list is not exhaustive, the following form the framework of the system:

8th Street. From Western Avenue on the west, this collector provides east-west access through the northern neighborhoods to the SDSU campus.

3rd Street. From downtown on the west, this collector provides east-west access to 17th Avenue.

2nd Street South / Orchard Street. From Western Avenue on the west, this collector provides east-west access between the northwest of the city and 22nd Avenue.

12th Street South / Trail Ridge Road. From Western Avenue South on the west, this collector provides east-west access to 22nd Avenue.

15th Street South (incomplete). From Trail Ridge Road on the west, the collector unites a series of incomplete road segments (Mustang Pass, 15th Street South, and Constitution Boulevard) to provide access to 22nd Avenue.



Western Avenue. From 209 Street at the north, Western Avenue provides a north-south connection that transitions to the 2nd Street/Orchard Street collector which runs east-west.

7th Avenue South (incomplete). From 2nd Street South on the north, this collector provides north-south access to 26th Street South via Tallgrass Parkway. The remaining segment is located between 12th Street South and Remington Street and would be bisected by the 15th Street South Collector.

Christine Avenue. From 8th Street South, this collector provides north-south access to 20th Street South.

17th Avenue. From 6th Street on the north, this collector provides north-south access across the railroad to 8th Street South.

32nd Avenue. From North of Highway 14 Bypass extending to 34th Avenue South through the quarry lakes

Half Moon Route. From Main Avenue (north of 20th Street South) to Main Avenue (south of 32nd Street South), this collector uses several road segments to provide a north-south pathway. The collector is comprised of the following segments: Half Moon Road, Larkspur Ridge Drive, Pine Avenue, and a segment that has not been constructed.

SDSU Collector Route. From 6th Avenue on Jackrabbit Avenue, this collector provides access to Medary Avenue via North Campus Drive.

East Brook / Sunrise Ridge Route. From 22nd Avenue via Sunrise Ridge Road South, 25th Avenue, and Research Parkway, this collector provides access to the employment and commercial centers west of the interstate.

Local Streets:

Local streets provide direct access to and through neighborhoods in Brookings. These streets are narrow, host low traffic volumes at low speeds, and should direct users to the collector and/or arterial networks for longer trips. The local street network should be designed as a grid whenever possible to maximize the walkability/bikeability of an area and to provide redundancy for emergency vehicle access. The local street network is comprised of all public and private streets not designated as arterials, collectors, or highways.

Plan, Budget, and Implement the Street Plan

To implement the city's future street plan (Figure 5.2), the city should follow two guidelines:

1. Reserve Right-of-Way in Advance

The city should work with developers and property owners to reserve right-of-way for major streets in advance of development. This right-of-way should be adequate to accommodate multi-modal facilities, utilities and future expansion. Developers should leave room to extend streets to future adjacent development by leaving stub streets or empty lots where extensions are planned.

2. Build with Development

Brookings and Brookings County should work with developers to extend new roads or to improve existing roads as development demand arises, in conjunction with development agreements. Street construction is one of the costliest pieces of new development, and the high costs of development make it difficult to build new homes at prices that most families can afford. One way to control the cost of local street construction is to avoid overbuilding these residential streets. Local streets that are too wide or have more capacity than current or projected traffic volumes warrant are costly and often encourage speeding.

FORECASTING TRAFFIC IMPACT

One of the greatest challenges to designing a transportation system is to estimate the demand that will be placed on new roadways. In fear of designing for insufficient capacity, the standard practice has been to over-design streets to excess capacity. This preference, coupled with parking minimums, has led to exceptionally wide roadways that encourage speeding, increase the cost of building and maintaining the road system, and create transportation infrastructure specifically oriented to automobiles at the detriment to other road users. However, advantages can be gained by applying context-sensitive design for streets based on realistically projecting demand.

Evaluate implementing a traffic impact analysis requirement for large-scale projects

There are specific advantages for both the city and the development community to using traffic impact studies as a best practice. The city would gain a clearer picture of anticipated traffic demand to identify necessary system improvements (present or future) and to more fairly determine the share of improvements for which an individual developer should be responsible. The development community would also gain a clearer picture of the traffic generated by their site and system issues nearby that may become problematic. From this understanding, developers can make changes to the site design to alleviate future issues while providing an answer to the potential traffic impact.

A traffic impact analysis is not appropriate in all cases because land development projects vary widely based on their location, size, phasing, and the character of traffic expected. For example, a ten-lot residential subdivision adjacent to a collector street would be expected to have minimal impact on the existing transportation network whereas a high density residential complex may produce issues depending on the location and context of the site. This plan recommends that the city consider adopting a policy that would require a traffic impact analysis for large scale projects.

The threshold of when a traffic impact analysis would be required may consider any of the following factors.

- Estimated number of trips generated based on development proposal including the mix of uses (ITE estimates)
- Minimum commercial square footage
- Minimum site acreage (request and consider all phases of proposed development)
- Extenuating circumstances such as the scale of infill development, limited access to appropriate roads classified to support the use, a site which integrates multiple land uses in a complex manner, and other factors as identified.



Apply "Context Sensitive" street design

The below information is adapted from the Institute of Transportation Engineers manual: "Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities"

Context Sensitive Design takes a more holistic approach to transportation planning, where street network design involves deeper consideration of community planning issues such as adjacent land uses, intensity of development, and multiple modes of travel. The desired goal is to design streets that accommodate traffic volumes at speeds that reduce barriers for all users. Features of this approach include:

- "Streets as places", making community identity a key component in street corridor design.
- The surrounding community influences the design of a given roadway, instead of applying a standard cross-section that is applied everywhere.
- Accommodate all modes of travel and make walking, transit, and bicycling more enjoyable and practical.
- Design features that enhance safety by controlling speed and access.
- A street design that may change as it passes through different "context zones" or land uses within the community.
- Capacity provided through a network of streets, rather than widening a single corridor to accommodate more vehicular traffic.
- Concentrate longer trips along limited access routes.
- Focus transit where land uses can support it.
- Measure performance by more diverse standards than just level of service for automobiles.

ESTABLISH STANDARDS FOR PEDESTRIAN AND BICYCLE FRIENDLY DEVELOPMENT

One of the key ingredients to successful communities is active transportation. This is important for the economic and environmental health of communities but also the physical well-being of its residents. Studies indicate that commercial corridors with active transportation infrastructure show significant increases in retail activity. Many factors make a city truly bicycle and pedestrian friendly.

Traits of Bicycle and Pedestrian Friendly Development

Transportation System Design: Pedestrian and Bicycle Friendly Fundamentals

Street connectivity. Development with a high degree of street connectivity (and sidewalks) allows more direct and shorter walking distances in all directions.

Intersection / barrier treatments. A pedestrian friendly transportation system welcomes residents into all environments by integrating measures to help them safely and conveniently cross barriers such as major streets, railroads, and major land developments.

Mixing land uses. For a system to be pedestrian friendly, it must include a mix of origins and destinations within a reasonable walking distance. By situating complementary land uses together - shops, homes, and schools - walking becomes an option.

Trails and pathways. Often a strong recreational amenity, trails are much loved by residents and often play many roles in a community. However, the priority is most often recreation first and transportation a distant second. Trails and pathways can be used to bypass barriers or fill a "gap" that may be missing in the street system.

Site Design: Pedestrian and Bicycle Friendly Fundamentals

Narrow lot widths. In both residential and commercial developments, the width of parcels has a direct correlation with the time that a walker or bicyclist must travel to reach a destination. The time and distance directly affect whether an individual can (considering mobility issues) and will (considering convenience issues) choose to walk.

Clear pathways through the site. Upon arrival to a destination, there should be a clear pathway for a bicyclist or pedestrian to navigate through the site (often a parking lot and drive aisles) to the entrance of the facility or bicycle parking areas. Clearly defined pathways should provide the pedestrian and bicyclist with a route that is safe, convenient, and visible to automobile traffic.

Bicycle racks. Appropriate bicycle parking - site location and rack design - must be included to make any new development bicycle friendly.

Require pedestrian ways in all new development

Require pedestrian routes between parking and entrances

Provide safe local routes to main trails and bike routes

Consider the location of future transit routes in neighborhood design and when designing pedestrian pathways

Example: The Impact of Connectivity on Walkability and Bikeability

The following examples demonstrate the impact that connectivity has on walkability. Both scenarios show a quarter-mile walking distance. The example with high connectivity has a significantly greater reach (greater efficiency) than the low connectivity example which requires the walker to back-track.

High Connectivity Scenario

- Walking Distance: 0.25 mile
- Range/Reach: 0.21 mile
- Efficiency (Range/Distance): 84%



Low Connectivity Scenario

- Walking Distance: 0.25 mile
- Range/Reach: 0.09 mile
- Efficiency (Range/Distance): 36%

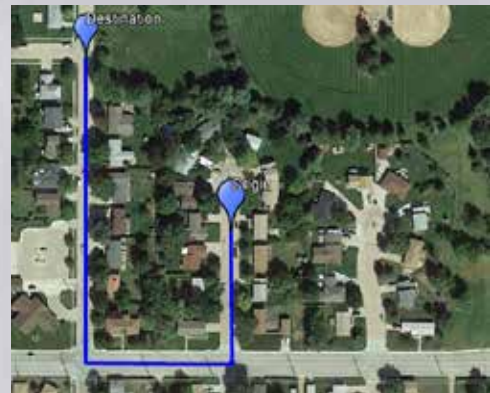
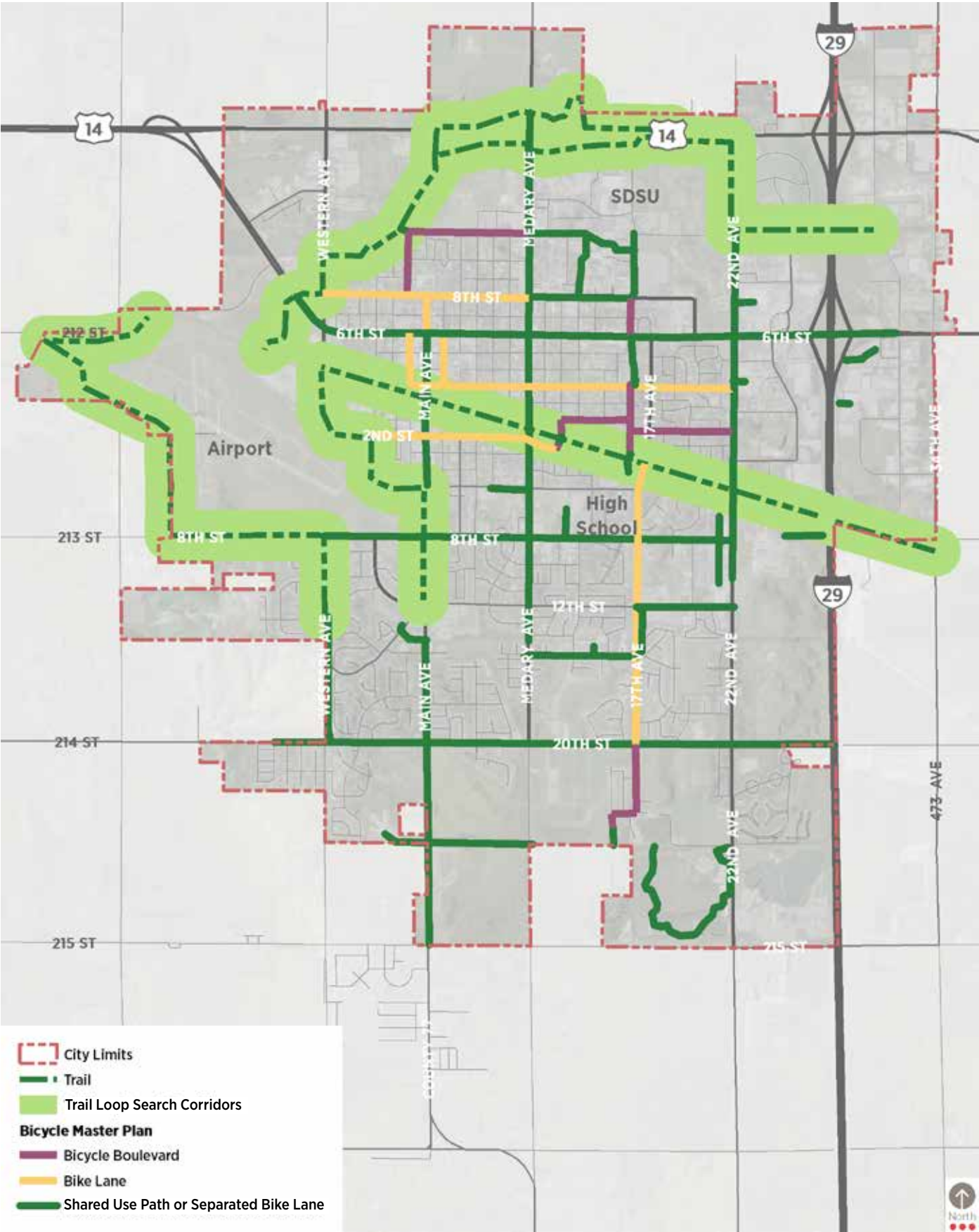


FIGURE 5.3: Bicycle Master Plan



EXPAND THE EXISTING BIKE AND PEDESTRIAN SYSTEM

Bicycle Master Plan

The City of Brookings adopted a Bicycle Master Plan which provides a deeply practical approach to systematically retrofit the existing street network to better accommodate bicycles. The recommendations of the Bicycle Master Plan should be integrated into the city's transportation plan, capital improvements plan, and land development ordinance. The plan identified the following recommended strategies and actions:

1. Support Safe Routes to School (SRTS) planning and programs at all schools in Brookings
2. Enforce bicycling traffic laws for bicyclists and motorists
3. Develop a comprehensive approach to bicycling education
4. Organize and promote bicycle-related events
5. Develop, adopt, and integrate a Complete Streets policy
6. Promote the bicycle facility network
7. Implement and enforce subdivision regulations that support bicycling
8. Increase the number of organizations participating in the Bicycle Friendly Business (BFB) program
9. Employ temporary demonstrations to promote and pilot new bicycle infrastructure
10. Increase City Staff's attention to bicycling issues
11. Evaluate the possibility of a bike share system
12. Develop a bicycle crash evaluation program
13. Create a bicycle count program

Brookings Pedestrian System

The pedestrian system is comprised of sidewalks and trails. Each of these is appropriate for different circumstances and when developed appropriately and consistently, they combine to create a pedestrian system that serves all areas of the city, helps enliven city streets (the front door of the city), and creates a place where people enjoy walking. The expansion and enhancement of the pedestrian system will reinforce the quality of life that residents expect and currently experience. The following strategies and actions are recommended:



Pedestrian Infrastructure and Applications

Sidewalks. Sidewalks provide safe and comfortable transportation for walkers of all ability levels and enliven city streets with activity. The purpose of a sidewalk is to provide a practical transportation route for walkers. Sidewalks should:

- Be located along all city streets. Exceptions should be rare and limited to circumstances where the area served is extremely low density, where trails are provided, and where additional development will not occur beyond the current phase, due to a floodway, for example.
- Be designed to standards required by the Americans with Disabilities Act (ADA).

Trails. Trails provide a place where walkers, runners, and bicyclists can be separate from traffic and enjoy the community. While the priority of trails is often recreational, they can sometimes play a role in the transportation network for bicyclists and, occasionally for walkers. Trails should:

- Be connected to sidewalks to allow pedestrians to reach the trail from their home.
- Strive to be within walking distance of all residents along well-connected sidewalks.

General policy recommendations

Most developed areas in Brookings have well-connected pedestrian pathways, and these features are also incorporated into many new development areas. As a general policy, the following is recommended:

- New streets should have sidewalks on both sides of the street, especially for new collectors and arterials.
- Existing streets should provide sidewalk on at least one side of the street. Priority areas for retro-fitting include:
 - › Arterial and collector streets
 - › Streets within a quarter mile radius of schools and parks
 - › Any gaps within the existing sidewalk network
 - › Evaluate the appropriateness of converting any “desire paths” to permanent pedestrian ways. “Desire paths” are places where pedestrians are actually walking but are not necessarily served by paved pathways, most often visible as worn footpaths.
- As streets require reconstruction, they should include the addition or expansion of sidewalks or sidepaths. In addition to pedestrian pathways such as sidewalks and sidepaths, the potential for bicycle facilities should be evaluated when streets are due for reconstruction or major treatments.
- Construction of sidewalks on existing streets can be done over time in conjunction with other street or infrastructure improvements.

To ensure the needs of pedestrians are met, the city should consider the development of a pedestrian master plan to provide a granular perspective on opportunities to make Brookings more pedestrian friendly. A pedestrian master plan could examine current and proposed policies, compliance issues, and an incremental approach to funding specific pedestrian improvements to improve the network.

Implement the recommendations of the Bicycle Master Plan

Implement the bicycle network identified in the Master Plan

Identify high priority sidewalk or pedestrian ways to plan for safe routes to school

Establish dedicated funding sources to address gaps and maintenance for pedestrian ways and multi-use trails



CREATE MULTI-MODAL STANDARDS

A transportation system should promote a variety of complementary transportation modes including motorists, bicyclists, pedestrians, and transit riders. At present, Brookings has a strong pedestrian system, an emerging bicycle system, and a well-respected and growing on-demand transit service. The use of these modes is expected to grow and should be incorporated into development standards and city budgets.

“Complete Streets”

Description from the Brookings Master Plan

Complete Streets recognize and balance the needs of all street and road users – pedestrians, bicyclists, transit users, and motorists. Complete Streets ensure that no transportation modes are ignored and all street users are accommodated fairly, which most often means that roads become more bicycle-friendly.

These policies are especially effective during street planning and design projects, both for new roadways, reconstructing existing roadways, and roadway retrofit projects. Roadway retrofit projects are those that change the lane configurations of a roadway, lane widths, or on-street parking availability.

Retrofit projects can achieve the goals of Complete Streets policies without requiring a complete reconstruction of the curbs and pavement of a roadway.

Complete Streets policies have numerous benefits for communities. They create streets that are designed more equitably, and provide accessibility to children, seniors, and people with disabilities. They have the ability to transform streets into more:

- Efficient, economically vibrant, safe, connected, and accessible places for the neighborhoods they serve. Bicyclists benefit from Complete Streets in many ways, including slower traffic speeds, more and higher quality bicycle infrastructure, and safer street and intersection designs.



The development of Complete Streets policies is not limited to large cities or regions. Small cities have also had success in developing and implementing Complete Streets, including Albert Lea, Minnesota, a city with a population around 18,000. Albert Lea passed a Complete Streets subdivision requirement in 2009 that supports more walking and biking. In total, over 1,000 cities across the country have already adopted Complete Streets policies, pledging to equally consider all modes of transportation in street design projects.

Retrofitting for Transit

Brookings Area Transit Authority (BATA) currently operates an important and well respected on-demand bus service, a safe-ride program, and service to Sioux Falls. While the recent feasibility assessment did not demonstrate sufficient demand to warrant the transition to a fixed route system, it is likely that it will occur within the 20-year horizon of this plan and therefore, thought should be given to designing developments in a way that can be retrofitted easily for transit or rideshare systems which continue to evolve.

Designing for a transit retrofit is best when it can combine relatively dense urban development patterns, strong pedestrian and bicycle facilities to a central point, and forethought to where demand exists today and will exist in the future. Dispersed, low density development patterns are more difficult to retrofit for transit service.

Develop and adopt a Complete Streets policy

Require all new collector streets to be designed to Complete Streets standards

Develop new design criteria for arterial streets to include options for medians and improved pedestrian environments

Explore ways to retrofit existing development for transit and identify potential future routes

Encourage large new developments to identify a plan for future transit service

MAINTAIN EXISTING STREETS, SIDEWALKS, AND TRAILS IN A STATE OF GOOD REPAIR

Brookings' existing roads, sidewalks, and trails represents a tremendous asset and investment developed over the history of the city. Many communities learned the hard way about the exponential costs and downward spiral created by choosing to defer maintenance in transportation infrastructure. It is essential that the city establish a plan, procedure, and funding mechanism to evaluate and fund road, sidewalk, and trail maintenance.

Establish a dedicated funding source for maintenance

CREATE A FUNDING STRATEGY FOR NEW AND EXISTING STREETS

The creation of new roads and the maintenance of existing streets must be planned, budgeted, and executed efficiently for the greatest public benefit. There are several ways that new streets are financed and constructed including: installation by developers, maintenance by the city; installation cost shared by the city and the developer; and situations where the city upgrades the capacity of an existing street at their full cost or through cost sharing with the developer. Due to the cost of new streets and existing street upgrades, it is essential that a funding strategy be established.

Develop, routinely evaluate, and update an arterial capital improvement plan

Provide dedicated funding source for arterial and collector development

FIGURE 5.4: Implementation Table

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Create a transportation network that provides a safe and efficient means for all users including pedestrians, bicyclists, and drivers	Goal	Ongoing	City Council	Planning Commission, City Staff
Establish a transportation system that will support desirable patterns of community, neighborhood, and economic development	Goal	Ongoing	City Council	Planning Commission, City Staff
Coordinate the transportation and land use plans	Policy	Ongoing	City Council	Planning Commission, City Staff
Implement the Major Streets Plan	Action	Ongoing	City Council	Planning Commission, City Staff
Extend and connect the existing arterial and collector street system	Action	Medium	City Council	Planning Commission, City Staff
Evaluate implementing a traffic impact analysis requirement for large-scale projects	Policy	Medium	City Staff	City Council, Planning Commission, Developers
Apply "Context Sensitive Design" to street design	Policy	Short	City Staff	Planning Commission, City Council
Establish standards for pedestrian and bicycle friendly development	Policy	Short	City Staff	Planning Commission, City Council
Require pedestrian pathways in all new development	Policy	Short	City Staff	Planning Commission, City Council
Require pedestrian routes between parking and entrances	Policy	Short	City Staff	Planning Commission, City Council
Provide safe local routes to main trails and bike routes	Action	Short	City Council	Planning Commission, City Staff
Implement the recommendations of the Bicycle Master Plan	Action	Varies	City Council	Planning Commission, City Staff
Implement the bicycle network identified in the Master Plan	Action	Varies	City Council	Planning Commission, City Staff
Add or expand sidewalks and sidepaths when streets are due for reconstruction or major treatments	Action	Ongoing	City Staff	City Council

FIGURE 5.4: Implementation Table (Continued)

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Evaluate the potential for bicycle facilities when streets are due for reconstruction or major treatments.	Action	Ongoing	City Staff	City Council
Identify high priority sidewalk or pedestrian ways to plan for safe routes to school	Action	Ongoing	City Staff	City Council
Establish dedicated funding sources to address gaps and maintenance for pedestrian ways and multi-use trails	Action	Ongoing	City Staff	City Council
Create multi-modal standards	Policy	Ongoing	City Staff	Planning Commission, City Council
Develop and adopt a Complete Streets policy	Action	Ongoing	Planning Commission	City Council, City Staff
Require all new collector streets to be designed to Complete Streets standards	Policy	Short	City Staff	Planning Commission, City Council
Develop new design criteria for arterial streets to include options for medians and improved pedestrian environments	Policy	Short	City Staff	Planning Commission, City Council
Explore ways to retrofit existing development for transit and identify potential future routes	Action	Ongoing	BATA	City Staff
Encourage large new developments to identify a plan for future transit service	Action	Ongoing	Developers	City Staff, BATA
Maintain existing streets, sidewalks, and trails in a state of good repair	Action	Ongoing	City Staff	City Council
Establish a dedicated funding source for maintenance	Action	Ongoing	City Staff	City Council
Create a funding strategy for new and existing streets	Action	Ongoing	City Council	City Staff
Develop, routinely evaluate, and update an arterial capital improvement plan	Policy	Ongoing	City Council	City Staff
Provide dedicated funding source for arterial and collector development	Policy	Ongoing	City Council	City Staff

6

Municipal Services

Brookings' municipal services provide the foundation that supports everyday life and makes Brookings a safe place to call home. The provision of these services in a cost-efficient manner is a chief responsibility of the city and guides the development and quality of life for the residents who rely on these services.

CHAPTER 6: MUNICIPAL SERVICES

GOALS

Ensure land use, infrastructure, and transportation patterns support the efficient and cost-effective delivery of emergency services.

Guide the extension of infrastructure in a way that supports efficient patterns of community and economic development.

Strengthen existing public facilities and infrastructure strategically to encourage private sector investment and reinvestment, job creation, and to improve quality of life in Brookings.

Establish a regional stormwater management strategy and apply to all aspects of development.

Strategically identify and implement specific initiatives identified in the Brookings Benchmark Baseline Sustainability Report as amended thereto.

CONTEXT:

Foundation of urban life. Municipal facilities and services are the foundation of the community. On this foundation, neighborhoods, commercial ventures, employment centers, and the city's quality of life are built.

Many service providers, including quasi-public entities.

Brookings is served by various public and quasi-public entities that provide services including the Brookings School District, SDSU, Sanford Health Clinic, and many not-for-profit organizations. While all providers are important and should be strengthened, the focus of this chapter are the services provided by the City of Brookings and its affiliates.

Shared responsibility. Infrastructure is developed by a combination of forces – the need for infrastructure is often created by growth in the private sector, while the installation (including specifications, operation, and long term maintenance) is then delivered by the city. The creation of infrastructure must suit the short and long-term needs of the development but also the city.

Resident expectations. Residents currently experience high-quality community services. This service is valued by current and future residents who expect the same level of service and amenities to continue, even with growth.

Condition of facilities and infrastructure. Many of the community facilities in Brookings have seen recent investment through new development, major rehabilitation, enhancement, or feasibility studies.

ISSUES:

City and Brookings Municipal Utilities (shared responsibilities, separate entities). The expansion of infrastructure requires a high degree of planning, communication, and cooperation between the separately managed Brookings Municipal Utilities and the City of Brookings. It is important that the two entities share a common vision on development in Brookings. Continued cooperation and joint planning for all infrastructure expansions and extensions is crucial to insuring such services are efficient, economical, financially sustainable and meet the goals and objectives of both entities.

Stormwater, ground water, and the impact on development.

Brookings has a limited amount of developable land due to the shallow depth to groundwater. Shallow ground water and flat topography limit development and often create higher development costs due to the additional site work including adding soils and addressing stormwater. Flat grades can also increase water and sewer infrastructure costs due to the need for pump and lift stations.

Increasing demand for a growing population. Brookings will continue to grow and, it must expand its municipal services and amenities to meet those new needs.

Cost of infrastructure - lifecycle costs. The cost of installation is too often considered the only cost of infrastructure. However, the cost of operation and long term maintenance immediately passes into the public responsibility. Factors that impact the lifecycle cost of infrastructure include: density of development; infrastructure/amenity durability, street configuration, and many other factors.

OPPORTUNITIES:

Use infrastructure to guide land development. Infrastructure is required for urban land development and should be used as a tool to guide the implementation of this plan.

Greenways and connected stormwater basins. Many developments in Brookings include isolated stormwater detention basins engineered to offset the exact amount of runoff generated by site improvements. While this does fulfill the technical need to manage stormwater onsite, it wastes an opportunity to create a community amenity and restore the ecosystem of the prairie. By creating a system of greenways, connected basins, and regional detention, Brookings could manage its stormwater in a way that can also host trails, parks, amenities, and wildlife.

Premier public facilities. The tradition of excellence with regards to its public facilities sets Brookings apart from its peer communities. By expanding upon this tradition of excellence, Brookings will continue to expand its reputation as a leading city in South Dakota.

BIG IDEAS:

Maintain and expand level of service for the growing population. Brookings offers a high level of municipal services. The focus should be maintaining this level of service to ensure that all residents – current and new – will enjoy the benefits of quality municipal services.

Infrastructure and facilities as economic development. Infrastructure plays a requisite role in the development of land and therefore must be seamlessly integrated into the process of negotiating how land is developed. This comprehensive plan should establish a vision that both the city and BMU can pursue.

Facilities as neighborhood centers. With new land development comes the need for additional public facilities and amenities (public and quasi public) and these features should be intentionally located to anchor the development. If a facility is integrated into a development both resources will benefit.

RECOMMENDATIONS FOR ACTION:

1. Support and strengthen the level of service offered by all service providers including public providers and quasi-public providers (including the Brookings School District, the South Dakota Children's Museum, SDSU, and others)
2. Maintain all facilities in a state of good repair, continually evaluate facility use and adapt accordingly to best serve the market, and expand services to meet the needs of the growing community
3. Maximize public safety through site design
4. Establish a funding mechanism for the maintenance of all types of public facilities to ensure the long term viability and efficiency of public infrastructure
5. Coordinate infrastructure extensions to reflect the shared goals of the City of Brookings and Brookings Municipal Utilities
6. Coordinate stormwater ordinances with the vision of the land use plan
7. Develop creative measures to increase efficiencies of solid waste through more environmentally sustainable management practices.

INTRODUCTION

The provision of health, safety, and welfare are chief responsibilities for the Brookings City Government. The purpose of this chapter is to evaluate the current level of service, issues, challenges, and opportunities to enhance municipal services within Brookings. The section provides a review of each public facility system.

RECOMMENDATIONS

SUPPORT AND STRENGTHEN COMPLEMENTARY SERVICE PROVIDERS

Services that enable residents to experience a high quality of life are offered by a variety of providers including the City of Brookings, the Brookings School District, SDSU, the South Dakota Children's Museum, and other community organizations.

In pursuit of a stronger community, these organizations often develop strategic plans (much like this comprehensive plan) to allow them to better serve their constituents and position themselves for long term success. While their specific goals may be different, their general missions are most often aligned with the purpose of creating a stronger community.

Work with providers to align mission statements and coordinate actions of mutual benefit

Many of the major institutions and organizations in Brookings have created strategic plans. These plans often articulate a vision for what they would like to achieve in the next 10-years with implementation steps classified as short-term, mid-term, and long-term. Together, these plans provide a roadmap of the actions needed to accomplish their goal.

By coordinating the plans, it is possible to identify the places where the various plans intersect. These alignments can help identify projects that will leverage resources, energy, and outcomes for the greatest benefit.

Accommodate growth and modernize services by creating high quality community facilities that match the pride citizens have for Brookings

By continuing to create high quality community facilities that match the pride its citizens have for their community, the city will be well positioned to accommodate growth and modernize its services and amenities. This includes expanding services proportionate to projected growth and encouraging cooperation between service providers, both public and non-public, as previously described.



Continuing to modernize facilities is also important as it ensures that current facilities will function well in the future. Examples include determining the needs for the public safety center, replacing and retiring out-of-date equipment and facilities, and building new facilities with state-of-the-art equipment to continue serving the population with the highest possible quality of services. Other ways to modernize services include integrating information technology into processes to reduce costs, increase transparency and communication, and provide better services.

To ensure that services are meeting resident standards, a mix of current metrics and national metrics should be used. Certain facilities, like parks, can be increased proportionately to the increase in population. National metrics provide the city a goal to strive toward.

MAINTAIN FACILITIES IN A STATE OF GOOD REPAIR AND CONTINUALLY ADAPT FOR A GROWING POPULATION

The growing population and geographic expansion of the city will mandate new facilities in new development areas. However, the city should still prioritize the maintenance of existing facilities to continue serving the current population, neighborhoods and districts. The city must balance its focus and resources to serve the full population including existing development and new development areas. Making sure new demand is served through the proper and efficient extension of services will ensure the long-term sustainability of the system for future generations.

Continue to maintain facilities and equipment on a routine schedule

Currently, the City of Brookings does a good job of continually evaluating facility use and maintenance needs over time. Doing so provides some regularity in year-to-year budgets by spreading out large repairs and capital projects. In addition, maintaining facilities in a state of good repair prolongs the life of facilities

and equipment, saving money and making more efficient use of taxpayer dollars. On the other hand, deferring maintenance causes services to suffer while requiring higher costs over time.

Working with other service providers to ensure minimum standards of quality and maintenance, the city can produce benefits for non-city owned entities. It can do so by setting standards and helping them evaluate the need, location, and functional suitability for public buildings to prevent inefficiencies.

Use high quality materials and equipment

High quality facilities and using quality equipment can reduce maintenance costs, in addition to accommodating growth and modernizing services. Using high quality materials can reduce the annual maintenance costs of a building while providing a more attractive exterior. In addition, purchasing buildings and equipment with a larger upfront cost but longer life span can also reduce ongoing expenses in the long run.

Work with providers to evaluate the need, location, and functional suitability for public buildings

Public buildings represent a major investment in the future of the city. These buildings should be maintained in a state of good repair and regularly evaluated for appropriateness.

A facility and the underlying property should be maintained and used while it is appropriate for that primary use. However, when demands change, it should be studied to determine its future - can it be adjusted to serve its current purpose better or should it be re-purposed. If its current use is no longer practical, several options should be considered:

- Is the facility appropriate for another public use?
- Is the location appropriate for another public use?
- If not, can the building/site be put to a private purpose that is supportive of the goals of this plan (examples: housing; business development, recruitment and retention)?

Balance the intensity of development and response times to locate facilities, including fire stations and branch police stations.

The character of growth in Brookings will impact the ability and cost of providing essential public services to new development areas. Development proposals should be evaluated with this perspective in mind - how will residents and homes in these areas receive emergency services and costly infrastructure extensions - and developments should be adjusted to reflect this need and cost.

Considering Life-Cycle Costs

The provision of municipal services is never a one-time investment but instead requires attention and reinvestment through the life-cycle of the facility or equipment. Facilities should be evaluated regularly and improved to ensure they remain in a state of good repair. The following provides an example of how life-cycle costs should be considered upfront, which can then be easily incorporated into a public facility maintenance schedule.

Example: Material Choice for New Building

New Building, High Quality Materials

- Construction Cost: \$1.4 million
- Annual Utilities Cost: \$15,000
 - Staff Cost: \$90,000
- Regular Maintenance Cost: \$200,000
 - Expected Lifetime: 30 years
- Total Lifetime Cost: \$10.6 million
- Average Annual Cost: \$351,667

New Building, Low Quality Materials

- Construction Cost: \$1.1 million
- Annual Utilities Cost: \$16,000
 - Staff Cost: \$90,000
- Regular Maintenance Cost: \$220,000
 - Expected Life: 25 years
- Total Lifetime Cost: \$8.9 million
- Average Annual Cost: \$354,016



MAXIMIZE PUBLIC SAFETY THROUGH SITE DESIGN

Clearly define public and private spaces

Undefined spaces can often leave visitors feeling unwelcome and unsafe. Well-defined public spaces are places where people can literally see and be seen. These spaces increase the level of positive interaction that is the essence of a quality neighborhood. Hidden or neglected public spaces have the opposite effect, attracting nuisances and sometimes crime, and being scary or off-putting places that people avoid.

Design spaces with natural surveillance

Areas with natural surveillance are designed to have physical features that can include walkways, gathering areas, roadways, and structures that eliminate hiding places and increase human presence and supervision.

Maintain public spaces and enforce existing codes to create environments that feel well-kept and safe

Property maintenance can have significant impact on a visitor's comfort level. Areas filled with litter and overgrown landscaping can feel unwelcoming and unsafe. Studies have shown that the best way to combat property damage and illegal activity is to create a strong sense of ownership. If a public space feels "owned" by the community, and any damage is quickly cleaned up or removed, criminal activity often decreases.

Prohibit developments with one access point

Large developments with one access point can leave homes and business isolated during emergencies. The more access points or street connections that a development has, the easier it is for emergency personnel to reach areas in need of their services.

Neighborhoods with a high degree of connectivity can improve emergency response times as well as offer alternative routes for motorists and pedestrians.

ESTABLISH A FUNDING MECHANISM FOR THE MAINTENANCE OF PUBLIC FACILITIES

Maintaining public facilities is a priority of the city, so establishing a funding mechanism to maintain all types of public facilities is essential to ensuring the long term viability and efficiency of public infrastructure and services. In some cases, services will be covered or partially covered by fees, while in other cases, grants and cost-sharing will be required. In all situations, a facility maintenance schedule is necessary.

Incorporate new facilities and enhancements into the capital improvements plan (CIP)

Many community facilities in Brookings have recently had investment through new development, major rehabilitation, enhancement, or feasibility studies. However, the city still should maintain a "facilities and enhancement construction and maintenance schedule" to budget for expenditures in a predictable manner. This could then be incorporated into the capital improvements plan (CIP), allowing the consideration of the full life cycle costs of new projects. In addition, life cycle cost analysis can provide the city a better idea of the difference in long-term cost effectiveness of different measures such as the use of high quality materials.

Identify funding sources

Local public funding will be the primary method for funding new enhancements for public services. Part of this will require creating a strategy for successful bond issues which will likely require marketing and educating the public on the issue. Other local funding sources such as economic incentives or cost-sharing where developers can also play a role.

In addition to local funding of maintenance and public service provision, alternative funding sources can be identified. State and federal grants are often able to assist with the construction of new facilities, often for innovative approaches such as green infrastructure.



Private foundations and philanthropy can also be an effective source of funding for projects with appropriate public recognition and memorialization. These sources should be identified prior to projects as the life cycle costs are being determined as they could make projects feasible that may not be using local public dollars alone. Specific funding sources are identified in the implementation chapter of this plan.

Create a strategy for successful bond issues

Every project is different and therefore the strategy for a successful bond issue can be different but there are well documented approaches that have been shown to be successful. With any bond issue the city should establish a strategy that:

- Ensures the greatest benefit to the largest portion of the community
- Establishes why this is important to the community and the talking points that communicate the message to residents
- Establishes a marketing plan to communicate the importance of the project to residents and how they will personally benefit

Having a well documented understanding of the need and benefit of any project is the first step to any successful strategy.

COORDINATE INFRASTRUCTURE EXTENSIONS

Brookings will continue to grow and, it must expand its municipal services and amenities to meet those new needs. Currently, numerous entities including the City of Brookings, Brookings Municipal Utilities, and other groups are involved in long-term infrastructure planning. Coordinating the process of evaluating infrastructure extensions can make development easier and more efficient.

Promote development consistent with the comprehensive plan

The City of Brookings has a limited amount of developable land within and adjacent to the existing city; therefore development must be done in a thoughtful manner that will use resources in the most efficient and cost effective manner. Extension of infrastructure must be maximized and therefore very low density development in many areas is not the best use of infrastructure resources or developable land. Expedited permitting or density bonuses can be provided for projects that incorporate elements that advance the goals of this plan. In this way, policies for infrastructure extensions can be used to guide land development.

Consider a policy to evaluate the cost-benefit analysis of infrastructure extensions

Extending infrastructure, including water and wastewater lines, is an expensive part of land development, and only the upfront cost of expansion is typically considered by developers. The City and BMU should continue to evaluate the cost-benefit or appropriateness of infrastructure extension to ensure that taxpayer dollars are being utilized efficiently and legally.



Requiring a cost-benefit analysis will show whether a development will pay for its own costs through additional taxes and user fees or if taxpayers and rate payers are subsidizing the development. Including life-cycle costs provides a more effective and longer-term understanding of the factors at play. By creating these policies, the city can ensure that development is cost-efficient for the long-term and therefore promote development consistent with the comprehensive plan.

While a cost-benefit analysis is an important tool to evaluate the cost of a development, the city should keep an open mind to projects with the potential to significantly advance the community's vision. Examples may include model projects that will demonstrate the viability of certain approaches to development such as:

- Innovative neighborhood design
- Locally untested housing products,
- New stormwater management techniques

The city may consider working with the SDSU Engineering Department or others to establish a template cost benefit analysis that can be easily completed for new project.

COORDINATE STORMWATER ORDINANCES WITH THE LAND USE PLAN

Brookings has a limited amount of easily developable land due to the shallow depth to groundwater and its flat topography. These factors create higher development costs due to the additional site work such as adding fill and addressing stormwater. Flat grades can also increase water and sewer infrastructure costs due to the need for pump and lift stations. The city must coordinate its stormwater ordinances and development standards to match the vision of the land use plan.

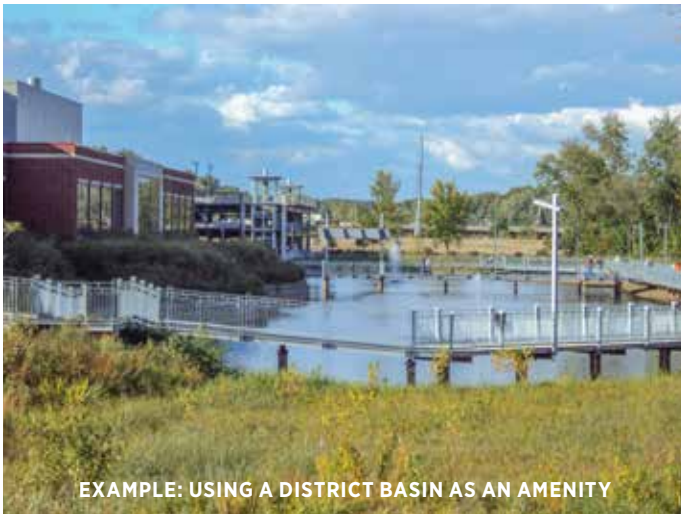
Evaluate ordinance updates that would require stormwater management to be integrated as a site amenity

Many developments in Brookings have included isolated stormwater detention basins engineered to offset the increased peak runoff rate generated by site improvements. These may include underground storage facilities that offer no site or neighborhood benefit other than controlling the stormwater.

Updating the city's ordinances to integrate stormwater management as an amenity can provide benefits to developers, residents, and the city as a whole. It should prioritize the following:

- Mitigate flooding and peak runoff (required)
- Provide a site amenity for residents
- Support the creation of a regional amenity such as a trail, nature preservation area, or regional detention basin
- Restore the native prairie ecosystem

Often stormwater facilities can be planted with native prairie species to provide valuable habitat. In this way, stormwater infrastructure can be much more than a technical need which must be fulfilled.



EXAMPLE: USING A DISTRICT BASIN AS AN AMENITY



EXAMPLE: DISTRICT BASIN BOARDWALK AND PLAZA

Evaluate ways to incentivize innovative approaches to stormwater management

In addition to traditional stormwater management practices, the city should incentivize more innovative approaches. Often, this can provide more attractive infrastructure and amenities at less cost, while still providing the same levels of public service.

Green infrastructure is one such innovative way of managing stormwater. Green infrastructure approaches water management by protecting, restoring, or mimicking the natural water cycle by using trees and wetlands to effectively capture, filter, and infiltrate water. As opposed to more traditional gray infrastructure (concrete channels, pipes, and water treatment plants), green infrastructure effectively and economically enhances community quality of life. Bioswales can also provide attractive connecting corridors between detention basins, which paired with trails and parks, creates a connected recreational system that fulfills other community purposes.

These types of initiatives should be incentivized through shared cost, density bonuses or other approaches that are appropriate to Brookings.

Identify area(s) for larger regional detention

Developers typically address stormwater management on a site-by-site basis. However, looking at a larger level, basins could potentially be combined in such a way to provide a larger amenity to serve nearby neighborhoods. This can also free up valuable land for development, while still providing a similar amenity nearby. Where possible, developers should evaluate the benefits of combining stormwater management facilities to create larger areas to host trails, parks, amenities, and wildlife.

While the individual development costs of conveying stormwater to a regional basin can be higher, these costs should be weighed against the benefits including the greater impact on future development patterns and the residents that it will service.



EXAMPLE: NATIVE PRAIRIE RESTORED AS AMENITY AND GREEN INFRASTRUCTURE



EXAMPLE: A PEDESTRIAN PLAZA THAT INCORPORATES NATIVE PLANTINGS, A DETENTION BASIN, AND PERMEABLE PAVERS

FIGURE 6.1: Implementation Table

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Ensure land use, infrastructure, and transportation patterns support the efficient and cost-effective delivery of emergency services.	Goal	Ongoing	City Council	Planning Commission, City Staff
Guide the extension of infrastructure in a way that supports efficient patterns of community and economic development.	Goal	Ongoing	City Council	BMU, City Staff
Strengthen existing public facilities and infrastructure strategically to encourage private sector investment and reinvestment, job creation, and to improve quality of life in Brookings.	Goal	Ongoing	City Council	City Staff
Establish a regional stormwater management strategy and apply to all aspects of development	Policy	Medium	City Staff	Planning Commission, City Council, Consultant
Support and strengthen the level of service offered by all service providers including public and quasi-public providers	Goal	Ongoing	City Council	City Staff, Service Providers
Work with providers to evaluate the need, location, and functional suitability for public buildings	Action	Ongoing	City Staff	City Council, Service Providers
Accommodate growth and modernize services by creating high quality community facilities	Action	Ongoing	City Council	City Staff, Service Providers
Continue to maintain materials and equipment on a routine schedule	Policy	Ongoing	City Council	City Staff
Work with providers to evaluate the need, location, and functional suitability for public buildings	Action	Ongoing	Advisory Committees	City Staff, City Council
Balance the intensity of development and response times to locate facilities, including fire stations and branch police stations.	Policy	Ongoing	City Staff	City Council
Maintain public spaces and enforce existing codes to create environments that feel well-kept and safe	Action	Ongoing	City Staff	City Council
Prohibit developments with one access point	Policy	Short	Planning Commission	City Staff
Maintain all facilities in a state of good repair, continually evaluate facility use and adapt accordingly to best serve the market, and expand services to meet the needs of the growing community	Action	Ongoing	City Staff	City Council, Service Providers
Establish a funding mechanism for the maintenance of all types of public facilities to ensure the long term viability and efficiency of public infrastructure	Action	Ongoing	City Council	City Staff

FIGURE 6.1: Implementation Table

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Incorporate new facilities and enhancements into the capital improvements plan (CIP)	Action	Ongoing	City Council	City Staff
Identify funding sources for public facility maintenance and development	Action	Ongoing	City Council	City Staff
Create a strategy for successful bond issues	Action	Short / Ongoing	City Staff	City Council
Coordinate infrastructure extensions to reflect the shared goals of the City of Brookings and Brookings Municipal Utilities	Action	Medium	City Council	City Staff, BMU
Promote land development consistent with the comprehensive plan	Policy	Ongoing	Planning Commission	City Council, City Staff
Consider a policy to evaluate the cost-benefit analysis of infrastructure extensions	Policy	Short	City Council	City Staff, BMU
Coordinate existing stormwater ordinances with the vision of the land use plan	Policy	Ongoing	City Staff	Planning Commission, City Council
Evaluate ordinance updates that would require stormwater management to be integrated as a site amenity	Action	Short	Planning Commission	City Council, City Staff, Developers
Evaluate ways to incentivize innovative approaches to stormwater management	Action	Short	City Staff	City Council, Developers
Identify area(s) for larger regional detention	Action	Medium	City Staff	Consultant
Strategically identify and implement specific initiatives identified in the 2014 Brookings Benchmarks Baseline Sustainability Report as amended thereto.	Goal	Medium	City Staff	Advisory Committees, City Council
Develop creative measures to increase efficiencies of solid waste through more environmentally sustainable management practices.	Action	Medium	City Staff	Advisory Committees, City Council

7

Quality of Life

The quality of life that residents experience is based on a variety of factors including many that are deeply personal. The focus of this chapter is the foundation of services that the community can provide to enable its residents to thrive.

CHAPTER 7: QUALITY OF LIFE

GOALS

Provide park and recreation facilities, programs and services that are connected and accessible to all Brookings' residents.

Encourage the creation of places where residents and visitors can gather, be active, and build social connections.

Promote the advancement, development, and appreciation of public art into community amenities.

Encourage environmentally friendly construction methods and use of recyclable, green "sustainable" materials.

CONTEXT:

A combination of factors. Quality of life is the combination of factors that contribute to the overall sense of well being that residents of a place experience. While many distinct factors combine to form a person's quality of life, this chapter examines the primary factors in the public realm that influence quality of life.

- Park and recreational facilities
- Trails and sidewalks
- Commercial, residential, and civic character
- Culture and the arts

Provide service for future generations. Quality of life features in Brookings must keep pace with the growth of the community to ensure that future residents are afforded the same opportunities that residents enjoy today.

Community appearance and urban design. Quality of the built environment and the image of the city, both internally and externally, is important to many residents. While there are many great neighborhoods around the city, there are also places for improvement.

ISSUES:

Emerging disparities. As Brookings continues to grow, the city should be proactive with regards to quality of life amenities. A lack of investment and planning can lead to social and economic disparities. Special attention should be paid to providing resources to disadvantaged neighborhoods with safe and comfortable access on foot or by bicycle to jobs and resources.

Gaps in trail service. While a strong community amenity, there are many neighborhoods located more than a quarter-mile from the nearest trail. The trail serves as a recreational feature in its own right but also serves to connect several major park resources together in addition to employment centers.

Minimal landscaping requirements. Over the years landscaping and buffer requirements have been sporadic. A corridor like South Main is a good example. As one moves south along the corridor, landscaping decreases, sidewalks are adjacent to the street with no buffering, and parking areas have no internal landscaping. This creates a corridor that is less welcoming, uncomfortable to pedestrians, and increases stormwater run-off.

Evolving recreation interests. Over time recreation demands change and cities must be prepared to adjust and meet new demands. Park spaces should be flexible and new park land identified ahead of or with development to ensure a high level of service.

OPPORTUNITIES:

Cultural amenities. Brookings has a healthy supply of cultural offerings generated by SDSU and other organizations well beyond what would be expected from a similarly sized city.

Strong offerings today. Brookings is able to provide excellent opportunities for its residents to experience a good quality of life. From its park and recreational opportunities, public gathering spaces including sporting venues, performance spaces, and commercial shops to its ready access to cultural amenities including museums, programs at SDSU, and public events.

Bicyclist and pedestrian population. Brookings has a relatively large segment of the population interested in using a bike or their own two feet for recreation and/or transportation; this is evident across the SDSU campus and the high volume of use that the trail system receives.

Emerging trail network. The existing trail system is well-used and well-respected by its residents. The Brookings Bicycle Plan proposes connecting existing trails to create a loop that will encompass the entire city. Expansion of the trail system, in addition to a strong on-street network, will create a system that has both recreation and transportation benefits.

Strong park system. Brookings has a strong park system both in terms of geographic distribution and the total number of park acres per capita. This system also appeals to a regional population with several first class community and specialty parks.

Strong sense of community. Brookings has a strong identity, both internally and externally, and residents care about the quality of the built environment. This creates great opportunities to expand amenities to developing and redeveloping areas.

BIG IDEAS:

Serve all residents with parks, trails, and community features. The city should strive to provide all of its residents with convenient access to quality of life features. The system is strong today but the city should invest in serving all of its neighborhoods, present and future. Neighborhood should be designed to engage all residents in a sense of community focused around common amenities and experiences.

Connect park and community amenities with trails. While many neighborhoods are served with park amenities, the park system can become even stronger when these individual resources are connected.

Integrate quality of life features into development. As Brookings continues to grow, new developments should create vibrant multi-use destinations that support activities and residential settings for multiple generations.

New developments should create great places where Brookings residents can gather and socialize. On any beautiful evening in Brookings one can find residents enjoying the Nature Park, trails, or downtown. Future park space should capitalize on stormwater retention to create water features that attract people, while new commercial spaces should mix uses and offer outdoor dining and common open spaces.

Greater attention should be given to landscaping and design. This is especially important along key corridors where visitors have their first impressions of the community and residents spend the greatest amount of time in the public realm.

RECOMMENDATIONS FOR ACTION:

1. Implement the recommendations of the Brookings Park Master Plan and update the plan regularly
2. Maintain all facilities in a state of good repair, continually evaluate facility use and adapt accordingly to best serve the market
3. Add park land to the system to ensure the same level of service as Brookings continues to grow
4. Use trails and greenways to connect the city's existing and future parks through a linear recreation system
5. Identify and implement new programs and policies for funding park expansions and enhancements
6. Implement land use regulations that support mixed use neighborhoods centered around common park or quality of life amenities
7. Maintain the city's heritage through historic preservation
8. Improve landscaping regulation
9. Upgrade site design standards
10. Promote inclusive and well-connected neighborhoods
11. Develop and implement a public art master plan

INTRODUCTION

Brookings provides a high quality of life to its residents, not only by providing valuable jobs and homes, but also through community amenities such as parks, trails, cultural facilities, and good schools. Continuing to support that quality of life is important to residents. While the city continues to grow around them, residents want to make sure that the features they love about Brookings remain constant. This is important for existing residents but also to businesses trying to attract and retain employees. A city that looks good and offers a great quality of life allows people the opportunity to expand their horizons, encourages a sense of community, advances creativity, and creates happy residents. Happy and engaged people are ultimately more productive and connected to their community. These attributes are especially important to a community that is trying to attract and retain the next generation workforce.

IMPLEMENT RECOMMENDATIONS OF THE PARK MASTER PLAN

Brookings has a number of excellent parks but park maintenance and expansion must remain a priority. Park acquisition and financing must be separate from maintenance budgeting and the expansion of the system has to be done with a long-term vision.

Prioritize and identify funding sources for key recommendations with the Park Master Plan

Over the years cities have found a variety of ways to fund park expansion and maintenance. These have included:

- User fees for maintenance
- General fund dollars for maintenance
- General obligation bonds for larger upgrades and expansions. These must benefit a broad section of the community to be effective - if special projects could be viewed as benefiting only a portion of the population or community, these projects often need to be bundled with others to extend the reach of the bond issue.
- A park land dedication ordinance that supports the development of neighborhood parks in developing areas. This can be done by requiring either a land dedication or payment of cash in lieu of a dedication by developers as a condition of subdivision plat approval. The development of these spaces can be phased in as growth occurs within an area. Ultimately everyone benefits from this type of approach – one development does not have to cover the full cost of including a park, and they have added value to their development because of the appeal neighborhood parks have for buyers.
- Team with local civic organizations and philanthropist to fund the expansion of improvement of the park system
- Public/private partnerships that combine the development of public spaces with the long-term maintenance of those facilities

MAINTAIN ALL FACILITIES IN A STATE OF GOOD REPAIR AND CONTINUALLY EVALUATE FACILITY USES

The cost of maintaining existing parks is increasing, especially as facilities age, but maintenance and adjustments to changing interests builds community pride and quality of life.

Budget adequately for the maintenance and improvement of existing parks on an annual basis

A systematic assessment of maintenance needs and priorities will help ensure that funds for operations and maintenance are both adequate and targeted to address key needs. This assessment begins with developing and maintaining a thorough inventory of the conditions, with maintenance and replacement needs, of existing parks and facilities. It then establishes a maintenance standard and sets criteria and investment priorities. Establishing a level of expectation within the community through a systematic approach can help ensure adequate annual funding through the city's budget process.

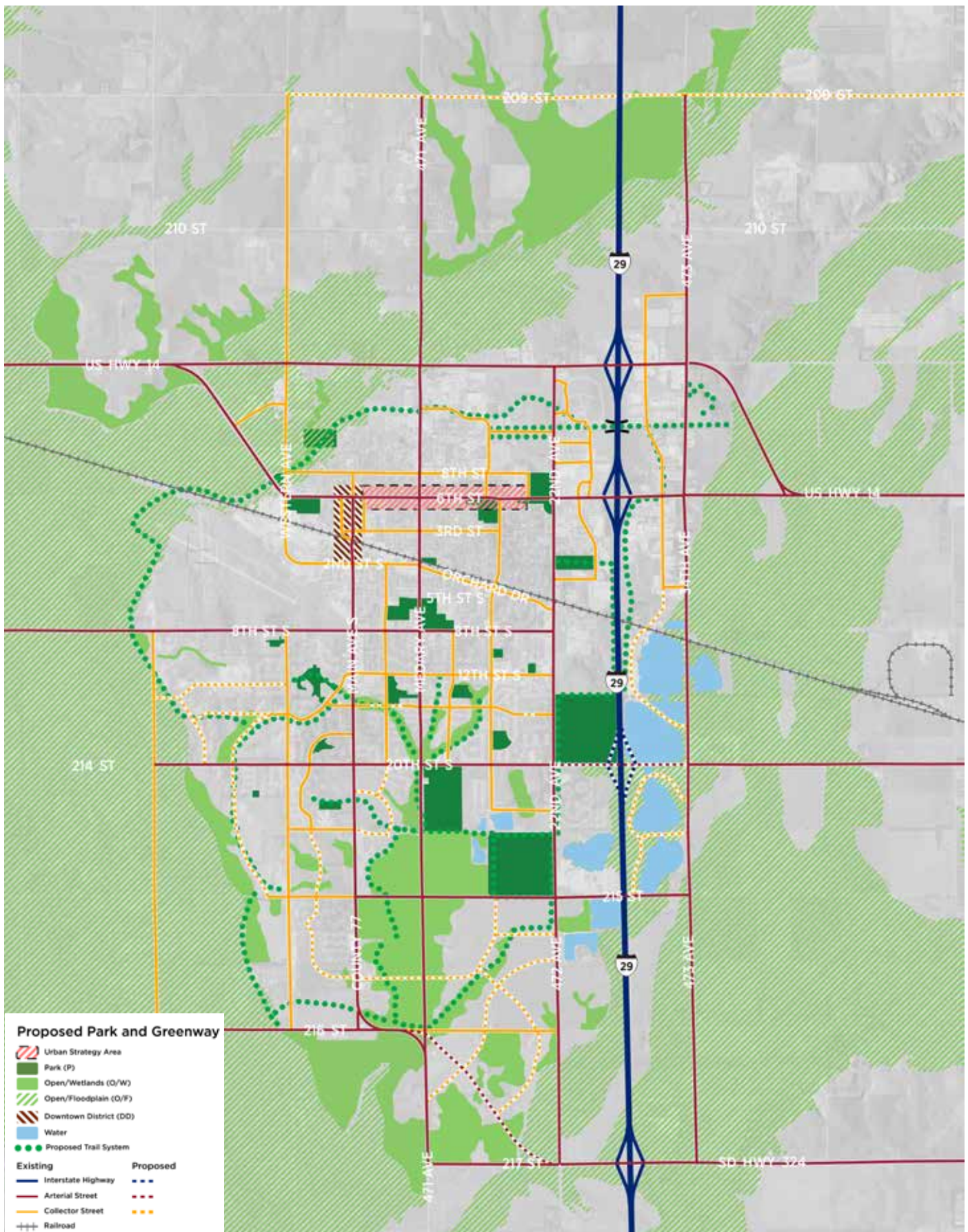
Continually evaluate recreation trends and demands to adapt to changing community desires

Recreation trends are continually evolving, from tennis courts in the 1970s to soccer fields today. Changing interests and trends should be evaluated to ensure that the city's park system continues to meet the needs and desire of residents. This often occurs through regular conversations with special interest groups and advocates.

Regularly review facilities, use and strategic interventions

The above section on budgeting recommended the establishment of a thorough inventory of existing facilities. This inventory should be regularly reviewed to ensure that new issues have not arisen, and interests have not evolved.

FIGURE 7.1: Proposed Park and Greenway System



ADD PARK LAND TO THE SYSTEM TO ENSURE THE SAME LEVEL OF SERVICE AS BROOKINGS CONTINUES TO GROW

Parks and recreation are a vital component of community life; therefore, it is essential that the city provide additional facilities as the community grows. Expansion is necessary to maintain a high level of park and recreation services that boosts the city's competitive position for attracting both residents and visitors.

Expand the city's neighborhood park system to growth areas

Within areas that are already developing the city must take more aggressive steps to identify and secure property for neighborhood parks. Expansion of regional facilities and sport complexes have occurred in growth areas on the south side but neighborhood park space has lagged. For areas that have not already seen development the city must implement a park dedication system that ensure new neighborhood parks are developed in conjunction with new growth (see above initiative).

How the city grows is also very important when considering the demand for neighborhood parks. Neighborhood parks serve a smaller area and should be located within walking distance of new dwellings. When considering how to service new development with neighborhood parks, the following should be considered:

- More dispersed development will require more parks to service a smaller population, thus increasing the overall cost of maintaining the components of the overall park system
- If incorporated into a larger development, the park may need to be larger (adding several acres and activities) but will often be more cost effective than several smaller parks which duplicate facilities and maintenance needs.
- Neighborhoods that integrate a neighborhood park as a central feature should be encouraged as they: increase use, contribute more to the value of a development, require a similar amount of maintenance as less used park resources.

Add to the city's community park system through the preservation of areas prone to water issues, potentially including areas in the floodplain or with high water tables

As the city grows in population new community parks will also need to be added. Residents should expect the city will maintain the current level of service or acres per resident that exist today. Surrounding the city is a large floodplain and significant areas where standing water occurs regularly. These areas provide a great opportunity to enhance stormwater protection, connect residents to the region's ecosystem, and expand the city's parks system. These parks may have to be slightly larger to ensure good stormwater protection and adequate space for park amenities.



Cities often purchase park land with a phased approach to development of that land. For a larger community park the land may even be purchased well ahead of residential development but with a longer term vision toward residents' needs. Ultimately these areas should be connected to surrounding neighborhoods, the park system, and major community destinations through existing greenways and the trail system.

USE TRAILS AND GREENWAYS TO CONNECT THE CITY'S EXISTING AND FUTURE PARKS THROUGH A LINEAR RECREATION SYSTEM

Trails and greenways can be one of the best ways to expand park access to the widest audience. Brookings is a safe community its residents should feel comfortable walking or riding a bike to their nearest park and should feel assured that they will have a good experience once they arrive. Safe routes to those parks can be the final hurdle to creating greater access.

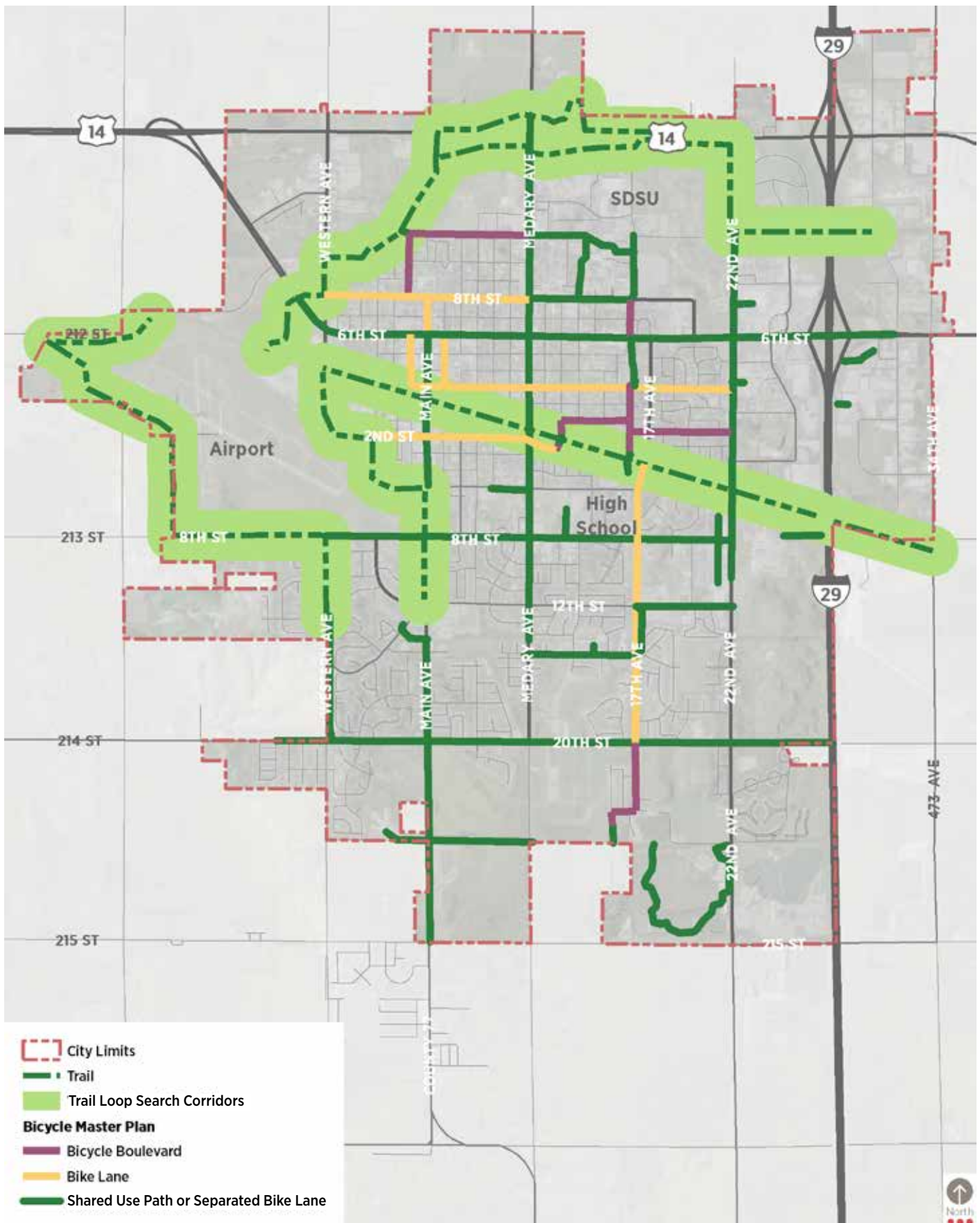
Implement the Bicycle Master Plan (see Chapter 5 and Transportation initiatives also)

Brookings' Bicycle Master Plan outlines an extensive list of potential projects that can connect key destinations. The plan includes priority projects, design standards, funding sources and responsibilities. This system can be easier and sometimes a more affordable way to connect residents in underserved neighborhoods to parks and recreation facilities.

Require buffers along drainageways both for protection and to create corridors that connect destinations together

The city's drainageways and low-lying areas are a great way to improve stormwater management and create corridors of connectivity. A small additional buffer should be added to the drainageways, both to add protection and provide space for trail linkages. The existing trail south of 20th Street South along Medary where the drainageway parallels the street and the trail parallels the drainageway to the west provides a comparable scenario.

FIGURE 7.2: Future Trail and Infrastructure Plan - Brookings Bicycle Master Plan



IDENTIFY AND IMPLEMENT NEW PROGRAMS AND POLICIES FOR FUNDING PARK EXPANSIONS AND ENHANCEMENTS

Park funding has historically been done on the local level as compared to other infrastructure like roads that may be eligible for state and federal assistance. As outside dollars begin to shrink these services will depend more and more on local dollars making park funding even more competitive. Communities need to continue to find innovative ways to fund park maintenance and expansion.

Adopt a park land dedication ordinance

Neighborhood parks are a fundamental component of any park system. These are the parks where families walk for playground time or a picnic. They are the spot where neighbors interact and connect with their community. In the past there has been no set policy or ordinance to ensure that new neighborhood parks are developed in growing areas. To the extent permitted by state law, the city should adopt a park land dedication ordinance to assist in the acquisition of neighborhood park land. This can be done by requiring either a land dedication or payment of cash in lieu of a dedication by developers as a condition of subdivision plat approval. The development of these spaces then can be phased in as growth occurs within an area. Ultimately everyone benefits from this type of approach – one development doesn't have to cover the full cost of including a park, and they have added value to their development because of the appeal neighborhood parks have for buyers.

Develop a Park Expansion Trust Fund

A park dedication ordinance should not put an additional burden on the development of new affordable housing. Community leaders may want to consider the development of a park trust fund that could be called upon if a development provides additional affordable housing. The cost of providing additional park land or a cash in lieu payment could be offset through trust fund dollars if the development were to provide a certain percentage of housing in price points that meet the city's workforce housing demand.

Team with local civic organizations and philanthropist to fund the expansion and improvement of the park system

The city should develop partnerships and sponsorships with local organizations to assist with the improvement and expansion of the park system. For smaller neighborhood parks partnerships with civic organizations can assist in the maintenance and fundraising for smaller scale improvements, such as new playground equipment. For larger scale or community parks the city should consider teaming with local businesses or philanthropists to fund or sponsor expansions. These often include naming rights and other recognitions for the sponsoring company.



IMPLEMENT LAND USE REGULATIONS THAT SUPPORT INTENSITY BASED OR MIXED-USE NEIGHBORHOODS, CENTERED AROUND COMMON PARK AND QUALITY OF LIFE AMENITIES.

Brookings regulates development with traditional ordinances that often silo uses. The land use approach outlined in Chapter 3 uses character, intensity, and performance as the primary measures of land development. This does not mean that the city's existing ordinance needs to be discarded but should be reviewed for key hurdles to creating mixed-use neighborhoods.

Implement the land use guidelines outlined in the land use section of the plan.

Chapter 3 outlined the benefits of encouraging a mix of land uses and activities. Implementation of an intensity-based approach combines like uses and encourages the creation of more vibrant centers of activity. These centers add to residents' quality of life by improving access to daily services, jobs, and entertainment options.

Direct city investments and redevelopment dollars toward mixed-use projects

Residents asked for more destinations where a person could walk, dine, and shop in one stop. The city should prioritize infrastructure and redevelopment dollars in the downtown, the growing 20th Street South corridor, and on the east side of the interstate toward projects that create mixed use destinations. This same approach should be taken for any of the city's other existing commercial corridors and nodes.



Require features in low density developments that create a sense of community

Ultimately, creating great places involves more than just a building; it includes creating a public realm that may include walkways, landscaping, public spaces to meet or enjoy, shapes and edges, public art, street furniture, water, and other ingredients. It is very difficult to legislate good places for people but the city should strive to create projects that, even when they seem routine, contribute something to the beauty and welfare of the city.

MAINTAIN THE CITY'S HERITAGE THROUGH HISTORIC PRESERVATION

Brookings historic districts and structures hold a special place in the hearts of many residents. Preservation of these places should add to the quality of life and create a vibrant urban environment. Retaining the historic quality of districts and buildings is important to safeguard history but should also benefit the community as a whole. Preservation should enhance the environmental quality of the city, improve the economic potential of a neighborhood or building, and strengthen property values.

Revise the city-wide historic preservation assessment and implement historic preservation plans and programs

Brookings should improve its understanding of the extent and condition of its existing historic resources and the state of current practice. This should be done through the development of a historic preservation assessment that quantifies the impact of current development patterns and existing policies and regulations on the city's historic resources. A comprehensive historic preservation plan should identify future preservation and rehabilitation initiatives. Historic preservation programs should implement the basis for new and improved policies, review guidelines, and incentives to conserve the city's spectrum of historic assets.



Create targeted incentives for preservation, aimed at potential obstacles

Cities and developers have used a wide variety of tools to remove the obstacles to historic preservation. These have included low-interest or forgivable loans, Tax Increment Financing, historic tax credits, preservation easements, and expedited review processes. These strategies should focus on two general areas: financing gaps created by some of the contingencies of historically appropriate preservation (see Department of Interior Standards) and adaptive reuse, and concerns by developers about delays or uncertainties during the project development process.

Develop guidelines for development in the downtown or other historic districts

Development should respect the historic character of downtown and adjacent historic neighborhood districts. However, historic design guidelines should be just that, "guidelines" and not prescriptive regulations that deter redevelopment and result in continued deterioration of historic structures. The guidelines should be a guide to building owners, contractors and project reviewers prior to work being initiated and should support the compatible use of a property through repair, alteration, or addition while preserving those portions or features which convey its historical, cultural, or architectural value.

PRESERVATION PLANNING IN BROOKINGS

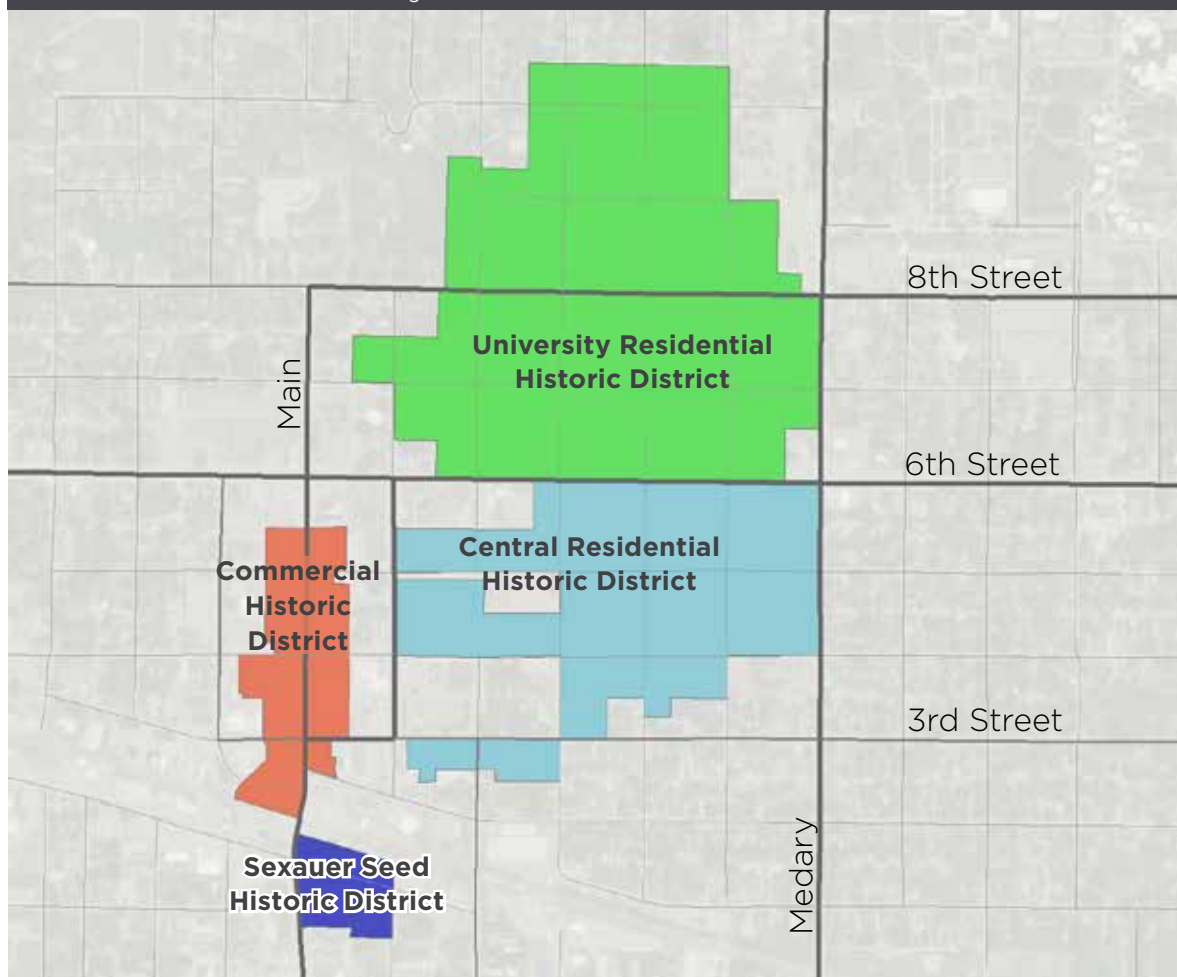
South Dakota Codified Law Section 1-19A-11.1 establishes procedures for historic properties identified throughout the state. Included in this section is a review process that is required for any project involving property included in the National Register of Historic Places or the State Register of Historic Places prior to the owner receiving a building permit.

The 11.1 review process (as it is known across the state) uses the Secretary of the Interior's Standards for Rehabilitation as the primary metric for evaluating a project's impact on a historic property.

The State Historic Preservation Office (SHPO), in collaboration with the local Brookings Historic Preservation Commission, and City of Brookings staff, reviews proposals to determine if a project has the potential to damage, encroach upon, or destroy historic properties.

The goal of this process is to ensure that projects proposed in historic districts and/or on historic properties consider all feasible and prudent alternatives to minimize harm to historic properties and their character-defining features.

FIGURE 7.3: Historic Districts in Brookings



SECRETARY OF INTERIOR STANDARDS FOR REHABILITATION

The guidelines established in this document follow the Secretary of the Interior's "Standards for Rehabilitation." The standards are intended to be a guide to building owners, contractors and project reviewers prior to work being initiated.

The "Standards" define rehabilitation as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

The "Standards for Rehabilitation" are:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale, and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

IMPROVE LANDSCAPING REGULATIONS

Urban landscaping is a crucial contributor to an attractive community image. Landscaping can minimize land use incompatibilities but also enriches the urban environment. Residents at community input sessions noted the difference between the South Main Street north and south of 8th Street South. To the north the simple addition of trees and a greenspace between the sidewalk and the street created a critical perception difference. This awareness needs to be kept in mind as a desire for better quality public and semi-public environments are designed.

Support and encourage the use of native landscaping materials

In South Dakota's harsh environment the use of non-native materials can quickly result in deteriorated looking areas or very high water usages. The city should develop a list of regional appropriate materials that should be given out to developers. This list should be developed with the assistance of area experts from SDSU. Additional guidelines for consideration would provide information on maintenance and care of these materials. Additionally, the city should work with local garden clubs or beautification groups to raise money and apply for grants that support tree and plant material giveaways.

Require additional landscaping for larger projects

Tree planting and landscaping in larger projects and especially in large parking lots has multiple benefits. Trees shade parking and walkways, decrease the heat island effect, help orient customers in large parking lots, manage circulation, and can be integrated into design elements that provide public spaces and safe paths for pedestrians. Landscaping should also assist in stormwater management and reduce the volume and velocity of run-off. Finally, landscaping and circulation in larger developments should create an environment that is friendly and reflects the pride residents have in Brookings.

UPGRADE SITE DESIGN STANDARDS

Good site design standards should do more than just ensure proper turning radius but must also create environments that people want to be in, properly control stormwater management, and create safe connections to surrounding developments.

Require pedestrian accommodations in all site design

New developments and redevelopment of existing sites must include better pedestrian connections. At a minimum this may include:

- Safe walkways between parking areas and business entrances
- Defined walkways between businesses within a development



- Median breaks and refuge areas when crossing major streets
- Well defined crosswalks that offer the pedestrian the shortest possible crossing
- Connections to any adjacent trails or sidewalks
- Safe and convenient connections to public transit stops (current or planned)

Create design guidelines for all arterial streets

Many communities have applied a higher level of site development standards for their busiest corridors. A city's arterial streets carry the highest volume of traffic and may be the only perspective a visitor has of the community. Standards for these corridors should strive to create the greatest impression possible and may include basic landscaping, lighting, sidewalk and crosswalk design, utility placement and visibility, and screening of stored materials.

Develop design guidelines for the 6th Street corridor

As one of the city's strategic areas, greater detail will be provided on development of the 6th Street corridor in Chapter 8. However, the importance of this corridor can not be overstated. Design guidelines for this area should give clear direction to the development community and planning commission. Guidelines should focus on good landscaping, connectivity, shared parking, stormwater management that creates amenities, public spaces, building massing and scale, and properly scaled signage.

Integrate art and sculptures into public spaces

Art helps the public environment come alive! Public art should be integrated into public gathering places including those that are planned for construction. Priority areas for public art installations should be: mixed use town centers; nodes along 6th Street and 22nd Avenue; at community gateways; and other gathering places.

FIGURE 7.4: Implementation Table

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Implement the recommendations of the Brookings Park Master Plan and update the plan regularly	Action	Varies	City Staff	Advisory Committees, City Council
Promote the advancement, development, and appreciation of public art into community amenities.	Goal	Ongoing	City Council	Advisory Committees, City Staff
Encourage environmentally friendly construction methods and use of recyclable, green "sustainable" materials.	Goal	Ongoing	City Council	Advisory Committees, City Staff
Implement the recommends of the Brookings Park Master Plan as it pertains the developing and maintaining a strong and healthy urban forest and update the plan regularly.	Action	Varies	City Staff	Advisory Committees, City Council
Prioritize and identify funding sources for key recommendations with the Park Master Plan	Action	Varies	City Staff	Advisory Committees, City Council
Maintain all facilities in a state of good repair, continually evaluate facility use and adapt accordingly to best serve the market	Action	Ongoing	City Staff	City Council
Budget adequately for the maintenance and improvement of existing parks on an annual basis	Policy	Ongoing	City Council	City Staff
Continually evaluate recreation trends and demands to adapt to changing community desires	Action	Ongoing	City Staff	Advisory Committees
Expand the city's neighborhood park system into growth areas	Action	Ongoing	City Staff	Planning Commission, City Council, Developers
Add to the city's community park system through the preservation of areas prone to water issues, potentially including areas in the floodplain or with high water tables	Action	Ongoing	City Council	City Staff, Developers
Use trails and greenways to connect the city's existing and future parks through a linear recreation system	Action	Ongoing	City Council	City Staff, Developers, Advisory Committees
Implement the Bicycle Master Plan	Action	Varies	City Staff	Advisory Committees, City Council, Consultant
Require buffers along drainageways both for protection and to create corridors that connect destinations together	Policy	Medium	Planning Commission	City Staff, Developers
Promote inclusive and well-connected neighborhoods.	Goal	Ongoing	City Council	City Staff, Advisory Committee
Develop and implement a public art master plan.	Action	Short	Advisory Committees	City Staff, City Council

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Identify and implement new programs and policies for funding park expansions and enhancements	Policy	Short	City Staff	Advisory Committees
Adopt a park land dedication ordinance	Policy	Short	City Staff	Park & Rec Board, City Council
Coordinate infrastructure extensions to reflect the shared goals of the City of Brookings and Brookings Municipal Utilities	Action	Medium	City Council	City Staff, BMU
Promote land development consistent with the comprehensive plan	Policy	Ongoing	Planning Commission	City Council, City Staff
Consider a policy to evaluate the cost-benefit analysis of infrastructure extensions	Policy	Short	City Council	City Staff, BMU
Coordinate existing stormwater ordinances with the vision of the land use plan	Policy	Ongoing	City Staff	Planning Commission, City Council
Evaluate ordinance updates that would require stormwater management to be integrated as a site amenity	Action	Short	Planning Commission	City Council, City Staff, Developers
Evaluate ways to incentivize innovative approaches to stormwater management	Action	Short	City Staff	City Council, Developers
Identify area(s) for larger regional detention	Action	Medium	City Staff	Consultant
Strategically identify and implement specific initiatives identified in the 2014 Brookings Benchmarks Baseline Sustainability Report as amended thereto.	Goal	Medium	City Staff	Advisory Committees, City Council
Develop creative measures to increase efficiencies of solid waste through more environmentally sustainable management practices.	Action	Medium	City Staff	Advisory Committees, City Council
Develop a Park Expansion Trust Fund	Policy	Short	City Council	City Staff, Philanthropists
Team with local civic organizations and philanthropists to fund the expansion and improvement of the park system	Action	Short	City Council	City Staff, Philanthropists, Advisory Committees
Implement land use regulations that support mixed use neighborhoods centered around common park or quality of life amenities	Policy	Ongoing	Planning Commission	City Staff, City Council, Consultant

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Direct city investments and redevelopment dollars toward mixed-use projects	Action	Short	City Council	City Staff
Require features in low density developments that create a sense of community	Policy	Ongoing	Planning Commission	City Staff
Maintain the city's heritage through appropriate historic preservation	Goal	Ongoing	Advisory Committees	City Staff, Planning Commission
Revise the city-wide historic preservation assessment and implement historic preservation plans and programs	Action	Medium	Advisory Committees	City Staff
Create targeted incentives for preservation aimed at overcoming potential obstacles	Action	Short	City Staff	City Council, Advisory Committee, Developers
Develop guidelines for development in the downtown or other historic districts	Action	Short	City Staff	Main Street Organization, Advisory Committees
Improve landscaping regulations	Policy	Medium	Planning Commission	City Staff
Support and encourage the use of native landscaping materials	Policy	Ongoing	City Staff	Planning Commission
Require additional landscaping for larger projects	Policy	Short	Planning Commission	City Staff, City Council
Upgrade site design standards	Policy	Short	Planning Commission	City Staff
Require pedestrian accommodations in all site design	Policy	Short	Planning Commission	City Staff
Create design guidelines for all arterial streets	Policy	Medium	Planning Commission	City Staff
Develop design guidelines for the 6th Street corridor	Policy	Short	Planning Commission	City Staff, Consultant
Integrate art and sculptures into public spaces	Policy	Ongoing	Advisory Committees	City Staff, Developers, Philanthropists

8

Strategic Development Areas

By virtue of how cities operate - with issues and opportunities at both the micro and macro scales - it is possible to create some of the greatest progress with tactical interventions. The purpose of this section is to examine several of these strategic development areas and offer recommendations on how to guide these areas for the greatest impact.

INTRODUCTION

In the process of studying the community to develop this comprehensive plan, several themes emerged that required a more detailed exploration of small-scale development opportunities.

1. Brookings has a finite amount of land to accommodate its growing population. The Steering Committee expressed a strong focus on promoting responsible infill development to make the most of the developable land and the existing infrastructure that it has to serve new development.
2. The exceptional pride that residents have in Brookings grew from it being a small town where people know and help one another. Continued low-density development from the fringe of the city is not sustainable and would quickly jeopardize the small-town character that residents know and love.
3. The community is committed to improving the quality of life for all of its stakeholders. To best serve its population, the city recognizes that it must: improve the function and value of its districts and shopping centers; improve the quality of life for all of its residents including the disadvantaged; and focusing on building quality places for current and future generations.

Many of these themes focus on looking at ways to improve areas of the city through site treatments, development policy, and targeted reinvestment.

ORGANIZATION

The section addresses four primary topic areas in the following order.

1. South Main Avenue Corridor
2. 6th Street Corridor
3. Planning for the Future of Aging Mobile Home Parks
4. Bridging the Interstate Divide
5. Strengthening Downtown

The recommendations of this chapter should be viewed and used as a supplement to the unified land use vision contained in Chapter 3.





SOUTH MAIN AVENUE CORRIDOR

The South Main Avenue Corridor reflects a literal journey in time through the history of Brookings' development patterns. From its northern origin in the downtown district south, the character of the street experiences several distinct segments ranging from:

- a mix of residential and commercial uses (until 5th Street), to a greater concentration of light industrial operations (until 8th Street South),
- then incorporating more adjacent contemporary residential neighborhoods (until 15th Street South),
- before shifting toward exclusively contemporary residential.

This section will evaluate the Main Avenue South corridor between the railroad and 12th Street South. With a combination of tactical policy and investment interventions, this corridor could serve as an effective bicycle and pedestrian route and support high quality infill development.

PUBLIC INPUT AND DEVELOPMENT VISION

Due to the importance of this corridor in the future transportation system (when the 20th Street interchange is completed), the city chose to evaluate the corridor to explore opportunities to improve its role in the city.

In August of 2017, the planning team facilitated a design workshop to explore the opportunities and challenges that exist within this corridor and the 6th Street Corridor.

Public Priorities and Recommended Actions:

- Incorporate multi-use trails and sidewalks along the right of way to provide a north-south connection for bicyclists and pedestrians
 - › Explore funding mechanisms to install a trail along the South Main corridor. This may include public-private partnerships.
- Promote landscaping and tree plantings along the corridor
 - › Evaluate adopting or updating landscape requirements to require landscaping for site development projects.
- Reduce the number of new accesses allowed onto Main Avenue South to alleviate potential traffic conflicts
 - › Encourage businesses to share driveway accesses



6TH STREET CORRIDOR

The 6th Street Corridor is important to the community as the primary access to the city, to SDSU, to downtown, and the many businesses along the corridor. It serves both a functional and symbolic role as it represents Brookings as a whole.

- The visual impression that users experience from 6th Street will impact their overall impression and experience.
- The function of the corridor must accommodate customers who travel along 6th Street (often vehicular traffic) in addition to the more localized customer base (pedestrians and bicyclists from the adjacent residential neighborhoods).
- While it serves as a major corridor through the community, it also divides the adjacent neighborhoods in an environment that can be intimidating to pedestrians seeking to cross the road.

6th Street will continue to face significant development pressure from the private sector in addition to residents expecting improvements to the public realm. To date, the investment projects have sought to improve the function of the corridor as the principal arterial and business street through Brookings.

PUBLIC REALM IMPROVEMENTS

- Gateway landscaping, open space preservation, and gateway signage between 20th Avenue and 22nd Avenue. The gateway treatments are exceptional and offer a warm welcome to visitors.
- The open space southwest of 22nd Avenue and 6th Street includes a trail segment that can be expanded in all directions.
- The reconstruction of the interchange and 6th Street west to 22nd Avenue including thematic and streetscape elements in addition to a wide sidewalk along the northside of 6th Street was completed in 2018.



- Enhancements to Hillcrest Park including the installation of landscaping, public art, a pedestrian crossing signal across 6th Street, and improvements to the Hillcrest Aquatic Center.
- A planned sidepath trail on 6th Street near the downtown planned for 2020.

PRIVATE SECTOR INVESTMENTS

- **6th Street Centre (Jimmy John's Mixed Use Project).** At 13th Avenue and 6th Street, the three story building includes front parking, two drive-thru service windows, four businesses, and two floors of residential units.
- **Bank Star.** At 13th Avenue and 6th Street, the single use building includes two stories, a drive through, and parking along both street frontages.
- **Parkhill Lofts (Approved).** At 12th Avenue and 6th Street, the Parkhill Lofts proposal prompted much dialogue about the appropriate scale and design character along the 6th Street Corridor including how to manage parking and other site impacts. The project was approved by the Planning Commission as a four story building (approximate height of 48 feet), with parking beneath and behind the building, and landscaping along the 6th Street frontage.
- Additional private sector improvements have also occurred including reinvestment in existing facilities throughout the district and the acquisition of properties with plans to redevelop.



PUBLIC INPUT AND DEVELOPMENT VISION

Based on the current and future importance of this corridor and the amount of continued development pressure, the city chose to make a closer evaluation of the 6th Street Corridor to explore opportunities to improve its image and function.

In August of 2017, the planning team facilitated a design workshop to explore the opportunities and challenges that exist within this corridor. The workshop was well attended and stakeholders expressed strong opinions about the vision for 6th Street.

Public Priorities:

- Create an attractive and welcoming pedestrian environment along the length of the corridor related to the scale and configuration of development
- Integrate safe and comfortable bicycle and pedestrian crossings at major nodes along 6th Street
- Continue to integrate landscaping and thematic elements into the streetscape
- Promote high quality development and a mix of complementary uses that allow the corridor to function as a cohesive business district rather than a collection of unrelated businesses
- Mitigate impacts to the adjacent historic districts by encouraging a graceful transition between those properties with frontage on 6th Street to those with frontage on 7th and 5th Streets respectively



General Recommendations

- Appropriate redevelopment scale depends on the perception of height from the sidewalk or curb lane.
 - › For low and moderate density residential and commercial uses, the 6th Street frontage should maintain a minimum setback from the sidewalk that is landscaped.
 - › For larger redevelopment projects such as mixed use or high density residential projects, the scale (real and perceived) is important and should be evaluated by the following guidelines:
 - » A maximum height of four-stories is generally appropriate
 - » Parking should be hidden or screened from 6th Street when possible to increase the amount of frontage designed for pedestrians
 - » Actions should be taken to mitigate the perceived scale (height, lot coverage, and setback) should be integrated such as incorporating landscaping, element of visual interest to a pedestrian, or setting back the upper floors
 - » Actions should be taken to address site impacts such as vehicle parking and traffic, stormwater, and screening from adjacent properties and uses
- The diversity of land uses and scales along the corridor require that a block-by-block evaluation be conducted to identify whether a project is appropriate or can be made appropriate. The Urban Strategy Area Policy Map (Figure 8.1) provides a high-level review of where and how development should occur along the corridor.
- Enhanced pedestrian crossings should be integrated throughout the corridor especially at the attention nodes.

THE POLICY MAP

The Urban Strategy Area Policy Map (Figure 8.1) provides guidance on how the corridor should evolve to respect its strengths and character today and to promote new investment that improves the image and function of 6th Street.

Based on public input, recent proposals, and a detailed study of the corridor - the policy map balances competing realities, perspectives, and the many roles that the corridor plays today to create a vision for tomorrow.

THE DESIGN CONCEPT CALLOUTS

There are several locations throughout the corridor that would benefit from tactical site improvements and reinvestments. While these callouts identify improvements on private properties, these improvements offer significant benefit to the development of the corridor and its role in the community by: enhancing the function of regional assets; by connecting disparate features; and by demonstrating the value of good site design as a model for future projects.

HOW TO USE THE POLICY MAP AND THE DESIGN CONCEPT CALLOUTS:

A Policy Guide. In the same way that the Future Land Use Plan serves as a guide to decision makers, the policy map can be used by policy makers when considering the appropriateness of a land use or development policy. It can also be used by the development community and land owners along the corridor and in adjacent neighborhoods.

A Focus on Design Compatibility. While zoning functions relatively well to avoid compatibility issues, it does not do an especially good job regulating good design or scale. The policy map and this section provides direction to promote quality development and it may be appropriate for the city to craft basic design guidelines to better articulate a vision for appropriate scale, use, and development practices.

POLICY AREA: RESIDENTIAL SCALE PRESERVATION



EXISTING CONDITION:

- The 6th Street Corridor was comprised primarily of single family detached dwellings constructed in the first half of the 20th Century. While sections of the corridor have redeveloped as commercial businesses, the areas identified as “Residential Scale Preservation” have maintained the character and scale of the original residential neighborhoods.

FUTURE:

- Preserve the scale of the original 6th Street residential neighborhoods for housing and commerce.

Form and Scale

- One to two story structures with residential appearance
- Setbacks typically between 25-30 feet
- Prefer parking from the alley
- Limited signage for commercial uses

Transitions and Compatibility

- Landscaping between this and higher intensity uses
- Alleys and rear yards should function as a transition zone to improve compatibility

POLICY AREA: MEDIUM DENSITY RESIDENTIAL



EXISTING CONDITION:

- A mix of single-family homes, converted dwellings, and small multi-family structures

FUTURE ROLE:

- Preserve existing medium density residential neighborhoods and encourage additional density at target locations along the corridor

Form and Scale:

- One to three story structures
- Converted single family homes or townhome configuration
- Prefer parking to be located behind or to the side of the building
- Entrances oriented to the sidewalk and the primary façade to the street
- The setbacks of the development should be consistent with the character of the block
- It is sometimes appropriate to incorporate commercial on the ground floor in addition to residential amenities

Transitions and Compatibility:

- Landscaping the transition between lower and higher intensity uses
- Parking lot lighting should be pointed downward
- When adjacent to low density residential areas, additional measures should be taken to increase the compatibility.
 - › Additional landscaping at the transition between land uses
 - › Additional design attention of the rear façade for greater compatibility with the architectural character of the adjacent neighborhoods
 - › Reduce the height of the project or the perception of height
 - › Screen utilities and waste enclosures using shrubs, trees, fencing, or other landscape treatments

POLICY AREA: HIGH DENSITY RESIDENTIAL



EXISTING CONDITION:

- High density residential policy areas include locations that are currently developed as high density residential or in areas where the properties are owned by a developer with plans to redevelop the site.

FUTURE ROLE:

- Encourage additional density in targeted locations to generate activity at certain segments of the corridor and to reinforce the importance of attention nodes.

Form and Scale:

- Typically a three to four story structure
- To reduce the perceived scale of a structure, the upper floors may be setback from the street
- Parking should be located beneath or behind the building
- Entrances oriented to the sidewalk and the primary façade to the street
- The setbacks of the development should be consistent with the character of the block
- It is often appropriate to incorporate commercial on the ground floor in addition to residential amenities

Transitions and Compatibility:

- Landscaping to transition between lower intensity uses.
- When adjacent to lower intensity uses, additional measures should be taken to increase the compatibility of the uses.
 - › Additional landscaping at the transition point
 - › Additional design attention of the rear façade for greater architectural compatibility with the adjacent character
 - › Reduce the height of the project or the perception of height
 - › Screen utilities and waste enclosures using shrubs, trees, fencing, or other landscape treatments
 - › Parking lot lighting should be pointed downward

Definitions:



Design Concept Area. A design concept area is a priority area identified for its opportunity to create significant public benefits through relatively modest, but targeted, investments to site configurations and redevelopment. These areas are explored later in this section with more detailed design concepts.



Attention Node. Nodes are focal points along a pathway that should be reinforced through targeted investment and actions. These areas are explored later in this section with more detailed recommendations.



No Change Recommended. Many of the uses in the corridor are not recommended for any change or to receive significant reinvestment. These include areas identified as existing uses, office, restaurant, or downtown. While additional investment and improvements are always recommended, these areas do not need to change.

Mixed Use (MU). This notation is added to MDR and HDR policy areas that council benefit from additional life and activity along the corridor.



Residential Scale Preservation. Described previously

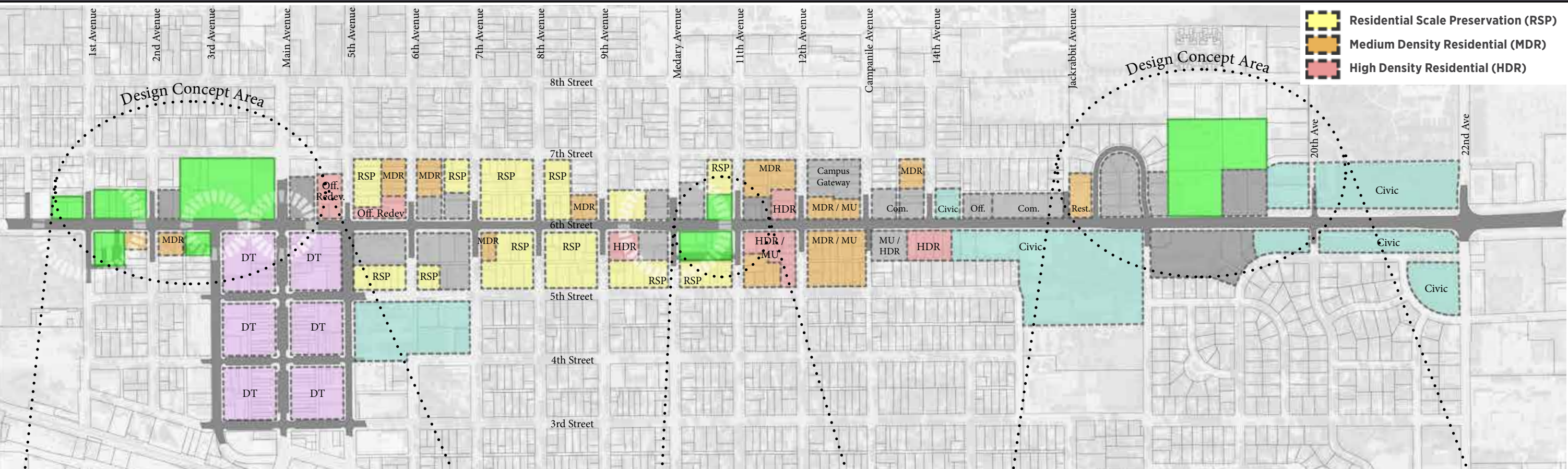


Medium Density Residential. Described previously



High Density Residential. Described previously

FIGURE 8.1: Urban Strategy Areas - Policy Areas and Design Concept Callouts

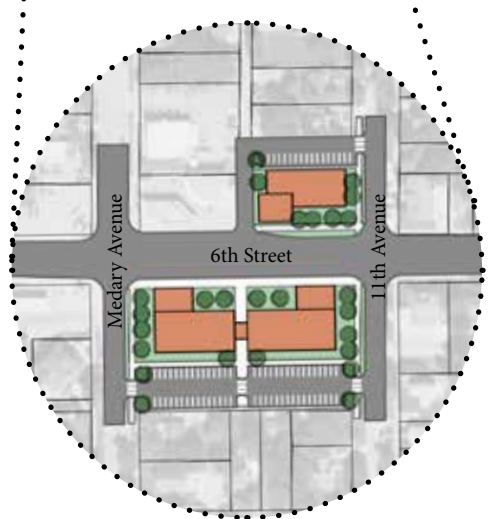


CITY CENTER PLAZA ENHANCEMENT



more detail on page 156

MIXED USE SCALE PROTOTYPE



more detail on page 157

VILLAGE SQUARE ENHANCEMENT



more detail on page 158



ATTENTION NODES

"Attention nodes" can be thought about as a focal point that is, or should be, noteworthy to a user of the corridor. These can include major intersections, locations of public interest such as public art, or concentrations of development. When evaluating the 6th Street Corridor, several attention nodes emerged as being especially important for its future.

1st Avenue

The 1st Avenue node is the western most focal point along the corridor. Building on the strategic importance of Pioneer Park which serves as a destination and valuable greenspace, the intersection of 1st Avenue and 6th Street is a strategic opportunity. The Policy Map and the Design Concept Callouts identify this node as being prime for reinvestment. Focusing attention at this location would eliminate blight conditions, would leverage and connect Pioneer Park with the corridor, and would allow for infill redevelopment that would contribute to the health of the downtown and City Plaza Mall.

Appropriate interventions may include:

- Target the segments of the intersection opposite of Pioneer Park for high density residential and urban scale commercial redevelopment
- Improved pedestrian crossings (example treatments: crosswalks, pedestrian crossing signs or beacons, and a pedestrian refuge median).
- Streetscape enhancements to continue the landscaping and thematic treatments throughout the corridor.

3rd Avenue

The 3rd Avenue node is presently the least visible node along the corridor but, with the reconfiguration of the City Plaza site, 3rd Avenue could easily be repositioned as a primary connection between the downtown district and the City Plaza Mall. The enhancement of this node would unite the downtown district and the City Plaza site as complementary and connected destinations.

Appropriate interventions may include:

- Streetscape enhancements to continue the landscaping and thematic treatments throughout the corridor and to make the node more welcoming to pedestrians.
- Site improvements to the City Plaza site to provide a more direct and intentional access through the site for vehicles and pedestrians
- Improved pedestrian crossings (example treatments: crosswalks, pedestrian crossing signs or beacons, and a pedestrian refuge median)



Main Avenue

The Main Avenue is the connection point between downtown, the neighborhoods north of 6th Street, and the City Plaza Mall. As the entryway to the city's downtown district, the Main Avenue node is important for its functional role but also for the role it plays in welcoming visitors to downtown Brookings. This is an opportunity to highlight a symbolic transition in the city.

Appropriate interventions may include:

- Improved pedestrian crossings (example treatments: painted crosswalks, pedestrian crossing signs or beacons, and a pedestrian refuge median).
- Site improvements to the City Plaza site to provide a more cohesive and comfortable connection between the downtown and the City Plaza site.
- Streetscape enhancements to welcome visitors to downtown Brookings and continue the landscaping and thematic elements throughout the corridor.

Medary Avenue

The intersection of Medary Avenue and 6th Street is important due to its roles as the transition between two arterial streets and a major access into SDSU. As a central node in the city and its transportation system, Medary and 6th should be a focal point for visitors due to its public environment and the urban development in vicinity of this intersection.

Appropriate interventions may include:

- Improved pedestrian crossings (example treatments: crosswalks, pedestrian crossing signs or beacons, and a pedestrian refuge median).
- A concentration of high density residential and mixed use environments to reinforce the importance of this node as a connection between SDSU and the 6th Street Corridor. An example of what an appropriate scale might look like is described in "Mixed Use Scale Prototype Design Callout."
- Streetscape enhancements to continue the landscaping and thematic treatments throughout the corridor.

DESIGN CONCEPT AREA: CITY PLAZA

The City Plaza Mall is a traditional 1960's era shopping center located on 6th Street at the base of Main Avenue. While fully occupied, the site includes virtually no internal circulation pattern and intentional connection to the downtown. Extending west of the mall toward Pioneer Park, this area includes many underused properties that could be redeveloped to the benefit of the corridor, the downtown, and the City Plaza Mall.

The Concept

City Plaza Site Improvements

- The concept proposes limited site treatments to the City Plaza Mall to create comfortable and welcoming circulation patterns for drivers, pedestrians, and bicyclists. Treatments include: trees; sidewalks; and more clearly defined parking and drive aisles.
- By orienting the main entrance toward downtown and by improving pedestrian crossings at Main Avenue and 3rd Avenue, the City Plaza would be viewed as a more obvious extension of downtown and would therefore benefit from additional patronage and pedestrian access.
- Treatments would direct vehicle access from 6th Street to two locations - east of the mixed use building at the southeast corner of the site and 3rd Avenue. The remaining accesses would be closed.

West of City Plaza - Targeted Redevelopment and Pedestrian Enhancements

- The concept proposes the redevelopment of several blighted or underused sites west of the City Plaza Mall. These improvements (described in the 1st Avenue Node discussion) would leverage the quality of Pioneer Park to accommodate additional housing and high quality development in close proximity to the downtown and other amenities.
- By reinforcing the 1st Avenue node with new development, it will better connect Pioneer Park to the downtown and City Plaza Mall, will begin to make the northwestern developments feel less distant, and eliminate blight conditions.



DESIGN CONCEPT AREA: MIXED USE PROTOTYPE (6TH & MEDARY/11TH)

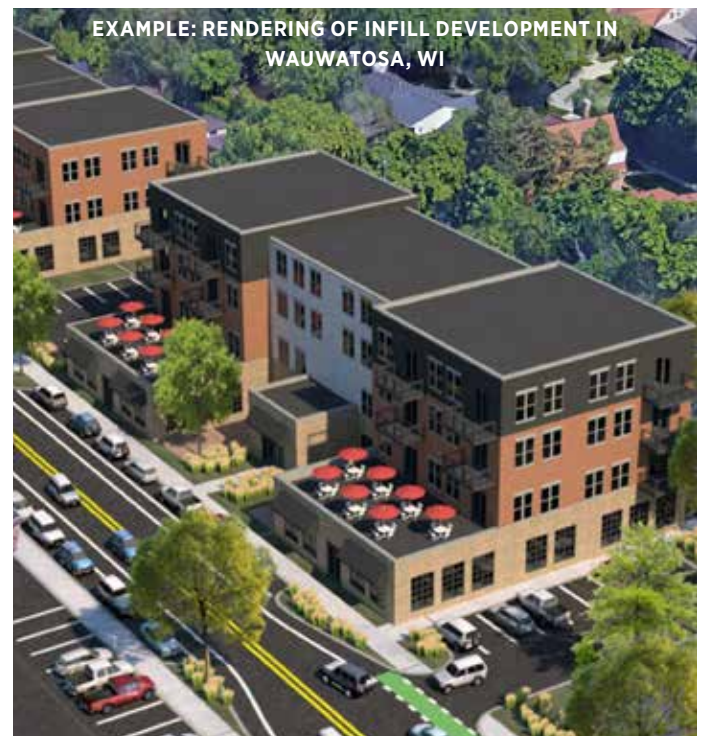
With the amount of discussion related to the importance of the real and perceived scale of redevelopment along the corridor, there is value into showing options for how to accommodate density without overwhelming the street with a towering monolith.

The area on 6th Street between Medary and 11th Avenues were selected to illustrate a prototype of appropriate development scale because these areas are likely to redevelop in the near future.

Based on an analysis of the 6th Street Corridor, the scale of a project from the street and sidewalk is important, often more important than the height of the buildings.

The Concept

- To soften the scale, the concept illustrates a four-story building (the maximum recommended height) with a single story commercial frontage that could host a rooftop patio.
- In this concept, parking can be accommodated beneath the building with access from 6th Street while providing ground floor commercial activity.



DESIGN CONCEPT AREA: VILLAGE SQUARE ENHANCEMENT

The Village Square shopping center hosts a strong collection of destination businesses frequented by permanent residents and students alike. The configuration of the center shows an emerging internal circulation system but it fails to emerge fully. The enhancement completes the circulation plan through limited site improvements.

The Concept

- The concept completes several internal and external circulation patterns to better delineate how customers should access and interact with the public environment. It completes the following circulation paths:
 - › an east-west connection from Faculty Drive to 20th Avenue,
 - › a north-south bicycle and pedestrian connection to SDSU,
 - › and improved internal pedestrian pathways to make it more comfortable for patrons to visit multiple businesses without re-entering their vehicle or crossing a vast and uncontrolled parking lot.
- By improving the form and function of this shopping center, the Village Square development can function as an additional node which contributes to the quality and appeal of the 6th Street corridor.



PLANNING FOR THE FUTURE OF AGING MOBILE HOME PARKS

Brookings has a number of aging mobile home communities ranging in condition from fair to poor. When mobile homes are maintained in a state of good repair, they can function as an affordable housing option.

The future of these mobile home parks likely depends on their current condition, whether the property owner is willing to make improvements, and the level of occupancy; while parks containing modern or otherwise well-maintained units will likely remain for years to come. However, if the units are in poor condition and the park in disrepair it may be appropriate to begin transitioning the park toward another future.

Throughout the planning process, stakeholders expressed interest in alternative housing products that can provide affordable and efficient housing including yurts and tiny houses. While both products serve an admittedly niche market of residents willing to downsize into a 250-500 square foot unit, it may be worth considering as a way to adapt a low occupancy mobile home park.

Tiny homes present several opportunities and challenges.

- As an opportunity, these units are often an affordable option for residents and fill a limited niche within the housing market, and have the potential to provide safe and sanitary dwellings to low-to-moderate income singles and small families who may be under housed today. There is both an opportunity to absorb a share of the housing demand in existing residential neighborhoods by using tiny homes as Accessory Dwelling Units or, at a larger scale by designing tiny home parks or by retrofitting existing mobile home parks.
- As a challenge, many jurisdictions continue to struggle with how to ensure quality conditions in tiny house neighborhoods. Additional challenges include: how to supply water and sewer infrastructure, how to collect an appropriate level of taxes and fees to cover infrastructure service, and how to regulate safe and sanitary conditions?

While several challenges and questions still need to be answered, there is an opportunity for tiny-homes to play a niche role in the supply of affordable housing. When considering how to regulate and service tiny-house neighborhoods, there is promise in using tiny homes to modernize existing mobile home parks. These parks:

- provide individual connections to water and sewer infrastructure
- are often arranged to provide renter and ownership options including the lease of individual lots
- many existing mobile home units are facing the end of their useful life which could make way for additional units in existing parks
- these parks can provide the benefits of a planned residential district including a walkable environment, parks, and trail connections to nearby amenities

The Concept

By planning for the future of existing mobile homes parks in Brookings, it is possible to adapt these areas to create a new affordable housing opportunity. This discussion addressed small affordable housing options because these types of units could be phased-in slowly to gradually transition a mobile home park but this is not the only option. It is also possible to do a gradual buy-out of older mobile homes (see Faribault Case Study) or to complete a larger redevelopment project. Regardless of the form, it is important that Brookings provide affordable housing and not displace low income residents; any of the options proposed here would be a good opportunity to re-house residents.



BRIDGING THE INTERSTATE DIVIDE

Brookings has experienced strong residential, commercial, and employment growth. The interstate corridor fragmented the community by separating many of its jobs from its commercial enterprises and residential dwellings. This pattern has been problematic because it:

- reinforces a reliance on automobile travel
- funnels a relatively large volume of traffic to several crossing or interchanges (increased congestion without redundancy)
- limits the viability of bicycle or pedestrian transportation by offering only routes with high vehicle traffic
- fragments the community between east and west

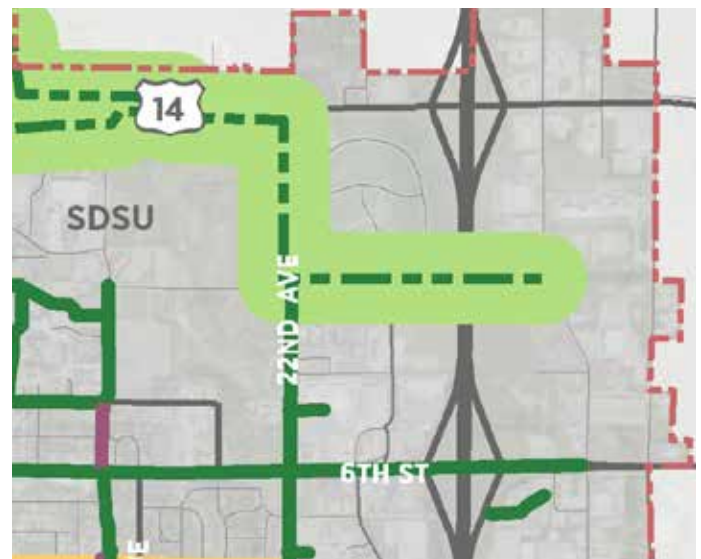
THE CONCEPT

The interstate is a barrier (and opportunity) that will forever serve as both a physical and psychological separation between east and west. Concepts arose from the August Workshop which focused on strengthening the role of 6th Street in Brookings. The concept proposes several projects to lessen the ability of the interstate to divide the community.

Trail Crossing of Interstate 29

First proposed in the Bicycle Master Plan, a trail bridge over Interstate 29 would provide a strategic connection between the SDSU campus, the Innovation Campus, the existing employment centers, and the development opportunities discussed in this section of the chapter.

While the reconstruction of 6th Street improved the pedestrian and bicycle crossing over Interstate 29, this crossing would require a person to navigate a mixed traffic environment and a detour that likely deter a pedestrian from making the walk.



Due to the fact that a trail crossing will be very expensive, the design and the orientation of surrounding land uses must reinforce the importance of the crossing to ensure that the trail is well-used and supportive of nearby development. Several considerations should be integrated to encourage use and high-quality design:

- Require nearby developments to integrate trail access
- Install wayfinding to raise the awareness of the trail crossing and to help employees and students understand how to access the trail and what lies on the other side
- Integrate the trail crossing as part of a broader community loop to expand the number of potential users
- Encourage adjacent developments to orient their communal spaces to the trail
- Integrate artistic and landscape elements throughout the trail to soften the expanse of trail crossing the interstate and to help unify the community.

Create Mixed Use Neighborhoods

One of the greatest challenges facing Brookings and the eastern employment centers is the availability of quality and affordable housing. Many employees are young professionals seeking housing options with limited maintenance requirements in close proximity to their most common destinations - including work, service, and play.

A well-designed mixed use neighborhood east of the interstate would benefit businesses and would help unite the community by making east Brookings more of a neighborhood.

To display this type of opportunity, a concept was laid out for the former SDSU orchard located east of 34th Avenue and southwest of the Highway 14 bypass. While this site is still owned by SDSU, it is an unused area that helps to illustrate the concepts discussed here:

- A neighborhood oriented around a parkway, trail corridor, and communal orchards
- A mix of residential housing types (small lot residential, townhomes/brownstones), public communal space, a limited amount of commercial, and multi-family/mixed use space.
- A strong connection to the community through multi-use trails, sidewalks, and good street connectivity.
- Treatments to promote compatibility with surrounding land uses. The future land use plan proposes additional business park/light industrial to the west and the northwest, additional urban-medium intensity to the south, and the property is hemmed by floodplain to the south and east. Treatments may include:
 - › using landscaping and fencing to screen the neighborhood from noise and light pollution; offsetting commercial and industrial driveways to reduce negative impacts such as headlights; and guiding any new industrial development to a downwind location.



Town Center Development at 6th and Interstate 29

Unlike many of the cities in the midwest, Brookings has been unable to develop the northeast quadrant of its interchange with commercial until the land recently became available. This is now a significant opportunity for the city to craft a project that will represent the quality and character of Brookings, while also creating a district that benefits the city as a whole. For these reasons, the northeast quadrant of the 6th Street interchange is a strategic development opportunity.

The fundamentals of a town center development at this location should incorporate:

- strong internal circulation patterns for vehicle traffic, pedestrians, and bicyclists
- attractive district signage that is visible from the interstate which emphasizes the center rather than the individual businesses
- a strong public feature that allows residents and patrons to gather for events such as concerts, sidewalk sales, and events sponsored by commercial tenants
- a focus on orienting buildings toward public spaces including primary accesses, patios, and views to maximize how the businesses and tenants interact with one another for the greatest mutual benefit



DOWNTOWN BROOKINGS

Downtown is a thriving center of government, commerce, and entertainment that should be strengthened as a center of the community and positioned to adapt to an ever-changing world.

Throughout the public involvement process, stakeholders mused about the future of commerce and downtown districts in the next 10, 20, and 50 years. Without the advantage of a proverbial crystal ball, several approaches can still be implemented to position downtown for continued success.

CONTINUALLY EVALUATE THE PATRON EXPERIENCE

Through an annual walking tour, create an annual strategic action plan to identify the elements that enhance or detract from the user experience. The walking tour should examine the following elements:

- access (driving, walking, or riding a bicycle to downtown)
- navigation (wayfinding, business signage, and barriers)
- destinations (the concentration of places to visit)
- life and vitality (is the district visibly alive and welcoming)

By viewing the district through a different perspective (a visitor, casual shopper, or someone with a mobility limitation), the tour will highlight positive and negative issues in the public and private environments that should be addressed or replicated. The strategic plan should function as an annual operating strategy to continually improve the quality and image of downtown.

BUILD A DESTINATION THROUGH COMPLEMENTARY VENTURES

Increasingly commerce is shifting toward districts and shopping centers that offer an experience. These districts offer amenities, art, and entertainment that make the visit more of an experience than simply a consumer trip.

Develop strategic plan for downtown Brookings. A district wide plan would explore issues and opportunities including tactical strategies to make the downtown perform even better. The plan would also identify business sectors that will complement and expand the function of the district and physical development opportunities to strengthen the district.

ENCOURAGE CO-LOCATION

Increasingly businesses are co-locating or offering multiple businesses under a single roof such as bike/coffee shops, book stores/art galleries, and kitchen stores/culinary education venues. This approach maximizes the number of destinations in the downtown, diversifies the revenue stream to reflect multiple products or services, and often increases the likelihood that visitors will return to the business and the district.

Explore policies that may deter co-location. Municipal and lending policies sometimes deter shared space ventures whether intentional or unintentional.

Craft a model rental agreement to help small businesses share space. It is more complicated to set up a lease agreement with multiple tenants and this may deter co-located ventures.

INTEGRATE HOUSING

A vibrant downtown district integrates housing above its storefronts and radiating from its edges. This embeds a customer base, positions downtown as a neighborhood with 'eyes on the street', and keeps the district alive throughout the day.

Explore incentive options to encourage new housing in and around the downtown. While development should be especially sensitive near the historic business district, appropriate development should be encouraged and incentivized because the addition of housing in the downtown creates a more stable consumer base.

BUILD CONNECTIONS (REINFORCE AS THE CENTER OF THE COMMUNITY)

Downtown should function as the center of the community and be accessible to all of its neighborhoods for drivers, pedestrians, and bicyclists. The transportation system, including trails, should provide a mainline connection to the downtown.

Create strong pedestrian and bicycle connections to the downtown. These connections include physical infrastructure connections, wayfinding to drive people to the downtown, and gateways to welcome visitors to the district.

GROW STAKEHOLDERS

All residents of Brookings should consider themselves downtown stakeholders. Efforts should be made to engage and build grassroots coalitions to support downtown improvement projects.

Engage the public in the revitalization process. By incrementally growing the number of stakeholders engaged in the future of the district, the Main Street Organization will have greater capacity to implement projects.

PRESERVE THE HISTORIC ASSETS OF DOWNTOWN

A portion of downtown is designated as a historic district containing numerous architecturally significant structures that can be leveraged as a tool for economic development. Such historic structures should add to the downtown cultural experience when combined with walkability, attractive landscaping, and diverse social opportunities.

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
SOUTH MAIN AREA				
Incorporate multi-use trails and sidewalks along the right of way to provide a north-south connection for bicyclists and pedestrians. Explore funding mechanisms that could potentially include public-private partnerships	Action	Medium	City Staff	City Council, Advisory Committee, Developers
Promote landscaping and tree plantings along the corridor	Policy	Short	City Staff	Planning Commission
Evaluate adopting or updating landscape requirements to require landscaping for site development projects	Policy	Medium	Planning Commission	City Staff, City Council
Reduce the number of new accesses allowed onto Main Avenue South to alleviate potential traffic conflicts	Policy	Medium	Planning Commission	City Staff
6TH STREET AREA				
Create an attractive and welcoming pedestrian environment along the length of the corridor related to the scale and configuration of development	Action	Ongoing	City Council	City Staff, Developers, Philanthropists
Integrate safe and comfortable bicycle and pedestrian crossings at major nodes along 6th Street	Action	Short	City Council	City Staff, Developers, Philanthropists
Continue to integrate landscaping and thematic elements into the streetscape	Action	Ongoing	City Staff	City Council, Developers, Philanthropists
Promote high quality development and a mix of complementary uses that allow the corridor to function as a cohesive business district	Action	Ongoing	Planning Commission	City Staff, Developers, City Council
Mitigate impacts to the adjacent historic districts by encouraging a graceful transition between those properties with frontage on 6th Street to those with frontage on 7th and 5th Streets respectively	Policy	Ongoing	Planning Commission	City Staff, Advisory Committees
Consider the general recommendations in this section when evaluating redevelopment proposals in terms of scale (real and perceived), location and screening of parking; and mitigation of off-site impacts.	Policy	Ongoing	Planning Commission	City Staff, Advisory Committees, Developers
Implement the recommendations of the Policy Map and use the site specific development concepts as a guide for redevelopment and tactical site interventions	Policy	Ongoing	Planning Commission	City Staff, Developers
Implement the "form and scale" guidance and the "transitions and compatibility" recommendation for each policy area identified on the Policy Map	Policy	Ongoing	Planning Commission	City Staff, Developers
Implement the recommendations of the 6th Street Policy Map in terms of attention node enhancement	Action	Ongoing	Planning Commission	City Staff, City Council, Developers

RECOMMENDATION

TYPE

TIMING

LEADERSHIP

PARTNERS

MANUFACTURED HOME PARKS

Explore opportunities to improve and retrofit aging manufactured home parks

Action

Short

City Staff

Developers, Planning Commission, Philanthropists

BRIDGING THE INTERSTATE

Explore the creation of a trail crossing of Interstate 29 between SDSU, the trail system, and the eastern employment centers and emerging development areas

Action

Medium

City Staff

Advisory Committees, City Council, Consultant

To coincide with the construction of a trail bridge over the interstate, institute policies supporting trail use including: required trail access; wayfinding, communal spaces oriented to the trail; and integrating artistic and landscape elements into the trail corridor.

Policy

Medium

City Staff

Planning Commission, Advisory Committees; Developers

Facilitate the development of a mixed-use, conservation neighborhood on the site of the former SDSU tree farm if the site becomes available.

Action

Medium

City Staff

Planning Commission, SDSU; Developers

Facilitate the development of a town center development at the northeast quadrant of 6th Street and Interstate 29

Action

Medium

City Staff

City Council

DOWNTOWN ACTIONS

Continue to strengthen the central business district, its historic character, its destination quality, and institute policies to promote long term vitality and relevance.

Action

Ongoing

Main Street Organization

City Staff

Develop a downtown master plan

Action

Short

Main Street Organization

City Staff, Consultant

9

Implementation

Any plan is only as good as the follow-through and implementation of its policies and initiatives. This chapter reviews the recommendations outlined in the preceding chapters with additional information about making these visions a reality.

INTRODUCTION

The Brookings Plan articulated many recommendations – policies, initiatives, and investments – that will help the community achieve the vision expressed by residents throughout the engagement process. Components of this chapter include the following:

Regulatory Mechanisms & Annexation Policies. Annexation is one tool for accommodating growth over time. This section outlines policies for evaluating areas for annexation.

Plan Maintenance and Changes. A comprehensive plan is a living document that must be maintained, updated, and revisited to ensure it remains a helpful and relevant guide for the community. This section outlines the process for maintaining the plan and evaluating progress toward the plan goals.

Roles and Responsibilities. The implementation of this plan must be a partnership of many stakeholders throughout the community. This section outlines the key players and their potential roles in achieving the goals of this plan.

Implementation Table. This section summarizes the many recommendations of the plan and presents a projected time frame, responsible parties, and potential funding mechanisms.

REGULATORY MECHANISMS & ANNEXATION POLICIES

The regulatory tools of the city, including zoning and subdivision regulations, are essential to implementation of the plan.

Joint Jurisdiction Area

Brookings City and County have cooperatively exercised joint zoning authority since 1980. The joint jurisdiction area is the rural area adjacent to the City where urban development is expected to occur. As such, it is imperative the City and County continue to evaluate land use proposals for compatibility with future urban development. Planning for appropriate land uses minimizes future conflicts and efficiently utilizes infrastructure investments when land is annexed. The boundaries of the Joint Jurisdiction Area will change over time and the land use policies affecting these areas should be reviewed and updated cooperatively between the City and County to ensure consistency with the vision of the community.

Annexation Policies

One of the important regulatory tools that the city can use when addressing growth and development is annexation. South Dakota Codified Law prescribes the process by which communities can annex land. This section provides the legal framework for annexation but each community should also establish a policy framework for implementation of annexation codes. These policies should take into consideration the following:

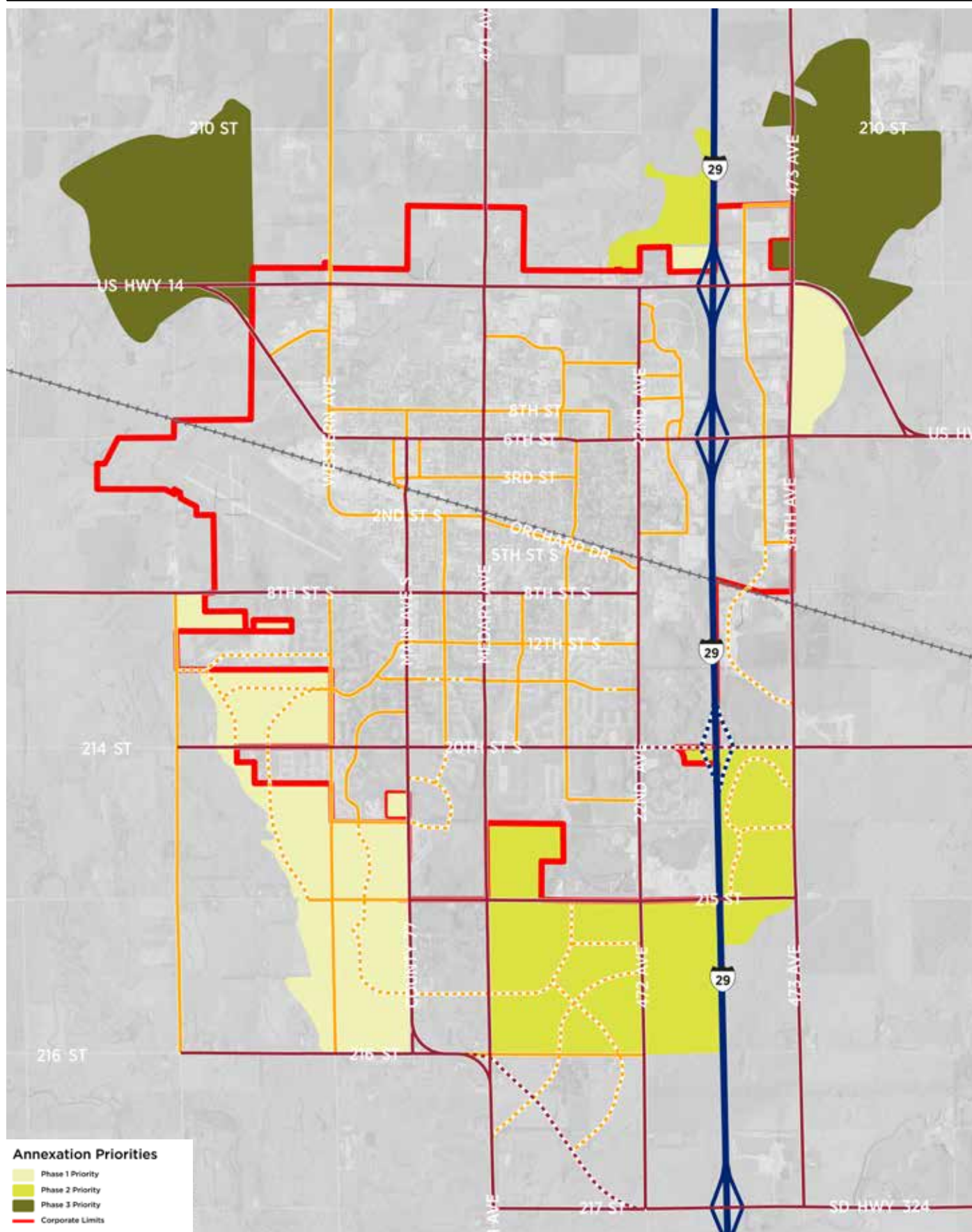
- **Areas with Significant pre-existing development.** Areas outside the city with substantial commercial, office, or industrial development are logical candidates for annexation. In addition, existing residential areas developed to urban densities (generally higher than 2 units per acre) should be considered for potential annexation. However, these areas should be closely considered under a cost benefit analysis.
- **Protection of Future Growth Areas.** In order to allow the city to guide its growth and development more effectively, future growth areas will need to be managed through annexation. Annexation will allow the city to extend its zoning and subdivision jurisdiction, thus guiding development in a direction that will provide safe and healthy environments.
- **Public Services.** Public service issues can provide compelling reasons for annexation. Areas for consideration should include:
 - › Parcels that are surrounded by the city but remain outside of its corporate limits. In these situations, city services may provide enhanced public safety with improved emergency response times. These situations should be resolved and avoided in the future.
 - › Areas that are served by municipal infrastructure. Brookings' sewer and water system should not be extended without an annexation agreement.
- **A Positive Cost Benefit Analysis.** The economic benefits of annexation, including projected tax revenues, should compensate for the additional cost of extending services to newly annexed areas. The review policy for annexation should include the following:
 - › Estimated cost impact and timetable for providing municipal services.
 - › The method by which the city plans to finance the extension and maintenance of municipal services.
 - › Identification of tax revenues from existing and probable future development in areas considered for annexation.
 - › Calculation of the added annual operating costs for urban services, including public safety, recreation, and utility services, offered within newly annexed areas.

Annexation Priority Map

Brookings should implement an annexation policy that incorporates future development areas and meets state statutory requirements. The city should work with the county to establish annexation agreements and ensure desirable land development.

The development concept is predicated on community growth being attractive as a living environment. The projected land demands exceed the amount of available, undeveloped land within existing city limits. Sound community growth will require annexations to accommodate land needs during the planning period.

FIGURE 9.1: Annexation Priority Map



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

The Annexation Plan illustrates those areas around Brookings that should be considered for annexation. The areas are categorized into three phases based on the estimated likeliness for incorporation into the city. Within each phase, sections are delineated by their relevance regarding the need for annexation and the services the city will need to provide. The need for annexation should be determined by each area's unique situation.

- Phase One – Short Term. Location and associated issues will likely warrant consideration for annexation in the next ten years. These areas are adjacent to city limits and may already have access to city services
- Phase Two – Medium Term. Conditions exist that may bring about the need for annexation of these sections. Annexation will not be likely during the early stages of the plan.
- Phase Three - Long Term. The Development Concept does not identify future uses within this area beyond agriculture. In the event of development pressure emerging in these areas, the plan recommends discouraging large-lot development that could possibly hem the city from expanding services beyond those areas.

CHANGES TO THE PLAN

This Plan should be viewed as a dynamic document. It is not meant to be rigid or static, but should adapt in response to changing conditions, resources, and opportunities. As explained earlier in the plan, land use maps and other maps are meant to be general guides of policy, rather than carrying the specificity and rigidity of a map such as a zoning map. As such, the Planning Commission, City Staff, and the City Council, can exercise some discretion as to whether a proposal matches the intentions of the plan. This plan was created through a public process, and therefore, any official changes to the plan should be made through a public process.

PLAN MAINTENANCE

The initiatives and action items of the Brookings Comprehensive Plan are ambitious and long-range, and its recommendations will require funding and other continuous support. The city should implement an ongoing process that uses the plan to develop annual improvement programs, as outlined below.

Annual Action and Capital Improvement Program

The Planning Commission and City Council should define an annual action and capital improvement program that implements the recommendations in this plan. This program should be coordinated with Brookings' existing capital improvement planning and budgeting process, even though many of the plan's recommendations are not capital items. This annual process should be completed before the beginning of each budget year and should include:

- A work program for the upcoming year that is specific and related to the city's financial resources. The work program will establish which plan recommendations the city will accomplish during that year.
- A three-year strategic program. This component provides for a multi-year perspective, aiding the preparation of the annual work program. It provides a middle-term implementation plan for the city.
- A six-year capital improvement program. This is merged into Brookings' current capital improvement program.

Annual Evaluation

The Planning Commission should conduct an annual evaluation of the comprehensive plan at the end of each fiscal year. This evaluation should include a written report that:

- Summarizes key land use developments and decisions during the past year and relates them to the comprehensive plan
- Reviews actions taken by the city during the past year to implement plan recommendations
- Defines any changes that should be made in the comprehensive plan

The plan should be viewed as a dynamic changing document that is actively used by the city as a source of information and guidance on policy and public investment.

ROLES

The public, decision-makers, and staff must be concerned with the short and long-range consequences of present actions. Each of these groups play a role in ensuring that decisions are made in the interest of good quality design and protecting the integrity of what makes Brookings an exceptional community.

Responsibilities: Elected/Appointed Officials

Decision-makers, along with staff, must be conscious of the rights of others. Decisions should expand choices and opportunities for all persons, including the disadvantaged, and promote economic integration. Officials include the City Council and City Boards and Commissions.

Responsibilities: City Staff

City staff should continue to seek meaningful input from the public on the development of plans and programs. The Brookings Comprehensive Plan is rooted in a public engagement process, and thereby the goals and initiatives represent the aspirations of the community. Recommendations from staff to decision-makers should provide accurate information on planning issues to all affected persons and to governmental decision makers.

IMPLEMENTATION TABLE

The tables at the end of this chapter present a summary of the recommendations of the Brookings Comprehensive Plan. Recommendations are listed in order of their place in the plan. Each recommendation is characterized according to several categories:

Type

- **Goal.** A general guiding principle of the plan to be incorporated and evaluated at a philosophical level to all decisions.
- **Policy.** Continuing efforts over a long time period. In some cases, policies include specific regulatory or administrative actions.
- **Action (Capital).** Specific efforts or accomplishments by the city or community including public capital projects that will implement features of the plan.

Timing

The implementation of a comprehensive plan must be flexible, multi-faceted, and also respect the finite resources of all stakeholder organization. The timing of the implementation table was explored by the city and the Steering Committee who assigned each action into a time frame.

- **On-going.** Most of the recommendations fit into this category. These are matters related to general policy and operations, and have no completion date.
- **Short Term.** Implementation within 5 years.
- **Medium Term.** Implementation in 5-10 years.
- **Long term.** Implementation in 10-20 years.

Although the implementation timing can help with the question of “where to start,” it should not dictate the order of implementation. The city should be open to implementing any of these recommendations if/when the opportunity arises or the conditions are right.

Responsibility & Leadership

The primary audience of this plan is the City Council, City Staff, and the Planning Commission. However, it is important for the City to partner with other entities who have an interest in implementing the recommendations of the plan. Columns in Figure 9.2 recommend which group should take the lead in carrying out the recommendation and who the potential partners are.

This designation of “leadership” is not meant to be exhaustive, or to exclude any group that would like to take the lead on a project or policy. Any group or resident is invited to work with the city to support the implementation of this plan. However, this list can serve as a starting point and provide guidance on the expectations of the groups listed here.

The entities named in the table are listed below, followed by the abbreviated name used in the table.

- City Council (Council)
- Planning Commission (PC)
- Park and Recreation Board (Park Board)
- City Staff
- Historic Preservation Commission (HPC)
- Chamber of Commerce (Chamber)
- Residents or Resident Groups (Residents)
- Private Land Developers (Developers)
- Private Property Owners (Owners)
- Brookings Municipal Utilities (BMU)

While few of the volunteer advisory boards are identified by name as the responsible party, they are empowered to take a leadership role in advancing any of the recommendations contained on the implementation schedule. These groups represent a tremendous asset of energy, commitment, and vision toward the future of Brookings:

- Affordable Housing Task Force
- Bicycle Advisory Committee
- Board of Health
- Brookings Arts Task Force
- Sustainability Council
- Joint Jurisdiction Committee
- Public Arts Commission

INTEGRATED LAND USE VISION

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
DEVELOPMENT POLICIES				
Promote contiguous and compact development	Goal	Ongoing	City Council	Planning Commission, City Staff, Developers
Promote the creation of diverse housing options	Goal	Ongoing	Planning Commission	Planning Commission, Advisory Committees; Developers
Promote infill development	Goal	Ongoing	City Council	Planning Commission, City Staff, Developers
Address stormwater management at both a local and regional level	Goal	Ongoing	City Staff	City Council, Planning Commission, Developers
Coordinate/plan for community amenities such as parks and schools	Goal	Ongoing	City Council	City Staff; Developers; School District
Provide a multimodal and connected transportation network	Goal	Ongoing	City Council	City Staff; SD DOT; Planning Commission
Enhance public safety and minimize hazards	Goal	Ongoing	City Council	Planning Commission; City Staff; Advisory Committees
Encourage balanced and connected neighborhoods	Goal	Ongoing	Planning Commission	City Council; City Staff; Advisory Committees
Use public investment to promote private development	Goal	Ongoing	City Council	City Staff
Make decisions in a transparent and collaborative manner	Goal	Ongoing	City Council	Planning Commission, City Staff, Advisory Committees
Delineate floodways for the core development areas	Action	Medium	City Council	City Staff; FEMA; Planning Commission
Evaluate adopting a policy for geotechnical reports to be submitted with any preliminary plat for properties located within the environmentally constrained areas	Policy	Short	City Council	Planning Commission; City Staff
Require a reuse plan that is compliant with the comprehensive plan for resource extraction areas	Policy	Short	City Council	Planning Commission; City Staff
Consider the environmental constraints when reviewing development proposals	Policy	Ongoing	City Staff	City Council, Planning Commission, Developers

INTEGRATED LAND USE VISION (CONTINUED)

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
CENTRAL DEVELOPMENT AREA				
Maintain and improve public facilities and infrastructure to support infill development and reinvestment in existing neighborhoods	Policy	Ongoing	City Council	Planning Commission, City Staff, Developers
Enable increased densities when impacts such as parking and access are addressed	Policy	Short	Planning Commission	City Council; City Staff; Developers
Direct medium and higher density residential uses to areas adjacent to higher intensity assets or along major streets including the undeveloped land along 20th Street 22nd Avenue, and Main Avenue South	Policy	Medium	Planning Commission	City Council; City Staff; Developers
Extend and connect the existing arterial and collector street system	Policy	Ongoing	City Council	Planning Commission, City Staff, Developers
Encourage mixed use developments with similar land use intensities along arterial corridors	Policy	Ongoing	Planning Commission	City Council; City Staff; Developers
Direct higher intensity commercial uses to the I-29 interchanges	Policy	Ongoing	City Council	Planning Commission, City Staff, Developers
Direct neighborhood-oriented or lower intensity commercial uses to mixed use areas along arterial streets like 20th Street South.	Policy	Ongoing	Planning Commission	City Council, City Staff, Developers
Protect existing drainage areas and wetlands and provide trail corridors that connect to the city north-south	Policy	Medium	City Council	Planning Commission, City Staff, Developers
Enforce property maintenance standards on both private and public property	Policy	Short	City Council	Planning Commission, City Staff
Evaluate signage and landscaping requirements along the areas high-volume corridors	Policy	Short	Planning Commission	City Council, City Staff
Follow the specific policies outlined in this plan for the 6th Street corridor	Policy	Short	Planning Commission	City Council, City Staff, Developers
EAST DEVELOPMENT AREA				
Provide adequate separation and buffering between higher and lower intensity uses	Policy	Short	Planning Commission	City Council, City Staff, Developers

INTEGRATED LAND USE VISION (CONTINUED)

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Require adequate screening of outdoor storage areas, preferably requiring that they are not visible from the I-29 corridor	Policy	Short	Planning Commission	City Council, City Staff
Ensure proper circulation within and between developments	Policy	Short	Planning Commission	City Council, City Staff
Provide proper wayfinding and gateway features at the major interchanges.	Action	Medium	City Council	Planning Commission, City Staff
Encourage more mixed use development, including residential uses, that provide housing close to jobs	Policy	Short	Planning Commission	City Council, City Staff
Commercial uses should avoid large expanses of concrete that are visible from the interstate and do not integrate stormwater management best practices	Policy	Short	Planning Commission	City Council, City Staff
New developments along arterial streets should use shared entrances and avoid multiple access points	Policy	Short	Planning Commission	City Council, City Staff
Evaluate adopting a policy for geotechnical reports to be submitted with any preliminary plat for properties located within the environmentally constrained areas	Policy	Short	Planning Commission	City Council, City Staff, Developers
SOUTH DEVELOPMENT AREAS				
Developments in areas where water and sewer service can be extended efficiently should focus on higher density uses and mixed uses that uses both the services and land in the most efficient ways possible	Policy	Short	Planning Commission	City Council, City Staff, Developers
Land use regulations in developing areas should focus on the intensity of the use rather than just the type, allowing for more mixing of compatible uses. The City and County should work together to create shared ordinances for the joint jurisdiction.	Policy	Medium	Planning Commission	City Council, City Staff, Developers County
Wetlands and natural drainage ways should be interconnected and create neighborhood and regional amenities.	Policy	Short	Planning Commission	City Council, City Staff, Developers
Transportation connectivity should be a priority and should avoid overloading Main Avenue and Medary Avenue.	Policy	Ongoing	City Council	Planning Commission, City Staff, Developers

INTEGRATED LAND USE VISION (CONTINUED)

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Improved streets and any new streets should be designed as complete streets, incorporating access for both motorists and non-motorists	Policy	Short	Planning Commission	City Council, City Staff, Developers
Evaluate adopting a policy for geotechnical reports to be submitted with any preliminary plat for properties located within the environmentally constrained areas	Policy	Short	Planning Commission	City Council, City Staff, Developers
A limited amount of larger lot or acreage development may occur in areas where the water table is high. However, municipal sewer may be required to ensure groundwater quality	Policy	Ongoing	Planning Commission	City Council, City Staff, Developers
Review the Joint Jurisdiction Boundary based on development trends and adjust the boundary accordingly	Policy	Short	Planning Commission	City Council, City Staff, Brookings County
Adopt a landscape ordinance for the Joint Jurisdiction area to support attractive site design and a smooth transition from city to county jurisdiction	Policy	Short	Planning Commission	City Council, City Staff, Brookings County
Open spaces in this area should be designed as a community asset to service residents of this and other parts of the city	Policy	Ongoing	Planning Commission	City Council, City Staff, Developers

NORTH DEVELOPMENT AREAS

Significant infrastructure extensions into this area should only occur after more cost effective extensions have been fully developed	Policy	Ongoing	Planning Commission	City Council, City Staff
Require a detailed flood elevation must be completed for any development proposed in the floodplain before a plat is submitted	Policy	Ongoing	Planning Commission	City Council, City Staff
Evaluate adopting a policy for geotechnical reports to be submitted with any preliminary plat for properties located within the environmentally constrained areas	Policy	Ongoing	Planning Commission	City Council, City Staff
Some larger lot development may occur to the east of Medary Avenue, adjacent to existing development. This development must connect to city services, in order to avoid limiting future extensions	Policy	Ongoing	Planning Commission	City Council, City Staff, Brookings Municipal Utilities
Large lot development shall be discouraged south of 207th Street unless it is done as a build through acreage. For the purpose of this plan, large lot should be considered residential development designed to R-1 or R-1A zoning standards	Policy	Ongoing	Planning Commission	City Council, City Staff; Brookings County

INTEGRATED LAND USE VISION (CONTINUED)
STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
LAND USE POLICIES				
Implement an intensity based approach to land use and development in accordance with the future land use map and land use categories	Policy	Ongoing	Planning Commission	City Council, City Staff
Encourage responsible horizontal integration (mixed use development) at appropriate locations	Policy	Ongoing	Planning Commission	City Council, City Staff; Developers
Encourage responsible vertical integration (mixed use development) at appropriate locations	Policy	Ongoing	Planning Commission	City Council, City Staff; Developers
Use the future land use map as a basis for decisions by the Planning Commission, the City Council, and private developers	Policy	Ongoing	Planning Commission	City Council, City Staff; Developers
Implement site design standards in accordance with the recommendations of each land use category	Policy	Short	Planning Commission	City Council, City Staff; Developers

HOUSING AND NEIGHBORHOODS

STEPS TOWARD IMPLEMENTATION

FIGURE 4.1: Implementation Table

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Create healthy neighborhoods that offer a range of housing types to accommodate workers and residents at all stages of life.	Goal	Ongoing	Developers	Planning Commission, City Council, City Staff
Connect neighborhoods to community destinations including jobs, commerce, and recreation.	Action	Short	Planning Commission	City Council, City Staff; Developers
Create neighborhoods that build on the character and quality of existing neighborhoods.	Goal	Ongoing	Developers	Planning Commission, City Council, City Staff
Utilize the relevant recommendations from the Brookings Affordable Housing Task Force final report	Action	Short	City Council	City Staff; Developers; Advisory Committees
Expand Housing Diversity by Type and Cost	Goal	Ongoing	Developers	Planning Commission, City Council, City Staff
Implement the intensity based land use philosophy outlined in Chapter 3	Policy	Medium	Planning Commission	City Council, City Staff, Developers
Review codes to ensure that adequate flexibility exists for new types of housing	Action	Short	City Staff	City Council, Advisory Committee, Developers
Establish a not-for-profit housing development corporation	Action	Medium	City Staff	City Council, Community Stakeholders
Give higher priority for city assistance to projects that offer mixed-income housing	Policy	Ongoing	City Council	Planning Commission, City Staff, Developers
Require large scale projects to incorporate universal design standards into at least a portion of all units	Policy	Medium	Planning Commission	City Council, City Staff, Developers
Revitalize and stabilize older neighborhoods	Goal	Ongoing	City Council	Planning Commission, City Staff, Developers
Establish or continue to fund rehabilitation programs	Action	Short	City Council	Planning Commission, City Staff

HOUSING AND NEIGHBORHOODS (CONTINUED)

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Expand demolition program	Action	Short	City Council	Planning Commission, City Staff
Encourage infill development	Goal	Ongoing	City Council	Planning Commission, City Staff, Community Stakeholders
Establish incentives for vacant lot development	Action	Short	City Council	Planning Commission, City Staff
Actively assist infill and redevelopment programs	Action	Short	City Council	Planning Commission, City Staff, Developers
Require infill development receiving incentives or along key corridors to complement the character of the surrounding neighborhood and expand housing options	Policy	Medium	Planning Commission	City Council, City Staff, Developers
Integrate amenities into neighborhoods - new and old	Goal	Medium	City Council	Planning Commission, City Staff
Expand the park system with growth	Action	Ongoing	City Council	Planning Commission, City Staff, Park & Rec Board
Expand the trail system with growth	Action	Ongoing	City Council	Planning Commission, City Staff, Park & Rec Board
Identify potential gathering spaces in new developments	Action	Ongoing	Developers	Planning Commission, City Staff
Establish minimum connectivity standards	Policy	Short	City Staff	Planning Commission, City Council, City Staff
Establish minimum pedestrian connectivity standards	Policy	Short	City Staff	Planning Commission, City Council, City Staff
Encourage downtown's evolution as a neighborhood with housing	Goal	Ongoing	City Council	City Staff, Main Street Organization, Community Stakeholders
Guide city incentives for the development of housing adjacent to jobs and activities	Policy	Medium	City Council	City Staff, Developers

TRANSPORTATION AND MOBILITY

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Create a transportation network that provides a safe and efficient means for all users including pedestrians, bicyclists, and drivers	Goal	Ongoing	City Council	Planning Commission, City Staff
Establish a transportation system that will support desirable patterns of community, neighborhood, and economic development	Goal	Ongoing	City Council	Planning Commission, City Staff
Coordinate the transportation and land use plans	Policy	Ongoing	City Council	Planning Commission, City Staff
Implement the Major Streets Plan	Action	Ongoing	City Council	Planning Commission, City Staff
Extend and connect the existing arterial and collector street system	Action	Medium	City Council	Planning Commission, City Staff
Evaluate implementing a traffic impact analysis requirement for large-scale projects	Policy	Medium	City Staff	City Council, Planning Commission, Developers
Apply "Context Sensitive Design" to street design	Policy	Short	City Staff	Planning Commission, City Council
Establish standards for pedestrian and bicycle friendly development	Policy	Short	City Staff	Planning Commission, City Council
Require pedestrian pathways in all new development	Policy	Short	City Staff	Planning Commission, City Council
Require pedestrian routes between parking and entrances	Policy	Short	City Staff	Planning Commission, City Council
Provide safe local routes to main trails and bike routes	Action	Short	City Council	Planning Commission, City Staff
Implement the recommendations of the Bicycle Master Plan	Action	Varies	City Council	Planning Commission, City Staff
Add or expand sidewalks and sidepaths when streets are due for reconstruction or major treatments	Action	Ongoing	City Staff	City Council

TRANSPORTATION AND MOBILITY (CONTINUED)

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Evaluate the potential for bicycle facilities when streets are due for reconstruction or major treatments.	Action	Ongoing	City Staff	City Council
Identify high priority sidewalk or pedestrian ways to plan for safe routes to school	Action	Ongoing	City Staff	City Council
Establish dedicated funding sources to address gaps and maintenance for pedestrian ways and multi-use trails	Action	Ongoing	City Staff	City Council
Create multi-modal standards	Policy	Ongoing	City Staff	Planning Commission, City Council
Develop and adopt a Complete Streets policy	Action	Ongoing	Planning Commission	City Council, City Staff
Require all new collector streets to be designed to Complete Streets standards	Policy	Short	City Staff	Planning Commission, City Council
Develop new design criteria for arterial streets to include options for medians and improved pedestrian environments	Policy	Short	City Staff	Planning Commission, City Council
Explore ways to retrofit existing development for transit and identify potential future routes	Action	Ongoing	BATA	City Staff
Encourage large new developments to identify a plan for future transit service	Action	Ongoing	Developers	City Staff, BATA
Maintain existing streets, sidewalks, and trails in a state of good repair	Action	Ongoing	City Staff	City Council
Establish a dedicated funding source for maintenance	Action	Ongoing	City Staff	City Council
Create a funding strategy for new and existing streets	Action	Ongoing	City Council	City Staff
Develop, routinely evaluate, and update an arterial capital improvement plan	Policy	Ongoing	City Council	City Staff
Provide dedicated funding source for arterial and collector development	Policy	Ongoing	City Council	City Staff

MUNICIPAL SERVICES

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Ensure land use, infrastructure, and transportation patterns support the efficient and cost-effective delivery of emergency services.	Goal	Ongoing	City Council	Planning Commission, City Staff
Guide the extension of infrastructure in a way that supports efficient patterns of community and economic development.	Goal	Ongoing	City Council	BMU, City Staff
Strengthen existing public facilities and infrastructure strategically to encourage private sector investment and reinvestment, job creation, and to improve quality of life in Brookings.	Goal	Ongoing	City Council	City Staff
Establish a regional stormwater management strategy and apply to all aspects of development	Policy	Medium	City Staff	Planning Commission, City Council, Consultant
Support and strengthen the level of service offered by all service providers including public and quasi-public providers	Goal	Ongoing	City Council	City Staff, Service Providers
Work with providers to evaluate the need, location, and functional suitability for public buildings	Action	Ongoing	City Staff	City Council, Service Providers
Accommodate growth and modernize services by creating high quality community facilities	Action	Ongoing	City Council	City Staff, Service Providers
Continue to maintain materials and equipment on a routine schedule	Policy	Ongoing	City Council	City Staff
Work with providers to evaluate the need, location, and functional suitability for public buildings	Action	Ongoing	Advisory Committees	City Staff, City Council
Balance the intensity of development and response times to locate facilities, including fire stations and branch police stations.	Policy	Ongoing	City Staff	City Council
Maintain public spaces and enforce existing codes to create environments that feel well-kept and safe	Action	Ongoing	City Staff	City Council
Prohibit developments with one access point	Policy	Short	Planning Commission	City Staff
Maintain all facilities in a state of good repair, continually evaluate facility use and adapt accordingly to best serve the market, and expand services to meet the needs of the growing community	Action	Ongoing	City Staff	City Council, Service Providers

MUNICIPAL SERVICES (CONTINUED)

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Establish a funding mechanism for the maintenance of all types of public facilities to ensure the long term viability and efficiency of public infrastructure	Action	Ongoing	City Council	City Staff
Incorporate new facilities and enhancements into the capital improvements plan (CIP)	Action	Ongoing	City Council	City Staff
Identify funding sources for public facility maintenance and development	Action	Ongoing	City Council	City Staff
Create a strategy for successful bond issues	Action	Short / Ongoing	City Staff	City Council
Coordinate infrastructure extensions to reflect the shared goals of the City of Brookings and Brookings Municipal Utilities	Action	Medium	City Council	City Staff, BMU
Promote land development consistent with the comprehensive plan	Policy	Ongoing	Planning Commission	City Council, City Staff
Consider a policy to evaluate the cost-benefit analysis of infrastructure extensions	Policy	Short	City Council	City Staff, BMU
Coordinate existing stormwater ordinances with the vision of the land use plan	Policy	Ongoing	City Staff	Planning Commission, City Council
Evaluate ordinance updates that would require stormwater management to be integrated as a site amenity	Action	Short	Planning Commission	City Council, City Staff, Developers
Evaluate ways to incentivize innovative approaches to stormwater management	Action	Short	City Staff	City Council, Developers
Identify area(s) for larger regional detention	Action	Medium	City Staff	Consultant
Strategically identify and implement specific initiatives identified in the 2014 Brookings Benchmarks Baseline Sustainability Report as amended thereto.	Goal	Medium	City Staff	Advisory Committees, City Council
Develop creative measures to increase efficiencies of solid waste through more environmentally sustainable management practices.	Action	Medium	City Staff	Advisory Committees, City Council

QUALITY OF LIFE

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Identify and implement new programs and policies for funding park expansions and enhancements	Policy	Short	City Staff	Advisory Committees
Adopt a park land dedication ordinance	Policy	Short	City Staff	Park & Rec Board, City Council
Coordinate infrastructure extensions to reflect the shared goals of the City of Brookings and Brookings Municipal Utilities	Action	Medium	City Council	City Staff, BMU
Promote land development consistent with the comprehensive plan	Policy	Ongoing	Planning Commission	City Council, City Staff
Consider a policy to evaluate the cost-benefit analysis of infrastructure extensions	Policy	Short	City Council	City Staff, BMU
Coordinate existing stormwater ordinances with the vision of the land use plan	Policy	Ongoing	City Staff	Planning Commission, City Council
Evaluate ordinance updates that would require stormwater management to be integrated as a site amenity	Action	Short	Planning Commission	City Council, City Staff, Developers
Evaluate ways to incentivize innovative approaches to stormwater management	Action	Short	City Staff	City Council, Developers
Identify area(s) for larger regional detention	Action	Medium	City Staff	Consultant
Strategically identify and implement specific initiatives identified in the 2014 Brookings Benchmarks Baseline Sustainability Report as amended thereto.	Goal	Medium	City Staff	Advisory Committees, City Council
Develop creative measures to increase efficiencies of solid waste through more environmentally sustainable management practices.	Action	Medium	City Staff	Advisory Committees, City Council
Develop a Park Expansion Trust Fund	Policy	Short	City Council	City Staff, Philanthropists

QUALITY OF LIFE (CONTINUED)

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Team with local civic organizations and philanthropists to fund the expansion and improvement of the park system	Action	Short	City Council	City Staff, Philanthropists, Advisory Committees
Implement land use regulations that support mixed use neighborhoods centered around common park or quality of life amenities	Policy	Ongoing	Planning Commission	City Staff, City Council, Consultant
Direct city investments and redevelopment dollars toward mixed-use projects	Action	Short	City Council	City Staff
Require features in low density developments that create a sense of community	Policy	Ongoing	Planning Commission	City Staff
Maintain the city's heritage through appropriate historic preservation	Goal	Ongoing	Advisory Committees	City Staff, Planning Commission
Revise the city-wide historic preservation assessment and implement historic preservation plans and programs	Action	Medium	Advisory Committees	City Staff
Create targeted incentives for preservation aimed at overcoming potential obstacles	Action	Short	City Staff	City Council, Advisory Committee, Developers
Develop guidelines for development in the downtown or other historic districts	Action	Short	City Staff	Main Street Organization, Advisory Committees
Improve landscaping regulations	Policy	Medium	Planning Commission	City Staff
Support and encourage the use of native landscaping materials	Policy	Ongoing	City Staff	Planning Commission
Require additional landscaping for larger projects	Policy	Short	Planning Commission	City Staff, City Council
Upgrade site design standards	Policy	Short	Planning Commission	City Staff

QUALITY OF LIFE (CONTINUED)

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Require pedestrian accommodations in all site design	Policy	Short	Planning Commission	City Staff
Create design guidelines for all arterial streets	Policy	Medium	Planning Commission	City Staff
Develop design guidelines for the 6th Street corridor	Policy	Short	Planning Commission	City Staff, Consultant
Integrate art and sculptures into public spaces	Policy	Ongoing	Advisory Committees	City Staff, Developers, Philanthropists
Implement the recommendations of the Brookings Park Master Plan and update the plan regularly	Action	Varies	City Staff	Advisory Committees, City Council
Promote the advancement, development, and appreciation of public art into community amenities.	Goal	Ongoing	City Council	Advisory Committees, City Staff
Encourage environmentally friendly construction methods and use of recyclable, green "sustainable" materials.	Goal	Ongoing	City Council	Advisory Committees, City Staff
Implement the recommends of the Brookings Park Master Plan as it pertains the developing and maintaining a strong and healthy urban forest and update the plan regularly.	Action	Varies	City Staff	Advisory Committees, City Council
Prioritize and identify funding sources for key recommendations with the Park Master Plan	Action	Varies	City Staff	Advisory Committees, City Council
Maintain all facilities in a state of good repair, continually evaluate facility use and adapt accordingly to best serve the market	Action	Ongoing	City Staff	City Council
Budget adequately for the maintenance and improvement of existing parks on an annual basis	Policy	Ongoing	City Council	City Staff
Continually evaluate recreation trends and demands to adapt to changing community desires	Action	Ongoing	City Staff	Advisory Committees

QUALITY OF LIFE (CONTINUED)

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Expand the city's neighborhood park system into growth areas	Action	Ongoing	City Staff	Planning Commission, City Council, Developers
Add to the city's community park system through the preservation of areas prone to water issues, potentially including areas in the floodplain or with high water tables	Action	Ongoing	City Council	City Staff, Developers
Use trails and greenways to connect the city's existing and future parks through a linear recreation system	Action	Ongoing	City Council	City Staff, Developers, Advisory Committees
Implement the Bicycle Master Plan	Action	Varies	City Staff	Advisory Committees, City Council, Consultant
Require buffers along drainageways both for protection and to create corridors that connect destinations together	Policy	Medium	Planning Commission	City Staff, Developers
Promote inclusive and well-connected neighborhoods.	Goal	Ongoing	City Council	City Staff, Advisory Committee
Develop and implement a public art master plan.	Action	Short	Advisory Committees	City Staff, City Council

STRATEGIC DEVELOPMENT AREAS

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
SOUTH MAIN AREA				
Incorporate multi-use trails and sidewalks along the right of way to provide a north-south connection for bicyclists and pedestrians. Explore funding mechanisms that could potentially include public-private partnerships	Action	Medium	City Staff	City Council, Advisory Committee, Developers
Promote landscaping and tree plantings along the corridor	Policy	Short	City Staff	Planning Commission
Evaluate adopting or updating landscape requirements to require landscaping for site development projects	Policy	Medium	Planning Commission	City Staff, City Council
Encourage businesses to share driveway accesses onto Main Avenue South to alleviate potential traffic conflicts	Policy	Ongoing	Planning Commission	City Staff
6TH STREET AREA				
Create an attractive and welcoming pedestrian environment along the length of the corridor related to the scale and configuration of development	Action	Ongoing	City Council	City Staff, Developers, Philanthropists
Integrate safe and comfortable bicycle and pedestrian crossings at major nodes along 6th Street	Action	Short	City Council	City Staff, Developers, Philanthropists
Continue to integrate landscaping and thematic elements into the streetscape	Action	Ongoing	City Staff	City Council, Developers, Philanthropists
Promote high quality development and a mix of complementary uses that allow the corridor to function as a cohesive business district	Action	Ongoing	Planning Commission	City Staff, Developers, City Council
Mitigate impacts to the adjacent historic districts by encouraging a graceful transition between those properties with frontage on 6th Street to those with frontage on 7th and 5th Streets respectively	Policy	Ongoing	Planning Commission	City Staff, Advisory Committees
Consider the general recommendations in this section when evaluating redevelopment proposals in terms of scale (real and perceived), location and screening of parking; and mitigation of off-site impacts.	Policy	Ongoing	Planning Commission	City Staff, Advisory Committees, Developers

STRATEGIC DEVELOPMENT AREAS (CONTINUED)

STEPS TOWARD IMPLEMENTATION

RECOMMENDATION	TYPE	TIMING	LEADERSHIP	PARTNERS
Implement the recommendations of the Policy Map and use the site specific development concepts as a guide for redevelopment and tactical site interventions	Policy	Ongoing	Planning Commission	City Staff, Developers
Implement the "form and scale" guidance and the "transitions and compatibility" recommendation for each policy area identified on the Policy Map	Policy	Ongoing	Planning Commission	City Staff, Developers
Implement the recommendations of the 6th Street Policy Map in terms of attention node enhancement	Action	Ongoing	Planning Commission	City Staff, City Council, Developers

MANUFACTURED HOME PARKS

Explore opportunities to improve and retrofit aging manufactured home parks	Action	Short	City Staff	Developers, Planning Commission, Philanthropists
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BRIDGING THE INTERSTATE

Explore the creation of a trail crossing of Interstate 29 between SDSU, the trail system, and the eastern employment centers and emerging development areas	Action	Medium	City Staff	Advisory Committees, City Council, Consultant
To coincide with the construction of a trail bridge over the interstate, institute policies supporting trail use including: required trail access; wayfinding, communal spaces oriented to the trail; and integrating artistic and landscape elements into the trail corridor.	Policy	Medium	City Staff	Planning Commission, Advisory Committees; Developers
Facilitate the development of a mixed-use, conservation neighborhood on the site of the former SDSU tree farm if the site becomes available.	Action	Medium	City Staff	Planning Commission, SDSU; Developers
Facilitate the development of a town center development at the northeast quadrant of 6th Street and Interstate 29	Action	Medium	City Staff	City Council

DOWNTOWN ACTIONS

Continue to strengthen the central business district, its historic character, its destination quality, and institute policies to promote long term vitality and relevance.	Action	Ongoing	Main Street Organization	City Staff
Develop a downtown master plan	Action	Short	Main Street Organization	City Staff, Consultant



Appendix

The development of this plan included the collection of a wealth of information, analysis, and complementary planning efforts. The appendix contains these supplemental materials not included in the body of the comprehensive plan.

FIGURE A.1: Assessed Value Per Square Foot of Lot

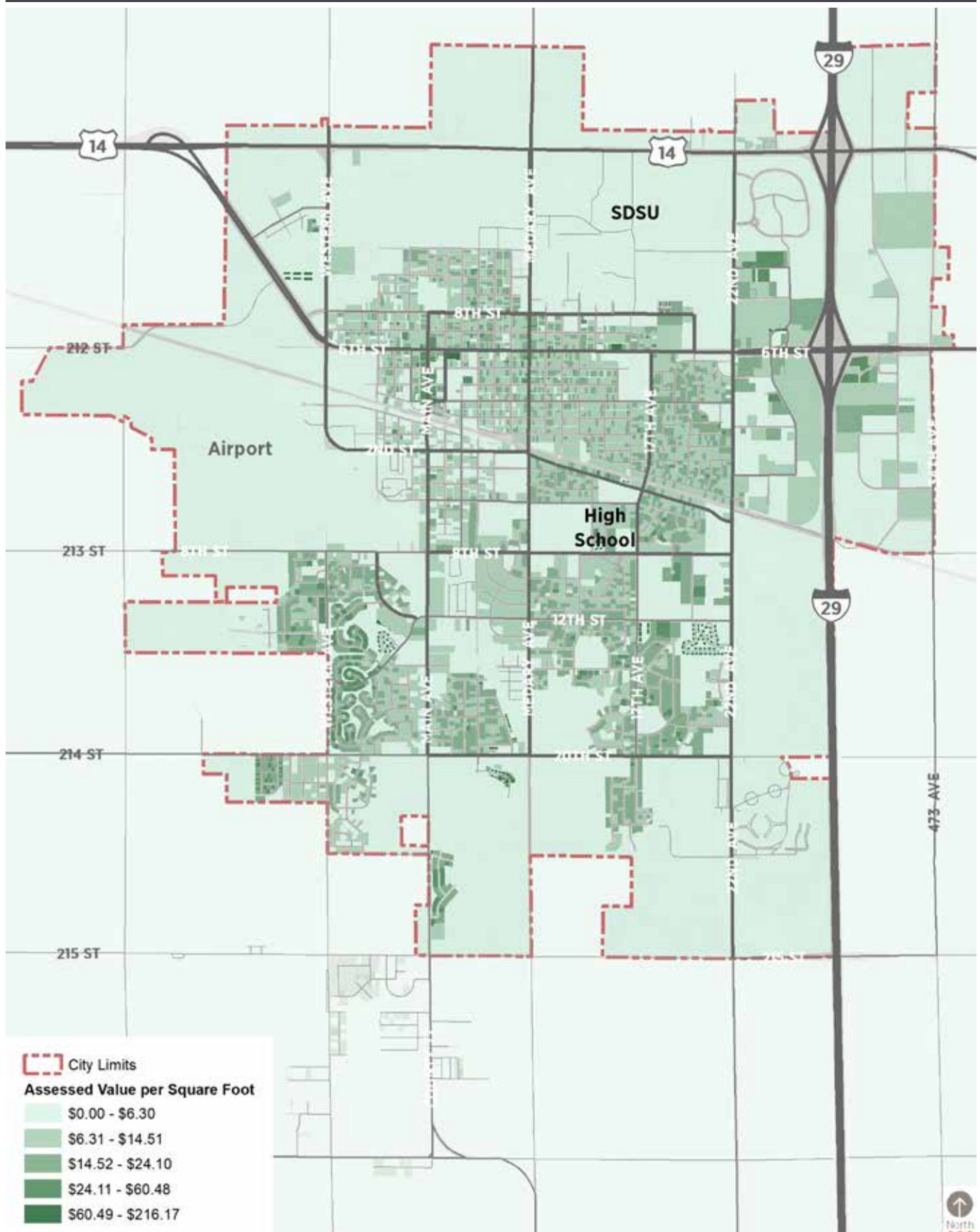


FIGURE A.2: Total Assessed Property Value

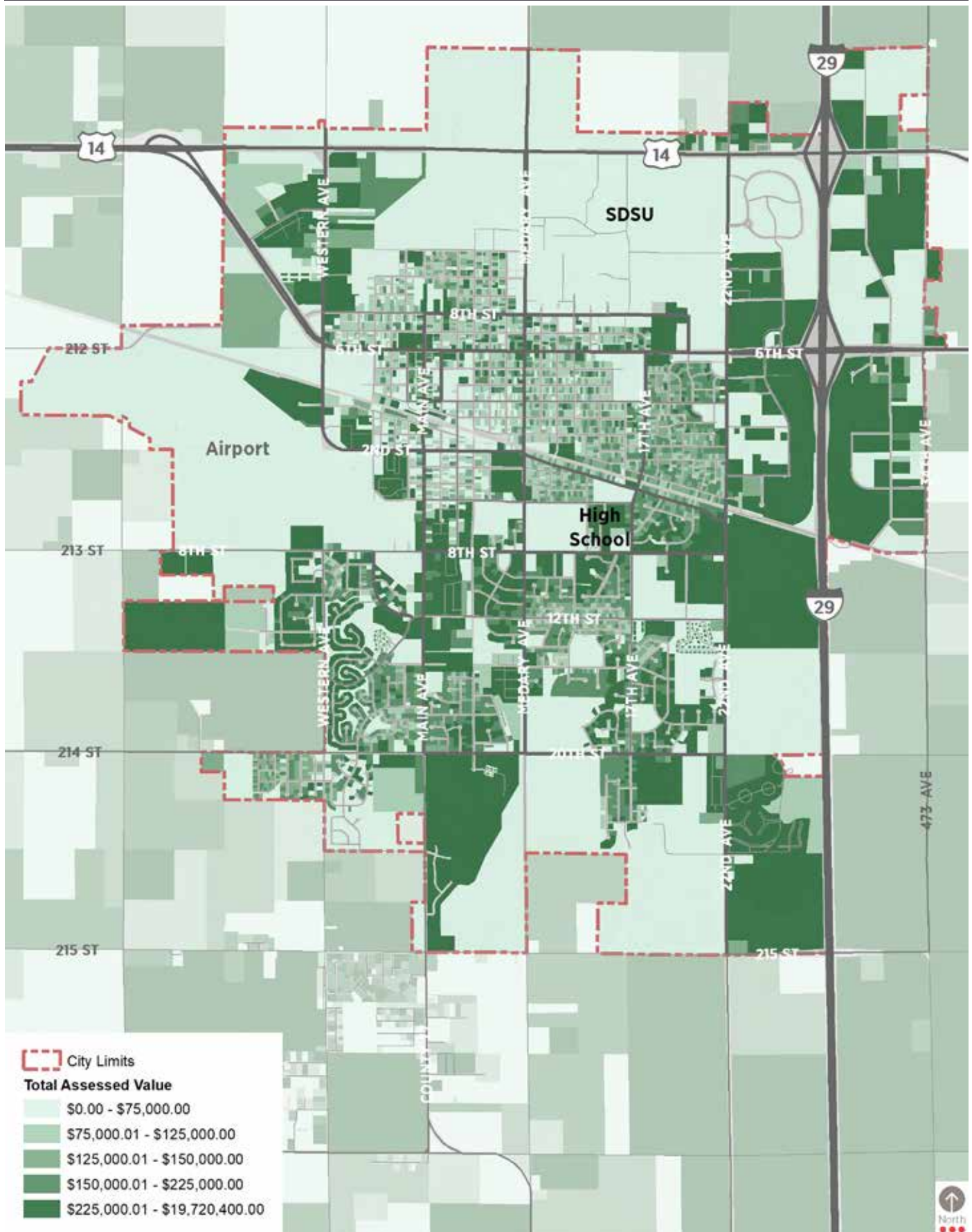
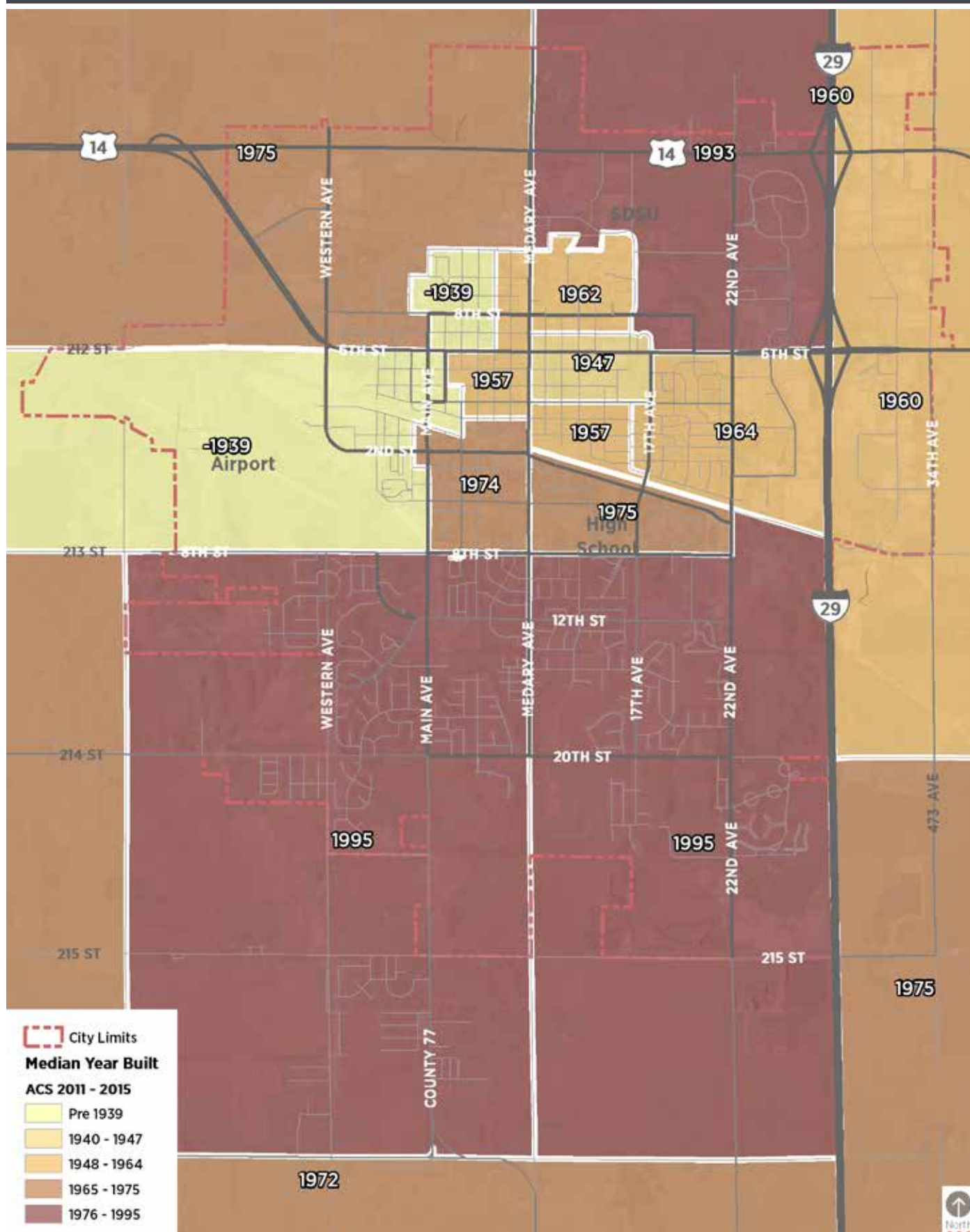


FIGURE A.3: Median Year Built



City Limits
Households Paying Over 30% of Income for Mortgage
ACS 2011 - 2015

- 0%
- 0.1% - 3.5%
- 3.6% - 6.6%
- 6.7% - 9.3%
- 9.4% - 11.5%

Map labels include: 14, 29, 0.0%, 11.5%, 6.6%, 0.0%, 0.0%, 8.0%, 9.3%, 0.0%, 0.0%, 3.5%, 0.0%, 0.0%, 6.6%, 0.0%, 2.6%, 0.0%, 5.8%, 212 ST, 213 ST, 214 ST, 215 ST, 216 ST, 217 ST, 218 ST, 219 ST, 220 ST, 221 ST, 222 ST, 223 ST, 224 ST, 225 ST, 226 ST, 227 ST, 228 ST, 229 ST, 230 ST, 231 ST, 232 ST, 233 ST, 234 ST, 235 ST, 236 ST, 237 ST, 238 ST, 239 ST, 240 ST, 241 ST, 242 ST, 243 ST, 244 ST, 245 ST, 246 ST, 247 ST, 248 ST, 249 ST, 250 ST, 251 ST, 252 ST, 253 ST, 254 ST, 255 ST, 256 ST, 257 ST, 258 ST, 259 ST, 260 ST, 261 ST, 262 ST, 263 ST, 264 ST, 265 ST, 266 ST, 267 ST, 268 ST, 269 ST, 270 ST, 271 ST, 272 ST, 273 ST, 274 ST, 275 ST, 276 ST, 277 ST, 278 ST, 279 ST, 280 ST, 281 ST, 282 ST, 283 ST, 284 ST, 285 ST, 286 ST, 287 ST, 288 ST, 289 ST, 290 ST, 291 ST, 292 ST, 293 ST, 294 ST, 295 ST, 296 ST, 297 ST, 298 ST, 299 ST, 300 ST, 301 ST, 302 ST, 303 ST, 304 ST, 305 ST, 306 ST, 307 ST, 308 ST, 309 ST, 310 ST, 311 ST, 312 ST, 313 ST, 314 ST, 315 ST, 316 ST, 317 ST, 318 ST, 319 ST, 320 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FIGURE A.5: Households Paying More than 30% of Income to Rent and Utilities

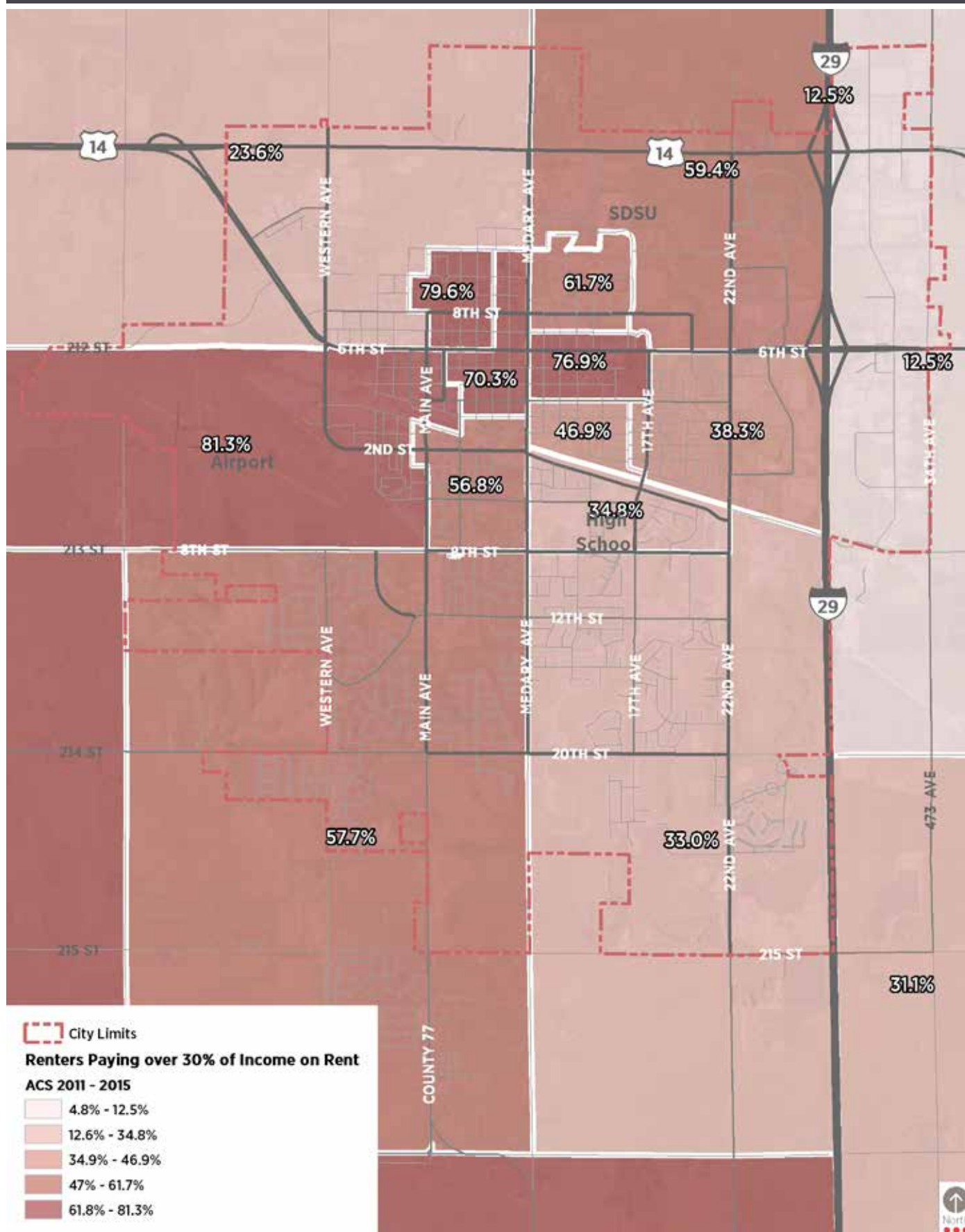


FIGURE A.6: Road Intersections (Connectivity Metric)

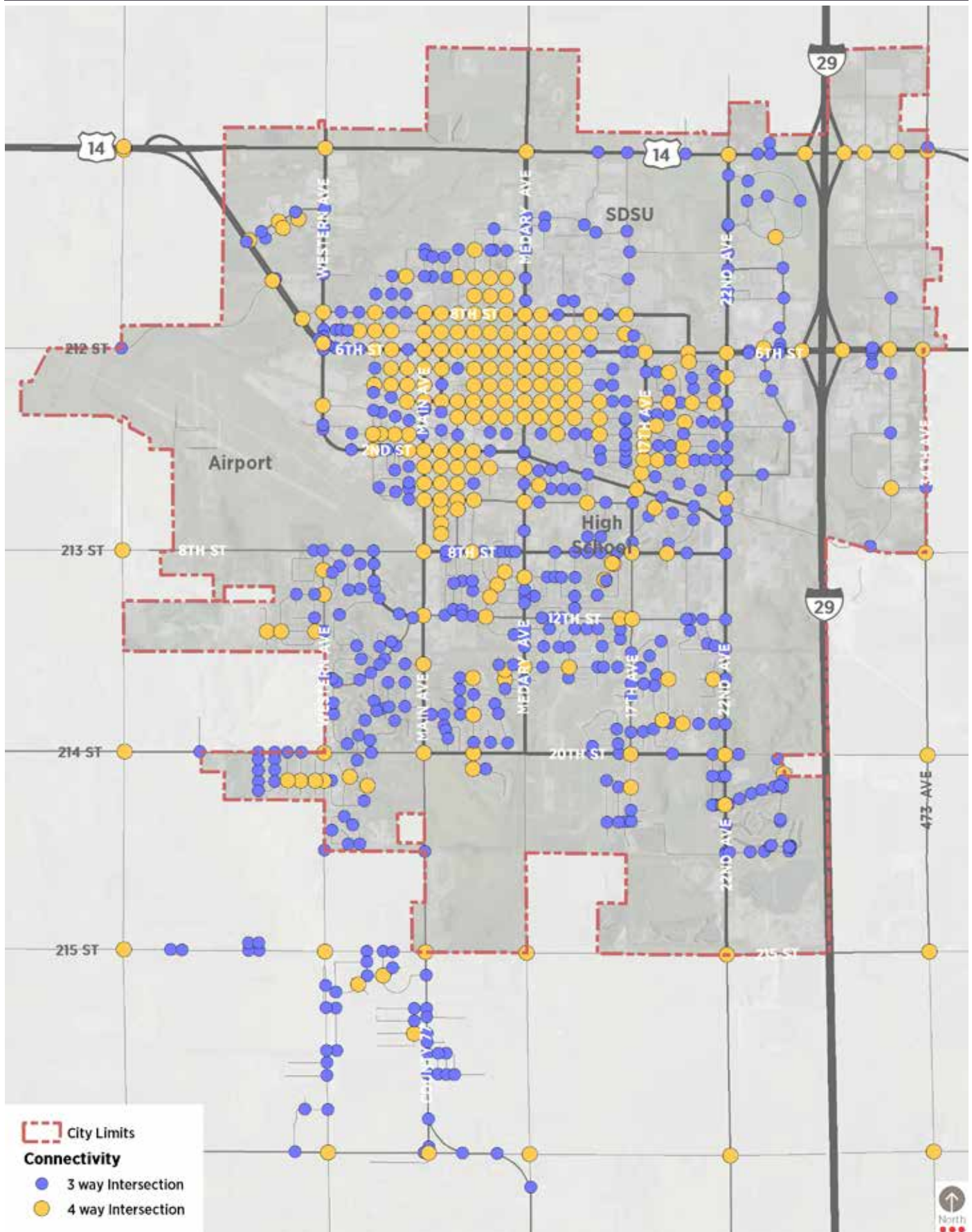


FIGURE A.7: Land Use Comparison to Peer Communities

CITY	RESIDENTIAL PERCENT	COMMERCIAL PERCENT	INDUSTRIAL PERCENT	CIVIC PERCENT	PARKS AND RECREATION	RIGHT OF WAY
Brookings, SD	23.29	4.91	13.17	18.96	10.84	28.82
Kearney, NE	35.25	8.85	4.86	14.2	9.85	27
Cedar Falls, IA	38.50	4.80	8.40	17.50	9.10	21.70
Yankton, SD	25.33	6.18	7.14	29.43	14.05	17.87
Hays, KS	35.08	9.83	8.03	17.37	3.70	26.00

Source: RDG Database and Community Land Use Records

FIGURE A.8: Affordability Comparisons

CITY	MEDIAN HOUSEHOLD INCOME	MEDIAN HOME VALUE	VALUE/INCOME RATIO	MEDIAN YEAR BUILT	MEDIAN CONTRACT RENT
Brookings	\$45,175	\$159,400	3.53	1979	\$568
Kearney, NE	\$50,566	\$153,100	3.03	1978	\$580
Cedar Falls, IA	\$55,808	\$170,500	3.06	1969	\$672
Emporia, KS	\$36,228	\$88,700	2.45	1967	\$461
Hays, KS	\$42,976	\$157,900	3.67	1973	\$515
Maryville, MO	\$26,889	\$129,700	4.82	1975	\$511
Spearfish, SD	\$43,046	\$194,300	4.51	1983	\$535
Sioux Falls	\$52,494	\$157,800	3.01	1983	\$655

Source: US Census Bureau, 2000 & 2010

FIGURE A.9: Housing Affordability Trend

	MEDIAN HOUSEHOLD INCOME	MEDIAN HOME VALUE	VALUE TO INCOME RATIO	MEDIAN GROSS RENT	MEDIAN GROSS RENT (PERCENT OF MEDIAN HOUSEHOLD INCOME)
2000	\$31,266	\$93,900	3.00	\$393	15.08%
2010	\$39,403	\$141,100	3.58	\$588	17.91%
2015	\$45,175	\$159,400	3.53	\$664	17.64%

Source: U.S. Census Bureau; American Community Survey

FIGURE A.10: Projected Housing Demand

	2020	2025	2030	2035	TOTAL
Population	24,721	26,670	28,769	31,031	
Household Population	20,963	22,616	24,396	26,314	
Average Household Size	2.31	2.31	2.31	2.31	
Household Demand	9,075	9,790	10,561	11,392	
Projected Vacancy Rate	6.38%	6.38%	6.38%	6.38%	
Annual Replacement Need	5	5	5	5	95
Total Unit Demand at End of Period	426	789	848	912	2,975
Average Annual Construction	142	158	170	182	165

Source: RDG Planning & Design, 2017

FIGURE A.11: Projected Residential Land Needs - Trend Scenario

2017-2025	% OF DEMAND	UNITS	GROSS DENSITY (DU/A)	LAND NEEDS	DESIGNATED LAND (X2)
Low Density	50%	608	2.5	243	486
Medium Density	10%	122	6	20	41
High Density	40%	486	12	41	81
Total	100%	1,215		304	608
2025-2035					
Low Density	50%	880	2.5	352	704
Medium Density	10%	176	6	29	59
High Density	40%	704	12	59	117
Total	100%	1,760		440	880
Total 2017-2035		2,975		744	1,488

Source: RDG Planning & Design, 2017

FIGURE A.12: Projected Commercial Land Needs - Trend Scenario

POPULATION PROPORTION METHOD	2015	2025	2035	CONVERSION NEED	DESIGNATED LAND (X1.5)
Projected Population	22,974	26,670	31,031		
Comm Use/100 res.	1.58	1.58	1.58		
Projected Commercial Use (acres)	362	420	489	127	190
RESIDENTIAL USE PROPORTION METHOD					
Residential Land (acres)	1,715.81	2,019.61	2,459.64		
Commercial/Residential Ratio	0.21	0.21	0.21		
Projected Commercial Use (acres)	362	426.22	519.09	157	235

Source: RDG Planning & Design, 2017

FIGURE A.13: Projected Industrial Land Needs - Trend Scenario

POPULATION PROPORTION METHOD	2015	2025	2035	CONVERSION NEED	DESIGNATED LAND (X1.5)
Projected Population	22,974	26,670	31,031		
Industrial Use/100 res.	4.22	4.22	4.22		
Projected Commercial Use (acres)	970	1,127	1,311	340	1,021
RESIDENTIAL USE PROPORTION METHOD					
Residential Land (acres)	1,716	2,020	2,460		
Industrial/Residential Ratio	0.57	0.57	0.57		
Projected Commercial Use (acres)	970	1,142	1,391	421	1,262

Source: RDG Planning & Design, 2017

FIGURE A.14: Projected Residential Land Needs - Efficiency Scenario

2017-2025	% OF DEMAND	UNITS	GROSS DENSITY (DU/A)	LAND NEEDS	DESIGNATED LAND (X2)
Low Density	30%	365	4	91	182
Medium Density	30%	365	10	36	73
High Density	40%	486	14	35	69
Total	100%	1,215		162	325
2025-2035					
Low Density	30%	528	4	132	264
Medium Density	30%	528	10	53	106
High Density	40%	704	14	50	101
Total	100%	1,760		235	470
Total 2017-2035		2,975		397	795

Source: RDG Planning & Design, 2017

FIGURE A.15: Projected Commercial Land Needs - Efficiency Scenario

POPULATION PROPORTION METHOD	2015	2025	2035	CONVERSION NEED	DESIGNATED LAND (X1.5)
Projected Population	22,974	26,670	31,031		
Comm Use/100 res.	1.58	1.58	1.58		
Projected Commercial Use (acres)	362	420	489	127	190
RESIDENTIAL USE PROPORTION METHOD					
Residential Land (acres)	1,715.81	1,878.13	2,113.23		
Commercial/Residential Ratio	0.21	0.21	0.21		
Projected Commercial Use (acres)	362	396.36	445.98	84	126

Source: RDG Planning & Design, 2017

FIGURE A.15: Projected Industrial Land Needs - Efficiency Scenario

POPULATION PROPORTION METHOD	2015	2025	2035	CONVERSION NEED	DESIGNATED LAND (X1.5)
Projected Population	22,974	26,670	31,031		
Industrial Use/100 res.	4.22	4.22	4.22		
Projected Commercial Use (acres)	970	1,127	1,311	340	1,021
RESIDENTIAL USE PROPORTION METHOD					
Residential Land (acres)	1,716	1,878	2,113		
Industrial/Residential Ratio	0.57	0.57	0.57		
Projected Commercial Use (acres)	970	1,062	1,195	225	674

Source: RDG Planning & Design, 2017



brookings
SOUTH DAKOTA
comprehensive plan



Executive Summary

Adopted April 2018
Planning for 2040

Executive Summary

Over the past year, hundreds of residents and leaders came together to create a unified plan for how Brookings will create its future over the next 20 years! This plan comes at an opportune time of rapid change - commercially, technologically, and nationally - to provide a roadmap for how Brookings can position itself for success through a changing landscape!

PLAN FOR GROWTH

PLAN FOR A POPULATION OF 31,000 BY 2035

- Create and expand neighborhoods, commercial centers, employment centers in a way that contributes to the overall quality of the community and resident experience.
- Add new community facilities such as schools, libraries, police and fire stations, and other infrastructure.

PRESERVE COMMUNITY CHARACTER

- Grow in a way that contributes to the character of the city and the experience of its residents.
- Neighborhoods should integrate amenities and be connected throughout the city for pedestrians, bicyclists, transit users, and drivers. By mixing land uses and designing developments for amenities, residents can enjoy greater convenience, character, and a better experience.

GROW WITH NATURE

- Brookings is restricted on virtually all sides by floodplains and a high ground watertable.

- Growth should be relatively compact and contiguous to existing development and focus on providing a cohesive pattern of development.
- Neighborhoods should seek to integrate wetlands and stormwater management areas as a community amenity through the creation of trails, greenways, and a connected recreation system.

HOW TO IMPLEMENT THE PLAN

GOALS

- Conceived through community input and crafted by the advisory committee to reflect the values and aspirations of Brookings.
- As fundamental elements of the plan, the goals:
 - › guide the content of the plan including recommendations
 - › guide decisions related to capital improvements, land use decisions, and initiatives

THE LAND DEVELOPMENT PLAN

- **Intensity Based Approach.** The intensity based approach, especially pertinent to strategic development areas and new neighborhoods, encourages projects to integrate a series of complementary land uses. The goal is to allow growth that is convenient, attractive, and connected to residents, jobs, and amenities.
- **Development Concept.** The development concept looks for ways to "connect the dots" between assets and opportunities in a framework for how the community can grow most efficiently.

- **Future Land Use Map.** The future land use map articulates a growth plan which integrates land use, transportation patterns, and future parks.
 - › Property Owners Decide. The map depicts new land uses including private properties. The transitions from the current use to the depicted use is expected to occur slowly over time, in response to market demands, as property owners voluntarily sell, develop, or change the use of their land.
 - › Generalized Map. The map does not provide the specificity or rigidity of a zoning map or engineering document. The map is intended to show:
 - » Generalized land use locations and transitions
 - » Collector and arterial street connections.
 - › A Basis for Land Use Decisions. The map should provide the basis for land use decisions by the Planning Commission, the City Council, and private developers.

PLAN ELEMENTS

- The individual plan elements provide an overview and recommendations for how to strengthen the many components of the community:
 - › Housing and Neighborhoods
 - › Transportation and Mobility
 - › Municipal Services
 - › Quality of Life
 - › Strategic Development Areas

- Each of these elements provides insight into the individual conditions, opportunities, and challenges facing each of these topic areas with recommendations for each.

IMPLEMENTATION CHAPTER

- The plan contains many recommendations - including actions, policies, and capital investments - and it often involves a unique team of partners for implementation.
- The implementation chapter provides a guide to making the project a reality including the following elements:
 - › Regulatory Mechanisms and Annexation Policies
 - › Plan Maintenance, Changes, and Annual Review
 - › Roles and Responsibilities for Implementation
 - › Implementation Table and Schedule
- The implementation table should be reviewed annually by the Planning Commission, be used to create an annual action and capital improvement program, and be kept up to date.

CONTENTS OF THIS SUMMARY:

- Development Concept Map
- Future Land Use Map
- Element Summary Pages

FIGURE E.1: Future Land Use Plan

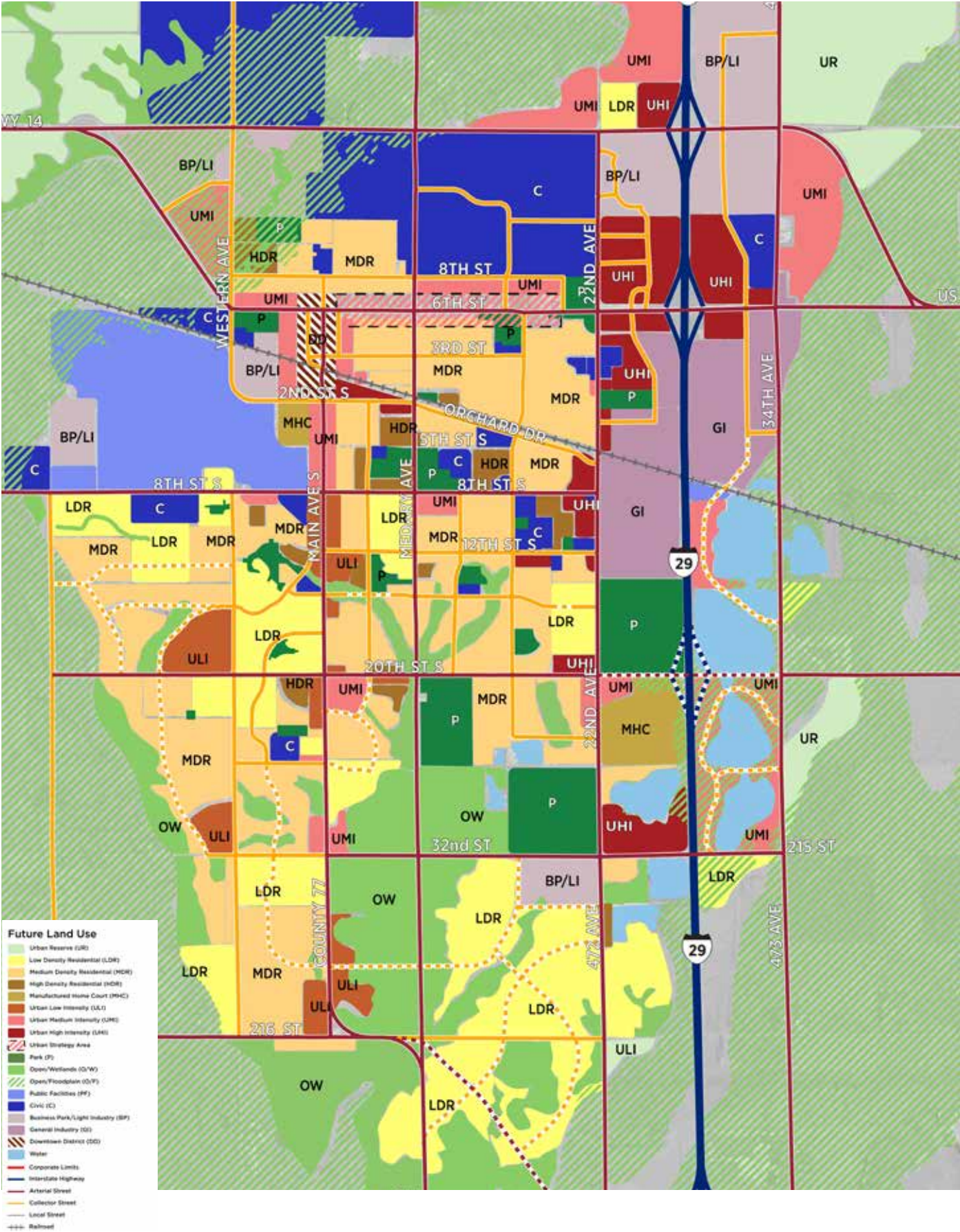
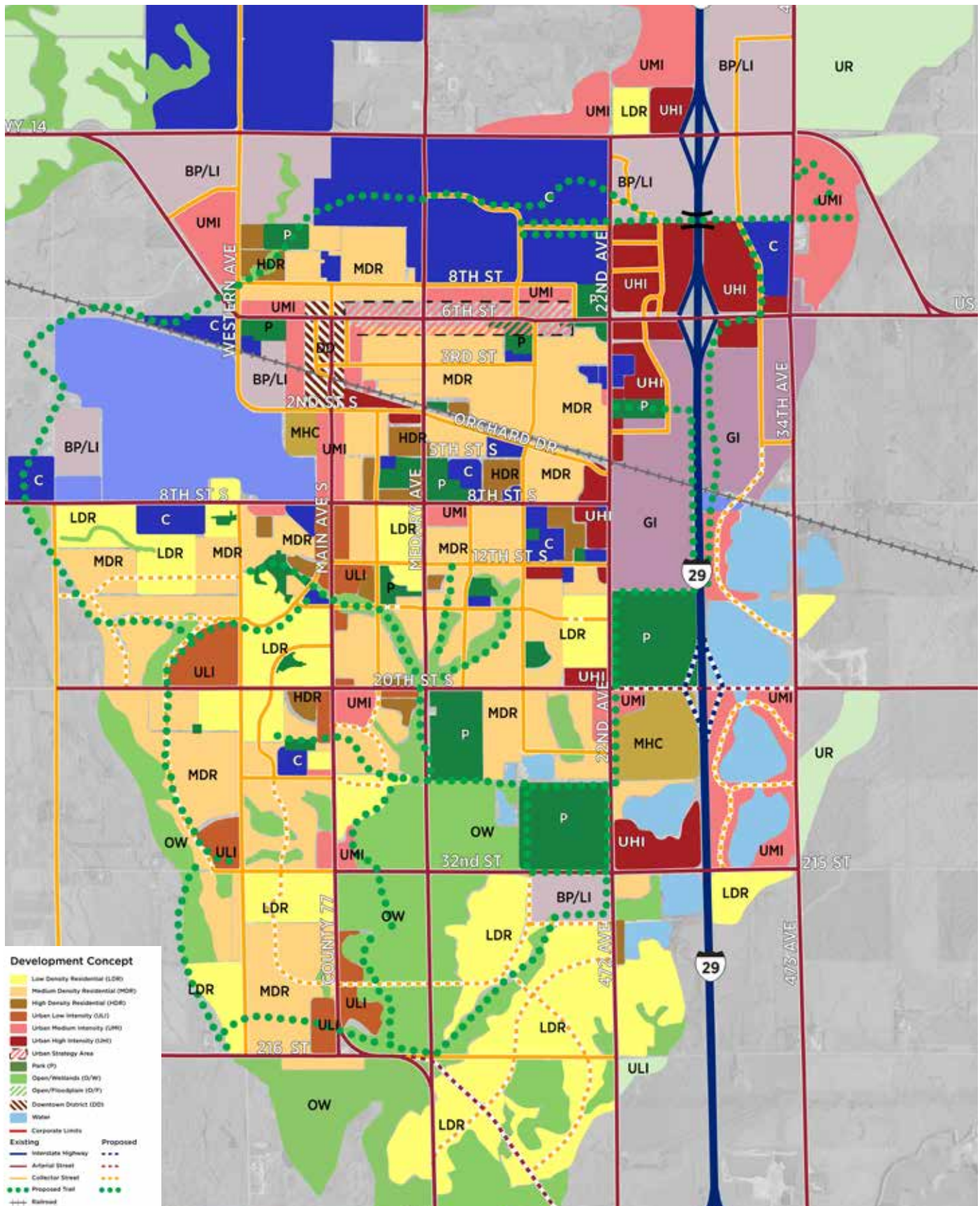


FIGURE E.2: Development Concepts Map



HOUSING & NEIGHBORHOODS

GOALS

Create healthy neighborhoods that offer a range of housing types to accommodate workers and residents at all stages of life.

Connect neighborhoods to community destinations including jobs, commerce, and recreation.

Create neighborhoods that build on the character and quality of existing neighborhoods.

CONTEXT:

Brookings is growing. Between 1960 and 2016, Brookings has welcomed more than 6,700 new residents including students and traditional residents. This is a healthy growth rate of between 1% and 1.75% annually and is faster than many peer communities.

The development community is responding. To accommodate growth, builders in Brookings are producing an average of 175 units per year (2005 - 2025) with approximately 50% of those units being single-family detached. New development areas are limited making land consumption an area of concern.

Students impact the housing market. Nearly 50% of units are renter occupied, driven mostly by a large number of students living off campus. Traditional residents of all ages and income brackets looking for rental housing often compete with students for a finite number of units.

Students impact neighborhoods. Some blocks around SDSU are fully occupied by students. Other adjacent blocks are working to retain more of a balance between owner and renter occupancy.

ISSUES:

Affordable housing. Many factors are affecting housing costs for Brookings. Some of these issues are similar to other communities in the region, including construction costs growing at a faster rate than wages and lack of variety in the market. Somewhat unique to Brookings is the impact students have on the housing market. The economics of how they pay for housing and their living arrangements make it difficult for many traditional residents to compete for housing.

Single-product housing development. Home production has focused on single family-detached and multi-family, primarily at the upper end of the market. While this does accommodate the technical need for new housing, this pattern serves to isolate populations and decreases movement in the market

Fragmented street grid and isolated neighborhoods. Connected neighborhoods provide countless benefits including reliable and prompt emergency response, the ability for residents to walk or bicycle to their destination, and for residential developments to complement one another. Due to several factors, recent developments have resulted in a loss of street connectivity and increased isolation of new neighborhoods.

Evolving student and retiree housing needs. On campus housing is changing with greater interest and demand for suite type units. At the same time, demand for good quality off-campus student housing is increasing and interest in downsizing by retirees is creating a demand for new, quality units.

OPPORTUNITIES:

Strengthen existing neighborhoods. Brookings' neighborhoods are a primary source of the charm and quality that residents value and want to preserve. Efforts should enhance and strengthen existing neighborhoods to ensure their quality, role, and identity.

Trail, street, and sidewalk connections. Connected neighborhoods are healthy neighborhoods that allow residents to walk or ride a bicycle to parks, schools, and other destinations; conversely, a lack of connections rapidly increases the actual and perceived distance between places within the city. A robust transportation system will support the small-town character that residents value today even as Brookings continues to grow.

Stormwater as an amenity. A significant liability for Brookings is the combination of high-groundwater and the need to manage stormwater during rainfall events. Innovative treatments such as detention and retention basins, wetlands, and regional lakes can serve as a focal point and amenity for new neighborhoods.

Growth and appetite. There is a strong appetite for new housing types throughout the city. This growth and appetite offers the development community and the city the opportunity to introduce innovative neighborhood configurations, housing products, and amenities with limited risk.

BIG IDEAS:

Housing as a public good. Housing is the single greatest real estate investment in Brookings' and these homes shelter and offer a sense of place to Brookings' single greatest asset, its people. Therefore, housing should be treated as infrastructure and an extension of the community fabric.

Thoughtful and intentional growth. Brookings is expected to welcome approximately 8,000 new residents by 2035 as it grows to a population of nearly 31,000. The way it grows will determine the type of community it becomes, the lifestyle choices residents will have, and the role that Brookings will play in the region.

- **Average annual production needed.** Approximately 165 dwelling units should be produced annually with community facilities such as parks, schools, and trails to support the growing population.
- **Housing types needed.** Approximately 60% should be owner occupied and 40% should be renter occupied.
- **Price-points for market health.** A variety of price-points is needed to allow residents to enter the housing market (as owners or renters), establish financial stability, and then to move within the market based on their phase of life.

Create neighborhoods. A neighborhood is an extension of the city framework that integrates new streets, public space, and

homes in a way that seamlessly benefits both the existing and new residential areas. Effective neighborhood development requires a vision for how land will fit together as it develops.

- **Integrate Diverse Housing Types.** A vibrant housing market and neighborhood accommodates a resident throughout the phases of their life including entry-level options (owner and rental), family homes, and downsize options (owner and rental).
- **Create Workforce Housing Opportunities.** Used in place of "affordable housing" which is too relative, the community should focus on providing varying housing products and price-points for its workforce. Without a focus on housing its workforce (current and future), housing will continue to limit the economic potential of Brookings.

Preserve existing housing. The city's best source of affordable housing is within its existing housing stock. Poor property maintenance, structural deterioration, and delayed maintenance of public infrastructure can quickly degrade neighborhood quality and property values. This has the dual effect of diminishing the city's stock of sound affordable housing and suppressing the economic benefits of rehabilitation. Reinvestment in older neighborhoods is essential to providing a continuing source of workforce housing.

Role of Students in the Market and the Community. Student oriented neighborhoods should offer these residents a quality setting, proximity and direct access to SDSU for bicyclist and pedestrians, and seek to integrate students into the community.

Shared Risk, Shared Reward: Collective Housing Development. While it is easy to float lofty ideas of how development should occur, it can be difficult to introduce new housing products, new neighborhood types, and innovative infrastructure treatments. For this purpose, public-private partnerships may be required to demonstrate innovation.

RECOMMENDATIONS FOR ACTION:

1. Utilize the relevant recommendations from the Brookings Affordable Housing Task Force final report
2. Expand housing diversity by type and cost
3. Revitalize and stabilize older neighborhoods
4. Encourage infill development
5. Integrate amenities at the heart of new neighborhoods such as trails, parks or plazas, schools, and other facilities
6. Establish minimum connectivity standards
7. Encourage downtown's evolution as a neighborhood with housing

TRANSPORTATION GOALS

Create a transportation network that provides a safe and efficient means for all users including pedestrians, bicyclists, and drivers.

Establish a transportation system that will support desirable patterns of community, neighborhood, and economic development.

CONTEXT:

Brookings is growing. Brookings is growing geographically with new residential, industrial, and commercial areas developed each year. The transportation system must serve this future development without compromising the character of the community.

Dependence on the regional transportation system. Brookings' role as a regional job center is increasing. Over 50% of the city's workforce lives outside of Brookings. The transportation system must be capable of managing this inflow of traffic on a daily basis while also growing in ways that bring more of those individuals to live in Brookings.

Resident expectations. Residents value the ease of movement and small town character that Brookings affords them today. Many allow their children to walk or ride a bicycle to school, a lot of adults enjoy walking on the trail or to the downtown, and all value how quickly they can get from place to place regardless of their mode of transportation. These expectations will persist as the community continues to grow.

Real estate. The real estate dedicated to public roadways accounts for 24.5% of all land in Brookings (34% of all developed land). As a significant land use, the roadways affect the perception of the public environment and the city as a whole.

ISSUES:

Increasing fragmentation of the street network. As development has moved south, environmental barriers and misunderstandings about what makes neighborhoods safe has, at times, created a fragmented street network. However, connecting transportation routes concurrent with development allows for more reliable emergency services, increased resilience to closures and incidents, and an environment that is more walkable and bikeable.

Limited interstate access for resident and freight travel. As the city continues to grow, demand for an additional interstate access point will only grow. New homes, community features, and destinations are being developed farther south, increasingly more distant from interstate access.

Limited interstate crossings. The interstate divides the community with virtually all residential on the west and major employers on the east. This division creates pinch-points that result in regular congestion and a system with little resilience to street closures and incidents.

Barriers to bicycle and pedestrian transportation. Brookings has a good trail system but barriers exist that prevent the connection of key destinations around the city. These include physical barriers and safety barriers. Crossing major streets is often challenging or uncomfortable, and the lack of street connectivity in newer areas can make active transportation difficult.

OPPORTUNITIES:

Interstate proximity and access. The interstate affords Brookings many advantages including rapid access to Sioux Falls for commercial, industrial, and employment centers; high visibility and convenient access for interstate travelers; and a location that is attractive to commercial and industrial enterprises.

Low stress neighborhood streets. Brookings has a well-established hierarchy of streets where the majority of traffic is directed efficiently from neighborhood streets, to collector streets, and onto the arterial streets that ultimately lead to the final destination. This creates a system of well-connected and quiet neighborhood streets that support strong neighborhoods and safe bicycle and pedestrian travel.

Strong trail and pedestrian system. The existing trail system provides a foundation for the city's bicycle and pedestrian system. The community can build upon this foundation with the implementation of the bicycle and pedestrian plan and the addition of trails, sidewalks, and destinations in new developments.

Well-respected and well-utilized transit. The Brookings Area Transit Authority (BATA) provides a well-respected transit service as evidenced by its outstanding ridership numbers. While most recognized for its safe ride program, many residents use BATA for its on-demand transit, trips to parks and amenities, and regular trips to Sioux Falls. Despite these successes, there are many that still do not realize the high level of accessibility that it provides and the potential it has to support the continued growth of the city.

Bicycle Master Plan. The city developed a Bicycle Master Plan to provide a roadmap towards creating an integrated system of trails and comfortable on-street routes that will support human powered transportation throughout the city. The implementation of this plan is an opportunity to integrate bicycles as a vital component of the transportation system.

BIG IDEAS:

Build a system that works for everyone. A transportation system should integrate all modes of travel in a manner that allows each mode to complement the others and provide viable alternatives. For example, robust bicycle, pedestrian, and transit systems complement one-another and create a stronger transportation network. A system that works for everyone allows people to move around a city and seamlessly integrate different modes of transportation.

Plan ahead and implement with growth. The city's future transportation system should be a framework that is conceived in advance of development, implemented with development, and allows for the graceful expansion of the system to accommodate future development.

Build with development. Development projects should be designed in a way that allows for transportation infrastructure to be built incrementally. This approach offsets initial costs to the development community and the long-term maintenance responsibilities of the city.

Principles for transportation development. Residents of Brookings cherish aspects of the city transportation system including how their children can walk or ride their bicycles to schools and parks and how quickly it is possible to get from place to place. The transportation element identifies the positive traits and prescribes these as values for how the transportation system should serve its residents.

- Design for walkability and bicycle friendliness
- Create quiet neighborhood streets through a defined hierarchy of streets and a connected system with few dead-ends
- Reduce pinch-points by creating alternative routes
- Consider lifecycle costs and the overall impact of infrastructure development

RECOMMENDATIONS FOR ACTION:

1. Coordinate transportation and land use plans
2. Implement the Major Streets Plan
3. Establish site development standards for pedestrian and bicycle friendly development
4. Expand the existing bicycle and pedestrian system pursuant to applicable system plans
5. Create multi-modal transportation standards
6. Maintain existing streets, sidewalks, and trails in a state of good repair
7. Create a funding strategy for new and existing streets

MUNICIPAL SERVICES

GOALS

Ensure land use, infrastructure, and transportation patterns support the efficient and cost-effective delivery of emergency services.

Guide the extension of infrastructure in a way that supports efficient patterns of community and economic development.

Strengthen existing public facilities and locate infrastructure strategically to encourage private sector investment and reinvestment, job creation, and to improve quality of life in Brookings.

Establish a regional stormwater management strategy and apply to all aspects of development.

Strategically identify and implement specific initiatives identified in the Brookings Benchmark Baseline Sustainability Report as amended thereto.

CONTEXT:

Foundation of urban life. Municipal facilities and services are the foundation of the community. On this foundation, neighborhoods, commercial ventures, employment centers, and the city's quality of life are built.

Many service providers, including quasi-public entities.

Brookings is served by various public and quasi-public entities that provide services including the Brookings School District, SDSU, Sanford Health Clinic, and many not-for-profit organizations. While all providers are important and should be strengthened, the focus of this chapter are the services provided by the City of Brookings and its affiliates.

Shared responsibility. Infrastructure is developed by a combination of forces – the need for infrastructure is often created by growth in the private sector, while the installation (including specifications, operation, and long term maintenance) is then delivered by the city. The creation of infrastructure must suit the short and long-term needs of the development but also the city.

Resident expectations. Residents currently experience high-quality community services. This service is valued by current and future residents who expect the same level of service and amenities to continue, even with growth.

Condition of facilities and infrastructure. Many of the community facilities in Brookings have seen recent investment through new development, major rehabilitation, enhancement, or feasibility studies.

ISSUES:

City and Brookings Municipal Utilities (shared responsibilities, separate entities). The expansion of infrastructure requires a high degree of planning, communication, and cooperation between the separately managed Brookings Municipal Utilities and the City of Brookings. It is important that the two entities share a common vision on development in Brookings. Continued cooperation and joint planning for all infrastructure expansions and extensions is crucial to insuring such services are efficient, economical, financially sustainable and meet the goals and objectives of both entities.

Stormwater, ground water, and the impact on development.

Brookings has a limited amount of developable land due to the shallow depth to groundwater. Shallow ground water and flat topography limit development and often create higher development costs due to the additional site work including adding soils and addressing stormwater. Flat grades can also increase water and sewer infrastructure costs due to the need for pump and lift stations.

Increasing demand for a growing population. Brookings will continue to grow and, it must expand its municipal services and amenities to meet those new needs.

Cost of infrastructure - lifecycle costs. The cost of installation is too often considered the only cost of infrastructure. However, the cost of operation and long term maintenance immediately passes into the public responsibility. Factors that impact the lifecycle cost of infrastructure include: density of development; infrastructure/amenity durability, street configuration, and many other factors.

OPPORTUNITIES:

Use infrastructure to guide land development. Infrastructure is required for urban land development and should be used as a tool to guide the implementation of this plan.

Greenways and connected stormwater basins. Many developments in Brookings include isolated stormwater detention basins engineered to offset the exact amount of runoff generated by site improvements. While this does fulfill the technical need to manage stormwater onsite, it wastes an opportunity to create a community amenity and restore the ecosystem of the prairie. By creating a system of greenways, connected basins, and regional detention, Brookings could manage its stormwater in a way that can also host trails, parks, amenities, and wildlife.

Premier public facilities. The tradition of excellence with regards to its public facilities sets Brookings apart from its peer communities. By expanding upon this tradition of excellence, Brookings will continue to expand its reputation as a leading city in South Dakota.

BIG IDEAS:

Maintain and expand level of service for the growing population. Brookings offers a high level of municipal services. The focus should be maintaining this level of service to ensure that all residents – current and new – will enjoy the benefits of quality municipal services.

Infrastructure and facilities as economic development. Infrastructure plays a requisite role in the development of land and therefore must be seamlessly integrated into the process of negotiating how land is developed. This comprehensive plan should establish a vision that both the city and BMU can pursue.

Facilities as neighborhood centers. With new land development comes the need for additional public facilities and amenities (public and quasi public) and these features should be intentionally located to anchor the development. If a facility is integrated into a development both resources will benefit.

RECOMMENDATIONS FOR ACTION:

1. Support and strengthen the level of service offered by all service providers including public providers and quasi-public providers (including the Brookings School District, the South Dakota Children's Museum, SDSU, and others)
2. Maintain all facilities in a state of good repair, continually evaluate facility use and adapt accordingly to best serve the market, and expand services to meet the needs of the growing community
3. Maximize public safety through site design
4. Establish a funding mechanism for the maintenance of all types of public facilities to ensure the long term viability and efficiency of public infrastructure
5. Coordinate infrastructure extensions to reflect the shared goals of the City of Brookings and Brookings Municipal Utilities
6. Coordinate stormwater ordinances with the vision of the land use plan
7. Develop creative measures to increase efficiencies of solid waste through more environmentally sustainable management practices.



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