

# DOWNTOWN

## BROOKINGS MASTER PLAN

OCTOBER 2024



# ACKNOWLEDGMENTS

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# 01 introduction

Brookings community,

The foundation of this document is about shaping the future of **Downtown by design rather than by default**. By approaching the future intentionally, we create opportunities for thoughtful, strategic decisions that align with the goals of a more prosperous Downtown. We wish to thank the City of Brookings, Downtown Brookings, and the Steering Committee for all their time and effort they have invested in guiding the plan.

Sincerely,

RDG Planning & Design

# Study Area

The Downtown Brookings Master Plan lays the groundwork for continued success by building on the strengths of the area, adapting to changing times, and updating infrastructure for sustained success. Figure 1.1 shows the study area for the plan. The scope of this plan addresses the following subjects:

- **Mobility.** Safe, efficient multimodal mobility options to and within Downtown is important to providing access to all. Finding workable solutions to issues is important to providing a high quality of life.
- **Development.** With limited availability of land Downtown, it is crucial to utilize the available space to include housing, as it is both efficient and adds to the vibrancy that can enhance the life of the district for all.
- **Organizational Support.** Defining individual roles within partnerships can emphasize momentum for the district by distributing resource requirements more evenly amongst business and property owners, the City, and Downtown Brookings.
- **Placemaking.** Downtown's picturesque setting attracts new businesses and customers. Continued improvement of the public spaces for people to spend their time or visit Downtown shops.
- **Culture and Preservation.** Downtown contains some of the oldest buildings in the State. Residents are proud of their small town atmosphere, yet many buildings are in need of maintenance. Supporting internal and external upkeep directly impacts people's perception of the health of the entire community.
- **Actions that maximize impact.** Public input and stakeholder discussions are necessary for successful planning. Funding is limited and ensuring funds provide impact is necessary to making the implementation of this plan fiscally sustainable.

Figure 1.1 — Study Area



# Purpose of the Plan



## STIMULATE PRIVATE INVESTMENT

Identifying public investments to stimulate a private market reaction. An attractive and exciting Downtown draws visitors and in turn stimulates sales and profits that can be used for private investment.



## ESTABLISH DOWNTOWN AS A PLACE TO LIVE

Downtown is an emerging neighborhood that offers a unique lifestyle not found elsewhere in the City. Mixed use, walkable developments are increasingly popular for younger generations as well as retirees. Empowering more residents to live Downtown produces more activity on the sidewalks and more people to frequent Downtown businesses.



## CREATE A SIGNATURE GATHERING SPACE

The heart of Downtown lacks a public gathering space. Public space is important to community building by allowing a space for people to gather and socialize. This space can be an attraction in itself, becoming a must-see stop for visitors and residents alike.



## IMPROVE ACCESS AND CIRCULATION

Downtown is Brookings' most walkable business district. However, crossing 3rd/5th Avenues and 6th Street pose a challenge for pedestrians. Finding opportunities to better connect parking along the outskirts of Main Avenue is important to improve resident and visitor convenience.



## STRENGTHEN DOWNTOWN AS A DESTINATION

Downtown Brookings is a regional destination and other cities view Brookings as a role model to follow. The City should continually advance Downtown and make it attractive to residents and tourists. The health of Downtown helps with recruiting and retaining talent to the community.



# Past Planning Efforts



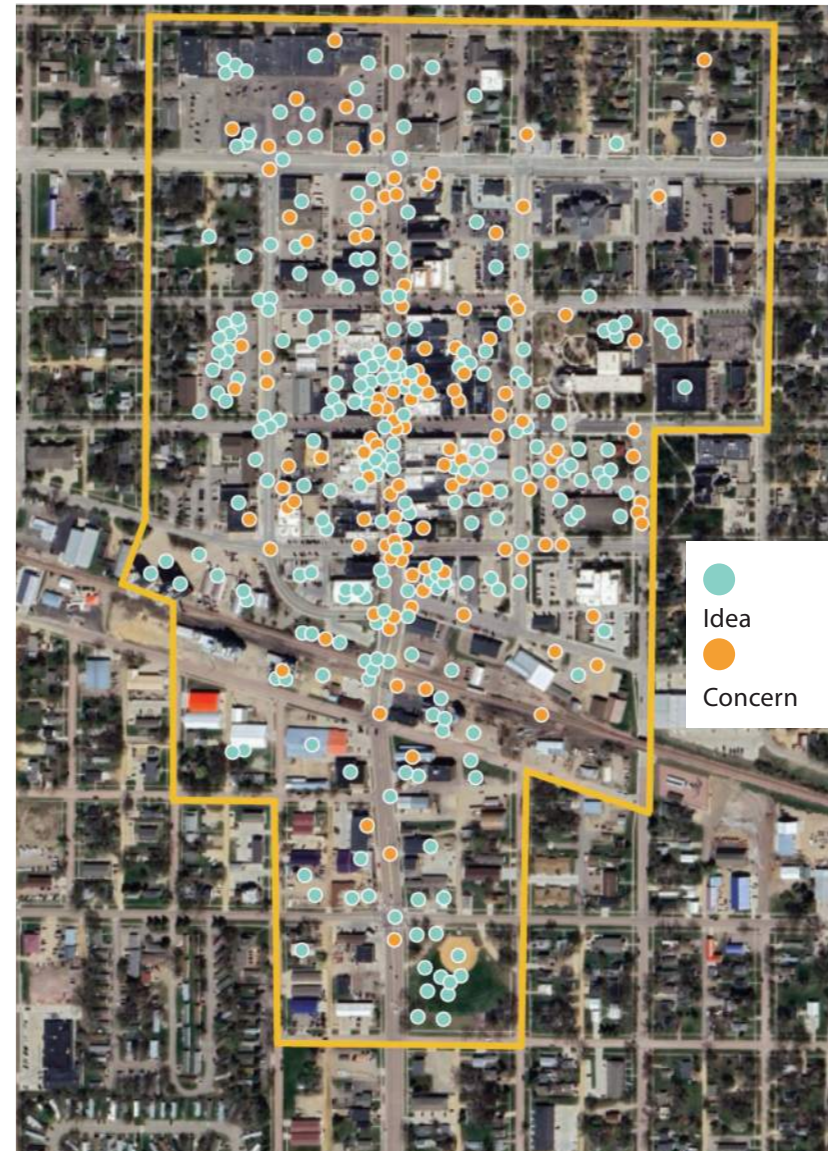
**Downtown has been subject to past planning efforts, which have influenced initiatives and policies for the district.**

# The Planning Process

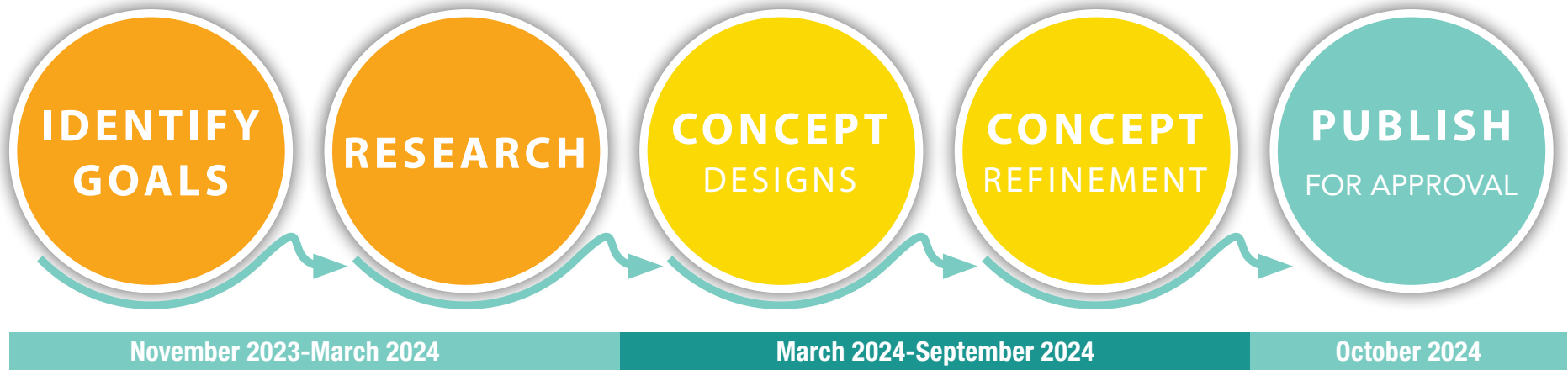
Hearing from the community is a critical aspect of the planning process. Those who live, work, and play in Downtown Brookings know it best. The public engagement process began in January 2024 and finished in August 2024. The process included input and feedback that resulted in this publication.



Figure 1.2 — Interactive Map Activity



# New Planning Process



## BUILDING A VISION FOR THE FUTURE

**Downtown Neighborhood Open House.** The kick-off open house was in partnership with Downtown Brookings' annual celebration in February. Attendees gathered in small groups to discuss ideas and challenges facing Downtown. Results are incorporated in the overall framework of this plan.

**Public Interactive Map.** A project website provided updates of the planning process and an interactive map for participants to share their ideas. Of the 2,655 visitors to the website, about 80 participants provided over 368 comments.

**Listening Sessions.** Targeted discussions were held with community stakeholders, including business owners, property owners, bar and restaurant owners, retailers, city leaders, developers, and major employers.

## DESIGNING CONCEPTS FOR THE FUTURE

**Public Design Workshop.** Public Design Workshops were held in March and April to engage residents, business owners, and stakeholders directly in designing concepts for the future. Participants shared their ideas with the design team and reacted to emerging concepts.

**Steering Committee.** A committee of local representatives provided guidance to the consultant team from the beginning to the end of the planning process. The committee met at key points in the schedule to provide input and redirection to the plan's content.

**Public Final Open House.** The final open house was held in August 2024, and was an opportunity for the public to provide feedback on the concepts prior to the final plan's publication.

## ADOPTING THE PLAN

**Publication.** The final plan was presented to City Council for approval.



## INTRODUCTION







# 02

## **planning framework**

**subareas > development > mobility**



# framework for subareas

Downtown Brookings is made of distinct areas that, together, form the Downtown Central Business District. Individual features of these areas present opportunities to strengthen and challenges to resolve.

## Main Avenue

- Support existing businesses
- Preserve the historic buildings
- Refresh the streetscape
- Improve safety for all travelers
- Ensure predictable maintenance
- Encourage reinvestment
- Activate upper-stories
- Leverage investments at the Armory and new hotel

## West Edge

- Improve east-west connections for pedestrians (crossing 3rd Avenue)
- Retrofit 3rd Avenue with angle parking
- Explore 72-Hour Lot redevelopment scenarios with adequate parking
- Explore Public Safety Building redevelopment scenarios
- Explore redevelopment options
- Identify complementary uses to Downtown, not compete

## East Edge

- Improve east-west connections for pedestrians (crossing 5th Avenue)
- Retrofit 5th Avenue with angle parking
- Connect civic uses to each other
- Explore possibilities for public gathering space
- Improve alleyways and parking

## 6th Street Gateway

- Improve arrival to Main Avenue
- Explore future connections and development scenarios for City Plaza
- Consider contingency redirection for property

## Southside

- Suggest opportunities for new housing near Downtown that meets the needs of Brookings existing and future residents
- Explore scenarios for underused property
- Reinforce the future redevelopment character established by the Lofts at Main
- Explore scenarios for Southside Park (enhanced park or development)

## PLANNING FRAMEWORK

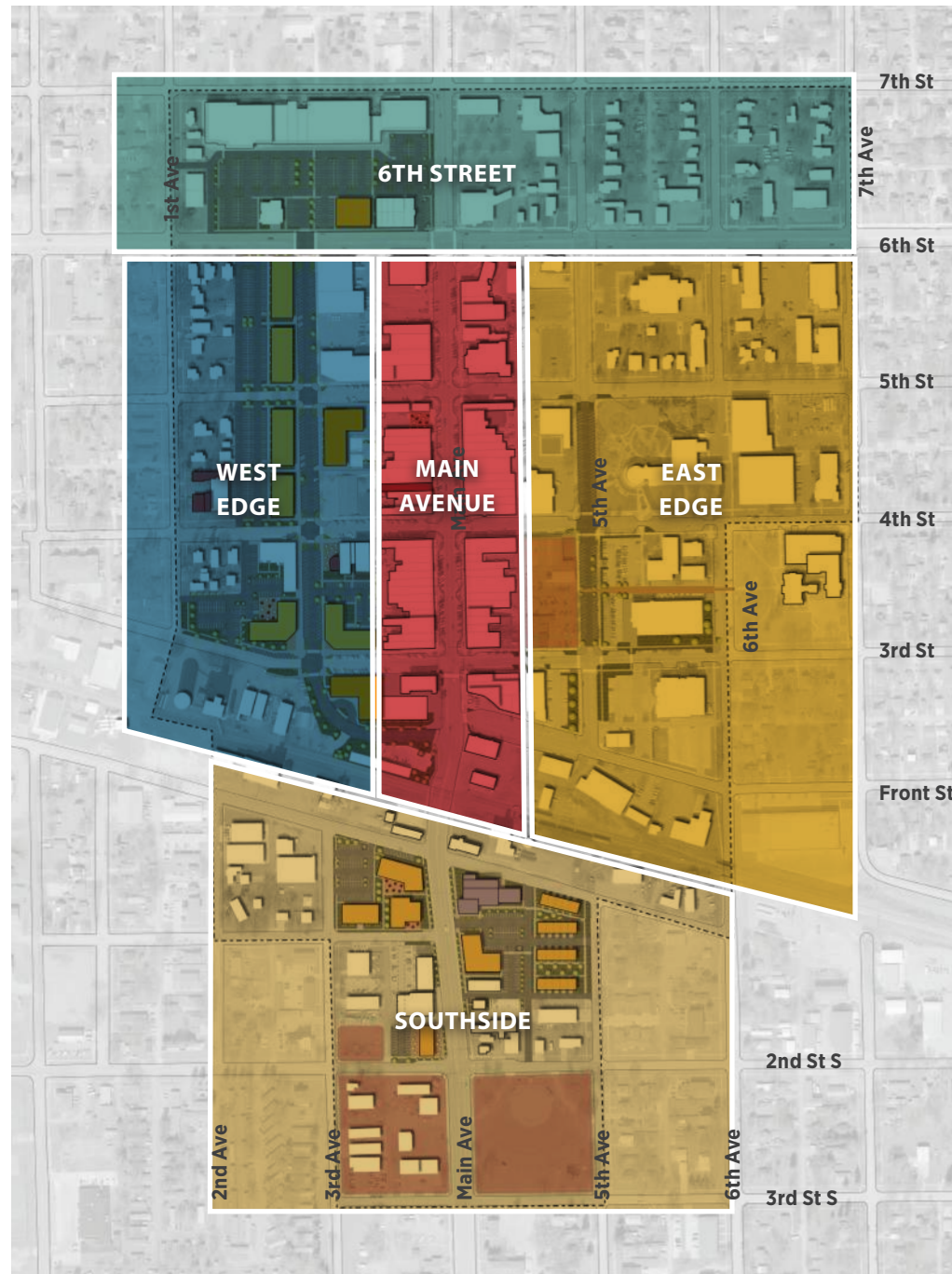


Figure 2.1 — Subareas

- Main Avenue
- 6th Street (Highway)
- East Edge
- West Edge
- Southside

# framework for development

Some Downtown properties experience pressure for reuse or redevelopment. This section presents rationale for exploring “test-fit” scenarios. While some sites may be identified as subject-to-change, **redevelopment may be inappropriate and so preservation policies should be considered.**

## Main Avenue

1. **Armory.** The City has approved a development plan to reuse the Armory as an event space and build a hotel adjacent to the building.
2. **407 Main Avenue Vacant Gap.** Aptly known as the “pit”, the vacant site is surrounded by development.

## West Edge

3. **72-hour lot.** The 72 Hour Lot is the largest single ownership parcel in Downtown, making assembly and redevelopment more fluid.
4. **3rd Avenue, 500 Block.** If the 72 Hour lot was to be redeveloped,

pressure may extend north to the 500 Block.

5. **Public Safety Building.** The relocation of the public safety facilities would open this parcel for redevelopment.
6. **Brookings Register and Perkins Buildings.** Both buildings fit adjacent to a corner surface parking lot. The Register, local newspaper, does not demand as much office space as it once did for operations. The Perkins Storage is not a compatible use for an emerging neighborhood district.
7. **3rd & 3rd Corner Block.** Some of the older buildings on the corner need repair.

## East Edge

8. **5th Avenue 300 Block.** The block includes a public parking lot flanked by Napa Auto Parts and a series of small storefronts. When canvassing the study area for parcels that could be assembled for a larger development project near Downtown, this site includes four owners.
9. **426 3rd Street.** The small building sits on a gravel lot and any historical qualities have been modified beyond restoration.
10. **Front Street Properties.** The properties between Front Street and the railroad

tracks are industrial-oriented. As Downtown continues to evolve as a neighborhood, these properties could redevelop to include more complementary uses in Downtown.

## 6th Street

11. **City Plaza.** The parking lot at City Plaza has the potential to redevelop for commercial space.
12. **6th Street Northside.** As redevelopment along 6th Street continues, these blocks will experience pressure for redevelopment. Some portions of these blocks are within an existing historic district.

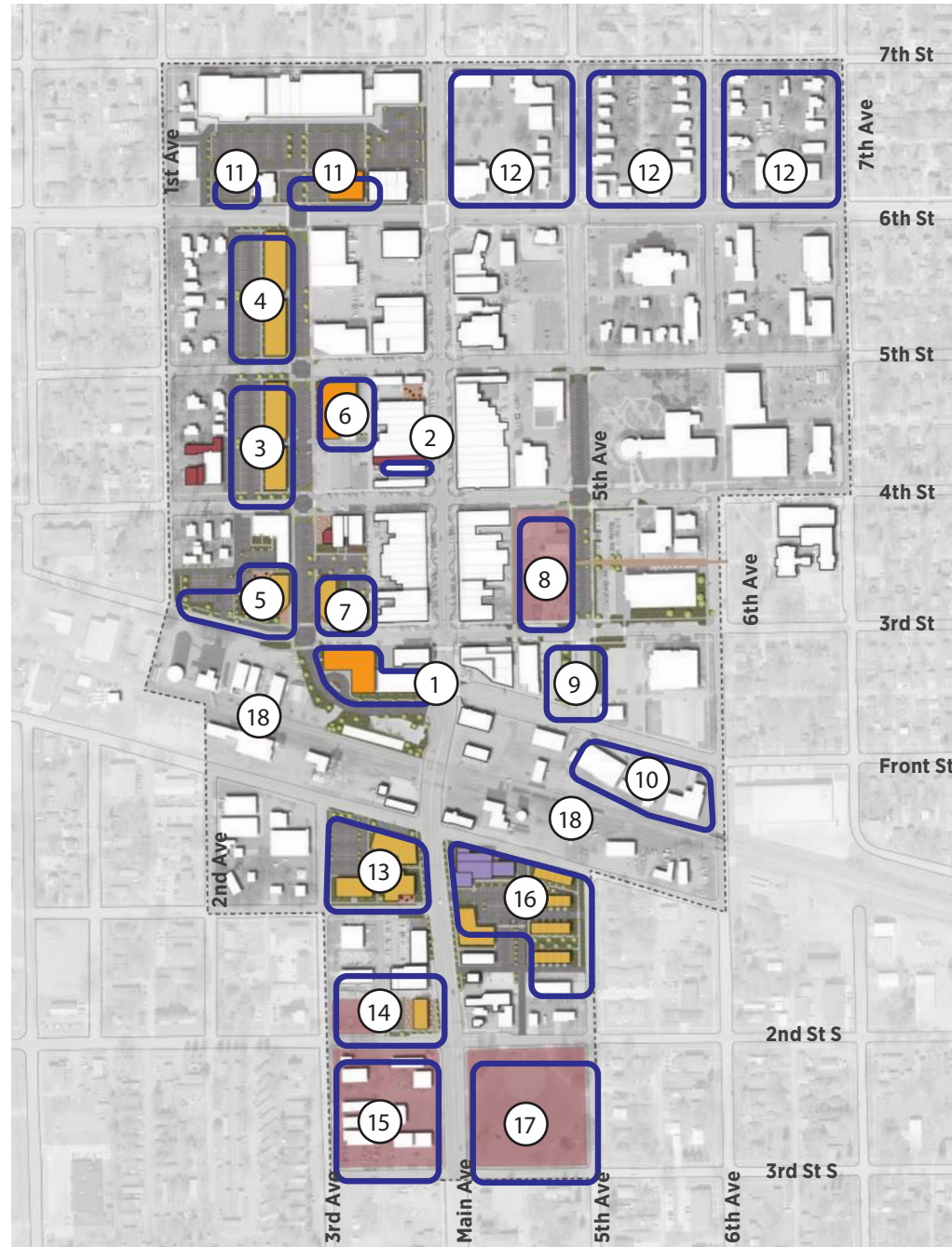
## Southside

13. **Main Avenue 100 Block North.** The plan recognizes that market demand may influence the site’s redevelopment because of its proximity to Downtown. The plan shows options for possible reuse and redevelopment.
14. **Main Avenue 100 Block South.** The Lofts at Main building has proven that southside can be home to more “Downtown” mixed use buildings. The remainder of the block may experience market demand for redevelopment, allowing Rental Depot to relocate and expand at an alternative site.



Figure 2.2 — Development Framework

15. **200 Block of South Main Avenue.** The block includes auto- and service-oriented business, storage buildings, and some single-family residential tucked in between. The plan acknowledges that market demand may influence its redevelopment.
16. **Sexauer Seeds Block.** Located in a historic district, the industrial uses and open lots south of 1st Street show possibilities for development and adaptive reuse, particularly if its current use becomes obsolete.



17. **Southside Park.** Southside Park may require enhancements or become a viable site for development.
18. **Railside Properties.** Properties along the railroad may redevelop. Future uses should have reasonable adjacent compatibility with the proposed uses in the plan.

- New Development
- Reuse
- Sites-Subject-to-Change

## SCENARIOS FOR FUTURE LAND USE

Investing in Downtown is one of the best ways that Brookings can continue to thrive, both in boom times and in more stable times. When exploring future “test-fit” scenarios, the plan provides guidance on the intensity for redevelopment.

To continue the transformation of Downtown as a complete neighborhood, it needs more housing. The growing housing market in downtowns across the country are experiencing a new base of customers seeking a lifestyle where Downtown offers the amenities where they can walk.

In the past decades, Brookings has seen a growth in Downtown living with twenty units added to Downtown, bringing the unit count to roughly 230 in 2024.

In 2019, the Lofts at Park Hill (1116 6th Street) opened 65 new units in a mixed-use

development. Although not in Downtown, the Lofts at Park Hill show the interest residents and students have in Downtown and mixed-use living arrangements.

With creative uses of space, as seen in the Ben Franklin Flats (420 Main Ave), more residential units can be added.



Figure 2.3 —  
Future Land Use







### Common Features of HIGH Intensity Projects

- 3-5 story building built to the property line
- Main-level commercial
- Upper-level residential
- Integrated parking on main-level and supplemented by surface/structured parking
- Balconies and/or rooftop gathering spaces



### Common Features of MEDIUM Intensity Projects

- 2-3 stories built to the property line
- Main-level with independent entrances
- Integrated parking on main-level and supplemented by surface/structured parking
- Balconies and/or rooftop gathering spaces
- Possible private, landscaped spaces near entrances
- Gentler density is more compatible near historic districts



# framework for mobility

The Framework for Mobility provides concepts for connecting people to their destination.

## Main Avenue

1. **Intersection Retrofits on Main Avenue.** The streetscape is in good condition and does not warrant any major renovations at this time. However, public input suggests that the plantings have passed their prime.
2. **Alley Improvements.** Alleys are passageways that are seen as possible new attractions that can be both functional and fun.
3. **Front Street Alignment.** Front Street is misaligned at Main Avenue and motorists frequently disobey traffic signs for not turning.

## West Edge

4. **3rd Avenue Redesign.** 3rd Avenue is used by large vehicles to bypass Main Avenue. The street's three-lane section is over-designed to favor vehicles over pedestrians. The plan offers a redesign that replaces parallel parking with angle parking without moving the curb.
5. **Pedestrian Crossing Improvements.** Regardless if 3rd Avenue is redesigned, the plan shows how to improve pedestrian crossings.

## East Edge

6. **5th Avenue Redesign.** 5th Avenue's three-lane section is over-designed and favors vehicles over pedestrians. Redesign should consider improving movements for pedestrians and cyclists.
7. **Pedestrian Crossing Improvements.** If 5th Avenue is redesigned, then the crosswalk should be designed to improve pedestrian safety.

## 6th Street

8. **City Plaza Circulation.** The surface parking lot is underused and pathways for motorists and pedestrians are not clearly defined. Concepts explore techniques to improve circulation and are advisory to the private owner.
9. **Gateway Enhancements.** Visitors should clearly understand that they've arrived to Downtown.
10. **Access Management.** Any future redevelopment along 6th Street should align their parking to adjacent properties.

## Southside

11. **Main Avenue Streetscape.** Features of Downtown's streetscape should be extended south of the railroad tracks to Southside Park.
12. **Access Management.** Generally, access to properties facing Main Avenue should be shared with adjacent properties.
13. **Wayfinding.** Wayfinding for motorists and pedestrians should be consolidated to avoid visual clutter and direct people to destinations, including available parking. See page 69 for examples.



# PLANNING FRAMEWORK

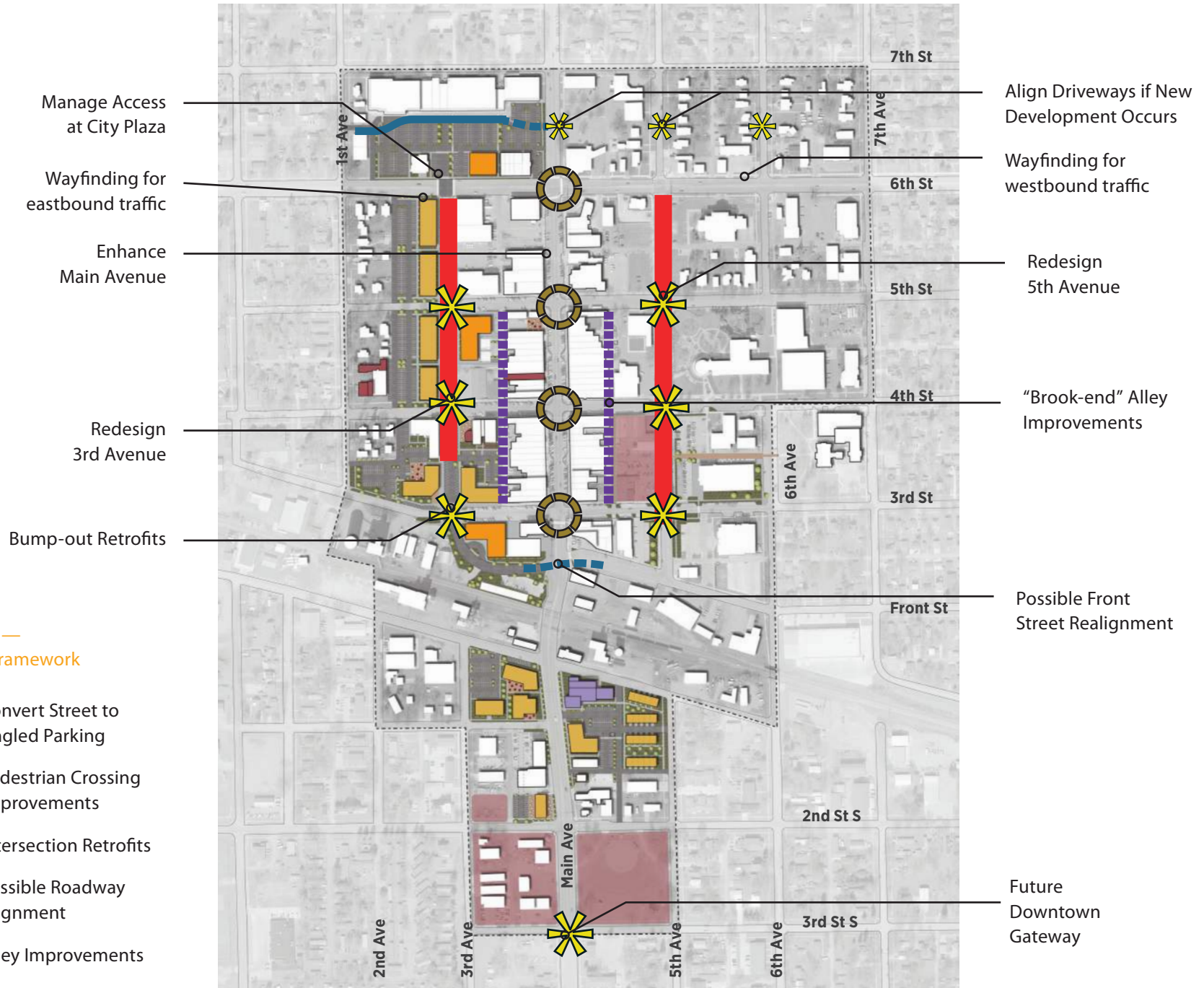
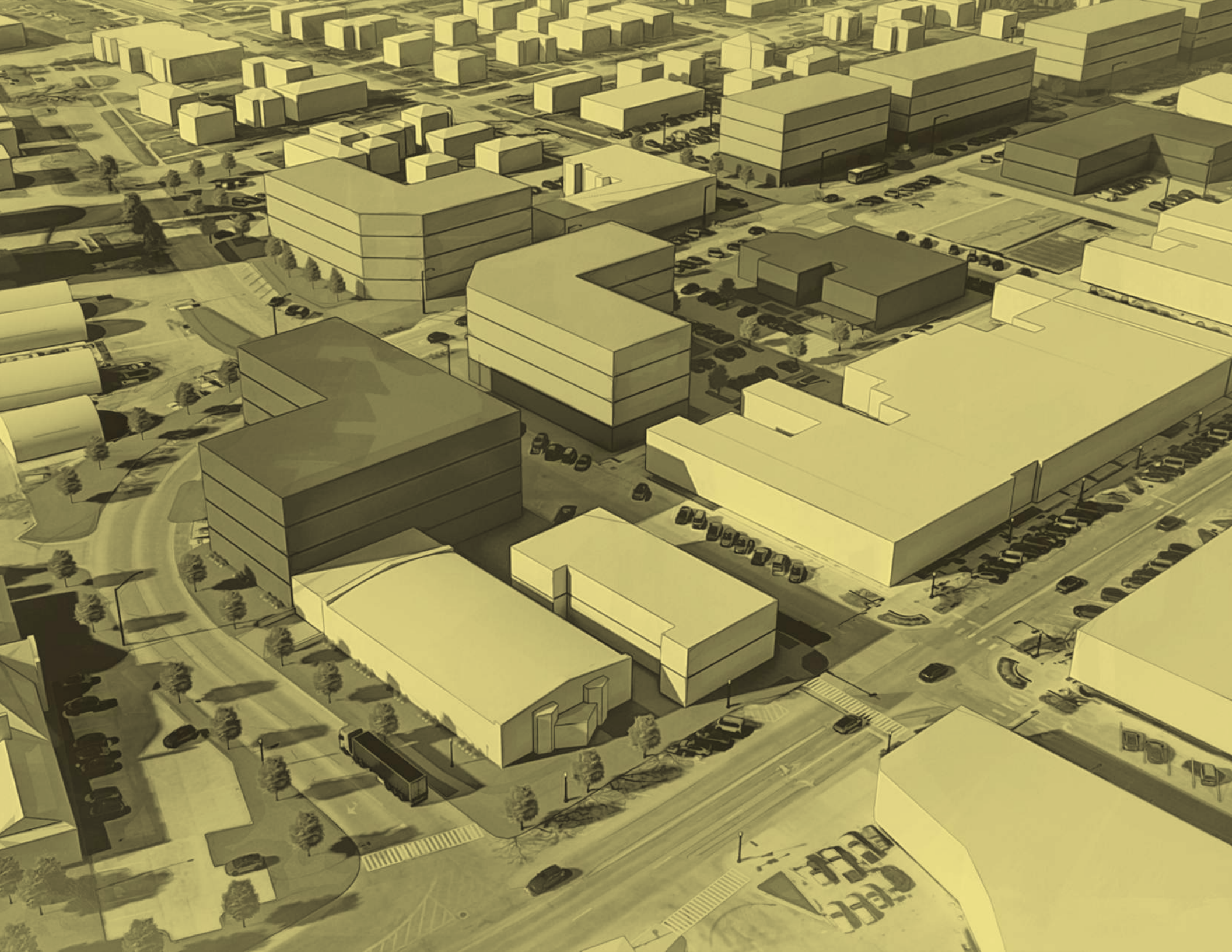


Figure 2.2 —  
Mobility Framework

- Convert Street to Angled Parking
- Pedestrian Crossing Improvements
- Intersection Retrofits
- Possible Roadway Alignment
- Alley Improvements







# **subarea concepts**



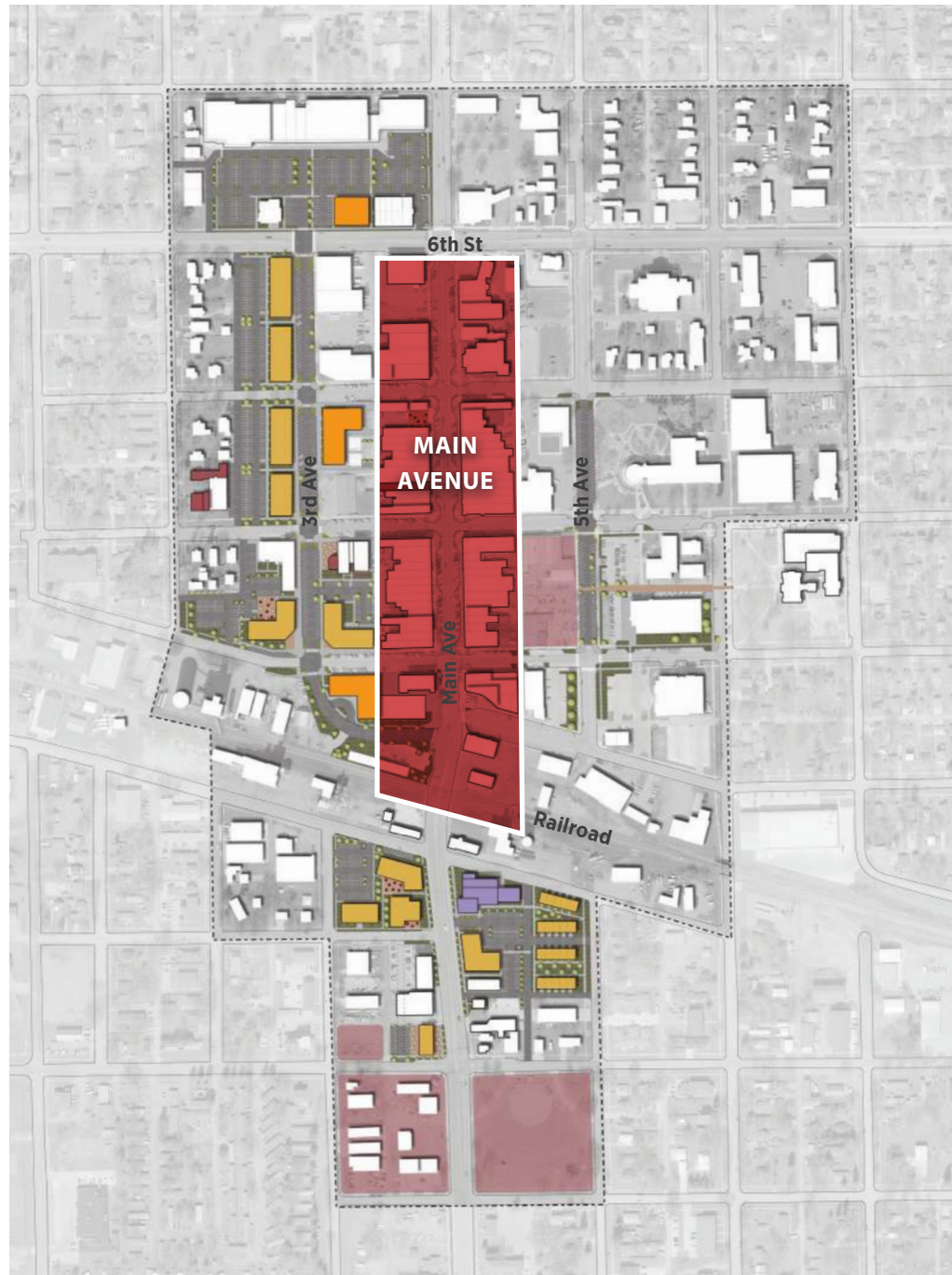


An aerial photograph of a city street, Main Avenue, viewed from a high angle. The street runs vertically through the center of the frame, flanked by rows of buildings on both sides. The entire image is overlaid with a semi-transparent red filter. The text "MAIN AVENUE" is written in large, bold, white capital letters across the middle of the image, centered over the street. The street features crosswalks, trees, and some parked cars. The buildings vary in height and style, typical of a downtown area.

# MAIN AVENUE



MAIN AVENUE



# Elements of Main

Main Avenue represents people's image of the extent of Downtown. This section provides recommendations to improve the horizontal (streetscape) and vertical (buildings) of Main Avenue and the alleyways behind.

## THE BUILDINGS ON MAIN

The buildings along Main Avenue are historically intact and complete. Each building expresses a unique identity often not seen in modern buildings today. However, vacant buildings do exist, façades wear over time, and buildings become unstable. Generally, the design of buildings along Main Avenue should continue contributing to the historic character of Downtown.

Priorities:

1. **Improve Façades**
2. **Strategies for Building Improvements**
3. **Development Strategies**
4. **Upper Level Activation**

## MAIN AVENUE ENHANCEMENTS

The streetscape of Main Avenue has aged well albeit that certain areas where pavers exist have experienced heaving and the plantings may not be the most compatible.

Priorities:

1. **Continue Regular Maintenance**
2. **Update Plantings and Materials**
3. **Establish Business Improvement District**
4. **Placemaking and Seating**

## "BROOKENDS"

The alleys are opportunities for additional place-making in Downtown that can create moments of exploration.

Priorities:

1. **Update Plantings**
2. **Establish a Business Improvement District**

# The Buildings on Main

A plan to enhance and maintain Downtown's building stock is a key step in creating an attractive Downtown. Many Downtown buildings can be improved by owners with the right support network as described in the "Toolkit to Support Owners".

## IMPROVE FAÇADES

Façades create the "walls" of public spaces. An unattractive wall creates a feeling of an overall unappealing space. The buildings along Main Avenue are Downtown's priority asset. They should be preserved and enhanced.

Buildings along Main Avenue and throughout Downtown range in condition and level of alterations. The majority of buildings along Main Avenue are:

- Built to the sidewalk
- One to two stories
- Flat roofs
- Contain decorative cornice features
- Built of brick
- Range from 20'-60' wide
- Contain glass storefronts and recessed entries

The historic storefronts host many common elements. Future building enhancements and possible infill development should respect these elements. In general, these elements accommodate pedestrians and accentuate decorative elements. Façade recommendations for each block face of Main Avenue include:

- **Windows.** Windows provide natural light to the building and provide a transparent streetscape for pedestrians. Often older building contained irregular window openings that since were covered up. Generally, first floor storefronts should consist of mostly non-tinted display windows. Window replacement should complement the style and scale of the building and in most cases utilize the entire original opening.
- **Awnings.** Awnings provide shelter for pedestrians from sunlight and rain while walking along the sidewalk. Shade to the building storefront also protects merchandise from sun damage. Awnings provide space for signage, both above and hanging underneath. Often cloth awning are replaced with metal and wood canopies becoming incompatible with the building character. The size of an awning should fit the window or entry opening and scaled relative to adjacent awnings.
- **Entryways.** Entries should welcome visitors to a business. If the building contains multiple entrances, perhaps for upper floor residential and a ground floor commercial, signage or lighting should inform customers on the correct entry. Much like windows, original door openings enhance the character of the building.
- **Materials and Color.** The type and color of brick vary by building. Brick and stone features should not be painted unless historically painted. Simply painting a building can transform the appearance from an aesthetic and maintenance standpoint. Colors should not create a visual distraction, but rather complement the continuity throughout the district. This is not to say that murals should be discouraged.
- **Signage.** Signs provide clear messaging to both drivers and pedestrians about a business. Signage should be legible for the intended reader and complement the character of the building. Size, design, location, type, material, and lighting all influence the effectiveness of the message and compatibility within the district. Projecting signs at the pedestrian level promote walking from store to store as people along the sidewalk can see from a distance which businesses are on the block.



- **Lighting.** A mistake in Downtown districts is to limit lighting to only street lights. Lighting on building façades that illuminate sidewalks create a friendlier and safer feeling for pedestrians. Decorative lighting over building storefronts and signage promote an active streetscape in the evening and nighttime hours. Lighting should be directed downward to limit glare to upper story residential uses.
- **General Maintenance.** A well maintained building gives customers an impression that the property owner cares about their business. Regular maintenance of buildings in Downtown increases feelings of safety for pedestrian and shows that property owners are committed to their businesses. Proper maintenance and cleaning may be all that is needed to enhance several façades on Main Avenue. In addition, cleaning slows long term deterioration and can show if a bigger problem with the masonry exists and where to address it.

The importance of façade improvements goes beyond appearance. Property owners see direct benefits from increased individual property values and potential energy savings from installing correct insulation and window treatments. Benefits to the city include greater tourism possibilities, a stronger character for Downtown, and an increased tax base.



Figure 3.1 —  
Storefront features and typical improvement opportunities.

## TOOLKIT TO SUPPORT OWNERS

Exterior rehabilitation often translates to dollar signs in the eyes of a property owner who may not be able to pass the costs down to tenants or customers. While this may be true in many instances, this section attempts to equip property/business owners with information on potential long term energy savings, increased visitorship, less tenant turnover, and stabilization of property value.

The toolkit concentrates on strategies for improving the existing building stock both aesthetically and functionally. It further provides guidance on infill development. An important note for this section is that these programs as described herein have not been established and are advisory only. Key recommendations include:

- Update Design Guidelines to Create Standards
  - Update Façade Enhancement Program
  - Establish a Façade Easement
  - Establish Signage Grant Program
  - Guidance for Applying for Historic Tax Credit
  - Energy Funding
- **Update Design Guidelines to Create Standards.** Updating the City's Design Guidelines (2004) to become a hybrid of guidelines (advisory) and standards (required) will clearly articulate appropriateness for any changes to a building façade. Proposals for changing the façade that align with the updated Standards can become eligible for receiving funding assistance, most usually for contributing historic properties in the district.
- **Promote Façade Enhancement Program.** The Downtown Brookings Façade Grant aims to stimulate private investment in Downtown Brookings by providing matching grant funds for façade improvements to street and alley-facing facades (where it is the primary entrance to a business). Eligible projects will be considered for up to a 50% match, meaning the fund may match dollar-for-dollar in grant funding.
- **Establish a Façade Easement.** Preservation easements allow for the individual property owner to hand over the right to change exterior features of their property to the City. The easement is a tool that the City can use to leverage existing funding sources and allow the façade to be more eligible for grant funding.
- **Establish Signage Grant Program.** The Signage Grant Program is designed to support the installation of new, qualifying signage for businesses located within the Historic District. Reimbursements can be processed upon completion of the project.
- **Promote Lights Camera Action Grant.** The City and Downtown Brookings are dedicated to protecting the safety of the Downtown Brookings community and businesses. The Lights, Camera, Action Grant program was created to encourage and assist investment into Downtown storefront lighting, cameras, and safety action items to encourage better security and walkability in the district.
- **Guidance for Applying for Historic Tax Credits.** The main financial tool to encourage façade improvements currently is for National Register properties, which are eligible for

State and Federal historic tax credits. These are great programs that make historic rehabilitation projects possible throughout the country. However, property owners often don't seek tax credits because of a lengthy (and sometimes confusing) application process, strict adherence to the Secretary of Interior Standards for Rehabilitation, perceived drawn out process with State Historic Preservation Office requirements, and the inability to reap meaningful cost savings from small scale projects.

The City should assist owners who wish to apply for Historic Tax Credits. Ultimately, the burden of the application is on the owner. However, the City should provide guidance to owners so they may not become discouraged by the process.

- **Establish Downtown Revitalization Incentive Program (DRIP).** Enhancing the interior spaces of buildings in Downtown is essential for revitalizing local facilities, developing additional housing options, improving life-safety, and renewing Downtown properties. DRIP aims at encouraging property owners to invest in the rehabilitation and renovation of interior spaces, leading to increased property values, job creation, and a vibrant Downtown community. The intent is to provide assistance in the form of a matching grant/loan combination program to improve the condition of Downtown buildings.

## Façade Enhancement: Case Studies

### Sioux Falls, SD

The total maximum award per building is 75 percent of eligible project costs and capped at \$80,000.

The total maximum award for buildings on the National Register of Historic Places is 100 percent of the eligible project costs with a capped award of \$100,000.

Award cap may be increased by up to \$25,000 for buildings on corner lots with two prominent façades to fund the restoration of both façades. The program has increased funding for corner lots with a higher visibility. The higher funding options help offset increased cost of materials and labor.

### Sidney, NE

Sidney's program is a matching grant up to \$20,000. Reimbursement is 75% if contractors and materials are from within the County. If an out of county business is supplying materials or work is a Cheyenne County Chamber of Commerce member it also qualifies at the 75% rate. All non-qualifying contractors and purchased materials can be reimbursed at a 35% rate. \*If restoring original windows, the rate is 65%.

### Indianola, IA

Program provides up to \$25,000 in grant funding

This program amount with unencumbered funds allowing building owners greater discretion.



## Reuse Opportunities

- Storefronts along Main Avenue have limited vacancy.
- The makeup of retail and services is appropriate with restaurants and bars spread throughout. These businesses could leverage the sidewalk to create a stronger “streetlife presence”.
- The smaller footprints of Downtown storefronts can provide more “shared spaces” for retail and office. Startups, tech incubators, and innovation centers are commonly found in Downtown areas.
- Businesses in incubator-like settings (coworking/retail) have available vacant spaces to move-up. However, the condition of these spaces are subject to major repairs to be suitable tenant spaces.
- Significant use gaps in Downtown include event spaces (indoor and outdoor), luxury (spa), housing, and lodging. Housing should be reserved for upper-stories and adjacent blocks and preferably in mixed-use buildings.
- Auto-oriented businesses are generally obsolete in a Downtown setting and are more appropriately located to arterial and collector streets.

## Infill Construction

Infill construction should be contemporary yet compatible with the historic character of neighboring buildings and the Brookings Commercial Historic District in terms of size, scale, design, detailing, material, color, and texture. Professional assistance will almost certainly be required to develop an acceptable design.

Figure 3.2 — Demonstration Facade Enhancement



Demonstration of a significant facade restoration where windows were replaced, brick revealed. Project completed by RDG.

## New Construction

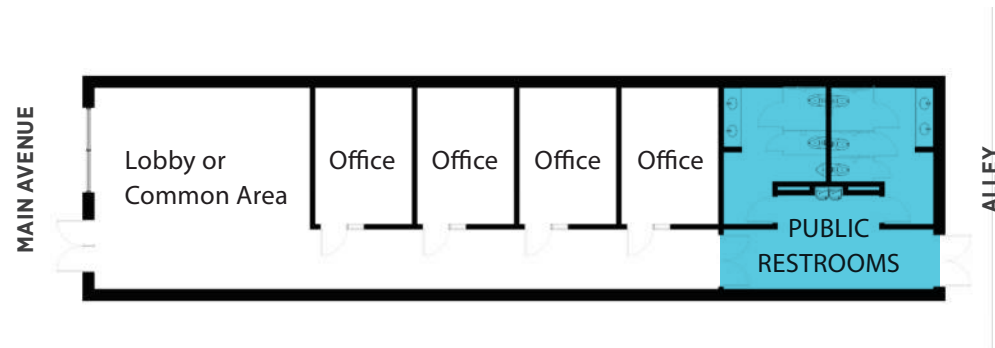
New construction in the form of additions, accessory buildings and infill may be required to restore a historic feature, adapt a building to a different use, or optimize use within Downtown. New construction presents particularly complex design and technical challenges.

Recommendations for new construction include:

- Restore missing historic elements based on historical, pictorial, and physical documentation.
- New additions and accessory buildings should be designed to be compatible with the historic buildings materials, workmanship, and the proportions and composition of the overall design and elements within the design are important considerations. Professional

assistance may be required to develop an acceptable design.

- New designs should not create a false historical appearance.
- Choose the location of new construction carefully, with respect to its visual impact on the historic resource. Under most circumstances, building additions and accessory structures should be limited to the back of any building within the Brookings Commercial Historic District.
- If a new addition is proposed to a historic building, it is recommended that a qualified licensed professional be consulted about tying the new structure into the historic structure.
- According to State Law, all building demolitions in an historic district are subject to review.



Demonstration of incubator space with restrooms in a typical 25' wide building

## Public Restrooms

Downtown Brookings offers public restrooms at the City/County Building, Activity Center and Public Library. Opportunities for additional restrooms include:

- Renovate a vacant storefront to include public restrooms and possible hallway to alley. The above diagram shows a possible layout of a 25' frontage that can have secure restrooms while providing incubator spaces.
- Build a new standalone facility as part of public supported project, including a park or private development.
- Continue importing portable toilets for major events and activities.

# Development Strategies



**Reuse Armory.** The Armory building is proposed to be reused as an event space attached to a new hotel (2024). This plan supports this type of development and preservation.



**Redevelop 407 Main Avenue.** The open lot at 407 Main Street, known locally as the “pit”, should be developed with a two-story building with features that complement the historic integrity of Downtown. Interim conversions may include:

- Passageway green space that leads to the alley
- New fence with graphics



**Preserve Gathering Space.** The open space adjacent to Nick's Hamburger Shop is currently used as an outdoor eating area that includes movable furniture and a temporary shelter. The space can be redesigned as a permanent plaza with shelter. The plan does not anticipate a major redevelopment effort on this site, yet presents an opportunity to become a signature space for private gatherings.



# Streetscape Retrofits

The plan recommends retrofitting Main Avenue's existing bump-outs until the condition of the street requires reconstruction or more universal repair. Retrofits include:



**Update Plantings.** The most immediate and cost-effective opportunity to improve Main Avenue is to update the plantings throughout the corridor. Plantings should be hardy and as low-maintenance as possible, while providing year-round visual impact. A combination of drought tolerant native forbs, hardy perennials, and native grasses is recommended. Details are shown on the opposite page

**Maintain Furniture.** Downtown should continue to use their existing furniture and plan to budget funds for their eventual replacement. The future placement of benches and trash receptacles should be located next to each other rather than apart.



**Form a Business Improvement District.** The City currently maintains the streetscape, yet budget cuts may result in less predictable maintenance. Downtown businesses and property owners should form a Business Improvement District to manage ongoing maintenance of the streetscape. Services may include:

- Snow removal
- Watering of plants and replacement
- Waste removal and power-washing sidewalks
- Marketing the district and replacing banners
- Joint security (cameras and patrol)
- Coordination of events and the arts



**Update Pavement Materials.** The existing pavers in bump-outs are heaving in some locations, resulting in tripping hazards and chipping from snow shovels. This plan recommends repaving these areas with color-conditioned concrete, rather than spot fills or grinding. In addition, the expanse of the bump-out can be retrofitted to host permanent pedestals for public art or seating.

**Extend Streetscape Design.** The existing streetscape design should eventually extend south of the railroad tracks to 3rd Street. Also, the streetscape should extend to Main Avenue's side streets, likely beginning on 3rd and 4th Street, then eventually including 5th Street and Front Street.



A future plant palette may include the following:

1. **Little Bluestem**
2. **Purple Coneflower**
3. **Lanceleaf Coreopsis**
4. **Butterfly Weed**
5. **Catmint**
6. **Blue Grama Grass**
7. **Reblooming Daylily**
8. **Switchgrass**
9. **Aromatic Aster**





**Projected Lighting.** Light poles can be retrofitted to project colored patterns onto the sidewalk. This adds visual interest that can be changed throughout the seasons.



**Public Art.** The expanse of the bump-outs can be retrofitted with pedestals for public art and seating. Adding a splash of lighting would add another dimension of interest.



**Seating.** All seating, private and public, should be ADA compliant and a consistent color (black). Temporary outdoor seating areas should be permitted so long as adequate space is reserved for pedestrians. Spaces can be enclosed along the sidewalk or in parklets.



## MAIN AVENUE

Figure 3.2 — Streetscape Retrofits



Expand the crosswalk markings to make more visible

Install district-wide security cameras at corners and mid-blocks

Update plantings throughout the district

Replace pavers with concrete and install pedestals for public art and seating

# The “Brookends”

The Brookends is a grassroots placemaking initiative for enhancing Downtown’s alleyways. The name is derived by blending the words “Brookings” and “Bookends”, thereby creating “Brookends”. These spaces are places for people to experience art, culture and learning. Communities across the country have activated their alleys as celebrated pathways, creating a unique experience for patrons.

Upgrading the alleys will be challenging, as they are used for parking, deliveries, and trash removal. The alley’s condition, particularly cleanliness and lighting, will be significant factors in these spaces becoming realized as destinations.

1. **Consolidating Dumpsters.** Currently, the alleys have numerous dumpsters that are maintained by multiple waste vendors. This plan recommends that waste receptacles be consolidated in the alleys to improve their appearance and for Downtown to contract with a single vendor. These improvements are best if managed by a Business Improvement District.
2. **Adding Lighting and Security.** Draping lights over the alley and adding sconces to the backs of buildings will improve visibility and personal comfort. Adding security cameras will help deter nefarious activities; the administration of cameras is best if managed by a Business Improvement District.
3. **Creating a Brand for the Alleys.** While this plan presents the concept of branding the alleys as “Brookends”, the branding may want to be revisited to ensure broader ownership. Applying the brand can be done through signage, art and marketing.
4. **Adding Accessory Rear Entrances to Businesses and Outdoor Seating.** Businesses can create back entrances with outdoor seating areas. However, the alleys will struggle to become inviting spaces for people when they can see and smell trash. The previously listed initiatives should be accomplished before any campaigns or incentives are offered to businesses to activate rear entrances.
5. **Initiate a Grassroots Plan.** Several tactical improvements have taken shape over the years - murals have appeared in alleys and rear entrances are being upgraded. Downtown Brookings, in association with local design professionals can author a plan for detailed improvements.

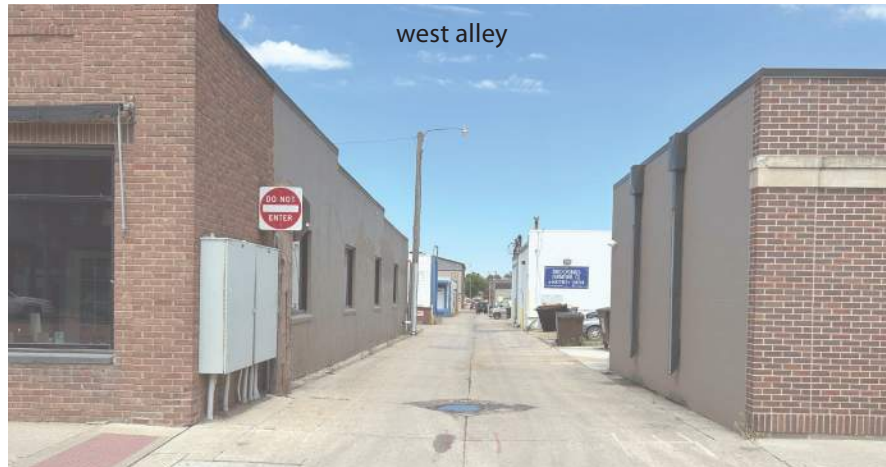
Figure 3.3 — Consolidated Dumpsters



- Near-term Dumpster Consolidation
- Long-term Dumpster Consolidation



## MAIN AVENUE



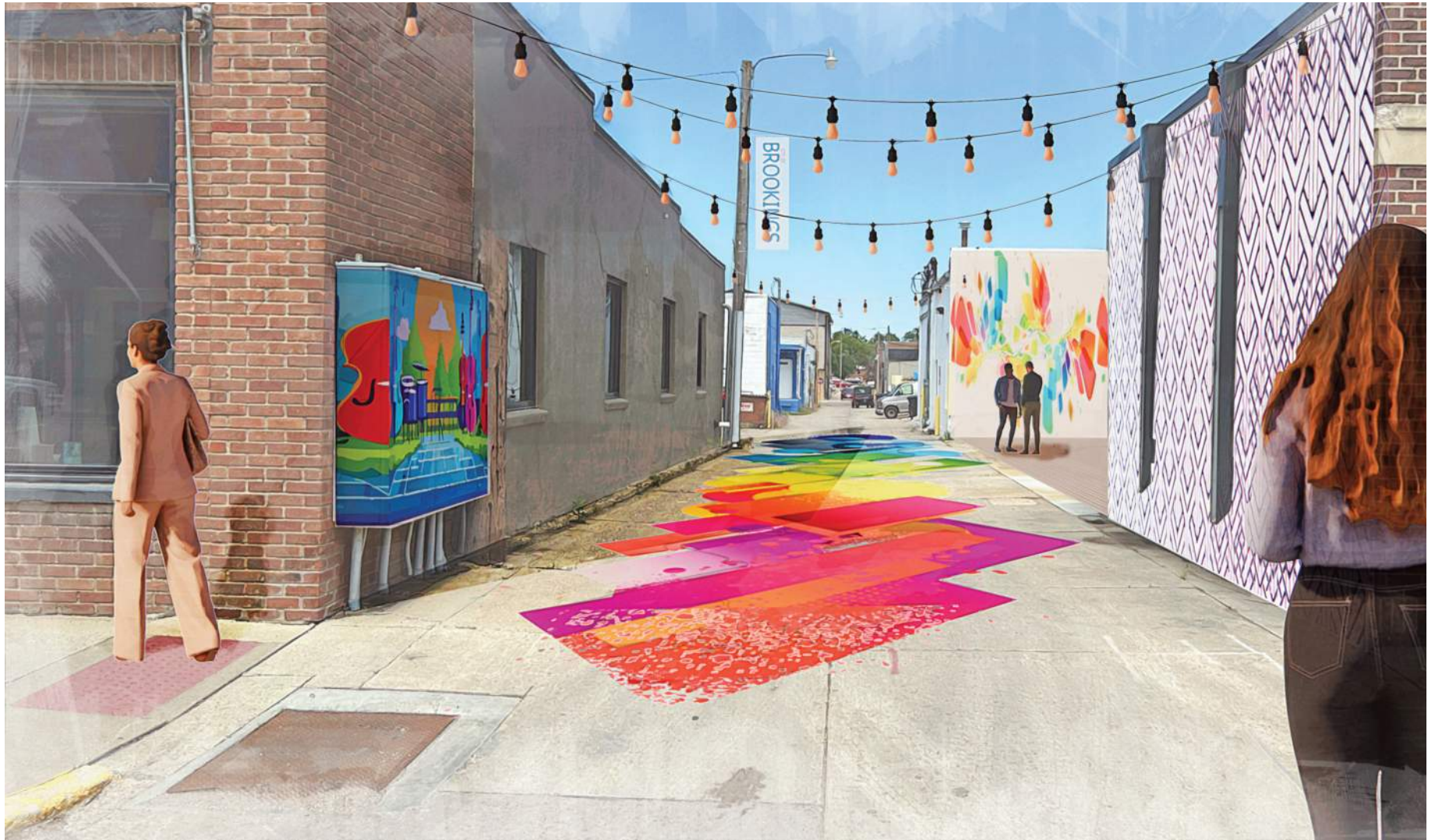
**Upgrade Pavement Materials.** Upgrading paving materials using concrete and introducing furniture and new entrances to rear façades.

**Consolidated Dumpsters.** Consolidating waste receptacles and screening from public sight.

**Lighting.** Improving lighting, both over the alley and on building faces.



Figure 3.4a — Alley Possibilities (West)



Concept shows temporary artwork on ground plain, draping lights, murals, signage and wraps around utilities..



Figure 3.4b — Alley Possibilities (East)



Concept shows activating rear storefronts with outdoor seating, murals, new surface material (possibly brick), seating, signage, and enclosed dumpsters.



An aerial photograph of a suburban neighborhood, featuring a mix of residential houses, dense tree cover, and commercial buildings. A prominent intersection with crosswalks is visible in the lower-left. The overall scene is captured in a blue-tinted, monochromatic style.

# WEST EDGE



## WEST EDGE



# 3rd Avenue Redesign

The Downtown plan presents a scenario of redesigning 3rd Avenue by converting parallel parking to angle parking and adding bump-outs at intersections. Interim designs and implementation should be considered before full build-out.

**Phase 1: Launch Pilot Project.** The pilot project can include painting bump-outs the re-striping of the street from 3-lanes to 2-lanes, with angled parking on the west side and parallel parking on the east. The City should study traffic patterns to determine if a more permanent solution can be designed.

**Future Phases.** Many properties on the east side of the street have garage openings and driveways to open surface parking. Implementing angled parking on the east side may need to be deferred until new development occurs. Changes in land use will influence the timeline for a complete redesign of the corridor.

Trucks prefer traveling on 3rd Avenue rather than Main Avenue because it has no stop signs. Adding signed truck routes to 3rd Avenue may better divert truck traffic and provide wayfinding for trucks. As industrial uses near the railroad tracks convert to less intense uses, the level of truck traffic will diminish. As auto-oriented businesses relocate to higher traffic areas, the demand for garages and off-street parking storage will decline. These changes may result in lighter traffic and easier adaptation to angled parking.

Adding stop signs at 4th Street or 5th Street will force traffic to stop so pedestrians can cross more comfortably.

	parallel stalls	angled stalls
6TH ST	12	6
	28	22
5TH ST	11	6
	16	24
4TH ST	10	4
	26	17
3RD ST		

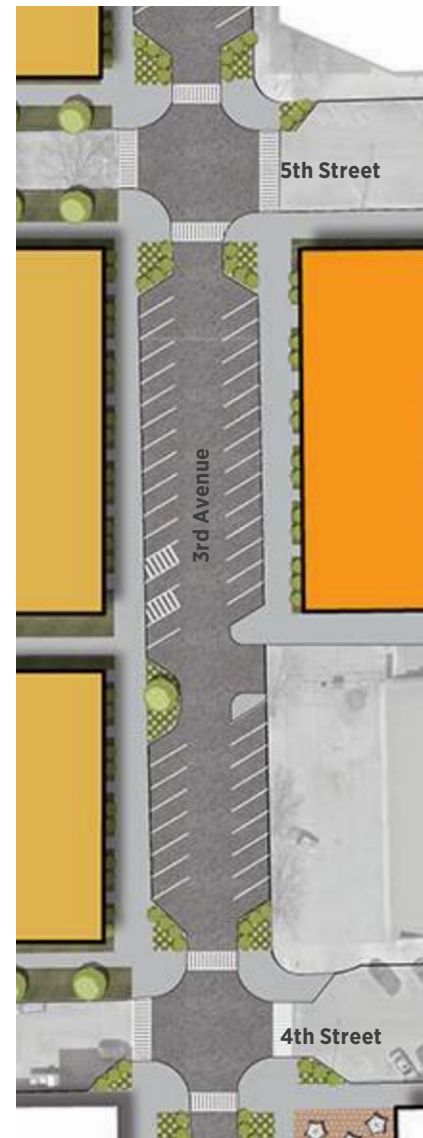


Figure 3.5 — Angled Parking



Figure 3.6 — 5th Avenue Bump-out Retrofit



## BUMP-OUTS

Intersections on 3rd and 5th Avenues, where streets (3rd/4th/5th) connect to Main Avenue, can be redesigned to improve safety and convenience for pedestrians and calm the speed of traffic. Bump-outs on the east side of 3rd Street will likely need to be mountable so delivery vehicles have an apron for their turning movements.

### Benefits of bump-outs:

- Shortens crossing distance for pedestrians by ~30 feet
- Improves visibility for both pedestrians and motorists
- Protects parked vehicles
- Creates space for trees and benches
- Can help with managing stormwater

### Challenges of bump-outs:

- Cost for design and construction
- Reduces convenience for snow removal
- Creates additional cost for maintenance



# Development Strategies

The development strategies focus on redevelopment and reuse projects to enhance the unique building stock and streetscape, summarized in Figure 3.7a: West Edge Development Strategies.

## Partnerships for Reuse or Redevelopment

Most, if not all, redevelopment and reuse projects require partnerships. Cost is often the most prohibitive element. However, technical guidance on building methods and considerations of the market are equally important for property owners and developers. The City will need to be flexible with property owners of potential sites to amend codes, attract employment, create an attractive streetscape, and provide further financial incentives when the project fits with the vision for Downtown. Other essential partners to include in redevelopment and reuse projects include financial institutions, the Brookings Economic Development Corporation, the Historic Preservation Commission, Downtown Brookings, and the media to promote the new space.

**Adaptive Reuse of Older Buildings.** Often more sustainable, reuse of historic buildings is better able to retain the charm of Downtown versus redevelopment of other sites that lack the character of buildings. Adaptive reuse does not come without its own challenges. Historic buildings require careful maintenance, contain difficult spaces to renovate, and often require a mix of uses to be profitable for developers. In addition, mixing residential with commercial uses brings

Figure 3.7a— West Edge Development Strategies



added building code regulations often increasing costs exponentially.

Adaptive reuse projects for historic buildings are particularly suited for developers with attention to detail and a unique vision. There is often not a “one size fits all” model to approach redevelopment and reuse endeavors.

**Redevelopment of Property.** Market forces will naturally influence the demand for redevelopment. The plan provides guidance for increasing the intensity of development to reinforce Downtown’s character as a place to live and play.

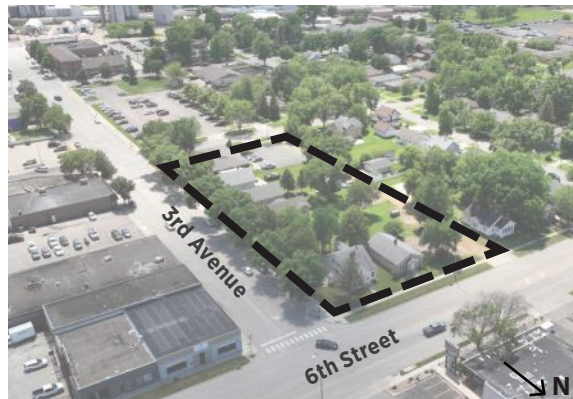
The map shows clusters of properties that private developers may find as candidates for larger redevelopment projects. Any action on these sites are subject to the willingness of owners wanting to sell to a developer or build the project themselves.

Figure 3.7b —  
West Edge 400-600 Blocks



The plan provides guidance for increasing the intensity of development to reinforce Downtown’s character.





**Mixed Use at 72-Hour Parking Lot.** The City owns the 72-Hour parking lot and can release a Request for Proposals (RFP), seeking developers to build a project that can become a model for future redevelopment in Downtown.

Concept shows a mixed use project with the intent of commercial on the main level and residential above. Redeveloping the site should include a parking study.

**Mixed Use at 500 Block.** The half-block contains a mix of single-family and multi-family buildings. Negotiating the purchase with multiple property owners may delay any interest for redevelopment. Incremental development may be more feasible.

Concept shows a mixed use project with commercial on the main level and residential above. However, commercial may be more limited to corner spots.

**Mixed Use at Register and Perkins Sites.** The half block contains uses that can relocate to other locations throughout the City. Assembling properties between two owners is more manageable.

Concept shows a mixed use project with commercial on the main level and residential above.



## WEST EDGE



**Mixed Use at Public Safety Building.** The City is evaluating options for relocating their Public Safety Building. Redesigning the existing space for a different user is unlikely, requiring the site to be entirely subject to redevelopment.

Concept shows a mixed use project with reconfigured parking to the west.



**Mixed Use at 3rd & 3rd.** The northeast corner of 3rd Avenue and 3rd Street includes a series of older buildings (office, bar and auto service). While some of the buildings have historic attributes, they have been significantly modified over the decades. If surrounding properties began to redevelop at a higher-intensity, then the properties may become subject-to-change.



**Armory Reuse and New Hotel.** Previously mentioned in the Main Avenue element, the Armory is proposed for reuse as an event space and parking area redeveloped for a new hotel in Downtown.

### Precedent Projects for Redevelopment

The precedent projects convey a level of intensity that provides more compatibility to Downtown than single-story projects with a lower yield on market return. Achieving a higher yield of construction (units and square footage) that matches the vision will likely require a partnership from the City and incentives to offset risk.

#### 1/4 Block Redevelopment Lofts at Main



**Main Floor:** Commercial  
**Upper Floors:** (2 levels) 24 Units  
**Parking:** Surface  
**Total Building Square Footage:** 4,932  
**Address:** 126 Main Avenue S

Mixed Use Project with first floor commercial and upper story residential. The building is built near the street with parking behind.

Redevelopment project replaced a single-family, single-family conversion, and small commercial building.

#### 1/2 Block Redevelopment Lofts at Park Hill



**Main Floor:** Commercial  
**Upper Floors:** (3 levels) 65 Apartments  
**Parking:** Surface and underground  
**Total Building Square Footage:** 12,312  
**Address:** 1116 6th Street

Mixed use project with luxury apartments (studios, 1/2 bedrooms) with common amenities. The building is built near the street with parking behind.

Redevelopment project replaced a series of single-family homes (some conversions to multi-family and commercial).



Figure 3.8 — West Edge Concept Rendering



Aerial view looking northwest towards the West End Development Area. The land along 3rd Avenue represents the greatest opportunity for growth and expansion of Downtown.

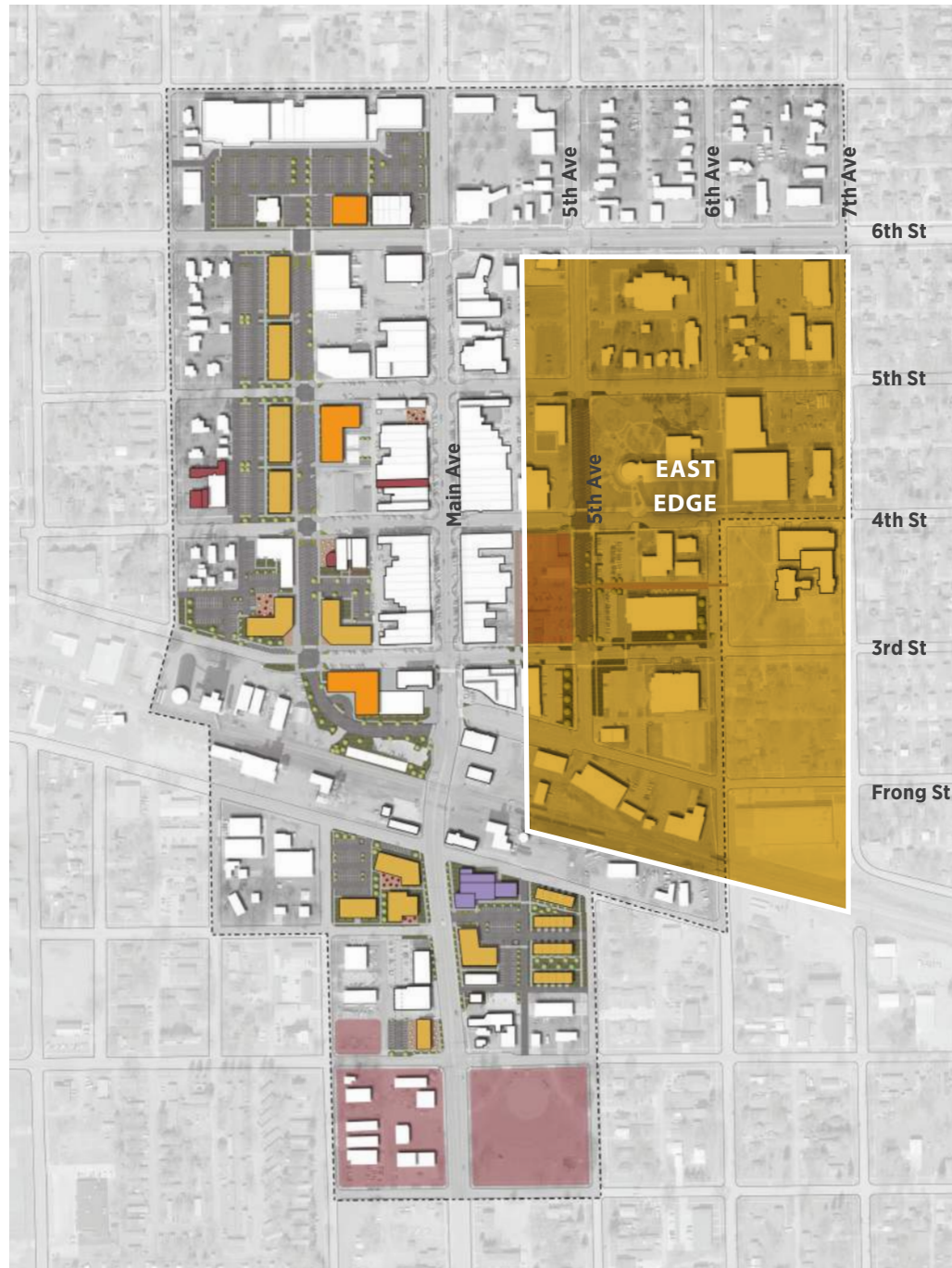




# EAST EDGE



# EAST EDGE



# 5th Avenue Redesign

The Downtown Brookings Master Plan presents a scenario of redesigning 5th Avenue by converting the parallel parking to angled parking and adding bump-outs at intersections. While this concept was broadly supported by participants in the planning process, several questions should still be considered before proceeding with a design process for construction, including:

- Does the community need more parking in Downtown?
- Does the community want more bicycle paths instead of more parking?
- Does the community want a park but preferred sites are unavailable?

## Scenario 1: Do Nothing

**Scenario 2: Re-stripe street from parallel to angle parking.** The existing 3-lane design (two thru lanes and turning lane) can be redesigned to allow for angle parking without modifying the curbs. However, intersections can be rebuilt to include bump-outs to create safer crosswalks.

**Scenario 3: Re-stripe street to include bicycle lanes.** Bicyclists can use 5th Avenue as an alternative route to Main Avenue since it has a traffic signal at 6th Street. This scenario retains parallel parking and converts the 3-lane to 2-lane with a bicycle lane on both sides.

**Scenario 5: Create a Park by closing 5th Avenue between Front Street and 3rd Street.** While other sites are also available for a future park, options may become limited, resulting in considering a future conversion of the street becoming a park.

	parallel stalls	angled stalls
6TH ST	5	5
5TH ST	-	-
4TH ST	7	14
3RD ST	1	10
	23	18
	7	3
	-	-

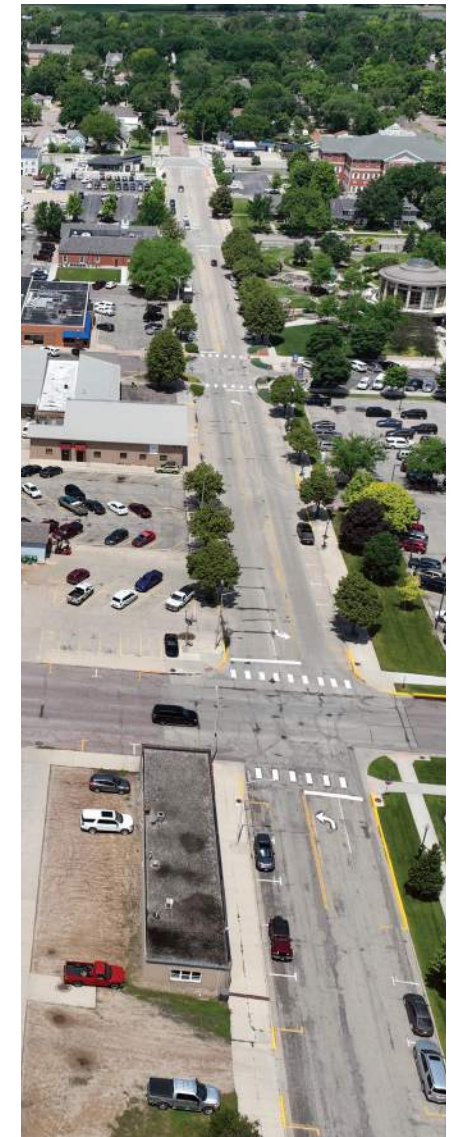
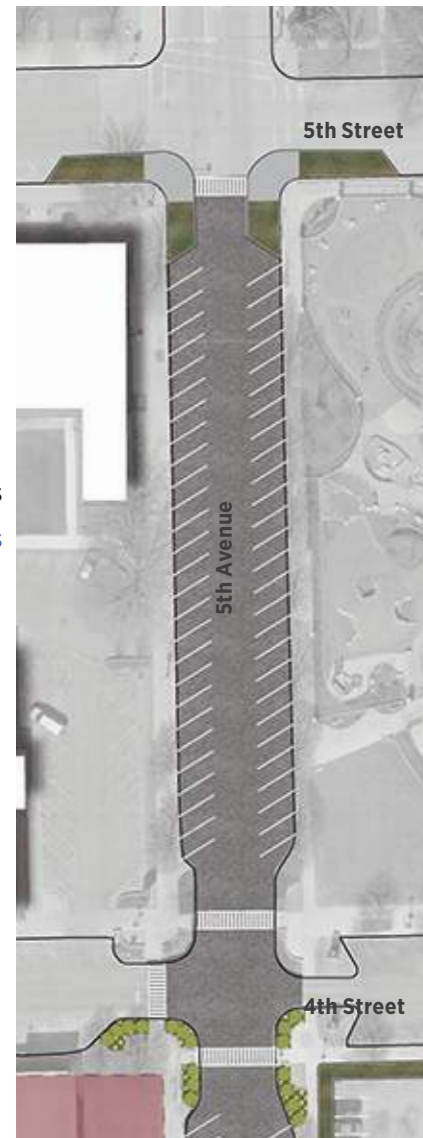


Figure 3.9 — 5th Avenue Angled Parking Concept

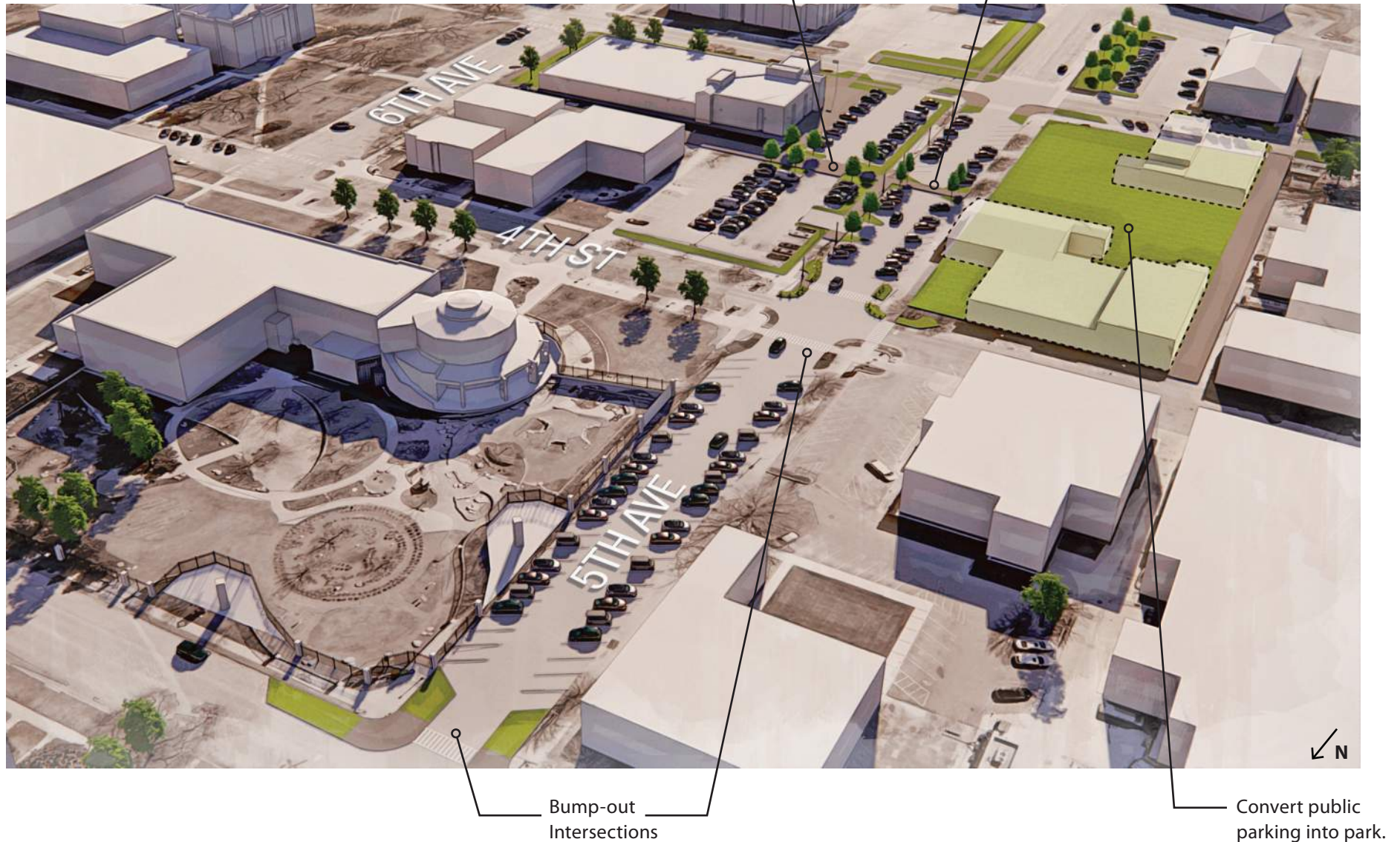


## EAST EDGE

Pathway between  
Courthouse and  
possible new park

Possible  
mid-block  
crossing

Figure 3.10 — East Edge Concept Rendering





# New Downtown Park

While Main Avenue represents Downtown's most distinct public space, the district does not have a signature park for leisure, play, and regular programming. Participants in the planning process acknowledge this gap, particularly when comparing Brookings to similar sized communities.

This plan identifies candidate sites for a future park. While test-fit concepts are shared in this plan, they are not designs but rather an illustrative exploration of possibilities for further investigation. Ultimately, a location must be selected first, then the park can be designed. Figure 3.11 identifies the initial candidate sites throughout Downtown, which were later narrowed to locations on the east edge.

The east edge of Downtown includes a ribbon of civic uses, including the Children's Museum of South Dakota, Brookings Activity Center, Brookings Public Library, Brookings County Courthouse and Brookings City & County Government Center. Placing another civic use, such as a new park, in this area reinforces the area's theme as a "community campus" and creates nexus of services in the heart of the community. Also, any public space would have neighboring properties that can monitor activities for better security.

Thompson Park  
in Downtown  
Overland Park





Figures 3.11 — Candidate Future Park Locations

**72-HOUR LOT***Advantages:*

- City-owned property
- Disadvantages:*
- Pioneer Park is located about 2 blocks away
- One-block away from Main Avenue may be perceived as too far

**REGISTER SITE***Advantages:*

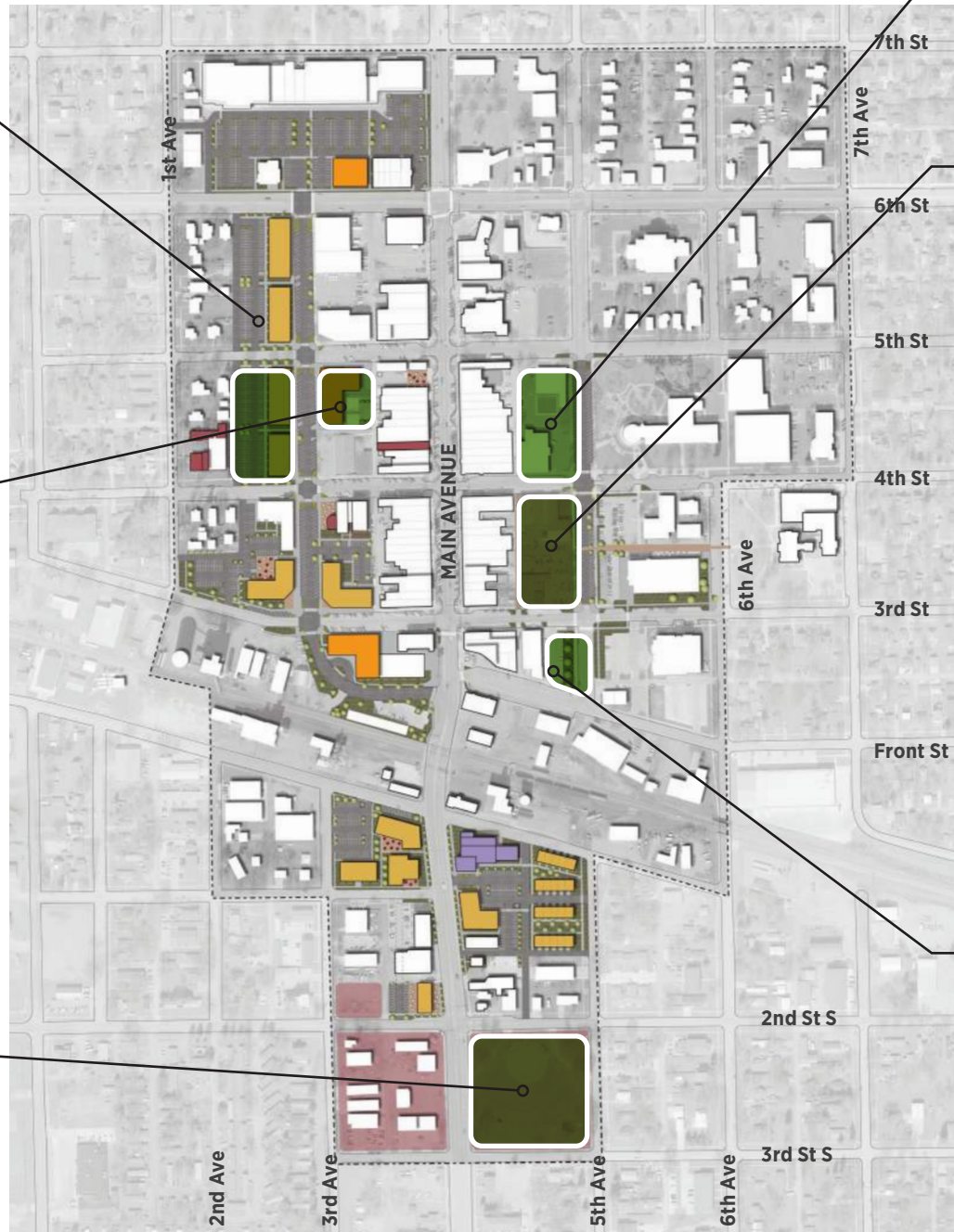
- Close to Main Avenue
- Acceptable size, but future expansion is unlikely

*Disadvantages:*

- Pioneer Park is located about 2-blocks away
- Not owned by the City
- 3rd Avenue may be a more appropriate corridor for new development

**SOUTHSIDE PARK**

- Location is too far from Main Avenue
- Site could be improved rather than newly developed to maintain existing green space

**OFFICE SITE (SWIFTEL)**

- Relocating Swiftel is not possible thereby making the site inviable

**5TH AVENUE, 300 BLOCK***Advantages*

- Proximity to Children's Museum, Activity Center, Library, City Hall and County Facilities. Many "eyes" on the space.
- Close to Main Avenue that can support businesses by attracting people to the district.
- Three private-property owners, making negotiations for acquisition more viable.
- City owns parking lot in the middle
- Allows for phased expansion
- Potential Farmers Market relocation cooperation
- Disadvantages*
- Block is not completely owned by the City

**426 3RD STREET***Advantages*

- Proximity to civic services.
- Close to Main Avenue
- One private property owner
- Potential Farmers Market relocation cooperation

*Disadvantages*

- Small site that could be combined with closure of 5th Ave.
- Not owned by the City

## PROGRAM POSSIBILITIES

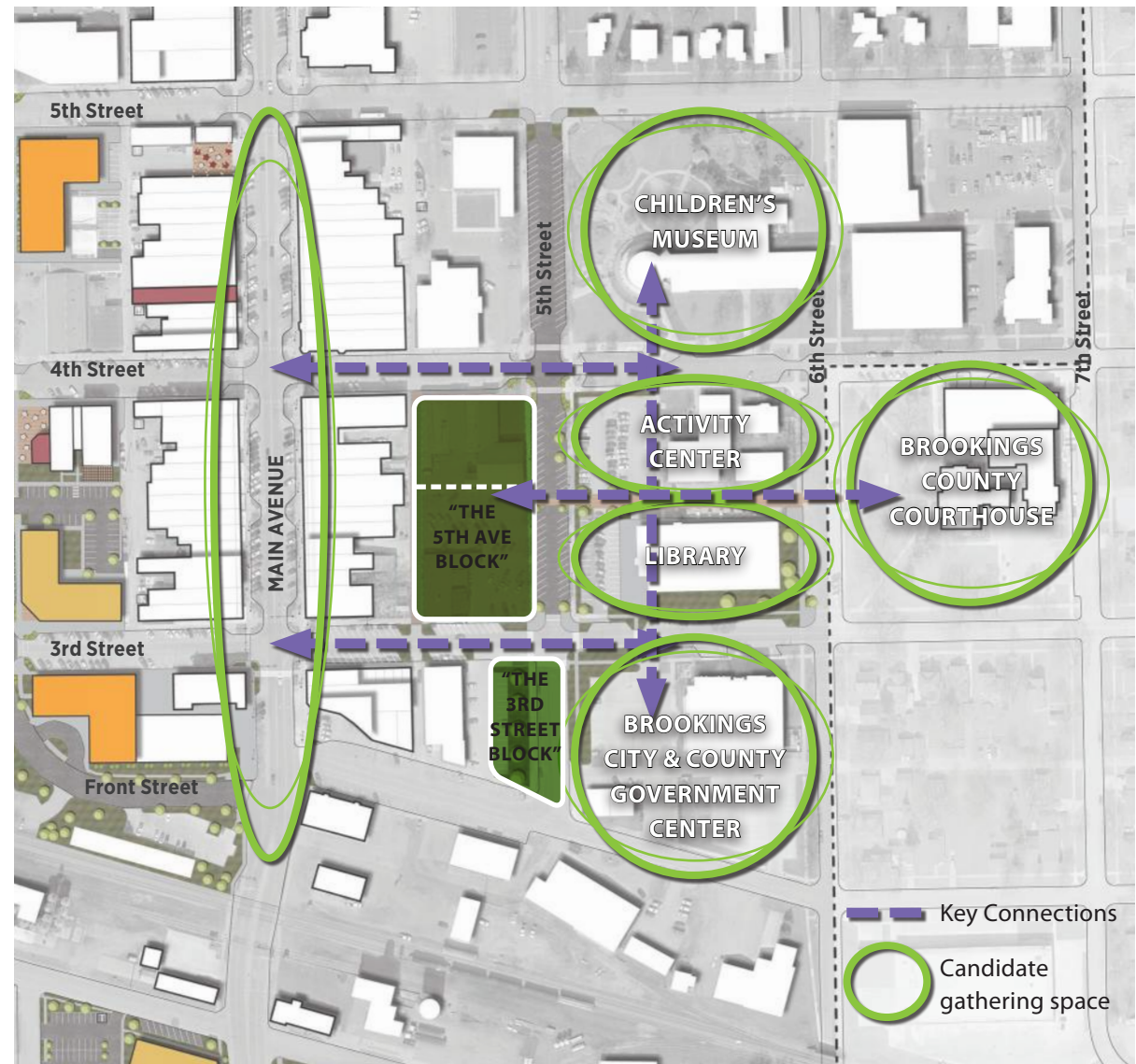
The desired program for designing a gathering space in Downtown is for it to be oriented to multiple generations, children to older adults. The space should be well-connected to its surroundings so that people can conveniently move between the City's community facilities and Downtown. Possible programming can be coordinated by the Downtown Brookings organization.

### Priority Elements

- Connections to surrounding uses
- Seating areas
- Small playground
- Public Restrooms\*
- Plaza Space
- Open lawn
- Splash Pad
- Iconic public art feature
- Ability to host events and celebrations, including the Farmers Market and Frost Fest

\*Public restrooms can be designed into a new structure in the park or retrofitted into an existing building along Main Avenue with access from the alley.

Figures 3.12 — Test-fit Concepts of a new park space in Downtown





Figures 3.13 — Test-fit Concepts of a new park space in Downtown



### Full-block Scenario

Scenario is applicable if all properties are successfully assembled. Individual properties can be converted to public parking as an interim use until all properties are assembled. Features include:

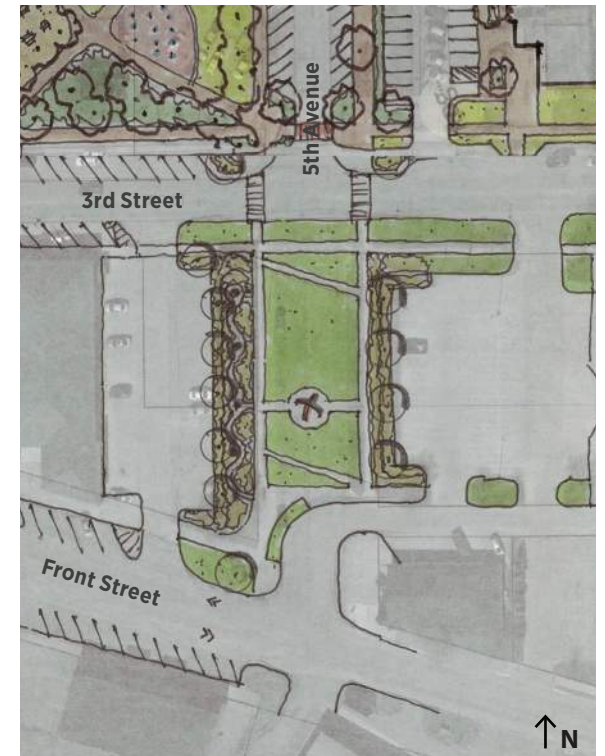
- Promenade between Courthouse and Park.
- Protected crossings at intersections.
- Enhanced alley.
- Landscaping to screen rear façades.
- Greenspace with connected pathways.
- Playground equipment and splash pad.
- Performance stage.
- Potential Farmers' Market programming.



### Half-block Scenario

Scenario is applicable if some properties can be assembled but not all. Features include:

- Elements of the full-block scenario, yet features are reduced and more compressed.
- This scenario excludes any spaces for large performances or public restrooms.
- Potential Farmers Market programming.



### 5th Street Scenario

The 5th Street Scenario is an alternative to the Full-block and Half-block scenarios. The concept closes 5th Avenue between Front Street and 3rd Street and removes a building. Features include:

- A great lawn with connecting pathways.
- Iconic art element for photo opportunities.
- Parking flanking the space to create loading areas for vendors, such as a Farmer's Market.

# Civic Campus Connections

The East Edge includes a cluster of civic uses with-in a block of each other, yet are loosely connected from each other. These include the Children's Museum, Activity Center, Library, City/County offices, and County Courthouse. If a new park is placed opposite of the library where the existing public parking lot is located, then the idea of a civic campus becomes an even stronger theme.

1. **Define pathway between new park and County Courthouse.** The alley between the Activity Center and Library can be converted into promenade that links the two iconic spaces. Vehicles can be allowed on the path and be designed in a way to discourage frequent use. Adding pedestrian lighting, bollards, art and wayfinding will help keep the space calm for pedestrians.
2. **Build bump-outs at intersections along 5th Avenue.** Build bump-outs at all nearby intersections along 5th Avenue. The bump-outs at 4th Street near the Children's Museum establishes a precedent for shortening the crossing distance and making the district more walkable for pedestrians.

Figure 3.14 — The Promenade







Continue walkway around the Library and connect to the Activity Center.

Figure 3.15 — Campus Connector

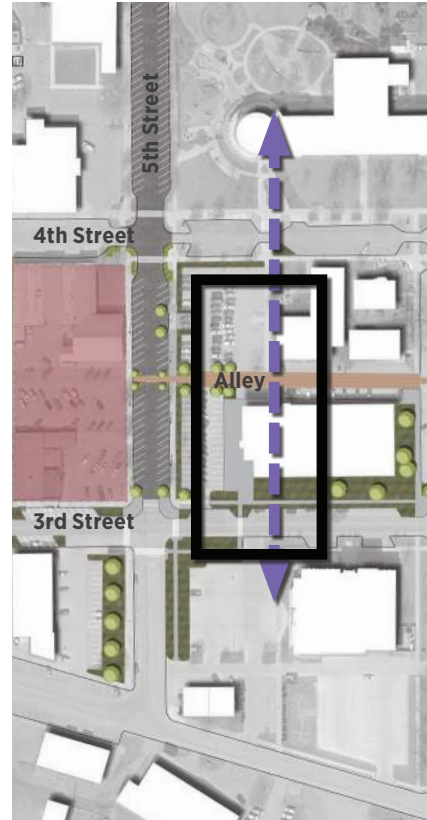
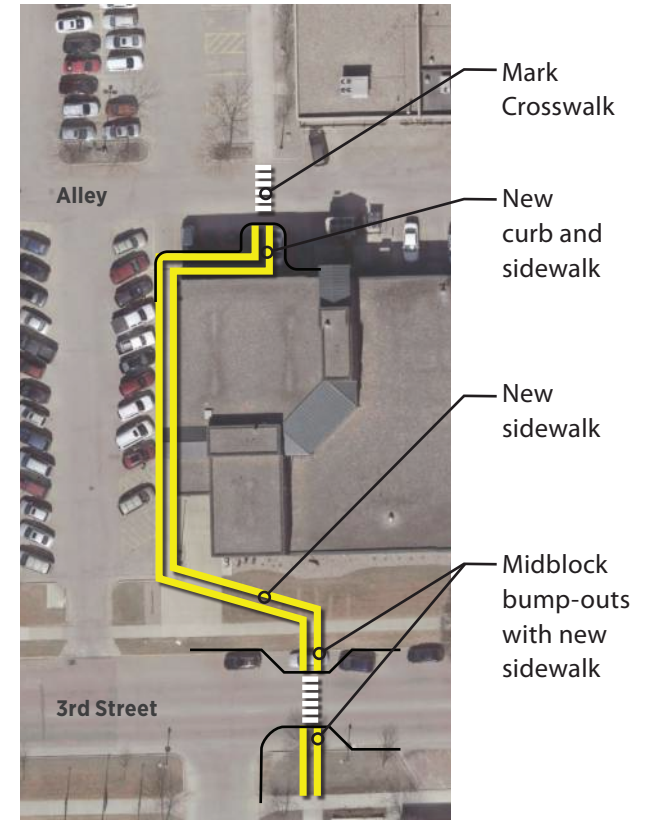


Figure 3.16 — New Library path



3. **Define pathways between the Children's Museum and City/County Building.** The connection between facilities fragments at the Library. Recommendations include:
  - Convert select stalls on northside of library to continue sidewalk from Activity Center to Government Center.
  - Establish midblock crossing and sidewalk on 3rd Street between the Library and Government Center.

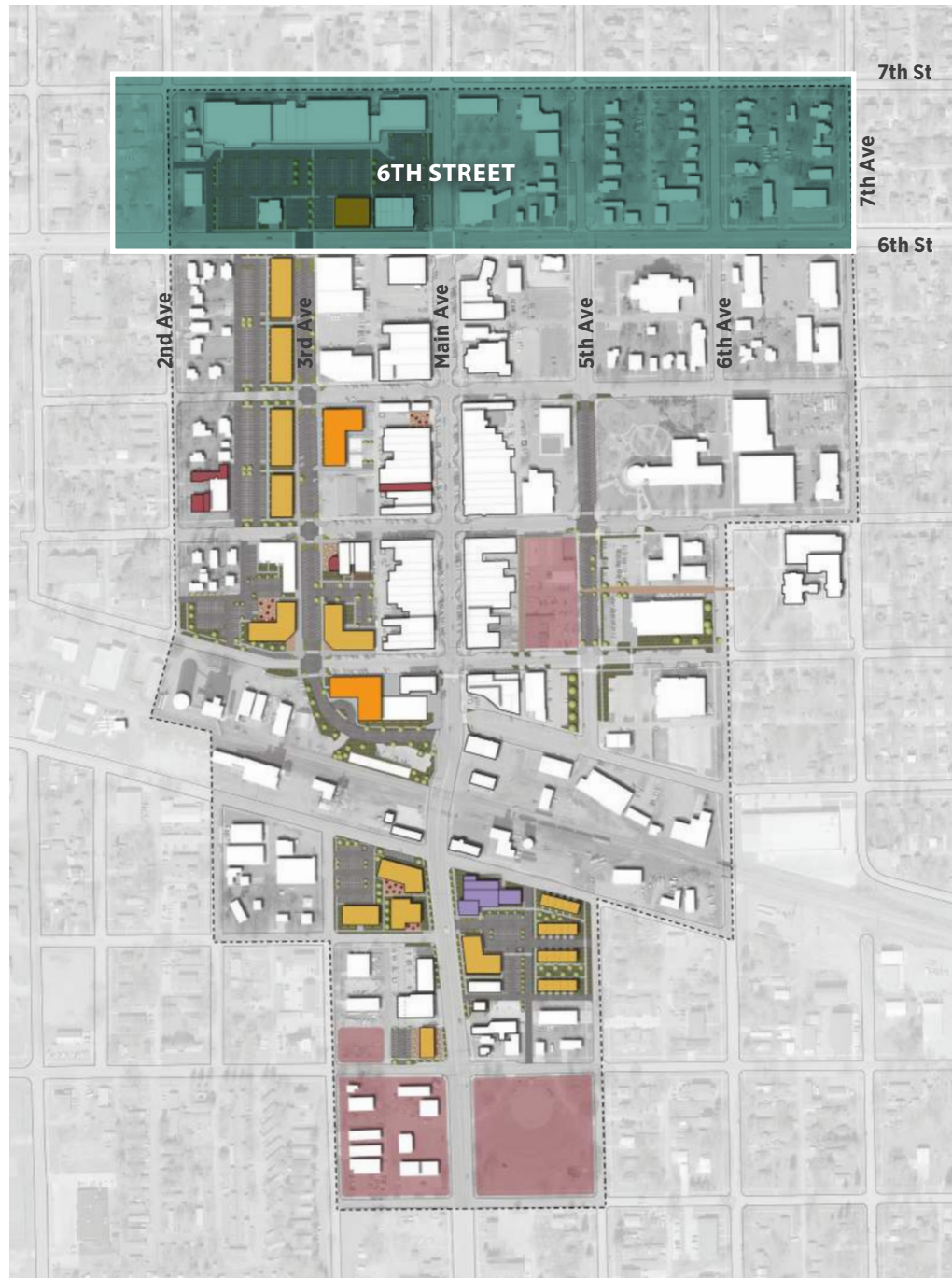


An aerial photograph of a city street corridor, tinted in a teal color. The street runs vertically through the center of the image, flanked by buildings, trees, and parking lots. The text "6TH STREET CORRIDOR" is overlaid in large, white, bold, sans-serif capital letters.

# 6TH STREET CORRIDOR



## 6TH STREET CORRIDOR



# City Plaza

The City Plaza is a business center that offers a mix of commercial spaces. The site can be improved with better circulation for customer convenience and replacing excess parking with new commercial development. Ultimately, the recommendations in this section attempt to guide the private owner to retain and attract tenants and improve customer experience. Recommendations include:

1. **Improve City Plaza's façade.** The entire façade for City Plaza can be improved similarly to the enhancements completed for the theater. Possibilities include:
  - Cover or frame business entrances. Possibly build new façades to distinguish individual tenants and break up the continuous façade.
  - Add awnings with new business signage.
  - Replace business signage.
  - Add lighting to the building face with sconces or goosenecks.
  - Attach marquee window displays to create the appearance of more windows.
2. **Replace business signage.** The existing pylon signage along 6th Street and Main Avenue should be replaced with a more modern sign to improve the appeal of the development. The wall signage on the building should be updated, as well.
3. **Redesign the parking and circulation.** The concept shows a redesign of the City Plaza's parking area to include drive lanes that are

delineated by parking islands and enhanced landscaping. The concept manages the frequency of access points along 6th Street and Main Avenue, improving safety for customers and directing them to logical points of access.

- Modify the existing drive lane along the City Plaza's frontage, which connects 2nd Avenue to Main Avenue, by shifting the intersection to the middle of the block at Main Avenue. The new alignment consolidates two access points along Main Avenue for improved safety and creates continuity to future redevelopment to the east by connecting future access to commercial developments facing 6th Street.
  - Establish a drive lane that connects the outlet businesses on the south side of the development. The drive lane should include a parallel path for pedestrians.
4. **Establish Pedestrian Pathways.** Providing sidewalks between business entrances and the public sidewalk improves accessibility for customers. Also, sidewalks encourage customers to safely visit multiple destinations.



5. **Develop Outlot.** The concept shows a development project along 6th Street with a tall single-story or two-story building that frames the highway corridor near Downtown.



# 6TH STREET CORRIDOR

Figure 3.17 — City Plaza Enhancements

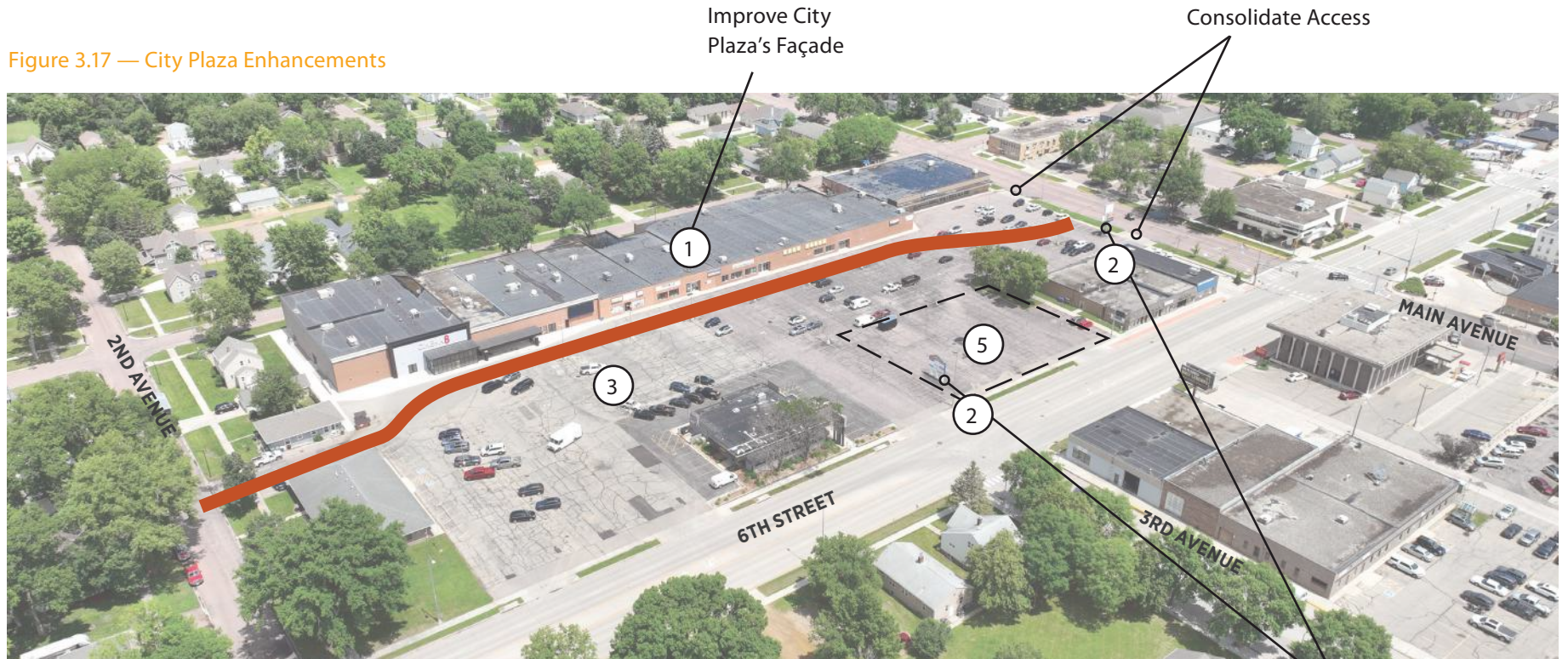
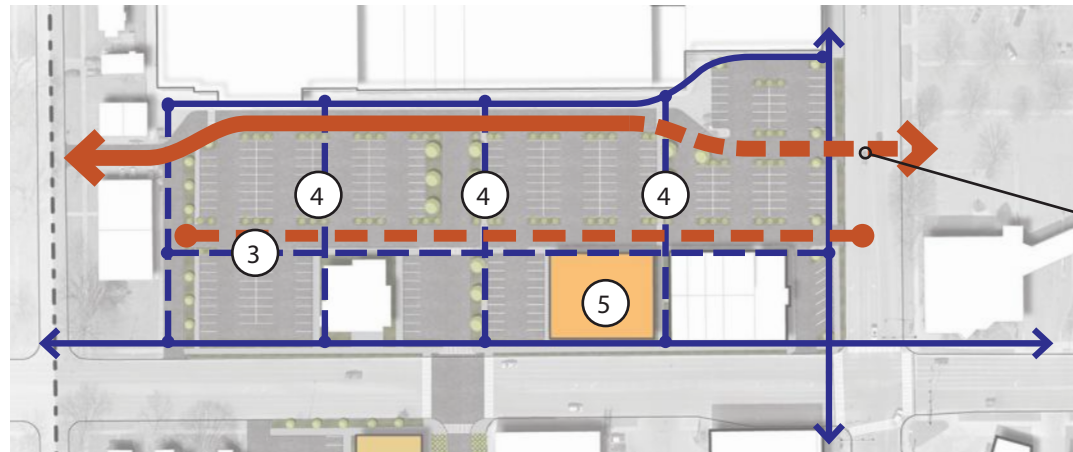


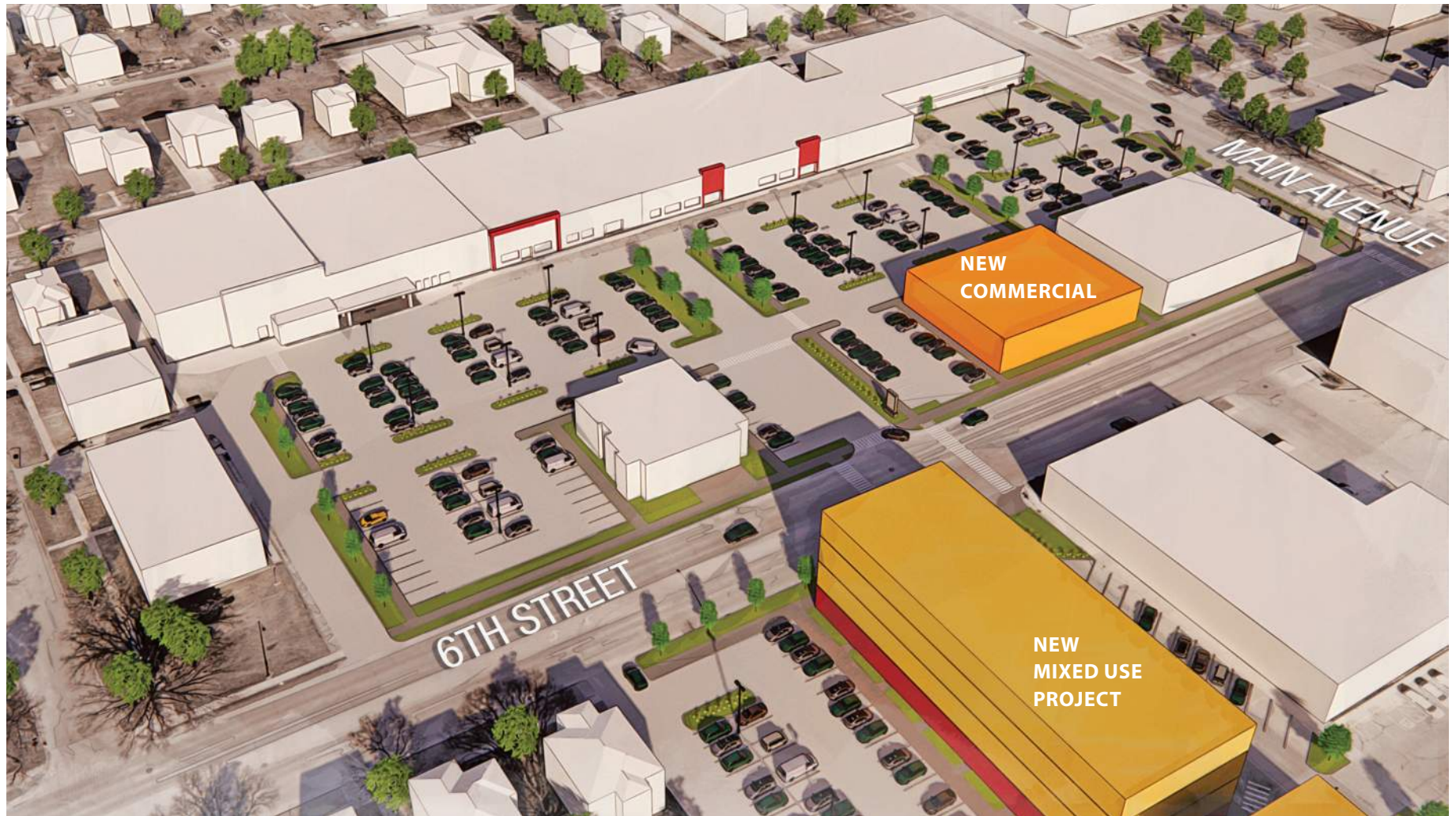
Figure 3.18 —  
City Plaza Proposed  
Circulation Diagram



Any redevelopment of  
neighboring property  
should align their parking  
entrance to City Plaza



Figure 2.19 — 6th Street Concept Rendering



City Plaza Area Rendering showing parking lot improvements, new outlot development, defined pathways for vehicles and pedestrians, and façade applications.



# 6th Street Development

Properties along 6th Street are subject to future redevelopment because of their proximity to Downtown and 6th Street (Highway 14). This plan recognizes the Comprehensive Plan's Mixed-Use category on the Future Land Use Map and supports future redevelopment for a higher intensity use if the demand warrants. Due to diminished market demand compared to other sites, it does not show test-fit scenarios.

Generally, future development should be built near the property line with parking placed behind. While the private sector creates the market demand for assembling properties for redevelopment, the cost for construction may require public assistance through tax increment financing.

1. **3rd Avenue Site.** The properties along 3rd Avenue may experience increased market demand for redevelopment if the 72-Hour Lot to the south is redeveloped.
2. **6th Street, 200 Block.** The single-family residential properties along 2nd Avenue are adjacent to the 3rd Avenue Site and the quality of life is influenced by the higher traffic on 6th Street. These properties could be assembled to be part of a larger project.

Figure 3.20 — 6th Street Development Opportunities



3. **6th Street, 400 & 500 Block.** The City's Comprehensive Plan identifies the future land use along the Highway (6th Street) as Mixed Use and this plan aligns with that recommendation. This plan supports the preservation of the north side of the block facing 7th Street to protect the historic integrity of that corridor. Any proposal should be reviewed on a case-by-case to determine the appropriateness of any change.



Any future redevelopment should follow the precedent set by Lofts at Park Hill (1114 6th Street), which is a mixed use project (first floor commercial and upper-story residential). Any future redevelopment should connect parking areas and the City Plaza.

# Gateways & Wayfinding

Visitors to the area need to be alerted that they are arriving to Downtown. The gateway arrivals can be simple applications, such as banners attached to light poles or more permanent art installations. Locations for gateways include:

- 6th Street and 1st Avenue, southeast corner
- 6th Street and 6th Avenue, northwest corner
- Main Avenue and 3rd Street, northeast corner

**Main Avenue Gateway Enhancements.** Travelers along 6th Street need to clearly understand that they are arriving to Downtown when approaching Main Avenue. Distinguishing this intersection from others will increase people's awareness of the district. Enhancements include:

- **Upgrade Traffic Signals.** The traffic signals should be upgraded from standard galvanized poles to more decorative poles and arms. Banners and planters can be means of decoration to draw more attention to the signal.
- **Upgrade Street Name Signs.** The street signs can be upgraded with decorative branding.
- **Upgrade Crosswalks and Add Countdown Timers.** Traffic controls should include countdown timers to inform pedestrians about the amount of time they have to cross. Markings for crosswalks should be more pronounced to alert motorists about the presence of pedestrians.



Figure 3.21 —  
Gateways & Wayfinding

- Main Avenue Gateway Enhancements
- Gateway Arrival Enhancements
- Wayfinding Signage



- **Install Uniform Plantings.** Currently, each corner of the intersection has a library of different plantings. Future plantings around the intersection should be consistent and in harmony with other plantings along Main Avenue.
- **Install Public Art on South Corners.** Installing public art is another method for attracting attention to Main Avenue. The real estate to place public art is constrained so any art will need to be modest. Pillars or columns of light are features used around the country, including Grand Forks and South Omaha.
- **Install Mural on VFW Building.** The side of the VFW building is a possible canvas for a new mural to attract people into Downtown. The artwork could be placed directly on the building or attached.

## Author Design Standards for All of Downtown.

Adopting design standards for future development will ensure that new projects will be compatible with the character of Downtown. Elements of the design standards, may include:

- Any new structure be more than 20 feet tall and built near the property line.
- Parking should be in the rear.
- Building entrances should face either Main Avenue or 6th Street.
- Building transparency (windows) on the first level to be more than 60%.



**Directional Wayfinding.** The City of Brookings should design a citywide wayfinding system that orients out-of-town visitors to the community's key destinations. As part of that system, Downtown should have its own wayfinding to direct motorists and pedestrians. Key elements for the wayfinding system may include:

- Directions to cultural destinations, such as Historic Downtown, Children's Museum and public gathering spaces.
- Directions to available surface parking lots and arrival signs. Public lots should be clearly marked. Also, private lots should be clearly marked and could include times for prohibited use.
- Kiosk signage for pedestrians that orients them to businesses and other exploration. Also, locations for available restrooms.
- A well signaled truck route with signage through 3rd Avenue to bypass Main Avenue.

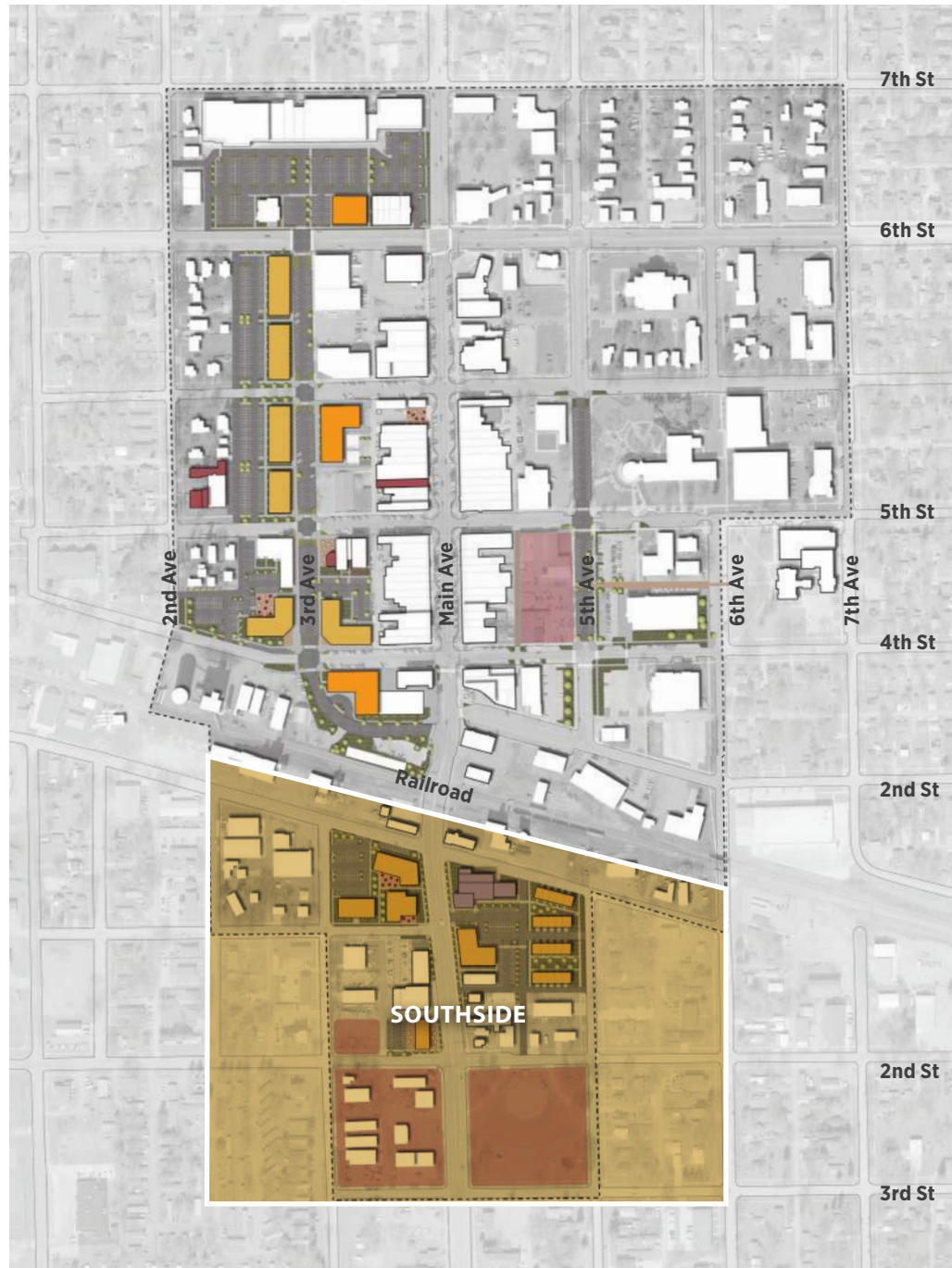


An aerial photograph of a town, likely in the mid-20th century, showing a mix of residential and commercial buildings. A prominent grain elevator with a tall silo is visible in the center. A large road runs diagonally through the town, intersecting with a horizontal street. The word "SOUTHSIDE" is overlaid in large, white, bold letters across the center of the image.

# SOUTHSIDE



SOUTHSIDE



# East of South Main

The industrial uses and open lots south of 1st Street offer possibilities for development and adaptive reuse, particularly if its current use becomes obsolete.

1. **Reuse of Sexauer Seeds building.** The buildings on the Sexauer Seeds site has iconic qualities that could be leveraged as part of a reuse project. Similar development efforts have been built throughout the country, including Fayetteville, Arkansas. Alternatively, the buildings could be replaced with a new mixed use project, yet the current plan presents a scenario for repurposing the structures.
2. **Redevelopment along Main Avenue.** The plan recognizes that the existing auto-service business, gravel drive, and converted residential-to-commercial structure are not optimal uses in an emerging business district. The concept shows a new mixed use structure with parking near the alley. In general, access to Main Avenue should be shared with surrounding uses to limit conflict points along the street.
3. **Ensure Internal Circulation.** The existing alley can be improved to provide internal circulation, connecting all of the parking areas within the block. Sidewalks should connect development, thereby creating better walkability.
4. **Future Townhomes.** As a transitional use between the possible reuse of the Sexauer buildings and single-family homes to the east, the plan recommends that the existing open lot and industrial structure be redeveloped for townhomes. The scenario in Figure 3.22 shows about 20 units with shared open space.
5. **Reprogramming Southside Park.** Southside Park is considered a site that is subject-to-change due to existing versus potential usage. Scenarios for reprogramming the space may include upgrades to the park or possible reuse, including:
  - Possible Public Safety Center.
  - Possible private development.
6. **Streetscape Enhancements.** Travelers along Main Avenue should clearly understand that they are approaching Downtown when arriving to 3rd Street. The intersection should have:
  - New lighting with mounted banners
  - New plantings that have rhythm with other intersections in Downtown
  - Gateway art feature

Figure 3.22 — Southside Development Concept - East

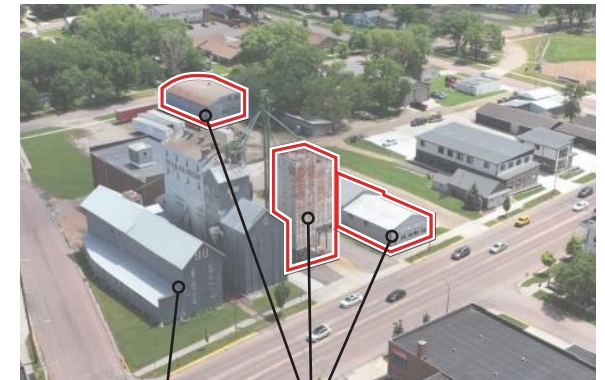




Figure 3.23 — Southside Reuse and Redevelopment Opportunities



Aerial view looking southwest overlooking the Sexauer Seeds Elevator and nearby property. These sites are subject-to-change and offer development opportunities near Downtown.



Buildings subject to future removal

Buildings subject to future reuse

Fayetteville, AR -  
A demonstration project for reusing the Sexauer co-op buildings is the Mill District in Fayetteville, Arkansas (525 S. School Street). The project includes a series of buildings repurposed for (1) mixed use with upper-level housing and main floor office, (2) a restaurant, and (3) a coffee shop.



# West of South Main

The success of the Lofts at Main development established confidence in the market for future redevelopment in the area. The project creates a precedent that mixed use developments near Downtown can work and helps redefine the character for the district. Scenarios for redirection of land use attempt to complement the momentum established by more recent projects, where buildings are placed near the property line and parking is set away from the street. Key elements for redevelopment:

1. **Main Avenue 100 Block North.** The plan recognizes that market demand may influence the site's redevelopment because of its proximity to Downtown. The plan shows a scenario where new construction frames the street and parking is in the rear. Outdoor seating areas are possible and shown to be sheltered from the street and railroad.
2. **Main Avenue 100 Block North..** The Lofts at Main building has proven that southside can be home to more "Downtown" mixed use buildings. The remainder of the block may experience market demand for redevelopment, allowing the Rental Depot to relocate and expand at an alternative site.
3. **Connected Parking.** If the Rental Depot were to ever be redeveloped, the proposed site plan for redevelopment should connect the parking lots to maximize the convenience for customers when visiting the area. Driveway entrances to the site should be reserved to side streets.
4. **200 Block of South Main Avenue.** The block includes auto- and service-oriented business, storage buildings, and some single-family residential tucked in between. The plan acknowledges that market demand may influence the land for redevelopment

Figure 3.24 — Southside Development Concept - West

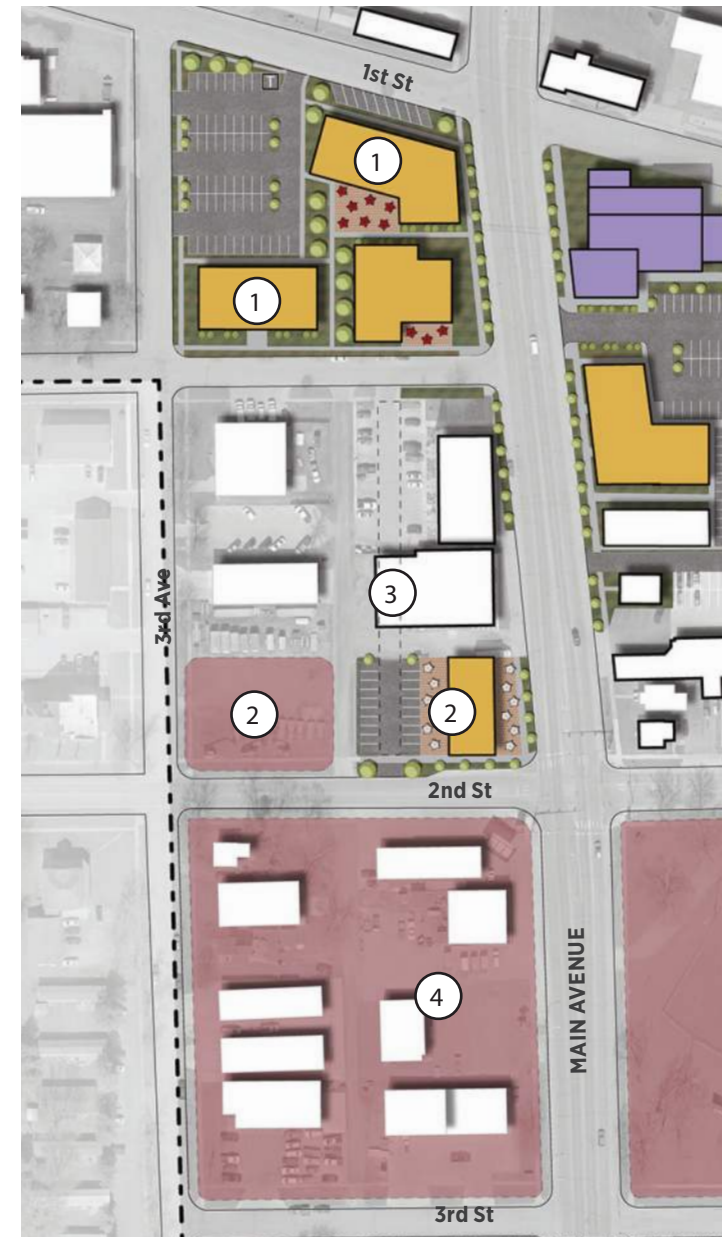




Figure 3.25 — Southside Concept Rendering



Aerial view overlooking the Southside of Downtown. Concept shows higher-intensity development adjacent to Main Avenue with parking behind.







# 04

## **next steps**

## next steps

Much like a comprehensive plan, the Downtown Brookings Master Plan will change and evolve over time. Property changes hands, funding sources come to light, economic forces evolve, and priority projects change. All these factors affect the implementation schedule of projects within the Plan.

This chapter summarizes the implementation schedule starting with catalyst project, summary of initiatives with time frames and magnitude of costs, and finally the organizational support. The City of Brookings can use the implementation schedule to shape planning and policy efforts for the future.

- Catalyst Projects
- Schedule and Priorities
- Key Organizations

### CATALYST PROJECTS

The Downtown Brookings Master Plan presents many initiatives for the future of the district. While all of the initiatives contribute to the betterment of the district, three of them stood out as catalysts that may stimulate greater momentum. These initiatives include:

1. Reuse of the Armory and New Hotel
2. Redevelopment of the 72-Hour Lot
3. New Downtown Park







## REUSE OF ARMORY AND NEW HOTEL



Rendering by ID8 Architecture

### Next Steps

1. City to continue to maintain support for the current efforts for reusing the Armory building and redeveloping the adjacent lot for a hotel. If successfully completed, the project will provide a substantial venue missing from Downtown - indoor event space and lodging.
2. If the current proposal fails to develop, then the City should continue to solicit proposals for reuse/redevelopment of the site.

2

## REDEVELOPMENT OF THE 72-HOUR LOT



### Next Steps

1. City to author an RFP for the redevelopment of the site. Submittals should align with the spirit of this plan, which shows mixed-use buildings fronting the street and parking behind.
2. City to initiate the redesign of 3rd Avenue to offer more parking and work with the developer to coordinate the schedule of improvements.

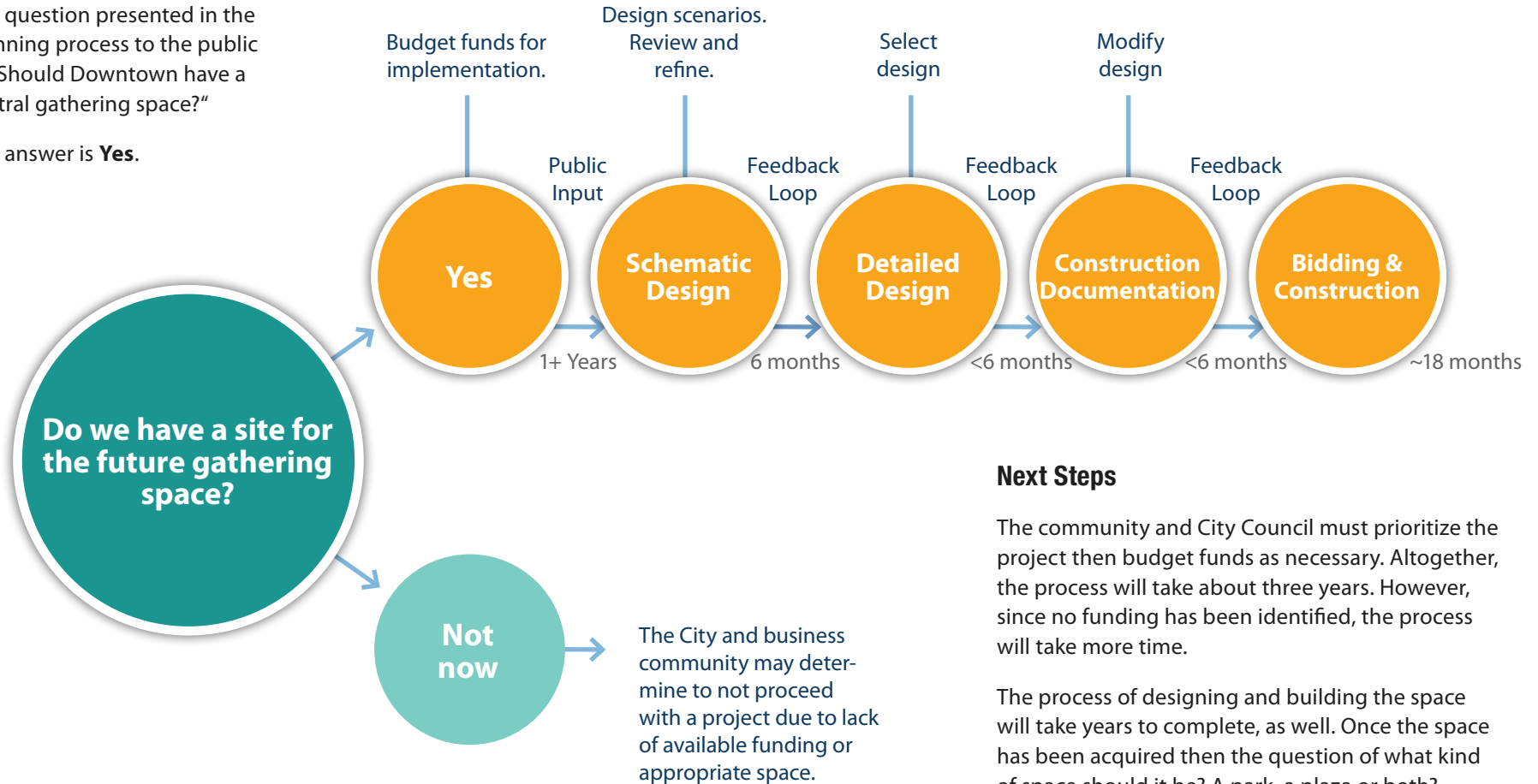




## NEW DOWNTOWN PARK

The question presented in the planning process to the public is, "Should Downtown have a central gathering space?"

The answer is **Yes**.



### Next Steps

The community and City Council must prioritize the project then budget funds as necessary. Altogether, the process will take about three years. However, since no funding has been identified, the process will take more time.

The process of designing and building the space will take years to complete, as well. Once the space has been acquired then the question of what kind of space should it be? A park, a plaza or both?

# Schedule & Priorities

The Downtown Brookings Master Plan establishes a concept for the future of Downtown. The plan includes many projects that will be developed incrementally over time, and requires setting priorities, completing initial steps, and evaluating new conditions along the way.

## SCHEDULE & PRIORITIES

The City with coordinating agencies and other principals in the development process should maintain a five year Downtown capital program, updated annually, much as city and state governments do with their capital improvement plans. The tables in this chapter identify individual projects and provides a conceptual schedule for their implementation. However, market demands, formation of a Business Improvement District, and other funding opportunities will inevitably affect this schedule.

Annually, the City, in association with Downtown Brookings, should update the schedule, based on priority criteria. These evaluative criteria may involve applying the following questions to specific projects at the time of consideration:

- Does the project respond to specific or high-profile community issues or needs?
- Does the project generate maximum private market response?
- What is the project's potential to transform the image of the area and community?
- Does the project attract both local residents and visitors, increasing business traffic and creating new reasons for people to be Downtown?
- Does the project support the growth of existing businesses?
- Does the project capitalize on established, but unmet, market needs?
- Can the project be realistically implemented within a reasonable time frame with potentially available resources?
- Does the project generate substantial community support or consensus?
- Does the project incorporate and leverage outside funding sources, such as state grants or charitable contributions?



## MAIN AVENUE CONCEPTS: BUILDINGS

Project	LEAD+ Partners	Type	Magnitude of Cost	SCHEDULE				Notes
				Ongoing	<3 Years	3-10 Years	10+ Years	
Update Design Guidelines to Create Design Standards	City	Action	\$15K-\$25K		●			City to prepare in-house or retain a consultant.
Update Façade Enhancement Grant	City	Policy	\$100K	●	●			Matching fund for owners to apply.
Establish a Façade Easement	City + Private	Policy	NA		●			City to select annual façade enhancement grants or easement.
Initiate Incubator Space	DTB + BEDC+City	Action	\$500k -\$750K		●			Assume \$200-\$300 square foot for remodeling a 2,500 SF building footprint.
Establish Signage Grant Program	DTB +Private + City	Policy	\$5K+	●				Matching fund for owners to apply.
Historic Tax Credit Support	Private + Public	Policy	NA	●				City to offer guidance to owners.
Promote Lights, Camera, Action Program	Private + City+DTB	Action	\$10K+	●				Matching fund for owners to apply.
Establish Downtown Revitalization Incentive Program (DRIP)	Private + City	Policy	\$75K+	●	●			Matching fund for owners to apply.
Reuse Armory and New Hotel	Private + City	Action	NA	●	●			TIF Established
Redevelop 407 Main Avenue	Private + City	Policy	NA		●			City to support with financial assistance (TIF)
Enhance Nick's Gathering Space	Private + City+DTB	Action	\$75K+			●		City to offer guidance to owner. Assume \$25 SF + any facility construction

## MAIN AVENUE CONCEPTS: STREETSCAPE

Project	LEAD+ Partners	Type	Magnitude of Cost	SCHEDULE				Notes
				Ongoing	<3 Years	3-10 Years	10+ Years	
Update Plantings on Main Avenue	City + DTB	Capital	\$150K-250K		●			City to install and DTB to maintain.
Form a Business Improvement District	DTB + Economic Development Partners	Policy	NA		●			May require consultant to guide DTB.
Update Pavement Materials	City	Action	\$14 SF	●				Assume \$14 SF for material removal and replacement
Maintain Furniture	City	Policy	NA	●				
Add Projected Lighting	DTB + City	Action/ Capital	\$7K-10K		●			Range includes retrofit to complete replacement of light poles. Assume ~\$4K for fixture and \$3K for labor.
Add Public Art	DTB + City	Action	~\$75K			●		Permanent installation: ~\$75K each; Temporary installation: ~\$15K



## MAIN AVENUE CONCEPTS: BROOKENDS

Project	LEAD+ Partners	Type	Magnitude of Cost	SCHEDULE				Notes
				Ongoing	<3 Years	3-10 Years	10+ Years	
Consolidating Dumpsters and Enclose	DTB	Action/ Capital	\$15K-\$25K		●			City to install and DTB to maintain. Forming BID is necessary.
Adding Lighting and Security	DTB + City	Action/ Capital	\$2K-\$9K		●			DTB to install and manage. Range includes retrofit to complete replacement of light poles.
Branding the Alleys	DTB	Policy	NA			●		DTB to launch marketing campaign with Grassroots Plan.
Adding Accessory Rear Entrances and Seating	Private	Action	NA				●	Private owners to apply.
Initiate a Grassroots Plan	DTB	Action			●			DTB to author.

## WEST EDGE CONCEPTS

Project	LEAD+ Partners	Type	Magnitude of Cost	SCHEDULE				Notes
				Ongoing	<3 Years	3-10 Years	10+ Years	
3rd Avenue Redesign: Launch pilot project	City	Capital	\$20K		●			Safe Streets for All Grant, AARP Grant
3rd Avenue Redesign: Permanent design	City	Capital	\$1M			●		Study to update Bicycle Plan. Permanant applications to focus on intersections only.
Mixed Use at 72-Hour Parking Lot	City + Private	Action	Incentives		●			City to release RFP for developer response.
Mixed Use at 500 Block Redevelopment	Private	Policy	Incentives				●	Review application by owner.
Mixed Use at Register and Perkins Sites	Private	Policy	Incentives				●	Review application by owner.
Mixed Use at Public Safety Building	Private	Policy	Incentives				●	Review application by owner.
Mixed Use at 3rd & 3rd (northeast corner)	Private	Policy	Incentives				●	Review application by owner.
Armory Reuse and New Hotel	Private	Policy	Incentives		●			Review application by owner.



## EAST EDGE CONCEPTS

Project	LEAD+ Partners	Type	Magnitude of Cost	SCHEDULE				Notes
				Ongoing	<3 Years	3-10 Years	10+ Years	
5th Avenue Redesign	City	Capital	~\$3M+			●		Assume \$1M per block
Update Bicycle Master Plan	City	Action	\$35K		●			
Select Site for Future Park	City + DTB	Action		●	●			City to consider property purchases.
Design New Downtown Park	City +DTB	Action	\$4-4.5M			●		Pre-SD Design - \$60K, Full Design: \$450K; Construction: \$3.5-4M
Define pathway between new park and County Courthouse	City + County	Action	~\$300K			●		Defer project until site selected for new Park. Anticipate \$50 square foot for high quality materials. A 20' wide path at 300 linear feet is about \$300K.
Build bump-outs at intersections	City	Capital	~\$100K			●		\$100K for for four corners of an intersection

## 6TH AVENUE CORRIDOR CONCEPTS

Project	LEAD+ Partners	Type	Magnitude of Cost	SCHEDULE				Notes
				Ongoing	<3 Years	3-10 Years	10+ Years	
City Plaza Enhancements	Private	Action	NA				●	City may consider incentives if owner applies.
Manage Development Applications	City	Policy	NA	●				Review application by owner.
Main Avenue Gateway Enhancements	DTB +City	Capital	\$30K-\$175K		●	●		Requires design
Author Design Guidelines for Development	City	Policy	NA			●		Authored by City staff.
Design Citywide Directional Wayfinding	City +CVB+DTB	Action	\$35K+		●			Assume design of system at \$35K. Assume install at \$1,000 per sign.



## SOUTHSIDE CONCEPTS

Project	LEAD+ Partners	Type	Magnitude of Cost	SCHEDULE				Notes
				Ongoing	<3 Years	3-10 Years	10+ Years	
Reuse of Sexauer Seeds building	Private	Policy	NA				●	Requires feasibility study.
Redevelopment along Main Avenue	Private	Policy	NA	●			●	
Ensure Internal Circulation Among Development	Private	Policy	NA	●				
Redevelop 100 Block of 5th Avenue	Private	Policy	NA				●	Review application by owner.
Reprogramming Southside Park	City	Capital	\$25K-\$60K		●			Study only, ranging from retrofits to major redesign.
Enhance Streetscape	City	Capital	~\$3M+				●	Assume \$1M per block
Main Avenue 100 Block North	Private	Policy	NA	●			●	Review application by owner.
Main Avenue 100 Block South	Private	Policy	NA	●			●	Review application by owner.
Redevelop 200 Block of South Main Avenue	Private	Policy	NA	●			●	Review application by owner.

# Organizational Support

The previous chapters of this plan focus on the physical components to reach a revitalized Downtown. This section considers organizational aspects for Downtown and offers recommendations that can strengthen the support structure for the district. Successful development efforts require successful organizations, appropriate policies, and successful public/private partnerships.

## CITY OF BROOKINGS

The City of Brookings is responsible for implementing and guiding the recommendations of the Plan. Under the direction of City Council and Administration, the City Manager's Office will oversee the overall plan strategies with day-to-day implementation from all other City Departments including Community Development, Public Works, and Parks, Recreation & Forestry.

## DOWNTOWN BROOKINGS

As implementation begins to unfold it is important that the organization be involved early and throughout the process.

Established in 2023, Downtown Brookings is a 501(c)3 nonprofit organization dedicated to creating and maintaining programs to enhance the experiences of businesses, citizens, and visitors in our neighborhood. Their mission is to provide high quality of life through exceptional services and proactive solutions.

This organization will likely act as the advisory group to the next phases of updating public spaces, such as the streetscape retrofits and new Downtown park.

## ECONOMIC DEVELOPMENT PARTNERS

Along with the City of Brookings and Downtown Brookings there are a number of other organizations within Brookings that contribute to the continued success of the community. The Brookings Economic Development Corporation, Brookings Chamber of Commerce, Visit Brookings, and the Brookings Research Park are all vital economic development partners whose continued support will be a key component to successfully implementing the Plan.



# Revenue Opportunities

Improving Downtown requires funding for capital improvements and ongoing maintenance. The following are possible funding sources.

## NEW BUSINESS IMPROVEMENT DISTRICT

This plan recommends that the Downtown business community establish a Business Improvement District (BID). Services can range from covering the costs for programming events or basic maintenance (litter clean-up and banners) to having full-time staff to manage a myriad of initiatives. The diagram on the following page provides initial concepts for the extent of the organization's capacity for services.

Under the organizations own direction, they could expand their influence to issue bonds, levy taxes, and apply special assessments to finance public improvements, public services, and blight removal.

Ultimately, cities across the country, including the City of Brookings, face difficult budget decisions that result in the reduction of services. Establishing a BID ensures that Downtown can bridge any budget transitions and retain the level of care that other districts don't receive from the City. A new board for the BID will need to be established and be initially appointed by the Mayor. The BID could be managed by Downtown Brookings or become a successor organization to Downtown Brookings.

Of the scenarios explored in this planning process, the plan recommends an "Intermediate" approach to establishing a BID. This approach continues the services currently managed by Downtown Brookings and offers additional support.

## OTHER FUNDING POSSIBILITIES

- **Tax Increment Financing (TIF).** TIF can be used for both public space improvements and new private development that might not otherwise be developed if not but for the use of TIF.
- **Philanthropy.** Many communities partner with foundations to assist in raising funds for capital projects and programs. Many parks and public spaces have been financed, in part, through philanthropy.
- **Energy Efficiency Programs.** As State and Federal programs become available for improving the energy efficiency of existing buildings, Downtown should apply for assistance.
- **Historic Preservation Grants.** The South Dakota Historical Society identifies many programs that communities and organizations can leverage for improvements.
- **Revolving Loan Fund (RLF).** A low-interest loan to help finance projects, which can be applied to land purchases, site improvements, construction, acquisition or renovation of a building, or the purchase and installation of machinery and equipment.
- **Other Programs.** The City should continue the application of programs, such as Community Development Block Grants and Local Bonds.

## NEW BUSINESS IMPROVEMENT DISTRICT SCENARIOS

SERVICES	BASIC (Below)	Basic (Current Level)	Intermediate	Advanced
STAFF & OPERATIONS				
- Executive Director Salary	•	•	•	•
- Daily Operating Costs	(Minimum)	(Current 2024)	•	•
- Maintenance Crew Member			PT Employee(s)	FT Employee(s)
- Support Staff			Contract	Contract>FT
EVENTS PROGRAMMING & COORDINATION				
- Farmers Market Coordinators	•	•	•	•
- Multiple Events		•	•	•
- District Marketing			•	•
MAINTENANCE				
- Snow Removal			•	•
- Power Washing (cleaning debris)			•	•
- Maintenance Crew Member			•	•
- Garbage Collection			•	•
- Window Washing				•
- Security				•
PROJECTED ANNUAL BUDGET	\$125K	\$210K	~\$270K	~\$450K
- Annual City Share (expected to continue)	\$30K	\$30K	\$30K	\$30K
			RECOMMENDED LEVEL	





