

# CITY OF SIOUX FALLS

## Rail Yard Redevelopment Plan





# TABLE OF CONTENTS



<b>Introduction + Site Analysis</b>	<b>5</b>
<b>Redevelopment Concept</b>	<b>19</b>
<b>Appendix</b> Appendix A - Preliminary Concepts	<b>29</b>

# Acknowledgments

## CITY OF SIOUX FALLS

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# **INTRODUCTION + SITE ANALYSIS**



above: The Burlington Northern Santa Fe rail yard Depot pictured here features a portion of the rail yard redevelopment area the City of Sioux Falls wishes to redevelop into a multi-use, district with connection to the Big Sioux River greenway and downtown district.

## Introduction

The Sioux Falls rail yard redevelopment area represents a tremendous opportunity to develop an urban project that pulses with life on a strategically located site in the heart of the city; and to build a bridge that binds two Sioux Falls' areas—the downtown and Whittier neighborhood—together. The heavy industry of the former railroad corridor that ran through the site has historically presented a barrier that separated the downtown and Whittier neighborhood on the east. In this new century, long-term commitments to neighborhood redevelopment have borne fruit with the dynamic growth in Sioux Falls, the revitalization of the riverfront with recreation and commercial development, the continued investment in the core of downtown Sioux Falls, and the emergence of the area surrounding the site as a shopping and dining destination. At the Sioux Falls rail yard redevelopment area site, we have the historic opportunity to create a transformational project that finishes the work of creating a fully integrated and unified eastern downtown district.





above: Stakeholders expressed their wishes for the site at a public charette.



above: Stakeholders and community members reviewed preliminary concepts developed during a public charette.

## Process

The City of Sioux Falls acquired 10.25 acres of land from the BNSF Railway in 2015 utilizing federal funds on the east side of downtown. In July of 2016, the City selected RDG Planning & Design (hereafter referred to as the “Planning Team”) to provide planning services for the purchased property. The project is divided into three phases as further described. This document is intended to summarize the results of Phase One.

### PHASE ONE - REDEVELOPMENT CONCEPT

In creating the final redevelopment concept, the Planning Team completed the following:

- Review of existing plans and existing conditions.
- Hosting of stakeholder group sessions for adjacent property owners, City staff, and non-profit organizations.
- Development of three preliminary master plan concepts.
- Collection of public comments at two public input sessions.
- Preparation of a market analysis.
- Presentation of refined development concept to the City Council.

### PHASE TWO – REQUEST FOR REDEVELOPMENT DELIVERY PROCESS

In Phase Two, the City and Planning Team will work together to create redevelopment proposal selection criteria; and to solicit and select redevelopment proposals for the rail yard redevelopment area.

### PHASE THREE- REDEVELOPMENT AGREEMENTS

In Phase Three, the City and Planning Team will collaborate to prepare and negotiate development agreements with a prospective developer or developers.

# CITY OF SIOUX FALLS - RAIL YARD REDEVELOPMENT PLAN



above: View from the northern end of the rail yard site, looking north towards Falls Park.



above: The rail yard property is within a short walk of the revitalized riverfront and associated, high quality redevelopment, such as Cherapa Place.



above: Within walking distance of the site, Phillips Avenue serves as the Downtown Shopping District with outdoor dining and retail.

## Overall Context

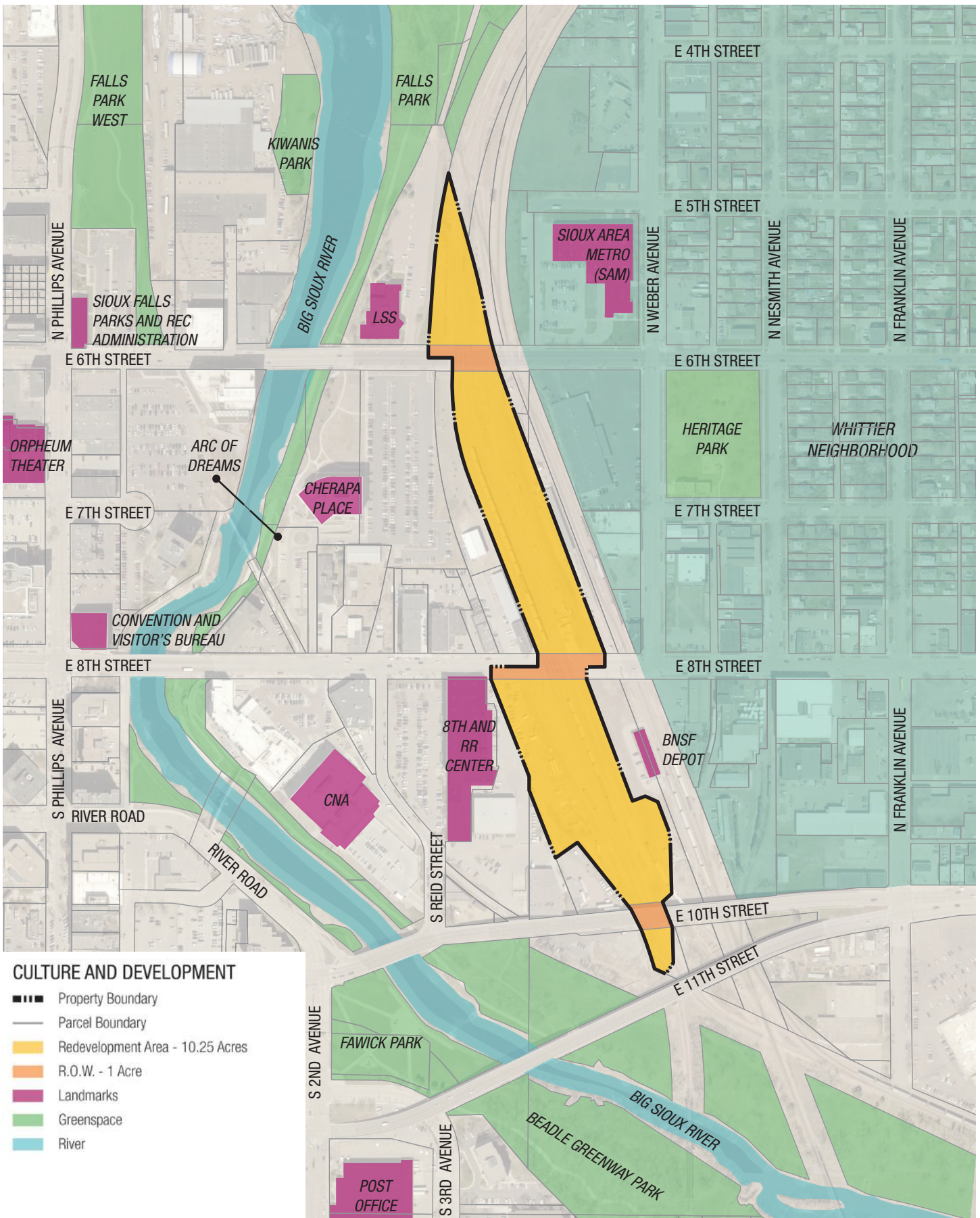
### CULTURE AND DEVELOPMENT

From a culture and development perspective, the master plan area and its context have many assets and opportunities:

- The larger downtown Sioux Falls has continued to experience a revitalization, making it an attractive place to live, work, and find entertainment and recreation.
- The site's close proximity to the Big Sioux River greenway offers tremendous opportunity for recreation and alternative transportation.
- An active arts community including the Sioux Falls Arts Council brings public art to the downtown. The Arts Council and City have developed a Cultural Plan that "outlines a vision and strategies to build a vibrant, attractive, and prosperous community through the power of our arts, heritage, and culture."
- Two neighborhoods, the downtown and Whittier neighborhood, border the master plan area. Currently, the rail yards serve as a perceived and real barrier for residents of the Whittier neighborhood coming into and out of the downtown area.
- Large-scale new development, such as the Hilton Garden Inn Hotel, CNA, and Cherapa Place, near the master plan area, has provided a frame to the eastern edge of the riverfront while also bringing more people to this part of downtown.
- Immediately adjacent to the planning area, several older buildings (8th & RR Center, the Frank Building, etc.) have been restored and reused to shape a creative, shopping and restaurant sub-district of the downtown.
- The Arc of Dreams, a large sculpture spanning the Big Sioux River, is planned for the riverfront adjacent to Cherapa Place and Raven Industries.

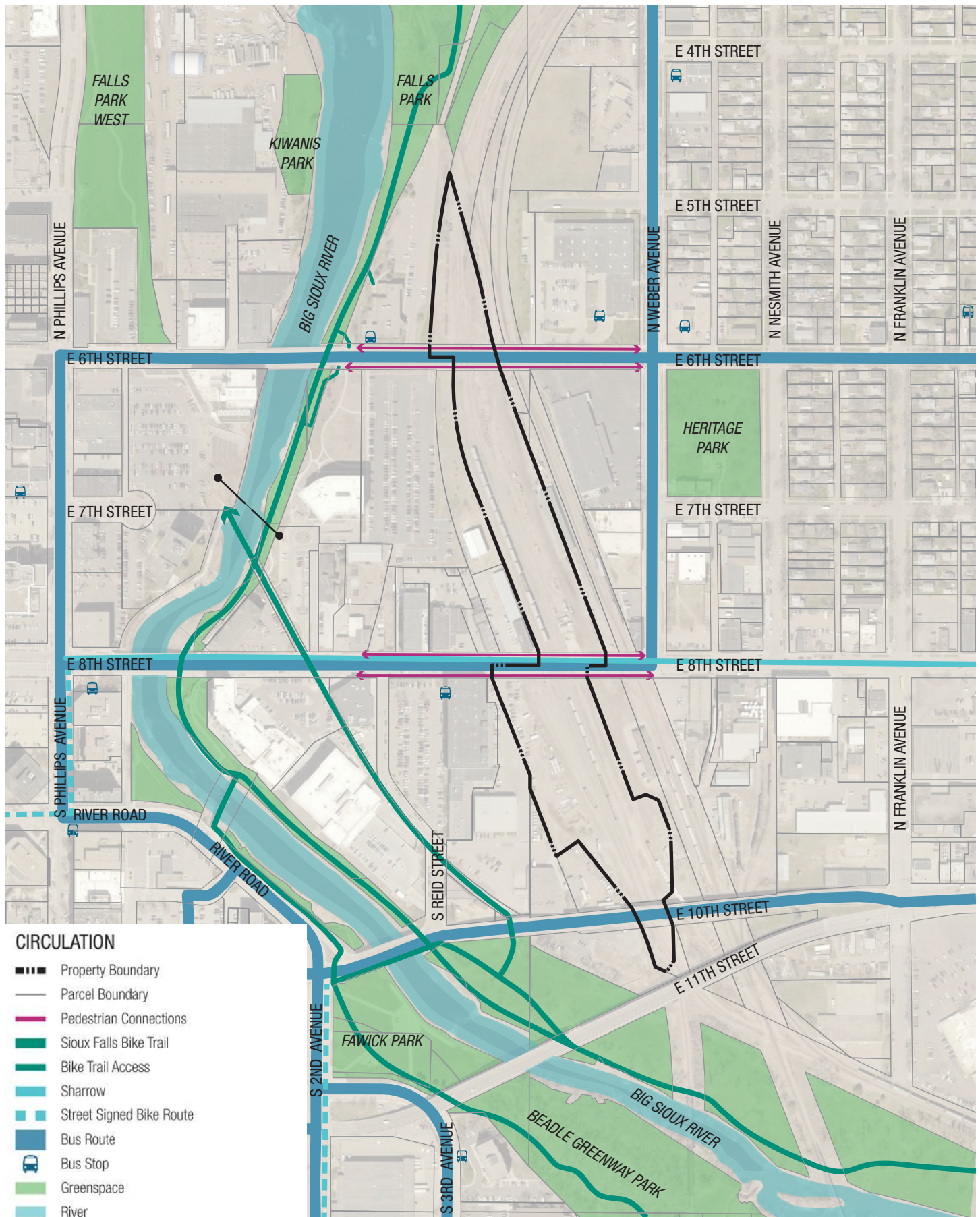


# INTRODUCTION AND SITE ANALYSIS





# CITY OF SIOUX FALLS - RAIL YARD REDEVELOPMENT PLAN



## CIRCULATION

- Property Boundary
- Parcel Boundary
- Pedestrian Connections
- Sioux Falls Bike Trail
- Bike Trail Access
- Sharrow
- Street Signed Bike Route
- Bus Route
- 🚌 Bus Stop
- 🌳 Greenspace
- 🌊 River

## INTRODUCTION AND SITE ANALYSIS



above: Pedestrian/bicycle circulation on the Big Sioux River greenway.



above: Private drive circulation south of Cherapa Place.



above: Pedestrian circulation south of Eighth Street.

### CIRCULATION

The circulation system around the redevelopment area is defined by the following features:

- Sixth Street and Eighth Street serve as key vehicular routes and bus routes between downtown and the Whittier neighborhood.
- The 10th Street and 11th Street viaducts serve as major arterial connections into and out of downtown.
- North/south connectivity in the area surrounding the master plan site is limited to private drives with the exception of South Reid Street.
- The Big Sioux River greenway bicycle trail offers a continuous bicycle loop of over 25 miles for bicyclists and pedestrians.
- Bicycle sharrows on Eighth Street are currently provided.
- Sidewalks are provided along Sixth and Eighth Streets, but the streetscape is uninviting in some areas to pedestrians—especially along the redevelopment area where street trees and landscape are not currently provided due to the rail operations.
- Two pedestrian/bicycle bridge crossings over the Big Sioux River give pedestrians additional circulation opportunities.



# CITY OF SIOUX FALLS - RAIL YARD REDEVELOPMENT PLAN



above: Overflow parking for CNA employees is provided west of the master plan area and south of the 10th Street viaduct.



above: Loading and parking area on the east side of the 8th & RR Center.



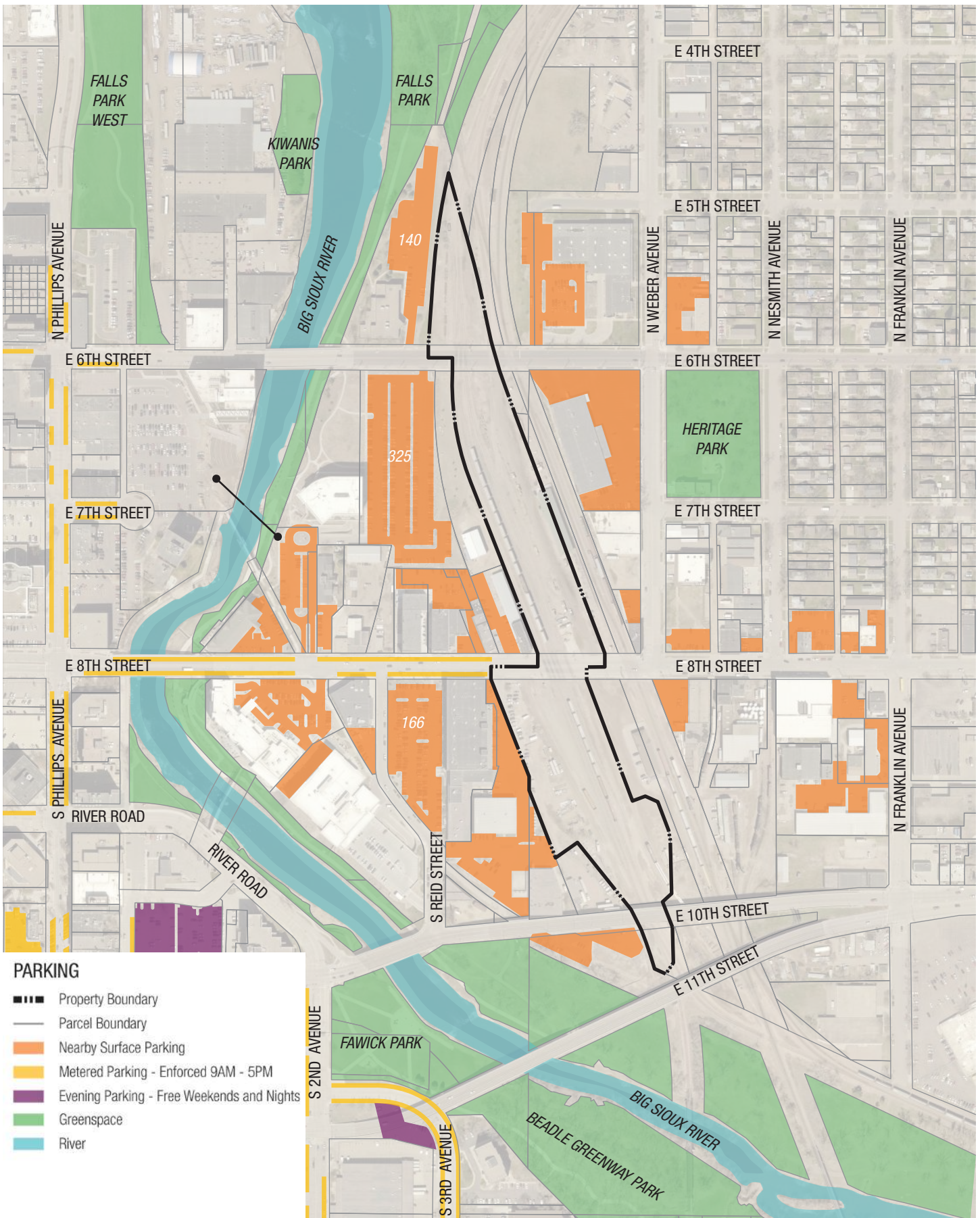
above: Street parking is allowed along most of Eighth Street near the master plan site.

## PARKING

The adjacent diagram indicates the primary sources of parking surrounding the master plan area.

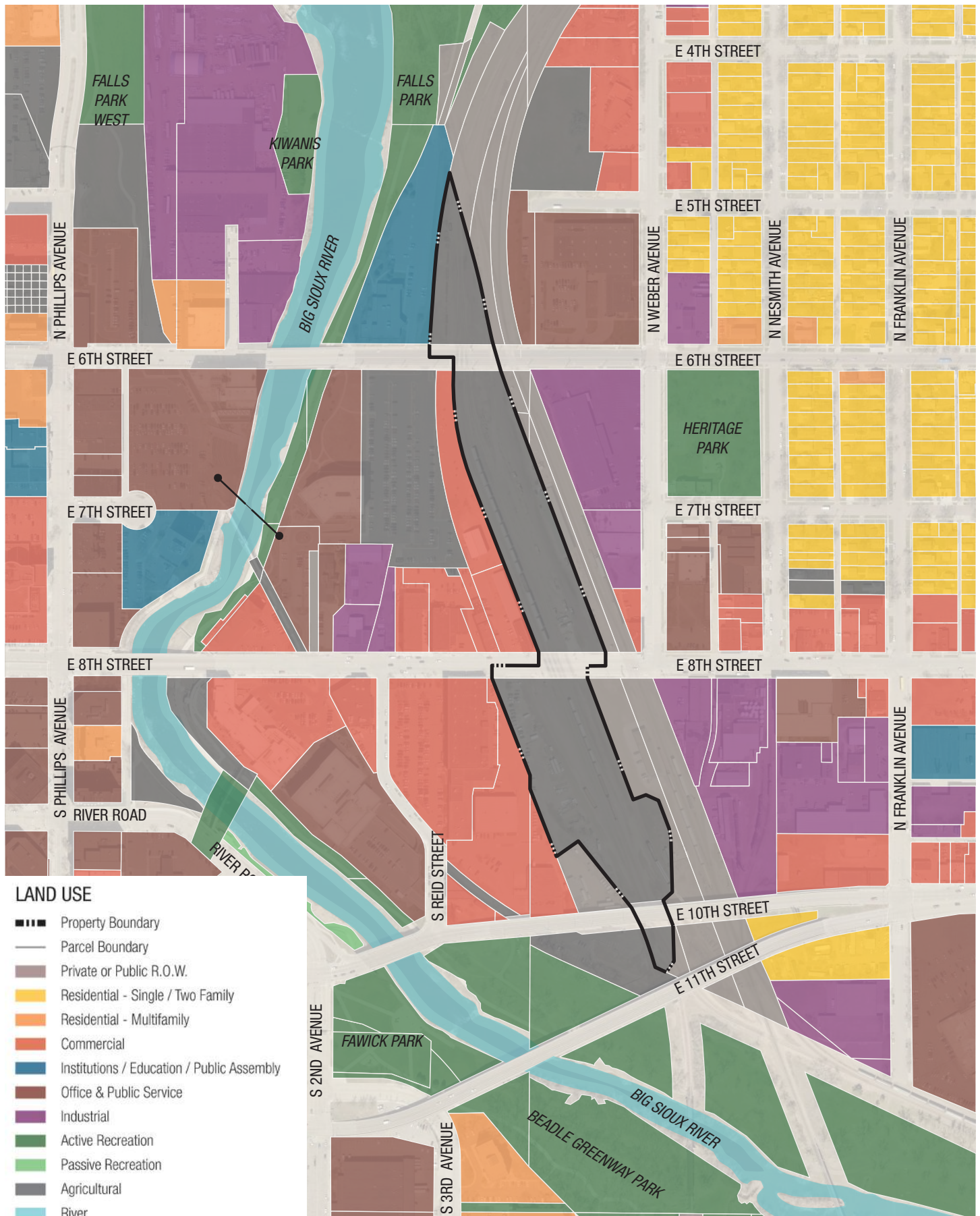
A 2014 “Downtown Parking Demand and Site Planning Analysis” report commissioned by the City indicated that “current public off-street parking supply is approximately 84 percent occupied during peak weekday conditions.” The report projected that parking demand growth would result in 90 percent occupancy by the end of 2015. Anecdotal reports by the City and by property owners surrounding the master plan site support the report’s findings that parking continues to be a challenge at peak weekday times.

# INTRODUCTION AND SITE ANALYSIS





# CITY OF SIOUX FALLS - RAIL YARD REDEVELOPMENT PLAN





above: Monks House of Ale Repute.



above: Cherapa Place (office with riverfront restaurant).



above: The 8th & RR Center (shopping, restaurants, office, and studio spaces) serves as a distinct shopping and dining experience immediately adjacent to the site.

## LAND USE

The adjacent diagram represents the existing land uses in the area surrounding the master plan site based on information from the City of Sioux Falls GIS Division and the Planning Teams' site visit. Despite a few remaining industrial uses, the area is generally transitioning to a mixed-use district with commercial and office as the primary land uses. To the east, the Whittier neighborhood is primarily a single/two-family neighborhood with Eighth Street continuing as a commercial corridor.

## ZONING ANALYSIS

The rail yard redevelopment area is currently zoned Downtown Planned Unit Development (DTPUD). The following is from the City of Sioux Falls code of ordinances: "It shall be the purpose of the DTPUD district to make the central business district the focal point of the city, encouraging private and public investment which will preserve the central business district as a regional office, retail, hotel, institutional, cultural, and entertainment center of the city. It is further the purpose of this district to encourage a strong supportive retail center in the central business district which will complement other downtown uses and the surrounding neighborhoods. It is the intent of this district to place a high priority on the quality of design, integrating new uses with existing structures in a cohesive and attractive manner. Uses along the riverfront should be oriented towards the greenway and riverwalk system. Development should facilitate the transportation needs of individuals and businesses and a well-balanced transportation system which would recognize the importance of all forms of movements, be it pedestrian, bicycling, transit, automobile, or truck in nature." This is particularly relevant for (and was designed for) major, multi-year development projects where specifics of building and site design and configuration may change, but unifying principles and quality remains constant and complies with high-quality design standards.





above: Looking north at the redevelopment site south of Eighth Street from the 10th Street viaduct.

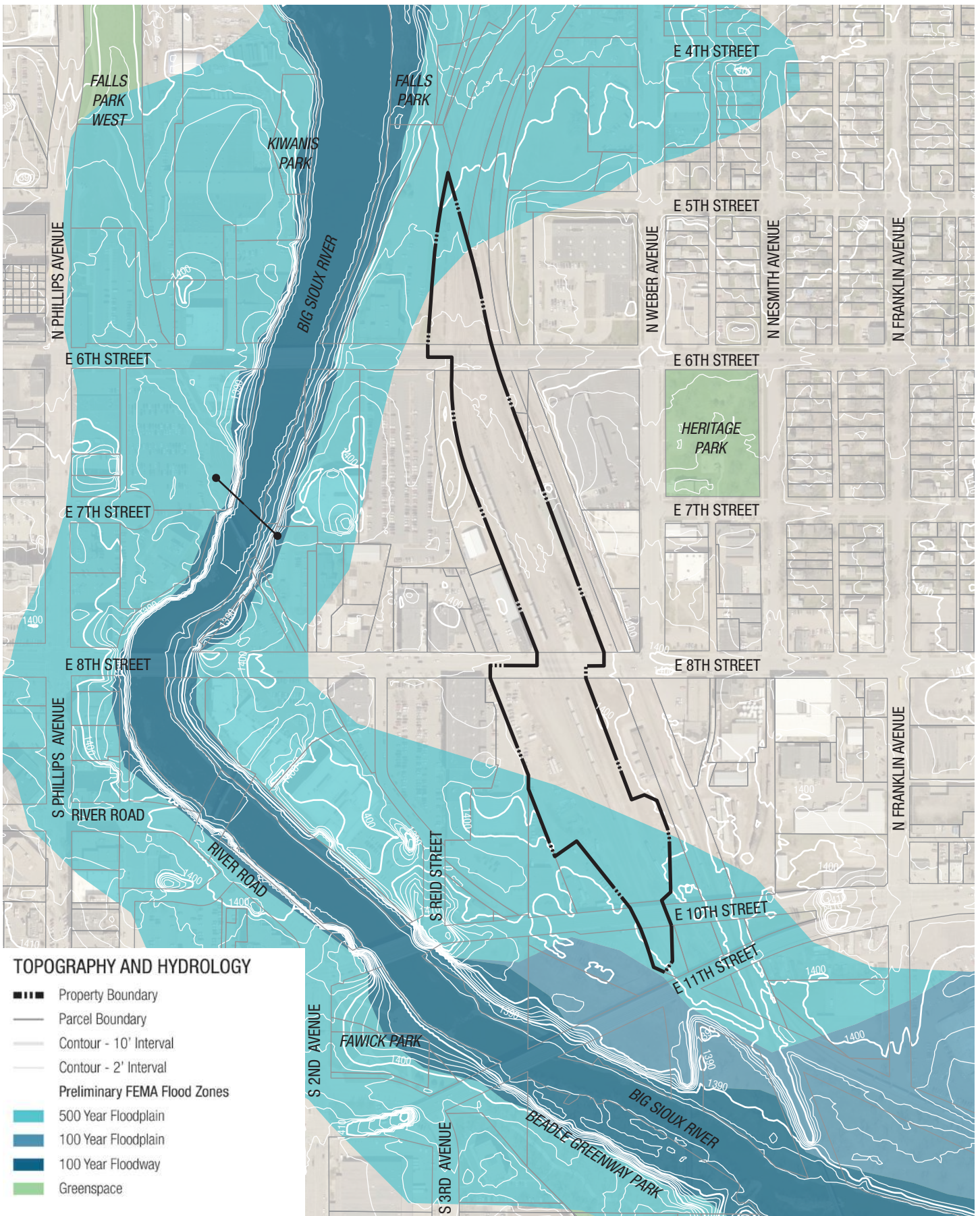
## TOPOGRAPHY AND HYDROLOGY

The adjacent diagram illustrates the general topographical and hydrological characteristics of the master plan site and context:

- Flat topography in the master plan site.
- Southern portion of the site falls within the 500-year floodplain.
- Areas of the master plan site may have shallow bedrock as noted by City staff.
- A new FEMA map for this area will be available March of 2017.



# INTRODUCTION AND SITE ANALYSIS









**REDEVELOPMENT  
CONCEPT**

## Vision and Goals

The purpose of the redevelopment plan illustrated in this chapter is to meet the following objectives of the City and address the concerns/desires expressed by stakeholders and the public:

- Provide opportunities for redevelopment of the railyard and adjacent property.
- Provide opportunities to live, work, and play in the downtown.
- Promote sustainable development.
- Fulfill commitments made in the purchase agreement and environmental assessment.
- Create neighborhood connectivity to the east.
- Provide an area for a year-round public market.
- Provide urban plazas and open space with iconic public art.
- Improve walkability in the area.
- Connect to the existing Big Sioux River greenway system.
- Complement existing downtown and area businesses.
- Provide for workforce housing.

## Redevelopment Program

We believe that the site's central location and adjacency to an area that has become a vibrant place to work, shop, and dine generates a highly viable market for a mixed-use project that is consistent with the general objectives outlined by the City and by public/stakeholder input. These components include:

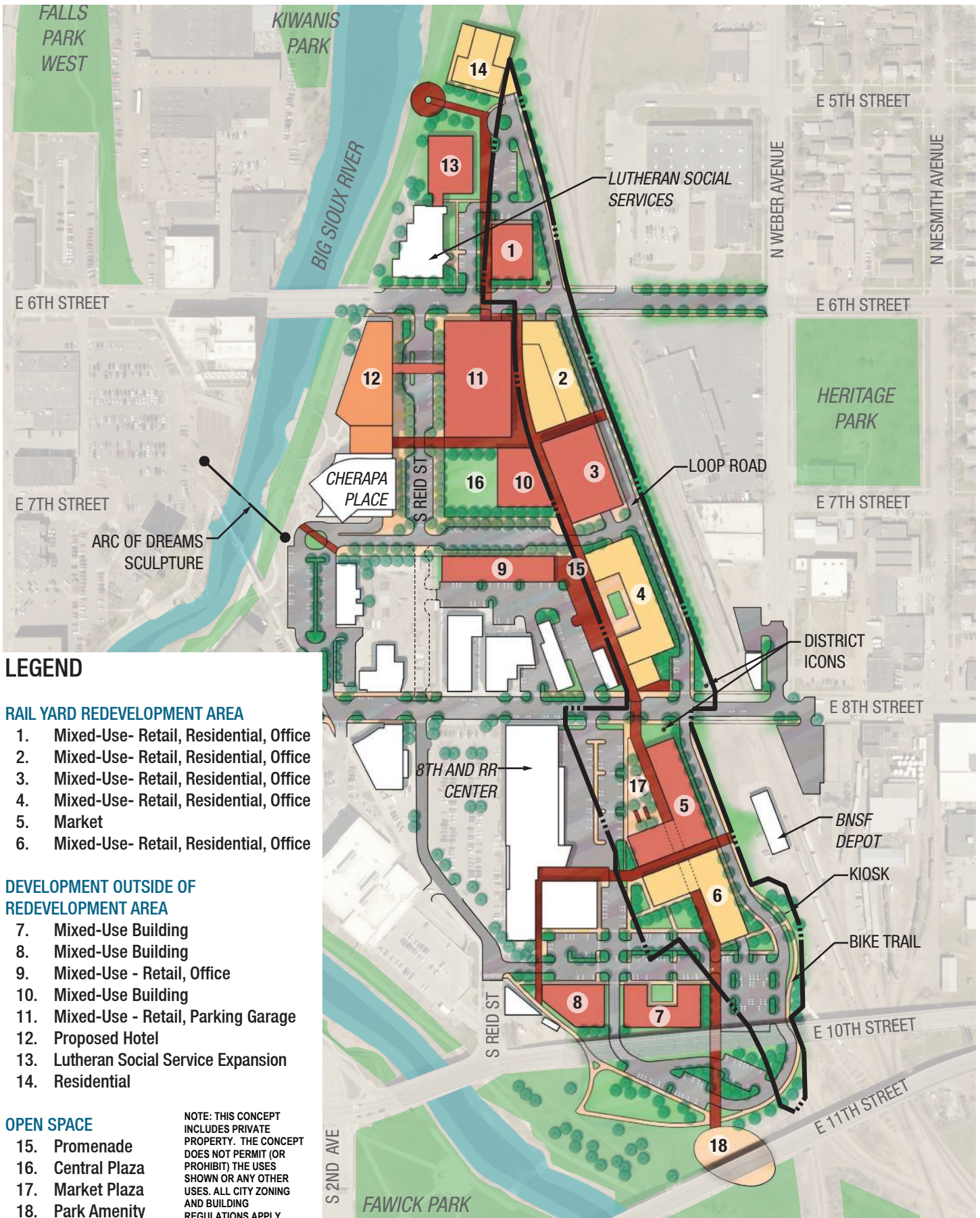
### RESIDENTIAL DEVELOPMENT

The market in downtown Sioux Falls has demonstrated a high demand for housing and residential development that is seamlessly connected to the rest of the downtown district and easily accessible on foot or by bike. This can reduce the downtown employee parking demand. While much of the new housing production in the area has been for condominium or luxury apartments, we believe that the master plan site and area could be an appropriate location for both high-end residential units as well as more workforce rental units. The rail yard redevelopment program includes approximately 200-250 residential units inside the City's property and about 40-60 residential units outside the City's property.

### OFFICE DEVELOPMENT

Offices could be a component of the project that includes potential for private development. Potential office projects should complement current office uses in the downtown area as well as the adjacent Cherapa Place, 8th & RR Center, and the CNA building. The rail yard redevelopment program provides space for up to 80,000 square feet (GFA) of office space within the project boundary and approximately 80,000-90,000 square feet (GFA) outside the City's property.

# REDEVELOPMENT CONCEPT



## LEGEND

### RAIL YARD REDEVELOPMENT AREA

- 1. Mixed-Use- Retail, Residential, Office
- 2. Mixed-Use- Retail, Residential, Office
- 3. Mixed-Use- Retail, Residential, Office
- 4. Mixed-Use- Retail, Residential, Office
- 5. Market
- 6. Mixed-Use- Retail, Residential, Office

### DEVELOPMENT OUTSIDE OF REDEVELOPMENT AREA

- 7. Mixed-Use Building
- 8. Mixed-Use Building
- 9. Mixed-Use - Retail, Office
- 10. Mixed-Use Building
- 11. Mixed-Use - Retail, Parking Garage
- 12. Proposed Hotel
- 13. Lutheran Social Service Expansion
- 14. Residential

### OPEN SPACE

- 15. Promenade
- 16. Central Plaza
- 17. Market Plaza
- 18. Park Amenity

NOTE: THIS CONCEPT INCLUDES PRIVATE PROPERTY. THE CONCEPT DOES NOT PERMIT (OR PROHIBIT) THE USES SHOWN OR ANY OTHER USES. ALL CITY ZONING AND BUILDING REGULATIONS APPLY.

## COMMERCIAL/RETAIL DEVELOPMENT

Retail development has been an important part of other mixed-use developments in Sioux Falls and is also an important part of our concept for its ability to serve community needs, activate the public environment, and enhance the quality of the project's living and working environment. The rail yard redevelopment concept provides four basic types of retail space: street-oriented storefronts, retail incorporated along the edge of parking facilities, a public market, and some freestanding or attached options for medium-sized businesses. The proposal also provides the flexibility to adjust to different market demands. The rail yard redevelopment program can accommodate up to 50,000 square feet of storefront retailing in different configurations within the redevelopment boundary and up to 70,000 square feet outside the City's property.

## PARKING

On a project of this potential scale, parking is a major programmatic component. It must be adequate to serve the purpose without wasting money on oversupply, conveniently located and designed, but also located so that it doesn't degrade the walkability, density, and urban quality of the overall project. A virtue of a mixed-use project is complementary of parking: one parking stall can serve more than one purpose because it is needed by different people at different times of day or days of the week. Most experts and ordinances conservatively estimate that mixed-uses can reduce total parking demand by 20 percent. Thus, for non-residential uses, a target-parking requirement of four stalls per 1,000 gross square feet can be reduced to 3.2 per 1,000. This is the programmatic goal for the rail yard redevelopment concept. Housing adjustments must be reviewed carefully. Many residents are likely to leave their cars at home, walk or bike to work, or want parking available when they need it. A practical goal for residential parking is 1.5 spaces per rental unit and 2.0 spaces per owner-occupied unit.



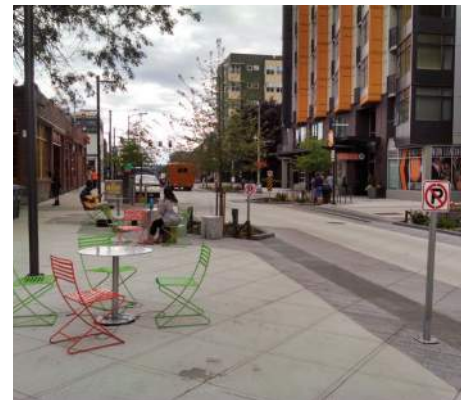
## Transportation Framework

Transportation is an integral part of the rail yard redevelopment concept. Clearly, it must do the job of providing safe, smooth, and reasonably pleasant mobility and access. It must connect the project to its surrounding neighborhoods, create positive and attractive public space, establish a visible image, be accessible to all people, encourage sustainable and healthy modes of travel, successfully negotiate the needs of various travel modes, encourage positive human interaction, and minimize stress. As a market-driven development program, transportation drives the form of our rail yard redevelopment concept. The most important concepts include the following:

- “The Promenade”: This is a fundamentally important component and is one of the big ideas that unifies the project concept. The Promenade is conceived as a 25-foot-wide pedestrian area that connects the southern portion of the rail yard redevelopment area at the Big Sioux River greenway to the northern edge of the site near the residential tower. The Promenade’s design connects the area’s mixed-uses directly into the pedestrian circulation system and separates the pedestrian from vehicular and bicycle traffic. It also serves as a connection to the central plaza, market plaza, and other small plaza spaces. The Promenade would be designed with areas of porous paving to collect rainwater, spaces for public art, and areas for landscaping and seating.
- Loop Road and Reid Street Extension: The loop road and Reid Street extension provide a continuous vehicular loop around the rail yard redevelopment area. This helps to create a buffer from the development to the existing railroad and to emphasize a walkable environment within the development.
- Seventh Street: The rail yard redevelopment concept envisions creating a Seventh Street that bisects the development and connects the western portion of the site with the eastern loop road. Reintroducing the street grid in this area will improve wayfinding, connectivity, and create areas for on-street parking while also creating more opportunity for new development. Seventh Street is envisioned to be a convertible street that can be closed for festivals and events in the area, thus expanding the central green space.
- Bicycle Circulation: On the eastern edge of the development between the railroad and loop road is a bicycle trail. The bicycle trail creates a loop with the existing Big Sioux River greenway and creates another connection with the Sioux Falls bicycle trail system. Complete Streets are also proposed throughout the development in order to encourage multi-modal transportation.



above: Promenade example - Boulder, Colorado



above: Convertible street example - Seattle, Washington.



above: Bicycle circulation





above: Aerial view of the rail yard redevelopment area looking north.

## Three-Dimensional Land Use Concept

The land and building use concept takes full advantage of both the relative flatness of the rail yard redevelopment area itself and the views it allows to the surrounding areas. It is also highly cognizant of its neighbors and the logical location criteria for individual uses. Its major principles and features follow.

### MID-RISE RESIDENTIAL

Most of the rail yard redevelopment area's housing is located in three buildings that along with a potential retail small box define the eastern edge of the site. These four-story buildings include street level parking oriented to the loop, one story of covered parking, and three levels of apartments. The three buildings together provide about 37,000 square feet of storefront retail and 200-250 residential units all within the City's property.

### MIXED-USE OFFICE AND RETAIL

Mixed-use office and retail is currently shown in the buildings located directly east and south of the central plaza. The building east of the central plaza would have first floor retail with two stories of parking garage and two stories of office. The office could be converted to residential if the market demanded. The building to the south of the plaza would house first floor retail and second story office. This building is located outside of the redevelopment area.



above: River Market - Kansas City, Missouri



above: Mid-rise residential

## MARKET MIXED-USE

The market is modeled after Kansas City's River Market buildings. In this development concept, the market would be one story within open air space that could be closed during the winter months to allow indoor pedestrian circulation. The building could have multiple stories and include office or residential space on the upper floors of the building.

## MIXED-USE PARKING GARAGE

The mixed-use parking garage is located outside of the project boundary. It would include retail on the first floor in order to activate the street with the plaza to the south. The upper five floors would house parking for the district. The garage would also be connected via a skywalk to a proposed hotel to the west. The hotel would also use the garage for parking for its guests.

## RESIDENTIAL

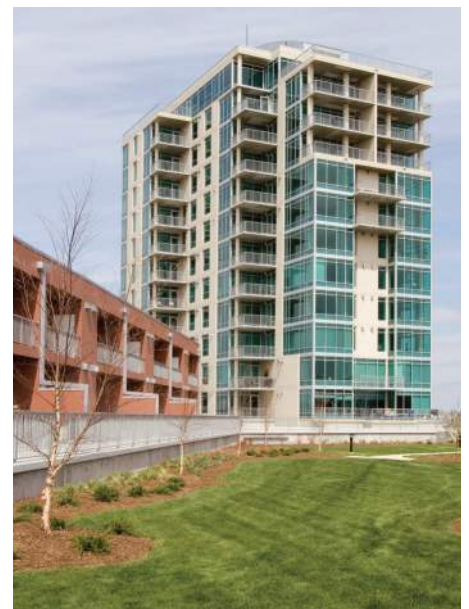
A residential building outside of the project boundary would take advantage of a significant market for quality owner-occupied units largely generated by the Sioux Falls area. The proposed building follows the model of the highly successful Riverfront Place in downtown Omaha. The siting and orientation at the northern end of the rail yard redevelopment area takes advantage of the remarkable views of downtown, Big Sioux River greenway, and Falls Park.

## HOTEL

A hotel is proposed on the property adjacent to Cherapa Place. The hotel would be connected via a skywalk to the mixed-use parking garage to the east. The hotel would take advantage of the views to downtown and the Big Sioux River greenway.



above: Mixed-Use parking garage



above: Riverfront Place - Omaha, Nebraska





above: Aerial view of Central Plaza Space looking north.

## Open Space and Pedestrian Circulation

Effective public and private open space is an important ingredient of most successful large-scale urban projects and is a key component of the rail yard redevelopment area as well. Public space is a full part of the planned transportation system, featuring the Promenade, bicycle trails, and the sidewalk and street environment of the loop road, Reid Street, and Seventh Street. Other spaces, large and small, form the connecting fabric that links the land uses and development components of the site together. These spaces and features include:

### CENTRAL PLAZA

A multi-use neighborhood plaza is framed by Seventh Street and the edge of the mixed-use and residential buildings. We envision this as a high-quality, multi-purpose space with a major role as an outdoor living room for the rail yard redevelopment area. The private roof gardens and green roofs of surrounding buildings will provide viewing areas for activity in the park below and add a three-dimensional quality to the green space. Seventh Street is proposed as a convertible street, thus expanding the plaza to the south during festivals and events.





above: Park Place - Leawood, Kansas



above: Millennium Park - Chicago, Illinois



above: Market Plaza - Santa Fe, New Mexico

## MARKET PLAZA

The Market Plaza is envisioned as a unique feature of the market area that reflects the railroad origins of the past. District icons would be located on Eighth Street next to the plaza in order to create a gateway and visual draw to the rail yard redevelopment area and plaza space.

## ROOF DECKS AND GREEN ROOFS

Each of the residential buildings is envisioned with one bay of covered parking at the ground level, providing additional roofs that will be developed as common open space. Roof areas not needed for decks, gardens, and similar common uses should be developed as green roofs to promote sustainability. These adjacent above-grade private open spaces will add to the sense of spaciousness and comfort on the site, while maintaining a dense and active urban environment.

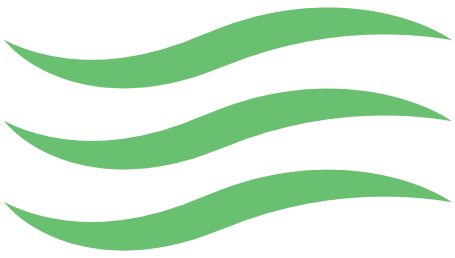
## PEDESTRIAN SYSTEM

Pedestrian paths, sidewalks, plazas, the Promenade, skywalk links, covered walkways, and interior circulation office and residential uses work together to create a pedestrian network of connections that is unprecedented in large Sioux Falls area projects. All elements of the rail yard redevelopment area are connected by direct paths that are designed for the best possible pedestrian experience.



above: Museum Hotel Rooftop - Cincinnati, Ohio





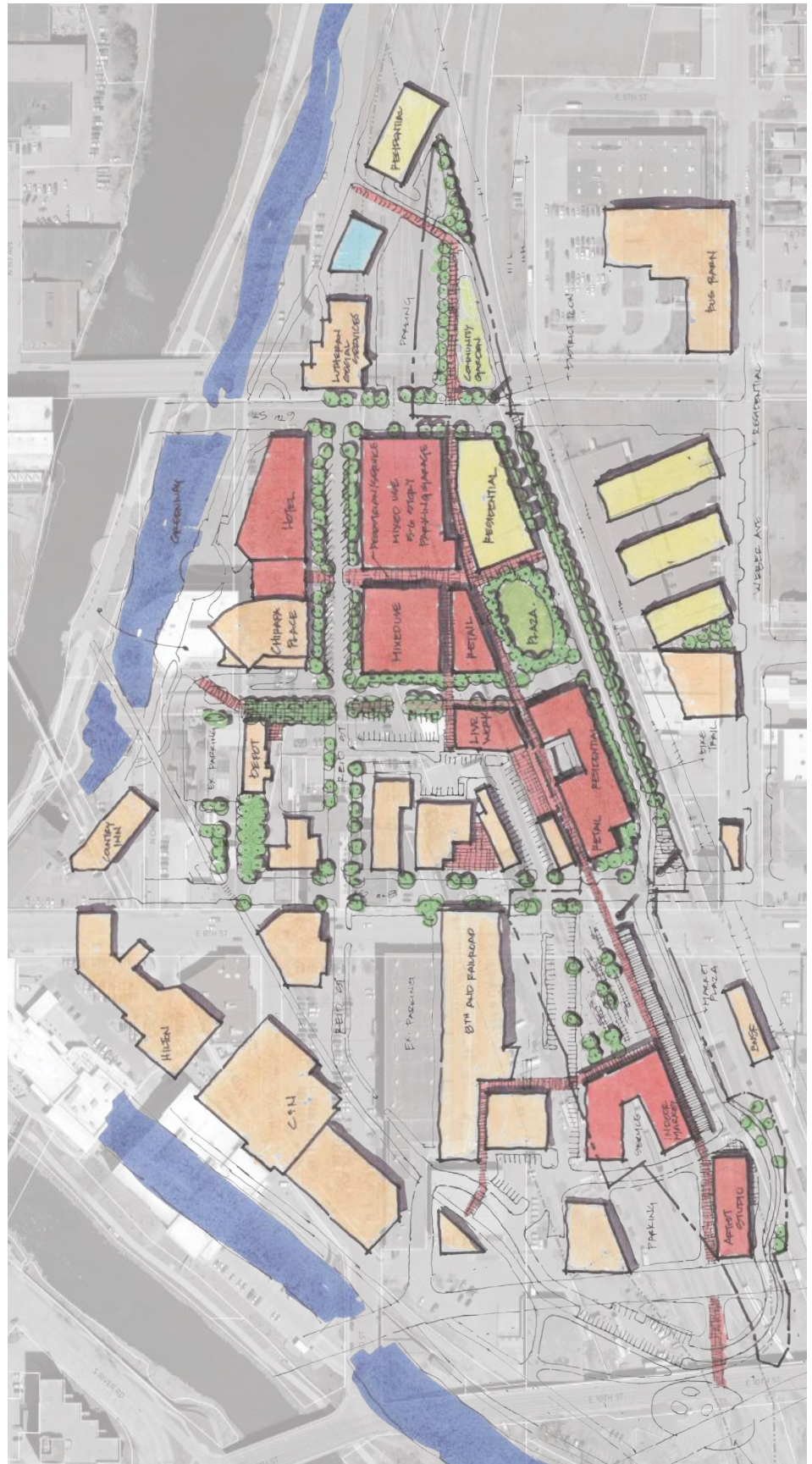
## APPENDIX



# CITY OF SIOUX FALLS - RAIL YARD REDEVELOPMENT PLAN

## CONCEPT CT

Developed August 30, 2016 at the  
Rail Yard Redevelopment  
Stakeholder Input Session







**CONCEPT MS**

Developed August 30, 2016 at the Rail Yard Redevelopment Stakeholder Input Session



# CITY OF SIOUX FALLS - RAIL YARD REDEVELOPMENT PLAN

## CONCEPT LK

Developed August 30, 2016 at the  
Rail Yard Redevelopment  
Stakeholder Input Session

