

# CHAPTER NINE



## PLAN IMPLEMENTATION

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*The previous chapters, with their narratives and maps, are the core of the Yankton Plan. This section addresses the scheduling of plan implementation by both public agencies and private decision-makers.*

These key areas include:

- **Annexation Policy.** This establishes an annexation policy that should guide the city when making decisions on future expansion of the city limits.
- **Land Development Regulations.** This considers recommendations for improvements to Yankton’s zoning and subdivision ordinances, based on the operation of existing ordinances during recent years.
- **Development Policies and Actions.** This section summarizes the policies and actions proposed in the Yankton Plan, and presents projected time

frames for the implementation of these recommendations.

- **Plan Maintenance.** This section outlines a process for maintaining the plan and evaluating Yankton’s progress in meeting its goals.

## **Annexation Policy**

Yankton's development pattern has been to annex areas as they develop adjacent to its corporate limits. This pattern of incremental growth and close coordination of development and annexation has served the city well, and has prevented the emergence of enclaves outside the city that may ultimately resist incorporation and sound growth. The city should continue to use its subdivision review process and extra-territorial zoning jurisdiction to assure that new subdivisions develop contiguously to city growth and services, and meet all city codes and development standards.

Water supply has emerged as a significant growth issue within the Yankton jurisdiction. Growth areas outside the city can be served by both the municipal water utility and the rural water district. On occasion, the city agrees to serve a developing area, but the RWD provides service in any case. Extension of RWD service into areas that should more appropriately be served by the city water supply complicates ultimate annexation and creates unnecessary jurisdictional conflicts. The city and the RWD should agree on "jurisdictional spheres," establishing a mutually agreeable boundary between city and rural water service. On the city side of this boundary, Yankton's Water Works will provide service unless it specifically declines to do so. In some cases, Yankton will be called upon to consider annexation of developed areas that are now outside the city limits. This will be especially important if the city extends sanitary sewer service along the Highway 52 or 11<sup>th</sup> Street corridors. An annexation policy should guide this process, rigorously examining the costs and benefits of annexations. This process determines the need for the contiguous territory and identifies resources necessary to extend the city's boundary.

When determining the need for annexation the city should:

- *Identify areas with significant pre-existing development.* Areas outside the city that already have substantial commercial, office, or industrial development are logical candidates for annexation. In addition, existing residential areas developed to urban densities (generally higher than one units per gross acre) should be considered for potential annexation. Most of these logical candidates are in the west corridor leading to Lewis and Clark Lake.

- *A Positive Cost Benefit Analysis.* The economic benefits of annexation, including projected tax revenues, should at least balance the additional cost of extending services to newly annexed areas. The city should develop a plan for extending municipal services into the annexation area. The plan could include the following information:

- A statement of the estimated cost impact of providing municipal services to the proposed annexation area, and a timetable for extending services to the proposed annexation area.
- A statement of the method by which the city plans to finance the extension of municipal services into the proposed annexation area and the method by which the city plans to maintain any services already provided to the area.
- Identification of tax revenues from existing and probable future development in areas considered for annexation.
- Calculations of the added annual operating costs for urban services, including public safety, recre-



ation, and utility services, offered within newly annexed areas.

- The analysis should be structured as a ten-year operating statement. Generally, areas that reach an accrued break-even point meet an economic criterion for annexation.
- *Public Services.* In many cases, public service issues can provide compelling reasons for annexation. Areas for consideration should include:
  - Parcels that are surrounded by the city but remain outside of its corporate limits. In these situations, city services may provide enhanced public safety service with improved emergency response times.
  - Areas that are served by municipal infrastructure.
  - Areas to be served in the short-term by planned improvements, including trunk sewer lines and lift stations.
  - Compatibility of systems outside of the city.

## Land Development Regulations

Yankton's zoning and subdivision ordinances are concise and efficient documents that for the most part effectively manage land use in the city. The relative brevity of the document works because of shared assumptions in the community about the meaning of terms and application of regulations. Yet, some areas require further clarification or amendment to implement concepts included in this comprehensive plan and to address other operational or administrative issues. This section provides recommendations based on a review of the city's land development ordinances. Recommendations are organized by stating the problem and issue and recommending a solution that addresses that problem.

### Front Yard Landscaping of Non-Residential Uses

• *Problem:* The ordinance prohibits the use of required front yards for parking spaces. However, it does not require that the front yard be landscaped, and frequently required front yards are used for parking lot access. This ambiguity often results in paved area extending all the way to the street property line. This issue also extends into the right-of-way between the sidewalk and curb. The ordinance currently requires submission of a site landscaping plans, but does not require any landscaping. The urban design chapter of this plan proposes better landscaping along property lines.

• *Solution:* Zoning ordinance language should provide that in the B-1 and B-2 districts, the first 15 feet of the required front yard setback shall be landscaped and not paved. This landscaped area may be crossed by a driveway to permit access to parking behind the setback line. Landscaping for this area shall be done according to a landscape plan

included as part of the building permit application.

In the future, the city may choose to apply other requirements to these front yard landscaped areas. For example, it may require planting of one tree of a minimum caliper size (typically 2 inches) for every 500 square feet of required area under this provision.

### Buffering between Potentially Conflicting Land Uses

•*Problem:* The ordinance currently requires a ten-foot side yard setback in business and industrial districts that adjoin residential districts. There is no current requirement for rear yard buffering. The ordinance makes no provision for how this bufferyard is to be treated.

•*Solutions:* Buffering and landscaping between potentially conflicting land uses can be an important function of zoning ordinances. We would recommend the following additional provisions:

- Extend buffer requirements to both rear and side yards, when the adjacent neighboring property is in a residential district. Generally, this buffer requirement should increase with increased incompatibility – that is, as the higher intensity district becomes more permissive. Thus, a buffer requirement for B-1 may be 15 feet, B-2, 25 feet; and I-1 and I-2, 40 feet. We recommend that this entire buffer area be landscaped, according to an approved landscape plan.
- Provide vertical screening in specific situations. In some situations, including loading docks, dumpsters, or outside storage areas that face residential properties, a vertical screen should also



be required. This screen may be a berm, a continuous hedge, a masonry wall, or attractive fencing, and should ordinarily have a height of six feet.

These are significant changes over current ordinances. Buffering provisions should include a Planning Commission approval of an alternative concept, if the applicant can demonstrate to the commission's satisfaction that the alternative concept satisfies the intent of the screening provisions.

### Special Neighborhood Settings

•*Problem:* The Broadway corridor between 4<sup>th</sup> and 8<sup>th</sup> Streets is now a primarily residential segment that has experienced requests to change to other land uses, including commercial and office uses. The residential scale of this “boulevard” segment is important, and provides relief between the relatively intensive land uses of the Downtown district and the commercial character of the street north of 8<sup>th</sup> Street. Yet, the traffic volumes and highway designation of Broadway suggest trends toward commercial conversions of residential properties. Other neighborhoods may also experience special development pressures or unique needs. The comprehensive plan calls for conservation of the boulevard segment of Broadway.

•*Solutions:* We recommend creating a “Neighborhood Conservation” overlay district. This concept is analogous to a Community Unit Plan (CUP), extended to built-up areas, and establishes special standards to individual neighborhood contexts. An NC district is created by action of the Planning Commission and City Commission, and, among other things, can:

- Expand, limit, or modify the uses permitted in the base zoning district. Thus, a Broadway NC District could permit offices and certain types of commercial uses within the residential base district.
- Limit the scale or define the character of development in the district. Thus, a Broadway NC District could allow office/commercial uses only in existing residential structures; or limit the size or scale of new buildings.
- Establish special development regulations based on the character of the district. Here, a Broadway



NC district could limit the amount of parking visible from the street, or require that all parking be located in the rear or side-yards of buildings.

The district designation includes all the special regulations or provisions that apply to this specific area. Creating this district as enabling legislation rather than predefining districts adds this to the toolbox that the city has to offer and gives the luxury of fashioning the district to meet changing conditions. It also allows the concept to apply to other parts of the city as well as the single segment of Broadway.

### Riverfront Development District

•*Problem:* The comprehensive plan identifies Yankton's central riverfront, generally between 4<sup>th</sup> Street and the Missouri River from Downtown to East Cornerstone as a major land use redirection area. The plan envisions gradual mixed use development on this site, incorporating residential, commercial, and office uses. Currently, much of this area is underused or used for industrial purposes. Most of the potential development area is zoned I-1, permitting a wide variety of industrial uses, including the establishment of new industrial enterprises. This complicates implementation of the riverfront development program, and runs counter to the plan's recommendation of gradual location of industrial uses in areas that have transportation networks and development characteristics that are designed to accommodate industry.

•*Solution:* Develop a new Riverfront Special Development District to apply to much of this potential development area. The district would recognize existing industrial uses as lawful, conforming uses, but would not permit expansion or establishment of major industry on new sites. The development district would also establish the riverfront development concept contained in the comprehensive plan as the generalized land use concept for the area, and would review new projects and applications against that concept. Specific projects within the Riverfront Special Development District should be reviewed by the Planning Commission and City Commission.



### Minimum Size for Community Unit Plans

•*Problem:* The CUP process can be very useful by adapting the ordinance to the needs of master-planned developments. Because of the specific nature of CUP plans, the device can also be used to define the character of individual projects more specifically than conventional zoning. The current CUP ordinance establishes the minimum size of a project at 5 acres. This is appropriate for subdivision scale development, but excludes smaller, urban-scale mixed use projects that also might benefit from the CUP's flexibility.

•*Solution:* Reduce the minimum size of a CUP from 5 acres to one acre.



### **Parking Requirement Calculations for Multiple-Use Buildings**

•*Problem:* The current ordinance language defines specific parking requirements for various uses. It is not clear how parking is calculated for multiple use buildings, such as flex buildings that combine office and warehousing/industrial space.

•*Solution:* For clarification, the ordinance should provide an alternative parking calculation for multiple-use buildings, by which parking for different components is calculated according to the requirements for that component. Thus a 10,000 square foot building with 2,000 square feet of offices and 8,000 square feet of warehousing would require 8 spaces for the office (4 per 1,000 SF) and 8 spaces for the warehousing (1 per 1,000 SF), or 16 spaces in all.

### **Parking for Non-Residential Uses in Residential Districts**

•*Problem:* The current language permits stand-alone parking lots or parking lots for non-residential uses in residential districts, subject to approval of a special permit granted in the same way as a zoning variance. This provision can result in parking lots scattered in residential areas, although the  $\frac{3}{4}$  variance requirement makes approval relatively difficult. It also can result in properties being used for commercial purposes without requiring commercial zoning.

•*Solution:* We would suggest requiring that parking that supports a use not permitted in a residential district be zoned in the same district as the permitted primary use. This encourages a commercial establishment with its parking to be located in one commonly zoned site (sometimes referred to as a “zoned lot”) rather than be separated and scattered in various areas.



### Parking Requirements

•*Problem:* Some standards use relatively outdated or inflexible terms as criteria for determining parking standards. An example is the requirement that automobile service stations provide spaces for “each grease rack or similar facility.”

•*Solution:* Language in standards should be updated. Examples include:

- Automobile Service Stations: 3 spaces per service bay.
- Barber Shops, Beauty Shops, and other Personal Services: The larger of 2 spaces per work station or a space per 200 square feet of gross floor area.
- Dwellings (Multiple Family): 1.5 spaces per one-bedroom unit, 2 spaces for units with two or more bedrooms.

### Home Occupations

•*Problem:* The current language requires that any item sold or offered for sale must be “produced by members of the immediate family residing in the dwelling unit.” This recalls an era when many home-based businesses involved artisans crafting individual items at home for future sale. Increasingly, home occupations involve receipt and redistribution of various goods and services. These are technically illegal under current language.

•*Solution:* We recommend modifications to the home occupation provisions that:

- Substitute the provision regarding home manufacture of items with a provision requiring that no home occupation shall invite regular visits of customers to the premises.
- Limit the number of deliveries and the types of vehicles that make deliveries. An example would be a provision limiting deliveries to one time per week by a vehicle not exceeding ten tons gross empty weight for home occupations on local streets.
- Prohibit or limit employment of people by the home occupation that are not part of the resident’s immediate family.

## **Campgrounds**

•*Problem:* The current ordinance does not permit campgrounds within the city limits of Yankton. Campgrounds may be a reasonable use within the corporate limits under certain circumstances. In addition, some owners of mobile home parks have attempted to use vacant pads to accommodate campers on a transient basis.

•*Solution:* Incorporate specific requirements for “urban campgrounds” as a conditional use, probably in AG and B-2. Requirements should include:

- **Minimum and Maximum Size:** Each campground should be in a contiguous area of not less than one acre nor more than eight acres. (Sizes could change depending on detailed consideration).
- **Setbacks:** Campgrounds may need to maintain larger than normal setbacks. Examples are a 50-foot front yard setback and a 25-foot bufferyard from all residential property lines.
- **Services:** Each campground should maintain water supply, sewage disposal, and water and toilet facilities in compliance with all City ordinances; or, alternately, be limited to use by self-contained campers, providing their own on-board water and disposal systems.

## **Manufactured Housing and Mobile Homes**

•*Problem:* Yankton’s current regulations on mobile homes are not consistent with state and federal law. “Trailer courts” are a conditional use in the R-1, R-2, R-3, R-4, B1 and B2 districts. Federal and state law requires that manufactured units that meet certain criteria must be regulated in the same way as conventional single-family homes. Typically, these criteria include:

- Construction in compliance with National Manufactured Housing Construction and Safety Standards Act, 42USC 5401 to 5426 et seq., and the regulations promulgated by the United States Department of Housing and Urban Development, including bearing appropriate seals of the Department.
- A minimum size of 900 square feet of floor area and eighteen (18) feet exterior width.
- A roof pitch with a minimum vertical rise of two (2) and one-half (1/2) inches for each twelve (12) inches of horizontal run.
- Exterior of a color, material and scale comparable with existing residential site-built single-family dwellings.
- Non-reflective roof material, which is or simulates asphalt or wood shingles, tile or rock.
- Removal of any wheels, axles, transporting lights, and removable towing apparatus.
- Placement upon a permanent foundation approved by the City of Yankton.
- Connection of all utility services directly to the structure.

Also, permitting “trailer courts” as a conditional use in lower-density residential zones injects a residential density well above that otherwise permitted by the district.

•*Solution:*

- Add a definition for “manufactured housing” to the definition section, defining manufactured housing as a unit that meets the required statutory criteria. Identify manufactured housing as a permitted use in all districts that allow conventional residential construction.
- Add a definition for “mobile homes” that includes any transportable unit that fails to meet one or more of the criteria for classification as manufactured housing.
- Create an additional MH mobile home zoning district to accommodate mobile homes. Include the city’s current mobile home criteria as the development standards for this district. Consider a possible update of these standards to reduce densities and improve service requirements. Also permit mobile home subdivisions, where the underlying land is owned by the resident, as a use in the new district.

### Day Care in Residential Areas

•*Problem:* Nursery schools, day care, and nurseries are allowed as conditional uses in residential districts. This permission is periodically opposed because of the potential traffic impact of these uses, while the underlying value of locating child care in residential areas is sometimes not considered.

•*Solution:* Add language that suggests the value of placing child care in residential rather than commercial or industrial areas. The language could add a sentence to the provision, stating that: “It is in the public purpose to provide settings for child care within residential and homelike environments.”

### Bed and Breakfasts

•*Problem:* While Yankton is a potentially fertile area for bed and breakfast inns, the current ordinance language does not clearly define this use. Presently, B&B’s are defined as “boarding houses” and permitted in the R-4 district.

•*Solution:*

Establish a specific definition of bed and breakfast inns that restricts maximum number of units and may require owner occupancy. Facilities that meet this definition may be allowed in lower-intensity residential districts (permitted in R-3, conditional in R-2). A working definition follows:

- Bed and Breakfast: A lodging service that provides overnight or short-term accommodations to guests or visitors, usually including provision of breakfast. Bed and breakfasts are usually located in large residential structures that have been adapted for this use. For the purpose of this definition, bed and breakfasts are always owned and operated by the resident owner or resident manager of the structure, include no more than six units, and accommodate each guest or visitor for no more than 14 consecutive days during any one month period.

**Street Width Requirements in Subdivision Regulations**

•*Problem:* Yankton’s current subdivision regulations require very wide streets. Wide streets add cost to development and can create safety hazards in residential neighborhoods by encouraging very fast traffic that moves according to the street’s design speed. The overall objective on a local street should be to provide clear movement for one lane of traffic moving in each direction; this objective is accommodated by a 22-foot clear street channel. Streets that restrict parking can provide this channel in a smaller curb-to-curb width than street’s without parking restrictions. However, it is important to note that in contemporary residential

development, streets are rarely parked to full on-street capacity.

•*Solution:* Revise street width requirements in Yankton to reflect the interaction of curb-to-curb width and parking. A revised potential street width matrix follows:

Streets with planned bicycle lanes have somewhat different standards. A 44- to 46-foot wide street can accommodate parking and bicycle lanes on both sides of the street. A 34-foot street channel is required for a street with no parking and bicycle lanes on both sides.

**Street Width Matrix**

Residential Street Type	Moving Lanes	ROW Width	Parking Restriction	Street Width
Urban Local	Two 11-foot	66	None	36
	Two 11-foot	66	One-Side	32
	Two 11-foot	66	No parking	28
Collector	Two 12-foot	66	None	40
			One-Side	36
			No parking	32
Arterial	Varies	90	Varies	Varies according to context, generally from 44 to 60 feet

**Street Plan Dedications**

•*Problem:* The current language requires dedications of collector streets along the one-sixteenth and one-quarter section lines. However, development patterns and topographic constraints mean that these are not always the appropriate alignments for collectors. The transportation chapter of the comprehensive plan establishes a pattern for future streets. This should be the basis for dedications in subdivisions.

•*Solution:* Amend subdivision ordinance language to read that:

Collector streets shall be provided along alignments consistent with the Future Transportation Plan map contained in the comprehensive plan as periodically updated and maintained by the City Engineer.



### Temporary Signs

•*Problem:* Yankton's current sign ordinance does not appear to address the issue of temporary signs in windows. These signs can be unsightly and can obstruct vision of public safety officers into an establishment.

•*Solution:* Establish a limit on the amount of window area that can be covered by temporary signs. A reasonable limit is in the range of 20% to 25% of the window area.

### Development Policies and Actions

The table following in this chapter presents a concise summary of the recommendations of the Yankton Plan. These recommendations include various types of efforts:

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

Each recommendation is listed as part of its section in the Yankton Plan. In addition, a time frame for implementing recommendations is indicated. Some recommendations require ongoing implementation. Short-term indicates implementation within five years, medium-term within five to ten years, and long-term within ten to twenty years.

**Implementation Schedule**

Growth and Land Use	Type	On-going	Short	Medium	Long
Designate growth areas for residential development, designed to provide the appropriate amount of land for urban conversion.	Policy Action	X			
Use existing subdivision plats and infrastructure investments as first priorities toward meeting the city's development needs and objectives.	Policy		X		
Ensure that new development maintains continuity and linkages among neighborhoods.	Policy	X			
Encourage adequate commercial growth to respond to potential market needs in Yankton.	Policy	X			
Provide adequate land to support economic development efforts that capitalize on Yankton's historical and environmental attractions, and excellent transportation access.	Policy	X			
Maintain development patterns in lower density areas that conserve the natural landscape and preserve the long-term growth prerogatives of the city.	Policy	X			
Prevent or discouraged uncontrolled development that can siphon energy and investment away from already established areas without adding to the city's net economy.	Policy	X			
Use Yankton's special city assets and features to best advantage in framing the character of existing and new neighborhoods.	Policy	X			
Provide enough land for new development to accommodate a population of 15,500.	Policy Action	X			
Define and channel growth into areas contiguous to existing or planned infrastructure, existing developments and with street patterns consistent with the city development concept.	Policy	X			
Establish growth centers that are connected to one another by collector streets and greenways, designed to create better neighborhoods and improved linkages.	Policy	X			
New development should follow the principles of smart growth laid out within this plan and encourage a variety of land uses and efficient and appealing urban development patterns.	Policy Action	X			
To create mixed use urban corridors the city should:					
- Implement land use regulations that permit mixed uses, generally including residential, office, civic and low impact commercial uses.	Action		X		
- Adopt land development standards which limit parking that is directly visible from the city's major corridors.	Action		X		
- Institute design standards and review of projects, potentially implementing a performance standard system to regulate development and land use patterns.	Action		X		
- Maintain a quality public environment, with attractive sidewalks, landscaping, street graphics, and lighting as appropriate.	Action Capital	X			
- Along Broadway, completing an enhancement program to upgrade the street's appearance as part of the current reconstruction program.	Capital		X		

## Plan Implementation

### Implementation Schedule

Growth and Land Use	Type	On-going	Short	Medium	Long
Upgrade the appearance of East Highway 50, using city-owned property along the corridor to accommodate improved landscaping, buffering, and in some places parallel trail development.	Capital		X	X	
Yankton's commercial development should be located within well-defined nodes or districts, each with a unique and complementary role.	Policy	X			
Potential neighborhood service nodes: - Peninah Street and a proposed Northeast Connector, connecting 31st Street with East Highway 50.	Policy				X
- The 21st and West City Limits Road area, serving the West Growth Center and surrounding areas.	Policy			X	
- A mixed-use center relating to the New Riverfront growth center, at Deer Boulevard and Highway 52.	Policy		X		
The city should provide attractive sites for future industrial and business park development, placing special emphasis on airport development.	Policy	X			
Comprehensive redevelopment of the riverfront incorporating residential, public, commercial and office uses.	Action Capital		X	X	
As growth occurs, a connected street network, providing options for movement around the city and providing transportation alternatives must be maintained.	Policy	X			
Maintenance of a comprehensive system of parks that become major civic spaces and resources and establish focuses for a growing city.	Policy	X			
Develop links that connect parks to one another, to neighborhoods, and to major community activity centers.	Capital	X			

**Implementation Schedule**

Mobility for All	Type	On-going	Short	Medium	Long
Expanded Arterial System: - A northeast arterial to link Highway 50 and 31st Street south of the airport.	Capital				X
- Extension of 15th Street for a continuous route between Ferdig Avenue and Summit Street.	Capital			X	
- A midtown connector to connect East 8th Street with West 10th Street.	Capital			X	
- Widening of Highway 52 west to Gavins Point.	Policy			X	
- A west parkway on the half-section between West City Limits and Deer Boulevard as a central spine for the West Growth Center.	Capital				X
Secondary Collector System: - Development of land in the Willow Ridge area should include an east-west collector along the approximate line of 27th Street between Peninah and Douglas.	Capital			X	
- Extension of Fox Run Parkway north to 31st Street.	Capital			X	
- Development of Highway 50 East service roads.	Capital		X		
- Subdivision design west of West City Limits Road should develop and preserve the 15th, 17th, and 19th Street corridors.	Capital				X
- Development of the Riverfront should include a collector and parkway network linking Deer Boulevard and West City Limits Road.	Capital		X		
As key streets are developed or upgraded, the design features that mark civic streets should be incorporated into their design.	Policy Capital	X			
Yankton's pedestrian system should include: <i>Off-Street Trails</i> - The Auld-Brokaw Trail - The Arboretum Loop Trail - The Riverside Trail - Highway52/Lewis and Clark Trail - A North Loop Trail, following 31st Street and the Northeast Arterial. - The James River Trail	Done Done Capital Done Capital Capital		X		X X
<i>On-Street Trails:</i> - 31st Street and Northeast Arterial - Fox Run Parkway - Portions of Broadway - Trails along the West Parkway and 17th Street Parkway to the Arboretum. - West City Limits RoadShare-the-Road segments and sidewalks	Capital Capital Capital Capital Capital			X	X X X
Sidewalk Rehabilitation and Development: - An assessment of the condition of a "major sidewalk" system.	Action	X	X		
- Development of a phased, annual program of sidewalk repairs funded by bond or general revenues.	Policy		X		
Yankton should implement a comprehensive, community-wide directional graphics system that should include motorist, trail and bike route information.	Capital		X		

## Plan Implementation

### Implementation Schedule

Mobility for All	Type	On-going	Short	Medium	Long
Investigation of ways to expand and enhance the city's public transportation system.	Action	X			
<b>A Recreation Lifestyle</b>					
Continue to incorporate existing city parks into a linked system by extending rail corridors, greenways, and safe on-street bicycle and pedestrian routes to them.	Policy Capital	X			
Develop new neighborhood and community park spaces as open space elements connected to one another and to major components of the existing system by trail corridors, parkways, and greenways.	Policy Capital	X			
Development of new park facilities that provide new neighborhoods and residents with the same service standards currently in existence.	Policy Capital	X			
Development of additional community park facilities to address the geographic recreational needs of a growing population and to take advantage of additional opportunities.	Capital	X		X	
Establishment of a reliable and regular source of funding for parksite improvements.	Policy		X		
Development of a priority system for funding of parksite improvements.	Policy		X		
Complete a trailhead and visitors center/community entrance at East Cornerstone.	Capital		X		
Install trail directional and informational graphics system along the Auld-Brokaw Trail.	Capital		X		
Installation of clear crosswalk striping at grade-level street crossings and yellow land division markings at sharp curves in the trail.	Capital		X		
Improve access to the trail for disabled people.	Capital			X	
A trail alignment should extend Riverside Trail westward through the Avera/Mount Marty campus linking with the Highway 52 Trail.	Capital			X	
Development of a North Loop Trail	Capital				X
Development of a roadside trail along West City Limits Road as a substitute for a sidewalk that would be required on the west side of the road for adjacent development.	Capital			X	
Development of West Parkway as a multi-use corridor, including trail development between West 11th Street and 31st Street.	Capital				X
Construction of a James River Trail along abandoned railroad right-of-way to connect Yankton with the James River.	Capital				X
Incorporation of special environmental features into the city's open space system.	Policy			X	
Yankton should help convene a three-state partnership that works to preserve the viability of Lewis and Clark Lake.	Action		X		

**Implementation Schedule**

<b>A Recreation Lifestyle</b>	<b>Type</b>	<b>On-going</b>	<b>Short</b>	<b>Medium</b>	<b>Long</b>
A riverfront enhancement program should include: - Continued development of the Paddle Wheel Point nature area.	Capital		X		
- Repair and maintenance of Riverside Park.	Capital	X			
- Facilitate center city riverfront development.	Action	X			
- Maintaining public access to the river with the establishment of a West Riverside Park between a riverfront drive and riverbank.	Policy Capital	X		X	
Implementation of a park finance system that assesses new development for a park acquisition and development cost, base on quantifiable impacts and demands.	Policy		X		
<b>Public Services</b>					
Public Facility Priorities: - Expansion of the Safety Center to provide additional room for the police department and to address life safety issues.	Capital			X	
- Replace municipal pool.	Capital		X		
- Replace main runway at Chan Gurney Airport.	Capital		X		
- Expansion of the Fire Department to provide needed space at City Hall. This should be done in coordination with a facility needs assessment of City Hall.	Capital			X	
- Remove of the Parks Shop from Riverside Park to a more appropriate location that provides additional space.	Capital		X		
- Complete expansion plans of the Public Works Shop with possible inclusion of the Parks Department.	Capital		X		
Infrastructure Priorities: - Complete Phase III at the Sanitary Sewer Treatment Plant.			X		
- Complete comprehensive drainage study for the city.			X		
- Complete study that examines the future of the city 's water plant in order to increase performance and capacity.				X	

## Plan Implementation

### Implementation Schedule

	Type	On-going	Short	Medium	Long
<b>Housing Yankton</b>					
Create a housing partnership, organized to develop affordable housing.	Policy Action		X		
Construction of additional independent living residential developments for seniors.	Policy	X			
Development of a neighborhood conservation program, including an aggressive residential rehabilitation program.	Policy		X		
New growth areas should include a variety of housing types.	Policy	X			
Development of housing in downtown and in the central riverfront district.	Policy	X			
<b>The Visual City</b>					
Development of programs to enhance the physical appearance of the city's major crossroads highways, along with their associated community entrances.	Capital		X		
Development of detailed, consistent, cohesive guidelines for the design and development of residential, commercial and industrial properties.	Policy		X		
Continuation of downtown improvements designed to increase the degree of safety and comfort it provides to users.	Capital		X		
Enhancement of the physical environment of the city's "community streets".	Capital	X			
Implementation of a program to increase awareness and maintain the integrity of established neighborhoods.	Policy		X		
<b>A Center On The River</b>					
Implementation of a plan to take advantage of the central riverfront's potential as a center for investment, living, employment and recreation.	Policy	X			
Improvements to Riverside Park include:					
- Relocation of the parks maintenance facility.	Capital		X		
- Expansion of the park to 2nd Street between Pearl and Mulberry Streets.	Capital			X	
- A 3rd Street park entrance and pond.	Capital			X	
- Trail connection	Capital		X		
- Historic interpretation.	Capital		X		
Development of a hotel and conference center along Riverside Drive.	Action			X	
Development of a stronger downtown organizational structure to manage and promote the commercial district.	Action		X		
Increase housing opportunities within the downtown district.	Action		X		
Continuation of the city's current program of incremental streetscape improvements.	Capital	X			

## Plan Maintenance

The scope of the Yankton Plan is both ambitious and long-term. Each of the many actions and policies described in the plan can contribute to the betterment of the city. Yet, presenting a twenty-year development program at one time can appear daunting. Therefore, the city should implement an ongoing planning process that uses the plan to develop year-by-year improvement programs. In addition, this process should also evaluate the plan on an annual basis in relation to the development events of the past year.

Such a process may include the following features:

- *Annual Action and Capital Improvement Program.* The Planning Commission and City Council should use the plan to define annual strategic work programs of policies, actions, and capital investments. This program should be coordinated with Yankton's existing capital improvement planning and budgeting process, although many of the plan's recommendations are not capital items. This annual process should be completed before the beginning of each budget year and should include:
  - *A specific work program for the upcoming year.* This program should be specific and related to the city's projected financial resources. The work program will establish the specific plan recommendations that the city will accomplish during the coming year.
  - *A three-year strategic program.* This component provides for a multi-year perspective, informing the preparation of the annual work program. It provides a middle-term implementation plan for the city.



- *A six-year capital improvement program.* This is merged into Yankton's current capital improvement program.

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

- Summarizes key land use developments and decisions during the past year and relates them to the comprehensive plan.
- Reviews actions taken by the city during the past year to implement plan recommendations.
- Defines any changes that should be made in the comprehensive plan.

The plan should be viewed as a dynamic changing document that is used actively by the city.



# APPENDIX A



## Yankton Community Survey

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Thirty-two of 45 surveys were returned.

\*Numbers in parentheses indicate the number of times that response was cited.

### 2. What do you think are the five most important issues facing Yankton over the next ten years?

#### •Economic Development (20 responses)

- Economic development (6)
- Higher wages/benefits (6)
- Attraction new industries/businesses with above average paying positions
- Expanding tourism trade
- Continued growth in the business sector to offer residents and area communities local products
- Job opportunities for high school/college students
- Bigger mall
- Ability to draw industries to Yankton
- Providing stable employment
- Ability to draw industries to Yankton

#### •Transportation and Infrastructure

- (17 responses)
- Replacing Bridge (7)
- Re-routing HWY 81/ 4 lanes (3)
- New bridge for traffic and pedestrians over the Missouri River (3)
- Preserving the Meridian Bridge
- Replacing HWY 81
- Transportation
- Highway 50 bypass

#### •Community Issues (16 responses)

- Drug Traffic (4)
- Affordable housing (2)
- Retaining Youth (2)
- Services for special needs clients
- Aging population
- Attracting families
- Community Leadership
- Reasonable cost of adequate health care

Safety and security of residents and visitors  
(doesn't mean more law enforcement)  
Maintain education and improve quality  
Lack of outlets for the youth

• **Community Appearance and Development**  
(15 responses)

Sedimentation of Lewis and Clark Lake (3)  
Lake area development (2)  
Improve east entrance to city (2)  
Mega Livestock feedlots close to town  
Missouri River Issues-sedimentation, flows  
Degrading of old property  
Clean up entrances to community and HWY 81  
Restoring and revitalizing downtown  
Improving the overall appearance  
Community appearance  
Redeveloping substandard and housing in older  
neighbor hoods

• **Government and Public Facilities** (15  
responses)

Getting the city and county to work together (3)  
Lack of leaders with knowledge of issues (2)  
City Hall building (2)  
Memorial swimming pool (2)  
Keeping costs of running governmental units  
(city, county, and school) down  
Minimize government  
Reduce money to public education-encourage  
alternatives  
Working with Yankton County to make quality  
and safe environment  
Tax management- provide best possible services  
w/o raising taxes too much  
Teacher salaries

**3. What in your opinion are Yankton's five  
greatest assets?**

• **Parks and Recreation** (30 responses)

Lewis and Clark Recreation Area (5)  
Parks/Trail System (5)  
Parks and recreation opportunities (4)  
Water Recreation/ Camping (3)  
Summit Activities Center (3)  
Riverfront (2)  
Hillcrest golf course (2)  
Recreation facilities (2)  
Riverside Park  
Many sports activities  
Diversity of civic and recreational activities  
SAC/YHS

• **Quality of Life** (25 responses)

The People (7)  
General appearance (3)  
Historical Significance (3)  
Community Involvement (2)  
Small town atmosphere  
Family friendliness and community spirit  
Community Image  
Community Size  
Clean environment and natural beauty  
Homogenous population  
Climate  
Diversity of people and religions  
Safety  
Natural Resources

• **Education** (19 responses)

School system (15)  
Mount Marty College (4)

•**Government and Public Services** (16 responses)

Medical services (10)

Law enforcement (2)

City government (2)

Joint efforts between among city / council

Form of government- city manager

•**Location** (11 responses)

Location (5)

Missouri River (4)

Distance to major cities

HWY 50's four lanes to I-29

•**Growth and Development** (8 responses)

Diversified industrial base (3)

Positive economic growth supported with community / city effort

Variety of housing opportunities

Good infrastructure

Work ethics

Prison camp-employment base

**4. What in your opinion are Yankton's five greatest weaknesses?**

•**Growth and Development** (19 responses)

Lack of economic growth (4)

Low pay / income (3)

No adequate housing (2)

Minimum tax base

Lack of technical jobs with good wages

Need to upgrade work force

Lack of capital

Lack of new businesses

Stable employment

Need more job creating companies

Dependence on manufacturing jobs

Poor low end-housing quality

Lack of work force to attract new business / job opportunities

•**Government** (15 responses)

City / County Relations (7)

Lack of vision (4)

Being led by the vocal minority

*Vocal negative element of the community*

City manager form of government

Lack of a second fire station with training facilities

•**Community Facilities** (9 responses)

East entrance into Yankton (3)

Empty buildings (2)

Gurney's property (2)

People who do not clean up property

Need for mental wellness professionals, especially for youth

**•Economic and Commercial Development**

(9 responses)

Ability to retain retail businesses (2)

Mall

Lack of variety in retailing

Lack of quality dining and entertainment

Mall management/ ownership

Industrial areas near riverfront

Lack of shopping

Downtown

Youth center

SAC

Recreational area is becoming commercialized and turning out of town visitors to other parks

**•Location/Environmental Issues (3 responses)**

Location/ distance from interstate highways

Odor at Riverside Park with SE breeze

Lack of clout in Pierre

**•Transportation and Infrastructure**

(9 responses)

Lack of complete sidewalk system (2)

Lack of environmentally sound zoning for the county (2)

Lack of planning development for Riverfront and

Lake areas

Threat of deterioration of the transportation system

Lack of air service

Lack of four-lane Highway 81

Fear of sedimentation causing Lewis and Clark

Lake to become slough

**•Community Issues (8 responses)**

Residents are afraid of growth- not ready to accept others with different beliefs, cultures, needs (2)

To be able to continue to offer services to the elderly and young families at reasonable costs

Constructive citizen involvement

Lack of young adults staying/ moving here and becoming leaders

The people

Differences between economic classes

Lack of appreciation for historic resources

**•Recreation (4 responses)**

Minimal sports activities

**5. What are your two favorite places in Yankton or the surrounding area?**

Lewis and Clark Recreation Area (8)  
Downtown (8)  
Riverside Park (4)  
Recreational Areas- bike trail, public beach area, parks (4)  
Lake Area (4)  
Fox Run Golf Course (2)  
Summit Activities Center (2)  
Hillcrest Country Club (2)  
SAC (2)  
Missouri River (2)  
Riverfront and trail along Marne Creek (2)  
Memorial park (2)  
Sams Club in Sioux Falls/City  
Bike trail to lake  
Historic district  
Mt. Marty Chapel  
The Hy-Vee  
Staples office supply  
Meudo's restaurant

**6. What are your two least favorite places in Yankton?**

East Entrance into Yankton (10)  
Location/smell of sewer treatment plan (4)  
Federal Prison Area (3)  
Mall area west of Broadway, south of 21<sup>st</sup> St (2)  
Broadway and 21<sup>st</sup> St traffic flow (2)  
Go-go bars (2)  
Broadway between 8<sup>th</sup> and 31<sup>st</sup>  
New residential area  
Stockyards/sale area on East Highway 50  
Downtown Bars  
Zebra/Donner place  
Riverside Park on the 4<sup>th</sup> of July without restrooms or adequate traffic control  
Concern about the "strip mall" look on drive to lake on Highway 52  
HWY 52 during the summer  
Old industrial warehouse area separating beautiful riverfront and downtown  
Gurney Property

**7. What do you think should be Yankton's five most important goals or priorities to accomplish during the next ten years?**

**•Growth and Development** (24 responses)

East Entrance Clean-up (7)  
Increase tourist traffic through development of events and facilities (3)  
Fill vacant buildings with viable occupants in north mall areas (2)  
Offer affordable housing for all age groups (2)  
Restore historic districts (2)  
Effective county zoning (2)  
Route HWY 50 and HWY 81 around the town  
Connect lake to the city  
Development of Riverfront area  
Clean up HWY 50/ East edge of city  
Teen Center- a hangout of kids  
Improve handicap accessibility in sidewalks, public areas, and businesses

**•Economic and Commercial Development** (17 responses)

Economic development (6)  
Keep existing businesses (4)  
Seek additional grants  
Attract non-manufacturing employers  
Recruitment of new employers  
New mall ownership/management  
Reduced tax burden  
Build attractive business climate to create above average paying jobs  
Maximize economic benefits of the Lewis & Clark bi-centennial celebration

**•Parks and Recreation** (10 responses)

Seek solution to sedimentation problem at Lewis and Clark Lake (4)  
Memorial Pool (3)  
Carousel for Memorial Park

Parks and Recreation- more variety  
Preserve natural/environmental quality of area

**•Transportation** (9 responses)

Repair/Replace bridge (8)  
Update major roads

**•Community Issues** (5 responses)

Make Yankton a "good", friendly, growing, spiritual place  
Eliminate smoking and drug use by all  
Educate residents on positive aspects of growth  
Promote events held in Yankton  
Retention and opportunities for younger adults

**•Government** (4 responses)

Improve City/County relations (3)  
Begin city/county merger and begin regional government concept

**•Safety** (3 responses)

Keep police, fire, and ambulance on cutting edge of equipment, facilities and pay  
Merge police and sheriff office for countywide enforcement  
Settle Safety Center issue

**8. Please list the five most important specific community projects that Yankton should complete during the next ten years**

**•Growth and Development** (23 responses)

- Clean up East Entrance (6)
- Gurney's property development (4)
- Restoration of Dakota theater (2)
- SE Tech up and running (2)
- Riverfront Development (2)
- Develop municipally owned power system and improve system street lighting
- New visitor/welcome center
- New public safety center/jail
- Convention Center
- Install sidewalks in all existing residential areas
- Complete and expand 3<sup>rd</sup> St project
- Directional graphics

**•Parks and Recreation** (22 responses)

- Finish Brokaw Trail (8)
- Memorial pool (3)
- Riverfront clean up (3)
- Marne Creek clean up project (3)
- Fox Run development
- Move sanitation center away from Riverside Park
- Re-forestation program
- Fully develop all existing parks and add one more
- Have plan to sustain recreational aspects of Lewis & Clark reservoir for zoo

**•Transportation** (18 responses)

- Bridge (11)
- Pedestrian path system throughout the community (2)
- New traffic/pedestrian bridge over Missouri River
- Truck bypass
- Transportation availability for seniors

- Continue upgrade of streets
- HWY 81 to four lanes

**•Economic and Commercial Development** (4 responses)

- Skating rink
- Expand businesses on the east side of Yankton to include non-agricultural
- Community service facility for non-profits to be housed
- Maintain and expand existing infrastructure

**•Safety** (4 responses)

- City hall facilities/ safety center/ fire station (2)
- Second fire station with training facilities
- Determine solutions to city/council jail and law enforcement needs and build appropriate joint facilities
- Redo/improve/update jail.



# APPENDIX B



## PLANNING COORDINATING COMMITTEE FOCUS GROUPS

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May 1, 2002 Goals and Strategies Meeting

### QUALITY OF LIFE

- Trails Development

- New Highway 81 bridge
- Retain Meridian Bridge by any means
- Continue as high priority in new /existing development
- Both directional and technical trail signage.

- Parks

- Parks should be in subdivision agreements, requiring developers to give land and/or money for park areas/development.
- Partnerships with the schools
- Replacement of the municipal pool
- Development of an indoor ice arena
- Development of racquetball courts

- Riverfront

- Change/develop zoning regulations that are appropriate for types of development compatible to adjacent park-type areas.

- Cultural Facilities

- Accept and assist with YAAA plan

- Senior Services

- Transit – will expand territory, availability, operations as required by demand (outside current limits – concern of others).
- Activities – will expand companion services and will provide access to events.

- Entertainment

- Expand entertainment opportunities - should be low cost and a wide variety.

## **GROWTH, DEVELOPMENT, AND COMMUNITY DESIGN**

- Tourism
  - Develop uniform community marketing strategy
  
- East Highway 50 Corridor
  - Develop an improvement plan that may include financial incentives and “How-to” programs
  - Construct truck bypass
  
- Economic Development and Traffic
  - Create and implement a “way-finding program”
  - Educate community about locations of local businesses and attractions.
  
- Residential Development and Lot Inventory
  - Continue to promote existing developments/subdivisions
  
- Riverfront Development
  - Visual concepts of potential development (public and private)
  
- Housing Redevelopment
  - Promote creation of historic housing districts to restore/improve neighborhoods
  
- Lewis and Clark Lake Degradation
  - Partner with others to develop new strategies to manage sedimentation.
  - Develop back up concepts

## **TRANSPORTATION AND INFRASTRUCTURE**

- Ongoing Projects
  - Continue existing funding mechanisms:
    - ½ penny
    - Continue ½ penny after Summit Center is paid for
    - Maintain self-supporting rates and fees
  - Take a proactive approach to meeting street needs
  
- Drainage Issues
  - Develop community consensus on drainage, especially in view of Phase II EPA requirements
  - Development of Whiting Drive drainage plan and east Yankton
  
- Central West Traffic
  - 10<sup>th</sup> Street Project
  - 15<sup>th</sup> Street west of Summit to West City Limits Road
  
- Riverfront
  - Douglas sidewalk (Levee to 2<sup>nd</sup> Street)
  - Encourage comprehensive development plan for Gurney’s
  - Continue Auld Brokaw extension to parks
  
- Directional Information
  - Vital in light of Lewis and Clark events
  
- Truck Bypass
  - Political lobbying
  - Education of landowners on right-of-way
  
- Landfill Reuse
  - Consider next site
  - Consider screening landfill

- Trails
  - Work to establish trail from water plant west along river
  - Extend Alt-Brokaw Trail to Fox Run
  
- Lake and Town Connections
  - Sewers
  - Transportation – Pike Street east to city
  
- Annexation
  - Ongoing
  
- HSZ
  - Ongoing
  
- Wastewater and Water
  - Expand water capacity in five years

## **ECONOMIC DEVELOPMENT**

- Yankton Area Progressive Growth
  - Expand membership from 100 members/investors to 200 in 2002-2004.
  
- Attraction versus Retention
  - Continue to prioritize efforts as retention number one, expansion number 2, and recruiting number three.
  
- Retail Development
  - Chamber creates a new retail development committee 2002
  
- Downtown Development
  - Develop downtown marketing plan – some ties to Lewis and Clark Bicentennial
  - Downtown/River front historic riverfront and “Historic Missouri River Enterprise” (2002-2005)
  
- Business Development
  - Use the downtown retail and service incubator area
  - SBDC – increase funding from city to expand staff and add more interest; add volunteers.
  
- Highway 81 Construction
  - Create plan for finance, accounting and marketing assistance
  - Schedule weekly meetings with DOT, city and businesses
  - Advertise “finished” look (2002-2004)

## **COMMUNITY SERVICES/COMMUNITY ISSUES**

- Create a process to establish a fire district to replace the current dues paying rural association within 1 to 3 years and works cooperatively with the city to provide fire protection to both entities.
- Proceed with development of a new city /county law enforcement center to house emergency management, police, sheriff, E-911, jail, courts/court services with state-of-the-art technology.
- Provide diverse recreational opportunities for youth, families (young and old) and elderly seeking private/public partnerships to develop facilities to address those diverse needs
- Pay highly competitive wages and provide benefit packages for the retention, compensation, and economic support of all city, county, and school personnel.