

INTRODUCTION



AN INTRODUCTION TO THE YANKTON PLAN

Yankton is a dynamic community in a strategic location for future growth. These prospects present both exciting challenges and opportunities.

Yankton is a city of rich history and unusual quality, a city of the river and railroad that can use its special features to grow and prosper in the new century. The Yankton Plan is designed to provide a comprehensive vision of the city's future, based on taking community actions that will improve the lives of the city's residents and make the city uniquely attractive for potential growth.

South Dakota's cities live in a changing social and economic environment. Yankton's growth was based on a combination of transportation and industry, a formula that has allowed the city to experience steady population growth throughout its history. During the later 20th Century tourism and civic institutions also took on significant roles

within the community's economy. As a center for government, recreation and commercial opportunities in its region, Yankton is in a position to continue to capture future growth. Easy access to Lewis and Clark Lake and national transportation links including Highway 81 and Interstate 29 provide the community with various opportunities. Capturing this growth has occurred at a slower pace than occurred in the 1960's and 1970's but has still been greater than many Midwestern cities. Yankton finds itself with some of the attributes – a distinctive landscape, an attractive urban waterfront, distinctive housing and strong basic services – that can fuel additional growth in the new century. It will be important for this plan to identify challenges and opportunities to capture this growth.

The Role of a Comprehensive Plan

The comprehensive development plan for Yankton has two fundamental purposes. The first provides an essential legal basis for land use regulation such as zoning and subdivision control. Secondly, a modern comprehensive plan presents a unified and compelling vision for a community, derived from the aspirations of its citizens; and establishes the specific actions necessary to fulfill that vision.

•Legal Role

Communities prepare and adopt comprehensive plans for legal purposes. South Dakota State Statutes enable cities to adopt zoning and subdivision ordinances to promote the “health, safety, or general welfare of the community”. Land use regulations, such as zoning ordinances, recognize that people in a community live cooperatively and have certain responsibilities to one another. These regulations establish rules that govern how land is developed within a municipality and its extraterritorial jurisdiction.

However, a city may not adopt land use ordinances without first adopting a comprehensive development plan. This requirement derives from the premise that land use decisions should not be arbitrary, but should follow an accepted and reasonable concept of how the city should grow. Under state statutes, a comprehensive development plan must address, at a minimum, the following issues:

- Land use, or the planned distribution of activities and uses of land in the community.
- Transportation facilities.
- Community facilities, including recreation, facilities, schools, public buildings, and infrastructure.



The Yankton Plan provides the ongoing legal basis for the city’s authority to regulate land use and development.

•The Community Building Role

A comprehensive development plan has an even more significant role in the growth of a community. The plan establishes a picture of Yankton’s future, based on the participation of residents in the planning of their community. This vision continues to be crucial, as challenges related to population retention and regional population losses begin to affect the character of Yankton. Beyond defining a vision, the plan presents a unified action program that will implement the city’s goals. The plan is designed as a working document – a document that both defines the future and provides a working program for realizing the city’s great potential.

Planning Process

The Yankton Plan is a culmination of a planning process that involved citizens of the city to define its future. This process was coordinated by a Planning Coordinating Committee, representing a wide variety of interests in the community. The first part of the process involved a three-part strategic planning program, designed to assess the city's current position; establish visions and goals for Yankton's twenty-year future; and consider an action program necessary to achieve that vision. Members of the community were invited to participate in the strategic planning process through community workshops.

Assessment

Participants in the planning process were asked to define the most important issues and qualities of Yankton. As part of this assessment process a survey was sent out to 46 of the Plan Coordinating Committee members, of which 32 were completed.

•*Identification of Major Issues*

In assessing the city's situation, participants defined the most important issues that would face Yankton within the next five to ten years. Participants identified the following issue areas as most crucial to the city:

- *Economic Development*, including attraction and retention of businesses and job creation.
- *Growth and Development*, including issues related to tourism, affordable housing and lake development.

- *Community Design*, including issues related to the city's gateways, and the East Highway 50 corridor.
- *Transportation and Infrastructure*, including maintenance, drainage issues, traffic circulation and directional information.
- *Community Issues*, including issues related to public safety and opportunities for young people.
- *Quality of Life*, including parks and trails, riverfront development, and senior services.
- *Identification of Community Strengths and Weaknesses*

Participants in the planning process rated important community services and facilities, using a one-to-five scale. Services with an aggregate score of 3.0 or above are viewed favorably; those with scores below 2.5 represent areas for additional attention. The complete results are identified in Chart 1.

In addressing these vital issues, participants in the planning process identified the following as key community strengths:

- Medical and health services.
- Quality of the city's natural environment.
- Community events and festivals.
- Recreation trails and trail potential.
- Park and recreation system.

On the other hand, participants identified the following issues as important liabilities or problems:

- Ability to retain young people.
- Consensus about community directions.
- Development in the Highway 50 corridor.

Chart 1: Yankton Community Report Card

| Strength 5.0-4.0 | Strength 3.9-3.5 | Strength 3.49-3.0 | Satisfactory 3.0-2.5 | Needs Additional Attention Less than 2.5 |
|---|--|--|---|---|
| Gas, electric, and water utilities | Community image | Affordability of housing | Development in the Highway 50 Corridor | Ability to retain young people |
| Cultural and historic resources | Growth in the Broadway (Highway 81) Corridor | Adequacy/ variety of local retailing | Job creation and growth | Consensus about community directions |
| Public safety systems: police and fire | Stormwater management system | Attitudes of teenagers toward their hometown | Income levels and job quality | |
| Overall quality of life | New residential development | Riverfront development | Effectiveness of local economic development efforts | |
| Your personal satisfaction with Yankton | Tax levels | Yankton's design and appearance | Downtown Yankton | |
| Sanitary sewer/ wastewater system | Prospects for future growth | Relationships among ethnic groups | | |
| Secondary education | Quality of city government | Strength of the local economy | | |
| "Family-friendliness" of Yankton | Community spirit and character | Knowledge of residents about their town | | |
| Yankton's people | Solid waste disposal programs | New technology | | |
| Elementary education | Services for senior citizens | Business climate | | |
| Park and recreation system | | Local traffic flow | | |
| Recreational trails and trail potential | | Citizen involvement | | |
| Community events and festivals | | Effectiveness of zoning and building codes | | |
| Quality of city's natural environment | | Availability of housing | | |
| Medical and health care services | | Regional road transportation | | |
| | | Local leadership | | |



The complete survey is located in Appendix A. The survey laid the groundwork for the community assessment process on which the Yankton Planning Coordinating Committee selected key focus areas.

Identification of Key Focus Areas for the Plan

The community assessment and visioning process led to the identification of five specific issue areas, including:

- Economic Development.
- Growth and Development, and Community Design
- Transportation and Infrastructure.
- Community Services/Community Issues
- Quality of Life

These specific issues became guiding factors in the development of the Yankton Plan. Specific priorities, goals, and actions for each of these broad issue areas were outlined, to provide the foundation for this detailed comprehensive plan document. The goal statements and recommendations from the focus groups are located in Appendix B.

The Comprehensive Plan: Approach and Format

1. A Profile of Yankton presents an analytical view of Yankton’s people, economy, and position within its region.

2. Growth and Land Use examines development demands and projects the amount of residential, commercial and industrial land needed for the next twenty years. It presents an inventory of existing land use patterns, along with detailed strategies to guide future growth in new development areas.

3. Mobility For All, considers transportation and street systems and relates mobility needs to other development objectives.

4. A Recreation Lifestyles describes Yankton’s parks and sports facilities, and outdoor recreation as a way of life for its residents. It presents improvement plans for new and existing parks and trails, to be integrated into the City’s growth, housing, and regional tourism efforts.

5. Quality Public Services examines the quality of public facilities and infrastructure within Yankton. These facilities are vital to the city’s ability to support growth and serve present and future residents.

6 Housing Yankton examines housing demand characteristics and presents a coordinated housing and community development strategy for the city.

7. The Visual City considers the design of specific elements of Yankton’s urban environment, including landscaping of the public environment and of major private development projects, streetscape, signage, downtown building appearance, residen-

tial neighborhoods, and major transportation corridors.

8. A Center on the River analyzes the downtown and presents a multi-faceted downtown development program that includes the public environment, redevelopment opportunities, and management strategies designed to improve the district's already historic environment.

9. Implementing the Plan draws together the analysis and policies of the plan into a program for implementation. It summarizes the recommendations and development policies of the plan, and presents an Implementation Schedule, listing proposed projects and the time frame for their completion

