

Water Plant No. 1

Adaptive Reuse Analysis

City Commission Work Session—November 25, 2019



Property Repurposing—305 Riverside Drive

Environmental Services is on track to discontinue usage and vacate Water Plant No. 1 by fall of 2020 as well as decommission and fill-in one smaller basin (Clearwell #1) near the southeast corner of the parking lot.

Street Level Space

The total potential usable Street Level space is 9500 sq. ft. The current garage space of 3100 sq. ft. would be the easiest to repurpose. The remaining basin, filter, and office spaces are all separate spaces representing an additional 6400 sq. ft. that would require more extensive remodeling including the potentially fill-in of basins, leveling of floors, and removal of dividing walls. The best outdoor space option on the street level would be near the southeast corner of the structure and could include an elevated area offering a view of Meridian Bridge and Missouri River. Outdoor space options on the west side of the building on either level are limited by space and grade as well as significant road noise. Road noise is minimal or nonexistent on the east side of the structure.

Lower Level Space

The Lower Level presents a significantly more challenging space. The former Intake and Pump Room space offers a combined 2200 sq. ft. The Lower Level of the Basin area could also be repurposed for a total 2200 sq. ft. but offers a less attractive public space option. A portion of the basin also extends outside the building footprint, but utilizing that as public space probably isn't practical. The entire space is windowless and would pose accessibility, ventilation, and exiting challenges. Additionally, an analysis should be completed to determine if the removal of water from the basin will have an impact on the structural stability of the foundations and what mitigating measures should be considered. The Lower Level of the Filter area contains very thick walled concrete basins and could not be practically converted into useable space. The Intake area and adjacent outdoor space to the east could be an attractive location for indoor/outdoor space with good viewshed including the Meridian Bridge. The East Reclamation Basin is a windowless space with little access and is not conducive to repurposing.

Property Sale or Lease Considerations

The property is currently zoned A-1 Agricultural, staff would recommend a rezoning to B-3 Central Business. That zoning is consistent with the adjacent zoning. The parking requirements of a B-3 Zone would not require adding additional paved off street parking. However, a new more intensive use would likely result in increased on street parking in the area. Vehicular access to the lower level crosses State of South Dakota property and continued or modified access would have to be verified with the Department of Transportation.

The structure is not a National or State Historic Register listed structure and is not located in a Historic District. The structure has numerous stairs and no elevator; due to the age of the structure very little is currently accessible. The building is masonry construction with thick concrete floors, making modification more challenging.

Staff has no knowledge of asbestos in the building; however, it has not been tested. The original structure has had several additions over the years and the roof while in reasonably sound condition is in need of repairs, especially at the seams between the various additions.

The electric and plumbing services are sufficient for its current use. Restroom facilities are very limited. Both electrical and plumbing services would require significant upgrades to be functional for most uses. Only the office space is currently air conditioned, and that service is not adequate to modern standards of comfort. A functional heating system provides service to the building with some area receiving only partial or supplemental heating, and some lower level areas not serviced by HVAC at all.

The unique location in the Meridian District provides an attractive viewshed of both the Meridian and Discover Bridges and the Missouri River, with easy access to Riverside Park. The pedestrian trail is adjacent to the building's lower level and easily within walking distance of the Meridian Bridge Plaza and other downtown amenities. While the property is adjacent to Broadway Avenue access is only available via Cedar Street and Riverside Drive.

Property Sale Considerations:

- Development of parameters for a request for proposal and the terms of the sale.
- Sustainable long-term development and maintenance of the site.
- Visual impact on the adjacent trail, park system, and Missouri National Recreational River.
- Staff recommends platting the site in the case of a sale.
- Given the unique nature of the property, staff was unable to identify can comparable property sales in the community.

Property Lease Considerations:

- Under a lease agreement staff is confident a legal description would be sufficient and platting would not be necessary.
- Development of parameters for a request for proposal from potential leasee / concessionaire and the terms of the agreement.
- Provisions for maintenance of infrastructure.
- Comparable lease arrangements:
 - South Dakota Discovery Center-Pierre
 - The South Dakota Discovery Center, a non-profit, hands-on science learning center is housed in the former municipal power plant under a three-year lease program for \$1 per year. The City of Pierre retains ownership of the building and grounds and budgets \$10,000 annually for maintenance. The city remains responsible for routine building and grounds maintenance. The lessee is responsible for basic janitorial activities. The city also furnishes all utilities except telecommunications.
 - Black Hill Chapter of the American Red Cross-Rapid City
 - The Black Hills Chapter of the American Red Cross leases a building from the City of Rapid City to for its administrative and disaster response efforts. The lease term is 20 years at \$1 per year. The city retains ownership of the building and grounds. The lessee provides for all maintenance of the facility and grounds as well as all utility costs.
 - Staff was unable to identify a lease agreement with a for-profit entity other than concessionaire type arrangement to provide a specific service.

Property Background

In researching options for repurposing Water Plant No. 1 and the area immediately adjacent to it, staff has reviewed title documentation, legal actions, plats, and prior Commission actions. Based on property transfers and legal action throughout history the City of Yankton is the sole owner of the property.

After the review staff did not find evidence that any Commission intended to designate the area surrounding Water Plant No. 1 as part of the park system. The open area to the east of structure is home to an underground water storage system, and has historically been treated as an extension of Water Plant No. 1. No plat was located that indicated that any of that area had been platted as a park.

The first mention of the property in Commission minutes occurs in March of 1915, there was no indication why the property was initially acquired. Due to a legal dispute it's clear that prior to the building of Water Plant No. 1 the area was being used in part as a sandpit and for some sort of private occupation for which the City received rent payments at least as late as 1918.

In May of 1928 the Commission approved locating a "new filtration and purification plant for Missouri River water...on the west end of Josta Park, south of Levee Street." Some additional property to the west of Water Plant No 1 was acquired in 1932. A search of Commission minutes from the time period turned up no action designating the area as Josta Park or Water Works Park. The area is also referred to in the minutes at least once as part of "The Levee."

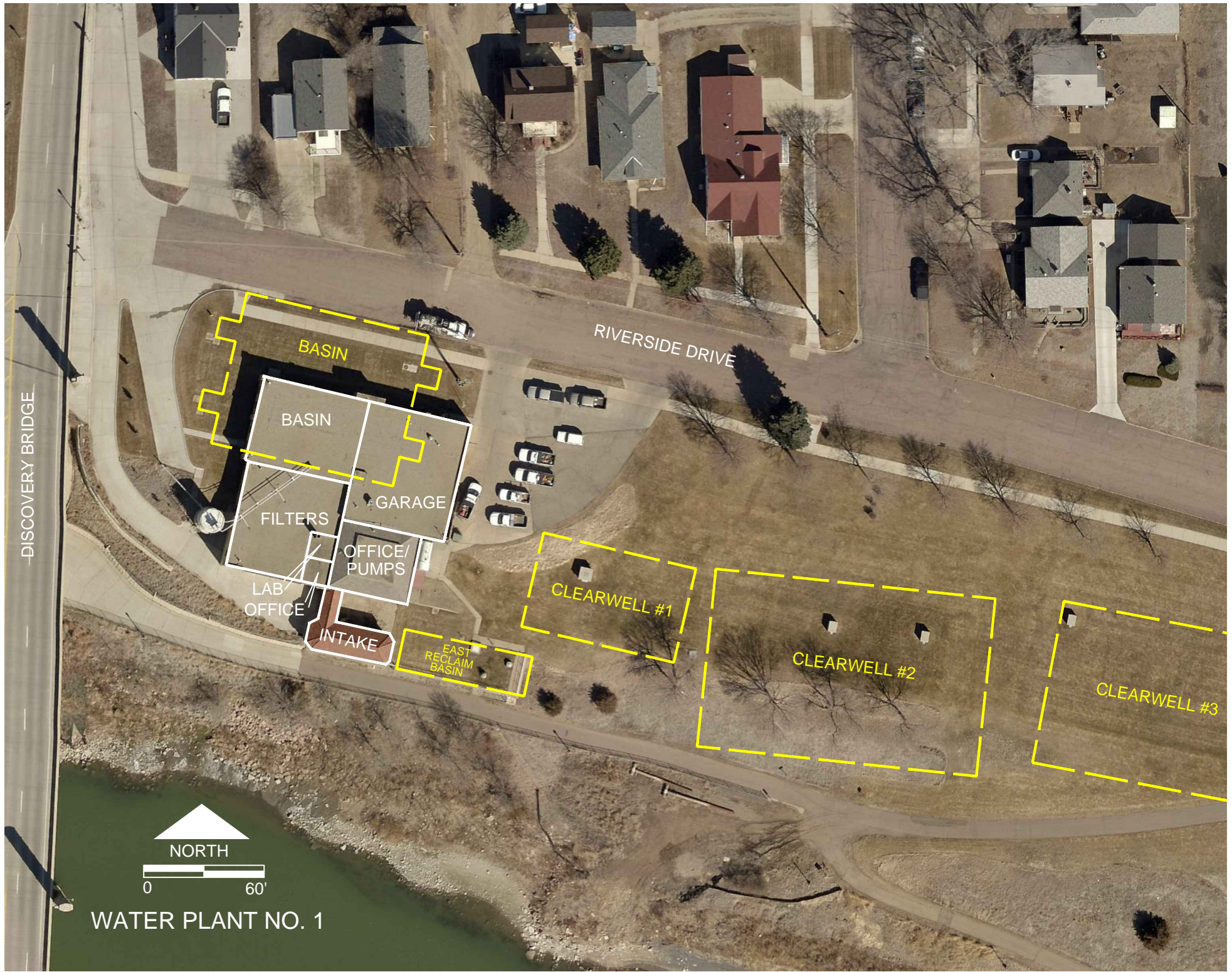
The name Josta Park wasn't found in any future meeting minutes or legal documents. While the area surrounding Water Plant No. 1 is occasionally referred to as "Water Works Park" on maps, it doesn't appear to ever have been practically a part of the parks system. Records indicate that water plant staff maintained the grounds, and significant water treatment infrastructure and storage is located underground in that area. Staff believes that "Water Works Park" term was used informally to help identify the green space east of the water plant and not to intentionally identify it as a park.

Lease or sale of non-park municipal property would be permitted for a variety of public and economic development purposes under 9-54-1, 9-27-36, and 9-27-36. Such a sale would be required to occur through the local economic development corporation, Yankton Area Progressive Growth.

Questions for Commission Consideration:

- How much does the Commission want to spend on understanding the condition of the building? (historical significance, architectural structural analysis, feasibility, environmental, etc.)
- Would the Commission want to consider demolition or even acquire a quote for demolition?
- Does the Commission believe the space is viable for a private lease? Costs to renovate and operate may result in a cost prohibitive situation for a lease arrangement. The concern is that the space might be so expensive to renovate and operate that it may not be well kept.
- Would the Commission subsidize a lease arrangement for a private use?

- If exploration of a reuse is a potential how much does the Commission want to pursue marketing the building? Local real estate agents, 605 Magazine, Sioux Falls/Sioux City Realty
- Does the City of Yankton have a lower impact use that may be more suitable for adaptive reuse?



DISCOVERY BRIDGE

RIVERSIDE DRIVE

BASIN

BASIN

GARAGE

FILTERS

OFFICE/
PUMPS

LAB/
OFFICE

INTAKE

EAST
RECLAIM
BASIN

CLEARWELL #1

CLEARWELL #2

CLEARWELL #3

NORTH



WATER PLANT NO. 1



DISCOVERY BRIDGE

RIVERSIDE DRIVE

BASIN
2,200 Sq. Ft.

PUMPS
1,400 Sq. Ft.

INTAKE
800 Sq. Ft.



0 60'

WATER PLANT NO. 1
LOWER LEVEL



DISCOVERY BRIDGE

RIVERSIDE DRIVE

BASIN
2,200 Sq. Ft.

GARAGE
3,100 Sq. Ft.

FILTERS
2,800 Sq. Ft.

OFFICE
1,400 Sq. Ft.

LAB
OFFICE



NORTH



0 60'

WATER PLANT NO. 1
STREET LEVEL