



### **Mission Statement**

To provide exemplary experiences, services & spaces that create opportunities for everyone to learn, engage and thrive.

---

---

## **YANKTON BOARD OF CITY COMMISSIONERS**

Work Session Meeting beginning at 6:00 P.M.

**Monday, October 28, 2024**

**City of Yankton Community Meeting Room**

Located at the Career Manufacturing Technical Education Academy formerly known as Technical Education Center • **1200 W. 21<sup>st</sup> Street • Room 114**

**If you would like to watch the City Commission meeting you can do so by accessing the City of Yankton's YouTube Live Channel. <https://www.youtube.com/c/cityofyankton/live>**

TV Schedule: Mondays at 7:03 p.m. and Tuesday following meeting at 1:00 p.m.

on Midco Channel 3 and Bluepeak Channel 98.

---

---

- 1. Roll Call**
- 2. Public Appearances**
- 3. Active Transportation Plan**
- 4. Other Business**

*Other business is a time for City Commissioners to address the commission regarding matters not on the agenda. These items will not be deliberated by the governing body and will not be acted upon at this time. Items mentioned may be added to a future City Commission meeting or work session for deliberation or action.*

- 5. Adjourn the Work Session of October 28, 2024**

# YANKTON

2 0 2 4

ACTIVE TRANSPORTATION PLAN



DRAFT



# Active Transportation Plan – 2024 Update

Active transportation is a solution that connects people of all ages and abilities to where they need to go using active modes such as walking and biking. This concept connects closely with the City’s mission statement:

***To provide exemplary experiences, services, & spaces, that create opportunities for everyone to learn, engage, and thrive.***

Sidewalks not only provide an alternative mode of transportation but also connect those experiences, services, and spaces with the public. Sidewalks also provide an opportunity to connect neighbors and neighborhoods to the greater community.

**“Creating a complete network that connects within and between destinations and is accessible to everyone”**

Goals of active transportation include:

- Increasing the number of people choosing active transportation options.
- Improving safety and comfort for users.
- Creating a complete active transportation network that connects within and between destinations and is accessible to everyone.
- Providing guidance and a funding mechanism for accomplishing these goals.

As the City of Yankton embarks on a public process to update it’s comprehensive plan, City Staff felt it important to refresh and revisit the 2016 Active Transportation Plan.

In 2016, the active transportation plan identified 406,328 feet of missing sidewalks. The 2024 update identifies 376,632 feet of missing sidewalks. Total estimated construction cost in 2024 dollars is \$13,182,120. The estimate is based on a 5' sidewalk at \$35 / linear foot.

Utilizing the identified criteria for prioritization:

- ✓ Include sidewalks in the complete streets program.
- ✓ Prioritize sidewalks on at least one side of the street.
- ✓ Install sidewalks on both sides of collector and arterial streets.

Additionally missing segments include points for points of destination, public property, schools, shopping centers, adjacent existing sidewalk, along highways, arterials, and collectors.

The Goals of the update include:

- Update the sidewalk inventory.
- Identify new neighborhoods & development.
- Identify changes in community facilities.
- Update the scoring and re-evaluate missing segments.
- Measure the effectiveness of meeting the recommendations in the 2016 plan.
- Review projects completed since the 2016 plan.
- Identify priority projects.
- Provide a tool and framework for inclusion in the new comprehensive plan.
- Utilize the community engagement process of the comprehensive plan to continue the dialogue with the community.

Since the development of the 2016 plan the City at various times has completed updates to the sidewalk network mapping. In 2023 and 2024, a more comprehensive approach was adopted to update the current sidewalk inventory. Various tools and sources were used in updating the current map. Construction projects and plans, aerial imagery, new development plans, sidewalk permits and repair, field verification, and mapping.

[2016 Sidewalk Need Map](#) vs. [2024 Sidewalk Need Map](#)

You will note in the map update - the scoring and changes in the highest priority rankings and segments that have dropped off the map that have been completed. The construction of the new Trailhead learning center on 31<sup>st</sup> Street impacts the priority of missing sidewalk in that area.

### **2016 Plan Effectiveness**

The City's Active Transportation Plan followed up the development of Yankton's comprehensive plan by fleshing out a more detailed encompassing strategy to meet the needs of a more active community.

Plan recommendations included:

- 1. *Revise City ordinance to increase the minimum required width of the sidewalks from 4' to 5'.***

This recommendation was completed [April 23, 2018](#) when the City commission passed ordinance #1007 and Memorandum #18-72 increasing the minimum width of sidewalks from 4' to 5'. The new standard has modernized Yankton's development standards and provides for a greater "walkability" in new developments. [Sec. 21-47\(a\)\(2\)](#)

- 2. *Revise City ordinance to increase reimbursement for repair or replacement of substandard sidewalks from 25¢ / ft<sup>2</sup> to \$1 / ft<sup>2</sup>.***

This recommendation was completed [April 23, 2018](#) when the City commission adopted Memorandum #18-84. The reimbursement was set at 35% of the rate calculated for oversizing to be reviewed and adjusted annually based on the previous year's construction costs. Increasing the reimbursement creates an incentive for the replacement or repair of older sidewalks or areas with condition issues.

- 3. *Consider the inclusion of sidewalk installation as a component of road reconstruction projects.***

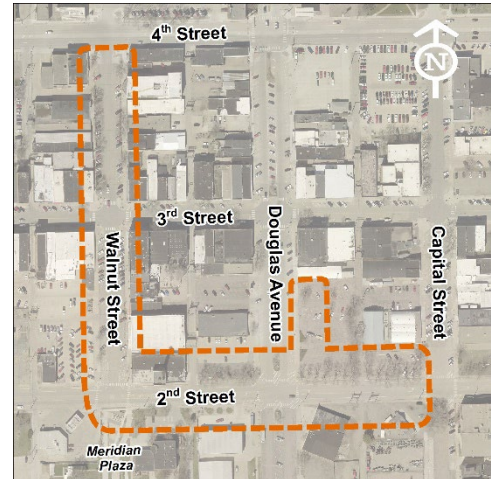
The City's public works department has developed a comprehensive "complete streets" plan that includes sidewalks in road construction projects. In addition, the program uses a



variety of complimentary active transportation features and safety components in developing the project plans.

**4. Include pedestrian calmers and other features to promote active transportation and safety.**

New projects like [Walnut Street's](#) replacement downtown have utilized various design features like wider sidewalks, calmers, etc. to improve safety and walkability. The overall design reflects the thoughts and ideas of the community and helps create a connection from Riverside Park and the Meridian Bridge to the downtown Meridian District.



**5. Continue to work on improvements for transportation for all ages and abilities.**

The City continues to prioritize installation of ADA compliant ramps and curb cuts throughout the community. In addition, a City partnership resulted in new sidewalk installed serving the Yankton Middle School and Yankton Boys & Girls club properties.

**6. Examine funding opportunities for sidewalk installation.**

- **Establish incentive program for installation of sidewalks in previously built out areas. (50/50)**
- **Encourage existing landowners along priority needs areas to either install sidewalks or partner with the City in the installation.**
- **Consider cost recovery options for sidewalks installed with City funds.**
- **Work with community partners – banks, school, utilities, etc.**
- **Pursue grants – DOT, corporate, foundations, etc.**

The City has developed an incentive program to encourage property owners to partner with the City to install sidewalks in previously developed areas. Several property owners have taken advantage of this program by installing sidewalks.

The City has worked with local partners both public and private sector to encourage the build out of high priority sidewalks. Partners such as Yankton School District and Northwestern have added sidewalks in areas with high priority needs. The partnership with the school district added sidewalks around Yankton Middle School and the Boys & Girls club property.

Projects such as the 31<sup>st</sup> Street Pedestrian enhancements highlight the City's efforts to leverage local funds to install high priority sidewalks and trails to create a more walkable community serving a much larger segment of the population.

No additional work has been done in exploring cost recovery options for sidewalks installed with City funds. Additional evaluation would need to be conducted prior to progressing with any recovery plan or mechanism.

**7. *Consider increasing Yankton Road Tax (YRT) to fund active transportation related improvements.***

This recommendation was completed [August 14, 2017](#), when the City Commission adopted Memorandum #17-171 and Resolution of Necessity #17-27 increasing the Yankton Road Tax Rate. The additional funds provide a dedicated funding source for sidewalk installation and other active transportation related projects. The funds have been used to install missing critical segments in the community, leverage partnerships, install new segments adjacent to public property and to oversize sidewalks in new development. With the inflationary increases in construction cost, it may be time to reexamine Yankton Road Tax rates again.

**8. *Consider using public engagement methods to identify other high priority needs or considerations.***

In addition to holding a public meeting outlining the plan, active transportation strategies and goals. The City has added a [form on the website](#) allowing people to identify areas they would like to see new sidewalk in the community. In addition, various City departments have conversations regularly with community stakeholders and promote the goals of the plan.

## Sidewalk Evaluation

The City's ultimate goal is to have sidewalk on both sides of every street, but after much discussion among staff on the feasibility, the goal was revised to include sidewalk on at least one side of local streets and on both sides of arterial and collector streets.

With the goal in mind, the City decided that areas with zero sidewalk on either side of the street were top priority for initial sidewalk placement and areas that fit this description.

Criterion for analysis was developed among staff by determining areas that generate the most foot and vehicle traffic. Areas include city and community destinations such as parks, schools, shopping centers, and other public properties.

Once the criteria were set, 450' and 900' buffer polygons, approximately equivalent to one and two block distances, were created around each area and a point system was developed to provide a needs rank for each individual piece of sidewalk; the highest scores indicate the highest need in the community.

- Areas of sidewalk missing on both sides of the street that fell within the 450' buffer received a score of 3.
- Sidewalk pieces that fell between the 450' and 900' buffer received a score of 2.
- Sidewalk pieces that fell just beyond the 900' buffer received a score of 1.

Yankton's road transportation system is classified into Arterials, Collectors, and Local Streets. Arterials and collectors receive the most amount of vehicle traffic as they often provide the quickest, most direct routes to city destinations resulting in a greater need for sidewalks along these areas to protect pedestrians and also provide the most efficient walking path to city destinations. Because of this increased need, pieces of sidewalk that followed along arterial and collector streets were also included in the analysis. The points were assigned as such:

- Directly along a highway – 3 points
- Directly along an arterial street – 2 points
- Directly along a collector street – 1 point

An additional point was also awarded to sections of sidewalk that directly crossed city property.

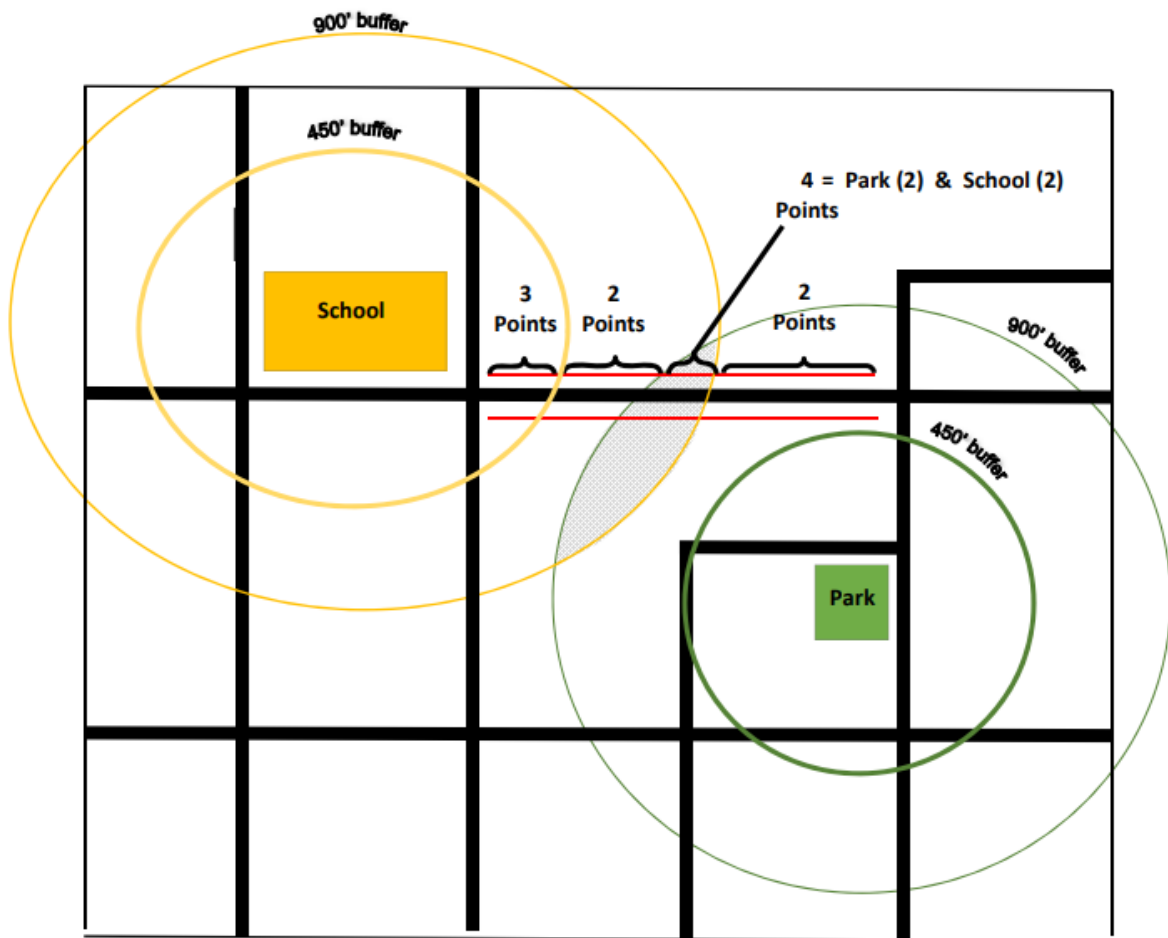


The highest possible score was 19, but the true scores ranged from 0-10 ( $\bar{x} = 3.65$ ,  $n=1113$ ).

While not perfect or absolute, the analysis gives the city a set of tools to objectively evaluate and rank the need associated with each missing segment and draw general conclusions on broad areas in need of new sidewalk. Subjective and unquantifiable criteria unique to a local neighborhood or set of circumstances that were not initially considered may modify the importance of sidewalk sections in this overall plan (Neighborhood route to schools, parks or trails, personal experiences, reception and participation, etc.).

### Ranking Example

The example below outlines how a section of sidewalk would be scored. The proximity to the school & park result with an end score of 4 for the section.



## 2024 Plan Recommendations

1. Utilize the complete streets philosophy for road construction projects.
2. Work with community partners and landowners to install sidewalks.
3. Pursue grant opportunities to leverage local investments.
4. Engage the public in identifying high priority needs or considerations.
5. Explore opportunities to extend the Marne Creek Greenbelt.
6. Maintain existing improvements.
7. Evaluate increasing Yankton Road Tax (YRT) to provide additional funding for streets and sidewalks.

Yankton Road Tax						
YRT Rate / Foot	Typical House (70' Frontage)	Increase	Typical Corner Lot (200' Frontage)	Increase	Total Revenue	Increase
\$0.50	\$35.00	\$0.00	\$100.00	\$0.00	\$440,321.93	\$0.00
\$0.60	\$42.00	\$7.00	\$120.00	\$20.00	\$528,386.31	\$88,064.39
\$0.70	\$49.00	\$14.00	\$140.00	\$40.00	\$616,450.66	\$176,128.73

\*\*\*Current Rate for YRT is \$.50 per linear foot.

8. Identify priority projects.

## Priority Projects:

- Burleigh Street – Rotary Nature Area (ATP 2024)
- Mulberry Street – 21<sup>st</sup> to James (ATP 2024)
- East 8<sup>th</sup> Street – Burleigh to Ferdig (Streets 2024)
- West 21<sup>st</sup> Street (Partial – Streets 2024)
- East 19<sup>th</sup> Street – Memorial Park to Sertoma Park (ATP 2025)
- Karen Drive, Valley Road, & Bradley Street (Streets 2025)
- Walnut Street – 8<sup>th</sup> to 15<sup>th</sup> (Streets 2025)
- 12<sup>th</sup> Street – Locust to Broadway & Locust Street – 12<sup>th</sup> to 15<sup>th</sup> (Streets 2025)
- Summit Street – 8<sup>th</sup> to 9<sup>th</sup> (Streets 2025)
- Douglas Avenue, 19<sup>th</sup> to 21<sup>st</sup> (Streets 2025)
- 8<sup>th</sup> Street & Burleigh Street Intersection & Railroad (2026?)
- East 31<sup>st</sup> Street – Douglas to Airport
- Peninah Street – Hillcrest Golf & Country Club
- West 15<sup>th</sup> Street – North Side at Locust
- Broadway Avenue – Ace Hardware
- West 31<sup>st</sup> Street – First Dakota Dr to WCLR
- Pearl Street, Levee to 3<sup>rd</sup>
- Mulberry Street – Levee to 3<sup>rd</sup>
- Ferdig Avenue – Whiting to E 21<sup>st</sup>

# Complete Streets

## City of Yankton

Complete streets promotes an integrated transportation network that utilizes infrastructure and design components to provide safe and efficient transportation for all users. The complete streets design criteria assist in planning, designing and constructing transportation projects to appropriately accommodate people of all ages and abilities to utilize both traditional methods of transportation and active modes such as walking and biking.

Criteria to be considered in determining design components for Yankton's complete streets:

### **Constraints:**

Are there constraints to be considered in reviewing the project for possible inclusion of complete street elements?

- Right-of-Way
- Utilities
- Environmental
- Funding
- Maintenance
- Existing Conditions
- Land Use
- Other

### **Criteria:**

What type of elements should be included in the project?

- Roadway design that slows motor vehicles and / or limits access to provide greater safety for bicyclists, pedestrians, motorists.
  - Driving lane width
  - Number of lanes
  - Reduced access
  - Limit curb turn radii
  - Other
- Pedestrian facilities.
  - Curb bump-outs
  - Pedestrian islands

- Pedestrian bridge
  - Other
- Pedestrian accommodations.
  - Sidewalks
  - Crosswalks
  - School crossings
  - Mid-block crosswalks
  - Buffers between roadway and sidewalks
  - Lighting
  - Street furniture
  - Trash receptacles
  - Other
- Streetscaping
  - Street trees
  - Landscape plantings
  - Planters
  - Buffer strips
  - Electrical power
  - Other
- ADA Accessibility
  - Curb Ramps
  - Detectable warning surfaces
  - Crossing distance considerations
  - Signal timing
  - Other
- Maintenance
  - Pavement rehabilitation
  - Pavement marking
  - Street Sweeping
  - Snow removal
  - Street trees
  - Site furnishings
  - Pavers
  - Other

Final design criteria will be determined by the City Engineer. The following examples are considerations that may factor into project design:

- Ordinary maintenance activities and pavement preservation.
- Design features that would put roadway users at a safety risk.
- Features that would impose excessive and disproportionate costs in relation to the need or probable use.
- Other criteria or unique considerations that impact the final overall project design.

*Walnut Street & Meridian Plaza Project*







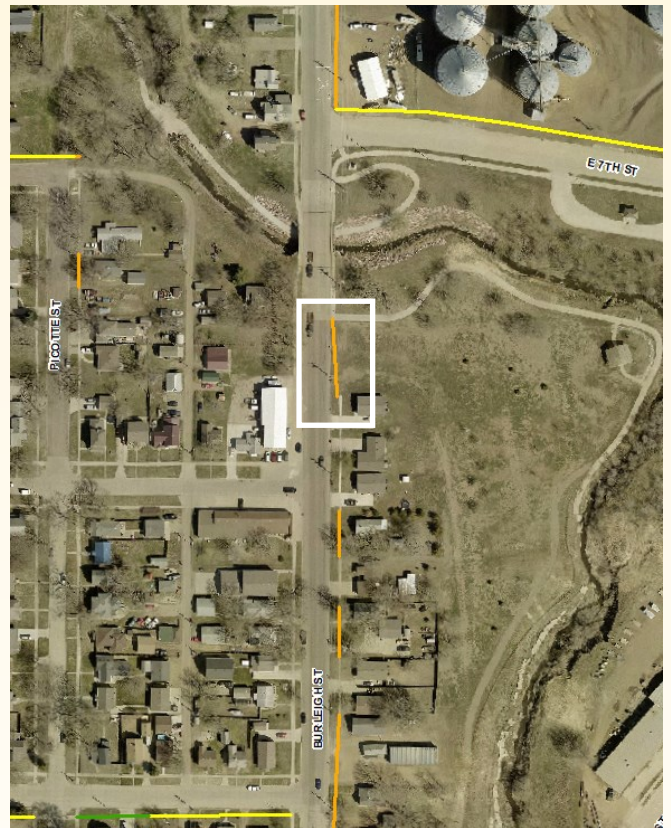
*Walnut Street Project*

# Active Transportation Plan 2024 Projects for Yankton, SD

## Burleigh St - Rotary Nature Area



Burleigh St - Rotary Nature Area		
Section	Length (ft)	Approximate Cost
Burleigh St	121.0	\$4,235.00
<b>TOTAL</b>	<b>121.0</b>	<b>\$4,235.00</b>



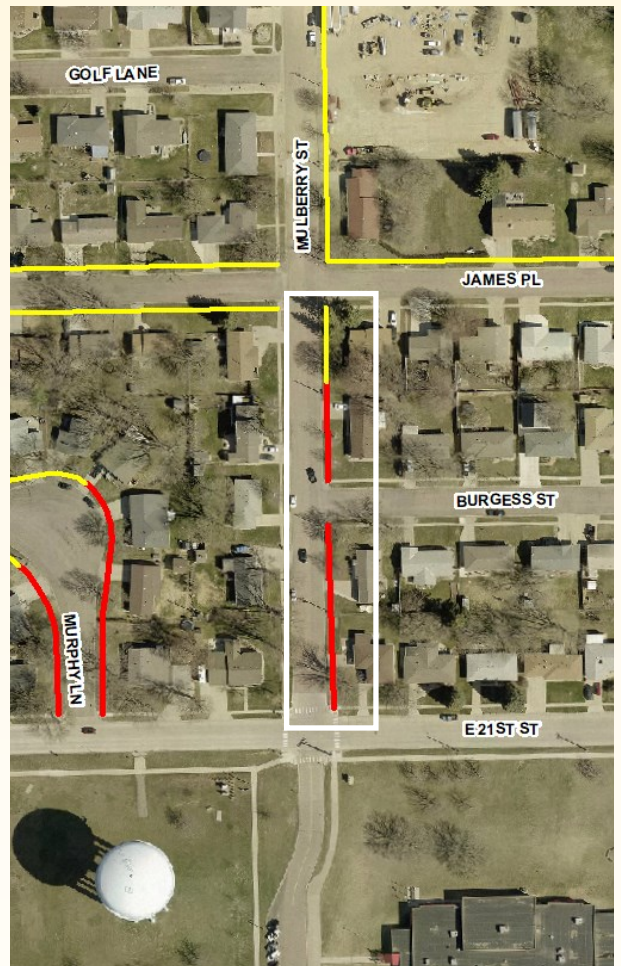


# Active Transportation Plan 2024 Projects for Yankton, SD

## Mulberry St, 21st St to James Pl



Mulberry St, 21st St to James Pl	
Section	Length (ft)
Mulberry St—East	421.9
<b>TOTAL</b>	<b>421.9</b>





# Active Transportation Plan 2024 Projects for Yankton, SD

## E 8th Street—Burleigh St to Ferdig Ave



E 8th Street—Burleigh St to Ferdig Ave		
Section	Length (ft)	Approximate Cost
E 8th St—N Side	2,576.2	\$90,167.00
<b>TOTAL</b>	<b>2,576.2</b>	<b>\$90,167.00</b>

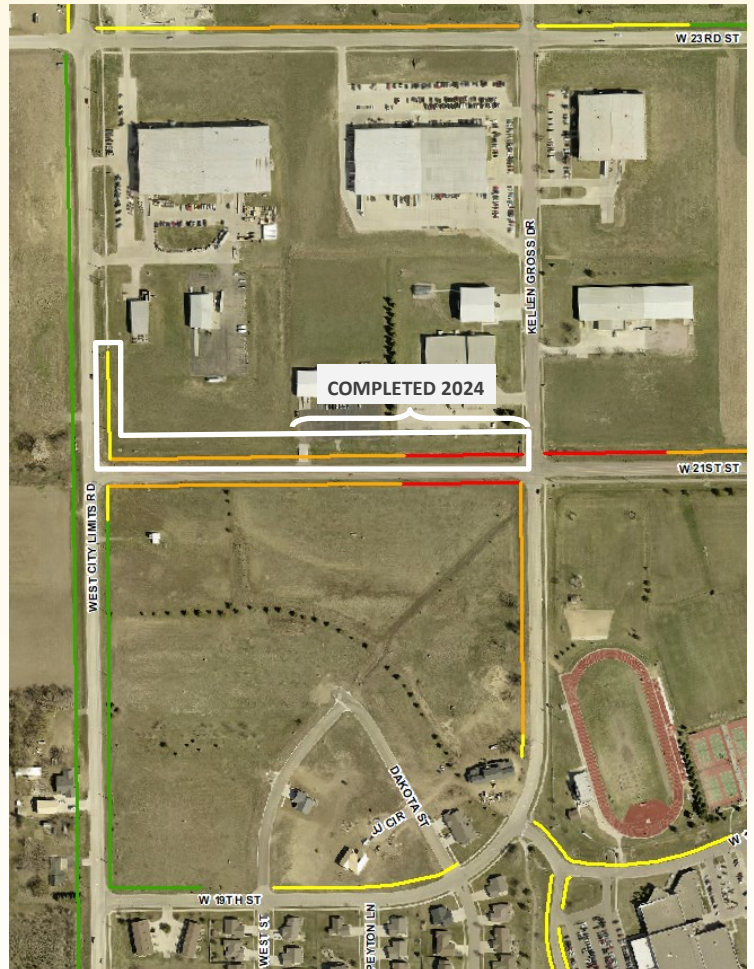


# Active Transportation Plan 2024 Projects for Yankton, SD

## W 21st St & WCLR



W 21st St & WCLR		
Section	Length (ft)	Approximate Cost
W 21st St - N Side (Finished)	716.9	\$25,091.50
W 21 St - N Side Remaining	554.5	\$19,407.50
WCLR	331	\$11,585.00
<b>TOTAL</b>	<b>1,602.4</b>	<b>\$56,084.00</b>





# Active Transportation Plan 2025 Projects for Yankton, SD

## E 19th Street—Memorial Park to Sertoma Park



E 19th Street (Memorial Park to Sertoma Park)		
Section	Length (ft)	Approximate Cost
E 19th St - N Side	1,792.8	\$62,748.00
E 19th St - S Side	2,024.5	\$70,857.50
<b>TOTAL</b>	<b>3,817.3</b>	<b>\$133,605.50</b>





# Active Transportation Plan 2025 Projects for Yankton, SD

## Karen Dr, Valley Rd, & Bradley St



Karen Dr, Valley Rd, & Bradley St		
Section	Length (ft)	Approximate Cost
Karen Dr - N Side	267.5	\$9,362.50
Valley Rd - S Side	602.1	\$21,073.50
Bradley St - Both	608.3	\$21,209.50
<b>TOTAL</b>	<b>1,477.9</b>	<b>\$51,726.50</b>





# Active Transportation Plan 2025 Projects for Yankton, SD

## Walnut Street, 8th St to 15th St



Walnut Street, 8th St to 15th St	
Section	Length (ft)
Walnut St—East	804.9
Walnut St—West	386.0
<b>TOTAL</b>	<b>1190.9</b>



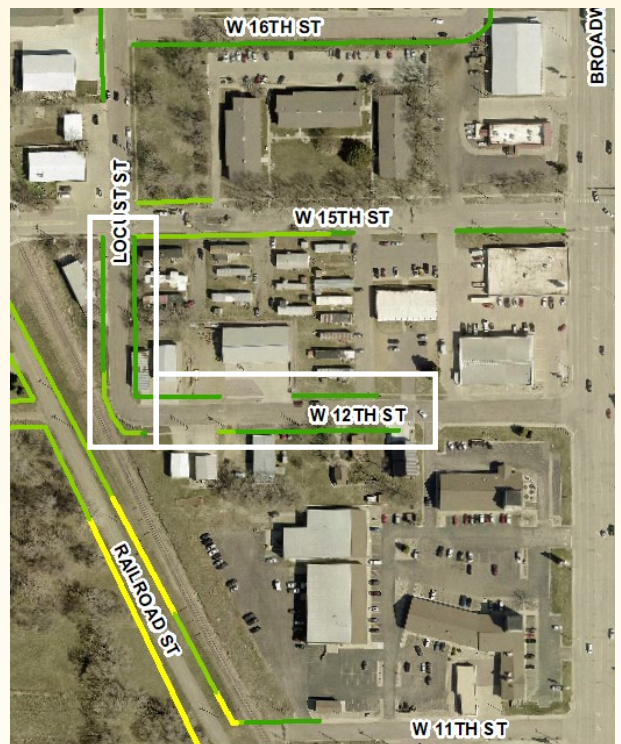


# Active Transportation Plan 2025 Projects for Yankton, SD

## 12th St, Locust St to Broadway Ave & Locust St, 12th St to 15th St



12th St, Locust St to Broadway Ave & Locust St, 12th St to 15th St	
Section	Length (ft)
East & North Side	686.5
West & South Side	688.0
<b>TOTAL</b>	<b>1348.3</b>



# Active Transportation Plan 2025 Projects for Yankton, SD

## Summit St, 8th St to 9th St



Summit St, 8th St to 9th St	
Section	Length (ft)
Summit St—East	76.2
<b>TOTAL</b>	<b>76.2</b>



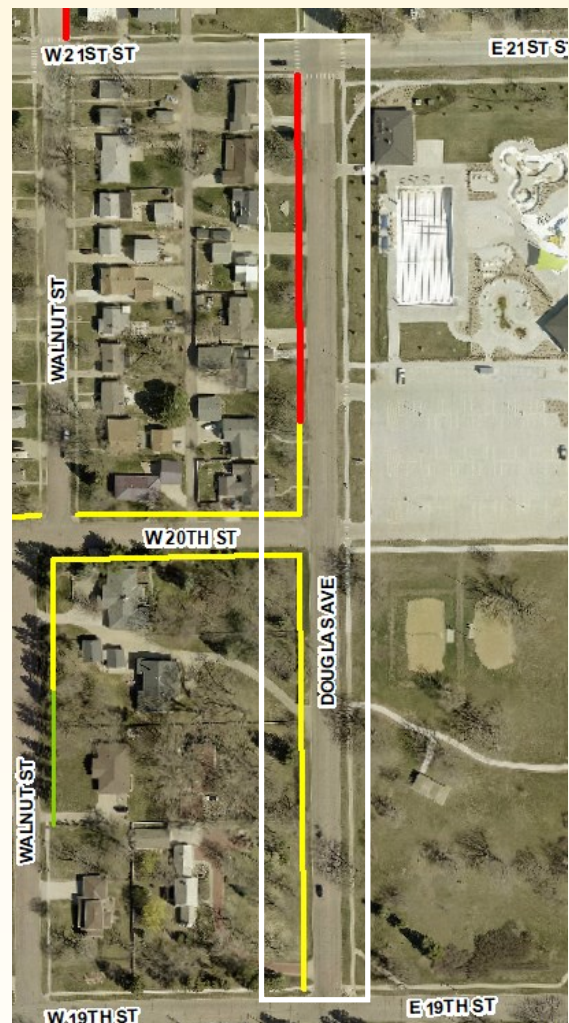


# Active Transportation Plan 2025 Projects for Yankton, SD

## Douglas Avenue, 19th St to 21st St



Douglas Avenue, 19th St to 21st St	
Section	Length (ft)
Douglas Ave—West	1200.8
<b>TOTAL</b>	<b>1200.8</b>



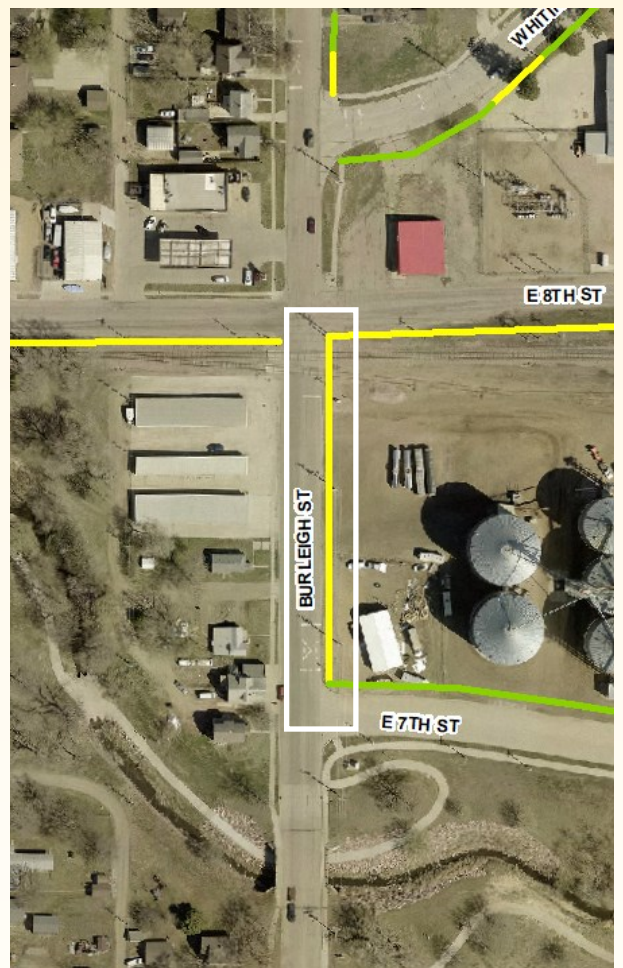


# Active Transportation Plan 2026 Projects for Yankton, SD

## Burleigh St, 7th St to 8th St



Burleigh St, 7th St to 8th St	
Section	Length (ft)
Burleigh St—East	380.4
<b>TOTAL</b>	<b>380.4</b>





# Active Transportation Plan Priority Projects for Yankton, SD

## East 31 Street—Airport



East 31 Street—Airport		
Section	Length (ft)	Approximate Cost
E 31 St to Douglas	341	\$11,935.00
Airport Clear Zone	899.4	\$31,479.00
<b>TOTAL</b>	<b>1,240.4</b>	<b>\$43,414.00</b>

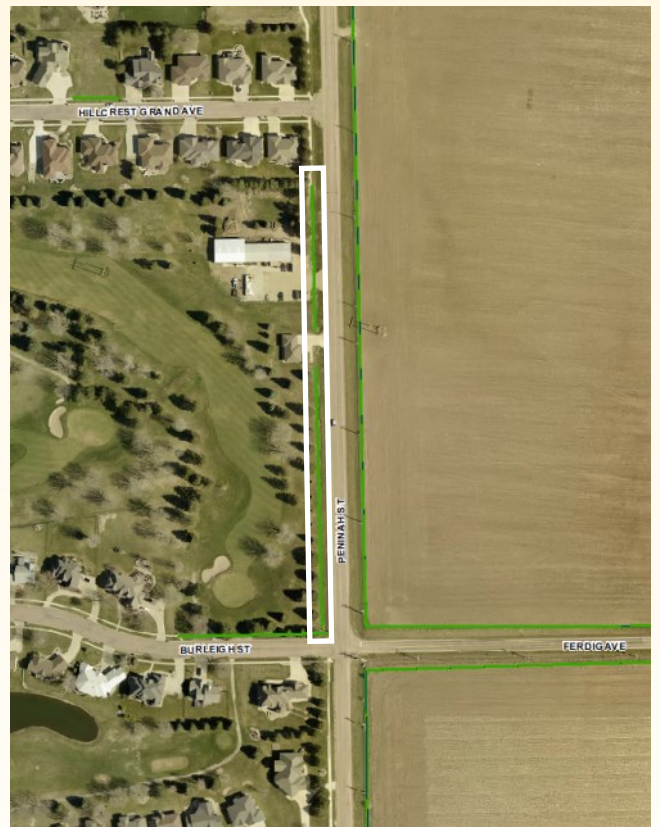


# Active Transportation Plan Priority Projects for Yankton, SD

## Peninah St - Hillcrest Golf & Country Club



Peninah St - Hillcrest Golf & Country Club		
Section	Length (ft)	Approximate Cost
Peninah St	883.9	\$30,936.50
<b>TOTAL</b>	<b>883.9</b>	<b>\$30,936.50</b>





# Active Transportation Plan Priority Projects for Yankton, SD

## W 15th St—N Side



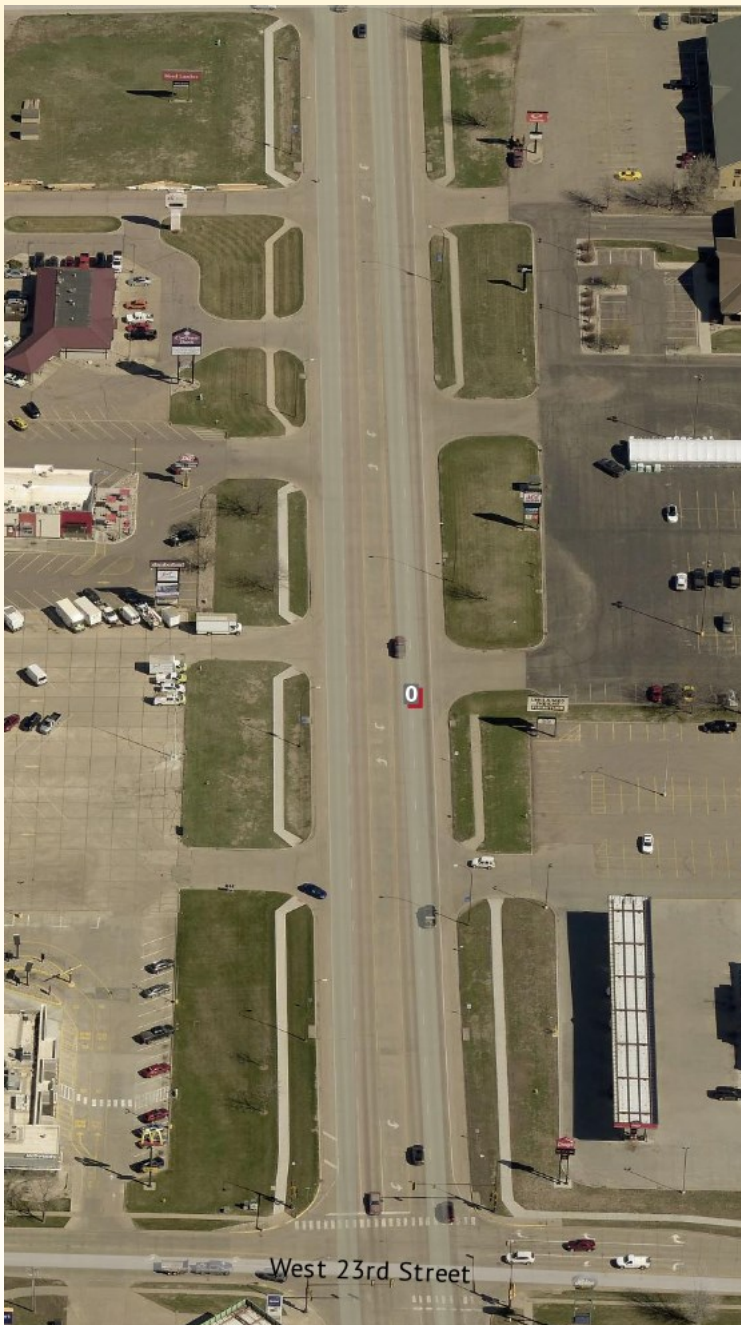
W 15th St—N Side		
Section	Length (ft)	Approximate Cost
W 15th St—N Side	128.7	\$4,504.50
<b>TOTAL</b>	<b>128.7</b>	<b>\$4,504.50</b>





# Active Transportation Plan Priority Projects for Yankton, SD

## Broadway Ave - Ace Hardware



Broadway Ave - Ace Hardware		
Section	Length (ft)	Approximate Cost
Broadway Ave	236.6	\$8,281.00
<b>TOTAL</b>	<b>236.6</b>	<b>\$8,281.00</b>





# Active Transportation Plan Priority Projects for Yankton, SD

## W 31st St - First Dakota Dr to WCLR



W 31st St - First Dakota Dr to WCLR		
Section	Length (ft)	Approximate Cost
W 31st St/ Hwy 50	4,364.3	\$152,750.50
<b>TOTAL</b>	<b>4,364.3</b>	<b>\$152,750.50</b>

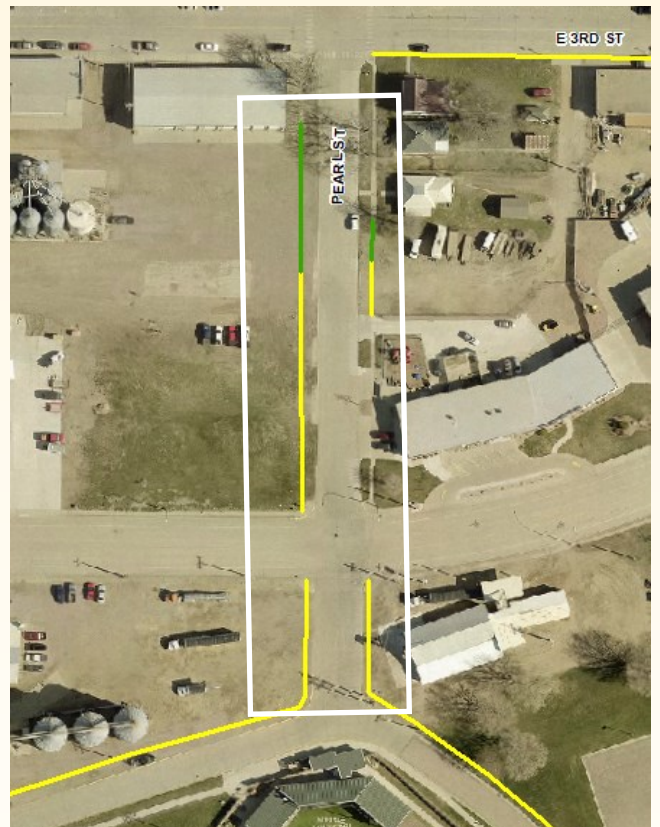


# Active Transportation Plan Priority Projects for Yankton, SD

## Pearl Street, Levee St to 3rd St



Pearl Street, Levee St to 3rd St		
Section	Length (ft)	Approximate Cost
Pearl St—East	182.9	\$6,401.50
Pearl St—West	465.4	\$16,289.00
<b>TOTAL</b>	<b>648.3</b>	<b>\$22,690.50</b>





# Active Transportation Plan Priority Projects for Yankton, SD

## Mulberry Street, Levee St to 3rd St



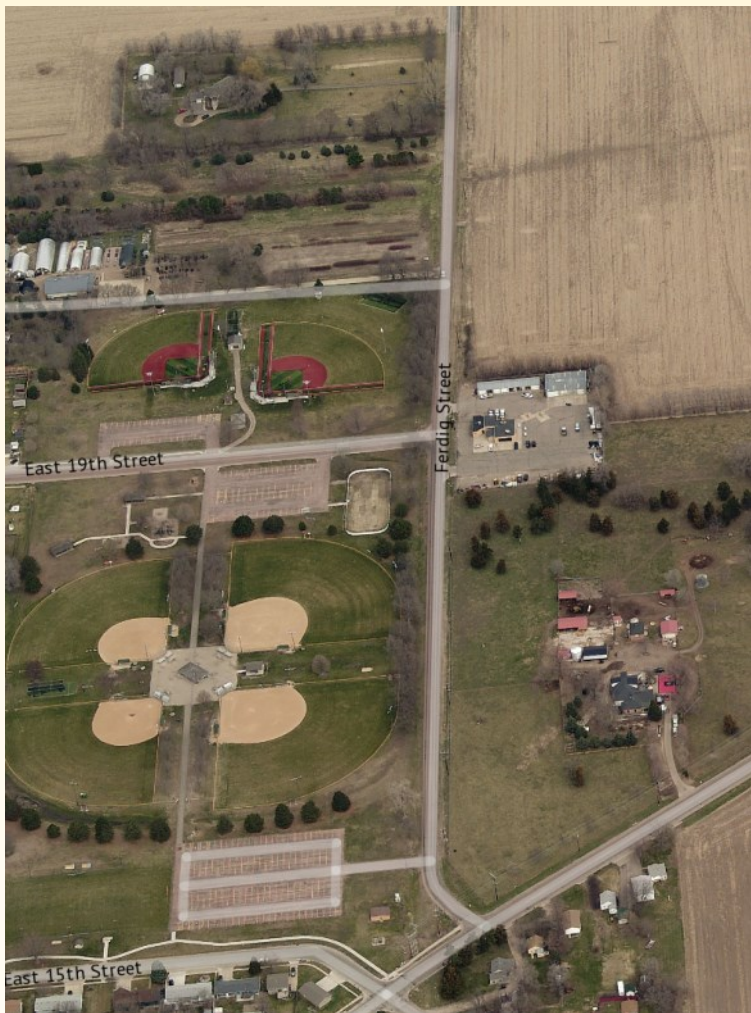
Mulberry Street, Levee St to 3rd St		
Section	Length (ft)	Approximate Cost
Mulberry St—East	388.7	\$13,604.50
Mulberry St—West	499.6	\$17,486.00
<b>TOTAL</b>	<b>888.3</b>	<b>\$31,090.50</b>





# Active Transportation Plan Priority Projects for Yankton, SD

## Ferdig Ave, Whiting Dr to E 21st St



Ferdig Ave, Whiting Dr to E 21st St		
Section	Length (ft)	Approximate Cost
Ferdig Ave - W Side	2,628.7	\$92,004.50
<b>TOTAL</b>	<b>2,628.7</b>	<b>\$92,004.50</b>

