CHAPTER THREE

MOBILITY FOR ALL

Transportation and land use interact in a critical way to determine the quality of life in the Yankton Plan. In any community, the transportation system fills many functions - as a lifeline for business and industry, a tool for economic self-sufficiency and human dignity, a form-giver to the city, and an amenity and vital service for residents.

GOALS

This chapter recommends a transportation system that supports the concepts of land use and city development presented in Chapter Two. In supporting the land use concept and providing for the needs of regional movement, Yankton's transportation system must:

- Address functional issues that result from Yankton's position in the regional transportation system;
- Provide enhanced movement around the city; and
- Connect neighborhoods and community features together.
- Create a balanced system that also includes non-automobile modes, including pedestrian, bicycle, and public transportation.

Yankton's pattern of land use and supporting transportation systems should:

- **Provide for the safe and convenient movement of all residents of Yankton.**
- **Assure that the transportation system is adequate to meet the demand placed upon it.**
- **Use the transportation network to support desirable patterns of community development.**
- **Provide mobility for people who are not using automobiles.**
- **Encourage a balanced growth pattern that distributes traffic in ways that safeguards the city's transportation system.**

ANALYSIS

PATTERNS OF MOBILITY

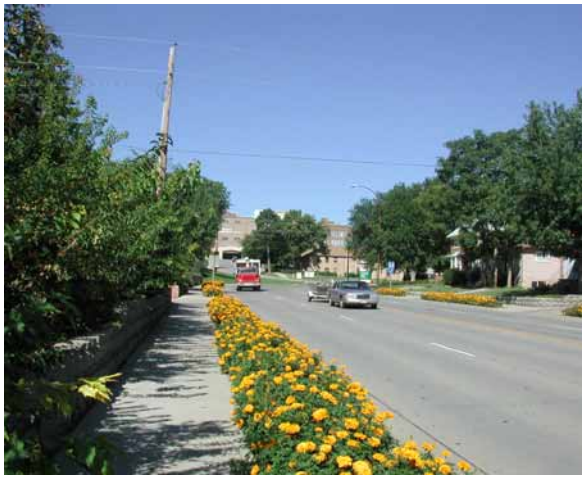
This section examines important elements of the transportation system that will assist in developing specific projects and policies. It discusses the structure of the city's street system and the role that its individual parts play.

A Place in the Region

Yankton is served by a regional highway system that gives it a central regional role, and also affects local transportation planning. The city is situated at the crossroads of two major regional routes:

- US Highway 81, a major north-south cross-country highway that is part of a system that ultimately connects the Mexican and Canadian borders. To the north, Highway 81 connects to Interstate 29 near Watertown, while to the south, it joins Interstate 135/35 near Salina, Kansas. As such, the segment from Watertown to Salina fills the gap between two major freeways and will gradually evolve to expressway status. Major segments of Highway 81 in Kansas and Nebraska (including the segment from Columbus to Norfolk, Nebraska) have already been upgraded to four-lane divided expressway facilities. In Yankton, major projects affecting Highway 81 include the planned construction of a new Missouri River Bridge to replace the historic Meridian Bridge, and the reconstruction of Broadway.

- South Dakota Highway 50, providing a direct link to Interstate 29 by way of Vermillion. Highway 50 is a four-lane facility between Yankton and I-29, and includes a bypass around the city of Vermillion. West of Yankton, Highway 50 is a



regional connector that roughly parallels the Missouri River and interchanges with Interstate 90 near Chamberlain.

Yankton is also served by secondary highways, including:

- South Dakota Highway 52, providing access to the Lewis and Clark Lake/Gavins Point Dam area, and linking to Highway 37 and the new Missouri River bridge near Niobrara, Nebraska.

- South Dakota Highway 314, a short diagonal link between Highways 50 and 52 west of Yankton.

From a regional transportation perspective, Yankton is effectively a "T" intersection of major routes. Highway 50 becomes a strategic stem, linking the Interstate 29 corridor with the evolving north-south trade route comprised of I-29 north of Watertown, US 81 between Watertown and Salina, and I-135/I-35 south of Salina to the Mexican border.

The Structure of the Local Street System

Yankton's street system grows from the surveyor's grid of section lines and the natural barriers created by the Missouri River and Marne Creek and the man-made barrier of the railroad. The Missouri River floodplain and the river bluffs that form the south edge of the valley interrupt this regular grid to the south. The former Chicago, Milwaukee, and St. Paul Railroad enters the city from the east along Highway 50, continues parallel to 8th Street, and then continues to the northwest, also interrupts the traditional grid. Within the city itself, the meandering Marne Creek also has had a significant effect on the street pattern. East of Broadway, north-south streets typically bridge the creek, maintaining the continuity of the pattern. However, as the creek turns northwest and north on the west side of Broadway, the number of crossings declined.

In common with patterns of many cities, later additions to the original grid provide reduced street continuity, the result of incremental development patterns and the use of cul-de-sac streets, some of which are relatively long. This evolving pattern tends to focus more traffic on section line and half-section line arterial and collector streets, emphasizing a hierarchy of streets in place of the former continuous network. This changing pattern is particularly evident in the northern part of the city.

Street Classification

The Existing Street Classification Map, Map 3.1, displays the city's existing federal functional classification system. A street segment must be designated part of the Federal Aid system to be eligible for Federal funding assistance for major improvements.

Streets are placed into four functional categories:

• *Expressways*: Expressways provide restricted access, free-flow roads, designed to carry high traffic volumes at high speeds with minimum friction. All traffic movement is lane-separated by flow direction, and all intersections with local and regional roads are made with grade-separated interchanges. Highway 50 meets expressway standards as it leaves the Yankton jurisdiction.

• *Principal Arterials*: These roads serve regional needs and connect major activity centers. They usually serve the highest traffic corridors and in some cases are designed to accommodate relatively high speeds, typically with multi-lane facilities. Since principal arterials through the city also are major regional routes, they also may experience significant truck traffic. Principal arterials often use access control devices such as raised medians to reduce traffic conflicts, and are subject to access control regulations that limit intermediate curb cuts.

Highways 81 (Walnut, 2nd and Broadway Streets), and Highway 50 (4th Street, Broadway and 31st Streets) through Yankton are classified as principal arterials. In addition to their roles as regional arterials, these streets are also Yankton's major local traffic carriers, and include major concentrations of commercial uses. Potential issues of congestion and traffic hazards may arise when arterials serve both regional/high speed traffic movements and local service requirements, conditions that are present in Yankton. Congestion and safety problems emerge when major arterials also are called upon to move local trips, such as trips to shopping facilities. To some degree, compromises in traffic flow, including a slowing of traffic, should be accepted as part of the interaction between roads and towns. In Yankton, studies indicate that, to date, a large percentage of regional traffic is in fact using Yankton as an endpoint, further reducing the problem of conflicts. When conflicts become unsustainable, alternative solutions, such as highway bypasses or alternative routes, may become advisable.

• *Minor Arterials*: These major streets connect with and complement the major arterial system by linking major activity centers and connecting various parts of the city together. Unlike expressways, minor arterials usually provide access to adjacent properties and generally accommodate extensive left-turn movements and curb cuts. These major streets are designed for speeds of 40 mph or below. As a rule, these streets are spaced at 0.5 to 1.0 mile in developed urban areas and 2.0 miles in fringe areas. Minor arterials in Yankton include:

- 2nd Street (Highway 50 to Walnut)
- 3rd Street (Mulberry to Broadway)
- 4th Street (Broadway to Summit)
- 8th Street (Highway 50 to Broadway and Summit to West City Limits Road)
- 15th Street (Ferdig to West City Limits Road)
- 21st Street (Peninah to West City Limits Road)
- Whitting Drive (east city limits to 8th Street)
- Ferdig Avenue (8th to 15th)
- Peninah Street (8th to 21st)
- Burleigh Street (4th to 15th)

- Mulberry Street (2nd to 4th)
- Pine Street (2nd to 4th)
- Capitol Street (2nd to 4th)
- Douglas Street (2nd to 31st)
- Walnut Street (4th to 8th)
- Summit Street (4th to 21st)
- West City Limits Road (8th to 31st)

• *Collectors*: The collector system links neighborhoods together and connects them to arterials and activity centers. Collectors are designed for relatively low speeds (30 mph and below) and provide unlimited local access. Collectors run within residential areas and distribute trips from arterials to their ultimate destinations. They also collect traffic from a neighborhood's local streets and channel it to arterials. Examples of collectors in Yankton's current system include:

- 8th Street (Broadway to Summit)
- 9th Street (Summit to West City Limits Road)
- 11th Street (Green to Summit)
- 19th (Peninah to Broadway)
- 23rd (Broadway to Green)
- 25th (Broadway to Green)
- 31st (Peninah to Broadway)
- Peninah Street (21st to 31st)
- Burleigh Street (15th to 21st)
- Mulberry Street (8th to 21st)
- Pine Street (4th to 15th)
- Cedar Street (2nd to 4th)
- Locust Street/Green Street (8th to 15th)
- Locust Street (15th to 21st)
- Green Street (23rd to 25th)
- 29th Street (Peninah to Douglas)

Local Streets. Local streets serve individual properties within residential or commercial areas. They provide direct low-speed access for relatively short trips. Local streets may include cul-de-sacs, which

should not exceed 300 feet in length only in exceptional circumstances. Numerous cul-de-sacs in the western part of the city often limit access to other parts of the city.

Traffic Volumes

The South Dakota Department of Transportation completed Traffic Volume counts in 2000/2001 for the City of Yankton. These counts indicate traffic loads on major segments of Yankton's street system. These counts are listed in Table 3.1 and indicate the following:

- The heaviest loads in Yankton's street system occur along Broadway (US Highway 81) between 11th and 12th Streets with average daily traffic (adt) at 17,585. The Broadway corridor does not drop below 10,000 adt until north of 21st Street.

- The second heaviest traffic volumes occur along 4th Street (Highway 50). The peak for this corridor occurs between Walnut and Cedar and in the downtown district at 12,430. Counts remain over 8,000 except for a small segment west of Spruce Street where the street changes from a 4-lane arterial to a 2 lane local street.

Table 3.1: Existing Traffic Capacity Analysis for Yankton's Major Street System

Roadway Name	Segment	Volume	Capacity at LOS C	Absolute Capacity	V/C	LOS
3rd Street	Pine to Capitol	990	7500	9375	0.11	A
	Cedar to Broadway	2,450	7500	9375	0.26	A
4th Streeet/Highway 50	Marsh to Bramble	9,935	23300	29125	0.34	A
	7th to Burleigh	11,320	23300	29125	0.39	A
	Burleigh to Picotte*	10,720	23300	29125	0.37	A
	Mulberry to Pine	9,255	23300	29125	0.32	A
	Capitol to Douglas	10,815	21000	26250	0.41	A
	Douglas to Walnut	9,920	21000	26250	0.38	A
	Pearl to Mulberry	600	NA			
	Dougals to Walnut	660	NA			
	Cedar to Broadway	640	NA			
	Linn to Locust	590	NA			
8th Street	Ferdig to Ferdig	4,345	8400	10500	0.41	A
	Ferdig to Peninah	3,880	8400	10500	0.37	A
	Burleigh to Picotte	4,070	8400	10500	0.39	A
	Capitol to Douglas	4,200	8400	10500	0.40	A
	Douglas to Walnut	4,355	8400	10500	0.41	A
	Broadway to Linn	5,885	6500	8125	0.72	C
	Green to Spruce	410	NA			
	Belfast to Jackson	410	NA			
15th Street	Ferdig to John	2,215	8400	10500	0.21	A
	Oakwood Dri to Burleigh	2,385	8400	10500	0.23	A
	Picotte to Pearl	2,530	8400	10500	0.24	A
	Mulberry to College	2,685	8400	10500	0.26	A
	Capitol to Douglas	3,090	8400	10500	0.29	A
	Douglas to Walnut	4,325	8400	10500	0.41	A
	Cedar to Broadway	3,955	8400	10500	0.38	A

Table 3.1 con't: Existing Traffic Capacity Analysis for Yankton's Major Street System

Roadway Name	Segment	Volume	Capacity at LOS C	Absolute Capacity	V/C	LOS
15th Street	Broadway to Locust	3,820	8400	10500	0.36	A
	Locust to Green	2,815	8400	10500	0.27	A
19th Street	Picotte to Pearl	1,485	6500	8125	0.18	A
	Mulberry to College	1,675	6500	8125	0.21	A
	Douglas to Walnut	1,755	6500	8125	0.22	A
21st Street	Mulberry to Murphy Lane	4,915	8400	10500	0.47	A
	Elm to Broadway	4,905	8400	10500	0.47	A
	Broadway to Locust	5,200	8400	10500	0.50	A
	Kellen Gross Dr. to West City Limits Rd.	2,805	8400	10500	0.27	A
23rd Street	Western to Douglas	1,790	NA			
31st Street	Airport Road to Douglas	1,450	6500	8125	0.18	A
	Douglas to Broadway	2,550	6500	8125	0.31	A
Ferdig Avenue	8th to National	1,240	8400	10500	0.12	A
	Ash to Whitting Drive	1,550	8400	10500	0.15	A
Peninah Street	Whitting to 12th	2,465	8400	10500	0.23	A
	17th to 18th	2,510	8400	10500	0.24	A
Burleigh Street	4th to 5th	3,260	8400	10500	0.31	A
	7th to 8th	3,935	8400	10500	0.37	A
	Whitting to 9th	2,675	8400	10500	0.25	A
	14th to 15th	2,085	8400	10500	0.20	A
	15th to 17th	1,765	6500	8125	0.22	A
	Valley Road to 21st	1,765	6500	8125	0.22	A
Mulberry Street	19th to 21st	2,280	6500	8125	0.28	A
	21st to Burgess	1,505	6500	8125	0.19	A
Douglas Street	3rd to 4th	3,544	7500	9375	0.38	A
	4th to 5th	3,845	7500	9375	0.41	A
	6th to 8th	4,150	8400	10500	0.40	A

Table 3.1 con't: Existing Traffic Capacity Analysis for Yankton's Major Street System

Roadway Name	Segment	Volume	Capacity at LOS C	Absolute Capacity	V/C	LOS
Douglas Street	8th to 9th	3,455	8400	10500	0.33	A
	12th to 15th	3,900	8400	10500	0.37	A
	15th to 16th	5,120	8400	10500	0.49	A
	18th to 19th	6,800	8400	10500	0.65	B
	20th to 21st	5,735	8400	10500	0.55	A
	21st to 22nd	4,950	8400	10500	0.47	A
	Donohoe Blvd. to 31st	1,505	8400	10500	0.14	A
Walnut Street	Riverside Road to 2nd	6,425	21000	26250	0.24	A
	2nd to 3rd	1,560	21000	11750	0.13	A
	3rd to 4th	2,260	21000	11750	0.19	A
Broadway Street	3rd to 4th*	16,625	23800	29750	0.56	A
	5th to 6th*	17,395	23300	29125	0.60	A
	11th to 12th*	17,585	23300	29125	0.60	B
	14th to 15th*	17,440	26500	33125	0.53	A
	15th to 17th*	14,805	23300	29125	0.51	A
	17th to 19th*	14,225	23300	29125	0.49	A
	20th to 21st	13,055	26500	33125	0.39	A
	21st to 23rd	9,040	26500	33125	0.27	A
	North of 31st	3,120	26500	33125	0.09	A
Locust Street	9th to 10th	435	6500	8125	0.05	A
Green Street	3rd to 4th	695	NA			
Summit Street	Spruce to 5th	9,685	18700	23375	0.41	A
	8th to 9th	7,775	9400	11750	0.66	B
	9th to 10th	7,690	8400	10500	0.73	C
	13th to 14th	5,645	8400	10500	0.54	A
West City Limits Road	8th to 9th	2,575	8400	10500	0.25	A
	11th to 12th	3,000	8400	10500	0.29	A

* Counts completed in 2000

- Some of the city's heaviest volumes are located within or adjacent to the downtown district.

Capacity Analysis

A capacity analysis compares the traffic volumes on a street segment with the design traffic capacity of that segment. The ratio of volume over capacity (V/C) corresponds to a "level of service" (LOS), which describes the quality of traffic flow.

Measures of Level of Service (LOS)

System performance of a street is evaluated using a criterion called the "level of service" or LOS. LOS a is qualitative measure that examines such factors as speed, travel time, traffic interruptions, freedom of maneuvering, safety, convenience, and operating costs of a road under specific volume conditions. A ratio of volume to capacity (that is how much traffic the street carries divided by how much traffic the street was designed to carry) provides a short method for determining LOS. LOS categories are described as follows.

- LOS A: This describes free-flowing operation. Vehicles face few impediments in maneuvering. The driver has a high level of physical and psychological comfort. Minor accidents or breakdowns cause little interruption in the traffic stream. LOS A corresponds to a volume/capacity ratio of 0 to 0.60.

- LOS B: This condition is reasonably free-flowing operation. Maneuvering ability is slightly restricted, but ease of movement remains high. LOS B corresponds to a V/C ratio of 0.60 to 0.70.

- LOS C: This level provides stable operation. Traffic flows approach the range in which increases in traffic will degrade service. Minor incidents can be absorbed, but a local slow-down of traffic will result. In urban settings, LOS C is a good level of service to work toward. It corresponds to a V/C ratio of 0.70 to 0.80.

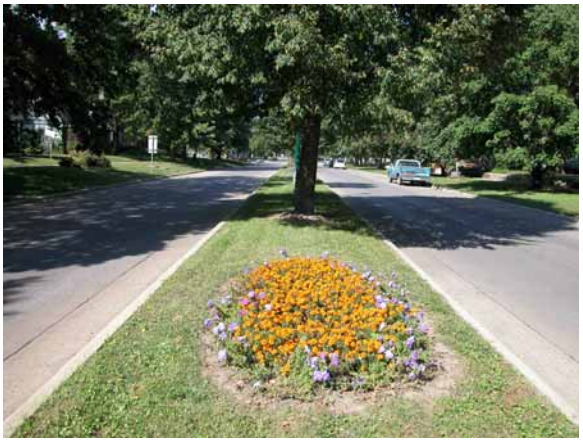
- LOS D: This level borders on an unstable traffic flow. Small traffic increases produce substantial service deterioration. Maneuverability is limited and comfort levels are reduced. LOS D represents a V/C ratio of 0.80 to 0.90. LOS D is frequently used as a compromise standard in dense urban settings.

- LOS E: LOS E represents typical operation at full design capacity of a street. Operations are extremely unstable, because there is little margin for error in the traffic stream. LOS E corresponds to a V/C ratio of 0.90 to 1.00.

- LOS F: LOS F is a breakdown in the system. Such conditions exist when queues form behind a breakdown or congestion point. This condition occurs when traffic exceeds the design capacity of the street.

Table 3.1 uses the volume/capacity ratio method to calculate the LOS offered by each arterial and collector street segment. Counts were completed for some of the local street segments but do not receive an LOS rating. Based on this analysis all of the streets performed at or above LOS C, indicating that congestion that impinges on traffic flow is generally not a serious problem in Yankton. Two street segments perform at LOC C, still an acceptable level of performance:

- 8th Street from Broadway to Linn Street
- Summit Street from 9th to 10th Streets.



Cautions About the LOS System

While the level of service concept provides a way of "grading" traffic flow, it is important to remember that it is primarily based on the speed at which traffic can travel. In urban situations the costs and benefits of providing high speed and un-delayed traffic movement versus effects on adjacent neighborhoods must be weighed. In some situations a poor LOS may be desirable from an urban or economic point of view. In downtown areas, for example, the need for pedestrian movement and safety, parking, and commercial visibility supercedes the need for a low LOS. Thus, while LOS is a useful measurement tool, it should not be used to the exclusion of other values. The transportation system should serve, rather than dominate, the overall city environment.

Street System Performance Issues

While traffic volumes on Yankton's streets do not approach capacity in most cases, the system still faces some functional challenges. Functional problem areas include the following:

- *Through truck and highway movements through the center of the city.* Highway 50 is a key regional route, linking Interstate 29 to Yankton and US 81, evolving into a major north-south international trade corridor. Current highway routing brings this current and potential traffic into the city along West 4th Street, a mixed use urban corridor with both commercial and residential uses. Highway 50 turns north on Broadway, joining Highway 81 through mixed use and major commercial districts. This injects potential regional and truck traffic into the center of the city. Yankton has unsuccessfully sought funding in the past for a northeastern bypass that could re-route regional traffic to Highway 81 north and Highway 50 west. This project was not funded, partially on the grounds that the majority of truck traffic terminated or originated in Yankton. However, the emergence of Highway 81 as a continuous expressway/freeway trans-national route could increase stress and safety conflicts through this corridor.

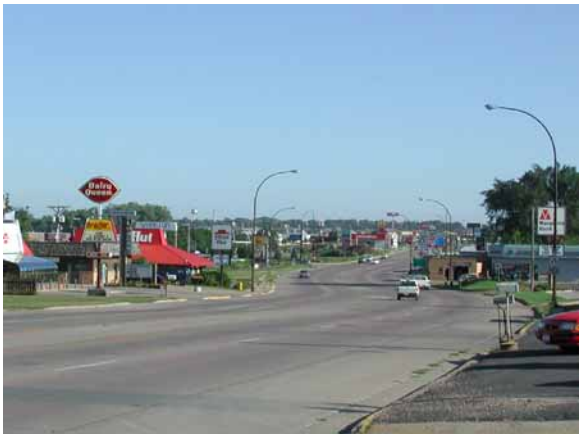
- *Traffic issues in the East Cornerstone area*. Second Street, a major link between Highway 50, Downtown Yankton, and the current Highway 81 (Meridian) Bridge, intersects the highway at a difficult intersection. The East Cornerstone project will address this problem in a 2003-2004 timeframe by aligning 2nd Street and Burleigh Street into a 90 degree intersection. This will also improve access to Downtown's main street, 3rd Street.

- *East-west continuity across Broadway at 8th Street.* East 8th Street follows the DM&IR right-of-way northwest and intersects Broadway on the line of 10th Street. This street, a minor arterial, does not cross Marne Creek. West 8th Street, which becomes Highway 52 west of Summit Street, intersects with Broadway south of the creek. The first block of 8th Street west of Summit is one of the city's only relatively congested sections. In addition, the lack of east-west midtown continuity also creates additional dependence on Highway 52, a rather circuitous route using 4th Street, Summit Street, and 8th Street on the edge of the hospital/Mount Marty campus. An improved east to west midtown connection across Broadway could provide a solution to these emerging traffic issues.

- *General street continuity issues.* As the city has developed gradually to the north and west, local street continuity has suffered. Developing neighborhoods like Fox Run in the northwestern part of the city are completely dependent on the arterial system for access. Because development takes place in relatively small increments, definition of a collector system is essential to maintain street connections to all parts of town.

- *Highway 52 West.* The popularity of Lewis and Clark Lake and associated commercial and residential development will create pressure for further improvement to Highway 52 west of the city.

- *Broadway Reconstruction.* The South Dakota Department of Transportation is in the final planning stages for a major reconstruction of Broadway Street (US 81) through Yankton. The project will maintain a four-lane divided section with left-turn pockets south of 10th Street and will continue the current multi-lane divided section to the north. Reconstruction efforts should respect



the well-landscaped, mixed use segment of Broadway north of Downtown, and should provide additional landscaping and access control on the middle segment between Marne Creek and 21st Street.

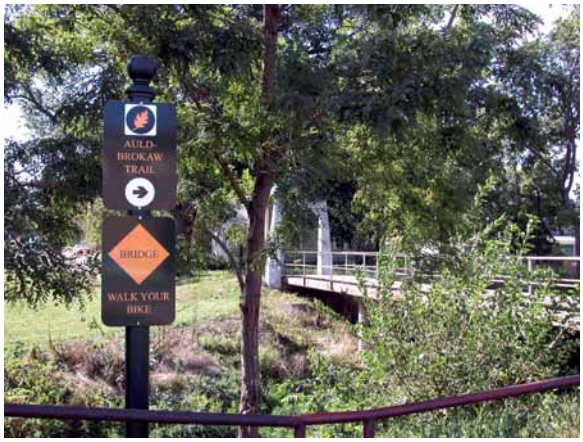
The Broadway project will also include the probable construction of a new Missouri River bridge. While some bypass concepts have been proposed, current plans call for an alignment at Broadway. The capacity of Broadway appears adequate to support any additional traffic that might be attracted by a new bridge, particularly if other systematic improvements relieve some of the current traffic load. Clearly, a new facility makes the historic and unique Meridian Bridge unnecessary from the perspective of regional transportation.

Street and Sidewalk Maintenance

Yankton's streets and sidewalks are the city's most visible public investment . In the coming years the city will be facing the replacement of large segments of the asphalt street system. Many of these streets are 25 to 30 years old and reaching the end of their design life. Components of the major street system that may need short-term attention include Whiting Drive and 4th Street.

To identify additional problem areas, the city should implement a pavement management system that inventories and forecasts future needs. This would facilitate the establishment of an effective upgrade program for the many aging street segments. Any improvement program should also evaluate the existing pavement standards to determine whether design standards will meet the city's long term needs. The city should also evaluate funding alternatives to address this significant capital improvement project.

Yankton maintains a relatively complete sidewalk system within its traditional grid. However, a sidewalk extension and improvement program was terminated during the 1990s. The program would have encouraged the installation of sidewalks within existing neighborhoods. New developments within the city are required to install sidewalks. Gradual adaptation of major pedestrian corridors to full accessibility will be important to Yankton's pedestrian system. Reestablishment of a sidewalk improvement program will be an integral part of this process.



Trails

Yankton has begun the process of developing an extensive community trail system. This emerging trail network fills both transportation and recreational needs, and includes the following elements:

- *The Auld-Brokaw Trail,* the city's flagship trail, links Riverside Park along the Missouri River with the Summit Activities Center, following the meandering route of Marne Creek through the city. This incomparable facility will provide a lighted, multi-use facility that provides a natural greenway through the center of the city that is closely linked to other community attractions.

- *Riverside Park Trail,* a link that connects with the Auld-Brokaw Trail at East Cornerstone (2nd and Highway 50) and extends along the riverfront to Broadway.

- *Arboretum Loop Trail,* extending around the perimeter of the Arboretum/Summit Activities Center site between 15th and 21st Street, and Summit Street and Kellen Gross Drive. The Arboretum Loop Trail intersects with the Auld-Brokaw at 19th and Summit.

- *The Highway 52 Trail*, a bicycle path that extends parallel to Highway 52 from Westside Park to Gavins Point Dam and continues through the Lewis and Clark Recreation Area.

These trails form the foundation of a comprehensive system. Other routes have been designated as "on-street bicycle routes," most notably:

- Mulberry Street from the Auld-Brokaw Trail to Memorial Park.
- 21st Street from Memorial Park to Summit Activities Center.
- A bluff-top system from Riverside Park to Westside Park.
- 15th and Summit Streets from Green Street to the Arboretum.
- West City Limits Road and 17th Street from Highway 52 to the Arboretum.

Public Transportation

Yankton maintains an extensive and well-regarded demand-responsive public transportation system. The system operates six days a week (Monday to Saturday) between 6:45 AM and 5:00 PM. Saturday's route includes the lake during the summer months and only runs during business hours. It carried approximately 71,515 passengers in 2002, and provides service to seniors, disabled people, and members of the community at large.

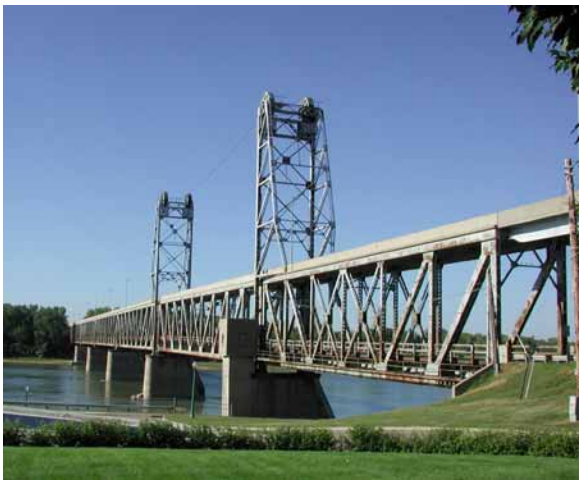
TRANSPORTATION POLICIES AND ACTIONS

The previous analysis of Yankton's transportation system indicates that the city faces no immediate traffic emergencies. For the most part, Yankton's system performs effectively and satisfies the expectations of most of the city's residents. A new Missouri River bridge and reconstruction of Broadway also represent major investments in the city's major arterial system. In the future, Yankton's transportation agenda should be to maintain existing levels of service, improve access to more places for more people, and extend transportation services into new growth areas.

The transportation system is a critical system in Yankton's overall evolution as a distinctive community. While aspects of the system may function well in moving people from one point to another, they may prevent parts of the city from realizing their potential for growth. In addition, the circulation system, by definition, links areas together. Therefore, the extension and enhancement of the system becomes vital to Yankton's growth as a unified community.

In Yankton, a transportation program should meet current and future mobility needs with policies that enhance the character of the city's urban environment. These general policies include:

- Maintaining and enhancing good traffic circulation through the city, including addressing potential trouble spots.
- Providing routes and alternative modes for local trips to prevent friction on major arterials.
- Using transportation as a formative and positive determinant of design and urban form.



- Developing a continuous network to accommodate non-automobile transportation.

The components of this program include:

- **EXPANDED ARTERIAL SYSTEM**
- **SECONDARY COLLECTOR SYSTEM**
- **COMMUNITY STREETS AND PARKWAYS**
- **A NETWORK OF LOCAL STREETS**
- **PEDESTRIAN AND BICYCLE LINKS**
- **DIRECTIONAL GRAPHICS**
- **PUBLIC TRANSPORTATION**

EXPANDED ARTERIAL SYSTEM

Yankton's arterial system should distribute traffic around new growth areas and provide alternative routes to the city's existing arterial system.

Yankton's transportation framework should relieve potential congestion problems and help direct future growth. A comprehensive arterial system includes improvements to existing streets and the development of new ones. Proposed projects include:

• *Northeast Arterial*: The Northeast Arterial concept, linking Highway 50 with 31st Street south of the airport is an increasingly sound concept. The proposed route extends north from Highway 50 along Bill Beggs Road, continues northwest along the southern edge of the airport, and continues west along 31st Street. Peninah Street and 21st Street would be extended to form T-intersections with this new arterial.

This Northeast Arterial presents several significant benefits, including:

- Providing a direct connection from Interstate 29 to US 81, and routing Highway 50 around the edge of town. This can divert a substantial number of truck and regional trips around the mixed traffic of the 4th Street and Broadway mixed use corridors. This in turn can relieve some traffic pressure on the city's principal arterials and on the 4th and Broadway and 8th and Summit intersections.

- Opening the eastern part of Yankton for additional industrial and business park development. The development concept identifies areas on the eastern side of the city, relatively poorly drained for residential purposes, as

good sites for such growth. The arterial has important formative benefits for Yankton.

• *15th Street Extension:* Fifteenth Street provides a continuous east-west route from Ferdig Avenue to Summit Street. 15th should be extended west to West City Limits and ultimately west into the West Growth Center.

• *Midtown connector.* The city should either investigate locations for an east-west midtown connection to provide continuity between 4th and 15th Streets or increase the capacity of existing corridors. A continuous connection in this part of the city could relieve an emerging capacity issue on 8th Street just west of Broadway and Summit Street just north of 8th Street.

• *Highway 52 West*. While outside of the city's jurisdiction, widening of Highway 52 west to Gavins Point should be included in the regional transportation program. Minimum widening should include left-turn provisions at major access points, while an ultimate project may include a five-lane section with center left-turn lane. A Highway 52 project may be combined with sanitary sewer development along the corridor to serve growing lake-related residential and commercial development.

• *West Parkway.* A parkway on the half-section between West City Limits and Deer Boulevard should provide a central spine for the West Growth Center. This parkway would extend from West 11th Street to 31st Street, and could eventually loop northeast to Highway 81.

SECONDARY COLLECTOR SYSTEM

The local collector system should be designed with multiple connections and relatively direct routes.

Yankton's system of secondary collector streets will be essential to the proper functioning of the street system. The collector system should move traffic freely around the city but most importantly between neighborhoods and arterials. Often the incremental nature of contemporary subdivision development fails to predesignate major collector routes. As a result, these streets emerge informally and in an unplanned way, sometimes creating unintended traffic on local streets. This pattern of discontinuous streets, designed only to meet the needs of an individual subdivision, can create enclaves that separate neighborhoods from one another and from the fabric of the traditional town. The Yankton Plan proposes designating a system of pre-planed collector streets to guide traffic through developing residential areas. Key links in this system include:

• *27th Street*: 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.

• *North Fox Run Parkway*. Extension of Fox Run Parkway north to 31st Street.

• *Highway 50 East service roads*. Collectors parallel to East Highway 50 can expand the depth of this significant business corridor, while helping to control local accesses onto Highway 50.

• *West extensions*. Subdivision design west of West City Limits Road should develop and preserve the 15th, 17th, and 19th Street corridors. Seventeenth and 19th should be expandable west of the West Parkway.

• *Riverfront collector system.* New development in the Riverfront Growth Center should include a collector and parkway network, linking the area with Timberland Drive and West City Limits Road, and providing public riverfront access.

• *29TH Street.* Residential development north of Hillcrest will mean the need for additional east/west links. Twenty-ninth Street should be extended from Douglas to Peninah to provide this link, which is absent north of James Place.

COMMUNITY STREETS AND PARKWAYS

Yankton's streets should be designed as public spaces as well as movers of traffic.

Good streets have more than one purpose. In addition to moving traffic they are important public spaces and should be designed appropriately. The concept of civic streets defines strategic streets as parkways that connect neighborhoods, parks, and activity centers and provides a strong and unified image for the community. These streets have special characteristics that serve to unify rather than divide neighborhoods; accommodate pedestrian and bicycle, as well as vehicular traffic; and encourage adjacent development to be oriented toward rather than away from the public right-of-way. Yankton has a tradition of developing civic streets. Douglas Avenue and Mulberry Street both exhibit these characteristics, combining the functionality of a street with a true sense of place and environmental quality. Despite its status as a major regional highway, Broadway between 4th and 10th Streets also presents these characteristics.

In the future, community streets may include all or some of the following features:

- A pedestrian/bicycle domain set back from the roadway by street landscaping and an adequate greenway setback from curb to walk; or designation of an on-street bike route, along with a continuous sidewalk.
- Special lighting and street graphics.
- Well-marked pedestrian crossings, sometimes with features such as crossing nodes which reduce the distance that pedestrians must travel to cross the street.
- Street furniture that claims part of the street environment for people who are outside of vehicles.
- Attractive landscaping.

Civic streets will have different roles, ranging from neighborhood circulators and collectors to major arterials. In Yankton, these civic streets include:

- *Douglas Avenue*, an excellent example of an existing community street.
- *Mulberry Street*.
- *Levee, 2nd and 3rd Streets, from East Cornerstone to Broadway*. These streets should be enhanced as part of renewed development of Yankton's riverfront district. These concepts will be presented fully in the discussion of riverfront development in Chapter Eight.
- *Broadway.* Reconstruction of Broadway in the 4th to 10th Street segment should preserve the dimensions and landscape feel of this divided highway. Farther north, the project should include environmental enhancements and corridor design improvements. Concepts for the Broadway corridor are discussed in the Urban Design section of the Yankton Plan.
- *The West Parkway*.
- *Parkway sections in the Riverfront Growth Center*.
- *East Highway 50*. Design improvements along Highway 50 should utilize city property and abandoned railroad to provide additional landscaping and screening against adjacent industrial uses. In some places, Highway 50 may accommodate parts of the trail system, ultimately leading east to the James River.

As these streets are developed or upgraded, the design features that mark civic streets should be incorporated into their design.

A NETWORK OF LOCAL STREETS

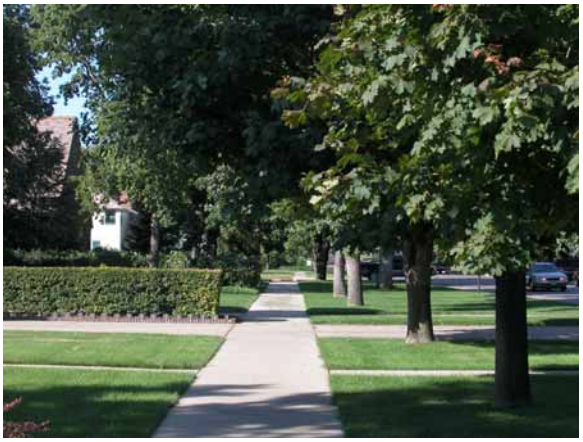
Yankton should provide a web of local streets in developing residential areas, designed with multiple connections and relatively direct routes.

Within the framework of higher-order streets (arterials, collectors, and the collector parkway), local street systems will develop to serve individual developments. These systems should be designed with clear circulation patterns that preserve the quiet qualities of local streets while providing residents, visitors, and public safety and service vehicles access which is comprehensible and direct. This can be done by incorporating the following standards or techniques in local street design:

- *Hierarchy and Cueing*. Local street networks should have a natural order to them that provide cues, leading residents and visitors naturally to their destinations. Hybrid street networks combine the ease of use of a grid with the privacy of a contemporary suburban street pattern.

- *Connectivity*. The street network should have segments which connect to one another internally and to collector streets. Several measures to evaluate the connectivity of street networks have been developed. One measure is the ratio of the number of street links divided by the number of nodes (intersections or cul-de-sac heads). A target ratio of 1.40 produces a good neighborhood mix of connectivity and privacy.

- *Alternatives to Cul-de-Sacs*. Cul-de-Sacs are often valued by developers and home buyers for their privacy but are difficult and expensive to serve with public safety and maintenance. Alternatives are available which maintain the positive characteristics of cul-de-sacs while limiting some of the liabilities. These include:



- Access loops, which provide two points of access.
- Circles or bulls at the corners of streets or access loops. These provide many of the features of cul-de-sacs, including safe environments observed by a cluster of houses.
- T-intersections, which reduce the number of traffic/pedestrian conflicts.
- Short cul-de-sacs, shorter than 300 feet in length.

• *Design for Low Speed*. Traffic in a local street system should move at slow speeds. This can be accomplished by:

- Providing local streets with design speeds that are the same as speed limits. This produces self-enforcing speed limits, by which motorists drive at appropriate speeds.
- Using traffic calming devices. Such devices include narrowings at mid-block, neckdowns at intersections, speed tables (a more gradual and spread out version of the speed bump), and gateways.

PEDESTRIAN AND BICYCLE LINKS

Yankton should maintain a continuous pedestrian network to complement the street system.

A multi-use trail and walkway system can complement automobile trips by providing a good environment for non-motorized transportation. Yankton has created a substantial trail system, highlighted by the signature Auld-Brokaw Trail. The trail aspects of the system are described in more detail in Chapter Four of the Yankton Plan. From a transportation perspective, the system includes several levels of facilities:

• *Off-Street Trails*, providing exclusive paths separated from parallel streets. An off street trail system links all quadrants of the city and includes:

- The Auld-Brokaw Trail. The Auld-Brokaw should be extended northwest along the railroad right-of-way to Fox Run, along the West Branch of Marne Creek to West City Limits, and north to 31st Street.

- The Arboretum Loop Trail.

- The Riverside Trail. This trail will continue to utilize on-street routes west of Broadway to the Avera/Mount Marty campus. It continues to Highway 52 and would extend through the Rivefront Growth Center's parkway system to the riverfront.

- The Highway 52/Lewis and Clark Lake Trail system, from Westside Park to the lake.

- A North Loop Trail, following 31st Street and the Northeast Arterial, continuing south along a proposed greenway parallel to Ferdig Avenue and extending south to Highway 50/7th Street.

Here, a route parallel to 7th Street would connect to the Auld-Brokaw Trail.

- The James River Trail, extending from the North Loop northeast to the river.

• O*n-Street Trails*, providing trail facilities parallel to streets. These trails generally include a wide multi-use pathway, and are proposed for:

- 31st Street and the Northeast Arterial, as part of the North Loop system.

- Fox Run Parkway.

- Portions of Broadway.

- Trails along the West Parkway and 17th Street Parkway to the Arboretum.

- West City Limits Road.

• *Share-the-Road segments and sidewalks*, including designated routes for pedestrian and bicycle use. These designated routes link the off-street trail system with major community features that are located off the network.

"Share-the-road" designation should not relegate bicycles to specific routes. However, they do help direct bicyclist to certain routes and notify motorist that bicycles are likely to be in the area. Share-the-road bicycle routes should be free of hazards to bicyclists, such as longitudinally oriented sewer grates. Where street width permits, they may also feature painted bicycle lanes. Bicycle lanes need not be continuous and in some places may even be parked on. This proposed system links many of the major activity centers and features of Yankton to residential neighborhoods.

• ***Sidewalk Rehabilitation and Development***

Sidewalks are a critical, although frequently under-recognized, part of any city's transportation system. However, sidewalks are often neglected because their construction and repair is usually deemed a "special benefit" whose cost is assessed to the adjacent property owner. This creates resistance to the development or repair of walks, as property owners do not want to pay for something that they themselves may infrequently use. In truth, people who walk or run for transportation, recreation, or fitness use everyone's sidewalks and are by no means limited to the sidewalk segment directly in front of their home. As a result, pedestrian facilities are increasingly a public utility, used in common by all residents of the city.

Yankton's subdivision regulations require sidewalk construction in new subdivisions – a requirement that should continue. However, the city has suspended a systematic sidewalk repair program in established parts of the city. The city should define a "major sidewalk" system, construed as a public utility analogous to the major street system, assess conditions on this system, and implement a phased, annual program of sidewalk repairs funded by bonds or general revenues. Components of the major sidewalk system should include:

- Sidewalks along streets designated as "bicycle routes," establishing these as mixed mode corridors.

- Sidewalks along streets in the major street system, including arterials and collectors.

- Any other sidewalks that connect other components of the major sidewalk system to schools, parks, or other recreational facilities.

The major sidewalk system should provide a continuous sidewalk on at least one side of the street that is in a state of uniform good repair and is completely barrier-free.

DIRECTIONAL GRAPHICS

Yankton should implement a comprehensive, community-wide directional graphics system.

Communities are exhibiting increased interest in directional graphics system that direct both residents and visitors around the community. Such a system is especially important in a city with extensive visitor traffic like Yankton. The system should operate on several levels, including:

- *Motorist information.* This system should be oriented to major gateway routes, including East Highway 50, 4th Street, Summit Street, 8th Street, Broadway, and 31st Street. The system should orient travelers to a limited number of very important destinations, which in Yankton include:

  - Downtown and the Riverfront
  - Lewis and Clark Lake
  - Summit Activities Center
  - Mount Marty College

A secondary feature of the system may be to direct travelers to important, but secondary, destinations.

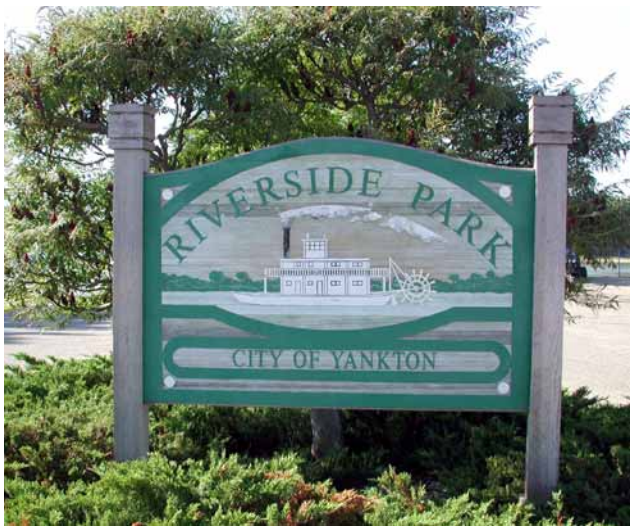
- *Trail information.* A trail directional graphic system should reinforce links from the trails to other important community features. Such a system will be installed intially on the Auld-Brokaw Trail.

- *Bike Route Information.* The system of on-street bicycle routes should also include directional information to reinforce links between the trail network and major community features.

PUBLIC TRANSPORTATION

Yankton should maintain its effective public transportation system and investigate ways to expand and enhance its already excellent service.

CHAPTER FOUR



A RECREATION LIFESTYLE

Yankton's residents enjoy access to a variety of local and regional park facilities, making parks a vital component of community life. In addition, the city's access to the regional recreation opportunities at Lewis and Clark Lake make recreation an important part of the city's economic life.

PARKS AND RECREATION ISSUES AND POLICIES

Active use of outdoor recreational facilities are integral to the good life in Yankton. Residents enjoy access to good city and regional parks. The community needs a clear blueprint of how it can continue to provide outstanding park and recreation services so that development proposals can be evaluated within the context of implementation of the overall parks and recreation plan.

Park needs in Yankton include both active and passive recreation. A balance of nature and recreation, along with a basic connectedness between the city, its existing green spaces and the regional recreational system, is the vision of Yankton's future park and open space system. In Yankton, park and open space development is more than an amenity. Rather, it is the central component in the quality of life available to residents of Yankton.

PARK SYSTEM MASTER PLANNING: A PROCESS OF ADDED VALUE

Parks and natural resources within a community have both economic and humanistic attributes. They add value to the community, enhancing both the experience of living and value of property. Parks can be major factors in the stabilization of existing neighborhoods and the development of high-quality new residential areas. Studies find that a high-quality, diverse recreational system ranks second only to the educational system in attracting new residents to a community. Yankton's parks and natural resource system should be integrated into the city's develop-

ment pattern and should provide recreational opportunities for all citizens.

A QUALITY PARK SYSTEM

It is the goal of this chapter to define a plan that will guide the City of Yankton as it grows to ensure that a quality park and recreation system becomes an integral part of that growth. As will be shown, Yankton is currently well served with community and neighborhood parks and the goal is to ensure those standards are applied to growth areas. This chapter identifies the need for additional community and neighborhood parks as development occurs, identifies locations for those future parks, and recommends an implementation program of park benefit fees to insure that neighborhood park land costs are paid by those residents who benefit from the parks.

GOALS

To enhance its facilities and continue to use its open space system as a central element contributing to community quality, the City of Yankton should:

• Create a linked park network of greenways and civic streets that connect open spaces, neighborhoods, and activity centers.

Tying Yankton's parks and recreational resources into an overall network of open spaces connected by trails, greenways, and street connections has been a major component of the city's park planning program, and should continue in the future. This allows the city's present and future parks to work together as a coordinated system, providing unique resources that at the same time are accessible to all parts of the city. The network principle helps merge the concepts of recreation and neighborhood, by making the park system part of every residential area. It also assures that one-of-a-kind facilities, like the Summit Activities Center and Riverside Park, are linked to and accessible from all parts of the community.

• Provide recreational facilities to meet the needs of newly developing areas.

Yankton should provide additional neighborhood parks in growth areas, as well as other recreational experiences, such as nature interpretation, resource conservation, trail systems, and other passive activities. It is vitally important to set aside quality park land during the planning stages of new residential developments. Planning of these neighborhood parks should ensure safe and convenient pedestrian access from neighborhoods to parks. In addition, parks should fit within the framework of the network concept.

• Distribute active recreation use across the geographical area of the city, guarding against over concentration of park resources in any quadrant of the city.

Park planning in Yankton over time has provided an excellent distribution of recreational resources, with Sertoma and Memorial Parks serving the northeast quadrant of the city; Riverside Park serving the southeast; and Westside and Morgen Parks and the Summit Activities Center providing direct services in the west. Additionally, these major features draw people from all parts of the community. As additional facilities are developed, the concept of geographic service balance should continue.

• Provide an equitable mechanism for establishing service standards in growth areas and financing park acquisition and development.

As development occurs in new areas, neighborhood parks should be financed at least partially on the basis of benefit. This leads to a financing mechanism that assesses residents on a reasonable basis for the development of parks that provide primarily local service.

• Capitalize on and preserve regional recreation amenities.

In addition to an excellent local parks and recreation system, Yankton is greatly benefited by its adjacency to the Lewis and Clark Recreation Area. This superb facility provides local residents with unparalleled outdoor recreational opportunities and makes the city a regional vacation and resort destination as well. Perhaps more subtle but equally important is the value of this lake resource for the entire South Dakota/Nebraska/Siouxland region. Yet, the quality and even survival of this major resource is threatened by sedimentation problems. The preservation of the lake is a critical, but extremely difficult, priority for the community and region. Maintaining its health will require a concerted three state partnership.

• Balance active and passive recreation opportunities for all people of Yankton.

In balance there is harmony. A reemphasis on creating new passive recreation use areas and securing those existing areas will result in a more balanced system and harmony among users. The city has made major progress in this area as well, with projects such as the recent development of the Rotary Nature Area along the Auld-Brokaw Trail near 7th and Burleigh. The greenway character of the Auld-Brokaw Trail and the passive recreational environment of the Arboretum are operational examples of Yankton's commitment to balancing active and passive recreational opportunities.

• Use parks and open spaces to encourage neighborhood reinvestment and to help to reinforce Yankton's urban form.

Yankton's quality parks, and even parklike settings such as the Yankton Federal Prison Camp on the former Yankton College campus, have greatly reinforced the quality of the city's neighborhoods. The continued maintenance and enhancement of existing facilities is an important investment in maintaining the quality and value of the city's housing stock. New parks in developing areas also should be integrated into neighborhood design, repeating the pattern of boulevards and urban green spaces that have enriched the older parts of the city.

PARK SYSTEM ANALYSIS

Park facilities are evaluated in four ways:

- *Facilities by Classification.* Parks are classified into different categories to determine the level and area they serve.

- *Facility needs based on level of service analysis*

- *Geographical Distribution.* The service radius of each facility is analyzed to identify geographical gaps in service.

- *Facilities Relating to Overall population Service Standards.*

Facilities by Classification

In order to systematically analyze the park system, Yankton's major recreation and open space areas are classified as follows.

- *Overall Park Space:* Yankton's public park system, as summarized in Table 4-1, contains approximately 252.75 acres, excluding Fox Run Golf Course. Traditional park area standards recommended by the National Recreation and Park Association (NRPA) suggest ten acres of parkland per 1,000 residents. With a 2000 Census population of 13,528, Yankton's ratio of 18.68 acres per 1,000 residents is well above the standard. Based on this standard, Yankton should designate parks in new developments to maintain this level of service through the planning period.

The park classification system developed by the NRPA is used to classify the facilities in Yankton's system. These categories include:

- *Mini-Park*: Mini-Parks generally address specific recreation or open space needs. Generally, these parks are usually less than one acre in size and have a service radius below 0.25 miles. Because of maintenance difficulties with multiple small sites and their small service area, most cites discourage the development of mini-parks. Yankton currently has no mini-park and should not plan for any future mini-park development because of maintenance issues.

- *Neighborhood Parks*: Neighborhood parks are considered the basic unit of a community park system and provide a recreational and social focus for residential areas. These parks desirably provide space for informal active and passive recreational activities. The typical service radius for neighborhood parks is usually 0.25 to 0.50 miles. Neighborhood parks

adequate in size to accommodate the requisite facilities often contain a minimum of five acres; 5 to 10 acres is generally considered optimal. Site selection criteria include ease of access, neighborhood location, and connection to greenways. Yankton's seven neighborhood parks range between 2 and 12 acres and include Crockett, Fox Run, Morgen, Tripp, Water Works and Westside. The seventh neighborhood park is Augusta, which is under development and will fill a neighborhood park need during the early part of the planning period. In addition, 1.5 acres has been platted within the Willow Ridge subdivision as the future Ridgeway Park. The addition of the school land (former Middle School football field and track) north of Westside Park would mean the park would fit more of a Community Park role. Map 4.1 indicates Yankton's current neighborhood parks and their 1/2-mile service radii.

NRPA standards call for 1 to 2 acres of neighborhood parks per 1,000 people. Yankton currently has a total of 33.45 acres of neighborhood parks including undeveloped Augusta. With a 2000 Census population of 13,528; this represents 2.5 acres of neighborhood parks per 1,000 people. While this number exceeds the NRPA standard, it also represents what Yankton has established as a local norm and should be respected as a standard reflecting the community's high value placed on neighborhood parks. This standard should be applied in determining neighborhood park needs in the city as it grows.

•*School Parks*: School parks combine the resources of schools and city agencies to provide joint social and recreational facilities. Location is based on criteria for school site selection. School park facilities can help to meet neighborhood park needs, particularly when located in an area not served by a neighborhood park. Since Yankton exceeds the national standard school facilities represent added amenities to neighborhoods. Map 4.1 also identifies existing Yankton schools.

•*Community Parks*: These typically include areas of diverse use and environmental quality. Such parks meet community-based recreation needs, may preserve significant natural areas and often include areas suited for intense recreation facilities. Typical criteria for community parks include:

- Adequate size to accommodate activities associated with neighborhood parks, but with space for additional activity.

- A special attraction that draws people from a larger area, such as a swimming pool, pond or lake, ice skating rink, trails, special environmental or cultural features, or specialized sports complexes.

Community parks generally contain between 30 and 50 acres and serve a variety of needs. The typical service radius of a community park is approximately .5 to 3 miles. Traditional NRPA guidelines for community park areas call for 5 to 8 acres per 1,000. Yankton's four community parks Memorial, Sertoma, Riverside and Summit have over 165 acres or 12.2 acres per 1,000 residents.

•*Natural Resource Areas*. These include lands that preserve important natural resources, landscapes, and open spaces. Obviously, each community is unique in its natural resource areas and there are no NRPA standards for community natural resource open space.

•*Greenways*. These open spaces tie park system components together to form a linked open space environment. Greenways follow either natural environments, such as drainageways, or man-made settings, such as railroad corridors, parkways, and other

rights-of-ways. Greenways may also be predesignated as part of development design. Marne Creek is an example of an existing Greenway within the city.

•*Special Use Parks*. These cover a broad range of facilities oriented to a single use, including cultural or social sites, or specialized facilities. The special use category includes golf courses and therefore the public Fox Run Golf Course and private Hillcrest Golf and Country Club would fall in this category. The installation of the T-38 Plane at Kiwanis Park has create a special destination at the otherwise undeveloped site.

Table 4.1 summarizes Yankton's park system by type of park and available facilities.

Table 4.1: Park System Analysis

Park Facilities in Yankton	Acres	Playground Areas	Playing Fields	Courts	Special Facilities
NEIGHBORHOOD PARKS Generally 5 to 10 acres, may be smaller or larger depending on the nature of the site and facilities. Basic unit park system. Provides recreational and social focus for neighborhoods. Focuses on informal active and passive recreation. Typical service area is 0.5 mile if uninterrupted by barriers.					
Crockett Park11th & Pennsylvania	1.25	Yes	No	No	
Fox Run ParkAdkins Drive	3.5	Yes	No	Yes	Landscaping and irrigation.
Morgen Park11th & Green	5.2	Yes	Yes	Yes	Tennis court, basketball goals, base-ball/softball field, Pedestrian path.
Augusta ParkFox Run Park Way	2.0	Yes	No	Yes	Play area, landscaping, basketball court, irrigation
Tripp Park8th & Broadway	2.5	No	No	No	Ice skating rink, warming house, picnic shelter, restrooms
Water Works ParkSouth Cedar & Riverside Drive	6.0	No	No	No	Irrigation, landscaping, parking lot, scenic overlook, lighted pedestrian path, picnic shelter.
Westside Park5th & Summit	13.0	Yes	No	Yes	Museum, Historic Railroad Depot, Country School, lake, shelter, lighted skateboard Park, Comfort Station, pedestrian paths, parking lots (3).
TOTAL NEIGHBORHOOD PARKS	**33.45**				

Table 4.1: Park System Analysis

Park Facilities in Yankton	Acres	Playground Areas	Playing Fields	Courts	Special Facilities
COMMUNITY PARKS Generally 10 to 50 acres, depending on facilities; more typically 30 to 50 acres. Includes neighborhood park menu of facilities, but serves larger purpose. Meets community-wide recreational needs and includes special facilities. May include special natural environments. Often, a major community image feature. Typical service area is .5 to 3 miles.					
Memorial Park19th and Douglas	40.0	Yes	Yes	Yes	Picnic Shelters; lighted ice skating/ hockey rink horse-shoe courts, and pedestrian paths; swimming pool; sand volleyball, irrigation, comfort station; and off-street parking lots
Riverside ParkLevee Street and Douglas Avenue	20	Yes	Yes	Yes	Boat docks, and ramps; fish cleaning station; picnic shelters, Dakota Territory Capitol Replica; irrigation; comfort stations; amphitheater; lighted pedestrian paths; and parking lots.
Sertoma Park15th and Ferdig	27.3	Yes	Yes	No	Comfort stations; irrigation; off-street parking; picnic shelters; and batting cages.
Summit Activities Center21st and Summit	78	No	Yes	Yes	Landscaping, irrigation, pedestrian paths, and arboretum.
TOTAL COMMUNITY PARKS	**165.3**				
GREENWAYSOpen spaces that tie a park system together to form a linked open space environment. Following drainageways, railroad corridors, parkways, and other right-of-ways.					
Marne CreekLinear park through city	50.0				Pedestrian paths, theme lighting and trail amenities, flood/erosion control.
SPECIAL USE PARK Cover a broad range of facilities oriented to a single purpose, including cultural or social sites, or specialized facilities.					
Fox Run Golf CourseWest 27th	190.0				18-hole course
Kiwanis ParkAirport Road	4.0	No	No	No	Open space area with T-38 Plane Display.

Source: City of Yankton, 2002

Level Of Service Analysis – Future Development

As outlined in Chapter One "A Profile of Yankton" Yankton's future population could grow to over 15,000 residents by 2020. The development concept lays out proposed land uses in Yankton for the next 20 years to accommodate this future population. Table 4.2 identifies the future park needs based on national standards and current community standards. The city exceeds the national standards by over 117 acres. This level of services is a standard that many residents have come to expect within the community, therefore the city should base future park land needs on its current level of service. Based on this methodology the city will need an additional 32 to 56 acres. However, other variables such as geographic service, also are determinants of future park needs.

Facilities By Geographical Distribution

As previously indicated, neighborhood parks comprise the basic unit of a park system. Geographic neighborhood park service can be evaluated using the NRPA standard of a 1/2 mile service radius for neighborhood parks and a mile service radius for community parks, as seen in Map 4.1. With a one mile diameter a 1/2-mile service radius essentially serves a section of land. These radii serve all of Yankton except for a small area in northeast Yankton that has not fully developed. The actual service area of a park is also determined by natural and man-made barriers, which can greatly affect accessibility. Therefore, development of Augusta Park west of Broadway will not help those areas east of Broadway because of the boundary that the four-lane highway creates. For these reasons some of the city's demand for additional park land will be consumed by an existing need within the northeast specifically within the Willow Ridge subdivision. The newly platted Ridgeway Park will fill part of this need.

TABLE 4.2: Future Parkland Needs for Yankton

Park Type	Existing Acreage	2002 NRPA Standard Total Acres	Difference: Existing vs. Standard	Existing Acres Per 1,000 Residents	2020 (City Standard)	2020 Need
Neighborhood/Mini Parks	33.45	20.29	13.16	2.47	37.70	4.25
Communtiy Parks/Sports Complex	165.3	81.17	84.13	12.22	186.30	21.00
Open Spaces/Greenways	54	N/A	N/A	3.99	60.86	6.86
Total park and Recreation Area	252.75	135.28	117.47	18.68	284.87	32.12
Total park and Recreation Area including Fox Run Golf Course	442.75	135.28	307.47	32.73	499.01	56.26

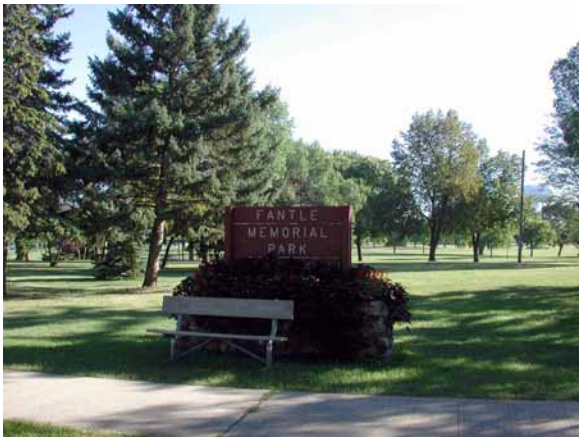
Source: RDG Crose Gardner Shukert, 2002

TABLE 4.3: Park and Recreation Services Related to Population

Criterion	Standard	Existing Facilities	Comments
Baseball Fields	- 1 diamond per 3,000 population - Based on standard, Yankton requires almost 5 fields.	Yankton has 13 fields: - 1 at Riverside Park - 3 shared softball at Memorial - 1 shared softball at Morgen - 6 shared softball at Sertoma - 2 shared softball at Summit	The community is meeting the need for baseball fields. However if the city wishes to host large tournaments additional regulation fields would be required.
Softball Fields	- 1 field per 3,000 population - Based on standard, Yankton requires almost 5 fields.	Yankton has 13 fields: - 1 at Riverside Park - 3 shared baseball at Memorial - 1 shared baseball at Morgen - 6 shared baseball at Sertoma - 2 shared baseball at Summit	Yankton is meeting the need for softball fields. However, if the city wishes to host large tournaments additional regulation fields would be required.
Football Fields	- 1 field per 20,000 population - Based on standard, Yankton would need 0 to 1 football field.	The city has six football fields: - 1 high school field at Crane-Youngworth - 1 practice at Summit - 2 shared soccer at Summit - 1 junior size at Sertoma - 1 at the Middle School.	Yankton is adequately served by football fields.
Running Track	- 1 track per 20,000 population - Based on standard, Yankton would require 0 to 1 track.	Yankton has 2 running tracks: - 1 at Westside Park - 1 at the Middle School.	Yankton is adequately served by tracks.
Playgrounds	- 1 per 2,000 population -Yankton requires almost 7.	Yankton as 8 playgrounds: - 1 at Crockett - 1 at Fox Run - 1 at Memorial - 1 at Morgen - 2 at Riverside - 1 at Sertoma - 1 at Westside	Yankton is adequately served by playground areas.
Soccer Fields	- 1 field per 10,000 population - Based on standard, Yankton would require 1 to 2 fields.	Yankton has 12 soccer fields. - 4 at Memorial - 4 at Summit - 4 at SD Human Services Center.	Yankton is adequately served by soccer fields, but local demand is obviously higher than the national standard and should be maintained.
Volleyball	- 1 court per 5,000 population - Based on standard, Yankton requires 2 to 3 courts.	Yankton has1 sand volleyball court at Memorial and6 indoor court at Summit Activities Center.	Yankton is adequately served by volleyball courts. Sand volleyball courts are often more effectively provided by the private sector.
Basketball Courts	- 1 court per 5,000 population - Based on standard, Yankton requires 3 courts.	Yankton has 5 outdoor courts: - 1 at Fox Run - 1 at Memorial - 1 shared tennis court at Morgen - 1 at Westside - 1 at Augusta	Yankton is adequately served by basketball courts

TABLE 4.3: Park and Recreation Services Related to Population

Criterion	Standard	Existing Facilities	Comments
Tennis Courts	- 1 court per 2,000 population - Based on standard, Yankton requires almost 7 courts.	Yankton has 15 courts: - 4 at Memorial - 8 at Summit - 2 at Westside - 1 shared basketball court at Morgen	Yankton is adequately served by tennis courts
Swimming Pools	- 1 50-meter pool per 20,000 population - 1 25-meter pool per 10,000 population - Based on standard, Yankton reuires1 pool.	Yankton has 1 outdoor pool at Memorial and 1 indoor at Summit Activities Center.	Yankton is adequately served by swimming pools.
Golf Courses	- 1 9-hole standard per 25,000 population. - Based on standard, Yankton requires no courses.	Yankton has 2 18-hole courses at Fox Run Municipal Course and Hillcrest Country Club.	Yankton is adequately served by golf courses



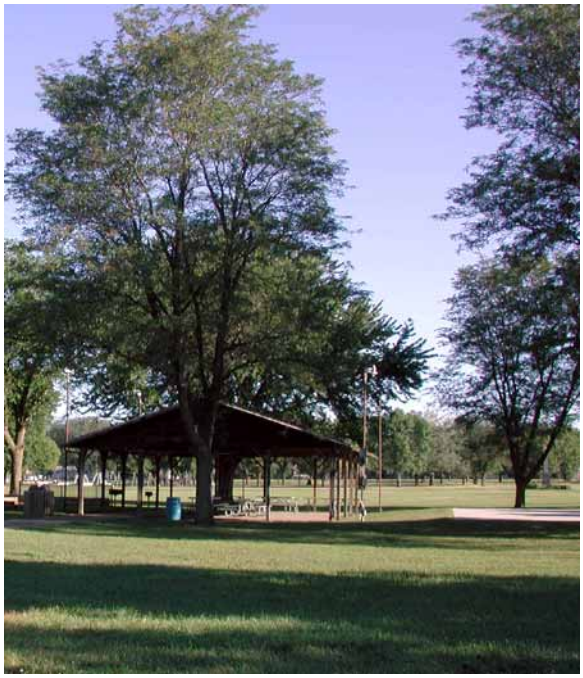
Map 4.2, Parks and Public Facilities, indicates the proposed parks, greenways and trails system. The concept proposes a significant amount of parks and open space along the riverfront in the southwest but also new community sized parks within the northeast and northwest. All of these will be linked by expansion of the greenway and trail system through a series of on- and off-street trails.

Facilities in Relation to Population Service Standards

An evaluation of the community's recreational facilities based on quantitative national and State standards is summarized on Table 4.3. This analysis needs to be tempered by the fact that Yankton is a moderate sized community but regional hub that can host large tournaments and events. For example, while standards for running tracks and football fields would indicate that Yankton does not need any such facilities, most small and moderate sized communities like Yankton would, in fact, have these facilities, at the very least they would be associated with the local school system. With this caveat in mind, this analysis, combined with local input, leads to the following conclusions:

– Yankton exceeds national standards in all areas.

– With population growth the city will experience a need for additional regulation soccer fields and baseball/softball fields. Often local standards ex-



ceed national standards for soccer fields as is true in Yankton. The city provides a regional service for soccer and baseball/softball fields.

– Despite meeting the overall needs, the city should establish a program to replace aging playground equipment within the park system.

– As a regional center Yankton should consider additional regulation baseball and softball fields in order to host larger tournaments.

– Yankton's outdoor pool meets national standards but the age of the facility will require that it be updated or replaced during the early stages of the planning period.

PARK DEVELOPMENT POLICIES

This section describes strategies designed to enhance the park system's status as a leading community feature. The overall concept:

-Envisions a linked park system, molding Yankton's future open space system into a green network that unites the community and makes each major park the territory of everyone.

-Allows the park system to grow with the city.

-Proposes new centers for recreation, which are integrated into a greenway system.

-Provides recreational facilities needed to meet community priorities.

The components of this program include:

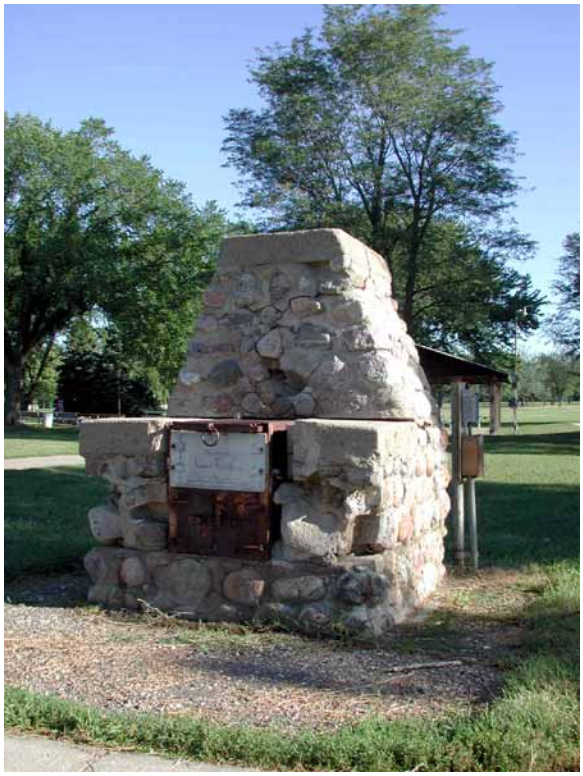
- **A CONNECTED PARK NETWORK**
- **PARK DEVELOPMENTS IN NEW GROWTH CENTERS**
- **COMMUNITY PARKS AND RECREATIONAL FACILITIES**
- **PARKSITE IMPROVEMENTS PROGRAM**
- **TRAILS, PARKWAYS, AND GREENWAYS**
- **NATURAL ENVIRONMENTAL FEATURES**
- **LEWIS AND CLARK LAKE PRESERVATION**
- **RIVERFRONT**
- **NEIGHBORHOOD PARK FINANCE MECHANISM**

A CONNECTED PARK NETWORK

Yankton's park and recreation system should offer a connected network of green spaces, providing maximum access and opportunity to people from all parts of the city.

A primary value in Yankton, and a principle of this plan, is the concept of a connected park system. The concept of a linked network dates from the nineteenth century work of such great landscape architects and park planners as Olmstead, Cleveland, and Kessler, and envisioned parks and open spaces as ribbons of green that would pervade the city. Later, during the middle twentieth century, the expedients of development and the concept of limited service areas put this sound planning principle aside. However, the growing interest in linear recreational activities, the popularity of recreational trails, and a renewed appreciation for the qualities of public space, have led to a rebirth of planning for linked park systems. The Auld-Brokaw Trail, linking the riverfront, the new Rotary Nature Area, the Historic Home District, Tripp Park, Morgen Park, and the Summit Activities Center, is a contemporary adaptation of the linked park concept, and promises to be a signature feature for Yankton.

In addition to the aesthetic and experiential virtues, such a connected system also has very real practical value, increasing the service reach of parks and providing venues for important and popular recreational activities. Linear aerobic recreational activities, such as walking, running, bicycling, and in-line skating are already popular in Yankton and will continue to increase in popularity. A connected network provides more accommodations for these activities.



Therefore, the Yankton park system should:

·To the maximum degree possible, continue to incorporate existing city parks into a linked system by extending trail corridors, greenways, and safe on-street bicycle and pedestrian routes to them.

·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.

PARK DEVELOPMENT TO MATCH RESIDENTIAL GROWTH

Yankton should develop new park facilities that provide new neighborhoods and residents with the same service standards currently enjoyed by the city's residents.

This plan anticipates an increase in Yankton's population from about 13,000 in 2000 to about 15,000 at the end of the 20-year planning horizon. Currently, Yankton offers its residents about 33.5 acres of neighborhood parks, or about 2.5 acres per 1,000 residents; and 165 acres of community park land (excluding Lewis and Clark Lake Recreation Area) or about 12.2 acres per 1,000 residents. As Yankton's population grows, the city should provide parkland commensurate with these current standards. Given a proposed population increase of about 2,000 people, this corresponds to a demand for:

- 30 to 40 acres of new total parkland in neighborhood and community parks.
- 5 to 8 acres of neighborhood parks and open space.
- 25 to 32 acres of community park space.

In addition, Yankton should continue to provide spaces for both active recreation and special park areas, including opportunities for passive recreation and nature study. Most active outdoor recreational facilities are now provided in the eastern part of the city, at Memorial and Riverside Parks. The proposed development concept suggests a need for additional active recreational facilities in the northwestern part of the city.

Neighborhood park needs will emerge in the West and Riverfront West Growth Centers. A northwest community park, combined with open spaces related to the proposed West Parkway, can satisfy neighborhood park needs in the West Growth Center. The development concept for the Riverfront West Growth Center suggests a central neighborhood common, accommodating both a park and a school site and integrated into the design of the area's street system. This "heart of the neighborhood" should be linked to a West Riverside Park and to the Lewis and Clark Lake Trail and Recreation Area.

COMMUNITY PARKS AND RECREATIONAL FACILITIES

Yankton should provide additional community park facilities to address the geographic recreational needs of a growing population and to take advantage of additional opportunities.

Yankton's community parks – Sertoma, Memorial, Riverside, and Summit Activities Center – are the backbone of its major open space and recreation system. The facility analysis indicates both a need for additional active recreational facilities, primarily for baseball, softball, and soccer; and, with growth, a demand for additional park service in the northwest sector of the city. To address these emerging needs, the plan proposes a Northwest Community Park, on the south side of Marne Creek between West City Limits Road and the proposed West Parkway. This space, some of which is in the Marne Creek floodplain, would be linked into the city park system by an extension of the Auld-Brokaw Trail and trails along the West Parkway and West City Limits Road.

From a recreational perspective, Yankton's Summit Activities Center is a model for national recreation center development, and provides a superb model of the benefits of close cooperation between city and school district. This excellent facility provides Yankton with an unparalleled array of indoor recreational and community spaces. Several future needs were identified for Summit Activities Center, including:

– Two racquetball courts
– Wrestling room
– Expanded weight/fitness area
– Climbing wall
– Portable stage
– Separate aerobic/yoga room

– Additional pool amenities
– Additional storage space
– Child care area
– Designated funding source for increasing costs

The city's other major recreational facility challenge for the planning period will be replacement or rehabilitation of the Memorial Park Pool. Memorial Park remains the best location for an outdoor pool or water facility. The pool may be retrofitted with some characteristics of a water leisure park.

PARKSITE IMPROVEMENT PROGRAM

Yankton should maintain a program of ongoing reinvestment in existing park facilities.

Yankton's investment in its existing park system is both extensive and productive. A continued program of park maintenance can protect this investment into the future. A successful program:

Establishes a reliable and regular source of funding. For example, a park facilities bond issue should include a regular annual, capital allocation for existing park rehabilitation. Specific projects would then be programmed through the city's capital improvement programming process.

Establishes priorities for funding. Here there are several alternatives. The city may fund comprehensive rehabilitation on a park-by-park basis, systematically completing repair of all parks in the system over the course of years. Alternatively, the city may identify specific priorities, and address these for all parks on a regular basis. For example, a priority placed on accessibility or user safety improvements may involve addressing these issues on a system wide basis, before moving on to other types of enhancements.

A survey of park conditions in Yankton completed as part of this planning process identified the following parksite needs:

Crockett Park
- Landscaping
- Installation of ½ court basketball court

Fox Run Park
- Installation of picnic shelters
- Installation of a comfort station
- Construction of a pedestrian path

Kiwanis Park
- Landscaping
- Installation of a shelter

Auld-Brokaw Trail/Marne Creek Greenway
- Completion of trail
- Completion of theme lighting and trail amenities
- Landscaping
- Land acquisitions/easements
- Flood/erosion controls

Memorial Park
- Pool improvements or replacement
- Landscaping
- Irrigation
- Installation of a north side comfort station

Morgen Park
- Landscaping
- Ball field improvements

Augusta Park
- Landscaping/irrigation
- Installation of playground equipment
- Installation of comfort station
- Construction of a pedestrian path
- Picnic shelter

Riverside Park
- Baseball stadium improvements
- Softball field improvements
- Concession stand improvements
- Boat dock/ramp study improvements
- Relocate park shop

Sertoma Park
- Irrigation
- Landscaping
- Additional Playground equipment

- Installation of basketball court
- Infield improvement to the north fields

Summit Activities Center (outdoor)
- Completion of walkways
- Landscaping
- Installation of picnic shelter
- Installation of comfort station
- Installation of basketball courts

Tripp Park
- Landscaping
- Pedestrian path

Water Works Park
- Landscaping

Westside Park
- Pedestrian path
- Museum parking

Fox Run Golf Course
- Completion of 3rd irrigation well
- Clubhouse expansion for locker rooms, storage and meeting rooms
- Landscaping
- Expand practice tee
- Erosion control of the lakes
- Security fence around maintenance area

TRAILS, PARKWAYS, AND GREENWAYS

As part of the development of a connected park system, Yankton should continue its program of linking its parks through a comprehensive system of greenways, trails, and parkways.

Yankton is well served by the continued development of a linked park system - a way of merging parks and open spaces into all aspects of the life and development of the city. The connected network also merges the design of the city with the open space system, adding to the quality of the community and creating a distinctive feature for the new city. Such a system complements the city's streets as part of its transportation system, providing residents with an alternative way of moving to the city's major features.

The Yankton Plan recommends the creation of a community-wide trail system to shape the city's parks into a true network, and provide an excellent facility for such increasingly popular activities as walking, jogging, bicycling, and cross country skiing. The trail system should have its own distinctive graphic system for identity and marketing, which is nevertheless consistent with a community-wide directional graphics system. The system should also provide links to regional recreational resources.

The proposed system, linking major parks and community facilities, includes several major open space and recreational corridors:

• Auld-Brokaw Trail along the Marne Creek Greenway. This excellent facility merges recreation and transportation with the values of greenway preservation. The Auld-Brokaw Trail, to be completed in 2003, extends from Riverside Park on the Missouri River to Summit Activities Center,

connecting major city parks on the way. The plan envisions extending the Auld-Brokaw along the creek to the Northwest Park and 31st Street (Highway 50). In addition, work should continue on resolving specific connectivity issues along the built trail, the most important of which is the difficult crossing under Broadway Avenue. The plan recommends cooperation with adjacent property owners and identification of mutual benefits as techniques to resolve some of these access issues.

Other improvements or safety enhancements recommended for the Auld-Brokaw Trail include:

– Completing a trailhead and visitors center/community entrance at East Cornerstone. This site, at the intersection of 2nd/Burleigh and Highway 50, is a confluence of several of Yankton's major trails, as well as the eastern entrance to the city.

– Installing a trail directional and informational graphics system.

– Providing clear crosswalk striping at grade-level street crossings; and yellow lane division markings at the trails many relatively sharp curves, to keep users on the right side of the trail in areas of limited visibility.

– Improving access to the trail for disabled people. In some places where steep slopes make full access impractical, accessible routes should be clearly defined.

•**Riverside Trail.** The existing trail extends along the Missouri Riverfront from East Cornerstone to Water Works Park. At this point, it uses on-street routes at the top of the bluff to proceed westward to Avera Hospital and Westside Park. A trail alignment should extend westward through the Avera/Mount Marty campus, linking with the Highway 52 Trail. From here, trail continuity should be provided through the Riverfront West Growth Center to the river, extending west at river level to Lewis and Clark Lake.

•**Highway 52 Trail**. This existing trail extends west along 8th Street (Highway 52) to Lewis and Clark Lake and that facility's extensive trail system. It will remain an important part of the regional trail system. One obstacle to casual users is a steep grade immediately west of West City Limits Road. This trail connects Westside Park, Mount Marty College, and Lewis and Clark Lake.

•**North Loop Trail.** This trail envisions a system of roadside trails and off-street facilities, using 31st Street, the proposed Northeast Arterial, and a greenway along Ferdig Avenue, designed to buffer residential areas from adjacent industrial and business park development proposed in the Future Land Use Plan. Roadside trail development, separated from but parallel to arterial roads, should be included in Surface Transportation Program-funded projects. The North Loop Trail would continue along the north side of East Highway 50 as part of a corridor enhancement effort, extending to 7th and Ferdig and continuing along 7th Street to the Auld-Brokaw Trail. The North Loop Trail provides a northside peripheral route that connects a Northwest Community Park, Fox Run, the Soccer Association Fields, a new northeast park, Hillcrest Country Club, Sertoma Park, and the Marne Creek Greenway.

•**West City Limits Road.** A roadside trail should also be developed along West City Limits Road, designed as a substitute for a sidewalk that would be required on the west side of the road for adjacent development. This roadside trail links North-

west Park, the Arboretum, the Mount Marty Campus, and the Highway 52 Trail, and will provide important service well before the West Parkway concept is fully realized.

West Parkway. West Parkway is envisioned as a major north-south multi-use corridor, including extensive landscaping and trail development between West 11th Street and 31st Street. The parkway will mirror the character of Douglas Avenue, Yankton's distinctive north-south community street linking the riverfront with Memorial Park. The street section should be sufficiently wide to permit this development with either a divided or undivided street section. West Parkway will serve a variety of neighborhood service needs and may also serve neighborhood mixed use centers. A short east-west parkway link along 19th Street is planned to connect the Arboretum and Summit Activities Center to the West Parkway greenway.

James River Trail. This proposed trail link would extend east along abandoned railroad right-of-way, much of which is owned by the city, to provide access from Yankton to the James River.

Financing of trails in the Yankton area has in the past relied on city funds and private contributions. To date, TEA-21 Transportation Enhancement Funds, the source of much of the nation's trail system financing, have not been available to South Dakota cities as a matter of state policy. Yankton should work with the state and other municipalities to influence changes in this policy, as well as continuing to use community and private sources.

On-street routes should also be designated to provide interconnections between central city neighborhoods and the trail system. They can also be used to identify safe routes to major activity centers, including schools and commercial facilities.

On-street routes should be clearly signed to notify motorists of their "share-the-road" status and may, where possible, use painted bicycle lanes. These on-street routes should also be part of the Major Sidewalk system envisioned by the Transportation component of the Yankton Plan. Major components of the on-street system include:

– Mulberry Street from Riverside Park to Memorial Park, linking to the Auld-Brokaw and Riverside Trails.
– 21st Street from Sertoma Park to West City Limits Road (and ultimately to the West Parkway).
– Locust Street from the Auld-Brokaw Trail to the Riverside Trail's on-street segment.
– 5th Street from Locust Street to Westside Park.
– West 15th Street, between the Auld-Brokaw Trail and (with extension) the West Parkway.
– Douglas Avenue from the riverfront to the North Loop Trail at 31st Street.

NATURAL ENVIRONMENTAL FEATURES

Yankton should incorporate special environmental features into its open space system to complement its active recreational offerings.

The proposed open space network incorporates unusual environmental resources into the city's green space framework. These areas should be preserved as open spaces through direct acquisition, partnerships with civic or governmental organizations, or innovative devices such as transfers of development rights or land trusts or donations. Some of these features include:

– The Rotary Nature Area
– The James River corridor
– The continuation of the Marne Creek corridor
– The west Missouri Riverfront

LEWIS AND CLARK LAKE PRESERVATION

Yankton should help convene a three-state partnership that works to preserve the viability of Lewis and Clark Lake.

Lewis and Clark Lake is threatened by sedimentation and other environmental forces. Current federal policy appears to be "to let Nature take its course" which may result in the gradual degradation of lake uses and the evolution of the lake to a wetlands and riverine environment. The lake is a huge recreational and environmental asset not only for the city but for a tri-state region. Yankton cannot generate the support necessary to implement a program to maintain and rehabilitate the lake, but it can help to forge a partnership of people who have a considerable interest in its preservation. The city should embark on this effort, involving South Dakota and Nebraska, the states' respective Congressional delegations, and the Corps of Engineers to develop a plan for funding and implementing the preservation of the lake.

RIVERFRONT RECREATION

Yankton should continue to maximize public use and conservation of its signature environmental attraction, the Missouri River.

Yankton is located on a particularly scenic and historically important stretch of the Missouri River and should continue to use this asset to its maximum advantage. Riverside Park is already one of the most attractive urban riverfront open spaces along the Missouri and is a major center for a variety of community activities. Policy and program elements of a continued riverfront enhancement program include:

- *Continued development of the Paddle Wheel Point nature area.*

- *Continued repair and maintenance of Riverside Park.*

- *Exploring options for the future of the Meridian Bridge*. This unique, double-decked bridge will ultimately be replaced by a new US 81 Missouri River crossing on the Broadway alignment two blocks to the west. As a result, the bridge will be unnecessary for basic transportation uses. The structure requires painting and significant rehabilitation, with a cost in excess of $5 million. This cost, in addition to ongoing maintenance expense, is clearly beyond the means of the City of Yankton. However, the bridge is one of the area's most significant historic transportation structures and is in many ways a symbol of Yankton, in much the same way as the famous Lake Superior lift bridge defines the City of Duluth, Minnesota.

The bridge's future is clearly not bright. However, Yankton could initiate some steps to call attention to the structure and its possible preservation:

- Building national awareness of the structure. This could be particularly resonant in the Lewis and Clark bicentennial year of 2004.

- Developing a reuse plan for the structure. Its reuse as a pedestrian/bicycle bridge, integrated into the Nebraska state trail system, is one option. Potential commercial uses on land at the South Yankton approach may also be possible. A commercial mechanism that could fund the annual upkeep of the structure would be helpful, reducing the financing problem to capital expenses.

– Seeking earmarked federal funding for preservation. Transportation bills typically include funds earmarked for specific projects. In Omaha, Nebraska, earmarked funds are financing the majority of construction cost for a Missouri River pedestrian/bicycle bridge. In Sioux City, TEA-21 funds were earmarked for a heritage trolley system. A similar earmarking, combined with private and other public support, could provide a reasonable funding package.

- *Center City Riverfront Development.* The area north of Riverside Park, including the economic development corporation-owned Gurney property, provide superb development opportunities for residential and mixed use growth. Specific development concepts for this land are presented later in the Yankton Plan. However, replacement of obsolete industrial uses and vacant land with uses that take advantage of the unique site could both strengthen Yankton economically and generate a variety of recreational experiences along the river.

- *Public river access with new development.* The development concept for the Riverfront West

Growth Center recommends maintaining public access to the river, establishing a West Riverside Park between a riverfront drive and the riverbank. This ultimately would enhance residential development in the entire growth area by giving everyone access to the river, rather than restricting it to a few property owners with homes that back up to it. The West Riverside Park could provide opportunities for trail development, public boat access, nature study, and historic and environmental interpretation.

PARK FINANCE SYSTEM

Yankton should implement a park finance system that assesses new development for a fair but not burdensome share of park acquisition and development cost, based on quantifiable impacts and demands.

The development of a carefully and thoughtfully planned park system cannot emerge incrementally from dedication of small parks with subdivision development. Rather, the system requires a financing mechanism to acquire properties of the right size and in the right place. Such a system requires a benefit fee mechanism, by which development pays a fair assessment for park development, based on quantifiable demands.

The nexus between actual demand and the size and use of such a fee is critical in creating a system that is both fair and legally defensible. For example, Yankton's general standard is about 2.5 acres of neighborhood parkland and 12.2 acres of community parkland per 1,000 residents. Assuming that a typical house accommodates 2.8 people, each single-family unit then creates a demand for .0070 acres of neighborhood parkland and .0342 acres of community park area. One system might then assess each unit based on the acquisition of enough land to satisfy this impact. If land is typically valued at $15,000 per acre, for example, a neighborhood park acquisition fee might then be $10,000 x .0070, or $70 per unit. If residential units bore the entire cost of new community park development, a large park acquisition fee under the same model would be $10,000 x .0342 or $342 per unit. These calculations are intended solely as illustrations, and not as fee proposals. Actual design of a program should involve a variety of interests, including the city's development community.