

## *Memorandum*

To: Amy Leon, City Manager  
From: Dave Mingo, AICP Community and Economic Development Director  
Subject: Work Session / Comprehensive Plan Implementation Status Review  
Date: August 21, 2019

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The work session on Monday provides us the opportunity to review of the Implementation Schedule from our current Comprehensive Plan. The schedule is a critical part of any comprehensive plan, describing the predicted benchmarks and goals that were predicted and planned for when the plan was created. These are specific items that the 50 plus member Comprehensive Plan Committee developed when the plan was written in 2003.

As with any planning document, it is good to periodically evaluate where we are with the implementation. This is especially true as we near the end of the useful and practical life of our plan. While our plan is still very effective, there is a point at which enough has changed in the community that we must develop a new document. Our Capital Improvement Plan includes the creation of a new Comprehensive Plan in 2021 – 2022. This discussion will help us determine if that is the correct timeline or if it should be adjusted.

The Planning Commission went through a point by point review of the Implementation Schedule over the course of several meetings last year. Their review included a determination of the status of all 104 directives in the plan. Attached is a copy of the results of that review. The black text is the original plan directive and the green text is the determined status of our progress on that item.

It would be impossible for us to review each point in a work session so we are going to use a format similar to how we work through the budget. We will touch base on some of the bigger ticket items and be happy to answer questions about other items of interest.

I look forward to our conversation Monday evening.

The first three column headings: Title, Type and Schedule reflect the goals of the Comprehensive Plan when it was written. The options at the time for response in the Schedule column were On-going, Short, Medium or Long describing the goal for the length of term hoped for completion of the activity. The schedule in many instances is On-going because it is an item that will need attention in perpetuity. The last two columns: Progress and Notes identify the status we have achieved as of 2018. The progress column is answered in one of four ways CP for Considerable Progress, SP for Some Progress, NP for No Progress and C for Completed.

A progress rating of CP or C does not indicate that work on the topic has slowed or ceased. It is just an indication that compares two points in time or a specific goal having been achieved.

| <b>Growth and Land Use</b>  | <b>Type</b>      | <b>Schedule</b> | <b>Progress</b> | <b>Notes</b>   |
|---|------------------|-----------------|-----------------|--|
| Designate growth areas for residential development, designed to provide the appropriate amount of land for urban conversion.  | Policy<br>Action | On-going        | CP              | Have annexed over 100 acres. Westbrook, Hofer and portion of Mead.   |
| Use existing subdivision plats and infrastructure investments as first priorities toward meeting the city's development needs and objectives.                             | Policy           | Short           | CP              | Infill has been a priority. Fire Station property, Dakota West, Westside Subdivisions. Individual lots / Habitat for Humanity infill.  |
| Ensure that new development maintains continuity and linkages among neighborhoods.  | Policy           | On-going        | CP              | New developments include extensions of street and utility systems. New emphasis on trails / Active Transportation Plan. B-Y Agreement.   |
| Encourage adequate commercial growth to respond to potential market needs in Yankton.   | Policy           | On-going        | CP              | Progress in filling areas of retail leakage. Menards development restaurants. Continues to be an emphasis. Market plays a major role.  |
| Provide adequate land to support economic development efforts that capitalize on Yankton's historical and environmental attractions, and excellent transportation access. | Policy           | On-going        | CP              | Adequate land is available (combination of private, city and YAPG) Meridian District works to emphasize historic downtown.   |
| Maintain development patterns in lower density areas that conserve the natural landscape and preserve the long-term growth prerogatives of the city.                      | Policy           | On-going        | SP              | Activity happens as a part of other more obvious considerations. The trail corridors are extended through new developments. Transition zones are considered with each new plan. Quality of life is a priority. |

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| Prevent or discouraged uncontrolled development that can siphon energy and investment away from already established areas without adding to the city's net economy.                 | Policy           | On-going | CP      | Delicate balance of identifying and planning development areas without promoting sprawl. Housing needs have required new development areas. Major market influences.                       |
| Use Yankton's special city assets and features to best advantage in framing the character of existing and new neighborhoods.  | Policy           | On-going | CP      | Yankton's identity is considered in all community projects (streets, trails, lighting, parks) Private developers have also voluntarily worked to include Yankton themes in their projects. |
| Provide enough land for new development to accommodate a population of 15,500.  | Policy<br>Action | On-going | C       | Our current inventory of undeveloped land will support a population of 15,500.   |
| Define and channel growth into areas contiguous to existing or planned infrastructure, existing developments and with street patterns consistent with the city development concept. | Policy           | On-going | CP      | Willow Ridge North, Westbrook Estates, Westside Subdivisions.  |
| Establish growth centers that are connected to one another by collector streets and greenways, designed to create better neighborhoods and improved linkages.                       | Policy           | On-going | SP & CP | Growth Centers develop over time as the community grows and markets demand. Yankton's connectivity has improved with an emphasis on street networks and trails.                            |
| New development should follow the principles of smart growth laid out within this plan and encourage a variety of land uses and efficient and appealing urban development patterns. | Policy<br>Action | On-going | CP      | Mixed use and smart growth is occurring in Fox Run and the Meridian District. The Mead Neighborhood Concept Plan also represents these principles.   |

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| To create mixed use urban corridors the city should:<br>- Implement land use regulations that permit mixed uses, generally including residential, office, civic and low impact commercial uses. | Action            | Short          | SP | Zoning Ordinance amendments that have adjusted the mix of commercial and residential in our codes.   |
| - Adopt land development standards which limit parking that is directly visible from the city's major corridors.  | Action            | Short          | NP | Have not adopted ordinance changes related to parking location or architectural requirements. Have used covenants when possible.                                   |
| - Institute design standards and review of projects, potentially implementing a performance standard system to regulate development and land use patterns.                                      | Action            | Short          | NP | Market responses are not favorable to this type of change. Have worked with people as their site plans develop.  |
| - Maintain a quality public environment, with attractive sidewalks, landscaping, street graphics, and lighting as appropriate.  | Action<br>Capital | On-going       | CP | Have adopted an Active Transportation Plan. Continued to trails and parks.   |
| - Along Broadway, completing an enhancement program to upgrade the street's appearance as part of the current reconstruction program.   | Capital           | Short          | CP | No program has been developed but the changes to the sign ordinance have improved the aesthetics of the corridor dramatically.                                     |
| Upgrade the appearance of East Highway 50, using city-owned property along the corridor to accommodate improved landscaping, buffering, and in some places parallel trail development.          | Capital           | Short & Medium | CP | The trail extension and berm projects on the north side and the 2018 trail and greenspace project on the south side are considerable improvements to the corridor. |
| Yankton's commercial development should be located within well-defined nodes or districts, each with a unique and complementary role.   | Policy            | Short          | CP | More to do / Commercial development continues to be located appropriately. New node development is occurring in Fox Run NW.  |

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| Potential neighborhood service nodes:<br>- Peninah Street and a proposed Northeast Connector, connecting 31 <sup>st</sup> Street with East Highway 50.     | Policy            | Long              | SP | The extension of the street grid is a focus whenever new plats are submitted for consideration. NE connector included.   |
| - The 21 <sup>st</sup> and West City Limits Road area, serving the West Growth Center and surrounding areas.   | Policy            | Medium            | NP | Will be market driven. Remains in the plan.  |
| - A mixed-use center relating to the New Riverfront growth center, at Deer Boulevard and Highway 52.   | Policy            | Short             | SP | Development has occurred in the area. Under County jurisdiction.   |
| The city should provide attractive sites for future industrial and business park development, placing special emphasis on airport development.             | Policy            | On-going          | CP | The City leads the state with 5 Certified Ready Sites identified by GOED. There are other. Airport development plans are in place and ready for market need.             |
| Comprehensive redevelopment of the riverfront incorporating residential, public, commercial and office uses.   | Action<br>Capital | Short &<br>Medium | CP | The Meridian District is experiencing a rebranding that includes mixed uses and large investment in public infrastructure. The market will dictate speed of development. |
| As growth occurs, a connected street network, providing options for movement around the city and providing transportation alternatives must be maintained. | Policy            | On-going          | CP | Trails and public transit have dramatically improved in the last 15 years.   |
| Maintenance of a comprehensive system of parks that become major civic spaces and resources and establish focuses for a growing city.                      | Policy            | On-going          | CP | Meridian Plaza, trails, dog park, new neighborhood parks.  |
| Develop links that connect parks to one another, to neighborhoods, and to major community activity centers.  | Capital           | On-going          | CP | Trail improvements and Active Transportation Plan. Trail link to NFAA.   |

| <b>Mobility for All</b>   | <b>Type</b> | <b>Schedule</b> | <b>Progress</b> | <b>Notes</b>   |
|---|-------------|-----------------|-----------------|--|
| Expanded Arterial System:<br>- A northeast arterial to link Highway 50 and 31 <sup>st</sup> Street south of the airport.        | Capital     | Long            | SP              | Very minimal progress. O&D Study does not support yet.   |
| - Extension of 15 <sup>th</sup> Street for a continuous route between Ferdig Avenue and Summit Street.                          | Capital     | Medium          | CP              | 15 <sup>th</sup> is completed between these two locations. West to WCLR has also seen some progress.               |
| - A midtown connector to connect East 8 <sup>th</sup> Street with West 10 <sup>th</sup> Street.                                 | Capital     | Medium          | NP              | Subsequent plans determined this is not the most cost effective solution. There are alternate routes to invest in. |
| - Widening of Highway 52 west to Gavins Point.  | Policy      | Medium          | C               | SDDOT Completed and in service.  |
| - A west parkway on the half-section between West City Limits and Deer Boulevard as a central spine for the West Growth Center. | Capital     | Long            | NP              | The market has preferred development in other locations to date.   |

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| Secondary Collector System:   |         |        |    |  |  |
|---|---------|--------|----|--|--|
| - Development of land in the Willow Ridge area should include an east-west collector along the approximate line of 27 <sup>th</sup> Street between Peninah and Douglas. | Capital | Medium | CP | Considerable progress as Willow Ridge and Ridgeway North develops. 29 <sup>th</sup> Street has become the collector alignment. |  |
| - Extension of Fox Run Parkway north to 31 <sup>st</sup> Street.  | Capital | Medium | C  | Completed. Plans adjusted to accommodate the Wal-Mart development.   |  |
| - Development of Highway 50 East service roads.   | Capital | Short  | NP | Change in philosophy away from service roads to the current access management program and utilization of intersecting streets. |  |
| - Subdivision design west of West City Limits Road should develop and preserve the 15 <sup>th</sup> , 17 <sup>th</sup> , and 19 <sup>th</sup> Street corridors.         | Capital | Long   | SP | Construction in progress.  |  |
| - Development of the Riverfront should include a collector and parkway network linking Deer Boulevard and West City Limits Road.  | Capital | Short  | NP | The market has preferred development in other locations to date.   |  |

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| As key streets are developed or upgraded, the design features that mark civic streets should be incorporated into their design. | Policy<br>Capital | On-going | CP | New streetscape design incorporate a sense of neighborhood and multi-modal considerations.   |
| Yankton's pedestrian system should include:   |                   |          |    |  |
| <i>Off-Street Trails</i>  |                   |          |    |  |
| - The Auld-Brokaw Trail   | Done              |          |    |  |
| - The Arboretum Loop Trail  | Done              |          |    |  |
| - The Riverside Trail   | Capital           | Short    | CP | Riverside Park but not W. of WCLR  |
| - Highway52/Lewis and Clark Trail   | Done              |          |    |  |
| - A North Loop Trail, following 31 <sup>st</sup> Street and the Northeast Arterial.   | Capital           | Long     | NP | Not supported by O&D Analysis  |
| - The James River Trail   | Capital           | Long     | CP | Primitive trail available for upgrades   |
| <i>On-Street Trails:</i>  |                   |          |    |  |
| - 31 <sup>st</sup> Street and Northeast Arterial  | Capital           | ?        | NP | Market drive and O&D driven  |
| - Fox Run Parkway   | Capital           | ?        | CP | Available / not marked   |
| - Portions of Broadway  | Capital           | Medium   | CP | Available / not marked ATP trail will replace.   |
| - Trails along the West Parkway and 17 <sup>th</sup> Street Parkway to the Arboretum.   | Capital           | Long     | CP | The private market has changed plans. Alternatives in place or planned.                      |
| - West City Limits Road <i>Share-the-Road</i> segments and sidewalks  | Capital           | Medium   | CP | Under construction. TAP Trail WCLR and 31 <sup>st</sup> Street.                              |
| <i>Sidewalk Rehabilitation and Development:</i>   |                   |          |    |  |
| - An assessment of the condition of a "major sidewalk" system.  | Action            | Short    | SP | ATP establishes strategy for upgrades and replacements. Commission funded project over time. |
| - Development of a phased, annual program of sidewalk repairs funded by bond or general revenues.                               | Policy            | Short    | SP | ATP plan in place funded by YRT  |



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| Yankton should implement a comprehensive, community-wide directional graphics system that should include motorist, trail and bike route information. | Capital | Short    | CP | Directional graphics project completed in 2006. Other locations can be considered as the community develops.   |
| Investigation of ways to expand and enhance the city's public transportation system.   | Action  | On-going | CP | Yankton Transit operations have expanded. Governing rules and licensing for taxi cab companies have been adopted. Ride sharing program(s) are available. |

| <b>A Recreation Lifestyle</b>  | <b>Type</b>       | <b>Schedule</b>      | <b>Progress</b> | <b>Notes</b>   |
|--|-------------------|----------------------|-----------------|--|
| Continue to incorporate existing city parks into a linked system by extending rail corridors, greenways, and safe on-street bicycle and pedestrian routes to them.                             | Policy<br>Capital | On-going             | CP              | AB Trail, Community Garden Trail, upcoming Hwy 50 / WCLR Loop. Paddle Wheel Point Trail. |
| Develop new neighborhood and community park spaces as open space elements connected to one another and to major components of the existing system by trail corridors, parkways, and greenways. | Policy<br>Capital | On-going             | SP              | Several New Neighborhood Parks. Connection to other areas through ROW links.             |
| Development of new park facilities that provide new neighborhoods and residents with the same service standards currently in existence.  | Policy<br>Capital | On-going             | CP              | Substantial investments have been made adding equipment and facilities.                  |
| Development of additional community park facilities to address the geographic recreational needs of a growing population and to take advantage of additional opportunities.                    | Capital           | On-going<br>& Medium | CP              | Meridian Bridge, Boundless Play Area, Community Garden, Dog Park.                        |
| Establishment of a reliable and regular source of funding for parksite improvements.   | Policy            | Short                | NP              | Impact fees not considered   |
| Development of a priority system for funding of parksite improvements.   | Policy            | Short                | CP              | Long range parks planning.   |
| Complete a trailhead and visitors center/community entrance at East Cornerstone.   | Capital           | Short                | C               | Chamber and Paddle Wheel Point trail head.   |
| Install trail directional and informational graphics system along the Auld-Brokaw Trail.   | Capital           | Short                | SP              | Directional Graphics installed and continued expansion                                   |
| Installation of clear crosswalk striping at grade-level street crossings and yellow land division markings at sharp curves in the trail.   | Capital           | Short                | SP              | Crossing marking improvements, some curve notice indicators.                             |
| Improve access to the trail for disabled people.   | Capital           | Medium               | CP              | Pavement on AB Trail. Areas that still need improvements.                                |

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| A trail alignment should extend Riverside Trail westward through the Avera/Mount Marty campus linking with the Highway 52 Trail.   | Capital | Medium | NP | Private Landowner  |
| Development of a North Loop Trail  | Capital | Long   | NP | Dependent on the truck relief route.   |
| Development of a roadside trail along West City Limits Road as a substitute for a sidewalk that would be required on the west side of the road for adjacent development. | Capital | Medium | CP | Westbrook. New trail link planned in 2019.   |
| Development of West Parkway as a multi-use corridor, including trail development between West 11 <sup>th</sup> Street and 31 <sup>st</sup> Street.                       | Capital | Long   | SP | Market does not support original concept yet. A trail system parkway, community garden and Dog Park have been developed. |
| Construction of a James River Trail along abandoned railroad right-of-way to connect Yankton with the James River.   | Capital | Long   | SP | Maintained as a primitive trail.   |
| Incorporation of special environmental features into the city's open space system.   | Policy  | Medium | SP | Wetlands, native grasses.  |
| Yankton should help convene a three-state partnership that works to preserve the viability of Lewis and Clark Lake.  | Action  | Short  | SP | Member of Missouri River Sedimentation Coalition.  |

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| A riverfront enhancement program should include:<br>- Continued development of the Paddle Wheel Point nature area.   | Capital           | Short                | C  | Trial installed. Programming effort.                                       |
| - Repair and maintenance of Riverside Park.  | Capital           | On-going             | CP | New Picnic Shelters, play area, bank stabilization, ballfield improvements |
| -Facilitate center city riverfront development.  | Action            | On-going             | SP | New direction with Design SD and Meridian Dist.                            |
| -Maintaining public access to the river with the establishment of a West Riverside Park between a riverfront drive and riverbank.                            | Policy<br>Capital | On-going<br>& Medium | SP | Bank sloping and boat ramp area improvements                               |
| Implementation of a park finance system that assesses new development for a park acquisition and development cost, base on quantifiable impacts and demands. | Policy            | Short                | NP | Impact fees have not been implemented.                                     |

| <b>Public Services</b>  | <b>Type</b> | <b>Schedule</b> | <b>Progress</b> | <b>Notes</b>  |
|---|-------------|-----------------|-----------------|---|
| <b>Public Facility Priorities:</b>  |             |                 |                 |   |
| - Expansion of the Safety Center to provide additional room for the police department and to address life safety issues.                                    | Capital     | Medium          | C               | Expansion completed. PD configuration still needs attention.  |
| - Replace municipal pool.   | Capital     | Short           | NP              | Technically no progress because construction has not occurred. Substantial progress in project development. |
| -Replace main runway at Chan Gurney Airport.  | Capital     | Short           | C               | Total main runway reconstruction / expansion completed.   |
| - Expansion of the Fire Department to provide needed space at City Hall. This should be done in coordination with a facility needs assessment of City Hall. | Capital     | Medium          | C               | North fire station constructed. City Hall needs assessment completed.                                       |
| - Remove of the Parks Shop from Riverside Park to a more appropriate location that provides additional space.   | Capital     | Short           | C               | Old park shop demolished. Parks moved to former YSD admin building / bus barn.                              |
| - Complete expansion plans of the Public Works Shop with possible inclusion of the Parks Department.  | Capital     | Short           | C               | Plans changed. Park shop located elsewhere. Public works expanded on-site.                                  |

| Infrastructure Priorities:   |        |    |  |   |
|--|--------|----|--|---|
| - Complete Phase III at the Sanitary Sewer Treatment Plant.                                    | Short  | C  |  | Preparing for another major project in the next 10 years.           |
| - Complete comprehensive drainage study for the city.  | Short  | CP |  | Occurring incrementally. Created drainage manual / standards.       |
| - Close Plant I and expand Plant II for increase performance and capacity for water treatment. | Medium | CP |  | New water plant under construction. Plant I will be decommissioned. |

| <b>Housing Yankton</b>  | <b>Type</b>   | <b>Schedule</b> | <b>Progress</b> | <b>Notes</b>  |
|---|---------------|-----------------|-----------------|---|
| Create a housing partnership, organized to develop affordable housing.  | Policy Action | Short           | CP              | YAPG Workforce Housing. Yankton Heights income based housing.   |
| Construction of additional independent living residential developments for seniors.                             | Policy        | On-going        | SP              | Walnut Village. Avera Majestic Bluffs and Pine Lane Phase II  |
| Development of a neighborhood conservation program, including an aggressive residential rehabilitation program. | Policy        | Short           | SP              | Although not a conservation program, additional investment in nuisance abatement programs have had a positive impact on marginal properties.  |
| New growth areas should include a variety of housing types.   | Policy        | On-going        | CP              | Almost all of the new or expanding subdivisions include a variety of housing types.   |
| Development of housing in downtown and in the central riverfront district.                                      | Policy        | On-going        | SP              | Conversion of second floors to housing continues and plans developed as a part of the Design South Dakota and Meridian District efforts include housing as an important element in the downtown's future. |

| <b>The Visual City</b>   | <b>Type</b> | <b>Schedule</b> | <b>Progress</b> | <b>Notes</b>   |
|--|-------------|-----------------|-----------------|--|
| Development of programs to enhance the physical appearance of the city's major crossroads highways, along with their associated community entrances. | Capital     | Short           | CP              | Entryway features, directional graphics, E. Hwy 50 corridor improvements, 4 <sup>th</sup> and Broadway Improvements.   |
| Development of detailed, consistent, cohesive guidelines for the design and development of residential, commercial and industrial properties.        | Policy      | Short           | SP              | The market does not appear ready to support architectural codes. We work with individual developers to help them understand the importance of aesthetics. The provisions of the new sign ordinance have dramatically improved the viewscape of the traveling public. |
| Continuation of downtown improvements designed to increase the degree of safety and comfort it provides to users.                                    | Capital     | Short           | CP              | Installation of accessibility ramps. The Walnut Street / 2nd Street project and the Meridian Plaza all increase safety.  |
| Enhancement of the physical environment of the city's "community streets".   | Capital     | On-going        | CP              | Large investments have been made to improve infrastructure and viewscape.  |
| Implementation of a program to increase awareness and maintain the integrity of established neighborhoods.   | Policy      | Short           | NP              | The Historic District is managed according to applicable codes. Other neighborhoods may include covenants specific to the owner's wishes. There are no awareness programs.   |

| <b>A Center On The River</b>  | <b>Type</b> | <b>Schedule</b> | <b>Progress</b> | <b>Notes</b>  |
|---|-------------|-----------------|-----------------|---|
| Implementation of a plan to take advantage of the central riverfront's potential as a center for investment, living, employment and recreation. | Policy      | On-going        | CP              | Much has been done and much more needs to be done. Large investments in area infrastructure and parks have helped lay the groundwork for future private investments. There are many plans for both private and public improvements in the area. |
| Improvements to Riverside Park include:   |             |                 |                 |   |
| - Relocation of the parks maintenance facility.   | Capital     | Short           | C               | Moved to Ferdig Ave.  |
| - Expansion of the park to 2 <sup>nd</sup> Street between Pearl and Mulberry Streets.   | Capital     | Medium          | NP              | The ongoing private occupancy of the location continues.  |
| - A 3 <sup>rd</sup> Street park entrance and pond.  | Capital     | Medium          | NP              | Area plans have evolved away from this type of improvement. The focus has become more directed toward improvements near the Meridian Bridge since it became a pedestrian facility.  |
| - Trail connection  | Capital     | Short           | CP              | Riverside Park has been connected to the trail in multiple locations as a result of trail and park infrastructure improvement projects.   |
| - Historic interpretation.  | Capital     | Short           | SP              | The historic nature of Riverside Park is kept in mind during the development of all projects.   |



| <b>A Center On The River</b>   | <b>Type</b> | <b>Schedule</b> | <b>Progress</b> | <b>Notes</b>  |
|--|-------------|-----------------|-----------------|---|
| Development of a hotel and conference center along Riverside Drive.  | Action      | Medium          | NP              | Many plans have been discussed but there is currently not a commitment for a facility in the area at this time.   |
| Development of a stronger downtown organizational structure to manage and promote the commercial district. | Action      | Short           | CP              | The Meridian District has developed an identity and has made great strides in developing an organizational structure that will last.                                    |
| Increase housing opportunities within the downtown district.   | Action      | Short           | SP              | Some additional housing has been added. All future plans recognize the need and benefits of downtown living spaces.   |
| Continuation of the city's current program of incremental streetscape improvements.                        | Capital     | On-going        | CP              | Multiple substantial projects have been constructed since 2003. The current Walnut Street project is the next step in the ongoing process downtown public improvements. |