CHAPTER ONE

A PROFILE OF YANKTON

This chapter examines important demographic and regional trends that will affect Yankton as it plans for its future. This analysis will examine the community's population and demographic dynamics, including an examination of the city's future population composition. In addition, it will analyze important regional issues that will affect the quality of the city's environment.

DEMOGRAPHIC CHARACTERISTICS

Population History and Characteristics

Population characteristics help to explain the condition of a community. This discussion will present important changes in the characteristics and dynamics of Yankton's population. Table 1-1 exhibits its historic population growth in Yankton, compared to other regional cities.

Yankton's early settlement coincided with the migration of traders and early settlers along the Missouri River Valley during the mid to late 1800's. Its location within the Missouri River Valley provided excellent farmland and a natural transportation route. Yankton has been able to sustain steady population growth over the past forty years. This growth occurred through the 1980's when cities like Mitchell and Vermillion both experienced small population declines. In fact, the last time Yankton experienced a population decline was in 1910.

- *Yankton's population grew at a faster rate than the county during the 1960's and 1970's.* This trend has slowly reversed over the years and by the 1990's the total increase within the county was greater than that within the City of Yankton.

- *The percentage of population within Yankton County outside the City of Yankton steadily decreased until the 1990's when this trend reversed.* In 1960 47% of the Yankton's population lived outside the City of Yankton and reached a low of 34% in 1990. During the 1990's this trend began to reverse climbing back up to 38% in 2000. This was supported by a significant amount of development around the lake.

Population Dynamics and Migration

- *During the 1990's Yankton grew by only 6%.* This increase was equal to that in Mitchell and greater than Vermillion but was less than all the other remaining communities within Table 1.1.
Population change in a town is explained by three basic factors:

- *A comparison of births and deaths*. If more people are born in a community than die, the population of the town will increase. Therefore, a city with more population in younger age groups (particularly with people in childbearing or family formation years) will tend to grow.

- *Migration patterns*. During any period in a city's life, people move in and out. If more people come to the city than leave, its population will tend to increase. A community that is building new housing may experience significant in-migration, some of which are residents new to the region, while others are relocating from surrounding rural communities.

- *Annexation*. Annexation of large residential populations increases a community's population.

In order to assess the dynamics of Yankton's population during the 1990s, the city's expected population based solely on natural population change is calculated and compared with the actual outcome of the 2000 census.

Calculations in Table 1.2 are based on the following assumptions:

- Use of a cohort-survival method to develop predictions. A "cohort" is a group of people of a certain age range who are evaluated as a unit as they age together. Thus, the "cohort" of people

TABLE 1.1: Population Change: Yankton and Communties

	1960	1970	1980	1990	2000	% Change 1960-1980	% Change 1980-2000	% Change 1990-2000
Yankton	9,279	11,919	12,011	12,703	13,528	29%	13%	6%
Yankton County	17,551	19,039	18,952	19,252	21,652	8%	14%	12%
Sioux Falls	65,466	72,488	81,182	100,814	123,975	24%	53%	23%
Mitchell	12,555	13,425	13,916	13,798	14,558	11%	5%	6%
Vermillion	6,102	9,128	10,136	10,034	9,765	66%	-4%	-3%
North Sioux City	736	860	1,992	2,019	2,288	171%	15%	13%
Norfolk	13,640	16,607	19,449	21,476	23,516	43%	21%	9%

Source: U.S. Bureau of the Census

between age 35 and 39 in 1990 will be counted in the range from 45 to 49 in 2000. This method "ages" a five-year age range of people by computing how many of them will survive into the next five-year period. The cohort survival rates used in this model were developed by the U.S. Bureau of the Census.

- Birth rates in the region tend to be in the range of 15 per 1,000 residents. However, overall birth rates are related to numbers of people in various age groups of the population.

The analysis in Table 1.2 would indicate:

- *Yankton's population increased at a more rapid rate than expected during the 1990's.* Natural population change would have predicted a 2000 population of 13,024 or 2.5% over the 1990 population. The city's actual 2000 population of 13,528 was an increase of 6.5% over the 1990 population. This would indicate a slight in-migration during the 1990's.

- *Yankton's male population grew at a significantly faster rate thn predicted.* Much of this increase occurred among those living in group quarters which increased by a total of 389 persons. Over 40% of Yankton's population increase occurred among those living in dorms, nursing homes and in the prison. This population will have a negligible effect on Yankton's future population, specifically the city's future housing demand. The effect of the increased prison population is also seen in a male/female comparison. The total male population increased by 603 persons while the total female population increased by only 222. However, those living within group quarters is still less than 10% of the total population as compared to Vermillion, with a large student population, that has over 16% of its total population living in group quarters.

Further analysis examines the age groups that accounted for the largest share of the city's population change during the 1990's. This helps to predict what the city's population may look like if current trends continue into the future. In addition, it helps determine the types of services and investments that will be most important for the city during the current planning period.

Table 1.3 compares predicted and actual population change for each age group in the city. The predicted population projects how many people would be in each age group in 2000 if the city had experienced neither migration nor population increases caused by annexation. The variance percentage shows how well this prediction agrees with reality – whether people in a given age group tended to move into or out of Yankton.

TABLE 1.2: Predicted and Actual Population Change, 1990-2000

	1990	2000	Change	%
Predicted Population (based on survival and birth rates)	12,703	13,024	321	2.5%
Actual Population	12,703	13,528	825	6.5%
Predicted Female Population	6,675	6,758	83	1.2%
Actual Female Population	6,675	6,897	222	3.3%
Predicted Male Population	6,028	6,266	238	3.9%
Actual Male Population	6,028	6,631	603	10.0%

Source: U.S. Bureau of the Census, RDG Crose Gardner Shukert, 2002

- Yankton experienced an in-migration among the college age cohort during the 1990s. The actual 2000 population indicated an in-migration of 96 residents between the ages of 20 and 24 years old. Most communities experience an out-migration of this population. However, Mount Marty College is able to attract a number of students within this cohort.

TABLE 1.3: Predicted and Actual Age Cohort Change, All Residents, 1990-2000

Age Group	1990 Actual	2000 predicted	2000 Actual	(Actual-Predicted)	% variance: Actual/ Predicted
Under 5	895	784	815	31	4.0%
5-9	984	840	901	61	7.3%
10-14	846	893	880	-13	-1.4%
15-19	819	981	965	-16	-1.6%
20-24	948	841	937	96	11.5%
25-29	988	812	875	63	7.7%
30-34	1,117	940	851	-89	-9.4%
35-39	970	978	1,009	31	3.1%
40-44	784	1,103	1,081	-22	-2.0%
45-49	667	953	988	35	3.7%
50-54	544	761	780	19	2.4%
55-59	473	635	619	-16	-2.5%
60-64	549	502	503	1	0.3
65-69	547	417	457	40	9.7%
70-74	479	451	552	101	22.3%
75-80	454	405	485	80	19.6%
80-84	322	306	398	92	30.2%
85+	317	423	432	9	2.0%
Total	12,703	13,024	13,528	504	3.9%

Sources: U.S. Bureau of the Census; National Center for Health Statistics; RDG Crose Gardner Shukert, 2000

- Yankton's in-migration among 25-29 year-olds occurred solely among males. Yankton experienced an in-migration of 63 persons who were 25-29 year olds, however closer examination reveals that this in-migration occurs solely among the male population. There were actually 52 fewer females than would have been predicted by natural population change. Some of this is likely due to an increase in the prison population.

-Adults in their thirties decreased by 58 persons over predicted estimates. The decrease in population among thirty year olds indicates that as young adults completed college and began careers they did not stay or return to Yankton. The reciprocal effect is usually a decrease in the number of children under the age of 10 but Yankton actually saw an increase in the number of children in those cohorts.

-Except for a small drop among those 55-59 years old Yankton was able to attract those over the age of 45. This would indicate that those in their 40's and 50's were finding housing and jobs that met their income needs while those in retirement age cohorts were finding the services that they were looking for in the city.

Table 1.4 illustrates changes in age distribution for Yankton.

- The median age of Yankton's population increased during the 1990's, from 33.9 in 1990 to 37.6 in 2000.

TABLE 1.4: Age Composition as Percent of Total Population, 1990-2000

Age Group	1990 Pop	2000 Pop	Change 1990-2000	% of Total 1990	% of Total 2000
Under 5	895	815	-80	7%	6%
5-9	984	901	-83	8%	7%
10-14	846	880	34	7%	7%
15-19	819	965	146	6%	7%
20-24	948	937	-11	7%	7%
25-29	988	875	-113	8%	6%
30-34	1,117	851	-266	9%	6%
35-39	970	1,009	39	8%	7%
40-44	784	1,081	297	6%	8%
45-49	667	988	321	5%	7%
50-54	544	780	236	4%	6%
55-59	473	619	146	4%	5%
60-64	549	503	-46	4%	4%
65-69	547	457	-90	4%	3%
70-74	479	552	73	4%	4%
75-80	454	485	31	4%	4%
80-84	322	398	76	3%	3%
85+	317	432	115	2%	3%
Median	33.9	37.6			

Sources: U.S. Bureau of the Census; National Center for Health Statistics; RDG Crose Gardner Shukert, 2000

This rise is attributable to a decline in the number of young adults and an increase among those over the age of 45. Adults ages 25-34 made up the greatest proportional decline within the total population, accounting for 12% of all residents in 2000, compared to 17% in 1990. At the same time Yankton's population between 40 and 59 increased by 40% during the 1990s. This shift was supported by an in-migration but also the movement of the baby boom population into these cohorts.

Like many communities across South Dakota, Yankton lost young adults to attend college and begin careers. Attracting these residents back to the city was a major issue identified by the community and necessary to facilitate continued population growth.

In summary, Yankton's age distribution indicates:

- Yankton continues to attract older adults through its health services and housing options.

- Yankton has been unable to attract young adults back to the city after attending college or establishing careers.

- Yankton's young adult population has been somewhat influenced by the prison system, a population that is unlikely to figure into the future population growth of the city.

Population Projections

Projecting the future size and makeup of Yankton's population helps predict the future demographic character of the town. This is critically important for the city's planning and policy decisions regarding future investments and growth.

Future population for Yankton is forecast by:

- Basing population forecasts on 1990 Census statistics for age distribution. As before, the cohort survival method is used to project population, utilizing birth and death rates developed by the Bureau of the Census and the National Center for Health Statistics.

- A migration model has been utilized to demonstrate what likely occurred during the 1990's. Table 1.5 displays this model with a base (0%) population forecast and a +4% migration scenario, similar to what actually occurred during the 1990's. The table also displays a second method for predicting Yankton's future population through an annual growth rate of 0.6%, again similar to what actually occurred during the 1990's.

The experience of the 1990's indicates that Yankton was unable to attract young adults in their thirties to the city but was able to attract residents over the age of 45. If the city provides opportunities for economic growth, desirable residential sites, and high quality education and medical support services, it should be able to attract additional young adults and sustain those transitioning from middle age to retirement. Because the community has set a goal to attract additional young adults the more aggressive 0.6% annual growth rate will be utilized for planning purposes. This means a 2010 population of 14,362 and a 2020 population of 15,247.

Potential growth in Yankton could exceed present trends. Yankton may grow well beyond these projections because of its environment, the amenity of its "small town" qualities, and the reputation of the community as a center for learning and culture. The continued development of the lake area to the west and industrial development to the east of the city may produce additional employment opportunities. Under such an alternative future development scenario, the city's future population growth could accelerate. The Yankton Plan land use concept accommodates this potential by designating growth centers in the west, southwest and east parts of the city that can be developed following traditional town-building principles to meet future growth demands.

Table 1.5: Population Projections

	2000	2005	2010	2015	2020
0% migration	13,528	13,484	13,522	13,596	13,652
4% migration	13,528	13,751	14,063	14,419	14,765
0.6% Annual Growth	**13,528**	**13,939**	**14,362**	**14,798**	**15,247**

Source: U.S. Bureau of the Census; RDG Crose Gardner Shukert, 2002

Economic Characteristics

Employment

Yankton's economy is based on local employment opportunities within the sales, office and management occupations. In 2000 most residents worked within the city, or at sites just outside the city with a mean travel time to work of 12.5 minutes. This section examines various economic characteristics and dynamics of Yankton's population. Table 1.6 is a review of the city and county's occupational make-up in 2000.

- Yankton city and county residents are more likely to be employed in sales and office occupations. The educational, health and social services offered within the community play a significant role in the employment make-up of the city. These same industries also play a significant role in the higher percentage of residents employed in management and professional occupations.

Table 1.6: Employment by Occupation, 2000

	City of Yankton		Yankton County	
	2000	**%**	**2000**	**%**
Total Employed	6,749	100.0%	10,800	100%
Management & Professional	1,851	27.4%	3,130	29.0%
Service Occupations	1,272	18.8%	1,857	17.2%
Sales	1,992	29.5%	2,951	27.3%
Farming, Fishing & Forestry	32	0.5%	78	0.7%
Construction & Maintenance	462	6.8%	791	7.3%
Production & Transportation	1140	16.9%	1,993	18.5%

Source: U.S. Bureau of the Census

- Yankton residents are least likely to be employed in construction and farming occupations. Despite the agricultural base of the county or the influence of Lewis and Clark Lake few city or county residents are employed in these occupations.

Income

Table 1.7 displays 2000 income distributions for Yankton, Yankton County, and South Dakota.

- In comparison to other areas, Yankton contains a larger number of lower income residents.

In 2000, Yankton's median income was estimated at $31.843, which is lower than the county and the state as a whole. The largest percentage of Yankton's households earn between $15,000 and $24,999, while the largest percentage of county households earn between $35,000 and $49,999.

- Yankton has fewer households in the highest income brackets as compared to the county and state as a whole.

- Over 20% of Yankton's households earn less than 50% of the state's median income.

Yankton's income distribution and employment characteristics suggest that many of the professional and managerial workers earning higher incomes live outside the city limits. Future residential development should attract these higher income earners back into the city while providing affordable housing opportunities for the significant number of households earning below the statewide median. Economic development efforts should be concentrated on continuing to attract professional and managerial sector but also drawing in additional jobs in the manufacturing and service sectors.

Table1.7: Income Distribution for Households by Percentage

	Under $10,000	$10,000-14,999	$15,000-24,999	$25,000-34,999	$35,000-49,999	$50,000-74,999	Over $75,000	2000 Median Income
Yankton	11.5	8.3	19.6	14.0	18.1	18.0	10.5	$31,843
Yankton County	10.0	7.5	17.3	14.5	20.6	19.0	11.0	$35,374
South Dakota	10.6	7.7	16.1	15.1	19.0	18.5	12.8	$35,282

Source: U.S. Bureau of the Census

CHAPTER TWO

GROWTH AND LAND USE

AN ASSESSMENT OF LAND USE NEEDS AND POLICIES

Yankton should provide quality areas to accommodate future growth. Growth should be managed and directed to areas that will strengthen and unite the community.

Yankton's ability to grow and evolve is vital to its future. Overall city policy should encourage quality growth and assure that adequate land is available to accommodate anticipated development. During the last forty years, the city has grown at a steady rate, encouraged by community quality, city policy, good transportation connections, and the strong recreational and environmental asset of Lewis and Clark Lake. New residential development has generally expanded to the north and west of the base of the traditional town, while commercial growth has tended to extend north along Broadway. Although not within Yankton's city limits, lake-related residential development generally along the Highway 52 corridor is also a significant part of the area's development picture. During the last forty years, physical expansion has been accompanied by moderate population growth. These historic trends suggest that steady, moderate growth will continue to occur during the time horizon of this plan.

This section of the Yankton Plan considers growth and land to accommodate development projections for the next twenty years. It places these needs within the context of a development concept with implementing policies, to assure that growth is managed and works to the long term benefit of the city. Market trends will create demands for new housing in Yankton and the surrounding area, and in some cases, existing housing stock will leave the city's inventory through both public action and private development. New population and changing trends will also generate demand for new or changing commercial development, while economic development efforts will result in demand for new employment areas with changing needs. This chapter will quantify

these demands, establishing the basic program for growth in Yankton during the next twenty years.

At the same time, Yankton has the ability to shape rather than merely respond to these growth demands. Development should not occur randomly, and its past management has contributed to the quality of the city. Such features from different periods like the divided boulevard of Douglas Avenue, the Mulberry Street Residential Historic District, the public riverfront, neighborhoods overlooking the river valley, the historic downtown district, and, more recently, Hillcrest Golf Course, Summit Activities Center, Willow Ridge, Fox Run, and the Auld-Brokaw Trail all add special distinction to Yankton. The continued quality of the city is important to future marketing and expansion efforts, and new development can help define that quality. Thus, growth should be directed to and encouraged in areas that meet such crucial objectives as the building of a unified city. New growth centers should be part of a coordinated policy leading to a stronger community.

This section presents a strategy to guide the city's growth over the next two decades. This strategy is based on the premise that new growth is critical to Yankton's success as a community and that physical expansion of the city's infrastructure, public facilities, and community services should be designed to serve growth efficiently.

GOALS

This chapter considers existing land use characteristics in Yankton and projects the amount of additional land that will be needed to achieve the target population of over 15,000 within twenty years. It also identifies the growth areas that will experience significant development during the next twenty years. In considering land use needs, Yankton should:

- **Direct growth to areas that can be efficiently served by infrastructure and utilities.**

- **Assure that new development creates the greatest advantages for maintaining and enhancing the character of the city.**

- **Encourage the conservation of the existing neighborhoods and housing supply.**

LAND USE ANALYSIS

This section describes land use characteristics and trends that will help determine the amount of land needed to accommodate future development in Yankton. In addition, it will project the community's probable housing demand and residential land requirements for the next twenty years.

EXISTING LAND USE

The Existing Land Use Map and Table 2.1 summarize current land uses in Yankton based on a 2002 field survey. In addition to providing acreage and percentage distributions by general land use categories, the surveys provide detailed information on specific uses. Table 2.2 compares land use in Yankton with comparable non-metropolitan communities in Iowa and Nebraska. These comparisons include Ogallala, Beatrice and Norfolk Nebraska and Ottumwa, Iowa. Although Ogallala is considerably smaller than Yankton, it is also located near a major multi-use lake (Lake McConaughy) that generates significant development demand outside of the city limits. Beatrice, Nebraska is about the same size as Yankton and is located about the same distance as Yankton from a major metropolitan center (Lincoln, Nebraska). Ottumwa is a little larger but a community with a strong river history. Finally, Norfolk's nearness to Yankton provides a more regional comparison. A comparison of Yankton's land use distribution with that of other communities offers additional insights into the city's growth patterns and its functional specializations.

Residential Uses

Residential uses make up the second most pervasive land use within the city of Yankton. Residential uses take up the most land area in most communities; however, Yankton devotes an unusually large amount of land to civic (public and nonprofit) uses. Most Yankton's residential land is in single-family development. Multi-family and duplex developments account for 8% of the residential land in the city, mostly located in the newer parts of the city north of 10th Street. Mobile homes and residential estates make up the smallest proportion of residential land within the city. However, these uses are more significant in the region around Yankton, and have a strong orientation to Lewis and Clark Lake. Very low-density residential development in the vicinity of Yankton uses almost as much land as urban residential development within the corporate limits, yet accommodates a far smaller population.

Compared to other communities Yankton maintains a relatively compact residential development pattern. Compactness is measured by number of acres of residential land per 100 people. Our experience indicates that communities with less than 8 acres per 100 people display relatively compact, efficient development patterns; communities between 8 and 10 acres per 100 fall within a middle range, while cities over 10 acres per 100 people are relatively dispersed. At 7.5 acres, Yankton rates as a compact town, rather similar to neighboring Norfolk. This relative land efficiency is generated by a compact city grid, contiguous development patterns, and relatively few geographic obstacles to development within the current corporate limits. External constraints, such as the Missouri River on the south and flood-prone and poorly drained areas on the east, also tend to encourage compact, contiguous development.

Table 2.1: Yankton's Land Use Distribution, 2002

	City of Yankton		Zoning Jurisdiction	
Land Use Category	Acres	% Of Developed Land	Acres	% Of Developed Land
Residential	**1,014.88**	**25.3%**	**781.11**	**59.8%**
Rural Residential	39.69	1.0%	672.49	51.5%
Single-Family	854.40	21.3%	8.81	0.7%
Duplex	22.17	0.6%		0.0%
Multi-Family	60.19	1.5%		0.0%
Mobile Home	38.43	1.0%	99.81	7.6%
Commercial	**247.47**	**6.2%**	**63.39**	**4.9%**
Office	37.13	0.9%		0.0%
Downtown	20.14	0.5%		0.0%
Retail and General Commercial	171.89	4.3%	45.61	3.5%
Auto Services	18.31	0.5%	17.78	1.4%
Industrial	**286.16**	**7.1%**	**85.88**	**6.6%**
General Industrial	219.48	5.5%	36.64	2.8%
Warehousing	38.69	1.0%	43.28	3.3%
Salvage	6.73	0.2%	5.96	0.5%
Ag Industrial	21.26	0.5%		0.0%
Civic	**1,741.73**	**43.5%**	**375.87**	**28.8%**
School	146.32	3.7%		0.0%
Public Facilities and Utilities	15.28	0.4%	3.88	0.3%
Other Civic Uses	1,017.32	25.4%	371.99	28.5%
Parks and Rec.	562.81	14.0%		0.0%
Transportation	715.96	17.9%		0.0%
Total Developed Land	**4,006.20**	**100.0%**	**1,306.25**	**100.0%**
Agriculture and Open Space	844.64			
Vacant Urban Land	96.83		1.96	
Total Area	**4,947.67**		**1,308.21**	

Source: RDG Crose Gardner Shukert, 2002

Yankton's traditional residential core generally is contained by Burleigh Street, 15th Street, Summit Street, and the Riverfront, although some newer development occurs within this perimeter. Older, small-lot development also continues along the Broadway corridor as far north as 21st Street. In Yankton and comparable communities, substantial development occurred from the end of World War II through about 1980, and is evidenced by larger average lot sizes and more curvilinear or irregular street patterns. This development occurred to the north and east of the established town, and filled in areas to the west, to Summit Street. Contemporary residential development has occurred in the northeast sector, north of 21st and east of Douglas Avenue; on the west edge of the city, bounded by West City Limits Road; and in the extreme northwest part of the community in the Fox Run area. Hillcrest, Fox Run and Willow Ridge are recent residential developments, Hillcrest and Fox Run are both strongly related to golf courses.

Commercial Uses

About 6.2% of Yankton's developed land is found in commercial and office developments. Most of this development occurs within the downtown and along the Broadway (Highway 81) and 4th Street (Highway 50) corridors. Yankton's historic downtown developed near the river, and is generally focused between 2nd, 4th, Douglas, and Broadway. While 3rd Street is the district's principal spine, its relatively rectangular shape and commercial orientation to north-south streets keeps overall walking distances manageable and has contributed to the long-term viability of the area.

US Highway 81 or Broadway emerged as Yankton's major north-south trafficway, linked as the Meridian Highway through the center of the nation, although the Missouri River crossing at the historic Meridian Bridge is offset two blocks to the east. Because of its regional role, Broadway emerged as Yankton's primary auto-oriented commercial corridor. A "strip" pattern of commercial development extending ½ block east and west of the road pervades north of 8th Street to 21st Street. This pattern of shallow commercial frontages is typical of early post-war development. From 21st Street north, commercial depth increases substantially. This area includes larger strip centers, Yankton Mall, the Hy-Vee development, and a variety of retail, service, and hospitality uses, and has experienced some recent redevelopment.

Other commercial settings include:

- *The East Highway 50 corridor.* Highway 50 east of Burleigh Street is primarily an industrial and service corridor, but includes substantial commercial uses. These including lodging and hospital-

ity, equipment sales, automobile-oriented development, and some office uses.

- *Fourth Street.* Highway 50 through the city becomes 4th Street between Burleigh and Summit Streets and acts as the north edge of the city center. The street also accommodates commercial and office development along this segment, mixed with older residential areas.

- *8th Street/Highway 52.* Eighth Street becomes Highway 52 west of Summit Street and serves as the primary link between Yankton and the lake. Between Summit and West City Limits Road, are commercial and office uses that are related to the adjacent Avera hospital complex and Mount Marty College. West of City Limits Road, the corridor accommodates lake-related commercial development and services.

Table 2.2: Comparative Land Use: Yankton and Other Communities

	% of Developed Area				
	Yankton 2002	Ogallala 2001	Beatrice 2000	Ottumwa 2000	Norfolk 1999
Residential	**25%**	27%	34%	44%	40%
Commercial	**6%**	7%	5%	5%	10%
Industrial	**7%**	6%	5%	6%	4%
Civic	**29%**	11%	23%	9%	10%
Parks/Rec	**14%**	4%	6%	12%	8%
Transportation	**18%**	46%	26%	25%	28%
Total Developed Area	**100%**	100%	100%	100%	100%
	Acres per 100 People				
	Yankton 2002	Ogallala 2001	Beatrice 2000	Ottumwa 2000	Norfolk 1999
Residential	**7.50**	10.57	9.21	11.01	7.64
Commercial	**1.83**	2.85	1.38	1.24	1.79
Industrial	**2.12**	2.26	1.42	1.41	0.73
Civic	**8.71**	4.18	6.21	2.24	1.85
Parks/Rec	**4.16**	1.75	1.71	2.87	1.53
Transportation	**5.29**	18.03	7.07	6.31	5.34
Total Developed Area	**29.61**	39.64	27.00	25.23	18.88

Sources: The Ogallala Plan, 2002; The Beatrice Plan, 2001; The Ottumwa Plan, 2001; The Norfolk Plan, 2001; RDG Crose Gardner Shukert, 2002.

Commercial area per 100 people can provide a rough measure of the adequacy and extent of retail development in a community. In our experience, a non-metropolitan city with a healthy commercial market will display between 1.5 and 2.0 acres of commercial use per 100 residents. This factor may drop for cities with exceptionally strong downtown districts or for historic towns with a large amount of compact, pedestrian-oriented retailing. At 1.83 acres per 100 people, Yankton fits squarely within this range and is comparable to Norfolk, a major retail regional center.

Industrial Uses

Yankton has significant industrial areas both in and out of its corporate limits. Substantial industrial use, as well as agricultural uses with industrial impact, developed along the East Highway 50 corridor east of the Burleigh Street intersection. This growth is influenced by both the highway, with its direct link east to Interstate 29, and the railroad corridor. To the west, older industrial uses developed along the riverfront, most notably between Riverside Drive and 3rd Street. These uses include significant agricultural industries, but have contracted during recent years. One of the largest industrial installations, the Gurney Seed complex, is now vacant and is owned by Yankton Area Progressive Growth.

Industrial uses also parallel the railroad corridor along 8th Street through the center of the city, and continues as the railroad turns northwest as it crosses Broadway. A substantial new industrial corridor is developing between 21st and north of 23rd Street between Green Street and West City Limits Road. Industrial development is also occurring at locations around the airport and in locations along West Highway 52.

Yankton's quantity and intensity of industrial development within the city is comparable to other cities in the sample presented by Table 2.2. Some communities (including Norfolk and Beatrice) may appear unusually low in these measures, because major industrial parks for each city are located outside of city limits.

Civic Uses

Yankton includes an unusually large amount of land in public and non-profit civic uses, making this category the largest land use within the city. Yankton's large civic institutions, including the Avera Medical Center, Mount Marty College and associated uses, the federal corrections center, Yankton Municipal Airport, Fox Run and Hillcrest Golf Courses, city parks, schools, and other uses, account for the over 1,000 acres of land within the city. The role of these large civic institutions, including the South Dakota Human Services Center just outside the city limits, is also reflected by the large number of residents employed in education, health and human services occupations.

Park and recreation development within the city is also significantly higher than many of these other communities. A closer examination of the city's park facilities and service standards relating to overall population is presented in Chapter 4 A Recreation Lifestyle.

LAND USE TRENDS

Land use surveys for the city were completed during a previous comprehensive planning process, conducted in 1986. While differences exist in methods of collecting, tabulating, and interpreting field information, we can draw general conclusions about changes in the city's land use patterns and distributions over the past decade and a half.

Tables 2.3 and 2.4 summarize the evolution of land use in Yankton during this period. The most significant changes during this period include:

- *Significant annexation and conversion of vacant/agricultural land into developed land*.

- *Park and recreation services to the city*. In 1986, Yankton had less than one acre of land devoted to park and recreation for every 100 residents. The traditional rule of thumb suggests 1 acre per 100 people (or 10 acres per 1,000) as a typical community standard. Subsequent development, most notably the development of Fox Run Golf Course, has increased this to 4.16 acres per 100 people.

- *A decrease in overall density within the city*. Yankton now has 29.6 acres of urban land per 100 residents, compared with 22.55 acres per 100 in 1986. This reflects a greater dispersion of uses, lower-density residential and commercial development, and growth of relatively space intensive uses like golf courses and adjacent development.

- *A significant increase in residential land with expansion of city infrastructure to open up new opportunities during the 1990s*. Between 1986 and 2002, Yankton converted about 20 acres of land to residential uses annually.

- *Conversion of almost 28 acres annually for civic uses.* This significant increase reflects the development of the new High School and Summit Activity Cen-

TABLE 2.3: Comparative Land Use in Yankton, 1986-2002

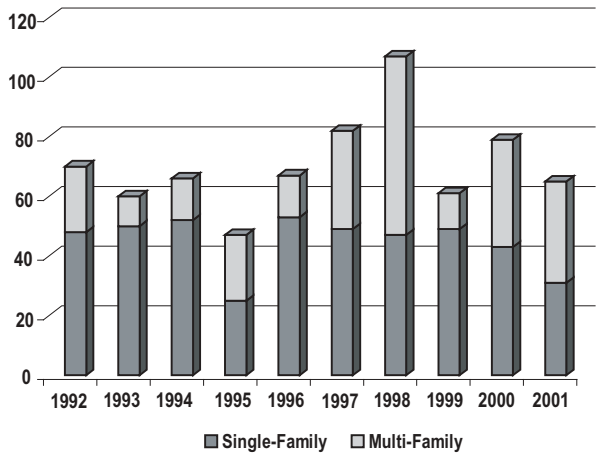
Land Use Category	Acres		% of Developed Area		Acres/100 People*	
	1986	2002	1986	2002	1986	2002
Residential	685	1,014.88	24.59%	25.33%	5.54	7.50
Commercial	180	247.47	6.46%	6.18%	1.46	1.83
Industrial	231	286.16	8.29%	7.14%	1.87	2.12
Civic	960	1,178.92	34.46%	29.43%	7.77	8.71
Parks/Rec	118	562.81	4.24%	14.05%	0.95	4.16
Transportation	612	715.96	21.97%	17.87%	4.95	5.29
Total Developed Area	2,786	4,006	100.00%	100.00%	22.55	29.61
Vacant & Ag	1,252	941				
Total City Area	4,038	4,948				

Sources: The Yankton Plan; 1986; RDG Crose Gardner Shukert, 2002

ter, and Fox Run Golf Course. In addition, the Federal Prison Camp opened on the site of the former Yankton College after the completion of the 1986 comprehensive plan.

- *The decrease in total amount of vacant and agricultural land within city limits would indicate a fairly efficient land use pattern.* Although the city added over 900 acres within its city limits in the 16-year period it was able to continue to develop vacant land located within the city.

Chart 2.1: Yankton Residential Building Permits



Source: The City of Yankton, 2002

Construction Activity, 1992-2001

The 1990s experienced strong growth as new areas opened up to residential development. As economic growth continued through the decade, residential construction also experienced an up-swing. As illustrated in Chart 2.1 the market has fluctuated below its 1998 peak, but has remained above the low in 1995. The entire period represents about 70 new residential units annually, including new assisted living units for older adults. This level of building activity was adequate to meet the city's needs during the period and accounted for a healthy 6% vacancy rate in 2000.

Table 2.4: Urban Land Consumption for Principal Uses, 1986-2002 (acres)

Land Use Category	1986	2002	Change 1986-2002	Annual Land Consumption
Residential	685	1,015	330	20.62
Commercial	180	247	67	4.22
Industrial	231	286	55	3.45
Civic	960	1,179	219	13.68
Parks/Rec	118	563	445	27.80
Transportation	612	716	104	6.50
Total Developed Area	2,786	4,006	1,220	76.26
Vacant & Ag	1,252	941	-311	-19
Total City Area	4,038	4,948	910	56.85

Sources: The Yankton Plan; 1986; RDG Crose Gardner Shukert, 2002

LAND USE PROJECTIONS

This section will examine future development demand for the city based on population projections laid out in Chapter 1. This forecast uses a 2020 projected population of 15,247 and existing land use ratios to determine the future needs of the community. Table 2.5 includes calculations of the projected twenty-year housing demand based on this population target. The analysis is based on the following methods and assumptions:

- To project annual demand, the number of units needed in a given year (number of households plus projected vacancy rate) is compared with the number of units available during that year (housing supply during the year less the units that leave the housing supply and must be replaced). Twenty-year demands are based on multiples of the five-year demand.

- Household size in Yankton is expected to decrease minimally during the twenty-year period from 2.27 in 2000 to about 2.17 people per household in 2020. This continues the trend toward somewhat smaller households experienced since 1980.

- The city's non-household population (people in student dormitories, institutions, groups quarters, or nursing homes) does not produce a demand for conventional housing units. These forecasts assume that the non-household population will make up the same proportion of the population in the future as in 2000 (about 9.8%).

- Yankton's current vacancy of 6.64% will remain constant during the planning period.

- The projection model assumes a replacement need of 50 units per decade, compensating for housing lost to demolition, redevelopment, or conversion to other uses. This rate is comparable to other communities of similar size.

In 2000, about 60% of Yankton's housing units were owner occupied. While single-family detached units will remain dominant, future housing trends suggest that:

- Higher-density housing forms that maintain single-family characteristics (single-family attached and townhouse configurations) will grow in popularity, accommodating an aging "baby-boomer" and empty-nest population. Yankton has begun to experience this trend in some newer developments in the northern part of the city.

- A significant part of affordable housing development will be in townhouse and multi-family configurations.

- Mobile homes will be a relatively small component of Yankton's housing supply. Manufactured housing on permanent foundations is categorized as single-family housing.

Based on these projections and trends there will be a cumulative demand of 1,068 residential units during the next twenty years, or an average annual rate of 53 units. This is a slower rate then the city experienced during the 1990s. However, the city's numbers include assisted living units, which are not part of the conventional housing units that are being calculated here. Also, after a decade or more of stagnant housing development, the 1990s were an exceptional decade for the city and might be difficult to maintain during the early portion of the new century.

Table 2.5: Projected Housing Development Demand

	2000	2000-2010	2010-2020	Total
Population at the End of Period	13,528	14,362	15,247	
Household Population at End of Period	12,198	12,950	13,748	
Average People/Household	2.27	2.22	2.17	
Household demand at End of Period	5,374	5,833	6,336	
Projected Vacancy Rate	6.39%	6.39%	6.39%	
Unit Needs at End of Period	5740	6,232	6,768	
Replacement Need	--	50	50	100
Cumulative Need	--	541	587	1,128
Average Annual Construction	--	54	59	57

Source: RDG Crose Gardner Shukert, 2002

Required Residential Area

Residential land projections estimate the amount of land that will be needed to accommodate growth during the next twenty years. Projections are based on the following assumptions:

-Typical gross densities will be 3 units per acres for single-family, 6 units per acres for attached housing and 12 units per acres for multi-family.

-Land designated in the land use plan for residential development over a twenty-year period should be about twice the area that new growth actually needs. This is necessary to preserve competitive land pricing.

Table 2.6 presents the amount of new area that will be required for additional development. Annual actual absorption of residential land will be in the

TABLE 2.6: Required Residential Land 2000-2020

2000-2010	**% of Demand**	**Units**	**Gross Density (du/A)**	**Land Needs**	**Designated Land (x2)**
Single Family Detached	70%	379	3	126.2	252
Single Family Attached	10%	54	6	9.0	18
Multi-family	20%	108	12	9.0	18
Total	**100%**	**541**		**144.3**	**289**
2010-2020					
Single Family Detached	70%	411	3	137.0	274
Single Family Attached	10%	59	6	9.8	20
Multi-family	20%	117	12	9.8	20
Total	**100%**	**587**		**156.5**	**313**
Total 2000-2020		**1,128**		**301**	**602**

Source: RDG Crose Gardner Shukert, 2002

range of 15 acres annually. Using the rule of designating land at a rate of two times the "hard demand", this suggests a total reservation of land for residential development of about 602 acres over the twenty-year planning period.

Commercial Development

This plan does not include a comprehensive retail market analysis. However, probable development needs and the plan's overall policy of encouraging appropriate development suggests that Yankton will require new commercial space during the next twenty years. Three methods can be used to help project commercial land needs:

- *A population service relationship*. This method relates commercial growth to population projections. It assumes that the absolute amount of commercial land per 100 people will remain relatively constant and that new commercial development will grow in proportion to population growth.

- *Residential use proportion*. This assumes a constant relationship between the amount of land used for residential and commercial purposes, thereby relating commercial growth directly to residential development rates.

- *A Straight line trend analysis*, assumes that the amount of land absorbed annually in the past will continue into the future. A weakness in this method is its assumption that the last sixteen years experience is a good predictor of future needs.

Table 2.7 compares the results of these three methods, suggesting a need for between 32 and 84 acres of commercial land during the next twenty years.

TABLE 2.7: Estimated Commercial Land Requirements, 2000-2020

	2000	2010	2020	Conversion Need	Designated Land (x1.5)
Population Proportion Method					
Projected Population	13,528	14,362	15,247		
Comm Use/100 res.	1.83	1.83	1.83		
Projected Commercial Use (acres)	247.47	262.82	279.03	31.56	47.33
Residential Use Proportion Method					
Residential Land (acres)	1,014.88	1,159.20	1,315.70		
Commercial/Residential Ratio	0.243841636	0.243841636	0.243841636		
Projected Commercial Use (acres)	247.47	282.66	320.82	73.35	110.03
Absorption Trend Method					
Annual Absorption	4.22	4.22	4.22		
New Commercial land (acres)	247.47	289.67	331.87	84.40	126.60

Source: RDG Crose Gardner Shukert, 2002

In order to provide alternative sites, the land use plan should designate 1.5 times the hard demand for commercial land. If the middle projection is utilized than the city should designate approximately 110 acres of land for future commercial development.

Industrial Development

The need for industrial land is not directly related to population growth, making it much more difficult to predict. A single major corporate decision can dramatically increase (or decrease) the projected industrial demand in a community. In addition, a decision by the city to pursue industrial development aggressively can affect industrial land needs.

However, the projection methods used to predict commercial demand may also be used to approximate industrial needs. A straight-line trend analysis is not a reliable indicator of industrial demand. New industry may also be attracted to sites along East Highway 50, providing easy access to city services and good rail and road transportation. These sites are outside Yankton's current city limits but within a reasonable distance for annexation.

Table 2.8 below calculates additional industrial land needs within the city. Based on population and residential use proportion methods described above, Yankton should absorb between 37 and 80 acres of new industrial land. In order to provide maximum flexibility, the land use plan should designate about three times the "hard demand" for industrial use. Assuming that the midpoint of these two methods is a reasonable 20-year calculation, Yankton should provide at least 175 acres of industrial and business park land.

TABLE 2.8: Estimated Industrial/Business Park Land Requirements, 2000-2020

	2001	2010	2020	Conversion Need	Designated Land (x3)
Population Proportion Method					
Projected Population	13,528	14,362	15,247		
Industrial Use/100 res.	2.12	2.12	2.12		
Projected Industrial Use (acres)	286.16	304.47	323.24	37.08	111.25
Residential Use Proportion Method					
Residential Land (acres)	1,014.88	1,159.20	1,315.70		
Industrial/Residential Ratio	0.28196437	0.28196437	0.28196437		
Projected Industrial Use (acres)	286.16	326.85	370.98	84.82	240.85

Source: RDG Crose Gardner Shukert, 2002

DEVELOPMENT PRINCIPLES AND THE LAND USE PLAN

This section presents land use strategies that will enable Yankton to plan successfully for projected growth and respond to the pressures of internal land use change and external developments. Overall development patterns should reinforce the functional and aesthetic values and traditions of the community, even as new development extends out into the surrounding landscape. New development should be designed to provide a high degree of pedestrian and vehicular mobility. In addition, Yankton's growth program should take maximum advantage of existing resources and community characteristics. Features that form a strong foundation for community planning include:

- *A high degree of connectedness.* Much of Yankton is connected by a grid of collector and local streets, making it relatively easy to move from one neighborhood to another. The grid is interrupted by the railroad and Marne Creek, but development policy has generally been able to preserve street connections into new areas.

- *The Missouri Riverfront.* Yankton is a river town, situated along an exceptionally beautiful and historic stretch of the Missouri River. Riverside Park, east of Walnut Street, and Paddlewheel Point on the eastern edge of the city provide excellent public river access. To the west, a bluff marks the riverfront, and with both houses and the Avera/Mount Marty campus on the crest. The bluffline continues northwest and generally follows a line between Highway 52 and West 11th Street. The historic Meridian Bridge, scheduled for replacement by a new highway 81 bridge on the Broadway alignment, is a major symbol of Yankton's downtown waterfront.

- *An historic downtown.* Yankton's downtown is a diverse and active area, covering about eight square blocks. The district underwent an attractive streetscape revitalization program in 2000, and maintains a good combination of businesses and services.

- *Historic residential districts.* Yankton's corridor of historic neighborhoods, generally following Mulberry Street and Douglas Avenue from 4th to 15th Streets, provides the city with a superb centerpiece and in many ways defines its housing stock. Both principal streets of this corridor also have special distinction. Douglas is a divided boulevard that is designed for low-speed, residential traffic, while Mulberry has an attractive quality that has led to its designation as a major pedestrian and bicycle route by the City. The former Yankton College campus, now a federal correctional facility, has manicured and well-landscaped grounds that enhance the quality of surrounding historic neighborhoods.

- *Marne Creek and the Auld-Brokaw Trail*. The meandering Marne Creek has always been a major factor in the center of Yankton. Its influence has not always been positive – the creek has historically been flood-prone and much of its surrounding land has been overgrown and poorly maintained. However, a series of dramatic public investments are making this creek corridor a key quality of life asset for Yankton. This process started with the Marne Creek flood control project, which controlled creek flooding and developed a series of attractive flood control structures and bridges. Between 2000 and 2003, the generosity of Yankton natives Tom and Meredith Brokaw and the work of the City and citizens of Yankton developed the Auld-Brokaw Trail along the creek. This unique, multi-use trail connects the Missouri Riverfront with the Summit Activities Center along the Marne Creek corridor. This lighted urban trail will open the creek corridor to public use and enjoyment and connect many of the city's neighborhoods and attractions with one another. The Rotary Nature Area, planned along the south side of the trail east of Burleigh Street, will create an environmental garden from a currently unused open area. These and other enhancements will make Marne Creek into a central commons for the city.

- *Summit Activities Center and Yankton High School/ Yankton Arboretum*. An unusual partnership of school district, city government, and private charitable sector has produced this special community activity center in the western part of the city, between Summit Street, Kellen Gross Drive, 15th Street and 21st Street. The Summit Activities Center combines the city's high school, performing arts center, recreation center, and meeting facility under one roof, creating an intense focus for community life. This center is strengthened by the development of the adjacent Arboretum, and provides a bridge between established residential areas and new development on the west side of the city.

- *Avera Hospital/Mount Marty College.* The adjacent hospital and college campuses, defined by Highway 52 and a bluff overlooking the Missouri River, are major community resources as well important physical landmarks. Westside Park and the Dakota Territorial Museum, across Summit Street from the hospital and college campuses, establish another signature green space for Yankton.

- *Lewis and Clark Lake/Gavins Point Dam.* While outside of the city, the lake is clearly a critical recreational, environmental, and economic resource. The lake is less than four miles from the city and is connected to it by both bicycle path and Highway 52. As such, it is quite literally a municipal recreation area.

In light of growth trends, development projections, and community assets, Yankton's growth program should:

– Designate growth areas for residential development, designed to provide the appropriate amount of land for urban conversion.

– Use existing subdivision plats and infrastructure investments as first priorities toward meeting the city's development needs and objectives.

– Ensure that new development maintains continuity and linkages among neighborhoods.

– Encourage adequate commercial growth to respond to potential market needs in Yankton.

– Provide adequate land to support economic development efforts that capitalize on Yankton's historical and environmental attractions, and excellent transportation access.

–Maintain development patterns in lower density areas that conserve the natural landscape and preserve the long-term growth prerogatives of the city.

–Prevent or discouraged uncontrolled development that can siphon energy and investment away from already established areas without adding to the city's net economy.

–Use Yankton's special city assets and features to best advantage in framing the character of existing and new neighborhoods.

The components of this program include:

- **ADEQUATE LAND SUPPLY AND DEVELOPMENT POLICY ZONES**
- **COMPACT DEVELOPMENT PATTERN**
- **GROWTH CENTERS**
- **USE OF SMART GROWTH TECHNIQUES**
- **MIXED USE URBAN CORRIDORS**
- **COMMERCIAL NODES**
- **INDUSTRIAL GROWTH AREAS**
- **RIVERFRONT GROWTH AND REDEVELOPMENT**
- **TRANSPORTATION AND GREENWAY LINKAGES**
- **LAND USE REGULATION TO IMPLEMENT POLICY GOALS**

Each component of land use policy is described below. The Development Concept Plan illustrates the principles applied to new development areas or special policy districts within the established city. The Land Use Plan maps the concepts presented in these policies and recommendations.

ADEQUATE LAND SUPPLY AND DEVELOPMENT POLICY ZONES

Yankton should anticipate providing enough land for new development to accommodate an annual growth rate of nearly 1% to the year 2020, corresponding to a population of about 15,500. However, the long-range land use plan should plan for the phased development of the area within the city's urban area.

The land use forecasts in this section present the amount of land needed for residential, commercial, and industrial uses to accommodate a nearly 1% annual growth rate for Yankton. In an era of declining household size because of aging and establishment of new, small households by the children of "baby boomers," maintaining this population growth rate will produce a substantial increase in the number of households, generating substantial demand for new development.

The proposed land absorption approximates demand closely enough to allow managed growth, while providing adequate choices of sites to potential developers. The Yankton Land Use Plan proposes six development policy zones, implementing the principles of managed growth discussed previously in this section. These zones correspond generally to phasing and the types of infrastructure investments necessary to provide urban services.

• *The Existing Urbanized Area,* corresponding to the built-up portion of Yankton. This area provides opportunities for infill development and, in some situations, for upgrading or evolution of development patterns. Significant vacant sites that are surrounded by existing development, or areas that have been subject to preliminary platting, are also included in the Urbanized Area development zone. Thus, Fox Run's residential component, although only partially developed, is considered part of the urbanized area.

• *An Urban Development Zone.* This area corresponds to the projected land needs in Yankton for the next twenty years, with the multipliers discussed earlier (2x for residential land, 1.5x for commercial development; and over 3x for industrial development). These areas can be feasibly provided with urban services. The specific growth centers for urban development are presented later in this section. All development that occurs within the Urban Development Zone should be furnished with urban services. Except in exceptional circumstances, no developments should occur in these areas that are served by individual water supply and septic systems.

• *An Urban Reserve Zone.* This corresponds to areas within the Yankton urban area that can be provided with city services, including sanitary sewers in the long term, but are unlikely to experience development until after the year 2020. These areas, representing Yankton's direction for long-term growth, should generally be preserved in current agricultural and open space use, with extension of urban services programmed in the future. Any development that occurs in this area should be designed to avoid conflicts with future urban growth.

• *Highway 52 Corridor Special Development District.* Significant lake-oriented development has occurred naturally along Highway 52 between the Yankton city limits and Crest Road (Gavins Point Dam). The typical development pattern has included higher-end residential development in the bluffs north of Highway 52, commanding river and lake views; more modest residential development, including mobile home developments, in the val-

ley flatlands south of the highway; and commercial development at various locations along the road corridor. Lake-related development will be a continued market during the next twenty years, although the extent of this growth will depend on the future health of the lake itself. In addition, the extension of sewer and water utilities along the Highway 52 corridor is also an emerging issue. As a result, this area warrants attention as a special development district, involving cooperative city and county development policy and planning.

• *Rural Development Zone.* These areas are located in the Yankton jurisdiction, but are unlikely to receive urban services during the foreseeable future. Within these areas, appropriate uses include limited agricultural uses and rural estate development. Large lot rural subdivision should make maximum use of conservation design techniques, which permit clustering or use of smaller estate lots in exchange for maintenance of substantial areas of common open space.

New development in Yankton should be focused in those areas designated by the Land Use Plan and should generally follow a phasing program that encourages use of existing infrastructure. Such a disciplined approach will help to insure cost-effective, efficient land use patterns that maximize the benefits of development to the community by taking advantage of existing investments. Additionally, development should occur within the context of the transportation and open space framework presented in this plan.

COMPACT DEVELOPMENT PATTERN

Yankton should encourage compact growth that generally grows incrementally from previously developed areas.

A city that is more dispersed and decentralized costs more to serve. A very low-density city requires more feet of sewer, water line, and street, with both higher operating and maintenance costs to serve a specific population than a more compact, efficient city. In addition, a decentralized pattern spreads out public safety services, requiring higher costs to maintain acceptable response times. Yet, citizens rarely associate high taxes and public operating costs with decentralized development patterns. When municipal resources are limited, cities simply cannot afford a high degree of decentralization and its consequent inefficiencies without substantial and unattractive tradeoffs. Yankton in the past has displayed an efficient and economical development pattern, evidenced by its relatively small ratio of residential acres per 100 residents. The city should generally maintain this economic ratio by:

- To the greatest degree possible, defining and channeling growth into development areas contiguous to existing or planned infrastructure, existing developments, and with street patterns consistent with the city development concept.

- As these areas develop, encouraging growth in areas where infrastructure can be extended at relatively moderate costs.

- Encouraging residential developments that build from existing community investments. The city should encourage growth that uses existing sanitary sewers or takes advantage of improvements which can have multiple benefits. Additional

growth adjacent to remote developments on the edges of the city's urbanized area must be contiguous to existing subdivisions and should not exceed the carrying capacity of planned infrastructure. Major resources on the current edge of the city, such as Summit Activities Center and Fox Run Golf Course, should be the nuclei of incremental new development areas.

- Limit outlying development in areas at odds with the city's development policies. Yankton city and county should work together to discourage the expansion of urban density residential, commercial, or industrial development beyond areas served by existing or potential sewer extensions except when identified for conservation development.

GROWTH CENTERS

Yankton should establish a framework of growth centers connected to one another by collector streets and greenways, designed to create better neighborhoods and improved linkages.

The Development Concept is designed to accommodate potential growth while maintaining and enhancing overall community character. These objectives can be realized viewing the city's growth areas as distinct growth centers, each providing a balance of development types and community services as essential parts of the whole, and each requiring community investments and features that create desirable living environments.

Growth centers in Yankton are located in all sectors of the city. However, the city's predominant growth direction will be to the west. The airport, industrial land use patterns, floodplain areas, and the South Dakota Human Services Center tend to make 31st Street the northern limit for development during this plan's twenty year time frame. Westward development, on the other hand, builds off the Summit Activities Center/Arboretum site and serves the objective of compact growth. The Growth Center concept defines development areas as definable neighborhoods, connected to one another by collector streets and greenways.

Attributes of the Growth Centers include:

- A mixture of housing types and lot sizes.

- Organization of new neighborhoods around continuous street patterns, often including a community parkway that links civic, educational and park facilities.

- Dedication of new neighborhood parks, trails and active recreation areas, designed as central open spaces that are focuses of the neighborhood.

- Development of higher-density residential and limited commercial, service, and civic uses at nodes along parkways or major streets, adjacent to open spaces, or at strategic locations that link communities.

- Care in establishing setbacks, landscaping, and streetscape standards along parkways to ensure the appearance of a traditional community promenade.

The elements of these systems are woven throughout the themes of this plan.

The six principal Growth Centers are presented below.

Northeast Growth Center

This area completes development on sites between 21st and 31st Street between Douglas Avenue and Peninah Street. These sites either have completed urban infrastructure, or represent additional phases of existing development, and include:

– Completion of the Hillcrest subdivision. The primary site here is north of 23rd Street and west of Peninah.

– A site for mixed density development directly east of Hillcrest, between Peninah and Ferdig Streets.

– Completion of the Willow Ridge development area, north of Hillcrest Golf Course and east of Douglas Avenue. This area will require east-west collector continuity between Douglas and Peninah.

Fox Run Growth Center

This area completes development of the city-sponsored Fox Run development and adjacent areas, again taking advantage of existing infrastructure investments. Development here includes:

– Completion of the southern phase of Fox Run, adjacent to the Fox Run Municipal Golf Course.

– A new development area southwest of 31st and West City Limits Road and adjacent to Marne Creek. This site can be connected to Yankton's open space system along a Marne Creek greenway. This area includes a looped connector road linking 31st Street and West City Limits Road.

West Growth Center

This area provides Yankton's primary opportunity for future development, and includes parcels both east and west of West City Limits Road. Primary development sites include:

– Continuation of residential growth directly west of the Arboretum/S.A.C. site between 15th and 21st Streets. This area can accommodate both single-family and mixed density development.

– An area east of West City Limits Road between 12th and 15th Streets. This site can accommodate mixed density residential development. Both of these areas require a western extension of 15th Street.

– A western growth area extending from West City Limits Road to Highway 314. This initial growth area extends west to about the half-section line between West City Limits Road and Deer Boulevard. The concept proposes a parkway along the half-section line between 11th Street and 31st Street. This parkway links individual developments in this growth center, provides adjacent trail and linear park development, and is integrated into the city's open space system. This growth center includes a neighborhood mixed use center around West City Limits and 21st Street, and mixed use development with a residential orientation along West City Limits. Development of this growth center also proposes:

  – Extension of east-west collector streets, including 15th, 21st, 23rd, and 25th, west of west City Limits Road.

  – Extension of a parkway along 19th Street, linking the new growth center and west park-

way to the Arboretum and Summit Activities Center. The parkway concept is similar to Yankton's Douglas Avenue, a well-landscaped, community street that adds special distinction to its adjacent neighborhoods while accommodating both vehicular and non-motorized traffic.

– Development of a multiple use community park adjacent to the west parkway and Marne Creek between 25th and 31st Street.

– Mixed use development east of the Majestic Bluffs retirement community between Highways 52 and 314.

– Designation of areas west of the west parkway to Timberland Drive as part of the urban reserve zone, anticipating extension of urban services beyond the 20-year horizon of this plan.

Riverfront Growth Center

This opportunity area includes development below the bluff and south of Highway 52 between West City Limits Road and Deer Boulevard. This area should be designed as a planned community, featuring a public riverfront and a variety of land uses. Features of the concept include:

– A public riverfront, lined by houses facing the Missouri with frontage along a new Riverside Drive.

– A mixed use center at Deer Boulevard and Highway 52.

– A neighborhood commons in the center of the development area, linked by parkways to the riverfront, the Highway 52/Deer Boulevard mixed use development, and surrounding arterials. The commons includes a site for a neighborhood park and adjacent elementary school.

– Mixed-density residential development adjacent to the Deer Boulevard mixed use center.

USE OF SMART GROWTH TECHNIQUES

New development in Yankton should follow the principles of smart growth, encouraging a variety of land uses and efficient and appealing urban development patterns.

At the beginning of the 21st Century, "smart growth" has become a trendy phrase, accepted by both developers and planners. As is often the case, such a concept means different things to different people. In the context of this plan, smart growth represents a variety of techniques that can help Yankton accommodate market-based development, but to manage it in a way that maintains a sense of order, efficiency, and unity. Smart growth represents a synthesis between the desire of developers and communities to take advantage of opportunities and public benefits of environmental sensitivity, economic efficiency and enhancement of community and civic life. The goal of smart growth is to implement land development policies that are profitable for developers while being community-oriented, environmentally sensitive, and contributing to a fiscally strong local government. By establishing a vision for the community's future and practical principles to realize this vision, the development process and protection of public and environmental interests can be completely consistent with one another. In many ways, "smart growth" applies Yankton's traditional development patterns to new development areas.

This section will discuss the principles of smart growth and apply them to Yankton by establishing a series of patterns that should guide the city's overall development policy.

• Encourage Compact Building Design

Typical development during the last half of the Twentieth Century frequently suffered from a lack of scale and detail often found in traditional communities. For example, multi-tenant commercial strip developments along Broadway provide a rich variety of businesses that offer valuable services to Yankton's residents. Yet, residents typically do not view these places as attractive activity centers to meet people or find delight or interest. Part of the problem lies in the lack of scale and building detail, the distance between businesses, a lack of public space and amenities, or separation from the street. Similarly, neighborhood commercial development frequently means a convenience store, rather than a business district. In contrast, Yankton's historic downtown provides many of these attributes.

Encouraging compact building design makes more efficient use of land and resources, and in the process preserves more open space. It allows people to walk from place to place, and creates multiple destinations for single vehicular trips. Compact building design also makes more efficient use of a community's resources and infrastructure. On a per-unit basis, it is less expensive to provide and maintain services such as water, sewer, and other utilities to more compact districts than to dispersed communities.

• Mixed Land Uses

The principle of mixed land uses is the heart of smart growth. A development pattern that encourages a mix of land uses provides a diversity of activities. It can increase the vitality and perceived feel of security and increases the number of people using public spaces. A variety of uses closer to one another can also reduce the number of miles that people must travel by car to conduct their daily lives. A mixed land use pattern also opens up opportunities to build a variety of housing types.

• Create Housing Opportunities and Choices

While Yankton has apartments, mobile homes, and attached units, 3,520 of the city's 5,665 housing units are single-family detached homes. No single type of housing can meet the needs of today's diverse households and a growing city should provide a range of housing choices to its citizens. These might include attached owner-occupied housing for empty-nesters; moderately-priced units to help young families build equity in a the community; and smaller lot single-family development in innovative design settings, as well as "standard" single-family development. Attached housing can mean a single-family units on separate lots, duplexes or townhouses. Residential development may also be incorporated into mixed use projects to reduce the separations between living places and activity centers. Yankton should be a community of opportunities for people at all stages of life and allow all households to find their niche in the city.

- **Create Walkable Districts**

Within the last fifty to sixty years, community design moved away from attending to pedestrian access. Today's development is more auto-dependent and uses street patterns that can make pedestrian movement circuitous and sometimes unsafe. Yet, Yankton's new emphasis on trail development, designated bicycle routes, and linkages to the riverfront clearly indicate a commitment to creating a community that is friendly to both motorized and non-motorized transportation.

Yankton should seek to place neighborhood commercial services, schools, and other activity centers within an easy and safe walking distance of approximately five to ten minutes. Walkable communities also increase the opportunity for social interaction and expand transportation options. The pattern and design of development should serve a range of users including pedestrians and bicyclists, as well as motorists, moving them around the community in a convenient and efficient manner.

- **Encourage Distinctive Communities with a Sense of Place**

A smart growth concept for Yankton will promote development that reflects the character of the community. The city should encourage construction and preservation of buildings that contribute to the character of the community over time, providing services and adding to the look and feel of the community. The city should also ensure that new development is influenced by its context and relationship to other buildings, as well as by adjacent traffic counts. Good project design will create an attractive atmosphere for prospective homeowners and businesses and add value to Yankton as a residential and business address.

- **Preserve Open Space and Critical Environmental Areas**

By preserving open spaces, Yankton can ensure an adequate balance between the built and natural environment. Open spaces provide important community spaces, habitat for plants and animals, recreational opportunities, and places of natural beauty; and preserve environmental areas such as floodplains. Open spaces also add real property value to adjacent development.

Yankton is successfully developing Marne Creek from a liability into a community asset. Maintaining this greenway into new development areas can continue to utilize this important resource. The preservation of public use along the Missouri Riverfront and using development techniques that conserve sensitive landforms such as the bluff environments west of town also fulfill this key principle of development. Good development practice can encourage the preservation of important environmental features, while permitting developers and landowners to realize a reasonable yield on their property.

- **Diversify Transportation Modes**

Many communities have begun to realize the need to provide a wider range of transportation options. A completely auto-dependent urban pattern limits access of such groups as young people and seniors to features of a growing community. As Yankton grows, distances between major features will inevitably become greater. Yet, this increase in physical size should not bring a decrease in access. Techniques that increase the ability of all

residents to move freely around the city include better coordination between land use and transportation, increasing connectivity within the street network, and developing streets that accommodate vehicles, bikes and pedestrians.

Creation of a convenient and pleasant pedestrian and bicycle system involves establishing a network of alternative routes, providing reasonable walking distances between destinations and keeping parts of the city connected to one another. Yankton is well on the way to developing trails and designated routes as an alternative transportation system, as well as maintaining the recreational and quality of life benefits of such a network.

• Achieve Community and Stakeholder Collaboration in Development Decisions

The future growth of Yankton can continue its tradition as a great place to live, work and play. However, this development will need to reflect the needs of the community as well as the desires of the developers. Ideas developed by the community through the strategic planning process and the implementation of the smart growth principles laid out in this section require the collaboration of everyone in the community. Creating partnerships between neighborhoods, developers, and the city and county will build stronger and more productive communication and facilitate implementation of the Yankton Plan. This type of collaborative effort will be especially important in the planning and development of the Highway 52 corridor.

MIXED USE URBAN CORRIDORS

Yankton's major urban corridors should act as major community spaces that connect to city entrances, accommodate mixed uses and provide an attractive public environment.

Yankton's major urban corridors include Broadway, East Highway 50, and the Highway 50/52 system in the city, incorporating 4th Street, Summit Street, and West 8th Street. These corridors have different roles in the community, and have somewhat different land use characteristics. However, they do accommodate the bulk of the city's traffic, as well as much of its commercial development. As such, their appearance and function is very important to Yankton. Design characteristics of these corridors are treated in the Urban Design Chapter of the Yankton Plan. However, general land use and development policies include:

- Implementing land use regulations that permit mixed uses, generally including residential, office, civic, and low impact commercial uses. The actual mix of these uses depends on the character of each corridor. Specific uses include:

  – On East Highway 50, a combination of industrial, service, and commercial uses.

  – On Broadway, implementation of a mixed use conservation district between 4th and 10th Streets. This area can include a mix of residential, office, and limited commercial uses. Non-residential uses along this street segment must be consistent in scale with houses and residential properties. South of 4th Street, Broadway forms the edge of the city center and will be primarily commercial and office in character. North of 10th, the corridor ac-

commodates commercial, office, and service uses.

– Fourth Street from East Cornerstone (Burleigh Street) to the west side of Broadway will accommodate commercial, office, and residential uses. Commercial uses in this mixed use district should provide adequate buffering along adjacent residential edges. West of Downtown to 8th Street, the corridor hosts primarily residential, institutional, and park uses. Mixed use development, including limited scale commercial, office, and a variety of residential types is appropriate along the north side of the street, across from the Avera/ Mount Marty campuses.

- Adopting land development standards which limit parking that is directly visible from the corridors. Better street definition and reduced property setbacks are recommended along the 4th/Summit/ 8th Street corridor in the city and along the Broadway corridor after the completion of the Broadway reconstruction project.

- Instituting design standards and review of projects, potentially implementing a performance standard system to regulate development and land use patterns.

- Maintaining a quality public environment, with attractive sidewalks, landscaping, street graphics, and lighting as appropriate. A major focus of this effort is an upgrading of 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. The treatment of East Highway 50 is considered in the Urban Design chapter of the plan.

- Along Broadway, completing an enhancement program to upgrade the street's appearance as part of the current reconstruction program.

COMMERCIAL NODES

Yankton's commercial development should be located within well-defined nodes or districts, each with a unique and complementary role.

Commercial uses are important both economically and as centers for community activity. In order to maximize its twin business and city-building roles, commercial growth should occur in specific nodes or districts, each with a specialized function.

Commercial strategies are linked to the function that different commercial areas fill for the city. This plan envisions a hierarchy of commercial areas, with distinct roles to play. Growth of each area will result from a combination of new construction, public improvements, changes to land and building use, conversions and redevelopment, and improved zoning and subdivision processes and regulations. Zoning regulations, specifically, should be precise enough to describe the specific roles of proposed commercial districts.

• ***Major Commercial Districts***

Yankton's major regional commercial centers will continue to be the historic downtown district and the Broadway corridor north of Marne Creek. Between 10th and 21st Streets, Broadway's development pattern should extend beyond its relatively shallow depth to provide room for mixed use and enhanced commercial development behind the commercial frontage.

Within the Broadway commercial district, the plan recommends redevelopment of Yankton Mall and older strip commercial centers. These facilities, dating from the 1960s and 1970s are relatively disengaged from the street and, in the case of the Mall, are introverted and provide limited public exposure. Redevelopment or adaptation of these older commercial facilities can make better use of the site by providing opportunities for additional development; improve the customer experience, creating additional business traffic; and improve pedestrian access to and within the projects. Concepts for redevelopment are considered in the Urban Design chapter.

• ***Neighborhood Commercial Areas***

While most development in Yankton will be concentrated in these major commercial districts, other areas should accommodate convenience commercial uses and services. These areas will accommodate neighborhood services and complement the city's major commercial centers by providing limited convenience and neighborhood services on sites that are appropriately located in growth areas. Potential neighborhood service nodes, related to growth centers, include:

- Peninah Street and a proposed Northeast Connector, connecting 31st Street with East Highway 50.

- The 21st and West City Limits Road area, serving the West Growth Center and surrounding areas.

- A mixed use center relating to the New Riverfront growth center, at Timberland Drive and Highway 52.

• ***Visitor Service Commercial***

These areas cluster visitor-oriented commercial development at strategic locations and nodes along Highway 52 between Yankton and Gavins Point Dam.

INDUSTRIAL GROWTH AREAS

Yankton should provide attractive sites for future industrial and business park development, placing special emphasis on airport development.

Yankton must continue to provide diverse economic opportunities for its residents. Economic development efforts should take maximum advantage of the community's primary assets — its quality of life, physical environment, good regional airport facilities, a railroad, relative proximity to Interstate 29, and location on Highway 81.

The land use plan proposes expansion of Yankton's existing patterns of industrial development. Major industrial areas will include:

– Completion of the industrial corridor between 21st and 23rd Street from west of Broadway to West City Limits Road. Good landscaping is required along West City Limits Road.

– Expansion and enhancement of an industrial district along East Highway 50. This area is ideal because of its freight railroad access and direct access to I-29 without passing through the city.

– New industrial areas east of Peninah and Ferdig Streets, created by the proposed Northeast Connector. Planning of these areas should include a greenway buffer along Ferdig Street, the edge between potential industrial and new and existing residential development.

– Industrial areas on the perimeter of the Airport.

RIVERFRONT GROWTH AND DEVELOPMENT

Yankton's urban riverfront is a primary land use redirection area, providing a major mixed use redevelopment opportunity for the city.

Yankton's outstanding Riverside Park encourages a high level of public access to the Missouri Riverfront. However, areas north of the public riverfront, from East Cornerstone to Downtown between Riverside Drive and 4th Street, include a variety of uses, ranging from single-family residential to agricultural industrial activities. Yankton's economic development corporation owns the now vacant Gurney facility, providing an excellent riverfront development opportunity. This is a major opportunity area, allowing the city to take advantage of one of its greatest assets, the Missouri River. Redevelopment must be planned on a comprehensive basis, and should incorporate residential, public, commercial, and office uses. It should also retain strong and contributing existing facilities and businesses, but generally evolve from its current industrial character.

STREET CONNECTIVITY AND TRANSPORTATION BALANCE

As it continues to grow, Yankton should maintain a connected street network, providing options for movement around the city and providing transportation alternatives.

Yankton must maintain an effective transportation framework to maintain good connections within and between neighborhoods, between neighborhoods and major activity centers, and for through and regional traffic. Elements of this system, considered in more detail in Chapter Three "Mobility for All" of the Yankton Plan, include:

• *Regional Arterials*. US Highway 81, Broadway, is the city's principal north-south arterial. This road is scheduled for major reconstruction within the next five years. Project design will reconstruct the roadway and improve its functionality, while attempting to maintain such aesthetic features as the boulevard median in the segment between 4th and 10th Streets. A new Missouri River Bridge will also be developed on the Broadway alignment. Highway 50 provides continuous multi-lane expressway access directly to Interstate 29, 33 miles east of Yankton, and extends west along the 31st Street alignment. Highway 52 extends west to Lewis and Clark Lake. The Highway 50/52 system provides the city's primary east-west regional access. Highway 314 provides a diagonal route extending from Highway 52 and West City Limits Road to intersect with West Highway 50 between 435th and 436th Avenues in Yankton County.

• *Arterial system*. These streets complement the regional arterial system by providing major cross-town access. East-west arterials include 31st Street, 21st Street, and 15th Street. Second Street currently functions as an arterial, but may change in role with the completion of a new US 81 bridge. The north-south arterial system includes Peninah Street north of 8th Street, Summit Street, and the Northeast Connector, linking 31st Street with East Highway 50 at about Bill Baggs Road. This proposed arterial provides a key reliever to the in-city street grid by providing a route from I-29 and eastern development areas to the northern part of Yankton. It also has important developmental benefits by opening new industrial areas in the strategic eastern part of the city.

• *Collector system*. The collector system is critical to making an overall network work effectively and providing alternatives to arterials for local trips between neighborhoods and to local activity centers. Traffic calmers such as circles or diverters may be used at some locations to slow traffic along collectors that may take on some of the speed and load characteristics of arterials. New development in the west should provide for extension of the collector network along 15th, 18th, and 21st Streets west of West City Limits Road.

• *Civic streets and parkways*. These involve multimodal streets that will accommodate motor traffic, bicycles, and pedestrians in an attractive public environment. Douglas Avenue is an existing example of such a street, designed in a way that unifies residential neighborhoods and combines the characteristics of a functional arterial with an urban space. The plan proposes a similar multimodal street in the west growth center, on the half-section line between 11th Street and 31st Street. This parkway may ultimately extend northeast to North Highway 81.

• *Local street networks*. Developments should provide a web of local streets to provide well-distributed access. Subdivision standards should estab-

lish minimum required levels of street connectivity. One way of measuring connectivity is calculating the ratio of street segments to nodes (which include intersections and street endpoints).

Pedestrian and bicycle links to activity centers. Yankton's pedestrian and trail system should be functional as well as recreational, providing access to significant activity centers. In addition to its defined trails, including the Auld-Brokaw, Riverside, Arboretum, and Lewis and Clark (Highway 52) Trails, the city should continue and expand its designation of local streets as bikeways that connect trails and neighborhoods with major community facilities.

Public transportation options. The excellent Yankton Transit system will continue to be a key part of the transportation framework. Opportunities for its continued and evolving use with changing population groups should be explored. The system may be expanded to provide a visitor shuttle during peak seasonal travel periods.

CONNECTED PARK SYSTEMS

Yankton should maintain a comprehensive system of parks that become major civic spaces and resources and establish focuses for the growing city. These parks are linked to one another, to neighborhoods, and to major community activity centers.

Park development will continue to be extremely important to Yankton for reasons ranging from quality of life to determining the form of the city. Recreational uses are exceedingly important to the community's quality and include such signature facilities as Lewis and Clark Lake, outside the city but a major community attraction and amenity; Summit Activities Center and the Arboretum; Memorial Park; Westside Park; and Riverside Park.

Major components of an expanding major park system for Yankton will include:

- A northwest multi-purpose community park between Marne Creek and West City Limits Road south of 31st Street. This would be connected to the city by an extension of the Auld-Brokaw Trail.
- A new riverfront park, providing public river access in the west Riverfront Growth Center.
- Neighborhood parks serving each individual residential growth center. These should be combined with adequate land to accommodate an elementary school. Particularly in the Riverfront area southwest of West City Limits Road and Highway 52 if school enrollment begins to grow. Yankton is a leader in the co-location of schools and recreational facilities.
- Neighborhood park and resource/conservation areas adjacent to trail corridors. The planned Rotary park along the Auld-Brokaw Trail is an example of such a development.

The park system will also provide trail and greenway linkages to all parks and major activity centers. The Auld-Brokaw Trail will form the "trunk" trail, extending from Paddlewheel Point to the proposed Northwest Multi-use Park. Other major trail components include:

- The Riverside Park Trail, extending along the riverfront from the East Cornerstone Trailhead to Downtown.
- A James River Trail, extending east from the Auld-Brokaw and using abandoned railroad right-of-way to connect the city with the James River.
- The Lewis and Clark Trail, extending from Westside Park to the lake along Highway 52. Future development in the Riverfront Growth Center should also include a riverfront trail route.
- The West Parkway, a multi-modal street that includes a parallel trail.
- A Yankton Loop Trail that connects the northwest and eastern ends of the Auld-Brokaw system with trail development along West City Limits Road, 31st Street, the Northeast Connector, and the Ferdig Street greenway.
- Recreational use and historic adaptation of the unique Meridian Bridge. The state and city have developed an agreement to address regular maintenance of the bridge. Future Transportation Enhancement (TE) funds may be needed to major capital rehabilitation.

FRAMEWORK FOR DECISION-MAKING

Yankton's future land use map and policies should provide both guidance and flexibility to decision makers in the land use process.

A Future Land Use Plan provides a development vision for the city that guides participants in the process of community building. However, it cannot anticipate the design or specific situation of every rezoning application. Therefore, the plan should not be taken as an inflexible prescription of how land must be used. Rather, it provides a context that helps decision-makers, including city administrative officials, the Planning Commission, and the City Commission, make logical decisions which implement the plan's overall principles.

The Land Use Plan establishes a number of categories of land uses, some of which provide for single primary uses while others encourage mixed uses. The discussion below identifies various use categories and establishes criteria for their application. Table 2.8 presents a land use compatibility guide which assesses the relationships between adjacent land uses and provides a basis for review of land use proposals based on their surroundings. These form a framework for findings by the Planning Commission and City Commission that provides both needed flexibility and consistency with the plan's overall objectives.

Land Use Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Agriculture and Open Space	- Generally in agricultural or open space use. - Agriculture will remain the principal use during the planning period. - Extension of urban services is unlikely during the foreseeable future.	- These areas should remain in primary agriculture use. Urban encroachment, including large lot subdivisions, should be discouraged. - Primary uses through the planning period will remain agricultural. - An agricultural district will be needed to apply to areas maintained in reserve if the city annexes more widely than its current corporate limits.
Urban Reserve	- Generally in agricultural or open space use. - Areas may be in the path of future urban development after the planning horizon contained in this plan.	- These areas should be reserved for long-term urban development. - Primary uses through the planning period will remain in open land uses. - Any interim large lot residential development should accommodate future development with urban services.
Conservation Development	- Restrictive land uses, emphasizing housing and open space. - Civic uses may be allowed with special use permission.	- Applies to wooded or bluff environments with significant environmental features. - Development regulations should promote reservation of common open space and design of projects to take best advantage of open space resources. - Gross densities will generally be less than two units per acre, although lot clustering may produce smaller individual lots. - Special regulations are needed to promote conservation developments.
Large Lot Residential	- Restrictive land uses, emphasizing housing and open space. - Civic uses may be allowed with special use permission.	- Includes areas that have developed to low densities, but utilize conventional subdivision techniques. - Applies to areas where conventional large lot subdivisions have been established. - Most houses use individual wastewater systems and are unlikely to experience extensions of urban services. - Gross densities will generally be less than one unit per acre.
Low-Density Residential	- Restrictive land uses, emphasizing single-family detached development, although unconventional single-family forms may be permitted with special review. - Civic uses are generally allowed, with special permission for higher intensity uses.	- Primary uses within residential growth centers. - Should be insulated from adverse environmental effects, including noise, smell, air pollution, and light pollution. - Should provide a framework of streets and open spaces. - Typical densities range from 1 to 6 units per acre.

Land Use Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Medium-Density Residential	- Restrictive land uses, emphasizing housing. - May incorporate a mix of housing types, including single-family detached, single-family attached, and townhouse uses. - Limited multi-family development may be permitted with special review and criteria - Civic uses are generally allowed, with special permission for higher intensity uses.	- Applies to established neighborhoods of the city which have diverse housing types, and in developing areas that incorporate a mix of development. - Developments should generally have articulated scale and maintain identity of individual units. - Develop in projects with adequate size to provide full services. - Tend to locate in clusters, but should include linkages to other aspects of the community. - Typical maximum density is 6 to 10 units per acre. - Innovative design should be encouraged in new projects.
High-Density Residential	- Allows multi-family and compatible civic uses. - Allows integration of limited office and convenience commercial within primarily residential areas.	- Locate at sites with access to major amenities or activity centers. - Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on low-density uses. - Traffic should have direct access to collector or arterial streets to avoid overloading local streets. - Requires Planned Unit Development designation when developed near lower intensity uses or in mixed use developments. - Developments should avoid creation of compounds. - Attractive landscape standards should be applied. - Typical density is in excess of 10 units per acre.
Mobile Home Residential	- Accommodates mobile homes that are not classified under State law as "manufactured housing." - May include single-family, small lot settings within planned mobile home parks. - Manufactured units with HUD certification that comply with other criteria in State statute are treated as conventional construction.	- Develop in projects with adequate size to provide full services. - Generally locate in complexes, but should include linkages to other aspects of the community. - Typical maximum density is 8 units per acre. - A new zoning district and updated regulations should be established to govern development of mobile home facilities. - Development proposals always require Planned Development designations.

Land Use Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Mixed Use	- Incorporates a mix of residential, office, and commercial uses.	- May apply to planned areas in new districts that incorporate an urban mix of residential, office, and commercial uses. - Developments should emphasize relationships among parts. - Pedestrian traffic should be encouraged and neighborhood scale retained when applicable. - Projects should avoid large expanses of parking visible from major streets. - Signage and site features should respect neighborhood scale when located in or near residential areas. - Commercial and office development in mixed use areas should minimize impact on housing.
Neighborhood Mixed Use	- Includes a range of medium-impact uses, providing a variety of residential, office, and commercial settings that are generally compatible with surrounding neighborhoods. - Includes low to moderate building and impervious coverage. - Range of uses include medium to high density residential, office and limited commercial and retail uses.	- Should be located at intersections of major or collector streets. - Development should emphasize pedestrian scale and relationships among businesses and land uses. - Uses should be limited in terms of operational effects. - Good landscaping and restrictive signage standards should be maintained. - Good pedestrian/bicycle connections should be provided into surrounding areas. - The dominance of automobiles should be moderated by project design.
Community Commercial/- General Mixed Use	- Includes a variety of commercial uses, with larger buildings and parking facilities than Limited - Commercial uses. - Generally includes major retailers, multi-use shopping centers, restaurants, and service enterprises. - Also include uses with impact compatible with substantial retailing, high density residential and office.	- Should be located at intersections of arterials or other major streets. - Traffic systems should provide alternative routes and good internal traffic flow. - Negative effects on surrounding lower-intensity residential areas should be limited. - Good landscaping and restrictive signage standards should be maintained. - Good pedestrian/bicycle connections should be provided into surrounding residential service areas. - Buffering from surrounding uses may be required.

Land Use Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Rural Mixed Use	- Includes primary residential areas that include a variety of nominally commercial or industrial uses, often operated out of homes. - Typical single purpose residential zones, generally designed to protect residents from commercial/industrial encroachment, do not apply to these areas.	- Applies to neighborhoods on east side of Yankton, especially east of Peninah Street. - Neighborhoods have some rural characteristics, making limited industrial, commercial and automotive uses compatible. - Activities with negative visual effects, if permitted, should occur within enclosed buildings or be screened from surrounding population.
General Commercial	- Includes a wide variety of commercial uses, some of which can have significant external effects. - Accommodates auto-related commercial uses.	- Should be located along arterials or other major streets, and in areas that are relatively isolated from residential, parks, and other vulnerable uses. - Traffic systems should provide alternative routes and good internal traffic flow. - Negative effects on surrounding residential areas should be limited by location and buffering. - Activities with potentially negative visual effects should occur within buildings. - Development should maintain a reasonable amount of landscaping, focused in front setbacks and common boundaries with lower-intensity uses.
Downtown	- Traditional downtown district of Yankton. - Includes mix of uses, primarily commercial, office, and upper level residential. - Primary focus of major civic uses, including government, cultural services, and other civic facilities.	- Establishes mixed use pattern in the traditional city center. - Recognizes current development patterns without permitting undesirable land uses. - District may expand with development of appropriately designed adjacent projects.
Commercial/ Industrial	- Commercial Industrial provides for uses which do not generate noticeable external effects.	- Applies most directly to the Highway 30 and 26 corridors. - Commercial industrial uses may be located near office, commercial and with appropriate development standards, some residential areas.
Limited Industrial/ Business Park	- Limited industrial provides for uses that do not generate noticeable external effects. - Business parks may combine office and light industrial/research uses.	- Limited industrial uses may be located near office, commercial, and, with appropriate development standards, some residential areas. - Strict control over signage, landscaping, and design is necessary for locations nearer to low intensity uses. - A new district for business parks, including office and office/distribution uses with good development and signage standards should be implemented.

Land Use Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
General Industrial	- General industrial provides for a range of industrial enterprises, including those with significant external effects.	- General industrial sites should be well-buffered from less intensive use. - Sites should have direct access to major regional transportation facilities, without passing through residential or commercial areas. - Developments with major external effects should be subject to Planned Development review.

• *Compatibility Rating Key*

5: Identical to pre-existing land uses or totally compatible. Development should be designed consistent with good planning practice.

4: The proposed use is basically compatible with the pre-existing adjacent use. Traffic from higher intensity uses should be directed away from lower intensity uses. Building elements and scale should be consistent with surrounding development.

3: The proposed use may have potential conflicts with existing adjacent uses, which may be remedied or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be employed to minimize negative effects. A Planned Unit Development may be advisable.

2: The proposed use has significant conflicts with the pre-existing adjacent use. Major effects must be strongly mitigated to prevent impact on adjacent uses. A Planned Unit Development is required in all cases to assess project impact and define development design.

1: The proposed use is incompatible with adjacent land uses. Any development proposal requires a Planned Unit Development and extensive documentation to prove that external effects are fully mitigated. In general, proposed uses with this level of conflict will not be permitted.

Table 2.8: Land Use Compatibility Guide: Proposed Uses Against Existing Residential Uses

	Existing Adjacent Land Use							
Proposed Land Use	**Residential Units/Acre for Proposed Residential Uses**	**Large Lot**	**Low-Density**	**Medium-Density**	**High-Density**	**Mobile Homes**	**Mixed Use**	**Neighborhood Mixed Usel**
Large Lot Residential	<1	5	4	4	2	2	1	1
Low-Density Residential	1-6	4	5	3	2	3	2	2
Medium-Density Residential	3-12	4	3	5	4	4	4	3
High-Density Residential	>12	2	2	4	5	4	4	4
Mobile Homes		2	3	4	4	5	4	4
Mixed Use		1	2	4	4	4	5	5
Neighborhood Mixed Use		1	2	3	4	4	5	5
Community Commercial		1	2	2	3	3	5	5
General Commercial		1	2	2	3	3	4	4
Rural Mixed Use		4	3	3	3	3	4	4
Downtown		1	1	2	3	3	4	3
Limited Industrial		1	1	2	2	2	3	3
General Industrial		1	1	1	1	1	2	2
Civic		3	4	4	4	4	3	4
Utilities		2	2	2	2	2	2	2
Proposed Land Use	**Community Commercial**	**General Commercial**	**Rural Mixed Use**	**Down-town**	**Limited Industrial**	**General Industrial**	**Civic**	**Utilities**
Large Lot Residential	1	1	4	1	1	1	3	2
Low-Density Residential	2	2	3	1	1	1	4	2
Medium-Density Residential	2	2	3	2	2	1	4	2
High-Density Residential	3	3	3	3	2	1	4	2
Mobile Homes	3	3	3	3	2	1	4	2
Mixed Use	5	4	3	4	3	2	3	2
Neighborhood Mixed Use	5	4	4	3	3	2	4	2
Community Commercial	5	5	2	4	4	3	3	4
General Commercial	5	5	2	4	4	3	4	4
Rural Mixed Use	2	2	5	1	3	2	4	3
Downtown	4	4	1	5	2	1	3	1
Limited Industrial	4	4	3	2	5	4	2	4
General Industrial	3	3	2	1	4	5	1	5
Civic	3	4	4	3	2	1	5	2
Utilities	4	4	3	1	4	5	2	5