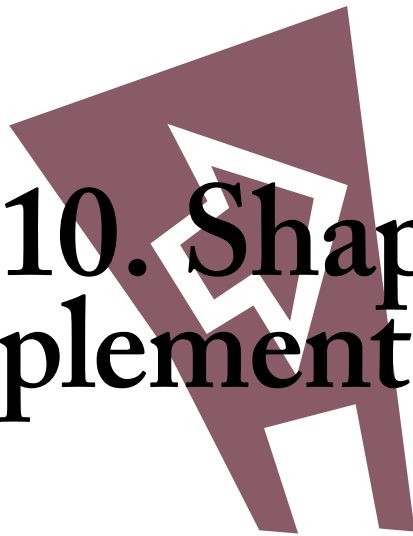




# 10. Shape Implementation



# 10. Shape Implementation

## Implementation Program

The Shape Sioux Falls Comprehensive Plan should be viewed as a framework within which a range of specific growth management policies and recommendations are discussed. It must be both dynamic and flexible to accommodate the changing needs of a growing community, yet steady enough to allow for reasonable long-term investment strategies by both the public and private sectors. A key function of the plan is to provide some predictability about the potential land uses and timing of development so that both sectors can make informed decisions in the areas of real estate and capital investments.

The continuation of a sound development plan for the city does not, in itself, ensure that the recommendations of that plan be implemented. This plan, like the one before it, will require a strong implementation program if its objectives are to be realized. Without a firm commitment by both public and private interests, there is very little possibility of achieving the orderly, efficient development of Sioux Falls over the coming decades.

This plan provides the policies for future development, redevelopment, and conservation. Implementation of these policies will include land use regulations, public capital improvements, annexation policies, and private capital investments for new developments. To be successful, a community's decision making should be balanced and include consideration



of each of these elements. The following sections discuss specific implementation measures that the City of Sioux Falls must adopt in order to meet the objectives of the Shape Sioux Falls Comprehensive Plan:

### Zoning Ordinance

This update of the Comprehensive Plan also includes many recommendations for updates to the zoning ordinance. The last full-scale update of the zoning ordinance was completed in 1983. Since that time, numerous changes have been made, but the ordinance has clearly become outdated and lacks standards to meet the demands of new development trends.

In order to provide for flexibility from conventional zoning regulations and allow an increase in public review of development proposals, Planned Unit Development (PUD) districts should be considered as an option. These PUDs allow the planned and coordinated mix of land uses that are compatible with surrounding properties, but are not provided for by conventional zoning procedures.

## Subdivision Ordinance

The subdivision ordinance regulates the development of property by identifying standards for street right-of-way, lot layout, and drainage and utility improvements. This ordinance applies to property not only within the city limits, but also in the surrounding extraterritorial area. In 2009, the subdivision ordinance was updated to include new provisions for platting exemptions, streamlined processes, and better alignment with the Engineering Design Standards. Additional updates and amendments may need to be incorporated to implement results of Chapter 5: “Shape Places.”

The Major Street Plan has been adopted as part of the Long-Range Transportation Plan to identify future right-of-way needs and major street extensions, in addition to other major road projects needing further analysis. The City subdivision ordinance has also been updated to provide requirements for platting all rural land of 40 acres or less prior to anticipated development. Sioux Falls currently maintains platting jurisdiction on property within the extraterritorial jurisdiction.

## Subarea, Neighborhood, Corridor, or other Master Plans

Subarea planning, within a neighborhood or special district area, can identify and address issues at a scale that is much more refined and responsive to local needs than can be attained under the much broader outline of a Comprehensive Plan. Subarea or neighborhood plans should address issues related to

land use and zoning, code enforcement, transportation and traffic, parks and recreation, maintenance of infrastructure, public safety, and environmental concerns. The City has developed a number of subarea or neighborhood plans including the Downtown Development Plan, Beadle Greenway Plan, and the Whittier and North End neighborhood plans.

Corridors immediately adjacent to existing and proposed retail, office, industrial, or public facilities (such as colleges and universities, hospitals, or recreational facilities) are strongly encouraged to develop corridor and overlay district plans for adoption as an element of the Comprehensive Plan. A number of special zoning overlay districts have been adopted along major traffic corridors, including 49th Street, I-229, Russell Avenue, and along the Big Sioux River Greenway.

In addition, specific master plans have been approved for the River Greenway, Bicycle Trail, and North Falls Park area.

## Capital Improvements Program

In order to implement the development plan and provide for orderly growth and coordination of public improvements, the City initiates a formal capital improvements budgeting process each year. This program provides a coordinated staging plan for major facility and infrastructure improvements needed by the City. It allows all projects to be identified and programmed for construction in advance of actual need. Projects generally conform to needs in the planned growth area and existing

areas of the city as projected in the Comprehensive Development Plan.

A formally adopted five-year Capital Improvements Program is prepared by a CIP Committee based on project requests from City departments. The plan is updated annually with approval by the Planning Commission and City Council. Specific funding requirements and revenue sources for all projects are identified, and the first-year component of the CIP becomes a part of the annual City budget. All projects are identified as to whether or not they are in conformance to the comprehensive development plan.

## Annexation Program

If the orderly growth of Sioux Falls is to continue over the planning period, it is essential that the City continue pursuing a cost-effective annexation program. The boundaries for providing municipal services should generally coincide with the corporate limits. Areas designated by Map 3A: “Future Land Use” in Chapter 3 as future growth areas of the city should be annexed in advance of major development, as should existing rural subdivisions that lie adjacent to the city. This policy will assure that sufficient development land to accommodate the future growth of the urban areas is maintained.

Existing rural subdivisions that lie within the city’s service area can be addressed by the annexation program as well. Timely annexation of these areas will prevent illogical jurisdictional boundaries and fragmented local government responsibilities. Furthermore, severe tax inequities within the urban area can

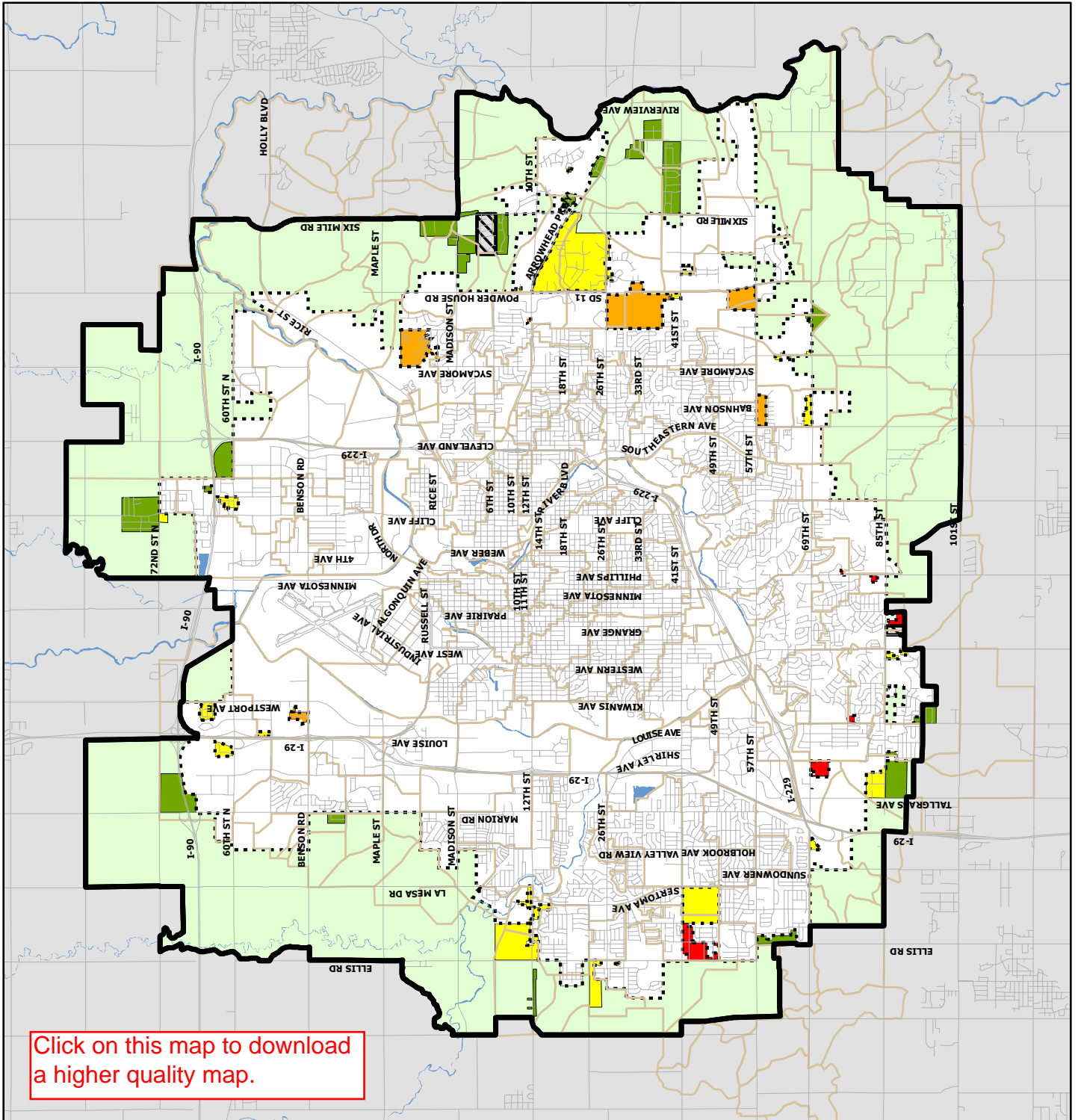
be eliminated through annexation of subdivisions that enjoy a wide range of City facilities and services toward which they contribute no property tax support.

Major development issues over the next 10- to 20-year period will continue to be aimed at avoiding conflicts between rural and urban uses, and developing an efficient growth pattern for the city. As development pressure expands around the city of Sioux Falls into Lincoln and Minnehaha Counties, existing rural developments will be quickly surrounded by city limits and urban development.

Problems can occur when urban growth takes place in scattered and inappropriate areas next to agricultural and rural residential properties. Conflicts may include increased noise, traffic, flooding and erosion from storm drainage, road maintenance concerns, odors, and groundwater pollution from septic systems.









Under the provisions of this plan, existing rural development areas have been identified for future annexation in four different phases as shown on Map 10.A: “Annexation Priorities.” These existing rural development areas include lands within the 2035 Growth Area where development is expected to occur. Priorities for future annexation for these transition areas will be during the planning period, and they will be assessed for public services. Existing rural development that is not within any of the future annexation phased areas will remain unincorporated until there are public services available to the area. (See Chapter 2: “Shape Growth.”) These areas are not projected to support long-term agricultural use, nor will intensive farming

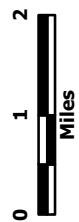
Map 10.A: Annexation Priorities



Click on this map to download a higher quality map.

# Annexation Priorities

- Priority Areas**
-  **First Wave**
-  **Second Wave**
-  **Third Wave**
-  **Fourth Wave**
-  **Current City Limits**
-  **Pre-Annexed Areas**
-  **Sioux Falls 2035 Growth Area**
-  **Sewer Basins**



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operations such as large-scale feedlots and confinement facilities be appropriate.

While annexation actions initiated by the City are often controversial and difficult, many problems can be avoided simply by adhering to an established annexation process. If key issues are resolved prior to annexation approval, much of the public misunderstanding and opposition can be prevented. The following annexation guidelines should be consistently applied in the future:

1. Annex undeveloped land within the city's planned growth area well in advance of its development.
2. Delineate annexation areas that represent logical service areas for the extension of major streets and utilities.
3. Annex contiguous rural subdivisions when it becomes feasible to provide City utilities and services.
4. Identify and attempt to mitigate any potential adverse economic, social, or environmental impacts resulting from annexation actions.
5. Make preparations to ensure an orderly transition of service responsibilities from the county and township level to the City.
6. Complete the timely extension of public services and facilities into annexed areas through coordination with the Capital Improvements Program.

Of utmost importance in the annexation process is the need to sensitively deal with the concerns of affected residences and property owners. By assuming political jurisdiction



over an annexed area, the City also assumes a responsibility to protect the lifestyle and economic well-being of its residents. Particularly in established residential neighborhoods, consideration should be given to such things as zoning and street and utility improvements that might adversely affect the character of the area.

From a broader perspective, coordination with the Capital Improvements Program is equally as important. Annexation of planned growth areas must occur early enough to provide adequate lead time for the construction of major street and utility improvements. This ensures that an ample supply of developable land can be maintained, and that inflated land prices resulting from municipal service lags can be minimized.

## Assessments and Development Fees

The City allows use of special area assessments and platting fees to finance public improvements. In many instances, this technique is the most equitable method of providing necessary improvements that serve

a well-defined geographical area. Examples of improvements for which special area assessments may be appropriate include storm drainage facilities, sewer lift stations and force mains, water reservoirs, major streets, and water and sanitary sewer services.

While area assessments should not be used to finance normal street, utility, and other routine facilities, they are appropriate where special needs are not met by other City funding programs. The benefits of an area assessment approach ensures that the city, as a whole, will not be taxed for improvements where only a few property owners or a single development will directly benefit.

Increasingly, financing for public improvements becomes a partnership between the private and public sectors. A benefit-based financing concept leads to the following general guidelines:

1. Improvements whose benefits are communitywide should generally be financed by the community at large. Examples include arterial roads, storm drainage facilities, water main platting fees, libraries, fire stations, and community parks.
2. Improvements whose benefits are area-wide, benefiting a specific development area, should be financed by an area-wide assessment. The community may also participate in a portion of these costs. This principle relieves a single developer from paying for improvements that assist other properties. Examples of such projects are sanitary trunk sewers.

3. Improvements whose benefits are specific to one development should be financed by that development through special assessments or private financing. Examples of such improvements include local streets, utility services, and sidewalks.

### **Joint Zoning and Subdivision (Platting) Jurisdiction**

The management of scattered nonfarm development outside the urban service area—and planning for orderly extension of urban facilities and services—is strongly addressed in this comprehensive development plan. Rural lands beyond the City's planned urban service area will generally be preserved for agriculture-related uses. In order to achieve these objectives, the City and counties have the authority to establish joint zoning ordinances in the extra-territorial jurisdiction area around Sioux Falls.

The City maintains a joint zoning ordinance with Minnehaha and Lincoln Counties in the joint jurisdiction. Those portions of the growth areas outside the City's planned urban service boundary and joint jurisdiction boundary will be regulated by each county's land use ordinances. It is expected that the cities of Brandon and Tea will share a common boundary by the end of the plan period. Cooperation with both Brandon and Tea will then be very important during this period.

The existing county ordinances provide for maintaining low-density nonfarm uses to a minimum through an Agricultural Zoning District that provides for one dwelling unit per 40 acres, with a minimum lot size of one

acre. This approach will help to evenly distribute population over the rural area at a density that can be accommodated by existing services and facilities. The opportunity for nonfarm families to reside in a rural setting has been preserved, but without the problems associated with large-scale subdivisions. Land use conflicts will be minimized, as will problems of traffic, groundwater pollution, and demands for other urban services.

The Sioux Falls Year 2035 projected growth area boundary will include portions of the following jurisdictions: Lincoln and Minnehaha Counties; Springdale and Delapre Townships in Lincoln County; Wayne, Split Rock, Benton, Mapleton, and Brandon Townships in Minnehaha County; Prairie Meadows, Renner, and Norton-Froehlich sanitary districts; Split Rock, Tea, and Harrisburg rural fire districts; and Northern States Power, Lincoln-Union, and Sioux Valley electric companies.

Long-range planning and joint decision-making that involves several parties (such as the City, the two counties, and Tea and Brandon) is necessary to ensure that future urban development makes an orderly transition from the rural area, and to preserve the rural areas beyond the urban service boundary. This promotes orderly growth, helps to minimize conflicts between urban and rural areas, keeps the growth of the city concentrated, and effectively manages the increased costs of providing public services such as water and sewer

mains, road maintenance, storm water drainage, gas lines, and electrical lines.

## **Shape Sioux Falls Comprehensive Plan Amendments**

### ***Including Future Land Use Map Amendments***

The comprehensive development plan recognizes the ever-changing marketplace and the need to remain poised to meet those changes. Major new development opportunities may arise during the planning period which were not foreseen during the development of this plan. In addition, major economic development or social changes may arise within the planning period. Such significant developments or changes would likely impact many elements of the plan. As such, the continuing planning process needs to include provisions for review of major changes and innovative development opportunities. As an example, at the end of each decennial census, population and housing projections should be reviewed and adjusted as needed.

The future land use map is expected to have periodic amendments come before the Planning Commission and City Council. This process will ensure that the future land use map is kept current and changed to reflect the changing market demands, while maintaining all plan policies.