

## **XII. Implementation Program**

The Comprehensive Development 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 area 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.

The public also will play a crucial role in the implementation of the development plan. Many of the policies and recommendations could not be instituted in the face of public apathy or misinterpretation. The Comprehensive Development Plan has been prepared with the sole interest of the general public in mind. The policies and recommendations are intended to minimize the potential for future misunderstanding and conflict.

This plan provides one element of the community's growth management program. Other elements include land use regulations, public capital improvements, annexation policy, and private capital investments for new development. 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 which the City of Sioux Falls must adopt in order to meet the objectives of the Comprehensive Development Plan.

### **Zoning Ordinance**

Many revisions and amendments to the City zoning ordinance have been completed since adoption of the Year 2000 Plan. In 1983, the ordinance was completely updated with text and format revisions. Since that time, numerous changes have been made to sign ordinances, landscaping standards, special overlay districts, and the addition of a manufactured housing residential zoning district.

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 agricultural related uses. In order to achieve these objectives, the city and counties have the authority to establish joint zoning ordinances in the extraterritorial jurisdiction area around Sioux Falls.

The City maintains a joint zoning ordinance with Minnehaha County in the extraterritorial jurisdiction and eventually a similar relationship should be pursued with Lincoln County. Those portions of the growth areas outside the City's planned urban service boundary and extraterritorial jurisdiction boundary will be regulated by each county's land use ordinances. The communities of Crooks, Brandon, Harrisburg, and Tea will also be considered as potential growth areas that will continue to be affected by the development pressure created from Sioux Falls population and economic expansion.

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, which 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.

In order to allow existing rural subdivisions to be maintained, a rural residential zoning district has been established. This approach will limit rural subdivisions to those which are truly rural in character and which require a minimum of urban services. The Land Use Policies also indicate that commercial and industrial zoning in rural areas be limited to existing development locations where adequate services are available. Commercial and industrial zoning districts have been included with conditional use permit review for most uses to ensure that such uses are compatible with adjacent properties, and will not create a demand for major urban services that cannot be provided.

In order to provide for design flexibility in a departure from conventional zoning regulations and to allow an increase in public review of development proposals, a planned development zoning district has also been established. This district allows the planned and coordinated mix of land uses which are compatible with surrounding properties, but 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 1991, the subdivision ordinance was updated to include new provisions for rural subdivisions and conformance to Engineering Design Standards for streets and utilities. In 2000, it was updated to include new provisions for assurance agreements and administrative approvals. Additional updates and amendments will be incorporated as needed.

The Major Street Plan has been adopted 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 area shown on Map XII(a). Road maintenance agreements and assurances for required improvements must be approved before development is allowed.

Identification of environmentally sensitive areas with development constraints has also been addressed in the Land Use Policies. Through the platting requirements and conditional use permit review, proper access locations can be identified, incompatible development can be prevented, and areas with poor soils or inadequately drained or floodable locations can be preserved as open space or agricultural land.

### **Subarea Plans**

Subarea planning within a neighborhood or special district area can identify and address issues at a scale which is much more refined and responsive to local needs that can be attained under the much broader outline of the Comprehensive Development Plan. Subarea 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 plans including the Downtown Development Plan, Beadle Greenway Plan, and the Whittier and North End neighborhood plans.

Neighborhoods including or 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 subarea plans for adoption as an element of the Comprehensive Development Plan. A number of special zoning overlay districts have been adopted along major traffic corridors including 49th Street, I-229, and Russell Avenue and along the Big Sioux River

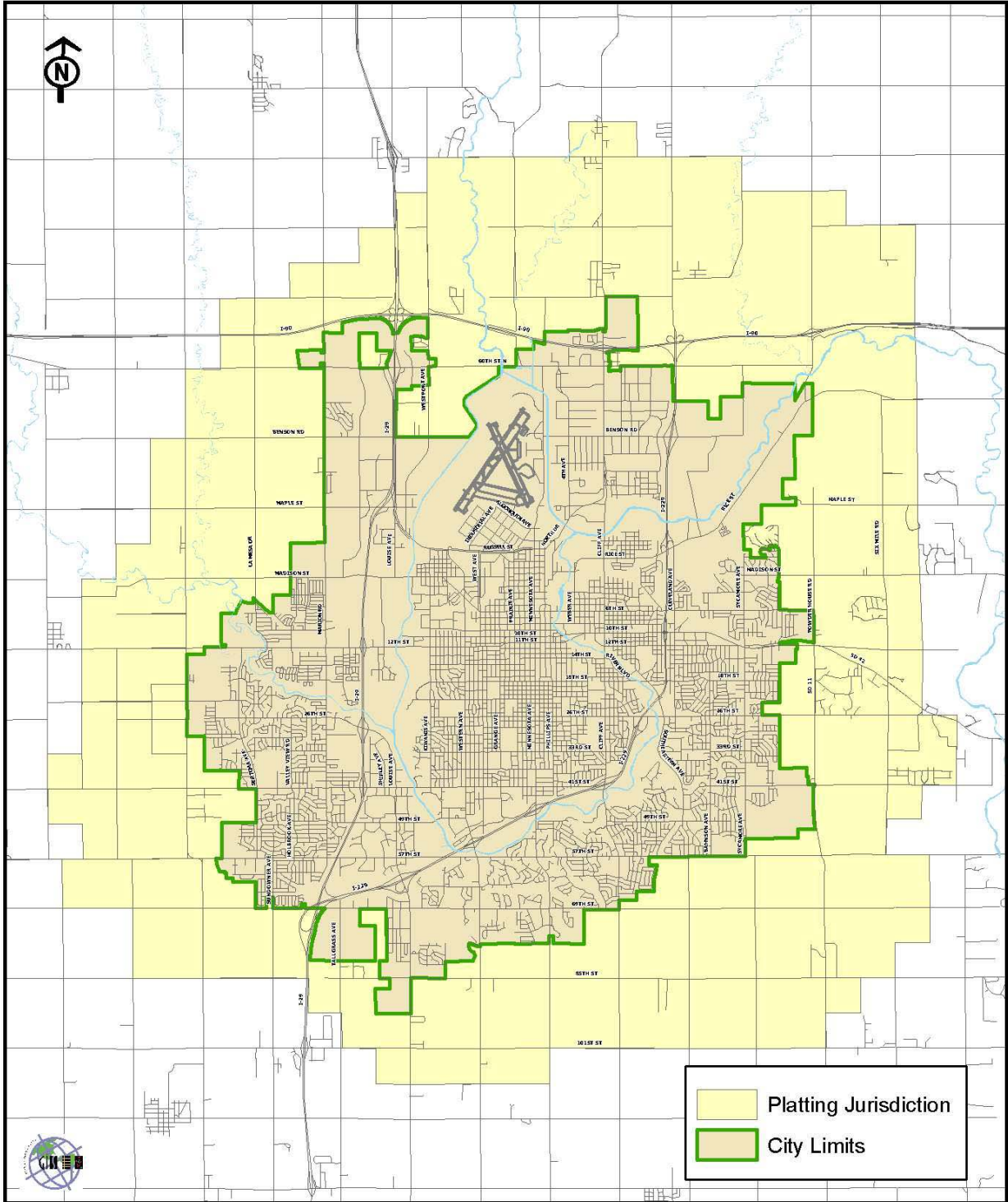
Greenway. In addition, specific planned development zoning districts have been approved for the Civic Center area, and Sioux Valley and McKennan Hospital campus areas. Some of the existing redevelopment plans, design review districts, and planned development zoning districts need to be updated and revised to reflect changing policies and conditions.

### **Capital Improvements Program**

In order to implement the development plan and provide for orderly growth and coordination of public improvements, the City had initiated a formal capital improvements budgeting process. This program provides a coordinated staging plan for major capital 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. A summary of capital improvement projects identified in this plan is shown in Exhibit XII(a).

# Map XII(a) Platting Jurisdiction



## Exhibit XII(a)

### Capital Improvements Program Summary of Needs 2002–2015

---

#### 2002

Harmodon Park Ball Field	Phillips Avenue from Fifth Street to Falls Park
Dunham Park Bike Trail	Rice Street Widening
Terrace Park/Covell Lake Shoreline Project Plan	Big Sioux River Flood Control Project
Sherman Park Lower Rest Room	Water Purification Plant
Arrowhead Park Initial Development	Pumping Capacity at the North Pumping Station
Morningside Park/Harvey Dunn School Community Center	Caille Branch Library Expansion
Memorial Park	Fire Station—Old Yankton Road and 69th Street
Veterans Memorial Park at Terrace Park	57th Street Overpass on I-29
Elmwood Golf Course Improvement	Russell Street and I-29 Interchange
	Benson Road and I-29 Interchange

---

#### 2003 to 2006

ADA Accessibility Modifications	Basin 6 Trunk Sewer Project (south phases)
Westside Fire Station	Eastside Sanitary Trunk Sewer, Pumping Station and Force Main
Central Library	Basin 16 Trunk Sewer (south phases)
Northeast Library	12th Street and Skunk Creek Community Park
New Downtown Parking Facility	Hayward Park Development
Landfill Expansion	Neighborhood Parks Development
Household Hazardous Materials Center	Northwest Area Booster Station
Southwest Transit Transfer Facility	Elevated Tank Storage at I-90 and Marion Road
49th Street from Minnesota Avenue to Western Avenue	12th Street and Ellis Fire Station
Center of Active Generations Addition	Southeast Community Park
Neighborhood Revitalization	

---

#### 2007 to 2010

Neighborhood Parks Development	Basin 15 West Trunk Sewer
Northwest Branch Library	Basin 13 Trunk Sewer
Elevated Tank Storage at 85th Street and Elmwood Avenue	Basin 19 Trunk Sewer
Downtown Parking Facility	Basin 20 Trunk Sewer

---

#### 2011 to 2015

Golf Course Facility	Family Aquatic Center
Northwest Area Athletic Field	Basin 17 Trunk Sewer
Neighborhood Parks development	Basin 25 Trunk Sewer
26th Street and Six Mile Fire Station	Central Main Interceptor Sewer Replacement
Northeast Fire station	

## **Phasing Plan**

Areas designated for immediate development will generally be vacant areas within the city limits with some or most of the infrastructure required for development already in place. In areas with this designation, the City actively encourages growth. All major infrastructure required to facilitate development in these areas will generally be in place or included in the first year of the Capital Improvement Program, although some improvements may be developed in years two through five of the CIP if such phasing is concurrent with the development of the land.

Areas designated for near term development will be contiguous to existing or planned development but lacking one or more major items of infrastructure, such as truck sewer or arterial street. The major infrastructure to develop these areas should be included in the CIP, although development will only be approved that can be adequately serviced by public utilities.

Areas designated for midterm development will be contiguous to existing or planned development, lack most infrastructure required to support development, but might reasonably be expected to develop within the planning period. In areas with this designation, infrastructure improvements will generally not be included in the CIP, but may be considered in long-term capital improvement planning. The City will consider development proposals in these areas only if the developer agrees to provide all off-site improvements necessary to extend municipal services to the proposed development. The balance of the city growth areas will be designated for long-term development. In areas with this designation, the City will encourage agricultural land uses to remain and will strongly discourage urban development until adequate services have been planned.

## **Annexation Program**

If the orderly growth of Sioux Falls is to continue over the planning period, it is essential that the City continue pursuing an active annexation program. The boundaries for providing municipal services should generally coincide with the corporate limits. Areas designated by the land use plan as future growth areas of the city should be annexed in advance of major development as should existing rural subdivisions which lie adjacent to the city. This policy will assure that sufficient development land to accommodate the future growth of the urban areas is maintained.

A primary benefit of annexing key growth areas prior to actual development is that it permits the City to extend major streets and utilities on an efficient scale rather than on a piecemeal basis. Engineering and capital improvements programming can be carried out for large areas rather than for individual subdivisions, allowing more timely and economical public improvements. The availability of these facilities will, in turn, encourage development in planned service areas where the availability of major streets and utilities is assured. Advance annexation of future growth areas will ensure that new development is designed to meet City standards and is provided with municipal utilities and services.

The extension of water or sewer service to a development shall be predicated upon annexation of the property, which shall occur before the land is provided with municipal services. Voluntary annexation agreements may limit or outline the phasing, timing, or development of utility services and may include specific or general plans for the financing of infrastructure improvements and the land uses of the area.

Existing rural subdivisions which 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 which enjoy a wide range of city facilities and services toward which they contribute no property tax support.

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 which 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 residents and property owners. By assuming political jurisdiction over an annexed area, the City also assumes a responsibility to protect the life-style 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 which 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 inflated land prices resulting from municipal service lags can be minimized.

### **Assessments and Development Fees**

The City has not in the past made significant use of special area assessments to finance public improvements. In many instances, this technique is the most equitable method of providing necessary improvements which 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 libraries, fire stations, and community parks.
2. Improvements whose benefits are areawide, benefiting a specific development area, should be financed by an areawide 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, storm drainage facilities, arterial street oversizing, and water storage facilities.

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.

As demands on municipal resources are increased through costs associated with new development, the need for enhanced revenue sources and alternative funding mechanisms becomes apparent. Many communities are exploring methods of decreasing their costs incurred due to development through the use of development fees or similar cost-recovery tools.

Faced with decreasing federal funding, local governments have found themselves bearing a greater share of costs associated with development and infrastructure construction. In areas of high growth, the demand for new services is in competition with the need for maintenance and repair of existing public facilities.

Financing of public services has traditionally been done through general revenue expenditures and the issuance of general obligation bonds repaid through property tax revenues. As demands on municipal resources are increased due to development, there is a need for increased revenue and funding options. With the rise of tax and property-tax limitation movements, local governments are facing increasing resistance to their primary financing mechanisms. Opposition to increasing tax levies may occur as taxpayers see themselves receiving little benefit or increase in service levels. In areas of high growth, the general public may see little need to pay the way for newcomers. The practice of shifting back to the developers a proportionate share of the financial burden of costs incurred through new private development has increased through the use of development fees and charges in areas of the United States.

### **Cooperation and Joint Development**

The Sioux Falls Year 2015 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; Sioux Falls, Brandon Valley, Harrisburg, Lennox, West Central, and Tri-Valley school districts; Minnehaha and Lincoln rural water systems; Prairie Meadows, Renner, and Norton-Froehlich sanitary districts; Split Rock, Tea, and Harrisburg rural fire districts; and NSP, Lincoln-Union, and Sioux Valley electric companies.

Many of the objectives of the Comprehensive Development Plan cannot be achieved unless the actions of two or more public agencies or private organizations can be closely coordinated. A variety of institutional, legal, financial, and other constraints frequently prevent organizations from working with each other, restrict the joint use of facilities or land, and inhibit or prevent the pooling of financial or other resources in joint ventures.

Every effort should be made to eliminate or reduce constraints to coordinated joint action. Where appropriate, both voluntary and formal legal authority should be provided to broaden the possibility of public and private cooperation in the achievement of plan objectives. Open communication, coordination, and cooperation should be aggressively pursued by all jurisdictions which might affect each other.

### **Plan Review and 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.

Similarly, major decisions facing the community about the street system, future water supply, and school district boundaries may result in changes, which should be considered and recognized with this plan. These decisions may cause a major revision to the plan long before the end of this planning period or even before the next planned update. A minor update should be undertaken every five years to determine the adequacy of the projected assumptions and to determine the validity of the land use, transportation, and utility elements of the plan. In addition, the City should utilize the computerized mapping abilities of its Geographical Information System (GIS) to maintain a comprehensive database of up-to-date inventories of land use, utilities, streets, and other public facilities through the planning period.