

## IV. Development Plan

### Land Use Plan

A recommended land use plan is the fundamental element of the overall Comprehensive Development Plan. It is designed to accommodate the expected growth of the community in a manner consistent with the general goals, public attitudes, policy framework, and physical factors affecting development.

The land use plan depicts the general arrangement of land uses, which the City should seek to achieve over the planning period. In new development areas, land use changes of agricultural lands should be approved only as demand and the orderly extension of services would warrant. In established areas where compatible development or redevelopment is to be encouraged, additional zoning changes may be required.

The Comprehensive Development Plan is designed to foresee where and how the city will develop, as well as be responsive to demographic and economic changes. The projections of population and land area needs are not absolute indicators of what the future holds; therefore, this plan provides for more land than is forecast to be needed over the planning period. If only the minimum amount of land projected to be needed is allocated in the plan, the value of that land increases merely as a result of the Comprehensive Development Plan designation. It is not unreasonable to plan for twice the amount of land projected to be needed within the planning period, if the actual development of that land is constrained by the marketplace and the limitations of the Capital Improvement Program.

The land use plan provides the foundation for guiding community growth and supporting public investments. This plan also provides the framework for implementation of the Sioux Falls Tomorrow action plan goals of providing steady planned growth, environmental quality, strong neighborhoods, open spaces, transportation, and public utilities.

Map IV(a), the Future Land Use Plan, contains several categories of land use types which form the basis for the future growth of Sioux Falls. These categories include the following:

- Low density residential areas of single-family detached, twinhome, and manufactured housing uses.
- Medium density residential areas of townhome and apartment uses.
- Commercial and office areas of retail, office, and service uses.
- Industrial areas of manufacturing, warehouse, and transportation related uses.
- Public and semi-public areas of schools, parks, outdoor recreation, conservation, church, and institutional uses.
- Agriculture and vacant land areas of agricultural related and rural development uses.

Residential land accounts for a significant portion of the total development within the urbanized area. As the character and composition of the city changes, the residential needs will also vary, from congregate and semi-independent living quarters for elderly and special needs population, to the more traditional single-family and apartment units. The amount of residential development is a function of several factors, including total population, the number of persons per dwelling unit, the density of dwelling units per acre, and the vacancy rate of existing units.

The number of dwelling units needed to meet future demand is projected to increase from an estimated 47,500 in 1995 to a total of 70,500 by 2015. The projected increase is attributable to

continued population growth although the trend toward smaller household size will also contribute to the increased need for additional residential development. Housing densities in newer residential subdivisions will generally range from 2.5 to 3.5 units per acre. In areas where more multifamily housing is anticipated, the average density will be higher.

The specific principles that guide the planning of new neighborhoods should include a variety of housing types and densities, a centrally located elementary school, close access to a neighborhood park or other type of open space which would serve the neighborhood, access to a commercial center serving local needs, a safe pedestrian walkway system and efficient vehicular routes from within the neighborhood to major streets, and provision for other neighborhood services such as day-care, churches, and community centers.

A number of commercial development areas are included in the land use plan, each serving an important part in the retail, office, and service markets. These include downtown, existing business corridors, neighborhood and community centers, and other mixed use areas. In both the central business district and outlying commercial centers, the areas of commercial zoning should be well defined. Major streets or natural barriers should be used as district boundaries to discourage encroachment of commercial uses into residential neighborhoods. As the land use plan suggests, multiple family housing or office uses are the most appropriate transition between commercial areas and single-family areas.

Neighborhood centers and community centers provide local convenience shopping facilities for surrounding residential neighborhoods, and include grocery stores, drug stores, strip centers, and other personal services ranging from 10,000 to 100,000 square feet. Smaller centers will be limited to gas stations and convenience stores with some additional office or retail uses totaling 5,000 to 10,000 square feet. Community centers fill the size range between the neighborhood center and the larger mixed use centers. These areas typically range from 50,000 to 100,000 square feet and include a variety of services and facilities from strip centers to grocery and discount retail centers. Larger sized regional shopping centers with areas over 100,000 square feet will be provided along major street and highway intersections where street and utility services are adequate to accommodate such uses.

The following examples of existing commercial developments provide a range of neighborhood and community centers and regional shopping centers in Sioux Falls.

Empire and Empire East .....	1.5 million square feet
Western Mall .....	450,000 square feet
Meadows on the River.....	450,000 square feet
Wal-Mart (west) and Sam's Club.....	246,000 square feet
Wal-Mart (east) .....	206,000 square feet
Four Hills Plaza .....	100,000 square feet
Hy-Vee Center at 26th Street .....	90,000 square feet
Valhalla.....	75,000 square feet
Southway Center.....	50,000 square feet
Golden Valley .....	50,000 square feet
Clock Tower .....	32,500 square feet
Park Ridge.....	30,000 square feet
Village Square Mall .....	30,000 square feet

It is anticipated that additional neighborhood and community centers will be integrated into residential growth areas as development in those areas occurs. Specific sites have been determined for those growth areas based on access to major streets generally at one-mile intervals, and corresponding to the boundaries of two or more residential neighborhoods. Accessibility to both pedestrian and automobile traffic is important. Land area needs will generally range from three to ten acres.

Commercially developed areas should be compact and well-defined so that their impact on adjacent neighborhoods is minimal. Developing neighborhood and community commercial centers will be subject to detailed review including specific site and building plans, impacts on environmental, traffic, utilities, public services, and adjacent properties. The scale and architecture of neighborhood centers should be strictly residential in character, and uses should be limited to those which serve the immediate area, such as convenience retail and service centers.

Mixed use areas will provide space for retail uses in addition to office parks and industrial development and some multifamily uses in appropriate locations. These areas provide for the location of employment centers at sites which are convenient to residential development and accessible from existing or proposed transportation facilities. They should discourage strip development and encourage more compact and higher quality development.

Both zoning policies and street design standards must be employed to improve major street corridors in the city. Because of the extensive amount of commercial strip development, which has already occurred along major street corridors, there is no simple short-term solution to the problem. It is possible, however, to encourage the improvement of existing commercial strips and prevent the indiscriminate extension of these patterns in the future. The thrust of this effort should be toward establishing land uses which are compatible with both the major street and adjacent neighborhoods.

While the Policy Framework specifically discourages strip commercial development along major streets, highway-oriented commercial uses are acceptable in some locations. Uses such as motels, truck stops, and restaurants, which depend upon traffic exposure, are to be located at certain interstate interchanges, on frontage roads, and in other areas where traffic and land use conflicts can be avoided. Similarly, heavy commercial and service uses are suitable along major streets within industrial districts so long as traffic can be adequately controlled.

As the land use policies indicate, commercial uses should be located near major intersections where conflicts with nearby neighborhoods can be minimized. High-volume arterial street frontages between major cross streets should be developed with multiple family, institutional, and office uses. Single-family uses abutting less heavily traveled arterial streets can usually be preserved, particularly if they do not front directly on the major streets. Areas of deteriorating commercial and residential uses along major streets should be zoned to allow redevelopment with compatible land uses. A description of the design and locational criteria for each specific land use type appears in Exhibit IV(a).

Sioux Falls has a well diversified industrial base with a land inventory that will continue to provide for future expansion opportunities. The land use plan places strong emphasis on development of industrial properties, which take advantage of major transportation corridors. Much of the projected development can be accommodated on existing vacant land within the city limits. However, additional industrial sites throughout the planning period will be necessary to meet projected demands for high amenity light manufacturing, warehousing, and office space. These areas represent the most contiguous and accessible opportunities for industrial growth without significant environmental constraints. If properly located and developed, these sites will support the goal of creating major employment centers in greater proximity to workers' residences.

Public and semi-public land includes publicly owned land such as schools and parks, street right-of-way, and those lands held by nongovernmental owners such as cemeteries, private schools, institutional facilities, and churches. The land use plan anticipates continued growth of this land use, primarily for school sites and open space areas. Future parks and recreation plans will be coordinated with neighborhood development and with the plans of other public entities. The parks and open space strategy ensures that a priority will be placed on both maintenance of existing facilities and construction of new parks, and that new parks will be planned and developed concurrently with the development of residential neighborhoods and other public facilities.

Agricultural and vacant land areas are identified to encompass land principally used for agricultural purposes. The Comprehensive Development Plan recognizes a continuing demand for rural residential development. The land use policies and zoning regulations now in place are designed to manage the location and density of housing, to reduce conflicts with farming operations and other agricultural land uses, and to keep the rural development concurrent with efficient provision of public services.

Low density rural residential areas within the urban growth area should be designed to become incorporated into the city limits at the time municipal services are available. Rural residential use areas beyond the urban growth boundary should be designed to take advantage of, but not to overwhelm, the agricultural character and rural life-style of the area. Currently, this land use exists throughout the two-county area; however, both Lincoln and Minnehaha Counties have established density zoning as a means of limiting the spread of rural housing. The unrestricted development of this land use can contribute to strains on township and county services, and creates conflicts with agricultural operations. It can also result in duplication of utility services between rural water systems, private wells and septic systems, and sanitary districts as municipal boundaries expand outward.

## **Exhibit IV(a)**

### **Land Use Location and Design Criteria**

#### **Residential**

##### **Low density (3 to 6 units/acre)**

- Access to local street system—avoid direct access to arterial streets
- Convenient to neighborhood school, park, and commercial services
- Avoid environmentally sensitive areas such as wetlands and drainageways

##### **Medium density (6 to 16 units/acre)**

- Access to major street system
- Well designed transition to adjacent land uses
- Provision of usable open space based on project size
- Transition between low density neighborhood and major streets
- Adjacent to neighborhood commercial center

##### **High density (16 to 40 units/acre)**

- Adjacent to principal arterials near major commercial, institutional, or employment centers
- Well designed transition to adjacent land use
- Provision of usable open space based on project size

#### **Commercial**

##### **Highway oriented and regional centers (200 to 300 acres)**

- Adjacent to major streets and regional highways
- Controlled access to arterial streets
- Quality architecture and well designed transition to adjacent uses

##### **Community centers (15 to 25 acres)**

- Intersection of arterial streets and along transit routes
- Mixed use development including office, institutional, or multifamily residences
- Well designed transition to adjacent uses

##### **Neighborhood retail, office, and convenience services (2 to 5 acres)**

- Convenient vehicular and pedestrian access to residential areas
- Adjacent to major street intersections
- Design compatible with surrounding uses
- Well designed transition to adjacent uses
- Located within residential, employment, or institutional neighborhoods

##### **Downtown area**

- Pedestrian orientation
- Quality urban design standards
- Mixed uses including office, retail, institutional, cultural, residential, and entertainment
- Orientation to greenway where feasible
- Consolidate off-street parking areas
- Residential uses within walking distance of CBD

#### **Industrial**

##### **General light industrial**

- Regional highway access located close to major arterial streets
- Rail access for industrial uses requiring it
- Buffered from residential and other adjacent land uses
- Industrial park setting with building design and landscape amenities
- Include office, warehousing, and limited retail uses

##### **Limited heavy industrial**

- Access to major streets
- Well designed buffer to adjacent land uses
- Minimize environmental impacts on surrounding properties

#### **Mixed Use**

##### **Institutional, office, and other mixed use development**

- Convenient to intended market area
- Vehicular access to major streets
- Minimization of traffic impact on adjacent uses
- Orderly expansion of institutional uses near residential areas
- Design compatibility with adjacent uses
- Include retail, multifamily, and business-technology land uses

## Land Use Consumption

The number of acres that will be needed to accommodate new development is shown below. The calculations show the assumptions used to estimate the land needs of each land use type throughout the 15-year planning period. The estimates for each land use category include a multiplier based on the amount of development land considered necessary to meet market demands.

<b>Land Use Consumption Projections</b>			
Single-Family Residential	9,870 units @ 2.5/acre + 50% multiplier	=	5,922 acres
Multiple-Family Residential	8,930 units @ 12/acre + 50% multiplier	=	1,116 acres
Public/Semi-Public	700 acres parks + 300 acres other	=	1,000 acres
Industrial	50 acres per year + 100% multiplier	=	1,500 acres
Commercial	35 acres per year + 100% multiplier	=	1,050 acres
Office	12.5 acres per year + 100% multiplier	=	250 acres
<b>Total</b>			<b>10,876 acres</b>
			<b>(≈17 square miles)</b>

Exhibit IV(b) shows that the projected amount of land needed to accommodate future development is 17 square miles, while about 37 square miles of land area is identified as the supply for future development. Exhibit IV(c) provides a summary of the vacant land area available for development in each growth area, both within and outside the current city limits.

### Exhibit IV(b) Future Development Land Projected Supply and Demand (in acres)

Land Use	Needed	Available
Single-Family	5,922	13,286
Multi-Family	1,116	1,341
Industrial	1,500	4,838
Commercial	1,050	1,282
Office	250	539
Public	1,000	2,849
<b>Total</b>	<b>10,876</b>	<b>23,971</b>
	(≈17 sq. miles)	(≈37.5 sq. miles)

**Exhibit IV(c)**  
**Development Land (in acres) within City Limits**  
**By Basin and Land Use Type**

Basin No.	Single-Family	Multi-Family	Industrial	Trans./Utilities	Commercial	Office	Public	Total
1	105	11	26		1	9	22	175
2	153	27	32		17	12	71	311
3	24	11	80	6	2	1	93	217
4	11	9	17		13	14		65
6	708	74	18		80	54	68	1,002
7	447	220		1				667
8	11	5			13	26		56
9	98	7	361	1	72	7	35	582
10		8	1	50	9	2	67	138
11	19	41	254		118	68		500
12			13		5		15	33
13	1	5	537	1	36		52	633
14	538	144	437	51	257	17	190	1,633
15	245	36			17	11	96	405
16	293	44	223		75	39	24	699
17	2	216	572		64	38	141	1,032
18	21	18			21		1	61
19	12		31				71	114
20	229	24				3	19	275
21	1							1
26	5	27	7			1		39
28	254					14	156	424
<b>Total</b>	<b>3,178</b>	<b>927</b>	<b>2,609</b>	<b>109</b>	<b>802</b>	<b>316</b>	<b>1,119</b>	<b>8,785</b>

**Additional Development Land (in acres)**  
**in Future Growth Areas, Beyond City Limits**  
**By Basin and Land Use Type**

Basin No.	Single-Family	Multi-Family	Industrial	Trans./Utilities	Commercial	Office	Public	Total
1	163			0			89	252
6	486	37			9	13		544
7	690	53		2	28	6	17	796
9	52				78			130
13			603			17	195	815
14	1,291	26	146	1		55	323	1,840
15	1,268	58			50	41	202	1,620
16	192		144			4	4	344
17			38					38
18	1,169	224			244	61	265	1,963
19	879	3	568		35	5	462	1,952
20	1,142	13				8	56	1,219
21	977				19		45	1,041
22	530				4	14	19	567
23	95							95
25	27		731		14		52	824
26	1,148							1,148
<b>Totals</b>	<b>10,109</b>	<b>414</b>	<b>2,229</b>	<b>3</b>	<b>481</b>	<b>223</b>	<b>1,730</b>	<b>15,188</b>

Single-Family	Multi-Family	Industrial	Trans./Utilities	Commercial	Office	Public	Total
13,287	1,341	4,838	112	1,282	539	2,849	23,971
							37.5 sq. miles