



## City of Vermillion Planning and Zoning Commission Agenda

5:30 p.m. Regular Meeting  
Monday, January 27, 2020  
Large Conference Room – 2<sup>nd</sup> Floor  
City Hall  
25 Center Street  
Vermillion, SD 57069

1. **Roll Call**
2. **Minutes**
  - a. December 17, 2019 Special Meeting.
3. **Declaration of Conflict of Interests**
4. **Adoption of the Agenda**
5. **Visitors to Be Heard**
6. **Public Hearings**
7. **Old Business**
8. **New Business**
  - a. Initial Discussion with Clay County Planning Commission to discuss any Amendments to the Comprehensive Plan for the Joint Jurisdiction Zoning Area.
9. **Staff Reports**
10. **Adjourn**

### WELCOME TO YOUR PLANNING COMMISSION MEETING

If you wish to participate in the discussion, the meeting provides several opportunities. After the minutes are approved, the Chairperson will ask if any visitors wish to be heard. Any item not on the agenda may be discussed. During the discussion of agenda topics, anyone may comment. The Chairperson will recognize you if you raise your hand. Please introduce yourself with your name and address when addressing the Planning Commission. Discussion occurs before motions are made and seconded. Discussion also occurs after the motion is seconded and before the vote. You may participate each time if you wish. Your suggestions and ideas are welcome. The best decisions are made when everyone participates and provides information.

**Meeting Assistance:** The City of Vermillion fully subscribes to the provisions of the Americans with Disabilities Act of 1990. If you desire to attend this public meeting and are in need of special accommodations, please notify the City Manager's Office at 677-7050 at least 3 working days prior to the meeting so appropriate auxiliary aids and services can be made available.

Unapproved Minutes  
Vermillion Planning Commission  
Tuesday, December 17, 2019 Special Planning and Zoning Commission Meeting

The meeting of the Vermillion Planning and Zoning Commission was called to order in the Council Chambers at City Hall on December 17, 2019 at 5:30 p.m.

1. Roll Call

Present: Fairholm, Forseth, Manning, Muenster, Wilson (through speaker phone), Iverson.

Absent: Kleeman, Gestring, Tuve

Staff present: John Prescott, City Manager; José Domínguez, City Engineer; James Purdy, Assistant City Manager

2. Minutes

a. November 12, 2019 Meeting.

Moved by Commissioner Manning to adopt November 12, 2019 meeting minutes, seconded by Commissioner Forseth. Motion carried 5-0, 1 abstain (Fairholm - Yes, Forseth - Yes, Manning - Yes, Muenster - abstain, Wilson - Yes, Iverson - Yes). Commissioner abstained as he did not have an opportunity to read the corrected minutes.

3. Declaration of Conflict of Interest

Commissioner Muenster noted that he and his wife (Mrs. Karen Muenster) own investment property.

Commissioner Forseth noted that he owns investment property.

4. Adoption of the Agenda

Moved by Commissioner Forseth to adopt the agenda as printed, seconded by Commissioner Manning. Motion carried 6-0 (Fairholm - Yes, Forseth - Yes, Manning - Yes, Muenster - Yes, Wilson - Yes, Iverson - Yes).

5. Visitors to be Heard

None.

6. Public Hearing

a. Request for a Conditional Use Permit to construct a new ag retail facility at Heikes Tract 2 SE ¼ SE ¼ Exc. Heikes Addition 7-92-51, City of Vermillion, Clay County, South Dakota.

James Purdy, Assistant City Manager, reported that the City received an application for a conditional use permit for an ag retail facility on vacant ground within the City of Vermillion. The facility would sell chemicals used in agricultural operations. The parcel for the proposed use is a 17-acre parcel located on the northwest corner of the intersection between North Crawford Road and 317<sup>th</sup> Street. The facility would be located in the HI-Heavy Industrial zoning district. Agribusiness uses are allowed within the district; however, a conditional use permit is required.

Purdy stated that per the supporting documents submitted by the applicant, the proposed development includes: a Dry Fertilizer building, an Ag Product Warehouse building, an Office Building, a 1-million gallon Bulk Liquid Fertilizer Tank, and associated site work. The development of the site and building construction will follow the City of Vermillion zoning ordinance; International Codes (Building/Energy/Fire/Plumbing/Electrical); EPA standards; OSHA standards; City and State stormwater regulations; State Department of Agriculture fertilizer and pesticide regulations; and Nutrien's internal safety, health, and environmental safety standards. The proposal has been reviewed by the City's Fire Chief, Fire Marshal, and Building Official, and it is fully compliant with all regulatory requirements. No manufacturing or industrial processing of substances is proposed, but some of these materials will be stored within these facilities. All ag chemicals will be handled indoors; this includes liquid and dry fertilizers. The facility will undergo additional inspections throughout the permitting process. The applicant was asked to be here tonight to answer any questions the Public or Commissioners may have.

Purdy explained that besides State statutes, there are two official documents that guide the City through the decision making process regarding conditional use permits. These documents are the Vermillion 2035 Comprehensive Plan and the City of Vermillion Code of Ordinances. The City's current process for conditional uses follows the Code of Ordinances section 155.095. The City's ordinance sets the Planning and Zoning Commission as the body that grants CUPs. The City Council acts as the body of appeal if the applicant or member of the public feels aggrieved by the decision or conditions set by the Planning and Zoning Commission. The Planning and Zoning Commission may place conditions that "are appropriate and necessary to ensure compliance with the Comprehensive Plan and protect health, safety, and general welfare..." unless otherwise specified in the ordinance, the Planning and Zoning Commission reviews each permit based on criteria found in the ordinance. After review of the criteria, Purdy found that the proposed plan meets expectations in the following areas: ingress and egress, off-street parking and loading, refuse and service areas, utilities, screening and buffering, signs, required yards and open spaces, and general compatibility. Staff also reviewed drainage requirements and found that mitigation will be required. Purdy also stated that a developer's agreement will be required prior to a building permit being issued for the future construction of North Crawford Road from 317<sup>th</sup> Street to the north property line with the City's substation.

Purdy further stated that the proposed use fits within the Future Land Use map found in the City's 2035 Comprehensive Plan. Purdy explained that the use meets several goals and objectives found in the plan. Some of these are: to provide diverse employment opportunities for current and future Vermillion residents; and to retain existing businesses and allow for expansion opportunities; and to retain the present industrial

and commercial base and assist companies with their expansion needs where appropriate.

Iverson opened the floor for public comment.

Mr. Sam Heikes (1408 317st Street) stated that he lives adjacent to the proposed location (to the west of Heikes Tract 2) and that he had reviewed the agenda memo and minutes from previous Commission meeting. Mr. Heikes also handed out a packet of information to the Commission and to the public. Mr. Heikes explained that he and his daughter own a Community Supported Agriculture program (CSA) business selling organic produce directly adjacent to the proposed use. Mr. Heikes also stated that his property is an organic farm registered with Driftwatch and that his business is sensitive to chemical trespass. Mr. Heikes stated that he did not understand how the applicant did not know what the adjoining property's use was as indicated by their application. Purdy explained that the issue was not with the applicant, but with the application since the electronic application does not include an agricultural zoning district. Purdy explained that the applicant was instructed to place unknown in those locations but elaborate about the use in the body of the application (this was done by the applicant, and Mr. Heikes was satisfied with the explanation after being shown where it was in the application). Mr. Heikes further explained that they are concerned with his family's health and safety as well as with a chemical trespass negatively affecting his organic CSA business. Mr. Heikes asked, "how much insurance does the applicant carry for any chemical trespass, explosions, fire, etc...?" Mr. Heikes stated that prior to the tonight's meeting he had met with Mr. Greg Birgen (Nutrien's representative) and gave them a list of conditions to protect his property. Mr. Heikes stated that he believes this use would be good for the City and the area, but conditions should be placed to protect the neighbors and the community.

Ms. Susan Skyrn (722 Lewis) stated that she had concerns with the location, and that typically this type of use is found further away from populated areas. Ms. Skyrn asked if the buildings will be ventilated, and if so what happens to the air being ventilated? Ms. Skyrn restated her proximity concerns and asked that the Commission locate the use further from the City.

Ms. Cindy Aden (Clay County Zoning Administrator) handed out a document to the Commission. Ms. Aden explained that the document showed a timeline of all of the steps that the County had taken to move this project forward from the October 28<sup>th</sup> joint meeting. Ms. Aden went through all of the dates in the timeline. The document that Ms. Aden distributed also had additional information regarding the joint comprehensive plan. Ms. Aden explained the County's interpretation of the verbiage included in the document.

Mr. Richard Hammond (25 Prentis and Clay County Commissioner) stated that he is a landowner within ¼-mile of the proposed used and a customer of Mr. Sam Heikes' organic products. Mr. Hammond stated that a tree buffer between Mr. Heikes property and the proposed use should be considered as a condition. Mr. Hammond also stated that monitoring devices should be installed since drifting might occur. Mr. Hammond discussed health hazards associated with some of the material being sold/handled at the proposed site. Mr. Hammond explained that based on some of the chemicals that would be sold, a ½-mile exclusion zone would be required during a fire. Mr. Hammond stated that he supports the project but believes that conditions should be placed to ensure the safety of his constituents.

Mr. Jerry Wilson (30959 Frog Creek Road) stated that he was still unsure if the proposed location is the best fit. Mr. Wilson stated that the use needs to be properly sited. Mr. Wilson read a statement that he had prepared for the meeting. The statement was regarding the deteriorating relationship between the County and the City when dealing with items in the Joint Jurisdictional Zoning Area. Mr. Wilson clarified that at the November 12<sup>th</sup> meeting Mr. Chris Larson's (Clay-Union Electric General Manager) statement regarding the fact that no development could occur outside of City limits unless it was going to be provided utility City services and annexed into the City was put into the joint comprehensive plan by him when he was a Clay County Commissioner. Mr. Wilson stated that his intent was to prevent future residential or commercial development in the area without proper planning. Mr. Wilson further stated that the existing documents should be followed since they are in place to protect everyone's interests (City and County).

Ms. Sarah Chadima (25 Prentis) stated that she owns property with her husband (Mr. Richard Hammond) within a ¼-mile of the proposed site. Ms. Chadima asked that the items be explained clearly and in simple terms since some of the public might not be familiar with the terms being used.

Mr. Glenn Pulse (46516 316<sup>th</sup> Street) stated that when compared to the original site discussed (SD Hwy. 50 and 466<sup>th</sup> Avenue) this is a preferred site for him. Mr. Pulse also stated that he is concerned with chemical trespass on Mr. Sam Heikes' property. Mr. Pulse stated that he realizes that some of the items that could be used to ensure that no chemical trespass occurs (specifically the chemical monitors) can be cost prohibitive. Mr. Pulse stated that he is a certified structural fire fighter, a former fire fighter instructor, and an EMT. Mr. Pulse stated that based on his opinion the 'let it burn' policy is normal for this type of facility. Mr. Pulse also stated that he believes the proposed location is preferable to Nutrien's current location below the bluff. Mr. Pulse also stated that he believes some conditions should be placed to protect Mr. Sam Heikes' business.

Mr. Jim Peterson (President of Masaba, Inc., 1617 317<sup>th</sup> Street) stated that Masaba, Inc. met with the applicant and have no concerns with Nutrien's proposed use. Mr. Peterson also stated that he is a board member of the Vermillion Area Chamber and Development Company (VCDC) and they are also in support of the proposed use.

Mr. Nate Welch (President/CEO of VCDC, 2 E. Main) stated that the VCDC recommends approval of the conditional use permit to the Commission. Mr. Welch stated that this project would be beneficial to the community (City and County) and promotes agricultural businesses.

Forseth asked Mr. James McCulloch (City Attorney) if there would be any legal problems if the Commission were to approve the permit for this site. McCulloch responded by saying that he did not see any problems granting the permit as the Commission heard the information provided by Staff, heard public comments, and would be basing their decision with those comments in mind.

Muenster asked Mr. Birgen if he could answer some of the questions raised at the meeting. Mr. Birgen stated that there will be no explosive materials stored at this location. Mr. Birgen further stated that they would be required to notify the City, County, and State if Nutrien started storing explosive materials. Mr. Birgen stated that the notification is an annual requirement for permitting/certification. Muenster asked if sales tax would be collected at the facility. Mr. Birgen explained that sales tax is collected for services but not for the product being sold.

Manning asked Mr. Birgen if Nutrien had discussed placing trees along the west property line with Mr. Heikes. Mr. Birgen stated that they had discussed this, but placing a buffer of trees is an expense that Nutrien was not planning to incur. Mr. Birgen stated that the trees would require continuous maintenance. Mr. Birgen further stated that Nutrien is not looking to placing anyone, or anyone's property, in danger.

Muenster asked Mr. Birgen if Nutrien carried liability insurance. Mr. Birgen stated that Nutrien has insurance.

Moved by Muenster to grant the conditional use permit. Seconded by Forseth.

Fairholm asked Mr. Birgen if the insurance carried by Nutrien included waivers, or exceptions, for environmental items. Mr. Birgen stated that he did not know the specifics about the insurance. Fairholm also stated that he felt it would be appropriate for a condition of a buffer to be included with this conditional use, but he was unsure of what that buffer should look like (composition of trees, number of trees, spacing,

density, etc...). Mr. Birgen asked the Commission that if the buffer is placed with the intention to stop a chemical trespass but does not work, who would be liable for any damages? Discussion followed. Manning stated that he has seen large tree belts in a different location with the same use. Mr. Birgen stated that he is aware of that location, but that the tree belt was planted as a Conservation Reserve Program project.

Muenster stated that although the Commission could place conditions requiring a tree buffer, it would not be able to specify what that buffer should be (composition of trees, number of trees, spacing, density, etc...). Muenster further stated that the Commission could ask that the two neighbors (Nutrien and Mr. Heikes) meet to discuss, and hopefully agree, on installing a tree buffer. Mr. Heikes stated that there are tree buffers on his property that function very well in keeping snow off certain locations. Mr. Heikes stated that he also discussed the topic of tree buffers with his son who is a landscape architect in Rapid City. Mr. Heikes' son provided Mr. Heikes with specifications for type of tree, planting density, etc... Mr. Heikes stated that he understands that a buffer would not stop a chemical trespass, but it would be an effort towards being good neighbors.

Muenster moved to amend his motion to include that both of the neighbors (Nutrien and Mr. Heikes) discuss the possibility of constructing a tree buffer (this is a suggestion and not a requirement). Seconded by Forseth.

Fairholm asked Mr. Birgen if the particulate matter within the buildings would be vented to the outside? Mr. Birgen explained that the system that will be used is a 'closed pipe' system and that dust will not escape the piping.

Wilson asked for the motion to be repeated. Muenster stated that the motion is to approve the conditional use without formal conditions but that the neighbors show a good will effort to construct a shelter belt/tree buffer between the properties.

Roll call vote was asked for since Wilson was attending meeting through speaker phone. The Commission voted as follows: Fairholm - Yes, Forseth - Yes, Manning - Yes, Muenster - Yes, Wilson - Yes, Iverson - Yes. Motion carried 6 to 0.

#### 7. Old Business

None

#### 8. New Business

None

#### 9. Staff Report

None

10. Adjourn

Moved by Forseth to adjourn, seconded by Manning. Motion carried 6-0 (Fairholm - Yes, Forseth - Yes, Manning - Yes, Muenster - Yes, Wilson - Yes, Iverson - Yes). Commissioner Iverson declared the meeting adjourned at 6:52 p.m.



## *Planning & Zoning Commission Agenda Memo*

**From:** Jose Dominguez, City Engineer

**Meeting:** January 27, 2020

**Subject:** Initial Discussion with Clay County Planning Commission to Discuss any Amendments to the Comprehensive Plan for the Joint Jurisdictional Zoning Area

**Presenter:** Jose Dominguez

**Background:** For almost a century the State has required the use of a comprehensive plan by counties and cities as a planning document that sets the tone for certain areas with regard to development and growth. Prior to 2011 the City had zoning jurisdiction over a certain area outside of the City's boundaries. In 2003, the State amended the statute allowing sole zoning jurisdiction to the cities outside of their municipal boundaries and required that in such instances cities and counties jointly enforce zoning laws within that area outside of municipal borders.

In 2011, the City and Clay County agreed to exercise zoning jurisdiction jointly on an area surrounding the City. Since a comprehensive plan must be adopted prior to the adoption of a zoning ordinance, it was jointly agreed to adopt the City's Vermillion Comprehensive Plan 2000-2020 (at the time this was the adopted comprehensive plan for the City) for the joint jurisdiction zoning area. This plan had been recently amended by the City, with the County's recommendations, to include sections that were pertinent to areas within the future joint jurisdictional zoning area.

Since 2011, the adopted document has been in use by both entities when discussing items in the joint jurisdictional zoning area.

Due to recent events and the fact that the current comprehensive plan has reached its planning usefulness, the City's Commission discussed approaching the County's

Commission in order to start the process of amending the comprehensive plan for the joint jurisdiction zoning area.

**Discussion:** As mentioned previously, State statute requires that in order for there to be a zoning ordinance, a comprehensive plan must first be adopted. The comprehensive plan for the joint jurisdictional zoning area was adopted by both governing bodies at a joint meeting on October 20, 2011. As a general rule, comprehensive plans have a lifespan. The intention of having a lifespan for the comprehensive plan is that as time passes the area discussed in the document may experience enough change (such as social, economic, governing body policies, etc) for the plan to be updated. A comprehensive plan essentially sets the goals, and expectations, of the governing entities for certain areas. As time passes, these goals and expectations may change, so the document would need to be updated to reflect these changes.

It should also be noted that comprehensive plans do not expire once their lifespan has passed. The plan is still the guiding document until it is replaced by a newer document.

**Compliance with Comprehensive Plan:** Although the City's 2035 Comprehensive Plan largely focuses on areas within the within the community, there are some portions that pertain to areas within the joint jurisdictional zoning area. These sections guide Staff on how to address issues that may come up (e.g. the creation, or amendments, to documents pertaining the joint jurisdictional zoning area). The following goals and objectives should be strongly considered by the Commission when making any future decisions pertaining to the joint jurisdictional zoning area. Below are the goals and objectives to be considered:

- Plan for the development of public infrastructure needed to meet the demands of the City's future population (pg. 16)
- Utilize the joint jurisdictional partnership with Clay County to enhance development that is mutually beneficial to both entities (pg. 16)
- Prevent the premature expansion of urban services (pg. 16)
- Ensure orderly and well-planned expansion of future urban services (pg. 16)
- Maintain the rural lifestyle and character of the Urban Reserve area until such time that urban development is planned to occur (pg. 16)
- Increase the career opportunities and income of Vermillion and Clay County citizens through attraction of high-skilled jobs in expanding industries in pursuit of an enhanced quality of life (pg. 39)
- Focus new development within existing City limits areas (pg. 67)
- Preserve the function and character of the surrounding rural areas (pg. 67)
- Enhance the visual quality of the City (pg. 69)

Additionally, the current Clay County comprehensive plan (Clay County Comprehensive Plan 2001-2021) has only one goal for the transitional area. The transitional area is an area designated by Clay County in their comprehensive plan around municipalities (Irene, Wakonda and Vermillion) where they expect urban style development. The goal for this area is to ‘allow municipalities to plan for expansion within a clearly defined urban area.’ The urban area mentioned refers to an area around these municipalities. Clearly the County understands the fact that the City has to be able to plan for expansion outside of its municipal border.

**Conclusion/Recommendations:** Staff recommends starting the process to complete major amendments/revisions of the current comprehensive plan for the joint jurisdictional zoning area. The guiding principles set in the City’s 2035 Comprehensive Plan should be strongly considered by the City’s Commission when drafting this new document.

Staff believes that the County and the City share the goal of wanting growth that would benefit ALL of the citizens in the region. However, both bodies are looking at the goal from different perspectives. Due to the nature of municipalities, one of the items that the City has to consider is outward growth from the current municipal borders. This requires that the City plan ahead for developments (transportation, land use, utilities, parks, etc...), and that the City work closely with the County. This is not to say that the County must do as the City wishes, but that the County understand and consider the City’s perspective in all items that may affect its growth. After all, growth in the City benefits the County. The comprehensive plan starts this conversation by having all of the shared goals written down.

# **VERMILLION**

## **Comprehensive Plan**

### **2000 - 2020**



*Prepared by the South Eastern Council of Governments at the direction of the  
Planning Commission and the City Council of Vermillion, South Dakota*

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## **I. INTRODUCTION**

### **A. PURPOSE OF THE COMPREHENSIVE PLAN**

There are three primary purposes of this document:

- (1) To address the planning requirements of state law while also providing a sound and logical basis for city growth management strategies; and
- (2) To provide some predictability about the potential land uses and timing of development so that both public and private sectors can make informed decisions in the area of real estate and capital investments.
- (3) To provide the planning commission and city council with policies for future planning decisions and the methods and justification to control land use through the zoning and subdivision ordinance, the capital improvements program, and other enforcement controls.

### **B. AUTHORIZATION UNDER STATE LAW**

Under 11-6-14 of South Dakota Codified Laws, the planning commission of a municipality is directed to *"propose a plan for the physical development of the municipality...[to] include the general location, character, layout and extent of community centers and neighborhood units..."*.

### **C. COMMUNITY INPUT**

As a part of the comprehensive plan process, the Vermillion City Council requested community input on a variety of topics over several comprehensive focus meetings. The community input serves as one source of information to help form the comprehensive plan goals, policies and objectives. The following focus groups or persons were consulted:

1. Chamber of Commerce
2. Vermillion Development Corporation
3. Vermillion School Superintendent
4. Clay County Historic Preservation Commission
5. University of South Dakota
6. Clay Rural Water
7. Clay-Union Electric Cooperative
8. Clay County Commission
9. USD Foundation
10. Vermillion Can-Do Committee
11. Social and Human Services

## II. DEMOGRAPHIC DATA

### A. DEMOGRAPHIC CONDITIONS

Table 1. Population History (source: US Census, 1970-1990)

<u>YEAR</u>	<u>POPULATION</u>	<u>% INCREASE</u>
1960	6,702	
1970	9,128	49.6% increase
1980	10,136	11.1% increase
1990	10,013	1.2% decrease
2000*	11,400	13.9% increase

\* US Census Bureau Estimate

### B. POPULATION PROJECTIONS

Based upon current trends, a population projection through the study period indicates that the City of Vermillion will have a population of **12,938 by the year 2020**. The graph on the following page illustrates the Vermillion population projections utilizing a 30-year trend.

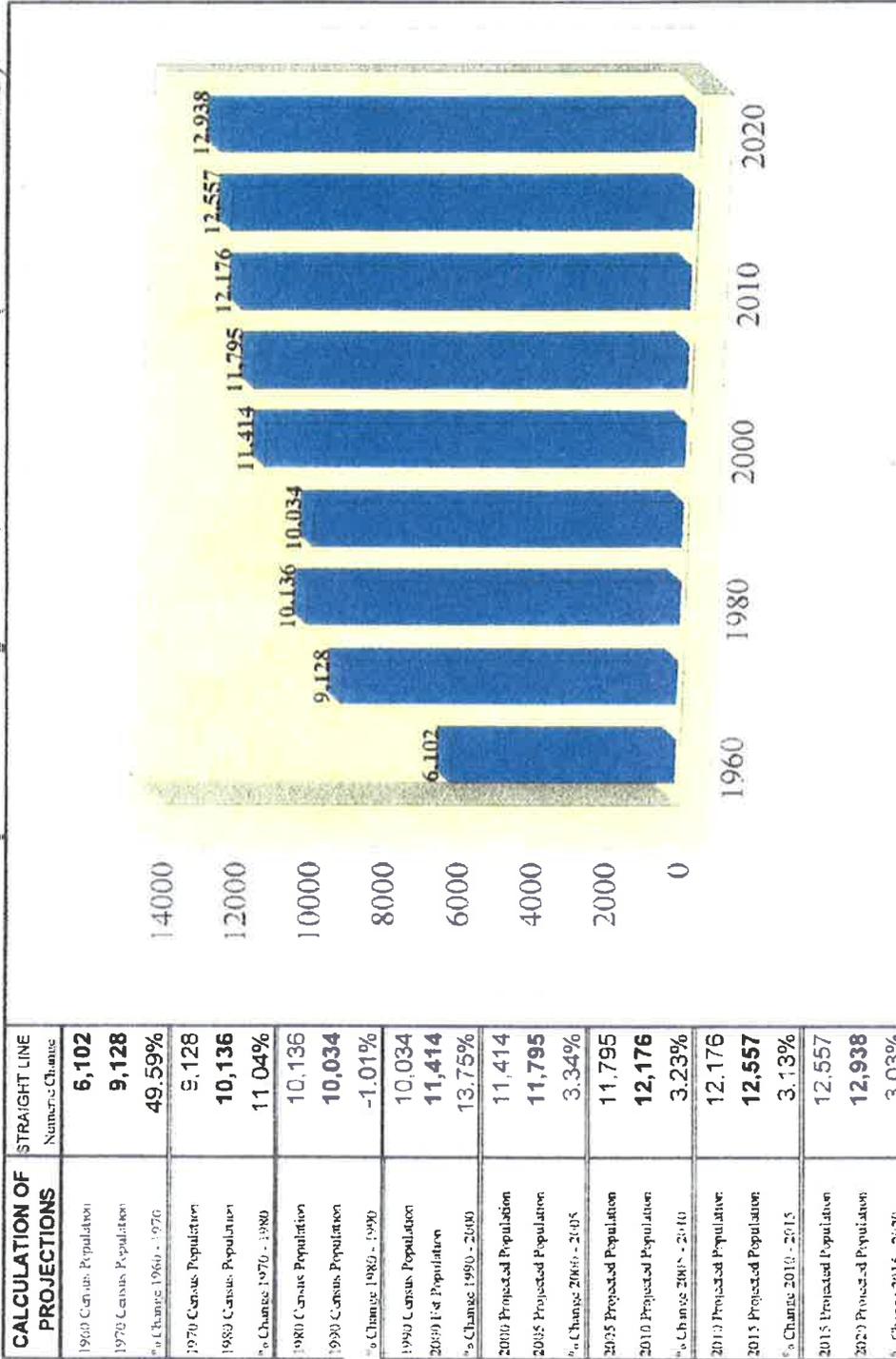
### C. OTHER DEMOGRAPHIC DATA

The City of Vermillion has one of the lowest median ages in the state due to the University of South Dakota student population. However, the elderly population (65 and over) did increase slightly between 1980 and 1990. Also, the percentage of persons under 18 and between 18 and 24 decreased. This indicates, as is the national trend, that the population is becoming gradually older.

**Table 2**  
**Population by Age (Percent)**

	Under 18	18-24	25-44	45-64	65 and Over
1980	18.4%	44.0%	21.3%	9.3%	7.1%
1990	17.4%	41.7%	22.7%	10.4%	7.7%

**GRAPH 1 VERMILLION: Population Projections, 2000 - 2020: (30-Year Trend)**



CALCULATION OF PROJECTIONS	STRAIGHT LINE Numerical Change
1960 Census Population	<b>6,102</b>
1970 Census Population	<b>9,128</b>
% Change 1960 - 1970	<b>49.59%</b>
1970 Census Population	<b>9,128</b>
1980 Census Population	<b>10,136</b>
% Change 1970 - 1980	<b>11.04%</b>
1980 Census Population	<b>10,136</b>
1990 Census Population	<b>10,034</b>
% Change 1980 - 1990	<b>-1.01%</b>
1990 Census Population	<b>10,034</b>
2000 1st Population	<b>11,414</b>
% Change 1990 - 2000	<b>13.75%</b>
2000 Projected Population	<b>11,414</b>
2005 Projected Population	<b>11,795</b>
% Change 2000 - 2005	<b>3.34%</b>
2005 Projected Population	<b>11,795</b>
2010 Projected Population	<b>12,176</b>
% Change 2005 - 2010	<b>3.23%</b>
2010 Projected Population	<b>12,176</b>
2015 Projected Population	<b>12,557</b>
% Change 2010 - 2015	<b>3.13%</b>
2015 Projected Population	<b>12,557</b>
2020 Projected Population	<b>12,938</b>
% Change 2015 - 2020	<b>3.03%</b>

### III. ENVIRONMENTAL CONSTRAINTS

#### A. PHYSICAL GEOGRAPHY

Vermillion is located in southeastern portion of South Dakota. The City is approximately one mile from the Missouri River, which is also the political state boundary with Nebraska. Vermillion is on generally level ground, with a rapid decrease in elevations to the south and west (the "Bluffs") to the Vermillion River. The elevation ranges from 1135 feet along the Vermillion River to 1240 in the eastern portion of the City.

#### B. FLOOD HAZARDS

The City of Vermillion has one major flood hazard area within the community along the Vermillion River. The Missouri River floodplain is within the study area, but is distant from any development. One other floodplain, a wetland area, is located in northeastern Vermillion along the SD 50 Bypass.

The Federal Emergency Management Agency (FEMA) has classified a significant area adjacent to the rivers as having special flood hazard areas. **Map 1**

#### C. DRAINAGE AND WETLANDS

Many small wetlands and potholes are found in the eastern portions of the city's growth areas, with the large majority being temporary in nature. Wetlands and water bodies are designated from base maps developed through the National Wetlands Inventory and other data sources. These natural resources provide a number of functions which are important to the health and welfare of the community. They provide storage for stormwater, help to control flooding, provide wildlife habitat, improve water quality, and they provide recreational opportunities. **Map 1**

#### D. SOILS

While the soils in the Vermillion planning area are excellent for agricultural purposes, their engineering properties present some limitations for urban development. The major limitation within Vermillion is the Tetonka soil found especially in eastern and northern Vermillion. This soil has high shrink-swell properties and can cause foundations to crack. Most of the soil is found in conjunction with small wetland areas. However, developers should be aware of this type of soil. A soil test would be the only reliable method to locate a soil with severe development limitations.

Other soil types found in many areas have severe limitations for various aspects of development including roads and streets, and dwellings with basements. These limitations are largely due to the following characteristics:

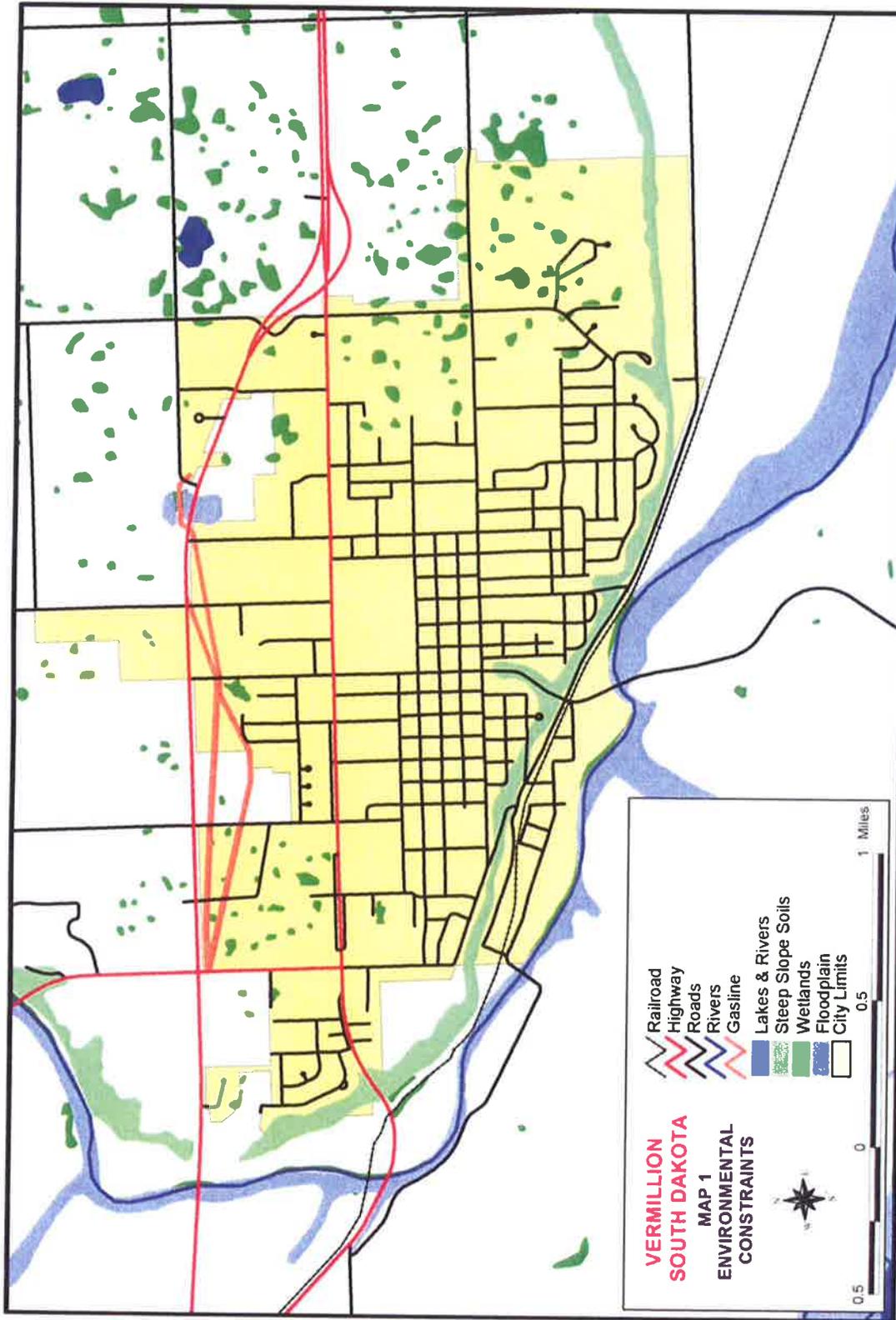
1. high clay and water table
2. hydric soil
3. flooding potential
4. shrink-swell
5. shallow depth to rock
6. gravel and sand pits
7. steep slopes

While these limitations do not rule out development, they do require compensating construction techniques and soil modification. The severe soil development limitations of the Vermillion area are shown on **Map 2**.

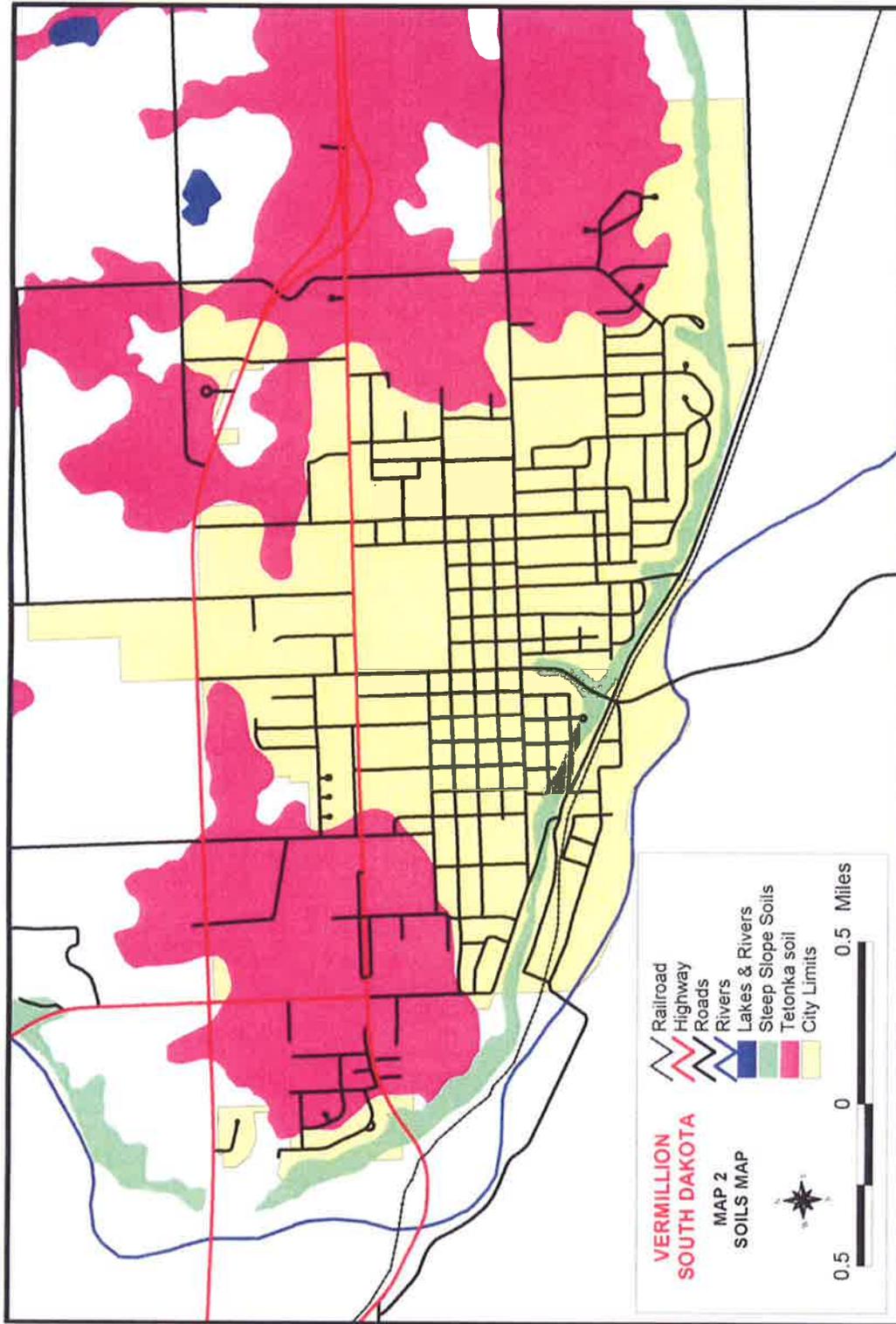
#### E. GAS LINES

Gas lines located in the northern part of the city may present some development complications. **(See Map 1)**

MAP 1



MAP 2



#### IV. CURRENT LAND USE PATTERNS AND CONSUMPTION PROJECTIONS

##### A. CURRENT LAND USE

The **current land uses** in Vermillion and the planning area are included on **Map 3**. The number of acres by various land use categories are summarized in the table below.

Table 3

Land Use	1964	1974	2000
Single-Family Residential	286	378	528
Multi-Family Residential	26	41	50
Mobile Homes	NA	45	89
Commercial	46	54	104
Industrial	31	32	82
Office/Public	144	203	275
Parks	21	77	275
Transportation	NA	NA	14
Vacant	438	713	430
TOTAL	991	1,512	1,847

##### B. FUTURE LAND AREA ESTIMATES

Household and a projected demand of each land use category is listed in the tables below.

#### Land Use Projection Tables Vermillion

##### Household Projections Table 4

	Population	Persons per Household	Households
1980	10,136	2.42	3,419
1990	10,034	2.32	3,428
2000	11,414	2.32	4,022
2005	11,795	2.31	4,204
2010	12,176	2.30	4,388
2015	12,557	2.29	4,574
2020	12,938	2.28	4,761

*\*2,082 people were counted as institutional or non-household (includes students in dormitories)*

Table 5

Households Added 2000 to 2020	
New Households	739

Table 6

Types of Households Added 2000 to 2020		
Types	Multi-family	Single-Family
Percentage	47.00%	53.00%
Number	347	392

Table 7

Land Use Consumption Needs	
Single-family Residential	392 units @ 2.5 units/acre + 50% multiplier = 235 acres
Multi-family Residential	347 units @ 12 units/acre + 50% multiplier = 43 acres
Industrial	110 acres (based on past land use trends)
Commercial	108 acres (based on past land use trends)
Office/Institutional	
Parks	26.5 acres (see parks analysis)

Table 8

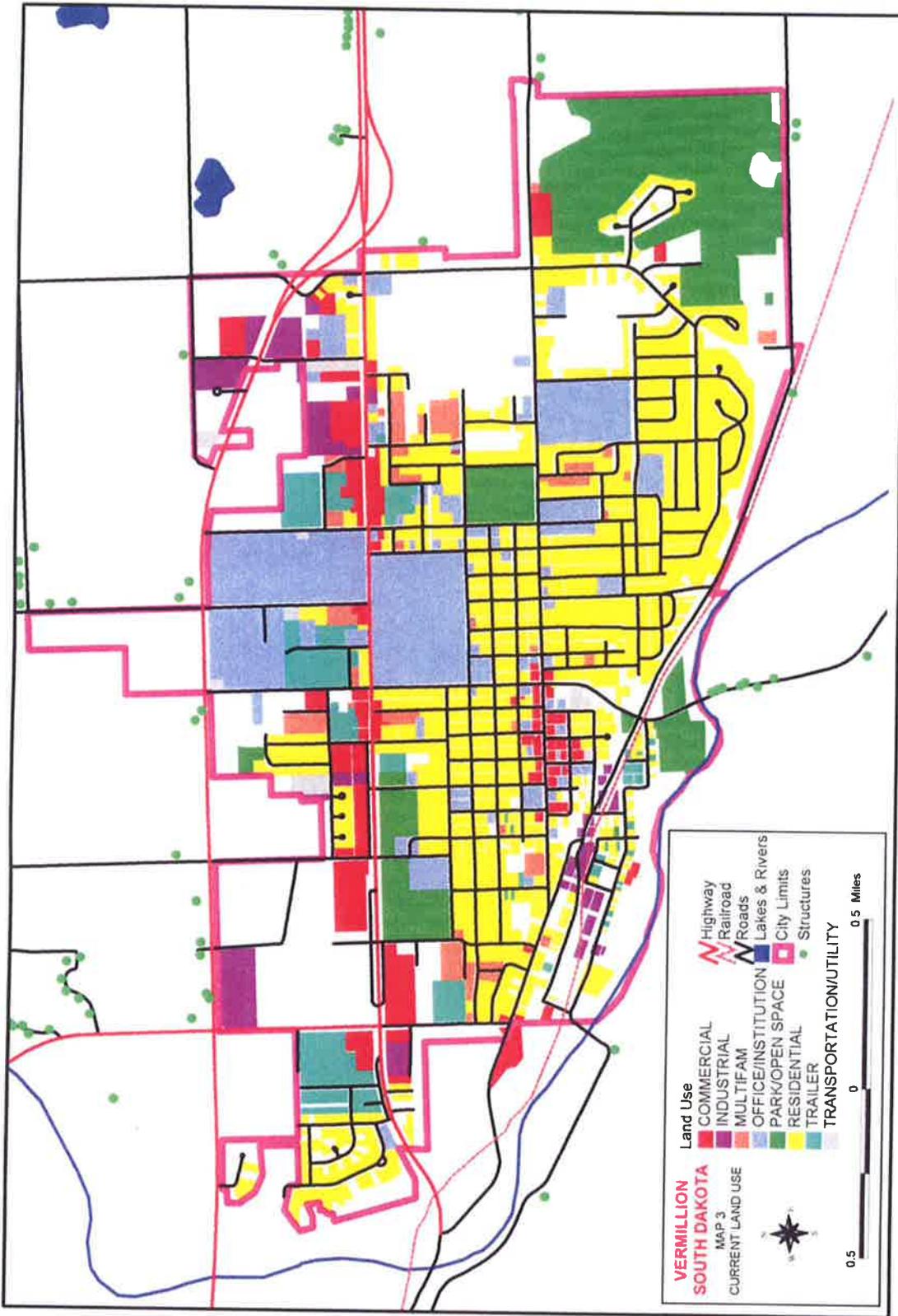
**Future Land Use Available**

<u>Land Use</u>	<u>Available Acres</u>
Single Family	238 acres
Multi Family	52 acres
Commercial	85 acres
Industrial	104 acres
Park	7 acres
Office	9 acres

A review of the population projections and land use consumption needs should be reviewed in a ten-year period to ensure enough land is available for future land use needs.

Additional land is available in growth areas #4 and #5 as indicated in the growth management policies. However, this area is not projected to develop to a large extent. Therefore, future land use was not determined. Map 4 illustrates the future land uses.

MAP 3



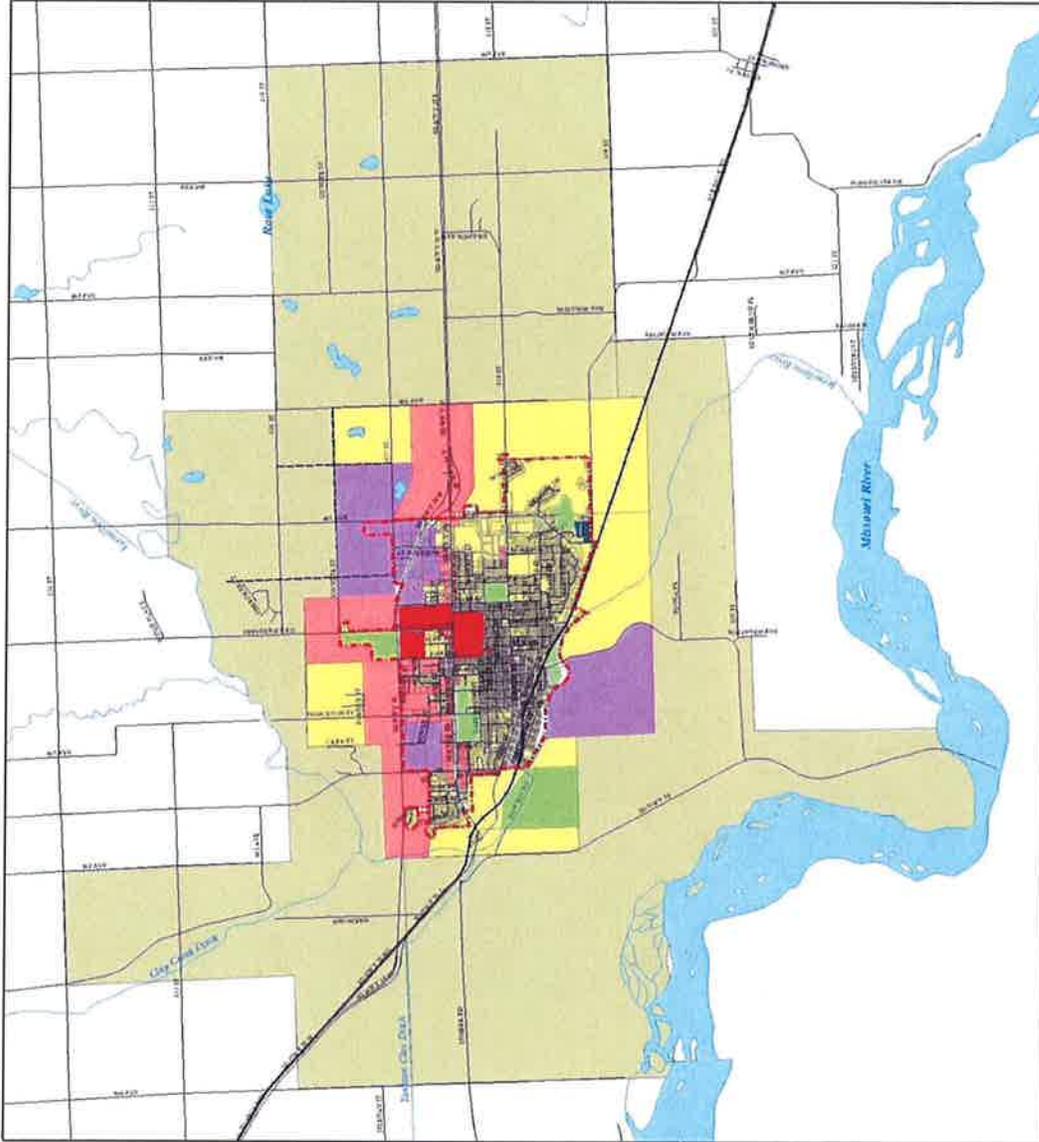
MAP 4

Future Land Use  
City of Vermillion

Map 4



Sevier County  
City of Vermillion  
City of Union  
City of Turner  
City of Lincoln  
City of Minnehaha  
City of McCook



Legend

- Residential
- Commercial
- Industrial
- Urban Reserve
- Planned Development
- University of South Dakota
- Parks, Recreation & Open Space
- Roads
- Railroad
- Creeks, Rivers & Lakes
- City Limits



## V. INFRASTRUCTURE ASSESSMENT

### A. TRANSPORTATION

Arterial Streets are designed to carry a large volume of traffic at higher speeds. Within the city, the function of arterials is to facilitate the movement of goods and people with few obstructions. Ordinarily, arterial streets are spaced at one-mile intervals. Vermillion currently has six arterial roads within the community:

SD 50 Bypass is a major arterial and has become an important business and commuter highway. **Constraints:** As Vermillion continues to grow to the north the highway will have pressure for additional access points. An access management policy should be devised in conjunction with South Dakota DOT.

Cherry Street or SD 50 is a major arterial that moves traffic through the heart of town. The road has four sections.

1. *East City Limits to Plum Street* - This 4-lane urban section provides major influx of traffic into town towards the University. **Constraints:** Access points and lack of landscaping has created a typical commercial development with a large amount of asphalt.
2. *Plum Street to Dakota Street* - This 3-lane urban section receives the greatest amount of traffic in Vermillion due to the University as the generator. **Constraints:** Because the street splits the campus in half the road will never become a free-flowing road. The State has authority over the road and will focus on maintaining the roads present mobility status to avoid any type of gridlock.
3. *Dakota Street to Cottage* - This short 2-lane urban section provides a link to the western commercial area. **Constraints:** No or very little additional right-of-way is available for expansion of this road.
4. *Cottage to West City Limits* - This 2-lane rural section also has a frontage road as a mechanism for access management. **Constraints:** The section is deteriorating along with the frontage roads. With future development, the road may not distribute traffic efficiently. The road also has a bike trail on the south side of the road with good separation, however aesthetic value could be improved.

Main Street is a major arterial that serves the downtown area. **Constraints:** Traffic is slow in the downtown area and at times is fairly congested.

Crawford Road is a minor arterial on the east side of Vermillion. The road from Cherry Street to Main Street was recently improved to an urban 3-lane section. **Constraints:** The road lacks continuity with the missing section from Chestnut to Burbank Road. Crawford Road has limitations as an arterial from Main to Crestview because of the many residential driveways constructed or planned along the route.

Stanford or SD 19 is a minor arterial on the west side of Vermillion. The road is a 2-lane rural section. **Constraints:** The road may have some added traffic because of the new bridge over the Missouri River and new development on the west side of the city. Therefore, improvements to the road will be required.

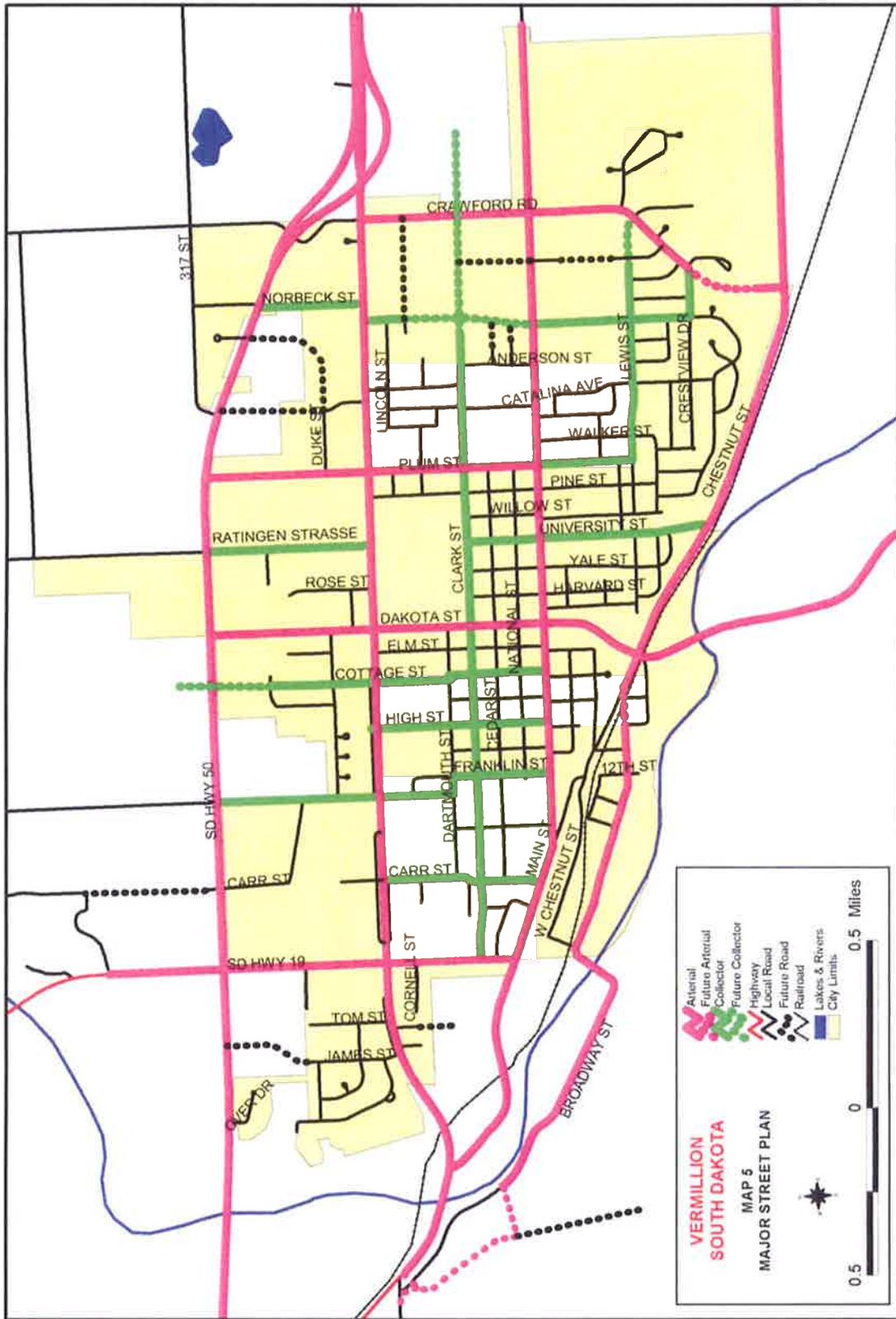
Dakota Avenue is a minor arterial serving as a link between the community's two largest traffic generators - USD and Downtown. The road will also serve as a future business route from traffic utilizing the new Missouri River bridge. **Constraints:** It is projected that the bridge and future development/redevelopment will create demand that will require a width expansion of Dakota Avenue.

Collector streets are designed to provide connectivity between arterials. They allow local traffic an access onto the arterial system. Collector streets are normally spaced one-half mile apart and include two lanes of traffic with turn lanes at major intersections, limited on-street parking, and may be adjacent to either residential or commercial uses.

Local streets provide access from low density residential developments to collector or arterial streets. Because of their function is based upon development patterns, there are no spacing requirements. Local streets operate at low speeds, with on-street parking and few traffic signals.

**Map 5 illustrates all the current and future arterial, collector and local streets within Vermillion.**

MAP 5



## **B. WATER FACILITIES**

The City of Vermillion completed its current water treatment plant in 1972. The plant has a capacity of treating 3 million gallons per day; however, the maximum treated in one day was 1.8 million gallons. The treatment plant uses a lime-soda ash softening treatment to reduce the hardness of the water. The water is supplied through a number of wells located north of the Vermillion River. The water capacity of the community will accommodate the projected 20 year growth. However, a number of improvements to the distribution system and treatment plant will be required over the next ten years to maintain and improve services.

## **C. WASTEWATER FACILITIES**

### **Existing Facilities**

The wastewater facility is a secondary activated sludge facility and is designed to accommodate flows of up to four million gallons per day. Wastewater is pumped from the city to the plant by two pumping stations.

### **System Constraints**

To maximize the efficiency of the wastewater facility, an infiltration study will need to be completed to detail the condition of existing sewer lines. The system is limited in its service area as detailed by the growth areas located on page 14.

## **D. SOLID WASTE MANAGEMENT**

In 1994, the City of Vermillion implemented a Joint Powers Agreement with Clay County, the City of Yankton, and Yankton County for the ownership, management and funding of a solid waste system to include the landfill and recycling center in Vermillion and a transfer facility in Yankton. The agreement intention is based on mitigating the rising cost of integrated waste management. Under the terms of the agreement, Vermillion and Yankton share resources and funding for the integrated waste management system while exercising local control of the employees engaged in waste management activities.

## **E. MUNICIPAL LIGHT AND POWER**

Vermillion Light & Power meets the daily demands for electric power to Vermillion homes and businesses; responds quickly to the community's requests for security, comfort, and convenience through electric service; insures that the demand for electric power is kept at the lowest reasonable cost; and maintains and improves upon the ability of Vermillion's electric facility to safely and reliably serve the needs of the community.

## **F. AIR SERVICE**

The city-owned Harold Davidson Field is located on the south edge of the Vermillion on the mature river bottom formed by the Missouri River. The airport has two surfaced runways, the conditions of which are fair to good. A small administration/terminal building is located on the airport grounds. A waiting area, rest room, and office are provided. The building provides a convenient waiting area for pilots and passengers. At the present time there are no area or terminal navigational facilities available at the airport or in the immediate vicinity. There is, however, a unicom radio facility maintained and operated on the field by the airport operator.

## **VI. COMMUNITY PROTECTION SERVICES**

### **A. POLICE AND EMERGENCY COMMUNICATION SERVICES**

The Vermillion Police Department consists of Vermillion's Chief of Police, the Assistant Chief of Police, two detectives, the Patrol Division, and the records clerk. The Patrol Division provides police patrol on a 24-hour basis through all parts of Vermillion. Patrol is composed of an assistant police chief, three sergeants, three corporals, six officers, and one part-time officer.

Formed by an intergovernmental agreement between Clay County and the City of Vermillion, a Communications arm of the City Police acts as a separate department overseen by a five member User's Board: the City's Chief of Police, the County Sheriff, the Vermillion Fire Chief, the City/County Emergency Medical Services Director, and the Clay County Director of Emergency Management.

### **B. FIRE AND AMBULANCE DEPARTMENT**

The Fire Department operates ten vehicles for which the City of Vermillion provides housing. The Fire Station is located at the corner of Center and National Streets. While fire suppression facilities are only one aspect of an effective fire protection program, they are a major consideration in the Comprehensive Plan. The location of fire stations is critical in providing adequate fire response time to all areas of the city. Coordinating the fire protection plan with the city growth through long-range land use planning will provide proper coverage with a minimum number of stations.

The Ambulance Department responds to approximately 400 calls per year, both emergency and non-emergency in nature. The Ambulance Department provides standby services at fires, athletic events, and community functions for approximately 2000 man hours per year.

A fire and ambulance facility will soon need room for expansion and additional training facilities. A new facility is being built at the intersection of Dakota and Duke Streets. This will give the department a strategic location, with close proximity to the campus and downtown. Also future plans will include a satellite station in the southeast part of town, possibly at Crawford and Main Streets.

## VII. SCHOOL PLANS AND PROJECTIONS

### A. VERMILLION PUBLIC SCHOOLS

The Vermillion School District is home to approximately 1,440 students K-12. In grades K-5, the teacher/student ratio is 1:22; at the middle school, the ratio is 1:21; and at the high school, the ratio is 1:18. Considerable emphasis is placed upon quality educational opportunities for the children in this university community. The community demands and receives an excellent educational program. The facilities are as follows:

**Austin School** - Grades K-2 with approximately 300 students.

**Jolley School** - Grades 3-5 with approximately 300 students.

**Middle School** - Grades 6-8 with approximately 360 students.

**High School** - Grades 9-12 with approximately 500 students.

### B. PAROCHIAL SCHOOLS

The Catholic Church operates St. Agnes Elementary School, the city's only parochial school. St. Agnes School has been serving the St. Agnes Parish and community since 1961. The people of St. Agnes Parish have made a conscious decision to maintain a catholic grade school, pre-school through grade five.

### C. UNIVERSITY OF SOUTH DAKOTA

Vermillion is the home of the University of South Dakota, which had an enrollment of over 7,500 in the fall of 1998. The University of South Dakota provides its own campus planning but does coordinate with the city in the area of utilities and streets. Recently, the University completed a Master Plan to detail future improvements and expansion of the campus facilities and services. This comprehensive plan has identified policies that take into account the University's Master Plan.

## VIII. PARK AND OPEN SPACE INVENTORY AND NEEDS

### A. PARK INVENTORY

<u>Name</u>	<u>Acres</u>	<u>Type</u>	<u>Comments</u>
Prentis Park	19.4 acres	Community	Baseball/softball field, swimming pool, playground areas, picnic shelters, volleyball courts, shuffleboard, horseshoes, basketball courts and restrooms
Barstow Park	19.39 acres	Community	Soccer fields, football fields, lighted tennis courts, lighted softball fields, picnic shelters, playground areas, ice rink and warming house, restrooms and fitness course.
Cotton Park	30 acres	Community	Trails, playground, picnic shelter, soccer field, restrooms
Bike trail	NA	Linear	running alongside Cherry Street from Cottage to Stanford Street. A second trail is located through Cotton Park to University Street
Bluffs Golf Course	214 acres	Golf Course	18-hole golf course
Lions Park and Fairgrounds	17.32 acres	Community	Playground areas, lighted softball field, picnic shelters, restrooms, camping facilities with electricity, sewage dump site, community center
Jaycee Park	.30 acres	Neighborhood	Playground areas, lighted basketball courts, picnic area and softball field.
Sertoma Park	1.02 acres	Neighborhood	Picnic areas, playground areas, softball field
Audubon Park	6.77 acres	Neighborhood	Playground area and picnic area

## **B. FUTURE PARK NEEDS**

Neighborhood parks are generally between five and ten acres in size. The effective service area of neighborhood parks is one mile, depending on location, facilities, and accessibility. School/park sites also serve as neighborhood parks and include playground equipment in addition to play fields, parking lots, and multi-use paved areas for court games.

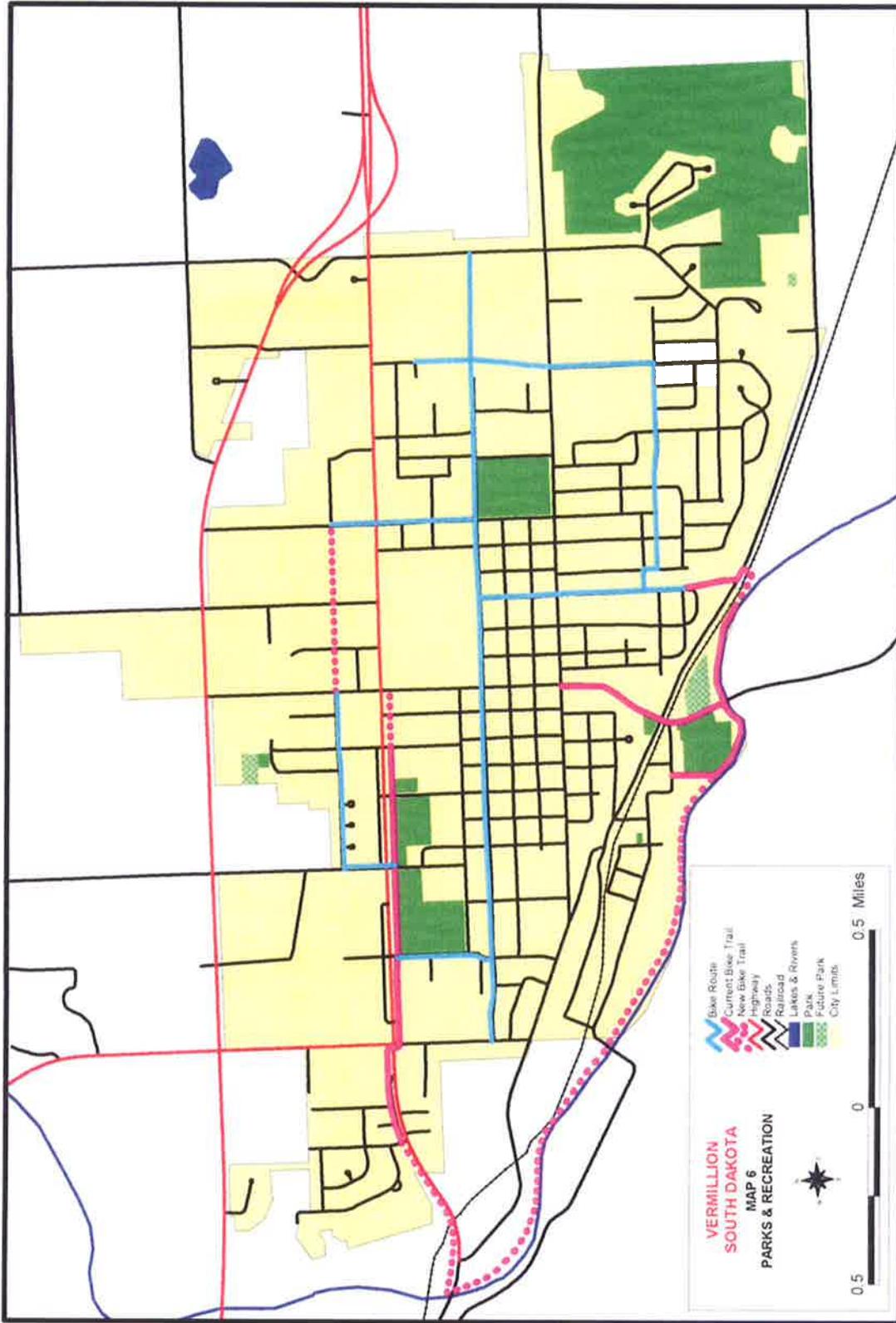
Community parks, because of their larger size, provide a much wider range of activities and facilities than neighborhood parks. The land area requirements generally range from 20 to 40 acres. Specialized facilities such as swimming pools, picnic areas, and athletic complexes can be accommodated in community parks. Community parks that should be provided include areas for passive uses, nature conservation, pools and aquatic centers, and athletic fields. Each of these four types of uses might include other uses such as neighborhood playground space, but generally larger parks will focus on one major type of activity.

Conservation and nature areas are specialized locations which preserve wildlife habitat, woodlands, and wetlands through open space development. Most commonly developed along the stream corridors and natural drainageways are linear parks or greenways which provide a variety of recreational opportunities to adjacent neighborhoods. These activities easily accommodate the development of a bike trail system.

The parks and open spaces on **Map 6** identify existing park facilities and proposed new facilities within the projected growth areas. These facilities will bring nearly all residential development within the service area of both neighborhood parks and community parks. The specific improvements provided within a park facility should be tailored to meet the needs of the nearby population which it will primarily serve. Where feasible, proposed parks sites are integrated with future elementary school sites to permit joint use of facilities. In addition, potential combinations of detention pond sites and neighborhood parks should be reviewed wherever feasible to allow more efficient land utilization and consolidation of maintenance costs.

If new parks are to be provided at reasonable cost and in proper locations, it is essential that park land acquisition take place prior to residential development. Integration of Park and school sites will likewise be feasible only if land acquisition occurs well ahead of residential development.

MAP 6



## **IX. NEIGHBORHOOD CONSERVATION**

Blighted neighborhoods tend to grow into adjacent areas and invite additional deterioration. Visual deterioration gives the impression that nobody cares, creating an atmosphere which may foster crime, antisocial activities, and further blight. Declining neighborhoods demand additional health, social, and public safety services, weaken the tax base, and make activities to promote new economic development in the city more difficult.

Strategies to strengthen and preserve the older residential neighborhoods will maintain the supply of safe, decent, affordable homes and limit the need for costly increases in public services and avoid the need for dramatic revitalization programs. The goals of affordability, variety, safety, and preservation are emphasized.

### **A. LAND USE.**

Zoning changes to allow multifamily or commercial land uses into older neighborhoods should be carefully analyzed. Conservation of single-family homes is encouraged. Commercial uses are ideally limited to business which service the neighborhood needs and that have minimal impact on adjacent properties.

### **B. INFRASTRUCTURE**

Streets, utilities, and public facilities should be maintained and improved on an ongoing basis. Schools and parks contribute to neighborhood stability, and should set an example for residential areas in terms of maintenance and appearance. Parks near or within the city's south and west conservation areas will help stabilize and improve the appearance and image of the area.

### **C. PROPERTY MAINTENANCE**

Inspections and enforcement of building and zoning codes, and effective nuisance abatement activities help prevent neighborhood decline. Other activities include Fire Department inspection of apartment units and enforcement of health code requirements. Legal assistance through the City Attorney's office is a key component for the effectiveness of these activities.

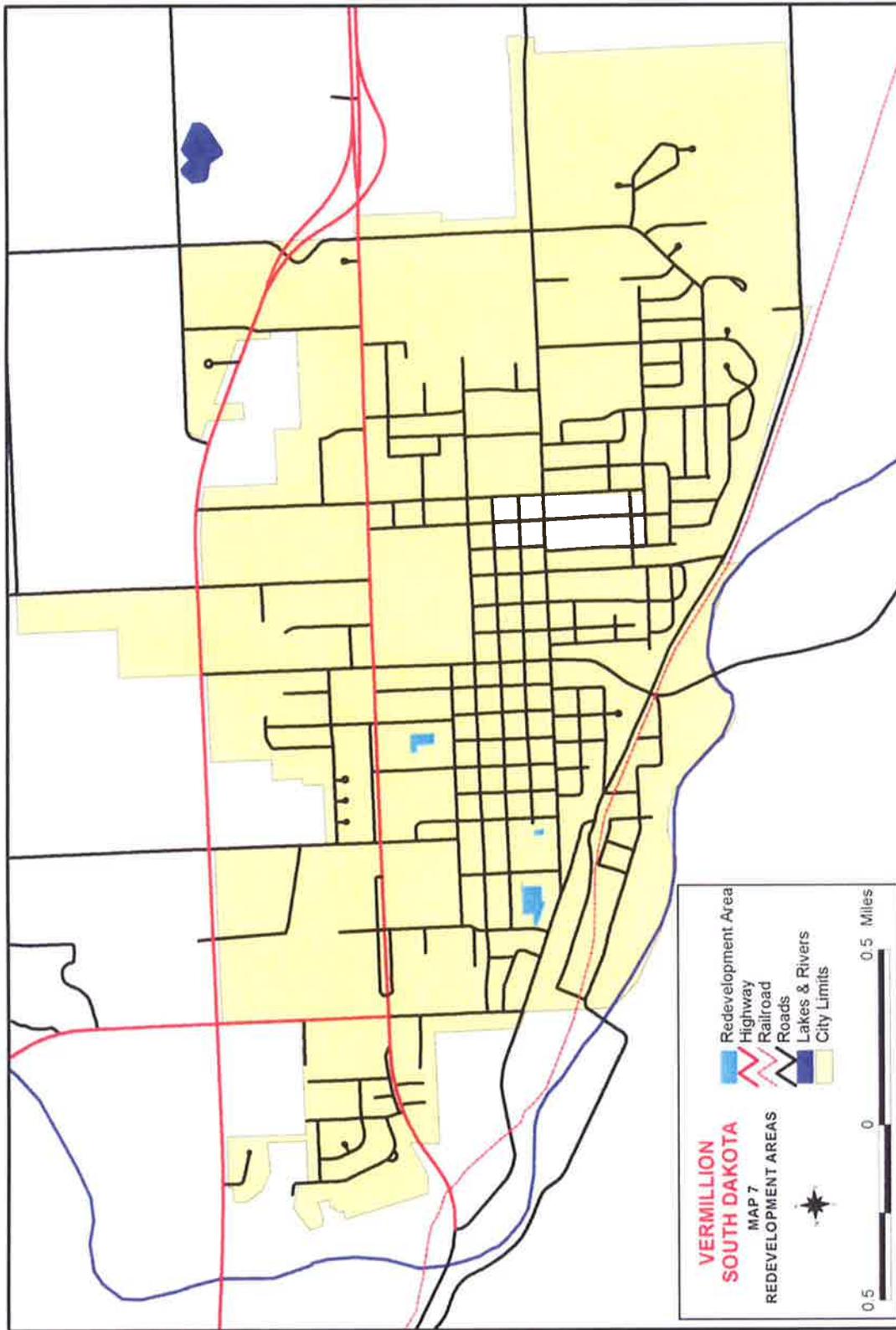
### **D. SPECIAL PROGRAMS**

A private program geared towards neighborhood conservation areas will utilize volunteers to help maintain environmental conditions and provide assistance in cleaning up targeted older residential areas.

### **E. REDEVELOPMENT**

In general, areas with large areas of vacant land surrounded by dilapidated homes and yards should be targeted for redevelopment. Three areas are designated for redevelopment (**Map 7**). In addition several policies have been identified for redevelopment.

MAP 7



## X. GROWTH AREA ANALYSIS

The costs of extending water and sewer services are the primary considerations in designating future growth. However, other factors must also be considered, which includes capacity of the transportation system, environmental suitability and compatible land uses. The following analysis is intended to provide the City of Vermillion and Clay County with a guide to land use decisions and direct implementation through the zoning and subdivision regulations. **Map 4** illustrates all future development areas and corresponding land uses. Prior to expanding into the identified development areas, it will be necessary to ensure that all proposed development is serviceable with municipal utilities, including water and sewer.

It is appropriate to note that rezoning requests (and other development approvals) for land uses not consistent with the Future Land Use map (**Map 4**), except for previously established and approved land uses, should not be considered until the Comprehensive Plan has been amended, as necessary, to provide for such land uses. In those cases where development requests are not consistent with the Plan but represent a benefit to the community, the City should process such requests and Plan amendments concurrently and in a timely fashion. In addition, **the Future Land Use map is not the community's official zoning map**. It is a guide for future land use patterns. The Future Land Use element and all other aspects of the Comprehensive Plan are implemented primarily through development regulations (e.g., zoning and subdivision regulations). Text of the zoning regulations and its corresponding map determine which specific development requirements apply to a particular property.

## XI. PLANNING POLICY FRAMEWORK

Vermillion has adopted this Comprehensive Plan to provide a framework for specific future land-use and growth management policies and recommendations. It is designed to be a dynamic and flexible process to accommodate the changing needs of a growing population, yet steady enough to allow for reasonable long-term investment strategies by both public and private sectors. To the greatest extent possible, future planning for the City of Vermillion ought to involve the public, other City agencies and elected officials throughout the planning and implementation phases.

### A. GROWTH MANAGEMENT STRATEGY

The following goals and policies are a detailed expression of the community's aspirations for the future and can be considered the heart of the Comprehensive Plan. The goals, objectives and policies provide direction for future planning and activities for the City of Vermillion and the contiguous planning area.

#### Goal 1. Focus New Development within Existing City Limits Area

Objective 1 - Allow development within existing sanitary sewer and drainage basins as detailed by the future land use map

*Policy 1* - Encourage growth within existing undeveloped areas of the municipal limits as indicated by future land use map.

*Policy 2* - Discourage growth in areas not suitable for utility hookups.

Objective 2 – Allow compact and contiguous urban growth within municipal limits

*Policy 1* - Maintain the growth area boundary as the division between urban and rural densities and services, and encourage growth and development that will promote an efficient use of present and future public investments in roads, utilities and other services.

*Policy 2* - Avoid scattered or strip commercial and industrial development outside the urban service area and direct such uses into existing developed locations where adequate services are available including major street access and proper water/sewer systems.

*Policy 3* - Establish an area-wide approach to cooperatively manage future growth.

Objective 3 - Upgrade the current arterial and collector street system to handle current population and new growth

*Policy 1* - Consider the feasibility of widening narrow streets at the time of resurfacing where on-street parking is currently not allowed but is needed by area residents.

*Policy 2* - Monitor the traffic flow on Chestnut Street for the need to create an arterial road to link with the bridge.

*Policy 3* - Work with USD to designate an official USD entrance via the SD 50 Bypass and University Street with explicit signage at entrances. The project shall include the installation of a left turn lane at SD 50 Bypass and University Street and the development of University Street as a boulevard.

*Policy 4* - The City will work with USD to plan for efficient and safe traffic movements around the USD campus.

Objective 4 - Improve the downtown area by investing in redevelopment

*Policy 1* - Encourage the development of a downtown master plan in conjunction with the Clay County Historic Preservation Commission to detail renovations required to create a historically authentic and aesthetically pleasing commercial area. The study may include the following: landscape strips and islands, historical lighting, suggested renovation of building fronts, on and off street parking, and historical design review districts.

*Policy 2* - Encourage the cooperation of business-owners and the City to keep the downtown clean and well-maintained.

Objective 5 - Work with the Clay County Historic Preservation Commission to improve the historical assets of Vermillion

*Policy 1* - At the initiative of property owners, support the creation of an Historical Design Review District to ensure selected areas of town maintain its historical integrity.

*Policy 2* - At the initiative of property owners, down zone historical neighborhoods to single-family only zones to help maintain the historical character of the property.

Objective 6 - Redevelop and beautify identified areas of Vermillion

*Policy 1* - Encourage much of the Lower Vermillion area to redevelop as indicated on the future land use map.

*Policy 2* - Encourage the enhancement of gateways to the community including East Cherry Street through the use of attractive welcome signs and citywide landscape plan.

Objective 7 - Expand and improve the City's existing park and recreation system

*Policy 1* - Consider improving the City's bike trail system.

\*Conduct a master plan to expand the bike trail system west along Cherry Street to Vermillion River then southeast to Cotton Park and from W Cherry Street to Spirit Mound along Hwy 19. Create a tree and garden linear park. (See map 6)

*Policy 2* - Consider upgrading Barstow Park.

,Construct ice rink, ball field and skateboard park.

*Policy 3* - Consider upgrading Lions Park.

\*Lions A Field

\*Replace playground equipment and develop additional camp sites.

Objective 8 - Improve and expand the City's community services

*Policy 1* - Construct satellite fire and ambulance facilities as needed to provide adequate service.

*Policy 2* - Improve Library facility and services with the possibility of the following projects:

\*Renovation of the Library courtyard

\*Expansion of the Library and parking lot

Objective 9 - Upgrade the City's utility services

*Policy 1* - Water distribution line upgrades - Jolley School area, lower Vermillion area, looping from tower to plant, Cherry and Cottage St area.

*Policy 2* - Construction of a new water tower.

*Policy 3* - Electric system distribution upgrades -

\*Phase 1 - conversion of overhead 2.4 KV to underground 13.8 KV, replacement of 10/14 MVA power transformer

\*Phase 2 - replace the existing 69 KV radial transmission line top along with a double linebreaker scheme and additional circuit to east side of town

\*Phase 3 - conversion of remaining 13.8 KV overhead to 13.8 KV underground completing the underground electric system

*Policy 4* - Cooperate with USD on campus system storm sewer upgrades. Upgrade fire hydrants to meet City requirements.

**Goal 2. Preserve the Function and Character of the Rural Area**

Objective 1 - Outside the City's growth areas, encourage agriculture to remain the dominant land use activity

*Policy 1* - Outside the City of Vermillion's growth areas, utilize the joint jurisdictional agreement with Clay County to allow growth which is environmentally safe, cost effective, and preserves the rural character and farmland.

Objective 2 - Within the City's growth areas, discourage scattered residential, commercial or industrial development

*Policy 1* - Within the City of Vermillion's growth areas, utilize the joint jurisdictional agreement with Clay County to allow development only when the City can annex and provide all City services.

## **B. LAND USE PLANNING STRATEGY**

The City of Vermillion has committed to shape the future of the community to enhance economic development and maintain a high quality of life for all citizens of the community. The following goals, objective, and policies will guide the planning commission and city council and are the basis for regulations contained within the City of Vermillion's zoning and subdivision ordinances.

### **Land Use Goal #1: Maintain suitable transition zones between low density residential areas and more intensive nonresidential uses.**

#### Policies

1. Zone stable neighborhoods to prevent encroachment by incompatible industrial, commercial uses and excessively high density residential.
2. Encourage apartment, office, and institutional uses as alternatives to commercial strip development along major streets.
3. Allow conveniently located neighborhood commercial centers in locations that will not create land use conflicts or traffic problems.
4. Require that new development be compatible with existing adjacent development.
5. Require the clustering of neighborhood and convenience commercial uses in accessible locations.
6. Provide sufficient multifamily housing around commercial and industrial areas.
7. Allow high density housing only in close proximity to major streets and activity centers.
8. Prevent commercial strip development along major thoroughfares in the City. Instead, encourage development of commercial clusters with appropriate transition zones to residential areas.

### **Land Use Goal #2: Preclude development of land which is environmentally unsuitable for construction by retaining floodplains, drainageways, and other significant natural areas as open space networks for recreation and environmental enhancement.**

#### Policies

1. Develop a bike trail and linear park system along the Vermillion River Floodplain.
2. Protect stream corridors, wetlands and the aquifer and other significant natural areas from incompatible development.

### **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**

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

**Community centers**

- \*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**

- \*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 centers

**Downtown area**

- \*Pedestrian orientation
- \*Quality urban design standards
- \*Mixed uses including office, retail, institutional, cultural, and entertainment
- \*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

## XII. PLAN IMPLEMENTATION

The best possible way to implement a comprehensive plan is to utilize all of the administrative tools available in order to influence development in a positive manner. There are many tools which can be utilized, including zoning regulations, subdivision regulations, policy plans, capital improvements plans, annexation studies, and well rounded community involvement.

**Local Governing and Advisory Boards.** The key players in the implementation of a Comprehensive Plan are the Planning Commission and the City Council. It is the duty of the governing body of Vermillion to encourage progress by utilizing all of the tools available, so that orderly growth and development can take place. With public input, the Planning and Zoning and the City Council can create a balance between industry, commerce, and housing, and can utilize all of the resources available to facilitate civic improvement.

**Local Regulatory Tools.** Perhaps the most widely utilized administrative tools are the Zoning and Subdivision regulations. It is essential to revise either or both of these documents when they conflict with the Comprehensive Plan. The City maintains a joint zoning ordinance with Clay County in the joint jurisdictional area. Those portions of the growth areas outside the joint jurisdictional area will be regulated by the County's land use ordinances.

**Annexation.** If the orderly growth of Vermillion is to continue over the planning period, it is essential the City continue 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.

**Capital Improvements Planning.** The purpose of capital improvements planning is to provide local government officials with a guide for budgeting for major improvements which will benefit the community. Before future development can be considered, the City must review current infrastructure and identify any deficiencies which need to be corrected prior to the development. It is the intention of the City to upgrade a portion of existing utilities and transportation routes on an annual, ongoing basis. Information within the Comprehensive Plan will be utilized in constructing the Vermillion capital improvement plan.

**Joint Jurisdiction.** Decisions on land use issues in the area surrounding the City occur jointly between the City and Clay County. This joint arrangement is intended to promote the orderly outward growth of the City and minimize conflicts between urban and rural land uses. A large portion of the joint jurisdiction is devoted to agricultural uses but other uses are present including residential acreages, rural residential subdivisions, commercial and industrial uses. Those portions of the growth areas outside the City's joint jurisdiction boundary will be regulated by Clay County's land use ordinances.

## ACKNOWLEDGMENTS

This Comprehensive Plan is a compilation of effort by many people, organizations and government entities. This document expresses the great civic pride that exists in the City of Vermillion. Through the preparation and adoption of this document, the governing officials of Vermillion have expressed their desire for orderly and efficient growth and development in the community and surrounding area.

Mayor: William J. Radigan

Council Members: Kevin Annis, John (Jack) Powell, Joe Grause, Leo Powell, Roger Kozak, Frank Slagle, Gary Wright, Barbara Yelverton

Planning Commission: Robert Iverson, (Chairperson), Don Forseth, Richard Hammond, Carol Traut, Scott Schempp, Margaret Crew, Tom Walker, Judy Clark and Cecil E. Harrington

City Manager: Jeffrey A. Pederson

Finance Officer: Michael Carlson

City Engineer: William Welk

Utility Engineer: Harold Holoch

Building Official: Farrel Christensen

**RESOLUTION NO. 362-00**

**A RESOLUTION ADOPTING A COMPREHENSIVE PLAN FOR THE CITY OF VERMILLION, AS PROVIDED FOR IN SDCL 11-6-16.**

**Whereas**, Chapter 11 of South Dakota Codified Law has empowered the Planning Commission and City Council of Vermillion to prepare a Comprehensive Plan for the development of the City and the surrounding area; and

**Whereas**, the Vermillion Planning Commission has developed a Comprehensive Plan for the years 2000 -- 2020, has held the required Public Hearing, and has made a recommendation for adoption of the Plan to the City Council; and

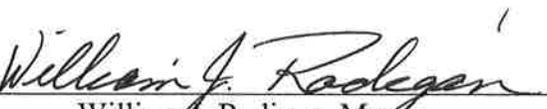
**Whereas**, the Vermillion City Council has received the recommendation of the Planning Commission and has held the required Public Hearing; and

**Whereas**, the adoption of the Comprehensive Plan would enhance the responsible development of Vermillion and the surrounding area.

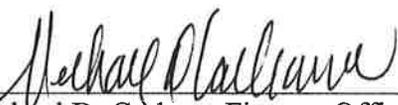
**Now, therefore** be it resolved by the Vermillion City Council, that the Comprehensive Plan for the City of Vermillion for the years 2000-2020 be hereby adopted and effective upon 20 days after publication of this resolution.

ADOPTED THIS 6<sup>TH</sup> DAY OF NOVEMBER 2000.

FOR THE GOVERNING BODY OF THE  
CITY OF VERMILLION, SOUTH DAKOTA

By   
William J. Radigan, Mayor

ATTEST:

By   
Michael D. Carlson, Finance Officer

*Publication Date: November 17, 2000*  
*Effective Date: December 7, 2000*

A RESOLUTION AMENDING THE 2000 - 2020 VERMILLION  
COMPREHENSIVE PLAN AS PROVIDED FOR IN SDCL CHAPTER 11-6.

WHEREAS, the Vermillion City Council desires to amend the 2000 - 2020 Vermillion  
Comprehensive Plan; and

WHEREAS, the Vermillion Planning Commission has held the required public hearing and has  
recommended approval of said proposed amendments; and

WHEREAS, the Vermillion City Council has received the recommendation of the Vermillion  
Planning Commission and has held the required public hearing.

NOW, THEREFORE, BE IT RESOLVED, that the Vermillion City Council hereby adopts the  
attached addendum which will amend the 2000 - 2020 Vermillion Comprehensive Plan and that these  
amendments will take effect upon publication of a notice of adoption and summary (SDCL 11-6-18.2).

Dated at Vermillion, South Dakota this 18<sup>th</sup> day of July, 2011.

FOR THE GOVERNING BODY OF THE  
CITY OF VERMILLION, SOUTH DAKOTA

By John E. (Jack) Powell  
John E. (Jack) Powell, Mayor

ATTEST:  
By Michael D. Carlson  
Michael D. Carlson, Finance Officer

Approved: July 18, 2011  
Published: July 29, 2011  
Effective: August 18, 2011



A RESOLUTION ADOPTING THE CITY OF VERMILLION/CLAY COUNTY  
JOINT COMPREHENSIVE PLAN

WHEREAS, the City of Vermillion and Clay County Planning Commissions have jointly proposed a plan for the physical development of the joint jurisdictional area; and

WHEREAS, the City of Vermillion and Clay County Planning Commissions jointly held a public hearing on September 12, 2011 to receive public input regarding such plan; and

WHEREAS, the Vermillion City Council and the Clay County Board of Commissioners has received the recommendation of the Planning Commissions and has held the required public hearing; and

WHEREAS, such comprehensive plan accurately reflects the City of Vermillion and Clay County Planning Commissions' joint recommendations for guiding and achieving the coordinated, harmonious development of the joint jurisdictional area, which will, in accordance with existing and future needs, best promote health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development.

NOW, THEREFORE, BE IT RESOLVED BY THE JOINT CLAY COUNTY AND CITY OF VERMILLION GOVERNING BODIES:

That the Vermillion 2000 - 2020 Comprehensive Plan is hereby adopted along with the accompanying maps and descriptive matter, for the City of Vermillion and Clay County joint planning area. Said plan shall be on file in the office of the Vermillion Finance Officer and is available for public inspection during regular business hours.

Adopted this 20<sup>th</sup> day of October, 2011.

FOR THE GOVERNING BODY OF THE  
CITY OF VERMILLION, SOUTH DAKOTA

By John E. Powell  
John E. (Jack) Powell, Mayor

ATTEST:

By Michael D. Carlson  
Michael D. Carlson, Finance Officer

Approved: October 20, 2011  
Published: October 28, 2011  
Effective: November 17, 2011

