



# *2035 Comprehensive Plan*

*Prepared by the Planning Commission, City Council, and Staff of Vermillion, South Dakota with technical assistance provided by South Eastern Council of Governments*

## **ACKNOWLEDGEMENTS**

This Comprehensive Plan is a compilation of efforts 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.

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# Preface

## WHAT IS THE COMPREHENSIVE PLAN?

The Comprehensive Plan is a roadmap for directing growth and change over time. It is a community-based document offering a vision for the kind of community Vermillion intends to be and the steps necessary to get there.

The Comprehensive Plan should:

- Reflect shared community values and aspirations.
- Provide a broad set of goals and objectives for both preservation and change.
- Set a foundation for policies, strategies, and other actions.
- Articulate priorities—it is our community's “to-do” list.
- Build consensus and confidence about the future direction of our community.

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...*”

The Comprehensive Plan is a policy document that provides a long-term vision for a community and the steps required to accomplish that vision. Vermillion first adopted a comprehensive plan in 1966. The plan initiated the process for managed growth and the development of the community. From this document the City of Vermillion developed a set of zoning regulations, subdivision standards and extraterritorial zoning regulations outside City limits. The Comprehensive Plan has been revised in 1976, 1987, and 1999. The current zoning regulations were adopted in 2008, the subdivision regulations in 2011 and the joint jurisdictional (extraterritorial) zoning regulations in 2012.

## OVERVIEW OF 2035 VERMILLION COMPREHENSIVE PLAN

The 2035 Vermillion Plan is designed to serve Vermillion residents and businesses as a visionary guide for future development of the community. The plan strives to enhance the character and sense of place for Vermillion, while at the same time strengthening economic viability and encouraging growth in a thoughtful and efficient manner. The plan provides a realistic view of where the community is, where it wants to be, and a guide for achieving the community vision.

The City of Vermillion has recognized the need to develop a completely revised plan for 2035. The direction of the 2035 plan varies greatly from the 2000 plan in many ways. The 2000 plan

focused on infrastructure and capital improvements with an emphasis on development within the City limits. Significant improvements have been made to the transportation network and utility system that have increased the City's capacity to serve residents, businesses and industries now and in the future. The City has also annexed land to better position itself for residential, commercial and industrial growth. Continuation of these practices along with a plan to manage growth will ensure the City's ability to serve current and future residents. The 2000 goals have been largely completed and it is time for the vision of the community to move beyond preparing for growth, into creating opportunities for growth and community development.

The 2035 plan includes many "visions" for Vermillion's future:

- A thriving central business district, with diverse and unique niche-type establishments.
- Continuing a strong relationship with the Vermillion Area Chamber and Development Company to support local businesses and develop creative strategies to attract new commercial and industrial growth.
- A diverse and welcoming business environment that attracts new services and establishments to the community, while strengthening the local economy for existing businesses to expand.
- Continuing a strong working relationship with Clay County to ensure the preservation of farmland in rural areas and balancing growth with the needs of agriculture.
- Diverse housing options to accommodate individuals and families in all stages of life and all income levels.
- Identifying neighborhoods that would benefit from "down-zoning" or the changing of a residential zone from a high-density zone to a low-density zone in order to balance single and multi-family housing, such as apartments.
- A strengthened relationship with the Clay County Historic Preservation Commission with respect to zoning in historic neighborhoods. In addition, encourage and enable historic neighborhoods and property owners to develop standards for redevelopment.
- Identify areas for redevelopment and provide incentives to local and regional developers.
- Initiate projects that promote the uniqueness of the community and instill a sense of pride and identity.
- Expanded recreational opportunities, including the adoption of master plans for the entire park system, continued expansion of hike/bike paths, and the introduction of new recreational programs for adults and children.

# **Part I**

## **GEOGRAPHIC LOCATION**

Vermillion, the county seat of Clay County and the home of the University of South Dakota (USD), is located in the southeastern tip of South Dakota. The Vermillion area boasts some of the best land for farming in the state and region. The Missouri River delineates the southern border of Clay County and South Dakota. The Vermillion-Newcastle Bridge was completed in 2001, greatly improving travel between southeastern South Dakota and northeastern Nebraska and the north-south movement of goods, services, and people.

Vermillion is located along SD Highway 50, a major east-west traffic carrier, and SD Highway 19, which provides a link with areas to the north. BNSF Railway Company provides rail service. The City of Vermillion operates Harold Davidson Field, which serves general aviation. Sioux City, Iowa is the nearest air terminal with scheduled service.

Vermillion is located approximately 40 miles northwest of Sioux City, 60 miles south of Sioux Falls, South Dakota, and 27 miles east of Yankton, South Dakota. Interstate 29 passes about seven miles east of Vermillion and provides a quick route to both Sioux City and Sioux Falls. The Vermillion-Newcastle bridge expanded Vermillion's trade area for goods and services providing a hub for the region.

## **VERMILLION HISTORY**

The first non-native visitors to visit the site of Vermillion were fur traders who visited the area at the close of the eighteenth century. Remains of trading stations were found by the Lewis and Clark expedition which traversed the area in 1804 during their exploration of the Louisiana Purchase. In 1835, Fort Vermillion was established along the Missouri River ten miles downstream from the present site of Vermillion. This fort served the fur trade until 1855 when it was abandoned because of the declining fur business. In 1859, a trading post was built by Frost, Todd and Company, of St. Louis near the present site of the city. This post, was the first modern settlement of the area.

Clay County, along with 17 other counties, was created by the Territorial Legislature in 1862. In this same year, the University of Dakota at Vermillion was authorized on paper. The University started classes 20 years later as a private school. In 1883, the University became a public school, which status it has maintained since that time. The University of South Dakota has had a substantial influence on the development and character of Vermillion and the surrounding area. As the state's flagship university with South Dakota's only medical and law school, a role as the leading public liberal arts university in the state, and a sizeable institution of employees, students, and resources USD has been a consistent, major player in the development of Vermillion.

The first successful attempt to organize a local government for Vermillion occurred in 1873 when a town council and officers were elected. On February 11, 1877, Vermillion incorporated as a city by an act of the Territorial Legislature. The first election held in the city under the laws of incorporation occurred in March of 1877, marking the legal beginning of the local Vermillion government.

The great Missouri River flood of 1881 nearly demolished the City of Vermillion. In all, some 132 buildings were destroyed, which represented approximately 75 percent of the city. The monetary loss was estimated at \$200,000 in 1881 dollars or \$4.5 million in 2017 dollars. After the flood, the people of the city voted to relocate the community on the bluff, thereby forsaking the flat river flood plain for the safety of higher ground. The flood also resulted in a new channel being cut for the Missouri River, leaving the site of Vermillion several miles removed from the new river course.

The historical significance of Vermillion is maintained in four historic districts, both commercial and residential. There are also many building and landmarks on the National Register of Historic Places. Vermillion has several unique, fun historical facts such as being one of the few communities to have two Carnegie library buildings, and conducting of an orchestra by John Phillips Sousa on the USD campus. In addition to the historical districts, Vermillion educates the public about its history through venues such as the National Music Museum, W.H. Over Museum, and the Austin Whittemore house.

## **VERMILLION GROWTH AND CHANGE**

### **Housing**

Like many other communities, housing has been a challenge over the planning period. Vermillion has seen significant growth in multi-family housing. Construction of single-family housing had lagged due to both economic conditions and available lots. A public private partnership provided the funding for the development of Bliss Pointe over the last five years. The 30-acre site includes 70 lots for housing development in Phase 1. Developer driven projects, such as the completion of Mickelson Street, have helped spur the creation of additional lots for housing.

### **Industry and Employment**

A number of industries were either added to the community or expanded since the 2000 plan. Two large expansions of an existing national distribution center and the relocation of a large manufacturer of internationally marketed equipment, as well as two expansions by this firm, have taken place since the last plan was adopted. The University of South Dakota with a large number of employees, annual influx of new students, investment in facilities over the last fifteen years, and as a consistent destination bringing visitors and events to the community remains a significant driver of Vermillion's economy. Vermillion continues to have a strong sector of

service based employment. Private industry, USD, Vermillion Chamber of Commerce and Development Company (VCDC), and the City of Vermillion have worked together since adoption of the last plan to increase the employment base and expand the tax base by providing the necessary infrastructure to bring new companies to Vermillion, as well as helped to develop land for housing opportunities. The VCDC has been active developing commercial space in the community. The Brooks and Erickson Industrial Parks have seen growth and construction over the planning period.

### **Retail and Service Offerings**

Vermillion experienced growth in retail and service offerings since the 2000 Plan. Perhaps the most significant of these was the addition of Wal-Mart in 2006. The Princeton Street corridor between South Dakota Highway 50 and Cherry Street has developed since 2005 as another entrance point to the community with retail, service and employment offerings available.

Most of the visitors entering Vermillion from the west or east arrive via Cherry Street. This street is considered a major retail corridor and was reconstructed in 2010. There are several mini-malls located along the corridor, along with financial institutions, auto dealerships, restaurants, and other businesses typically found in higher traffic locations. Cherry Street also bisects the University and the City, offering quick access to multiple destinations.

In 2012, a local grocery store one block north of Cherry Street closed and was replaced by a greatly expanded hardware store. This move opened other spaces in the strip development that also houses a new municipal liquor store and a boutique. The traffic of Cherry Street one block south and access north to South Dakota Highway 50 make this retail location attractive.

### **Downtown Vermillion**

In 2006, the City of Vermillion was awarded a federal grant for downtown streetscape improvements. The grant helped pay for the construction of a public plaza and a pocket park. The downtown now hosts several events including the annual Ribs, Rods and Rock'n Roll event, Thursdays on the Platz, Oktoberfest, Earth Day events, a community Christmas tree, holiday light parade, a number of community gatherings often featuring live music, and other opportunities to gather and build a sense of community.

Downtown Vermillion has also seen significant private investment, redevelopment and the addition of several shops and local restaurants. New additions to downtown during the previous planning period include many niche local restaurants offering a variety of cuisines and quality not often found in a community of Vermillion's size. Two financial institutions with recent significant construction projects as well as other financial institutions help anchor the downtown business community. A variety of retail businesses, professional services, and governmental offices typically found in a central business district are in downtown Vermillion. Entertainment venues such as bars and movie theaters as well as the restaurant offerings provide life to the

downtown beyond the business day. Unique above-street-level housing and a church help complete downtown as a total community.

Most of downtown Vermillion is also a Historic District recognized by the United States Department of the Interior.

### **Growth Capabilities**

The City is prepared for additional growth. A main goal of the last comprehensive plan included infrastructure development. The City's water, sanitary sewer plant, and electrical system have all experienced substantial updating since 2000. All of these systems are now positioned for significant growth by users. With over 98% of the electrical utility system buried and with a closed loop transmission source, Vermillion has an enviable system of electric reliability. A landfill with fifty plus year of life remaining and recycling services available for both residential and commercial customers helps complete public utility offerings.

The City government has dedicated employees who strive to provide high quality services that meet all applicable State and Federal regulations. Additional information on specific utilities, parks and recreation, and the library is included in Part 2.

Vermillion has always been and remains today a family oriented community. A strong educational system for K-12 students is influenced by the presence of and influence of USD in the community offering opportunities that would otherwise not be available. Vermillion is a safe community where kids can ride their bikes or walk to school, parks, or other venues. Vermillion parks provide numerous offerings such as playground equipment, a new pool opened in 2017, Frisbee golf courses, an 18-hole championship public golf course, tennis courts, ballfields, skateboard park, trails, and so much more. Prentis Park annually hosts the South Dakota Shakespeare Festival.

# Part II

## Chapter 1 – Planning and Development

### A. Environment and Geography

#### Physical Geography

Vermillion is located in Clay County in southeastern South Dakota. The City is approximately one and a half miles from the Missouri River, which is the 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 1,135 feet along the Vermillion River to 1,240 feet in the eastern portion of the City.

#### Floodplains

A few areas within the City of Vermillion and the immediate vicinity are designated as floodplains by the Federal Emergency Management Agency. Floodplains are areas adjacent to creeks, rivers, and lakes that are subject to periodic inundation. The 100-year floodplain elevation is the boundary of floodplain as defined by the Federal Emergency Management Agency. A 100-year flood is considered one that has a one percent chance of occurring in any given year. The floodplains of the Vermillion area are shown on Figure 1. Generally, the floodplain areas within and surrounding the City follow the path of the Vermillion River. The Missouri River 100-year floodplain is within the study area, but is distant from any significant development. The City of Vermillion has adopted floodplain management regulations and participates in the National Flood Insurance Program.

#### Wetlands

The *National Wetlands Inventory* was used to identify the general location of wetlands. These are considered areas of high constraint/importance because of their value for habitat, groundwater recharge, and surface water storage and filtration. They are generally regulated by State and Federal agencies. These natural resources provide a number of functions that are important to the health and welfare of the community. The wetlands of the Vermillion area are shown on Figure 1.

#### Steep Slopes

Steep slopes occur in the areas primarily along the Vermillion River. Steep slopes represent a moderate constraint to development, posing a potential of erosion. Stabilization of soils after development is often costly and difficult because highly erodible soils are often found on steep slopes. Careful site design and review can minimize threats to resources. Where steep slopes

occur near streams and rivers, they represent the highest risks of sedimentation into aquatic habitats. The steep slopes (25% or greater) of the Vermillion area are shown on Figure 1.

### **Development Constraints**

The presence of natural features has been reviewed in this chapter so as to provide background reference information for City leaders which they may consult/employ when making decisions regarding future urban development. It should be noted that several of the natural features identified in this chapter, including but not limited to wetlands identified on the National Wetland Inventory, floodplain areas, areas of steep slopes (25% or greater), and regionally significant ecological areas, will present constraints to future development. Several of these significant natural features/areas exist in the proposed growth area of the City. In addition to the natural features, man-made features can also impact future development. Figure 2 includes the locations of power lines, telecommunications towers, and rail lines.

Figure 1: Environmental Constraints

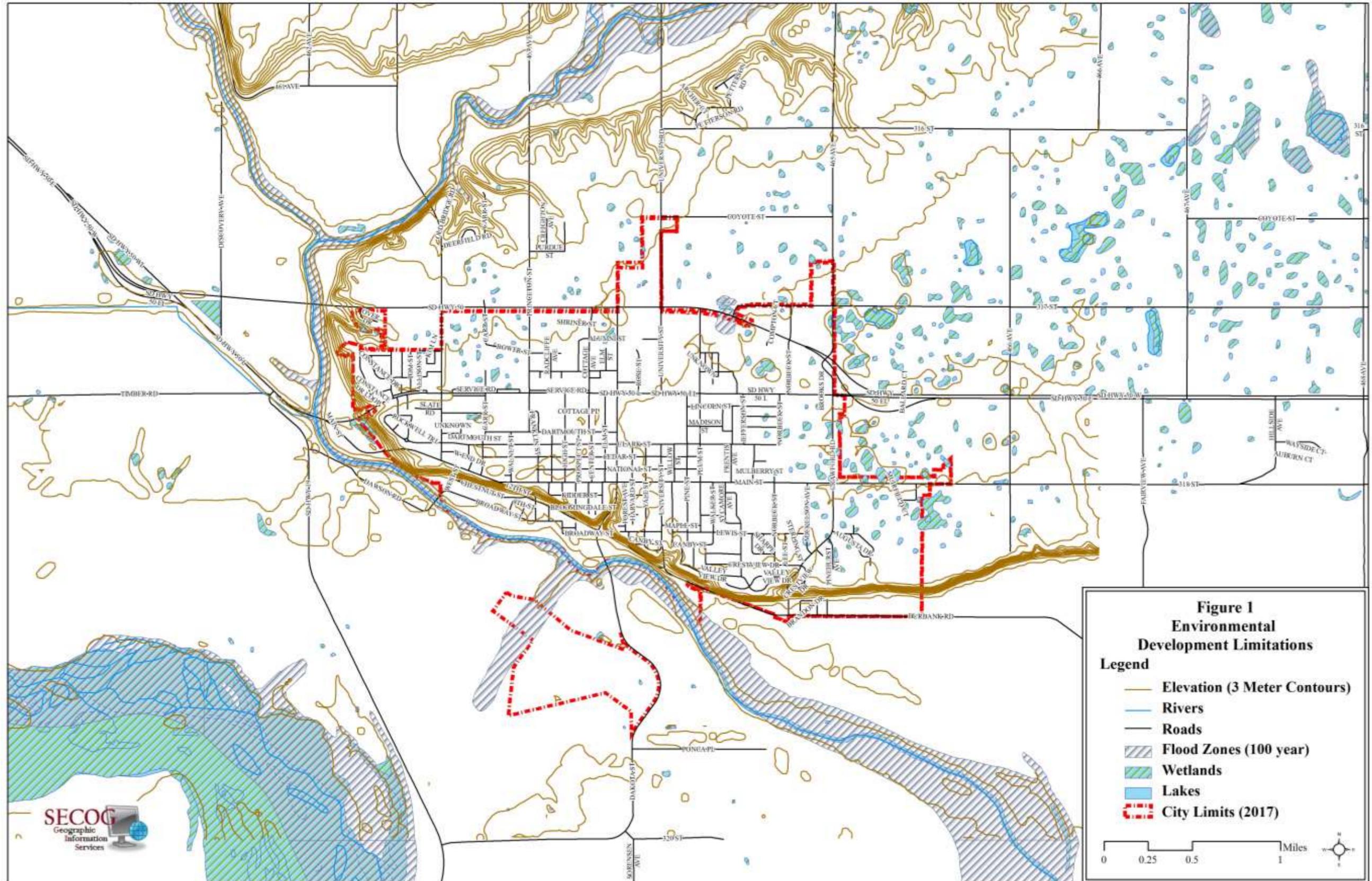
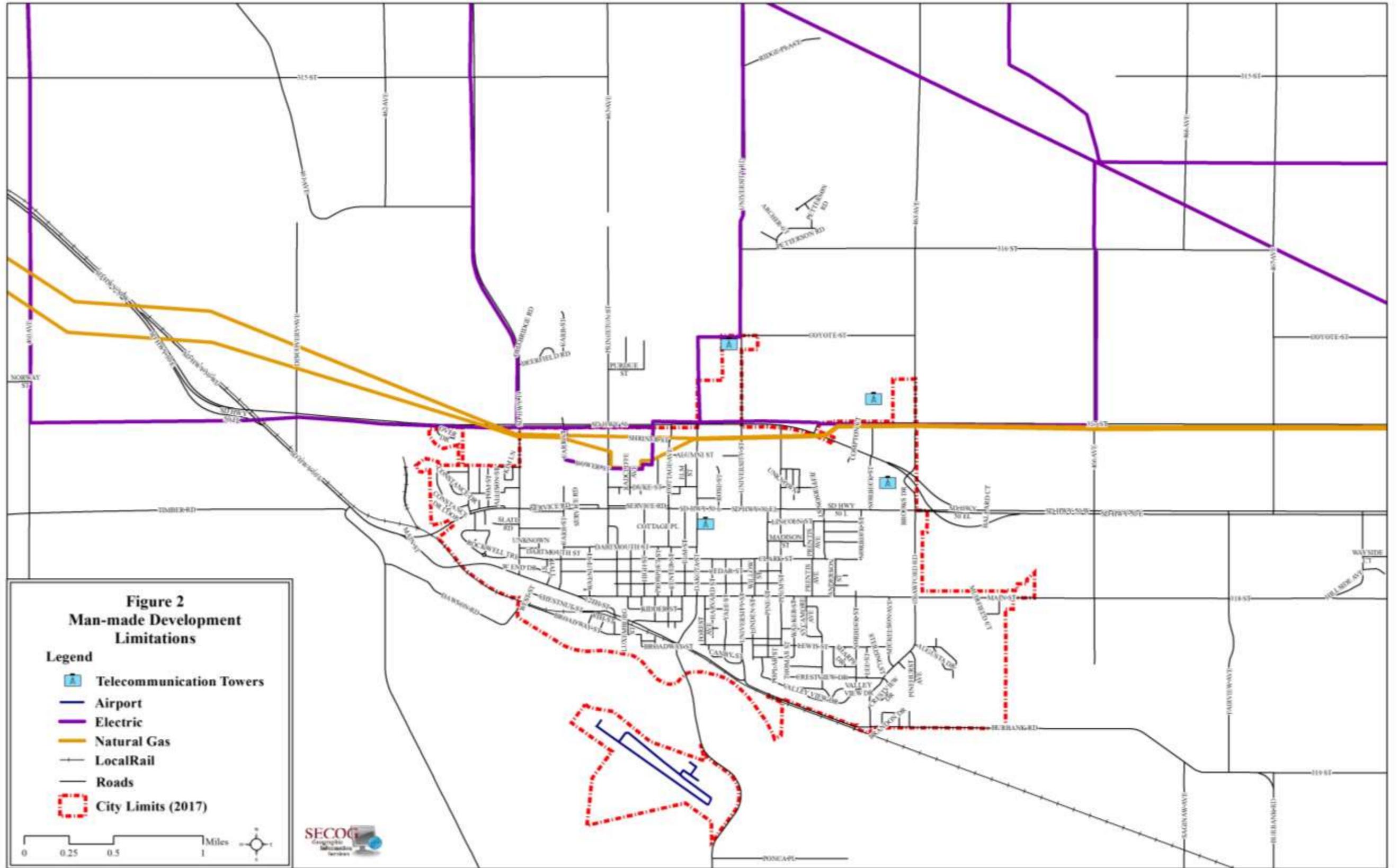


Figure 2: Man-Made Development Constraints



## **B. Land Use**

### **Introduction**

Land use is one of the most important elements of the Vermillion Comprehensive Plan. It addresses the location, type, and density of land uses throughout the City. From established goals and objectives, land use planning policies are developed that will be used to guide the physical development of the City, including zoning decisions. Without the community's goals, objectives and policies regarding land use, future development of Vermillion would be left to chance and could potentially lead to property devaluation, inadequate public facilities and services, aging and deficient infrastructure, economic stagnation, and unmanageable local conditions.

The Land Use Plan is guided by a variety of factors, including:

- The current land uses within Vermillion.
- Previous Comprehensive Plans adopted by Vermillion.
- Existing infrastructure capabilities, primarily sanitary sewer.
- Trends and projections for future growth.
- The vision for the future.

The Land Use Chapter of the Comprehensive Plan consists of the following components:

- The Current Land Use Map (Figure 3) shows a snapshot of land use in 2017.
- The Land Use Plan Map (Figure 4) shows the preferred future land uses.
- The land use categories describe the land uses depicted on the Land Use Plan and the goals and policies to be implemented.

### **Existing Land Use**

Vermillion contains 2,422 acres. The map in Figure 3 is a physical land use inventory that was prepared by the South Eastern Council of Governments in 2017. Table 1 contains the estimated area in each land use category. The primary purpose of this map is to illustrate the overall pattern of development in Vermillion.

Some key aspects of existing land use pattern include:

- Single-family residential is the dominant land use.
- Commercial and industrial uses are primarily concentrated along major road corridors.

- Undeveloped land suggests future residential development will occur in the far eastern and western sections of the community.
- The largest area of undeveloped land with road frontage is located in northern Vermillion along South Dakota Highway 50.
- The largest institutional landholder is the University of South Dakota.

**Table 1: Area by Land Use (2017)**

	<u>Acres</u>	<u>% Total</u>
Single-Family Residential	636	26%
Multi-Family Residential	102	5%
Manufactured Housing	59	2%
Commercial	167	7%
Industrial	163	7%
Institutional	609	25%
Park/Recreation	262	11%
Cemetery	28	1%
Vacant	<u>396</u>	<u>16%</u>
Total Acres	2,422	100%

### **Land Use Plan Map**

The Land Use Plan Map (see Figure 4) shows the preferred land use for all property in Vermillion. The estimated land area contained in each category is shown in Table 2.

The City’s Land Use Plan Map is the graphic representation of Vermillion’s land use goals and policies. Together, with the text, the land use plan provides a conceptual glimpse of the preferred growth pattern by the community. Furthermore, this map lays the foundation for land use controls that are used by the City to implement the Comprehensive Plan.

**Table 2: Future Land Use Calculations**

	<u>Acres</u>	<u>% Total</u>
Residential	2,482	66%
Commercial	551	15%
Industrial	485	13%
Public	222	6%
Urban Reserve	<u>18,147*</u>	<u>N/A</u>
Total Acres	3,740*	100%

\*Urban reserve acres not used to calculate total planned future land use

## **Land Use Categories**

The Land Use Plan seeks to balance the needs and desires of Vermillion residents, employees, and businesses. The Comprehensive Plan uses the following categories to define the preferred physical development of Vermillion:

- Residential
- Commercial
- Industrial
- Public
- Urban Reserve

The following sections are intended to provide a general explanation of the goals and policies for each of these land use categories.

### **Residential**

Vermillion's vision seeks to offer housing opportunities to residents in all stages of life and incomes. To achieve its vision, Vermillion desires to establish a variety of residential land uses.

#### *Goals for Residential*

The City of Vermillion seeks to achieve the following goals through the implementation of the land use plan for Residential:

- Provide a variety of housing types that allow people to live in Vermillion at any stage in their life and income.
- Facilitate the location, character, and phasing of residential growth and development.
- Create and maintain neighborhoods that are safe, healthy, livable, and compatible with adjacent land uses.
- Establish a system of open spaces that connect to each other and to residential neighborhoods.
- Address the density, affordability, and type requirements for housing.
- Consider establishing a municipal historic preservation commission in concert with the Clay County Historic Preservation Commission.

### *Policies for Residential*

Implementation of the land use plan for Residential will be guided by the following policies:

- Encourage a mixture of housing whenever possible by using a Planned Development District (PDD) approach to development.
- Encourage future residential development to address the need for affordable housing.
- Integrate Residential with park, trail, and open space features.

### **Commercial**

Commercial uses should be concentrated where access and visibility are good. Some examples of businesses that fall into the Commercial category include personal services, child care facilities, dental and medical offices, business services, grocery stores, general merchandise stores, gas stations, and restaurants.

### *Goals for Commercial*

The City of Vermillion seeks to achieve the following goals through the implementation of the land use plan for Commercial:

- Provide attractive, inviting, quality retail shopping, and commercial services that are convenient to existing and future Vermillion residents and visitors.
- Provide a wide range of goods and services for Vermillion residents and visitors.
- Provide safe and convenient pedestrian movements to and within future commercial areas.
- Consider establishing a municipal historic preservation commission in concert with the Clay County Historic Preservation Committee.

### *Policies for Commercial*

Implementation of the land use plan for Commercial will be guided by the following policies:

- Locate small neighborhood centers at convenient road intersections.
- Require architectural design standards, landscaping, and engineering for all commercial development.
- Ensure convenient access to roadways and buffer impacts on existing and future residential land use.

- Require development of neighborhood convenience uses to be part of a planned development district.
- Infrastructure improvements should also be compatible with the historic character of the Downtown Historic District.

## **Industrial**

The City has an adequate supply of land available, which is conveniently located along or readily accessible to/from South Dakota Highway 50 where future office, industrial, and business campus development should occur.

Because of the City’s highway exposure, the perceptions people will have of Vermillion as they pass by will be greatly influenced by what they see. Careful consideration should be given to the appearance of proposed development.

Generally, uses that are intended to be accommodated in areas termed Industrial include business, industrial or technology parks, warehousing, limited and general manufacturing, light industry and heavy industry, and wholesale businesses.

### *Goals for Industrial*

The City of Vermillion seeks to achieve the following goals through the implementation of the land use plan for Industrial:

- Provide diverse employment opportunities for current and future Vermillion residents.
- Retain existing businesses and allow for expansion opportunities.
- Create opportunities for high-quality development at the key gateways to Vermillion.
- Create higher-paying employment opportunities that match the skills of the area workforce.

### *Policies for Industrial*

Implementation of the land use plan for Industrial will be guided by the following policies:

- Provide well-planned office/business park areas close to amenities for business/industrial development as a means to attract high quality businesses.
- Guide high profile business development to major intersections along the highway or “gateways” into the community.
- Facilitate development of a business or industrial park on remaining vacant commercial and industrial land.

## **Public**

The Land Use Plan Map identifies areas where public uses are existing, planned or proposed. This category includes religious institutions, municipal and county facilities, utilities, libraries, and schools.

### *Goals for Public*

The City of Vermillion seeks to achieve the following goals through the implementation of the Land Use Plan for Public:

- Provide high-quality public services that maintain the quality of life for Vermillion.
- Plan for the development of public infrastructure needed to meet the demands of the City's future population.

### *Policies for Public*

Implementation of the land use plan for Public will be guided by the following policies:

- Work with the Clay County Board of Commissioners, the Vermillion School District and the University of South Dakota in the development and siting of future facilities to meet the needs of Vermillion.
- Update plans for municipal facilities to reserve land for public uses.

## **Urban Reserve**

Urban reserve acts as a planning area for future urban development and intended to preserve the ability to extend urban services to future growth areas. In the interim, land use patterns should reflect agricultural uses rather than scattered subdivisions.

### *Goals for Urban Reserve*

The City of Vermillion seeks to achieve the following goals through the implementation of the land use plan for Urban Reserve:

- Utilize the joint jurisdictional partnership with Clay County to enhance development that is mutually beneficial to both entities.
- Prevent the premature expansion of urban services.
- Ensure orderly and well-planned expansion of future urban services.
- Maintain the rural lifestyle and character of the Urban Reserve area until such time that urban development is planned to occur.

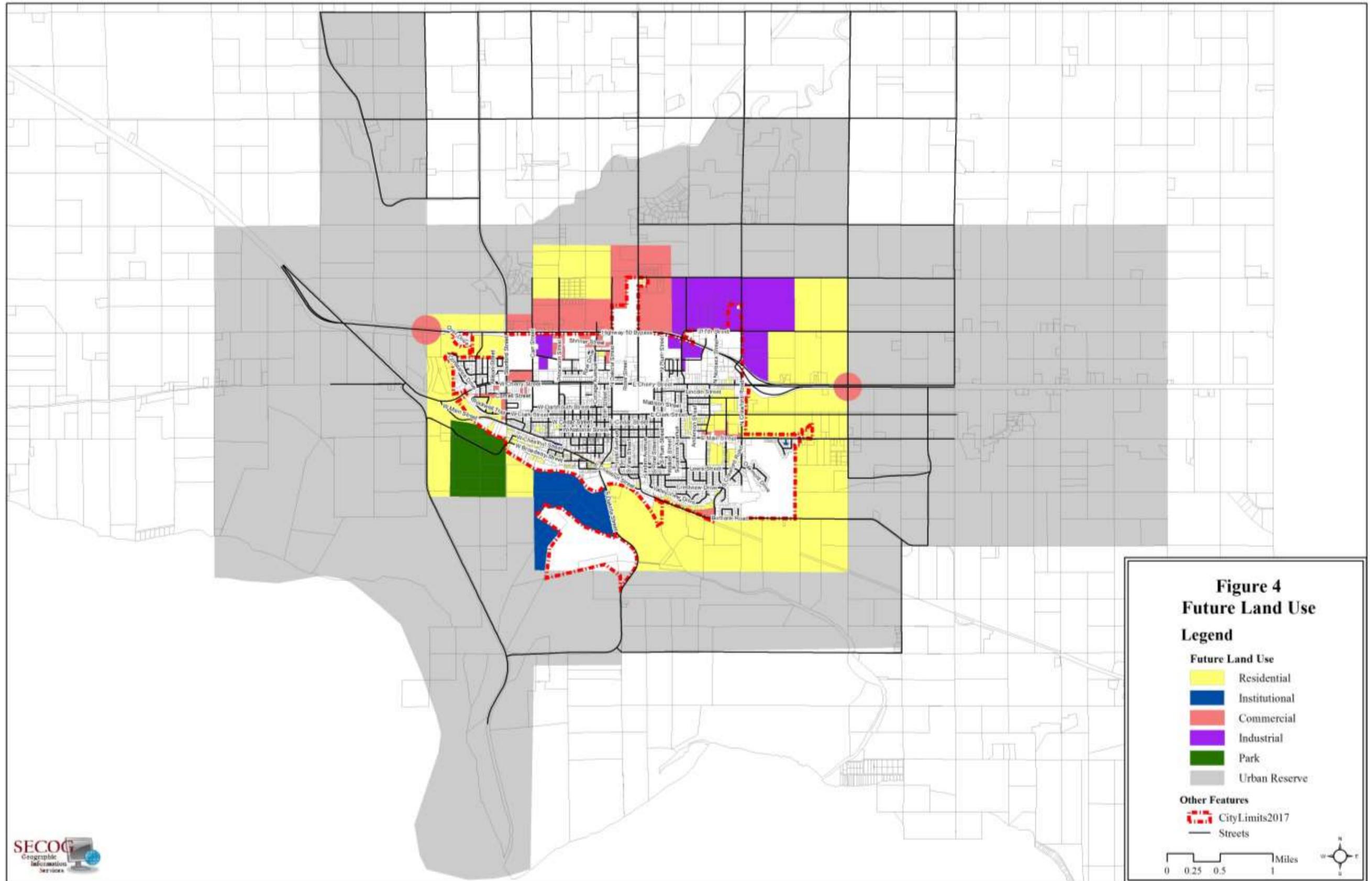
*Policies for Urban Reserve*

Implementation of the land use plan for Urban Reserve will be guided by the following policies:

- Determine growth areas most accessible to sewer hookups and other services.
- Work with Clay County to ensure all proposed development within Vermillion's growth areas are annexed and serviced with municipal utilities and transportation corridors.



Figure 4: Land Use Plan



## **C. Growth Areas**

The costs of extending water and sewer services are primary considerations in designating future growth. However, other factors must also be considered, which includes capacity of the transportation system, environmental suitability, extension of other services, and compatible land uses. The following analysis is intended to provide the City of Vermillion with a guide to land use decisions and direct implementation through the zoning and subdivision regulations. Figure 5 illustrates likely future development areas. Other growth areas, such as south of Vermillion, are possible but may not be as economically feasible. 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, storm sewer, and sanitary sewer. Development of all growth areas should include consideration of dedicated public space for park and recreation opportunities.

It is appropriate to note that rezoning requests (and other development approvals) for land uses not consistent with the Land Use map, 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 Land Use map is not the community's official zoning map. It is a guide for anticipated land use patterns. The Land Use Plan 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.

### **Growth Area Considerations**

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 subdivision and zoning regulations. Figure 5 illustrates all growth areas by the number indicated.

#### **AREA 1: SOUTH OF MAIN STREET BETWEEN CITY LIMITS AND 466<sup>TH</sup> AVENUE**

Development features for consideration include:

- New interceptor and possibly a lift station will be required to provide service to this area.
- Clay Rural Water currently provides water service to this area. As such, the City will only be providing water service to areas not served by Clay Rural Water.
- The northeast electrical substation under construction in 2017 would provide electrical service to any large development in the area.

- Drainage will have to be addressed with development (the use of existing topographical features will be encouraged).
- Access to this area will be dependent on development. At this point, we estimate that one or two local/collector streets might intersect with Main Street. None of these new streets are expected to allow traffic to Burbank Road due to the bluff bisecting the area. 466<sup>th</sup> Avenue has been designated in the Major Street Plan as a collector road going south and then turning east as it approaches the bluff.

## AREA 2: EAST OF QUARTER LINE BETWEEN SD HWY 50 AND MAIN STREET

Development features for consideration include:

- In order to provide sewer service to the east half of this area the City will have to install an interceptor and possibly a lift station
- The west half of this area allows for split foyer, garden level-style homes without any major sewer improvements.
- All areas along SD Hwy 50 will require the construction of an interceptor and possibly a lift station for sewer service
- Clay Rural Water currently provides water service to this area. As such, the City will only be providing water service to areas not served by Clay Rural Water.
- The northeast electrical substation under construction in 2017 would provide electrical service to any large development in the area.
- Drainage will have to be addressed with development (the use of existing topographical features will be encouraged).
- Access to this area will be dependent on development. At this point, we estimate that one or two local/collector streets might intersect with Main Street. Additionally, East Clark Street would roughly split the area in half. East Clark Street would become a major east-west thorough fare similarly to Cherry and Main Street today. This is shown on the Major Street Plan.
- Access to SD Hwy 50 not permitted, 466<sup>th</sup> Avenue being the exception.

## AREA 3: WEST OF QUARTER LINE BETWEEN SD HWY 50 AND MAIN STREET

Development features for consideration include:

- The east half of this area allows for split foyer, garden level-style homes without any major sewer improvements.

- The west half of this area allows for all types of development without any major sewer improvements.
- Clay Rural Water currently provides water service to this area. As such, the City will only be providing water service to areas not served by Clay Rural Water.
- The northeast electrical substation under construction in 2017 would provide electrical service to any large development in the area.
- Drainage will have to be addressed with development (the use of existing topographical features will be encouraged).
- Access to this area will be dependent on development. At this point, we estimate that one or two local/collector streets might intersect with Main Street. Additionally, East Clark Street would roughly split the area in half. East Clark Street would become a major east-west thorough fare similarly to Cherry and Main Street today. This is shown on the Major Street Plan.
- Access to SD Hwy 50 not permitted, 466<sup>th</sup> Avenue being the exception.

#### AREA 4: NORTH OF SD HWY 50 TO 317<sup>TH</sup> STREET

Development features for consideration include:

- New interceptor and possibly a lift station will be required to provide sewer service to this area.
- Clay Rural Water currently provides water service to this area. As such, the City will only be providing water service to areas not served by Clay Rural Water.
- The northeast electrical substation under construction in 2017 would provide electrical service to any large development in the area.
- Drainage will have to be addressed with development (the use of existing topographical features will be encouraged).
- Access to this area will be dependent on development. At this point, we estimate that one or two local/collector streets might intersect with 317<sup>th</sup> Street.
- Access to SD Hwy 50 not permitted, 466<sup>th</sup> Avenue being the exception.

#### AREA 5: ALL LAND BETWEEN UNIVERSITY ROAD AND 466<sup>TH</sup> AVENUE AND COYOTE STREET AND 317<sup>TH</sup> STREET.

Development features for consideration include:

- A new interceptor and possibly a lift station will be required to provide sewer service to this area
- Clay Rural Water currently provides water service to this area. As such, the City will only be providing water service to areas not served by Clay Rural Water.
- The northeast electrical substation under construction in 2017 would provide electrical service to any large development in the area.
- Drainage will have to be addressed with development (the use of existing topographical features will be encouraged).
- At this point, the Major Street Plan shows one street bisecting this area. This street is the extension of Jefferson Street, which would follow the 1/16<sup>th</sup> line north of 317<sup>th</sup> Street. Other streets within this area would be developer driven, but should not exceed three streets.
- Direct access to SD Hwy 50 is not possible in this area. However, University Road, 317<sup>th</sup>/Jefferson Street, and Crawford Road all intersect with SD Hwy 50.

AREA 6: SOUTH OF 1/16<sup>TH</sup> LINE NORTH OF SD HWY 50 BETWEEN CITY LIMITS AND 1/16<sup>TH</sup> LINE WEST OF OVER DRIVE.

Development features for consideration include:

- The great majority of this area will allow for any type of development without major sewer improvements. This area is currently served from the Princeton Street Lift Station. A connection fee covering the construction of the lift station would have to be paid to the City by the developer prior to utilizing the sewer.
- The sanitary sewer will have to cross SD Hwy 50. The cost is not as large as constructing an interceptor or a lift station.
- Clay Rural Water currently provides water service to this area. As such, the City will only be providing water service to areas not served by Clay Rural Water.
- The city's main electrical substation on W. Duke Street would provide electrical service to any large development in the area.
- Drainage will have to be addressed with development (the use of existing topographical features will be encouraged).
- No new additional street accesses from SD Hwy 50 will be permitted in this area.
- A developer driven east to west road could be constructed in the future. This road would function as a 'backage' road and would more than likely be located halfway between SD

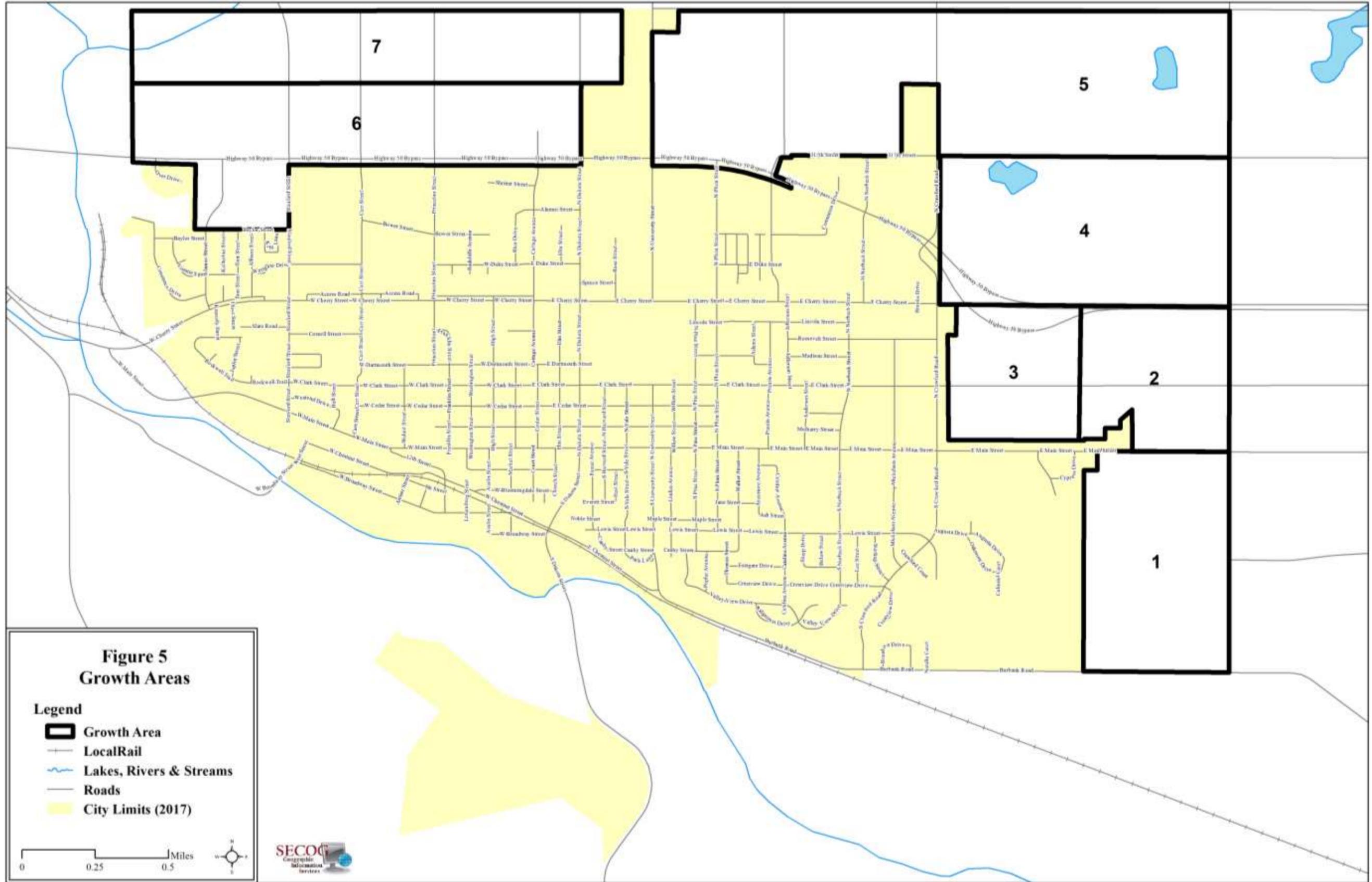
Hwy 50 and the east-west 1/16<sup>th</sup> line.

AREA 7: NORTH OF 1/16<sup>TH</sup> LINE SOUTH OF COYOTE STREET BETWEEN CITY LIMITS AND 1/16<sup>TH</sup> LINE WEST OF OVER DRIVE.

Development features for consideration include:

- The west half of this area will require the construction of an interceptor sewer and possibly a lift station to be serviced with sanitary sewer.
- The majority of the east half will currently allow for split foyer, garden level-style homes without any major sewer improvements. This area is currently served from the Princeton Street Lift Station. A connection fee covering the construction of the lift station would have to be paid to the City by the developer prior to utilizing the sewer.
- The northern edge of the east half will require the construction of an interceptor sewer and possibly a lift station to be serviced with sanitary sewer.
- The city's main electrical substation on W. Duke Street would provide electrical service to any large development in the area.
- The sanitary sewer will have to cross SD Hwy 50. The cost is not as large as constructing an interceptor or lift station.
- Clay Rural Water currently provides water service to this area. As such, the City will only be providing water service to areas not served by Clay Rural Water.
- Drainage will have to be addressed with development (the use of existing topographical features will be encouraged).
- Streets within this area will be development driven.

Figure 5: Growth Areas



## **D. Infrastructure and Services**

Infrastructure and the distribution of public services are critical to the City's continued growth and development. This chapter is intended to provide a general overview of the existing transportation, water, sewer, storm sewer, electric, and solid waste systems and the necessary goals for providing the capacity necessary to accommodate the City's future growth. The City also recognizes that planning for the rebuilding and enhancement of systems in existing parts of the City is as critical as planning for the expansion of systems. The City has and will continue to undertake engineering studies for its infrastructure systems, which contain far more detailed information including costs and proposed construction improvements. Completed studies are available for public review in the office of the City Engineer.

### **Transportation**

*Transportation Goal: The City of Vermillion will have a safe and efficient multi-modal transportation network.*

#### **Objectives:**

- Enact access management standards that meet or exceed SDDOT guidelines for urban arterial and collector roadways.
- Preserve right-of-way for all arterial and collector roadways by establishing appropriate minimum standards within the City's subdivision regulations.
- Provide multi-use paths as part of greenway or open space corridors wherever feasible and consistent with ongoing parks and recreation planning efforts.
- Provide traffic control measures consistent with standard traffic engineering practice.
- Require road grades and drainage of proposed subdivisions be designed with consideration for continuity with surrounding and future developments.
- Prevent heavy traffic on minor residential streets by requiring a system of collector streets between adjacent subdivisions.
- Secure sufficient rights-of-way with development to accommodate the City's major street system, including a perimeter system of arterial streets.
- Discourage driveway entrances onto highways and other major roads where locations may result in traffic hazards or impede traffic flow.
- Establish and protect major transportation corridors and systems from encroachment by incompatible land uses.

- Promote, improve and protect the aesthetic value of highway entrances and the airport entrance/exit to the City of Vermillion.
- Work with the University of South Dakota to develop transportation systems and improvements for mutual benefit.

Since the inception of the City of Vermillion transportation modes have changed. From paddle wheel steamers navigating the Missouri River to semi-trailers on South Dakota Highway 50, the end result has always been to provide an efficient, safe, and connected transportation system. A transportation system that provides all three of those aspects leads to a vibrant and healthy city. In addition, street and highway improvements are a critical planning consideration because of the interactive relationship between transportation and land use. Location choices for many land uses are frequently made on the basis of access to major streets and highways. Without consideration for adequate capacity or maintenance, the transportation system cannot adequately accommodate development. The transportation system within the City of Vermillion is considered to be multimodal. A multimodal transportation system is one that includes travel by automobile, public transit, bicycle and pedestrians. Additionally, traffic by trucks is also taken into consideration. The City also maintains an airport for general aviation purposes and has access to railroad traffic through the Burlington Northern Santa Fe Railroad.

#### Existing Transportation System

The existing multimodal system uses the streets, sidewalks and shared use trails to allow users the opportunity to get to different locations. The streets in the City are classified as arterials, collectors or local. Classifying streets into these groups allows the City to provide better access to adjacent property while maintaining a level of traffic that is acceptable to the user. Below is a general description for each of the classifications:

- **ARTERIAL:** Roads within this classification generally connect centers of population with commercial/industrial centers. Due to the large amount of traffic that is expected this class of streets typically emphasizes mobility as opposed to property access. Streets fitting into the category would be Dakota Street, Cherry Street, Plum Street, Main Street, Crawford Road, and Stanford Street.
- **COLLECTOR:** This class of streets usually connects the arterial roads to the actual neighborhoods. These roads typically see a balance between access to property and mobility. Examples of these streets within the City would be Norbeck Street, University Street, Princeton Street, Cottage Avenue, Center Street, Clark Street, and Lewis Street.
- **LOCAL:** Streets in this class offer the most access to properties with little regard to mobility. These are the roads that go directly to residences. The majority of roads in residential areas would fit in this category.

Figure 6 presents the current functional classification system for roadways in or adjacent to Vermillion.

There are approximately 48-miles of paved streets in the City. Of these 25% are arterial, 14.5% are collector and the remaining 60.5% are local. The majority of the streets within the City are paved with either concrete or asphalt, with one mile being gravel. In addition to streets, the city also has nearly 5 miles of alleys.

In August of 2012, the City completed the “Vermillion Area Multimodal Transportation Plan.” The plan provides recommended projects, programs and policies for Vermillion’s transportation system. Elements of the transportation system plan include:

- Roadway system improvements that address safety, congestion/serviceability, and connectivity/accessibility goals.
- Non-motorized system investments that plan for an expanded trail network and establish an on-street bicycle route system.
- Transit system options that were considered to improve mobility and parking system usage in and around the USD campus.
- A future major street plan that provides the blueprint for maintaining the efficient movement of people and goods while providing needed access to businesses and residences.
- Areas for continued study covering issues that require longer-term coordination than is associated with the Transportation Plan.

As a follow-up to the 2012 Vermillion Area Multimodal Transportation Plan the City is pursuing a Bicycle Master Plan Study. This study is in cooperation with the South Dakota Department of Transportation and will begin the Fall of 2017.

Figure 7 presents the Major Street Plan that has been developed as a part of the Comprehensive Plan.

In addition to streets, the City also provides a system of sidewalks and shared use trails for pedestrians and cyclists to use. The sidewalk system has been in place nearly 100 years. The sidewalk system allows pedestrians to walk from their residences to shops, the university or to the park. In recent years the City has reinstated a sidewalk inspection program dedicated to improve the condition of the existing sidewalks so that all areas of the City are accessible to pedestrians. As well as sidewalks, the City has a network of shared use paths that also allow residents access to recreational areas. This system was originally mentioned in the 1976 comprehensive plan and soon after that the construction of the path between Cottage Avenue and

Tom Street, along West Cherry Street, was constructed. Today the City has approximately 4.75 miles of paved trails.

Air service for the City is provided by Harold Davidson Field airport. This airport is owned, and operated, by the City of Vermillion for general aviation purposes. Currently the airport has one runway, with plans to construct a crosswind runway in the future. The existing runway is paved and has a length of 4,105 feet. The proposed crosswind runway will be paved and have a length of 2,900 feet. At this point there are 24 airplanes based on the airport. These airplanes are stored in 13 hangars. All of the hangars are owned by non-municipal entities with the City only owning the terminal building, the maintenance building, and the fuel system.

The Burlington Northern Santa Fe Railroad provides rail transportation in Vermillion. The City is located on the Sioux City to Aberdeen branch line. The line through Vermillion carries freight trains. This branch line through Vermillion is a single track with at-grade roadway crossings. Vermillion has not had passenger rail service for several decades.

## **Utilities**

*Utilities Goal: The City of Vermillion will become a model for a reliable utility network that provides top-quality services to citizens and business owners, while ensuring capacity for future growth and demand.*

Objectives:

- Provide the City's residents and businesses with potable water, ensuring capacity and pressure levels for daily consumption and fire demand.
- Increase the use of water conservation measures and educate citizens about the importance of water conservation.
- Protect the water supply from incompatible uses and activities that could compromise drinking water quality and safety.
- Provide for the maintenance and replacement of existing infrastructure to ensure future delivery of water to residents and businesses.
- Provide the City's residents with an efficient and reliable sanitary sewer and wastewater treatment system.
- Ensure current capacities are meeting the demand and plan for future expansion as the community grows.
- Provide for the maintenance and replacement of aging sanitary sewer collection systems to prevent overflow and backups.

- Provide the City’s residents with reliable electrical service and continue to minimize substantial rate increases through future planning and maintenance activities.
- Plan for the location of future utility facilities as the community grows.
- Educate electric customers about the importance of energy conservation and efficiency.
- Continue, where feasible, to offer rebate programs for the replacement of inefficient heating and cooling systems, lighting, and other energy uses.

## **Water System**

The water system provides potable water to City residents, businesses and institutions. An adequate water supply meets the public demand and requires the responsible use of water, now and in the future. A major element in the overall strategy will be slowing the growth in demand through increased efficiency and conservation.

### Existing Water System

The City of Vermillion obtains its water supply from underground sources known as aquifers. The City maintains five (5) functioning wells, all south of the bluff, which tap into the aquifer. The water is pumped from the wells to the Melvin D. Stiegelmeyer Water Treatment Facility. The treatment facility was built in 1972 and has a firm treating capacity of 3.6 million gallons per day (MGD). The City maintains three (3) water storage facilities:

- 1.5 million gallon storage reservoir: located north of the water treatment facility.
- 550,000 gallon elevated tower: located in Prentis Park.
- 500,000 gallon elevated tower: located near Shriner Street and the Highway 50 Bypass.

Currently, the average day water usage for the City of Vermillion is 1.05 MGD. The peak day for the year 2016 was in the month of August at 1.8 MGD. To maintain the existing system, the Water Department implements yearly hydrant and distribution system flushing, water main repairs, and existing water main replacements. Barring any major water-using industries, the water system will serve the projected population growth through the planning period.

The City of Vermillion has just over 3,300 meters and approximately 50 miles of distribution mains which provide water within the corporate limits. The University of South Dakota is the largest water user for the City of Vermillion. In 2016, the University of South Dakota purchased approximately 43 million gallons of water from the City of Vermillion.

The City of Vermillion regularly monitors its water infrastructure system to measure the effectiveness and efficiency of the services. Vermillion’s Capital Improvement Plan (CIP) addresses future needs for the water system’s supply, storage, and distribution components.

## **Wastewater System**

The wastewater system collects, conveys, and treats wastewater for City residents, businesses, and institutions. Growth in the City's water demand will lead to a corresponding increase in wastewater. Wherever possible, gravity systems are preferred over pressure collection systems for reasons of reliability and lower operating and maintenance costs.

### Existing Wastewater System

The City of Vermillion maintains an activated sludge wastewater treatment facility that opened in 1985. The plant has undergone significant improvements over the years, as recently as the Phase II improvements completed in 2011. The treatment facility is designed to accommodate flows of 2.0 MGD, with peak flows up to 4.0 MGD. Wastewater is pumped via two pumping stations to the treatment facility just south of City limits on South Dakota Street.

Currently, the average day wastewater flow for the City of Vermillion is 1.2 MGD. The peak day for the year 2016 was 2.6 million gallons. To maintain the existing system, the Wastewater Department implements yearly manhole lining, sewer main cleaning/monitoring, and sewer lift station cleaning/monitoring. Barring future heavy industrial loads, the wastewater system will serve the projected population growth through the planning period. However, to accommodate growth to the northeast, a sanitary sewer lift station will likely be necessary.

## **Electric System**

The municipal electric system provides electric service to most City residents, businesses, and institutions. The municipal electric distribution system is almost entirely comprised of underground construction due to an ongoing overhead to underground conversion process started years ago. Clay-Union Electric has some service territory within the City limits. Clay-Union Electric service territory surrounds City limits. With every annexation, the City Council will need to decide whether to acquire the electric service territory from Clay-Union Electric as allowed by state statutes.

### Existing Electric System

The City of Vermillion receives its power from Western Area Power Administration (WAPA) and Missouri River Energy Services (MRES). The power is delivered to the community from the Basin Electric Cooperative Spirit Mound Switchyard, via two 115 kV city owned transmission lines.

To maintain consistent electric service, the City has implemented a series of capital improvements in addition to the replacement of aging distribution infrastructure. These improvements included:

- Installation of 115 kV breakers, construction of new substation control building, and replacing other aging substation equipment. This improvement replaced equipment that had exceeded its useful life, as well as provided the City with a ‘closed-loop’ transmission feed. The ‘closed-loop’ system will provide uninterrupted power with the loss of the east or west transmission line.
- Installation of tie switches to address potential future voltage drop issues.

Based on projected load increases construction of a new substation and a transmission line began in the summer of 2017 in the northeast part of the City. Part of this project includes tying into two existing circuits. Additionally, new distribution circuits installed stem from the new substation.

### **Storm Sewer System**

The City of Vermillion is located along the bluffs of the Missouri River. The terrain is generally flat, with a drastic change in elevation as one approaches the bluff. Many small wetlands and potholes are in the eastern portion of the City’s growth areas, with the majority being temporary in nature. The Vermillion River forms the southern border of the City and it functions as the main drainage receptor for the City’s storm water. Annual precipitation is generally around 25 inches, with most occurring during the late spring months.

#### Existing Storm Sewer System

The primary existing storm drainage system consists of several miles of storm sewer lines of various sizes and materials, and ditches which drain directly to the Vermillion River. Storm water tends to flow down streets to catch basins that are part of the storm sewer system or ditches adjacent to major roads. These systems have been designed for a wide variety of storm events based on the time of their installation or which government agency permitted the project. Currently there is only one City-owned detention pond. This pond has not been sized for any development and is currently not functioning efficiently. Few private retention/detention pond systems in the City were designed as part of the development associated with them.

Currently the City is divided into eight major watersheds. These watersheds are Highway 50, West Cherry, West Vermillion, 12<sup>th</sup> Street, Dakota, University Street, East Burbank and USD. Depending on the need, each of the watersheds can be further divided into smaller areas down to the individual catch basin. Following is a brief description of each of the watersheds:

- **HIGHWAY 50 WATERSHED:** The land that contributes to this watershed is mainly along the north side of the City. The south ditch along South Dakota Highway 50 then carries the storm water generated. This is the largest watershed encompassing roughly 723 acres. There is a large variety in the land use, with much of it being zoned commercial or industrial.

- **WEST CHERRY WATERSHED:** This watershed is affected by the land west of Cottage Avenue fronting West Cherry Street. The storm water is transported to the Vermillion River through a series of ditches along both sides of West Cherry Street. This watershed is roughly 251 acres in size and is mainly zoned commercial.
- **WEST VERMILLION WATERSHED:** This watershed consists mainly of the bluffs draining towards the Vermillion River. However, the Highway 50 and the West Cherry watersheds drain through it on the way to the river. This watershed consists of roughly 311 acres.
- **12<sup>TH</sup> STREET WATERSHED:** The watershed is composed of land roughly bounded by West Street and Market Street south of Dartmouth Street. This land is mostly zoned residential. There are some business uses closer to the downtown area as well as industrial uses below the bluff. The area being drained is approximately 314 acres in size.
- **DAKOTA WATERSHED:** Prospect Street roughly bound this watershed on the west, Willow Street on the east, Dartmouth Street on the north and Main Street on the south. This area includes most of the downtown business and a large section of older residences. This watershed is roughly 171 acres in size.
- **UNIVERSITY STREET WATERSHED:** This watershed is roughly composed of the land between Forest and Catalina Avenue south of East Cherry Street. Most of the area is zoned residential with a few businesses at Forest Avenue and East Main Street. This watershed is approximately 299 acres in size.
- **EAST BURBANK WATERSHED:** This is second largest watershed in Vermillion with roughly 711 acres in size. The majority of the land within this watershed is zoned residential. This watershed has experienced the majority of the City's residential development with the construction of the single-family residential around the City's golf course. Additionally, there have been numerous multi-family developments within this watershed. This watershed includes most of the land east of Prentis Avenue and south of East Cherry Street.
- **USD WATERSHED:** This watershed represents all of the land owned by the University of South Dakota. The watershed is roughly 203 acres and split by East Cherry Street into north and south. The watershed consists of campus buildings, parking lots and large green spaces. The City has no jurisdiction within this area, however, since it drains using the City's infrastructure we still account for it within our system.

## **Solid Waste and Recycling System**

*Solid Waste and Recycling Goal: The City of Vermillion will have a solid waste and recycling system that is mindful of our natural resources, educates the public, and implements modern management practices for the management of waste.*

The Vermillion Solid Waste System is composed of three operations:

- Landfill
- Missouri Valley Recycling Center
- Curbside Recycling Program

The Landfill and Recycling Center operate as part of a Joint Powers Agreement among several local governments. Although these are City Departments, the operations are governed under the provisions of the Joint Powers Agreement between the City of Vermillion, Clay County, and the City of Yankton County. The City of Vermillion operates the Curbside Recycling Program locally as a service to Vermillion residents.

### Joint Powers Consolidated Waste Management

In 1994, the Joint Solid Waste System was initiated to address and mitigate the rising cost of integrated waste management. 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 the system. The System includes the Vermillion/Clay County Landfill, City of Vermillion Missouri Valley Recycling Center, and the Yankton Transfer/Recycling facility. Under the terms of the agreement, Vermillion and Yankton share resources and funding for the system while exercising local control of employees engaged in waste management activities. Since the inception, rural Union County, City of Elk Point, and residents of the City of Centerville have become customers of the Joint System. The Joint Powers Advisory Board is composed of members representing each of the public entities to oversee the integrated system.

### Landfill

In 1976, a joint effort by Clay County and the City of Vermillion selected and developed a landfill site on the Bluff Road four miles north of Vermillion. In 1991/92, this site officially closed and a new expansion site opened directly to the east of the first site. The new expansion site, engineered under Federal and State regulations, and is approved by the South Dakota Department of Environment and Natural Resources (DENR). The construction and operation of the current landfill site meets State of South Dakota rules and regulations as accepted for state primacy by federal EPA. The SD Department of Environment and Natural Resources inspects the site annually. The landfill expects to provide solid waste disposal until approximately 2080.

The landfill utilizes a baling system that helps to contain blowing debris, allows for additional load inspection, helps to create a safer landfill and extends the life of the landfill. The landfill accepts several types of material, including:

- Garbage/Municipal Waste
- Asbestos (in conformance with EPA and SD DENR)
- Petroleum Contaminated Soils
- Wood - Tree Branches and Untreated Lumber
- Scrap Metals
- White Goods
- Appliances
- Tires
- Electronics Recycling

#### Recycling Center

The Missouri Valley Recycling Center is a drop-off facility provided through the cooperative effort of cities and counties in southeastern South Dakota. The facility is available to the public and businesses located in Clay and Yankton County, as well as portions of Union County, and operated through the Joint Powers Solid Waste Authority. The sale of the materials and landfill fees supports the recycling center. The MVRC accepts several recyclable materials, including:

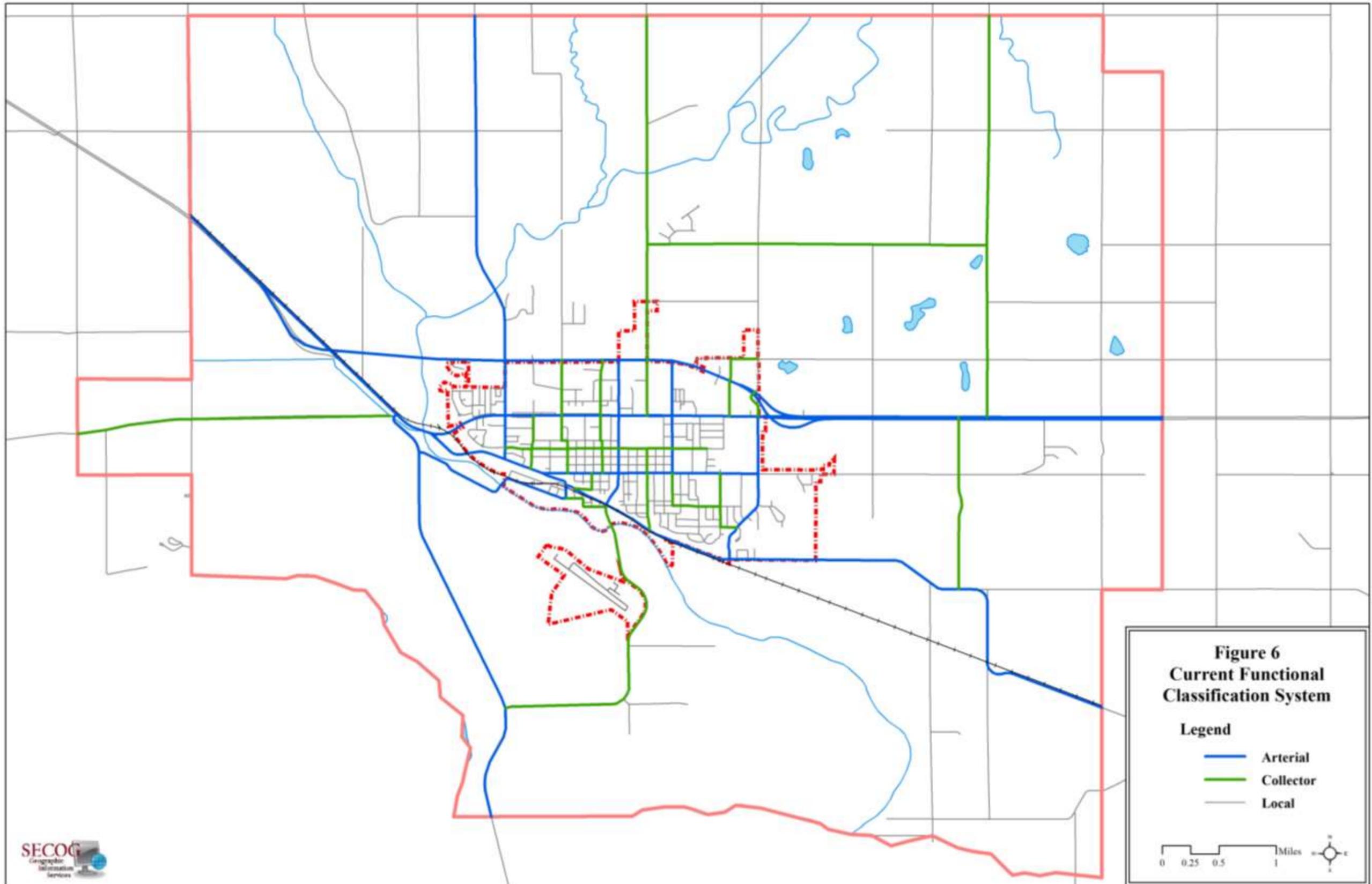
- Plastic #1 & #2
- Tin Cans
- Aluminum Cans (Market share price paid for aluminum cans)
- Newspaper
- Corrugated Cardboard
- Cereal, beer, pop, shoeboxes and lightweight pressboard
- Computer & White Paper
- Mixed Office & Pastel Paper (includes junk mail & window envelopes)
- Shred Office Paper

- Magazines, Catalogs & Slicks
- Books & Phone Books
- Scrap Metals - Clean Aluminum, Brass, Copper
- Glass

#### Curbside Recycling Program

In September 2009, the City of Vermillion implemented a curbside recycling program for single-family homes and certain multi-family units. The Vermillion Curbside Recycling Program continues to be a convenient way for Vermillion residents to recycle. The City of Vermillion uses a “co-mingled” approach that integrates single-stream and source separation recycling. This approach collects rigid containers and paper products, combining convenience and effectiveness for residents. The curbside recycling program enjoys a positive utilization by the community.

Figure 6: Current Functional Classification System





## **Chapter - 2 Economic Development**

### **A. Overview**

#### **Introduction**

Economic development is the process of creating jobs and tax base. The role of the public economic developer is to foster new development and retention of business activity and, through a healthy local economy, provide employment opportunities and a strong tax base.

The City's Comprehensive Plan is based on a clear understanding of the desired economic future for the City, providing places and support for the location of economic activity while at the same time protecting and enhancing the quality of life.

Vermillion has many advantages to offer including:

- a talented, hardworking and dedicated work force
- an environment that encourages innovation and progressive thinking
- a blended and dynamic University community with diverse demographics
- infrastructure with the capability to sustain growth and expansion and flexibility to accommodate the future
- a terrific school system
- quality health care providers and services
- regional partnerships between public, private and non-profit agencies and organizations
- a charming sense of community
- recreation

#### **Goals and Objectives**

Employment Goal: Jobs will grow at a rate greater than or above that of population and housing in pursuit of enhanced quality of life. Quality jobs with desirable incomes, benefits, and career opportunities will be targeted.

Tax Base Goal: Increase tax base at a rate equal to or greater than the rate of population and housing growth in pursuit of an enhanced quality of life. The tax base will increase at a rate equal to or above the rate of tax-funded service demand.

Income Growth: 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.

Objective: Business Retention and Expansion

Policy/Action - A business retention plan will be developed to identify key strategies for creating an environment for businesses to flourish in the community. This will require a partnership among the Vermillion Area Chamber and Development Company, the City of Vermillion, Clay County, the University of South Dakota and other local employers.

Objective: Workforce Development

Policy/Action - Create a forum for local employers and educational resources to team up for the enhancement of the workforce in Clay County. Initiatives include current workforce assessment and identification of workforce needs, now and in the future.

Policy/Action - Develop and implement a comprehensive community workforce development plan based upon skill gaps of the Clay County workforce.

Objective: Targeted Business Attraction

Policy/Action - Develop a Targeted Career Business Attraction Program that builds on the existing economic and educational base of Clay County, including the following industries:

- Medical sciences/research
- Information technology
- Communications
- Light manufacturing/distribution
- Entertainment

Objective: Business Attraction and Marketing

Policy/Action - Aggressively market Vermillion and Clay County as a prime location for new industry through targeted advertisements, trade show participation, direct mail, consultant events, promotional brochure development, website enhancement, and other strategies aimed at building effective relationships with site selectors and prospects.

Policy/Action - Continue to partner and invest with the Governor’s Office of Economic Development and the Vermillion Chamber and Development Corporation to recruit new businesses and help existing businesses expand.

Policy/Action - Perform a targeted business opportunities study to identify and to recruit companies to Vermillion and Clay County.

Policy/Action - Create a program to bring businesses owned by University of South Dakota alumnae back to Vermillion. Strategies will include targeted marketing and coordination with alumni relations.

Objective: Visitor and Tourism Development

Policy/Action - Support efforts to make Historic Downtown Vermillion and residential historic districts an integral part of the visitor experience.

Policy/Action - Work in partnership with educational institutions, arts, and history organizations to provide cultural offerings that attract visitors and contribute to the local quality of life.

Policy/Action - Tourism and marketing development efforts to enhance the reputation of Vermillion as a destination for a wide diversity of high quality arts and cultural activities.

Policy/Action - Communication and infrastructure development to enhance and strengthen communication and partnerships among historical and arts organizations to facilitate event planning.

Policy/Action - Collaborate with federal, state, and local agencies to market the Missouri National Recreational River as a destination for tourism and outdoor enthusiasts.

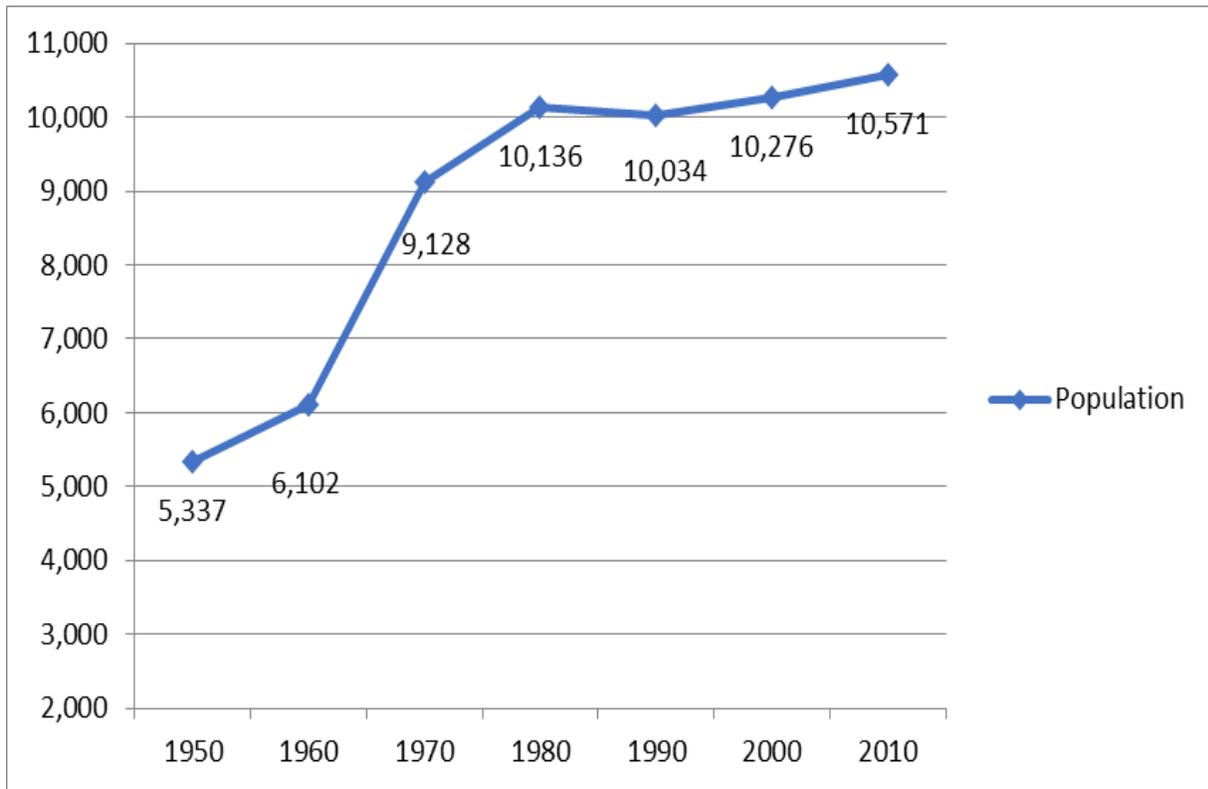
## **B. Socio-economic Profile**

### **Community Demographics**

#### **Population**

Vermillion’s population in 1950 was 5,337 and this number grew rapidly over the next two decades. Population peaked around 1970, when residents numbered 10,136. This was followed by a population decline of 371 residents over the next two decades. Between 2000 and 2010, Vermillion’s population increased 8.2%. As of 2010, the City’s current population was 10,571.

## Vermillion Population Trends 1950 – 2010



Source: U.S. Census Bureau

## Age

Approximately one-sixth of Vermillion’s residents in 2010 were children under the age of 18. Over two-thirds were adults, aged 18-54 years. The remaining approximately one-sixth were pre-retirement adults ages 55-64 and adults over 65. According to the 2010 Census data, the City’s median age of 23.4 is virtually identical to the median age in Clay County (25.0) and is considerably lower than South Dakota (36.9).

**Table 3. Vermillion 2010 Population by Age (Source: U.S. Census Bureau)**

Age Distribution of Residents: 2010		
	2010 Population by age	% of total 2010 population
Under 5 years	523	4.9
5-17 years	1,093	10.3
18-24	4,357	41.2
25-34	1,422	13.5
35-54	1,566	14.8
55-64	720	6.8
65+	890	8.4

## Population Projections

Table 4 presents population changes from 1990 to 2010. Table 5 presents population projections for 2015, 2020 and 2035. Estimating future population numbers helps in planning for community services, recreation, public facilities, and conservation needs to adequately serve the additional residents while retaining the essential community character and natural resources. Population forecasting is at best an “educated guess.”

The average annual change method is used to produce a population projection estimate for the City of Vermillion. The average annual change method assumes the population will grow in a similar fashion, based on population changes from 1990 - 2010 (Table 4).

**Table 4. 1990 – 2010 Census Population Changes (Source: U.S. Census Bureau)**

	Population				1990 - 2010		
	1980	1990	2000	2010	Change	*AAAC	**AAPC
	Vermillion	10,136	10,034	10,276	10,571	537	27

**Table 5. Population Projections Based on 1990 – 2010 Census**

	Population				2015 - 2035		
	2010	2015	2020	2035	Change	*AAAC	**AAPC
	Vermillion	10,571	10,706	10,841	11,246	540	27

**Note:** \*AAAC - Average Annual Absolute Change.

\*\*AAPC - Average Annual Percentage Change.

If the population estimate method is accurate, then the City of Vermillion may have a population of 11,246 by the year 2035 based on the 1990 - 2010 population trend. Many factors may influence population growth, although most are not easily quantified. However, because Vermillion is an important population/employment center, it is reasonable to estimate that Vermillion will continue to have growth.

## Household Characteristics

Vermillion has a high number of households that contain a married couple without children, 19% of total households. There is also a large number of single male and female householders, 36% of total households.

Out of the 3,811 households in the City, a household consisting of a married couple with children represents 522 (14%) households, a decline of 16% from 2000 while single female heads of households represent 215 (6%) of the households, a decline of 21% from 2000.

**Table 6. Vermillion Household Type & Presence of Children (Under 18 years)**

**Source: U.S. Census Bureau**

Household Type	2000		2010		% Change
	Number	Percent	Number	Percent	
Married with own Children	622	17%	522	14%	-16%
Married without own Children	747	20%	729	19%	-2%
Single Male with own Children	49	1%	71	2%	45%
Single Male without own Children	47	1%	50	1%	6%
Single Female with own Children	271	7%	215	6%	-21%
Single Female without own Children	65	2%	105	3%	62%
Single Male	571	16%	637	17%	12%
Single Female	674	18%	708	19%	5%
Non-family 2+ Household	601	16%	774	20%	29%
Total Households	3647	100%	3811	100%	4%

## C. Housing and Neighborhoods

### Introduction

The purpose of this chapter is to provide an analysis of the development pattern in Vermillion’s current neighborhoods and the strategies for future housing demand. Ensuring a safe, adequate and affordable housing is an important function in maintaining the vitality of neighborhoods and the City as a whole.

In existing neighborhoods, preservation, maintenance and rehabilitation of existing housing should continue to be the focus. Infill and redevelopment needs should respect the street pattern, block sizes and development standards of the area. Overall, the City of Vermillion is committed to providing a wide variety of housing types.

### Existing Housing Units

According to the U.S. Census Bureau, the number of housing units in Vermillion rose from 3,967 units in 2000 to 4,043 in 2010 – an increase of 76 units.

In 2010, housing occupancy for Vermillion stood at 94.3%, with a vacancy rate of 5.7%. This rate is slightly higher than the 91.9% occupancy rate in 2000. Renter-occupied housing increased from 53.88% in 2000 to 57.5% in 2010. The following table also examines overall tenure rates, along with the changes that have occurred since 2000 for the City of Vermillion.

**Table 7: Occupancy Status of Housing Units - 2000 and 2010 (Source: U.S. Census Bureau)**

	2000 Census	2010 Census	Change
	<i>Occupied Units</i>		
Owner	1,684	1,621	-63
Renter	1,963	2,190	+227
Total	3,647	3,811	+164
	<i>Vacant Units</i>		
For Rent	164	122	-42
For sale	50	25	-25
Seasonal Use	15	26	+11
Other Vacant	91	59	-32
Total	320	232	-88

**Building Permit Trends**

Vermillion has had a significant amount of new housing construction activity in recent years. The following table identifies the units issued a building permit since the year 1997.

**Table 8: Vermillion Housing Unit Construction Activity (Source: City of Vermillion)**

	1997-2001	2002- 2006	2007-2011	2012 – 2016	Total
Single-Family	99	140	90	66	395
Multi-Family	79	140	136	219	574
Manufactured Home Placement	6	4	3	0	13
Total	184	284	229	285	<b>982</b>

Over the past nineteen years, 982 new housing units have been constructed or placed in Vermillion, based on building permit issuance. A majority of these units are identified as multi-family development projects.

Figures 8 identifies the location and building permit construction value for single-family activity since the year 1997 and Figure 9 identifies the location and building permit construction value for multi-family activity since the year 1997.

**Existing Housing Conditions**

In general, housing condition is related directly to housing age. Without adequate maintenance, older housing stock deteriorates. Mostly structures begin to need significant repairs 30 years after construction. According to the 2008-2012 American Community Survey 5-Year Estimates,

45.9 percent of the city’s housing was built prior to 1970, with units built before 1939 making up 18 percent. Figure 10 identifies age of structures within the City of Vermillion.

For existing neighborhoods, housing diversity is already in place, but efforts must focus on maintaining this balance and variety. The diversity of housing types and sizes are central to what makes existing neighborhoods great places to live. Preserving existing homeownership should be a focus in established neighborhoods, with carefully planned opportunities for infill and development. “Down-zonings” in established neighborhoods to preserve a mix of single-family homes should be considered where possible.

### **Historical Sites, Districts**

A historic district in Vermillion is typically a defined area or neighborhood with a common theme based on architectural style, historical development patterns, cultural identity, or social and economic historical patterns. The basic idea behind the creation of a historic district is to preserve the character and identity of an area for the future. Figure 11 identifies the historical sites and districts within the City of Vermillion.

There are four districts listed on the National Register of Historic Places:

- Bluffs Historic District
- Downtown Vermillion Historic District
- Forest Avenue Historic District
- University Historic District

There are sixteen historical sites within the City of Vermillion:

- Austin-Whittemore House
- Belbas Center
- Bluff View Cemetery Chapel
- Clay County Courthouse
- First Baptist Church of Vermillion
- First Methodist Episcopal Church
- First National Bank Building of Vermillion
- Gunderson House
- Inman House
- Linden House
- National Music Museum
- Old Main
- Prentis Park
- Former St. Agnes Catholic Church
- Vermillion Carnegie Library
- Willey, E. H., House

## **Existing Neighborhoods**

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.

### *Land Use*

Zoning changes to allow multi-family or commercial land uses into established 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.

### *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 help stabilize and improve the appearance and image of the area.

### *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 multi-family 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.

### *Special Programs*

A public program geared towards neighborhood conservation will utilize volunteer and City personnel and equipment to help maintain environmental conditions and provide assistance in cleaning up targeted older residential areas.

### *Neighborhood Conservation Areas*

Windshield surveys and environmental and public facility conditions have been analyzed to identify the following neighborhoods as conservation areas. In general, neighborhoods with concentrations of homes built prior to 1950 and those with below \$99,999 in assessed property

value are designated for conservation. Figure 12 illustrates property values and the neighborhood conservation areas in Vermillion.

### **Housing and Neighborhoods Goals**

The City of Vermillion seeks to achieve the following goals for Housing and Neighborhoods:

1. Create and maintain neighborhoods that are safe, healthy, livable, and compatible with adjacent land uses.
2. Allow for a supply of housing styles, sizes, and prices that encourage people of all ages to live in Vermillion.
3. Continue to encourage a high standard of property maintenance.
4. Maintain the appearance of Vermillion's neighborhoods, streets, and commercial districts.
5. Support neighborhood associations.

Figure 8: 1997 -2016 Single-Family Residential Building Permits Map

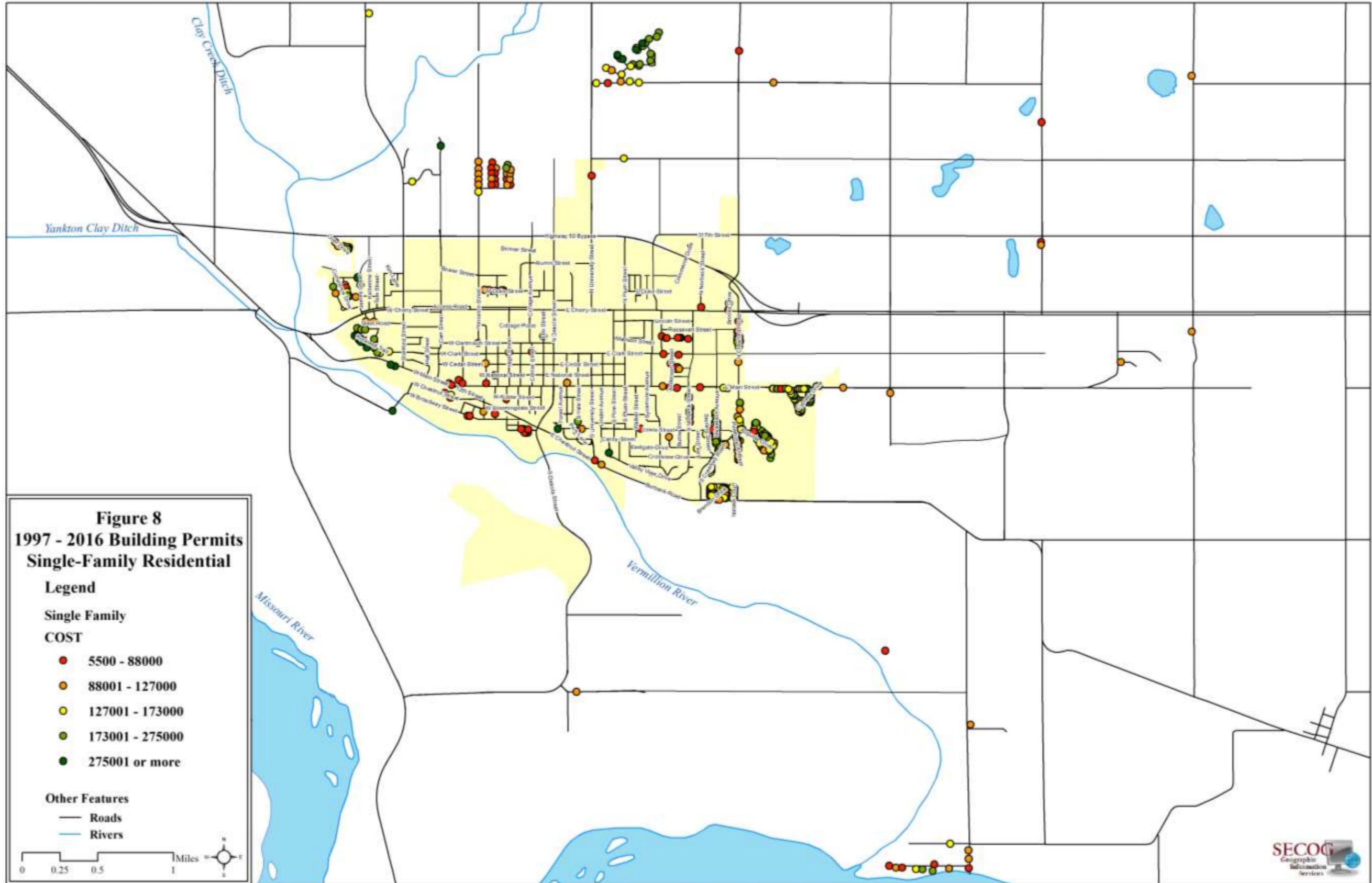


Figure 9: 1997-2016 Multi-Family Residential Building Permits

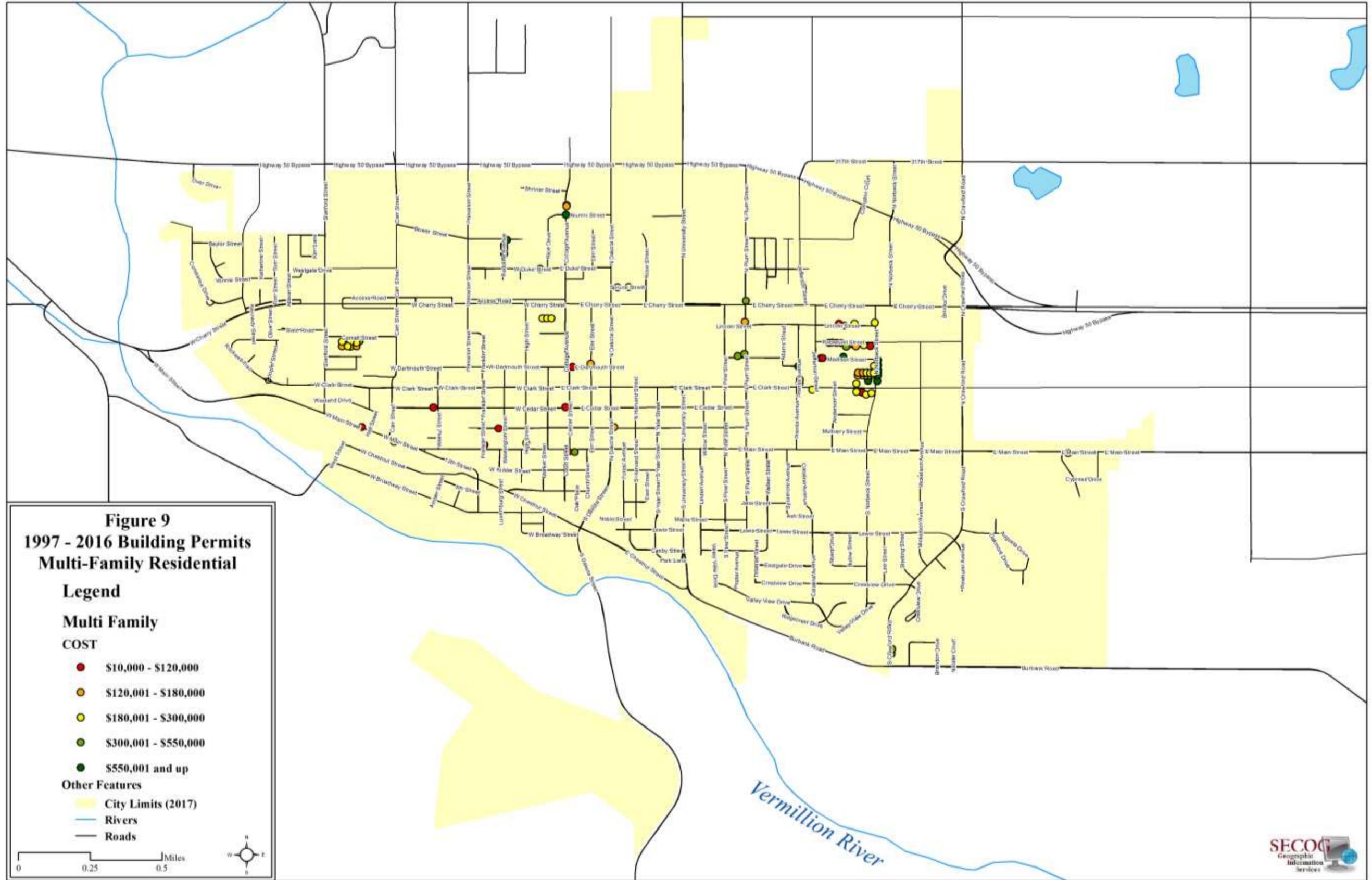


Figure 10: Age of Structures

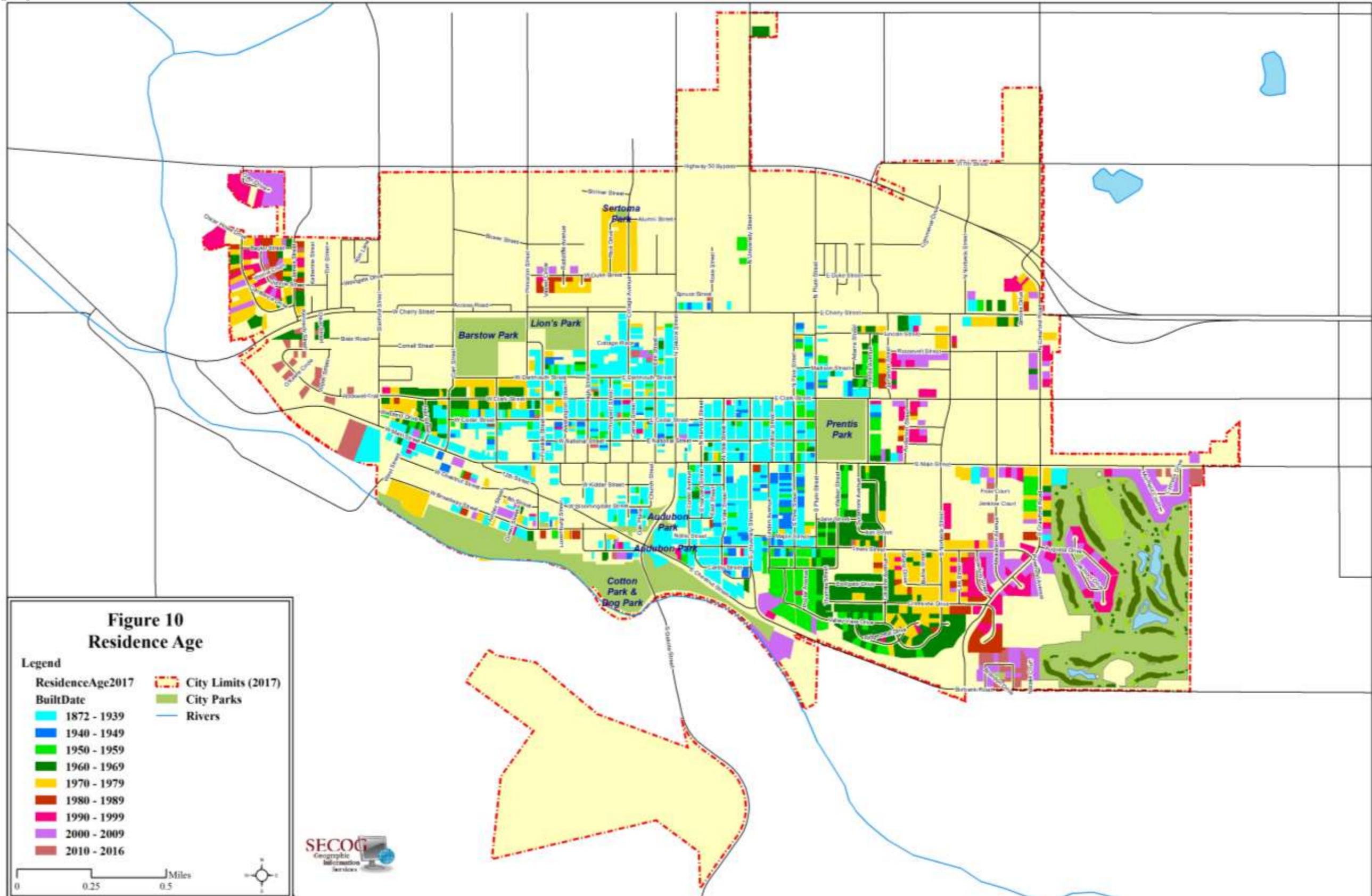


Figure 11: Historical Sites, Districts (2017)



12: Assessed Residential Property Values



## D. Business and Industry

### Workforce Profile

#### Employment

In 2015, the number of people aged 16 and older in the City of Vermillion that were a part of the labor force reached 6,311, approximately 68% of the population 16 years and over. The civilian labor force was 6,288 with 5,758 of those being employed and 530 being unemployed. Table 9 shows the number of employees working within each occupation category.

**Table 9: City of Vermillion Employed Civilian Population 16 Years and Over in 2015**  
(Source: U.S. Census Bureau 2011 - 2015 ACS 5-Year Survey)

<b>Industry</b>	<b>Number of Employees</b>
Management, business, science, and arts occupations	2,207
Service occupations	1,195
Sales and office occupations	1,448
Natural resources, construction, and maintenance occupations	423
Production, transportation, and material moving occupations	485
Total	5,758

A comparison of employment by major industry sectors for 2000 and 2015 is shown in Table 10. The Educational (health care and social assistance) industry sector has the most employment, followed by the Arts (entertainment, recreation, accommodation and food services) industry sector.

**Table 10: City of Vermillion Employment by Industry** (Source: U.S. Census Bureau 2000 Census and 2011 - 2015 ACS 5-Year Survey)

<b>Industry</b>	<b>2000</b>	<b>2015</b>	<b>Change</b>
Agriculture, forestry, fishing and hunting, and mining	67	83	+16
Construction	175	270	+95
Manufacturing	445	335	-110
Wholesale trade	97	40	-57
Retail trade	681	846	+165

<b>Industry</b>	<b>2000</b>	<b>2015</b>	<b>Change</b>
Transportation and warehousing, and utilities	161	61	-100
Information	194	130	-64
Finance and insurance, and real estate and rental and leasing	160	238	+78
Professional, scientific, and management, and administrative and waste management services	327	215	-112
Educational services, and health care and social assistance	1,751	2,066	+315
Arts, entertainment, and recreation, and accommodation and food services	753	1,091	+338
Other services, except public administration	138	190	+52
Public administration	173	193	+20
<b>Total</b>	<b>5,122</b>	<b>5,758</b>	<b>+636</b>

### **Income**

According to the 2011-2015 American Community Survey, the median household income in Vermillion was \$29,254. The median salary for male full-time, year-round workers in Vermillion was \$34,432, compared to \$31,435 for females.

### **Workforce**

According to the 2011-2015 American Community Survey (ACS), approximately 80.7% of Vermillion's population enrolled in school was in college or graduate school. Approximately 44% of Vermillion's 2011-2015 ACS estimated total population of 10,746 was enrolled in college or graduate school.

Over half (51.9%) of Vermillion's population 25 years and older has a bachelor's degree or higher.

***Table 11: City of Vermillion School Enrollment (Source: U.S. Census Bureau 2011 - 2015 ACS 5-Year Survey)***

Population 3 years and over enrolled in school	5,915	100%
Nursery school, preschool	90	1.5%
Kindergarten	88	1.5%
Elementary school (grades 1-8)	610	10.3%
High school (grades 9-12)	353	6.0%
College or graduate school	4,774	80.7%

**Table 12: City of Vermillion Educational Attainment (Source: U.S. Census Bureau 2011 – 2015 ACS 5-Year Survey)**

Population 25 years and over	4,682	100%
Less than 9 <sup>th</sup> grade	90	1.9%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	99	2.1%
High school graduate (includes equivalency)	1,259	26.9%
Some college, no degree	580	12.4%
Associate degree	222	4.7%
Bachelor’s degree	1,177	25.1%
Graduate or professional degree	1,255	26.8%

## **Commercial and Industrial Profile**

### **Existing Business Parks**

Figure 13 shows the locations of existing business parks in the City of Vermillion and the surrounding area. The locations of businesses change frequently as the City continues to grow and businesses expand or locate in the Vermillion area.

### **Strengths and Weaknesses in Attracting and Retaining Businesses**

Vermillion is fortunate to have many local and regional assets that make it an attractive location for businesses to locate and grow.

Particular strengths include:

- The University of South Dakota education, research and cultural engine.
- Highway network/ interstate system.
- Power (electric/gas) for future growth and development; reliability of power.
- Close proximity of agricultural production.
- Quality of life.
- Quality of water

Although Vermillion has many advantages, it also has many challenges to overcome to achieve its economic development potential. These challenges include:

- Workforce shortages.
- Limited venture capital.
- Lack of coordinated, regional system for economic development and growth.

## **Economic Development Goals**

The City of Vermillion seeks to achieve the following goals for Economic Development:

- Establish an infrastructure system (transportation and utilities) to meet the needs of current businesses and facilitate future development.
- Manage growth and land resources to ensure an appropriate mix of development and an adequate land supply to secure new business investments.
- Retain the present industrial and commercial base and assist companies with their expansion needs where appropriate.



## **Chapter 3 – Amenities**

### **A. Parks, Recreation and Trails**

#### **Introduction**

The purpose of this Chapter is to provide a current inventory and long-term goals for parks, trails and open space in Vermillion. Vermillion's parks, trails and open space play an important role in making the City a desirable place to live, work and play. Parks, trails and open space are important to the quality of life in the City of Vermillion. They provide active opportunities for residents and also draw visitors to the community.

The parks and recreation system in Vermillion has expanded over time in conjunction with the development and growth of the City. The acquisition and on-going improvement of lands for parks and open spaces have long been a priority of elected official and the residents of the community.

A 2010 community survey conducted by the City indicated that outdoor activities were a top five important feature of Vermillion. The community survey also revealed Vermillion residents' concern for preserving and improving recreational opportunities in the City of Vermillion.

#### **Existing Parks System**

Vermillion has developed an excellent parks and recreational system that includes quality recreational facilities, neighborhood, and community parks and trails.

Vermillion has nine parks of diverse sizes, amenities, and opportunities for recreation. This section highlights the key elements of the existing parks system. Figure 15 shows the location of existing City parks, trails, and open spaces. This map also identifies schools.

#### **Regional Setting**

Vermillion benefits from a close proximity to regional and state parks. These regional facilities supplement the active recreation opportunities provided by the City's parks and recreation system. Area regional parks include Spirit Mound State Park, Clay County State Park, Ponca State Park, Yankton Lewis & Clark Recreation Area, and the Missouri National Recreational River (see Figure 14).

## **City Parks and Recreation Facilities**

The current parks system consists of nine parks:

### *Prentis Park*

Prentis Park is located between Main and Clark Streets on Plum Street and is comprised of 19.4 acres. The park has lighted baseball field, a pool with two water slides, a lazy river, zero depth entry and a floatable water walk, playground areas, picnic shelters, amphitheater, disc golf, horseshoes and lighted basketball courts.

### *Jaycee Park*

Jaycee Park is located on W. Broadway Street is comprised of .30 acres. The park has playground areas, a basketball court, and picnic area.

### *Cotton Park*

Cotton Park is located south on Dakota Street by the Vermillion River and is comprised of 30 acres. The park has soccer field, trails, playground, picnic shelter, restrooms, and dog park.

### *Lion's Park/Fairgrounds*

Lion's Park/Fairgrounds is located between Princeton and High Streets, south of Cherry Street and is comprised of 17.32 acres. The park has playground areas, lighted softball field, picnic shelters, restrooms, camping facilities with electricity, camper dump station, and community center.

### *Barstow Park*

Barstow Park is located near W. Dartmouth and Princeton Streets and is comprised of 19.39 acres. The park has soccer fields, disc golf, lighted tennis courts, lighted softball fields, picnic shelters, playground areas, skate park and ice rink, restrooms, and lighted baseball field.

### *Rotary Park*

Rotary Park is located at the northwest corner of Cottage Avenue and Rice Street. The park is comprised of 1.02 acres. The park has picnic and playground areas, and a ½ basketball court.

### *Audubon Park*

Audubon Park is located south of Main Street along Dakota Street and is comprised of 6.77 acres. The park has playground area and picnic area.

### *Bluffs Park*

Bluffs Park is located at the intersection of Augusta Drive and Oakmont Drive and is comprised of 1 acre. The park has a playground and basketball court.

### *Ty Park*

Ty Park is located in Country Side Addition just north of Burbank Road. The park has a playground.

### *Bliss Pointe Park*

Bliss Pointe Park is located on the south side of Rockwell Trail at the intersection with Joplin Street. The park is comprised of 0.25 acres. The park has playground equipment.

## **Trails**

Trails are a component of the City's parks system. The current system includes some paved and natural trails. Paved trails are typically eight or ten feet in width. Unpaved trails are typically found in some parks where natural surface trails complement and provide access to natural resources. Paved shoulders provide transportation along major corridors through the City. The existing trail system is shown in Figure 15.

## **Bluffs Golf Course**

The Bluffs is an upscale 18-hole Championship golf course along East Main Street owned and operated by the City of Vermillion. Built in 1996, it is located on the Missouri River Bluffs. The clubhouse maintains a food and beverage operation, pro shop, and driving range.

## **Current and Future Park Needs**

The focus for the future is on upgrading, expanding and improving the park system to meet the recreation needs of citizens over their lifetime.

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 typically include areas for passive uses, nature conservation, pools/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 that preserve wildlife habitat, woodlands and wetlands through open space development. They are most commonly developed along stream corridors and natural drainage ways 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 the Current and Future Land Use maps identify existing park facilities and proposed new facilities within the projected growth areas. The specific improvements provided within the park facility should be tailored to meet the needs of the nearby population that it will primarily serve. 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 a reasonable cost and in proper locations, it is essential that parkland 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.

### **Park, Trails and Open Space Goal**

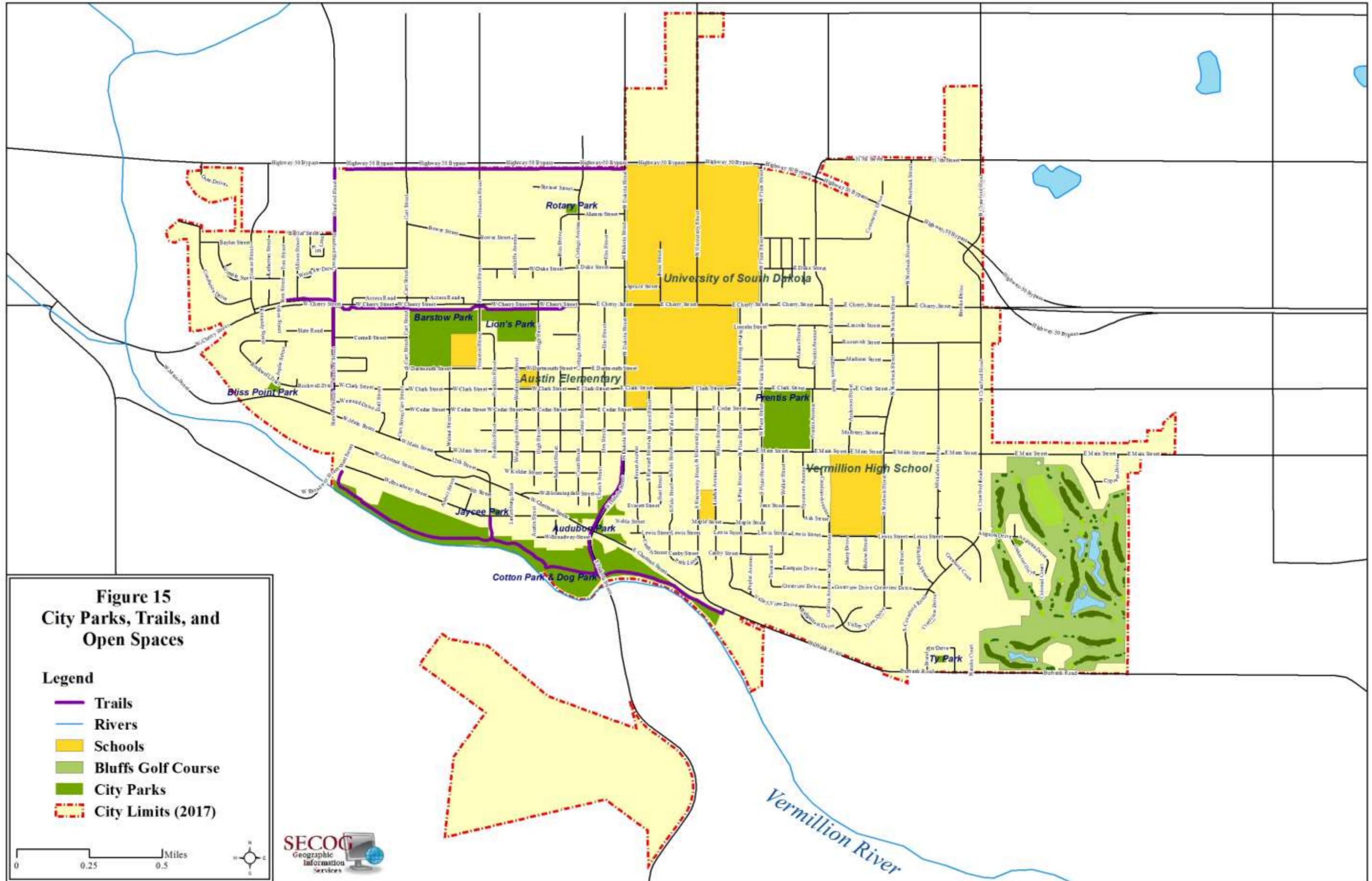
The City of Vermillion seeks to achieve the following goals for the Park System:

- Develop and adopt a Park, Trail and Recreation Plan.
- Coordinate planning and development of the parks and recreation system with other local, county, state and federal governments and agencies.
- Provide a well-balanced parks and recreation system.
- Promote safe, convenient and coordinated facilities for alternative means of transportation throughout the City of Vermillion.
- Use natural resource areas to provide an overall open space system.
- Evaluate the dedication of open space as part of expansion into growth areas.

Figure 14: Existing Regional System Map



Figure 15: Existing Park and Trail System Map



## **B. Libraries and Museums**

### **Libraries**

The Vermillion Public Library opened in 1903 as a Carnegie Library. The Library moved next door to a new facility of 11,000 square feet in 1978. In 2013 the building was completely renovated and an additional 11,890 square feet of space were added. Today the 22,890 square feet of space is known as the Edith B. Siegrist Vermillion Public Library. The Library serves all of Clay County plus patrons in neighboring counties and Nebraska. The Library offers a number of features which make the building an ideal source of life-long learning for patrons of all ages. The Library has a dedicated Children's area, youth room, a technology center providing the largest collection of free public computer and internet access in the County, multiple public meeting rooms for a variety of purposes, reading space around a fireplace, and a research room for genealogy and historic research. The Library is a welcoming community center which maintains a current collection of print and electronic resources and offers programming and services for patrons of all ages and backgrounds. The City continues to own the Carnegie Library.

### **Museums**

The City of Vermillion is home to some wonderful museums such as the National Music Museum which is located in a former Carnegie library building. This National Music Museum is one of the most renowned music museums in the world, showcasing 1,200 different instruments and 15,000 instruments virtually on display. Vermillion is also home to W.H. Over Museum. The W.H. Over Museum strives to collect, preserve, and study historic artifacts. These include botanical and biological specimens, rocks, fossils, and photos that represent the different ethnic groups in South Dakota. The historic Austin Whittemore Museum is located at 15 Austin Street. Because this home is constructed on top of a bluff, it survived the disastrous town flood in 1881. Inside this beautiful home is Italian style architecture, as well as Victorian and local historic items for educational purposes.

## **C. Education**

### **K-12 Schools**

Vermillion has both public and parochial school offerings, as well as higher education and continuing education offerings. Vermillion Public Schools serve all of the City of Vermillion along with the neighboring communities of Burbank and Meckling. The Vermillion Public School District encompasses 200 square miles of Clay and Union Counties. Vermillion Public School District included the Vermillion High School, Vermillion Middle School, Jolley Elementary and Austin Elementary. The Vermillion Public School district provides research-based training and monitors student progress to offer a quality education that begins with

classroom leadership. The School District offers a wide range of extracurricular activities in the middle school and high school level to compliment the educational offerings.

St. Agnes School is a Catholic grade school for preschool through 5<sup>th</sup> grade. The school has served the community since 1961 and recently completed a major remodel and addition to the building. The mission of the school is to utilize Christian principles to emphasize all aspects of a student's intellectual, physical, social-emotional, and spiritual growth.

### **Higher Education**

Founded in 1862 and the first university in the Dakotas, the University of South Dakota (USD) is the only public liberal arts university in the state. USD offers 205 undergraduate and 73 graduate programs in the College of Arts & Sciences, School of Education, School of Law, Sanford School of Medicine, School of Health Sciences, Beacom School of Business, and College of Fine Arts. With an enrollment of nearly 10,000 students and more than 400 faculty, USD has a 17:1 student/faculty ratio, and it ranks among the best in academics and affordability. USD's 17 athletic programs compete at the NCAA Division I level.

### **Additional Educational Offering**

The Osher Lifelong Learning Institute (OLLI) program allows adults to continue learning their whole lives. With short-term, non-credit classes, OLLI offers adult education, continuing education and lifelong learning opportunities for members. OLLI programs are designed for people age 50 and over, but classes are open to all ages and education levels.

## **Chapter 4 – Planning Policy Framework**

### **Introduction**

If a community is to have a sound Comprehensive Plan, first the community needs to set goals. A goal statement expresses the public opinion about what kind of place a community should become and is based on citizen participation and group input. Then, policies and objectives are developed which are specific descriptions of what government, private organizations and individuals need to do in order for the community to achieve the identified goals.

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.

### **Growth Management Strategy**

Significant portions of the land within the Growth Areas are presently dedicated to agricultural uses and are otherwise undeveloped for any urban purposes. It is likely that lands adjacent and abutting the developed areas of the City will be developed with urban purposes once public utilities become available. The timing of the extension of utilities into undeveloped areas is important; premature and unplanned development prior to development of the necessary roads and utilities should be avoided.

#### ***Goal 1: Focus New Development within Existing City Limits Area***

##### *Objectives*

- Encourage development within existing sanitary sewer and drainage basins.
- Encourage compact and contiguous urban growth within corporate limits.
- Enhance the character, identity, and historic preservation of the community.

##### *Policies*

- The City will determine the growth areas most accessible to sewer hookups and will discourage growth in areas not suitable for sewer hookups.
- The City will 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.

- The City will discourage scattered or strip commercial and industrial development outside the urban service area and whenever possible direct such uses into existing developed locations where adequate services are available including major street access and proper water/sewer systems.
- The City will require that properties served by public utilities be located within the City.
- The City will establish an area-wide approach to manage future growth cooperatively with city and county governments, school districts, townships, and other public services.

***Goal 2: Direct New Growth into Designated Future Growth Areas***

*Objectives*

- Establish development patterns/requirements for the described Growth Areas.

*Policies*

- The City will review and revise, on an as needed basis, specific development patterns established under Chapter 1 – Growth Areas.

***Goal 3: Construct and Upgrade the Major Street System to Handle New Growth***

*Objectives*

- Enhance the current road system to provide optimum traffic mobility.
- Minimize ingress and egress access points along major roadways in the interest of safety and mobility.

*Policies*

- The City will continuously evaluate the need for various improvements and appropriate annual funds accordingly.
- The City will require driveway access points off local roads rather than arterials whenever feasible to alleviate congestion from heavily traveled roads.

***Goal 4: Improve Community Services for All Residents of Vermillion***

*Objectives*

- Improve public services and buildings.
- Improve park and recreation opportunities for citizens.

- Evaluate implementation of Home Rule to enhance delivery of local government services.

*Policies*

- The City will proactively evaluate, plan for and complete improvements to the City’s infrastructure to maintain community standards and facilitate growth.
- The City will maintain, enhance, and expand park facilities to meet the needs of the community and attract growth.
- The City will offer or work with recreational associations to provide a variety of recreational programs for the community.

***Goal 5: Preserve the Function and Character of the Surrounding Rural Area***

*Objectives*

- Encourage agriculture to remain the dominant land use activity.
- Discourage scattered residential, commercial or industrial development.

*Policies*

- The City will encourage the preservation and protection of land used for agriculture in a manner that supports these elements during the predevelopment urbanization period.
- The City will encourage the orderly transition in the development of agricultural area to urban areas.
- The City will work with Clay County to ensure all proposed development within Vermillion’s growth areas are annexed and serviced with municipal utilities as feasible.

**Land Use Planning Strategy**

The quality of life in Vermillion will be protected and enhanced by establishing a balance of land uses including residential neighborhoods exhibiting a variety of housing styles, densities, price points and design, retail areas, office and industrial areas, and parks and open space. The city’s land use plan (Figure 4), is the graphical representation of Vermillion’s land use goals, objectives and policies. Together, with the text, the land use plan provides a conceptual glimpse of the community’s preferred growth pattern.

***Goal 1: Ensure the Health and Safety of Citizens***

*Objectives*

- Maintain standards that provide separation between structures.

- Design lots and blocks to emphasize cost efficiency and community value.
- Provide adequate visibility at intersections and driveways for all streets.
- Design major streets to emphasize mobility and safety.
- Utilize health and safety standards that minimize conflicts and nuisances.

*Policies*

- The City will establish side yard setbacks that comply with fire code separation for residential, commercial, and industrial structures.
- The City will ensure buildings and structures do not encroach on residential building air space.
- The City will review the lot and block designs based upon subdivision design standards.
- The City will ensure that structures and fences do not obstruct the view of intersecting traffic.
- The City will preserve adequate right-of-way for future arterial traffic routes and collectors.
- The City will discourage traffic routes that promote through-traffic in residential neighborhoods.
- The City will review and update Vermillion’s zoning map and ordinance periodically to discourage mixing of incompatible uses.

***Goal 2: Protect Natural Resources***

*Objectives*

- Retain runoff with open natural drainage systems.
- Create greenways and linear open spaces within floodplain areas.
- Design around significant wetlands.
- Limit development in areas with poor soils and high water table.

*Policies*

- The City will encourage any development that is platted to incorporate as much natural drainage as possible.
- The City will assure development works with existing drainage system.

- The City will discourage residential, commercial or industrial development within floodplain areas as identified by the Federal Emergency Management Agency.
- The City will encourage development to utilize and maintain wetlands as a part of the natural drainage basin.
- The City will require further investigation by a developer prior to allowing new development to occur in areas with soil limitations as identified by the United States Department of Agriculture (USDA) Natural Resources Conservation Service (NRCS).

***Goal 3: Enhance the Visual Quality of the City***

*Objectives*

- Separate industrial and residential uses.
- Beautify landscape uses to enhance the community’s image as an attractive place.
- Encourage the appropriate siting and concentration of uses and structures to prevent clutter.
- Provide suitable areas for a variety of residential types and densities.
- Allow for vibrant and viable commercial areas with a variety of uses.
- Maintain the appearance of Vermillion’s neighborhoods, streets, and commercial districts with consistent code enforcement and citizen involvement.
- Encourage high-quality new developments that are visually attractive and respect their surroundings.

*Policies*

- The City will discourage industrial development near residential developments.
- The City will encourage industrial uses in incorporated areas.
- The City will establish front and rear setbacks that provide reasonable separation for residential living.
- The City will establish landscaping standards to provide visual and physical boundaries between parking lots and roads.
- The City will encourage the reuse of vacant buildings within the community.
- The City will allow manufactured homes to be placed only in manufactured home parks.

- The City will allow home occupations as long as there is no substantial change in the residential nature of the home.
- The City will identify appropriate locations for residential areas on the Land Use map, taking into consideration accessibility, utility availability, and site suitability.
- The City will require adequate buffering and transitions such as multi-family residential between single-family residential and non-residential land uses.
- The City will encourage new commercial developments near existing commercial areas and buffer them from single-family residential areas.
- The City will encourage commercial development in clusters at major intersections and other appropriate locations, as opposed to scattered and/or “strip” development along major thoroughfares.
- The City will improve the appearance of public ways and property throughout the central business district through the use of street furniture, landscaping, and other aesthetic means.
- The City will promptly enforce existing ordinances regarding property maintenance and appearance.
- The City will encourage and support private initiatives to landscape and beautify vacant lots.

## **Chapter 5 – Implementation**

### **Introduction**

Planning is a continuous process. Completion of the Vermillion Comprehensive Plan is by no means an end in itself. A regularly scrutinized Comprehensive Plan ensures that its goals, objectives, and policies continue to reflect changing community needs and attitudes. The purpose of this implementation element is to provide direction and recommendations for implementing the Comprehensive Plan and for continuing planning. Above all, the Plan must be implemented.

### **The Continuous Planning Process**

Circumstances will continue to change in the future, and the Vermillion Comprehensive Plan will require modifications and refinements to be up-to-date and current. Some of its proposals will be found unworkable and other factors will emerge. Changes that are needed should be carefully noted and thoroughly considered as part of Annual Plan Updates and 5-Year Major Plan Revisions. As change occurs, however, Vermillion's vision should remain the central theme and provide a unifying element. This plan's importance lies in the commitment of citizens to agree on Vermillion's purpose for the future, and to apply that consensus in continuing efforts that focus on betterment of the community.

#### *Review by the Planning Commission*

The Planning Commission should review the status of efforts to implement this Comprehensive Plan on an annual basis. Significant actions and accomplishments during the past year should be recognized as well as recommendations for needed actions and programs to be developed in the coming new year.

#### *Annual Plan Amendment Process*

Annual plan amendments, when necessary, will provide opportunity for relatively minor plan updates and revisions such as changes in land use plan designations; implementation actions for identified goals, objectives and policies; and review of plan consistency with ordinances, regulations, and state law. A plan amendment should be prepared and distributed in the form of

an addendum to the adopted Comprehensive Plan. Identifying potential plan amendments should be an *ongoing process* by the Planning Commission throughout the year; solicit input from the public for all plan amendments. Proposed plan amendments should be reviewed and approved by the Planning Commission with final approval from the City Council, mirroring the initial adoption of this Comprehensive Plan. Plan amendments shall be in the form of a resolution.

### *Major Updates of the Comprehensive Plan*

A major review of the Comprehensive Plan should occur *every five years*. These reviews will ensure renewal and continued utility of the Comprehensive Plan for use by the Planning Commission and City Council. Annual plan amendments from the previous four years should be incorporated into the next major plan review. Plan reviews will be a significant undertaking involving City officials, the Planning Commission, a steering committee and citizens. The result of major plan updates will be a “new” comprehensive plan for the City, including new identification of up-to-date goals, objectives, policies, and implementation actions.

### **Citizen Participation in Continuing Planning**

Vermillion’s citizens shared in developing this plan's goals, objectives and proposals by participating in public meetings. Many ideas and comments contributed by citizens during the plan's development were incorporated and shaped the resulting proposals and recommendations. Similarly, citizens should continue to be involved in implementing and maintaining the Comprehensive Plan. The Planning Commission, community meetings, public forums, newsletters, and public notices should be utilized to inform and involve citizens in future planning. Methods and activities for public participation should be carefully chosen and designed to achieve meaningful and effective involvement.

### **Capital Improvements Planning**

The purpose of capital improvements planning is to provide local government officials with a guide for budgeting major improvements that will benefit the community. Before considering future development, the City must review current infrastructure and identify any deficiencies that need to correction prior to the development. It is the intention of the City to upgrade portions of existing utilities and transportation routes on an ongoing basis.

## **Implementation Process**

The Comprehensive Plan is the City's guide for government officials and citizens when making decisions about land use and development. The Comprehensive Plan is *comprehensive* in that it identifies the multitude of factors related to future community growth. The Plan analyzes relationships among these factors, proposes what needs to be done about them, and recommends goals and objectives and actions for using the City's resources in the most efficient and effective ways.

Plan implementation includes using the Land Use map as a general guide for decision-making in zoning cases and subdivision plat review. This practice is to ensure that development and redevelopment are consistent with the policies of the City's Comprehensive Plan. Review and revision of City ordinances for updating, strengthening, and streamlining the Zoning Ordinance and Subdivision Regulations will be a plan implementation activity. Studies for drainage basins are critical to protection of existing and future development; water and sewer needs and improvements addressed on a yearly basis; and Parks development and community facilities improvements needed.

Perhaps the most important method of implementing Vermillion's Comprehensive Plan comes through a day-to-day commitment by elected and appointed officials, City staff members and citizens of the community. The Comprehensive Plan is a useful and capable tool in directing the City's future. The Land Use map and other key elements of the Comprehensive Plan should be displayed and available for ready reference by public officials and citizens. The Comprehensive Plan should be continually referenced in rezoning public hearings, site plan proposals, variance and conditional use hearings, as well as informal discussion situations.

An aggressive, yet realistic program for implementing the Comprehensive Plan should be established by the City Council and the Planning Commission and then used by the entire community. Implementation tools include the Zoning Ordinance, Subdivision Regulations and annual budget. These tools should be reviewed and updated periodically so that the goals, objectives, and policies of the Comprehensive Plan are put into action. In addition, the identified goals and policies of this Plan should be reviewed and implemented continually to ensure maximum effectiveness of the Plan.