

Brandon



Comprehensive Plan 2035

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

RESOLUTION #20-14

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

WHEREAS, Chapter 11-6-14 of the South Dakota Codified Law has empowered the Planning &
Zoning Commission and the City Council of Brandon to prepare a Comprehensive Plan for the
development of the surrounding area; and

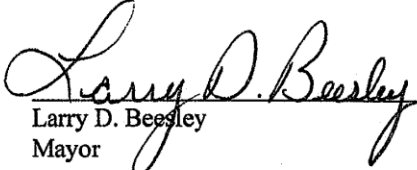
WHEREAS, the Brandon Planning & Zoning Commission has developed a Comprehensive Plan
through the year 2035, has held the required Public Hearing on November 6, 2014, and has made
a recommendation for adoption of the Plan to the Brandon City Council; and

WHEREAS, the Brandon City Council has received the recommendation of the Planning &
Zoning Commission and has held the required Public Hearing on December 15, 2014; and

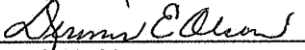
WHEREAS, the adoption of the Comprehensive Plan would enhance the responsible
development of Brandon and the surrounding area.

NOW THEREFORE BE IT RESOLVED, by the Brandon City Council, that the Comprehensive
Plan for the City of Brandon through the year 2035 be hereby adopted and effective upon 20 days
after publication of this resolution.

Adopted this 15th day of December, 2014.


Larry D. Beasley
Mayor

ATTEST:


Dennis E. Olson
Municipal Finance Officer

(SEAL)

ACKNOWLEDGEMENTS

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

Mayor and City Council

Mayor: Larry Beesley

City Council: Blaine Jones, Barb Fish, Jo Hausman, Mindy Hansen, Roger Brooks, Jon McInerney

Planning Commission

Chairman: Chuck Parsons

Board Members: Bob Serk, Paul Bosch, Todd Stone, Tim Jorgenson, Linda Weber, Roger Brooks (non-voting City Council representative)

City Staff

City Administrator: Bryan Read

Assistant City Administrator/Finance Officer: Dennis Olson

The South Eastern Council of Governments prepared this document under the direction of the Planning Commission and City Council of Brandon, South Dakota.

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Chapter 1 - Introduction

Vision

The vision for Brandon is to continue to provide effective public services, maintain and create cost-efficient and effective public infrastructure and provide exceptional public facilities to serve existing and planned residential and non-residential private investments.

This Comprehensive Plan attempts to capture the essence of the vision for the community, and future actions by the City and land owners will mold and change the details of this vision over time, with this Comprehensive Plan as a framework to guide them.

Comprehensive Plan Overview

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

The Brandon City Council has adopted this document in accordance with state law. In developing this Comprehensive Plan, the Brandon Planning Commission has used background research, detailed inventories and assessments, and discussion sessions at Planning Commission and City Council meetings and public hearings. This Comprehensive Plan is intended to guide the City of Brandon in its implementation of zoning regulations, subdivision regulations, capital improvements plans and other related policies as deemed necessary by the City Council and Planning Commission.

Purpose

There are three primary purposes of this document:

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

Additionally, there are six supplemental purposes of this document:

1. To improve the physical environment of the community as a setting for human activities; to make it more functional, beautiful, decent, healthful, interesting and efficient.
2. To promote the public interest (the interest of the community at large) rather than the interests of individuals or special interest groups within the community.
3. To facilitate the democratic determination and implementation of community policies on physical development.
4. To effect political and technical coordination in community development; to be effective, coordination must occur across governmental jurisdictions (county, school, township, etc.).
5. To inject long-range considerations into the determination of short-range actions.
6. To bring professional and technical knowledge to bear on the making of political decisions concerning the physical development of the community.

Authorization Under State Law

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

Area of Planning Jurisdiction

The City of Brandon shall, under South Dakota statutes, have the authority to control development within the corporate limits of Brandon.

Intergovernmental Considerations

A comprehensive plan affects not only those living in the study area, but also (to some extent) those living and working throughout the Brandon area. As a result, the City Council has requested input from the Sioux Falls Metropolitan Planning Organization (MPO).

Appropriate Use of the Comprehensive Plan

South Dakota laws require that zoning districts must be in accordance with the Comprehensive Plan. It is the intent of this document to show the most appropriate use of land within the study area, based on the potential for growth and development of the community.

The Comprehensive Plan recognizes the ever-changing marketplace and the need to remain poised to meet those changes. Major new development opportunities may arise during the planning period, which were not foreseen during the development of this plan. In addition, major economic development or social changes may arise within the planning period. Such

significant developments or changes would likely impact many elements of the plan. As land use decisions arise that deviate from the comprehensive plan, the Planning Commission shall recommend to the City Council, which shall adopt a resolution amending the comprehensive plan.

Chapter 2 - Community Demographics

This Chapter examines aspects of the demographic, social and economic characteristics of the community. The data in this Chapter comes from the United States Census Bureau, primarily the 2010 Census. Going forward, Brandon will consider future data sources as they become available to better inform future planning decisions.

Population

According to the 2010 Census, the City of Brandon gained population from 2000 to 2010. Brandon's population was 8,785 in 2010. This was a 3,092-person increase from 2000, or a population gain of 54.3%. Brandon experienced population gains in the 1990s. Brandon's population increased by 2,148 people from 1990 to 2000.

Table 2-1: Population History (Source: U.S. Census Bureau)

Year	Population	% Increase
1980	2,589	
1990	3,545	36.9%
2000	5,693	60.6%
2010	8,785	54.3%

Age

Between 2000 and 2010, a gain of 1,382 people in the 20 to 54 year old age group was the largest increase within any of the defined age cohorts in Brandon. Brandon also had gains in the 0 to 19 age range, with an increase of 968 people. Brandon had no population losses in the age ranges.

Table 2-2: Population by Age (Source: U.S. Census Bureau)

	0-19	20-54	55-74	75 & Over	Total
2000	2,098	2,891	529	175	5,693
2010	3,066	4,273	1,154	292	8,785

Households by Type

Between 2000 and 2010, Brandon experienced an overall net increase in the number of "family" households. There was an increase of two hundred and ninety-eight married couple families that had their own children in the household. The married couples without own children increased by three hundred and forty-seven.

The City of Brandon had an increase of three hundred and eighty-five “non-family” households. There was an increase of three hundred and twenty-one one-person households and an increase of sixty-four households that had unrelated individuals living together.

Table 2-3: Household Composition – 2000 to 2010 (Source: U.S. Census Bureau)

	2000 Census	2010 Census	Change
	<i>Family Households</i>		
Married Couple with own children	826	1,124	+298
Single Parent with own children	189	316	+127
Married Couple without own children	530	877	+347
Family Householder without spouse	48	100	+52
Total Families	1,593	2,417	+824
	<i>Non-Family Households</i>		
Single Person	255	576	+321
Two or more persons	61	125	+64
Total Non-Families	316	701	+385

Population Projections

Table 2-4 presents population changes from 1990 to 2010. Table 2-5 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.

The average annual change method is used to produce a population projection estimate for the City of Brandon. The average annual change method assumes the population will grow in a similar fashion, based on population changes from 1990 - 2010 (Table 2-4).

Table 2-4: 1990 - 2000 Population Changes (Source: U.S. Census Bureau)

Population				1990 - 2010		
1980	1990	2000	2010	Change	AAAC	AAPC
2,589	3,545	5,693	8,785	5,240	262	4.42%

Table 2-5: Population Projections Based on 1990 - 2000 Population Changes

Population				2015 - 2035		
2010	2015	2020	2035	Change	AAAC	AAPC
8,785	10,095	11,405	15,335	5,240	262	2.01%

Note: AAAC - Average Annual Absolute Change.
 AAPC - Average Annual Percentage Change.

If the population estimate method is accurate, then the City of Brandon may have a population of 15,335 by the year 2035 based on the 1990 - 2010 population trend. There are many factors that may influence population growth, although most are not easily quantified. However, based on the fact that Brandon is an important population/employment center, it is reasonable to estimate that Brandon will continue to have growth.

Assessment of Existing Housing Stock

In 2010, according to the U.S. Census Bureau, there were 120 vacant housing units in the City of Brandon. Over 90% (96.3%) of Brandon’s total housing units were classified as occupied. Such a low vacancy rate indicates a strong commitment of existing residents to stay within the community. However, such a low vacancy rate points to the need for aggressively seeking unique and innovative ways to accommodate additional growth for the future. As illustrated by the growth projections, Brandon could reach a population of 15,335 by the year 2035. Based on this estimate, coupled with the analysis from the City Council and Planning Commission that additional (and affordable) housing is needed, it is recommended that the City of Brandon explore options to provide accommodation for additional residents. Partnerships with area developers and state/federal housing programs and/or subsidies should be pursued in order to most effectively handle the anticipated growth.

Table 2-6: Occupancy Status of Housing Units - 2010 (Source: U.S. Census Bureau)

	2000 Census	2010 Census	Change
<i>Occupied Units</i>			
Owner	1,537	2,373	+836
Renter	372	745	+373
Total	1,909	3,118	+1,209
<i>Vacant Units</i>			
For Rent	25	76	+51
For sale	17	21	+4
Seasonal Use	1	6	+5
Other Vacant	24	17	-7
Total	67	120	+53

Chapter 3 - Environmental Constraints

This Chapter examines the presence of environmental constraints so as to provide background reference information for City leaders which they may consult/employ when making decisions regarding future development. It should be noted that environmental constraints identified in this Chapter, including but not limited to wetlands identified on the National Wetland Inventory, will present constraints to future development. Some significant natural features/areas exist in the proposed growth area of the City.

Physical Geography

Brandon is located in Minnehaha County in southeastern South Dakota. The City is mostly situated between the Big Sioux River and Split Rock Creek. The landscape is primarily flat with some steep slopes near the river and creek. The elevation ranges from 1,400 feet in the eastern section of the City to 1,300 feet along the Big Sioux River.

Floodplains

Areas within the City of Brandon 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 1 percent chance of occurring in any given year. The floodplains of the Brandon area are shown on Figure 3-1. Generally, the floodplain areas within and surrounding the City align the edges of the Big Sioux River and follow the major creeks. The City of Brandon 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 Brandon area are shown on Figure 3-1.

Steep Slopes

Steep slopes occur in the areas primarily along the Big Sioux River and Split Rock Creek. Steep slopes represent a moderate constraint to development, posing the potential problem of erosion. Stabilization of soils after development is often costly and difficult due to the fact that 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 Brandon area are shown on Figure 3-1.

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, flood plain 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 3-2 includes the locations of power lines, telecommunications towers and rail lines.

Chapter 4 - Infrastructure Assessment

Infrastructure is critical to the City's continued growth and development. This Chapter is intended to provide a general overview of the existing transportation, water and wastewater systems. 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 Finance Officer.

Transportation

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.

Arterial Streets

Arterial streets are designed to carry a large volume of traffic at higher speeds. Within the City, the function of arterials is to facilitate the movement of goods and people with few obstructions. These streets are generally adjacent to commercial uses. Brandon currently has seven arterial roads within the community:

- Interstate 90. Interstate 90 is a major arterial and is heavily used by commuters for access to important businesses in the Brandon area. Interstate 90 is essential in continuing to provide this consistent access. **Constraints:** As Brandon continues to grow, an additional exit on I-90 should be considered to provide easier access to areas as identified in the future growth plan.
- Splitrock Boulevard/SD Highway 11. Splitrock Boulevard/SD Highway 11 is a major arterial that moves traffic north/south through town and is adjacent to a majority of the commercial businesses in Brandon. This thoroughfare is a vital connection to neighboring towns and communities with only a small amount of obstructions. **Constraints:** As Brandon continues to grow, additional access points will need to be analyzed based on the Comprehensive Street Plan.
- Holly Boulevard. Holly Boulevard is a minor arterial that links the community of Brandon to Sioux Falls and provides a vital route between residential developments, business districts and public facilities including three schools. **Constraints:** Future traffic will continue to increase to and from Sioux Falls—further reducing the level of service. Mainly due to topography, Holly Boulevard dead ends at the intersection of Splitrock Boulevard. The Comprehensive Street Plan identifies the extension of Holly Boulevard east of Chestnut Boulevard on the east side of Brandon. Alternative traffic routes and continued

improvements to existing routes in the future should relieve pressure from Holly Boulevard. This road has become a portion of an overall regional transportation study in conjunction with the City of Sioux Falls and the Metropolitan Planning Organization.

- Sioux Boulevard. Sioux Boulevard is a minor arterial linking Splitrock Boulevard/SD Highway 11 and Holly Boulevard. It provides an important link between residential developments, schools, and local businesses. **Constraints:** Sioux Boulevard is a fairly short arterial segment with intersecting streets at each block. Access should be limited to these intersections. This corridor will not be improved beyond a three-lane urban section.
- Aspen Boulevard/County Highway 264. Aspen Boulevard/County Highway 264 is a minor arterial that provides a critical route for residents living on the east side of Brandon which is divided by Split Rock Creek. This road intersects Splitrock Boulevard/Hwy. 11 and is the main link to the community of Valley Springs. It is heavily commuted by residence of that area. **Constraints:** The majority of the corridor is a rural section and would greatly be improved by constructing an urban section. Improvements necessary include drainage and pedestrian.
- Chestnut Avenue. Chestnut Avenue is a minor north-south arterial on the City's eastern limits mainly used as a connection between residential developments on the east side of Brandon. **Constraints:** In the future, the road will become a minor arterial as development proceeds. Access to the road must be limited to maintain the free flow of traffic.
- Park/Maple Street. Park/Maple Street is a minor arterial on the City's southern edge. The road will become an important road as development continues in the area. The road also leads to the main entrance of the Big Sioux Recreation area. **Constraints:** The road crosses the Big Sioux River to the west and is gravel to Six-Mile Road. To create a continuous arterial link, the road must be built and/or paved from the Big Sioux River Bridge to Six-Mile Road and ideally to the new Regional Beltway slated near Powderhouse Road. Cooperation with Minnehaha County and the City of Sioux Falls will be essential to improve the road to an arterial status.

Collector Streets

Collector streets are designed to provide connectivity between arterials. They allow local traffic an access onto the arterial system. Brandon currently has two collector roads within the community:

- Redwood Boulevard. Redwood Boulevard is a major collector on the City's north side providing a route to new residential neighborhoods. This is also a truck route connecting Holly Boulevard to Splitrock Boulevard by avoiding the central part of Brandon. **Constraints:** The road should be improved to an urban section east of the Split Rock Creek Bridge to Chestnut Boulevard. In the future, Redwood has great potential to be an arterial route, linking the east and west sections of town. Additional access points to Redwood Boulevard should be strictly limited to areas as identified in the Comprehensive Street Plan allow free flow of traffic in the future.

- Aspen Boulevard is a major collector within the City's central section providing alternate connection between Sioux Boulevard and Splitrock Boulevard/SD Highway 11. This section of street is also an important connector for the core residential areas in Brandon. **Constraints:** Aspen Boulevard is currently a two-lane street without a center turn lane. It is limited mostly to a 66' right of way eliminating the opportunity to widening in the future without acquiring additional right of way in the future.

Local Streets

Local streets provide access from low-density residential developments to collector or arterial streets. Because their function is based on development patterns, there are no spacing requirements. Local streets operate at low speeds, with on-street parking and few traffic signals. Overall the local road system is in good condition. The Comprehensive Street Plan identifies future connections of the developed areas west of Splitrock Creek to the future development identified east of Splitrock Creek.

Figure 4-1 presents the Major Street Plan that has been developed as a part of the Comprehensive Plan.

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, without unacceptable economic considerations. A major element in the overall strategy will be slowing the growth in demand through increased efficiency and conservation.

Existing Water System

The current system consists of 60 miles of polyvinyl chloride (PVC) pipe and asbestos cement pipe (ACP) distribution lines, three active wells, one active water tower, a ground storage reservoir and a water treatment plant. There are currently 2,580 residential and 476 commercial user users connected to the system with an estimated 214,000 ft of service line. The City also provides water to the Village of Corson which consists of 26 customers.

Future Water System Planning

A report on the Water System for the City of Brandon was completed in September of 2013. The City is in the process of constructing new wells to meet their current and future water demand. New water towers are also planned to the west and east to provide adequate pressure and fire protection. The water treatment plant will need to be upgraded in the next twenty years to accommodate future growth.

Wastewater System

The wastewater system collects, conveys and treats wastewater for City residents, businesses and institutions. With growth in the City's water demand will come a corresponding increase in

wastewater generated. Wherever possible, gravity systems are preferred over pressure collection systems for reasons of reliability and lower operating and maintenance costs.

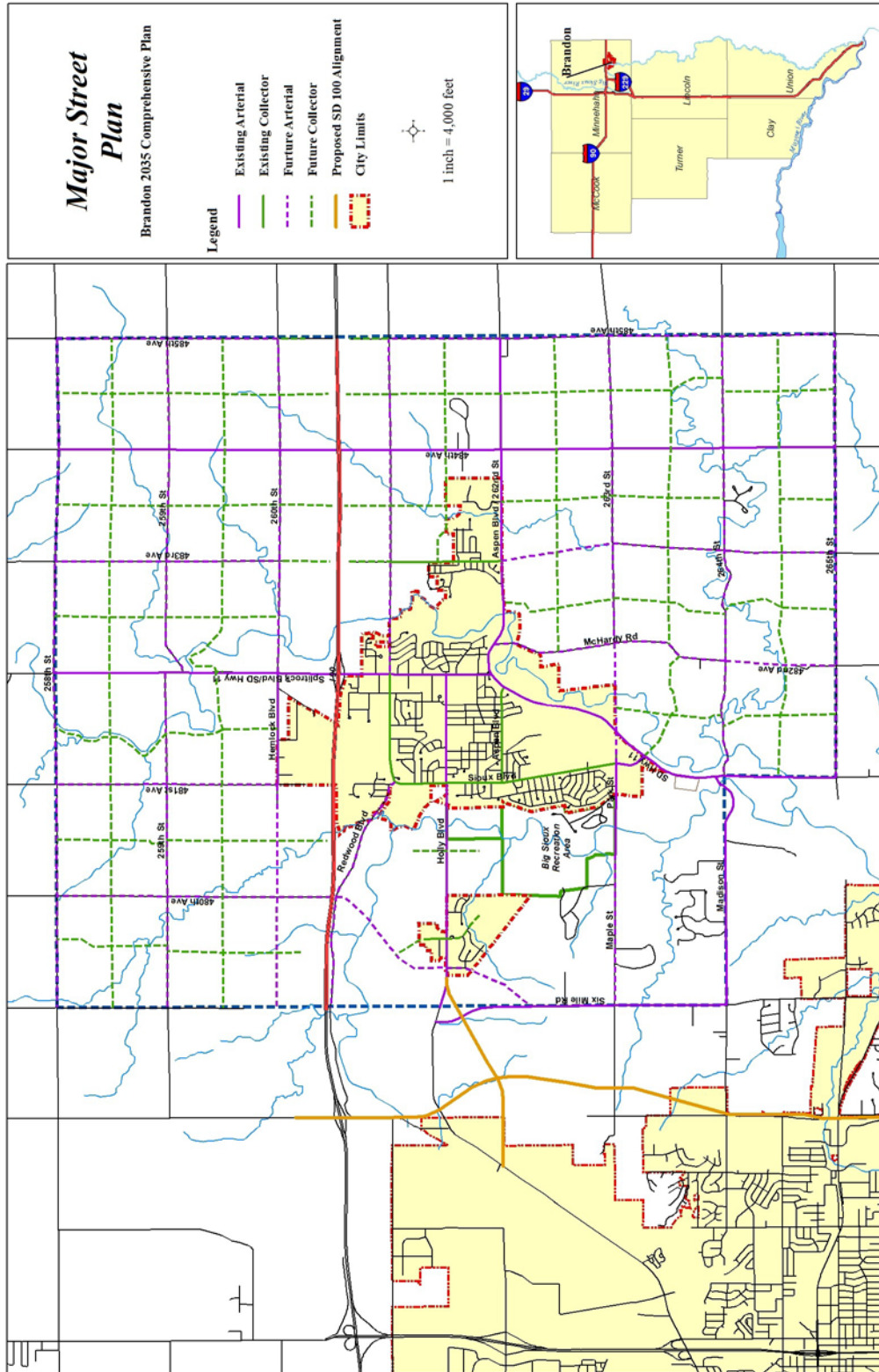
Existing Wastewater System

Brandon's wastewater treatment system was built in 1982 and it is located in the northwest corner of the community west of Redwood Blvd and Sioux Blvd. The wastewater treatment plant consists of an aerated cell followed by three additional storage cells. The current collection system consists of 48 miles of vitrified clay pipe (VCP) and polyvinyl chloride (PVC) pipe, eleven lift stations with 10 miles of force main and 839 manholes. There are currently 3,025 users connected to the system with an estimated 212,000 ft of service line. There are three areas that currently are not served by gravity sewer in the City limits. The McHardy Park soccer complex and the tennis courts both have holding tanks that need to be pumped by the City's jet truck. In addition, there are homes east of Aspen Park along Split Rock Boulevard that have individual septic tanks. The current collection system includes eleven main lift stations and one small grinder pump for the restroom at McHardy Park. These lift stations pump to other areas of the collection system that gravity flow to the treatment system or are pumped by another lift station that gravity flows to the treatment system.

Future Wastewater System Planning

A report on the Wastewater System for the City of Brandon was completed in July of 2013. The wastewater treatment facility is undersized. Therefore, the City treats a portion of the wastewater and pumps the excess to the City of Sioux Falls. The existing lift stations are reaching their useful life expectancy and are planned to be rehabilitated or eliminated with future trunk sewer projects. Careful study will be required to determine the best method to open new sewer basins. New main sewer trunk lines will likely be needed to open future growth areas.

Figure 4-1: Major Street Plan



Chapter 5 - Parks and Open Space

Parks and open space are an important element in the quality of life in Brandon. Brandon has developed an excellent parks and recreational system that includes quality recreational facilities, neighborhood and community parks and a network of trails. As plans are made to build, expand or relocate public facilities, they should be done in conjunction with the Comprehensive Plan, Park Master Plan and the Capital Improvements Plan. Figure 5-1 presents the Current Parks and Open Space.

Current and Future Park Needs

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

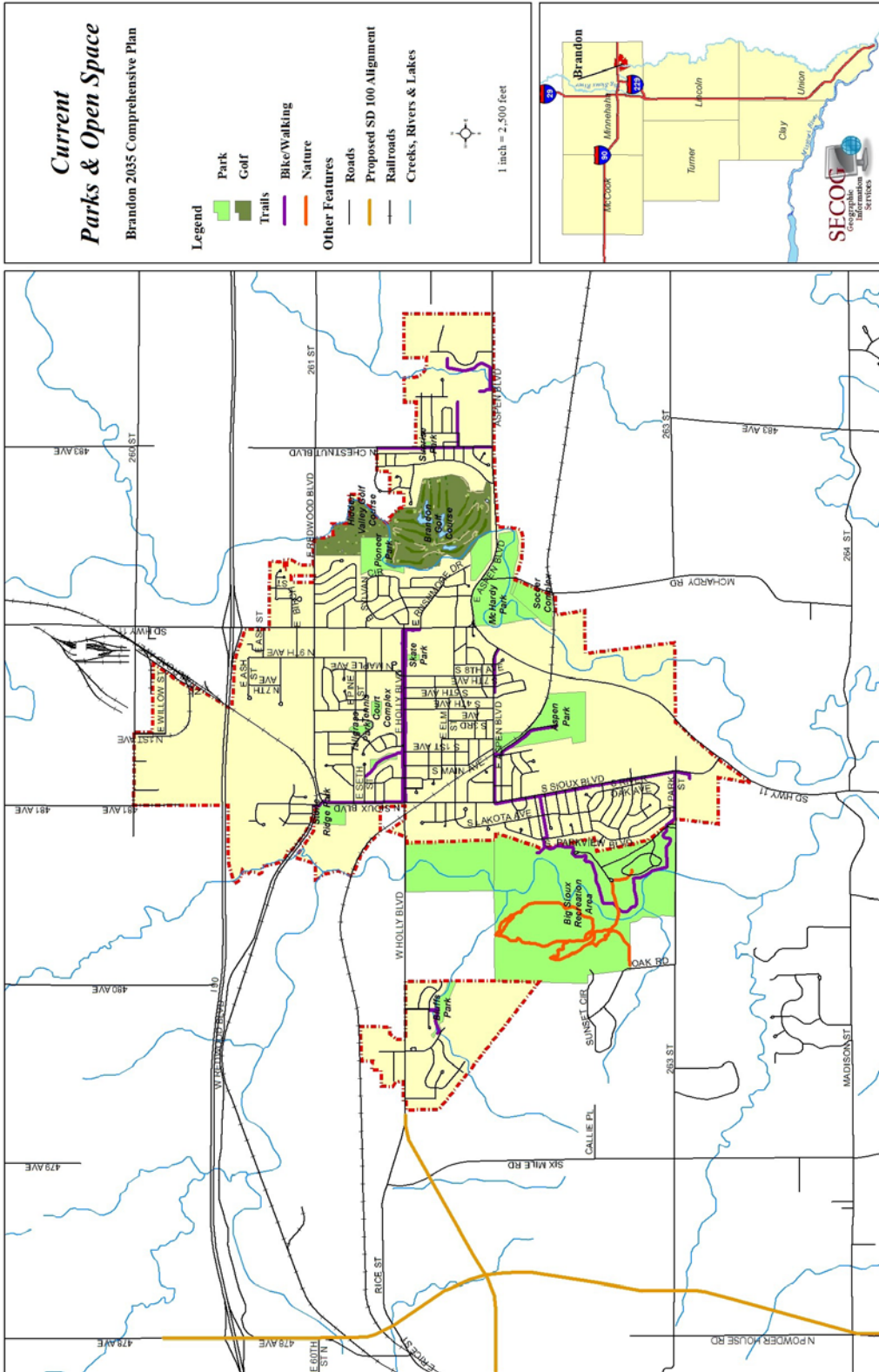
Community parks, because of their larger size, provide a much wider range of activities and facilities than neighborhood parks. The land area requirements generally range from 20 to 40 acres. Specialized facilities such as swimming pools, picnic areas and athletic complexes can be accommodated in community parks. Community parks 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. 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 Land Use Plan 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. Potential areas for future cooperative efforts should continue to be explored with other public entities.

Figure 5-1: Current Parks and Open Space



Chapter 6 - Neighborhood Analysis

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 older neighborhoods should be carefully analyzed. Conservation of existing single-family homes is encouraged. Commercial uses are ideally limited to businesses 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.

Property Maintenance

Inspections and enforcement of building and zoning codes, coupled with effective nuisance abatement activities, assist in the prevention of neighborhood decline. Legal assistance through the City Attorney is a key component for the effectiveness of these activities.

Chapter 7 - Land Use Plan

Land use is the most important element of the Brandon Comprehensive Plan. It addresses the location, type and density of land uses throughout the City. From established goals, 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 Brandon 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.

Existing Land Use

Current land uses have been grouped into eight categories for the City of Brandon:

1. Industrial: Includes manufacturing, warehouses and other similar uses.
2. Commercial: Includes retail businesses, offices, etc.
3. Single-Family Residential: Includes single-family residences, duplexes, twin homes and all manufactured housing outside of manufactured home parks.
4. Multi-Family Residential: Includes all apartments.
5. Manufactured Housing: Manufactured homes within manufactured home parks.
6. Institutional: Includes schools, libraries, churches, government offices and similar uses.
7. Parks and Open Space: Includes parks and athletic fields. Also included are areas that should be protected from development to facilitate movement of flood water and runoff. Some types of development may be appropriate for such areas, as long as the development does not dramatically increase the incidence or severity of flood or drainage problems.
8. Vacant: Includes land not yet developed for one of the other seven uses. Also included are areas that provide farming and agriculturally related uses.

Brandon contains 2,822 acres. The map in Figure 7-1 is a physical land use inventory that was prepared by SECOG in 2014. Table 7-1 contains the estimated area in each land use category. The primary purpose of this map is to illustrate the overall pattern of development in Brandon.

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 all sections of the community.

Table 7-1: Area by Land Use (2014)

	<u>Acres</u>	<u>% Total</u>
Single-Family Residential	888	31.5%
Multi-Family Residential	91	3.2%
Institutional	256	9.1%
Commercial	107	3.8%
Industrial	234	8.3%
Park/Open Space	393	13.9%
Vacant	<u>853</u>	<u>30.2%</u>
Total Acres	2,822	100%

Land Use Plan Map

The Land Use Plan Map (see Figure 7-2) shows the preferred land use for all property in Brandon. Further, this map lays the foundation for land use controls that are used by the City to implement the Comprehensive Plan. A review of the population projections and land use consumption needs should be reviewed every five years to ensure enough land is available for anticipated land use needs. The estimated land area contained in each category is shown in Table 7-2.

Table 7-2: Anticipated Land Use Calculations

	<u>Acres</u>	<u>% Total</u>
Residential	5,704	62.2%
Commercial	685	7.5%
Industrial	1,066	11.6%
Institutional	146	1.6%
Park/Open Space	1,573	17.1%
Total Acres	9,174	100%

Land Use Categories

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

- Residential
- Commercial
- Industrial
- Park/Open Space

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

Residential

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

Goals for Residential

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

1. Provide a variety of housing types that allow people to live in Brandon at any stage in their life.
2. Facilitate the location, character and phasing of residential growth and development.
3. Address the density, affordability and type requirements for housing.

Policies for Residential

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

1. Encourage a mixture of housing whenever possible.
2. Encourage future residential development to address the need for affordable housing.
3. Integrate Residential with park, trail and open space features.

Commercial

Commercial uses should be concentrated where access and visibility is 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 Brandon seeks to achieve the following goals through the implementation of the land use plan for Commercial:

1. Provide attractive, inviting, quality retail shopping and commercial services that are convenient to existing and future Brandon residents, employees and visitors.
2. Provide a wide range of goods and services for Brandon residents and visitors.

Policies for Commercial

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

1. Ensure convenient access to roadways and buffer impacts on existing and future residential land use.
2. Require development of neighborhood convenience uses to be part of a planned development approach.

Industrial

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 Brandon seeks to achieve the following goals through the implementation of the land use plan for Industrial:

1. Provide diverse employment opportunities for current and future Brandon residents.
2. Retain existing businesses and allow for expansion opportunities.
3. Create opportunities for high-quality development at the key gateways to Brandon.

Policies for Industrial

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

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

Park/Open Space

New neighborhood parks will be established in conjunction with residential development. A system of greenways will be developed to connect community park facilities and other open spaces. Greenways may also serve as a continuous trail corridor.

Goals for Park/Open Space

The City of Brandon seeks to achieve the following goals through the implementation of the land use plan for Park/Open Space:

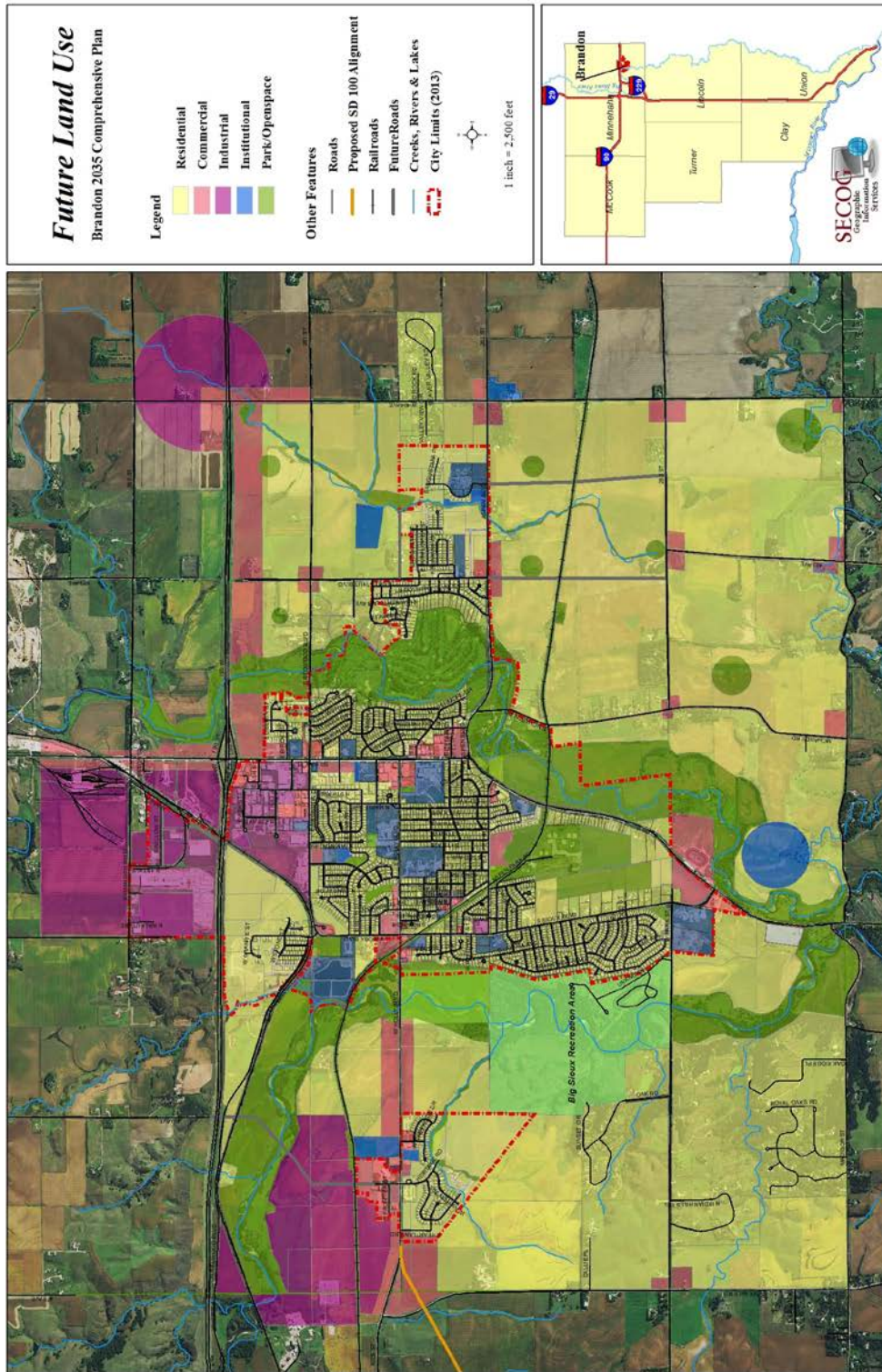
1. Create a connected system of parks, trails and open spaces that respond to the needs of current and future residents.
2. Maximize the use and efficiency of funds for the continued maintenance, development and expansion of existing and future parkland.

Policies for Park/Open Space

Implementation of the land use plan for Park/Open Space will be guided by the following policies:

1. Accept cash contribution for continued development and improvement to the park system.
2. Coordinate park development with Minnehaha County and neighboring communities.

Figure 7-2: Land Use Plan



Chapter 8 - Growth Area Analysis

The costs of extending water and sewer services are the primary considerations in designating future growth. However, other factors must also be considered, which includes capacity of the transportation system, environmental suitability and compatible land uses. The following analysis is intended to provide the City of Brandon with a guide to land use decisions and direct implementation through the zoning and subdivision regulations. Figure 8-1 illustrates all future development areas. Prior to expanding into the identified development areas, it will be necessary to ensure that all proposed development is serviceable with municipal utilities, including water and sewer.

It is appropriate to note that rezoning requests (and other development approvals) for land uses not consistent with the 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 Constraints

The following analysis is intended to provide the City of Brandon and Minnehaha County with a guide to land use decisions and direct implementation through subdivision and zoning regulations. Figure 8-1 illustrates all growth areas by the number indicated.

Area #1 - West Side Basin

1. Big Sioux River floodplains.
2. The future west side water tower will be needed to service this area. New water mains would have to be extended to new services areas.
3. New sanitary sewer trunk mains would have to be installed to new service areas.
4. Limited area to develop beyond.
5. Need for I-90 interchange and associated arterial corridor/collectors - large cost.

Area #2 - Core Basin

1. New water mains will have to be installed to new service areas.
2. New trunk sewers will have to be installed to new service areas.

Area #3 - Parkview Basin

1. Indian burial grounds.
2. Big Sioux River and Splitrock Creek floodplains.
3. Existing development along Sioux Boulevard and SD Highway 11.
4. Sand and gravel pits.
5. Drainage between Sioux Boulevard and SD Highway 11.
6. New water mains will have to be installed to new service areas.
7. New trunk sewers will have to be installed to new service areas.

Area #4 - Splitrock Basin

1. Transportation issues - Redwood Boulevard as arterial.
2. New water mains will have to be installed to new service areas.
3. New trunk sewers will have to be installed to new service areas.

Area #5 - Bethany Basin

1. Transportation issues - Chestnut and Redwood Boulevard and other arterial options.
2. An east side water tower is planned to service this area. However, there will still be locations that have water pressures below industry standards. New water mains will have to be installed to new service areas.
3. New trunk sewers will have to be installed to new service areas.

Area #6 - McHardy Basin

1. Transportation issues - Redwood Boulevard as arterial.
2. New water mains will have to be installed to new service areas.
3. New trunk sewers and a lift station will need to be installed to service this area.

Area #7 - Husets Basin

1. New water mains will have to be installed to new service areas.
2. New trunk sewers and a lift station will need to be installed to service this area.

Area #8 - Hidden Valley Basin

1. Significant amount of existing rural residential development.
2. Much of terrain is hilly with steep slopes.
3. The future west side water tower will be needed to service this area. However, there will still be locations that have water pressures below industry standards. New water mains will have to be installed to new service areas.
4. New trunk sewers and a lift station will need to be installed to service this area.

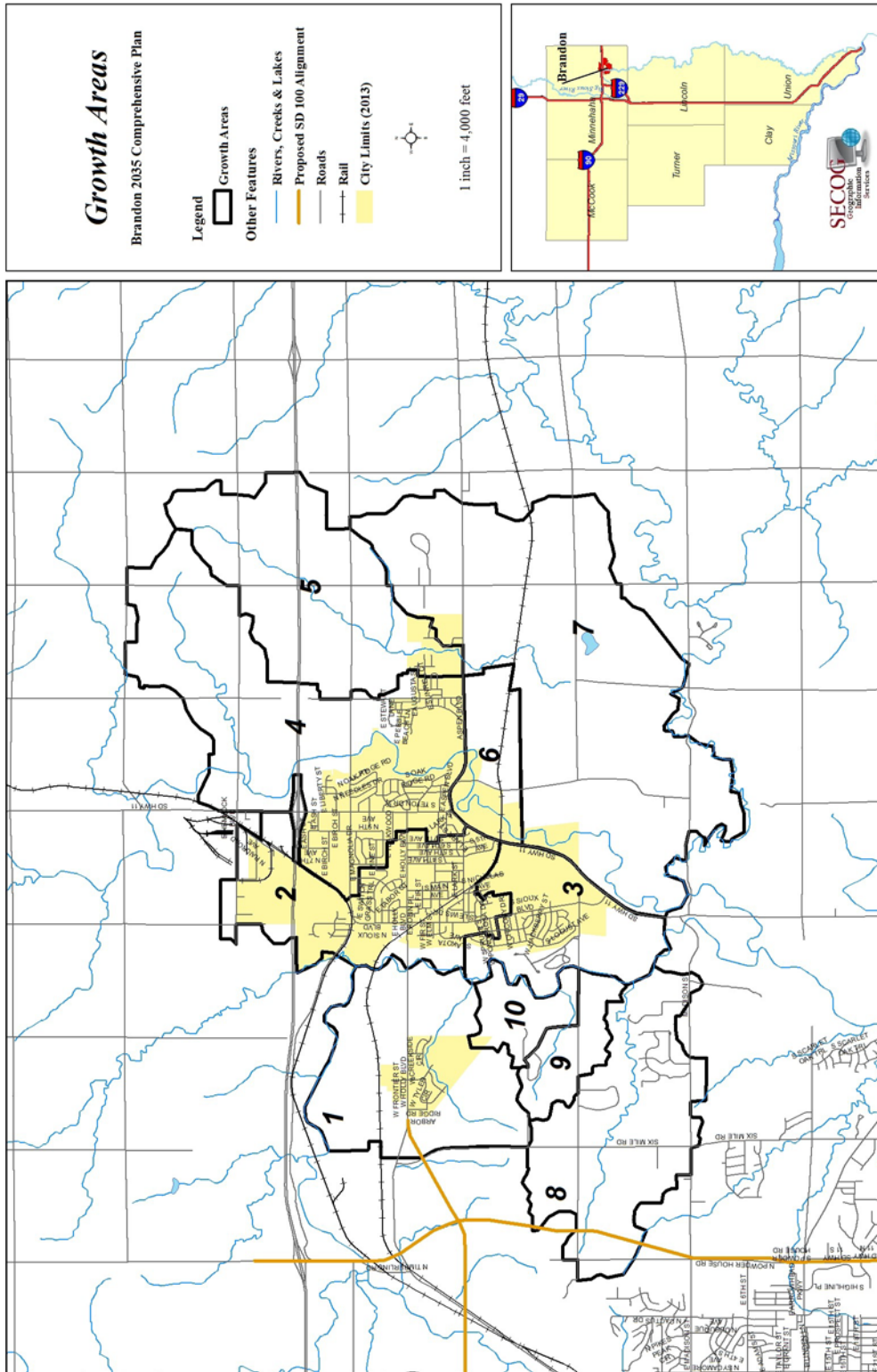
Area #9 - Country Gable Basin

1. Significant amount of existing rural residential development.
2. Much of terrain is hilly with steep slopes.
3. The future west side water tower will be needed to service this area. However, there will still be locations that have water pressures below industry standards. New water mains will have to be installed to new service areas.
4. New trunk sewers and a lift station will need to be installed to service this area.

Area #10 - Big Sioux Rec Basin

1. Significant amount of existing rural residential development.
2. Much of terrain is hilly with steep slopes.
3. Existing SD Game Fish and Parks Recreation Area.

Figure 8-1: Growth Areas



Chapter 9 - Planning Policy Framework

If a community is to have a sound Comprehensive Plan, the community needs first to set goals. A goal's statement expresses the public opinion about what kind of place a community should become and is based on citizen participation and group input. Policies and objectives are then 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 Brandon 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 as 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

- Allow development within existing sanitary sewer and drainage basins.
- Allow 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 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 cooperatively manage future growth including city and county governments, school districts, townships and other public utility providers.

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 8 – Growth Area Analysis.

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 onto major roadways.

Policies

The City will evaluate the need for various improvements and appropriate annual funds accordingly.

The City will require driveway access points off of local roads rather than arterials whenever feasible so as to alleviate congestion from heavily traveled roads.

Goal 4: Improve Community Services for All Residents of Brandon

Objectives

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

Policies

The City will make needed improvements to the City's infrastructure.

The City will improve and construct park facilities whenever possible.

The City will coordinate the development of recreational programs whenever possible.

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

Objectives

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

Policies

The City will make 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 Minnehaha County to ensure all proposed development within Brandon's growth areas are annexed and services with municipal utilities.

Land Use Planning Strategy

The quality of life in Brandon 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 7-2), is the graphical representation of Brandon'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

- Separate structures for health and safety.
- 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.
- Minimize conflicts and nuisances that typically occur wherever people and activities congregate within corporate limits.

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 Brandon'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 the 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.
- Soften the look of all uses to enhance the community's image as an attractive place.
- Encourage the appropriate siting and concentration of uses and structures that can clutter the landscape.
- 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 Brandon's neighborhoods, streets and commercial districts.
- 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 siting of 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.

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, flowers 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 or underutilized parcels.

The City will assure that its review processes, zoning and building regulations are designed to promote high-quality developments.

Economic Development Strategy

Economic development is the process of creating jobs, tax base and quality of life by coordinating physical community development with the private sector. The role of the City of Brandon is to foster new development and retention of business activity that leads to employment opportunities and a strong tax base

Goal 1: Retain and Attract Jobs

Objectives

- 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.

Policies

The City will ensure that adequate public utilities (sewer and water) will be available to serve future commercial and industrial development.

The City will periodically review and amend if necessary the Comprehensive Plan to ensure that an adequate allocation of land resources is planned for commercial and industrial development and that the City can appropriately respond to redevelopment needs.

The City will identify areas for a desired market and ensure the proper land uses are designated for these areas.

The City will encourage and facilitate infill commercial, industrial and retail development on remaining vacant parcels to ensure maximum efficiency of land use.

The City will periodically review economic development incentive programs such as the Tax Increment Financing (TIF), Tax abatement and other regional and state incentive programs.

Chapter 10 - Plan Implementation

Planning is a continuous process. Completion of the Comprehensive Plan is by no means an end in itself. A comprehensive plan must be constantly scrutinized to ensure 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 used.

The Continuous Planning Process

Circumstances will continue to change in the future, and the Brandon Comprehensive Plan will require modifications and refinements to be kept up-to-date and current. Some of its proposals will be found unworkable and other solutions will continue to 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, Brandon'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 Brandon'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 and regulations. 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; input from the general public should be solicited for any and 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

Major updating of the Comprehensive Plan should occur *every five years*. These updates 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 update. Plan updates 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

Brandon’s citizens shared in developing the plan's goals, objectives and proposals by participating in public meetings. The 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 continuing 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 future development can be considered, the City must review current infrastructure and identify any deficiencies that need to be corrected 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 must be addressed on a yearly basis. Parks development and community facilities improvements will be needed as well.

Perhaps the most important method of implementing Brandon’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 must be perceived as 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 continually be 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. It is recommended that an Implementation Task Force be established by the City Council to address the previously identified goals, objectives and policies; the Planning Commission should provide oversight and act in a supervisory capacity.