

## Chapter 6 Economic Overview

Economic health is an important component of a city's prosperity and livability. Strong commercial/industrial business and healthcare sectors contribute jobs for the residents and money for the tax base. Maintaining these existing businesses and fostering an environment for new business should be a priority in every community.

The industry classifications within the following tables are designed to group similar industries together for the purpose of statistical analysis. The various classifications were revised in recent years, resulting in differences between the 2010 and 2020 data. Drastic shifts from 2010 to 2020 may be a statistical issue and should be viewed carefully.

Wagner's employment base as indicated in **Table 6-1**, which is similar to other communities around the state. Wagner had a high percentage of people employed in the health and social service industries. This is not a surprising fact considering that Wagner Community Memorial Hospital and Wagner Community School District are major employers. Also worth noting is the high number of individuals employed by the retail trade industry. Buche Foods and Wagner Building Supply are major retail employers in the city. However, employment levels in Wagner's major sectors decreased between 2010 and 2020. This is important to note when forecasting potential employment in the future.

**Table 6-1: Employment by Industry**

	2010	2020	2010 (On the Map)	2020 (On the Map)
Agriculture/Fish/For	53	12	0	0
Mining/Extraction	0	0	0	0
Construction	49	28	25	95
Manufacturing	30	14	3	3
Transportation/Communication	18	0	12	3
Utilities	3	6	2	0
Information	0	9	23	5
Wholesale Trade	3	8	43	38
Retail Trade	153	129	156	117
Finance & Insurance	10	15	46	52
Real Estate & Leasing	3	22	48	47
Professional, Scientific Services	0	8	20	26
Management of Companies	0	0	0	4
Admin Support/Waste Management	18	12	5	14
Education	77	101	285	179
Health Care/Social Assistance	107	78	134	195
Arts Entertainment	33	40	244	177
Accommodation/Food Services	52	43	48	22
Other Services	12	36	38	49
Government	55	81	221	39
<b>Total</b>	<b>676</b>	<b>642</b>	<b>1,353</b>	<b>1,065</b>

SOURCE: 2010 and 2020 American Community Survey, On the Map, Planning & Development District III

- \* Based on Shift-Share Analysis
- \*\* Difficult to measure percent change with zero, or a baseline figure less than 3% of current figure



Wagner lost 34 jobs between 2010 and 2020 according to the U.S. Census' American Community Survey (ACS). However, data from the Census' Longitudinal Employer-Household Dynamics (LEHD), or On the Map, program shows that there are nearly twice the number of workers employed in Wagner. On the Map shows that there 1,353 jobs in Wagner in 2010, which decreased to 1,065 in 2020. The same sectors have the most employment, according to On the Map, just a higher number of them.

Planning and Development District III used the Shift-Share Model to project Wagner's employment in 2030 and 2040. The Shift-Share Model compares how a community's sector employment changed compared to the same sectors at the state level. Applying the difference in the rates of change between the community and the state projects a community's future employment. The Shift-Share Model projects that sectors such as the following should grow in the next ten years:

**Table 6-2** and Projecting employment with On the Map data presents a different story. Construction, Administrative Support/Waste Management, and Health Care are the major sectors that will grow by 2040.

**Table 6-3** show the results of Shift Share analysis for Wagner. Table 6-2 projects future employment in Wagner based upon Census/ACS data while Table 6-3 projects future employment utilizing On the Map data.

In the first column, the projected employment is listed as the number of employees projected by 2040. The remaining columns show estimates of the number of acres needed to accommodate employment in sectors that are expected to grow by 2040.

Projecting employment with Census data shows that Education, Arts/Entertainment Services, and Other Services are the major sectors that will grow by 2040.

**Table 6-2: Shift Share Employment and Land Use Projections (Census Data Alternative)**

	2020-2040				
	Projected Employment	New Net Acres Needed	Market Adj.	Roads/ROW	Total New Acres by 2040
Agriculture/Fish/For	3	0.00	0.00	0.00	0.00
Mining/Extraction	0	0.00	0.00	0.00	0.00
Construction	16	0.00	0.00	0.00	0.00
Manufacturing	7	0.00	0.00	0.00	0.00
Transportation/Communication	0	0.00	0.00	0.00	0.00
Utilities	12	4.50	0.45	0.90	5.85
Information	10	0.12	0.01	0.02	0.16
Wholesale Trade	21	6.11	0.61	1.22	7.94
Retail Trade	109	0.00	0.00	0.00	0.00
Finance & Insurance	23	0.94	0.09	0.19	1.22
Real Estate & Leasing	24	0.23	0.02	0.05	0.30
Professional, Scientific Services	13	0.62	0.06	0.12	0.81
Management of Companies	0	0.00	0.00	0.00	0.00
Admin Support/Waste Management	8	0.00	0.00	0.00	0.00
Education	132	4.85	0.49	0.97	6.31
Health Care/Social Assistance	57	0.00	0.00	0.00	0.00
Arts Entertainment	48	4.69	0.47	0.94	6.10



Accommodation/Food Services	36	0.00	0.00	0.00	0.00
Other Services	108	72.00	7.20	14.40	93.60
Government	119	4.73	0.47	0.95	6.15
<b>Totals</b>	<b>746</b>	<b>156.63</b>	<b>15.66</b>	<b>31.33</b>	<b>203.61</b>

Source: Planning & Development District III, Shift-Share Analysis

Projecting employment with On the Map data presents a different story. Construction, Administrative Support/Waste Management, and Health Care are the major sectors that will grow by 2040.

**Table 6-3: Shift Share Employment and Land Use Projections (On-The-Map Alternative)**

	2020-2040				
	Employment	New Net Acres Needed	Market Adj.	Right of Way	Total New Acres by 2040
Agriculture/Fish/For	0	0.00	0.00	0.00	0.00
Mining/Extraction	0	0.00	0.00	0.00	0.00
Construction	1,372	127.68	12.77	25.54	165.98
Manufacturing	3	0.00	0.00	0.00	0.00
Transportation/Communication	0	0.00	0.00	0.00	0.00
Utilities	0	0.00	0.00	0.00	0.00
Information	0	0.00	0.00	0.00	0.00
Wholesale Trade	30	0.00	0.00	0.00	0.00
Retail Trade	66	0.00	0.00	0.00	0.00
Finance & Insurance	66	1.44	0.14	0.29	1.88
Real Estate & Leasing	45	0.00	0.00	0.00	0.00
Professional, Scientific Services	44	1.79	0.18	0.36	2.33
Management of Companies	7	0.31	0.03	0.06	0.40
Admin Support/Waste Management	110	9.58	0.96	1.92	12.45
Education	71	0.00	0.00	0.00	0.00
Health Care	413	21.79	2.18	4.36	28.33
Arts Entertainment	93	0.00	0.00	0.00	0.00
Accommodation/Food Services	5	0.00	0.00	0.00	0.00
Other Services	81	3.25	0.32	0.65	4.22
Government	1	0.00	0.00	0.00	0.00
<b>Totals</b>	<b>2,416</b>	<b>165.85</b>	<b>16.58</b>	<b>33.17</b>	<b>215.60</b>

Source: Planning & Development District III, Shift-Share Analysis

Considering the projected employment in the sectors identified in the previous tables, local economic development groups may wish to consider how to reach those projections. Current firms could expand or efforts could be made to attract more businesses to Wagner. Referencing NAICS codes for businesses, the following are some examples of business types that may work in Wagner by sector;

**Table 6-4: Potential Industries by Employment Projections, Wagner**

Census Projections	On the Map Projections
<b>Education</b>	<b>Construction</b>
Computer Training	Residential Building Construction
Sports and Recreation Instruction	Heavy and Civil Engineering Construction
Technical and Trade Schools	Specialty Trade Contractors
Educational Support Services	Building Equipment Contractors
<b>Arts/Entertainment Services</b>	<b>Administrative Support/Waste Management</b>
Musical Groups and Artists	Business Support Services
Nature Parks and Other Similar Institutions	Services to Buildings and Dwellings
Amusement Arcades	Packaging and Labeling Services



Fitness and Recreational Sports Centers	Waste Management and Remediation Services
<b>Other Services</b>	<b>Health Care</b>
Automotive Repair and Maintenance	Offices of Other Health Practitioners
Personal Care Services	Outpatient Mental Health and Substance Abuse Centers
Pet Care (except Veterinary) Services	Diagnostic Imaging Centers
Environment, Conservation and Wildlife Organizations	Vocational Rehabilitation Services

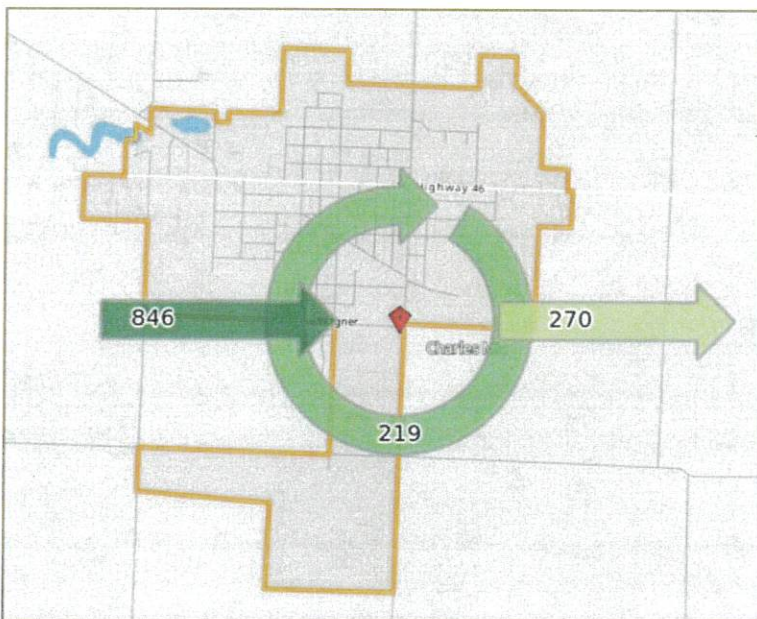
As shown in **Table 6-5**, the average travel time to work for people living in Wagner is lower than in Charles Mix County and the rest of the state. This probably reflects the fact that many people living in Wagner work in the community. Wagner is a trade center for the south central portion of the state, creating a number of jobs, and allowing many individuals to work locally.

**Table 6-5: Mean Travel Time to Work**

Area	Time (minutes)
Wagner	10.2
Gregory	16.2
Parkston	11.3
Platte	7.1
Salem	20.1
Charles Mix County	13.2
South Dakota	17.3

SOURCE: 2020 American Community Survey

**Figure 6-1: Worker Inflow/Outflow**



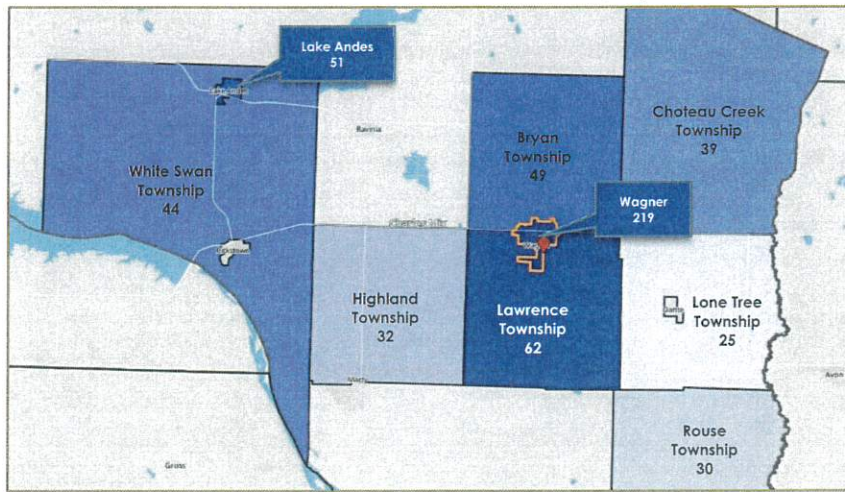
Source: On the Map

In **Figure 6-1**, worker flow dynamics are symbolized by the arrows. Workers employed in the Wagner area but living outside the city are represented by the dark arrow entering the city. Workers employed outside the area but living in Wagner are represented by the light arrow leaving the city. Workers that live and work in Wagner are represented by the circular arrow surrounding the selection marker. The arrows are labeled with the count of workers involved in each type of flow. Wagner can be considered as a "job center" for the region; meaning that the city attracts more workers from outside the community than workers that travel elsewhere for their



jobs. For workers commuting into Wagner, most live in the township surrounding Wagner. Others live in Lake Andes and White Swan Township by Lake Francis Case (Figure 6-2).

Figure 6-2: Home Locations for Workers Employed in Wagner



Source: On the Map

Most of the employed persons in Wagner have a career in administration, management, or some other executive profession as shown in Table 6-6. Within the broad management category, most workers are employed in an educational occupation. This is followed by service and sales occupations.

Table 6-6: Occupations In Wagner by Sex

	Total	Male	% Male	Female	% Female
<b>Civilian employed population 16 years and over</b>	<b>642</b>	<b>340</b>	<b>53.0%</b>	<b>302</b>	<b>47.0%</b>
<b>Management, business, science, and arts:</b>	<b>216</b>	<b>102</b>	<b>47.2%</b>	<b>114</b>	<b>52.8%</b>
<b>Management, business, and financial:</b>	<b>78</b>	<b>52</b>	<b>66.7%</b>	<b>26</b>	<b>33.3%</b>
Management	65	50	76.9%	15	23.1%
Business and financial operations	13	2	15.4%	11	84.6%
<b>Computer, engineering, and science</b>	<b>19</b>	<b>15</b>	<b>78.9%</b>	<b>4</b>	<b>21.1%</b>
Computer and mathematical	8	4	50.0%	4	50.0%
Architecture and engineering	0	0	-	0	-
Life, physical, and social science	11	11	100.0%	0	0.0%
<b>Education, legal, community service, arts, and media</b>	<b>89</b>	<b>35</b>	<b>39.3%</b>	<b>54</b>	<b>60.7%</b>
Community and social service	13	6	46.2%	7	53.8%
Legal	0	0	-	0	-
Educational instruction, and library	73	29	39.7%	44	60.3%
Arts, design, entertainment, sports, and media	3	0	0.0%	3	100.0%
<b>Healthcare practitioners and technical</b>	<b>30</b>	<b>0</b>	<b>0.0%</b>	<b>30</b>	<b>100.0%</b>
Health diagnosing and treating practitioners and other technical	26	0	0.0%	26	100.0%
Health technologists and technicians	4	0	0.0%	4	100.0%
<b>Service</b>	<b>185</b>	<b>92</b>	<b>49.7%</b>	<b>93</b>	<b>50.3%</b>
Healthcare support	3	0	0.0%	3	100.0%
Protective service	33	22	66.7%	11	33.3%
<b>Firefighting and prevention, and other protective service workers</b>	<b>12</b>	<b>5</b>	<b>41.7%</b>	<b>7</b>	<b>58.3%</b>
Law enforcement workers including supervisors	21	17	81.0%	4	19.0%
Food preparation and serving related occupations	59	22	37.3%	37	62.7%
Building and grounds cleaning and maintenance	55	35	63.6%	20	36.4%
Personal care and service	35	13	37.1%	22	62.9%
<b>Sales and office:</b>	<b>120</b>	<b>31</b>	<b>25.8%</b>	<b>89</b>	<b>74.2%</b>
Sales and related	59	21	35.6%	38	64.4%
Office and administrative support	61	10	16.4%	51	83.6%
<b>Natural resources, construction, and maintenance</b>	<b>55</b>	<b>55</b>	<b>100.0%</b>	<b>0</b>	<b>0.0%</b>
Farming, fishing, and forestry occupations	7	7	100.0%	0	0.0%
Construction and extraction	13	13	100.0%	0	0.0%
Installation, maintenance, and repair	35	35	100.0%	0	0.0%
<b>Production, transportation, and material moving</b>	<b>66</b>	<b>60</b>	<b>90.9%</b>	<b>6</b>	<b>9.1%</b>

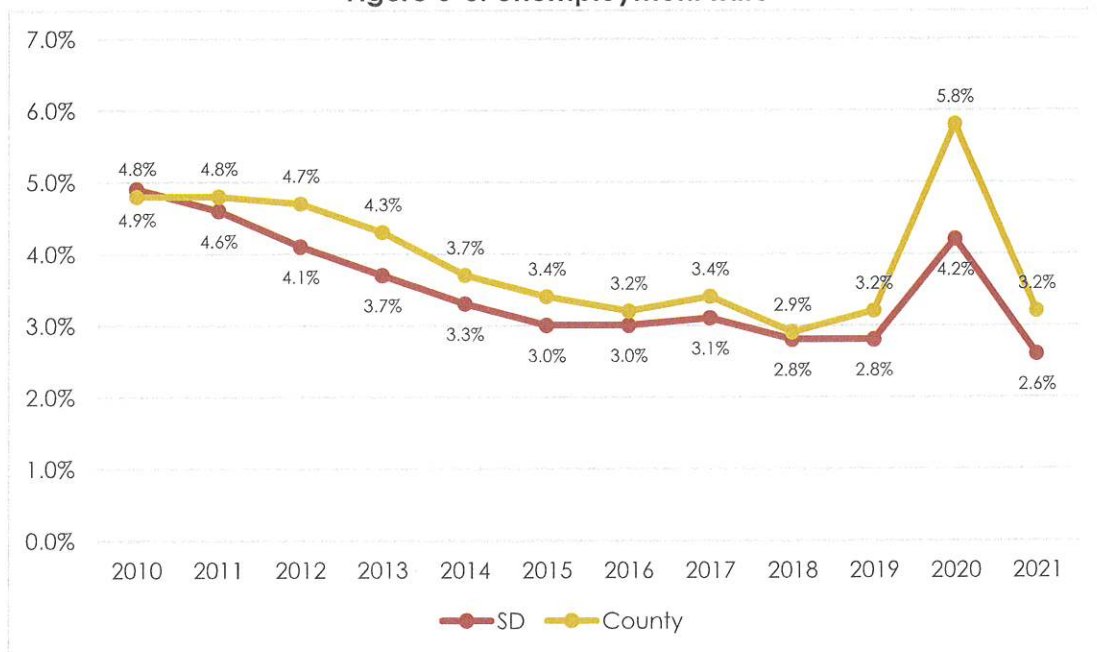


Production	35	29	82.9%	6	17.1%
Transportation	9	9	100.0%	0	0.0%
Material moving	22	22	100.0%	0	0.0%

SOURCE: 2020 American Community Survey

Unemployment is not a significant problem in Wagner or the rest of Charles Mix County, where the unemployment rate is slightly above the state average. Unemployment spiked to 5.8% in 2020, where many businesses were dealing with the COVID-19 pandemic.

Figure 6-3: Unemployment Rate



SOURCE: South Dakota Labor Bulletin

A fundamental workforce change that has developed during the last few decades is the increasing number of women working outside the home. This change has affected Wagner, as the percentage of working women in the community is 47% which is lower than the comparable communities and much lower than the state, as shown in **Table 6-7**. The table also shows that Wagner has a higher number of women with a child under age 6 than most of the other communities, except for Parkston.

Table 6-7: Labor Statistics for Females

		Females 16 & Over	In Labor Force	Employed	Own Children of Householder Under 6 Years	All Parents In Family In Labor Force
SD	Est.	342,123	218,713	211,809	69,944	52,175
	%		63.9%	61.9%		74.6%
Charles Mix	Est.	3,502	2,056	1,880	859	687
	%		58.7%	53.7%		80.0%
Gregory	Est.	540	321	321	90	79
	%		59.4%	59.4%		87.8%
Parkston	Est.	694	474	469	171	145
	%		68.3%	67.6%		84.8%
Platte	Est.	511	333	320	88	71
	%		65.2%	62.6%		80.7%



Salem	Est.	485	281	266	60	58
	%		57.9%	54.8%		96.7%
Wagner	Est.	658	309	302	132	119
	%		47.0%	45.9%		90.2%

SOURCE: 2020 American Community Survey

### Business Activity

Wagner is the regional trade center of the area, which is illustrated by the number of businesses located there and the number of jobs available. **Table 6-8** lists the major employers in Wagner. The major employers in Wagner are the Wagner Community School District, Marty Indian School Administration, and Wagner Community Memorial Hospital. Other employers include social service agencies such as Head Start and the Community Action Program Rural Office of Community Services.

**Table 6-8: Major Employers**

NAME	PRODUCT/SERVICE	EMPLOYEES
Marty Indian School Administration	Education	123
Wagner Community School District	Education	507
Wagner Community Clinic	Medical/Health Care	70
Indian Health Service	Medical/Health Care	66
Wagner Community Memorial Hospital	Medical/Health Care	57
Head Start Center	Early Childhood Care	50
Rural Office of Community Services	Community Action Program	44
Wagner Building Supply/Ace Hardware	Lumber Yard/Hardware Store	40
Commercial State Bank	Finance	25

SOURCE: SD GOED

Regarding retail establishments, Wagner's businesses have the ability to provide most types of goods that consumers need. Some residents travel to Mitchell, Yankton, or Sioux Falls to purchase certain specialty items such as name-brand clothing or food.

According to the Wagner Area Growth, there have been several business openings and





expansions in Wagner in recent years. Some of the more notable local businesses include; Buche's Foods, Boom's Drive-In, and Valley Pump & Casino.



Bomgaar's, a regional retail chain which specializes in home, farm, and outdoor products, moved their store in Wagner from Main Street to the highway at the edge of town. Wagner Building and Supply, a local building supply store, added the Ace Hardware brand to their store. **Table 6-9** shows taxable sales in Wagner for different economic sectors from 2018 to 2021. Not surprisingly, retail and services accounted for the majority of Wagner's taxable sales.

**Table 6-9: Taxable Sales in Wagner**

Economic Sector	2018	2019	2020	2021
Agriculture, Forestry, & Fishing	1,545,171.83	1,330,281.35	1,784,810.23	2,097,955.42
Manufacturing	55,219.69	64,380.81	79,538.81	205,056.67
Transportation & Public Utilities	6,599,227.06	6,599,959.37	5,989,563.87	3,696,146.83
Wholesale Trade	760,621.19	679,811.98	806,199.01	951,689.43
Retail Trade	26,317,112.50	32,802,375.06	29,198,846.93	32,139,119.30
Finance, Insurance, & Real Estate	522,830.75	386,623.27	304,025.05	535,513.81
Services	7,916,317.69	7,973,876.11	8,313,273.61	8,732,554.86
<b>Total</b>	<b>\$43,716,500.71</b>	<b>49,837,307.95</b>	<b>46,476,257.51</b>	<b>48,358,036.32</b>

SOURCE: South Dakota Department of Revenue

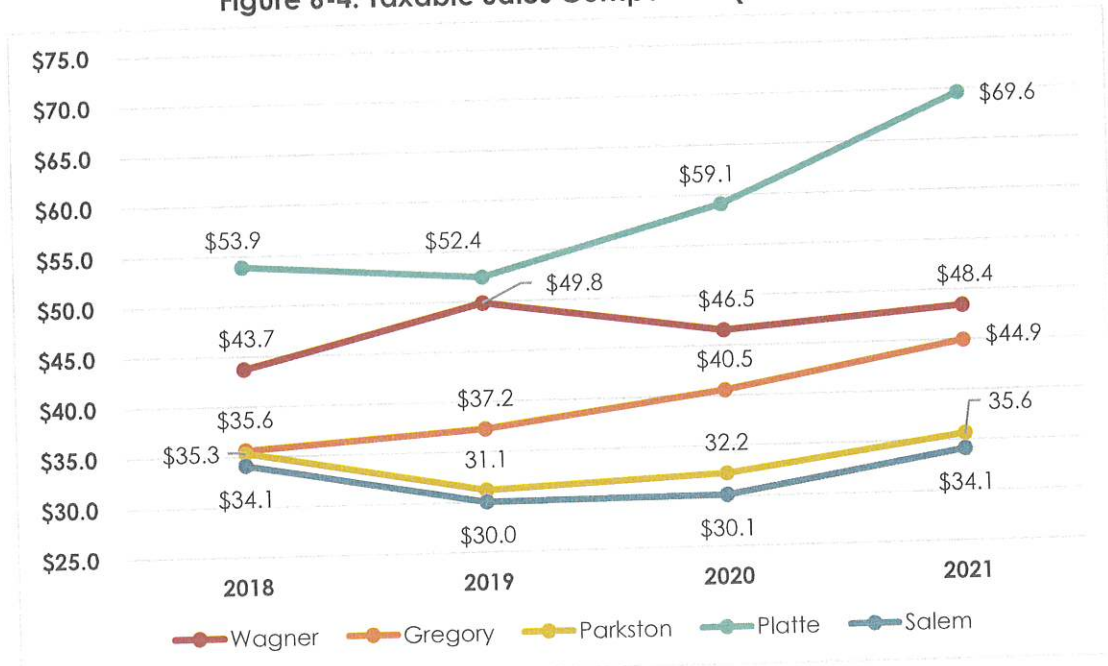


Comparing sales tax trends between Wagner and comparable communities in **Figure 6-4**, total taxable sales in Wagner increased by 10.6% between 2018 and 2021. Wagner has maintained a higher level of sales than similarly sized communities. The exception to the group is Platte, whose sales tax revenues increased by over 29% from \$53.9 million in 2018 to nearly \$70 million by 2021. Sales tax revenue in Gregory grew by over 26% in the same time period. While towns such as Parkston and Salem may have advantages in terms of location and

population, they are close enough to larger markets such as Mitchell and Sioux Falls where retail leakage becomes a factor.



Figure 6-4: Taxable Sales Comparison (Millions of \$)



SOURCE: South Dakota Department of Revenue

### Income

There are several factors to consider in obtaining an accurate understanding of local economic characteristics. One of these items is wealth or income. Wealth is affected by numerous variables, but for the majority of the population it is directly tied to income, which is influenced by employment.

In 2020, Wagner's median family income was estimated at \$67,917, which is higher than Gregory and Platte, but lower than Parkston, Charles Mix County, and the state (Table 6-10). Wagner's median family income in 2020 was about 88 percent of the state figure. Throughout the years incomes have made a positive improvement with increases of over \$55,000 from 1980 to 2020 in Wagner. The higher incomes in Wagner are perhaps due to the high number of health care and educational workers who live there.

Table 6-10: Median Family Income, 1980-2020

Area	1980	1990	2000	2010	2020
Wagner	\$12,381	\$23,047	\$28,021	\$44,188	\$67,917
Gregory	\$12,222	\$29,295	\$31,250	\$52,500	\$58,162
Parkston	\$12,324	\$22,609	\$39,688	\$59,044	\$89,167
Platte	\$13,872	\$24,886	\$38,750	\$54,655	\$61,250
Salem	\$16,225	\$27,379	\$44,167	\$57,679	\$71,389
Charles Mix County	\$11,812	\$20,512	\$30,688	\$46,962	\$61,585
South Dakota	\$15,993	\$27,602	\$43,237	\$58,958	\$77,042

Source: 1980, 1990, 2000, 2010 US Census, 2019 American Community Survey

A household's income can be calculated in various ways but the US Census measured it in the following manner: the income of every resident of that house that is over the age of 15, including pre-tax wages and salaries, along with any pre-tax personal business,



investment, or other recurring sources of income, as well as any kind of governmental entitlement such as unemployment insurance, social security, disability payments or child support payments received.

The residents of the household do not have to be related to the head of the household for their earnings to be considered part of the household's income. As households tend to share a similar economic context, the use of household income remains among the most widely accepted measures of income.

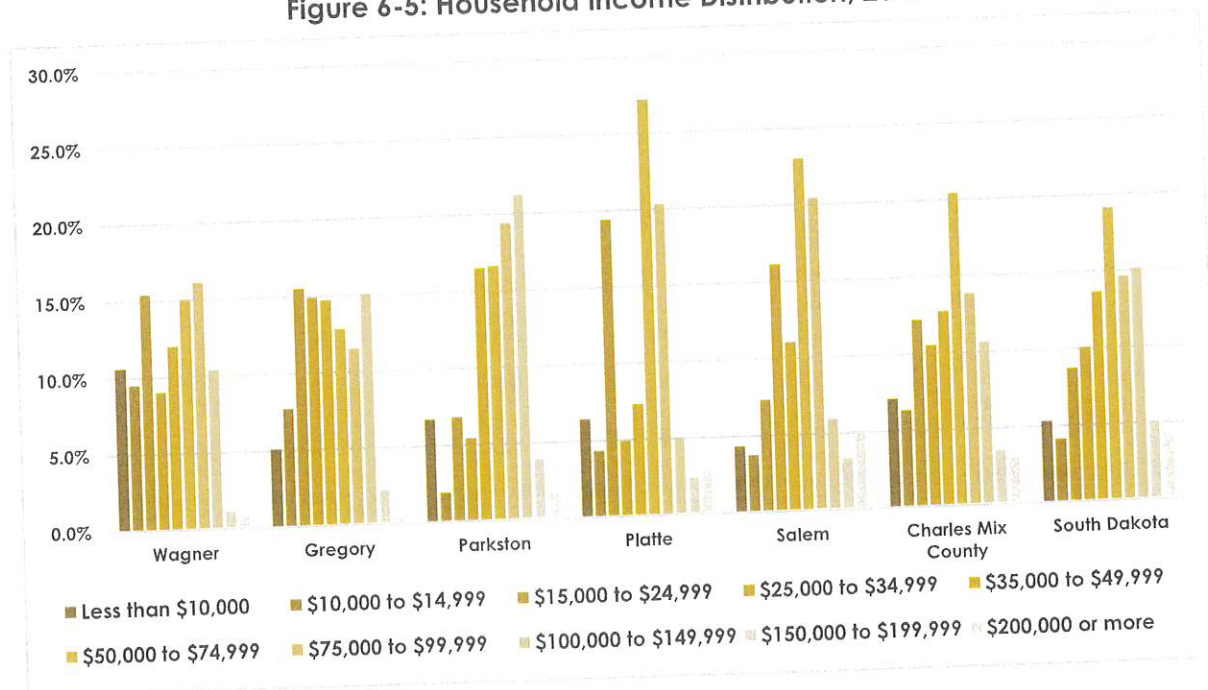
**Table 6-11** outlines the number of households in the comparison communities and the State which fall into various household income categories. **Figure 6-5** illustrates the distribution of households by income category more clearly.

**Table 6-11: Household Income, 2020**

	Less than \$10,000	\$10,000 to \$14,999	\$15,000 to \$24,999	\$25,000 to \$34,999	\$35,000 to \$49,999	\$50,000 to \$74,999	\$75,000 to \$99,999	\$100,000 to \$149,999	\$150,000 to \$199,999	\$200,000 or more
<b>Wagner</b>	60	54	87	51	68	85	91	59	6	5
<b>Gregory</b>	32	48	97	93	92	80	72	94	14	3
<b>Parkston</b>	50	14	51	40	123	124	145	158	29	13
<b>Platte</b>	37	25	112	28	42	157	117	29	14	16
<b>Salem</b>	21	18	36	79	54	113	100	29	16	25
<b>Charles Mix County</b>	224	199	383	330	400	642	433	335	110	93
<b>South Dakota</b>	18,482	14,295	30,094	34,679	47,410	66,588	50,831	52,445	17,582	15,472

Source: 2020 US Census, American Community Survey

**Figure 6-5: Household Income Distribution, 2020**



Source: 2020 US Census, American Community Survey

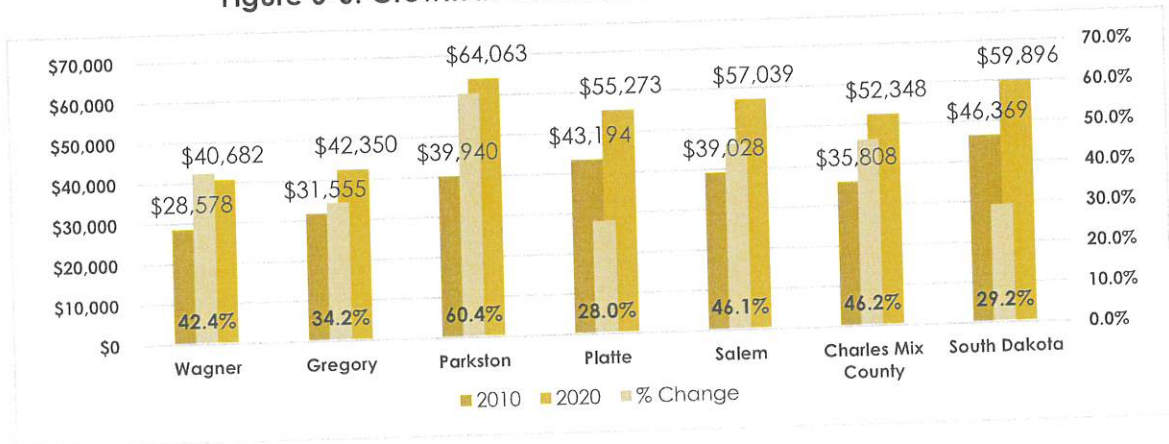
Median income is the amount which divides the income distribution into two equal groups, half having incomes above the median, half having incomes below the median. The medians for households, families, and unrelated individuals are based on



all households, families, and unrelated individuals, respectively. The medians for people are based on people 15 years old and over with income.

The median income in Wagner grew dramatically between 2010 and 2020, more than twice the rate increase of Chamberlain and Gregory and over four times the rate of growth in Valentine, Nebraska. Figure 13 illustrates the median household incomes for Wagner and comparable communities as well as the rate of growth in household income between 2010 and 2019.

**Figure 6-6: Growth in Household Income, 2010-2020**



Source: 2020 US Census, American Community Survey

Among the regions listed in **Table 28**, the income "gap" between males and females is the closest in Wagner. On average, males earn \$39,967 and females earn \$33,220, a difference of \$6,747. Females in Gregory earn more than the average of the regions listed. Gregory and Valentine, Nebraska are two places in the study areas where females earn more than their male counterparts, and slightly more than the state and Tripp County's median income for full-time female workers (**Table 28**). Males in Wagner earn \$8,184 less than males across the state while females in Wagner earn \$3,747 less than the same demographic at the state level.

**Table 6-12: Median Earnings of Full-time Workers, 2020**

Area	All	Male	Female	Female % of Male Earnings
Wagner	\$30,322	\$34,766	\$35,417	101.9%
Gregory	\$31,250	\$41,435	\$46,875	113.1%
Parkston	\$37,471	\$48,462	\$45,195	93.3%
Platte	\$28,100	\$50,169	\$31,736	63.3%
Salem	\$31,776	\$40,313	\$36,875	91.5%
Charles Mix County	\$27,872	\$41,414	\$32,908	79.5%
South Dakota	\$33,511	\$49,358	\$38,586	78.2%

Source: 2020 US Census, American Community Survey

**Table 6-13** provides information on the percentage of the population living below poverty for individuals and families between 1990 and 2020. Poverty affects persons of all ages with the largest impact upon children, thus the need to also include the family data. The poverty rate for both individuals and families in Wagner is significantly higher than the comparison communities, but lower than Charles Mix County. Taking Wagner's



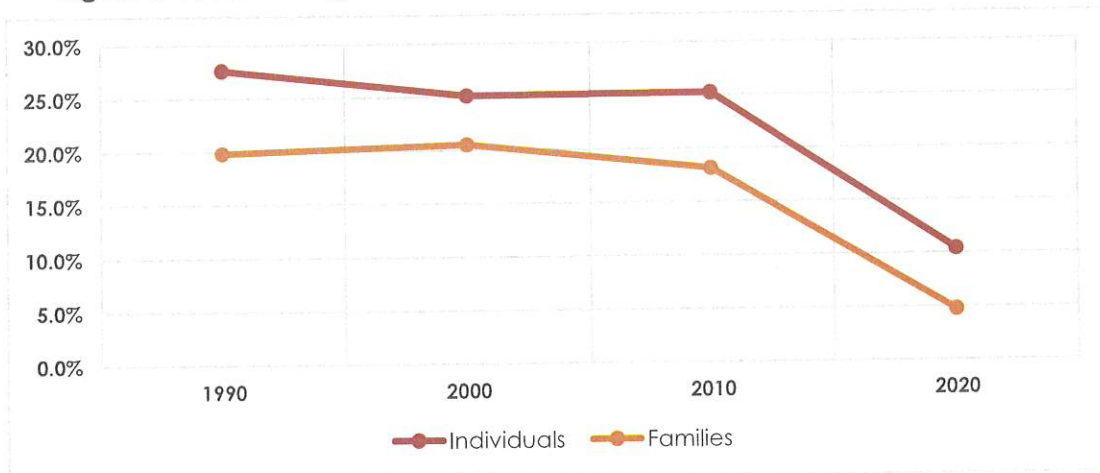
previously mentioned income figures into consideration, as the incomes increased over the last ten years, the percent of persons under poverty correspondingly has decreased overall. **Figure 6-8** clearly represents this trend. The key to lowering poverty rates is for a community to offer competitive jobs and wages.

**Table 6-13: Percent Living Below Poverty Level**

Area	1990		2000		2010		2020	
	Individuals	Families	Individuals	Families	Individuals	Families	Individuals	Families
Wagner	27.6%	19.8%	25.1%	20.5%	25.2%	18.1%	10.4%	4.7%
Gregory	18.8%	13.1%	18.8%	12.9%	18.6%	15.6%	14.1%	11.9%
Parkston	11.7%	8.5%	5.7%	3.3%	7.8%	2.7%	6.3%	3.0%
Platte	10.1%	7.9%	5.4%	3.0%	10.9%	5.1%	11.9%	11.8%
Salem	6.5%	4.9%	3.4%	1.9%	5.5%	3.3%	5.9%	4.6%
Charles Mix County	31.4%	24.4%	26.9%	20.8%	24.0%	17.4%	20.8%	12.7%
South Dakota	15.9%	11.6%	13.2%	9.3%	13.7%	8.7%	12.8%	8.0%

Source: 1990, 2000, 2010 US Census, 2019 American Community Survey

**Figure 6-7: Percentage of Individuals and Families Below Poverty, Wagner**



Source: 1990 US Census, 2000, 2010, 2020 American Community Survey



### Agricultural Activity

As in most of South Dakota, one of the primary economic forces in Tripp Charles Mix County is agriculture, and the fortunes of Wagner are still linked strongly to the health of the farm economy. There are several businesses whose success relies heavily on the agriculture industry.

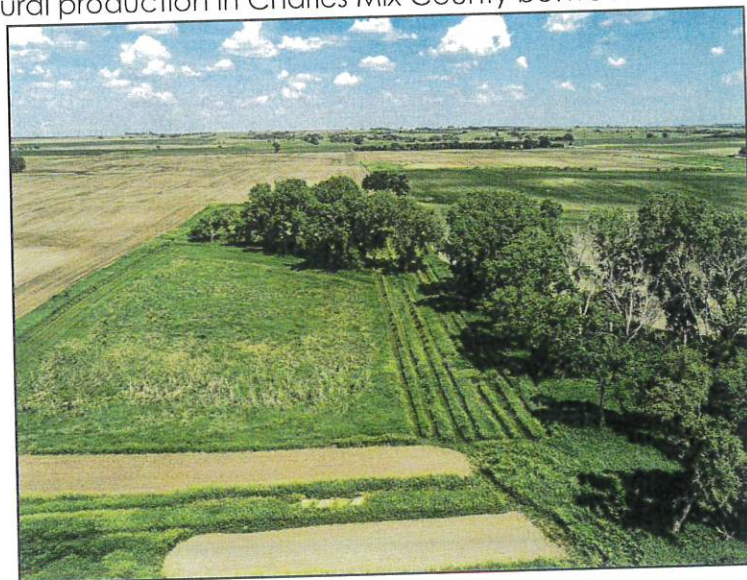
Statistics for Charles Mix County show that there is more land in farms in 2017 than there was in 2002, and only a few less farms (**Table 6-14**). This trend is quite the contrary to what has taken place in the rest of the state and throughout the country. Generally throughout the state and the nation, the number of acres in farms and the number of farms is on a steady decline while the average size of the farms is increasing. Technological advances in the agriculture industry are allowing farmers to farm significantly more acres. As this trend and the urban expansion of cities into prime agricultural land continues, the loss of productive farmland will continue to be an issue.

**Table 6-14: Farmland Statistics**

		2002	2007	2012	2017
Land in farms (acres)	Charles Mix County	736,177	660,519	692,319	685,988
	South Dakota	43,785,079	43,666,403	43,257,079	43,243,742
Number of farms	Charles Mix County	755	693	759	671
	South Dakota	31,736	31,169	31,989	29,968
Average size of farm (acres)	Charles Mix County	975	953	912	1,022
	South Dakota	1,380	1,401	1,352	1,443

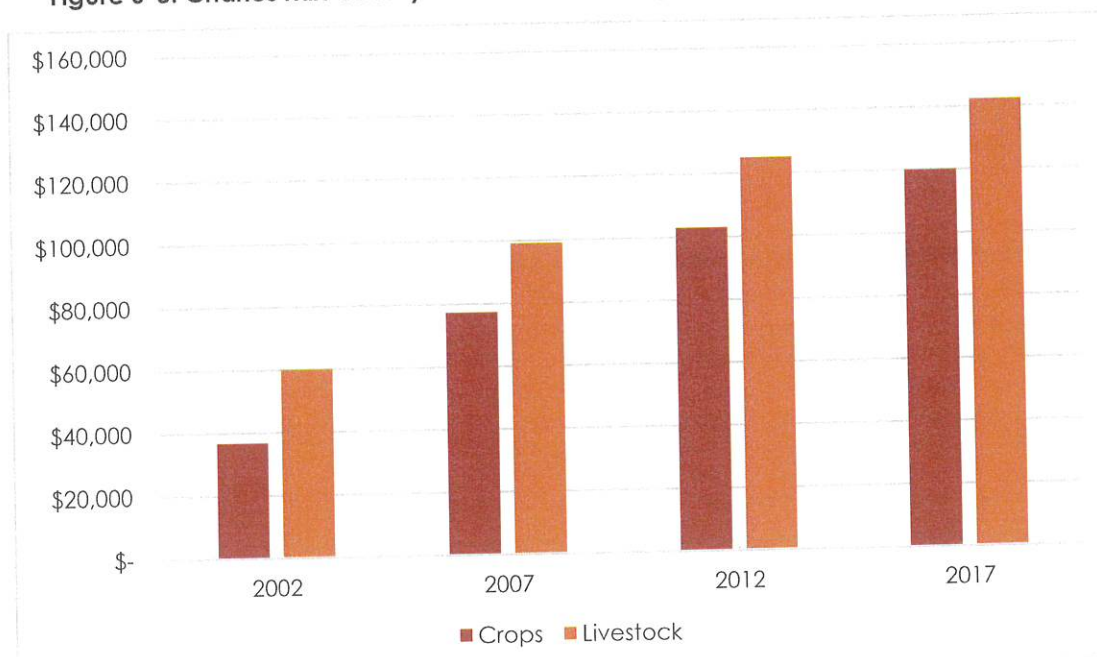
SOURCE: 2002, 2007, 2012, 2017 Census of Agriculture

The value of crops grown in Charles Mix County has grown from less than \$40 million in 2002 to \$120 million in 2017. Despite the growth in crop production, the livestock industry has definitely remained the top agricultural product in the County. Although the total value of crop production has generally increased, livestock production certainly has had the greatest impact on the agricultural economy in Charles Mix County growing in market value from \$60 million in 2002 to over \$140 million in 2017. **Figure 6-9** shows the value of agricultural production in Charles Mix County between 2002 and 2017.





**Figure 6-8: Charles Mix County Market Value of Agricultural Products Sold (\$1,000s)**



SOURCE: 2002, 2007, 2012, 2017 Census of Agriculture

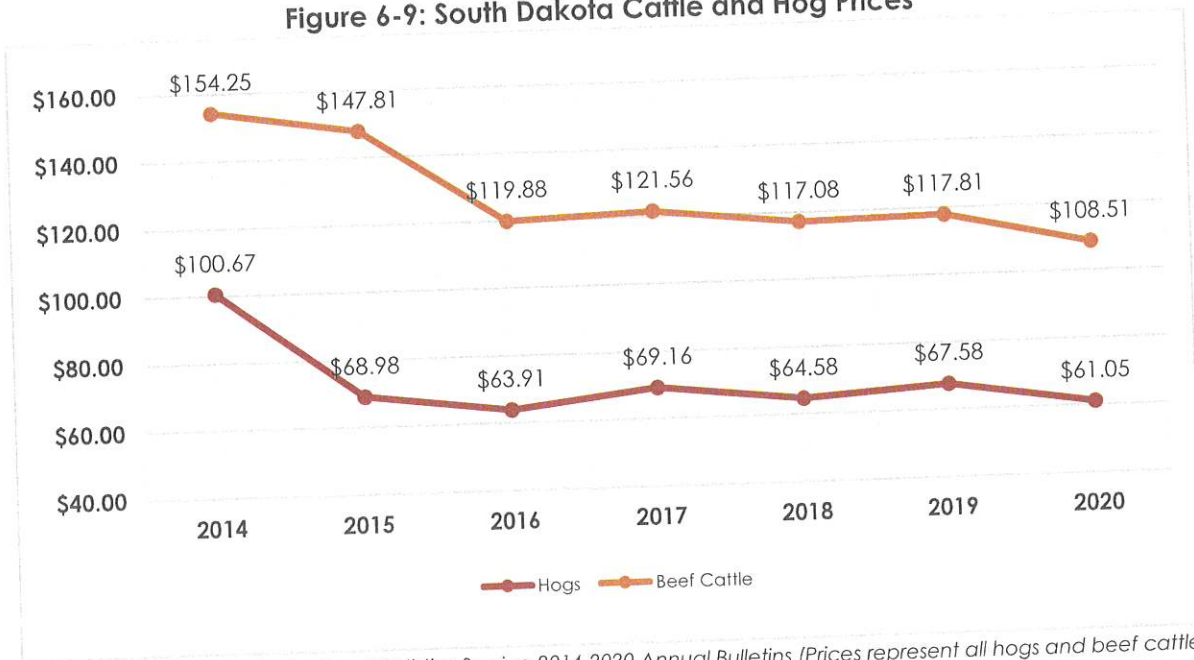
The value of agricultural products is influenced by a number of external factors, none of which can be controlled locally. In this regard, it may not be healthy for the local economy to be so dependent upon agriculture, but this situation is unlikely to change much in the foreseeable future. The volatility of the agricultural sector is indicated in **Figure 6-9**, which shows the fluctuation of cattle and hog prices in South Dakota during the past decade.

Any local development to increase the value of livestock as commodities or finished products would have a dramatic impact on the economy. Wagner could be considered as a site for a facility equipped to create value-added products, which would create jobs and have a positive impact on the local economy.





Figure 6-9: South Dakota Cattle and Hog Prices



SOURCE: South Dakota Agricultural Statistics Service 2014-2020 Annual Bulletins (Prices represent all hogs and beef cattle)

**Conclusion**

Wagner should continue to investigate and improve employment opportunities in the next 10 years. The State of South Dakota offers a favorable tax climate and a high quality of life, which prospective employers appreciate when looking to start a new or expand an existing business. Wagner's position as a regional trade area located near the intersection of major highways should continue to help market the community.

Agriculture and retail sales will continue to be primary economic forces in the city. There are numerous groups and organizations that continue to actively promote agriculture and local businesses. Outdoor recreation, primarily hunting and fishing, is an important component of Charles Mix County and Wagner's local economy.



## ECONOMIC PLANNING CONSIDERATIONS

### City Planning Challenges

The following economic challenges will be addressed by the City are expected over the next 10 years.

- ✓ Promoting economic diversification;
- ✓ Supporting development activities that reduce the public dependence upon transfer payments and in-kind services (example: food stamps);
- ✓ Developing a manufacturing base in an era of increasing global competition;
- ✓ Creating an economic environment that supports entrepreneurship;
- ✓ Supporting value-added facilities that minimize land use and environmental conflicts;
- ✓ Keeping the city viable as a local service center; and
- ✓ Presenting a positive image and attitude toward economic development.

### Policy Recommendations

In addressing the challenges, the Wagner community should consider the following recommendations.

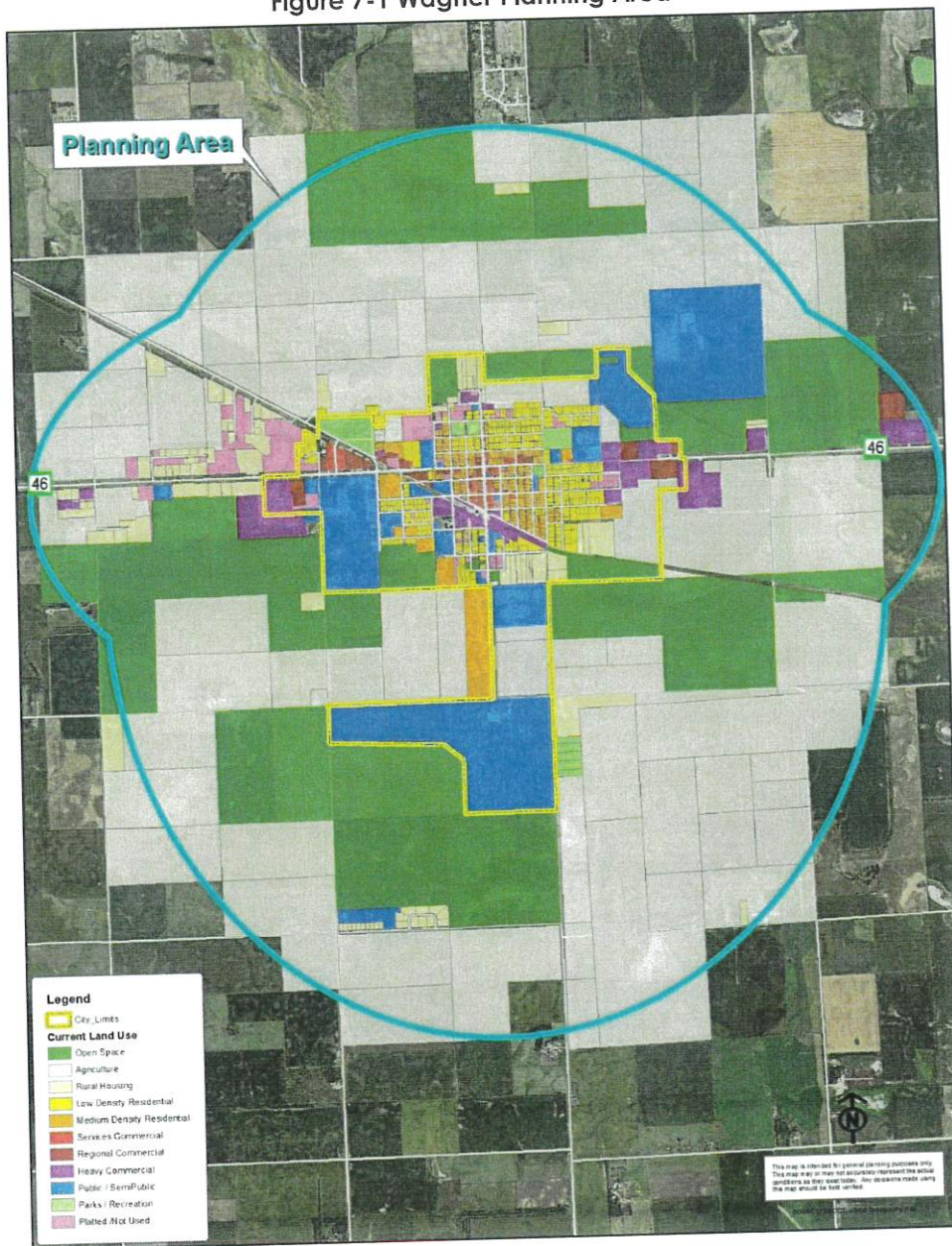
- 1) Continue city interaction with community development corporations and business organizations;
- 2) Encourage development projects that take advantage of existing industrial and commercial areas and infrastructure;
- 3) Carefully consider supporting projects that are constructed outside the city limits and take prime farmland out of production;
- 4) Preserve individual property rights while promoting and protecting economic opportunities;
- 5) Recognize that agriculture is a primary economic activity which is subject to increasing development pressures;
- 6) Protect the quality of life for city residents by establishing limitations on poorly planned development regarding location and setbacks;
- 7) Target available city resources to projects that have the greatest potential for job creation and/or private investment;
- 8) Involve the public early in the process of evaluating economic development project impacts; and
- 9) Continue to support regulations or ordinances that promote the separation of economic activities from conflicting land uses.



## Chapter 7 Land use

The first chapter introduced the elements of a Comprehensive Plan, as identified in state statute. South Dakota Codified Law (SDCL) specifically notes guiding "land utilization" as one of the required outcomes of a comprehensive plan. **Figure 7-1** illustrates the general boundaries of the planning area for Wagner. The intent of this chapter is to identify, map, and analyze the various land use patterns and issues within the City of Wagner. It will then propose areas in and around the community where specific types of development seem appropriate.

**Figure 7-1 Wagner Planning Area**





## Existing Land Use

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Wagner's land use changes were largely influenced by the construction and improvements to U.S. Highway 18/183 and South Dakota Highway 44. Much of the community's economic development directly adjoins one of these two major transportation routes. This section considers existing uses of Wagner's land and potential conflicts with the scattered development practices utilized in the past.

### Residential Use

Wagner is like many communities in South Dakota, with much of the land dedicated to residential use (**Figure 7-2**). Typically, a city has at least 40 percent of its land used devoted to housing. Older housing generally has smaller lot sizes and is more centrally located, while newer homes tend to situate on the edge of town.

The city's original pattern included narrow lots near the town center which accommodated smaller, higher density dwellings. Most of this pattern exists in Wagner as it was originally planned. While apartments may have been located above shopfronts in the downtown area in the past, there are few housing units on the second floors of downtown buildings. Most of the residential uses in the town center are single family units mixed between ownership and rental. The average net density of this area is 6-8 units per acre.

The town experienced a building boom in the 1950s as a result of the Fort Randall Dam project. With the influx of people, new residential uses developed in the eastern and northern parts of Wagner, yet contiguous with the original town pattern. Ranch homes dominate these areas and have a net density of 3-5 units per acre.

The City began "sprawling" in the 1970s through today. Patterns of lower density residential land uses are observed at the edge of the community, especially in the northeast and southwest corners of the community. Densities range from 1-2 units/acre to 1-5 acres per unit. The main dwelling type is that of the suburban house. This pattern of development can be seen in the historical aerial images of the area in Maps 4.1, 4.2, and 4.3. These images were captured in 1995, 2004, and 2008. The Yankton Sioux Tribe began building homes around the community during this same timeframe when the tribe formed a housing authority and was allocated funds through the US Department of Housing and Urban Development.

The common trend of residential land use in the Wagner area in the past fifteen years involves the development of large-lot rural residential uses. Most of the rural development has occurred west of Wagner. This rural development has placed a burden on City services with very little possibility for annexation due to the difficulty of providing water and sewer services.

## Commercial Use

Commercial areas are located in Wagner's along South Dakota Highway 46, the major transportation route that connects Wagner with the region. Development emerged along this primarily auto-oriented corridor in order to attract people passing through the area. The major business types along this route include convenience stores, large format retail, and lodging.

Wagner has a classic "Main Street" downtown area. The business district is dominated by services and retail uses located in a mix of richly detailed 19<sup>th</sup> century buildings and modern, one-level commercial buildings.

Industrial areas are virtually non-existent, since employment in that sector is minimal. Only 6.0 acres of industrial uses were observed during the land use survey.

Office uses are mainly confined to the central business district.



## Employment Areas

Wagner has employment areas within the corporate limits that are primarily concentrated west of the downtown area. Most of the education, health care, and construction sector jobs are located in this area. Wagner has no "industrial parks" to speak of within the corporate limits. However, large tracts of land are currently unused, which would be attractive for an industrial business looking to expand or locate in town. A recent land use pattern is the development of rural businesses east of Wagner. An implement dealership, a farm service business, a landscape business, propane dealer, and the County Highway shop have located along Highway 46 east of town.





### Public Uses

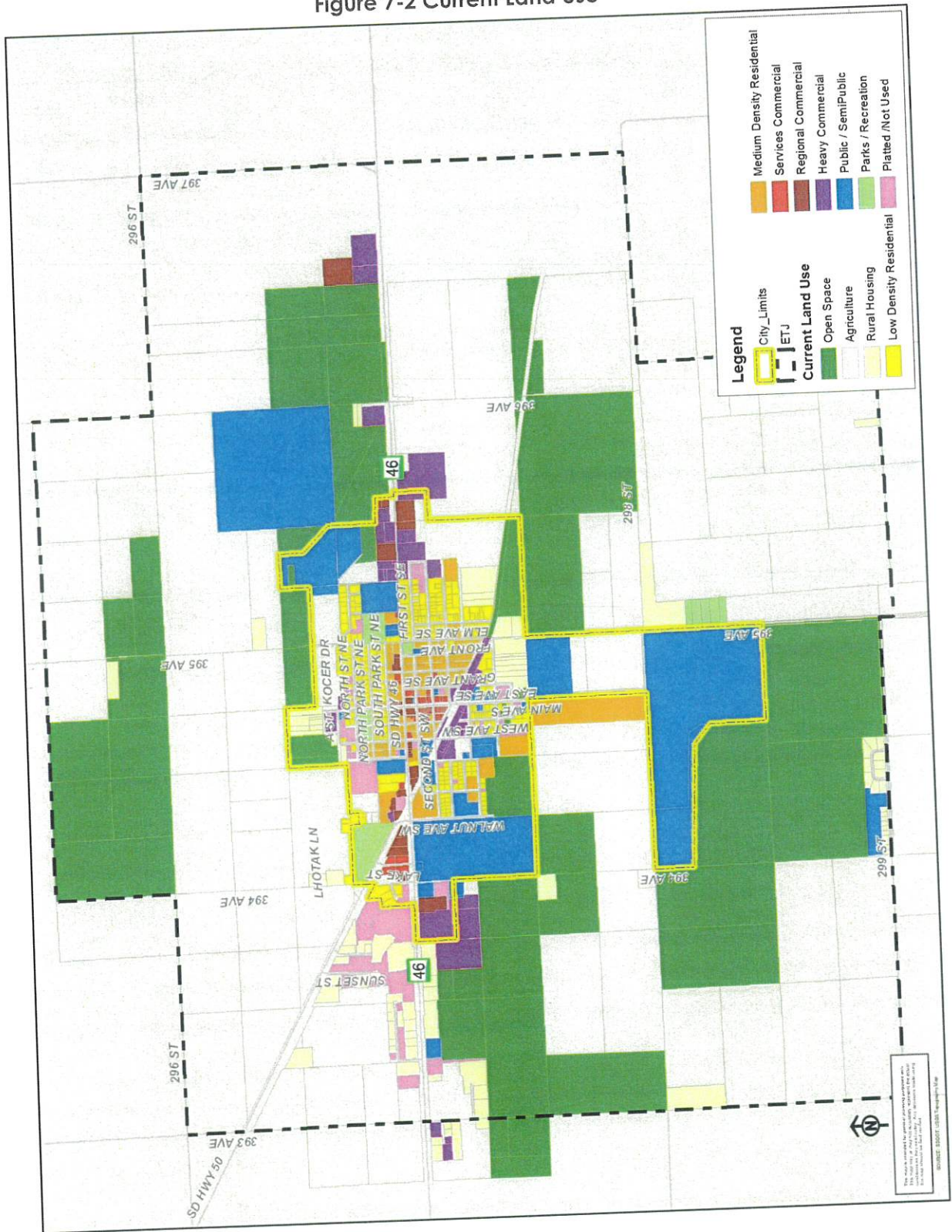
Public uses of the land include those that are developed for public and non-profit reasons such as parks, schools, health care facilities, and churches. Wagner's largest public institutions include the Wagner Community Memorial Hospital, Wagner Community School District, Yankton Sioux Tribe, South Central Child Development/Head Start, and the City of Wagner. The high number of residents employed in health services, education, and public administration also reflects the role of these large civic institutions.

Parks and open space encompass a wide range of facilities, each having their own spatial requirements. Particularly important for residential areas are recreation areas with small service areas such as tot lots, playgrounds, and neighborhood parks. Wagner is rich in open space by its proximity to natural areas just outside its boundaries.

**Table 7-1; Current Land Use in Wagner**

Land Use	Acres	Percent of Total
Agriculture	4,410.9	57.4%
Open Space Conservation	1,930.9	25.1%
Rural Housing	223.5	2.9%
Low Density Residential	124.1	1.6%
Medium Density Residential	104.4	1.4%
Services Commercial	13.8	0.2%
Regional Commercial	40.5	0.5%
Heavy Commercial	133.3	1.7%
Public Semi Public	577.6	7.5%
Parks Recreation	44.4	0.6%
Platted Not Used	87.1	1.1%
<b>Total Acres in Planning Area</b>	<b>7,690.3</b>	

Figure 7-2 Current Land Use





## The General Development Plan for Wagner

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The General Development Plan is an expression of the community's land development goals and policies. It maps those areas of the town where the transition from rural to urban development should occur and best accommodate growth. The General Development Plan is not intended to be as specific as the future land use plan, but it serves as a guide for future development management because it engages in the timing of anticipated development and where it should occur.

It also indicates where development should be tempered, such as the areas marked "**Conservation**" in **Figure 7-3**. These areas include places such as wildlife habitats, watersheds where water quality is a critical issue, and areas where natural hazards such as flood plains and steep slopes limit more intensive development.

Considering general development characteristics, the majority of Wagner's existing built environment is located in the "**Sustained Development Area**" as shown in the General Development Plan. A portion of the areas the south of downtown Wagner and north of Highway 46 along Main Street are designated as being in the "**Neighborhood Revitalization**" area. These areas will probably take the entire planning period to develop. Housing conditions in this area have compelled the community to plan for the neighborhood's redevelopment.

There are a few areas marked as "**Infill Housing**" on the General Development Plan. These areas have been listed primarily as "platted-unused" on the current land use map. The land is suitable for housing development in the short term because infrastructure is either located at or near the property and site preparation is not an issue. It is expected that land adjacent to the Wagner city limits will be suitable for housing development, therefore this area is noted as the "**Edge Residential**" areas. These areas will accommodate a range of housing types suitable for the formation of neighborhoods that may include a park.

The areas designated as "**Urban Reserve**" are located in places that are more difficult, but not impossible, to serve with water and sewer infrastructure. The Urban Reserve areas are more about timing than provision of urban services. Urban Reserve areas are located primarily outside of Edge Residential areas. Due to a lack of available infrastructure, these areas cannot develop right away. All Urban Reserve areas can be viewed as lands dedicated for development that may either exceed rapid growth rates or areas planned for well-beyond a twenty-year timeframe.

There are areas designated as a "**Rural**" in the General Development Plan. It is good practice to acknowledge that there are places within one mile of Wagner that are suitable for rural uses such as ranchettes, small farms, roadside food stands, pumpkin patches and the like. The areas designated as "**Acreages**" on the General Development Plan should accommodate the anticipated growth in large-lot, rural-type housing needs throughout the planning period.



The areas marked “**Downtown Mixed Use,**” and “**Highway Development**” designate places where shopping and services are provided. It is important to note that multiple story buildings downtown have the potential for mixed uses such as offices, services, and housing above the street level. “**Employment Areas**” have the potential to accommodate businesses that require more land for services, production, parking, and shipping. Specific characteristics and objectives for each development type are listed below in **Table 7-2.**

**Table 7-2 Development Plan Characteristics**

Development Character	Purpose	Characteristics	Objectives
<b>Rural</b>	To provide for businesses where urban services are not required and natural resources will not be impaired; to encourage growth of value-added agricultural development	Land identified as high potential for economic development such as rural industry, small farms, workshops and tourism that do not need to rely on urban services, but septic tanks and wells	Regulations covering septic tanks and rural clustering with rural level services (e.g., fire and EMT)
<b>Downtown Mixed Use</b>	To provide for a mix of consumer-oriented uses with business offices and civic activities.	Includes mix of uses, primarily commercial, office, and upper level residential. Primary focus of major civic uses, including government, cultural services, and other civic facilities.	Promote private investment in the central business district through incentives. Public investment includes streetscape improvements and public spaces.
<b>Commercial Corridor</b>	To provide for the expansion, or retention of businesses and services to serve community residents	Located in areas considered as "commercial strips" along major arterials and highways in central communities	Flexible regulations and redevelopment of underused properties; access management is key along major arterials and highways
<b>Employment Area</b>	To provide for the attraction, expansion, or retention of businesses and jobs to maintain or increase economic base activities	Land identified as opportunity for economic development and include industrial, office and business support services	Provide utility infrastructure and ensure major transportation connections are accessible
<b>Highway Development</b>	To provide for land uses which serve the retail, accommodation, and entertainment needs of the community and the region	Regional shopping areas and convenience centers located in outlying areas, adjacent to a major highway with adequate access to the regional highway network	Provide adequate land, infrastructure, community facilities and services, supporting regulations, annexation if needed.
<b>Infill Housing</b>	To provide for infill opportunities to assist the area reach its full development potential.	Infrastructure is feasible if not provided; full range of community services.	Flexible regulations and reassignment of underused properties
<b>Neighborhood Revitalization</b>	To provide redevelopment opportunities to assist the area reach its full development potential	Stable; appropriately developed with full infrastructure, community facilities, and services	Adaptable regulations to spur investment and priority given to public spaces and walkable environments.
<b>Edge Residential</b>	To provide for the smooth transition of un(under)developed land to neighborhoods containing homes, parks, and services	Land located adjacent to, or within city boundaries near existing infrastructure where neighborhood development is already proposed or is imminent.	Provide infrastructure, community facilities and services, supporting regulations, annexation if needed
<b>Urban Reserve</b>	To accommodate the land area needed beyond 20 years of growth for the city.	Generally in agricultural or open space. Areas may be in the path of future urban development after the planning horizon contained in this plan.	These areas should be reserved for long-term urban development. Primary uses through the planning period will remain in open land uses. Any interim large lot residential development should accommodate future development with urban services.
<b>Conservation</b>	To provide for effective long-term management of lands with limited or irreplaceable natural, recreational, or scenic resources and lands with high agricultural value	Lands that contain major wetlands, wildlife habitats, watersheds and aquifers, and significant natural amenities; also lands that contain significant commercial agricultural production	Very strict development controls; withhold infrastructure; acquisition of land and development rights.
<b>Acreages</b>	To provide areas for residences on larger parcels of land giving natural resource protection high priority	Land identified as high potential for rural housing such as acreages, herb farms and estates that do not require urban services, but septic tanks and wells	Regulations covering septic tanks and rural clustering with rural level services (e.g., fire and EMT)







**Table 7-3** shows five specific areas suitable for growth around Wagner over the next twenty years. Each column shows the size of each area in gross acres, the net developable acres (once limitations, current development and rights of way are factored), and net unit capacity. Population projections for each area are based on household size assumptions. Employment capacities are calculated using an average of the amount of space (in square feet) employees are allocated.

**Figure 7-4** illustrates the future growth areas in the Wagner area. The timing of the growth areas should be determined by their proximity to existing development, local infrastructure, and community services.

**Table 7-3 Growth Area Development Capacities**

Residential Development	Growth Areas			Total
	1	2	3	
Gross Acres	501.0	635.0	319.0	1,455.0
Land Use Concerns (Acres)	62.0	52.0	60.0	174.0
Developed Acres	50.0	205.0	259.0	514.0
Developable Acres	389.0	378.0	0.0	767.0
% ROW, Public, Etc.	35.0%	35.0%	35.0%	35.0%
Net Acres	252.9	245.7	0.0	498.6
Unit Density	0.8	1.0	1.3	1.0
Unit Capacity	189.0	245.0	0.0	434.0
Units/Lots Sold-Built	0.0	0.0	0.0	0.0
<b>Net Unit Capacity</b>	<b>189</b>	<b>245</b>	<b>0</b>	<b>434</b>
People/Household	2.15	2.15	2.10	2.13
Population Projection	406	526	0	932
Youth Projection (.45/HH)	85	110	0	195
Employment Areas	1	2	3	Total
Site Area	501.00	635.00	319.00	1455.00
Land Use Concerns	62.00	52.00	60.00	174.00
Developed Acres	439.00	450.00	76.00	965.00
Developable Acres	0.00	133.00	183.00	316.00
ROW, Easements %	35.00%	35.00%	35.00%	
Net Acres	0.00	86.45	118.95	205.40
Floor Area Ratio (FAR)	0.15	0.15	0.15	0.15
Buildable Square Feet	0	564,864	777,219	1,342,084
Net Sq. Ft./Employee	750	750	750	750.00
Efficiency Ratio	50.00%	50.00%	50.00%	50.00%
Adjusted Net Sq. Ft./Employee	1,500.00	1,500.00	1,500.00	1,500.00
Vacancy Rate	1.00%	1.00%	1.00%	1.00%
Gross Sq. Ft./Employee	1485.00	1485.00	1485.00	1485.00
<b>Employee Capacity</b>	<b>0</b>	<b>380</b>	<b>523</b>	<b>904</b>





## The Future Land Use Plan

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The future land use plan for the City of Wagner is the culmination of all of the previous chapters of this document; trends, analysis, projections, goals, and policies. The amount of land demanded in the future land use plan was generated by analyzing:

- *Commercial and Employment Areas:* Employment projections and space needs per employee.
- *Residential Land Uses:* Population and housing unit projections as well as housing density assumptions.

Once the projections of future demand were completed, further analysis was done to determine the suitability of land in Wagner for each land use. Location principles for were derived for each use. The City should have the capacity to accommodate future growth. Only a small portion of the “long term” policy district may need to be consumed to support the growth in low density housing. The Future Land Use Plan is illustrated in **Figure 7-5**. The future land use plan is based upon factors which include:

- Infrastructure capacity
- Existing development patterns
- Future growth needs
- General Development Plan

The purpose of a future land use map is to provide a reference guide for development. The various land use boundaries are defined by the factors noted above along with other external influences and to plan what should reasonably be expected to happen in the next 10 to 20 years. While this map is a guide it may also be utilized as a reference document in support of future land use decisions.

### **Employment Projections:**

Employment projection is the key component in planning for future employment and commercial areas. Shift share analysis (discussed in more detail in the Economy Chapter of the Plan) provides the basis for commercial and industrial land use planning. Planning and Development District III used the Shift-Share Model to project Wagner's employment in 2040. The last column in **Table 7-4** Error! Reference source not found. illustrates the projected acreage needs by industry sector in Wagner in the year 2040 based on census data as well as data from On The Map.

Applying the difference in the rates of change between the community and the state projects a community's future employment. The Shift-Share Model projects that sectors such as the following should grow in the next ten years:

- Wholesale Trade;
- Education Services;
- Utilities;
- Health Care;
- Manufacturing;
- Other Services; and
- Arts/Entertainment



Using census data for Wagner's employment projections, Other Services is the sector which generates demand the most land by 2040 (93.6 acres). Wholesale Trade, Educational Trade, and Arts/Entertainment are other sectors where land would be needed.

According to projections made with On The Map data, two sectors stand well above the rest in terms of land use demand: Manufacturing and Health Care.

**Table 7-4 Employment and Acreage Projections, 2020-2040**

Sector	Employment		New Net Acres Needed		Market Adj.		Roads/ROW		Total New Acres by 2040	
	Census	OTM*	Census	OTM	Census	OTM	Census	OTM	Census	OTM
Agriculture/Fish/For	3	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Mining/Extraction	0	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Construction	16	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Manufacturing	7	1,372	0.00	127.68	0.00	12.77	0.00	25.54	0.00	165.98
Transportation/Communication	0	3	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Utilities	12	30	4.50	0.00	0.45	0.00	0.90	0.00	5.85	0.00
Information	10	66	0.12	0.00	0.01	0.00	0.02	0.00	0.16	0.00
Wholesale Trade	21	0	6.11	0.00	0.61	0.00	1.22	0.00	7.94	0.00
Retail Trade	109	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Finance & Insurance	23	66	0.94	1.44	0.09	0.14	0.19	0.29	1.22	1.88
Real Estate & Leasing	24	45	0.23	0.00	0.02	0.00	0.05	0.00	0.30	0.00
Professional, Scientific Services	13	44	0.62	1.79	0.06	0.18	0.12	0.36	0.81	2.33
Management of Companies	0	16	0.00	1.20	0.00	0.12	0.00	0.24	0.00	1.56
Admin Support/Waste Management	8	110	0.00	9.58	0.00	0.96	0.00	1.92	0.00	12.45
Education	132	71	4.85	0.00	0.49	0.00	0.97	0.00	6.31	0.00
Health Care/Social Assistance	57	413	0.00	21.79	0.00	2.18	0.00	4.36	0.00	28.33
Arts Entertainment	48	93	4.69	0.00	0.47	0.00	0.94	0.00	6.10	0.00
Accommodation/Food Services	36	5	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Other Services	108	81	72.00	3.25	7.20	0.32	14.40	0.65	93.60	4.22
Government	119	1	4.73	0.00	0.47	0.00	0.95	0.00	6.15	0.00
<b>Totals</b>	<b>746</b>	<b>2,416</b>	<b>156.63</b>	<b>166.74</b>	<b>15.66</b>	<b>16.67</b>	<b>31.33</b>	<b>33.35</b>	<b>203.61</b>	<b>216.76</b>

\* OTM = On The Map Data

### Housing Projections

**Table 7-5** presents twenty-year housing projections for Wagner based on the town's distribution of housing types. The program also provides production targets for various cost ranges of rental and owner-occupied units as shown in **Table 7-6**. The projections based on the following assumptions:

- The vast majority of new housing in the County will be at least 70% single family and 26% multi family housing. This is consistent to the 2020 owner/renter distribution of occupied housing in the Wagner.
- Owner-occupied housing will continue to be higher-valued units based on recent building trends and home values.
- Lower-income households will generally be accommodated in rental development.

The analysis indicates a need for about 167 housing units in the next twenty years (2020-2040). Of the total unit demand, 118 will be single family units, 43 will be multi-family units, 5 will be mobile homes, and 70 would be infill or replacement of dilapidated units. The projections equate to approximately 4 units per year over the twenty-year period.



**Table 7-5 Housing Unit Projections, Wagner, 2020-2040**

	2021-2025	2026-2030	2031-2035	2036-2040	Total
Projected New Units	24	24	24	25	97
Replacement of Lost Units	17	17	17	18	70
<b>Total Units Needed</b>	<b>41</b>	<b>41</b>	<b>41</b>	<b>43</b>	<b>167</b>
New Single Family Units	29	29	30	30	118
Multi-Family	11	11	11	11	43
Mobile Homes	1	1	1	1	5

It is important to note that affordable housing can be addressed partially through a filtering process. Thus, a unit that meets the needs of a high-income, empty-nester household may encourage that household to sell their current home to a moderate-income family. Filtering processes rarely satisfy an affordable need on a one-to-one basis, but they do realistically address part of the market demand.

**Table 7-6 Housing Market Segment Projections, Wagner, 2020-2040**

	2021-2025	2026-2030	2031-2035	2036-2040	Total
<b>Projected Units</b>	<b>41</b>	<b>41</b>	<b>42</b>	<b>42</b>	<b>167</b>
Owner Occupied	25	25	25	25	100
First Time Homebuyers	4	4	4	4	15
Workforce Homes	3	3	3	4	14
Professional Homes	6	6	6	6	25
Executive Homes	11	11	12	12	46
Renter Occupied	17	17	17	17	67
Subsidized	7	7	7	7	28
Workforce Units	6	6	6	6	24
Market Rate	4	4	4	4	15

**Table 7-7** lays out the detailed acreage that will be needed to accommodate the housing units projected in **Tables 7-6 and 7-7**. If growth in Wagner follows the projected population and housing unit trends, nearly 105 acres of land will be needed for residential development. The projections were based on the following densities and assumptions:

- Single family units at 2.5 units/acre
- Multi family units at 10 units/acre
- Manufactured homes at 4 units/acre
- 30% markup to account for infrastructure and reserve market demand.

Applying the unit type and density assumptions we can conclude that there will be about 81 net acres of land in demand for residential use in Wagner. A 30% markup in demand for land is used to account for roads, rights of way, and reserve market demand, so the total amount of land needed to accommodate future residential is approximately 105 acres.

**Table 7-7 Projected Housing Acreage Needed, Wagner, 2020-2040**

	2021-2025	2026-2030	2031-2035	2036-2040	Total
Single Family Units	18.6	18.6	18.8	19.0	75.0
Multi-Family	1.1	1.1	1.1	1.1	4.3
Mobile Homes	0.3	0.3	0.3	0.3	1.3
<b>Total</b>	<b>20.0</b>	<b>20.0</b>	<b>20.2</b>	<b>20.4</b>	<b>80.7</b>
30 % Markup (roads, market)	6.0	6.0	6.1	6.1	24.2
<b>Total All Land Uses</b>	<b>26.0</b>	<b>26.0</b>	<b>26.3</b>	<b>26.6</b>	<b>104.9</b>



## Future Development and Land Use

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The following principles were considered in the allocation of future land uses for the Wagner Plan:

### Employment Areas

- **Terrain:** Reasonably level and well-drained land outside the floodplain. It should have less than a 5% slope. Sites that slope more than 5%, provided the parcel is large enough, may be appropriate for office parks or other low-density business parks.
- **Range of Locations:** Where and whenever possible, the Town should offer a number of modest sized employment sites, distributed evenly in space, and offer choices for employers and developers with good accessibility to employees as opposed to very few large sites.
- **Adequately Sized Sites:** Employment centers need to be large enough to accommodate expansive one story buildings and accessory storage, loading, and parking areas. Sites should range in size between 2 acres to 10 acres or more.
- **Access to Transportation:** The desired transportation mode and type of access to each mode will be different for each type of employment land use. For most employment areas in Wagner, direct access to trucking routes and rail lines. Sites along the highway should have adequate depth from the road. In some cases, access or service roads may provide sufficient access for delivery vehicles and employees.
- **Access to Labor Force:** Depending on the type of employment offered by the particular land use, proximity to blue-collar, professional, and clerical labor forces need to be considered in site selection.
- **Visibility:** Some businesses need prominent highway sites for public relations purposes.
- **Utilities:** In addition to water, sewer, gas, and electricity, the Town should be aware of special utility needs of some businesses. In some cases, separate wells may need to be drilled and septic systems need to be installed.
- **Compatibility:** Industries that deal in noxious activities such as noise, glare, odor, smoke, traffic, and other emissions need to be carefully considered in terms of site selection.

Wagner should continue to seek out diverse economic opportunities for residents in the Industrial sector by providing attractive sites for future industrial and business park development. The city has several important primary assets that expanding or relocating company's desire such as schools, hospital, a high quality of life, updated regional airport facilities, labor force, and close proximity to major travel corridors. These amenities need to be enforced when marketing the community to outside businesses.

Potential industrial areas are found south of SD Highway 46 and Wagner Building Supply and north of Highway 46 just east of town. Potential lots remain in both areas where expansion of current or creation of new businesses could occur. Another potential employment area is located between Wagner Speedway and Wagner Airport. Wagner Area Growth also owns land just west of town along SD Highway 46 that would be suitable for industrial development.

## Commercial Areas

- **Access:** Accessibility to the market area and direct access to traffic is critical for commercial areas.
- **Terrain:** Sites should be reasonably level, well-drained, and outside floodplains.
- **Adequately Sized Sites:** Sites should be large enough to accommodate the quantity of retail, office, and commercial space to make the center work as well as the accessory uses of parking and loading. Sites should range from 1 acre to 10 acres or more in size.
- **Utilities:** Water and sewer are critical, especially in outlying areas not yet served by infrastructure.

Wagner's commercial areas serve an important economic function as well as a center for activity in the community. Maximizing commercial growth in specific areas or districts promotes orderly development and allows services to complement one another. Each commercial business plays a distinct role and serves a vital function for the City of Wagner. New construction, public improvements, land and building use changes, and improved zoning and subdivision ordinances will only serve to promote commercial growth.



Commercial areas along SD Highway 46 and Main Street will continue to be the driving force behind commercial development in the City of Wagner. Wagner should consider the implementation of programs that will enhance the physical appearance of its major commercial areas with regards to building improvements, landscaping, signage, and improving pedestrian traffic. Commercial activity is likely to increase in Wagner because of the location near the Yankton Sioux Tribe and the presence of a well-trained labor force.

Commercial areas along SD Highway 46 and Main Street will continue to be the driving force behind commercial development in the City of Wagner. Wagner should consider the implementation of programs that will enhance the physical appearance of its major commercial areas with regards to building improvements, landscaping, signage, and improving pedestrian traffic. Commercial activity is likely to increase in Wagner because of the location near the Yankton Sioux Tribe and the presence of a well-trained labor force.

## Residential Areas and Growth

The planning process is as concerned with "location" principles for residential areas as much as it is with "design" principles for neighborhoods. Neighborhoods need to be arranged into a pattern that makes up a communitywide design to accommodate the residential functions that extend beyond the immediate neighborhood. In general, residential neighborhoods should:

- Be a combination of dwellings, residential-supporting land uses (stores, café, bank, etc.), local community facilities (schools, day cares, etc.), transportation facilities, and open space (parks, greenways, etc.)
- Contain a range of housing types, sizes, and tenures suitable for many stages of the household life cycle for a range of incomes.
- Be designed for human scale. This implies being walkable and planned for people first, cars second; in every detail. A human scaled neighborhood will generally have a park or public space in the core area, surrounded by higher density dwellings, then lower density housing towards the edge. The general distance from the core to the edge is



usually between one quarter and one half mile. The neighborhood should also have a strong sense of place; meaning that a neighborhood has a focus. The core should be centrally located. The neighborhood should strive to maintain a balance of civic, social, and commercial uses (if the neighborhood can support them).

- Have excellent connection to the communitywide transportation system, but also protected from the intrusion of heavy traffic. It should also realize that streets are the center of the public environment and are multipurpose public spaces for both cars and people.
- Be comprehensively designed to incorporate a public space system consisting of streets and other path systems and open spaces such as plazas, greens, and so forth. It should also include private open spaces such as yards and gardens, and not overlook the need for commons, playgrounds, parkways, and greenways which can lead to the edge of the neighborhood.
- Adapt over time to changing conditions and inhabitants.

Wagner has a nursing home facility in the Good Samaritan Center, but there will eventually be a demand for places such as an assisted living center and/or an independent living complex.

There are several areas identified for residential growth in Wagner. The first place that could be dedicated for residential growth in Wagner is the "Swatek area" on the east side of town. This area contains approximately 60 acres. Other attractive areas include space south of the land owned by the Wagner Community School District and west of the Yankton Sioux Tribal Housing Area south of downtown. Also, an area identified for housing is on the northern edge of Wagner. The only barrier to development in this area is the creek nearby.

Other potential residential growth areas exist outside the Wagner city limits. Most of these areas are not ready for urban development with City services. Most rural residential areas would maintain their rural character. Locations outside the city would require annexation of these properties into the city limits and a significant investment in water, sewer, and streets if City services are requested.

### Public Uses

Another factor that could influence growth in Wagner is the emphasis placed on tourism as an economic development tool. As far as tourism is concerned, Wagner has plenty of options to help spur development, which should continue to be explored and effectively marketed to attract visitors to the region.

Development of parks and recreational facilities will continue to play an important role in improving the quality of life of local residents and attracting new residents and visitors to the community. Later developments could include construction of a trailhead or extension of the length of the trail as support and funding become more readily available. The City may wish to develop open space and recreational uses based on the following considerations:

- **Neighborhood parks** are the basic unit of a park system and serve a recreational and social purpose. The typical service area radius of a neighborhood park is between ¼

and ½ mile and is usually centrally located in a new neighborhood. The programming of a neighborhood park focuses more on the social aspect and less on playground features. Wagner does not have a neighborhood park per se, but neighborhood parks should be considered when planning future housing areas.

- **Community parks** are considerably larger in scale and serve a broader purpose than neighborhood parks, with a focus on meeting wide-ranging community recreation and social needs. Park development focuses on both active and passive recreation, with a wide array of programmed activities. Special use facilities and athletic fields are often located within these parks. Wagner has two community parks located at Wagner Lake (Chapman Park) and in the center of town. They contain playgrounds and picnic facilities. The Wagner Swimming Pool and ball field is considered a community park.
- **Regional parks** serve multiple communities and political boundaries. They usually occupy very large tracts of land and may be owned and operated by a separate entity or public agency. A key objective is preserving open space and ecological resources and habitats. Passive uses, such as hiking, canoeing, and nature viewing are the most common activities. The sports fields at Wagner Community School are considered a "regional park" due to their regional influence.
- **Open Spaces** are lands set aside for preservation of natural resources, open space, and visual aesthetics. Open spaces provide passive recreational opportunities in the form of trails and nature centers. Open space greenways can take several forms, but they usually form a network of interconnected open spaces throughout the community. The base criterion for defining open space is to preserve the highest quality and most unique landscape features of the city. This most often includes lakes, wetlands, creek corridors, bluff lines, and undisturbed natural areas. Wagner is surrounded by open space. Land may need to be acquired on a piecemeal basis in order to implement an open space system around the community. The other issue to be concerned with is properties filled with junk, so developing public-private partnerships will be important.

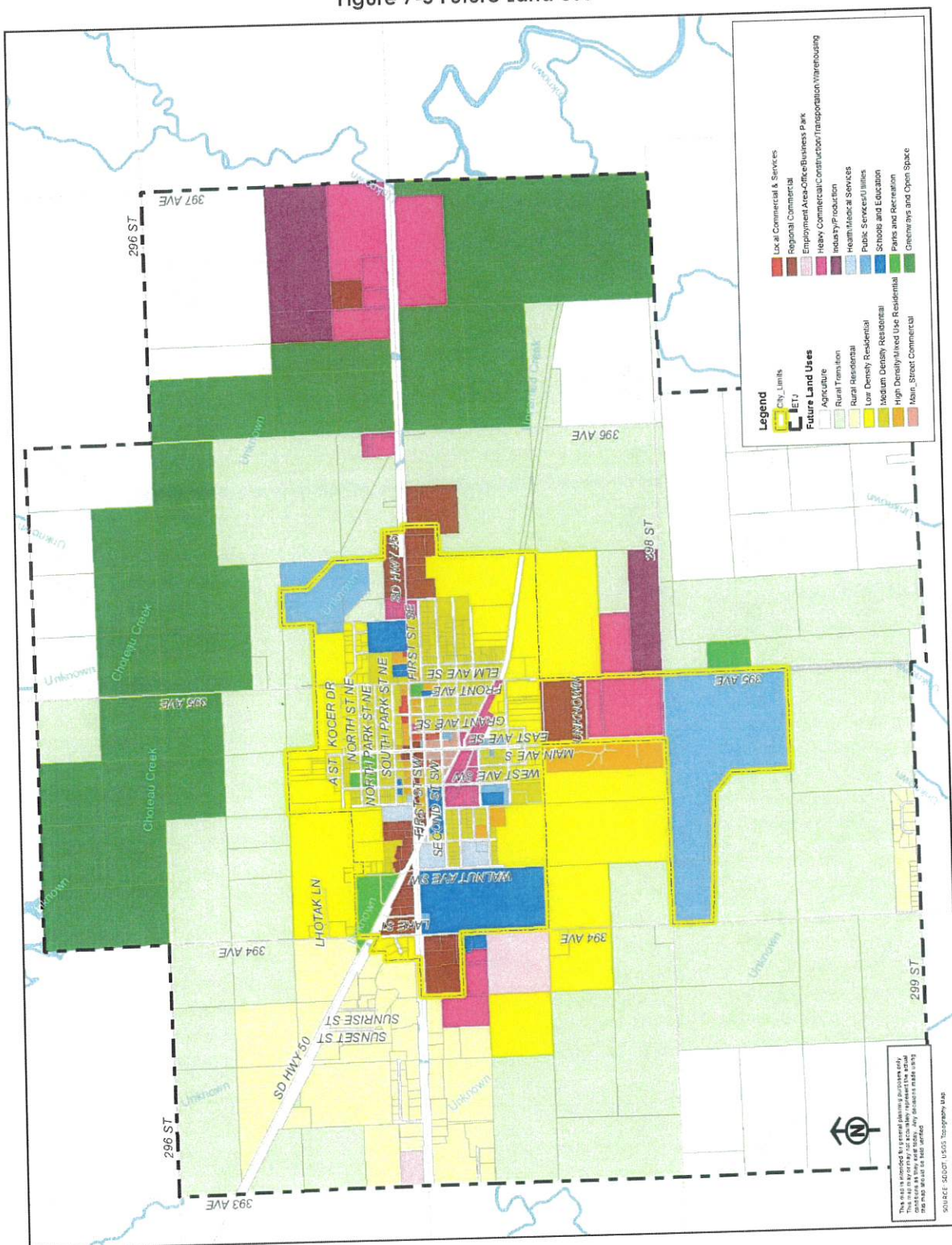
An important factor influencing where development might occur in Wagner is the cost of extending infrastructure, including roads, water lines, and sewer lines. Environmental constraints, including topographic and soil limitations, are also major considerations with several drainages and low areas near the community.

The purpose of a future land use map is to provide a reference guide for development. The various land use boundaries are defined by the factors noted above along with other external influences. The intent is to not prepare the "future" map in a vacuum but to look past what has occurred and plan what should reasonably be expected to happen in the next 10 to 20 years. While this map is a guide it may also be utilized as a reference document in support of future land use decisions.

The Future Land Use Map is presented in **Figure 7-5**. This map is intended to be a guide upon which a zoning map is prepared.



Figure 7-5 Future Land Use



In order to prepare for growth that may occur in the future, it is important for the City of Wagner to have some influence over how development occurs. This is the essence of zoning. Any future zoning ordinance or other type of land use control that is drawn up for Wagner should reflect the development potential of the city as outlined above and shown in **Figure 7-5**. In this way, future conflicts regarding land use will be minimized.

The land use controls should be designed according to four basic principles:

- Future development should be compatible with existing land uses.
- Future development should take advantage of existing public infrastructure and systems.
- Future development should be beneficial regarding the public health, safety, and general welfare.
- Future development should be consistent with the rights of citizens to use their property for lawful purposes.

Development proposals that do not follow these principles should be carefully evaluated before being implemented.

Areas beyond the city limits that expect to utilize city services should be incorporated into the city by the annexation process. Annexation will help prevent the emergence of rural subdivisions that do not want to follow city land use regulations. The annexed subdivisions or plats should provide an economic benefit to the city as tax revenues must help balance the cost of infrastructure to the new developments.

It is also important for Wagner to have some control over development that occurs in the area just outside the City's existing city limits. To achieve this, the City has defined an area extending approximately one mile beyond the city limits where it will have the power of extraterritorial jurisdiction (ETJ). The ETJ is shown in **Figure 7-6**. Land use within the ETJ is planned to remain primarily agricultural, although other uses could develop as conditions warrant. Some areas of the potential ETJ have already developed residentially, especially the area along SD Highway 46 just west of town. The ETJ gives Wagner some control over nearby development, which should allow the community to grow in a more orderly fashion. It also gives the City control over certain key locations that are currently outside the city limits.





## Chapter 8

### Goals, Objectives, and Plan Implementation

This chapter contains the development vision for Wagner. It is expressed through goals, objectives, and policies. A definition for each term is presented below.

**Goal** A general statement that reflects ideals, ambitions, or hopes.

**Objective** A statement concerning a specific target or purpose.

**Policy** A statement concerning an action or position that will be taken to help achieve an objective.

The goals, objectives, and policies are being presented under the following headings:

- Community Development
- Housing and Residential Development
- Economic Development
- Environment, Natural & Cultural Resources, and Agriculture
- Parks, Recreation, and Public Spaces
- Transportation and Utilities
- Public Services



## Community Development

Wagner is a close-knit community. The town has enjoyed steady development for over one hundred years. The following goals in Community Development could be viewed as "setting the course" for growth and development in Wagner for the next twenty years.

---

**Goal 1: *Promote a gradual increase in the number of residents.***

Objective 1: Provide new job opportunities and affordable housing in the community.

Objective 2: Promote Wagner as a regional center.

Policy 1: Industrial development should be analyzed for potential growth.

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**Goal 2: *Attract young families with children.***

Objective 1: Create a program to offer low-interest mortgages to young families willing to move to Wagner.

Objective 2: Provide affordable housing opportunities for teachers and nurses.

---

**Goal 3: *Encourage young people to stay in Wagner.***

Objective 1: Provide job-training opportunities.

Objective 2: Provide a wide variety of activities and amenities of interest to young people.

---

**Goal 4: *Create a climate of cooperation between Wagner, Charles Mix County, Yankton Sioux Tribe, and in areas of mutual concern.***

Objective 1: Seek to achieve consensus on major issues such as land use, energy, housing, and transportation.

## Housing and Residential Development

It is the goal of the City of Wagner to maintain existing housing and support a broad range of well-designed, affordable types of housing and provide residents with safe, affordable, healthy, and physically accessible homes that are connected to the resources they need to thrive.

---

**Goal 1 *The City of Wagner should encourage development of a variety of housing types to attract new residents and retain existing population.***

Objective 1: Update the 2012 housing market study to determine the best housing types, their timing and location in the community.

Policy 1: Market study should focus on infrastructure and housing intentionally designed for people of all abilities and ages.

**Goal 2     *Create a safe, clean, affordable living environment for the citizens of Wagner***

---

Objective 1: Properties in Wagner that are unattractive should be improved or removed.

Policy 1: Clean up dilapidated housing units by continuing to implement a rehabilitation/clean-up program.

Objective 2: Housing should be affordable for everyone.

Policy 1: The City or businesses in the city should investigate incentives for new construction.

Policy 2: Local banks should be encouraged to get involved with state and federal housing programs.

Policy 3: Citizens should be made aware of housing programs available to them for purchases, rehabilitation, or improvements.

**Goal 3     *Develop lots that are attractive, marketable, and buildable.***

---

Objective 1: Encourage infill development within the city limits.

Policy 1: The City should make available for sale vacant lots if possible.

Policy 2: The City should promote the development or redevelopment of vacant and underutilized properties, particularly those with potential to serve as a catalyst for more housing development.

Policy 3: The City should encourage development of housing in the Main Street Business District and new housing sectors located on the Future Land Use map.

Objective 2: Encourage development of lots on the edge of town or in areas where potential exists for new development.

Policy 1: Ensure that adequate infrastructure is in place to serve new development.

**Goal 4     *Housing should be regulated to an extent that is fair and equitable for all citizens***

---

Objective 1: Continue to support code enforcement.

Policy 1: The City should follow the codes in place regarding the delivery and placement of mobile or manufactured homes within the community.

Policy 2: The City should make absentee owners responsible and accountable for the maintenance and operation of their property within the community.

Policy 3: The City will continue to follow and enforce the adoption of the most recent International Building Code and International Residential



Code, and the Property Maintenance Code as published by the International Code Council, Inc.

Policy 4: The City should properly address the regulation of new building types such as "Tiny Homes," "Shouses," and others as new technologies are incorporated into building construction.

## Economic Development

Wagner continues to be a center for trade and employment. While strong in the agriculture, services, retail, and construction sectors, Wagner's employment levels lag behind in the manufacturing and government sectors. The community survey indicated that the residents would support increased economic development. The goals and objectives can focus on five basic components of economic development:

- Organizational Development
- Infrastructure Development
- Business Development
- Workforce Development,
- Community Cash Flow Development

### ***Goal 1: Provide a solid base for economic development in Wagner.***

---

Objective 1: Develop a common vision for economic development and prepare a strategic economic development plan to realize the vision.

Objective 2: Nurture Wagner Area Growth (WAG) to lead the charge in economic development.

Policy 1: Grow leaders within the organization and expand the volunteer base.

Policy 2: Include downtown and Main Street revitalization as part of WAG's work program.

### ***Goal 2: Provide an adequate system of infrastructure for economic development activities.***

---

Objective 1: Create areas conducive to industrial development in the land use plan for Wagner.

Policy 1: Examine the potential for existing, unused buildings for industrial uses before investing large amounts of capital in an industrial park.

Policy 2: Maintain an inventory of available buildings and land for business uses.

Objective 2: Provide adequate public services (including transportation, communication, and utility infrastructure) to new industrial areas.

Policy 1: Labor markets should be researched before actively recruiting small industries.

Policy 2: Industrial projects should be done as a collaboration between Wagner Area Growth and the City of Wagner.

Objective 3: Maintain an adequate social infrastructure (health care, schools, public services, and civic groups) to attract, retain, and expand businesses.

Policy 1: Carefully study the marketplace to determine which businesses are needed and actively recruit them.

Policy 2: Be sure that local amenities are provided to attract needed businesses.

***Goal 3: Create a productive environment for business development.***

---

Objective 1: Reduce the cost of doing business for local employers.

Policy 1: Promote and market the Small Business Development Center (SBDC) in Wagner.

Policy 2: Encourage efficiency through new, alternative energy sources.

Objective 2: Provide businesses with access to low interest loans.

Policy 1: Promote the Areawide Business Council (ABC) revolving loan fund in Wagner.

Objective 3: Promote entrepreneurship in Wagner.

Policy 1: Support and be constructively critical of innovative ideas from individuals and businesses.

***Goal 4: Wagner should invest in its workforce.***

---

Objective 1: Collaborate with the Wagner School District, South Dakota Department of Labor, Zenith School, and Yankton Sioux Tribe to enhance workforce development programs for area residents.

Objective 2: Consider a transportation-to-work program for eligible households.

***Goal 5: Wagner can be a center for trade and tourism in Charles Mix County and the region.***

---

Objective 1: Develop an organizing structure around tourism.

Policy 1: Wagner should be an active member of the Oyate Trail Association.

Policy 2: Market the community through publications and the internet.

Objective 2: Develop a few targeted, strategic, well-planned events to attract tourists.

Policy 1: Events should not conflict with the annual Wagner Labor Day Celebration.

Policy 2: Do not "overload" the schedule with events. Lean towards quality over quantity.

Objective 3: Develop businesses that cater to the leisure time of Wagner's residents and visitors.



Policy 1: Businesses such as restaurants and movie theaters should be properly sited to attract visitors and ensure ample parking.

Objective 4: Consider developing tourism-related projects and enhance existing attractions.

Policy 1: Study the feasibility of developing a meeting facility and cultural heritage center.

## **Environment, Natural & Cultural Resources, and Agriculture**

Being a small town, one does not have to travel far to experience the rich rural landscape surrounding Wagner.

### ***Goal 1 The City of Wagner should promote agriculture as the base of its economy***

Objective 1: Develop ways to retain the existing agricultural services in town and complement the services in neighboring communities.

Objective 2: Support added value of local farmers' products.

Policy 1: Maintain the farmer's market in town.

### ***Goal 2: Preserve the rural character of the Town***

Objective 1: Preserve and enhance open spaces on the edge of Wagner to maintain its open space and viewsheds of the rural landscape.

Policy 1: The City should hold discussions with the State of South Dakota concerning property maintenance and access along the major highways.

Policy 2: The City should promote a program to plant trees in the City parks and other municipal properties.

### ***Goal 3: Preserve precious natural resources in the immediate vicinity of Wagner***

Objective 1: Zone rural land for agricultural use or dedicate the land for conservation and/or open space.

Policy 1: Work with Charles Mix County on land use policies to protect natural resources within one mile of the corporate limits of Wagner.

Objective 2: Protect local groundwater resources.

Policy 1: All new housing in Wagner is required to tie into the existing sewer and storm sewer system.

Policy 2: Regulations are developed and enforced regarding the illegal disposal of trash, debris, and chemicals.

Objective 3: Encourage development where it will not have negative environmental consequences.

Policy 1: The City will encourage residential, commercial, and industrial development only in the areas designated for each type of development.

Policy 2: The City will encourage future development to be platted to incorporate as much of the natural drainage system as possible.

***Goal 4: Protect life and property from floods and other natural hazards.***

---

Objective 1: Protect flood-prone areas from development and mitigate existing development within flood plains.

Policy 1: Wherever possible, natural floodways and flood-prone areas should be promoted as open spaces.

Objective 2: Maintain a storm drain system and ensure free movement of storm water through the system.

***Goal 5: Protect historic buildings and sites***

---

Objective 1: Create a fund or seek grant assistance for the renovation of historic structures.

## **Parks, Recreation, and Public Places**

Wagner features a wonderful parks and recreation system consisting of parks at two distinct levels of service; neighborhood parks and community parks. Recreational activities such as swimming are also available in Wagner. In addition to the park system, the Wagner Community School District features baseball and football facilities on its campus. There are numerous opportunities to expand and enhance Wagner's offerings of parks and open space to its residents.

***Goal 1: Create a linked network of greenways and civic streets that connect open spaces, neighborhoods, and activity centers.***

---

Objective 1: Develop a greenway and trail system encircling the community.

Policy 1: Greenways and trails should be accessible to all residents of Wagner.

Objective 2: Connect parks and greenways with landscaped thoroughfares.

***Goal 2: Provide recreational facilities to meet the needs of newly developing areas.***

---

Objective 1: Create a hierarchical system of parks which serve varying levels of the community.

Policy 1: Neighborhood parks should have an approximate ¼ mile to ½ mile service radius.

Policy 2: Community parks should have the capacity to serve the Wagner market area and should be located at the edge of the community and/or neighborhood.



Policy 3: Regional parks should be located close to edge of the community and serve the multi-county area.

**Goal 3: *Distribute active recreation use across the geographical area of the town, guarding against over concentration of park resources in any neighborhood.***

---

Objective 1: Develop sports and recreational facilities in conjunction with the Wagner Community School District.

Policy 1: Ensure access to sports and recreational facilities for all residents.

**Goal 4: *Wagner should strive to provide centers for diverse community activities for its residents.***

---

Objective 1: Develop public uses for various vacant buildings in Wagner.

Policy 1: Vacant buildings should be considered for expanded uses or reuse as public facilities.

Objective 2: Develop new recreational facilities to meet changing needs of the community.

Policy 1: Facilities should be considered for development and inclusion within a strategic plan for implementation:

**Goal 5: *A variety of cultural resources should be available to all residents of Wagner.***

---

Objective 1: Increase public awareness of the Community Library by promoting its events and offerings on the City's website.

Objective 2: Preserve and enhance the County Historical Museum.

## Transportation and Utilities

**Goal 1: *Address functional issues that result from Wagner's position in the regional transportation system***

---

Objective 1: Create effective links to SD Highway 46, connecting to neighborhoods of the town.

Policy 1: Incorporate the construction and maintenance of streets and highways into a capital improvements plan.

Objective 2: Encourage continued use of a transit service for the elderly residents of the town.

Policy 1: Support Rural Office of Community Services transit programs.

**Goal 2: Provide enhanced movement around the city**

---

Objective 1: Encourage the continuation of Wagner's street pattern, which is a combination of gridded streets and blocks, which have an adequate degree of connectivity.

**Goal 3: Create a balanced system that also includes non-automobile modes, including pedestrian, bicycle, and public transportation.**

---

Objective 1: Implement a sidewalk management program that provides for the construction and maintenance an adequate pedestrian movement system in town.

Policy 1: Ensure that sidewalks are designed for pedestrian comfort and safety.

Policy 2: Require new homes and neighborhoods to provide sidewalks in the right of way.

Objective 2: Design and construct a multi-use trail system which connects with the greenway system.

**Goal 4: Wagner residents should have an ample supply of utility services available to them.**

---

Objective 1: Provide an adequate supply of telecommunications and energy is provided for all residents.

**Goal 5: Wagner should strive to develop sustainable resources**

---

Objective 1: The feasibility of wind, solar, and other forms of sustainable energy in Wagner should be studied.

Objective 2: All organizations in Wagner should develop plans to become "green" in terms of operations and facilities.

## Public Services

It is the goal of the City of Wagner to ensure that its citizens receive a high level of public services.

**Goal 1: The City shall maintain an efficient public service delivery system.**

---

Objective 1: The City shall maintain its transportation system.

Policy 1: The City shall routinely schedule chip seal/maintenance.

Policy 2: The City shall construct new or repair existing streets as necessary. The City shall apply for state and federal assistance whenever possible.

Policy 3: Continue to maintain the city street shop and equipment and purchase off state surplus if possible.

Policy 4: The City shall maintain a designated truck route.



Objective 2: The City shall maintain adequate utilities to serve its population.

Policy 1: The City should schedule regular maintenance checks on water and sewer system.

Policy 2: The City should apply for state and federal assistance whenever possible when considering major improvements to its water and sewer system.

Objective 3: The City should create a Capital Improvements Plan, enabling the City to plan, budget, and implement large facilities and improvements.

Objective 4: The City should promote its school, library and other cultural resources.

Policy 1: The City should continue to work with school officials in order to offer public access to its facilities such as the fitness center and adult education programs.

Policy 2: The City should continue to promote an active lifestyle by allowing free access to the Wagner Community Center.

Objective 5: The City should strive to offer quality social services.

Policy 1: The City should continue to encourage alcohol/drug treatment services for residents in need.

Policy 2: The City should encourage employees and residents to seek mental health care when needed.

Objective 6: The City should promote quality, affordable, health care facilities.

Policy 1: The City should continue to support the hospital and associated services to help accommodate its residents.

Objective 7: The City should provide adequate police and fire protection as well as emergency services.

Policy 1: The Fire Department should continue to actively maintain volunteers.

Policy 2: The Ambulance Service should continue to be maintained and expanded.

Policy 3: The City should seek state and federal assistance whenever possible.

## Plan Implementation

The previous chapters, with their narratives and maps, are the core of the Wagner Plan. This section addresses the scheduling of plan implementation by both public agencies and private decision-makers.

This section summarizes the policies and actions proposed in the Wagner Plan, and presents projected time frames for the implementation of these recommendations. These recommendations include various types of efforts:

- Policies, which indicate continuing efforts over a long period to implement the plan. In some cases, policies include specific regulatory or administrative actions.
- Action Items, which include specific efforts or accomplishments by the community.
- Capital Investments, which include public capital projects that will implement features of the Wagner Plan.

**Who:** The entity or organization that should be responsible for implementing the specific action item.

- Government (Gov): May include the City of Wagner, Charles Mix County, or the Yankton Sioux Tribe
- Public: May be local government, development organization, or a collaboration of civic organizations.
- Private: Generally financial institutions, developers, builders, or citizen volunteers.
- Partnership (P'Ship): Partnership between public and private entities.

**Timeframe:** When the specific action item should be implemented.

Short: Present up to 5 years.  
Medium: 5 – 10 years  
Long: 10 – 20 years



**Community Development**

Action(s)	Who	Short	Medium	Long
Create a "Wagner Welcome Packet" for new residents or new homeowners.	Public	X		
Involve local banks in affordable homeownership loan programs.	P'Ship	X	X	X
Maintain and enhance the community's website.	Public	X		
Develop a partnership with the Regional Technical Education Center (RTEC) and Mitchell Technical College to promote their programs.	P'Ship	X		
Strive for a production goal 4 new housing units per year	P'Ship	X	X	X
Encourage Charles Mix County Commission and Yankton Sioux Tribe to attend City Council meetings and vice versa.	Gov	X	X	X

**Housing Development**

Action(s)	Who	Short	Medium	Long
Update the Wagner Housing Market Study	Public	X		
New growth areas should include a variety of housing types	P'Ship	X		
Maintain residential, building, and maintenance codes by adopting the most recent editions of the codes.	Gov	X	X	X
Add supplementary regulation language in the Wagner Zoning Ordinance that addresses the location, appearance, and bulk of "Tiny Homes" and "Shouses."	Gov	X		
Construction and/or conversion of independent living residential development for seniors.	Public		X	
Rehabilitate or repurpose the Good Samaritan Center nursing facility	Private		X	

**Economic Development & Tourism**

Action(s)	Who	Short	Medium	Long
Develop a strategic economic development plan	Public	X		
Develop employment areas in phases, beginning with the first phase south of Wagner Raceway	P'Ship		X	
Develop Armory into an Expo Center <ul style="list-style-type: none"> <li>Conduct a feasibility study for uses</li> <li>Conduct fundraising activities</li> </ul>	P'Ship P'Ship	X	X	
Develop a workforce development program with the Regional Technical Education Center (RTEC), Mitchell Technical College with local participation by the Wagner Community School, Yankton Sioux Tribe, and the Zenith School.	P'Ship	X	X	
Work with the Rural Office of Community Services on a transportation to work program	Public		X	
Develop a regional meeting facility. <ul style="list-style-type: none"> <li>Conduct a feasibility study</li> <li>Conduct fundraising activities</li> </ul>	P'Ship P'Ship	X	X	



**Environment, Natural & Cultural Resources, and Agriculture**

Action(s)	Who	Short	Medium	Long
Collaborate with area producers to maintain and enhance the Wagner Farmer's Market	Public	X	X	
Provide space for a "community kitchen" for local food producers and institutions	Public	X		
Improve drainage flow on Unnamed Creek on the south side of town.	Gov	X		
Study drainage issues on the north and east side of town.	Gov		X	
Preserve the Charles Mix County Museum	Public		X	

**Parks, Recreation and Natural Resources**

Action(s)	Who	Short	Medium	Long
Incorporate neighborhood parks and playgrounds in new developments	Private	X	X	X
Develop recreational facilities <ul style="list-style-type: none"> <li>• Disc golf course</li> <li>• Pickleball courts</li> <li>• Soccer fields</li> </ul>	Gov	X	X	
Develop a greenway along the north end of town <ul style="list-style-type: none"> <li>• Secure funding for greenway development</li> <li>• Acquire property for greenway</li> <li>• Build a trail system with shelters and benches</li> </ul>	Gov	X	X X	X
Convert vacant buildings into usable community facilities: <ul style="list-style-type: none"> <li>• Convert bath house at Wagner Lake into an outdoor theater</li> <li>• Convert old gymnasium into activity/recreation center</li> </ul>	Public		X	X
Enhance the entrance to the County Historical Museum	Public			X
Expand camping and facilities	Public	X		



**Transportation and Utilities**

Action(s)	Who	Short	Medium	Long
Develop a Highway 46 Corridor Plan and subsequent appearance codes.	P'Ship	X		
<b>Expanded Arterial and Collector System:</b>	Gov			
<ul style="list-style-type: none"> <li>Upgrade 394<sup>th</sup> Avenue to arterial.</li> <li>Extend Walnut south to 7<sup>th</sup> St.</li> <li>Extend Hickory south to 7<sup>th</sup> St.</li> <li>Extend North St. west to Walnut</li> <li>Extend Haar Ave. south</li> <li>Extend 4<sup>th</sup> St. East to Haar Ave</li> </ul>			X	
		X	X	X
			X	X
<b>Utility Improvements</b>	Gov			
<b>Water System</b>				
<ul style="list-style-type: none"> <li>Connect mains by airport to lines by School</li> <li>Extend main under North Street west to Walnut</li> <li>Connect main under Poplar Drive to main along SD Hwy 46</li> </ul>		X	X	X
<b>Sanitary Sewer System</b>		X		
<ul style="list-style-type: none"> <li>Install main under S. Walnut Ave.</li> <li>Install main under North St. between Main Ave. and Walnut St.</li> <li>Install main under Hickory Ave.</li> <li>Lagoon improvements</li> </ul>			X	X
<b>Sidewalk rehabilitation and development:</b>	Gov			
<ul style="list-style-type: none"> <li>An assessment of the condition of the sidewalk system.</li> <li>Development of a phased, annual program of sidewalk repairs funded by bond or general revenues.</li> </ul>		X	X	

**Public Services**

Action(s)	Who	Short	Medium	Long
Develop a capital improvement plan	Gov	X		
Record City Council and other public meetings and post audio file on City's website	Gov	X		
<b>Develop community education program to include course such as</b>	P'Ship			
<ul style="list-style-type: none"> <li>Creative writing</li> <li>Industrial arts</li> <li>Home economics</li> </ul>		X	X	
<b>Public facility priorities</b>	Gov			
<ul style="list-style-type: none"> <li>Expand City Hall</li> <li>Update maintenance shop</li> <li>Upgrade pool</li> </ul>		X	X	

### **Adoption of the Comprehensive Plan**

Following are the steps necessary for the adoption of the Comprehensive Plan:

1. The Planning Commission shall hold at least one public hearing, notice of the time and place of which shall be given at least ten days in advance by publication in a newspaper having general circulation in Wagner.
2. The Planning Commission shall send the recommended Comprehensive Plan to the City Council.
3. The City Council shall hold at least one public hearing, notice of time and place of which shall be given at least ten days in advance by publication in a newspaper having general circulation in Wagner.
4. The Comprehensive Plan must be adopted by resolution of the City Council by not less than a majority vote of its members. The resolution shall expressly refer to the maps, descriptive matter, and other items that make up the plan and all attached documents. The action taken shall be recorded on the adopted plan by the identifying signature of the Mayor.
5. The action of the City Council, in adopting the Comprehensive Plan, shall be filed with the city finance officer.
6. A summary of the Council's action is sent to the City Attorney for approval.
7. Once the City Attorney approves the Comprehensive Plan, the summary is published once in the official city newspaper. Included in the summary is a notice that the public may inspect the full Comprehensive Plan, during normal business hours, in the office of the finance officer.
8. The Comprehensive Plan takes effect twenty days after the publication of the summary.

### **Zoning and Subdivision Regulations**

Upon adoption of the Comprehensive Plan by the City Council, the Planning Commission may wish to begin revising the Zoning Ordinance.

The overall purpose of a zoning ordinance is to regulate the use of land in order to promote health, safety, and the general welfare of the City. The existing Zoning Ordinance provides for eight zoning districts:

AG	Agricultural
R-1	Single Family Residential
R-2	Two Family Residential
R-3	Multi-Family Residential
MHP	Manufactured Home Park
C	Commercial
HC	Highway Commercial
I	Industrial
P	Public/Semi-Public



There are a variety of land use regulation options available to local governments within the State of South Dakota. A zoning ordinance is the most common and relied upon method of regulating or controlling the use of land. In many situations a zoning ordinance is the first step in a series of regulations. Various common options available for regulating the use, development, appearance, or maintenance of property are detailed below.

- **Zoning Ordinance:** The City is currently operating a Zoning Ordinance and may revise certain sections in the near future. In addition, the City has secured Extra-Territorial Zoning Jurisdiction for an area approximately one mile outside of the City's corporate boundaries to facilitate orderly growth on the City's periphery.
- **Subdivision Regulations:** These rules usually follow the adoption of zoning regulations and are considered the second step in land use planning regulations. The intent of a subdivision ordinance is to:
  - ✓ Regulate the subdivision of land;
  - ✓ Coordinate streets and roads;
  - ✓ Promote planned infrastructure development;
  - ✓ Address drainage and flood control;
  - ✓ Minimize cut and fill operations;
  - ✓ Foster efficient and orderly urban growth compatible with the natural environment;
  - ✓ Prevent premature land subdivision; and
  - ✓ Promote and protect the interests of all members of the community.

The zoning ordinance was based on existing land uses and the expectation that private citizens, developers, contractors, and other affected persons would have petitioned for rezoning to assist in identifying specific districts upon the zoning map.

### **Housing, Building, Health, and Environmental Codes**

Wagner implemented an effective codes program, which is a necessary element in order to maintain and improve the City's overall housing quality. Codes must be enforced to be effective. Only by continuing with a strict, but fair, enforcement program can a community hope to improve its housing stock and maintain a healthy and attractive environment. A sound code enforcement program will pay dividends for Wagner by helping to attract new businesses to the community, and compelling current businesses and residents to stay.

### **Annexation**

As Wagner grows, additional land outside of the city may be needed for development, although there is currently a large amount of land inside the city limits that is not being utilized. Still, the potential exists for scattered development, whether residential, commercial, or industrial. Large, rural land parcels are sometimes needed for new subdivisions, industrial uses, and commercial facilities.

Because of this, community leaders and residents of Wagner need to be aware of, and plan for, the possibility of annexation. Planning prior to development can greatly facilitate the annexation of property into Wagner. Careful consideration must be given before annexation so that the areas annexed do not become a liability to the city.

### **Capital Improvements Program**

The land use regulations detailed above are able to provide the regulations necessary to guide the development of the City. These regulations do not provide for future public facilities. A Capital Improvements Program (CIP) is a means to develop public facilities through identifying immediate and future needs based on population, growth, and development. The advantages of implementing a CIP include: fiscally sound budgeting and planning thereby ensuring a stable tax rate, planning, engineering, and other professional studies can be completed in a "non-crisis" atmosphere, assurance that the projects can be carried out within the means and needs of the City, and increased coordination between agencies, governmental entities, and commercial or private interests having responsibility for public facility construction.

The Wagner Planning Commission and City Council should examine and analyze the financial status and resources of the City each year and revise the CIP as necessary. As projects in the CIP approach a planned construction date, the city should continue to seek detailed planning and engineering studies.