

## Chapter 1 Introduction

### Authority and Purpose

The Wagner Comprehensive Plan is an advisory document adopted by the local government in order to help guide the growth and development of the community. Physical, social, and economic conditions are studied and analyzed together since they all interrelate and affect each other. Through comprehensive planning, local officials have a sound and coordinated plan to follow when development decisions must be made. This plan establishes the foundation for Wagner's planning initiatives by:

- Providing pertinent historical and contemporary data;
- Describing significant trends and conditions; and
- Outlining development goals and objectives, and then identifying specific policies that may help the community achieve these goals.

Chapter 11-6 of South Dakota Codified Laws (SDCL) provides the authority for municipalities to prepare comprehensive plans to guide their physical, social, economic, and environmental development. The comprehensive planning process can benefit Wagner by:

- Establishing a baseline of data from which the City can measure future progress;
- Protecting the tax base;
- Encouraging the distribution of population and land uses that will facilitate the most efficient use of the public infrastructure;
- Lessening governmental expenditures; and
- Protecting and conserving natural resources.

The City of Wagner will implement this plan through whatever ordinances, policies or controls as may be necessary. Implementation measures will change over time as conditions warrant.

### Structure

This document is divided into several chapters. This first chapter outlines the purpose of the comprehensive planning process, highlights the main development issues facing Wagner, and provides a brief historical sketch of the community.

Chapters 2 through 6 focus on existing conditions in Wagner. Chapter 2 describes the physical environment in Wagner, including topography, soils, and climate. Chapter 3 provides a broad outline of community facilities and services available in Wagner, including utilities, the transportation network, health care, education, and emergency services. Chapters 4 through 6 contain demographic, housing, and economic information pertaining to Wagner, most of it gathered from the United States Census. Statistics for the nearby towns of Chamberlain, Gregory, Wagner, Tripp County, the State of South Dakota, and the United States are included for comparative purposes.

In the final three chapters, the focus shifts to the future of Wagner. Chapter 7 begins by describing the current pattern of land use in the community, and then identifies areas where different types of development appear to be most suited. Maps are included that show the existing pattern of land use and the proposed future pattern. Chapter 8 outlines the City's primary development goals and objectives, and then proposes specific policies that the City can follow to achieve the identified goals. Chapter 9 closes the document by describing how Wagner can implement the policies.

The Wagner Comprehensive Plan is a basis for regulatory policies, and it should be periodically updated. Revisions in background data is appropriate after each census or as significant information becomes available. The entire plan should be updated every 10 to 15 years. Although Wagner is considered a rural community, it is still subject to a wide range of social, economic, and environmental influences that constantly change. A comprehensive plan cannot adequately describe or anticipate all of these factors, but it does establish a baseline of information and a systematic process that can be used to evaluate future issues.

### **Primary Issues**

Although this document pertains to a wide array of issues in the community, business development and housing development are particularly important and require special attention. To successfully address these and other development issues will require foresight and progressive leadership. This is particularly true for communities like Wagner, which can be heavily affected by outside forces, such as a decline in farm commodity prices or depopulation of the rural countryside.

The loss of population occurring in many rural areas of South Dakota is of particular concern. As long as this trend continues, the future of cities like Wagner remains uncertain, and planning for the future takes on even greater importance. In addition to progressive leadership, effective planning will require citizen participation. Therefore, public information and input will be important factors in determining how Wagner develops.

### **Location and Historical Background**

The City of Wagner is a classic Midwestern railroad town. The original town was laid out by the Milwaukee Land Company in 1900. It was named after Walter Wagner, the first appointed postmaster, who erected a tarpaper covered store and was granted a postal right by the U.S. Government. Mr. Wagner took a group of Milwaukee Road officials on a fishing trip, which was so successful they named the town after their host.

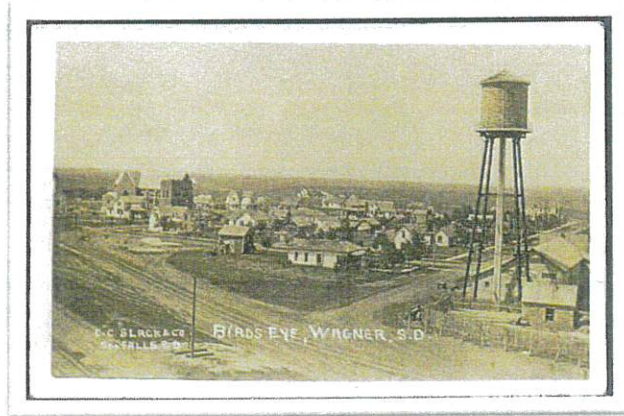


Wagner was originally located three and one half miles south of its present site. Before 1895, the Yankton Sioux Tribe settled on land that would later become Charles Mix County. Wagner was referred to as "Tar Paper Town" or "TESPANA" by the Yankton Sioux Indians.

The town was dedicated in April 1901. The majority of Wagner's population was comprised of immigrants from Holland, Norway, Sweden, and Czechoslovakia. The immigrants poured in the Wagner area when it was opened for homesteading in 1895.

Near Wagner is the Yankton Sioux Reservation. Known as the "Ihanktonwan Dakota Oyate" or "People of the End Village," the Yankton Sioux Tribe has its lands along the Missouri River bottom. Tribal headquarters are located in Marty, SD, also home to Marty Indian School.

The Tribe maintains a bison herd that roams freely near the Treaty of 1858 Monument north of Greenwood. The monument pinpoints the spot where a treaty designating land for the Dakota Sioux was signed.



Just north of the Treaty Monument is Struck by the Ree's grave. The legend surrounding Struck by the Ree begins in the days of Lewis and Clark. As the story goes, Captain Lewis took a Yankton baby and wrapped him in an American flag, saying he would grow up to be a friend of the white man. This boy grew up to become Struck by the Ree, a highly respected Yankton chief. A stone statue commemorating this great leader marks his gravesite.

Wagner's general location is on the Missouri River in the southern portion of Charles Mix County, South Dakota. **Figure 1-1** shows Wagner's location in South Dakota and the location of other counties and metropolitan communities of the state. **Figure 1-2** shows Wagner in Charles Mix County and the relationship with the townships and communities that surround the town. Wagner is located on South Dakota Highway 46 and several business locations are situated to profit from local and non-resident travelers. The closest micro-politan area is Yankton 50 miles to the southeast and closest major metropolitan area is Sioux Falls, about 85 miles also to the northeast (as the crow flies).

Figure 1-1: Location in SD

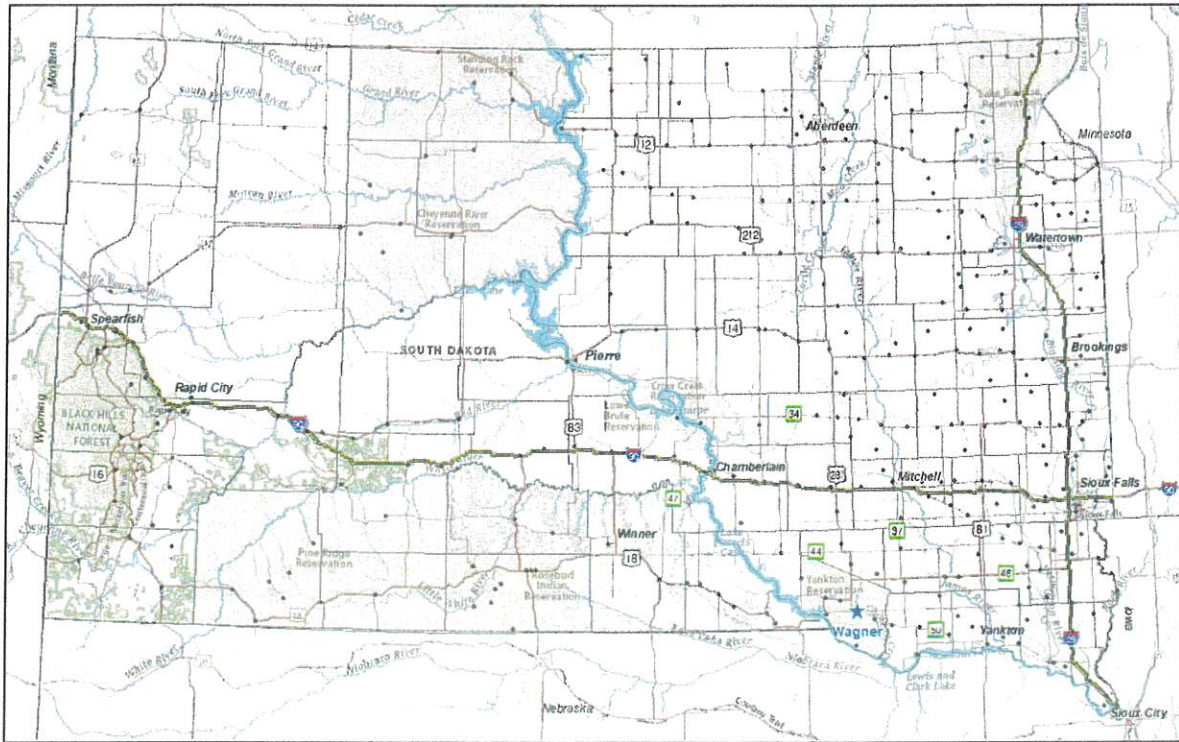
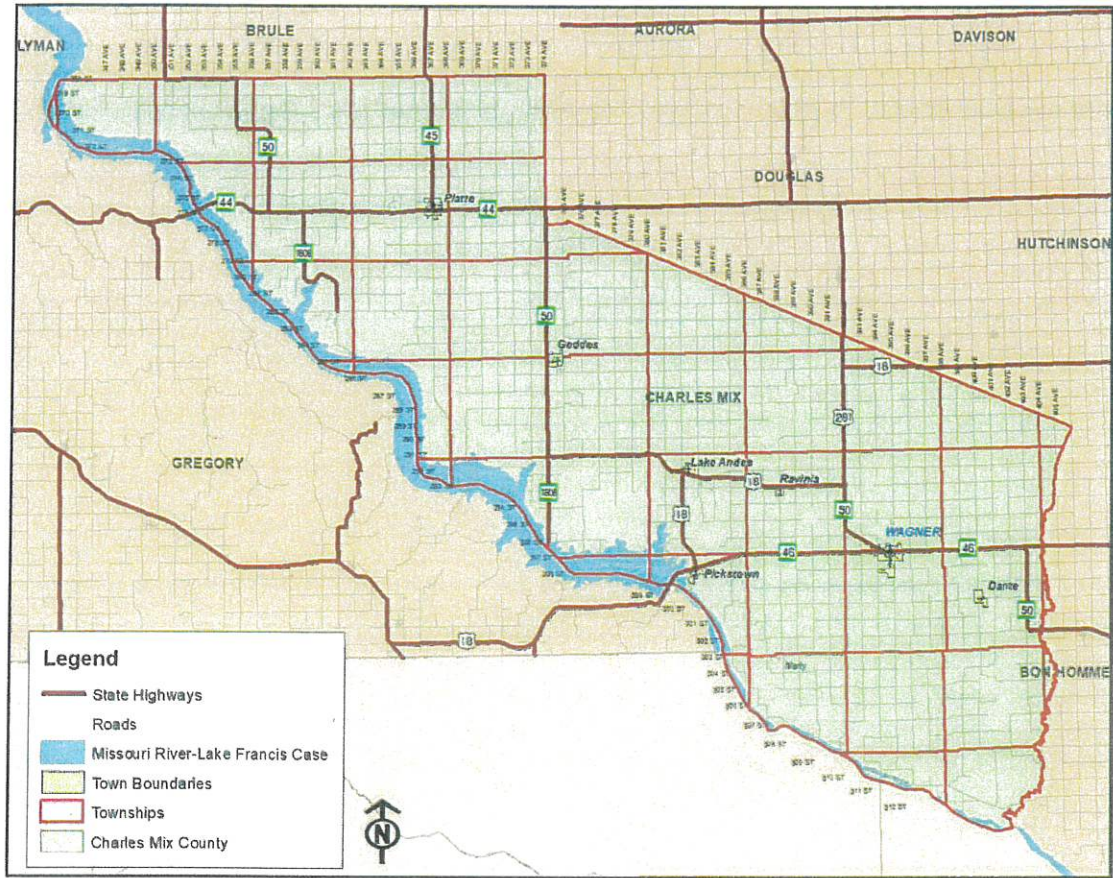


Figure 1-2: Location in Charles Mix County



## Chapter 2 Physical Conditions

### Landscape

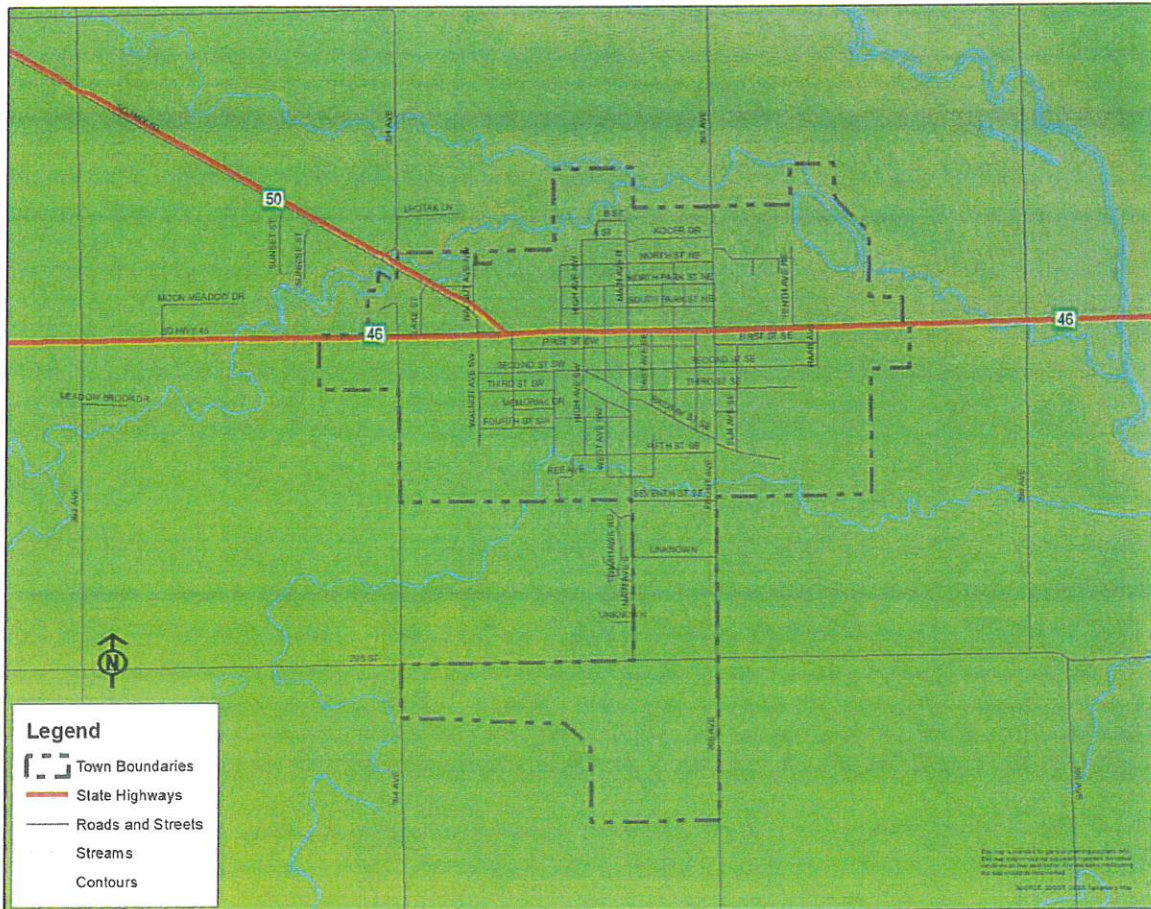
Charles Mix County is located in the south-central portion of the State of South Dakota. Charles Mix County lies within the Coteau du Missouri division of the Missouri Plateau. The Coteau du Missouri consists of gently rolling and hilly end moraines of the Mankato Substage of the Wisconsin Glaciation and nearly level to undulating moraines. Much of the material deposited on the ground moraines is silty drift. The steep trench of the Missouri River is along the southwestern border of the county. Most of the breaks along the river are clayey and are underlain by Pierre shale. The flood plain along the Missouri River is inundated by Lake Francis Case above Fort Randall Dam.

Andes, Choteau, and Platte Creeks are the major drainageways. All of the drainageways in the county are intermittent and flow in the spring and after heavy rains. Except for Andes Creek, which drains into Lake Andes, they drain into Lake Francis Case or the Missouri River.

Elevation ranges from about 1,220 feet above sea level in the southeastern part of the county to about 2,130 feet in the northwestern part. The lowest elevation is on the flood plain along the Missouri River.

**Figure 2-1** shows the topographical features of Wagner and the surrounding area. It is the "7 ½ minute" map produced by the United States Geological Survey. The map (and subsequent ones) reveals environmental issues such as areas that may have potential for flooding. The areas of concern are; the streams just north of the town and the lagoon on the east side of the town, whose floodplains and slopes limit urban development.

Figure 2-1; Topography



## Soils

An examination of the soils in the Wagner area will assist in determining which areas are best and least suited for development. Soils develop from the weatherization of geologic minerals as well as the decomposition of plant and animal remains. Soils can be described as belonging to a "soil association." A soil association is a unique natural landscape that has a distinct pattern of soils, relief, and drainage. Typically, a soil association consists of many different soil types.

The soil association in and around Wagner is the Sansarc association. The landscape is characterized by steep slopes and deeply entrenched drainageways. The soils generally are very steep or steep but are moderately sloping on some side slopes. Because of the steep slopes, runoff management and landslides are a concern. Generally, the Sansarc association supports rangeland and wildlife habitat. It is generally unsuited to cultivated crops, building site development, and sanitary facilities. Presented below, and shown in **Figure 2-2**, are the specific soil types that occur in Wagner. More detailed information is

available in the Soil Survey of Charles Mix County, South Dakota, published by the U.S. Department of Agriculture, Soil Conservation Service.

The following soils are most prominent within Wagner:

- **Highmore Silt Loam (HgA), 0-2% slopes.** This deep, well-drained, nearly level, and very gently sloping soil is on uplands. Runoff is slow. This soil is most prominent in the Wagner area. The shrink-swell potential is moderate.
- **Eakin-Ethan Complex (EeB), 2-6% slopes.** These deep, well-drained, gently rolling soils are in areas on uplands where slopes generally are short and complex. Runoff is medium. The shrink-swell potential is moderate.
- **Onita Silt Loam (On).** This deep, moderately well drained soil is in swales on uplands. It is occasionally flooded. Runoff is slow. The shrink swell potential is high in the subsoil and moderate in the underlying material.
- **Eakin-Ethan Complex (EeC), 6-9% slopes.** These deep, well-drained, gently rolling soils are in areas on uplands where slopes generally are short and complex. Runoff is medium. The shrink-swell potential is moderate.
- **Ethan Clarno Loams (EtD), 9-15% slopes.** These deep, well-drained, strongly sloping soils are in areas on uplands where slopes are short and complex. Runoff is medium. The shrink swell potential is moderate.
- **Salmo Silty Clay Loam.** This deep, poorly drained, level soil is on flood plains along large drainageways. Runoff is slow. The shrink-swell potential is moderate.
- **Highmore Eakin Silt Loams (HhB), 2-6% slopes.** These deep, well-drained, undulating soils are on uplands. Runoff is medium. The shrink-swell potential is moderate.

**Table 2-1** shows some of the important characteristics of the soils described above. For the purposes of this plan, these characteristics are especially important as they relate to new housing development. The specific soil type in an area proposed for development should be evaluated before houses, or other structures, are allowed to be built. Building on inappropriate soils may result in environmental damage and additional public and private expense. MAP 2.6 illustrates the slope percentages of the land in Wagner. Most of the slopes in the Wagner vicinity are less than 5%, which should accommodate most urban uses.

Flooding potential is obviously an important factor. Information on frost action is relevant because some soils can cause substantial damage to pavement and other structures after they thaw in the spring. Silty and clayey soils that have a high water table in the winter are most susceptible to frost action. Map 2.7 shows the flood zones in Wagner. Most of the urbanized area is located outside of a 100 year floodplain. However, a corridor runs along the southern edge of the community which has been labeled as AE, meaning that base flood elevations have been determined for a 100 year flood plain. Private property dominates this zone. If any future development happens in this area, recreational or greenway uses are recommended.



The final two columns show the various soils' suitability for septic tanks and road construction. As the table shows, none of the soil types in Wagner are really well suited to road construction due to their low strength. However, most limitations can generally be overcome with various engineering techniques, so these should not be of great concern.

**Table 2-1: Soil Properties**

Soil Type	Dwellings with Basements	Commercial Buildings	Limitations for Septic Systems	Limitations for Road Construction
HgA Highmore Silt Loam	Moderate: Shrink Swell	Moderate: Shrink Swell	Severe: Percs Slowly	Severe: Low Strength
EeB Eakin-Eihan Complex	Moderate: Shrink Swell	Moderate: Slope, Shrink Swell	Severe: Percs Slowly	Severe: Low Strength
On Onita Silt Loam	Severe: Flooding	Severe: Flooding, Shrink Swell	Severe: Flooding, Wetness, Percs Slowly	Severe: Low Strength, Flooding, Frost Action
EeC Eakin-Eihan Complex	Moderate: Shrink Swell	Moderate: Slope, Shrink Swell	Severe: Percs Slowly	Severe: Low Strength
EID Eihan Clarno Loams	Moderate: Shrink Swell, Slope	Severe: Slope	Severe: Percs Slowly	Severe: Low Strength
Sa Salmo Silty Clay Loam	Severe: Flooding, Wetness	Severe: Flooding, Wetness	Severe: Flooding, Wetness, Percs Slowly	Severe: Low Strength, Flooding
HhB Highmore Eakin Silt Loams	Moderate: Shrink Swell	Moderate: Slope, Shrink Swell	Severe: Percs Slowly	Severe: Low Strength

SOURCE: Soil Survey of Tripp County, USDA Soil Conservation Service

Soil suitability for dwellings with basements and small commercial buildings in Wagner is shown in **Figure 2-3**. Most all of the soils within Wagner city proper are very limited in building site suitability. Construction can occur within Wagner city limits, but soil testing should be done prior to excavation to determine if any amendments to the soil are required. Wetlands in Wagner are shown in **Figure 2-4**. Wetlands should not present a major problem for potential development in Wagner.

Figure 2-2; Wagner Area Soils Map

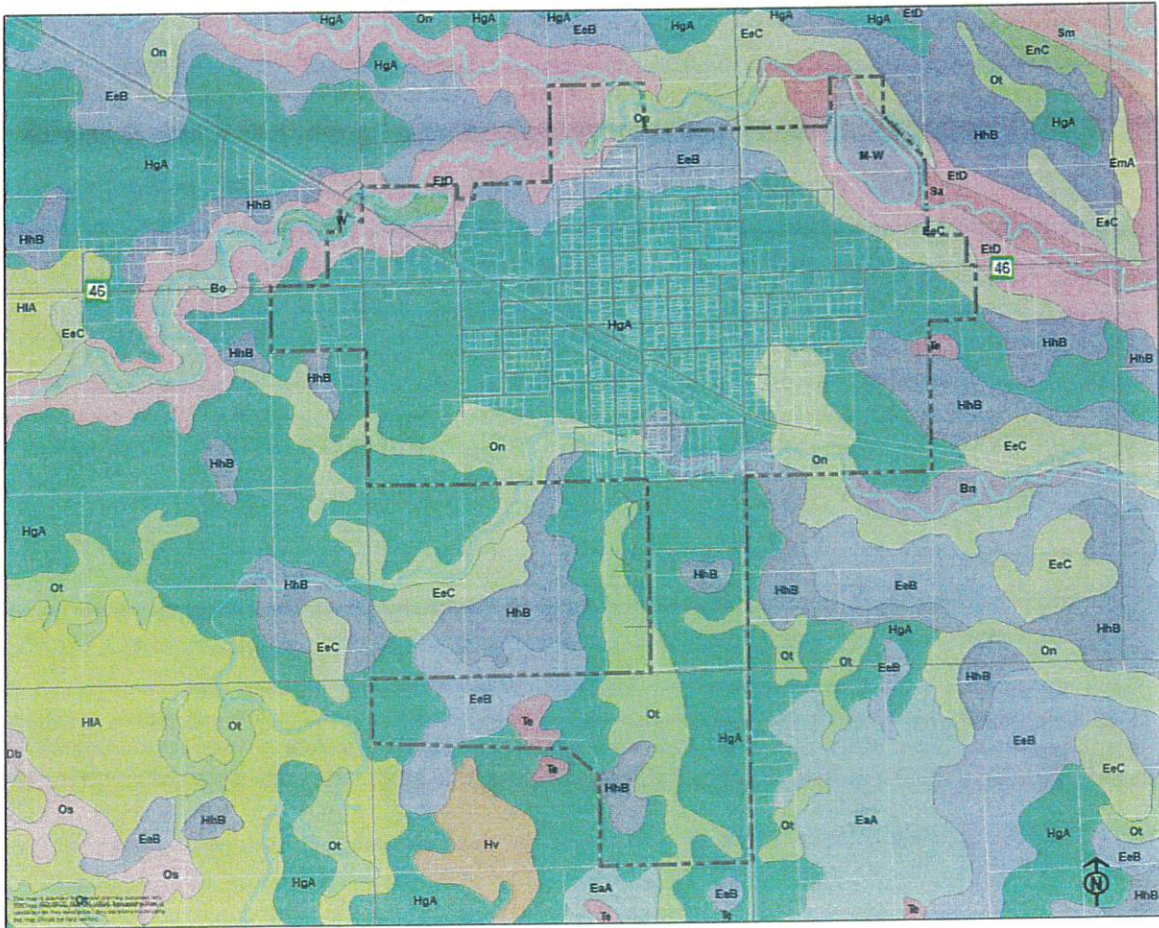


Figure 2-3; Soil Limitations for General Development

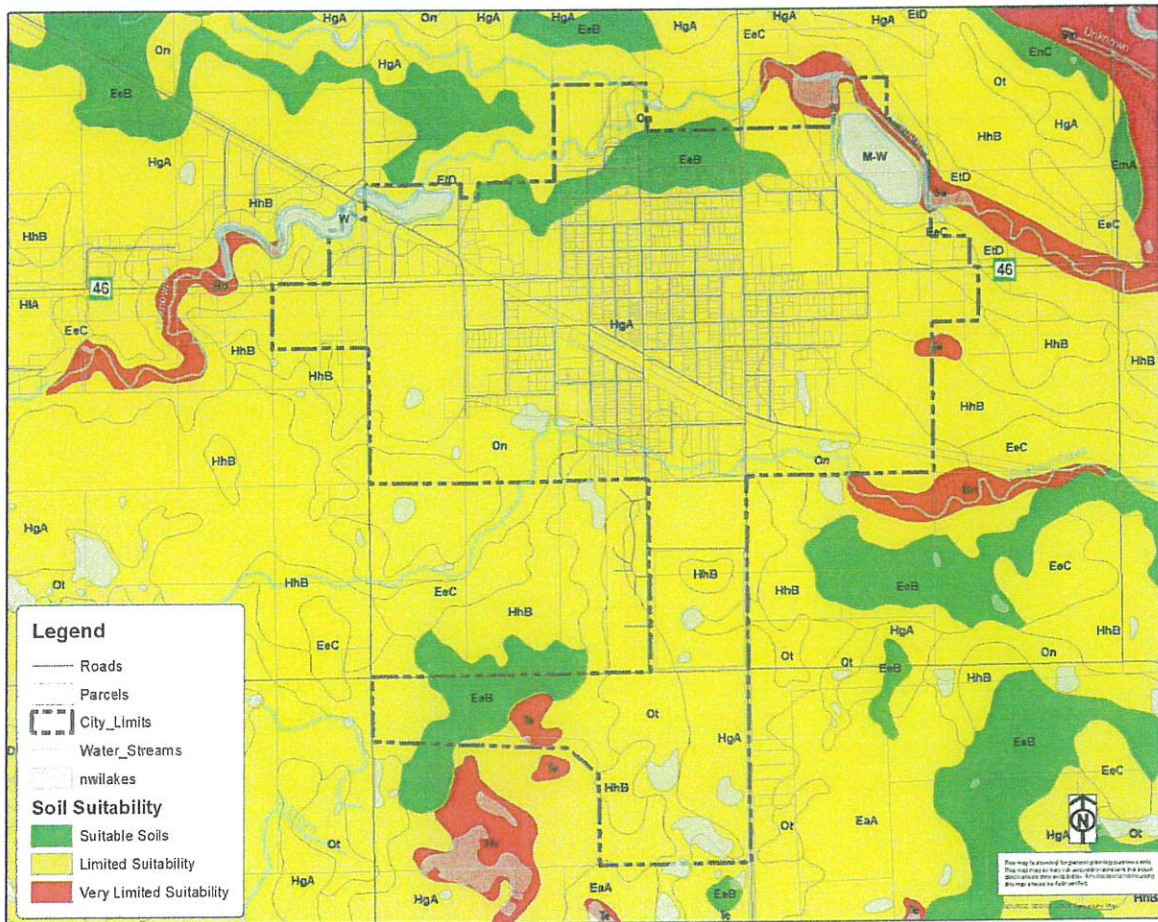
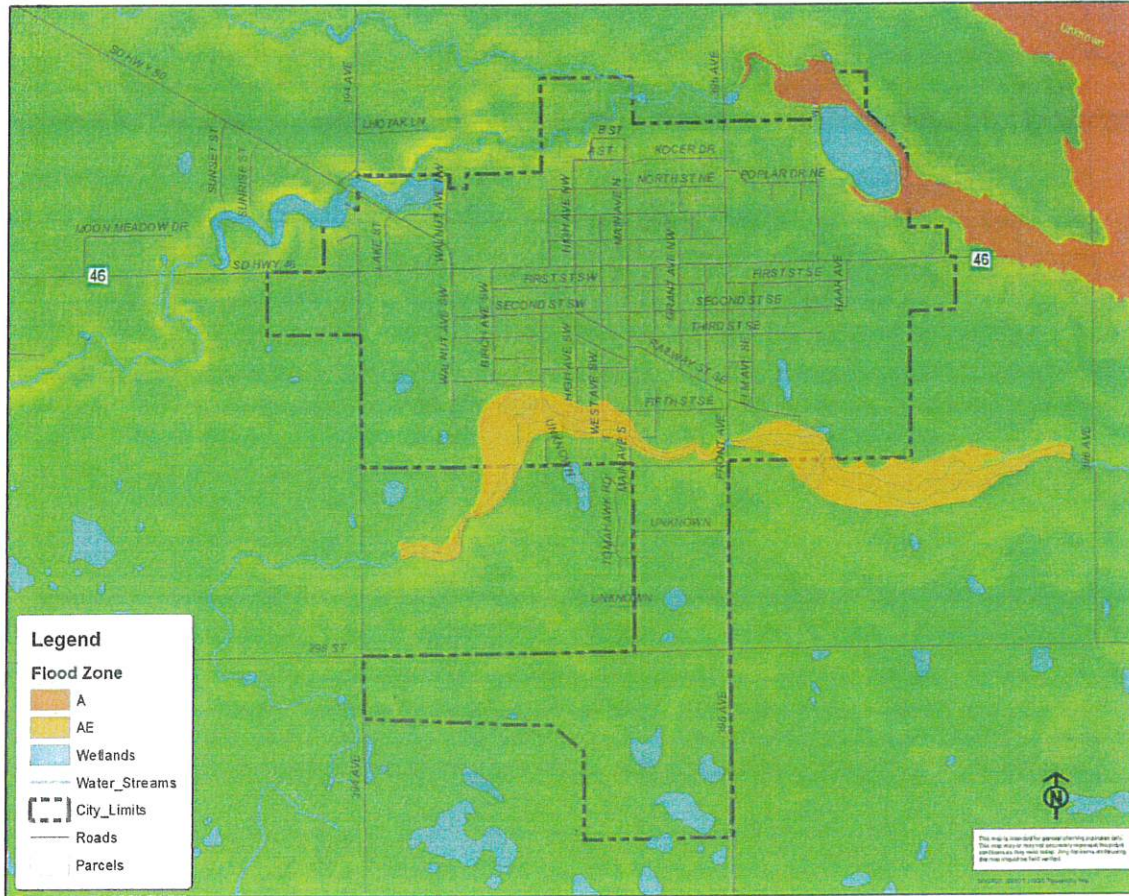


Figure 2-4; Wetlands and Flood Zones



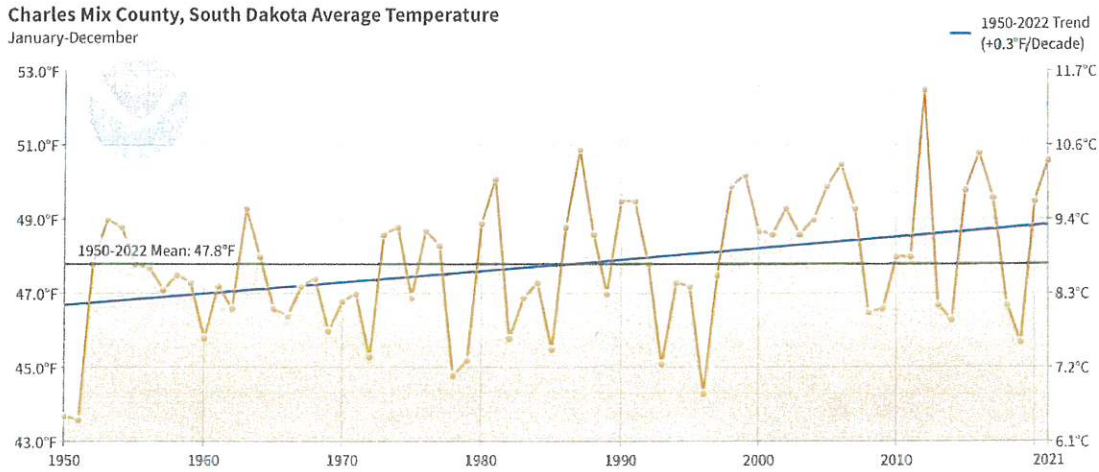
## Climate

Climatic conditions can affect local development in a variety of ways. Temperature extremes determine the amount of insulation required for houses and buildings, and the amount of rainfall dictates the size of drainage pipes and culverts needed to prevent flooding. Prevailing wind patterns should be taken into consideration when large, polluting industries or big cattle feeding operations are being planned for an area.

**Figure 2-5** shows the average annual temperature in Charles Mix County between 1950 and 2022. The average annual temperature has wavered between 43 and 52 degrees Fahrenheit, factoring in all daily high and low temperatures. Over the past 70-plus years the annual temperature in Charles Mix County has averaged 47.8 degrees. The average

temperature has increased by 0.3 degrees per decade since 1950. The typical first frost occurs around October 20 and the last frost occurs around May 14.

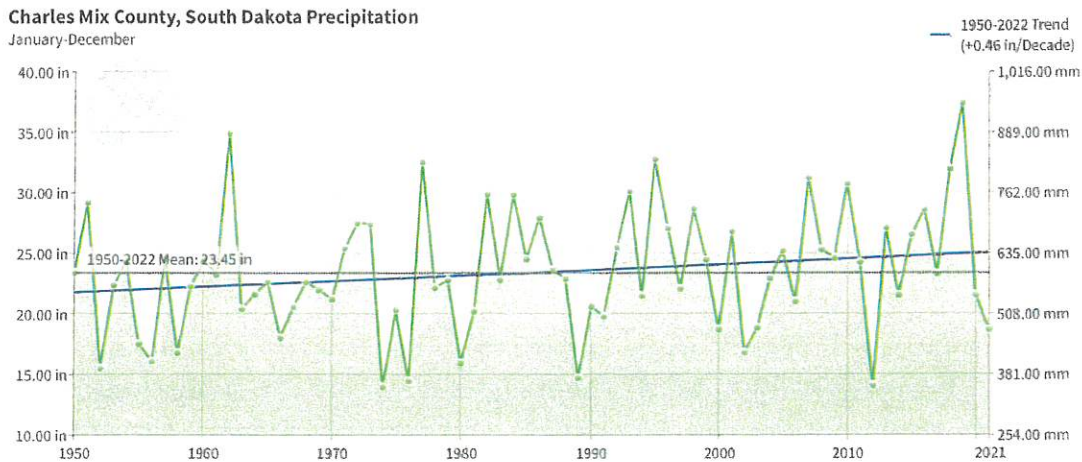
**Figure 2-5; Average Temperature, Charles Mix County**



**Figure 2-6** displays precipitation figures for the Wagner area between 1950 and 2022. The annual average precipitation recorded in Lake Andes is 23.45 Inches. The average annual precipitation has increased by 0.46 inches per decade since 1950.

Snowfall generally begins in late October and continues until April, averaging approximately 24-32 inches annually. Wagner receives the most rainfall generally in May and June. The average yearly rainfall for the area is 21.15 inches measured between 1950 and 2020.

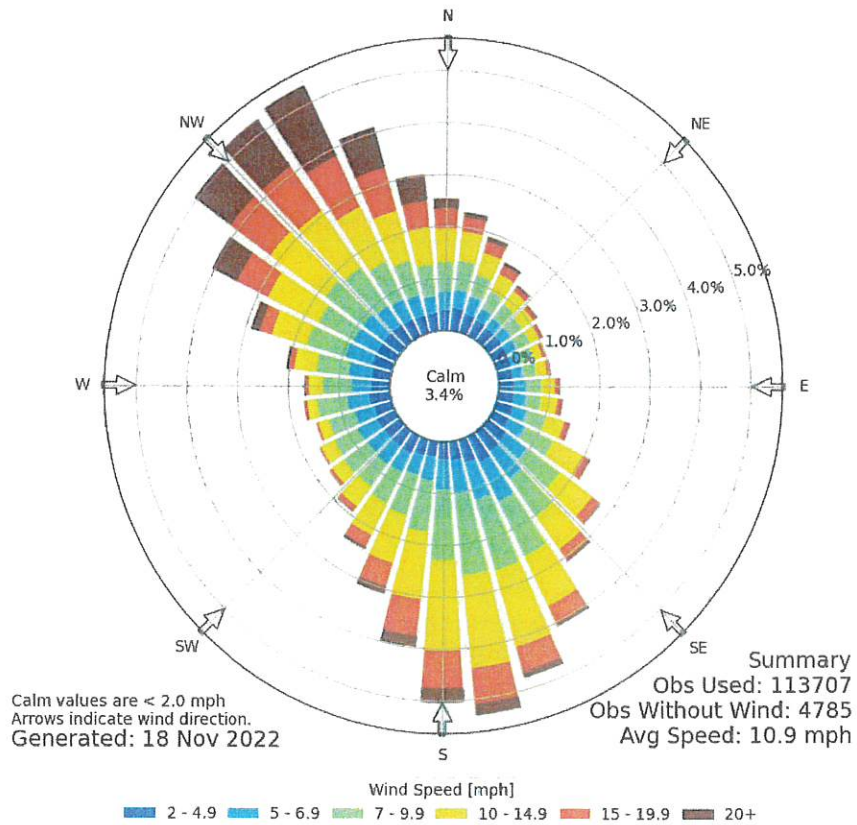
**Figure 2-6; Average Precipitation, Charles Mix County**



Wind direction during the summer is generally from the south, and during the winter it is usually from the northwest. However, wind intensity can vary within short distances because of differences in terrain, vegetation, and buildings. The wind rose in **Figure 2-7** illustrates the frequency of the directions and intensity of wind in Lake Andes. The wind

generally blows with more intensity from the northwest at a greater percentage throughout the year.

Figure 2-7; Annual Average Wind Data, Lake Andes (2008-2022)



Source: [https://mesonet.agron.iastate.edu/sites/site.php?station=ICR&network=SD\\_ASOS](https://mesonet.agron.iastate.edu/sites/site.php?station=ICR&network=SD_ASOS)

## ENVIRONMENTAL

### PLANNING CONSIDERATIONS

#### City Planning Challenges

The following environmental related challenges are expected over the next 10 years:

- ✓ Development pressures in areas with environmental limitations such as steep slopes, poor drainage, and flood hazard potential; and
- ✓ A continued emphasis on development outside of the city limits which could present conflicts with recreational or agricultural land uses.

#### Policy Recommendations

In addressing the challenges, the Wagner City Council should consider the following recommendations.

- 1) Development should be discouraged from areas having obvious environmental limitations;
- 2) State and federal agencies should be utilized for their expertise in protecting environmental resources whenever a development proposal has the potential for conflict; and
- 3) City environmental assets should be clearly identified and monitored to better inform the public and developers about sensitive areas.

## Chapter 3 Community Facilities

### Government

Under South Dakota's classification of towns and cities, Wagner is a second-class municipality. Wagner is an incorporated municipality having the ability to control matters within its corporate limits. The city can adopt ordinances, license and regulate activities, create law enforcement agencies, levy taxes, and enter into contracts. The head of the local government is the Mayor, and there are six members that serve on the city council.

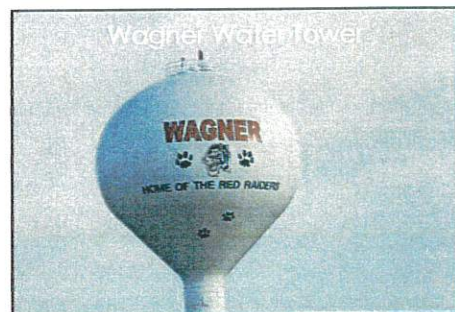
The City of Wagner currently operates with the aldermanic form of government. The mayor and council continue to be responsible for making policy decisions for the community. To carry out the goals, objectives, and policies of the City, five key administrative positions are appointed. They include the City Attorney, Finance Officer, Engineer, Public Works Director, and Public Safety Commissioner.

### Water

Water service to Wagner's 733 connections (of which 196 are businesses) is provided from the Randall Community Rural Water District. The rural water system has a contract with Wagner for a total pumping capacity of 500 gallons per minute. The purchase of the current demand for water costs the City a monthly base charge of \$4,013 and \$1.30 per one thousand gallons delivered by Randall. All of the old wells that were previously used to supply water to the City have been capped.

The City has approximately 63,000 feet of water pipes, including mains and service lines ranging from 4 to 10 inches. Approximately 35,000 feet is PVC, 10,000 feet is CIP, and 18,000 is ACP. The current calculated peak demand for water is 1,225 gallons per minute. The water pressure in the system is consistently above the minimum criteria of 40 psi. Fire flow capacity in the system is adequate, meeting the minimum ISO guideline of 500 gallons per minute.

The community recently erected a new storage tank with the capacity to hold 400,000 gallons of drinking water at a height of 150 feet. The total required storage for a community is generally considered to be the equalization of storage plus the larger of fire or emergency storage. Therefore, it is estimated that the City should have storage of 326,000 gallons (226,200 gallons of storage plus 99,000 gallons of emergency storage).





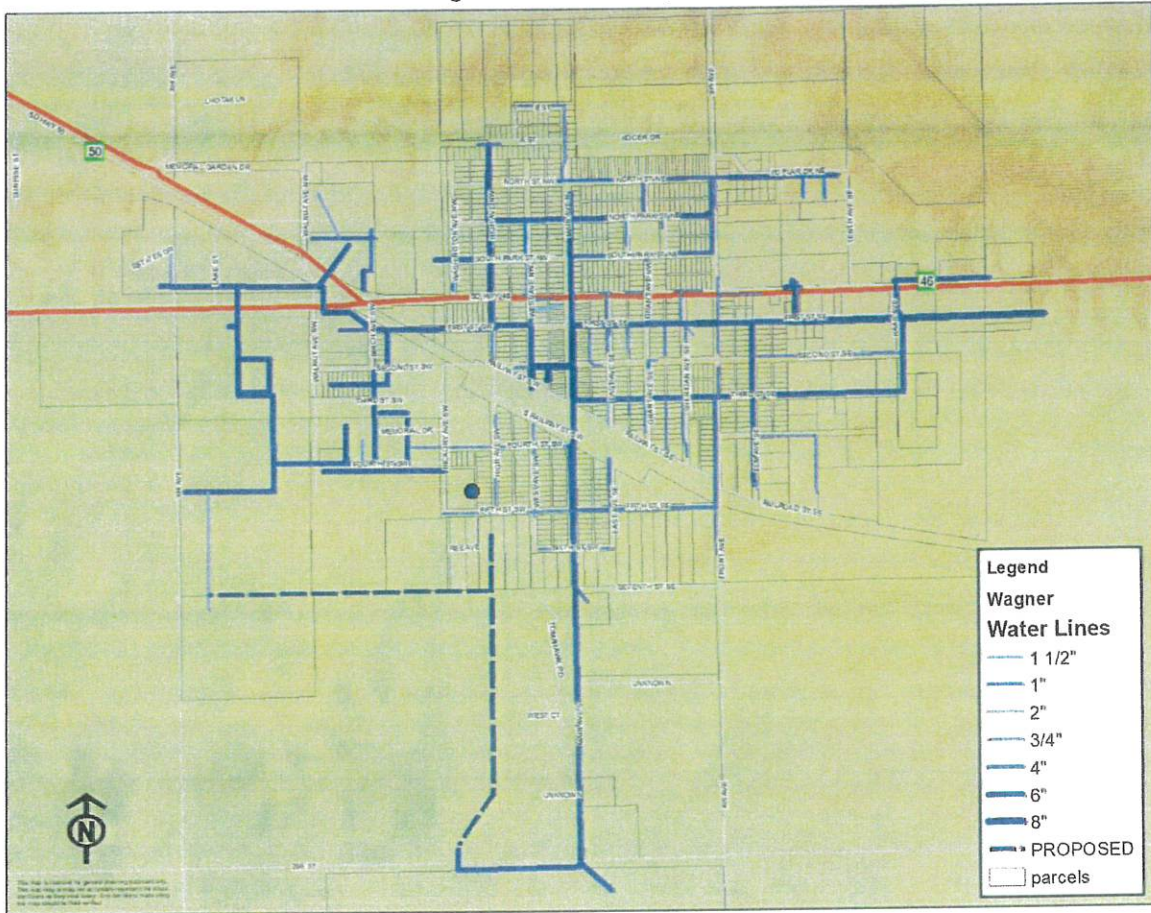
The City charges a hookup fee of \$150. The following rates apply to water and sewer customers in Wagner:

**Table 3-1: Water and Sewer Rates in Wagner**

<b>Water Rates</b>	
<b>Usage</b>	<b>Rate</b>
<b>Base rate</b>	\$24.99
<b>Per 1,000 gallons</b>	\$5.10
<b>Surcharge</b>	\$0.79/user/month
<b>Sewer Rates</b>	
<b>Usage</b>	<b>Rate</b>
<b>Base rate</b>	\$25.06
<b>Per 1,000 gallons</b>	\$5.10
<b>Surcharge</b>	\$15.81/user/month

Wagner's water lines are generally in good condition. Although, in several locations throughout the city, there are problems associated with low pressure. These locations experiencing peak pressures near the minimum 20-psi acceptable limit are adjacent to the Blue Tank and are due to elevation differences. As with many communities, Wagner needs to identify water upgrades that will further address the issues with low pressure, aging or deteriorating water lines, and improved water service and quality. **Figure 3-1** details the locations of water mains.

Figure 3-1: Water System



### Sewer and Solid Waste

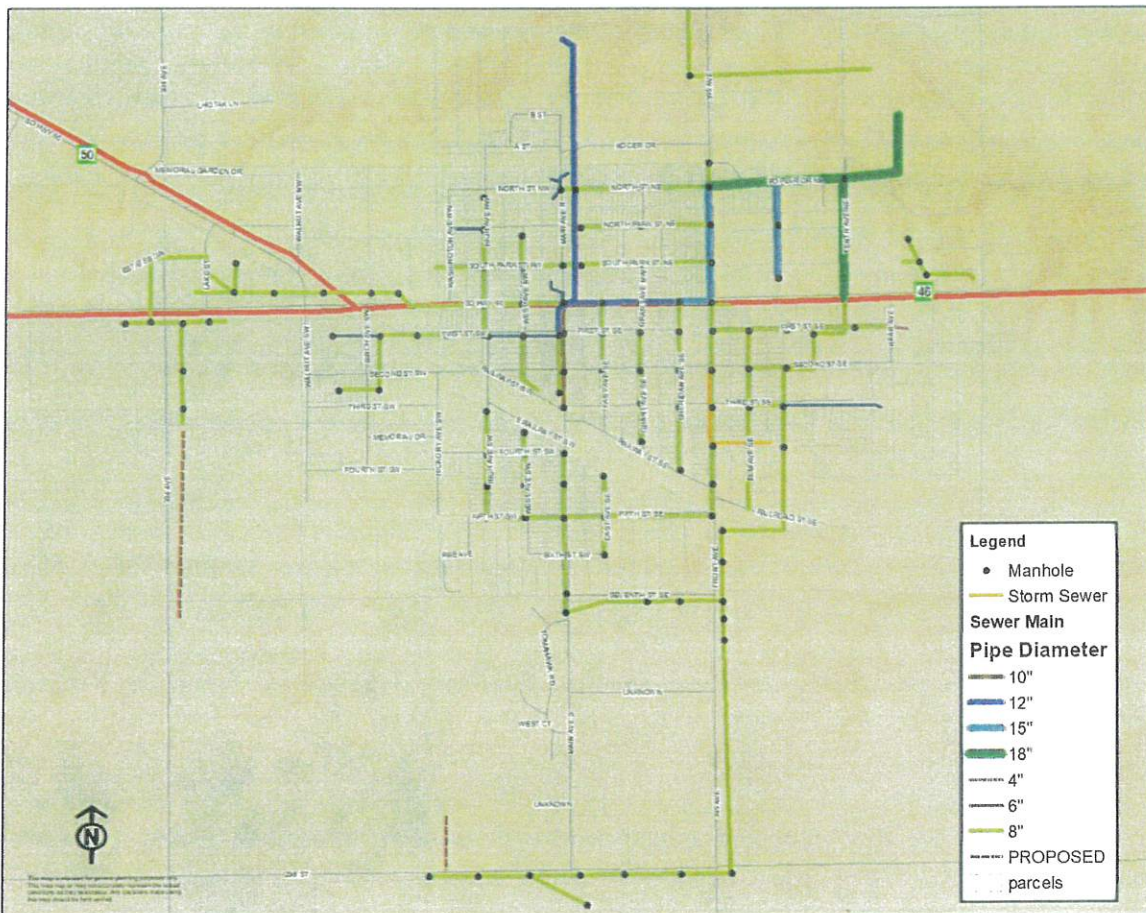
The core of Wagner's collection system consists of approximately 68,000 feet of 6 inch to 15 inch vitrified clay pipe (VCP), polyvinyl chloride (PVC) pipe, and asbestos cement pipe, a 2 inch PVC force main and an estimated 51,000 feet of 4 inch service lines. The original system was installed in 1928. There are approximately 193 manholes and three lift stations. The average domestic wastewater flow in Wagner is approximately 284,000 gallons per day.

Sanitary sewer flow in a sanitary sewer collection system is generally composed of wastewater from homes, businesses, industry and infiltration and inflow (I&I). Water that enters the collection system through bad pipe joints, manhole walls and cracked pipe is referred to as infiltration. Water that enters the system from perforated manhole covers, improperly abandoned lines, storm sewer connections, roof drains and basement sump pumps that are connected to the sanitary sewer system is called inflow. Normal systems are designed to accommodate a reasonable level of I&I. However, when I&I becomes excessive, the system can become overloaded.

Wagner's treatment ponds are located approximately ¼ mile northeast of the City. The treatment system consists of three storage/treatment cells and two infiltration percolation basins. A lift station pumps the first cell to the second cell. The treatment facility operates under a permit from DENR. The first cell was constructed in 1958 with the remainder of the system coming along in 1988. The first cell has a surface area of 20.9 acres and a depth of 3 feet. The second cell has an area of 12.95 acres and a storage depth of 6 feet.

The current monthly rate for wastewater usage is a flat fee of \$25.06. The location of Wagner's sewer mains, manholes, catch basins, and potential new mains are shown in Figure 3-2

Figure 3-2: Sewer System



### Transportation

Wagner is located at the confluence of South Dakota Highways 46 and 50. Highway 46 is the primary major highway that bisects Southern Charles Mix County and is well maintained. Average daily traffic counts are available from the Department of Transportation for the vicinity.

*From the East:*

The average daily traffic (ADT) count on SD Highway 46 entering Wagner from the east is 3,245 vehicles and 428 trucks. This section is projected to have an ADT of 4,857 vehicles in 20 years.

*From the West:*

The ADT on Highway 46 on the west end of Wagner is 3,505 vehicles and 368 trucks. This segment is projected to have an ADT of 5,180 vehicles in 20 years.

*From the North*

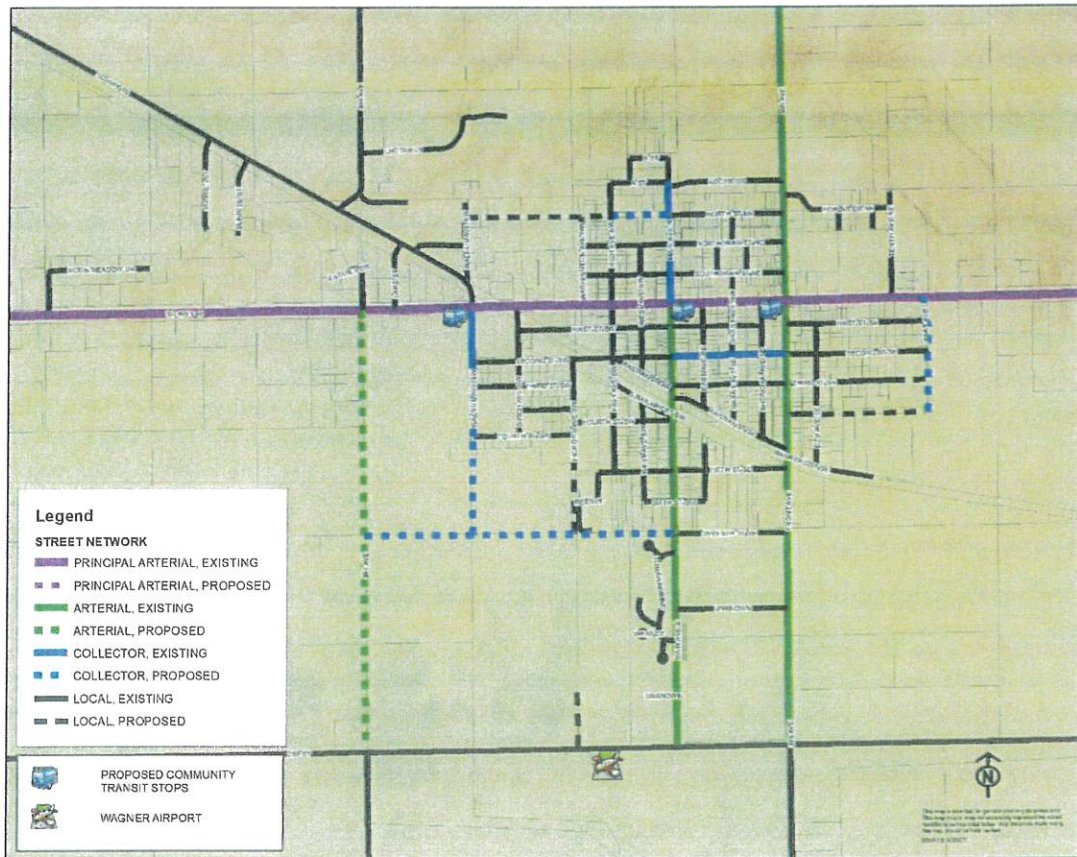
The ADT on SD Highway 50 on the north end of Wagner is 1,510 vehicles and 146 trucks. This segment is projected to have an ADT of 2,221 vehicles in 20 years.

All of the streets in Wagner are in generally good condition, although trouble spots do exist. The majority of the streets are paved with curb and gutter. As in most small towns, traffic congestion is not a problem.

The functional classification system developed by the Federal Highway Administration is widely used to define the traffic-carrying function of streets. For urban areas, there are four classifications:

- *Principal Arterials* – these roads provide long distance trunk line routes within and between urban areas. These roads carry high volumes of traffic at high speeds. In Wagner, a principal arterial would be identified as South Dakota Highway 46.
- *Arterial streets* – these streets allow for traffic movement between major development centers within a community. Main Street south of Highway 46 and Front Street are considered arterial streets in Wagner.
- *Collector Streets* – these streets are minor tributaries, gathering traffic from local roads and provide access to arterial streets. Main Street north of Highway 46 are identified as collector streets in Wagner.
- *Local Streets* – these streets provide access to nearby areas within a community. Local streets often have numerous driveways, as they are the addresses for most of the homes and for a small share of non-residential uses in a community. All remaining streets in Wagner are considered local.

Figure 3-3: Transportation System Facilities



### Rail Freight Service:

The State of South Dakota experienced a decrease of over 50% in “rail miles” during the late 1970’s to early 1980’s. A majority of factors are attributed to this significant decrease though the key influences were international embargos and an overall reduction in service areas by the major railroad companies. The period following saw the state invest in the rail infrastructure by purchasing lines and leasing the track rights to various rail companies. These actions assisted in reestablishing service to 1,848 of the original 4,420 track miles that were operational in the mid 1970’s. As part of the state’s investment, a rating or ranking system was established that identified lines as “Essential Core System” and Local Option Lines”. A core system line provides access from the larger grain production areas to the primary grain markets in the Pacific Northwest, Minneapolis, Duluth, and the Gulf of Mexico. A line used to run through Wagner but is currently unused. Economic activity in the agricultural sector may revive the demand for rail transportation.

### Air Service/Airport:

An airport is located one mile south of downtown Wagner. According to the State Department of Transportation (SDDOT) Office of Aeronautics, it is classified as a Category B – Small General Aviation facility and is FAA approved. The airport features a 3,500 foot asphalt runway and provides commercial aviation services. There is also a 2,228 foot turf runway at the airport. The airport is designed for aircraft weighing less than 12,500 pounds. The nearest major commercial airline service is located Mitchell or Sioux Falls.



### Public Transit

Public transit services are provided by the Rural Office of Community Services (ROCS) based in Lake Andes, SD. ROCS Transit provides affordable and accessible transportation services. Established partnerships also allow ROCS to accommodate various nursing home and veteran needs. ROCS provides transit services for a variety of purposes including; medical, educational and professional to social, shopping and personal. Trips out of town are calculated on a per-mile basis.



### Shipping/Trucking

Some local and long haul trucking firms are located in Wagner, including Fousek Trucking and Payer Trucking. These firms haul all sorts of goods, from freight to livestock. United Parcel Service and Federal Express have regular routes to the Wagner area.

## Health Care

Access to quality health care is essential for the growth or sustainability of a small town. A lack of health care facilities will discourage new businesses from moving to the community, and may force some existing businesses to leave. For many small communities, the major problem is a lack of trained medical personnel.

The residents of Wagner blessed to have quality medical facilities for their health care needs. Wagner Community Memorial Hospital is a 20 bed critical access hospital equipped with extensive advanced services, including areas for medical, surgical, pediatric, intensive care, coronary care, swing bed/long term care, physical therapy, laboratory and radiology, including CT scanner, ultrasound, and mammography. A clinic is also available on the same campus as the hospital.



The following tables highlight the medical facilities in Charles Mix County. The Indian Health Service (IHS) is also located in Wagner. It is an agency within the Department of Health and Human Services and is responsible for providing federal health services to American Indians and Alaska Natives. The provision of health services to members of federally-recognized tribes grew out of the special government to government relationship between the federal government and Indian tribes. The IHS is the principle federal health care provider and health advocate for Indian people, and its goal is to raise their health status to the highest possible level.

**Table 3-2 Wagner Community Memorial Hospital Statistics**

Type of Facility:	Critical Access
Type of Control:	Voluntary Nonprofit, Other
Total Staffed Beds:	20
Total Patient Revenue:	\$28,813,013
Total Discharges:	176
Total Patient Days:	1,155

**Table 3-3 Medicare Patient Statistics, Wagner Community Memorial Hospital**

	Number Medicare Inpatients	Average Length of Stay	Medicare Case Mix Index (CMI)
Cardiology	24	2.96	1.0209
Medicine	27	3.04	1.0225
Pulmonology	36	3.61	1.2931
Urology	11	2.64	0.9506
Total	109	3.13	1.1221

Figure 3-4: Health Care Facilities



The importance of having medical professionals in a community cannot be understated. **Table 3-4 Nursing Workforce in Charles Mix County** shows the number of nursing professionals in Charles Mix County in 2023.

**Table 3-4 Nursing Workforce in Charles Mix County**

Position	Number
Certified Nursing Midwife	1
Certified Nurse Practitioner	13
Certified Registered Nurse Anesthetists	1
Clinical Nurse Specialists	0
Licensed Practical Nurse	17
Registered Nurse	125

Indian Health Services, Wagner Health Care Facility is an ambulatory clinic patient centered care, with six Primary Care Providers and two PA-C's. Wagner IHS Health Center is located on the Yankton Sioux Reservation and provides services to patients from surrounding reservations and communities throughout South Dakota, Iowa, Minnesota



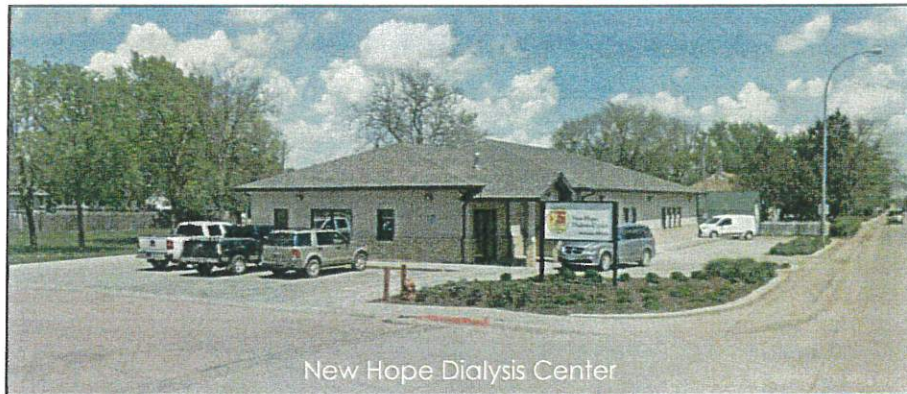
and Nebraska. The clinic contains nine exam rooms and provides the following services: Lab, X-ray, Pharmacy, Dental, Lactation Consultant, Dietician Consultants, Maternal Child Health Program, Diabetes Program, Public Health Nursing, Behavioral Health Services, Tribal Health Representatives, Fitness Program, and Optometry Services. Other medical providers in the fields of Obstetrics, Cardiology, and Nephrology are provided



BIA Indian Health Services and Veteran's Clinic

by contract medical providers each month.

At the New Hope Dialysis Center, patients have access to the latest kidney care technology and an experienced, caring staff with a direct connection to Avera's expert kidney specialists and transplant team.



New Hope Dialysis Center

The Good Samaritan Society is committed to providing an unprecedented level of quality service, compassionate care and range of amenities to ensure their residents enjoy a care-free, fulfilling lifestyle that is tailored to their needs. The friendly, professional staff is dedicated to enhancing residents' lives, bringing them joy and creating opportunities that care for the body, mind and spirit.

**Table 3-5 Good Samaritan Society, Wagner**

<b>Capacity</b>	44
<b>Average Residents</b>	41.7
<b>Percent Occupied</b>	95%
<b>Program Participation</b>	Medicare and Medicaid

<https://www.seniorcare.com/nursing-homes/sd/wagner/good-samaritan-society-wagner/435106/>

Medicare determines the expected staffing time per resident per day depending on level of care the residents of Good Samaritan Society Wagner require.

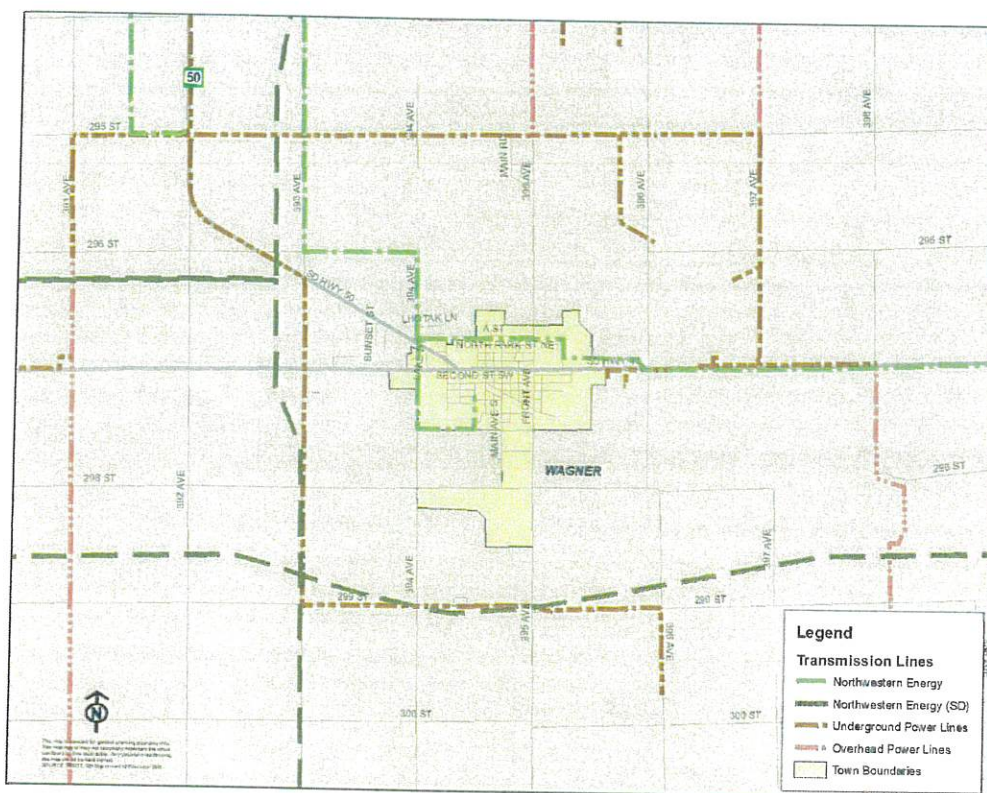
Additional health care services available in the Wagner area include two chiropractors, two contract clinics, a Veteran's Administration (VA) clinic, two dentists, one optometrist, five physical therapists and two pharmacies.

## Power and Communications

### Electricity and Fuel:

Currently, Northwestern Energy provides electric service to the City. Wagner provides power from its municipal electrical distribution system. Power transmission is provided by WAPA/East River Power. Charles Mix Electric supplies the rural residents with power. The current electric rates are shown in the table below. Alternative energy proposals such as wind energy systems could be a possibility because of the ever present wind in the area.

Figure 3-5 Electric Utilities



### Telephone/Internet:

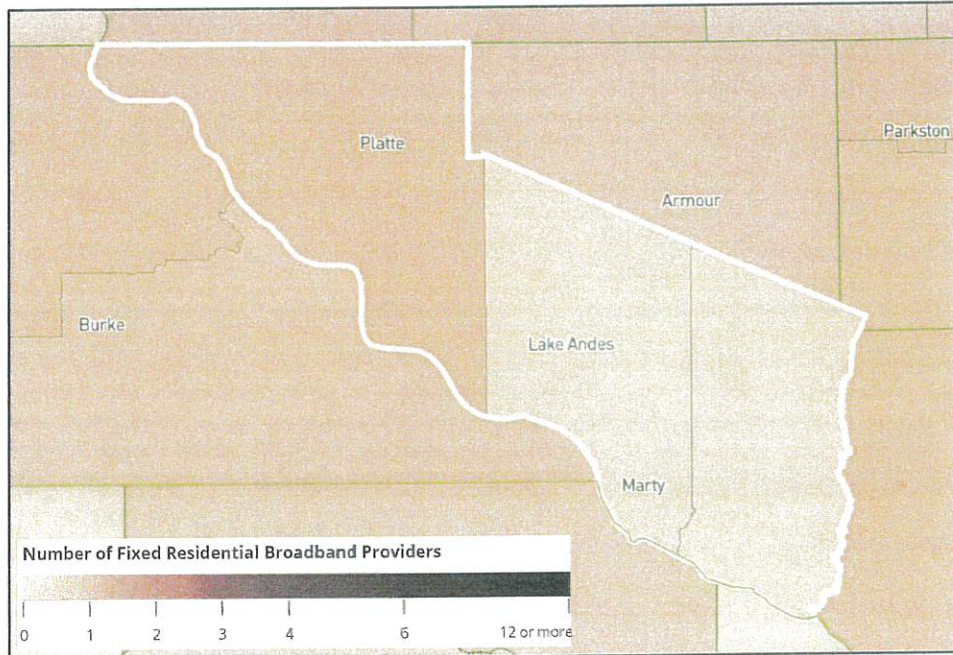
Fort Randall Telephone Company provides telephone, internet service, and cable television to Wagner. Charles Mix Electric also provides internet service in the community. The advent of wireless or broadband service may result in a significant shift amongst internet service providers. Long distance service is provided by numerous companies. The long distance market is an ever evolving market: therefore an attempt to identify all individual providers would be difficult.

The number of fixed residential broadband providers in the Wagner area have increased dramatically over five years between 2016 and 2021. In 2016, (Figure 3-6), there were few broadband providers in southern Charles Mix County. Broadband providers were only able to provide customers with broadband speeds in 2016 that were slower than

today's standards. The number of providers with higher broadband speeds offered in the Wagner area were increased in 2021 (Figure 3-7).

The next generation of wireless communications is Personal Communication Systems or PCS. Prior to auctioning licenses for PCS service, the FCC established six licenses per market area. While there are no PCS service providers currently operating in the county, once again, additional tower construction will be an ongoing issue as additional providers and services are introduced to the market place.

**Figure 3-6 Fixed Residential Broadband Providers, 2016**



**Percent of Providers by Broadband Speed, 2016**

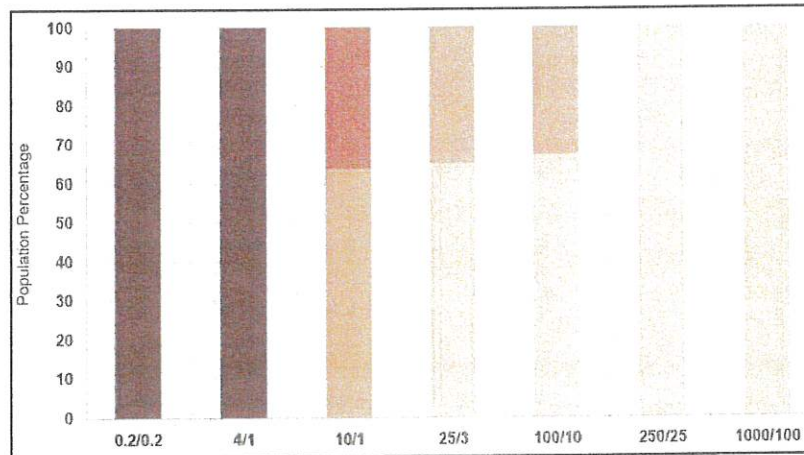
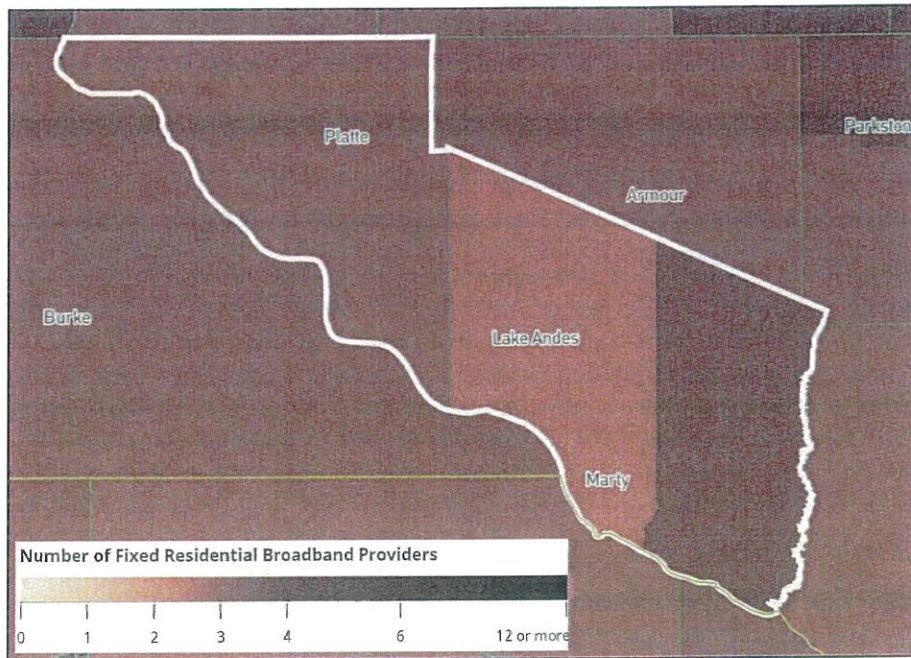
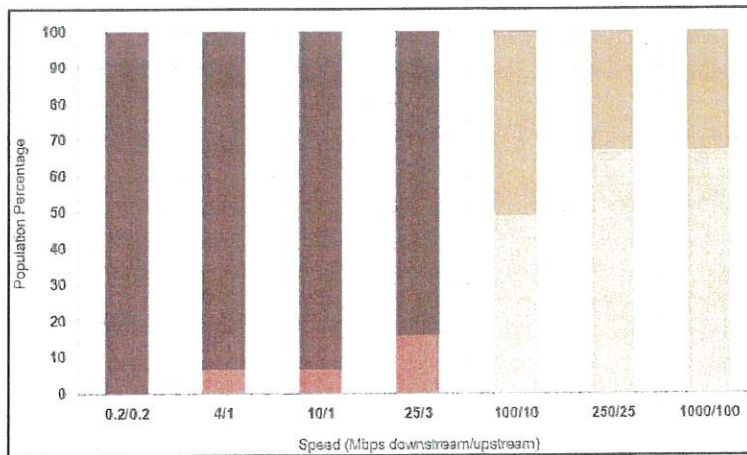


Figure 3-7: Fixed Residential Broadband Providers, 2021



Percent of Providers by Broadband Speed, 2021



**Newspapers:**

Regarding newspapers, the *Wagner Post* is published once a week and circulated to approximately 1,900 subscribers throughout the area. Primary daily papers circulated in the Wagner area are the *Mitchell Daily Republic*, the *Yankton Daily Press and Dakotan*, and the *Sioux Falls Argus Leader*.

## Emergency Services

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### Law Enforcement:

Public safety is a concern of all community residents. Wagner relies on its dedicated staff of police officers to protect its citizens. The police department is headed by the Chief of Police along with two full time officers and four part time officers. The Bureau of Indian Affairs has law enforcement jurisdiction for the Yankton Sioux Tribe. The community also relies on assistance from the Charles Mix County Sheriff's office as well as the South Dakota Highway Patrol, Wagner Fire District, and the emergency 911 system. The Wagner Police Department is housed in the City Hall building on Main Street in Wagner.

### Fire Protection:

The Wagner Fire Department, with a fire rating of Class 6, is served by a 25 member volunteer fire department. There is one fire chief and two assistants. The fire department is housed in a new facility on the west edge Wagner. The mobile equipment includes 2 pumpers, 2 grass rigs, 1 tanker, and 1 rescue vehicle. The



department responds to an average of 34 calls per year. The current fire hall is 8,700 square feet in size. **Figure 3-8** shows the boundaries of the rural fire districts in southern Charles Mix County.

### Ambulance Services:

Ambulance service is supported by the city, with an ambulance vehicle housed in the Wagner Community Memorial Hospital. There are 12 EMTs at the facility. **Figure 3-9** shows the location of the fire station and ambulance facility in Wagner. It also illustrates a one-mile response radius from the service providers.

Figure 3-8: Fire Districts in Charles Mix County

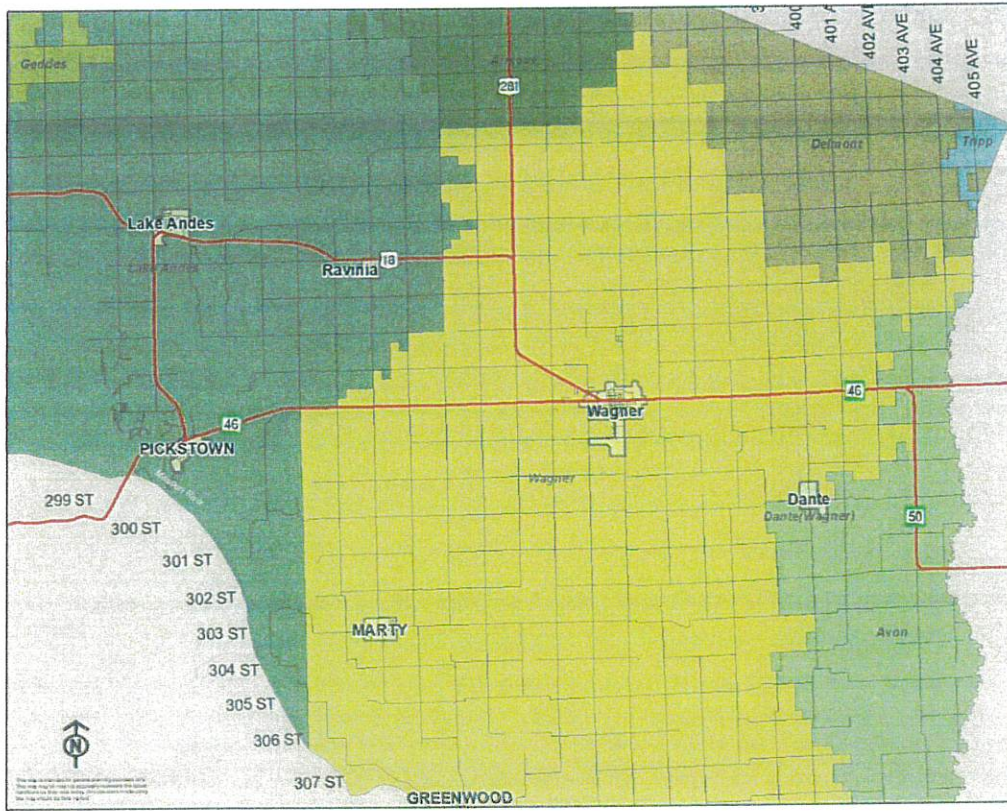
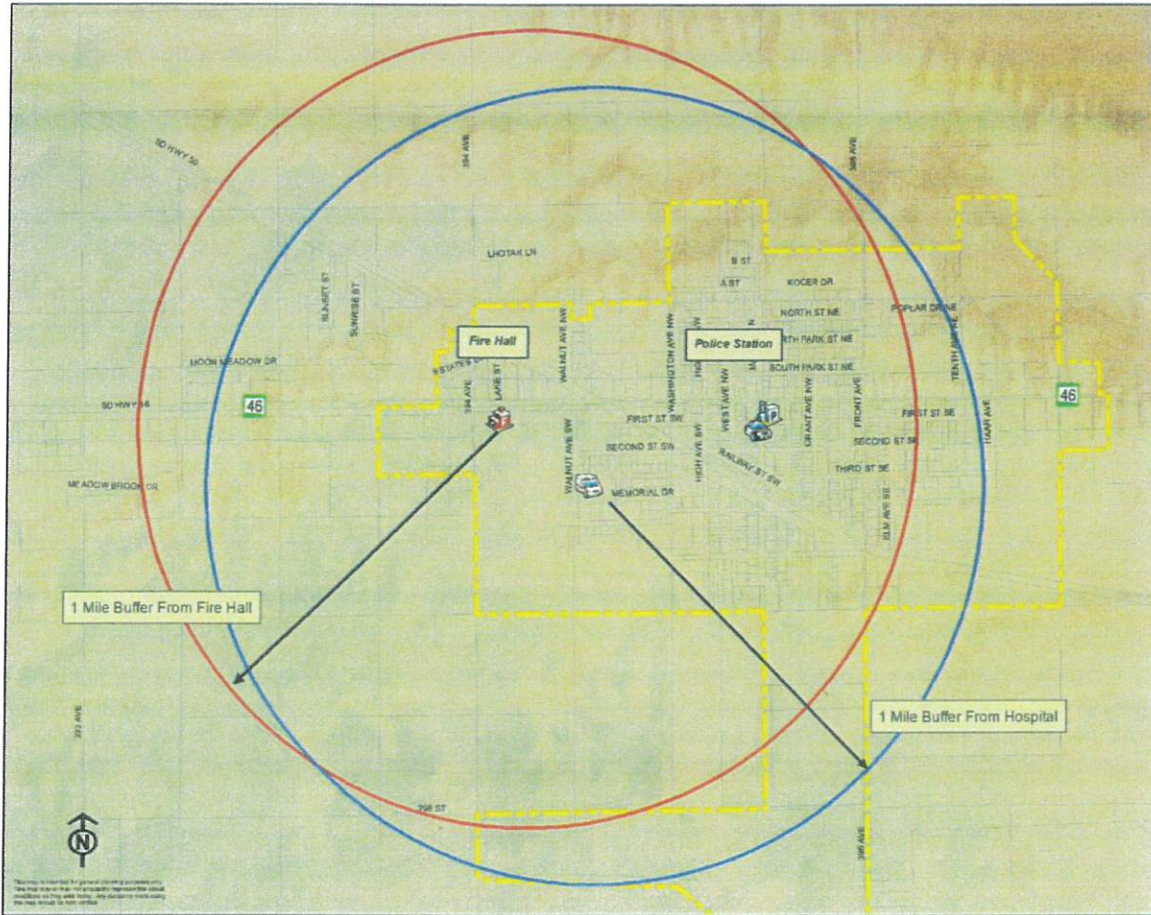


Figure 3-9: Responder Locations





**Recreation**

The quality and quantity of a community's recreation facilities and programs affects the quality of life for community residents, but there can be economic benefits as well. Business leaders today are increasingly concerned with quality of life issues when evaluating places to locate their businesses, and the quality of a community's recreation facilities and programs can play an important role in their decision making. Parks preserve the natural heritage, protect outstanding natural features, and assure that future generations will always have access to the outdoors. Recreation has become a service that the public needs and expects.



Wagner has a wonderful community park along Highway 46 which features a playground and a picnic shelter for the residents' use. The gem of Wagner's park system is Chapman Park, which has been restored over the past twenty years to become an amenity for not only the City, but the region.

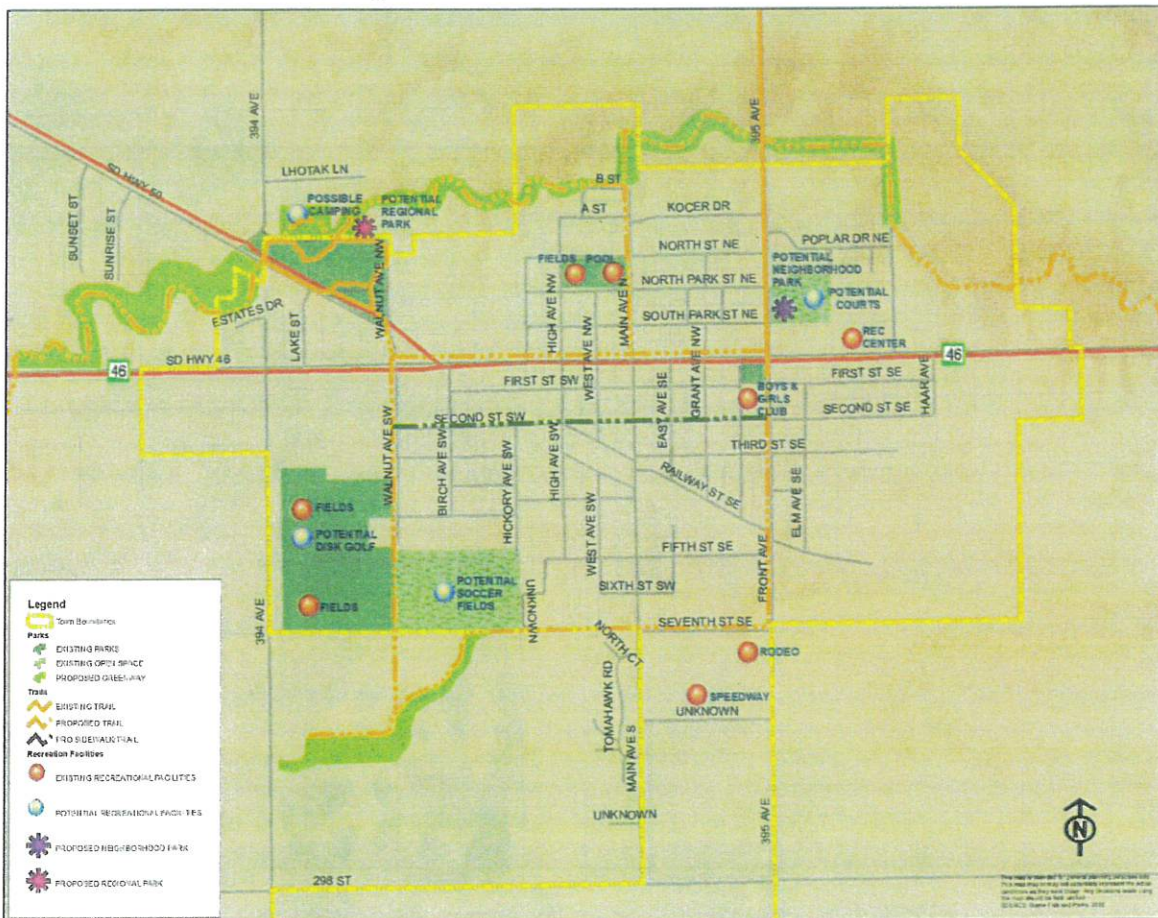


**Table 3-6: Wagner Park System**

Park Facilities	Acres	Playground	Playing Fields	Courts	Features
City Park	6.75	Yes	No	No	Picnic facilities
Chapman Park	80.0	Yes	No	No	Wagner Lake, recreational trails, picnic facilities
City Pool	10.0	No	No	No	Swimming pool
Heines Ball Park	20.0	No	Yes	No	Baseball field
Bich-Nedved Stadium	80	No	Yes	No	Football field and track
McCormick Park	10	No	Yes	Yes	Tennis courts, softball
Charles Mix County Historical Museum	5	No	No	No	Historic village
Boys and Girls Club	3	No	No	No	Programmed activities for youth



Figure 3-10: Parks and Recreation Plan



## COMMUNITY SERVICES AND FACILITIES

### PLANNING CONSIDERATIONS

#### City Planning Challenges and Priorities

The following community-facility related challenges and priorities may be faced by the City:

- ✓ Continuing pressure to improve public services, with consideration of current rates or fees and possible increases;
- ✓ Improving water service capacity throughout the city with consideration of specific project areas and cost factors;
- ✓ Establishment of a street plan that also addresses storm water drainage and considers both financial limitations and city system needs;
- ✓ Identifying of alternative sources of support which will enhance public air service;
- ✓ Controlling the location of telecommunication facilities to minimize negative impacts;
- ✓ Coordinating law enforcement, ambulance, and disaster response services in a cost effective manner; and
- ✓ Maintaining unique recreational assets, such as the city parks and the tourism industry.

#### Policy Recommendations

In addressing the challenges, the Wagner City Council should consider the following recommendations.

- 1) Include the consideration of public facility impacts in evaluating development proposals;
- 2) Discourage development proposals that would significantly strain or exceed infrastructure capacities;
- 3) Encourage development proposals that comply with or exceed public facility design standards;
- 4) Reconsider road construction and maintenance policies and practices with regards to current development situations and future growth expectations;
- 5) Seek additional information from utility companies about their energy service plans and system capacities; and
- 6) Explore multi-jurisdictional approaches in delivering emergency services.

## Chapter 4 Demographic Characteristics

### Population Characteristics

An analysis of the population provides the basic foundation that the planning commission may set reasonable and rational guidelines for the city's future development. If the Comprehensive Plan is to provide the Planning Commission and City Council with a realistic guide to future development, then the analysis of past population trends and the projection of future population levels must be as accurate as possible.

The population affects many issues that should be concern a city. Social services, health care, housing, education, recreation, community facilities, and economic development are just a few of the issues that are linked to the population.

Wagner's population has fluctuated between 1960 and 2020. There are several reasons why small communities' populations have changed since 1970. The most popular reason is that young people who grew up in the 1970s and 1980s left their hometowns to seek educational and career opportunities in other places and have not returned. Some towns have grown during the last decade as a result of a recent trend of people finding opportunities in the small communities and raising their family where they had grown up. **Table 4-1** shows Wagner's population from 1930 to 2020 as compared to Charles Mix County, similarly sized communities (Gregory, Parkston, Platte, and Salem), other towns in Charles Mix County, and the State of South Dakota.

**Table 4-1: Changes in Population 1960 – 2020**

	1960	1970	1980	1990	2000	2010	2020	% Change 1960-2020
<b>Wagner</b>	1,586	1,655	1,453	1,462	1,675	1,705	1,566	-1.3%
<b>Gregory</b>	1,478	1,756	1,503	1,486	1,342	1,376	1,444	-2.3%
<b>Parkston</b>	1,514	1,611	1,545	1,572	1,674	1,305	1,756	16.0%
<b>Platte</b>	1167	1351	1334	1311	1367	1292	1290	10.5%
<b>Salem</b>	1188	1391	1486	1289	1371	1404	1183	-0.4%
<b>Dante</b>	102	88	83	98	82	82	113	10.8%
<b>Geddes</b>	380	308	303	280	252	264	187	-50.8%
<b>Lake Andes</b>	1,097	948	1,029	846	819	934	946	-13.8%
<b>Marty</b>	**	**	**	436	421	242	265	*
<b>Pickstown</b>	**	**	**	95	168	86	275	*
<b>Ravinia</b>	164	109	88	79	79	58	56	-65.9%
<b>Charles Mix County</b>	11,785	9,994	9,680	9,131	9,350	9,129	9,324	-20.9%
<b>South Dakota</b>	680,514	665,507	690,768	696,004	754,844	814,180	879,336	29.2%

Source: 1950 – 2020 US Census, American Community Survey

long-term growth trends (1950-2020) in **Table 4-1** is further illustrated in **Figure 4-1**, which shows how all of the counties in the region have lost significant population, especially Charles Mix County which had a population over 15,500 in 1950. In reviewing the more

recent changes from 2010 to 2020, only Brule and Charles Mix have observed a positive change in population.

**Figure 4-1: Changes in County Population, 1950-2020**

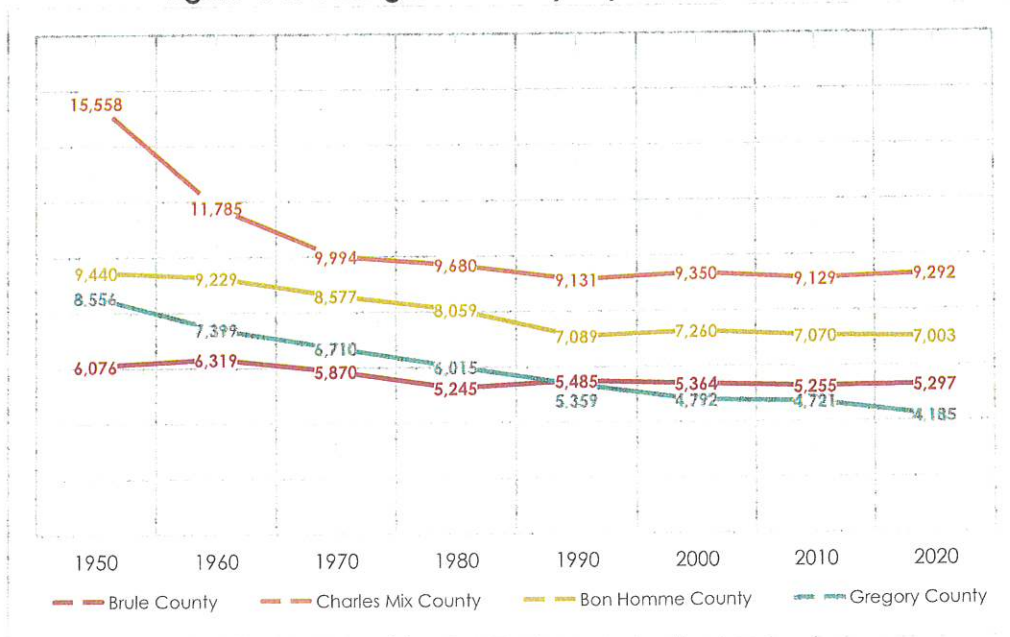


Figure 4-2 illustrates how Wagner's population and the population of four comparable towns changed since 1950. Only Parkston's population has fluctuated more than Wagner's.

**Figure 4-2: Changes in Town Population, 1950-2020**

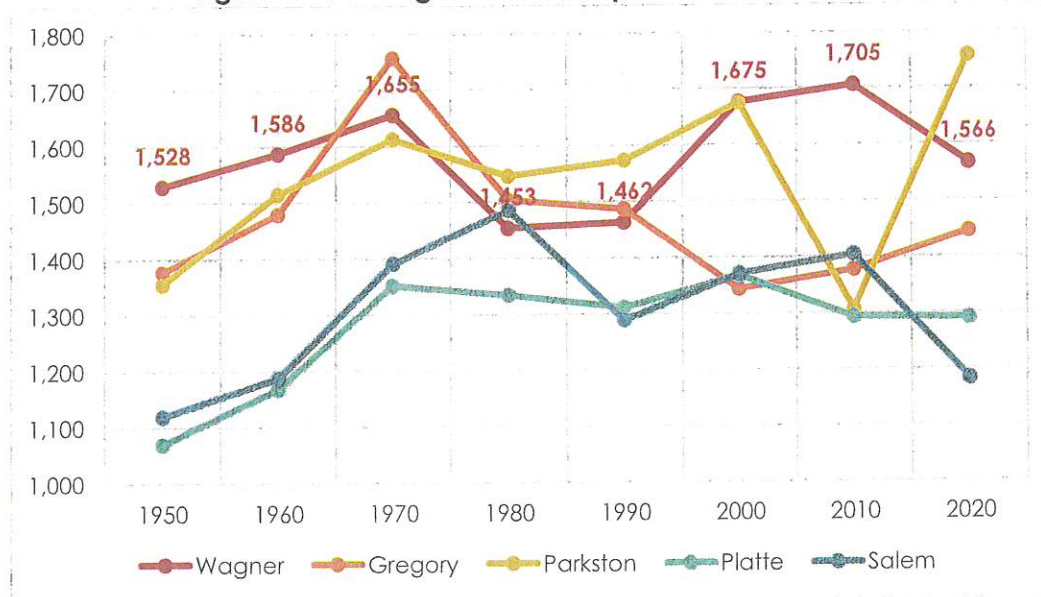
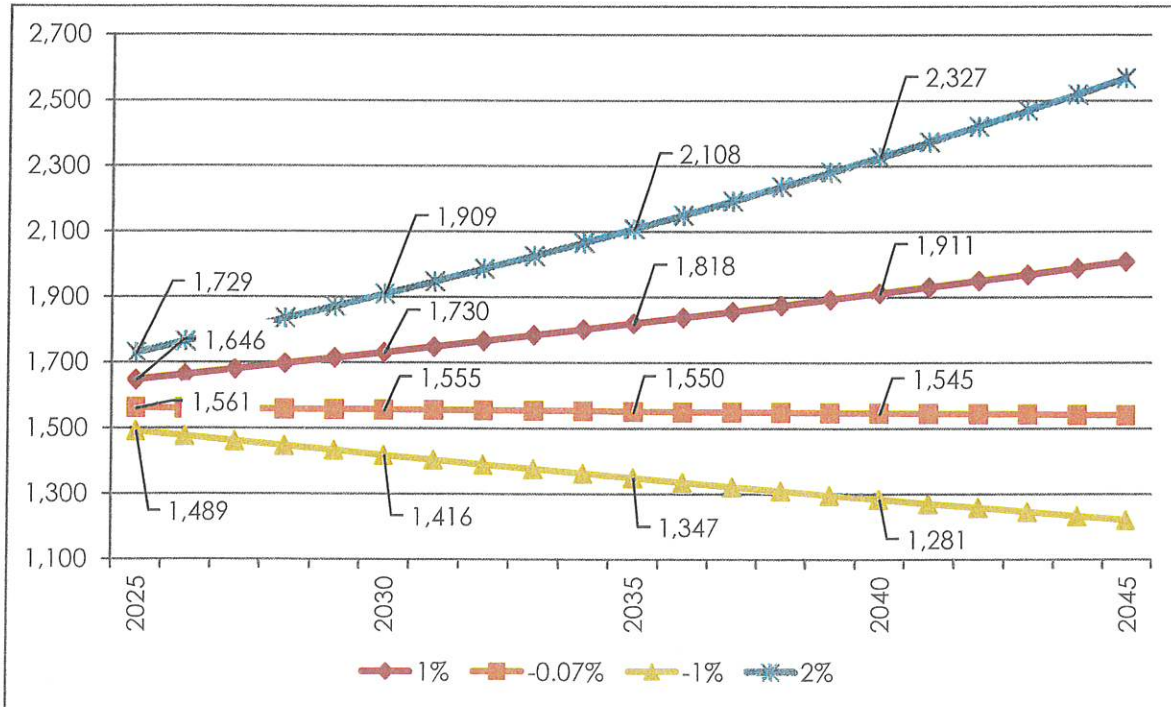


Figure 4-3 shows projected future growth in Wagner. The model used to predict future growth is based on past trends and current conditions but is not perfect. The most

realistic scenario for population changes in Wagner is to project an annual population loss of about **-0.07%**, which is the calculated annual change in Wagner since 1960.

**Figure 4-3: Population Projections – Wagner**



The model predicts that Wagner will continue to lose population throughout the next twenty years. The population is expected to decline to 1,555 by 2030. From 2030 through 2040, the city is expected to lose between ten more persons for a population of 1,545. For comparison purposes, projections are made using growth rates of 1% and 2% per year. 2% annual growth is considered manageable. If growth occurred at a higher rate, the City would face considerable pressure to provide and maintain public services.

Projecting population growth or loss can be explained by three factors. Comparing births and deaths, migration patterns, and annexation can influence whether a community will be gaining or losing population. If there are more births than deaths in the community, the population will grow. A city with a high population of younger adults in their childbearing years will tend to continue to gain population. Also, if more people move into the city than move out, the population will increase. A community that is progressive and building a number of new homes may experience significant in-migration. The new residents may be new to the region, or they may be rural families who are leaving the farm and moving to town.

Lastly, if there are a number of housing developments outside the city limits that are annexed in, the population will grow. If Wagner is to reverse the trend of population loss, it will need to consider evaluating these issues.

### Age and Family Structure

**Table 4-2: City of Wagner Age Distribution; 1980 – 2020** displays the number of persons in the different age groups from 1990 through 2020. It appears that the greatest loss of individuals is in the under 18-age group. A comparison of data from 1990 to 2020 results in a loss of 41 school-aged people. This could be due to the much higher number of youth pursuing further education after graduating high school and family sizes steadily decreasing with the advent of better farming technology. **Table 4-2** also demonstrates that the population over 65-age has remained stable over the past thirty years.

**Table 4-2: City of Wagner Age Distribution; 1980 – 2020**

	<18	18-44	45-64	65+	Totals	Median Age
1990	434	401	295	428	1,462	44.5
2000	477	461	339	398	1,675	39.5
2010	429	464	382	430	1,705	43.3
2020	393	447	299	427	1,566	41.9

Source: 1990 – 2019 US Census, American Community Survey

The median age in Wagner has decreased from an “older” 44.5 years in 1990 to nearly 42 years in 2020. Dependency ratios help illustrate where a community is leaning in terms of its age group composition. The age ratio is calculated by adding the number of people under 18 and people over 65 in the population and dividing the total by the number of people between 18 and 64 years of age. The elderly ratio is calculated in the same manner as the age ratio but does not include the population under 18 in the total. The inverse is true for calculating the child ratio. If a community's elderly ratio dominates the total age ratio, then an increased demand for health care, skilled care, and transportation services will be expected. A higher child ratio would create a demand for more educational, family, and social services. **Table 4-3** shows the age dependency ratios for Wagner, comparable communities, and Charles Mix County.

**Table 4-3: Dependency/Age Characteristics**

	Age Ratio	Elderly Ratio	Child Ratio
Wagner	109.9	57.2	52.7
Gregory	91.3	42.6	48.6
Parkston	100.9	43.9	57.0
Platte	83.5	36.8	46.7
Salem	110.5	53.7	56.8
Dante	76.6	18.8	57.8
Geddes	103.3	42.4	60.9
Lake Andes	109.8	28.8	80.9
Marty	87.9	9.9	78.0
Pickstown	83.3	44.0	39.3
Ravinia	107.4	63.0	44.4
Charles Mix County	92.3	35.5	56.8
South Dakota	70.2	28.4	41.8

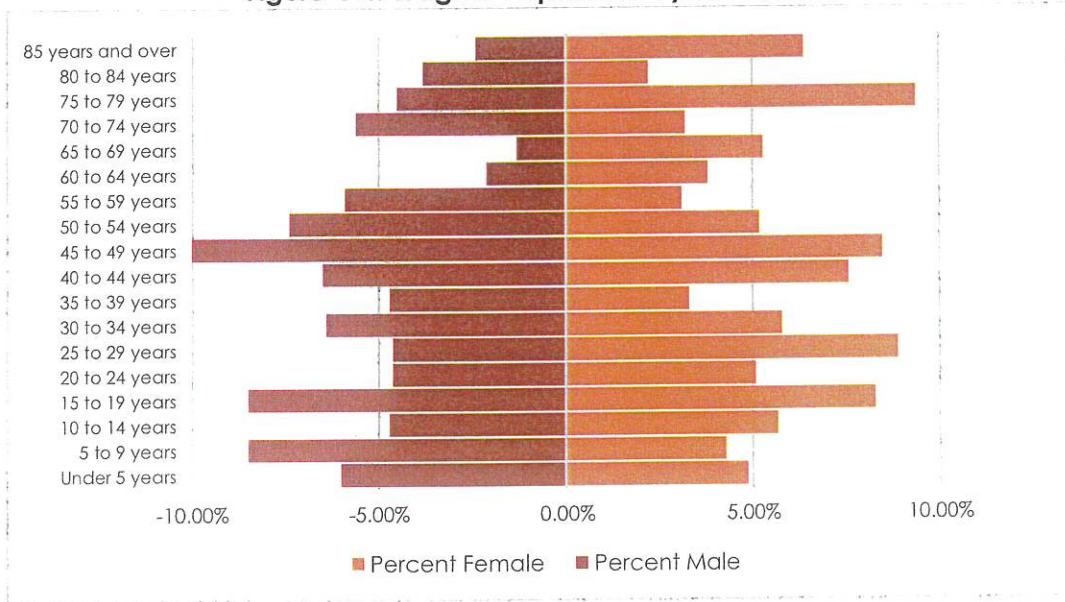
Source: 2020 US Census, American Community Survey

A comparison of “population pyramids” for Wagner and the state illustrates the difference in population dynamics (**Figures 4-4 through 4-6**). The horizontal bars in the

pyramids reflect the percentage of people in each of the age groups. Wagner's situation in this regard is similar to many other small towns across the state.

Wagner has displayed the characteristic cohort shifts which may propel its growth upward along the pyramid. A study of the pyramids reveals a shift in the "bulge" of the pyramid up the cohort chain in the "boomer" age group between 2010 and 2020.

**Figure 4-4: Wagner Population Pyramid, 2010**



**Figure 4-5: Wagner Population Pyramid, 2020**

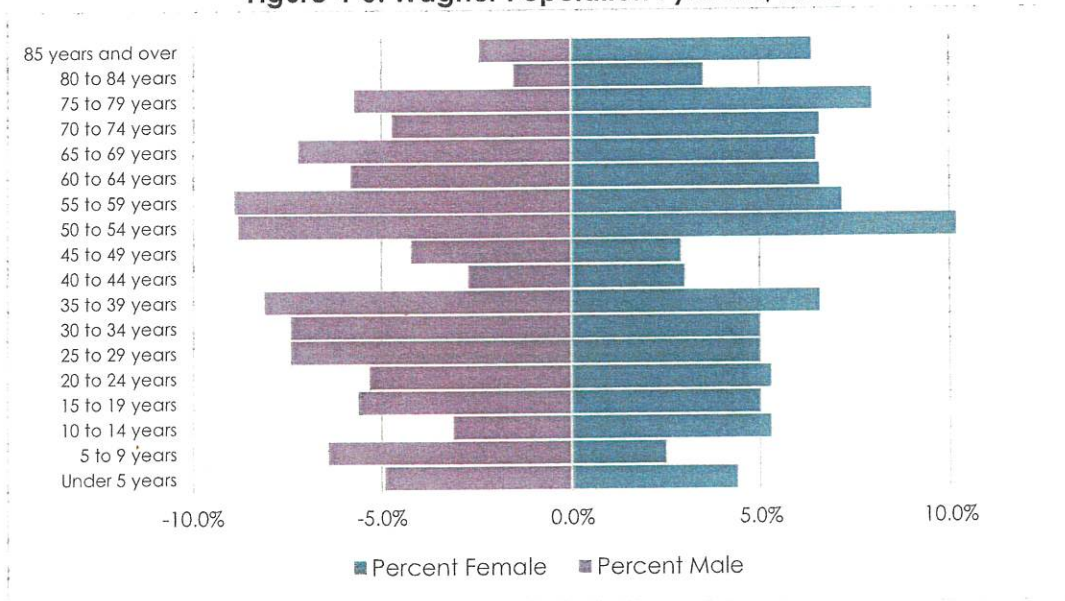
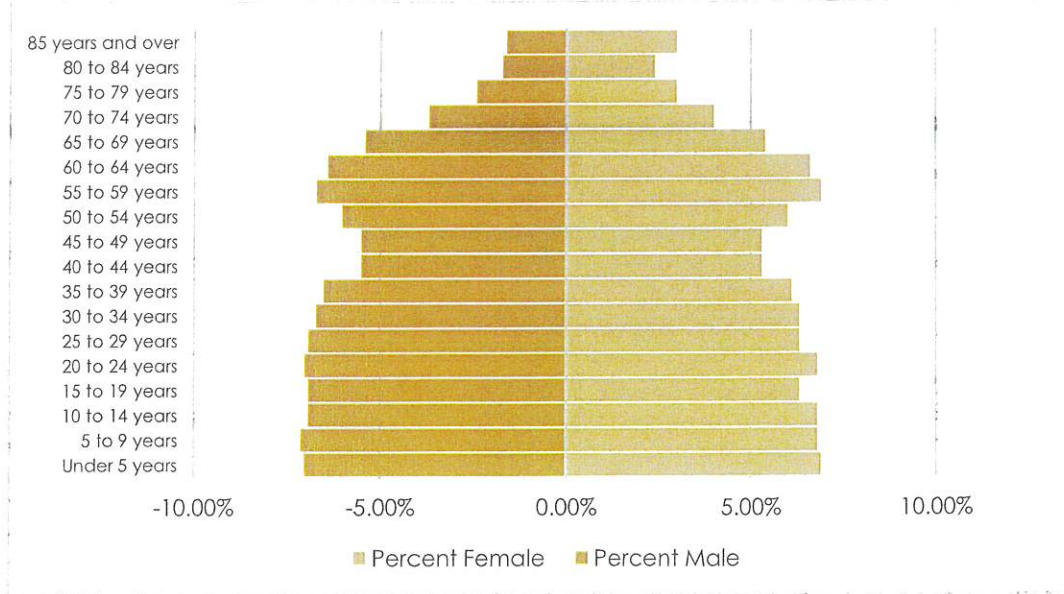




Figure 4-6: South Dakota Population Pyramid, 2020



Regarding household and family structure, there is a significant differences between Wagner and the other areas measured. The average household size in Wagner is much smaller than in the United States (2.02 people per household compared to 2.62). Likewise, the average family size in Wagner is nearly 1 person smaller than the average family size in the United States. This is likely because of the high number of residents in Wagner who are beyond their childbearing years. **Table 4-4** lays out the average household and family sizes in the comparable communities in the region. Wagner maintains a more traditional structure where 56% of the households are families. However, only 42% of all households are married couple with children.

Table 4-4: Household and Family Structure, 2020

Area	Total Households	Average Household Size	Average Family Size	Family Households	Married-Couple Families	Non-Family Households
Wagner	566	2.55	3.53	317	238	249
Gregory	625	2.24	3.16	329	251	296
Parkston	747	2.27	2.95	474	383	273
Platte	577	2.15	2.96	322	257	255
Salem	491	2.29	2.83	326	283	165
Dante	40	2.83	3.44	25	18	15
Geddes	76	2.46	3.33	46	44	30
Lake Andes	251	3.31	4.72	143	76	108
Mary	68	3.90	5.23	39	5	29
Pickstown	109	2.52	3.20	71	61	38
Ravinia	24	2.33	3.42	12	7	12
Charles Mix County	3,149	2.86	3.56	2,124	1,561	1,025
South Dakota	347,878	2.43	3.04	218,705	171,918	129,173

Source: 2020 US Census, American Community Survey

There are several reasons a community gains or loses population. A medical professional would describe such conditions as "symptoms" of a patient. The following in **Table 4-5** describe common "symptoms" of growth or decline in small towns.

**Table 4-5 Growth and Decline in Communities**

Decline	Growth
Decline in manufacturing	New technologies
Loss of natural resource base	Development of natural resources
Regional population	Metropolitan population spillover
Shift in trade area patterns to regional centers	Growth as a regional center
Changes in transportation routes and patterns	New transportation patterns
Loss of major employer or erosion of small businesses	Main Street revitalization
Seasonal jobs	Tourism
Loss of community service capacity	Recreational resources
Failure of leadership	Good leadership
No planning for change	Planning for change

## Education

### Schools

Education is the largest public expense in local communities. The local school budget is controlled by the school board, not the elected governing body. Similarly, the school board makes plans for new schools, school expansions, and school consolidation outside of the community planning process. The location of new schools and the closing of older ones can have a major impact on local land-use patterns. Coordination of plans between the local school board and the town government is essential for effective management of growth, budgets, and delivery of educational services.

Education may be reviewed from three perspectives:

- 1) Educational attainment;
- 2) Overall status of the existing systems; and
- 3) Opportunities for residents.

There are factors which may be difficult to quantify yet are related to education, such as: on-the-job training, specific professional development opportunities, military training, and work experience. Since comprehensive and accurate data addressing these activities are not readily available, they will not be addressed.

Wagner Community School District's population is of mixed cultures consisting mainly of Native American and Caucasian students. The Native American population of students in the district is predominantly made of members of the Yankton Sioux Tribe. This makes up of the student population provides an atmosphere for all students to learn from others who may have different backgrounds than themselves. Many of the students are



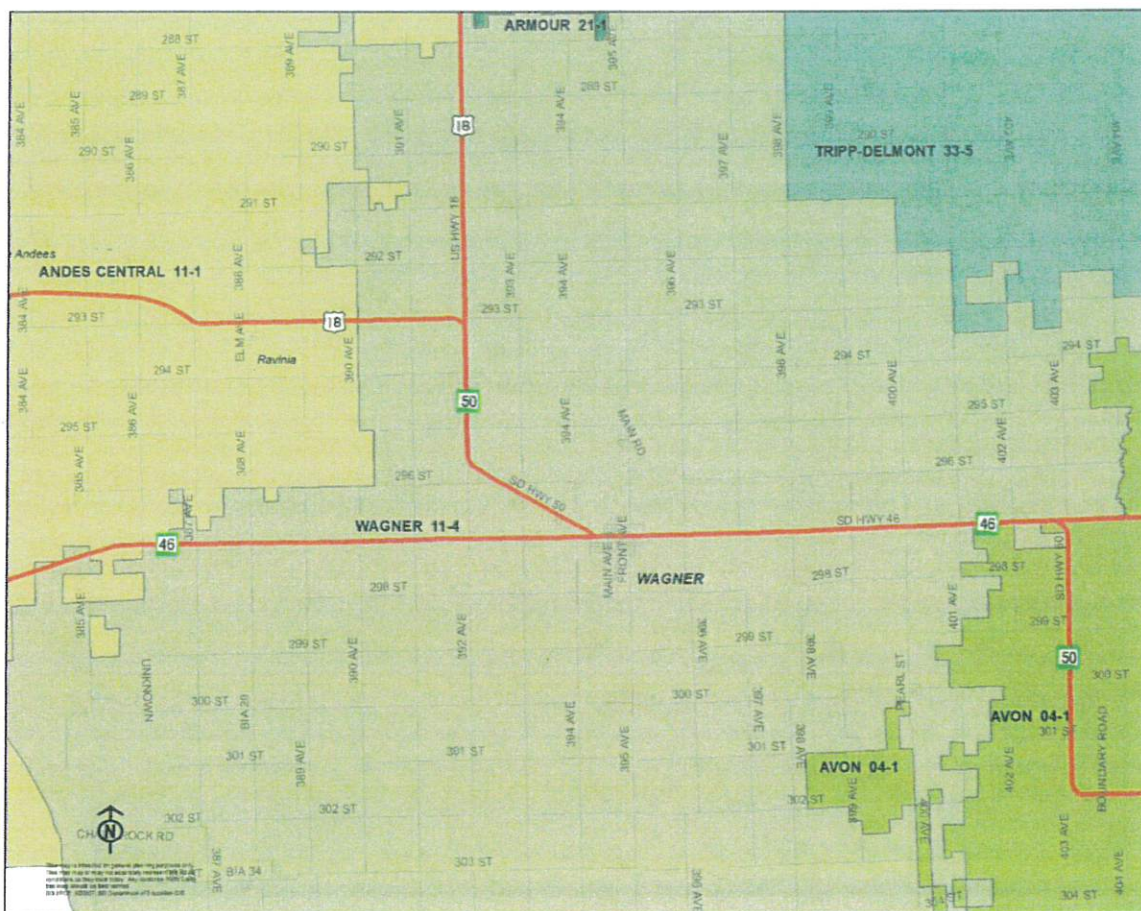
considered to be economically disadvantaged. In 2006-07, the percentage of students that qualified for free or reduced lunches was at 68%. A fairly high mobility rate is also a concern that must be addressed in the Wagner Community School District.

Three small communities make up the Wagner Community School District including Marty, Dante, and Wagner. The district consists of 330 square miles of total area with 2200 acres of Yankton Sioux Tribal land within it.

Wagner Community School District's population is of mixed cultures consisting mainly of Native American and Caucasian students. The Native American population of students in the district is predominantly made of members of the Yankton Sioux Tribe. This makes up of the student population provides an atmosphere for all students to learn from others who may have different backgrounds than themselves. In 2021-2022, the percentage of students that qualified for free or reduced lunches was at 100%. A fairly high mobility rate is also a concern that must be addressed in the Wagner Community School District.

Students are bussed a total of 760 miles per day to school from throughout the school district to one attendance center is Wagner, which is a preschool through 12<sup>th</sup> grade center. The school districts in the Wagner area are highlighted in **Figure 4-7**.

**Figure 4-7 School Districts**



**Table 4-6** outlines the percentage of high school and college graduates from 2000 to 2020. Overall, the percentage of high school graduates increased in all of the communities and the state from 2000 to 2020. In the same timeframe, the percentage of residents with a college degree increased from 14.1% to 22.3%. A vibrant community will depend on the availability of skilled human resources. The traditional method of enhancing human capital has been to focus on improving the performance of schools. But that method has placed a huge burden on the schools alone; a burden that is hard to overcome for small rural schools. A key component toward improving the educational attainment in Wagner is building a youth-supportive community.

**Table 4-6: High School and College Graduates (Among Persons 25 Years and Older)**

Area	2000		2010		2020	
	H.S. Grads	College Grads	H.S. Grads	College Grads	H.S. Grads	College Grads
Wagner	72.2%	14.1%	77.8%	13.0%	89.6%	22.3%
Gregory	76.3%	14.1%	79.6%	15.5%	89.9%	23.0%
Parkston	69.1%	13.5%	79.9%	15.9%	92.2%	24.3%
Platte	72.7%	15.8%	84.9%	14.9%	91.5%	25.7%
Salem	82%	17.5%	88.7%	18.9%	88.4%	18.6%
Danfe	66.7%	16.7%	92.5%	17.0%	89.5%	31.6%
Geddes	79.5%	10.5%	83.3%	21.3%	92.9%	15.1%
Lake Andes	71.8%	13.1%	79.9%	10.5%	77.6%	18.4%
Marly	69.2%	8.2%	85.6%	4.8%	74.2%	9.0%
Pickstown	89.9%	30.2%	92.4%	27.3%	90.4%	30.3%
Ravinia	66.7%	0%	86.2%	27.6%	89.5%	0.0%
Charles Mix County	74.7%	14.1%	80.7%	15.5%	87.8%	20.2%
South Dakota	84.6%	21.5%	89.3%	25.3%	92.2%	29.3%

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

The percentage of college graduates in Wagner is comparable to Gregory, Parkston, and Platte. Once again, this may be due to a higher number of professional persons working in the education and health services sectors.

A second issue to consider in reviewing education is the status of existing educational systems. **Table 4-7** provides a statistical overview of school districts in the study area. The acronym A.D.M. represents "average daily membership" or enrollment, which is calculated by the South Dakota Department of Education in an effort to establish a baseline for state financial assistance. There is a significant spread in the dollars per ADM between Wagner and Wagner; nearly \$3,000 per student.

The student/teacher ratio is similar among all school districts in the area, with Wagner having a slightly higher number of students per teacher than the statewide average. The average salary of teachers in the school districts is comparable as well, with Wagner standing out at over \$52,000.

**Table 4-7: School District Profiles; 2020-2021**

District	PK-12 Enrolled	Student/Staff Ratio	ACT Score*	K-12 Certified Teachers	Average Salary	Average Years Exp.	Advanced Degrees %	Dollars per ADM	General Fund Balance
Wagner, 11-4	933	12.8	22.7	72.9	\$52,596	13.8	36.5%	\$12,906	(\$230,706)
Gregory, 26-4	403	11.8	22.5	33.1	\$46,506	14.9	28.6%	\$10,139	\$887,106
Parkston, 33-3	569	12.5	20.7	45.6	\$46,652	15.4	20.4%	\$10,489	\$1,460,481
Platte, 11-5	503	11.9	21.5	42.3	\$47,758	17.6	38.6%	\$10,829	\$1,558,417
McCook Central (Salem), 43-7	424	12.1	20.0	35.2	\$46,450	12.1	25.0%	\$10,359	\$952,796
Statewide Average		14.0	21.6		\$49,548	13.5	37.8%	\$10,049	

Source: SD Department of Education, <https://doe.sd.gov/ofm/statdigest1.aspx>

## PLANNING CONSIDERATIONS

### City Planning Challenges

The following social challenges are expected over the next 10 years.

- ✓ Continued population growth, especially among higher service "dependent" groups;
- ✓ Continued population growth outside the city limits;

### Policy Recommendations

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

- 1) Development proposals that build upon or complement health care or social services should be encouraged;
- 2) Explore new partnerships and regional cooperation in supporting social services and education
- 3) Consider public accessibility in evaluating development proposals.

## Chapter 5 Housing

### Housing Overview

Wagner's existing and future housing stock is critical to the city's growth and development. Basic housing goals that the city should consider are the preservation of the existing sound housing stock and creation of better housing opportunities for all residents. The condition of housing may be evaluated by several factors, including type, age, quality, and affordability. The City of Wagner contains a wide range of housing units such as single family, multi-family and mobile homes.

**Table 5-1** provides the vacancy rate and ownership data of all housing units in the community and neighboring communities. Wagner has more vacant homes than the comparison communities. Gregory stands the closest in total housing units and vacant units. Most of the communities have a vacancy percentage of approximately 11 to 15 percent, which is shown in Table 5-1. Vacancy numbers will continue to fluctuate on a yearly basis due to the in-migration and out-migration of persons within the community. The majority of housing units in most communities will continue to be owner occupied as opposed to rentals due to recent low mortgage rates. Of all the communities in the study, Wagner has the lowest percentage of owner-occupied units (60.0%). Nearly 96% of the units in Geddes are owner occupied.

**Table 5-1: Housing Units by Occupancy - Ownership - Rental - 2020**

Entity	Total Housing Units	Total Occupied Units	Total Vacant		Owner Occupied Units		Renter Occupied Units	
			Number	%	Number	%	Number	%
Wagner	614	495	119	19.4%	297	60.0%	198	40.0%
Gregory	677	572	105	15.5%	417	72.9%	155	27.1%
Parkston	784	729	55	7.0%	544	74.6%	185	25.4%
Platte	571	517	54	9.5%	383	74.1%	134	25.9%
Salem	552	493	59	10.7%	372	75.5%	121	24.5%
Dante	38	38	0	0.0%	28	73.7%	10	26.3%
Geddes	125	70	55	44.0%	67	95.7%	3	4.3%
Lake Andes	308	249	59	19.2%	165	66.3%	84	33.7%
Marty	87	78	9	10.3%	47	60.3%	31	39.7%
Pickstown	128	99	29	22.7%	79	79.8%	20	20.2%
Ravinia	29	19	10	34.5%	16	84.2%	3	15.8%
Charles Mix County	3,660	2,959	701	19.2%	2,177	73.6%	782	26.4%
South Dakota	391,857	345,779	46,078	11.8%	236,677	68.4%	109,102	31.6%

SOURCE: 2020 US Census, American Community Survey

According to census data, there are 614 total housing units in Wagner. The housing stock in Wagner is, on average, somewhat newer than in the comparable communities as shown in **Figure 5-1**.

Wagner experienced two significant housing "boom" periods. The first is when the city was originally developed in the early 20<sup>th</sup> century. The second period was in the 1950s, when the City indirectly benefitted from the construction of the Fort Randall Dam near Pickstown. The 1990's were a low period of construction in Wagner, which is related to



socioeconomic factors observed in rural areas over the time period. Much of the new housing has been built in the southwest part of town. Another area that has seen its share of housing construction is directly west of town.

SOURCE: 2020 US Census, American Community Survey

Figure 5-1: Age of Housing Stock

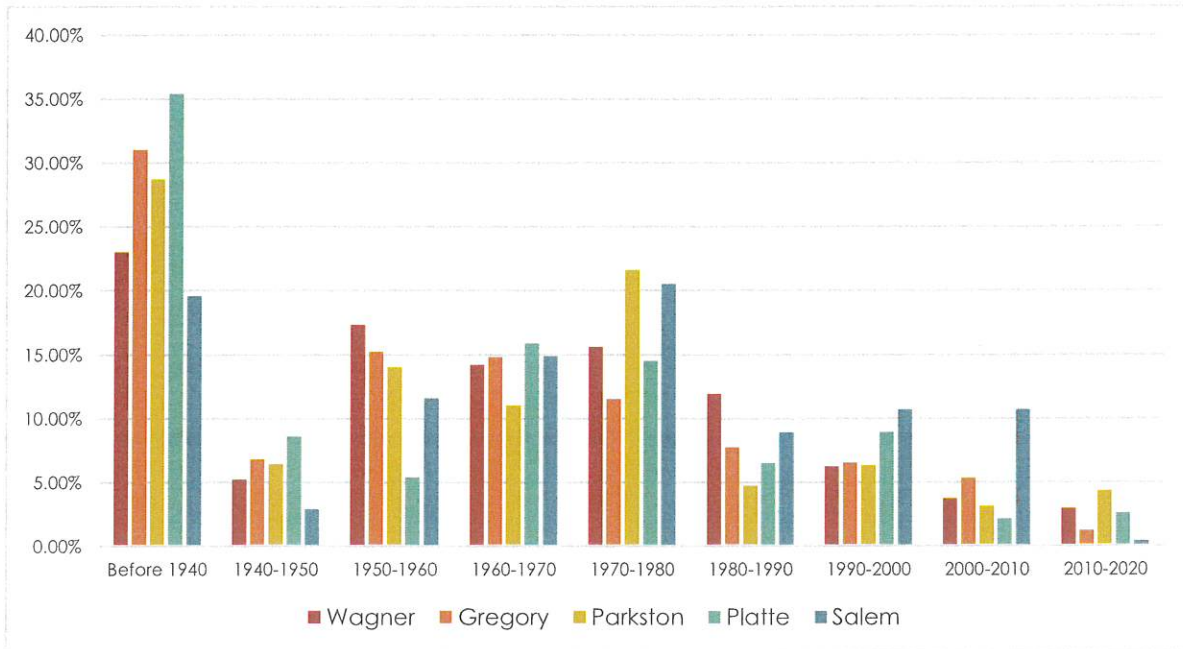


Table 5-2 shows that most of the housing units in Wagner are single-family dwellings, with the remaining units being comprised of multi-family dwellings and mobile homes. Based on the following figures, Wagner appears to have a higher percentage of multifamily units than in comparable communities.

Table 5-2: Type of Housing Unit, 2020

Area	Total Units	1-unit Detached	1-unit Attached	2 Units	3 or 4 Units	5 to 9 Units	10 to 19 Units	20 or More Units	Mobile Home
Wagner	614	67.4%	3.3%	2.8%	2.9%	7.0%	8.0%	5.5%	3.1%
Gregory	677	77.4%	3.0%	2.4%	1.8%	2.5%	2.2%	0.4%	10.3%
Parkston	784	81.6%	0.0%	1.4%	0.8%	9.7%	5.4%	1.1%	0.0%
Platte	571	83.5%	1.6%	0.7%	3.5%	8.8%	0.0%	0.7%	1.2%
Salem	552	74.1%	2.7%	5.8%	10.5%	0.0%	0.7%	4.2%	2.0%
Dante	38	94.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	5.3%
Geddes	125	90.4%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	9.6%
Lake Andes	308	76.9%	2.3%	2.6%	1.6%	12.3%	1.0%	0.0%	3.2%
Marly	87	75.9%	4.6%	0.0%	19.5%	0.0%	0.0%	0.0%	0.0%
Pickstown	128	81.3%	8.6%	6.3%	0.0%	0.0%	0.0%	2.3%	1.6%
Ravinia	29	82.8%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	17.2%
Charles Mix County	3,660	83.7%	2.0%	1.1%	1.7%	3.7%	1.6%	1.2%	4.9%
South Dakota	391,857	67.3%	4.1%	1.8%	3.6%	3.8%	4.4%	6.7%	8.2%

SOURCE: 2020 US Census, American Community Survey

**Figure 5-2** lists the value of homes within the City and the comparative towns for 2020. Home values within the community are represented within all ranges except the highest valued homes (over \$1,000,000 in value). The majority of home values fall within \$100,000-\$150,000, which is a good range for first-time homebuyers with young families. Physical housing conditions would be the main reason that there would be fewer homes available in this range. Availability will rely on out migration of current residents and as the population grows older, seniors moving from their homes to assisted living facilities. An abundance of homes below \$50,000 may indicate the need to enforce rehabilitation standards of existing housing units or the presence of older mobile homes that have lost their value.



**Figure 5-2 Value of Owner Occupied Housing Units - 2020**



SOURCE: 2020 US Census, American Community Survey

**Table 5-3** provides a comparison of Wagner's median home value and median gross rent from the years 2000-2020. The table also shows the percent change from that twenty-year span. Wagner's median home value grew at a slightly lower rate than the values in South Dakota (Wagner, 111.2% South Dakota, 135.9%). Compared to other communities in the study area, the growth of median home values lags behind Gregory, Parkston, and Platte but higher than Salem.

**Table 5-3: Median Housing Value Trends – 2000-2020**

Entity	Median Home Value				
	2000	2010	2020	Avg. Change/ Decade	% Change 2000-2020
Wagner	\$ 53,400	\$ 58,800	\$ 112,800	\$29,700	111.2%
Gregory	\$ 32,200	\$ 50,800	\$ 90,300	\$29,050	180.4%
Parkston	\$ 52,800	\$ 83,500	\$ 121,500	\$34,350	130.1%
Platte	\$ 57,900	\$ 82,200	\$ 143,400	\$42,750	147.7%
Salem	\$ 62,300	\$ 83,500	\$ 120,600	\$29,150	93.6%
Charles Mix County	\$ 49,100	\$ 67,700	\$ 135,300	\$43,100	175.6%
South Dakota	\$ 79,600	\$122,200	\$ 187,800	\$54,100	135.9%

Source: 2000 US Census, 2010 US Census, and 2020 US Census



In reviewing the statistics for median gross rent, Wagner's rent grew at a rate comparable to the average of other communities. Generally, as median family incomes grow, so does the cost of home values and rent. This indicates that Wagner continues to have an affordable housing market, characterized by lower home values and rent than other communities of similar size. **Table 5-4** shows the growth in median gross rent for Wagner, similarly sized communities, and South Dakota between 2000 and 2020.

**Table 5-4: Median Gross Rent – 2000-2020**

Entity	Median Gross Rent				
	2000	2010	2020	Avg. Change/ Decade	% Change 2000-2020
Wagner	\$297	\$460	\$629	\$166	111.8%
Gregory	\$271	\$443	\$661	\$195	143.9%
Parkston	\$321	\$411	\$675	\$177	110.3%
Platte	\$339	\$428	\$532	\$97	56.9%
Salem	\$364	\$495	\$862	\$249	136.8%
Charles Mix County	\$307	\$410	\$621	\$157	102.3%
South Dakota	\$426	\$574	\$809	\$192	89.9%

Source: 2000 US Census, 2010 US Census, and 2020 US Census



### Housing Conditions

A visual survey of housing conditions in Wagner revealed few obvious problems concerning the state of the community's housing. Houses were rated on a scale between 1 (excellent) and 10 (dilapidated) according to the following guidelines:

- ❖ **1-3:** Structures that are newly-built, well-built or well maintained, and showing no apparent deficiencies.
- ❖ **4-6:** Structures that show some deficiencies, but are still livable. Minor repairs would be sufficient in most cases to bring such houses up to a sound condition.
- ❖ **7-9:** Structures that lacks basic facilities, or have major or minor deficiencies to such an extent that the unit is considered marginally fit for habitation.
- ❖ **10:** Rehabilitating such dilapidated structures to minimum standards of safety and livability is often not economically feasible.

**Figure 5-3** shows the result of the housing conditions survey. Conditions are generally good, but there are a couple of areas of concentrated deteriorating or dilapidated houses. These areas mainly include blocks south and west of downtown.

The presence of substandard houses can have a negative effect on neighborhood housing values. Properties that are poorly kept can have the same effect, as can the existence of vacant lots in residential neighborhoods. Busy commercial or industrial areas often depress housing values in nearby residential areas, but this is of little concern in Wagner.

The fact that there is a concentration of dilapidated home may compel the city leaders to develop a strategic neighborhood redevelopment plan for the areas mentioned. Focused revitalization of neighborhoods can maintain densities, offer more choices, and create economic opportunities.

Factors that positively affect residential areas include proximity to such amenities as parks, schools, and shopping. Fortunately for Wagner's residents, the community has an excellent system of open space and a proximity to natural and recreational resources. The community's low crime rate is another factor positively affecting property values.

Figure 5-3: Housing Conditions



The information in **Table 5-5** is a combination of numerous data that shows the number of different household types according to census characteristics. Over two-thirds of households who own homes in Wagner are family households. The opposite is true for renter occupied households in Wagner; over 60 percent of renter households are non-family households.

Table 5-5: Tenure by Household Type - 2020

Entity		Total	Family Households	Non-Family Households
Wagner	Owner Occupied	321	222	99
	Renter Occupied	245	95	150
Gregory	Owner Occupied	480	280	200
	Renter Occupied	145	49	96
Parkston	Owner Occupied	568	395	173
	Renter Occupied	179	79	100
Platte	Owner Occupied	421	252	169
	Renter Occupied	156	70	86
Salem	Owner Occupied	352	269	83
	Renter Occupied	139	57	82
Charles Mix County	Owner Occupied	2,215	1,593	622
	Renter Occupied	934	531	403
South Dakota	Owner Occupied	236,495	171,985	64,510
	Renter Occupied	111,383	46,720	64,663

Source: 2000 US Census, Tables DP-1 and DP-4, and Summary File Tape 3, Table H19

**Table 5-6** illustrate Wagner's building permit activity from the year's 2015 to 2020. The level of construction activity was scant during this period. Only two single family structures were built between 2015 and 2020; one in 2017 and one in 2018. Rehabilitation of existing substandard units may make them more desirable to renters.

**Table 5-6: City of Wagner Residential Building Permits**

	2015	2016	2017	2018	2019	2020
Single-Family Structures	0	0	1	1	0	0
All Multi-Family Structures	0	0	0	0	0	0
2-unit Multi-Family Structures	0	0	0	0	0	0
3- and 4-unit Multi-Family Structures	0	0	0	0	0	0
5+ Unit Multi-Family Structures	0	0	0	0	0	0
<b>Total Units</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>0</b>

**Conclusion**

Much of Wagner's affordable housing stock is already in place within existing neighborhoods. Unfortunately, the presence of substandard houses can have a negative effect on neighborhood housing values. Encouraging preventative maintenance can be a cost effective method of assuring a continued supply of good housing for future residents.

The changing demographics of Wagner's population will compel the City to develop land use policies that permit a range of housing types of varying densities. The overall design program for housing can be centered on creating sustainable neighborhoods within the existing urban pattern while redevelopment areas may create an entirely new fabric.

Factors that positively affect residential areas include proximity to such amenities as well maintained parks and greenways, schools, and shopping. Fortunately for Wagner's residents, the community has a good park system and a school system that is very highly regarded.

Another common problem in small towns is that developers and private individuals are often tempted to build small clusters of homes around the perimeter of the community. These developments can strain existing infrastructure such as water, sewer and streets along with the environment if not properly planned.

## Housing

### Planning Considerations

#### City Planning Challenges

The following housing challenges are expected over the planning period.

- ✓ Continuing development of small rural subdivisions and scattered single family homes beyond the city limits;
- ✓ Encouraging rehabilitation of existing housing stock;
- ✓ Maintaining a range of affordable housing options; and
- ✓ Encouraging the use of housing lots with access to existing infrastructure.

#### Policy Recommendations

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

- 1) Housing should be developed that minimize potential land use and environmental conflicts;
- 2) Continue to maintain and evaluate zoning along with promotion of code enforcement policies;
- 3) Existing lots within the city limits should be an infill development priority;
- 4) The provision of adequate public services should be considered in evaluating housing proposals; and
- 5) Affordable housing opportunities such as rehabilitation of existing housing and proper placement of manufactured housing should be encouraged.