



## WAGNER COMPREHENSIVE PLAN



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# **List of Officials**

## **Mayor of Wagner**

Sharon Haar

## **Wagner City Council, 2009**

Merle Bartunek

Ron Cuka

Ron Fredrich

Todd Johannsen

Tammy J. Thornton

Roger Wiltz

## **Wagner Planning Commission, 2009:**

President, Beth A. Schroeder

Justin Bouza

Pat Whitehorse Carda

Steve Krcil

Verne Twitero

## **City of Wagner Finance Officer**

Rebecca Brunsing

## **City of Wagner Development Coordinator**

Matt Cerny

## **City Attorney**

Kenneth Cotton



Wednesday, September 2, 2009

THE WAGNER POST

## Public Notice

### NOTICE OF PUBLIC HEARING

HEREBY TAKE NOTICE, the Wagner Planning Commission, County of Charles Mix, State of South Dakota, is proposing a Comprehensive Plan be adopted by the Wagner City Council.

The Planning Commission will hold a public hearing and take testimony of the proposed Comprehensive Plan on Wednesday September 16th, 2009 at 7:00 P.M. at the City Council Room in the Wagner City Hall.

The complete Comprehensive Plan referred to above is on file with the Wagner Finance Office and may be inspected, reviewed, or examined by any interested party by contacting Rebecca Brunsing, Finance Officer at (605) 384-3741.

Written comments may be submitted to the Finance Officer by 5:00 P.M. September 16th, 2009.

Rebecca Brunsing  
City of Wagner Finance Officer  
*Published twice at the total approximate cost of \$17.23*

Pub: September 2, 9, 2009



 **PUBLIC NOTICES**

**NOTICE OF PUBLIC  
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Wagner Planning and Zoning Commission Meeting  
09/16/2009 7 PM

Meeting called to order at 7:00 PM by President Beth A. Schroeder.

Members Present: President Beth A. Schroeder, Verne Twitero, Steve Krcil, Justin Bouza,  
Also present Matt Cerny, Zoning Administrator,

Members Absent: Pat Whitehorse Carda

Others Present: District III – Eric Ambrosion, Mayor Sharon Haar, Finance Officer Becky  
Brunsing, City Attorney Ken Cotton, Council members: Todd Johannsen, Merle Bartunek.

President Schroeder called for approval of the meeting agenda. A motion was made by Bouza,  
second by Krcil to approve the meeting agenda. All voted aye, motion carried.

The Zoning Administrator informed the Planning Commission that Whitehorse-Carda had  
resigned from the Planning Commission. He informed the Commission that the Mayor will make  
an appointment for the City Council's approval.

President Schroeder then on behalf of the Planning Commission welcomed everyone to the  
Public Hearing for the City Comprehensive Plan. She stated that the task force that worked on  
updating the Comprehensive Plan was herself, Matt Cerny-Zoning Administrator, Roger Wiltz-  
City Council, and Becky Brunsing-Finance Officer. Directing the process was Eric Ambrosion of  
District III. She informed the group that the process of updating the comprehensive plan started  
in 2008. The previous comprehensive plan was developed in 1999. The Previous plan was 54  
pages with very few maps. The 2009 plan is 183 pages with many more maps and schematics  
thanks to updates in technology. Eric Ambrosion-District III, has spent many hours developing  
the comprehensive plan. After updating the Planning Commission and others present, President  
Schroeder turned the meeting over to Ambrosion to take public comments and suggestions on the  
comprehensive plan.

Ambrosion then answered questions regarding the new comprehensive plan and the Planning  
Commission discussed any recommendations or changes that should be made with the plan.

After discussion, Justin Bouza made a motion to recommend that the City Council adopt the  
2009 Comprehensive Plan with the following revisions:

- 1) Change City zoning jurisdiction from 1-mile radius to 3-mile radius
- 2) Reword on page 140 the comment about Native Americans as it is culturally insensitive
- 3) Include the statistic that the community of Wagner employs 1300 people
- 4) Include in the plan a goal to research the feasibility of a designated area for a wind farm
- 5) Add wind energy under the implementation schedule under the utilities section





Vern Twitero seconded the motion. Members voting in favor of this motion were Steven Krcil and Justin Bouza, Vern Twitero, Beth Schroeder. The motion passed with a 4-0 margin.

The Commission will forward its recommendation to the City Council.

With no further discussion, motion to adjourn was made by Steve Krcil and seconded by Verne Twitero. All members voted in favor. Motion carried.

Meeting adjourned at 7:55 PM.

Respectfully submitted,

Beth A. Schroeder  
President



## Public Notice

The Wagner City Council acting as the Zoning Board of Adjustments will hold a Public Hearing on November 4th, 2009 at 7:00 p.m. at Wagner City Hall to consider the recommendation of the Planning and Zoning Commission on the application of Quentin Greger, on a conditional use permit request on Lot 6, Block 30, Milwaukee 4th Addition, City of Wagner, Charles Mix County, South Dakota.

Dated at Wagner, South Dakota this 15th day of October 2009.

Matt Cerny  
Zoning Administrator

*Published once at the total approximate cost of \$6.06*

Pub: October 21, 2009



**THE MEETING OF THE COMMON COUNCIL OF THE CITY OF WAGNER,  
CHARLES MIX COUNTY, SOUTH DAKOTA**

**PURSUANT TO DUE CALL AND NOTICE THEREOF**, the regular December meeting was held on Monday, December 7<sup>th</sup>, 2009 at City Hall at 7:00 pm. Present were: Mayor Sharon Haar, Finance Officer, Rebecca Brunsing, City Attorney, Ken Cotton and the following councilpersons: Ron Cuka, Merle Bartunek, Tammy J. Thornton, Ron Fredrich, Roger Wiltz and Todd Johannsen. Absent: None.

The meeting was called to order and the Mayor called for the approval of the December agenda. A motion was made by Fredrich, second by Thornton to approve the December agenda. All voted aye, motion carried.

The minutes from November needed to be amended adding the date (4<sup>th</sup>), and Ordinance No. 2009-09 changed to Ordinance No. 2009-06. A motion was made by Wiltz, second by Bartunek to approve the regular meeting minutes of November 4<sup>th</sup>, 2009 as amended. All voted aye, motion carried.

A motion was made by Bartunek, second by Thornton to approve the board of adjustment minutes on November 4<sup>th</sup>, 2009. All voted aye, motion carried.

The minutes from November 16<sup>th</sup> needed to be amended from 7 p.m. to 6 p.m. A motion was made by Cuka, second by Wiltz to approve the special meeting minutes on November 16<sup>th</sup>, 2009 as amended. All voted aye, motion carried.

There was a question on the two water fountains for Wagner Lake and the final cost of them. The final cost without installation was \$11,048.22. A motion was made by Bartunek, second by Cuka to approve the financial statements for November 2009 and the claims for December 2009. All voted aye, motion carried.

**DECEMBER 2009**

**SALARIES: ADMINISTRATION--\$2,884.07; BUILDING--\$891.86; BUILDINGS-  
ARMORY--\$1,009.97; POLICE--\$16,891.85; STREETS--\$2,552.10; LIBRARY--  
\$2,965.15; ECONOMIC DEVELOPMENT--\$2,118.20; WATER--\$3,936.63; --  
SEWER--\$2,784.95; WITHHOLDING/SOCIAL SECURITY/MEDICARE--  
\$7,559.82.**

**GENERAL**

Alco	supplies	101.07
Buches	supplies	109.27
Buskerud Construction	airport project	122,021.80
Card Services		183.50





Charles Mix Law Enforcement	prisoner housing	490.00
City of Wagner	water	282.49
Country Pride	supplies	805.00
Dakota Auto Body	repairs	1,725.65
Dakota Pump	fountains	11,048.22
Decatur Electronics	repair	190.85
Econo Signs	supplies	500.82
Fred Haar Co	supplies	52.53
Galls	supplies	209.99
Graham Tire	supplies	386.62
Helms & Associates	airport project	3,855.28
High Tech Electric	city park	62.15
Ingram	supplies	357.23
Intoximeters	supplies	55.50
J & J Sanitation	prof fees	525.00
Jane's Country	supplies	58.00
Jerome Beverage	operating agree	554.10
John Conkling Dist.	operating agree	3,934.05
John Otte	manager fees	825.00
Johnson Brothers	operating agree	6,030.46
Johnson Controls	armory improv.	35.00
King Koin Laundry	supplies	206.80
Marks Machinery	supplies	100.78
Matt Cerny	travel	133.20
Mettler Fertilizer	asphalt crushing	12,000.00
Northern Tool	supplies	2,226.26
Northwest Vet	prof fees	30.00
People	subscription	116.07
Qwest	phone service	46.10
Republic National	operating agree	11,706.88
Rog's Auto	repair	137.58
Ron Kraft	consulting services	900.00
Sanitation Products	supplies	20.70
Supplemental Retirement	retirement	250.00
Thomson West	supplies	30.50
TIME	subscription	18.05
Topkote, Inc.	seal coating	29,323.72
Transamerica	insurance	97.40
Wagner Auto Supply	supplies	153.52
Wagner Building & Supply	supplies	131.97
Wagner Post & Announcer	ad	5.00
Weisser Oil	gas/supplies	168.98
Wells Fargo Brokerage	armory pymt	17,278.28
Western Office Plus	serv.contract	174.58
Wipf & Cotton	prof. fees	683.00
Yankton Janitorial Service	supplies	90.00



Yankton Sioux Tribe	rental refund	520.00
<b>WATER</b>		
Angel Provost	deposit refund	100.00
Bartlett & West	water tower insp.	2,045.31
Best Western	travel	89.99
Hazel Evers	deposit refund	50.00
HD Supply Waterworks	supplies	377.65
SD Water & Wastewater Assoc	membership	10.00
SD One Call	locates	34.10
<b>SEWER</b>		
SD Department of Revenue	testing	114.00
<b>VARIED</b>		
AFLAC	insurance	549.98
Alltel	phone	336.04
Assurant Employee Benefits	insurance	234.71
Bomgaars	supplies	227.66
Business Forms	supplies	376.39
First Dakota	petty cash	507.85
Ft. Randall Telephone	phone service	489.77
Honomichl Design	supplies	139.43
Northwestern Energy	electric	6,042.31
Payer Hardware	supplies	327.57
Quill	supplies	1,167.29
Reserve Account	postage	400.00
SD Retirement System	retirement	4,882.44
Voyager	gas	1,928.59

## **Department Reports**

### **Police**

Chief Niehus reported to the Council that Andrew McCoy had completed the training at the law enforcement center in Pierre, is now certified and has signed a contract that he will work for the City of Wagner for a minimum of two years.

Niehus also reported that Andrew Sterling will start on December 15<sup>th</sup>, 2009 and Derrick Marks will start at the Law Enforcement Certification Program in Pierre on February 7<sup>th</sup>, 2010.

### **Streets**

Alderman Bartunek reported that the four new waterways are complete on Elm Avenue SE and 2<sup>nd</sup> Street SE, and Elm Avenue SE and 3<sup>rd</sup> Street SE.



## **Economic Development Report**

Matt Cerny informed the Council that he, Larry Blaha, Gene Niehus and Sharon Haar met with school officials to discuss the Safe Routes to School Program. The school officials will discuss further and get back to the city on the program.

SPN & Associates will be starting the water and wastewater study for future land use soon. They expect that the report will be done by February 2010.

## **OLD BUSINESS**

### **ORDINANCE NO. 2009-06**

“AN ORDINANCE ESTABLISHING A COMPREHENSIVE DEVELOPMENT PLAN FOR THE CITY OF WAGNER, SOUTH DAKOTA, AND PROVIDING FOR THE ADMINISTRATION AND AMENDMENT THEREOF, IN ACCORDANCE WITH THE PROVISIONS OF CHAPTER 11-6 SDCL, AND FOR THE REPEAL OF ALL DOCUMENTS IN CONFLICT THEREWITH.”

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF WAGNER, SOUTH DAKOTA:

**SECTION 1:** Purpose: The purpose of this ordinance is to adopt a comprehensive plan for the City of Wagner, replacing the existing comprehensive plan adopted in 1999. The purpose of the local comprehensive plan is to direct the coordinated, efficient, and orderly development of the local government and its environs that will, based on an analysis of present and future needs, best promote the public health, safety, morals, and general welfare.

**SECTION 2:** The comprehensive plan for Wagner shall:

- (a) encourage a pattern of compact and contiguous growth;
- (b) establish acceptable level of service and/or performance measures for community facilities and ensure the adequate and timely provision of those facilities in order to support existing and planned development;
- (c) direct growth to where infrastructure capacity is available or committed to be available in the future and provide an adequate supply of buildable land;
- (d) promote the availability of housing with a range of types and affordability to accommodate persons and households of all types and income levels and in locations that are convenient to employment and quality public and private facilities, and encourage the development of housing that will meet



- the housing needs identified in any state and/or regional housing plan prepared;
- (e) promote the adequate provision of employment opportunities and the economic health of the region and the local government
  - (f) promote the development of new employment in areas that are convenient to existing housing and public transportation facilities and;
  - (g) protect prime agricultural lands from encroachment.

**SECTION 3:** That this ordinance is necessary, as it provides the legal basis cited in SDCL- 11-4-3 for land use regulations and other implementation measures to achieve the health safety and general welfare of the community.

Dated at Wagner, South Dakota, this 7th day of December 2009.

APPROVED:

\_\_\_\_\_  
Sharon J. Haar, Mayor

ATTEST:

\_\_\_\_\_  
Rebecca A. Brunsing  
City Finance Officer

The motion for the adoption of the foregoing ordinance was made by Wiltz seconded by Cuka. Upon roll call vote being taken, those voting AYE: Cuka, Bartunek, Thornton, Fredrich, Wiltz and Johannsen. Those voting NAY: None. Absent: None. Those abstaining: None. Motion carried. Thereupon the Mayor declared Ordinance No. 2009-06 duly passed and adopted, affixed her signature thereto in approval thereof and directed the same to be published in the official newspaper.

FIRST READING: November 4<sup>th</sup>, 2009

SECOND READING: December 7<sup>th</sup>, 2009

PUBLISHED: December 16<sup>th</sup>, 2009 and December 23<sup>rd</sup>, 2009

EFFECTIVE DATE: January 12<sup>th</sup>, 2010

**CITY OF WAGNER  
COMPREHENSIVE PLAN  
RESOLUTION OF ADOPTION**





WHEREAS, The Wagner City Council through a cooperative effort with the Wagner Planning Commission has developed and proposes to adopt a Comprehensive Development Plan; and

WHEREAS, The City of Wagner is required by South Dakota Codified Law to adopt a Comprehensive Plan prior to amending or adopting a zoning ordinance; and

WHEREAS, The City of Wagner has certified the accuracy of the proposed document with the City Attorney prior to proceeding with the adoption proceedings; and

WHEREAS, The proposed plan will enable the Planning Commission and City Council to guide the future land use within the city limits of, and extraterritorial areas as allowed by SDCL 11-6, the City of Wagner and allow for the enforcement and amendment of other land use regulations.

NOW THEREFORE, BE IT RESOLVED, that the Wagner City Council hereby adopts the City of Wagner Comprehensive plan pursuant to SDCL 11-6-14 and calls for the publication of a summary and notice of adoption pursuant to SDCL 9-19-7.

Dated this 7th day of December 2009.

The motion for the adoption of the foregoing resolution was made by Bartunek, seconded by Fredrich. Upon roll call vote being taken, those voting AYE: Cuka, Bartunek, Thornton, Fredrich, Wiltz and Johannsen. Those voting NAY: None. Absent: None. Those abstaining: None. Motion carried.

APPROVED:

\_\_\_\_\_  
Sharon J. Haar, Mayor

\_\_\_\_\_  
Rebecca Brunsing, Finance Officer

SEAL

The Finance Officer informed the Council that there were two engineering proposals submitted for the airport projects for 2010 through 2014. The airport selection committee will be contacted, a meeting set up and the interview process conducted to select an engineer.



A motion was made by Johannsen, second by Wiltz for the approval of Pay Request #4 from Buskerud Construction, Inc. for \$122,021.80 for the airport apron rehabilitation and reconstruction project. All voted aye, motion carried.

A final inspection on the armory will be conducted by Johnson Controls on Thursday, December 10<sup>th</sup>.

The City Attorney, Ken Cotton, updated the Council on condemned houses and nuisance properties. The legal process for cleaning up a nuisance property was also discussed.

There was a brief discussion on the Wagner Sale Barn.

### **NEW BUSINESS**

A motion was made by Cuka, second by Bartunek to place Ordinance No. 2009-07, "2009 Supplemental Appropriation Ordinance" on its first reading. Upon roll call vote being taken, those voting AYE: Cuka, Bartunek, Thornton, Fredrich, Wiltz and Johannsen. Those voting NAY: None. Absent: None. Those abstaining: None. Motion carried.

The Council reviewed the building permits.

The City Council reviewed a model ordinance for a property maintenance code that would include, but would not be limited to the general upkeep of properties within the city limits of Wagner. The consensus of the Council was to put the code in ordinance form and place it on its first reading. Wiltz made a motion to this effect and then withdrew the motion. The City Attorney and Finance Officer will draft the ordinance and have it ready for the first reading at the regular meeting on January 4<sup>th</sup>, 2010.

A motion was made by Fredrich, second by Wiltz to approve a spiking permit for the American Legion of the Legion Sweepstakes at the Wagner Armory on February 20<sup>th</sup>, 2010. All voted aye, motion carried.

The liquor operating agreements are up for renewal for 2010.

A motion was made by Wiltz, second by Thornton that the Wagner City Council, pursuant to the City of Wagner Municipal Code 3-2-2, hereby approves the 2010 on sale liquor agreement between the City of Wagner and Chris Kokesh, d/b/a VFW/Rollie Bucholz Post #7319, at E 55' of Lots 13-14, Block 3, Original Town in the City of Wagner, County of Charles Mix, State of South Dakota, also known as the VFW/Rollie Bucholz Post #7319. All voted aye, motion carried.

A motion was made by Johannsen, second by Bartunek that the Wagner City Council hereby approves the 2010 on sale operating liquor management



agreement between the City of Wagner and Dennis and Vicky Kuhlman d/b/a Two Spurs Steakhouse and Lounge, Inc. for the purpose of a liquor manager to operate the on-sale establishment or business for and on behalf of the City of Wagner at Parcel C of Blaha's Subdivision in the SW ¼ of the SW ¼ of Section 33, Township 96 North, Range 63 West of the 5<sup>th</sup> P.M., in the City of Wagner, County of Charles Mix, State of South Dakota, also known as Two Spurs Steakhouse and Lounge. All voted aye, motion carried.

A motion was made by Fredrich, second by Cuka that the Wagner City Council hereby approves the 2010 on sale operating liquor management agreement between the City of Wagner and Marion Van Roekel, d/b/a Dakota Bowl and End Zone Lounge, for the purpose of a liquor manager to operate the on-sale establishment or business for and on behalf of the City of Wagner at Lots 3 & 4 of Block 8, B.W. LaShiers Addition in the City of Wagner, County of Charles Mix, State of South Dakota, also known as the Dakota Bowl and End Zone Lounge. All voted aye, motion carried.

A motion was made by Thornton, second by Bartunek that the Wagner City Council hereby approves the 2010 off sale operating liquor management agreement between the City of Wagner and G.F. Buche Company a South Dakota Corporation d/b/a Buche Foods and Bob's Liquor of Wagner, South Dakota, for the purpose of a liquor manager to operate the off-sale establishment or business for and on behalf of the City of Wagner at in Outlot B-6 of Lot 3 Outlot B-5 of Lot 3 Wagner Heights Addition Section 4 Township 95 Range 63 West of the 5<sup>th</sup> P.M., in the City of Wagner, County of Charles Mix, State of South Dakota., also known as Buche's Grocery Store and Bob's Liquor. All voted aye, motion carried.

A motion was made by Fredrich, second by Johannsen that the Wagner City Council hereby approves the 2010 on sale operating liquor management agreement between the City of Wagner and Scott McAdaragh d/b/a Scooters Pub & Casino for the purpose of a liquor manager to operate the on-sale establishment or business for and on behalf of the City of Wagner at E 35" of Lot 12 & E 35' of N ½ of Lot 11, Block 17, Milwaukee 2<sup>nd</sup> Addition in the City of Wagner, County of Charles Mix, State of South Dakota, also known as Scooters Pub & Casino. All voted aye, motion carried.

Due to the declining weather, A-1 Roofing was not able to repair the roof at the commodity warehouse. This project will be completed in late spring/early summer of 2010.

A motion was made by Wiltz, second by Johannsen to renew the lease for the commodity warehouse to the Yankton Sioux Tribe. All voted aye, motion carried.

A motion was made by Fredrich, second by Thornton to advertise the annual notice to bidders for garbage services for 2010. All voted aye, motion carried.





The year-end meeting was set for Wednesday, December 30<sup>th</sup>, 2009 at 6:00 pm at Wagner City Hall.

The Mayor called for a five-minute recess before entering into executive session.

Ron Fredrich asked if he should leave for the executive session. The City Attorney responded yes, and Alderman Fredrich left the meeting at 8:37 pm.

A motion was made by Bartunek, second by Thornton to enter into executive session at 8:37 pm for proprietary business. All voted aye, motion carried.

The Mayor declared the Council out of executive session at 9:12 pm.

A motion was made by Wiltz, second by Johannsen to execute the letter of engagement with Frieberg, Nelson, & Ask, L.L.P. for legal services for the municipalization of the Wagner Municipal Electric Utility. All voted aye, motion carried.

Nuisance issues were discussed again.

A motion was made by Cuka, second by Thornton to adjourn the meeting at 9:25 pm. All voted aye, motion carried.

APPROVED \_\_\_\_\_  
Sharon J. Haar, Mayor

Attest \_\_\_\_\_  
Rebecca Brunsing, Finance Officer

Published once at the approximate cost of: \_\_\_\_\_.



**CITY OF WAGNER  
COMPREHENSIVE PLAN  
RESOLUTION OF ADOPTION**

WHEREAS, The Wagner City Council through a cooperative effort with the Wagner Planning Commission has developed and proposes to adopt a Comprehensive Development Plan; and

WHEREAS, The City of Wagner is required by South Dakota Codified Law to adopt a Comprehensive Plan prior to amending or adopting a zoning ordinance; and

WHEREAS, The City of Wagner has certified the accuracy of the proposed document with the City Attorney prior to proceeding with the adoption proceedings; and

WHEREAS, The proposed plan will enable the Planning Commission and City Council to guide the future land use within the city limits of, and extraterritorial areas as allowed by SDCL 11-6, the City of Wagner and allow for the enforcement and amendment of other land use regulations.

NOW THEREFORE, BE IT RESOLVED, that the Wagner City Council hereby adopts the City of Wagner Comprehensive plan pursuant to SDCL 11-6-14 and calls for the publication of a summary and notice of adoption pursuant to SDCL 9-19-7.

Dated this 7th day of December 2009.

The motion for the adoption of the foregoing resolution was made by Bartunek, seconded by Fredrich. Upon roll call vote being taken, those voting AYE: Cuka, Bartunek, Thornton, Fredrich, Wiltz and Johannsen. Those voting NAY: None. Absent: None. Those abstaining: None. Motion carried.

APPROVED: Sharon J. Haar,  
Mayor

Rebecca Brunsing, Finance Officer



# Executive Summary

## Background

A comprehensive plan is a document that covers a broad range of topics and is long range in scope. A comprehensive plan provides the framework for the orderly development of a city or county. The purpose and process of preparing a comp plan are outlined in state law. Land use regulations and other implementation measures are based upon the information presented in the comprehensive plan. This information typically includes the present economic and social conditions, as well as future land use objectives.

Wagner is closely tied to the Native American cultural geography and history of the area. But Wagner owes its existence to the railroads of the late 19<sup>th</sup> century. The City Town was developed in the late 1800s and became a municipal government in 1900. Since then, the City has grown from the benefit of a rich agricultural economy. Over the past fifty years, Wagner has evolved from a “farm community” to a regional service center; home to the Wagner Community School District, Wagner Hospital and Indian Health Services, and several businesses well-known throughout the area.

The last comprehensive plan written for the Town of Wagner was adopted in 1999. Zoning regulations were adopted to implement the comprehensive plan. In 2008, the City found it necessary to revisit the community’s goals and explore new ideas that will move Wagner into the next twenty years.

## Overview of Goals

The goals and objectives of the Wagner Plan were devised in regard to population growth, natural and cultural resources, transportation, parks, public services, housing, and economic development. In summary, the Planning Commission has recommended some progressive actions in terms of urban and rural development. The Plan projects a modest growth rate, yet shows an increased demand for land to accommodate the growth. To meet the challenges of the next twenty years, the most important goals laid out by the Planning Commission include:

- A comprehensive strategy that focuses on multiple facets of economic development;
- Creating a network of greenways and civic streets which connect open spaces and neighborhoods;
- Addressing the need for affordable housing

With this comprehensive plan, the City of Wagner provides a vision for moving into a new epoch in purpose; that of being a rich, diverse community filled with housing and economic opportunities for everyone.



## **Wagner Community Vision**

**Wagner, SD will be a thriving, progressive community where forward looking people help to encourage expansion. It will have the characteristics of an attractive small town with a wide variety of well kept homes and active business districts.**

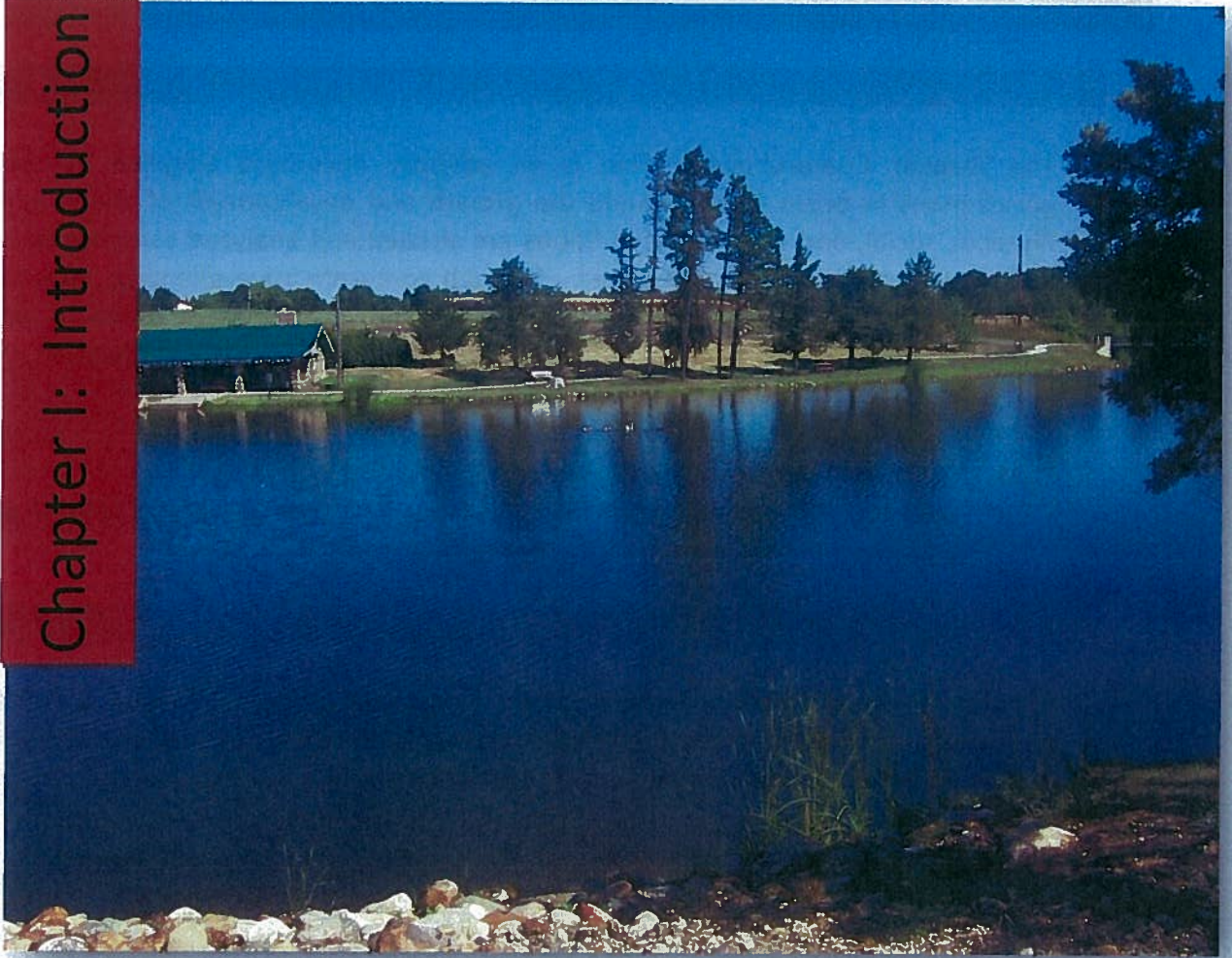
**Wagner will connect with its rural surroundings through a linked system of parks and open spaces available to residents of Wagner and their guests. Wagner will also provide civic and cultural amenities for the enjoyment of all.**

**The residents of Wagner will work together to create a welcoming and prosperous multi-cultural community that will be safe and vibrant for its families, children, elders, and visitors as well as future generations who will call Wagner home.**





## Chapter I: Introduction



- A. Purpose and Nature of the Plan**
- B. Role of the Planning Process in Local Government**
- C. Relationship of the Plan to District and Functional Plans**

## I. Introduction

### A. Purpose and Nature of the Plan

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.

### B. Role of the Planning Process in Local Government

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 Town 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 Town 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.

### C. Relationship of the Plan to District and Functional Plans

The Wagner Comprehensive Plan is expected to be used as a basis for regulatory policies, and it should be periodically updated. Revisions in background data would be 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.





## Chapter II: Background



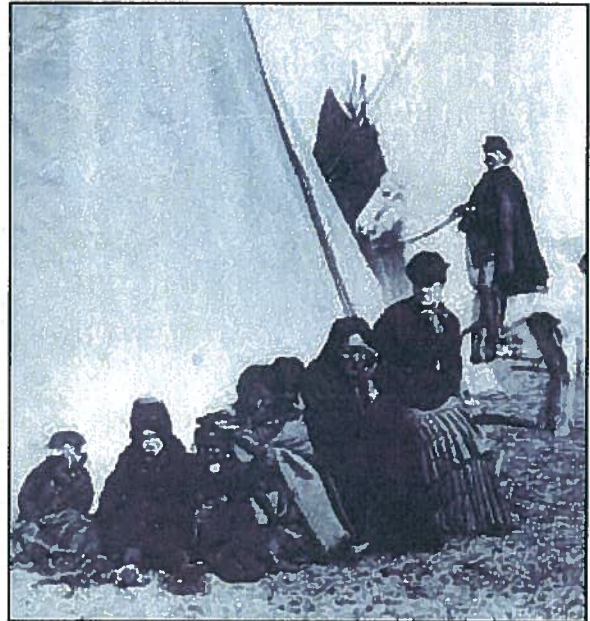
- A. Historical Background of Development in the Community**
- B. Current Conditions and Trends**
- C. Current and Emerging Issues That Have Long Term Implications**

## II. Background

### A. Historical Background of Development in the Community

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.

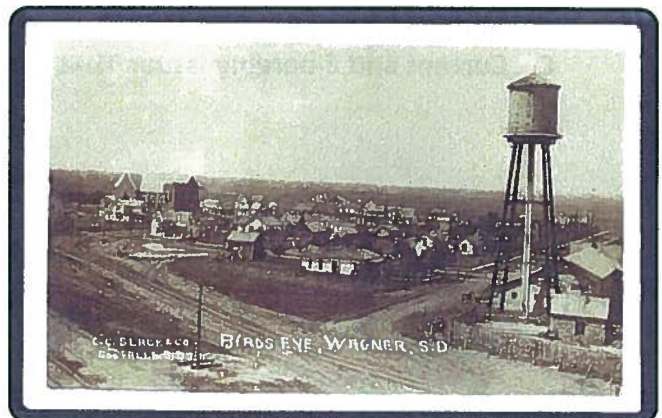


The town was dedicated in April 1901. The majority of Wagner's population was comprised of immigrants from Holland, Norway, Sweden, and Czechoslovakia. The immigrants poured in the Wagner area when it was opened for homesteading in 1895.

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

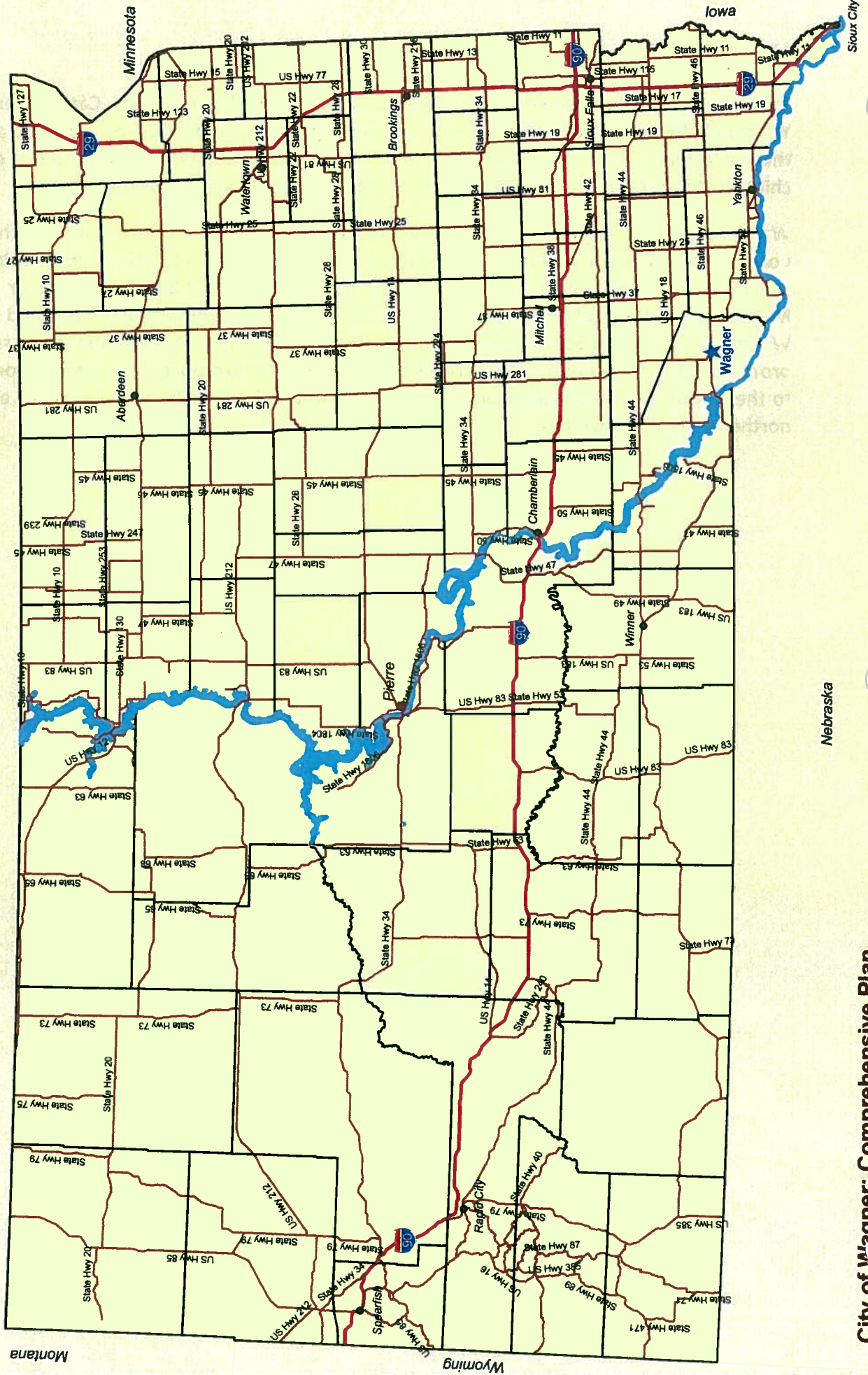


Struck by the Ree begins in the days of Lewis and Clark. As the story goes, Captain Lewis took a Yankton baby and wrapped him in an American flag, saying he would grow up to be a friend of the white man. This boy grew up to become Struck by the Ree, a highly respected Yankton chief. A stone statue commemorating 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. **MAP 2.1** shows Wagner's location in South Dakota and the location of other counties and metropolitan communities of the state. **MAP 2.2** 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).



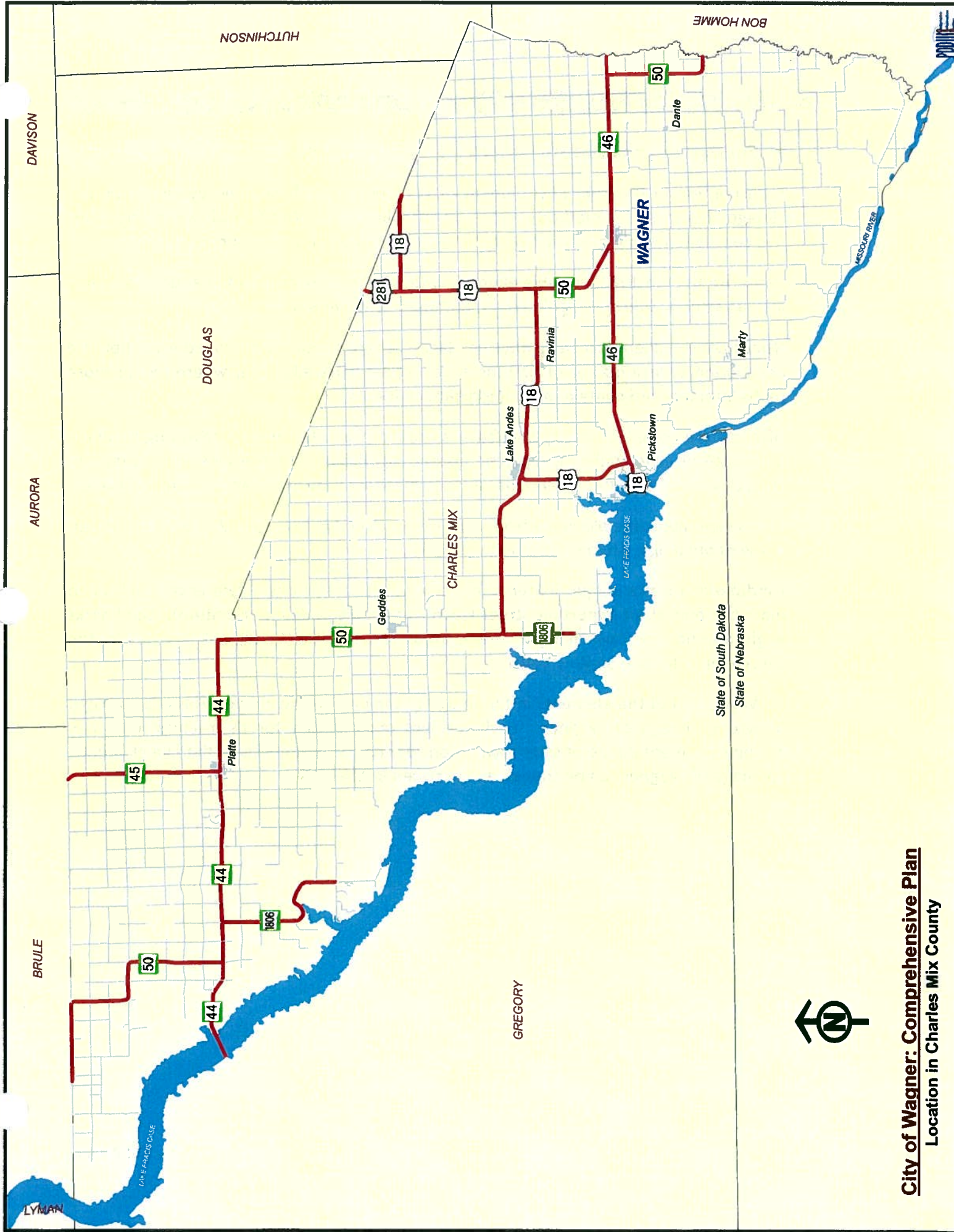
North Dakota



Nebraska

**City of Wagner: Comprehensive Plan**  
**Locator** South Dakota





**City of Wagner: Comprehensive Plan**  
 Location in Charles Mix County

## B. Current Conditions and Trends

### 1. The Built Environment

A description of the built environment of Wagner can be best done by discussing the “Image of the City;” a method created by notable planner Kevin Lynch, which identifies five components that give the city its form and identity. These components include:

**Paths** are the most recognizable element with which one organizes the entire city. They include streets, sidewalks, greenways, railroads, or waterways.

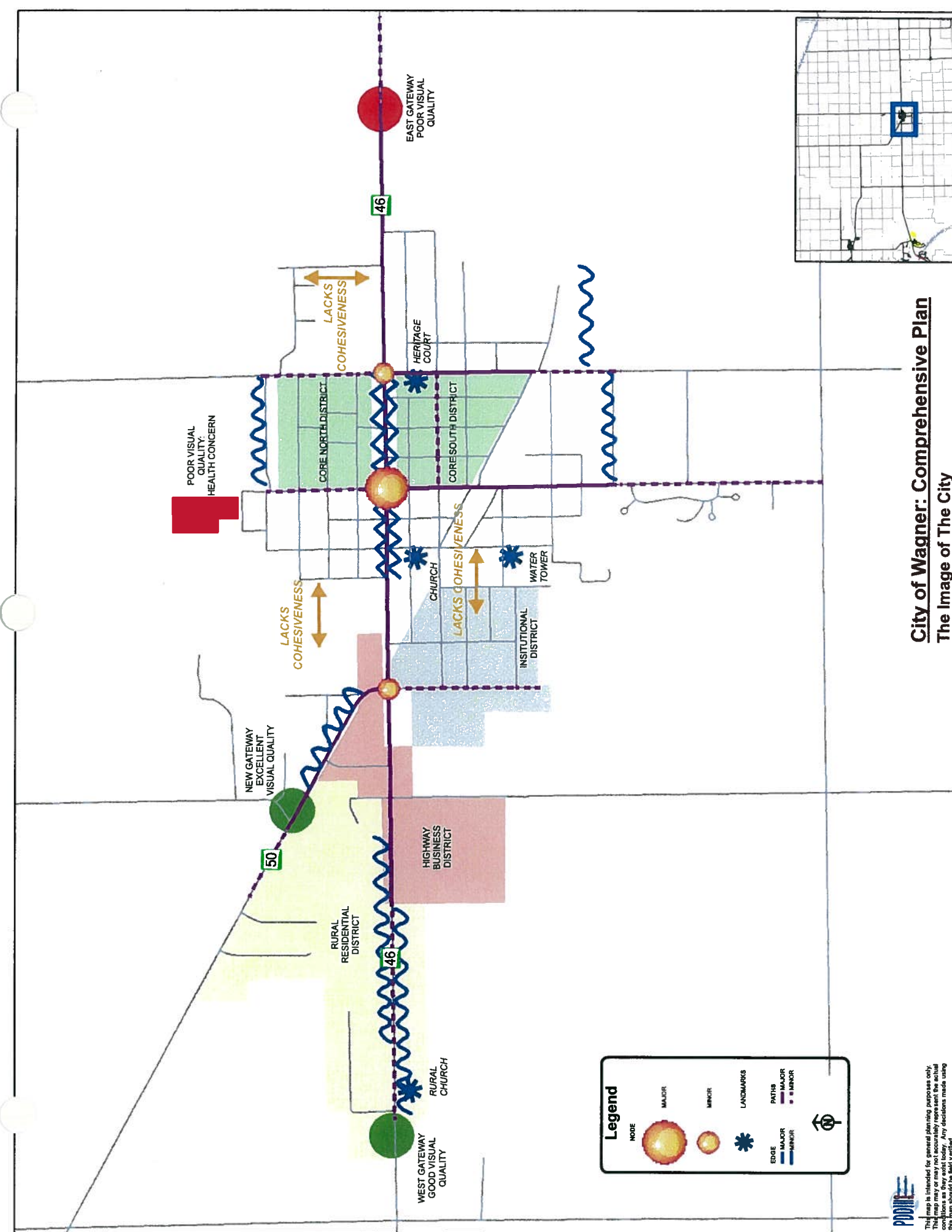
**Nodes** are considered to be “gathering places” where people come together, either as a destination or as a matter of circumstance. Nodes generally occur where two or more paths intersect and contain other important elements.

**Districts** are areas of the city that have a distinct character, usually featuring a unique architectural style, building type, or historic significance. Observers know they are “there” when they enter a particular district, meaning they experience a sense of place.

**Edges** separate some elements from each other. An edge may take the form of a street, a row of buildings, a hedge, or a body of water.

**Landmarks** are the unique features in a city which function as a reference point, or to mark the end of an important street (such as a public building or statute). Landmarks might also be that “special place” that everyone knows, like the old oak tree next to the church, or “Old Man Smith’s house.

In Wagner, all of the elements in the Image of the City are observed. There is no “right or wrong” image of Wagner. Each resident must decide for themselves how they arrange the mental map of their town. Considering the definitions of the five elements, an image of Wagner can be shaped as illustrated in MAP 2.3



**City of Wagner: Comprehensive Plan**  
**The Image of The City**

**Legend**

<b>NODE</b>	MAJOR	MINOR	<b>LANDMARKS</b>	PATHS
				MAJOR
				MINOR
<b>EDGE</b>	MAJOR	MINOR		

**PODUNE**

This map is intended for general planning purposes only. This map may or may not accurately represent the actual conditions on the ground. Any decisions made using this map should be field verified.





## 2. The Natural Environment

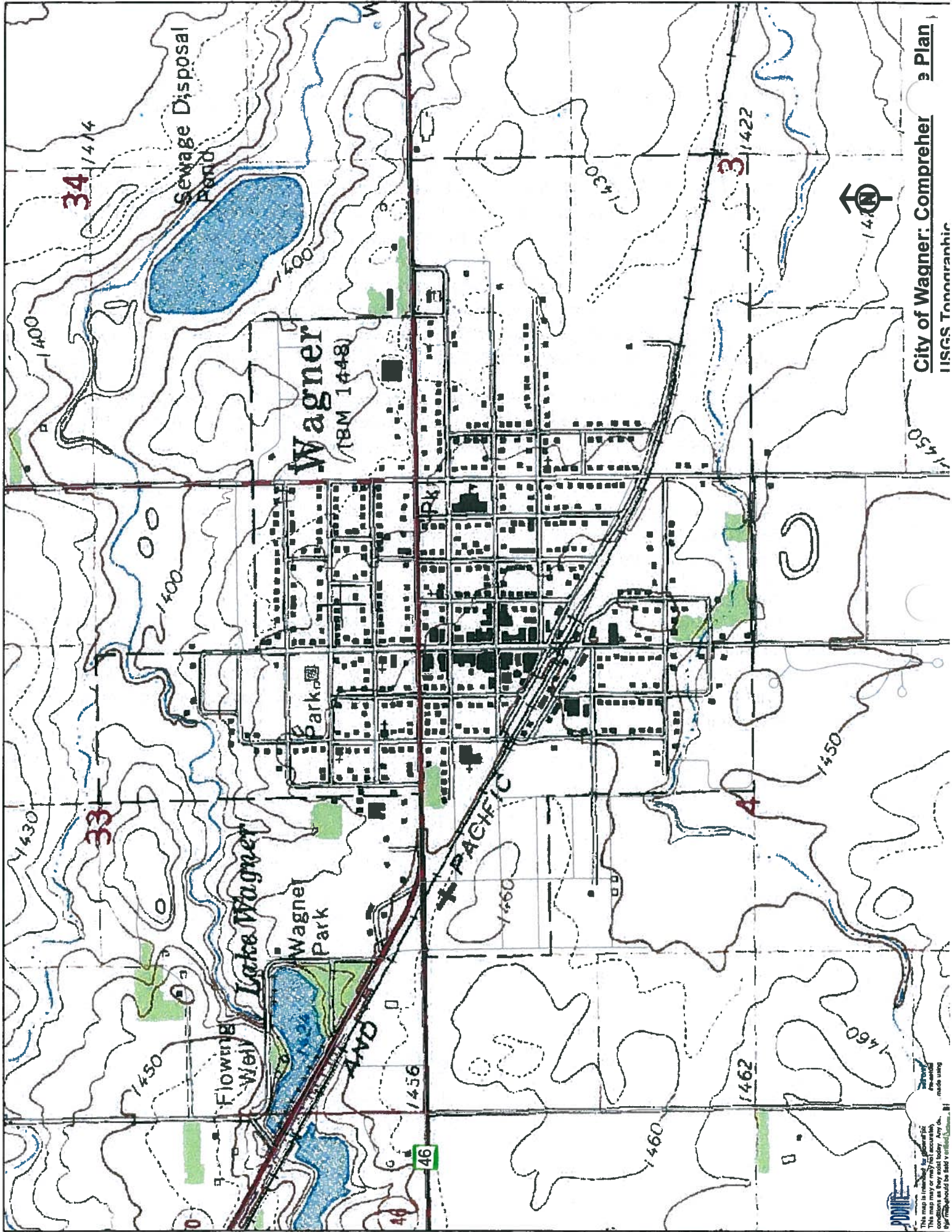
### Landscape

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.

**MAP 2.4** 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.



## 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.

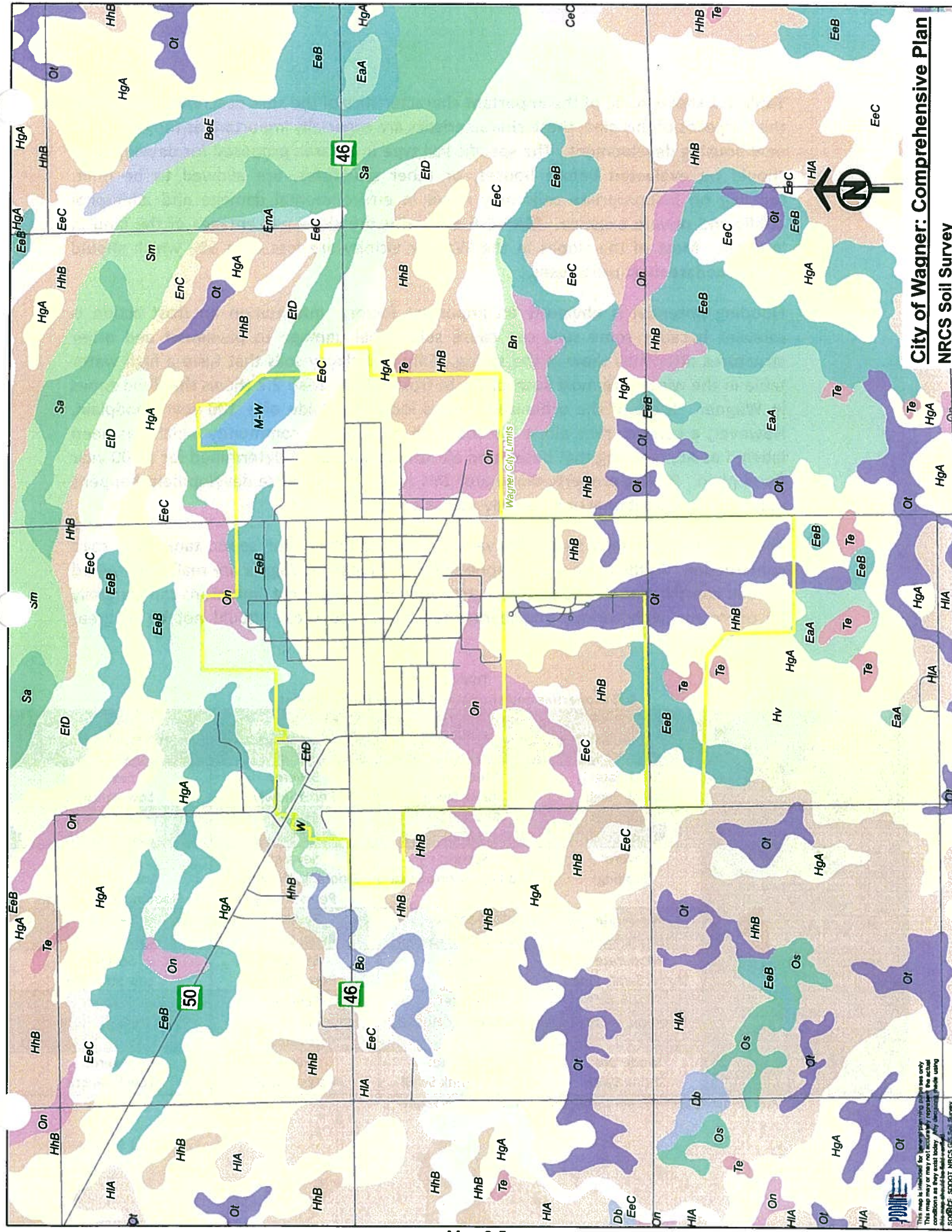
The soil association in and around Wagner is the Sansarc association. The landscape is characterized by steep slopes and deeply entrenched drainageways. The soils generally are very steep or steep but are moderately sloping on some side slopes. Because of the steep slopes, runoff management and landslides 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 **MAP 2.5**, 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.





**City of Wagner: Comprehensive Plan**  
**NRCS Soil Survey**

This map is intended for informational purposes only. It is not a legal document. The information on this map is based on the best available data as of the date of publication. The user assumes all liability for any use of this information. SOURCE: NRCS 50007 NRCS GIS Soil Survey



**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.

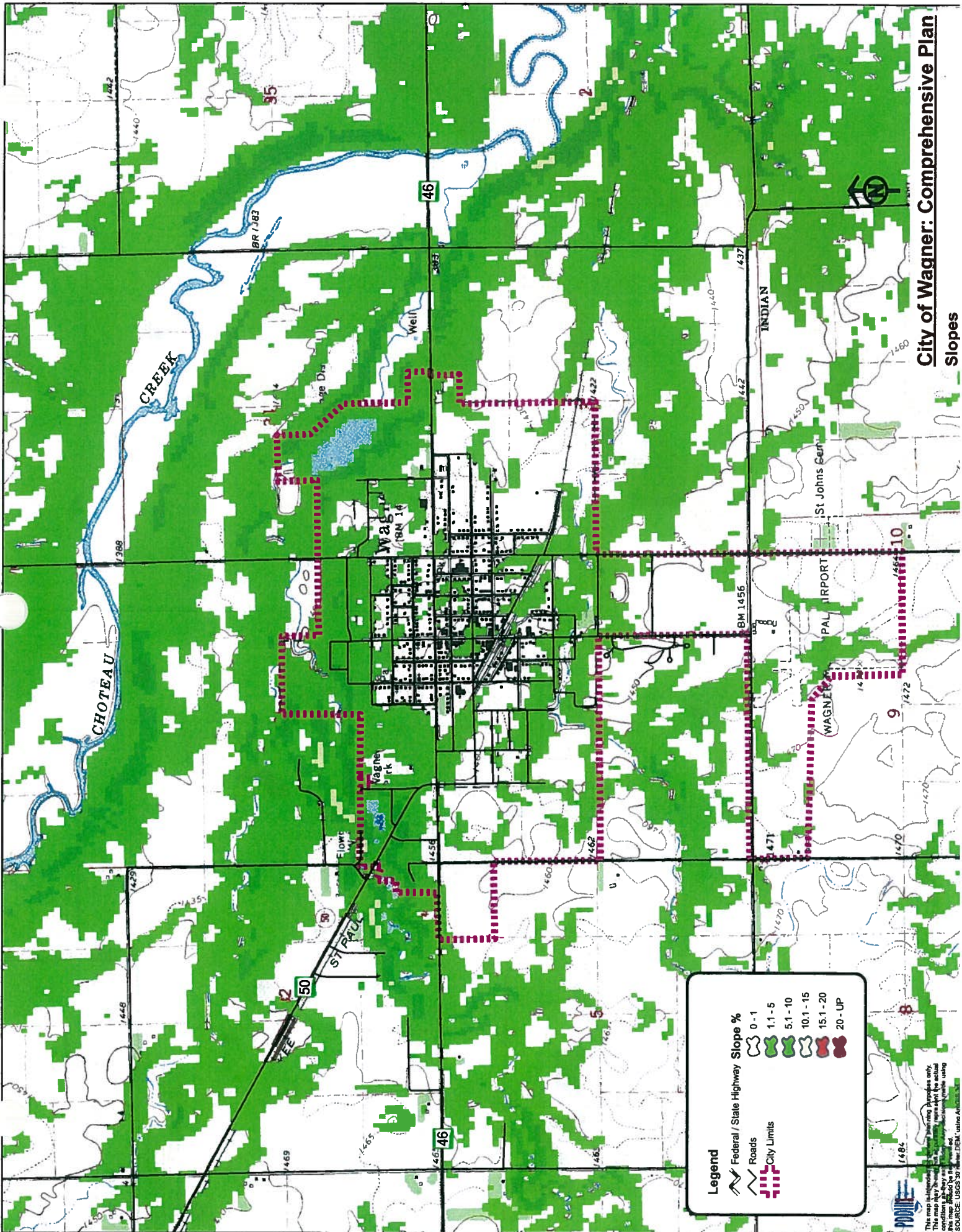
The final two columns show the various soils' suitability for septic tanks and road construction. As the table shows, none of the soil types in Wagner are really well suited to road construction due to their low strength. However, most limitations can generally be overcome with various engineering techniques,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

**Table 2.1**  
**Soil Properties and Limitations on Site Development**

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-Ethan Complex On	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-Ethan Complex	Moderate: Shrink Swell	Moderate: Slope, Shrink Swell	Severe: Percs Slowly	Severe: Low Strength
EtD Ethan 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 Charles Mix County, USDA Soil Conservation Service*





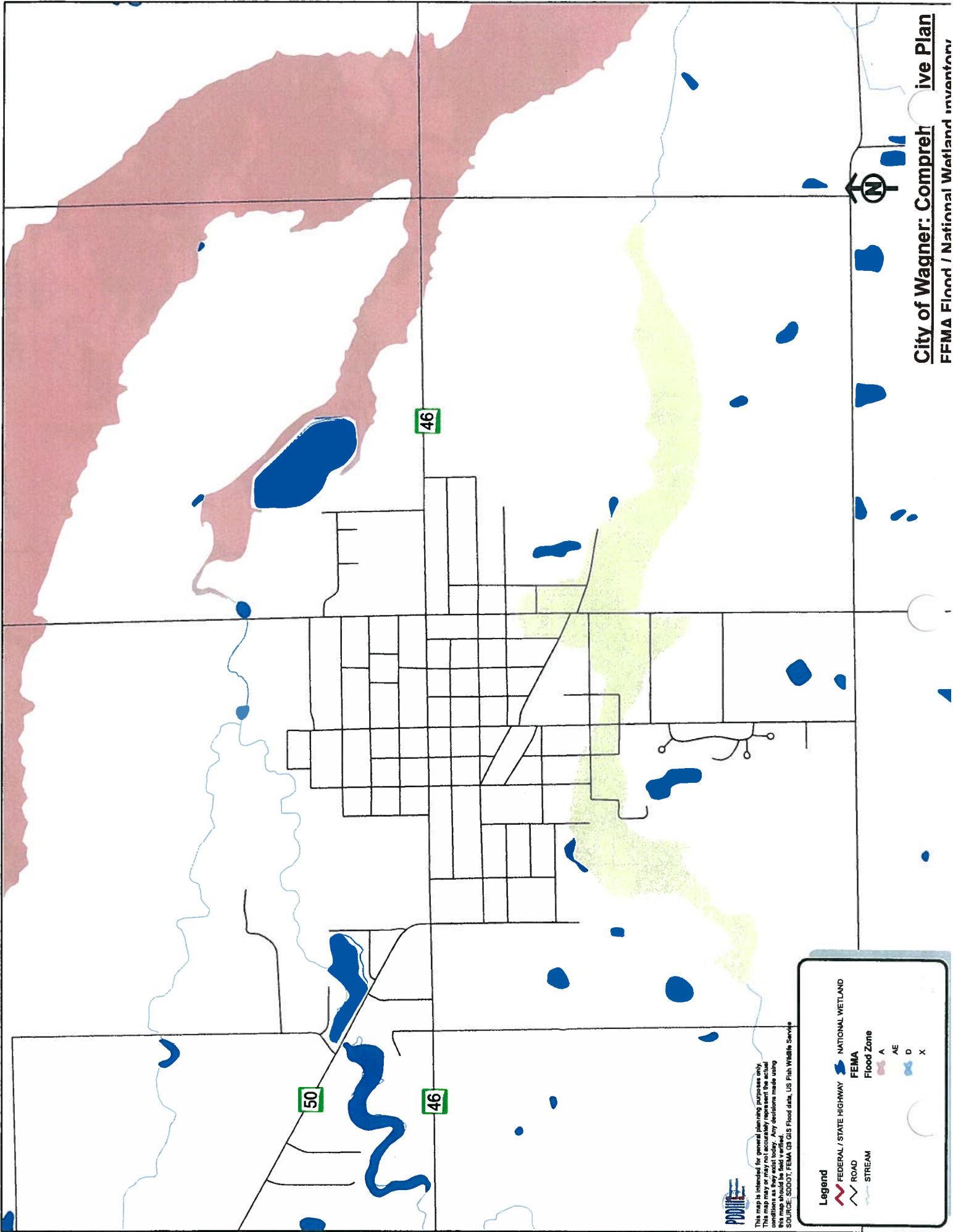
**Legend**

- Federal / State Highway
- Roads
- City Limits
- Slope %
  - 0 - 1
  - 1.1 - 5
  - 5.1 - 10
  - 10.1 - 15
  - 15.1 - 20
  - 20 - UP

POINTE  
 This map is intended for planning purposes only. It is not to be used for engineering or construction. The map should be used in conjunction with other data and information. SOURCE: USGS 30' Meter DEM, various Aerials.

**City of Wagner: Comprehensive Plan**  
**Slopes**





**City of Wagner: Comprehensive Plan**  
**FFMA Flood / National Wetland Inventory**

**PROTEC**

This map is intended for general planning purposes only. The map may or may not accurately represent the actual conditions as they exist today. Any decisions made using this map should be field verified.  
 SOURCE: SDDOT, FEMA GIS Flood data, US Fish Wildlife Service

**Legend**

- FEDERAL / STATE HIGHWAY
- ROAD
- STREAM
- NATIONAL WETLAND
- FEMA Flood Zone
- A
- AE
- D
- X

## 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. Winds can also be directed within an urban area that disrupts human comfort due to buildings being spaced far apart, lone tall buildings, and buildings of various heights close together. **Table 2.2** shows temperature and precipitation figures for Wagner. The data are averages for 2008.

Wagner, SD climate is warm during summer when temperatures tend to be in the 70's and very cold during winter when temperatures tend to be in the 20's. The warmest month of the year is July with an average maximum temperature of 89.70 degrees Fahrenheit, while the coldest month of the year is January with an average minimum temperature of 9.50 degrees Fahrenheit.

Temperature variations between night and day tend to be moderate during summer with a difference that can reach 26 degrees Fahrenheit, and moderate during winter with an average difference of 21 degrees Fahrenheit. The typical first frost occurs around October 20 and the last frost occurs around May 14.

The annual average precipitation at Wagner is 25.64 Inches. Rainfall in is fairly evenly distributed throughout the year. The wettest month of the year is May with an average rainfall of 4.03 Inches.

**Table 2.2**

2008 Month	Temperature (°F)					Precip.		Snow (inch)	
	Extreme		Mean			Daily	Total	Max	Total
	Max	Min	Max	Min	Mean	Max	Prcp	Depth	Snow
January	49	-16	32	10	21	0.39	0.54	7	8
February	55	-12	34	11	23	0.35	1.32	5	12
March	64	-5	45	26	35	0.46	1.19	4	12
April	79	23	60	33	46	0.78	1.9	6	17
May	83	33	70	46	58	1.03	3.47	0	0
June	87	46	80	56	68	2.62	4.15	0	0
July	98	51	90	66	78	0.76	2.48	0	0
August	94	51	86	63	74	0.38	1.27	0	0
September	91	35	78	52	65	0.55	1.65	0	0
October	75	23	62	40	51	1.08	4.51	0	0
November	79	11	46	28	37	0.34	0.97	0	0
December	58	0	36	18	23	0.90	2.23	7	12

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

Wagner is, on average, windier than most of the United States. April is the windiest month with an average speed of just over 13 miles per hour. The calmest month is in July, with an average speed of 10 miles per hour. The higher wind speeds in Wagner might be explained by the City's proximity to the Missouri River bluffs, which "funnels" wind as it comes down from the west.

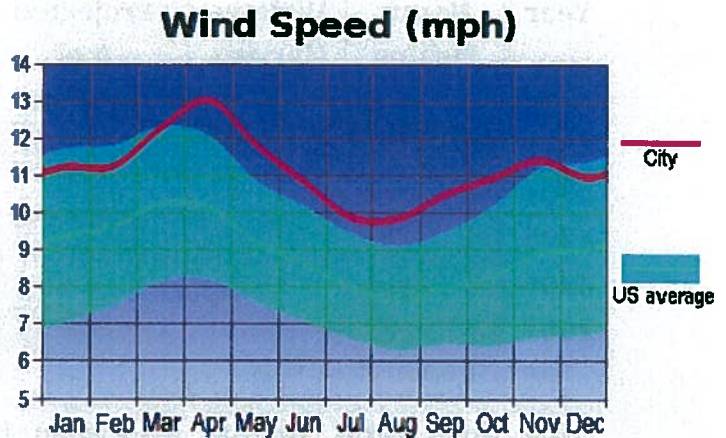


Figure 2.1

### 3. The Economic Environment

Wagner's economy is closely related to outdoor recreation. The Fort Randall Dam in Pickstown is twelve miles west of Wagner. Behind Fort Randall Dam is Lake Francis Case, which is an excellent draw for outdoor enthusiasts. The North Point campground facility is located one mile north of the dam and is owned by the State of South Dakota and operated by the State's Game Fish and Parks Department. It features 111 campsites, a swimming beach, and a picnic area. Randall Creek is located south of Fort Randall Dam and offers similar recreation opportunities to those of North Point. It has 134 campsites and a playground. Over 40,000 people visit the park each year. Many of the visitors to the dam travel through Wagner to get to their destination. Businesses such as Casey's General Store, Buche's Foods, Wagner Food Center, and restaurants benefit from outdoor vacationers.

There is a relationship detected between hunting and fishing activity and sales tax revenue. Charles Mix County harvests approximately 3 percent of the state total for pheasants in an average year. Bird and fish productivity do not appear to be indicators of the rise and fall of local tax revenues, but hunting and fishing make an impact on the local economy. For example, similarly sized communities in South Dakota that are not well known outdoor destinations have, on average, reported one third the taxable sales that Wagner does.



Table 2.3

Year	Hours Fishing	Walleye Harvest	Projected # of Hunters	Projected Pheasants	Taxable Sales Revenues
2003	710,000	170,000	2,373	25,339	\$29,968,358.13
2004	659,184	113,813	1,987	13,216	\$38,135,178.01
2005	554,905	101,322	2,266	23,014	\$31,955,683.45
2006	639,335	202,437	2,227	24,198	\$32,750,993.88
2007	562,447	105,506	2,036	21,042	\$36,147,088.96

Source: SD Game Fish and Parks

The Great Lakes Tourism Association is a non-profit organization which assists communities with tourism promotion. Wagner is a member of the association and, in turn for its dues, receives assistance in marketing and advertising the assets of the area.

Since recreation is a tourism-related activity, economic conditions which affect travel must be monitored carefully. If prices of tourism inputs such as fuel increase, the community must develop strategies to attract visitors to the recreation area in spite of higher gas prices.

Another important economic factor in Wagner is its proximity to the Yankton Sioux Indian Reservation. The Yankton Sioux Tribe has an estimated 11,000 members that live within fifteen minutes of Wagner. Tribal government and the Bureau of Indian Affairs have an impact on the local economy. Health services for the Tribe are provided in Wagner. Many tribal members stop in Wagner to shop for their everyday needs as well.

#### 4. The Social Environment

An analysis of the population provides the basic foundation that the planning commission may set reasonable and rational guidelines for the town'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.

Many issues that a city should be concerned with are affected by the population. Social services, health care, education, recreation, community facilities, and economic development are just a few issues which are linked to the population.

Unlike many towns in South Dakota, Wagner's population just reached its peak in the 2000 Census. However, the difference in Wagner's case was that its population reached its peak in a short time frame. Wagner's population increased over 200 residents between 1940 and 1950. This is partly attributed to the post-World War II "Baby Boom"



and the construction of the Fort Randall Dam. From that point on the population remained fairly steady in Wagner and the surrounding region, until 2000 when the population showed another 200 resident increase. This time, the increased can be related to a surge in the birth rate on the Yantkon Sioux Reservation. **Table 2.3** shows Wagner’s population from 1930 to 2000 as compared to Charles Mix County and other surrounding counties, and the State of South Dakota. It is interesting to note that at one time, Lake Andes was larger than Wagner (1,851 in 1950). This is directly related to the Fort Randall Dam Project.

**Table 2.4**  
**Changes in Population 1930 – 2000**

	1930	1940	1950	1960	1970	1980	1990	2000	% Change 1990- 2000	% Change 1930- 2000
<i>Brule County</i>	7,416	6,195	6,076	6,319	5,870	5,245	5,485	5,364	-2.2%	-27.7%
<i>Bon Homme County</i>	11,737	10,241	9,440	9,229	8,577	8,059	7,089	7,260	2.4%	-38.1%
<i>Charles Mix County</i>	16,703	13,449	15,558	11,785	9,994	9,680	9,131	9,350	2.3%	-44.0%
<i>Douglas</i>	7,236	6,348	5,636	5,113	4,569	4,181	3,746	3,458	-7.7%	-52.2%
<i>Gregory</i>	11,420	9,554	8,556	7,399	6,710	6,015	5,359	4,792	-10.6%	-58.0%
<i>Pickstown</i>	N/A	N/A	4,000	700	1,000	145	95	168	76%	N/A
<i>Wagner</i>	1,420	1,319	1,528	1,586	1,655	1,453	1,462	1,675	14.6%	18.0%
<i>Lake Andes</i>	1,052	785	1,851	1,097	948	1,029	846	819	-3.2%	-22.1%
<i>South Dakota</i>	692,849	642,961	652,740	680,514	665,507	690,768	696,004	754,844	7.8%	8.2%

Source: 1980 Census of Population, PC80-1-D43; 2000 Census of Population; 1994 and 1999 Statistical Abstract of the United States

The long term growth rate (1930-2000) in Table 2.3 illustrates how all of the counties in the region have lost significant population. In reviewing the more recent percent change from 1990-2000, only Bon Homme, Charles Mix and the State have seen a positive change in population. This growth is probably attributed to the fact that Native American lands are located in Charles Mix and the Yankton Sioux Tribe has seen increases in the number of births. Wagner’s population grew at about the same rate between 1990 and 2000 (14.6%) as it did between 1930 and 2000 (18%). This means that the City has remained steady over the long term, the City has grown significantly between 1990 and 2000 (from 1,462 to 1,675).

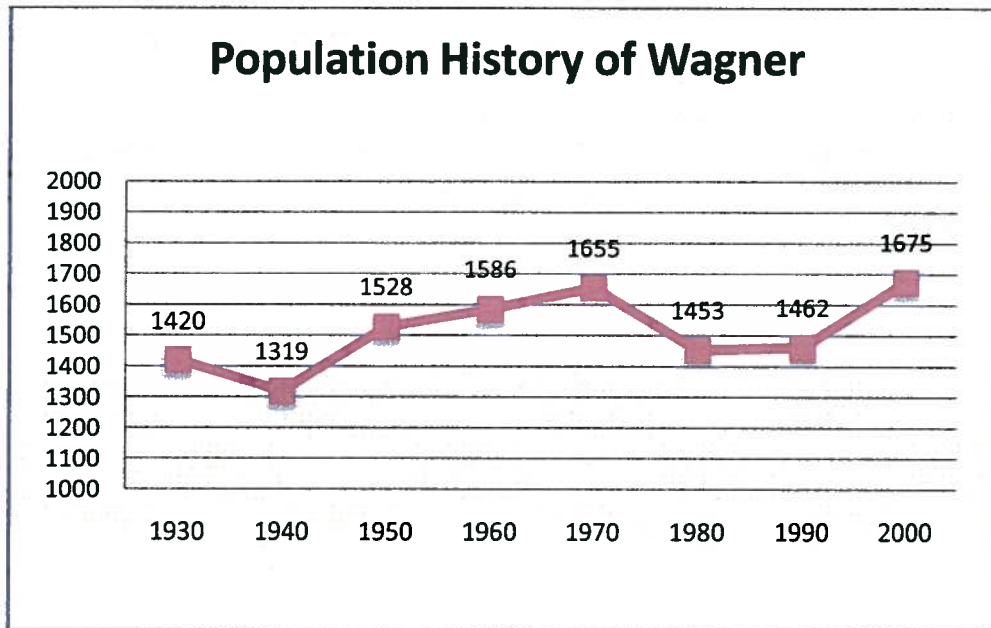


Figure 2.2

There are several reasons a community gains or loses population. A medical professional would describe such conditions as “symptoms” of a patient. The following describe common “symptoms” of growth or decline in small towns.

Table 2.5

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

Wagner can align itself with most of the symptoms of “growth” and position itself for continued growth in the future.

#### *In/Out Migration*

A study of migration trends can reveal how an area has grown or declined. For example, refer to the table below. While some counties may have grown naturally (more births than deaths

between 1990 and 2000), more people left the county during the same period. Brule and Charles Mix County illustrate the higher birth rates among the tribes. Yet, Brule County experienced a population loss due to people leaving the county. Charles Mix gained population because the natural increase offset the out-migration of residents.

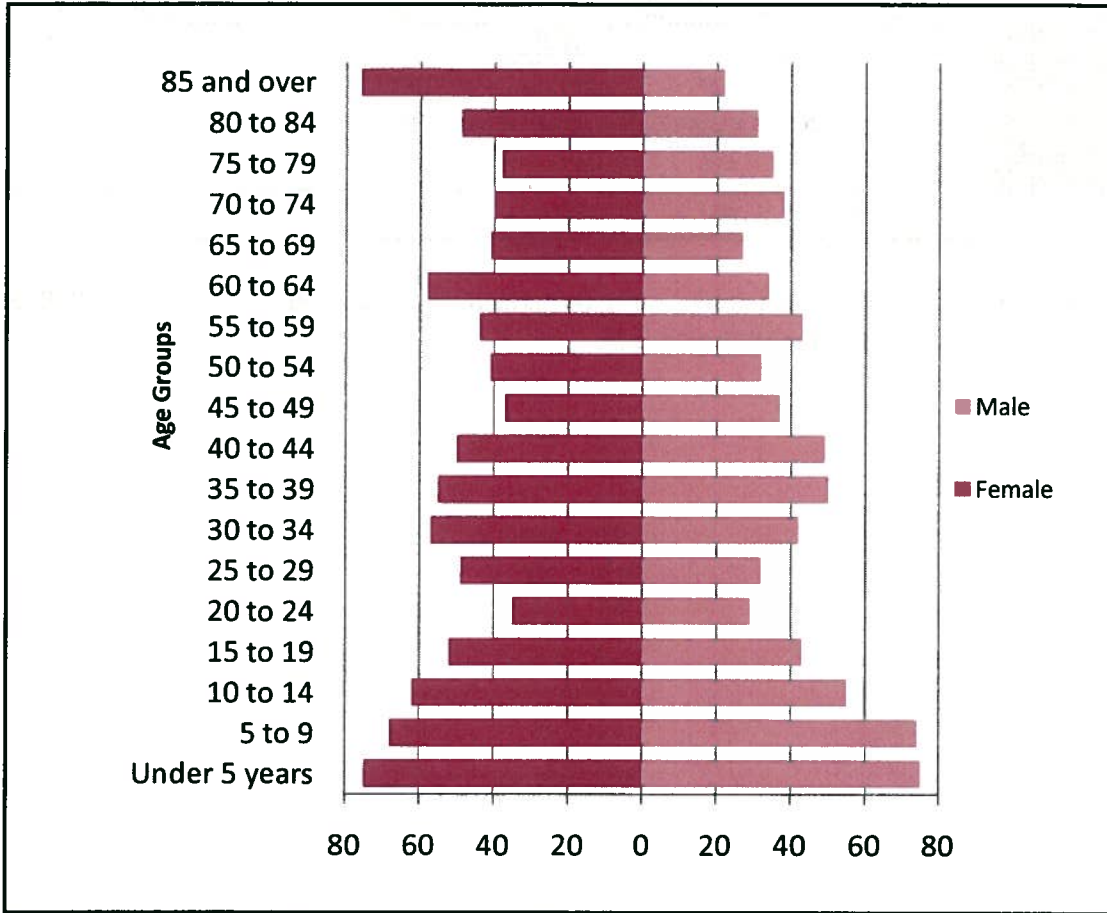
**Table 2.6**

COUNTY	1990 POP.	2000 POP.	BIRTHS	DEATHS	NATURAL MIGRATION	2000 POTENTIAL	ACTUAL MIGRATION	MIGRATION PERCENT
Bon Homme	7,046	7,260	751	861	-110	6,936	324	4.6%
Brule	5,580	5,364	727	495	232	5,812	-448	-8.0%
Charles Mix	9,115	9,350	1,695	1,098	597	9,712	-362	-4.0%
Douglas	3,687	3,458	425	457	-32	3,655	-197	-5.3%
	5,276	4,792	487	726	-239	5,037	-245	-4.6%

Of the counties listed in the table, only Bon Homme exceeded its potential 2000 population because more people entered the county.

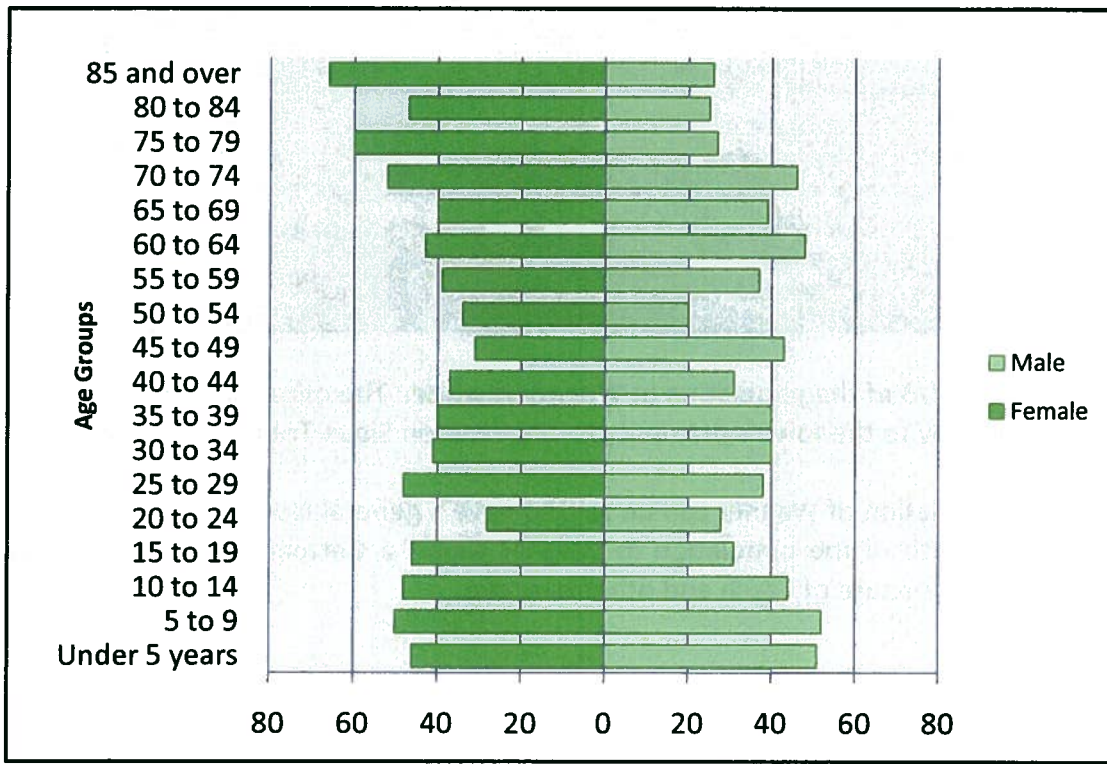
*Population Pyramids*

Another interesting method of studying a town's population is the use of population pyramids. This can be useful in illustrating the distribution of age cohorts in a community. A healthy community poised for natural growth will display a large base of children and young adults. The optimal pyramid would feature the "fattest" part between the 10 year old and 39 year old age cohorts.



**Figure 2.3**  
**Population by Age, Wagner; 2000**





**Figure 2.4**  
**Population by Age, Wagner; 1990**

Wagner has displayed the characteristic cohort shifts which may propel its growth upward. A study of the pyramids reveals a shift in the “bulge” of the pyramid up the cohort chain, but a noticeable increase also occurs in the “under 5” cohort. There are two forces that contribute to the possibility of natural growth: First, the “bulge” in school age children increased between 1990 and 2000. Second, a slight increase was observed in the 25 to 29 age group. The 2010 Census will reveal if this cohort remained in the community and raised more children. The median age in Wagner is 39.5, while the median age in South Dakota is 35.6 years. There are plenty of retirees from the rural areas that have moved into the Wagner area, which explains why the median age for Wagner is still higher than South Dakota’s.

**Table 2.6  
Race/Ethnicity**

<b>Race</b>	<b>Number</b>
White alone	1,062
Black or African American alone	4
American Indian and Alaska Native alone	575
Asian alone	1
Native Hawaiian and Other Pacific Islander alone	0
Some other race alone	8
Two or more races	25
<b>Total</b>	<b>1,675</b>

Approximately 2/3 of the population in Wagner is white. The other 1/3 are Native Americans in town, due mainly to the town's proximity to the Yankton Sioux Tribe reservation.

The white population of Wagner can be said to have a general Northern European background. Nearly one fourth of the population in Wagner claims a German ancestry. The rest of the community is a mixture of Czech and other heritage.

**Table 2.7**

Ancestry	Number	Percent
Arab (Lebanese)	5	0.3%
Brazilian	6	0.3%
Czech	246	12.6%
Czechoslovakian	19	1.0%
Danish	38	1.9%
Dutch	75	3.9%
English	83	4.3%
European	6	0.3%
French (except Basque)	22	1.1%
French Canadian	2	0.1%
German	482	24.8%
Hungarian	5	0.3%
Irish	170	8.7%
Italian	3	0.2%
Norwegian	71	3.6%
Pennsylvania German	2	0.1%
Polish	13	0.7%
Russian	18	0.9%
Scandinavian	3	0.2%
Scotch-Irish	18	0.9%
Scottish	15	0.8%
Swedish	18	0.9%
Swiss	2	0.1%
United States or American	14	0.7%
Welsh	2	0.1%
Other groups	608	31.2%
<b>Total specified ancestries:</b>	<b>1,946</b>	<b>100.00</b>

Source: 2000 Census of Population

The residents of Wagner are well educated. Between 1990 and 2000, there was an increase (10%) in the number of residents that held at least a high school diploma. Dramatic increases occurred with those that had some college experience (50%), and those with and associate degree (41%). These facts can be related to the increase in the number of executive and administrative occupations in Wagner, which will be covered in the Economic Development. The following chart illustrates the level of education completed by the residents in Wagner.

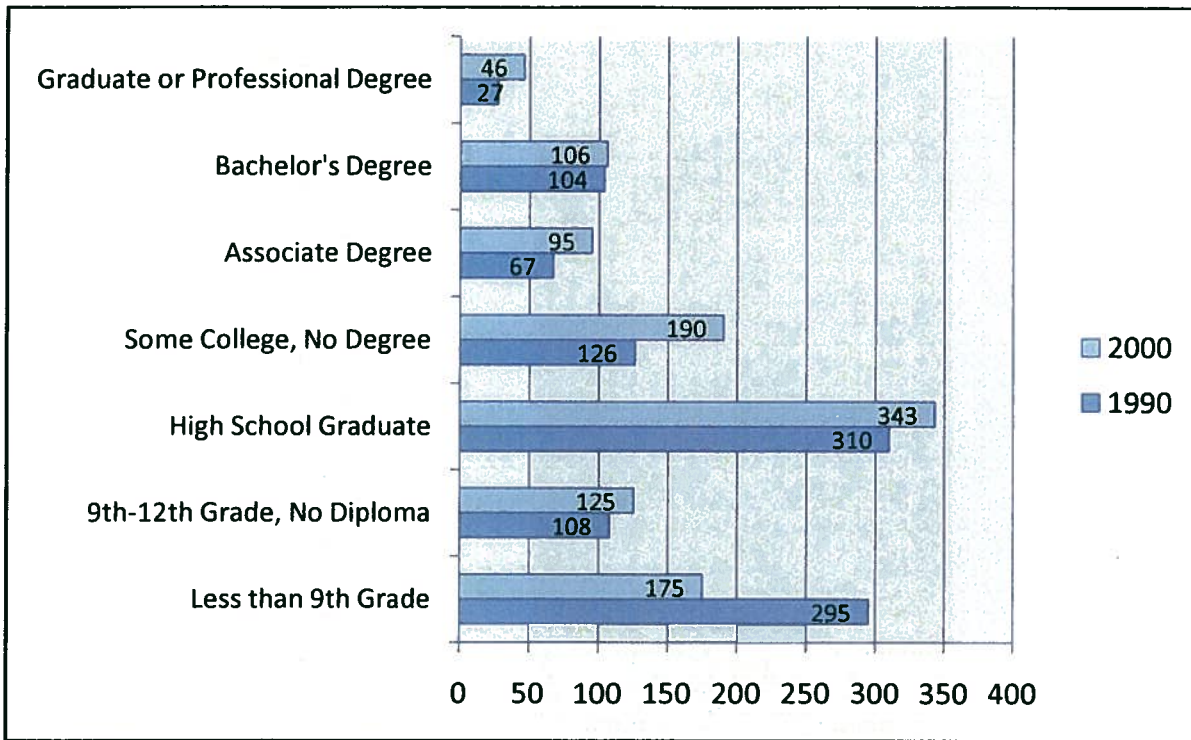


Figure 2.5

### Vital Statistics

The birth rate in Charles Mix County is higher than the state average due mainly to the high birth rate among the Native American population. The County reports a higher death rate, which is mainly attributed to the high infant mortality rate among the Native American population.

#### Births per 1,000 Population; Charles Mix County

1990-1993	18.3
2000-2003	16.0
SD Average 2003	14.0

#### Deaths per 1,000 Population; Charles Mix County

1990-1993	11.63
2000-2003	11.0
SD Average 2003	8.5



**Crime:**

Wagner virtually has little or no crime statistics and is a very safe place to live. The agencies that report offenses to the State Department of Criminal Investigation are the Wagner Police Department and the Charles Mix County Sherriff's office. Most of the offenses reported include burglaries and theft. Since 2005, the crime index in Wagner has decreased according to City-Data.

**Table 2.8  
Crime in Wagner by Year**

Type	2005	2006	2007
Murders	0	0	0
per 100,000	0.0	0.0	0.0
Rapes	0	0	0
per 100,000	0.0	0.0	0.0
Robberies	0	0	0
per 100,000	0.0	0.0	0.0
Assaults	7	2	4
per 100,000	437.0	124.0	250.6
Burglaries	15	3	3
per 100,000	936.3	186.0	188.0
Thefts	20	29	12
per 100,000	1248.4	1797.9	751.9
Auto thefts	1	4	6
per 100,000	62.4	248.0	375.9
Arson	0	0	0
per 100,000	0.0	0.0	0.0
City-data.com crime index (higher means more crime, U.S. average = 320.9)	207.9	129.6	123.4

***C. Current and Emerging Issues That Have Long Term Implications***

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 and the aging population.

The loss of population occurring in many rural areas of South Dakota is of particular concern. However, Wagner seems to be bucking the recent trends in "small town South

Dakota,” and its population has grown since 1980. As long as this trend continues, planning for the future takes on an 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. The following issues are emerging concerns that must be addressed by the leadership and residents of Wagner:

- Energy (Oil Prices and Availability)
- Housing Quality and Availability (housing conditions are growing concern)
- Rural Residential Development (Is extraterritorial jurisdiction needed?)
- Native American Population (Where will they live, what services will they need?)
- Leadership development (How will Horizon Program be sustained over long term?)

## Chapter III: Assumptions



- A. Assumed Effects of External forces on the Future of the Local Community**
- B. Local Policies, Values, and Actions That Will Affect Development**
- C. Regional Issues; Regional Goals**
- D. Forecasts of Regional and Local Growth**

### III. Assumptions

#### A. *Assumed Effects of External Forces on the Future of the Local Community*

##### 1. Physical Development

The following challenges to physical development are expected to be encountered by the City of Wagner over the next 10 years:

- Development pressures in rural areas with environmental limitations such as poor drainage and soil suitability
- A possible emphasis on development beyond the City's capacity to serve new areas, such as a business park.
- Addressing rehabilitation of existing housing stock;
- Maintaining a range of affordable housing options (especially for teachers and nurses); and
- Encouraging the use of housing lots with access to existing infrastructure.

##### 2. Government

The following challenges to the social structure are expected to be encountered by the City of Wagner over the next 10 years:

- Continued pressure to improve public services, with consideration of current rates or fees and possible increases;
- Establishment of a street improvement plan that addresses sidewalks and considers both financial limitations and population needs;
- Coordinating law enforcement, ambulance, and disaster response services in a cost effective manner;
- Maintaining unique recreational assets, such as the city parks and promoting the tourism industry; and
- Participating in Tribal relations

##### 3. Economic Development

The following economic challenges will be addressed by the City of Wagner over the next 10 years:

- Promoting economic diversification;
- Developing the workforce for light industry;
- Creating an economic environment that supports entrepreneurship;
- Keeping the City viable as a regional development location; and
- Presenting a positive image and attitude toward economic development.



## *B. Local Policies, Values, and Actions That Will Affect Development*

Wagner has a zoning ordinance in place. The current zoning ordinance was adopted in 2000. The ordinance is divided into several zoning districts. They include:

- Agricultural
- R-1, R-2, R-3 Residential
- Commercial
- Highway Commercial
- Industrial
- Public/Semi-Public
- Planned Unit Development

Most of the open spaces are zoned Agricultural. Most of the developed properties along South Dakota Highway 46 are zoned for commercial uses. The park, school, and Armory, and the fire station are zoned Public.

There are three residential districts used in Wagner. The purpose of the R-1 District is to allow for moderately low density single family dwellings while R-3 allows for more intensive residential development. The interesting note in all three districts is that each requires a minimum lot width of 75 feet. Achieving higher density in the core areas of the community may be more difficult if this requirement remains for the R-3 district. The City may wish to consider reducing the minimum lot width in order to allow construction on smaller lots. The City can accomplish its long range housing goals through the use of its Planned Unit Development District (PUD). Using the PUD, a developer can submit a development plan for a neighborhood consisting of several different housing densities as well as commercial uses (provided the plan meets each zoning district's regulations).

## *C. Regional Issues; Regional Goals*

Plans are made by all levels of government for different geographic areas and for different purposes. The following highlighted list of plans adopted by several agencies and units of government have had an effect on development policies in and around the community of Wagner.

### **Charles Mix County Comprehensive Water and Sewer Plan (1961)**

- Set up the basis for rural water systems
- Planned immediate and future storage reservoir where Fort Randall Casino is currently located.
- Planned a 4" supply line going north from Pickstown
- Plan noted Lake Francis Case provides unlimited quantities of quality drinking water for municipal consumption.

**Planning and Environmental Report for Irrigation; Dept. of Interior, Bureau of Reclamation; (1985)**

- Purpose of the plan was to irrigate 45,000 acres of land in Lake Andes and Wagner areas.
- The plan determined that the project was financially feasible.
- Cost was estimated to be \$150,000,000 (1985 dollars)

**Wagner Comprehensive Plan (1999)**

- Plan for a wide choice of housing types
- Promote the recreational benefits of Wagner's location near the Missouri River and the advantages that Lake Francis Case can offer tourists, businesses and residents.
- Develop a greater sense of cultural communication in the community.
- Preserve and rehabilitate Wagner's housing stock with emphasis on historical and architectural design.

**Missouri/Niobrara/Verdigre Creek General Management Plan and Environmental Impact Statement; Dept. of Interior, National Park Service (1997)**

- Purpose of the plan is to set forth the basic management philosophy for the recreational services area:
  - Missouri River from Ft. Randall to Lewis and Clark Lake
  - Niobrara River to 20 miles from Missouri River
  - Verdigre Creek to 8 miles from Missouri River
- Allow private uses before 1991 to continue
- Enhance public uses and protect resources
- The plan shows a relationship to other plans and projects
  - Lewis and Clark National Historic Trail
    - Recommend additional facilities and interpretive media be added (boat access, primitive camping, hiking trails, scenic drives, bike tours)
  - Corps of Engineers (Master Water Control Manual)
    - Flood mitigation with private owners
    - Lease land to states for wildlife and recreation
  - US Fish and Wildlife Service
    - Protect wildlife and endangered species
      - Least Tern
      - Pallid Sturgeon
      - Recovery plans for the Whooping Crane and Eagle
  - Western Area Power Administration (WAPA)
    - Plans for transmission lines from Fort Randall dam and microwave site

- South Dakota and Nebraska Depts. of Transportation
- South Dakota Game Fish and Parks (GF&P)
  - Fishing, power boating, water skiing identified as area needs.
- County Plans
  - Charles Mix County temporary zoning (1996)
- State and Federal Cost Share Programs
  - USDA
  - Private deed restrictions

**Charles Mix County Comprehensive Plan (1996)**

- Temporary nature (requirement for emergency zoning)
- Highlights of plan goals and objectives
  - Housing close to municipalities and services
  - Highway and downtown commerce should be encouraged
  - Industry should be located to enhance economic opportunities for area residents
  - Manage river and lake resources to ensure preservation

**South Dakota Department of Transportation (DOT), Statewide Transportation Improvement Plan (STIP), (2008-2013)**

There are no projects the DOT has planned on the STIP in the immediate Wagner area.

South Dakota Highway 46 east and west of Wagner is not slated for long range mainline improvements. Segments of the highway may receive maintenance improvements such as asphalt overlays, chip sealing, or sealing cracks. Costs for these projects may cost on average \$100,000 per segment.

***D. Forecasts of Regional and Local Growth***

Population projections

**Table 3.1** presents several scenarios for future growth in Wagner. The average rate of growth per decade (1950 – 2000) in Wagner is 2.23%. This rate levels out to about 0.2% growth per year, which is considered stable. An annual growth rate of 2% is considered “manageable” in order for a local government to keep pace with the demand for community services and land use.

Even though population loss does not appear to be the future picture for Wagner, several scenarios are included in the table which factor a negative rate of growth. However, for the planning period (2009 – 2030), a rate of 1% can be used. For land use planning purposes, rates of 2 and 3 percent are examined for their impact on land use needs and demand for community services. Using the 1% rate, the town is expected to

grow from 1,850 to 2,258 residents between 2010 and 2030. The town will grow much larger if the 2% annual rate is used (3,034 residents by 2030).

**Table 3.1  
Population Projections  
Wagner**

Year	Annual Growth Rate				
	1%	2%	3%	-0.50%	-1%
2010	1,850	2,042	2,251	1,593	1,515
2015	1,945	2,254	2,610	1,554	1,441
2020	2,044	2,489	3,025	1,515	1,370
2025	2,148	2,748	3,507	1,478	1,303
2030	2,258	3,034	4,066	1,441	1,239

*SOURCE: Planning and Development District III*

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. In Wagner’s case, the temptation to annex several rural properties is real, but the shape of the environment surrounding the town limits the Town’s ability to extend municipal services to areas west and east of town.



## Chapter IV: Plan Elements



- A. Land Use Element**
- B. Transportation Element**
- C. Community Facilities Element**
- D. Utilities Element**
- E. Housing Element**
- F. Economy Element**
- G. Urban Design Element**
- H. Growth Management Principles**

## IV. Plan Elements

### A. Land Use Element

Wagner's land use changes were largely influenced by two major forces; the planning methods of the railroad companies of the 19<sup>th</sup> century and the development of the highway system. This Land Use Element of the Wagner Plan evaluates existing uses of Wagner's land and potential conflicts with the scattered development practices utilized in the past.

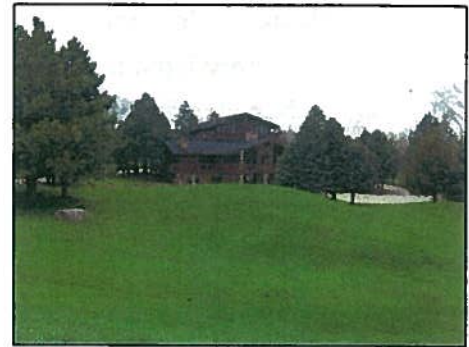
#### 1. Residential Areas

Wagner is like many communities in South Dakota, with much of the land dedicated to residential use (**Map 4.1**). 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.

Residential land uses (including hotel/motel units) total just under 125 acres in Wagner. “Rural” density housing (1-5 acres per unit) occupies about half of the residential land area in Wagner (50 acres). The balance of residential acreage is fairly evenly divided between medium density (49 acres at 3-5 units per acre), higher density (34 acres at 6-8 units/acre), and lower density single family units (36 acres at 1-2 units per acre). Wagner does not have much land devoted to higher density, multi-family dwellings (about 6 acres total).

**Table 4.1**

Land Use	Existing Acres	New Net Acres Needed	Acres Needed or Planned	Gross Acres Needed
<i>Residential</i>				
<i>Rural Residential</i>				
1-5 Acres Per Unit	50.00	66.97	116.97	129.97
<i>Urban</i>				
1-2 Units Per Net Acre	36.00	61.21	97.21	121.52
3-5 Units Per Net Acre	49.00	11.36	60.36	80.48
6-8 Units Per Net Acre	34.00	1.86	35.86	51.23
9-14 Units Per Net Acre	4.20	5.84	10.04	15.45
15+ Units Per Net Acre	1.50	0.92	2.42	4.04
Subtotal Urban	124.70	81.20	205.90	272.71
<i>Group Care</i>				
Nursing Home Beds	4.94	0.01	4.95	8.24
Assisted Living Units	1.00	0.30	1.30	2.17
Subtotal Group Care	5.94	0.31	6.25	10.42
<i>Hotel/Motel</i>				
Low Rise (1-3 Floors)	5.00	(0.00)	5.00	8.28
Mid Rise (4-7 Floors)	0.00	(0.00)	0.00	0.00
High Rise (8+ Floors)	0.00	(0.00)	0.00	0.00
Subtotal Hotel/Motel	5.00	(0.00)	5.00	8.28
Total Residential	185.64	148.48	334.12	421.38





In planning for future residential land uses in Wagner, population and household projections must be considered. The table above illustrates the land required for residential uses in 2030 using the 1 percent annual growth rate in population (2030 population of 2,258).

The scenario presented in the table above assumes that similar patterns in residential density will occur. The scenario accounts for an increase in the proportion of rural housing units. However, there should be an increased demand for higher density multifamily units as well.

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. Future demand for such facilities should be slight, so placement of an assisted living center should not be difficult.

### Growth Areas

There are several areas identified for residential growth in Wagner. The most readily discussed area for housing 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 (approximately 40 acres), and along the north edge of the community.

These areas could accommodate a mix of dwelling types and densities. There is enough land in these areas to practice the "Neighborhood Concept" popularized by Clarence Perry in the 1920s.

The final area identified for housing is west of Wagner. There are over 60 acres of developable land in this area. However, the City and the County should agree on the vision for development in this area.

For the planning period (2010-2030), a total of 148 new net acres will be needed for new housing to accommodate an annual growth of 1% new residents (assuming 100 residents will be housed in group care and 100 persons will need to be housed in motels) and 279 new households. Total demand in residential acres increases to 421 when new streets (if needed) are factored into the equation. A generous market factor adjustment of 15% is factored into the total required acres. The identified areas (besides the "East Neighborhood" area) measure over 100 acres. Some of these areas already have infrastructure serving them, which is economical and thereby would not need as much extra land. Therefore, under a modest growth scenario, the City should be able to accommodate future residential growth through the planning period. We will investigate land requirements for commercial and public uses next.

## 2. Commercial and Working Areas

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. 6.8 acres of office uses were observed in the land use survey.

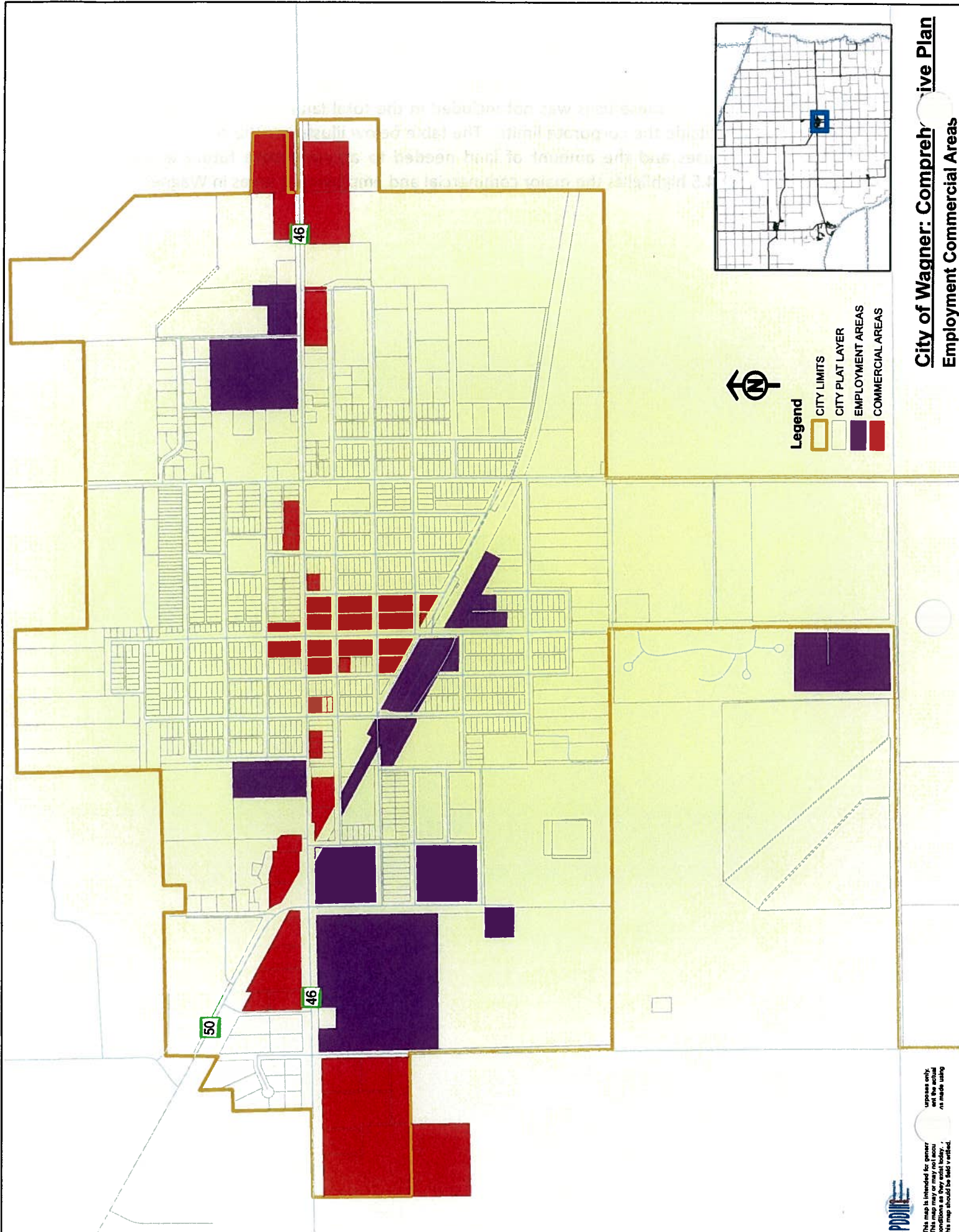


Wagner has no "business parks" to speak of within the corporate limits. However, large tracts of land are currently unused, which would be attractive for an industrial business to expand or locate in the town. Another recent commercial pattern is the development of rural businesses east of Wagner. Since 2000, an implement dealership, a floor covering business, and a landscape business have located along Highway 46 east of town. The



acreage of these uses was not included in the total land use for Wagner since they are outside the corporate limits. The table below illustrates the current commercial land uses and the amount of land needed to accommodate future employment. Map 4.5 highlights the major commercial and employment areas in Wagner.





- Legend**
- CITY LIMITS
  - CITY PLAT LAYER
  - EMPLOYMENT AREAS
  - COMMERCIAL AREAS



**City of Wagner: Comprehensive Plan  
Employment Commercial Areas**



This map is intended for general information only. The map may or may not reflect current conditions as they exist today. This map should be field verified.

**Table 4.2**

<i>Employment</i>	<i>Existing Acres</i>	<i>New Net Acres Needed</i>	<i>Planned Acres Needed</i>	<i>Gross Acres Needed</i>
<i>Industrial</i>				
Construction	1.00	0.09	1.09	1.36
Manufacturing	2.00	0.00	2.00	2.50
TCU	1.00	0.00	1.00	1.25
Wholesale Trade	2.00	0.00	2.00	2.50
Subtotal Industrial	6.00	0.09	6.09	7.61
<i>Retail Trade</i>				
Neighborhood	3.00	0.00	3.00	4.00
Community	48.00	0.00	48.00	57.60
Regional	0.00	0.00	0.00	0.00
Super Regional	0.00	0.00	0.00	0.00
Subtotal Retail Trade	51.00	0.00	51.00	61.60
<i>Office</i>				
General Office	6.80	11.04	17.84	22.29
Office Park	0.00	3.54	3.54	4.72
Suburb Multilevel	0.00	0.00	0.00	0.00
Subtotal Office	6.80	14.58	21.38	27.01
<b>Total Employment</b>	<b>63.80</b>	<b>14.67</b>	<b>78.47</b>	<b>96.22</b>

Employment projection is the key component in planning for future employment and commercial areas. Shift share analysis (discussed in more detail in the Economy Element of the Plan) provides the basis for commercial and industrial land use planning.

There area where we see the most land needed is in office uses. Office uses include financial services, other services, and government. 6.8 acres of office use were observed in the land use survey. The services sector of the economy is expected to increase in employment over the next twenty years, from 312 to 646. The increased employment will increase demand for office space. Therefore, an increase of 11.04 acres will be needed to accommodate future employment. When streets, easements, and market forces are factored into the equation, the City will require a total of 22.29 acres in general office use. Most of the new land required should fall into the category of "General Office" but there is land available in the southern portion of Wagner that could accommodate an office park development. However, consideration must be given to the airport's runway protection zone, which influences the intensity of development in those areas.

The construction sector should experience increased employment by 2030 (from 40 to 78 employees). Currently there is not much land used by the construction industry. Construction employment could require 1/10 of an acre of land; the



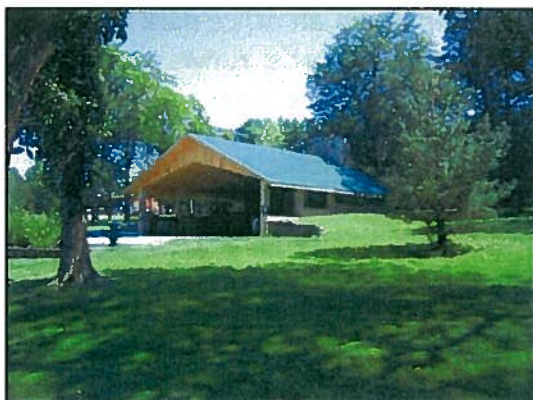
amount of land needed for construction activities is not as much as other land uses because most of the work is done away from the “home base.” The demand for space would mainly include requirements for materials storage, equipment, and a small office. All totaled, commercial and employment uses will require 12 acres of land (factoring in infrastructure and market adjustments).

### 3. Parks and Open Space

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. The table below shows the land dedicated to parks and open space use and their needs.

**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  $\frac{1}{4}$  and  $\frac{1}{2}$  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. In some schools of thought, playgrounds should be dispersed around the neighborhood in addition to the neighborhood park (typically no more than 500’ from every dwelling in the neighborhood). Wagner does not have a neighborhood park per se, so 4.63 acres of land are needed to serve the future population. A good location for a new neighborhood park(s) would be north of the Charles Mix County historical Museum and in the “Swatek area.”

**Community parks** are considerably larger in scale and serve a broader purpose than neighborhood parks. The focus of community parks is 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 parks total 15 acres, which meets the level of service



requirement for the community; therefore no more space should be needed for additional community parks.

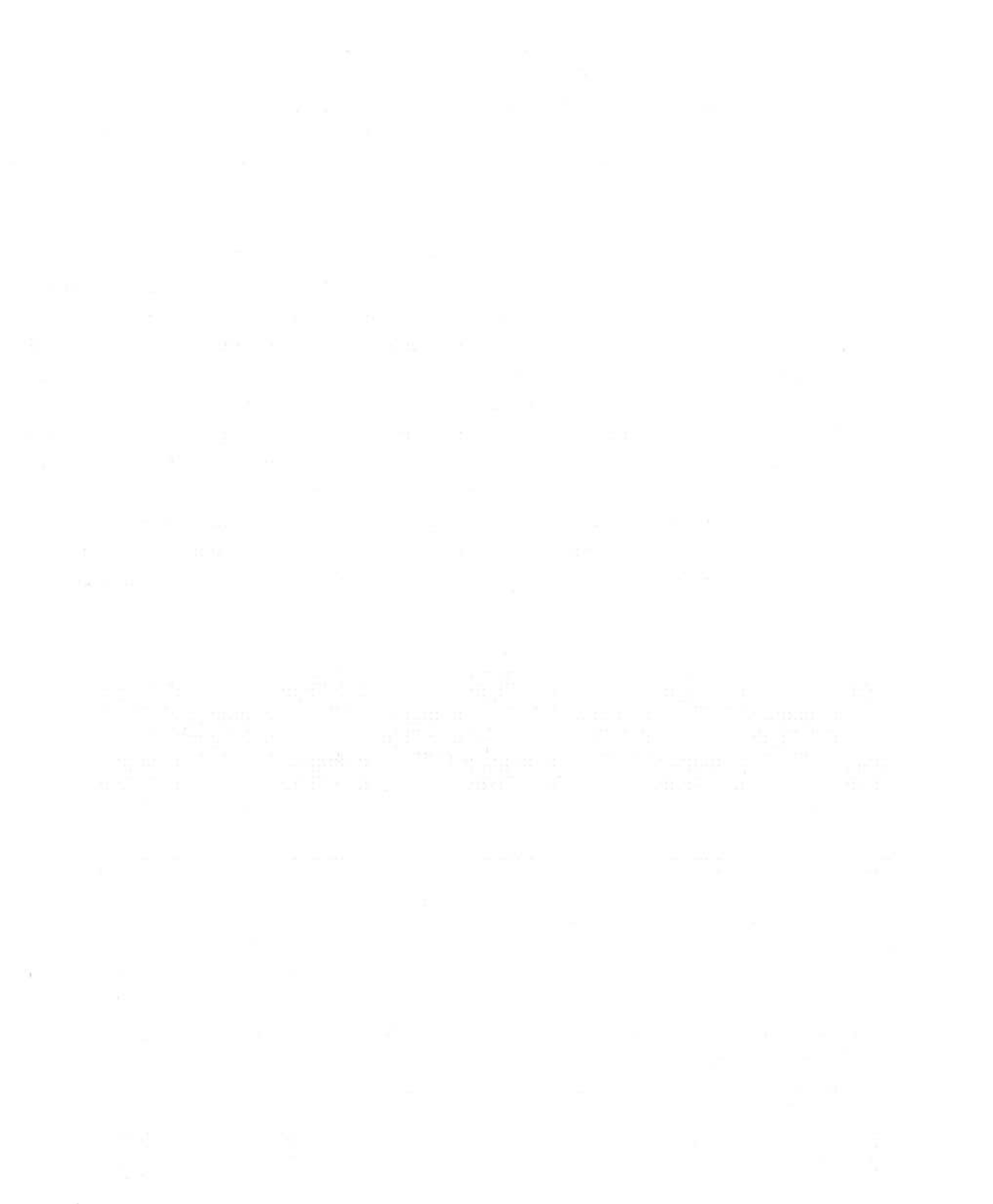
**Regional parks** serve multiple communities and political boundaries. They usually occupy very large tracts of land and may be owned and operated by a separate entity or public agency. A key objective is preserving open space and ecological resources and habitats. Passive uses, such as hiking, canoeing, and nature viewing are the most common activities. Wagner could capitalize on the natural setting of Chapman Park and expand it into a regional park.

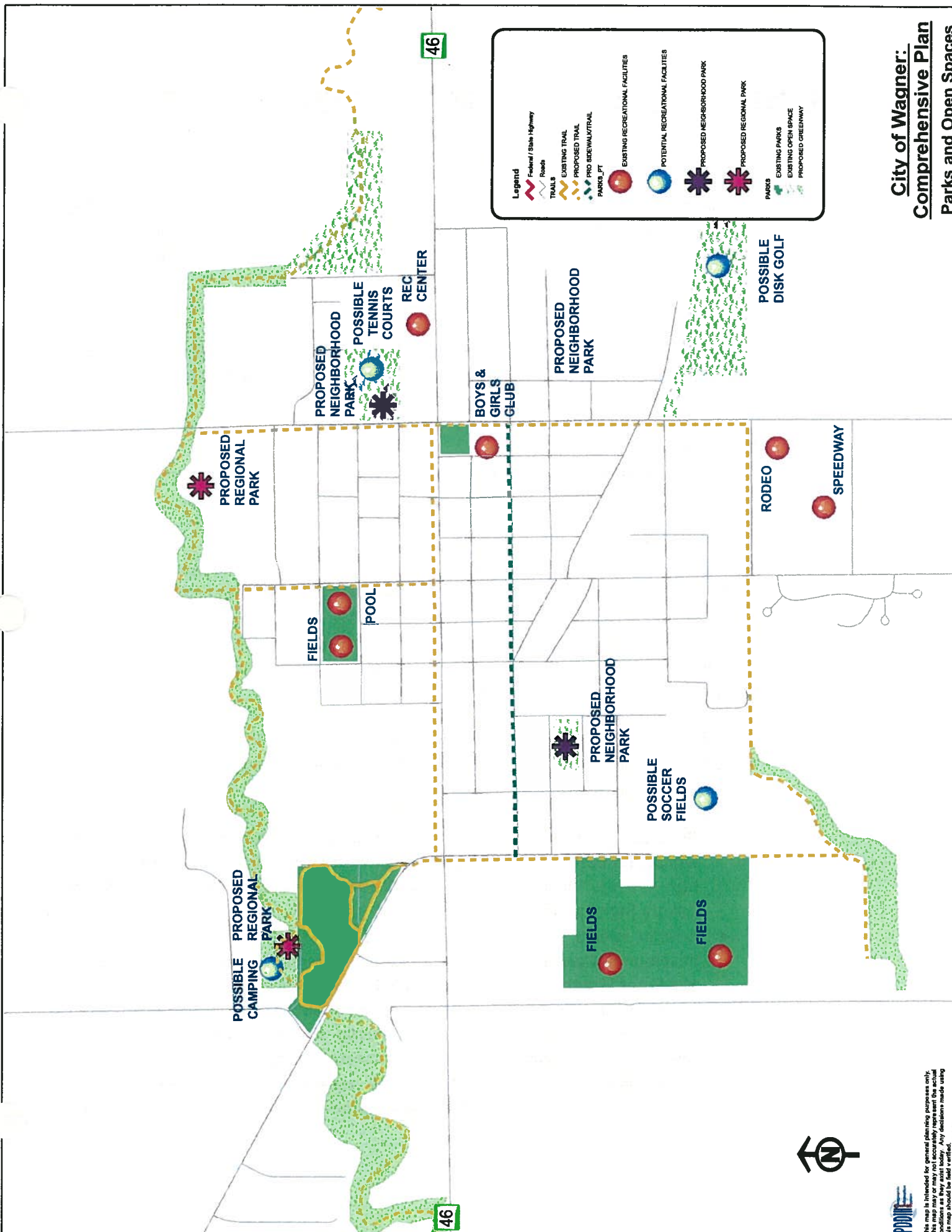
**Greenways** are lands set aside for preservation of natural resources, open space, and visual aesthetics. Greenways also provide passive recreational opportunities in the form of trails and nature centers. Greenways take several forms, but they usually form a network of interconnected open spaces throughout the community. The base criterion for defining greenways 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 a potential greenway. A potential for open space is found around the northwest part of town to begin the first leg of a greenway. Land may need to be acquired on a piecemeal basis in order to implement a greenway system around the community. The other issue to be concerned with is properties filled with junk along the potential greenway, so developing public-private partnerships will be important.

**Table 4.3**

Facility or Measure	Existing	New Acres	Acres
	Acres	Needed	Needed or Planned
	2000	2030	2030
<i>Daytime Functional Population</i>			2,314
Neighborhood Park	0.00	4.63	4.63
Community Park	15.00	0.04	15.04
Regional Park	0.00	17.36	17.36
Subtotal Park	15.00	22.03	37.03
Golf Course, Public	0.00	26.61	26.61
Special Use (Currently pool and ball fields * 2030 includes future tennis courts and soccer fields)	79.00	41.00	120.00
Conservancy/Greenbelt	0.00	30.00	30.00
Subtotal Open Space	79.00	97.61	135.61
Total	94.00	119.64	213.64

**Map 4.6 illustrates Wagner’s park system and outlines potential new park, recreational, and trail facilities.**





**Legend**

- Federal / State Highway
- Roads
- TRAILS
- EXISTING TRAIL
- PROPOSED TRAIL
- PRO SIDEWALK/TRAIL
- PARKS\_LIT
- EXISTING RECREATIONAL FACILITIES
- POTENTIAL RECREATIONAL FACILITIES
- PROPOSED NEIGHBORHOOD PARK
- PROPOSED REGIONAL PARK
- PARKS
- EXISTING PARKS
- EXISTING OPEN SPACE
- PROPOSED GREENWAY

**City of Wagner:**  
**Comprehensive Plan**  
**Parks and Open Spaces**

## B. Transportation Element

### 1. Street Network

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.

## **2. Public Transit**

Public transit is provided by the Rural Office of Community Services (ROCS). The non-profit organization provides busing services for the elderly in the County.

## **3. Other Travel Modes**

### **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.

### **Shipping/Trucking**

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

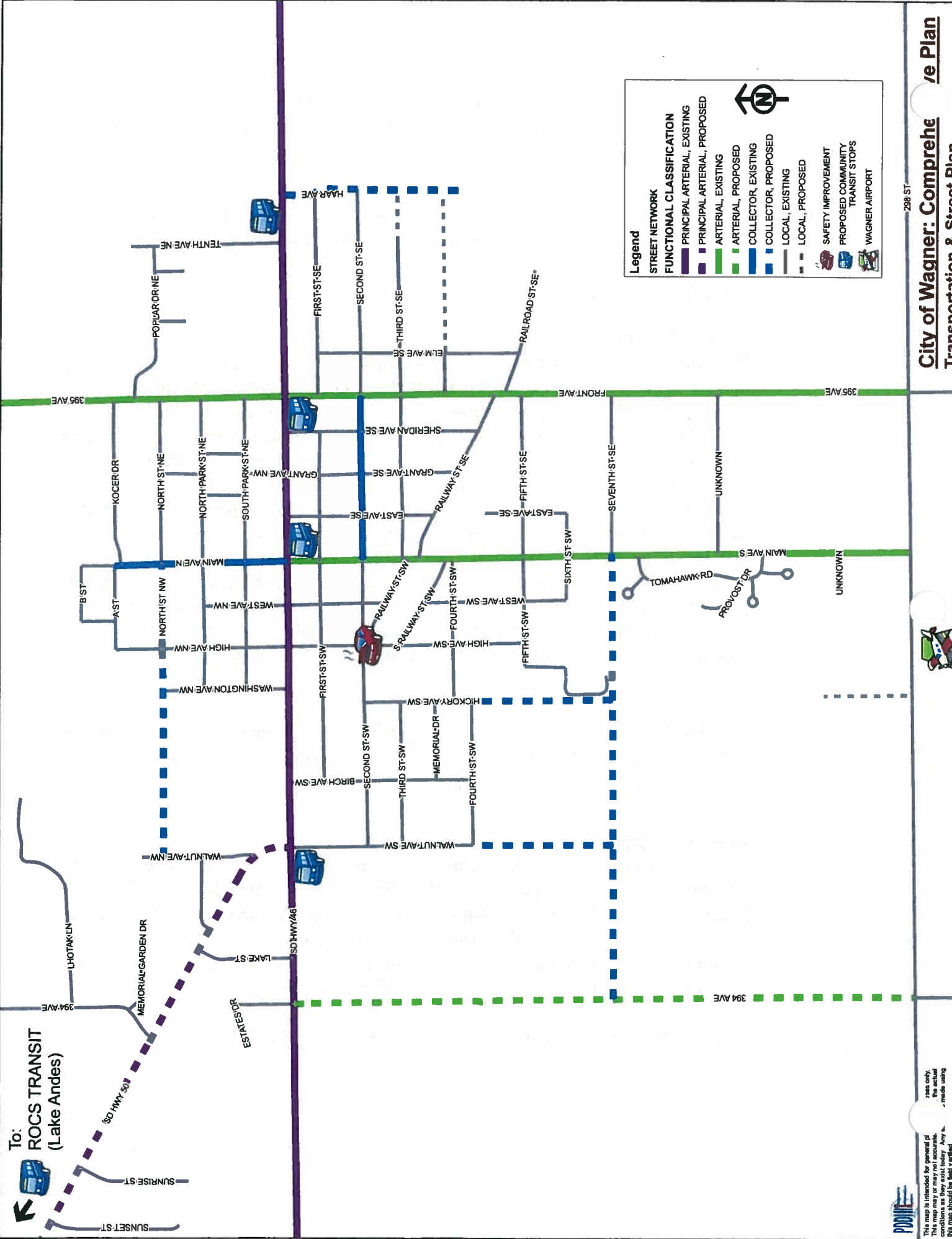
### **Air Service/Airport:**

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. The airport is designed for aircraft weighing less than 12,500 pounds. The nearest major commercial airline service is located Mitchell or Sioux Falls.

Wagner’s transportation system and future street plan is shown in **Map 4.7**



To:  
**ROCS TRANSIT**  
 (Lake Andes)



**Legend**

**STREET NETWORK**

**FUNCTIONAL CLASSIFICATION**

- PRINCIPAL ARTERIAL, EXISTING
- PRINCIPAL ARTERIAL, PROPOSED
- ARTERIAL, EXISTING
- ARTERIAL, PROPOSED
- COLLECTOR, EXISTING
- COLLECTOR, PROPOSED
- LOCAL, EXISTING
- LOCAL, PROPOSED

**TRANSIT FEATURES**

- SAFETY IMPROVEMENT
- PROPOSED COMMUNITY TRANSIT STOPS
- WAGNER AIRPORT



## C. Community Facilities Element

Community facilities are publicly owned buildings, lands, and infrastructure that serve the public, such as sewer and water plants, pipes, schools, parks, and police and fire stations. Some towns own and operate a municipal electric utility, or even a local hospital. The need for community facilities depends upon many factors, including the size of the planning area, population numbers and density, the expected growth, the economic base, and the capacity of existing facilities. Many families and businesses look at the availability and quality of community facilities as an important factor in deciding where to locate. Because private development tends to follow the location, capacity, and quality of public services, a community will want to coordinate planning of community facilities with economic development, housing, transportation, open space, and land use objectives.

### 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 are 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 Wagner Community Memorial Hospital adopted a strategic plan in 2006 to build an 11,500 square foot expansion to the clinic and a 13,500 square foot renovation of the inpatient and surgical wings.

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.

**Hospital Facilities, 2007 Statistics**

Hospital	Licensed Beds	Discharges	Total Admissions	Inpatient Days	Average Daily Census	Average Length of Stay	Percent Occupancy	Medicare Inpatient Days	Medicaid Inpatient Days
Wagner Community Hospital	20	507	507	2,061	5.6	4.0	28.1%	756	212

**Nursing Home Facilities; 2007 Statistics**

Facility	Licensed Beds	Bed Days	Resident Days	Average Daily Census	Occupancy	Discharges
Lake Andes Health Care Center	42	15,066	13,294	36.4	88.2%	41
Platte Care Center	48	17,520	15,003	41.1	85.6%	20
Wagner Good Samaritan Society	60	20,972	19,328	53.0	92.2%	41

**Assisted Living Facilities; 2007 Statistics**

Facility	Licensed Beds	Bed Days	Resident Days	Average Daily Census	Occupancy	Discharges
Platte Assisted Living	8	2,920	2,769	7.6	94.8%	1

The importance of having medical professionals in a community cannot be understated. The following table illustrates the number of medical professionals in Charles Mix County.

A new clinic recently opened in Wagner that offers a range of medical services with a staff of five physicians. The Douglas County Memorial Hospital has administers the services provided at the new clinic.



**Table 4.4  
Medical Professionals, Charles Mix County**

Position	Number
Accredited Record Technician	1
Certified Dietary Manager	4
Certified Nursing Assistant*	63
Dental Assistant	2
Dental Hygienist	1
Dentist	3
Diag Med Sonographer/Ultrasonographer	2
Health Unit Clerk	2
Licensed Practical Nurse	9
MDS Coordinator	3
Medical Laboratory Technician/CLT	4
Medical Laboratory Technologist/CLT	3
Medical Transcriptionist	2
Nuclear Medical Technologist	1
Nursing Assistant	2
Nursing Facility Administrator	3
Optometrist	1
Pharmacist	4
Pharmacy Technician	1
Physical Therapist	1
Physical Therapist Assistant	1
Physician	7
Physician Assistant	3
Registered Nurse	42
Radiographer	1
Radiological Technologist	4
Restorative Aide	9
Social Worker	2
<b>Total</b>	<b>181</b>

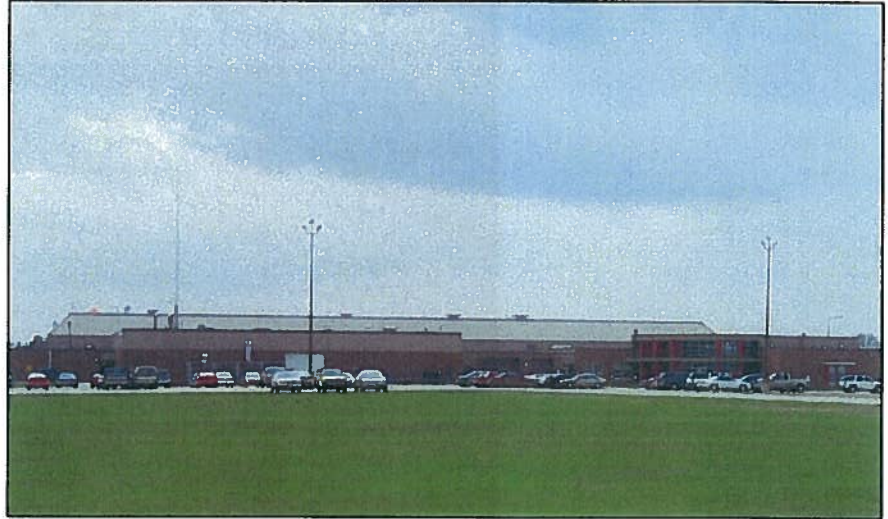
**Education and Library Facilities**

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.



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.

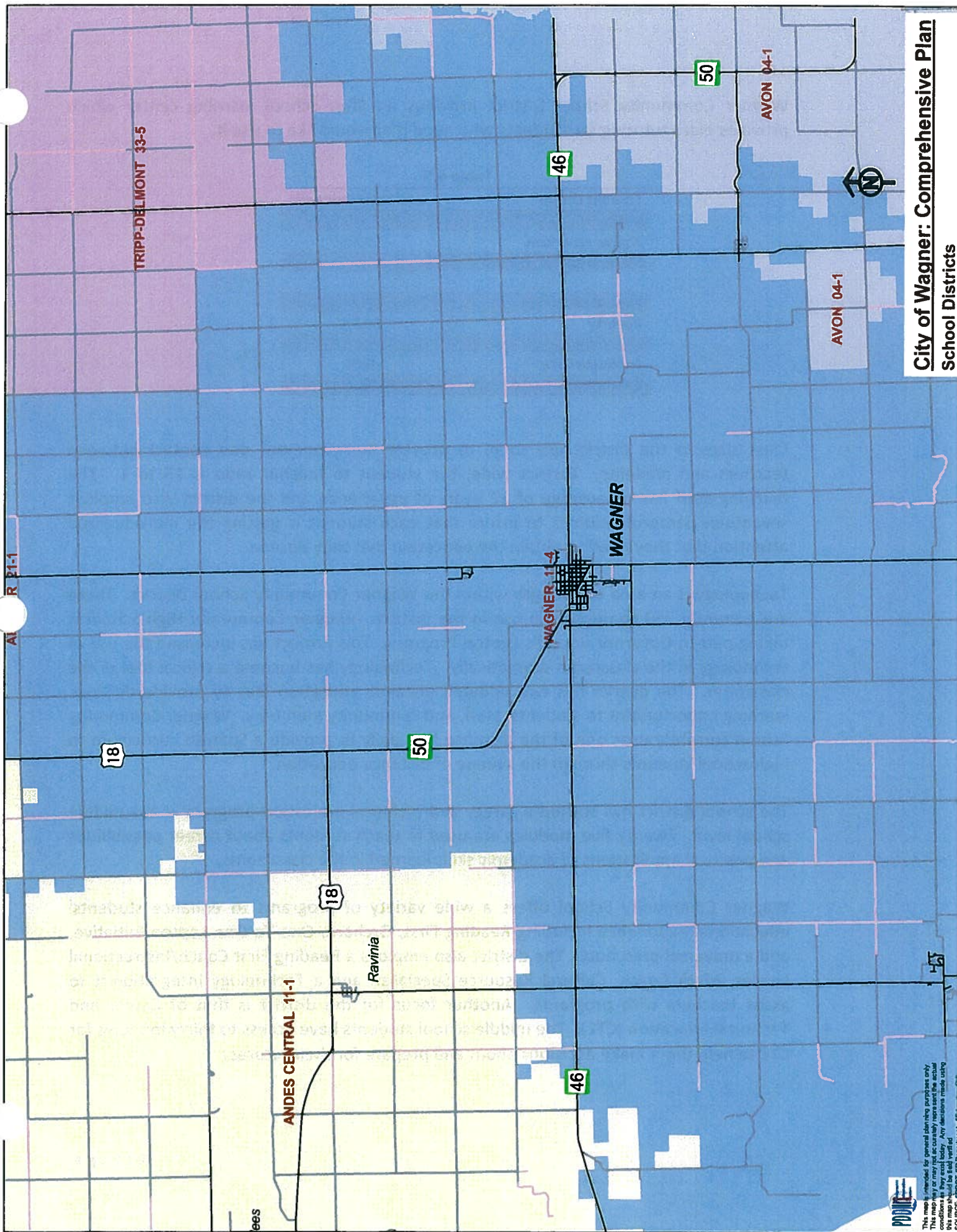
Wagner Community School District's population is of mixed cultures consisting mainly of Native American and Caucasian students. The Native American population of students in the district is predominantly made of members



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. 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.

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. In 1999, the district completed a building addition that houses the 5<sup>th</sup>-8<sup>th</sup> grades. In 2004, a new gymnasium, weight room, and locker rooms were added on. A state of the art early learning center was the last building addition completed in fall of 2006. The school districts in the Wagner area are highlighted in **Map 4.8**.





**City of Wagner: Comprehensive Plan**  
**School Districts**



This map is intended for general planning purposes only. It is not a legal document and should not be used for legal or financial purposes. The map is based on the best available information and is subject to change without notice. This map should be used in conjunction with the actual conditions on the ground.



Wagner Community School District provides an after school learning center which provides extra tutoring for students who need it or would like to use it.

**Table 4.5**

<b>Student Group</b>	<b>% of Total Students</b>
<b>White</b>	
<b>Native American</b>	57.3%
<b>Black, Hispanic, Other</b>	
<b>Special Education</b>	17.4%
<b>Poverty</b>	60.5%
<b>Graduate Rate</b>	98%
<b>Average ACT Score</b>	21.8

Class sizes in the district are small to provide more one-on-one contact between teachers and students. District wide, the student to teacher ratio is 13 to 1. The teaching staff has an average of 12 years of experience and the district also employs seventeen paraprofessionals to insure that each student is getting the individualized attention that they need to obtain the education that they deserve.

Technology is an area of strength within the Wagner Community School District. There are currently 750 computers in use in the district. Wagner Community High School is taking part in Governor Round's Laptop Program. This project has increased the use of technology in the classroom dramatically. Technology has become a critical tool in the classroom. The district has two updated distance education labs to provide distance learning opportunities to students, staff, and community members. Wagner Community School currently uses one of the distance labs daily to provide a Spanish curriculum to high school students through the avenue of distance education.

The school district has started a career and technical education program at the middle school level. Twenty five modules are used to teach students about career possibilities and practical applications of academic skills learned in the classrooms.

Wagner Community School offers a wide variety of programs to enhance students' educational experience including Reading First, Orchard, One-To-One Laptop Initiative, and a universal preschool. The district also employs a Reading First Coach/Instructional Leader, Math Coach, Cultural Resource Specialist, and a Technology Integrationist to assist teachers with programs. Another focus for the district is that of Career and Technical Education (CTE). The middle school students have access to thirty modules for CTE to help them make decisions about and prepare for their futures.

Table 4.6

Detailed Student Profile	2004-05	2005-06	2006-07	2007-08
<b>Total Enrollment (PreK-12)</b>	812	796	881	852
<b>ADM for PreK-K</b>	-	-	-	93.5
<b>ADM for 1-4</b>	-	-	93.5	94.5
<b>ADM for 5-8</b>	-	-	94.5	93.1
<b>ADM for 9-12</b>	-	-	93.1	92.2
<b>Total Students with Disabilities Enrollment</b>	158	181	173	148
(% of PreK-6 with special needs)	-	-	92.2%	-
(% of 7-8 with special needs)	-	-	19.6%	-
(% of 9-12 with special needs)	-	-	67%	-
<b>Economically Disadvantaged Enrollment (% Eligible for Free/Reduced Lunch)</b>	59.5%	58.4%	67.0%	58.2%
(% of Pre-K)	-	-	-	77%
(% of 1-4)	-	-	-	70%
(% of 5-8)	-	-	-	66%
(% of 9-12)	-	-	-	40%
<b>Total Open Enrolled Students Received</b>	26	33	-	-
<b>Open Enrolled Students Rec'd PreK-K</b>	-	-	18	23
<b>Open Enrolled Students Rec'd Pre1-5</b>	-	-	21	21
<b>Open Enrolled Students Rec'd 6-8</b>	-	-	22	14
<b>Open Enrolled Students Rec'd 9-12</b>	-	-	20	16
<b>Total Native American Enrollment</b>	-	-	135	-
<b>PreK-K</b>	-	-	135	144
<b>1-4</b>	-	-	178	170
<b>5-8</b>	-	-	134	123
<b>9-12</b>	-	-	56	51
<b>Total Black, Hispanic, &amp; other minority Enrollment</b>	-	-	9	8
<b>LEP Enrollment (Limited English Proficiency)</b>	-	-	0	0

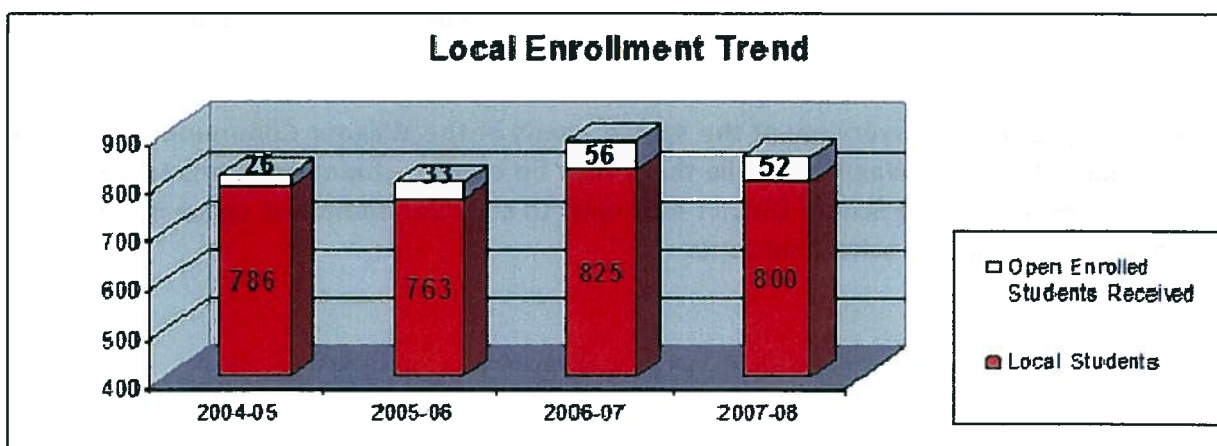


Figure 4.1

The Wagner Community School District is served by six administrators: Superintendent, High School Principal, Middle School Principal, Elementary Principal, Early Learning Center Principal, and a Business Manager.

**Table 4.7**

<b>Personnel Information</b>	<b>Number</b>
Certified Teachers	66
Percent with Advance Degrees	20.6
Average Years of Experience	13.1
Student to Teacher Ratio	12.9
Average Teacher Salary	\$37,051

**Table 4.8**

<b>Detailed Staff Profile</b>		<b>2006-07</b>	<b>2007-08</b>
Certified Instructional Staff (# FTE)		63.8	66.1
% with Advanced Degrees		12.3%	20.6%
Average Years of Experience		12.4	13.1
Student to Staff Ratio		13.8 to 1	12.9 to 1
Teachers with Emergency or Provisional Credentials (District)		0	0
PreK-5		0	0
6-8		0	0
9-12		0	02
Classes Not Taught by Highly Qualified Teachers (District)		0.0%	3.7%
PreK-5		0.0%	0.0%
6-8		0.0%	8.1%
9-12		11.9%	2.5%
Number of core courses taught by SPED teachers		0	0

Table 4.9 provides an overview of the spatial needs of the Wagner Community School District educational facility in Wagner. While there may be enough student stations to accommodate future enrollments, the School District may wish to consider additional space in the facility for elementary and middle school students.



**Table 4.9**

<b>Public School Facility Needs</b>	<b>Grades K-5</b>	<b>Grades 6-8</b>	<b>Grades 9-12</b>	<b>Auxiliary Facilities</b>
<b>Facility Feature</b>				
<b>Public E &amp; S Students 2000</b>	436	223	183	
<b>Existing Student Stations 2000</b>	430	220	175	
<b>Scheduling Efficiency Ratio</b>	87.50%	85.00%	82.50%	
<b>Existing Usable Student Stations 2000</b>	376	187	144	
<b>Surplus (Deficient) Student Stations</b>	(60)	(36)	(39)	
<b>Public E &amp; S Students 2030</b>	350	300	350	
<b>Planned Student Stations Needed 2020</b>	400	353	424	
<b>New Student Stations Needed</b>	24	166	280	
<b>Existing Facility Sq. Ft. 2000</b>	30,000	20,000	80,000	2,000
<b>Existing Sq. Ft. Per Student Station 2000</b>	69.77	90.91	457.14	2.42
<b>Adopted Sq. Ft. Per Student Station</b>	100.00	115.00	130.00	3.25
<b>Facility Sq. Ft. Needed 2000</b>	43,600	25,645	23,790	2,681
<b>Excess (Deficient) Facility Sq. Ft. 2000</b>	(13,600)	(5,645)	56,210	(681)
<b>Facility Sq. Ft. Needed 2030</b>	40,000	40,588	55,152	3,250
<b>New Facility Sq. Ft. Needed</b>	10,000	20,588	(24,848)	1,250

Wagner is also home to the Zenith School. Zenith is an alternative school that helps high school students earn credits towards their diploma. At Zenith students work on one course at a time until the required work is completed. Most courses take at least 3 to 4 weeks to complete one semester of credit. Zenith is located in the west end of the National Guard Armory, in Wagner. Zenith service 8 districts in the South Central Cooperative which consist of: Avon, Andes Central, Bon Homme, Bonesteel/ Fairfax, Menno, Scotland, Tripp-Delmont and Wagner.



The City of Wagner has a public library. It is located in the same building which houses the Wagner Boys and Girls Club. The library has a large collection of over 18,000 volumes and occupies approximately 2,000 square feet. In addition to the books, the library provides 147 audio materials; 61 video materials; 52 serial subscriptions for the public to use and enjoy. The following table illustrates the standards that should be considered when planning for the future of the library in Wagner. According to level of service standards (LOS) for library facilities, Wagner provides adequate space and materials for its population.

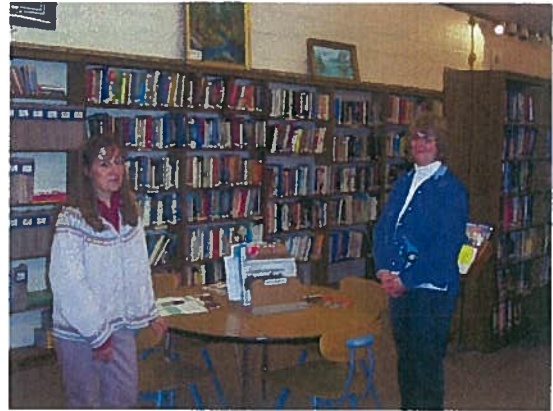


Table 4.10

Library Facility Needs	Existing	Needed
	2000	2030
<b>Daytime Functional Population</b>	1,873	2,314
<i>Volumes</i>		
Volumes	18,000	
LOS Per Functional Resident	9.61	
Adopted LOS Per Functional Resident	2.00	
Volumes Needed to Meet LOS	3,746	4,628
Additional Volumes Needed to Meet LOS	0	0
<i>Facility Space</i>		
Facility Sq. Ft.	2,000	
Adopted Facility Sq. Ft. Per Functional Resident	0.80	
Facility Sq. Ft. Needed to Meet LOS	1,498	1,851
Additional Facility Sq. Ft. Needed to Meet LOS	0	0
<i>Land Area</i>		
Land Area Acres	0.07	
Adopted Land Area Sq. Ft. Per Functional Resident	2.00	
Additional Acres Needed to Meet LOS	0.02	0.04

**Emergency Services**

**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.

The following table illustrates the planning standards for police facilities in Wagner. The table reveals that, in order to meet the needs of the projected functional population of 2,093, the Town might consider adding 111 square feet of space for law enforcement personnel.

**Table 4.11**

<b>Police Facility Space Needs</b>	<b>Existing</b>	<b>Needed</b>
<b>Measure</b>	<b>2000</b>	<b>2030</b>
<i>24/7 Functional Population</i>	1,667	2,093
<i>Facility Space</i>		
Facility Sq. Ft.	1,250	
Sq. Ft. Per Functional Resident	0.75	
Adopted Facility Sq. Ft. Per Functional Resident	0.65	
Facility Sq. Ft. Needed to Meet LOS	1,083	1,361
Additional Facility Sq. Ft. Needed to Meet LOS	0	111
<i>Land Area</i>		
Land Area Acres	0.02	
Land Area Sq. Ft.	871	
Land Area Sq. Ft. Per Functional Resident	0.52	
Adopted Land Area Sq. Ft. Per Functional Resident	3.00	
Land Area Sq. Ft. Needed to Meet LOS	5,000	6,280
Land Area Acres Needed to Meet LOS	0.11	0.14
Additional Land Area Sq. Ft. Needed to Meet LOS	4,129	5,409
Additional Acres Needed to Meet LOS	0.09	0.12

The City currently relies on the detention facilities located in Lake Andes for holding offenders and juveniles. However, if the City decided to commit bed space for detention facilities, the standards in the following table could be used.

Table 4.12

Jail and Detention Facility Space Needs		Existing	Needed
Measure		2000	2030
<b>24/7 Functional Population</b>			
<i>Maximum Security Facilities</i>		1,667	2,093
	Beds	0	
	Beds Per 1,000 Functional Residents	0.00	
	Adopted Beds Per 1,000 Functional Residents	3.00	
	Beds Needed to Meet LOS	5	6
	Additional Beds Needed to Meet LOS	5	6
<i>Minimum Security Facilities</i>			
	Beds	0	
	Beds Per 1,000 Functional Residents	0.00	
	Adopted Beds Per 1,000 Functional Residents	3.00	
	Beds Needed to Meet LOS	5	6
	Additional Beds Needed to Meet LOS	5	6
<i>Juvenile Detention Facilities</i>			
	Beds	0	
	Beds Per 1,000 Functional Residents	0.00	
	Adopted Beds Per 1,000 Functional Residents	1.50	
	Beds Needed to Meet LOS	3	3
	Additional Beds Needed to Meet LOS	3	3
<i>Land Area</i>			
	Land Area Acres	0.00	
	Land Area Sq. Ft.	22	
	Land Area Sq. Ft. Per Functional Resident	0.01	
	Adopted Land Area Sq. Ft. Per Functional Resident	6.00	
	Land Area Sq. Ft. Needed to Meet LOS	10,000	12,561
	Land Area Acres Needed to Meet LOS	0.23	0.29
	Additional Land Area Sq. Ft. Needed to Meet LOS	9,979	12,539
	Additional Acres Needed to Meet LOS	0.23	0.29



**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.

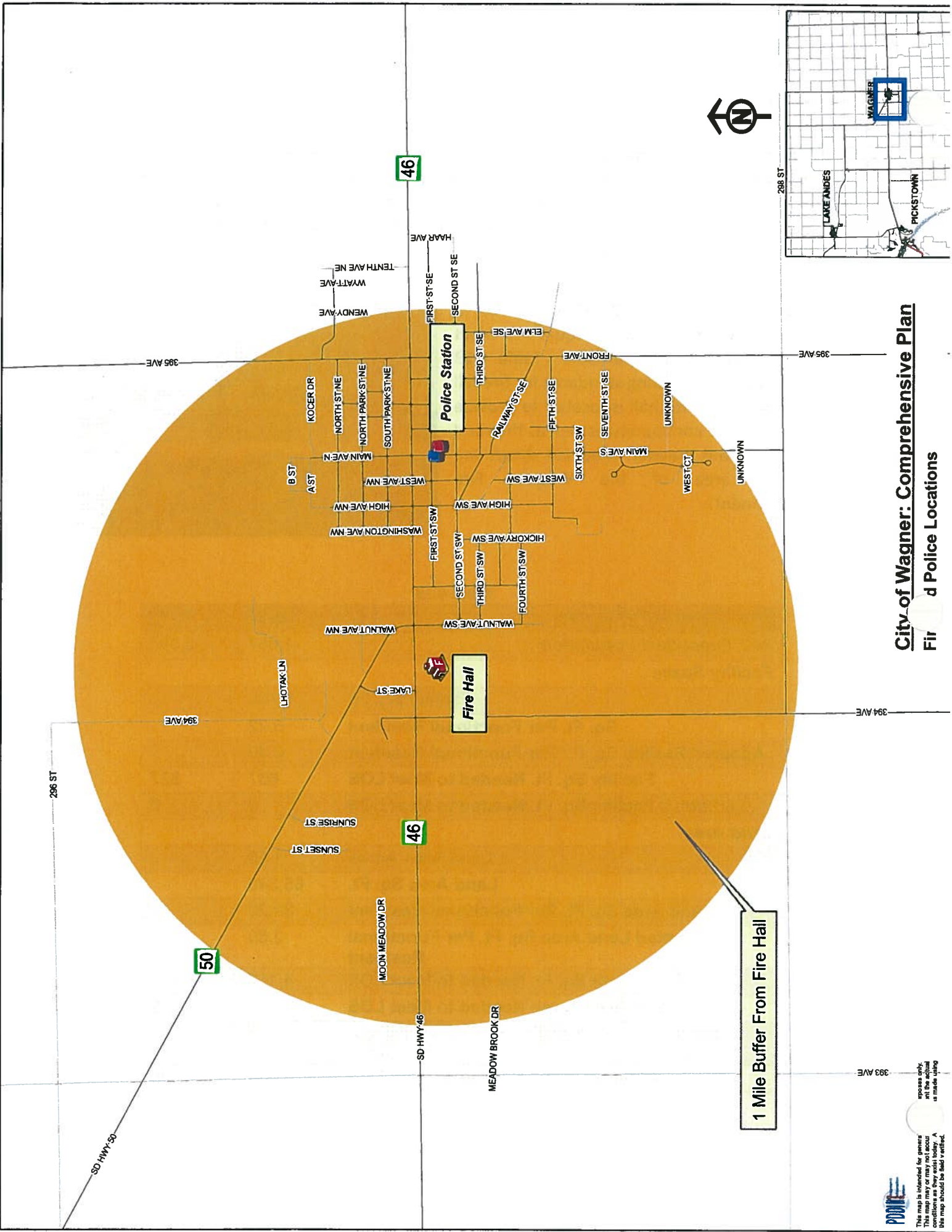
The current fire hall is 8,700 square feet in size. This is more than adequate to meet the needs of the population. Table 4.13 illustrates the planning standards for fire fall facilities. The fire hall is located to provide access to the community as well as the rural areas around Wagner. Map 4.9 shows the service area of the Wagner Fire Department.



**Table 4.13**

<b>Fire Station / EMS Needs</b>	<b>2000</b>	<b>2030</b>
<b>24/7 Functional Population</b>	1,667	2,093
<b>Facility Space</b>		
<b>Facility Sq. Ft.</b>	8,700	
<b>Sq. Ft. Per Functional Resident</b>	5.22	
<b>Adopted Facility Sq. Ft. Per Functional Resident</b>	0.40	
<b>Facility Sq. Ft. Needed to Meet LOS</b>	667	837
<b>Additional Facility Sq. Ft. Needed to Meet LOS</b>	0	0
<b>Land Area</b>		
<b>Land Area Acres</b>	1.50	
<b>Land Area Sq. Ft.</b>	65,340	
<b>Land Area Sq. Ft. Per Functional Resident</b>	39.20	
<b>Adopted Land Area Sq. Ft. Per Functional Resident</b>	2.50	
<b>Land Area Sq. Ft. Needed to Meet LOS</b>	4,167	5,234
<b>Land Area Acres Needed to Meet LOS</b>	0.10	0.12
<b>Additional Land Area Sq. Ft. Needed to Meet LOS</b>	0	0
<b>Additional Acres Needed to Meet LOS</b>	0.00	0.00





1 Mile Buffer From Fire Hall

# City of Wagner: Comprehensive Plan

## Fire and Police Locations



This map is intended for general use only. The map may or may not accurately reflect the actual locations of fire and police stations. The map should be field verified.

## Ambulance Services

Ambulance service is supported by the city, with one ambulance vehicle housed in the same facility as the Fire Department in Wagner. There are 12 EMTs at the facility.

## 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 is 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 resident's use. The gem of Wagner's park system is Chapman Park, which has been restored over the past ten years to become an amenity for not only the City, but the region.

**Table 4.14**  
**Park and Recreation System**

<b>Park Facility Type</b>	<b>Acres</b>	<b>Playground Areas</b>	<b>Sports Fields</b>	<b>Courts</b>	<b>Other Features</b>
City Park	6.75	Yes	No	No	Picnic facilities
Chapman Park	80.0	No	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
Wagner Speedway	40	No	No	No	Racetrack
Wagner Rodeo Grounds	20	No	No	No	Rodeo
Charles Mix County Historical Museum	5	No	No	No	Historic village
Boys and Girls Club	3	No	No	No	Programmed activities for youth

There is great potential for park space in the northeast part of town. A vacant piece of property remains in a low area that has low potential for building development. The future land use plan illustrates how the community can transform the area into a neighborhood park.

There are no recreation centers in Wagner. Residents must travel to Tyndall or Yankton for indoor recreation and fitness. In order to meet the projected future population's recreational needs, a recreation center should be considered according to the following standards.

**Table 4.15**

Recreation Center Space Needs	Existing	Needed
<b>Measure</b>	<b>2000</b>	<b>2030</b>
<i>Daytime Functional Population</i>	1,873	2,314
<i>Facility Space</i>		
Facility Sq. Ft.	0	
Sq. Ft. Per Functional Resident	0.00	
Adopted Facility Sq. Ft. Per Functional Resident	0.55	
Facility Sq. Ft. Needed to Meet LOS	1,030	1,273
Additional Facility Sq. Ft. Needed to Meet LOS	1,030	1,273

Wagner does not have a dedicated community center that it can claim as "The Wagner Community Center." However, community functions can take place in the National Guard Armory. Meetings and events can also be held in the Fire Hall's meeting room. Using level of service standards, the City may wish to plan for a space specifically for a community center. Table 4.16 shows the amount of space needed to house a community center in Wagner. The table projects a need for a 1,736 square feet facility. This need may be met in a new building or in an existing structure.

A comprehensive map which illustrates the various community and cultural facilities is shown in Map 4.10. The map also includes the location of potential new facilities in Wagner.







**Table 4.16**

Community Center Space Needs		Existing	Needed
<b>Measure</b>		<b>2000</b>	<b>2030</b>
<i>Daytime Functional Population</i>		1,873	2,314
<i>Facility Space</i>			
	Facility Sq. Ft.	0	
	Sq. Ft. Per Functional Resident	0.00	
	Adopted Facility Sq. Ft. Per Functional Resident	0.75	
	Facility Sq. Ft. Needed to Meet LOS	1,405	1,736
	Additional Facility Sq. Ft. Needed to Meet LOS	1,405	1,736
<i>Land Area</i>			
	Land Area Acres	0.00	
	Land Area Sq. Ft.	0	
	Land Area Sq. Ft. Per Functional Resident	0.00	
	Adopted Land Area Sq. Ft. Per Functional Resident	4.00	
	Land Area Sq. Ft. Needed to Meet LOS	7,491	9,257
	Land Area Acres Needed to Meet LOS	0.17	0.21
	Additional Land Area Sq. Ft. Needed to Meet LOS	7,491	9,257
	Additional Acres Needed to Meet LOS	0.17	0.21

**Religious Facilities**

Wagner has many churches of Christian denominations. There are many churches in Wagner. When the Town of Wagner was built, a community church was constructed to serve the religious needs of the town’s residents. The church is a single, ecumenical building which serves several denominations in the community. The unique feature of the church is that it has a revolving altar platform to meet the differing liturgical needs of each congregation.



As with most civic spaces, The City should consider reserving land for future churches to meet the needs of the population in 2030. The following table shows the planning standards for religious facility needs.

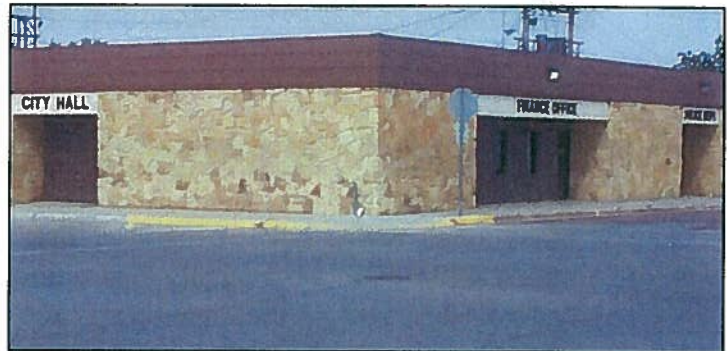
**Table 4.17**

Religious Facility Area Needs	Existing	Needed
Measure	2000	2030
<i>Permanent Population</i>	1,598	2,058
Religious Facility Acres	8.26	
Land Area Sq. Ft. Per Permanent Population	225.11	
Religious Facility Acres Needed		10.64
New Acres Needed		2.38

**General Government Facilities**

The City of Wagner carries out its governing activities in City Hall on Main Street in Wagner. The Finance Office is related to city administration and includes the Finance Officer and the Deputy Finance Officer. The Finance Officer is responsible for overall town management and operations, manages all financials and compliance requirements, and reports to the Wagner City Mayor and Council Members. The Deputy Finance Officer is in charge of water and sewer billing and collection, record keeping and clerical duties.

A total of 2,500 square feet are used for Wagner’s government operations. According to planning standards, this is plenty of space within the building to meet the needs of the public. However, the City may wish to consider the addition of some land for civic use to provide space for residents to gather at City Hall.



**Table 4.18**

<b>General Government Facility Space Needs</b>	<b>Existing</b>	<b>Needed</b>
<b>Measure</b>	<b>2000</b>	<b>2030</b>
<i>24/7 Functional Population</i>	1,667	2,314
<i>Facility Space</i>		
Facility Sq. Ft.	2,500	
Sq. Ft. Per Functional Resident	1.50	
Adopted Facility Sq. Ft. Per Functional Resident	0.90	
Facility Sq. Ft. Needed to Meet LOS	1,500	2,083
Additional Facility Sq. Ft. Needed to Meet LOS	0	0
<i>Land Area</i>		
Land Area Acres	0.06	
Land Area Sq. Ft.	2,614	
Land Area Sq. Ft. Per Functional Resident	1.57	
Adopted Land Area Sq. Ft. Per Functional Resident	3.50	
Land Area Sq. Ft. Needed to Meet LOS	5,834	8,100
Land Area Acres Needed to Meet LOS	0.13	0.19
Additional Land Area Sq. Ft. Needed to Meet LOS	3,220	5,486
Additional Acres Needed to Meet LOS	0.07	0.13

**D. Utilities Element**

Many small towns have recognized that safe, reliable water and sewer systems are necessary to maintain a quality environment as well as to retain and attract businesses. Federal laws, such as the Clean Water Act and the Safe Drinking Water Act require that water suppliers provide good water quality and that polluters pay fines.

A public water supply is a network of storage, filtration systems, pumping facilities, and distribution pipes. Wastewater treatment systems consist of sewage pipes for collection, storm sewers, and sewage treatment facilities.

**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.

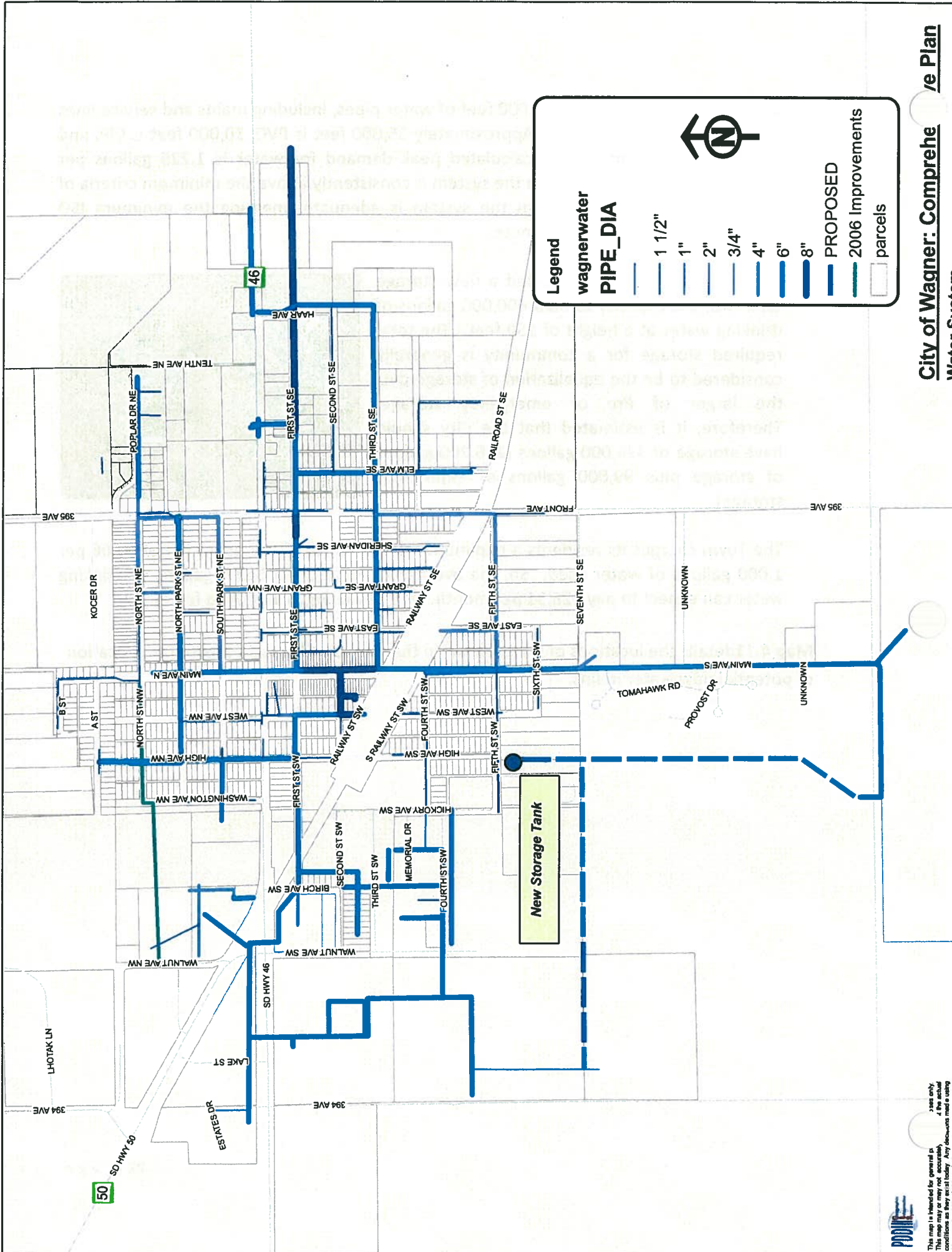
The community recently erected a new storage tank with the capacity to hold 400,000 gallons of drinking water at a height of 150 feet. The total required storage for a community is generally considered to be the equalization of storage plus the larger of fire or emergency storage. Therefore, it is estimated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



The Town charges its residents a minimum rate of \$13.01 plus a usage fee of \$3.06 per 1,000 gallons of water used. So, the average resident using 5,000 gallons of drinking water can expect to pay \$28.31 per month. The City charges a hookup fee of \$50.

**Map 4.11** details the locations of water mains in the City as well as pointing out the location of potential new water mains.





**Legend**

wagnerwater  
PIPE\_DIA

- 1 1/2"
- 1"
- 2"
- 3/4"
- 4"
- 6"
- 8"

PROPOSED

2006 Improvements

parcels



**New Storage Tank**



This map is intended for general information only. The map may or may not accurately reflect the actual conditions on the ground. Any decisions made on this map should be based on a site visit.

### **Wastewater Collection**

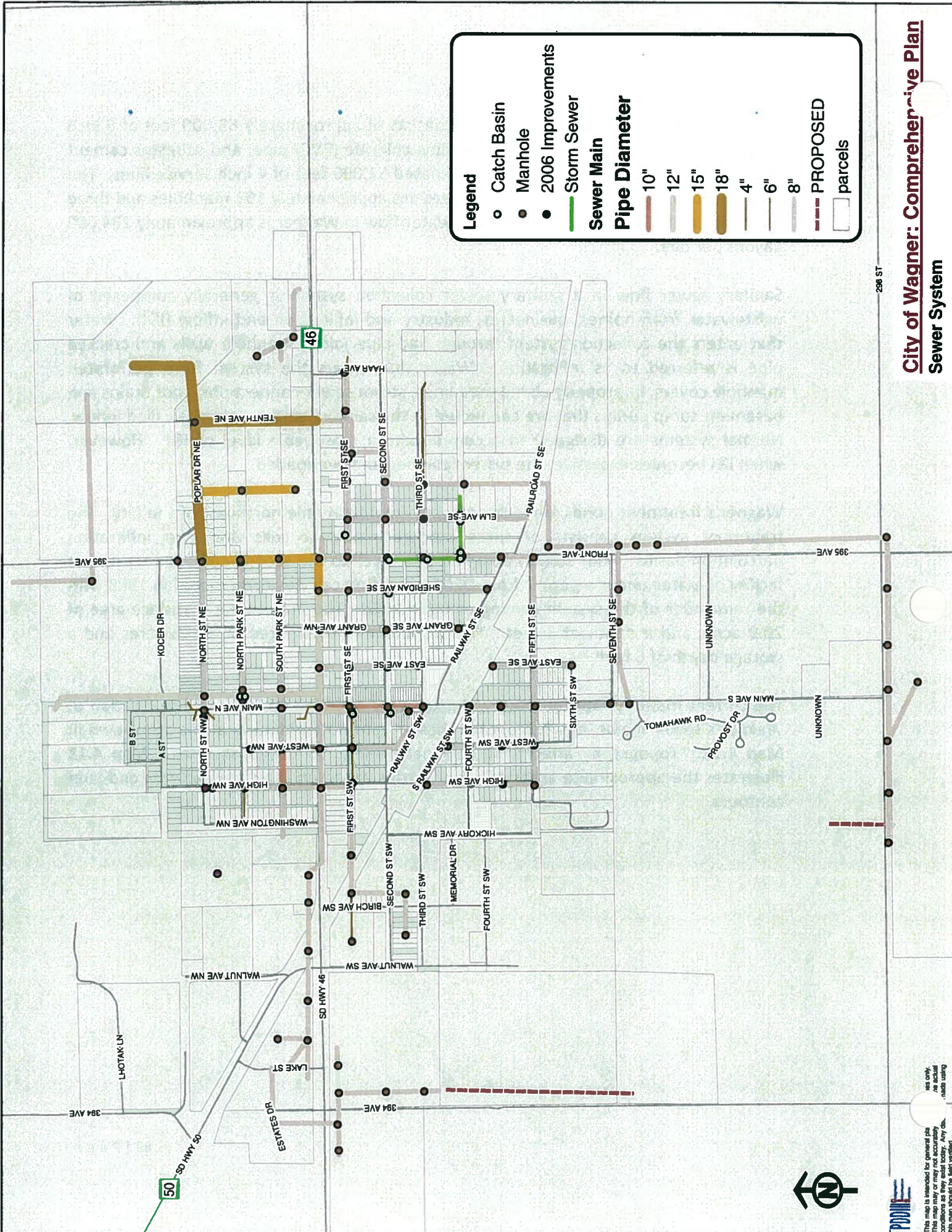
The core of Wagner's collection system consists of approximately 68,000 feet of 6 inch to 15 inch vitrified clay pipe (VCP), polyvinyl chloride (PVC) pipe, and asbestos cement pipe, a 2 inch PVC force main and an estimated 51,000 feet of 4 inch service lines. The original system was installed in 1928. 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 \$17.34. The location of Wagner's sewer mains, manholes, catch basins, and potential new mains are shown in **Map 4.12**. Topography affects the regional planning of sewer systems. **Map 4.13** illustrates the approximate areas of sewer basins based on drainage patterns and land contours.





**Legend**

- Catch Basin
- Manhole
- 2006 Improvements
- Storm Sewer
- Sewer Main

**Pipe Diameter**

- 10" (light blue line)
- 12" (medium blue line)
- 15" (dark blue line)
- 18" (light purple line)
- 4" (light green line)
- 6" (medium green line)
- 8" (dark green line)

--- PROPOSED  
□ parcels

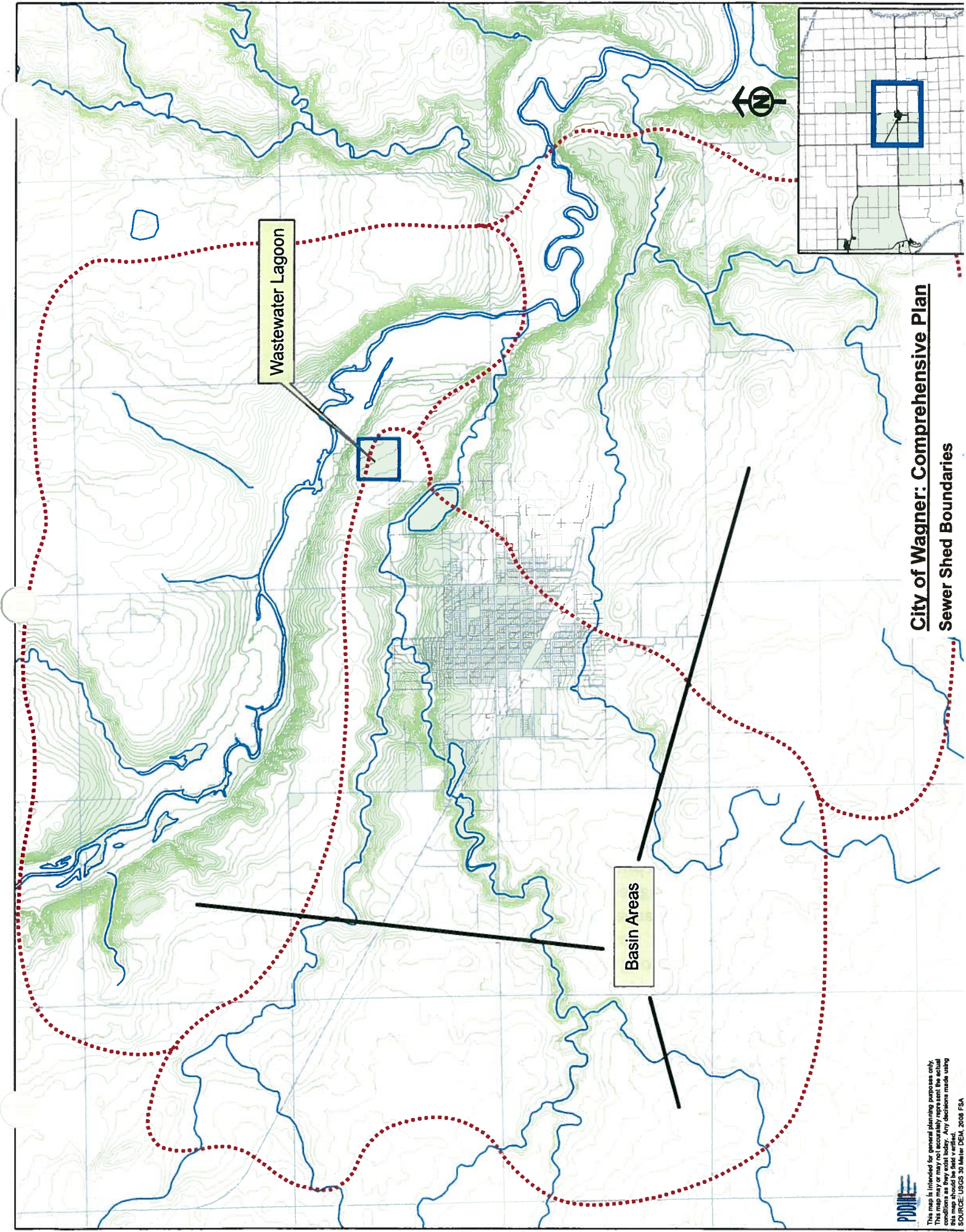
296 ST

**City of Wagner: Comprehensive Plan  
Sewer System**



This map is intended for general use only. The map may or may not accurately reflect actual conditions as they exist today. Any use of this map should be field verified.





Wastewater Lagoon

Basin Areas

**City of Wagner: Comprehensive Plan**  
**Sewer Shed Boundaries**



This map is intended for general planning purposes only. The map is not intended to be used for legal purposes. The map is not intended to be used for legal purposes. Any decisions made using this map should be first verified.  
 SOURCE: USGS 30 Meter DEM, 2008 FSA



### **Solid Waste**

Wagner is subject to federal solid waste regulations, under Subtitle D of the Resource Conservation and Recovery Act (P.L. 94-580) as amended on January 1, 1992. These regulations required the closure of many landfills throughout the country. Solid waste generated in Wagner now goes to the Southern Missouri Landfill near Lake Andes, SD. The landfill opened in September 1997 has forty years of space left. The site handles less than 25,000 tons of municipal solid waste per year.

### **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.

<b>Average Cost per kWh (cents)</b>	<b>Small</b>	<b>Medium</b>	<b>Large</b>
<b>Industrial Low Load Factor - 28%</b>	\$0.08600	\$0.08300	\$0.08100
<b>Industrial High Load Factor- 92%</b>	\$0.05000	\$0.04900	\$0.04800
<b>Commercial Low Load Factor - 41</b>	\$0.09200	\$0.09200	\$0.07100
<b>Commercial High Load Factor - 50</b>	\$0.08600	\$0.08600	\$0.06500

#### **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.

In accordance with the Federal Communications Commission (FCC) regulations, there are only two cellular or digital service licensees or providers allowed per market. The immediate region is provided by Verizon Wireless Communications and Altell. Cell

service is adequate within town because of the close proximity to communication towers.

Because of the high costs associated with building a new tower, there are no immediate plans to rectify the situation. The next generation of wireless communications is Personal Communication Systems or PCS. Prior to auctioning off 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.

**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*.

#### E. Housing Element

Shelter is the primary need of every community resident. Adequate housing involves the maintenance of existing dwellings as well as the construction of new housing. Increasingly, the availability of affordable housing is an important issue for communities. People need to be able to live near where they work, shop, go to school, and recreate. Nearly all communities have specialized housing needs that are not necessarily met by the traditional single family detached home. Meeting the needs of residents in different stages of life and circumstances can help to revitalize rural communities and retain residents. Many of these needs can be met by communities that encourage a mix of housing types and sizes through planning and zoning.

A new trend in city planning is mixed-use neighborhoods, which combine residential and neighborhood commercial uses in an effort to promote walking and a sense of community. Many small towns already have a long tradition of such mixed uses and are considered models of good development. A challenge that some small towns have is to maintain housing conditions in the face of declining economies and population loss.

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 sound existing 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 range of housing units such as single family dwellings duplexes. According to 2000 Census data, there are 747 total housing units in Wagner, of which 68.5 percent are single units with a detached garage. The housing stock in Wagner is significantly newer than in South Dakota and in line with the United States (Table 4.19).



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 1960s and 1970s, as the Baby Boom generation began to locate in Town or “move up” in the housing market. The 1980’s was a low period of construction in Wagner, which is directly related to the farm and housing crisis of the period. Many struggled to keep their farms running while homebuyers had a hard time dealing with double-digit interest rates. Much of the new housing has been built in the northeast and southwest portions of town. Another area that has seen its share of housing construction is directly west of town.

The demand for housing in Wagner appears to be primarily from two sources: people who are retiring, and executives. Much of the demand is for single-family, detached housing, even for people who want to rent.

**Table 4.19**  
**Age of Housing Stock**

<i>Area</i>	<i>Built Before 1940</i>	<i>1940 to 1959</i>	<i>1960 to 1979</i>	<i>1980 to 1989</i>	<i>1990 to 2000</i>
<b>Wagner</b>	30.5%	16.1%	27.3%	11.8%	14.3%
<b>Pickstown</b>	-	67.1%	3.5	-	29.4%
<b>Platte</b>	39.9%	16.2%	27.2%	9.2%	7.5%
<b>Lake Andes</b>	29.4%	18.5%	40.1%	7.9%	4.0%
<b>Charles Mix County</b>	36.2%	13.4%	26.2%	11.1%	13.1%
<b>South Dakota</b>	43.4%	8.4%	34.3%	9.6%	4.2%
<b>United States</b>	14.7%	18.6%	44.2%	7.7%	14.7%

*SOURCE: 2000 US Census, Table DP-4*

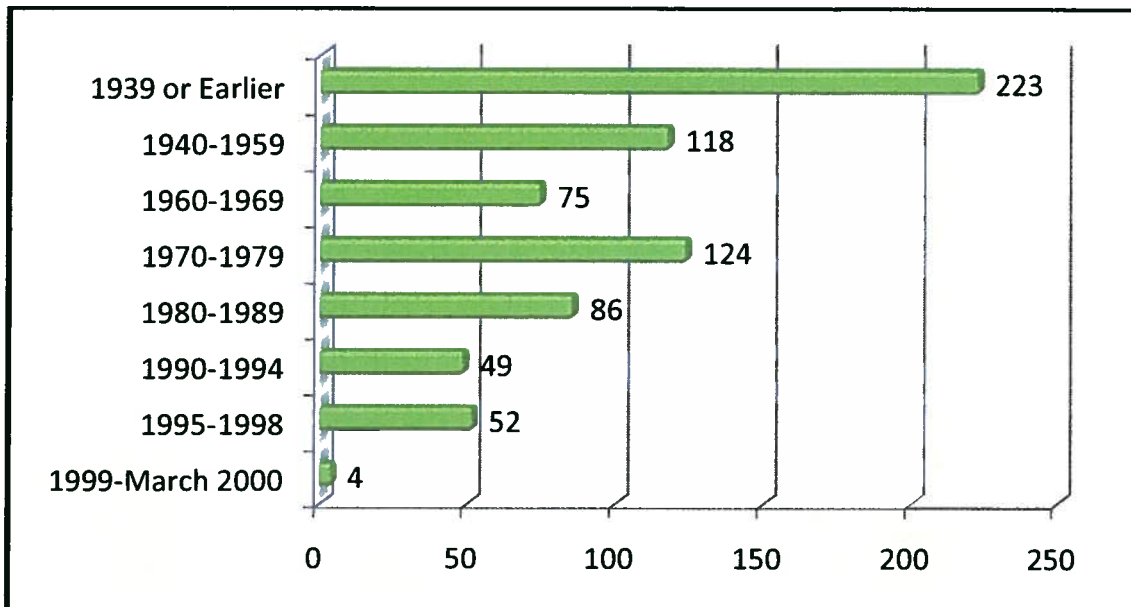


Figure 4.1

Table 4.20 shows that the majority of the housing units in Wagner are single-family dwellings, with the remaining units being comprised of multi-family dwellings, namely between the Heritage Court and Dakota View properties. Based on the following figures, Wagner appears to have suitable housing to accommodate lower income households in the form of the single family homes, but could expand its options with the addition of a few more multi-family units in order to keep pace with the other communities in the region.

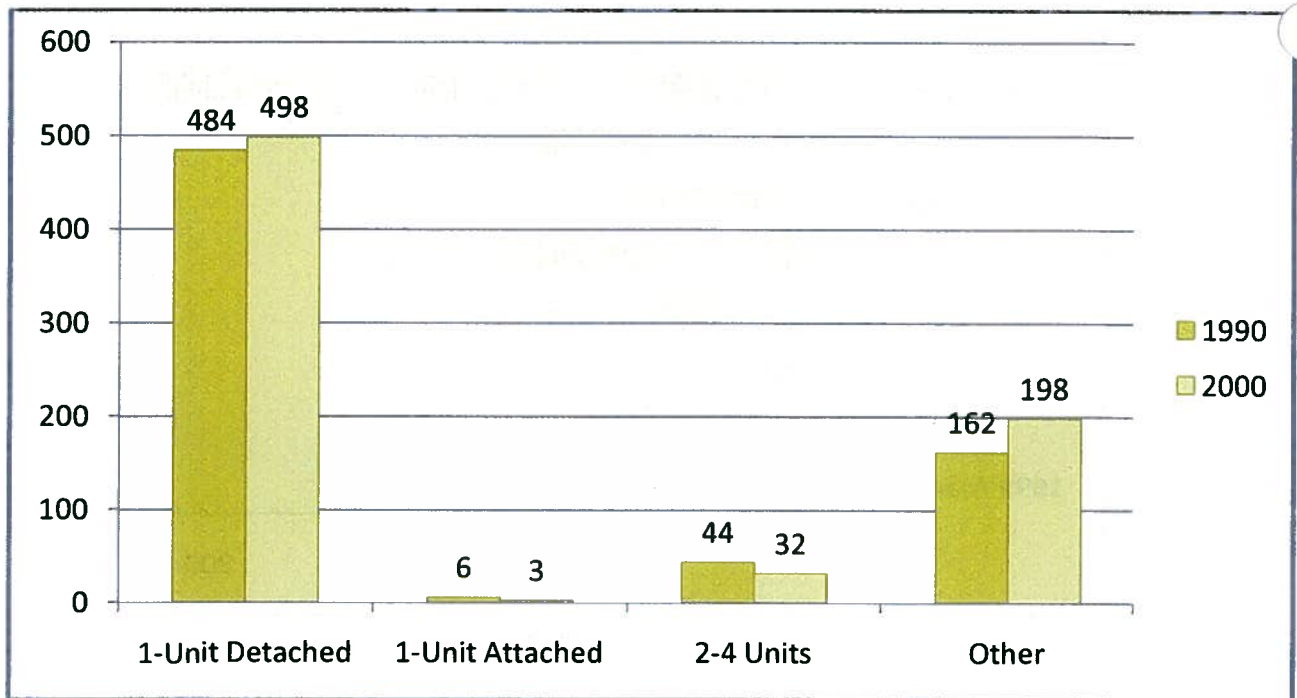
Table 4.20

Type of Housing Unit

Area	Single Unit	Multi Unit	Mobile Home
Wagner	68.5%	21.8%	9.6%
Pickstown	76.5 %	23.5%	-%
Platte	81.6%	15.3%	3.1%
Lake Andes	84.2%	12.0%	3.8%
Charles Mix County	81.5%	10.4%	8.1%
South Dakota	69.7%	18.9%	11.4%
United States	65.9%	26.3%	7.6%

SOURCE: 2000 US Census, Table DP-4





Housing Type  
Figure 4.2

### Housing Conditions

A visual survey of housing conditions in Wagner revealed few obvious problems concerning the state of the community's housing. Houses were classified as either good, fair, marginal, or dilapidated, according to the following guidelines:

- ❖ Good – a structure that is well built and well maintained, showing no apparent deficiencies.
- ❖ Minor Rehab Needed – a structure that shows some deficiencies, but is still livable. Minor repairs would be sufficient in most cases to bring such houses up to a sound condition.
- ❖ Major Rehab Needed – a structure that lacks basic facilities, or has major or minor deficiencies to such an extent that the unit is considered barely fit for habitation. Rehabilitating such structures to minimum standards of safety and livability is often not economically feasible.

Map 4.14 shows the result of the housing 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.

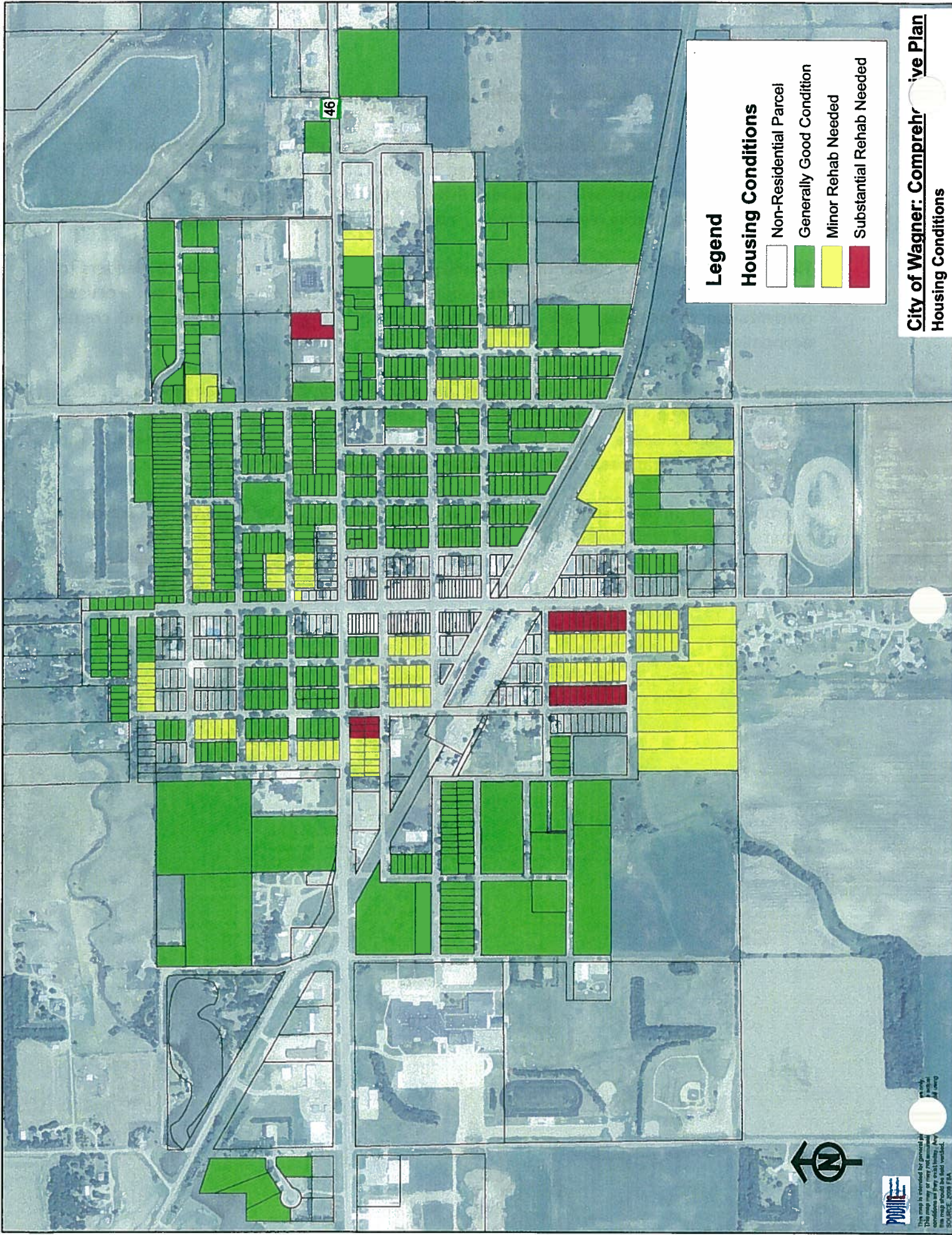
The presence of substandard houses can have a negative effect on neighborhood housing values. Properties that are poorly kept can have the same effect, as can the existence of vacant lots in residential neighborhoods. Busy commercial or industrial areas often depress housing values in nearby residential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

A problem common in small towns is that developers and private individuals are often tempted to build small clusters of homes around these communities. These developments can negatively affect nearby homes and depress property values. If not properly planned, they can also adversely impact public services, fragile environments, and the local road system.





**Legend**

**Housing Conditions**

- Non-Residential Parcel
- Generally Good Condition
- Minor Rehab Needed
- Substantial Rehab Needed



**Table 4.21** provides the vacancy rate and ownership data of all housing units in Wagner and neighboring communities. Wagner has a lower percentage of vacant units than the other towns in the County. The ownership rate in Wagner is slightly lower than the State (58.8% compared to 68.2%), but greater than the national rate of 52.3%

**Table 4.21**  
**Housing Units by Occupancy - Ownership - Rental - 2000**

Entity	Total Housing Units	Total Occupied Units	Total Vacant	% Vacant	Owner Occupied Units	Ownership %	Renter Occupied Units
Wagner	747	678	69	9.2%	399	58.8%	279
Pickstown	88	76	12	13.6%	50	65.8%	26
Platte	637	587	50	7.8%	427	72.7%	160
Lake Andes	369	320	49	13.3%	213	66.6%	107
Charles Mix County	3853	3343	510	13.2%	2,283	68.2	1060
South Dakota	323,208	290,245	32,963	10.2%	197,940	68.2%	92,305
United States	115,904,641	105,480,101	10,424,540	8.9%	55,212,108	52.3%	35,199,502

Source: 2000 US Census Table DP-1

**Table “4.22”** lists the values of owner occupied housing units within the Town and comparative places for the year 2000. The table was broken into ranges that match 2000 U.S. Census data. Home values within the community are fairly represented within all ranges except the highest valued homes. A high percentage of home values fall within \$50,000 - \$99,999 which is a good range for first-time homebuyers with young families. Individuals and young families will continue to seek homes at a realistic value of \$50,000-\$150,000 based on their median family income. Although the 2010 Census has not been conducted yet, recent building permits in Wagner will indicate that the median home value in Wagner will probably increase, as well as the number of units valued over \$100,000.

In relative terms, Wagner contains an abundant number of affordable homes in the \$50,000 and less value 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. On the other hand, an over-abundance of homes below \$50,000 may indicate the need to enforce rehabilitation standards of existing housing units or signify the presence of older mobile homes that lost, or have very little value.



**Table 4.22**  
**Value of Owner Occupied Housing Units - 2000**

Entity	<\$50,000	%	\$50,000- \$99,999	%	\$100,000- \$149,999	%	\$150,000- \$199,999	%	\$200,000>	%	Median Value
Wagner	151	45.9	155	47.1	13	4.0	2	0.6	4	1.2	\$53,400
Pickstown	7	15.6	27	60.0	7	15.6	2	4.4	2	4.4	\$90,400
Platte	155	39.6	203	51.9	30	7.6	3	0.9	0	0.0	\$57,900
Lake Andes	170	85.0	28	14.0	2	1.0	0	0.0	0	0.0	\$22,900
Charles Mix County	741	50.9	571	39.2	103	7.1	13	0.9	28	1.9	\$49,100
South Dakota	33,332	24.2	61,385	44.6	26,863	19.5	8,957	6.5	6,994	5.2	\$79,600

Source: 2000 US Census, Summary File Tape 3, Table H74

**Table “4.23”** provides a comparison of Wagner’s median home value and median gross rent from the years 1990-2000. The table also shows the percent change from that ten year span. Wagner’s median home value grew by 69 percent. In reviewing the statistics for median gross rent, Wagner’s rent rose by almost 50 percent. Generally as median family income grows so too does the cost of home values and rent. This indicates that Wagner continues to have a very affordable housing market, even with significant increases in value.

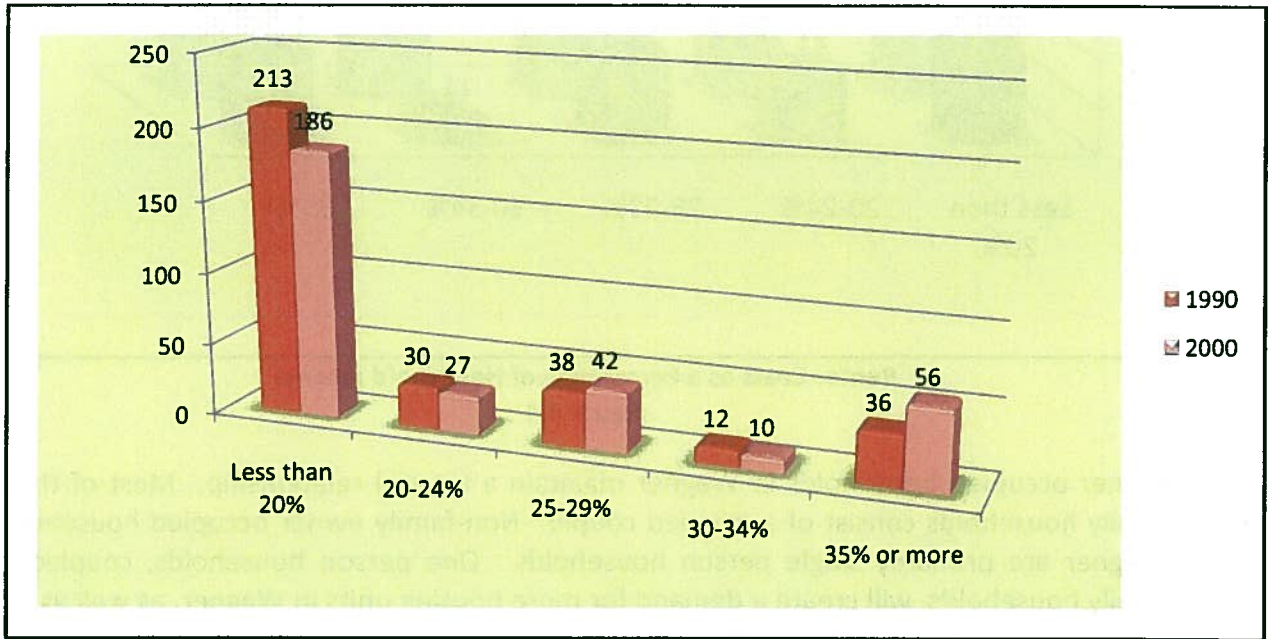
**Table 4.23**  
**Housing Value Trends – 2000**

Entity	Median Home Value			Median Gross Rent		
	1990	2000	% Change	1990	2000	% Change
Wagner	\$31,500	\$53,400	69.5%	\$199	\$297	49.2%
Pickstown	\$28,100	\$90,400	221.7%	\$325	\$414	27.4%
Platte	\$36,100	\$57,900	60.4%	\$239	\$339	41.8%
Lake Andes	\$14,999	\$22,900	52.7%	\$216	\$302	39.8%
Charles Mix County	\$27,400	\$49,100	79.2%	\$199	\$307	54.3%
South Dakota	\$45,000	\$79,600	76.9%	\$306	\$426	39.2%

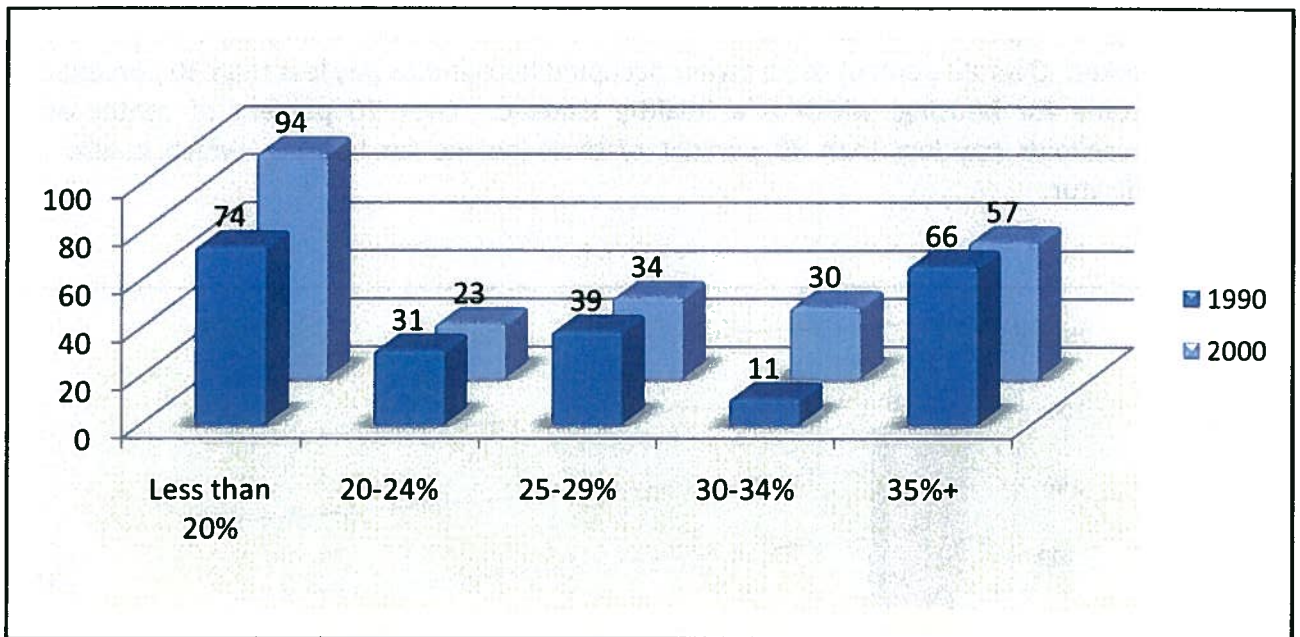
Source: 2000 US Census, Table DP-4, and 1990 Census, Summary File Tape 3, Tables H043A and H061A

The following figures illustrate the “cost burden” that households in Wagner have to bear in terms of housing. A general rule of thumb in affordability is that most households should spend approximately 30% of their monthly income for housing, whether it is a mortgage payment or a rent payment. Households will feel a financial pinch when housing costs creep above 35% of their income. This would indicate that their total debt (housing, plus revolving credit and installment credit) might be nearly 50% of their monthly income, which can be a precarious situation for households to be in. A relatively high number of “cost-burdened” households in a town will elevate the demand community services such as food pantries, payee assistance, and credit counseling.

Wagner appears to be an affordable place to live for its population, especially in the rental market. Over 83 percent of its owner occupied households pay less than 30 percent of their income for housing, which is a healthy statistic. Over 70 percent of renter occupied households pay less than 30 percent of their income for housing, which is also a good indicator.



**Owner Costs as a Percentage of Household Income**  
**Figure 4.3**



**Renter Costs as a Percentage of Household Income**  
**Figure 4.4**

Owner occupied households in Wagner maintain a familial relationship. Most of the 278 family households consist of a married couple. Non-family owner occupied households in Wagner are primarily single person households. One person households, coupled with family households, will create a demand for more housing units in Wagner, as well as larger home sizes to accommodate families.

**Table 4.24**  
**Owner Occupied Households by household Type - 2000**

Entity	Owner Occupied Households	Family Households	Married Couple	Other Family	Non-Family	Living Alone	Average Size
Wagner	405	278	222	56	127	120	2.31
Pickstown	47	32	32	0	15	15	2.36
Platte	430	319	297	22	111	111	2.22
Lake Andes	212	132	94	38	80	75	2.45
Charles Mix County	2,283	1,718	1,457	261	565	530	2.74
South Dakota	197,907	152,578	134,128		45,329	39,463	2.50

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

**Residential Building Activity**

“Table 4.25” illustrates Wagner’s building permit activity from 1996 to 2008. Construction is focused on single family homes in Wagner. Recent activity has hit a peak of 2 homes in 2007. The number of additions per year remained rather steady over the eleven year period which is good for housing as a whole as it tends to be an improvement of existing

older housing. No multi-family units or manufactured homes were constructed in the last twelve years. The average value of homes based on building permits appears to hover around the \$110,000 to \$120,000 mark. There are a few examples where a “move up” home was built, as is evident by the spike in building value. This bodes well for property values in Wagner and should be a good indicator of a strong source of revenue for the Town.

**Table 4.25  
Town of Wagner Residential Building Permits**

Year	Single Family Homes	Modular/ Manufactured Homes	Multi-Family	Average Building Value
1996	15	0	0	\$80,200
1997	0	0	0	-
1998	0	0	0	-
1999	0	0	0	-
2000	0	0	0	-
2001	0	0	0	-
2002	1	0	0	\$200,000
2003	0	0	0	-
2004	0	0	0	-
2005	1	0	0	\$203,000
2006	1	0	0	\$100,000
2007	2	0	0	\$225,000
2008	1	0	0	\$300,000

**Housing Demand**

Theoretically, the number of housing units needed over the next several years could be calculated by using current census data. “Table 4.26” is a full model computation of new housing units needed in Wagner by the year 2030. The table represents a quick calculation of the units needed in Wagner to meet the demands of the population in 2030. If the population will indeed grow by 1% per year, then the community will need to house a total of 2,258 residents. 100 of those residents are projected to need some form of group care, such as that provided by a nursing home or assisted living facility. The remainder of the future population will demand approximately 16 units per year throughout the planning period. This demand will force the City to consider its capacity to serve future residential land uses and carefully decide future housing density.



**Table 4.26  
Housing Demand Calculation**

Action	Result
Year 2030 Population Projection	2,258
<i>Minus</i> Persons in Group Quarters	-100
<i>Equals</i> Population to be Housed	2,158
<i>Divided by</i> Persons Per Household Projection	÷ 2.11
<i>Equals</i> Total Units Needed	1,022
<i>Plus</i> 5 % Desired Vacancy Rate	+ 51
<i>Plus</i> Replacement Housing	+ 13
<i>Equals</i> Required Number of Housing Units	1,086
<i>Minus</i> Total Housing Units (2000 Census)	- 747
<i>Minus</i> Homes Built in Wagner Since 2000	- 20
<i>Equals</i> Total Number of Housing Units Needed in Wagner by the Year 2030	<b>319</b>
<i>Number of housing units needed per year to meet demand</i>	<b>16</b>

**Affordability Analysis**

**Housing Affordability Analysis**

Table 4.27 presents an Affordability Analysis, relating household income ranges with housing cost categories. This affordability analysis is based on owner occupied units value being two to two and a half times a household's total income and affordable rental units accounting for about 30% of a household's monthly income including utilities. In this analysis, a positive balance indicates a surplus of housing within the affordability range of each income group, while a negative balance indicates a shortage.

The analysis indicates that Wagner is experiencing a shortage of housing for those households earning \$35,000 - \$70,000. The greatest negative balance is for those earning more than \$50,000 a year, indicating a large number of high income earners live in relatively low cost housing. Based on 2000 Census data, the city has a negative balance of 27 units that cost between \$125,000 - \$175,000 and units that have rents over \$1,000.

Most recent construction has focused on market rate units. Some residents included in the lowest income bracket include seniors on fixed incomes who have paid off their houses. Thus, the actual shortage of units affordable to low-income households may be smaller than indicated by this analysis. However, a shortage of units affordable to higher-income households also suggests a continuing market for “move-up” housing. Occupancy by high-income households in relatively low-cost housing creates competition that may make it more difficult for moderate-income families to find affordable housing.

**Table 4.27**

Income Range	Households	Affordable Rent	Units	Affordable Value	Units	Corrected	Balance
\$0-10,000	166	\$0-200	84	\$0-\$25,000	45	149	(17)
\$10,000-\$15,000	65	\$200-\$300	99	\$25,000-\$35,000	55	178	113
\$15,000-25,000	138	\$300-\$500	57	\$35,000-\$60,000	91	171	33
\$25,000-35,000	113	\$500-\$750	0	\$60,000-\$90,000	96	111	(2)
\$35,000-\$50,000	74	\$750-\$1,000	0	\$90,000-\$125,000	30	35	(39)
\$50,000-\$75,000	75	\$1,000+	3	\$125,000-\$175,000	4	8	(67)
\$75,000-\$100,000	15		0	\$175,000-\$250,000	0	0	(15)
\$100,000+	10		0	\$250,000+	4	0	(10)

Table 4.28 presents the current estimated income distribution (by percent of households) of Wagner, paired with affordable monthly housing costs for each income range. In Table 4.28, affordable monthly housing costs include utilities and represent about 30% of a household’s monthly income. These target costs are matched to strategies that can deliver housing affordable to each income range. For example, programs that are most appropriate to families earning between \$25,000 and \$35,000 can produce housing with monthly costs between \$500 and \$750, including utilities, corresponding to houses with mortgages in the range of \$60,000 to \$90,000. Strategies that can deliver housing in this price range include rehabilitation of existing housing, manufactured housing, and affordable single-family development using financing devices such as deferred second mortgages.

**Table 4.28**  
**Short Term Housing Income and Recommended Strategies, 2000 Census**

Income Target	Number of Households	% of Households	Affordable Rent (w/ utilities)	Affordable Price for Homeownership	Recommended Housing Types and Strategies
\$0-\$15,000	231	35.2%	\$0-\$300	Under \$35,000	<ul style="list-style-type: none"> <li>• Public Housing/Sec. 8</li> <li>• Tax Credits</li> <li>• Housing Rehab Grants</li> </ul>
\$15,000-\$25,000	138	21.0%	\$300-\$500	\$35,000-\$60,000	<ul style="list-style-type: none"> <li>• Tax Credits</li> <li>• Manufactured Housing</li> <li>• Housing Rehab Grants</li> <li>• Acquisition with Rehab Grant/Loan</li> </ul>
\$25,000-\$35,000	113	17.2%	\$500-\$750	\$60,000-\$90,000	<ul style="list-style-type: none"> <li>• Housing Improvements</li> <li>• Market Rate Rentals</li> <li>• Affordable Single Family Development</li> </ul>
\$35,000-\$50,000	74	11.3%	\$750-\$1,000	\$90,000-\$125,000	<ul style="list-style-type: none"> <li>• Market Rate Rentals</li> <li>• Subsidized Single Family Development</li> <li>• First Time Homebuyer</li> <li>• Subdivision Development with infrastructure assistance</li> </ul>
\$50,000-\$75,000	75	11.4%	\$1,000+	\$125,000-\$175,000	<ul style="list-style-type: none"> <li>• Executive Apts/Townhouses</li> <li>• Move Up Homes</li> <li>• Large Lot Development</li> </ul>
\$75,000+	25	3.9%	\$1,000+	\$175,000+	<ul style="list-style-type: none"> <li>• Executive Homes</li> <li>• Seasonal Homes</li> <li>• Estate Lots through special assessments</li> </ul>

Table 4.29 presents a ten-year housing development and pricing program for Wagner, based on the town's relative income distribution. The program provides production targets for various cost ranges of rental and owner-occupied units. The development program is based on the following assumptions:

- New development in Wagner will be about 59% owner-occupied and 41% renter-occupied housing. This is comparable to the 2000 owner/renter distribution of occupied housing.
- Owner-occupied housing will be distributed generally in proportion to the income distribution of households for whom ownership is a realistic strategy. Some of the market for lower-cost owner-occupancy may be shifted toward market rate rentals.
- Lower-income households will generally be accommodated in rental development.

The short term analysis indicates a need for about 89 owner occupied units and 63 total rental units in the next ten twelve years. Therefore, a housing program for Wagner should establish an average annual production target of about 15 units. As Wagner grows beyond the twelve year projection, the annual production rate may increase. These numbers are



dependent on Wagner meeting its growth projections and could be further influenced by actions that could continue to expand Wagner’s market. These include:

- Major employment expansions.
- Housing developments that can attract people from surrounding regions, such as substantial senior housing developments.

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 4.29**  
**Projected Short Term Housing Development and Pricing Program**

	2009-2010	2011-2015	2016-2020	Total
<b>Projected Units</b>	15	66	71	152
<b>Owner Occupied</b>	9	39	42	89
Affordable-Low \$60,000-\$90,000	3	15	16	35
Moderate \$90,000-\$125,000	2	10	11	23
Moderate Market \$125,000-\$175,000	2	10	11	23
Executive/Move-Up \$175,000+	1	3	4	8
<b>Renter Occupied</b>	6	27	29	63
Subsidized, Less than \$300	3	13	14	30
Affordable, \$300-\$500	2	8	8	18
Market, \$500+	1	6	7	15

**Conclusion**

Much of Wagner’s affordable housing stock is already in place within its existing neighborhoods. 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.

The land use plan calls for a significant amount of the City’s land resources to be dedicated to lower density housing. This demand should be accommodated by land that is currently served by water, sewer and streets, but it may lead the City to extend its infrastructure into new growth areas if the need arises.



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 wonderful connection to open space and natural resources.

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.

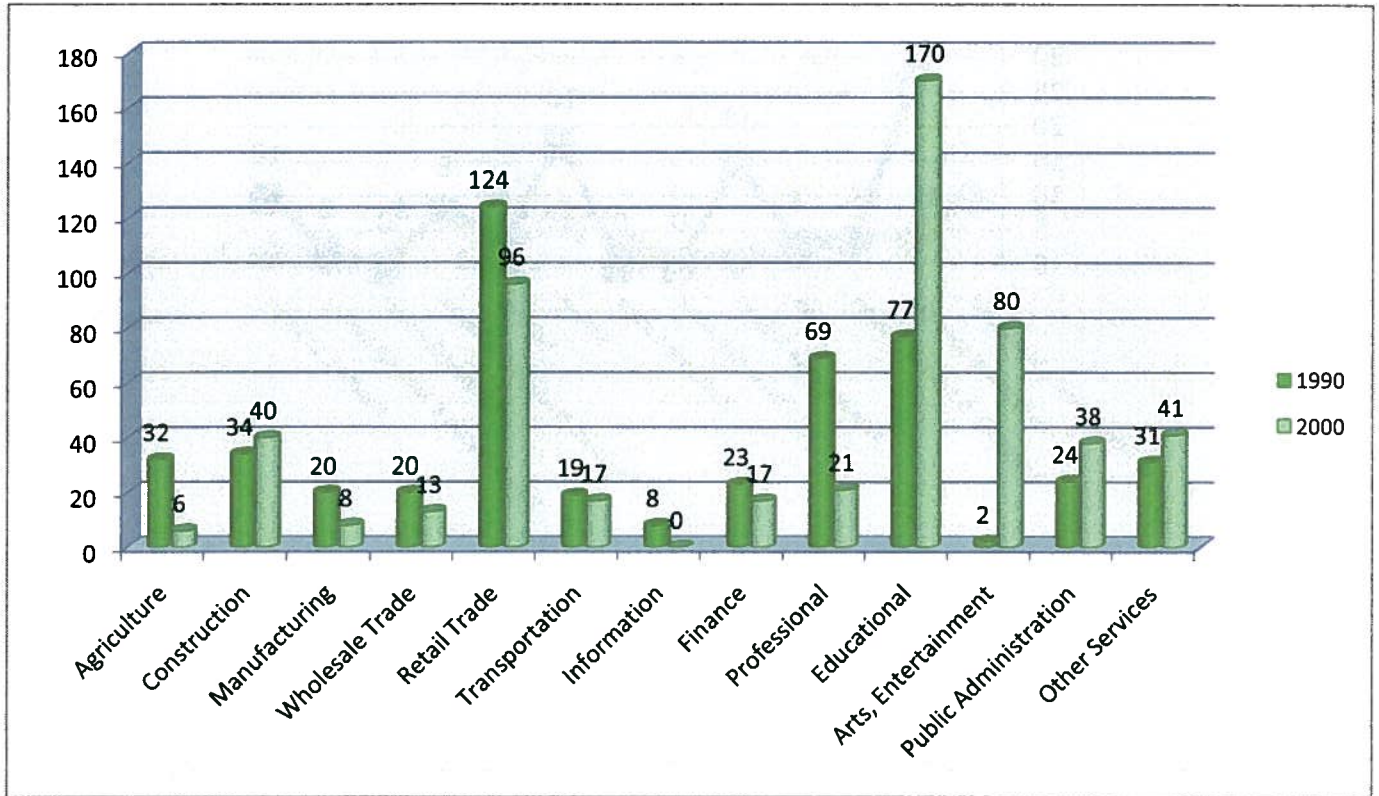
#### *F. Economy Element*

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 and graphs are designed to group similar occupations together for the purpose of statistical analysis. The various classifications were revised in recent years, resulting in differences between the 1990 and 2000 data. Drastic shifts from 1990 to 2000 may be a statistical issue and should be viewed carefully.

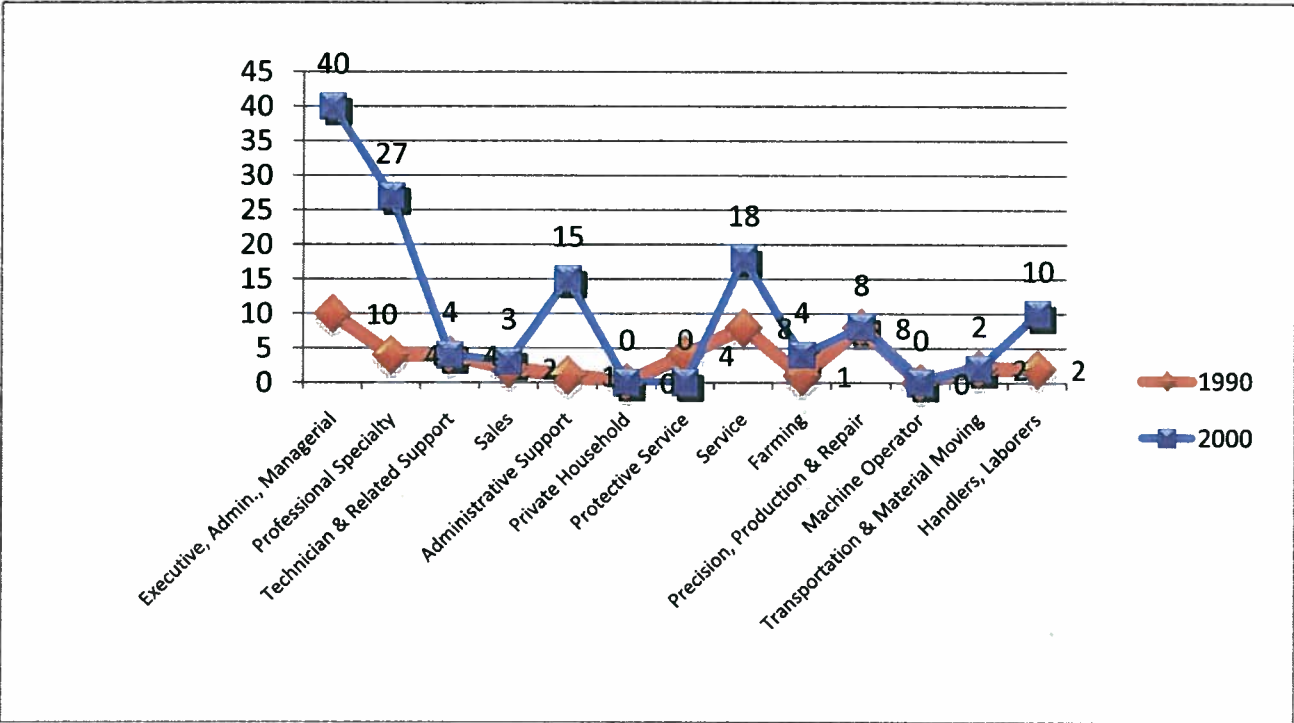
Wagner had an overall gain in employment (+25 jobs) from 1990 and 2000. Looking at the numbers it appears that the services sector increased the most with a gain of over 96 jobs. The arts-entertainment sector increased at a significant percentage during the same time frame.

**Figure 4.5**  
**Employment by Industry; 1990-2000**



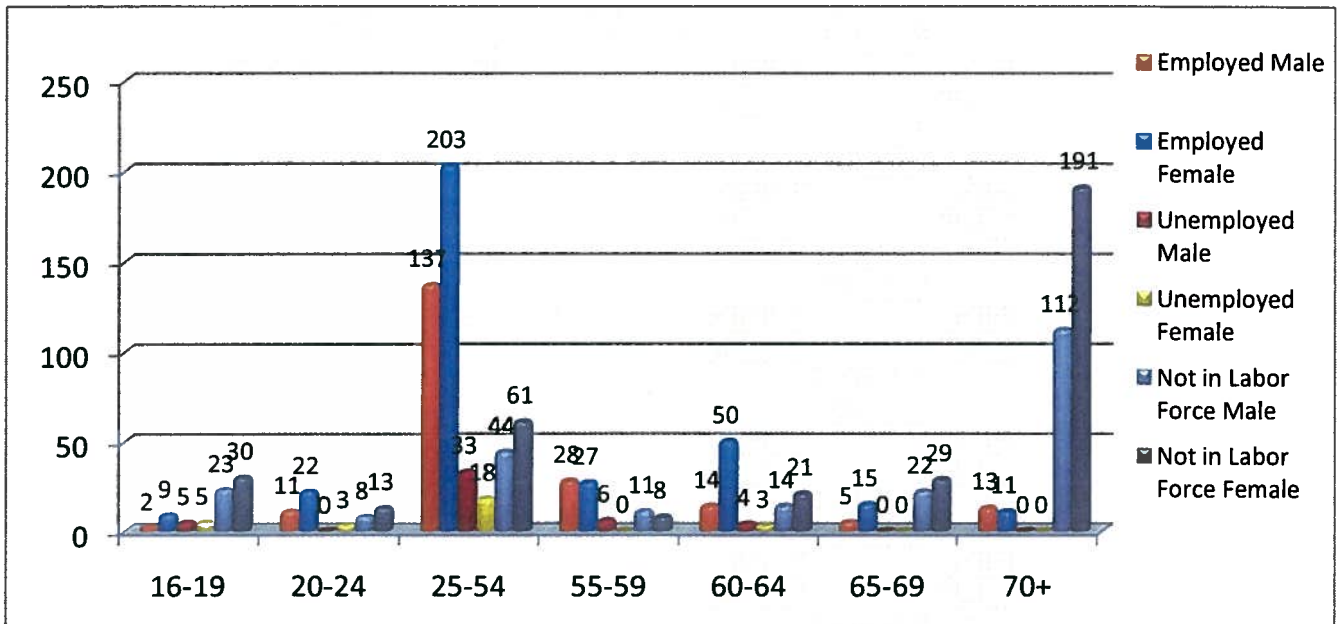
Location quotients are an effective measure of a town's economic base. A location quotient is a product of dividing a sector's share of the local economy into the same sector's share of a region's economy (for example, a state or country). Any location quotient greater than 1.25 illustrates that the sector must export its production beyond the community and that sector is a part of the community's economic base. Numbers between 0.75 and 1.25 are evidence that the community's needs are being served, plus a small pull area. Quotients less than 0.75 indicate that a community probably must import goods and services from that particular because local needs are not being served.

Wagner's employment base is found in its construction, agricultural, service, and retail sectors. The majority of service industry jobs are in the education sub-sector. The agriculture sector records an astonishing location quotient of 6.09. Transportation is another sector which could be considered part of Wagner's base economy. The weakest sector in Wagner in terms of location quotients is the government service sector (0.27). This is understandable, since the Charles Mix county seat is located in Lake Andes and there are no large state offices which provide local services.



**Figure 4.6**  
**Occupations; 1990-2000**

Most of the employed persons in Wagner have a career in administration, management, or some other executive profession. This is followed by professional specialty. These occupations that are prevalent among those employed help support the higher household income figures in Wagner. "Figure 4.7" illustrates that most of the people in the labor force in Wagner are between the ages of 25 and 54. The South Dakota Department of Labor reported that there are over 1300 persons in the labor force in Wagner.



**Figure 4.7**  
**Labor Force Characteristics**

Planning and Development District III used the Shift-Share Model to project Wagner’s employment in 2010. The Shift-Share Model simply compares how a community’s sector employment changed to the same sectors at the state level. The last two columns in **Table 4.30** illustrate the projected employment in Wagner in 2020 and 2030 using this method.



**Table 4.30  
Shift Share Employment Projection**

Sector	1990	2000	2010	2020	2030
Agriculture/Fish/For	34	6	4	3	1
Construction	34	40	53	65	78
Manufacturing	20	8	10	11	13
Transp./Comm./Utilities	27	17	16	15	14
Information	0	0	0	0	0
Wholesale Trade	20	13	13	12	12
Retail Trade	124	96	76	55	35
FIRE	23	17	25	33	41
Services	216	312	448	583	719
Government	24	38	43	47	52
Total	522	547	686	825	963

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 employment in sectors such as Services and Construction should grow in the next twenty years. Employment in the remaining sectors should remain steady, while Retail Trade and Agriculture may decrease by 2030.

Considering the projected employment in the Construction, Ed./Health and Arts/Rec. sectors, local economic development groups may wish to consider how to reach those projections. Current firms in each sector could expand employment or efforts could be made to attract more businesses to town. Utilizing the Standard Industrial Classification

manual for businesses, the following are some examples of business types that may work in Wagner by sector.

### **Construction**

- Masonry, Stonework, and Plastering
- Excavation work
- Structural steel / stick built erection

### **Education/Health/Social Services**

- Vocational Schools
- Business and secretarial schools
- Educational services (supportive to educational organizations)
- Community clinic
- Professional building with various health service offices (dentist, chiropractor, etc.)
- Youth services
- Day care/Nursery School

### **Services**

- Art gallery
- Arboretum
- Cabins and auto courts
- Recreational resorts
- Physical fitness facilities
- Amusement services (arcade)
- Bakery
- Coffee shop
- Health food store

As shown in Figure 4.8, the average travel time to work for people living in Wagner increased by a small margin between 1990 and 2000. This probably reflects the fact that many people living in Wagner still work in Wagner. Mobility by automobile use became prevalent in the way people sought jobs and places to live during the 1990s, which may explain the slight increases in the longer commute times between 1990 and 2000. Wagner is located on SD Highway 46 and in close proximity to other major thoroughfares making it relatively easy to travel for work.

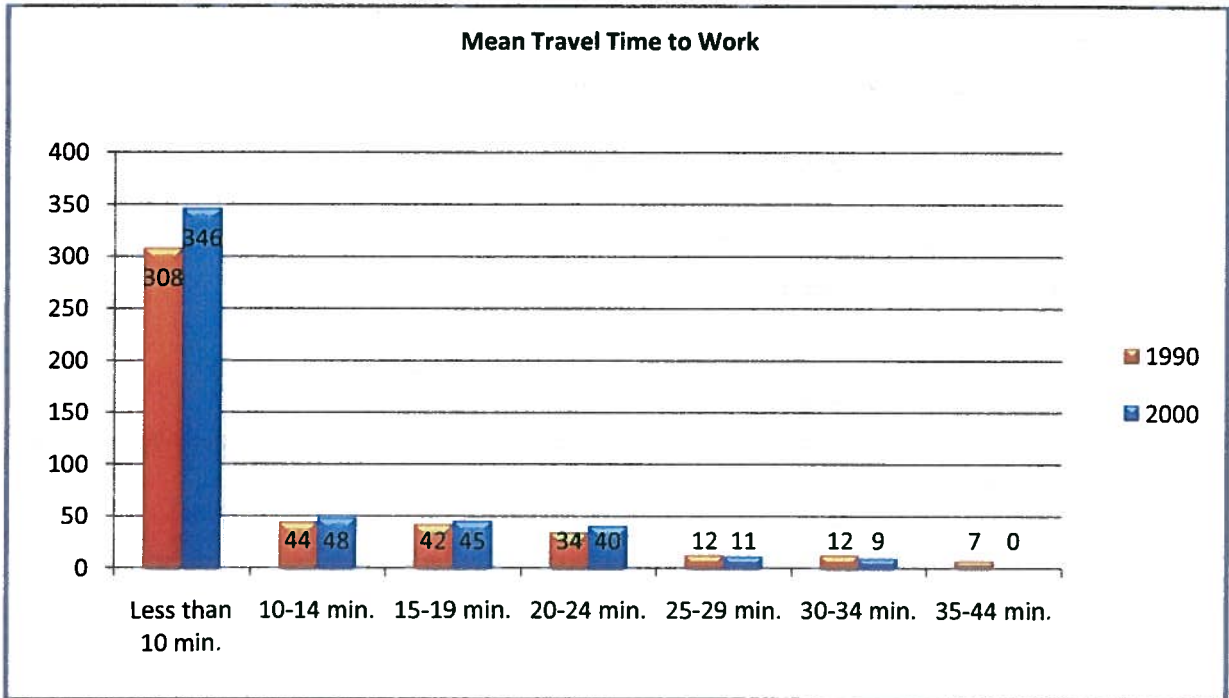


Figure 4.8

Unemployment is not a significant problem in Wagner and Charles Mix County, where the unemployment rate tends to remain at or below the state average. There were times throughout the years that the unemployment rate was higher than the state. This could be due to major shifts in the local or regional agriculturally based economy.

Table 4.31  
2006-2007 Labor Statistics

<b>Bon Homme</b>	<b>2006</b>	<b>3230</b>	<b>3100</b>	<b>4.1%</b>
	<b>2007</b>	<b>3040</b>	<b>2915</b>	<b>4.2%</b>
<b>Brule</b>	<b>2006</b>	<b>2755</b>	<b>2675</b>	<b>2.9%</b>
	<b>2007</b>	<b>2710</b>	<b>2635</b>	<b>2.8%</b>
<b>Charles Mix</b>	<b>2006</b>	<b>4130</b>	<b>3985</b>	<b>3.6%</b>
	<b>2007</b>	<b>4070</b>	<b>3925</b>	<b>3.5%</b>
<b>Gregory</b>	<b>2006</b>	<b>2375</b>	<b>2295</b>	<b>3.4%</b>
	<b>2007</b>	<b>2325</b>	<b>2245</b>	<b>3.5%</b>
<b>Yankton</b>	<b>2006</b>	<b>11,975</b>	<b>11,620</b>	<b>2.9%</b>
	<b>2007</b>	<b>12,045</b>	<b>11,710</b>	<b>2.8%</b>
<b>South Dakota</b>	<b>2006</b>	<b>436,595</b>	<b>423,115</b>	<b>3.1%</b>
	<b>2007</b>	<b>442,555</b>	<b>429,495</b>	<b>3.0%</b>

Source: SD Department of Labor, Labor Market Information Center website:  
<http://www.state.sd.us/dol/lmic>

Note: Data is not seasonally adjusted

**Table 4.32  
2008 Unemployment by Quarter**

<b>County</b>	<b>Quarter</b>	<b>Unemployment Rate</b>
<b>Bon Homme</b>	<b>1<sup>st</sup></b>	<b>3.7%</b>
	<b>2<sup>nd</sup></b>	<b>3.3%</b>
	<b>3<sup>rd</sup></b>	<b>3.5%</b>
<b>Brule</b>	<b>1<sup>st</sup></b>	<b>2.9%</b>
	<b>2<sup>nd</sup></b>	<b>2.5%</b>
	<b>3<sup>rd</sup></b>	<b>2.5%</b>
<b>Charles Mix</b>	<b>1<sup>st</sup></b>	<b>3.2%</b>
	<b>2<sup>nd</sup></b>	<b>3.4%</b>
	<b>3<sup>rd</sup></b>	<b>3.9%</b>
<b>Gregory</b>	<b>1<sup>st</sup></b>	<b>4.3%</b>
	<b>2<sup>nd</sup></b>	<b>3.4%</b>
	<b>3<sup>rd</sup></b>	<b>3.2%</b>
<b>Yankton</b>	<b>1<sup>st</sup></b>	<b>2.7%</b>
	<b>2<sup>nd</sup></b>	<b>2.5%</b>
	<b>3<sup>rd</sup></b>	<b>2.7%</b>
<b>South Dakota</b>	<b>1<sup>st</sup></b>	<b>3.1%</b>
	<b>2<sup>nd</sup></b>	<b>2.7%</b>
	<b>3<sup>rd</sup></b>	<b>2.9%</b>

***Business Activity***

Wagner may not be the regional trade center for the entire area but there are a fair number of businesses located there. The major employers in Wagner are the Wagner Community School District, the Good Samaritan Home, Wagner Building Supply, and Buche's Foods. These businesses are excellent examples of Wagner's base economy.

**Table 4.33  
Major Employers**

<b><i>NAME</i></b>	<b><i>PRODUCT/SERVICE</i></b>	<b><i>EMPLOYEES</i></b>
<b>Wagner Community School District</b>	Education	150
<b>Wagner Good Samaritan Home</b>	Nursing Home	80
<b>Wagner Building Supply</b>	Building Materials and Contracting	35
<b>Buche's Foods</b>	Grocery	35
<b>Commercial State Bank</b>	Financial Services	26
<b>Country Pride Cooperative</b>	Agriculture Products	22
<b>Fousek Grain</b>	Ag Products and Trucking	20



Regarding retail establishments, Wagner’s businesses have the ability to provide the daily needs of area residents. Some residents travel to Yankton, and Mitchell for specialty items not normally found in Wagner establishments.

**Table 4.34**  
**Recent Business Births and Deaths 2006-2007**

	2006 Births	2006 Deaths	RATIO	2007 Births	2007 Deaths	RATIO
Bon Homme	11	3	0.28	8	10	1.25
Brule	12	11	0.92	12	12	1.00
Charles Mix	11	9	0.82	16	13	0.82
Gregory	10	6	0.60	10	10	1.00
Yankton	47	36	0.77	54	41	0.76
South Dakota	2199	1138	0.52	2086	1605	0.77

*Source: South Dakota Department of Labor*

The impact of new business start-ups and closings can be significant, especially to the economies of entities such as Wagner. The number of business openings to closings is tracked to indicate the vitality of an economy. **Table 4.34** includes annual statistics for Charles Mix County, regional counties and South Dakota from 2006-2007. Reviewing the numbers, it appears that was a good year for the number of business start-ups compared to the number of closings for the Charles Mix County area which is a good indication that the local economy is healthy.

**Table 4.35** shows taxable sales in Wagner for different economic sectors from 2004 to 2008. With the close proximity to the Tribe, the River and recreation, it is no surprise that Retail Sales and Services accounted for the majority of taxable sales.

As shown in **Table 4.36**, total taxable sales in Wagner increased by 3.6% from 2000 to 2005, which was below the rate of increase experienced by the state as a whole (25 percent). **Table 4.36** also includes figures for per capita total taxable sales and per capita retail taxable sales. Wagner and Charles Mix County are slightly behind the state in both of these categories. This may also explain why the retail pull factor is less than 1.0 for Wagner.

**Table 4.35  
Taxable Sales in Wagner**

<b>Economic Sector</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
<b>Transportation/Utilities</b>			\$48,329.54	\$43,024.86	\$56,545.93
<b>Wholesale</b>		\$-8,454.17	\$26,260.46	\$30,238.47	\$62,864.32
<b>Retail</b>	\$1,325,313.51	\$1,303,034.77	\$1,277,221.57	\$1,264,895.41	\$1,309,164.06
<b>Services</b>	\$372,524.67	\$493,778.52	\$476,685.38	\$543,448.81	\$608,313.03
<b>Other</b>	\$129,630.09	\$27,431.80			
<b>Total</b>	<b>\$1,827,468.27</b>	<b>\$1,815,790.92</b>	<b>\$1,847,133.29</b>	<b>\$1,863,037.74</b>	<b>\$2,042,836.74</b>

*SOURCE: 1999, 2004 South Dakota Community Abstracts, Business Research Bureau, University of South Dakota*

**Table 4.36  
Taxable Sales Comparison**

<b>Area</b>	<b>Increase in Total Taxable Sales 2000 – 2005</b>	<b>Per Capita Total Taxable Sales (2005)</b>	<b>Per Capita Retail Taxable Sales (2005)</b>	<b>Retail Sales Pull Factor</b>
<b>Wagner</b>	3.6%	\$10,808	\$7,756	1.55
<b>Charles Mix County</b>	46%	\$11,429	\$7,691	
<b>South Dakota</b>	25%	\$18,035	\$10,029	

*SOURCE: 1993, 2003 South Dakota Community Abstracts, Business Research Bureau, University of South Dakota*

Resources are available for persons interested in developing a business in Wagner. One resource is the Small Business Development Center (SBDC), which can provide technical assistance, but there are also other regional, state, and federal sources of information.

***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 in turn influenced by employment.

In 2000, Wagner’s median household income was estimated at \$21,863, which is over 38 % lower than the state’s median household income (4.37). Nearly 25 % of Wagner’s households earned incomes less than \$10,000 in 2000. The higher reported income in Wagner is probably due to number of Executive and Management-level employees who reside there.

**Table 4.37**  
**Household Income**

Income Range	Wagner	% of Total	Pickstown	% of Total	Platte	% of Total	Lake Andes	% of Total
Less than \$10,000	166	25.3%	0	0.0%	66	11.3%	80	25.6%
\$10,000 to \$14,999	65	9.9%	4	5.2%	72	12.3%	34	10.9%
\$15,000 to \$19,999	59	9.0%	3	3.9%	46	7.9%	32	10.3%
\$20,000 to \$24,999	79	12.0%	6	7.8%	54	9.2%	36	11.5%
\$25,000 to \$29,999	55	8.4%	9	11.7%	48	8.2%	25	8.0%
\$30,000 to \$34,999	58	8.8%	8	10.4%	67	11.5%	24	7.7%
\$35,000 to \$39,999	10	1.5%	3	3.9%	44	7.5%	14	4.5%
\$40,000 to \$44,999	39	5.9%	2	2.6%	29	5.0%	14	4.5%
\$45,000 to \$49,999	25	3.8%	3	3.9%	32	5.5%	8	2.6%
\$50,000 to \$59,999	49	7.5%	15	19.5%	36	6.2%	27	8.7%
\$60,000 to \$74,999	26	4.0%	14	18.2%	50	8.5%	13	4.2%
\$75,000 to \$99,999	15	2.3%	7	9.1%	27	4.6%	5	1.6%
\$100,000 to \$124,999	3	0.5%	3	3.9%	2	0.3%	0	0.0%
\$125,000 to \$149,999	2	0.3%	0	0.0%	8	1.4%	0	0.0%
\$150,000 to \$199,999	5	0.8%	0	0.0%	2	0.3%	0	0.0%
\$200,000 or more	0	0.0%	0	0.0%	2	0.3%	0	0.0%
<b>Total:</b>	<b>656</b>		<b>77</b>		<b>585</b>		<b>312</b>	

Source: 2000 US Census

Wagner's median household income grew by 67% during the 1990s, nearly doubling its 1990 value. The higher incomes justify the demand for the projected housing types such as move up and executive homes in Wagner.

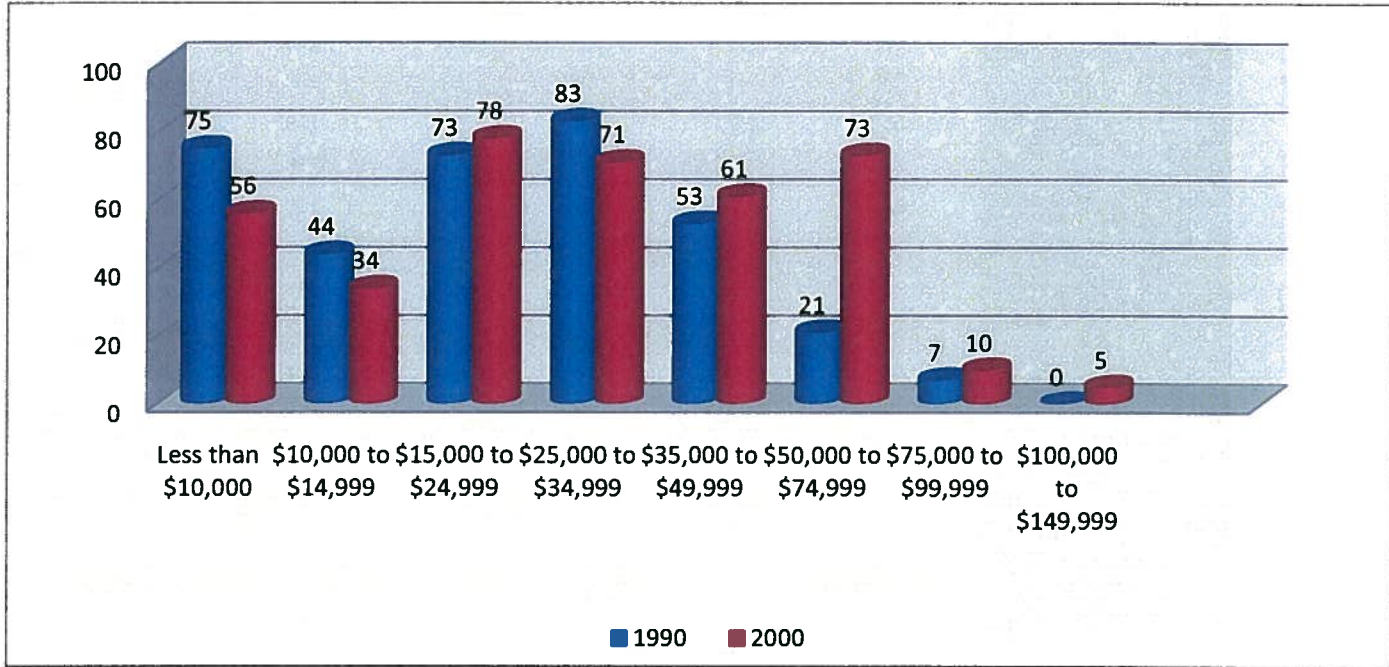
**Table 4.38**  
**Median Household Income**

Area	1990	2000	% Change
Wagner	\$13,125	\$21,863	67%
Pickstown	\$26,875	\$50,250	87%
Platte	\$18,629	\$30,369	63%
Lake Andes	\$16,500	\$21,000	27%
Charles Mix County	\$16,541	\$26,060	58%
South Dakota	\$22,503	\$35,282	57%
United States	\$30,056	\$41,994	40%

Source: 1990, 2000 US Census



A significant shift occurred in family income distribution between 1990 and 2000. The number of families earning between \$50,000 and \$75,000 more than tripled in Wagner. Figure 4.9 illustrates the change in family income distribution.



**Figure 4.9**  
**Distribution of Family Income**

**Table 4.39** compares family income distribution. Wagner’s family incomes are distributed more heavily in the lower income brackets. A significant number of families earn less than \$10,000. This figure is a factor in determining the need for social services in the community.



**Table 4.39**  
**Family Income Distribution**

	Wagner	Pickstown	Platte	Lake Andes	Charles Mix County	South Dakota	United States
Less than \$10,000	56	0	7	34	329	11,559	4,155,386
\$10,000 to \$14,999	34	0	24	16	183	9,483	3,115,586
\$15,000 to \$19,999	23	3	24	13	168	11,273	3,640,373
\$20,000 to \$24,999	55	2	28	17	199	13,083	4,117,024
\$25,000 to \$29,999	37	7	29	20	238	13,433	4,287,407
\$30,000 to \$34,999	34	2	48	22	209	14,571	4,397,022
\$35,000 to \$39,999	7	3	31	4	111	14,365	4,267,228
\$40,000 to \$44,999	35	2	27	10	145	14,840	4,223,392
\$45,000 to \$49,999	19	3	29	8	140	13,592	3,886,488
\$50,000 to \$59,999	47	7	36	24	241	23,384	7,299,543
\$60,000 to \$74,999	26	10	47	13	192	22,664	8,830,557
\$75,000 to \$99,999	10	7	23	5	102	17,953	9,009,327
\$100,000 to \$124,999	3	3	2	0	30	6,751	4,662,368
\$125,000 to \$149,999	2	0	8	0	12	3,147	2,273,842
\$150,000 to \$199,999	3	0	2	0	11	2,507	1,983,673
\$200,000 or more	0	0	0	0	0	2,850	2,112,564

Source: 2000 US Census

An interesting statistic included in the 2000 Census is the Median Earnings of Full-time Workers separated by gender. Among the towns listed in **Table 4.40**, the income “gap” between males and females is the closest in Charles Mix County. In Wagner, males earn \$23,365 and females earn \$14,286, a difference of over \$9,000. Females in Wagner earn slightly less than the median earnings for females in the State (**Table 4.40**). Males in Wagner make approximately more than the state median for the same demographic. A well planned and organized workforce training program can assist in raising median incomes of both males and females in Wagner and Charles Mix County.

**Table 4.40**  
**Median Earnings of Full-time Workers**

Area	Male	Female
Wagner	\$23,365	\$14,286
Pickstown	\$31,250	\$17,188
Platte	\$23,690	\$11,989
Lake Andes	\$16,681	\$13,750
Charles Mix County	\$19,783	\$12,413
South Dakota	\$23,467	\$15,435
United States	\$29,458	\$18,957

Source: 2000 US Census

**Table 4.41** provides information on the number of people living below poverty for the year 2000. Poverty affects persons of all ages with the largest impact upon children, thus the need to also include the family data. The number of residents falling below the poverty level in Wagner is significantly higher than Platte and Pickstown. 171 residents in Wagner were considered below 50% of the poverty level. Taking Wagner's earnings into consideration, 41 percent of the households earn their income from Social Security, 12 percent earn an income from some form of public assistance. The key to lowering poverty rates is for a community to offer competitive jobs and wages and providing a variety of social services.

**Table 4.41  
Population Living Below Poverty Level**

	Income/Poverty Ratio	Wagner	Pickstown	Platte	Lake Andes	Charles Mix County	South Dakota	United States
Below the Poverty Level	Under .50	171	0	11	127	1,285	42,110	15,337,408
	.50 to .74	109	2	18	54	649	24,051	8,510,306
	.75 to .99	107	0	42	77	528	29,739	10,052,098
	1.00 to 1.24	164	0	66	24	519	34,451	11,287,823
At or Above the Poverty Level	1.25 to 1.49	58	5	98	82	711	35,989	12,132,514
	1.50 to 1.74	145	19	73	45	762	37,069	11,872,262
	1.75 to 1.84	41	0	29	7	199	15,857	5,104,996
	1.85 to 1.99	60	7	61	33	358	21,620	6,897,202
	2.00 and over	686	149	908	328	4,147	486,539	192,687,623

Source: 2000 US Census

### Conclusion

Income in Wagner is somewhat lower in Wagner than in other towns, therefore the City should continue to investigate and improve employment opportunities in the next twenty 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 recreation destination resource should continue to help market the community. Stable organizations and businesses such as the Wagner Community School District and Wagner Building Supply should hold incomes in Wagner steady.

Agriculture education and construction will continue to be the major economic forces affecting the city. There are numerous groups and organizations who continue to actively promote visitor attractions. Outdoor recreation, primarily fishing, is an important component of Charles Mix County and Wagner's local economy.

Particular attention should focus on opportunities for economic development along South Dakota Highway 46, the downtown area, and new areas by the airport. By using employment data and interpreting shift-share analysis projections, proper use of the existing buildings and new facilities can be explored. Links between sectors should also be examined for economic development opportunities. For example, if employment analysis projects increased employment in the Construction and Educational Service sectors, perhaps a community course geared specifically for construction trades would be a good fit for the town and the region.

The community survey conducted in March of 2008 indicated that the main reasons the residents' travel somewhere else to shop is price and variety. Economic development efforts may want to focus on attracting or expanding businesses to provide basic needs beyond incidental needs of the residents.

### *G. Urban Design Element*

There are four general scales in the hierarchical order of the design of communities. They are, beginning with the smallest scale:

1. Individual dwellings and clusters of dwellings, such as apartment complexes,
2. Walkable communities, otherwise known as neighborhoods,
3. Clusters of neighborhoods that begin to form villages and small towns, and
4. The regional network of towns and cities.

As a community grows and changes, its special character can also change with it, but good planning can help maintain that certain charm that is found in small towns. A town's overall appearance is a key component of the quality of life of the people who reside and work there. Buildings and public spaces make a community worth caring about. The visual quality defines the town's character and shows how the residents think of themselves. This visual quality of a town is important for both residents and visitors. The impression a town gives to tourists can leave a lasting impression, either positive or negative. Perhaps a strong positive impression may lead a traveler to move to Pickstown.

A small town gets much of its character the historic buildings that have withstood the test of time and disinvestments. It also derives its character from the details of urban design, such as benches, street lights, and planters. Many towns overlook these details, but carefully placed elements can have a notable impact on the appearance of the community.



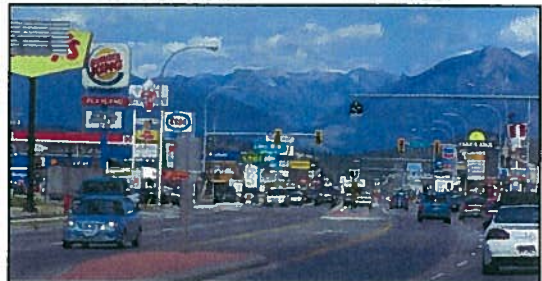
Other important elements of town design include the *viewshed* and the *entrance* into town. The viewshed begins where the community makes the transition into the surrounding rural areas. It also marks the place where a traveler notices the town poking out of the ground. The entry begins where the rural areas give way to the built up town. The entry establishes the first, and lasting, impression of the community. The entry might be as simple as a few houses scattered along the roadside, or it may be very formal by a well-designed and well-placed welcome sign.

A well –designed town can be achieved by addressing the following issues:

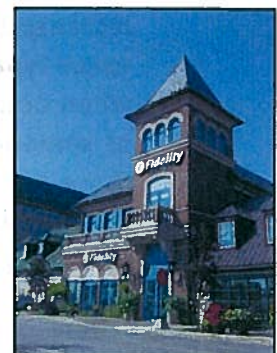
***Avoid large lot residential zoning in areas with central sewer service*** – Large lots are a suburban land use type that wastes land and discourages neighborliness. Large lots should only be used at the periphery of the community and in rural areas where the context is more appropriate.



***Avoid strip commercial development along roads leading into and out of town*** – The entrance to a town makes a powerful impression on visitors and residents and says much about the town’s character. Too often, “strip malls” are cluttered with poor-looking signs and create too many curb cuts along streets. Also, strip malls tend to siphon business away from the central business district. If businesses must locate along the highway, they should be more of a neighborhood convenience center and practice planning for people first, and vehicles second.

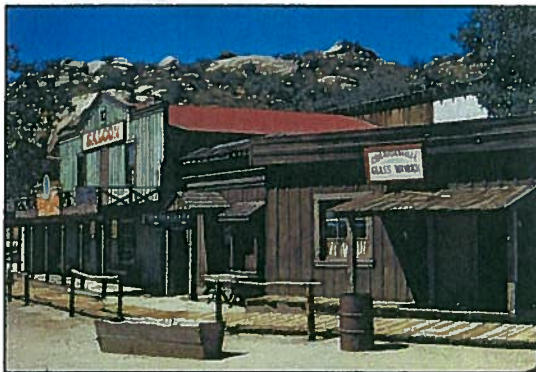


This means that the preferred site design sequence should be street, sidewalk, building, parking lot, and then service area.





***Use zoning to allow a mix of land uses where appropriate*** – Traditional zoning is designed to separate land uses, such as residential from commercial and residential from industrial. However, in small towns, stores and homes are often located in close proximity to each other. This pattern of land use helps to create a sense of community and creates an opportunity for walking trips as opposed to using a vehicle.



***Avoid architectural themes and styles that are not native to the community*** – Trying to make a downtown look like a frontier town or an old English village may appear to be too gimmicky. Instead, focus on styles that are prevalent in the community.

***Owners should have some flexibility when restoring buildings*** – Do not require that buildings be restored to museum-quality standards. Commercial and residential buildings need to be functional first. A balance must be reached between building design, historic significance, energy efficiency, and usefulness.

***Owners should***

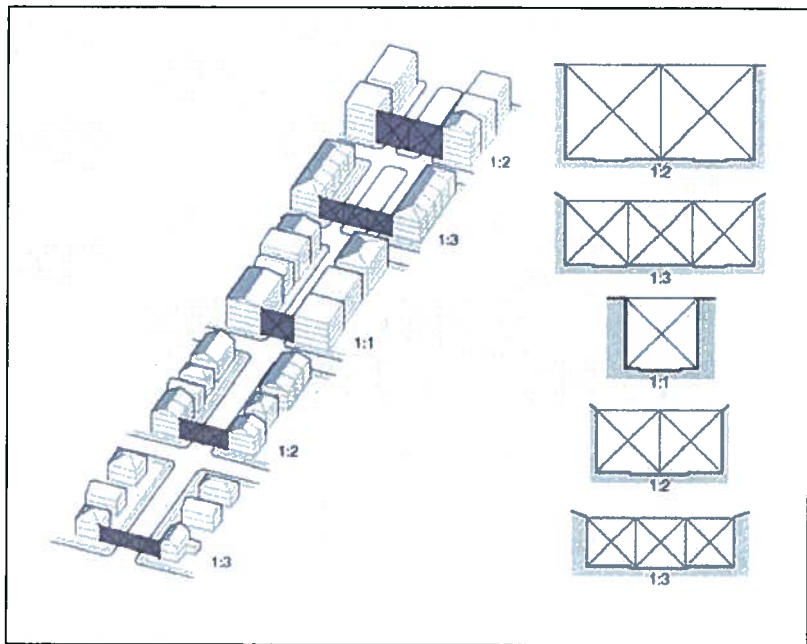


***Increase the visibility of small parks, playgrounds, squares, and greens*** – These open space types have been often overlooked in contemporary neighborhood planning. Even when accommodations are made for small open areas, they are usually the “leftovers” of someone’s new subdivision. However, if towns focused more attention at placing these open spaces in the center in neighborhoods, the quality of life as well as property values will increase. Small parks and playgrounds also serve as good social condensers (gathering places) for neighborhoods.



### ***Sense of Enclosure***

The arrangement of buildings in relationship to the street has been practiced as an art form in European towns for centuries. The ratio of the height of buildings to the width of the space between them creates a sense of "enclosure." This urban design tool is perhaps one of the



most important components in making places where people feel comfortable and safe. To ensure human comfort, the ratio should not be more than 1:6 and should not be less than 1:1. When the height of the buildings (or other vertical elements) is greater than the distance between them, one becomes more aware of the buildings themselves rather than the space they create. If the distance between the buildings exceeds 6 times their height, a sense of enclosure is lost and we feel more vulnerable. The diagram at the right illustrates various ratios of enclosure. Older American neighborhoods display ratios similar to the image at the bottom-left (1:3 ratio), while most traditional downtowns have height-width ratio of 1:2.



## H. Growth Management Principles

Communities that adhere to sound growth management principles will ensure that future development will occur in an efficient, orderly manner without undue strain on the local government's resources. The simplest way to assure that growth in the community is implemented properly, the Town must ensure that adequate public facilities in the form of water, sewer, streets, and public services are provided before new development can commence. The Town can ensure a reasonably planned community by adhering to the following growth management principles:

**1. Increase the ability of citizens to help shape the future of their community.**

Citizen participation is at the foundation of a true democracy. The Town must work to strengthen the ability of citizens to have meaningful input into the planning and design of their community, and to assure that adopted plans are followed. We must also work to increase the role of those citizens traditionally under-represented in the process.

**2. Create stronger, healthier communities.**

Healthy communities provide the foundation for healthy families and individuals. We must do a better job of promoting vital downtowns, strong neighborhoods, and affordable housing. We must pay better attention to how our communities are designed so that more people can walk or bike to schools, shops, and parks. We need to welcome diversity within our own neighborhoods.

**3. Control the amount of sprawl.**

Over-development destroys the natural environment, decimates our towns, breaks down our sense of community, increases air and water pollution, and wastes taxpayer dollars. Because of sprawling development, we spend unnecessary time traveling by automobile instead of devoting time to our families and communities. We must stop subsidizing inefficient development that destroys our quality of life and wastes valuable resources.

**4. Protect rural areas, green spaces, and natural resources.**

Reducing sprawl is one tool for better protecting our rural areas, while also protecting the environment. We must continue to be proactive in our efforts to acquire and protect significant green spaces, including wildlife corridors and other natural connectors. We also must tap other tools and techniques to safeguard our precious environmental resources. In addition, we need to develop realistic strategies to save productive farmland and bolster rural economies.



**5. Recognize that transportation, land use and water management decisions are interrelated and regional in nature.**

Our traditional jurisdictional boundaries are obsolete. Poverty knows no boundaries, nor do wildlife, waterways or pollution. We must manage growth and development from a regional perspective, taking into account the many complex interrelationships between transportation, land use and water resource management.

Chapter V: Overview of the Plan



- A. Community Input
- B. Community Goals and Policies
- C. Areawide Land Policy Plan
- D. The Future Land Use Plan
- E. Key Planning Ideas for Pickstown

## V. Overview of the Plan

The Planning Commission is responsible for drafting the Comprehensive Plan and presenting the document to the Town Board for its review, approval, and potential adoption. In drafting the plan, the Planning Commission was provided extensive amounts of statistical information along with planning principles, theory, and examples for its consideration and possible inclusion in the comprehensive plan.

The previous sections contained information ranging from demographic to economic data along with summations of individual tables, statistics, and theories.

In order for the plan to be effective in guiding development in Wagner, the Town Board should review it on a regular basis. The entire plan should be reviewed and revised every five years, but an annual examination of critical development issues will make the plan more realistic and effective. The Town can then modify its goals and objectives as progress is made or situations change. Modifications should be made through recommendations from the Wagner Planning Commission to the Wagner Town Board.

### ***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 Town Board.
3. The Town Board 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 Town Board 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 Town Board President. If a zoning ordinance is part of the Comprehensive Plan, it shall be published like other ordinances and take effect like other ordinances, unless a referendum is involved or unless a written protest is filed with the finance officer.

5. The action of the Town Board, in adopting the Comprehensive Plan, shall be filed with the Town finance officer.
6. A summary of the Board's action is sent to the Attorney for approval.
7. Once the 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.

#### **A. Community Input**

In March 2008, the Planning Commission hosted a public meeting to gather information and opinions from residents of the community regarding the future of Wagner. Nearly 40 residents attended the meeting. After a brief presentation, the participants completed a survey, then broke into focus groups to discuss Housing, Economy, and Parks/Amenities. The groups summarize their individual discussions to the assembly. The following sections highlight the actions of the groups and summarize the survey results.

#### ***Housing Guiding Questions***

1. Who Do You See Living in Wagner in the Next; 10 Years to 20 Years?
  - Mexicans, retired people, teachers
2. What Types of Housing Will the People Need?
  - Rural homes, starter homes, assisted living, retirement homes, general family homes
3. Where is the Best Place for New Housing in Wagner?
  - Empty lots that could be cleaned up, east side of town, Kent Svatek area, Haar development-south lot



### ***Economic Development Guiding Questions***

1. What roles do the following entities play in economic development in Wagner?
  - a. Wagner Area Growth
  - b. School District
  - c. Yankton Sioux Tribe
  - d. Local Government
  - e. Chamber of Commerce
  - f. Horizons
  - g. What other groups play a role in economic development?
  
2. What are Wagner's economic development....
  - a. Strengths?
  - b. Weaknesses?
  - c. Opportunities?
  - d. Threats?
  
3. What sector is the most important to Wagner in terms of economic development planning? Why?
  - a. Agriculture
  - b. Manufacturing
  - c. Services
  - d. Amenities/Tourism

### ***Parks, Recreation, and Community Amenities Guiding Questions***

1. Please List the Variety of Leisure and Recreational Activities That Wagner Has To Offer Its Residents (Of All Ages)?
  - city park
  - swimming pool
  - walking path
  - play equipment
  - baseball field
  - softball field
  - skateboard park
  - tennis court
  - basketball courts
  - track
  - rodeo ground
  - racetrack/speedway
  - fishing

## 2. What Activities Or Places Would You Like to See in Wagner?

- bike path
- miniature golf course
- golf course
- tennis courts expanded
- Frisbee golf course
- Movie theater/summer community theater
- entertainment at the lake
- soccer field

## 3. What Buildings in Wagner Could Be Used For Various Activities?

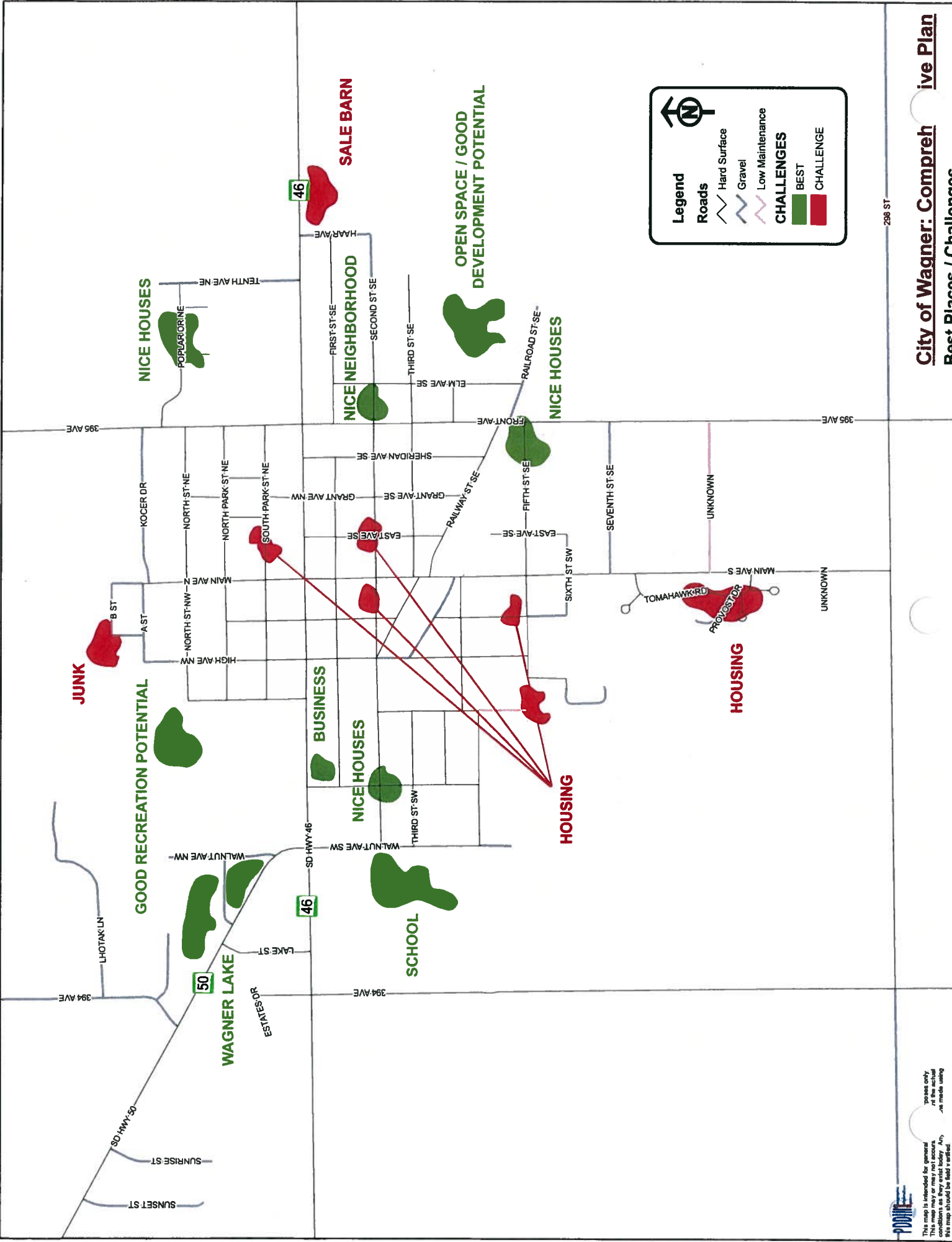
- old bathhouse@ Wagner Lake
- Crossroads
- Bomgaars – skating rink/theater
- SE ballfield that is not used – use for soccer

### **Best Places in Wagner**

1. Wagner Lake
2. Ball park
3. Natural resources – draw south of town
4. Town center

### **Challenges in Wagner**

1. Intersection of SD 46 and US 18 – need some development there?
2. Housing along Chapel Street – needs improvement
3. Property of old Admin. Building – needs to be cleaned up / developed
4. Ball park – need trees?



298 ST

This map is intended for general purposes only. This map may or may not accurately reflect the actual conditions as they exist today. Any use made using this map should be field verified.

# Summary of Wagner Community Survey

## Profile: Who is the Average Respondent to the Survey?

On average

- Male
- 65-74 years old
- 2 person household
- No children at home
- Lived in Wagner for 20 or more years
- Retired
- At least some college education
- If working, they work in Wagner
- Household income \$25,000-\$75,000

## Community Facilities

- Good Streets
- Sidewalks not too available
- Good park quality and accessibility
- Very good water and sewer
- Satisfied with gas and electric quality
- Good fire, police, and EMS departments
- Good health care and schools
- Sort of satisfied with quality and quantity of rec. programs.
- Would like to see a new library and pool in the community

## Housing

- Most respondents own their home
- Most felt the appearance and purchase price of housing was average
- Most felt that the housing stock was fair at best with regard to quality and availability in the following types:
  - Elderly public housing
  - Affordable housing
  - Affordable rental housing
  - Low income housing
- Affordable housing appears to be the most needed type



## **Economics**

- ❑ What businesses are most needed
  - ❑ General Industry
  - ❑ Movie theater
  - ❑ Restaurant
  - ❑ Light industry
- ❑ Most would support the following economic development activities
  - ❑ More resources to attract businesses
  - ❑ General obligation bond for public improvements
  - ❑ Bond to construct a speculative building for new industry

## **Attitude**

- ❑ Most felt the following issues were the primary reasons for shopping in another community
  - ❑ Variety of merchandise
  - ❑ Convenience
  - ❑ Product services
  - ❑ Return policies
- ❑ Two reasons you like living in Wagner
  - ❑ Small town / quality of life
  - ❑ People / familiarity
- ❑ Two things you'd like to change about Wagner
  - ❑ Housing appearance / nuisances
  - ❑ More businesses on Main Street / jobs

## **Future Vision**

- ❑ "Improved residential areas with parks and areas to exercise or play with friends. More retail stores and restaurants. Development [of] housing districts for new homes and parks"
- ❑ "I'd like to see the population increase, more professional job opportunities, shopping opportunities, clean streets and spaces, attractive appearance to our city"

"I feel that Wagner is growing – but we need more rental homes that are clean and affordable homes for sale. We have a good school so hopefully young families will stay here – but jobs are needed!"

## WAGNER COMMUNITY SURVEY RESULTS

**Instructions:** This survey should be filled out by one adult in your household; however, please feel free to consult with other family members. To complete the survey, please circle or check your response. Please do not write your name or address on this survey.

1. Please indicate your gender.

12  Male

8  Female

2. What is your age?

Under 18

18-24

25-34

2-

3 - 35-44

4 -45-54

4 -55-64

7 -65-74

-75 and older

3. Please indicate the number of people currently living in your household, including yourself.

2- 1

11- 2

2- 3

3 - 4

2- 5

1 6

7

8

9 or more

4. Please indicate how many children under the age of 18 years live in your home.

16 - None

2- 1

2

1-

1 - 3

4

5

6 or more

5. Please indicate how long you have been a resident of your community.

Less than 1 year

3-  1-5 years

6-10 years

4-  11-20 years

13-  20 or more years

6. Please indicate your primary occupation.

1-  Agriculture

Finance

Government

1-  Retail Sales

2-  Personal services (such as barber, etc)

Management

Manufacturing

4-

3-  Education

2-  Medical/health

Clerical

Utilities/communication

1-  Construction

5-  Retired

1-  Other

(please specify)

\_\_ATTORNEY\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

7. Please indicate the highest level of education you have completed.

1-  Elementary School

4-  Secondary (high) School

6-  Junior (2-year) college

4-  College (4-year)

5-  Graduate School

8. Please indicate where you work.

13-  In my community or within 2 miles of community

2-  Within 2-10 miles of my community

2-  Within 11-25 miles of my community

7-  Greater than 25 miles from my community

9. Please indicate your approximate household income (before taxes).

2-  Under \$25,000

6-  \$25,000-\$50,000

6-  \$50,000-\$75,000

2-  \$75,000-\$100,000

4-  \$100,000 or more

## COMMUNITY FACILITIES

**Instructions:** On a scale of 1 to 10, with 1 being "Very Satisfied" and 10 being "Very Dissatisfied," please indicate your level of satisfaction with the services in your community by circling the corresponding number. If you do not know your opinion, leave it blank. Feel free to make additional comments at the end of this section.

### 10. Condition of city streets

0	1	2	3	4	5	6	7	8	9	10
Very Satisfied		(4)	(7)	(2)	Neutral	(5)				Very Dissatisfied
					(2)					

### 11. Availability of community sidewalks

0	1	2	3	4	5	6	7	8	9	10
Very Satisfied		(2)	(1)	(5)	Neutral	(6)	(1)		(1)	Very Dissatisfied
					(1)					(3)

### 12. Quality of Parks

0	1	2	3	4	5	6	7	8	9	10
Very Satisfied		(5)	(4)	(4)	Neutral	(1)	(1)	(1)	(1)	Very Dissatisfied

### 13. Accessibility to parks

0(1)	1	2	3	4	5	6	7	8	9	10
Very Satisfied	(2)	(9)	(3)	(2)	Neutral			(1)	(1)	Very Dissatisfied
					(1)					

### 14. Water quality and service

0(2)	1	2	3	4	5	6	7	8	9	10
Very Satisfied	(8)	(7)			Neutral	(1)			(2)	Very Dissatisfied

### 15. Sewer quality and service

0(2)	1	2	3	4	5	6	7	8	9	10
Very Satisfied	(7)	(6)	(2)	(1)	Neutral	(1)			(1)	Very Dissatisfied
										(1)



16. Gas and electric quality

	0	1	2	3	4	5	6	7	8	9	10
Very Satisfied		(5)	(4)	(2)	(3)	Neutral	(1)	(2)	(2)		(1) Very Dissatisfied

17. Fire department service

	0(4)	1	2	3	4	5	6	7	8	9	10
Very Satisfied		(9)	(4)			Neutral		(1)		(2)	Very Dissatisfied

18. Police department service

	0(1)	1	2	3	4	5	6	7	8	9	10
Very Satisfied			(3)	(5)	(3)	Neutral	(2)		(2)		Very Dissatisfied
						(4)					

19. Ambulance/emergency medical services

	0(2)	1	2	3	4	5	6	7	8	9	10
Very Satisfied		(3)	(7)	(1)	(1)	Neutral	(2)		(1)		Very Dissatisfied
						(3)					

20. Availability of general health care

	0	1	2	3	4	5	6	7	8	9	10
Very Satisfied		(2)	(2)	(5)	(3)	Neutral	(3)	(1)	(1)		Very Dissatisfied
						(3)					

21. Quality of elementary school(s)

	0(3)	1	2	3	4	5	6	7	8	9	10
Very Satisfied		(5)	(6)		(2)	Neutral			(1)		Very Dissatisfied
						(3)					





## HOUSING

28. Please indicate if you own or rent your residence.

Own-

18

Rent 2

If you rent, what is your approximate monthly payment (please circle a number)?

Less \$200 \$250-1 \$300-1 \$350-1 \$400 \$450-3 \$500 \$600 More

29. Please indicate how you feel about the overall appearance of housing in your community.

2- Generally, very good

14- Overall, about average

4-

Poor

No opinion

30. Please indicate how you feel about the purchase price of housing in your community.

3- Generally, very good

10- Overall, about average

3-

Poor

1- No opinion

On a scale of 1 to 5, with 1 being "Excellent" and 5 being "Inadequate," please circle your level of satisfaction with the quality of housing choices in your community. If you do not know your answer, leave it blank. Feel free to make additional comments at the end of this section.

	Excellent	Adequate	Average	Fair	Inadequate
31. Quality of elderly public housing	1	2(2)	3(3)	4(10)	5(5)
32. Availability of elderly public housing	1	2(2)	3(2)	4(5)	5(11)
33. Quality of affordable housing	1	2(2)	3(7)	4(9)	5(2)
34. Availability of affordable housing	1	2(2)	3(9)	4(6)	5(3)
35. Quality of affordable rental housing	1	2(1)	3(3)	4(11)	5(5)
36. Availability of affordable rental housing	1	2(1)	3(4)	4(10)	5(5)
37. Quality of low-income housing	1	2(1)	3(3)	4(8)	5(8)
38. Availability of low-income housing	1	2(2)	3(3)	4(9)	5(6)

Comments:





43. Please indicate which of the following you would support increased taxes for: (check all that apply).

- Economic development-13
- Parks and recreation-6
- Schools-1
- Swimming pool-2
- New medical facilities-2
- Improved public safety-5
- Streets/sewer/water-8

44. Please indicate if you think your community should provide additional resources (e.g., time, effort, and/or money) to attract more businesses.

- Yes-15
- No-
- No opinion-5

45. Please indicate if you would support a general obligation bond for public improvements

- Yes-13
- No-1
- No opinion-6

46. Please indicate if you would support a general obligation bond to construct a speculative building to attract a new industry.

- Yes-11
- No-5
- No opinion-2

47. Please indicate what you consider to be the ideal population of your community in the next 25 years.

- Smaller
- Depends on circumstances-5
- No opinion-
- Remain the same
- Increase somewhat-15



## COMMUNITY ATTITUDE AND VISION

48. When you shop in another community for items that are also available in your community, please indicate your primary reasons for doing so (check all that apply).

	Not Important				Very Important
Prices	1-(1)	2(4)	3(5)	4(3)	5(5)
Variety of merchandise	1	2	3(1)	4(7)	5(8)
Convenience of shopping	1-(2)	2(4)	3(2)	4(4)	5(6)
Quality of merchandise	1(1)	2(6)	3(3)	4(5)	5(4)
Store hours	1	2(5)	3(4)	4(4)	5(3)
Merchant friendliness	1(1)	2(3)	3(4)	4(3)	5(5)
Advertising	1(3)	2(3)	3(6)	4(3)	5(1)
Frequency of sale items	1(1)	2(4)	3(3)	4(7)	5(2)
Product services	1	2(3)	3(1)	4(6)	5(7)
Store policies on returns	1(3)	2(4)	3(3)	4(3)	5(5)
Other _____	1	2	3	4	5

49. Please list two reasons you like living in your community.

1.

2.

50. Please list two things you would like to change about your community.

1.

2.

51. Please describe your vision for the future of your town. What does it look like? What is there? Who lives there?

52. Please indicate whether you feel there is a strong sense of pride in your community.

Yes -13

No -4

No opinion -3

53. On the map we have provided, please place a green dot on the area of town you believe is the best. Then, place a red dot on the area of town that you believe is the worst. Finally, place a yellow dot on the area of town where you believe future growth / development should be encouraged.

*Please be prepared to explain your reasons for selecting the location of your dots.*

---

**Thank you very much for your input! Your ideas and opinions are extremely important!**

---

Please list two reasons you like living in your community

---

- Smaller town, not too big
  - Growth opportunities
  - Family
  - Like area
  - People
  - Quiet life
  - Quality of life
  - City management and city employees
  - It is a full service community
  - Grew up here
  - Like smaller towns
  - Children safe
  - Know most everyone
  - Variety of services for small town
  - Employment
  - Nice neighborhood
  - Convenience
  - Area provides things I like to do
  - Where my friends are
  - We have an awesome school
  - Friendly people
  - Outdoor recreation opportunities
- 

Please list two things you would like to change about your community.

---

- That people would not be so negative and open their minds to new ideas
  - See something for our young kids to stay here for
  - Run down homes
  - Attract more employment
  - Vandalism/robbery
  - Nescience property
  - More housing
  - Job availability
  - Police department & judges
  - More job opportunities
  - More parks and recreational areas
  - Improvement in housing. Clean up nuisance property
  - More stores on Main St.
  - Restaurant on Main St.
  - Underlying racism
  - Native American's must be encouraged to voice their opinions regarding local issues
  - Local golf course
  - More industry
  - Certain areas need to be cleaned up
  - Variety of shopping/services
  - Clean areas – presentation of city
-

---

Please describe your vision for the future of your town. What does it look like? What is there? Who lives there?

---

- To stay stable and hopefully grow
  - A little bigger, a lot cleaner with good streets
  - Town will basically stay the same, until white and Indian community learn to work together.
  - Also no growth unless certain city fathers make money on it
  - Improved residential areas with parks and areas to exercise or play with friends. More retail stores and restaurants. Development housing districts for new homes and parks
  - Multicultural/diversity with employment to support reducing generational poverty and lack of under education
  - Growing somewhat a little less division between tribe and whites
  - Population grows to 2000 peoples
  - Revitalize neighborhoods
  - Growing city attracting retiring citizens as well as young people returning from college
  - I feel that Wagner is growing – but we need more rental homes that are clean and affordable homes for sale. We have a good school so hopefully young families will stay here – but jobs are needed!
  - I'd like to see the population increase, more professional job opportunities, shopping opportunities, clean streets and spaces, attractive appearance to our city
  - A thriving and vibrant SD agriculturally based community
-



## **B. Community Goals and Policies**

This chapter discusses overall goals, objectives, and policies. The control and guidance over Wagner's development is necessary if the city wishes to successfully implement these plans. The purpose of comprehensive planning is to guide and direct the physical development of a community. Wagner can grow by having objectives and policies that support its goals. Goal, objective, and policy statements give a sense of direction in which the community wishes to grow. Policies should be used as the basis for making daily development decisions.

By establishing goals, objectives, and policies, the city facilitates public participation in and understanding of the planning process. The desires of the city are expressed in a simple, uncluttered manner. Policies provide stability and consistency, since it is less likely that they will be made obsolete by changing conditions. Policies also act as a guide for planning commission members in recommending land use regulations.

In order to clarify exactly what goals, objectives, and policies mean, the following definitions are presented:

<b>Goal</b>	A broad, general statement explaining the wishes of the community and what should be accomplished over a given time period
<b>Objective</b>	A statement concerning specific, achievable targets or purposes, generally used to achieve goals. A goal usually encompasses several objectives.
<b>Policy</b>	A statement concerning an action or position that will be taken to achieve an objective. Policies are generally accepted by local officials and implemented by government employees or boards.

The following material discusses several different goals that apply to Wagner. Each goal includes a number of objectives and policies that may be used to support the goal. The goals discussed are in the areas of:

- **General Community Development**
- **General Land Use**
- **Housing**
- **Economic Development/Tourism**
- **Parks, Recreation, and Cultural Resources**
- **Natural Resources**
- **Transportation and Utilities**
- **Public Services**

## General Community Development

Wagner is a close-knit community. The town has enjoyed steady development for over one hundred years. The following goals in General 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: Provide new job opportunities and affordable housing in the community.

Objective: Promote Wagner as a regional center.

Policy: Industrial development should be analyzed for potential growth.

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

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

Objective: Provide affordable housing opportunities for teachers.

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

Objective: Provide job-training opportunities.

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

## General Land Use

The town pattern in Wagner has been historically tight. There are many areas of the community that have up to 6-8 housing units per acre. The traditional downtown has provided basic services and retail since the town's founding. The urban fabric of the community has expanded in the past twenty years with the location of new businesses along Highway 46, large residential acreages in the fringe areas, and a consolidated (elementary, middle, and high school) school building on one large parcel. Wagner can plan for future development with the following general land use goals and objectives.

### **Goal 1: Maintain a balanced pattern of development as growth occurs.**

Objective: Minimize conflict between uses.

Policy: Work with the Charles Mix County Commission and the Yankton Sioux Tribe on land use issues within three miles of the corporate boundaries of Wagner.

Objective: Neighborhoods in decline should be identified as areas for more strategic redevelopment plans.

Objective: Encourage development in locations which are contiguous to existing developed areas or which will contribute to continuity of development patterns.

Policy: Development should be directed toward areas that can be served efficiently by present utility and transportation systems as well as public services.

Policy: Encourage manageable development outside the City's boundaries, such as Conservation Subdivision Design. However, reserve land needed for larger lot development and businesses within the City's boundaries.

Objective: Encourage the use of the traditional neighborhood as the base planning unit for future development in the City.

Policy: Neighborhoods should have an identifiable center, such as a small park.

Policy: Dwellings in the neighborhood should be within a ¼ mile radius of the center.

Policy: Mixed use buildings such as housing over offices should be encouraged near the center of neighborhoods.

### **Goal 2: Enhance and maintain Wagner's visual appearance.**

Objective: Encourage the planting of trees at regular intervals along major thoroughfares.

Objective: Develop appealing “gateways” to the community which feature signage, landscaping, and landmark buildings.

Objective: Develop a community beautification program.

Policy: Codes should be utilized to ensure the health and safety of the built environment.

Policy: Community volunteers and organizations should play a part in making Wagner more attractive

## Housing

Housing has emerged as the most important issue facing Wagner. There are areas within the community where the housing units are deteriorating or in poor quality. There are also concerns with the quality of single family homes which are used as rental property in town.

### **Goal 1: Create an environment in Wagner that offers better housing opportunities for all.**

Objective: Increase the supply of housing available to those entering the labor force.

Objective: Increase the supply of senior housing units.

Objective: Create an urban-rural transition in the City’s character.

Policy: Housing development near the City’s core should be compact, pedestrian-friendly and near basic services.

Policy: Lots with rural character should be located at the City’s fringe and at the edge of neighborhoods which feature a prominent green space.

### **Goal 2: Improve the quality of Wagner’s existing housing stock.**

Objective: Develop the institutional structure within the community to effectively implement affordable housing objectives.

Policy: Ensure that fair housing rights of all citizens are protected.

Objective: Strengthen established neighborhoods by finding new uses for abandoned, dilapidated, or underused land.



Objective: Enact and enforce polices which effectively deal with substandard dwelling units.

Policy: Codes should be utilized to ensure the health and safety of Wagner's housing units.

**Goal 3: Develop affordable housing with a mix of resources.**

Objective: Information regarding federal, state, and local programs should be shared with those who play a role in the development of housing.

Objective: A collaboration similar to Habitat for Humanity should be formed to implement affordable housing projects (builders, lenders, non-profit groups, etc.).

## Economic Development / Tourism

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

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

Policy: All members of WAG should review the Strategic Community Plan (Horizons, 2007) on a regular basis.

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

Objective: Investigate the feasibility of establishing a downtown revitalization organization.

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

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

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

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

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

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

Policy: Industrial projects should be done as collaboration between Wagner Area Growth, Wagner Chamber of Commerce, and the City of Wagner.

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

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

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

Policy: Review the Strategic Community Plan (Horizons, 2007) regarding educational opportunities and youth.

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

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

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

Policy: Encourage efficiency through new, alternative energy sources.

Objective: Provide businesses with access to low interest loans.

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

Objective: Promote entrepreneurship in Wagner.

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

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

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

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

Objective: Develop and organizing structure around tourism.

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

Policy: Market the community through publications and the internet.

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

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

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

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

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

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

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

## Parks, Recreation, and Cultural Resources

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: Develop a greenway and trail system encircling the community.

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

Objective: Connect parks and greenways with landscaped thoroughfares.

Objective: Investigate the feasibility of creating public squares and greens at appropriate sites.

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

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

Policy: Within each neighborhood, space should be provided for at least 2 playgrounds.

Policy: Neighborhood parks should have an approximate  $\frac{1}{4}$  mile to  $\frac{1}{2}$  mile service radius.

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

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



**Goal 4: Provide an equitable mechanism for programming and financing park acquisition and development.**

Objective: Develop a plan for implementing parks and recreational policies.

Policy: Include parks and open space in Wagner's capital improvement program.

Objective: Organize sports and recreation leagues and programs.

**Goal 5: Wagner should strive to provide centers for diverse community activities for its residents.**

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

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

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

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

**Goal 6: A variety of cultural resources should be available to all residents of Wagner.**

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

Objective: Preserve and enhance the County Historical Museum.

Objective: Work with the Yankton Sioux Tribe on a cultural heritage center.

Objective: Capitalize on opportunities for expansion of facilities such as campgrounds.

## Natural Resources

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

### **Goal 1: Preserve the rural character of the Town**

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

### **Goal 2: Preserve precious natural resources in the immediate vicinity of Wagner**

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

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

### **Goal 3: Protect life and property from floods and other natural hazards.**

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

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

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

### **Goal 4: Protect historic buildings and sites**

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

## Transportation and Utilities

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

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

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

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

Policy: Support Rural Office of Community Services transit programs.

Objective: Develop links to the greenway trail using existing sidewalks and through the development of new urban trails.

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

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

Policy: Encourage the design of curvilinear streets and roads in neighborhoods near the edge of the community.

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

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

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

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

**Goal 4: Develop a sound air and rail transportation system.**

Objective: Develop rail lines to serve agricultural and industrial uses in the community.

Policy: Consider the development of terminal and depot facilities to provide transportation services for freight and passengers.

Policy: Air and rail systems should link Wagner to the region.

Objective: Preserve and enhance the City's airport.

**Goal 5: Wagner residents should have an ample supply of utility services available to them.**

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

**Goal 6: Wagner should strive to develop sustainable resources**

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

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



## Public Services

**Goal 1: The basic function of any municipal government is to provide basic public services to ensure the health, safety, and general welfare of its residents.**

Objective: Maintain the quality of Wagner's public services in the most economical way possible.

Policy: The City should develop a five year capital improvement program.

Objective: Ensure the availability of fire, law enforcement, and emergency medical services (EMS).

Objective: Maintain the quality of Wagner's City government and its operation.

Policy: Adequate facility space should be provided for City officials and capital assets.

Policy: Foster open communication between government and the public.

**Goal 2: Provide a quality public education and civic setting for Wagner's residents.**

Objective: Maintain and enhance the Wagner Community School District.

Objective: Provide for community and adult education.

Policy: Work with School District to provide resources for general public education courses.

Objective: Provide opportunities for youth involvement in the community.

Policy: Support leadership training programs.

Policy: The community should support organizations such as the Boys and Girls Club of the Yankton Sioux.

### *C. Areawide Land Policy Plan*

The area wide land policy plan is a spatially explicit statement 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 and where redevelopment or infill should occur to accommodate change. It also indicates where development should not occur. These areas include areas such as wildlife habitats, watersheds where water quality is a critical issue, and areas where natural hazards such as flood plains and steep slopes.

The area wide land policy plan is not intended to be as specific as the eventual 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.

The Wagner Planning Commission developed several land policy districts. Each district states a specific purpose and how it fits into the long range plan for Wagner. They embody the goals and objectives found in the previous chapter. The policy districts and their description are listed in the table below.

**Table 5.1**

Policy District	Purpose	Characteristics	General Policy
Urban-Developed	To provide for protection of existing neighborhoods.	Stable; appropriately developed with full infrastructure, community facilities, and services	Protective regulations and protection of public spaces.
Urban-Infill	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 open spaces
Urban Transition-Short (1-5 Years)	To provide for future intensive urban development on lands suitable for delivery of infrastructure and services	Lands assigned for near term development, generally contiguous to "developed" areas, having the capacity for immediate infrastructure service	Provide infrastructure, community facilities and services, supporting regulations, annexation if needed
Urban Transition-Medium (5-10 years)	" "	Lands assigned for mid- term development in the planning period with developer participation in infrastructure, generally contiguous to "developed" or "short" transition areas, probably lacks most infrastructure	Allow development concurrent with public-private collaboration on strategic plans and provisions of infrastructure.
Urban Transition-Long (10-20 years)	" "	Lands assigned as a "reserve" for future urban development; generally disconnected to "developed" or "short" transition areas, or timing of provision of services warrants longer implementation	Need to analyze suitability for infrastructure development; develop public-private partnerships to implement specific plans
Rural - Housing and Business	To provide for residences and businesses where urban services are not required and natural resources will not be impaired; to encourage preservation of scenic resources and guard against the unreasonable alteration of precious natural resources	Land identified as appropriate locations for natural resources management and lands with high potential for rural estate development that does 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)
Conservation – Agriculture and Preservation	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.

All of the land policy districts were developed and assigned to the map according to the following location principles:

*Developed and Redevelopment Policy Districts*

- Areas where infrastructure is in good condition, with sufficient capacity to absorb additional urban development,
- Areas containing a supply of vacant buildable land,
- Areas with sufficient other community services to support additional development; and
- Areas that are not in hazardous areas

*Urban Transition Policy Districts*

- Lands should not be subject to substantial natural hazards; thus flood-hazards and steep slopes should be avoided,
- Lands should avoid vulnerable environmental areas such as wildlife habitats and wetlands,
- Lands should have public water and sewer systems and transportation already available or be situated so that extension of infrastructure is economical,
- Lands with better access to employment and shopping are more suitable,
- Lands with planned transportation investments may be more suitable for growth,
- Locations should not be in strong contradiction to land market trends, and
- Lands especially well-suited to commercial agriculture or forestry should be avoided.

*Rural Housing and Business Policy Districts*

- Locations on or near the regional highway network are more suitable than locations away from the network,
- Areas within prime agricultural or forest lands especially viable for commercial-scale management should be avoided,
- Areas with soils suitable for septic tank systems are more suitable, and
- Enhancement and expansion of existing rural community centers in an area should have priority over establishing a new center.

*Conservation – Agriculture and Preservation Districts*

- Utilize the watershed approach in planning conservation areas,
- Preserve and manage vegetative cover, especially on steeper slopes,
- Preserve a few large areas rather than many small ones,
- Allocate only those uses that are low density, low impact in environmentally sensitive areas,
- Give highest preservation priority to those areas with the rarest natural amenities such as slopes, certain types of habitats, wetlands, streams, etc., and



- Use natural amenities to help shape the urban form, such as taking advantage of open space adjacent to the community, significant views, and elevations.

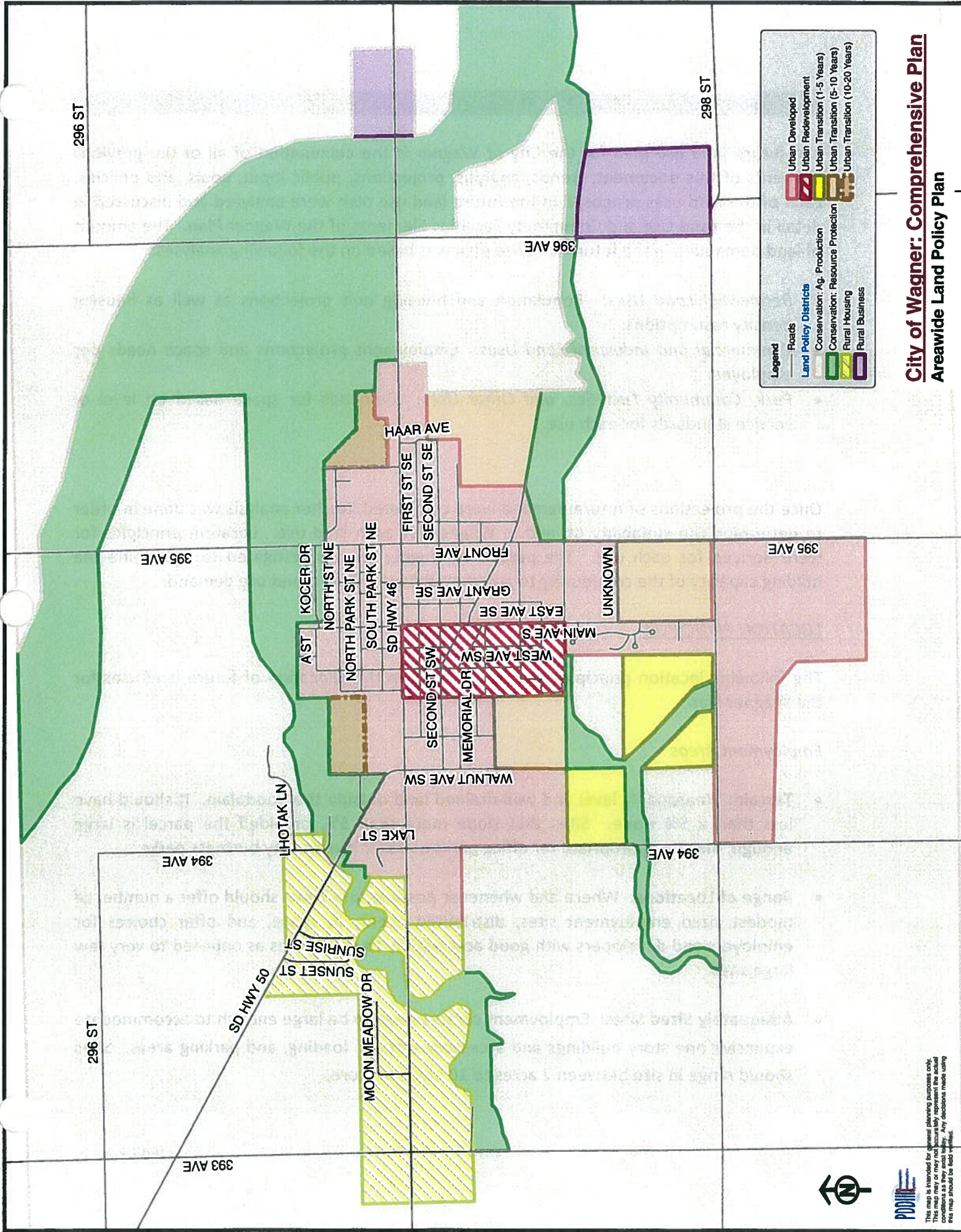
Considering the land policy districts, the majority of Wagner's existing built environment is located in the "Urban Developed" area as shown in the Areawide Land Policy Plan (**Map 5.2**). Much of the area immediately west of downtown Wagner is designated as being in the "Urban Redevelopment" policy district. These areas will probably take the entire planning period to develop. Housing and economic conditions in this area have compelled the community to plan for the neighborhood's redevelopment.

It is expected that land just west of the Yankton Sioux Tribal area in the southern part of Wagner will be prime for economic development, therefore this area is noted as the "Urban Transition – Short Term" policy district. Another area that is in strategic "Short Term" location is a forty acre parcel just south of the school. This area will accommodate a range of housing types suitable for the formation of a small neighborhood that can include a park. The "Urban Transition – Medium Term" area is more about timing than provision of urban services. The areas marked for "Medium Term" are located east of school and at the east edge of the community. The area east of the school will be suitable for a mix of housing and recreational uses. The "Swatek area" on the eastern edge of Wagner is another neighborhood waiting to happen.

The areas designated as the "Urban Transition – Long Term" policy district are located in places that are more difficult, but not impossible, to serve with water and sewer infrastructure. This area of the plan is located along the northern edge of the community. However, due to a lack of infrastructure, the area cannot develop right away. The entire area can be viewed as a "reserve" area if lands dedicated to short and mid-term development do not have the capacity to handle a more rapid growth rate.

There are two areas designated as a "Rural" policy district. The City of Wagner does not currently have any land use jurisdiction over these areas, but it is good practice to note that there are places within three miles of the City boundary that are suitable for rural residential and commercial development. The "Rural Residential" area designated on the land use policy map should accommodate the anticipated growth in large-lot, rural-type housing needs throughout the planning period.

All other lands not delineated on the Areawide Land Policy Plan are considered to be in a general conservation policy area dedicated to preserving the rich natural environment around Wagner. These areas will serve as the basis for planning a community-wide greenway and park system.



**Legend**

- Roads
- Land Policy Districts
- Conservation: Ag. Production
- Conservation: Resource Protection
- Rural Housing
- Rural Business
- Urban Developed
- Urban Redevelopment
- Urban Transition (1-5 Years)
- Urban Transition (5-10 Years)
- Urban Transition (10-20 Years)

**City of Wagner: Comprehensive Plan  
Areawide Land Policy Plan**



This map is intended for general planning purposes only. It is not intended to be used for legal or other purposes. The City of Wagner is not responsible for any errors or omissions. Any decisions made using this map should be based on the field data.



#### *D. The Future Land Use Plan*

The future land use plan for the City of Wagner is the culmination of all of the previous elements of this document; trends, analysis, projections, public input, goals, and policies. Each of the land uses proposed in the future land use plan were analyzed and discussed in detail in the Land Use and Community Facilities Elements of the Wagner Plan. The amount of land demanded in the future land use plan was based on the following analyses:

- *Residential Land Uses:* Population and housing unit projections as well as housing density assumptions.
- *Commercial and Industrial Land Uses:* Employment projections and space needs per employee.
- *Park, Community Facilities, and Other Uses:* Demands for space based on level of service standards for each use.

Once the projections of future demand were completed, further analysis was done in order to determine the suitability of land in Wagner for each land use. Location principles for were derived for each use. The parcels in Wagner were investigated to determine the holding capacity of the community to accommodate the future land use demand.

#### LOCATION PRINCIPLES

The following location 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.

#### *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.

#### *Residential Areas*

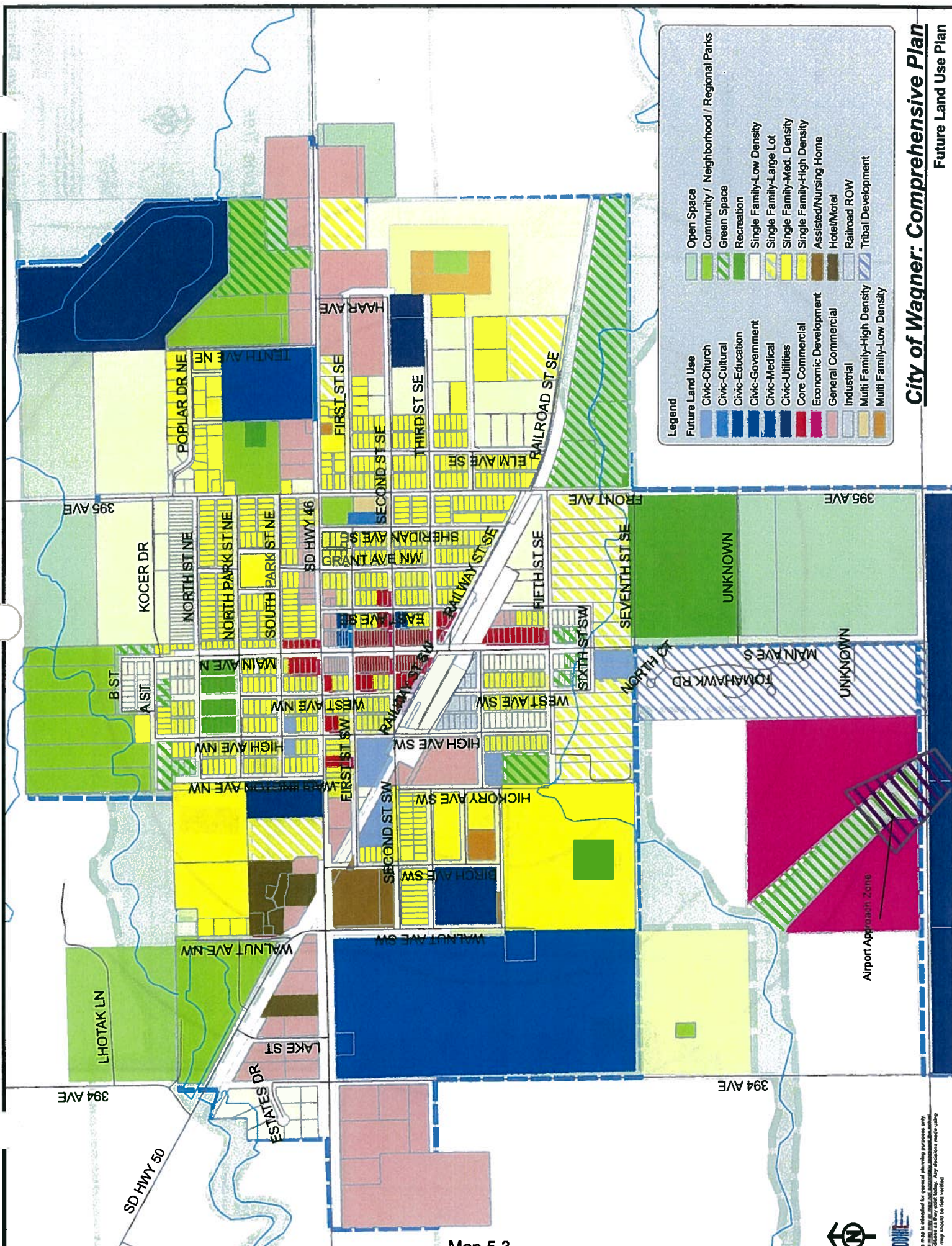
The planning process is not so much concerned with “location” principles for residential areas as much as it is with “design” principles for neighborhoods in Wagner. Neighborhoods need to be arranged into a pattern that makes up a communitywide design to accommodate the residential functions that extend 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.

The Planning Commission assumed an annual 1% growth rate in the population and land uses will continue a similar pattern over the planning period. 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 **Map 5.3**.

In order to effectively manage growth in the rural areas surrounding Wagner, the City should examine the possibility of acquiring land use and zoning controls from Charles Mix County. A jurisdiction of up to three miles should be adequate to control the type and pattern of development. The proposed Extraterritorial area is shown in Map 5.4. The areas designated in the Areawide Land Use Policy Plan are included for reference.



**Legend**

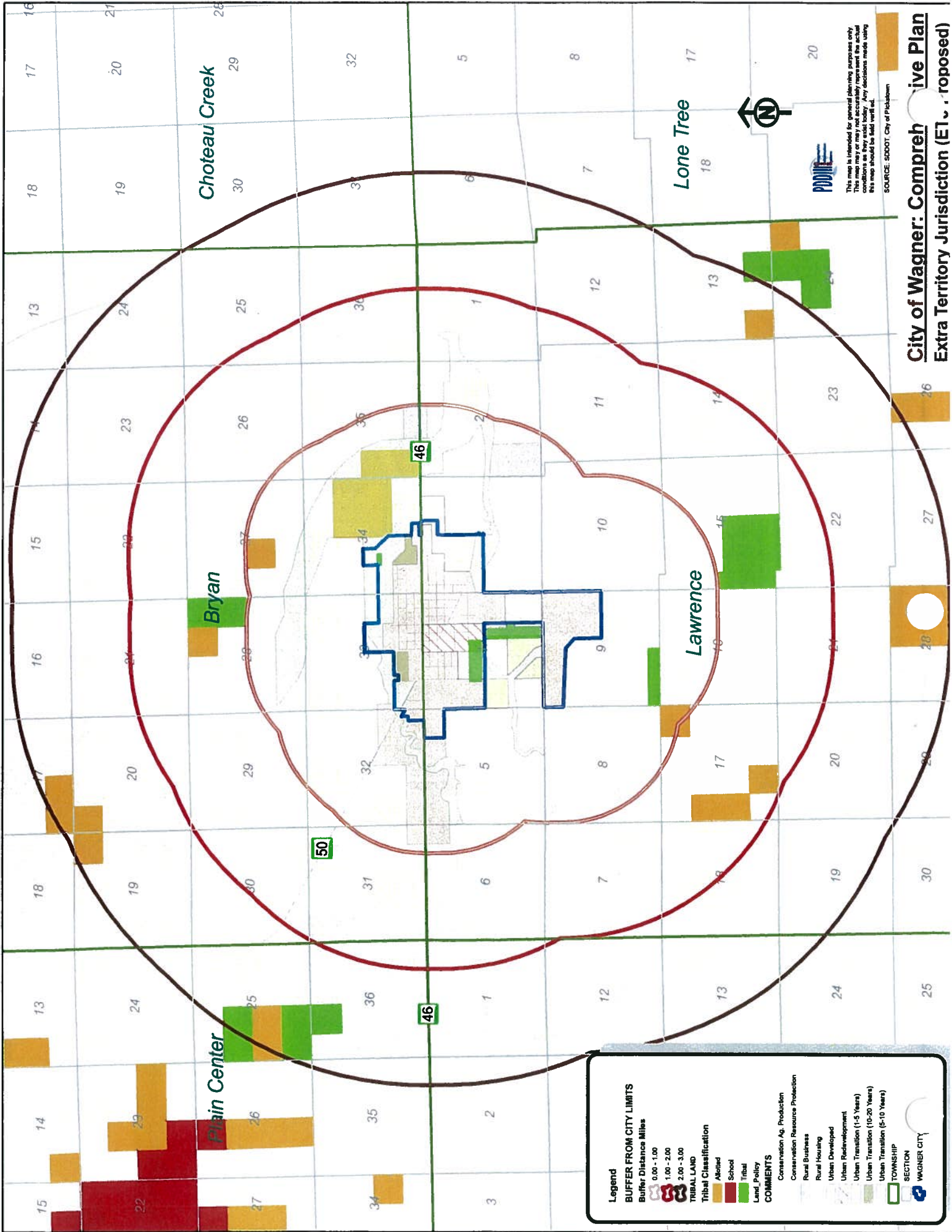
Open Space	Future Land Use
Community / Neighborhood / Regional Parks	Civic-Church
Green Space	Civic-Cultural
Recreation	Civic-Education
Single Family-Low Density	Civic-Government
Single Family-Large Lot	Civic-Medical
Single Family-Med. Density	Civic-Utilities
Single Family-High Density	Core Commercial
Assisted/Nursing Home	Economic Development
Hotel/Motel	General Commercial
Railroad ROW	Industrial
Tribal Development	Multi Family-High Density
	Multi Family-Low Density

Map 5.3



This map is intended for general planning purposes only. It is not a guarantee of future actions. Any decisions made using this map should be fully verified.





This map is intended for general planning purposes only. The map may or may not accurately represent the actual conditions on the ground. Every decision made using this map should be field verified.

SOURCE: SDDOT, City of Plaquemine

**City of Wagner: Comprehensive Plan**  
**Extra Territory Jurisdiction (ETJ) (Proposed)**

**Legend**

**BUFFER FROM CITY LIMITS**  
 Buffer Distance Miles  
 0.00 - 1.00  
 1.00 - 2.00  
 2.00 - 3.00

**TRIBAL LAND**

**Tribal Classification**  
 Allotted  
 School  
 Tribal

**Land Policy**

**COMMENTS**  
 Conservation Ag. Production  
 Conservation Resource Protection  
 Rural Business  
 Rural Housing  
 Urban Developed  
 Urban Redevelopment  
 Urban Transition (1-5 Years)  
 Urban Transition (10-20 Years)  
 Urban Transition (5-10 Years)

**TOWNSHIP**  
 SECTION  
 WAGNER CITY

## E. Key Planning Ideas for Wagner

Several ideas have emerged over the course of the planning process in Wagner. This section highlights some of the major community design concepts as a result of public input and discussion among the Planning Commission.

### 1. Regional Park and Greenway System

Parks are the “lungs” of the city. They provide its residents a chance pause a moment from their busy lives and take a deep breath. A well designed park system that is integrated into the constellation of neighborhoods and workplaces can be an amenity for the region. The sketch below shows how the City can begin the process of planning for a greenway around the town. A greenway is shown along the creek on the north side of Wagner, beginning at Wagner Lake and running east. If residences were developed in the northern section of town, a small neighborhood park would serve as an excellent gateway to the greenway.

## Visions for Wagner- Chapman Park /Greenway





## 2. Industrial-Business Park

Wagner has the benefit of adequate available land for the development of an industrial or business park. A principle with business parks is to offer a variety of lot sizes and land uses for development.

The drawing below illustrates this principle. A proposed business park near the airport would include space for light manufacturing and warehousing, office uses, and support services (such as a bank or convenience store).

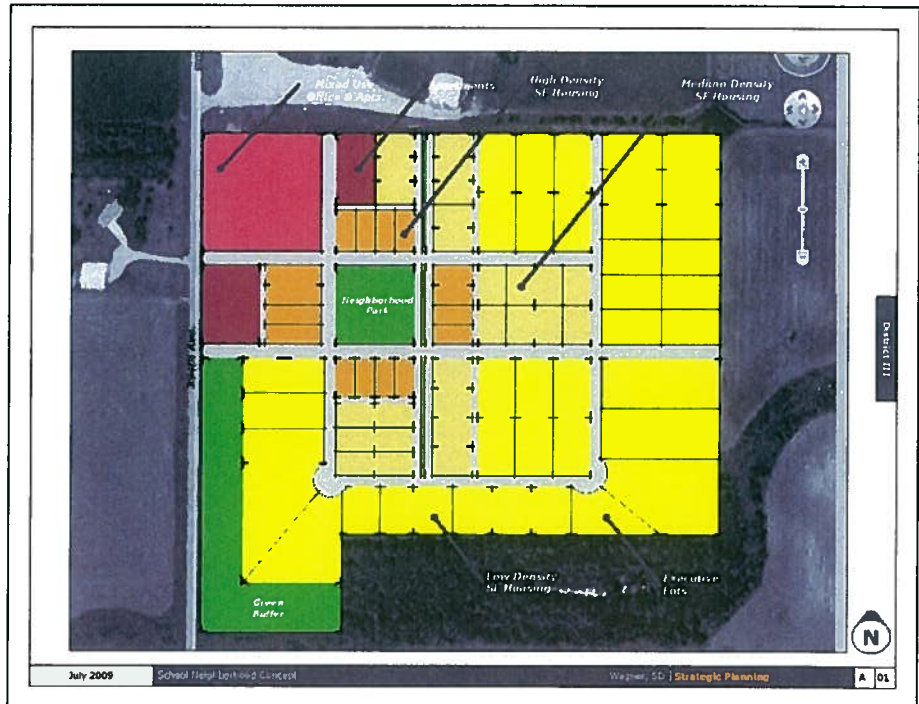
### Visions for Wagner— Industrial Park



### 3. Neighborhoods and Their Centers

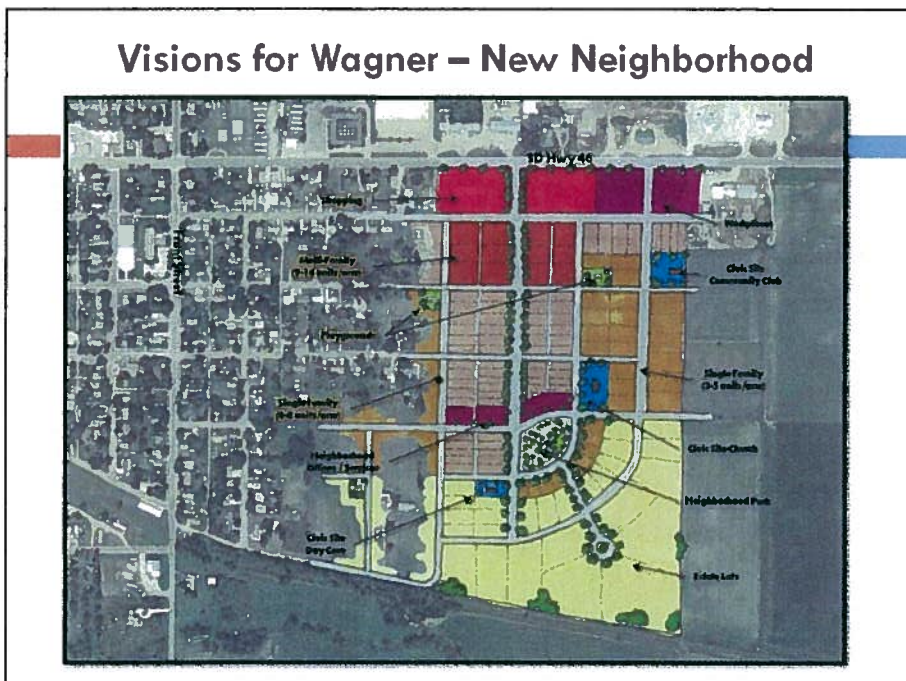
The land use plan for Wagner shows that there should be plenty of land available to accommodate future growth demands.

“Blank slates” are the perfect place to put the theory of Perry’s Neighborhood Unit into practice. Shown here are two examples of neighborhoods that include a variety of housing types and land uses. Both feature similar



characteristics: Retail, offices and workspaces are located on busy thoroughfares. Higher density housing is located around a central neighborhood green or park. Larger estate lots are located at the edge of the neighborhood, and streets are designed to

accommodate the pedestrian as equally as the car, so that there is choice in how one moves around the neighborhood.







Chapter VI: Plan Implementation & Maintenance



- A. Implementation Schedule
- B. Tools for Plan Implementation
- C. Popular Implementation Methods
- D. Plan Maintenance



## VI. Plan Implementation and Maintenance

### 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.*

These key areas include:

• **Implementation Schedule.** 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.*

Public: May be local government, development organization, or a collaboration of civic organizations.

Private: Generally financial institutions, developers, builders, or citizen volunteers.

Public / Private: 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

## IMPLEMENTATION SCHEDULE

The following tables delineate the policies, actions, and improvements that will implement the comprehensive plan for the City of Wagner

### 1. GENERAL COMMUNITY DEVELOPMENT

Action(s)	Type	Who	Short	Medium	Long	Goal Achieved
Form a Welcome Committee.	Action	Public	X			2
Promote the use of the South Dakota Housing Authority's Employer Mortgage Assistance Program by the Wagner School District.	Action	Public/Private	X			2
Develop a partnership with Yankton's Regional Technical Education Center.	Action	Public	X			3
Form a "club" of young residents in Wagner.	Action	Public/Private	X			3
Establish a quarterly discussion group with representatives of the City Council, Charles Mix County Commission, and the Yankton Sioux Tribe.	Action	Public	X			4
Attract five industries to Wagner.	Action	Public	X	X		1
Maintain and enhance the community website	Action	Public	X	X	X	1
Construct 20 affordable single family homes, approximately 1-2 per year.	Action	Public/Private	X	X	X	1,2
Provide enough land and urban services for new development to accommodate a population of 2,000.	Action	Public/Private			X	1

## 2. GENERAL LAND USE

Action(s)	Type	Who	Short	Medium	Long	Goal Achieved
Seek three-mile extraterritorial zoning jurisdiction from Charles Mix County	Action	Public	X			1
Create a multi-jurisdictional planning committee made up of representatives of the Yankton Sioux Tribe, Charles Mix County, and Wagner Planning Commissions to review land use issues within three-miles of the corporate limits of Wagner.	Action	Public	X			1
Draft a redevelopment area plan for the neighborhood immediately southwest of downtown Wagner	Policy	Public	X			1
Develop higher density lots adjacent to existing blocks	Action/ Capital	Public/ Private	X			1
Review existing zoning ordinance to maintain consistency with new plan policies	Action	Public	X			1
Adopt a building code	Policy	Public	X			2
Develop Highway 46 through the community as a commercial corridor. - Create an overlay and/or design review district	Policy Action	Public	X X	X	X	1
Implement a tree planting program along Main Street, SD Highway 46, Walnut Street, and 394 <sup>th</sup> Street.	Action	Public	X	X	X	2
Conduct a "Yard of the Week" recognition program	Action	Public	X	X	X	2
Continue a "Clean Up Day" in the community	Action	Public	X	X	X	2
Reserve areas for parks at the center of neighborhoods	Action/ Capital	Public		X		1

### 3. HOUSING

Action	Type	Who	Short	Medium	Long	Goal Achieved
Create a housing and redevelopment commission	Action	Public	X			2
New growth areas should include a variety of housing types	Policy	Private	X			1
Construction and/or conversion of independent living residential development for seniors.	Action	Private	X			1
Promote low-density residential uses at the edge of the community	Policy	Public/ Private	X	X	X	1
Develop higher density housing in downtown and in the central areas.	Policy	Public/ Private	X	X	X	1
Establish a housing code	Policy	Public		X		2
Establish a "housing network" among banks, builders, housing advocates, service providers, and policy-makers	Policy	Public/ Private		X		3



#### 4. ECONOMIC DEVELOPMENT/TOURISM

Action	Type	Who	Short	Medium	Long	Goal Achieved
Develop a strategic economic development plan	Action	Public	X			1
Develop a building and land inventory for industrial development	Action	Public/Private	X			2
Establish a Convention and Visitors Bureau	Action	Public	X			5
Hold a workshop for those interested in starting a tourism/entertainment-related business such as a restaurant or movie theater. Refer interested entrepreneurs to the SBDC and ABC for business assistance	Action	Public/Private	X			5
Conduct labor market studies	Action	Public/Private	X	X	X	2
Develop Wagner Industrial Park in phases, beginning with the first phase at the west side (Main Street) of the development property, then moving east (toward Front Street)	Capital	Public/Private	X	X	X	2
Maintain information on business resources such as the Small Business Development Center (SBDC), the Areawide Business Council (ABC), and state and federal resources in a central location	Policy	Public	X	X	X	3
Develop Armory into an Expo Center - Conduct a feasibility study for uses - Conduct fundraising activities	Capital Action	Public Public	X X	X X	X	5
Plan an event that focuses on Wagner's cultural heritage.	Action	Public/Private		X		5
Create a "Downtown Wagner" organization	Action	Public/Private		X		1
Develop small scale energy resources for industry such as wind, solar, and green building technologies	Capital	Public/Private		X		3
Develop a workforce development program with the Regional Technical Education Center (RTEC) with local participation by the Wagner Community School, Yankton Sioux Tribe, and the Zenith School.	Action	Public/Private		X		4
Work with the Rural Office of Community Services on a transportation to work program	Capital/ Action	Public/ Private			X	4
Build a 5,000 square foot meeting facility adjacent to the motel property by Chapman Park	Capital	Public/Private			X	5

## 5. PARKS, RECREATION, AND CULTURAL RESOURCES

Action	Type	Who	Short	Medium	Long	Goal Achieved
Develop soccer fields	Capital	Public	X			3
Develop a capital improvements plan which includes a parks component	Action	Public	X			4
Forge a relationship with the Wagner School District for public use of the school theater - Develop a community playhouse/theater company at the school	Action/ Capital	Public/ Private	X	X		
Create a website for Wagner Library	Action	Public	X			6
Empower a local group to organize sports leagues and activities	Action	Public	X			4
Incorporate greens and other similar open spaces into new subdivisions	Policy	Public/ Private	X			1
Implement a tree planting program along Main Street, SD Highway 46, Walnut Street, and 394 <sup>th</sup> Street.	Action	Public	X	X	X	1
Acquire property for greenway	Capital	Public	X	X	X	1
Develop trail system along greenway	Capital	Public		X	X	1
Develop recreational facilities - Disc golf course - Tennis courts - Soccer fields - Ice skating rink - Lawn games (horseshoes, bean bag toss, etc.)	Capital	Public	X X	X	X X	5
Create a central town square	Capital	Public		X		1
Incorporate neighborhood parks and playgrounds in new developments	Policy Capital	Public/ Private		X		2
Convert vacant buildings into usable community facilities: - Convert bath house at Wagner Lake into an outdoor theater - Convert Crossroads C-Store into a civic club building - Convert old buildings into a skating rink and/or theater	Capital	Public		X X X		5
Develop a miniature golf course	Capital	Private		X		5
Redesign the entrance to the County Historical Museum	Action	Public		X		6
Construct a cultural heritage center	Capital	Public			X	6
Expand camping and facilities	Capital	Public			X	6

## 6. NATURAL RESOURCES

Action	Type	Who	Short	Medium	Long	Goal Achieved
Develop policies which preserve open spaces and natural resources adjacent to Wagner	Policy	Public	X			1,2
Develop a loan pool for historic preservation efforts	Action	Public/Private		X		4
Develop a system of storm water detention ponds in strategic locations	Capital	Public			X	3

## 7. TRANSPORTATION AND UTILITIES

Action	Type	Who	Short	Medium	Long	Goal Achieved
Establish a public electric utility	Action	Public	X			5
Create a competitive environment for accessible telecommunications	Action	Public/Private	X			5
Develop task force to study feasibility of sustainable energy resources	Action	Public-Private	X			6
Develop a Highway 46 Corridor Plan and subsequent appearance codes.	Policy Action	Public	X			2
Expanded Arterial and Collector System: <ul style="list-style-type: none"> <li>- Extend 7<sup>th</sup> St. west to 394<sup>th</sup> Ave</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 2<sup>nd</sup>, 3<sup>rd</sup>, &amp; 4<sup>th</sup> Sts. East to Haar Ave</li> <li>- Improve int. at 2<sup>nd</sup> St. and High Ave.</li> <li>- Develop access to business park</li> </ul>	Capital	Public	X	X X X	X X	1,3
Maintain and enhance Main Street and a main thoroughfare	Capital	Public	X	X	X	1
Maintain bus service from Rural Office of Community Services (ROCS)	Policy	Public	X	X	X	1
Preserve Highway 46 and Front Street corridors	Action Capital	Public	X	X	X	1
Build trail along greenway	Capital	Public		X	X	3
Build rails and facilities to serve new industry	Capital	Private		X	X	4
Develop tree-lined streets which connect parks and major community facilities (school, medical, etc.	Action	Public			X	3
Extend airport runway from 3,500 feet to 4,200 feet	Capital	Public-Private			X	4
Sidewalk rehabilitation and development: <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>	Capital	Public-Private			X	3

## 8. PUBLIC SERVICES

Action	Type	Who	Short	Medium	Long	Goal Achieved
Develop a capital improvement plan	Action Policy	Public-	X			1
Provide adequate medical service facilities	Capital	Public/Private	X			1
Record City Council and other public meetings and post audio file on City's website	Action	Public	X			1
Develop community education program to include course such as <ul style="list-style-type: none"> <li>- Creative writing</li> <li>- Drama</li> <li>- Industrial arts</li> <li>- Home economics</li> </ul>	Action	Public/Private	X			2
Hold a leadership training program biannually	Action	Public/Private	X	X	X	2
Support the Boys and Girls Club of the Yankton Sioux through memberships	Action	Public/Private	X	X	X	2
Public facility priorities <ul style="list-style-type: none"> <li>- Expand City Hall</li> <li>- Provide more visibility for library</li> <li>- Update maintenance shop</li> <li>- Upgrade pool</li> </ul>	Capital	Public		X X	X  X	1





### ***Zoning and Subdivision Regulations***

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

Wagner has a zoning ordinance in place. The current zoning ordinance was adopted in 2000. The ordinance is divided into several zoning districts. They include:

- Agricultural
- R-1, R-2, R-3 Residential
- Commercial
- Highway Commercial
- Industrial
- Public/Semi-Public
- Planned Unit Development

Most of the open spaces are zoned Agricultural. Most of the developed properties along South Dakota Highway 46 are zoned for commercial uses. The park, school, and Armory, and the fire station are zoned Public.

There are three residential districts used in Wagner. The purpose of the R-1 District is to allow for moderately low density single family dwellings while R-3 allows for more intensive residential development. There are a variety of land use regulation options available to local governments within the State of South Dakota, with the zoning ordinance as 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.

- **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.

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

Wagner should implement and enforce 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 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.

## **Other Implementation Methods**

### *The Building Code*

The building code is a set of regulations that describe standards for the construction of new buildings. A building code can spell out what materials can or cannot be used in construction as well as establish minimum standards for plumbing, wiring, fire safety, structural soundness, and overall building design. The purpose of the building code is to ensure the safety of new buildings and alterations to existing buildings. Towns do not draft building codes, but rather adopt a standard form of code. Some commonly used codes include: The Code of the Building Officials Conference of America, the Uniform Building Code, and the Southern Standard Building Code. Some towns add or delete sections of the code to fit their local needs.

### *The Housing Code*

The housing code defines standards for how a dwelling unit is to be used and maintained after it is built. These standards typically include crowding, indoor plumbing and heating, air quality, and fire safety. Other standards may be borrowed from the housing conditions portion of the Comprehensive Plan.

### *Design Review*

A design review ordinance seeks to protect the town from unsightly development which would detract from the appearance of the community and reduce property values. Design review ordinances are used in towns where tourism is a major economic activity and the town's buildings have historic or architectural importance. The planning commission could serve as a design review board and establish certain design standards and design review districts.

### *Nuisance Ordinance*

Nuisance ordinances are special laws enacted by the City council to protect the health, safety, and welfare of the citizens. A nuisance is a use of land or behavior that brings harm or annoyance to adjacent property owners or the public in general. A nuisance ordinance is



a way to resolve land use conflicts that would otherwise lead to harm or aggravation. State laws generally provide enabling legislation for towns to regulate a wide array of nuisances, including: noise, odor, visual (as in junk strewn about someone's property), and dangerous structures (such as abandoned or dilapidated buildings). A nuisance ordinance is ineffective unless there are penalties for violation.

### C. Plan Maintenance

The scope of the Wagner Plan is both ambitious and long-term. Each of the many actions and policies described in the plan can contribute to the betterment of the city. Yet, presenting a twenty-year development program at one time can appear daunting. Therefore, the city should implement an ongoing planning process that uses the plan to develop year-by-year improvement programs. In addition, this process should also evaluate the plan on an annual basis in relation to the development events of the past year.

Such a process may include the following features:

- *Annual Action and Capital Improvement Program.*

The Planning Commission and City Council should use the plan to define annual strategic work programs of policies, actions, and capital investments. This program should be coordinated with Wagner's existing budgeting process, although many of the plan's recommendations are not capital items. This annual process should be completed before the beginning of each budget year and should include:

- *A specific work program for the upcoming year.* This program should be specific and related to the city's projected financial resources. The work program will establish the specific plan recommendations that the city will accomplish during the coming year.

- *A three-year strategic program.* This component provides for a multi-year perspective, informing the preparation of the annual work program. It provides a middle-term implementation plan for the city.

- *A ten-year capital improvement program.* This is merged into Wagner's budget process. In addition, this process should include an annual evaluation of the comprehensive plan. This evaluation should occur at the end of each calendar year. Desirably, this evaluation should include a written report that:

- Summarizes key land use developments and decisions during the past year and relates them to the comprehensive plan.
- Reviews actions taken by the city during the past year to implement plan recommendations.

- Defines any changes that should be made in the comprehensive plan. The plan should be viewed as a dynamic changing document that is used actively by the city.

### **Changes in the Comprehensive Plan**

The Comprehensive Plan may have changes, additions, or deletions made to it, by action of the City Council. Changes to the plan may also be requested through petition by thirty (30) percent of the landowners in the zoning district or districts requesting the change.

The entire Comprehensive Plan should be reviewed and revised every five years. An annual examination of critical development issues will make the plan more realistic and effective.

In a previous chapter, the various development objectives for Wagner were outlined, along with policies to realize the objectives. In order for the policies to be realized, implementation mechanisms are necessary. Implementation of the various policies will take varying lengths of time. Some of the objectives are more urgent than others, and therefore policies to address these issues should be enacted more quickly. However, for general planning purposes, the timeframe for meeting all of the objectives in the plan is five years.

To implement the plan, the City of Wagner will use whatever means necessary and within its jurisdictional power.



GOALS		Natural Resources						Land Use Regulations and Guidelines										Funding, Management.								
		TDR	Conservation easements	Dedication of land	habitat/species protection	Viewshed protection	Resource conservation	Hazard mitigation	Land acquisition	Ordinances	Preservation	Subdivision regulations	Alternative zoning codes	Up/down zoning	Minimum density zoning	Maximum density zoning	Jobs-housing balance	Infill and redevelopment	Design guidelines	Neighborhood unit plans	CIP	Adequate public facilities	Growth phasing/management	Property tax/land incentives	Facility fees	Technologies
General Community Development	Promote a gradual increase in the number of residents																									
	Attract young families with children																									
	Encourage young people to stay in Wagner																									
	Create a climate of cooperation between Wagner, County, and Tribe																									
General Land Use	Maintain a balanced pattern of development as growth occurs																									
	Enhance Wagner's visual appearance																									
Housing	Create an environment in Wagner that offers better opportunities for all																									
	Improve Wagner's existing housing stock																									
	Develop affordable housing with a mix of resources																									
Economic Development / Tourism	Provide a solid base for economic development in Wagner																									
	Provide an adequate system of infrastructure for economic dev. activities																									
	Create a productive environment for business development																									
	Wagner should invest in its workforce base																									
Parks, Recreation, & Cultural Resources	Wagner can be a center for trade and tourism in Charles Mix County																									
	Create a linked network of greenways and civic streets																									
	Provide recreational facilities that meet the needs of newly developing areas																									
	Distribute active recreation use across the geographical area of town																									
	Provide an equitable mechanism for programming/ financing parks																									
	Wagner should strive to provide centers of diverse community activities																									
Natural Resources	A variety of cultural resources should be available to all residents of Wagner																									
	Preserve the rural character of the town																									
	Preserve precious natural resources in immediate vicinity of Wagner																									
	Protect life and property from floods and other natural hazards																									
Transportation and Utilities	Protect historic buildings and sites																									
	Address functional issues that result from Wagner's position in the regional system																									
	Provide enhanced movement around the City																									
	Create a balanced system that also includes non-automobile modes of travel																									
	Develop a sound air and rail transportation system																									
Public Services	Wagner residents should have an ample supply of utility services available																									
	Wagner should strive to develop sustainable resources																									
	The basic function of any municipal government is to provide basic public services																									
Public Services	Provide a quality public education and civic setting for Wagner's residents																									