



City of Wahpeton

2030 Comprehensive Plan

Final Plan - Adopted August 1, 2011

Acknowledgements

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Chapter 1

Introduction

"A comprehensive plan is a statement in documented text setting forth explicit goals, objectives, policies, and standards of the jurisdiction to guide public and private development within its control" [North Dakota Century Code]

The City of Wahpeton's 2030 Comprehensive Plan serves as the primary guide for managing change, improvements, redevelopment, and growth in the community over the next 20 years. The Plan's most essential function is to define the community's vision, guiding principles, goals and policies that are needed to manage and shape future changes in the community. First and foremost, the Plan provides future guidance for the community of Wahpeton. The Plan also recognizes Wahpeton's strong connections to Breckenridge, MN as part of the Twin Towns and the larger Richland-Wilkin Counties region.

What is a Comprehensive Plan?

The North Dakota Century Code (NDCC) defines a comprehensive plan as "a statement in documented text setting forth explicit goals, objectives, policies, and standards of the jurisdiction to guide public and private development within its control." A city's land use regulations typically have a city plan as their basis. This city plan needs to provide future guidance for land use for all land under the jurisdiction of the city. North Dakota's enabling legislation refers to three types of city plans - comprehensive plan, master plan, and street plan. The comprehensive plan is most consistently thought of as a city's main "plan". The NDCC does not identify specific required elements for comprehensive plans beyond this general definition. The North Dakota Planning Handbook



identifies typical elements of a comprehensive plan as land use management, public facilities, transportation systems, parks and open space, housing, and community/economic development.

A Comprehensive Plan is a big picture, comprehensive tool used to guide physical and socio-economic changes in the community over the next 20 years. The Plan is intended to be broad in scope and establishes general goals, policies and maps addressing critical elements of the community. The Plan is a guide for citizens, elected and appointed officials, city staff, property owners, business owners, developers and investors as they make decisions about land use, development and public improvements.

The planning commission has the primary responsibility for the process of developing a city's comprehensive plan. To achieve citizens' support for the Plan, it is important to facilitate a community input process, such as public input meetings, surveys, and working with community organizations and key stakeholders.

Authority for City Planning

In North Dakota, land use regulation has its basis in the state enabling legislation in Titles 11, 40 and 58 of the NDCC. Three types of local governments have general authority to regulate land use: cities, counties and townships. In addition to the enabling legislation to regulate land use, the NDCC also provides the right of “home rule authority” for cities and counties. “Home rule authority” enables the local government to establish certain powers for themselves which extend beyond the authority specifically granted by state law. The City of Wahpeton adopted its home rule charter in 1988.

The state planning statute for development of city plans is the oldest of North Dakota’s planning statutes, written in 1929 and amended in 1943. In 1981, the state planning statute pertaining to city zoning was amended to include requirements for comprehensive plans. However, the state planning statute related to city plans was never amended to include requirements pertaining to comprehensive plans. Due to this gap in the statutes, the North Dakota Attorney General’s Office has opined that local governments must have a comprehensive plan in place as a basis for zoning.

City’s Previous Plans

The City of Wahpeton has had three previous comprehensive plans throughout its history. The City’s first comprehensive plan was completed in 1969, followed by an updated plan in 1980 and 1997. These previous plans addressed the many issues related to the community’s land use, transportation, public facilities and economy. The previous plans approached future change and growth in the community differently based upon the existing community patterns, issues and anticipated opportunities.

The most recent Plan, the 1997 update, was based on assumptions that the City would experience significant growth over the next 20 years or the year 2015. The Plan addressed future growth needs based on an analysis of four alternative growth scenarios ranging from annual population growth of 1% to 4%. This community growth analysis was used to project future land needs for urban development through the year 2015, for residential, commercial, manufacturing, public/semi-public, and transportation land uses. The 1997 Plan established general goals and planning principles as well as goals, objectives and policies for the various elements of the community, including land use, business/industry, downtown development, fringe area development, growth and development pattern, public facilities/services, transportation, housing, and neighborhood planning.

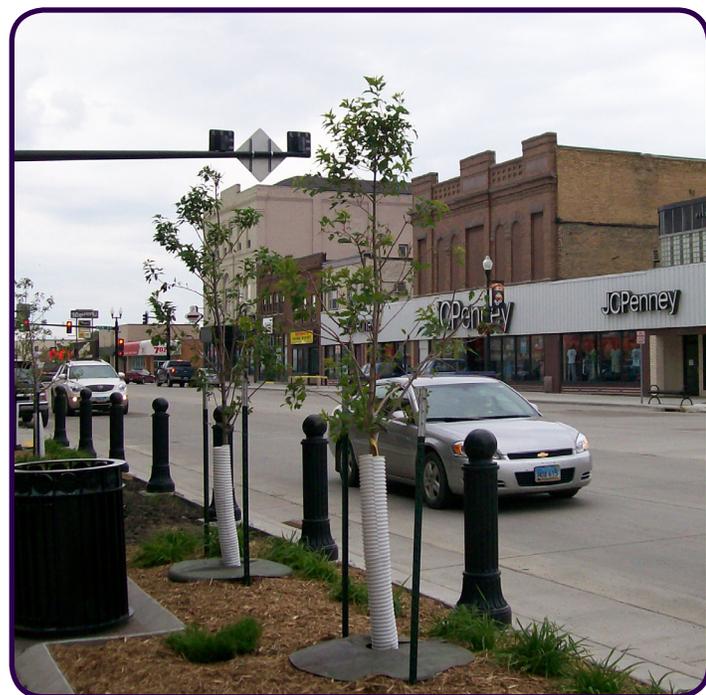
Previous community planning efforts that provide a critical foundation for this updated Comprehensive Plan are:

- Breckenridge/Wahpeton Comprehensive Housing Study (2010)
- Wahpeton Regional Labor Availability (2010)
- Cities of Wahpeton ND and Breckenridge MN Downtown Design Guidelines (2008)
- Wahpeton-Breckenridge Downtown Action Agenda (2006)
- Facility Plan for Westside Development (2001)
- City’s previous Comprehensive Plans (1997, 1980 and 1969)
- Advantage of Wahpeton: A Framework Plan for Regional Industrial Development (1997)
- City of Wahpeton Wastewater System Needs Assessment (2006)
- North Dakota Highway 13: A Class II Standing Structures Inventory (2006)

Previous Plans & Studies

In 1997, the City also developed Advantage of Wahpeton: A Framework Plan for Regional Industrial Development, which is a plan specifically focused on the complex issues related to the potential development of a large industrial region north of the City. This potential North Wahpeton Industrial Region encompasses approximately 6,000 acres north of ND Highway 210 and 16th Avenue NW. The Plan provides guidance for land use, transportation and environmental protection. Essentially, the Plan recommends that the entire area be guided for industrial land uses with 3/4 of the area guided for agricultural industries and 1/4 for non-agricultural industries. The Plan recommends a system of highway connections, including an additional bridge crossing of the Red River. Finally, the Plan also establishes three planning objectives and 18 policies for this emerging industrial region. While some of this land lies within Wahpeton's ETZ area, much of it is under the jurisdiction of Dwight Township and is not zoned.

While it is not a "plan" per say, the Wahpeton-Breckenridge Downtown Action Agenda was developed for the Twin Towns joint downtown area in 2006. Based on the concerns, preferences and desires heard from citizens of Wahpeton and Breckenridge and a realistic downtown market analysis, this downtown plan was developed to guide public and private sector implementation efforts. The Plan establishes a downtown vision, guidelines/principles, course of action/initiatives, and implementation sequence.



Wahpeton's Comprehensive Plan addresses these community elements:

- Land use & development
- Housing
- Economic development
- Historic preservation
- Transportation
- Potable water system
- Waste water system
- Storm water & flood protection system
- Parks, trails and recreation facilities
- Community institutions

Elements of the Plan

Similarly, Downtown Design Guidelines were completed for the Twin Towns downtown in 2008. These design guidelines provide building preservation and rehabilitation guidance for property owners in both Wahpeton's and Breckenridge's downtowns.

Importance of Wahpeton's Comprehensive Plan

As a City's most important guide for community change, improvements, redevelopment and growth, Wahpeton's Comprehensive Plan should influence many decisions in the community. While it is true that zoning and subdivision regulations provide more detailed information regarding land use and development issues, the Plan should be used as a benchmark to ensure that the community's decisions are contributing to achieving the vision, guiding principles and goals of the Plan. It is intended that the Plan's goals, policies and maps are used to guide daily decision-making. Particularly in ambiguous situations, the Plan may be very helpful in providing the needed big picture, long-term direction missing in the community's more detailed regulations.

This updated Plan was developed based on input from the community, review of the previous Plan, and careful studies of each of the Plan's elements. In particular, input was strategically solicited from key stakeholder groups. Wahpeton's updated Plan is important for future planning because the Plan:

- establishes a community vision and guiding principles based on what was heard through stakeholder listening sessions, community meetings, and focus area meetings;
- provides a nexus for establishing zoning regulations, subdivision controls and other land use management tools;
- influences the location, form and pace of new development, redevelopment and infill development;
- protects property investments by ensuring consistency and compatibility of land uses and development policies;
- promotes the maintenance and revitalization of existing neighborhoods and commercial districts;
- determines and reinforces approaches for protecting natural resources and open spaces;
- guides the City's expenditures of scarce resources for capital investments in public streets, facilities and parks.

The Plan is intended to be a dynamic document that is regularly reviewed and updated, rather than just filed away once it starts to feel outdated. When the City finds itself facing decisions where what seems best for the community is inconsistent with the Plan, it is most likely time to reevaluate and update the Plan's goals and policies. As a rule of thumb, a community should update its comprehensive plan every five to ten years.

Organization of the Plan

The Comprehensive Plan is organized into the following chapters:

Chapter 1 Introduction provides an introduction to the Plan and overview of the comprehensive planning process.

Chapter 2 Vision and Guiding Principles summarizes the community's desires for the future and serves as the foundation for the Plan.



Chapter 3 Community Context provides an overview of the community's existing conditions, demographic trends and projections, community input regarding issues and opportunities, and the major trends and issues influencing the community's future planning.

Chapter 4 Land Use Management describes the community's desired future land use and development patterns and establishes the community's goals and policies related to land use and development, housing, and economic development.

Chapter 5 Transportation describes the community's transportation system issues and future plan, including streets, highways, sidewalks and trails to accommodate the needs of drivers, walkers, and bicyclists.

Chapter 6 Community Facilities describes the community's desired public facilities and services over the next twenty years or 2030, including potable water supply, waste water, storm water, flood protection, parks and open space, recreational buildings, trails, civic institutions, and public schools.

Chapter 7 Implementation briefly summarizes how the Plan is to be implemented to achieve the community's vision, guiding principles and goals.

Appendix A Water Infrastructure Systems Report

Appendix B Large Scale 11"x17" Maps

Chapter 2

Vision & Guiding Principles

Vision for the Future - Wahpeton is committed to being a great hometown for residents, businesses and institutions as well as the regional hub and gateway of southeast North Dakota.

Purpose

Our Comprehensive Plan's Vision for the Future and Guiding Principles are intended to embody our community's desires and priorities for its long-term future. They are oriented toward a 2030 time horizon or twenty years into the future. We formed our vision and guiding principles based upon current community input, as well as insights gained from previous community planning efforts. Community input was received during stakeholder listening sessions and community visioning sessions that took place in November 2010 and January 2011.

Our 2030 community vision describes in general how we would like our community to evolve over the next twenty years. Our vision builds upon our community's existing assets, identified challenges, and perceived future opportunities. It provides the foundation and inspiration for the Comprehensive Plan's goals and policies relating to land use, housing, economic development, transportation, community services and institutions. Our guiding principles support and provide additional clarity for our community vision. They provide a means of guiding and evaluating key elements of the Comprehensive Plan's vision and future efforts to achieve the vision.

The vision and guiding principles are intended to serve as conceptual yardsticks against which the community can assess future development and projects. While the plan will evolve over time, it is important that the spirit and intent of the vision and guiding principles be upheld.



Vision for the Future

Our community vision has four general elements:

Community for a Lifetime

Building upon our unique location in the heart of the famous Red River Valley at the confluence of three rivers, Wahpeton is a thriving, welcoming and well-maintained community that balances its traditional Midwest town character with its wealth of regional attractions. In partnership with Breckenridge, Wahpeton strives to enhance the Twin Towns as joint communities offering a high quality of life in a traditional Midwest town environment for residents, businesses and visitors of all ages. As a larger share of our population enters the senior age groups over the next twenty years, it is particularly important that our community become more senior-friendly in its design, services and access. Toward this goal, we envision Wahpeton evolving into a "Community for a Lifetime", a great place to live and grow.

Regional Hub, Jobs & Attractions

Wahpeton will continue to be a regional agricultural center in one of the most fertile agricultural areas in the country. In addition to its traditional Midwest town character, Wahpeton's future success as a vibrant community and regional hub is strongly linked to its strong roots as a regional agricultural and business hub, river town, college town, and the county seat. In partnership with Breckenridge, MN – our "Twin Towns" sister city across the river, our community serves as the civic, economic, employment, educational, cultural and recreational hub for the Richland and Wilkin Counties region. Our educational, recreational and cultural attractions are major community assets as well as regional destinations. We strive to continuously preserve, maintain, and improve our wealth of community and regional assets.

Traditional Midwest Town Character

As a traditional Midwest town, downtown is the heart of Wahpeton with its "Main Street" commercial environment along Dakota Avenue, concentration of valued historic buildings, and the "civic green" with city and county institutions fronting onto it. Surrounding downtown north and south, our traditional Midwest town neighborhoods offer a mix of housing options, a traditional street grid, and convenient access to shopping, services, recreation and civic amenities. Newer neighborhoods extending north and west are designed with strong connections to our older neighborhoods and downtown. Wahpeton strives to strengthen and grow its business districts, downtown and Highway 210/16th Avenue, in a complementary manner. Wahpeton's ability to offer a full range of community services and amenities makes it truly a desirable community to live, work, and play in.

Community Visioning Input

Representatives from the following groups participated in the stakeholder listening sessions and community visioning sessions that took place in November 2010 and January 2011:

- *Wahpeton City Council*
- *Wahpeton Planning Commission*
- *Economic Development Commission (EDC)*
- *Community Development Corporation (CDC)*
- *Wahpeton Breckenridge Area Chamber of Commerce*
- *Wahpeton Rotary Club*
- *Three Rivers Arts Council*
- *Wahpeton Golf Board*
- *Wahpeton Park Board & staff*
- *Wahpeton Library Board & staff*
- *Wahpeton School District*
- *North Dakota State College of Science, Alumni/Foundation, AAUW*
- *Circle of Nations Indian School*
- *Richland County Board*
- *Richland County Health Department*
- *Richland County Social Services Department*
- *Southeast Senior Services*
- *St. Catherine's Living Center*
- *United Way of Richland Wilkin*
- *Richland County Historical Society*
- *Bagg Bonanza Farm Historical Preservation Society*
- *Twin Towns Gardeners' Market*
- *Churches*
- *Medical services*
- *Utility companies*
- *Manufacturing businesses*
- *Commercial businesses*
- *Realtors*
- *Bankers*

High Quality of Life for Everyone

Looking into the future and the potential changes that may impact our community, our primary goal is to maintain and strengthen our community's high quality of life for existing and new residents, businesses and institutions. Our vision for continuously improving our community encompasses three types of planning and investment strategies: preservation and maintenance, reinvestment and redevelopment, expansion and extension. We will strive to take care of what we have and invest our resources in a cost-efficient manner, rather than expand in a manner that is not cost-efficient and inconsistent with our community character and values. This effort will be most effective by working in partnership with the City of Breckenridge to identify and coordinate shared services where appropriate. Our goal is not to focus on controlling the pace or amount of community growth in the future, but rather to guide the location and type of growth to be consistent with our future vision.



The Comprehensive Plan's guiding principles include:

- Reinforce our traditional midwest town character
- Offer housing options for all stages of life
- Provide convenient connections to destinations
- Revitalize downtown as the civic, commercial and cultural heart of our community
- Grow and diversify our economy and job opportunities
- Enhance our community institutions, gathering places and entertainment opportunities
- Create a senior-friendly community
- Provide high quality and cost-efficient public services

Guiding Principles

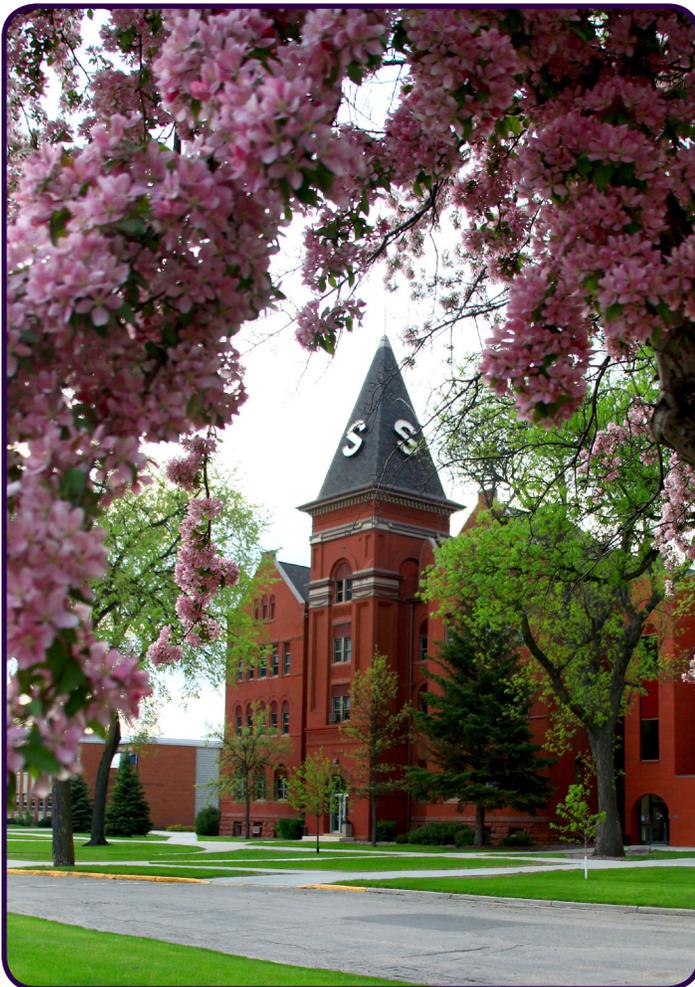
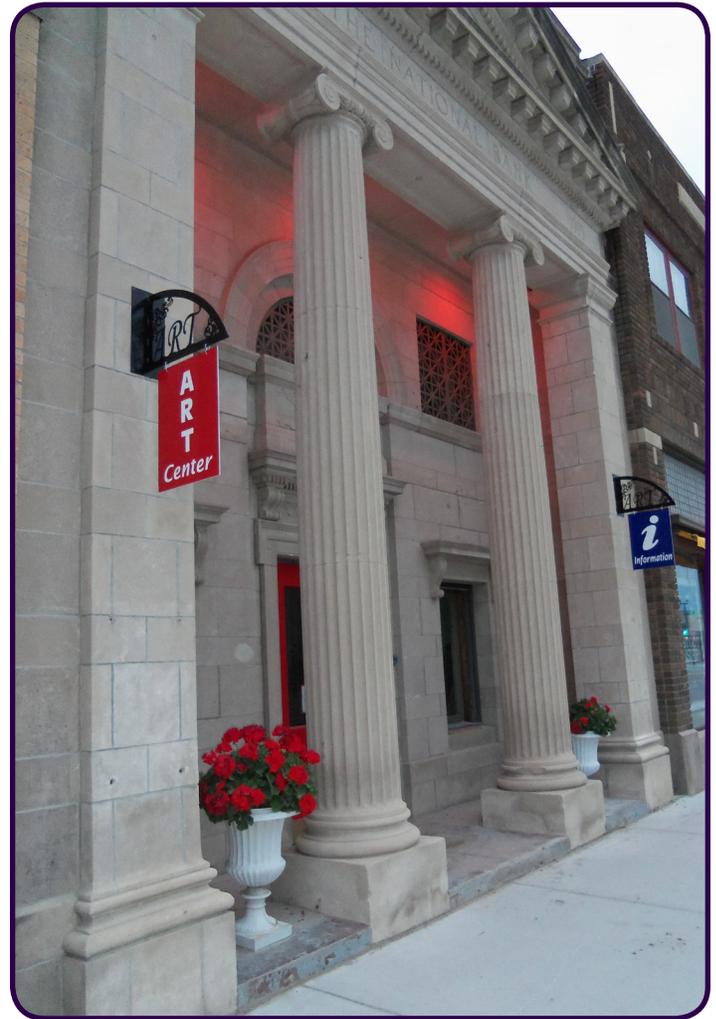


Photo by Dr. Duane Strand

Guiding Principles

Reinforce our traditional Midwest town character

Our community values its rural Midwest town heritage and character as a key element of its sense of identity. As a traditional Midwest town, agricultural center, river city, college town and the county seat, Wahpeton has “good bones” that it can build upon in the future. Wahpeton’s traditional Midwest character can be strengthened through improvements to our community’s existing developed areas as well as future expansion areas. Our small town development character encourages the integration of compatible land uses, which can make essential services more convenient and accessible for a broader sector of residents, rather than the separation of different land uses. As our community grows and expands in the future, the character, scale, and pattern of new development should reflect Wahpeton’s traditional Midwest town environment. In line with the character of midwest communities, Wahpeton should prioritize the Twin Towns downtown as its civic, commercial and cultural core, provide community gathering places, and create a definable town edge. New residential neighborhoods and commercial districts should be designed with strong connections to the existing community patterns, streets, public facilities and services, parks, recreational facilities, and trails.



Offer housing options for all stages of life

To meet the changing needs and preferences of existing and future residents, the City should encourage developers and property owners to create a broader range of housing options. New types of housing will be needed to meet changing housing needs driven by residents’ lifecycle stage, demographic shifts, and affordability needs. Both new and rehabilitated housing opportunities should be considered for creating new types of housing options. Over the next twenty years, it will be particularly important that the City offers broader senior-friendly housing options for our growing number of senior residents.



Revitalize downtown as the civic, commercial and cultural heart of our community

Downtown is the heart of our community where civic, commercial, cultural and recreational activities come together to create a unique place and experience. Returning a broad variety of vibrant businesses and community institutions to Dakota Avenue – Wahpeton’s “Main Street” – and the civic green will create a desirable shopping and entertainment destination for the community and the Twin Towns region. Downtown should become, and be positioned as, the primary social gathering place and business hub of the Twin Towns region. Businesses and institutions that serve the community-at-large should be retained in downtown, both new establishments and the relocation of existing establishments currently located outside of downtown. Commercial districts outside of downtown should be complementary, not competitive. To support downtown as “the place to go”, greater care and more pride are needed for the downtown environment, including buildings, streets, sidewalks and open spaces.

Provide convenient connections to destinations

The provision and maintenance of a good transportation system is a key element of our community’s high quality of life. Our system of streets, highways, sidewalks and trails should provide convenient connections to destinations within the community. The system should also ensure that driving, walking, and biking are safe, comfortable, and enjoyable. Areas planned for redevelopment or new development should be considered for improvements to the transportation network as well, such as street extensions, sidewalk gaps and trail loops. In particular, our community’s quality of life will improve with convenient connections for neighborhoods to shopping districts, essential services, public facilities and parks. Over the next twenty years, it will be particularly important that the City provides more senior-friendly transportation options.





Grow and diversify our economy and job opportunities

Wahpeton will continue to diversify its economy from its original agricultural dominance to a more balanced and sustainable mix of services, manufacturing, agriculture, retail and tourism or “SMART”. As technological, economic, demographic and other changes occur, it is critical that the community continuously adapt its economy to identify specific gaps and niches that it can fill, drawing on its locational advantages. The community also needs to strike a balance between recruiting new businesses from outside the region and fostering Wahpeton’s tradition of strong entrepreneurial spirit. Growth and diversification of our economy will provide greater job opportunities in the community, which will enable us to retain and attract more residents to the community.

Create a senior-friendly community

As a larger share of our community’s population will enter senior citizen age groups over the next twenty years, we strive to create a more senior-friendly community or a “Community for a Lifetime.” Our community will strive to improve our physical, service and social infrastructure to be more senior-friendly. Physical infrastructure improvements include applying universal design principles to housing, parks, trails and streets; increasing the variety and affordability of housing; and improving mobility through better transportation options. Service infrastructure improvements include increasing availability of essential community services, recreational options, cultural opportunities, and affordable support services. Social infrastructure improvements include increasing paid/volunteer opportunities, improving physical/mental health and safety, strengthening informal social networks, and creating opportunities for intergenerational interaction.



Enhance our community institutions, gathering places and entertainment opportunities

A major element of Wahpeton's high quality of life is our wealth of major community institutions, public gathering places and entertainment opportunities. To maintain our high quality of life, optimize our economic development potential, grow regional tourism, and attract new residents and businesses, we must continue to enhance our existing community assets. In addition, we strive to add entertainment opportunities that are desirable for improving the quality of life for existing and future residents. These unique community assets include our community schools, city library, ND State College of Science, Circle of Nations Indian School, Southeast Region Career and Technology Center, Chahinkapa Zoo, Chahinkapa Park, Prairie Rose Carousel, Prairie Rose Chapel, Bois de Sioux Public Golf Course, Richland County Historical Museum, Stern Sports Arena, Stern Cultural Center, Blikre Activities Center/Werre Arena, Kidder Dam Recreation Area, Red River levee trail/greenway, City Hall, County Courthouse, Community Center, and others.



Provide high quality and cost-efficient public services

With the aging of Wahpeton's public infrastructure comes the need for significant maintenance and upgrading of the City's water, sanitary sewer, storm water management and flood protection/levee systems. Wahpeton is committed to providing a full range of high quality public services for the long-term benefit of our community. Our public services should be planned and constructed in the most cost-efficient manner without sacrificing the quality of the services. The reinvestment needs in existing developed areas must be balanced with accommodating future expansion areas. This effort will be most effective by working in partnership with the City of Breckenridge to identify and coordinate shared services where appropriate.





Chapter 3

Community Context

"The Red River of the North forms one of the most fertile river valleys in the world. At the great river's headwaters lies the City of Wahpeton, regional hub for the Wahpeton-Breckenridge 'Twin Towns' region connecting southeastern North Dakota and western Minnesota."

Current Context

Regional Setting

Wahpeton, a community with a population of almost 7,800 in 2010 is located 50 miles south of Fargo-Moorhead MSA, about 240 miles northwest of the Twin cities, Minnesota and about 180 miles north of Sioux Falls MSA, in South Dakota. The city is located in a major agricultural region and heavily depends on processing of agricultural products such as sugar beets, barley, corn and other agricultural products. Along with Breckenridge, Minnesota - its "Twin Town" - Wahpeton enjoys the distinction of being a multi-faceted regional hub for higher education, manufacturing and general services in southeastern North Dakota. The city as it exists today has developed north-south along the river in a linear form, although the original townsite was platted in a very compact form around the east-west Great Northern Railroad. Interstate Highway 29 connects Wahpeton to major cities in North Dakota, Minnesota and South Dakota while ND Highway 13 and MN Highway 210 connect it to Fergus Falls, MN.

Physically, the presence of three rivers - Red River of the North, Bois De Sioux and Otter Tail - adds to the aesthetics of the Wahpeton-Breckenridge area and provides a natural setting for outdoor recreational activities. The city is bisected by railroad tracks and highways. Most of the residential development is concentrated on the north side of the city enveloping the North Dakota State College of Science (NDSCS) and the Circle of Nations School. On the south side, the residential neighborhood is intermixed with small industries and businesses and borders on the airport property which dominates the south side. Wahpeton's "Main Street" district is located at



the heart of the community along Dakota Avenue, which also functions as ND Highway 13. As the county seat for Richland County, downtown Wahpeton is also the center for county facilities. In addition to NDSCS and Circle of Nations, Wahpeton is also home to other regional destinations including Chahinkapa Park, Chahinkapa Zoo, Bois de Sioux Golf Course, Prairie Rose Carousel, Prairie Rose Chapel, and the Richland County Historical Museum.

Early Development

In 1871, at the confluence of the Otter Tail and Bois de Sioux Rivers two new towns were born. One town, Breckenridge, was in Minnesota, and the other, Richville was in the new Dakota Territory which was soon to become North Dakota. The town of Richville named after Morgan T. Rich who had settled in the area in 1864, was established in 1869 and is the second oldest city in ND. The westward expansion of the railroad coupled with new settlement policies of the U.S. government were the main reasons for formation of these towns across the river from each other. A Post Office was established December 1, 1871 with Folsom Dow as Postmaster. From 1869 to 1873 Wahpeton was called Richville. In 1873 the name Chahinkapa replaced Richville for a short time. Postmaster Hugh R. Blanding changed the name to Wahpeton on July 24, 1874. The name Wahpeton is derived from the Sioux, meaning 'village of many leaves' or 'dweller among the trees'. The original town was platted in 1869 and began to fill in when the Great Northern (St. Paul, Minneapolis and Manitoba Railroad) reached across the river. Before that, the dominant form of transportation was the famous



Red River ox cart and the ferry boats for carrying people and goods with a history of service since the 1850s. Both of these forms of transportation disappeared after a short time as the railroad made other crossings across the Red River of the North.

In 1873 Wahpeton had a population of 300. Two years later the first school house was built near First Street and Second Avenue. In the summer of 1873 a petition drive was held in Richville, to create Richland County. The petition was sent in with the proper signatures and the county seat was established at the town of Chahinkapa. The county was called Richland, in honor of the first settler in the county, Morgan T. Rich.

By 1880 St. Paul and Pacific Railway extended westward and started the "Dakota Boom". New business including the first flour mill appeared in Wahpeton. The first court house was built in 1882 and the phone service arrived in 1884. Wahpeton was gearing up for a much larger population in the late 1870s and early 1880s.

What triggered the city population to grow by the mid 1880s was the first Dakota boom which brought hundreds of new settlers into the northern Dakota Territory. At this time Richland County enjoyed a population of 9,000 and Wahpeton was the service center of this new growing area. Wahpeton was organized as a town in 1882 and incorporated as a city in 1887. In about 15 years, the new town had four hotels, six boarding houses, two restaurants, one opera house, three banks, three newspapers, four lumber yards, fifteen saloons, one beer bottling manufacturer, four barbershops, three hardware



stores, three clothing stores, two drug stores, and a number of general stores. The wooden sidewalks were installed in 1882 and the city began to look at water and sewer needs. At the time when North Dakota gained statehood in 1889, the Methodist Church established the Red River Valley University in Wahpeton. The campus was bought by the State in 1903 and the new name became the North Dakota State School of Science. An Indian school (Circle of Nations) was established in 1904. The first city water service began in 1895. Wahpeton-Breckenridge Street Railway Co. organized in 1907 and functioned until 1925 providing a regular linkage between Wahpeton and Breckenridge. As the new century marched on, Wahpeton attracted new services and it grew to about 2,500 by 1910. By 1914, Richland County needed a new court house. 1918 brought hard pavement to make Dakota Avenue and Seventh Street more passable. A new library was built in 1923 and major additions to the schools began in 1929. During the Great Depression, Wahpeton grew to a population of 3,750 by 1940. Similar development took place in Breckenridge although the growth was slower. By 1940 Breckenridge had a population of 2,750 making a combined population of 6,500 for the two cities.

The arrival of the automobile heavily influenced the growth of the city, as it added to the mobility of population. The railroad was still the dominant form of transportation for longer distances, but the automobile definitely helped the population growth. Wahpeton continued its steady growth through the succeeding decades as a service center in southeastern North Dakota. Because of the uniqueness of its educational offerings by the College of Science, it also established itself as a training center for a wide range of vocations. In the 1970s, the city focused on manufacturing of agricultural related products, a tradition which it has carried on since and is likely to continue in the future.

Natural Environment

The Wahpeton area is in the Agassiz Lake Plain physiographic part of the Central Lowland of the Upper Great Plains. The area is drained to the north via Bois De Sioux, Otter Tail River and the Red River of the North. Precambrian granite consists of the basement underlying rock. The bedrock is overlain by pleistocene glacial drift with thicknesses ranging from 134 to 307 feet. Till and glaciolacustrine deposits act as confining boundaries and are generally not considered aquifers. There are two significant aquifers in the area: the Wahpeton Buried Valley Aquifer and the Wahpeton Sand Plain Aquifer. The Wahpeton Buried Valley Aquifer, from which the City obtains its drinking water, is a buried sand and gravel deposit formed by glacial meltwater and emplaced in a channel carved into the underlying till and/or bedrock deposits. The buried valley enters North Dakota from the southeast just north of Wahpeton and continues to the north-northwest for approximately 15 miles, terminating just north of Abercrombie. The Wahpeton Buried Valley Aquifer varies in width from 0.5 to 1.5 miles and averages 100 feet in thickness. The Wahpeton Sand Plain Aquifer overlies the Wahpeton Buried Valley Aquifer and consists of an upper portion and lower portion. Although it is found at or near land surface, where present, it is irregular and discontinuous. The Wahpeton Buried Valley Aquifer is buried by glacial deposits that average 180 feet in thickness. However, this glacial overburden provides minimal geologic protection due to the coarse-grained nature of the majority of the material within this layer and its ability to retain and transmit water. High capacity wells are possible in both of these aquifers.



The soils in the Wahpeton area largely consist of Fargo series with slow permeability. The soils are typically deep, poorly drained, level to gently sloping and fine textured with high shrink-swell characteristics. The surface layer is black silty clay about eight inches thick, the subsoil is very dark gray, very firm clay about nine inches thick. This series consisting of Fargo Silty Clay, Fargo (silty) Clay Depressional, Fargo Silty Clay Till substratum is high in organic matter, with high fertility and high water capacity, but with very slow runoff.

The union of the Bois de Sioux River from the south and Otter Tail River from the east form the Red River of the North in Wahpeton-Breckenridge area. This river system has a large drainage area. The Bois de Sioux River has a drainage area of 1,967 square miles and the Otter Tail River has a drainage area of 2,043 square miles for a combined drainage of 4,010 square miles above their confluence in the communities of Wahpeton and Breckenridge. Being located in the bed of the Lake Agassiz glacial drift, the river is winding and flat. This flat configuration produces a flooding problem along the entire length of the river system including the areas within the two cities. The peak discharge, in cubic feet per second, varies substantially over time. For example, at the Wahpeton gage just below the confluence of the Bois de Sioux and Otter Tail rivers the 10-year flood event is 5,800 cfs and the 100-year flood

event is 11,600 cfs. The severe flooding in Wahpeton has occurred as a result of a combination of rapid snow-melt and heavy rainfall. Major floods date back to 1897, about 25 years after the first settlement in the area. Other flooding occurrences include 1947, 1950, 1968, 1969, 1979, 1989, 1997, 2001 and 2009. The city presently enforces flood plain regulations which exclude permanent buildings and structures from being constructed in the path of the potential floods. Both Wahpeton and Breckenridge are nearing completion of their significant flood protection projects.

Current Population & Household Demographics

Population

The current population of Wahpeton, based on the 2010 U.S. Census, is estimated at 7,766. The City's population declined by about 800 people or almost 10% from 2000 to 2010. Richland County, the City of Breckenridge, and Wilkin County experienced similar declines over the past decade. This down trend in Wahpeton's population follows small declines during the 1980s and 1990s.

Table 3.1: Population Trends 1890-2010, Wahpeton & Richland County

<i>Year</i>	<i>City of Wahpeton</i>	<i>% Change</i>	<i>Richland County</i>	<i>% Change</i>	<i>Wahpeton as a % of Richland County</i>
1890	1,510		10,751		14.0%
1900	2,228	47.5%	17,387	61.7%	12.8%
1910	2,467	10.7%	19,659	13.1%	12.5%
1920	3,069	24.4%	20,887	6.2%	14.7%
1930	3,176	3.5%	21,008	0.6%	15.1%
1940	3,747	18.0%	20,519	-2.3%	18.3%
1950	5,125	36.8%	19,865	-3.2%	25.8%
1960	5,876	14.7%	18,824	-5.2%	31.2%
1970	7,076	20.4%	18,089	-3.9%	39.1%
1980	9,064	28.1%	19,207	6.2%	47.2%
1990	8,751	-3.5%	18,148	-5.5%	48.2%
2000	8,586	-1.9%	17,998	-0.8%	47.7%
2010	7,766	-9.6%	16,321	-9.3%	47.6%

Source: U.S. Census

Table 3.2: Population Trends 1960-2010, Selected North Dakota Cities

Cities	1960	1970	1980	1990	2000	2010	1970 -1980	1980 - 1990	1990 - 2000	2000 - 2010
Wahpeton	5,876	7,076	9,064	8,751	8,586	7,766	28.1%	-3.5%	-1.9%	-9.6%
Devils Lake	6,299	7,078	7,442	7,782	7,222	7,141	5.1%	4.6%	-7.2%	-1.1%
Dickinson	9,971	12,405	15,924	16,097	16,010	17,787	28.4%	1.1%	-0.5%	11.1%
Valley City	7,809	7,843	7,774	7,163	6,826	6,585	-0.9%	-7.9%	-4.7%	-3.5%
Williston	11,866	11,280	13,336	13,131	12,512	14,716	18.2%	-1.5%	-4.7%	17.6%
Breckenridge, MN		4,200	3,909	3,708	3,559	3,386	-6.9%	-5.1%	-4.0%	-4.9%

Source: U.S. Census

Historically, the population of Wahpeton experienced consistent growth from its incorporation in 1887 to the 1980s. In contrast, Richland County's population peaked around 1930. Due to the declining farm population and the rural-to-urban migration trends, the County has been declining in population since the 1930s. As a result, Wahpeton's percentage of the County's population grew significantly during this time from 15% to almost 50%. Table 3.1 summarizes historical population trends for the City of Wahpeton and Richland County. Table 3.2 provides a comparison of population trends for selected similar size cities in North Dakota, as well as Breckenridge, from 1960-2010. Over the past four decades, Wahpeton's population trend has been comparable to these similar size cities with the exception of the most recent decade. For the 2000-2010 time period, Wahpeton experienced the largest decline, followed by Breckenridge.

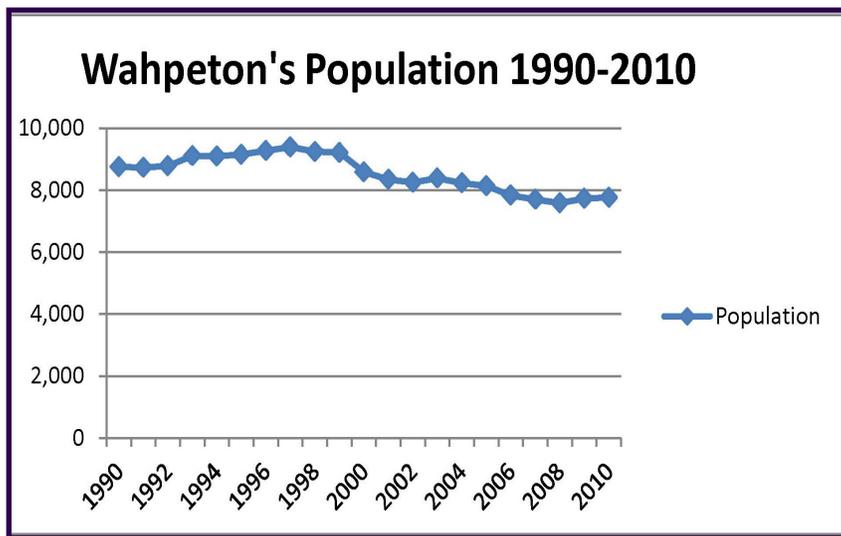


Figure 3.1: Wahpeton's population trend 1990-2010

Number of Households

Wahpeton was estimated to have approximately 3,100 households in 2009, which is a 4.8% decline from 2000. Richland County, the City of Breckenridge, and Wilkin County experienced similar declines over the past decade. Table 3.3 provides a comparison of number of households for Wahpeton, Breckenridge, Richland County, and Wilkin County for 1990-2000.

Table 3.3: Number of Households Trends

	1990	2000	2009	1990 - 2000	2000 - 2009
Wahpeton	2,967	3,254	3,098	9.7%	-4.8%
Richland County	6,518	6,885	6,677	5.6%	-3.0%
Breckenridge	1,477	1,438	1,343	-2.6%	-6.6%
Wilkin County	2,805	2,752	2,623	-1.9%	-4.7%

Source: U.S. Census, 2010 Housing Study

Average Household Size

In general, average household size has been trending down in recent decades. In Wahpeton, average household size declined from 2.49 to 2.28 in the 1990s. Based on estimates for 2009, it appears that average household size rebounded back to its 1990 level in Wahpeton.

Table 3.4 provides a comparison of average household size trends for Wahpeton, Breckenridge, Richland County, and Wilkin County for 1990-2000.

Table 3.4: Avg Household Size Trends

	1990	2000	2009	1990 - 2000	2000 - 2009
Wahpeton	2.49	2.28	2.49	-0.21	+0.21
Richland County	2.55	2.43	2.49	-0.12	+0.06
Breckenridge	2.43	2.38	2.40	-0.05	+0.02
Wilkin County	2.63	2.54	2,46	-0.09	-0.08

Source: U.S. Census, 2010 Housing Study

Population by Age

Table 3.5 shows population change from 2000-2010 based on U.S. Census data for year 2000 and Claritas' 2010 estimate from the 2010 Wahpeton-Breckenridge Housing Study. Three age groups were estimated to grow in population between 2000-2010: 45-54, 55-64, and 85 & over. The 15-20 age group has the largest decline with a loss of almost 600 people, which is a 35.2% decline. The age groups estimated to have the next largest declines are 21-24, 35-44, and 75-84.

Annual Household Income

Annual household estimates in the 2010 Housing Study found that the number of households with annual incomes of \$50,000 or more has increased over the past ten years, while the number of households with incomes less than \$50,000 has decreased. The median household income in 2010 was estimated at \$41,056, compared to \$33,097 in 2000, an increase of 24%. Table 3.6 shows annual household income for 2000 and 2010.

Table 3.6: Annual Household (HH) Income 2000-2010

Household Income	No. of HHs 2000 U.S. Census	No. of HHs 2010 Estimate	Change in Household Income 2000-2010
\$0-\$14,999	777	530	-247(-31.8%)
\$15,000-\$24,999	439	371	-68(-15.5%)
\$25,000-\$34,999	506	328	-178(-35.2%)
\$35,000-\$49,999	681	560	-121(-17.8%)
\$50,000-\$74,999	562	628	66(11.7%)
\$100,000-\$149,999	153	268	115(75.2%)
\$75,000-\$99,999	104	156	52(50.0%)
\$150,000+	30	69	39(130.0%)
Total	3,252	2,910	-342(-10.5%)

Source: U.S. Census, 2010 Housing Study

Table 3.5: Population by Age 2000-2010

Age	2000 U.S. Census	2010 Estimate	Change in Population 2000-2010
0-14	1,494	1,254	-240(-16.1%)
15-20	1,672	1,083	-598(-35.2%)
21-24	727	510	-217(-29.8%)
25-34	980	899	-81(-8.3%)
35-44	1,101	824	-277(-25.2%)
45-54	958	974	16(1.7%)
55-64	542	833	291(53.7%)
65-74	463	364	-99(-21.4%)
75-84	427	277	-150(-35.1%)
85 & over	222	251	29(13.1%)
Total	8,586	7,269	-1,317 (-15.3%)

Source: U.S. Census, 2010 Housing Study

2030 Projections

Projections Approach

In order to prepare an effective long-term Comprehensive Plan for the City, it is necessary to establish projections for the City’s population and number of households in 2030. In particular, the City needs to identify the general range of additional households that are anticipated between now and 2030 to be able to guide an adequate quantity of land and locations for residential land uses to accommodate the anticipated housing growth needs. Our approach to this task is essentially as follows:

- analyze the trends in Wahpeton’s/Breckenridge’s population, number of households, and average household size;
- understand existing 2030 projections that are relevant to Wahpeton, such as the 2010 Housing Study for Wahpeton/Breckenridge and U.S. Census Bureau projections;
- understand trends and available projections at the county and state level;
- develop alternative population projection scenarios between now and 2030;
- develop alternative projections for number of households and average household size;
- identify quantity of residential land needed for the projected number of households;
- identify the preferred land development areas to accommodate the anticipated housing growth.

Assumptions & Findings

1. The 2010 Wahpeton/Breckenridge Housing Study estimates population loss from 2000 to 2009 for Wahpeton (-15.3%), Richland County (-10.9%), Breckenridge (-9.7%), and Wilkin County (-12.6%).
2. Wahpeton’s population (annual change) has been declining on average since 1990, see Table 3.7.

Table 3.7: Average Annual Population Trends

	20-Year Trend	15-Year Trend	10-Year Trend	5-Year Trend
Annual Change in Number of Residents	-49	-92	-82	-73
Annual Change in %	-0.6%	-1.1%	-1.0%	-0.9%

3. In line with the ongoing rural-to-urban migration trend in the U.S., Richland County has been generally losing population since 1940 while Wahpeton continued to grow until the 1980s. Since 1990, Wahpeton’s population loss has been pretty similar to that of Richland County.
4. In spite of Wahpeton’s population loss from 1990 to 2000, the number of households continued to increase. However, from 2000 to 2010, the continued population loss also resulted in a decrease in the number of households.
5. Average household size has been decreasing in Wahpeton and Richland County, in line with national trends.
6. Based on the 2010 Wahpeton/Breckenridge Housing Study, population and number of households will continue to decline through 2015.
7. U.S. Census Bureau is projecting North Dakota’s population to continue decreasing through 2030; -0.8% (2000-2010), -1.0% (2010-2020), -3.7% (2020-2030).
8. The North Dakota State Data Center (NDSDC) projected that Richland County’s population will continue to decrease through 2020 by -2.0%. Based on the significant 2000-2010 decline in population for Wahpeton (-9.6%) and Richland County (-9.3%), this projection made in 2003 may be a bit conservative.
9. The NDSDC identifies three leading trends that are influencing the state’s future population: rural-to-urban migration, out-of-state migration of young adults & young families, and an increasing proportion of elderly residents. Based on the demographic findings in the 2010 Housing Study, all of these trends appear to be impacting Wahpeton.
10. Based on local, regional and national population trends and projections, Wahpeton should plan for its population to decline somewhat or possibly stabilize between now and 2030.

2030 Population Projection Scenarios

In order to identify a reasonable 2030 population projection, we explored several alternative population growth/decline scenarios based on five-year time periods. Three of these population projection scenarios are below. These scenarios give us a range of population numbers to consider for 2030. The worst case scenario explored is Scenario A, which is to extend the current trend of declining population out to 2030 and results in a 2030 population of 6,352 residents. Scenario B shows the City's population current declining trend softening after 2015 and then stabilizing through 2030, which results in a population of 7,384 in 2030. The best case scenario explored is Scenario C, showing the City's population stabilizing in 2015, then growing from 2015 to 2030, and resulting in a 2030 population of approximately 8,800 residents.

Recommended 2030 Population & Household Projections

Based on the population projection scenarios explored, the 2030 population is projected to be in the range of 7,400 to 8,800 residents, essentially the same or fewer residents than today. In the most optimistic scenario, it is not anticipated that Wahpeton's 2030 population will exceed its previous peak population of almost 10,000. Based on this population projection and the 2010 Wahpeton-Breckenridge Housing Study's findings and projections, the number of households in 2030 are projected to be in the range of 2,800 to 3,500 households.

Table 3.8: Three Alternative 2030 Projection Scenarios

A. Current Trend of Population Decline through 2030

	2010	2015	2020	2025	2030
Population	7,766	7,385	7,023	6,679	6,352
5-Year Change	-366	-381	-362	-344	-327
5-Year Change %	-4.5%	-4.9%	-4.9%	-4.9%	-4.9%
Annual Change	-73	-76	-72	-69	-65
Annual Change %	-1.0%	-1.0%	-1.0%	-1.0%	-1.0%

B. Stabilizing Population after 2015

	2010	2015	2020	2025	2030
Population	7,766	7,385	7,203	7,203	7,384
5-Year Change	-366	-381	-183	0	182
5-Year Change %	-4.5%	-4.9%	-2.5%	0%	2.5%
Annual Change	-73	-76	-36	0	36
Annual Change %	-1.0%	-1.0%	-0.5%	0%	0.5%

C. Slight Population Growth after 2015

	2010	2015	2020	2025	2030
Population	7,766	7,385	7,572	7,958	8,786
5-Year Change	-366	-381	186	386	828
5-Year Change %	-4.5%	-4.9%	2.5%	5.0%	10.4%
Annual Change	-73	-76	37	77	166
Annual Change %	-1.0%	-1.0%	0.5%	1.0%	2.0%

Community Input

As part of updating Wahpeton's Comprehensive Plan, Hoisington Koegler Group (HKGi) planning consultants facilitated stakeholder listening sessions over a two-day period in November 2010. The purpose of these meetings was to gain input upfront from key stakeholder groups regarding the issues and opportunities confronting the community today and in the future. HKGi coordinated with City Staff to organize and schedule these listening sessions. In total, there were 16 stakeholder listening sessions, including small group and individual meetings, involving approximately 70 citizens. The intent was to use the input from these stakeholder listening sessions to guide the updating of the City's Comprehensive Plan.

The comments and issues are organized and summarized around the following general topic areas relating to the Comprehensive Plan:

- Land Use, Development & Growth
- Housing & Neighborhoods
- Business & Employment
- Transportation
- Recreation, Parks & Trails
- Public Facilities – Civic, Educational & Cultural
- Public Utilities

A full summary of community input from the stakeholder listening sessions can be found in a separate report entitled [2030 Comprehensive Plan Stakeholder Listening Sessions: Summary of Input](#).

Land Use, Development & Growth

Appropriate land use balance & patterns

In general, stakeholders were most concerned about ensuring that future land uses enabled adequate job growth. Future land use issues identified were adding modern/professional office buildings and ensuring that expansion of industrial businesses is done environmentally.

Quality/character of development

The major concerns about development/redevelopment in the community are the future character of commercial development along Highway 210, the character of recent development in the city, and the perceived City regulation barriers to development.

Attracting community growth

Stakeholders identified a number of issues related to community growth. The biggest issue identified was the large number of Wahpeton employees that do not live in the city. The primary reasons for this situation seem to be the lack of desirable jobs for spouses of employees, more desirable community options outside of Wahpeton, and limited housing options in Wahpeton. Other factors limiting community growth that were identified include competing places to live (Lake Country, Fargo, Fergus Falls), seniors moving out of town to be near kids and/or senior services, and quality of life gaps in Wahpeton. There were some concerns that Wahpeton lacks some quality of life amenities, such as natural amenities, vibrant downtown, shopping, entertainment, senior services, etc. These quality of life issues may result in people not choosing to move to Wahpeton and residents choosing to move elsewhere.

Housing & Neighborhoods

Senior housing options

In general, concerns about the availability of good senior housing options as well as essential services for senior residents in the community.

Downtown housing options

Stakeholders expressed interest in the City supporting the development of unique and desirable housing options in downtown Wahpeton.

Other housing gaps

In addition to senior housing and downtown housing, the City would benefit from expanding the types of housing options in Wahpeton, including housing that would attract people currently commuting to Wahpeton for jobs to move here, better rental housing, and fixed-up older houses in the heart of town.

Neighborhood challenges

The City has the potential to improve the community's existing neighborhoods including efforts to improve existing older houses and adding neighborhood amenities, such as trails, retail businesses and public gathering places.

Business & Employment

Downtown physical environment – quality of buildings & streets

There were many concerns with the continuing deterioration of downtown's physical environment and the inadequate reinvestment in older/historic buildings, storefront facades, streets, and sidewalks. The City is seen as not taking care of its maintenance responsibilities in downtown, including sidewalks and City-owned buildings, most notably the old City Hall building.

Downtown retail – mix of stores

Stakeholders were concerned about the declining mix of retail stores and restaurants downtown and increasing store vacancies. They also expressed their desires for keeping businesses downtown, such as attracting chain stores to redevelopment sites, creating links to the college, and increasing jobs in downtown.

General retail challenges and opportunities for Wahpeton

Input was mostly positive regarding the recent opening of the Walmart store along Highway 210, which is outside of downtown Wahpeton. Many stakeholders felt that Walmart makes available many basic retail goods that were no longer available within Wahpeton. The major concerns regarding retail in Wahpeton is the challenge of attracting additional desirable retail stores to the city, since it is a smaller city and currently declining in population. Potential competition between downtown retail and the Highway 210 commercial area was not a big concern.

Employment environment

Stakeholders placed a lot of emphasis on the need for Wahpeton to continue focusing on job growth. Major employers include large industrial businesses and the various schools. The major concerns identified were the necessity of jobs to prevent further declines in the city's population, limited job opportunities for spouses of new employees in Wahpeton, the high level of Wahpeton employees that commute from outside the city, and the challenges of shift work at the large industrial employers.

Industrial environment

The community's large industrial business sector is highly valued by stakeholders. There is a strong relationship between many of the industrial businesses in Wahpeton

and NDSCS students and programs. The major concerns regarding the industrial environment in Wahpeton is the decline in local businesses and small entrepreneurial businesses, need for diversification of businesses, limited incentives for expansion, and limited workforce capacity within the community.

Medical services environment

Although Wahpeton residents do have access to some medical services within the community, including Breckenridge, many specialty medical services require travel to Fargo or Fergus Falls. The major concerns were some gaps in essential medical services (such as dialysis) available within the community and the challenges of arranging transportation to Fargo or Fergus Falls for specialty medical services, particularly for seniors.

Transportation

Input regarding transportation identified the community's multi-modal assets, including great railroad, airport, and interstate highway access. The major concerns with the community's transportation system are the need for improved walk/bike access within downtown and to the new Hwy 210 commercial area and improved public transportation options (within Wahpeton and to services in Fargo and Fergus Falls).

Recreation, Parks & Trails

Parks, walking & biking trails

The community's parks and recreation facilities were viewed as major community assets, including the new levee trail. The biggest opportunities identified were filling in gaps in the trails network, particularly for biking around the community and connecting to the new commercial area along Highway 210.

Access to the river for recreation

Opportunities were identified for improving access to the Red River for recreational uses, including canoeing, camping, and birdwatching. Although the new levee is definitely a major asset, opportunities for making the levee easier to cross between the community and the river should be explored.

Public Facilities – Civic, Educational & Cultural

Library

The City's library was identified as a highly valued community asset that has significant potential to be expanded and improved. The library's assets include its historic building, outdoor lawn "village green", technology resources, event programming, public gathering place function, partnership with college's library, and building expansion potential.

Public gathering places

A number of public gathering places were identified in the community, including both indoor and outdoor facilities. Many of them are indoor at the college or the community schools. There appears to be an opportunity to create more outdoor public gathering places within the community, particularly in the downtown area. The new Twin Towns Gardeners' Market held on the library's lawn once a week created a new public gathering place/event.

Civic center

Downtown Wahpeton was originally designed with a traditional civic center and County seat that includes the County Courthouse, City Hall, and City Library organized around a central lawn. This civic center has been weakened by the vacant & deteriorating City Hall building to the east, the surface parking lot to the west, and the closing off of 5th Street. The 2006 downtown plan recommended that downtown Wahpeton-Breckenridge be positioned as the social gathering place and hub of the Twin Towns region. Retaining the historic civic center as a functioning and beautiful place would strengthen the historic character of the community and the vibrancy of downtown Wahpeton.

Arts

A number of arts assets were identified by stakeholders. The sum of these individual entities does not seem to add up to a strong arts community or center in Wahpeton. The arts initiatives involve Wahpeton and Breckenridge, as well as NDSCS. For example, the 2006 downtown plan recommended that the City work with the Three Rivers Art Council to create an arts center in downtown Wahpeton. The Red Door art gallery is now open and serves as the City's Visitors Center. A combination of public funds, volunteer hours and private donations helped the renovation of the

old National Bank building on Dakota Avenue come to fruition.

Cultural

A number of assets that define the community's culture were identified by stakeholders, including the Chahinkapa Zoo, Richland County Historical Museum, college, Stern Cultural Center, Stern Arena, senior center, historic buildings, etc. These assets are not managed by a single entity, so preserving and enhancing them requires coordination across agencies (county, city, park board, college, seniors, etc.) and community grassroots efforts.

Education

Stakeholders identified the community's educational assets, including the state college, county vo-tech center, public K-12 school system, and private schools. The biggest issues identified were declining students, both at the college and K-12 public schools, building vacancies & reinvestment needs, and continued sharing of facilities between the schools and the general public.

Entertainment

In general, stakeholders expressed concerns that there is a lack of entertainment or "things to do" in Wahpeton, particularly for teenagers, young adults, and seniors.

Tourism

Tourism opportunities were mentioned by some stakeholders, focused mainly on strategies for marketing the community.

Public Utilities & Services

If the community continues to pursue expansion of its industrial sector, there may be some constraints posed by utility capacities, costs, and environmental impacts.

Chapter 4

Land Use Management

"Land Use Management is the local government process (planning) of determining the way land should be used and developed in a community, and the implementation (regulation) of tools to ensure that such use and development occurs." [North Dakota Planning Handbook]

The Land Use Management chapter establishes our desired community land use and development patterns over the next twenty years or 2030, including residential, business, industrial, public, mixed-use, parks/open space, and agricultural. Incorporated as a City almost 125 years ago, Wahpeton is a community with well-established land use and development patterns. This chapter is intended to guide the evolution of our community relating to preservation, redevelopment and expansion of land within the City. The Vision for the Future and Guiding Principles provide the foundation for the Land Use Management chapter.

This chapter consists of the following components:

- **Our Community Patterns** describes our community's inherited and evolved land use and development patterns;
- **Land Use Categories** defines the City's general land use categories;
- **Existing Land Use Patterns** summarizes and maps our existing land use patterns;
- **2030 Planned Land Use Patterns** describes and maps future land use designations for all land within the City and provides the primary basis for establishing zoning district boundaries and regulatory tools;

- **Land Use Goals & Policies** establishes the City's general land use goals and policies for achieving the Plan's Vision and Guiding Principles;
- **Housing Development** describes the community's housing stock, challenges, opportunities, goals and policies;
- **Economic Development** describes the community's business sectors, employment, wages, tourism, goals and policies;
- **Historic Preservation** describes the community's historic resources, goals and policies;
- **Growth Management Priorities** provides guidance for phasing of future changes, redevelopment, improvements and expansions to the City's land use and development patterns.



Sound land use management will enable our community to add housing and businesses that enhance our current community development patterns

Our Community Patterns

Wahpeton’s current community patterns have been shaped by a number of major physical elements including rivers, railroad corridors, highways & river bridges, “Main Street” and school campuses.

Rivers: Wahpeton is located at the junction of three rivers and the headwaters of the Red River of the North, where the Bois de Sioux River from the south and the Otter Tail River from the east meet to flow into the Red River. The Red River and Bois de Sioux River form the entire state boundary between North Dakota and Minnesota. To the west of the community is the Wild Rice River which also flows into the Red River of the North. The flat topography of the Red River Valley makes valley communities susceptible to seasonal high water and storm-related flooding. The river levee has a functional and recreational impact on the community. For the most part, the community has not developed along the rivers. The presence of the three rivers creates a beautiful setting for the Wahpeton-Breckenridge Twin Towns area and a natural landscape for the community’s parks, trails and recreation system. The rivers provide the setting for Chahinkapa Park and the Bois de Sioux Golf Course.

Railroad corridors: Like many North Dakota towns, Wahpeton can trace its genesis to the emergence of the railroads. Wahpeton is bisected by railroad corridors both east-west and north-south. The original townsite was

platted in a very compact form along the east-west railroad that crossed the river, just south of Dakota Avenue. This east-west railroad corridor continues to operate today. However, the original north-south railroad that bisected the community, running just east of 11th Street, no longer operates and has been removed. West of downtown, three railroad lines fan out to the west, northwest and north. Today, the north-south railroad line runs alongside County Highway 10 and the City’s current western boundary.

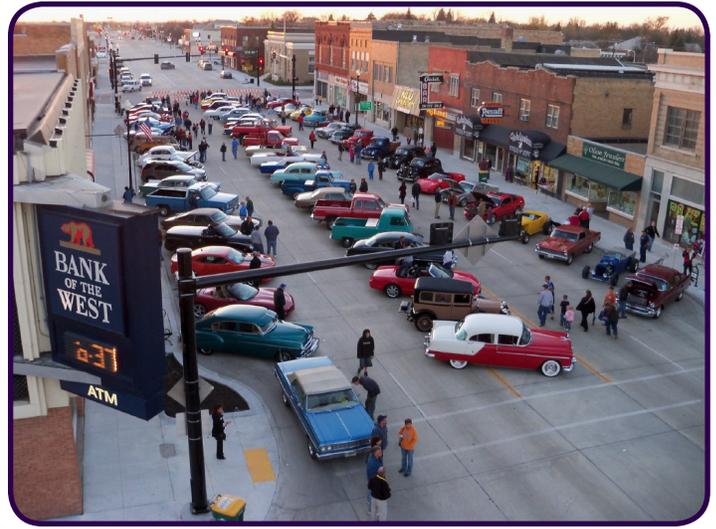
Major highways & river bridges: Wahpeton has three major highways that significantly impact its community patterns. ND Highway 13, which is also Dakota Avenue and our community’s “Main Street”, connects east-west through the center of Wahpeton west to I-29 and east to Breckenridge. ND Highway 210 connects to ND Highway 13 at the west edge of the community and extends north about one mile before extending east over the Red River and connecting to U.S. Highway 75 in Breckenridge. ND Highway 210 was originally built as a bypass road around Wahpeton that would separate truck traffic from local traffic and provide convenient access between the Wahpeton north industrial region and agricultural areas in North Dakota and Minnesota. County Highway 127, which is on the south side, provides a north-south connection between the south side, including the airport and south industrial area, to ND Highway 13, ND Highway 210 and downtown. To the north of the City, County Road 87 and County Road 10 provide connections to Wahpeton’s north industrial region.



The Red River of the North begins in Wahpeton and also serves as the community’s eastern boundary



Railroad corridor that runs east-west just south of downtown and Dakota Avenue



Dakota Avenue continues to function as the community's "Main Street"

“Main Street”: Dakota Avenue has been Wahpeton’s “Main Street” since the origins of the town in the late 19th century. In addition, it has been the historic connection across the river to Minnesota, including Breckenridge and Minnesota Avenue, its “Main Street”. Wahpeton’s downtown commercial district extends from the Bois de Sioux River west to 12th Street along Dakota Avenue. Dakota Avenue still retains many of its older, some historic, mixed-use storefront buildings typical of a traditional small town business corridor. The community’s two older neighborhoods directly north and south of Dakota Avenue retain their character of small square blocks and the traditional street grid with Dakota Avenue centrally located between the two neighborhoods. Our community continues to value Dakota Avenue as the heart of the community’s commercial, civic and cultural activities.

School campuses: NDSCS and Circle of Nations Indian School have existed in Wahpeton since the beginning of the last century. These two large school campuses occupy approximately 175 acres and are centrally located in the community, they have had a major influence on the community’s street and development pattern. As the community has expanded to the north and west, development has wrapped around this central campus area. 4th Street and 11th Street are the only two north-south collector streets that connect the original town area, including downtown, to the areas north of the campus. 14th Avenue is the only east-west collector street that connects through the campus area.



Several highways connect to and through Wahpeton which have big impacts on its land use and development patterns



Circle of Nations Indian School campus is centrally located in the community and adjacent to the NDSCS campus

Existing Land Use Patterns

Figure 4.1, City's Existing Land Use Patterns Map, shows the existing land use patterns within our municipal boundaries in 2011. Figure 4.2, ETZ Existing Land Use Patterns Map, shows existing land use patterns within the Extraterritorial Zoning (ETZ). Table 4.1 shows the distribution of existing land uses within the City's current boundaries. The City's existing land use patterns can be described as follows:

Downtown

Downtown consists of a major concentration of commercial, office and mixed-use along Dakota Avenue/ ND Hwy 13. There is also a concentration of public/semi-public uses in downtown, including the county courthouse, law enforcement center, city library, post office, fire station, community center, senior citizens center, chamber of commerce, churches, schools, and medical clinics. The downtown district also has a small amount of residential and warehouse uses.

Business and Industrial

Outside of downtown, the ND Hwy 210 corridor has seen some recent development of commercial businesses, primarily on the city side (east & south) of the highway. Even more recently, a couple of major retail businesses have developed on the highway's west side. The community has two industrial districts: south of downtown/railroad corridor is primarily smaller industries, whereas, the majority of larger industries are located on the north side of town both in the City and in Dwight Township.

Residential

Existing residential land uses are categorized as low density residential, medium density residential, high density residential, and manufactured housing. Almost 80% of residential land uses are single-family detached housing, followed by medium density (8%), high density (7%), and manufactured housing (7%).

Public and Semi-Public

Public and semi-public institutions have a major impact on Wahpeton's land use patterns as they are the third largest existing land use in the community. Centrally located in the community, the NDSCS campus occupies approximately

Table 4.1: Existing Land Uses in the City

Existing Land Use	Acres	Percent of Total
Single/Two Family Residential	405	12.1%
Medium Density Residential	41	1.2%
High Density Residential	36	1.1%
Manufactured Housing	34	1.0%
Commercial	76	2.3%
Office	28	0.9%
Mixed Use	1	0.1%
Industrial	121	3.6%
Warehouse	72	2.1%
Airport	541	16.2%
Agriculture	130	3.9%
Utility	65	1.9%
Public / Semi-Public	435	13.1%
Parks & Open Space	373	11.2%
Parking	7	0.2%
Street & Railroad ROW	624	18.7%
Vacant	345	10.4%
Total	3,333	100.0%

125 acres about 1/2 mile north of downtown. Other major public uses are local K-12 schools, Circle of Nations Indian School, city facilities, county facilities, and the U.S. Armed Guard Reserve Center. This land use category also includes semi-public uses like churches and private schools.

Parks and Open Space

Wahpeton has a wealth of land devoted to parks and open spaces, which is primarily located along the river. This land use category also includes the community's neighborhood parks, Stern Sports Center and the cemetery.

Transportation

Transportation accounts for the City's largest land use, by far, at over 600 acres for street/railroad right-of-way and parking with an additional 540 acres for the airport.

Agricultural

Within the City's current boundaries, there is about 130 acres of agricultural land west of Hwy 210 and Hwy 127.

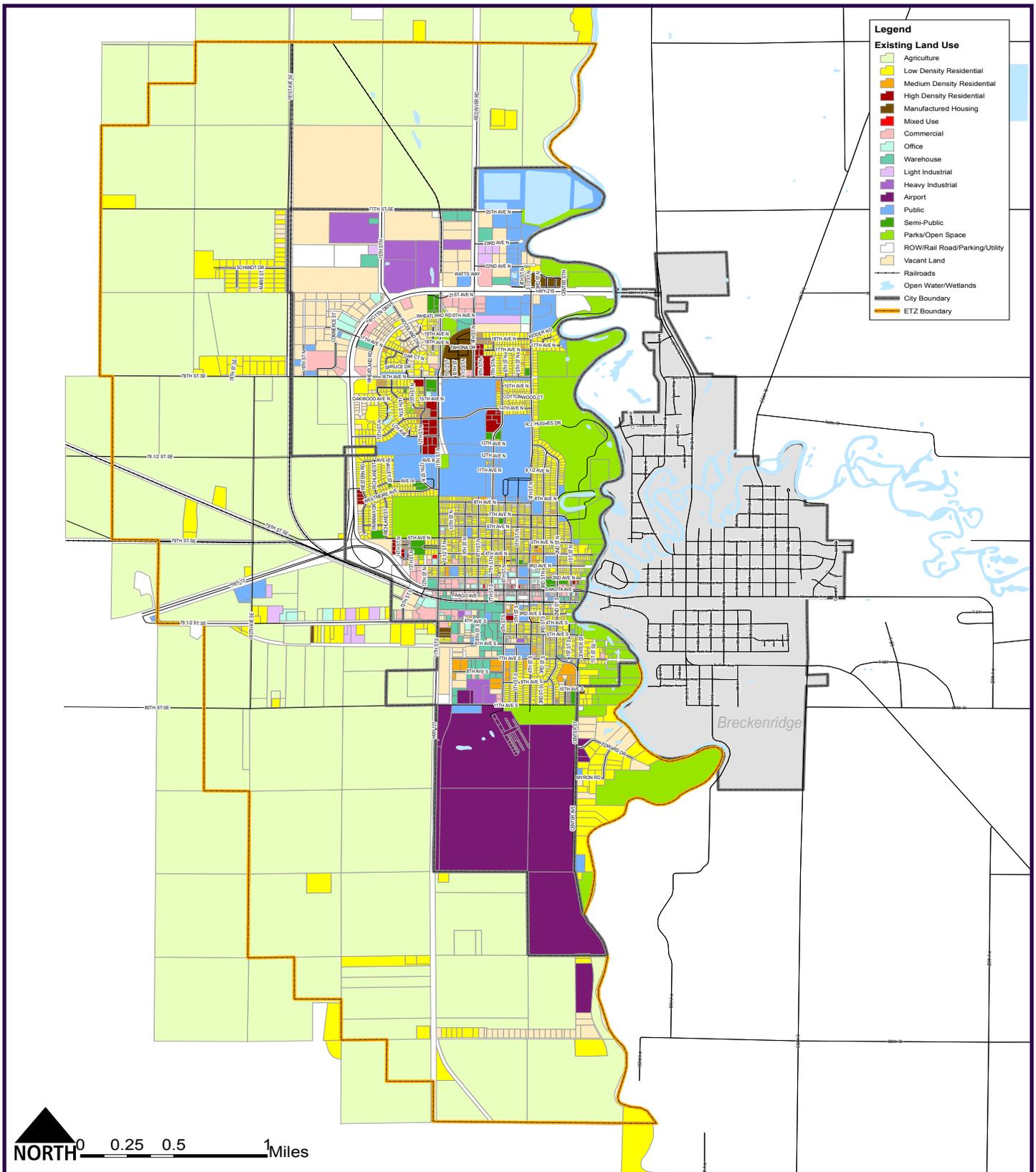


Figure 4.2: City and ETZ Existing Land Use Patterns Map (2011)

Land Use Categories

The 2030 Land Use Plan serves to reinforce desirable land use patterns, identify places where change is needed and guide the form and location for future growth. All land within Wahpeton's city limits and extraterritorial zoning area is placed into one of 13 land use categories. The land use categories are focused on describing the predominant use and form of the land rather than on the property's ownership. The 2030 Land Use Plan establishes some new land use categories for the community, including three categories of residential, three categories of mixed-use, park/open space, and right-of-way.

Mixed Residential (MR)

Mixed Residential captures the pattern which historically developed around the grid street system. Housing types provide a predominantly single-family detached pattern integrated with variety of attached single- and multi-family units. Limited retail and service commercial uses might also factor into this pattern provided the type of business, size and design of the structure "fits" with the surrounding residential pattern.

Detached Residential (DR)

This land use category reflects the predominantly single-family detached subdivisions which have occurred away from the traditional residential neighborhoods adjacent to downtown. In addition to single-family detached homes, also allowed in this land use category would be duplexes.

Attached Residential (AR)

This land use category reflects the residential areas with primarily attached housing types, such as townhomes, condominiums, apartments, and manufactured housing.

Downtown Traditional Mixed Use (DTMU)

Downtown Traditional Mixed Use focuses on continuing the mix of uses found historically in Downtown's core. Land uses include retail, services, entertainment, civic, institutional, offices and housing that are mixed within the lot or a single building. Development and redevelopment in this area should be predominantly vertical in nature with retail, service and civic uses on the ground floor. Housing and offices would be focused on the upper floors.

Our Comprehensive Plan is based upon the following land use categories:

- Mixed Residential
- Detached Residential
- Attached Residential
- Downtown Traditional Mixed Use
- Downtown Edge Mixed Use
- Neighborhood Mixed Use
- Commercial
- Industrial
- Public Institutions
- Park/Open Space
- Airport
- Right-of-Way
- Agricultural



Existing example of attached housing in the community

Downtown Edge Mixed Use (DEMU)

Downtown Edge Mixed Use seeks to have a balance of land uses oriented either vertically or horizontally. Land uses include retail, services, entertainment, civic, institutional, offices and housing. This area is more likely to have uses mixed within a site rather than within the same building.

Neighborhood Mixed Use (NMU)

This land use category includes small-scale business areas located on or at the intersection of minor arterial and collector streets. Business uses in these areas may include retail, service and office. Stacked residential uses may be located in their own building or as part of a mixed-use building. Buildings shall be scaled appropriately to the surrounding neighborhood.

Commercial (C)

Commercial land uses typically include retail goods, services, restaurants and entertainment that provide convenient automobile access. Employment-intensive office uses are also an acceptable commercial use.

Industrial (I)

Industrial land uses include manufacturing, assembly, processing, warehousing, laboratory, distribution, related office uses and truck/transportation terminals.



Downtown's existing land use patterns include a broad mix of land uses and building types



The existing land use patterns of the older neighborhoods adjacent to downtown include a mix of housing types

Public Institution (PI)

Public Institution land uses encompass areas used for educational purposes including the Wahpeton Public School sites, North Dakota State College of Science and Circle of Nations/Wahpeton Indian School.

Park and Open Space (POS)

This land use category includes active and passive recreation areas such as parks, playfields, playgrounds, golf courses, zoo, and natural areas.

Airport (AF)

This land use category includes all areas dedicated to the operation of an airport.

Right-of-way (ROW)

Right-of-way land uses include public and private right-of-way utilized for transportation purposes, including highways, streets and railroads.

Agriculture (AG)

This land use category includes all areas which are predominantly used for farming purposes, including related single-family homesteads.

2030 Planned Land Use Patterns

The 2030 Land Use Plan comprehensively guides the community's land toward a desired future land use pattern. Establishing a future land use plan provides a reasonable level of certainty or predictability in both public and private future investments which would not otherwise exist. The 2030 Land Use Plan is created using the new land use categories established by this Plan. The land use plan is informed by an in-depth exploration of three focus areas within the community:

- Downtown
- Highway 210 Corridor
- Southwest

As part of the planning process, individual visioning sessions were conducted for these three focus areas. These focus area visioning sessions identified key issues, opportunities and preferences for future land uses and development character. Key community stakeholders participated in the focus area visioning sessions.

The 2030 Land Use Plan Map incorporates the analysis, input and findings from the focus area explorations. Figure 4.3 summarizes the changes made to the land use plan for each of the focus areas. Figure 4.4, 2030 Land Use Plan Map, shows the city-wide planned land use patterns as the community evolves over the next twenty years. This map provides the basis for the City's zoning districts and their boundaries. Table 4.2 summarizes the distribution of planned land uses within the City's current boundaries, the ETZ area, and overall.

Table 4.2: 2030 Land Use Plan

2030 Land Use Plan	Within City Boundaries		ETZ Area		Total Area	
	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total
Detached Residential (DR)	355	10.7%	967	16.6%	1,322	14.5%
Mixed Residential (MR)	207	6.2%	0	0.0%	207	2.3%
Attached Residential (AR)	152	4.6%	0	0.0%	152	1.7%
Neighborhood Mixed Use (NMU)	8	0.2%	0	0.0%	8	0.1%
Downtown Traditional Mixed Use (DTMU)	20	0.6%	0	0.0%	20	0.2%
Downtown Traditional Mixed Use (DEMU)	34	1.0%	0	0.0%	34	0.4%
Commercial (C)	234	7.0%	203	3.5%	436	4.8%
Industrial (I)	631	18.9%	46	0.8%	677	7.4%
Public Institution (PI)	212	6.4%	7	0.1%	219	2.4%
Park & Open Space (POS)	350	10.5%	124	2.1%	474	5.2%
Airport (AP)	556	16.7%	22	0.4%	578	6.3%
Right-of-Way (ROW)	574	17.2%	260	4.5%	835	9.1%
Agriculture (AG)	0	0.0%	4,186	72.0%	4,186	45.8%
Total	3,333	100.0%	5,815	100.0%	9,148	100.0%

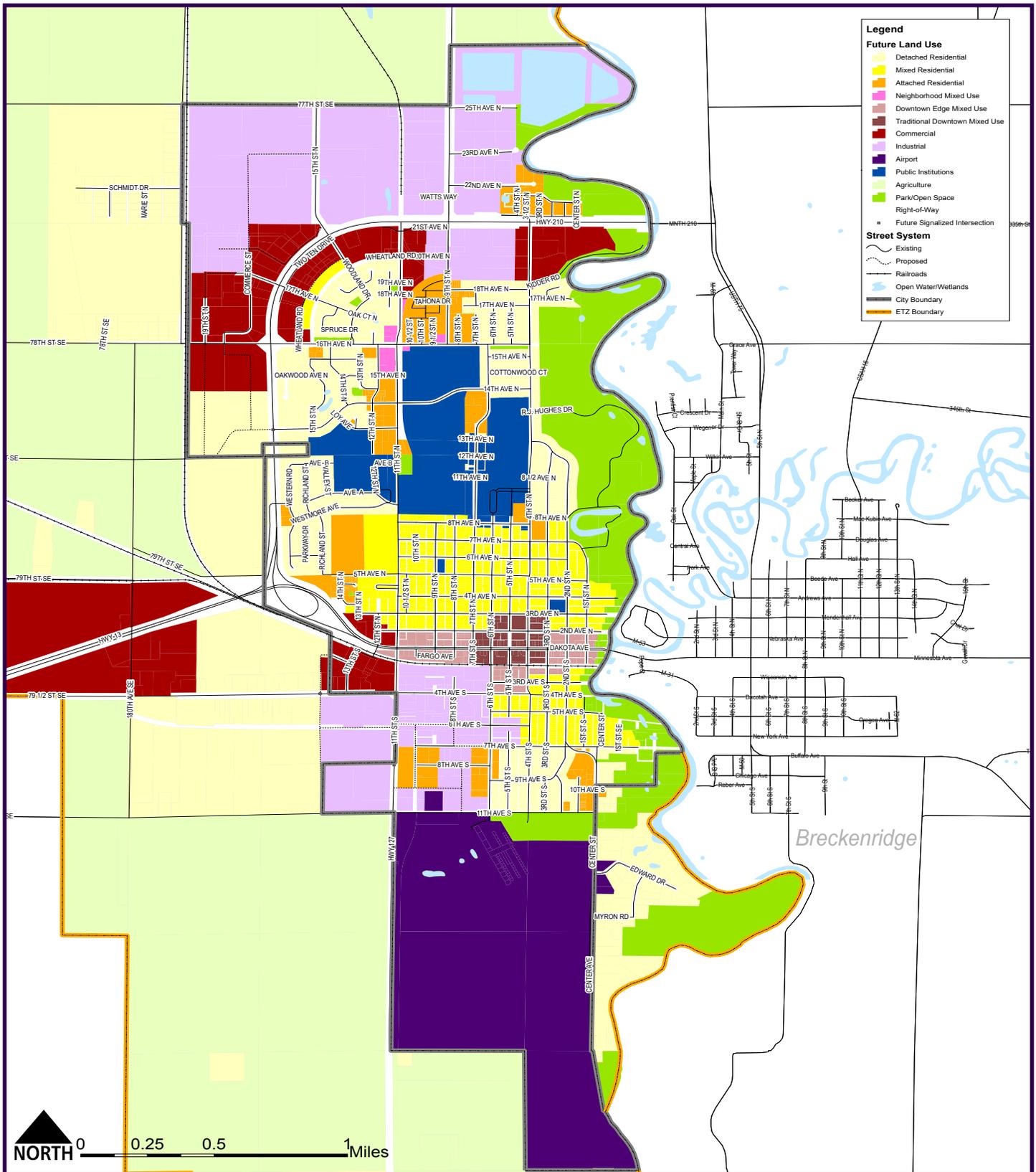


Figure 4.4: City's 2030 Land Use Plan Map
 (Note: Map does not show entire ETZ area)

Land Use Goals & Policies

General Land Use

Goal:

Maintain and enhance Wahpeton's land use and development patterns to ensure that future changes enhance our community's vitality, sense of identity, sustainability, and cost-efficient city services.

Policies:

4.1 Prioritize compatible infill development and redevelopment within the existing city boundary so as to enhance the vitality of the existing community, support efficient land use, and maintain provision of cost-efficient city services.

4.2 Preserve the agricultural areas outside the city boundary so future development can occur in a contiguous and efficient manner.

4.3 Follow the directions of the Growth Management Plan to phase future development in an orderly and efficient manner.

4.4 Ensure consistency between the Land Use Plan and Zoning Map for all properties which have the ability to be connected to public sewer and water services.

4.5 Evaluate requests for property rezoning for their short and long term impacts on the adjacent land uses and the cost-efficiency to the community of extending city utilities and services.

4.6 Evaluate requests to extend city infrastructure to new growth areas using the following guidelines:

- a. The site is identified in the plan as a future growth area.
- b. The site can be served by cost-efficient city infrastructure systems with minimal future investments to increase capacity.
- c. Providers of other government services (i.e. fire, police, public works, education, parks) have been consulted and satisfied that the development can be serviced under existing or planned programming levels.
- d. The plan for development has been designed in consideration of the vision, guiding principles, goals, and policies of the comprehensive plan.

Residential Neighborhoods

Goal:

Enhance our existing residential areas and develop new residential areas as high quality livable neighborhoods that are well-connected to support services and buffered from incompatible land uses.

Policies:

4.7 Encourage the development of a variety of compatible housing types within neighborhoods.

4.8 Promote maintenance and reinvestment in existing residential buildings and properties, neighborhood support services, and public infrastructure.

4.9 Encourage infill and redevelopment to maintain the historical integrity of existing neighborhoods.

4.10 Provide or improve connections between neighborhoods and support services, such as parks, schools, and commercial areas.

4.11 Minimize the use of cul-de-sacs or dead-end streets in new residential areas so as to create connectivity between neighborhoods.

4.12 Encourage neighborhood planning and involvement. Encourage citizens to become involved in their neighborhood for beautification, neighborhood watch, general clean up and property improvement.

Downtown

Goal:

Revitalize our downtown to recapture its economic and social vibrancy and unique sense of place as a traditional downtown that integrates commercial, civic, employment, residential and recreational activities.

Policies:

4.13 Encourage a mix of complimentary land uses in downtown that provide vital functions and keep downtown active with people throughout the entire day, 7 days a week.

4.14 Improve downtown's streets, sidewalks and properties to be comfortable, safe and attractive for walking.

4.15 Strengthen downtown as the center of government services for the County and the City.

4.16 Preserve and strengthen downtown's role as the community and regional focal point for commercial, social and cultural venues and activities.

4.17 Encourage the preservation and rehabilitation of downtown's historic structures.

4.18 Design and implement a system of downtown pocket parks and plazas that offer passive and active spaces for gathering, resting or simply an attractive visual experience.

4.19 Encourage the addition of higher density housing for all incomes and age groups as a component of downtown redevelopment and reuse projects.

4.20 Manage and improve the provision of parking facilities, in partnership with private sector reinvestment, to ensure that downtown's parking facilities are in convenient locations yet preserve the historic integrity of downtown's traditional "Main Street" environment.

4.21 Maintain and implement an up-to-date Wahpeton-Breckenridge downtown plan in collaboration with businesses and building upon the Wahpeton-Breckenridge Downtown Action Agenda 2006.

4.22 Continue to provide financial and technical assistance programs for rehabilitation of downtown business and residential buildings in conjunction with private sector reinvestment.

4.23 Encourage retail business expansion in downtown or contiguous to it in order to preserve and strengthen downtown as the primary commercial hub in Wahpeton.

Commercial

Goal:

Provide inviting, convenient and complementary commercial districts for residents, employees and visitors.

Policies:

4.24 Support development of commercial districts that complement rather than compete with downtown.

4.25 Encourage commercial site and building design that orients higher quality architectural features and elements toward the public street corridors.

4.26 Encourage parking strategies and designs that will minimize the negative impacts of large surface parking lots and improve the customer experience.

4.27 Minimize traffic conflicts and congestion by directing primary access points to be on a side street or commercial side road.

4.28 Use screening and berming between commercial and residential uses that do not hinder logical pedestrian access to sites.

4.29 Ensure the location of buildings and parking lots support a logical traffic pattern and encourage pedestrian movement within the area and to the broader pedestrian network.

4.30 Facilitate redevelopment of dilapidated or underutilized parcels.

Industrial

Goal:

Maintain and expand industrial uses to create a diversified community economy and employment base.

Policies:

4.31 Encourage industrial businesses to locate in designated industrial areas rather than in the commercial areas or downtown.

4.32 Avoid siting future industrial uses in areas surrounded by residential neighborhoods.

4.33 Direct the location and development of businesses generating significant truck traffic to areas with appropriate roadway access and less potential for conflict with general automobile traffic.

4.34 Support establishment of supporting commercial businesses which serve the industrial businesses and where roadway design supports it.

4.35 Use buffers to minimize the impacts of industrial uses on adjacent residential neighborhoods.

Housing

City governments are often held responsible for conditions and issues over which they have limited or no control. Housing is one of these situations. Most of the housing units in the community are privately owned and were built with private funding. Nonetheless, citizens are increasingly looking to city governments to address housing issues and concerns, including expanding the types of housing options (e.g. senior, rental), improving housing affordability, eliminating neighborhood blight from deteriorating housing, and generating new housing development as a means to growing the community's economy.

A key element of the City's 2030 vision is to plan and design Wahpeton as a Community for a Lifetime, a great place to live and grow. The quality and variety

of the community's housing stock will play a key role in achieving this vision. As the regional hub of the Richland-Wilkin Counties region, it is vital that Wahpeton offer a broad range of housing options for all household types, ages, sizes and economic means. In particular, as a larger share of the community's population will enter the senior citizen age groups over the next twenty years, the provision of adequate options and quantities of senior-friendly housing will become increasingly important. In general, the community will benefit from reinvesting in its existing housing stock while strategically developing new housing to meet specific gaps or unmet housing needs in the community and the region.

To address these issues and concerns, the cities of Wahpeton and Breckenridge cooperatively hired a planning consultant to conduct a comprehensive study of the housing conditions and needs in the two cities, which was completed in 2010. The goals of the study were to:

- provide updated demographic data;
- provide an analysis of the current housing stock and inventory;
- determine gaps or unmet housing needs;
- examine future housing trends that the area can expect to address in the coming years;
- provide a market analysis for future housing development; and
- provide housing recommendations and findings.

Community's Housing Strengths

Through statistical data analysis, local interviews and on-site review of the community's housing stock, the 2010 Housing Study identified the following strengths for future housing development:

- *Regional Center* - Wahpeton & Breckenridge function as the regional center for the area, including Richland County, Wilkin County and portions of surrounding counties. The two cities provide employment opportunities, retail/service options, government services, health and professional services, and cultural amenities for a large surrounding trade area.
- *Affordable Housing* - The City has a relatively large existing stock of affordable housing. This

existing stock, when available for sale, provides for affordable options for home ownership.

- *NDSCS* - NDSCS is an excellent two-year accredited college with approximately 2,500 students.
- *Local Housing Developers* - Wahpeton has housing developers that are willing to invest in housing projects in the community, including rental housing, attached ownership housing, and single-family detached housing.
- *Wahpeton EDC and CDC* - The Economic Development Commission (EDC) and Community Development Corporation (CDC) have been active in developing residential subdivisions, building speculative houses, and assisting with commercial/industrial development.
- *Commuting Distance to Fargo and Fergus Falls* - The City is located within commuting distance of Fargo and Fergus Falls, which have employment, service, commercial and entertainment opportunities.
- *Strong School System* - The City has a good public K-12 school system.
- *Water Infrastructure* - Wahpeton's potable water and waste water systems are in good condition and can accommodate future expansion.
- *Downtown Redevelopment* - The City is redeveloping the downtown area, which will enhance Wahpeton as an attractive city to live in.
- *Commercial Development* - Wahpeton's commercial development is adequate to meet daily needs and new commercial development is ongoing.
- *Housing Agencies* - Several housing agencies have the capacity to provide financing and administrative services for housing projects and programs in Wahpeton.
- *House Prices* - Some existing houses are selling at prices in the \$150,000 to \$250,000 range. This price range provides confidence for developers, builders and households to construct new homes.
- *Housing Incentives* - The Wahpeton EDC provides financial incentives to promote new rental housing when resources allow.

- *Tourism* - Wahpeton has several tourism attractions including the Chahinkapa Zoo, Kidder Recreation Area, Bois de Sioux Golf Course and others.

Community's Housing Barriers

The 2010 Housing Study identified the following barriers for future housing development:

- *Competition with Breckenridge* - Wahpeton is competing with Breckenridge as well as other surrounding communities to attract new residents and housing growth.
- *Competition with Fargo and Fergus Falls* - Although it is an asset to be located within commuting distance of Fargo and Fergus Falls, it can also be a barrier to new housing development. These larger cities have more employment, service, retail and entertainment opportunities. These cities' amenities will often make them the preferred location for many households.
- *Quantity of Older Rental Housing Stock* - While the existing rental housing stock is affordable, some of it is old and may need substantial improvement to meet expectations of potential renters. Also, the large number of older rental units creates a high vacancy rate and makes it difficult to construct new rental housing.
- *Housing Agencies* - Although the City has access to several housing agencies, these agencies' housing activity has been limited within the City of Wahpeton.
- *Low Rental Rate Structure* - The community's rental rate structure is low, which makes it difficult to attract developers to construct new rental housing.
- *Limited Land for Housing Development* - The City has limited land available for future housing development.
- *Job Losses* - Although new jobs have been created, the City suffered the loss of a significant employer.
- *Population and Household Losses* - Wahpeton's population and number of households have decreased substantially since 2000.

Housing Goals & Policies

Goal:

Encourage preservation and development of a wide variety of housing options to retain and attract a diverse mix of people and families with varying ages, economic statuses and abilities.

Policies:

4.36 Regularly ensure official controls support the development of new housing, the enhancement of existing housing and the diversification of housing choices.

4.37 Support plan that utilize a comprehensive approach to development and prevent the isolation of small areas of housing among non-residential uses.

4.38 Enforce the building code and zoning regulations to assure upgrading of physical appearance and the quality of the area.

4.39 Encourage the adaptive reuse of existing buildings for housing.

4.40 Support a balanced supply of both owner-occupied housing and rental housing.

4.41 Support the development of additional housing in and near downtown so residents are close to retail, services and amenities.

4.42 Strive to scatter low and moderate income housing throughout the community.

4.43 Partner with regional, state and federal agencies; nonprofit groups; and the private-sector to provide quality, affordable housing and support elderly remaining in their homes.

Economic Development

The economy of Wahpeton, in conjunction with Breckenridge, functions as a regional service hub for the Richland-Wilkin Counties region. Wahpeton will continue to be the regional center for employment, manufacturing, services, wholesale, and retail activities. The Comprehensive Plan sets economic development goals and policies and land use guidance that promote retention and expansion of Wahpeton's economy in the future. Economic development encompasses employment, business activity, wages & income, tourism, and the City's financial resources.

Employment

Wahpeton's employment base has changed and diversified significantly since the 1970s. The community's employment was dominated by agricultural industries until the 1970s when the manufacturing sector began to grow rapidly and Wahpeton became a major manufacturing hub. The City's employment grew steadily through the 1990s, then stabilized in the early and mid 2000s. The number of jobs in the City started to decline in the mid 2000s with more substantial declines in 2008 and 2009. The city had 5,560 jobs in 2009 which was down from 6,438 in 2003 - loss of 878 jobs or a 13.6% decline from 2003 to 2009.

Table 4.3: Wahpeton Employment 2003-2009

Year	No. of Jobs	Change	Change %
2003	6,438	-	-
2004	6,199	-239	-3.7%
2005	6,060	-139	-2.2%
2006	5,836	-224	-3.7%
2007	5,787	-49	-0.8%
2008	5,736	-51	-0.9%
2009	5,560	-176	-3.1%
2003-2009	N/A	-878	-13.6%

Manufacturing continues to be the dominant employment sector and consisted of almost 26% of all jobs in the City in 2009. Local government, which includes the Wahpeton Public School District, is the second largest employment sector at 11.3% of all jobs, followed by: retail trade at 11.1%, health care/social assistance at 9.3%, and state government, which includes NDSCS, at 8.4%.

From 2003-2009, the City experienced a loss of almost 900 jobs. By far, the biggest loss of jobs has been in the manufacturing sector from 2003-2009 with almost 600 less jobs or a 28% decline. Another 200 jobs were lost in the combined sector of administrative/support/waste management/remediation services. The combined government sector lost almost 90 jobs from 2003-2009. The only business sector with a significant increase in employment was retail trade with 92 additional jobs or a 17.5% increase.

The community has a strong foundation of major employers that are critical for preserving and expanding our healthy employment environment. As the regional hub, our major employers will continue to consist of a mix of large

industrial businesses and public entities, such as NDSCS, public school district, Circle of Nations School, and the County. Wahpeton has a strong legacy of innovation, entrepreneurship and job growth. As the national, regional and local economies continue to change, it is critical that the City continue to focus on achieving job growth into the future. In order to be adaptable to change, it is important that the community continue to diversify its employment mix. The community's major concern is the necessity of a healthy employment environment to prevent further declines in the City's population. Another concern is the high number of employees working at Wahpeton companies that choose to commute into Wahpeton rather than move to the community.

The largest employers in the Wahpeton area in 2009 are shown in Table 4.3 below:

Table 4.4: Largest Employers in Wahpeton

Rank	Employer	Business Sector
1	NDSCS	Technical and Trade Schools
2	Minn-Dak Farmers Cooperative	Beet Sugar Manufacturing
3	Wahpeton Public Schools	Elementary & Secondary Schools
4	Primewood, Inc.	Other Millwork
5	Wal-Mart	Warehouse Clubs and Supercenters
6	St. Catherine's Living Center	Nursing Care Facilities
7	WCCO Belting	Rubber and Plastics Hose and Belting Mfg.
8	Comdel Innovation	Contract Manufacturing and Metal Stamping
9	Red River Human Services Foundation	Residential Facilities for Devel. Disabled
10	Cargill	Flour Milling
11	AGCO/Amity/Wil-Rich	Farm Machinery and Equipment Manuf.
12	Richland County	Executive & Legislative Offices
13	Circle of Nations School	Elementary & Secondary Schools
14	Comstock Construction, Inc.	Commercial Building Construction
15	Econofoods	Supermarkets and grocery stores



Table 4.5: Wahpeton Employment by Business Sector 2003-2009

	Wahpeton Number of Jobs 2009	% of total	Wahpeton Number of Jobs 2003	% of total	Change in Number of Jobs 2003- 2009	% Chg 2003 to 2009
Agriculture, Forestry, Fishing & Hunting	89	1.6%	159	2.5%	-70	-44.0%
Mining						
Utilities						
Construction	289	5.2%	288	4.5%	1	0.3%
Manufacturing	1,432	25.8%	1,994	31.0%	-562	-28.2%
Wholesale Trade	214	3.8%	210	3.3%	4	1.9%
Retail Trade	617	11.1%	525	8.2%	92	17.5%
Transportation & Warehousing	152	2.7%	202	3.1%	-50	-24.8%
Information	33	0.6%	53	0.8%	-20	-37.7%
Finance & Insurance	119	2.1%	113	1.8%	6	5.3%
Real Estate & Rental & Leasing	64	1.2%	56	0.9%	8	14.3%
Professional, Scientific & Technical Ser- vices	138	2.5%	150	2.3%	-12	-8.0%
Management of Companies & Enterprises						
Administrative & Support & Waste Mgmt & Remediation Services	139	2.5%	334	5.2%	-195	-58.4%
Educational Services (Private)						
Health Care & Social Assistance	518	9.3%	579	9.0%	-61	-10.5%
Arts, Entertainment & Recreation	50	0.9%	57	0.9%	-7	-12.3%
Accommodation & Food Services	354	6.4%	366	5.7%	-12	-3.3%
Other Services (Except Public Administra- tion)	144	2.6%	130	2.0%	14	10.8%
Private						
Federal	36	0.6%	83	1.3%	-47	-56.6%
State	468	8.4%	502	7.8%	-34	-6.8%
Local	630	11.3%	637	9.9%	-7	-1.1%
Government	1,134	20.4%	1,222	19.0%	-88	-7.2%
Total	5,560	100.0%	6,438	100.0%	-878	-13.6%

Wages

Average annual wages are another indicator of a community's economic health. From 2005-2010, average annual wages in Wahpeton increased from \$29,503 to \$33,338. Business sectors in Wahpeton with the highest average annual wages are professional/scientific/technical services, wholesale trade, federal gov't, finance/insurance, and manufacturing. Business sectors with the lowest average annual wages are accommodation/food services, arts/entertainment/recreation, other services (except public admin), real estate/rental/leasing, and retail.

Average annual wages were growing in the range of 4-6% annually 2006-2008. However, in 2009, they grew only 1% and then declined by 2% in 2010. Prior to 2009, Wahpeton's average annual wage was above the statewide average, but has fallen below the statewide average in 2009 and 2010. The

employment sectors with the largest declines 2008-2009 were wholesale trade (-16.5%), administrative/support/waste mgmt/remedial services (-9.3), manufacturing (-5.8%), and transportation/warehousing (-5.3%). From 2003-2009, the employment sectors that had the slowest growth in average annual wages were transportation/warehousing, agriculture/forestry/fishing/hunting, real estate/rental/leasing, manufacturing, retail trade, and arts/entertainment/recreation.

Total wages in the Wahpeton area have increased from 2004-2009 by just 1%, whereas, total wages increased by 35% statewide for the same time period. The business sectors with the most significant decreases in total wages were manufacturing (-21%), agriculture/forestry/fishing/hunting (-38%), federal government (-44%), transportation/warehousing (-23%), administrative/support/waste mgmt/remediation services (-32%).

Table 4.6: Changes in Total and Average Annual Wages 2003-2009

Employment Sector	Average Annual Wages		Total Wages	
	Change in \$\$ 2003-2009	Change in % 2003-2009	Change in \$\$ 2003-2009	Change in % 2003-2009
Agriculture, Forestry, Fishing & Hunting	\$7,916	24.1%	-\$2,178,454	-37.5%
Construction	\$12,073	45.1%	\$2,927,275	35.3%
Manufacturing	\$2,895	7.2%	-\$16,612,849	-21.3%
Wholesale Trade	\$12,538	37.2%	\$2,349,583	31.1%
Retail Trade	\$2,096	10.8%	\$2,984,287	29.0%
Transportation & Warehousing	-\$27	-0.1%	-\$1,415,915	-22.5%
Information	\$7,997	36.9%	-\$17,751	-1.8%
Finance & Insurance	\$7,764	20.8%	\$1,482,707	38.3%
Real Estate & Rental & Leasing	\$1,639	10.1%	\$104,912	10.1%
Professional, Scientific & Technical Services	\$13,903	38.8%	\$1,011,579	17.3%
Admin/Support/Waste Mgmt/Remediation Serv	\$1,454	5.5%	-\$1,819,410	-32.0%
Health Care & Social Assistance	\$5,640	24.4%	\$2,661,476	21.8%
Arts, Entertainment & Recreation	\$978	10.4%	-\$54,917	-9.5%
Accommodation & Food Services	\$1,263	15.4%	\$447,373	15.4%
Other Services (Except Public Administration)	\$4,610	35.4%	\$833,248	48.8%
Federal Government	\$7,800	20.7%	-\$1,277,777	-43.8%
State Government	\$10,286	37.2%	\$4,441,345	33.4%
Local Government	\$3,758	14.6%	\$2,401,192	14.8%
Total	\$3,759	12.7%	\$1,706,118	0.9%

Business Activity

From 2003-2009, the number of businesses in Wahpeton grew from 371 to 391, which was a 5% increase. The business sectors in Wahpeton with the largest growth were health care/social assistance, real estate/rental/leasing, administrative/support/waste mgmt/remedial services, state government, and other services (except public admin). The business sectors with the largest decline

were construction, information, professional/scientific/technical services, and local government.

The sectors with the largest number of businesses in 2009 were retail, construction, health care/social assistance, and wholesale trade. To strengthen Wahpeton's economy long-term, it will be important to diversify the community's business base and strategically grow opportunity sectors.

Table 4.7: Changes in Number of Businesses 2003-2009

Business Sector	Wahpeton Number of Job Sites 2009	% of total	Wahpeton Number of Job Sites 2003	% of total	Change in Job Sites 2003 to 2009	% Chg 2003 to 2009
Agriculture, Forestry, Fishing & Hunting	13	3.3%	12	3.2%	1	8.3%
Mining						
Utilities						
Construction	44	11.3%	50	13.5%	-6	-12.0%
Manufacturing	26	6.6%	25	6.7%	1	4.0%
Wholesale Trade	32	8.2%	31	8.4%	1	3.2%
Retail Trade	45	11.5%	44	11.9%	1	2.3%
Transportation & Warehousing	19	4.9%	19	5.1%	0	0.0%
Information	5	1.3%	8	2.2%	-3	-37.5%
Finance & Insurance	26	6.6%	27	7.3%	-1	-3.7%
Real Estate & Rental & Leasing	16	4.1%	12	3.2%	4	33.3%
Professional, Scientific & Technical Services	26	6.6%	29	7.8%	-3	-10.3%
Management of Companies & Enterprises						
Administrative & Support & Waste Mgmt & Remediation Services	18	4.6%	15	4.0%	3	20.0%
Educational Services (Private)						
Health Care & Social Assistance	33	8.4%	23	6.2%	10	43.5%
Arts, Entertainment & Recreation	9	2.3%	7	1.9%	2	28.6%
Accommodation & Food Services	23	5.9%	22	5.9%	1	4.5%
Other Services (Except Public Administration)	23	5.9%	20	5.4%	3	15.0%
Private						
Federal	6	1.5%	6	1.6%	0	0.0%
State	10	2.6%	7	1.9%	3	42.9%
Local	12	3.1%	14	3.8%	-2	-14.3%
Government	28	7.2%	27	7.3%	1	3.7%
Total	391	100.0%	371	100.0%	20	5.4%

Tourism

Wahpeton is home to an impressive number of regional tourist destinations for a town of its size, including Chahinkapa Park, Chahinkapa Zoo, Bois de Sioux Golf Course, Kidder Recreation Area, Prairie Rose Carousel, Prairie Rose Chapel, Richland County Historical Museum, Head of the Red Gun & Archery Club, Red Door Art Gallery, and fishing the Red River of the North. Nearby to Wahpeton are the Bagg Bonanza Historical Farm, Fort Abercrombie State Historic Site, Ringling Brothers Memorial, and the Dakota Magic Casino & Resort. The Twin Towns area is a major destination for fishing, hunting and bird watching.

The Chahinkapa Zoo recorded just over 54,000 visits in 2010, which was a 3.8% increase over 2009. The Prairie Rose Carousel is estimated to have attracted 15,000 rides in 2010. Fort Abercrombie State Historic Site attracted approximately 5,700 visits in 2010.

These regional tourism destinations are owned and operated by multiple organizations, including the City of Wahpeton, City of Breckenridge, Richland County, Wahpeton Park District, and the State of North Dakota. Promotion and economic development relating to tourism requires significant coordination between these organizations. The expanding trails system in Wahpeton and Breckenridge may be an opportunity to develop a new regional destination in the Twin Towns and better connect many of the regional tourism destinations to each other and to both downtown areas.

City's Financial Resources

Local governments largely depend upon taxes as a major revenue source to finance public services. In 1991, City of Wahpeton voters approved a 1% sales and use tax, proceeds of which were to be dedicated solely to economic development of the City of Wahpeton and Richland County. Economic development encompasses business and industrial expansion including job creation, job retention, business and industrial diversification, and the creation, fostering and maintenance of business and trade activities and facilities. The tax became effective July 1, 1991 and was to sunset in five years. In 1994, voters approved to extend the sales tax ten years to June 30, 2006. In 2003, voters approved broadening the use of the sales tax proceeds and extending the 1.5% sales tax to June 30, 2026, thus ensuring planned economic growth for years to come.

Beginning in 2005, proceeds of the sales tax were split with 40% going toward economic development projects/ purposes, 33% toward flood protection efforts, 20% toward recreational needs, and 7% "floats" is allocated annually to any of the three main areas. This 7% cushion has since been added to flood funding annually making the split 40-40-20.

In 2009, voters once again were asked to approve an additional 1/2 cent for continued flood protection and city infrastructure projects. Not that all of the dollars generated would pay the entire costs but would help leverage the expenses. This increased tax was effective January 1, 2010.

The City of Wahpeton also has a Renaissance Zone, approved by the state, in the downtown area. Per the State Renaissance Zone Act, properties within the Renaissance Zone are eligible for certain types of tax exemptions and credits as a means to encourage investment in identified revitalization areas.

Economic Development Goals & Policies

Goal:

Encourage a diverse mix of businesses and job options to create a healthy and adaptable community economy that grows employment opportunities, wages/income, tax base, and quality of services in the community.

Policies:

4.44 Ensure public services of high quality, adequate capacity and reasonable cost will be available to serve existing and future commercial and industrial development.

4.45 Coordinate with private utility providers to ensure adequate supplies and reliable distribution systems for electricity and natural gas services will be available for existing and future development areas.

4.46 Ensure telecommunication and information technology infrastructure to and within Wahpeton sufficiently meets business needs.

4.47 Foster strong relationships with existing and prospective businesses to understand their needs and to maximize opportunities for business retention, growth and development.

4.48 Explore redevelopment opportunities in areas where existing uses are obsolete, underutilized or

incompatible with surrounding land uses.

4.49 Promote interstate and international trade by participating in state-wide economic development initiatives.

4.50 Encourage economic development initiatives that focus on energy conservation or alternative energy sources.

4.51 Promote opportunities that enhance Downtown's role as one of the employment centers for the community.

4.52 Ensure local controls allow for contemporary retail, office and industrial uses that are part of the community vision.

4.53 Seek out new and innovative economic development incentives for their potential application in Wahpeton.

4.54 Support the formation and development of new businesses by local entrepreneurs and investors.

4.55 Support the expansion and recruitment of growing industries that diversify Wahpeton's economy and employment opportunities.

4.56 Provide economic development programs that attract private sector participation in maintaining, expanding and recruiting growing businesses in Wahpeton.

4.57 Coordinate the City's economic development programs with other public sector jurisdictions in the region and the private sector to optimize the City's position in the regional economy.

4.58 Encourage the provision of critical support services for the community's employers, such as job skills training, job placement, and childcare facilities.

4.59 Promote local and regional tourism as an important economic development initiative for the community.

Historic Preservation

Wahpeton has a substantial number of remaining historic resources in the community, which are primarily concentrated in the Dakota Avenue commercial district, the original civic core, and the NDSCS campus. The majority of Wahpeton's historic buildings were constructed from the 1880s through the 1920s.

In 1981, the State Historic Preservation Office (SHPO) of the State Historical Society of North Dakota funded a study aimed, in part, at recording all properties within

Wahpeton's downtown district that were 50 years or older in age. The study recorded a total of 78 sites fronting onto Dakota Avenue between the Bois de Sioux River and 12th Street. No survey report was actually produced but rudimentary information about legal location, building age and a photograph was provided about the buildings recorded as part of the study. A number of other surveys have been conducted that include potentially historic properties in Wahpeton in conjunction with state transportation projects and levee improvement projects.

Five buildings within the community are presently listed in the National Register of Historic Places (NRHP):

- Richland County Courthouse - 418 2nd Ave N
- Leach Public Library - 417 2nd Ave N
- Red River Valley University / NDSCS Old Main
- U.S. Post Office - 602 Dakota Avenue
- Wahpeton Hospital - 720 Dakota Avenue

In 2008, the City of Wahpeton collaborated with the City of Breckenridge to develop Downtown Design Guidelines. This manual provides building preservation and rehabilitation guidance for owners of landmark buildings within the joint downtowns.

In preparation for the 2010 Dakota Ave/ND Highway 13 reconstruction project, a Class II Standing Structures Inventory was completed in 2006. This inventory identified an additional five buildings that are likely individually eligible for NRHP designation. Furthermore, the inventory identified an additional 14 sites that, while not individually eligible for NRHP designation, are likely eligible as "part of a Dakota Avenue historic district that contains a concentration of buildings portraying the range and evolution of masonry techniques, designs, and skills characteristic of those found along main streets of the upper Midwest during roughly the first half of the 20th Century."

Historic Preservation Goals & Policies

Goal:

Promote the preservation and continued use of Wahpeton's historic resources for the cultural, economic and functional benefit of the citizens of Wahpeton.

Policies:

4.60 Pursue designation of identified buildings that are individually eligible for NRHP or eligible as a Dakota Avenue historic district.

4.61 Provide educational, financial, technical and regulatory assistance to ensure preservation of the community’s historic resources.

4.61 Explore the possibility of becoming a certified local government (CLG) through the State Historical Society to access additional historic preservation expertise, assistance and funding.

4.62 Explore the possibility of developing a historic preservation ordinance that establishes the City’s procedures for officially designating and preserving historic buildings and districts.

4.63 Explore the possibility of establishing a historic preservation commission to oversee the preservation and restoration of designated historic buildings and districts.

Growth Management Priorities

2030 Residential Land Needs

Since the 2030 projections indicate that the number of households will probably be less than or equal to the current number of households in the City, the need for additional residential land should not be based on any growth in the City’s overall number of households. Rather, the focus should be on identifying the residential land needs for adding housing for the specific age groups that are projected to grow – 25 to 34 years old and 55 to 74 years old – or the community’s housing gaps. Extrapolating from the 2010 Housing Study’s numbers for 2015, we have calculated the future housing growth needs through 2030 in Table 4.4.

Based on these calculations for additional housing needs, the City should be planning for 90 to 109 additional acres of land for residential development between 2010 and 2030. Keep in mind that this calculation does not account for the current vacant housing units within the City. The 2000 U.S. Census reported 239 vacant housing units within the City, including approximately 90 single-family houses. The projected residential land needed could be met by vacant land within the City, redevelopment land within the City,

or undeveloped land at the edge of the City. Table 4.5 summarizes vacant land that is guided for residential uses within the City’s current boundaries and the ETZ area. In general, it is recommended that the Higher Density Rental Housing be located within the City near community services and amenities, ideally near downtown.

Analysis of the City’s current vacant land guided for residential land uses shows the following:

Table 4.8: Vacant Land Guided Residential

Type of Residential Land Use	Within the City (acres)	ETZ Area (acres)	Total (acres)
Mixed Residential	7	0	7
Detached Residential	80	644	724
Attached Residential	59	0	59
Total	146	644	790

Note: These vacant land numbers do not include any potential redevelopment sites (e.g. downtown or south side industrial area).

Figure 4.4 shows the residential growth management areas both within the City’s current boundaries and the ETZ area. This Plan also prioritizes locations for future residential growth based on three types of growth areas: reinvestment, infill and expansion areas.

The 2030 population is projected to be in the range of 7,400 to 8,800 residents, essentially the same or fewer residents than today. In the most optimistic scenario, it is not anticipated that Wahpeton’s 2030 population will exceed its previous peak population of almost 10,000. 2030 number of households is projected to be in the range of 2,800 to 3,500 households. Since the 2010 Housing Study estimated that the City had 3,566 housing units in 2010, the City’s future needs for additional housing and residential land should not be based on any significant growth in the number of households in the City.

Single-Family/Detached Housing: Development of additional residential land for single-family or detached housing should target the projected needs for certain types of single-family housing: higher priced “trade-up” houses,

low-maintenance townhouses/twinhomes, and affordable homes for first-time home buyers.

Multi-Family/Attached Housing: Development of additional residential land for multi-family or attached housing:

- a. Consider guiding undeveloped land adjacent to cemetery west of 11th Street (approx. 20 acres) for Attached Residential since this site is located near downtown's services and amenities.
- b. Consider guiding additional land in south side industrial area for Attached Residential in order to create a cohesive and accessible residential area west of 6th Street that becomes an extension of the south side neighborhood east of 6th Street.
- c. Target downtown redevelopment sites for

opportunities to meet future needs for additional higher density rental housing in both mixed-use buildings and stand-alone residential buildings.

Recommended phasing of development of additional residential land for future housing needs is as follows and shown on Figure 4.4:

- a. Empty platted lots within the City (approximately 106 lots and 30 acres) located primarily in the developing western neighborhoods between 11th St N and ND Highway 210;
- b. Infill & redevelopment lots within the City, particularly in & near downtown as well as the south side;
- c. Undeveloped/expansion land between ND

Table 4.9: Projected Future Housing Growth Needs

Type of Housing	2010 – 2015 Growth (houses per year)	% of Total New Houses	2010 – 2030 Growth	Typical Density (housing units/acre)	Residential Land Needed
Higher & median priced “trade-up” houses	4-5 houses/yr	40%	80 – 100 houses	3 units/acre	27 – 33 acres
Affordable houses	2-3 houses/yr	20%	40 – 60 houses	5 units/acre	8 – 12 acres
Houses on in-fill lots	1-2 houses/yr	10%	20 – 40 houses	5 units/acre	4 – 5 acres
Townhouses/ twinhomes	3-4 houses/yr	30%	60 – 80 houses	8 units/acre	8 – 10 acres
Total for Single-Family Houses/ Townhouses	10 – 14 houses/ yr	100%	200 – 280 houses	Approx 4. 5 units/acre	47 – 60 acres
Market Rate Rental – General Occupancy	36 – 40 units	28%	144 – 160 units	12 units/acre	12 – 13 acres
Market Rate Rental – Senior-Friendly	36 – 40 units	28%	144 – 160 units	12 units/acre	12 – 13 acres
Senior Rental Housing with Services	57 – 70 units	44%	228 – 280 units	12 units/acre	19 – 23 acres
Total for Higher Density Rental Housing	129 – 150 units	100%	516 – 600 units	12 units/acre	43 – 49 acres

Highway 210 & the railroad on west side of City (46 acres within the City and approximately 86 acres could be annexed in ETZ) shown on Figure 4.4 as areas A & B;

d. Undeveloped land between old ND Highway 13 and new ND Highway 13 southwest of downtown (approximately 78 acres could be annexed) shown on Figure 4.4 as area C.

e. The two large areas shown on Figure 4.4 as D in the northwest and southwest corners of the community are not recommended for residential development until after all of the areas above are approaching full development.

2030 Commercial Land Needs

Commercial and office land uses currently occupy approximately 100 acres (76 acres of commercial and 28 acres of office) in the City. Within the City's current boundaries, there is approximately another 114 acres of vacant land that is guided for commercial land uses. Figure 4.5 shows potential commercial growth areas within the City's current boundaries. Developable land for commercial includes reinvestment in downtown properties, infill lots at the west end of downtown and along ND Highway 210 (north of 16th Ave N), and expansion area south of 16th Ave N. Since the community's population is not projected to grow significantly over the next 20 years, the land use plan provides sufficient developable land for future commercial development.

Outside the City's current boundaries but within the ETZ, there is an additional 250 acres of developable land that is guided for potential commercial land uses. This land is located west of the City along ND Highway 13. This land will require more significant public infrastructure costs; therefore it should only be developed after the vacant commercial land within the City has been fully developed.

2030 Industrial Land Needs

The City currently has almost 200 acres of land developed with industrial and warehousing uses. Existing industrial land uses are primarily concentrated in the South Industrial Area and north of ND Highway 210, which is where additional vacant land is guided for future industrial development. Both of these industrial areas have significant developable land. Within the City's current boundaries, there is approximately 170 acres of vacant

land that is guided for industrial land uses, which could accommodate industrial growth through reinvestment, infill and expansion. Figure 4.5 shows potential industrial growth areas. The potential growth area located west of ND Highway 127 and south of old ND Highway 13/4th Avenue S will require more significant public infrastructure costs; therefore it should only be developed at such time that the industrial area east of ND Highway 127 has been more fully developed.

Outside of the City's boundaries to the north, a number of very large industrial developments exist today, including Minn-Dak Farmers Cooperative and Cargill. The City has identified the future potential for major industrial growth north of ND Highway 210. The City has identified this area as the emerging North Wahpeton Industrial Region, guided by the City's 1997 Plan - Advantage of Wahpeton: A Framework Plan for Regional Industrial Development. In total, this potential industrial area encompasses approximately 6,000 acres of land. Some of this land is located within Wahpeton's ETZ area and some outside of it.

As the City attracts new industrial development, these three industrial areas should be guided as three complementary types of industrial districts. The North Highway 10 industrial district should be guided for mid-size industrial developments that would benefit from connecting to municipal infrastructure and utilities. The large industrial area north of the City's current municipal boundary should be guided for large-size industrial developments that are land-intensive and require significant water resources. These industries have tended to be agricultural industries. Finally, the southside industrial area should be guided for small-size industrial users and incubator industries that require smaller, and often times, multi-tenant industrial facilities.

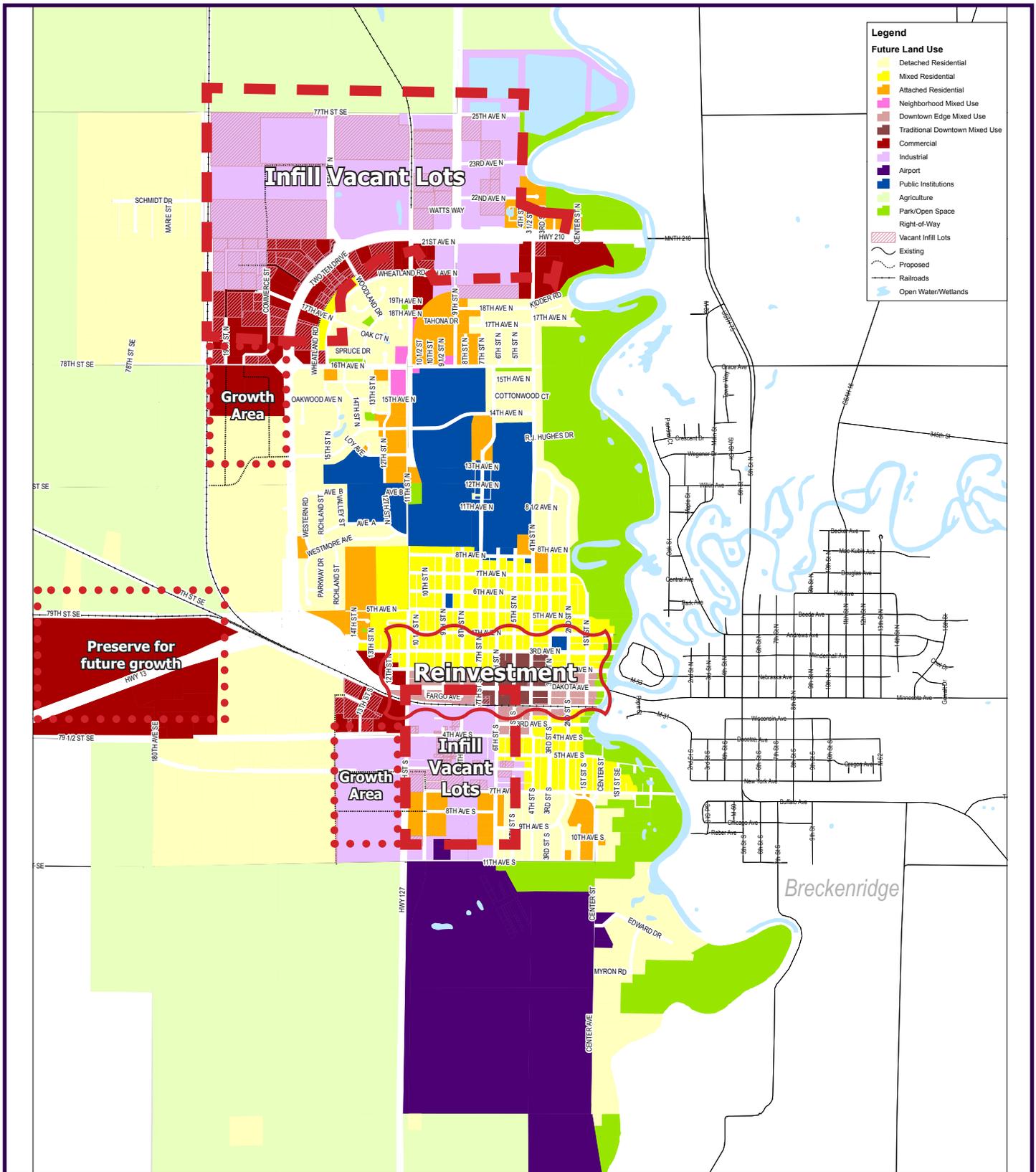


Figure 4.6: Non-Residential Growth Management Areas Map
 (Note: Map does not show entire ETZ area)

Chapter 5

Transportation

Ensuring people and goods can move to, through, within and out from Wahpeton is important in sustaining its role as a community where people want to live, work and recreate. A community's transportation network is arguably one of the largest components of the public realm. In terms of land area, public right-of-way, the railroad, and the airport encompass about one-third of the City's total land area. In planning for the future it is important that all modes of transportation are addressed, including roads, sidewalks/trails, railroad, airport and transit.

Roadway Network

Regional Connections

Wahpeton has quality roadway connections to the surrounding region. Often stated as "located between the I's," Wahpeton is located between Interstate 29 in North Dakota and Interstate 94 in Minnesota. These interstate connections provide convenient connections for both residents and businesses to adjacent communities, including Fargo, Moorhead, and Fergus Falls. The connectivity of the Richland and Wilkin County highways facilitate movement of both industrial and non-industrial traffic to the interstate highways and the smaller surrounding communities in the region, including Fairmont, Dwight and Abercrombie.

Local Pattern

The city streets follow the generally preferred patterns of the times in which they were developed. Much of the city consists of a grid system which reflects the original townsite plat. Streets that were built in the latter half of the 1900s are more curvilinear with longer blocks and fewer access points to the collector street.

The street pattern is also heavily influenced by the school campuses, particularly the North Dakota College of Science. Established in 1903, the campus occupies the central part of the community and limits the number of through-street connections both north-south and west-east.

Functional Classification

A cornerstone of transportation planning, roadway function classification is the process by which streets and highways are identified and grouped according to the character of the service it is intended to provide. Roads are placed into categories based on the degree to which they provide access to adjacent land versus providing higher-speed mobility for "through" traffic. The intent is to create



The redesign and reconstruction of Dakota Avenue/ND Highway 13 in 2010 demonstrates the importance roads play in the day-to-day operations of the community

a network that distributes traffic from neighborhood streets to collector roadways and ultimately to arterials which connect to the regional system. A balance of all functions of roadways is important to any transportation network.

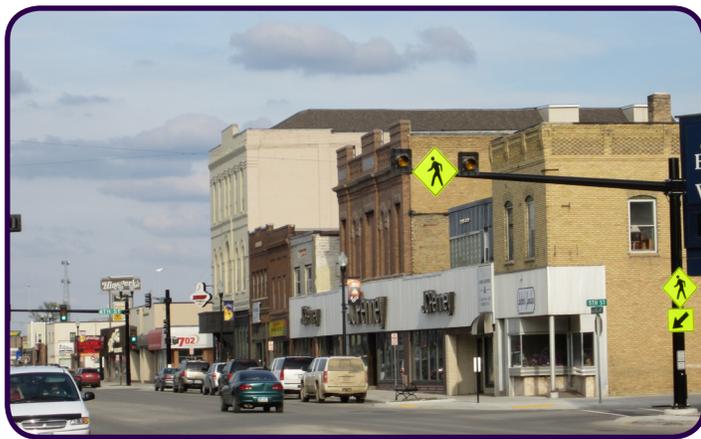
As shown in Figure 5-1 Future Street Functional Classifications, there are four functional roadway classifications:

Principal Arterial

Principal Arterials are intended to connect the City of Wahpeton to other communities in the region. Generally the intent is to have a high level of mobility on principal arterials and a low number of access points. In Wahpeton, the Principal Arterials are Highway 13, Highway 127, Highway 210 and Dakota Avenue.

Minor Arterial

Minor Arterials are the second highest classification in the roadway functional classification system. Minor Arterials are generally more local in nature but emphasize mobility over access. Minor Arterials connect cities with adjacent communities and to Principal Arterials. Major businesses, industries, and other traffic generators are often located along these roadway corridors. Wahpeton's minor arterials consists of 4th Street N, 9th Street N, 11th Street N, 6th Street N, 11th Street S, 16th Avenue N, 4th Avenue S, and 11th Avenue S.



As a principal arterial, the community needs to strike a balance on Dakota Avenue between mobility and access to downtown businesses

Collector

Collectors serve shorter trips and provide access from neighborhoods to the arterial street system. There are a number of collectors in the City, including 2nd Street N, 7th Street N, 9th Street N, 2nd Avenue N, 8th Avenue N, 14th Avenue N, 2nd Street S, 4th Street S, 4th Avenue S and 11th Avenue S.

Local

Local roadways provide access from private property to collectors and arterials. They are intended to be relatively slower in speed. In addition to providing access to individuals properties, local roads generally accommodate on-street parking needs. All roads not classified in one of the three other categories are considered local roads.

Changes to Functional Classification

Figure 5-1 identifies some roadways where the functional classification is proposed to be modified. These modifications are intended to better reflect the intended traffic patterns in the community. These changes include a consistent designation of 4th Avenue S (Old Highway 13) as a minor arterial, as well as the designation of 14th Avenue N as a collector. A few short street segments in Downtown were recommended to be changed to local streets.

System Analysis

The roadway transportation system is adequately serving the needs of the community. Community input gathered during the comprehensive planning process did not highlight significant issues to be addressed. Concerns identified are summarized on page 5-4.

Traffic volumes can be compared to roadway design to determine the level of service an individual road offers. In contrast to when the community was growing rapidly, roadway volumes have not increased dramatically in the last decade within Wahpeton. For example, between 1991 and 1994, the traffic volume on Highway 210 just north of Highway 13 rose 32% from 3,350 to 4,350. However, between 1994 and 2010 it only rose two percent (2%) to 4,455. At this time there are no streets where the level of service provided is of concern. Similarly, streets in Wahpeton have not had a significant number of traffic accidents in the last five years. Improvements have been made as safety concerns have arisen.

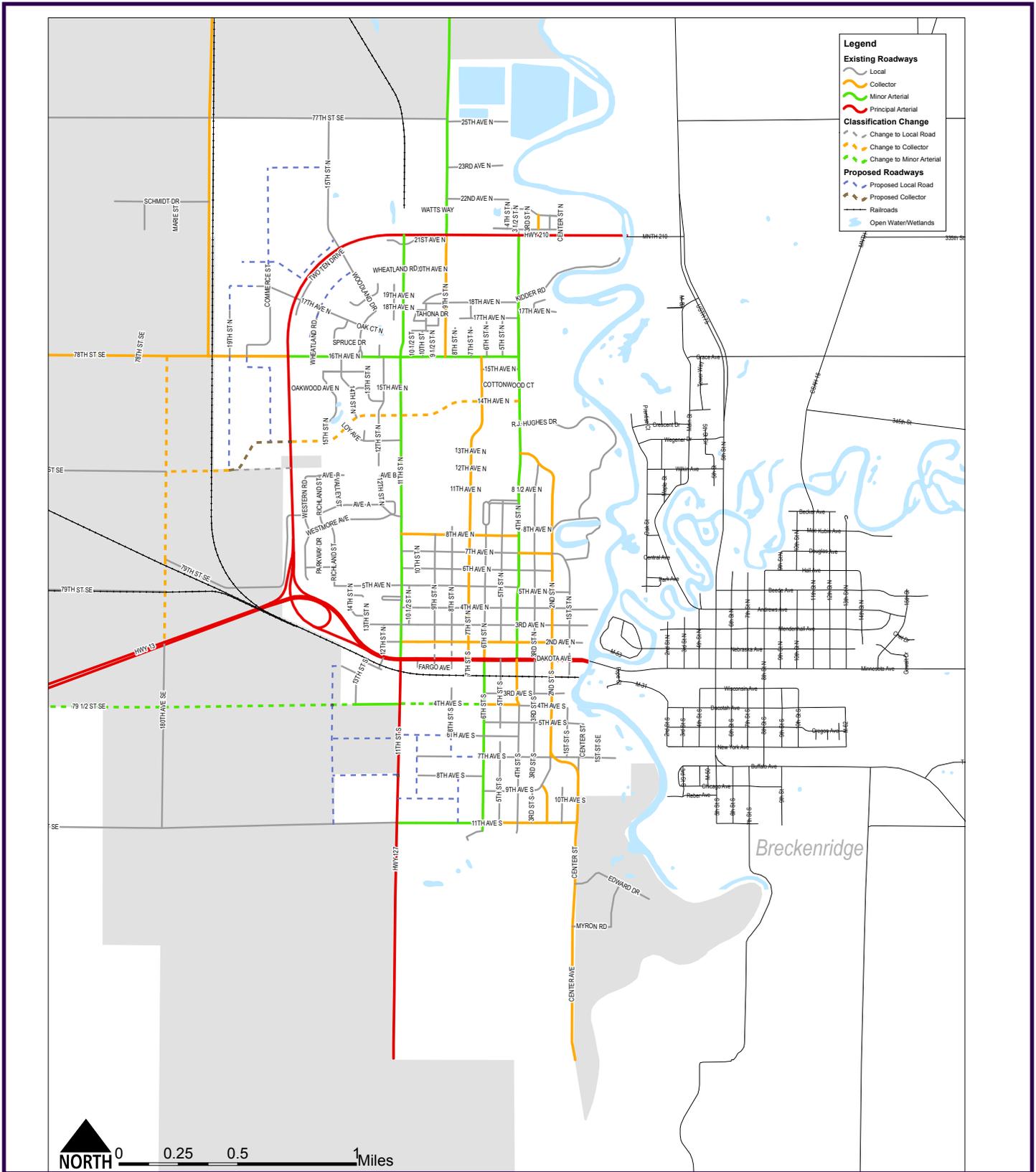


Figure 5.1: Future Street Functional Classifications

Community input

- Road improvements or expansions are not needed to support industrial sector.
- Road quality of concern - particularly south of downtown
- Safer non-motorized transportation is needed, especially to commercial areas
- Railroad access a strength
- Airport is an asset that should be promoted and supported
- Public transportation, particularly for seniors is needed
- Additional bike lanes needed

Proposed Improvements

Planned roadway improvements are primarily related to the proposed expansion of the community. Figure 5-1 identifies where new roads are proposed and what functional classification those roads should have. Additional local roads will be needed as development occurs. While proposed roads are identified, it should be noted that these are general locations that may be adjusted as specific developments are proposed. Design of roads should follow the provisions set forth in the Subdivision Ordinance. The City should be careful to ensure sufficient right-of-way is dedicated to accommodate proposed roads and any trails if desired.

The City, as part of its capital improvement program, intends to continue its annual improvement to maintain a good street system. Improvement schedules are designed annually and updated every year during the budget preparation process.

Trails and Sidewalks

Trails and sidewalks are an important component of the overall transportation system. It is important that a system of connected trails and sidewalks is provided to accommodate walking, bicycling and other forms of non-motorized transportation. Connecting residents, commercial areas, schools, public facilities and employment will continue to be important, especially if the community wants to be “a community for a lifetime.”

As trails and sidewalks are also part of the recreation system, this area is addressed fully in the Parks and Recreation Section of Chapter Six - Community Facilities.

Railroad

The City of Wahpeton is served by a complex rail system owned and operated by the Red River Valley and Western (RRV & W), a North Dakota regional railroad. RRV & W, which began operations in 1987, currently owns and operates more than 500 miles of tracks. It also has trackage rights on other railroads. RRV & W has more than doubled their annual volume since 1987, now handling about 42,000 carloads annually. According to the RRV & W this



Trails and sidewalks are an important component of the City's overall transportation system

is attributed to the railroad's more frequent service, the addition of local markets and the acquisition of 100 grain cars. RRV & W presently serves more than 60 customers, including four (4) grain shuttle facilities and 35 grain elevators.

Wahpeton has rail connections extending in four directions. The east-west line extends to Oakes, North Dakota, and connects with Soo Line in Wyndmere and DMV & W in Oakes. To the northwest, this line extends to Casselton and joins Burlington Northern and Santa Fe (BNSF). The line extending to the north crosses the Red River about five (5) miles north of the City and enters Minnesota to continue on to Moorhead. On the east, the main line enters Breckenridge and continues on east to the BNSF. On the south side of Breckenridge, two BNSF operated rail lines, running south and southeast, provide for connections with the RRV & W system.

The service provided by RRV & W has maintained railroad service as a component of Wahpeton's transportation system. While beneficial for supporting the community's economy, the railroad is also challenging for other modes of transportation and the redevelopment of areas adjacent to the railroad. In the downtown area, there are currently six (6) at-grade crossings of the railroad. Maintaining most of these crossings is important for fire safety and to provide access to the residents and businesses located on the south side of the community. While there have been previous discussions about creating a north-south grade-separated street crossing of the railroad, the construction costs of such a project generally will outweigh the benefits due to the street traffic volumes in that area of Wahpeton.

While a grade-separated crossing of the railroad may not be possible, the City should continue to explore the establishment of a "Quiet Zone" in downtown. Quiet Zones are segments of railroad lines where train crews are exempt from sounding their horn when crossing at-grade intersections. As noted in the sidebar, the City will be required to make improvements to design and safety. These improvements may involve the closing of one or more of the existing at-grade crossings. A likely candidate for closing would be 3rd Avenue S. The establishment of a "Quiet Zone" would be a benefit to the redevelopment of downtown, particularly for housing purposes. Community members expressed that railroad noise is one of their concerns for the community.

To Establish a Railroad Quiet Zone, the City needs to:

- Define the group of crossings to be included - the crossings must be adjacent and at least a 1/2 mile segment of railroad must be included.
- Review and evaluate existing conditions at the crossings within the segment and improve to certain baseline criteria.
- Calculate a Risk Index both with and without the train horns at the crossings.
- Develop an enhancement plan that improves the Risk Index without train horns back to the level of the Risk Index with train horns using supplemental or alternative safety measures identified in accordance with the Federal Railroad Administration.

Quiet Zones=



Wahpeton has quality rail service extending in four directions from the community

On the west side of Wahpeton, the railroad has been generally used as the western boundary for community growth. It is anticipated that railroad crossings will generally be limited to the existing crossings at 16th Avenue N and the extension of 14th Avenue (currently 78 1/2 St SE outside of the city) so further expansion west of the tracks should be limited in the near future.

Airport

Wahpeton has had a general aviation airport since 1945. It is located on the south side of the City and occupies a site of about 500 acres. This airport is eligible for federal funding and is governed by the Wahpeton Airport Authority. Currently, four aviation businesses operate from the airport.

The facility is served by a full range of services with a lighted, concrete runway of 5,100 feet and a grass cross-

wind runway of 3,254 feet. While airport traffic varies from year to year, it has remained relatively consistent in the last five years. The airport continues to serve the business and industrial sectors, as well as the agricultural community.

The long-term needs of the facility include the construction of a hard surface cross-wind runway with lighting, and navigational aid upgrades. Short-term needs include the reconstruction of the apron, and general facility maintenance. The Airport Authority will be revising its master plan to reflect changes to airport property due to the construction of the City's southside levee. Airport improvements and upgrades are generally funded by the Federal Aviation Administration (FAA) and the North Dakota Aeronautics Commission. A small portion of real estate taxes also fund the airport.

At this time the extent of the airport is not anticipated to grow. However, it is important that land use plans ensure surrounding land uses are appropriate for a location adjacent to an airport given the potential for noise. The Land Use Plan generally recommends that industrial uses continue to be the predominant land uses on the north and west sides of the airport. Building height restrictions on lands surrounding the airport need to be referenced to ensure buildings do not impede airport operations.

Transportation Goals and Policies

Goal

Develop a multi-modal transportation system that will serve the broad range of mobility and access needs of all the City's residents, visitors, businesses and institutions.



In establishing a "Quiet Zone" the City may have to close one or more of the six (6) current at-grade crossings in downtown 3rd Street S may be the most logical choice to close because of the connections the other streets make with surrounding neighborhoods or land uses

Policies

5.1 Ensure street and sidewalk improvements are on the City's Capital Improvement Program so that both new and old areas in need of improvement are planned for and financed.

5.2 Ensure adequate public right-of-way for the construction of roads and trails.

5.3 Manage vehicular access onto major roadways with adequate distances between driveways and intersections, as well as traffic control methods as appropriate.

5.4 Channel major traffic volumes onto collector and arterial roadways so as to minimize motorized traffic from passing through residential areas on local streets OR Ensure new roads connect logically to the existing transportation system and distribute traffic sufficiently.

5.5 Integrate trail system improvements with roadway and bridge projects to make implementation more cost effective.

5.6 Encourage interconnection of similar land uses to facilitate local through traffic flow, maximize dispersion opportunities, and minimize congestion and safety conflicts.

5.7 Require new developments to connect with existing street grid system and layout of adjacent neighborhoods.

5.8 Streets should be designed to enhance the image and experience of both pedestrians and automobiles.

5.9 Support and encourage the use and continued development of the airport.

5.10 The City will generally discourage new residential development in areas most affected by aircraft noise.

5.11 Identify opportunities for trail corridors that can be located within roadway ROW which provide more direct connections to popular destination routes used by commuters.



Chapter 6

Community Facilities

The Community Facilities chapter establishes our desired public facilities and services over the next twenty years or 2030, including water supply, waste water, storm water, flood protection, parks, recreational buildings, trails, civic institutions, and schools. Wahpeton's quality of life relies on local, regional and state entities working in partnership to provide a wide range of public facilities, utilities and services. These public partners include the municipal government, park district, school district, county, and state college system. This chapter is also intended to show the intricate web of interrelationships between various community facilities. Our Vision for the Future and Guiding Principles provide the foundation for the Community Facilities chapter. This chapter is intended to guide the evolution of our community facilities to maintain and enhance Wahpeton's high quality of life into the future as we revitalize, fill in, and expand our community.

This chapter consists of the following components:

- ***Our Community Facilities*** describes our community's public facilities, infrastructure and services that support our high quality of life;
- ***Water Infrastructure Systems*** describes and maps our potable water supply, waste water, storm water, and flood protection systems;
- ***Parks, Trails & Recreation System*** describes and maps our community's recreational system, consisting of community and neighborhood parks, natural open space areas, recreational buildings and trails;
- ***Public Institutions*** describes our city and county facilities, local public school district, and state college, which all provide essential public services, supply jobs in the community, and enhance our community's quality of life.

Our Community Facilities

The City of Wahpeton possesses high quality community facilities and many unique community assets typically found in larger cities. The City is responsible for providing the community's water infrastructure systems, including water supply, waste water, storm water, and flood protection. These public utility systems are critical to the health, function, protection and upkeep of the community. Management of and investment in these essential community facilities has major impacts on our community's quality of life and economy.

Our system of public parks, trails and recreation facilities is a highly valued community asset that significantly contributes to our community's quality of life and



Photo above shows one of the most visible components of Wahpeton's community facilities, its newest water tower completed in 2004 on the community's west side

sense of identity. The City's parks, trails and recreation facilities include two community parks, neighborhood parks, recreational buildings, Bois de Sioux Golf Course, Chahinkapa Zoo, Roger Ehnstrom Nature Center, Prairie Rose Carousel, and Prairie Rose Chapel. Wahpeton's park, trail and open space facilities are intertwined with other public facilities, such as the NDSCS campus, local schools, streets and the river levee.

As a center for manufacturing, education, recreation, professional and general services, the community offers numerous community assets for its residents as well as the larger Wahpeton-Breckenridge region. At the city level, the municipal government is responsible for providing many of the public facilities, utilities and services. The Leach Public Library is the responsibility of the municipal government. The Wahpeton Public School District #37 and the Wahpeton Park District are independent local governmental entities that provide specific services that are not addressed by the municipal government. As the county seat, Wahpeton is also home to many regional government services and the Richland County Historical Museum. At the state level, our community is home to the North Dakota State College of Science (NDSCS) campus, which encompasses a number of educational, recreational, and cultural facilities.

As part of the Twin Towns of Wahpeton-Breckenridge, Wahpeton has a long-standing relationship with Breckenridge, its neighboring city directly across the river and the ND-MN border. In reality, Wahpeton's community assets encompass those in the City of Breckenridge as well, such as the St. Francis Healthcare Campus, Headwaters Park, Railroad Park, and Wilkin County facilities.



Trails are a critical component of the community's parks, trails and recreation system

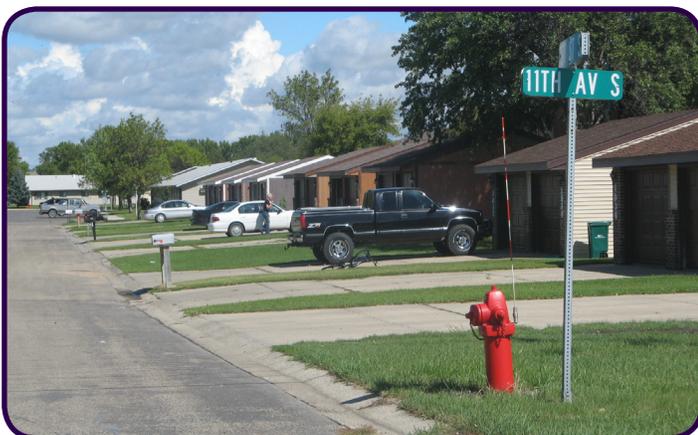
Water Infrastructure Systems

The City operates and maintains four major water infrastructure systems as shown in Figure 6.1:

- Potable Water Supply
- Waste Water
- Storm Water
- Flood Protection

The City of Wahpeton recognizes the importance of their water utility systems to provide a safe and healthy environment and economically productive community. It is critical to have a potable water supply system that meets all health standards, provides for basic residential and commercial demands, supports emergency fire needs, and will not limit the ability to attract industries. The wastewater system must continue to be "hidden" – to avoid basement backups or discharges without adequate treatment to protect the international Red River of the North and minimize nuisance odors. The control of storm water runoff is required to prevent local flooding and protect the quality of the Red River, Wild Rice River, and associated waterways. The City's flood protection system needs to be maintained to minimize property damage and safety concerns with regional flooding.

The City has managed its water utility systems to meet the needs associated with changes in the community structure. However, as with municipalities all across the country, the water infrastructure needs and the associated costs are rapidly increasing and pose significant challenges for providing the service that community members have



Some water infrastructure is visible in the community, such as fire hydrants, while much of it is hidden underground

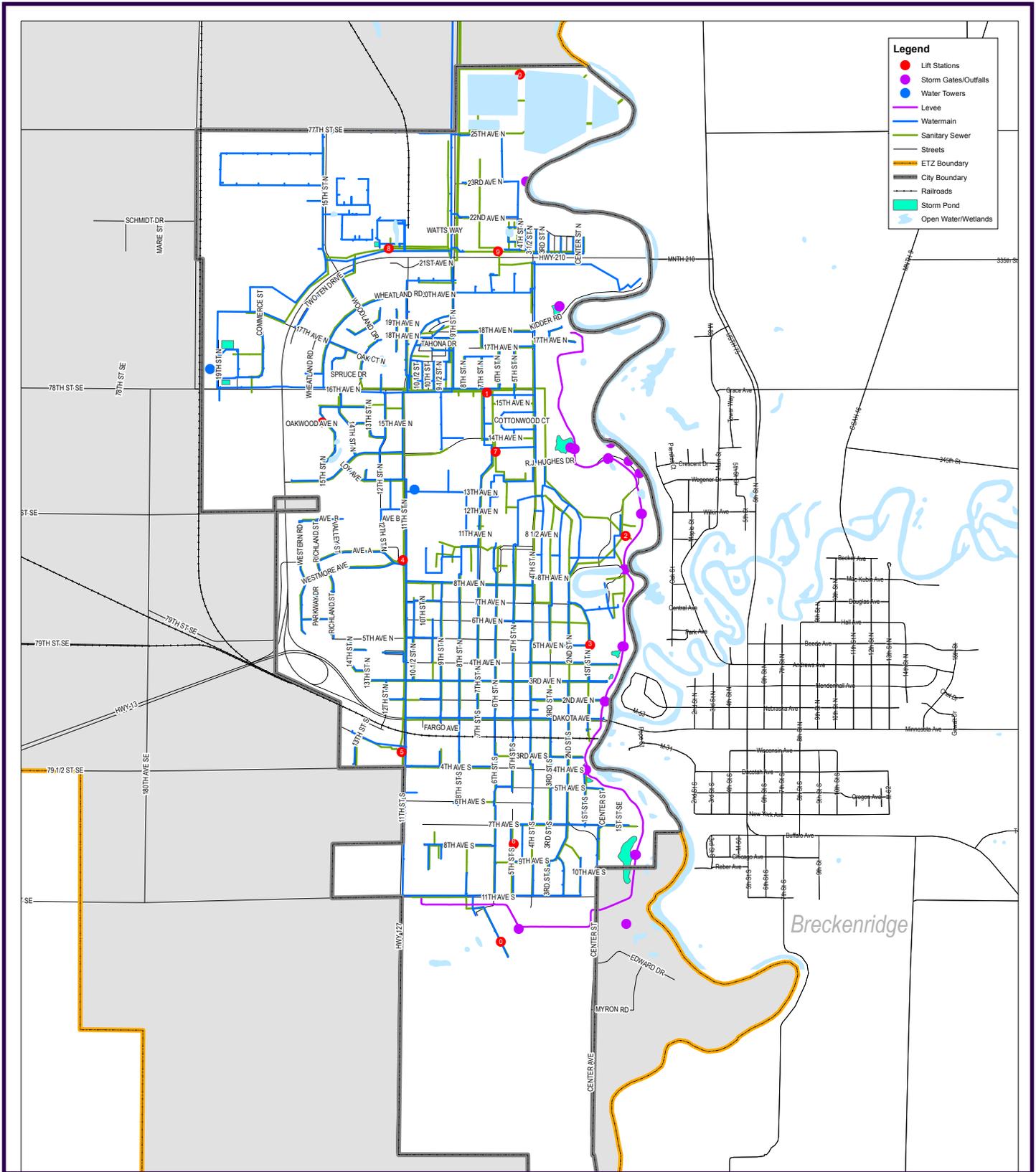


Figure 6.1: City's Existing Water Infrastructure Facilities Map

come to expect. City-wide development planning must integrate the scheduled capital improvements for the existing water infrastructure with extension infrastructure needs for new development. This vision is necessary to continue to provide cost-effective water utility services that meet the community's expectations and the public and environmental goals required of the various systems.

The City has a comprehensive capital improvement plan to address water infrastructure system requirements to continue to provide and improve service to the community. Many of the improvement needs are related to age and deterioration of the system asset, collectively considered to be required because the asset has reached its useful life, or because of capacity limitations. Table 6.1 highlights the existing water infrastructure system component needs and improvements identified by the City. Figure 6.2 visually shows the major planned improvements to the City's water infrastructure systems.

Potable Water Supply System

The City's potable water source is ground water which is supplied by three wells located north of the City (not shown in Figure 6.1). The three wells have a total capacity of 3,500 gallons per minute (gpm) with two wells rated at 1,400 gpm and a third at 700 gpm. A three million gallon per day (mgd) capacity water treatment plant provides for iron, manganese and hardness removal, in addition to disinfection and other treatment to meet health-based standards. Residual solids from the water treatment plant are stored in two lime sludge lagoons with a 12,000 ton capacity and require a biennial removal of solids to the landfill. The distribution system contains two storage facilities to deliver water to the community.

The potable water supply system's existing rated water treatment plant capacity (WTP) is adequate to meet the annual demands for the various population scenarios

Table 6.1: Water Infrastructure Needs and Planned Improvements for Existing Assets

System	Item	Useful Life	Capacity
Water	Treatment Plant	Equipment and building elements need replacing	Some existing component limitations; additional supply needed for increased demand
	Well Field	New well to offset potential loss of quality supply; rehab old components	Reliability; plan for increased, reliable capacity for total system
	Distribution System	Water main looping, meter replacement and radio reading, hydrant replacement; various replacements with street improvements	
Wastewater	Sanitary Sewer	Age and corrosion issues	Critical areas with bypasses each year and basement backups
	Lift Stations	Major Improvements- No. 3 & No. 2; other minor & post-5 yr projects	
	Treatment	Aeration system improvement	Storage issues – risks with state control of discharge dependent on multiple factors
Stormwater	Multiple Facilities	Replacement with street improvements; major improvements for Drain No.1	Areas with consistent flooding; legal drain for southwest area
Flood Protection		Some pump station deficiencies for reliability and designed protection	

What Needs to Be Improved

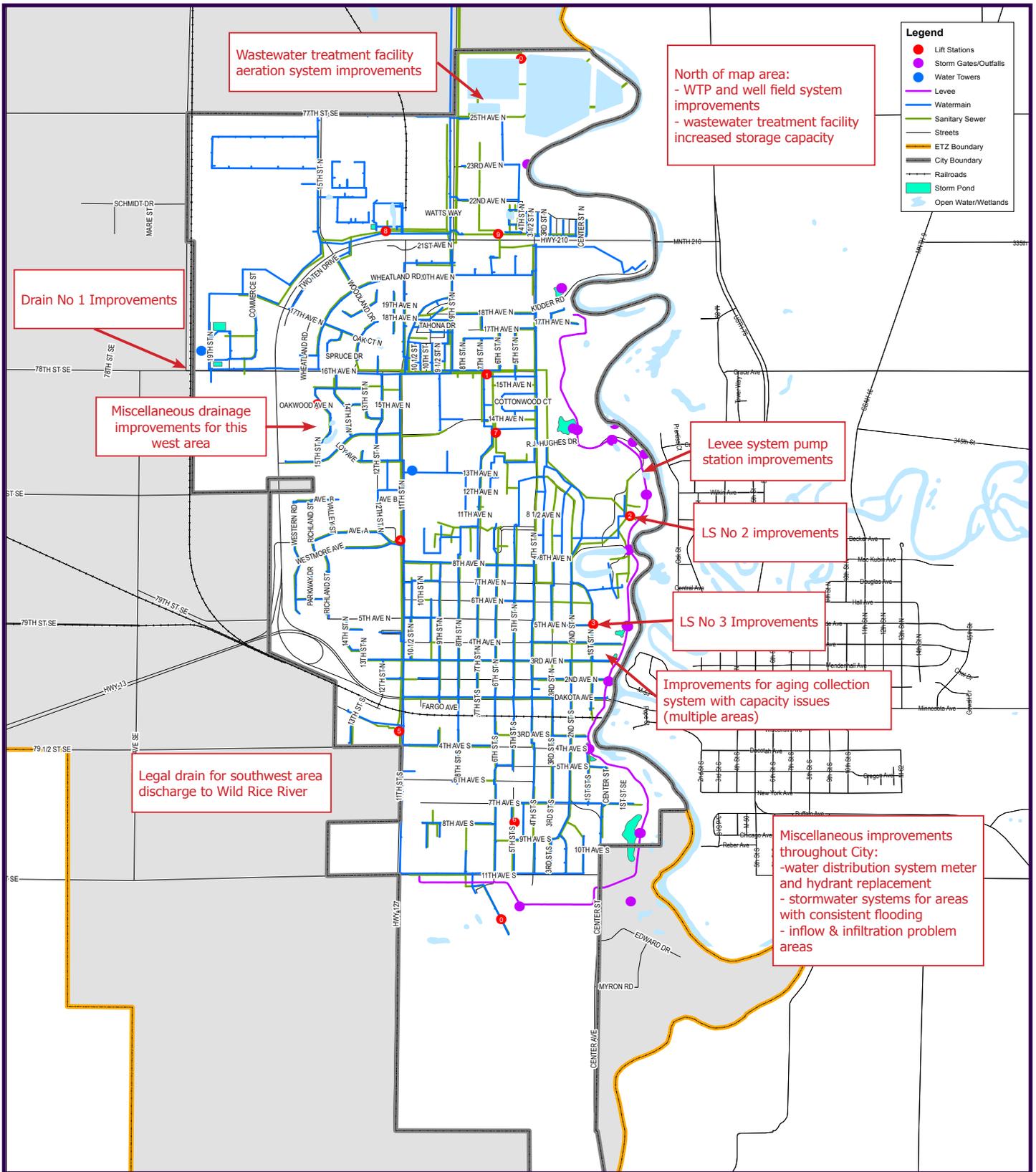


Figure 6.2: City's Water Infrastructure Planned Improvements

forecasted to 2030, assuming the following: (1) the same mix of residential, commercial, and industrial community members, and peak day needs and (2) the planned improvements for the treatment plant are completed (improvements to increase some unit process capacity issues, where current conditions do not provide the rated WTP capacity, and extend the useful life of equipment and structures). Distribution system capacity is addressed in the City's capital improvement plan.

In order to properly assess the vulnerability of its water supply to potential contamination from surface or near surface activities and to comply with the North Dakota Source Water Protection Program requirements, the City chose to participate in the North Dakota Wellhead Protection Program in 1995. In 2001, the City completed a Wellhead Protection Area Delineation report, which identified the wellhead protection area for Wahpeton's municipal wellfield based on existing hydrogeological information.

A more detailed description of the City's potable water supply system assets and planned improvements is provided in Appendix A - Water Infrastructure Systems Technical Memorandum.

Waste Water System

The City's waste water system consists of 41 miles of sanitary sewer pipes and ten lift stations that convey waste water to a six-cell lagoon treatment facility, with initial treatment at facilities located at the northeast city boundary and additional treatment in lagoons about three miles north. The waste water collection system is comprised of 34 miles of gravity sewer ranging from 8 to 27 inches in diameter, including an original 33.5 by 44 inch brick sewer section, and seven miles of forcemain sewer ranging from 6 to 21 inches in diameter. The majority of the gravity system is made of vitrified clay and polyvinyl chloride and was originally a combined sanitary and storm sewer that has since been separated. This area has the highest incidence of infiltration and inflow (I&I).

The wastewater is conveyed through 10 lift stations, each equipped with two pumps, except for Lift Station (LS) No. 1 which has four pumps. Wastewater from the central community area is collected and conveyed to Lift Station No. 1 and then pumped through a 21-inch forcemain to the wastewater treatment facility. Lift stations No. 8 and 9 pump wastewater collected from the west and north parts

of the City and discharge into a 14-inch forcemain that goes directly to the wastewater treatment facility.

The wastewater treatment facility is a lagoon system with coarse-bubble aeration (AerResearch, Inc system) in Cell #1, and weir controlled flow to Cell #2. Transfer pipes with valves control flow to Cell #3 and to the transfer pump station that conveys wastewater to Cells #5 and #6 located three miles north. Cell #4 (located east of Cell #3) has been abandoned. There are two discharge points for the waste water treatment facility to the Red River of the North: one for Cell #3 and one for Cells #5 and #6. Both of these discharge points are used regularly.

The Waste Water System Needs Assessment in 2006 identified considerations for increased capacity and a range of improvements to provide a more reliable collection system and treatment process. The major recommendations from the assessment are summarized below.

Recommendations – 2006 Needs Assessment

- **System-Wide Flow Monitoring:** A plan should be implemented to measure and monitor lift station and influent flows. This information will assist in determining the capacity limitations of the system and provide a more targeted effort to reduce infiltration and inflow (I&I). It will also provide for more accurate selection of process improvements and sizing of equipment and facilities for the treatment facility. The plan should provide water quality sampling in relation to flow for the treatment facility influent.



The storm water system on the City's west side relies on Drainage Ditch #1, which runs north along County Hwy 10

- Facility Plan: After flow and water quality monitoring are established, a facility plan will provide direction for the collection system and treatment facility to meet near and long-term capacity and discharge effluent requirements.
- Sanitary Sewer Evaluation Study: A study and system testing aimed at I&I reduction.
- Implementation of an industrial pretreatment program and wastewater utility rate structure system.
- Treatment System Improvements
- Cell #1 short circuiting analysis
- LS No. 1 odor evaluation
- Control system needs assessment
- Influent forcemain evaluation

A more detailed description of the City's waste water system assets and planned improvements is provided in Appendix A - Water Infrastructure Systems Technical Memorandum.

Storm Water & Flood Protection System

The natural drainage in Wahpeton is shallow with a flat grade all around the city. Drainage is also a major concern in Wahpeton and the vicinity due to the heavy and impermeable clay soils. Storm water is collected and discharged to either the Red River to the east or the Wild Rice River to the west, with the drainage divide along 11th Street. The original drainage system is an extensive storm sewer system east of 11th Street North that is managed through nine (9) outfalls that discharge into the Red River of the North. West of 11th Street, a large drainage ditch beginning at the intersection of 16th Avenue North and Highway 210 (Drain No. 1), which is a legal drain, carries storm water west along 16th Avenue and then north along

Richland County Highway 10 with discharge into the Wild Rice River northwest of the city. The southwest area, south of ND Hwy 13, discharges to the Wild Rice River through unnamed natural drainageways.

The Twin Towns flood protection system consists of a local system of levees, diversion channel, and a natural break-out area, aided by reservoirs in the upstream watershed area controlled by Orwell Dam, White Rock Dam, and the North Ottowa Impoundment Area. This system is intended to protect the City from river flood events approaching the 0.2% exceedence frequency (500-year flood). The City's levee system is equipped with gates and pumps to allow storm water to be pumped out during high river periods. Six (6) pump stations were installed with the levee system in 1998 with two (2) additional stations and two (2) portable pumping stations added in 2004. During normal river flow periods, storm water discharges into the Red River through gates in the levee. At high flow periods, the pumps lift storm water over the levee to the Red River. Pads were added in 2003 and 2008 to provide for temporary pump use in critical areas.

The main storm water issues for the City are street flooding and associated property damage during summer storms and spring thaw/precipitation events and the potential for exceeding pumping capacity during high river flows when flood gates are closed.

Primary future needs for the City's storm water and flood protection system are related to the following:

- a. System-wide capacity and condition improvements on the west side, which could involve putting Drain No. 1 in a box section from ND Highway 210 to the railroad;



The Red River of the North is a critical component of the City's storm water and waste water systems

- b. System-wide capacity and condition improvements in the Old Town area;
- c. Construction of Phase B of improvements to the southside drainage system;
- d. Improvements to the natural drain serving the southwest area, north of the ND Highway 210 interchange, which is about four miles in length;
- e. In the long-term, to support future development in the far southwest area, a legal drain would need to be established to provide for proper maintenance and could include a newly constructed system (approximately four miles) or combining with improvements to Drain No. 1;
- f. Major improvements to the 1998 pump stations to correct issues with reliability, operability and safety.

A more detailed description of the City's storm water and flood protection system assets and planned improvements is provided in Appendix A - Water Infrastructure Systems Technical Memorandum.

Water Infrastructure Goals & Policies

Goal for Potable Water Supply System:

Provide a reliable and high quality water supply for existing citizens while ensuring adequate capacity available to serve new industry and business.

Policies:

- 6.1 Manage the City's potable water supply system to ensure a fair and affordable cost for all citizens based on the system's operation, maintenance and upgrade costs.
- 6.2 Maintain high quality of the City's potable water supply to meet or exceed all applicable regulations through improvements to the water treatment plant, maintenance of aging infrastructure, and exploring the feasibility of adding a new well.
- 6.3 Increase the City's water supply by exploring the feasibility of municipal water reuse techniques, user water conservation strategies, and regionalization.
- 6.4 Maintain and implement a long-term potable water supply infrastructure maintenance, upgrade and expansion plan.
- 6.5 Evaluate and minimize the costs to existing citizens of extending the potable water supply system for new development prior to approving new development in expansion areas.
- 6.6 Fully implement the City's Wellhead Protection Program to develop appropriate management strategies and contingency plans and to maintain public awareness of the protection area.

Goal for Waste Water System:

Invest in existing waste water system assets to meet regulatory requirements and minimize personal property damage.

Policies:

- 6.7 Establish system-wide monitoring of influent flows, lift stations and the treatment facility to identify system capacity limitations and the sources, causes and levels of infiltration and inflow (I&I).
- 6.8 Establish an evaluation and correction plan to prevent and reduce excessive I&I.
- 6.9 Upgrade the waste water treatment facility to improve the facility's capacity, aeration, odor control and quality of waste water discharge.
- 6.10 Develop an industrial pretreatment program and wastewater utility rate structure system.
- 6.11 Maintain and implement a long-term waste water system maintenance, upgrade and expansion plan.
- 6.12 Evaluate and minimize the costs to existing citizens of extending the waste water system for new development prior to approving new development in expansion areas.

Goal for Storm Water and Flood Protection System:

Provide a storm water system that minimizes flooding, prevents property damages from interior flooding for 100-year events and from river flooding for 500-year events, and provides environmental protection.

Policies:

- 6.13 Upgrade the storm water drainage system on the City's west side (west of 11th Street), which drains to the Wild Rice River, to address deteriorating infrastructure and capacity issues as well as potential future expansion of development into this area.
- 6.14 Maintain and upgrade the storm water system in problem areas on the City's east side (east of 11th Street) and south side caused by aging infrastructure and capacity issues, coordinating with street improvement projects whenever possible.
- 6.15 Maintain and expand the capacity of the pump stations along the river levee to provide a higher level of flood protection during high river flow periods.
- 6.16 Explore the feasibility of establishing a legal drain to the Wild Rice River in the City's southwest area in preparation for potential future expansion of development into this area.
- 6.17 Maintain and implement a long-term storm water system maintenance, upgrade and expansion plan.

6.18 Explore the feasibility of establishing a storm water utility.

6.19 Evaluate and minimize the costs to existing citizens of extending the storm water system for new development prior to approving new development in expansion areas.

Parks, Trails & Recreation System

Parks, recreational facilities and trail connections are essential components of Wahpeton's vision of being a community for all stages of its residents' lives. Parks, trails and recreational facilities are not mere expenditures, but an investment in the future well-being of individuals and groups, as well as the continued attractiveness and viability of the City.

System Operations

The City of Wahpeton is unique as it is one of the few communities in the region, if not the nation that has a separate Park District with its own taxing authority to oversee the primary operation and maintenance of its parks, trail and recreation system. The Park District also receives funding from a voter approved 1 1/2% sales tax that extends to 2026. In 2005, collections of the tax were determined to be divided with 20% set aside for recreational needs, 33% to flood protection and 40% toward economic development projects. The remaining 7% "floats" and can be allocated annually to any of the three areas as needed.

Benefits of the Parks, Trails and Recreation System

The benefits of the system are broad-ranging and important to the quality of life in Wahpeton. The parks system consists of year-round programs, activities and special events, parks, trails, recreation facilities and open space. All of these components contribute to meeting the diverse needs of residents and visitors. The benefits of the parks, trails and recreation system include:

- outdoor and indoor recreation experiences.
- exercise and wellness.
- connected families.
- a sense of community and place.



- draws visitors to the area.
- positive effect on property values.
- protection of open space, appreciation of the natural environment and informal outdoor educational opportunities for all ages.
- community pride.
- protects quality of surface water and assists with flood control.

Classification of Existing Parks

Wahpeton has more than 350 acres of parkland, seven (7) neighborhood and community parks, and over 40 miles of pathways. City and Park District owned parks and open spaces represent approximately 10% of the City's land area. Wahpeton's parks provide diverse recreational amenities including walking trails, picnic facilities, children's play areas, skating rink, skateboard park, a swimming pool, court games, playfields, and more. Community facilities include a zoo, community center for senior activities, community center, an ice arena, and outdoor pool.

Parks serve a variety of purposes, providing active and passive recreation and open space at a neighborhood and community wide scale. For planning purposes, a park classification system categorizes parks according to their use and function. These categories include community parks, neighborhood parks, mini-parks and specialized facilities and are described as:

- **Community parks** are large and offer diverse environmental features, including unique natural open space. They offer many opportunities for recreation within the park.

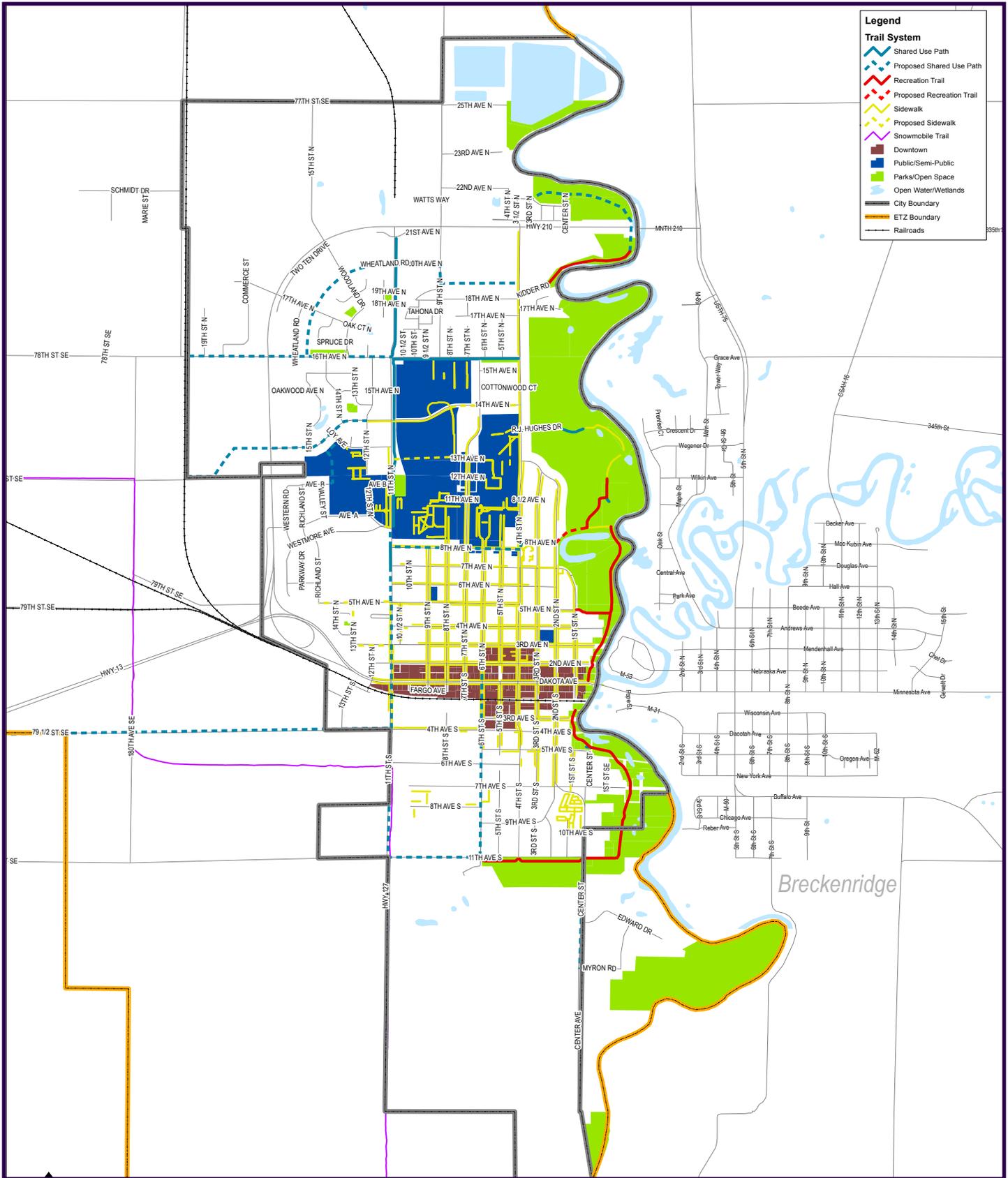


Figure 6.3: City's Existing Park, Trail and Recreation Facilities



Figure 6.4: Aerial photo of Chahinkapa Park and its recreational facilities

- **Neighborhood parks** are mid-sized parks which offer opportunities for a variety of recreational activities, both organized and informal.
- **Mini-parks** are small parks intended for informal recreation, play and relaxation.
- **Specialized facilities** represent elements of the park system that should be identified for their special use and purpose.

Using these classifications, the public parks in Wahpeton can be categorized as follows:

Community Parks

Chahinkapa Park - 85-acre park located along the Red River north of Downtown starting at approximately 5th Ave N. (see Figure 6.4 Chahinkapa Park Facilities). The park has many access points depending on ones mode of transportation. The variety of recreational facilities include a zoo, carousel, camping facilities, pool with waterslide, baseball and softball fields, basketball courts, tennis, track and football field, skateboard park, sand volleyball court, horseshoes, trails and playground equipment. In addition to picnic areas, there are seven shelters with seating capacity from 50 to 100 people. In the winter the park boasts cross-country ski trails, a sledding hill, hockey rink, skating pond and a warming house. Chahinkapa is home to a number of specialized facilities described later.

Kidder Recreation Area - located on the north side of the City along the Red River, this 26-acre park is largely undeveloped. It provides shoreline fishing, camping, bird watching, and a boat access. It also has a fish cleaning station, fishing pier, picnic shelters, and hosts some community gardens. The world's largest channel catfish, "Wahpper", is located just south of the Highway 210 bridge.

Neighborhood Parks

Airport Park - 25-acre park located on the south side of the City on airport property. Facilities include a playground, basketball hoop, softball field and a picnic shelter.

Mini-Parks

- Evergreen West Mini-Park - located at 13th St N and 3rd Ave N, this one-acre park includes a playground.
- North Meadows Mini-Park - one-acre park located

at 13th St N and 14 1/2 Ave N has a playground.

- North Park - located at 11th St N, this one-acre park has a playground.
- Rosewood Park - located at the intersection of 17th Ave N and Woodland Drive.

Specialized Facilities

- Bois de Sioux Golf Course is an 18-hole golf course located north of Chahinkapa Park. It is unique in that half of the course is located in Wahpeton and is connected via footbridge across the Red River to the rest of the course in Breckenridge. The 6,550 yard course offers numerous challenges to the experienced golfers. It is managed by a Wahpeton-Breckenridge Citizen Committee. It is operated independent of both the City and the Park District. The course offers a full service pro-shop and complete instruction program.
- Chahinkapa Zoo is one of only a few community zoos in the region. Located in Chahinkapa Park, it offers a natural environment for the 200 animals representing 70 species. Accredited by



Prairie Rose Carousel

the American Zoo and Aquarium Association, the zoo is open for visitors from May to October. It has a number of special events throughout the year, including Blue Goose Day, Zoo Boo and the annual Prometheus Motorcycle Club Zoo Run.

- Rodger Ehnstrom Nature Center is located adjacent to the Zoo. It offers indoor exhibits and displays related to the natural habitat offered by the Red River Valley environment.
- Prairie Rose Carousel, also part of Chahinkapa Park, is one of the few left in the country. It takes countless volunteer hours and parts gathered from all over the region to keep it operational.
- Richland County Historical Museum is located just west of Chahinkapa Park. It is open May through October and offers a large collection of Rosemeade pottery.
- Community Center, a former armory, is located south of Downtown on 5th St S. In addition to housing the parks and recreation offices, the Community Center is available for walking, court games and special events.
- Senior Citizen Center, also located south of Downtown on 3rd Ave S. offers a variety of events and programming.
- Stern Sports Arena is located on 11th St N near the Middle and High Schools. It is managed by the Red Youth Activities Association.

Related School Facilities

Wahpeton park and recreational facilities are intertwined with other public institutions, including North Dakota State College of Science (NDSOS) and Wahpeton School District. Facilities that are important components of the overall park and recreation system for the community include:

- Zimmerman and Central Elementary Schools' playgrounds serve the surrounding neighborhoods just north of Downtown.
- NDSOS has multipurpose fields, a swimming pool, tennis courts, and an activity center which are available to the community.

Community input

- Chahinkapa is a gem that needs to be further promoted in the region
- Levee trail is an asset and starting point for further embracing of the river
- Trail and sidewalk gaps need to be addressed for both transportation and recreation purposes
- Additional marked bicycle lanes desired
- Improved access to Red River for recreation, particularly launch points for canoes/kayaks
- More opportunities needed to cross the levee to reach the river

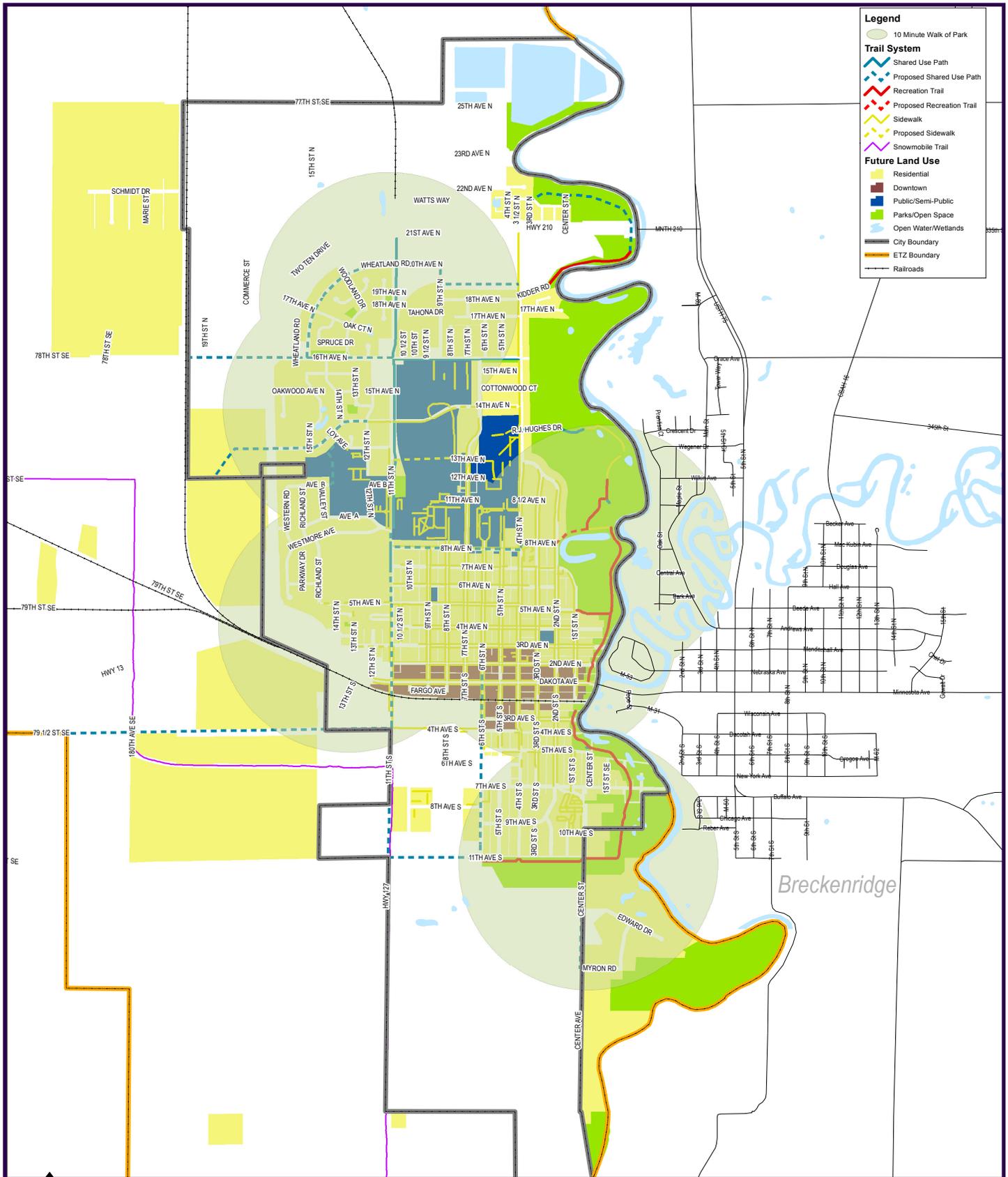


Figure 6.5: Map showing park service areas defined as a 10-minute walk

Park Needs Assessment

There is no precise standard measurement to determine absolute park and recreation needs for a community. Each community is unique in its needs and opportunities. However, park planners typically evaluate how many residents are within reasonable walking distance to a park. While preferred walking distances can vary by community, one typically considers a radius of 1/4 to 1/2 of a mile or a 5 to 10 minute walk from home. Given Wahpeton's relatively connected transportation pattern, the 1/2 mile or 10 minute walk standard has been applied.

As shown in Figure 6.5, most residents are within a 1/2 mile walk of an active recreational facility such as a playground or a park. There are some small gaps throughout the community.

While adding to the park system is not currently needed to meet residents' needs, expansion will be needed as the community grows, particularly if new neighborhoods are created across Highways 210 or 127. Parks should be located in these neighborhoods so that residents do not need to cross major roadways or other barriers for their daily needs.

Trail System

Wahpeton is served by a system of sidewalks and trails intended to meet both recreation and transportation needs. Trails and sidewalks provide recreation and fitness opportunities, promoting an active and healthy lifestyle for Wahpeton's residents, employees and visitors. The system also connects neighborhoods to parks, recreation facilities, schools and Downtown.

Wahpeton's trail and sidewalk system has drastically increased in just the last two years due to the construction of a trail as part of the levee flood control improvement project. With multi-purpose trails now available for a variety of reasons the City and Park District have recently identified a means of classifying whether a trail system component is owned and operated by the City or the Park District:

- Sidewalks - generally maintained by the property owner. They are generally located in Downtown and the community's original neighborhoods.

The North Dakota State Comprehensive Outdoor Recreation Plan identifies recreational priorities for each region. Wahpeton is in Region 5, a 6 county region with over 25% of the state's population and comprised of the Red River Valley, Sheyenne River Valley and Sheyenne National Grasslands. The 12 recreational priorities for the region include:

- Trails
- Picnic Areas/Playgrounds
- Pools/Beaches
- Campgrounds
- Golf Courses
- Sports Courts
- Winter Sports Facilities
- Sports Fields
- Off Road Parks
- Open Space Parks
- Public Use Areas
- Pet Parks

- Shared Use Paths - multi-purpose trails owned, operated and maintained by the City which function as connectors across neighborhoods. They are generally located on major roadways such as 16th Ave N and 11th St N.
- Recreation Trails - multi-purpose trails owned, operated and maintained by the Park District. These trails, generally located within parks, are intended to provide recreational opportunities to users. The levee trail is an example of a recreational trail.

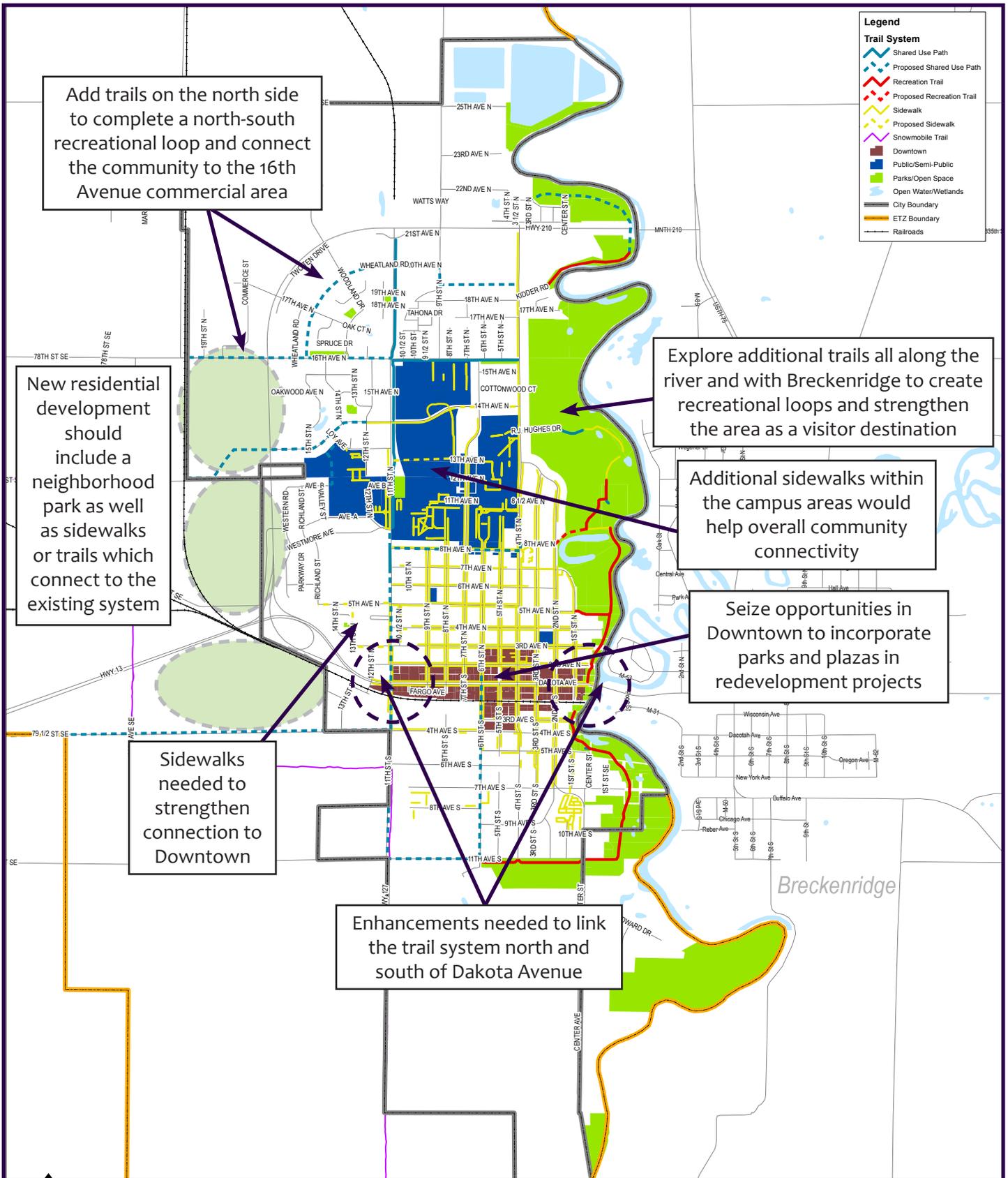


Figure 6.6: Proposed Enhancements to the City's Parks, Trails and Recreation Facilities

Trails are popular and use has boomed in Wahpeton according to community input. A complete and connected trail system of trails, paths and sidewalks is highly valued by residents for leisure use and for transportation. Trails are important to maintain a healthy community and high quality of life. While Wahpeton has recently made great strides in its trail and sidewalk system, there are a number of expansions and improvements that should be considered as identified on Figure 6.

Parks, Trails & Recreation Goals and Policies

Goal

Foster physical and mental well-being by providing parks, trails, open spaces, and recreational opportunities.

Policies

6.20 Create a community pathway network that connects neighborhoods to destinations for purposes of recreation as well as alternative mobility options.

6.21 Support development of a trail system that offers multiple looping options.

6.22 Encourage parks to be a central feature of a neighborhood rather than as an outlot or buffer, and provide adequate public access by locating new parks with at least one side fronting a public street.

6.23 Distribute parks so most residents live within a 10 minute walk of a neighborhood park and all residents live within a 15 minute walk.

6.24 Ensure there is a balance of active and passive park areas to serve the community's current activity trend for life-cycle recreational uses on a year-round basis.

6.25 Expand trailhead facilities to create trail system as a regional destination for multiple recreational opportunities.

6.26 Strive to maintain and acquire where feasible, properties that provide connections to existing parks, trail systems and open space.

6.27 Recognize the needs and preferences of pedestrians and cyclists with various skill and experience levels by providing a wide range of facilities to accommodate both functional and recreational trips.

6.28 Refurbish old and underutilized parks as needed, to reflect needs related to changes in population, age of nearby residents, recreational activities preferred, amount of leisure time available and contemporary park designs/ techniques.

6.29 Partner with schools, institutions, churches, non-profits, agencies and adjacent communities to leverage resources to optimize open space, fitness and recreation programming and facility options.

6.30 Develop park and recreation facilities that minimize the maintenance demands on the Park Board by emphasizing the development of well-planned parks, quality materials, and labor saving maintenance devices and practices.

6.31 Modify facilities as needed to retain economic viability and continue attracting a wide range of residents.

Public Institutions

Wahpeton has a wide range of community institutions that provide essential services for residents, businesses, employees, and visitors. Our community institutions are public and semi-public institutions, such as municipal services (administration, police, fire, public works, maintenance), city library, county services (administration, judicial, law enforcement), community center, senior citizens club, schools, post office, historical museum, and churches. Community institutions are those places that are open for public use, where all citizens feel welcome and have a sense of ownership, and are not profit-motivated entities.

City

Wahpeton's existing municipal institutions include the following:

City Hall

City Hall is currently located at 1900 Fourth Street North. City Hall was moved from its original building in downtown to its current location in 1999.

Fire Stations

The City currently has two fire stations:

- 204 Fifth St S (south side) since 1967
- 16th Ave & 11th St N (north side) built in 2005

Police Station

The City's Police Department is currently located at 413 Third Ave N on the north side of the County's Law Enforcement Center.

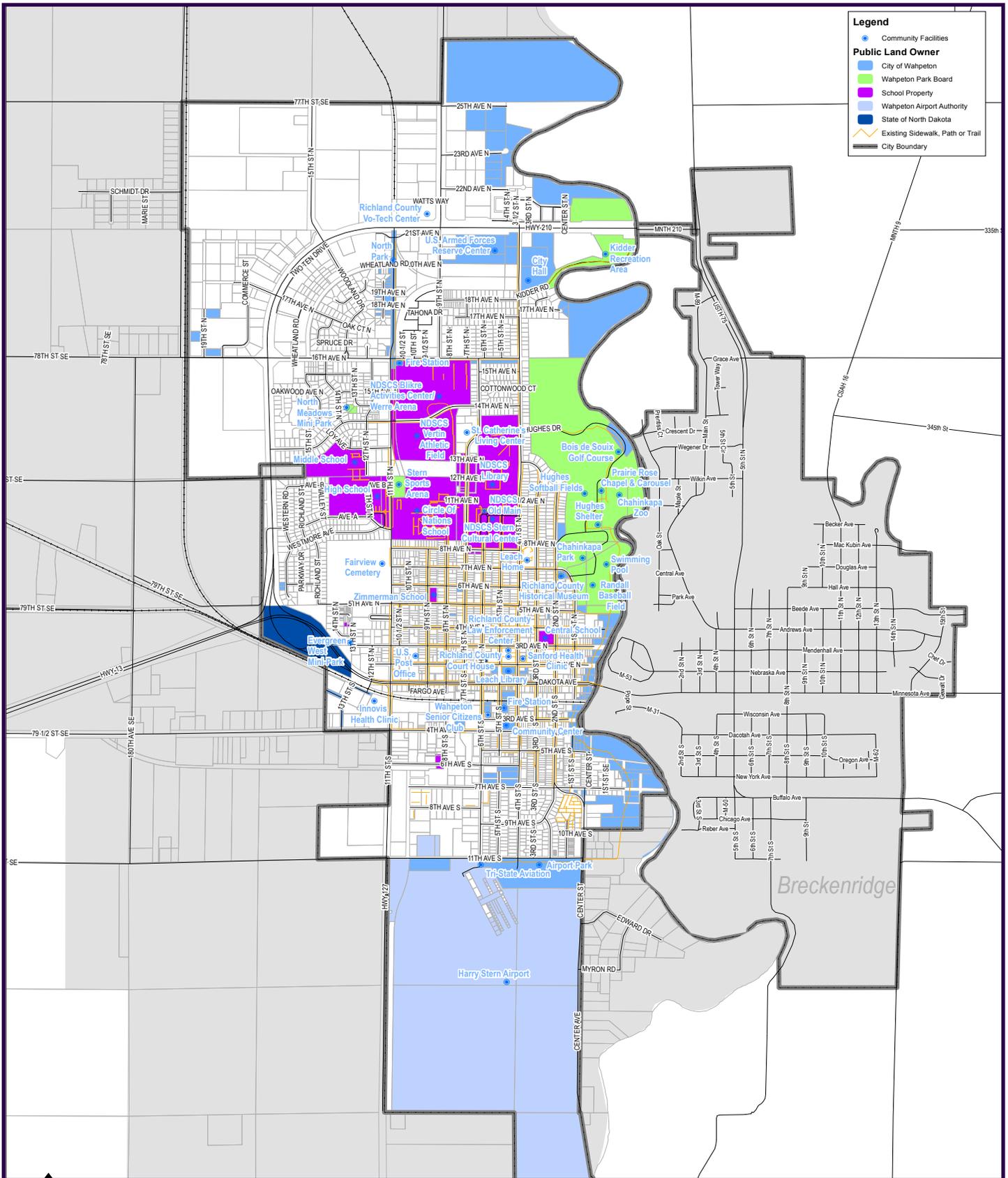


Figure 6.7: Community Facilities Map

Leach Public Library

The Leach Public Library is located at 417 Second Ave N in its original building, which is designated on the National Register of Historic Places.

Community Center

The City's Community Center is currently located at 304 Fifth St S. The City renovated the Old Armory Building in 2009 as the City's new community center. The Park District's offices are also located in this facility.

Bois de Sioux Golf Course

The City owns this 18-hole public golf course, half of which is located in Breckenridge and connected by a foot bridge across the river. It is the only public golf course in the nation to have nine holes in one state and nine holes in another state.

Wahpeton Park District

The Wahpeton Park District is an independent governmental entity from the municipal government of Wahpeton. The Park District is a major property owner within the community. The Park District's facilities include Chahinkapa Park, Kidder Recreation Area, four neighborhood parks (Airport Park, Evergreen West Mini Park, North Meadows Mini Park, North Park and one currently under development in Rosewood) and Stern Sports Center. Chahinkapa Park includes Chahinkapa Zoo, Rodger Ehnstrom Nature Center, Prairie Rose Carousel, Prairie Rose Chapel, John Randall Baseball Field, as well as many other community park facilities and playfields.

Wahpeton Airport Authority

The Wahpeton Airport Authority owns and operates the Harry Stern Airport, which is a public use airport located about one mile south of downtown. The airport encompasses almost 600 acres and has two runways.

Richland County

Richland County's existing facilities in Wahpeton include the following:

County Courthouse

The Richland County Courthouse is located at 418 Second Ave N in its original building, which is designated on the National Register of Historic Places.

County Law Enforcement Center

The Richland County Law Enforcement Center is located at 413 Third Ave N.

County Historical Museum

The Richland County Historical Museum is currently located at 11 Seventh Ave N. The museum is adjacent to Chahinkapa Park about five blocks north of downtown.

County Vo-Tech Center

The Richland County Vo-Tech Center is currently located at 2101 9th Street N, on the north side of Highway 210.

Wahpeton Public School District #37

The Wahpeton Public School District covers a large area (255 square miles) around the City of Wahpeton. The district includes the most urban part of Richland County consisting of the cities of Wahpeton, Mooreton, Great Bend, Summit-Center, and Dwight. It also includes the townships of Center, Summit, Brandenburg, Barney, Mooreton, Dwight and Ibsen. The nucleus of this school district dates back to the first school organized in 1872 and has effectively served the city and its environs through the years.

There are two elementary schools, one middle school, and a senior high school serving the district. Central Elementary School is located on the east side of downtown and Zimmerman Elementary School is located just northwest of downtown. The middle school and senior high school form an attractive campus on the city's west side.

Circle of Nations Indian School

Circle of Nations Indian School was organized in 1904 by the federal government for the education of Indian children from North Dakota, northern Minnesota and northern South Dakota. Circle of Nations is an inter-tribal off-reservation boarding school, chartered under the Sisseton-

Wahpeton Dakota Oyate and funded by the Bureau of Indian Education. Circle of Nations serves American Indian youth in grades 4 through 8. The mission of the Circle of Nations School is to build academic achievement and foster healthy development of the whole child in a Native American cultural environment. The school's campus is located between the NDSCS campus and the Wahpeton Middle School/Senior High School campus, just north of 8th Ave N. The campus consists of academic, residential dormitory, administrative, and maintenance buildings.

North Dakota State College of Science

The North Dakota State College of Science (NDSCS) is an influential member of the North Dakota higher education family. The school has been in existence since 1903 and maintains a good position on the cutting edge of technical and professional education in the region. NDSCS is a two-year, comprehensive, residential college with its main campus located in Wahpeton. NDSCS offers degrees, certificates, and diplomas in over 80 academic options in traditional career and technical studies as well as the liberal arts. The college also offers a variety of distance education and online courses. Total enrollment in 2009 was 2,651 students.

The NDSCS campus physically, culturally and economically occupies a prominent place in Wahpeton. For more than a century, NDSCS has maintained a unique blend of academic programs and campus life. Beyond the wide variety of career and technical education and liberal arts transfer programs, NDSCS has extensive facilities and organizations for a wide range of student activities. Many of the NDSCS facilities are assets for the citizens of Wahpeton as well, including the following:

- Harry Stern and Ella Stern Cultural Center
- Mildred Johnson Library
- Blikre Activities Center/Werre Arena
- Frank Vertin Athletic Field
- Earl "Skip" Bute Alumni Stadium
- Gayle Miller Softball Complex

Other Community Institutions

Wahpeton Senior Citizens Center

The Senior Citizens Center is currently located at 503 Third Avenue S.

U.S. Post Office

Wahpeton's branch of the U.S. Post Office is located at 926 Second Ave N.

U.S. Armed Forces Reserve Center

Wahpeton is home to a U.S. Armed Forces Reserve Center, which occupies almost 20 acres at the intersection of Highway 210 & Fourth Street N.

Public Institutions Goals & Policies

Goal:

Provide and maintain the community's system of public institutions to efficiently and economically serve all segments of the community.

Policies:

6.32 Retain and expand public institutions and services within downtown.

6.33 Foster collaboration among public and semi-public institutions to provide a wide range of educational, recreational and cultural opportunities.

6.34 Explore partnership opportunities between existing community institutions to maintain cost-effective public facilities and services that are sustainable long-term and support Wahpeton's high quality of life.

6.35 Coordinate planning and development efforts with the park district, local school district, NDSCS, Richland County and state agencies to ensure that future expansion and reinvestment projects are cost-effective and optimally located within the community.

Chapter 7

Implementation

Introduction

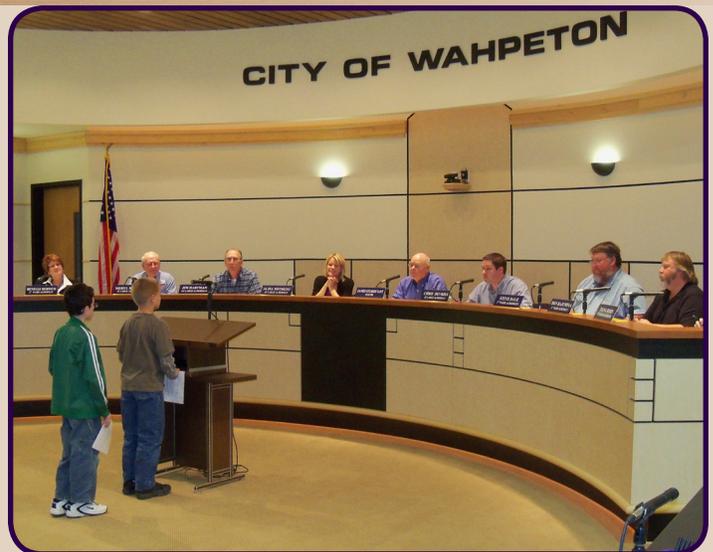
Wahpeton's 2030 Comprehensive Plan serves as the community's big picture policy framework to guide physical and socio-economic changes in the community over the next 20 years. The Plan's effectiveness for helping guide the community's future development and public investment decisions depends to a large extent on how well the Plan's implementation is defined up front. The Implementation Chapter identifies and describes the actions and initiatives necessary to implement the Plan's vision, goals and policies.

Implementation of the Plan will occur in three primary ways:

- Using the plan as a guide for decision-making.
- Using the plan as a marketing and funding tool.
- Using the plan as a "to do list".

Using the plan as a guide for decision-making

The plan is used by City Staff in the day-to-day operations of local government. Staff will reference plan goals and policies to support elected and appointed officials in carrying out their responsibilities in making key decisions relative to public investments, growth and redevelopment. Requests for land use applications and major development projects will be evaluated based on consistency with the plan. City Staff's copy of the plan should be most noted by its torn edges, protruding sticky notes and coffee stains, evidence of extensive use of the plan.



Elected and appointed officials will use the plan to justify hard decisions related to land use development, zoning requests, annexation, growth, redevelopment and public infrastructure investment.

The plan will be used by the development community to understand how particular projects fit within the community and how it might affect existing or planned future growth around their projects. Developers, brokers, realtors and investors will use the plan to help formulate strategies for new development projects or investing in existing development and to help with risk assessment.

Using the plan as a marketing and funding tool

Wahpeton's guiding principles emphasize a number of strategies (such as diversifying its economic base or strengthening the entertainment opportunities within the downtown area) that require coordinated efforts by

the community to attract, grow and develop ideas. As an adopted policy plan developed through a participatory public process, the Comprehensive Plan can help solidify the support, commitment and collaboration needed to mobilize the community. The plan should be referenced, celebrated and promoted to the Wahpeton community and the region seeking to invest or re-invest in the city. In essence, the plan becomes the document that is provided to prospective businesses, residents or investors.

Using the plan as a "to do list"

We all have our "to do lists" at home stuck on the fridge or bulletin board. In fact some of us have many to do lists. The Comprehensive Plan is the City of Wahpeton's to do list and should be a resource for city departments, boards, commissions and the City Council as they establish annual goals and work programs.

Successful implementation of the Plan results in successfully achieving and checking off some of the projects on the to do list. As items get checked off the list, it is an indicator that the plan is working and helping the community progress toward our long-term vision, guiding principles, and goals. At the same time, the Plan is intended to be a living document. As goals are accomplished, the community will learn new things and face new challenges. Over time, as the Plan is being used, it should also be revisited and refreshed.

Implementation Action Steps

Action steps are physical and socio-economic initiatives that are intended to carry out an idea or policy identified through the comprehensive planning process and memorialized in the adoption of the plan. The action steps directly correlate to the vision and guiding principles. Action steps will result in both tangible and intangible outcomes. For example, one action step may be to provide a service that enhances quality of life. Providing a service may not result in a physical development or change but would implement a policy of the plan. On the other hand, an action step that is focused on growing a business or industry might result in a new development or new jobs, both tangible outcomes.

Community Vision (4 elements)

- Community for a Lifetime
- Regional Hub, Jobs & Attractions
- Traditional Midwest Town Character
- High Quality of Life for Everyone

Guiding Principles

- Reinforce our traditional midwest town character
- Offer housing options for all stages of life
- Provide convenient connections to destinations
- Revitalize downtown as the civic, commercial and cultural heart of our community
- Grow and diversify our economy and job opportunities
- Enhance our community institutions, gathering places and entertainment opportunities
- Create a senior-friendly community
- Provide high quality and cost-efficient public services

In the case of action steps, the plan identifies an initiative or action, an entity or person responsible for the action or initiative, a time frame for completion, a general statement of cost to understand the magnitude of the action or initiative and a means to measure the action or initiative's effectiveness in moving toward the plan's vision, goals and policies.

The following are the recommended action steps for implementing the Comprehensive Plan:

1. Update the City's Regulations
2. Increase Economic Diversification and Employment
3. Align Capital Improvement Plan
4. Develop Small Area Master Plans
5. Promote Volunteer-Based Community Action
6. Support Housing Reinvestment and Development
7. Coordinate Parks and Trails System Plan
8. Establish a "Future of the City Forum"
9. Strengthen Partnerships
10. Encourage Historic Preservation

Update the City's Regulations

"There are two basic products that emerge from the planning process - plans and regulations. The first is a blueprint, while the second is a tool. Plans represent goals, things to be achieved, while regulations represent the vehicle to reach those goals." [North Dakota Planning Handbook] Chapter 16 of the Wahpeton City Code comprises the City's zoning ordinances/regulations while Chapter 17 comprises its subdivision ordinances/regulations.

Zoning Ordinance

From section 16-120, the purpose and authority of the zoning regulations are established as follows:

"The zoning regulations are made in accordance with a comprehensive plan. They are designed to lessen congestion in the streets; secure safety from fire, flood, panic and other dangers; to promote health and general welfare; provide adequate light and air; prevent the overcrowding of land; avoid undue concentration of population, to facilitate the adequate provisions of transportation, water sewerage, schools, parks and other public requirements. They are made with reasonable consideration, among other things, to the character of the area of each district and the particular suitability of such area of particular uses, and with a view to conserving the value of buildings and encouraging the most appropriate use of land throughout the City of

Wahpeton. For the purpose of promoting the health, safety, morals, or the general welfare of the community, the City Council of Wahpeton, North Dakota, is hereby empowered to regulate and restrict the height, number of stories, the size of buildings and other structures, the percentage of lot that may be occupied, the size of yards, courts and other open spaces, the density of population, and the location and use of buildings, structures, and land for trade, industry, residence, or other purposes. The authority of this Ordinance is based upon the right of the City Council of Wahpeton as empowered by the provisions of NDCC 40-47."

The City's zoning ordinance was last adopted in 1986 and has since had a number of amendments. In order to maintain consistency between the updated Comprehensive Plan and the zoning ordinance, a thorough review, analysis and update of the zoning ordinance and zoning map should be undertaken. This update should include:

- An evaluation of existing zoning districts, permitted uses and development standards with a focus on what is working and what is posing challenges to new development and property improvements;
- A comparison of existing zoning districts to the new land use categories established in the Comprehensive Plan;
- Refinement of existing zoning districts as needed to match with new land use categories;
- Creation of new zoning districts where existing districts are not able to be matched with new land use categories;
- Deletion of zoning districts that are no longer applicable or better handled through a revised district/new district;
- Mapping of new zoning districts;
- Review of development standards and an evaluation of consistency with the goals and policies in the plan;
- Refinement of development standards as deemed applicable; and,
- A review of administrative procedures.

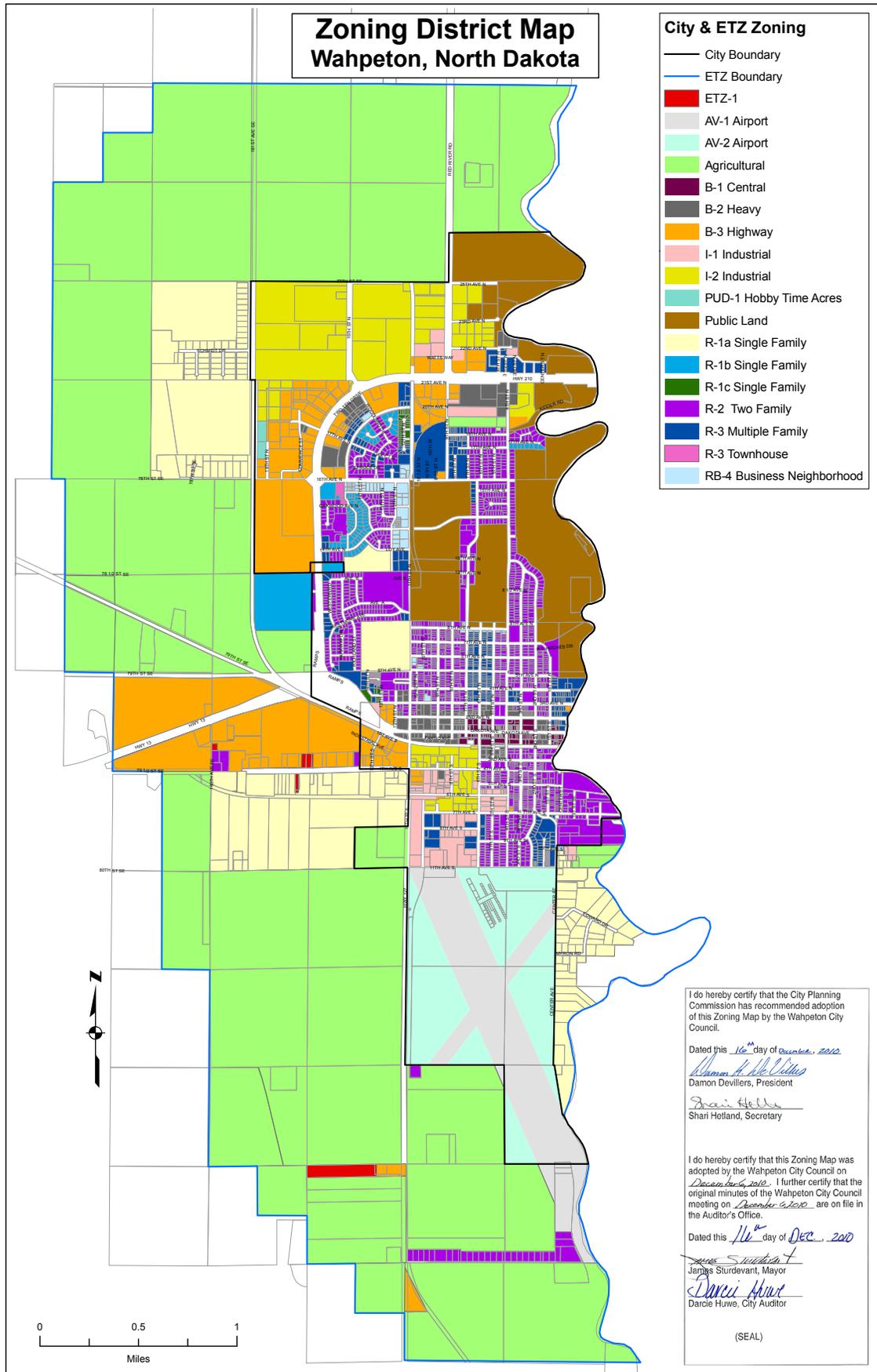


Figure 7.1: Wahpeton's current Zoning Map, which was last amended in 2010

The following key aspects of the zoning ordinance should be reviewed in more detail and amendments should be considered:

1. Official Zoning Map

The following areas should be considered for potential rezoning:

<i>Areas</i>	<i>Rezoning Considerations</i>
Downtown	Adjust B-1 and B-2 district boundaries to align with DTMU and DEMU land use designations
	Possibly create a new downtown mixed use district
South Industrial Area	Expand R-3 zoning district adjacent to existing residential areas
	Rezone B-3 district to I-1
	Evaluate I-2 district boundaries
Highway 210	Expand I-1 and I-2 districts
	Reduce B-3 district west of 11th St
	Expand B-3 district near 4th St
	Rezone portion of B-3 district to R-2 or R-1b west of Hwy 210
Neighborhood Business District	Rezone current RB-4 land that is not located at a major intersection to a residential zoning district
Public Land	Not currently assigned a zoning district; possibly zone to new public/semi-public and/or parks/open space districts
Fairview Cemetery Land	Rezone western portion to R-3 or Townhouse
ETZ	Rezone North Wahpeton Industrial Region to I-2 or I-1
	Evaluate appropriateness/need for current areas zoned for R-1a and B-3

2. Zoning Districts

The following existing districts should be considered for potential modifications:

- Business B-2 Heavy district - Modify to fit guidance of DEMU land use category, such as permitting residential uses on the first floor of buildings and completely residential buildings.
- Business B-1 Central district - Possibly modify to encourage more mixed-use buildings with traditional downtown scale and form.

- Industrial zoning districts, I-1 and I-2 - Possibly add business, professional and office uses as permitted uses.
- Residential zoning districts - Evaluate current development standards for opportunities to improve, such as density requirements and housing types permitted.
- Townhouse district - Evaluate need for district since it is not used very much.
- Extraterritorial zoning district - The ETZ-1 district should be evaluated for its long-term appropriateness/need.

The following new zoning districts should be considered to better align the zoning ordinance with the comprehensive plan:

- Downtown Edge Mixed Use district - Evaluate potential for modifications to B-2 district versus creating a new mixed use district specifically for downtown.
- Public/Semi-Public district - Consider for zoning of currently unzoned public land.
- Parks/Open Space district - Consider for zoning of parks and open space land.
- Mixed Residential district - A variety of zoning options for implementing the Mixed Residential land use pattern could be explored. Mixed Residential could be implemented primarily through modifications of existing residential zoning districts, such as revising permitted uses to be less restrictive and establishing development standards that ensure adequate design transitions between higher density residential and lower density residential development. Mixed Residential could be implemented through a Planned Unit Development (PUD) process. A third option is to create a new Mixed Residential zoning district.
- Urban Reserve district - Consider using as a long-term holding zone in the ETZ to prevent premature and inappropriate development from complicating orderly expansion of the community in the future. This new district could incorporate development/design guidelines and standards for allowing the expansion of urban services to new growth areas.

Modifications considered for Supplementary Regulations: At a minimum, the off-street parking and sign regulations should be reviewed and updated, particularly in relationship to the desired character of a revitalized downtown. In addition, the Designed Shopping Center district should be evaluated for its appropriateness, need and impact on downtown commercial development.

Subdivision Ordinance

The subdivision regulations guide the development, subdivision and platting of land. Subdivision regulations also provide direction on street design and neighborhood block patterns. The subdivision ordinance references the street plan that is part of the Comprehensive Plan. A review of the subdivision ordinance should evaluate the consistency with the vision, guiding principles and policies of the Comprehensive Plan.

Responsible entity: Planning Commission/Planning Staff

Timing: Year 1 and Year 2

Cost implications: will require staff time to coordinate and consultant time to do work – budget range \$20K to 25K

Funding sources: general fund – grant resources

Key measurements: N/A

Increase Economic Diversification and Employment

Expanding the commercial and industrial base of the City is an ongoing effort. This initiative becomes even more important as the community faces its current downtrend in population. Retaining, diversifying and growing the community's employment opportunities is viewed as a critical element in retaining and attracting residents to the community long-term. Our history of successful economic development suggests that most of our ongoing initiatives should continue. Identifying new, effective strategies for Wahpeton will most likely come in response to the needs articulated by existing and prospective businesses. Thus, listening and establishing relationships with existing businesses, and even business prospects, is the best initial step. Initiatives which do and can benefit economic development efforts include:

1. Establish a business call program or a system of regular meetings with existing businesses to explore needs and future opportunities through individual meetings and group forums. City staff currently performs these activities on a one-on-one basis. These meetings and forums should be primarily focused on listening, and if resources already exist, understanding why these existing resources are not meeting the needs of businesses. Using the information from these meetings, Wahpeton should work with local partners, such as the Twin Towns Chamber of Commerce, Wahpeton Community Development Corporation, North Dakota State College of Science, Richland County and the school district to address the needs identified.

2. Meet with local commercial realtors and site selectors to promote the community and its resources, as well as understand business needs and possible impediments to locating in Wahpeton.

3. Acknowledge and promote local businesses, and their employees for their contribution to the community through press releases, newsletter articles, and recognitions for anniversaries or notable expansions.

4. Identify and market to industry businesses which would complement and/or benefit from close proximity to existing Wahpeton businesses, student labor pool and/or existing labor force which graduates every year from NDSCS.

5. Create a supportive business and entrepreneurial environment through connections to local resources, business networks, start-up financing, and business incubation opportunities. Establish a start up business center.

6. Work with businesses and residents to promote buying locally. If necessary, identify barriers to buying locally (i.e. hours of operation) and work with the business community to address these barriers.

Responsible entity: EDC/CDC

Timing: ongoing to short term – 1 - 3 years

Cost implications: will require staff time to coordinate and conduct

Funding sources: general fund

Key measurements: number of goals addressed in the Comprehensive Plan

Align Capital Improvement Plan

The City of Wahpeton uses a Capital Improvement Plan (CIP) to manage capital improvement expenditures for public facilities in an efficient and effective manner. The CIP is a rolling 5-year plan that is updated annually. CIP planning is critical to maintaining the community's public infrastructure facilities such as streets, sidewalks, trails, waste water system, potable water system, storm water system, fire and police equipment, and government buildings. The current 5-Year CIP focuses primarily on maintenance and upgrades of the City's aging infrastructure system.

The CIP should not be managed as an independent plan. The Comprehensive Plan should be used as a guide to determine what the City's long-range plan is for development, improvements or reinvestments in particular areas of the community. As future growth and development occurs, the CIP plan should be maintained as a valuable planning and budgeting tool. When the CIP is updated annually, the CIP project request and review processes should include evaluating the feasibility and consistency of each project with the Comprehensive Plan.

Responsible entity: City Council/Administration

Timing: ongoing

Cost implications: staff time – minimal budget impacts

Funding sources: general fund

Key measurements: new projects identified and funded – projects completed – dollar value of completed projects/investments

Develop Small Area Master Plans

Downtown Master Plan

Our downtown area is a focus of our plan. It is the civic, cultural, shopping and entertainment center of our community and is a significant regional draw. As such, we should derive a more detailed plan that demonstrates how we can achieve some of the desired improvements to our downtown to move towards achieving our goal of recapturing the economic and social vibrancy and unique sense of place that downtown can offer. A focus on maintaining and strengthening downtown Wahpeton as a great place supports the recent investment in Dakota Avenue and is prominent within several of the Comprehensive Plan's guiding principles. The directions and priorities of the downtown master plan should be incorporated into the Comprehensive Plan via an amendment, such as land use map and street plan changes. A downtown master plan would provide the following directions:

- Identify opportunities for investments in physical public improvements that strengthen connections to adjacent neighborhoods and enhance the pedestrian environment (walkability and bikability) and generally define the cost implications of the improvements.

- Identify locations for organized civic events, activities and gathering places that bring more residents to downtown and devise a strategy for establishing such spaces/places for entertainment, cultural and social opportunities to create a downtown cultural district.
- Improve physical connections and wayfinding between downtown and Wahpeton's regional tourism destinations, particularly Chahinkapa Park & Zoo, to attract more regional tourism business to downtown.
- Evaluate redevelopment and reuse needs and demonstrate opportunities for new development aligned with creation of new downtown housing opportunities, new office opportunities and niche retail/services.
- Devise a strategy and plan for how redevelopment can occur including public financial incentives/assistance.
- Ensure a coordinated parking and wayfinding strategy that enables smooth traffic flow and circulation in downtown.
- Provide design guidelines relative to scale and massing of new development so that it can retain the small town, traditional downtown character desired by Wahpeton.
- Update the 2006 Downtown Action Agenda, which was intended to serve as a 5-year plan and then be revisited.

Responsible entity: City Council/EDC/CDC/Administration

Timing: short term 1 to 3 years

Cost implications: will require staff time to coordinate and consultants to conduct planning process – \$40K to \$60K

Funding sources: general fund, grant resources, TIF

Key measurements: goals addressed in the Comprehensive Plan

Southside Master Plan

The southside, particularly west of 6th Street, is another focus of the Comprehensive Plan for promoting future infill development and redevelopment. Originally planned as the South Industrial Park, this area has struggled to develop as a full-fledged industrial park and now has developed with a mix of heavy industrial, light industrial, commercial and higher density residential uses. The current mix of uses present some incompatibility concerns. In addition, a substantial portion of the area still remains undeveloped or underutilized. The public street network is incomplete and some existing streets are in need of improvement long-term.

In order to improve the Southside area and spur on full development of this land in a compatible and efficient manner, it is critical that the City develop a master plan for this area. This master plan needs to analyze and recommend future land use patterns, street networks, and development standards that ensure compatibility between the different uses that exist and will remain long-term.

Responsible entity: City Council/Planning Commission/EDC/CDC/Administration

Timing: short term 1 to 3 years

Cost implications: will require staff time to coordinate and consultants to conduct planning process – \$40K to \$60K

Funding sources: general fund, grant resources, TIF

Key measurements: goals addressed in the Comprehensive Plan

North Wahpeton Industrial Region Master Plan

In 1997, the same year that the City updated the Comprehensive Plan, the Community Development Corporation also developed a specific plan for the North Wahpeton Industrial Region called Advantage of Wahpeton: A Framework Plan for Regional Industrial Development. This area plan addresses land outside the current City boundaries, including land within the City's ETZ and beyond the ETZ, which is under jurisdiction of Dwight Township. The plan recommended designating the 6,000 acres of land in this desired industrial region for a mix of agricultural and non-agricultural industrial land uses, rezoning the land, expanding the transportation system, ensuring environmental protection, and establishing a coordinated effort between the City, Township, County, existing industries, and land owners.

Consistent with the 2011 update of the City's Comprehensive Plan, it also makes sense to revisit this specific plan for the North Wahpeton Industrial Region to increase its relevancy, effectiveness, and consistency with the updated Comprehensive Plan and create a true master plan for future development. As one of the community's primary goals is to grow its employment base, it is critical that the City have a master plan for what may become its largest employment area.

Responsible entity: City Council/EDC/CDC/Administration

Timing: short term 1 to 3 years

Cost implications: will require staff time to coordinate and consultants to conduct planning process – \$40K to \$60K

Funding sources: general fund, grant resources, TIF

Key measurements: goals addressed in the Comprehensive Plan

Planned Expansion Areas

Potential future growth areas are described in the land use plan west of Highway 210 and possibly west of Highway 127. These areas will be needed to accommodate the limited new development that is forecasted to be needed over the next 20 years. Future growth in these areas will require the planned extension of community infrastructure (sanitary sewer, potable water, storm sewer and roads) and the coordination of future community park land.

A goal of the plan is to create "great neighborhoods" that will help offer a diversity of housing choices and neighborhoods that are attractive to live in (i.e. close to services and have desirable amenities like parks, trails and natural resources or open space areas). Wahpeton has a current supply of housing in mature neighborhoods. New growth areas create opportunities for move up housing or to fill in a housing gap.

Another goal of the Comprehensive Plan is to diversify the economic (jobs) base in the community. Opportunities for new growth can also accommodate growing or expanding businesses that don't fit into downtown Wahpeton or existing commercial areas.

Small area plans for planned expansion areas would provide the following guidance and direction for the City of Wahpeton:

- A more detailed master plan that defines how land uses would interact and address incompatibilities and transitions.
- A street network that provides access to development parcels and ensures connectivity to the street system and adjacent neighborhoods.
- A feasibility study of infrastructure requirements identifying associated costs and establishing a financial plan for covering the costs.
- Location and programing of future parks needs.
- Identification of area and site amenities that contribute to quality of life and neighborhood character development (open spaces systems, infrastructure design, streetscape, sidewalk/trails, etc.)
- A phasing plan that would understand how development would occur over an extended period of time due to the slow rate of growth in Wahpeton.

Responsible entity: Planning Commission in partnership with landowners/developers

Timing: Mid term – 3 - 5 years to longer term 5+ years

Cost implications: will require staff time to coordinate – consultant budget could vary depending on size and scope of project - \$50K to \$100K

Funding sources: general fund/park fund/grant resources/developer-landowner contributions

Key measurements: number of goals addressed in the Comprehensive Plan

Promote Volunteer-Based Community Action

Volunteer-based community action is important within small towns across America. It has been and will be of critical importance to the future upkeep and enhancement of our community and quality of life in Wahpeton. Community involvement and volunteerism helps build a sense of ownership in our community, strengthens civic engagement, builds relationships, and ultimately, significantly contributes to the quality of life we aspire to have in Wahpeton. Volunteer-based community action can be very rewarding when it is supported by a shared community vision created by citizens. Our new Comprehensive Plan has been prepared with many opportunities for the public to participate in a dialogue about our community's issues, challenges, assets, opportunities, and hopes for the future. As we move forward with implementation of our new Comprehensive Plan, we must continue and expand this dialogue within the community. We must recognize that changing times compel us to continuously plan for our future, be able to adapt to change, and seize opportunities as they emerge.

A key strategy for growing volunteer participation is to expand opportunities for community members to volunteer their services, expertise and time in the pursuit of carrying out our Comprehensive Plan vision, guiding principles and ideas and increase outreach to increase awareness and interest in volunteerism. The City should consider the potential for partnering with the Park District on this initiative, since they have some experience with citizens getting involved with taking care of community parks. Another recent volunteer-based community effort was the Wahpeton-Breckenridge Downtown Action Agenda, which utilized committees and task forces to create this plan.

Other potential opportunities or examples of volunteer-based community action could include:

- Working with “Keep America Beautiful”, the largest volunteer-based community action and education organization in the U.S, which could be considered for downtown clean up, fix up, beautification and revitalization;
- Wahpeton Historical Society;
- Partnering with the United Way organization's volunteering efforts;
- Creating a “Friends of Downtown” organization;
- Partnering with private businesses that are interested in developing community-focused volunteer initiatives for their employees.

Action Steps:

- Establish a coordinator of volunteer-based community activities.
- Provide a means to align and connect community members' strengths, skills, passions and assets with the appropriate action strategy, project or idea.
- Establish specific targets and goals for volunteerism (i.e. number of new volunteers participating, total estimated volunteer hours logged, projects completed, projects initiated, etc.)
- Establish a recognition and appreciation program that celebrates accomplishments and recognizes contributions.
- Create/advocate for matching contributions from local organizations that seek to benefit by the volunteer activities and efforts

Responsible entity: City Council/Administration

Timing: Immediate – and ongoing

Cost implications: will require staff time to initiate/start up – minimal budget impacts

Funding sources: general fund, grant resources, philanthropy

Key measurements: create a volunteer database and record total volunteers, new volunteers added on an annual basis, total volunteer hours logged and measured on an annual basis. An important measurement is also to be able to measure the diversity in the volunteer base, particularly new residents vs. long term residents and age of volunteers (kids, young adults, families, retirees, seniors.)

Support Housing Reinvestment and Development

A diverse and adequate housing supply is one of the key elements of Wahpeton's Vision. Housing is addressed by various policies throughout the land use plan. Achieving the Vision requires more than simply providing a land use pattern and identifying policies that support a diverse and adequate supply of housing. The key action strategy relative to housing is to implement the recommendations from the 2010 Wahpeton-Breckenridge Housing Study Report. This report thoroughly documented the issues and challenges facing the Wahpeton community relating to housing development.

Responsible entity: EDC/CDC

Timing: ongoing to short term – 1 - 3 years

Cost implications: will require staff time to coordinate and conduct

Funding sources: general fund

Key measurements: number of goals addressed in the Comprehensive Plan

Coordinate Parks and Trails System Plan

A common theme that emerged through the public input of our plan was the ongoing need to enhance the our community's quality of life and to provide the amenities and attractions that would give people a reason to want to live and work in Wahpeton. With rising gas prices, the desire (and need) to live closer to one's job place is growing. Our community has great assets in the Red River of the North. Chahinkapa Park, and the zoo. On a smaller scale, we have neighborhood parks that provide residents with various recreational opportunities.

The community also has trails and sidewalks that serve recreational and daily transportation purposes. With the recent addition of the river levee trail and its popularity with residents, the community has a great opportunity to create a truly connected trails system that creates a loop within the community, linking all neighborhoods to the community's parks, open spaces and major destinations. Another opportunity is to partner with the City of Breckenridge in creating a trail loop that connects the Twin Towns. Since some trail segments may need to be located on streets, this initiative will require coordination

between the Wahpeton Park Board, Wahpeton City Council and Breckenridge City Council.

A parks and trails system plan will provide:

- An updated inventory of the existing parks and trails system including age and general condition of existing facilities.
- A plan for how to improve parks that need upgrading and programming needs for parks based on the function or role the park plays.
- Identification of future park needs and a strategy for how future parks can be designed to serve as a focal point for a neighborhood and contribute to the "sense of place" desired by people who are making choices about where to live.
- An understanding and plan for how the parks work together with the open space system to offer linked recreational opportunities through a coordinated trail system.
- Identification of a connected trail system connecting all neighborhoods to major destinations in the community and creating recreational trail loops, including a loop that connects with the City of Breckenridge's trail system.
- A financial plan that recognizes improvement costs and funding resources

Responsible entity: Wahpeton Park Board, Wahpeton City Council, Breckenridge City Council

Timing: Mid term – 3 - 5 years

Cost implications: will require staff time to coordinate – consultant budget \$35K to \$45K

Funding sources: general fund/park fund

Key measurements: number of goals addressed in the Comprehensive Plan

Strengthen Partnerships

Implementation of our Comprehensive Plan requires partnerships between the public and private sectors. Within this plan, we have articulated a plan for future growth with an inward focus on the core of our community and the recognition that we need a balanced approach to new growth and revitalization. The ability of the private development community to create new development is hampered by weak economic conditions and the challenges associated with redevelopment. Forming new partnerships and strengthening existing partnerships is a critical strategy to overcome these barriers.

- Partner with the city of Breckenridge to maintain, implement and update the 2006 Wahpeton-Breckenridge Downtown Action Agenda.
- Partner with the North Dakota State College of Science to strengthen and build on the asset of having a higher education “campus” in the city.
- Partner with Richland County Jobs Development Authority and Dwight Township to manage growth and foster economic development on a regional basis.
- Partner with landowners who control parcels most suitable for new development in the future to provide a coordinated marketing and development plan that reduces development barriers and maximizes consistency with the City’s vision and guiding principles.
- Partner with local and regional housing agencies to identify and develop housing types to fit the community’s housing gaps, such as senior-friendly housing and affordable housing.
- Partner with the Parks Board to coordinate a connected parks and trails system plan.

Partnerships can take many forms. A first step is defining the objective of the partnership and establishing a desirable outcome such as a specific development project, coordination of an event or delivery of a particular service. A second step in forming the partnership is to understand the organizational structure and the roles of each partner. This would include the financial commitments, decision making structure and staffing responsibilities. Lastly, and probably most important, is identifying a passionate

leader who coordinates and facilitates activities of the partnership, mediates potential challenges and advocates for the desired outcome.

Responsible entity: City Council/Administration

Timing: Immediate and ongoing

Cost implications: will require staff time to coordinate – minimal budget impacts

Funding sources: general fund

Key measurements: number of partnerships created, projects initiated, and projects completed.

Establish a “Future of the City Forum”

Establish a “Future of the City Forum” or similar event to review and update the Comprehensive Plan on an annual basis. This forum should also facilitate a community dialogue about what has worked well and what has maybe not worked so well. As a regular evaluation, it serves as a way to “check in” on the Comprehensive Plan’s vision, guiding principles, goals and policies and should lead to identifying any needs for amendments or updating the “to do list” on an annual or every other year basis. This process could occur through regular survey mechanisms or through a process designed to “take the pulse of the community” and celebrate community accomplishments.

Responsible entity: Planning Commission/Planning Staff

Timing: Year 1 and ongoing

Cost implications: will require staff time to initiate/start up – minimal budget impacts

Funding sources: general fund, philanthropy

Key measurements: number of total participants and new participants in the community dialogue.

Encourage Historic Preservation

The City has a wealth of historic assets, particularly in downtown, which would benefit from stronger historic preservation efforts. Preservation of the remaining valued landmark buildings is a critical element of what makes downtown unique and is an important part of the revitalization of downtown. The City should explore the possibility of establishing more formal historic preservation roles and processes at the City level, such as setting up a historic preservation commission, establishing a historic preservation ordinance, and becoming a Certified Local Government (CLG) through the State Historical Society. As part of establishing a historic preservation ordinance, the City could then designate qualifying historic buildings as local historic properties, develop preservation standards, and create incentives for property owners to reinvest in historic properties.

Responsible entity: City Council/Administration

Timing: Immediate and ongoing

Cost implications: will require staff time to coordinate – minimal budget impacts

Funding sources: general fund

Key measurements: number of partnerships created, projects initiated, and projects completed.