

Executive Summary

Background

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

Gregory is closely tied to the cultural geography and history of the area. But Gregory owes its existence to a presidential proclamation made in 1904, which opened up western Gregory County to settlement. Gregory continued to grow and prosper, making its mark as a service center for the farmers and ranchers in the area. The hospitality and service-oriented people of the community continued to cater to the residents of the area. Honest, hard-working people continue to make up the core of the area's population, making Gregory today a tremendous place to live and grow. The natural resources around Gregory, including pheasant hunting, continue to attract visitors from around the country.

The last comprehensive plan written for the City of Gregory was adopted in 1979. Zoning regulations were adopted to implement the comprehensive plan. In 2009, the City found it necessary to revisit the community's goals and explore new ideas that will move Gregory into the next twenty years.

Overview of Goals

The goals and objectives of the Gregory Plan were devised in regard to population growth, natural and cultural resources, transportation, parks, public services, housing, and economic development. In summary, the Planning Commission has recommended some progressive actions in terms of civic involvement. The Plan encourages the community to organize around the housing issue; from forming a committee, preserving existing rental housing, to constructing a small housing project. There are also lofty goals to further develop the industrial park out by the airport, creating a welcome center, and developing a 4-H activity building and amphitheater in the City Park. With this comprehensive plan, the City of Gregory provides a vision for moving into a new epoch in purpose; that of being a rich service community filled with housing opportunities for young professionals as well as retired residents and outdoor enthusiasts.

Gregory, South Dakota 2030 Vision Statement

The City of Gregory is situated along US Highway 18 in south central South Dakota. Gregory's spirit as a "pioneer community" is the foundation for the community's existence. In the year 2030 the City of Gregory will be a safe, healthy community offering a superior quality of life by:

- A dynamic economy that taps into Gregory's potential as a regional hub;
- Offering clean and attractive neighborhoods rich in character and diversity, each with its own identity;
- Providing an active civic life through a vibrant downtown which includes shops, workplaces, and a community center;
- An active and accessible overlook area by the City Park offering a mix of activities;
- A connected parks and open space system offering residents great opportunities to experience the outdoors; and
- Promoting itself as a great place to live and work, where a variety of housing types and job opportunities are offered to meet everyone's needs.

Chapter I: Introduction



I. Introduction

A. Purpose and Nature of the Plan

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

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

B. Role of the Planning Process in Local Government

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

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

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

C. Relationship of the Plan to District and Functional Plans

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

establish a baseline of information and a systematic process that can be used to evaluate future issues.

Chapter II: Background



Source: David Ellis, Flickr

II. Background

A. *Historical Background of Development in the Community*

As the United States was racing into the 20th century, Gregory County was part of the "Last Frontier" opened to settlers. The Arikara and Ree Indians had long since vanished. The Sioux, who roamed the area since the mid 1800's, had been regulated to the Rosebud, Pine Ridge, Cheyenne, Standing Rock and Lower Brule reservations, and an ambitious congressmen had persuaded President Roosevelt to open the territory for settlement.

The presidential proclamation was made public on May 15, 1904 which opened western Gregory County for settlement. Registration was held throughout the month of July, and on the 28th of that month, 2600 lucky land seekers received their 160 acre tracts.

August 8, 1904, Gregory was formally opened to the public as a government City-site. By June 23, 1905, Gregory was boasting 250 buildings and 500 inhabitants that filled an area which consisted of four surveyor's holes and a stake just the August before. Some of the larger businesses included two banks, two hardware stores, a meat market, two lumber companies, three hotels, a restaurant, a grocery, a furniture store, a pool hall, a photographer's studio, a drug store, two newspapers, three livery barns and three blacksmith and machine shops. The community also now had a public school with 56 pupils, a U.S. Land Commissioner, and the Interstate Telephone Company was building an exchange.



By 1906, land that had sold the previous year for \$500 to \$800 per quarter was selling for \$2500 to \$3500 per quarter. The year 1906 also brought news that the railroad had contracted for the first stretch of track from Bonesteel to Gregory.

In 1907, Gregory citizens voted to construct a \$12,000 water works, and investors agreed to install electric lights. Local businessmen constructed a City Hall, and an Opera House Company organized for the purpose of constructing an opera house and City hall.

By the end of 1908, the great registration for the Tripp County lands was on, and fifteen regular trains arrived in Gregory daily, packed with passengers.

From these beginnings, Gregory continued to grow and prosper, making its mark as a service center for the farmers and ranchers in the area. The hospitality and service-oriented people of the community continued to cater to the residents of the area. Honest, hard-working people

continue to make up the core of the area's population, making Gregory today a tremendous place to live and grow.

Gregory County Timeline

- Pre 1800 - Arikara/Ree dwelled on the plains.
- 1829 - John Shaw Gregory was born in New York.
- 1861 - John Shaw Gregory elected to represent people of the 6th District.
- 1862 - Gregory County named after John Shaw Gregory.
- 1887 - Dawes Act relocated the Indians to the reservation.
- May 1904 - President Roosevelt "opens" land to settlers.
- August 1904 - Gregory City is named as a government City site.
- June 1905 - Gregory's population is 500 with 40 businesses.

Source: Gregory Centennial Committee's Celebration Brochure, July 4, 2004

<MAP 1>

<MAP 2>

B. Current Conditions and Trends

1. The Built Environment

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

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

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

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

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

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

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

CITY IMAGE MAP HERE

2. The Natural Environment

Landscape

Most of Gregory County is within the Pierre Hills region in the Missouri Plateau section of the Great Plains physiographic province. The Pierre Hills generally consist of clayey soils and are gently undulating to steep in most areas. Elevation in the County ranges from about 1,250 feet

above sea level in the southeastern portion to about 2,300 feet above sea level in the southwest part.

Soil is the most important natural resource in the County. It provides a growing medium for crops and for grass grazed by livestock. Other natural resources are ground water, sand and gravel, and wildlife. Many small dams, dugouts, and flows of Ponca Creek provide water for livestock in most years. Ground water is available from wells throughout the southern part of the County. Significant deposits of sand and gravel are in areas of the Jansen and Meadin-Jansen Associations, which are general soil units found in the Soil Survey of Gregory County. Coyote, cottontail, fox, deer, and upland game birds are the chief wildlife resources.

MAP 3 (TOPOGRAPHY) shows the topographical features of Gregory and the surrounding area. It is the "7 ½ minute" map produced by the United States Geological Survey. The map (and subsequent ones) reveals environmental issues such as areas that may have potential for flooding.

<MAP 3>

Soils

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

The soil association in and around Gregory is the Reliance association. The Reliance soil association is on uplands characterized by long, smooth slopes. The slopes are generally nearly level to moderately sloping but are strongly sloping in some places. In most areas the drainage pattern is well defined, but it is poorly drained in where drainage ways terminate in small depressions. Some areas of the soil association support native grasses and are used for grazing or hay. The major soils are suited to cultivated crops, tame pasture and hay, range, and open-land and rangeland habitat. Presented below, and shown in **MAP 4**, are the specific soil types that occur in Gregory. More detailed information is available in the Soil Survey of Gregory County, South Dakota, published by the U.S. Department of Agriculture, Soil Conservation Service.

The following soils are most prominent within Gregory:

- **Reliance Silty Clay Loam 0-3% Slopes (ReA):** This deep, well drained, nearly level soil is on uplands. Areas of this type are irregular in shape. Slopes are smooth or slightly convex and range from 0 to 3 percent. Available water capacity is high. Permeability and runoff are moderately slow. The soil is well suited cultivated crops and tame pasture and hay. It is also well suited to windbreaks and environmental plantings. The soil has moderate shrink/swell limitations on dwellings with basements and severe limitations on commercial buildings, roads, and septic systems. This soil is the single most prominent type in Gregory, found throughout the central areas of the City.
- **Reliance Silty Clay Loam 3-6% Slopes (ReB):** This deep, well drained, nearly level soil is on uplands. Areas of this type are irregular in shape. Slopes are long and smooth and range from 3 to 6 percent. The soil is well suited cultivated crops and tame pasture and hay. It is also well suited to windbreaks and environmental plantings. The soil has moderate shrink/swell limitations on dwellings with basements and severe limitations on commercial buildings, roads, and septic systems. This soil type is generally located around the periphery of the City.
- **Onita Silt Loam (Ot):** This deep, well drained, nearly level soil is in swales on uplands. It is occasionally flooded for brief periods in the springs. Areas of this soil are long and narrow. Slopes are smooth or slightly concave. The soil is well suited cultivated crops and tame pasture and hay. It is also well suited to windbreaks and environmental plantings. The soil is not well suited for building site development and septic systems. This soil is generally located in lower areas of western Gregory and in a drainage area in the northeast part of town.

- **Dunday Loamy Fine Sand (DaA):** This deep, somewhat excessively drained, nearly level soil is on uplands. Areas are irregular in shape and slopes are generally 0 to 3 percent. The soil is well suited to cultivated crops, but wind erosion is a concern. The soil is also suited to windbreaks, and environmental plantings but it is droughty and the hazard of wind erosion is severe. The soils are fairly well suited to most kinds of building site development and sanitary facilities. There are few limitations on building sites, and the filtration is a limitation in septic tank absorption fields. This soil type is predominantly found at the base of the butte in northwest Gregory.
- **Tassek Rock Outcrop Complex (TrE):** This strongly sloping to steep soil occurs as areas of shallow, well drained Tassel soil intermingled with areas where sandstone crops out. Areas of this soil are very small and localized. Slopes range from 9 to 40 percent. Available water capacity is low and permeability is moderately rapid. The soil is well suited to range, but is too steep and too shallow for cultivated crops, tamed pasture and hay, and windbreaks and environmental plantings. The soil is not well suited to any sort of building site development and septic tank absorption fields. This soil is located specifically at the summit of the butte in northwest Gregory.

<MAP 4>

Table 2.1 shows some of the important characteristics of the soils described above. For the purposes of this plan, these characteristics are especially important as they relate to new housing development. The specific soil type in an area proposed for development should be evaluated before houses, or other structures, are allowed to be built. Building on inappropriate soils may result in environmental damage and additional public and private expense.

Flooding potential is obviously an important factor. Information on frost action is relevant because some soils can cause substantial damage to pavement and other structures after they thaw in the spring. Silty and clayey soils that have a high water table in the winter are most susceptible to frost action.

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

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

Soil Type	Dwellings with Basements	Commercial Buildings	Limitations for Septic Systems	Limitations for Road Construction
Reliance Silty Clay Loam (ReA) 0-3 %	Moderate – shrink/swell	Severe – shrink/swell	Severe – percs slowly	Severe - low strength-shrink/swell
Reliance Silty Clay Loam (ReB) 3-6 %	Moderate – shrink/swell	Severe – shrink/swell	Severe – percs slowly	Severe - low strength-shrink/swell
Onita Silt Loam (Ot)	Severe – flooding	Severe – flooding, shrink/swell	Severe – flooding, wetness, percs slowly	Severe - low strength, flooding, frost action
Dunday Loams Fine Sand (DaA)	Slight	Slight	Severe – poor filter	Slight
Tassel Rock Outcrop Complex (TrE)	Severe – depth to rock, slope	Severe - slope	Severe – depth to rock, slope	Severe - slope

Soil Survey of Gregory County, USDA Soil Conservation Service

Climate

Climatic conditions can affect local development in a variety of ways. Temperature extremes determine the amount of insulation required for houses and buildings, and the amount of rainfall dictates the size of drainage pipes and culverts needed to prevent flooding. Prevailing wind patterns should be taken into consideration when large, polluting industries or big cattle feeding operations are being planned for an area. Winds can also be directed within an urban area that disrupts human comfort due to buildings being spaced far apart, lone tall buildings, and buildings of various heights close together. **Figure 2.1** shows temperature and precipitation figures for Gregory.

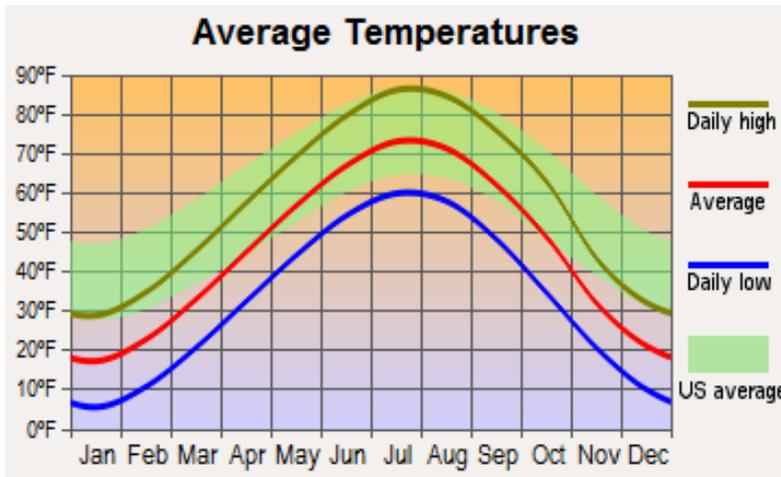
The Gregory area experiences a wide range in temperatures from summer to winter and in daily maximum and minimum temperatures during most of the year. Temperatures can rise above 100 degrees in summer and fall to minus 20 degrees or lower in winter. In an average year, the last spring freeze will occur in late March and the first fall freeze will happen around the last week in October.

Snowfall generally begins in late October and continues until April, averaging approximately 25.2 inches annually. Gregory receives the most rainfall generally in May and June. The average yearly rainfall for the area is 21.55 inches.

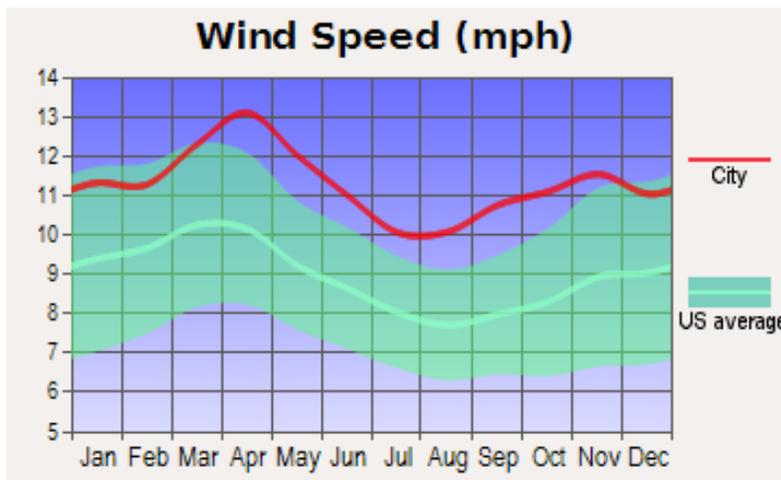
Wind direction during the summer is generally from the south, and during the winter it is usually from the northwest. However, wind intensity can vary within short distances because of differences in terrain, vegetation, and buildings.

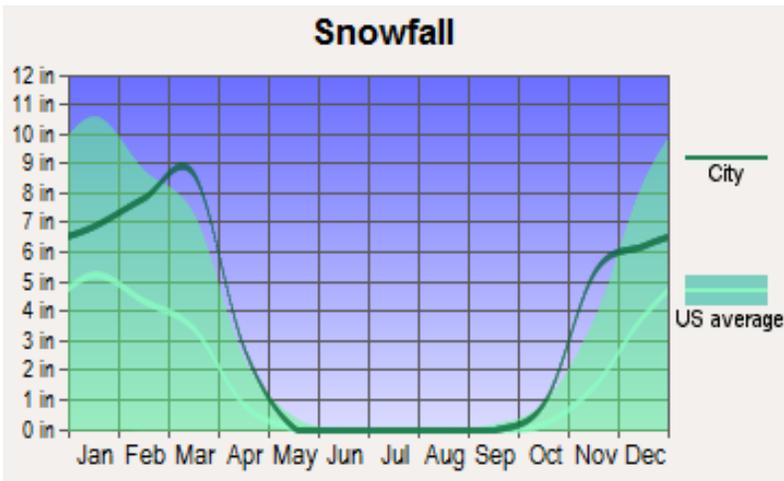
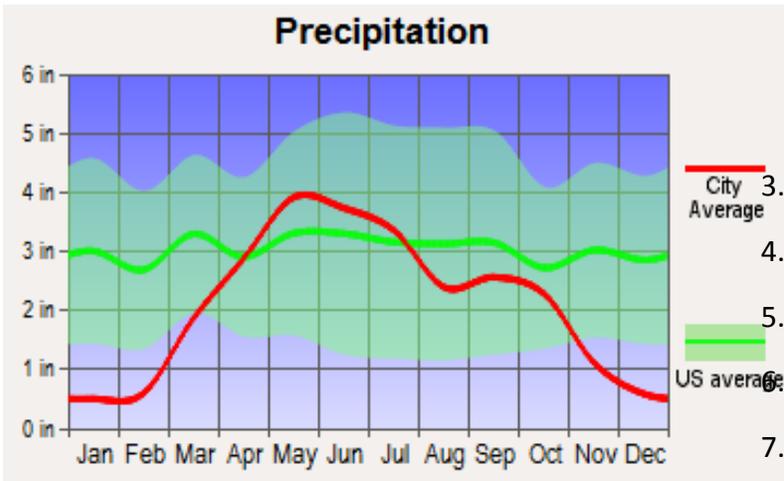
GREGORY

Figure 2.1 (a)



GREGORY.....is, on average, windier than most of the United States. April is the windiest month with an average speed of just over 13 miles per hour. The calmest month is in July, with an average speed of 10 miles per hour. The higher wind speeds in Gregory might be explained by the City's location in southern South Dakota's plains.





3. The Economic Environment

Gregory’s economy is closely related to outdoor recreation and hunting. The County is ripe with upland birds, small game birds, and large game. There are several lodges in the County where outdoor enthusiasts stay. Many of the lodges cater to large groups of hunters with large disposable incomes.

There is a relationship detected between outdoor activity in Gregory County and tax revenue. It appears that the high game and bird harvests make an impact on taxable sales in the County. The following table illustrates the connection between outdoor recreation and tax revenue.

**2009 Harvest – Small Game, Upland Bird and Migratory Birds; Gregory County
(Total resident and non-resident)**

	Pheasants	Grouse	West River Deer	Spring Prairie Turkey	Sales Tax Revenues
Gregory County	41,755	898	2,126	974	\$47,281,905.34

Source: SD Game Fish and Parks

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

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

Another important economic factor in Gregory is the development of wind power generation. Currently, a group called Dakota Plains Energy is planning to develop 600 wind turbines throughout the County which will generate 1,000 Megawatts of electricity; enough to power 250,000 homes.

4. The Social Environment

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

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

Like many small towns in South Dakota, Gregory’s population reached its peak several years ago. However, the difference in Gregory’s case was that its population reached its peak in a short time frame. Between 1904 and 1905, Gregory exploded due to the opening of Rosebud Territory for settlement. Between 1920 and 1970 the City’s population grew steadily with the development of the agricultural industry. From that point on the population steadily decreased in Gregory and the surrounding region, with some experiencing significant losses. The completion of Fort Randall Dam and the transportation opportunities it opened up contributed to both Gregory’s rise and decline in population. **Table 2.3** shows Gregory’s population from 1930 to 2000 as compared to other Gregory County towns and regional counties and the State of South Dakota.

Table 2.3
Changes in Population 1930 – 2000

	1930	1940	1950	1960	1970	1980	1990	2000	% Change 1990- 2000	% Change 1930- 2000
<i>Gregory</i>	1,034	1,246	1,375	1,478	1,756	1,503	1,486	1,342	-9.7%	29.8%
<i>Burke</i>	605	602	829	811	892	859	756	676	-10.6%	11.7%
<i>Bonesteel</i>	564	532	485	452	354	358	297	297	0%	-47.3%
<i>Dallas</i>	423	278	244	212	233	199	142	144	1.4%	-66.0%
<i>Fairfax</i>	430	338	301	253	199	225	144	123	-14.6%	-71.4%
<i>Gregory County</i>	11,420	9,554	8,556	7,399	6,710	6,015	5,359	4,792	-10.6%	-58.0%
<i>Tripp County</i>	12,712	9,937	9,139	8,761	8,171	7,268	6,924	6,430	-7.1%	-49.4%
<i>Lyman County</i>	6,335	5,045	4,572	4,428	4,060	3,864	3,638	3,895	7.1%	-38.5%
<i>South Dakota</i>	692,849	642,961	652,740	680,514	665,507	690,768	696,004	754,844	7.8%	8.2%

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

The long term growth rate (1930-2000) in Table 2.3 illustrates how all of the counties in the region have lost significant population. In reviewing the more recent percent change from 1990-2000, only the cities of Gregory and Burke and the State have seen a positive change in population. This growth may be attributed to the fact that Gregory remains as a business center for the County while Burke remains as the government center for Gregory County. The City’s setting along the Missouri River, as well as its other recreational amenities (such as a beautiful nine hole golf course) make long-term growth possible among avid outdoor enthusiasts and retirees.

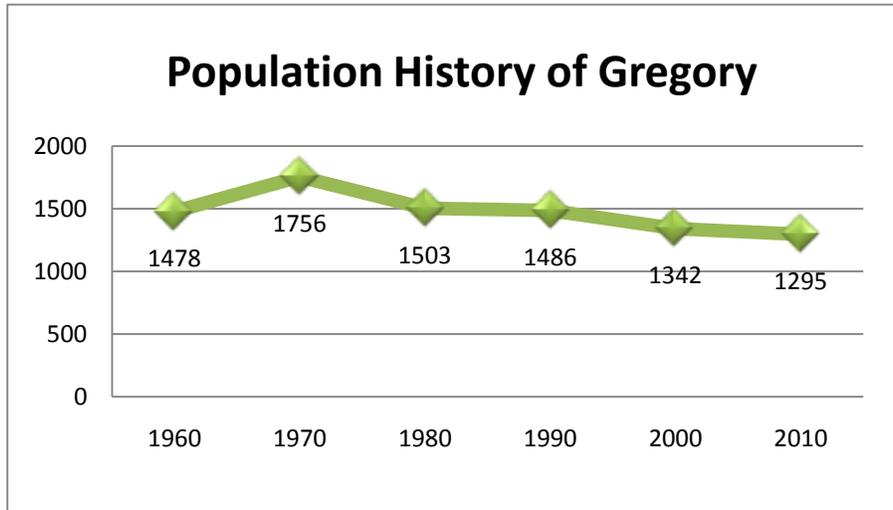


Figure 2.2

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

Table 2.4

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

Gregory certainly benefits from recreational resources and tourism as prospects for growth.

In/Out Migration

A study of migration trends can reveal how an area has grown or declined. For example, refer to the table below. While some counties may have grown naturally (more births than deaths between 1990 and 2000), more people left the county during the same period. Lyman and Charles Mix County illustrate the higher birth rates among the tribes. Yet, most counties experienced a population loss due to people leaving the county.

Table 2.5

COUNTY	1990 POP.	2000 POP.	BIRTHS	DEATHS	NATURAL MIGRATION	2000 POTENTIAL	ACTUAL MIGRATION	MIGRATION PERCENT
Gregory	5,276	4,792	487	726	-239	5,037	-245	-4.6%
Charles Mix	9,115	9,350	1,695	1,098	597	9,712	-362	-4.0%
Lyman	3,638	3,895	665	345	320	3,932	-37	-1.0%
Tripp	6,924	6,430	951	707	244	7,209	-779	-11.2%
South Dakota	701,445	754,844	116,394	74,488	41,906	743,351	11,493	1.6%

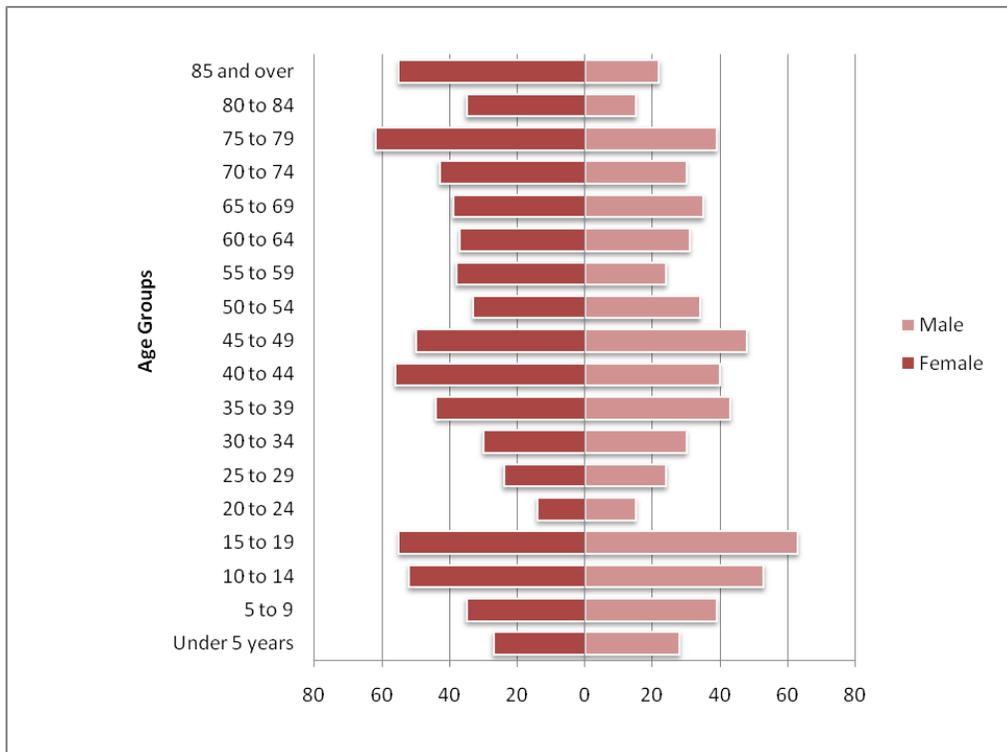
None of the counties listed exceeded its potential 2000 population because more people left the county.

Population Characteristics

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

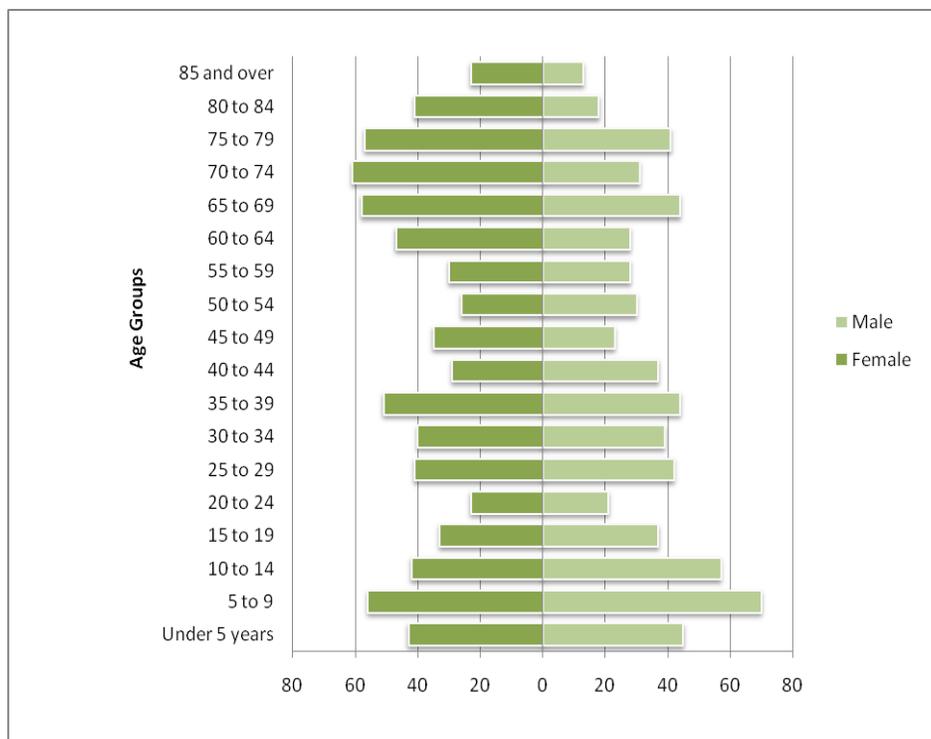
Figure 2.3

Population by Age; 2000



Population by Age; 1990

Figure 2.4



Gregory has emerged as a place which attracts retirees. A study of the pyramids reveals a shift in the “bulge” of the pyramid up the cohort chain. There are two forces at odds over the possibility of natural growth: First, the “bulge” in school age children decreased between 1990 and 2000. Second, a slight increase was observed in the 25 to 29 age group. The 2010 Census will reveal if this cohort remained in the community and raised more children. The median age in Gregory is 44.9, while the median age in South Dakota is 35.6 years. Therefore, Gregory is perceived as an “older” community.

Table 2.6
Race/Ethnicity

Race	Number
White alone	1,284
Black or African American alone	0
American Indian and Alaska Native alone	44
Asian alone	1
Native Hawaiian and Other Pacific Islander alone	0
Some other race alone	1
Two or more races	12
Total	1,342

The majority of Gregory is white. There are 44 Native Americans in City, due mainly to the City’s proximity to the Rosebud Reservation.

The white population of Gregory can be said to have a general Northern European background. Over one third of the population in Gregory claims a German ancestry. The rest of the community is a mixture of Irish, American, English, Czech, and Norwegian heritage.

Table 2.7

Ancestry	Number	Percent
British	7	0.5
Czech	160	11.9
Czechoslovakian	14	1.0
Danish	36	2.7
Dutch	45	3.4
English	102	7.6
French (except Basque)	19	1.4
French Canadian	6	0.4
German	509	38.0
Hungarian	1	0.1
Irish	150	11.2
Italian	2	0.1
Luxemburger	5	0.4

Norwegian	87	6.5
Pennsylvania German	3	0.2
Polish	17	1.3
Russian	19	1.4
Scandinavian	2	0.1
Scotch-Irish	15	1.1
Scottish	9	0.7
Swedish	54	4.0
Swiss	4	0.3
United States or American	117	8.7
Welsh	7	0.5
West Indian	2	0.1
Other groups	86	6.4
Total specified ancestries:	1,478	

The residents of Gregory are very well educated. Between 1990 and 2000, there was a dramatic increase (50%) in the number of residents that held at least a bachelors degree from college. There was also a 21% increase in the number of residents with some college education, but no degree. These facts can be related to the increase in the number of executive and administrative occupations in Gregory, which will be covered in the Economic Development section. The following chart illustrates the level of education completed by the residents in Gregory.

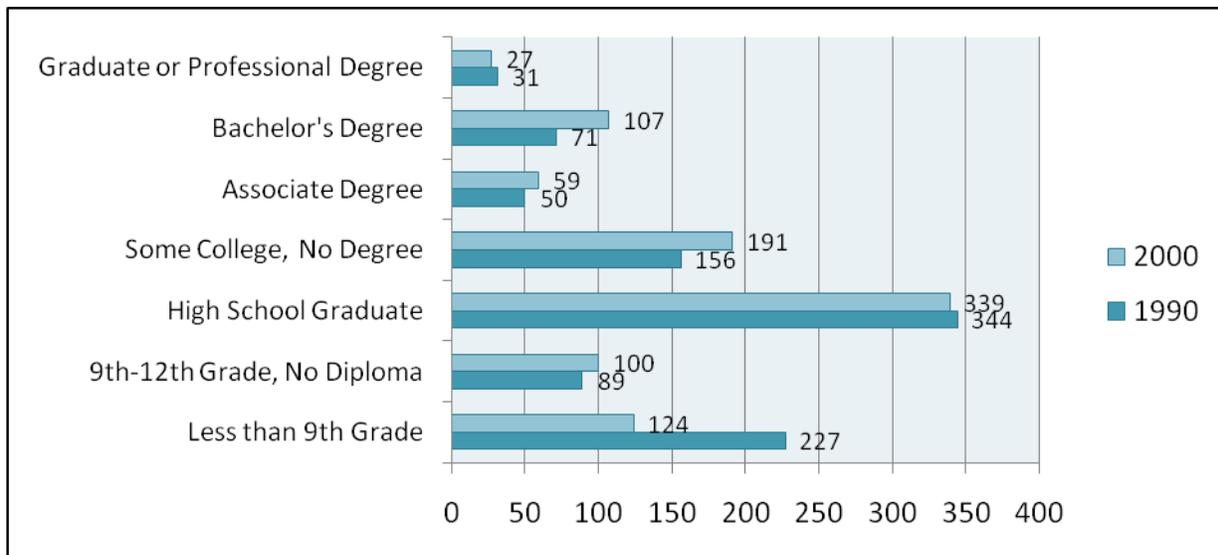


Figure 2.5
Education Level Attained

Birth – Death Rates

The birth rate in Gregory County is lower than the state average due mainly to the high median age in the County. The County reports a higher death rate, which is mainly attributed to the high median age of the population.

Births per 1,000 Population; Gregory County

1990-1999	10.1
2000-2006	9.0
SD Average 2006	16.2

Deaths per 1,000 Population; Gregory County

1990-1999	13.9
2000-2006	16.3
SD Average 2006	9.0

Source: City-Data

Crime

Gregory virtually has little or no crime statistics and is a very safe place to live. The nearest agencies that reports offenses to the State Department of Criminal Investigation are the Gregory Police Department and the Gregory County Sherriff’s office. Most of the offenses reported include simple assault.

Violent Crimes Reported by Gregory County Sheriff’s Office; 1985-2005

Table 2.8

Year	Population	Murder/ Man-slaughter	Rape	Robbery	Aggravated Assault	Total Violent Crime
2005	2,540	0	0	0	0	0
2004	2,636	0	0	0	0	0
2003	2,621	0	0	0	0	0
2002	2,797	0	2	0	0	2
2001	2,780	0	0	1	0	1
2000	2,774	0	0	0	0	0
1995	3,021	0	0	0	0	0
1990	4,603	0	0	0	0	0
1985	5,915	0	0	0	0	0
1980	5,979	0	0	0	6	6

Property Crimes Reported by Gregory County Sherriff's Office

Year	Population	Burglary	Larceny Theft	Vehicle Theft	Total Property Crime
2005	2,540	0	0	0	0
2004	2,636	0	0	0	0
2003	2,621	0	0	0	0
2002	2,797	7	2	0	9
2001	2,780	1	0	1	2
2000	2,774	0	3	1	4
1995	3,021	0	0	0	0
1990	4,603	0	0	0	0
1985	5,915	0	0	0	0
1980	5,979	23	41	7	71

5. Current and Emerging Issues That Have Long Term Implications

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

The loss of population occurring in many rural areas of South Dakota is of particular concern. However, Gregory seems to be “holding steady” with its population trends. As long as this trend continues, planning for the future takes on an even greater importance. In addition to progressive leadership, effective planning will require citizen participation. Therefore, public information and input will be important factors in determining how Gregory develops. The following issues are emerging concerns that must be addressed by the leadership and residents of Gregory:

- Energy (oil prices and availability and the development of wind energy)
- Housing Quality and Availability (housing conditions are growing concern)
- Rural Residential and Business Development (Is extraterritorial jurisdiction needed?)
- Leadership development (How will Horizon Program be sustained over long term?)

Forecasts of Regional and Local Growth

Population projections

Table 2.9 presents several scenarios for future growth in Gregory. The average rate of growth per decade (1960 – 2010) in Gregory is just under -2%. This rate levels out to about a decrease of about two tenths of one percent (-0.2%) per year, which is fairly steady.

Even though rapid population loss does not appear to be the future picture for Gregory, several scenarios are included in the table which factor a negative rate of growth. However, for the planning period (2010 – 2030), an annual rate of -0.2% can be used. For land use planning purposes, annual growth rates of 1 and 2 percent are examined for their impact on land use needs and demand for community services. Using the 1% rate, the City is expected to grow from 1,295 residents in 2010 to 1,580 residents in 2030. The City will grow significantly larger if the 2% annual rate is used (1,924 residents by 2030).

**Table 3.2
Population Projections**

<i>Annual Growth Rate</i>				
<i>Year</i>	1%	2%	-0.2%	-1%
2015	1,361	1,430	1,282	1,232
2020	1,430	1,579	1,269	1,171
2025	1,503	1,743	1,257	1,114
2030	1,580	1,924	1,244	1,059

Planning and Development District III

A community that is progressive and building a number of new homes may experience significant in-migration. The new residents may be new to the region, or they may be rural families who are leaving the farm and moving to City. Lastly, if there are a number of housing developments outside the city limits that are annexed in, the population will grow. In Gregory’s case, the potential development surrounding wind energy in the County could have a significant impact on land use forecasts.

Chapter IV: Plan Elements



I. Plan Elements

A. Land Use Element

Gregory's land use changes were largely influenced by the opening of Gregory County for settlement in the early 20th century. Railroads played a part in the town's growth and land use patterns as well. This Land Use Element of the Gregory Plan evaluates existing uses of Gregory's land and potential conflicts with development practices utilized in the past.

1. Residential Areas

Gregory is like many communities in South Dakota, with much of the land dedicated to residential use (**Map 4.1**). Typically, a city has at least 40 percent of its land used devoted to housing. Older housing generally has smaller lot sizes and is more centrally located, while newer homes tend to situate on the edge of town.

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

The town never experienced a single period building "explosion" like some towns. However, Gregory has experienced a long, steady period of building. In spite of new construction, the town kept its tighter pattern of growth for several years. Ranch homes dominate these areas and have a net density of 3-5 units per acre.

Patterns of lower density residential land uses are observed at the edge of the community, especially in the northeast and southern end of the community. Densities range from 1-2 units/acre to 1-5 acres per unit. The main dwelling type is that of the suburban house. This pattern of development can be seen in the historical aerial images of the area in Maps 4.1, 4.2, and 4.3. These images were captured in 1995, 2004, and 2008.

In planning for future residential land uses in Gregory, population and household projections must be considered. The table above illustrates the land required for residential uses in 2030 using the -0.2 percent annual growth rate in population (2030 population of 1244). "Contraction" is the theme of the growth scenario illustrated in Table 4.1. There are several residential uses that may be reduced in size and number over the course of the planning period.

The scenario presented in the table above assumes that similar patterns in residential density will occur. However, retirees may be attracted to the area and wish to move to Gregory into an apartment or duplex arrangement.

Gregory has a nursing home and a congregate care/assisted living facility. There will eventually be a demand for places such as an assisted living center. Future demand for such facilities should only be about 2 acres, so placement of an assisted living center should not be difficult.

Table 4.1 Residential Land Uses and Needs

Land Use	Existing Acres	New Net Acres Needed	Gross Acres Needed with Street Mark-Up	Gross Acres Needed with 5% Market Factor Increase
<i>Rural Residential</i>				
1-5 Acres Per Unit	25.74	0.38	32.66	34.29
<i>Urban</i>				
1-2 Units Per Net Acre	47.89	(4.00)	54.86	57.60
3-5 Units Per Net Acre	89.77	(2.72)	108.81	114.25
6-8 Units Per Net Acre	27.38	(0.05)	34.16	35.87
9-14 Units Per Net Acre	2.49	(0.29)	2.45	2.57
15+ Units Per Net Acre	1.00	(0.06)	1.04	1.09
Subtotal Urban	168.53	(7.12)	201.32	211.39
<i>Group Care</i>				
Nursing Home Beds	2.00	(0.72)	1.42	1.42
Assisted Living Units	3.63	0.45	4.53	4.53
Subtotal Group Care	5.63	(0.28)	5.95	5.95
<i>Hotel/Motel</i>				
Low Rise (1-3 Floors)	7.25	0.95	10.26	10.26

Mid Rise (4-7 Floors)	0.01	(0.00)	0.02	0.02
High Rise (8+ Floors)	0.01	(0.00)	0.02	0.02
Subtotal Hotel/Motel	7.27	0.95	10.29	10.29
Total Residential	207.17	-6.07	250.22	261.92

Growth Areas and Scenarios

While population projections and housing estimates may indicate that no additional areas are needed to accommodate the future population of Gregory, there are several areas identified for residential growth in town. The most readily discussed area for housing in Gregory is near the school. There is also land which could be developed in the northeast area of the City. There are several lots in the south part of Gregory which are ready for development of residential properties. This area would be the most feasible growth area in a level-population scenario simply because the infrastructure is already in place to accommodate homes.

Several criteria were evaluated to determine the most suitable places for future residential development in Gregory. Among them, land slope, soils, distance from industrial uses and highways, and proximity to water and sewer were considered. After conducting the suitability analysis, the land closest to the school and the property in the northeast part of Gregory ranked as the most suitable locations for new development.

For the planning period (2010-2030), there are no new net acres that will be needed for new housing to accommodate an annual decline of 0.2 percent of the population. The Housing Element will later illustrate that, despite its population loss, Gregory will still retain a small demand for housing units (approximately 1 unit per year). This is because as the population slowly decreases, the average household size decreases more quickly; meaning there still needs to be housing units available to shelter the population.

What if the population of Gregory experienced a 1% annual growth rate in its population; reaching 1,580 people in the next twenty years? The demand for housing and acreage increases. Planning estimates would reveal a need for 27 housing units (19 detached single family units and 8 multi-family units). There would also be significant demand for nursing home and assisted living facilities (32 units together). Due to the draw of the outdoor sports in the area, motel units would be in demand as well. The land needed to accommodate housing units in a 1% annual growth rate scenario is 14 acres. When new streets are factored into the equation, nearly 17 acres would be needed to accommodate new growth.

A 2% annual growth scenario would change the landscape in Gregory dramatically. The City would need to accommodate a total of 1,924 people by 2030. Total demand in residential

acres increases to 45 under this scenario; which projects a demand for 215 additional housing units.

Even assuming a more aggressive growth rate of 2%, the City of Gregory has more than enough land to accommodate future residential development. It is recommended that the City designate the area directly south of the school as the highest priority area for new growth. The City should also consider the land east of Logan Avenue and 12th/13th Streets as another high priority area. These locations are suitable because they are close to infrastructure, close to school, and have the engineering properties that are well suited to buildings.

2. Commercial and Working Areas

Commercial areas in Gregory are located in the core of the City and along Highway 18, the major transportation route that connects Gregory with the region. Development emerged along this primarily auto-oriented corridor in order to attract people passing through the area. The major business types along this route include agricultural services, gas stations, stores and small industry.

- Gregory has an active downtown situated along Main Street. It serves as the retail and service hub of the community. Many commercial and civic activities take place in the downtown.
- Retail space is plentiful, since Gregory serves as a regional center. Over 21 acres of retail use were observed during the land use survey. The retail activity in Gregory would be classified as both “Neighborhood” and “Community.” The Community retail areas are located along Highway 18 (Buche’s Grocery Store) and Highway 47 (Runnings Farm and Fleet). These places draw shoppers from the larger region.
- Office uses are mainly confined to the service sector (governmental, financial, medical, and professional) in Gregory, mainly located in the core area. There are also office uses outside of the community which accommodate utility companies. 22 acres of office uses were observed in the land use survey.
- The main industrial use located within Gregory’s city limits is wholesale trade. A minor amount of land is used for transportation and utilities. There is an industrial park with several businesses located outside of the community near the airport. The total industrial acreage is therefore skewed, but 29 acres were recorded during the land use survey.

The table below illustrates the current commercial land uses and the amount of land needed to accommodate future employment.

Table 4.2

Employment Type	Existing Acres	New Net Acres Needed	Gross Acres Needed with Street Mark-Up	Gross Acres Needed with 5% Market Factor Increase
Industrial				
Construction	0.00	1.91	2.39	2.52
Manufacturing	0.00	1.28	1.60	1.68
TCU	4.12	(2.71)	1.76	1.85
Wholesale Trade	25.85	(24.99)	1.08	1.14
Subtotal Industrial	29.97	(24.51)	6.83	7.18
Retail Trade				
Neighborhood	3.89	(3.49)	0.62	0.65
Community	17.34	(15.35)	2.85	3.00
Regional	0.00	0.00	0.00	0.00
Super Regional	0.00	0.00	0.00	0.00
Subtotal Retail Trade	21.23	(18.83)	3.47	3.65
Office				
General Office	6.36	(2.19)	5.21	5.49
Office Park	16.05	(3.54)	16.68	17.56
Suburb Multilevel	0.00	0.00	0.00	0.00
Subtotal Office	22.41	(5.73)	21.90	23.05
Total Employment	73.61	2.49	9.03	12.04

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

The area where we see the most land needed is in construction and manufacturing. The construction sector should experience increased employment by 2030 (from 57 in 2010 to 110 employees by 2030). Currently there is not much land used by the construction industry. Construction employment could require nearly 2 acres of land; the amount of land needed for construction activities is not as much as other land uses because most of the work is done away from the “home base.” The demand for space would mainly include requirements for materials storage, equipment, and a small office. Analysis reveals that employment in the manufacturing sector should increase slightly, which results in a slight increase in the demand for industrial land (1.28 acres).

Planning standards would show that there is enough land currently used for offices and retail to accommodate growth in those sectors. However, if more land is needed for future retail and offices, they should be located near the downtown area or along the Highway, where they are the most suitable.

3. Parks and Open Space

Parks and open space encompass a wide range of facilities, each having their own spatial requirements. Particularly important for residential areas are recreation areas with small service areas such as tot lots, playgrounds, and neighborhood parks. Gregory is rich in open space by its proximity to the local rural areas. The table below shows the land dedicated to parks and open space use and their needs.

Table 4.3

Parks and Open Space	Existing Acres	Level of Service Per 1,000 Residents	Total Acres Needed 2030	New Acres Needed 2010-2030
Neighborhood Park	1.04	0.80	1.14	0.10
Community Park	26.20	20.26	28.61	2.41
Regional Park (Rest Area)	14.00	10.83	15.29	1.29
Subtotal Park	41.24		45.04	3.80
Golf Course, Public	71.00	54.91	77.54	6.54

Sports Fields and Stadiums	15.39	15.39	0.00
Conservancy/Greenbelt/Open Space	0.00	5.00	5.00
Subtotal Open Space	86.39	97.93	11.54
Total	127.63	142.96	15.33

Neighborhood parks are the basic unit of a park system and serve a recreational and social purpose. The typical service area radius of a neighborhood park is between $\frac{1}{4}$ and $\frac{1}{2}$ mile and is usually centrally located in a new neighborhood. The programming of a neighborhood park focuses more on the social aspect and less on playground features. In some schools of thought, playgrounds should be dispersed around the neighborhood in addition to the neighborhood park (typically no more than 500' from every dwelling in the neighborhood). Gregory does not have a neighborhood park per se, except for the playground by the school, so about one acre of land is needed to serve the future population. Good locations for neighborhood park(s) would be in the center of new and emerging neighborhoods.

Community parks are considerably larger in scale and serve a broader purpose than neighborhood parks. The focus of community parks is on meeting wide-ranging community recreation and social needs. Park development focuses on both active and passive recreation, with a wide array of programmed activities. Special use facilities and athletic fields are often located within these parks. Gregory has an excellent example of a community park located in the northwest part of town. It contains a ballpark, playground, pool, disc golf, and picnic facilities. The size of the park (26 acres) nearly meets the level of service requirement for the community; so only 2 more acres should be needed for additional community parks.

Regional parks serve multiple communities and political boundaries. They usually occupy very large tracts of land and may be owned and operated by a separate entity or public agency. A key objective is preserving open space and ecological resources and habitats. Passive uses, such as hiking, canoeing, and nature viewing are the most common activities. Gregory certainly provides a regional park by offering its Roadside Park to travelers. The only planning issue may be how to link the Roadside Park with the rest of the community.

Greenways are lands set aside for preservation of natural resources, open space, and visual aesthetics. Greenways also provide passive recreational opportunities in the form of trails and nature centers. Greenways take several forms, but they usually form a network of interconnected open spaces throughout the community. The base criterion for defining greenways is to preserve the highest quality and most unique landscape features of the city. This most often includes lakes, wetlands, creek corridors, bluff lines, and undisturbed natural

areas. Gregory has the potential for a greenway to be developed along natural drainage-ways in the southeast part of the city.

LAND USE MAP(S)

B. Transportation Element

1. Street Network

Gregory is located at the confluence of South Dakota Highway 47 and United States Highway 18. Highway 47 is the primary major highway that connects Gregory County with Lyman County to the north and is well maintained. US Highway 18 the major east-west corridor through the City and is also well traveled and in good condition. Average daily traffic counts are available from the Department of Transportation for the vicinity.

From the East:

The average daily traffic (ADT) count on US Highway 18 entering Gregory from the east is 1501-2500.

From the West:

The ADT on US Highway 18 on the west end of Gregory is 551-1500.

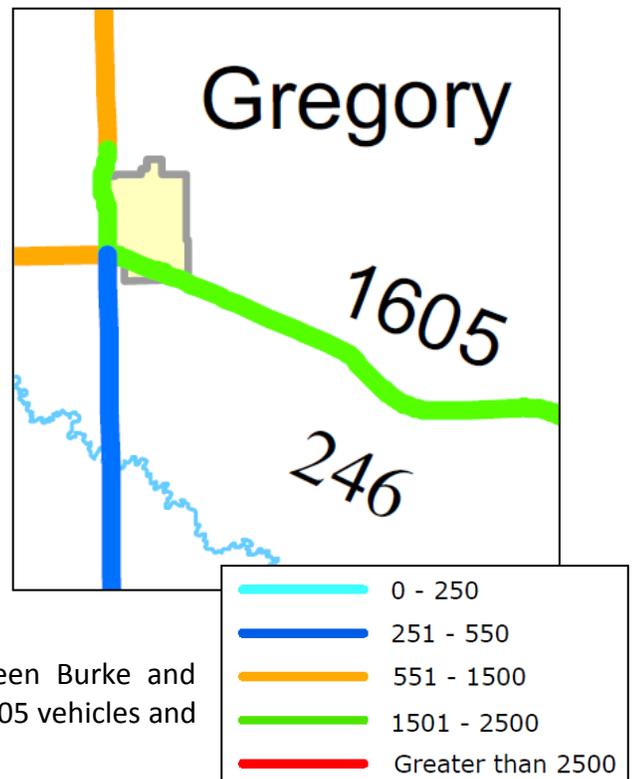
From the North

The ADT on SD Highway 47 on the north end of Gregory is 1501-2500. Traffic counts are smaller north of town (551-1500).

From the South

The ADT on SD Highway 47 on the north end of Gregory is 251-550.

The South Dakota DOT compiled traffic counts between Burke and Gregory on US Highway 18 and found that the ADT is 1,605 vehicles and 246 trucks.



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

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

- *Principal Arterials* – these roads provide long distance trunk line routes within and between urban areas. These roads carry high volumes of traffic at high speeds. In Gregory, a principal arterials would be identified as US Highway 18 and South Dakota Highway 47.
- *Arterial streets* – these streets allow for traffic movement between major development centers within a community. Main Street is considered an arterial street in Gregory.
- *Collector Streets* – these streets are minor tributaries, gathering traffic from local roads and provide access to arterial streets. 5th Street, Felton, and Logan Avenues are identified as collector streets in Gregory.
- *Local Streets* – these streets provide access to nearby areas within a community. Local streets often have numerous driveways, as they are the addresses for most of the homes and for a small share of non-residential uses in a community. All remaining streets in Gregory are considered local.

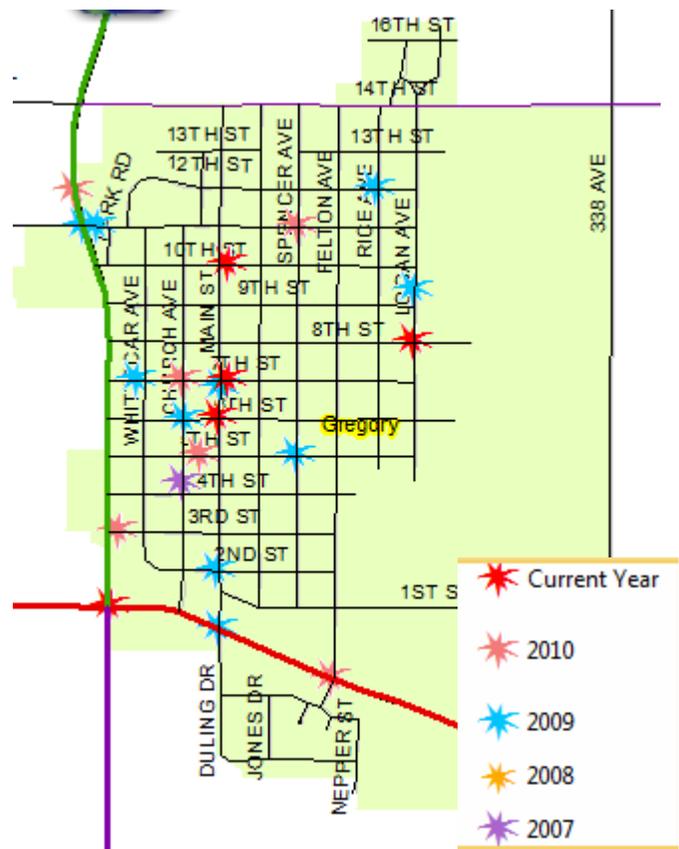
City	Primitive	Unimproved	Graded	Bricks	Gravel	Bituminous	Concrete	Total
Gregory	0.00	0.00	0.116	0.00	1.341	15.945	0.00	17.362

Gregory’s street system is shown in **Figure XXXX**.

Connectivity

Street connectivity can be defined as the quantity and quality of connections in the street network. The purpose of the street network is to connect one place to another. A traditional street grid provides relatively direct connections and multiple routes and thus has high connectivity. In contrast, the curvilinear networks dominated by suburban cul-de-sacs have a lower connectivity.

A connectivity index is the ratio of the number of links in the network (street sections) to the number of nodes (intersections) in the network. A higher connectivity index reflects a greater number of street sections entering each intersection and thus, a higher level of connectivity to the greater network. The vast majority of Gregory’s street network is laid out in



a grid, which has a high degree of connectivity.

2. Public Transit

Public transit is provided by the Rural Office of Community Services (ROCS). The non-profit organization provides busing services for the elderly in the County. The hours of service are mainly 10 am to 3pm. Transit service is available for:

- Medical Appointments
- Shopping
- Employment
- School
- Day Care
- Senior Meals
- Summer Recreational Activities
- Church
- Visiting

There are no transit facilities such as terminals or stops in Gregory, and no facilities are needed based on future population estimates. If the City grows at a larger rate, there may be a need for coordinated transit planning to establish a bus stop or two in Gregory.

3. Other Travel Modes

Rail Freight Service:

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

Shipping/Trucking

Several local and long haul trucking firms are located in Gregory. These firms haul all sorts of goods, from freight to livestock. United Parcel Service has a hub in Pierre and Federal Express is based in Sioux Falls, and both have regular routes to the Gregory area.

Air Service/Airport:

The Gregory Municipal Airport, also known as Flynn Field, honors Lieutenant Colonel John P. "Pat" Flynn for his Marine Corps service, including this brutal captivity as a POW in North Korea.

The asphalt runway is 3800 x 60 ft. and lighted. It is equipped with the Precision Approach Path Indicator (PAPI) light system to assist landing. A secondary turf runway strip runs perpendicular to the main runway and is approximately 1,700 feet in length. According to the State Department of Transportation (SDDOT) Office of Aeronautics, it is classified as a Category B – Small General Aviation facility and is FAA approved. The airport provides commercial aviation services. The airport is designed for aircraft weighing less than 12,500 pounds. The nearest major commercial airline service is located in Pierre, Mitchell or Sioux Falls.

C. Community Facilities Element

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

Health Care

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

Avera Gregory Healthcare Center (AGHC) is comprised of Avera Gregory Healthcare Center and Avera Rosebud Country Care Center and serve the health care needs of South Central South Dakota and North Central Nebraska. The services provided range from care of sick and elderly to wellness/preventative care.

AGHC is a 25 bed Critical Access Hospital and Avera Rosebud Country Care Center is a 42 bed skilled nursing facility. The facility is owned and operated by Avera McKennan hospital out of Sioux Falls, SD.

Avera Gregory Healthcare Center and Avera Rosebud Country Care Center have five family practice physicians and two nurse practitioners. Services available are: professional nursing care, emergency services, anesthesia, surgery, coronary care, radiology, laboratory, ultrasound,

nuclear medicine, EEG, EKG, mammography, physical therapy, occupational therapy, speech therapy, blood bank services, telemedicine services, home health, long term skilled nursing care, swing beds, same day surgery, home SIDS monitoring, Outpatient Hemodialysis, nutritional counseling, diabetic teaching, personal care and adult day care.

GREGORY

Hospital Facilities, 2007 Statistics

Hospital	Licensed Beds	Discharges	Total Admissions	Inpatient Days	Ave. Daily Census	Ave. Length of Stay	Percent Occupancy	Medicare Inpatient Days	Medicaid Inpatient Days
Avera Gregory Healthcare Center	25	794	802	3,646	10.0	4.6	40.0%	2,902	253

Nursing Home Facilities; 2007 Statistics

Facility	Licensed Beds	Bed Days	Resident Days	Average Daily Census	Occupancy	Discharges
Avera Rosebud Country Care Ctr	58	21,170	19,075	52.3	90.1%	24

Assisted Living Facilities; 2007 Statistics

Facility	Licensed Beds	Bed Days	Resident Days	Average Daily Census	Occupancy	Discharges
Silver Threads Residence	28	10,220	3,829	10.5	37.5%	10

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

GREGORY

**Table 4.4
Medical Professionals, Gregory County**

Position	Number
Accredited Record Technician	2
Certified Dietary Manager	1
Certified Nurse Practitioner	6
Certified Nursing Assistant	36
Dental Assistant	2
Dental Hygienist	1
Dentist	1
Licensed Practical Nurse	1
MDS Coordinator	1
Medical Assistant	3
Medical Laboratory Technician/CLT	4
Medical Laboratory Technologist/CLT	1
Medical Transcriptionist	2
Nephrologist	1
Nursing Assistant	5
Nursing Facility Administrator	1
Pharmacist	2
Pharmacy Technician	3
Physical Therapist	2
Physician	6
Registered Nurse	33
Radiological Technician	3
Restorative Aide	1
Total	118

SD Dept of Health, 2008 SD Health Professional Workforce Report

Education and Library Facilities

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

The community of Gregory has a school district to serve the educational needs of the children. Gregory is home to the Gregory School District. The district encompasses over 400 square miles. All of the school facilities (elementary, middle, and high school) are located in Gregory. Approximately 400 students attend Gregory School in grades pre-K through High School. The student population is culturally diverse consisting of mainly Native Americans and Caucasians. The Native American population is made up of predominantly members of the Rosebud Sioux Tribe.

Gregory

Table 4.5

Student Group	% of Total Students
White	63%
Native American	37%
Black, Hispanic, Other	0%
Special Education	15.1%
Poverty	57%
Graduate Rate	91.43%
Average ACT Score	20.8

Table 4.6

Detailed Student Profile	2004-05	2005-06	2006-07	2007-08
Total Enrollment (PreK-12)	403	368	413	397
ADM for PreK-5	-	-	195	173
ADM for 6-8	-	-	96	99
ADM for 9-12	-	-	122	125
Total Students with Disabilities Enrollment	47	65	54	60
(% of PreK-5 with special needs)	-	-	-	-
(% of 6-8 with special needs)	-	-	-	-
(% of 9-12 with special needs)	-	-	-	-
Economically Disadvantaged Enrollment	48.9%	61.4%	58.2%	57%
(% of PreK-5)	-	-	55%	58%
(% of 6-8)	-	-	56%	59%
(% of 9-12)	-	-	49%	54%
Total Open Enrolled Students Received	4	3	2	8
Open Enrolled Students Rec'd PreK-5	-	-	1	2
Open Enrolled Students Rec'd 6-8	-	-	0	2
Open Enrolled Students Rec'd 9-12	-	-	1	4
Total Native American Enrollment	-	11.4%	42	37
PreK-5	-	-	18	17
6-8	-	-	11	11
9-12	-	-	13	9
Total Black, Hispanic, & other minority Enrollment	0	0	0	0
LEP Enrollment (Limited English Proficiency)	0	0	0	0

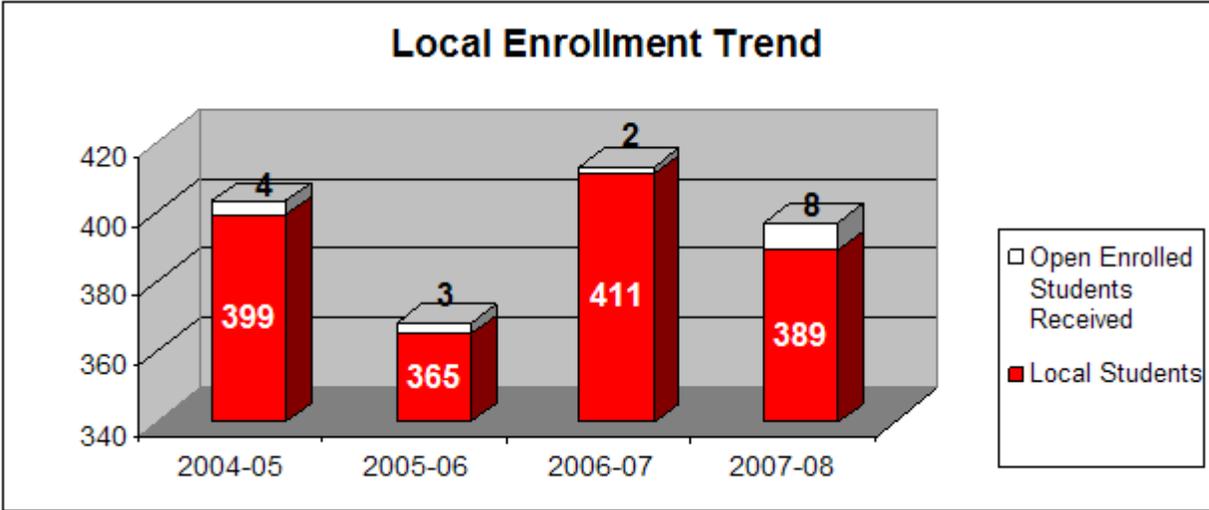


Figure 4.1

The Gregory School District is served by six administrators: Superintendent, High School Principal, Elementary Principal, Director of Title and Special Education Programs, Business Manager, and Technology Administrator.

Gregory

**Table 4.7
2007-2008**

Personnel Information	Number
Certified Teachers	32
Percent with Advance Degrees	28.1%
Average Years of Experience	13.1
Student to Teacher Ratio	12.0 to 1
Average Teacher Salary	\$32,738

Table 4.8

Detailed Staff Profile	2006-07	2007-08
Certified Instructional Staff (# FTE)	31	32
% with Advanced Degrees	19%	28.1%
Average Years of Experience	14.1	13.1
Student to Staff Ratio	12.0 to 1	12.0 to 1
Teachers with Emergency or Provisional Credentials (District)	0.0%	0.0%
Classes Not Taught by Highly Qualified Teachers (District)	0.0%	0.0%
Number of core courses taught by SPED teachers	0	0

Gregory has a public library located on east 5th Street. It serves the local community although it also has members who live throughout the county. The library's collection provides for the wide variety of interests of its members. However, if a patron is interested in a book not found on its shelves, the title can be ordered by library staff through the State Library for a \$1.00 fee for return postage. The Library features 18,069 books; 204 audio materials; 471 video materials; and 11 serial subscriptions. The following table illustrates the standards that should be considered when planning a library for Gregory. In order to meet the standards for library facilities, the City may wish to consider adding just less than 400 square feet to accommodate the population.

**Table 4.9
Library Facility Needs**

Library Facility Needs	Existing	Needed
Measure	2000	2030
<i>Daytime Functional Population</i>	1293	1412
<i>Volumes</i>		
Volumes	18,000	
Adopted Level of Service (LOS) Per Functional Resident	2.00	
Volumes Needed to Meet Level of Service	2,586	2,824
Additional Volumes Needed to Meet LOS	0	0
<i>Facility Space</i>		
Facility Sq. Ft.	2,450	
Sq. Ft. Per Functional Resident	1.89	
Adopted Facility Sq. Ft. Per Functional Resident	2.00	
Facility Sq. Ft. Needed to Meet LOS	2,586	2,824
Additional Sq. Ft. to Meet Level of Service	136	374

Emergency Services

Law Enforcement:

Public safety is a concern of all community residents. The Gregory Police Department has evolved from early Town Marshall to Night Watchman/Chief of Police to the current three-man police force which serves the City of Gregory, 24 hours each day. Gregory relies on its police force to maintain public safety. The City employs a Chief and two deputies. As Gregory grows, the City Council could consider contracting with area communities for the services of their

police force. The City is also served by the South Dakota State Highway Patrol, Gregory Fire Department, and the emergency 911 system.

The following table illustrates the planning standards for police facilities in Gregory. The table reveals that, in order to meet the needs of the projected functional population of 1256 by 2030, the City might consider adding 567 square feet of space for a police officer and support staff.

Measure	2000	2030
<i>24/7 Functional Population</i>	1222	1256
<i>Facility Space</i>		
Facility Sq. Ft.	250	
Sq. Ft. Per Functional Resident	.20	
Adopted Facility Sq. Ft. Per Functional Resident	0.65	
Facility Sq. Ft. Needed to Meet LOS	794	817
Additional Sq. Ft. to Meet LOS	544	567

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

**Table 4.11
Jail and Detention Facility Needs**

Measure	2000	2030
<i>24/7 Functional Population</i>	1,222	1,256
<i>Maximum Security Facilities</i>		
Beds	0	
Beds Per 1,000 Functional Residents	0.00	
Adopted Beds Per 1,000 Functional Residents	3.00	
Beds Needed to Meet LOS	4	4
Additional Beds Needed to Meet LOS	4	4
<i>Minimum Security Facilities</i>		
Beds	0	
Beds Per 1,000 Functional Residents	0.00	
Adopted Beds Per 1,000 Functional Residents	3.00	
Beds Needed to Meet LOS	4	4
Additional Beds Needed to Meet LOS	4	4
<i>Juvenile Detention Facilities</i>		
Beds	0	
Beds Per 1,000 Functional Residents	0.00	
Adopted Beds Per 1,000 Functional Residents	1.50	

Beds Needed to Meet LOS	2	2
Additional Beds Needed to Meet LOS	2	2
Land Area		
Land Area Acres	0.00	
Land Area Sq. Ft.	0	
Land Area Sq. Ft. Per Functional Resident	0.00	
Adopted Land Area Sq. Ft. Per Functional Resident	6.00	
Land Area Sq. Ft. Needed to Meet LOS	7,332	7,539
Land Area Acres Needed to Meet LOS	0.17	0.17
Additional Land Area Sq. Ft. Needed to Meet LOS	7,332	7,539
Additional Acres Needed to Meet LOS	0.17	0.17

Fire Protection:

The Gregory Volunteer Fire Department was officially organized in 1913. In 2003, a new fire hall building was constructed and is located at 620 Church Ave in Gregory. The Gregory Fire Department consists of 28 volunteers that respond to fires and other emergencies in the Gregory Area. The department typically responds to over 30 to 40 various emergencies each year. From house fires to car fires, the City of Gregory Volunteer Fire Department is always ready to respond. The existing facility is a healthy 9000 square feet, which is enough to meet the needs of the future population of Gregory.

Fire Hall Facilities

Measure	2000	2030
<i>24/7 Functional Population</i>	1,222	1,256
<i>Facility Space</i>		
Facility Sq. Ft.	9,000	
Sq. Ft. Per Functional Resident	7.37	
Adopted Facility Sq. Ft. Per Functional Resident	0.40	
Facility Sq. Ft. Needed to Meet LOS	489	503
Additional Facility Sq. Ft. Needed to Meet LOS	0	(8,497)
<i>Land Area</i>		
Land Area Acres	0.50	
Land Area Sq. Ft.	21,780	
Land Area Sq. Ft. Per Functional Resident	17.82	
Adopted Land Area Sq. Ft. Per Functional Resident	2.50	
Land Area Sq. Ft. Needed to Meet LOS	3,055	3,141
Land Area Acres Needed to Meet LOS	0.07	0.07
Additional Land Area Sq. Ft. Needed to Meet LOS	0	(18,639)
Additional Acres Needed to Meet LOS	0.00	(0.43)

Ambulance Services:

The Kotrba Funeral Home was one of the earliest providers of an ambulance service for the Gregory community and surrounding area, and then for a few short years the fire department provided ambulance service. In the late 1960s the volunteer ambulance was organized which leads us to the present day service.

The Gregory Ambulance Department is located in the old fire hall at 120 W 6th Street. It has been remodeled and a meeting room, an office and supply room have been added. The Gregory Ambulance now has three fully equipped ambulances to provide services including transferring patients, stand-by at sporting activities and assisting the fire department when needed

Recreation

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

Gregory has a wonderful community park which features a playground, courts for racquet games, and a ball field. The community park also has a picnic shelter for the resident's use. The community is also fortunate to have a nine-hole golf course available to the public located near the City.

Over the past few years, many improvements and hard work by the city, park committee and Gregory's Community Sunshine Club, have been put into the city park, Pheasant Park, and the Main Street Park. The city park has grown to include many wonderful additions that include a gazebo, east of the ball diamond, flower beds, concrete picnic tables and benches and an American Legion Memorial. The city park also sports horse-shoe pits, playground equipment, tennis courts, twin swimming pools with a newly installed slide and a ball diamond, with a recently grassed infield.

GREGORY

Table 4.13
Park and Recreation System

Park Facility Type	Acres	Playground Areas	Playing Fields	Courts	Special Features of Facilities
City Park	25.3	Yes	Yes	Yes	Swimming pool, disc golf

Pheasant Park	0.7	No	No	No	Large pheasant sculpture, rest area
Oscar Micheaux Park	0.2	No	No	No	Urban park in downtown
Roadside Park	14.1	No	No	No	Picnic, rest areas
School Playground	0.6	Yes	No	Yes	Playground, basketball court

There is a recreation center in Gregory located in the City Auditorium. Residents must travel to Wagner for indoor recreation and fitness. The recreation facility is adequately sized to meet future needs. If Gregory grows at a faster rate, the City may want to consider adding some space to the facility. Sizing a recreation center should be considered according to the following standards:

**Table 4.14
Recreation Center Needs**

Measure	2000	2030
<i>Daytime Functional Population</i>	1,293	1,412
<i>Facility Space</i>		
Facility Sq. Ft.	2,000	
Sq. Ft. Per Functional Resident	1.55	
Adopted Facility Sq. Ft. Per Functional Resident	1.00	
Facility Sq. Ft. Needed to Meet LOS	1,293	1,412
Additional Facility Sq. Ft. Needed to Meet LOS	0	(588)
<i>Land Area</i>		
Land Area Acres	0.10	
Land Area Sq. Ft.	4,356	
Land Area Sq. Ft. Per Functional Resident	3.37	
Adopted Land Area Sq. Ft. Per Functional Resident	2.40	
Land Area Sq. Ft. Needed to Meet LOS	3,103	3,389
Land Area Acres Needed to Meet LOS	0.07	0.08
Additional Land Area Sq. Ft. Needed to Meet LOS	0	(967)
Additional Acres Needed to Meet LOS	0.00	(0.02)

Gregory is blessed to have the Auditorium. It serves as a community center as well as a recreation center. The community center has been used over the years for many community social activities, including Holiday parties, community potluck meals, and dances. The Auditorium has more than the required amount of space to serve as a community center.

Community Center Needs

Measure	2000	2030
<i>Daytime Functional Population</i>	1,293	1,412
<i>Facility Space</i>		
Facility Sq. Ft.	8,000	
Sq. Ft. Per Functional Resident	6.19	
Adopted Facility Sq. Ft. Per Functional Resident	1.50	
Facility Sq. Ft. Needed to Meet LOS	1,940	2,118
Additional Facility Sq. Ft. Needed to Meet LOS	0	(5,882)
<i>Land Area</i>		
Land Area Acres	0.50	
Land Area Sq. Ft.	21,780	
Land Area Sq. Ft. Per Functional Resident	16.84	
Adopted Land Area Sq. Ft. Per Functional Resident	4.00	
Land Area Sq. Ft. Needed to Meet LOS	5,172	5,649
Land Area Acres Needed to Meet LOS	0.12	0.13
Additional Land Area Sq. Ft. Needed to Meet LOS	0	(16,131)
Additional Acres Needed to Meet LOS	0.00	(0.37)

Religious Facilities

There are several churches representing a spectrum of denominations of the Christian Faith in Gregory. Most of the churches are located along the aptly named Church Street. The churches along the street give visitors a memorable experience.

General Government Facilities

The City Superintendent/Finance Officer and the Assistant Finance Officer currently handle the duties in the finance office. The City Superintendent/Finance Officer is responsible for overall town management and operations, manages all financing and compliance requirements, and reports to the Gregory City Mayor and Council Members. The Assistant Finance Officer is in charge of water and sewer billing and collection, record keeping and clerical duties and website maintenance.

The City of Gregory carries out its governing activities at the municipal building. The finance office is located in the same building as the police station and provides space for staff offices and file storage. The City Council conducts their meetings and hearings in the Council Room. A total of 4,500 square feet are used for Gregory's government operations. According to planning standards, this is plenty of space to meet the needs of the public.

General Government Facilities

Measure	2000	2030
<i>24/7 Functional Population</i>	1,222	1,412
<i>Facility Space</i>		
Facility Sq. Ft.	4,500	
Sq. Ft. Per Functional Resident	3.68	
Adopted Facility Sq. Ft. Per Functional Resident	0.90	
Facility Sq. Ft. Needed to Meet LOS	1,100	1,271
Additional Facility Sq. Ft. Needed to Meet LOS	0	(3,229)
<i>Land Area</i>		
Land Area Acres	0.30	
Land Area Sq. Ft.	13,068	
Land Area Sq. Ft. Per Functional Resident	10.69	
Adopted Land Area Sq. Ft. Per Functional Resident	3.50	
Land Area Sq. Ft. Needed to Meet LOS	4,277	4,943
Land Area Acres Needed to Meet LOS	0.10	0.11
Additional Land Area Sq. Ft. Needed to Meet LOS	0	(8,125)
Additional Acres Needed to Meet LOS	0.00	(0.19)

D. Utilities Element

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

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

Water

Primary water service to Gregory's 720 connections is provided by two well fields. An emergency connection is available from the Tripp County Water Rural Water District. The rural water system has a contract with Gregory since 2006. The rural water connection is located on the west side of the city.

Water from the wells is pumped to a 60,000 gallon clear well located southeast of Gregory where it is treated with chlorine and fluoride. Water is then pumped to a 519,000 gallon storage tank located southeast of town. From there, water is distributed through the system.

The City has approximately 82,590 feet of water pipes, including mains and service lines. The most common type of pipe is 8 inch PVC pipe, followed by 4 inch cast iron pipe. The current calculated demand for water, based on the population in Gregory, equals 194,000 gallons per day (or 145 gallons per capita per day). The peak demand is generally calculated to be 2 to 3 times the average daily demand. The production rate for peak demand is estimated to be 486,500 gallons per day.

The City charges its residents a minimum rate of \$14.00 plus a usage fee of \$3.00 per 1,000 gallons of water used. So, the average resident using 5,000 gallons of drinking water can expect to pay \$24.00 per month.

MAP X details the locations of water mains in the City.

ONE MAP INSTEAD OF TWO?

<MAP X (Water System and Buffers [showing how far certain land is from the nearest line])>

Wastewater Collection

The City original wastewater collection system was installed in the 1910's – 1920's consisting of 8" to 12" vitrified clay pipe. An Imhoff tank located between First Street and Highway 18

southeast of the community initially treated the city's wastewater. In the 1950', the City constructed a one cell wastewater treatment pond at the present location, approximately one half mile east and one mile south of the community. At that time the wastewater outfall line was extended from the Imhoff tank to the new lagoon. The City added two more cells to the lagoon in the 1970s.

Congress passed the Clean Water Act in 1972. Resulting regulations require that Gregory operate under a "No Discharge" permit. The City charges a minimum of \$8 for users of the sewer system and charges an additional \$2.00 per 1,000 gallons up to 5,000 gallons of usage. The City charges a \$50 connection fee.

<MAP X (Sewer System and Buffers)>

Solid Waste

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

Power and Communications

Electricity and Fuel:

Gregory receives electric power from Rosebud Electric Cooperative. Rosebud Electric Cooperative is the tenth largest rural electric among twenty-nine rural electrics in the state. A nine member electric board of directors governs the Cooperative. It employs twenty-two people to maintain the 2,500 miles of line and serve the 5,200 metered accounts in the three county area. The cooperative serves the towns of Fairfax, Bonesteel, Herrick, Gregory, Dallas, Colome, Witten and Hamill.

Like many rural electrics, Rosebud Electric has a low density service area. The cooperative serves 2 metered accounts per mile of electric line compared the large power companies that will serve 40 accounts per mile of line.

The current electric rates are: \$16.00 minimum charge and \$0.088 per KWH for the first 200 KWH, and \$0.062 per KWH over 200 KWH. Alternative energy proposals such as wind energy systems could be a possibility because of the ever present wind in the area.

The formation of Dakota Community Wind, a 1000MW community wind farm project, the largest of its kind, originating in the Gregory County area and migrating westward, recently began. Several hundreds of thousands of acres will be participating in order to identify the best

and most efficient locations for wind turbines. Gregory County has some of the finest wind assets in South Dakota, the fourth windiest state in the union. The purpose of this vast undertaking is to attract new, large-capacity transmission lines to carry power from the source to the eastern electrical grid and help the people of South Dakota in the process.

Telephone/Internet:

Golden West was the first company to stretch telephone lines across the remote plains of western South Dakota. The fence posts that divided farms at the time united neighbors by carrying those first telephone wires and making communications possible. Today, Golden West and its subsidiary companies provide service to over 43,000 telephone customers, 15,000 Internet subscribers, 10,000 cable television viewers, 3,000 paging customers and some 225 call center customers making Golden West a state-wide leader in Information, Communications and Entertainment.

In accordance with the Federal Communications Commission (FCC) regulations, there are only two cellular or digital service licensees or providers allowed per market. The immediate region is provided by Verizon Wireless Communications and AT&T. Cell service is adequate within the City. Service gets increasing weaker as one gets further into the breaks near the Missouri River.

Because of the high costs associated with building a new tower, there are no immediate plans to rectify the situation. The next generation of wireless communications is Personal Communication Systems or PCS. Prior to auctioning off licenses for PCS service, the FCC established six licenses per market area. While there are no PCS service providers currently operating in the county, once again, additional tower construction will be an ongoing issue as additional providers and services are introduced to the market place.

Newspapers:

The Gregory Times Advocate is published once a week and circulated to approximately 2,080 subscribers throughout the area. Primary daily papers circulated in the Gregory area are the Mitchell *Daily Republic* and the Sioux Falls *Argus Leader*.

E. Housing Element

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

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

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

According to 2000 Census data, there are 718 total housing units in Gregory, of which 613 are occupied. "Table 4.21" provides the vacancy rate and ownership data of all housing units in Gregory and neighboring communities. Gregory has a higher percentage of vacant units than the other towns in the County. This is mainly due to the fact that most of the vacant units in City are for seasonal use. The ownership rate in Gregory is slightly higher than the State (70.5% compared to 68.2%), but significantly greater than the national rate of 52.3%.

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

Entity	Total Housing Units	Total Occupied Units	Total Vacant	% Vacant	Owner Occupied Units	Ownership %	Renter Occupied Units
Gregory	718	613	105	14.6%	432	70.5%	181
Bonesteel	164	137	27	16.5%	98	71.5%	39
Burke	385	327	58	15.1%	232	70.9%	95
Dallas	68	59	9	13.2%	50	84.7%	9
Fairfax	76	63	13	17.1%	50	79.4%	13
Gregory County	2,405	2,022	383	15.9%	1,517	75.0%	505
Tripp County	3,036	2,550	486	16.0%	1,905	74.7%	645

Lyman County	1,636	1,400	236	14.4%	971	69.4%	429
South Dakota	323,208	290,245	32,963	10.2%	197,940	68.2%	92,305
United States	115,904,641	105,480,101	10,424,540	8.9%	55,212,108	52.3%	35,199,502

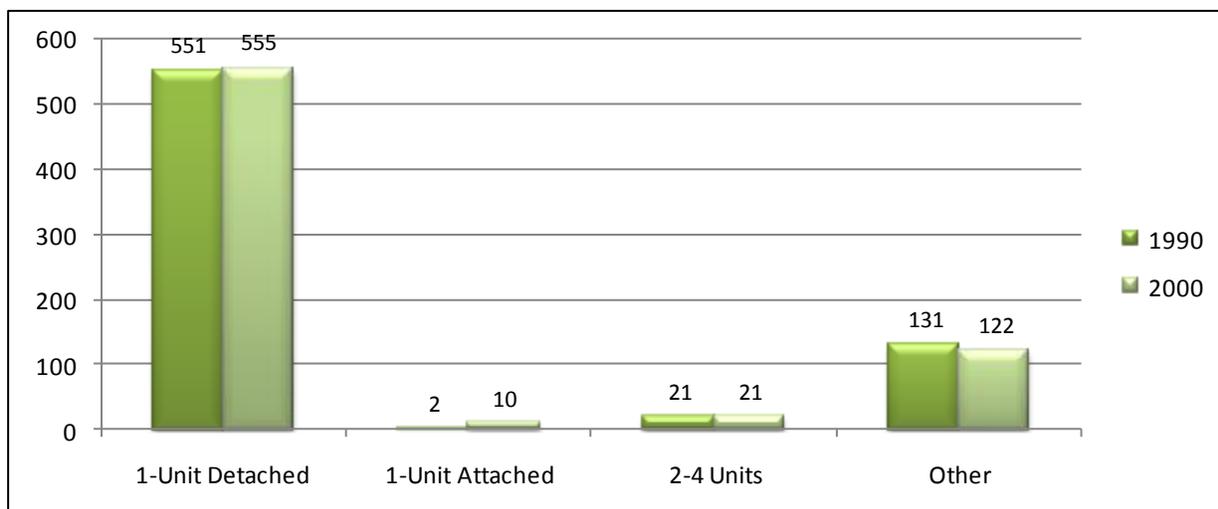
Table 4.20 shows that the majority of the housing units in Gregory are single-family dwellings, with the remaining units being comprised of multi-family dwellings, namely apartments. Based on the following figures, Gregory appears to have suitable housing to accommodate lower income households, but could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

Table 4.20
Type of Housing Unit

Area	Single Unit	Multi Unit	Mobile Home
Gregory	79.8%	10.6%	9.6%
Bonesteel	82.6%	6.0%	11.4%
Burke	77.2%	15.2%	7.4%
Dallas	78.0%	0%	21.9%
Fairfax	76.7%	9.6%	13.7%
Gregory County	82.4%	6.3%	11.1%
Lyman County	74.0%	6.0%	19.6%
Tripp County	74.5%	8.7%	16.8%
South Dakota	69.7%	18.9%	11.4%
United States	65.9%	26.3%	7.6%

2000 US Census, Table DP-4

Gregory has maintained the same pattern of housing types between 1990 and 2000. The number of units by type is virtually identical for both 1990 and 2000.



Gregory experienced two significant housing “boom” periods. The first is when the City was founded at the turn of the 1900s. The second period was in the 1940s and 1950s, when the

Fort Randall Dam was being constructed near Pickstown. The 1960's and the 1980's were still active periods of construction in Gregory. New home construction has tailed off for the most part since the 1990s, which saw only 27 units get built during the period. Much of the new housing has been built in the northeast area of town and south of US Highway 18. A new development opened for construction in this area in the 1990s and has several lots still available.

Table 4.19
Age of Housing Stock

Area	Built Before 1940	1940 to 1959	1960 to 1979	1980 to 1989	1990 to 2000
Gregory	35.7%	21.6%	32.6%	6.2%	3.8%
Bonesteel	47.9%	15.6%	15.6%	9.6%	11.4%
Burke	29.1%	23.0%	35.7%	9.5%	2.6%
Dallas	45.2%	30.1%	8.2%	8.2%	8.2%
Fairfax	41.1%	4.1%	27.4%	8.2%	19.2%
Gregory County	39.3%	18.3%	26.1%	9.3%	7.1%
Lyman County	20.1%	14.0%	35.0%	13.3%	17.7%
Tripp County	25.5%	18.6%	35.2%	10.0%	10.8%
South Dakota	43.4%	8.4%	34.3%	9.6%	4.2%
United States	14.7%	18.6%	44.2%	7.7%	14.7%

2000 US Census, Table DP-4

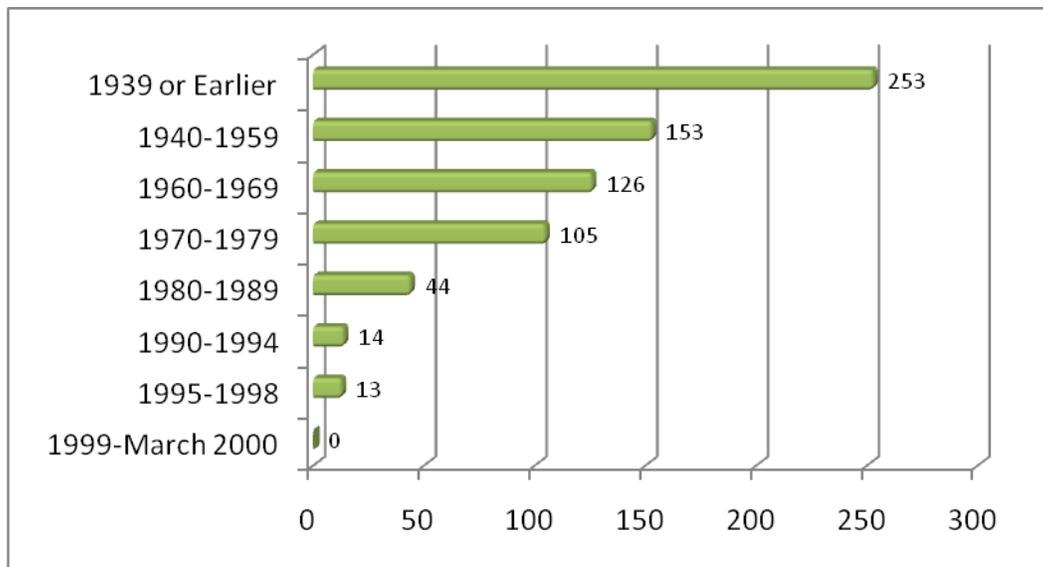


Figure 4.1

Housing Conditions

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

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

Map 4.XX shows the result of the housing survey. Conditions are generally good, and there are few areas of deteriorating or dilapidated houses in the community. Areas that have small concentrations of marginal to fair-rated housing include the northwest part of the community, specifically north and west of the Fire Hall. Another area of town that has a few marginal to fair homes is in the northeast.

The presence of substandard houses can have a negative effect on neighborhood housing values. Properties that are poorly kept can have the same effect, as can the existence of vacant lots in residential neighborhoods. Busy commercial or industrial areas often depress housing values in nearby residential areas, but this is not a huge concern in Gregory. Part of any housing planning program should include a discussion of preserving the existing housing stock. The community should agree on what areas to concentrate improvement efforts in and move forward with a strategy that includes tools used to bring substandard units up to adequate levels of livability.

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

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

<MAP XX Housing Conditions>

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

In relative terms, Gregory has a large number of affordable homes in the \$50,000 and less value range. Availability will rely on out migration of current residents and as the population grows older, seniors moving from their homes to assisted living facilities. On the other hand, an over-abundance of homes below \$50,000 may indicate the need to enforce rehabilitation standards of existing housing units or signify the presence of older mobile homes that lost, or have very little value. The community should investigate the condition of the homes in this value range. Are they in good shape? What can be done to improve the units if they are not?

Table 4.22
Value of Owner Occupied Housing Units - 2000

Entity	<\$50,000	%	\$50,000-\$99,999	%	\$100,000-\$149,999	%	\$150,000-\$199,999	%	\$200,000>	%	Median Value
Gregory	233	66.4	110	31.3	7	2.0	0	0	1	0.3	\$32,200
Bonesteel	84	87.5	8	8.3	2	2.1	2	2.1	0	0	\$24,400
Burke	121	66.9	56	30.9	4	2.2	0	0	0	0	\$41,000
Dallas	33	100	0	0	0	0	0	0	0	0	\$20,600
Fairfax	28	82.4	6	17.6	0	0	0	0	0	0	\$15,000
Gregory County	649	67.2	264	27.3	42	4.3	4	0.4	7	0.7	\$32,700
Lyman County	319	58.2	175	31.9	42	7.7	8	1.5	4	0.8	\$44,100
Tripp County	556	49.6	417	37.2	112	10.0	34	3.0	2	0.2	\$50,300
South Dakota	33,332	24.2	61,385	44.6	26,863	19.5	8,957	6.5	6,994	5.2	\$79,600

2000 US Census, Summary File Tape 3, Table H74

Table “4.23” provides a comparison of Gregory’s median home value and median gross rent from the years 1990-2000. The table also shows the percent change from that ten year span. Gregory’s median home value grew by only 5.9%, while the median value in South Dakota jumped by nearly 77% in the same period. In reviewing the statistics for median gross rent, Gregory tended to rise as sharply as the comparative communities (over 30%). Generally as median family income grows so too does the cost of home values and rent. This indicates that Gregory continues to have a very affordable housing market, even with significant increases in

value. While the median gross rent grew at a substantial rate, the figure remains affordable compared to the State median (\$271 compared to \$426).

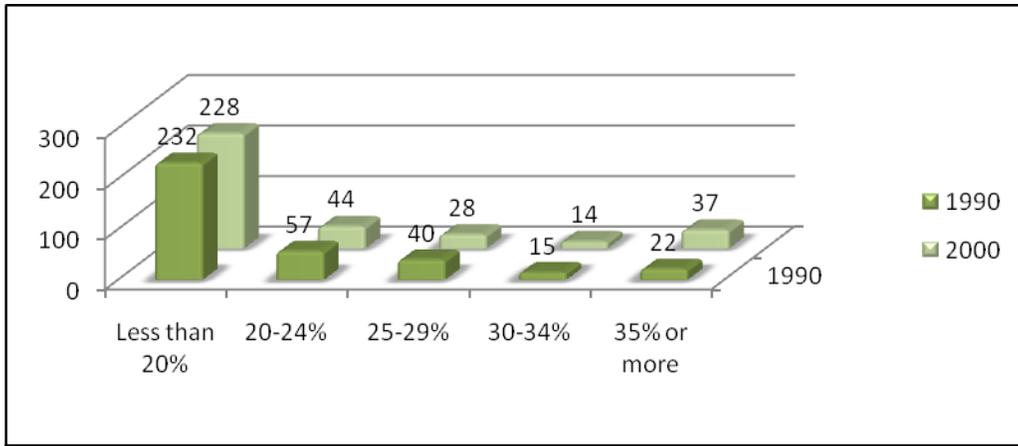
**Table 4.23
Housing Value Trends – 2000**

Entity	Median Home Value			Median Gross Rent		
	1990	2000	% Change	1990	2000	% Change
Gregory	\$30,400	\$32,200	5.9%	\$207	\$271	30.9%
Bonesteel	\$20,400	\$24,400	19.6%	\$225	\$273	21.3%
Burke	\$30,300	\$41,000	35.3%	\$172	\$215	25.0%
Dallas	\$14,999	\$20,600	37.3%	\$211	--	--
Fairfax	\$14,999	\$15,000	0.01%	\$121	\$188	55.4%
Gregory County	\$25,700	\$32,700	27.2%	\$208	\$264	26.9%
Lyman County	\$31,500	\$44,100	40.0%	\$235	\$288	22.6%
Tripp County	\$33,700	\$50,300	49.3%	\$253	\$302	19.4%
South Dakota	\$45,000	\$79,600	76.9%	\$306	\$426	39.2%

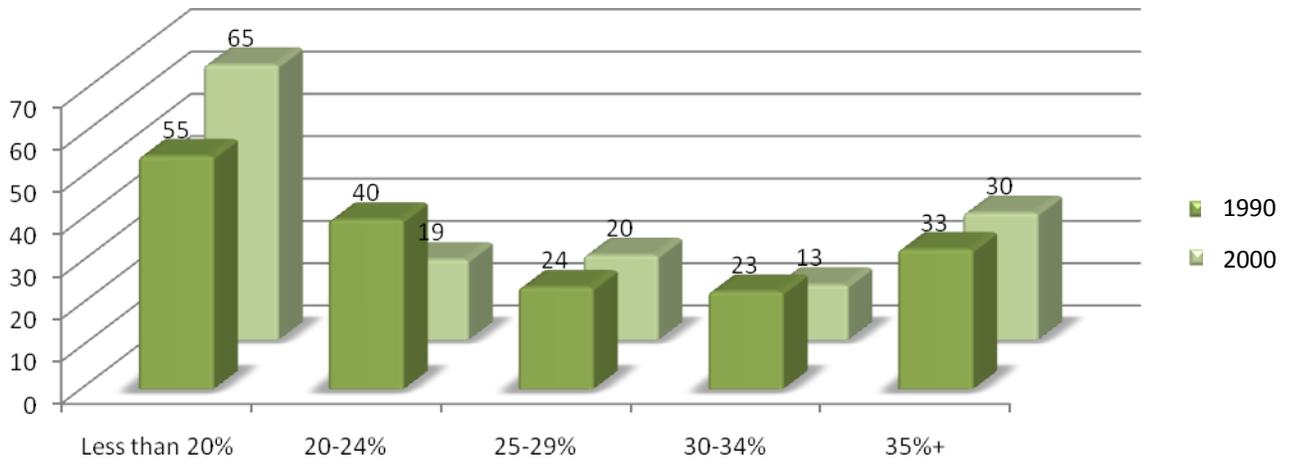
2000 US Census, Table DP-4, and 1990 Census, Summary File Tape 3, Tables H043A and H061A

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

Gregory appears to be an affordable place to live for its population. Over 90 percent of its owner occupied households pay less than 30 percent of their income for housing, which is a healthy statistic. Over 80 percent of renter occupied households pay less than 30 percent of their income for housing, which is also a fairly good indicator.



Owner Costs as a Percentage of Household Income
Figure 4.3



Renter Costs as a Percentage of Household Income
Figure 4.4

Occupied households in Gregory maintain a familial relationship. Most of the 291 family households are a married couple. Non-family owner occupied households in Gregory are primarily single person households. One person households, coupled with family households, will create a demand for more housing units in Gregory, as well as larger home sizes to accommodate families.

Table 4.24
Owner Occupied Households by household Type - 2000

Entity	Owner Occupied Households	Family Households	Married Couple	Other Family	Non-Family	Living Alone	Average Size
Gregory	431	291	255	36	140	135	2.21
Bonesteel	108	80	78	2	28	28	2.08
Burke	221	151	134	17	70	67	1.96
Dallas	53	33	27	6	20	14	2.30
Fairfax	44	24	22	2	20	20	2.14
Gregory County	1,510	1,062	975	87	448	423	2.40
Lyman County	963	740	610	130	223	208	2.64
Tripp County	1,912	1,413	1,287	126	499	469	2.44
South Dakota	197,907	152,578	134,128		45,329	39,463	2.50

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

Residential Building Activity

“Table 4.25” illustrates Gregory’s building permit activity from 1996 to 2007. Construction has focused on single family homes in Gregory. Recent activity has hit a peak of 6 homes in 2005. The number of additions per year remained rather steady over the eleven year period which is good for housing as a whole as it tends to be an improvement of existing older housing. No multi-family units or manufactured homes were constructed in the last eleven years. The average value of homes based on building permits appears to hover around the \$100,000 to \$120,000 mark. There are a few examples where a “move up” home was built, as is evident by the spike in building value. This bodes well for property values in Gregory and should be a good indicator of a strong source of revenue for the City.

Table 4.25
City of Gregory Residential Building Permits

Year	Single Family Homes	Modular/ Manufactured Homes	Multi-Family	Average Building Value
1996	0	0	0	-
1997	3	0	0	\$53,000
1998	0	0	0	-
1999	3	0	0	\$90,000
2000	0	0	0	-
2001	1	0	0	\$100,000
2002	3	0	0	\$62,700
2003	4	0	0	\$66,800
2004	4	0	0	\$66,800
2005	6	0	0	\$145,300
2006	1	0	0	\$81,000
2007	1	0	0	\$250,000

Housing Demand

Theoretically, the number of housing units needed over the next several years could be calculated by using current census data. “Table 4.26” is a full model computation of new housing units needed in Gregory by the year 2020. The table represents a calculation of the units needed in Gregory to meet the demands of the population in 2020. If the population will indeed “decline” by -0.2% per year, then the community will need to house a total of 1272 residents. 50 of those residents are projected to need some form of group care, such as that provided by a nursing home or assisted living facility. The remainder of the future population will demand approximately 1 unit per year throughout the planning period. This demand will force the City to consider its capacity to provide infill lots serve future residential land uses and carefully plan for housing improvements. The demand for housing in Gregory appears to be primarily from one source: people who are retiring from the farm. Much of the demand is for single-family, detached housing, even for people who want to rent.

Table 4.26

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Population	1295	1292	1290	1287	1285	1282	1280	1277	1274	1272
Group Quarters	50	50	50	50	50	50	50	50	50	50
Population in Households	1245	1,242	1,240	1,237	1,234	1,232	1,229	1,227	1,224	1,221
Persons/Household	2.12	2.12	2.11	2.11	2.10	2.10	2.09	2.09	2.09	2.08
Household Demand	587	587	587	587	587	587	587	587	587	587
Desired Vacancy Rate	16%	3%	3%	3%	3%	3%	3%	3%	3%	3%
Total Demand	683	605	605	605	605	605	604	604	604	604
Available from Previous Year	Base	730	605	605	605	605	605	604	604	604
Units Available (Supply)	Base	0.73	0.729	0.604	0.604	0.604	0.603	0.603	0.603	0.603
	730	729	604	604	604	604	604	604	604	604
Annual Need	Base	-124	1	1	1	1	1	1	1	1

	2011-2015	2016-2020	2021-2025	Total
Projected Units	2	3	3	7
Single Family Units	1	2	2	6
Multi-Family	0	0	0	1
Mobile Homes	0	0	0	1

Housing Affordability Analysis

Table 4.28 presents the current estimated income distribution (by percent of households) of Gregory, paired with affordable monthly housing costs for each income range. In Table 6.4,

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

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

Income Target	Number of Households	% of Households	Affordable Rent (w/ utilities)	Affordable Price for Homeownership	Recommended Housing Types and Strategies
\$0-\$15,000	200	32.8%	\$0-\$300	Under \$35,000	Public Housing/Sec. 8 Tax Credits Housing Rehab Grants
\$15,000-\$25,000	124	20.3%	\$300-\$500	\$35,000-\$60,000	Tax Credits Manufactured Housing Housing Rehab Grants Acquisition with Rehab Grant/Loan
\$25,000-\$35,000	98	16.1%	\$500-\$750	\$60,000-\$90,000	Housing Improvements Market Rate Rentals Affordable Single Family Development
\$35,000-\$50,000	89	14.6%	\$750-\$1,000	\$90,000-\$125,000	Market Rate Rentals Subsidized Single Family Development First Time Homebuyer Subdivision Development with infrastructure assistance
\$50,000-\$75,000	55	9.0%	\$1,000+	\$125,000-\$175,000	Executive Apts/Cityhouses Move Up Homes Large Lot Development
\$75,000+	44	7.3%	\$1,000+	\$175,000+	Executive Homes Seasonal Homes Estate Lots through special assessments

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

- New development in Gregory will be about 70% owner-occupied and 30% renter-occupied housing. This is comparable to the 2000 owner/renter distribution of occupied housing.

- Owner-occupied housing will be distributed generally in proportion to the income distribution of households for whom ownership is a realistic strategy. Some of the market for lower-cost owner-occupancy may be shifted toward market rate rentals.
- Lower-income households will generally be accommodated in rental development.

The analysis indicates a need for about 7 owner occupied units and 2 total rental units in the next fifteen years. Therefore, a housing program for Gregory should establish an average production target of about 1 unit every 2 years. As Gregory grows beyond the twelve year projection, the annual production rate is expected to increase. These numbers are dependent on Gregory meeting its growth projections and could be further influenced by actions that could continue to expand Gregory’s market. These include:

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

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

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

	2011-2015	2016-2020	2021-2025	Total
Projected Units	2	3	3	7
Owner Occupied	1	2	2	5
Affordable-Low \$60,000-\$90,000	0	1	1	2
Modest \$90,000-\$125,000	0	1	1	2
Moderate \$125,000-\$175,000	0	0	0	1
Executive/Move-Up \$175,000+	0	0	0	1
Renter Occupied	1	1	1	2
Subsidized, Less than \$300	0	0	0	1
Affordable, \$300-\$500	0	0	0	1
Market, \$500+	0	0	0	0

Conclusion

Much of Gregory's affordable housing stock is already in place within its existing neighborhoods. Encouraging preventative maintenance can be a cost effective method of assuring a continued supply of good housing for future residents.

The changing demographics of Gregory's population will compel the City to develop land use policies that seek infill opportunities and preserve existing housing stock.

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

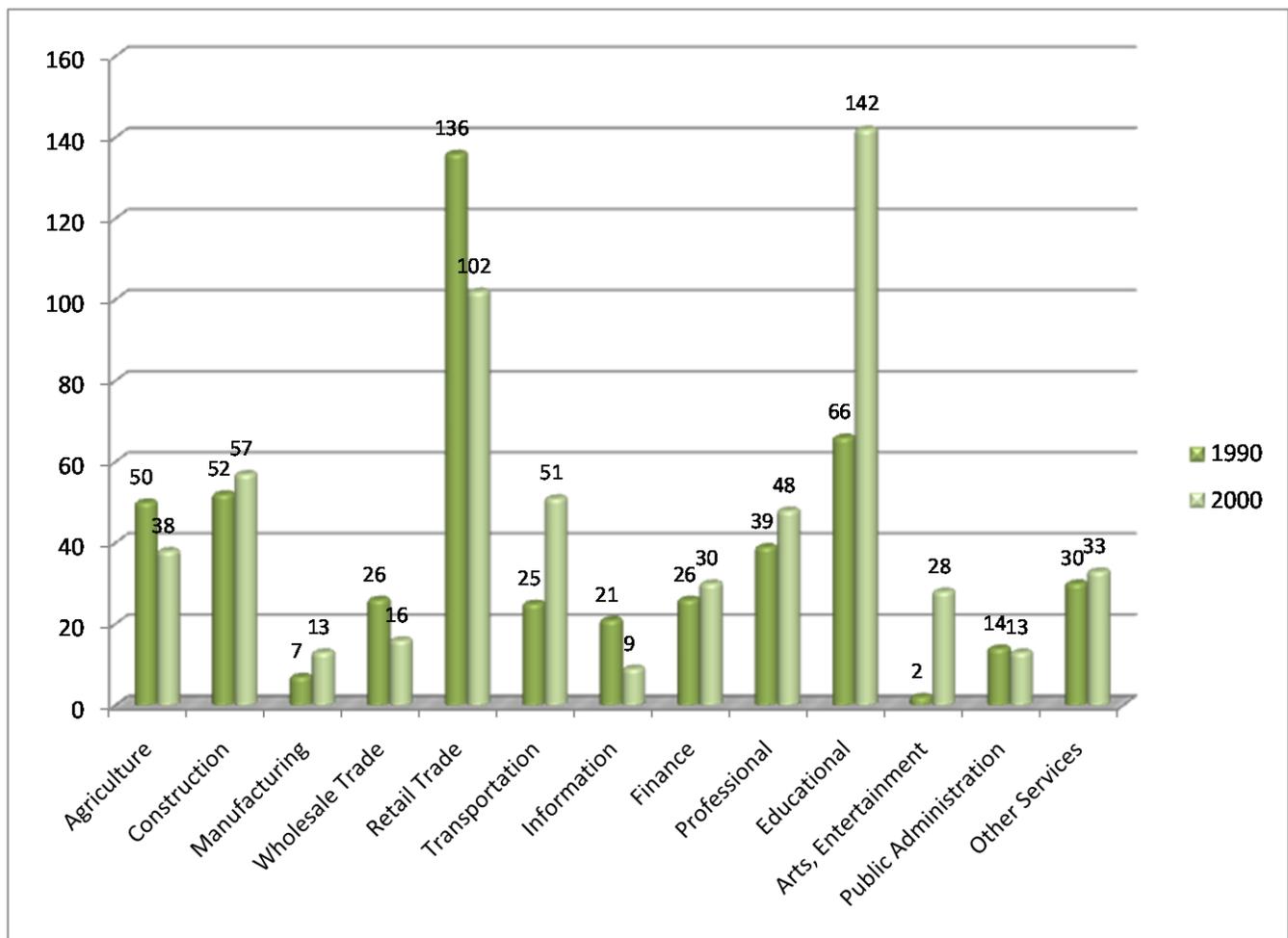
F. Economy Element

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

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

Gregory had an overall gain in employment from 1990 and 2000. Looking at the numbers it appears that the health and education sector increased the most with a gain of over 76 jobs. The transportation/communication/utilities industry increased at a significant percentage during the same time frame.

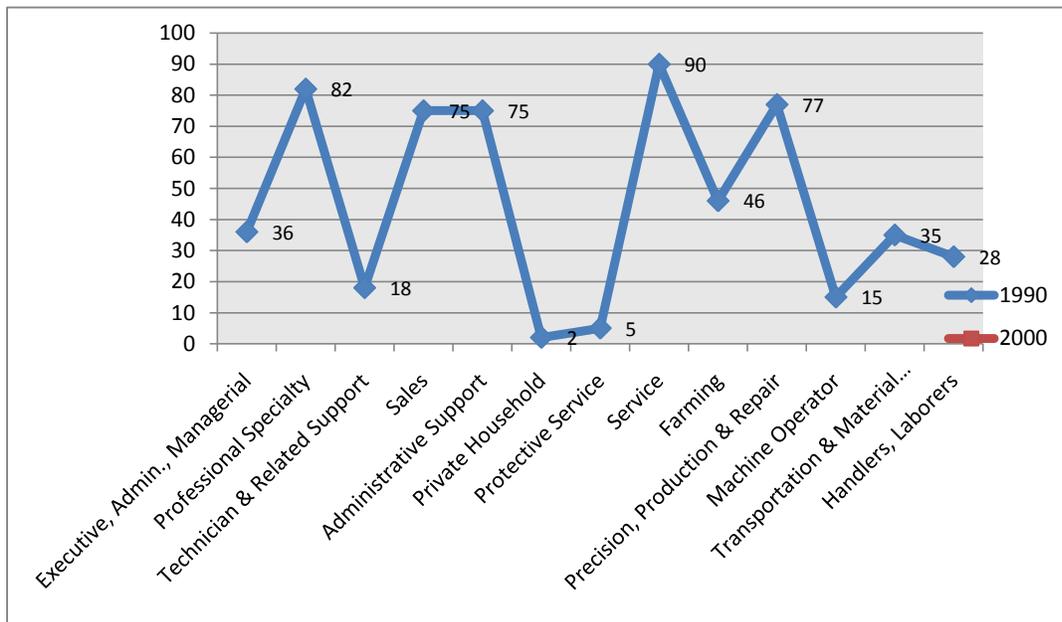
Figure 4.5
Employment by Industry; 1990-2000



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

Gregory’s employment base is found in its transportation, construction, retail, and services sectors. The majority of service industry jobs are in the health and education sub-sector. The transportation sector records a strong location quotient of 1.89. Construction is another sector which could be considered part of Gregory’s base economy. The weakest sector in Gregory in terms of location quotients is the manufacturing sector (0.20). This is misleading, however, because there are manufacturing firms which lie just outside the City’s boundaries.

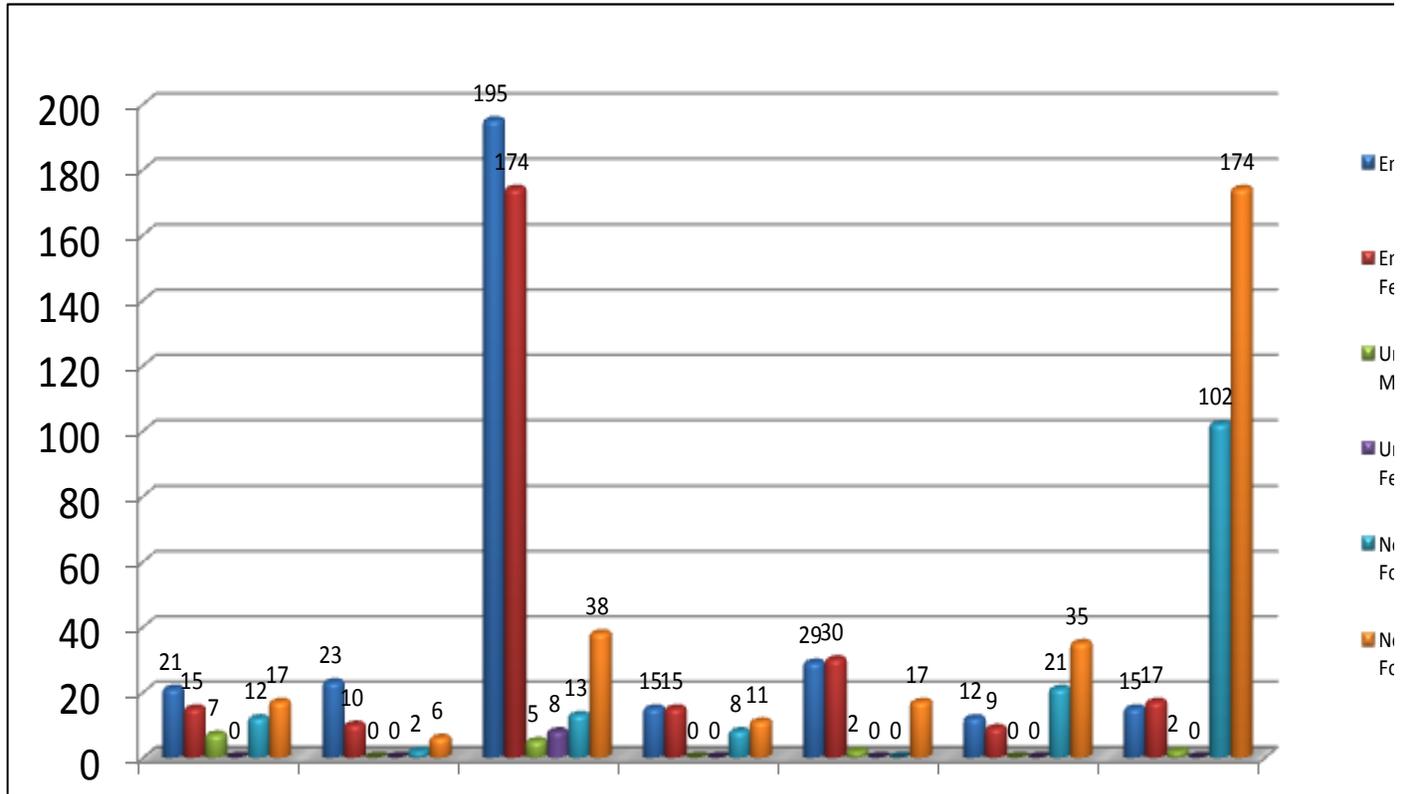
**Figure 4.6
Occupations; 1990-2000**



Most of the employed persons in Gregory have a career in services. This is followed by professional specialty and then precision, production, and repair. These occupations that are prevalent among those employed help support the higher household income figures in Gregory.

“Figure 4.7” illustrates that most of the people in the labor force in Gregory are between the ages of 25 and 54.

Figure 4.7
Labor Force
Characteristics



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

Table 4.30
Shift Share Employment Projection

Sector	1990	2000	2010	2020	2030
Agriculture/Fish/Forestry	50	38	27	17	6
Construction	52	57	75	93	110
Manufacturing	7	13	16	19	21
Transp./Comm./Utilities	46	51	48	45	42
Information	9	9	9	9	9
Wholesale Trade	26	16	15	15	14

Retail Trade	136	102	80	59	37
FIRE	26	30	44	58	72
Services	225	251	360	469	578
Government	14	13	15	16	18
Total	582	580	690	799	909

Applying the difference in the rates of change between the community and the state projects a community's future employment. The Shift-Share Model projects that employment in sectors such as Services and Construction, and Finance/Insurance/Real Estate should grow in the next twenty years. Employment in the remaining sectors should remain steady, while Retail Trade and Agriculture may decrease by 2030.

Considering the projected employment in the Construction, Ed./Health and Arts/Rec. sectors, local economic development groups may wish to consider how to reach those projections. Current firms in each sector could expand employment or efforts could be made to attract more businesses to City. Utilizing the Standard Industrial Classification manual for businesses, the following are some examples of business types that may work in Gregory by sector;

Construction

- Masonry, Stonework, and Plastering
- Terazzo, tile, marble mosaic work
- Excavation work
- Structural steel / stick built erection

Education/Health/Social Services

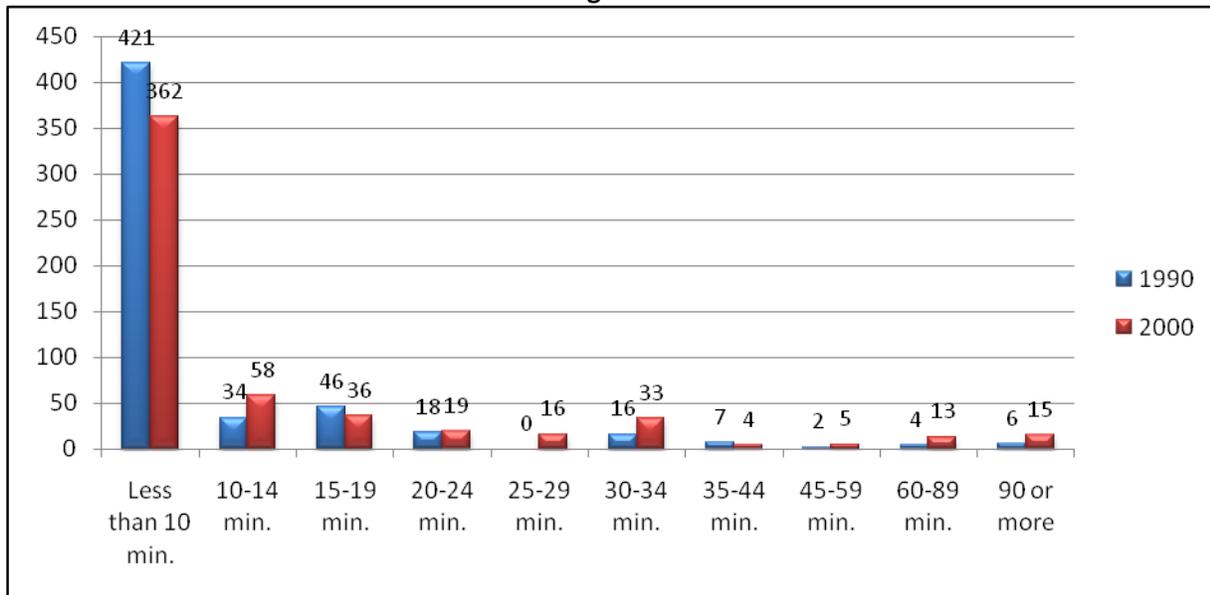
- Vocational Schools
- Business and secretarial schools
- Educational services (supportive to educational organizations)
- Community clinic
- Professional building with various health service offices (dentist, chiropractor, etc.)
- Youth services
- Day care/Nursery School

Transportation/Utilities/Communication

- Air transportation services
- Rural bus transportation
- Warehouse / storage
- Cable and Pay Television services
- Electric power distribution
- Charter transportation

As shown in Figure 4.8, the average travel time to work for people living in Gregory remained relatively the same between 1990 and 2000. This probably reflects the fact that many people living in Gregory work in town.

Figure 4.8



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

Table 4.31
2006-2008 Labor Statistics

County	Year	Labor Force	Employed	Unemployed Rate
Bon Homme	2006	3,225	3,095	4.1%
	2007	3,090	2,970	3.9%
	2008	3,020	2,915	3.5%
Brule	2006	2,750	2,670	2.9%
	2007	2,810	2,735	2.6%
	2008	2,785	2,710	2.7%
Charles Mix	2006	4,120	3,975	3.5%
	2007	4,025	3,890	3.4%
	2008	4,035	3,890	3.6%
Gregory	2006	2,370	2,290	3.4%
	2007	2,370	2,295	3.2%
	2008	2,360	2,280	3.5%
Lyman	2006	2,030	1,940	4.3%
	2007	1,970	1,885	4.4%
	2008	1,970	1,875	4.8%
Tripp	2006	3,050	2,955	3.2%
	2007	3,005	2,915	2.9%

Yankton	2008	2,935	2,850	3.0%
	2006	11,950	11,600	2.9%
	2007	12,290	11,970	2.6%
South Dakota	2008	12,205	11,870	2.8%
	2006	435,735	422,355	3.1%
	2007	442,085	429,445	2.9%
	2008	444,890	431,380	3.0%

SD Department of Labor, Labor Market Information Center website:
<http://www.state.sd.us/dol/lmic> Note: Data is not seasonally adjusted.

Table 4.32
2008 Unemployment by Quarter

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

Business Activity

Gregory is a regional center and there are a fair number of businesses to prove it. The major employers in Gregory are the Avera Health Care, the Gregory School District, and Buche Foods. With the exception of the hospital and the school, employment is distributed fairly evenly among the businesses.

Table 4.33
Major Employers

NAME	PRODUCT/SERVICE	EMPLOYEES
Avera Gregory Health Care Center	Health Care	125
Gregory Public School District	Education	64
Buche Foods	Grocery Store	26

Rancher's Livestock	Steel Fabrication	22
Rosebud Electric Coop, Inc.	Utility	22
Silver Threads	Assisted Living Facility	18
Opperman Sand & Gravel	Trucking	18
Karl's TV and Appliance	Retail	15
Bankwest	Commercial Banking	13
City of Gregory	Local Government	12

Regarding retail establishments, Gregory's businesses have the ability to provide incidental needs of consumers need. Some residents travel to Winner, Chamberlain, and Pierre for basic needs.

Table 4.34
Recent Business Births and Deaths 2006-2007

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

South Dakota Department of Labor

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

Table 4.35 shows taxable sales in Gregory for different economic sectors from 2004 to 2008. With the close proximity to the Missouri River and recreation, and businesses geared toward accommodating outdoor enthusiasts, it is no surprise that Retail Sales and Services accounted for the majority of taxable sales.

Table 4.35
Taxable Sales in Gregory

Economic Sector	2004	2005	2006	2007	2008
Transportation/Utilities			\$48,329.54	\$43,024.86	\$56,545.93

Wholesale		\$-8,454.17	\$26,260.46	\$30,238.47	\$62,864.32
Retail	\$1,325,313.51	\$1,303,034.77	\$1,277,221.57	\$1,264,895.41	\$1,309,164.06
Services	\$372,524.67	\$493,778.52	\$476,685.38	\$543,448.81	\$608,313.03
Other	\$129,630.09	\$27,431.80			
Total	\$1,827,468.27	\$1,815,790.92	\$1,847,133.29	\$1,863,037.74	\$2,042,836.74

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

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

Income

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

In 2000, Gregory's median household income was estimated at \$23,173, which is about 60% of the state's median household income. Nearly 21 % of Gregory's households earned incomes less than \$10,000 in 2000.

Table 4.37
Household Income

Income Range	Gregory	% of Total	Bonesteel	% of Total	Burke	% of Total	Dallas	% of Total	Fairfax	% of Total
Less than \$10,000	133	21.8%	12	8.5%	55	18.5%	9	14.8%	8	13.1%
\$10,000 to \$14,999	67	11.0%	13	9.2%	37	12.4%	14	23.0%	5	8.2%
\$15,000 to \$19,999	62	10.2%	25	17.6%	37	12.4%	15	24.6%	18	29.5%
\$20,000 to \$24,999	62	10.2%	16	11.3%	27	9.1%	7	11.5%	3	4.9%
\$25,000 to \$29,999	55	9.0%	19	13.4%	22	7.4%	2	3.3%	7	11.5%
\$30,000 to \$34,999	43	7.0%	18	12.7%	26	8.7%	2	3.3%	2	3.3%
\$35,000 to \$39,999	41	6.7%	10	7.0%	16	5.4%	0	0.0%	5	8.2%
\$40,000 to \$44,999	34	5.6%	3	2.1%	22	7.4%	2	3.3%	5	8.2%
\$45,000 to \$49,999	14	2.3%	3	2.1%	12	4.0%	0	0.0%	2	3.3%
\$50,000 to \$59,999	26	4.3%	17	12.0%	20	6.7%	5	8.2%	5	8.2%
\$60,000 to \$74,999	29	4.8%	4	2.8%	14	4.7%	3	4.9%	1	1.6%
\$75,000 to \$99,999	34	5.6%	2	1.4%	6	2.0%	0	0.0%	0	0.0%

\$100,000 to \$124,999	5	0.8%	0	0.0%	1	0.3%	0	0.0%	0	0.0%
\$125,000 to \$149,999	4	0.7%	0	0.0%	1	0.3%	0	0.0%	0	0.0%
\$150,000 to \$199,999	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
\$200,000 or more	1	0.2%	0	0.0%	2	0.7%	2	3.3%	0	0.0%
Total:	610	100%	142	100%	298	100%	61	100%	61	100%

2000 US Census

Gregory's median household income grew at steady rate during the 1990s, a little more than the rate of change for the national median income. The median figure still lags far behind the State and the national figures.

Table 4.3X
Median Household Income

Area	1990	2000	% Change
Gregory	\$15,167	\$23,173	53%
Bonesteel	\$16,964	\$26,389	56%
Burke	\$13,750	\$23,056	68%
Dallas	\$16,429	\$17,917	9%
Fairfax	\$10,500	\$19,844	89%
Gregory County	\$16,848	\$22,732	35%
Lyman County	\$21,993	\$28,509	30%
Tripp County	\$20,082	\$28,333	41%
South Dakota	\$22,503	\$35,282	57%
United States	\$30,056	\$41,994	40%

1990, 2000 US Census

A significant shift occurred in family income distribution between 1990 and 2000. The number of families earning between \$35,000 and \$50,000 in Gregory increased by 56%. Figure XXX illustrates the change in family income distribution.

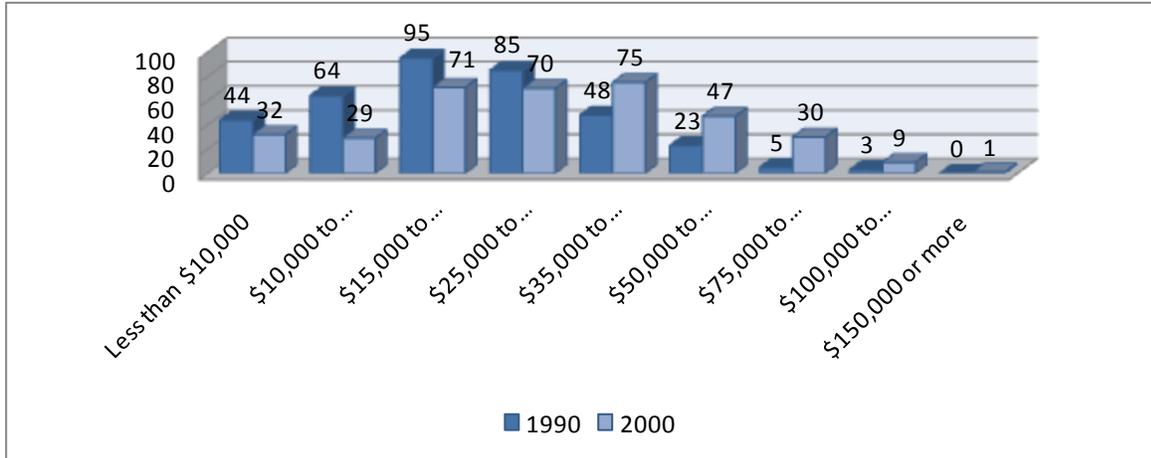


Figure 4.9
Distribution of Family Income

Table 4.39 compares family income distribution. Gregory residents are fortunate in that the majority of their incomes fall in the \$20,000 to \$40,000 range. Gregory also has many families earning less than \$10,000 per year. Typically, more social services are required when incomes are lower.

Table 4.39
Family Income Distribution

	Gregory	Bonesteel	Burke	Dallas	Fairfax	Gregory County	Lyman County	Tripp County	South Dakota	United States
Less than \$10,000	32	3	2	7	0	115	131	188	11,559	4,155,386
\$10,000 to \$14,999	29	4	17	8	0	138	82	113	9,483	3,115,586
\$15,000 to \$19,999	34	17	20	8	7	147	75	162	11,273	3,640,373
\$20,000 to \$24,999	37	13	17	4	0	119	88	125	13,083	4,117,024
\$25,000 to \$29,999	40	11	13	0	7	106	89	106	13,433	4,287,407
\$30,000 to \$34,999	30	15	17	0	0	102	68	122	14,571	4,397,022
\$35,000 to \$39,999	38	8	12	0	5	102	71	153	14,365	4,267,228
\$40,000 to \$44,999	23	3	16	2	5	88	70	157	14,840	4,223,392
\$45,000 to \$49,999	14	3	10	0	2	57	50	99	13,592	3,886,488
\$50,000 to \$59,999	19	17	18	5	5	122	86	205	23,384	7,299,543
\$60,000 to \$74,999	28	4	14	3	1	82	93	116	22,664	8,830,557
\$75,000 to \$99,999	30	2	6	0	0	76	52	87	17,953	9,009,327
\$100,000 to \$124,999	5	0	1	0	0	13	17	12	6,751	4,662,368
\$125,000 to \$149,999	4	0	1	0	0	7	2	25	3,147	2,273,842
\$150,000 to \$199,999	0	0	0	0	0	2	13	23	2,507	1,983,673
\$200,000 or more	1	0	2	2	0	14	16	17	2,850	2,112,564

2000 US Census

An interesting statistic included in the 2000 Census is the Median Earnings of Full-time Workers separated by gender. Among the towns listed in **Table 4.40**, the income “gap” between males and females is the closest in Fairfax. In Gregory, males earn \$25,057 and females earn \$16,923, a difference of over \$8,100. Females in Gregory earn slightly less than the median earnings for females in the United States and more than the state median for full-time female workers (**Table 4.40**). Males in Gregory make nearly \$1,500 more than the state median for the same demographic.

GREGORY

Table 4.40
Median Earnings of Full-time Workers

Area	Male	Female
Gregory	\$25,057	\$16,923
Bonesteel	\$21,500	\$21,250
Burke	\$23,438	\$19,250
Dallas	\$17,813	\$18,438
Fairfax	\$21,250	\$21,250
Gregory County	\$21,063	\$16,920
Lyman County	\$22,628	\$18,672
Tripp County	\$22,588	\$18,070
South Dakota	\$23,467	\$15,435
United States	\$29,458	\$18,957

2000 US Census

Table 4.41 provides information on the number of people living below poverty for the year 2000. Poverty affects persons of all ages with the largest impact upon children, thus the need to also include the family data. The number of residents falling below the poverty level in Gregory is significantly higher than Burke and Bonesteel. Nearly 251 residents were considered below poverty in Gregory. The key to lowering poverty rates is for a community to offer competitive jobs and wages.

Table 4.41
Population Living Below Poverty Level

	Income/Poverty Ratio	Gregory	Bonesteel	Burke	Dallas	Fairfax	Gregory County	Lyman County	Tripp County	South Dakota	United States
Below the Poverty Level	Under .50	69	10	16	16	0	330	471	570	42,110	15,337,408
	.50 to .74	69	12	8	14	4	251	227	265	24,051	8,510,306
	.75 to .99	113	23	74	11	2	361	243	419	29,739	10,052,098
At or Above the Poverty Level	1.00 to 1.24	124	38	35	17	8	398	301	310	34,451	11,287,823
	1.25 to 1.49	84	18	34	8	34	407	260	328	35,989	12,132,514
	1.50 to 1.74	91	42	39	9	2	307	174	443	37,069	11,872,262
	1.75 to 1.84	9	0	5	8	6	48	66	143	15,857	5,104,996
	1.85 to 1.99	28	14	21	9	4	104	174	315	21,620	6,897,202
	2.00 and over	751	152	392	53	66	2,489	1,962	3,501	486,539	192,687,623

2000 US Census

Conclusion

While income in Gregory is comparatively lower than in other towns, the City should investigate and improve employment opportunities in the next twenty years. The State of South Dakota offers a favorable tax climate and a high quality of life which prospective employers appreciate when looking to start a new or expand an existing business. Gregory's position as a recreation destination located near a major natural resource should continue to help market the community.

Tourism will continue to be the primary economic force affecting the city. There are numerous groups and organizations who continue to actively promote visitor attractions. Outdoor recreation, primarily fishing, is an important component of Gregory County and Gregory's local economy.

Particular attention should focus on opportunities for economic development along US Highway 18 and in the City center. By using employment data and interpreting shift-share analysis projections, proper use of the existing buildings and new facilities can be explored. Links between sectors should also be examined for economic development opportunities. For example, if employment analysis projects increased employment in the Construction and Educational Service sectors, perhaps a community course geared specifically for construction trades would be a good fit for the City and the region.

G. Urban Design Element

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

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

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

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

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

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

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



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

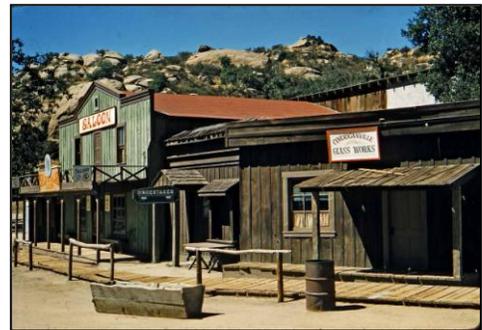


This means that the preferred site design sequence should be street, sidewalk, building, parking lot, and then service area.

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



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



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



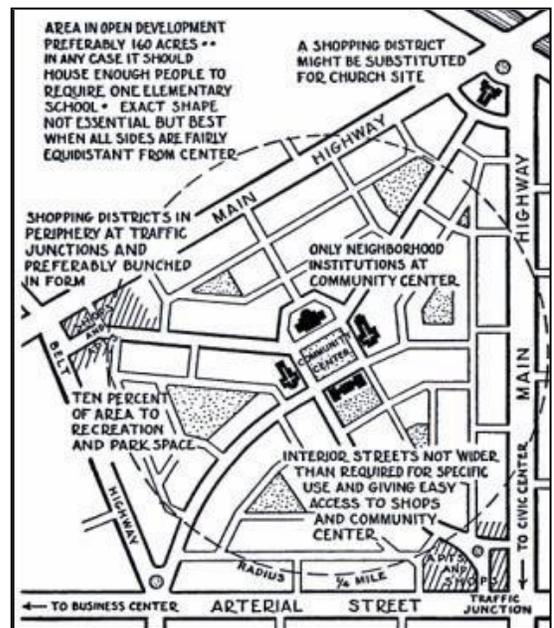
Increase the visibility of small parks, playgrounds, squares, and greens – These open space types have been often overlooked in contemporary neighborhood planning.

Even when accommodations are made for small open areas, they are usually the “leftovers” of someone’s new subdivision. However, if towns focused more attention at placing these open spaces in the center in neighborhoods, the quality of life as well as property values will increase. Small parks and playgrounds also serve as good social condensers (gathering places) for neighborhoods.



Neighborhood Unit: The basic scale is the individual dwelling and clusters of dwellings that may form a block. Households will make their decision to live in a particular dwelling based on design and affordability.

The neighborhood unit is the most basic human habitat found in all communities. The concept of the neighborhood unit was devised by Clarence Perry, a town planner who was working the regional plan for the New York area in 1929. In the plan Perry illustrated how a neighborhood should have clear boundaries, contain a pedestrian network that connects residents to schools and recreation amenities, and have limited retail opportunities, plus incorporate an open space system within a walkable area which is generally agreed to be ¼ mile. An example of Perry’s neighborhood concept is illustrated at the right.



At a higher scale of community design, the neighborhoods become components and are organized in relationship to each other, to activity centers, to open space systems, and to the regional transportation system. For most towns in South Dakota, this is the highest scale of community design.

H. Growth Management Principles

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

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

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

2. Create stronger, healthier communities.

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

3. Control the amount of sprawl.

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

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

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

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

Our traditional jurisdictional boundaries are obsolete. Poverty knows no boundaries, nor do wildlife, waterways or pollution. We must manage growth and development from a regional

perspective, taking into account the many complex interrelationships between transportation, land use and water resource management.



III.

Chapter V: Overview of the Plan



IV. Overview of the Plan

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

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

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

Adoption of the Comprehensive Plan

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

1. The Planning Commission shall hold at least one public hearing, notice of the time and place of which shall be given at least ten days in advance by publication in a newspaper having general circulation in Gregory.
 2. The Planning Commission shall send the recommended Comprehensive Plan to the City Council.
 3. The City Council shall hold at least one public hearing, notice of time and place of which shall be given at least ten days in advance by publication in a newspaper having general circulation in Gregory.
 4. The Comprehensive Plan must be adopted by resolution of the City Council by not less than a majority vote of its members. The resolution shall expressly refer to the maps, descriptive matter, and other items that make up the plan and all attached documents. The action taken shall be recorded on the adopted plan by the identifying signature of the City Council President. If a zoning ordinance is part of the Comprehensive Plan, it shall be published like other ordinances and take effect like other ordinances, unless a referendum is involved or unless a written protest is filed with the finance officer.
 5. The action of the City Council, in adopting the Comprehensive Plan, shall be filed with the City finance officer.
-

6. A summary of the Council's action is sent to the Attorney for approval.
7. Once the Attorney approves the Comprehensive Plan, the summary is published once in the official city newspaper. Included in the summary is a notice that the public may inspect the full Comprehensive Plan, during normal business hours, in the office of the finance officer.
8. The Comprehensive Plan takes effect twenty days after the publication of the summary.

A. *Community Input*

In November 2009, the Planning Commission hosted a public meeting to gather information and opinions from residents of the community regarding the future of Gregory. Over 30 residents attended the meeting. After a brief presentation, the participants completed a survey, then broke into focus groups to discuss Housing, Economy, and Parks/Amenities. The groups summarize their individual discussions to the assembly. The following sections highlight the actions of the groups and summarize the survey results.

Economic Development Guiding Questions

1. What roles do the following groups play in economic development in Gregory?
 - a. Gregory Development Corporation
 - i. Employment of more people
 - ii. Business loans available
 - iii. Business person's workshop
 - iv. Liaison to State for economic development
 - b. School District
 - i. Use for entrepreneurial classes / technical training
 - ii. Safety and good school creates a wanting to come back and live in Gregory
 - iii. New school
 - iv. Full staff
 - v. Good school attracts people
 - c. Local Government
 - i. Supports the BID group and other groups
 - ii. Responsible for city's infrastructure
 - iii. Good attitude of employees
 - iv. City website promotes community
 - d. Chamber of Commerce / Commercial Club
-

- i. Promote special events
- e. Horizons
 - i. Brought of needs of community
 - ii. Helped solve some of the problems
 - iii. More people involved – rural/grassroots
- f. Other groups(s) that should play a role in economic development
 - i. District III
 - ii. GOED
 - iii. Gregory County Development
- 2. Assets/Liabilities
 - a. Assets
 - i. Groups working for economic development
 - ii. Good downtown business district
 - iii. Education / health care facilities
 - b. Liabilities
 - i. Lack of funds
 - ii. Apathy
 - iii. Lack of some utilities
- 3. What sector is most important to Gregory in terms of economic development planning?
 - a. Agriculture
 - b. Manufacturing
 - c. Services
 - d. Retail/Tourism
 - i. All are important. All are needed to some degree.

Parks, Recreation, and Community Amenities Guiding Questions

1. Please list the variety of leisure and recreational activities that Gregory has to offer its residents?
-

- | | | |
|----------------------------|----------------------|----------------------|
| a. Swimming | m. Tennis | iv. Oral interp |
| b. Bowling | n. Racquetball | v. Harvest festival |
| c. Fitness centers (2) | o. Hunting | w. Church activity |
| d. Walking path | p. Fising | x. Java jives |
| e. Golf | q. River | y. Car club |
| f. Movie theater | r. Baseball | z. Mid winter fair |
| g. Parks | s. Basketball | aa. Oscar Micheaux |
| h. Library | t. 4-H | bb. Track |
| i. Community garden | u. School activities | cc. Observation park |
| j. Tour of homes | i. Plays | dd. Airport |
| k. Drive in | ii. Brainbrawl | |
| l. 4 th of July | iii. Sports | |

2. What activities amenities or places would you live to see in Gregory?

- a. Public education
 - i. Digital photography
 - ii. Literature
 - iii. Cooking
 - iv. Computer
- b. More 4-H activities
- c. More playground equipment at the park
- d. Farmers market
- e. Rec center
- f. Outdoor amphitheater
- g. Campground with hookups and showers
- h. Support for senior center

3. What buildings or open spaces could be used for various activities?

- a. Dixon Town Hall
- b. Observation Park
- c. Old school building
- d. Park
- e. Senior meals
- f. Senior center
- g. Auditorium
- h. 4-H Building
- i. School

Housing Guiding Questions

1. Who do you see living in Gregory in the next 10 years? 20 Years?
 - a. Same trend as now – wanting 25-40 years olds – getting 50-65 year old persons
 - b. 20 years – the same. Need industry or major employment expansion (hospital-school-light industry)
2. What types of housing will meet the future needs of those living in Gregory
 - a. Decent rentals
 - b. Temporary rentals for future homeowners
3. Where is the best place for new housing in Gregory? Can you identify any redevelopment areas?
 - a. Area south of the school
 - b. Other areas are available, but drainage is a problem in some parts of the City.

Summary of Gregory Community Survey

Profile: Who is the Average Respondent to the Survey?

- Evenly divided between male and female
- 55-64 age range
- 1 person household
- No children
- Employed in other professional areas
- College degree
- If employed, they work in Gregory
- Income: Salary and wage earnings

Community Facilities

- Streets may need improvement
- Availability of sidewalks needs improvement
- Parks are good quality
- Parks are accessible
- Good water quality and service
- Good sewer quality and service
- Gas and electricity are satisfactory

- Good fire department
- Good police department
- Good ambulance/emergency services
- Good schools
- Level of recreational programs is OK

Housing

- Most residents own their house
- If they rent, they pay \$350 per month
- Most residents believed that Gregory has average quality housing
- They also believe that housing is affordably priced

Housing Opinions

The following is a breakdown of the public’s attitude towards particular segments of the housing market

<u>Segment</u>	<u>Availability</u>	<u>Quality</u>
Elderly Public Housing	Adequate	Adequate
Ownership Housing	Average	Average
Affordable Rental Housing	Fair	Inadequate
Low Income Housing	Average	Average

Needed Housing

- Rental Units
- Affordable Housing
- Town homes

Economics

- Most residents believe there is a need for more job opportunities / businesses in City
- Most needed businesses include:
 - Light industry
 - General industry
 - Car sales
 - General and specialty retail

- The community needs:
 - Economic development (19)
 - Streets/sewer/water (9)
 - Parks and recreation (4)
 - Swimming pool (4)
- In general, the community should provide additional resources to attract more businesses
- Most would support a bond for public improvements
- The residents seemed in general support for a general obligation bond for economic development projects.
- Most believe that the ideal size for Gregory is for the population to increase somewhat.

Attitude

Why you like living in Gregory:

- People
- Safety
- Quality of Life

What you'd like to change:

- More Industry
- More opportunities for young people
- Improve the appearance of housing/overall appearance

Vision of the future:

- Safe place to work and raise a family; good mix of youth and retired; streets are paved with curbs and gutters.
- Stronger business; have to encourage kids to return after furthering their education; beautify streets, housing, parks to entice visitors.
- more neighborhoods, better quality homes, younger families.

Issues to Consider

General Development

- Development pressures in areas with environmental limitations such as poor drainage and soil suitability in areas such as “the Bowl.”
- A possible emphasis on development beyond the City’s capacity to serve new areas such as the industrial park near the airport.
- Encouraging rehabilitation of existing housing stock;
- Maintaining a range of affordable housing options
- Encouraging the use of housing lots with access to existing infrastructure.

Government

- Continued pressure to improve public services, with consideration of current rates or fees and possible increases;
- Establishment of a street improvement plan that addresses sidewalks and considers both financial limitations and population needs;
- Possible consolidation of services with the County, such as in the area of law enforcement;
- Maintaining unique recreational assets, such as the city parks and promoting the tourism industry.

Economic Development

- Providing skilled training for employees and those seeking new opportunities;
- Developing new industry;
- Creating an economic environment that supports entrepreneurship;
- Tap into the outdoor recreation industry as a source of local revenue; and
- Providing a balance of wages versus the cost of labor.

Social

- Keeping adolescents from obtaining prescription drugs and narcotics.
- Welcoming a more diverse population in housing and employment
- Maintaining good school facilities
- Developing recreational programs to keep youth involved in the community.

Guiding Principles

- Open discussion in government
 - Provide the best local government service to the citizens
 - Manage community growth
 - Strive for a diverse population base
 - Provide good community facilities
- 

B. Community Goals and Policies

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

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

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

Goal A broad, general statement explaining the wishes of the community and what should be accomplished over a given time period

Objective A statement concerning specific, achievable targets or purposes, generally used to achieve goals. A goal usually encompasses several objectives.

Policy A statement concerning an action or position that will be taken to achieve an objective. Policies are generally accepted by local officials and implemented by government employees or boards.

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

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

General Community Development

Gregory is a close-knit community. The town has served as a regional center for over one hundred years. The following goals in General Community Development could be viewed as “setting the course” for growth and development in Gregory for the next twenty years.

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

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

Objective: Promote Gregory as a regional center.

Policy: Industrial development should be analyzed for potential growth.

Goal 2: Attract young families with children.

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

Objective: Provide affordable housing opportunities for those in service industries.

Goal 3: Encourage young people to stay in Gregory.

Objective: Provide job-training opportunities.

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

Objective: Assist entrepreneurs in developing their ideas into a workable plan.

General Land Use

The town pattern in Gregory has been historically tight. There are many areas of the community that have up to 3-5 housing units per acre. The traditional downtown has provided basic services and retail since the town's inception. The urban fabric of the community has expanded in the past twenty years with the location of new businesses along Highway 18 and the construction of newer homes on the northern and southern tips of town. Gregory can plan for future development with the following general land use goals and objectives.

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

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

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

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

Policy: Reserve land needed for larger lot development and businesses within the City's boundaries.

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

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

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

Goal 2: Enhance and maintain Gregory's visual appearance.

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

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

Objective: Develop a community beautification program.

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

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

Housing

Housing has emerged as the most important issue facing Gregory. There are areas within the community where the housing units are deteriorating or in poor quality. There are also concerns with the variety of housing options available to the residents of Gregory, particularly the lack of affordable rental housing.

Goal 1: Create an environment in Gregory that offers better housing opportunities for all.

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

Objective: Increase the supply of senior housing units.

Objective: Increase the supply of decent affordable rental units.

Goal 2: Improve the quality of Gregory's existing housing stock.

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

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

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

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

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

Objective: Ensure that key stakeholders in Gregory have adequate capital and resources to invest in housing development.

Economic Development / Tourism

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

- Organizational Development
- Infrastructure Development
- Business Development
- Workforce Development,
- Community Tourism Development

Goal 1: Provide a solid base for economic development in Gregory.

Objective: Gregory Development Corporation (GDC) to lead the charge in economic development.

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

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

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

Goal 2: Create a productive environment for business development.

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

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

Policy: Encourage efficiency through new, alternative energy sources.

Objective: Provide businesses with access to low interest loans.

Policy: Promote the Areawide Business Council (ABC) revolving loan fund and other resources.

Goal 3: Gregory should invest in its workforce base.

Objective: Collaborate with the Gregory School District and South Dakota Department of Labor to enhance workforce development programs for area residents.

Goal 4: Gregory can be a center for trade and tourism in Gregory County.

Objective: Develop and organizing structure around outdoor recreation and tourism.

Objective: Develop and organizing structure around tourism.

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

Policy: Marketing the community through all forms of media and technology should be considered.

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

Policy: Events should not conflict with the annual Oscar Micheaux Festival.

Policy: Promote quality events over the quantity of events.

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

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

Policy: The community should promote visitation by guests at area hunting and fishing lodges.

Parks, Recreation, and Cultural Resources

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

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

Objective: Connect parks and greenways with landscaped thoroughfares.

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

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

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

Policy: Within each neighborhood, space should be provided for at least 1 playground.

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

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

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

Goal 3: Provide an equitable mechanism for programming and financing park acquisition and development.

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

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

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

Objective: Maximize the use and development of the Gregory City Park.

Policy: Pedestrian access and parking should be considered when planning new facilities in the Park.

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

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

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

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

Objective: Organize sports and recreation leagues and programs.

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

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

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

Objective: Preserve and enhance the Oscar Micheaux Center.

Natural Resources

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

Goal 1: Preserve the rural character of the town.

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

Goal 2: Preserve precious natural resources in the immediate vicinity of Gregory

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

Goal 3: Protect historic buildings and sites

Objective: Maintain places such as the Gregory Butte overlook, Oscar Micheaux Center, the Hipp Theater, and other essential historic amenities

Transportation and Utilities

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

Objective: Create effective links to US Highway 18, connecting to neighborhoods of the town.

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

Policy: Support Rural Office of Community Services transit programs.

Policy: Encourage the development of dedicated transit stop locations in Gregory.

Objective: Develop links to the proposed cross-town multi-use trail with existing sidewalks and through the development of new urban trails.

Goal 2: Provide enhanced movement around the city

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

Objective: Provide for the maintenance of streets and sidewalks to ensure safety and comfort for motorists and pedestrians.

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

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

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

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

Goal 4: Develop a sound air transportation system.

Objective: Develop air service that serves agricultural and industrial uses in the community as well as recreational users that come to Gregory.

Policy: The Air transportation system should link Gregory to the region.

Objective: Preserve and enhance the City's airport.

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

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

Objective: The community should consider the development of natural gas service to attract businesses.

Objective: Study sustainable, renewable sources of energy such as wind and solar and their potential impact on development in Gregory.

Public Services

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

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

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

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

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

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

Policy: Foster open communication between government and the public.

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

Objective: Maintain and enhance the Gregory School District and its facilities.

Objective: Provide for community and adult education.

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

Objective: Provide opportunities for youth involvement in the community.

Policy: Support leadership training programs.

The areawide land policy plan is a spatially explicit statement of the community’s land development goals and policies. It maps those areas of the City where the transition from rural to urban development should occur and best accommodate growth and where redevelopment or infill should occur to accommodate change. It also indicates where development should not occur. These areas include areas such as wildlife habitats, watersheds where water quality is a critical issue, and areas where natural hazards such as flood plains and steep slopes.

The areawide land policy plan is not intended to be as specific as the eventual future land use plan, but it serves as a guide for future development management because it engages in the timing of anticipated development and where it should occur.

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

AREAWIDE LAND POLICY PLAN

Policy District	Purpose	Characteristics	General Policy
Urban-Developed	To provide for protection of existing neighborhoods.	Stable; appropriately developed with full infrastructure, community facilities, and services	Protective regulations and protection of public spaces.
Urban-Infill/Redevelopment	To provide for infill opportunities to assist the area reach its full development potential.	Infrastructure is feasible if not provided; full range of community services.	Flexible regulations and reassignment of open spaces
Urban Transition-Short (1-5 Years)	To provide for future intensive urban development on lands suitable for delivery of infrastructure and services	Lands assigned for near term development, generally contiguous to “developed” areas, having the capacity for immediate infrastructure service	Provide infrastructure, community facilities and services, supporting regulations, annexation if needed
Urban Transition-Medium (5-10 years)	“ “	Lands assigned for mid- term development in the planning period with developer participation in infrastructure, generally contiguous to “developed” or “short” transition areas, probably lacks most infrastructure	Allow development concurrent with public-private collaboration on strategic plans and provisions of infrastructure.
Urban Transition-Long (10-20 years)	“ “	Lands assigned as a “reserve” for future urban development; generally disconnected to “developed” or “short” transition areas, or timing of provision of services	Need to analyze suitability for infrastructure and development; develop public-private partnerships to implement specific plans

		warrants implementation	longer
Rural - Housing and Business	To provide for residences and businesses where urban services are not required and natural resources will not be impaired; to encourage preservation of scenic resources and guard against the unreasonable alteration of precious natural resources	Land identified as appropriate locations for natural resources management and lands with high potential for rural estate development that does not require urban services, but septic tanks and wells	Regulations covering septic tanks and rural clustering with rural level services (e.g., fire and EMT)
Conservation – Agriculture and Preservation	To provide for effective long-term management of lands with limited or irreplaceable natural, recreational, or scenic resources and lands with high agricultural value	Lands that contain major wetlands, wildlife habitats, watersheds and aquifers, and significant natural amenities; also lands that contain significant commercial agricultural production	Very strict development controls; withhold infrastructure; acquisition of land and development rights.

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

Developed and Redevelopment Policy Districts

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

Urban Transition Policy Districts

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

Rural Housing and Business Policy Districts

- Locations on or near the regional highway network are more suitable than locations away from the network,
- Areas within prime agricultural or forest lands especially viable for commercial-scale management should be avoided,

- Areas with soils suitable for septic tank systems are more suitable, and
- Enhancement and expansion of existing rural community centers in an area should have priority over establishing a new center.

Conservation – Agriculture and Preservation Districts

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

Considering the land policy districts, the majority of Gregory’s existing built environment is located in the “Urban Developed” area as shown in the Areawide Land Policy Plan Map (MAP XXX).

It is expected that land along the outer stretch of Missouri Drive will be sold for development first, therefore this area is noted as the “Urban Transition – Short Term” policy district. The “Urban Transition – Medium Term” area is more about timing than provision of urban services. This area is located east of Spillway Drive at the edge of the City boundary. It is estimated that this area will be sold for development after the Missouri Drive development takes place.

The areas designated as the “Urban Transition – Long Term” policy district is an entirely new neighborhood waiting to happen. This area of the plan is located east of the Randall Hills golf course and north of SD Highway 46. However, due to a lack of infrastructure, the area cannot develop. The entire area holds approximately 80 acres, which can be viewed as a “reserve” area if lands dedicated to short and mid-term development do not have the capacity to handle a more rapid growth rate.

There are two small areas designated as a “Rural” policy district. The City of Gregory does not have any land use jurisdiction over these areas, but it is good practice to note that there are places within one mile of the City boundary that are suitable for rural residential development. All other lands not delineated on the Areawide Land Policy Plan are considered to be in a general conservation policy area dedicated to preserving the rich natural environment around Gregory.

D. The Future Land Use Plan

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

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

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

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

Employment Areas

Terrain: Reasonably level and well-drained land outside the floodplain. It should have less than a 5% slope. Sites that slope more than 5%, provided the parcel is large enough, may be appropriate for office parks or other low-density business parks.

Range of Locations: Where and whenever possible, the City should offer a number of modest sized employment sites, distributed evenly in space, and offer choices for employers and developers with good accessibility to employees as opposed to very few large sites.

Adequately Sized Sites: Employment centers need to be large enough to accommodate expansive one story buildings and accessory storage, loading, and parking areas. Sites should range in size between 2 acres to 10 acres or more.

Access to Transportation: The desired transportation mode and type of access to each mode will be different for each type of employment land use. For most employment areas in Gregory, direct access to trucking routes and rail lines. Sites along the highway should have adequate depth from the road. In some cases, access or service roads may provide sufficient access for delivery vehicles and employees.

Access to Labor Force: Depending on the type of employment offered by the particular land use, proximity to blue-collar, professional, and clerical labor forces need to be considered in site selection.

Visibility: Some businesses need prominent highway sites for public relations purposes.

Utilities: In addition to water, sewer, gas, and electricity, the City should be aware of special utility needs of some businesses. In some cases, separate wells may need to be drilled and septic systems need to be installed.

Compatibility: Industries that deal in noxious activities such as noise, glare, odor, smoke, traffic, and other emissions need to be carefully considered in terms of site selection.

Commercial Areas

Access: Accessibility to the market area and direct access to traffic is critical for commercial areas.

Terrain: Sites should be reasonably level, well-drained, and outside floodplains.

Adequately Sized Sites: Sites should be large enough to accommodate the quantity of retail, office, and commercial space to make the center work as well as the accessory uses of parking and loading. Sites should range from 1 acre to 10 acres or more in size.

Utilities: Water and sewer are critical, especially in outlying areas not yet served by infrastructure.

Residential Areas

The planning process is not so much concerned with “location” principles for residential areas as much as it is with “design” principles for neighborhoods in Gregory. Neighborhoods need to be arranged into a pattern that makes up a communitywide design to accommodate the residential functions that extend beyond the immediate neighborhood. In general, residential neighborhoods should:

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

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

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

The Planning Commission assumed an annual -.2% growth rate in the population and land uses will continue a similar pattern over the planning period. The City should have the capacity to accommodate future growth. Only a small portion of the “long term” policy district may need to be consumed to support a higher rate of growth. The Future Land Use Plan is illustrated in **MAP XXXXX**.

E. City Design Ideas

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

1. A New Neighborhood.

Planning to accommodate the future population of Gregory is a task that should not be taken lightly. The Land Use element indicated that property on the east side of the community may need to be developed to meet the growing demand for housing and community facilities. The New Neighborhood Concept illustrates what future development may look like. The design attempts to incorporate as much of the location principles for residential areas discussed in the previous section.



The neighborhood features a green at the center flanked by higher density homes. Medium density residential uses are located along a new drive along a greenway, which connects to Highway 18. At the edges of the neighborhood, larger estate lots are found. Along the Highway sits a place for shops and services and a small workplace. Finally the neighborhood accommodates a civic building such as a church or day care.



2. *A City Square*

Located just north of the Gregory Municipal Building lies a perfect opportunity to create a traditional city square. Squares are found throughout many communities in Iowa, Nebraska, and points southeast. These places create a “heart” for the city; a place for people to gather and mingle, discuss the issues of the day, or simply to watch the human theater take place. The City Square idea is a great example of how a parking lot can be detailed as a plaza. In other words, the plaza is considered the main use of the property and parking cars is an incidental use. Several community activities can be programmed for the square: craft shows, farmers markets, public rallies, performances, and picnics.

The square is spatially defined by street trees on the north and west sides and the Municipal building on the south side. To help connect public buildings with open space, modest facelifts are proposed for the entrances of the Municipal building.



3. A New Look for Downtown



4. *A Recreational Learning Center*

Gregory has an excellent City Park located just below the butte in the northwest part of town.



Chapter VI: Plan Implementation & Maintenance



VI. Plan Implementation and Maintenance

A. Implementation Schedule

PLAN IMPLEMENTATION

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

These key areas include:

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

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

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

Public: May be local government, development organization, or a collaboration of civic organizations, such as the Legion, VFW, Rotary, etc.

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

Public / Private: Partnership between public and private entities.

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

Short: Present up to 5 years.

Medium: 5 – 10 years

Long: 10 – 20 years

IMPLEMENTATION SCHEDULE

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

1. GENERAL COMMUNITY DEVELOPMENT

Action(s)	Type	Who	Short	Medium	Long	Goal Achieved
Develop homes that are affordable for employees	Action	Private	X	X		1, 2
Promote the use of the South Dakota Housing Authority's Employer Mortgage Assistance Program through a local business	Action	Public/Private	X			1
Promote mortgage programs such as the First Time Homebuyers Program and the USDA Direct Loan Program.	Action	Public/Private	X	X	X	2
Develop a partnership with Yankton's Regional Technical Education Center and Mitchell Technical Institute.	Action	Public	X			3
Encourage the youth in Gregory to form a social group	Action	Public/Private	X	X		3
Maintain and enhance the community website	Action	Public	X	X	X	3
Promote the usage of the Small Business Development Center in Yankton	Action	Public/Private	X	X	X	3
Encourage more workshops from outside sources to be held in Gregory	Action	Public/Private	X	X	X	3

2. GENERAL LAND USE

Action(s)	Type	Who	Short	Medium	Long	Goal Achieved
Seek one-to-three-mile extraterritorial zoning jurisdiction from Gregory County	Action	Public	X			1
Create a multi-jurisdictional planning committee made up of representatives of the Gregory County, and Gregory Planning Commissions to review land use issues within one to three-miles of the corporate limits of Gregory.	Action	Public	X			1
Draft a redevelopment area plan for the neighborhood immediately northwest of downtown Gregory	Policy	Public		X		1
Develop higher density lots adjacent to existing blocks	Action/ Capital	Public/ Private	X			1
Review existing zoning ordinance to maintain consistency with new plan objectives	Action	Public	X			1
Develop small neighborhood parks in each quarter of the community where lot(s) are available	Action/ Capital	Public		X		1
Review building code(s) for updated material	Policy	Public	X			2
Develop Highway 18 through the community as a commercial corridor.	Policy	Public	X	X	X	2
Create an overlay and/or design review district	Action		X			
Implement a tree planting program along Main Street, SD Highway 18, Highway 47, Felton Street, and Logan Street (extension)	Action	Public	X	X	X	2
Conduct a "Yard of the Week" recognition program	Action	Public	X	X	X	2
Continue a "Clean Up Day" in the community	Action	Public	X	X	X	2

3. HOUSING

Action	Type	Who	Short	Medium	Long	Goal Achieved
New growth areas should include a variety of housing types and prices	Policy	Private	X			1
Construction and/or conversion of independent living residential development for seniors.	Action	Private	X			1
Promote low-density residential uses at the edge of the community	Policy	Public/ Private	X	X	X	1
Encourage the development or preservation of rental housing complexes in Gregory	Action	Private	X			1
Develop higher density housing in downtown and in the central areas.	Policy	Public/ Private	X	X	X	1
Create a committee within the organizational structure of the Development Corporation	Action	Public	X			2
Establish a housing code	Policy	Public		X		2
Workshops with the South Dakota Housing Development Authority, USDA Rural Development, and other regional agencies should be held in Gregory on an annual basis to inform the community of available resources.	Policy	Public	X	X	X	3
Encourage the committee (within the Development Corp.) to communicate all available housing resources to stakeholders in the housing industry.	Policy	Public/ Private	X	X	X	3
Develop a small housing project with community resources	Action	Public/Private	X			1

4. ECONOMIC DEVELOPMENT/TOURISM

Action	Type	Who	Short	Medium	Long	Goal Achieved
Create a "Downtown Gregory" organization	Action	Public/Private		X		1
Develop a strategic economic development plan	Action	Public	X			1
Develop a building and land inventory for industrial development	Action	Public/Private	X			1, 2
Conduct labor market studies	Action	Public/Private	X	X	X	1, 2
Capitalize local loan funds to maximize leverage in local investment	Action	Private		X		2
Develop Gregory Industrial Park in phases, beginning with the first phase at the west side of County 17, then moving east airport	Capital	Public/Private	X	X	X	2
Maintain information on business resources such as the Small Business Development Center (SBDC), the Areawide Business Council (ABC), and state and federal resources in a central location	Policy	Public	X	X	X	3
Develop a workforce development program with the Regional Technical Education Center (RTEC) with local participation by the Gregory Community School.	Action	Public/Private		X		3
Work with the Rural Office of Community Services on a transportation to work program	Capital/Action	Public/Private			X	3
Plan an event that focuses on Gregory's cultural heritage.	Action	Public/Private		X		4
Hold a workshop for those interested in starting a tourism/entertainment-related business. Refer interested entrepreneurs to the SBDC and ABC for business assistance	Action	Public/Private	X			4
Create a welcome center at the Gregory Airport	Capital	Public/Private			X	4
Work with the community website to develop promotions for area businesses	Action	Public/Private		X		4

5. PARKS, RECREATION, AND CULTURAL RESOURCES

Action	Type	Who	Short	Medium	Long	Goal Achieved
Develop trail linking the east and west sides of the City	Capital	Public	X			1
Create a central town square near City Hall	Capital	Public		X		1
Incorporate small greens and other similar open spaces into new subdivisions	Policy	Public/Private	X			2
Incorporate neighborhood parks and playgrounds in new developments	Policy Capital	Public/Private		X		2
Continue to develop roadside park into a regional amenity	Capital	Public	X	X		2
Develop a capital improvements plan which includes a parks component	Action	Public		X		3
Forge a relationship with the Gregory School District for public use of school facilities	Action/ Capital	Public/ Private	X			3
Empower a local group to organize youth sports leagues and activities	Action	Public	X			4
Develop recreational facilities at City Park Playground equipment Outdoor Amphitheater Campground/camping	Capital	Public	X X	X		4
Use buildings for community facilities: Dixon Town Hall Observation Park Old school Senior Center	Capital	Public	X	X X X		4
Develop a 4-H Activity Building in Park	Capital	Public/ Private		X		4
Develop a downtown farmers market	Action	Private		X		4
Promote library materials on City's website	Action	Public	X	X	X	5
Maintain Oscar Mischeaux Festival and Park	Policy	Public	X	X	X	5

6. NATURAL RESOURCES

Action	Type	Who	Short	Medium	Long	Goal Achieved
Promote conservation subdivision design in rural areas	Policy	Public		X		1,2
Develop a loan pool for historic preservation efforts	Action	Public/ Private		X		3
Develop a system of storm water detention ponds in strategic locations	Capital	Public		X	X	3

7. TRANSPORTATION AND UTILITIES

Action	Type	Who	Short	Medium	Long	Goal Achieved
Maintain and enhance Main Street and a main thoroughfare	Capital	Public	X	X	X	1
Maintain bus service from Rural Office of Community Services (ROCS)	Policy	Public	X	X	X	1
Preserve Highway 18 and Highway 47 corridors	Action Capital	Public	X	X	X	1
Develop a Highway 18 Corridor Plan and subsequent appearance codes.	Policy Action	Public	X			2
Expanded Arterial and Collector System: Extend Logan Street to Highway 18 Improve County 17 at Highway 18 Extend/Improve E. 1 st Street to County 17 Develop access to business park	Capital	Public	X X	 X X		1,3
Develop tree-lined streets which connect parks and major community facilities (school, medical, etc.	Action	Public		X	X	3
Create dedicate bike routes around and throughout the community	Action	Public		X	X	3
Develop a sidewalk rehabilitation and development program: An assessment of the condition of the sidewalk system. Development of a phased, annual program of sidewalk repairs funded by bond or general revenues.	Capital	Public-Private	X	X	X	3
Create connections to Highway 18 to serve new industry	Capital	Private		X	X	4
Build a new airport terminal facility	Capital	Public-Private			X	4
Create a competitive environment for accessible telecommunications	Action	Public/Private	X			5
Develop task force to study feasibility of sustainable energy resources	Action	Public-Private	X			6

8. PUBLIC SERVICES

Action	Type	Who	Short	Medium	Long	Goal Achieved
Develop a capital improvement plan	Action Policy	Public	X			1
Maintain updated information on public resources available for fire, police, and emergency services	Policy	Public	X	X	X	1
Public facility priorities Expand City Hall/Police Dept. Provide more visibility for library Update maintenance shop Upgrade Senior Center	Capital	Public		X X	X X	1
Extend water and sewer service to new developments	Capital	Public	X	X	X	1
Develop drainage plan for west side of town	Policy/Action	Public	X			1
Record City Council and other public meetings and post audio file on City's website	Action	Public	X			1
Develop community education program to include course such as Digital photography Literature Cooking Computers and Internet	Action	Public/Private	X			2
Expand Horizons group into local leadership activities	Action	Public/Private	X	X	X	2
Support School District and its activities	Policy	Public/Private	X	X	X	2

Goals \ Tools		Tools for Implementation																
		Regulatory				Investment				Policies/Plans			Private					
		Zoning	Subdivision Regulations	Growth Management Programs	Design Review	Historic Preservation	Exactions and Fees	Public Construction Projects	Land acquisition	Economic Development Programs	Housing Programs	Redevelopment	Capital Improvement Plans	Transfer of Development Rights	Project Review	Small Area Plans	Private Construction	New Neighborhoods
Population	Promote a gradual increase in the number of residents.																	
	Attract young families with children																	
	Encourage young people to stay in Pickstown																	
General Land Use	Maintain a balanced pattern of development as growth occurs																	
	Enhance and maintain Gregory's visual appearance																	
Housing	Create an environment that offers better housing opportunities																	
	Improve the quality of Gregory's existing housing stock.																	
	Develop affordable housing with a mix of resources																	
Economic Development/Tourism	Provide a solid base for economic development in Gregory																	
	Create a productive environment for business development																	
	Gregory should invest in its workforce base																	
	Gregory can be a center for trade and tourism in Gregory County																	
Parks, Recreation, & Comm. Facilities	Create a network of greenways and civic streets that connect open spaces																	
	Provide recreational facilities to meet the needs of newly developing areas																	
	Provide an mechanism for financing park acquisition and development																	
	Gregory should strive to provide centers for diverse community activities																	
Natural and Cultural Resources	A variety of cultural resources should be available to all residents of Gregory																	
	Preserve the rural character of the Town																	
	Preserve precious natural resources in the immediate vicinity of Gregory																	
Transportation	Protect historic buildings and sites																	
	Address Gregory's position in the regional transportation network																	
	Provide enhanced movement around the city																	
	Create a balanced transportation system																	
	Develop a sound air transportation system																	
Public Services	Gregory residents should have an ample supply of utility services																	
	Provide basic public services																	
	Provide a quality public education and civic setting for Gregory's residents																	

B. *Other Ways to Implement the Plan*

ZONING AND SUBDIVISION REGULATIONS

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

- **Zoning Ordinance:** The purpose of a zoning ordinance is to regulate changes in the use of land. Gregory currently enforces zoning regulations. The current zoning districts in a Gregory are:

R	Residential
C	Commercial
A	Agricultural
I	Industrial
P	Public

These zones provide for a variety of land use activities within Gregory. The zoning ordinance is based on existing land use patterns and future needs of the community.

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

- **Subdivision Regulations:** These rules usually follow the adoption of zoning regulations and are considered the second step in land use planning regulations. The intent of a subdivision ordinance is to:
 - ✓ regulate the subdivision of land;
 - ✓ coordinate streets and roads;
 - ✓ promote planned infrastructure development;
 - ✓ address drainage and flood control;
 - ✓ minimize cut and fill operations;
 - ✓ foster efficient and orderly urban growth compatible with the natural environment;
 - ✓ prevent premature land subdivision; and
 - ✓ promote and protect the interests of all members of the community.

HOUSING, BUILDING, HEALTH, AND ENVIRONMENTAL CODES

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

ANNEXATION

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

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

CAPITAL IMPROVEMENTS PROGRAM

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

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

Other Implementation Methods

The Building Code

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

The Housing Code

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

Design Review

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

Nuisance Ordinance

Nuisance ordinances are special laws enacted by the City's council to protect the health, safety, and welfare of the citizens. A nuisance is a use of land or behavior that brings harm or annoyance to adjacent property owners or the public in general. A nuisance ordinance is a way to resolve land use conflicts that would otherwise lead to harm or aggravation. State laws generally provide enabling legislation for towns to regulate a wide array of nuisances, including: noise, odor, visual (as in junk strewn about someone's property), and dangerous structures

(such as abandoned or dilapidated buildings). A nuisance ordinance is ineffective unless there are penalties for violation.

C. *Plan Maintenance*

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

Such a process may include the following features:

- *Annual Action and Capital Improvement Program.*

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

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

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

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

- Summarizes key land use developments and decisions during the past year and relates them to the comprehensive plan.
- Reviews actions taken by the city during the past year to implement plan recommendations.
- Defines any changes that should be made in the comprehensive plan. The plan should be viewed as a dynamic changing document that is used actively by the city.

Changes in the Comprehensive Plan

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

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

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

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