

ANNEXATION STUDY – Parkview Annexation

INTRODUCTION:

The following is a study prepared pursuant to SDCL 9-4-4.1 which examines the merits of annexing the following legally described property: Lot A Revised, Lot B, and Well Lot of the N1/2 of Government Lot 4, Section 18, T1N, R8E, BHM, Pennington County, South Dakota. This area is more generally described as being located southeast of the current terminus of Parkview Drive and includes approximately twenty acres of land.

Taken as a whole, the Parkview Annexation Area represents a developing area which this study suggests is part of the Rapid City community that should have available to it the types of services and protection that other areas of the City receive.

THE ANNEXATION PROCESS:

Annexation is the process by which lands adjacent to a municipality are made part of the municipality so as to share in the services the municipal government provides and share in the obligation of paying for those services. When an area has developed, is in the process of developing, or is key to the development of other properties, annexation should be considered. As stated in the Rapid City Annexation Policy Document, adopted December 19, 1983;

“When a city is willing and able to provide the urban services from which an adjacent and contiguous developing area benefits; when there exists a community of interest between the city and the developing area; when it is essential that a city be allowed to exercise proper police powers to ensure orderly growth and development; when the development of an area may easily effect the health and safety of the residents of a city; and when a tax inequity exists because of the provision of urban services to (a) developing area; then the area so described must fairly be considered for annexation.”

South Dakota Codified Law Chapter 9-4 provides two methods for the annexation of property: 1) Annexation by petition of the property owners; and, 2) Annexation initiated by the municipality. This study represents the first step in the process of a city initiated annexation. This study will present the justification for annexing the subject territory and identify the municipal resources that are in place or available to serve the area. With this study as a basis, the Rapid City City Council may adopt a *Resolution of Intent to Annex* following a public hearing with proper notice thereof provided to the affected landowners and the Pennington County Board of County Commissioners. Within sixty (60) days of the adoption of the *Resolution of Intent to Annex* the City Council shall conduct a hearing on the annexation of the subject territory. The City Council must act on the annexation resolution within one hundred and twenty (120) days of the hearing. The annexation may be referred to a vote of the combined residents of the municipality and residents of the territory to be annexed pursuant to SDCL 9-4-4.5 through 9-4-4.9.

DESCRIPTION OF TERRITORY:

The subject property consists of twenty acres of land which in 1993 was subdivided into two platted residential lots and one well lot. Lot AR is 4.73 acres in area. Lot B is 15.17 acres in area. The well lot is .08 acres in area. There are single-family homes located on each of the two residential lots. All of the subject property is owned by two property

owners. The property is located just to the south and east of the existing terminus of the improved portion of Parkview Drive. The annexation area also includes thirty feet of section line right-of-way which was dedicated by the 1993 plat as the eastern one-half of public right-of-way needed for the extension of Parkview Drive.

The terrain of the subject property ranges from nearly level to moderately hilly. The lowest portion of the subject property exists near the northwestern corner where a Major Drainage Easement has been dedicated. From this corner, the property slopes upwards to the south and east.

AREA STUDIES/DEVELOPMENT SCENARIOS:

Both the 1974 Comprehensive Plan – 5th Year Update, and the Rapid City Area 2000 Comprehensive Land Use Plan identify future residential land uses for the subject property. Additionally, the recently-adopted South Robbinsdale Future Land Use Plan identifies this property as appropriate for low density residential land uses with an anticipated density at build-out of forty-eight residences and a maximum density at build-out of 134 residences. The property is currently zoned as General Agriculture which requires a minimum lot size of twenty acres for a single-family home. A detailed development scenario is beyond the scope of this report. However, based upon an average household sizes of 2.5 to 3 persons, the estimated build-out population of the annexation area based upon the anticipated density is approximately 120 to 145 persons. This number could vary dramatically, especially if increased densities are allowed due to multi-family zoning or Planned Residential Development overlay districts

The Rapid City Annexation Policy Document of December, 1983 identifies the subject property and the surrounding area north of Catron Boulevard as an annexation priority. This document was adopted by the City of Rapid City to set forth the criteria under which land was to be considered for annexation, and to specifically identify the geographic priority areas for annexation. The City limits currently extend well to the south, southwest and southeast of the subject property. Most of these areas were annexed in 1988 and 1993. The subject property currently is an “island” of unincorporated land completely surrounded by the City limits. It is over one-half mile from the closest point of the subject property to unincorporated land on the south side of Catron Boulevard.

The City’s adopted Major Street Plan identifies two future roadway extensions across or near to the subject property. The first roadway is the southerly extension of Parkview Drive adjacent to the western side of the subject property. Parkview Drive in this area is identified as a future collector street. The second roadway is the southerly extension of Elm Street which is classified as a future minor arterial street and would be located near the eastern edge of the subject property.

PUBLIC SERVICES/COSTS:

City Services, and their respective costs, that will potentially be available to the subject property upon annexation include the following.

- Water/ Sanitary Sewer: The City is interested in pursuing an assessment project for the extension of Parkview Drive and related utilities. Should this project become a reality, the property owners within the subject area would be assessed for their share of the project. Other than potential assessed projects such as this, the costs for the

extension of City Water and Sewer would be development-driven and born by the developer.

- Street and Road Maintenance Services: These activities would include road repair and maintenance, snow removal, street cleaning, traffic controls, traffic engineering and street lighting. It is not possible at this time to develop an accurate cost estimate for street maintenance because there is no proposal for a local road system within the annexation area. Due to the small size of the annexation area, however, any increase in cost to the City for such services would be minimal.
- Solid Waste Collection and Disposal: The costs for serving the subject property with City garbage collection and disposal is \$11.37 per month per residence. By comparison, if the property were not annexed, commercial haulers would serve the subject property at an approximate cost to an individual home of between approximately fourteen and sixteen dollars per month.
- Fire/Police Protection: Upon annexation all City police and fire services would be provided to the area. Fire services would include: emergency services such as fire suppression (including structure and wildland protection), fire prevention services (including code enforcement, plan review and fire investigation), hazardous materials response and mitigation, rescue functions (including water related rescue/recovery, vehicle extrications, industrial rescue), and emergency medical services (including basic life support and advanced life support). The estimated increase in cost to the City for providing these services to the two residences on the subject property is negligible.
- Building Inspection and Ordinance Enforcement: The services of the Building Inspections Division required by City Ordinance and available immediately to the proposed annexation area include: building permits, sign permits, addressing, plan reviews, building inspections, mechanical inspections, electrical inspections, ordinance enforcement, and other similar services. The estimated increase in cost to the City for providing these services to the two residences on the subject property is negligible.
- Public Transit: The City of Rapid City currently operates both a fixed route and dial-a-ride transit systems. The fixed route system currently serves the intersection of Parkview Drive and Minnesota Street which is less than one-fourth of a mile from the subject property. Therefore, there should be no increase in cost to the City for providing fixed public transit to the subject property.
- Other Public Services: Community wide services provided to residents of Rapid City include but are not limited to: parks and recreation, the Rushmore Plaza Civic Center, Dahl Fine Arts Center and the Public Library. Residency is not considered for services provided patrons of the Rushmore Plaza Civic Center, Dahl Fine Arts Center or Rapid City Regional Airport. While fees and rental payments help offset costs for these and other citywide facilities, tax support from the City residents does play a role.

TAXATION: Upon annexation, the City mill levy of 20.9835 would apply to the residential property. This represents a 5.32% increase over the existing applicable County mill levy for the subject property of 19.9237. This translates into the following difference in estimated taxes for the three parcels located within the annexation area (not including any changes due to differences in property valuations).

<u>Parcel</u>	<u>Taxes</u>	
	<u>Assuming Annexation</u>	<u>Without Annexation</u>
Lot AR	\$3,056	\$2,902
Lot B	\$4,023	\$3,821
Well Lot	\$3	\$2

NEED FOR ANNEXATION:

The annexation of the subject territory is warranted from a number of perspectives. A municipality formed to meet the needs of the residents of a community must endeavor to provide efficient public services in an attempt to keep the cost of services to the residents reasonable. The economies of most municipal services are directly related to the form and size of the City. A city that can achieve a compact form, while still providing space for internal expansion and recreation, can minimize those public costs.

The achievement of an economical city form requires that development occur in an orderly and planned fashion. Recognizing the desirability of this orderly growth, the City of Rapid City adopted an Annexation Policy Document in December of 1983. In developing the policy document the City adopted four annexation goals. These goals are:

- (1) The annexation of lands which are necessary for the orderly growth and development of the City;
- (2) The annexation of lands which are urbanized or urbanizing to the extent that they require an urban level of services;
- (3) The annexation of lands the development of which effects the health and/or safety of the residents of the City;
- (4) The annexation of lands to ensure an equitable tax base.

The Parkview Drive Annexation Area represents an area for which annexation should be considered according to the four previous goals:

- The annexation of the land is necessary for the orderly growth and development of Rapid City. Generally speaking, annexation allows the City to plan in advance of development occurring. Annexation of the subject property will ensure that future utility service and road improvements are done in accordance with City standards. In addition, the implementation of City zoning and nuisance ordinances will ensure that negative impacts from future development are minimized. This is particularly critical with the subject property as it is surrounded entirely by the City limits.
- The annexation of the subject property is necessary too because of the urbanization that is occurring there and the demand for an urban level of service. The Robbinsdale portion of Rapid City has been characteristically one of the fastest growing neighborhoods in the City and has steadily expanded southwards towards the subject property. As stated earlier in this report, two major roadways are planned

for the annexation area including the Elm Street and Parkview Drive. These road connections will help spur continued development in the annexation area. This development is likely to be relatively intensive with urban-level densities. Central water and sewer services, streets built to modern design standards, and other urban-level infrastructure improvements will be necessary to serve the area.

- The annexation of the subject property is necessary as the area directly impacts the health and safety of the residents of Rapid City. The subject property represents an “island” of unincorporated land completely surrounded by the City limits. Therefore, what happens within this area will have a direct impact upon the adjoining incorporated areas. This is particularly true for things such as zoning or nuisance requirements.
- The annexation of the subject property is also necessary to preserve an equitable tax base. Islands of unincorporated lands located within a City leads to certain inefficiencies. Services such as police and fire protection are more adequately and efficiently provided if they cater to a cohesive service area rather than a scattered or broken service area. Infrastructure improvement costs and maintenance costs are also reduced with a compact urban form rather than a sprawling form.

The residents of the Parkview Drive annexation area share a community of interest with Rapid City and benefit now from certain city services. Residents of the annexation area drive upon City streets, utilize City parks, and benefit from other City services such as city planning. The residences located within this territory have available to them an urban level of service due to the growth that has occurred in adjacent portions of Rapid City. Major urban streets surround the territory and sewer and water services will be available to much of the annexation area.

COMMUNITY GROWTH

The City of Rapid City and surrounding area has continued to grow in recent years as evidenced by the following figures:

- Rapid City Population (source: U.S. Census Bureau):
1980 – 46,492
1990 – 54,523 (17.3% increase from 1980)
1998 – 59,113 (8.5% increase from 1990)
- Rapid City and Three-Mile Area Population (source: Planning Dept. estimates):
1990 – 67,434
1999 – 73,431 (9% increase from 1990)

As can be seen from the preceding figures, the population of Rapid City and the surrounding area continues to grow. To accommodate this continuing growth, the community needs additional areas for residential development.

CONCLUSIONS

The City of Rapid City continues to experience significant growth. Annexation has generally kept pace with this growth creating an environment in which City policies and

procedures have both ensured orderly growth and the equitable development of supporting infrastructure.

The area under consideration in this annexation is developed with residential uses. Supporting infrastructure and service are in place to accommodate urban scale development. Some infrastructure upgrades will need to be done to accommodate the projected full build-out of the territory. Costs will be incurred by the City for certain city services such as street repair and maintenance, police protection, and fire and emergency services.

Based upon the growth pressures present in this area, the goals of the City's adopted Annexation Policy Document, and the facts presented in this report, it is the opinion of the Planning Department Staff that the annexation of the subject territory is prudent and warranted.