Analysis and Evaluation of an Area Annexation Study for Redfield, South Dakota

Stephen Allen Dunn

Follow this and additional works at: https://openprairie.sdstate.edu/etd

Recommended Citation
https://openprairie.sdstate.edu/etd/4028

This Thesis - Open Access is brought to you for free and open access by Open PRAIRIE: Open Public Research Access Institutional Repository and Information Exchange. It has been accepted for inclusion in Electronic Theses and Dissertations by an authorized administrator of Open PRAIRIE: Open Public Research Access Institutional Repository and Information Exchange. For more information, please contact michael.biondo@sdstate.edu.
ANALYSIS AND EVALUATION OF AN AREA ANNEXATION STUDY
FOR REDFIELD, SOUTH DAKOTA

BY

STEPHEN ALLAN DUNN

A thesis submitted
in partial fulfillment of the requirements for the
degree Master of Science, Major in
Geography, South Dakota
State University
1981
ANALYSIS AND EVALUATION OF AN AREA ANNEXATION STUDY
FOR REDFIELD, SOUTH DAKOTA

This thesis is approved as a creditable and independent investigation by a candidate for the degree, Master of Science, and is acceptable for meeting the thesis requirements for this degree. Acceptance of this thesis does not imply that the conclusions reached by the candidate are necessarily the conclusions of the major department.

Maynard Samuelson
Assistant Professor
Thesis Adviser

Edward Hogan, Ph.D.
Head, Geography Department
ACKNOWLEDGEMENTS

The author wishes to say a sincere thanks to the entire Geography Department at South Dakota State University who aided the author in the educational process leading to the Master of Science Degree. Several members of the faculty and staff deserve special recognition including Professor Maynard Samuelson for his overtime efforts helping the author finish this work, Dr. Edward P. Hogan for his encouragement and aid to the author from undergraduate days, and Orville Gab, staff cartographer, and Carol Whitney, department secretary, for their help in the last minute efforts associated with finishing a project of this size. Words cannot express the feelings of understanding and concern shown toward the author both by the faculty and fellow geography students during the dark days while the author was a full-time graduate student. A thank you to each of you.

One other person deserves a special thank you at this time. She is the author's wife who paid the bills during the author's college years. It meant many sacrifices on her part that can never be repaid. Thank you Joanne, I love you.

Sincerely,

Stephen A. Dunn, Hazel, S.D.
April 1981
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACKNOWLEDGEMENTS</td>
<td>i</td>
</tr>
<tr>
<td>TABLE OF CONTENTS</td>
<td>ii</td>
</tr>
<tr>
<td>LIST OF ILLUSTRATIONS</td>
<td>iv</td>
</tr>
<tr>
<td><strong>Chapter</strong></td>
<td></td>
</tr>
<tr>
<td>I. INTRODUCTION</td>
<td>1</td>
</tr>
<tr>
<td>The Annexation Problem</td>
<td>2</td>
</tr>
<tr>
<td>Review Of Related Literature</td>
<td>3</td>
</tr>
<tr>
<td>Methodology</td>
<td>6</td>
</tr>
<tr>
<td>Footnotes</td>
<td>9</td>
</tr>
<tr>
<td>II. REDFIELD ANNEXATION BOUNDARIES DELINEATED</td>
<td>10</td>
</tr>
<tr>
<td>Reasons For Annexation</td>
<td>10</td>
</tr>
<tr>
<td>Growth Areas Around Redfield</td>
<td>12</td>
</tr>
<tr>
<td>Areas Of Little Annexation Potential Or Need</td>
<td>16</td>
</tr>
<tr>
<td>Footnotes</td>
<td>22</td>
</tr>
<tr>
<td>III. ANNEXATION CONSIDERATIONS</td>
<td>23</td>
</tr>
<tr>
<td>Streets</td>
<td>23</td>
</tr>
<tr>
<td>Duties Of City In Annexed Area</td>
<td>27</td>
</tr>
<tr>
<td>Water Lines</td>
<td>29</td>
</tr>
<tr>
<td>Sewer Lines</td>
<td>33</td>
</tr>
<tr>
<td>Population Changes</td>
<td>39</td>
</tr>
<tr>
<td>Revenue Sharing</td>
<td>41</td>
</tr>
<tr>
<td>Section</td>
<td>Page</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
<td>------</td>
</tr>
<tr>
<td>Miscellaneous Factors</td>
<td>42</td>
</tr>
<tr>
<td>Annexation Tax Revenue</td>
<td>44</td>
</tr>
<tr>
<td>Footnotes</td>
<td>46</td>
</tr>
<tr>
<td><strong>IV. REDFIELD ANNEXATION SUMMARY</strong></td>
<td>48</td>
</tr>
<tr>
<td>Explanation of Tables</td>
<td>48</td>
</tr>
<tr>
<td>Regrouped Annexation Areas</td>
<td>65</td>
</tr>
<tr>
<td><strong>V. FINAL ANNEXATION EVALUATION</strong></td>
<td>70</td>
</tr>
<tr>
<td>Post Presentation Results</td>
<td>70</td>
</tr>
<tr>
<td>Annexed Area Delineation</td>
<td>75</td>
</tr>
<tr>
<td>Annexation Decisions Analysis</td>
<td>77</td>
</tr>
<tr>
<td>Annexation Reasoning Evaluation</td>
<td>80</td>
</tr>
<tr>
<td>Future Annexation Possibilities</td>
<td>83</td>
</tr>
<tr>
<td>Footnotes</td>
<td>85</td>
</tr>
<tr>
<td><strong>BIBLIOGRAPHY</strong></td>
<td>87</td>
</tr>
</tbody>
</table>
LIST OF ILLUSTRATIONS

Tables

<table>
<thead>
<tr>
<th>Table</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>51</td>
</tr>
<tr>
<td>2.</td>
<td>52</td>
</tr>
<tr>
<td>3.</td>
<td>53</td>
</tr>
<tr>
<td>4.</td>
<td>54</td>
</tr>
<tr>
<td>5.</td>
<td>55</td>
</tr>
<tr>
<td>6.</td>
<td>56</td>
</tr>
<tr>
<td>7.</td>
<td>57</td>
</tr>
<tr>
<td>8.</td>
<td>58</td>
</tr>
<tr>
<td>9.</td>
<td>59</td>
</tr>
<tr>
<td>10.</td>
<td>60</td>
</tr>
<tr>
<td>11.</td>
<td>61</td>
</tr>
<tr>
<td>12.</td>
<td>62</td>
</tr>
<tr>
<td>13.</td>
<td>63</td>
</tr>
<tr>
<td>14.</td>
<td>64</td>
</tr>
</tbody>
</table>

Figures

<table>
<thead>
<tr>
<th>Figure</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>49</td>
</tr>
<tr>
<td>2.</td>
<td>50</td>
</tr>
<tr>
<td>3.</td>
<td>76</td>
</tr>
</tbody>
</table>
CHAPTER I

INTRODUCTION

The Annexation Problem

A major portion of both commercial and residential growth in the Redfield, South Dakota, area was occurring outside the existing city limits of that community in the late 1970's. This pattern was becoming a concern to the Redfield City Council and prompted the city council to contact the Geography Department of South Dakota State University, Brookings, South Dakota, in 1978 to complete a study of annexation for Redfield. The author of this thesis was hired as a research assistant to complete the Redfield annexation study for the Geography Department. The city council needed to evaluate the annexation potential and problems before advancing into the actual annexation process.

The study would serve as the basis of information required before annexation without petition could be allowed. The requirement for an annexation study was set forth in South Dakota Codified Law (SDCL) 9-4-4.1 which reads in part, before a municipality may extend its boundaries to include contiguous territory, the governing body shall conduct a study to determine the need for the contiguous territory and to identify the resources necessary to extend the municipal boundaries.1

A letter written by Duane Sanger, Mayor of Redfield
South Dakota, on behalf of the City Council requested information or advice on the following points:

1. The orderly development of the City within reasonable boundaries
2. The real estate tax impact on the City
3. The cost, if any, of extending City Services to the annexed areas
4. The feasibility of annexation of the State Institution located in Spink County, contiguous to the City
5. The impact of Federal and/or State with an increase in municipal population from 3,000 to 4,000
6. The benefits, if any, the annexed areas will receive from the City
7. Other data which the City planners may use to continue the orderly development of the City's growth

In the process of gathering information for the final annexation report, it became obvious to the researcher that conflicts were bound to occur. The researcher anticipated certain actions by the city council no matter what the annexation study reported. Therefore, the author attempted to present the information requested in an unbiased manner leaving the actual decision to the city council. The author felt this thesis would not be complete by presenting only the annexation study information as presented to the Redfield City Council on November 5, 1979. A look at the council's decision on annexation and the resulting conflicts were an essential part of understanding the situation. The information presented in the annexation study, the actions of the city council, and the community controversy that resulted all needed to be evaluated to understand the annexation problem.
Review Of Related Literature

The majority of the information discussed in any of the media forms available to the author had little or no bearing for an annexation study of a relatively small mid-western community. The author specifically was looking for information on annexation with some help in the planning and land use planning area.

The majority of the information available in book form dealt with larger metropolitan areas, usually in a Standard Metropolitan Statistical Area (SMSA). This census classification often includes a core city or twin cities with 50,000 or more people and the surrounding territory closely linked to the core. The information gathered by the census collectors is then broken down in a form easier to deliniate than that provided for smaller areas. The problems of rapidly expanding cities did not prove to have many parallel relationships with the much more slowly expanding and less populated community of Redfield, South Dakota.

Evaluating and predicting proper land use even in the most rural areas was a tradition in Great Britain long before the idea of land use planning became in vogue in much of the United States. Unfortunately, the problems in the rural areas of Britain seldom fit the situation of Redfield, South Dakota. Any village of less than 10,000 persons is considered a rural community in Great Britain. These communities usually have a well established identity due to their extreme length of
existence. The problems of the past and future are often well known and more often predictable than those of the relatively young only 100 year history of Redfield. In Great Britain, most rural communities have either been in a decline since at least the Nineteenth Century, or are continuing to grow. Redfield has maintained a relatively constant population since 1960. The census of 1960 credits Redfield, South Dakota, with a population of 2,952 persons. In 1970 the enumerators found 2,943 people within the city, a change of nine persons.

One of the best pieces of advice was mentioned in several sources. The advice was to gain an understanding of the area studied through field experience. Observing the existing distribution and structure of land use, needs, and development trends should help the advisor to obtain a needed intimate knowledge of the area's composition. Determining the potential of land use varies as an area is influenced by technical innovations, as a community goes through size and composition switches, or even as the community's requirements change. Some of these changes will be of a relatively short duration while others are longer lived. Concerns over existing site conditions and granting of rights and privileges often dominate a study. The planning process is concerned too often with a relatively short lived but important span in the environmental life cycle. The planning process should attempt to voice the best potential development in order to meet the material and fundamental needs of the community more effectively.

Classifying land use is far from a single activity.
What is the most apparent use of the land at the time of observation does not always portray other uses that are less obvious. Many pieces of land are not used for only one activity. The use of a piece of land cannot be restricted only to man's activities upon that land. The best classification systems depend heavily on actual observations either in person or from photos. It must be flexible, using a summary from where data can be combined without modifying the classification.

A great deal of land around cities may not be used in a man made sense. It may seem relatively idle. These vacant lots and otherwise idle lands on the growth fringe can contain as much land as the city itself. Land located close to an urban area can be considered to have a higher value simply because of the potential for producing income in the future.

A government publication The Standard Land Use Coding Manual, first published in 1965, breaks land classification into nine general areas. These general areas are then broken down into much more explicit information. For this study it is sufficient to note the nine area classifications: one--residential; two and three--manufacturing; four--transportation, communications, and utilities; five--trade; six--services; seven--cultural, entertainment, and recreational; eight--resource production and extraction; and nine--undeveloped land and water areas.

Annexation studies for the cities of Sioux Falls, Rapid City, and Aberdeen, South Dakota proved to be of more
help when considering the Redfield study. There were a few related problems or needs. Even then, the annexation studies were prepared for the three largest communities in South Dakota which were growing at a much faster rate than the smaller city of Redfield.

A community may consist of an area of established legal boundaries, but it can also refer to an area of strong commonality of interests from protection, employment, and physical requirements to shopping, recreation, and education. Depending upon the reference, the actual borders of a community would be hard to define. One of the biggest factors affecting the direction of a communities growth are barriers that limit development. These may be physical or man made.12

Methodology

In the process of preparing this thesis, the author followed four steps. The author held discussions both formally and informally with members of the Redfield City Council and other city officials several times during the information gathering process. Some area residents were also contacted to help obtain an understanding of the needs and problems. The second step involved on site observations from June of 1978 through November of 1980. The many visits over that extended time format helped broaden the author's awareness of the Redfield annexation situation. The next step involved attempts to locate answers to questions that were raised. Some of the questions came either officially
or unofficially from the city council or other city officials. Some came from other interested persons. Many were raised by the researcher in an attempt to find proper solutions. Many hours were spent in the last step, calculating and researching before the annexation proposal could be presented.

The "Redfield Area Annexation Study" presented in its final form to the Redfield City Council on November 5, 1979, was only another step leading toward the completion of the thesis. Chapters II thru IV of this paper include information provided in the final Redfield report. After the annexation study was presented, the author tried to keep abreast of the actions of the city council and the resultant objections that were raised by those parties most effected. The final stage analyzes the actual adopted annexation measure.

Before proceeding with the Redfield annexation study the author could have completed this thesis by answering questions one, two, and three. After working at the research the author felt the fourth question was just as pertinent. The most important questions requiring answers in order to evaluate annexation proposals for Redfield, South Dakota, include:

1. What areas around Redfield, South Dakota should be considered for annexation

2. What would be the costs and requirements to the city and to the areas annexed

3. What benefits would the city and annexed areas receive
4. **Will the final actions of the city be wisely managed?** Will they be beneficial to the city and area in the short and long run?
Footnotes


2 Duane Sanger, Mayor of Redfield, South Dakota, 3 May 1978, letter to the Geography Department, South Dakota State University, Brookings, South Dakota.

3 Marion Clawson, America's Land And Its Uses, (Baltimore, Maryland: John Hopkins Press, 1972), p. 32.


9 Clawson, America's Land and Its Uses, p. 36.


CHAPTER II

REDFIELD ANNEXATION BOUNDARIES DELINEATED

Reasons For Annexation

The present city limits of Redfield, South Dakota are far from square or rectangular. The boundary line zig-zags through parts of five different sections. Within the city limits, the land is divided among lots, outlots, streets, parks, railroad lines, right of ways, and a creek bed.

Nearly all the lots and outlots have seen the erection of either businesses, homes, schools, or other buildings. Only a few empty lots remain for new construction. In nearly all areas, any new construction requires the removal of present structure before any new ones can be built.

The majority of the residential areas already have established home structures. Only the land platted in the Meadow Park Estates has more than an occasional empty lot. The Meadow Park Estates are located in the very south east section of town. The area was annexed into Redfield in 1975. Some new homes have recently been established along Meadow Drive and Park Lane. There are five lots along the proposed Horseshoe Drive. None of these lots or the street have yet shown signs of construction.
When a city has reached a maximum growth, the tax base slows its expansion or even stops growing. City services and community needs do not stop. Without an expanding tax base, residents within the city will continue to pay higher taxes.¹

The city must control expansion on land within the city through zoning or must purchase land outside of town to insure such control. With most expansion of Redfield forced to establish outside the city, the residents have no voice in matters that concern their welfare. The city council has no say on matters of types of businesses or their function, or pollution and environmental potential on firms or homes constructed close to town. Areas of possible business or residential expansion might be added to the city to insure a higher degree of living for Redfield residents.

Numbers seem to have a high degree of importance to federal officials. During 1980 another general census will be taken across America. The population determined by that enumeration will have unmeasurable effects. Businesses looking for new locations check growth potential and quality of life. Many government projects, programs, and payments are affected by population size. Any feasible annexation should be accomplished by that time.

A city sales tax holds the potential of relieving some of the tax strain now carried by land owners. If a city sales tax were to be established, all businesses that would
substantially add to the total should become a part of the city.

Growth Areas Around Redfield

Several areas outside the city limits have seen or are presently seeing construction. The oldest area outside the city limits is that area referred to as the "Academy." This area in the north east quarter of section fifteen of Redfield Township (T 116 N., R 64W) east and south of Redfield contains the platted areas of Christensen's First Addition, Anderson's Second Addition, and Leesch's Outlot. The buildings in the area include twenty-one homes, the Seventh Day Adventist Church, The Academy, a former parochial school, and some older buildings once used as stores and garages.

Eleven blocks were platted as Anderson's First Addition in the northwest corner of section fifteen running from the corner of Highway 281 and Sixteenth Avenue east until just past Main Street and a proposed three blocks south. Nothing has been built in this area. Two homes have been built on outlot A on the east side of the platted Anderson's First Addition. They face Sixteenth Avenue.

Four more homes have been built on the south side of Sixteenth Avenue east of Anderson's First Addition. These homes have not been platted into a specific subdivision.
Ten lots are situated north of Sixteenth Avenue, west of Third Street East, and south of the Meadow Park Estates. Most of these lots are part of Stammer's Subdivision. Nine of the lots contain residential units varying in ages and values. The tenth lot previously housed storage facilities for an oil company's local firm. The facility was removed in 1979.

The newest housing development close to the city limits comprises the area platted as the Shar-Winn Estates located in the southeast corner of section nine near the intersection of 281 and Sixteenth Avenue. This area of twenty-four acres and thirty-one lots of various sizes had seventeen completed or nearly finished homes in January of 1979. The majority of these homes were built in recent years. More have been erected during 1979. These are nice homes and have the highest assessed value of homes outside the city limits but adjacent to Redfield.

Other homes have been built outside Redfield's city limits but within several miles of town. In recent years several new homes have been constructed one mile south of Sixteenth Avenue just off U.S. 281. Several homes and a trailer park have been set up nearly a mile west of 281 (Third Street West) along Sprink County road number Eighteen (Sixteenth Avenue).

Still other homes have found residence west of Redfield along Tenth Avenue. These homes sometimes border
portions of Lake Redfield. The homes are newer but are not located in any subdivision, and spread out to over a mile west of town. There are several homes that are residences on farm property or business residences within a close radius of town.

Some firms or businesses have built facilities outside the boundaries of Redfield. The majority of these have relocated outside of town in recent years or are new firms that have established offices or storage facilities outside the city limits.

The city has partially aided this movement. The Redfield Industrial Park was platted on the east side of town running parallel to and south of 212 and the Chicago and Northwestern Railroad tracks. Two firms have already located in the area with three lots remaining under the control of Redfield Corporation Incorporated. South of the present industrial park are 5.19 acres also owned by the Redfield Corporation Incorporated. This land may someday be added to the industrial park.

One building located on the north side of Highway 212 just to the east of the present city limits houses several farm related firms. If firms continue to move into the Redfield Industrial Park, the property just east of the city limits along 212 might also see the erection of new businesses.
Redfield Sales Company is one of several farm implement dealerships in the area. Its relatively new building is located south of town on 281 in the south-west corner of the northwest quarter of section fifteen just short of a half mile south of town. Another firm, T and L, established headquarters directly south of the Redfield Sales Company. Its five acres are located in the northwest corner of the southwest quarter of section fifteen.

On the west side of 281 north you would find the cemeteries, then the new highway shop, and some of the land that is part of the Redfield State Hospital and School. The east side of 281 north contains an assortment of businesses from storage facilities for electrical co-ops, garages for other firms, a mobile home, and a drive-in theater. There are some empty lots and fields which border the highway as you travel north.

Less than a mile north of the Redfield city limits, 281 passes into Three Rivers Township (T 117 N., R 64 W). Erie International Incorporated controls much of the land bordering Highway 281 on the east side in the quarter of section thirty-five, Three Rivers Township. This implement dealership has also built a new facility in recent years.

South Dakota Wheat Growers have a plant and holding facility located on the east side of Third Street East between the Chicago and Northwestern Rail-lines and the Meadow Park Estates Addition. The majority of this triangular
shaped piece of land is bordered by the present city boundaries.

Highway 212 west of town also has a few scattered businesses within a little over a mile from the west end of town. These older buildings include a cattle loading and unloading area with short term holding facilities preceding movement for processing, a local locker plant, a bulk plant associated with a farmers cooperative, and an iron or sheet metal collection point for shipment by rail to other points. 2

Areas Of Little Annexation Potential Or Need

Some areas surrounding Redfield are prime candidates for annexation. Some areas have benefits and drawbacks. Other areas are too far outside the city limits with few qualities appealing enough to warrant annexation.

The areas which do not warrant consideration include all of section fourteen of Redfield Township. In this section the Chicago and Northwestern tracks heading towards Hitchcock and Huron intersect with the Milwaukee Road tracks heading towards Tulare and Mitchell. One home on .34 acres is the only non-agriculturally assessed land or property within the section. There is nothing to indicate that this section, which at its closest point is a half mile south or two tenths of a mile east of any point presently within the Redfield city limits, should be included in annexation.

All of section two, Redfield township, should also be eliminated from annexation. Although the southwest corner
of the section lies within an eighth of a mile of the present city limits. Turtle Creek crisscrosses the section line several times near the southwest corner. Turtle Creek eliminated easy accessibility of any road from Redfield to either the west or parts of the south side of the section. The city's present sewage disposal system is located in the southwest quarter of section two, north and west of Turtle Creek. The only non-agriculturally assessed area is a large home and three associated lots in the northwest quarter of the section.

Section sixteen, south and west of town, should also be eliminated from annexation plans. The city already owns a large portion of the northeast quarter of this section, on which the Redfield Municipal Airport is located, along with the facilities for the county fairgrounds.

There has been some non-agricultural development of the land in the northwest quarter along county road eighteen. This included two small homes and a small trailer park. The area has not seen a very rapid increase in size. If more rapid growth develops, this may be an area worth annexing in future years.

Spink County road number Seventeen runs north-south along the quarter section line in the middle of section four, Redfield township. It does not cross the Chicago and Northwestern tracks that run to Athol and Aberdeen. Instead the road parallels the eastern side of the tracks until it runs
into Redfield on the section line (Fourth Avenue). Most of the land east of county seventeen and west of U.S. Highway 281 that is not already in the Redfield City limits is part of the state owned land on which the Redfield State Hospital and School is located.

Those portions of section four west or south of Spink County road number Seventeen contain the cattle and hog buying station and a small locker plant between Highway 212 and the Chicago and Northwestern tracks. The total assessed value of these two businesses and the land on which they sit is less than that of many newer homes. With no present signs of expansion west, those portions of section four, south and west of county road seventeen, can be eliminated from annexation.

Portions of the northwest quarter of section eleven are already contained in the city limits. Since there is no non-agriculturally based assessed land outside this quarter, the remainder of the section can be eliminated from annexation considerations.

A few areas close to the present Redfield city limits are potential annexation areas, but for one reason or another the areas should not be considered for annexation at this time. Nearly all of the south half of section fifteen, Redfield Township, should be eliminated from consideration. The majority of the land in the southern quarters are used for agricultural purposes. There are two areas that are noticable
exceptions. In the northwest corner of the southwest quarter, T and L, an irrigation firm, is located. This five acre tract should be considered a part of the northern half of the section for annexation considerations.

In the southwest corner of the section lies a small housing development called Betten-Munce Addition. The area contained two homes by the end of 1978. It seems larger because more homes have been built in the northwest corner of section twenty-two next to the Betten-Munce Addition. The area in section twenty-two has seen additional homes being built during 1979. The area may become one of the fastest growing areas outside Redfield in the near future. At present it is a mile from the city with very little growth in between. Costs of extending city services and maintenance costs outweigh benefits to the city for annexation.

A small part of the eastern end of section nine, Redfield township, already is included in the Redfield City Limits. The city limits presently include on its far west the Hava-Rest Park off 212 and the eastern border of Lake Redfield. Below Tenth Avenue (the quarter section line), portions of the Western Town Lot Company Subdivision of Part of Blocks Twenty-three to Thirty Incorporated already are part of the city. That portion of the subdivision outside the city limits and the Shar-Winn Estates make up the eastern half of the southeast quarter of section nine, Redfield Township. Anything west of the eastern half of the
quarter section could also be eliminated from annexation consideration at this time.

There have been some new homes built near Lake Redfield west of town along Tenth Avenue. These homes are scattered with little concentrated build up. This area at present would cost more for utility additions and upkeep than the tax revenue would warrant. If built up concentrations occur and if Lake Redfield would become a source for municipal water supplies, then the area may need to be annexed.

Portions of section three, Redfield township, already are a part of the city. A small part is residential, some is in the City Park, some is in the cemeteries, some lies unusable along Turtle Creek, and some is commercial. Outside the city limits, the commercial district extends along 281 north into Three Rivers Township.

There are some commercial type facilities among the fields on the east side of 281 north. None of the non-agricultural property lies within the most easterly portions of the section. Anything west of a line running parallel to, but one quarter mile west of, the east border of section three, Redfield Township, can also be eliminated from annexation. The eliminated annexation area would lie east of a line running north from the point where the Chicago, Milwaukee, St. Paul and Pacific Railway tracks cross Turtle Creek.

In Three Rivers Township only the west half of the southwest quarter of section thirty-five should be considered...
for annexation. In that area Erie International Incorporated is located. Only one non-agriculturally associated home has been built anywhere in the vicinity, but it is further north on 281. The radio station for the Redfield area has its facilities in the eastern portion of the southwest quarter. The assessed valuation does not show enough worth for the city to annex.
Footnotes

1 Cherry, Rural Planning Problems, p. 67.

2 The information presented in this section came from three basic resources: from the "City of Redfield" plat map, compiled by Schoell and Madison, 1977; from the Redfield, South Dakota, Spink County Assessor's Records under the file folders labeled Anderson's First Addition, Anderson's Second Addition, Betten-Muncie Outlots, Christensen's Addition, Redfield Industrial Park, Redfield Township (116-64) folders for sections one through ten, eleven through fifteen, and sixteen through twenty-four, Shar-Winn Estates, Stammer's Subdivision, and Three Rivers Township (117-64) on 8 January 1979; and from personal observation and research by the author from June 1978 through October of 1979.

3 Ibid.
CHAPTER III

ANNEXATION CONSIDERATIONS

Streets

The city of Redfield will have to assume the responsibility for several functions in any areas that are annexed. One of these activities would be the maintenance and snow removal for any streets and roads added to the city. South Dakota State policy requires communities of over 5,000 population to keep snow removed from state or federal highways. Redfield fits under the 5,000 limit. Any highways that could be added to the city limits would still be maintained by the state. ¹

In the Academy area, the furthest west road, Plainview Avenue, begins on the south side of Sixteenth Avenue. Plainview Avenue runs north-south one quarter mile west of the section line between sections fourteen and fifteen of Redfield Township. It runs a half mile in length before turning east after it crosses the half mile line. One home is located on the south side of the east-west road but is outside any platted subdivision and in the southeast quarter.

Sunrise Street is a quarter mile long east-west road extending between Plainview Avenue and the township road on
the section line. The township road becomes Ninth Street East when it reaches the city of Redfield. An unnamed street has its southern limit on Sunrise Street. It runs parallel to and one-eighth mile east of Plainview Avenue until it reaches the Chicago and Northwestern right-of-way. From there it runs northwesterly along the right-of-way to Sixteenth Avenue. Its length comes to .287 of a mile. Babcock Street is a spur street of a proposed one-eighth mile length west of Plainview Avenue in Anderson's Second Addition. The street is only slightly used and contains no homes or presently operating businesses. The amount of road mileage maintenance in the Academy area totals 1.037 miles. Not all that distance would require being kept open during the winter. All the roads are gravel.

There are two streets in the Shar-Winn Estates division. Sherry Lane when completely constructed will be the outer fringe road one lot width, one hundred forty feet, from the west border. It will run north from Sixteenth Avenue on the east side of lots nineteen through twenty-three before turning east. The east-west portion of the road parallels the north border of the subdivision one-hundred-fifty feet south, one lot width, until it meets U.S. Highway 281, Third Street West, at the additions east boarder. Lynn Circle, when fully established, will complete an inner rectangle. It will connect into Sherry Lane two lots north of Sixteenth Avenue and two lots west of Third Street east
creating an inner block of six lots.

At present, the only lots that have seen construction on the east side of Shar-Winn Estates are in lots thirty and thirty-one and face U.S. 281. None of the lots facing Sherry Lane and Lynn Circle on the eastern portions of the addition have yet seen construction. Neither street has been finished on its eastern side. The only access to the inner portions of the addition comes from Sherry Lane's southern entrance. When completed Sherry Lane and Lynn Circle would be approximately 2,546 feet long combined, or .48 of a mile. At present none of the east 1,000 feet has had any road bed prepared. The remainder of the road bed that has been completed is gravel.

In the industrial park a road follows the southern lot lines that parallel the Chicago and Northwestern Track. This road also runs along the eastern border of lot five where it crosses the tracks and connects with 212. Because of the space left between block six, Myer's Second Addition, and lot one of the Redfield Industrial Park, the assumption can be made that room was left for a major street. At present access to the industrial park from the west is gained from Eighth Avenue at Eleventh Street between blocks six and five of Myer's Second Addition.

No business has purchased the 433.33 foot long lot four near the center of the Industrial Park. The road along the Industrial Park area nearly disappears at the unused lot,
but is gravel the rest of the distance. The streets along the south and east sides of the Redfield Industrial Park total approximately 2145 feet or .41 of a mile.

The city limits extend down the center of the road from the western half of Sixteenth Avenue between sections ten and fifteen. Possible annexation could bring the entire mile of Sixteenth Avenue within the city limits. Sixteenth Avenue west of 281 becomes Spink County Road number eighteen. The Shar-Winn Estates lots do not include any of the road bed. The upkeep of that section of road would be left to the county as is presently handled.

All of Third Street East, south of Turtle Creek, lies within the city limits except the one-hundred-twenty-nine feet of Stammer's Addition. Along that short distance, the city limits extend down the center of the road. That small area could become a part of the city limits after annexation.

Any land added northwest of Redfield in the area of the Redfield State Hospital and School would lie east of Spink County Road number Seventeen. Those areas within the city limits that border county road Seventeen run adjacent to but do not include land apart from the road bed. The same formula could be followed in annexation. If it is deemed feasible to annex the remainder of section ten, east and south of town, the north-south township road between sections ten and eleven would form the border for the new city limits.

There are slightly more than eleven acres of the
south east corner of the north east quarter of section ten that are presently outside the city limits. The border for this area runs down the west side of Ninth Street East. Even though the present border would be eliminated, it seems probable that the city could continue that line south to the corner of the section. The township road would then be outside the city limits. If traffic is too heavy for the snow removal, the city may need to annex the road into the city for proper winter maintenance.

**Duties Of City In Annexed Area**

Another function the city would have to assume would be upkeep and replacement of signs. In all the territory that might be annexed, only a few intersections are included. Many of these would not require any traffic signs.

In the Academy area only three intersections use stop signs. These are Plainview Avenue at Sixteenth Avenue, the unnamed street at Sixteenth Avenue, and Sunrise Street at the township road. In the Shar-Winn Estates only the intersection of Sherry Lane at Sixteenth Avenue presently uses a stop sign. The point where the street on the east side of the Industrial Park meets Highway 212 is the only other intersection presently requiring a stop sign.

Some of the newly annexed area would need signs identifying the streets. Two streets would first require being named. In the Academy area a total of six street signs would
be needed if none is used on Babcock Street. Only two corners would presently need signs in Shar-Winn Estates. One or two would be needed in the Industrial Park. One more sign might be necessary at the corner of 281 north of Redfield where it junctions with a road on the township line.

Two intersections already have a portion of the corner within the city limits. Many other areas have proposed blocks and streets. Until the city grows in these areas no street signs, light, or road maintenance will be needed. A few lights may have to be added along some of the newly annexed area streets. The number of new lights would be minimal.

Annexation of outlying areas entail another requirement for the city. Police protection would have to be provided for the annexed areas. This could easily be handled by the present police force. These areas already receive much service without paying directly for the service. Additional costs to the Police budget would come from gas needed to patrol the newly annexed areas and cost for car maintenance. The citizens within the present city limits could realize slightly decreased service. The time spent in the newly annexed areas would have to be subtracted from the time presently spent patrolling within the city. The percentage time loss to Redfield residents would be small. Since Redfield is not a high crime area, the decreased city surveillance should not lead to an increase of crime.

The city fire department would officially be responsible
for fire protection to any areas annexed into Redfield. At first glance this may not seem like a change from present conditions. A noticeable change resulting from annexation will be the extension of city water lines. With a more dependable water supply available, and assured fire protection, fire insurance rates could decrease on annexed property.

**Water Lines**

Regulations now require approved sewer and water lines be installed in annexed areas. The city of Redfield will install the water lines bringing them to the property. Any changes or additions in the sewer lines must be done at the expense of whoever will be using the sewer lines.

Some areas outside of Redfield already have water lines available for use. These include the Redfield Industrial Park, the businesses and homes facing Third Street East, nearly all of Sixteenth Avenue, and the homes in the Shar-Winn Estates.

There are no water lines running into the Academy area. None of the businesses south of town have anything more than their own water and sewage disposal facilities. Nothing in the line of water or sewer lines have proceeded north of Myer's First Addition on the north side of Redfield's residential district, an eighth of a mile south of Turtle Creek. The water available at the cemetery for watering does not come from Redfield's normal water supply.
The Redfield State Hospital and School runs independently of the city in most respects. This includes having its own water and sewage disposal systems. During 1979 a line should be completed that will connect the city water tower with the school's water tower. The aim is not to share the general use of each other's water supply, but to be an emergency back up in case of fire, during times of repair to either system, or to meet other emergency needs.

The homes, church, and former school that are in the Academy area do not have availability to the present municipal water supply. If this area becomes annexed into Redfield, the city would have to construct water lines into the area.4

Portions of Christensen's Addition would require two water lines to ensure close availability to lots presently containing residences. All buildings in Anderson's Second Addition that would require water presently face Plainview Avenue except the Academy, the former parochial school now used for other purposes. Without frontage on Plainview Avenue, walking access can be obtained through the empty lot one, block one of the addition. A water line into the former school could follow the empty lot's line.

Engineers who work with water systems recommend that no water lines should be constructed with any dead end lines.5 That means any line should have the possibility of water running from more than one direction. A possible waterline for Academy area that would not contain any dead ends and
would be of close proximity to any lot presently containing structures used for housing could utilize the following course. From the very northwest corner of lot one, block one, Christenson's Addition, on Sixteenth Avenue, a water line could run east to the unnamed street, then southeasterly along the railroad right-of-way. Then it could run south along the unnamed street. Next turn west on Sunrise Street until it reached the east side of lots one through seven, in block three of Anderson's Second Addition 209 feet east of Plainview Avenue. The line could head south along those back lots until the southeast corner of lot one, then west to Plainview Avenue, and then north to the point of beginning of this route.

The distance covered by the water line would be approximately 5,720 feet. Six inch water pipe costs nearly seven dollars a foot installed according to bids let in South Dakota in 1979. At that rate the Academy water line would cost approximately $40,040. This figure does not include estimated cost for additional fixtures or fitting requirements. Using the same figure, seven dollars a foot, the cost of running a dead end line along 281 south from a point on the corner of Sixteenth Avenue and Third Street West to the quarter section line one-half mile south, or a distance of 2,640 feet, would be $18,480.

The engineers that designed any new extensions of the present water lines may feel a need to keep away from
having a dead end line whenever possible, even for an area that presently would have very limited use. The possible Academy water line could be extended south along Plainview Avenue until the quarter section line is reached, and then run west until it reaches Highway 281. At that point it would meet the line running south from town. This additional line would be approximately 4,147 feet at a cost of $29,029. By using the connecting 4,147 feet of water line, 1,027 feet of line in the Academy area could be eliminated. The savings would come from the elimination of the line on the east side of lots one through seven, block three, Christenson's addition, for a savings of $7,189.

Water lines recently installed in South Dakota for rural water systems have cost as low as $2.50 per foot. The savings have come from the advantage of digging the line without worry of damaging already buried electrical, telephone, and sewer lines. Portions of the rural areas may qualify for lower rates.

A water line running north along 281 would almost have to be a dead end line. The narrow width of the present area that might be annexed offers little feasibility of more than one water line. The northern tier of sections in Redfield Township is longer than a mile totaling about 6,620 feet. The water line along 281 goes no farther north than Fourth Avenue, the section line. To reach Erie International Incorporated, a water line would need to be extended another quarter
miles into Three Rivers Township. The distance of a water line from Fourth Avenue running along the east side of Highway 281 until it reaches the outlot on which Erie International sits, would be a total of 7,940 feet for an approximate cost of $55,580. Additional cost would be incurred to extend the line under Turtle Creek.

All water costs listed previously, using a seven dollar figure, include only the laying of six inch line. Costs for manholes, gate valves, water meters, and any other additional equipment that may be needed would be over and above the seven dollar estimate.

Sewer Lines

The state of South Dakota requires residences and businesses in newly annexed areas to be joined to the annexing bodies' sewer and water systems. The policy for the city of Redfield says that any changes, improvements, and additions in sewer lines must be completed at the expense of the users involved.

The construction of new sewer lines could become the costliest part of annexation. The state usually requires eight inch sewer lines to meet regulations. The majority of Redfield's outlying sewer lines were constructed of six inch pipe. Areas connecting to the present sewer lines should be able to get by with only six inch lines. The figure for price per foot for six inch plastic sewer line in 1979 in
South Dakota averages close to nine dollars.

The homes in the Stammer's subdivision already are joined to the city sewer lines. A six inch plastic pipe was recently laid for use by the Industrial Park businesses. About 3,960 feet of line should insure sewer line accessibility, in the Academy area, for homes or buildings presently requiring sewage facilities. This would bring the line as far north as Sixteenth Avenue. The cost of the line could run close to $35,640.

City sewer lines at the corner of Fourth Street West and Twelfth Avenue are approximately 970 feet from Sherry Lane in the Shar-Winn Estates. Sewer lines on the south and especially the southwest side of Redfield presently cause many problems. The lines go through three sewer line size changes from eight inch pipe to six inch pipe with a section of four inch pipe. The load carried by these pipes is already too heavy without adding any new lines or sewage amounts.

An unofficial recommendation from the city council regarding new lines being added to the city from any areas south of 212 suggests that a line be run easterly along Sixteenth Avenue to the corner of sections ten, eleven, fourteen, and fifteen. Then the line could be run north along the township road, Ninth Street East, to the point where it joins a new sewer line at its deepest spot, twenty-five foot depth, near Ninth Street East and Turtle Creek. From this
the sewage gets lifted under the creek and runs into the sanitary sewage processing and stabilization pond in section two.

3,146 feet of laid sewer pipe would insure a sewer line that touches all thirty-one lots in the Shar-Winn Estates. This would bring the sewer line to the corner of 281 and Sixteenth Avenue. The cost for this line at nine dollars a foot would come to $28,314. A sewer line from T-L, one-half mile south of town, past Spink County Equipment to Sixteenth Avenue and 281 would cost $23,600.

The incline on a sewer line should not be less than .006 drop per foot. With a drop of any less, liquids will separate from solids. Sewer lines should stay at least six feet deep at a minimum. As a line must get deeper, it becomes more expensive. Assuming twenty-five feet is a maximum depth, a line can travel a distance of 3,166.6 feet between lift points. This would require something to lift the contents of the sewer line every six-tenths of a mile.

A small lift station built in 1977 cost $18,000. At twelve percent inflation for each year since, the cost of the same lift station today would run approximately $22,500. By 1980, costs will be higher.

Following the course recommended by the city council, 9,900 feet of sewer pipe would be needed to run a line from the corner of Sixteenth Avenue and 281 to the deepest point on the present line near Ninth Street East. That line alone would call for a minimum of three lift stations. At least
one more lift point would be needed to bring lines from annexed areas to this main line. One possible plan for this route follows.

The distance from the farthest point within the Shar-Winn Estates' sewer line to the corner of Sixteenth Avenue and 281 comes to 1,599 feet. Continuing the line from that point and depth, another 1,567 feet of line could be added before the first lift point would be necessary. That would place the first lift station in Outlot A, Anderson's First Addition, across from lot eight, block three, Redfield Builder's Addition. Another 3,166.6 feet would take you to Outlot two of Christenson's First Addition between the Chicago Northwestern and the Milwaukee Road Railroad tracks. The last lift station necessary would be only forty feet south of the present city limits at Ninth Street East. The new line could join the present city sewer line along this street if sizes match and depths would allow.

The lines in the Academy area at their deepest point would be slightly higher than the Sixteenth Avenue line at their point of connection. No lift station would be required for the Academy lines to join the main line of the annexed areas. The necessary depth of the half mile long line along 281 south at the point of junction with the line from Shar-Winn Estates would require some type of lift station to raise the effluent over six feet to the higher level of the Shar-Winn line.
One possible alternative to a small lift station may come from the use of a wet well vertical lift. This system uses less costly materials but will handle only small amounts of sewage. A wet well vertical lift system may be the answer for the line from 281 south. The load of effluent should be rather small coming from only two businesses and easily handled by an alternative system.

The first lift station along the Sixteenth Avenue line would have to handle two businesses and the sewage from the twenty homes in the Shar-Winn Estates. In the near future, the number of homes whose waste the first lift station could be handling may raise to thirty-one, the number of lots in Shar-Winn Estates. The plat of Anderson’s First Addition contains 125 lots and three outlots. Some day these could also drain through the first lift station on Sixteenth Avenue. Without someone actively attempting to develop Anderson’s First Addition, the area may go undeveloped for quite sometime.

The amount of sewage the second lift station would presently have to handle comes to forty-one households, two businesses, and the former Academy School building. A potential of ten additional homes could be added to the present Academy area. If any of the homes on the south side of Sixteenth Avenue have not been hooked to the city, they would also join the line before the second lift station. The third lift station would carry the same amount of sewage as the second lift station. Any new construction that may occur in
the present southeast quarter of section ten would go through
the third lift station.

The cost of the hypothetical line presented above,
from the junction of the Shar-Winn and 281 south lines to
the south side of the present city limits along Ninth Street
East, could come to $71,461.80 for 7,940.2 feet of six inch
plastic pipe. The three lift stations at $22,500 each is
not included. These figures do not include the possible
cost to extend sewer pipes from the respective areas to
Sixteenth Avenue or the cost of a wet well verticle lift
system to raise the 281 south line to meet the Shar-Winn line.

The necessary line returning sewage from Erie Inter-
national in Three Rivers Township to Redfield, would require
another 7,940 feet of pipe. The distance would necessitate
two and probably a third lift point before the line could
connect to the present system. The 281 north line could join
an older present line of six inch cast iron at the alley on
the north side of block three, Myer's First Addition, one
block north of Third Avenue. Using the .006 drop formula
where 3,166.6 feet of line can be laid before a lift point
would be required, the line beyond the second lift point would
have reached the depth of 15.64 feet. The depth would be
advantageous for going under Turtle Creek but would require
a third lift point to obtain the height of the present line.

Some type of wet well verticle lift type system
should handle the load of the line. Of the businesses along 281
north, only the drive-in would add any sizeable amounts of effluent. Its seasonal amount should not cause any problems to the less costly wet well vertical lift system as compared to a more costly small lift station. The 7,940 feet of pipe alone may cost around $71,460 for the north 281 line.6

Population Changes

The population of the city of Redfield has not changed drastically over recent years. The 1960 census credited Redfield with a population of 2,952. In 1970, census enumerators found 2,943 people, a loss of only nine.7

The number of family residences may have increased since 1970 due to new home constructions. Family size has decreased, especially in the last decade. The city of Redfield contained nearly twenty-eight percent of the total population of Spink County in 1970. Some researchers predict a loss for the county of nearly 600 people. If the figure of twenty-eight percent holds true, Redfield's population would drop to 2,772. One factor that may help the city maintain a population near that of previous decades could come from the great number of housing units built as apartments for the elderly. These units may not include many persons per unit, but the large number of new units built in Redfield in recent years can add substantially to the community population.

By 1980 a possible fifty-six homes within annexation
areas should be ready for habitation. Figuring four members per household, a possible 224 additional residents could be added to the area. Residents of the Redfield State Hospital and School would be included in the census of Redfield if the city annexes the state property. In April of 1979 the institution listed 534 residents. The only on site home is occupied by the administrator's family.

If the new housing facilities in Redfield have helped maintain the population close to the 1970 census figures, the addition of the State Hospital and School and the homes in the proposed annexation areas could bring the Redfield census for 1980 to around 3,750 persons.

Any changes in boundaries to be used in the 1980 census must occur before January 1, 1980. Notification of a change must be officially submitted before March 1, 1980.

The state school population, and any homes built before 1970 in areas considered for annexation, were part of the population for Redfield Township in 1970. After annexation, this population would be lost from township population figures. In 1970, the township contained 1,416 people. The 1980 census could find the township's numbers nearly cut in half after annexation. Redfield township would still be the largest township in the county, based on population, larger even than any other Spink County community.
Revenue Sharing

Could the change in population affect the amount of Revenue Sharing available to Redfield? The federal government has allocated $6,850,000,000 to revenue sharing funds. This amount is then divided by complicated formulas to each state. Of the states portion, one-third goes to state government programs. Two-thirds of the states total then becomes allocated to units of local government on a per capita basis.

These local government funds go through county breakdowns by four major areas. One part goes to Indian tribal governments in the county. Another portion stays with the county government according to their share of the total adjusted taxes in the county. The third portion goes to township governments on a ratio of all adjusted township taxes to the total adjusted taxes in the county. The fourth portion becomes the domain of all local governments. Redfield funds come out of the fourth area. This grouping is then divided by the formula of population times tax effort times relative income. Any unit of government cannot receive more than 145% on a per capita basis.

Applying the formula, an increase in any of the areas of population, tax effort, or relative income, would add to the amount of revenue sharing available to the city of Redfield. Annexation of the state hospital and school will not add to the tax base or relative income; but the gain of 500
plus population could add to Redfield's share. If the Redfield State Hospital and School is added to the city, time will tell the amount of benefit that could be gained.10

Miscellaneous Factors

Several other factors should be considered when looking at annexation. The city's present sewage sanitation sterilization pond was designed for 3,000 persons. At present, the facilities are running at a near maximum capacity. Some of the areas considered for annexation already have their effluent draining into the city's sewage system. The Shar-Winn and the Academy areas would be the major supplies of any additional volume added to the system, an additional forty-one homes in 1979.

The city has already begun to look into possible alternatives for the city lagoon. As water consumption per capita continues to increase, the city will face some changes in the present sewage disposal system even without annexation. Any new areas added to the city would help to pay for any improvements that may be made on the present system.

The water supply for Redfield comes from two artesian wells. The water from these wells is fairly hard and contains high sulfate concentrations. The water does not always meet U.S. Public Health Service requirements. The high sulfate concentrations also cause some waste water odor
problems. Shallow ground water wells contain chemicals more easily removed from the water before use, but adequate supplies to meet demand have not been found. Other usable surface water supplies are not close enough to Redfield to allow the city to financially tap these sources. If any of the irrigation programs presently being discussed become implemented in the area, the city may be able to tap these sources. Of all the residential areas, only the Academy grouping does not have city water lines available.

Northwestern Public Service provides electrical and natural gas within the city. Most of the outlying areas also have gas lines available. Newer lines run to the Industrial Park, Academy, Stammer's, 281 north and south, and past the Shar-Winn Estates. The Redfield State Hospital and School is serviced by a six inch main.

Spink County Electric, a rural electric cooperative, owns and maintains the electrical lines for some of the areas affected by annexation. Some type of a new relationship between Northwestern Public Service and Spink County Electric may be necessary to handle the line in rural areas that come under the city's jurisdiction.

Redfield Independent School District provides school bus pickup for all children from rural areas. Any areas annexed into the city will lose the bus service. The city may have to provide an alternative or contract with the school to continue the previous status.
Redfield city policy also leaves the improvement of roads to the persons involved. In the possible annexation areas, only the highways, Sixteenth Avenue, and Third Street East are already hard surfaced. Any other roads in these areas are gravel covered. The street on the south side of the Industrial Park may need to be given a hard surface covering if and when new businesses create heavier use of the present road. As the empty lots in the Shar-Winn Estates become occupied, the subdivisions residents may feel a strong need for black topping. Other roads will probably remain as they presently are, gravel surface, in the immediate future.

Annexation Tax Revenue

Perhaps the major gain for the city of Redfield would be the increase in additional property tax evaluation. This would add to the city's potential collectable tax revenue. The 1979 mill rate for Redfield township is 60.05 mills. The city's rate reached 89.62 mills, a difference of 29.57 mills. Any annexed area would have to pay Redfield's higher levy. Applying a rate of thirty mills to the non-agricultural assessed value for the homes, businesses, and lots in platted areas adjacent to the present city limits, the city would have gained $54,847.20 from this area in 1979. The 1979 appropriation for Redfield estimated $320,000 coming from the general tax levy. The increased taxes that could have been collected would be an additional seventeen percent. The businesses located north or south of Redfield along
Highway 281 have a combined tax evaluation of $518,312. With a thirty mill tax levy, the city should gain $15,549.36, a gain of nearly five percent of the estimated 1979 city tax revenue.

One possible way the city could gain additional revenue would be to place a one percent city sales tax on businesses within the city limits. Annexing the Industrial Park area and the agri-business plant on outlot one would add an additional four businesses to the city's commercial numbers. If 281 north and south areas were included, the city would be provided with at least four more businesses for city sales tax purposes. The largest revenue would probably come from the implement dealers along 281 and the car dealership in the Industrial Park.
Footnotes

1 Interview with the South Dakota State Highway Department, Office of State Engineer, Pierre, South Dakota, 12 July 1979.

2 Information presented in this section was secured from information found on the "City of Redfield Plat Map" and the authors observation, measurements and calculations.

3 Redfield City Council policy stated for benefit of the author during city council meeting 21 May 1979.


6 Finding accurate price information on sewer and water line construction proved difficult. Only a few firms that normally bid similar projects could quote prices for sewer and water projects in 1979. The bids differed greatly due to location, difficulties in construction and inflation. The most accurate information and the prices used for this study were received in an interview with James Valer, State Engineer for the Farmers Home Administration, Huron, South Dakota, 16 July 1979. Mr. Valer checked recent records available at his office quoting figures only if more than one project was bid at a similar figure. The most recent quotations he could find for a small lift station was from 1977.


8 Three new homes were under construction in the Shar- Winn Estates during the summer of 1979.


13 Interview with Winston Barnes, Business Manager, Redfield School District No. 56-4, Redfield, South Dakota, 5 July 1979.

CHAPTER IV

REDFIELD ANNEXATION SUMMARY

Explanation of Tables

Figure 1 contains a copy of the City of Redfield Plat Map which includes platted areas outside the present city limits when the map was last updated in 1977. The author has divided the area to be considered for annexation into eleven separate groupings. Figure 2 shows the location of these separate areas. Tables 2 through 12 contain pertinent information on each area. Figures 1 and 2 and Tables 1 through 12 should be studied to help the reader better understand the summary information. Table 13 shows the assessed non-agricultural value for each of the eleven areas and the possible tax revenue that the city would have received if the areas had been a part of the city in 1979 based on a levy of thirty mills.
Figure 1  City of Redfield Plat Map
Figure 2
Proposed Redfield Annexation Areas
TABLE 1

CODE FOR TABLES 2 THROUGH 12

1. The name the area is usually referred to in the text

2. Description of the platted and unplatted land within the area

3. The actual size of the area

4. Types of major structures within the area

5. Non-agricultural assessed value of the area

6. Possible population of the area. An average of four persons per household was used if the actual total was unknown

7. Roads within the area

8. Approximate costs to the city to extend water lines into the area.

9. Approximate costs of construction of sewer lines connected to the city

10. Possible land use and growth in the future
TABLE 2
ANNEXATION AREA 1

1. Stammer's Addition
2. Ten lots in Southwest corner of Southeast quarter section 10, platted as Stammer's Subdivision and Mobil Lot 1
3. 3.56 acres
4. Nine homes, one business lot
5. $275,940
6. Nine homes - 36 people
7. Borders Third Street East and Sixteenth Avenue
8. Water lines already available
9. Sewer lines already available
10. Residences already established, one business lot empty
TABLE 3
ANNEXATION AREA 2

1. The Academy area

2. Includes Christenson's First Addition, Anderson's Second Addition, Leesch's Outlot, and anything south of Anderson's Second Addition in the Northeast Quarter, Section Fifteen, Redfield Township

3. 125 acres

4. 21 homes, 1 former Academy School, 1 church, 1 older school building plus miscellaneous buildings

5. $406,055

6. 21 homes - 84 people

7. 1.162 miles

8. $40,040

9. $35,640 for area lines plus costs of the connection to the city lines

10. Slow residential development, limited agriculture on empty lots. If city sewer and water were available, area should expand faster than at present. Outlots one and two in the Northeast corner could be used for limited commercial storage facilities in the future
TABLE 4

ANNEXATION AREA 3

1. Anderson's First Addition

2. Includes north three-fourths of the Northwest quarter section fifteen plus remainder of the Northeast quarter not included in Academy area. Platted areas, Anderson's First Addition and outlots

3. 155 acres

4. 6 homes

5. $126,225

6. 6 homes - 24 people

7. Borders on Sixteenth Avenue and 281

8. Water already available

9. Sewer already available

10. Presently agricultural and limited residential with small acreages. Possible business properties bordering 281. Residential potential if developed
<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Shar-Winn Estates</td>
</tr>
<tr>
<td>2</td>
<td>Eastern half of the Southeast quarter section nine, Redfield Township not presently in city (Shar-Winn Estates and portions of the Western Town Lot Company Subdivision)</td>
</tr>
<tr>
<td>3</td>
<td>65.6 acres</td>
</tr>
<tr>
<td>4</td>
<td>20 homes built or under construction</td>
</tr>
<tr>
<td>5</td>
<td>$610,440 on 16 homes and full lot value for empty lots</td>
</tr>
<tr>
<td>6</td>
<td>100 people</td>
</tr>
<tr>
<td>7</td>
<td>.48 mile</td>
</tr>
<tr>
<td>8</td>
<td>Water lines already available</td>
</tr>
<tr>
<td>9</td>
<td>$28,314 for sewer line within Shar-Winn Estates plus part of new line to join city sewer system</td>
</tr>
<tr>
<td>10</td>
<td>Fastest growing residential area. Western townlot contains no present growth but proximity to town holds potential</td>
</tr>
</tbody>
</table>
TABLE 6

ANNEXATION AREA 5

1. Redfield Industrial Park

2. All of the Northwest quarter section eleven, Redfield Township not already part of the city limits except that portion west of Turtle Creek including the Redfield Industrial Park

3. 112 acres approximately

4. Three buildings for businesses or industry, horse barns, industrial lands

5. $304,805

6. Not a residential area

7. .41 miles of road for city to maintain plus part of 212

8. Water already available

9. Sewer already available

10. Industrial and business growth area, some agriculture use, little residential development expected
TABLE 7

ANNEXATION AREA 6

1. Outlot One
2. Triangular shaped lot, north of the Meadow Park Estates
3. 5 acres
4. One agri-business storage facility
5. $92,775
6. None
7. Borders Third Street East
8. Water available
9. Sewer available
10. Already in use
<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Southeast Quarter Section 10, Redfield Township</td>
</tr>
<tr>
<td>2</td>
<td>Remainder of quarter section outside city limits east of Chicago and Northwestern tracks</td>
</tr>
<tr>
<td>3</td>
<td>122.27 acres</td>
</tr>
<tr>
<td>4</td>
<td>No buildings</td>
</tr>
<tr>
<td>5</td>
<td>Presently all agricultural land or railroad right-of-way</td>
</tr>
<tr>
<td>6</td>
<td>No residents</td>
</tr>
<tr>
<td>7</td>
<td>Township road (Third Street East) borders east side of section</td>
</tr>
<tr>
<td>8</td>
<td>---</td>
</tr>
<tr>
<td>9</td>
<td>Portions of new sewer line for annexed areas may need to go through the east side of the area</td>
</tr>
<tr>
<td>10</td>
<td>Agricultural until developed</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>1</td>
<td>One farmstead</td>
</tr>
<tr>
<td>2</td>
<td>Southeast corner of the Northeast Quarter Section 10, Redfield Township</td>
</tr>
<tr>
<td>3</td>
<td>11.412 acres</td>
</tr>
<tr>
<td>4</td>
<td>One farmstead and buildings</td>
</tr>
<tr>
<td>5</td>
<td>Presently all listed under agricultural purposes</td>
</tr>
<tr>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td>7</td>
<td>No additions to present city streets</td>
</tr>
<tr>
<td>8</td>
<td>Water line available</td>
</tr>
<tr>
<td>9</td>
<td>Sewer line available</td>
</tr>
<tr>
<td>10</td>
<td>Property could be broken into residential lots, city limits already border three sides of property</td>
</tr>
<tr>
<td></td>
<td>Description</td>
</tr>
<tr>
<td>---</td>
<td>------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>1</td>
<td>281 South</td>
</tr>
<tr>
<td>2</td>
<td>South one-fourth of the North West Quarter, section fifteen, Redfield Township plus five acres of the North West corner of the South West Quarter, section fifteen, Redfield Township</td>
</tr>
<tr>
<td>3</td>
<td>50 acres</td>
</tr>
<tr>
<td>4</td>
<td>2 businesses</td>
</tr>
<tr>
<td>5</td>
<td>$220,455</td>
</tr>
<tr>
<td>6</td>
<td>No population</td>
</tr>
<tr>
<td>7</td>
<td>Borders 281</td>
</tr>
<tr>
<td>8</td>
<td>$18,480</td>
</tr>
<tr>
<td>9</td>
<td>$23,600 plus wet well vertical lift, also portions of additional lines required to connect to city sewer system</td>
</tr>
<tr>
<td>10</td>
<td>Business development, agriculture in portions of section, 281 frontage already utilized</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td><strong>TABLE 11</strong></td>
<td></td>
</tr>
<tr>
<td><strong>ANNEXATION AREA 10</strong></td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td>Redfield State Hospital and School</td>
</tr>
<tr>
<td>2.</td>
<td>East half section four, West half section three, Redfield Township</td>
</tr>
<tr>
<td>3.</td>
<td>611 acres</td>
</tr>
<tr>
<td>4.</td>
<td>Grounds and buildings for Redfield State Hospital and School, new County Highway Shop</td>
</tr>
<tr>
<td>5.</td>
<td>All public property or agricultural base</td>
</tr>
<tr>
<td>6.</td>
<td>Population 500 to 550 for the school</td>
</tr>
<tr>
<td>7.</td>
<td>Internal roads maintained by school, borders county road 17 on the west, township road on north, and contains portions of 281 on east</td>
</tr>
<tr>
<td>8.</td>
<td>School contains own water facilities</td>
</tr>
<tr>
<td>9.</td>
<td>School contains own sewer facilities</td>
</tr>
<tr>
<td>10.</td>
<td>Little advantages for Redfield other than population</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>-------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>1.</td>
<td>281 North</td>
</tr>
<tr>
<td>2.</td>
<td>West half of east half of section three, Redfield Township, and West half of southeast quarter section thirty-five, Three Rivers Township</td>
</tr>
<tr>
<td>3.</td>
<td>245 acres approximately</td>
</tr>
<tr>
<td>4.</td>
<td>Drive-in theater, storage buildings, a mobile home, implement dealership, implement display areas, miscellaneous storage facilities</td>
</tr>
<tr>
<td>5.</td>
<td>$297,857</td>
</tr>
<tr>
<td>6.</td>
<td>Less than ten people</td>
</tr>
<tr>
<td>7.</td>
<td>Borders or includes portions of 281 north of town</td>
</tr>
<tr>
<td>8.</td>
<td>$55,440</td>
</tr>
<tr>
<td>9.</td>
<td>$71,280 plus three lift points of additional costs</td>
</tr>
<tr>
<td>10.</td>
<td>Commercial district, with agriculture interspersed</td>
</tr>
</tbody>
</table>
TABLE 13

PROPERTY EVALUATIONS REFLECT POSSIBLE REVENUES

<table>
<thead>
<tr>
<th>Annexation Area</th>
<th>Total Assessed Value</th>
<th>Possible Revenue Based on 30 Mills</th>
</tr>
</thead>
<tbody>
<tr>
<td>Map No. Area Name</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Stammer's Addition</td>
<td>$275,940</td>
<td>$8,278.20</td>
</tr>
<tr>
<td>2. The Academy</td>
<td>$406,055</td>
<td>$12,181.65</td>
</tr>
<tr>
<td>3. Anderson's First</td>
<td>$126,225</td>
<td>$3,786.75</td>
</tr>
<tr>
<td>4. Shar-Winn Estates</td>
<td>$610,440 *</td>
<td>$18,313.20</td>
</tr>
<tr>
<td>5. Industrial Park</td>
<td>$304,805</td>
<td>$9,144.15</td>
</tr>
<tr>
<td>6. Outlot One</td>
<td>$92,775</td>
<td>$2,783.25</td>
</tr>
<tr>
<td>7. Southeast Quarter</td>
<td>all agriculture value</td>
<td></td>
</tr>
<tr>
<td>Section 10</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Farmstead</td>
<td>all agriculture value</td>
<td></td>
</tr>
<tr>
<td>9. 281 South</td>
<td>$220,455</td>
<td>$6,613.65</td>
</tr>
<tr>
<td>10. Redfield Hospital and School</td>
<td>none</td>
<td>none</td>
</tr>
<tr>
<td>11. 281 North</td>
<td>$297,857</td>
<td>$8,935.71</td>
</tr>
</tbody>
</table>

*The value for Shar-Winn Estates is based on the value of thirty one lots at full value and sixteen homes. A total of twenty homes should be completed or nearing completion by the end of 1979. Empty lots were assessed at 70% of value for tax purposes. The evaluation on sixteen homes and full value lots and fifteen empty lots would be $599,455.


<table>
<thead>
<tr>
<th>Statistic</th>
<th>Annexation Area</th>
<th>Map Number(s)</th>
<th>1 - 6</th>
<th>7 &amp; 8</th>
<th>10</th>
<th>9 &amp; 11</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-agricultural tax value</td>
<td>$1,816,240</td>
<td>--</td>
<td>--</td>
<td>$518,312</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Road to be maintained</td>
<td>1.93 miles</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Possible population</td>
<td>250</td>
<td>--</td>
<td>525</td>
<td>--</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cost to city for water line construction</td>
<td>$40,040</td>
<td>--</td>
<td>--</td>
<td>$73,920</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Possible costs of sewer lines to persons involved</td>
<td>$63,954 *</td>
<td>--</td>
<td>--</td>
<td>$94,880 * plus four lift points</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sales tax collecting business</td>
<td>4</td>
<td>--</td>
<td>--</td>
<td>4</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Shar-Winn, Academy, and 281 south areas would have to also pay $71,464 plus the costs of three lift stations if line to Ninth Street East is required.
Regrouped Annexation Areas

The author then grouped some of the areas of similar annexation potential into larger categories that could be considered as units when formulating the final annexation proposal. Areas one through six contain all the residential and commercial districts on platted and unplatted areas situated adjacent to the city limits of Redfield. Areas seven and eight contain mainly agricultural lands that border portions of the city. Areas nine and eleven include outlying businesses along Highway 281 north and south of Redfield. Area ten will continue to be treated separately. Table 14 shows important figures after the same areas have been grouped together.

Annexation areas one through six carry $1,816,240 worth of non-agricultural property evaluation. Some areas within this group contain agriculturally used land that would also add to the assessed value. This grouping contains all the residential areas outside Redfield worthy of annexation and the business districts closest to the present city limits.

Areas one through six contain nearly two miles of roads that would need to be maintained or kept open in the winter. None of these roads run more than a half mile from the present city limits. If this area becomes added to the city, the remaining portion of Third Street East and nearly the full mile of Sixteenth Avenue would also be under the
Residences in Shar-Winn and the Academy areas are not hooked to the city's sewage disposal system. The cost of the sewer lines that would reach Sixteenth Avenue could come to $63,954. With forty-one homes within the area, the expense for sewer lines would be within a tolerable range for the home owners. If the city does not allow the additions to join their lines to the city's at the closest point, but instead requires a line built that joins the city at Ninth Street East, the cost of $71,000 plus three lift stations would be so prohibitive that some type of aid would be necessary for the lines' construction.

If this new line to Ninth Street East becomes a necessary reality, the city should also annex areas seven and eight. Portions of this line would have to follow the border of area seven. Without the area under city control, the construction of a sewer line through portions of the land may prove difficult.

Areas seven and eight are used basically for agriculture. These would bring additional revenue into the city's tax base. Because of their bordering the present city limits the city may find it advantageous to be able to have a voice in any new construction or changes that may happen in areas seven and eight in the future. If either of the railroads that cross area sewer lines were to be abandoned, the road bed might be offered to the city at a reasonable
rate if it was within the city limits. The abandoned road bed could be used for recreational purposes making a unique addition to the city's parks.

The main benefit obtainable from annexing area ten, the Redfield State Hospital and School, would be the 500 plus residents added to the city's population. An apparent growing population may help attract new industry to the area. The added population should help raise the total amount of government aid obtainable for the city. The state owned facility will not add to the property evaluation for the city. Since the institution is the largest employer for the Redfield area, any aid the city can give will be to both the city and the school's benefit.

Areas nine and eleven along 281 north and south contain scattered business and commercial storage facilities. The total assessments for the area come to $518,213. The only residents would be persons living on business sites. Four businesses would be potential collectors of sales tax revenues.

The water line costs in reaching respective areas could come to $74,000. With only four businesses using limited water amounts, the lines may not pay for themselves from collectable revenue. The four firms would be required to pay the expenses of sewer lines connecting to the city. The costs of the lines could run to $94,880 just for plastic
pipe. Four wet well verticle lift points would be necessary to bring the lines to the city. The 281 south line would also have to pay for part of the line running to Ninth Street East if the city does not allow a closer hookup.

Eliminating areas 281 north and south from annexation would save the city seventy-four thousand in water line costs, but it would lose any possible city sales tax revenue and the $15,500 in yearly property tax revenue based on a thirty mill tax levy. On the other hand, if the city annexes the 281 areas, the increased yearly taxes and the cost of the sewer lines along with the payments these firms must be making on their new facilities could reduce their profit margins to the point the firms fold or move elsewhere.

One implement dealership has kept its headquarters within the city limits. The decision which route is best to make would be hard to make. Is it better to annex all implement dealers? If a city sales tax is authorized after annexation, all the dealerships would be paying equal tax rates. If the implement dealers are eliminated from annexation, the city would be more certain that higher taxes and added sewer costs would not force them from existence. Then the dealerships could continue to bring trade and employment to the Redfield area.

The city council will have to evaluate the information and determine the pros and cons of annexation of each area. Groups one through six seem to have many benefits with
few drawbacks. Some of these areas have been receiving many city services without paying city taxes. Areas seven and eight may need to be added out of necessity. Area ten holds a potential population benefit. Areas nine and eleven have some benefits and some definite drawbacks.

The decision must be made wisely.
CHAPTER V

FINAL ANNEXATION EVALUATION

Post Presentation Results

The final report of the "Redfield Area Annexation Study" was presented to the Redfield City Council on November 5, 1979, in both a written form and an oral presentation. In the report, the author stressed that any action involving annexation must be accomplished before January 1, 1980, if the added population was to be considered in the 1980 census. Mayor Duane Sanger appointed a committee consisting of himself, City Attorney Galen Gillette, Councilmen Pearson and Benning to study the report. They were instructed to report back with proposals during the November 19th meeting. Even before the committee reported their proposals, members of the Shar-Winn Estates were organizing to show their opposition. Some Shar-Winn residents attended the November 19th meeting to hear the committee's report. The council moved the report be returned to committee to add areas not included in their first report. The public hearing was set for December 3, 1979.

Eight residents of the Shar-Winn Estates were present at the December 3, 1979, meeting with a petition showing
unanimous opposition to the annexation proposal from Shar-Winn residents. The city council unanimously approved a "Resolution of Intent to Annex Contiguous Property to the City of Redfield," but because of changes in the proposal the public hearing was rescheduled for December 17, 1979. ³

The two week delay allowed those parties opposed to annexation to return to the meeting armed with objections. Many persons from the Shar-Winn Estates were joined by property owners in the Stammer's Subdivision. The residents of Shar-Winn Estates presented written objections to the annexation resolution. The written objections consisted of eight points they claimed were based on information presented in the "Redfield Area Annexation Study." Those portions of the eight points of objections to annexation that actually were based on the annexation study are:

Point 1. That ample and suitable resources do not exist to accommodate the orderly growth and development of Shar-Winn Estates. Pages 22 of the annexation study indicates that South Dakota state law requires that new businesses and newly annexed areas connect to city water and sewer systems. However, the study also points out that the present sewage lagoon is already operating near capacity. Thus, the city does not have the ample and suitable resources required by law. . .

Point 3. That the resolution of intent is in error as to the approximate cost of extended services. The resolution states that the cost to the residents of the contiguous territory is NONE and to the municipality, $10,000 for water main extension and street improvement. However, the annexation study shows that the residents could incur costs of about $2,000 per household for sewer hookup. . .
Point 4. That the exclusions and irregularities in the boundary lines are arbitrary. The city has admitted that the reason for the annexation is to increase the population in order to benefit from increased federal revenue sharing and to provide additional tax revenue. However, areas close to the city, such as the academy area, the area up to a mile south of town, and state school and home property were omitted from the proposal, while Shar-Winn Estates was added for its higher tax value and population alone. . .4

Point 6. That population and census data does not indicate that the municipality has or may experience growth or development beyond its present boundaries. In fact, the annexation study clearly shows that the City of Redfield is actually decreasing in population and that the projected population in the 1980 census will show less people even if Shar-Winn Estate is annexed. . .

Point 7. That annexation of Shar-Winn Estates will result in the termination of school bus service to the area. In this regard, we request, as was suggested in the study, that the city contract with the school to continue the bus service until the end of the school year or provide another alternative. . .5

Some of the facts quoted in the Shar-Winn objections were erroneous or were never based on the study. Other points only quoted facts advantageous to their position, overlooking other data presented.

After an hour long, heated discussion, City Attorney Galen Gillette noted that since part of the annexation resolution included unplatted territory, the Spink County Commissioners would be required to approve the resolution. The city council approved the annexation resolution and sent it to the county commissioners.6

SDCL 9-4-5 states in part:
Annexation of unplatted territory subject to approval by county commissioners. No such resolution describing unplatted territory therein shall be adopted until the same has been approved by the board of county commissioners of the county wherein such unplatted territory is situated.

The Spink County Commissioners met with City Attorney Gillette on January 15, 1980. They postponed any decision until those in opposition to the measure could present their side. After hearing the opposition to annexation a week later, the commissioners again moved to postpone the decision. It was not until their April 1, 1980, meeting that the commissioners decided they could not take any action on the matter. Since the annexation proposal contained both platted and unplatted areas, they felt they could not accept the proposal. The commissioners indicated they could rule only on the unplatted areas if a separate proposal was drawn.

At the next city council meeting, April 7, 1980, alternatives to the annexation proposals were discussed. The annexation matter was referred to committee to act upon the alternatives. During the first city council meeting in May, the committee was still seeking direction. It was decided the best course of action was to draft two separate proposals of annexation, one for platted areas and one for unplatted areas. It was also decided to include the north-east quarter of section sixteen, Redfield Township, in the annexation proposals. The city owned quarter section just southwest of the present city boundaries includes the airport.
and the Spink County fairgrounds.

On June 16th the Redfield City Council passed two resolutions of intent to annex; one for platted areas, one for unplatted areas. During the public hearing on July 21, 1981, the residents of the Shar-Winn Estates returned in force with an attorney to show opposition to the proposal. There were also persons present objecting to the inclusion of Stammer's Subdivision and the airport in the annexation proposals. When questioned why the airport had been added to the proposal, the city council informed those present that the privately owned hangars are taxed as real, not personal property. The council felt it would also be easier to control building permits even though the city already owned the airport land. The city council approved the referral of the Resolution to Annex Contiguous Unplatted Property to the County Commissioners for approval. It was decided to vote on both the platted and unplatted annexation measures at the same time so that if a vote by the people became necessary, elections concerning both annexation areas could be handled at the same election.13

The Spink County Board of Commissioners approved the Resolution of Intent to Annex Contiguous Unplatted Property to the City of Redfield at their August 5, 1980, meeting.14 SDCL 9-4-4.4 allows for a governing body to adopt an annexation resolution within sixty days of the public hearing.15 At the September 15, 1980, city council
meeting the Redfield City Council adopted both annexation measures. 16

SDCL 9-4-4.5 allows the filing of a petition to bring an annexation resolution to a vote of the voters of the combined areas, both the municipality and the special annexation precinct, for rejection or approval. This filing must be accomplished within twenty days after the publication of the annexation resolution. 17 The publication of the Annexation Resolutions appeared in the Redfield Press on September 24, 1980. 18 The twenty day time period elapsed with no petition requesting annexation approval by special election being filed. The city council of Redfield, South Dakota had finally accomplished an annexation of portions of the area around the city of Redfield.

Annexed Area Delineation

Figure 3 shows the approximate borders of the approved annexation area. Areas one, four, and six were annexed as presented in the report. Only the Redfield Industrial Park, associated undeveloped lands, and another business property were annexed from area five. Areas two, three and seven through eleven were deleted from the annexation proposal.

Three additional areas were added in the final annexation proposals. All of the northeast quarter of section sixteen, Redfield Township, was included in the annexation.
Figure 3
Redfield Areas Annexed 1980

- Portions of areas one through six included in 1980 annexation
- Areas Annexed 1980 not discussed in study
- Portions of areas one through six not included in annexation

Source: Redfield Press, 24 September 1980
The quarter is already city owned and is used for the community airport and the Spink County fairgrounds. Most of the remaining land outside the Redfield City limits in the northeast quarter of section nine, Redfield Township, was also added to the city through annexation. The majority of this annexed area is covered by Lake Redfield. Outlot AA in section three, Redfield Township, is the newest area added to the city owned and maintained cemetery. With the outlot’s inclusion in the annexed area, all of the cemetery again came under city jurisdiction.

Annexation Decisions Analysis

The contract for the Redfield annexation study between South Dakota State University and the city of Redfield requested information along specific lines. It did not request information on the legal aspects necessary to meet annexation requirements within the state of South Dakota. The city of Redfield retains an attorney who has been very interested in the annexation report from its outset, the author assumed the attorney would ensure all actions taken by the city involving annexation would be legal. Several changes in the South Dakota State Code have been approved during the later 1970's. The code does not forbid the combining of platted and unplatted areas in an annexation proposal. It just requires the county to approve annexation of unplatted lands. The county commissioners could have
approved the first annexation proposal. By refraining from voting on the combined measures, the commissioners protected themselves. The persons most upset over annexation lived or owned property in platted areas. No one lives on any of the unplatted lands that finally were annexed to Redfield. None of the annexation hurt the county. The annexation did not decrease any county revenue. It eliminated several areas where county services were required that would be provided by the city of Redfield.

It is unfortunate that circumstances prevented the city council of Redfield from completing the annexation before January 1, 1980. If the annexation had been approved by that date, the population figures could have been included in the 1980 census totals. The tax revenue collected from the annexed areas would have begun entering the city treasury during 1981.

The city made some wise decisions when determining which areas to annex. They were especially wise from the standpoint of their pocketbook. After realizing the costs of water line extensions and the sewer requirement drawbacks, the council eliminated any areas that did not already have a close availability to city water. Most of the areas annexed have the potential or already are areas of high evaluation.

The author has not determined why the city decided to annex the remainder of the northeast quarter of section nine, Redfield Township. Lake Redfield almost completely
covers the quarter section. The city limits already extended to the eastern border of the man made lake created by a dam on Turtle Creek near the Hava-Rest Park. The only purpose the author can see for annexing the area would be to control any possible growth along the northern side of the lake. The southern section borders Tenth Avenue leaving too little frontage between the lake and the street to allow for any residential or commercial growth. The only area wide enough to be divided into lots is in the very southwest corner of the quarter. It was not included in the annexation.

The biggest objections to annexation came from the residents of the Shar-Winn Estates and Stammer's Subdivision. They considered it unfair that the city had annexed only the two residential subdivisions with the highest evaluation, while eliminating the residences south of Sixteenth Avenue in the Academy area and Anderson's First Addition. Some of the Academy homes were older and carried less value.

Any person that builds outside the city limits to avoid city taxes, but is situated in a growing development adjacent to the city limits could be courting trouble. Add the fact that city water was already available to the Shar-Winn and Stammer's areas while the homes south of Sixteenth Avenue would require the addition of water lines and other city services. Another point in the decision making may have been the extra street mileage the city would need to maintain in the more spread out Academy area. Then the
reasons for excluding the area south of Sixteenth Avenue become
more obvious.

**Annexation Reasoning Evaluation**

There is no question in the mind of the author that

*some annexation around Redfield was needed.* The city had

*basedly outgrown its boundaries by 1978.* Only a few resi-

dential lots remained undeveloped. In order to encourage

*new industry and to help city firms find land for expanded
facilities,* the city had joined the Redfield Corporation

**Incorporated (RCI)** along with some local business persons.

**RCI** was responsible for the Redfield Industrial Park and other

*lots in the vicinity of area five.* The city needed to annex

*the Industrial Park into the city to control growth.* Nearly

*all the land annexed from area five had been developed by or
belonged to RCI.*

The Redfield population was not decreasing. It was

*continuing to grow.* The major employer in the area is the

*Redfield State Hospital and School,* with 630 full-time employees.

*In 1978, Dr. Verle Rogers, Superintendent of the institution,
estimated another 255 employees would be needed to meet changes
in Federal qualifications by 1980.*

Although no other major industrial firms have located in Redfield, the city remains

*an area trade center.* The business climate has not declined

*nor does the city anticipate a change in the pattern.*

*The assessed value of taxable property has not kept*
pace with the expanding needs and requirements of the city. The city council has been searching for ways to increase its revenue amounts. One way to meet the expanding needs was to increase the base from which the needed revenue is levied.

Redfield had utilized the opportunities available through Revenue Sharing and other Federally funded grant programs. These funds had been used to expand the housing facilities, improve streets, work on the sewage treatment plant, and to create jobs within the community. Since population figures heavily in the formula used to determine the total amount of funds available, Redfield was very interested in a sizable population increase in the 1980 census. The main benefit to the city from the Redfield State Hospital and School would have been a large population increase. If time had been available, the city might have studied the possibility of annexing the state institution more thoroughly. The 1980 census figures will not be available for program allocation determination until either 1982 or 1983 fiscal cycles. Recent political actions have reduced the amount of funds handled through Revenue Sharing and similar programs. President Carter's 1980 proposed budget reduced the amounts from previous years. President Ronald Reagan's handling of Revenue Sharing funds has not been determined, but the programs will probably see some reductions.

As for population, Redfield showed a small increase in the 1980 census. Several small areas had been annexed to
the city since the 1970 census which added a few persons to the total. The major source for the increase might have come in the number of elderly living in the many housing units completed in the late 1970's. Redfield has also become a retirement community for area farmers. The 1980 census unofficially credits Redfield with a population of 3,006. That is an increase of sixty-three persons since 1970. Spink County declined 1,388 people between the census enumerations. There were 10,595 people in the county in 1970 but only 9,207 in 1980. Even though the county declined in population, the city grew.  

During the course of information gathering, some members of the city council and other city officials had lead the researcher to believe they felt the city limits should be redrawn as far north and south to include the implement dealers. After realizing the costs of extending services, the notion was abandoned. One week after completing the legal requirements for annexation, the major business at the council meeting centered around the first step in the adoption of a 1% city sales tax. The resolution will go into affect on July 1, 1981. The sales tax could bring an estimated additional $80,000 into the city treasury.  

Perhaps it was due to the state of the economy, but in 1980 there were no new privately owned homes built either in Redfield or the surrounding areas. The only building construction in the area was a new Seventh Day Adventist
Church being built south of Sixteenth Avenue in the area platted as Anderson's First Addition. This church will replace a smaller structure presently in the Academy area. Other construction included the completion of the road bed for the eastern portions of Sherry Lane in the Shar-Winn Estates. Some work on Horseshoe Drive in the Meadow-Park Estates in southeast Redfield was nearing completion.

**Future Annexation Possibilities**

The annexation measure met several short term needs for the city of Redfield. A need for further annexation may arise in a few years. The two residential areas annexed contain only twelve empty lots. When housing starts begin again, the empty lots could be developed quickly. Others that wish to build may move into the area south of Sixteenth Avenue. If areas two and three had been annexed, water line construction could have been a determinant of future growth in the area. Most of the new housing has moved to the southern areas of Redfield since the mid-sixties. Turtle Creek and the state institution have become barriers to private residence construction. Some of the new homes constructed might be built one mile south of Redfield in the area of the Betten-Muncie Subdivision or west near Lake Redfield.

One business in area five remained outside the city limits after annexation. The land north of Highway 212 and east of the city holds the potential for growth. It may
possibly be the next area to be developed. Even areas nine and eleven along 281 could someday prove profitable for the city to annex.

If the progressive city backers wish to see the city expand, new industry must be lured into the area. Cuts in federal and state programs may not lead to significant increases in staff numbers at the state institution. New forms of employment must be maintained in order to keep younger wage earners in the area. A situation similar to a problem common in rural Great Britain appears to be developing. The increasing number of retired persons remaining in rural areas has put a tremendous burden to maintain services on the few wage earners that have not left for urban areas.

A final recommendation the author has for the Redfield City Council is to meet with city and area residents plus the Spink County Commissioners to draw a long range plan of community needs and aims. Then a better planned future may bring satisfactory results.
Footnotes

1."City Council OK's Cable TV Rate Increase, Acts On Other Matters," Redfield Press, 7 November 1979, p.7.


5.Ibid., p. 12.


23 Interview with Barbara Miller, Assistant County Assessor, Spink County, Redfield, South Dakota, 10 November 1980.

24 Cherry, Rural Planning Problems, p. 69.
BIBLIOGRAPHY


"City Council OK's Cable TV Rate Increase, Acts On Other Matters." Redfield Press, 7 November 1979, pp. 1, 7.


"Deadline Nears For City Decision On Annexation." Redfield Press, 3 September 1980, supplement.


Miller, Barbara. Assistant Spink County Assessor, Redfield, South Dakota. Interview 11 November 1980.


Northwestern Public Service Co. *"Map of Redfield, South Dakota,"* Revised 1 January 1972.

Patterson, Donald Dean, "An Appraisal Of The Use Of Soil Survey Information As The Basis For Valuing Land For Tax Purposes In Spink County, South Dakota." M.S. Thesis, South Dakota State College of Agriculture and Mechanic Arts, 1964.

Pierre, South Dakota. South Dakota Department of Water and Natural Resources. Letter from Raymond F. Birchem, Staff Engineer, 2 August 1979.


Rapid City Planning Department, "Annexation Priorities For Rapid City," 1978.


Redfield, South Dakota. Office of Mayor. Letter from Duane Sanger to the Geography Department, South Dakota State University, Brookings, South Dakota, 3 May 1978.


"Resolution of Intent to Annex Contiguous Property to the City of Redfield." Redfield Press, 5 December 1979, sec. 2, p. 6.

Schoell and Madison, Inc. "City of Redfield, Spink County, South Dakota (Plat Map)." 1977.


Spink County Assessors Records. Spink County Court House, Redfield, South Dakota. 8 January 1979.


