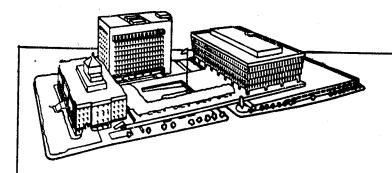
PROPOSED ANNEXATION BY CITY OF CRESTWOOD (WATSON/PARDEE ROAD AREA)

Report on BC 9611 Prepared by: St. Louis County Department of Planning for Submittal to: Boundary Commission, St. Louis County September 24, 1996



ST. LOUIS COUNTY, MISSOURI

BUZZ WESTFALL, COUNTY EXECUTIVE

DEPARTMENT OF PLANNING JUNE MCALLISTER FOWLER, DIRECTOR

September 24, 1996

Boundary Commission, St. Louis County 1516 South Brentwood Boulevard, Suite 101 St. Louis, Missouri 63144

Re: Proposed Crestwood Annexation (BC 9611 - Watson/Pardee Road Area)

Dear Commissioners:

St. Louis County Government is pleased to submit its analysis of the annexation proposed by the City of Crestwood. This report is a review of the proposed annexation from the perspective of St. Louis County Government. It is intended as an objective analysis of this proposal that will serve as a guide to the Boundary Commission in its deliberations. Should this proposal be placed on the ballot, this report will also provide a source of information to assist citizens in making a decision at the polls. The final section of our report includes a summary of issues organized by the Boundary Commission review factors outlined in RSMo 72.403.

Should the Commission require information in addition to what is contained in this report, we will make every effort to respond to your request in a timely manner.

Sincerely,

June McAllister Fowler, Director

Department of Planning

JMF/SFG/dhc (bnd\crestwd.wat)

ANALYSIS OF PROPOSED CRESTWOOD ANNEXATION

WATSON/PARDEE ROAD AREA

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I. INTRODUCTION

A. Purpose

The purpose of this report is to provide information regarding a proposed annexation of 290 acres (.45 square miles) of unincorporated St. Louis County by the City of Crestwood. This analysis is primarily based on a review of the Plan of Intent and accompanying documents submitted to the Boundary Commission by the City of Crestwood.

B. History of Previous Annexation Proposals Affecting Area

Portions of this area were the subject of three previous annexation attempts. The first attempt was in 1983. The city attempted to acquire 41.63 acres of commercial property located on the southeast corner of Watson and Grant Roads. The proposition failed in August 1983. The City of Webster Groves also attempted to annex a commercial strip fronting the southern side of Watson Road, from Grant Road to General Grant Lane. Although this attempt passed in the election on February 7, 1984, Webster Groves withdrew the proposal in June 1985 because of a court case pending to contest the annexation.

More recently, the City of Crestwood attempted to annex a nearly identical 267 acre area. The proposition was defeated at the polls on November 8, 1994.

II. AREA PROPOSED TO BE ANNEXED

A. General Description

The Watson/Pardee Road Area, which is being considered for annexation, is located directly east of the City of Crestwood. This area is generally bounded on the west by Grant and Pardee Roads, (the eastern boundaries of City of Crestwood), and the Missouri Pacific (Union Pacific) Railroad right-of-way, on the north by the northern right-of-way of Watson Road, on the east by the southern right-of-way of Rock Hill road and the corporate limits of the Town of Grantwood Village, and on the south generally by the corporate limits of the Grantwood Village. This area contains 290 acres of land. Basic data for the area are provided in the following table:

TABLE 1

BASIC ANNEXATION AREA DATA		
Area ¹	290 acres (.45 sq. miles)	
Population ²	1,601	
Dwelling Units (1996) 1	704	
Total Assessed Valuation ³	\$22,311,571	
Assessed Valuation Per Capita 1	\$13,936	

Sources:

- St. Louis County Department of Planning
- ² 1990 U.S. Census
- St. Louis County Departments of Revenue and Planning, June, 1996

B. Land Use and Zoning

This area is mainly composed of single family residences in typical suburban subdivisions. The exceptions to this pattern are a multi-family Planned Environment Unit (PEU) on the south side of Pardee Road at Rock Hill Road, a multi-family development east of Pardee Road, a multi-family development fronting Watson Road and two condominium developments in the western portion of the Watson-Pardee area. There are also commercial establishments that front Watson Road.

The area's zoning pattern mirrors the above land use characteristics. The predominate land use for the area is single family residential, with the prominence of the R-3 (10,000 S.F.) designation. There are roughly equal portions of both R-2 (15,000 S.F.) and R-4 (7,500 S.F.) zones. There is also an R-6 designation (2,000 S.F./Unit: Multi Family) There are three commercial parcels in the proposed area that front Watson Road, two are zoned C-8, Planned Commercial District and the remaining is zoned C-2, Shopping District. There is also a small M-3 Planned Industrial District located on the corner of Watson and Grant Roads.

There are two Planned Environment Units (P.E.U.) which consist of attached single family residences and multifamily units, with the latter zoned R-4.

There are also three existing legal non conforming uses: the Providence Gardens Condominiums, the Royal Arms Condominiums and a small commercial lot at the corner of Watson and Grant Roads. Most of these buildings were constructed prior to the creation of the current zoning code which was in effect in 1965. Furthermore, the multi family units were not subject to the current

regulations that were put into effect in 1969.

C. Comparison of City and County Zoning

The following analysis compares the provisions of the existing St. Louis County zoning in the area with the most similar Crestwood zoning districts. In terms of the principal permitted use and minimum lot size, Crestwood's R-2, R-3, and R-4 District regulations are identical to the County's R-2, R-3, and R-4 Districts. However, the City's yard requirements (building setbacks) are greater than that of County's. Also, there may be instances where lots do not meet the City's minimum lot width requirements.

According to the plan of intent, Crestwood intends to overcome the dimensional non-conformities that the City's R-2, R-3 and R-4 District regulations may cause, the City intends to add "prevailing patterns" provisions in the Supplementary District Regulations of the City's Zoning Ordinance. These provisions would allow exceptions to minimum standards on lot width and setbacks so long as such exceptions would be consistent with the prevailing lot width and setbacks within the vicinity of a particular lot. Since the proposed annexation area is essentially built-out, the prevailing patterns approach will enable the City to authorize less than minimum dimensional standards.

The City's Zoning Ordinance does not provide for a traditional multi-family zoning district. However, it does have Planned Development District provisions which would permit multi-family residential development. For example, the Forestview Apartments, located in the City of

Crestwood, is zoned Planned Development-Residential (PD-R). In the case of the only parcel zoned R-6 (Webster Gardens Apartments), the City intends to pass an ordinance rezoning this parcel to PD-R. This particular PD-R ordinance would authorize what currently exists on the site (26 dwelling units in three building plus associated off-street parking).

With respect to the Shell gas station/convenience store/car wash development, the city intends to rezone this parcel to C-1 Local Business District. The uses in this development are conditional uses in this district, as they are in the County's C-2 Shopping District. The City would issue a conditional use permit that approves the same site plan and replicates the conditions contained in the permit issued by the County (P.C. 148-90).

The City intends to apply its Planned Development District regulations to the developments approved under the Planned Environmental Unit and Planned Commercial provisions of the County's Zoning Code. The City's Planned Development provisions are similar to the County's in that they permit flexibility in site design and a specific ordinance is passed for each development. In essence, the City would pass ordinances replicating the permitted uses and conditions contained in the latest amending ordinances approving each of the P.E.U. and C-8 developments. Also, any documented administratively approved revisions to the site development plans for these developments would also be incorporated in the new City ordinances.

While the City does have an industrial zoning district, it does not intend to apply such zoning to the parcel that is currently zoned M-3 at the southeast corner of Watson and Grant Road. Instead, the City intends to zone this parcel C-1 Local Commercial. This lot is currently occupied by two retail/service buildings, one having multiple tenants, which currently comply with the use

regulations of the City's C-1 District.

With respect to the existing non-conforming Royal Arms Condominiums and Providence Park condominiums, the City intends to remedy such non-conforming status. The City will adopt ordinances rezoning these developments to PD-R. Such ordinances would approve the current site layout of each development, authorize the current number of dwelling units and reference the recorded condominium plats.

III. THE ANNEXING CITY: FINANCIAL BACKGROUND

A. Revenue

The City's fiscal year 1995 property tax rate is .25 per \$100 of assessed real estate personal property value. The City's utility tax rate is currently 5.7 percent on electric and 6.0 percent on gas, water and telephone, which is higher than St. Louis County's utility tax rate of 5.0 percent. Crestwood is a point of sales tax city, meaning that it receives sales tax revenue based on retail sales activity within its borders rather than on a per capita basis. The following table illustrates the major sources of General Fund revenues for the City.

TABLE 2

SOURCES OF GENERAL FUND REVENUES			
Sources	1995 (Actual)	Percent of Total Budget	
Sales Tax	\$3,974,971	55.4%	
Utility Tax	944,100	13.2	
Gasoline and Motor Vehicle Tax	376,297	5.2	
Cigarette Tax	51,205	.7	
County Road Funds	159,010	2.2	
Property Tax	393,595	5.5	
Licenses and Permits	896,214	12.5	
Other	378,814	5.3	
TOTALS	\$7,174,206	100.0%	

Source:

City of Crestwood Financial Statements for fiscal year June 30, 1995.

Sales tax receipts and gross receipts taxes on utilities account for the largest share (over 60 percent combined) of the City's General Fund revenues. Licenses and permits provide the next largest source of revenue contributing to the General Revenue Fund.

B. Expenditures

The City's major services and expenditures by category are presented in the following table.

TABLE 3

GENERAL FUND EXPENDITURES			
Sources	1995 (Actual)	Percent of Total	
Administration	\$801,751	12.5%	
Public Works	1,192,507	18.6	
Police and Fire	3,318,751	51.7	
Parks and Recreation	1,059,408	16.5	
Municipal Court	52,772	.8	
TOTALS	\$6,425,189	100.0%	

Source: City of Crestwood Financial Statements for fiscal year ended June 30, 1995.

Over one-half (51.7 percent) of the City's General Fund revenues are spent on police protection. Nearly one-fifth (18.6 percent) of the budget is devoted to public works activities, which includes street repair and maintenance and street lighting. The City commits slightly less than one-fifth (16.5 percent) of its spending to parks and recreation. Approximately one-tenth (12.5 percent) of the budget is used for administrative expenses.

C. Summary of Finances

A summary of Crestwood's financial position is presented in the table below.

TABLE 4

SUMMARY OF FINANCES		
	Actual 1995 ¹	
Revenues ²	\$7,174,206	
Operating Expenditures	6,181,137	
Excess of Revenues Over (Under) Operating Expenditures	993,069	
Capital Expenditures	244,052	
Excess of Revenues Over (Under) Total Expenditures	749,017	
Fund Balance	\$1,421,307	
Bonded Indebtedness	- 0 -	

Notes: 1

Crestwood's Fiscal Year is July 1 to June 30.

Includes General Fund revenues.

Source:

City of Crestwood, Financial Statements for fiscal year ended June 30, 1995.

IV. PROVISION OF SERVICES

A. Existing and Proposed Services

The provision of services to its residents is local government's primary responsibility and function. Currently, St. Louis County is the provider of a variety of municipal-type services to the annexation area. If the annexation election is successful, some of the current services provided

by St. Louis County would be transferred to the City of Crestwood. The following table lists basic municipal-type services provided in the area proposed to be annexed and identifies their current and proposed provider.

TABLE 5

SERVICES		
Service	Current Provider	Proposed Provider
Police Protection	St. Louis County	City of Crestwood
Fire Protection/EMS/ALS	Affton FPD	Affton FPD
Streets	St. Louis County	St. Louis County, City of Crestwood ¹
Sidewalk Improvement and Repair	St. Louis County	City of Crestwood
Parks and Recreation	St. Louis County	St. Louis County, City of Crestwood
Refuse Collection	Private Haulers	City of Crestwood
Street Lighting	Property Owner	City of Crestwood
Planning, Zoning, and Subdivision Regulations	St. Louis County	City of Crestwood
Building Code, Mechanical Permits and Inspections ²	St. Louis County	St. Louis County, City of Crestwood
Residential Occupancy Permits and Inspections ³	None	None
Health Services - Rodent Control, Mosquito Fogging, Animal Control	St. Louis County	St. Louis County
Municipal Court	St. Louis County	City of Crestwood

Some 6.52 miles of roads on the County Road System would be transferred to Crestwood if the annexation occurs. However, maintenance of Grant and Pardee Roads, which are on the Arterial Road System, will remain a County responsibility.

While no residential occupancy permits and associated inspections program exist in this area, residents could petition the County Council to authorize a Property Conservation District in their area.

Crestwood contracts with St. Louis County to issue permits or enforce codes relating to building plan review and inspections (excluding signs), mechanical inspections, elevators, amusement activities, electrical, plumbing, explosives, and weights and measures.

B. Services Not Affected

The area is serviced by the Affton Fire Protection District, which is an independent taxing jurisdiction that will not be affected by annexation. The St. Louis County Water Company and the Metropolitan St. Louis Sewer District will also continue to provide water and sewer services, respectively. The area will continue to be served by the Lindbergh and Affton School Districts and the St. Louis County Library system. These services would not be affected by annexation.

V. IMPACTS OF PROPOSED ANNEXATION

A. Impact on Area Residents, Property Owners, and Businesses

Residents will experience a tax decrease of approximately \$145 if the annexation occurs. Any increases in property and utility taxes will be offset by the savings from the City of Crestwood assuming the tax levy to the Affton Fire District, which is mandated by statute.

An explanation of how the net decrease was derived is as follows: The Crestwood property tax rate is \$.25 per \$100 of assessed value. A residential property owner in the annexation area with a \$140,000 home with an assessed valuation of \$26,600 would pay an additional \$65 per year. The \$.25 tax rate is also applicable to personal property. Assuming \$4,000 or personal property, a typical resident would pay an additional \$10 per year in taxes.

The City's utility tax rate is 5.7 percent on electric and 6 percent on gas, water and telephone, which is higher than St. Louis County's utility tax rate of 5 percent. These higher tax rates will

result in an increase in utility taxes of \$17 per year for the typical single family household. Together with additional property and personal property taxes, a typical single family homeowner would pay \$92 more per year in taxes to the City of Crestwood if the annexation is successful.

However, the residents in the area are currently paying the Affton Fire District .89 per \$100 of assessed value. A resident with an assessed valuation of \$26,600 would be paying approximately \$237 annually, which Crestwood would pay if the annexation occurs.

Any business located in the annexation area would also be subject to the City's \$.25 tax rate on real and personal property and the additional one percent tax paid in utility usage over the current five percent charged by St. Louis County. The City also imposes additional merchants, manufacturers, and other business license fees in addition to a standard \$5 business license fee and a tax paid on merchant's and manufacturer's equipment, paid to St. Louis County by businesses in both unincorporated and incorporated St. Louis County.

B. Impact on St. Louis County

The total annual revenue loss that County Government could experience as a result of the proposed annexation is estimated to be \$292,960. Not reflected in these figures is growth in revenue from recent, current, and future development in the areas. A breakdown of County revenue loss by funding source is provided in the following table.

TABLE 6

ANNUAL COUNTY REVENUE LOSS FROM THE PROPOSED ANNEXATION		
	Annexation Area	
Sales Tax ¹	\$118,474	
Utility Tax ²	82,117	
C.A.R.T. ³	57,021	
County Road and Bridge ³	23,427	
Cigarette Tax ⁴	6,852	
Cable T.V. Tax ⁵	5,069	
TOTAL	\$292,960	

Based on \$102.95 per capita, less annexation adjustment estimated at \$26.00 per capita.

Assumes average annual utility bill of \$2,000 and a 5% utility tax.
 Estimate by St. Louis County Department of Highways and Traffic.

⁴ Based on \$4.28 per capita.

C. Impact on Annexing Municipality

The following table compares the City's and the County's estimates of new revenues for

St. Louis County calculates (Housing Units x .5) x (Annual Average Cost of Cable) x .03 = _____

TABLE 7

CITY AND COUNTY ESTIMATE OF CRESTWOOD'S NEW ANNUAL REVENUES			
Source	County Estimated Amount	City Estimated Amount ⁹	
Sales Tax ¹	164,823	164,903	
Utility Gross Receipts Tax ²	95,830	92,898	
State Road Aid (Gasoline and motor vehicle) ³	57,021	59,045	
County Road and Bridge ⁴	23,427	22,906	
Cigarette Tax ⁵	6,852	7,205	
Property Tax ⁶	55,779	54,025	
Cable T.V. Tax ⁷	5,069	3,769	
Miscellaneous taxes/permits/ licenses/fees 8	12,000	12,000	
TOTALS	\$420,801	\$416,751	

The County estimated amount is based on \$102.95 Per capita. The Crestwood estimated amount is based on \$103.00 per capita.

Assumes average annual utility bill of \$2,000 and Crestwood utility gross receipts tax rate of 5.7% on electric and 6% on gas, water, and telephone.

State Road Aid includes: gasoline tax, gasoline tax increase, motor vehicle sales tax, and auto license fees. St. Louis estimate is based on \$35.62 per capita. The Crestwood amount is based on 36.88 per capita.

⁴ Rate is \$0.105 per \$100 assessed valuation.

The County rate is based on \$4.28 per capita and the Crestwood rate is based on \$4.50 per capita.

⁶ Crestwood property tax rate is \$.25 per \$100 on both real and personal property.

Both jurisdictions calculate (Housing units \dot{x} .50) x (Annual Average Cost of Cable) x .03 =

8 City of Crestwood estimate.

⁹ Estimates from Crestwood Plan of Intent.

The County estimates that Crestwood will receive nearly \$420,801 from the area if annexed; the City's Plan of Intent estimates revenues of some \$416,751. While the various estimates by each tax differ, the total City and County estimates are relatively close.

The Plan of Intent provides estimates on how the revenue generated from the area would be spent. The City's estimates are shown in the following table.

TABLE 8

CITY ESTIMATE OF EXPENDITURES FOR THE AREA		
Service	Estimates for Expenditures	
Police	\$170,000	
Public Works (including streets)	\$147,000	
Culture and Recreation	Not provided	
Administration/Municipal Courts	Not provided	
Fire Protection	\$192,327	
TOTAL	\$509,327	

The Plan of Intent provides an explanation of how these estimates were derived. First, with regards to police protection, the City is considering hiring three additional police officers and a detective lieutenant. The City also factored in purchasing additional vehicles and equipment and made adjustments to operating expenses. Crestwood also anticipates hiring two extra street maintenance workers and extra vehicles and equipment to accommodate the increase in demand for services for the miles added to the road network. Finally, Crestwood would assume responsibility for the cost of fire protection if the area is annexed. The City would pay the current provider, Affton Fire Protection District, for continued service to the area. This anticipated amount totals \$509,327. No financial considerations for zoning, administration/municipal courts and parks and recreation were provided by Crestwood.

VI. COMPACTNESS AND OTHER BOUNDARY ISSUES

According to the Plan of Intent, the area proposed to be annexed is 28.6 percent contiguous to the City of Crestwood.

The annexation proposal is weak on the compactness criterion. Although the territory meets the fifteen percent contiguity requirement, there are some factors that may effect service delivery. There is limited direct access from the City of Crestwood to the annexation area via the western and northern boundaries. The western access is primarily hindered by an abandoned Union Pacific railway and Grant's Farm. The annexation would also result in a less regular boundary than already exists.

VII. ANALYSIS OF ADDITIONAL ISSUES

Police Protection. The Plan of Intent states that "The Police Department operates out of the government center, located at One Detjen Drive, approximately 2 miles from the eastern corner of the annexation area. It is closer to the annexation area than the closest St. Louis County Police Department Station." That claim does not uphold under further scrutiny. Police vehicles will take the most direct route to the annexation area in an emergency. If the most direct routes to the annexation area from each police station are measured, the result is approximately 6,000 feet for Crestwood and 6,300 feet from the nearest St. Louis County Police substation, located at 9928 Gravois Road. These distances do not constitute a significant difference for the delivery of efficient services.

Road Improvements. Future road improvements in the area could be adversely impacted if the annexation is successful and the City does not make provisions for the continuance of the Baptist Church-Green Park-Buckley Traffic Generation Assessment Road Trust Fund administered by St. Louis County. Funds from the Trust Fund are used for the implementation of road improvements identified on the Highway System Plan. A planned improvement that would impact the proposed area is the creation of a third lane on Rock Hill Road.

Quality of Services. The City of Crestwood provides a full range of municipal services. It is reasonable to assume that Crestwood could provide normal municipal services to the area. Likewise, it should be noted that St. Louis County provides quality efficient municipal services to the proposed annexation area and will continue to do so if desired by the voters of the area.

VIII. SUMMARY OF ISSUES BY BOUNDARY COMMISSION FACTOR

Factor 1 Impact

Residents will experience a tax decrease of approximately \$145 if the annexation occurs. Any increases in property and utility taxes will be offset by the savings from the City of Crestwood assuming the tax levy to the Affton Fire District, which is mandated by statute.

An explanation of how the net decrease was derived is as follows: The Crestwood property tax rate is \$.25 per \$100 of assessed value. A residential property owner in the annexation area with a \$140,000 home with an assessed valuation of \$26,600 would pay an additional \$65 per year. The \$.25 tax rate is also applicable to personal property. Assuming \$4,000 or personal property, a typical resident would pay an additional \$10 per year in taxes.

The City's utility tax rate is 5.7 percent on electric and 6 percent on gas, water and telephone, which is higher than St. Louis County's utility tax rate of 5 percent. These higher tax rates will result in an increase in utility taxes of \$17 per year for the typical single family household. Together with additional property and personal property taxes, a typical single family homeowner would pay \$92 more per year in taxes to the City of Crestwood if the annexation is successful.

However, the residents in the area are currently paying the Affton Fire District .89 per \$100 of assessed value. A resident with an assessed valuation of \$26,600 would be paying approximately \$237 annually, which Crestwood would pay if the annexation occurs.

Factor 2 Legal Description

No Comment

Factor 3 Orderly Incorporation in the County

No Comment

Factor 4 Services

The primary services that St. Louis County would relinquish to the City of Crestwood include police protection, street maintenance and snow removal, and planning and zoning. First, in order to maintain the existing service level of police protection, the city is considering hiring three additional police officers and a detective lieutenant. Crestwood also anticipates hiring two extra street maintenance workers to accommodate the increase in demand for services for the miles added to the road network. There will be no changes in building code enforcement, since the City of Crestwood contracts with St. Louis County for these services.

If annexed, residents would experience a change in trash collection services. Currently, residents in unincorporated St. Louis County normally contract for trash service by household. The residents would assume services from Crestwood's trash hauler after an initial two year period that is legislatively mandated.

It should also be noted that St. Louis County provides quality efficient municipal services to the proposed annexation area and will continue to do so if desired by the voters of the area.

Factor 5

Schedule of Service Delivery

No Comment

Factor 7

Sources of Revenue

The City of Crestwood estimates that it will receive \$515,750 in new annual revenues from the proposed area, if annexed. The City also anticipates spending \$509,327 to provide the previously mentioned services to the annexed area. This amount also includes payments that will be made to the Affton Fire Protection District by the City to continue fire protection services in the annexation area.

Factor 8

Extraordinary Effects on Tax Distribution

The total annual revenue loss that County Government could experience as a result of the proposed annexation is estimated to be \$292,960.

Factor 9

Zoning

No Comment

Factor 10

Compactness

The annexation proposal is weak on the compactness criterion. Although the territory meets the fifteen percent contiguity requirement, there are some factors that may effect service delivery. There is limited direct access from the City of Crestwood to the annexation area via the western and northern boundaries. The western access is primarily hindered by an abandoned Union Pacific railway and Grant's Farm. The annexation would also result in a less regular boundary than already exists.

Factor 11

Effective Date of Annexation

No Comment

