

**PROPOSED ANNEXATION BY  
CITY OF MANCHESTER**

**Carman-Manchester Area**

**Report on BC 0404 Prepared by:  
St. Louis County Department of Planning  
for Submittal to:  
Boundary Commission, St. Louis County  
September 28, 2004**

*Charlie A. Dooley*  
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Saint Louis  
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September 28, 2004

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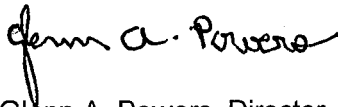
Re: Proposed Manchester Annexation (BC 0404)

Dear Commissioners:

This report represents St. Louis County's analysis of the annexation proposed by the City of Manchester (Carman-Manchester Area). Its submittal is in accordance with the 21 day written comment period provided by state statute. The report is a review of the proposed annexation from the perspective of St. Louis County Government. It is intended as a comparative analysis of this proposal that will serve as a guide to the Boundary Commission in its deliberations.

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,



Glenn A. Powers, Director  
Department of Planning

GAP/CGN

**ANALYSIS OF PROPOSED MANCHESTER ANNEXATION**

**CARMAN-MANCHESTER AREA**

**TABLE OF CONTENTS**

	<b>Page</b>
<b>I. Introduction</b>	
A. Purpose of Report .....	1
B. History of Previous Annexation Proposals Affecting the Area .....	1
<b>II. Geographic Information</b>	
A. Area Proposed to Be Annexed - General Description.....	1
B. Compactness and Other Boundary Issues .....	2
<b>III. Financial Impacts of Proposed Annexation .....</b>	<b>3</b>
A. Impact on Area Residents, Property Owners and Businesses .....	4
B. Impact on St. Louis County.....	5
C. Impact on Annexing Municipality .....	7
D. Traffic Generation Assessment .....	10
<b>IV. Provision of Services</b>	
A. Existing and Proposed Services .....	11
B. Services Not Affected.....	14
C. Impact on County Service Provision.....	14
<b>V. Land Use and Zoning</b>	
A. Existing and Proposed Land Use and Zoning .....	14
B. Comparison of City and County Zoning Ordinances.....	16
<b>VI. Summary of Issues .....</b>	<b>17</b>
<b>VII. Recommendation of St. Louis County.....</b>	<b>19</b>

**Attachment:** Maps

## I. INTRODUCTION

### A. Purpose

The purpose of this report is to provide information regarding a proposed annexation of 1260 acres (1.97 square miles) of unincorporated St. Louis County by the City of Manchester. This analysis is based primarily on a review of the Plan of Intent submitted to the Boundary Commission by the City of Manchester, as well as a comparison of City and County data.

### B. History of Previous Annexation Proposals Affecting the Area

In 1997, the City of Manchester successfully annexed 595.88 acres immediately south of its previous boundary, effective October 1, 1997. That area, extending south to Big Bend Road roughly between Hanna Road on the east and Sulphur Spring Road on the west, had a population of 3,309 persons and was approved with a 55 percent majority in the annexation area.

That same area had been a portion of a proposal for a larger annexation, which extended east to Barrett Station Road (State Highway 141) and encompassed approximately 906 acres. The City of Manchester attempted to annex the larger area in 1993, and the proposal received approval from the Boundary Commission but was defeated by voters in the proposed annexation area in 1994.

In 1999, Manchester annexed 1,280 acres between Carman Road on the north and Big Bend Road on the south and between Dougherty Ferry Road on the east and Hanna Road on the west. That annexation was approved by 75 percent in the annexation area and increased the city's size by 8,813 persons.

## II. GEOGRAPHIC INFORMATION

### A. Area Proposed to be Annexed - General Description

The 1260-acre area proposed for annexation adjoins much of Manchester's eastern boundary and is bordered on the south by the area annexed by Manchester in 1999. The area is bounded on the west and south by the Manchester city limits along Carman Road, on the southeast by Dougherty Ferry Road, on the east by Grand Glaize Creek, and on the north partially by the Town and Country city limits and partially by a line along the southern limits of Queeny Park and the northern boundaries of the Longwood Estates and Waycliffe Estates Plat 4 subdivisions.

**Table 1**

<b>Basic Annexation Area Data</b>	
Area <sup>1</sup>	1260 acres (1.97 square miles)
Population <sup>2</sup>	5,644
Dwelling Units <sup>3</sup>	2,597
Total Assessed Valuation <sup>3</sup>	\$108,765,866
Assessed Valuation Per Capita <sup>4</sup>	\$19,271

<sup>1</sup> St. Louis County Department of Planning

<sup>2</sup> 2000 U.S. Census

<sup>3</sup> St. Louis County Departments of Revenue and Planning, February, 2004

<sup>4</sup> St. Louis County Department of Planning.

The residential dwelling units in the proposed annexation area are a mixture of single-family and multiple-family units. There are 1,210 single-family units, 401 condominium units and 980 apartment units, plus a handful of living units in commercial and industrial buildings.

## **B. Compactness and Other Boundary Issues**

The Plan of Intent indicates that the area proposed annexation area is 45 percent contiguous to the City of Manchester.

Although the proposed annexation is geographically reasonable for the City of Manchester, it creates very awkward boundaries within the part of unincorporated County of which this area is a central part.

### **Creation of a Difficult-to-Serve Pocket**

This annexation would take roughly the middle third of an unincorporated area that extends from the northern end of Queeny Park on the north to the Meramec River between Kirkwood and Valley Park on the south. The proposed annexation would create two separate unincorporated "pockets" within what is now a larger unincorporated area. While these "pockets" do not fit the statutory definition of a pocket, they are physically separated geographic areas that would be functionally isolated if the proposed annexation were approved.

Currently, the unincorporated area of which this proposed annexation is a part has a 2000 Census population of 10,338 and an area of 3,581 acres. The proposed annexation involves 55 percent of the population and 35 percent of the acreage of that area. The two unincorporated "pockets" that would be created would result in fragmented areas for County service provision.

To the north the area including Queeny Park and the residential area west of it would be left with a population of approximately 2,800 and would be cut off from other unincorporated areas served by County government. To the east and south would be a narrow strip of unincorporated area along Barrett Station Road and an area extending south to the Meramec River. This eastern and southern "pocket" contains a population of 1,855 people.

With about a fourth of the current population of this unincorporated area remaining to the north of

the annexation area and less than a fifth of it remaining to the east and south, the area to which the County provides services would be significantly fragmented. The northern and southern portions of a readily serviceable unincorporated area would be separated by the City of Manchester if the proposed annexation occurs.

### **Use of Creek as Municipal Boundary**

The use of Grand Glaize Creek as the eastern boundary of this annexation is also problematic. Besides the fact that creeks naturally meander and change course, a section of the creek along the proposed boundary has been rerouted in recent years as part of the development of the Missouri State Highway facility on Barrett Station Road. Natural and engineered changes in the creek over time would create an uncertain municipal boundary.

Finally, the use of the creek as a boundary would split at least six parcels, including Love Park, between the City of Manchester and unincorporated St. Louis County.

### **III. FINANCIAL IMPACTS OF PROPOSED ANNEXATION**

The City of Manchester assesses a property tax of \$0.25 per \$100 of assessed valuation. This rate includes \$0.20 per \$100 to retire the bonds issued to build a new police facility and \$0.05 for the general fund. The City's utility tax rate is currently 5.0 percent for gas, water and telephone, and 4.5 percent for electricity. St. Louis County's utility tax rate is 5 percent for all utilities.

The City's sales tax rate is 7.325 percent, which is one and one-quarter cents per dollar higher than the unincorporated County rate of 6.075 percent. Manchester levies three additional sales taxes: a one-half cent sales tax is for park and stormwater improvements, another one-half cent sales tax is for capital improvements, and a one-quarter cent sales tax is the local option sales tax, which can be used for general revenue. Each of these three taxes is subject to a different distribution scheme.

With regard to the countywide one-cent sales tax that is also included in the 6.075 percent rate charged in St. Louis County, Manchester is a "point-of-sale" city, with recent annexations as well as any future annexations remaining in the sales tax "pool." Thus, Manchester receives sales tax revenue based upon sales within its original boundaries and on a per capita basis for the areas that have been annexed after 1984. A small portion of its additional one-quarter cent local option sales tax from both the existing city and the annexation area would be shared with the sales tax "pool," which includes unincorporated St. Louis County. For the first five years following annexation one-half of the revenues from this tax collected in the annexation area would be retained by St. Louis County. Thereafter, only about 15 percent of the new revenues would be shared with the sales tax pool, of which unincorporated St. Louis County is a member.

The capital improvement sales tax revenues collected in the annexation area would be subject to limited sharing with the capital improvements sales tax pool – 85 percent to Manchester and 15 percent to that pool. However, Manchester's Plan of Intent mistakenly states that this sharing would create a new revenue stream for St. Louis County. In fact, St. Louis County is not authorized to levy a capital improvements sales tax and does not participate in this separate sales tax pool. No portion of these revenues would go to St. Louis County.

Finally, the one-half cent park and stormwater sales tax revenues would be collected by

businesses in the area with the City of Manchester receiving all of the revenues from this source. This tax is not subject to any sharing with other entities.

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

Property taxes. Based on information in the City's Plan of Intent (Table 4 of which mistakenly shows no change in the property tax), property taxes in the annexation area would increase with the addition of Manchester's property tax of \$0.25 per \$100 of assessed valuation. That would mean an increase of \$95.00 per year on a \$200,000 house (assessed value of \$38,000). Personal property in Manchester is subject to the same \$0.25 property tax rate. Assuming \$20,000 in personal property, the typical household would pay an additional \$17 in personal property taxes annually.

Commercial properties are subject to a higher property assessment ratio, that is, they are assessed at 32 percent of actual value rather than the 19 percent applied to residential property. Therefore, the additional property taxes for a \$200,000 commercial property (assessed value of \$64,000) would be \$160 annually. Personal property would be assessed at 33 percent and taxed at the same rate.

The Plan of Intent states that the property tax of \$0.25 per \$100 of assessed valuation consists of \$0.20 for debt retirement and \$0.05 for the general fund. It should be noted that Manchester's financial statement for the year ended December 31, 2003, shows that the retirement of the general obligation bonds for the new police station extends to the year 2023.

Utility taxes. With the City's 5.0 percent utility tax rate on gas, water and telephone and the 4.5 percent rate on electricity, it is estimated that there would be savings in utility taxes of approximately \$5.50 per year for a typical dwelling unit compared with the 5.0 percent rate on all utilities in unincorporated St. Louis County. The same rates apply to commercial properties.

Sales taxes. If the annexation is successful, sales tax on any purchases made within the area will increase from 6.075 percent to 7.325 percent. The added 1.25 percent sales tax would apply to all retail sales in the annexation area, including such items as food and drugs that are exempt from the state sales tax. Sales tax on the purchase of a \$20,000 vehicle would increase by \$250 (without a trade-in), since automobile sales tax rates are determined by the place of residence of the purchaser rather than by the location of the sale.

Trash collection costs. If annexed, residents would experience a change in trash collection services. Currently, households individually contract for trash service from private haulers. The residents of single-family homes would receive services from the trash hauler under contract with the City of Manchester after an initial two-year period that is legislatively mandated by State law, and the cost would be covered by tax revenues. Future cost increases in the City's trash-collection contract with the City could result in municipal tax increases. Residents of the area's 980 apartment units would not have a change in this service.

Street lighting costs. The Plan of Intent states that, "The City will take over the monthly payments to AmerenUE for all street lights located along the public street right-of-ways." However, since the City pays for street light maintenance only along public streets, this benefit would be limited. The area contains both single-family homes and multiple-family complexes that are served by private streets. The City's representative stated at the public hearing that these would be considered for

City maintenance only if they met the City's standards, including setbacks. Manchester's standards are comparable to County standards. Typically streets are privately maintained so that the developer can save the costs of building the streets to the standards. Therefore, it is unrealistic to expect that City maintenance of private streets or street lighting on those streets.

Sewer lateral insurance program. An additional cost to residents and property owners in the proposed annexation area would occur if sewer lateral repairs under the sewer lateral repair program were required. Both St. Louis County and the City of Manchester have sewer lateral repair programs, and in both cases the annual cost of this insurance program is \$28.00, which is added to real estate tax bills for residential properties of six units or less. Since the inception of the program in 2000, St. Louis County has made twenty-two repairs in the proposed annexation area. Because of its large volume and efficient administration, St. Louis County maintains a low average cost and does not propose or anticipate raising this fee as other municipalities have done or are proposing to do. Furthermore, there is no cost to residents beyond the annual \$28.00 fee, while Manchester's program involves a \$500 application fee. Manchester's sewer lateral program also has a \$6,000 maximum expenditure. St. Louis County has no maximum, because its economies of scale allow the County to operate at a lower average cost and also to maintain a sufficient balance in the program fund to cover the few instances of unusually high cost.

Business license fees. Manchester's business license fees would impose an additional cost on the 240 businesses in the annexation area. St. Louis County's nominal flat-rate business license fee applies to both incorporated and unincorporated areas; therefore, this small cost to business would remain at the current level. Manchester's business license fees would be an additional cost to businesses. The fee is based on total gross receipts and charged at graduated rates.

<b>Manchester's Business License Fees</b>	
<b>Total gross receipts amount</b>	<b>Rate</b>
Portion of gross receipts \$500,000 or less	.0008
Portion of gross receipts \$500,001 to \$1,000,000	.0006
Portion of gross receipts over \$1,000,000	.0004

The annual business license fee on one million dollars in gross receipts would be \$700.

Overall, the City of Manchester projects revenues from the annexation area of \$2,972,497 (see Table 3 below). This number exceeds the \$1,811,052 in revenues (see footnote 7 of Table 2 below) that St. Louis County is currently receiving from the area by \$1,161,445, a 64 percent increase. That difference represents the additional annual tax burden that Manchester's annexation would place on the residents and businesses of the annexation area.

**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 \$1,664,308. A breakdown of County revenue loss by funding source is provided in the following table.



**Table 2**

<b>Annual County Revenue Loss from the Proposed Annexation</b>	
	<b>Annexation Area</b>
Sales Tax <sup>1</sup>	519,248
Utility Tax <sup>2</sup>	450,237
Highway User Tax (C.A.R.T.) <sup>3</sup>	305,812
County Road and Bridge <sup>3</sup>	114,204
Cigarette Tax <sup>4</sup>	21,391
Cable T.V. Tax <sup>5</sup>	23,373
Fees & Fines <sup>6</sup>	230,043
<b>TOTAL <sup>7</sup></b>	<b>\$1,664,308</b>

<sup>1</sup> Based on \$118 per capita less annexation adjustment of \$26 per capita. The County's loss differs from the County's \$665,992 current revenues from the area by the amount of the annexation adjustment.

<sup>2</sup> Assumes average annual residential utility bill of \$2,000 at the County's 5% utility tax rate. Commercial utility tax receipts are estimated based on commercial improvement assessed value.

<sup>3</sup> Estimate by St. Louis County Department of Highways and Traffic.

<sup>4</sup> Based on \$3.79 per capita.

<sup>5</sup> St. Louis County estimates that 50 percent of households have cable television at an average annual cost of \$600. The cable television franchise fee is 3 percent.

<sup>6</sup> Department of Public Works estimates \$60,424 in lost sewer lateral fees and \$92,994 in lost building permit fees. Lost court costs are estimated at \$76,625 based on tickets written.

<sup>7</sup> Because of the annexation adjustment to the sales tax, the County's revenue loss is slightly less than the current revenues from the area, which are estimated to be \$1,811,052.

The St. Louis County Department of Parks and Recreation reports that Love Park, which is in the annexation area, has 84 acres, two shelters, softball and soccer fields and a one-half mile trail and is extremely popular with the public. Queeny Park with its recreation center adjoins the annexation area on the north. If the area is annexed, area residents will continue to use County park facilities, and there will be no savings for the Department of Parks and Recreation in terms of cost of providing service. Some 44 per cent of the department's budget is derived from sales tax receipts.

Sales taxes. The largest direct revenue loss to the County would be the loss of revenues from the countywide sales tax pool, which would be allocated to Manchester on the basis of the population of the annexation area. St. Louis County would have a reduction in sales tax pool revenues based on the lost population – estimated at over one-half million dollars annually.

Two statements in the Plan of Intent and figures in Table 7 of that document regarding financial benefits to St. Louis County from Manchester's additional sales taxes are incorrect. On page 14 the Plan of Intent states that "The City's local option sales tax...and the capital improvement sales tax...would produce a new revenue stream for the County."

1. Manchester states that 50 percent of the City's quarter-cent local option sales tax would be retained by St. Louis County. This is correct only for the first five years following annexation.
2. Manchester also states that fifteen percent of Manchester's capital improvements sales tax collections from the annexation area would be retained by the County. In fact, the County would receive no revenue from this source. Fifteen percent of the revenues would go to

the capital improvements sales tax pool, which includes only cities that levy this type of tax. St. Louis County is not authorized to levy this tax and does not receive revenues from this pool. The \$76,185 shown in Table 7 of the Plan of Intent as a benefit to St. Louis County is in error.

Property taxes (County Road and Bridge Tax). The current County property tax rate is \$0.58 per \$100 of assessed valuation of real and personal property. All property owners will continue to pay this tax to the County even if the area is annexed. However, a portion of that \$0.58 (\$.105 per \$100 assessed valuation) is the Road and Bridge Tax, which would be distributed to the City of Manchester if the annexation occurs and would be lost revenue for St. Louis County.

Utility taxes. Utility gross receipts taxes currently levied by St. Louis County would be replaced by Manchester's utility taxes. The County's lost revenue from utility taxes is estimated at slightly more than \$450,000 annually.

Highway User Tax (C.A.R.T.) The County's allocation of these state highway funds would be reduced based on the reduction of assessed value and miles of roads maintained in the unincorporated area. The Highway Department estimates the annual loss at \$305,812.

Other revenues. The County would lose an additional \$275,000 annually through the loss of cigarette tax revenues, cable television franchise fees, and fines and permits, including sewer lateral fees, and court costs for traffic and other violations.

### **C. Impact on Annexing Municipality**

The following table compares the City's and the County's estimates of new revenues for Manchester if the annexation is successful.

**Table 3**

<b>City and County Estimates of Manchester's New Annual Revenues</b>		
<b>Source</b>	<b>County Estimated Amount</b>	<b>City Estimated Amount (2006)<sup>10</sup></b>
Countywide One-Cent Sales Tax <sup>1</sup>	\$ 665,992	\$677,586
Local option sales taxes <sup>2</sup>	1,098,590	1,098,590
Utility Gross Receipts Tax <sup>3</sup>	388,971	400,640
State Road Aid (Gasoline and motor vehicle) <sup>4</sup>	224,010	- <sup>11</sup>
County Road and Bridge <sup>5</sup>	114,204	227,910
Cigarette Tax <sup>6</sup>	21,391	21,763
Property Tax <sup>7</sup>	271,915	354,390
Cable T.V. Tax <sup>8</sup>	23,373	57,447
Miscellaneous taxes/permits/ licenses/fees <sup>9</sup>	134,171	134,171
<b>TOTALS</b>	<b>\$2,942,617</b>	<b>\$2,972,497</b>

- <sup>1</sup> County estimate based on \$118 per capita.
- <sup>2</sup> Data are not available to estimate receipts from Manchester's three additional sales taxes, a one-quarter cent local option sales tax, a one-half cent capital improvements sales tax and a one-half cent parks and stormwater tax. Therefore, the County accepts Manchester's estimate, noting that actual receipts could vary significantly from this number. No methodology is given in the Plan of Intent.
- <sup>3</sup> Assumes average annual residential utility bill of \$2,000 with Manchester's utility gross receipts tax rate is 5 percent for gas, water and telephone and 4.5 percent for electricity. Commercial utility consumption is estimated based on commercial improvement assessed value.
- <sup>4</sup> State Road Aid includes: gasoline tax, motor vehicle sales tax, and auto license fees. County estimate based on \$39.69 per capita.
- <sup>5</sup> Rate is \$.105 per \$100 assessed valuation.
- <sup>6</sup> County estimate based on \$3.79 per capita.
- <sup>7</sup> Property tax levied by the City is \$0.25 per \$100 assessed valuation.
- <sup>8</sup> St. Louis County estimates that 50 percent of households have cable television at an average annual cost of \$600. The cable television tax rate is 3 percent.
- <sup>9</sup> City of Manchester estimate.
- <sup>10</sup> Estimates from Manchester Plan of Intent.
- <sup>11</sup> No figure was provided in the Plan of Intent.

In the Plan of Intent, Table 7, "Projected Transfer of Revenues to/from the City of Manchester from Annexation 2006-2008," Manchester lists business license fees under "Transfers from Other Jurisdictions." This is incorrect. There would be no such transfer. Businesses in the annexation area that are required to pay St. Louis County's \$5.00 annual merchant's license fee would continue to pay that fee to St. Louis County. Manchester's business license fees based on gross receipts of the business would be an additional cost to the businesses.

The County estimates that Manchester will receive \$2,942,617 from the area if annexed; the City estimates revenues of \$2,972,497. Manchester's estimate exceeds St. Louis County's by \$29,880, a difference of only one percent. In most categories, Manchester's estimate exceeds that of St. Louis County. Most of the difference can be explained by the fact that Manchester is estimating

for future years, beginning in 2006, while St. Louis County's figures are based largely on 2003 figures. However, Manchester appears to omit one source of roadway funding, the State Road Aid. Based on the figures provided, it appears likely that the number Manchester used for County Road and Bridge is actually the State Road Aid estimate and that the County Road and Bridge funds that will transfer to Manchester are omitted from Manchester's estimate. If those revenues are added in to Manchester's 2006 figure (based on the \$0.105 per \$100 assessed valuation), Manchester's revenue from the annexation would rise to \$3,086,701.

By contrast, it appears that Manchester expects to spend about half that much annually in the annexation area.

The Plan of Intent provides estimates on how the revenue generated from the area would be spent. However, few expenditures are list by function. Most are listed in general categories such as salaries and benefits, maintenance and repair, and uniforms and equipment. The City's estimates are shown in the following table.

**Table 4**

<b>City Estimate of Annual Expenditures for the Area</b>	
<b>Service</b>	<b>Estimates for Expenditures (2006)<sup>1</sup></b>
Police	N. A.
Dispatching contract	\$60,174
Public Works	N. A.
Street lighting	\$66,837
Parks and Recreation	N. A.
Administration/Municipal Courts	N. A.
Waste Management	230,954
Capital Improvements	934,019
Code Enforcement	N. A.
Debt Service	228,452
Total expenditures itemized by function	\$1,520,436
<b>TOTAL given in Plan of Intent</b>	<b>\$2,896,452<sup>2</sup></b>

<sup>1</sup> Plan of Intent does not categorize most expenditures by function. Rather, it lists salaries/benefits, recruitment/employment, uniforms and equipment, payroll processing, newsletters, field supplies, utilities, dues and subscriptions, postage, city insurance, equipment rental, maintenance and repair, gasoline and oil, small tools and equipment and miscellaneous without assigning these expenses to public works, police, parks or other departments.

<sup>2</sup> This is the total of 2006 expenditures given in the Plan of Intent, Table 6, "Pro Forma Financial Statement for 2006-2008." It includes the categories listed in Table 4 above plus the categories listed in footnote 1 above.

Many of the numbers contained in the City's estimates of expenditures in the annexation area do not appear to be based on the addition of staff to serve the area or direct services to or improvements in the area. Rather, as the City's representative admitted at the public hearing, these figures represent the allocation of general government costs to the annexation area as their share of the City's expenses after the annexation. In describing the police services (p. 23 of the Plan of Intent), Manchester states that the City has 38 police officers and makes no

mention of additional officers to cover the area, although the City's representative stated at public hearing that eight officers would be added. Yet the salaries and benefits figure for the annexation in Table 6 is \$985,113. This amount is equal to 25 percent of the City's salaries and benefits expenditure for 2003 (as presented in Manchester's audited financial statements for the year ended December 31, 2003) and is far more than required to cover costs for eight police officers at a salary range of \$37,000 to \$52,000, the range quoted at the public hearing.

There is no mention of additional parks and recreation staff, nor any mention of the provision of park services within the area except in regards to "assisting the St. Louis County Parks & Recreation Department with developing and implementing a plan to upgrade John Allen Love County Park." The City's planning director stated at public hearing that the City would have the means to contribute to the improvement of Love Park. James Baker, the County's Chief of Staff, responded at the public hearing that the County was not happy with the City's attempting to take County revenues and then offering to help provide facilities.

Based on the Plan of Intent, it is not possible to determine what expenditures will be made within the annexation area. No specific capital improvements or additional services other than trash pickup and additional police officers have been enumerated in the Plan of Intent or at the public hearing.

In answer to the question about capital improvement projects anticipated for the area and the sources of funding, Manchester in its Plan of Intent provided no specific locations or estimates of costs for individual projects or categories of improvements. The City merely listed storm water channel studies and improvements, concrete and asphalt street repair and replacement, concrete sidewalk repair and replacement, and new street light installations.

The \$2,896,452 of expenditures for 2006 listed in Table 6 of the Plan of Intent represents simply an allocation of government expenses to the area, including \$228,408 in debt service, primarily for the new public safety building that Manchester is building.

In summary, it is not possible to determine from the Plan of Intent how much Manchester plans to spend in the proposed annexation area. The total amount of the anticipated expenditures that are listed by function in the Plan of Intent amount to only \$1,520,436, and the bulk of these costs are listed in very general terms rather than as specific projects. That number does not include the costs of the eight additional police officers, but it does include debt service on a police station that is not in the area.

Manchester estimates its new revenues from the annexation area at \$2,972,497 for 2006.

A critical look at the figures as presented indicates that Manchester would reap an annual windfall of well over \$1,000,000 by annexing this area.

#### **D. Traffic Generation Assessment**

The Manchester Road Corridor Traffic Generation Assessment (TGA) Road Trust Fund (No. 549) encompasses the proposed annexation area. The TGA Trust Fund covers Manchester Road, Weidman Road and Dietrich Road, and the north side of Carman Road. The continuation of the Traffic Generation Assessment Road Trust Fund is important to meeting the needs of area residents and the traveling public for road improvements in the area. The Plan of Intent states that the City of Manchester will continue to require participation in the fund by any new development

and notes that the City of Manchester has maintained participation in the Big Bend-Oak-Kiefer Creek Corridor TGA Trust Fund (No. 543) following its previous annexation on the south side of Carman Road. It should be noted that the City would need to pass a resolution for the continuation of the Manchester Road Corridor Traffic Generation Assessment (TGA) Road Trust Fund (No. 549) in the affected area if the annexation were approved.

## **V. 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 were successful, some of the current services provided by St. Louis County would be transferred to the City of Manchester. The following table lists basic municipal-type services provided in the area of the proposed annexation and identifies their current and proposed provider.

**Table 5**

<b>Services</b>		
<b>Service</b>	<b>Current Provider</b>	<b>Proposed Provider</b>
Police Protection	St. Louis County	City of Manchester
Fire Protection/EMS/ALS	West County EMS & FPD	West County EMS & FPD
Streets <sup>1</sup>	Missouri Dept. of Transportation, St. Louis County	Missouri Dept. of Transportation, St. Louis County, City of Manchester
Sidewalk Improvement and Repair	St. Louis County	City of Manchester
Parks and Recreation	St. Louis County	St. Louis County, City of Manchester
Refuse Collection, Recycling, Yard Waste	Private Haulers	City of Manchester (contract with private haulers)
Street Lighting	Property Owner	City of Manchester
Planning, Zoning, and Subdivision Regulations	St. Louis County	City of Manchester
Building Code, Mechanical Permits and Inspections <sup>2</sup>	St. Louis County	City of Manchester (contract with St. Louis County)
Residential Occupancy Permits and Inspections <sup>3</sup>	None at present. Program available upon petition from area.	City of Manchester (contract with St. Louis County)
Health Services - Rodent Control, Mosquito Fogging, Animal Control	St. Louis County	St. Louis County
Municipal Court	St. Louis County	City of Manchester

<sup>1</sup> Manchester Road (State Route 100) would continue to be maintained by the Missouri Department of Transportation. Some 14.26 centerline miles of roads on the County Road System would be transferred to Manchester if the annexation occurs. The 2.07 miles of roads on the Arterial Road System (Weidman Road, Dougherty Ferry Road and Mason Road) will continue to be maintained by St. Louis County. There are also 41 private roads in the area serving multiple-family complexes and single-family subdivisions as well. These roads are not maintained by St. Louis County and in most cases would not meet standards to be taken over by Manchester. Rather, they will continue in private maintenance.

<sup>2</sup> Manchester contracts with St. Louis County to issue permits and enforce codes relating to residential and commercial mechanical, electrical, plumbing, explosives, fire suppression systems, elevators and conveyors, amusement rides, periodic inspections of mechanical equipment and land disturbance.

<sup>3</sup> While there is currently no program of residential occupancy permits and associated inspections in this area, residents could petition the County Council to authorize a Property Conservation District in their area. The City of Manchester has a residential occupancy permit and inspections program for rental units only. The program is not mentioned in the Plan of Intent. The City of Manchester contracts with St. Louis County to perform inspections of multifamily and single-family rental residences.

**Road improvements.** The Department of Highways and Traffic reports that road maintenance work that has been done in the area from 1999 to the present amounts to \$1,276,000. Projects have included concrete replacement, crackseal, asphalt overlay, microsurfacing, Americans with Disability Act (ADA) improvements and sidewalk rehabilitation work. In addition, the County spent \$4,326,900 on the Weidman Road project, which is on the Arterial Road System and will continue to be maintained by the County, even if the area is annexed.

An important project scheduled for 2006 is the replacement of a bridge on Braeshire Road at an estimated cost of \$2.3 million. Costs of the design, scheduled to begin next year are estimated at

\$300,000. If the area is annexed, maintenance of this road will be transferred to Manchester. The City has not indicated whether or not it would go forward with this project.

Street lighting. Manchester proposes to take over street lighting costs for lights in public rights-of-way. However, multi-family developments and a number of single-family developments would not benefit from this service because their lights are on private streets, not in public rights-of-way.

Police protection. The annexation area is part of St. Louis County's West County Precinct with headquarters at 645 Big Bend Road. There are 68 commissioned police officers assigned to this precinct and 8 officers (one beat) assigned to the annexation area. More than 150 detectives and crime scene investigators assist precinct officers as needed. In addition, 35 officers are assigned to the Tactical Operations Unit and Community Action Teams to assist with increased patrol and enforcement activities as needed. The department has 124 Crisis Intervention Team Officers that are trained to respond to incidents involving the mentally ill. Six patrol canine units assist in tracking and/or drug related incidents. The full resources of the internationally accredited St. Louis County Police Department are available to the area. In the event of a major crime, a large amount of personnel and specialized equipment could be deployed to the area.

The County's specialized police units plus the air Support Unit with five helicopters and a fixed-wing airplane, the Highway Safety Unit to enhance traffic enforcement and the crime laboratory frequently provide support and assistance to municipal departments within the County. However, the cumulative revenue losses from annexations limit the department's ability to provide countywide support and technical services to municipal police departments.

The St. Louis County Police Department has a ratio of 1.9 officers per thousand population, which is comparable to Manchester's ratio. The St. Louis County Police Department indicated that its average call response time is 4.56 minutes.

Because of the necessity of rapid response to all parts of its patrol area, the County police department will not be able to reduce personnel assigned to the unincorporated area of which this proposed annexation is a part. Rather, the department will lose revenues and economies of scale and have to function with a more fragmented patrol area.

Refuse collection. Manchester contracts with a private hauler for once weekly trash pick-up and for recycling services. For some developments that contract for twice-weekly service, this would be a reduction in service with the cost shifted from their homeowners' association to the City.

Parks and recreation services. If annexed, residents of the area would have access to Manchester's recreation facilities at reduced rates from what they would pay now. However, the City has not proposed the addition of parks or recreation facilities in the area. Love Park, which is located in the annexation area, would remain a County park. St. Louis County has been assembling land to develop a trail connecting Love Park with the Museum of Transport. Some of the Park Department's parcels of land along Grand Glaize Creek would be split by the proposed annexation boundary. With or without annexation, residents would have access to the County's extensive park system including Queeny Park, which is just north of the proposed annexation.



## **B. Services Not Affected**

The area is served by the West County EMS Fire Protection District, which is an independent taxing jurisdiction that will not be affected by annexation. Thus, residential property owners in the area will continue to pay the \$ 1.067 (2003 rate) per \$100 of assessed valuation and commercial property owners would continue to pay \$1.128 per \$100 of assessed valuation. The rate on personal property for households and businesses for 2003 was \$1.105 per \$100 assessed valuation.

The Missouri American Water Company and the Metropolitan St. Louis Sewer District will continue to provide water and sewer services, respectively. The area will continue to be served by the Parkway School District and the St. Louis County Library system, an independent jurisdiction that is not part of County government. These services would not be affected by annexation.

## **C. Impact on County Service Provision**

This annexation, if successful, would severely fragment St. Louis County service provision in this unincorporated area of St. Louis County. This annexation would remove 55 percent of the population and 35 percent of the land area that St. Louis County currently serves between Town and Country, Des Peres and Kirkwood on the east and Ballwin, Manchester and Valley Park on the west. The two unincorporated areas created by this annexation would be separated by a distance of 1.4 miles (shortest driving distance) and would require passing through municipalities between the two areas. This fragmentation of the County's service area would mean a significant loss of economies of scale. For example, police service could not be maintained with adequate response time without the existing staff level for the area.

## **V. LAND USE AND ZONING**

### **A. Existing and Proposed Land Use and Zoning**

The annexation area straddles one of the County's primary commercial roadways and contains a mixture of commercial, industrial/utility, residential and institutional land uses. Of the 2,597 total dwelling units in the area, 47 percent are single-family homes, 15 percent are condominiums, and 38 percent are in multiple-family apartment complexes. The area also includes a fire station, a church, 106 acres of subdivision common ground, a County park, some industrial and utility uses and a mixture of retail and office uses containing some 240 businesses.

There are fifteen zoning classifications within the area: PS Park and Scenic, NU Non-Urban, R-1 One-Acre Residence District, R-1A 22,000 square-foot Residence District, R-2 15,000 square-foot Residence District, R-3 10,000 square-foot Residence District, R-6A 4,000 square-foot Residence District, R-6AA 3,000 square-foot Residence District, R-6 2,000 square-foot Residence District, C-2 Shopping District, C-3 Shopping District, C-8 Planned Commercial District, M-1 Industrial District and M-3 Planned Industrial District. There are actually almost twice that many zoning districts, because most of these classifications also have the flood plain (FP) overlay district, that is FPPS, FPNU, FPR-2, FPR-3, etc.

Manchester's proposed zoning creates several problems for properties developed under St. Louis County's zoning ordinance:

Incompatible minimum lot size requirements: The largest number of single-family homes in the area are zoned R-2 15,000 square-foot Residence District. Because most were developed under a special zoning procedure, the Planned Environment Unit (P.E.U.) Procedure, smaller sized lots were balanced with common ground acreage to maintain the required overall density. As a result, the typical lot in this district is less than 13,000 square feet. Manchester has proposed Manchester zoning categories that more closely match the actual lot sizes in the subdivisions rather than the overall density. Thus, for example, subdivisions in St. Louis County's R-2 15,000 square-foot Residence District would be zoned in Manchester's R-3 Single-Family Residential district, which has a 10,000 square-foot minimum lot size, thereby increasing the allowable density from 3.9 units per acre to 4.3 units per acre.

Because of the range of actual lot sizes in the areas currently zoned R-2 15,000 square-foot Residence District – the smallest being 8,082 square feet – more than 20 percent of the lots that Manchester proposes to zone R-3 do not meet the 10,000 square-foot minimum lot size.

Manchester proposes to zone the Thomas Mason Place subdivision R-2, according to their map. That zoning category is not listed in the Plan of Intent. However, Manchester's R-2A category has a minimum lot size of 15,000 square feet, and 7 of the 16 lots (44 percent) in that subdivision do not meet that minimum size. The proposed Manchester zoning would therefore create a large number of non-conforming uses. As such, they could remain, but they could not be expanded nor could they be rebuilt if they were substantially damaged.

The multiple-family apartment units are developed in the R-6A, R-6AA and R-2 Residence Districts under the P.E.U. Procedure with some areas of the apartment complexes in the flood plain. The condominiums have R-1, R-2, R-3 and FPR-3 zoning and were also developed under the P.E.U. procedure. Manchester proposes to put both apartments and condominiums in their R-6 district and to use their Planned Residential District for properties under development along Dietrich Road that are now zoned R-1, R-1A and NU. Those zoning categories will accommodate the mix of densities and site designs of those developments.

Less development control for non-residential uses: Manchester proposes just one non-residential zoning district, C-1 Commercial District, for the variety of St. Louis County C-2, C-3, C-6, C-8, M-1 and M-3 uses in the Manchester Road corridor and along Weidman Road. As a replacement for St. Louis County's C-8 and FPC-8 Planned Commercial District zoning that is prevalent in the area, Manchester's C-1 zoning would offer less development control.

Also proposed for C-1 zoning is some currently R-7 and FPR-7 zoned vacant land on Mason Lane north of Love Park. In approving a request for an independent living facility for the elderly, St. Louis County used the P.E.U. procedure to require a forty-foot landscaped buffer adjacent to Love Park and to require a flood plain study to address concerns about effects on the park and the downstream creek banks and bridge abutments. If Manchester were to rezone this property to its C-1 Commercial District, as proposed, St. Louis County would have serious concerns about the impacts on the flood plain and the creek that flows from that property into Love Park, and would question whether Manchester's commercial zoning without special conditions would provide adequate protection for the park.

## **B. Comparison of City and County Zoning Ordinances**

The following analysis compares the provisions of existing St. Louis County zoning in the area proposed for annexation with the most similar City of Manchester zoning districts. Only limited information is provided in the Plan of Intent regarding details of the Manchester zoning districts.

Minimum floor area requirements: Manchester's zoning ordinance includes minimum floor area requirements, and St. Louis County's zoning ordinance does not. While it could not be determined how many units would be affected by this requirement, it could result in some properties becoming non-conforming uses.

More stringent setback requirements: Setback requirements within Manchester's Residential Districts are more stringent than in St. Louis County. For example, St. Louis County's required setbacks in R-1 for front, rear and side yards are 30 feet, 15 feet and 15 feet, respectively. Manchester, however, requires 30 feet (front), 35 feet (rear) and a side yard of 10 percent of the lot width up to 25 feet in their R-1 district. The imposition of these setbacks on existing development could create non-conformities and cause problems if property owners wished to add decks, garages, sheds or additions to their houses.

Lack of flood plain zoning: The annexation area contains a substantial amount of flood plain acreage. A large number of residential and commercial properties and part of Love Park are located in the flood plain of Grand Glaize Creek and therefore have the overlay flood plain zoning district. St. Louis County's flood plain overlay district limits the permitted and conditional uses and stipulates the portion of single-family lots that must be outside of the flood plain area. The Plan of Intent states that Manchester has a flood plain management ordinance, but its regulations are not spelled out. It is important that Grand Glaize Creek, a tributary of the Meramec River, be protected from damaging flood plain development.

Lack of park and scenic zoning: St. Louis County's 84-acre Love Park, currently in the Park and Scenic zoning district, would be zoned in Manchester's R-1 residential district. Grand Glaize Creek splits some of the parcels owned by the St. Louis County Parks Department; portions of these parcels that are east of the creek would remain in St. Louis County's Park and Scenic zoning district.

Lack of non-urban zoning category: There is no provision in the Manchester Zoning Ordinance for Non-Urban zoning, which under St. Louis County requires a minimum lot size of three acres for single-family dwellings. Properties currently zoned NU Non-Urban are proposed to be zoned in Manchester's R-1, R-2A and R-3 categories, thus increasing the allowable residential density to as many as 4.3 units per acre.

Treatment of Planned Environmental Units (P.E.U.'s): Much of the area was developed under St. Louis County's Planned Environmental Unit procedure, which allows for reduced lot sizes and reduced setbacks as a trade-off for common ground where a specific site-plan is approved and the overall density (units per acre) remains as specified in the underlying zoning district. Manchester has adopted a planned residential district as part of its zoning ordinance, but the Plan of Intent does not indicate the City's intention to apply that district to developments in the annexation area.

In summary, with the many differences between the provisions of the St. Louis County and the City of Manchester's Zoning Ordinance, it appears that many residential land uses have the potential to become non-conforming by virtue of lot size or setback requirements if the annexation

is successful. Manchester's proposed rezoning of non-residential uses offers less site-specific control of commercial uses, a fact which is of particular concern because of the large amount of environmentally sensitive flood plain area.

## **VI. SUMMARY OF ISSUES**

### **1. Compactness and Boundary Issues**

Although the proposed annexation is geographically reasonable for the City of Manchester, it creates very awkward boundaries within the part of unincorporated County of which this area is a central part. In addition, the area to which the County provides services would be significantly fragmented.

This annexation would take roughly the middle third of an unincorporated area that extends from the northern end of Queeny Park on the north to the Meramec River between Kirkwood and Valley Park on the south. The proposed annexation would create two separate unincorporated "pockets" within what is now a larger unincorporated area. While these "pockets" do not fit the statutory definition of a pocket, they are physically separated geographic areas that would be functionally isolated if the proposed annexation were approved.

The use of Grand Glaize Creek as the eastern boundary of this proposed annexation is also problematic. Besides the fact that creeks naturally meander and change course, a section of the creek along the proposed boundary has been rerouted in recent years as part of the Missouri State Highway facility on Barrett Station Road. Natural and engineered changes in the creek over time would create an uncertain municipal boundary.

### **2. Impact on Area Residents, Property Owners and Businesses**

Annexation by the City of Manchester would have a financial impact on residents, property owners and businesses in the annexation area that is not stated in the Plan of Intent. Table 4 of the Plan of Intent mistakenly lists identical property tax rates before and after annexation, showing Manchester's \$0.25 rate per \$100 of assessed valuation in both the before and after columns and including it in both the before and after totals. This inaccurate presentation of the property tax impact is misleading to potential voters on the annexation issue.

In the financial section of the Plan of Intent (page 10), in response to the question about tax rates for the area to be annexed, no mention is made of the increase in local sales tax rates from one percent (1%) to two and one-quarter percent (2 ¼ %) with the addition of Manchester's local option sales tax, capital improvements sales tax and park and stormwater sales tax. These additional sales taxes would raise the total sales tax rates that area businesses must charge from 6.075 percent to 7.325 percent. Residents would pay the additional taxes on retail sales including food and drugs at area businesses, and businesses would be required to charge the additional taxes. In addition, sales tax on the purchase of a \$20,000 vehicle by an annexation area resident will increase by \$250 (without a trade-in).

Business property owners would be subject to the additional property tax, and retail businesses

would also be required to charge an additional one and one-quarter percent sales tax. They would also be subject to Manchester's business license fees based on gross receipts. This information was not specified in the Plan of Intent.

Given Manchester's substantial reliance on sales tax revenues, a source that has been relatively flat in recent years, this annexation may do more to address Manchester's financial woes than to benefit residents of the annexation area.

If annexed, residents would experience a change in trash collection services. Currently, households contract individually for trash service from a private hauler. The single-family and condominium residents would receive once-a-week trash collection, nine-month yard waste, and every-other-week recycling services from the trash hauler under contract with the City of Manchester after an initial two-year period that is legislatively mandated by State law. Homeowners would not be charged for the trash collection services, which would be paid for out of City revenues. However, Manchester's level of trash service may be less than some residents are currently receiving through contractual arrangements.

Some residents seem to have exaggerated expectations regarding city takeover of street-lighting, snowplowing and sidewalk maintenance. These services would apply only to facilities in a public right-of-way and would not be offered on private streets that do not meet the City's standards. Most streets in multi-family developments and some streets in single-family developments are private and would not be taken over by the City.

Manchester's proposal leaves considerable uncertainty about specific capital improvements planned for the area. In particular, the Braeshire Road bridge project is a \$2.3 million bridge replacement which the County has scheduled for 2006. Manchester has not committed to specific improvements in its Plan of Intent.

For a large number of property owners, the imposition of Manchester's zoning could make their homes non-conforming uses because of Manchester's lot size and setback requirements. That status would limit their ability to expand their homes or rebuild them in case of substantial damage.

### **3. 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 \$1,664,308. The County would be left with two smaller, more difficult to serve unincorporated areas that could not be reached from one another without passing through municipalities. The County would lose economies of scale and would not be able to reduce manpower to serve the area in proportion to the loss of revenue. Police staffing, for example, would need to remain at current levels to assure adequate response time to the two remaining unincorporated areas north and south of the annexation.

The cumulative effect of large annexations such as these is to reduce County revenue and fragment service provision, eroding economies of scale. Meanwhile, the cost of County assistance to municipalities such as the provision of specialized police service would gradually be shifted onto a smaller unincorporated tax base.

#### **4. Impact on Remaining Unincorporated Area Adjacent to the Annexation**

This proposed annexation would clearly not be beneficial to the residents of the two smaller unincorporated areas that would remain to the north and south of the annexation. Their areas would be more difficult for St. Louis County to serve, and they would likely suffer slower response times for some services. Their likelihood of future annexation to neighboring cities would be reduced by the fact that Manchester would have already annexed the commercial properties along Manchester that would be most attractive for cities considering future annexations. They would share with other unincorporated residents the problem of how to finance services to St. Louis County's more fragmented service area with a reduced tax base.

#### **5. Impact on Annexing Municipality**

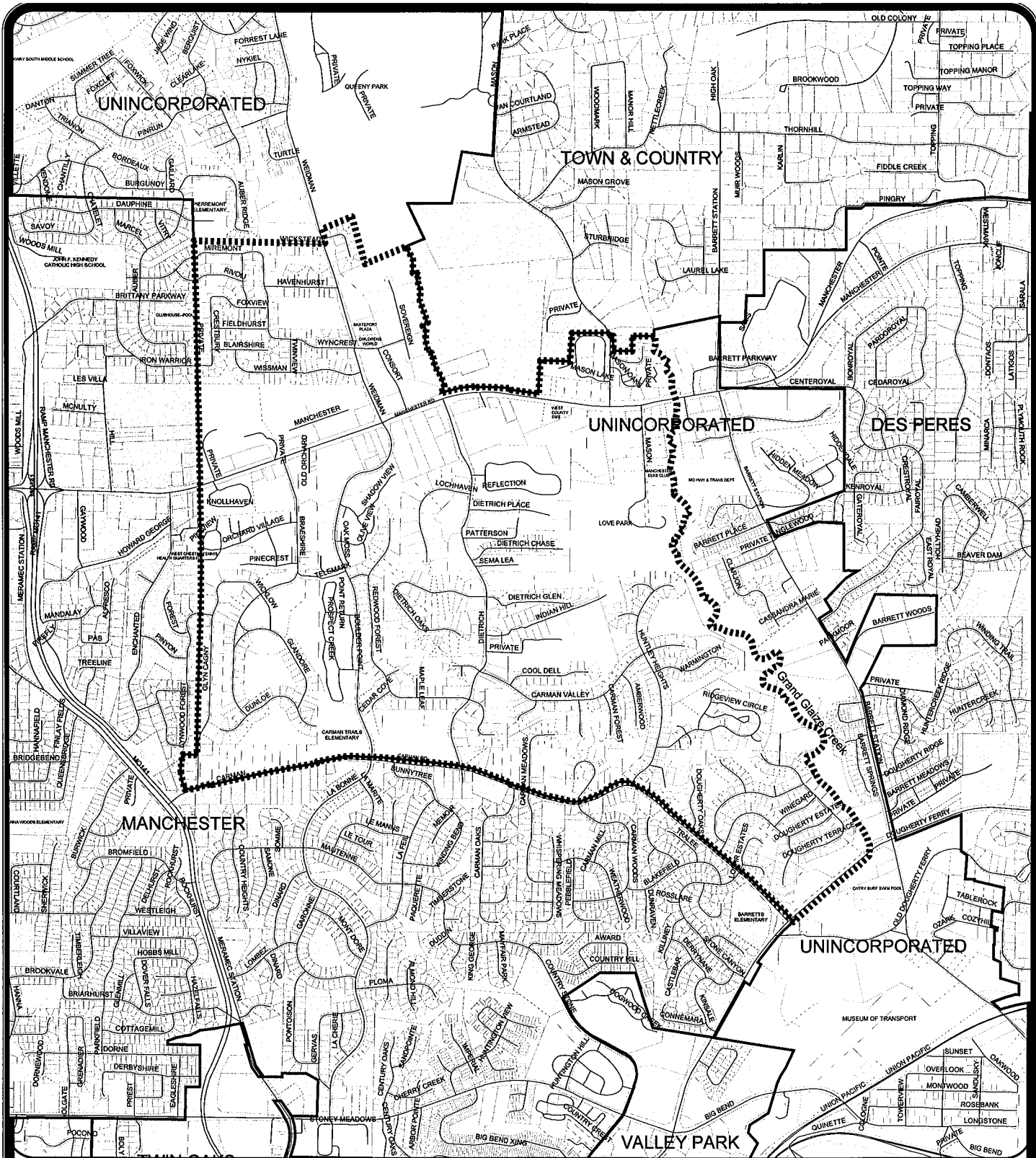
Manchester would reap an annual windfall of at least \$1,000,000 by annexing this area. The annexation would allow them to spread the expense of their recent bond issue for the public safety building over a larger area and population, and they would have significant new commercial and industrial area from which to draw revenues.

### **VII. Recommendation of St. Louis County**



St. Louis County strongly opposes this annexation. The proposed annexation is not in the best interest of the area proposed to be annexed nor is in the best interest of the adjacent unincorporated areas and the County as a whole for the following reasons:

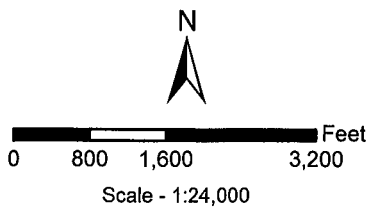
- Residents, property owners, and businesses in the affected area will experience significant and unnecessary tax and fee increases.
- The annexation would result in the fragmentation of an unincorporated area that is now efficiently and effectively served by the County.
- Residents of the nearby unincorporated areas north and south of the annexation would be particularly disadvantaged by the fragmentation of the County's service area; it would be more difficult for the County to maintain prompt service to those areas.
- The use of Grand Glaize Creek as the eastern boundary of the annexation is problematic, creating an uncertain municipal boundary that could shift over time.
- Manchester would reap an unreasonable annual windfall of at least \$1,000,000 if this annexation were approved. That amount represents the additional revenue that will be generated within the area from Manchester's additional taxes and fees.
- St. Louis County would experience an annual revenue loss of over \$1.6 million as a result of this annexation. The result would be an erosion of the ability of taxpayers to benefit from the economies of scale the County is able to offer in providing efficient and effective regular and specialized municipal-type and countywide services to its citizens.

St. Louis County believes that the requested annexation offers lopsided advantages to the proposing municipality to the detriment of the residents, property owners, and businesses of the affected area, the adjacent unincorporated area, as well as the rest of the citizens of St. Louis County, whether they live in other municipalities or in unincorporated areas. Thus, St. Louis County recommends that the Boundary Commission disapprove this proposal.



# City of Manchester Proposed Annexation Area

-  Municipalities
-  Proposed Annexation



Prepared by  
St. Louis County  
Department of Planning  
September 2004

**St. Louis COUNTY PLANNING**  
GEOGRAPHIC INFORMATION SYSTEMS



Scale is 1:60,000

1" equals approximately .96 miles

# Manchester Annexation

St. Louis County, MO

## Legend

- Rivers and Creeks
- Transportation
- County Parks
- Rivers
- Streets
- Unincorporated County

Prepared by the St. Louis County Department of Planning  
September 2004

Sources: St. Louis County Departments of Parks, Planning, Police, and Revenue, and the city of Manchester.

Notes: This map depicts boundaries for the areas in question. These boundaries are solely for representational purposes and do not in any way supersede the legal descriptions of the various municipalities and/or annexation areas.

