

Saint Louis
COUNTY
PLANNING

Charlie A. Dooley
County Executive

Glenn A. Powers
Director of Planning

October 14, 2008

St. Louis County Boundary Commission
168 North Meramec Avenue – Suite 140
Clayton, Missouri 63105

Re: St. Louis County comments regarding annexation of Paddock Estates Subdivision (“Area 29”) proposed by the City of Florissant (BC 0801).

Dear Members:

On behalf of St. Louis County Government, the Department of Planning would like to take this opportunity to convey our comments regarding the annexation proposed by the City of Florissant of the Paddock Estates Subdivision. The attached report provides information from the perspective of St. Louis County government for the commission to consider as it proceeds in its deliberations.

Additionally, I would like to address two questions that were asked by commissioners at the public hearing on September 23rd. First, I would like to respond to the question “*What percentage of the County budget is the Police Department budget?*” The County Police budget is part of St. Louis County’s General Fund. In 2008, the County’s General Fund budget is \$227,454,425. The General Fund consists of the County departments and programs that administer the general functions of County Government. The functions are broadly categorized in seven areas: 1) General Government (County Council, County Executive, Public Administrator, County Counselor, Planning, Garage Operations, and Miscellaneous Offices), 2) Elections, 3) Administration, 4) Public Works, 5) Revenue, 6) Human Services, and 7) Public Safety. Public Safety includes the Departments of Police, Municipal Court, Judicial Administration, Justice Services, and Prosecuting Attorney.

In 2008, the County Police Department budget is \$84,701,215, a 5.65% increase from 2007. The Police Department’s share of the General Fund Budget is 37.2%. Caution should be exercised, however, in directly comparing the County’s budget with a municipal budget. The County General Fund includes some functions that are strictly county functions, such as elections and circuit court. The County Police Department, too, includes functions such as Helicopter Operations and Police Academy, which serve both county and municipal purposes.

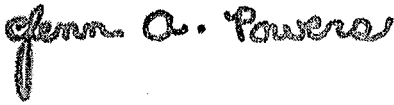
Second, I would like to address the question that was raised about the *hiring and allocation of police officers*. During the 2008 budget process, the Department was given additional funding to fill 25 police officer positions. These 25 positions have been assigned to the Division of Patrol, and the Divisions of Criminal Investigations, Division of Special Operations and the Division of Operational Support.

In the County’s 2009 proposed budget funding is recommended for additional police officers. The distribution of these officers, however, has yet to be determined. Further, in addition to the new positions being proposed in the 2009 budget, sixteen (16) officers will be graduating from the Police Academy on December 18, 2008 with another fifteen (15) graduating on March 19, 2009. These newly hired officers will fill positions vacated by resignations and retirements. The newly hired officers will also fill open positions created by officers on military leave.

I hope this information clarifies the commission's questions about the County's police budget and staffing situation. As we have indicated in the past, St. Louis County is committed to providing excellent services and strives to be the government of choice for its residents.

If I may be of further assistance or provide additional assistance, please do not hesitate to contact me or Lori Fiegel, Comprehensive Planning Manager.

Sincerely,

A handwritten signature in cursive script that reads "Glenn A. Powers". The signature is written in black ink and is positioned above the typed name.

Glenn A. Powers
Planning Director

I. INTRODUCTION

A. Purpose

The purpose of this report is to provide information regarding a proposed annexation of 87 acres (.14 square miles) of unincorporated St. Louis County by the City of Florissant. This analysis is primarily based on a review of the Plan of Intent submitted to the Boundary Commission by the City of Florissant, as well as a comparison of City and County data.

B. Recent Boundary Change History

There have been several unsuccessful attempts by the City of Florissant to annex the Paddock Estates area throughout the years. The recent boundary change history of the Paddock Estates area since 1990 is summarized in the following table.

TABLE 1

RECENT BOUNDARY CHANGE HISTORY		
Year	Proposal	Action
1990	Annexation proposal filed by the City of Florissant	Disapproved by the Boundary Commission on July 25, 1990
1994	Annexation proposal filed by the City of Florissant	Defeated at election on November 8, 1994
1998	Parker Road/Halls Ferry Unincorporated Zone Proposal	<ul style="list-style-type: none"> • Missouri statutes provide a process to petition to remain unincorporated for a five-year period, with issue placed on ballot for voter approval • An area including Paddock Estates was proposed for an Unincorporated Zone; the principal proposing agent was a resident of Paddock Estates subdivision • The Board of Elections certified a petition of 835 registered voters • The Boundary Commission approved the proposal to be placed on the ballot on November 2, 1999 • Florissant filed lawsuit suit against Boundary Commission • Missouri legislature abolished Boundary Commission and lawsuit becomes moot; issue is never placed on ballot
2004	Paddock Estates/Marietta annexation proposal filed by the City of Florissant	<ul style="list-style-type: none"> • Florissant proposed a simplified annexation by collecting 75% of the signatures of registered voters • Boundary Commission decided to place annexation issue on the November 2, 2004 ballot • Defeated at election: 58% NO, 42% YES

Source: St. Louis County Department of Planning.

II. GEOGRAPHIC INFORMATION

A. General Description of the Area Proposed to be Annexed

The 87 acre area proposed for annexation is generally bounded by the city limits of Florissant on the west and north, including a portion that is completely surrounded by the Golf Club of Florissant; the city limits of Black Jack on the east; and unincorporated St. Louis County on the south. The Paddock Estates subdivision includes 274 housing units, all of which are single-family residences. The area proposed for annexation also includes an office building and a day care facility on the northeast corner of New Halls Ferry Road and Marietta Drive. Basic data for the proposed annexation area are provided in the following table.

TABLE 2

BASIC ANNEXATION AREA DATA	
Area ¹	87 acres (.14 square miles)
Population ²	588
Housing Units ²	274
Total Assessed Valuation ¹	\$9,078,857
Assessed Valuation Per Capita ¹	\$15,440

Sources:

¹ St. Louis County Department of Planning.

² Census 2000.

B. Compactness and Other Boundary Issues

Florissant's Plan of Intent indicates that the area proposed to be annexed is 69 percent contiguous to the City. With the exception of the portion that is entirely surrounded by the City's golf course, the addition of the Paddock Estates area does not necessarily result in a more regular or natural boundary between the City and the County.

III. FINANCIAL IMPACTS OF PROPOSED ANNEXATION

According to the Plan of Intent, the City does not levy a property tax. The City's utility tax rate is currently 5 percent, which is equal to the St. Louis County rate. The City's sales tax rate is 7.075%, which is one cent higher than the unincorporated County rate of 6.075%. The City's additional one cent sales tax is dedicated in equal amounts to capital improvements and parks. As a "pool" sales tax city, Florissant receives sales tax revenue on a per capita basis.

A. Impact on Area Residents and Property Owners

Annexation by the City of Florissant would have a minimal financial impact on residents and property owners in the annexation area. Property tax and utility tax would not change.

If the area were annexed by the City of Florissant, sales tax on any purchases made within the annexation area will increase from 6.075% to 7.075%. Since there are no commercial properties currently within the area proposed to be annexed, there will be no effect on retail store purchases. However, sales tax on the purchase of a \$20,000 vehicle will increase by \$200 (without a trade-in).

If annexed, residents could experience a change in trash collection services. St. Louis County's residential trash district program became operational on September 29, 2008. Basic service includes one a week trash pickup, once a week curbside recycling pickup, and two annual bulky pickups. The County has contracted with IESI to provide service to District 1, which includes the Paddock Estates subdivision, at a monthly cost of \$12.09 per household for Year 1, \$12.63 for Year 2, and \$13.14 for Year 3. Paddock Estates has opted out of the County's trash program. Currently, households in the City of Florissant individually contract for trash service from a private hauler. However, the City plans to contract with a single hauler to provide trash service for its residents in the immediate future. Homeowner savings, if any, from the change in service are not specified in the Plan of Intent.

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 \$130,353. A breakdown of County revenue loss by funding source is provided in the following table.

TABLE 3

ESTIMATED ANNUAL COUNTY REVENUE LOSS FROM THE PROPOSED ANNEXATION	
	Annexation Area
Sales Tax ¹	\$59,753
Utility Tax ²	27,400
C.A.R.T. ³	20,593
County Road and Bridge Tax ³	9,533
Cigarette Tax ⁴	2,017
Cable TV Tax ³	2,466
Fees & Fines ⁴	8,591
TOTAL	\$130,353

Sources:

- ¹ Estimate based on \$127.62 per capita less the County annexation adjustment.
- ² Assumes average annual utility bill of \$2,000 and a 5% utility tax for residential units; non-residential estimates are not accurate at a small area level.
- ³ Estimate by the St. Louis County Department of Highways and Traffic.
- ⁴ Estimate by the St. Louis County Department of Planning.

C. Impact on Annexing Municipality

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

TABLE 4

CITY AND COUNTY ESTIMATE OF BALLWIN'S NEW ANNUAL REVENUES		
Source	County Estimated Amount	City Estimated Amount⁶
Sales Tax ¹	\$75,041	\$78,057
Utility Gross Receipts Tax ²	27,400	34,250
Capital Improvement Sales Tax ³	36,897	36,897
State Road Aid ⁴	24,820	23,784
County Road and Bridge ⁴	9,533	9,533
Cigarette Tax ⁵	2,017	1,882
Cable TV Tax ⁴	2,466	5,918
Sewer Lateral Insurance Fee ³	13,563	13,563
Permits and Inspections ³	5,880	5,880
TOTAL	\$197,617	\$209,764

Sources:

¹ County estimate based on \$127.62 per capita.

² County estimate assumes average annual utility bill of \$2,000 with utility gross receipts tax rate of 5% for residential units; non-residential estimates are not accurate at a small area level.

³ City of Florissant estimate.

⁴ County estimate by the St. Louis County Department of Highways and Traffic.

⁵ County estimate by the St. Louis County Department of Planning.

⁶ Estimates from Florissant Plan of Intent, Fiscal Year One.

The County estimates that Florissant will receive \$197,617 from the area if annexed; the City estimates revenues of \$209,764. The difference between total estimates is \$12,147.

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 5

CITY ESTIMATE OF ANNUAL EXPENDITURES FOR THE AREA	
Service	Estimates for Expenditures
Administrative	\$22,000
Municipal Courts	4,500
Senior & Health Services	7,500
Parks, Recreation, Theater, Civic/ Community Centers, Pools, Golf Course	27,000
Public Works, Streets, Building, Engineering	26,000
Sewer lateral Insurance/Repair Program	8,000
Police	66,500
Capital Improvements	26,000
Park Improvements	23,000
TOTAL	\$210,500

Source: City of Florissant Plan of Intent.

The Plan of Intent states that the revenues received by this area will be adequate to provide all City services to this area in a first-class fashion. The Plan also states that three-year capital improvement projects for street repairs, sidewalks and ADA accessible curb cuts, and new street lights in the Paddock Estates area are anticipated to proceed immediately after annexation

Given the revenues estimated by the County to be generated from the annexation area and the cost of anticipated City services to the area, Florissant's expenses would exceed its revenues by \$12,883 per year as a result of annexing this area.

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

TABLE 6

SERVICES		
Service	Current Provider	Proposed Provider
Police Protection	St. Louis County	City of Florissant
Fire Protection/EMS/ALS	Black Jack Fire Protection District	
Streets ¹	St. Louis County	City of Florissant
Sidewalk Improvement and Repair	St. Louis County	City of Florissant
Parks and Recreation	St. Louis County	City of Florissant
Refuse Collection	Property Owner ²	Property Owner
Street Lighting	Property Owner	City of Florissant
Planning, Zoning, and Subdivision Regulations	St. Louis County	City of Florissant
Building Code, Mechanical Permits and Inspections	St. Louis County	City of Florissant
Residential Occupancy Permits and Inspections	St. Louis County	City of Florissant
Health Services— Rodent Control, Mosquito Fogging, Animal Control	St. Louis County	City of Florissant
Municipal Court	St. Louis County	City of Florissant

Notes:

¹ 4.86 miles of roads on the County Road System will be transferred to Florissant if the annexation occurs.

² Paddock Estates has opted out of the County's residential trash district program.

St. Louis County as a Service Provider

As one of the largest providers of local services in the state of Missouri, St. Louis County offers a full range of services to unincorporated residents (see Table 6). In North County, St. Louis County operates a North County Government Center staffed with more than 80 employees. The area is also served by 110 commissioned officers in the North County (1st) Police Precinct, whose headquarters and five neighborhood stations are located in the area. The County has employees who only work only in North County, such as zoning inspectors who routinely work in the same neighborhoods. There are 35 employees from the Department of Highways and Traffic who work out of the North County Maintenance Station maintaining more than 284 center line miles of local roads. North County also has 12 County park sites totaling over 1,150 acres, including the North County Recreation Complex.

Provision of County Services

St. Louis County currently is able to reasonably access the area proposed to be annexed via New Halls Ferry Road. St. Louis County provides quality efficient municipal services to the proposed annexation area and will continue to do so if the area remains unincorporated.

St. Louis County-Neighborhood Partnerships

The County's Neighborhood Preservation Strategy is a program designed to strengthen neighborhoods by working closely with associations and residents. St. Louis County's partnership with Paddock Estates through this program began in 2005. The following table provides a timeline of activities associated with this partnership.

TABLE 7

PARTNERSHIP WITH PADDOCK ESTATES	
Year	Activity
April 2005	Meeting with Paddock Estates trustees
May 2005	Neighborhood survey
May 2005	Neighborhood meeting
June—November 2005	Action to address neighborhood issues
November 2005	Neighborhood newsletter
June 2006	Neighborhood survey
July 2006	Community profile
February 2008	Neighborhood meeting

Source: St. Louis County Department of Planning.

As a result of this partnership, the County was able to focus on the top three neighborhood issues: street repair, safety, and property maintenance.

The Department of Highways and Traffic inspected the subdivision streets and replaced about 30 sections of deficient pavement, including Estates Drive at Lisa Drive, Fairway Drive at Lisa Drive, and Club Grounds South Drive, north of Fairway Drive.

The Police Department reported that the number of calls and hours spent responding to service needs have been decreasing since 2005, with 300 calls for service in 2005, 281 in 2006, 278 in 2007, and 242 in 2008 (to date). Most calls for service are of a non-criminal nature (i.e., accidental alarm soundings, accidental injuries, sick cases, etc.) Based on crimes reported in 2007, Paddock Estates subdivision had a crime rate of 10.2 crimes per 1,000 population while the City of Florissant had a crime rate of 27.1.

St. Louis County Police have responded to other safety and security concerns in the subdivision by helping to establish a Neighborhood Watch program, performing periodic bike patrols, monitoring speeding activity with special radar assignments, and working closely with the Problem Properties Unit and the precinct's gang officer.

The Office of Neighborhood Preservation conducts regular sweeps in the Paddock Estates subdivision. In 2006, 61 tickets were issued and eight cases were sent to court. In 2007, 64 tickets were issued and three cases were sent to court. In 2008, 36 tickets have been issued to date and one case has been sent to court. The most common violations are unlicensed cars, minor painting deficiencies, high grass, and yard debris.

Neighborhood Preservation also conducted a property condition survey of the Paddock Estates subdivision in 2008. The survey found property conditions in the subdivision to be extremely good, ranking in the 97th percentile in unincorporated North County and in the 95th percentile in all unincorporated County.

B. Services Not Affected

The area is serviced by the Black Jack Fire Protection District, which is an independent taxing jurisdiction that will not be affected by annexation. 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 Ferguson-Florissant School District and the St. Louis County Library system. The services provided by these jurisdictions and their respective tax rates would not be affected by annexation.