

# ST. LOUIS COUNTY, MISSOURI

BUZZ WESTFALL, COUNTY EXECUTIVE

DEPARTMENT OF PLANNING  
JUNE MCALLISTER FOWLER, DIRECTOR

June 25, 1996

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

Re: Proposed Florissant Annexation (BC 9603 - Crest Aire Subdivision)

Dear Commissioners:

St. Louis County Government is pleased to submit its analysis of the annexation proposed by the City of Florissant. 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,

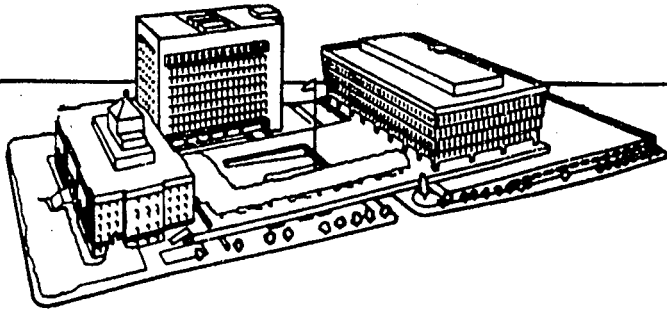
  
June McAllister Fowler, Director  
Department of Planning

JMF/LJG/dhc  
(bnd\crestair.flo)



**PROPOSED ANNEXATION BY  
CITY OF FLORISSANT  
(CREST AIRE SUBDIVISION)**

**Report on BC 9603 Prepared by:  
St. Louis County Department of Planning  
for Submittal to:  
Boundary Commission, St. Louis County  
June 25, 1996**



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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.

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# ANALYSIS OF PROPOSED FLORISSANT ANNEXATION

## CREST AIRE SUBDIVISION

### TABLE OF CONTENTS

	<b>Page</b>
<b>I. Introduction</b>	
A. Purpose of Report .....	1
B. History of Previous Annexation Proposals Affecting Area .....	1
<b>II. Area Proposed to be Annexed</b>	
A. General Description .....	2
B. Land Use and Zoning .....	3
C. Comparison of City and County Zoning .....	3
<b>III. The Annexing City: Financial Background</b>	
A. Revenues .....	4
B. Expenditures .....	6
C. Summary of Finances .....	6
<b>IV. Provision of Services</b>	
A. Existing and Proposed Services .....	7
B. Services Not Affected .....	8
<b>V. Impacts of Proposed Annexation</b>	
A. Impact on Area Residents, Property Owners, and Businesses .....	9
B. Impact on St. Louis County .....	11
C. Impact on Annexing Municipality .....	11
<b>VI. Compactness and Other Boundary Issues .....</b>	<b>14</b>
<b>VII. Analysis of Additional Issues .....</b>	<b>14</b>
<b>VIII. Summary of Issues by Boundary Commission Factor .....</b>	<b>16</b>
<b>Attachment: Map</b>	
<b>Appendix: Correspondence from other County Departments</b>	

## **I. INTRODUCTION**

### **A. Purpose**

The purpose of this report is to provide information regarding a proposed annexation of 75.52 acres of unincorporated St. Louis County by the City of Florissant. 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 Florissant.

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

This area has been the subject of various attempted annexations by the City of Florissant over the last two decades. One earlier attempt that was on the ballot was defeated by voters in November, 1985.

The area was also part of a larger 1,015 acre area sought for annexation by the City of Florissant via a previous Boundary Commission. While the Boundary Commission approved the proposed annexation on February 9, 1993 over a competing proposal by the City of Hazelwood, the City did not pursue an annexation election due to legal challenges to the Commission's authority.

Most recently, the City of Florissant attempted to annex a nearly identical 72.05 acre area at a November 8, 1994 election. The proposition was defeated at the polls.

The City of Hazelwood has also filed a proposal with the Boundary Commission to annex the

identical Crest Aire Area. This proposal is also pending before the Boundary Commission at this time.

## **II. AREA PROPOSED TO BE ANNEXED**

### **A. General Description**

The 75.52 acre area proposed for annexation is located along the northwestern limits of Florissant. It is bounded by the City on the north, east, and west. To the south is the City of Hazelwood. Basic data for the area are provided in the following table.

**TABLE 1**

<b>BASIC ANNEXATION AREA DATA</b>	
Area <sup>1</sup>	75.52 acres
Population <sup>2</sup>	698
Dwelling Units (1996) <sup>1</sup>	215
Total Assessed Valuation <sup>3</sup>	\$4,747,033
Assessed Valuation Per Capita <sup>1</sup>	\$6,801

Sources: <sup>1</sup> St. Louis County Department of Planning  
<sup>2</sup> 1990 U.S. Census  
<sup>3</sup> St. Louis County Departments of Revenue and Planning,  
April, 1996

## **B. Land Use and Zoning**

The predominant land use in the area proposed for annexation is single family residences all zoned R-3 10,000 square foot Residence District. A few non-residential land uses are situated along Howdershell Road. A C-2 Shopping District zoned tract contains a small neighborhood shopping center, a service station/convenience store, and an oil change facility. Two C-8 Planned Commercial District zoned parcels are occupied by a dentist's office and a day care facility.

## **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 Florissant zoning districts. Only limited information is provided in the Plan of Intent regarding details of the Florissant zoning districts. Most of the information was obtained from previous analyses of Florissant's Zoning Ordinance conducted in conjunction with reviews of past annexation proposals by the City.

The County's R-3 Residence District and the City's R-3 Single Family District are similar in minimum lot size required (10,000 sq. ft.) and side yard setbacks (8 ft.). However, the County only requires a 20 foot front yard. Since the homes in the Crest Aire Subdivision have a 30 foot setback this provision should not cause a problem.

The uses permitted by the City's B-2 Central Business District are generally similar to those listed in the County's C-2 Shopping District. However, all restaurants would require a special permit.

The City's B-5 Planned Commercial District provides the opportunity to request uses permitted in any of the B Commercial Districts. The district is modeled after the County's C-8 Planned Commercial District.

In summary, it does not appear that any obvious problems regarding zoning would result if the area is annexed by the City. Any unforeseen non-conformities that might occur due to small differences between the City and County zoning ordinances could be rectified by the City's Board of Zoning Adjustment on a case-by-case basis as the need arises.

### **III. THE ANNEXING CITY: FINANCIAL BACKGROUND**

#### **A. Revenues**

The City's fiscal year 1995 property tax rate is \$.08 per \$100 of assessed real estate and personal property value. The City's utility tax rate is currently seven percent, which was raised from four percent in 1992. This is higher than St. Louis County's utility tax rate of five percent. Florissant is a "pool" sales tax city, meaning that it receives sales tax revenue on a per capita basis, rather than based on retail sales activity within its borders. The following table illustrates the major sources of General Fund revenues for the City.



**TABLE 2**

<b>SOURCES OF GENERAL FUND REVENUES</b>		
<b>Sources</b>	<b>1995 (Actual)</b>	<b>Percent of Total Budget</b>
Sales Tax	\$5,391,662	38.4
Utility Tax	3,320,674	23.6
Gasoline Tax	1,431,203	10.2
Cigarette Tax	233,958	1.7
County Road Funds	380,647	2.7
Property Tax	290,086	2.1
Licenses and Permits	805,180	5.7
Other	2,187,189	15.6
<b>TOTALS</b>	<b>14,040,599</b>	<b>100.0</b>

**Source:** City of Florissant Financial Statements for fiscal year ended November 30, 1995.

Sales tax receipts and gross receipts taxes on utilities account for the largest share (over sixty percent combined) of the City's General Fund revenues. Other income sources (which include charges for services and fines) and State gasoline tax funds are the next two largest revenue categories contributing to the General Fund.

## B. Expenditures

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

**TABLE 3**

<b>GENERAL FUND EXPENDITURES</b>		
<b>Sources</b>	<b>1995 (Actual)</b>	<b>Percent of Total</b>
Administration	\$1,528,128	10.4
Public Works	4,856,689	32.9
Police	5,093,178	34.6
Culture and Recreation	2,581,972	17.5
Municipal Court	222,444	1.5
Health	270,424	1.8
Senior Services	191,931	1.3
<b>TOTALS</b>	<b>\$14,744,766</b>	<b>100.0</b>

Source: City of Florissant Financial Statements for fiscal year ended November 30, 1995.

Over one-third (34.6 percent) of the City's General Fund revenues are spent on police protection. Nearly another one-third (32.9 percent) of the budget is devoted to public works activities, which includes street repair and maintenance and street lighting. The City commits close to one-fifth (17.5 percent) of its spending to culture and recreation. Approximately one-tenth (10.4 percent) of the budget is used for administrative expenses.

## C. Summary of Finances

A summary of Florissant's financial position is presented in the following table.

**TABLE 4**

<b>SUMMARY OF FINANCES</b>	
	<b>Actual 1995<sup>1</sup></b>
Revenues <sup>2</sup>	\$14,874,160
Operating Expenditures	14,930,285
Excess of Revenues Over (Under) Operating Expenditures	<b>(56,125)</b>
Capital Expenditures	4,074,538
Excess of Revenues Over (Under) Total Expenditures	(4,361,444) <sup>3</sup>
<b>Fund Balance</b>	<b>\$4,668,590</b>
Bonded Indebtedness	\$4,490,000

Notes: <sup>1</sup> Florissant's Fiscal Year is December 1 to November 30.

<sup>2</sup> Includes General Fund and other revenues.

<sup>3</sup> Amount adjusted by addition of \$200,000 from other financing sources and subtraction of \$430,781 for debt service expenses.

Source: City of Florissant, Financial Statements for fiscal year ended November 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 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 5

SERVICES		
Service	Current Provider	Proposed Provider
Police Protection	St. Louis County	City of Florissant
Fire Protection/EMS/ALS	Florissant Valley FPD	Florissant Valley FPD
Streets	St. Louis County	St. Louis County, City of Florissant <sup>1</sup>
Sidewalk Improvement and Repair	St. Louis County	Property Owner
Parks and Recreation	St. Louis County	St. Louis County, City of Florissant
Refuse Collection	Private Haulers	Private Haulers
Street Lighting	Property Owner	City of Florissant
Planning, Zoning, and Subdivision Regulations	St. Louis County	City of Florissant
Building Code, Mechanical Permits and Inspections <sup>2</sup>	St. Louis County	St. Louis County, City of Florissant
Residential Occupancy Permits and Inspections <sup>3</sup>	None	City of Florissant
Health Services - Rodent Control, Mosquito Fogging, Animal Control	St. Louis County	City of Florissant <sup>4</sup>
Municipal Court	St. Louis County	City of Florissant

<sup>1</sup> Some 2.27 miles of roads on the County Road System would be transferred to Florissant if the annexation occurs. However, maintenance of .24 miles of Howdershell Road, which is on the Arterial Road System, will remain a County responsibility.

<sup>2</sup> Florissant contracts with St. Louis County to issue permits or enforce codes relating to commercial mechanical inspections (including periodic mechanical), elevators, amusement activities, commercial electrical, commercial plumbing, explosives, and weights and measures.

<sup>3</sup> 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.

<sup>4</sup> While the City of Florissant would assume primarily responsibility for these services, St. Louis County would continue to provide certain rodent and animal control services even if the area is annexed by the City.

## B. Services Not Affected

The area is serviced by the Florissant Valley Fire Protection District, which is an independent taxing jurisdiction that will not be affected by annexation. Thus, property owners in the area will

continue to pay the 1995 tax rate of \$.66 per \$100 of assessed valuation.

The St. Louis County 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 Hazelwood School District 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**

Annexation by the City of Florissant would have a financial impact on residents, property owners and businesses in the annexation area. With the Florissant property tax rate of \$.08, a residential property owner in the annexation area with a \$70,000 home with an assessed valuation of \$13,300 would pay an additional \$11 per year in real property taxes. The \$.08 tax rate is also applicable to personal property. Assuming \$4,000 of personal property, a typical resident would pay an additional \$3 per year in taxes.

The City's seven percent utility tax rate would result in an increase in utility taxes of approximately \$40 per year for a typical single family home. Together with additional property and personal property taxes a typical single family homeowner would pay \$54 more per year in taxes to the City of Florissant if the annexation is successful. The Plan of Intent indicates that the City would provide street lighting. It is not noted to what extent this service would be provided or what the

anticipated financial benefit to the home owner would be. However, if the area is annexed by the City, sidewalk improvement and repairs costs would be borne by the individual homeowner. This service is currently provided by St. Louis County.

As a point of information on tax rates, it should be noted that the current County tax rate is \$.58 per \$100 of assessed valuation of real and personal property, not \$.72 as stated in the City's Plan of Intent. All property owners will continue to pay this tax to the County even if the area is annexed. In addition, \$.105 collected for the Road and Bridge Tax from the County's \$.58 total tax rate would go to Florissant if the annexation occurs.

Any business located in the annexation area would also be subject to the City's \$.08 tax rate on real and personal property and the additional two percent tax paid on utility usage over the current five percent charged by St. Louis County. For example, a commercial property owner with property valued at \$400,000 and assessed at \$128,000 would pay additional City taxes on real property totalling \$102 per year.

The City also imposes additional annual merchants, manufacturers, and other business license fees, which are in addition to a standard \$5 business license fee and a tax on merchant's and manufacturer's equipment paid to St. Louis County by businesses in both unincorporated and incorporated areas. The City's merchant license fees are \$.50 per \$1,000 of gross receipts to \$300,000 and \$1 of gross receipts over \$300,000. Thus, a merchant with gross receipts of \$500,000 would pay a fee of \$350. Other businesses pay a flat fee as specified in a City ordinance; most start at \$25.00.

## 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 \$118,951. A breakdown of County revenue loss by funding source is provided in the following table.

**TABLE 6**

<b>ANNUAL COUNTY REVENUE LOSS FROM THE PROPOSED ANNEXATION</b>	
	<b>Annexation Area</b>
Sales Tax <sup>1</sup>	\$71,859
Utility Tax <sup>2</sup>	25,248
C.A.R.T. <sup>3</sup>	12,325
County Road and Bridge <sup>3</sup>	4,984
Cigarette Tax <sup>4</sup>	2,987
Cable T.V. Tax <sup>5</sup>	1,548
<b>TOTAL</b>	<b>\$118,951</b>

<sup>1</sup> Based on \$102.95 per capita.

<sup>2</sup> Assumes average annual utility bill of \$2,000 and a 5% utility tax.

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

<sup>4</sup> Based on \$4.28 per capita.

<sup>5</sup> St. Louis County calculates (Housing Units x .5) x (Annual Average Cost of Cable) x .03 = \_\_\_\_\_

## 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 7

CITY AND COUNTY ESTIMATE OF FLORISSANT'S NEW ANNUAL REVENUES		
Source	County Estimated Amount	City Estimated Amount <sup>9</sup>
Sales Tax <sup>1</sup>	71,859	73,700
Utility Gross Receipts Tax <sup>2</sup>	35,347	41,900
State Road Aid (Gasoline and motor vehicle) <sup>3</sup>	21,785	16,400
County Road and Bridge <sup>4</sup>	4,984	3,800
Cigarette Tax <sup>5</sup>	2,984	3,300
Property Tax <sup>6</sup>	3,798	2,900
Cable T.V. Tax <sup>7</sup>	1,548	No Estimate Given
Miscellaneous taxes/permits/ licenses/fees <sup>8</sup>	7,000	7,000
TOTALS	\$149,305	\$149,000

<sup>1</sup> Based on \$102.95 per capita.

<sup>2</sup> Assumes average annual utility bill of \$2,000 and Florissant utility gross receipts tax rate of 7%.

<sup>3</sup> State Road Aid includes: gasoline tax, gasoline tax increase, motor vehicle sales tax, and auto license fees. Estimate based on \$31.21 per capita.

<sup>4</sup> Rate is \$1.05 per \$100 assessed valuation.

<sup>5</sup> Estimate based on \$4.28 per capita.

<sup>6</sup> Florissant property tax rate is \$.08 per \$100 on both real and personal property.

<sup>7</sup> St. Louis County calculates (Housing units x .50) x (Annual Average Cost of Cable) x .03 = \_\_\_\_\_.

<sup>8</sup> City of Florissant estimate.

<sup>9</sup> Estimates from Florissant Plan of Intent. The City did not note formulas used to calculate estimated revenues.



The County estimates that Florissant will receive \$149,305 from the area if annexed; the City's Plan of Intent estimates revenues of \$149,000. While the City does not provide a separate breakdown for cable TV tax receipts and the various estimates by each tax differ, the total City and County estimates are nearly identical.

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**

<b>CITY ESTIMATE OF EXPENDITURES FOR THE AREA</b>	
<b>Service</b>	<b>Estimates for Expenditures</b>
Police	\$50,800
Public Works (including streets)	41,500
Culture and Recreation	27,300
Administration/Municipal Courts	18,600
Health/Senior Service	2,900
<b>TOTAL</b>	<b>\$141,100</b>

The Plan of Intent provides only very general information regarding the amount of additional personnel, materials, and supplies that will be necessary to serve the area to be annexed. Thus, it is not possible to determine how the expenditure estimates were derived and if they are sufficient due to the lack of detail offered.

## **VI. COMPACTNESS AND OTHER BOUNDARY ISSUES**

According to the Plan of Intent, the area proposed to be annexed is 56 percent contiguous to the City of Florissant.

Based on a consideration of the issues of compactness and shape, the extension of the City of Florissant's boundary to encompass the Crest Aire Subdivision would be logical. Except for its southwest border, which adjoins the City of Hazelwood, this unincorporated pocket is surrounded on all other sides by Florissant. In addition, five direct local street connections between Florissant and the Crest Aire Subdivision provide ample access for the provision of services such as police protection, snow plowing, and mosquito fogging.

## **VI. ANALYSIS OF ADDITIONAL ISSUES**

Land Use and Development Control. Regarding land use and development control, the Plan of Intent expressed "The need to ensure quality of life through proper community planning and zoning" and "The need to prevent adverse land development and improper land usage along adjacent commercial and residential areas." It should be noted that the Zoning and Subdivision Ordinances of St. Louis County and associated development review processes have provided more than adequate controls for the proper growth and development of the fully developed area in question.

Quality of Services. The City of Florissant provides a full range of municipal services. It is reasonable to assume that Florissant 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.

Appeal of Annexation. The City of Florissant's 1984 Comprehensive Plan Update recognizes the dubious nature of annexations by the City to residents of unincorporated areas. The Plan states, "Florissant is surrounded on three sides by unincorporated areas that could possibly be annexed. However, there is at this time no clear-cut advantage to the residents of these areas that would sway them in favor of annexation."

## **VIII. SUMMARY OF ISSUES BY BOUNDARY COMMISSION FACTOR**

### **Factor 1                      Impact**

Residents will experience a minimal tax increase if the annexation occurs. With the Florissant property tax rate of \$.08, a residential property owner in the annexation area with a \$70,000 home with an assessed valuation of \$13,300 would pay an additional \$11 per year in real property taxes. The \$.08 tax rate is also applicable to personal property. Assuming \$4,000 of personal property, a typical resident would pay an additional \$3 per year in taxes.

The City's seven percent utility tax rate would result in an increase in utility taxes of approximately \$40 per year for a typical single family home. Together with additional property and personal property taxes a typical single family homeowner would pay \$54 more per year in taxes to the City of Florissant if the annexation is successful.

### **Factor 2                      Legal Description**

No Comment

### **Factor 3                      Orderly Incorporation in the County**

The City of Hazelwood has also filed a proposal with the Boundary Commission to annex the identical Crest Aire Area. This proposal is also pending before the Boundary Commission at this time.

### **Factor 4                      Services**

Regarding services, the Plan of Intent indicates that the City would provide street lighting. It is not noted to what extent this service would be provided or what are the anticipated costs. If the area is annexed by the City sidewalk improvement and repair costs would be borne by the individual homeowner. This service is currently provided by St. Louis County.

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.

### **Factor 5                      Schedule of Service Delivery**

No Comment

### **Factor 6                      Current Tax Rates**

As a point of information on tax rates it should be noted that the current County tax rate is \$.58 per \$100 of assessed valuation of real and personal property, not \$.72 as stated in the City's Plan of Intent. All property owners will continue to pay this tax to the County even if this area is annexed. In addition, \$.105 collected for the Road and Bridge tax from the County's \$.58 total tax rate would go to Florissant if the annexation occurs.

**Factor 7                      Sources of Revenue**

No Comment

**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 \$118,951.

**Factor 9                      Zoning**

Regarding land use and development control, the Plan of Intent expressed "The need to ensure quality of life through proper community planning and zoning" and "The need to prevent adverse land development and improper land usage along adjacent commercial and residential areas." It should be noted that the Zoning and Subdivision Ordinances of St. Louis County and associated development review processes have provided more than adequate controls for the proper growth and development of the fully developed area in question.

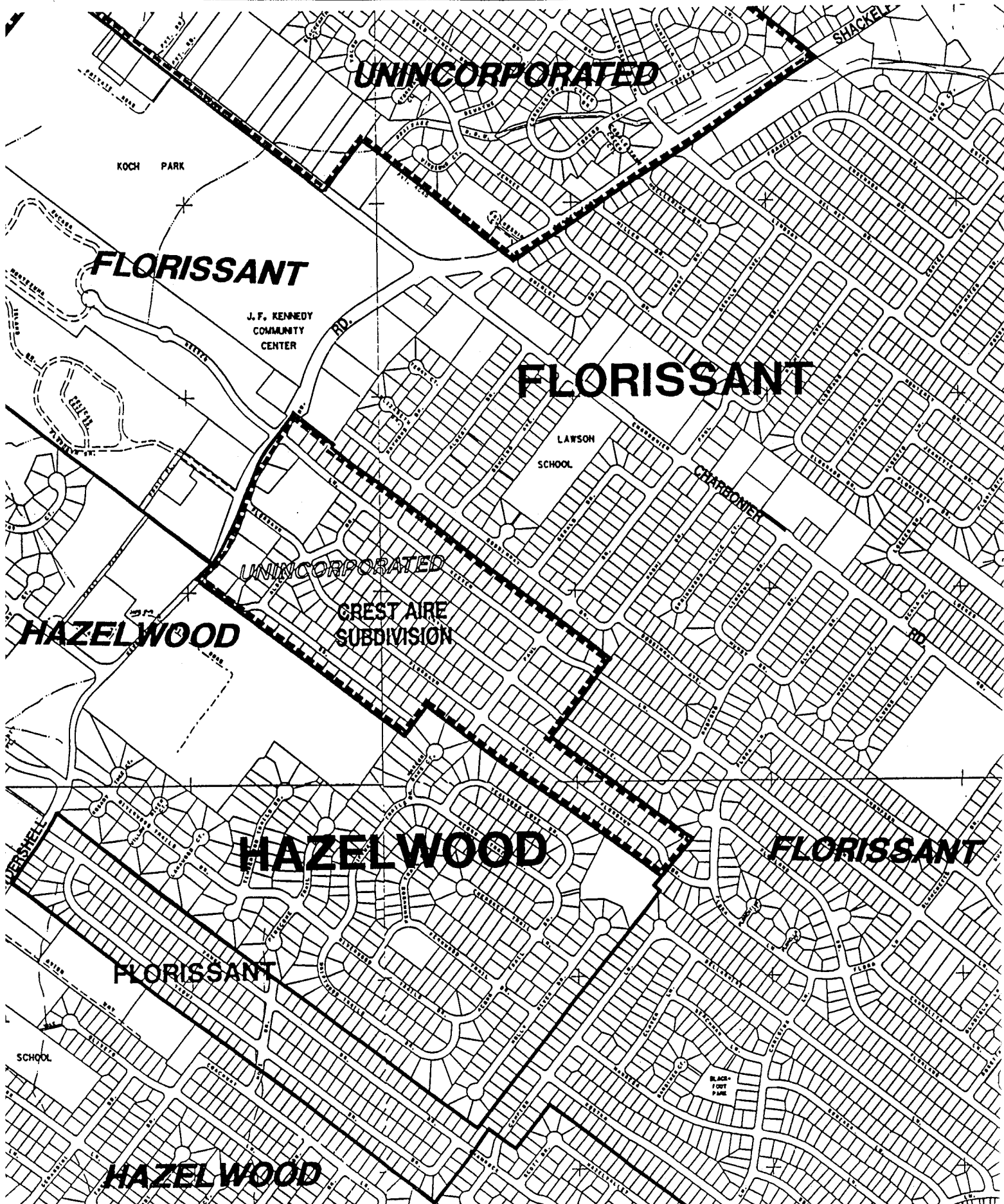
It does not appear that any obvious problems would result regarding zoning and non-conformities if the annexation occurs and St. Louis County zoning districts are replaced by the most comparable City of Florissant zoning districts.

**Factor 10                      Compactness**

From a compactness and shape standpoint the extension of the City of Florissant's boundaries as proposed would to be logical. Except for its southwest border, which adjoins the City of Hazelwood, this unincorporated pocket is surrounded on all other sides by Florissant. In addition, five direct local street connections between Florissant and the Crest Aire Subdivision provide ample access for the provision of services such as police protection, snow plowing, and mosquito fogging.

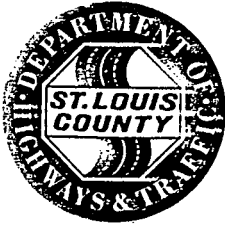
**Factor 11                      Effective Date of Annexation**

No Comment

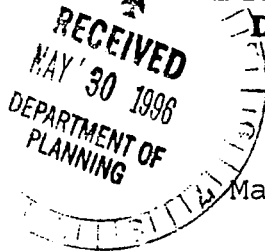


# **APPENDIX**

## **CORRESPONDENCE FROM OTHER COUNTY DEPARTMENTS**



**ST. LOUIS COUNTY, MISSOURI**  
**BUZZ WESTFALL, COUNTY EXECUTIVE**  
**DEPARTMENT OF HIGHWAYS AND TRAFFIC**  
**J. MICHAEL DOOLEY, P.E., DIRECTOR**



May 29, 1996

MEMORANDUM: Mr. Leonard Groszek  
Comprehensive Planning Division

Subject: Boundary Commission Information Request Regarding  
City of Florissant (Crest Aire Subdivision)

Reference is made to your memo dated May 10, 1996, wherein you requested information concerning the above subject.

Enclosed is a table entitled "Proposed Annexations within St. Louis County". The data is intended to aid in evaluating impact on County Government and the Cities ability to continue uninterrupted service on the affected roadways.

**CITY OF FLORISSANT PETITION**

The proposed Crest Aire Subdivision annexation is encompassed by the Missouri Bottom Traffic Generation Assessment Road Trust Fund established by St. Louis County Ordinance No. 14,373 which became effective March 16, 1989.

This annexation area is served by Charbonier and Howdershell Roads which are part of the St. Louis County Arterial Road System.

Charbonier Road, southeast of Howdershell Road, presently has an A.W.T. of 10,210 and Howdershell Road, southwest of Charbonier Road, has an A.W.T. of 34,790. Howdershell Road is at its ultimate width. Please note that Charbonier Road is targeted for three lanes in accordance with the St. Louis County Highway System Plan. Further, the proposed Bluff Road Extension will be a five lane Arterial, as reflected on the Highway System Plan, attached for reference. This plan was developed to show improvement requirements to existing roads and new roads deemed necessary for future growth of the County.

As the area proposed for annexation is impacted by planned improvements to the Bluff Road Extension and Charbonier Road, we expect the trust fund to provide the financing necessary to complete these improvements.



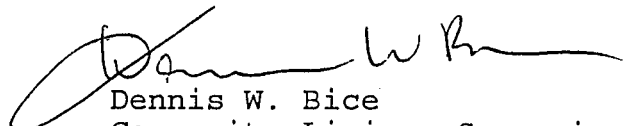
Boundary Commission Information Request  
Regarding City of Florissant (Crest Aire Subdvision)

May 29, 1996

-2-

**DEPARTMENT OF HIGHWAYS AND TRAFFIC'S RECOMMENDATIONS:**

Since the continuation of the Missouri Bottom Traffic Generation Assessment Road Trust Fund and implementation of the Highway System Plan are integral in meeting the needs of area residents and the traveling public for road improvements as development progresses in the area sought to be annexed by the City of Florissant, the Department of Highways and Traffic recommends that the Boundary Commission make the subject proposal contingent upon the City amending its Plan of Intent to make provisions for the continuance of the Traffic Generation Assessment Road Trust Fund administered by St. Louis County and the implementation of the Highway System Plan following annexation by the City.



Dennis W. Bice  
Community Liaison Supervisor

DWB/kth  
Attachments

cc: Mr. J. Michael Dooley, P.E., Director  
Mrs. June McAllister Fowler, Director, Department of Planning  
Mr. John A. Ross, St. Louis County Counselor

## TRUST FUNDS AND TRAFFIC GENERATION ASSESSMENT

Trust fund areas are geographic areas of unincorporated St. Louis County established by legislation. The purpose of the trust fund is to collect traffic generation assessments from development originating within the area and to thus provide a funding mechanism to allow improvement of the road system necessitated by the additional traffic generated by development.

The Traffic Generation Assessment is based on ordinance required parking spaces which relate directly to traffic generated. The monetary assessment placed on each parking space is based on trip generated values taken from the Trip Generation Handbook published by the Institute of Transportation Engineers. Parking spaces for commercial development are charged more than office development because the trip generation for the commercial development is far greater than for the office development. The intent of the assessment is to allow a developer to determine up front his anticipated road improvement costs and to arrive at an equitable contribution for road improvements from each category of development.

In dealing with the development of previously zoned property and rezoning without ordinance conditions, we use the Traffic Generation Assessment to arrive at an equivalent value of road improvements associated with development. Unless there is a safety hazard to the traveling public, such as inadequate sight distance which must be corrected, the developer can again determine his/her maximum road improvements cost.

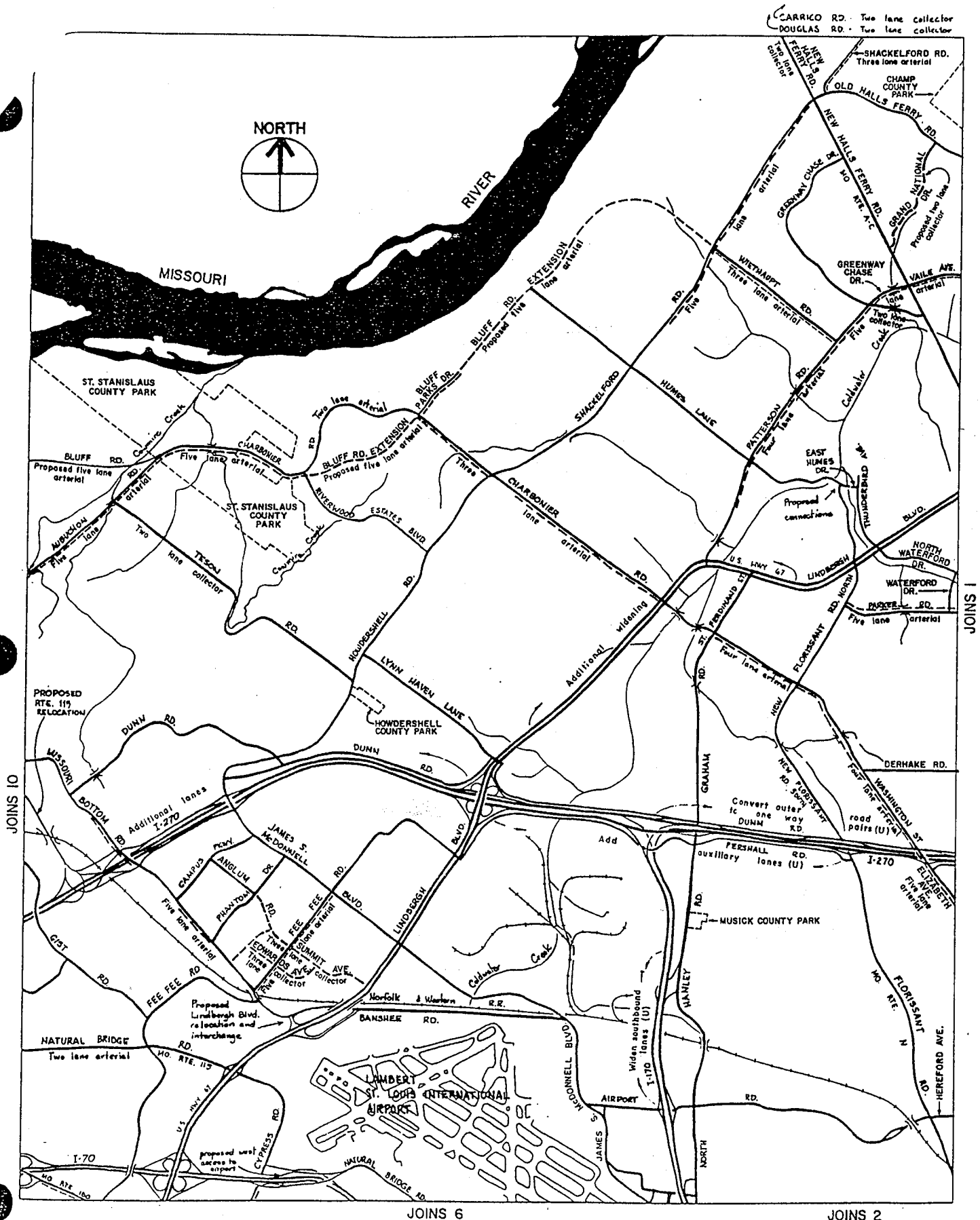
The developer is given credit toward the Traffic Generation Assessment for off-site road improvements required of the development. Utility relocations and sidewalks are not creditable items. The value of the road improvement is based on materials quantities taken from approved roadway plans multiplied by the Subdivision Escrow Prices determined by the Department of Planning. If the value of the required road improvements is less than the Traffic Generation Assessment, the developer is required to provide a cash escrow equal to the difference at the time his building permit is issued. This cash amount is placed in the TGA trust fund established for that particular area.

Deposits in the TGA trust fund accounts are used for road improvements in the trust fund area based on priorities and needs. They can also be used to reimburse a developer for road improvement costs which we determine are mandatory and in excess of the Traffic Generation Assessment amount.

For additional details of the above requirements, refer to the attached Traffic Generation Assessment Determination Chart and Section 75.00 of the Department's Design Criteria Book.

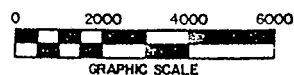
## ANNEXATIONS

Traffic Generation Assessment contributions are one of several methods this Department has of financing roadway improvements. They are not sufficient for major widenings for long distances but they do allow for lane additions, improved intersection geometrics, signalization and other improvements that help relieve congestion. If municipalities, through annexations, do not impose the TGA on development and adopt St. Louis County's Trust Funds which are established in these areas, they are permitting additional traffic to be generated to the arterial roads and other access roads without providing any supplemental method of funding road improvements associated with this further development and its increased traffic. They are requiring St. Louis County to fund these needed road improvements with other sources of revenue usually requiring additional taxation. This continues to be a burden to the residents of the municipalities, as well as unincorporated St. Louis County, while permitting the particular municipality to attract additional development and generate additional revenues from that development. The developers are relieved of development costs which can be directly attributed to the additional traffic they generate.



ST. LOUIS COUNTY HIGHWAY SYSTEM PLAN  
 PREPARED BY THE DEPARTMENT OF PLANNING AND  
 THE DEPARTMENT OF HIGHWAYS AND TRAFFIC  
 AUGUST 25, 1987, REV. 3-14-89, 12-20-89, 9-5-90  
 9-5-90

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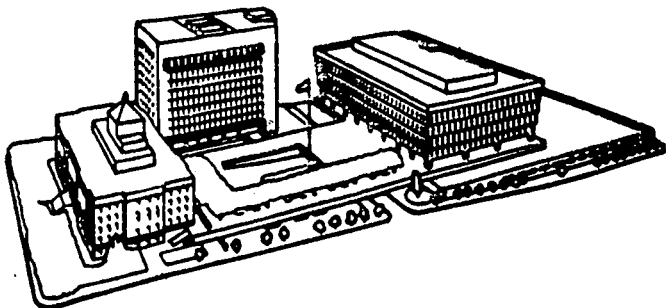
PROPOSED ANNEXATIONS WITHIN ST. LOUIS COUNTY

EXHIBIT 1

	AREA	POPULATION	REAL PROPERTY	REAL PROPERTY & PERSONAL PROPERTY	CRS MILES	ARS MILES	CRS & ARS MILES	ARS TO BE CRS MILES	ROAD AND BRIDGE TAX	MO. HIGHWAY USER FUNDS		CABLE TV		INTEREST	
										COUNTY LOSS	CITY GAIN	COUNTY LOSS	*CITY GAIN	COUNTY LOSS	CITY GAIN
1) FLORISSANT HAZELWOOD (Crest Aire area)	75.52 ac	698	\$3,678,516	\$4,747,033	2.27	.24	2.51	0	\$4,984	\$12,325	\$25,173	\$1,940		\$1,180	Unknown
2) FLORISSANT West area)	915 ac	2,145	\$9,723,602	\$12,183,306	5.15	1.63	6.78	0	\$12,792	\$32,686	\$77,326	\$5,963		\$3,113	Unknown
3) FLORISSANT Wedgewood area)	595 ac	5,043	\$26,414,289	\$32,893,744	13.97	0	13.97	0	\$34,538	\$86,091	\$181,642	\$14,020		\$8,174	Unknown
4) HAZELWOOD Charbonier area)	384.6 ac	37	\$384,663	\$479,487	0	0.75	0.75	0	\$503	\$1,597	\$1,335	\$103		\$124	Unknown
5) HAZELWOOD So. Ind. area)	192.37 ac	0	\$17,345,436	\$44,860,755	0	0	0	0	\$47,104	\$50,679	0	0		\$5,497	Unknown
TOTAL	2,162.49 ac	7,923	\$57,546,506	\$95,164,325	21.39	2.62	24.01	0	\$104,905	\$183,378	\$285,476	\$22,026		\$18,088	Unknown

\*To be furnished by St. Louis County Department of Planning

Prepared by  
St. Louis County Department of Highways and Traffic  
JFB/kth 5/15/96



St. Louis County, Missouri  
Buzz Westfall, County Executive

Department of Parks & Recreation  
Robert J. Hall, CLP, Director

May 16, 1996

## MEMORANDUM

TO: Len Groszek  
Comprehensive Planning Division  
Department of Planning

FROM: Robert J. Hall, Director  
Department of Parks and Recreation

RE: **Proposed Annexation by the City of Florissant  
(Crest Aire Subdivision Area)**

The Department of Parks and Recreation has reviewed the subject Annexation proposal and submits the following comments.

All annexation proposals have the general effect of the loss of revenue receipts from the sales tax pool. St. Louis County Parks and Recreation suffers the most because almost 60% of the Department's budget is dependent upon the sales tax receipts. With passage of Revenue Reform Bill (HSHB 618) St. Louis County's revenue loss will be greatly reduced. There will still, however, be a shortfall. Unless the imbalance is offset by means of a compensating revenue increase from another source, the Unincorporated County could experience a reduction of services.

The cost of services to the County for the effected area will be around \$12,000 per year. If the area were annexed, the area residents will continue to use County park facilities and there will be no savings for County Parks Department.

As to capital improvements, the subject area contains no existing or proposed County Parks, and is not located within any proposed greenbelt that could serve as a future linear parkway. As far as neighborhood park needs are concerned, the area will be served by the adjacent Koch Park of the City of Florissant.

For additional information regarding the annexation proposal please contact Herbert Liu at 889-2875.

RJH:HL:gl  
HL010162.ANX

cc: Herbert Liu



## INTER-OFFICE MEMORANDUM

May 20, 1996

TO: JUNE FOWLER, Director  
Department of Planning

FROM: COLONEL RONALD A. BATTELLE  
Chief of Police

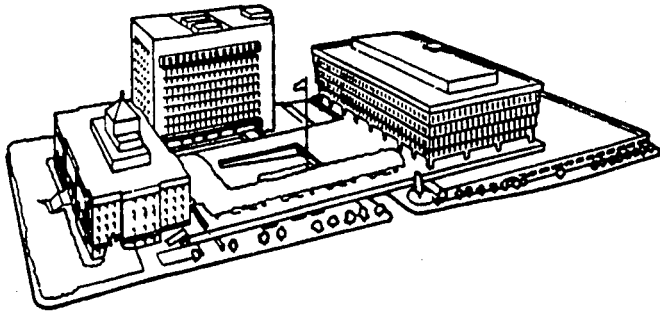
SUBJECT: PROPOSED FLORISSANT ANNEXATIONS

The St. Louis County Police Department has been requested to provide information concerning the proposed annexation of three separate areas by the City of Florissant. Detailed below are our costs of providing services to each area and the revenues which will be lost if these annexation attempts are successful. The total amount of revenue lost from these areas would amount to \$439,912. While this amount is in itself a significant loss, when combined with losses from other annexations, the loss could be devastating, severely limiting our ability to provide Countywide specialized services, but more importantly, affecting our ability to provide primary patrol services in the remainder of unincorporated County. The St. Louis County Police Department vehemently opposes the annexation of these areas and recommends that St. Louis County Government oppose them as well.

Area 1 - WEDGEWOOD AREA	
Police Service Cost -	\$170,456
Calls for Service -	1,687
Revenue Loss -	
Utilities Gross Receipt Tax -	\$190,300
Cigarette Tax -	22,643
Sales Tax (from General Fund) -	68,081
TOTAL -	\$281,024
Area 2 - CREST AIRE SUBDIVISION	
Police Service Cost -	\$ 57,467
Calls for Service -	516
Revenue Loss -	
Utilities Gross Receipt Tax -	\$ 24,342
Cigarette Tax -	3,134
Sale Tax (from General Fund) -	9,423
TOTAL -	36,899
Area 3 - WEST AREA	
Police Service Cost -	\$128,176
Calls -	1,117
Revenue Loss	
Utilities Gross Receipt Tax -	\$ 83,400
Cigarette Tax -	9,631
Sales Tax (from General Fund)-	28,958
TOTAL-	\$121,989

## TOTALS FOR AREAS 1, 2 and 3

Revenue	\$439,912
Police Service Cost	-356,099
	\$ 83,813



**ST. LOUIS COUNTY, MISSOURI  
BUZZ WESTFALL, COUNTY EXECUTIVE**

DEPARTMENT OF PUBLIC WORKS  
FRANK J. MALONE, P.E., DIRECTOR

June 14, 1996

Ms. June McAllister Fowler, Director  
Department of Planning  
41 South Central Avenue  
Clayton, Missouri 63105

Re: Proposed annexation by  
City of Florissant (Crest Aire Area)

Dear Ms. McAllister Fowler:

We have reviewed the area which will be impacted by the proposed annexation by the City of Florissant and the anticipated effect on the services provided by this Department.

This annexation is 75.52 acres of mostly residential zoned property. There are five commercial parcels which front on Howdershell Road. The City of Florissant contracts with St. Louis County Department of Public Works for Commercial Mechanical, Elevators, Amusements, Commercial Electrical, Commercial Plumbing, Explosives and Weights and Measures. Based upon the current level of activity in this area, the impact on the St. Louis County Department of Public Works service delivery is negligible.

If you should require additional information, please contact Joan Holtzman at 889-2807.

Very truly yours,

Frank J. Malone, P.E., Director  
Department of Public Works

FJM/jeh