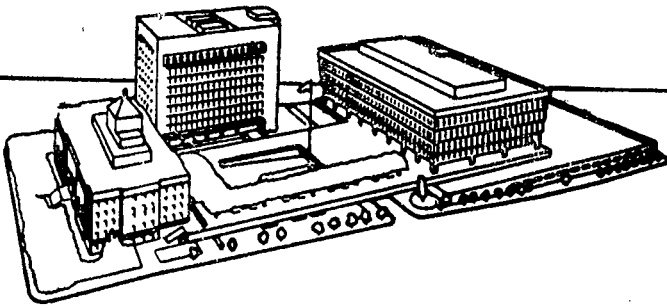


**PROPOSED ANNEXATION BY  
CITY OF FLORISSANT  
(KENSINGTON)**

**Report on BC 9609 Prepared by:  
St. Louis County Department of Planning  
for Submittal to:  
Boundary Commission, St. Louis County**



## ST. LOUIS COUNTY, MISSOURI

BUZZ WESTFALL, COUNTY EXECUTIVE

DEPARTMENT OF PLANNING  
JUNE MCALLISTER FOWLER, DIRECTOR

September 13, 1996

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

Re: Proposed Florissant Annexation (BC 9609 - Kensington)

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/CEB/dhc  
(bnd\flo-ken.96)



**ANALYSIS OF PROPOSED FLORISSANT ANNEXATION  
KENSINGTON**

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**Attachment:** Map

## I. INTRODUCTION

### A. Purpose

The purpose of this report is to provide information regarding a proposed annexation of 33.30 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 was part of a slightly larger 39.6 acre area sought for annexation by the City of Florissant in June, 1985. A public election on the proposal was held on November 5, 1985. The proposal was defeated.

## II. AREA PROPOSED TO BE ANNEXED

### A. General Description

The 33.30 acre area proposed for annexation is located along the northern limits of Florissant. It is bounded by unincorporated County on the northwest and the City of Florissant on the northeast, west, and south as well as a portion of the southeast limits of the annexation area. Basic data for the area are provided in the following table.

TABLE 1

BASIC ANNEXATION AREA DATA	
Area <sup>1</sup>	33.30 acres
Population <sup>2</sup>	716
Dwelling Units (1996) <sup>1</sup>	365
Total Assessed Valuation <sup>3</sup>	\$2,516,888
Assessed Valuation Per Capita <sup>1</sup>	\$3,515

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 & Planning, June 1996

**B. Land Use and Zoning**

The area proposed to be annexed contains multiple family residences zoned R-6 4,500 square foot Residence District and were developed under the Planned Environment Unit (P.E.U.) Procedure.

**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.

The County's R-6A Residence District is comparable to the City's R-5 Residence Duplex and R-6 Multiple Dwellings. However, minimum lot size for the County's is 4,500 square feet and the City requires a minimum of 5,000 square feet per unit in R-5 and R-6 requires a minimum of 3,500 square feet per unit.

In summary, it is noted that the potential exists for some properties in the area to become non-conforming if the annexation occurs. Unless the City's Zoning Ordinance is changed, non-conformities will need to 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. Revenue

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

SOURCES OF GENERAL FUND REVENUES		
Sources	1995 (Actual)	Percent of Total Budget
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 table below.

TABLE 4

SUMMARY OF FINANCES	
	Actual 1995 <sup>1</sup>
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 .45 miles of roads on the County Road System would be transferred to Florissant if the annexation occurs.
- <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 and Property Owners**

Annexation by the City of Florissant would have a minimal financial impact on residents. With the Florissant property tax rate of \$.08, a property owner with a \$1 million dollar residential property with an assessed valuation of \$190,000 would pay an additional \$152 per year in real property tax. The \$.08 tax rate is also applicable to personal property, a typical resident in the annexation area with \$4,000 of personal property 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 \$24 per year for a typical rental unit. With the additional property tax and higher utility tax a typical renter would pay \$27 more per year in taxes to the City of Florissant if the annexation is successful.

Some savings by property owners could be realized by the City's assumption of street lighting costs. The Plan of Intent does not note to what extent this service would be provided or what the anticipated costs are. However, if the area is annexed by the City, sidewalk improvement and repairs costs would be borne by the property owner. 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. 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.

## 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 \$128,336. A breakdown of County revenue loss by funding source is provided in the following table.

TABLE 6

ANNUAL COUNTY REVENUE LOSS FROM THE PROPOSED ANNEXATION	
	Annexation Area
Sales Tax <sup>1</sup>	\$52,984
Utility Tax <sup>2</sup>	60,900
C.A.R.T. <sup>3</sup>	6,120
County Road and Bridge <sup>3</sup>	2,643
Cigarette Tax <sup>4</sup>	3,061
Cable T.V. Tax <sup>5</sup>	2,628
<b>TOTAL</b>	<b>\$128,336</b>

<sup>1</sup> Based on \$74 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**

<b>CITY AND COUNTY ESTIMATE OF FLORISSANT'S NEW ANNUAL REVENUES</b>		
<b>Source</b>	<b>County Estimated Amount</b>	<b>City Estimated Amount<sup>9</sup></b>
Sales Tax <sup>1</sup>	73,712	71,600
Utility Gross Receipts Tax <sup>2</sup>	60,900	43,000
State Road Aid (Gas & motor vehicle) <sup>3</sup>	15,616	23,900
County Road and Bridge <sup>4</sup>	6,727	2,0600
Cigarette Tax <sup>5</sup>	3,061	3,300
Property Tax <sup>6</sup>	2,013	1,500
Cable T.V. Tax <sup>7</sup>	2,628	3,600
Misc. taxes/permits/ licenses/fees <sup>8</sup>	700	700
<b>TOTALS</b>	<b>\$165,357</b>	<b>\$149,600</b>

- <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 nearly \$165,357 from the area if annexed; the City's Plan of Intent estimates revenues of some \$149,600. The total City and County estimates are relatively close.

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

**TABLE 8**

<b>CITY ESTIMATE OF EXPENDITURES FOR THE AREA</b>	
<b>Service</b>	<b>Estimates for Expenditures</b>
Police	\$51,000
Public Works (including streets)	41,600
Culture and Recreation	27,500
Administration/Municipal Courts	18,700
Health/Senior Service	2,800
TOTAL	\$141,500

The Plan of Intent provides only very general information regarding the amount of additional personnel, equipment, 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 75 percent contiguous to the City of Florissant.

From a compactness and shape standpoint the extension of the City of Florissant's boundaries as proposed appears to be logical. Except for a portion of the northeastern limits of the area, this area is surrounded by the existing corporate limits of Florissant on all other sides. There are three direct street connections from the existing Florissant boundary. There is ample road access to facilitate the provision of services.

## **VII. 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 and will continue to provide more than adequate controls for the proper growth and development of the area in question.

Road Improvements. The annexation area is served primarily by Lindbergh Boulevard which is a state road maintained by the Missouri Department of Transportation. The proposed area of annexation is part of the Bluff-Old Halls Ferry Road Traffic Generation Assessment Road Trust Fund.

It should be noted that since primary access is via Lindbergh Boulevard, the East Humes Drive Extension is a proposed alternate access connection and referenced on the St. Louis County Highway System Plan. This plan was developed to show improvement requirements to existing roads and new roads deemed necessary for future growth and better circulation. (East Humes Drive is located to the northeast of the proposed annexation area and intersects Thunderbird Drive.)

As the area proposed for annexation is impacted by planned improvements to East Humes Drive Extension, the trust fund could provide the financing necessary to complete these improvements.

The St. Louis County Department of Highways and Traffic recommends that the Boundary Commission make the annexation proposal contingent upon the City of Florissant amending the Plan of Intent to make provisions for the continuance of the Traffic Generation Assessment Road Trust Fund.

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 property owner with a \$1 million dollar residential property with an assessed valuation of \$190,000 would pay an additional \$152 per year in real property tax. The property tax rate of \$.08 is also applicable to personal property, a typical resident in the annexation area with \$4000 of personal property 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 \$24 per year for a typical rental unit. With the additional property tax and higher utility tax a typical renter would pay \$27 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**

No comment.

### **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. Furthermore, the Plan of Intent states that apartment

owners are expected to pay an additional \$2.00 per year in personal property tax and \$31.20 per year in utility tax to the City.

**Factor 7                      Sources of Revenue**

No comment.

**Factor 8                      Extraordinary Effects on Tax Distribution**

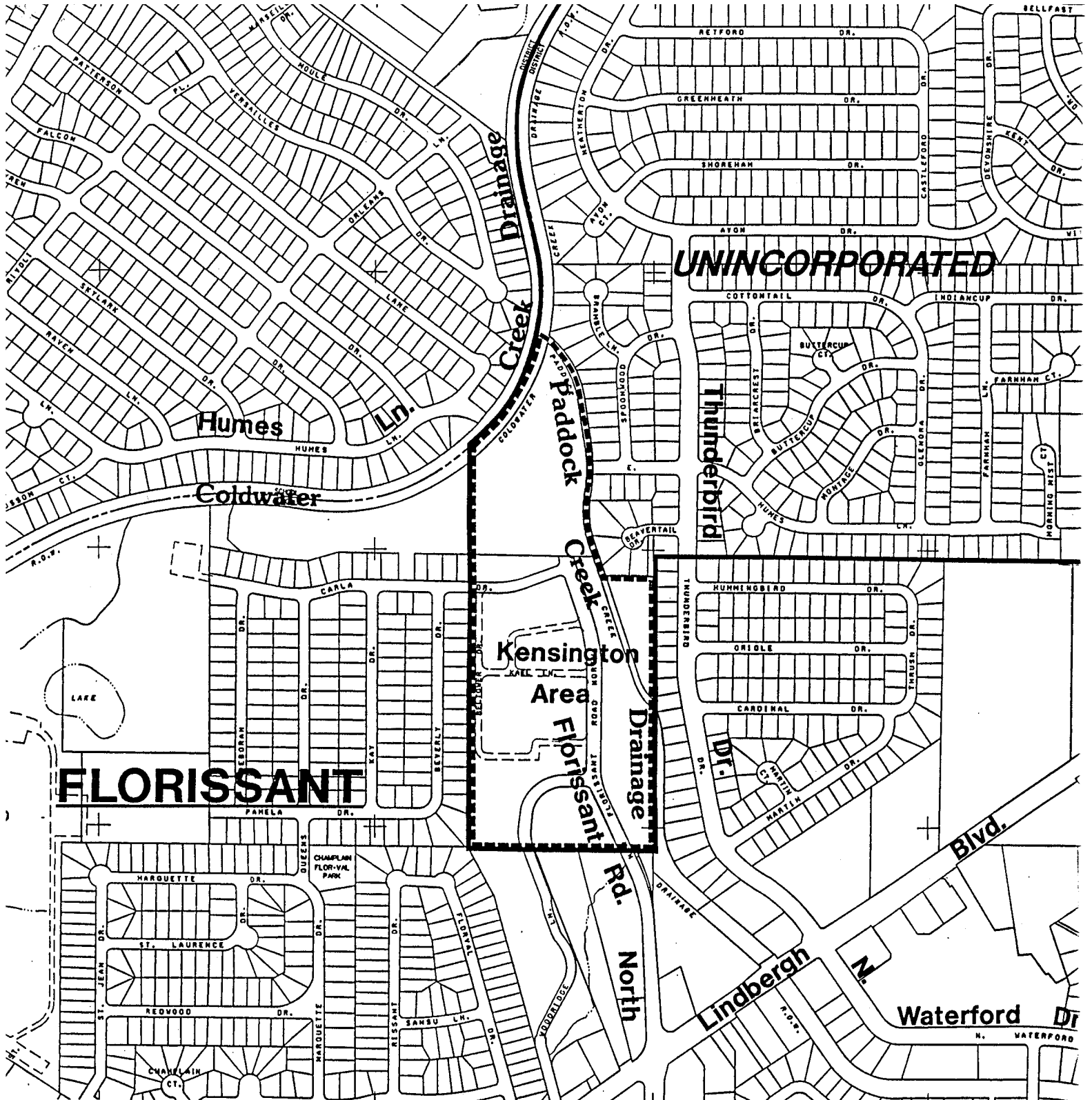
No comment.

**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". It should be noted that the Zoning and Subdivision Ordinances of St. Louis County and associated development review processes have and will continue to provide more than adequate controls for the proper growth and development of the area in question.

**Factor 10                    Compactness**

The annexation area is 75% contiguous to the City of Florissant. From a compactness and shape standpoint the extension of the City of Florissant's boundaries as proposed appears to be logical. Except for a portion of the northeastern limits of the area, this area is surrounded by the existing corporate limits of Florissant on all other sides. There are three direct street connections to the area through the single family subdivisions situated to the south, east and west portion of the area. There is ample road access to facilitate the provision of services.



# PROPOSED ANNEXATION FOR THE CITY OF FLORISSANT, MISSOURI

- Existing City Limits
- - - - Proposed Annexation

TOTAL ACREAGE :  
 33.30 Acres  
 0.05 Sq. Mi.

