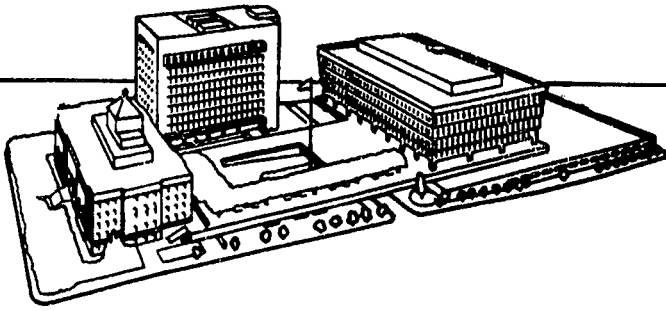


**PROPOSED ANNEXATION BY  
CITY OF HAZELWOOD  
(CHARBONIER AREA)**

Report on BC 9604 Prepared by:  
St. Louis County Department of Planning  
for Submittal to:  
Boundary Commission, St. Louis County  
July 9, 1996



## ST. LOUIS COUNTY, MISSOURI

BUZZ WESTFALL, COUNTY EXECUTIVE

DEPARTMENT OF PLANNING  
JUNE MCALLISTER FOWLER, DIRECTOR

July 9, 1996

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

Re: Proposed Hazelwood Annexation (BC 9604 - Charbonier Area)

Dear Commissioners:

St. Louis County Government is pleased to submit its analysis of the annexation proposed by the City of Hazelwood. 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\charbon.haz)



**ANALYSIS OF PROPOSED HAZELWOOD ANNEXATION**

**CHARBONIER AREA**

**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 .....	2
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 .....	7
<b>IV. Provision of Services</b>	
A. Existing and Proposed Services .....	7
B. Services Not Affected .....	9
<b>V. Impacts of Proposed Annexation</b>	
A. Impact on Area Residents and Property Owners .....	9
B. Impact on St. Louis County .....	10
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>

**Attachment:** Map

**Appendix:** Correspondence from other County Departments

## **I. INTRODUCTION**

### **A. Purpose**

The purpose of this report is to provide information regarding a proposed annexation of 386.6 acres (.6 square miles) of unincorporated St. Louis County by the City of Hazelwood. 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 Hazelwood.

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

This area has been the subject of recent attempted annexations by the cities of Hazelwood and Florissant. The area was 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 for the same area that is sought for annexation at this time by the City of Hazelwood, the City of Florissant 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 921 acre area, which includes the area Hazelwood wishes to annex at this time, at a November 8, 1994 election. The proposition was defeated at the polls.

The City of Florissant has also filed a proposal with the Boundary Commission to annex a larger 915 acre Area West of City, which includes the 384.6 acre area sought for annexation by Hazelwood. The Florissant proposal is also pending before the Boundary Commission at this time.

## II. AREA PROPOSED TO BE ANNEXED

### A. General Description

The 384.6 acre area proposed for annexation is located along the northeastern limits of Hazelwood. The Charbonier Area adjoins the City of Hazelwood to the southwest. It is abutted by the City of Florissant on the southeast, unincorporated St. Louis County on the northeast, and the Missouri River on the northwest. Basic data for the area are provided in the following table.

TABLE 1

BASIC ANNEXATION AREA DATA	
Area <sup>1</sup>	384.6 acres (.6 sq. miles)
Population <sup>2</sup>	37
Dwelling Units (1996) <sup>1</sup>	13
Total Assessed Valuation <sup>3</sup>	\$479,487
Assessed Valuation Per Capita <sup>1</sup>	\$12,959

- Sources:
- <sup>1</sup> St. Louis County Department of Planning. The Plan of Intent indicates that the area proposed for annexation is 293 acres in size. The City's calculation does not include the Missouri River portion of the area.
  - <sup>2</sup> 1990 U.S. Census
  - <sup>3</sup> St. Louis County Departments of Revenue and Planning, May, 1996

### B. Land Use and Zoning

Larger NU Non-Urban District zoned lots, some containing single family homes and others being undeveloped or used for agricultural purposes, constitute the land use pattern in the area

proposed to be annexed. One exception is a similarly zoned parcel used by a hauling company. A small linear portion of the area along the Missouri River is zoned FPNU Flood Plain Non-Urban District.

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

The uses permitted by the City's AG-Suburban District and the County's NU Non-Urban District are generally similar. However, certain uses that are permitted by right in the Non-Urban District, such as fire stations, libraries, and schools, would require a Special Land Use Permit under City zoning. It does not appear that any existing legal use within the annexation area would be adversely affected by Hazelwood's zoning.

The County's NU Non-Urban District and the City's AG-Suburban District are comparable in minimum lot size required (3 acres). Since the City's front and maximum side yard setbacks for most lots of 45 feet and 12 feet, respectively, are less restrictive than the County's 50 and 20 foot setbacks, there appear to be no problems with non-conformities regarding dwellings. However, corner lots are required a side yard setback of 25 feet versus the County's 20 feet for main and accessory buildings, other than dwellings and buildings accessory to dwellings. This provision is confusing and appears to be contradictory since a distinction between a main building and a

dwelling is not made in the Ordinance. In addition, the City's rear yard setback for main buildings of 30 feet or 20 percent of the depth of the lot is more restrictive than the County's 20 foot rear yard setback. However, the City does permit buildings accessory to dwellings to be situated a minimum of 6 feet from the rear or side property lines.

The City of Hazelwood has extensive flood plain district regulations in its Zoning Ordinance. The City's Ordinance provides for a floodway overlay district and a floodway fringe overlay district as identified on the official Flood Insurance Rate Map and identified in the Flood Insurance Study provided by the Federal Emergency Management Agency.

In summary, it is noted that if the annexation occurs the potential exists for some properties in the area to become non-conforming because of more restrictive City setback requirements. Such 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. Revenues**

The City's fiscal year 1995 property tax rate is \$.31 per \$100 of assessed real estate property value. The City does not impose its tax on personal property. The City does not tax residential utility use; the utility tax rate on commercial uses is 1.5 percent. This is lower than St. Louis County's utility tax rate of 5 percent. Hazelwood is both a "point of sale" and a "pool" sales tax city. In original parts of the City, it receives sales tax revenue as a "point of sale" city, i.e., based on retail sales activities within these boundaries. In newly annexed portions of the City, it receives

sales tax revenue as a "pool" sales tax city on a per capita basis. This sales tax split is dictated by State law. 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	\$3,083,819	33.9
Gasoline Tax	473,008	5.2
Cigarette Tax	79,062	1.0
County Road Funds	212,171	2.3
Property Tax	659,672	7.2
Licenses, Permits, and Inspections	3,842,213	42.2
Other	751,662	8.2
<b>TOTALS</b>	<b>\$9,101,607</b>	<b>100.0</b>

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

Licenses, permits and inspections account for the largest share (42.2 percent) of the City's General Fund revenues. Most of this revenue is derived from the City's business license fees. Sales tax receipts account for one-third (33.9 percent) of the City's revenues. These two sources combined represent over three-quarters of the City's General Fund revenues.



## 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	\$959,579	11.0
Public Works	1,135,896	13.0
Police	3,042,379	34.7
Parks and Recreation	1,451,142	16.6
Fire	2,067,529	23.6
Community Development	96,215	1.1
<b>TOTALS</b>	<b>\$8,752,740</b>	<b>100.0</b>

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

Over one-third (34.7 percent) of the City's General Fund revenues are spent on police protection. Nearly one-quarter (23.6 percent) of the budget is devoted to fire protection. The City commits 16.6 percent of its spending to parks and recreation. Some 13 percent of the City's Revenue are used for public works, which includes street repair and maintenance and street lighting. Approximately one-tenth (11 percent) of the budget is used for administrative expenses.

### C. Summary of Finances

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

**TABLE 4**

<b>SUMMARY OF FINANCES</b>	
	<b>Actual 1995<sup>1</sup></b>
Revenues	\$9,101,607
Operating Expenditures	8,752,740
Excess of Revenues Over (Under) Operating Expenditures	348,867
Capital Expenditures	427,560 <sup>2</sup>
Excess of Revenues Over (Under) Total Expenditures	357,757 <sup>3</sup>
Fund Balance	<b>\$1,143,836</b>
Bonded Indebtedness	\$ 0

Notes: <sup>1</sup> Hazelwood's Fiscal Year is July 1 to June 30.

<sup>2</sup> One portion of capital expenditures are funded by General Fund revenues (\$295,709) and another portion is funded by proceeds from capital lease obligations (\$131,851).

<sup>3</sup> Amount adjusted by addition of \$8,890 from other financing sources.

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

## IV. PROVISION OF SERVICES

### A. Existing and Proposed Services

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

by St. Louis County would be transferred to the City of Hazelwood. 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**

<b>SERVICES</b>		
<b>Service</b>	<b>Current Provider</b>	<b>Proposed Provider</b>
Police Protection	St. Louis County	City of Hazelwood
Fire Protection/EMS/ALS	Florissant Valley FPD	Florissant Valley FPD <sup>1</sup>
Streets	St. Louis County	St. Louis County, City of Hazelwood <sup>2</sup>
Parks and Recreation	St. Louis County	St. Louis County, City of Hazelwood
Refuse Collection	Private Haulers	Contracted by City, paid by Property Owners
Street Lighting	Property Owner	City of Hazelwood, when requested
Planning, Zoning, and Subdivision Regulations	St. Louis County	City of Hazelwood
Building Code, Mechanical Permits and Inspections <sup>3</sup>	St. Louis County	St. Louis County, City of Hazelwood
Residential Occupancy Permits and Inspections <sup>4</sup>	None	None
Health Services - Rodent Control, Mosquito Fogging, Animal Control	St. Louis County	City of Hazelwood <sup>5</sup>
Municipal Court	St. Louis County	City of Hazelwood

- <sup>1</sup> The City of Hazelwood provides fire protection services within its original boundaries through its own Fire Department. By state law newly annexed areas retain the services of their current fire protection provider.
- <sup>2</sup> Maintenance of .75 miles of Charbonier Road, which is on the Arterial Road System, will remain a County responsibility. All of the other roads in the area are private. Thus, no roads on the County Road System would be transferred to Hazelwood if the annexation occurs.
- <sup>3</sup> Hazelwood contracts with St. Louis County to issue permits or enforce codes relating to elevators, amusement activities, electrical, plumbing, and weights and measures.
- <sup>4</sup> Both Hazelwood and the County have similar property maintenance codes which are limited to exterior conditions only. While no County 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>5</sup> While the City of Hazelwood would assume primary 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. However, if the area is annexed, property owners will pay the 1995 Hazelwood tax rate of \$.31 per \$100 of assessed valuation on real estate property value only. The City of Hazelwood will then reimburse the Florissant Valley Fire Protection District at their \$.66 tax rate on both real estate and personal property for their continuation of fire protection services to the area.

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**

Residents will experience a tax savings if the annexation occurs. A residential property owner in the annexation area with a \$100,000 home with an assessed valuation of \$19,000 would pay the Hazelwood property tax rate of \$.66, which would be offset by the City paying the Florissant Valley Fire Protection District tax rate of \$.66. Thus, there would be a net savings in tax rate of \$.35 for a net property tax savings of \$47. The Plan of Intent indicates that the City of Hazelwood would reimburse the Florissant Valley Fire Protection District for the \$.66 personal property tax

rate no longer paid by residents. Assuming \$4,000 of personal property, a typical resident would save \$26 per year.

There is no residential utility tax in Hazelwood. Thus, the typical single family homeowner would realize a \$100 per year tax savings. All together a typical homeowner would save \$192 in taxes per year if the annexation is successful.

In addition to tax savings, the Plan of Intent indicates that residents would experience a small savings of approximately \$11 per year in trash collection services. The property owner would continue to pay for the City contracted service, but at a slightly lower rate. However, extension of this service by the City can only occur after the two year notification to current haulers required by State law. The Plan of Intent indicates that the City would spend funds on street lighting. It is not noted to what extent this service would be provided or what the anticipated financial benefits to the homeowner would be.

## **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 \$7,448. 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>	\$3,809
Utility Tax <sup>2</sup>	1,287
C.A.R.T. <sup>3</sup>	1,597
County Road and Bridge <sup>3</sup>	503
Cigarette Tax <sup>4</sup>	158
Cable T.V. Tax <sup>5</sup>	94
<b>TOTAL</b>	<b>\$7,448</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 Hazelwood if the annexation is successful.

**TABLE 7**

<b>CITY AND COUNTY ESTIMATE OF HAZELWOOD'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>	\$ 3,809	\$ 3,737
Utility Gross Receipts Tax <sup>2</sup>	0	0
State Road Aid (Gasoline and motor vehicle) <sup>3</sup>	1,155	1,260
County Road and Bridge <sup>4</sup>	503	403
Cigarette Tax <sup>5</sup>	158	169
Property Tax <sup>6</sup>	1,192	1,015
Cable T.V. Tax <sup>7</sup>	94	155
Miscellaneous taxes/permits/ licenses/fees <sup>8</sup>	45	45
<b>TOTALS</b>	<b>\$6,956</b>	<b>\$6,784</b>

- <sup>1</sup> County estimate based on \$102.95 per capita; Hazelwood estimate based on \$101 per capita; City use tax estimate not included in this comparison.
- <sup>2</sup> There is no utility gross receipts tax estimate; Hazelwood does not tax residential utility usage.
- <sup>3</sup> State Road Aid includes: gasoline tax, gasoline tax increase, motor vehicle sales tax, and auto license fees. County estimate based on \$31.21 per capita; Hazelwood estimate based on \$34.04 per capita.
- <sup>4</sup> Rate is \$1.05 per \$100 assessed valuation.
- <sup>5</sup> County estimate based on \$4.28 per capita; Hazelwood estimate based on 4.57 per capita.
- <sup>6</sup> Hazelwood property tax rate is \$.31 per \$100 on real estate property only.
- <sup>7</sup> St. Louis County calculates (Housing units x .50) x (Annual Average Cost of Cable) x .03 = \_\_\_\_\_. Hazelwood estimate based on a 5% tax rate.
- <sup>8</sup> City of Hazelwood estimate.
- <sup>9</sup> Estimates from Hazelwood Plan of Intent.

The County estimates that Hazelwood will receive \$6,956 from the area if annexed; the City's Plan of Intent estimates revenues of \$6,784. The two estimates are very 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 ANNUAL EXPENDITURES FOR THE AREA</b>	
<b>Service</b>	<b>Estimates for Expenditures</b>
Fire Protection <sup>1</sup>	\$2,508
Public Works <sup>2</sup>	1,000
<b>TOTAL</b>	<b>\$3,508</b>

<sup>1</sup> Represents cost of reimbursement to Florissant Valley Fire Protection District.

<sup>2</sup> Public Works costs include street lighting, signs, and mosquito spraying.

The Plan of Intent does not indicate that any street maintenance or snow plowing services would be offered on the private roads in the area. In summary, while the City will provide limited services to the area with some of the tax revenues generated, there would be over \$3,200 in annual tax benefits for the City if the area is annexed.



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

The area proposed to be annexed is approximately 41 percent contiguous to the City of Hazelwood.

The proposed extension of the City's limits to the northeast will result in a less regular boundary than what currently exists. There are no direct local street connections from the City of Hazelwood to the area. All municipal services would have to be provided via Charbonier Road, a County Arterial Road. In addition, there is only one direct road connection via Charbonier Road to the area from the existing city; and this connection is only reasonably made by first traveling through the Riverwood Estates Subdivision from Howdershell Road. Alternate access is available only by passing through the City of Florissant.

## **VII. ANALYSIS OF ADDITIONAL ISSUES**

Orderly Incorporation in the County. The Plan of Intent's heading for Factor 3, "ABILITY TO ACCOMMODATE ORDERLY INCORPORATION OF THE COUNTY" and the following statement that "The annexation of the Charbonier Area by the City of Hazelwood is a natural progression toward full incorporation of this area of the County," represent a misstatement of the Boundary Commission factor. The correct wording from the text of Factor 3 is "The ability to accommodate the orderly incorporation in the County ...". The wording does not imply a mandate or that there is a stated goal for full incorporation of the County. The intent of Factor 3 is to allow the Boundary Commission the ability to gauge whether the proposal has any flaws regarding legal boundaries, technical or service delivery problems, or boundaries which overlap other proposals.

Road Improvements. Future road improvements in the area could be adversely impacted if the annexation is successful and the City does not make provisions for the continuance of the Missouri Bottom Traffic Generation Assessment Road Trust Fund administered by St. Louis County. Funds from the trust are used for the implementation of road improvements identified on the Highway System Plan. Specifically, the area proposed for annexation is impacted by planned improvements to Charbonier Road to three lanes and the proposed Bluff Road Extension, which will be a five lane arterial road.

Quality of Services. The Plan of Intent states that municipal services provided by a city rather than the County "... means the service provider is much closer, more responsive and more accountable to the service recipients." It is acknowledged that the City of Hazelwood provides a full range of municipal services; and it is reasonable to assume that Hazelwood could provide normal municipal services to the area. However, it should be noted that St. Louis County provides quality efficient municipal services to the proposed annexation area and will continue to do so if desired by the voters of the area.

## VIII. SUMMARY OF ISSUES BY BOUNDARY COMMISSION FACTOR

### Factor 1 Impact

Residents will experience a tax savings if the annexation occurs. A residential property owner in the annexation area with a \$100,000 home with an assessed valuation of \$19,000 would pay the Hazelwood property tax rate of \$.31, which would be offset by the City paying the Florissant Valley Fire Protection District tax rate of \$.66. Thus, there would be a net savings in tax rate of \$.35 for a net property tax savings of \$66. The Plan of Intent indicates that the City of Hazelwood would reimburse the Florissant Valley Fire Protection District for the \$.66 personal property tax rate no longer paid by residents. Assuming \$4,000 of personal property, a typical resident would save \$26 per year.

There is no residential utility tax in Hazelwood. Thus, the typical single family homeowner would realize a \$100 per year tax savings. All together a typical homeowner would save \$192 in taxes per year if the annexation is successful.

### Factor 2 Legal Description

No Comment.

### Factor 3 Orderly Incorporation in the County

The Plan of Intent's heading for Factor 3, "ABILITY TO ACCOMMODATE ORDERLY INCORPORATION OF THE COUNTY" and the following statement that "The annexation of the Charbonier Area by the City of Hazelwood is a natural progression toward full incorporation of this area of the County," represent a misstatement of the Boundary Commission factor. The correct wording from the text of Factor 3 is "The ability to accommodate the orderly incorporation in the County ...". The wording does not imply a mandate or that there is a stated goal for full incorporation of the County. The intent of Factor 3 is to allow the Boundary Commission the ability to gauge whether the proposal has any flaws regarding legal boundaries, technical or service delivery problems, or boundaries which overlap other proposals.

The 384.6 acre Charbonier Area encompasses the western portion of the larger 915 acre Area West of the City that the City of Florissant is attempting to annex.

### Factor 4 Services

The Plan of Intent states that municipal services provided by a city rather than the County "... means the service provider is much closer, more responsive and more accountable to the service recipients." It is acknowledged that the City of Hazelwood provides a full range of municipal services; and it is reasonable to assume that Hazelwood could provide normal municipal services to the area. However, 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**

No comment.

**Factor 7 Sources of Revenue**

The City of Hazelwood is expected to gain over \$3,200 in annual tax benefits if the area is annexed.

**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 \$7,448. This proposal does not have an extraordinary effect on tax distribution.

**Factor 9 Zoning**

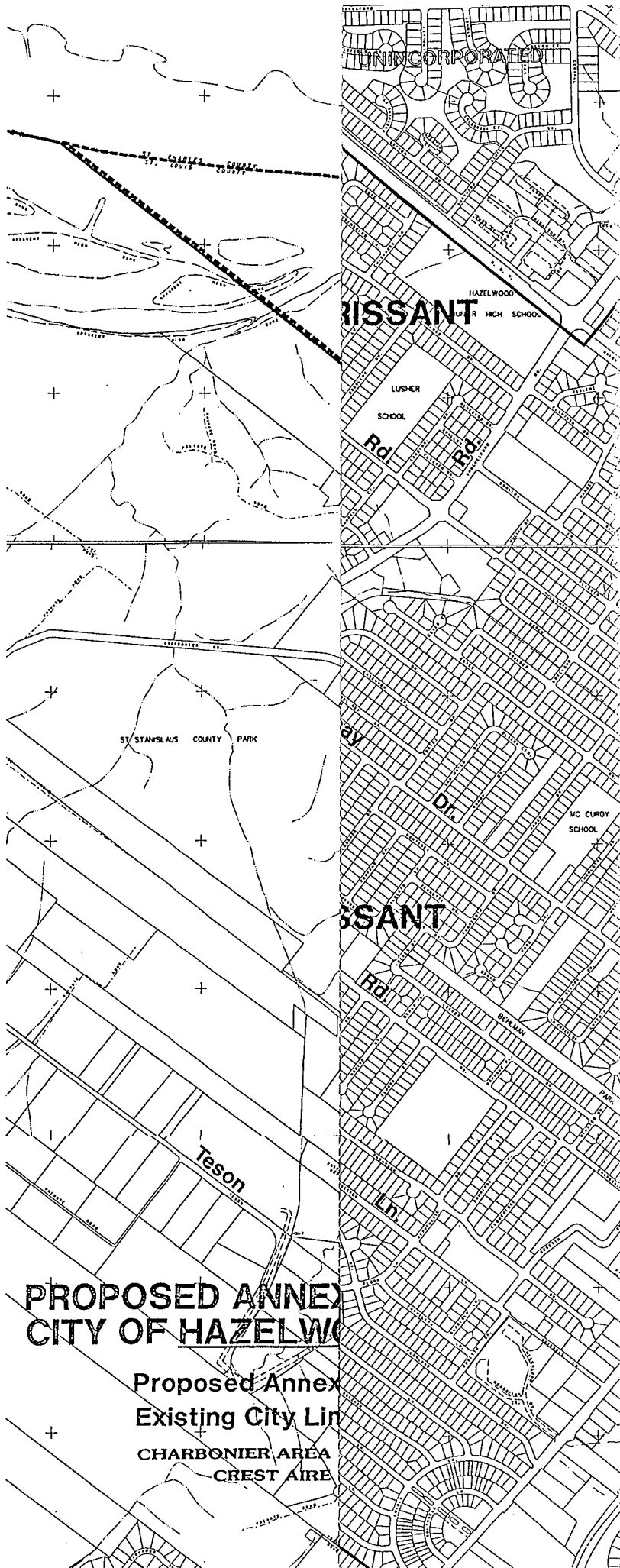
If the annexation occurs the potential exists for some properties in the area to become non-conforming because of more restrictive City setback requirements. Such non-conformities will need to be rectified by the City's Board of Zoning Adjustment on a case-by-case basis as the need arises.

**Factor 10 Compactness**

The proposed extension of the City's limits to the northeast will result in a less regular boundary than what currently exists. There are no direct local street connections from the City of Hazelwood to the area. All municipal services would have to be provided via Charbonier Road, a County Arterial Road. In addition, there is only one direct road connection via Charbonier Road to the area from the existing city; and this connection is only reasonably made by first traveling through the Riverwood Estates Subdivision from Howdershell Road. Alternate access is available only by passing through the City of Florissant.

**Factor 11 Effective Date of Annexation**

No comment.



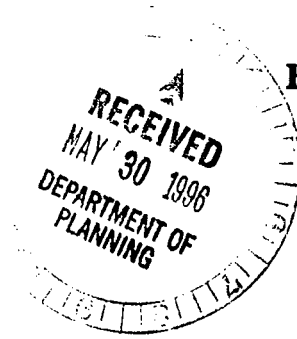
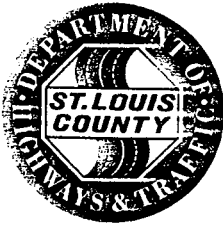
**PROPOSED ANNEXATION  
CITY OF HAZELWOOD**

Proposed Annexation  
Existing City Limits

CHARBONIER AREA  
CREST AIRE

# **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 Hazelwood (Charbonier Area)

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 HAZELWOOD PETITION**

The proposed Charbonier Area of 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 Road which is part of the St. Louis County Arterial Road System.

Charbonier Road, northwest of Howdershell Road, presently has an A.W.T. of 3,760 and 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.

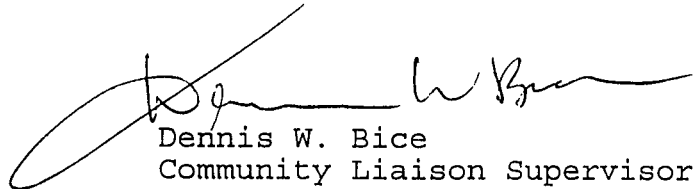
As the area proposed for annexation is impacted by planned improvements to the Bluff Road Extension and Charbonier Road, we expect the trust fund to provide the financing necessary to complete these improvements.

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 Hazelwood, 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.

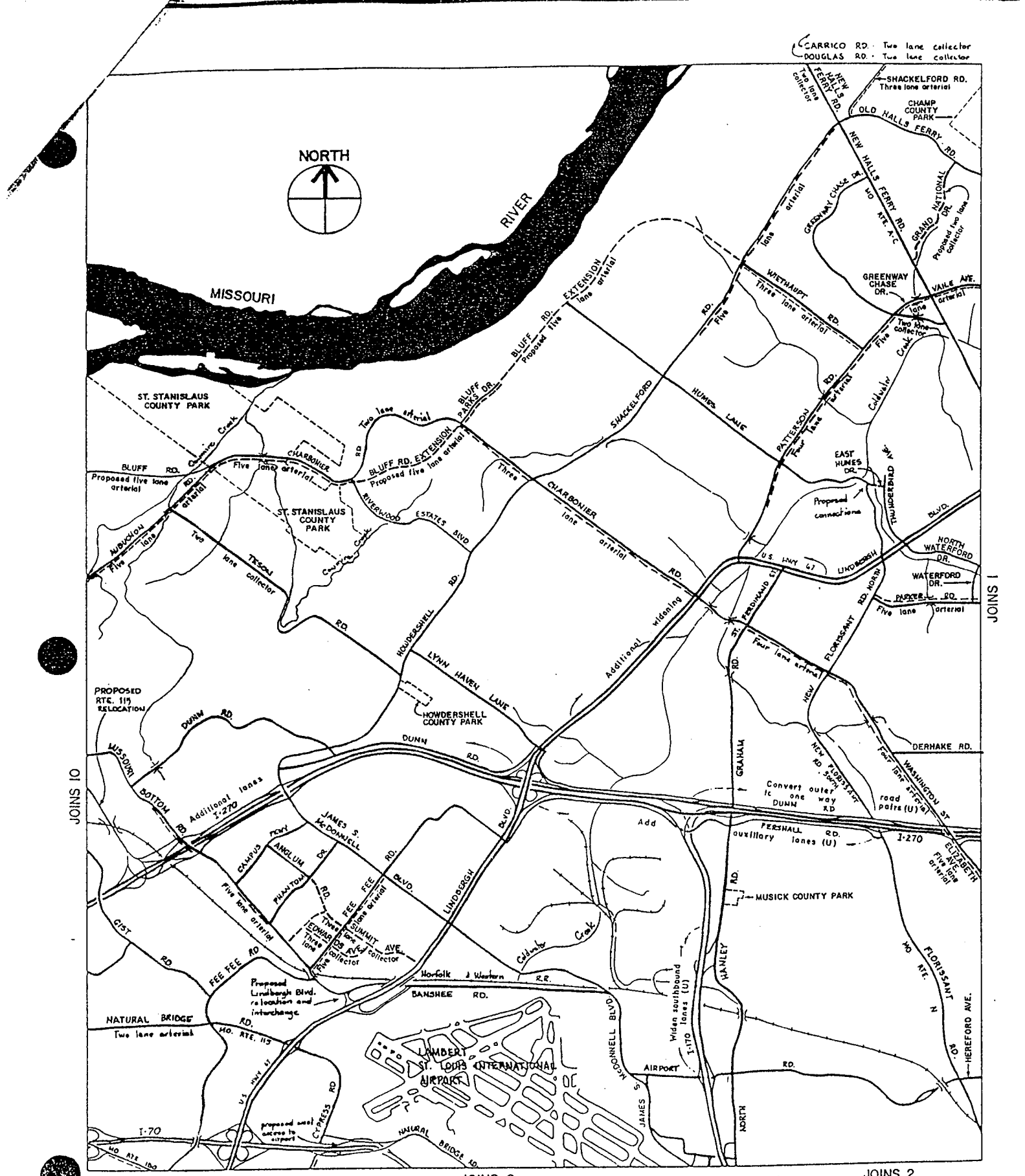
The developer is given credit toward the Traffic Generation Assessment for off-site road improvements required of the development. Utility relocations and sidewalks are not creditable items. The value of the road improvement is based on materials quantities taken from approved roadway plans multiplied 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.

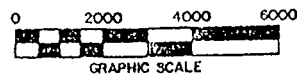
## ANNEXATIONS

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

80.00-7



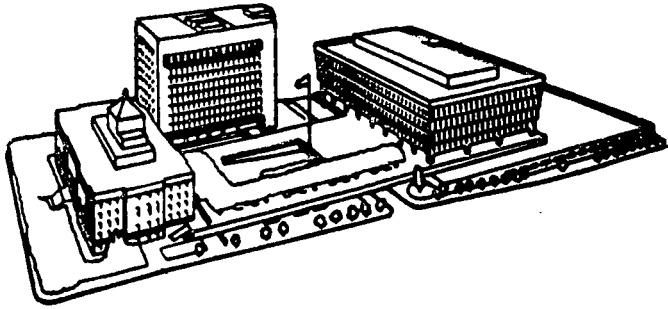
5

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 (Crestaire 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
<b>TOTAL</b>	<b>2,162.49 ac</b>	<b>7,923</b>	<b>\$57,546,506</b>	<b>\$95,164,325</b>	<b>21.39</b>	<b>2.62</b>	<b>24.01</b>	<b>0</b>	<b>\$104,905</b>	<b>\$183,378</b>	<b>\$285,476</b>	<b>\$22,026</b>	<b>\$18,088</b>		<b>Unknown</b>

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



St. Louis County, Missouri  
Buzz Westfall, County Executive

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

May 24, 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 Hazelwood  
(Charbonier 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 \$1,000 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.

The subject area contains what is known as **Charbonier Bluff**, a natural historic landmark that is recognized by the National Register. Charbonier Bluff overlooking the Missouri River is significant in part because it was noted by every pioneer explorer, including Lewis and Clark. It was the highest point on the lower Missouri River and was famous for the seam of coal exposed at its base, evidence of the mineral wealth of the territory. The name in French refers to this coal, or *charbon*. Philippine Duchesne landed at Charbonier, and Jesuits of St. Stanislaus Seminary held retreats there. Due to the historic significance of the area, the density of future development should be carefully controlled. 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  
HL010166.ANX

cc: Herbert Liu



## INTER-OFFICE MEMORANDUM

May 31, 1996

TO: JUNE FOWLER, Director  
Department of Planning

FROM: COLONEL RONALD A. BATTELLE *RAB*  
Chief of Police

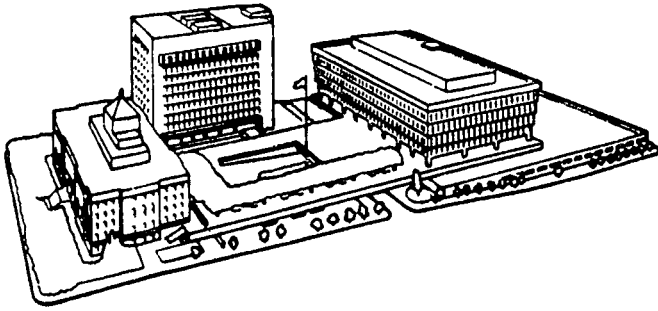
SUBJECT: PROPOSED HAZELWOOD ANNEXATIONS

---

The St. Louis County Police Department has been requested to provide information concerning the proposed annexation of three separate areas by the City of Hazelwood. 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 \$164,314. 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 opposes the annexation of these areas and recommends that St. Louis County Government oppose them as well.

Area 1 - CHARBONIER AREA	
Police Service Cost -	\$ 2,645
Calls for Service -	23
Revenue Loss -	
Utilities Gross Receipt Tax -	\$ 1,300
Cigarette Tax -	166
Sales Tax (from General Fund) -	<u>685</u>
TOTAL -	\$ 2,151
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) -	<u>9,423</u>
TOTAL -	<u>36,899</u>
Area 3 - SOUTH INDUSTRIAL AREA	
Police Service Cost -	\$ 2,174
Calls -	20
Revenue Loss	
Utilities Gross Receipt Tax -	\$125,264
Cigarette Tax -	0
Sales Tax (from General Fund)-	<u>0</u>
TOTAL-	\$125,264
TOTALS FOR AREAS 1, 2 and 3	
Revenue	\$164,314
Police Service Cost	<u>62,286</u>
	\$102,028

RAB:KB:tg  
117857



**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

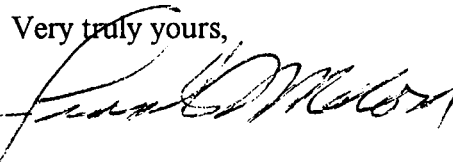
Re: Proposed annexation by  
City of Hazelwood (Charbonier Area)

Dear Ms. McAllister Fowler:

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

This annexation is 384.6 acres of "NU" Non-Urban zoned property. There is a small portion located in the flood plain. This area is being used primarily for agricultural purposes with a scattering of residential homes. The City of Hazelwood contracts with St. Louis County Department of Public Works for Elevators, Amusements, Electrical, Plumbing 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

