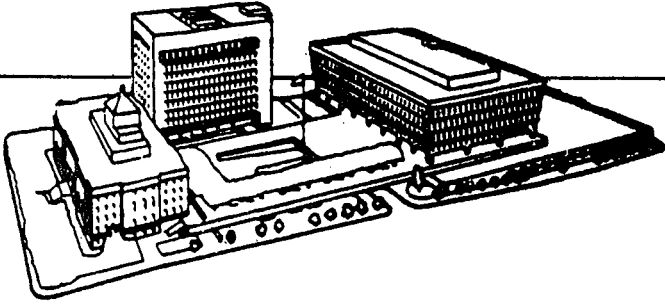


**PROPOSED SIMPLIFIED ANNEXATION  
BY THE  
CITY OF FLORISSANT**

**OLD FLEURISSANT GOLF CLUB AREA**

**Report BC 9801  
For submittal to the Boundary Commission, St. Louis County  
Prepared by St. Louis County Department of Planning**

**April 14, 1998**



## ST. LOUIS COUNTY, MISSOURI

BUZZ WESTFALL, COUNTY EXECUTIVE

DEPARTMENT OF PLANNING  
GLENN A. POWERS, DIRECTOR

April 14, 1998

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

Re: Proposed City of Florissant Annexation  
BC 9801 Old Fleurissant Golf Club

Dear Commissioners:

St. Louis County Department of Planning is pleased to submit the analysis of the simplified 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 to be an objective analysis of the proposal to serve as a guide to the Boundary Commission in its deliberations.

If the commission requires more information in addition to what is contained in the report, we will make every effort to respond to your request in a timely manner.

Sincerely,

Glenn A. Powers, Director  
Department of Planning

# TABLE OF CONTENTS

## **INTRODUCTION**

---

Purpose of Report  
General Description of Proposed Area to be Annexed

## **GEOGRAPHY**

---

Logic of Annexation  
Accessibility of Annexation  
Impacts of Annexation

## **PROVISION OF SERVICES**

---

Existing and Proposed Services

## **ZONING AND LAND USE**

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Existing and Proposed Zoning

## **FINANCIAL ANALYSIS**

---

## **SUMMARY OF ISSUES**

---

## **ATTACHMENTS**

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Map of proposed annexation

## **APPENDICES**

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Correspondence from St. Louis County Department of Highways and Traffic  
Correspondence from St. Louis County Department of Public Works  
Correspondence from St. Louis County Department of Parks and Recreation  
Correspondence from St. Louis County Police Department

## **INTRODUCTION**

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### **Purpose of Report**

The purpose of this report is to provide information regarding the proposed simplified annexation of 113.74 acres of unincorporated St. Louis County by the City of Florissant, BC 9801. The analysis in this report is based upon a review of the Plan of Intent and accompanying documents submitted to the Boundary Commission by the City of Florissant and the testimony by the City Attorney at the St. Louis County Boundary Commission Public Hearing on March 24, 1998.

### **General Description of Proposed Area to be Annexed**

The proposed annexation area consists of 113.74 acres in North St. Louis County known as the Old Fleurissant Golf Club, formerly Paddock Hills Golf Course. The golf course is owned by the City of Florissant, purchased and renamed in 1997. The annexation proposal includes only the golf course itself and not the forty-eight residential homes in Paddock Hills Estates that are located within the course. The golf course is adjoined by Coldwater Creek to the north, unincorporated St. Louis County to the south, the City of Black Jack to the east, and the City of Florissant to the west. Basic data regarding the area is depicted in Table 1.

<b>TABLE 1: BASIC ANNEXATION AREA DATA</b>	
<b>AREA</b> <sup>1</sup>	113.74 acres
<b>POPULATION</b> <sup>2</sup>	0
<b>DWELLING UNITS</b> <sup>2</sup>	0
<b>TOTAL ASSESSED VALUATION</b> <sup>3</sup>	\$263,250
<b>ASSESSED VALUATION PER CAPITA</b>	\$0

Sources:

- 1 Legal description conducted by a Registered Land Surveyor
- 2 Due to the nature and use of the proposed annexation area, there are no population or dwelling units associated with the annexation
- 3 St. Louis County Tax Assessor's Record

## **GEOGRAPHY**

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### **Logic of Annexation**

The proposed annexation consists of only the golf course, one parcel totaling 113.74 acres, which is 15.3% contiguous to the City of Florissant on its eastern border, abutting the City of Black Jack. The City of Florissant indicates in the Plan of Intent that the *"simplified boundary change is being pursued so that we can include property, owned by the City, in the City."* While ownership of property is not a requirement for the extension of a city boundary, it is understandable why Florissant desires jurisdiction of the property since they are using city resources to maintain it.

From a geographical perspective, however, the proposed annexation is not intuitively logical. Although the property abuts the city, it is not directly accessible from Florissant.

### **Accessibility of Annexation**

The proposed annexation area is accessed directly from a single point of ingress and egress, the intersection of Old Halls Ferry Road and Country Club Lane. Old Halls Ferry Road is part of St. Louis County's Arterial Road System, while Country Club Lane is a Private Drive located within the City of Black Jack. This primary access point is located at the northeast corner of the golf course property, which will not be within the City of Florissant if annexed, but rather on the portion of the golf course located within the City of Black Jack.

The City of Florissant has not indicated any plans to pursue an alternate access to the golf course within its boundaries. The St. Louis Department of Highways and Traffic requests that the possibility of future access through the unincorporated residential area via county maintained streets be addressed by the City of Florissant.

### **Impacts of Annexation**

The Plan of Intent states that the forty-eight residential homes (Paddock Hills Estates) that exist within the golf course property are purposely not included in the annexation area. Currently, the homes can only be accessed by a single point via Lisa Drive / Club Grounds North Drive, which is located in unincorporated St. Louis County and maintained by St. Louis County's Department of Highways and Traffic. The proposed annexation will not affect access to the residences, nor will it alter the current traffic pattern. Because there is access to the homes through unincorporated St. Louis County to the south, an isolated unincorporated pocket will not be created as a result of the proposed annexation according to the Boundary Commission Statutes.

## **PROVISION OF SERVICES**

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### **Existing and Proposed Services**

Due to the unique use of the proposed annexation area, many of the proposed municipal services provided by the City of Florissant are irrelevant because there are no population or dwelling units involved. While Florissant's Plan of Intent raises such issues as improved representation and redrawing of ward boundaries, it is again noted that these are irrelevant since there are no voters in the proposed annexation area.

The proposed annexation area contains no public streets to maintain, so the proposed services to be offered for street maintenance, capital improvements, snow removal, street lighting, and sidewalk improvement and repair as listed in the Plan of Intent are not particularly relevant.

The only service provider that would change upon annexation would be police. Currently, police services are provided by St. Louis County, but would be provided by the City of Florissant if the property is annexed. The St. Louis County Police Department has concerns with the delivery of police protection to the area if annexed into the City of Florissant because Florissant does not have direct access to the golf course through its own boundaries. To reach the golf course in the event of an emergency, Florissant police must travel through unincorporated St. Louis County and the City of Black Jack to reach the golf course. The St. Louis County Police Department raises the issue that this could result in longer response times for emergency calls if annexed. Presently, the golf course is served by the St. Louis County Police substation located in the City of Black Jack at the intersection of Jamestown and Parker Roads.

## ZONING AND LAND USE

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### Existing and Proposed Zoning

The proposed annexation area is currently zoned NU Non-Urban District and FPNU Flood Plain Non-Urban along Coldwater Creek by the St. Louis County Zoning Ordinance. According to the City Attorney, the future zoning of the golf course if annexed into Florissant would be Park and Recreational District.

However, the Plan of Intent states that the property should "*be classified with a city zoning district which it most closely matches up with in St. Louis County.*" The City of Florissant has a NU Non-Urban District in their zoning ordinance, which contains almost identical regulations to the County's NU Non-Urban District with the exception of telecommunication towers, which are not permitted in Florissant, but are allowed in the County.

Thus, based upon the language of the Plan of Intent, the proposed zoning for the golf course would be NU Non-Urban District instead of Parks and Recreational District. The County is not necessarily opposed to the Park and Recreational District zoning classification for the golf course, but notes the inconsistency between the Plan of Intent and what was stated at the Boundary Commission Public Hearing.

## FINANCIAL ANALYSIS

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The Plan of Intent asserts that the impact on tax resources in St. Louis County as a result of annexation "will be negligible since there is no population involved." Table 2 indicates the amount of County revenue loss if the property is annexed into the City of Florissant.

<b>TABLE 2: ANNUAL COUNTY REVENUE LOSS</b>	
<b>Sales Tax<sup>1</sup></b>	<b>\$0</b>
<b>Utility Tax<sup>2</sup></b>	<b>\$1155.63</b>
<b>Road and Bridge Property Tax<sup>3</sup></b>	<b>\$963.00</b>
<b>TOTAL</b>	<b>\$2118.63</b>

Sources: <sup>1</sup> St. Louis County Department of Planning value based upon \$110.63 per person. Since there are no population associated with the annexation, the sales tax value is \$0.  
<sup>2</sup> St. Louis County Department of Planning  
<sup>3</sup> St. Louis County Department of Highways and Traffic

In addition, the proposed annexation area is subject to the New Halls Ferry Road Traffic Generation Assessment Road Trust Fund and implementation of the Highway System Plan. The St. Louis County Department of Highways and Traffic recommends that the Boundary Commission make the annexation proposal contingent upon an agreement with the City of Florissant to continue the New Halls Ferry Road Traffic Generation Assessment Road Trust Fund administered by St. Louis County, and the implementation of the Highway System Plan. Both the Traffic Generation Assessment Road Trust Fund and implementation of the Highway System Plan are vital elements to meet the road improvement needs of area residents, the citizens of the City of Florissant, and the general public as development progresses.

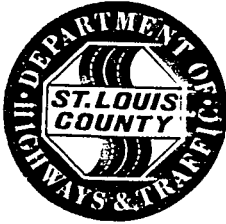


## **SUMMARY OF ISSUES**

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The County recommends that the Boundary Commission consider the following issues in their deliberations:

- ◆ The St. Louis County Department of Highways and Traffic notes that access to the golf course is only available through the City of Black Jack. There is concern that Florissant will pursue another point of access within their boundaries.
- ◆ St. Louis County Police Department is concerned with longer emergency response times by the City of Florissant due to the access to the golf course being located outside of their jurisdiction.
- ◆ The St. Louis County Department of Highways and Traffic recommends that the annexation be contingent upon the continuation of the New Halls Ferry Road Traffic Generation Assessment Road Trust Fund and implementation of the Highway System Plan.



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

April 6, 1998

MEMORANDUM: Amy Dennis, Planner  
Comprehensive Planning Division  
Department of Planning

Subject: Boundary Commission Information Request Regarding  
City of Florissant Annexation (Old Fleurissant Golf Club)

Reference is made to your memorandum received March 30, 1998, 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 City's ability to continue uninterrupted service on the affected roadways.

**CITY OF FLORISSANT PETITION:**

The proposed Old Fleurissant Golf Club area of annexation is encompassed by the New Halls Ferry Road Traffic Generation Assessment Road Trust Fund established by St. Louis County Ordinance No. 16,137, which became effective September 28, 1992.

Access to the Old Fleurissant Golf Club is served exclusively by Old Halls Ferry Road, which is part of this Department's Arterial Road System, and Country Club Lane, which is a private drive located within the City of Black Jack.

The forty-eight residential homes purposely excluded from the annexation will become an unincorporated pocket and continue to access over a network of subdivision streets maintained by this Department. We would point out the annexation will relocate the city limit line, at some points, to front our public street right-of-way. Although alternate access to the golf club over County subdivision streets is not being proposed, it should be noted at this time as a possibility and addressed with the City's Plan of Intent.

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

The continuation of the New Halls Ferry Road Traffic Generation Assessment Road Trust Fund and implementation of the Highway System Plan are integral in meeting the needs of

RE: Old Fleurissant Golf Club  
Amy Dennis, Planner  
Department of Planning

2

April 6, 1998

area residents and the traveling public for road improvements as development progresses. 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/rl  
Enclosures

cc: Mr. Donald E. Spencer, P.E., Acting Director  
Mr. J. Michael Dooley, P.E., Acting Director, Department of Public Works

## 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

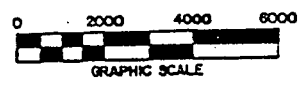
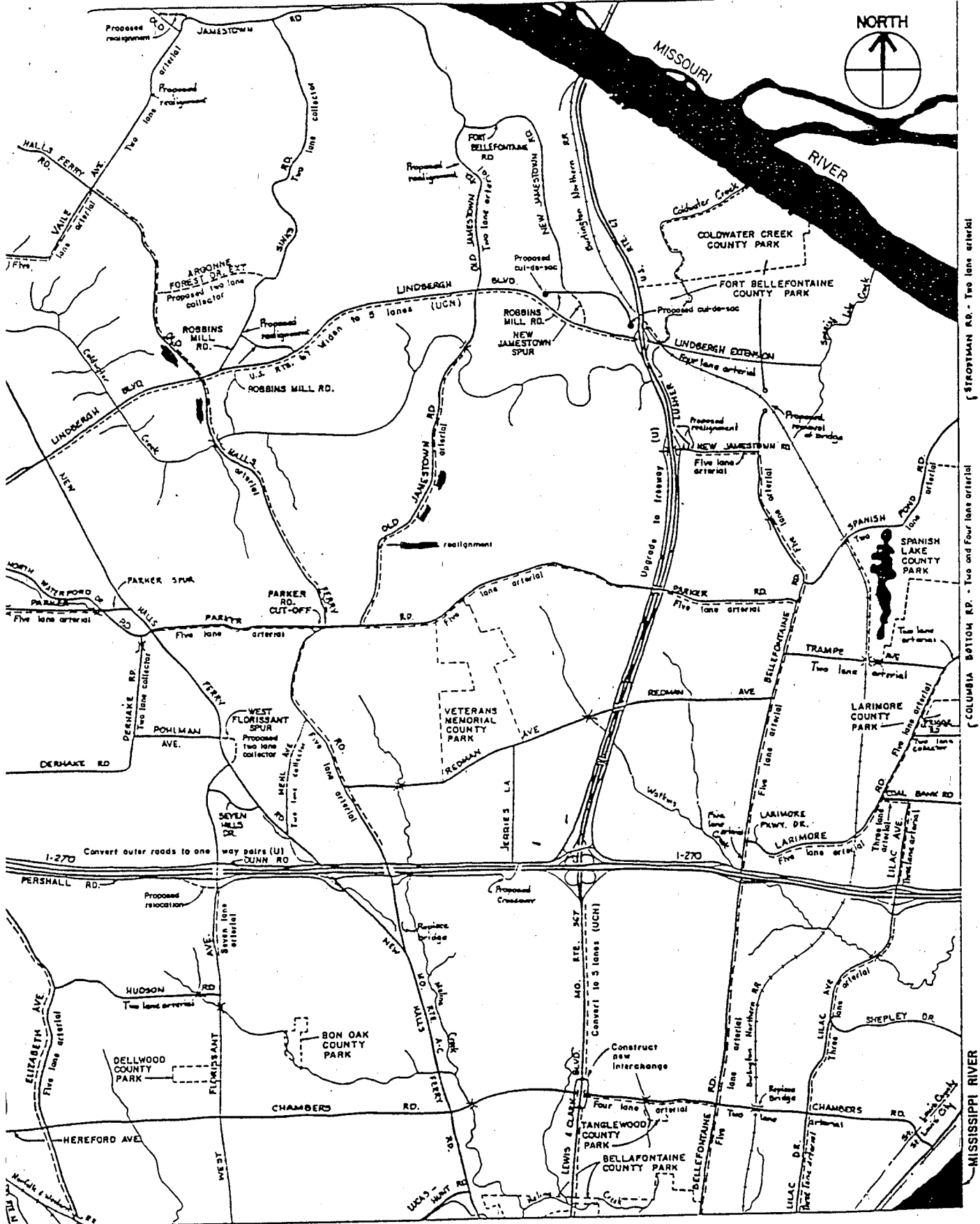
Traffic Generation Assessment contributions are one of several methods this Department has of financing roadway improvements. They are not sufficient for major widenings for long distances but they do allow for lane additions, improved intersection geometrics, signalization and other improvements that 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.

## 80.00 Highway System Plan

The Highway System Plan depicts the general alignment and nature of road improvements for existing and future classified roads on the St. Louis County Arterial Road System and County Road System. Improvements to State roads are based on information provided by the Missouri Highway and Transportation Department. Improvements to municipally maintained roads and privately maintained roads are generally not indicated.

The detailed requirements for such improvements on County roads as pavement, shoulders, curbs and gutters, signals, bridges and drainage have not been indicated but are available from the St. Louis County Department of Highways and Traffic. Other minor road improvements such as minor realignments, additional turning lanes, removal of on-street parking, sidewalk construction and other improvements may be required to bring existing roads to County or State Highway Department standards, but are not specifically identified on the plan. The State and County Highway Departments should be contacted for this information.

The Highway System Plan will be updated from time to time when conditions such as land use, traffic volume, accident data, and other agency improvements change. The St. Louis County Department of Highways and Traffic (889-3107) or Missouri Highway and Transportation Department (966-3800) should be contacted for the most recent approved changes.



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  
 1-5-90

JOINS 2

MISSOURI RIVER  
 MISSISSIPPI RIVER  
 STROTTMAN RD. - Two lane arterial  
 COLUMBIA BOTTOM RD. - Two and Four lane arterial

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
Eureka	431 acres	12	\$160,146	\$215,904	0.65	0	0.65	0	\$227	\$991	\$465	\$39	\$90	Unknown
Florissant	108 acres	0	\$263,250	\$263,250	0	0	0	\$276	\$900	0	0	0	\$63	Unknown

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

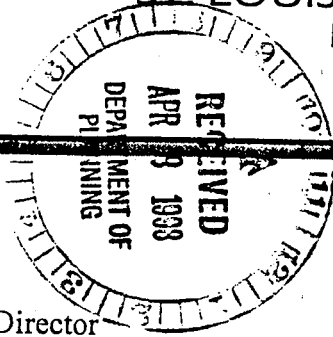
Prepared by  
St. Louis County Department of Highways and Traffic  
JFB/ktb 4/7/98





ST. LOUIS COUNTY, MISSOURI

BUZZ WESTFALL, COUNTY EXECUTIVE  
Department of Public Works



April 7, 1998

Mr. Glenn Powers, Director  
Department of Planning  
41 South Central Avenue  
Clayton, Missouri 63105

Re: Proposed annexation by  
City of Florissant

Dear Mr. Powers:

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

The annexation area is a commercial golf course and is zoned "NU" Non-Urban and "FP NU" Flood Plain Non-Urban. This area is completely developed with little inspection activity.

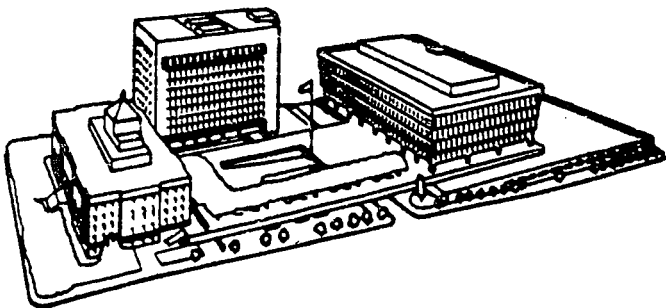
The City of Florissant contracts with the Department of Public Works for Commercial Mechanical, Elevators, Amusements, Commercial Electrical, Commercial Plumbing, Explosives and Weights and Measures Inspections. The impact on the St. Louis County Department of Public Works service delivery is negligible.

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

Very truly yours,

J. Michael Dooley, P.E., Acting Director  
Department of Public Works

MJD/jh



St. Louis County, Missouri  
Buzz Westfall, County Executive  
Department of Parks & Recreation  
Robert J. Hall, CLP, Director

April 9, 1998

## MEMORANDUM

TO: Amy Dennis, Planner  
Comprehensive Planning Division

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

RE: **Proposed Annexation of the Old Fleurissant Golf Club  
by the City of Florissant**

The Department of Parks and Recreation has assessed the potential impact of the subject annexation proposal. The proposed annexation will not have adverse impact on County Park system. For additional information regarding the annexation proposal please contact Herbert Liu at 889-2875.

RJH:HL:mlw

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cc: Herbert Liu



RECEIVED APR - 3 1998 *Jenifer*

INTER-OFFICE MEMORANDUM

April 7, 1998

TO: GLENN POWERS, Director  
Department of Planning

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

SUBJECT: SIMPLIFIED ANNEXATION OF THE OLD FLEURISSANT GOLF CLUB  
BY THE CITY OF FLORISSANT

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The St. Louis County Police Department has been requested to provide comments concerning the proposed simplified annexation of the Old Fleurissant Golf Club (formerly Paddock Hills Golf Course). Records show that our Department responded to eight calls for service in this area in 1997 at an approximate cost of \$1,019. It is estimated that we would lose approximately \$896 from the Utilities Gross Receipt Tax should this area become a part of Florissant.

Although this annexation does not represent a significant loss of revenue to the St. Louis County Police Department, our Department is concerned that Florissant does not have access to this area from within its own boundaries. To provide services, personnel must travel through unincorporated St. Louis County and the City of Black Jack, possibly resulting in longer response times for emergency calls.

RAB:KB:svb

124112

Unincorporated

U.S. Hwy. 67

Lindbergh Blvd.

FLORISSANT

BLACK JACK

New Halls Ferry Rd.

Old Halls Ferry Rd.

Parker Rd.

Unincorporated

# PROPOSED SIMPLIFIED ANNEXATION FOR THE CITY OF FLORISSANT, MISSOURI

-  Proposed Simplified Annexation
-  Incorporated Areas

Total Acreage: 113.74 Acres +/-



Map prepared March 25, 1998 by St. Louis County Department