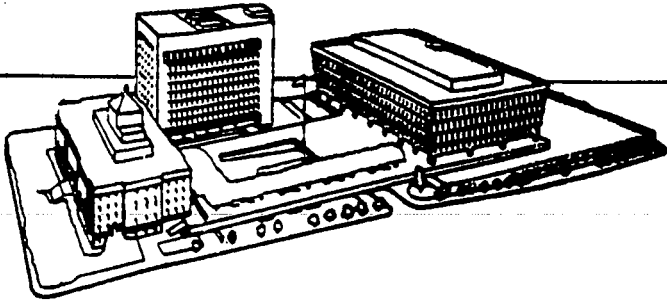


**PROPOSED ANNEXATION BY
CITY OF MANCHESTER
(CARMAN-DOUGHERTY FERRY AREA)**

**Report on BC 9806 Prepared by:
St. Louis County Department of Planning
for Submittal to:
Boundary Commission, St. Louis County
August 11, 1998**



ST. LOUIS COUNTY, MISSOURI

BUZZ WESTFALL, COUNTY EXECUTIVE

**DEPARTMENT OF PLANNING
GLENN A. POWERS, DIRECTOR**

August 11, 1998

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

Re: Proposed Manchester Annexation (BC 9806 - Carman-Dougherty Ferry Area)

Dear Commissioners:

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

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,

Glenn A. Powers, Director
Department of Planning

GAP/LJG/dhc
(bnd\carman.98)

ANALYSIS OF PROPOSED MANCHESTER ANNEXATION

CARMAN-DOUGHERTY FERRY AREA

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I. INTRODUCTION

A. Purpose

The purpose of this report is to provide information regarding a proposed annexation of 2.0 square miles (1280 acres) of unincorporated St. Louis County by the City of Manchester. 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 Manchester.

B. History of Previous Annexation Proposals Affecting Area

Recently, the City of Manchester successfully annexed 595.88 acres immediately west of the proposed annexation area, which became effective on October 1, 1997. The portion of the proposed annexation area west of Meramec Station Road (State Highway 141) was part of a larger area of approximately 906 acres that the City of Manchester attempted to annex in 1994. That proposal, which also included the nearly 600 acre area recently annexed by the City, received approval from the Boundary Commission and was approved by 57 percent of the City residents, but was defeated in the area proposed to be annexed.

II. GEOGRAPHIC INFORMATION

A. Area Proposed to be Annexed - General Description

The 2.0 square mile area proposed for annexation is located along the southeastern limits of Manchester. It is generally bounded by Hanna Road on the west, a small portion of the existing city limits and Carman Road on the north, Dougherty Ferry Road on the east, and the limits of the City of Valley Park and the Village of Twin Oaks as well as a small portion of Big Bend Road on the south. Basic data for the area are provided in the following table.

TABLE 1

BASIC ANNEXATION AREA DATA	
Area ¹	2.0 square miles (1280 acres)
Population ²	8,813
Dwelling Units (1998) ¹	3,550
Total Assessed Valuation ³	\$95,107,717
Assessed Valuation Per Capita ¹	\$10,792

Sources: ¹ St. Louis County Department of Planning.
² 1990 U.S. Census
³ St. Louis County Departments of Revenue and Planning, May, 1998

B. Compactness and Other Boundary Issues

The area proposed to be annexed is only 19.3 percent contiguous to the City of Manchester. Thus, this proposal only slightly exceeds the minimum fifteen percent required by State law.

The proposed annexation would not round-of the City's boundaries or make them more compact. To the contrary, approval of this proposed annexation would result in a city with an amorphous shape. While the area proposed for annexation would be accessible by street connections from the existing City of Manchester, mostly via State Highway 141, the new geographic configuration of the City with the proposed annexation could affect the municipality's ability to deliver services in an efficient manner.

As additional points of information it should be noted that the existing City of Manchester has a population of 9,810 in 3,442 households. The current land area of the City is 2.84 square miles. This proposed annexation would come close to doubling all of these statistics. The annexation area population 8,813 in 3,208 households based on 1990 U.S. Census data. The land area of the area proposed for annexation is 2.0 square miles.

A successful annexation would increase the population of the City by **89.1** percent; the number of households by **52** percent; and the land area by **70.4** percent. If the estimated number of 1998 dwelling units is taken into account, the increase in households would be **103.1** percent.

Two roadway pockets would be created on State Highway 141 if this annexation is successful. There would then be six changes in roadway jurisdiction in an approximately one-half mile segment of State Highway 141 near its intersection with Big Bend Road. If the proposed City of Manchester's boundary would extend to the east right-of-way line of State Highway 141 instead of the west right-of-way line as now proposed, creation of the two roadway pockets would be avoided.

III. FINANCIAL INFORMATION - THE ANNEXING CITY

A. Revenues

According to the Plan of Intent, the City's fiscal year 1997 property tax rate is \$.10 per \$100 of assessed real estate and personal property value (although recent action by the City's Board of Aldermen has set a tax rate of \$.05 per \$100 assessed valuation for 1998). The City's utility tax rate is currently 4.5 percent on electric usage and 5 percent on all other utilities. St. Louis County's utility tax rate is 5 percent for all utilities. Manchester 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

SOURCES OF GENERAL FUND REVENUES		
Sources	1998 (Budgeted)	Percent of Total Budget
Sales Tax	\$2,291,880	54.5 %
Utility	519,040	12.3
Intergovernmental	535,460	12.7
Cable T.V.	43,560	1.0
Fines & Court Cost	271,070	6.5
Property Tax	0	0
Licenses and Permits	148,550	3.5
Other	397,825	9.5
TOTALS	\$4,207,385	100.0%

Source: City of Manchester Annual Budget fiscal year 1998.

Sales tax receipts account for the largest share (54.5 percent) of the City's General Fund revenues. The next two largest revenue categories contributing to the General Fund are intergovernmental revenue (12.7 percent) and the gross receipts taxes on utilities (12.3 percent). Intergovernmental revenues includes State Road Aid (gasoline and motor vehicles tax), cigarette tax receipts, and funds from the County Road and Bridge Tax.

B. Expenditures

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

TABLE 3

GENERAL FUND EXPENDITURES		
Sources	1998 (Budgeted)	Percent of Total
Administration	\$246,905	6.4%
Public Works	1,239,617	32.0
Police	1,545,767	39.9
Parks and Recreation	471,862	12.2
Municipal Court	113,889	2.9
Finance	227,187	5.9
Mayor & Board of Alderman	25,693	.7
TOTALS	\$3,870,920	100%

Source: City of Manchester Annual Budget for fiscal year 1998.

Well over one-third (39.9 percent) of the City's General Fund revenues are spent on police protection. Nearly another one-third (32 percent) of the budget is devoted to public works activities, which includes street repair and maintenance and street lighting. The City commits 12.2 percent of its spending to parks and recreation. Some 6.4 percent of the budget is used for administration.

C. Summary of Finances

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

TABLE 4

SUMMARY OF FINANCES	
	Actual 1996 ¹
Revenues ²	\$4,163,203
Operating Expenditures	2,814,421
Excess of Revenues Over (Under) Operating Expenditures	1,348,782
Capital Expenditures	928,348
Excess of Revenues Over (Under) Total Expenditures	420,434
Fund Balance	2,755,946
Bonded Indebtedness	\$ 0

Notes: ¹ Manchester's Fiscal Year is January 1 - December 31.

² Includes General Fund and other revenues.

Source: City of Manchester, Financial Statements for fiscal year ended December 31, 1996.

IV. FINANCIAL IMPACTS OF PROPOSED ANNEXATION

A. Impact on Area Residents and Property Owners

Annexation by the City of Manchester would have a minimal financial impact on residents, property owners, and businesses in the annexation area. With the Manchester property tax rate of \$.10 per \$100/AV, a residential property owner in the annexation area with a \$150,000 home with an assessed valuation of \$28,500 would pay an additional \$29 per year in real property taxes. The \$.10 per \$100/AV tax rate is also applicable to personal property. Assuming \$15,000

of personal property, a typical resident would pay an additional \$5 per year in taxes. However, the City's 4.5% utility tax rate on electric usage would result in a decrease in utility taxes of approximately \$5 per year for the typical single family home or \$3 per year for a typical rental unit.

If annexed, residents would experience a change in trash collection services. Currently, households individually contract for trash service from a private hauler. The residents would receive services from the trash hauler under contract with the City of Manchester after an initial two year period that is legislatively mandated by State law. The estimated value of Manchester's provision of free trash, recycling, and yard waste pick up is nearly \$12 per month or \$144 per year. Thus the combined new taxes on real and personal property with the reduction in utility tax and trash related service fees would result in a net savings of nearly \$115 per year for the typical single family home.

Some savings could also be realized by the City's assumption of street lighting costs. However, the Plan of Intent does not indicate what the amount of the anticipated financial benefits to the homeowner would be.

The additional Manchester property tax would also effect businesses. Businesses would also be subject to the City's business license fees, which are based on gross receipts. These fees are in addition to a standard \$5 business license fee and a tax paid on merchant's and manufacturer's equipment, paid to St. Louis County by businesses in both unincorporated and incorporated 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 per \$100 AV collected for the Road and Bridge Tax from the County's \$.58 total tax rate would go to Manchester 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 \$1,546,199. A breakdown of County revenue loss by funding source is provided in the following table.

TABLE 5

ANNUAL COUNTY REVENUE LOSS FROM THE PROPOSED ANNEXATION	
	Annexation Area
Sales Tax ¹	\$731,215
Utility Tax ²	360,425
C.A.R.T. ³	289,654
County Road and Bridge ³	99,863
Cigarette Tax ⁴	39,482
Cable T.V. Tax ⁵	25,560
TOTAL	1,546,199

¹ Based on \$110.63 per capita less annexation adjustment estimated at \$27.66 per capita.

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

³ Estimate by St. Louis County Department of Highways and Traffic.

⁴ Based on \$4.48 per capita.

⁵ 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 Manchester if the annexation is successful.

TABLE 6

CITY AND COUNTY ESTIMATE OF MANCHESTER'S NEW ANNUAL REVENUES		
Source	County Estimated Amount	City Estimated Amount⁹
Sales Tax ¹	\$ 974,982	\$ 1,071,820
Utility Gross Receipts Tax ²	340,602	362,180
State Road Aid (Gasoline and motor vehicle) ³	339,829	333,490
County Road and Bridge ⁴	99,863	103,360
Cigarette Tax ⁵	39,482	44,960
Property Tax ⁶	0	0
Cable T.V. Tax ⁷	25,560	47,850
Miscellaneous taxes/permits/ licenses/fees ⁸	151,820	151,820
TOTALS	\$1,972,138	\$2,115,480

- ¹ County estimate based on \$110.63 per capita; City use tax estimate not included in this comparison.
- ² Assumes average annual utility bill of \$2,000 with Manchester utility gross receipts tax rate of 4.5% on electric usage and 5% on all other utilities.
- ³ State Road Aid includes: gasoline tax, gasoline tax increase, motor vehicle sales tax, and auto license fees. County estimate based on \$38.56 per capita.
- ⁴ Rate is \$1.05 per \$100 assessed valuation.
- ⁵ County estimate based on \$4.48 per capita.
- ⁶ Although Manchester does not budget a tax on real and personal property in 1998 and beyond, recent action by the Board of Aldermen has set a tax rate of \$.05 per \$100 assessed valuation for 1998.
- ⁷ St. Louis County calculates (Housing units x .50) x (Annual Average Cost of Cable) x .03 = _____.
- ⁸ City of Manchester estimate.
- ⁹ Estimates from Manchester Plan of Intent.

The County estimates that Manchester will receive \$1,972,138 from the area if annexed; the City's Plan of Intent estimates revenues of \$2,115,480. The difference in estimates is \$143,342, primarily due to differences in sales tax revenue estimates.

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 7

CITY ESTIMATE OF ANNUAL EXPENDITURES FOR THE AREA	
Service	Estimates for Expenditures
Police	\$970,370
Public Works	745,470
Parks and Recreation	41,630
Administration/Municipal Courts	43,410
Capital Improvements	304,740
TOTAL	\$2,105,620

The Plan of Intent anticipates hiring twenty-eight additional full-time personnel to provide services in the area proposed to be annexed. These personnel would include eighteen police officers, five public works maintenance workers, one park maintenance worker, three clerical staff, and one accounting clerk. Capital improvements expenditures include funding for additional equipment such as police vehicles, public works and parks trucks and equipment.

D. Traffic Generation Assessment

The proposed annexation area is encompassed by the Big Bend-Oak-Kiefer Creek Corridor Traffic Generation Assessment Road Trust Fund. The continuation of the Traffic Generation

Assessment Road Trust Fund is integral in meeting the needs of area residents and the traveling public for road improvements in the area. The Plan of Intent states that the City of Manchester agrees to continue the Traffic Generation Assessment Road Trust Fund established by the County.

V. 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 Manchester. The following table lists basic municipal-type services provided in the area proposed to be annexed and identifies their current and proposed provider.

TABLE 8

SERVICES		
Service	Current Provider	Proposed Provider
Police Protection	St. Louis County	City of Manchester
Fire Protection/EMS/ALS	West County EMS/FPD, Valley Park FPD	West County EMS/FPD, Valley Park FPD
Streets ¹	Missouri Dept. of Transportation, St. Louis County	Missouri Dept. of Transportation, St. Louis County, City of Manchester
Sidewalk Improvement and Repair	St. Louis County	City of Manchester
Parks and Recreation	St. Louis County	St. Louis County, City of Manchester
Refuse Collection	Private Haulers	City of Manchester (contract with private haulers)
Street Lighting	Property Owner	City of Manchester
Planning, Zoning, and Subdivision Regulations	St. Louis County	City of Manchester
Building Code, Mechanical Permits and Inspections ²	St. Louis County	St. Louis County, City of Manchester
Residential Occupancy Permits and Inspections ³	None	City of Manchester for multi-family & single family rental
Health Services - Rodent Control, Mosquito Fogging, Animal Control ⁴	St. Louis County	City of Manchester St. Louis County
Municipal Court	St. Louis County	City of Manchester

¹ Meramec Station Road (State Highway 141) would continue to be maintained by the Missouri Department of Transportation. Some 25.65 miles of roads on the County Road System would be transferred to Manchester if the annexation occurs. The 3.8 miles of roads on the Arterial Road System will continue to be maintained by St. Louis County.

² Manchester contracts with St. Louis County to issue permits or enforce codes relating to commercial mechanical inspections, elevators, amusement activities, commercial electrical, commercial plumbing, explosives, and weights and measures.

³ 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. The City of Manchester contracts with St. Louis County for inspection services regarding its minimum housing code for multifamily and single family rental residences.

⁴ While the City of Manchester 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.

Quality of Services

The Plan of Intent states that..."The City will be a closer service provider for the residents. Also, the City will be more accountable to the residents for actions affecting the community." It is acknowledged that the City of Manchester provides a full range of municipal services; and it is reasonable to assume that Manchester could provide normal municipal services to the area. However, it should be noted that St. Louis County already provides quality efficient municipal services to the proposed annexation area and will continue to do so if desired by the voters of the area.

B. Services Not Affected

The area is serviced by the West County EMS and Fire Protection District or the Valley Park Fire Protection District, which are independent taxing jurisdiction that will not be affected by annexation. Thus, property owners in the area will continue to pay the 1997 tax rate of \$.62 (West County) or \$1.12 (Valley Park) 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 Parkway and Valley Park School districts and the St. Louis County Library system. These services would not be affected by annexation.

VI. LAND USE AND ZONING

A. Existing Land Use and Zoning

The primary land use in the annexation area is single family residential. Of the 3,550 total dwelling units estimated to be in the area in 1998, 2,755 or 77.6 percent are single family homes. Some of these units are attached single family dwellings. A significant number, 788, or 22.1 percent are multiple family units. Seven units are tax exempt. The area also includes two schools, two churches, the Grand Glaize Branch of the St. Louis County Library, a reading clinic and a plant nursery. The Stonegate Shopping Center is located at the southeast corner of Big Bend Road and State Highway 141.

There are ten zoning classifications within the area proposed for annexation: NU Non-Urban, R-1 One Acre Residence District, R-2 10,000 square foot Residence District, R-3 15,000 square foot Residence District, R-4 7,500 square foot Residence District, R-5 6,000 square foot Residence District, R-6A 4,000 square foot Residence District, R-6AA 3,000 square foot Residence District, R-6 2,000 square foot Residence District, and C-8 Planned Commercial District. The vast majority of the single family homes in the area are zoned R-2 or R-4 Residence District. Some are developed under a special zoning procedure, the Planned Environment Unit (P.E.U.) Procedure. The multiple family units are developed in the R-5, R-6A, R-6AA, and R-6 Residence Districts under the P.E.U. Procedure. A small amount of property along Dougherty Ferry Road is located in the flood plain and is zoned FPNU Flood Plain Non Urban or FPR-3 Flood Plain R-3 Residence District. The Stonegate Shopping Center is zoned C-8 Planned Commercial District.

B. Comparison of City and County Zoning

The following analysis compares the provisions of existing St. Louis County zoning in the area proposed for annexation with the most similar City of Manchester zoning districts. Only limited information is provided in the Plan of Intent regarding details of the Manchester zoning districts.

Single family homes in the R-1, R-2, R-3, and R-4 Residence Districts can be accommodated by the R-1, R-2A, R-3, and R-4 Districts, respectively, of the Manchester Zoning Ordinance. Minimum lot sizes are the same or less as the corresponding St. Louis County districts. However, there are minimum floor area requirements for homes in Manchester which do not exist in St. Louis County. Setback requirements within Manchester's Residential Districts are more stringent than in St. Louis County.

The City proposes to have R-5 and R-6 Districts but does not address the issue of accommodating multiple family dwelling units in these districts. While an R-6A District is allowed by the City's zoning code the only reference is to a minimum lot size of 4,500 square feet. The Plan of Intent does not address how multiple family units developed in the County's R-6A Residence District with a density of 4,000 square feet per dwelling unit would be accommodated. The Plan of Intent does not acknowledge the existence of R-6AA zoned property in the area.

There is no provision in the Manchester Zoning Ordinance for Non Urban zoned property which probably could be accommodated by the City's R-1 District. The Plan of Intent does not mention how single or multiple family dwelling units developed under St. Louis County's Planned Environment Unit (P.E.U.) Procedure would be treated under the Manchester zoning code. No mention is made of flood plain zoning provisions in the Manchester ordinance. The uses allowed

within the C-8 Planned Commercial District could be accommodated by the City of Manchester's Planned Commercial District.

In summary, with the many differences between the provisions of the St. Louis County and the City of Manchester's Zoning Ordinance it appears that many residential land uses have the potential to become nonconforming by virtue of lot size or setback requirements if the annexation is successful.

VII. SUMMARY OF ISSUES

1. Compactness and Other Boundary Issues

The area proposed to be annexed is only 19.3 percent contiguous to the City of Manchester. Thus, this proposal only slightly exceeds the minimum fifteen percent required by State law.

The proposed annexation would not round-off the City's boundaries or make them more compact. To the contrary, approval of this proposed annexation would result in a city with an amorphous shape. While the area proposed for annexation would be accessible by street connections from the existing City of Manchester, mostly via State Highway 141, the new geographic configuration of the City with the proposed annexation could affect the municipality's ability to deliver services in an efficient manner.

Two roadway pockets would be created on State Highway 141 if this annexation is successful. There would then be six changes in roadway jurisdiction in an approximately one-half mile segment of State Highway 141 near its intersection with Big Bend Road. If the proposed City of Manchester's boundary would extend to the east right-of-way line of State Highway 141 instead of the west right-of-way line as now proposed, creation of the two roadway pockets would be avoided.

2. Impact on Area Residents and Property Owners

Annexation by the City of Manchester would have a minimal financial impact on residents, property owners, and businesses in the annexation area. With the Manchester property tax rate of \$.10 per \$100/AV, a residential property owner in the annexation area with a \$150,000 home with an assessed valuation of \$28,500 would pay an additional \$29 per year in real property taxes. The \$.10 per \$100/AV tax rate is also applicable to personal property. Assuming \$15,000 of personal property, a typical resident would pay an additional \$5 per year in taxes. However, the City's 4.5% utility tax rate on electric usage would result in a decrease in utility taxes of approximately \$5 per year for the typical single family home or \$3 per year for a typical rental unit.

If annexed, residents would experience a change in trash collection services. Currently, households individually contract for trash service from a private hauler. The residents would receive services from the trash hauler under contract with the City of Manchester after an initial two year period that is legislatively mandated by State law. The estimated value of Manchester's provision of free trash, recycling, and yard waste pick up is nearly \$12 per month or \$144 per year. Thus the combined new taxes on real and personal property with the reduction in utility tax and trash related service fees would result in a net savings of nearly \$115 per year for the typical single family home.

3. Impact on St. Louis County

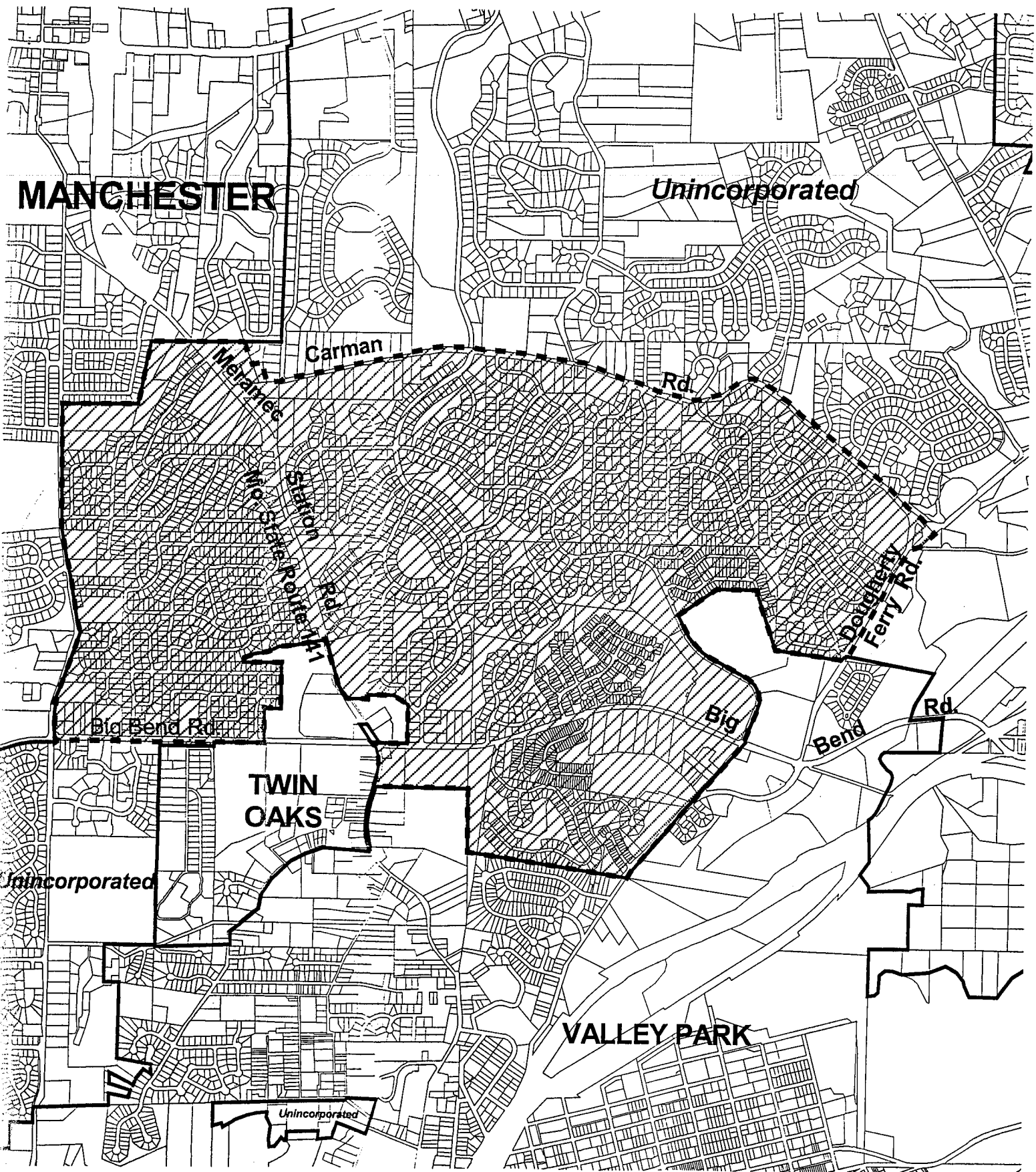
The total annual revenue loss that County Government could experience as a result of the proposed annexation is estimated to be \$1,546,199.

4. Quality of Services

The Plan of Intent states that... "The City will be a closer service provider for the residents. Also, the City will be more accountable to the residents for actions affecting the community." It is acknowledged that the City of Manchester provides a full range of municipal services; and it is reasonable to assume that Manchester could provide normal municipal services to the area. However, it should be noted that St. Louis County already provides quality efficient municipal services to the proposed annexation area and will continue to do so if desired by the voters of the area.

5. Zoning

There are many differences between the provisions of the St. Louis County and the City of Manchester's Zoning Ordinance. Thus, it appears that many residential land uses have the potential to become nonconforming by virtue of lot size or setback requirements if the annexation is successful.



MANCHESTER

Unincorporated

Carman Rd

Melanite Rd

Rd

Dougherty Ferry Rd

Dougherty Ferry Rd

Big Bend Rd

Big Bend Rd

Big Bend Rd

TWIN OAKS

Unincorporated


VALLEY PARK

Unincorporated

PROPOSED ANNEXATION FOR THE CITY OF MANCHESTER, MISSOURI

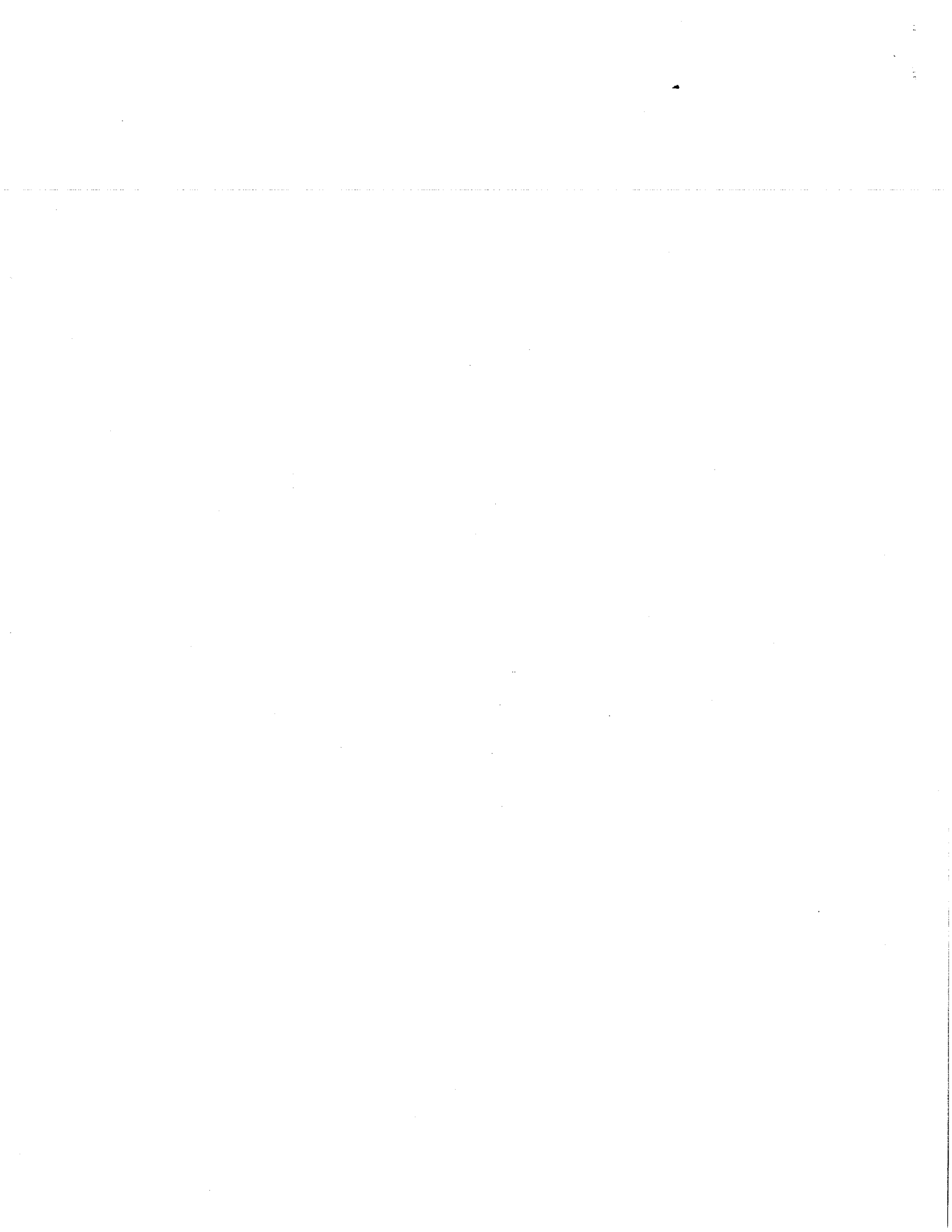
Total Acreage : 1280 Acres
2.0 sq. mi.



-  Proposed Annexation
-  Existing City Limits

BC 9806 - Carman- Dougherty Ferry Annexation

1" = 1600'



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

July 22, 1998

MEMORANDUM: Mr. Len Groszek
Comprehensive Planning Division
Department of Planning

Subject: Boundary Commission Information Request Regarding
City of Manchester (Carman - Dougherty Ferry Area) Annexation

Reference is made to your memorandum received July 14, 1998, wherein you requested information concerning the above subject.

Enclosed is a table entitled "Proposed Annexation 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 MANCHESTER PETITION:

The proposed Carman - Dougherty Ferry area annexation is encompassed by the Big Bend-Oak-Kiefer Creek Corridor Traffic Generation Assessment Road Trust Fund established by St. Louis County Ordinance No. 15.019, approved June 7, 1990.

This annexation area is served by Carman Road, Big Bend Road and Dougherty Ferry Road, which are part of the St. Louis County Arterial Road System, along with Meramec Station Road (Highway 141), which is a Missouri Department of Transportation road.

Carman Road, northwest of Dougherty Ferry Road, presently has an A.W.T. of 11,510. Big Bend Road, west of Dougherty Ferry Road, and Dougherty Ferry Road, north of Big Bend Road, have an A.W.T. of 22,860 and 17,660 respectively. Please note that Dougherty Ferry Road between Big Bend Road and Stone Canyon Drive is targeted for five lanes in accordance with St. Louis County Project No. AR 339 with anticipated bid opening yet this year.

In reviewing the proposed annexation map, there are possibly two pocket areas that would result unless the map and legal descriptions are amended. Both pockets are located along unincorporated segments of Missouri Department of Transportation Highway 141. The first pocket is Highway 141 corridor south of the northern city limits line of Valley Park. The second pocket is Highway 141 north of the Big Bend Road intersection, see the attached

RE: City of Manchester Annexation
Ms. Coleen Burrus
Department of Planning


2

July 21, 1998

drawing. With amends to the map and boundary limits legal description, another discrepancy concerning the south side versus the north side of Big Bend Road at Highway 141 will be corrected.

DEPARTMENT OF HIGHWAYS AND TRAFFIC'S RECOMMENDATIONS:

Since the continuation of the Big Bend-Oak-Kiefer Creek Corridor Traffic Generation Assessment Road Trust Fund is 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 Manchester, 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.


Dennis W. Bice
Community Liaison Supervisor

DWB/rl
Enclosures

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

75.00 Traffic Generation Assessment and Trust Fund

Traffic generation assessments are imposed on certain new developments to finance the costs of roadway improvements that are necessary to relieve the impact of new development traffic.

Traffic generation assessments are used for infrastructure road improvements and may include lane widenings, geometric improvements, traffic signal facilities, bridges, overlays, purchase of off-site right-of-way, etc., on County and State roads.

1. Application - In unincorporated St. Louis County, current traffic generation assessment (TGA) is only assessed on individual projects on which roadway improvement conditions are established in the zoning ordinance approved by the County Council, i.e. rezoned/amended MXD, PEU, C-8, and M-3 zonings. The ordinance conditions may or may not spell out specifically what infrastructure road improvements are to be accomplished with the TGA. Where no specific development ordinance is required, improvements are provided pursuant to the Subdivision Ordinance and/or Miscellaneous Regulations of the Zoning Ordinance for single lot development.
2. Rates - The traffic generation assessment is based upon the traffic generation and calculated by a dollar amount per measurable unit, typically per parking space or loading space. The dollar amount per parking space is based upon the average daily and peak hour traffic. The number of required parking and loading spaces is determined by The St. Louis County Zoning Ordinance. Refer to 75.10-1 for rates. On January first of each year, these rates are increased to account for inflation in construction costs. The Department uses the percent change for the construction cost index for the St. Louis Area, from December of a given year to December of the following year, as published in the Engineering News Record to determine what the rate increase should be. Refer to 75.20-1 for annual change of construction cost index.
3. General Conditions - Right-of-way dedication requirements along State and County roads will not be credited towards the developer's traffic generation assessment contribution except where right-of-way widening requirements of an existing public roadway exceed a width of twenty (20) feet as provided in Section 1005.180 of the Subdivision Ordinance. In cases where excessive right-of-way widening is required, the developer is given credit commensurate with the market value of the property prior to development. The cost of allowable portions of the improvements shall be credited towards the developer's traffic generation assessment contribution. Any remaining portion of the traffic generation assessment contribution will be applied to existing infrastructure road

improvements to relieve the impact of development generated traffic and may include but not be limited to lane widenings, geometric improvements, traffic signal facilities, bridges, etc., on County and State roads as may or may not be specified in the Ordinance conditions.

The developer's total obligation for road improvements shall not exceed the traffic generation assessment contribution except when improvements are considered mandatory for the safety of the travelling public as included in the Ordinance conditions. If the road improvements exceed the traffic generation assessment contribution and are not mandatory for the safety of the travelling public, the Department will prioritize the road improvement requirements such that the total cost of road improvements do not exceed the traffic generation assessment contribution.

4. Method of Payment and Creditable Items - Traffic generation assessment contribution and/or credits for roadway improvement shall be deposited with St. Louis County through standard escrow procedure prior to the issuance of building permits. If development phasing is anticipated, the developer shall provide the traffic generation assessment contribution and/or credits for roadway improvements through standard escrow procedure prior to issuance of building permits for each phase of development. Any remaining portion of the traffic generation assessment contribution shall be deposited with St. Louis County in the form of a cash escrow.

Credit for road improvements is given for off-site road improvements to County and State roads including, but not limited to: pavement, aggregate subbase, grading, rock excavation, stormwater improvements, bridges, traffic signals, channelization islands, stabilized shoulder adjacent to State roadways, off-site replacement of existing sidewalk or construction of new sidewalk adjacent to County roadways when necessitated by road improvement requirements, right-of-way in excess of that allowed by Section 1005.180 of The St. Louis County Subdivision Ordinance, and relocation or adjustment of utilities on private easement when payment is required, unless the relocation or adjustment is due solely to on-site development requirements. In addition, credit is given for interior road improvements which exceed collector road requirements of a sixty (60) foot right-of-way and thirty-nine (39) foot pavement. The engineer shall submit a construction cost estimate of these creditable items based upon the Department's current Schedule of Unit Prices (refer to Section 73.00) when applicable, or rates for items not found on the Schedule of Unit Prices based on recent contract unit prices shall be submitted for review and approval to the Department during the construction plan review phase. The approved amount of creditable items is forwarded to the

Department of Public Works for their use in issuance of building permits. Building permits may be issued up to the amount of credit the developer has received for road improvements, and after that, the developer must deposit cash escrow for remaining building permits. Should the developer desire to proceed with building permits prior to approval of the estimate for creditable items, the developer may deposit cash escrow for building permits, and receive a credit for subsequent building permits for that development and or a refund when the amount of creditable items has been approved or at the completion of the development.

5. As a Guide - The traffic generation assessment is used as a reference or guide for determining the extent of roadway improvement requirements on developments not associated with a Zoning Ordinance establishing development conditions, except when improvements are considered mandatory for the safety of the traveling public.
6. Within Incorporated St. Louis County - Within incorporated St. Louis County, requirement of the traffic generation assessment is within the jurisdiction of the municipality involved. Most municipalities do not impose a traffic generation assessment as such. However, where a new development, redevelopment, or addition to an existing development is proposed along one of the County Arterial Roads within a municipality, jurisdiction of access to these roadways is under the control of St. Louis County Government. In this case, a developer may be required to provide a traffic study for his proposed facility and roadway improvements to the arterial roads are imposed (which may be adjacent to or off-site of the development) to relieve the impact of traffic generated by that development. Improvements by developments located along an arterial road in a municipality are limited to the maximum amount that would be imposed on a developer in the unincorporated County for the same type development, except when improvements are considered mandatory for the safety of the traveling public.
7. Trust Fund - Trust Fund Areas were formulated in parts of unincorporated St. Louis County where significant roadway infrastructure needs were determined. These areas are legally defined for the purpose of using all of the trust fund contribution from each development within a Trust Area for all the roadway needs within that area. A listing of major roadway trust funds in unincorporated St. Louis County follows:

PROPOSED ANNEXATION WITHIN ST. LOUIS COUNTY

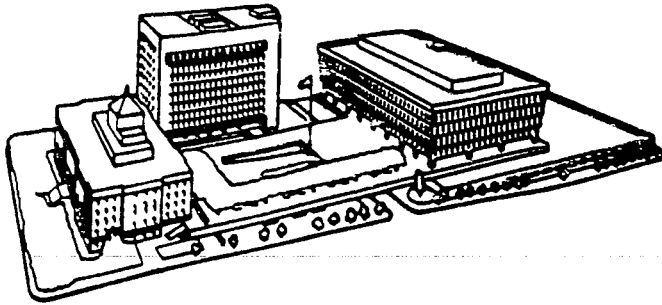
EXHIBIT 1

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
Manchester	8,813	\$78,258,481	\$95,107,717	25.65	3.80	29.45	0	\$99,863	\$289,654	\$304,403	\$28,510	\$23,342	Unknown	

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

St. Louis County Department of Highways and Traffic
JFB/kth 7/15/98

Prepared by



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

July 20, 1998

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 Manchester
(Carman - Dougherty Ferry 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 more than 50% 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 \$176,260 per year. If the area were annexed, the area residents will continue to use County park facilities and there will be no savings for County Parks Department.

As to capital improvements, the subject area contains no existing or proposed County Parks, but it is adjacent to the National Museum of Transportation and proposed greenbelt, a future linear parkway that connects Love County Park and the Museum of Transportation. As far as neighborhood park needs are concerned, the area will be served by Love County Park which is located less than a mile north of the proposed annexation.

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

RJH:HL:gl
MANCHEST.ANX

cc: Herbert LIU

41 South Central Avenue, St. Louis, Missouri 63105-1734
(314) 889-2863 ♦ FAX (314) 889-3696 ♦ Voice/TDD (314) 889-2840





RECEIVED JUL 29 1998

INTER-OFFICE MEMORANDUM

July 24, 1998

TO: GLENN POWERS, Director
Department of Planning

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

SUBJECT: PROPOSED ANNEXATION BY THE CITY OF MANCHESTER -
CARMAN-DOUGHERTY FERRY AREA

The St. Louis County Police Department has been requested to provide information concerning the proposed annexation of an area referred to as the Carman-Dougherty Ferry area. Detailed below are our costs of providing service to the area and the amount of revenue lost should this annexation be successful:

Police Service Cost	\$346,527
Calls for Service	3,317
REVENUE LOSS	
Utilities Gross Receipt Tax	\$360,425
Cigarette Tax	39,923
Sales Tax (from General Fund)	<u>156,960</u>
	\$557,308

If successful, this annexation would result in a loss of \$210,781 to our Department. This proposal is another example of a municipality seeking to annex an area that has a high revenue producing capability versus a minimal cost for providing necessary services.

The continued loss of revenue of this magnitude will affect the Department's ability to provide such services as tactical and flight operations, laboratory services, specialized investigators and more importantly, primary patrol services in other areas of the County.

The City of Manchester with a total of 45 officers (including the 18 new officers the City plans to hire), lacks the depth to provide similar police service to that offered by the St. Louis County Police Department, a department with 673 commissioned officers and 235 skilled civilian employees who provide extensive internal support services for those officers. This level of service is provided at a cost approximately \$12 less per capita than is provided by the City of Manchester (\$141.38 per capita vs. \$129.57 per capita). In addition, to enhance our professionalism and to continue to improve our Department, the St. Louis County Police Department is currently in the process of being accredited by the Commission on Accreditation for Law Enforcement Agencies.

The St. Louis County Police Department does not support this annexation and recommends that St. Louis County Government oppose it as well.

RAB:KB:svb

124931



ST. LOUIS COUNTY, MISSOURI

BUZZ WESTFALL, COUNTY EXECUTIVE
Department of Public Works

July 20, 1998

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

Re: Proposed annexation by
City of Manchester

Dear Mr. Powers:

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

The annexation area is made up of mostly single family residential subdivisions. There are some apartment communities and attached single family subdivisions along Big Bend. There is one commercial parcel at the southeast corner of Big Bend and Meramec Station Road. There is also a plant nursery at Meramec Station and Carman Roads, several schools and churches and a St. Louis County Library included in this proposal. There is very little undeveloped property.

The City of Manchester contracts with the Department of Public Works for everything **except** Grading Inspections and Zoning Plan Review, therefore, 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.

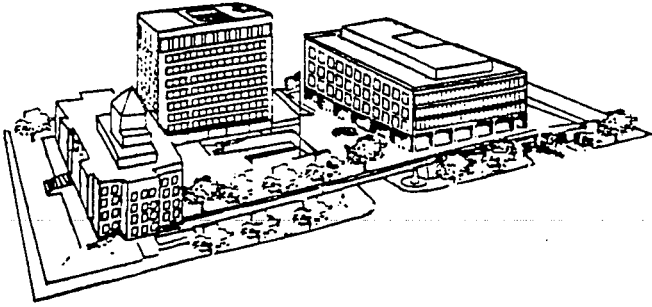
Very truly yours,

A handwritten signature in black ink, appearing to read 'J. Michael Dooley'. The signature is fluid and cursive.

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

MJD/jh

RECEIVED AUG 04 1998



ST. LOUIS COUNTY, MISSOURI
BUZZ WESTFALL, COUNTY EXECUTIVE
DEPARTMENT OF REVENUE
MICHAEL D. McIVER, DIRECTOR

August 3, 1998

MEMORANDUM:

TO: Mr. Len Groszek
Comprehensive Planning Division

FROM: Mr. Robert H. Peterson
Collector of Revenue

SUBJECT: Proposed City of Manchester

We have reviewed the impact the annexation might have on any of the divisions in the Department of Revenue. At this point it looks as though there would be very little, if any, impact on any of the divisions. We would experience minor loss of revenue in the license division. Generally, we are not affected by annexations other than changing the records on personal property, real estate, sales tax and merchants & manufacturers to reflect the new annexed area and make the necessary changes on our mapping system.

The proposed annexation appears to be a logical expansion of the city's boundaries. We have no objection to these annexation proposals.

/da



Metropolitan
St. Louis Sewer
District

2000 Hampton Avenue
St. Louis, MO 63139-2979
(314) 768-6200

July 20, 1998

JUL 22 1998
DEPARTMENT OF
PLANNING

Mr. Len Groszek
St. Louis County
Department of Planning
41 South Central
Clayton, MO 63105

RE: Proposed Annexation by the City of Manchester

Dear Mr. Groszek:

The above referenced proposed annexation should have no impact on the District's ability to serve this area.

Sincerely,

Marie A. Collins, P.E.
Manager of Plan Review

MAC/jmb