

BEFORE THE ST. LOUIS COUNTY BOUNDARY COMMISSION

In Re:

APPLICATION FOR THE CONSOLIDATION OF)
THE CITY OF NORMANDY AND)
THE VILLAGE OF GLEN ECHO PARK)

Case No.: BC 2301

SUMMARY OF DECISION
OF THE APPLICATION FOR CONSOLIDATION OF THE
CITY OF NORMANDY AND THE VILLAGE OF GLEN ECHO PARK, MISSOURI

On February 27, 2023, the City of Normandy and the Village of Glen Echo Park submitted a joint Application for the Municipal Consolidation of the City of Normandy and the Village of Glen Echo Park. The submitted proposal received a completeness review on February 27, 2023, and was accepted by the Boundary Commission at its meeting on February 28, 2023. The area involved is legally described in Exhibit A, attached hereto, and incorporated by reference. (This legal description was marked as Exhibit C to the Proposal.)

The City of Normandy passed its ordinance No. 22-03 on September 8, 2022 approving of and authorizing the filing of a plan for the consolidation of the Village of Glen Echo Park and the City of Normandy. The Village of Glen Echo Park passed its ordinance No. 23-01 on February 9, 2023, approving of and authorizing the filing of a plan for the consolidation of the Village of Glen Echo Park and the City of Normandy. The consolidated jurisdiction is agreed to be named the City of Normandy and will be a third-class city under Missouri law. The new jurisdiction will retain the government structure, municipal code, and employees of the current City of Normandy.

On March 29, 2023, a public hearing was held on the consolidation proposal at Beyond Housing, 6506 Wright Way, Saint Louis County, Missouri, 63121. The City of Normandy and the Village of Glen Echo Park presented evidence at the public hearing. A representative of St. Louis County advised the Commission that the County had no objection and supported the consolidation. Public comment was available and speakers who requested to speak were granted time to speak regarding the consolidation proposal. The public hearing was also broadcast electronically, and an opportunity was given for anyone who wanted to speak on the consolidation could do so electronically, but no one requested to speak through the available electronic medium. Written materials could be submitted within 21 days after the public hearing, either in person, by US Mail, private delivery service or electronically. All materials submitted after the public hearing were published on the Boundary Commission's website and distributed to all Commissioners.

Normandy has a population of 4,287 as of the 2020 census, and Glen Echo Park has a population of 122 as of the 2020 census. Normandy has an area of 1,184 acres and Glen Echo Park has an area of 19.2 acres. The two jurisdictions are adjacent to each other, Glen Echo Park sharing its north, south and west boundary with Normandy. Normandy has 1,071 single family

units, and 1,148 multi-family units for a total of 2,219 dwelling units. Glen Echo Park has 66 dwelling units, all single-family residences.

The Commission makes the following findings based upon the Proposal; the information provided at the public hearing from the City of Normandy, the Village of Glen Echo Park, St. Louis County and the public; and the written materials submitted to the Commission.

GEOGRAPHIC

The area to be consolidated is legally described in Exhibit A. It comprises the current City of Normandy and the Village of Glen Echo Park. The two areas to be consolidated are adjacent to each other, currently have three common borders (north, south, and west) and are contiguous. Normandy surrounds Glen Echo Park on the three sides with the common boundary. There are no natural or man-made barriers that would impair the efficient delivery of services. The new consolidated municipal boundary will have logical and reasonable boundaries and is compact.

There are no unincorporated areas of St. Louis County involved in the consolidation. The Commission finds that the consolidation will not have an affect or impact on the tax base of adjacent areas not involved in the consolidation, or on the geographic area of St. Louis County or its residents.

MUNICIPAL SERVICES AND GOVERNMENT

The consolidated municipality will be called the City of Normandy, and it will retain the municipal government, municipal code, and municipal employees of the current City of Normandy. The current area of Glen Echo Park will become part of the current ward four for the municipal government of Normandy, there being two representatives from this ward on the Board of Alderman.

The Commission finds that the municipal services provided by Normandy will not be affected but may be enhanced due to efficiencies and economies of scale. The municipal services available to the residents of Glen Echo Park will be enhanced.

Normandy provides trash pick-up for its residents at a cost of \$24 per month. After the consolidation, trash pick-up for all residents in the consolidated area will be provided by Normandy when exiting contracts in Glen Echo Park expire. Residents of Glen Echo Park currently pay \$25 per month for trash pick-up. The trash pick-up in both jurisdictions is weekly and includes yard waste and recyclable materials. Normandy also provides bulky trash pick-up as requested by residents.

Glen Echo Park currently contracts with Normandy to provide police services. There would be no change in the police services to the consolidated area. Normandy will continue to provide police services for the entire consolidated area. The consolidated area is currently served

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by the Northeast Ambulance and Fire District and there would be no change to the fire and EMS services currently provided.

Normandy currently provides in-house services for municipal road maintenance, snow removal, street cleaning, and pothole repair. These services are provided by Glen Echo Park to its residents by contract with various vendors. After consolidation, these services will be provided to the Glen Echo Park by the Public Works Department of the City of Normandy. After consolidation, street maintenance and repair of municipal streets in the consolidated area, including pothole repair and snow removal, would be provided by Normandy, leading to more efficient use of equipment and personnel. Building permits and code enforcement are provided by Normandy to its residents, and Glen Echo Park currently contracts with Saint Louis County for building permits and code enforcement. After consolidation, these services will be provided to Glen Echo Park by Normandy. Utilization of the same code enforcement personnel will allow for consistency in code enforcement in both areas. Plumbing, electrical and mechanical permitting is provided to both Normandy and Glen Echo Park by Saint Louis County, and it is anticipated that such services will continue to be provided by Saint Louis County after consolidation. This will allow for efficiencies in the permitting procedures.

Normandy is a member of the Normandy Consolidated Municipal Court, and Glen Echo Park contracts with Saint Louis County for its municipal court. After consolidation all municipal court actions will be through the Normandy Consolidated Municipal Court for both jurisdictions and the Normandy Municipal Code will remain in effect for both jurisdictions. Having the same municipal code and municipal court will allow for consistency in code requirements for the consolidated area and consistency in enforcement and application of the code to the combined area.

Normandy will be able to provide the municipal services that it currently provides to its residents to Glen Echo Park residents upon the consolidation becoming effective. There are no natural or man-made barriers that would prevent municipal services from being provided to Glen Echo Park residents by the City of Normandy. Glen Echo Park is easily accessible by Normandy Public Works vehicles, equipment, and personnel. The streets in Glen Echo Park are public streets and Normandy has agreed to accept the streets in Glen Echo Park as public streets in their current condition.

Normandy has one large park and four smaller or neighborhood parks, and has recreation and community events. Glen Echo Park does not have a Parks and Recreation Department and does not individually sponsor recreation and community events. The residents of Glen Echo Park will be entitled to utilize the parks and be able to participate in the recreation and community events sponsored currently by Normandy. Glen Echo Park residents will be entitled to reserve park use, including pavilion rental or ball fields at the reduced resident rate after consolidation.

Both Normandy and Glen Echo Park will continue to be served by the Northeast County Fire Protection District for fire and EMS services, and the Normandy School District.

There will be benefits to both the residents of Normandy and Glen Echo Park by streamlining government, equalizing the level of services to both jurisdictions, and by having a singular government for the consolidated area for items as zoning and code enforcement.

TAXES

The current property tax rate in the Village of Glen Echo Park is 0.244 per assessed \$100, and the rate in the City of Normandy is 0.272 per assessed \$100 value. After consolidation, the tax rate of Normandy would be in effect in the consolidated area, leading to an increase for the current residents of Village of Glen Echo Park to .272 per \$100 of assessed valuation. The estimates for the increase in the property tax are not considered material.

The current personal property tax rate in the Village of Glen Echo Park is .5% per \$100 per assessed value, and the personal property tax rate for the City of Normandy is .4% per \$100 of assessed value. After consolidation, the Normandy personal property tax rate would apply, leading to a reduction in the personal property tax rate to the residents in the Village of Glen Echo Park of .1% per 100 of assessed valuation.

Normandy has a sales tax of 9.238% on commercial sales and a gross receipt tax of 8%, which applies to sales to residents of utilities, including electric, gas, telephone, water, and cable. The Village of Glen Echo Park has a 7.738% sales tax and no gross receipt tax, and therefore no tax on sales to residents of electric, gas, water cable and telephone. After consolidation, the current tax rates of Normandy would apply to both Normandy and Glen Echo Park. There is no commercial business or activity in the Village of Glen Echo Park, so the increase in sales tax will have no effect on any businesses in Glen Echo Park. The higher sales tax will apply to residents of Glen Echo Park only on items such as the purchase of a vehicle, which is taxed at the residence of a purchaser. The gross receipts tax will be imposed on residents of Glen Echo Park in the amount of 8% on all sales of gas, electric, water, telephone (landline and cell) and cable, on which there was no prior tax. The residents of Glen Echo Park at the public hearing stated they desired this consolidation, with knowledge of the imposition of a gross receipts tax on their utilities. No opposition to the imposition of this tax, or on the consolidation proposal due to these tax increases, was made by any resident of Glen Echo Park. There will be no change in sales tax or gross receipts tax to any resident or business in Normandy.

Glen Echo Park has an annual fee of \$50 for the lateral sewer repair program. Normandy's lateral sewer repair program has a \$28 annual fee. The Proposal provides that the annual fee in the combined municipality will be \$50, which will be an increase for the residents of Normandy. Normandy presented information that the increase in fee for this program is needed to maintain the necessary escrow fund for future sewer repairs and to keep the program on a solid financial footing. Even if the consolidation is not approved, Normandy may request its residents to increase this fee in order to maintain the needed amounts in the trust fund.

There will be an increase in the municipal services to the residents of Glen Echo Park that will be provided by Normandy. Normandy provides full time employees and a staffed city hall

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during normal business hours that allow citizens to address needs at regular times. This will allow more timely response for many services, such as pothole repair, as Glen Echo Park now must contract for those services from outside vendors or through Normandy. The more efficient and timely municipal services that will be provided to the residents of Glen Echo Park offset the tax increases to them that will occur if the consolidation is approved. The financial reality is that with the current revenues of Glen Echo Park and new requirements being placed on municipalities, Glen Echo Park will be required to increase its tax rates in order to provide the current level of services to its residents in the future. Additionally, Glen Echo Park residents will be able to utilize Normandy facilities such as Parks and Recreation and community activities at resident rates.

There will be no significant effect on the ability of the combined municipality to raise revenue, if desired. There will be no impact on the tax base or the ability to raise revenue of surrounding municipalities or St. Louis County, and there will be no effect on the distribution of tax resources in the County.

ZONING

Glen Echo Park is entirely zoned Single Family Residential. After consolidation, the area of Glen Echo Park will continue to be zoned “Zone A Single Family Residential” under the current Normandy zoning code. Some parcels in the Village of Glen Echo Park would have some non-conformance with the Normandy zoning code involving lot size and structure set back, but all non-conformities will be grandfathered in and treated by Normandy as existing authorized uses as allowed under the Normandy Zoning Code.

There would be no zoning changes for the current City of Normandy.

DECISION

At the regularly scheduled meeting of the Commission on April 25, 2023 with the required notices having been given, and a quorum being present or by electronic conferencing, the Commission reviewed and discussed the Proposal, information and materials submitted and presented at the public hearing, and additional written materials submitted after the public hearing. Following discussion, and after each Commissioner had the opportunity to express his/her thoughts, a Motion to Approve the Proposal as a consolidation of the City of Normandy and the Village of Glen Echo Park was made and approved. The vote was six (6) Commissioners voting in the affirmative to approve the Proposal, no (0) Commissioners voting against the Motion to Approve the Proposal, and no (0) Commissioners abstaining. Pursuant to the Rules of the Commission, the motion carried, and the Application for the Municipal Consolidation between the City of Normandy and the Village of Glen Echo Park was approved.

As this is not a Simplified Boundary Change as may otherwise be allowed under the laws of Missouri, a vote by the voters in the areas to be consolidated pursuant to the Application for the Municipal Consolidation Between the City of Normandy and the Village of Glen Echo Park is

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required and shall be held on *August 8, 2023*, or such other time as may be provided for under the law. If approved by the voters in each separate jurisdiction, the combined jurisdiction shall be known as the City of Normandy, Missouri. Should voters in both Normandy and Glen Echo Park approve the consolidation, the consolidation will be effective six months after a positive vote in each jurisdiction, on *February 8, 2024*, if the voting occurs on *August 8, 2023*

Based upon the facts presented in the (1) proposal; (2) information provided at the public hearing, including from Normandy and Glen Echo Park; and all public comments then made; (3) the submissions by St. Louis County; (4) written materials submitted to the Boundary Commission; and (5) the Commission's consideration of the factors identified in Mo. Rev. Stat 72.403.3, the Commission hereby determines the Proposal is in the best interest of the City of Normandy and the Village of Glen Echo Park and its residents. It is the opinion of the Commission that the Proposal should be approved as a municipal consolidation and to be submitted to the voters of each jurisdiction as required by law for approval.

NOW THEREFORE, the Proposal is hereby APPROVED effective as of April 25, 2023 as a Municipal Consolidation. This Summary of the Decision of the St. Louis County Boundary Commission was approved by the Commission at its regular meeting on May 23, 2023.

St. Louis County Boundary Commission


By: 
Ben Uchitelle, Chairman
May 23, 2023

EXHIBIT A to Summary of Decision of Normandy – Glen Echo Park Consolidation

Consolidation Description of the City of Normandy and the Village of Glen Echo Park

Beginning at the northwesterly corner of Lucas-Hunt Road and Natural Bridge Road; thence southwardly across Natural Bridge Road and along the westerly line of Lucas-Hunt Road to a point in the North Line of North Market Street; thence westwardly along the North line of North Market Street to a point in the West Line of U.S. Survey 2684, said point being in the East Line of the present limits of the City of Pagedale, thence north, west and north along the west, south and west line of U.S. Survey 2684 to the southeast corner of the present limits of the City of Greendale; thence north and northwest along the present east and northeast line of the City of Greendale to the southeast corner of the property conveyed to the Sisters of Charity of the Incarnate Word; thence north along the East Line of said property conveyed to the Sisters of Charity of the Incarnate Word, to the center of Hager Avenue; thence west along the center line of Hager Avenue 165 feet more or less; thence northwestwardly 285 feet more or less along the present corporate limits of the Village of Bel-Nor to the centerline of to the Center Line of Bellerive Avenue; thence north, east and north along the present corporate limits line of the Village of Bel-Nor and the prolongation thereof as produced northwardly to its intersection with the southerly corporate limits line of the Village of Bellerive Acres and to the north line of Natural Bridge Road; thence eastwardly along the southerly corporate limits line of said Village of Bellerive Acres and along the north line of Natural Bridge Road a distance of 110 feet more or less to the southeasterly corner of said Village of Bellerive Acres; thence northeastwardly along the corporate limits line of said Village of Bellerive Acres a distance of 1041 feet more or less; thence continuing along the corporate limits line of said Village of Bellerive Acres eastwardly a distance of 77 feet more or less; thence continuing along the corporate limits line of said Village of Bellerive Acres northeastwardly a distance of 1152 feet more or less to the southerly line of a road as described in deed by John J. Miltonberger, dated September 15, 1891, as recorded in Book 54, Page 179, of the St. Louis County Recorder's Records; thence easterly along the southerly right-of-way line of said road described in a deed by John J. Miltonberger and continuing along the corporate limits line of said Village of Bellerive Acres to the west line of the former Wabash Railroad (also known as the Norfolk Southern Railroad) right of way; thence continuing along the corporate limits line of said Village of Bellerive Acres north along the west line of said Wabash Railroad (also known as the Norfolk Southern Railroad) right of way to the west line of Florissant Road; thence continuing along the corporate limits line of said Village of Bellerive Acres north along the west line of Florissant Road to the southerly right line of a 50 feet wide access road to property belonging to the curators of the University of Missouri at St. Louis; thence continuing along the corporate limits line of said Village of Bellerive Acres west along said southerly right line of said 50 feet wide access road and along the south line of Bellerive Drive as shown on "Hollywood Park" a subdivision recorded in Plat Book 21 page 12 of the St. Louis County Records to its intersection with the west line of Lowen Drive; thence continuing along the corporate limits line of said Village of Bellerive Acres north and along the west line of said Lowen Drive to its intersection with the west line of Florissant Road; thence continuing along the corporate limits line of said Village of Bellerive Acres north along the west line of Florissant Road along a curve to right 840 feet more or less to the most northern corner of the corporate limits line of said Village of Bellerive Acres and to the corporate limits of the City of Cool Valley; thence along the corporate limits of the City of Cool Valley north along the west line of Florissant Road along a curve to the right 125 feet more or less; thence continuing along the corporate limits of the City of Cool Valley east at a right angle to the west line of Florissant Road to the centerline of Florissant Road; thence continuing along the corporate limits of the City of Cool Valley northeast along the centerline of Florissant Road 300 feet more or less; thence continuing along the corporate limits of the City of Cool Valley southeast along a line which is the prolongation northwest of a straight line parallel with the

northeast line of Lot 14 of George M. Moore's Subdivision and produced northwest from the southeast corner off said Lot 14; thence south along the west line of Lot 10 of said George M. Moore's subdivision to its intersection with the north line of U.S. Survey 2503, Township 46 North, Range 6 East; thence northeast along a straight line along the northwest line of Survey 2503 across Lot 10 of said George M. Moore's Subdivision to the west line of the Wabash Railway Company right of way, Union Station Branch; thence continuing along the corporate limits of the City of Cool Valley north along the west line of the Wabash Railway Company right of way, Union Station Branch (now known as the Ted Jones Trail) 4,500 feet more or less to the northwest corner of the current City of Normandy boundary line being also the intersection of the westerly right of way line of the former Union Branch of the Wabash Railroad (now known as the Ted Jones Trail) and a point 150 feet north of the northern right of way line of Woodstock Road; thence easterly along a line parallel to and 150 feet north of the northern right of way of Woodstock Road across Bermuda Avenue to a point 150 feet easterly from the easterly right of way line of Bermuda Avenue; thence southerly along a line parallel to and 150 feet northeast and east of and parallel to the northeastern and eastern line of Bermuda Avenue to its intersection with the western boundary of the City of Jennings; thence continuing southwardly along the westerly boundary line of the City of Jennings to a point where that line intersects the northerly boundary line of the Village of Norwood Court; thence westwardly along the northerly boundary line of the Village of Norwood Court to a point where that line intersects the southeasterly right-of-way line of Bermuda Road; thence south 88 degrees 28 minutes east along the southerly line of Lammert Lane a distance of 75.74 feet said point being the northwesterly corner of the Village of Norwood Court; thence south 33 degrees 38 minutes east along the westerly line of the Village of Norwood Court 1003.74 feet; thence south 21 degrees 28 minutes east along the westerly boundary line of the Village of Norwood Court 434.06 feet to the southwest corner of said Village; thence north 85 degrees 56 minutes west 186.71 feet; thence south 61 degrees 25 minutes west 100 feet to the southeasterly corner of "Berdell Hills Subdivision"; thence southwestwardly along the southeastern line of "Berdell Hills Subdivision" and its southwestern prolongation to the northwest corner of an Unincorporated tract of land; thence south along the west line of said Unincorporated tract of land and across Interstate Highway 70 to its intersection with the south line of said Interstate Highway 70 and the north line of Tract D of "Norwood Court Apartments" according to the plat thereof recorded in Plat Book 137 page 49 of the St. Louis County Records; thence east along the north line of said Tract D to an angle point; thence continuing along the north line of said Tract D north 36.15 feet to the south line of said Interstate Highway 70; thence east along said south line to the northeast corner of said Tract D; thence south along the east line of said Tract D to the southeast corner of said Tract D; thence northwest along the south line of said Tract D and along the south line of San Diego Avenue being also along the northeast line of Block 16 of the "Amended Plat of Pasadena Park", a subdivision plat recorded in Plat Book 19 page 30 and 31 of the St. Louis County Records to the eastern line of Bermuda Drive; thence southwest along the east line of Bermuda Drive to the northwest corner of Lot 4 in Block 15 of said "Amended Plat of Pasadena Park"; thence continuing along the east line of Bermuda Drive southwest to an angle point in the eastern line of Bermuda Drive in the west line of Lot 20 in Block 12 of said "Amended Plat of Pasadena Park"; thence south along the east line of Bermuda Drive to the northeast line of Florissant Road; thence southeast along the northeast line of Florissant Road to southeast corner of a tract of land described in deed recorded in Book 207 page 37; thence north along the east line of said tract of land described in Book 207 page 37 to the northeast corner thereof; thence west along the north line of said tract of land described in Book 207 page 37 to the northwest corner thereof and to the southeastern line of Block 1 of said "Amended Plat of Pasadena Park"; thence north along the southeastern line of Block 1 of said Amended Plat of Pasadena Park and along the west line of property of German St. Vincent's Orphan's Home to the most northern corner of said German St. Vincent's Orphan's Home; thence southeast along the northeast line of said property of German St. Vincent's Orphan's Home to the most eastern corner thereof; thence southwest along the southeast line of property of German St. Vincent's Orphan's Home and its southwestern prolongation to the northern right of way of the St. Louis Public Service Company; thence east along the northern right of way of the St. Louis Public Service Company and along the southern boundary of the Village of Pasadena Hills to an angle point; thence continuing along the boundary of the Village of Pasadena Hills south to the

centerline of Natural Bridge Road; thence southeast along the centerline of Natural Bridge Road and along the boundary of the Village of Pasadena Hills to an angle point in the boundary of the Village of Pasadena Hills; thence north along the boundary of the Village of Pasadena Hills to the northern right of way of the St. Louis Public Service Company; thence eastwardly along the northern right of way of the St. Louis Public Service Company and along the southern boundary of the Village of Pasadena Hills to its intersection with the westerly line of Lucas-Hunt Road; thence southwardly along the westerly line of Lucas-Hunt Road to the northwesterly corner of the intersection of Lucas-Hunt Road and Natural Bridge Road and the point of beginning.