

RESOLUTION 81-14

To Adopt a Written Fiscal Plan and Establish a Policy  
for the Provision of Services to the 309-Acre Area  
at the Northeast Corner of Winslow Road and Henderson St.

WHEREAS, the City of Bloomington desires to annex the area described in Ordinance 81-9, a 309-acre site at the Northeast corner of Winslow Road and Henderson Street; and

WHEREAS, responsible planning and state law require adoption of a written fiscal plan and a definite policy for the provision of services to annexed areas; and

WHEREAS, such a plan has been developed and presented to the Council:

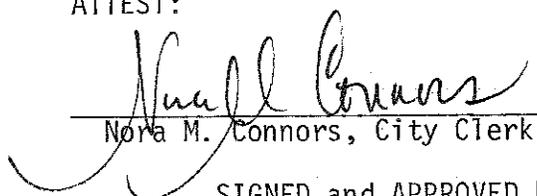
NOW, THEREFORE, BE IT HEREBY RESOLVED BY THE COMMON COUNCIL OF THE CITY OF BLOOMINGTON, MONROE COUNTY, INDIANA, THAT:

The attached fiscal plan entitled "A Report on the Cost of Services for Annexation Ordinance 81-9" is hereby approved and incorporated as a part of this resolution.

PASSED and ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 3rd day of June, 1981.

  
Alfred I. Towell, President  
Bloomington Common Council

ATTEST:

  
Nora M. Connors, City Clerk

SIGNED and APPROVED by me upon this 4th day of June, 1981.

  
Francis X. McCloskey, Mayor  
City of Bloomington

SYNOPSIS

This resolution, required by state law, adopts a written fiscal plan and establishes a policy for the provision of services to the 309-acre site at the northeast corner of Winslow Road and Henderson Street that is being annexed by Ordinance 81-9.

A REPORT ON THE COST OF SERVICES  
Annexation Ordinance 81-9

309-Acre Site at NE corner of Winslow Road and Henderson Street

Prepared by:

Bloomington City Planning Department

April 1, 1981

Participating Staff:

Tim Mueller	Planning Department
Dan Neubecker	Planning Department
Chris Spiek	Planning Department
Jenny Wetmore	Planning Department
John Goss	Deputy Mayor
Qamar Shaikh	Engineering Department
Talakshi Gala	Utilities Department
David Hamilton	Fire Department
Richard Post	Police Department
Roger Branam	Street Commissioner
Ken Friedlander	Sanitation Director
Lou Stonecipher	Transit Manager

INTRODUCTION

Purpose

Indiana law requires that before an area can be annexed (1) it must have a resident population of at least three persons per acre; or be zoned for commercial, business, or industrial uses; or be 60% subdivided; (2) at least one-eighth of its aggregate external boundaries must coincide with the annexing city; and (3) the annexing city must have developed a written fiscal plan and established, by council resolution, a definite policy showing cost estimates of planned services and the method of financing them, the plan for extension of services, a statement that noncapital services will be extended within one year of annexation and capital services within three years, and a plan for hiring employees of other governmental entities whose jobs will be eliminated by the annexation. This report will establish that those requirements have been met.

Area Description

The area to be annexed, shown on Exhibit A, is predominantly undeveloped. In the course of development, the corporate limits have grown around and beyond this area. In recent months, developments have been completed in this area: the 150 unit Henderson Court Apartment complex, the YMCA facility, and the Winslow Sports Complex. A tract adjacent to the Sports Complex is owned by the City and scheduled for park development. In addition to this new development, the area includes 19 single-family residences along streets bounding the area: High Street, Winslow Road, and Short Drive. The area includes only one public street, the Winslow Park access and Winslow Road. This street is maintained by the City by virtue of its park status. All abutting streets, Henderson Street, High Street, Short Street, and Winslow Road, are already within the City's corporate limits.

General Relation to City Services

Areas within the City's corporate limits and receiving the full range of City services surround the area to be annexed. Consequently, all fixed services such as abutting streets, parks, and utilities are in place and available to the area and mobile services, such as Police and Fire protection, solid waste collection, and street maintenance are already being provided in service networks which encompass this area. Winslow Park and Sports Complex is within and central to the area. Winslow Park and Sports Complex is within the central to the area, and the Utilities Service Center is adjacent to the area, which facilitates the provision of services based at the Service Center.

Planned services of a capital nature will be provided to this area within three years of the effective date of the annexation in a manner that is equivalent in standard and scope to capital services provided to areas within the city that have similar topography, patterns of land utilization, and population density. Non-capital services will be provided within one year of the annexation in the same manner as specified above.

COST OF SERVICE METHODOLOGY

Capital Costs

Field inventories were conducted by the Bloomington City Planning and Engineering Departments to assess the extent and condition of street facilities and storm drainage conditions in the area to be annexed. Existing sanitary sewer and water distribution facilities in or adjacent to the area were mapped, and extensions needed to serve existing development in the area to be annexed were identified by the City Utility Engineer.

Non-Capital Costs

Non-capital service needs were evaluated in two ways. First, each service department analyzed the department's ability to extend its services to the area to be annexed and the extent to which additional resources would be required. The results were reported to the Planning Department and are summarized in the following sections. Certain services will be provided using existing personnel and equipment resources. In the case of those services, only out-of-pocket costs will be incurred in serving the newly annexed area. The Planning Department reviewed the service departments' 1981 budgets to identify the lines which represent the out-of-pocket costs which will be incurred in serving the newly annexed area. These costs were divided by appropriate measures, such as number of dwelling units or lineal feet of street, to arrive at factors which could be applied to the parameters of the proposed annexation.

CAPITAL SERVICE COSTS

Streets

Winslow Sports Complex, the future park, and the new YMCA building are served by the Highland Avenue extension. This park service drive lies in its entirety on city-owned park property and is now being serviced by the city. The Henderson Court Apartments front on Winslow Road. All interior drives are privately owned and maintained. A segment of a public street abuts this complex at its north end. The segment is part of a proposed east-west collector street which will be built as the various properties along its route develop. Until public street access to Henderson is achieved when the parcel to the west of the apartments develops, no city service responsibilities are involved. All other development within the area fronts on streets which abut the annexation and are already within the City.

No new capital costs will result from annexation.

Sanitary Sewer

Exhibit A shows existing sanitary sewer facilities in the vicinity. The principal developments, Henderson Court Apartments, the YMCA, and Winslow Park, are already served. Adequate facilities are available for development of any of the vacant area. Applicable development regulations require that new development be responsible for the provision of internal sewer systems. However, as these extensions would be within the corporate limits of the city, they would qualify for the Wastewater Utility's "rebate" policy under Rule 7 of their rules and regulations.

Service is already available to the residences along Short Drive and High Street. Service to the residences along Winslow Road would require the installation of additional line and these residences would be subject to the rules and policies on extension of service that are applicable to city residents.

Water Distribution

Exhibit A shows existing water distribution facilities in the vicinity. Henderson Court Apartments, Winslow Park, and the YMCA building are already being served.

Service is available in High Street for residences along that street. 1,050 feet of new line is proposed for service to residences on Short Drive at an estimated cost of \$36,750. It is anticipated that this extension will be funded under the 1982 Community Development Block Grant in the continuing Miller Drive Neighborhood Strategy Area program.

Service to the residences along Winslow Road would require additional line. There are currently four residences without water service and the cost of installation to these residences will be borne jointly by the property owners and the Utilities Department, with about \$90,000 of it being paid by the Department. The property owners will pay the same proportion of the cost as other residents pay under the Water Department's rules and policies.

Storm Drainage

Facilities within the three major developments, the Park, and the YMCA, have been fully developed, the latter two involving storm water detention basins to regulate the rate of discharge of storm runoff. The streets abutting the area to be annexed have satisfactory drainage conditions, with no observed deficiencies that would require capital expenditure for correction.

The developed areas within the City are served by a variety of drainage facilities, including both storm sewers and extensive areas served by roadside swales and culverts. The predominantly surface drainage system of the streets abutting this area is comparable to the general level of service to many similar areas in the City.

NON-CAPITAL SERVICE COSTS

Fire Protection

The Fire Department can serve this area in its present state of development without additional crew or equipment. The Department already covers the area just South of this area (Sherwood Oaks-Sherwood Green). Fire Stations #4 and/or Station #1 would respond to this area if it were to be annexed into the City. The routes these stations would respond by would be as follows: Station #4 at 2201 East Third Street would respond by traveling West on Third Street one-half block to South High Street, travel South on High Street to Winslow Road turning West on Winslow Road to the area. As for Fire Station #1, which is located on West Fourth Street between Walnut Street and College Avenue, they would proceed out of Station #1 traveling West on Fourth Street to College Avenue, turning South on College Avenue to West Second Street, turning east on West Second Street to Walnut Street, South on Walnut Street to Walnut Street Pike to Winslow Road and East on Winslow Road to the area.

4.

It should be noted that ambulance service as of April 1981 has been provided by the Bloomington Hospital, so that former Fire Department service will be unaffected.

Out-of-pocket costs that will accrue from this annexation relate to the Department's two programs: fire prevention and fire fighting. Since this service to this annexation will be absorbed by existing manpower and equipment, only the following budget lines will vary with service to the new area.

	Fire Prevention	Fire Fighting	Total
Gasoline	\$5,100	\$11,300	
Oil	100	250	
Other Garage & Motor	150	500	
TOTAL	\$5,350	\$12,050	\$17,400

Based upon the 837 responses experienced by the Department in 1979, the out-of-pocket cost per response is \$20.79.

The frequency of response being experienced is one call per 121 dwelling units per year. This area includes 169 dwelling units, so that an average of 1.4 calls can be anticipated, at an out-of-pocket cost of \$29.11. This amount will easily be absorbed in the Department's budget for 1981 and subsequent years.

#### Police

The Police Department can serve this area without additional personnel or equipment. The Department already patrols the streets which abut the area and is responsible for the City-owned Winslow Park and Sports Complex, including the street through the park. The Department already responds to calls from the Henderson Court Apartments.

The only police program that will experience increased out-of-pocket costs due to this annexation is the crime and control program. Although it could be contended that no expenses are incurred because the patrols are driving when not on call, this analysis assumes that costs will be incurred for each call. The following budget lines will vary with area served.

Repairs, Equipment	\$ 26,340
Gasoline	72,189
Oil	2,997
Tires	2,447
Other Garage & Motor Supplies	1,655
Other Equipment	<u>13,160</u>
TOTAL	\$118,788

22,427 calls were experienced in 1979, so that the average out-of-pocket cost per call is \$5.30.

5.

The Police Department has determined from the Monroe County Sheriff's Department that the Winslow Court Apartments in 1980 experienced 72 calls per year, an average of .48 calls per unit for the 150 units. Review of police records shows that the comparable Broadview Knolls Apartments experience over twice that rate, 217 calls for 207 units, or 1.05 calls per unit. This report assumes a future experience for the apartments at the average of these two rates, .75 calls per unit, per year.

The rate for single-family residences is based upon experience in a sample subdivision, Cascades Addition, which experienced only 5 calls in 1980, an average of only .05 calls per unit for the 103 households in Cascades.

The 19 residences in this area can be expected to generate .9 calls, and the 150 apartments, 112.5 calls, for a total of 113.4 calls per year. At an average cost per call of \$5.30, the annexation will generate \$601.02 per year in out-of-pocket costs.

That amount will easily be absorbed in the department's budget for 1981 and subsequent years.

#### Street Maintenance

Because the area as described in foregoing sections involves no new city maintenance responsibilities, there is no cost attributable to annexation.

#### Sanitation

The area to be annexed will require no new equipment or personnel. Service will be incorporated into existing collection routes. Only out-of-pocket costs, in terms of additional labor costs and equipment operating costs for the time involved, will be incurred with service to the annexation.

City collection service is provided on a curbside pick-up basis. It is assumed for this analysis that all single residences and one-half of the multi-family residences in the city receive collection service. The following budget line items may be expected to vary with area served:

Repairs, Equipment	\$ 9,000
Tires	6,600
Gas, Oil, Motor Supplies	49,000
Repair Parts	<u>21,840</u>
TOTAL	\$86,440

Using the assumption mentioned above, annual cost per dwelling for the 10,727 units being served is \$8.00. The Henderson Court Apartments do not require service, utilizing dumpsters and private contractors. The 19 new units to be served will cost \$152 per year. Labor costs are estimated by the sanitation director to be \$330 per year, for a total out-of-pocket increase of \$482.00. This increased cost will be covered by the amounts budgeted for 1981 and subsequent years.

#### Transit

The area to be annexed has been well within the City's network of routes for several years, with service on Winslow, High, and Miller Drive, 1,000 feet from the Short Drive residences. As of January 1, 1981, Route 2 has been extended to go through the Henderson Court Apartments. The area is already served and no costs will accrue from annexation.

#### Animal Control

The shelter already serves the Monroe County areas outside of the City. The animal control program responds to calls and provides service to the City only. The area to be annexed will not require any new equipment or personnel. Only out-of-pocket costs associated with service to the new area will be incurred with annexation. The following budget lines will vary with area:

Repairs to Vehicles and Equipment	\$1,250
"Page" for Emergency Calls	325
Garage and Motor Supplies	3,500
Equipment	250
TOTAL	\$5,325

These variable costs average \$0.30 per household for the City's current estimated household cost of 17,775 (1980 census).

The annexation area, with 169 dwelling units, is expected to generate an out-of-pocket service cost of \$50.70 which will be covered by the amount budgeted for 1981 and subsequent years.

#### Administration, Parks and Other Services

Annexation of the magnitude of this proposed area will not significantly alter the service demands upon City departments which have functions that are not specific to a particular area. Administrative costs will not be affected. Park service is available to the area whether in or out of the City, and Planning, some engineering services, zoning and building, inspection and enforcement, are already provided to this area as part of the City's two-mile fringe planning jurisdiction.

#### HIRING PLAN

It is anticipated that this annexation will not result in the elimination of jobs for employees of other governmental entities, but in the event it does, then the Director of Personnel is directed to assist these employees in obtaining new employment. However, the city will not be required to hire any of these employees.

#### CONTRIBUTION TO FUTURE INCREMENTS

This report is intended to satisfy statutory requirements regarding the cost of services and how they are programmed. As such, it does not address the contribution of this annexation, in combination with other future annexations, to the eventual need for additional equipment and personnel in various service departments.

Any monies necessary for the provision of services as described and itemized in this plan will be budgeted and appropriated from the city's General Fund, Utilities Fund, or Motor Vehicle Highway Fund, pursuant to state law and the city's budget procedures.

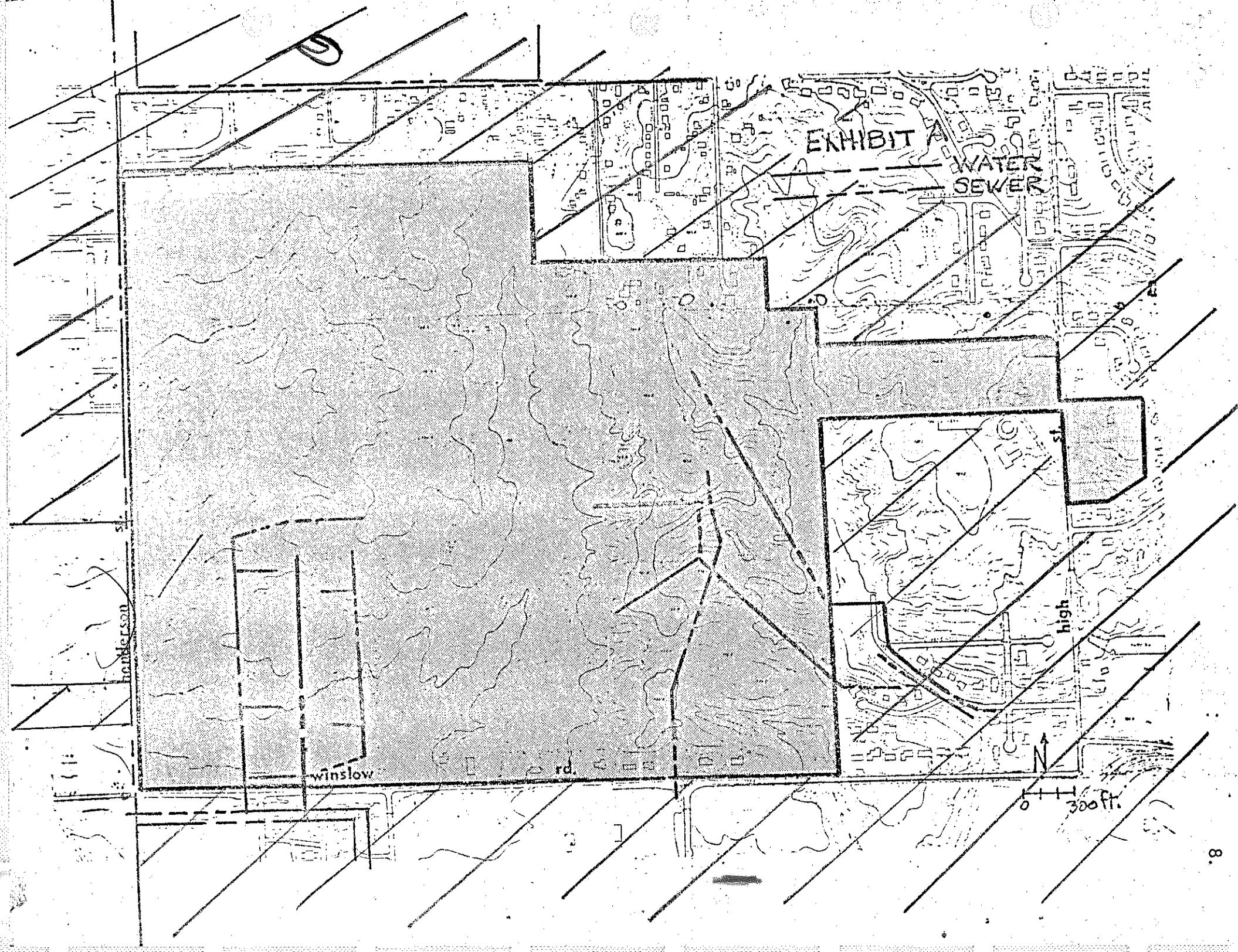


EXHIBIT A

WATER  
SEWER

hamberson st

windslow rd.

rd.

high

N

300 ft.