RESOLUTION 81-15

To Adopt a Written Fiscal Plan and Establish a Policy for the Provision of Services to the 137 Acres Bordered Approximately by South Walnut Street, Illinois Central Gulf Railroad Tracks, Hillside Drive, and Country Club Drive.

WHEREAS, the City of Bloomington desires to annex the area described in Ordinance 81-95, a 137 acre plot bordered approximately by South Walnut Street, Illinois Central Gulf Railroad tracks, Hillside Drive and Country Club Drive; 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 81-95" is hereby approved and incorporated as part of this resolution.

PASSED and ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 21st day of October, 1981.

Alfred I. Towell, President
Bloomington Common Council

ATTEST:

Nora M. Connors, City Clerk

SIGNED and APPROVED by me upon this 26th day of October, 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 137 acre site bordered approximately by S. Walnut Street, Illinois Central Gulf Railroad tracks, Hillside Drive, and Country Club Drive, that is being annexed through Ordinance 81-95.

A REPORT ON THE COST OF SERVICES

Annexation Ordinance 81-95

137 Acres Bordered Approximately by South Walnut Street, Illinois Central Gulf Railroad tracks, Hillside Drive, and Country Club Drive

Prepared by:

Bloomington City Planning Department

September 28, 1981

Participating Staff:

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

Purpose

Indiana law sets out certain requirements that must be met before an anexation can take place, and this report establishes that those requirements have been met.

Area Description (Exhibit A)

The area to be annexed is bounded by the City's corporate limits on the north, the west line of the railroad right-of-way on the west, the west right-of way line of S. Walnut Street on the east, and the centerline of Country Club Road on the south. Uses are varied, including a large warehouse on Rogers Street, a railroad yard, undeveloped flood-plain, a strip of business development along Walnut, and a few residences along South Walnut Street. Portions of the Walnut Street strip, namely the Herald Telephone, the 1st National Bank Branch and Big Red Liquor Store are already in the City.

The area includes 35 apartment units, and 4 single family residences, a total of 39 dwelling units. All of Walnut Street and Rogers Street abutting the area are already in the City. The annexation includes approximately 1020 feet of the north lane of Country Club Road, or .193 lane miles.

General Relation to City Services

Areas within the City's corporate limits and receiving the full range of City services bound the area on three sides. Consequently, all fixed services, such as abutting arterial 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 one mile of the area.

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 service needs were evaluated in two ways. First, the head of 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' budgets to identify the lines which represent the out-of-pocket costs that will increase due to annexation. 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. Abutting the area, Rogers and Walnut are already in the City. Thus all arterial intersections are already being serviced by the City and no additional traffic control or related policing costs will be incurred.

The portion of Country Club that will be annexed has been inspected by Planning and Engineering staffs. This field inventory has determined that the street is in sound condition and of a cross section appropriate to its service demands. The rural cross-sections, with no sidewalks or street lights, and with roadside drainage swales, is comparable to conditions which prevail in many similar areas of the City. The City's philosophy of improvement, as evidenced by the Bloomington Area Transportation System Management Program (which summarizes current and proposed improvements activities) and by the City's Capital Improvement Program, is one of attention to the areas of greatest need, with no intent to upgrade numerous streets of characteristics similar to streets in this area.

No new capital costs will result from annexation.

Sanitary Sewer. All developed areas to be annexed are already being served. Adequate facilities are available for development of any of the vacant area. Applicable development regulations require that new development is responsible for the provision of internal sewer systems. This applies to all developments, whether in the corporate limits or in the City's extra-territorial planning jurisdiction. Exhibit A shows available facilities.

Water Distribution. All developed areas to be annexed are already being served. Adequate facilities are available for development of any of the vacant area. Applicable development regulations require that new development is responsible for the provision of internal water distribution systems. This applies to all developments, whether in the corporate limits or in the City's extraterritorial planning jurisidiction. Exhibit A shows available facilities.

Storm Drainage. Public storm drainage needs for the area are served by roadside ditch with no deficiencies. The facility on the north side of Country Club will be upgraded by the developer of the adjacent property according to approved development plans. The nature of both the existing and proposed facilities is consistent with the manner in which storm drainage service is provided to areas of similar characteristics within the City. The City's storm drainage facilities vary widely depending upon the requirements prevailing at the time of development, topography,population density, and other characteristics. The system includes extensive areas, some fully developed, served by road side ditches and culverts in a manner similar to the facilities in this area. The City's philosophy of storm drainage system improvements, as evidenced in the major watershed studies and programs, the ongoing small scale drainage projects, and the neighborhood plans for areas eligible for CDBG funding, is one of reliance on a mixed system including open facilities and rehabilitation or improvement, rather than replacement, where needed.

NON-CAPITAL SERVICE COSTS

Street Maintenance. The maintenance needs of this area will be absorbed by existing personnel and equipment. Increased out-of-pocket and materials cost are expected with the addition of any roadway to the City. The following Public Works budget lines will vary with the length of street served:

Streets	
repairs (to vehicles, labor)	$30,000
garage and motor supplies	45,000
repairs (to vehicles, parts)	40,000
other materials	19,000
Local Road and Street Specials	
street reclamation projects	45,000
(sand, salt, street reclamation)	
Total	$179,000

The City maintains approximately 312 lane miles, for an average annual out-of-pocket cost of $573.72 per lane mile. The annexation adds 1020 feet of lane or .193 lane miles for an out-of-pocket annual service cost of $110.72

This amount will be covered in the budget for 1981 and subsequent years.

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 areas south of this area and abutting it on the north and west. Fire Station #1 which is located on West 4th Street between College Ave. and Walnut Street would respond by traveling west on 4th St. to College Ave., turning south on College Ave. to West 2nd St., turning east on 2nd St. to Walnut Street, turning south on Walnut Street to the area. Station #4 which is located at 2201 E. 3rd Street would respond by traveling west on 3rd Street to High Street, turning south on High to Winslow Road, traveling west on Winslow Road to Walnut Street Pike or to South Highway 37 (S. Walnut St.) turning south on Walnut Street Pike or South Highway 37 (S. Walnut St.) to the area.

It should be noted that ambulance service as of April 1981 is now 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 new area:

		Fire Prevention	Fire Fighting	Total
gasoline	321	$5100	$11,300	
oil	322	100	250	
other garage & motor	324	150	500	
Total		$5350	$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 and one call per 7 commercial places per year. This area includes 39 residences and 14 commercial structures, so that an annual average of 2.32 calls can be anticipated at an annual out-of-pocket cost of $48.23. This cost is covered in the budget in 1981 and subsequent years.

Police . The Police Department can serve this area without additional personnel or equipment. The Department already patrols Walnut Street and S.R. 37 which abut the area and is responsible for adjacent areas.

The only police program that will experience increased out-of-pocket costs due to this annexation is the crime 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	252	$26,340
gasoline	321	72,189
oil	322	2,997
tires	323	2,447
other garage & motor supplies	324	1,655
other equipment	726	13,160
Total		$118,788

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

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 Police Department has determined from the Monroe County Sheriff's Department that the Winslow Court Apartments 1980 experience 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 4 single residences can be expected to generate .2 calls and the 35 apartments 26.25 calls, for a total of 26.45 calls per year. The department estimates that 6 calls per year can be expected from the various business properties. This area can be expected to generate a total of 32.45 calls per year, and annual out-of-pocket cost of $172.00. The amount will be absorbed in the department's budget for 1981 and subsequent years.

Sanitation. The area to be annexed will require no new equipment or personnel.

City collection service is provided on a curbside pick-up basis for residential property only. The apartments use dumpsters and thus require no service. Cost of service to the two residences is negligible.

Transit. The area to be annexed is served by Route 2 with service to the IGA at Walnut and Winslow Road, to the shopping center at Miller Drive and Walnut and along Henderson Street, about ¼ mile to the east.

Animal Control. The Shelter already serves the Monroe County areas outside of the City. The animal control program which responds to calls 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 & equipment	25	$1,250
"pager" for emergency calls	26	325
garage & motor supplies	32	3,500
equipment	72	250
Total		$5,325

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

The annexation area, with 4 dwellings is expected to generate annual service costs of $1.20. This cost will be covered by the amounts 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 the City departments with 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 area, including this area, within City's two-mile fringe planning jurisdiction.

CONTIBUTION TO FUTURE INCREMENTS

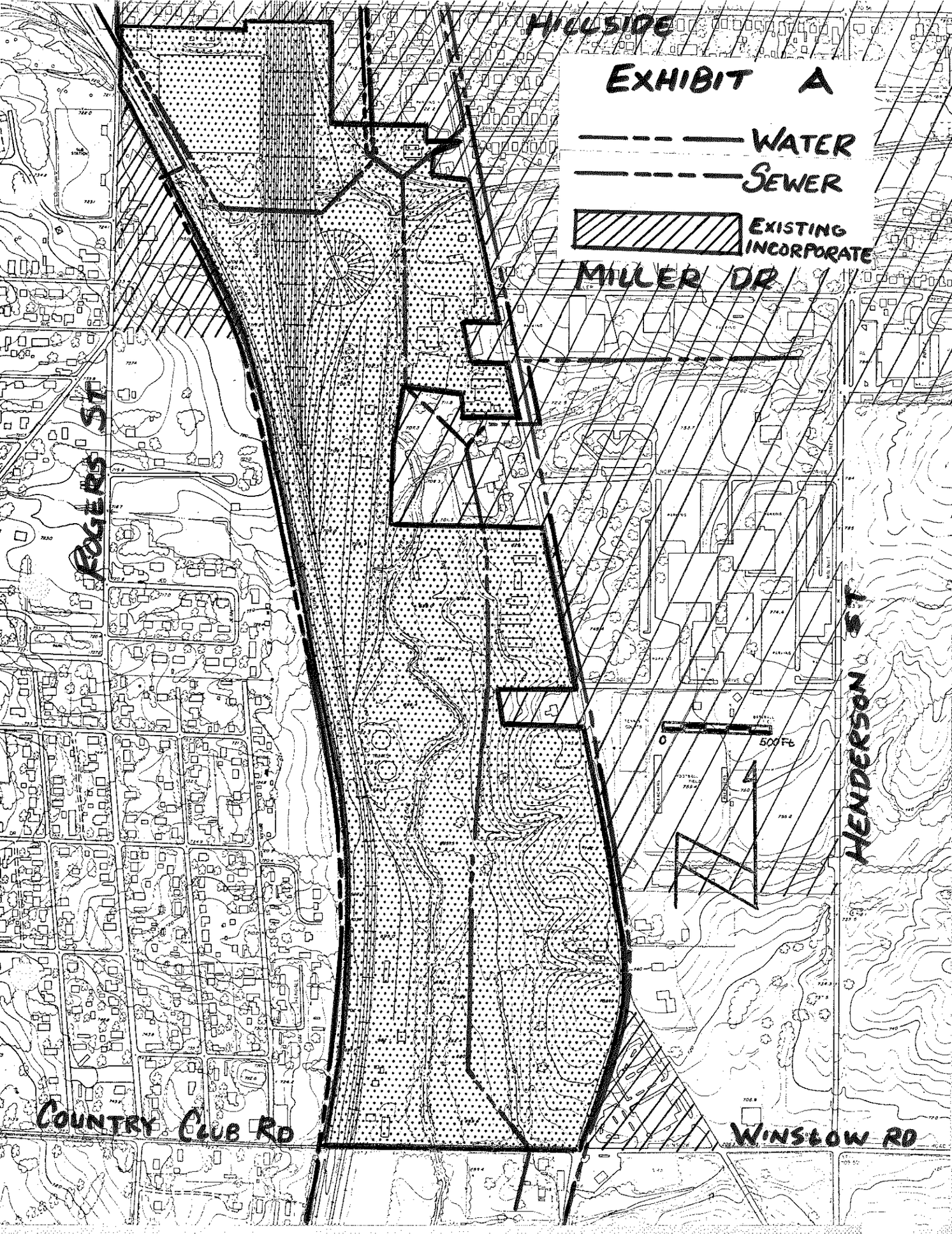
This report is intended to satisfy statutory requirements that cost of services be identified and programmed. As such, it does not address the contribution of this annexation, in combination with other future annexations, to the eventual need for additional equipment and personnel in various service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

Any monies necessary for the provision of services as descibed 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.

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.

In the event of unforseen elimination of jobs, the Personnel Director will take the application of any such employee and maintain a special file of these applications. Each application will be forwarded to major employers in the area, and to any City department having a job opportunity for which the individual is qualified. Each individual will also be referred to the Indiana State Employment Security Division.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AMENDMENT FORM

ORDINANCE # _____ RESOLUTION # 81-15 APPROPRIATION ORDINANCE # _____

SUBMITTED BY: Planning Department

COMMITTEE ACTION: None

PROPOSED AMENDMENT:

1. Change "141 acres" to "137 acres" in the title of the resolution and report, on the second line of the first whereas clause, and in the synopsis.

2. On page five, under "HIRING PLAN", add the following paragraph:

   In the event of unforseen elimination of jobs, the Personnel Director will take the application of any such employee and maintain a special file of these applications. Each application will be forwarded to major employers in the area, and to any City department having a job opportunity for which the individual is qualified. Each individual will also be referred to the Indiana State Employment Security Division.

AMENDMENT FORM

ORDINANCE # _____ RESOLUTION # 81-15 APPROPRIATION ORDINANCE # _____

SUBMITTED BY: Planning Department

COMMITTEE ACTION: None

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