

RESOLUTION 81-18

To Adopt a Written Fiscal Plan and Establish a Policy for the Provision of Services to the 22 Acres Bordered Approximately by South Walnut Street, Bloomington High School South, Winslow Road, and South Henderson Street

WHEREAS, the City of Bloomington desires to annex the area described in Ordinance 81-63, a 22-acre plot bordered approximately by South Walnut Street, Bloomington High School South, Winslow Road, and South 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 81-63" 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 day of July, 1981.

Alfred I. Towell, President
Bloomington Common Council

ATTEST:

Nora M. Connors, City Clerk

SIGNED and APPROVED by me upon this day of July, 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 22-acre area bordered approximately by South Walnut Street, Bloomington High School South, Winslow Road, and South Henderson Street that is being annexed by Ordinance 81-63.

A REPORT ON THE COST OF SERVICES
Annexation Ordinance 81-63

22 Acres Bordered Approximately by South Walnut Street, Bloomington High
School South, Winslow Road, and South Henderson Street

Prepared by:

Bloomington City Planning Department

January 30, 1981

Participating Staff

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John Goss	Deputy Mayor
Qamar Shaikh	Engineering Department
Talakshi Gala	Utilities Department
David Hamilton	Fire Department
Richard Post	Police Department
Roger Braman	Street Commissioner
Ken Friedlander	Sanitation Director
Lou Stonecipher	Transit Manager

INTRODUCTION

Purpose

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

Area Description

The area to be annexed is bounded by South Walnut Street, Bloomington High School South, Winslow Road, and South Henderson Street. It includes several businesses and two residences along the Walnut Street frontage north of Winslow Road and undeveloped commercial land on Henderson Street. Both abutting streets, Walnut and Henderson, are already in the city. The only street to be annexed is approximately 470 feet of the north half of Winslow Road, which is already in the city to the east and west of the annexation area.

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 about $\frac{1}{2}$ mile away, and the City Service Center which facilitates the provision of services based at the Service Center, is also nearby.

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, 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 other 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-pockets 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

Approximately 470 feet of Winslow Road north of its centerline will be annexed. No other streets are involved. A field inventory has determined that the street is in sound condition and of a cross-section appropriate to its service demands. The rural cross-section, 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 Winslow Road in this area. Therefore, no new capital costs will result from annexation.

Sanitary Sewer

Exhibit A shows existing sanitary sewer facilities in the vicinity. All but the six businesses to the north 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 policies of the Wastewater Utility regarding extensions to city residents. The six businesses would require an extension from available lines to the south.

Water Distribution

Service is already available to all existing development in the area. Applicable development regulations require that new development be responsible for the provision of internal water systems, but these areas will qualify for any Water Utility policies in effect for city residents.

Storm Drainage

Public storm drainage needs for the area are served by the improved roadside ditch on the east side of Walnut Street and by roadside swales where needed along undeveloped frontages. The nature of these 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 roadside 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 Community Development Block Grant funding, is one of reliance on a mixed system including open facilities and rehabilitation or improvement, rather than replacement, where needed.

However, conditions at the intersection of Henderson and Walnut Streets warrant attention. Property included in the annexation has experienced flooding from intermittent surface drainage. To a great extent, this is a consequence of grading and sizing of pipes on the property itself and not a public problem. Review of public considerations at the intersection indicates the need to re-grade and resurface the intersection and install 30' of 42" pipe, at an estimated cost of \$35,000. The cost of this improvement will be covered in the city's Capital Improvement Program for Small Drainage Projects during the next three years.

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 costs 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	\$ 30,000
Garage and Motor Supplies	45,000
Repairs	40,000
Other Materials	19,000

Local Road and Street Specials

Street Reclamation Projects (sand, salt, street reclamation)	45,000
TOTAL	<u>\$179,000</u>

The city maintains approximately 312 lane miles, for an average annual out-of-pocket cost of \$573.72 per lane mile. The annexation adds 470 feet of lane or lane miles for an out-of-pocket annual service cost of \$51.06. 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, east and west. Fire Station #1 which is located on West Fourth Street between College Avenue and Walnut Street would respond by traveling west on Fourth Street to College Avenue, turning south on College Avenue to West Second Street, turning east on Second Street to Walnut Street turning south on Walnut Street to the area. Station #4 which is located at 2201 E. Third Street would respond by traveling west on Third Street to High Street turning south on High to Hillside Drive, traveling west on Hillside to South Henderson, and turning south on Henderson to the area. It should be noted that ambulance service as of April 1981 has been provided by 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.

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

Based upon the 827 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 87 residences and 15 commercial structures, so that an annual average of 2.84 calls can be anticipated at an annual out-of-pocket cost of \$59.38. 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 the streets which abut the area and serve as access to all existing development. All arterial intersections abutting the annexation are already in the city. The department serves developed properties now in the city abutting on the north, east, and west.

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

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 five calls in 1980, an average of only .05 calls per unit for the 103 households in Cascades. The two residences in this area can be expected to generate a total of .1 calls per year, and the department estimates that the 15 places of business can be expected to generate five calls per year, for an annual out-of-pocket cost of \$27.03. This cost will be covered in the budgets for 1981 and subsequent years.

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

Using the assumption mentioned above, annual cost per dwelling for the 10,727 units being served is \$8.00. The two new units to be served will cost \$16 per year. Labor costs are estimated by the new sanitation director to be \$75 per year, for a total out-of-pocket increase of \$91. This increased cost will be covered by the amounts budgeted for 1981 and subsequent years.

Transit

The area to be annexed has been served by Route 2 for several years, with service on Henderson Street and Winslow Road.

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	\$1,250
"Pager" for Emergency Calls	325
Garage and Motor Supplies	3,500
Equipment	250
TOTAL	<u>\$5,325</u>

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 two dwellings, is expected to generate negligible service costs.

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 the 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 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 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.

