

Minutes

Village of Glen Ellyn Board of Trustees

Special Workshop Meeting

Monday April 14, 2014

Call to Order

President Demos called the meeting to order at 6:04 p.m.

Roll Call

Upon Roll Call by Clerk Galvin, President Demos, Trustees Burket, Clark, Elliott, McGinley and O'Shea answered "Present". Trustee Ladesic arrived at 6:09 p.m.

Staff present: Village Manager Franz, Assistant Village Manager Stonitsch, Planning and Development Director Hulseberg, Village Planner Stegall, Police Chief Norton and Village Attorney Brent Denzin.

Potential Annexation of the Marston-Bemis and Park and Butterfield Areas.

1. Planning and Development Director Staci Hulseberg will lead a discussion regarding the potential annexation of the Marston-Bemis and Park and Butterfield areas.

Director Hulseberg defined the different types of annexation: voluntary, involuntary/forced and court controlled. Benefits of annexation include controlling the pattern of development and clarifying emergency response.

President Demos stated the importance of getting the Glenbard Wastewater Authority into Glen Ellyn boundaries.

Background: Based on the Village's annexation policy and past direction from various Village Boards, staff has actively pursued the annexation of several unincorporated areas surrounding Glen Ellyn.

Over the last couple of years the Village's annexation efforts have focused on the Arboretum Estates East neighborhood, properties along Hill Avenue beyond the east end of the Village, the single-family homes in the Marston/Bemis area, and the commercial properties at the northwest corner of Park Boulevard and Butterfield Road. In 2012, the Village entered into annexation agreements with 2 of 3 industrial property owners in the Hill Avenue area and will be working toward entering into an annexation agreement with the third industrial property owner. We are reviewing an annexation proposal for property north of Country Club Estates for a possible 8-lot subdivision. We are also engaged in ongoing annexation discussions with the Glen Oak Country Club. We recently renewed annexation agreements with School District 89 and the Theater Guild at the northwest corner of Butterfield Road and Park Boulevard. A few years ago, we renewed annexation agreements for approximately 122 properties in the Marston/Bemis area.

Marston/Bemis Area: Between 2009 and 2012, the Village worked to renew expired annexation agreements for roughly 90 properties in the Glen Crest North and Glen Crest South subdivisions along with 32 other properties in the Marston area all of which are served by Village utilities. With the renewal of these agreements and other effective agreements for nearby properties, there are more than 150 parcels in this area that have valid annexation agreements with Glen Ellyn. These properties are currently contiguous to the Village and could be annexed immediately. The Village has not yet triggered these annexations as when the agreements were renewed we verbally informed the property owners that we would wait at least one year before proceeding with annexation. At that time, further analysis of the impact still needed to be conducted.

The timing of this annexation has been brought to the forefront by a new proposed 10-lot subdivision on Sunnybrook Road known as the Brookhaven subdivision. The developer, Jerry McKeown, needs direction regarding whether he should design the proposed subdivision to County standards and proceed with the subdivision in unincorporated DuPage County or if the property will be annexed and the subdivision should be designed to Village standards. The proposed subdivision would have relatively large lots and would mirror the Brookshire Subdivision to the north, which was constructed by the same developer. Upon annexation, the 7 homes in the Brookshire Subdivision would generate 15% of the total property tax revenue from the 150 homes. The attached table shows the anticipated impact of annexing all 150 plus homes on the fees and taxes received by the Village. The analysis shows a net gain of \$92,294 annually. It should be noted however that the Village levies a property tax amount and that some of the generated revenue would be required to be placed in different funds. For example, the Motor Fuel tax would need to be used to promote tourism and the water fee supports the Village's water system needs. Therefore, this figure should not be viewed as an increase to the Village's general fund.

The annexation of this area would place additional demand on the Police Department for patrol and emergency response. The Police Chief has indicated that this annexation could potentially have a negative impact on emergency response times and would dilute neighborhood patrol strength for existing residents. It would also place additional demand on the Planning and Development Department for permitting, inspections, code enforcement and zoning matters. The area is already located within the boundaries of the Glen Ellyn Fire Company. Therefore, it would not place any additional demand on the Fire Company. However, staff's analysis found that the Fire Company is estimated to lose \$5,000 in annual revenue from the elimination of these properties from the South Fire District SSA and the replacement of this tax with the new Village Fire Company fee.

The area contains 2.12 miles of new roadway that the Village would also need to assume snow plowing and other maintenance responsibilities for. The Public Works Department has indicated that they could assume snow plowing responsibilities for this area without adding personnel but that it could cause equivalent delays in snow plowing efforts elsewhere in the Village. An analysis of anticipated capital improvement costs to maintain the roads was also conducted by Professional Engineer Bob Minix. This analysis includes a recommendation for road resurfacing at an estimated \$1.8 million and eventual road reconstruction within the next 15-years, estimated at \$8.2 million. If the area is annexed, staff would plan to incorporate these roadway projects into the capital improvements schedule and budget.

The area is located in the Village's planning jurisdiction and will therefore be incorporated into Glen Ellyn at some point in the future. A decision to actively work towards the annexation of this area was made repeatedly between 2009 and 2012 as Ordinances were approved renewing the agreements in this area and by the direction given to staff to continue pursuing the renewal of these agreements. The key agreement that gives the Village contiguity to the rest of the area expires in 2019. From a long term planning perspective there is little difference to the Village if the area is annexed now or 4 years from now. However, annexing the area now would allow the proposed Brookhaven Subdivision to be constructed to Village rather than County standards and allow the Village to realize the property tax revenue from these homes immediately. Therefore, it is the recommendation of the Development Committee that we proceed with the annexation of this area.

The annexation of this area would cause a handful of properties to be completely surrounded by the Village. In accordance with Village policy, staff would subsequently plan to work on the forced annexation of these few lots. The annexation of this area would also cause the Bemis Road wastewater plant to obtain contiguity with the Village which would trigger the disconnection of the property from Lombard and the annexation of the plant to Glen Ellyn.

Park/Butterfield: The Village currently has annexation agreements in place with 6 properties at the northwest corner of Park Boulevard and Butterfield Road, including a 300-foot wide strip of School District 87 property located along Park Boulevard. This strip allows the Village to obtain contiguity with the remaining properties in the area. The Village has not triggered this agreement, as unlike other agreements, the agreement for the property to the south known as 2S678 Park Boulevard (aka "The Church of God") requires the Village to annex 2S678 Park Boulevard upon obtaining contiguity. Holding off on the annexation of the School District's property therefore gives the Village more control over the future development of the approximately 4-acre Church of God site. Police and Fire have also previously expressed concern over the annexation of this area as it would require the Village to take in, and become responsible for, emergency response at the high-volume Park Boulevard and Butterfield Road intersection.

Harbor Chase recently entered into a contract to purchase the Church of God property and plans to construct an approximately 122-bed assisted living facility on the site. Staff plans to proceed with the annexation of this lot and the 300-foot strip of School District property to the north. We would like to discuss with the Board whether we should also proceed with annexing the remaining properties to the south that have valid annexation agreements. The attached maps represent three potential options for proceeding.

- Option A shows the annexation of the School District property and 2S678 Park Boulevard including the adjacent portion of Park Boulevard.
- Option B shows the annexation of the entire corner including the adjacent portions of Park Boulevard and Butterfield Road (including the intersection).
- Option C shows the annexation of all of the properties with the exception of the tax exempt School District 89 property at the corner and the adjacent portions of Park Boulevard and Butterfield Road (not including the intersection).

The annexation of this area will have little to no effect on Public Works as Park Boulevard is a County road and Butterfield Road is a State road. Even upon annexation, the underlying jurisdiction will remain with those agencies. Therefore, the Village would not have any maintenance responsibilities for the roads. The area is also already served by existing Village utilities. Annexation of this area would also have limited impact on the demand for Planning and Development Department services. It could however, have a significant impact on the demand for Police and Fire services.

Information provided by the DuPage County Sheriff's Department shows a total of 241 crashes at the Park and Butterfield intersection in the 5 year period between 2009 and 2013. This is an average of 48 accidents a year that, upon annexation, the Glen Ellyn Police Department would need to begin responding to (rather than the County Sheriff). Of these accidents, 82 (or an average of 16 a year) involved injuries requiring ambulance transport. In addition to the demand placed on the Fire Company for vehicular crashes at the intersection, DuComm records reflect a total of 74 ambulance calls to the 60-bed Arden Court assisted living facility during this same time period for an average of 15 calls a year. It should be noted that the proposed Harbor Chase facility would also place additional demand on the Fire Company for ambulance service.

For the Board's information, a table showing the estimated taxes and revenues generated by the annexation of this area is attached. This table shows an annual net gain to the Village of \$29,972.80. However, it does not include any property tax or water revenue that would be generated from the proposed Harbor Chase development which would be constructed on what is currently tax exempt property. The same caveats discussed above for the Marston/Bemis Road area would apply to any revenue generated from the annexation of the Park and Butterfield Road intersection.

At this time, it is the recommendation of the Development Committee that the Village proceed with Option C, which would include the annexation of the entire area with the exception of the School District 89 administration building at the corner. This property is currently tax exempt and brings with it the annexation of, and responsibility for, the intersection. Therefore, staff sees little benefit to annexing this property at the present time. It should be noted however, that with this option a portion of Butterfield Road would become the responsibility of the Village. Therefore, police and fire may still be called to respond to an accident if it is unclear where it is located with respect to the jurisdictional boundary.

Staff also recently received a call from someone interested in potentially opening a small senior home and obtaining Village water for a property across Butterfield Road to the south known as 3S010 Park Boulevard. If the Village were to proceed with Option C, we would not be able to annex this property as the Village would lack contiguity. However, we could enter into an annexation agreement.

Adjournment

At 6:58 p.m. a motion was made by Trustee Elliott and seconded by Trustee Clark to adjourn. Motion carried.

Respectfully submitted,

Catherine Galvin,
Village Clerk