

**PROPOSED ANNEXATION BY  
CITY OF VALLEY PARK  
(PEERLESS PARK AREA)**

**Report on BC 0411 Prepared by:  
St. Louis County Department of Planning  
for Submittal to:  
Boundary Commission, St. Louis County  
October 11, 2004**

*Charlie A. Dooley*  
*County Executive*

Saint Louis  
**COUNTY**  
**PLANNING**

*Glenn A. Powers*  
*Director of Planning*

October 11, 2004

Boundary Commission, St. Louis County  
168 North Meramec Avenue, Suite 140  
Clayton, MO 63105

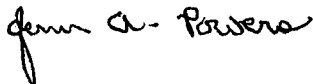
Re: Proposed Valley Park Annexation (BC 0411)

Dear Commissioners:

This report represents St. Louis County's analysis of the annexation proposed by the City of Valley Park (Peerless Park Area). Its submittal is in accordance with the 21 day written comment period provided by state statute. The report is a review of the proposed annexation from the perspective of St. Louis County Government. It is intended as a comparative analysis of this proposal that will serve as a guide to the Boundary Commission in its deliberations.

Should the Commission require information in addition to what is contained in this report, we will make every effort to respond to your request in a timely manner.

Sincerely,



Glenn A. Powers, Director  
Department of Planning

GAP/MLZ

**PEERLESS PARK AREA**

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**Attachment:** Map

## I. INTRODUCTION

### A. Purpose

The purpose of this report is to provide information regarding a proposed annexation of 526 acres (0.82 square miles) of unincorporated St. Louis County by the City of Valley Park. This analysis is primarily based on a review of the Plan of Intent submitted to the Boundary Commission by the City of Valley Park, as well as a comparison of City and County data.

Upon analysis of the Plan of Intent, numerous inconsistencies in the data and information provided were discovered. Many of the tables contained information that was contrary to the corresponding text or figures that were derived through improper calculations. The most striking inconsistencies are discussed throughout this report.

## II. GEOGRAPHIC INFORMATION

### A. Area Proposed to be Annexed - General Description

The 526 acre area proposed for annexation comprises most of what was formerly the incorporated City of Peerless Park. In 1997, two-thirds of the citizens of the City of Peerless Park petitioned the St. Louis County Council requesting that the city be disincorporated. The County Council voted to approve the voters' request, dissolve the Village, and reestablish jurisdiction over the area. The effective date of disincorporation was May 6, 1999.

The area is located in southwest St. Louis County and is bordered on the north by the Meramec River and the southern city limits of the City of Valley Park. Totally located south of the Meramec River, the area also crosses Interstate 44 and stretches further southward along both sides of Missouri Highway 141. Basic data for the area are provided in the following table.

TABLE 1

BASIC ANNEXATION AREA DATA	
Area <sup>1</sup>	526 acres (0.82 square miles)
Population <sup>2</sup>	50
Dwelling Units <sup>3</sup>	26
Total Assessed Valuation <sup>3</sup>	\$10,399,741
Assessed Valuation Per Capita <sup>4</sup>	\$206,795

<sup>1</sup> City of Valley Park

<sup>2</sup> 2000 U.S. Census

<sup>3</sup> St. Louis County Departments of Revenue and Planning, July 2004

<sup>4</sup> St. Louis County Department of Planning

The residential dwelling units in the area proposed to be annexed are mostly multiple family. Of the twenty-six dwelling units, twenty-four are condominium units and two are single-family residences. While industrial uses occupy most of the annexation area's land, the majority of the parcels in the area are developed with commercial uses.

## **B. Compactness and Other Boundary Issues**

The Plan of Intent notes that the area proposed to be annexed is 25 percent contiguous to the City of Valley Park. While meeting the statutory requirement of 15 percent contiguousness, the proposed annexation does not represent a logical extension of the City's boundaries from a geographic perspective. Instead, the annexation would create a very elongated boundary and decreases the city's compactness.

If the annexation were approved, the City of Valley Park would cross the Meramec River and extend along both sides of the Highway 141 frontage, southward to an arbitrary point, surrounded on three sides by unincorporated St. Louis County. While it has been argued that the boundary would be logical because it is, for the most part, that of the former City of Peerless Park, the Meramec River makes a much more logical boundary in that it is a natural geographic feature. In fact, no other St. Louis County municipality's boundaries cross a river.

Highway 141 is the only means to cross the river in this area. Thus, the northern portion of the annexation area is physically isolated from the City of Valley Park by the Meramec River. The southern portion of the proposed annexation area is further isolated by Interstate 44. The Burlington Northern Railroad right-of-way and Highway 141 also provide barriers to access throughout the area. The configuration of the annexation area also impedes access by St. Louis County to the surrounding unincorporated area. Service to these areas could not be provided without traversing Valley Park.

## **III. FINANCIAL IMPACTS OF PROPOSED ANNEXATION**

### **A. Impact on Area Businesses, Property Owners and Residents**

Property taxes. Annexation by the City of Valley Park would result in some financial impact on businesses, property owners, and residents in the annexation area due to changes in property and sales taxes. With the City's property rate of \$0.57 per \$100 of assessed value, it is estimated that there would be an increase of approximately \$108 per year on a \$100,000 dwelling unit (assessed value of \$19,000). Personal property in Valley Park is subject to the same \$0.57 property tax rate. Assuming \$20,000 in personal property, the typical household would pay approximately \$39 in additional personal property taxes annually.

Commercial properties are subject to a higher property assessment ratio, that is, they are assessed at 32 percent of the actual value rather than the 19 percent applied to residential property. Therefore, the additional property taxes for a \$200,000 commercial property (assessed at \$64,000) would be approximately \$365 annually.

Sales taxes. If the annexation were successful, sales tax on any purchases made within the area would increase from 6.075 percent to 7.075 percent. The additional one cent consists of one-half cent for capital improvements and one-half cent for stormwater improvements. The added one cent sales tax would apply to all retail sales in the annexation area, including such items as food and drugs that are exempt from the state sales tax. Sales tax on the purchase of a \$20,000 vehicle would increase by \$200 (without a trade-in), since automobile sales tax rates are determined by the place of residence of the purchaser rather than by the location of the sale.

Valley Park is a "pool" sales tax city. Thus, it receives sales tax revenue as a "pool" sales tax city on a per capita basis. However, Valley Park's one-half cent stormwater improvements tax would be retained by the City, as would 85 percent of its one-half cent capital improvements sales tax. Fifteen percent would be shared with the capital improvements sales tax pool, which does not include St. Louis County.

Utility taxes. The City of Valley Park's utility tax rate is 5.0 percent, which is the same as unincorporated St. Louis County's. Therefore, there would be no change in the rate for businesses, property owners, and residents.

Trash collection costs. If annexed, only the residents of the two single-family homes would experience a change in trash collection services. Currently, households individually contract for trash service from a private hauler. The residents would receive services from the trash hauler under contract with the City of Valley Park after an initial two year period that is legislatively mandated by State law. However, the Plan of Intent states that Valley Park would not be responsible for providing trash collection for commercial establishments and makes no mention of how or if the City contract would affect the condominium complex.

Street lighting costs. Although the City of Valley Park would assume street lighting costs, the City only pays for street light maintenance along public streets. This would have no impact because the residences in the area are served by private streets.

## **B. Impact on St. Louis County**

The total annual revenue loss that County Government could experience as a result of the proposed annexation is estimated to be \$122,292. A breakdown of County revenue loss by funding source is provided in the following table.

TABLE 2

ANNUAL COUNTY REVENUE LOSS FROM THE PROPOSED VALLEY PARK ANNEXATION	
	Annexation Area
Sales Tax <sup>1</sup>	\$4,600
Utility Tax <sup>2</sup>	60,901
C.A.R.T. <sup>3</sup>	29,759
County Road and Bridge <sup>3</sup>	10,920
Cigarette Tax <sup>4</sup>	190
Cable T.V. Tax <sup>5</sup>	234
Fines <sup>6</sup>	15,688
<b>TOTAL</b>	<b>122,292</b>

- <sup>1</sup> Based on \$118 per capita less annexation adjustment of \$26 per capita.
- <sup>2</sup> Assumes average annual residential utility bill of \$2,000 at the County's 5% utility tax rate. Commercial utility tax receipts are estimated based on commercial improvement assessed value.
- <sup>3</sup> Estimate by St. Louis County Department of Highways and Traffic.
- <sup>4</sup> Based on \$3.79 per capita.
- <sup>5</sup> St. Louis County estimates that 50 percent of households have cable television at an average annual cost of \$600. The cable television franchise fee is 3%.
- <sup>6</sup> Based on an estimate of fines and court costs by the St. Louis County Police Department. Public Works permit fees generate \$49,050 annually, but because Valley Park contracts with the County for these services, those fees may be recouped by the County and are not included as an estimated revenue loss.

Sales tax. A direct revenue loss to the County would be the loss of revenues from the countywide sales tax pool, which would be allocated to Valley Park on the basis of population of the annexation area. St. Louis County would have a reduction in sales tax pool revenues based on the lost population - estimated at \$4,600 annually.

Property taxes (County Road and Bridge Tax). The current County property tax rate is \$0.58 per \$100 of assessed valuation of real and personal property. All property owners will continue to pay this tax to the County even if the area is annexed. However, a portion of that \$0.58 (\$.105 per \$100 assessed valuation) is the Road and Bridge Tax, which would be distributed to the City of Valley Park if the annexation occurs and would be lost revenue for St. Louis County. The County places the estimated loss at \$10,920.

Utility taxes. Utility gross receipts taxes currently levied by St. Louis County would be replaced by Valley Park's utility taxes. The County's lost revenue from utility taxes is estimated at \$60,901 annually.

Highway User Tax (C.A.R.T.). The County's allocation of these state highway funds would be reduced based on the reduction of assessed value and miles of roads maintained in the

unincorporated area. The Department of Highways and Traffic estimates the annual loss at \$29,759.

Other revenues. The County would lose an additional \$16,112 annually through the loss of cigarette tax revenues, cable television franchise fees, and fines and court costs for traffic and other violations.

The loss of \$122,292 annually is not insignificant to St. Louis County, even in light of its sizable operating budget. Further, the cumulative revenue losses experienced from previous annexations and anticipated losses if other annexation proposals currently pending before the Boundary Commission are approved are substantial. Thus, approval of this proposal will have some negative impact on the provision of services to citizens of St. Louis County.

**C. Impact on Annexing Municipality**

The following table compares the City's and the County's estimates of new revenues for Valley Park if the annexation is successful. It should be noted that the City's estimated revenues for State Road Aid and cigarette tax (shown in parenthesis in the table) only reflects a per capita rate and not a total estimate based on population.

**TABLE 3**

<b>CITY AND COUNTY ESTIMATE OF VALLEY PARK'S NEW ANNUAL REVENUES</b>		
<b>Source</b>	<b>County Estimated Amount</b>	<b>City Estimated Amount <sup>9</sup></b>
Sales Tax <sup>1</sup>	\$5,900	\$ 116,710
Utility Gross Receipts Tax <sup>2</sup>	60,901	36,621
State Road Aid (Gasoline and motor vehicle) <sup>3</sup>	1,985	1,985 (39)
County Road and Bridge <sup>4</sup>	10,920	10,920
Cigarette Tax <sup>5</sup>	190	190 (4)
Property Tax <sup>6</sup>	59,279	103,993
Cable T.V. Tax <sup>7</sup>	234	234
Miscellaneous taxes/permits/licenses/fees <sup>8</sup>	0	0
<b>TOTALS</b>	<b>139,409</b>	<b>\$270,653</b>

<sup>1</sup> Based on \$118 per capita. Valley Park estimate includes anticipated revenue from the ½ cent stormwater improvements and ½ cent capital improvements sales taxes; the County estimate does not.

<sup>2</sup> Assumes average annual residential utility bill of \$2,000 at the Valley Park's 5% utility tax rate. Commercial utility tax receipts are estimated based on commercial improvement assessed value.



- <sup>3</sup> State Road Aid includes: gasoline tax, motor vehicle sales tax, and auto license fees. County estimate based on \$39.69 per capita. City estimate (in parenthesis) only reflects the per capita rate and not a total estimate based on population.
- <sup>4</sup> Rate is \$.105 per \$100 assessed valuation. No estimate is provided by the City, therefore, the County estimate is assumed for the City.
- <sup>5</sup> County estimate based on \$3.79 per capita. City estimate (in parenthesis) only reflects the per capita rate and not a total estimate based on population.
- <sup>6</sup> Valley Park levies \$0.57 per \$100 assessed valuation on both real and personal property.
- <sup>7</sup> St. Louis County calculates (Housing units x .50) x (Annual Average Cost of Cable) x .03 = \_\_\_\_\_. No estimate is provided by the City; County estimate is assumed for the City
- <sup>8</sup> No information provided by Valley Park. Therefore, no estimate can be provided.
- <sup>9</sup> Estimates from Valley Park Plan of Intent (page 4).

The County estimates that Valley Park will receive \$139,409 from the area if annexed. With adjustments to include revisions to the City's calculations for State Road Aid and the cigarette tax, as well as the addition of the Cable T.V. Tax revenue estimate, the City estimate of total revenues is \$270,653. However, it should be noted that the Plan of Intent estimates the total revenue as \$257,367 without the above noted adjustments. There are substantial differences between the City and County estimates of sales tax, utility tax, and property tax revenues. With the limited information provided in the Plan of Intent, it is not possible to explain the differences.

The Plan of Intent provides estimates on how the revenue generated from the area would be spent. The City's estimates are shown in the following table.

**TABLE 4**

<b>CITY ESTIMATE OF ANNUAL EXPENDITURES FOR THE AREA</b>	
<b>Service</b>	<b>Estimates for Expenditures</b>
Administrative	\$0
Capital Improvements	0
Police	59,668
Street Maintenance <sup>1</sup>	8,754
Trash Collection	0
<b>TOTAL</b>	<b>\$68,422</b>

<sup>1</sup> Total includes road maintenance, street lighting, snow removal, grass cutting, etc.

The Plan of Intent does not anticipate the hiring of any additional city staff to provide services in the area proposed to be annexed. The Plan of Intent states that the City plans no capital improvement projects for this area. St. Louis County already has capital improvement projects underway, including a \$98,000 study to determine ways to correct existing deficiencies and provide better access to properties along the Route 141 corridor between the Meramec River and I-44. This project alone represents nearly \$30,000 more than Valley Park intends to invest for all services in the area in 2004, if annexed.

It should be noted that the figures for both street maintenance services and police protection are based upon costs taken from information from the former City of Peerless Park. The Peerless Park police service estimate is the amount paid by that City to contract with St. Louis County. The validity of these figures must be questioned as they are derived from a municipality that no longer exists and are a minimum of five years old.

Based on the City's estimate of annual expenditures and the estimates of either the City or County regarding annual revenues, Valley Park stands to gain between \$71,000 and \$202,000 by annexing the area.

#### **D. Traffic Generation Assessment**

Recently, The Hawkins – Bowles – Summit Traffic Generation Assessment Road Trust Fund was expanded to encompass the proposed annexation area. The continuation of the Traffic Generation Assessment Road Trust Fund is integral in meeting the needs of area residents and the traveling public for road improvements in the area. While the Plan of Intent states that the City of Valley Park does not have any policies or ordinances that would prohibit participation in the trust fund, it also states that Valley Park does not assess development impact fees as a part of new development. Thus, the City has not clearly committed itself to participation in the trust fund.

## V. PROVISION OF SERVICES

### A. Existing and Proposed Services

The provision of services to its residents is local government's primary responsibility and function. Currently, St. Louis County is the provider of a variety of municipal-type services to the annexation area. If the annexation election were successful, some of the current services provided by St. Louis County would be transferred to the City of Valley Park. The following table lists basic municipal-type services provided in the area of the proposed annexation and identifies their current and proposed provider.

TABLE 5

<b>SERVICES</b>		
<b>Service</b>	<b>Current Provider</b>	<b>Proposed Provider</b>
Police Protection	St. Louis County	Valley Park (contract with St. Louis County)
Fire Protection/EMS/ALS	Fenton FPD, Valley Park FPD	
Streets <sup>1</sup>	Missouri Dept. of Transportation, St. Louis County	Missouri Dept. of Transportation, St. Louis County, City of Valley Park
Sidewalk Improvement and Repair	St. Louis County	City of Valley Park
Parks and Recreation	St. Louis County	City of Valley Park
Refuse Collection	Private Haulers	City of Valley Park (contract with private haulers)
Street Lighting <sup>2</sup>	Property Owner	City of Valley Park
Planning, Zoning, and Subdivision Regulations <sup>2</sup>	St. Louis County	City of Valley Park
Building Code, Mechanical Permits and Inspections <sup>2,3</sup>	St. Louis County	City of Valley Park (contract with St. Louis County)
Residential Occupancy Permits and Inspections <sup>4</sup>	None	City of Valley Park
Health Services - Rodent Control, Mosquito Fogging, Animal Control <sup>5</sup>	St. Louis County	City of Valley Park (contract with St. Louis County)
Municipal Court	St. Louis County	City of Valley Park

<sup>1</sup> Interstate 44 and Highway 141 would continue to be maintained by the Missouri Department of Transportation. Some 1.55 centerline miles of roads on the County Road System would be transferred to Maryland Heights if the annexation occurs. There are private roads in the area, such as those affiliated with the multiple family complex, which are not maintained by St. Louis County.

<sup>2</sup> The Plan of Intent contains contradictions between its text and table regarding the provider of these services after annexation.

<sup>3</sup> Valley Park contracts with St. Louis County to issue permits or enforce codes relating to residential and commercial mechanical, electrical, plumbing, explosives, fire suppression systems, elevators and conveyors, amusement rides, periodic inspections of mechanical equipment, and land disturbance.

<sup>4</sup> While no residential occupancy permits and associated inspections program exist in this area, residents could petition the County Council to authorize a Property Conservation District in their area. The City of Valley Park apparently has a residential occupancy permits and inspections program. The program is only alluded to in the Plan of Intent and no details are provided.

## **B. Services Not Affected**

The area is serviced by the Fenton Fire Protection District or the Valley Park Fire Protection District, which are independent taxing jurisdictions that will not be affected by annexation. Thus, property owners in the area will continue to pay the 2003 tax rate of \$ 0.77 (Fenton FPD) or \$1.1207 (Valley Park FPD) per \$100 of assessed valuation for residential properties. The tax rate for commercial properties serviced by the Fenton Fire Protection District is \$0.858.

The St. Louis County Water Company and the Metropolitan St. Louis Sewer District will continue to provide water and sewer services, respectively. The area will continue to be served by the Rockwood School District and the St. Louis County Library system. These services would not be affected by annexation.

Valley Park would continue to contract with St. Louis County for a number of important services such as Police and Public Works. Although businesses, property owners, and residents would see an increase in property and sales taxes, they would not notice many changes in services provided. The Plan of Intent admits, "Residents will not see any changes in the Public or Private Services Sectors, including fire protection, as the area will continue to have services from Fenton and Valley Park Fire Protection Districts and St. Louis County Police and Public Works currently and will continue to service the area."

## **V. LAND USE AND ZONING**

### **A. Existing and Proposed Land Use and Zoning**

The annexation area contains a mixture of commercial, industrial, institutional, and residential land uses. Industrial uses make up the majority of the annexation area's land, but the majority of the parcels are developed with commercial uses. The land use and zoning can best be summarized by separating the annexation area into four quadrants - northwest, northeast, southwest and southeast of the Interstate 44 and Highway 141 interchange.

Northwest: The northwest area is characterized by industrial uses on large lots. Examples of uses in this quadrant include a sand and gravel quarrying operation, a construction debris landfill, a trash transfer station, a composting facility, a self-storage facility, a lumber yard, and office/warehouse uses. These uses are zoned FPNU Flood Plain Non-Urban District, FPC-2 Flood Plain Shopping District, M-1 Industrial District and FPM-1 Flood Plain Industrial District. Some commercial uses, zoned C-4 Highway Service Commercial District are also found in this quadrant, along the frontage of Highway 141. Such uses include a truck rental facility, a florist, and a convenience store with gas pumps.

Northeast: The northeast quadrant contains Buder Park. This park, maintained by the St. Louis County Department of Parks and Recreation, is split into two parts by Interstate 44. The portion in the annexation area is currently zoned FPPS Flood Plain Park and Scenic District. The proposed annexation would leave the majority of the park in unincorporated St. Louis County.

Southwest: Southwest of the interchange are two hotels developed under the County's C-8 Planned Commercial District procedure. The total 25.84 acre site was authorized for the development of two hotels, three restaurants, offices, general retail, and commercial services in 2000. Further south, along the west side of Highway 141 is a commercial development consisting of a grocery store, retail center, bank, and carwash. This development was approved by the former City of Peerless Park and is zoned C-3 Shopping District.

Southeast: The southeast quadrant contains a number of commercial uses zoned a combination of C-1 Neighborhood Shopping District, C-2 Shopping District, FPC-2 Flood Plain Shopping District, C-4 Highway Service Commercial District, and FPC-4 Flood Plain Highway Service Commercial District. Uses in this area include used auto sales, fast food restaurants, offices, a convenience store with gas pumps, and a water park. In the eastern portion of this quadrant are multiple-family (condominium) units zoned R-8 2,000 square foot Residence District. Further south are various office/retail uses zoned C-2 Shopping District.

According to the Plan of Intent, the proposed annexation would not result in any nonconformities. The City of Valley Park, like St. Louis County, participates in the FEMA flood insurance program and institutes flood plain development regulations. The City intends to utilize their PDC Planned Development Commercial, PDR Planned Development Residential, and PDI Planned Development Industrial zoning designations to zone the area. Unlike typical zoning designations, which are currently employed by St. Louis County in the annexation area (with the exception of the Drury Hotel development), planned zoning districts utilize site-specific ordinances to regulate development. These ordinances are based upon detailed site development plans and require a public hearing process.

Planned districts are typically put in place to ensure that particular developments do not negatively impact surrounding uses. They are not designed to be used in expansive areas that contain numerous uses. It is unspecified whether the City of Valley Park intends to create separate ordinances for each parcel or use, or to create blanket ordinances that cover a wide area. It is also unclear whether the City would hold public hearings before crafting these ordinances. In any case, it would be an extremely difficult and time-consuming process to create planned zoning districts for the entire annexation area.

## **VI. SUMMARY OF ISSUES**

### **1. Compactness and Boundary Issues**

The proposed annexation does not represent a logical extension of the City's boundaries from a geographic perspective. Instead, the annexation would create a very elongated boundary and decreases the city's compactness. The City of Valley Park would cross the Meramec River and extend along both sides of the Highway 141 frontage, southward to an arbitrary point, surrounded on three sides by unincorporated St. Louis County. While it has been argued that the boundary would be logical because it is, for the most part, that of the former City of Peerless Park, the County is of the opinion that the Meramec River makes a much more logical boundary in that it is a natural geographic feature. In fact, no other St. Louis County municipality's boundaries cross a river. In addition, it should be noted that the convoluted nature of the City of Peerless Park's former boundary does not justify its repetition by another municipality. This proposal also conveniently omits some single family residents of the former City of Peerless Park who favored the City's disincorporation.

Highway 141 is the only means to cross the river in this area. Thus, the northern portion of the annexation area is physically isolated from the City of Valley Park by the Meramec River. The southern portion of the proposed annexation area is further isolated by Interstate 44. The Burlington Northern Railroad right-of-way and Highway 141 also provide barriers to access throughout the area. The configuration of the annexation area also impedes access by St. Louis County to the surrounding unincorporated area. Service to these areas could not be provided without traversing Valley Park.

### **2. Impact on Businesses, Property Owners, and Residents**

Under the proposal, businesses, property owners, and residents would face higher taxes with little or no change in services. The sales tax would increase by one cent, and the property tax would increase by \$0.57 per \$100 assessed valuation. Many services would remain the same, as the Plan of Intent admits, "Residents will not see any changes in the Public or Private Services Sectors, including fire protection, as the area will continue to have services from Fenton and Valley Park Fire Protection Districts and St. Louis County Police and Public Works currently and will continue to service the area."

The Plan of Intent also indicates, "no capital improvements are currently being planned in the proposed annexation area, nor are any presently anticipated by the City of Valley Park after the effective date of annexation." St. Louis County already has capital improvement projects underway, including a \$98,000 study to determine ways to correct existing deficiencies and provide better access to properties along the Route 141 corridor between the Meramec River and I-44. This project alone represents nearly \$30,000 more than Valley Park intends to invest for all services in the area in 2004, if annexed.

### **3. Impact on St. Louis County**

The total annual revenue loss that County Government could experience as a result of the proposed annexation is estimated to be \$122,292.

The loss of \$122,292 annually is not insignificant to St. Louis County, even in light of its sizable operating budget. Further, the cumulative revenue losses experienced from previous annexations and anticipated losses if other annexation proposals currently pending before the Boundary Commission are approved are substantial. Thus, approval of this proposal will have some negative impact on the provision of services to citizens of St. Louis County.

### **4. Impact on Annexing Municipality**

Based on the City's estimate of annual expenditures and the estimates of either the City or County regarding annual revenues, Valley Park stands to gain between \$71,000 and \$202,000 by annexing the area.

### **5. Land Use and Zoning**

The City intends to utilize their PDC Planned Development Commercial, PDR Planned Development Residential, and PDI Planned Development Industrial zoning designations to zone the area. Unlike typical zoning designations, which are currently employed by St. Louis County in the annexation area (with the exception of the Drury Hotel development), planned zoning districts utilize site-specific ordinances to regulate development. It is unspecified whether the City of Valley Park intends to create separate ordinances for each parcel or use, or to create blanket ordinances that cover a wide area. It is also unclear whether the City would hold public hearings before crafting these ordinances. In any case, it would be an extremely difficult and time-consuming process to create planned zoning districts for the entire annexation area.

## **VII. RECOMMENDATION OF ST. LOUIS COUNTY**

St. Louis County strongly opposes this annexation for the following reasons. From the perspective of financial considerations and services offered the proposal is not in the best interest of the area proposed to be annexed nor is in the best interest of the remaining unincorporated area. St. Louis County believes that the requested annexation offers significant financial advantages to the proposing municipality to the detriment of the businesses, property owners and residents of the affected area as well of the citizens of St. Louis County. Those affected would be assessed higher property and sales taxes, while key services, police and public works, would continue to be provided by St. Louis County. No new services would be provided.

From a geographic perspective, the boundaries of the proposed annexation are illogical and arbitrary. The result would be an oddly shaped projection south of the Meramec River that is surrounded on three sides by unincorporated County. Only one point of access would be available to the area proposed to be annexed via Highway 141 across the existing natural boundary of Valley Park, the Meramec River. Because of its configuration, the annexation would also result in service delivery problems for both the City and St. Louis County. In conclusion, St. Louis County recommends that the Boundary Commission disapprove this proposal without allowing it to go to a vote.



Scale is 1:33,754

1" equals approximately 61 miles

# Valley Park Annexation

St. Louis County, MO

## Legend

- Rivers and Creeks
- Transportation
- County Parks
- Rivers
- Streets
- Unincorporated County

Prepared by the St. Louis County Department of Planning  
October 2004

Sources: St. Louis County Departments of Parks, Planning,  
Police, and Revenue, and the city of Manchester.

Notes: This map depicts boundaries for the areas  
in question. These boundaries are solely for  
representational purposes and do not in any way  
supersede the legal descriptions of the various  
municipalities and/or annexation areas.

