

2010

# Park View Preliminary Incorporation Study



Prepared by  
Scott County, Planning and Development

## **1.0 Introduction**

### **1.1 Background**

Park View is an unincorporated area located in the southwest corner of Butler Township in rural Scott County. The Census defines the community of Park View as a “Census Designated Place,” or CDP. CDP’s are defined areas by the Census in order to “provide data for settled concentrations of population that are identifiable by name, but not legally incorporated under the laws of the state they are located.” The most recent population estimate was from the 2000 Census with 2,169 persons. The 1990 Census population was slightly higher than 2000, with 2,192 persons.

Park View is currently an unincorporated area, highly dependent on services provided by the County. If Park View continues to grow and expand their area, Scott County will not be able to maintain the current level of services to Park View. Park View is already larger than most incorporated areas in Scott County. As a city, Park View would be the 5<sup>th</sup> largest incorporated area in the County, following the City of LeClaire, Eldridge, Bettendorf and Davenport.

The analysis and data in this document serve as a preliminary study for the feasibility of the incorporation of Park View.

Due to resource constraints, in all efforts, the most current or complete data was utilized. Although this leads to a crossing of dates between the data, this allowed for construction of budget including detailed revenue and expenditure figures. The most significant discrepancy is the use of the 2010 property values from the Assessor’s database, and then 2008 expenditure and revenue figures. For other revenue and expenditure items, estimates were calculated based on current rates and population.

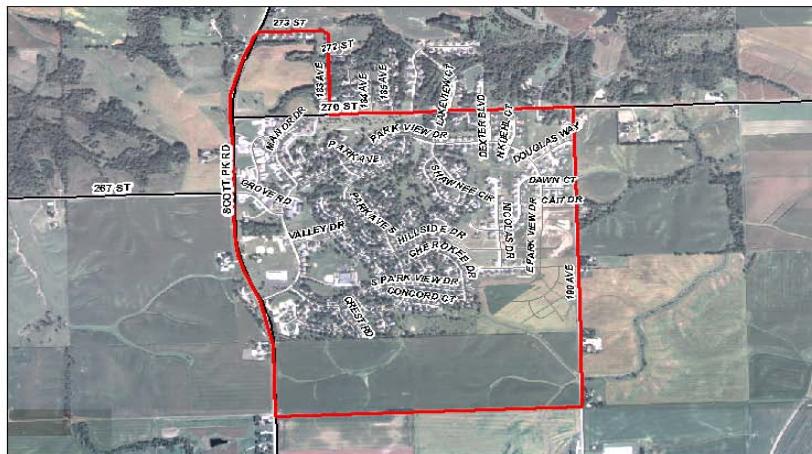
### **1.2 History and Location**

Two current boundaries used by Scott County and the U.S. Census are displayed below for the area of Park View. The first boundary is representative of the geographical area the Census Bureau used for demographic and economic data estimates during the 2000 Census. The second boundary is from the Scott County GIS shapefile for incorporated areas in Scott County.

Park View is bounded by 260<sup>th</sup> Street to the south, Scott County Park Road on the west, 270<sup>th</sup> Street on the north, and 190<sup>th</sup> Street on the east.

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**Map 1: Park View  
Census 2000 Boundaries**



**Map 2: Park View  
Scott County Boundaries**



Map Prepared by Scott County, Planning & Development  
Source: U.S. Census 2000, Scott County GIS

Park View is approximately 1.1 miles away from Highway 61. Interstate 80 is only six miles away to the south and offers access to the east and west. Interstate 80 connects with Interstate 88 approximately 17 miles away from the U.S. Highway 61-Interstate 80 interchange. Interstate 88 runs east to west to and from the Chicago, Illinois area. Interstate 74 provides north-south access to the area and connects with Interstate 80 approximately 2 ½ miles east of the U.S. Highway 61-Interstate 80 interchange. Park View is approximately 6 miles north of the Davenport city limits, and can be reached in approximately 10 to 12 minutes by automobile on U.S. Highway 61.

The community of Park View provides numerous amenities such as parks, trails, open space area, baseball diamonds, recreation fields, shopping, and restaurants. Within the Park View community, the parks listed below include baseball diamonds, basketball courts, volleyball courts, soccer fields, numerous walking trails, playground and swing equipment, teeter-totters, meri-go-rounds, concessions areas, and covered pavilions.

- Meadowbrook Park
- Grandpa Ed Park
- Quail Trails Park
- Dexter Park
- Pheasant Hills Park
- Blue Bird Hill
- Willow Springs
- Lake View
- Indian Hills
- Maple Hollow
- Meadow Lark Lane
- Little Creek
- Robin Creek
- Sunny Creek
- Deer Creek



Picture 1: Picture of Ed Grandpa Jacomet Baseball Fields in Park View (Photo taken by Ashley McDonald, 2010)

To the northeast of Park View, along 270<sup>th</sup> Street is Scott County Park, a major recreational area of 1,268 acres. The county park has hiking trails, picnic areas, restroom facilities, and several small lakes for non-motorized boating and fishing. Additionally, Glynn's Creek Golf Course is located in Scott County Park. The golf course is a 72-par course with a fully stocked golf shop, concession area, and large driving range with PGA professional available for assistance (Scott County).

Park View has been developing since 1960 and onward. The area of Park View is a Community Area Development (CAD). Every street and every lot was been carefully laid out and approved by the Scott County Planning and Zoning Commission. Park View has a diversified housing stock with both single and multi-family structures within the area. Park View includes various types of commercial and institutional structures as well.

All property owners in Park View are part of the Park View Owner's Association (PVOA). PVOA holds title to all common areas in the community (parkways, walkways, playgrounds, etc). The main responsibility of the Association is to promote recreation, health, safety, and welfare of all residents according to the PVOA by-laws and restrictive covenants, which all residents agree to when they accept title to property in the Park View Community. The Association collects annual membership assessments by property owners. All maintenance, improvements, and enhancements to the shared property areas are accomplished by the collection of the assessments (Park View Owner's Association Blue Book).

The Association has nine Board of Directors whom all assist in the administrative and management duties for the Association and community. Any person interested in Park View may hold office.

## **2.0 The Process**

In order to become a city, the entity or community must follow Iowa Code 368.11 to receive incorporation. The Code is listed below including the necessary actions to petition to the City Development Board (the board that oversees all incorporation, annexation, and discontinuance requests).

(Iowa Code 368.11 PETITION FOR INVOLUNTARY CITY DEVELOPMENT ACTION.)

1. Under Chapter 368 of the Iowa Code, to initiate the process of becoming an incorporated area, a petition for incorporation would need to be filed with the City Development Board by a city council, a county board of supervisors, a regional planning authority, or five percent of the registered voters of a city or territory involved in the proposal. The City Development Board oversees all activities related to incorporation, annexation, discontinuance, and boundary adjustments.  
In the case of Park View, a notice of filing, including a copy of the petition would be required to be served to the county board of supervisors and the regional planning authority serving the area (Bi-State).
  2. Within 90 days of receipt of the petition, the City Development Board shall initiate appropriate proceedings or dismiss the petition.
  3. The petition must include substantially the following information as applicable;
    - a. A general statement of the proposal.
    - b. A map of the territory, city or cities involved.
    - c. Assessed valuation of platted and unplatte land.
    - d. Names of property owners.
    - e. Population density.
    - f. Description of topography.
    - g. Plans for disposal of assets and assumption of liabilities.
    - h. Description of existing municipal services, including, but not limited to water supply, sewage disposal, and fire and police protection.
    - i. Plans for agreements with any existing special service districts.
    - j. In a case of annexation or incorporation, the petition must state that none of the territory is within a city.
    - k. In a case of incorporation, the petition must state the name of the proposed city.
    - l. Plans shall include a formal agreement between affected municipal corporations and counties for the maintenance, improvement, and traffic control of any shared roads involved in an incorporation or boundary adjustment.
    - m. In the discretion of a city council, a provision for a transition for the imposition of city taxes against property within an annexation area. The provision shall allow for exemption from taxation of the following percentages of assessed valuation according to the following schedule:
      - i. For the first and second years, seventy-five percent.
      - ii. For the third and fourth years, sixty percent.
      - iii. For the fifth and sixth years, forty-five percent

- iv. For the seventh and eighth years, thirty percent.
  - v. For the ninth and tenth years, fifteen percent.
- An alternative schedule may be adopted by the city council. However, an alternative schedule shall not allow a greater exemption than that provided in this paragraph. The exemption shall be applied in the levy and collection of taxes. The provision may also allow for the partial provision of city services during the time in which the exemption from taxation is in effect. If the city council provides for a transition for the imposition of city taxes against property in an annexation area, all property owners included in the annexation area must receive the transition upon completion of the annexation.
- n. In the case of an annexation, a plan for extending municipal services to be provided by the annexing city to the annexed territory within three years of July 1 of the fiscal year in which city taxes are collected against property in the annexed territory.
4. At least fourteen business days before a petition for involuntary annexation is filed as provided in this section, the petitioner shall make its intention known by sending a letter of intent by certified mail to the council of each city whose urbanized area contains a portion of the territory, the board of supervisors of each county which contains a portion of the territory, the regional planning authority of the territory involved, each affected public utility, and to each property owner listed in the petition. The written notification shall include notice that the petitioners shall hold a public meeting on the petition for involuntary annexation prior to the filing of the petition.
  5. Before a petition for involuntary annexation may be filed, the petitioner shall hold a public meeting on the petition. Notice of the meeting shall be published in an official county newspaper in each county which contains a part of the territory at least five days before the date of the public meeting. The mayor of the city proposing to annex the territory, or that person's designee, shall serve as chairperson of the public meeting. The city clerk of the same city or the city clerk's designee shall record the proceedings of the public meeting. Any person attending the meeting may submit written comments and may be heard on the petition. The minutes of the public meeting and all documents submitted at the public meeting shall be forwarded to the county board of supervisors of each county where the territory is located and to the board by the chairperson of the meeting.
  6. Within thirty days after receiving that a petition for involuntary annexation has been filed with the board, the board of supervisors of each county that contains all or a portion of the territory to be annexed shall, by resolution, state whether or not it supports the petition or whether it takes no position in support of or against the petition. If there is a comprehensive plan for the county, the board shall take the plan into account when considering its resolution. A copy of the resolution shall be immediately filed with the annexing city and with the city development board. Failure of a board of supervisors to adopt a resolution shall not delay the proceedings on the petition nor shall such failure be considered a deficiency either in the petition or in the annexing city's proceedings.

### **3.0 Model Budget**

As an incorporated city, various services must be available and provided to the residents of the city. Listed below are the services that would need to be provided. In some instances, the

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services are already being provided by the Park View community, Scott County, or a private firm.

In order to better understand the operational and fiscal responsibilities Park View would be charged with if incorporation status is achieved, a model budget has been prepared and is available in the appendix. The model budget created for Park View is based on the 2009 budget created and used by the City of Blue Grass. The Blue Grass budget served as a guiding light to create a “real-life” budget scenario for Park View. Blue Grass is a small incorporated city in southwestern Scott County. Blue Grass had a population of 1,169 persons in 2000 (U.S. Census).

The majority of the expenditures and revenues figures placed into the model budget are derived from actual expenditure and revenue figures in 2008 year-to-date PVOA financial statements. In a few cases, estimates were calculated based on a Park View population estimate and the current rate for the specific service.

Due to variation between the Blue Grass Budget and the PVOA financial statements, figures were placed into the most applicable category in the model budget. In the model, all figures have a source in the right most column detailing their location in PVOA financial statements.

### 3.1 Model Assumptions

In order to create a “real-life” case study for Park View as a city, many assumptions are in the model. The City of Park View would have full discretion in deciding which services to provide as a city and which services to contract by other providers (private firms or Scott County). All model assumptions are provided below:

*Services to be provided to the City of Park View by Existing Agencies:*

- Law Enforcement – Scott County Sheriff (now at contract cost)
- Bi-State Regional Commission (model assumes Park View will become a member city of the Commission and pay dues of \$1,059)

*Services to be provided by the City of Park View (employees and/or contracts):*

- Streets and roads (maintenance and construction of new roads)
- Administration (City Council, City Manager, City Clerk, Attorney, Finance, Personnel)
- Public utilities (if not currently provided)
- Snow Removal
- Safety infrastructure (Street lights, cross walks, etc)
- Parks and Recreation

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*Services Park View continues to receive from Existing Agencies:*

- Fire protection and emergency medical services – Long Grove Fire Department and Medic
- Park View Water Company – Water (private company)
- Park View Sanitation District – Sewer (private company)
- Solid Waste Removal (various private companies)
- Safety Infrastructure = Siren
- Schools – North Scott School District
- County Roads – Scott County, Secondary Roads
- Building Inspections and Permit Request – Scott County, Planning & Development (no charge to City of Park View, Scott County receives all revenue created by permit costs, etc)

*Other Assumptions:*

- Assessment charges by the Association are eliminated
- Property taxes are eliminated for all land owned by the Association (model assumes this land would become City of Park View property, and therefore tax exempt)
- For all other estimates- Scott County Sheriff, Road Use Tax, Library Levy, the calculations are in the model, located in the appendix



**Picture 2: Picture of the Park View Water Company Water Tower in Park View (Photo taken by Ashley McDonald, 2010)**

Additionally, if Park View were to incorporate as a city, they would be available to various federal funding. The appendix of this document includes a list of grants that Park View would become eligible to apply.

Similarly, Park View would be able to join and become a member of the Bi-State Regional Commission. Bi-State is a local, voluntary organization of five counties and 43 municipalities in the area. Member counties and cities in the commission pay Bi-State annual dues to receive their services. Areas with populations greater than 5,000 have prorated dues based on their total population. Smaller cities and villages pay a flat rate of approximately \$1,059 (Bi-State Regional Commission). If the City of Park View joined Bi-State they would be eligible for the support and assistance of the Bi-State staff, planners, and technicians.

### 3.2 Expenditures

Below is a table detailing the expenditures Park View incurred from January 2008 through December 2008.

Table 1 below displays the estimated expenditure figures Park View would incur as an incorporated area. Table 2 displays the actual expenditures Park View incurs as an Association.

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The Public Works, Community and Economic Development, and General Government figures were all drawn from the 2008 PVOA financial statements in Table 1. The Public Safety figure comprises the actual expense to the Long Grove Fire Department and the estimate that Park View would incur to contract policing services from the Scott County Sheriff. The Culture and Recreation figure is based on actual expenses from PVOA financial statements for 4<sup>th</sup> of July activities and all expenses related to parks in the community. Additionally included in the calculation is the estimate the city would incur for library taxes. The estimate was based on the a Park View population estimate of 2400 persons and the per capita levy rate of 36.15 for the FY 2010-11.

Public Safety varies between Tables 1 and 2 because there is added expense to contract out services through the Sheriff. Culture and Recreation increases when Park View becomes a city because of the library tax paid (described in the paragraph above). Community and Economic Development increases due to joining Bi-State Regional Commission. General government decreases because property taxes are no longer paid for all city owned property.

**Table 1: City of Park View Estimated Expenditures by Program (2008)**

Expenditures by Program	2008
Public Safety	\$43,562
Public Works	\$240,714
Culture & Recreation	\$100,100
Community & Economic Development	\$1,135
General Government	\$54,765
<b>Total</b>	<b>\$440,276</b>

Source: 2008 PVOA Financial Statements, Scott County Assessor's Office, Scott County Sheriff

**Table 2: PVOA Current Expenditures by Program (2008)**

Expenditures by Program	2008
Public Safety	\$3,000
Public Works	\$34,314
Culture & Recreation	\$12,500
Community & Economic Development	\$276
General Government	\$58,906
<b>Total</b>	<b>\$108,996</b>

### 3.3 Revenues

A significant portion of revenue for cities is the revenue generated by property taxes. Table 3 below displays the 2010 total taxable value for residential and commercial properties in Park View according to the Scott County Assessor's database. There were approximately 50 commercial properties included in the commercial total below. There were approximately 687 residential properties included in the residential total below. The total assessed value of the residential parcels in Park View equaled \$52,560,265. However, after applying the mandated

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state rollback, the total taxable value of residential property is equal to \$23,961,857. This number may lower slightly after applying Homestead and Military Credits to applicable property owners.

Three other classes of real property are missing from these calculations: agriculture, industrial, and utilities/railroad. All three classes are assessed at different levels.

**Table 3: Park View Total Taxable Values (2010)**

Classification	Current Valuations 2010
Total Taxable Value Residential	\$23,961,857
Total Taxable Value Commercial	\$11,553,480
<b>Total</b>	<b>\$35,515,337</b>

Source: Scott County, Office of the Assessor

Park View has 10 properties that are currently exempt from being levied by Scott County taxes. Those properties include various educational and institutional organizations. Similarly, if Park View were an incorporated city, all city property such as the common area owned by the Association would become tax exempt.

As an incorporated area, Park View would have the discretion to set the tax levy for property owners. For the purposes of this study, the amount levied by the City of Blue Grass was applied. Table 4 displays the income available to Park View based on the City of Blue Grass 8.10 levy and the total taxable value from Table 3.

**Table 4: Property Valuations (2010)**

Total Valuation	2010
	\$35,515,337
Total Valuation	X 8.10
	\$287,674
Library	(\$87,600)
<b>Total Valuations</b>	<b>\$200,074</b>

Source: Scott County, Office of the Assessor

In addition to the collection of property taxes, Park View would be able to draw revenue from other sources. Listed below is additional income Park View would collect. All of the revenues listed in Tables 5 and 6 are actual revenues collected by the PVOA as listed in 2008 financial statements. \*\*The only exception is the road use tax and library tax in Table 5, which are calculated on a per capita basis. The appendix of this document lists grants that Park View would be eligible for as an incorporated city.

**Table 5: Park View Estimated Additional Revenue Sources (2008)**

Additional Income	2008
Cablevision Revenue	\$14,455
Road Use Tax**	\$206,400
Library	\$87,000
Interest	\$2,516
Interest from MM/Maintenance	\$4
4 <sup>th</sup> of July Income	\$3,452
Payroll Taxes Withheld	\$4,679
<b>Total</b>	<b>\$318,506</b>

Source: 2008 PVOA Financial Statements

**Table 6: Park View Current Revenue Sources (2008)**

Additional Income	2008
Cablevision Revenue	\$14,455
Interest	\$2,516
Interest from MM/Maintenance	\$4
4 <sup>th</sup> of July Income	\$3,452
Payroll Taxes Withheld	\$4,679
Assessments- Current	\$67,419
Assessments- Delinquent	\$9,364
<b>Total</b>	<b>\$101,889</b>

**Table 7: Estimated Revenues vs. Expenditures**

Item	Amount
Income at 8.10 Limit	\$200,074
Additional Income	\$318,506
<b>Total Revenue</b>	<b>\$518,580</b>
Expenditures	(\$439,417)
<b>Total (Revenues – Expenditures)</b>	<b>+\$79,163</b>

Table 5 and 6 display the total revenue and expenditure figures. Please be reminded that a significant portion of the revenues include property taxes, which are based on valuations from 2010. However, the majority of expenditures are from 2008. Based on the anticipated revenues Park View would receive as an incorporated area minus the current expenses, Park View would have a surplus of +\$79,163.

This model assumes Park View would be receiving the Road Use Tax. This revenue source would need to be used to fund roadway related improvements. This can also include the salaries of roadway officials. Similarly, the revenue and expenditure of the library levy would directly benefit area libraries.

### 3.4 Model Analysis

#### *Current Budget vs. Model Budget*

The largest difference between the current budget of the Association and the model budget for Park View as a city is the revenue generated by property taxes. Property taxes fund the local schools, fire and paramedic, state, and deposit into the General Fund. Services typically

financed by the General Fund may include: law enforcement, judicial, general government, and community development, and a variety of other services.

The surplus produced above of \$79,163 includes the revenue and expenditure of the road use tax, the library levy, and the estimate for contracting Scott County Sheriff policing services. All other current expenses that the Association occurred in 2008 have been covered in the Model Budget.

In order to create a “real-life” scenario for Park View as a city, the revenue created by the current assessments the Association charges to owners has been eliminated from the model budget. It may be easier to make a case to property owners in Park View if the \$100 assessment is removed. The current property taxes the Association pays on the property they own and maintenance has also been removed from the Model Budget.

As a City, Park View would need to fund salary positions for the City Council and administrative positions. As an example, the City of Blue Grass charges are included below. These expenditures have not been accounted for in the model budget.

**Table 8: Blue Grass Policy & Administration Positions**

Policy & Administration	
Salaries- Mayor	\$2,400
City's Share- IPERS/FICA/Medicare	\$188
Salaries- Council	\$3,200
City's Share- IPERS/FICA/Medicare	\$305
Salaries	\$53,094
Salaries- Part-time Office	\$7,605
City's Share-IPERS/FICA/Medicare	\$8,553
Insurance	\$7,173
Unemployment	\$80
Professional Fees	\$2,200
Elections	\$4,000
<b>Total</b>	<b>\$88,798</b>

Source: Blue Grass City Budget 2009

Strictly employing the costs experienced by Blue Grass for City Administration, Park View would have a deficient of \$9,653 (based on the current surplus of \$79,163). However, after removing the current salaries used in the model budget (from PVOA) the current expenditures would decrease by \$24,078. This figure was summed from the salaries paid by PVOA. These salaries accounted for the PVOA board members and office and travel wages. Since the City of

Park View would be governed and administered by a City Council, City Administrator, and City Clerk, we can assume the majority of responsibility of the Board members would transfer to the City Council, City Administrator, and City Clerk. Table 9 is the table provided above with the estimated expenditures which does not include city administration costs. Table 10 reflects how the expenditures change when including the cost of city administration and removing the salaries paid by the Association.

**Table 9: City of Park View Estimated Expenditures by Program (2008)**

Expenditures by Program	2008
Public Safety	\$43,562
Public Works	\$240,714
Culture & Recreation	\$100,100
Community & Economic Development	\$1,135
General Government	\$54,765
<b>Total</b>	<b>\$440,276</b>

Source: 2008 PVOA Financial Statements, Scott County Assessor's Office, Scott County Sheriff

**Table 10: City of Park view Estimated Expenditure by Program including City Administration expenditures (2008)**

Expenditures by Program	2008
Public Safety	\$43,562
Public Works	\$240,714
Culture & Recreation	\$100,100
Community & Economic Development	\$1,135
<b>General Government</b>	<b>\$119,485</b>
<b>Total</b>	<b>\$504,996</b>

Even after accounting for City Administration salary costs, using the revenue calculated above of \$518,580, Park View would still have a surplus of approximately \$13,584.

#### 4.0 Issues to Consider

Other than the additional revenue Park View has the ability to receive as a city. There are other benefits that come when Park View is a self-sustaining incorporated area. Park View no longer has to rely on the County for road and infrastructure maintenance. In the unincorporated area alone, Scott County has over 14,000 residents. When including the incorporated areas, Scott County has over 158,000 residents. As Park View continues to grow and develop (and the rest of the county), the time, resources, and services Scott County can provide and support to Park View will not be ample enough for the community. Park View, as an incorporated city, would have better control over services such as code enforcement, road maintenance, and community development. Similarly, Park View would have an overall opportunity to improve services in the area such as safety, landscaping, parks, overall aesthetics to the area, and create a sense of identity and place to Park View.

Becoming a city provides residents with the opportunity to have a much more visible and active voice in how future growth and development Park View continues.

**Other potential benefits are described below:**

- Park View City Council vs. Scott County Planning and Zoning Commission control over planning and zoning
- Ability to pass and enforce local laws and ordinances tailored to the specific needs of the Park View Community (one example would be the architectural control employed the PVOA)
- More control over how money is spent and over tax increases
- More tax dollars to directly benefit Park View
- Significant opportunity to improve economies of scale
- More efficient control --- Currently five county supervisors on the Board governs and administers policies and programs in Scott County (a county with a population of over 158,000) Park View could now have a mayor and city council that solely oversees all of Park View
- Opportunities to charge for services such as recording fees, administrative service fees, special event fees, park and recreation use fees
- Park View already has some experience in providing services (park maintenance, administrative duties, etc)

## **5.0 Conclusion**

Although continued analysis of Park View would be ideal, preliminary analysis shows that Park View has the capacity to produce a financially viable community. Ultimately, the decision of incorporation will be left to the citizens of Park View. All citizens must seriously discuss and consider the risks and benefits of incorporation. However, preliminary analysis shows Park View has the ability to make a case for incorporation from a fiscal standpoint.