

Sam Page
County Executive



Jacob W. Trimble, AICP
Acting Director of Planning

September 14, 2022

St. Louis County Boundary Commission
225 South Meramec Avenue
Suite 821T
Clayton, Missouri 63105

RE: Proposed Ballwin Annexation (BC 2202)

Dear Commissioners:

This report represents St. Louis County's analysis of the annexation proposed by the City of Ballwin (Cascades Subdivision). Its submittal is in accordance with the 21 day written comment period provided by state statute. It is intended as a comparative analysis of this proposal that can serve as a guide to the Boundary Commission in its deliberations.

If the Commission requires additional information, please let us know and we will respond promptly.

Best Regards,

A handwritten signature in blue ink, appearing to read "J. Trimble".

Jacob W. Trimble, AICP | Acting Director of Planning

**PROPOSED ANNEXATION BY THE
CITY OF BALLWIN
CASCADES SUBDIVISION**

Report on BC2202

Prepared by Saint Louis County Department of Planning

Submitted to Saint Louis County Boundary Commission

Wednesday, September 14, 2022

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I. Introduction

I.I Purpose of Report

The purpose of this report is to provide information regarding a proposed annexation of approximately 23 acres of unincorporated Saint Louis County (“County”) by the City of Ballwin (“City”). This analysis is based on a review of the Plan of Intent submitted to the Boundary Commission by the City, the presentation made by the City at the August 24, 2022, Public Hearing of the Boundary Commission, comments from those present at the August 24, 2022, Public Hearing, and a comparison of data provided by the City and County.

I.II History of Boundary Change Proposals in Area

In 1999, the City successfully completed the Southwest Area Annexation, which increased the size of the City by 712 acres. This action created an unincorporated pocket, coterminous with the Waterford Subdivision. In 2020, the City successfully completed the Waterford Subdivision Annexation, bringing the unincorporated pocket into the City. The County was in support of the annexation of the Waterford Subdivision because it brought a resolution to the unincorporated pocket created by the previous annexation.

II. Geographic Information

II.I General Description of the Area Proposed to be Annexed

The 23.3 acre tract proposed for annexation is generally bounded on the north by the city limits of Ballwin running along Big Bend Road, on the west by Ries Road, on the south by the Arbor Crest subdivision in unincorporated St. Louis County, and to the east by Oak Brook Elementary School. Basic data for the proposed annexation area are provided in Table 1. Map 1 on page 4 depicts the proposed annexation area within the context of the larger unincorporated area.

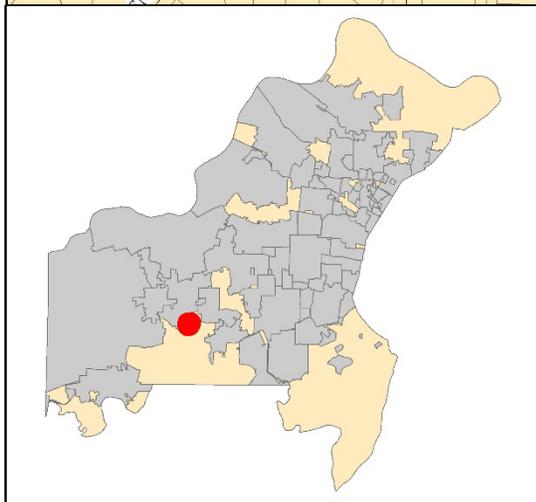
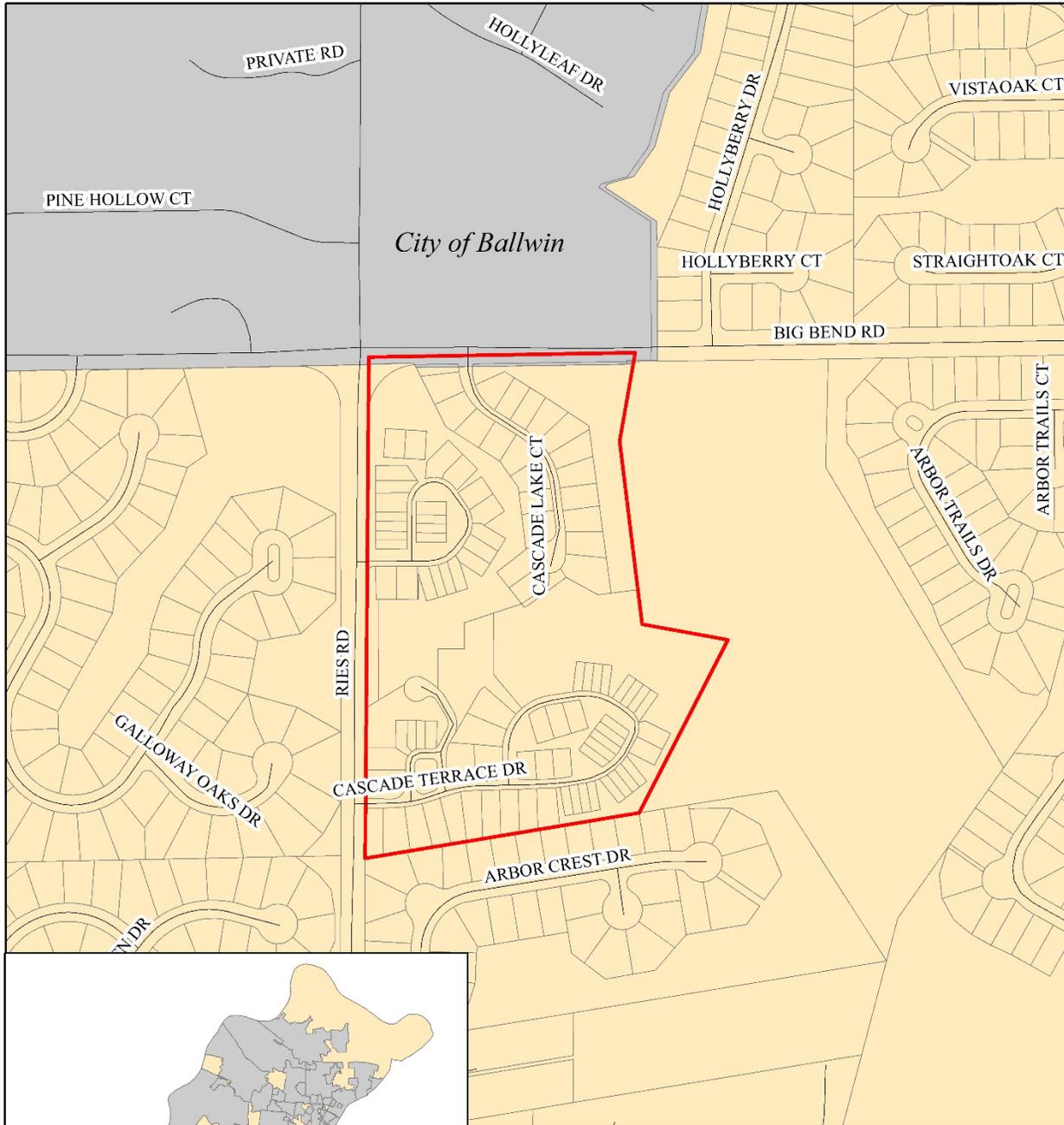
Table 1: Basic Annexation Area Data

Basic Annexation Area Data	
Area ¹	23.3 acres (0.04 sq. miles)
Population ²	250
Dwelling Units ²	95
Total Assessed Valuation ¹	\$3,449,190
Assessed Valuation Per Capita ¹	\$13,796.76

¹St. Louis County Department of Planning

²2020 Census State Redistricting Data (Public Law 94-171) Summary File—Missouri.

Map 1: Proposed Annexation Area



Legend

- Streets
- BC2202 Annexation Area
- Unincorporated STLCO
- Incorporated STLCO



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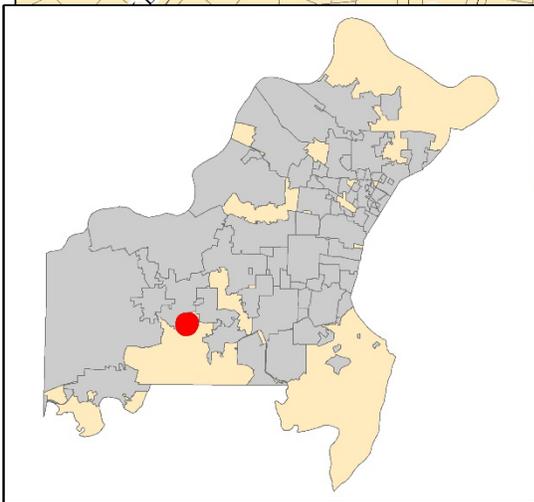
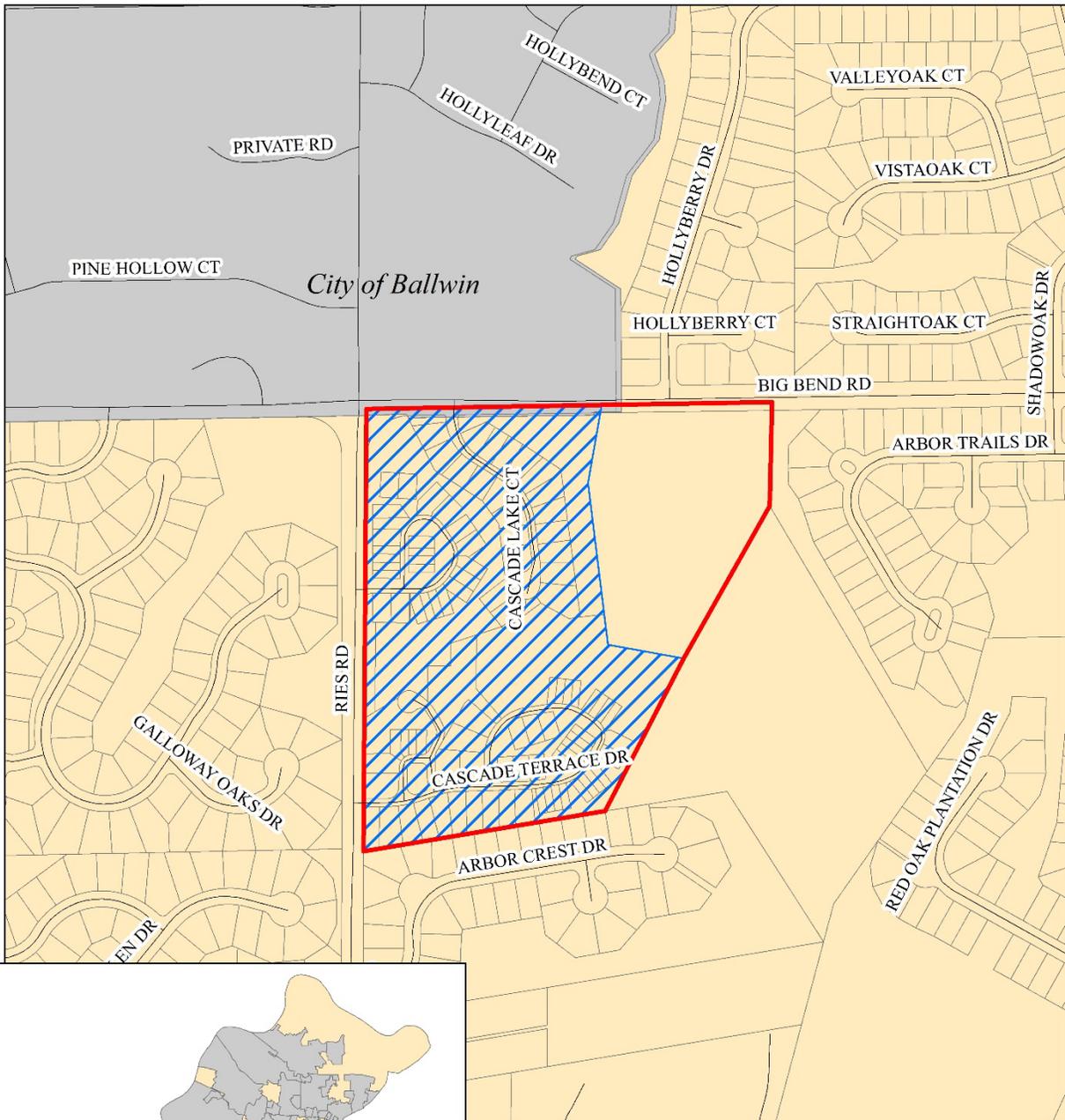
II.II Compactness and Other Boundary Issues

The Plan of Intent indicates that the proposed annexation area is roughly 17% contiguous to the existing boundary of the City, meeting the statutory requirement of at least 15% of the annexation area to be adjacent to the proposing municipality.

II.II.i Legal Description

The County does have concern with the legal description of the proposed annexation area as described in the Plan of Intent. The legal description provided as part of the Plan of Intent reflects the Cascades Subdivision at the time the plat was recorded. Subsequently, a portion of the Cascades Subdivision common ground was sold and developed with the Oak Brook Elementary School. The legal description as described in the Plan of Intent bifurcates the elementary school parcel and the building itself. The County also has concerns about split jurisdiction on Ries Road which can create problems in road maintenance and police response. Map 2 on page 6 depicts the difference between the proposed annexation area and the area defined by the legal description. The County has been working with the City to revise the legal description to address these concerns.

Map 2: Comparison of Proposed Annexation Area and Legal Description



Legend

- Streets
- BC2202 Annexation Area per Legal Description
- BC2202 Plan of Intent Map
- Unincorporated STLCO
- Incorporated STLCO

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III. Land Use and Zoning

III.I Existing Land Use and Zoning

The proposed annexation area is comprised of 101 parcels: 43 developed with single-family attached residences, 52 developed with single-family detached residences, and 6 common ground parcels.

The subdivision has three access points: Cascade Lake Court off Big Bend Road; and Cascade Circle Drive and Cascade Terrace Drive, both off Ries Road. The roads internal to the subdivision are private.

The Cascades Subdivision was developed under the Planned Environment Unit procedure in the R-4 Residence District in the mid-1980s. The previous zoning of the undeveloped tract was NU Non-Urban District and FPNU Flood Plain Non-Urban District.

III.II Proposed Land Use and Zoning

The City's Plan of Intent discusses the proposed zoning district for the Cascades Subdivision should the annexation be approved. The City anticipates classifying the annexation area as R-4 to accommodate existing setbacks.

IV. Financial Impacts of Proposed Annexation

IV.I Existing and Proposed Tax Rates in the Annexation Area

The City of Ballwin does not levy a real or personal property tax. Residents in the annexation area will not see a change in their property tax bills should annexation occur. Table 2 on page 8 provides a breakdown of real and personal property tax rates before and after annexation.

Table 2: Property Tax Rates in the Annexation Area

Property Tax Rates¹ For Annexation Area - Before and After Annexation			
Taxing Jurisdiction	Residential	Commercial	Personal Property
State of Missouri	0.0300	0.0300	0.0300
St. Louis County	0.4180	0.4670	0.5230
St. Louis Community College	0.2787	0.2787	0.2787
Special School District	1.0158	1.0158	1.0158
Metro. Zoological Park & Museum District	0.2455	0.2455	0.2455
Dev. Disability – Productive Living Board	0.0710	0.0840	0.0900
County Library	0.2060	0.2340	0.2600
Parkway School District	3.6390	4.8988	4.2608
MSD	0.1041	0.1041	0.1041
Metro West Fire Protection District	0.9310	1.0810	1.2360
Ballwin	0.0000	0.0000	0.0000
Total - Before and After Annexation	6.9391	8.4389	8.0439
¹ St. Louis County Rate Book, 2021			

The City levies a sales tax of 1.0000% on top of the existing sales tax rates set by the State and the County making the sales tax rate in the City 8.7380%. Table 3 provides a comparison of sales tax rates in unincorporated County and in the City.

Table 3: Comparison of Sales Tax Rates Before and After Annexation

Sales Tax Rates¹ For Annexation Area - Before and After Annexation		
Taxing Jurisdiction	Sales Tax	Food Sales Tax
State of Missouri	4.2250	1.2250
St. Louis County	3.5130	3.1250
Total - Before Annexation	7.7380	4.3500
Ballwin	1.0000	1.2500
Total - After Annexation	8.7380	5.6000
¹ MoDOR Sales and Use Tax Rate Tables		

The City also levies a 7% utility tax rate, which is 2% higher than what the County levies. Missouri State Statute restricts the County from raising its utility tax rate above 5%, while municipalities do not have this restriction.

IV.II Impact on Area Residents and Property Owners

Annexation by the City would have limited financial impact on residents and property owners in the proposed annexation area. Annexation would result in residents paying higher sales taxes and utility taxes while property taxes and sewer lateral fees would not change.

With a one percent higher sales tax, residents in the annexation area will see an increase in cost when they purchase vehicles. The State of Missouri requires sales tax on the purchase of a vehicle be assessed based on where the purchaser lives, not where the purchase is made. Table 4 illustrates the estimated increase in sales tax paid by residents in the proposed annexation area when purchasing a new or used vehicle.

Table 4: Estimated Sales Tax on the Purchase of New and Used Vehicles

Sales Tax Paid on Car Purchase	
Average new car price ¹	\$47,000
Taxes Paid	
Before Annexation ²	\$3,636.86
After Annexation ²	\$4,106.86
Increase	\$470.00

Sales Tax Paid on Used Car Purchase	
Average used car price ¹	\$28,205
Taxes Paid	
Before Annexation ²	\$2,182.50
After Annexation ²	\$2,464.55
Increase	\$282.05
¹ Kelly Blue Book	
² Planning Department Estimates	

IV.III Impact on St. Louis County

The total annual estimated revenue loss that the County could experience as a result of the proposed annexation is estimated to be \$39,256. A breakdown of County revenue loss by funding source is provided in Table 5 on page 10.

Table 5: Estimated County Revenue Loss by Funding Source

Estimated Revenue Lost by St. Louis County	
Source	One-Year Estimate
Sales Tax	
Public Safety ¹	\$12,250
Gross Receipts (5%)	
Utility	
Residential ¹	\$11,875
Cable ²	\$855
Total Gross Receipts	\$12,730
Intergovernmental	
Gasoline Tax ²	\$5,750
Cigarette Tax ¹	\$462
MO Highway User (CART) ²	\$1,545
Road & Bridge Tax ²	\$3,859
Total Intergovernmental	\$11,616
Sewer Lateral ¹	\$2,660
Total	\$39,256
¹ Planning Department estimates	
² St. Louis County Department of Transportation	

IV.IV Impact on Annexing Municipality

The total annual revenue gain that the City could experience as a result of the proposed annexation is estimated to be \$49,012. A breakdown of estimated City revenue gain by funding source is provided in Table 6 on page 11.

Table 6: Estimated City Revenue Gain by Funding Source

Estimated Revenue Gain by Ballwin	
Source	One-Year Estimate
Sales Tax	
Public Safety ¹	\$12,371
Total Sales Tax	\$12,371
Gross Receipts (7%)	
<i>Residential</i> ²	\$16,625
Cable ²	\$855
Total Gross Receipts	\$17,480
Intergovernmental	
Gasoline Tax ¹	\$5,942
Cigarette Tax ²	\$462
MO Highway User (CART) ³	\$10,097
Total Intergovernmental	\$16,501
Sewer Lateral ²	\$2,660
Total	\$49,012
¹ Ballwin estimate from Plan of Intent	
² St. Louis County Department of Planning Estimates	
³ St. Louis County Department of Transportation	

V. Provision of Services

V.I Existing and Proposed Services

The provision of services to its residents is local government’s primary responsibility and function. The County takes pride in providing high quality services to its residents that is based on a model of direct contact with professional staff. Currently, the County is the provider of local services to the proposed annexation area. Table 7 on page 12 lists basic services provided in the proposed annexation area and identifies the current and proposed provider of those services.

Table 7: Current and Proposed Provider of Services in the Annexation Area

Current and Proposed Provider of Municipal-type Services in the Annexation Area		
Service	Current Provider	Proposed Provider
Police Protection	St. Louis County	City of Ballwin
Fire Protection/EMS	Metro West FPD	Metro West FPD
Street and Bridge Maintenance	St. Louis County and Private	St. Louis County, Private, and City of Ballwin
Snow Removal	St. Louis County and Private	St. Louis County, Private, and City of Ballwin
Sidewalk Improvement and Repair	St. Louis County and Private	St. Louis County, Private, and City of Ballwin
Parks and Recreation	St. Louis County	St. Louis County and City of Ballwin
Refuse Collection, Recycling, Yard Waste	St. Louis County (contract)	City of Ballwin (contract)
Street Lighting	Subdivision Trustees and Property Owners	City of Ballwin
Planning, Zoning, and Subdivision Regulations	St. Louis County	City of Ballwin
Building Code, Mechanical Permits, and Inspections	St. Louis County	City of Ballwin
Residential Occupancy Permits and Inspections	St. Louis County	City of Ballwin
Health Services - Vector Control and Animal Control	St. Louis County	St. Louis County
Sewer Lateral Repair Program	St. Louis County	City of Ballwin
Municipal Court	St. Louis County	City of Ballwin

V.II St. Louis County as a Service Provider

As one of the largest providers of local services in the state of Missouri, St. Louis County offers a full range of services to unincorporated residents. In west county, the County operates the West County Government Center offering a variety of services to residents. The area is also served by the West County Police Precinct located at 232 Vance Road. The County Parks Department maintains nearby Ohlendorf West Park, located east of the proposed annexation area, as well as renowned parks countywide. Other departments serving County residents include the Departments of Health, Human Services, and Planning.

V.II.i St. Louis County Police Department

The St. Louis County Police Department is the largest and highest capacity law enforcement agency in the County. It is one of only 21 agencies in the United States to receive the TRI-ARC Excellence Award, receiving triple accreditation for Law Enforcement, Public Safety

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Communications, and Public Safety Training Academy from the Commission on Accreditation for Law Enforcement Agencies (CALEA), an international law enforcement accrediting institution. The County Police Department has over 1,200 commissioned officers and over 300 professional staff members. The proposed annexation area is located in the West Precinct which has 80 commissioned police officers.

The West County Precinct's Neighborhood Policing Unit has extensive relationships with residents, businesses, schools, and religious institutions in the annexation area and surrounding community. This includes Neighborhood Watch groups; a Walk-n-Talk program where officers walk one subdivision per week to meet with and hear directly from residents, an active presence on social media sites such as Facebook and NextDoor; and School Resource Officers (SRO) assigned to Parkway School District.

V.II.ii St. Louis County Department of Transportation and Public Works

As the streets within the Cascades subdivision are private, the St. Louis County Department of Public Works does not maintain pavement condition ratings or provide maintenance for those streets. St. Louis County Department of Transportation and Public Works does provide permitting and inspection services in the proposed annexation area. Between January 1, 2022 and July 31, 2022 the Department completed 26 re-occupancy permit inspections and issued eight property maintenance notices, five of which were for tall grass. Should annexation succeed, permitting and inspection services would be conducted by the City of Ballwin.

The Department of Transportation and Public Works also administers the County's residential sewer lateral repair program. Both the County and the City assess a \$28 annual fee for their respective programs. The County's program has no application fee and has no cap on the cost of repair covered under the program. The City's program has a \$150 application fee and coverage cap up to \$4,500 on the cost of repair covered under the program.

V.II.iii St. Louis County Parks Department

If annexed, residents of the area would have access to the City's recreation facilities at reduced rates from what they pay now. The nearest park to the annexation area is Ohlendorf West park which has amenities such as a playground, fitness trail, and Gaga ball pit. Additionally, St. Louis County Parks manages over 12,700 acres across 75 parks and trails. Nearby park sites in West County include Queeny Park, Lone Elk Park, and the Museum of Transportation.

V.II.iv St. Louis County Department of Public Health

The County Department of Public Health provides many services county-wide, including to the proposed annexation area and the City. Most people are familiar with the excellent work the County's Department of Public Health has done over the past two years combatting the Covid-19 virus. There are several other important services that the Department also provides. The County Department of Public Health currently provides vector control services – rat control and mosquito

fogging – and animal control services to residents of the proposed annexation area. Animal control services will continue to be provided by the County no matter the result of the proposed annexation. The City of Ballwin would assume responsibility for vector control services should the annexation be successful.

Another important service facilitated by the County Department of Public Health is waste collection. Both County and City contract with private companies to provide waste collection services. The annexation area is part of the County Trash District 4; the service provider for Trash District 4 is Waste Connections. The current contract period is for the years 2022-2027. The monthly costs in year one (2022) is \$15.50 and in year 5 (2027) the monthly cost is \$17.45. This monthly cost includes once per week household waste, once per week recyclables, once per month bulky item pickup, and three seasonal yard-waste pickups. There is also a 10% senior discount available. Optional services include weekly yard-waste pickup service; yard-waste pickup can be subscribed to quarterly. The cost of waste collection service through the City' contract is based on the size of container requested by the resident. It is important to note that State law requires a two year transition period before the trash service provider under contract with an annexing municipality can assume service in an annexed area.

V.III Services Not Affected

The area will continue to be served by the Metro West Fire Protection District, Parkway School District, the County Library, and other independent service and taxing jurisdictions. The services provided by these jurisdictions and their respective tax rates would not be affected by annexation.

VI. Recommendation of St. Louis County

The County is an excellent service provider with a strong track record of providing local services, at lower costs per unit of service provision, that small municipalities cannot match. This is a benefit of the County's size and its ability to leverage economies of scale to reduce costs. This means unincorporated residents typically enjoy a lower tax burden than their neighbors in municipalities, which shows in this request as the County has lower sales tax rate, lower utility tax rate, and no cap on its sewer lateral benefit.

The County thoroughly analyzes each request for annexation to ensure that unincorporated residents' voices are heard. While the County starts from a policy position of wanting to keep all unincorporated unchanged, the County also recognizes each request is unique and actively supports those annexations which present the triple win for the City, the County, and the Residents or remains neutral when a request will not prove detrimental to the County or to Residents.

Approval of this annexation would represent a limited financial impact on residents and on the County. The proposed annexation does not present practical difficulties in service provision to the remaining unincorporated area. Additionally, the effort has been initiated by the residents in the proposed annexation area. Given all of these factors, the County has no substantive concerns regarding the proposal and is neutral on the request.

VI.I Legal Description Resolution

The County requests that should the Boundary Commission approve the request, that it do so only after the City of Ballwin has officially amended the legal description. Without an amended legal description, this request would present practical difficulties for the County to provide transportation and police services along Ries Road. The County also requests that the corresponding proposal of BC2203 be decided at the same time to ensure that the legal descriptions of the two requests provide for a wholistic and orderly transition from the County to the City.