

BEFORE THE ST. LOUIS COUNTY BOUNDARY COMMISSION

IN RE: BC2501

CITY OF BALLWIN AND ARBOR CREST ANNEXATION

SUMMARY OF DECISION

INTRODUCTION

The City of Ballwin submitted its official Proposal for the annexation of the area referred to as the Arbor Crest Annexation Area consisting of the Arbor Crest Subdivision on August 18, 2025. In accordance with the statutes and rules then in effect, the City of Ballwin submitted to the Commission the Proposal utilizing a Simplified Boundary Change procedure pursuant to Mo. Rev. Stat. 72.405 through a Petition signed by more than 75% of the registered voters in the annexation area. The Proposal states there were 77 registered voters in the annexation area on the date of submission, of which 63 verified signatures were submitted on signed and verified petitions with the proposal, meeting the requirement of 75% of the registered voters in the annexation area to request the annexation through the verified petition procedure. There has been no challenge to the petitions, any signatures thereon or the number of registered voters in the annexation area. The signatures and number of registered voters were verified by the Saint Louis County Election Board. Thus, the Proposal may be considered as a Simplified Boundary Change as permitted under Mo. Rev. Stat. 72.405.6(1).

A Completeness Review was properly completed, and the Proposal was accepted by the Boundary Commission. The Notice of the Proposal was duly published and served as required by law.

A Public Hearing on the Proposal was held on October 28, 2025. The Public Hearing was conducted in accordance with the Rules of the Boundary Commission at the Ballwin Golf Course and Events Center, 333 Holloway Drive, Ballwin, Missouri. Presentations were made by the City of Ballwin and St. Louis County. The presentations were then available for viewing after the meeting on the Boundary Commission's website. Members of the public who submitted a standard comment request form were allowed to make public comments.

After the hearing, any person or entity was allowed to submit written comments or materials to the Boundary Commission for a 21-day period by US Mail, private delivery service, personal delivery or electronically. The City of Ballwin submitted a clarification of its presentation, and Saint Louis County submitted additional comments and materials. All materials submitted were publicly available on the Boundary Commission website and distributed to all Commissioners.

The area to be annexed is legally described on Exhibit 1 hereto. The area to be annexed comprises the entirety of what is commonly known as the Arbor Crest Subdivision and no other areas. For ease of reference, the annexation area will be referred to as the Arbor Crest Annexation Area in this Summary of Decision. The annexation area includes the public roads in

the Arbor Crest Subdivision. These roads will be conveyed to the City of Ballwin on the effective date of the approval of the Proposal.

Saint Louis County requested that Ballwin include in the annexation area the right-of-way (ROW) of Ries Road, from Cascade Terrace Drive, near the current southern Ballwin City limits, to Arbor Crest Drive, the entry road to the annexation area. Saint Louis County requested the annexation area include both sides of the ROW. Ballwin submitted an amendment to its Proposal to include this part of the ROW of Ries Road, which was accepted by the Boundary Commission and made part of the Proposal. Doing so would prevent Ries Road from becoming an isolated pocket should there be future annexations and allow for uniform jurisdiction and maintenance over this part of Ries Road, which is adjacent to the annexation area. The legal description for this section of Ries Road is included in Exhibit 1 hereto, the legal description of the area to be annexed. The term Arbor Crest Annexation Area as used herein includes the part of Ries Road described above.

Trustees of the Arbor Crest Subdivision stated at the public hearing that they sought annexation into Ballwin as the access to Ballwin was direct, and the Arbor Crest Subdivision is located closer to Ballwin facilities and municipal buildings than the Arbor Crest Subdivision is to the municipal facilities of other nearby municipalities and are therefore easier to access and use. The Trustees stated they were aware of the increase in sales tax, utility tax and the possible increase in trash service cost, and still favored annexation, as did most of the residents of the Arbor Crest Subdivision. The Trustees also noted that the residents of Arbor Crest Subdivision will receive savings in fees paid for use of Ballwin facilities, such as the recreation center, golf course and pool, as they will be able to pay the residential charge instead of the non-resident charge, offsetting some of the possible tax increases.

The land use in the Arbor Crest Subdivision is zoned under St. Louis County's R-2 single-family residential, and this category is anticipated to continue for the foreseeable future under Ballwin's zoning.

Ballwin proposes to provide the same municipal services to this annexation area that is currently provided to all residents in the city. This includes policing, roadway maintenance of public roads, parks and recreation, planning and zoning, and general administrative services.

GEOGRAPHIC

The Arbor Crest Subdivision is currently in unincorporated St. Louis County. The Arbor Crest Subdivision has approximately 100 residents and 34 single-family residences. It is fully developed; any vacant lots are common areas.

The area to be annexed is generally bounded on the north by the Ballwin City Limits, on the west by Ries Road, which past Ries Road on the west is unincorporated Saint Louis County, and on the south and east by unincorporated Saint Louis County. The annexation area is 14.8 acres.

Arbor Crest Subdivision is the only subdivision included in this Proposal. There will be no splitting of the subdivision as a result of this annexation proposal.

There is one access point to the Arbor Crest Subdivision, Arbor Crest Drive, which is accessed from Ries Road.

The annexation of the Arbor Crest Subdivision is a logical and reasonable extension of the boundaries of the City of Ballwin. The area to be annexed is compact and leaves no unincorporated pockets caused by the annexation.

The annexation area is over 20% contiguous to the City of Ballwin, meeting the statutory requirement of at least 15% of the annexation area to have a shared boundary with the annexing municipality.

Demographic and Geographic Information

	Population (2020)	Land Area (Acres)	Dwelling Units
Arbor Creek Subdivision	≈ 100 residents	14.8	34
City of Ballwin	31,103 residents	5,775.87	12,625

REVENUE, TAX RATES AND IMPACT

1. Tax Rate Changes:

Tax Type	St. Louis County (currently)	Ballwin (after annexation)
Real Estate	6.4364%	6.4364%
Sales	7.738%	8.738%
Personal Property	7.9619%	7.9619%
Utility Tax	5.00%	7.00%

The City of Ballwin does not levy a real (commercial or residential) estate or personal property tax. Residents in the annexed area will not see an increase in their real or personal property tax rates due to the annexation.

Ballwin levies a 1% sales tax. This sales tax will be imposed after annexation in addition to the current sales tax levied by the State of Missouri and Saint Louis County. The sales tax will then rise from 7.7380 (general) and 4.350 (food) to 8.7380 (general) and 5.350 (food). As the area is currently zoned for only single-family residences, there are no businesses in the annexation area, so no merchants will be affected by the annexation. The only current effect will be that the sales tax rate of the purchaser's residence is imposed on the purchase of a vehicle. Should a resident in the annexed area purchase a new vehicle for \$50,000, an additional \$500 in sales tax will be charged to the purchaser. Ballwin imposes a 7% utility tax, 2% higher than the tax rate levied by St. Louis County. Thus, residents in the annexed area will see a 2% increase in the utility tax rate levied on utility consumption.

Both Saint Louis County and the City of Ballwin impose a \$28 annual fee for the respective lateral sewer program. The County's program has no application fee and has no limit on the cost of repair that can be reimbursed. Ballwin has a \$150 application fee and a limit of \$4,500 reimbursement for the cost of a covered repair. However, Ballwin residents can request higher reimbursement up to \$7,500 if certain conditions, as set forth in the ordinance, exist.

The Trustees of the Arbor Crest Subdivision stated they understood the tax increases and the difference in lateral sewer repair reimbursement limitations and accept it in order to become part of the City of Ballwin.

2. Table of Revenues and Expenditures anticipated from the Annexation area:

Year	Revenues	Expenditures
2026	\$26,744	\$28,626
2027	\$26,797	\$29,485
2028	\$26,851	\$30,369

3. Table of Revenues, Expenditures and Fund Balance History:

Year	Revenues	Expenditures	Fund Balance
2023	\$24,730,091	\$22,110,489	\$22,446,878
2024	\$25,705,190	\$23,821,699	\$24,692,497
2025	\$25,058,153	\$24,906,096	\$20,486,865

4. Combined Table of Revenues and Expenditures Projections:

Year	Revenues	Expenditures
2026	\$25,550,383	\$25,451,347
2027	\$25,646,280	\$26,093,040
2028	\$25,749,015	\$26,778,078

The area has been generally well maintained. There are no capital improvements planned for the area. Ballwin does an annual survey of roads and sidewalks needing repair or maintenance, and then schedules the repair, maintenance or replacement of roads and sidewalks. The annexation area will be included in this annual survey and analysis and participate in road repairs or maintenance as any currently existing part of Ballwin does.

There will be no extraordinary effect on the distribution of tax resources in St. Louis County arising from this annexation. There will be no effect on the ability to raise revenue in the area subject to the boundary change, the bordering areas, St. Louis County, or the City of Ballwin.

The expected sources of revenue to Ballwin due to an approved annexation are listed below. The taxes listed below are currently collected pursuant to laws not affected by this annexation and are paid to St. Louis County. These amounts will be paid to Ballwin after the annexation becomes effective. The loss of this revenue to St. Louis County will not have any material effect

on St. Louis County's budget or its ability to provide services to the remainder of unincorporated St. Louis County. The below Table of Redirected Revenue Sources estimate was provided by Ballwin should the annexation have been in effect for the entire year of 2025:

Table of redirected Revenue Sources:

Tax type	Amount	Assumptions
Public safety tax	\$6,188	Assumes a 0.3% increase in population
Utility tax	\$10,200	Estimated at \$300 per year per household
Vehicle sales tax	\$3,680	Estimate 5 new cars per year at \$33,000
Motor fuel tax	\$3,650	Assumption of a .3% increase in population
Motor vehicle fees	\$417	Assumes a .3% increase in population
Road/bridge tax	\$2,359	Based on average assessed value of a single-family home
Permits	\$250	Estimated two permits per year @ \$125 each

St. Louis County estimates the revenue gain to the City of Ballwin, as follows:

Tax Type	Amount
Sales tax	\$6,188
Utility tax	\$10,200
Highway user tax	\$1,188
Cigarette tax	\$165
Road and Bridge	\$2,359
Gasoline tax	\$3,680
TOTAL	\$23,780

St. Louis County estimates that the loss of revenue to it, from the same categories listed above, is \$15,619. The difference in revenue gain to Ballwin and revenue loss to St. Louis County in large part is due to estimates in categories in which the City of Ballwin charges a higher tax, as sales tax and utilities tax. In addition, and not included in the above charts, are the reserve funds from the lateral sewer fund. The amounts received for this fund will be paid to Ballwin, but the funds are restricted for use in the lateral sewer repair program.

It should be noted that the revenue loss to St. Louis County and the revenue gain to the City of Ballwin are based upon assumptions by each, including the amount of utility bills, and the anticipated sales tax revenue to Ballwin from the purchase of a vehicle by a resident in the Arbor Crest Annexation Area. There are no businesses in the Arbor Crest Annexation Area that would charge sales tax, so there would be no difference in the sales tax paid or collected due to merchant or business sales of goods, services or merchandise arising from this annexation. The differences in certain categories that may be noted are largely based upon good faith estimates by Ballwin and St. Louis County and the differences for purposes of this annexation are not considered material.

St. Louis County will realize savings due to St. Louis County not being required to provide its full spectrum of municipal services to the Arbor Crest Subdivision, partially offsetting the revenue decline to Saint Louis County. Police protection will switch from St. Louis County Police to the City of Ballwin. The City of Ballwin police will be able to respond to any requests for assistance due to their proximity to the Arbor Crest Subdivision and relieve St. Louis County Police of the need to patrol and respond to this area. St. Louis County will encounter savings in expenses for the services it will no longer be required to provide to the Arbor Crest Annexation Area, principally from road and sidewalk maintenance, snow removal, and police protection. Any public works projects can be directed solely to the unincorporated areas near Arbor Crest Subdivision without having to provide services to Arbor Crest Subdivision.

The revenue decline to St. Louis County is not considered material to it and should have no meaningful effect on the County's administration or providing of services to other unincorporated areas.

SERVICES

1. Barriers to Efficient Delivery of Services:

There are no barriers that will impede the efficient delivery of services to the area proposed for annexation.

2. Effective Date of Service Provision:

With the exception of trash removal services, which are otherwise regulated by state law, Ballwin will provide all services upon the effective date of the annexation. Ballwin also provides leaf pick-up in the fall.

The following list of Municipal Services and Providers, and any change in the providing of the specified service is as follows.

Service	Present Provider	Post-Annexation Provider	Fee	In-House	Contract
Legislation	County	Ballwin	No	x	
Administration	County	Ballwin	No	x	
Police	County	Ballwin	No	x	

Parks & Rec.	County	Ballwin/County	Some	x	
Solid Waste	County (contract)	Ballwin (contract)	Yes		x
Recycling	County (contract)	Ballwin (contract)	See below		x
Leaf Pickup	None (yard waste)	Ballwin	See below	x	
Yard Waste	County (contract)	Ballwin (contract)			
Code Enforcement	County	Ballwin	No	x	
Planning & Zoning	County	Ballwin	No	x	
Street Lighting	Subdivision	Ballwin	No		x
New Street Lights	Private	Ballwin	No		x
Street Maintenance and replacement	County	Ballwin	No	x	
Snowplowing	County	Ballwin	No	x	
Sidewalk Maintenance and replacement	County	Ballwin	No	x	
Municipal Court	County	Ballwin	No	x	
Fire Protection	Metro West District	Metro West District	N/A	N/A	
Utilities					
Electric	Ameren UE	Ameren UE	N/A	N/A	
Water	Missouri American Water Co.	Missouri American Water Co.	N/A	N/A	
Sewer	MSD	MSD	N/A	N/A	
Social Services	County/State	County/State	No	N/A	
Public School	Rockwood School District	Rockwood School District	N/A	N/A	N/A
Library	County	County	N/A	N/A	

There will be no change in the provider of services for fire protection; electric, water, sewer or natural gas utilities; social services; school district or library.

Trash and yard waste pick-up and bulky trash pick-up are provided by contract through St. Louis County and the City of Ballwin. The residents will have the option upon annexation to switch from St. Louis County contractors to Ballwin's contractors, or to retain the current services provided by St. Louis County contractors for two years. Missouri law provides that the residents in the annexed area can continue their current waste and yard waste removal services for two years from the effective date of the annexation or select Ballwin's current provider

There was no evidence that the services to be provided by the City of Ballwin would be less in either quality or quantity than those provided by St. Louis County.

The St. Louis County Police Department expressed its concern that small annexations at various times could create unincorporated pockets and otherwise create difficulty to law enforcement due to alternating unincorporated and incorporated areas. These concerns are noted and valid. However, there have not been proposed annexations in the past several years which would leave unincorporated pockets (under the statute or practical) or causing an area to become difficult for law enforcement because of alternating incorporated areas and unincorporated areas. The Commission recognizes that the St. Louis County Police Department has achieved the highest standards and is recognized as one of the best police departments in the area. Should future annexations cause any of these concerns to occur, the St. Louis County Police Department should present such situations to the Commission for its consideration on any future proposed annexation.

ZONING

1. Percentage of Land Use:

Land Use	Acres	Percentage
Commercial	0.00	0.00%
Industrial	0.00	0.00%
Institutional/ Governmental	0.00	0.00%
Single-Family Residential	9.15	61.182%
Multi-Family Residential	0.00	0.00%
Vacant or common ground	5.65	38.17%
Total	14.80	100.00%

The Arbor Crest Subdivision is developed at 61.182% residential and the remainder are common areas owned by the Trustees of the Arbor Crest Subdivision. The entire annexed area is zoned for single-family residences. The Arbor Crest Annexation area is zoned by St. Louis County as R-2, and Ballwin anticipates zoning the annexation area as R-2 under its zoning code. There does not appear to be any material difference between the two zoning codes for R-2 which closely aligns to the current zoning by Saint Louis County of R-2. There were no non-conformities to the R-2 zoning that was noted in any presentation. There is a low likelihood of any development of the vacant or common ground, and no current intent of any development was presented. Any future development of the vacant or common ground would have to comply with zoning and otherwise be approved by Ballwin.

The subdivision was developed as a Planned Environment Unit and Ballwin stated it intends to retain these procedures for the annexed subdivision.

COMMUNITY OF INTEREST

The residents of the Arbor Crest Subdivision have significant ties with Ballwin. They are both within the school boundaries of the Parkway School District. The residents receive mail from the Ballwin Post Office. The residents of Arbor Crest Subdivision routinely participate in youth athletic programs with City of Ballwin residents. Many residents of Arbor Crest subdivision use the Ballwin recreational facilities, paying the non-resident fee.

EFFECTIVE DATE

Ballwin stated it will start to provide its municipal services, and the annexed area will become part of the City of Ballwin, on April 1, 2026, if approved pursuant to law without a vote, or six months after a favorable vote if a vote is required.

DECISION

The City of Ballwin is the proposing agent as defined by Rev. Stat. 72.400(4) RSMo and the Boundary Commission of St. Louis County has jurisdiction over the proposal. The boundary change sought by the City of Ballwin is an annexation governed by Chapter 72 RSMo.

Based upon the entire record, the Boundary Commission of St. Louis County voted at an open public meeting by roll call vote on December 16, 2025, to **approve** the proposal. The Boundary Commission finds that this annexation is in the best interest of the City of Ballwin, the areas to be annexed, any other unincorporated areas affected by this annexation, and including and the area of the County next to the area of annexation.

The Commission therefore decided and determined on December 16, 2025, that the annexation proposed by the Official Submittal BC2501 by the City of Ballwin is **APPROVED** as a Simplified Boundary Change.

The area to be annexed is commonly called the Arbor Crest Subdivision and is legally described on Exhibit 1 hereto.

The Commission as a whole and by roll call vote at its meeting on December 16, 2025, finds that the annexation proposed by the official submittal and designated as File No. BC2501 is approved without the requirement of a further public vote, as permitted by Mo. Rev. Stat. 72.405.6(1).

The annexation and transfer of jurisdiction shall be effective at 12:00 a.m. April 1, 2026. The public roads included in the Proposal as revised will be transferred to the City of Ballwin effective 12:00 am on April 1, 2026.

This Summary of Decision is approved by the Commission and issued this 27th day of January 2026.



Chairperson

December 3, 2025

DESCRIPTION OF ARBOR CREST SUBDIVISION WITH ADJOINING RIES ROAD

A tract of land being Arbor Crest Subdivision, a subdivision recorded in Plat Book 319 Page 52 in the Office of the Recorder of Deeds for St. Louis County, Missouri, together with that part of Ries Road, 70 feet wide, bordering said Arbor Crest on the West, and said tract being more particularly described as follows:

Beginning at the northwesterly corner of said Arbor Crest on the easterly line of said Ries Road; thence along the northerly line of said Arbor Crest, North 80 degrees 37 minutes 23 seconds East 1129.04 feet to the easterly line thereof; thence along the easterly line of said Arbor Crest, South 32 degrees 45 minutes 40 seconds East 574.11 feet to the southerly line of said Arbor Crest; thence along said southerly line and it's prolongation westwardly, South 80 degrees 36 minutes 57 seconds West 1501.40 feet to the westerly line of said Ries Road, 70 feet wide; thence along said westerly line, North 00 degrees 08 minutes 29 seconds East 509.38 feet to the westerly prolongation of the northerly line of said Arbor Crest Subdivision; thence along said westerly prolongation, North 80 degrees 37 minutes 23 seconds East 70.98 feet to the point of beginning, according to calculations for Order Number 1225-2 executed by Topos Surveying Corp. in December, 2025