

**PROPOSED ANNEXATION BY THE
CITY OF BALLWIN
ARBOR TRAILS SUBDIVISION**

Report on BC2502

Prepared by Saint Louis County Department of Planning

Submitted to Saint Louis County Boundary Commission

Monday, November 17, 2025

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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 49 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 October 28th 2025, Public Hearing of the Boundary Commission, comments from those present at the October 28th 2025 Public Hearing, and a comparison of data provided by the City and County.

I.II History of Boundary Change Proposals in Area

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. In 2022, the City successfully completed the Cascades Subdivision Annexation and Charleston Oaks Subdivision Annexation, in total about 63 acres of land. The County was neutral in both annexations because it had no substantive concerns regarding the financial or service-related impacts of the proposal.

II. Geographic Information

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

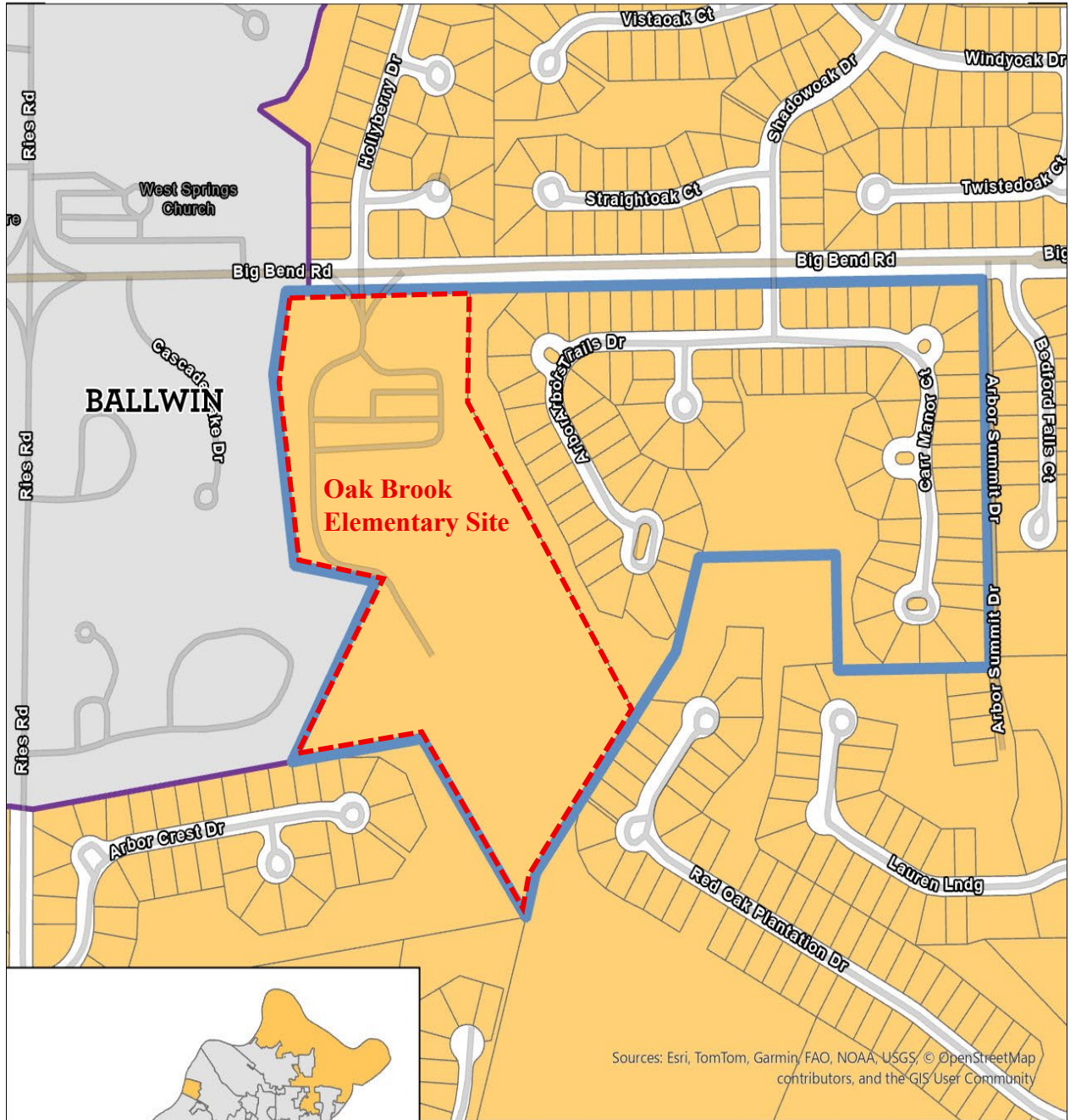
The 49-acre tract proposed for annexation is generally bounded on the north by the Shadowoak subdivision along Big Bend Road in unincorporated St. Louis County, on the east by Arbor Summit Drive and the Bedford Falls subdivision in unincorporated St. Louis County, on the south by the Red Oak Plantation subdivision in unincorporated St. Louis County, and to the west by the Cascades subdivision in the City of Ballwin. Basic data for the proposed annexation area is provided in Table 1 and Map 1 depicts the proposed annexation area within the context of the larger unincorporated area.

Table 1: Basic Annexation Area Data

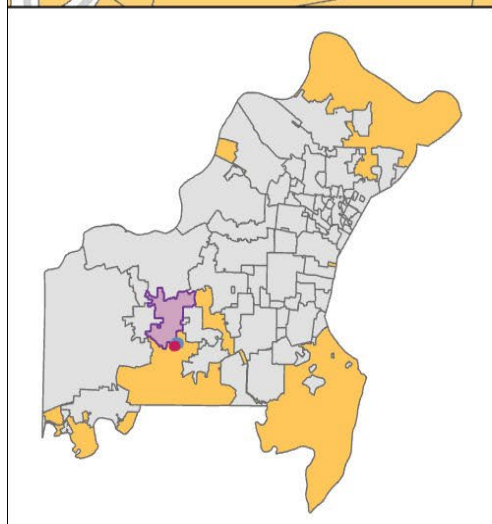
Basic Annexation Area Data	
Area	49 Acres (0.076 sq. miles)
Population	249
Dwelling Units	85
Total Assessed Valuation	\$10,191,580
Assessed Valuation Per Capita	\$40,930.04

1. St. Louis County Department of Planning
2. Population is estimated off the 2020 Census average family size in St. Louis County

Map 1: Proposed Annexation Area



Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community



-  City of Ballwin
-  Arbor Trails
-  Unincorporated St. Louis County



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II.II Compactness and Other Boundary Issues

The Plan of Intent indicates that the proposed annexation area is roughly 20% 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. RsMO72.400

II.II.i Legal Description

The County does not have concerns with the legal description of the proposed annexation area as described in the City’s plan of intent.

III. Land Use and Zoning

III.I Existing Land Use and Zoning

The proposed annexation area is comprised of 87 parcels: 85 developed with single-family detached residences, 1 as an elementary school, and 1 common ground parcel. The subdivision has one access point, Shadowoak Drive, off of Big Bend Road. The Arbor Trails subdivision was developed under the Planned Environment Unit (PEU) procedure in the R-3 Residence District in the early 2000s. The previous zoning of the undeveloped tract was NU Non-Urban District.

III.II Proposed Land Use and Zoning

The City’s Plan of Intent discusses the proposed zoning district for the Arbor Trails subdivision should the annexation be approved. The City anticipates classifying the annexation area as an R-3 Single-Family Zoning District which closely aligns with the County’s R-3 zoning district. The City stated during the Public Meeting their intent to retain the PEU procedures as recorded in the County Ordinance.

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 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 as percentage			
Taxing Jurisdiction	Residential	Commercial	Personal Property
State of Missouri	0.0300	0.0300	0.0300
St. Louis County	0.3790	0.4420	0.5230
St. Louis Community College	0.2628	0.2628	0.2628
Special School District	0.9648	0.9648	0.9648
Metro. Zoological Park & Museum District	0.2347	0.2347	0.2347
Dev. Disability – Productive Living Board	0.0640	0.0810	0.0900
County Library	0.1870	0.2340	0.2600
Parkway School District	3.3654	5.1907	4.2609
MSD	0.0997	0.0997	0.0997
Metro West Fire Protection District	0.8490	1.0780	1.2360
Total - Before and After Annexation	6.4272	8.6177	7.9619
¹ St. Louis County Rate Book			

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 as percentage		
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
+ City of Ballwin	1.0000	1.0000
Total - After Annexation	8.7380	5.3500
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 New Car Purchase		Sales Tax Paid on Used Car Purchase	
Average new car price ¹	\$50,080	Average used car price ¹	\$25,512
Taxes Paid		Taxes Paid	
Before Annexation ²	\$3,875.19	Before Annexation ²	\$1,974.11
After Annexation ²	\$4,375.99	After Annexation ²	\$2,229.24
¹ Kelley 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 \$46,282. A breakdown of County revenue loss by funding source is provided in Table 5.

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	\$10,964
Total Sales Tax	\$10,964
Gross Receipts (5%)	
Utility ¹	\$10,625
Cable ²	\$893
Total Gross Receipts	\$11,518
Intergovernmental	
Gasoline Tax ¹	\$5,144
Cigarette Tax ¹	\$413
MO Highway User (CART) ²	\$5,160
Road & Bridge Tax ²	\$10,701
Total Intergovernmental	\$21,418
Sewer Lateral ¹	\$2,382
Total	\$46,282
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 \$65,389. A breakdown of estimated City revenue gain by funding source is provided in Table 6.

Table 6: Estimated City Revenue Gain by Funding Source

Estimated Revenue Gain by Ballwin	
Source	One-Year Estimate
Sales Tax	
Public Safety ¹	\$15,882
Total Sales Tax	\$15,882
Gross Receipts (7%)	
Utility ²	\$28,500
Total Gross Receipts	\$28,500
Intergovernmental	
Gasoline Tax ¹	\$9,367
Cigarette Tax ¹	\$413
MO Highway User (CART) ³	\$2,970
Road & Bridge Tax	\$5,875
Total Intergovernmental	\$18,625
Sewer Lateral ¹	\$2,382
Total	\$65,389
¹ Ballwin estimates in Plan of Intent	
² Planning Department estimates	
³ St. Louis Vounty 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 modeled by our professional staff. Currently, the County is the provider of local services to the proposed annexation area. Table 7 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 Service Provider in the Annexation Area		
Service	Current Provider	Proposed Provider
Administration	St. Louis County	City of Ballwin
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

Number of Directed Calls for Service Since 01/01/2024 – 42 total calls

- Oak Brook Elementary School: 21 calls
- Arbor Trails Drive: 9
- Arbor Trails Court: 0
- Carr Manor Court: 12

Number of NIBRS Group A Crimes (Previously called Part I) since 01/01/2024: 2

- Rape Report #24-36986 - juvenile referral
- Fraud #24-30553 – Unfounded

The current contract with the Parkway School District, based on cost from July 1, 2024 to June 30, 2025 is \$82,730.25 per Officer. This officer provides police service to Oak Brook Elementary. An additional beat officer provides service to both annexation areas. Police service is provided 24 hours a day 7 days a week without interruption.

While there is no established Neighborhood Watch Program, Brian Hessling of the Neighborhood Policing Unit has good relationships with the Homeowners Associations in the proposed annexation areas.

In reference to Oak Brook Elementary, the Parkway School District requires a School Resource Officer (SRO) to patrol at Parkway South Middle School. If a call for service were to occur at the school during school hours, a beat officer would be assigned to respond to the call, and the SRO would also respond to Oak Brook Elementary School from Parkway South Middle School. The district has School Safety Officers who provide patrols at the elementary schools. If the Parkway School District requested full-time police coverage at the elementary schools, they would contract with this Department to provide them. No requests for extra patrols or services have been made by Oak Brook Elementary School. No complaints from the school reference our police services.

During the past two years, the West County Precinct has provided a Donuts and Drop Off event for the school's PTA fundraiser. The winning bidder gets to have officers pick up their student in the morning and they are taken to school with a police escort. Officers also bring donuts for the students when picking them up.

An Officer recently met with Parkway School District Superintendent Dr. Melissa Schneider on Wednesday, October 29, 2025. Dr. Schneider stated she had just learned about the possible annexation issue a few days prior to our meeting and was not sure the Parkway School Board was involved in the issue. She stated she would investigate the change.

The Police Department has additional concerns relative to their ability to maintain efficient operations should piecemeal annexations continue. The effects of annexation could have

adverse effects on Police operations as service areas become disconnected. The proposed annexation may create isolated landlocked areas of unincorporated St. Louis County which could interrupt Police response. The proposed annexations may set a precedent that could create a patchwork of unconnected unincorporated areas causing public safety mapping and response issues across west St. Louis County.

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

St. Louis County Department of Transportation and Public Works also provides permitting and inspection services in the proposed annexation area. Between October 1, 2024, and October 1, 2025, the Department had no re-occupancy permit inspections, property maintenance inspections, complaints, or violations. Should annexation succeed, permitting and inspection services would be conducted by the City of Ballwin.

The County currently maintains the roads within the proposed annexation area. The St. Louis County Department of Transportation and Public Works maintains a pavement condition rating (PCR) system. The PCR is a sliding scale from 1 to 10 where 10 is brand new and 1 is rubble. All roads within the proposed annexation area have a PCR of 5 or greater.

The Department of Transportation and Public Works 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

The nearest park to the annexation area is Ohlendorf West Park which has amenities such as a playground, fitness trail, and ga ga ball pit. Additionally, St. Louis County Parks manages over 12,400 acres across 46 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 important services county-wide, which includes the proposed annexation area and the City. County wide services include rat control, mosquito fogging, animal control, recycling and waste management. Animal and vector control, recycling and waste management services will continue to be provided by the County.

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

Approval of this annexation request would represent a nominal financial impact on residents and on the County. The proposed annexation does not present any significant challenges in service provision to the remaining unincorporated areas, but the continued piecemeal annexation actions could hinder the County Police’s ability to provide a cohesive public safety response in the future and throughout the County.

Considering all the known factors, the Plan of Intent submitted by the City, and the considerations set forth in RsMO72.400, the County has no substantive concerns regarding the proposal and is neutral on the request.