

**July 30, 2021**

**ANNUAL DISCLOSURE REPORT  
FOR THE FISCAL YEAR ENDED DECEMBER 31, 2020**

**OF THE**

**CITY OF SHREWSBURY, MISSOURI**

**IN CONNECTION WITH**

**CERTIFICATES OF PARTICIPATION  
(CITY OF SHREWSBURY, MISSOURI, LESSEE), SERIES 2015  
BASE CUSIP: 825513**

**and**

**GENERAL OBLIGATION BONDS,  
SERIES 2007  
BASE CUSIP: 825510**

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The information set forth herein has been furnished by the City and from other sources which are believed to be reliable, but it is not guaranteed as to accuracy or completeness by, and is not to be construed as a representation by the Financial Advisor. This Annual Disclosure Report is not to be construed as a contract or agreement between the City and the purchasers or owner of any of the Bonds. The information and expressions of opinion contained herein are subject to change without notice, and the delivery of the Annual Disclosure Report is not under any circumstances, to create any implication that there has been no change in the affairs of the City since the date hereof.

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**CITY OF SHREWSBURY**

**MAYOR**  
Mike Travaglini

**ALDERMEN**

Greg Lauter  
John Odenwald  
Keith Peters

Elisa Reeves  
Michael Schnelzie  
Bette Welch

**DIRECTOR OF ADMINISTRATION**  
Jonathan Greever

**FINANCE DIRECTOR**  
Danielle Oettle

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**FINANCIAL ADVISOR**  
WM Financial Strategies  
St. Louis, Missouri

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**ANNUAL DISCLOSURE REPORT  
OF THE  
CITY OF SHREWSBURY  
Relating to**

**CERTIFICATES OF PARTICIPATION  
(CITY OF SHREWSBURY, MISSOURI, LESSEE), SERIES 2015**

**And**

**GENERAL OBLIGATION BONDS, SERIES 2007**

**INTRODUCTION**

This Annual Disclosure Report is provided by the City of Shrewsbury, Missouri (the “City”) to furnish information in connection with its outstanding Certificates of Participation (City of Shrewsbury, Missouri, Lessee), Series 2015 (the “Series 2015 Certificates”) and General Obligation Bonds, Series 2007 (the “Bonds”).

At the time of issuance of the Series 2015 Certificates and the Bonds the City agreed, in accordance with the requirements of Rule 15c2-12 promulgated by the Securities and Exchange Commission, to provide information generally consistent with information contained in the Official Statement for the Bonds in the tables shown under the captions “THE CITY OF SHREWSBURY,” “THE CITY’S FINANCES,” “REVENUE SOURCES,” “TAXATION,” and “DEBT OF THE CITY,” and information with respect to litigation if, in the judgment of the City, such litigation would have a material adverse effect on the financial condition of the City.

**THE CITY OF SHREWSBURY**

**General**

Shrewsbury is located in south-east St. Louis County. With its eastern boundary adjacent to the City of St. Louis, Shrewsbury is proximate to St. Louis both geographically and culturally. The City covers approximately 1.5 square miles and is within a Metropolitan Statistical Area (“MSA”).

Interstate 44 intersects the City near its northern edge. This highway provides excellent access to the St. Louis metropolitan area.

Shrewsbury’s origin dates back to 1889 when it was platted on land originally part of a Spanish land grant. Shrewsbury was incorporated as a Village in 1913 and reincorporated as a fourth class city in 1920.

The City is an attractive suburban residential community with an economic base represented by a mixture of numerous small specialty shops, support services and a few industrial enterprises.

**Government**

The City is a fourth class city. The legislative body of the City is the Board of Aldermen which is comprised of six aldermen and a mayor. Two aldermen are elected from each of the City’s three wards to serve two year terms, one half of which expire annually.

The Mayor, elected at large to serve a four-year term, is the presiding officer of the Board of Aldermen. The Mayor may only vote in the event of a tie vote by the Board of Aldermen. Additionally, the Mayor has veto power.

Appointed officials in the City include the Director of Administration who is responsible for the day-to-day management of the City and the Director of Finance who is responsible for managing the City's finances including preparation of the budget.

City services and functions are divided into six departments which are the departments of Administration, Police, Fire, Parks and Recreations, Public Works and Finance.

The Mayor, with the approval of the Board of Aldermen, appoints citizens to boards and commissions with responsibility for certain governmental functions including development, zoning and zoning changes. The boards and commissions are the Park and Recreation Commission, Board of Adjustment, Public Safety Advisory Commission, Planning Commission and Traffic Commission.

### **Employees**

The City has 60 full-time and 5 regular part-time employees. Additionally, the City employs approximately 60 seasonal part-time employees throughout the year. City firefighters are members of the International Association of Firefighters Local 2665. The City has no record of any work stoppages. The only labor dispute experienced by the City was in 1976 at which time the firefighters joined the union.

### **Pension Plan**

The City participates in the Missouri Local Government Employees Retirement System ("LAGERS") which is administered by a seven-member independent board of trustees pursuant to Missouri statutes. The plan is a defined benefit plan, which provides for normal, early and disability retirement benefits to participants meeting certain eligibility requirements. The plan covers substantially all full-time employees of the City.

Information regarding the pension plan is included in the financial statements that accompany this Annual Disclosure Report.

### **Community Services**

#### *Utilities*

Stormwater drainage and sewage collection and disposal for Shrewsbury are provided by the Metropolitan St. Louis Sewer District, a separate taxing authority established under Section 30 of Article VI of the Constitution of Missouri and financed by ad valorem taxes and user fees. All other utilities in the City are provided by privately owned companies. Water service is provided by Missouri American Water Company, gas is provided by Spire Inc. (formerly Laclede Gas Company), and electricity is provided by Ameren Missouri (formerly AmerenUE).

#### *Communications*

Telecommunication services are provided by AT&T and Charter Communications. The City receives all St. Louis radio stations and television channels. Local newspapers include The St. Louis Post-Dispatch, The West County Journal, a biweekly paper, and The Webster-Kirkwood Times, a weekly local newsletter. The City receives cable television and related services from Charter Communications and AT&T U-Verse.

### *Fire Protection*

The Shrewsbury Fire Department (the “Department”) provides fire protection throughout the corporate limits of the City. Services are provided from one fire station manned by 20 full-time firefighters that are also licensed paramedics. The Department is rated “4” by the Insurance Services Organization, among ratings ranging from 1 to 10 with 1 as the highest. This rating is based on several factors including the number of firefighters and their training, response time, firefighting equipment, the City’s water systems, and fire prevention programs of the Department. The Department sponsors fire prevention and safety programs including blood pressure testing, providing free smoke detectors and installing smoke detectors. All departments in the St. Louis metropolitan area are part of a mutual aid program in which assistance and equipment is provided by a fire department of another community in the event an emergency warrants such aid.

### *Police Protection*

The Shrewsbury Police Department provides police protection throughout the corporate limits of the City. Services are provided by 22 full-time officers. The Police Department offers public community service programs including the Building Check Program, in which police check the security of a building and leave a notice advising the owner regarding their findings, the S.N.A.P. Program (Safe Neighborhood Active Patrol), in which the police leave a notice advising that they patrolled the neighborhood, Child Indent, and Neighborhood Watch.

### *Recreation Activities*

The City owns and operates four parks covering 43.0 acres, a festival site and the City Center located on 16 acres. Facilities are available at City parks for tennis, baseball, basketball, softball, soccer, volleyball and picnicking. The City also owns and operates an aquatic center. The City’s aquatic center has two bodies of water, one is a competition pool with diving and the other is a zero-depth entry leisure pool with a slide and a lazy river among other features.

In 1992, the City acquired a building which was renovated for use as a community center/municipal complex (the “City Center”) in 1993 and includes the Board of Aldermen chambers, offices for the parks and recreation department and administration department, a kitchen, a gymnasium, a ballroom, an exercise room, and several meeting rooms.

Residents also enjoy the many attractions located throughout the St. Louis Metropolitan area that are within an easy commuting distance including the St. Louis Zoological Park, the Missouri Botanical Gardens, St. Louis Art Museum, Six Flags St. Louis, the St. Louis Symphony and professional sports teams.

### *Solid Waste Collection*

The State of Missouri Solid Waste Management Law requires cities with a population over 500 to develop, adopt and implement a solid waste management plan to ensure that all solid wastes in a community are stored, collected, transported and disposed of properly. Shrewsbury contracts for this service with private collectors through competitive bidding. Solid waste collection services are paid for by residents.

### *Medical*

Residents are within short commuting distance of the numerous hospitals located in the St. Louis metropolitan area including the highly regarded Barnes Jewish Hospital complex of Washington University and Saint Louis University Hospital, both of which are located in the City of St. Louis and are known for their fine medical schools and quality of research.

St. Anthony's at Southwest Medical Center is located in Shrewsbury, specializes in health care needs for the entire family. In addition, there is a small dental clinic and medical center in the City.

### *Education*

The public school system within the City is operated under the administration and control of the Webster Groves School District, the Affton School District, the Special School District of St. Louis County, and The Community College District of St. Louis, St. Louis County, Missouri. These districts are independent of the City, having their own elected or appointed officials, budgets and administrators. The districts are authorized to levy taxes, separate and distinct from those levied by the City.

The Webster Groves School District and the Affton School District (the "Districts") collectively own and operate 7 elementary schools, 3 junior high schools and 2 senior high schools serving residents of the City. The Community College District of St. Louis operates four campuses in the St. Louis area.

The City is the home of Cardinal Glennon College, a pastoral college owned by the St. Louis Archdiocese. The College is the only institution of its kind in the St. Louis metropolitan area.

In addition, numerous institutions of higher education located in the St. Louis metropolitan area are easily accessible to City residents, including Webster University, located approximately 1 mile from Shrewsbury, Saint Louis University, Washington University and the University of Missouri-St. Louis.

## **Economic and Demographic Data**

### *Transportation*

Interstate 44 intersects the City near its northern edge. Running east and west, Interstate 44 intersects Interstate 270 approximately 6 miles west of the City, thus providing excellent access to all of the St. Louis metropolitan area.

Regularly scheduled air passenger and freight service is available at Lambert St. Louis International Airport (the "Airport") located approximately 10 miles northwest of the City.

Metro, the commuter railroad that serves the St. Louis area, completed an extension in 2006 which included a station near Shrewsbury that connects the City with the City of St. Louis, the Airport and other prominent locations in the St. Louis metropolitan area.

### *Population*

The following table sets forth historical population statistics for the City:

| <u>Year</u> | <u>Population</u> |
|-------------|-------------------|
| 1980        | 5,077             |
| 1990        | 6,416             |
| 2000        | 6,644             |
| 2010        | 6,254             |

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*Source: United States Department of Commerce, Bureau of Census.*

### *Economy and Economic Development*

The City is primarily a suburban residential community with an economic base represented by a mixture of commercial enterprises, numerous small specialty shops, support services and a few industrial enterprises. The City does not have a central business district. Commercial enterprises include numerous small specialty stores and several small strip shopping centers located mostly along Watson Road, a major thoroughfare bordering the City. There are currently approximately 186 business establishments, including retail, manufacturing, and warehouse enterprises located in the City.

The City is a developed community that is surrounded by other incorporated areas. New development opportunities are limited to scattered vacant parcels and to redevelopment of existing properties. New housing is also principally limited to small vacant parcels.

In 2012, Kenrick Developers, L.L.C., a developer headquartered in St. Louis (the “Developer”), purchased the property previously occupied by a shopping center known as Kenrick Plaza. This project, known as the Kenrick Plaza Redevelopment Project (the “Redevelopment Project”), resulted in the expansion of the City’s sales tax base. The development includes a 131,865 square foot Walmart that opened in the fall of 2015.

The Redevelopment Project is within a tax increment financing district (“TIF”) established pursuant to the Real Property Tax Increment Allocation Redevelopment Act (the “Act”). Tax increment financing provides a source of funds by which a city may pay for Redevelopment Project Costs (as defined by the Act) over a period not longer than twenty-three years from the date on which Tax Increment Financing was adopted. Pursuant to a redevelopment agreement, the City issued \$15,050,785 of TIF Notes for infrastructure improvements such as utilities and roadways at the Redevelopment Project site. The TIF notes were refinanced with TIF Bonds that were sold in September 2016.

During the time in which tax increment financing is in effect, the City will not realize any increase in ad valorem taxes attributable to any increases in assessed valuation in the Redevelopment Project area. Also, 50% of the increase in economic activity taxes are allocated to payment of redevelopment project costs. Accordingly, the City will realize only 50% of any new sales tax revenues attributable to the Redevelopment Project.

The property that is situated on the lower lot below the Walmart property, and to the east, has been named The Center at Kenrick and now contains an Aldi (a specialty discount grocery store), which opened in 2016, a new trampoline jump park, a cellular phone store, and a large medical facility.

### *Major Employers*

The largest employer in the City is Spire Inc. (formerly Laclede Gas Company) (“Spire”). Spire is a regulated public utility engaged in the distribution of natural gas. Spire is a natural gas company serving 1.7 million customers in Missouri, Alabama, and Mississippi. Spire maintains a regional office within the City of Shrewsbury. Spire’s stock is traded on the New York Stock Exchange. Additional information regarding Spire is contained in its annual registration statement with the Securities and Exchange Commission. A copy of such statement may be obtained from the Securities and Exchange Commission and is available on the Internet at <http://www.sec.gov/edgar.shtml>.



The majority of commercial employers in the City employ fewer than 30 people. The following is a list of the largest commercial employers located within the City:

| <u>Name</u>                               | <u>Product or Service</u>        | <u>Number of Employees</u> |
|---|----------------------------------|----------------------------|
| Spire Inc.                                | Natural Gas Distribution         | 300                        |
| Walmart                                   | Grocery and Discount Supercenter | 289                        |
| Cardinal Regali Center                    | Seminary                         | 250                        |
| St. Anthony's at Southwest Medical Center | Medical Services                 | 130                        |
| Carr Lane Manufacturing                   | Machine Part Manufacturer        | 125                        |
| Canterbury Enterprises                    | Printing Services                | 100                        |
| Dierbergs                                 | Grocery Store                    | 100                        |
| Da-com                                    | Business Machines                | 70                         |
| Schnucks                                  | Grocery Store                    | 60                         |
| City of Shrewsbury                        | Government                       | 60                         |

Source: Office of the Director of Administration.

### *Employment*

According to US Bureau of Census, 2015-2019 American Community Survey, 5-Year Estimates, the City had a civilian labor force of 3,222 people. 58 people were unemployed which represented an unemployment rate of 1.1%.

### *Building and Construction Data*

The City of Shrewsbury is an established community surrounded by other incorporated municipalities. There are no significant parcels of property available for new residential construction, however there is approximately 50 acres of land suitable for commercial development. The following table sets forth the number and value of building permits issued by the City for the past five years for new construction and for tenant finishes, renovations and additions valued in excess of \$20,000.

| <u>Year</u> | <u>Residential</u> |              | <u>Commercial</u> |              | <u>Total<sup>(1)</sup></u> |              |
|-------------|--------------------|--------------|-------------------|--------------|----------------------------|--------------|
|             | <u>Number</u>      | <u>Value</u> | <u>Number</u>     | <u>Value</u> | <u>Number</u>              | <u>Value</u> |
| 2016        | 18                 | \$2,066,889  | 16                | \$ 2,517,613 | 34                         | \$ 4,584,502 |
| 2017        | 18                 | 1,109,197    | 8                 | 1,464,595    | 26                         | 2,573,792    |
| 2018        | 16                 | 1,701,091    | 17                | 3,839,887    | 33                         | 5,540,978    |
| 2019        | 30                 | 1,377,528    | 17                | 12,823,028   | 47                         | 14,200,556   |
| 2020        | 27                 | 1,572,763    | 14                | 30,618,745   | 41                         | 32,191,508   |

(1) Excludes tenant finishes, additions and improvements valued at less than \$20,000. For 2020 includes \$28 million for a Metropolitan Sewer District drainage project.

Source: Office of the Director of Administration/City Clerk.

## Housing

The following table sets forth statistics relating to housing for the City and, for comparative purposes, St. Louis County, St. Louis MSA, and the State of Missouri:

|                   | <u>Median Value<br/>of Owner<br/>Occupied Housing</u> | <u>% Built in<br/>2000 or Later</u> | <u>Units Built<br/>Before 1940</u> |
|-------------------|---|-------------------------------------|------------------------------------|
| The City          | \$174,300   | 2.3%                                | 11.1%                              |
| Other Entities:   |   |                                     |                                    |
| St. Louis County  | 214,300   | 8.8                                 | 9.7                                |
| St. Louis MSA     | 172,700   | 15.4                                | 16.6                               |
| State of Missouri | 157,200   | 17.8                                | 14.3                               |

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Source: U.S. Bureau of Census, 2015-2019 American Community Survey, 5 year estimates.

## Income

The following table sets forth certain income statistics for the City and, for comparative purposes, St. Louis County, St. Louis MSA, and the State of Missouri:

|                   | <u>Per Capita<br/>Income</u> | <u>Median Family<br/>Income</u> | <u>% People<br/>Below<br/>Poverty Level</u> |
|-------------------|------------------------------|---------------------------------|---|
| The City          | \$40,436                     | \$94,053                        | 8.0%  |
| Other Entities:   |                              |                                 |   |
| St. Louis County  | 41,426                       | 88,604                          | 9.7   |
| St. Louis MSA     | 35,753                       | 82,148                          | 11.3  |
| State of Missouri | 30,810                       | 70,398                          | 13.7  |

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Source: U.S. Bureau of Census, 2015-2019 American Community Survey, 5 year estimates.

## THE CITY'S FINANCES

### Accounting and Reporting Practices

The City operates on a fiscal year which corresponds with a calendar year (the "Fiscal Year").

The accounts of the City are organized on the basis of funds and account groups in conformance with generally accepted accounting principles applicable to governmental units.

The government-wide financial statements report using the economic resources measurement focus and the accrual basis of accounting. Government fund financial statements report using the current financial resource measurement focus and the modified accrual basis of accounting. Under the accrual basis of accounting, revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Property taxes are recognized as revenues in the year for which they are levied. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met.

The Board of Aldermen annually engages an independent certified public accountant for the purpose of performing an audit of the books of account, financial records, and transactions of the City.

**The General Fund**

In accordance with established accounting procedures for governmental units, the City records its financial transactions under various funds. The largest is the General Fund, from which all general operating expenses are paid and to which taxes and all other revenues not specifically allocated by law or contractual agreement to other funds are deposited.

The following table indicates the City’s General Fund revenues, expenditures and changes in fund balances for the 2017 through 2020 Fiscal Years:

**SUMMARY OF OPERATIONS  
GENERAL FUND  
(\$ in thousands)<sup>(1)</sup>**

|   | Fiscal Year Ended December 31 |                        |                |               |
|---|-------------------------------|------------------------|----------------|---------------|
|   | <u>2017</u>                   | <u>2018</u>            | <u>2019</u>    | <u>2020</u>   |
| REVENUES  |                               |                        |                |               |
| Taxes   | \$4,802                       | \$5,245 <sup>(2)</sup> | \$5,402        | \$5,348       |
| Licenses, Permits and Fee                       | 376                           | 444                    | 531            | 431           |
| Fines   | 308                           | 258                    | 178            | 150           |
| Earnings on Investments                         | —                             | 4                      | 13             | —             |
| Charges for Services                            | 914                           | 774                    | 941            | 525           |
| Grants  | —                             | —                      | —              | 449           |
| Other Revenues                                  | <u>39</u>                     | <u>153</u>             | <u>93</u>      | <u>2</u>      |
| Total Revenues                                  | <u>6,439</u>                  | <u>6,878</u>           | <u>7,158</u>   | <u>6,905</u>  |
| EXPENDITURES                                    | <u>6,537</u>                  | <u>7,162</u>           | <u>7,624</u>   | <u>7,579</u>  |
| EXCESS OF REVENUES OVER<br>(UNDER) EXPENDITURES | (97)                          | (284)                  | (466)          | (674)         |
| FUND BALANCE<br>BEGINNING OF YEAR               | <u>2,136</u>                  | <u>2,039</u>           | <u>1,755</u>   | <u>1,289</u>  |
| PRIOR PERIOD ADJUSTMENT                         | —                             | —                      | —              | <u>(290)</u>  |
| FUND BALANCE<br>END OF YEAR                     | <u>\$2,039</u>                | <u>\$1,755</u>         | <u>\$1,289</u> | <u>\$ 325</u> |

(1) Totals may not match audited financial statements due to rounding.

(2) The increase in 2018 includes \$340,647 from a new Public Safety Sales Tax passed by the County in April 2017 at the rate of ½%. Pursuant to a formula, approximately 42.4% is distributed to incorporated places in the County on a per capita basis.

## REVENUE SOURCES

### General Fund

The City derives its revenues from a variety of sources. The following list sets forth the primary sources of the City's General Fund revenue for the 2020 Fiscal Year:

|                           | <u>Revenue</u>     | <u>Percentage<br/>of Total Receipts<sup>(1)</sup></u> |
|---------------------------|--------------------|---|
| TAXES:                    |                    |   |
| Property                  | \$ 579,146         | 8.39%   |
| Utility                   | 889,826            | 12.89   |
| General Sales Tax         | 1,815,902          | 26.30   |
| Public Safety             | 321,645            | 4.66  |
| Park Sales Tax            | 847,636            | 12.27   |
| Fire Protection Sales Tax | 423,819            | 6.14  |
| Motor Vehicle Sales Tax   | 87,514             | 1.27  |
| Gasoline Tax              | 157,897            | 2.29  |
| Other                     | <u>224,815</u>     | <u>3.26</u>   |
| Total                     | <u>5,348,200</u>   | <u>77.45</u>  |
| LICENSES AND PERMITS      | 430,582            | 6.24  |
| FINES AND COURT COSTS     | 149,734            | 2.17  |
| CHARGES FOR SERVICES      | 525,476            | 7.61  |
| GRANTS                    | 449,222            | 6.50  |
| MISCELLANEOUS             | <u>2,283</u>       | <u>0.03</u>   |
|                           | <u>\$6,905,497</u> | <u>100.0%</u>   |

(1) Calculated totals may vary from totals shown due to rounding.

Source: Audited Financial Statements and the Office of the Finance Director.

The following is a summary of some of the more significant revenue sources of the City:

#### *Utility Franchise Tax*

The City charges a 7.25% utilities franchise tax on gross receipts of the gas, water, electric, and telephone companies. The companies pay the tax monthly.

#### *Sales Taxes*

In St. Louis County (the "County"), municipal sales taxes are collected and distributed by the County. Some sales taxes are dedicated and distributed directly to the city responsible for generating the tax. Other sales taxes, specifically the general sales tax and the capital improvements sales tax, are collected by the County and distributed according to each city's status as a "point of sale" or "pool" city. "Point of sale" cities receive approximately 85% of tax revenues generated within their borders, with the remaining 15% being allocated to the "pool". The tax revenues generated within "pool" cities are also allocated to the "pool" and each pool city receives a portion of the total pool revenues on a per capita basis. The City is a "point of sales" city for purposes of its sales taxes.

**General Sales Taxes:** During the 2020 Fiscal Year the City's general sales tax was the largest source of City receipts, accounting for approximately 26.30% of total general fund receipts. The sales tax receipts are from a 1¼% City sales tax used for general City purposes. 1% of the general corporate sales tax was authorized by special election in 1970. The remaining ¼% City sales tax was authorized by special election in 1994.

The following table sets forth the total general sales tax revenue of the City for the past five Fiscal Years:

| <u>Fiscal Year</u> | <u>Amount</u> |
|--------------------|---------------|
| 2016               | \$1,567,542   |
| 2017               | 1,594,596     |
| 2018               | 1,624,404     |
| 2019               | 1,746,131     |
| 2020               | 1,815,902     |

*Source: Office of the Finance Director.*

**Capital Improvement Sales Tax:** In February 1994, voters approved a ½% sales tax for capital improvements (the “Capital Improvement Sales Tax”) that included a fifteen-year sunset provision. In 1997 voters reauthorized the sales tax without a sunset provision. The tax is a point-of-sale tax with a portion of the tax contributed to the County sales tax pool. By statute, this tax may be used solely for funding capital improvements and for the cost of operating such improvements. The tax is accounted for in the City’s Capital Projects fund.

The City intends to use the revenues from the Capital Improvement Sales Tax to pay the debt service on the Series 2015 Certificates and for capital expenditures.

**Park and Storm Water Control Sales Tax:** In August 1996, voters approved a ½% sales tax for parks and storm water control (the “Park and Storm Water Control Sales Tax”). The tax is a point-of-sale tax with 100% distributed to the City other than collection fees. The City intends to use the revenues from the Park and Storm Water Control Sales Tax to finance the cost of capital projects for parks and to pay the costs of operating and maintaining parks. The tax is accounted for in the City’s general fund, however, it is restricted as to the uses set forth in the prior sentence and for projects relating to storm water control.

**Fire Protection Sales Tax:** In April 2004, voters approved a ¼% sales tax for fire protection. For the 2020 Fiscal Year, the City received \$423,819. By statute, this tax may be used solely for funding expenses related to the fire department.

**Public Safety Sales Taxes.** In April 2017, the County passed a new public safety sales tax, referred to as “Prop P,” at the rate of ½% for the purpose of providing funds for police and public safety. Pursuant to a formula, approximately 42.4% is distributed to incorporated places in the County on a per capita basis. The City began receiving these funds in November 2017. For the 2020 Fiscal Year, the City received \$321,645.

## PROPERTY TAXATION

### General

Not later than September 30 of each year, the Board of Aldermen sets the rate of tax for the City and files the tax rate with St. Louis County (the “County”) by October 1. The Missouri State Auditor’s office is responsible for reviewing the rate of tax to insure that it does not exceed constitutional rate limits.

Taxes are levied on all taxable real and personal property owned as of January 1 in each year. Certain properties, such as those used for charitable, education, and religious purposes, are excluded from ad valorem taxes for both real and personal property.

Real property within the City is assessed by the County Assessor. The County Assessor is responsible for preparing the tax rolls each year and for submitting tax rolls to the County Board of Equalization. The Board of Equalization has the authority to question and determine the proper value of property and then adjust and equalize individual properties appearing on the tax rolls. By statute, tax bills are to be mailed in October; however, the volume of assessment complaints required to be reviewed by the County Board of Equalization can affect the date on which bills are actually mailed.

Payment of tax on real and personal property is due by December 31 after which date the tax bill is considered delinquent and accrues a penalty of one percent per month. The County Collector of Revenue deducts a commission equal to 1.5% of the taxes collected for his services. After such collections and deductions of commission, taxes are distributed to the City.

#### **The Hancock Amendment-Revenue Limitation**

The Hancock Amendment also requires political subdivisions of the State of Missouri to obtain voter approval in order to increase any “tax, license or fee.” The precise meaning and application of the phrase “tax, license or fee” is unclear and has been the subject of numerous Missouri appellate court cases. In 1991, the Missouri Supreme Court, in Keller v. Marion County Ambulance District, 820 S.W. 2d 301 (Mo. en banc 1991) (the “Keller Case”), set forth the specific factors to be used in interpreting this phrase.

The amendment also limits the rate of increase and the total amount of taxes on property which may be imposed in any year without voter approval. If the assessed valuation of property, excluding the value of new construction and improvements, increases by a larger percentage than the increase in the general price level from the previous year, the maximum authorized current levy applied thereto in each political subdivision must be reduced to yield the same gross revenue from existing property, adjusted for changes in the general price level, as could have been collected at the existing authorized levy on the prior assessed value.

The Hancock Amendment does not apply to taxes imposed for the payment of principal and interest on general obligation bonds or other indebtedness authorized by referendum.

#### **Assessed Valuation**

Under the Missouri Constitution, real property is classified for assessment purposes in subclasses consisting of agricultural, residential, or commercial, permits the assignment of different assessment ratios for each subclass, and requires uniformity in taxation of real property within each subclass. Pursuant to the Constitution, agricultural property is assessed at 12% of its productivity value, residential property is assessed at 19% of true value, and commercial property is assessed at 32% of true value. Personal property is assessed according to book value. In 1986, the State Legislature passed a bill requiring reassessment of all real properties every two years, beginning in 1987.

The following table indicates the assessed valuation for the City for the tax years 2016 through 2020:

| <u>Year</u> | <u>Assessed<br/>Valuation</u> |
|-------------|-------------------------------|
| 2016        | \$117,741,375                 |
| 2017        | 127,834,105                   |
| 2018        | 127,748,918                   |
| 2019        | 146,445,961                   |
| 2020        | 149,396,133                   |

*Source: St. Louis County Collector and St. Louis County year-end assessment reports for 2016 through 2020.*

The following table sets forth the estimated market value of taxable property for 2020 based on the 2020 assessed valuation and the assessment ratios described hereinbefore:

| <u>Subclass</u>               | <u>Assessed<br/>Valuation</u> | <u>Assessment<br/>Ratio</u> | <u>Estimated<br/>Market Value</u> |
|-------------------------------|-------------------------------|-----------------------------|-----------------------------------|
| Residential Property          | \$ 87,906,620                 | 19.0%                       | \$462,666,421                     |
| Commercial Property           | 33,759,967                    | 32.0                        | 105,499,897                       |
| Personal Property             | 23,791,626                    | 33.3                        | 71,374,878                        |
| Agricultural Property         | —                             | 12.0                        | —                                 |
| Subtotal                      | <u>145,458,213</u>            |                             | <u>639,541,196</u>                |
| Incremental Value of Property |                               |                             |                                   |
| In TIF Area                   | <u>3,937,920</u>              | 32.0                        | <u>12,306,000</u>                 |
| Total                         | <u>\$149,396,133</u>          |                             | <u>\$651,847,196</u>              |

*Source: St. Louis County Report “2020 Assessment Roll Dec. 31, 2020 and “2020 TIF Incremental Values Post-BOE.”*

### **Tax Rates**

The following table sets forth the City’s tax rates per \$100 of assessed valuation for the years 2016 through 2020

|                   | <u>2016</u>    | <u>2017</u>    | <u>2018</u>    | <u>2019</u>    | <u>2020</u>    |
|-------------------|----------------|----------------|----------------|----------------|----------------|
| General Fund      | \$ .479        | \$ .463        | \$ .473        | \$ .429        | \$ .430        |
| Debt Service Fund | <u>.490</u>    | <u>.389</u>    | <u>.402</u>    | <u>.471</u>    | <u>.164</u>    |
| Total             | <u>\$ .969</u> | <u>\$ .852</u> | <u>\$ .875</u> | <u>\$ .900</u> | <u>\$ .594</u> |

Note: Taxes for debt service were levied at the rates shown above and for the General Fund at the rates shown below. The General Fund rates are estimated blended rates.

*Source: Office of the Finance Director.*

In 2002, the Missouri General Assembly passed legislation which requires that political subdivisions in the County must establish separate tax rates for residential, commercial, agricultural and personal property, except for the tax rate for payment of general obligation bonds. The purpose of the law is to help reduce the property tax burden on homeowners in areas where residential assessments were increasing at a faster rate than commercial assessments. The following table sets forth the General Fund tax rate for 2020 for each assessment category:

|                              |         |
|------------------------------|---------|
| <u>General Fund Subclass</u> |         |
| Residential Property         | \$0.398 |
| Commercial Property          | 0.410   |
| Personal Property            | 0.577   |
| Agricultural                 | –       |

**Tax Levies and Collection**

The following table sets forth information regarding tax collections for the City:

| <u>Levy Year</u> | <u>Total Taxes Levied</u> | <u>Current Taxes</u>    |                    |                                      | <u>Current &amp; Back Taxes</u> |                    |
|------------------|---------------------------|-------------------------|--------------------|--------------------------------------|---------------------------------|--------------------|
|                  |                           | <u>Paid by Due Date</u> | <u>% Collected</u> | <u>Paid in Protest<sup>(1)</sup></u> | <u>Collected</u>                | <u>% Collected</u> |
| 2016             | \$1,143,104               | \$ 962,285              | 84.18%             | \$ 92,104%                           | \$1,091,563                     | 95.49%             |
| 2017             | 1,075,614                 | 864,670                 | 80.39              | 151,034                              | 1,051,225                       | 97.73              |
| 2018             | 1,094,135                 | 935,585                 | 85.51              | 63,657                               | 1,111,547                       | 101.59             |
| 2019             | 1,283,565                 | 1,095,107               | 85.32              | 102,672                              | 1,247,873                       | 97.22              |
| 2020             | 867,077                   | 738,001                 | 85.11              | 100,185                              | NA                              | NA                 |

(1) Taxes paid in protest are paid in the year due as shown in the table above but are not treated as collected until settlement and are then accounted for as back taxes.

Source: Office of the St. Louis County Collector. .

*Major Taxpayers*

The following table sets forth information regarding the top ten taxpayers in the City based on 2020 locally assessed real and personal property tax assessment:

| <u>Taxpayer</u>                   | <u>Assessed Valuation</u> | <u>% of Total Assessed Valuation</u> |
|-----------------------------------|---------------------------|--------------------------------------|
| Spire Inc. (Formerly Laclede Gas) | \$7,852,220               | 5.52%                                |
| Kenrick Developers LLC            | 3,504,900                 | 3.51                                 |
| Georgetown Apt. Associates LLC    | 4,832,950                 | 3.40                                 |
| Caplaco Twentytwo, Inc.           | 4,127,820                 | 2.90                                 |
| B Kenrick Plaza LLC               | 2,793,250                 | 2.79                                 |
| MO American Water Co.             | 2,955,330                 | 2.08                                 |
| Chippewa Center LLC               | 2,400,440                 | 1.69                                 |
| Laclede Gas Company               | 1,951,970                 | 1.37                                 |
| St. Anthonys Medical Center       | 1,915,770                 | 1.35                                 |
| Moorlands Holding LLC             | 1,557,730                 | 1.10                                 |

Source: St. Louis County Assessor’s Report “Top 100 Assessments by Taxing Authority”.

**DEBT OF THE CITY**

**General**

On August 2, 1988, an amendment to the Missouri Constitution was approved which decreased the vote required to pass a proposition to issue general obligation bonds payable from unlimited ad valorem taxes from two-thirds (2/3) to four-sevenths (4/7) of the qualified voters voting thereon for elections held at the general municipal, primary or general elections. A vote of two-thirds (2/3) of the qualified voters voting on the specific general obligation bond proposition is required at all other elections.



The Missouri Constitution provides that the amount of bonds a city may issue payable out of tax receipts may not exceed 10% of the total assessed valuation of the taxable property. The Missouri Constitution permits cities to become indebted for an additional 10% of the value of taxable, tangible property for the purpose of acquiring rights-of-way, constructing, extending, and improving streets and avenues; and constructing, extending and improving a sanitary or storm sewer system.

**Outstanding General Obligation Bonds**

As of December 31, 2020 the City’s only outstanding general obligation bonds consisted of \$377,518.40 principal amount of capital appreciation General Obligation Bonds, Series 2007.

**Lease Obligations**

As of the date of December 31, 2020 the City’s only outstanding lease obligations consisted of \$1,640,000 principal amount of Certificates of Participation (City of Shrewsbury, Missouri, Lessee), Series 2015.

Obligations secured by annually appropriated funds do not constitute an indebtedness for purposes of any Missouri statutory or constitutional debt limit. Such obligations are payable solely from annually appropriated funds of a governmental body and neither taxes nor a specific source of revenues can be pledged to make payments on such obligations. Any increase in taxes required to generate additional funds with which to make payments on such obligations are subject to voter approval.

Although the City may make payments from any available funds, the City expects to pay the principal and interest on the above referenced lease obligations from the Capital Improvement Sales Tax.

**Legal Debt Limit and Debt Margin**

The following table sets forth the City’s debt limit and debt margin:

|                                    | City Purposes<br><u>Basic Limit</u> | Street and Sewer<br><u>Additional Limit</u> |
|------------------------------------|-------------------------------------|---|
| 2020 Assessed Value                | <u>\$149,396,133</u>                | <u>\$149,396,133</u>                        |
| Debt Limit - 10% of Assessed Value | \$14,939,613                        | \$14,939,613                                |
| Less: General Obligation Bonds     | <u>256,712</u>                      | <u>120,806<sup>(1)</sup></u>                |
| Legal Debt Margin                  | <u>\$14,682,901</u>                 | <u>\$14,818,807</u>                         |

(1) Represents that portion of the Bonds, totaling \$120,806, authorized for streets.

**Direct and Overlapping Debt**

The following table sets forth information relating to the direct and overlapping general obligation debt of the City as of the end of the Fiscal Year:

|                                 | Outstanding<br>Bonds <sup>(1)</sup> | Percent<br>Applicable to<br>The City <sup>(2)</sup> | City's Direct<br>and Overlapping<br>Debt |
|---------------------------------|-------------------------------------|---|--|
| City of Shrewsbury              | \$ 377,518                          | 100.00%   | \$ 377,518                               |
| St. Louis County <sup>(3)</sup> | 77,030,000                          | .54   | 415,962                                  |
| Affton School District          | 20,210,000                          | 18.00   | 3,637,800                                |
| Webster Groves School District  | 66,054,000                          | 6.55  | 4,326,537                                |
| Total                           | <u>\$163,671,518</u>                |   | <u>\$8,757,817</u>                       |

- (1) Excludes lease obligations and annual appropriation obligations of the City and overlapping taxing districts.
- (2) Estimate based on 2020 locally assessed real and personal property assessed valuation.
- (3) Excludes \$757,004 of St. Louis County's Neighborhood Improvement District Bonds that are a general obligation of St. Louis County, but are expected to be paid from special assessments and for which St. Louis County may not levy a general property tax.

*Source: Bond amounts and assessed valuations were provided by the respective taxing districts or were derived from public records.*

**Debt Service Requirements**

*General Obligation Bonds*

The following is a list of the City's debt service requirements on its General Obligation Bonds as of December 31, 2020:

| <u>Year</u> | Total Debt<br>Service <sup>(1)</sup> |
|-------------|--------------------------------------|
| 2021        | \$540,000                            |
| 2022        | <u>145,000</u>                       |
| Total       | <u>\$685,000</u>                     |

- (1) Reflects the principal at maturity for the General Obligation Bonds, Series 2007 that are capital appreciation bonds.

*Lease Obligations*

The following table shows the debt service requirements on the City's lease obligations as of the date of December 31, 2020:

| <u>Year</u> | <u>Principal</u>   | <u>Interest</u>  | <u>Total Debt Service</u> |
|-------------|--------------------|------------------|---------------------------|
| 2021        | \$ 145,000         | \$ 46,753        | \$ 191,753                |
| 2022        | 150,000            | 43,505           | 193,505                   |
| 2023        | 150,000            | 39,905           | 189,905                   |
| 2024        | 155,000            | 35,976           | 190,976                   |
| 2025        | 160,000            | 31,523           | 191,523                   |
| 2026        | 165,000            | 26,648           | 191,648                   |
| 2027        | 170,000            | 21,495           | 191,495                   |
| 2028        | 175,000            | 15,886           | 190,886                   |
| 2029        | 180,000            | 9,850            | 189,850                   |
| 2030        | 190,000            | 3,373            | 193,373                   |
| Total       | <u>\$1,640,000</u> | <u>\$274,914</u> | <u>\$1,914,914</u>        |

**Future Debt**

The City has no current plans for the issuance of bonds or delivery of lease obligations.