

**STUDY SESSION
VIA VIDEOCONFERENCE
Space Needs Study – Public Safety
June 22, 2020
5:30 p.m.**

AGENDA

Requested by the City Manager

1. MEETING CALLED TO ORDER

At the Study Session of the City Council of University City held via videoconference, on Monday, June 22, 2020, Mayor Terry Crow called the meeting to order at 5:30 p.m.

In addition to the Mayor, the following members of Council were present:

Councilmember Stacy Clay
Councilmember Steven McMahon
Councilmember Jeffrey Hales
Councilmember Tim Cusick
Councilmember Bwayne Smotherson

Also, in attendance were City Manager, Gregory Rose; City Attorney, John F. Mulligan, Jr.; Director of Public Works, Sinan Alpaslan; Chief of Police, Larry Hampton; Court Administrator, Kathy Matthews; Amanda Truemper of Trivers, and Bob Schwartz of HOK.

2. CHANGES TO THE REGULAR AGENDA

(No changes were made.)

3. SPACE NEEDS STUDY: CONCEPT DESIGN OPTIONS FOR PUBLIC SAFETY

Mr. Rose stated the purpose of tonight's presentation is to provide Council with an opportunity to solicit answers to any questions related to the Space Needs Study Options for the Police Department, Municipal Court, and City Prosecutor's Office. While this study demonstrates that the needs of all three units can be satisfied through the use of existing facilities, Council is not being asked to make a commitment or any decisions on whether these needs should be addressed by utilizing the City's existing facilities or the implementation of new construction. Tonight's presentation is simply an assessment of what the space needs are for each unit.

Amanda Truemper of Trivers stated while her understanding is that there will be a follow-up session to look at the balance of the City's facilities, this portion of the study is focused on the Police and Municipal Court. Ms. Truemper stated tonight's presentation will be led by Bob Schwartz, the Senior Justice Planner for HOK.

Mr. Schwartz stated HOK has been working with Trivers on this study as well as the assessment leading up to this study. He stated there are two Concept Options which have been reviewed to make sure everything related to the Police and Courts has been covered.

Concept Options:

Option 1

Houses both entities in the Annex

- Test for the ideal workplace and department locations across available facilities
- **Police + Municipal Court programs remain together in the Annex (per the previous study)**
- Recommend areas for improvements/upgrades including for accessibility
- Revitalization of historically significant building(s)

Option 2

Houses the Police in the Annex and the Municipal Court in the Trinity Building

- Test for the ideal workplace and departmental distribution moving as few departments as possible
- **Separate Police + Municipal Court programs (per Ferguson Commission Report recommendation)**
- Recommend areas for improvements/upgrades including for accessibility
- Revitalization of historically significant building(s)

Available Building Total = 110,510 sf

- The Annex has approximately 38,000 sf
- The Trinity Building has 8,500 sf plus 1,500 sf in stacks; (*metal structures built into the building to hold books*). This creates a much lower floor to ceiling height. The total program requirement for both the Police and Court is over 40,000 sf, which includes space for a courtroom.

Today, the Courts utilize the Community Center on an as-needed basis, which has been proven to have a low-efficiency level related to the number of employees needed to set up and take down the equipment associated with conducting these sessions.

University City - Department Adjacencies

* Both the Police and Courts have a high adjacency level with other departments and a high level of public interaction.

Summary

The Diagram for Option 1 is stacked by levels. The basement of the Annex and Trinity Building is depicted at the bottom of the plan as Level 00. Each level; 00 through 05, is succinctly aligned with the City Hall campus in Option 2.

Option 1: City Hall Campus - Basement Level

* The lowering of these floors to accommodate four vehicle bays for the Fire Department makes it difficult to utilize the space located underneath the bays.

- Half of the area will be used for a Sally port to transport prisoners, which will tie into a holding area on the upper floor.
- The other half will be used for the firing range, storage of evidence, and locker rooms.

Option 1: City Hall Campus - Level 00

* The floors will be raised in this column free area with high ceilings to house the courtroom that will tie directly into the Municipal Court.

- It provides good public access with an ADA accessible lobby, offices for court personnel, the Bureau of Field Operations, and other support units.

Option 1: City Hall Campus - Level 01

* Primarily office space for the Bureau of Investigations, administrative staff for field operations, watch command, roll call, and training.

Option 1: City Hall Campus - Level 02

* A small section of the third floor can be used for both the Police and Court's administrative and support staff, along with a shared lobby.

Summary

* This option does not provide enough space for the 1,500-sf needed for storage that could potentially be located on the ground floor of the Trinity Building.

Option 2: City Hall Campus - Basement Level

* Option 2 moves the Municipal Court to the Trinity Building and the Police is the sole occupant of the Annex.

- There is an unassigned crawl space beneath the Sally Port where some of the virtual training functions can be performed.

Option 2: City Hall Campus - Level 00

* The location of the Police facilities; represented by the blue square, gives you the ability to put shared support areas like a Public Service Center, break room, mailroom, and conference rooms, in the connector between the two buildings.

- The Public Service Center is an area that provides departments needing public access with a designated space to conduct meetings and daily business activities.
- The entrance on the ground floor of the Trinity Building will be reversed to enter on the east side of the building towards the parking lot, where you could also add an elevator and stairway.
- The ground level can also accommodate court offices, security screening, and storage for the Police, as well as other support functions.

Option 2: City Hall Campus - Level 01

* The second floor is utilized by Field Operations and the Bureau of Investigations.

- Trivers is proposing that the Reading Room on the second floor of the Trinity Building not be subdivided, and instead, used for the Courts or as Council's Chambers. The Reading Room also consists of a couple of support rooms that could be used as conference rooms for either entity.
- ADA accessible restrooms could also be added to this level.

Option 2: City Hall Campus - Level 02

* Administration or other aspects of Field Operations could also be performed on the third level of the Annex.

- The stacks will be removed from the Trinity Building to allow for the design of a spacious lobby area.

Councilmember Hales asked if the accessibility upgrades included new stairways for both options? Mr. Schwartz stated to meet exiting requirements, two staircases will be added to the Annex, along with upgrades for the existing elevator. An elevator and staircase will be added to the east side of the Trinity Building, and the west stairway will remain as is. Councilmember Hales asked if the front entrance was being relocated to the east side of the Trinity Building? Mr. Schwartz stated the belief is they will get the most use out of a front entrance on the east side for public parking and staff parking on the west. Councilmember Hales asked if the existing west entrance and staircase in the Trinity Building would remain? Mr. Schwartz stated since this staircase is halfway between the two floors it's really more of an exit rather than an entrance. So, it's not accessible and an elevator would be difficult to install.

Councilmember Clay asked Mr. Rose if he could provide Council with the next steps in this process? Mr. Rose stated while Mr. Alpaslan may have more details this is his understanding of the next steps:

- A review of the remaining City departments; tentatively scheduled for July 13th.
- A consensus by Council as to whether or not they are in agreement with the needs staff and Trivers have identified.
- An assessment to review rough estimates associated with the costs of implementing these needs with existing facilities versus new construction.

- Guidance from Council on how and when to move forward with the design process.

Sinan Alpaslan stated once a Concept Design is recommended and approved Trivers will prepare a detailed Sketch Plan which will be used to prepare the cost analysis.

Councilmember Clay stated looking at the designs he gets the sense that both options would require the use of another location to accommodate the Police Department's storage needs. Mr. Schwartz stated an outside location may not be needed in Option 2 if they used space in the connector for Police rather than other departments.

Mr. Rose stated staff was exploring the potential of creating a one-stop-shop in the connector where all of the departments involved in conducting routine business with citizens and the development community could be in one location. So, while this option would certainly expedite plan reviews and provide a great deal of convenience, if the need arises it could also be used for storage.

Councilmember Clay questioned whether *"it's going to be close"* was a fair analogy when you look at housing the Police in the City's existing facilities? Mr. Rose stated staff's charge to Trivers was to look at the needs of the Police, Courts, and the Prosecuting Attorney's office, and determine how to make these requests fit within the City's existing facilities. So, the space restrictions are based on the combination of all three entities rather than just the Police.

Councilmember Smotherson stated he does not remember this assessment being limited to the City's existing facilities and does not understand why this study was even necessary since the ability to locate the Police in the Annex has already been established. So rather than repeating this same information, it would have made much more sense to see the Space Needs Study on the City's other operations.

Mr. Rose stated this project started with a study to evaluate whether the Annex; which had been condemned for environmental reasons was now feasible to house any of the City's operations. That study determined that it was inhabitable and that it would be suitable to house the Police Department there.

He stated this study is different in the sense that it focuses on identifying the space needs of the City's departments and develops projections and appropriate options to satisfy those needs for five, ten, or fifteen years from now. However, since this is a very large and complicated process, staff thought the best way to present this information to Council was to break it down into two segments; Public Safety and Administration.

Councilmember Smotherson stated the reason for his confusion is that here again; the only thing this study seems to confirm is that the Police can be housed back into the Annex, which is the same thing the other study established. Because at this point, Council has not seen any other options for the Annex.

Mr. Rose stated while this study will focus on the space needs of the entire organization, the most complicated aspect of this process is how do you address these needs within your existing facilities. So, staff decided to make Public Safety its first priority, and then tackle the other administrative needs. He stated on the surface the information being presented tonight may sound familiar, but the scope of this study is entirely different than the previous study. Its purpose is to demonstrate how everything can work and what the cost of executing this plan will be.

Mr. Rose stated, of course, Council can still elect to do something different even after it has been determined that all of the City's operations will fit into its existing facilities. But that's a decision this body will need to make before anyone can move forward into the design phase of this project.

Councilmember Cusick stated from his perspective, this study appears to be modifying Police operations to make it fit in the Annex.

Which means this is what the City is going to be stuck with for the next twenty years. And after touring the Annex, he can't envision that this building would actually survive for that length of time. So, will Council be presented with a third option to build a new facility for the Police? Because he thinks the best use of the money needed to make these renovations to the Annex would be to build a brand new modern facility.

Mr. Rose stated the initial charge from Council was to identify the space needs of the organization, and since he believed that the Police Department would present the most challenges, he decided to start there first. But if Council desires to expand the scope of this project to include a new structure, then he would need their approval to do so.

Councilmember Cusick questioned whether the original scope of this study included an option that looked at building a new Police facility? Mr. Rose said he would have to defer the answer to this question to Sinan, he does not believe a new facility was included in the original scope.

Mr. Alpaslan stated that is correct. The full extent of this study was to look at the existing facilities and determine whether they could accommodate the current and future needs of the organization.

Councilmember Smotherson stated the range of scope detailed by Mr. Alpaslan and Mr. Rose, is not what he recalls being discussed.

Mayor Crow stated if there are concerns about this issue, he is certain that staff can produce the original documents for Council's review.

Councilmember McMahon stated if Council now wants to add new construction as a component of this study, then his concern is what is going to happen to the Annex and Trinity Buildings? New construction is a costly endeavor, and he thinks before anything along this line is implemented a decision has to first be made about all of this unused square footage. Because in his opinion, making such a request at this point; especially when you look at all of the other things this City needs to do, would only be opening up a much bigger can of worms.

Councilmember McMahon stated the original discussions were based on whether the City could use the Annex, so the first study was conducted to answer that question, and this study is about how to use that space. The next step is for Council to determine whether the proposed options are feasible for how they envision the City moving forward. And if that vision includes a new facility, then he thinks all of this remaining unutilized space, which the City owns, is going to be a real problem.

Mayor Crow asked Mr. Rose if anyone could provide Council with the pros and cons of either following or not following the recommendations made in the Ferguson Report?

Mr. Rose asked Ms. Truemper and Chief Hampton if either of them were familiar with the report as it relates to the separation of Police, Courts, and prosecutors?

Chief Larry Hampton stated the Report talks about the importance of maintaining a physical and intellectual separation of personnel, recordkeeping, and day-to-day business activities between the Police, Courts, and Prosecution, in order to convey that each process is fair and unbiased. He stated facilities constructed prior to the release of this report are allowed to maintain their original structure as long as they can facilitate the separation of these duties.

Councilmember Smotherson asked if the Ferguson Report was merely a suggestion rather than a mandate? Chief Hampton stated the recommendations contained in the Ferguson Report are what led to the DOJ/Ferguson Consent Decree, which is not a mandate. However, what should be deemed important to all municipalities is the evidence that Ferguson's Police Department allowed its focus on generating revenue to compromise the role of its municipal court and advance the City's financial interests. He stated the revenue generated by U City's Police through the payment of fines and fees is 3 percent, while Ferguson's rate was between 7.5 and 10 percent.

Chief Hampton stated the impact of this Report has significantly impacted some municipalities like St. Ann, who is appealing various aspects of the Missouri Supreme Court's decision on this issue.

Mr. Rose stated in essence, the Ferguson Report was simply the first step towards criminal justice reform which made changes to the culture to ensure the emergence of a fair and just process.

John Mulligan stated the Ferguson Report is not a law and therefore does not necessarily govern municipal court operations. But in the wake of this report, Missouri Supreme Court Rule Number 37 was revised to include minimum operating standards that are relevant to this discussion.

The Rule states that municipal divisions shall be operated in a manner that upholds the Constitutional provisions of the separation of powers and the integrity of the judiciary as a separate and independent branch of government. And with respect to facilities, it specifically states that a municipal division's facilities' exterior and interior signage, design, functionality, and other factors should convey an appearance to the public that it is a separate and independent branch of government. So those are the guiding principles under the Missouri Supreme Court Rule for municipal divisions.

Mayor Crow stated he would like to interject several discussion points for his colleagues to think about moving forward.

In the face of nationwide protests focused on equality, wouldn't it make sense for U City to implement these guiding principles Mr. Mulligan just spoke about?

Secondly, when you find yourself in a community whose population is stagnant, and you're in the midst of a pandemic that seems to be changing the environments in which we work, perhaps, we all need to pause and ask ourselves whether the prudent thing to do is have more buildings or fewer buildings and whether we want to become a developer or a landlord?

Councilmember Clay stated although he does not doubt the language in the document or the scope of this study being as staff has asserted, however, from a practical standpoint, it seems like we may not have been asking the right questions. If the question is whether the Police can fit into the Annex, of course, the answer would be yes. But maybe the question should have been what are their needs and how do we configure a space that will accommodate those needs?

The other thing the City Manager alluded to is the Police being at this location for fifteen or twenty years. But he thinks it should probably more like forty or fifty years. Renovating the Annex is going to be a multi-million-dollar endeavor, and he simply can't envision a Council that would revisit anything significantly related to this facility once that kind of decision has been made.

Councilmember Hales asked where the Court's support staff was currently located?

Mr. Rose stated they are located in the temporary facility that houses the Police.

Councilmember Hales stated he recollects that the first study talked about the feasibility of the Annex; the possibility of relocating the Police into the Annex and the estimated cost of renovations versus a new facility. So, his expectations were more or less aligned with the information contained in Council's packet, which was what is the best use of the space that currently exists. And when he saw the shared space in the lobby; which is something he never considered, he found it to be rather interesting.

Councilmember Hales stated when the Police were originally housed in the Annex there was a large amount of the building, they were unable to use. But a wholesale renovation offers them a complete redesign of the entire building. So, while we may be talking about the same building, we're definitely not talking about the same amount of space. And he would also agree with Councilmember Clay's timeframe; this is a forty or fifty-year project.

Councilmember Smotherson stated he thought the whole point of this study was to illustrate what all of the possibilities are; which would have included the unutilized space mentioned by Councilmember McMahon. So, while it could be a mistake on his part, his expectation was that this study would demonstrate multiple options for the location of a police facility.

Councilmember McMahon stated based on the study it looks like the Police will be going from an 18,000 square foot temporary facility to a 34,000 square foot facility. So, the only questions he needs answered are these:

- Is the space being proposed in this study based on input from the Police and what they believe will work?
- Do the Police believe this space, consisting of 34,000 square feet, will allow them to meet today's policing standards and expand into the future?

Because if the answer to both of these questions is yes, then we are not just trying to jam them back into the Annex, we are using this shell to provide them with a state-of-the-art modern facility.

Mr. Rose stated Mr. Alpaslan, Trivers and HOK, all worked with the Chief and his staff to determine what they believed an ideal facility should include, and that's exactly what tonight's study depicts. In fact, after those determinations were revealed to him, he conducted a follow-up meeting with Chief Hampton to discern whether the amount of space being requested actually represented a need versus a want. And as a result, his recommendation to Council is that the space the Chief has requested is needed for their current and future operations. Mr. Rose stated this process started with a blank slate and not from any perceived notations from Trivers or members of his staff.

Chief Hampton acknowledged that his office had input in this process and assisted in the decisions on what it would take to facilitate 21st Century policing techniques. Storage space, evidence control rooms, decontamination bays, showers, and locker rooms, were amenities they never had at the Annex. So, while they are making do in the temporary facility, he believes the Space Needs Study has addressed an abundance of their needs.

4. ADJOURNMENT

Mayor Crow expressed his appreciation to everyone that participated or joined in to watch tonight's session. He then adjourned the Council's Study Session at 6:25 p.m.

LaRette Reese
City Clerk

