

STUDY SESSION
Fence Options for Annex /Trinity Renovations
CITY HALL, Fifth Floor
6801 Delmar Blvd.
University City, Missouri 63130
Monday, July 11, 2022
5:30 p.m.

AGENDA

1. MEETING CALLED TO ORDER

At the Study Session of the City Council of University City held on Monday, July 11, 2022, in the absence of Mayor Terry Crow, Mayor Pro Tem Bwayne Smotherson called the meeting to order at 5:30 p.m.

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

Councilmember Stacy Clay
Councilmember Aleta Klein
Councilmember Steven McMahon
Councilmember Jeffrey Hales
Councilmember Tim Cusick; (excused)

Also in attendance were City Manager, Gregory Rose; City Attorney, John F. Mulligan, Jr.; Police Chief, Larry Hampton; Senior Project Manager, Amanda Truemper of Trivers, and Landscape Designer, Derek Don, of DG2 Design Landscape Architecture.

2. CHANGES TO THE REGULAR AGENDA

(No requested changes)

3. FENCE OPTIONS - ANNEX AND TRINITY BUILDING RENOVATIONS

Mr. Rose stated staff is asking that Council receive a presentation on the fencing options for the Annex and Trinity Building. He stated although he has authorized Trivers to move forward with preparing bidding documents for the renovations, the fence will not be included until staff has received direction from Council. This project will also be sent back to the Historic Preservation Commission for their consideration since the fence was added after their initial review.

Mr. Rose then introduced Ms. Truemper, the Senior Project Manager for Trivers, Derek Don of DG2 Design Landscape Architects, and Chief Hampton, who will kick this presentation off.

Ms. Truemper informed Mr. Rose that while it may not have been in the graphic manner displayed to Council, the fence was depicted on the site plan at the time it was presented to the Historic Preservation Commission. Nonetheless, they plan to revisit this with them again, sometime later this month.

Chief Hampton stated he would be providing an update on CPTED's suggested site for law enforcement.

Key Issues with Soft Targets for L. E. when Dealing with Criminals

- ▶ In 2019, 2,231 inmates escaped from state or federal prisons in the United States. This is a decrease from the previous year when 2,351 prisoners escaped from facilities across the United States. (Oct 27, 2021.)
 - ✓ There is no tracking of these incidents for Municipal departments or holding cells.
- ▶ Unlike in the movies, security experts say inmates tend to wait until they are outside of prison walls to make a run for it. Kevin Tamez, an inmate advocacy consultant, says that any time an

inmate leaves a correctional facility there is a heightened risk of escape. "There are ways of minimizing it, but there's never a way to prevent it," he says.

- ✓ U City conducts transports from their facility to courts, St. Louis County, hospitals, or other jurisdictions.
- ▶ The Muskogee Oklahoma Police Department announced that it had implemented a new level of security for its officers, by building a fence in their back parking lot to provide the added security they were seeking.
- ▶ This safety measure came after the department experienced a deadly ambush in December of 2019. Fayetteville Officer Stephen Carr was ambushed and executed sitting inside his patrol car.

✚ *Law enforcement personnel are ambushed more frequently than imagined.*



Sergeant Michael R. King
University City Police Department, Missouri
End of Watch: Friday, October 31, 2008

ADD TO MY HEROES

MICHAEL R. KING
Sergeant Michael King was shot and killed from ambush as he sat in his patrol car at the intersection of Leland Avenue and Delmar Boulevard. A known criminal approached his vehicle on foot and opened fire without warning, fatally wounding Sergeant King.

Age: 50
Tour: 25 years
Badge: 17

INCIDENT DETAILS

The suspect fled the scene but was arrested five days later following a

✚ *UCPD has had officers attacked for simply wearing a uniform. Therefore, officers must always remain on high alert.*

10 Most Dangerous Cities in the U.S.

Below is a recent (Feb. 2022) ranking amongst cities with 100,000 population or more: *Forbes.com*

10 Most Dangerous Cities in the US (# 1 is the highest chances of crime) 297 cities whose population is 100,000 or more

1. St. Louis, Missouri
2. Jackson, Mississippi
3. Detroit, Michigan
4. New Orleans, Louisiana
5. Baltimore, Maryland
6. Memphis, Tennessee
7. Cleveland, Ohio
8. Baton Rouge, Louisiana
9. Kansas City, Missouri
10. Shreveport, Louisiana

My concern is always safety.

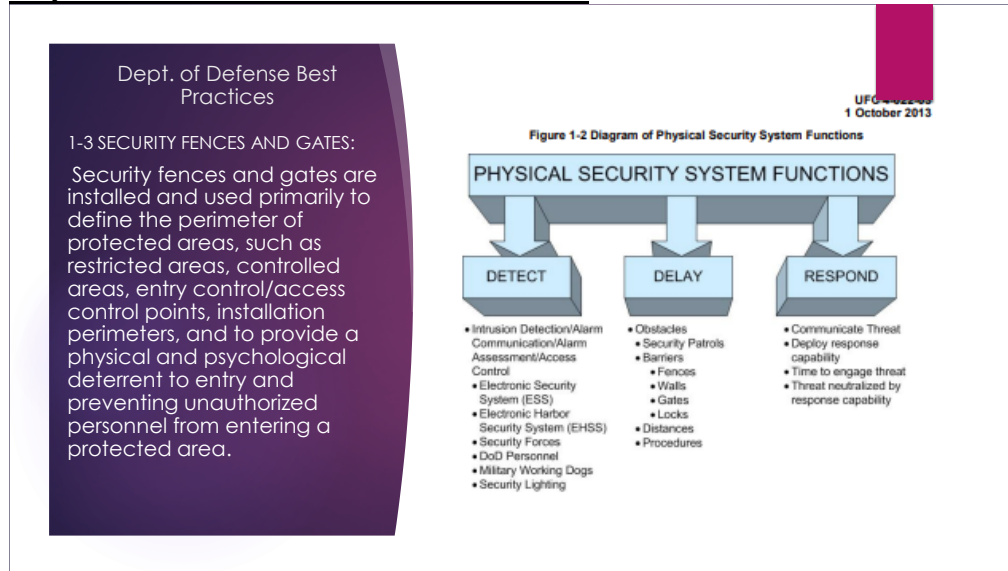
Fox News examined crime data from Baltimore, Chicago, Los Angeles, New York City, Philadelphia, Seattle, and Washington, D.C., and found violent crimes have increased anywhere from 5% to 40% compared to the same timeframe in 2021. Violent crimes are typically defined as rape, sexual assault, robbery, assault, and murder.

- ✚ U City will soon have two prominent business districts, so as these trends continue to grow there is a greater need for state-of-the-art infrastructure.

The Ballwin PD will be utilizing a wrought iron type fence around the perimeter of their new facility.

The entire Belleville Police facility is surrounded by a 6ft black wrought iron fence on three sides and a 6ft black chain link fence on the back for police vehicles. This facility houses all of its law enforcement functions except for the courts. There is one entrance for the public and three entrances for officers.

Department of Defense Best Practices



Security fences and gates are installed and used primarily to define the perimeter of protected areas, such as restricted areas, controlled areas, entry control/access control points, and installation perimeters, and to provide a physical and psychological deterrent to entry and to prevent unauthorized personnel from entering a protected area.

CPTED - Crime Prevention Through Environmental Design

CPTED focuses on the physical design of neighborhoods; fencing, lighting, and plantings, to identify areas or elements that may have the potential to attract crime. It also focuses on areas of Natural Surveillance, Natural Access Control, and Territoriality/Defensible Space.

CPTED promotes and prioritizes increased visibility in and around a property to deter burglars and thieves who frequently target areas and residences with low visibility. This can be counteracted in the following ways:

- ▶ **Lighting** - street lights should be well spaced and in working order. Alleys and parking areas should also be lit. Lighting should reflect the intended hours of operation, i.e., lighting of ball fields or structures in local parks may encourage after-hour criminal activities. Motion-sensing lights perform the double duty of providing light when needed and letting trespassers know that "they have been seen."
- ▶ **Landscaping** - generally uniformly shaped sites are safer than irregularly shaped sites because there are fewer hiding places. Plants should follow the 3-8 rule of thumb; hedges no higher than 3 feet, and tree canopies starting no lower than 8 feet. This is especially important around entryways and windows.

- ▶ **Fencing** - fences should allow people to see in even when they are built for privacy. They should be of a design that is not too tall and has some visibility.
 - ✓ The UCPD experienced an attempted escape last weekend when a prisoner was able to remove his handcuffs.
 - ✓ Fences act as a deterrent by limiting a prisoner's ability to escape.
- ▶ **Windows** - windows that look out onto streets and alleys are good natural surveillance; especially bay windows. These should not be blocked. Retirees, stay-at-home parents, and people working from home offices can provide good surveillance for the neighborhood during the day.

Natural Access Control

Access Control refers to homes, businesses, parks, and other public areas having distinct and legitimate points for entry and exits. However, this should also be balanced to avoid "user entrapment," or not allow for an easy escape or police response to an area.

Generally, perpetrators will avoid areas that only allow them one way to enter and exit, have high visibility, and/or have a high volume of user traffic.

- Park designs with open, uninhibited access and a defined entry point. A good example is a park with transparent fencing around the perimeter and a large opening in the gate for entry. Putting vendors or shared public facilities near this entrance creates more traffic and more surveillance.
- River rocks used in landscaping can be thrown at buildings or individuals.
- Climbable trees near a secured fence line enable an intruder to gain access to secured areas.
- Signs identifying reserved parking spaces can reveal the identities of personnel in the building to the public.

On February 7, Charles Lee Thornton wrote a note that promised, "*The truth will win out in the end.*" Then he drove to the Kirkwood City Hall with a gun. Outside, he shot and killed Kirkwood Police Sgt. Bill Biggs and took his gun. Inside the Council chamber, in exactly 1 minute and 13 seconds, he killed five City officials and critically wounded the mayor.

Ms. Truemper stated she, Derek Don, and Chief Hampton, have looked at additional options for the fence material, as well as the geographic area for the fencing.

Mr. Don then provided a recap of the previous plans:

- An 8-foot anti-climb fence
- Secured parking, vehicular gates with card readers, card reader access for pedestrian access, all within the 8-foot fence
- A black ornamental fence for the 63 public parking spaces
- Five temporary parking spaces at the connector entry; two of which are ADA
- Seventy-six public spaces on the north lot next to the Trinity entrance; four of which are ADA

Proposed Fence Designs

- ▶ The Ballwin project uses an 8-foot Ameristar Fence, which is a deterrent, although it is not marketed as an anti-climb. The vertical metal pickets are complimentary to the existing black ornamental fence around this campus and the Lewis Center. This option maintains the existing perimeter, maximizes parking, and allows for vehicular and pedestrian gates.
- ▶ Pedestrian connections through the site so that it does not appear like a secure area that will accommodate neighbors who expressed a desire to maintain their pedestrian access. Along with the existing sidewalk, another sidewalk would be added on the north side of the Trinity Building to allow for a connection to Mike King Drive. There could also be a 4-foot fence and gate, with a code that could be provided to residents living in this area.
 - ✓ Chief Hampton was willing to add this option as long as the secure zone remained as it was previously designed.

- ▶ Moving the fence line in closer along Trinity and Princeton Avenues to allow the existing parking lot to remain as it is; 12 spaces and no fencing.
This would put the secure zone in line with the edge of the parking lot on the west side; result in 25 parking spaces in the secure zone; 12 parking spaces for police or city staff in the unsecured zone and allow the parking on Mike King Drive to remain as it is.
 - ✓ From a security and operational perspective, Chief Hampton noted that the sally port needed to be within the secure zone. And adjusting the fence line boundary on Mike King Drive would reduce the turning radius of the concrete pad for police vehicles and ambulances.
 - ✓ There is also a need for a specifically designated area on Kingston and Mike King Drive for staff and police parking that is not accessible to the public.

Mr. Don stated if you put the proposed site plan into context with the south end of The Loop, it is an approximate 550-foot walk from the entry of the connector to City Hall; a 465-foot walk from Trinity to City Hall, and a 725-foot walk from Leland to Kingsland; although, public parking will still be available at the entrance to the connector.

Ms. Truemper stated she would like to share some background on the historic questions that have come up related to the project.

Q. Are you familiar with the Master Plan from 1985?

Trivers has reviewed it and fully believes that everything they are doing on the site is in full compliance. Amy Gilbertson, the lead Historic Architect on the project provided the following summary of the ways in which she believes the site is being addressed.

"The Master Plan recommends using the Secretary of Interior's standards for rehabilitation of individual projects undertaken within the Historic District. Trivers has completed over one hundred historic projects, understands this to be the best practice standard, and is intimately familiar with these guidelines and how to properly apply them to historic structures. Trivers has presented knowledge sessions about these standards at state, national, and international conferences, and can confidentially state that thus far this design for the Annex and Trinity Buildings, as well as the site development, complies with the Secretary of Interior's standards for rehabilitation.

Within the Master Plan, there are suggestions for site and circulation development within the District; however, on page 10 of that Plan, it acknowledges that projects have been developed from a planning perspective only with minimum design investigation. It is the planner's expectation that not all of the projects will be achieved as described."

The current design does deviate from the site plans developed in 1985. The current proposed plan must support the programs that will be held within these buildings, as well as address community wishes for better accessibility and additional public parking. It is notable that this community's desire existed in 1985 and was confirmed as still being an issue in 2019 through public engagement surveys. Public parking will be greatly improved through the current project, and although the circulation paths are different than those proposed in the 1985 Master Plan, the proposed site development does still comply with the standards for rehabilitation.

Historic light fixtures are planned for the public right-of-way to continue with the already existing design methodology that surrounds City Hall. However, because the standards for rehabilitation specifically discourage creating a false sense of history with new design interventions, new site fixtures have been selected to be other time; 2022, while remaining compatible with and not detracting from the historic character-defining features of the building."

Mr. Don stated he had failed to mention that for whatever option is selected, the landscape plan will supplement some of the existing trees with evergreens and landscaping adjacent to the fence as much as possible. The generator will be at the parking lot elevation, and the retaining wall plus additional landscaping will be used as screening.

Mr. Rose stated he had received some questions from Council that he would ask the team to address.

Q. Will the current employee parking along Mike King Drive be converted to additional public parking?

A. (Mr. Don): *The scope did not include the parking on Mike King Drive which is currently designated for City staff only. A preliminary investigation revealed that the curb on Mike King Drive would be a little restrictive, so there would have to be some variances made if it were to be converted to public parking.*

Q. What is the number of ADA parking spaces allocated for the temporary parking located next to the connector?

A. (Mr. Don): *There are five spaces in total, with two being ADA.*

Q. What are the standards for ADA parking spaces located next to an entrance?

A. (Mr. Don): *ADA parking has to be less than 2% in all directions, so the guidelines state that you should try to get them as close to the public entry as possible. However, the reason why this parking is up against the building side of the drop-off is that there are significant grade changes from the southwest to the northeast. And they also worked to make both the stairs and the ramp accessible for everyone.*

Q. Are the recommendations being made for the fence based on best practices, and if so, is that information available?

A. (Mr. Don): *The best practices were derived from conversations with the Chief, which is also what he shared with Council today.*

Q. Would an 8 or 6-foot wrought iron fence be less of a deterrent than an anti-climb fence?

A. (Chief Hampton): *Although there are no measurable components for deterrence, the likelihood of climbing a 6-foot fence is greater than climbing an 8-foot fence.*

Q. How many secured parking spaces are needed for police or personal vehicles on a daily basis?

A. (Chief Hampton): *There are over 100 plus employees and based on the anticipated growth of the City there will be a need for more. However, on a daily basis, six to ten electric vehicles will be absorbing these spaces, along with the personal and fleet vehicles for the department's four, eight, and twelve-hour shift rotations. Although the understanding has always been that every employee would not be able to park their vehicle within that secured zone.*

Q. What is the number of City Hall employees that actually use the parking lot in the evenings?

A. (Mr. Rose): *With the exception of meetings, janitorial staff, dispatchers, and public safety, it is a pretty small number of employees that use the parking lot in the evenings consistently.*

Chief Hampton stated the current number of fleet vehicles that will be utilizing the secured zone throughout the day and night is 30-plus.

Q. Can additional parking be achieved by removing the sally port from the secured zone and adding 45-degree angles facing southeast along Mike King Drive, with one-way access near the sally port, and a one-way exit on the south in front of the connector building entrance?

A. (Mr. Don): *From the very beginning of this project the Police Department's perspective was that the sally port should be designed to fit within the secured zone and that the staff and police vehicular circulation points were separated away from the public. But again, there are significant grade changes throughout this area. So, when that same question was asked previously, they talked to their civil engineer who stated that once you start punching parking in different directions your grade then becomes 8 to 10% rather than the preferred 5 to 6%. And anytime you go over 6% car doors tend to swing open, which is not considered to be a best practice. It would also impact the turning radius for the concrete apron in front of the sally port where the ambulance and transport van would be unable to get in or out of that area. So, that location is pretty important to the functionality of the sally port.*

Councilmember Clay posed the following questions to Mr. Don:

Q. Do you know the walking distance from the front of the public parking lot to either the front or back doors of City Hall?

A. I did not make any calculations for spaces located closer to the doors, but it would probably be in the 300 to 350-foot range.

Q. Will the public still be able to park on the side of the building next to the Scientology building?

A. Yes. If the fence line is moved in, those twelve spaces could potentially be open during the evening hours.

Councilmember Clay stated on a day like today with 100-degree temperatures, it might be challenging for some of our citizens to walk a long distance. Mr. Don stated while that is a fair assessment, the bright side is that once they are in the building they should be able to transact all of their business at the one-stop shop. He stated the key to this design was to be mindful of those arriving at City Hall by all means of transportation; car, bus, or bicycle.

Councilmember Klein stated in trying to consider ways to balance the feeling of openness to the community and the need for security, she liked the alternative perimeter idea where the section of parking closest to Trinity is not fenced in. She then posed the following questions to Mr. Don:

Q. In this alternative, is it correct that there will not be any fencing along Mike King Drive?

A. The fence encloses the sally port and then comes down Mike King Drive so that parking would be considered unsecured. However, there will be an existing black ornamental fence that will run along the north side of the taller PVC plastic fence.

Q. I think the gate that would give access to residents is a visual deterrent to the public coming into Civic Plaza. So, since this is an unsecured area is it even necessary to have a locked gate?

A. From an operational standpoint, I would prefer to have the Chief address that issue, although they are open to suggestions.

Councilmember Klein noted that anyone coming from The Loop would not have access to the neighborhood without a code, so they would have to go all the way around to get in.

Chief Hampton stated the rationale behind the gate is to provide safety for the residents living within that neighborhood. Just last night, 46 vehicles were vandalized in the hospital parking lot, and employees have been impacted when their vehicles were vandalized or stolen while they were at work. So, the deterrence is not for residents walking to and from this area, it's to combat these current trends by limiting access to anyone with criminal intent. As it stands, that parking lot is something his department will have to try to secure with technology since it cannot be surveilled 24/7.

Councilmember Klein stated in her opinion if someone was intent on getting into that neighborhood they would find a way to do it. So, she thinks it would be better to leave it open so that people have free access. Chief Hampton stated the intent is not to limit residents from accessing their neighborhood; his focus is on a criminal's ability to access these public parking lots.

Councilmember Klein stated that's a little confusing because it seems like they could easily access the parking lot from Mike King Drive. Chief Hampton stated they could, but he's looking at it from the aspect of the need to employ more technology and visible police patrols to act as a deterrent.

Councilmember Hales stated he thinks that aesthetically these options are a vast improvement. And while he would agree with Councilmember Klein's opinion about utilizing the alternative perimeter idea where the section of parking closest to Trinity is not fenced in, he would disagree with her opinion about the gate. He stated he thinks it's a good idea, and that the residents who live in the Heights would probably prefer to have that limited access into their neighborhood. Councilmember Hales stated even though the fence has been one of the most challenging elements of this project, he feels a lot better about how all of the puzzle pieces are fitting together. In fact, the time spent talking about this fence is a testament to what a great process this has been. So, at this point, the only thing that

has not been talked about is how many people will end up parking in the Library's parking lot since it's a lot closer than the north lot.

Councilmember McMahon stated he agrees that moving the fence inward is a good compromise for the neighborhood and that if people are looking for a shorter route they will probably try to park on Trinity. But the bottom line is that you can never be absolutely certain how people are going to react when you make these types of major changes, so, some things will probably have to be tweaked after they're built, in spite of the fact that they were laid out with all of the best intentions. He stated all of the looking forward that Council and this administration try to do to come up with the best compromises is excellent, and with what has been presented tonight, I certainly think we are starting to get there.

Mayor Pro Tem Smotherson posed the following questions to Mr. Don:

Q. Will there be a fence on the south side of the sally port?

A. Yes sir.

Q. Will there be any landscaping in front of that fence?

A. There will be landscaping on Mike King Drive where there is a 4-foot landscape zone between the curb and the sidewalk, the 3 to 4 feet area on the inside of the fence, and a 5-foot-wide landscape zone that connects to the Annex Building. So basically, there will be some type of vertical landscape screening on every edge of the fence.

Q. Do you know the distance from the public sidewalk located along that fence, to the Sally Port?

A. I believe it is within the 6 to 8-foot range. There is some wiggle-room with the fence type if you go with the alternate because it has smaller footings. So, their goal will be to get as much separation as they can between the fence and the public sidewalk.

Mayor Pro Tem Smotherson posed his remaining questions to Chief Hampton:

Q. I spent the weekend visiting the Chesterfield, Creve Coeur, Clayton, Belleville, Olivette, St. Louis City, and Ballwin Police Stations, and in every case, their sally port and secured parking was nowhere near their public parking. So, what is your comfort level with our sally port being so close to the public?

A. I'm very comfortable because the access for this sally port is only for our mobile transport teams to come in and out with prisoners, which is monitored and only takes a very short period of time. Prisoners that need to go to court are escorted out of a different exit located between Trinity and the Annex.

Q. But in this case, we are trying to put a police station in a public plaza. So, are you really comfortable with the idea that your police station will be different than the standards set by all of these other municipalities?

A. For the last five years we've had to be different. Within the temporary facility, they only had one accessible sally port for transporting prisoners. And in the old Annex, there was no sally port at all, so his officers had to bring prisoners through the same entrance as citizens. Therefore, in his professional opinion, he believes this facility exemplifies the type of state-of-the-art police station that will meet all of their needs.

4. ADJOURNMENT

Mayor Pro Tem Smotherson thanked everyone for their participation and adjourned the Study Session at 6:27 p.m.

LaRette Reese,
City Clerk