

**BOUNDARY COMMISSION
ST. LOUIS COUNTY, MISSOURI**

**MINUTES OF MAP PLAN PUBLIC HEARING
ST. LOUIS COUNTY, CITY OF BELLEFONTAINE NEIGHBORS, CITY OF BLACK
JACK, CITY OF FLORISSANT & VILLAGE OF RIVERVIEW
November 28, 2000**

COMMISSION ATTENDANCE:

Commissioners	Present (P)/Absent (A)
MATT ARMSTRONG	P
TED ARMSTRONG	P
JANE ARNOLD	A
BOB FORD	P
AGNES GARINO	P
TOM HAYEK	P
DEE JOYNER	P
GREG KLOEPPPEL	A
ILENE ORDOWER	P
JOHNNIE SPEARS	P
DON WOJTKOWSKI	P

OTHERS PRESENT:

Daniel Krasnoff - Executive Director
David Hamilton - Legal Counsel

CALL TO ORDER

Mr. Wojtkowski called to order the meeting of the Boundary Commission at 7:00 p.m. on November 28, 2000. The meeting took place at the Florissant Valley Community College, Ferguson, Missouri. The purpose of the meeting was to conduct a public hearing on the map plan submissions of St. Louis County, the City of Bellefontaine Neighbors, the City of Black

Jack, the City of Florissant and the Village of Riverview.

1. Opening Remarks by Chairman

Mr. Wojtkowski began the hearing by instructing members of the public who wanted to address the Commission to fill out speaker cards and return them to Mr. Krasnoff. Mr. Wojtkowski said speaker cards would be accepted through the final presentation—St. Louis County. Individuals were given three minutes while those representing organizations were given five minutes for comments.

The Commission was established by House bill 1967, which was passed into law on June 27, 2000. Part of that law required municipalities interested in annexation in unincorporated St. Louis County submit map plans by July 1, 2000. Map plans designate areas in which municipalities plan may want to pursue annexation in the future. The law provides that the Commission hold hearings on the map plans after which the Commission may comment on the map plans or encourage negotiation of map plan boundaries between submitting entities. On April 15, 2001, municipalities could proceed with annexations within the map plan boundaries they previously submitted. If Plans of Intent were submitted then, the Commission would conduct a separate review of those plans and hold new public hearings about the proposal(s). The sole purpose of the Commission in reviewing such proposals is to decide whether the proposals should go on the ballot for the voters to consider. The purpose the hearing, therefore, was not to hear actual annexation proposals, but instead to hear descriptions of the map plans submitted to the Commission.

2. Presentation of St. Louis County

The Planning Director, Mr. Glenn Powers, presented St. Louis County's map plan. He began by referencing the map plan area of North County. He said the area contained 57.6 square miles with a population of approximately 92,300, according to the 1990 census--the largest unincorporated area of the County. There were many County offices and facilities in North County. Among those was the North County Police precinct office on Benham Road, six police substations and the highway department facility on Seven Hills Drive off West Florissant/New Halls Ferry Road. In St. Louis County was already the local service provider and wished to express their interest if the residents wanted to continue to serve the areas if the map plan. Under current state law residents had a tool by which St. Louis County could propose an area with more than 2,500 people remain unincorporated. If approved a five-year moratorium on annexation proposals would go into effect for a particular area. Mr. Powers said he wanted those attending to be aware of the tool. If residents of North County wanted to remain unincorporated, St. Louis County would help those residents.

The County's main criteria to include the area in the map plan was to be able to help residents if they wanted to remain unincorporated. Mr. Powers said St. Louis County provided local services for more than 300,000 residents in unincorporated St. Louis County, equivalent to the third largest city in Missouri.

Mr. Powers said it was unsure the order in what order it would with proposals in unincorporated North County. Their decision would be based on resident preferences and on the actions of the area's municipalities. He said certain citizen groups in North County had already come to County government to request remaining unincorporated. Mr. Powers noted that under the previous Boundary Commission the County submitted an Unincorporated Zone proposal in Lemay and in North County, along the New Halls Ferry "corridor," north of I-270. The County would support those previous efforts to get them on the ballot.

The County would base its timetable on what it heard from residents, both at the meeting that night and at future meetings they hoped to convene after the first of the year. The County would hold town hall meetings to solicit ideas from residents. Mr. Powers said that carrying out its map plan was important for the County if remaining unincorporated was what the residents of unincorporated St. Louis County wanted. He also noted the County was the provider of local government services to the unincorporated areas.

Mr. Powers said advantages the County offered to residents were professional, efficient, cost-effective services. They were financially sound, being one of only eighteen counties in the country with an AAA bond rating and had not increased taxes in well more than ten years. He highlighted the services provided by the County police, with more than 700 commissioned officers with 111 operating out of the North County precinct. The County also provided police services under contract to Black Jack. A precinct headquarters was on Route 67 with six neighborhood substations. The Public Works Department was professionally staffed with many employees having engineering and architectural degrees as well inspectors. The County offered a full range of neighborhood inspection and permitting services with a very high ISO insurance rating, based on code and enforcement programs. About two years before the hearing, the County added the comprehensive pro-active code enforcement program where five inspectors were assigned to North County often working with police to assist with acute problems. Mr. Powers also noted the sewer lateral repair program with more than \$320,000.00 on sewer lateral repairs in unincorporated North County.

Mr. Powers said the County Highway Department had 35 professional engineers with more than 200 employees who maintained and plowed more than 19 miles of arterial roads and more 285 miles of County Roads, operating out of the District 1 substation at Seven Hills Drive with a staff of 24. St. Louis County's five-year capital improvement program included sixteen projects in North County with a total value of \$30 million. The Parks department managed a large regional park system. In North County those parks included 12 parks with more than 1154 acres. The County Planning Department administered the zoning and subdivision ordinances. The department also had a staff of more than 20 planners with more than 20 people working in the Office of Community Development. The Planning Department engaged in long range planning in North County with substantial citizen input: The Old Jamestown Study, Castle Point Neighborhood Plan, and the Spanish Lake Community Area Study. They also assisted residents in filing the plan of intent for the Parker-Halls Ferry Zone that was before the previous Boundary Commission.

Residents had expressed support for remaining unincorporated by supporting the Parker-Halls Ferry Unincorporated Zone proposal. The County felt there was substantial interest in remaining unincorporated. It would continue to listen to ascertain residents' preferences.

Questions from the Boundary Commission

Mr. Matt Armstrong asked who controlled a County Park if annexed. Mr. Powers said the large parks remained in the County Park system under County control. Parks with fewer than ten acres were typically under municipal control. The County park system was largely made up of large parks. Commissioner Matt Armstrong asked who patrolled those parks. Mr. Powers said that would be the work of the County Parks Department.

Mr. Ted Armstrong asked about the history of the small area between Hazelwood and Florissant. Mr. Powers said that area was subject to annexation proposals from both cities. He said it was unclear if the Commission had ever rendered a decision. Commissioner Ted Armstrong asked what the long rectangular area to the south of the unincorporated area was. Mr. Powers said areas of Hazelwood and Florissant co-mingled. Mr. Powers said the lines "ran all over" and there were crossing lines. The area was in Hazelwood. At one time there was consideration to "flipping" the two areas in question.

Mr. Ted Armstrong asked about the portion of Hazelwood's map plan near the airport. He wanted to know if it was part of unincorporated St. Louis County or part of St. Louis City. Mr. Powers said the area was in unincorporated St. Louis County, as was all of Lambert Airport, although the land was owned by the City of St. Louis. Mr. Powers confirmed for Mr. Ted Armstrong that it was the Boeing facility that was north of the airport in Hazelwood's map plan. Mr. Ted Armstrong asked for more history on the two North County petitions for unincorporated zones brought before the previous Boundary Commission. Mr. Powers said there was only one such proposal in North County. He said it was filed two years before. Under previous Boundary Commission law unincorporated zones were allowed. The proposal was brought to the commission by a group of residents for an area along the New Halls Ferry "corridor" north of I-270 and south of Lindbergh Boulevard. Mr. Powers outlined the boundary of that proposal on the map for the Commission. Mr. Powers said the proposal was initiated by residents and the County assisted in developing and filing the plan of intent with the Boundary Commission.

Mr. Ted Armstrong asked what the County would do for the residents of the area to make it abundantly clear that they have the option through the County of submitting a proposal to have an area remain unincorporated. Mr. Powers said the County would hold a couple of town hall meetings to engage citizens and explain their options. The County was ready to assist residents in filing plans of intent to remain unincorporated. Mr. Ted Armstrong asked how citizens should demonstrate their sentiments to the County. Mr. Powers said they could write or e-mail the County express their preferences. As their local service provider, the County felt obligated to assist citizens in achieving the status they desired. Mr. Powers said city's often hired consultants or used employees create proposals. He said the creation of a plan of intent was not something

that was easy for lay people to do but that County government stood ready to assist residents who desired to remain in unincorporated St. Louis County.

Mr. Tom Hayek asked what services the County would no longer provide if an area were annexed. Mr. Powers said police services could be lost, some public works type services, although many municipalities contract with the County government to provide inspection services. The planning and zoning services would transfer as would road maintenance and snow plowing, except for work on arterial roads.

Mr. Hayek how the taxes paid would change as the result of annexation. Mr. Powers said there would still be County property tax. The County would lose sales tax revenue to the municipalities as would there be a loss of revenue from utility taxes--a concern for the County, particularly in relationship to commercial areas, such as Boeing. The loss of such revenue had a serious and detrimental effect on the County's ability to serve unincorporated areas.

Ms. Ordower asked if other municipalities aside from Black Jack contracted for police services. Mr. Powers said Black Jack was the only one that contracted for police services. Five North County municipalities contracted for communications services, dispatching, and eight contracted for computer-assisted report entry.

3. Presentation of Bellefontaine Neighbors

Mr. Wojtkowski began by saying Bellefontaine Neighbors did not send a representative. The Chairman proceeded to read to those assembled a letter from the Mayor of Bellefontaine Neighbors that was sent to the Chairman regarding the map plan. The letter said:

I regret that a community obligation prevents me from attending the public hearing you have scheduled on the annexation map filed by the City of Bellefontaine Neighbors. I would hope, however, that the Commission will accept this communication as our written submission to be considered at the public hearing in lieu of oral testimony.

The City of Bellefontaine Neighbors filed its map plan in the manner and at the time required by state law. Candidly, the map plan which was filed includes far more unincorporated territory than Bellefontaine Neighbors is reasonably likely to consider annexing within the near term. However, since state law virtually compelled the city to submit a plan or be shut out of the annexation process for a five-year period, the city felt it prudent to file a rather expansive map so it will have a place at the table and a voice when the future of territory which adjoins our community is under consideration.

Currently the city does not intend to file any specific annexation when filing opens for that purpose in April 2001. The Board of Aldermen has not yet begun a detailed assessment of what, if any, annexations would be in the city's best interests and advantageous to residents in adjoining territory. Until that assessment can be undertaken and completed the city will not file any annexation proposal.

Thank you for your consideration and cooperation in accepting these written comments.

Sincerely,
Marty Rudloff, Mayor

At that point Mr. Wojtkowski instructed Mr. Krasnoff to outline the boundary of the Bellefontaine map plan with his hand to allow those in attendance to see the map's boundaries. Mr. Krasnoff did so.

Mr. Wojtkowski thanked the Mayor for being straightforward with the Commission. Mr. Wojtkowski said the City was unsure how it might proceed in the future with annexation attempts but wanted to preserve its options.

4. Presentation of Black Jack

The Mayor, Mr. Norman McCourt, presented Black Jack's map plan. Mr. McCourt said the City was established in 1970 as a third-class city with a Mayor/Council form of government. He said the City's eight council members were from four wards with citizen committees, boards and commissions who made recommendations to the elected officials. Black Jack was a "B" class, "pool" City which meant that its revenue came from the County sales tax pool. According to the 1990 census, the population of Black Jack was 6,131. The most recent St. Louis County estimate of the population was approximately 7,100. Black Jack grew approximately 15% over the ten years. Total housing units were 2,076 in 1990. The City estimated the current total to be approximately 2,700. The City contained approximately 1,557 acres and twelve miles of roads.

Mr. McCourt said the Black Jack map plan was developed with the knowledge that the City was surrounded by unincorporated land. To the west of Black Jack were large cities, Florissant, and Hazelwood. Black Jack was centrally located with Spanish Lake to the east. Mr. McCourt said the map plan was developed to facilitate increases in the City's population to approximately 4,800. By increasing in size, the City would be able to sustain necessary municipal services.

Black Jack would phase its map plan due to the 15% rule. He also noted there was little unincorporated land to south of the City and a great deal of unincorporated land to the north. The City would work with residents in proposed annexation areas because more confrontational methods would not work. Mr. McCourt said some residents would want to stay in unincorporated St. Louis County and he respected their choice. Black Jack would work with residents who desired annexation, making a win/win arrangement with residents in proposed annexation areas as well as Black Jack's residents.

Mr. McCourt listed advantages annexation by Black Jack would bring. There would be local

access to government in general. That access would take the form of zoning and planning and the provision of local services, such as, street sweeping, the plowing of snow and recycling. He said Black Jack had a very low crime rate, being one of the first cities in the County to contract for police services. He said the quality of that service was quite high. Black Jack operated a local municipal court and engaged in vigorous BOCA code enforcement. Annexation by Black Jack would allow residents self-determination in growth decisions. He said government in Black Jack was efficient, with no debt. The City had a new City Hall that was completely paid for. Black Jack offered a comprehensive zoning code.

Mr. McCourt said there were discussions with a couple of subdivisions regarding annexation. Until the City had a chance to review the 2000 census figures, there would be no annexation proposals. Black Jack would not propose annexations if it could not provide the same quality of services to the annexation areas and maintain the current level of services to existing City residents. Black Jack had no property or utility taxes.

The City would meet with neighboring citizens and municipalities to find solutions that were advantageous for all parties involved. The City was growing in both population and housing starts. He said citizens were actively involved in the City's activities.

Questions from the Commission

Mr. Wojtkowski asked what the population of Black Jack's map plan submission was. Mr. McCourt said the map plan had approximately 48,000 residents. He reiterated that the City's goal was to grow to a population of 48,000, including the existing municipality. He also noted there were undeveloped areas within Black Jack's existing boundaries.

Mr. Wojtkowski asked if it was realistic for the City to grow by 700%. Mr. McCourt said the City needed a target to shoot for. He said to support necessary services the City would need to grow have 48,000 residents. The economy in St. Louis County was "flattening out" and revenues within the County were going to decline due to the spreading of development to the west and east of St. Louis County. Smaller cities had two choices, to expand or cease to be able to provide sufficient municipal services.

Mr. Wojtkowski asked the area Black Jack might seek to annex first. Mr. McCourt responded they would move to the southwest, around Seven Hills, or, to the northeast of the City. It depended on the population figures and the desires of the people.

Mr. Wojtkowski asked if Black Jack needed to engage in further analysis of potential proposals. Mr. McCourt said the City needed to do more research and engage the residents in potential annexation areas. Annexation efforts would fail if such discussion with residents did not take place.

Mr. Hayek asked how Black Jack handled the vigorous code enforcement Mr. McCourt had mentioned. Mr. McCourt said the City had recently increased its code enforcement staff to two people. They enforced the BOCA codes and conducted inspections when homes sold. Also,

there were ongoing inspections of all properties and those who did not maintain their homes or vehicles were cited. Residents could fix the problems or go to municipal court. That vigorous enforcement had a positive effect of property valuations in Black Jack.

Mr. Hayek asked if the inspections of homes when sold were interior or exterior inspections. Mr. McCourt said the inspections were both inside and outside of the homes.

Ms. Joyner said the map plan boundaries included most of the unincorporated land surrounding Black Jack. She wanted to know if the entire map plan area had a community of interest with Black Jack. Mr. McCourt said the City needed to include the maximum area it would potentially consider annexing in its map plan. The City also considered population figures when making the map plan. He knew some people in the north area and thought there was some interest but there were also some who were not interested. Overall, most of those who lived north of the City were happy with the services provided by St. Louis County. He said that might change over time.

Ms. Ordower asked Mr. McCourt to characterize the annexation support that he said had been expressed to Black Jack. Mr. McCourt said support from the map plan came from the Seven Hills subdivision, to the south, and the Lake James Manor subdivision, to the north.

Ms. Garino asked how Black Jack was able to fund services if it had no property taxes or utility taxes. Mr. McCourt responded the City had efficient government. He said the bulk of the City's revenue was from sales, bridge/road, and gasoline taxes. There were no additional taxes beyond those he had just mentioned.

Ms. Garino asked if there had been any discussions between the cities with which Black's map plan overlapped, Ferguson and Florissant. Mr. McCourt said there had been no such discussions although, he had briefly talked with the mayor of Ferguson. He thought all the cities would need to talk before they engaged in annexation proposals.

Ms. Garino asked the rationale for Black Jack's northern map plan boundary. Mr. McCourt said Pelican Island was not included because it had no residents, and it was maintained by the Army Corps of Engineers. Ms. Garino said Pelican Island was included in Bellefontaine Neighbors' proposal. Mr. McCourt said the island was a bird sanctuary they did not feel it should be added to the map plan.

Ms. Garino asked if Black Jack had proposed annexation within the map plan boundaries before. Mr. McCourt said the City had proposed an annexation five years before. The proposal would have succeeded if it had been done in a phased manner. Because the previous Boundary Commission required the proposal be considered in a single vote, the effort failed.

Mr. Wojtkowski asked what made up the boundaries of the City's previous Boundary Commission proposal. Mr. McCourt said they were I-270, Lindbergh Boulevard, Highway 367, and New Halls Ferry Road.

Mr. Spears asked if there had been any discussion with other cities regarding overlapping map

plan boundaries. Mr. McCourt said there would be such discussions but there had been none to that point. Mr. Spears said he thought such discussions would be useful.

Mr. Ted Armstrong asked if there were noteworthy aspects to the sales taxes received by Black Jack that made it possible to have no property or utility taxes. Mr. McCourt said Black Jack was a “B,” pool city, which meant it received pool taxes from the County “pool.” Mr. Ted Armstrong said the City was not generating the revenue itself but was collecting it from other parts of the County. Mr. McCourt said that was true.

Mr. Ford asked how annexations would impact Black Jack’s accumulation of sales tax revenue. Mr. McCourt said the allocation from the pool was based on some per capita calculation. Because the municipality would have more people, it would draw more revenue from the “pool.” The city received roughly \$100.00 per capita. Mr. Ford asked if the City would ever “outgrow” the pool. Mr. McCourt said it was impossible for a “pool” city to become a point-of-sale city, while point-of -sale cities could switch to be “pool” cities once.

Mr. Ford asked if Black Jack contracted any services beside police services from St. Louis County. Mr. McCourt said the City did not. If annexations occurred, the City would probably have to contract certain public works from the County. Mr. Ford asked what the size was of Black Jack’s Public Works Department. Mr. McCourt said eleven people in Public Works served 7,000 residents.

Mr. Matt Armstrong asked if the City would continue to contract with the County Police Department if annexations occurred. Mr. McCourt said the City would continue to contract those services.

4. Presentation of Florissant

The City Attorney, Mr. John Hessel, and the President of the City Council, Mr. John Moran, presented Florissant’s map plan. Mr. Moran began saying he also served as the Mayor Pro-tem of the City due to the death of the former Mayor, Mr. John Eagan. He thanked the Commission for the opportunity to listen to Florissant’s presentation and to thank the Commission for making the time to be involved in the civic process. Also, present were other City officials: Police Chief, Mr. Robert Lowry; Director of Public Works, Mr. Lou Jearls; Director of Community Development, Ms. Denise Mandel; Director of Economic Development, Mr. Greg Smith; Councilwomen, Ms. Geri Debo, Ms. Karen McKay and Ms. Nancy Lubiewski; and Councilman, Mr. Robert Garrett.

Mr. Hessel began saying the City’s representatives were there to answer questions to which he had no answer. Criteria for including areas in the map plan were, proximity, natural geographic boundaries, areas that were previously considered and areas associated with the City either through zip codes or historical relationships. The subdivisions on the map plan were not intended to create pockets or to signify an ordering of any future proposals to the Commission. The City Council had no phasing plan in mind when it approved the map. Implementation of any aspects of the map plan would require a phasing process. The City had no timetable for

proposals. The City would pursue annexation based on the desires of those in the map plan areas and the interests of the City. The only exception to this was the golf course owned by Florissant, Area Nine on the map.

He identified the areas on the map. The areas were identified to provide a convenient reference to sub area boundaries and as a basis for discussion the histories of the areas. Mr. Hessel delineated the boundary streets or landscape features for each area. In some cases, he provided further analysis of the areas.

Area One

This includes only the Crest Aire subdivision which was previously the subject of annexation proposals. The area was accessed from Florissant by the following streets: Keeven, Paul Flordawn, Layven, Howdershell and Albert. He said neighbors of that area could be in any one of two municipalities or unincorporated St. Louis County.

Area Two

The Pleasant Hollow area was a natural extension of the existing City boundaries.

Area Three

This was described as a “long range” potential proposal.

Area Four

This area was a natural extension of the Florissant border. The following streets: Leisure, Palm and Central Parkway were stated as extending between the City and the unincorporated area. Residents had expressed some interest in annexation.

Area Five

That area was a potential long-range extension of the boundaries, like Area Three.

Area Six

This area could have been part of Area Five, except, Patterson formed a natural boundary on the west.

Area Seven

This area was sometimes called Wedgewood. It had been the subject of previous discussion and annexation proposals.

Area Eight

This area was referred to as Wedgewood East. That area was the subject of annexation proposals before.

Area Nine

The Old Florissant/Paddock Estates area. The City wanted to have its golf course within its boundaries.

Area Ten

Three of the four sides of the area border the City. One side bordered the Civic Center.

Area Eleven

That area could have been combined with areas nine and ten. The split reflected different interest in annexation by residents of the respective subdivisions.

Area Twelve

Dunegant Park, in Florissant bordered the unincorporated area on the south. The area was split to reflect less interest in annexation than in surrounding areas.

Area Thirteen

That area was referred to as the Christian College area. Mr. Hessel said it was considered a pocket in the past. The City bordered the property on three sides. The fourth side was I-270, or Dunn Road.

Area Fourteen

There was some expressed interest in annexation from residents of that area.

Area Fifteen

This was called the Clock Tower Area. Mr. Hessel described it as more of a “long-range” area.

Area Sixteen

The area was called the Park Argon Area. It had a Florissant zip code. There had been some assimilation of interest, although it was a “long-range” area for consideration. It was included because it made a natural extension to Old Halls Ferry.

Area Seventeen

That area was called Barrington Downs. This was a long-range area, extending to Old Jamestown Road.

Mr. Hessel said there the City had many reasons for considering annexations. Mr. Hessel said North County was a dynamic area, experiencing many changes. He said Florissant was a long-established community. By adding area to the cohesive unit Florissant could help stabilize property values. The City was one of the safest in the country with a highly respected police department. The City had uniform, aggressive housing code enforcement. That provided support for residents who maintained their homes. By annexing, Florissant could help maintain property values. The City was active in planning and land use. He said goals were established for commercial development and should exist all over North County for the development of commercial areas. Planning was important for the undeveloped areas, particularly those along the Missouri River.

Florissant included the areas in its map plan because it was the best jurisdiction to serve all the areas. Florissant provided stable property values, parks, senior citizen services, police protection, sewer lateral repair services and an ability to have a voice in local government and access to local government officials.

He also said a residential property owner along Old Halls Ferry had approached the City regarding annexation.

Questions from the Commission

Mr. Matt Armstrong asked about an omission between areas Sixteen and Nine. He said the area in question had apartments or condominiums and commercial land uses. Mr. Hessel said the omission was an oversight. The area was a natural extension of the Old Halls Ferry boundary and it was not the City's intention to exclude it. He said the city had discussed the matter several times. Mr. Matt Armstrong said a pocket would be left if Florissant carried out its map plan but failed to annex the area in question. Mr. Matt Armstrong asked what was included in the commercial area north of Paddock Estates. Mr. Hessel said the commercial area contained, Saint Angelo Merici Church, some condominiums, a bank, a filling station, and a couple of nurseries.

Mr. Matt Armstrong asked Mr. Krasnoff if Area Thirteen was on the map submitted to the Boundary Commission. Mr. Krasnoff said it should have been reflected on the map provided to the Commission members. Mr. Hessel said it was shown on his copy of the map submitted to the Boundary Commission.

Mr. Ford asked if all services were handled by the City. Mr. Hessel said that was true except commercial permits dealing with electrical, mechanical, and plumbing which were contracted to St. Louis County.

Mr. Ford asked how taxes would change for those in the map plan area if annexed by Florissant. Mr. Hessel said Florissant had no property tax although the City did have a 3% utility tax. Beyond that he was unaware of any other differences.

Mr. Ted Armstrong noted Mr. Hessel had said an advantage of annexation by Florissant was that it could stabilize property values. Mr. Ted Armstrong asked if that meant the County was not enforcing building codes in the area. Mr. Hessel said he was not being critical of St. Louis County. He said Florissant and the County had differing views of businesses such as "pay day loan" operations and pawn shops. Also, Florissant was aggressive in housing code enforcement. If one resident were taking good care of their home while that person's neighbor should have been required to do the same. One poorly maintained home could reduce property values for all the surrounding homes.

Mr. Hayek asked for the population of Florissant. Mr. Hessel said approximately 54,000 people lived in Florissant. Mr. Hayek asked how many police officers the City employed. Mr. Hessel deferred to Police Chief Robert Lowery. Mr. Lowery said the Florissant Police Department had 81 commissioned officers with a staff of 125. Mr. Hayek asked if municipalities that retained their own police departments had access to the County's tactical unit or helicopter. Mr. Lowery said the Board of Governors for Law Enforcement had developed agreements providing all municipal police departments with access to the helicopter and tactical unit.

Ms. Joyner asked why the land between areas three and seventeen were left out. Mr. Hessel said no logical roads existed to provide services to the area. The City had difficulty deciding where to draw the northern boundary. He said they did not want to be accused of including too large an area in the map plan. Ms. Joyner asked why the area east of areas twelve and fifteen were excluded from the map plan. Mr. Hessel said Florissant did not know a good border once New Halls Ferry Road was crossed.

Ms. Ordower asked for the population of the map plan. Mr. Hessel said approximately 33,000 people lived in the map plan area. Approximately 9,000 of those people lived in areas fifteen and sixteen.

Ms. Ordower asked where Florissant had annexed land within the previous ten years. Mr. Hessel went to the map and described where annexations had taken place.

Ms. Garino asked about the relationship of the southern map plan boundary to I-270 and Ferguson city limits. Mr. Hessel said the southern boundary extended to Ferguson's border. He said he was unsure if Florissant could annex part of I-270. He said that was a concern relating to the Christian College area.

Ms. Garino said the Florissant map plan contained most of the proposed, Parker Halls Ferry Unincorporated Zone, but not all of it. Mr. Hessel said he was unfamiliar with the Parker-Halls Ferry proposal. He said Florissant did not include the area east of New Halls Ferry Road because that extended too far to the east. Ms. Garino asked if it were a conscious decision not to follow the boundary of the Parker Halls Ferry Unincorporated Zone Proposal to the east of New Halls ferry Road. Mr. Hessel said it was not a conscious decision.

Ms. Garino asked if any discussion had taken place between Hazelwood and Florissant regarding future Crest Aire proposals. Mr. Hessel said no such discussion had occurred.

Ms. Garino asked to what side of the major roads were the map plan boundaries extended. Mr. Hessel advised the City to include each road completely. He said law enforcement was complicated when roads were split between two jurisdictions.

Mr. Wojtkowski asked if Florissant would negotiate with Hazelwood regarding Crest Aire. Mr. Hessel said after Florissant's new mayor was elected discussion was possible.

Mr. Wojtkowski asked if Mr. Hessel had any idea how residents of Crest Aire felt about annexation. Mr. Hessel said his recollection was that residents were split into camps supporting annexation by one of the cities, or they favored remaining in unincorporated St. Louis County. He said Florissant had not polled the residents. Florissant would talk to Hazelwood and the Crest Aire residents about the matter. He said, however, Florissant had better access to Crest Aire than did Hazelwood.

Mr. Wojtkowski said under the previous Commission, Crest Aire was a pocket and therefore a

blended vote was called for. Under the current rules, he assumed, it would still be considered a pocket. Therefore, he suggested Hazelwood and Florissant should attempt to come to a mutual agreement regarding annexation proposals involving Crest Aire. Mr. Wojtkowski said he would say the same thing to Hazelwood the following evening.

Mr. Wojtkowski said previous attempts to annex the golf course had been stymied by the 15% contiguity rule. He asked how Florissant would proceed with the golf course annexation. Mr. Hessel said the City did not have a strategy. He acknowledged that the area was contiguous with 14.8% of Florissant under the previous Commission. Therefore, they could not pursue annexation without including residents, some of whom did support the annexation. Mr. Hessel said about that time the Unincorporated Zone proposal was brought to the Commission, ending discussion with the nearby residents about annexation. The City would go back to the residents around the golf course to develop a consensus. If successful, the City would return to the Commission with an annexation proposal.

5. *Presentation of Riverview*

Two trustees, Mr. John Boehmer and Mr. Howard Pierce, presented Riverview's map plan. Mr. Boehmer said the Village was primarily interested in the annexation of Glasgow Village, which was north of Riverview to I-270. He said Riverview was a village with 3,300 residents and a total area of .80 of a square mile. West of Glasgow Village was Bellefontaine Neighbors with the City of St. Louis to the east. North of Glasgow Village, across I-270 was Spanish Lake.

Mr. Pierce said just like Bellefontaine Neighbors, it looked as though the map plan included the whole of Missouri. The Village did not plan to annex Glasgow Village. The map plan included Glasgow Village and the area to the north because it was a "wish" list.

Questions from the Commission

Mr. Wojtkowski asked if Riverview Boulevard was maintained by the City of St. Louis. Mr. Boehmer said it was. Mr. Wojtkowski said the west side of Riverview Boulevard was the border between Riverview and the City of St. Louis. Mr. Boehmer said that was correct.

Ms. Ordower how many residents lived in Riverview. Mr. Boehmer said the population was 3,300.

Mr. Hayek asked if Riverview had any discussion with Glasgow Village about annexation. Mr. Pierce said there had been no formal discussions, although informally there some residents had shown an interest in annexation.

Mr. Ford asked what the population of Glasgow was. Mr. Boehmer said it was approximately 5,000. Mr. Ford asked what services the Village provided. Mr. Pierce said Riverview had, Streets, Public Works, and Police departments. The Village only had thirteen miles of streets.

Mr. Ford asked how many members of the public wished to remain unincorporated.

Most hands in the audience were raised.

6. *Public Comment*

Oliver Fischer, 851 Laredo Ave.

He had lived in Spanish Lake for thirty years. He was a trustee for a 102-home subdivision. He did not know how the fire or police departments from St. Louis County could be better than they had been while he had lived in Spanish Lake. He said residents of 100 houses in his subdivision would sign petitions wanting to remain in unincorporated St. Louis County.

Roy Hooser, 1802 Croftdale Drive

He lived at 1802 Croftdale, in the Crest Aire subdivision. He had lived there nearly twenty years. Since he had lived in the area there had been two elections for annexation, both of which had failed. At the previous public hearing which included Hazelwood and Florissant, many spoke against annexation by Florissant and no residents spoke in favor of Florissant annexation. He said Mr. Hessel had been correct, that some residents had expressed support for annexation by Hazelwood, but not by Florissant. He said most people in the subdivision wanted to remain unincorporated. He asked if Crest Aire was an unincorporated pocket and would not have a separate vote from the annexing municipality. Mr. Wojtkowski said that was correct. He said the subdivision's only opportunity to remain unincorporated would be for the Commission to deny proposals.

Robert C. Bender

He had lived in the Spanish Lake area his whole life. He was active in affairs in the community since he got out of the Navy after World War II. Specifically, he was involved in the Spanish Lake Historical Society and the Spanish Lake Improvement Association. He said it was a desirable place to live and he wanted to keep it that way. It was a task to preserve the community, which was bounded by I-270 to the south, Rout 367 to the west, and the Mississippi and Missouri rivers to the east and north. He requested those who wanted to "carve up" Spanish Lake, some of whom had hidden agendas, reconsider their efforts to divide the area into three sections. He said they were satisfied with services in Spanish Lake.

Fred Carr, 2355 Wedgewood Drive West

He represented Residents Against Florissant Annexation, which was very active in 1995 and 1996. The organization had only one objective and was not affiliated with any board of trustees. The organization was active in areas seven and eight on the Florissant map. Residents Against Florissant Annexation was active in the area bounded by Florissant on the south and Coldwater Creek on the east, north and west. The area was subject to an annexation attempt in the middle 1960's that briefly succeeded. A court decision voided the annexation of the area. It had been unincorporated ever since. Members of the Residents Against Florissant Annexation wanted the area to remain unincorporated. He asked residents from Wedgewood to raise their hands for the Commission. Mr. Carr said that in 1977 Florissant attempted to annex the area. In

1997, 60% of registered voters voted on an annexation proposal. Of those voters, 23.4% favored annexation and 75.8% voted against annexation. Sentiment in the neighborhood remained the same although some had moved out of the area and some new people had moved in. He knew this because he spent much of his time dealing with issues in his neighborhood. They wanted to be an Established Unincorporated Area. In the *Post-Dispatch* the day before an article was written about the candidates for the mayor of Florissant. One candidate, State Representative, Dave Reynolds was interviewed. He said:

I recognized that we had to change the way we did business in City Hall. Now it is even more apparent we need to make changes. We, as elected officials, need to recognize the needs and desires of the community that elected us. We are watch dogs of their investment in the future. We have not been ordained to a class above the people that elected us. I want to establish a new era of cooperation and respect.

Mr. Carr said Mr. Reynolds hit the nail on the head. Residents had no respect for the City of Florissant. They had excellent police services and good service from building inspectors.

Gail Jones, 933 Strodtman

She lived in Spanish Lake, off Spanish Pond Road, and would sign any petition to remain unincorporated. St. Louis County had excellent services with fewer taxes and red tape. She moved to an unincorporated area remove that layer of government. She said the motive was to benefit the municipalities not the residents of unincorporated areas. Point-of-sale cities wanted to increase the number of businesses. Pool cities still wanted to increase their size to have a bigger portion of the sales tax pool. It would be better if all cities were in the pool.

Wesley Fordyce, 2701 Shackelford

He lived in Area Three on the Florissant map, near the Boeing Leadership Center, on the bluffs of the Missouri River. He, like everyone else, attended the meeting because of concerns about, property values, police protection, road maintenance, snow plowing and the size of his tax bill. He asked if all votes in a municipality and an unincorporated area would be counted in one election or would there be separate elections for unincorporated areas and the municipalities seeking annexation. Mr. Wojtkowski said a combined vote was required in an unincorporated pocket. Other than that, a majority vote in the unincorporated area and the municipality was required to approve an annexation. The area where Mr. Fordyce lived was not a pocket. Mr. Fordyce said he did not like extra layers of government and did not want to be annexed. He wondered why the Boundary Commission was so eager to get rid of unincorporated areas. Mr. Wojtkowski said that was not the Boundary Commission's job.

George Graham, 2400 Birchview

He lived in Section Ten of the Florissant map. The area included Paddock Meadows and Calivera. He said he was a minority, wanting to be annexed. He had lived in the area thirty-three years and felt that most people wanted to be annexed. He said North County was deteriorating, with pawn shops, check-cashing businesses, liquor stores, bars, adult bookstores,

and tattoo parlors. He said no one was watching the store. He wrote to Buzz Westfall and received no answers. Although he was happy with some of the County's services, the streets were deteriorating, commercial buildings remained empty, and grass was allowed to grow very high without being cut. Also, some single-family houses had multiple families living in them and some houses were not being maintained.

David Otto, 15 Club Grounds North

He was a 22-year resident of Paddock Estates subdivision. He said he was a trustee and currently was the President of the Board of Trustees for the subdivision. The subdivision bordered the golf course and part of it also bordered Florissant. He had been part of a group two years before that was separate from the Board of Trustees that was working for annexation by petition. They had obtained notarized signatures of more than 50% of the residents, working toward the required 75%. The effort was halted by the creation of the Unincorporated Zone proposal and subsequent legal challenges to the proposal. He said most residents did not want to be annexed but he was only speaking for people who signed petitions for annexation. They wanted a voice for those in favor of the annexation. He said the Unincorporated Zone proposal was too large and included too wide a range of homes and subdivisions, from Dunn Road to Lindbergh. They wanted to have their vote because so many did want to be annexed.

Mr. Ted Armstrong asked for some reasons Mr. Otto felt as he did. Mr. Otto said it came to police protection. That issue was less important because the County improved police services after Florissant proposed annexation, although service had fallen off again. He felt Florissant would provide better street maintenance, better snow removal and better housing inspection services.

Rick Sangi, 3082 Wintergreen Drive

He lived in the Wedgewood subdivision and represented no group. He was opposed to annexation. He said police services were good and many police officers lived in his subdivision. The streets were recently upgraded. It was an expensive upgrade of sidewalks and streets. He could think of no reason for why they wanted to be incorporated. Many of his neighbors felt the same way.

Ken Smith, 10 Jamestown Lane

He said he was president of the Old Jamestown Association and was speaking for that association. The organization was founded in 1942 as a not-for-profit organization by the State of Missouri. Members live in the Old Jamestown area, bounded by Coldwater Creek on the south, the Missouri River on the north, Highway 367 on the east and New Halls Ferry Road on the west. The organization's constitution said:

The purpose of the association is to promote the Old Jamestown area as a better place to live. To facilitate communication between residents and the government of St. Louis County and neighboring communities. To provide educational resources to residents and the government of St. Louis County. To advocate procedures

which are compatible with the environmental fertility and geological uniqueness of the area and to generally act in such ways and such manner that will make the area a better, healthier, more agreeable, and more beautiful place to live.

Although the language at the end was more stilted than language today that was the original draft of the constitution from 1942 and they wanted to make clear that continuity at the public hearing.

The association acted as a communication link between the County government and residents of the area and took an active role in the County's Old Jamestown Area Study. By forming the Association, residents had input into the area's development. The Association had a close working relationship with the County and that showed they could have an active role in the process. The success of the effort meant there was no need for a local government to achieve government with local control. The Association looked forward to St. Louis County continuing to provide services to the Old Jamestown area.

Dora Gianoulakis, 44 Clearview Park

She spoke on behalf of the Spanish Lake Community Association and was recently elected president of the organization. On November 14, 2001, the organization's board had voted unanimously in opposition to the map plans of Black Jack, Riverview and Bellefontaine Neighbors. Although the area was unincorporated, Spanish Lake had a vibrant history dating to the late 1800's. The area has had a community identity since that time. The area's population was more than 21,000 with more than 6,000 single family houses, according to the 1990 census. She said neither Black Jack nor Riverview mentioned Spanish Lake was to the east or north of their respective municipalities.

Beginning in 1997, the Spanish Lake community participated in a three-year study, like that of Old Jamestown, with the St. Louis County Planning Department. In 1999, the County Council approved the plan which was an attempt to recognize Spanish Lake as a strong community. The boundaries were defined as: I-270 on the south, the Mississippi River on the east, the Missouri River on the north and the west access road of Highway 367 on the west. She noted that Black Jack included Highway 367 in its map plan. She said the predominant land use along the access road was commercial. She said both sides of Highway 367 should be seen as part of Spanish Lake. The boundaries were natural, not just a creation of the St. Louis County Planning Department.

Ms. Gianoulakis said both Riverview and Bellefontaine Neighbors were wishing to annex Spanish Lake. Residents wished to maintain the integrity of their community and did not want to be annexed.

Ms. Garino asked Ms. Gianoulakis what distinguished the area as Spanish Lake. Ms. Gianoulakis said the area was called Spanish Lake because in 1770 Spanish soldiers were living in the area. Ms. Garino asked if the association with the community was largely historical. Ms.

Gianoulakis said that was partially true. Ms. Gianoulakis said over many decades the area was known as Spanish Lake on maps and other documents. She also said the political township for the area was called Spanish Lake.

Ms. Garino asked if the area had ever been incorporated. Ms. Gianoulakis said it had never been incorporated.

Vanessa Slaughter, 6373 Tide Water

She resided in Paddock Forest, a subdivision north of Black Jack. She went to the meeting to say she liked being unincorporated. When her family bought a home, they decided to live in unincorporated St. Louis County. They were renters in Black Jack for two years and did not feel comfortable. They also looked at other areas before buying their house. She had good experiences dealing with the County government in Clayton. She said the Commission should consider the residents of St. Louis County. She did not desire to move and said the area was beautiful and affordable.

Jim Richardson, 13810 Invicta

He lived in North County his entire life, having raised a family in the area. He said would stay in the area. He said residents would like to vote on the unincorporated zone proposal. They desired to protect themselves by creating the unincorporated zone. He did not want to be in Florissant because that city desired to have a golf course. Mr. Richardson said there was too much government and he did not want to be told what to do. He said County services regularly improved and he had no problems with any County services. People who wanted to be in a city could buy a home in Florissant. He did not want Florissant vehicles operating on his street. He also noted Florissant had left his subdivision off its map plan, although he was sure they would add it later.

Mr. Ted Armstrong said he had heard many citizens say they thought the Commission would divide up the unincorporated portions of St. Louis County and give them to municipalities. Speaking for himself, he said he had an open mind. He thought it was extremely important, to the extent that the law permitted, that the will of the residents be the principal guide in deciding how to vote on proposals before the Commission. Mr. Ted Armstrong said residents who desired to remain unincorporated should work with St. Louis County to submit proposals to have unincorporated areas remain unincorporated. There were areas of St. Louis County that probably belonged in municipalities. The most important thing, however, was to consider the desires of residents in unincorporated St. Louis County.

Mr. Richardson said there were problems with the previous Boundary Commission. He said the demeanor of the new Commission was open, unlike that of the previous Boundary Commission.

Ms. Garino said the Parker-Halls Ferry Unincorporated Zone proposal was approved by the previous Boundary Commission. The issue of the future of the proposal was in the hands of the courts and therefore, the current Commission had nothing to say about the matter.

William Kronmueller, 10 Dana Dr.

He lived in the Marietta subdivision, a small area, just north of Parker Road, and the Paddock golf course. He lived most of his seventy-five years in unincorporated St. Louis County. Thirty-four of those years were in the Marietta subdivision. He had lived in Carsonville before that. He was opposed to another level of government with, taxation, rules, and controls. He said annexation would do nothing for him. He wanted to know why residents could not be left alone.

Mrs. Richard Rapp, 2980 Chadwick Drive

She was speaking because her husband was too ill to attend the hearing. They lived in the Wedgewood subdivision for 36 years and were original owners. She said, if Florissant annexed Wedgewood, her subdivision, property taxes would increase by \$100.00 per year. She wondered what residents would get for their money.

Mr. Wojtkowski said it was not the Commission's job to answer that type of question. Also, estimations of the tax impact would not be considered unless a municipality submitted an annexation proposal to the Commission.

She said her husband thought they had a good community and the County had resurfaced all the concrete streets in their subdivision. They also had good snow removal and were otherwise satisfied with the level of services from St. Louis County. He was opposed to having to vote against further incorporations. He was opposed to more regulation.

Mr. Ted Armstrong asked Mrs. Rapp to identify Wedgewood on the large map at the front of the room. Mrs. Richardson said it included areas Seven and Eight on the Florissant map.

Ms. Garino said the Commission operated under a prescribed process. The map plans and public hearings regarding the map plans were only the initial stages. Florissant's numbering of map plan areas had nothing to do with the value of those areas. It was merely a way to identify areas for the purposes of discussion. After April 15, 2001, proposals would be submitted. Input from citizens, once proposals were submitted, were encouraged. If proposals would be placed on the ballot, citizens would have the opportunity to vote. Also, in many areas there may be no proposals submitted at all.

Also, any annexed area remains in the tax "pool" even if the annexing municipality is a point-of-sale city.

7. Adjournment

At that point, the meeting was adjourned.

Respectfully Submitted

Daniel Krasnoff

Executive Director

Approved: