

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

**MINUTES OF PUBLIC HEARING - BC9801  
MARCH 24, 1998**

**COMMISSION ATTENDANCE:**

| <b>COMMISSIONER</b>       | <b>PRESENT(P)/<br/>ABSENT(A)</b> |
|---------------------------|----------------------------------|
| <b>JULIUS FRAGER</b>      | <b>P</b>                         |
| <b>AGNES GARINO</b>       | <b>A</b>                         |
| <b>DENISE HADDOCK</b>     | <b>P</b>                         |
| <b>SCOTT MIDDELKAMP</b>   | <b>A</b>                         |
| <b>JACK REHAGEN</b>       | <b>P</b>                         |
| <b>CHARLES SAULSBERRY</b> | <b>A</b>                         |
| <b>PAT MERRITT</b>        | <b>P</b>                         |
| <b>ANNA MARIE WINGRON</b> | <b>P</b>                         |
| <b>DON WOJTKOWSKI</b>     | <b>A</b>                         |
| <b>LARRY YOUNGBLOOD</b>   | <b>P</b>                         |
| <b>VACANCY</b>            |                                  |

**OTHERS PRESENT:**

Carl Ramey - Executive Director  
Steve Martin - Legal Counsel

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**CALL TO ORDER**

First Vice-Chairperson Middelkamp called to order the meeting of the Boundary Commission at 7:00 p.m. on March 24, 1998. The meeting took place at the Florissant City Hall, Florissant, Missouri. The purpose of the meeting was to conduct a public hearing on a proposal submitted by the City of Florissant to annex unincorporated territory described in their proposal as the Old Fleurissant Golf Club (BC9801).

## **PUBLIC HEARING - BC9801 - Old Fleurissant Golf Club - CITY OF FLORISSANT**

### *A. CONVENE PUBLIC HEARING*

First Vice-Chairperson Middelkamp convened the Public Hearing at 7:03 p.m. for BC9801, a proposal by the City of Florissant to annex an area known as the Old Fleurissant Golf Club. His opening remarks included a brief introduction of the proposal, the procedures for conducting the hearing and the conduct expected during the hearing.

### *B. PRESENTATION BY PROPOSING AGENT - CITY OF FLORISSANT*

The City Attorney for Florissant, Mr. John Hessel, introduced the proposal, first by indicating that Mr. Lou Jearls, Director of Public Works and Mr. David Roth, President of the City Council were present to offer any additional information or answer any specific question the Commission may have regarding this proposal. He described the property they were seeking to annex as property owned by the City of Florissant, although lying wholly within unincorporated St. Louis County. Approximately one year earlier, March of 1997, the City acquired a private golf course known as Paddock Hills Golf Course.

Mr. Hessel apologized to the Commission for what in his opinion were inadequate maps included in the proposal. He made available to the Commission, full size maps of the area to be annexed. Along with making the maps available, Mr. Hessel identified on a larger map for the benefit of the Commission and those attending the hearing, the boundaries of the area to be annexed. In distinguishing the three political jurisdictions involved in the annexation proposal, Florissant, Black Jack and St. Louis County, Mr. Hessel indicated the City was only seeking to annex that portion of the golf course, owned by the City, lying in unincorporated St. Louis County. They were neither seeking to annex the residential properties located along Country Club Lane, which the golf course virtually surrounds.

Mr. Hessel stated that while it is unusual for a City to acquire property outside its political jurisdiction, the City did so for two reasons. First, the property was becoming run-down, because of a lack of maintenance. Secondly, there was a concern a recreational asset for the north county area could be lost if it were to be developed. In acquiring the property, the City invested \$3 million in acquisition costs and are in the process of making major renovations to the course and club house. This is a major commitment by the City to maintaining the quality of the area.

In July 1997, the City came before the Commission in a pre-submittal conference regarding this proposal and some of its unique elements. At that time, there was some thought the cities of Florissant and Black Jack could look at the possibility of a transfer of jurisdiction over that portion of the golf club which lies within the City of Black Jack. Mr. Hessel report that Black Jack was approached, various meetings were held, but the end result was the City of Black Jack was not interested at the time in transferring the jurisdiction. He offered that there have been no further discussions regarding this idea.

Mr. Hessel restated that the City was submitting the proposal as a simplified boundary change. The City is not only the proposing agent, but also the land owner. It is approximately 114 acres,

presently zoned NU and NU/Flood Plain in St. Louis County. If it is annexed it would be re-zoned in the City of Florissant in a recreational use category, A. He again indicated they were only seeking to annex the golf course and not the homes within the golf course site. Mr. Hessel noted that prior to the commencement of the public hearing, some of the owners of property in Paddock Hills Estate expressed interest in being in the City. The City would be interested in considering such an annexation, if the property owners were to petition the city under the provisions of a simplified boundary change.

The annexation of the area to the City of Florissant, Mr. Hessel argued, would eliminate the duplication of services. He cited the renovation of the club house, which duplicated efforts of two inspection departments. A similar situation could occur over police services. It creates unnecessary problems. These are examples of areas where the annexation would provide a better, more consistent delivery of services to the area. The City, as the property owner, would like the benefit of exercising its own governmental jurisdiction over the use of this area. The City wants to be good neighbors with the residential property owners surrounding the golf course and believe they are working to that end.

*C. QUESTIONS FROM THE BOUNDARY COMMISSION*

Commissioner Rehagen asked what the purpose the club house served in relation to the operation of the golf course. Mr. Hessel responded that it generally served as a locker room, golf cart storage, snack bar and pro shop. Mr. Rehagen asked whether sales tax would be generated out of that property. Mr. Hessel stated there would be sales. How do you plan on sharing sales tax on the site. Mr. Hessel said that although they have not contemplated such a question, both cities are in the sales tax pool and it should not be an issue. Mr. Rehagen sought clarification of what, if any, dialogue existed between the City and the residents within the golf course area. Mr. Hessel said there has been no formal dialogue, except the interest expressed by some of the residents prior to the beginning of tonight's public hearing.

Commissioner Wingron sought clarification from the map on how the city proposes to service the golf course. In referring to the map, Mr. Hessel indicated the entrance to the course is off Old Halls Ferry Road, just south of Cold Water Creek. Mr. Lou Jearls stated there were two ways for the City to gain access, either from the south off Parker Road or the north off Highway 67. Access either way is approximately the same distance for the City. Ms. Wingron asked whether the City was going to operate the facility or contract out the service. Mr. Jearls indicated the City would use its forces for maintenance, but that more than likely it would contract for the food service.

Commissioner Youngblood sought further clarification of the zoning in the area. Mr. Hessel stated the area was either zoned Non-Urban or Non-Urban/Flood Plain. Mr. Youngblood sought confirmation that the City plan was to re-zone the area as parkland. Mr. Hessel affirmed their intention to re-zone the property as parkland. Mr. Youngblood asked who will police the area. Mr. Hessel stated the City would provide police protection. Mr. Youngblood questioned whether the access for police from the City of Florissant may be a problem. Mr. Hessel stated it could be, but they use park police in addition to regular commissioned police officers.

Commissioner Frager questioned whether the proposal suggests the Commission should adopt a

policy that any time a city buys property outside its city limits, the Commission should look favorably upon the annexation of that area into the community. Mr. Hessel stated that he would not be so presumptuous as to suggest the Commission create such a policy, but that under the circumstances the proposal of annexing municipally owned property into the city is appropriate. It would provide appropriate and consistent maintenance of facilities and of order in the area. It would be appropriate for the jurisdiction to govern the area be with the city owning the property. Mr. Frager expressed concern that the proposal would create an irregular boundary. Mr. Hessel referred to his experience as the City Attorney of Kirkwood where it owned a swimming pool in the City of Sunset Hills. After about four years of debate and litigation, the City of Sunset Hills recognized that it was in the best interest of the area to have the property in the City of Kirkwood. Mr. Hessel suggested that this is a similar situation. Mr. Frager asked how the City plans on dealing with the jurisdiction issue with the City of Black Jack. Mr. Hessel stated the City of Florissant has tried to deal with the City of Black Jack, but as he stated before, the City of Black Jack is not interested in pursuing a transfer of jurisdiction. At this point, it may be a matter of time for both parties to see it is in the best interest of all parties to have the golf club in one jurisdiction. Mr. Frager asked what the difference would be, other than matters of policing and code enforcement, if the Commission did not approve the annexation. Mr. Hessel gave examples of signage, grounds renovations and the operation of the golf course as areas where the disapproval of the annexation could be make a difference.

Commissioner Merritt asked whether the homeowners would have to vote. Mr. Hessel stated that the residents along Country Club Drive are not included in the proposal and would not have a vote.

Commissioner Middelkamp asked whether the City of Black Jack's contract with the St. Louis County Police Department was a drive through type of service or a dedicated force. Mr. Hessel indicated he was not aware of the level of service.

#### *D. Public Comment*

Ms. Lori Fiegel, St. Louis County Planning Department, 41 S. Central Ave., Clayton, Missouri 63105. Ms. Fiegel indicated she was speaking on behalf of St. Louis County. Although the County did not have any comments for the hearing, they would be submitting a written report during the twenty-one day comment period. She indicated the uniqueness of the proposal did raise some issues regarding policing and highways.

Mr. David W. Otto, 15 Club Grounds North, Florissant, MO 63033. Mr. Otto indicated he was a twenty year resident of the area. His home backs up to the golf course. He expressed gratitude to the City of Florissant for acquiring the property and reinvesting in its upkeep. He confirmed the golf club was in decline. The City has made major improvements which are noticeable to the residents. He feels that as a resident of area and St. Louis County that if it makes it easier for the City to operate he could see no objections to the annexation.

Mr. Ray Howell, 26 Club Grounds South, Florissant, MO 63033. Mr. Howell confirmed the observations of Mr. Otto, the previous speaker. He indicated the City should have the autonomy in running the golf course. If there are problems associated with the operation of the club, he felt he could deal more easily with the City.

Mr. Fred Buchholz, 30 Club Grounds South, Florissant, Missouri 63033. Mr. Buchholz stated that his property backs up to golf course and that he has been a long time resident of the area. He concurred in the comments of the prior speakers and would find annexation acceptable.

*Further Questions by the Commission*

There were no further questions by the Commission.

*E. ADJOURNMENT*

Mr. Middelkamp reviewed the process for submitting written comments during the next twenty-one days. There being no further members of the public desiring to comment, Commission Frager made a motion to adjourn, seconded by Commission Frager. Voice vote: Ayes: All Nays: None. The public hearing was declared closed by Vice-Chairperson Middelkamp at 7:50 p.m.

Respectfully submitted,  
Carl E. Ramey  
Executive Director

Approved