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Review of March 14, 2016  
Facility Analysis Report  
**University City, Missouri**

Submitted by:  
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In association with  
Frontenac Engineering  
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**September 21, 2016**

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# REVIEW OF MARCH 14 FACILITY ANALYSIS REPORT UNIVERSITY CITY, MISSOURI

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## **1. EXECUTIVE SUMMARY**

The recently completed Facility Analysis Report prepared by Chiodini Associates dated March 14, 2016 was reviewed that provided two options - keeping and renovating the existing Annex and Old Trinity Library (and building addition) versus developing a new facility on a remote site – both for University City Police Department and Court Administration use.

The decision to utilize and renovate the Annex/Trinity Library vs developing a new facility is challenging as there is desire to maintain an existing historic building and provide an essential, modern public safety facility to serve the current and future needs of the City. In either scenario, the facility must maintain operations under often extreme conditions, assure safety and security of citizens and staff, and provide functional and operational efficiencies.

The results of this review have determined that it would be substantially more expensive to renovate (and add an addition to) the existing facilities vs developing a new facility on a remote site. Utilizing the existing facilities would prove to be an operational challenge due to existing site and structural constraints and most likely result in a less efficient and functional facility. Although the facility use and function changed over the years the physical contains remain. Note that not consolidating the courts function would reduce square footage and cost for both alternatives.

Ultimately the need for a modern, fully functional, safe and essential public safety facility overrides the desire to utilize and maintain the existing historic building that was originally designed as a printing facility.

This review and analysis further recommends that the City develop a Master Plan for the future needs of the City Hall Complex for consideration and determination of the best long-term use of the Annex and Old Trinity Library.

With all items considered within this review including best practices, cost, function/operational needs and best results for the police department it is recommended that the City proceed with developing a new Police/Courts Facility on a remote site.

## 2. INTRODUCTION

Ross & Baruzzini was contracted by University City to review the recently completed Police Facility Analysis Report prepared by Chiodini Associates dated March 14, 2016. The report provided two options - keeping and renovating the existing Annex and Old Trinity Library (and building addition) versus developing a new facility on a remote site – both for University City Police Department and Court Administration use. The review focused on the assumptions made in the report and the cost estimates developed.

The Ross & Baruzzini Team assignments for the review and analysis included:

**Ross & Baruzzini** - Project Management, Police Operations Consulting, Architecture, Mechanical Engineering & Electrical Engineering Assessment  
**Frontenac Engineering** – Structural Engineering Assessment  
**Poettker Construction** – Cost Estimating

The scope of the review and analysis included:

**Kickoff Meeting** – Met with University City Representatives on August 3 (Lehman Walker, City Manager Chief Charles Adams and Chief of Police) to review the project schedule and coordinate project tasks.

**Obtained Documents** –Obtained March 14, 2016, Chiodini Report; 1970s Annex Building Floor Plan Drawings and Old Trinity Library Floor Plan Drawings (undated). These drawings are included in the Appendix. Note that original construction drawings for both facilities are unavailable; existing conditions drawings/documentation is extremely limited.

**Document Review** – Performed review of documents provided by University City by Operations/Space Needs Analyst, Architect, Structural Engineer, Mechanical Engineer, Electrical Engineer and Cost Estimator.

**Building Assessment** – Architect, Structural Engineer, Mechanical Engineer, Electrical Engineer and Cost Estimator performed fieldwork at the existing Annex Building on August 17 to observe existing conditions and analyzed utility infrastructure (and subsequently the Old Trinity Library Building).

**Operations and Space Needs Analysis** –Reviewed and analyze the operational aspects of the report and the space needs identified as well as future growth needs.

**Cost Analysis** – Reviewed cost estimates included in the March 14, 2016 report. Performed independent cost analysis of both the annex/library renovation/addition and a new “greenfield” facility.

**Draft Report** – Analyzed the assumptions and recommendations included in the March 14, 2016 Report and summarized findings.

Also included were a meeting with Aldermen that occurred on August 17, 2016; communications with former City Manager; communications with the University City code official; communications with the International Code Council and the State Historic Preservation Office (copies of communications included in Appendix).

Note that the Annex facility has been vacated since the completion of the March 14, 2016 Report and police operations have been relocated to a temporary transition facility to the north of the City Hall complex. Also, University City has a contract underway for the exterior façade repair that includes masonry repair/restoration, tuck pointing and window replacement, so note that the cost for exterior façade repair should be separated from potential cost generated Annex facility-wide renovation.

### 3. PROJECT TEAM

Following is the project team that provided the review of the March 14 Report:

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## 4. ANNEX BUILDING ASSESSMENT

On August 16, 2016 a team of Architects, Engineers and Cost Consultants visited the Annex Building and connector to observe existing physical conditions. Note that no original construction drawings are known to exist for either building. Following is a summary of findings:



*Existing Annex*



*Existing Old Trinity Library*

### **Architectural**

#### **Existing Conditions**

The Annex Building is located to the north of City Hall and is physically connected to the City Hall by a Connector Building – both addresses are 6801 Delmar. The Old Trinity Library at 630 Trinity is located approximately 26 feet to the north and west of the Annex Building and is not physically connected to the Annex. Following is a summary of the confirmed square footages of the existing structures which were found to be close to those identified in the March 14 Report:

#### Annex Building

Basement	10,517 GSF
First Floor	10,148 GSF
Second Floor	10,031 GSF
Third Floor	2,603 GSF
Total	33,299 GSF

#### Connector

Basement	2,323 GSF
First floor	3,061 GSF
Total	5,384 GSF

#### Old Trinity Library

First floor overall	4,922 GSF
Second floor overall	4,922 GSF
Total	9,944 GSF

**Grand Total** 48,527 GSF





The Annex Building was vacant at the time of the site observation. The Connector Building was occupied by police dispatch personnel. The Old Trinity Library was vacant and appears to be utilized for overflow storage. Tuckpointing and window replacement at the Annex were observed taking place at the time of the site observation. No work was observed taking place to the Connector Building or Old Trinity Library.

The Annex Building is a cast concrete and steel structure with a masonry veneer skin. Consistent with the March 14 Report, records indicate that the structure was originally constructed as a two story printing facility with basement in 1903 and later received a partial 3<sup>rd</sup> level building addition and connector building addition that connects the Annex to City Hall. The Annex Building was renovated and used as a joint police/fire station facility until the fire department vacated the building in 2013.

The existing space allocations indicated in Section V (pages 12, 13 and 14) of the March 14 Report were found to be accurate.

As indicated in the March 14 Report the building use and efficiency are constrained by the existing structural elements and configuration; and systems are in poor physical condition with the exception of the building structural system.

Much of basement was observed unusable due to building structural wall and column elements that must typically remain to support the structure above. Substantial concrete walls running in the east-west direction segregate the space. Nearly 50% of the basement has a low ceiling height condition with bottom of beams at approximately 5'-0" above the floor level and bottom of structural concrete ceiling at 6'-0" above the floor level. The basement has no natural light; and only has one suitable means of egress.

The first floor level contains three high-bay areas in the northeast area of the building with a finish floor substantially below the floor level of the remainder of the floor. The bays contain three overhead doors on the east façade. This recessed floor area represents nearly 50% of the Annex first floor area and would require structural work to raise the finish floor level to the level of the adjacent floor and infilling the exterior openings. The floor has a large masonry wall running in the east-west direction that segregates approximately 25% of the area from the rest of the floor area to the north.

North and west sides of the façade contain double hung window units in various groupings.

The second floor level contains primarily office and support space with column spacing's of approximately 16' x 18' and double hung window units in various groupings on all four sides of the building.

The third floor level encompasses approximately 25% of the Annex footprint and contains primarily office type office space with six windows. The area is segregated by the monumental stair lobby and corridor which encompasses approximately 20% of the floor area resulting in inefficient space utilization and adjacencies

Vertical circulation is accomplished by several stairwells connecting the various levels including a central open monumental stair at the south end of the Annex that connects all four levels. An exterior metal fire escape exists on the north side of the 2<sup>nd</sup> Floor providing a second means of egress. A single passenger elevator connects all floor levels (with the exception of the lower level of the first floor). The 3<sup>rd</sup> floor is only accessed by one "monumental" stair. All stairs and the elevator were observed to be

not in compliant with current codes and requirements for means-of-egress. The location of these fixed building elements will add to the inefficiencies of future floor plan arrangements.

The building exterior walls consist of uninsulated brick, stone and terra-cotta with interior furring of plaster or gypsum board. The roof of the Annex and connector building were observed to be flat roofs with gravel-surface built-up roof membranes over rigid insulation. The roof systems appear to have exceeded their useful life. There is evidence of water infiltration at exterior walls and roofs; and portions of the exterior wall furring was observed deteriorated. Water damage was evident during the observation of walls and ceilings. Mold was observed at the interior side of exterior wall locations.

Accessibility for the handicapped throughout the building is limited and does not conform to current codes. Restrooms were observed non-compliant with ADA.

Interior floor finishes consist of exposed concrete, vinyl composition tile ceramic tile and carpet. Partitions consist of concrete unit masonry, plaster and gypsum board. Interior door assemblies consist of wood and metal doors with knob-style non-compliant hardware. Interior floor finishes consist of tile, carpet, wood and exposed concrete. Ceiling finishes consist of suspended acoustical, acoustical tile, plaster, gypsum board and exposed floor structure above

Parking exists on the north and south sides of the building and is shared with City hall. No significant designated, segregated or secure parking were observed. 12 hour shifts were confirmed by police personnel with inadequate parking for shift changes.

### **Recommendations**

It is recommended that all interior building components be removed and replaced. All interior walls, exterior furring, doors; flooring, wall and ceiling finishes shall be removed to bare structure and replaced to provide a new, modernized, fully functional, fully outfitted facility in accordance with the latest codes and standards.

It is recommended that all exterior sheathing be removed and replaced with vapor barrier, insulation and furring in accordance with current energy standards. (It is understood that window replacement and exterior wall repair are being addressed by the City under a current contract).

Existing structural system shall remain (refer to next section).

Existing vertical circulation stairs and elevators should be removed and replaced. This effort may result in relocation of these elements causing additional structural renovations and modifications.

Existing roof systems and associated components should be removed and replaced.

Existing exterior doors and louvers should be removed and replaced.

The recessed floor at the first floor level should be brought up to the level of the rest of the floor.

As existing exterior brick/masonry are currently being repaired and tuck pointed exterior façade repairs would no longer be required with the exception of exterior masonry waterproofing.

## **Structural**

### **Existing Conditions**

Our observations during the walk through support the findings presented in the March 14 Report with respect to the existing condition of the building. These include:

- Water infiltration is evident throughout the building.
- In several instances, mortar between bricks on the inside face of exterior walls has been displaced, likely as a result of water infiltration through the exterior brick walls.
- Minor cracks are visible in concrete walls and floors.
- Several areas of built-up wood flooring are in need of repair or replacement.
- Overall, concrete floor and roof structures appear to be fair condition.

### **Conclusions and Recommendations**

**Upgrading Structure to and Essential Facility** - Since the occupancy and use of the building are not changing, upgrading the structure to latest seismic design parameters is not a code requirement (if the footprint of the building does not change). Even though it's not a code requirement, we believe it is the responsible thing to do as this building will most likely need to act as a hub in the event of an earthquake or other unforeseen events.

The construction of the existing structure consists of cast-in-place reinforced concrete slabs, beams and columns. The exterior walls are constructed with masonry infill supported by the concrete frames. The seismic force resisting system of the existing building is essentially a combination of the concrete frames (acting as moment frames) and masonry infill (acting as unreinforced masonry shear walls). Since the building was constructed around 1900, we do not believe that seismic or (possibly) wind forces were accounted for in its design.

Upgrading the existing building to an essential facility could be achieved by the addition of steel frames as proposed in the March 14 Report. Another option would be constructing reinforced concrete shear walls which would involve the following:

- Construction of reinforced concrete shear walls around the inside perimeter of the building.
- Provide new reinforced concrete tie beams between the shear walls and along the floor and roof diaphragms.
- Construction of new foundations for the shear walls to transfer seismic forces to the ground. The new foundation would be continuous along the inside perimeter of the foundation and would have piers installed below the new foundation at shear wall locations.
- Modify the connection of the exterior walls such that the wall will not act as part of the seismic force resisting system.

If the building is not upgraded as an essential facility the following applies relative to ICC 2012 International Existing Building Code Chapter 9: Alterations – LEVEL 3, subsection 907.4.2 Substantial Structural Alteration – is defined where 30% or more of the total Roof/Floor are structurally altered. Given the conceptual nature of the March 14 Report diagrams for the Police Annex Alteration we must assume that the 30% threshold will be met given the affected roof/floor area where the new addition comes in contact with the old building construction. Subsection 907.4.4 requires wall anchors at the

roof line for the buildings seismic Category "D" classification. These anchors would be helical anchors mounted through the mortar of the brick exterior veneer at the roof line in to the concrete roof structure. Subsection 907.4.5 requires bracing of the existing unreinforced parapets. Based on the code interpretations contained within this analysis the existing Police Annex does not require a complete seismic upgrade to current code standards. However the requirements of Chapter 9 apply when renovations include the addition as anticipated in the March 14 Report.

**Prevention of Water Infiltration** - We believe that the issue of water infiltration above grade could be addressed by tuck-pointing the exterior masonry walls and providing proper seals around windows and doors (which is already underway). Therefore, we do not believe a full removal and rebuild of the exterior walls is necessary, but partial demolition and reconstruction may be necessary to accommodate modifications to the connections between the exterior walls and floor/roof diaphragms as noted above. To address any water entering the basement, the soil could be temporarily excavated on the outside of the foundation to allow for a new drainage system to be installed and new waterproofing to be applied to the foundation. If excavating the soil around the foundation is not a possibility, another option would be to install a new French drain around the inside perimeter of the foundation which would transfer any water to a sump pump.

**MEPFP Bracing** - Regardless of whether or not the building structure is upgraded, we highly recommend that all mechanical, electrical, plumbing and fire protection systems be positively connected and braced to the floors and/or walls.

## **Mechanical**

### **Existing Conditions**

The Annex is served by a number of HVAC systems. They predominantly consist of small air-handlers, residential style furnaces with A-coils, direct-expansion (DX) mini-splits, rooftop units, and a floor-mounted computer room unit. These air-handling systems are spread throughout the facility, located near the areas they serve. A number of condensing units are located on the roof, and several are located on grade on the north side of the building. The shooting range is served by a heating and ventilating system only.

There is a chiller system installed. The cooling tower of this system is located on the Connector, but the chiller itself was not observed. And it was not evident that this chiller served any of the systems noted above. It is thought that it only serves the City Hall building, which is where the chilled water pumps are located. All the air-handling systems in the Annex and Connector were observed to have refrigerant coils connected to outside condensing units. (Note that the March 14 Report indicates demolition of the connector which would require relocation of any equipment serving City Hall.)

The majority of the heat for the Annex is supplied by two, low pressure, scotch marine steam boilers located in the building to the north. These boilers are fed by a boiler feed tank and pumping system. Piping from these boilers is routed below grade to the Annex. Many of the air-handlers have steam coils, as do the unit heaters in the old fire truck bays. It may be that some of the air-handling systems have heat pumps and/or electric heat in lieu of using steam heat. Some units have natural gas heat.

There are a number of exhaust systems serving the Annex and Connector. They consist of a combination of roof-mounted centrifugal and interior in-line and utility set fans.

While most of the equipment appears to be in good working order, most of it is older and difficult to maintain because of the locations in the spaces they serve. The building was very humid on site visit day, when the outside air temperature was 90°F. Temperature control in several areas was non-existent, taxing those areas that did have air-conditioning. Most of the return and exhaust grilles were observed to have significant dirt on them, suggesting that the air-handling systems themselves are in fact dirty and short on needed maintenance. The basement level has groundwater issues, adding to a significant moldy and musty smell in those areas.

## **Recommendations**

It is recommended to demolish all the existing HVAC systems and to install a packaged rooftop air-handling unit (RTU) with direct expansion (DX) cooling and natural-gas-fired heat. A condensing heating hot water boiler would be installed in the basement to provide terminal unit heat. This type of system would provide centrally located main equipment, easing maintenance.

The RTU is estimated to be 130 tons and 40,000 cfm and consist of a factory packaged, 2-inch insulated solid double wall, draw-through unit, equipped with MERV-8 prefilters, return and outdoor air dampers, gas-fired heating section, DX coil, airfoil supply fan, and forward-curved relief fan. The RTU would have full airside economizer capability. This centralized system would provide supply air throughout the building, helping to control building pressurization and provide humidity control. Structural steel would be required to support the unit on the roof. A seismically-rated, sound attenuation curb would be provided.

A dedicated shooting range heating and ventilating air-handler would be provided independent of the large house system above. This unit would be located in a mechanical room near the shooting range.

The boiler is estimated to be 1,000 Mbh and consist of a high efficiency, condensing type with ducted inlet and exhaust. The boiler would use natural gas and would provide hot water to the terminal units. This system would be provided with hot water pumps, air separator, expansion tank, pot feeder, and cold water fill connection.

The air-handling system would provide supply air to variable air volume (VAV) terminal units for zoned temperature control. These VAV terminals would be pressure independent type and digitally controlled, and would be provided with hot water reheat coils.

Gas-fired radiant heaters would be provided in the sally port.

Hot water unit heaters would be provided at the building entrances.

A combination of roof-mounted, centrifugal and inline centrifugal exhaust fans would be provided for general exhaust (toilet rooms, janitor's closets, etc.) and specialty building exhaust (shooting range, sally port, etc.).

A dedicated cooling system (5 tons in capacity) would be provided for communication/dispatch. This units would consist of a split-system, direct expansion (DX), cooling only, fan coil unit with remote condensing units for peak cooling during the day and the main system is off for any reason.

A dedicated, 5-ton cooling and heating RTU would be provide for evidence storage, so odors from that area would be isolated from the rest of the building. This unit would also be provided with gas heat.

A full building-wide DDC temperature control and building automation system (BAS) is proposed. This shall permit full monitoring and setpoint adjustment of all HVAC equipment from a central computer terminal, plus automatic response to life-safety alarm conditions.

## **Plumbing**

### **Existing Conditions**

The Annex domestic water is supplied by a 4" diameter water service. The service has a strainer and pressure reducing valve installed on the mainline just after entering the building. The water service fed all plumbing fixtures and equipment. Two Ruud gas fired 75 gallon water heaters were observed in the basement to feed domestic hot water throughout the building. No hot water recirculation was observed in the building. There were three abandoned 30" x 120" steel pressure tanks in the basement.

Domestic water piping in the building consist of copper pipe and fittings with soldered joints. No pipe insulation was observed on the domestic water piping. Copper piping on the outside looked in fair condition, but due to age, no water treatment and possibility of calcium deposits could be internally in poor condition.

Sanitary/Waste/Vent systems appeared to be original cast-iron with caulk joints and over time due to repairs have plastic pipe and fittings replacing some of the deteriorated piping. Sanitary and waste piping was in poor condition.

A small gas meter was observed on the exterior of the building feeding gas fired mechanical equipment and domestic water heaters. Gas piping appeared to be in good condition but due the small size of the service has no real capacity to feed added equipment.

Roofs are drained to internal storm sewer system. Overflow drains do not exist. The piping was not visible for observation but is believed to be from original construction.

Plumbing fixtures are vitreous china, enamel steel or stainless steel. The fixtures are old and in poor condition.

### **Recommendations**

It is recommended that all plumbing systems, fixtures, equipment and piping be removed and replace with new.

## **Fire Protection**

### **Existing Conditions**

The only sprinklers that were observed are located in the basement level near the stairs. These sprinklers were most likely installed to provide protection of the egress area of the basement. The sprinklers were observed extended from the City Hall Building.

### **Recommendations**

Existing sprinklers should be removed. To update the building to current codes the building should be provided with an automatic fire extinguishing system. A new minimum 6" fire service should be provided to the building and a wet and dry pipe sprinkler systems provided throughout.

## **Electrical**

### **Existing Conditions**

The absence of a facility electrical one-line diagram and the limited equipment identification do not allow for a comprehensive review of the electrical system configuration.

**Power Distribution** - Power to the Annex is reported to be fed from the electrical distribution equipment located within the basement of the City Hall Building. A fusible distribution panelboard located in the Connector Building (EOC) basement included a 100 ampere fusible switch labeled to serve "Panel in Police Dispatch." The lack of identification of existing panelboards prevented determination of their power source.

Branch circuit panelboards were observed in the facility to serve lighting, receptacles and appliance power to the facility. Most of these panelboards appeared to be poor condition. Several panelboards were noted as manufactured by Federal Pacific and Frank Adams, and appear to be more than 25 years old. It is noted that the Federal Pacific panelboard located in Dispatch appears to be equipped with newer circuit breakers manufactured by Eaton.

Standby power is provided from an exterior generator set that serves both City Hall and Annex. It was reported that standby power to the Police Headquarters operations is limited to power and lighting for the records and dispatch areas only. A generator annunciator panel is located within the Dispatch office.

Branch circuits were routed in a combination of concealed raceway, wall mounted surface raceway and over carpet raceway systems in both finished and non-finished spaces. Many electrical boxes are surface mounted in finished spaces.

Receptacles mounted at the roof did not appear to be GFCI type and did not include weatherproof while in use covers. It did not appear that maintenance receptacles are provided within 25 feet of the roof mounted mechanical equipment, as required by the National Electrical Code (NEC.)

**Lighting** - A majority of the general area lighting fixtures were observed to be recessed fluorescent lamp luminaires in poor to fair condition with significant lens damage. Surface mounted and pendant mounted fluorescent lamp luminaires and recessed and surface mounted incandescent lamp fixtures were observed in various areas.

Lighting in many areas appeared inadequate for the tasks to be performed.

Lighting control consists of manual toggle switches in most locations.

Exterior mounted equipment, including lighting fixtures and security components, were fed via exposed conduit and junction boxes.

Exit signs were observed in various locations, but further investigation would be required to determine egress pathways compliant with current codes. For example, an exit sign was observed over the entry into the Women's Locker Room from the Briefing Room.

Determination of adequate emergency lighting for egress was not possible. Individual battery units were observed in the Dispatch Room.

**Communication Systems** - The communication service for the Police Headquarters appears to be fed from the main communication service entrance in the basement level of the City Hall building. Newer communication rooms are located within the EOC.

Throughout the facility communication cables appeared to be open wiring tie-wrapped to conduits or piping for support.

In some locations communication equipment is installed within closets without mounting.

A panic alarm annunciator is located within the Dispatch office.

**Fire Alarm** - A limited number of fire alarm initiation (smoke detection) and notification (horns and strobes) were observed. An Edwards fire alarm annunciator is located within the Dispatch office.

**Lightning Protection** - The building does not have a lightning protection system.

### **Recommendations**

The electrical systems serving the facility are near or past the expected life and the condition of a majority of the components are poor to fair. The normal power, standby power, fire alarm, and communication systems appear inadequate and in some cases not compliant with current Codes and standards. These systems should be removed and replaced.

The vital importance of continued operation of this facility during emergency conditions indicate that a replacement facility should be considered a critical operations facility and if so should be designed in compliance with a critical operations power system (COPS) requirements. These requirements can be found in Section 708 of the NEC. (The 2011 edition is referenced as adopted by University City.) These include the following:



- An alternate power supply, typically an engine-generator set, capable of serving all required loads with on-site fuel supply (storage.) Article 708.22 C. indicates that a minimum of 72 hours at full load operation is required.
- Means for connecting a portable or vehicle mounted generator when the COPS is served by a single generator set.
- Automatic transfer switches with bypass isolation to permit bypass of the automatic transfer switch.
- Selection of electrical overcurrent protective devices to allow the devices to selectively coordinate with supply side devices.
- Location of electrical distribution equipment to allow access to the overcurrent protective devices by authorized personnel only.
- COPS system feeders must meet fire protection requirements including having a minimum of 2 hour fire rating such as MI cable or being encased in a minimum of 2 inches of concrete.
- The wiring for HVAC, fire alarm, security, emergency communications and signaling systems shall meet the requirements including installation in rigid or intermediate metal conduit.

## 5. OPERATIONS AND SPACE NEEDS ASSESSMENT

The March 14 Report was reviewed by this author and the comments below are provided for the City's consideration. The report was thorough and was primarily focused on the existing facility's issues and shortcomings. The completed user surveys would have been helpful by providing an overview of the department's requirements, operational needs and proposed improvements. Additionally, the surveys would have provided a means to validate the user requirements against the square foot allocations. However, for the purposes of this report it is assumed that the allocations are aligned with the requirements.

### Comments

The following comments are provided for consideration.

- The wiring for HVAC, fire alarm, security, emergency communications and signaling systems shall meet the requirements including installation in rigid or intermediate metal conduit.
- Technical Space – The space allocated for technology should be increased by at least 50% to allow for additional technical growth. Police Departments are relying more on technology than ever before and the City should assume that the space requirements will grow as new technology emerges. The report is not clear on where police technology will be housed however the report allocates 265sf to IT Workroom and Radio/Telephone Room. There is 200sf allocated for Server Room in Building Support Areas, however we are assuming this is for building management systems and not for police IT systems. We recommend that the space be increased to a minimum of 400sf. The 400sf will allow for existing equipment and future growth as well as swing space for replacing obsolete equipment. It is not clear if the City intends to use separate UPS and HVAC for the IT rooms and if that is the case an additional 75sf will be required. The space allocated seems undersized for a department of this size and the small footprints of the technology rooms may not be sized to support additional HVAC and power systems.

There isn't enough operational information to address any issues or shortcomings. However, the following technology and facility issues should be considered in the future planning:

- The Report could have included a technology plan that catalogs the IT and communications systems so that the facilities can be adequately sized. A technology plan would provide a basis for space requirements and adjacencies. Although this equipment may not require a large amount of space, it should be considered in the overall technology plan to ensure that there is adequate space for racks and new equipment.
- Generator and UPS – The report does not include space for generator power, UPS and fuel storage. Space should be included for a UPS for all critical systems including communications and IT. Space external to the building should be allocated for generators and fuel storage
- Communications – Verify that Communications (Dispatch) is included in the emergency power design and that adequate space is allocated for IT and radio systems such as;

- Computer Aided Dispatch and Records Management Systems
- Radio console electronics
- Radio equipment (Base stations and receivers)
- Parking Plan – Need to confirm how parking plan was calculated and did they consider shift change and full departmental mobilization? Are communications personnel included in the secure parking?
- Operations / Command and Control – The report shows a patrol supervisor and shift lieutenant with various other functions. There is no accommodations for command center / incident management function. The City should consider adding space or reassigning space for an incident command / operations center. If there is an existing City command center that is designated for that purpose that may meet the need for multi-agency incidents, however the police should consider allocating space for a police only center. Exhibit I shows a Briefing Room / SWAT Ready Room; however, no space is allocated for a command center.
- Training Facility – The training facility is included in the Municipal Court and Recreation Center. There may be a justification that is not noted in the report, however R & B recommends that sworn personnel be trained in a secure police facility; not accessible by the public.
- Does the Investigations Bureau space include a secure holding area for arrestees that require interaction with the Investigators? If not, the police department should consider designating a secure area for arrestees awaiting interview.
- Is there a requirement for antenna radio / microwave equipment on the roof of the facility? And if so, it should be noted that the roof space should have considerations for antenna mounts and accommodation for cabling to the roof. If antenna RF equipment is required, it should be housed in a secure room / penthouse on or near the roof.
- Is there space allocated for storage of non-weapon type equipment that may be deployed during certain types of incidents, i.e.; hazmat equipment, riot gear, non-lethal tactical equipment etc.?
- In reviewing the report there was no mention of any emergency or SWAT type units and vehicles other than the SWAT Ready Room. Since many agencies utilize a combined, multi-agency approach, is there space to store tactical SWAT equipment?
- If the agency has any specialized vehicles that house sensitive equipment space should be allocated for secure storage of these vehicles inside a secure facility.
- Is there an internal affairs unit within the department and if so are they located at a separate facility? If located at police headquarters the type of unit typically requires a separate and secure facility. It can be contained in the new facility however it must be secure.
- Section 36.13 of the Missouri Police Chiefs Association recommends that the communications center: “will be located in a manner (as well as possible), which separates it from the ongoing activity of the agency and provides security and limited access to the area.” It is not clear if the plan takes this recommendation into consideration.

“ANALYSIS: To ensure the proper function of the communications center can be carried out without interference or distractions from the outside influences, the center should be isolated or shielded from those outside sources and access should be limited to those

individuals who have a need to be in the immediate area of these functions. Distractions can provide for errors to be made and therefore should be minimized.”

- Confirm if the State requires items seized as part of asset forfeiture programs to be secured in a separate, secure facility from evidence?
- The holding cell depicted on page 395 shows a half wall for privacy while using the toilet. This presents an unobservable area that can be used to hide contraband or a person looking to assault an officer. Unless there is video surveillance R & B does not recommend creating any areas that can obscure observation.
- Is the Sally Port large enough to accommodate multiple prisoners for a mass arrest event? The Sally Port should not contain any obstructions and provide an unobstructed view for the supervising officer.

### **Co-Location of Municipal Court and Police Department**

The Municipal Court of University City currently meets three times a month and processes violations and infractions (traffic and municipal law) and performs other duties as directed by Municipal Code. The Municipal Court does not handle criminal cases (felonies and misdemeanors), arraignments, criminal warrants and trials. Arraignments for crimes (felonies and misdemeanors) are conducted at the designated circuit court for the county. University City falls under the jurisdiction of the 21<sup>st</sup> Circuit Court of Missouri. The City should consider adding the court function to the renovated city hall or other location; and consider creating a multi-use facility.

Since the municipal court is only used a few times a month there is no compelling reason to co-locate the two functions. Adding the court function to the police headquarters only adds additional vehicle and pedestrian traffic on the days of court and can potentially interfere with major incidents or mobilizations. Co-location only adds to the footprint and cost of police headquarters. The removal of the court requirements will reduce the requirements and may result in locating land more suitable and at a lower cost to the City.

Many state and local agencies are migrating to digital records. This trend obviously reduces the amount of paperwork but also reduces the reliance on physical records transfer thus making co-location unnecessary. Since the court does not handle criminal cases there is no need for co-location to accommodate prisoner transfer.

The March 14 Report does not present a compelling reason for colocation of the Municipal Court and the Police Department. It is not clear why the two functions, police and municipal courts need to be co-located as there are no overlapping functions or required adjacencies.

## 6. COST ASSESSMENT

An independent cost assessment was performed for the two options under consideration – keeping and renovating the existing Annex and Old Trinity Library (and building addition) vs developing a new facility on a remote site. Following are the results of the cost analysis:

### University City Police Annex Demo/Renovation Budget

Last Edited: 9/21/16

\*\*\* Size Increase per site drawings from 6,208 SF to 23,200 SF

\*\*\* Already under contract

Total Renovation/Addition Summary		Chiodini \$/SF	Poettker \$/SF	Chiodini SF Area	Poettker SF Area	Chiodini	Poettker	Delta
Environmental Abatement		\$6	\$5	37,175	48,627	\$ 241,435	\$ 266,850	\$ 25,415
Site Work						\$ 500,000	\$ 1,248,421	\$ 748,421
Annex Building Renovation		\$300	\$236	26,096	20,179	\$ 7,828,800	\$ 4,769,222	\$ (3,059,578)
Basement/3rd Floor Renovation		\$100	\$210	11,079	13,120	\$ 1,107,900	\$ 2,756,192	\$ 1,648,292
*** New Building Addition		\$240	\$269	6,208	23,200	\$ 1,489,920	\$ 6,251,420	\$ 4,761,500
Renovation/Addition Cost		\$257	\$271	49,383	56,499	\$ 11,168,055	\$ 15,292,105	\$ 4,124,050
Library Building Renovation (1 & 2)		\$300	\$236	9,400	9,944	\$ 2,820,000	\$ 2,365,822	\$ 45,822
Library Building Renovation (B)		\$100	\$210	4,700	4,922	\$ 470,000	\$ 1,033,992	\$ 563,992
Subtotal		\$233	\$262	14,100	14,866	\$ 3,290,000	\$ 3,399,814	\$ 609,814
Combined Total						\$ 14,458,055	\$ 19,191,919	\$ 4,733,864
Design Contingency		15%	13%			\$ 2,168,708	\$ 2,878,788	\$ 710,080
Subtotal						\$ 16,626,763	\$ 22,070,707	\$ 5,443,944
Allowance for Soft Costs		20%	20%			\$ 3,325,353	\$ 4,414,141	\$ 1,088,789
Combined Total		\$347	\$371	57,483	71,365	\$ 19,952,116	\$ 26,484,849	\$ 6,532,733

### Alternates

	Annex Essential Structure Upgrade	\$6	\$3	37,175	43,243	\$ 1,700,000	\$ 2,704,583	\$ 1,004,583
	Library Building Essential Structure Upgrade	\$6	\$3	14,100	14,766	635,700	881,868	242,668
	Subtotal	\$6	\$2	51,275	58,009	\$ 2,339,200	\$ 3,586,451	\$ 1,247,251

***	Annex Building Façade Demo/Reconstruction	\$95	\$46	10,062		\$ 955,890	\$ 466,460	\$ (489,430)
	Library Building Façade Demo/Reconstruction	\$95	\$46	5,640		\$ 535,800	\$ 261,462	
	Subtotal	\$94	\$17	15,702		\$ 535,800	\$ 261,462	

### Clarifications

- 1 Excludes all parapet work
- 2 Remove and replacing windows for Annex building is listed as an alternate
- 3 No FF&E included
- 4 Add 5% to meet LEED Silver Standards
- 5 Third floor & Basement of Annex will be white boxed unallocated space
- 6 3 new elevators are included
- 7 4 new staircases are included
- 8 \$200,000 allowance included for underground Storm Sewer and Retention
- 9 \$200,000 allowance included for Jail Detention Equipment
- 10 Excludes Card Readers for Security, ADD - \$3,500 for strike reader data transfer card/fobs power supply
- 11 Budgeted high end office material for courts administration

## New University City Police Building Budget

Last Edited: 09/21/16

Total Summary	Chiodini \$/SF	Poettker \$/SF	Chiodini SF	Poettker SF	Chiodini	Poettker	Delta
Building	\$ 240	\$ 327	37,779	37,779	\$ 9,066,960	\$ 12,367,901	\$ 3,300,941
Site			2.5 acre	2.5 acre	\$ 375,000	\$ 772,266	\$ 397,266
Subtotal	\$ 250	\$ 348	37,779	37,779	\$ 9,441,960	\$ 13,140,167	\$ 3,698,207
Design Contingency	10%	10%			\$ 944,196	\$ 1,314,017	\$ 369,821
Building construction (Hard Costs)					\$ 10,386,156	\$ 14,454,183	\$ 4,068,027
Allowance for Soft Costs	20%	20%			\$ 2,077,231	\$ 2,890,837	\$ 813,605
Renovation/Addition Cost	\$ 330 SF	\$ 459 SF	37,779	37,779	\$ 12,463,387	\$ 17,345,020	\$ 4,881,633

### Clarifications

- 1 Assumes no problems exist in the soil
- 2 Includes Fencing
- 3 Includes 4 sets of stairs and 3 elevators
- 4 Includes a three lane firing range
- 5 Budgeted high end office material for courts administration

As indicated above both the cost estimator utilized in the March 14 Report and current cost estimator concluded that it would be substantially more to utilize the existing current facilities (renovated and with addition) than to construct a new facility on remote site.

Note that:

- Excluding the courts functions would reduce square footage and costs in both scenarios.
- Reducing the square footage of the building addition would reduce square footage and costs.

## 7. CONCLUSIONS

After review and analysis the following were confirmed:

- When considering a new or upgraded “Best Practices” for police department facilities should include:
  - Safety and Security Best Practices
  - Police Facilities Operational Best Practices
  - Economic Best Practices
- The interior components and utility infrastructure with the Annex and Old Trinity Library Building have exceeded their useful life. It is agreed that the physical condition of the existing buildings are in poor condition and fail to meet current accreditation, code, accessibility and energy standards. The existing facility does not meet current operational criteria in terms of work flow & adjacencies; safety & security; separation of police, public and prisoners; and prisoner processing & holding.
- The Annex Building and Old Trinity Library would require substantial renovations and upgrades (and addition) to provide a modern, operationally functional, efficient and secure police/courts facility to serve University City.
- Existing Annex basement level is not practical for proposed use; but could be used for housing and routing MEFPF utility infrastructure to serve the floor(s) above. The existing 3<sup>rd</sup> floor level is also not practical for the proposed use
- If only the Annex Building was utilized and upgraded for police department/courts use the building structure would not have to be brought up to current codes (2012 International Building Code) to withstand seismic forces. However, since a building addition is proposed in the March 14 Report to connect and utilize the two existing buildings (Annex and Old Trinity Library) upgrades to both buildings to meet current codes for essential buildings would be required.
- The police facility is defined as an essential facility – building s and other structures that are intended to remain operational in the event of extreme environmental loading from flood, wind, snow or earthquakes. Risk categories for essential facilities are higher than “standard” commercial buildings; and therefore are designed and built to higher standards for building structures and utility infrastructure to mitigate risks.
- Elsewhere in this analysis the topic discussion of “Essential Building” is discussed and is deemed as a desired feature to the building whether it is a renovation of the existing Police Annex or a new Police Facility. In the ICC 2012 International Existing Building Code Chapter 9: Alterations – LEVEL 3, subsection 907.4.2 Substantial Structural Alteration – is defined where 30% or more of the total Roof/Floor are structurally altered. Given the conceptual nature of the March 14 Report diagrams for the Police Annex Alteration Ross & Baruzzini must assume that the 30% threshold will be met given the affected roof/floor area where the new addition comes in contact with the old building construction. Subsection 907.4.4 requires wall anchors at the roof line for the buildings seismic Category “D” classification. These anchors would be helical anchors mounted through the mortar of the brick exterior veneer at the roof line in to the concrete roof structure. Subsection 907.4.5 requires bracing of the existing unreinforced

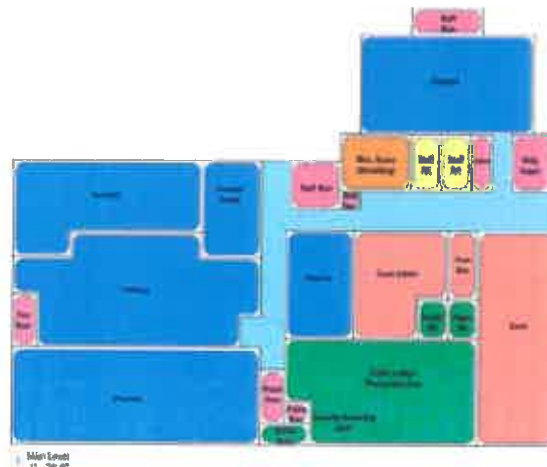
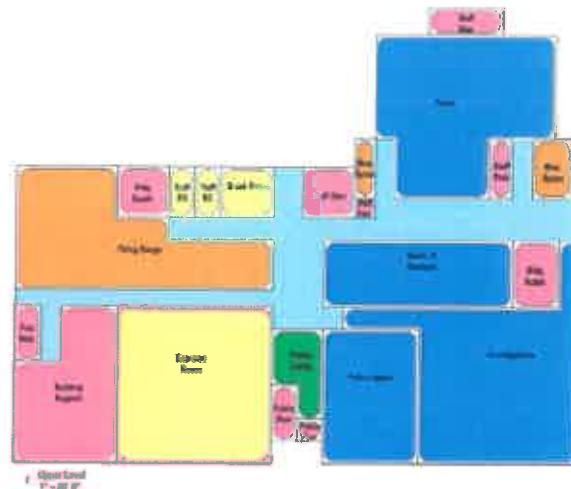
parapets. Based on the code interpretations contained within this analysis the existing Police Annex does not require a complete seismic upgrade to current code standards. However the requirements of Chapter 9 apply when renovations include the addition as anticipated in the March 14i Report.

- On-site parking is inadequate to serve the City Hall, Police and Courts Administration functions. A secure "buffer" and secure parking are a challenge to achieve. Providing 165 spaces for police and municipal courts functions is required.
- The Space Needs Assessment contained in the March 14 Report summarizing the total projected building area space needs requirements for a new facility at 37,777 gross square feet is accurate; although court administration functions could be located elsewhere. There are some comments in the "Operations and Space Needs Assessment" that should be considered that would add minor square footage; Refer to Section 5 of this Report.
- It has been confirmed that the existing usable space in the Annex is not sufficient to house the determined programmed space needed as indicated in the March 14 Report, and additional space would be required by utilizing the Old Trinity Library and a two story addition between the buildings. Connecting these building with an addition will prove challenging due to the differing floor elevation levels of the two existing building and limiting exterior wall conditions at both buildings
- The 37,777 projected building area cannot "fit" within the two usable floors (1<sup>st</sup> and 2<sup>nd</sup> floors) of the Annex Building. The basement and 3<sup>rd</sup> floor are deemed unusable due to structural constraints that would result in poor space utilization, inefficiency and adjacencies. Renovating the existing facilities to accommodate the current and future needs of police and courts would require at least considerably more space in order to accommodate inefficiencies of existing building and structural constraints.

Note that the Conceptual Development Block Diagrams included on Pages 37 and 38 of the March 14 Report (and copied below) indicate the use of the 1<sup>st</sup> and 2<sup>nd</sup> Floors of the Annex and Old Trinity Library and a two story building addition between the buildings with a total gross square footage of 53,000sf. With the 37,777GSF total projected building area space needs requirements for a new facility, a 40% increase in space utilization results. This appears high and could potentially be reduced.







- The Annex Building was confirmed to be part of the “City Hall Plaza Historic District” and on the National Register of Historic Places. It should be noted that although the Old Trinity Library resembles the City Hall and Annex it is not officially deemed historic and on the National Register of Historic Places. Being on the historic register does not exempt the building from complying with latest codes when renovated.
- Independent cost estimates for the Annex and Old Trinity Library (renovation and addition) and a new Police/Courts Facility on a remoted sited were developed and resulted in the following estimated budgetary costs compared to the March 14 Report:

	March 14 Report	Current Report
Annex/Old Trinity Library Renovation/Addition	\$19,952,116	\$26,484,849
New Police/Courts Facility (Greenfield Site)	\$12,463,387	\$17,345,020

- Both the cost estimate included in the March 14 Report and current cost estimate in this Report result in the conclusion that it would cost substantially more to utilize the existing current facilities (renovated with addition) than to construct a new facility on remote site. Note that excluding the courts functions would reduce cost in both scenarios.

- Utilizing the existing Annex and Old Trinity Library Buildings (with addition) would result in a less functional building than a new building on remote site due to existing structural and floor level constraints.
- It was confirmed that the University City Municipal Court conducts three court sessions monthly on Tuesday and Wednesday evenings. Court sessions are currently held at the Heman Park Community Center. The March 14 Report does not present a compelling reason for colocation of the Municipal Court and the Police Department. It is not clear why the two functions, police and municipal courts need to be co-located as there are no overlapping functions or required adjacencies.

Based on the findings contained within our review and analysis it is recommended to proceed with developing a new Police/Courts Facility on a remote site.

## 8. COUNCILMEMBER QUESTIONS

August 17, 2016 questions from Councilmember Paulette Carr

1. The Ross & Baruzzini website shows that you are primarily mechanical, electrical and plumbing engineers with architects and interior designers also on staff. At this point, do you also have structural engineers with a depth of experience in the specialty of seismic design for public buildings on staff, and if not, who do you plan to use as consultants? It would not be acceptable to use the same structural engineers as Chiodini Associates used on their report.

*Frontenac Engineering is performing the structural engineering component as a sub-consultant to Ross & Baruzzini.*

2. Is Ross & Baruzzini currently the primary or consulting engineers for Chiodini Architects in any capacity or associate architects and interior designers to Chiodini? Does Ross & Baruzzini have any other professional, financial or personal relationships with Chiodini or any of his architects or other employees? Any of these would constitute a conflict of interest.

*Ross & Baruzzini has no current contract with Chiodini. The firm has no known relationships with Chiodini that would constitute a conflict of interest.*

3. What is your opinion of Chiodini's and / or his consultants claim that the existing 14'x22' column bays in the Police Annex would require that 57,000+ SF, or 52% more space, would be required to satisfy the Chiodini spatial requirements of 37,800 SF for the combined new Police Station and Municipal Courts? Can we rely on Chiodini's calculations when there are only bubble diagrams to define space needs, but not even schematic designs comparing a renovation solution to their new building solution?

*Ross & Baruzzini confirmed the existing space calculations summarizing existing gross square footages of the existing Police Annex (and Old Trinity Library) are accurate; and the existing gross square footages are included in our Report.*

*Note that the Conceptual Development Block Diagrams included on Pages 37 and 38 of the March 14 Report indicate the use of the 1<sup>st</sup> and 2<sup>nd</sup> Floors of the Annex and Old Trinity Library and a two story building addition between the buildings with a total gross square footage of 53,000sf. With the 37,777GSF total projected building area space needs requirements for a new facility, a 40% increase in space utilization results.*

*Due to the space constraints and configuration of the existing Annex (and Old Trinity Library); and the fact that the buildings were not originally designed for a police use it is not surprising that significantly more square footage is needed to provide the functions identified in the Exhibit I – Space Needs Assessment. Also note that there are elevation changes in the finish floors between the two structures. Bubble diagrams to-scale are often used as the first step in developing conceptual space diagrams; as long as the bubble diagrams are developed to-scale they can be relied upon as an earlier indicator to define space needs comparing renovation to new building use.*

4. It is the City Council's understanding that the existing Police Annex is essentially a reinforced concrete—frame building; i.e. with reinforced concrete floors, columns and partial or complete exterior walls with openings corresponding roughly to window openings, and with the exterior

brick as a veneer only. If that is the case, then why would Chiodini insist that the brick be taken down and reinstalled in their renovation solution to be independent of the new seismic reinforcement system if the brick is non—structural and independent of the existing structural frame?

*Your assumption of the existing Police Annex building structure is correct. The construction of the existing structure consists of cast-in-place reinforced concrete slabs, beams and columns. The exterior walls are constructed with masonry infill supported by the concrete frames. It is not recommended that the brick be taken down and reinstalled.*

5. A significant portion of the cost analysis regarding the renovation of the Annex was based Chiodini's understanding of the recent renovation of 10 S. Brentwood for the Clayton Police Department. It is now apparent that much of the information provided by Chiodini Architects with regard to the Clayton Police Station to justify the high sf cost of renovating the Annex is incorrect, and that the Lawrence groups estimates that the actual costs per sf was \$181 in 2011-2012 dollars and extrapolated to \$204.53 in 2016 dollars (assuming a cost escalation of 13%). Additionally, though Chiodini Architects claimed contrary to the fact that Clayton did not build to essential facility standards. What in your opinion, if anything, would justify Chiodini's \$300/ sf estimate for the renovation of the Annex and 9400 sf of the Old Library? What would a reasonable cost per sf be for the renovation of both the Annex and the Old Library if used?

*An independent cost analysis has been performed as part of this Review. Refer to Section 6 of this Report.*

6. How can the cost of renovating the existing Police Annex and Trinity Library to "white—box office" standards plus land acquisition and construction of a new Police Station and Municipal Courts cost less than completing the renovations on the existing buildings to essential public building standards? How can the cost of owning and maintaining three buildings, including long-term energy use and maintenance, be less than owning and maintaining two buildings?

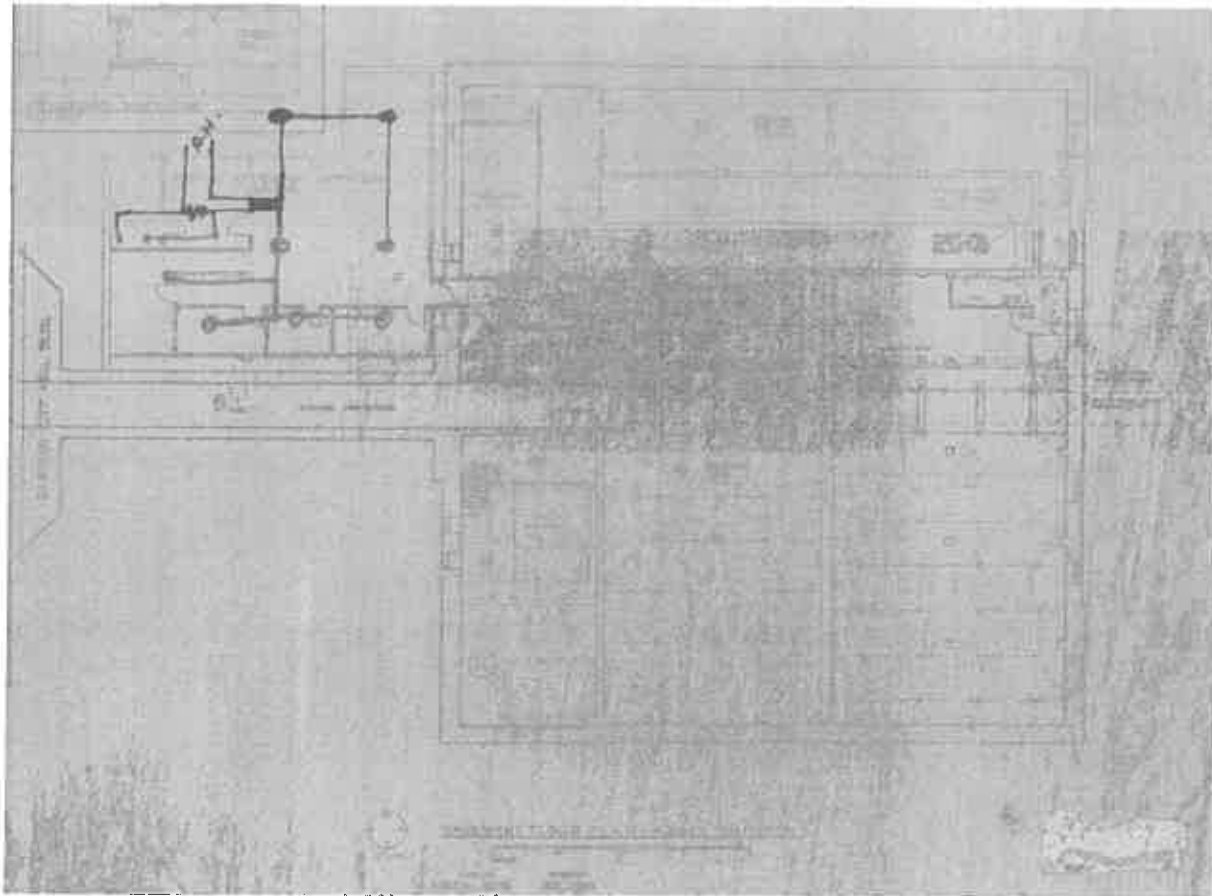
*We recommend that the City engage in a master-plan study of the City Hall Complex including the Annex and Old Trinity Library to determine potential uses, associated parking requirements and cost.*

7. Chiodini Associates had not factored in the difficulties in getting approval from the public of non-City uses for the existing renovated Police Annex and Trinity Library now that Proposition H had passed and per our Charter the ultimate disposition of these historic buildings must go to a vote of the public. How does that affect your thinking?

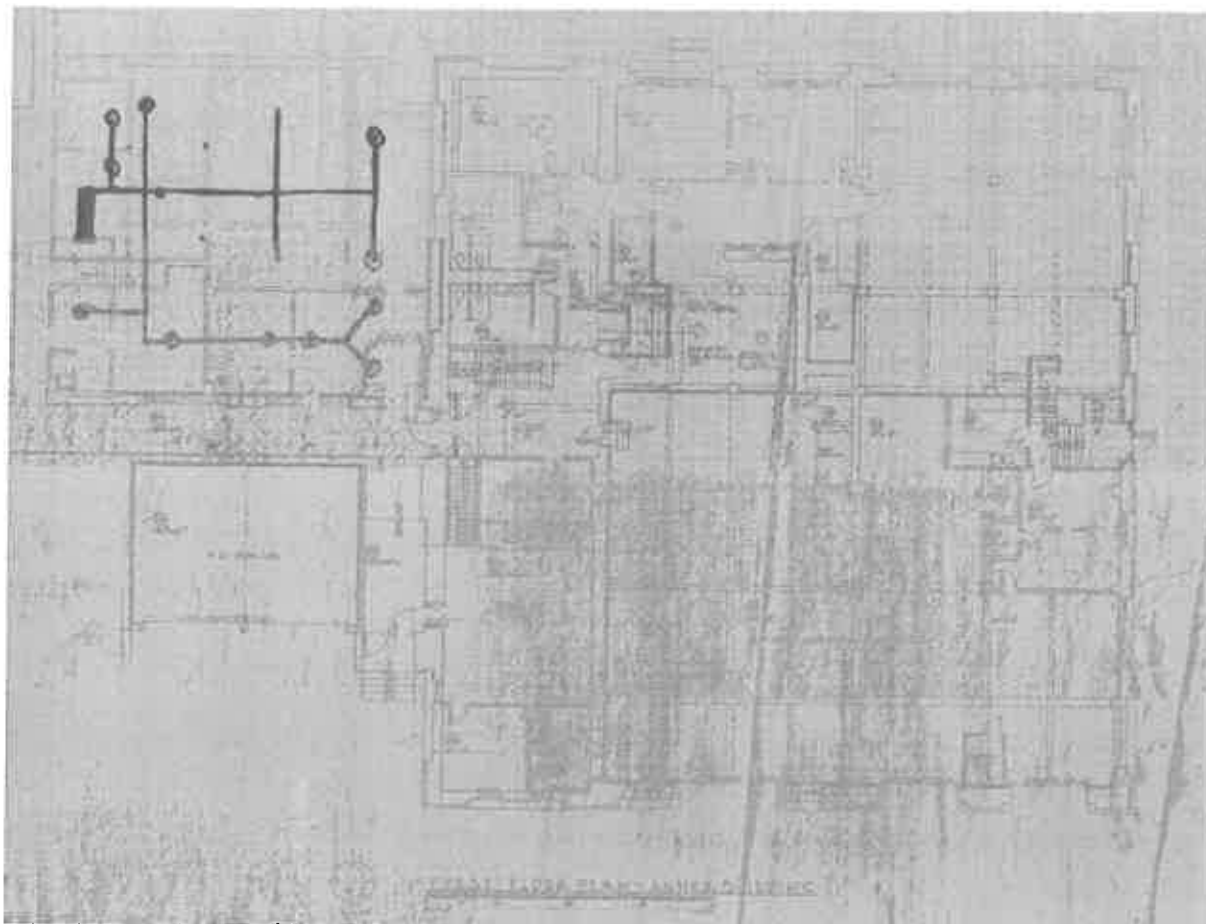
*Refer to Question 6 Response above. A master plan is recommended. In this way the City buildings are vetted to yield their maximum benefit to the City. Until a holistic view of the City departmental needs and needs of citizen groups are reviewed can the City support with facts and any decision as to the disposition and use of the buildings.*

## APPENDIX

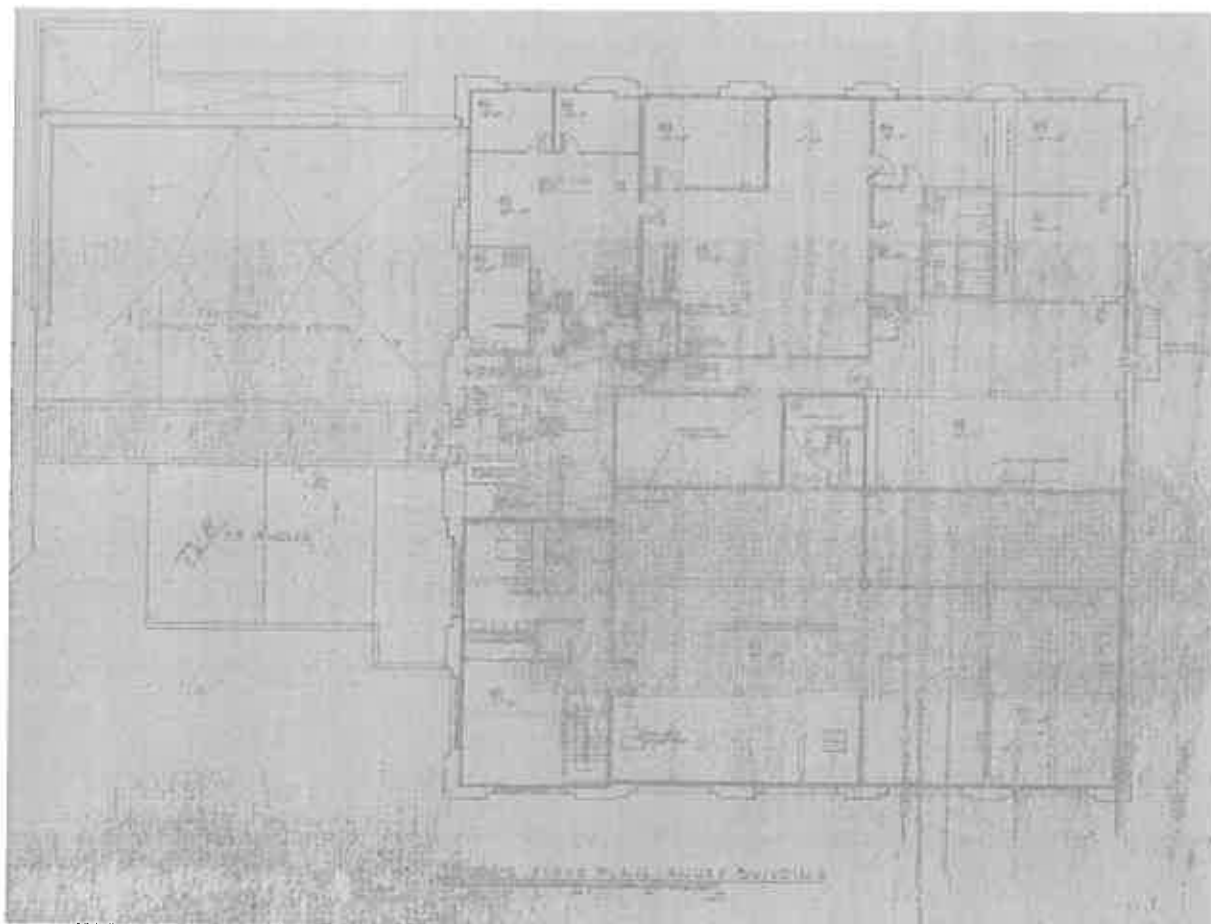
### Annex Building Floor Plan Drawings



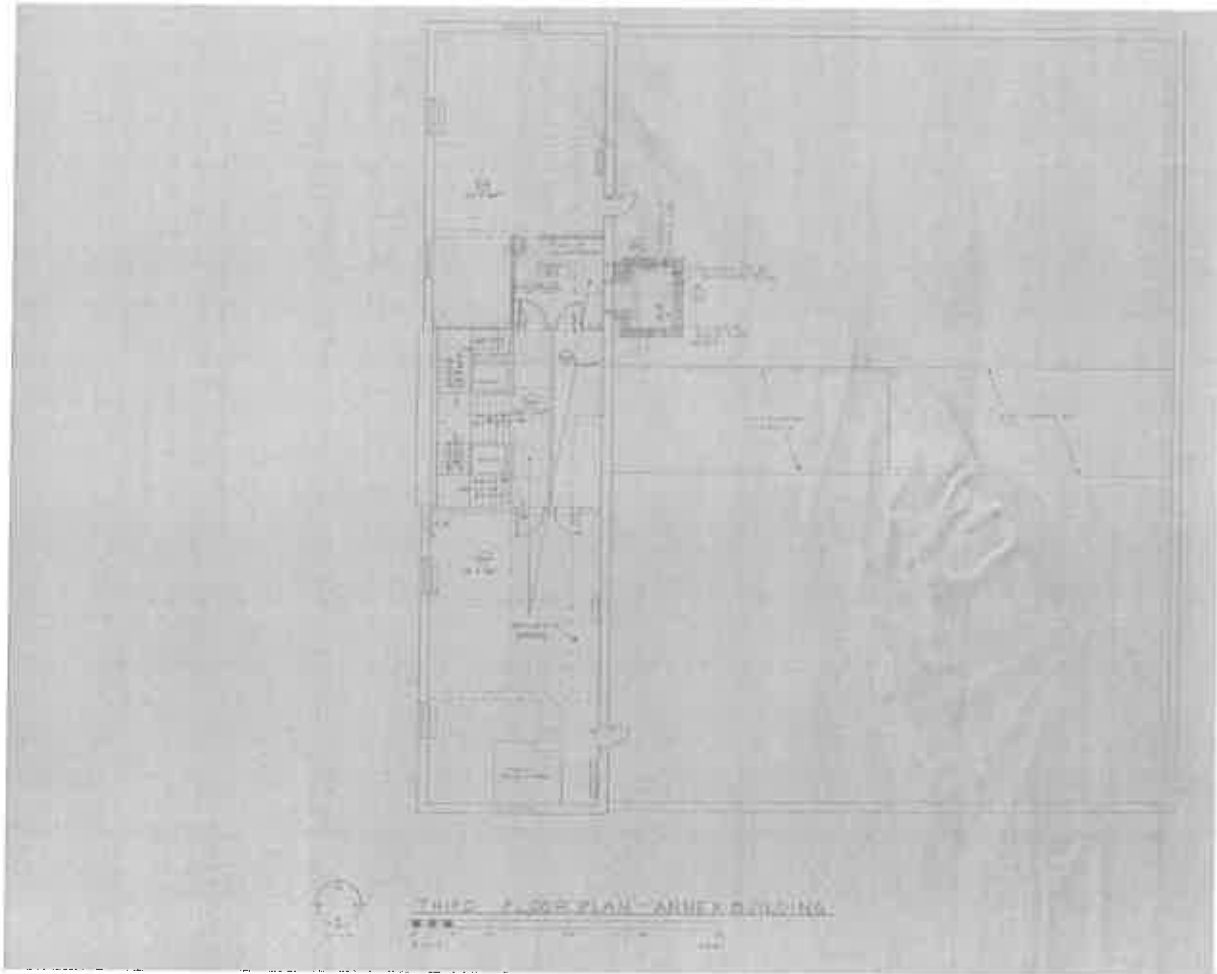
*Basement Floor Plan – Annex Building (Not to scale)*



*First Floor Plan – Annex Building (Not to scale)*



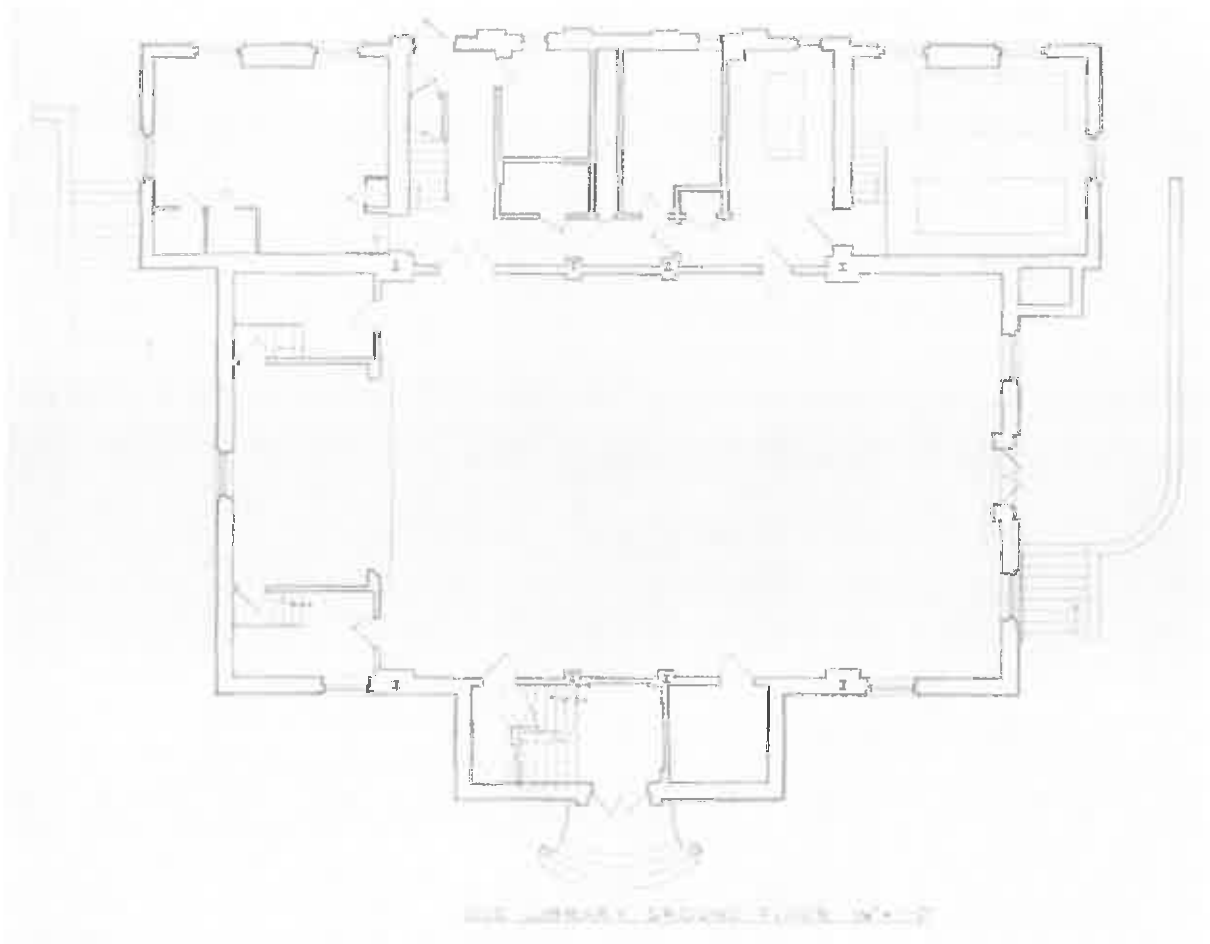
*Second Floor Plan – Annex Building (Not to scale)*



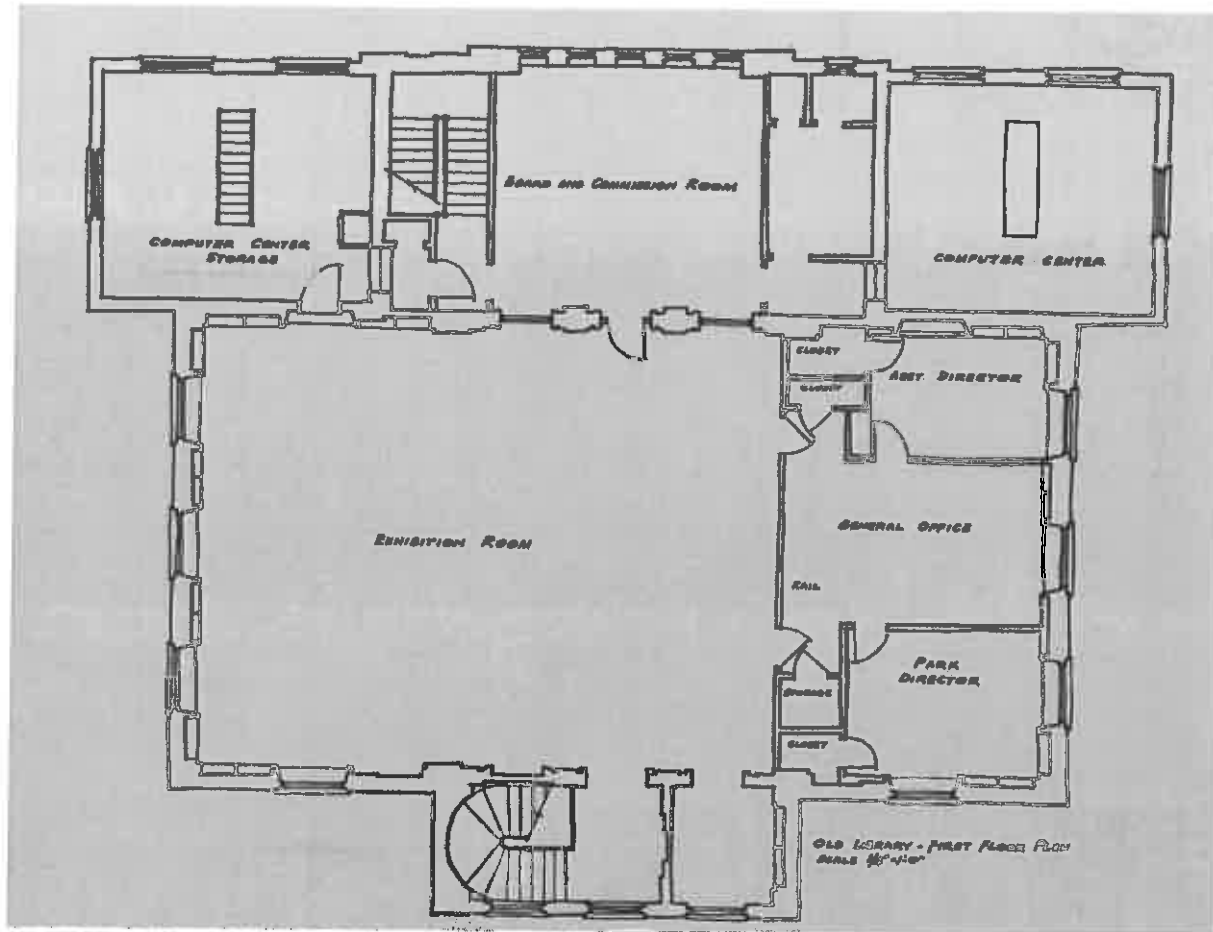
*Third Floor Plan – Annex Building (Not to scale)*



## Old Trinity Library Floor Plan Drawings



*Ground Floor Plan – Old Trinity Library (Not to scale)*



Upper Floor Plan – Old Trinity Library (Not to scale)



**Ross & Baruzzini**

6 South Old Orchard | St. Louis, MO 63119  
P: 314.918.8383

## MEETING MINUTES

**PROJECT:** Review Police Facility Analysis Report University City, MO  
**SUBJECT:** Kick-off Meeting  
**PROJECT NO:** 1934-01  
**MEETING DATE:** August 3, 2016  
**BY:** Mike Shea  
**PARTICIPANTS:** Lehman Walker [lwalker@ucitymo.org](mailto:lwalker@ucitymo.org) (314) 505-8534  
Chief Charles Adams [cadams@ucitymo.org](mailto:cadams@ucitymo.org) (314) 505-8650  
Mike Shea [mshea@rossbar.com](mailto:mshea@rossbar.com) (314) 918-8383  
Ted Dempsey [tdempsey@rossbar.com](mailto:tdempsey@rossbar.com) (314) 918-8383  
**CC:** Central File, Lehman Walker

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*The following minutes express our understanding of the items discussed. Please respond in writing within five days of receipt if any changes are required.*

*Items indicate with asterisks \*\* affect the critical path for the project and require immediate attention.*

---

1. **PURPOSE:** The purpose of the meeting was to review the project scope and schedule and coordinate project tasks and resources.
2. **SCOPE REVIEW:** Ross & Baruzzini's proposal was reviewed. Lehman directed R&B to include service of Structural Engineer and Professional Cost Estimator and re-submit.
  - The report review should focus on assumptions made in the report and the cost estimate developed.
3. **AVAILABLE DOCUMENTS:** A copy of the March 14, 2016 report has been provided to R&B. R&B inquired about any available existing conditions drawings for the Annex. Lehman will check, but thought that there is very limited existing conditions documentation.
  - R&B requested Appendix 1 of the report which was missing from copy obtained.
4. **BUILDING ASSESSMENT:** R&B will coordinate upcoming site visit to the Annex with Chief Adams. A team including Architect, Structural Engineer, Mechanical Engineer, Electrical Engineer and Cost Estimator will perform the site visit.
5. **EXTERIOR RESTORATION:** There is a contract underway for the exterior façade repair that includes masonry repair/restoration, tuck-pointing and window replacement for the Annex.

**Kick-off Meeting Minutes**  
**August 3, 2016**

6. **PARKING:** It was confirmed that there is currently no designated/segregated parking for the police department and parking for shift changes is a challenge.
  - Police personnel are currently working twelve hour shifts.
7. **ANNEX BUILDING:** It was noted that:
  - The fire department vacated the Annex and relocated to a new fire house leaving a portion of the building abandoned.
  - The 3<sup>rd</sup> floor is not currently occupied.
  - A portion of the basement has low headroom (below the three high bay areas above).
8. **COMMUNICATIONS:** Communications with Alderman, U City personnel and concerned citizens should be documented with copies sent to Lehman for distribution.
9. **CONTRACT:** Lehman indicated that R&B's contract requires City Council approval which is anticipated the week of August 8<sup>th</sup>. R&B cannot start until contract award but will alert and coordinate team.



## MEETING MINUTES

**PROJECT:** Review Police Facility Analysis Report University City, MO  
**SUBJECT:** Meeting With Councilpersons  
**PROJECT NO:** 1934-01  
**MEETING DATE:** August 17, 2016  
**ISSUE DATE:** August 19, 2016  
**BY:** Mike Shea  
Mike Shea [mshea@rossbar.com](mailto:mshea@rossbar.com) (314) 918-8383  
**PARTICIPANTS:** Terry Crow, Councilman Ward 1 [terry@cttlaw.net](mailto:terry@cttlaw.net) (314) 918-0045  
Paulette Carr, Councilwoman Ward 2, [paulette\\_carr@sbcglobal.net](mailto:paulette_carr@sbcglobal.net) (314) 727-0919  
Bwayne Smotherson, Councilman Ward 3 [bsmotherson@gmail.com](mailto:bsmotherson@gmail.com) (314) 726-9572  
**CC:** Central File, participants, Lehmann Walker

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*The following minutes express our understanding of the items discussed. Please respond in writing within five days of receipt if any changes are required.*

*Items indicate with asterisks \*\* affect the critical path for the project and require immediate attention.*

---

1. **PURPOSE:** The purpose of the meeting was to meet with Council representatives from Ward 1, 2 and 3 and listen to their input relative to the March 14, 2016 Facility Analysis Report.
2. **DOCUMENTED COMMUNICATIONS:** Mike Shea explained that communications with councilpersons and other University City representatives would be documented and forwarded to Lehman Walker for distribution to all members of the University City Council.
  - Paulette Carr explained that she would be taping the meeting and did so, and said she would provide an audio copy of the tape to Ross & Bruzzini.
3. **REVIEW PROCESS:** Mike Shea explained that the Ross & Baruzzini Team is early in the process of reviewing and assessing the Report and could not offer any opinions or responses. Mike further explained that Ross & Baruzzini is tasked with providing an independent review of the report and will do so, but could not answer questions as the Team is too early in the process.
4. **ANNEX VISIT:** Mike Shea explained that a team of architects, engineers and cost estimators performed a field visit to observe existing physical conditions at the Annex Building on August 16, 2016.

5. **EXISTING BUILDING DRAWINGS:** Mike Shea explained that there are very few drawings available of the Annex. The drawings are limited to four rough floor plan drawings from April 1974 provided by Andrea Riganti and a set of drawings found in the basement of City Hall during the site walk-thru entitled Alterations Annex Building, dated May 1976. Not having original construction drawings is a challenge as assessments are limited to visual observations.
6. **AUGUST 17 MEMORANDUM FROM COUNCILMEMBER CARR TO MICHAEL SHEA:** Paulette provided a memorandum with 7 questions and two attachments (copy attached). Mike Shea explained that the Assessment Team was too early in the process to address the issues in the memorandum but would take the memorandum under advisement in the assessment process. The memorandum was however reviewed:
  - There are no team members on the current Assessment Team that were on the Chiodini Team that developed the March 14, 2016 Report.
  - Ross & Baruzzini's Government Group has no active contracts with Chiodini. Mike Shea will follow up to confirm if any of the firm's other groups have any active contracts.
7. **COUNCILMAN CROW INPUT:** Councilman Crow expressed the following relative to the March 14 Facility Assessment Report:
  - The Clayton Police Department was recently renovated which included a gut rehabilitation of approximately 83,000sf. The cost for the renovation follows:

2011	2,200,000
2012	13,300,000
2013	1,500,000

The scope apparently included essential services and seismic upgrades. Council Crow wanted to provide this cost data for reference as a potential project of similar scope.

  - Councilman Crow also offered the following questions:
    - -Is there enough space at the current Annex?
    - -Is it preferable to have court located in the same location as the Police Department?
    - -Is it preferable to retrofit and maintain historic buildings?
    - -Clayton took 15 months for renovation (not including design and bidding). What is reasonable time for the U City project?
  - Councilman Crow explained that the City has until July – 2021 to complete the Annex renovation or new police facility.
8. **COUNCILMAN SMOTHERSON INPUT:** Councilman Smotherson questioned if part of the Library (across the street from the Annex) is included in the Scope of Work and asked to confirm why a portion of the Library was apparently included in the March 14 Report cost projections.
  - Councilman Smotherson also explained that he thought there was a recent Request for Qualifications for architectural services for the Police Department issued and inquired about the status of the RFQ.
9. **TEMPORARY FACILITY:** It is understood that the Police Department due to a court order and will be vacating the building and will be temporarily located in a temporary transition facility (consisting of multiple prefabricated trailer units) on the north site of the current City Hall/Annex Site.

10. **EXISTING ANNEX REPAIRS:** Work is currently under way for the Annex Building remediation at a contract value of approximately \$2.4 Million. The work includes exterior façade repair and tuckpointing. Apparently the interior remediation work has been taken out of the project.
  - Ross & Baruzzini would like to confirm the actual scope of the repairs so that the work being already accomplished can be taken into consideration relative to the cost analysis.
11. **DELIVERY METHODS:** A brief discussion was held relative to project delivery methods and the design-bid-build delivery method and design-build delivery method. It is unsure if the City charter allows design-build.

Aug. 17, 2016

TO: Michael E. Shea, AIA  
Senior Vice President  
Director of Government & Mission Critical  
Ross & Baruzzini

FROM: Councilmember Paulette Carr  
City of University City

RE: Questions to Baruzzini & Ross on the Facility Analysis Report  
produced by Chiodini Architects

These questions have been formulated by some members of the University City City Council, various University City architects, and historic building renovation contractors, and other professionals. Your review will not be considered accurate and complete without full accounting on each.

- This is a Public Document

1. The Ross & Baruzzini website shows that you are primarily mechanical, electrical and plumbing engineers with architects and interior designers also on staff. At this point, do you also have structural engineers with a depth of experience in the speciality of seismic design for public buildings on staff, and if not, who do you plan to use as consultants? It would not be acceptable to use the same structural engineers as Chiodini Associates used on their report.

*Frontonac Engineering is doing structural engineering*

2. Is Ross & Baruzzini currently the primary or consulting engineers for Chiodini Architects in any capacity or associate architects and interior designers to Chiodini? Do Ross & Baruzzini have any other professional, financial or personal relationships with Chiodini or any of his architects or other employees? Any of these would constitute a conflict of interest.

*Gov Group is NOT*

3. What is your opinion of Chiodini's and/or his consultants claim that the existing 14' x 22' column bays in the Police Annex would require that 57,000+ SF, or 52% more space, would be required to satisfy the Chiodini spatial requirements of 37,800 SF for the combined new Police Station and Municipal Courts? Can we rely on Chiodini's calculations when there are only bubble diagrams to define space needs, but not even schematic designs comparing a renovation solution to their new building solution?

*cannot answer yet*

4. It is the City Council's understanding that the existing Police Annex is essentially a reinforced concrete-frame building; i.e. with reinforced concrete floors, columns and partial or complete exterior walls with openings corresponding roughly to window openings, and with the exterior brick as a veneer only. If that is the case, then why would Chiodini insist that the brick be taken down and reinstalled in their renovation solution to be independent of the new seismic reinforcement system if the brick is non-structural and independent of the existing structural frame.

*cannot answer yet*



5. A significant portion of the cost analysis regarding the renovation of the Annex was based Chiodini's understanding of the recent renovation of 10 S. Brentwood for the Clayton Police Department. It is now apparent that much of the information provided by Chiodini Architects with regard to the Clayton Police Station to justify the high sf cost of renovating the Annex is incorrect, and that the Lawrence groups estimates that the actual costs per sf was \$181 in 2011-2012 dollars and extrapolated to \$204.53 in 2016 dollars (assuming a cost escalation of 13%). Additionally, though Chiodini Architects claimed contrary to the fact that Clayton did not build to essential facility standards. What in your opinion, if anything, would justify Chiodini's \$300/sf estimate for the renovation of the Annex and 9400 sf of the Old Library? What would a reasonable cost per sf be for the renovation of both the Annex and the Old Library if used?

6. How can the cost of renovating the existing Police Annex and Trinity Library to "white-box office" standards plus land acquisition and construction of a new Police Station and Municipal Courts cost less than completing the renovations on the existing buildings to essential public building standards? How can the cost of owning and maintaining three buildings, including long-term energy use and maintenance, be less than owning and maintaining two buildings?

7. Chiodini Associates had not factored in the difficulties in getting approval from the public of non-City uses for the existing renovated Police Annex and Trinity Library now that Proposition H had passed and per our Charter the ultimate disposition of these historic bulidings must go to a vote of the public. How does that affect your thinking?

**Attachments:**

(A): Testimony of Matt O'Leary at City Council Meeting on March 28, 2016

(B): Email Chain between Joshua Mandell and Sandy Jacobson regarding the renovation of 10 S. Brentwood as the Clayton Police Station

**UNIVERSITY CITY COUNCIL MEETING – 3/28/16  
TESTIMONY OF MATT O'LEARY**

**Introduction:**

- I am an urban real estate developer; I have done probably more adaptive reuse projects in St. Louis than anyone in last 15 years (apartments, hotels, condos, office, retail, parking, a coal burning power plant – i.e. Metropolitan Building with popcorn concrete)
- I have no personal interest in the outcome of this matter; I have lived Downtown since 1998; I am not being paid for testifying and have no business interests in U. City, working almost exclusively in the City
- I was asked to provide independent expert review by my brother who just wants to see a good process and appropriate use of U. City resources as a long term U. City resident

**Testimony:**

- 1) The cost of renovating the vacant Library (14,000 sf) is included in the renovation costs for the Annex, but there is no indication that the SF are needed or intended to be used; why is this \$6mm+ being assigned against the rehab?
- 2) The \$300/sf base figure for renovating the ground through 3<sup>rd</sup> floors of the Annex (not including abatement, structure, skin and site) is way out of line; the City of St. Louis renovated their headquarters for \$70/sf starting with a 1980's office building, and that was all in, including FF&E; the Annex will certainly be quite a bit more than the City headquarters because of size of facility, age of facility, character of the existing shell / improvements etc..., but not 4 times plus; I would get \$175/sf or less based upon my history
- 3) The rehab plan involves complete removal and reinstallation of the exterior walls for water protection reasons (and potentially structural); that is simply not done in the industry; that is over \$1.3mm with markup – tuckpointing
- 4) There are costs for the new construction option that are not included in the \$12mm figure, including the cost of acquiring the 3-3.5 acres as well as the cost of dealing with the abandoned annex (carrying it, tearing it down, etc...); it keeps being characterized as a \$12mm police station; it likely well north of \$14mm
- 5) The report concludes historic tax credits cannot be used for this project; that is not the case using a disqualified lease structure; it would cover up to 35% of the renovation costs
- 6) There is no discussion of the possibility of not moving the municipal courts or moving it elsewhere, which should be on the table; if the goal is to keep the project budget as close to the \$7mm allocated to it, strong consideration should be given to this

**Conclusion:**

- I don't find the report credible
- My guess is the adaptive reuse of the Annex would actually be cheaper than new construction, even without historic tax credits; and, that cost could be substantially reduced with not including the municipal courts in the structure with the police and/or using historic tax credits

# UNIVERSITY CITY - POLICE HEADQUARTERS OPTIONS

## ADAPTIVE REUSE BUDGET - NO HISTORIC TAX CREDITS

Category	Cost / SF	SF	Total Cost	MDO Adjusted Budget	Assumptions Behind Adjustments
Annex Building - Renovation (\$/sf)	\$ 300	26,096	\$ 7,828,800	\$ 4,566,800	\$175/sf
Basement/3rd Floor Renov.	\$ 100	11,079	\$ 1,107,900	\$ 1,107,900	
Building Addition	\$ 240	6,208	\$ 1,489,920	\$ 1,489,920	
Annex Building - Façade Demo/Reconstruction (\$/sf)	\$ 95	10,062	\$ 955,890	\$ 250,000	Tuckpointing instead of rebuilding
Annex Building - Essential Services Structure			\$ 1,700,000	\$ 1,700,000	This is likely inflated but extent is uncertain
Library Building - Renovation	\$ 300	9,400	\$ 2,820,000		
Library Building - Façade Demo/Reconstruction	\$ 100	4,700	\$ 470,000		
Library Building - Essential Services Structure	\$ 95	5,640	\$ 535,800		
Environmental Abatement			\$ 639,200		
Site (Retaining Walls Req'd)			\$ 241,435	\$ 241,435	
Subtotal Renovation Cost:			\$ 500,000	\$ 350,000	Reduction: Just not that much work
Design Contingency (Unforeseen/Phasing)		15%	\$ 18,288,945	\$ 9,706,055	
Renovation/Addition (Hard Cost)		43,383 sf	\$ 2,743,342	\$ 1,455,908	Same percentage on less cost
Allowance For Soft Costs		20%	\$ 21,032,287	\$ 11,161,963	Same percentage on less cost
Total Project Budget (2016 Dollars)			\$ 4,206,457	\$ 2,232,393	
			\$ 25,238,744	\$ 13,394,356	

## NEW CONSTRUCTION BUDGET

Category	Cost / SF	SF / Acres	Total Cost	MDO Adjusted Budget	Assumptions Behind Adjustments
New Building	\$ 240	37,779	\$ 9,066,960	\$ 9,066,960	
Site (per acre)	\$ 150,000	2.5	\$ 375,000	\$ 600,000	\$200,000 per acre; 3 acres
Subtotal Building Cost:			\$ 9,441,960	\$ 9,666,960	
Design Contingency (Unforeseen/Phasing)		10%	\$ 944,196	\$ 966,696	Same percentage on less cost
Renovation/Addition (Hard Cost)		43,383 sf	\$ 10,386,156	\$ 10,633,656	Same percentage on less cost
Allowance For Soft Costs		20%	\$ 2,077,231	\$ 2,126,731	Same percentage on less cost
Total Project Budget (2016 Dollars)			\$ 12,463,387	\$ 12,760,387	
Acquisition				\$ 1,524,600	
Disposition / Carry of Vacant Annex Building	\$ 10	3.5		\$ 500,000	
				\$ 14,784,987	

**From:** Mandell, Joshua  
**Sent:** Monday, June 27, 2016 5:51 PM  
**To:** 'Sandy Jacobson'  
**Subject:** RE: Thank You For Your Time

Sandy:

It's my pleasure.

Please see bulleted response below and advise if we can provide anything additional to assist you in this regard.

Please also note that much of the comparison between the Clayton and University City projects appears to be cited in discussions and presentations to University City and the City Council, rather than in the Chiodini report itself. We have reviewed minutes from various meetings and study sessions, including a study session which took place on 14 March 2016.

■ *number of square feet in the Clayton project:* The gross square footage of the Clayton project at 10 S. Brentwood was **83,000 SF**. (Note that this gross area excludes the parking structure to the east of 10 S. Brentwood, which is an additional 96,000 gross SF).

**COMMENT:** We understand that a reduced portion of the Clayton project (less than 83,000 SF) may have been used to calculate a comparative cost per square foot. In our opinion, this is not a valid methodology for comparison with the proposed University City project, since the full 10 S. Brentwood building (full building envelope – doors, windows, wall, roof; all building engineering systems – HVAC, electrical infrastructure, roof drains, etc.; building primary structure; egress stair towers from all floors to discharge at grade; all building utilities; and so on) was subject to substantial renovations and upgrades.

■ *the age of the building:* The 10 S. Brentwood building was originally constructed circa **1954** by long-time Clayton / St. Louis builder / developer, Mr. Sydney Studt. At the time of its erection, commercial structures in Clayton were not permitted to be higher than three stories. In proposing this structure which was to be modeled after the Governor's

Palace in Williamsburg, Virginia, Mr. Studt contended that the fourth floor being under a mansard roof made it not count as a commercial story, and similarly that his planned personal residence on floors 5 and 6 excluded those floors from being a departure from the building code. City officials concurred with Mr. Studt, and permitted 10 S. Brentwood's construction as designed. The single outbuilding (termed the Carriage House in several documents and in common parlance) was part of the original construction, and served as a mechanical systems and storage facility above what was an underground electrical utility sub-station. (Note that the underground electrical sub-station was demolished when City undertook renovations in 2011-2013, in order to satisfy certain programmatic objectives and address concerns by the Electrical Utility, AmerenUE.) Subsequent to the original construction, a second elevator was added to the building, in order to serve all seven levels (basement plus floors 1 through 6; whereas, the original elevator only served basement through floor 5). This second elevator system required the construction of a penthouse above the seventh floor roof. We understand this to have occurred in the early to mid-1960s, roughly eight (8) years after the original construction (circa **1962**). Nearly twenty years after the building was built (circa **1974**), a cupola and flag-pole were added to the elevator penthouse. The parking structure was built in the early to mid-1980s (circa 1984 per our research). To our knowledge, no other significant renovations or upgrades had been undertaken to 10 S. Brentwood until City of Clayton / Lawrence Group / Paric affected the additions and renovations to adaptively reuse this building in **2011-2013**.

**COMMENT:** We understand that there have been a variety of dates indicated by others when describing the construction of 10 S. Brentwood, including the 1970s. Our date information was researched with the City of Clayton's files and records, as well as through dialogue with one of the former residents of the building (Mrs. Janey Symington, daughter of the original builder / developer, Mr. Sydney Studt). As such, we are confident that the above dates – stemming from original construction in 1954 – are correct. We would surmise that it is possible the heretofore indicated subsequent construction activity at 10 S. Brentwood has been construed by some as original building erection.

**cost/sf:** According to records generated and maintained by City / Architect / Constructors, the final cost of construction was approximately **\$15,067,000.00**. Delivered via Construction Manager as Advisor procurement model, this cost included prime Owner-Contractor agreements to execute all demolition, abatement, general works, fire protection, plumbing, HVAC, electrical scopes, as well as the solar PV array. When divided by the 83k SF area number, we calculate the cost per square foot as **±\$181.00**. Please note this is in 2011-12 dollars; we discuss escalation to contemporary construction values below.

**COMMENT:** We understand that there are other categories of cost which may warrant being taken into consideration when comparing and contrasting with the proposed University City project. If the indicated hard-cost construction value for 10 S. Brentwood were appended to include land acquisition, soft costs (financing, Construction Manager

fees, Architect and Engineering services), FF&E (furniture and equipment), and similar, as well as the off-setting value of various grants and other sources of revenue utilized by Clayton to realize its project, certainly the project's value would increase. Keeping in mind that 10 S. Brentwood was a LEED Platinum certified facility and has the largest non-utility-owned solar array in the State of Missouri, we would estimate this higher end, 'all in' number as approaching \$300.00 per SF. It is imperative to note, though, that these categories contained in an 'all in' cost number per square foot are much more variable from project to project, and as such may not be as valid a comparison as the hard-cost figure indicated of  $\pm\$15\text{MM}$  or  $\pm\$181$  per SF. For example, land costs per City of Clayton for 10 S. Brentwood were for the ground and the improvements thereupon, at the time they were purchased (2009), in the City of Clayton. They are entirely unique to the location, type of existing construction and amenities acquired, and the circumstances of the 10 S. Brentwood project, and therefore could not be reliably used to extrapolate or infer what University City or any other owner might expect to pay for land acquisition elsewhere. The same could be said for all other excluded categories, perhaps with the exception of professional Architectural and Engineering costs and Construction Manager fees, which may vacillate less from project to project when comparing a similar / same set of scope requirements.

**COMMENT:** We further understand that there have been allegations of cost overruns for the 10 S. Brentwood project. These allegations are only true insofar as one might compare the original conceptual design and budget for the project of  $\pm\$8\text{MM}$  – not authored by Lawrence Group or Paric – with the actual cost of the project as delivered by Lawrence Group and Paric. In truth, the  $\pm\$15\text{MM}$  cost of the 10 S. Brentwood project stayed within the boundaries and budgets as originally approved by the City of Clayton.

***the time it took to complete the project:*** Bidding and contract negotiations for 10 S. Brentwood took place in summer and fall 2011, with prime agreements between owner and contractors being executed **08 November 2011**. Construction activities took place starting in the fall of 2011, with the most intense periods of work occurring between February 2012 and September of 2012. The overall facility was declared to be Substantially Complete on 25 September 2012, with the in-service date of the facility (Owner move-in) of **28 January 2013**. (Note that demolition and abatement work was started earlier than this, approximately spring of 2011, and declared to be Substantially Complete on 13 October 2011. This occurred as convenience to the City, since the facility was not occupied as of spring 2011, and the market conditions were favorable to bidding and conducting this scope ahead of the renovation work.)

**COMMENT:** Granted that demolition and abatement was concluded earlier than the addition and renovations scope, it is acknowledged that the same demolition and abatement scope could have been conducted sequentially with the addition and renovation scope. As such, we calculate the duration for this project as **15 months**. In our opinion, this was a normal (not accelerated) pace for a project of this type, scale and complexity.

§ *the structural [sic] details related to the essential facilities standard:* As has been confirmed under separate cover and correspondence, the 10 S. Brentwood project was designed in compliance with **Occupancy Category IV** (buildings designated as **essential facilities**, which includes **police stations**) as stipulated by Chapter 16: Structural Design of the 2009 International Building Code (IBC). Certain systems were also designed with a Seismic Importance Factor of 1.5 as stipulated by Chapter 16 of the 2009 IBC, and by referenced standard ASCE 7-05 (Minimum Design Loads for Buildings and Other Structures, published by the American Society of Civil Engineers).

COMMENT: This is a very complex and nuanced topic – especially when renovating existing buildings vs. building new structures – and may warrant further dialogue. Suffice to say that our design and the resultant construction was fully permitted, approved by the Authorities Having Jurisdiction (code officials in the City of Clayton Department of Planning and Development Services and Fire Department, as well the County of St. Louis), and endorsed by the end user (City of Clayton Police Department).

§ *projected cost escalations:* Given that the above construction cost of ±\$15MM for the Clayton project at 10 S. Brentwood is in 2011-12 dollars, we would recommend a total cost escalation of 13% to convert to contemporary (2016) cost. This is based on an average year-over-year escalation value of 2.5%, and takes into account the cost of construction materials, labor, and processes as have been observed since 2007, including market fluctuations, trends, changes in building codes, wage increases for prevailing wage projects, etc. This would put the ±\$15MM construction value of 10 S. Brentwood at **\$17,026,000.00**, or **\$204.53 per SF**, in 2016 dollars. Note that the ‘all in’ number at 10 S. Brentwood would be in the range of ±\$340 per SF, in 2016 dollars.

COMMENT: We recently completed a study which supported the above through focused design, planning and estimating for proposed improvements to 10 S. Brentwood, with value of proposed design work coming in at an average cost of ±\$240 per SF, in 2016 dollars.

§ *any other representations related to the comparison that are relevant:* We highlight – in the 14 March 2016 study session minutes – the following excerpt: ‘... **it should also be noted that the Clayton building... did not have to redo the envelope of the building as would have to be done with University City’s Annex. Clayton also chose not to build an essential facility.**’ It bears noting that the 10 S. Brentwood building had extensive envelope improvements constructed, including scopes of enhanced seismic system integrity and improved lateral load resistance, increased thermal insulating value of solid walls and fenestration, security embellishments (ballistic and blast resistance, and radio frequency blocking), accessibility and other code mandated egress improvements, and

weather / water infiltration evacuation upgrades. As such, it is a mischaracterization of the work which was performed at Clayton to imply that the building's exterior envelope was not reconstructed and / or improved substantially. Please see above re: essential facilities per the Building Code. We would further offer that the degree to which the Chiodini report claims the University City structure would have to be reconstructed (both its exterior envelope as well as its primary load bearing system) is heavy-handed, and likely more than would be required to both improve the existing lateral load resisting systems of the building, and to comply with applicable building codes as well as the requirements of the Authorities Having Jurisdiction (University City plan review, University City Fire Department, County of St. Louis, etc.). Apart from issues of police calls for service, vehicular traffic flow, and crime statistics which might in a vacuum dictate a specific and ideal placement for a law enforcement facility, and apart from issues of limited parking, vehicular traffic flow on and egress from the site, and neighborhood context surrounding the existing Annex and City Hall site, we do not necessarily concur with the position that the existing Annex structure would have to be overhauled to the degree stated, in particular that its envelope be stripped and reconstructed.

**COMMENT:** This also is a very complex and nuanced topic, and may warrant further dialogue.

Best,

Josh

**From:** [sjacobsoncbp@gmail.com](mailto:sjacobsoncbp@gmail.com) [<mailto:sjacobsoncbp@gmail.com>] **On Behalf Of** Sandy Jacobson  
**Sent:** Monday, June 27, 2016 11:52 AM  
**To:** Mandell, Joshua  
**Subject:** Thank You For Your Time

Josh,



Thank you for your willingness to talk with me about the renovation of the Clayton Police Station.

I was hoping you could address concerns I have about Chiodini's comparison of the University City Police Station with the Clayton project and whether the Clayton project numbers used in the Chiodini analysis--specifically, the facts about the number of square feet in the Clayton project, the age of the building, cost/sf, the structural aspects, the time it took to complete the project, the structural details related to the essential facilities standard, and Chiodini's projected cost escalations, and any other representations related to the comparison that are relevant.

Thank you again for your time and information.

Best,

Sandy Jacobson [314-580-1489](tel:314-580-1489) (Cell)

Coldwell Banker PREMIER Group

Missouri Association of Realtors

2203 South Big Bend Boulevard

Saint Louis, Missouri 63117

[\(314\) 647-0001](tel:314-647-0001) Direct

Email [Sandy.Jacobson@ColdwellBanker.com](mailto:Sandy.Jacobson@ColdwellBanker.com)

Website <http://SandyJacobson.CBP1.com>



## TELECONFERENCE MEMORANDUM

**PROJECT:** Review Police Facility Analysis Report University City, MO  
**PROJECT NO.:** 1934-01  
**SUBJECT:** Ohlendorf Input  
**DATE:** August 12, 2016  
**BY:** Mike Shea  
**PARTICIPANTS:** Mike Shea [mshea@rossbar.com](mailto:mshea@rossbar.com) (314) 918-8383  
Frank Ohlendorf [jane.franko@charter.net](mailto:jane.franko@charter.net) (314) 791-6466  
**CC:** Central File, Lehmann Walker

1. **PURPOSE:** The purpose of the teleconference was for Frank Ohlendorf to provide his input relative to the March 14, 2016 Facility Analysis Report.
2. **DOCUMENTED COMMUNICATIONS:** Mike Shea explained that communications with citizens would be documented and forwarded to Lehmann Walker for distribution to all members of the University City Council.
3. **REVIEW PROCESS:** Mike Shea explained that the Ross & Baruzzini Team is early in the process of reviewing and assessing the Report and could not offer any opinions or responses to Frank's issues.
4. **FRANK'S INPUT:** Frank explained that:
  - He was the previous City Manager and was quite familiar with the past history of the building.
  - The City Council is split relative to whether to renovate the Annex or build a new facility.
  - Paulette Carr is Frank's representative.
  - The Mayor and City Manager want to vacate the Annex and build a new facility.
  - Frank and Paulette Carr would like for the police department to remain in the renovated Annex.
  - Frank feels that the report is biased and challenges the findings in the report.
  - Per Frank since the building is on the historical register it is exempt from seismic upgrade.
  - The Chiodini Team was not provided with all available drawings. Drawings exist in a cabinet in the basement of City Hall and Zach in planning has access to drawings.
  - Studies were previously also done by Trivers and Lawrence Group.
  - The building was originally constructed in the early 1900s as a two story building used for printing and later had a partial third story addition. In the 1930s the facility was converted to a police/fire station and the 1<sup>st</sup> floor was covered for apparatus bays. (The floor could be put back at its previous elevation if need be).
  - In the 1950's a "bomb proof" addition was added on the south end to be used as an Emergency Operation Center.
  - In the 1980's a plan was developed to convert the whole building to solely police use.
  - In 2010 a new fire station was built and the fire department moved out.

- The Mayor insists that the Municipal Court must be colocated with police department but Frank disagrees. Are there alternatives to renovating the Annex and not collocating with Municipal Court?



## TELECONFERENCE MEMORANDUM

**PROJECT:** Review Police Facility Analysis Report University City, MO  
**PROJECT NO.:** 1934-01  
**SUBJECT:** Historic Preservation Exemption  
**DATE:** August 22, 2016  
**BY** Mike Shea  
Mike Shea [mikeshea@rossbar.com](mailto:mikeshea@rossbar.com) (314) 918-8383  
**PARTICIPANTS** Tom Kuntzman, SHPO (573) 751-5861  
Michelle Diedrich, SHPO (573) 756-1680  
**CC:** Central File, Lehmann Walker

1. **PURPOSE:** The purpose of the teleconference was to review the scope of the renovation of an existing historic building and determine if there are any exemptions when renovation an historic building and bring it up to current standards.
2. **SCENERIO:** Mike Shea explained that an existing publicly owned historic building is to have interior components gutted, renovated and brought up to current codes and standards. The facility is an essential function and is currently used as a police station; and will remain a police station after the renovations.
3. **HISTORIC DISTRICT:** Tom explained that the Annex was part of the University City – City Hall Plaza Historic District and provided a link to original Nomination Form – copy attached. Tom referred Mike Shea to Michelle Diedrich – National Registration Group.
4. **SUMMARY:** Michelle Diedrich explained that the Annex being on the National Register is an “honorary list”. She further explained that the building is NOT exempt from being brought up to current codes and standards when renovated; but need to confirm that there are no local University City “preservation ordinances” that may dictate. Even though the building is on the historic register, it is not exempt from complying with local codes when retrofitted.



## TELECONFERENCE MEMORANDUM

**PROJECT:** Review Police Facility Analysis Report University City, MO  
**PROJECT NO.:** 1934-01  
**SUBJECT:** 2012 IBC; Requirements for Updating Buildings to Current Standards  
**DATE:** August 22, 2016  
**BY** Mike Shea  
Mike Shea [mshea@rossbar.com](mailto:mshea@rossbar.com) (314) 918-8383  
**PARTICIPANTS** Gary Nelson, International Code Council Plan Review Department,  
Chicago District 1-888-422-7233  
**CC:** Central File, Lehmann Walker

1. **PURPOSE:** The purpose of the teleconference was to review the IBC 2012 requirements for upgrading buildings when an entire building is being renovated without a change of use.
2. **SCENARIO:** Mike Shea explained that an existing publicly owned historic building is to have interior components gutted, renovated and brought up to current codes and standards. The facility is an essential function and is currently used as a police station; and will remain a police station after the renovations.
3. **MEPFP SYSTEMS:** Since these systems are being replaced all new systems must comply with currently enforced codes.
4. **STRUCTURE/SEISMIC:** Since there is not a change in use, the existing structural system is not required to be brought up to current seismic codes. However, it is a good idea for an essential building such as a police station to be upgraded to withstand seismic forces as such public safety facilities are often utilized as command centers during heightened events and crisis.
5. **NEW POLICE STATION:** A new police station facility would be required to be designed as an essential facility including MEPFP and building structure.
6. **SUMMARY:** Although the responsible action would be to upgrade the entire facility including building structure to meet current seismic codes for an essential public safety facility it is not a requirement of the 2012 International Building Code.



## TELECONFERENCE MEMORANDUM

**PROJECT:** Review Police Facility Analysis Report University City, MO  
**PROJECT NO.:** 1934-01  
**SUBJECT:** IBC 2012-Seismic Upgrade  
**DATE:** September 9, 2016  
**BY:** Mike Shea  
  
**PARTICIPANTS:** Mark Zaiontz [mzaiontz@ucitymo.org](mailto:mzaiontz@ucitymo.org) (314) 505-8518  
Mike Shea [mshea@rossbar.com](mailto:mshea@rossbar.com) (314) 918-8383  
  
**CC:** Central File, Lehman Walker

1. **PURPOSE:** The purpose of the teleconference was to discuss the IBC 2012 requirements for upgrading a building to current standards when renovating a building, but not changing the use group; specifically for the U City Annex at 6801 Delamr and Old Trinity Library at 630 Trinity.
2. **EXISTING BUILDING UPGRADE:** Mark stated that per IBC 2012 the Annex Building would not have to be brought up to current seismic standards as long as the use group did not change, the building foot print did not change, and there was no addition to the building.
3. **EXISTING BUILDING UPGRADE/ADDITION:** Mark stated that per IBC 2012 the Annex Building and Old Trinity Library would have to be brought up to current seismic standards if the building foot print changed and there was a building addition added to the building (s).
  - Mark followed up stating that the Old Trinity Library was constructed just after the Annex Building in the 1930's.

Form 10-300  
(Rev. 6-72)UNITED STATES DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICENATIONAL REGISTER OF HISTORIC PLACES  
INVENTORY - NOMINATION FORM

(Type all entries - complete applicable sections)

PAMPHLET FILE  
U. City - History 4/75

STATE:	Missouri
COUNTY:	St. Louis
FOR NPS USE ONLY	
ENTRY DATE	

1. NAME			
COMMON: City Hall Plaza Historic District			
AND/OR HISTORIC: University City Plaza, City Hall Plaza			
2. LOCATION			
STREET AND NUMBER: Boundaries as drawn on Site Plan Map			
CITY OR TOWN: University City		CONGRESSIONAL DISTRICT: #2 - Hon. James W. Symington	
STATE: Missouri	CODE: 63130	COUNTY: St. Louis	CODE: 189

3. CLASSIFICATION	
CATEGORY (Check One)	OWNERSHIP
<input checked="" type="checkbox"/> District <input type="checkbox"/> Site <input type="checkbox"/> Object	<input checked="" type="checkbox"/> Public <input type="checkbox"/> Private <input type="checkbox"/> Both
<input type="checkbox"/> Building <input type="checkbox"/> Structure <input type="checkbox"/> Object	<input type="checkbox"/> Public Acquisition <input type="checkbox"/> In Process <input type="checkbox"/> Being Considered
STATUS	
<input checked="" type="checkbox"/> Occupied <input type="checkbox"/> Unoccupied <input type="checkbox"/> Preservation work in progress	
ACCESSIBLE TO THE PUBLIC	
Yes: <input checked="" type="checkbox"/> Restricted <input type="checkbox"/> Unrestricted <input type="checkbox"/> No	
PRESENT USE (Check One or More as Appropriate)	
<input type="checkbox"/> Agricultural <input type="checkbox"/> Commercial <input checked="" type="checkbox"/> Educational <input type="checkbox"/> Entertainment <input checked="" type="checkbox"/> Government <input type="checkbox"/> Industrial <input type="checkbox"/> Military <input type="checkbox"/> Museum <input type="checkbox"/> Park <input type="checkbox"/> Private Residence <input type="checkbox"/> Religious <input type="checkbox"/> Scientific <input type="checkbox"/> Transportation <input type="checkbox"/> Other (Specify) _____ <input type="checkbox"/> Comments _____	

4. OWNER OF PROPERTY			
OWNER'S NAME: 1. City of University City			
STREET AND NUMBER: 6801 Delmar Boulevard			
CITY OR TOWN: University City	STATE: Missouri	CODE: 63130	COOP: 29

5. LOCATION OF LEGAL DESCRIPTION			
COURTHOUSE, REGISTRY OF DEEDS, ETC.: Office of the Recorder of Deeds, St. Louis County Courthouse			
STREET AND NUMBER: 7900 Forsyth Boulevard			
CITY OR TOWN: Clayton	STATE: Missouri	CODE: 63105	COOP: 29

6. REPRESENTATION IN EXISTING SURVEYS			
TITLE OF SURVEY: 1. Missouri's Contribution to American Architecture			
DATE OF SURVEY: 1928			
<input type="checkbox"/> Federal <input checked="" type="checkbox"/> State <input type="checkbox"/> County <input type="checkbox"/> Local			
DEPOSITORY FOR SURVEY RECORDS: published: St. Louis: St. Louis Architectural Club			
STREET AND NUMBER: n.a.			
CITY OR TOWN: n.a.	STATE: n.a.	CODE: 29	

STATE: Missouri

COUNTY: St. Louis

ENTRY NUMBER

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DATE

NATIONAL REGISTER OF HISTORIC PLACES  
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(Type all entries - complete applicable sections)

PAMPHLET FILE  
U. City - History 4175

STATE:	Missouri
COUNTY:	St. Louis
FOR NPS USE ONLY	
ENTRY DATE	

1. NAME	
COMMON:	City Hall Plaza Historic District
AND/OR HISTORIC:	University City Plaza, City Hall Plaza

2. LOCATION			
STREET AND NUMBER: Boundaries as drawn on Site Plan Map			
CITY OR TOWN: University City		CONGRESSIONAL DISTRICT: #2 - Hon. James W. Symington	
STATE: Missouri 63130	CODE: 29	COUNTY: St. Louis	CODE: 189

3. CLASSIFICATION			
CATEGORY (Check One)	OWNERSHIP	STATUS	ACCESSIBLE TO THE PUBLIC
<input checked="" type="checkbox"/> District <input type="checkbox"/> Site <input type="checkbox"/> Object	<input checked="" type="checkbox"/> Public <input type="checkbox"/> Private <input type="checkbox"/> Both	<input checked="" type="checkbox"/> Occupied <input type="checkbox"/> Unoccupied <input type="checkbox"/> Preservation work in progress	Yes: <input checked="" type="checkbox"/> Restricted <input type="checkbox"/> Unrestricted <input type="checkbox"/> No
PRESENT USE (Check One or More as Appropriate)			
<input type="checkbox"/> Agricultural <input type="checkbox"/> Commercial <input checked="" type="checkbox"/> Educational <input type="checkbox"/> Entertainment	<input checked="" type="checkbox"/> Government <input type="checkbox"/> Industrial <input type="checkbox"/> Military <input type="checkbox"/> Museum	<input type="checkbox"/> Park <input type="checkbox"/> Private Residence <input type="checkbox"/> Religious <input type="checkbox"/> Scientific	<input type="checkbox"/> Transportation <input type="checkbox"/> Other (Specify) _____ _____

4. OWNER OF PROPERTY			
OWNER'S NAME: 1. City of University City			
STREET AND NUMBER: 6801 Delmar Boulevard			
CITY OR TOWN: University City	STATE: Missouri 63130	CODE: 29	

5. LOCATION OF LEGAL DESCRIPTION			
COURTHOUSE, REGISTRY OF DEEDS, ETC. Office of the Recorder of Deeds, St. Louis County Courthouse			
STREET AND NUMBER: 7900 Forsyth Boulevard			
CITY OR TOWN: Clayton	STATE: Missouri 63105	CODE: 29	

6. REPRESENTATION IN EXISTING SURVEYS			
TITLE OF SURVEY: 1. Missouri's Contribution to American Architecture			
DATE OF SURVEY: 1928 <input type="checkbox"/> Federal <input checked="" type="checkbox"/> State <input type="checkbox"/> County <input type="checkbox"/> Local			
DEPOSITORY FOR SURVEY RECORDS: published: St. Louis: St. Louis Architectural Club			
STREET AND NUMBER: n.a.			
CITY OR TOWN: n.a.	STATE: n.a.	CODE: 29	

STATE: Missouri
COUNTY: St. Louis
ENTRY NUMBER
DATE

SEE INSTRUCTIONS



2. DESCRIPTION	
CONDITION	<div>(Check One)</div> <input type="checkbox"/> Excellent <input checked="" type="checkbox"/> Good <input type="checkbox"/> Fair <input type="checkbox"/> Deteriorated <input type="checkbox"/> Ruins <input type="checkbox"/> Unexposed
	<div>(Check One)</div> <input checked="" type="checkbox"/> Altered <input type="checkbox"/> Unaltered
<div>(Check One)</div> <input type="checkbox"/> Moved <input checked="" type="checkbox"/> Original Site	
DESCRIBE THE PRESENT AND ORIGINAL (if known) PHYSICAL APPEARANCE	
<p>The City Hall Plaza Historic District is bounded on the south by lines running parallel to and ten feet south of Delmar Boulevard between a point 40 feet west of the intersection of Trinity Avenue and Delmar Boulevard and a point ten feet south of the intersection of Delmar Boulevard and the west side of Harvard Avenue and parallel to and 594 feet north of Delmar Boulevard between the west side of Harvard Avenue extended 157 feet northward and the west side of Kingsland Avenue; on the east by the west sides of Harvard and Kingsland avenues; on the north by the southernmost residential property boundary (Harvard Avenue, east side) extended westward to a point 40 feet west of Harvard Avenue and eastward to the west side of Kingsland Avenue; and on the west by a line parallel to and 40 feet west of Trinity and Harvard avenues (see Site Plan Map).</p> <p>Included within the area described above are the following features:</p> <ol style="list-style-type: none"> <li><u>Buildings</u> <ol style="list-style-type: none"> <li>City Hall of University City</li> <li>Police Station/Firehouse (connected to the City Hall by a passageway)</li> <li>Ward Building</li> <li>City Parks and Recreation Building</li> </ol> </li> <li><u>Sculptures</u> <ol style="list-style-type: none"> <li>Lion Gates (or Entrance Pylons) (southwest of the buildings at the intersection of Delmar Boulevard and Trinity Avenue)</li> </ol> </li> <li><u>Miscellaneous</u> <ol style="list-style-type: none"> <li>an asphalt-covered playground and sports area between the Police Station/Firehouse and the Ward Building</li> <li>a driveway running between the Police Station/Firehouse and the City Parks and Recreation Building which bisects the district and connects Harvard and Trinity avenues</li> <li>parking areas immediately west and east of the Police Station/Firehouse and north of the driveway, west of the City Parks and Recreation Building.</li> </ol> </li> </ol> <p>All district features have been assigned a level of significance:</p> <p><u>Primary</u> -- 1. City Hall ( a unique, five-story, octagonal-plan tower with dome searchlight)</p> <p><u>Secondary</u> -- 1. Police Station/Firehouse  2. Ward Building (south wing which houses the Board of Education offices and the Luther T. Ward Junior High School facilities)  3. Lion Gates or Entrance Pylons</p>	

SEE INSTRUCTIONS

8. SIGNIFICANCE			
PERIOD (Check One or More as Appropriate)			
<input type="checkbox"/> Pre-Columbian	<input type="checkbox"/> 16th Century	<input type="checkbox"/> 18th Century	<input checked="" type="checkbox"/> 20th Century
<input type="checkbox"/> 15th Century	<input type="checkbox"/> 17th Century	<input type="checkbox"/> 19th Century	
SPECIFIC DATE(S) (If Applicable and Known) 1902-1912			
AREAS OF SIGNIFICANCE (Check One or More as Appropriate)			
<input type="checkbox"/> Aboriginal	<input checked="" type="checkbox"/> Education	<input checked="" type="checkbox"/> Political	<input checked="" type="checkbox"/> Urban Planning
<input type="checkbox"/> Prehistoric	<input type="checkbox"/> Engineering	<input type="checkbox"/> Religion/Philosophy	<input type="checkbox"/> Other (Specify) _____
<input type="checkbox"/> Historic	<input type="checkbox"/> Industry	<input type="checkbox"/> Science	_____
<input type="checkbox"/> Agriculture	<input type="checkbox"/> Invention	<input type="checkbox"/> Sculpture	_____
<input checked="" type="checkbox"/> Architecture	<input type="checkbox"/> Landscape	<input checked="" type="checkbox"/> Social/Humanitarian	_____
<input checked="" type="checkbox"/> Art	<input type="checkbox"/> Literature	<input type="checkbox"/> Theater	_____
<input checked="" type="checkbox"/> Commerce	<input type="checkbox"/> Military	<input type="checkbox"/> Transportation	_____
<input type="checkbox"/> Communications	<input type="checkbox"/> Music		
<input type="checkbox"/> Conservation			
STATEMENT OF SIGNIFICANCE			
<p>A "showplace" of early twentieth century artistic talent and an early example of city planning, City Hall Plaza Historic District, originally known as University City Plaza, was the headquarters for the myriad business enterprises and schemes of Edward G. Lewis. Due to its strategic location near Forest Park in St. Louis, the district was destined to be associated with the cultural event of the time, the St. Louis World's Fair of 1904. The City Hall Plaza Historic District is also noteworthy for its hosting of two early woman's rights conventions.</p> <p>The key to the historic district's significance lies with the genius of one man: Edward Gardner Lewis (1872-1950).<sup>1</sup> He was a publisher, an inventor, an artist/artisan, a woman's rights advocate, and a pioneer promoter of real estate values; he was the founder of University City and its first mayor (1906-1912).<sup>2</sup> In many ways Lewis was ahead of his time, a man constantly devising new ways to make a dollar. Much of the prominence enjoyed by the district is a direct result of the various money-making ventures dreamed up by Lewis.</p> <p>Lewis' most successful business venture was the Lewis Publishing Company. Formed in 1902, the company was a consolidation of several Lewis properties: 1) the Mail Order Publishing Company (which published the <u>Woman's Magazine</u>), 2) the publisher of the <u>Woman's Farm Journal</u>, and 3) the <u>Richarz Pressrooms</u> (the finest publishing plant in St. Louis where the above mentioned papers were printed).<sup>3</sup></p> <p>With the selection of Forest Park in St. Louis as the site of the 1904 World's Fair, Lewis saw the opportunity to further increase the popularity of his already successful periodicals by locating his newly consolidated firm in close proximity to the fairgrounds. He resolved to purchase a location adjacent to Forest Park: an 85-acre tract in the eastern part of what is now University City.<sup>4</sup></p> <p>On this site, Lewis envisioned not only buildings to house his flourishing publishing company, but a whole city with the publishing buildings its hub.<sup>5</sup> To create this "City Beautiful"<sup>6</sup> an array of artistic talents was assembled: Herbert C. Chivers, architect; Ralph Chesley Ott (Oltz), painter; William Bailey, sculptor; and Taxile Doat, ceramic artisan.<sup>7</sup> Together these men were to create the Magazine Press Building (the Police</p>			

# 9. MAJOR BIBLIOGRAPHICAL REFERENCES

1. American Institute of Architects, St. Louis Chapter. November 14 Architects' Sunday Features University City Hall, ed. Miss Betty Lou Custer. November 5, 1971.
2. American Woman's Republic, "Constitution." University City, Missouri: June 22, 1912.
3. \_\_\_\_\_, "Declaration of Equal Rights." University City, Missouri: June 22, 1912.

# 10. GEOGRAPHICAL DATA

LATITUDE AND LONGITUDE COORDINATES DEFINING A RECTANGLE LOCATING THE PROPERTY				O R	LATITUDE AND LONGITUDE COORDINATES DEFINING THE CENTER POINT OF A PROPERTY OF LESS THAN TEN ACRES				
CORNER	LATITUDE				LONGITUDE				
	Degrees	Minutes	Seconds	Degrees	Minutes	Seconds	Degrees	Minutes	Seconds
NW	38°	39'	32"	90°	18'	41"			
NE	38°	39'	31"	90°	18'	31"			
SE	38°	39'	22"	90°	18'	32"			
SW	38°	39'	23"	90°	18'	42"			

APPROXIMATE ACREAGE OF NOMINATED PROPERTY: approx. 8.675 acres

LIST ALL STATES AND COUNTIES FOR PROPERTIES OVERLAPPING STATE OR COUNTY BOUNDARIES

STATE:	CODE	COUNTY	CODE

# 11. FORM PREPARED BY

NAME AND TITLE: Nancy B. Bremer, Research Associate

ORGANIZATION: Department of Natural Resources, State Historical Survey and Planning Office DATE: Dec. 10, 1974

STREET AND NUMBER: P.O. Box 176

CITY OR TOWN: Jefferson City STATE: Missouri 65101 CODE: 29

# 12. STATE LIAISON OFFICER CERTIFICATION

As the designated State Liaison Officer for the National Historic Preservation Act of 1966 (Public Law 89-665), I hereby nominate this property for inclusion in the National Register and certify that it has been evaluated according to the criteria and procedures set forth by the National Park Service. The recommended level of significance of this nomination is:

National ☒ State ☐ Local ☐

Name James L. Wilson

Title Director, Department of Natural Resources, and State Historic Preservation Officer

Date \_\_\_\_\_

# NATIONAL REGISTER VERIFICATION

I hereby certify that this property is included in the National Register.

\_\_\_\_\_  
Director, Office of Archaeology and Historic Preservation

Date \_\_\_\_\_

ATTEST:

\_\_\_\_\_  
Keeper of The National Register

Date \_\_\_\_\_

SEE INSTRUCTIONS

NATIONAL REGISTER OF HISTORIC PLACES  
INVENTORY - NOMINATION FORM

(Continuation Sheet)

STATE	
Missouri	
COUNTY	
St. Louis	
FOR NPS USE ONLY	
ENTRY NUMBER	DATE

(Number all entries)

1. #1

CITY HALL PLAZA HISTORIC DISTRICT

COMMON NAME

HISTORIC NAME

- |                                |  |
|--------------------------------|--|
| 1. City Hall                   | 1. Woman's Magazine Building,<br>Executive Magazine Building |
| 2. Police Station/Firehouse    | 2. Magazine Press Building                                   |
| 3. Ward Building               | 3. Art Institute of the People's<br>University               |
| 4. Lion Gates, Entrance Pylons | 4. Entrance Pylons   |

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INVENTORY - NOMINATION FORM

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4. #1

CITY HALL PLAZA HISTORIC DISTRICT

2. School District of University City  
725 Kingsland Avenue  
University City, Missouri 63130

Code: 29

NATIONAL REGISTER OF HISTORIC PLACES  
INVENTORY - NOMINATION FORM

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COUNTY St. Louis	
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ENTRY NUMBER	DATE

(Number all entries)

6. #1

CITY HALL PLAZA HISTORIC DISTRICT

2. The Building Art in St. Louis: Two Centuries  
1967

(local)

published: St. Louis: American Institute of  
Architects, St. Louis Chapter

Code: 29

3. Missouri State Historical Survey  
1974

(state)

Department of Natural Resources  
P.O. Box 176  
Jefferson City, Missouri 65101

Code: 29

GPO 921-724

NATIONAL REGISTER OF HISTORIC PLACES  
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7. #1

CITY HALL PLAZA HISTORIC DISTRICT

- No Significance -- 1. City Parks and Recreation Building (included in the historic district to facilitate boundary description)  
2. Ward Building (north wings which house the University City High School facilities)  
3. All miscellaneous features listed above.

Buildings which fall within the "Primary" and "Secondary" levels of significance were constructed during a seven-year period (1903-1909). All are in the Second Renaissance Revival style. Identical construction materials (stone, buff-colored brick, and terra cotta) continue the unity established by the use of the single architectural style.

ALTERATIONS

Significant buildings and structures within the historic district retain much of their original integrity. Those alterations which have occurred have been necessitated by changes in the functions of the buildings or deterioration of construction materials. They include:

1. City Hall

- a. removal of dome ornamentation (raised ribs, crockets, ornamental ring, and cherubs) to facilitate application of a protective coating over the dome's copper sheathing (early 1970's)<sup>1</sup>

2. Police Station/Firehouse

- a. addition of upper story and removal of conservatory at south end (1909 remodeling)<sup>2</sup>  
b. loss of northernmost eight bays by fire and reconstruction of north wall (ca. 1940's)  
c. removal of first-story window sash on the east and west facades and addition of overhead doors in the east facade openings and painted concrete blocks in the west openings (no date)  
d. extensive interior remodeling (no date)

3. Ward Building

- a. removal of balustrade and addition of an upper level to western wing (after 1912, exact date unknown)<sup>3</sup>  
b. removal of northern two-thirds of the original H-plan building and construction of two massive wings not compatible in style (after 1912, exact date unknown).<sup>4</sup>

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7. #2

CITY HALL PLAZA HISTORIC DISTRICT

CONDITION

All buildings within the City Hall Plaza Historic District are in an excellent state of repair. The Lion Gates, however, are in poor structural condition. Portions of the bases' decorative ornamentation have been removed due to deterioration; the fine details of the concrete lion sculptures have been lost through weathering.

SITE

The City Hall Plaza Historic District forms the central core of the business district of University City, Missouri. Encompassing a portion of a city block near the eastern edge of the city, the district is surrounded by residential neighborhoods of varying architectural styles, quality, and age on the east, north, and west; Delmar-Harvard Elementary School and a modern-style city library on the east-southeast; and a masonic temple, Jewish synagogue, and Greek Orthodox church (all in varying architectural styles) on the south and southwest.

FOOTNOTES

1. St. Louis [Missouri] Post-Dispatch, September 24, 1970, p. 7W.
2. Sidney Morse, The Seige of University City: The Dreyfus Case of America (University City, Missouri: University City Publishing Company, 1912), p. 351.
3. Morse, p. 96.
4. Morse, pp. 64, 96.



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8. #1

CITY HALL PLAZA HISTORIC DISTRICT

Station/Firehouse) and the unique, octagonal-shaped Woman's Magazine Building (City Hall). Other buildings were planned, only two of which were built: the Egyptian or Woman's National Daily Building (which no longer exists) and the Art Institute of the People's University (the Ward Building).<sup>8</sup> To grace the entrance to this "City of Opportunity" as Lewis was prone to call it, a second architect and sculptor, Thomas C. Young and George J. Zolnay respectively, were called upon to design and execute the monumental Entrance Pylons or Lion Gates.<sup>9</sup>

Coincident with the completion of these new headquarters was the opening of the St. Louis World's Fair of 1904. The octagonal-shaped Woman's Magazine Building and the white tented "city on the hill" (Camp Lewis) in plain view of the fairgrounds attracted the eyes of the entire concourse of sightseers. At night a searchlight atop the octagonal tower swept over the fairgrounds. Especially on Sunday when the fairgrounds were closed, the premises of the publishing company were thronged with a multitude of curiosity seekers. The lower floors of the Woman's Magazine Building were tightly packed with sightseers; visitors to the adjacent Magazine Press Building were amazed and impressed by its sophisticated equipment and efficiency of operation.<sup>10</sup>

The publishing company buildings served as the center of a great tent city known as Camp Lewis. Essentially an advertising promotion for the Woman's Magazine, the Camp was constructed to provide shelter for the multitudes of people unable to find other overnight accommodations while attending the fair.<sup>11</sup>

Lewis' publishing empire continued to prosper for several years after the Fair with the publications of such magazines as: Woman's Magazine, Woman's Farm Journal, Woman's National Daily, and Woman's National Weekly. It was mainly through notices appearing in these periodicals that the two woman's rights conventions were held.

On June 10-11, 1910, the first convention of the American Woman's League was held in University City at the Lewis Publishing Company's Woman's Magazine Building. This assemblage of delegates was a historical demonstration of the power of organized womanhood. It marked the height of the League's popularity and occurred at a time when the woman's suffrage movement was coming of age throughout the United States.<sup>12</sup>

The exact reason for the creation of the American Woman's League in 1907 is not known. Two possibilities are: 1) it was strictly an instrument to enable Lewis to solve his financial and business problems through the establishment of a national subscription gathering and renewing organization or 2) it was a means of alleviating the social and political problems of American women through the provision of a mechanism which provided them with

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8. #2

CITY HALL PLAZA HISTORIC DISTRICT

the opportunity to secure the kind of education and training necessary to insure the proper use of their new liberties.<sup>13</sup> For whatever reason it was created, few organizations have had as an astonishingly rapid rise and development. Its achievements in membership, in revenue, and the creation of the People's University were unparalleled in the entire history of voluntary social organizations.<sup>14</sup>

One dream of the League was for educational opportunities for themselves and for their children. Accordingly, they devoted much of their revenues to the founding and development of the People's University (1909). As the platform of the League proposed, all members and their minor children were entitled to instruction in any course or courses of study offered by the University without charge or tuition. All instruction was given by correspondence with one exception: those individuals who manifested unusual ability during the correspondence instructions were invited to University City for one year of personal attendance as an honor student under the individual instruction of master artisans.<sup>15</sup>

The campus of the People's University was to be composed of a quadrangle of five buildings. Due to financial reversals, only one building, the Art Institute, was ever constructed.<sup>16</sup>

By the fall of 1910, it was evident that revenues collected from the American Woman's League were insufficient to keep the Lewis Publishing Company solvent. As a result, its four monthly publications, the Woman's Magazine, the Woman's Farm Journal, Beautiful Homes, and Palette and Bench, were combined with the Woman's National Daily.<sup>17</sup> In a subsequent decree issued by the federal courts the company was declared bankrupt, and all affiliated institutions were placed in the hands of a receiver. All publishing activities were ceased, bringing to a close the era of the Lewis Publishing Company empire, and the American Woman's League was disbanded.<sup>18</sup>

The cause of woman's rights was still, however, a vital issue. In 1911, the undaunted Lewis succeeded in establishing the American Woman's Republic, an organization which he believed would not only allow women to experience for themselves the operation of government, but also provide them with the means with which they would be able to achieve their right of franchisement.<sup>19</sup> This group met on June 22, 1912, in University City, and following their decision to secede from the Union, prepared a Declaration of Equal Rights and a Constitution patterned after that of the United States with which to govern their Republic.<sup>20</sup>

The strength of this group was short lived as its more active members directed their energies towards encouraging the growth of insurgent, reform-minded progressive parties in the mid and far western states. In the fall

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8. #3

CITY HALL PLAZA HISTORIC DISTRICT

of 1912, the newly formed Progressive Party made woman's suffrage a plank in its presidential election platform, and women in many states, including the members of the American Woman's Republic, began actively working for the success of the Party behind the candidacy of Theodore Roosevelt.<sup>21</sup>

Thus the era of the City Hall Plaza Historic District's national prominence drew to a close. For several years, thereafter, some of the buildings stood vacant.<sup>22</sup> Only in 1930 did the area regain some of its prestige, becoming the seat of government for University City.<sup>23</sup>

The survey of Missouri's historic sites is based on the selection of sites as they relate to theme studies in Missouri history as outlined in the "Missouri State Historic Preservation Plan." City Hall Plaza Historic District is, therefore, being nominated to the National Register of Historic Places as an example of the following themes: "Architecture," "Economics," "Education," "Fine Arts and Humanities," "Political Affairs," "Society," "Technology," and "Urban Design."

FOOTNOTES

1. Walter B. Stevens, St. Louis: History of the Fourth City (1763-1909), Vol. III (Chicago-St. Louis: The S.J. Clarke Publishing Co., 1909), p. 976; Helen Elliott Roche, Brief History of University City (University City, Missouri: City of University City, 1970), p. 3; and St. Louis [Missouri] Post-Dispatch Sunday Pictures, June 2, 1974, p. 31.
2. James Lumpp, University City: Its History and Dedication of New City Hall, November 1, 1930, pp. 7-8, 13; Kansas City [Missouri] Times, November 11, 1941, p. A[14]; Margaret T. Witherspoon, Remembering the St. Louis World's Fair (St. Louis: The Folkstone Press, 1973), p. 53; Sidney Morse, The Seige of University City: The Dreyfus Case of America (University City, Missouri: University City Publishing Company, 1912), pp. 47, 187-188, 211; and Stevens, p. 979.
3. Morse, p. 234.
4. Morse, p. 185.
5. Lumpp, pp. 7-8; Morse, pp. 47, 216, 224; and William Marion Reedy (ed.), The Makers of St. Louis (St. Louis: The Mirror, 1906), p. 70.
6. Morse, pp. 64, 216.

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8. #4

CITY HALL PLAZA HISTORIC DISTRICT

7. American Institute of Architects, St. Louis Chapter, November 14 Architects' Sunday Features University City Hall, ed. Miss Betty Lou Custer, November 5, 1971; St. Louis [Missouri] Post-Dispatch, June 5, 1946, p. 38; and Ornamental Iron & Bronze (Chicago: Winslow Bros. Company, 1910), p. 99.
8. Morse, p. 64.
9. Lumpp, p. 9; and St. Louis [Missouri] Star, March 18, 1930, p. 11.
10. William L. Thomas, History of St. Louis County, Missouri, Vol. I (St. Louis-Chicago-Philadelphia: The S.J. Clarke Publishing Co., 1911), p. 269; Witherspoon, p. 53; and Morse, p. 242.
11. Witherspoon, p. 57; and Morse, pp. 240-241.
12. Morse, pp. 637, 758-759.
13. Morse, pp. 754, 755, 761.
14. Morse, p. 755.
15. Morse, pp. 761-762.
16. Morse, p. 64.
17. Morse, p. 768.
18. Ibid.
19. Morse, p. 772; and Kansas City [Missouri] Times, November 11, 1941, p. A [14].
20. American Woman's Republic, "Declaration of Equal Rights" and "Constitution" (University City, Missouri: June 22, 1912); Kansas City [Missouri] Times, November 11, 1941, p. A[14].
21. Eleanor Flexner, Century of Struggle: The Woman's Rights Movement in the United States (Cambridge: The Belknap Press of Harvard University Press, 1959), p. 261.
22. Lumpp, p. 11.

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8. #5

CITY HALL PLAZA HISTORIC DISTRICT

23. Lumpp, p. 11; American Institute of Architects, St. Louis Chapter, November 14 Architects' Sunday Features University City Hall, ed. Miss Betty Lou Custer, November 5, 1971; and St. Louis [Missouri] Post-Dispatch, June 5, 1946, p. 3B.

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9. #1 CITY HALL PLAZA HISTORIC DISTRICT
4. Annegers, Vida Fort. "Tales of University City." Unpublished manuscript, 1964. (Mimeographed by School District of University City, Missouri.)
5. City Plan Commission. Comprehensive City Plan. University City, Missouri: 1931.
6. Cox, James (ed.). Notable St. Louisians in 1900. St. Louis: The Benesch Art Publishing Co., 1900.
7. Flexner, Eleanor. Century of Struggle: The Woman's Rights Movement in the United States. Cambridge: The Belknap Press of Harvard University Press, 1959.
8. Kansas City [Missouri] Times, November 11, 1941.
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NATIONAL REGISTER OF HISTORIC PLACES  
INVENTORY - NOMINATION FORM

(Continuation Sheet)

STATE Missouri	
COUNTY St. Louis	
FOR NPS USE ONLY	
ENTRY NUMBER	DATE

(Number all entries)

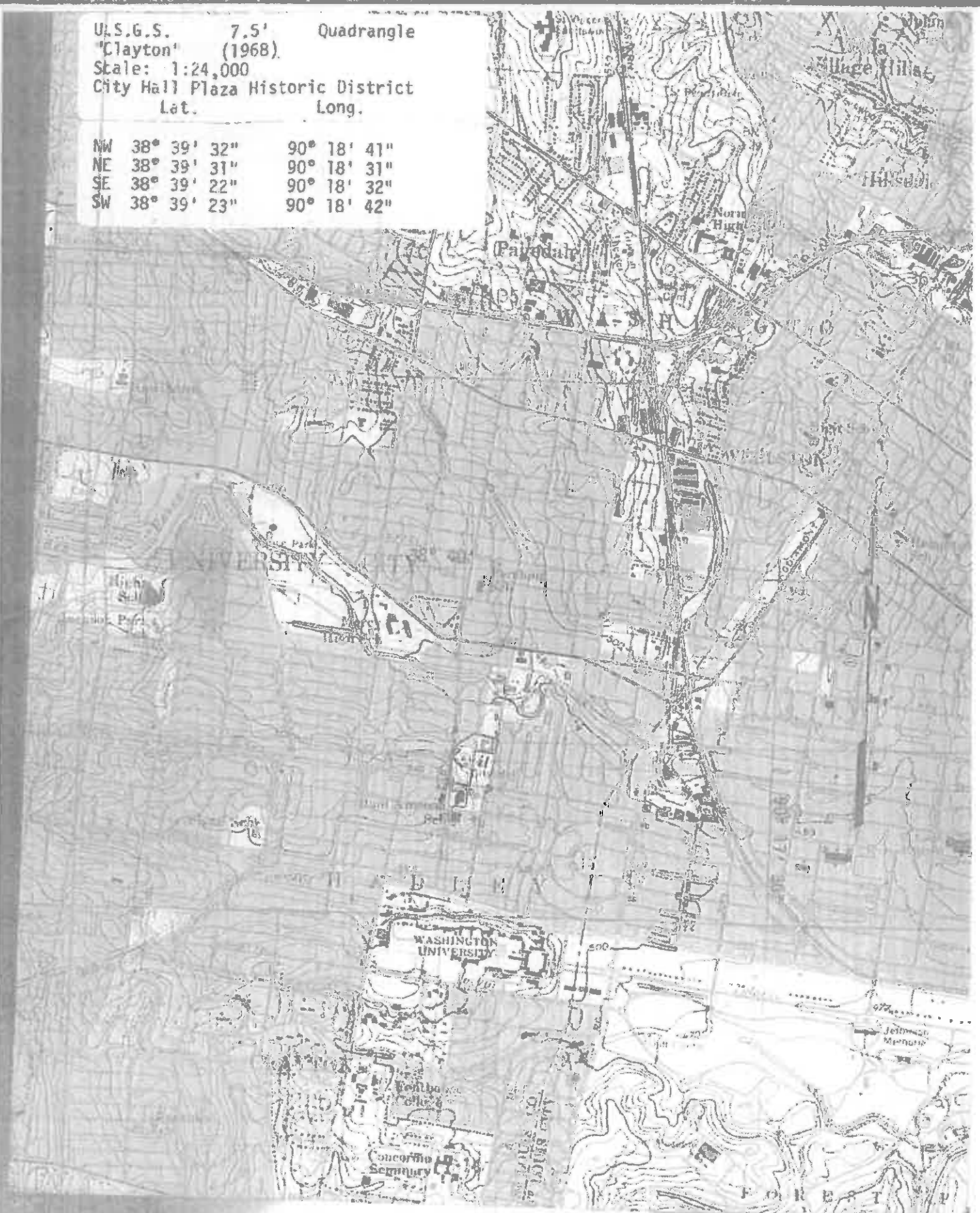
9. #2

CITY HALL PLAZA HISTORIC DISTRICT

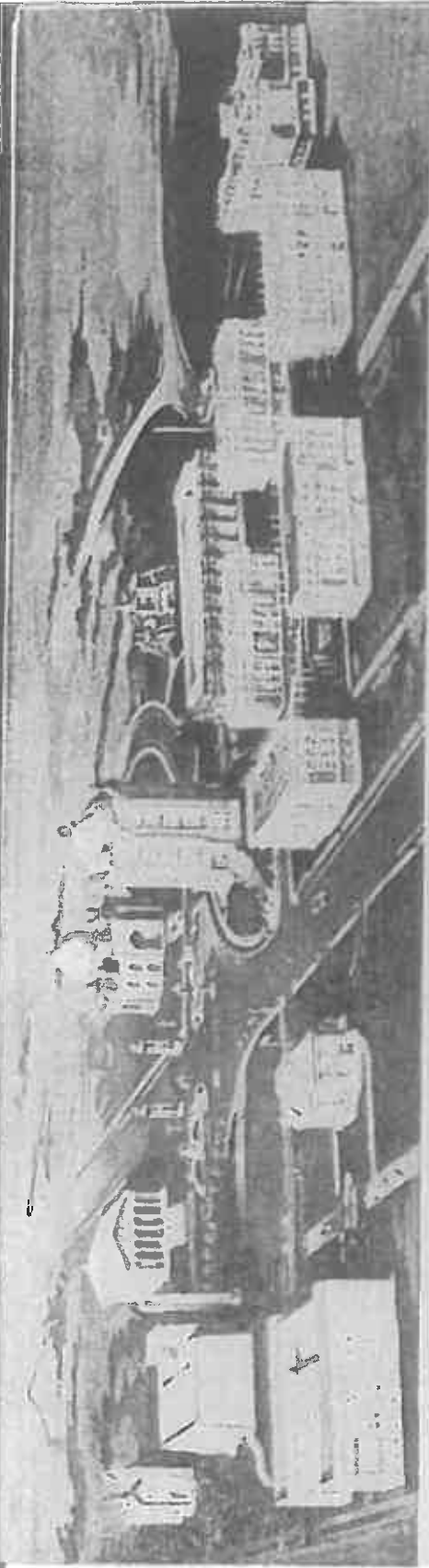
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U.S.G.S. 7.5' Quadrangle  
 'Clayton' (1968)  
 Scale: 1:24,000  
 City Hall Plaza Historic District  
 Lat. Long.

NW	38° 39' 32"	90° 18' 41"
NE	38° 39' 31"	90° 18' 31"
SE	38° 39' 22"	90° 18' 32"
SW	38° 39' 23"	90° 18' 42"



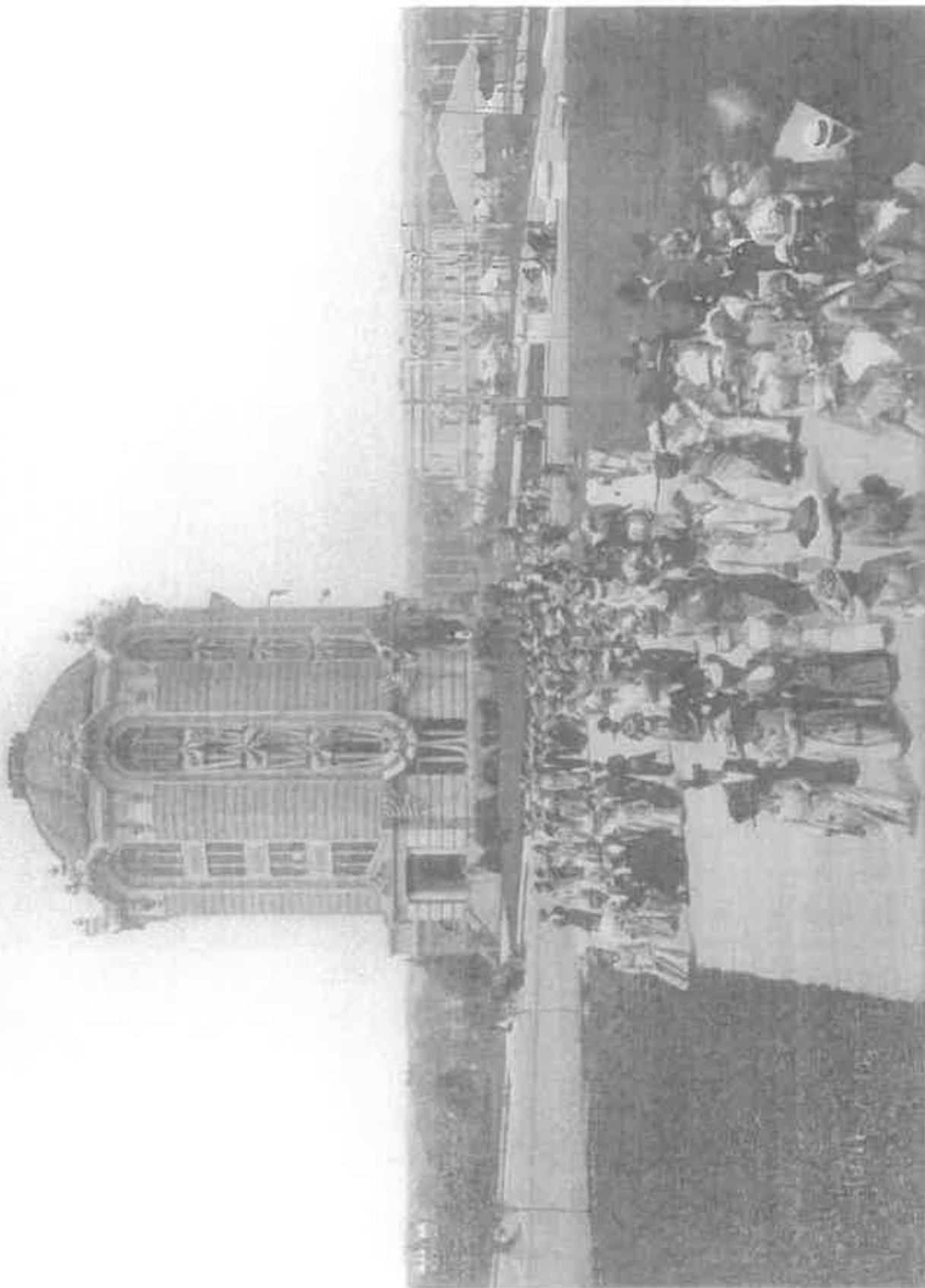


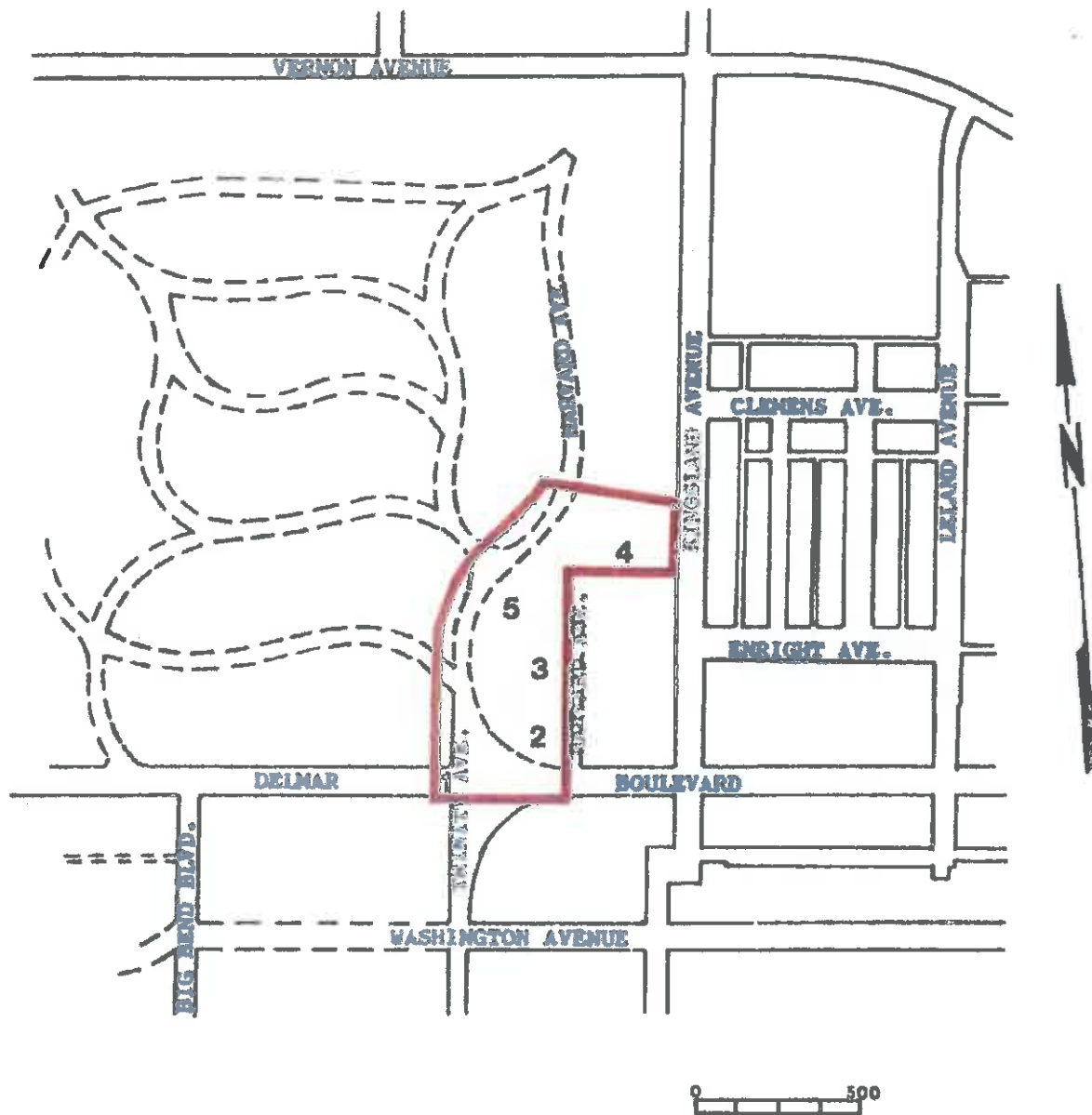


Complete model of University City Plaza, showing institutions and buildings projected by Lewis. This comprises his ideal conception of the central group of the "City Beautiful" as the capital of the women of America. Five of these buildings, i. e., the homes of the Women's Magazine, and of the Women's National Daily, the Magazine Press Building, the Art Academy of the American Woman's League and the City Hall of University City have been erected.

The structure shown in the rear of the City Hall is the proposed University City school building. The quadrangle of five buildings occupying the angle between the Women's Magazine and Press Buildings and the Art Institute are additional structures projected for the Peoples' University. The model of the Parthenon was proposed by Lewis as the home of the Peoples' Savings Trust Company. The model of the Taj Mahal was designed as the head chapter house of the American Woman's League. The structure in the extreme left background is the proposed Methodist Episcopal Church, South. The Gothic building is the proposed Episcopal Chapel, the cornerstone of which is laid but which has never been erected. Lewis contends that if the hand of the Government had been withdrawn this ideal scheme could have been consummated in its entirety. No similar project of a group of buildings devoted to the dissemination of popular literature and enlightenment among the masses has ever been projected. This scheme may be taken as a type of the constructive workings of Lewis' imagination. Lewis is often called a "dreamer," but his dreams tend to take on concrete reality.

More than 1,000 suffragettes attended the first national convention of the American Woman's League in University City in 1910. Both the Magazine Building (left) and the Art Institute Building (right) were draped in bunting for the occasion.





**CITY HALL PLAZA HISTORIC DISTRICT  
UNIVERSITY CITY, MISSOURI**

**SITE PLAN MAP**

- |                                     |                             |
|-------------------------------------|-----------------------------|
| 1. Lion Gates                       | 3. Police Station/Firehouse |
| 2. City Hall                        | 4. Ward Building            |
| 5. City Parks & Recreation Building |                             |



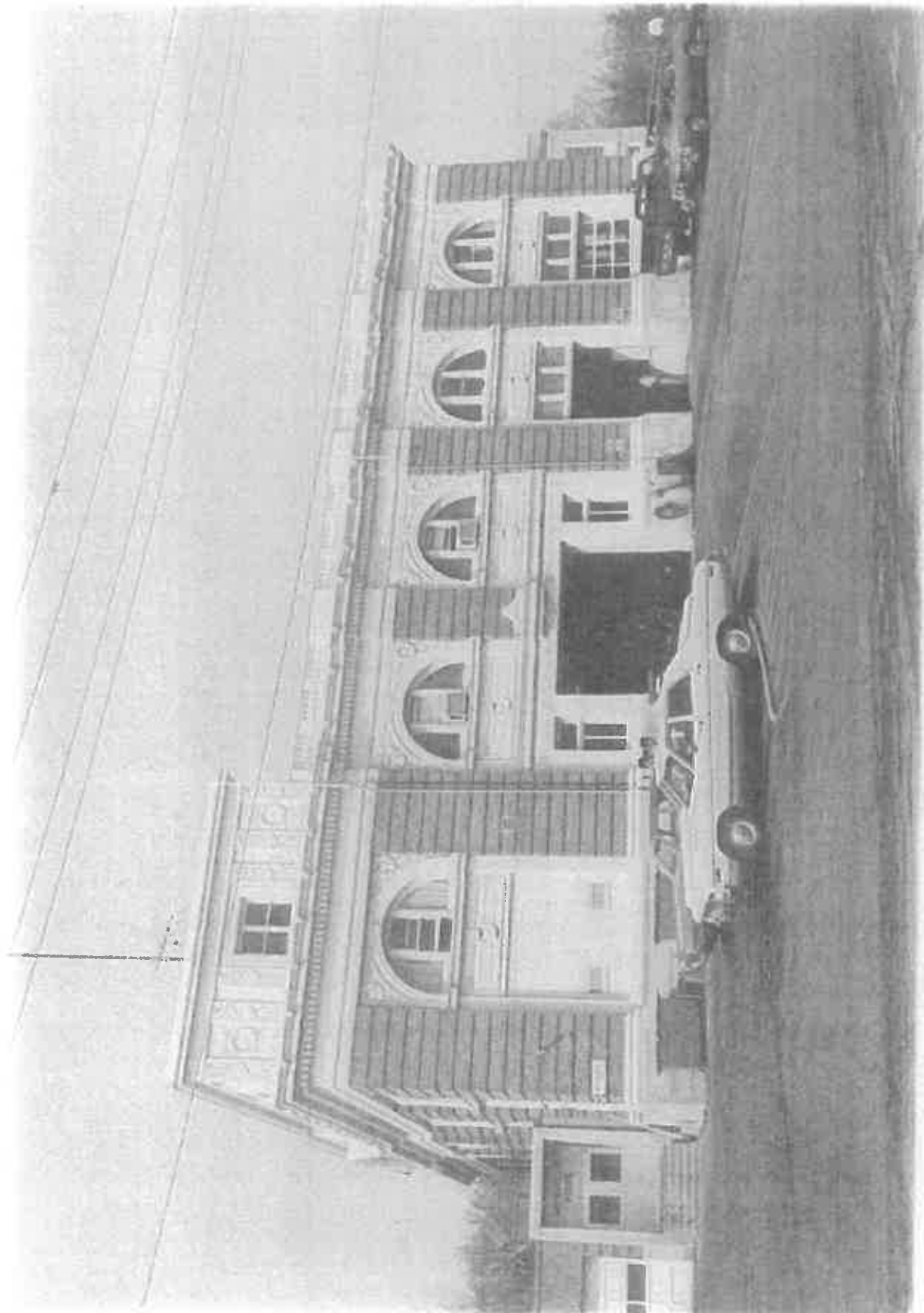
**Civic Plaza as it appears today: (1) the Lion Gates; (2) the Magazine Building now city hall; (3) Magazine Press Building now the police station; (4) Art Institute of the People's University now the Lewis Center**

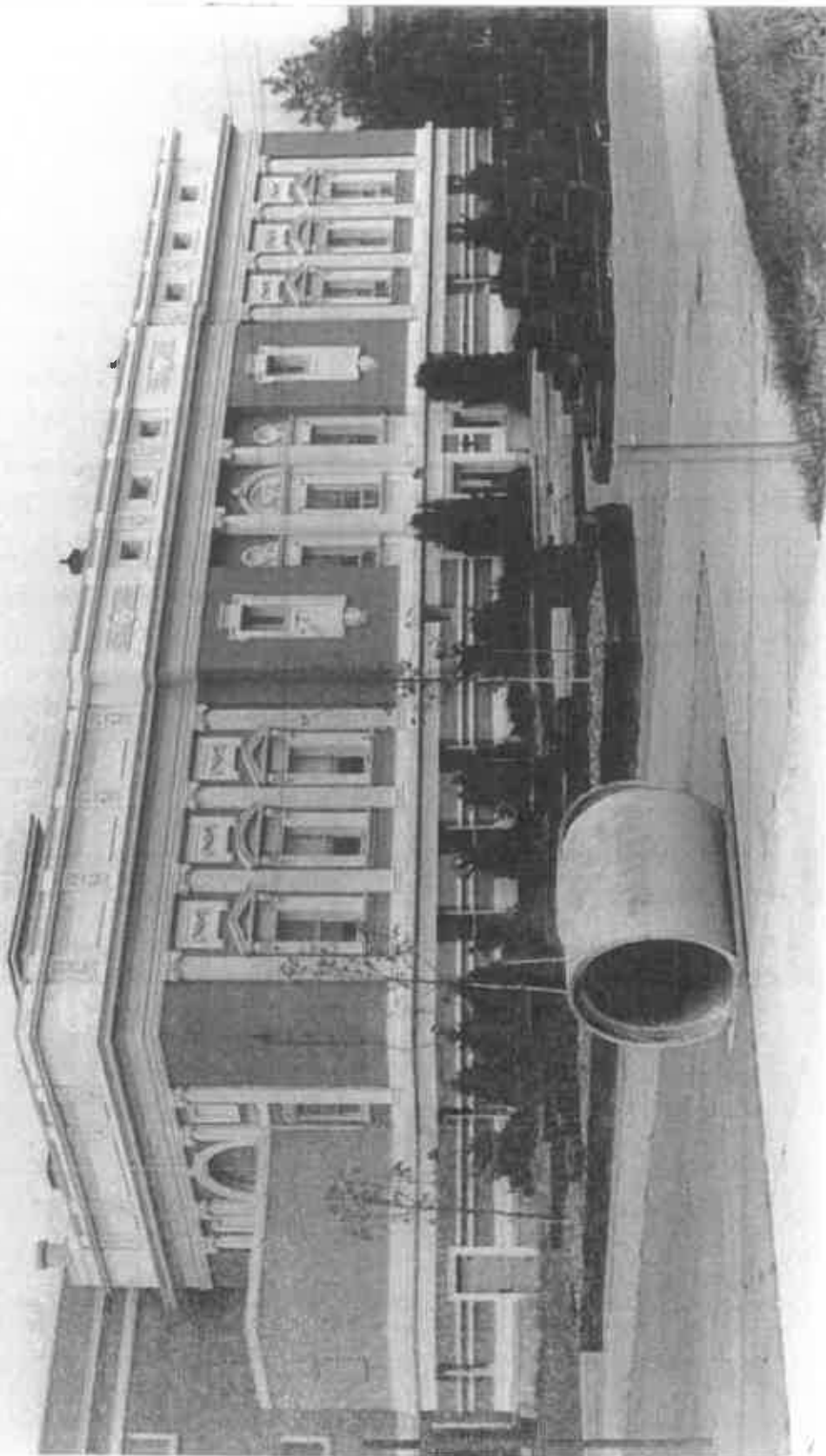
**Photo: Frederick Breme**















**Three-quarter view of City Parks  
and Recreation Building.**



Close up of entrance to Senior  
Center ( lower level ).

# EXTRA PHOTOS

