CITY OF ST. LOUIS
PLANNING & URBAN DESIGN AGENCY
Cultural Resources Department

CULTURAL RESOURCES OFFICE
PRESERVATION BOARD
REGULAR MEETING
MONDAY DECEMBER 16, 2012 — 4:00 P.M.
1520 MARKET ST. #2000
www.stlouis-mo.gov/cultural-resources

Roll Call - Approval of the October 28, 2013 and November 25, 2013 minutes.
Approval of Current Agenda

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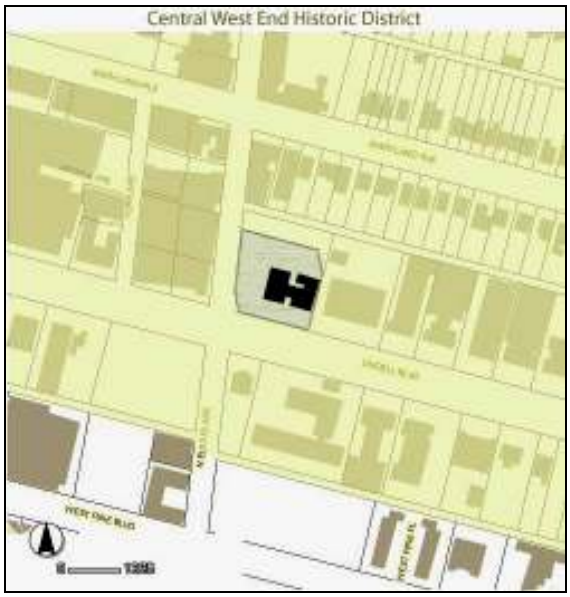
CITY OF ST. LOUIS
PLANNING & URBAN DESIGN AGENCY
CULTURAL RESOURCES OFFICE
FRANCIS G. SLAY, Mayor

A.

DATE:	December 16, 2013
ADDRESS:	4643 Lindell Boulevard
ITEM:	Preliminary Review: demolish an office building and construct a 12-story residential building with street-level retail space
JURISDICTION:	Central West End Certified Local Historic District — Ward 28
STAFF:	Betsy Bradley, Cultural Resources Office

4643 LINDELL BOULEVARD



OWNER/APPLICANT: Opus Development Company, L.L.C., Joseph P. Downs

RECOMMENDATION:
That the Preservation Board grant preliminary approval to the demolition of the Heart Association Building and, due to the prominent location and scale of the project, provide comments on the design and consider the project again as a second Preliminary Review.

THE PROJECT:

4643 Lindell is located in the Central West End Certified Local Historic District and in a Preservation Review District. The applicant proposes to demolish the existing building and erect a 12-story residential tower with commercial use at the ground story.

RELEVANT LEGISLATION:

From City Ordinance # 69423 (2013) which repealed Section Two (Rehabilitation and New Construction Standards) of #56768 and adopted revised historic district standards.

Central West End Historic District Standards.

V. Demolition

Buildings identified as contributing properties in the Central West End Certified Local Historic District are considered historically significant to the character and integrity of the historic district. However, construction continued after the period of significance identified for the district and those buildings may also be architecturally significant, having become part of the historic character of the Central West End. Any of these buildings determined eligible for listing in the National Register of Historic Places by the State Historic Preservation Officer or that are determined by the Cultural Resources Office to be Merit or High Merit properties are also historically significant. All architecturally and historically significant buildings are an irreplaceable asset, and as such their demolition is not allowed without a specific recommendation for demolition from the Cultural Resources Office, a full hearing by the Preservation Board, and approval by that Board.

When reviewing any application for demolition within the historic district, the Cultural Resources Office shall consider the following criteria:

1. **Its architectural quality and special character, if any;**
2. **Condition of the building;**
3. **Its presence in the historic district, as in its relative visibility;**
4. **The immediate setting;**
5. **The impact of its removal on the urban fabric; and**
6. **Any construction proposed to replace it.**

The Heart Association Building, erected in 1968 and 1971, is not considered a contributing building to the Certified Local Central West End Historic District, as ca. 1941 was the cut-off date for determining which buildings would be contributing to the historic district. As directed above, the architectural quality of the building is assessed below. The criteria for demolition in the district standards are the same as those that follow.

From City Ordinances 64689 and 64832:
64832: PART V - HISTORIC DISTRICTS AND LANDMARKS - CONSTRUCTION, ALTERATION AND DEMOLITION

SECTION THIRTY-NINE. Permit required when: Demolition, Construction, Alteration - Historic District or Landmark/Landmark Site

No Owner or other person shall construct, demolish or alter any designated feature or Exterior Architectural Feature with respect to any Improvement situated within an Historic District, or within or part of a Landmark or Landmark Site, nor shall such person cause or permit any such work to be performed upon such property, unless an application shall have been filed with the building commissioner and a permit obtained therefore from the building commissioner. The building commissioner shall immediately upon receipt of any such application for permit forward a copy of such application to the Cultural Resources Office for review.

64689: PART X - DEMOLITION REVIEWS

SECTION FIFTY-EIGHT.

Whenever an application is made for a permit to demolish a Structure which is i) individually listed on the National Register, ii) within a National Register District, iii) for which National Register Designation is pending or iv) which is within a Preservation Review District established pursuant to Sections Fifty-Five to Fifty-Six of this ordinance, the building commissioner shall submit a copy of such application to the Cultural Resources Office within three days after said application is received by this Office.

64832 SECTION FIVE. Demolition permit - Board decision.

All demolition permit application reviews pursuant to this chapter shall be made by the Director of the Office who shall either approve or disapprove of all such applications based upon the criteria of this ordinance. All appeals from the decision of the Director shall be made to the Preservation Board. Decisions of the Board or Office shall be in writing, shall be mailed to the applicant immediately upon completion and shall indicate the application by the Board or Office of the following criteria, which are listed in order of importance, as the basis for the decision:

A. **Redevelopment Plans. Demolitions which would comply with a redevelopment plan previously approved by ordinance or adopted by the Planning and Urban Design Commission shall be approved except in unusual circumstances which shall be expressly noted.**

   A redevelopment plan is under development.

B. **Architectural Quality. Structure's architectural merit, uniqueness, and/or historic value shall be evaluated and the structure classified as high merit, merit, qualifying, or noncontributing based upon: Overall style, era, building type, materials, ornamentation, craftsmanship, site planning, and whether it is the work of a significant architect, engineer, or craftsman; and contribution to the streetscape and neighborhood. Demolition of sound high merit structures shall not be approved by the Office. Demolition**

of merit or qualifying structures shall not be approved except in unusual circumstances which shall be expressly noted.

The Heart Association Building, also known as the Daudt Memorial Building, was completed in 1968 and was expanded with an additional wing in 1971. The St. Louis architectural firm of Smith-Entzeroth was responsible for the design, which received an AIA architectural achievement award in 1970 in recognition of the effective use of brick. The building was described as designed to fit into the Lindell Boulevard streetscape yet retain its individuality. The planar surfaces of the rich, dark-glazed brick are punctuated by deep-set square windows and vertical recesses. The use of material and "carved out openings and recesses" are representative of Smith-Entzeroth's interpretation of the Brutalist strain of modernism. A small garden court between the two wings of the building provides a gracious entrance from either the street or the rear parking area.

The Heart Association Building was part of the redevelopment of Lindell Boulevard during the period between the late 1950s and early 1970s and its architectural excellence was recognized in 1970. Therefore, it is considered to be a Merit building, in the terms of the City Ordinance #64689, as it would be contributing to the Central west End should a second period of significance be established for the mid-20th century.

C. **Condition. The Office shall make exterior inspections to determine whether a structure is sound. If a structure or portion thereof proposed to be demolished is obviously not sound, the application for demolition shall be approved except in unusual circumstances which shall be expressly noted. The remaining or salvageable portion(s) of the structure shall be evaluated to determine the extent of reconstruction, rehabilitation or restoration required to obtain a viable structure.**

1. **Sound structures with apparent potential for adaptive reuse, reuse and or resale shall generally not be approved for demolition unless application of criteria in subsections A, D, F and G, four, six and seven indicates demolition is appropriate.**

   Exterior inspection suggests that the building meets the definition of sound, as used in ordinance #64689.

2. **Structurally attached or groups of buildings. The impact of the proposed demolition on any remaining portion(s) of the building will be evaluated. Viability of walls which would be exposed by demolition and the possibility of diminished value resulting from the partial demolition of a building, or of one or more buildings in a group of buildings, will be considered.**

   Not applicable.

D. **Neighborhood Effect and Reuse Potential.**

1. **Neighborhood Potential: Vacant and vandalized buildings on the block face, the present condition of surrounding buildings, and the current level of repair and maintenance of neighboring buildings shall be considered.**

   New construction has taken place in the immediate vicinity with the mixed-use building across Euclid to the east. Otherwise buildings of various ages along Lindell are occupied and the nearby properties on Euclid to the north are in the heart of the neighborhood commercial area of the Central West End.

2. **Reuse Potential: The potential of the structure for renovation and reuse, based on similar cases within the City, and the cost and extent of possible renovation shall be evaluated. Structures located within currently well maintained blocks or blocks undergoing upgrading renovation will generally not be approved for demolition.**

   The office building has been vacant for some time. A proposal presented in 2005 included the demolition of the existing building and new construction. Neither the potential reuse of the building nor its demolition was addressed in the staff agenda item for the January 2005 Preservation Board meeting; the Board did not take any action at that time to approve the demolition or proposed building. Although that project did not go forward, the site has been considered to be a redevelopment opportunity from that time.

3. **Economic Hardship: The Office shall consider the economic hardship which may be experienced by the present owner if the application is denied. Such consideration may include, among other things, the estimated cost of demolition, the estimated cost of rehabilitation or reuse, the feasibility of public or private financing, the effect of tax abatement, if applicable, and the potential for economic growth and development in the area.**

   As the plan is for demolition and new construction, no information regarding economic hardship has been submitted.

E. **Urban Design. The Office shall evaluate the following urban design factors:**

1. **The effect of a proposed partial demolition on attached or row buildings.**

   Not applicable.

2. **The integrity of the existing block face and whether the proposed demolition will significantly impact the continuity and rhythm of structures within the block.**
3. **Proposed demolition of buildings with unique or significant character important to a district, street, block or intersection will be evaluated for impact on the present integrity, rhythm, balance and density on the site, block, intersection or district.**

   The Heart Association Building is the smallest of the buildings on the north side of Lindell between Euclid and N. Taylor. While the corner site is a prominent one, the building does not have a particularly strong presence and is not visually dominant. The buildings to the east are several stories taller than the existing building at 4643, which is more in scale with the two-story buildings to the north on Euclid, and the historic residence and the Bel Air Motel across Lindell to the south.

4. **The elimination uses will be considered; however, the fact that a present and original or historic use of a site does not conform to present zoning or land use requirements in no way shall require that such a nonconforming use to be eliminated.**

   Not applicable.

F. **Proposed Subsequent Construction. Notwithstanding the provisions of any ordinance to the contrary, the Office shall evaluate proposed subsequent construction on the site of proposed demolition based upon whether:**

1. **The applicant has demonstrated site control by ownership or an option contract;**
   Opus Development Company, L.L. C has a contract to purchase the property from Heartland Bank.
2. **The proposed construction would equal or exceed the contribution of the structure to the integrity of the existing streetscape and block face. Proposal for creation of vacant land by demolition(s) in question will be evaluated as to appropriateness on that particular site, within that specific block. Parking lots will be given favorable consideration when directly**
3. **The proposed construction will be architecturally compatible with the existing block face as to building setbacks, scale, articulation and rhythm, overall architectural character and general use of exterior materials or colors;**
   The developers propose to construct a 12-story residential building with commercial space on the ground story. The design of the proposed building is reviewed under the New Construction standards of the Central West End Historic District below.
4. **The proposed use complies with current zoning requirements;**
   The property is zoned H, Area Commercial.
5. **The proposed new construction would commence within twelve (12) months from the application date.**
   Construction would start within one year.

G. **Commonly Controlled Property. If a demolition application concerns property adjoining occupied property and if common control of both properties is documented, favorable consideration will generally be given to appropriate reuse proposals. Appropriate uses shall include those allowed under the current zoning classification, reuse for expansion of an existing conforming, commercial or industrial use or a use consistent with a presently conforming, adjoining use group. Potential for substantial expansion of an existing adjacent commercial use will be given due consideration.**
   Not applicable.

H. **Accessory Structures. Accessory structures (garages, sheds, etc.) and ancillary structures will be processed for immediate resolution. Proposed demolition of frame garages or accessory structures internal to commercial or industrial sites will, in most cases, be approved unless that structure demonstrates high significance under the other criteria listed herein, which shall be expressly noted.**
   Not Applicable.

Central West End Historic District Standards

…Visual compliance shall be judged on massing and detail in addition to size and scale.

It is not the intention of these regulations to discourage contemporary design that, through careful attention to scale, materials, siting and landscaping, is harmonious with the existing historic structures. The historic character of the historic district is not enhanced by new construction that attempts to mimic the historic.

The proposed design is described by Opus as one that is respectful of the common characteristics of tall residential buildings on Lindell Boulevard and intended to be compatible to the massing and tripartite components of those tall buildings. Opus also describes the intent of the building is to have a fresh, somewhat contemporary design. This part of the design is seen most obviously in the extensive use of metal panels as a wall cladding material; the size and types of windows; and the provision of a balcony for every unit, most of which would be hung from the side of the building.

New Construction or Additions to Existing Residential or Institutional Buildings

When designing a new residential or institutional building, the height, scale, mass, and materials of the existing buildings and the context of the immediate surroundings shall be strongly considered.

A. Height, Scale and Mass

…

A new high-rise building may be located either on a block face with existing high-rise structures or on a corner site. A new high-rise building may exceed the average height of existing structures on the relevant block face. In all cases, window levels, water tables and foundation levels of the new building shall be comparable to those of neighboring buildings. Special emphasis shall be given to the design of the building base and to upper story setbacks as they relate to and affect neighboring buildings.

For those portions of the historic district located in areas governed by Form Based Zoning, the building heights prescribed for new construction have been determined appropriate from both the historic district and Form Based Zoning perspectives. The 3-story minimum height for these areas is hereby adopted by these Standards. The maximum heights for *Boulevard Type 1 Development* (24 stories west of Newstead Avenue and 12 stories east of Newstead Avenue) are hereby adopted. For the small area of the historic district within the *Neighborhood Core Development* area of the Form Based Zoning code, the 6-story minimum height and unlimited maximum height are also adopted.

For Form Based Zoning that occurs after the adoption of these standards, consultation shall determine appropriate heights for new buildings within the historic district that will not directly conflict with these standards and should be used in conjunction with these standards.

Partially complies. The proposed building, at 12 stories, is within the height prescribed for Boulevard Type 1 Development in the Central West End Form Based Zone District (FBZD). The height requirements for this location are between 3 and 24 stories.

The proposed building would have a two-story base that would relate to the scale of buildings on both sides of Euclid Avenue to the north, although the specific elements noted – water tables and window levels – are not replicated. The placement of the “light court” facing Lindell, rather than the north side of the building, is a departure from the massing of the other tall residential buildings along Lindell to the east. The rise of the Euclid Avenue façade to 12 stories without any setback from a position at the sidewalk would introduce a new height and scale.

B. Location

A new or relocated structure shall be positioned on its respective lot so that the width of the façade and the distance between buildings shall be within 10 percent of such measurements for a majority of the existing structures on the block face to ensure that any existing rhythm of recurrent building masses to spaces is maintained. The established setback from the street shall also be strictly maintained. Garages and other accessory buildings, as well as parking pads, must be sited to the rear of, and if at all possible, directly behind the main building on the lot.

Mostly complies. The width of the parcel is comparable to the parcel to the east on Lindell on which the Bank of America building stands. The base of the building has a somewhat wider façade than the buildings east on Lindell. It maintains the dominant existing rhythm of building masses and voids of the Lindell blockfront. However, the U-shaped upper floors of the building do not reinforce the rhythm of the street as they present much narrower volumes to Lindell.

The siting of the building maintains the setback of the broad, landscaped terrace in front of the rest of the buildings on the block, but because entrances for the commercial spaces and main residential lobby must be at grade, the terrace itself is not maintained. The design of the paved plaza in front of the building includes raised planters and a larger proportion of planter area on the east side to visually link the area to the raised, broad lawns of the buildings to the east. The replacement of the terrace with a plaza would be a noticeable change associated with the setback.

The building would introduce a new mass and rhythm on Euclid. The width of the Euclid Avenue façade, inflected by only minimal vertical plane breaks, is considerably greater than historic buildings on Euclid. It is somewhat shorter than that of the newer, mixed-use building opposite on the west side of Euclid.

Garage space and its access is discussed below.

C. Exterior Materials

In the historic district, brick and stone masonry and stucco are dominant, with terra cotta, wood and metal used for trim and other architectural features. Exterior materials on new construction shall conform to established uses. For example, roof materials shall be slate, tile, copper or architectural composite shingles where the roof is visible from public or common areas.

All new building materials shall be the same as the dominant materials of adjacent buildings. Artificial masonry is not permitted, except that cast stone that replicates sandstone or limestone is allowed when laid up in the same manner as natural stone. Cementitious or other paintable siding of appropriate dimension is an acceptable substitute for wood clapboards. A submission of samples of all building materials, including mortar, shall be required prior to approval.

The pointing of mortar joints on masonry additions to historic buildings shall match that on the original building in color, texture, composition and joint profile.

Does not comply. Brick is the dominant material of the adjacent buildings on Euclid, both historic and new, as well as the buildings on Lindell to the east of the site. The Bank of America building is the exception, as it is a cast concrete and glass structure with some brick at the base. Further to the east, most of the tall residential buildings have limestone bases and light-colored brick walls above.

The cast stone base and brick-clad shaft proposed for the new building represents a pattern of material use that is common on nearby buildings. The use of cast stone that appears indistinguishable from limestone or sandstone is allowed by the standards. However, the use of the metal panels, above the two-story base, on approximately a third of the Lindell façade and approximately one-half of the highly-exposed north façade, as well as the two penthouse stories, does not follow any pattern of materials use in the historic district. While there is a change from face brick to a common brick on some of the existing building secondary façades, the change of materials from brick to a quite different material is not part of the pattern of the use of materials.

The proposed metal panels are clearly not part of the palette of materials common in the district; metal is not among the materials listed for a primary exterior cladding material. Initially the material was proposed for use only at the penthouse stories, where it could be considered part of the termination of the tall building, be perceived as part of the more contemporary aspect of the building, and not be visually prominent. Its use there could be appropriate. The extent of the panels proposed for the Lindell and north façades appears to be a less-expensive alternative to brick. The extent of the panels alters the overall sense of the building's compatibility with the fabric of the historic district.

The use of accent materials includes textured prefinished metal spandrels and painted metal louvers as part of the brick walls. Neither element is seen in historic building in the district and detracts from the compatibility of the brick-clad shafts.

Final material choices have not been presented.

D. Fenestration

New buildings and building additions shall be designed with window openings on all elevations visible from the street. Windows on the front façade shall be of the same proportions and operation as windows in adjacent buildings and their total area should be within 10% of the window area of the majority of buildings on the block.

Mostly complies. One fenestration pattern will be used on all facades. It does not replicate the operation of windows in adjacent buildings and includes many sets of paired doors that provide access to the balconies. The fenestration is contemporary in the scale of the windows and the combination of large fixed panes above operable sash.

E. Decks

Not applicable.

F. Accessory Buildings

Not applicable.

G. Curb Cuts and Driveways

Where curb cuts for vehicles and driveways did not exist historically, new ones shall not be introduced. Curb cuts for pedestrians at street intersections, mid-block crossings, passenger drop-off and loading zones, and similar locations shall be allowed. Where a parcel is not served by alley access, proposed exceptions shall be considered on a case-by-case basis and evaluated for design suitability.

A new curb cut and driveway is proposed. The parcel has no alley access, as it is separated from the alley by the drive-through banking lanes of the adjacent bank property. The building will provide interior parking for residents, two levels underground and an additional level at the second story, which will be disguised as part of the base of the building. The vehicular access includes access to the garages via two-way driveways from both Euclid and Lindell, as well as a one-way service driveway with a separate entrance from Euclid. This property has an existing curb cut on Euclid, but not one on Lindell. Opus proposes a new curb cut on Lindell to accommodate access to one-third of the interior parking on the property, the second-story level. The proposed curb cut would be at the eastern edge of the property and the associated two-way driveway will penetrate the building. A row of angled parking spaces will be within the service area of the building.

H. Coordination with Form Based Zoning

When portions of the historic district are located in an area for which a form-based code has been adopted, the Regulating Plan, Building Envelope Standards and Building Development Standards will be used in conjunction with these standards to review new construction within that portion of the historic district.

Overall, the standards for new construction at this site in the Historic District Standards and Form-Based Code align well and are not in direct conflict. The Form Based Code District standards state that if they were in conflict, the Historic District Standards would prevail. Some aspects of both standards deserve mention, as they are not met by the proposed design.

Opus proposes to build a High Rise Residential Building type, one of the types allowed in the Boulevard Type 1 Development Zone. The building meets most, but not all, of the Building Envelope and Building Development Standards of the FBZD. The “tall residential building” type of the FBZD is required to have a singular volume; the light court facing Lindell diminishes its perception as a single volume, particularly with a change of material at the set-back portion of the façade facing Lindell. The shape of the upper building diminishes the compatibility of the massing of the building with the other buildings on Lindell, a mandate of the Historic District Standards.

The proposed use of metal panels for a considerable portion of the exterior walls is non-compliant with both the Historic District Standards and the Building Envelope and Building Development Standards of the FBZD. The Historic District Standards do not

support the use of metal panels. The combination of brick and large expanses of metal panels would not be compatible with the established use of materials in the district. Under the Historic District Standards, a limited amount of the material, as first proposed for the two penthouse floors, could be appropriate. This limit of the use of the material is comparable to the requirements for the use of materials in the FBCD Standards, as metal is not in the list of allowable primary or secondary materials in the Building Development Standards. Also, the primary materials – brick and cast stone – must constitute 75 percent of the primary building facades; metal of all types is limited to an accent material to be no greater than five percent of the primary building facades. Consequently, neither the choice of materials, nor the proposed combination of materials, reflects the expectations articulated in the Historic District Standards and the FBCD Building Development Standards.

A "Secondary Retail" use on the ground floor is permitted in the Boulevard Type 1 area. Yet, as neither the Shopfront nor Awnings & Canopies Frontage Type is allowed for a High Rise Residential Building, the intent is that the base of the building not appear overtly commercial as a typical storefront. Such an appearance would increase the compatibility of the new building with the bases of the existing high-rise residential buildings on Lindell.

PRELIMINARY FINDINGS AND CONCLUSION:

The Cultural Resources Office's consideration of the criteria for demolition review in the Central West End Certified Local Historic District and the Preservation Review District criteria led to these preliminary findings:

- 4643 Lindell, the Heart Association Building, is a sound, Merit property located in the Central West End Certified Local Historic District and is in a Preservation Review District.
- There is no Redevelopment Plan adopted by ordinance, although one is being developed.
- While the surrounding area would support rehabilitation of the office building, the site was identified as one for redevelopment in 2005 when it was sold by the Heart Association and a subsequent proposal for a tall residential building was considered.
- The commonly-controlled property and accessory structure criteria are not applicable for this review.
- The owner is proposing new construction, a twelve-story apartment building with commercial use on the ground floor.
- The proposed design is intended to be a tripartite tall building compatible with existing tall buildings on Lindell Boulevard, yet the U-shaped tower rising from a two-story base and the proposed materials limit that compatibility.
- The proposed design is also intended to have a fresh, somewhat contemporary feel. The Historic District Standards do not discourage contemporary design, but require such designs to be harmonious with existing historic structures.

- The building partially complies with the historic district standards for height, scale and mass.
- The building mostly complies with the historic district standards for location although the landscaped terrace would not be continued.
- The proposed building does not comply with the historic district standards for exterior materials. The proposed cast stone base and brick meet the standards.
- The extensive use of metal panels cannot meet the historic district standards as metal is not identified as a typical exterior cladding material. The limited use of this material, as first proposed on the penthouse where the material would not have a dominant visual quality, could be appropriate. The use of the panels on the set-back portion of the Lindell façade and on a large portion of the north wall, as well as the penthouse stories, does not meet the standards as the material would comprise so much of the exterior cladding. The material is not found on adjacent buildings and its use cannot conform to established materials usage in the district.
- The architectural metals proposed for the spandrel panels, storefront surrounds, canopies, and other elements require careful consideration due to the prominence of the project.
- The fenestration pattern mostly complies as it is uniform. Yet it does not replicate the operation of windows in nearby buildings and includes many sets of paired doors at balconies that read as part of the fenestration.
- New curb cuts and driveways are proposes and may be considered appropriate as the parcel does not have access to the alley.
- The historic district standards do not address the use of exterior balconies on a tall residential building. Yet the expectation for compatibility with existing high-rise residential towers does not support the tiers of balconies hung from the exterior of the building. The balconies of the existing buildings are recessed, rather than projecting, and are more integrated into the design of the building. Also, on the other buildings masonry materials, rather than metal, dominate the appearance of those balconies. The large number of balconies detracts from the buildings overall harmony with the historic buildings.
- The Historic District Standards and the Form-based Zoning Building Development Standards are not in conflict as they address any aspect of the design.
- As the site is prominent and the building is large in scale for the area, its design sophistication and use of materials must be appropriate for the Central West End historic district. No samples of final materials have yet been presented.

Based on the preliminary findings, the Cultural Resources Office recommends that the Preservation Board grant preliminary approval to the demolition of the Heart Association Building as the proposed new construction is expected to equal or exceed the contribution of the existing building and to be architecturally compatible.

It is also recommended that the design of the proposed new building more than minimally meet the standards for new construction due to the scale and prominence of the project, and that the proposed new building display the sophistication of design and employ the high quality materials that dominate in the architectural presence of the other buildings in the historic district.

Therefore, it is recommended that the Preservation Board conduct a second preliminary review once the design is further developed in consultation with the Cultural Resources Office to ensure compliance with the historic district standards and when final material choices can be provided.

RENDERING OF THE BUILDING IN ITS LINDELL BOULEVARD CONTEXT

SITE PLAN AND GROUND FLOOR PLAN

LINDELL BOULEVARD FAÇADE

EUCLID AVENUE FAÇADE

NORTH FAÇADE

EAST FAÇADE

CITY OF ST. LOUIS
PLANNING & URBAN DESIGN AGENCY
Cultural Resources Department

B.

DATE: December 16, 2013
ADDRESS: 4243 Maryland Avenue
ITEM: Preliminary Review: construction of a new single-family house
JURISDICTION: Central West End Historic District — Ward 18
STAFF: Jan Cameron, Cultural Resources Office

4243 MARYLAND AVENUE

OWNER/DEVELOPER:
Akiko Takeda

ARCHITECT:
Paul Fendler

STAFF RECOMMENDATION:
That preliminary approval be granted, subject to review of final documents and materials by the Cultural Resources Office, and with the stipulation that an appropriate fence and/or landscaping be installed to continue the building line of the block.

THE PROJECT

The applicant proposes to construct a single-family residence towards the rear of a vacant parcel.

RELEVANT LEGISLATION:

Excerpt from Ordinance #67175, Benton Park Historic District:

NEW CONSTRUCTION OR ADDITIONS TO EXISTING RESIDENTIAL OR INSTITUTIONAL BUILDINGS:

When designing a new residential or institutional building, the height, scale, mass, and materials of the existing buildings and the context of the immediate surroundings shall be strongly considered. When designing an addition to an historic building, the addition shall be compatible in height, scale, mass, and materials to the historic fabric of the original building. The new addition, however, should be easily distinguishable from the existing historic building.

A. Height, Scale and Mass
A new low-rise building, including all appurtenances, must be constructed within 15 percent of the average height of existing low-rise buildings that form the block-face. Floor levels, water tables and foundation levels shall appear to be at the same level as those of neighboring buildings. When one roof shape is employed in a predominance of existing buildings in the streetscape, any proposed new construction or alteration shall follow the same roof design. A new high-rise building may be located either on a block face with existing high-rise structures or on a corner site.

A new high-rise building may exceed the average height of existing structures on the relevant block face. In all cases, window levels, water tables and foundation levels of the new building shall be comparable to those of neighboring buildings. Special emphasis shall be given to the design of the building base and to upper story setbacks as they relate to and affect neighboring buildings.

Does not comply. The design of the proposed house does not refer to any of these required elements. It is uncharacteristic in total height and floor-to-ceiling heights; the building is slab-on-grade, with no exposed foundation or watertable.

B. Location
A new or relocated structure shall be positioned on its respective lot so that the width of the façade and the distance between buildings shall be within 10 percent of such measurements for a majority of the existing structures on the block face to ensure that any existing rhythm of recurrent building masses to spaces is maintained. The established setback from the street shall also be strictly maintained. Garages and other accessory buildings, as well as parking pads, must be sited to the rear of, and if at all possible, directly behind the main building on the lot.

Does not comply. The house's siting is intended to mimic a carriage house and is located at the rear of the property, approximately 12 feet from the alley and 166 feet back from the street. There are no adjacent ancillary buildings and therefore the building cannot be assessed in terms of existing rhythms or façade widths.

C. Exterior Materials

In the historic district, brick and stone masonry and stucco are dominant, with terra cotta, wood and metal used for trim and other architectural features. Exterior materials on new construction shall conform to established uses. For example, roof materials shall be slate, tile, copper or architectural composite shingles where the roof is visible from public or common areas.

All new building materials shall be the same as the dominant materials of adjacent buildings. Artificial masonry is not permitted, except that cast stone that replicates sandstone or limestone is allowed when laid up in the same manner as natural stone. Cementitious or other paintable siding of appropriate dimension is an acceptable substitute for wood clapboards. A submission of samples of all building materials, including mortar, shall be required prior to approval.

The pointing of mortar joints on masonry additions to historic buildings shall match that on the original building in color, texture, composition and joint profile.

Appears to comply. The front elevation is proposed to be a stone veneer and the rest of the building brick. Several stone-fronted brick buildings are extant on the street. At this time, the design of the stone, its coursing and joint profile, has not been submitted for staff review, but is intended to duplicate the historic stone facades.

D. Fenestration

New buildings and building additions shall be designed with window openings on all elevations visible from the street. Windows on the front façade shall be of the same proportions and operation as windows in adjacent buildings and their total area should be within 10% of the window area of the majority of buildings on the block.

Partly complies. While the windows on the front elevation are doublehung, they are smaller than is typical of the block and the total area does not approach the required 10% of the window area of other buildings.

E. Decks

Given the urban context of the neighborhood, the relative narrowness of building lots, and the general interests of privacy, terraces or patios at grade are preferable to elevated decks. When it is desired to construct a deck, such construction shall be at the rear of the residence. Where visible from the street, design and construction shall be compatible with the building to which it is appended, and the deck shall be constructed of finished materials, be of a shape and scale similar to that of an historic porch or patio, and be partially screened with landscaping or opaque fencing to limit visibility.

Not applicable. No deck is planned.

F. Accessory Buildings

A new accessory building, including a garage, shall be designed and constructed in a manner that is complementary in quality and character with the primary structure and neighboring buildings. Complementary structures are appropriate in scale and use a similar type and quality of materials. Design details from the main building should not be replicated, but such details may be modified and reduced in scale to express the same architectural presence in a simpler way. When not visible, materials other than those of the primary building may be used for exterior walls.

Not applicable.

G. Curb Cuts and Driveways

Where curb cuts for vehicles and driveways did not exist historically, new ones shall not be introduced. Curb cuts for pedestrians at street intersections, mid-block crossings, passenger drop-off and loading zones, and similar locations shall be allowed. Where a parcel is not served by alley access, proposed exceptions shall be considered on a case-by-case basis and evaluated for design suitability.

Complies. No curb cut is planned; the garage in the lower story of the house will be entered from the alley.

H. Coordination with Form Based Zoning

When portions of the historic district are located in an area for which a form-based code has been adopted, the Regulating Plan, Building Envelope Standards and Building Development Standards will be used in conjunction with these standards to review new construction within that portion of the historic district.

Not applicable.

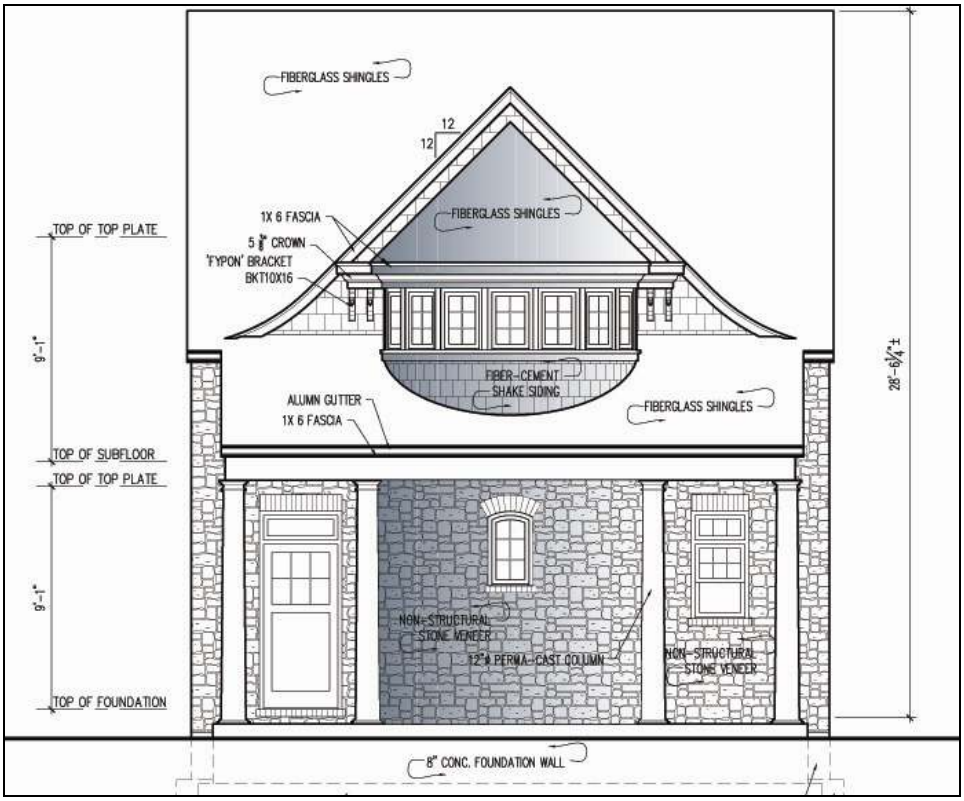
PRELIMINARY FINDINGS AND CONCLUSION:

The Cultural Resources Office's consideration of the criteria for new residential construction in the Central West End Historic District Standards led to these preliminary findings:

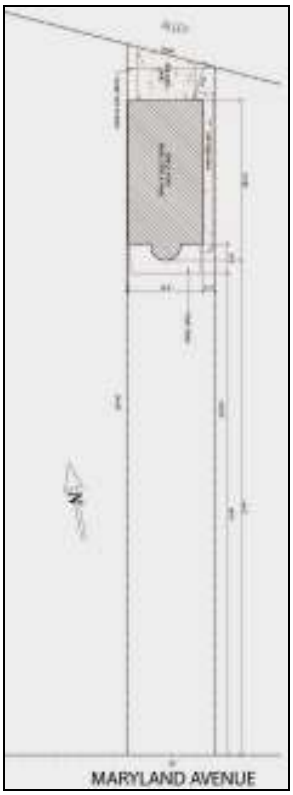
- The proposed site for construction, 4243 Maryland Avenue, is located in the Central West End Local Historic District.
- The project is proposed to be constructed at the rear of a long, narrow lot, and is intended to mimic a historic carriage house.
- The exterior materials of the house comply with the Standards.
- The design of the building does not follow any historic precedent in the Central West End, and has an appearance more like a small cottage than a carriage house.
- The proposed siting, massing, scale, proportions and fenestration of the building are not consistent with any extant historic house on the street and do not comply with the Standards.
- The house will be nearly 170 feet back from the street and therefore its impact upon the streetscape will be slight.

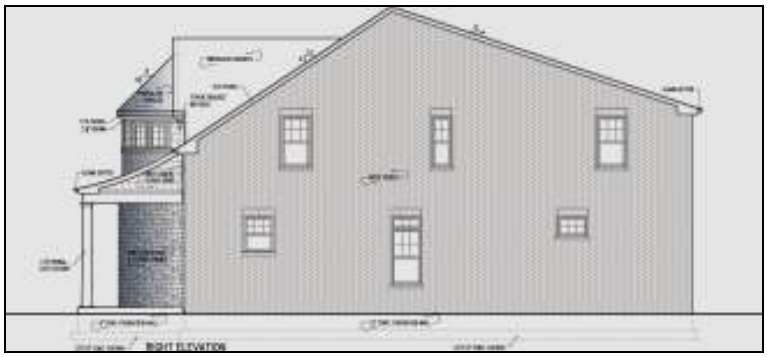
- As the building is proposed to be sited at the rear of the property, it is unlikely that a house more compatible with the neighborhood fabric will ever be constructed at the building line.

Based on the preliminary findings, the Cultural Resources Office recommends that the Preservation Board grant preliminary approval for the proposed new construction, as its location far to the rear of a narrow lot will have little effect upon the streetscape. However, the staff recommends that as a condition of this approval, the owner be required to erect appropriate fencing and/or landscaping at the building line to continue the line of the street, and that final drawings and exterior materials be approved by the Cultural Resources Office.



FRONT ELEVATION





EAST ELEVATION

WEST ELEVATION

CONTEXT WEST OF SITE

CONTEXT EAST OF SITE

CITY OF ST. LOUIS
PLANNING & URBAN DESIGN AGENCY
Cultural Resources Department

C.

DATE: December 16, 2013
ADDRESS: 3011 McNair Avenue
ITEM: Preliminary Review: construction of a new single-family house
JURISDICTION: Benton Park Local Historic District — Ward 9
STAFF: Jan Cameron, Cultural Resources Office

3015 AND 3011 McNAIR

OWNER/DEVELOPER:
Amy T. Mintner

ARCHITECT:
Stacy Clear

STAFF RECOMMENDATION:
That preliminary approval be granted subject to reconsideration of the design of the north elevation and to review of final details, materials and drawings by the Cultural Resources Office.

THE PROJECT

At its November 2013 meeting, the Preservation Board granted preliminary approval for the construction of a single-family residence at 3015 McNair. The same applicant now proposes to build a second single-family house directly adjacent at 3011 McNair. The two new houses together will occupy three existing vacant parcels.

RELEVANT LEGISLATION:

Excerpt from Ordinance #67175, Benton Park Historic District:

ARTICLE 1: DEFINITIONS
101.14 Model Example
Comment: Throughout these Standards, a Model Example is often required as a basis for comparison and as a source of ideas for reconstructed elements and for new construction.

1. **A building or element(s) of a single building type or style constructed prior to 75 years ago:**
    1. **Existing or once existing within:**
        1. **the Benton Park Historic District; or**
        2. **The City of St. Louis, provided it is of a form and architectural style currently or once found within the Benton Park Historic District; and**
2. **Offered to prove that:**
    1. **A design proposed for constructing or reconstructing a building will result in a building element compatible with the building for which it is to be constructed; or**
    2. **A design proposed for constructing a new building will result in a building compatible with its architectural environment; and**
    3. **Of a comparable form, architectural style and use as:**
        1. **The building to receive the constructed or reconstructed element; or**
        2. **The building to be constructed.**

        The applicant has presented a Model Example of a single-family house located in the Benton Park Historic District. The Cultural Resources Office has confirmed that it is an appropriate Model Example for the proposed building.

SECTION THREE. There are two basic concepts inherent in these Standards. They are embodied in the definitions of Public, Semi-Public, and Private facades and the requirement for Model Examples….

2. **Making the submission of a Model Example a prerequisite to obtaining approval of plans to construct or reconstruct building elements or to construct new buildings has two important advantages. First, it ensures that building elements will be compatible with the building for which they are to be constructed and that new buildings will be appropriate in their architectural environment. Second, it enables those seeking such approval to clearly communicate their plans to the Commission.**

    The standards require not simply the selection of a Model Example, but also that the chosen Model Example follow all the other requirements of Article 3, New Buildings—including Mass, Scale, Proportion, Ratio of Solid to Void, etc.—in order to ensure that the infill building will be compatible to the existing historic fabric. The proposed design meets these requirements.

ARTICLE 3: NEW BUILDINGS

301 Public and Semi-Public Facades of New Construction

The Public and Semi-Public Facades of new construction shall be reviewed based on a Model Example taking into consideration the following:

301.1 Site

A site plan shall describe the following:

1. **Alignment**
   1. **New buildings shall have their Public Facade parallel to the Public Facade of the adjacent buildings....**
      Complies. The Public Facade will face McNair.
2. **Setback**
   1. **New buildings shall have the same setback as adjacent buildings....**
      Complies.

301.2 Mass

Mass is the visual displacement of space based on the building's height, width and depth. The mass of a new building shall be comparable to the mass of the adjacent buildings or to the common overall building mass within the block, and on the same side of the street.

Complies. The building height and width are compatible with buildings on either side.

301.3 Scale

1. **Scale is the perceived size of a building relative to adjacent structures and the perceived size of an element of a building relative to other architectural elements (e.g., the size of a door relative to a window).**
2. **A new building shall appear to be the same number of stories as other buildings within the block. Interior floor lines shall also appear to be at levels similar to those of adjacent buildings....**
   Complies. The building is two stories in height, consistent with the majority of historic buildings on the block. Floor-to-ceiling heights are compatible as well.

301.4 Proportion

Proportion is a system of mathematical ratios which establish a consistent set of visual relationships between the parts of a building and to the building as a whole. The proportions of a new building shall be comparable to those of adjacent build buildings. If there are no buildings on the block then the proportions shall be comparable to those of adjacent blocks.

Complies. Building elements are compatible with adjacent residential buildings.

301.5 Ratio of Solid to Void

1. **The ratio of solid to void is the percentage of opening to solid wall. Openings include doors, windows and enclosed porches and vestibules.**
2. **The total area of windows and doors in the Public Facade of a new building shall be no less than 25% and no more than 33% of the total area of the facade.**

3. **The height of a window in the Public Facade shall be between twice and three times the width.**
4. **The ratio of solid to void may be based on a Model Example.**
   Complies. Fenestration and entry at the Public Façade follow the Model Example.

301.6 Facade Material and Material Color

1. **Finish materials shall be one of the following:**
   1. **For walls:**
      1. **Kiln-fired brick (2-1/3" by 8" by 3-5/8")**
         Comment: Brick within the Benton Park Historic District is typically laid in a running bond with natural grey, white or red mortar. Typical joints include concave, struck and v-groove. Most brick within the Benton Park Historic District is red or orange with only minor variations in coloration.
      2. **Stone common to the Benton Park Historic District.**
      3. **Scored stucco and sandstone.**
      4. **4" lap wood siding or vinyl siding which appears as 4" wood siding based on a Model Example.**
         Complies. The front facade will be brick. Both side elevations will have substantial brick returns; however, the north elevation will be partly exposed to street view as there is a generous side yard. While the brick ends at a logical point — at the edge of the side gable — there remains a large two-story expanse that will be sided. The staff recommends that this condition be mitigated by bricking the entire wall or setting the sided portion back slightly to appear as an addition to the main block.
   2. **For foundations:**
      1. **Stone, new or reused, which matches that used in the Benton Park Historic District;**
      2. **Cast-in-place concrete with a stone veneer; or**
      3. **Cast-in-place concrete, painted.**
         Complies.
2. **Finished facade materials shall be their natural color or the color of the natural material which they replicate or if sandstone, painted. Limestone may be painted.**
   Complies.
3. **Glazing shall be clear, uncolored glass or based on a Model Example.**
   Complies.

303 GARAGES AND CARPORTS IN NEW CONSTRUCTION

Garages and carports are not regulated except as follows:

1. **Garages and carports shall be set within 10' of the alley line.**
2. **Vehicular access shall only be from the alley.**
3. **Garage doors shall be parallel to, and face, the alley.**
4. **Construction requirements per form:**

1. **Garages shall be sided with a 4" cover siding of wood, vinyl or finished aluminum; 4" beaded tongue-and-groove siding, brick, or brick veneer. Unfinished siding is prohibited.**
2. **Based on a Model Example.**

5. **Garage and carport roofs shall be as set forth in Section 201.**
6. **The mass and scale of garages and carports shall be appropriate for their use and not visually dominate the main building.**
   Appears to comply. No elevations for the proposed detached garage have been submitted, but its siting, size and vehicular access all comply with the Standards.

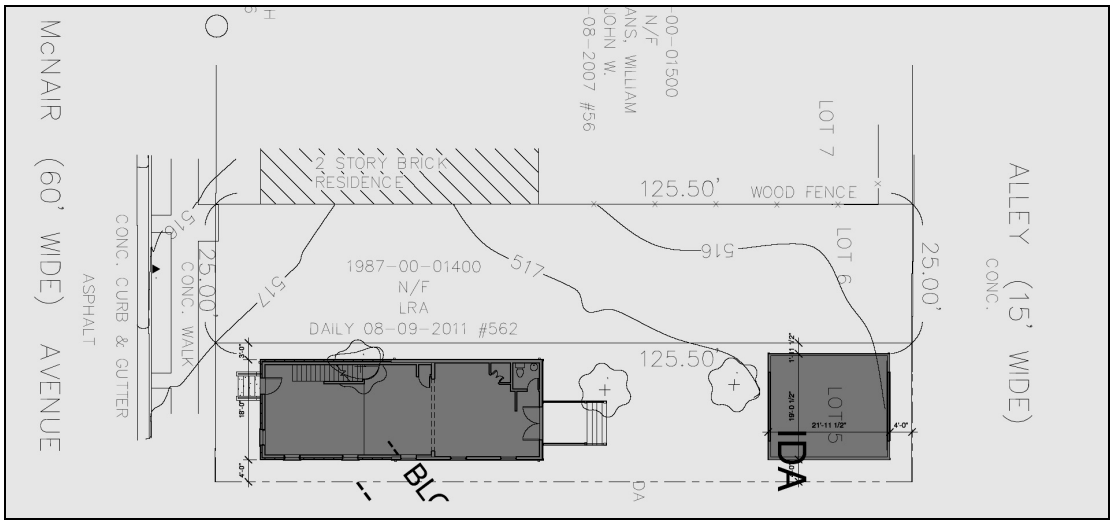
PRELIMINARY FINDINGS AND CONCLUSION:

The Cultural Resources Office's consideration of the criteria for new residential construction in the Benton Park Historic District Standards led to these preliminary findings:

- The proposed site for construction, 3011 McNair, is located in the Benton Park Local Historic District.
- The project is proposed to be constructed directly to the north of a new two-story, single-family house by the same developer, at 3015 McNair, which was approved by the Preservation Board at its November meeting.
- The proposed massing, scale, proportions and detailing of the building are appropriate for its site and compatible with adjacent buildings and follow the Model Example.
- The north elevation will be somewhat exposed to street view due to the width of the side yards between the new building and 3009 McNair.

Based on the Preliminary findings, the Cultural Resources Office recommends that the Preservation Board grant preliminary approval for the proposed construction, with the stipulation that the north elevation be reconsidered to eliminate or reduce the effect of the proposed siding; and that final drawings and materials be approved by the Cultural Resources Office.

PROPOSED BUILDING IN CONTEXT WITH EXISTING FABRIC AND WITH PROPOSED NEW CONSTRUCTION AT 3015 McNAIR



PROPOSED SITE PLAN

NORTH ELEVATION

SOUTH ELEVATION

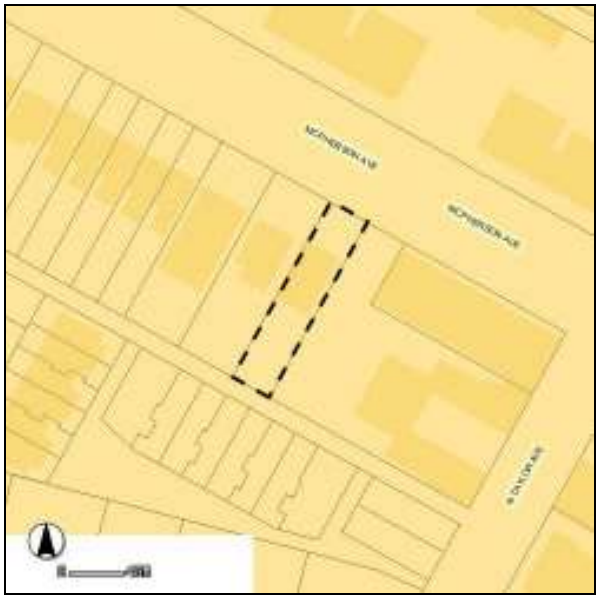
SUBMITTED MODEL EXAMPLE

CITY OF ST. LOUIS
PLANNING & URBAN DESIGN AGENCY
Cultural Resources Department

D.

DATE: December 16, 2013
ADDRESS: 4520 McPherson Avenue
ITEM: Appeal of Director's Administrative Denial: exterior alterations to 2½ story single-family house for conversion to 4 units
JURISDICTION: Central West End Historic District — Ward 28
STAFF: Jan Cameron, Cultural Resources Office

4520 McPHERSON AVENUE



OWNER/DEVELOPER:
MG Star II LLC/Goran Stosovic

ARCHITECT:
Anthony Duncan Architect/Tony Duncan

STAFF RECOMMENDATION:
That the Director's denial be upheld as the project does not comply with the Central West End Historic District Standards.

THE PROJECT

The applicant proposes to alter a single-family residence to convert it to four units.

RELEVANT LEGISLATION:

Excerpt from Ordinance #69423, the Central West End Historic District Standards:

III. RESIDENTIAL AND INSTITUTIONAL DESIGN STANDARDS
Alterations to Existing Structures:
Repairs and Rehabilitation to Historic Residential and Institutional Buildings
…
7) Roofs
The visible form of the roof, as in its shape and pitch, and the presence or absence of dormers and other roof elements, shall not be altered. Materials used on historic pitched roofs and dormers in the historic district are slate, terra cotta mission tile, copper, and terne metal. Original or existing slate, tile and metal roofs shall be preserved through repair and maintenance. Original or historic roof material shall not be replaced with another type of historic material that would change the character of the roof: i.e., replacing historic ceramic tiles with slate shingles. Photographic evidence shall be provided of the deteriorated condition of roofing materials to justify replacement. Original or historic roofing material shall be used wherever the roof is visible. Materials that replicate the original may be used if the original or historic material is unavailable and the substitute material is approved by the Cultural Resources Office. Skylights shall not be introduced in existing roofs where visible from the sidewalk or street. Existing historic skylights should be restored or replaced in kind. Removal of non-historic modern skylights that are visible from the sidewalk or street is encouraged.

Does not comply. Project proposes a large gabled roof dormer which will be visible on both secondary facades. The dormer will be sheathed with "staggered lap" cement siding.

8) Chimneys

Chimneys are a character-defining feature of buildings within the historic district and shall be preserved through repair and maintenance. If an original or historic chimney has been altered or removed, it should be restored when an historic drawing, photograph, or physical evidence is available to document what was previously extant.

Does not comply. To accommodate the large dormer, the project proposes removing two visible chimneys from the west elevation and one from the east.

New Construction or Additions to Existing Residential or Institutional Buildings
…
E. Decks. Given the urban context of the neighborhood, the relative narrowness of building lots, and the general interests of privacy, terraces or patios at grade are preferable to elevated decks. When it is desired to construct a deck, such construction shall be at the rear of the residence. Where visible from the street, design and construction shall be compatible with the building to which it is appended, and the deck shall be constructed of finished

materials, be of a shape and scale similar to that of an historic porch or patio, and be partially screened with landscaping or opaque fencing to limit visibility.

Does not comply. To provide access to the upper units, a large three-story deck and stairs structure will be constructed. While located at the rear, the structure's scale, detailing and materials are suburban in character and not compatible with the historic building.

PRELIMINARY FINDINGS AND CONCLUSION:

The Cultural Resources Office's consideration of the criteria for residential design standards in the Central West End Historic District Standards led to these preliminary findings:

- The site, 4520 McPherson, is located in the Central West End Certified Historic District.
- Due to the distance between buildings, both secondary facades are visible from the street.
- The project proposes to convert a single-family residence into four units: a basement unit; a first-floor unit; and two back-to-back two-story units on the second and third floors.
- The addition of the large gable dormer, removal of three brick chimneys, and the construction of a large, three-story deck and stair at the rear, all visible from the street, do not comply with the Central West End standards.
- The owner has declined working with the Cultural Resources Office to attempt to resolve any of these issues.

Based on the Preliminary findings, the Cultural Resources Office recommends that the Preservation Board uphold the Director's denial of the application for a building permit, as the project does not comply with the Central West End rehabilitation standards.

WEST ELEVATION SHOWING PROPOSED DORMER AND DECK/STAIR ADDITIONS

VISIBILITY OF WEST FACADE

VISIBILITY OF EAST FACADE

PROPOSED DORMER SIDING

CITY OF ST. LOUIS
PLANNING & URBAN DESIGN AGENCY
CULTURAL RESOURCES OFFICE
FRANCIS G. SLAY, Mayor

E.

DATE: December 16, 2013
ADDRESS: 2327 Gravois Avenue
ITEM: Appeal of Director's denial to install a sign
JURISDICTION: McKinley Heights Local Historic District — Ward 9
STAFF: Andrea Gagen, Cultural Resources Office

2327 GRAVOIS AV.

OWNER:
MHK Realty LLC

APPLICANT:
Bill Yount Signs/Bob Williams

RECOMMENDATION:
That the Preservation Board uphold the Director's denial as the sign does not comply with the McKinley Heights Local Historic District Standards.

RELEVANT LEGISLATION:

Excerpt from Ordinance #67901, the McKinley Heights Historic District:

506 SIGNS

506.1 Signs in the Commercial District
Signs within the commercial district shall be in accordance with the following except that in no case will the following be allowed:

1) **Non-appurtenant advertising signs.**
2) **Signs in excess of 15' in height.**

Complies.

506.2 Permanent Commercial Signs on residential property
Commercial signs at structures serving a residential purpose at the time of adoption of these Standards are prohibited unless a conditional use permit is obtained. If so, Sign shall not be more than 2 square feet in size.

Not applicable.

506.3 Commercial signs generally
Shall not exceed 25 square feet on each Public Facade or 10 percent of the area of each Public Facade, whichever is smaller.

A. **Each side of a protruding sign counts toward the 25 square feet so they may not be more than 12.5 square feet or 5 percent of the surface area whichever is smaller.**

Does not comply. The existing sign was installed in 2005 before the area was designated as a local historic district and therefore was grandfathered under the new ordinance. The current size already exceeds the maximum square footage allowed under the historic district standards and the owner proposes

to increase the size of the sign from approximately 3.5 ft. x 6 ft. on a 2 ft. base to a little over 6 ft. x 10 ft. on a 2 ft. base.

B. Signs must be compatible with existing architectural details.

Complies. The sign is compatible with the architectural details of the gas station.

C. Signs shall be restricted those identifying the names and/or businesses of the person or entity occupying the structure.

Complies. The sign identifies the gas station, although it also includes gas prices.

D. Signs may not be placed in the following locations:

a. On a mansard

b. On a rooftop; or

c. In a location that obscures significant architectural details;

Not applicable.

E. Signs must be fixed and silent.

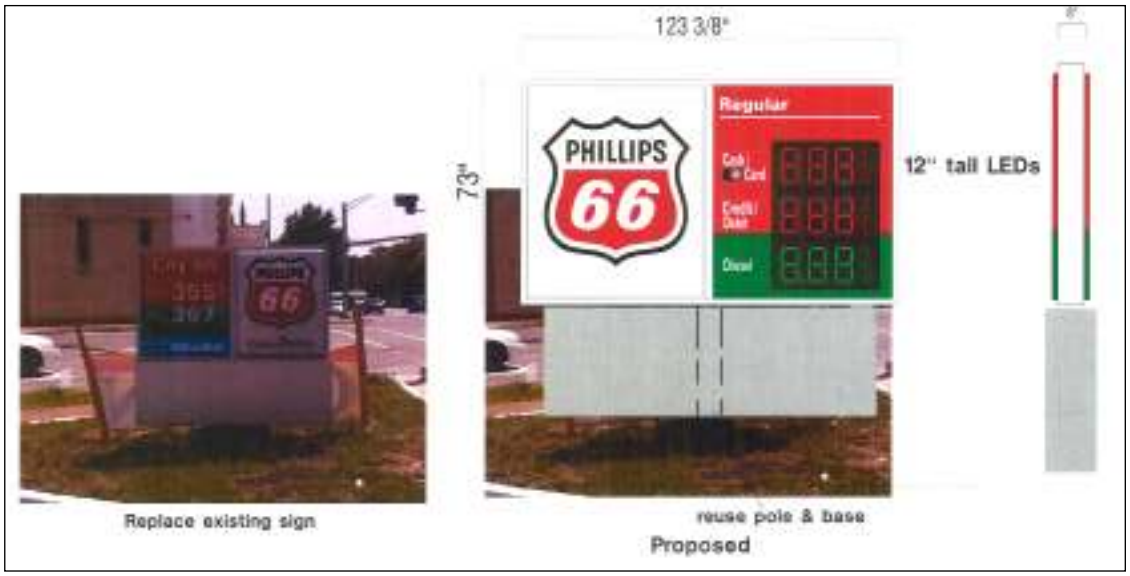
Complies. Although the numbers will occasionally change, they are static.

PRELIMINARY FINDINGS AND CONCLUSION:

The Cultural Resources Office's consideration of the criteria for signs in the Soulard Historic District led to these preliminary findings.

- 2327 Gravois Avenue is located in the McKinley Heights Local Historic District.
- The current sign, while grandfathered, exceeds the square footage allowed under the historic standards and there is other existing signage on the property.
- The current sign is approximately 3 ½ ft. x 6 ft. on a 2 ft. base. The proposed sign would be a little over 6 ft. x 10 ft. on a 2 ft. base.
- The signage would be increased from 21.29 square feet on each side (42.58 sq. ft. total) to 62.54 square feet on each side (125 sq. ft. total) on top of a 2 ft. base.

Based on these preliminary findings, the Cultural Resources Office recommends that the Preservation Board deny the signage as it does not comply with the McKinley Heights Local Historic District standards.



EXISTING AND PROPOSED SIGNS ON EXISTING BASE