

**CITY OF ST. LOUIS
CULTURAL RESOURCES OFFICE
PRESERVATION BOARD MINUTES
MARCH 25, 2019**

Board Members Present

Richard Callow – Chairman
Randy Vines
Mike Killeen
Melanie Fathman
Anthony Robinson
Tiffany Hamilton
Alderman Terry Kennedy *-absent*
Dave Visintainer *-absent*
David Richardson *-absent*

Cultural Resources Office Staff Present

Dan Krasnoff, Director
Jan Cameron, Preservation Administrator
Andrea Gagen, Preservation Planner
Bethany Moore, Preservation Planner
Adona Buford, Adm. Assistant

Legal Counsel

Barbara Birkicht

PRELIMINARY REVIEWS

A. 2019.0399 4321 CHOUTEAU AVENUE PRESERVATION REVIEW DISTRICT

Owner: Ronald McDonald House Charities of St. Louis

Applicant: Trivers Architects – Neil Chace

COMMERCIAL PLAN: Demolish vacant church building for new construction.

PROCEEDINGS: On March 25, 2019 the Preservation Board of the City of St. Louis met, pursuant to Ordinance #64689 of the City Code, to consider a Preliminary Review for the demolition a vacant church building at 4321 Chouteau in the Forest Park Southeast neighborhood located in a Preservation Review District. The proposal was to replace a church building with a new structure for the Ronald McDonald House.

Board members Richard Callow (Chairman), Melanie Fathman, Tiffany Hamilton, Mike Killeen, Anthony Robinson and Randy Vines were present for the testimony for this agenda item.

Daniel Krasnoff of the Cultural Resources Office made a presentation that examined the sections of City Ordinance

#64689, as revised by City Ordinance #64925, and City Ordinance #64832 which delineates criteria for the review of demolition proposals for properties in Preservation Review Districts. He submitted a letter of support for the proposal from 17th Ward Alderman Joe Roddy, a support letter from Guy Slay and noted that the project has the support of Park Central Development. He said the staff recommendation is to support the proposal with the stipulations that the final design be reviewed by the Cultural Resources Office and the applicant must obtain a building permit prior to approval of a demolition permit. Mr. Krasnoff stated that the Board had previously granted Preliminary Approval for the demolition of the adjacent industrial facility, in connection with the same project, but had denied demolition of the church.

Mr. Krasnoff said the church building at 4321 Chouteau is considered High Merit based upon the Ordinance because it was found to be eligible for the National Register due to an evaluation of architecture adjacent to I-64 construction dating from the early 1990's. He examined the criteria to be used in evaluating a demolition found in section Five of Ordinance 64832. The key question is whether or not unusual circumstances justifying the demolition had been demonstrated, as is required in Section 5.B. "Demolitions 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 that shall be expressly noted.

He provided the following unusual circumstances regarding the demolition:

- the applicant considered ways to incorporate the church building but has determined that it is impractical;
- the location for the applicant's new facility was found to be much more appropriate than the other sites that were considered;
- the proposal represents a significant investment in the neighborhood and has been designed to comply with the recently approved form-based zoning Ordinance;
- the proposed demolition has been presented to the neighborhood organization and citizen-led evaluation

committee and they are strongly in support of the demolition and new construction;

- the worthy reuse proposal will allow families seeking medical services to better support children needing in-patient hospital services.

Mr. Krasnoff said the Ronald McDonald House will make a multi-million dollar investment in their new building and that the new facility will expand the services they can offer families whose children are hospitalized at St. Louis Children's Hospital and Cardinal Glennon Children's Hospital. The Ronald McDonald House had conducted a substantial search to find a site equally close to the hospitals. The design was also created to conform to the form-based code.

Commissioner Mike Killeen asked if there was discussion with staff regarding the incorporation of the church as part of the proposed project. Mr. Krasnoff said there were no meetings with staff, but that the applicant considered that question and would speak to it in their remarks to the Board.

Dan Harbaugh, Ronald McDonald House President, addressed the Board. He noted the support for the project from Park Central Development, Washington University, Alderman Joe Roddy and community members within Forest Park Southeast. He said the reuse of the church was studied, but the cost of reusing the church would increase project costs and reduce the size of the new project, therefore, limiting the ability of the organization to fulfill its mission. He also noted that the grade of the site was not conducive to reuse of the church, and the engineers report on the church's condition indicated that it would be a challenge to reuse. They also asked a second architect, John Gunther, to evaluate the design options. He said the goal for the new construction was to add capacity and consolidate their two facilities at a single site. He noted the design for the new building and said there was a great effort to ensure its compliance with the form-based code.

Commissioner Anthony Robinson asked why the design was not more cohesive. Mr. Harbaugh said there were concerns about meeting the form-based code, making it be welcoming to visitors and making it fit into the context of the neighborhood.

Commissioner Mike Killeen asked if the applicant had considered moving the building to the east of the church, with a wing of the new building in a perpendicular position to Chouteau Avenue. Joe Brinkman, the architect, from Trivers, said the east end of the site is low, and, therefore, it is where storm water retention will need to be accommodated to satisfy the requirements of the Metropolitan Sewer District.

Abdul-Kaba Abdulah, Executive Director of Park Central Development, spoke in favor of the project. He said the project will eliminate an eyesore in the neighborhood. He said the project has been designed to address community desires and concerns.

Chairman Richard Callow asked if the project was resulting in a payment to Park Central Development. Mr. Abdulah said it was not.

Andrew Weil, Executive Director of Landmark's Association, spoke against the demolition. While he said he hoped the project would happen, he expressed the desire to keep the church in place. He provided background information regarding the historical movement and showed a site plan that kept the church while allowing for the design of the new building.

Commissioner Randy Vines asked if the site plan shown by Mr. Weil took storm water management on the site into account. Mr. Weil said the site plan did not.

FINDINGS OF FACTS:

The Preservation Board found that:

- the Gothic style church has been identified as individually eligible for the National Register, and, therefore, is a High Merit building, per the Ordinance;
- the church was not included in the expansion of the Forest Park Southeast National Register District, even though it is adjacent, across the street from the district;

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- the Preservation Board previously approved demolition of the industrial facility in order to support construction of the new facility;
- there are unusual circumstances, per Ordinances 64689 and 64832 that justify the demolition;
- the applicant considered ways to incorporate the church building but has determined that it is impractical;
- the location for the applicant's new facility was found to be much more appropriate than the other sites that were considered;
- the proposal represents a significant investment in the neighborhood and has been designed to comply with the recently approved form-based code;
- the proposed demolition has been presented to the neighborhood organization and citizen-led evaluation committee and they are in strongly support of the demolition and new construction;
- the worthy reuse proposal for will allow families seeking medical services to better support children needing in-patient hospital services.

BOARD DECISION:

It was the decision of the Preservation Board to grant preliminary approval for the demolition of the vacant church with the stipulation that CRO staff review final design under the Form-Based Code standards and the applicant obtains a building permit prior to approval of a demolition permit.

The motion was made by Commissioner Tiffany Hamilton which was seconded by Commissioner Melanie Fathman. The motion passed four to 1. (4-1) Board members, Melanie Fathman, Tiffany Hamilton, Anthony Robinson and Randy Vines voted in favor of the motion. Mr. Killeen opposed the motion.

B.	2018.1278	8525 PENNSYLVANIA AVENUE	PRESERVATION REVIEW DISTRICT
C.	2019.0148	8500 PENNSYLVANIA AVENUE	PRESERVATION REVIEW DISTRICT

Owner/Applicant: FET Contracting - Eddie Tucker

DEMOLITION PLAN: Appeals of a denials of a demolition permit applications to demolish two (2) one-story brick houses.

PROCEEDINGS:

On March 25th, 2019, the Preservation Board of the City of St. Louis met, pursuant to Ordinance #64689 of the City Code, to consider demolition applications for 8500 Pennsylvania Avenue and 8525 Pennsylvania Avenue, both one-story, single-family brick houses, owned by the same property owner and located on the same block in the Carondelet neighborhood and in a Preservation Review District. The demolition requests were denied by the Cultural Resources Office Director as contributing buildings to a potential historic district. The appellant was Eddie Tucker, owner of the properties.

Board members Richard Callow (Chair), Mike Killeen, Randy Vines, Melanie Fathman, Tiffany Hamilton and Anthony Robinson were present for the testimony for this agenda item.

Jan Cameron of the Cultural Resources Office introduced certified copies of City of St. Louis Ordinances #64689, as amended by Ordinance #64925, and Ordinance #64832, which sets forth the standards for review of demolitions in Preservation Review Districts. Ms. Cameron also entered into the record; the Preservation Board agenda; and her oral and Power Point presentations.

Ms. Cameron displayed photographs of both 8500 and 8525 Pennsylvania and the surrounding context along the 8500 block of Pennsylvania. She noted that 8500 was a vernacular shotgun building with exceptional Romanesque Revival detailing; and that 8525 was an unusual Flounder property type with a two-room vernacular house, c. 1890, attached at the street.

Ms. Cameron then discussed the Criteria of Ordinances #64689 and Ordinance #64832 as to evaluating a demolition permit in a Preservation Review District and testified that Criterion A (Redevelopment Plans) did not apply. In considering Criterion B (Architectural Quality) she noted that both buildings would be considered to be contributing resources to a potential National Register District in this area of Carondelet; and that 8525 Pennsylvania further would be contributing to a thematic National Register nomination for the City's Flounder buildings. She testified that both buildings were Sound under Criterion C (Condition) as defined by City Ordinance; that under Criterion D (Neighborhood Effect and Reuse Potential) the area was generally stable and — with the exception of 8500 and 8525 — all buildings on the block are occupied and maintained; she also testified that while Historic

Tax Credits are not currently available, they could be if the properties were nominated to the National Register. Further, under Criterion E (Urban Design), Ms. Cameron noted that the demolition of either or both of these houses, which bookend the block, would have an adverse effect upon the block face and the neighborhood. Finally, for Criterion F (Subsequent Construction) Ms. Cameron stated that while the owner originally intended to erect new houses on the sites, this new construction is not currently funded and at this time he was intending only to demolish the buildings. Based upon the Criteria, Ms. Cameron recommended that the Preservation Board uphold the Director's Denial of the demolition of both 8500 and 8525 Pennsylvania Avenue.

Patricia Wilcox, attorney for the owner, Eddie Tucker and his construction company, FET Contractors, testified on behalf of the appellant. She stated that Mr. Tucker had lived in Carondelet since he was 15 and had seen the properties in question, left vacant after the deaths of their owners, become sites for criminal activity and they had been an extreme hazard to the community. She further stated that Mr. Tucker wished to construct homes for veterans on the sites and had invested a great deal of his own money in clearing up the titles to the properties. In addition she stated that the roof of 8525 had collapsed and that when Ms. Cameron stated that the rear portion predated the front building, that was not in fact true and Mr. Tucker, a contractor, would speak to the fact that it was not a flounder house but only a shed.

Mr. Tucker, appellant, spoke on his own behalf and showed photographs of the interior of 8525. He stated that the front house at 8525 was built first and said he had never heard of flounder houses before. In response to a question from his attorney, he stated that it would cost at least \$250,000 to rehabilitate 8525 Pennsylvania. In response to another question from Ms. Wilcox, he stated that all the neighbors were in support of the demolition and that although he wanted to build new houses, "they" would not let him do it. In response to an inquiry from the Chairman, asking who "they" were, Mr. Tucker stated that it was because he could not get the properties demolished. He then showed a photo of a building nearby that he said had been allowed to be demolished. He also stated that the rear wall of 8500 Pennsylvania was ready to fall down.

Ms. Wilcox testified again stating that nothing can be done with these properties, as they would be too expensive to rehab. In

response to a question from Board member Vines, she agreed that similar properties may have been redeveloped elsewhere but that Carondelet was a lower-middle-class neighborhood.

In response to an inquiry from Board Member Killeen, Mr. Tucker responded that he had submitted a subsequent development plan to the Cultural Resources Office but the funding for it had been cut off.

Ms. Cameron, testifying in response, said that she wished to clarify the point that the funding Mr. Tucker spoke of was a NOFA application to the Community Development Agency, which was denied because other projects were determined to be more viable: the denials of the demolitions had had no effect upon the funding decision.

Director Krasnoff then testified. In response to a question from the Chairman, he stated he had not been in contact with the 11th Ward Alderman, Sarah Martin. Mr. Krasnoff also stated that although he had much respect for Mr. Tucker's interest in the Carondelet neighborhood, he felt that Mr. Tucker should have been aware of the requirements and procedures in granting demolition and that it was his own decision to invest in clearing the title and proceeding to begin demolition of the properties prior to receiving the required permits. He also stated that he was aware that the Carondelet Community Betterment Federation had been interested in acquiring the properties to rehabilitate using State of Missouri, Neighborhood Assistance Tax Credits; and that he had suggested to Mr. Tucker that he might begin his project on another site he had acquired on the block, where the existing house was not contributing and demolition could be approved.

Mr. Tucker, in response, stated that he did have a contract on 8525 Pennsylvania, although he did not currently own it, but he did not want to pursue it as no one would want to live near the other two properties in their condition.

FINDINGS OF FACTS:

The Preservation Board found that:

- 8500 Pennsylvania and 8525 Pennsylvania are determined to be "Merit" buildings: contributing resources to potential local and/or National Register historic districts;
- 8525 Pennsylvania is particularly valuable as an extant example of a rare house type, the Flounder, and is documented in the City's Flounder Survey;

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- the condition of both buildings is sound;
- both buildings are on corner sites and their demolition would constitute a significant loss to the character of the block;
- the owner originally acquired the properties for a project that has not received funding, so no subsequent development is planned at this time.

BOARD DECISION:

It was the decision of the Preservation Board to uphold the Director's denial of the demolition of Commissioner Randy Vines and seconded by Commissioner Killeen. The motion passed with four members voting in favor and Board Member Hamilton voting against. (4 -1)

The Preservation Board moved to uphold the Director's denial of the demolition of 8525 Pennsylvania Avenue. The motion was made by Commissioner Randy Vines and seconded by Mr. Killeen. The motion passed with three members voting in favor and Board Members Hamilton and Robinson voting against. (3-2)

D. 2019.0090

201 S. 18TH STREET

UNION STA.LANDMARK DISTRICT

Owner: USH LLC – Chad Smith

Applicant: Warren Sign Company

COMMERCIAL PLAN:

Appeal of a denial of a building permit application to erect one illuminated wall sign and four ground signs, one non-illuminated.

PROCEEDINGS:

On March 25, 2019, the Preservation Board of the City of St. Louis met, pursuant to Ordinance #64689 of the City Code, to consider an Appeal of the Cultural Resources Director's Administrative Denial of an application to install 5 signs, in the Union Station Landmark Historic District. The appeal was submitted by the applicant.

Board members Richard Callow (Chair), Melanie Fathman, Tiffany Hamilton, Anthony Robinson and Mike Killeen were present for the testimony for this agenda item.

Jan Cameron of the Cultural Resources Office made a presentation that examined the sections of City Ordinance #57828, which sets forth the standards for exterior signage in the Union Station Landmark Historic District. She entered into

the record the enabling legislations; Ordinance #57828; the meeting agenda; and the PowerPoint presentation.

Ms. Cameron stated that the staff was concerned with the size of the proposed electronic reader board on 18th Street. She recommended that the Preservation Board overturn the Director's Administrative Denial with the stipulation that the size of the reader board be reduced by at least half.

Bill Behrens, of Warren Sign Co., submitted a handout into the record and stated there were issues with making the sign. Peta Wittig, Executive Director of the Union Station Aquarium, also testified on behalf of the project.

FINDINGS OF FACTS:

The Preservation Board found that:

- 201 S. 18th St. is located in the Union Station Landmark Historic District;
- the owners were making a substantial investment in the property;
- the size of the reader board will not detract from the historic character of Union Station.

BOARD DECISION:

It was the decision of the Preservation Board to overturn the Director's Administrative Denial of the proposed signage. The motion was made by Commissioner David Richardson and seconded by Commissioner Hamilton. The motion passed unanimously.

E. 2019.0241 5590 PERSHING AVENUE CENTRAL WEST END HISTORIC DISTRICT

Owner: 5590 Pershing BGI LLC – Jim Morrissey

Applicant: Mills Window & Door – Kevin Doll

RESIDENTIAL PLAN:

Appeal of a denial of a building permit application to replace twenty-four windows on front façade.

PROCEEDINGS:

On March 25, 2019, the Preservation Board of the City of St. Louis met, pursuant to Ordinance #64689 of the City Code, to consider an Appeal of the Cultural Resources Director's Denial of an application to install twenty-four (24) windows on the front of the building at 5590 Pershing Avenue, in the Central West End Historic District. The appeal was submitted by the applicant.

Board members Richard Callow (Chair), Melanie Fathman, Tiffany Hamilton, Anthony Robinson and Mike Killeen were present for the testimony for this agenda item.

Andrea Gagen of the Cultural Resources Office made a presentation that examined the sections of City Ordinance #69423, which sets forth the standards for windows in the Central West End Historic District. She entered into the record the enabling legislations; Ordinance #56768 as amended by Ordinance #69423; the meeting agenda; and the PowerPoint presentation.

Ms. Gagen stated that the windows did not meet the current historic district standards in regard to material and configuration. She stated that the applicant has agreed to do an appropriate brick-mold. She recommended that the Preservation Board uphold the Director's Denial as the proposed front windows did not meet the Central West End Historic District standards.

Joan Morrissey, of 5590 Pershing BGI, LLC, the owner, spoke in support of the project.

Kevin Doll, of Mills Window and Door, the applicant, spoke regarding his understanding of what windows were allowed in the historic district. He submitted into the record an email from Ms. Gagen.

FINDINGS OF FACTS:

The Preservation Board found that:

- 5590 Pershing Avenue is located in the Central West End Historic District;
- the current configuration of the windows was not the original configuration;
- the windows do not meet the historic district standards in regard to material or configuration;
- the applicant did only part of his due diligence in determining whether the purchased windows were appropriate for the building.

BOARD DECISION:

It was the decision of the Preservation Board to overturn the Director's Denial of the proposed windows. The motion was made by Commissioner Tiffany Hamilton and seconded by Commissioner Robinson. The motion failed 3-2. A new motion was made to uphold the Director's Denial. That motion was

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made by Commissioner Anthony Robinson and seconded by Ms. Hamilton. The motion passed unanimously.

Dan Krasnoff, Director of the Cultural Resources Office presented the monthly Director's Report which outlines current events and updates throughout the City of St. Louis Historic Districts.