

**CITY OF ST. LOUIS
CULTURAL RESOURCES OFFICE
PRESERVATION BOARD MINUTES
JANUARY 25, 2016**

Board Members Present

Richard Callow - Chairman
Alderman Terry Kennedy
Nate Johnson
Melanie Fathman
David Richardson
Erin Wright
David Visintainer
Anthony Robinson

Legal Counsel

Barbara Birkicht

Cultural Resources Office Staff Present

Betsy Bradley, Director
Jan Cameron, Preservation Administrator
Andrea Gagen, Preservation Planner
Bob Bettis, Preservation Planner
Adona Buford, Administrative Assistant

Erin Wright moved to approve the current agenda; hearing on objections, the Agenda was approved. Alderman Terry Kennedy moved to approve the December 14, 2015 minutes. Ms. Wright seconded the motion; the motion passed unanimously.

NEW APPLICATION

A. 2016.0028 625 N. EUCLID AVENUE CENTRAL WEST END HISTORIC DISTRICT

RESIDENTIAL PLAN: Application to install one projecting blade sign.

PROCEEDINGS: On January 25, 2016, the Preservation Board of the City of St. Louis met, pursuant to Ordinance #64689 of the City Code, to consider an appeal of the Director's Denial of a building permit application to install a projecting sign, at 625 N. Euclid Avenue in

the Central West End Local Historic District. The applicant submitted the appeal.

Board members Richard Callow, Alderman Terry Kennedy, Erin Wright, Anthony Robinson, David Visintainer, and Melanie Fathman 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 commercial property rehabilitation in the Central West End Local Historic District. She testified that the project was not in compliance as the installation of a sign above the second-story window sill is prohibited under the Standards.

Ms. Gagen entered into the record certified copies of Ordinances #64689, as amended by #64925, and #69423; the Board agenda and the PowerPoint presentation for 625 N. Euclid Ave.

Shannon Brown, the applicant and David Dewey, the owner, testified on their own behalf.

Jim Dwyer, Chairman of the Central West End Association Planning and Development Committee, testified in support of the sign.

FINDINGS OF FACTS:

The Preservation Board found that:

- 625 N. Euclid is located in the Central West End Local Historic District;
- the sign would be installed above the second-story window sill which is prohibited under the historic district standards;
- the sign is in scale with the size of the building; and
- the sign represents the entire building, not a single occupant.

BOARD ACTION:

It was the decision of the Preservation Board to approve the application for building permit because the sign is of an appropriate scale and placement for a building of its size. Board Member Visintainer made the motion, which was seconded by Board Member Fathman. The motion passed unanimously

PRELIMINARY REVIEWS

B. 2015.1985 2115-31 HICKORY STREET LAFAYETTE SQ. HISTORIC DISTRICT

RESIDENTIAL PLAN: Preliminary review to demolish an industrial building and create outdoor area for apartment residents.

PROCEEDINGS: On January 25, 2016, 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 of an industrial building at 2115-2131 Hickory Street. The industrial building at 2115-2131 Hickory Street is located in the Lafayette Square Local Historic District. It is also a contributing property in the Lafayette Square National Register District. The property owner, William A. Markel, Jeffrey E. Smith Investment Co., L.C., submitted the item for review. Board members Richard Callow (Chair), Alderman Terry Kennedy, Nate Johnson, Melanie Fathman, David Visintainer, Anthony Robinson, David Richardson and Erin Wright were present for the testimony for this agenda item. Mr. Callow recused himself from this agenda item and David Visintainer served as Chair.

Cultural Resources Office Director Betsy Bradley reviewed the Demolition Review Criteria in Ordinances 64689, as amended by Ordinances 64925, and 64832 and the Lafayette Square Local Historic District Standards, Ordinance 69112. She noted that this building is a Merit one by definition of Ordinance 64689. She described the condition of the building as Sound, as defined in Ordinance 64689. She noted that the roof is not in good repair and that there is evidence of water moving through the building. In the discussion of Neighborhood Effect and Reuse Potential, the building is located in Lafayette Square, where nearly every building is occupied and property values are relatively high. The building offers a large interior space with expanses of industrial sash-filled windows and roof lighting, elements that are appreciated in historic buildings. The ground story has closely-spaced columns that support the double-height space above. Because of the reconfiguration of the parcels on the block, the building now occupies nearly the entire parcel and there is little room for on-site parking. Ms. Bradley reported briefly on the information that the owner provided to document attempts to sell the building since 2006. She also reported that the owner had

provided estimates for conversion of the building into 20 condominiums and reuse as an office building and neither offered a return on investment, according to the figures submitted. She noted that the use of historic tax credits would likely not be feasible for a condominium project but would be for an office conversion project. In terms of Urban Design, the building is highly visible from Chouteau because of the grade change. Yet its absence would be a noticeable gap in the integrity, rhythm, balance and density of the Hickory Street blockfront. Proposed subsequent construction was proposed to be an outdoor amenity area that would have the appearance of a small park. The property in question is part of a commonly-controlled property with the adjacent Lofts at Lafayette Square. The building is not an accessory structure.

Ms. Bradley stated that the Lafayette Square Historic District Standards state that the only valid reason for granting a demolition permit is to remove an addition or alteration that is not historic. The standards state that that vacant buildings be protected from deterioration. In response to a request by the Cultural Resources Office, the owner provided an estimate of \$192,000 to “mothball” the building.

Ms. Bradley reported that she had received a letter from the Lafayette Square Restoration Committee stating opposition to demolition; a letter from Alderwoman Ingrassia expressing opposition to demolition; and one from Moonlight Partners LLC stating interest in acquiring and renovating the building.

Mr. Bob Ring spoke on behalf of the owner and made a PowerPoint presentation. He introduced the Jeffrey E. Smith Investment Co. as one that had completed several historic building rehabilitation projects. He provided a list of failed attempts to sell the building and listing agreements. His presentation of the estimated costs for a condominium conversion stated a \$3,343,029 loss. He also presented a 2004 estimate for an office conversion that showed a \$3,632,735 loss. He also presented the details of the mothballing estimate of \$192,000. Finally, he presented the concept plan for the outdoor amenity area. He asked for the approval of demolition as the rehabilitation of the building would be an economic hardship. In response to a question, Mr. Ring stated that the property was currently for sale and would be shown to two potential buyers the week of January 25, 2016.

Alderwoman Christine Ingrassia spoke in opposition to demolition. She questioned the \$1.5 million investment into the building that the owner claims and stated that permitted parking for the building could be provided on Hickory. She stated that she had referred 13 developers to Mr. Ring and some of them indicated that they had not received any responses to their queries.

Suzanne Sessions, Vice-President of the Lafayette Square Development Committee, reported that the group had voted twice, unanimously, to not support the demolition of the building in question. Also representing the Committee, Keith Houghton provided some current contextual information, including the fact that the TIF has been monetized and tax abatement is now available. He suggested that apartment development was more common in Lafayette Square and should be explored for this building, noting also that apartment rental rate per square foot is rising in the historic district. He summarized that the real estate market in Lafayette Square is in flux and that the building in question is one of the last large ones waiting to be rehabilitated. Mary Dahms reported that she knew of six developers who would be interested in the property if the numbers would work. She noted that the condominium plan from 2004 included parking on the ground floor. She also questioned how a vacant property could increase in value as it is vacant and not maintained. Ron Taylor spoke in opposition to demolition and stated that the property would sell at the right price. Tom Dahms also referred to the 2004 condominium plan, asserted that the estimate for the cost per square foot was too high, and stated that he was opposed to the demolition.

Andrew Weil, Executive Director of the Landmarks Association of St. Louis, expressed support for the testimony of the residents of Lafayette Square, the position of the Alderwoman and for the enforcement of the Lafayette Square Historic District standards, which are among the strongest. He also questioned the need for an amenity space for the Lofts residents with Lafayette Square Park so close to the apartments.

FINDINGS OF FACTS:

The Preservation Board found that;

- 2115-2131 Hickory is a contributing property in the Lafayette Square Local Historic District and the Lafayette Square National Register Historic District, districts recognized for the collection of domestic architecture, landscape architecture

and community planning. It is a Merit property by definitions included in Ordinance 64689;

- built as part of the Roberts, Johnson and Rand International Shoe Co. Complex, the ca. 1919 industrial building has a double-height main floor with roof lighting above a ground floor;
- the building is Sound, in terms of the definition in Ordinance 64689;
- the building displays deferred maintenance, particularly at the roof and deterioration of brick in some locations;
- the level of building rehabilitation and occupancy in Lafayette Square is high and, in general, supports the building's reuse potential;
- the building has features that make it attractive for redevelopment, but it also has very little on-site parking to support a redevelopment project. Parking space near the building has been devoted to the commonly-controlled property, the Lofts at Lafayette Square, a condition of the owner's making. A solution to the lack of surface parking could be accommodating spaces on the ground floor of the building and use of permit parking on Hickory Street. The property's location in a National Register historic district means that historic tax credits could be used to offset the expenses of a rehabilitation project;
- estimates were submitted by the owner for rehabilitation for two uses: 20 condominium units; and an office building. As the estimates did not include one for apartment development, the use potential of the building is not fully explored;
- the property has been offered for sale for much of the time it has been owned by the applicant, at list prices that have been reduced significantly. Yet most of this time was during a major recession and the market is recovering. Testimony at the meeting suggests that there are potential buyers for the property;
- evidence presented for economic hardship, and estimates for two building conversions, were questioned in terms of current market trends;

- the loss of this building would have a very noticeable impact on the integrity, rhythm, balance and density of the blockfront;
- the proposed subsequent use of the parcel is to provide outdoor amenity space, which would have the appearance of a private park, for the residents of the adjacent Lofts at Lafayette Square, a commonly controlled property;
- while the building has not been maintained as it has been vacant, its current condition is one of several factors that affect the economic feasibility of its rehabilitation;
- the owner's estimated cost to "mothball" the building is \$192,000;
- the Lafayette Square Historic District Standards state that demolition is "strictly limited" and do not support the demolition of an historic building; and
- Ordinance #64689 states that the demolition of Merit buildings shall not be approved except in unusual circumstances that shall be expressly noted and no such circumstances were presented.

BOARD ACTION:

It was the decision of the Preservation Board to deny Preliminary Approval of the demolition of the building at 2115-2131 Hickory Street, as it is a Merit building that might be successfully rehabilitated. Board Member Nate Johnson made the motion, which was seconded by Melanie Fathman. The motion carried with six members voting in favor of it and Anthony Robinson abstaining from voting.

C. 2016.0017 6105-23 DELMAR BLVD. SKINKER-DeBALIVIERE HISTORIC DISTRICT

RESIDENTIAL PLAN:

Preliminary review to construct a residential and retail building.

PROCEEDINGS:

On January 25, 2016, the Preservation Board of the City of St. Louis met, pursuant to Ordinance #64689 of the City Code, to consider a Preliminary Review of the design for a new building at 6105-23 Delmar Boulevard. The location is in the Skinker-DeBaliviere Certified Local Historic District. The Preliminary Review application was submitted by CLAYCO. Board members Richard Callow (Chair), Alderman Terry Kennedy, Nate Johnson, Melanie Fathman, David Visintainer, Anthony Robinson, David

Richardson and Erin Wright were present for the testimony for this agenda item.

Cultural Resources Office Director Betsy Bradley described the proposal for a 14-story building with approximately 210 market-rate apartments and retail space on the ground story facing Delmar. The building would include approximately 210 parking spaces for tenants in internal, structured parking. The site is a vacant one on the north side of Skinker Boulevard within the Skinker-DeBaliviere-Catlin Tract Local Historic District. This district includes the commercial buildings on both sides of Skinker between Hodiament and Eastgate, and the south side of Skinker further east to Laurel.

She noted that the proposed design mostly complies with all the standards for new construction in the Skinker-DeBaliviere Certified Local Historic District standards. The one standard the building does not meet is that the building be within 15 percent of the average height of existing buildings on the block but she believed that as the 14-story building has the form of a podium with an L-shaped tower rising above it, it is massed and designed to address the disparity in heights along Delmar.

Ms. Bradley reported that she had received two letters in support of the project from the Skinker-DeBaliviere Historic Committee and the Delmar Commercial Committee.

Jay Case, representing CLAYCO, described why the building is proposed at 14 stories and noted that the number of stories includes the equivalent of three that are structured parking in the podium of the building. Architect Chris Cedergreen of Forum Studio reviewed how the building was designed to address the context of the historic commercial buildings on Delmar and explained the design of the retail portion of the building to provide a high-quality pedestrian experience on Delmar.

Cindy Curly, a resident of the Skinker-DeBaliviere Local Historic District for many years, spoke in opposition to the height, scale, materials and design of the building that she felt were in such contrast to the existing buildings in the historic district. She also noted the impact that the residents of the new building would

have on the residents of the district. She asked that preliminary approval not be granted.

Alderwoman Lyda Krewson spoke in support of the project and asked that Preliminary Approval be granted. She noted that high-rise buildings are part of cities and belong on major thoroughfares, including Delmar. She did not object to the height of the proposed building and noted that the design has the support of two neighborhood committees.

FINDINGS OF FACTS:

The Preservation Board found that:

- 6105-23 Delmar is located in the Skinker-DeBaliviere Local Historic District;
- the new building with approximately 210 market-rate apartments and commercial space would occupy one of the largest parcels on the north side of Delmar Avenue and is located near the Delmar MetroLink station at Hodiament;
- the building, proposed to be 14 stories tall, would have a three-story podium facing Delmar that will be structured parking for approximately 210 vehicles, which would be placed behind the commercial space, the entrance, and some apartments. An L-shaped tower raising the full height would meet the street near the east end of the building and extend across the back of the podium;
- the proposed building does not meet the existing historic district standards for height, yet as transit-oriented development, it represents Smart Growth principles;
- scale, also a consideration in the historic district standards, is addressed by the complex massing of the building. The common proportions for the tower, in terms of height and width, the low-rise podium, and the mix of materials minimize the scale of the building as it would be experienced from within the historic district;
- the proposed building mostly meets the standards for siting as it fills the frontage on Delmar and some of it would be at the building line; and that
- the proposed use of brick for nearly all of the exterior walls meets the standards for materials. Accent materials are appropriate for the contemporary design and meet the standards;

- the proposed building mostly complies with the standards for details, as its elements are compatible with existing buildings and refer to the scale and proportions of bays and windows;
- the proposed building complies with the standards for roof shape and materials;
- standards for walls and fences, and landscaping, are not applicable for this project. The paving design and street furniture components merit further study for compatibility with the district streetscape; and
- while the existing historic district standards do not support a building of this height within the historic district, the draft revised standards point out that a new building's use and location within the district – in this case, transit-oriented market-rate apartment construction – merit consideration when reviewing the height of new construction.

BOARD ACTION:

It was the decision of the Preservation Board to grant Preliminary Approval to the design of the proposed building with the stipulation that final plans and exterior materials are reviewed and approved by the Cultural Resources Office. Board Member Alderman Terry Kennedy made the motion, which was seconded by Anthony Robinson. The motion carried with six members voting in favor of it and Board Member Wright voting against it.

D. 2015.1679 1022 SOUTH 18TH STREET LAFAYETTE SQUARE HISTORIC DISTRICT

RESIDENTIAL PLAN: Preliminary review to construct a single family house on vacant lot.

PROCEEDINGS: On January 25, 2016, the Preservation Board of the City of St. Louis met, pursuant to Ordinance #64689 of the City Code, to consider a Preliminary Application to construct a single-family house, at 1022 South 18th Street in the Lafayette Square Local Historic District. The owner submitted the application.

Board members Richard Callow (Chair), David Richardson, Anthony Robinson, Erin Wright, David Visintainer, Nate Johnson, Alderman Terry Kennedy, and Melanie Fathman were present for the testimony for this agenda item.

Bob Bettis of the Cultural Resources Office made a presentation that examined the sections of City Ordinance #69112, which sets forth the standards for residential new construction in

the Lafayette Square Local Historic District. He testified that the project was in compliance with the Standards.

Henry Owens, the owner, was present but did not speak.

FINDINGS OF FACTS:

The Preservation Board found that:

- the proposed site for construction, 1022 South 18th Street, is located in the Lafayette Square Local Historic District;
- the applicants have proposed a Historic Model Example for the new house which has been approved by the Cultural Resources Office;
- final material choices have not been made, but the applicant intends to comply with the requirements of the Historic District Standards, and that
- the architect is preparing final changes to the drawings that the Cultural Resources Office has requested. They will be presented at the Board meeting.

BOARD ACTION:

It was the decision of the Preservation Board grant approval of the Preliminary Application for the new construction, with the stipulation that final plans and materials will be reviewed and approved by the Cultural Resources Office. Board Member Robinson made the motion, which was seconded by Board Member Kennedy. The motion passed with all Board Members voting in favor and none opposed.

APPEALS OF DENIALS

E. 2015.2014 2245-47 S. GRAND BLVD. SHAW HISTORIC DISTRICT

RESIDENTIAL PLAN:

Appeal of a denial of a building permit application to install a mural.

PROCEEDINGS:

On January 25, 2016, the Preservation Board of the City of St. Louis met, pursuant to Ordinance #64689 of the City Code, to consider an appeal of the Director's Denial of a building permit application to install a mural, at 2245-55 S. Grand Boulevard in the Shaw Neighborhood Local Historic District. The owner submitted the appeal.

Board members Richard Callow, Alderman Terry Kennedy, David Richardson, Anthony Robinson, Nate Johnson, Erin Wright, David Visintainer and Melanie Fathman 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 #59400, which sets forth the standards for commercial and non-residential buildings in the Shaw Neighborhood Local Historic District.

Ms. Gagen entered into the record certified copies of Ordinances #64689, as amended by #64925, and #59400; the Board agenda and the PowerPoint presentation for 2245-55 S. Grand Boulevard; and the building permit application.

Cevin Lee, the owner, spoke on his own behalf.

Ryan Holdener, engineer for the project, and Kore Wilbert testified in support of the project.

Andrew Weil, Director of Landmarks Association of St. Louis, testified in opposition to the project because of the proposed installation method.

FINDINGS OF FACTS:

The Preservation Board found that:

- 2245-55 S. Grand Boulevard is located in the Shaw Neighborhood Local Historic District;
- the proposed mural would be 36' long and 31' high at its highest point;
- the proposed panel installation would result in the drilling of over 300 holes in the historic brick wall which was found to introduce conditions that are likely to cause the deterioration of that brick wall.
- the proposed installation method for the mural does not comply with the historic district standards, as it would be damaging to the brick; and
- a mural on the side wall may be a viable idea with a more appropriate installation method.

BOARD ACTION:

It was the decision of the Preservation Board to uphold the Director's Denial of the building permit, as the mural as presented does not meet the Shaw Neighborhood Historic District standards in that it is very likely to be damaging to the brick. Board Member Wright made the motion, which was seconded by Board Member Visintainer. The motion passed unanimously.

F. 2015.2112 54 WESTMORELAND PLACE CENTRAL WEST END HISTORIC DISTRICT

RESIDENTIAL PLAN: Appeal of a denial of a building permit application to demolish a brick wall.

PROCEEDINGS: On January 25, 2016, the Preservation Board of the City of St. Louis met, pursuant to Ordinance #64689 of the City Code, to consider an appeal of the Director's denial of a building permit application to demolish a brick wall, at 54 Westmoreland Place in the Central West End Local Historic District. The contractor, who applied for the permit, submitted the appeal.

Board members Richard Callow, Alderman Terry Kennedy, Erin Wright, Nate Johnson, Anthony Robinson, David Richardson, David Visintainer, and Melanie Fathman 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 residential property rehabilitation in the Central West End Local Historic District. She testified that a stop work order was issued by the City for undertaking the demolition without an approved building permit that included wall demolition; however, the wall was being demolished at the time of issuance and that work was not stopped. Ms. Gagen testified that there was a building permit issued for replacement of a wood fence at this address, which permit did not include demolition of a brick wall. She testified that the project was not in compliance as the demolition of historic walls is prohibited under the Standards. Ms. Gagen entered into the record certified copies of Ordinances #64689, as amended by #64925, and #69423, the Central West End Historic District standards; the Board agenda, the PowerPoint presentation for 54 Westmoreland Place, and the permit application for a replacement fence. A letter from the Central West End Association Planning and Development Committee in support of the Director's denial was submitted into the record. A letter from William Siebert in support of staff's recommendation was also read into the record. Mr. Siebert's letter noted two property owners, including himself, who had rebuilt historic brick walls in the Central West End Historic District at substantial costs. Ms. Gagen also submitted two bids for replacing the wall, which were provided by the owner.

Terry Flanagan, the property owner, testified on his own behalf, stating that the wall was in poor structural condition when he purchased the property in 2011. He also stated that he believed that a permit had been obtained for the demolition of the historic brick wall, as a permit was posted on his property. Mr. Flanagan went through the requirements under Ordinance #64689 for acquiring a permit for work in a local historic district, but did not review requirements pertaining to his project in Ordinance #69423, the Central West End Historic District Ordinance. Mr. Flanagan spoke of his concern for the safety of pedestrians because the leaning wall was close to the sidewalk. He stated that the construction of a replacement wall would be an economic hardship for him and therefore requested that the Director's denial of the permit be overturned.

Walt Thorngren, the contractor, also testified on the owner's behalf. He verified that the wall was in poor condition and stated that it was his opinion that it could not be repaired. He stated that his business applied for the fence permit and then discussed the process of the project.

Jim Dwyer, Chairman of the Central West End Association Planning and Development Committee, testified in support of upholding the Director's Denial and the requirement to reconstruct the wall, citing Ordinance #69423. He also noted the cost for reconstructing the wall should be considered in terms of the value of the property and stated that the presence of an attractive fence did not justify the demolition of the wall.

FINDINGS OF FACTS:

The Preservation Board found that:

- 54 Westmoreland Place is located in the Central West End Local Historic District;
- the wall, if not original to the building, was historic;
- the standards do not allow for demolition of original or historic walls;
- the removal of the wall was completed without an approved permit;
- the Cultural Resources Office reviewed and approved a permit for 54 Westmoreland for the replacement of an existing wood fence;

- the permit application did not convey the full extent of the project as conceived by the property owner and his contractor;
- the permit application described the work as “to construct a 7- foot wood fence.” A plan for the property submitted as part of the permit had the notation “brick wall” crossed out. The work written on this plan was; “Proposed new seven (7)′ Foot tall wood fence [in red ink], and [Tear down/haul existing] and made no reference to the demolition of the wall. The cost of the wall demolition was not included in the cost of the permit;
- the appellant provided estimates for replacement brick walls that ranged from \$38,100 to \$43,650. He stated that the cost would be an economic hardship for him but did not provide any evidence, as in income, fixed costs, etc., to support that assertion;
- should the permit denial be upheld, rebuilding the brick wall is the only way to resolve the Stop Work Order issued because the work underway had no approved permit and was in violation of the Central West End Historic District standards.

BOARD ACTION:

It was the decision of the Preservation Board to uphold the Director's Denial of the demolition permit and required that the brick wall be rebuilt because the demolition of the historic wall is prohibited under the Central West End Historic District standards and because the permit application did not accurately convey the extent of the work proposed. Board Member Richardson made the motion, which was seconded by Board Member Robinson. The motion passed with Board Members Richardson, Robinson, Fathman and Visintainer voting for the motion and Alderman Kennedy and Board Members Johnson and Wright voting against the motion.

SPECIAL AGENDA ITEMS

Nominations to the National Register of Historic Places

G.

Gratiot School -1615 Hampton Avenue

ACTION:

It was the decision of the Preservation Board to direct the staff to prepare a report for the Missouri State Historic Preservation Office that the Gratiot School meets the requirements for listing on the National Register. The motion was made by Board member David

Richardson and seconded by Nate Johnson. The motion passed unanimously.

H.

ACTION:

Midwest Terminal Building – 700-20 N. Tucker Boulevard

It was the decision of the Preservation Board to direct the staff to prepare a report for the Missouri State Historic Preservation Office that the Midwest Terminal Building meets the requirements for listing on the National Register. The motion was made by Board member David Richardson and seconded by Nate Johnson. The motion passed unanimously.