

1 **COMMITTEE SUBSTITUTE**

2 **BOARD BILL # 48 INTRODUCED BY ALDERMAN O.L. SHELTON**

3 An Ordinance concerning the Ville Historic District; designating a described area in the  
4 City of St. Louis as an historic district, to be known as the Ville Historic District:  
5 containing, identifying and providing for maintenance of a general location map of such  
6 district, which also evaluates the architectural significance of the improvements within  
7 such district; stating the historic, architectural, cultural and aesthetic significance and the  
8 current economic condition of such district; describing the advantages to residents of  
9 such district and to the City which may be anticipated as a consequence of historic  
10 district designation; containing., identifying and providing for maintenance of a plat at a  
11 scale of not more than 300 feet to the inch indicating the existing uses of all properties  
12 within the district; stating a general plan for the district indicating planned or proposed  
13 (public or private) restoration, development and demolition within the district;  
14 prescribing historic standards to be applied within the district; stating amendments to the  
15 existing zoning classification and boundaries necessary to conform to the proposed plan;  
16 with a severability clause and an emergency clause.

17 **WHEREAS**, ordinance 57986 (Sections 24.04.010 to 24.20.020, inclusive, Revised Code  
18 St. Louis, 1980, Anno.), provides a procedure for designation of historic districts; and

19 **Whereas**, pursuant to such ordinance the Alderman of the Ward in which the Ville area  
20 as hereinafter defined is located has petitioned that such area be designated an historic  
21 district; and

June 29, 2006

Page 1 of 18

Board Bill # 48CS

Introduced by Alderman Shelton

1 **WHEREAS**, the Heritage and Urban Design Commission has duly approved such  
2 petition as provided in Ordinance 57986 February. 1987;

3 **WHEREAS**, designation of the Ville area as hereinafter described as an Historic District  
4 is in the best interests of the City of St, Louis;

5 **BE IT ORDAINED BY THE CITY OF ST. LOUIS AS FOLLOWS:**

6 **Section One.**

7 Notwithstanding its present zoning designation, the following area of the City of St.  
8 Louis, together with the improvements therein, is designated an historic district:

9 Starting at the center line of Martin Luther King Drive and the intersection with the  
10 southward extension of the center-line of north-south alley in City Block 3657; thence  
11 northward along the immediate aforesaid extension of alley center-line through City  
12 Blocks 3658, 3657, 3656, 3655, 3654, 3653, 3652, 3651, 3651.02, 3651.01, 3950, and the  
13 intersection of the aforesaid extension of the alley center line with the center line of the  
14 east-west alley in City Block 3649, proceeding east along the alley to the intersection of  
15 the alley and the center line of Bishop L. Scott Avenue, proceeding north along the center  
16 line of Bishop L. Scott Avenue to the intersection of Bishop L. Scott Avenue and the  
17 east-west alley north of Labadie Avenue, proceeding west to the intersection of the  
18 aforesaid alley and center line of Clay Avenue, proceeding north along the centerline of  
19 Clay Avenue to the intersection of Clay Avenue with the east-west alley located south of  
20 Aldine Avenue, proceeding west along the aforesaid alley to the intersection of the alley

June 29, 2006

Page 2of 18

Board Bill # 48CS

Introduced by Alderman Shelton

1 with the center line of Whittier Street, proceeding north along the centerline of Whittier  
2 to the centerline of Ashland, proceeding west along the centerline of Ashland to it's  
3 intersection with the north-south alley west of Rolla, proceeding south along the  
4 centerline of that alley until its intersection with the alley west of Labadie Avenue,  
5 continuing west along the centerline (or westward) extension of that alley, across  
6 Lambdin, to Maurice, continuing south down the centerline of Maurice to the centerline  
7 of Labadie, continuing west along the centerline of Labadie to the centerline of the north  
8 south alley east of Newstead, continuing north along the centerline of that alley to east  
9 west alley north of Labadie, continuing west across Newstead, Taylor, Cora and Marcus  
10 Avenues. At Marcus Avenue the boundary extends to the western edge of the first parcel  
11 south of the east-west alley on the west side of Marcus in City block 4479 and then  
12 proceeds south along the western edge of all parcels facing Marcus in City blocks 5014,  
13 4478, 4477.02, and 3781 to the centerline of the north-south alley west of Marcus  
14 proceeding south to the intersection of the extension of that alley and the centerline of  
15 Cote Brilliante, proceeding east along the centerline of Cote Brilliante to the centerline of  
16 Marcus Avenue. At the intersection of the centerline of Cote Brilliante and the centerline  
17 of Marcus Avenue proceed south along the aforesaid centerline, across Martin Luther  
18 King Drive to the intersection of Marcus Avenue and the east-west alley south of Martin  
19 Luther King Drive. Proceeding east along the aforesaid alley, or alley eastern extension  
20 across Cora, Hills Terrace, Deer, Taylor, Newstead, Pendleton, and Whittier to the  
21 intersection of the centerline of the aforesaid alley with the centerline of the alley directly  
22 west of Sarah, proceeding north along the aforesaid alley to the centerline of Sarah,

June 29, 2006

Page 3 of 18

Board Bill # 48CS

Introduced by Alderman Shelton

1 proceeding north along the centerline of Sarah to the intersection of the centerline of  
2 Sarah and the centerline of Dr. Martin Luther King Drive, proceed east along the  
3 centerline of Dr. Martin Luther King Drive to the intersection of the centerline of Dr.  
4 Martin Luther King Drive with the southward extension of the center-line of north-south  
5 alley in City Block 3657 or the point of beginning.

6 The boundaries of such district, addresses of properties therein, and the architectural  
7 significance of improvements therein are set forth in a map captioned Architectural  
8 Survey Map, a copy of which is attached hereto and incorporated herein by this reference.  
9 Copies of such map shall be maintained with the Clerks copy of this office and in the  
10 offices of the Register and of the Heritage and Urban Design Commission.

11 **Section Two.**

12 a. The historic, architectural, cultural and aesthetic significance of the Ville Historic  
13 District is as follows:

14 **The Ville Historical Statement--Introduction**

15 The Ville neighborhood is of great historic significance as the cradle of culture for  
16 Black St. Louis. The Ville was a beacon, attracting major Black literary, musical  
17 and theatrical figures of international stature; and an incubator for local talent  
18 whose brilliant contributions exceeded local and national boundaries. Leaders of  
19 the Famed "Harlem Renaissance" of the 1920's and 1930's felt at home in the  
20 Ville, because the neighborhood was part of the movement. A large

1 disproportionate number of individuals from this St. Louis neighborhood went on  
2 to achieve world-wide fame.

3 In the midst of this cultural cornucopia, the Ville was a thriving business district  
4 which both served and sustained the area and adjacent neighborhoods. The famed  
5 Poro College was located here. Founded by Mrs. Annie Turbo Malone, the school  
6 served as a training ground for sales persons and distributors for her hair care  
7 products, which was her major business. Other businesses rounded out the  
8 manufacturing, retail and service business community.

9 The Ville was a major medical center, not just for Black St. Louisians but for  
10 Black physicians and allied health professionals from across the United States and  
11 several foreign countries. As with most St. Louis institutions, hospitals and related  
12 organizations were rigidly segregated by race. Homer G. Phillips Hospital  
13 therefore stood as a magnificent medical oasis in the desert of racially segregated  
14 medical care delivery for Black people. Fittingly, the Homer G. Phillips Hospital  
15 Complex is today a National Historic Place. The Complex is of major  
16 architectural and aesthetic significance because it brought a new and positive  
17 physical dimension to the area.

18 In addition to culture, business and medicine, the Ville was also the education  
19 center for Black St. Louis. Among the education facilities, some of which are still  
20 active, are Simmons School (formerly Elleardsville Colored School No. 8),

1 Sumner High School (the first Black high school west of the Mississippi River),  
2 Lincoln University Law School, Turner Middle school, Poro College and of  
3 course Homer G. Phillips Hospital.

4 **History**

5 The Ville neighborhood was settled in the mid-1800s as a semi-rural area of the  
6 northwest suburbs of the City of St. Louis. The area was formerly called  
7 Elleardsville, named for Charles Elleards, a german horticulturist who chose the  
8 location so that his estate and nursery would be next to Old St. Charles Rock  
9 Road, which was the main route to St. Charles, Missouri, the State capital.

10 Mr. Elleards built a two-story brick home on Goode Avenue, which was later  
11 expanded to Newstead Avenue, and from Old St. Charles Rock Road to Cote  
12 Brilliante Avenue. St. Charles Rock Road is now Dr. Martin Luther King Drive,  
13 Taylor Avenue, St. Louis Avenue and Sarah Street.

14 Within the Ville boundaries are major currently - functioning Black Institutions;  
15 important structures and sites no longer in their original use; and a growing  
16 number of property rehabilitation projects. Most important is an exceedingly rich  
17 and diverse history of triumph of the human spirit by residents of the Ville and  
18 those who are influenced by its presence.

19 The Ville produced a disproportionately high number of Blacks who made major  
20 contributions to St. Louis, the nation and the world. A large number of these

1 persons were graduates of Sumner High School, still located in the Ville. This  
2 historic high school stands today as a major educational institution. Its historic  
3 value is demonstrated by a sterling symbol of lasting contributions. A partial  
4 listing of Sumner graduates will serve to indicate its place in history.

5 In the Arts, **Spencer T. Banks**, a commercial artists who developed a successful  
6 career despite the field being generally closed to members of his race. **Thurman**  
7 **Dillard** became a noted sculptor. **Voris Dickerson** was a portrait painter who  
8 specialized in athletic personalities; and **Edna Nofles** became a designer and  
9 commercial artist. **William E. Feaman** continues today as a commercial artist  
10 and editorial cartoonist for the St. Louis American Newspaper.

11 Sumner High School's list of graduates who became successful in business is  
12 impressive. A representative roster will give a picture of the diversity of talented  
13 persons from this historic high school.

14 **Lucien P. Garrett, Jr.** continued his education and became a manufacturing  
15 chemist. **Darrell Clay** became an auditor for Johnson and Johnson, the medical  
16 supplies manufacturing giant. **Elrod Hubbard** formed a successful construction  
17 company. Insurance, the **Ford Brothers** started a company that later merged with  
18 a larger firm, Lawton Bryne and Bruner. **Charles J. Gales, Sr., Annette Harris**  
19 **Officer, Vora Thompson Wilson** and **Virginia Bullock Koonce** started funeral  
20 homes that continue today.

1 Two giants among Black real estate entrepreneurs came out of Sumner High  
2 School. **Patrobas C. Robinson** was the first Black admitted to the hitherto  
3 segregated Metropolitan Real Estate Board. Before Blacks were admitted, they  
4 could not use the Realtor designation, giving the impression that Black real estate  
5 professionals were less competent than whites.

6 Before P.C. Robinson was admitted, Black real estate professionals who affiliated  
7 did so with a local branch of the national black real estate organizational,  
8 Realtists.

9 **Clifton W. Gates** became a successful realtor who later expanded the horizons of  
10 his business interests. Other interests included mortgage banking. He helped  
11 establish the first full-service Black owned bank in St. Louis, Gateway National  
12 Bank. More recently, Mr. Gates is known as the prominent owner of a beer  
13 distributorship from the Miller Brewing Company. **Harry E. Douglas** established  
14 the Belva hair care manufacturing company. This was a significant contribution in  
15 that major white manufacturers did not develop hair care products for Blacks.

16 **Annie Turbo Malone** had pioneered in that area of business in St. Louis. Mrs.  
17 Malone was not born in St. Louis but located her business, Poro College in the  
18 Ville.

19 The Ville was also known for the quality and breath of its civic and political  
20 leadership. Many Ville leaders rose to national prominence. A giant among

1 political leaders was the legendary **Jordan W. Chambers**, who was one of the  
2 most powerful Black politicians of his time. He was known as a power broker  
3 who made decisions on the choices of candidates for elective office. Chambers  
4 served as Committee-man and Deputy Constable. Like most Blacks of the early  
5 twentieth century began his political career as a Republican, the party of Abraham  
6 Lincoln.

7 By the mid-1930's, Jordan led many Black political leaders and many voters from  
8 the Republican to the Democratic ranks. As a Democrat, Jordan is said to have  
9 exercised through his sharp political instinct and acumen, an amount of power  
10 that belied his modest political office.

11 While Jordan was a genuinely canny politician, **David M. Grant**, another Ville  
12 resident was suave, analytical and incisive. After Grant graduated from Sumner  
13 High School, he continued his education at Howard University in Washington.,  
14 DC. He earned a law degree at the same institution. Grant returned to St. Louis  
15 and had a distinguished career in law. He entered private practice and also held  
16 posts in City government.

17 **Wayman F. Smith, Jr.** became the first Black Certified Public Accountant in  
18 Missouri. As his professional career grew, he added to it a political career. Smith  
19 became one of few Black members of the Board of Aldermen.

1       **Joseph W. B. Clark** built a successful plumbing business and became an  
2       Alderman and later held City government posts as Director of Public Safety and  
3       of Welfare. Clark was a pioneering leader of the St. Louis Civil Rights  
4       Movement.

5       **Margaret Bush Wilson** attorney and civic leader today has risen to a position of  
6       international prominence. Mrs. Wilson was elected as the first Black female  
7       Chairperson of the National Association for the Advancement of Colored People.  
8       Mrs. Wilson is the daughter of James Bush Sr., a successful real estate broker.  
9       Mr. Bush helped prepare the evidence that led to the historic landmark Supreme  
10      Court ruling in Shelley v. Kramer in 1948. That ruling outlawed restrictive  
11      covenants used to prevent Blacks from moving into White neighborhoods.

12      **Hugh J. White** was a lawyer and politician. He was elected as a State  
13      Representative. While his career in public service was noteworthy, his military  
14      career was just as distinguished. White entered military service in World War II  
15      and was accepted in the Army Air Corps. He wanted to become a fighter pilot but  
16      was discouraged because the Air Corps did not train Blacks as pilots. A pilot  
17      training program was later established for Blacks at Tuskegee Institute, Alabama,  
18      where White was accepted. He became a crack fighter pilot and rose to the rank of  
19      Major. As a result of his military exploits and subsequent public leadership, after  
20      his death, the St. Louis Chapter of Tuskegee Airmen Incorporated was named in  
21      White's honor.

1       **Reverend Archie Blaine** was the first Black Clerk of the Board of Election  
2       Commissioners, a former Alderman, and the first Black administrative assistant to  
3       a Mayor of St. Louis.

4       **Dr. Julia Davis**, a renowned Africa-American historian, is a current resident  
5       living in the inner core of the Ville. She is the founder of the Negro History  
6       Exhibits at the St. Louis Public Library. In honor of her efforts in revealing the  
7       Black contributions to world history and culture, the "Julia Davis Week" was  
8       established in St. Louis and is commemorated annually February 10-16.

9       b. The current economic conditions of the Ville Historic District, and the advantages  
10      to residents thereof and to the City which are anticipated as a result of historic  
11      district designation are as follows:

12      **Current Economic Condition**

13      The Ville is an older residential neighborhood which offers a unique opportunity  
14      and potential for augmenting the City's desirable living areas for low and  
15      moderate income households. Though currently suffering from many years of  
16      disinvestment, the Ville in recent years has shown evidence of renewed interest  
17      for revitalization. The Ville has more than one hundred vacant residential  
18      structures, most of which are feasible for rehabilitation. In addition, there are  
19      close to three hundred vacant parcels of land that offer opportunity for new  
20      development.

1 The area was adversely affected by out-migration and housing code policies  
2 during the 1960's and most of the 1970's. Housing opportunities outside of the  
3 area developed for long-time Ville residents. Also, local and federal urban  
4 housing policies before 1975 favored demolition of vacant buildings.

5 The Ville has a variety of housing types and a concentration of one-family and  
6 two-family structures. The composition of the housing stock is very similar to that  
7 of the housing stock in the City overall. Fifty-eight percent of the housing units in  
8 the Ville are single family and two-family, eighteen percent are three and four  
9 unit structures and twenty-one percent are five or more unit structures. Slightly  
10 more than twenty-five percent of the units in the Ville are owner-occupied units.

11 **Section Three.**

12 A set of plats and legend therefore at a scale of not more than 300 feet to the inch,  
13 indicating the existing uses of all properties within the Ville Historic District, captioned,  
14 "Plat - Ville Historic District," is attached to the Clerk's copy of this ordinance. A copy  
15 of such set of plats is attached hereto and incorporated herein by this reference. Copies of  
16 such set of plats shall at all times be maintained in the offices of the Register and the  
17 Heritage and Urban Design Commission.

18 **Section Four.**

19 The following general plan for the Ville Historic District is thereby adopted, to be  
20 implemented consistent with the standards in Section Five, and in accordance with and

1 subject to the provisions of Ordinance 57986 (Sections 24.12.010 to 24.20.020, Rev.  
2 Code St. Louis, 1980. Anno.).

### 3 **Development Plan and Strategies for Ville Neighborhood**

#### 4 1. Development Goals and Objectives

5 A. Create a well designed, moderate income residential area which is a  
6 competitive residential location for working households.

7 B. Preserve and restore the culturally and historically significant buildings in  
8 the neighborhood.

9 C. Create anew housing market in the area, without excluding the existing  
10 residents,

11 D. Develop new housing units on vacant land.

12 E. Expand and improve neighborhood facilities for recreation and shopping.

#### 13 2. Development Strategies

14 The restoration, preservation or rehabilitation of all structures in the area, with  
15 immediate emphasis on structures in and adjacent to the institutional core, along  
16 Dr. Martin Luther King Drive, St. Louis Avenue., Taylor Avenue, and Sarah  
17 Street, and at intersections within the area are most important. New residential  
18 construction should be on a scale and at locations that create significant positive  
19 visual and physical image to the area. Property owners should be encouraged to  
20 purchase adjacent vacant lots for side yard space. All construction, demolition, or  
21 alteration of exterior architectural features with respect to any improvement

June 29, 2006

Page 13 of 18

Board Bill # 48CS

Introduced by Alderman Shelton

1 within the Ville Historic District is subject to "the review of the Heritage and  
2 Urban Design Commission and staff and other appropriate City agencies"

3 The majority of the structures in the area are masonry structures which are at least  
4 eighty years old and have lacked adequate maintenance over recent years. They  
5 need more than normal maintenance if they are to be retained without further  
6 deterioration. Based on exterior conditions, they have a variety of deficiencies  
7 when evaluated against current code standards. While requiring repairs, however,  
8 the majority of the residential structures in the area are structurally sound and  
9 feasible for rehabilitation. The median value of owner-occupied units is less than  
10 half of the City median value of owner-occupied units. This is related to the fact  
11 that the overwhelming majority of Ville households have low and moderate  
12 incomes.

13 Some housing rehabilitation has occurred in the neighborhood, however, the  
14 federal development incentives that were used are being reduced or eliminated.  
15 As a result, development of affordable housing units have become difficult. The  
16 historic district designation can provide incentives through federal investment tax  
17 credits and stimulate increased development activity in the Ville. Designation will  
18 assist marketing new development in the Ville neighborhood.

19 The level of rehabilitation required to retain the remaining housing stock will be  
20 infeasible without the federal investment tax credits. Tax credits will keep

1 housing costs at affordable levels. A revitalized and redeveloped Ville  
2 Neighborhood will improve the quality of life for present and future Ville  
3 residents and provide economic benefits to the City of St. Louis.

4 A. Parking: Off-street parking must be behind the building line. Rear alley access to  
5 parking area should be encouraged, especially for multi-family dwelling units.

6 B. Landscaping: Trees and lawns must be maintained and street plantings are  
7 encouraged at approximately 35 foot intervals on all streets.

8 C. Zoning: No zoning changes are presently proposed, and any future proposed  
9 changes should be made with prior notification of the Aldermen, who is  
10 encouraged to inform the Heritage and Urban Design Commission and the  
11 relevant active neighborhood organizations.

12 D. New Housing Construction: New housing development should be carried out as  
13 residential, townhouse style and multi-family development, with design and siting  
14 characteristics that are harmonious with existing structures.

15 E. Traffic Circulation: Dr. Martin Luther King, Sarah, Taylor, St. Louis Avenue,  
16 Newstead, Maffitt, Kennerly, and Whittier will remain major thoroughfares, with  
17 special care devoted to the maintenance of streets, sidewalks, and building  
18 facades.

19 **Priority Development Areas and Sites**

- 1 A. Northeast Sector: The area bounded by Lamdin Avenue, Kennerly Avenue, St.  
2 Louis Avenue, and Sarah Street should be maintained as a strong residential area  
3 of homeowners. Vacant buildings and vacant land should be redeveloped  
4 immediately to preserve the relatively good housing quality. Housing code  
5 enforcement should be encouraged through minor rehabilitation and maintenance.
- 6 B. Homer G. Phillips Complex: The facility should be redeveloped for multipurpose  
7 use as a magnet for the neighborhood, with emphasis on housing or the elderly  
8 convalescent.
- 9 C. Kennerly/Maffitt: The large tracts of land in the 4300 blocks of Kennerly and  
10 Maffitt are suitable for multi-family development to compliment the recent new  
11 housing construction at Kennerly and Newstead.
- 12 D. Taylor Avenue: The section of Taylor Avenue between Cote Brilliante and St.  
13 Louis has a number of vacant buildings, which if rehabilitated would enhance the  
14 visual image of this major thoroughfare and preserve the existing housing stock.
- 15 E. Pendleton: Aldine to Garfield: The intersections offer approximately four acres of  
16 vacant land suitable for residential development which would dramatically  
17 enhance the area.
- 18 F. Whittier Courts: This vacant structure and the adjacent structure at the southeast  
19 corner of Whittier and St. Ferdinand are the largest vacant residential structures  
20 remaining in the Ville neighborhood. These historic structures were originally  
21 built to provide housing for the resident staff at Homer G. Phillips hospital.

- 1 G. Belle Glade/Sarah: This two acre tract of land could be redeveloped for multi-  
2 family or single family development.
- 3 H. Whittier/Cote Brilliante: This one acre tract of vacant land could be redeveloped  
4 for multi-family or single family development.
- 5 I. Scattered Site Rehabilitation: The neighborhood has many vacant buildings that  
6 should be purchased and rehabilitated through homestead and investor activity.

7 **Section Five.**

8 The following historic district standards for the Ville Historic District are hereby  
9 adopted: [see [The Ville Standards](#)] The Heritage and Urban Design Commission  
10 and the Heritage and Urban Design staff shall be responsible for enforcing  
11 compliance with the adopted standards and for the determination of a project's  
12 compatibility with the existing neighborhood fabric.

13 **Section Six.**

14 No amendments to the existing zoning classification and boundaries are necessary  
15 to conform to the historic district plan.

16 **Section Seven.**

17 The Heritage and Urban Design Commission and the Division of Heritage and  
18 Urban Design shall be responsible for administration of this ordinance, as  
19 provided by, and subject to, the provisions of Ordinance 57986 (Sections  
20 24.12.010 to 24.20.020, Rev. Code, St. Louis 1980 Anno.), with appropriate

1 assistance of other City departments or offices as provided by City Charter or  
2 Ordinance.

3 **Section Eight.**

4 If any section or portion of a section of this ordinance or application hereof is  
5 declared invalid by a court of competent jurisdiction, the remaining sections and  
6 portions of sections, and applications hereof shall remain in force and effect.

7 **Section Nine.**

8 This being an ordinance necessary for the immediate protection of the public  
9 health, safety and welfare, it is hereby declared to be an emergency ordinance  
10 pursuant to Article IV S 20 of the St. Louis City Charter.