



APS NEWSLETTER | OCTOBER 2024



# PRESERVATION

The latest news from Missouri SHPO's  
Architectural Preservation Services Team

*Matters*



## Historic Preservation in Saint Louis

For the October 2024 SHPO-APS newsletter we focus on the City of St. Louis, where the vast majority of historic tax credit rehabilitation projects in the State of Missouri happen. This is true both of federal HTC projects and state HTC projects. One reason for St. Louis's preeminence in historic tax credits is the sheer number of buildings in the city that are listed on the National Register, either individually, or more commonly, as contributing structures in National Register Historic Districts or Certified Local Districts (CLDs), due in large part to the Landmarks Association of St. Louis. But this was not always the case. Long before the National Historic Preservation Act of 1966

established the National Register, a nascent preservation movement lamented the loss of historic buildings around the country, and St. Louis was no exception.



**LEFT Photo:** The St. Louis river front, looking northeast from the Old Courthouse in 1895. Photo source: [court.rchp.com/st-louis-arch-a-symbol-of-negro-removal/](http://court.rchp.com/st-louis-arch-a-symbol-of-negro-removal/)

**RIGHT Photo:** Cast-iron front of the 1877 Gantt Building, from Sigfried Giedion's *Space, Time and Architecture*; photo is undated.

In his influential history of modern architecture *Space, Time and Architecture*, first published in 1941, the Swiss architectural historian Sigfried Giedion celebrated the St. Louis central riverfront, the city's earliest business district comprising about 500 commercial buildings with cast-iron fronts built largely between the 1850s and the 1870s. After the Civil War, though, St. Louis in general and the riverfront in particular had fallen into decline and the commercial center of the city shifted west. Giedion called the riverfront "half deserted" by the early 20th century, and in 1935 St. Louis approved a bond issue to clear an area of empty, "blighted" warehouses. But a study by the *Post-Dispatch* at the time of the vote found 290 active businesses and only a 2% vacancy rate on 37 blocks that would be cleared to make way for what would eventually become the Arch. The riverfront was still a thriving neighborhood and a bustling area of commerce. One of St. Louis' oldest neighborhoods, housing businesses owned and run by Black St. Louisans, it would be obliterated in the name of progress and urban renewal.

Giedion visited the district in August 1939, “just before the pickaxes went to work on it.” He wrote, “I tried to convince the authorities that the best buildings in this section were forerunners of the Chicago skyscrapers. But the indifference of the Americans to their own architectural heritage resulted in the complete destruction of the entire section, which, for nearly twenty years, was used as a parking lot for trucks until work started in 1964 on Eero Saarinen’s tall, parabolic Jefferson Memorial arch” (Giedion p. 204).

The St. Louis river front after demolition; Source: Jefferson National Expansion Memorial Archives, via Wikipedia



Sadly, the story of urban renewal, compounded by the building of the Interstate Highway System, meant the loss of urban communities and historic architecture all across America. Decades of private and public preservation efforts eventually culminated in the National Historic Preservation Act of 1966 which established many protections for historic architecture and archaeological sites. According to Andrew

Weil, its executive director, the Landmarks Association of St. Louis was founded eight years before then, in 1958, largely in response to the magnitude of urban renewal plans that were being proposed for St. Louis. The eventual passage of the National Historic Preservation Act of 1966 followed the local grassroots preservation initiatives that were beginning to appear all over the country, including in St. Louis. Americans' indifference to their architectural heritage, which Giedion diagnosed in 1939, was beginning to change.

**Sources:**

Sigfried Giedion, *Space, Time and Architecture: The Growth of a New Tradition*. 1941. Fifth edition. Cambridge, MA: Harvard U.P., 1967.

Randall Hill, "St. Louis Arch a Symbol of 'Negro Removal'?", July 14, 2018, [court.rchp.com/st-louis-arch-a-symbol-of-negro-removal/](http://court.rchp.com/st-louis-arch-a-symbol-of-negro-removal/)

### **The Landmarks Association of St. Louis**

One reason for the tremendous stock of "listed" buildings in St. Louis is due to the work of the Landmarks Association of St. Louis, known familiarly as Landmarks ([www.landmarks-stl.org](http://www.landmarks-stl.org)). This organization is the primary advocate for the St. Louis region's built environment. Organized in 1958 and incorporated as a nonprofit in 1959, Landmarks is one of the oldest preservation organizations in the country. They led the fight to save countless historic buildings from the wrecking ball, including the Bissell Mansion and the Red Water Tower in Hyde Park, the Chatillon-DeMenil House in Benton Park, and the Wainwright Building and the Old Post Office in downtown.

In the early 1970s, Landmarks embarked on a citywide survey to identify important sites and potential historic districts. This work was vital because a historic district that includes more than 75 primary resources cannot be nominated to the National Register unless it has been surveyed. The second essential tool for listing on the National Register is the NR nomination, and Landmark's National Register nominations (both of historic districts and of individually listed buildings) have been

essential in transforming the built environment into properties eligible for rehabilitation tax credits.

Two major pieces of legislation helped Landmarks (and the rest of Missouri) in its preservation goals. In the late 1970s, the federal government passed legislation offering tax incentives for renovating NR-listed property, and in 1997 Landmarks played a key role in framing Missouri's historic rehabilitation tax credit program. When combined, these two programs provide tax credits equal to 45% of the Qualified Rehabilitation Expenditures in the city of St. Louis. In addition to saving monumental buildings in the central business district, Landmarks has created historic districts containing approximately 14,000 neighborhood buildings including religious buildings and schools as well as single-family homes, duplexes, and fourplexes. These National Register districts have leveraged billions of dollars of reinvestment in distressed neighborhoods. Such reinvestment has not only allowed St. Louis to retain its unique architectural character, but also resulted in neighborhood stabilization with regard to both social and economic measures.

In 1992, Landmarks began compiling its annual list of the Eleven Most Endangered properties in St. Louis City and occasionally in surrounding communities. In 1996, Landmarks began compiling a counterpart to the Most Endangered List by publishing a Most Enhanced List every year, thus recognizing excellence in historic rehabilitation. These lists, with photos and brief descriptions of the buildings, can be found on their website. Landmarks sponsors both spring and fall lecture series, which are announced on the website along with other special events. The website also has a wealth of articles, including their own newsletters, regarding St. Louis history.

In January 1992 Landmarks established a program called "What Are Buildings Made Of?" (WABMO). Originally directed to students in the 4th through 6th grades, the basic program is a two-hour, hands-on look at the architectural heritage of St. Louis, as well as an introduction to the materials used, such as historic brick and terra cotta blocks. Landmarks' new building includes a classroom space as well.

In 2019 Landmarks acquired and began to rehab a site in the Soulard neighborhood, one of the oldest areas of St. Louis. The site with its three buildings had stood empty and abandoned for 40 years. At 1805-1807 S. 9th Street stands the 19th century structure shown below; passing through a narrow gate on the right side of the house,

visitors find an interior courtyard along the building's ell, and behind that the two-story alley house at the rear of the lot.

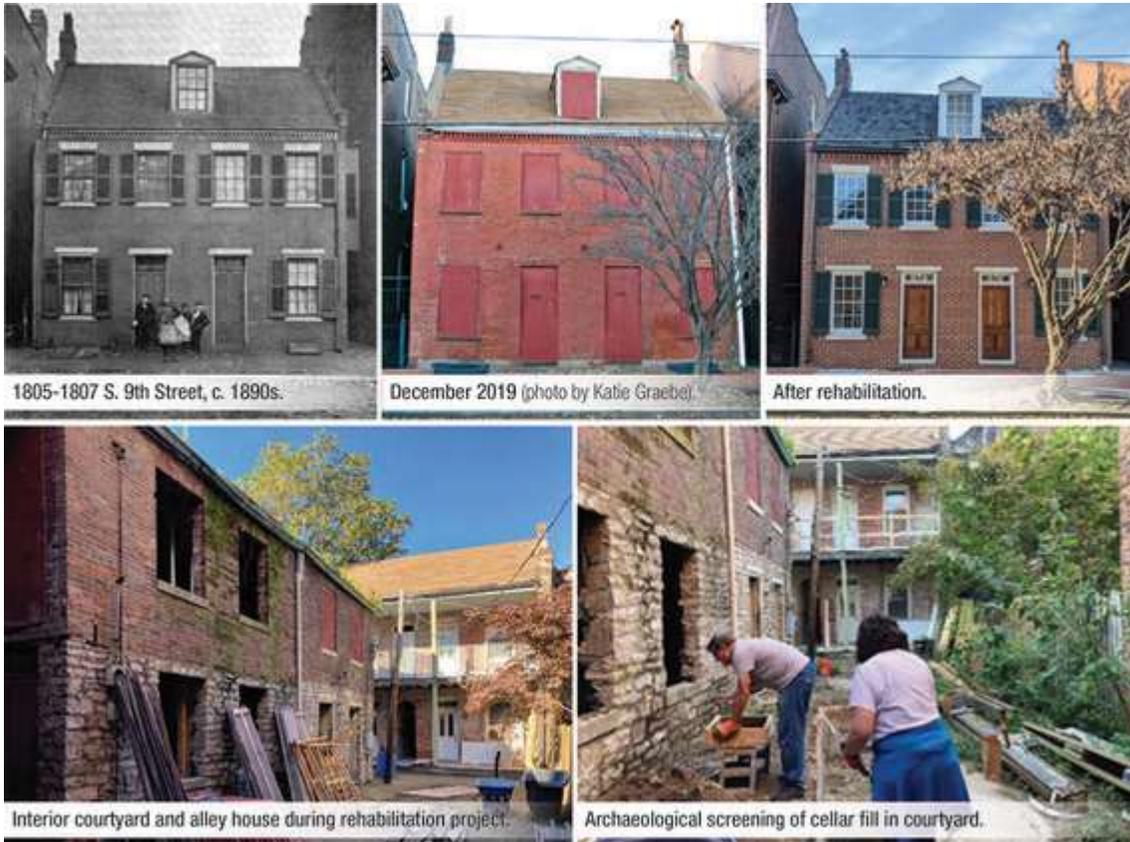


Photo Credit: All photos above provided by Landmarks Association of St. Louis.

Jean-Gabriel Cerre, a wealthy French Canadian merchant, was granted this land by the Spanish by 1782. His daughter Julia married Antoine Pierre Soulard, and Soulard was granted 122 acres as payment for his surveying. Judging by its depth and proximity to the river, the original well-built one-story structure on this site may have served as an icehouse serving both Julia Soulard and Henri Soulard, her son. It could have been built in the 18th century; in 1846 it was the only building on the site. In the 19th century, German immigrants poured into Soulard; many of them were masons and other skilled laborers. A family of masons probably bought this site and enlarged the complex architecturally. All three buildings that exist today appear on the 1875 Compton & Dry map of St. Louis.

Landmarks rehabilitated these buildings during the COVID-19 pandemic, which slowed down the process considerably. As part of the rehabilitation, they left many

features intentionally exposed so this historic site can be used as a teaching tool in the WABMO program; students can see exposed joists, brick walls that would have been plastered, and original floorboards. The new Landmarks' location houses offices, a library and classroom space to carry on the various missions of this important organization.

### **An Architectural Gem: The Wainwright Building**

Historians of modern architecture generally agree that the Wainwright Building, designed by Louis Sullivan and built by the Chicago firm Adler & Sullivan in 1890-91, is the most significant 19th-century building in St. Louis. While St. Louis has many beloved buildings from that era, the Wainwright's claim is based on its place in the development of the skyscraper, a modern building type closely associated with American innovation and engineering expertise.



**The Wainwright Building in 1907.** Photo by Emil Boehl. Missouri History Museum Photographs and Prints Collections, reproduced on a photographic survey of Adler and Sullivan's 1891 Wainwright building's ornament | Urban Remains Chicago News and Events



**The Wainwright Building**  
Photo credit: Aric Austerman;  
[www.skyscrapercenter.com/building/wainwright-building/15055](http://www.skyscrapercenter.com/building/wainwright-building/15055)

While early tall buildings had been built in New York and Chicago using first a cast-iron frame and then a steel frame, the Wainwright Building in St. Louis was the first to combine the functional frame with a design scheme that elevated the building to the realm of “high art.” Sullivan gave the structure a classical tripartite design – the lower two stories serving as a base, floors three through 10 emphasizing verticality like the shaft of a classical column, and the top floor representing a classical cornice – but it eschewed the classical ornamentation of traditional Greco-Roman orders. Instead, Sullivan used decorative terracotta panels inspired by organic plant motifs to create modern ornamentation, subordinating the panels to the vertical piers in order to emphasize the building’s height, its quality of “tallness.” (By contrast, notice how the

façade of the 1877 Gantt Building, shown elsewhere in this newsletter, reinforces horizontal divisions through the use of heavy entablatures dividing its five stories.)

But Sullivan was not the only man behind the Wainwright building. His patron, Ellis Wainwright, was a prominent businessman who saw the building as a symbol of his own position as a wealthy real estate mogul, city builder, financier, philanthropist and community leader. Ellis' father had founded a small lager beer brewery in 1850 that grew into a highly profitable business. St. Louis in the mid-19th century was home to more than 20 breweries in ethnic enclaves north and south of downtown, dozens of allied enterprises, and tens of thousands of newly arrived German immigrants, creating what architectural historian Paula Lupkin calls the “lager landscape.” Lupkin reads the Wainwright Building as part of that landscape.

The urban environment built by and for the beer brewing industry encompassed the neighborhoods surrounding these brewing operations including houses, storefronts, saloons, beer gardens and even amusement parks constructed by the brewers; all of these are generally known as vernacular architecture, a term describing the common, everyday members of the built environment. Industrial architecture was also part of the lager landscape; Lupkin points out that brewery buildings were among the tallest in the city in the age before the skyscraper. The introduction of steel framing and reinforced concrete in the 1870s, and the invention of mechanical refrigeration, gave rise to a new tall, well-insulated building type known as the stock house, which were built up to 10 stories high. Lupkin argues convincingly that Wainwright’s tall office building in downtown St. Louis was a deliberate echo of these tall stock houses emblematic of the brewery, thus uniting an industrial building type with so-called “high art.” It also united the white-collar world of downtown commerce with the breweries and their vernacular landscapes. Through Sullivan’s terracotta ornamentation, these two spheres were united with the natural world as well.



**Terra cotta ornament representing a hop cone**, from the Wainwright Building; Photo source: a photographic survey of Adler and Sullivan's 1891 Wainwright building's ornament | Urban Remains Chicago News and Events.

The third aspect of Lupkin's analysis takes into account the terracotta ornamentation Sullivan chose for the Wainwright building, which incorporated designs based on the hop and hemp plants, both members of the *Cannabaceae* family. Hops are a key ingredient in giving lager its characteristic flavor, and thus were closely linked to Wainwright's wealth. Sullivan's organic designs, placed around entryways and on the spandrels below windows, link the modern building type with the natural world that was the source of Wainwright's manufactured product. Decorative panels incorporate hop flowers, cones and bines (stout stems with stiff hairs to aid in climbing), as well as the leaves of another *Cannabaceae* plant, hemp, as seen below:



Decorative panels incorporate hop flowers, cones and bines.

Photo source: Flickr

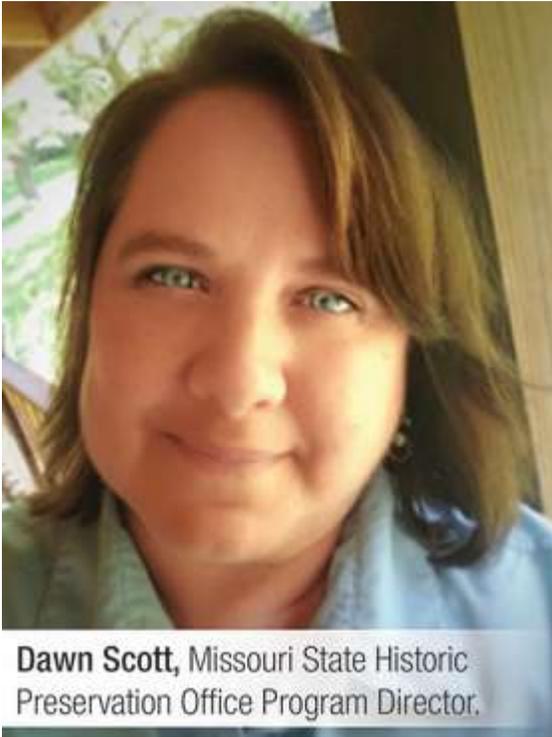
The story of the Wainwright Building is also the story of American industrialization: new technologies like steel-frame construction and elevators allowed office buildings to grow taller, while steam-driven engines and mechanical refrigeration allowed an exponential increase in brewing capacity, all driving increases in wealth and profitability. The Wainwright Building, according to Lupkin, was a product and a representation of the transformation of brewing from handwork to mechanization.

The Wainwright Building and its downtown environment have seen a number of changes during the past 130 years. In the early 1970s the Wainwright was threatened with demolition. The National Trust for Historic Preservation acquired the building in 1973, and later sold it to the State of Missouri which converted it to use as a State Office Building by adding an Annex comprising three low buildings unified by courtyards. The complex has housed 18 state agencies with over 700 employees since it opened in 1981. In July 2024 the State announced plans to sell the building, and it quickly found a purchaser, selling for \$8.25 million at the end of August. After serving as a commercial office building in the 19th century and as a government complex in the 20th, what will the Wainwright become in the 21st? We watch and wait.

**Source:**

Paula Lupkin, "The Wainwright Building: Monument of St. Louis's Lager Landscape," *Journal of the Society of Architectural Historians* 77, no. 4 (December 2018), 428-447.

## Meet SHPO's New Program Director



**Dawn Scott**, Missouri State Historic Preservation Office Program Director.

The SHPO welcomes Dawn Scott as its new program director. Dawn fills the vacancy left by Toni Prawl, who retired as program director this past March. Dawn has a bachelor's degree from Lincoln University and a master's from the University of Missouri, and brings with her 22 years of experience working for Missouri State Parks, the division with administrative oversight of the SHPO. Dawn's previous roles include chief planner for state parks and historic sites; assistant district supervisor over field operations for state park and historic site facilities, including Katy Trail State Park; grants administrator for federal grant programs; and program director of the Grants, Recreation and Interpretation Program. Dawn's love of all things historic and her commitment to customer service and collaborative partnering fit well with the SHPO's programmatic functions and strategic initiatives.

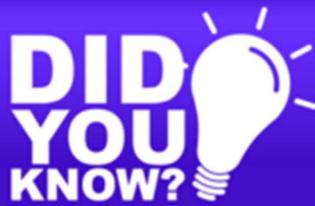
## SHPO Cemetery Workshop

On Sept. 12, the entire SHPO participated in a cemetery workshop/clean-up day at Confederate Memorial State Historic Site, which was led by our own National Register and Survey (NRS) section. SHPO is one of several programs with the Missouri State Parks (MSP) Central Office in Jefferson City that performs an annual service project out in the field to assist various state parks and historic sites. SHPO decided to leverage the expertise in our NRS section to train state park and historic site team members how to safely clean headstones. This is an essential part of maintaining a cemetery to prevent loss of historic materials, damage to headstones, and even vandalism, because a well-cared-for cemetery is less likely to attract vandals.



April Scott and Allyson Inqli, both architectural historians in NRS, led a training session and demonstrated the techniques we would be using to remove lichen, moss, and other organic matter from headstones. After lunch, provided by the Northern Parks Region, we got to work! There were about 15 team members from the SHPO and Central Office, and another 15 MSP team members from various parks and sites, carefully cleaning the headstones with soft-bristle brushes, lots of water and a cleaning agent tested, approved and recommended by the National Center for Preservation Technology and Training (NCPTT). Above all, the approved cleaning technique exhibits our motto “do no harm.”

Confederate Memorial SHS ([mostateparks.com/park/confederate-memorial-state-historic-site](http://mostateparks.com/park/confederate-memorial-state-historic-site)) in Higginville was formerly a soldier’s home for Civil War veterans and their wives and children. It was established in 1889, and its doors closed in 1950. Its chapel and cemetery are both listed in the National Register of Historic Places, and there are approximately 800 gravestones in the cemetery. The park covers 135 acres and includes not only five structures over a century in age, but also six fishing ponds, a disc golf course, picnic areas and hiking trails.



Certified Local Governments are local (city or county) governments that have an institutional relationship with SHPO and the National Park Service, promoting historic preservation at the local level in partnership with the state and federal levels. Congress established the program in 1980, and in 1985 NPS began including the CLG Program as part of the Historic Preservation Fund grant allocation to SHPOs. The first seven CLGs in Missouri – Kirkwood, Liberty, Blue Springs, Kansas City, Joplin, St. Joseph and Washington – were certified by NPS in 1986. Missouri currently has 65 CLGs, and the number is growing all the time. The City of St. Louis became a CLG in 1990.

In Missouri the requirements for becoming a CLG include enacting a historic preservation ordinance, establishing a qualified historic preservation commission (HPC), maintaining a system for survey and inventory of historic properties in the community and providing opportunities for public participation in the local historic preservation programs.

One of the main benefits of being a CLG is funding. Federal law requires each state SHPO to pass a minimum of 10% of its annual HPF grant funding to CLGs to fund their preservation activities. This constitutes the majority of grant funds currently distributed through the Missouri SHPO, and fundable projects include, but are not limited to, the following: architectural or archaeological surveys, design guidelines, acquiring professional staff assistance, long-term comprehensive plans, outreach and education projects, and travel to preservation-related conferences.

For more information about Missouri's CLG Program, visit [mostateparks.com/page/83981/certified-local-government-program](http://mostateparks.com/page/83981/certified-local-government-program). Additional resources can be found at [www.nps.gov/subjects/clg/become-a-clg.htm](http://www.nps.gov/subjects/clg/become-a-clg.htm).

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## On the SHPO Calendar



### **NPS Listening Session on HTC Program**

The APS Team will host an official visit from our National Park Service tax credit reviewers, Liz Petrella and Vincent Lake, as well as the Chief of Technical Preservation Services Brian Goeken. They will be in St. Louis on Oct. 7 and 8, and in Kansas City on Oct. 9. Consultants, architects, developers and other users of the historic tax credit program will have the opportunity to meet them informally, as well as to attend a Listening Session on Oct. 8. Please contact SHPO if you would like more information.



### **MOACHP Meeting, Jefferson City**

The Missouri Advisory Council on Historic Preservation will meet in Jefferson City to review nominations to the National Register of Historic Places and to vote on finalized drafts submitted to SHPO. Please contact SHPO if you would like more information.



### **Annual CLG Forum, Jefferson City**

On Friday, Oct. 25, SHPO will host the 2024 meeting of our Certified Local Governments from around the state. The meeting will take place in Jefferson City. Invitations will be sent directly to the CLGs. This annual event allows CLGs to connect with one another and discuss strategies for historic preservation in their communities. Featured panels and speakers this year will focus on issues faced by smaller and mid-size communities, success stories from communities across the state and the important relationship between city staff members and volunteer appointees to local preservation commissions. Our keynote address will center around preservation as an economic development tool, as we hear from consultant and preservation advocate Kim Trent as she describes how to assemble a funding stack for large-scale rehabilitation endeavors. Sessions will last from 9 a.m. – 5 p.m., with a private tour of the International Shoe Factory included in the afternoon’s agenda. The International Shoe Factory was recently purchased by the Department of Natural Resources and will eventually be rehabbed to house the Division of State Parks, including SHPO.



### **Public Square at the Southern Historical Association and Western History Association Concurrent Conference, Westin Kansas City at Crown Center**

SHPO has been invited to “take over the Square” at the concurrent conferences of the SHA and the WHA. The Public Square is a reserved section of the conference exhibition hall that’s meant to foster dialogue between conference attendees (mostly academics) and public-

facing historical and cultural organizations based in the conference's host city or state. The SHPO team will be on hand for two hours, from **noon to 2 p.m.** on **Saturday, Oct. 26**, talking about SHPO's various missions and answering questions from conference attendees.

For more information on the Public Square, see [www.thesha.org/public](http://www.thesha.org/public). For information on the conferences, see [www.thesha.org/meeting](http://www.thesha.org/meeting) (for the SHA) or [www.westernhistory.org/2024](http://www.westernhistory.org/2024) (for the WHA).

## ➤ **UPCOMING CONFERENCES**

**OCT 10**  
- THRU -  
**OCT 11**

### **Novogradac 2024 Historic Tax Credit Conference**

Location: InterContinental Kansas City at the Plaza

Info: <https://novoco.com/events/novogradac-2024-historic-tax-credit-conference>

**OCT 25**

### **SHPO's CLG Annual Forum (open only to Missouri CLGs)**

Location: Jefferson City, MO

Info: Contact Ethan Starr at [Ethan.Starr@dnr.mo.gov](mailto:Ethan.Starr@dnr.mo.gov)

**OCT 23**  
- THRU -  
**OCT 26**

### **Western History Association 64th Annual Conference**

Location: Sheraton Kansas City at Crown Center

Info: [www.westernhistory.org/2024](http://www.westernhistory.org/2024)

**OCT 24**  
- THRU -  
**OCT 27**

### **Southern Historical Association 90th Annual Meeting**

Location: Westin Kansas City at Crown Center

Info: [www.thesha.org/meeting](http://www.thesha.org/meeting)

## **In Our Next Issue:**

In the November 2024 issue of *Preservation Matters* we will review the highlights of the Missouri Preservation Alliance annual conference, as well as explore the history, mission and goals of this advocacy organization that has been a vital part of historic preservation activities in Missouri since 1976.

## **Corrections and Clarifications: The Missouri Historic, Rural Revitalization, and Regulatory Streamlining Act**

In the September 2024 SHPO – APS Newsletter we covered “Highlights of the New Legislation.” This month we are providing one correction and one clarification to that story; both come from DED:

1. Jennifer Kingsbury wrote with this correction: **“Please be advised that per House Bill 2062, the DED requires 10% of estimated costs of rehabilitation to be incurred within 24 months of authorization for all projects. The exception to that rule is for buildings that are at least 1 million square feet that we require 10% of estimated costs of rehabilitation to be incurred within 36 months of authorization.”** (*The September newsletter incorrectly states that all large-cap projects have 36 months.*)
2. The DED’s Historic Preservation Tax Credit Program Guidelines contain additional clarification of the QRE caps that are different for projects that would receive a Tax Credit of 25% of QREs and a project that would receive 35%:

**“Small projects are projects seeking authorization of less than \$275,000 in Tax Credits, regardless of the Applicable Percentage. A project that would receive a Tax Credit of 25% of QREs would mean a project with less than \$1.1 million in QREs; for a 35% Tax Credit, the project would need to have less than \$785,715 in QREs to not be subject to the Program’s caps.”**

Refer to the DED website for their “Draft HTC Program Guidelines as of 8-28-24”: <https://ded.mo.gov/media/pdf/draft-htc-program-guidelines-8-28-24>

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To be added to or removed from the Architectural Preservation Services mailing list for this newsletter and other announcements, please send an email to [Elizabeth.Hornbeck@dnr.mo.gov](mailto:Elizabeth.Hornbeck@dnr.mo.gov).

**State Historic Preservation Office**

**[Division of State Parks](#)**

**[Department of Natural Resources](#)**

Architectural Preservation Services

573-751-7860

<https://mostateparks.com/historic-preservation-tax-credits>

