

Appendix G

Cultural Resources

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Appendix G. Cultural Resources

1.1 GENERAL CULTURAL

Although there are no previously recorded prehistoric Native American sites within the University City Project area, Saint Louis County was occupied by indigenous people from early prehistory through the 18th Century. Saint Louis County, where University City Branch, River Des Peres authorized project area is located, is within the territory ceded by the Osage Tribe in an 1808 treaty between the United States and the Great and Little Osage. As part of this treaty the Great and Little Osage ceded all of their land in the state of Missouri below the Missouri River. In addition to the Osage Nation, there are twenty-two other federally recognized Tribes with an interest in St. Louis County who officially wish to be consulted on matters that could potentially affect prehistoric and historic Native American sites within this county. In accordance with USACE’s responsibilities under NEPA, Section 106, and EO 13175, USACE offered federally recognized Indian Tribes the opportunity to review and comment on the potential of the proposed action to significantly affect protected tribal resources, tribal rights, or Indian lands. Consultation was initiated with twenty-three federally recognized Native American Tribes in letters dated 15 June 2021. The initiation letter discussed the proposed alternatives of the study and the findings of the cultural review. USACE requested the tribes review the projects maps and information and notify the USACE if they have concerns about traditional cultural properties, sacred sites, or other resources within the project area. In an effort to avoid or minimize adverse effects to cultural resources, final project site selection and design may be altered as a result of consultation with the SHPO and Tribes or as a result of any newly discovered cultural resources located by cultural resource surveys which may take place in the future.

1.2 HISTORICAL SETTING

In 1902, Edward Gardner Lewis, a Connecticut entrepreneur, purchased 85 acres just northwest of the 1904 St. Louis World’s Fair Forest Park construction site. Lewis was the publisher of the *Womans’ Magazine* and the *Woman’s Farm Journal*, which had outgrown two locations in downtown St. Louis. The 85-acre area would be the headquarters for the Lewis Publishing Company, as well the site for a “high-class residential district.” Lewis decided to develop the area as a model city, based on the “City Beautiful” Movement. The City Beautiful Movement was a reform philosophy of North American architecture and urban planning that flourished during the 1890s and 1900s with the intent of introducing beautification and monumental grandeur in cities. It was inspired by the 1893 World’s Columbian Exposition in Chicago, with the message that cities should aspire to aesthetic value for their residents.

Lewis broke ground for the publishing company’s headquarters in 1903. The Magazine Building (now City Hall), an ornate octagonal tower standing 135 feet tall, dominated the view of the area. An eight ton beacon beamed from atop the building. Soon, other architecturally significant structures and developments were erected — an austere Egyptian temple, the Lion Gates and the Art Academy.

Lewis' idea for a residential community with comfortable homes for people of an upper middle-class background was realized with the development of University Heights One. University Heights One was carefully designed around the landscape park and private place movements. Varying lot sizes, a great mix of architectural style and size and price of houses were represented. Before the subdivision was fully developed, it was important to the 1904 St. Louis World's Fair. Instead of letting the acres stand idle, Lewis built a tent city to house families visiting the Fair. The popular "Camp Lewis" offered comfortable and convenient accommodations and catered meals.

The City of University City was formally incorporated in September 1906 and Lewis became the first mayor. The city's name reflected the community's proximity to Washington University, and Lewis' hope that it would become a center of learning and culture.

Over the next few years with Lewis' guidance, subdivisions developed, banks opened, and commercial activity prospered. The University City School District formed and in 1915, University City was one of the first cities in the country to develop a junior high school system. During the 1920s, thousands of people resettled to less populated communities to the west of St. Louis. The 1920 Census revealed that University City had a population of 6,702, an increase of 177% — the largest percent increase recorded during that decade in any Missouri town. Between 1920 and 1930 more than 19,000 people moved to the City, bringing its population to 25,809. Many of the residents were foreign-born.

During the Great Depression, University City suffered with the rest of the country. No new subdivisions were platted between 1930 and 1935, improvements were put on hold and the salaries of city employees were reduced. The Board of Alderman adopted three revenue proposals that provided funds to assist unemployed citizens until the enactment of federal programs. However, by the 1940s construction boomed again as new schools, public buildings, and street improvements were developed throughout the City with the help of the Works Progress Administration.

On February 4, 1947, University City voters adopted home rule charter and firmly established a new Council-Manager form of municipal government. The city expanded to its current boundaries by the 1960s and comprised 5.8 square miles. During the decades following final annexation, the City has seen much population change, development and redevelopment, and political controversy and stability.

1.3 HISTORIC PROPERTIES

Today University City has six National Register Districts and nine individual structures listed on the National Register of Historic Places (NRHP) (Table 1). In addition, there are at least 12 structures/districts that have been determined eligible for the NRHP but have not been formally listed within University City limits. Within the project area, there are two National Register Districts made up of multiple contributing Historic Properties that are located within

the area of 10% AEP inundation of the River Des Peres: University Heights Subdivision Number 1, and the University City Education District.

Table 1. National Register of Historic Places Properties within University City, Missouri.

NRHP Property	Date Listed	Within Project APE
Assumption Greek Orthodox Church	9/23/80	NO
B'Nai Amoona Synagogue	4/22/84	NO
Beverly Theater	8/04/05	NO
Donaldson Court Apartments	10/13/83	NO
Hawthorne, Nathaniel, Elementary School	10/2/17	NO
Link, Theodore, Historic Buildings	9/11/80	NO
McGarry House	4/12/82	NO
Murphy, Joseph and Ann, Residence	5/10/10	NO
Sutter-Meyer House	4/12/82	NO
University Heights Subdivision Number One	9/23/80	YES
University City Plaza	3/07/75	NO
University City Education District	1/31/85	YES
Parkview Historic District	3/14/86	NO
Maryland Terrace Historic District	9/03/98	NO
Delmar Loop-Parkview Gardens Historic District	2/16/84	NO

University Heights Subdivision Number 1 was listed on the NRHP on September 23, 1980 as State Significant for Community Planning and Landscape Architecture. This district, as previously mentioned, was developed by the founder of University City, Edward Gardner Lewis. In plan it reflects the romantic suburban designs of Frederick Law Olmsted, while at the same time, it incorporates the local St. Louis concept of the private street. The houses in University Heights represent the best that was being built for middle-middle-class families through the 1920's, and many of the homes are associated with Lewis and his colleagues. "University Heights is important as an exceptionally well-planned, well-built and well-preserved example of an early twentieth-century suburban development" (Lennahan, 1977).

The second NRHP District within the project area, The University City Education District was listed on the National Register of Historic Places on November 29, 1984 as Locally Significant for Architecture and Education. The University City Education District is eligible for listing on the NRHP under Criterion C as a work of high artistic value. The three schools in the district were designed by noted local architectural firms. University City High School was designed by Trueblood & Graf, and both Jackson Park Elementary School and Hanley Junior High School were designed by William B. Ittner & Assoc. The latter firm was the foremost designer of schools in the Midwest during this period. More important than the design of the individual buildings, however, is the overall plan of the complex, a late example of City Beautiful civic design. The high school and the elementary school sit at right angles to each other, diagonally oriented to Balson Avenue, which runs between them, and facing the circular park at the intersection of Balson and Jackson. Hanley Junior High School stands on axis to Balson, closing

the western vista from the circle. The ensemble as ultimately achieved was the result of incremental decision making rather than a fully developed long-range plan, but it was encouraged by Harland Bartholomew and Associates, at the time the leading planning firm in the nation (Hamilton, 1984).

In addition to these two National Register Districts, the homes located at 7479, 7483, 7487 and 7491 Shaftesbury Avenue have been determined eligible as a historic district on July 22, 2014. This district has not been nominated for the National Register; however, it meets the criteria to be listed. The SHPO log number associated with this tract of homes is 166-SL-14 (Missouri Department of Natural Resources, n.d.).

Pursuant to Section 106 of the National Historic Preservation Act (P.L. 89-665, as amended) and the Advisory Council on Historic Preservation's regulation 36 CFR Part 800, consultation regarding this project and its potential effect on historic properties was initiated with the Missouri State Historic Preservation Office with a letter dating 25 May 2021. The initiation letter discussed the proposed alternatives of the study and the findings of the cultural review. A response was received 11 June 2021 assigning the SHPO log number of 076-SL-21 to the project. A number of the alternatives put forth by this project have the potential to adversely affect historic properties within the NRHP Districts and therefore would require continued consultation with SHPO and other consulting parties, including Indian tribes, to develop and evaluate alternatives or modifications to the undertaking that could avoid, minimize, or mitigate adverse effects on historic properties in accordance with 36 CFR Part 800.6 – Resolution of Adverse Effect.

The preferred National Economic Development Plan (NED) alternative, Detention Basin 4, located at the Woodson Road Dog Park in Overland Missouri was determined based on historic aerial photographs (dating from 1937 to present) and NRCS soil descriptions to have been previously disturbed by the construction and grading of the existing park. Because of this past ground disturbance, a determination of no effect on historic properties was assumed. In order to confirm the disturbed context of the project area, a USACE archaeologist, at the request of the Missouri SHPO, conducted a series of auger tests throughout the park on March 4 2022 to verify the presence of the disturbed soils. All auger tests confirmed disturbed soils that matched the Fishpot soil series descriptions. Because the proposed project area is located on a confirmed recent anthropogenic landform, USACE has determined that DB4 will have no effect on historic properties. Correspondence stating the USACE determination was sent to the Missouri SHPO on March 8, 2022, as included in Appendix F. The SHPO responded on 4 April 2022 with a determination of No Historic Properties Affected. In the unlikely event that earthmoving activities associated with the proposed project did impact potentially significant archeological/historic properties, all construction activities and earthmoving actions in the immediate vicinity would be held in abeyance until the potential significance of the discovery could be determined. The precise nature of such investigations would be developed by the USACE Saint Louis District in concert with the professional staff of the Missouri State Historic Preservation Office.

1.4 SOURCES

- Tim Fox, editor, *Where We Live: A Guide to St. Louis Communities* (Missouri Historical Society Press, 1995) 162-164.
- NiNi Harris. *Legacy of Lions*. The Historical Society of University City, University City, Missouri, 1981.
- The Historical Society of University City, University City, Missouri. *University City, Missouri: History in*
- *Photographs*, University City Public Library.