NPS Form 10-900
(Oct. 1990)

OMB No. 10024-0018

United States Department of the Interior
National Park Service

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in *How to Complete the National Register of Historic Places Registration Form* (National Register Bulletin 16A). Complete each item by marking "x" in the appropriate box or by entering the information requested. If an item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer, to complete all items.

1. Name of Property

historic name Saint Louis Provident Association Building

other names/site number Social Services Building, Peoples Hospital

2. Location

street & number 2221 Locust Street [n/a] not for publication

city or town Saint Louis [n/a] vicinity

state Missouri code MO county St. Louis (Independent City) code 510 zip code 63103

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this [X] nomination [_] request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property [X] meets [_] does not meet the National Register criteria. I recommend that this property be considered significant [_] nationally [_] statewide [X] locally. ([_] see continuation sheet for additional comments).

Signature of certifying official/Title Claire F. Blackwell/ Deputy SHPO Date 2 May 2001

Missouri Department of Natural Resources
State or Federal agency and bureau

In my opinion, the property [_] meets [_] does not meet the National Register criteria. ([_] See continuation sheet for additional comments.)

Signature of certifying official/Title Date

State or Federal agency and bureau

4. National Park Service Certification

I hereby certify that the property is:

Signature of the Keeper Date of Action

[_] entered in the National Register.
[_] See continuation sheet.
[_] determined eligible for the National Register.
[_] See continuation sheet.
[_] determined not eligible for the National Register.
[_] removed from the National Register.
[_] other, (explain:) _____

nt Louis Provident Association Building
me of Property

St. Louis (Independent City), MO
County and State

Classification

vnership of Property
eck as many boxes as apply)

[X] private
[_] public-local
[_] public-State
[_] public-Federal

Category of Property
(Check only one box)

[X] building(s)
[_] district
[_] site
[_] structure
[_] object

Number of Resources within Property
(Do not include previously listed resources in the count.)

Contributing	Noncontributing	
1	0	buildings
		sites
		structures
		objects
1	0	Total

ame of related multiple property listing
ter "N/A" if property is not part of a multiple property listing.)

n/a

Number of contributing resources previously listed in the National Register

n/a

Function or Use

storic Functions
ter categories from instructions)

SOCIAL/civic
HEALTH CARE/hospital

Current Functions
(Enter categories from instructions)

VACANT/NOT IN USE

Description

rchitectural Classification
ter categories from instructions)

ATE 19TH AND 20TH CENTURY REVIVALS/
Classical Revival

Materials
(Enter categories from instructions)

foundation CONCRETE
walls BRICK
STONE/Limestone
roof ASPHALT
other TERRA COTTA

arrative Description
escribe the historic and current condition of the property on one or more continuation sheets.)

int Louis Provident Association Building
ame of Property

St. Louis (Independent City), MO
County and State

. Statement of Significance

pplicable National Register Criteria
Mark "x" in one or more boxes for the criteria qualifying the property r National Register listing.)

<] **A** Property is associated with events that have made a significant contribution to the broad patterns of our history.

_] **B** Property is associated with the lives of persons significant in our past.

] **C** Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

_] **D** Property has yielded, or is likely to yield, information important in prehistory or history.

Areas of Significance
(Enter categories from instructions)

SOCIAL HISTORY

ETHNIC HERITAGE/ BLACK

HEATLH/MEDICINE

Period of Significance
1909-1951

riteria Considerations
Mark "x" in all the boxes that apply.)

roperty is:

_] **A** owned by a religious institution or used for religious purposes.

_] **B** removed from its original location.

_] **C** a birthplace or grave.

_] **D** a cemetery.

_] **E** a reconstructed building, object, or structure.

_] **F** a commemorative property.

_] **G** less than 50 years of age or achieved significance within the past 50 years.

Significant Dates

1909

1944

Significant Person
(Complete if Criterion B is marked above)
N/A

Cultural Affiliation
N/A

Architect/Builder
J. H. Lynch –architect (original design)

Bradshaw, Preston J. – architect (renovation)

Narrative Statement of Significance
Explain the significance of the property on one or more continuation sheets.)

. Major Bibliographical References

Bibliography
Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets.)

Previous documentation on file (NPS):
_] preliminary determination of individual listing (36 CFR 67) has been requested
_] previously listed in the National Register
_] previously determined eligible by the National Register
_] designated a National Historic Landmark
_] recorded by Historic American Buildings Survey #
_] recorded by Historic American Engineering Record #

Primary location of additional data:
[X] State Historic Preservation Office
[_] Other State agency
[_] Federal agency
[_] Local government
[_] University
[_] Other
Name of repository:

). Geographical Data

:reage of Property under 1 acre

TM References
ace additional UTM references on a continuation sheet.)

	Zone	Easting	Northing
1	15	742730	4279810
2			
3			
4			

[] See continuation sheet

erbal Boundary Description
escribe the boundaries of the property on a continuation sheet.)

oundary Justification
xplain why the boundaries were selected on a continuation sheet.)

I. Form Prepared By

ame/title Karen Bode Baxter, Architectural Historian and Timothy P. Maloney, Research Associate

ganization *Karen Bode Baxter, Preservation Consultant* *date* *November 30, 2000*

reet & number 5811 Delor Street telephone (314) 353-0593

ty or town Saint Louis state Missouri zip code 63109-3108

dditional Documentation
bmit the following items with the complete form:

ontinuation Sheets

.aps

A **USGS map** (7.5 or 15 minute series) indicating the property's location.

A **Sketch map** for historic districts and properties having large acreage or numerous resources.

hotographs

Representative **black and white photographs** of the property.

dditional items
heck with the SHPO or FPO for any additional items)

roperty Owner
omplete this item at the request of SHPO or FPO.)

ame People's Building, L.L.C., c/o Eric Friedman, Friedman Development, Ltd.

treet & number 245 Union Blvd. telephone (314) 367-2800

ity or town Saint Louis state Missouri zip code 63108

aperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for sting or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance ith the National Historic Preservation Act, as amended (16 U.S.C. 470 et seq.).

stimated Burden Statement: Public reporting burden for this form is estimated to average 18.1 hours per response including time for reviewing instructions, athering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, dministrative Services Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; and the Office of Management and Budget, Paperwork eductions Projects (1024-0018), Washington, DC 20503.

Narrative Description

Built in 1909, the Saint Louis Provident Association Building at 2221 Locust Street, is a three-story with raised basement, brown brick, flat roofed commercial building with a Beaux Arts Classicism facade. Some modifications have been made to the building to accommodate its use as a hospital, however, the exterior retains a very high degree of historic integrity. The property is located in the heart of the Saint Louis warehousing district west of downtown, a stretch of two to six-story brick buildings that were predominantly used originally for automotive related distributorships. Unlike most buildings in this district, there is a narrow walkway/alley on both sides of the building, in addition to the common alley (known as St. Charles Street) at the rear of the block. These walkways were actually used, while it was a hospital at least, for access by motor vehicles (in this case ambulances) making deliveries to the building, although it is unlikely that they could accommodate the width of modern vehicles.

Primary Elevation

The façade of the building wraps around the first bay on each side elevation. Its distinctive, Beaux Arts Classicism is most evident in the symmetry of the façade, the exuberant classical detail on the balustraded entry, the use of Flemish bond pattern, the quoin effect in the brick pattern at the corners, the contrasting limestone on the raised basement, and the pronounced cornice.

The façade is divided into three bays with the central bay consisting of two, wooden, sashed windows on the two upper levels and the main entry on the first floor. In the bays to either side of the entry bay are symmetrically aligned, wooden, sashed windows, originally on all three levels. However, the first floor openings have been lengthened and replaced with loading dock doors in recent years. The wood sashed windows on the first and second floor levels all have jack arch, brick lintels. Those on the third floor are surrounded by a header course of brick. The second floor windows have single lugged, limestone sills and those on the third floor are double lugged. The windows are all deeply recessed in the brick openings. The basement windows, within the limestone raised basement, have a decorative grill. The extension of the façade treatment onto the east and west elevations' front bays uses the same details as the front, retaining the first floor wood sashed windows with their single lugged limestone sills.

The cornice that caps the building is made of red terra cotta and utilizes similar triglyphs in the frieze as those in the entry. In the intertriglyph, distinguished by the use of brown brick, is a small rectangular vented opening with a radiating grill similar to that in the basement windows. The projecting cornice has a mutule band with parallel rows of guttae, a treatment replicated in the cornice of the entry. Above the projecting cornice is the brick parapet with a red terra cotta cap. This decorative cornice extends around the sides, one bay deep.

The limestone entry consists of a round arched opening flanked by consoles on top of the flat, pilaster-like framing of the entry. The consoles support an elaborate entablature consisting of Doric order metopes and triglyphs in the frieze above the architrave with a cornice that has dentil-like extensions (or flat brackets) of the triglyphs and is capped by a turned balustrade. Within the arched opening is a half-flight of marble steps leading up to a rectangular clear transom over the wood framed doorway with sidelights on the first floor. All of the original recessed and raised entry (including the marble clad walls and stairs) are still intact but for security reasons in recent years (post-1944 but while in use as the Peoples Hospital), the open arch has been infilled with a fanlight and a nine light and two panel wood door flanked by four light sidelights, which is designed to blend with the original classical revival features of the building.

On the west corner of the façade is a nameplate for the building, which has been modified so that the front reads:

The Peoples Hospital
Founded 1894
This site occupied October 10, 1944

Narrative Description (continued)

while the west side still has the original, granite, Saint Louis Provident Association cornerstone, reading:

Charity Organization is Love
Working With Discernment
Humanity is Best Served
By Methods of Self Help."

Secondary Elevations

Both side elevations consist of a common reddish brown brick, without the decorative detailing of the façade. The bond pattern contrasts to the Flemish bond pattern of the façade, since it is a running bond with a Flemish bond on every fourth row. Because of the raised basement, there are four levels or bands of windows, usually aligned vertically as well. The basement windows appear to have originally been wooden casement windows (which are now barred for security) while the first, second and third floor windows were simple, sashed windows with lugged limestone sills. The two sides vary only in minor details, some of which may not be original to the building but date from its use as Peoples Hospital. On the west elevation is a lift built into the walkway/alley that connects to a loading dock style door that was used for unloading gurneys from the ambulances. On the east elevation, there is an additional entry to the building with concrete steps facing Locust Street and a concrete half-wall railing on the east and north sides. There is a metal fire escape and a round metal chimney on the east elevation behind the side entry, but it appears that these may be of later vintage, possibly added for the hospital's use.

At the back of the east elevation is a single story (1.5 stories with the raised basement), flat roofed, brick wing that extends out from the building to the property line and is flush with the alley elevation. There is an additional door in the front of this wing. The rooftop forms a balcony (out of the brick parapet with a concrete cap) accessible from a door on the second floor positioned at the same location as the one on the first floor, with a single window at the north end of the east elevation behind the door. On the south wall of this extension is a paired, wooden sashed window unit. The back of this extension has a loading dock door (currently boarded over) with a sashed window at the first floor level above the loading dock door. The stone cap treatment extends to the alley elevation and there is a small stone watertable at the base of the alley elevation.

The alley (north) elevation is accessible from the west walkway/alley and it has a high stone watertable and four levels of windows, with a fenestration pattern that basically divides the elevation into two bays, one to either side of a large brick chimney. To the east, there are three vertical rows of wooden sashed windows (although there is no middle window on the second floor level) which all have brick header course lintels and lugged stone sills. At the top of both bays are two small attic windows that have header brick surrounds and sills. The western bay is further divided into two vertical units with two wood sashed windows in each unit. The pattern in the west half of the western bay is less consistent, with two sashed windows on the third floor, two small square, wood casement windows on the second floor, a loading dock on the first floor level (although there is evidence that this replaces another pair of windows which had been bricked in), and a single, wooden sashed window on the basement level (to the top of the limestone watertable) with a boarded opening (to the ground) on the west corner.

Narrative Description (continued)

Interior

The interior of the building appears to have been modified when it was converted to the Peoples Hospital, but it still retains what was probably the original central hallway floorplan on the basement, second, and third floors. Doorways appear to have been added or widened as larger rooms were subdivided into patient rooms.

There is an elevator opening on the east side of the hallway, mid-building with an enclosed, quarter-landing staircase positioned north of the elevator. There are additional staircases nearer the front of the building.with a straight staircase connecting the first floor and basement on the west side (from one of the exterior doors), and a dog-legged, enclosed staircase accessing all four levels directly behind the lobby (adjacent to its north wall). The walls and ceilings of most rooms are plaster. The original and historic flooring materials have yet to be determined since they are currently covered with a loose cement mix and tile, but it appears to be wood floors on sleepers, a feature that is still evident on the first floor in the southeast corner room. Interior trim around doors and windows is simple wood trim with mitered corners. The baseboards appear to be formed from plaster as flat boards. All trim is painted except for the front entry area, which has stained wood. Interior doors were replaced in most cases for the hospital and appear to be hollow-core wood doors with a louvered horizontal insert near the top.

At the top of the main entry stairs is a small lobby with a reception/office in the northeast corner (this office may be a later addition). On either side of the lobby is a large room. The first floor has been gutted, except for the front rooms and lobby, for recent use as warehousing space. However, the original the central hallway pattern is still evident on the first floor behind the reception and office area.

The basement rooms were more functional, with a large boiler room positioned a half-flight lower on the north end of the building. Although it utilized the central hallway plan similar to the upper floors, the east side consists primarily of a single room with white, glazed tile walls. One of the small rooms on the west side, which was used for autopsies, still contains a morgue table and sink.

Alterations and Integrity Issues

While the building is primarily significant for its original owner, the Provident Association, it is also important for its later use as the Peoples Hospital. The hospital appears to have been responsible for some of the interior alterations, although the basic central hallway floorplan was original to the building. Modifications by the Peoples Hospital appear to have been primarily the addition of partition walls and patient bathrooms within in what were, originally larger rooms, the widening of hallway doors to accommodate patient bed movement, possibly the addition of the elevator and the reception/office, and the addition of the fire escape. The modifications by Peoples Hospital are also considered historically significant. Modifications that affect the actual historic integrity of the building, (those that occurred after the period of significance) have been limited to the removal of all interior walls and finishes on the first floor (behind the lobby) and the conversion of the first floor front windows into loading dock doors as well as the enclosure of the main entry at the sidewalk level, although 1960s photographs of Peoples Hospital show the entry enclosure suggesting that this alteration may have occurred during the 1944 renovation for Peoples Hospital and thus be an alteration that is considered historically significant. Recent neglect is threatening the viability of the building with the partial collapse of the front staircase and deterioration of interior finishes. However, the property is being nominated under Criterion A, not for its architectural merits and the building retains enough integrity to maintain its historic associations. In general, the exterior retains a very high degree of historic integrity, as do the basement and upper levels of the interior.

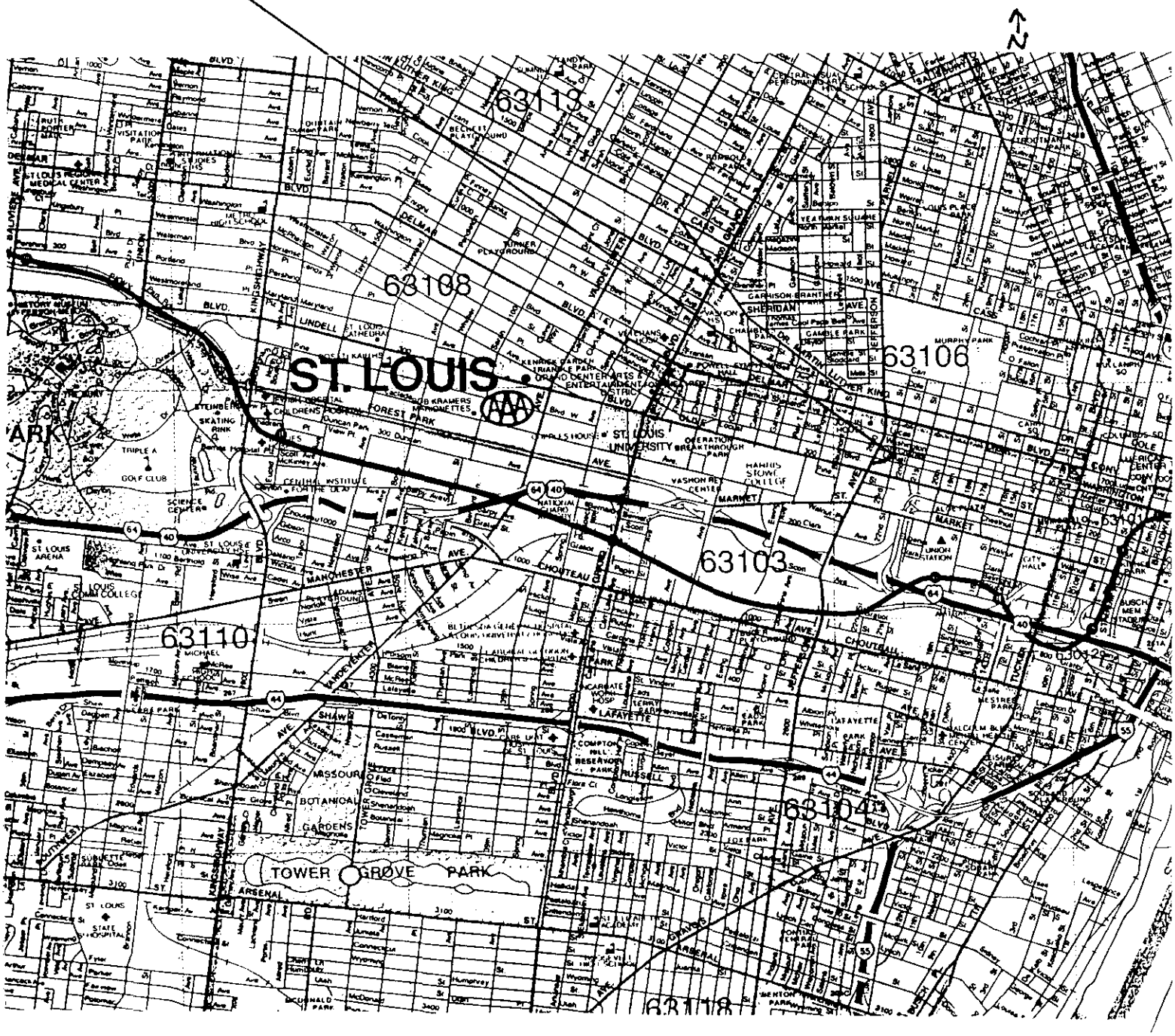
United States Department of the Interior
National Park Service

National Register of Historic Places Continuation Sheet

Section number 7 Page 4

Saint Louis Provident Association Building
St. Louis (Independent City), MO

Map of City of St. Louis, MO
Locating Property



United States Department of the Interior
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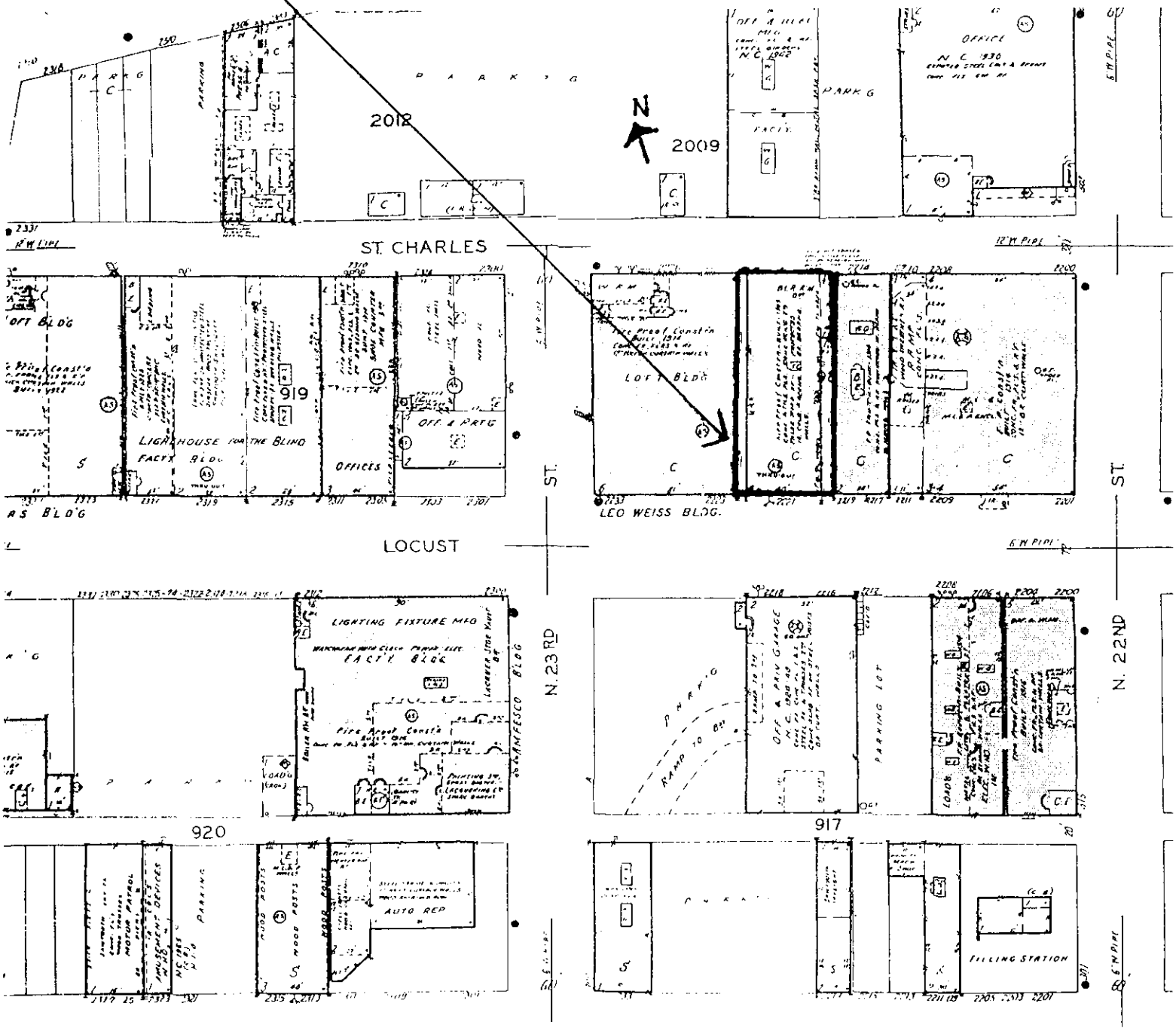
National Register of Historic Places Continuation Sheet

Section number 7 **Page** 5

Saint Louis Provident Association Building
St. Louis (Independent City), MO

Site Plan of Property

From: "Insurance Maps of Saint Louis, Missouri." New York: Sanborn Map Company, 1932 corrected to 1949 , pg. 31



United States Department of the Interior
National Park Service

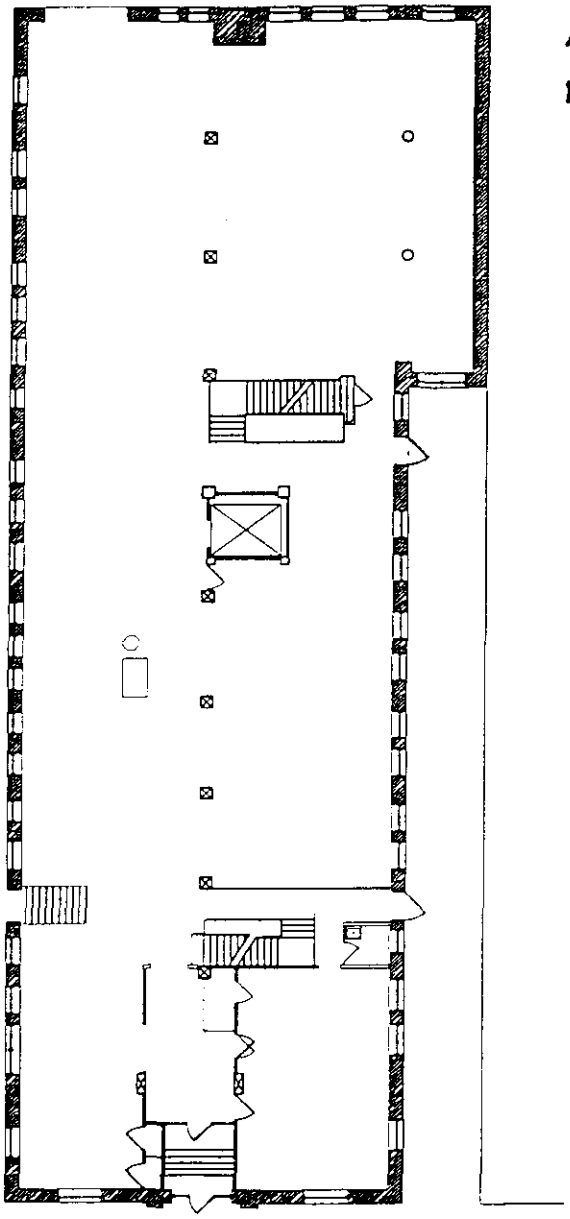
National Register of Historic Places Continuation Sheet

Section number 7 **Page** 6

Saint Louis Provident Association Building
St. Louis (Independent City), MO

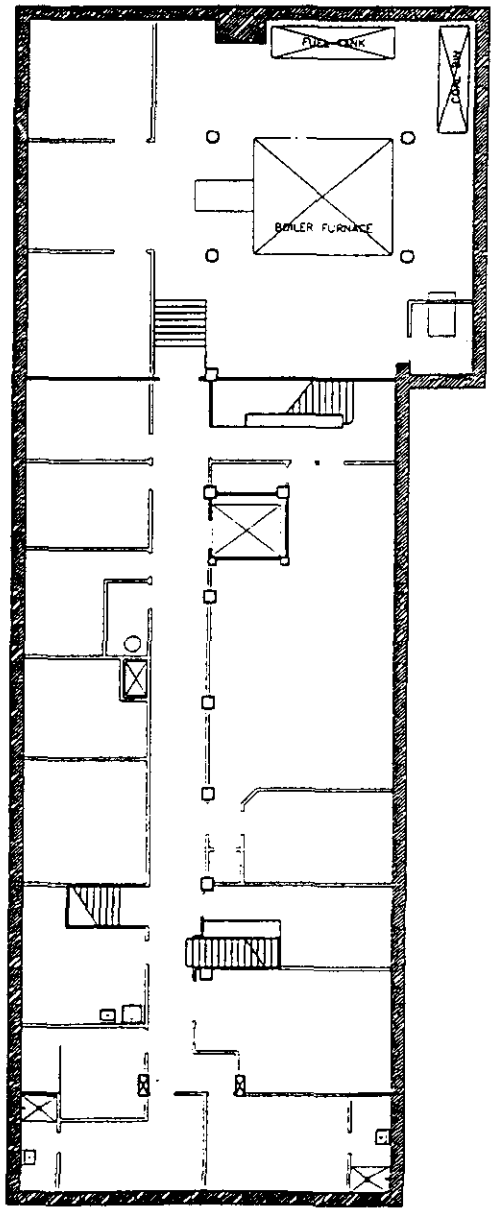
Floor Plans- The Lawrence Group Architects
319 N. 4th St, Suite 100, Saint Louis MO

First Floor



N

Basement



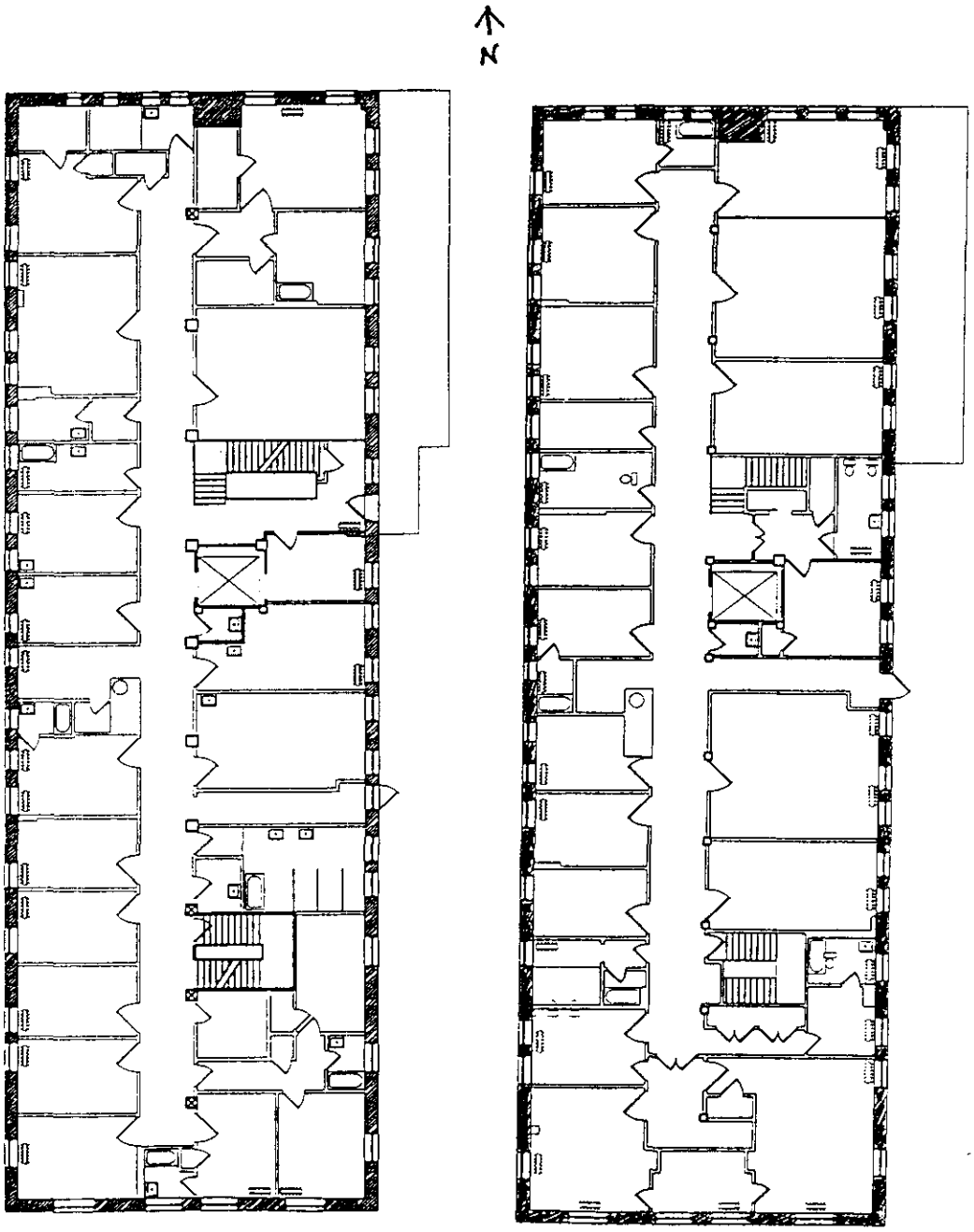
United States Department of the Interior
National Park Service

National Register of Historic Places Continuation Sheet

Floor Plans- The Lawrence Group Architects
319 N. 4th St, Suite 100, Saint Louis MO

Second Floor

Third Floor



Narrative Statement of Significance

Summary

The Saint Louis Provident Association Building, located at 2221 Locust Street, is locally significant under Criterion A: Social History; Ethnic Heritage, Black; and Health/Medicine. The period of significance is 1909-1951, the years encompass the building's date of construction and use by the Saint Louis Provident Association and People's Hospital.

The Saint Louis Provident Association Building was first constructed in 1909 to house the Saint Louis Provident Association, a benevolent society that used the property for their central offices and primary operations center. Besides the charitable work done by the Saint Louis Provident Association, it also rented space in its building to other charitable organizations, many of which started as a division of the Saint Louis Provident Association, and the organization started the George Warren Brown School of Social Work (one of the first schools dedicated to training social workers). All of these agencies, along with the Saint Louis Provident Association, sought to improve the life of the urban poor.[1] In 1935, the Saint Louis Provident Association moved out of the building and the Saint Louis Social Security Commission was the only remaining tenant.[2] Both the Saint Louis Provident Association and the myriad of other organizations that housed offices in the building contribute to the understanding of Saint Louis social history, especially in regard to the efforts of these groups to promote the welfare of society. Their actions were all aimed at alleviating the suffering of the poor and offering opportunities for self-improvement to the population of Saint Louis.

In 1944, the Peoples Hospital purchased the building. The organization renovated the Saint Louis Provident Association's building into a seventy-five room, short-term, non-profit, general hospital. The Peoples Hospital contributes to significance of the building for Ethnic Heritage, Black, and Health/ Medicine as one of only four African-American hospitals that have existed in Saint Louis from the end of the Civil War until the end of segregation. Not only did the Peoples Hospital provide medical care for an ethnic community with very limited options in care; it also offered one of the only opportunities for African-American women to receive a post-secondary education in Saint Louis. The Peoples Hospital's nurse training school, housed in the building, also contributes to the historical significance of the building. The Peoples Hospital and its nurse-training program were both integral parts of the African-American women's community, offering them an opportunity for health care and education. The Peoples Hospital remained in the building until 1967 continuing to act as an agent for the promotion of social welfare for the people of Saint Louis. [3]

Building History

The Saint Louis Provident Association Building, built in 1909, and was designed by J. H. Lynch, a Saint Louis architect most known for his work on institutional buildings, including the Blind Girls Home, the Christian Orphans Home, the Community Council Building and Plant No. 2 of the Majestic Manufacturing Company Buildings (listed on the National Register). After it was completed in 1910, the Saint Louis Provident Association moved into the building from their previous location at 1623 Washington Avenue.[4] Their old building had been built just eleven years earlier, but the organization had already outgrown it.[5] When the Saint Louis Provident Association first moved into the new building on Locust Street, it housed the grocery and clothing supply rooms, sewing room, laundry, women's lodge and day nursery, as well as the offices for the organization. At the time the residential nature of the area and its proximity to downtown made it an ideal place for an organization that sought to help the poor.[6] By 1925, the building had become known as the Social Service Building because of the other social agencies that rented the unused space in the building from the Saint Louis Provident Association. These other agencies included the Community Fund of Saint Louis (which was a central fund raising group joined by many charitable organizations to make fund raising more efficient and effective, the forerunner of the United Way) which the Saint Louis Provident Association had joined in 1923. Besides the Community Fund, some of the other agencies housed in the building included the Community Council of Saint Louis, the Missouri Tuberculosis Association, the Missouri Social Hygiene Association, the National Student Council, the YWCA, the Saint Louis Chapter of the American Red Cross, the Saint Louis Council of Girl Scouts, the Pure Milk Commission, the Visiting Nurse Association, and the Urban League.

Narrative Statement of Significance

In 1925 the Social Service Department, Division of Health and the Social Service Exchange of the Community Council moved into the building. Over the next fifteen years, many of the organizations moved out of the building to other locations. This change corresponded with the change in the general area from residential in nature to more commercial or light industrial buildings.

In 1935 the Provident Association moved out of the building because of a combination of financial problems in the midst of the Great Depression and its merger with the Saint Louis Children's Aid Society to act as a family casework agency. By 1940, the only organizations still in the building were the Social Service Exchange and the Saint Louis Social Security Commission. The Peoples Hospital, a non-profit organization, turned the three-story building into a seventy-five room, short-term, general hospital for African-Americans and opened its doors on October 10, 1944. The Peoples Hospital occupied the building until 1967, when Catholic Charities moved into it for two years, followed by the Brennan Center for the Blind for the next three years. Since the Brennan Center for the Blind moved out in 1972 the building has generally been vacant except for the occasional use of the first floor as a warehouse by various small businesses.[7]

History of the Saint Louis Provident Association

The Saint Louis Provident Association was founded in 1860 by James E. Yeatman, a Saint Louis banker, who also helped establish the Saint Louis Mercantile Library and is best known for his work as the president of the Western Sanitary Commission during the Civil War, which organized the care of wounded soldiers and assisted with the influx of refugees created by the war. Yeatman held a meeting in 1859 with other community leaders to discuss how they could help alleviate the suffering of the poor in the city. On December 3, 1860 they formally founded the agency they had created and named it the Provident Association of Saint Louis. The agency was established with the goal of creating an "institution for the elevation of the poor in their midst, both morally and physically."[8] The Saint Louis Provident Association was dedicated to helping people, but they insisted on investigation of the recipient of aid before any money was provided to the individual. This was done not only to encourage people to donate money to the Saint Louis Provident Association (which was privately funded through those donations) by assuring that the aid only went to the needy, but also to make it easier to live up to the ideals of the Provident Association. The Saint Louis Provident Association aimed to help people not only with temporary relief but also to offer the support necessary for the aid recipients to pull themselves out of poverty.

The Saint Louis Provident Association had rules for how they would help society, including the following:

- The Saint Louis Provident Association would not give unknown applicants aid and would discourage begging on the street (members of the Saint Louis Provident Association would often give beggars the address to the Saint Louis Provident Association and recommend that the person go there for help).
- Aid would be administered through departments or committees appropriate to the problems of the individual.
- The Saint Louis Provident Association would find deserving poor who may not willingly ask for aid themselves.

Narrative Statement of Significance

- The Saint Louis Provident Association would offer an opportunity for labor to the unemployed.
- The Saint Louis Provident Association would rely on the cooperation and generosity of private citizens to administer aid.[9]

The Saint Louis Provident Association used these rules to help the poor regardless of their religious background or personal shortcomings, although they did expect those they aided to work to improve themselves (e.g., alcoholics had to quit drinking, those who were out of work had to try and find a job or work for the Association) and they encouraged church attendance, no matter what denomination the individual chose as a form of worship.[10] These rules, although they made it clear who the Saint Louis Provident Association was willing to help, did eliminate some people from aid, most notably the mentally disabled, the handicapped, the elderly, and alcoholics who were unable to abstain from alcohol. In the first report that the Saint Louis Provident Association released, they were able to include that those aided in the first year of the program consisted of

> temperate, industrious laborers who in a time of distress were either without work or found their earnings insufficient for their families; second indigent widows or deserving wives with young children who they were struggling to support and educate; third, mothers who by their needle were struggling to earn a scanty subsistence... fourth the sick and bereaved generally who have been brought by their misfortunes to temporary want; fifth, mechanics who usually provided their own support.[11]

All of the people in these groups were helped within the Saint Louis Provident Association board's goal of trying to offer "limited, short-term, and controlled aid of those deemed worthy among the temporarily impoverished."[12]

As the Saint Louis Provident Association grew, it began to develop departments geared towards specific problems that they were trying to alleviate. One of the most noteworthy of these departments, and one of the first departments to become an independent charity, was the Visiting Nurses Department, started in 1895. The Saint Louis Provident Association hired nurses (only one at first, but the staff quickly grew after the tornado of 1896) to visit people in their homes and offer medical service to the poor. The Saint Louis Provident Association even offered the service of the nurses, at the request of a physician, to families who were not destitute but could still not employ a trained nurse. In such cases, there was a charge of up to fifty cents a visit, establishing a pattern of charging fees for those who could afford to pay according to their means. By 1910, the Visiting Nurses Department had become such a successful program that it separated from the Saint Louis Provident Association to form the Visiting Nurses Association. The new association was still housed in the Saint Louis Provident Association's newly completed building and was allowed to use the space rent free.[13]

The Saint Louis Provident Association also established other programs to help the poor directly. The Industrial Department offered the unemployed work in operations created by the Saint Louis Provident Association, including a lumberyard for unskilled men and a laundry for the women. The Saint Louis Provident Association also had a sewing room to train women so they could earn a living outside of the care of the Saint Louis Provident Association. Besides job training and money, the people in these programs also received a free dinner at the end of each day.[14] To make the programs even more successful, the Saint Louis Provident Association also had a daycare for children between the ages of three and six for five cents a day and babies for free. The daycare also included a bath and a fresh change of clothes for the children who were in need of such care. The Saint Louis Provident Association also offered temporary emergency lodging to give people a chance to get back on their feet after a personal economic disaster, whether due to injury, illness, or losing a job.

Narrative Statement of Significance

One of the more notable projects established by the Saint Louis Provident Association was a penny bank. This bank was operated by the Association to encourage their clients to save money in the hope that they might be able to save enough to carry them through tough times in the future.[15] The penny bank allowed the poor to establish a savings account and encouraged them to contribute to it even if the weekly deposits were sums so small that banks normally would not accept the transaction.

The services provided by the Provident Association not only offered job opportunities and training, but focused on removing the potential obstacles to receiving the training for or to maintain jobs. By establishing a daycare facility in their building, it solved the perennial problem of quality childcare needed by working parents. Emergency lodging not only provided temporary shelter but also supplied an address to employers when it was necessary. The Visiting Nurses, the requirements to abstain from alcohol and the free meals provided at the Saint Louis Provident Association's building helped preserve the health and stamina of the clients so that they would be able to retain a job and make it until payday. Then the penny bank, counseling and other services helped to ensure that the people and their families would be able to maintain their economic viability, hopefully breaking the cycle of poverty.

The Saint Louis Provident Association started other significant social service programs as well, including the George Warren Brown School of Social Work. This school was originally allied with Washington University and was one of the first schools dedicated to training social workers in the country. The school first started teaching classes in 1903, before social work had fully emerged as a distinct profession. In 1910 the allegiance with Washington University became somewhat tenuous when a member of the University of Missouri joined the program and the name was changed to "The School of Social Economy" and now had a relationship with the University of Missouri as well. The school closed in 1923, in large part over the question of whether the Saint Louis Provident Association should run the program or whether it should be completely run by academia. By 1924 Washington University had begun its own independent training program which the Saint Louis Provident Association supported by turning its library over to the new training course.[16]

Despite all of its success, the Saint Louis Provident Association made some crucial changes that would effect the organization in the coming years. In 1923 the Saint Louis Provident Association joined the Community Fund, the precursor to the United Way. In the same year, the Urban League Department became an independent agency from the Saint Louis Provident Association (and at same time the Urban League associated with the national Urban League, and became a member of the Community Fund). These two moves had a profound impact as the Urban League became one of the most successful organizations that had started as a department of the Saint Louis Provident Association, on par with the Visiting Nurses Association.[17]

When the Saint Louis Provident Association joined the Community Fund, it represented an important change in funding for the organization. Previously the Saint Louis Provident Association had relied exclusively on private donations, but by 1919 there was already talk of establishing financial campaigns and fund raising programs, helping to pave the way for their inclusion in the Community Fund. Financing, as the agency entered the 1920s, became dire enough that the Provident Association reached a point where Jewish and Catholic applicants began to be referred to organizations geared towards members of those faiths, the Jewish Educational and Charitable Alliance and the St. Vincent DePaul Society, respectively. Although the following decade saw an improvement in the Saint Louis Provident Association's finances, the Great Depression soon began to overwhelm the organization. The needs of the community were so great that by June of 1930 the Saint Louis Provident Association had incurred a debt of $29,400, and by the end of the month was forced to announce that no more applicants for aid could be received for an indefinite period of time.[18] During the period of debt leading up to that announcement the Saint Louis Provident Association was already meeting with other family agencies and the business community to discuss the emergencies they were all facing.

Narrative Statement of Significance

In conjunction with the city government, a Citizens Committee on Relief and Unemployment was formed and a public appropriation of $300,000 was to be distributed by the Citizens Committee through the Saint Louis Provident Association and five other agencies, marking the first time the agency accepted public money. This money was allocated by the city to the Saint Louis Provident Association from 1930 until 1932 before the federal government stepped in to try and alleviate the suffering caused by the Great Depression.[19] By 1933, the Saint Louis Provident Association's funding was officially transferred to Federal Emergency Relief Administration. The Saint Louis Provident Association maintained some of the caseworkers and after the worst of the crisis had passed it reorganized into a family casework agency, once again working as an independent agency.[20]

The reincarnation of the Saint Louis Provident Association into a family casework organization opened new corridors for their expansion of programs. As some of the previous programs were now under the mantle of government agencies, personnel and funding were available for new programs. As the Saint Louis Provident Association grew into its new role, it found that a number of other agencies were working along similar lines and it joined forces with them. The first such agency was the Saint Louis Children's Aid Society, founded in 1909.[21] This organization was dedicated to the welfare of children, so much of its work overlapped with the family welfare work being done by the Saint Louis Provident Association. In 1936 the two organizations joined forces. By 1941 the two organizations created a new entity called the Family and Children's Services, dropping the name Provident Association from the title. This new organization was not located in the Saint Louis Provident Association's building and demonstrated the decline of the property as many social service organizations moved out of what by then had become known as the Social Service Building. The changing demographics of the neighborhood saw more and more people move west and many of the residences in the area were left vacant or replaced by commercial and light industrial buildings. In the following years, the new Family and Children's Services continued to grow and expand, including moves into the county, until 1954, when the organization combined with the Saint Louis County Welfare Association to form the Family and Children's Services of Greater Saint Louis, which still offers family counseling and aid today.[22]

Peoples Hospital

The Peoples Hospital was founded in 1894 as a private hospital for African-Americans in Saint Louis and was originally called the Provident Hospital (it was not related to the Saint Louis Provident Association).[23] The hospital was a non-profit organization that accepted charity patients as well as patients who could afford to pay for their own medical care. In 1898, the Provident Hospital began a program to train African-American women to be nurses, one of only two institutions that offered African-Americans an opportunity for a post-secondary education in Saint Louis as late as 1934 (the other institution was a normal school to train teachers) and one of the few opportunities available throughout the state.[24] The Peoples Hospital was also one of the few hospitals that admitted African-Americans in Saint Louis, and the only accredited hospital that treated African-American charity patients before City Hospital # 2 (opened in 1919), St. Mary's Infirmary (opened in 1933), and Homer G. Philips Hospital (opened in 1937) were completed. Even after City Hospital # 2 opened, many people went to Peoples Hospital because of the overcrowded and unsanitary conditions in the former hospital.[25] Peoples Hospital was an important part of the African-American community in Saint Louis, offering African-American doctors and nurses a hospital in which to practice and one of the few places to which an African-American women could turn in order to receive higher education in a city were segregation played a large role in the daily life of the African-American community, as well as one of the few options for medical care open to the African-American community in Saint Louis.

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The original location of the Provident Hospital was the Taborian Hall one block east of Jefferson at Beaumont and Morgan (now Delmar), but the hospital moved into a new building in 1918 at 3447-3449 Pine Boulevard (a non-extant building on land that is now a part of the Saint Louis University campus).[26] The hospital changed its name at the same time to the Peoples Hospital. The Peoples Hospital Association was incorporated in the same year giving the hospital the name for which it is most well known.

The building on Pine housed fifty-six beds and six bassinets, a number of facilities which proved to be inadequate in comparison to the number of patients that came to the hospital for medical care.[27] Prior to 1933, People's Hospital was the only private hospital for African-Americans in Saint Louis, and after 1933, it became one of only two private hospitals for African Americans when St. Mary's Infirmary (which moved from their location at 15th and Papin Streets to Clayton, Missouri) rededicated its original site as an infirmary for African-Americans. Because of the growing number of patients that came to the hospital, the location on Pine was quickly becoming inadequate.

As a result, in 1943, the board of the Peoples Hospital began looking for a suitable site for a new building. By December 1943, the board had approved a change in location and had contracted to buy the Social Services Building from the Provident Association. The three-story building was redesigned into a seventy-five bed hospital by Preston J. Bradshaw, a Saint Louis architect who had built and owned the Coronado Hotel and designed numerous other hotels and apartment buildings from the time he started practicing architecture in 1916 until his death in 1949.[28] The Peoples Hospital officially opened its doors on Locust Street on October 10, 1944 as a fully accredited, fully licensed, short-term general hospital. The move had been financed in large part through a grant from the Federal Works Agency for $163,550 to be used to pay for the building and the remodeling necessary to convert the building from an office building into a functional hospital. At the time the grant was received, the Social Services Building had not officially been selected by the Peoples Hospital as their new site, but it was the leading choice for the new location and confirmed soon after the grant was received.[29]

The Peoples Hospital remained in operation at 2221 Locust until 1966. By the time it sold the building to Saint Louis Catholic Charities in 1967, the Peoples Hospital was facing many of the same problems that hospitals treating charity patients faced throughout the Saint Louis area, particularly in the inner city.[30] Many of these problems were also faced by Homer G. Phillips Hospital (the city-run African-American hospital until the end of segregation, when it became an integrated hospital) and City Hospital (which had combined City Hospital #2 when desegregation was instituted.) These problems ranged from funding, which was even harder for the Peoples Hospital than Homer G. Phillips or City Hospital (both of which received public funding) to staffing, which was often inadequate since the hospital could not afford to offer competitive wages, especially after desegregation offered many new employment opportunities for African-American medical professionals. This further hampered the efforts of Peoples Hospital to hire quality employees when its traditional source for employees were African-Americans who only had a limited number of work opportunities before desegregation.[31]

By the mid-1950s the hospital was attempting to address financial and staffing problems by looking into a change in location to an area that was more residential than Locust Street had become. These plans did not begin to fully take shape until the mid-1960s, when the hospital board made plans to move into a new facility that would be built as part of the West End Urban Renewal Area, near Page and Skinker, adjoining the western city limits. The urban renewal project was to include housing, a shopping center, a community center and a ten story building that would house a nursing home and the Peoples Hospital.[32] On March 31, 1966, even before the Urban Renewal project was to begin, the Peoples Hospital closed a move the board made to protect the assets of the hospital until the move could be made. The hospital had been operating with a deficit of over $3,000 a month, so the hospital had to close to ensure that it would not lose its

Narrative Statement of Significance

building or equipment to creditors, and that the assets could be used to help pay for the move.[33] By 1967 the Saint Louis Provident Association Building had been sold to and was in use by Catholic Charities, making the change in location necessary for Peoples Hospital to reopen.[34]

The Peoples Hospital did move into the West End Urban Renewal Area shortly after selling their building and the completion of the project, but closed their doors for the last time a little over a decade later, by which time the hospital was once again facing financial problems, which forced the hospital to close permanently in 1978.

Even after Homer G. Phillips Hospital opened in 1937 and St. Mary's Infirmary made its Fifteenth and Papin Streets location an African-American Infirmary in 1933, an African-American's options for hospital care were severely limited. As a result, the Peoples Hospital was one of the few options African-Americans could turn to for medical care. Segregation in Saint Louis not only limited the availability of health care for African-Americans in Saint Louis, but also the opportunity for post-secondary education and a place for African-American health care providers to practice medicine. Peoples Hospital also worked to address these needs. African-American administrators ran the hospital, and African-American doctors and nurses provided care for the patients. The nurse training program also offered African-American women in Saint Louis one of the few options to get a post-secondary education in Saint Louis.[35] The combination of offering African-Americans medical care, the opportunity to practice medicine, and medical training combined to make the Peoples Hospital an important part of the Saint Louis African-American community. It was particularly important before the official end of segregation in the 1950s when the policy of separate but equal was found to be unconstitutional by the Supreme Court. Even after the end of segregation, Peoples Hospital continued to play an important role in the African-American community. A majority of the patients and staff were still African-American even as segregation was slowly dying and official attempts at integration were made. The lag between the reality of integration and the laws against segregation made Peoples Hospital an important presence in the community throughout its existence, but especially while it was located at the 2221 Locust site in the Saint Louis Provident Association Building from 1944 to 1966.

Conclusion

The Saint Louis Provident Association Building located at 2221 Locust was home to a number of non-profit organizations in Saint Louis during its period of historical significance. The Saint Louis Provident Association first built the building and made office space in it available to other non-profit organizations, many of which it spawned and incubated, and all of which were dedicated to helping the urban poor of Saint Louis. This organization was an integral part of the charity community in Saint Louis from the time of its founding in 1860 until the present day in its incarnation as the Family and Children's Services of Greater Saint Louis. The Saint Louis Provident Association Building continued to serve as the home to a non-profit organization that offered aid to the poor of Saint Louis even after the Saint Louis Provident Association moved in 1935. A number of charitable organizations continued to rent space in the building from the Saint Louis Provident Association until the building was sold in 1944. The new occupant, the Peoples Hospital, was dedicated to the care of African-Americans in Saint Louis and also provided a training ground for African-American doctors and nurses whose opportunities were limited. Although it charged fees for the care of those who could afford to pay, the fees were used to help offset the cost of caring for the poor and indigent in the Saint Louis African-American community. The majority of the patients served were charity patients who had no other alternatives for medical care, especially in the years before 1919 when the Peoples Hospital was the only hospital in Saint Louis that accepted African-American patients. Even though African-American patients could turn to St. Mary's Infirmary after 1933 or Homer G. Phillips Hospital after 1937, by the time the Peoples Hospital moved into the Saint Louis Provident Association Building in 1944, its new facility eased the burden on a health care system strained to the limits by the limited number of beds available for

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African-Americans. In addition to the aid it offered by providing patients with medical care, it also had the only nurse training program for African-American women in Saint Louis. Besides offering African-American women the opportunity for a post-secondary education, it also gave African-American doctors the chance to practice medicine in a hospital at time when most hospitals, both in Saint Louis and throughout the country, would not allow African-American patients in the doors, much less hire African-American doctors. All of these factors combine to make the Saint Louis Provident Association Building locally significant under Criterion A: History for Social History; Ethnic Heritage, Black; and Health/Medicine.

Endnotes

[1]Saint Louis Provident Association, *Fiftieth Annual Report,* "Dedication of New Building, 2221 Locust St." (Saint Louis: Saint Louis Provident Association, 22 November 1910) Quoted by Friedman Group Ltd. *Timeline and History of 2221 Locust Street.* (Saint Louis: Friedman Group Ltd. 2000), p. 1.

[2]*Gould's St. Louis (Missouri) City Directory.* (Saint Louis: Polk-Gould Directory Company, 1925, 1940), Quoted in Friedman Group Ltd., *Timeline and History of 2221 Locust Street,* (Saint Louis: Friedman Group Ltd. 2000), 4.

[3]Ibid.

[4]Mercantile Library Association. Newspaper Clippings Files, "Peoples Hospital", 1935-1967; Mimi Stiritz, Research Notes, "Saint Louis Provident Association and Peoples Hospital", Collected in 2000; "Building News," *Saint Louis Daily Record,* 24 September 1909, 3; "J.H. Lynch, Veteran St. Louis Architect, Dies at Son's Home", *Saint Louis Globe Democrat,* 3 February 1935, 6a.

[5]Mary Kimbrough, *125 Years of Caring: A History of Family and Children's Services of Greater St. Louis,* (Saint Louis: Family and Children's Service of Greater St. Louis, 1985), 31-33.

[6]"Insurance Maps of Saint Louis, Missouri." Volume 2 (New York: Sanborn Map Company, 1909, 1932 corrected to 1949, and 1979), 31.

[7]*Gould's St. Louis (Missouri) City Directory.* (Saint Louis: Polk-Gould Directory Company, 1925, 1940), Quoted in Friedman Group Ltd., *Timeline and History of 2221 Locust Street,* (Saint Louis: Friedman Group Ltd. 2000), 4.

[8]Kimbrough, 11.

[9]Kimbrough, 18.

[10]Ibid, 18-19.

[11]Ibid, 21.

[12]*Saint Louis Provident Association, First Annual Report,* (Saint Louis: Saint Louis Provident Association, 22 November 1910) Quoted by Mary Kimbrough, *125 Years of Caring: A History of Family and Children's Services of Greater St. Louis,* (Saint Louis: Family and Children's Service of Greater St. Louis, 1985) 11.

[13]Kimbrough, 43-45.

[14]Ibid, 31-33.

Endnotes (continued)

[115]Ibid, 32.

[6]"Family and Children's Service of Greater St. Louis," Western Historical Manuscript Collection, Collection Number 174, University of Missouri-Saint Louis; William Anthony Kieffer, "Development of Family Social Work: A Case Study of the Saint Louis Provident Association, 1920-1940" (Ph.D. dissertation, St. Louis University, 1984) p. 4.

[17]Kimbrough, 43; Friedman Group Ltd., 4.

[18]Kimbrough, 54.

[19]James Neal Primm, *Lion of the Valley: St. Louis, Missouri, 1764-1980*, 3rd ed. (Saint Louis: Missouri Historical Society Press, 1998), 443.

[20]Ibid, 55.

[21]Ibid, 57-58.

[22]Ibid, 59-61.

[23]*Friedman Group Ltd.*, 5; *Mercantile Library Association Newspaper Clippings Files*, "*Peoples Hospital*".

[24] Phillip J. Waring, et al. *Negroes: Their Gift to Saint Louis*, (Saint Louis: Employees Loan Co., 1964), 17; Lorenzo J. Greene, Gary R. Kremer, and Antonio F. Holland, *Missouri's Black Heritage*, (Columbia, MO: University of Missouri Press, 1980) Revised by Gary R. Kremer and Antonio F. Holland, 1993, 154.

[25]Mercanitle Library Association, "Peoples Hospital"; Mercantile Library Association. Newspaper Clippings Files, "Homer G. Phillips Hospital".

[26] Phillip J. Waring, et al, 17-18.

[27]American Hospital Association, *Our Saint Louis Hospitals: Souvenier of the 37th Annual Convention* (St. Louis: American Hospitals Association [1937]), 82.

[28]Saint Louis, Missouri, Microfilm Room, Building Plans/ City Block Cards, 918; Saint Louis Public Library, Architects Clippings Files, "Preston J. Bradshaw".

[29]Mercantile Library Association, Peoples Hospital.

[30]Ibid.

[31]Mercantile Library Association, Homer G. Phillips Hospital.

[32]Mercantile Library Association, Peoples Hospital.

[33]Mercantile Library Association, Peoples Hospital; Saint Louis Public Library, Newspaper Clippings Files, "Saint Louis Hospitals: Peoples Hospital", 1966.

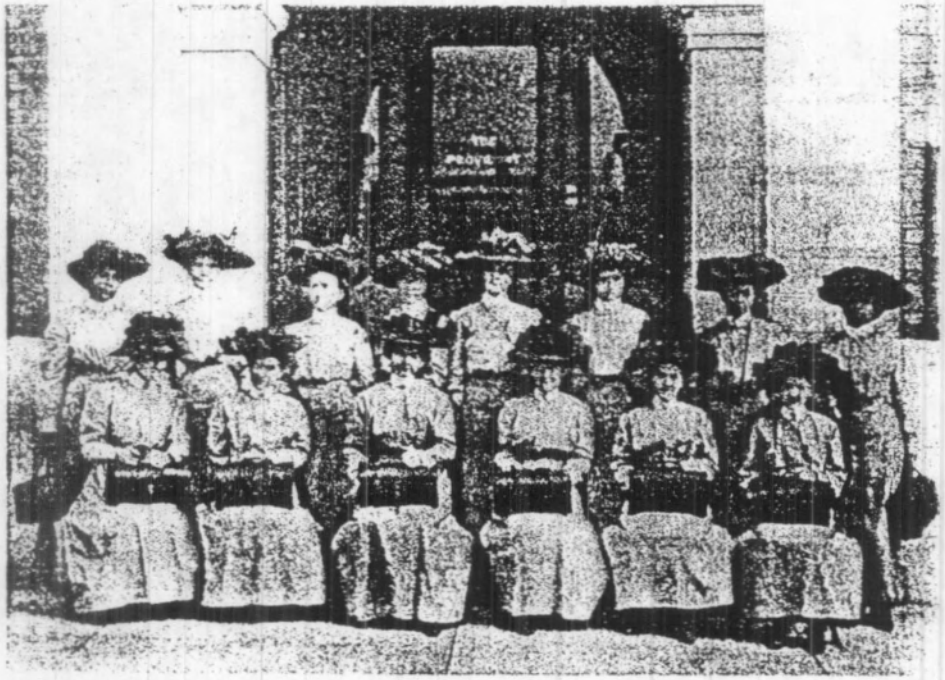
[34]Friedman Group, Ltd., 4.

[35]Mercantile Library Association, Peoples Hospital.

Historic Photo of 2221 Locust Street, Saint Louis Provident Association Building

From: Mary Kimbrough, *125 Years of Caring: A History of Family and Children's Services of Greater St. Louis*, (Saint Louis: Family and Children's Service of Greater St. Louis, 1985), 36.

Historic Photo of the Visiting Nurses staff of the Saint Louis Provident Association
From: Mary Kimbrough, *125 Years of Caring: A History of Family and Children's Services of Greater St. Louis*, (Saint Louis: Family and Children's Service of Greater St. Louis, 1985), 31.



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_____. *Fiftieth Annual Report.* "Dedication of New Building, 2221 Locust St." Saint Louis: Saint Louis Provident Association, 22 November 1910. Quoted by Friedman Group Ltd. *Timeline and History of 2221 Locust Street.* Saint Louis: Friedman Group Ltd. 2000, p. 1-3.

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Verbal Boundary Description

A lot in Block 918 of the City of St. Louis, fronting 69 feet on the North line of Locust Street by a depth Northwardly of 155 feet to the South line of St. Charles Street; bounded West by a line 100 feet East of Twenty Second Street.

Boundary Justification

These boundaries incorporate all of the property that has been historically associated with this building and the property's legal description. Except for public sidewalks, the building encompasses the entire lot.

Photo Log

Saint Louis Provident Association Building
Saint Louis (Independent City), MO
Photographer: Timothy P. Maloney
November 2000
Negatives with preservation consultant: Karen Bode Baxter, 5811 Delor Street, St. Louis, MO 63109

Photo #1: Exterior, front elevation, facing northeast

Photo #2: Exterior, front elevation, detail of main entry, facing north

Photo #3: Exterior, west elevation and walkway, facing north northeast

Photo #4: Exterior, east elevation, walkway and extension, facing north northwest

Photo #5: Exterior, north elevation, facing southeast

Photo #6: Interior, first floor, front lobby and main entry, facing south southwest

Photo #7: Interior, first floor, southeast corner waiting room, facing north northwest

Photo #8: Interior, second floor hallway, from middle of hall facing south

Photo #9: Interior, second floor hallway, from middle of hall facing north

Photo #10: Interior, second floor, patient's room in southeast corner, facing northwest

Photo #11: Interior, basement, large room on east side of hall, facing southwest

SAINT LOUIS PROVIDENT ASSOCIATION BUILDING, SAINT LOUIS (INDEPENDENT CITY), MO

UTM Reference 15/742730/4279810

38°37'30"
90°15'
'40
'41
12'30"
°81
720 000 FEET (IL WEST)
°80
°79

Produced by the United States Geological Survey

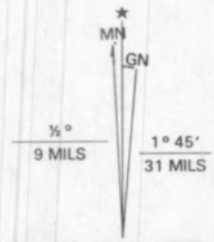
Topography compiled 1952. Planimetry derived from imagery taken 1993 and other sources. Photoinspected using imagery dated 1998; no major culture or drainage changes observed. PLSS and survey control current as of 1954. Boundaries, other than corporate, verified 1999

North American Datum of 1983 (NAD 83). Projection and 1000-meter grid: Universal Transverse Mercator, zone 15
10 000-foot ticks: Illinois (west zone) and Missouri (east zone)
Coordinate Systems of 1983

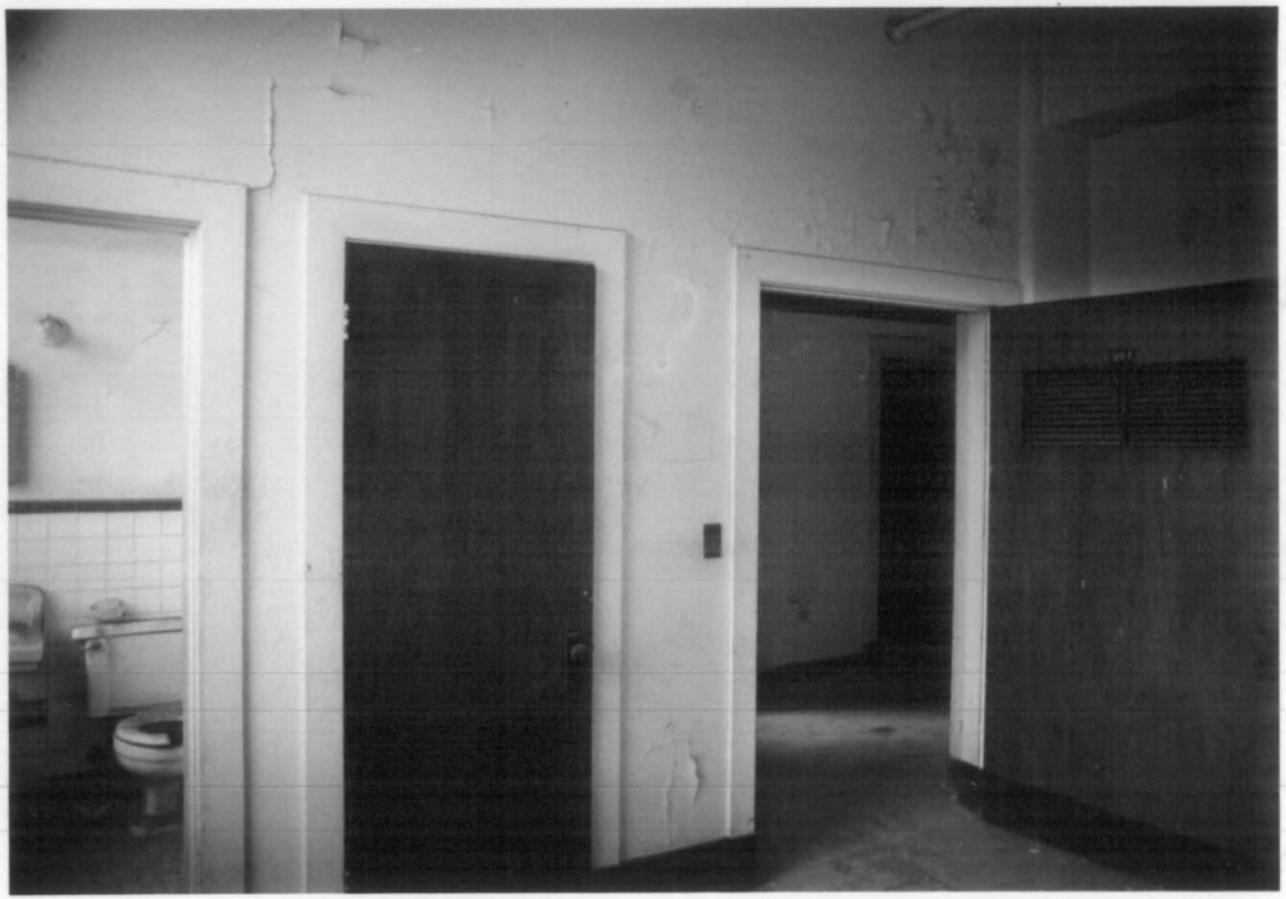
North American Datum of 1927 (NAD 27) is shown by dashed corner ticks. The values of the shift between NAD 83 and NAD 27 for 7.5-minute intersections are obtainable from National Geodetic Survey NADCON software

Contours that conflict with revised planimetry are dashed

There may be private inholdings within the boundaries of the National or State reservations shown on this map



UTM GRID AND 1999 MAGNETIC NORTH DECLINATION AT CENTER OF SHEET

20%
TOTAL RECOVERED FIBER

BUSINESS
OFFICE