

In light of the current public health crisis and the Federal, State and County Emergency Declarations, and in accord with the provisions of Sec. 610.020, RSMo., the Board of Aldermen recognizes that it would be dangerous and impractical, if not impossible, for its meeting to be physically accessible to the public. The Board also recognizes the need for the public's business to be attended to in order to protect the public health, safety and welfare. In order to balance both the need for continuity of government and protection of the health and safety of our residents, business persons and employees, this meeting of the Community Equity Commission will not be open to public attendance in person. The meeting will be accessible by the public in real time ONLY by following the instructions in the box below.

You are invited to a Zoom webinar.
When: June 9, 2022 05:30 PM Central Time (US and Canada)
Topic: Community Equity Commission

Please click the link below to join the webinar:

<https://us02web.zoom.us/j/84890683898>

Or One tap mobile :

US: +13126266799,,84890683898# or +19292056099,,84890683898#

Or Telephone:

Dial(for higher quality, dial a number based on your current location):

US: +1 312 626 6799 or +1 929 205 6099 or +1 301 715 8592 or +1 346 248 7799 or +1 669 900 6833 or +1 253 215 8782

Webinar ID: 848 9068 3898

International numbers available: <https://us02web.zoom.us/j/84890683898>

Persons interested in making their views known on any matter on the agenda should send an email with their comments to the Assistant City Manager at amuskopf@claytonmo.gov. All comments received will be distributed to the entire Commission before the meeting.

Thank you for your understanding and patience as we all try to get through these difficult and dangerous times.

**Community Equity Commission
June 9, 2022 at 5:30 PM**

Agenda

1. Welcome and Roll Call
2. Approval of May 19, 2022 Minutes
3. Reflection – Pride Month
4. Special Thanks to Outgoing Commission Members
5. Mayor’s Commemorative Task Force Presentation on Recommendation to Commemorate African American Community
6. Housing Subcommittee Presentation and Discussion
7. Update on Neighborhood Indentures
8. Subcommittee Updates
9. Old Business
 - a. Public Comments from May 19, 2022 Meeting
10. Public Comment
11. Comments from Members
12. Next Meeting: Thursday, July 14 at 5:30 pm
13. Adjourn

The City of Clayton
Community Equity Commission
Virtual Zoom Meeting
May 19, 2022 at 5:30 PM

Minutes

The meeting was called to order at 5:34 pm.

Roll Call

Present: Ben Uchitelle (Chair), Yvonne Tisdell, Stuart Berkowitz, Chris Schmiz, Francis Pires, and JoAnna Schooler (ex officio).

Additional: Alderwoman Susan Buse, Alderman Gary Feder, City Manager David Gipson, and Assistant City Manager Andrea Muskopf

Reflection – Asian American History Month

Chris Schmiz led the Commission in a reflection in honor of Asian American/Pacific Islander Heritage Month.

Sharing Information with Other Cities

The Commission discussed sharing information with other cities and how to communicate successes and failures with other cities. City Manager Gipson will reach out to other municipalities to determine which other communities have similar commissions/committees.

Minor Traffic Violations

Chief Smith presented to the Commission.

Indentures Update

The Commission was informed that two of the three outstanding neighborhoods do not have active neighborhood associations. Efforts are still being made to research their indentures and eliminate any racial restrictions.

Housing Subcommittee Updates

Chris Schmiz presented to the Commission and the remaining information will be presented at the next meeting.

Old Business

Public Comments

City Manager Gipson reviewed the public comment from the April 11 meeting.

Public Comment

Kathleen Gund complimented the work of the Housing Subcommittee and, with regard to minor traffic violations, she shared that she would like the Commission to encourage public safety by developing ways to analyze and prioritize efforts to ultimately focus on stops that prioritize public safety.

Comments from Members

Yvonne Tisdell complimented the Mayor's Commemorative Landscape Task Force on their work for the event at the Missouri History Museum.

Next Meeting Date

The next meeting is scheduled for June 9 at 5:30 pm.

Adjourn

Having no other business, the meeting adjourned at 6:49 pm.

DRAFT





**HOPE WILL NEVER
BE SILENT.**

~ HARVEY MILK

Martha P.
Johnson
(1945-1992)





Miss Major
Griffin-Gracy
(Born 1940)

- 2021 was the deadliest year for transgender and gender non-conforming people in the U.S. on record. At least 50 trans and gender non-conforming people were killed per a report by LGBTQ advocacy organization the Human Rights Campaign (HRC)—the highest number of deaths since the organization began recording fatal violence in 2013.
- Since 2013, HRC has documented 256 incidents of fatal violence against trans and gender-nonconforming people. Over three quarters of victims in that period were 35 years old or younger, and one in ten was under 21. And Black trans women were disproportionately the victims of fatal violence this year, as well as in years past—in the years since HRC has been keeping record, at least 84% of those killed were people of color, 85% were trans women and 66% were Black trans women.
- There has also been a rise in anti-trans disinformation in the media and from conservative lawmakers. In 2021, at least 130 bills were introduced into state legislatures that targeted trans people, including the ability of trans kids to use the bathroom, play sports or receive medical care. A record-breaking 25 anti-LGBTQ bills were ultimately enacted into law, including 13 anti-trans laws in at least eight states, per HRC's count.

Mayor's Commemorative Landscape Task Force

Guiding Principles

1. Commemorative objects should align with our community's highest aspirations, including as these relate to truthfulness, equity, and inclusion.
2. When considering existing or proposed commemorative objects, the City of Clayton should seek to honestly and productively engage history, and never to erase it.
3. When considering inherited and new commemorative objects, both past and present contributions and impacts of the representation must be given careful consideration.

Evaluation Criteria

1. Is the principal legacy of the namesake and/or is the subject depicted fundamentally at odds with current community values? If yes, please explain.
2. What was the context at the time and is that something we want to continue to honor and embrace?
3. Does the place name or commemorative object celebrate a part of history that we believe is fundamental to who we are and what we value?
4. Does the place name or commemorative object make a nuanced, complex history accessible to the public, or provide an opportunity to educate the public?
5. Does the place name or commemorative object restore histories that have been erased or not adequately represented, or provide an opportunity to educate the public?

Summary

The Mayor's Commemorative Landscape Task Force recommends a multi-dimensional, phased commitment to commemorating the African American history of Clayton.

Between the 1880s and 1960s Clayton was home to a substantial and thriving Black community, despite persistent discrimination, limited economic opportunity, and political influence. Black Clayton residents were homeowners and renters, employed in various sectors as educators, laborers, domestics, and city workers. They established two of the first churches in Clayton, started businesses, and enriched the cultural life of Clayton in numerous ways.

Summary

The Black community was established in an integrated “Old Clayton” - and grew there in part because housing discrimination and restrictive covenants prohibited residence elsewhere - and was uprooted with other residents of that area by “urban renewal” projects in the mid-twentieth century.

As Clayton grew Black residents were displaced by a combination of racial residential restrictions and rising housing costs. Today Old Clayton is the downtown business district and its African American community history has largely been erased and forgotten. For more detail on this history of Clayton’s African American community see the timeline and map in the Appendix.

Summary

As Clayton seeks to become recognized as a welcoming, inclusive community, we should prioritize greater remembrance of this once thriving community, including acknowledgment and disavowal of the policies and practices that led to its decline and marginalization.

We recommend a multi-dimensional, phased approach to remembrance of the Black history of Clayton involving the collection and preservation of historical documents and the installation of historical markers in key places (phase one); creation of virtual and physical tours (phase two); and public art and/or interpretive content through exhibitions in museums, libraries, community parks, or other appropriate locations (phase three).

Summary

We would also recommend that the history on the website be amended to include this community. As it currently stands, there is no mention of it on the City of Clayton's website: <https://www.claytonmo.gov/government/history>

This would be an on-going effort, working with CCF, staff and appropriate committees and commissions as determined by the BOA to find other ways to tell this story. At this stage we seek a commitment in principle to the proposed commemorative effort, outlining the rationale and recommended approach.

Approval Process

Acronyms

CLTF – Commemorative Landscape Task Force
CCF – Clayton Community Foundation

CLTF identifies an action or opportunity



CLTF presents item to CCF History and CEC for community input during public meetings



CLTF will present art-related items to the Public Art Advisory Committee for community input during public meeting



CLTF will compile the input received and make a recommendation to the Board of Aldermen



Board of Aldermen will make decision and staff will implement the action

Evaluation Criteria #1

Is the principal legacy of the namesake and/or is the subject depicted fundamentally at odds with current community values?

- a. The City of Clayton today desires to be a diverse and inclusive community where everyone feels welcome and at home. In this spirit, we need to tell our full history, including that of the vibrant African American community that was once displaced.
- b. By telling the stories of those who came before us, we can better understand each other today.

Evaluation Criteria #2

What was the context at the time and is that something we want to continue to honor and embrace?

- a. From east of Hanley Road, west to Brentwood Blvd., north to what is now Forsyth, and south to Bonhomme (**see map in appendix**), generations of African American families lived, worked, worshiped and contributed to the livelihood of Clayton. The community was vibrant, despite persistent discrimination, limited economic opportunity, and political influence. Black Clayton residents were homeowners and renters, employed in various sectors as educators, laborers, domestics, and city workers. They established two of the first churches in Clayton, started businesses, and enriched the cultural life of Clayton in numerous ways.
- b. This community was displaced during the era of Urban Renewal to make way for a downtown business district. As people were displaced, the history of the black community in Clayton was largely erased. But thanks to the work of people like John A. Wright, Sr., Gwen Moore and the Missouri Historical Society, former Clayton High School teacher Donna Beard Rogers, and documentary filmmaker Emma Riley, we now have a detailed and rich history to tell.

Evaluation Criteria #2

What was the context at the time and is that something we want to continue to honor and embrace?

- c. When their neighborhood was zoned as commercial, it was not possible for African American families to find other housing in Clayton. Racially restrictive covenants were common throughout the United States including in Clayton. Although the Supreme Court decision *Shelley v. Kramer* deemed these covenants unenforceable in 1948, it wasn't until the 1968 Fair Housing Act that racial covenants were specifically outlawed.
- d. Urban renewal programs disproportionately impacted African American communities, leading to the slogan "Urban renewal is Negro removal." The short-term consequences were dire, including loss of money, loss of social organization, and psychological trauma. People were faced with either selling their home to developers or risk having their land taken by eminent domain. Long term, these practices led to disparities in wealth and education.

Evaluation Criteria #2

What was the context at the time and is that something we want to continue to honor and embrace?

- e. By telling the history of our African American community we are recognizing the true history of diversity and the pursuit of equity and inclusion in the City of Clayton, building a foundation for a more inclusive future.

Evaluation Criteria #3

Does the place name or commemorative object celebrate a part of history that we believe is fundamental to who we are and what we value? (Add, Remove, Amend)

- a. Add: We recommend that Clayton move forward to add historical markers and interpretative signage in public spaces to educate people about the African American community. We also recommend that the history on the website be amended to include recognition of this community history.
- b. Add virtual and/or physical walking tours that speak to the history of the African American community in Clayton.
- c. Add: We recommend the placement of public art or other interpretive content in a community park or other appropriate location.

Evaluation Criteria #4

Does the place name or commemorative object make a nuanced, complex history accessible to the public, or provide an opportunity to educate the public?

- a. The portrait does not presently offer a nuanced historical account and the setting is unlikely to accommodate a more complex and publicly accessible representation.
- b. By including the portrait in the context of an historical display, with accompanying interpretive material, Clayton's founding story can be told honestly and fully in accordance with the guiding principle "to productively engage history and never to erase it."

Evaluation Criteria #5

Does the place name or commemorative object restore histories that have been erased or not adequately represented, or provide an opportunity to educate the public?

- a. The African American community has been largely erased from the official history of the City of Clayton. We now have the information needed to tell that story in rich detail. And we feel it is incumbent upon us to do so.

Appendix

Sources

City of Clayton, Missouri, 2021. US Census Bureau. Online at: <https://www.census.gov/quickfacts/claytoncitymissouri> (accessed: March 22, 2022)

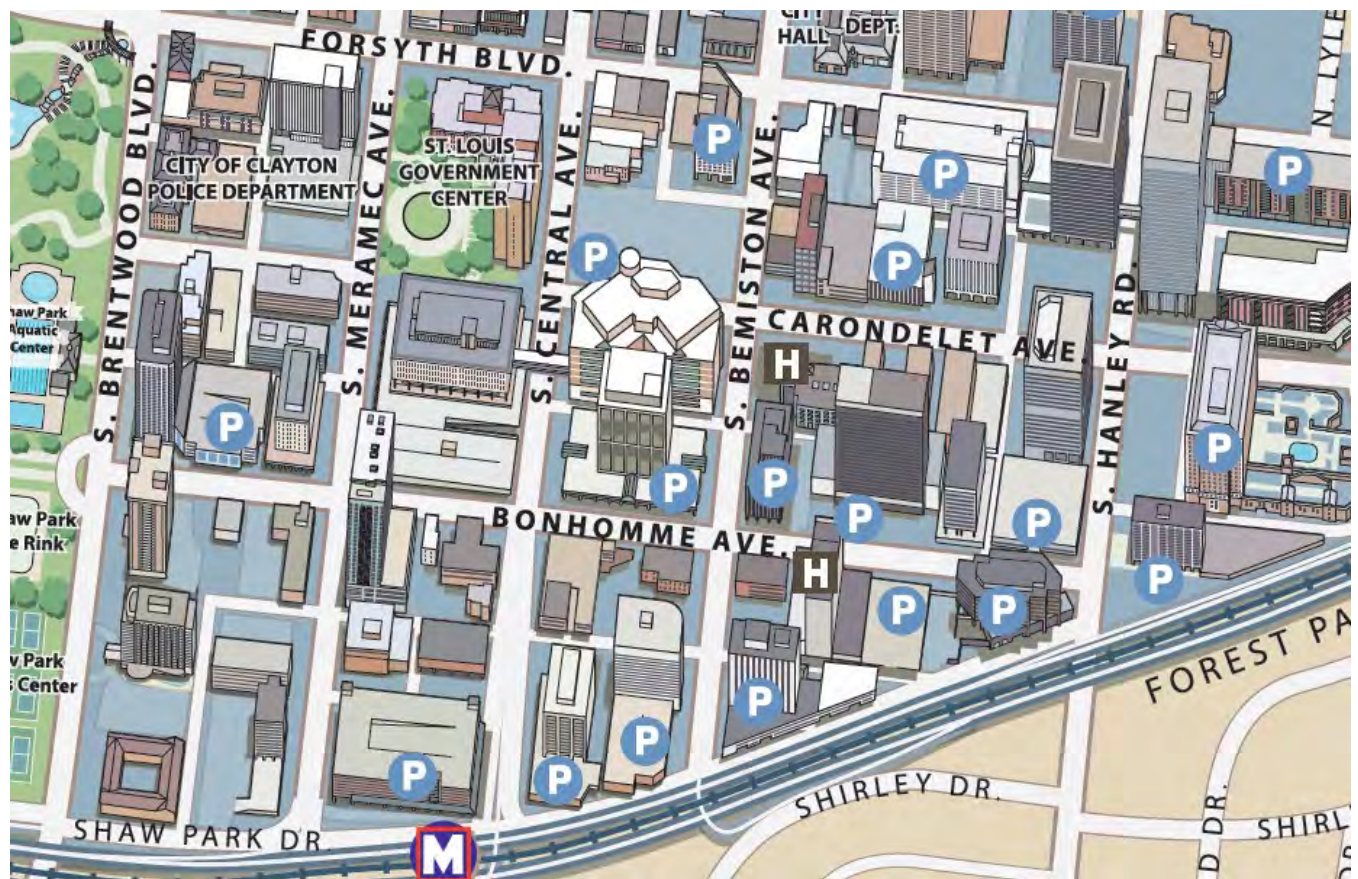
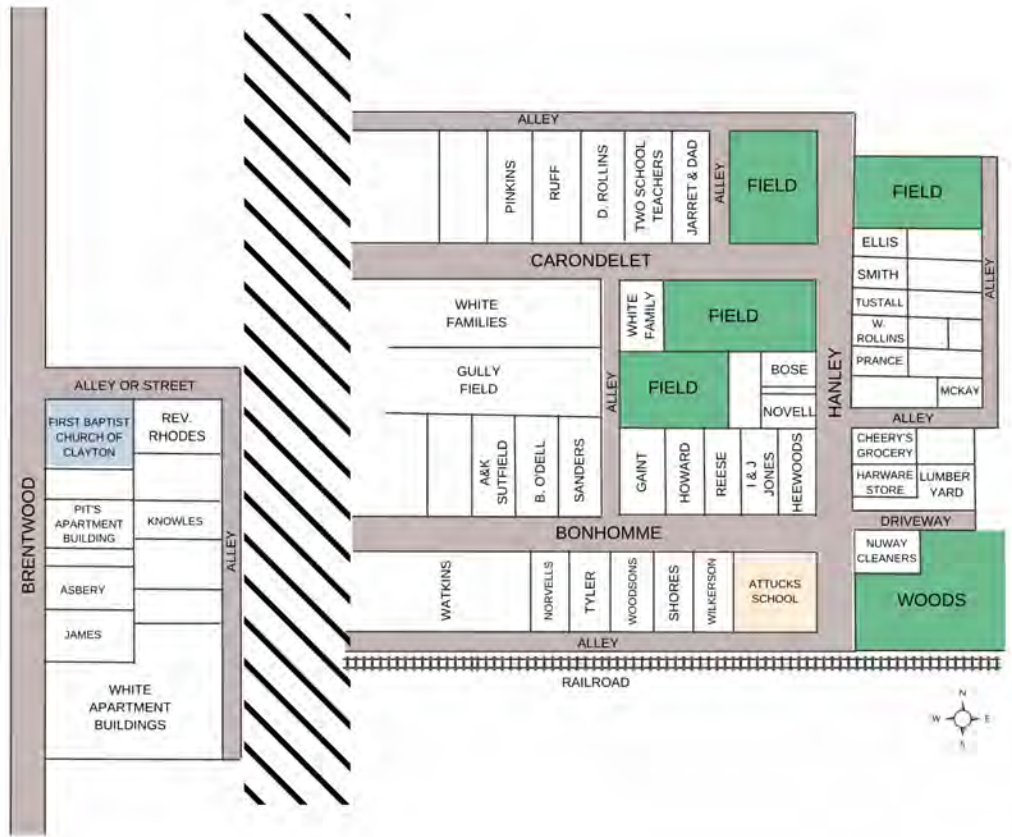
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Hier, Marshall D. "Duncan Shot a Hole in Brady's Breast." *St. Louis Bar Journal*, v. 50, no. 2, Fall 2003, pp. 40-43.

Missouri Secretary of State, Missouri Digital Heritage, Online at: <https://www.sos.mo.gov/mdh/> (accessed: March 22, 2022)

Riley, Emma (2020). Displaced & Erased Documentary Archive. Online: <https://emmakriley.com/displaced-erased> (accessed: February 23, 2022)

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CLAYTON THEN & NOW

Map of Clayton's African-American community identifying several households and institutions, as recalled by a resident of Clayton in the 1950s, reflecting the late-1940s to early-1950s population (Courtesy Donna Rogers-Beard).

Timeline: African American Community History of Clayton (Courtesy: Donna Rogers-Beard) - Red = DRB Notes
Community Focus; Blue = GW Community Focus

1880s

- 1880 First School at Coleman Avenue established, admitting both White(48) and Black children(3)
- 1889 May 28th, The Missouri General Assembly passed legislation ordering separate schools for children "of African descent" as part of the "Act to revise and amend...the Revised Statutes of Missouri of 1879"
- 1889 Rose Lee Taylor, daughter of James William Taylor and Ida May Taylor was born in Clayton. She was delivered by Dr. Caster, June 3, 1889. The *Watchman* reported the family lived in the city by 1898.

1890s

- 1890 March 9, *St. Louis County Watchman* reported that many Black male residents of Clayton were seeking employment as Pullman porters.
- 1890 July 17th, the *Watchman* reported that the African American citizens of Clayton have organized a Republican Club.
- 1891 August 25th, George Bailey was born to William and Ellen Bailey, African American residents of Clayton
- 1893 New elementary school built – Forsyth (White Only) - Black students remain at the original school on Coleman, which becomes known as the Colored School.
- 1893 First Baptist Church of Clayton bought land from the Davis estate to begin building a frame church. Founding members were Mrs. America Tyler, Jeff Tyler, Mr. William Bailey, Sr., Mrs. Molly White, Mary Williams, Robert Taylor, Robert Morris. The deed was recorded September 1894.

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- - 1894 Robert Taylor of Clayton and Alice Morris of Clayton married at the 1st Baptist Church of Clayton, by Rev. R. H. D. Williams.
- 1894 In June, the *St. Louis County Watchman* reported: “The Clayton colored school, Miss Mary Williams closed last Friday with the usual exercises. Those who witnessed the examinations speak in flattering terms of the progress of the school and the good work of the teacher. To her credit we must state that the work exhibited is far superior to what we expected and compares well with other good schools in the country. Miss Williams deserves to be encouraged.”
- 1894 July. Harrison Duncan, an African American resident of St. Louis, was hanged at the county jail in Clayton after an unsuccessful appeal of his conviction for the killing of a police officer. The case was tried in Clayton, and Duncan was represented by Walter Farmer, the first Black graduate of Washington University’s law school, who also became the first African American attorney to argue a case before the Missouri Supreme Court in his appeal of Duncan’s conviction. Following an unsuccessful final appeal to the USSC, and despite doubts that Duncan was guilty of first-degree murder, he was executed by hanging in Clayton on July 27, 1894.
- 1896 May 18th, In *Plessy v Ferguson*, the U.S. Supreme Court upheld segregation by law.
- 1896 July 10th, *Watchman* reported that Lulu Belle, aged 7 months, infant daughter of Giant Williams and wife of Clayton died of cholera.

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- - 1896 Oct. 9th, *Watchman* announced the death of Margaret Taylor, wife of the janitor of the courthouse. The news item did not say that the Taylor's lived in Clayton, but 1870 and 1880 census records show them in Central Township. The article did say "the funeral was largely attended by the [Black residents] of Clayton and vicinity."
 - 1897 Clarence McKinley Williams was born to Giant and Mary Williams.
 - 1897 July 1, Richard Hudlin, African American and a Republican, named first post-master of the Clayton Post-office
 - 1897 William Taylor's dog bit Mr. James Hazard's horse. The *Watchman* identified Taylor as an African American resident of Clayton.
 - 1897 Aug. 27th, The *Watchman* reported that Robert Morris, "a [Black] resident of Clayton," barely made it to his home after a long walk from his job in the city before collapsing from the heat.
 - 1897 Sept. 10th, *Watchman* reported: "Both the White and Colored schools of Clayton opened last Monday with good attendance."
 - 1898 Sept. 30th, the African American Republican Club of Clayton held a fund-raiser at the Saengerbund Hall.
 - 1898 Thomas Thurston, a Black citizen of Clayton, was found dead in his bed Sunday morning (*St. Louis County Watchman*, April 8th)
 - 1898 October 16th, George Coleman married Jannie Morris, both residents of Clayton.

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- 1899 April 28th, Richard Hudlin, postmaster, was elected secretary of a 1904 World's Fair fund-raising committee at one of the first meetings held in Clayton to discuss the fair; the meeting was held at the courthouse.
- 1899 Dec. 1st, Black teachers gathered at the Coleman School to reorganize their professional association.

1900s

- 1900 Emanuel Bechure (Belger) and wife Julia listed in 1900 census, occupation was Station Engineman, renting, live a few doors down from Frank Rauchestein (Advocate Newspaper). E. L. Belger sold his farm, near Olive Street and Woodsmill Road, to Albert Autenrieth, and moved to Clayton.
- 1900 Census lists several African Americans living in Clayton, including:
 - John Clayburn and wife Mollie as renters in Central, St. Louis, Missouri. By 1910, they are listed as homeowners at 432 Bonhomme.
 - George Coleman and wife Jennie own their home on Coleman Avenue mortgage free.
 - Mchugh(Mahalia) Bailey homeowner
 - Louis and Hattie Ellis listed as residents of Central. They own their home. October 12, 1900, their daughter Virginia Ellis died of consumption. The *St. Louis Watchman* stated she was the daughter of Louis Ellis, a respected Black resident of Clayton.
 - George and Janice Coleman own their home.
 - Robert Tayler and his wife Alice own their home
 - Ru and Hannah Saler own their home
 - John and Liddia Bouyer rent a home

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- 1900 Feb. 16th, the Post office Inspector audited the Clayton office and found a shortage of \$600.00. Postmaster Hudlin was arrested.
- 1900 Mar. 22nd, Richard Hudlin, the former postmaster and his family move to St. Louis.
- 1900 May 7th, Richard Hudlin found guilty of embezzlement of postal funds and sentenced to two years in the federal penitentiary.
- 1900 The Neighborhood Improvement Association of Clayton held a meeting at the courthouse and agreed to build a sidewalk along Forsyth boulevard to the Hanley Road, and down that road to Bonhomme Avenue and the African American school.
- 1900 June 22nd, Ms. Stella Jackson was named head at the school for African American children.
- 1900 August 15th, Post-Dispatch highlighted Jerry Curtis, a Clayton resident and janitor at the Clayton Courthouse, as the eloper's guide. The page 3 article included a picture of Jerry Curtis.
- 1900 Oct. 12th, The *Watchman* reported Black residents of Clayton had held a barbecue and fish fry which was well-attended by Blacks and Whites.
- 1901 April 17, 1901, Mahalia Bailey died in Clayton. She owned her property. 1900 census listed her occupation as a landlord
- 1903 Jan. 14th, Emanuel Belger, fireman of the Courthouse in Clayton, resigned to accept a position as copyist in Recorder Wetzer's office. William Bailey was appointed fireman by the County Court.
- 1903 Fannie Joshua born 212(122) Hanley.

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- 1903 *The St. Louis Republic* reported that the rented residence of Emanuel Belger, an African American copyist in the Recorder's office in Clayton, was burned to the ground in Clayton. Belger and his family barely escaped.
- 1904 Vivian, a baby boy, was born to Clayton residents, May and Giant Williams. He was delivered by Dr. Eggers.
- 1905 Reverend Rhodes became minister of First Baptist Church of Clayton. There were 67 members.
- 1905 June 2nd, Mrs. Alice Taylor, wife of Robert Taylor, died at her home in Clayton. They are listed as residents of Central District in the 1900 census.

1910s

- 1910 Enrollment at the African American school on Coleman was 40
- 1910 Jerry Curtis, nightwatchman/janitor at the courthouse, lived at 209 Hanley Road.
- 1910 Census. Population of Clayton is approximately 2000. There are an estimated 50 Black families, including:
 - Scott and Anna Howard owned/mortgage home at 441 Bonhomme(1930 census 7711 Bonhomme)
 - Hattie Ellis listed as a resident on Handley Road. She owns her home.

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- 1911 May 5th, the Clayton School Board reappointed Miss Emma Parker to head the African American school. Her salary was \$55.00, ten dollars less than the lowest paid white teacher in the district. In addition, at the African American school, two part-time teachers were hired at \$30.00 each.
- 1911 Enrollment at the African American school increased to 55.
- 1912 Ezzin Odell, wife of Robert Odell died at their residence at 429 Bonhomme. He was janitor at the County Bank. He was listed in the 1920 census. In 1924 he served on a jury.
- 1912 The Clayton School Board reported that 484 students were enrolled, 445 were white and 35 African American.
- 1913 Clayton incorporated. City Collector Henry Stecker completed a census of the city of Clayton. He stated there were 1,948 residents, 137 are Black (7%)
- 1913 July 25, resident Bill Bailey's amateur "Chocolate Babies" baseball team defeated the "Kirkwood Crows." The game was played in Clayton.
- **1920s**
 - 1920 Jerry Curtis, owns home free and clear at 209 Carondelet with his wife, Mary. Sarah Ellis owns her home at 120 South Hanley Road
 - 1922 Feb 3rd, the First Baptist Church began repurposing the old frame church into a new parsonage equipped with electric lights and a bathroom. March 31st, Rev and Mrs. Rhodes were in their new home.
 - 1923 Attucks School built at Hanley and Bonhomme

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- 1923 November 13th, *Watchman Advocate* reported that Rev. J. H. Clayburn died at his home, 7718 Bonhomme.
- 1924 May 14th, Robert Odell served on a jury.
- 1927 Giant Buchanan Williams, Sr. died. He owned home at 7713 Bonhomme.

1930s

- 1930 Missouri Association of Teachers publication states the total population of Clayton is 9,613; Black population is 342 (3.5%).
- 1937 May 23rd, Clayton Swimming pool was dedicated.
- 1937 Sept.10th, Abraham Williams died at St. Louis County hospital at age 64. The death certificate listed his home address as 7733 Carondelet. He was listed as a Clayton resident in the 1900 census.
- 1938 March 18th, famed contralto, Marian Anderson was the house guest of Mr. and Mrs. Grant Williams, Clayton, MO
- 1938 June 24th, Scott Howard, 100, died at his home 7726 Bonhomme, possibly in a house fire. His daughter Mary Jenkins and her two children escaped the fire.
- 1939 June 23rd, Attucks School, under the direction of principal, Mrs. Bodine Thomas, held graduation.

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1940s

- 1940 Feb. 23rd, Mayor Charles Shaw of Clayton, and mayors of Kirkwood and Webster Groves propose to the County Court for the county to build an outdoor swimming pool for county Black residents. At that time, it was reported that Clayton had a 250 Black population.
- 1940 Census:
 - Laura M. Williams, head of household, and her two daughters, Lucile and Clayda Williams live at 7723 Carondelet. Mrs. Williams is 73 and owns her home valued at \$9,000.
 - Ulyses Boler, home valued at \$4,000. 7719 Carondelet.
 - Martha Shores Blockman, owns her home at 7716 Bonhomme. Her home is valued at 4,000.
 - Louis Ellis, 56, owns home at 106 Hanley Road valued at \$3,000. He is a truck driver at the Municipal Garage.
 - Mary and Haywood Tunstall own their home at 116 Hanley. It is valued at \$1,000. Mr. Tunstall employed at 1st National Bank, porter-messenger.
 - Lewis Payne Woodson, owns his home, valued at \$3,000, at 7718 Bonhomme.
 - William and Martha Smith own 112 South Hanley Road. The home is valued at \$2,000.
 - Reverend Rhodes and his wife own their home at 216 Brentwood

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- 1942 Feb.20th, “Aunt Molly” White, remembered as a “Pioneer Negro of Clayton” succumbs. *The Watchman-Advocate* reports that she came to Clayton in 1887. Ms. White was one of the founders of the First Negro Baptist Church of Clayton. She was the sister of America Tyler.
- 1942 Sept 11th, the Advocate paper reported “Harrison Pitts, One of the County’s Pioneers, Dies.” He had been a resident of Clayton since 1900 and owned his home on Coleman Avenue by 1930. The 1910 census listed him as a renter in 1910 and 1900.
- 1944 Feb. 7th, Ms. Sarah Ellis died. She was 96. Her residence is listed as 120 S. Hanley, also, the home of her daughter and son-in-law Fannie and Joe France.
- 1944, July 21st, the *St. Louis American* reported the St. Louis County Branch of the NAACP held its Tuesday evening meetings at the Clayton Court House.
- 1945 Sept. 14th, trustees of Davis Place filed suit against Walbert Lum, Chinese, for operating his restaurant, Forest Villa at 7727 Clayton Road. The suit states the business is in violation of a restrictive covenant of the community that “no person shall rent, lease or occupy any property in this sub-division who are not wholly of the Caucasian race.”
- 1947 July 31st there was an exhibit and short program at the Attucks school to celebrate the end of the first summer recreational program for the school.

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- 1947 The Moorlands investigated African American custodians accused of violating restricted covenant by allowing family members to live with them. The covenant held that: “No person not wholly of Caucasian blood shall acquire any estate or interest in any land in said tract, nor be allowed to occupy any building erected thereon, unless employed as servants in the family of an owner or occupant of anyone or more of said lots.”
- 1948 Famous Barr opened
- 1949 August President Truman signed the American Housing Act of 1949 (Pub.L. 81–171), a landmark, sweeping expansion of the federal role in mortgage insurance and issuance and the construction of public housing. It was part of President Harry Truman's Fair Deal legislation.
- **1950s**
 - 1951 May 31st, the Post-Dispatch reported that African Americans were admitted to the Clayton pool for the first time.
 - 1953 March, Lewis P. Woodson of 7718 Bonhomme died. He lived in this place for 26 years according to the death certificate.
 - 1953 Aug. 17th, Martin Greenberg of Clayton wrote a letter to the Post stating that only Blacks were required to present proper identification cards to access the Clayton pool. He called this “lever of discrimination” meant to limit the use of the pool by Black Clayton residents, in keeping with “the current pattern of prejudice against the Negro.”

Timeline: African American Community History of Clayton (Courtesy: Donna Rogers-Beard) - Red = DRB Notes
Community Focus; Blue = GW Community Focus

- 1953 Sept. 18th, at the invitation of Margaret Dagen, CHS social studies teacher, famed baseball player, Jackie Robinson, was a guest speaker at Clayton High School.
- 1954 Schools integrated and Attucks closed. The five Black students enrolled at CHS were Lloyd Keys, Joanne McKinney, Elliot and Vernon Rawlings, and Erwin France.
- 1954 June, the Clayton School District appointed Miss V. Willene Jackson, former Attucks teacher, to serve as assistant psychologist. She was the first Black teacher assigned to an integrated Missouri School. She retired from Clayton at the end of the 1957 school term.
- 1954 August 26th, Mrs. Grant Williams (Laura) died at her home, 7723 Carondelet. In the 1940 census, the home was valued at \$9,000.
- 1955 May 18th- 29th, Clayton Missionary Baptist celebrates 50th anniversary. The last day of celebration, Mayor Jules Schweig attended and gave greeting from the City of Clayton.
- 1955 April 5th, Clayton is one of five municipalities to form a fair housing organization. Clayton's group obtained promises from real estate firms handling seven apartment buildings that the properties would be shown on a nondiscriminatory basis.
- 1955 Sept. 15th, St. Louis American reported that the Clayton Courthouse area restaurants were still refusing service to Black customers. Several weeks earlier the St. Louis County Branch of the NAACP appealed to the court to aid the organization in negotiating with those restaurants to serve Black customers. Black lawyers, litigants and jurors could not find places to eat around the Courthouse.

Timeline: African American Community History of Clayton (Courtesy: Donna Rogers-Beard) - Red = DRB Notes
Community Focus; Blue = GW Community Focus

- 1956 June 16th, Erwin France became the first Black graduate of Clayton High School.
- 1956 May 26th, Clarissa Start, columnist for the Post-Dispatch, wrote a column about Rev. Willis Louis Rhodes of First Baptist Church of Clayton. There were 600 congregants of the church at that time.
- 1957 McKay family take offer to sell, move to California in December. Their home was located at the present site of the carwash on Hanley Road.
- 1958 October, the master plan for Clayton was adopted.

- **1960s**
 - 1960 April 29th, some Washington University students held a sit-in at the Parkmoor Restaurant, 6737 Clayton Road because their integrated group was refused service.
 - 1960 June 17th, The *St. Louis Argus* reported that most Clayton restaurants and drug stores quietly opened their establishments to all races. This was done through an agreement between the local government and the businesses. Two restaurants did not comply.
 - 1961 September 29, 1961, the final service is held at First Baptist Church of Clayton. The congregation moved to 2801 Union. The church was renamed Clayton Missionary Baptist.
 - 1962, Nov. 23rd, arsonists damaged vacated First Baptist Church building.

Timeline: African American Community History of Clayton (Courtesy: Donna Rogers-Beard) - Red = DRB Notes
Community Focus; Blue = GW Community Focus

- 1964 March 18th, the Post-Dispatch reported “nine Clayton High School students will attend classes next week at Central High School in Little Rock, Ark. And meet with Gov. Faubus. Fifteen Little Rock High School students will spend the week attending classes at Clayton High and living in the homes of Clayton students.” At the time it was reported that there were about two or three Black students enrolled at Clayton High School.
- 1969 Ms. Emma Novel began teaching at Clayton High School. She and her husband were residents of Clayton for 50 years. She retired in 1973.
- **1970s**
- 1971 Post Dispatch wrote about the property at 7737 Carondelet Avenue being one of the last residential in the central business district. The property belonged to the Willmann family. Capt. Willmann, the owner of the property, who is White and a former sheriff, recalled “the old Negro settlement along Bonhomme Avenue” was the first to area to go commercial.

Timeline: African American Community History of Clayton (Courtesy: Donna Rogers-Beard) - Red = DRB Notes
Community Focus; Blue = GW Community Focus

2000s

- 2007 May 17th, the historical marker commemorating the Attucks School was placed at 7700 Bonhomme Avenue. There was a reception immediately following at Clayton High School.
- 2019 the Community Equity Commission of the City of Clayton is established to provide the Mayor and Board of Aldermen with an additional resource as well as special insight and guidance on matters of equity, diversity and inclusion.
- 2020 Clayton's Mayor's Commemorative Landscape Task Force is established "to provide guidance to the BOA for any potential changes to the city's current commemorative landscape in order to address community concerns that some items glorify racist or oppressive ideals. This could include adding new monuments that highlight important parts of Clayton history that have been overlooked."
- 2022 Mayor's Commemorative Landscape Taskforce recommends commemoration of the African American history of Clayton.

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Comments/Questions

Recommendation on Housing

Clayton Community Equity Commission

June 9, 2022

HUD Definition of Affordable Housing

- For renters, affordability means paying less than 30% of their income on housing, including rental and utility payments.
- For homeowners, affordability means paying less than 30% of their income on mortgage, utility, property taxes, and insurance payments. HUD uses Area Median Income (AMI) categories to provide a baseline definition of household income to support their housing policy and analysis.

How are “workforce” and “middle-income” housing different from “affordable” housing?*

“The term ‘workforce housing’ is most often used to indicate a program targeted at households that earn too much to qualify for traditional affordable housing subsidies. The largest rental subsidy program, [housing vouchers](#) funded by the U.S. Department of Urban Development (HUD), targets families making up to 50% of the median income for their metropolitan area (AMI). Households earning up to 80% of AMI are eligible to live in Low Income Housing Tax Credit ([LIHTC](#)) properties. Relative to these programs, workforce housing is most commonly intended for households with incomes between 80 and 120% of AMI.

The term ‘workforce’ housing is not only imprecise, it is [controversial](#): many poor households who receive federal housing subsidies [are employed](#), so why are those subsidies not considered “workforce” housing? While ‘middle-income housing’ would be more precise language, it raises some politically awkward questions.”

-- Brookings, “Workforce Housing and Middle-Income Housing Subsidies: A Primer” October 29, 2019

<https://www.brookings.edu/blog/up-front/2019/10/29/workforce-housing-and-middle-income-housing-subsidies-a-primer/>

Clayton Housing Snapshot*

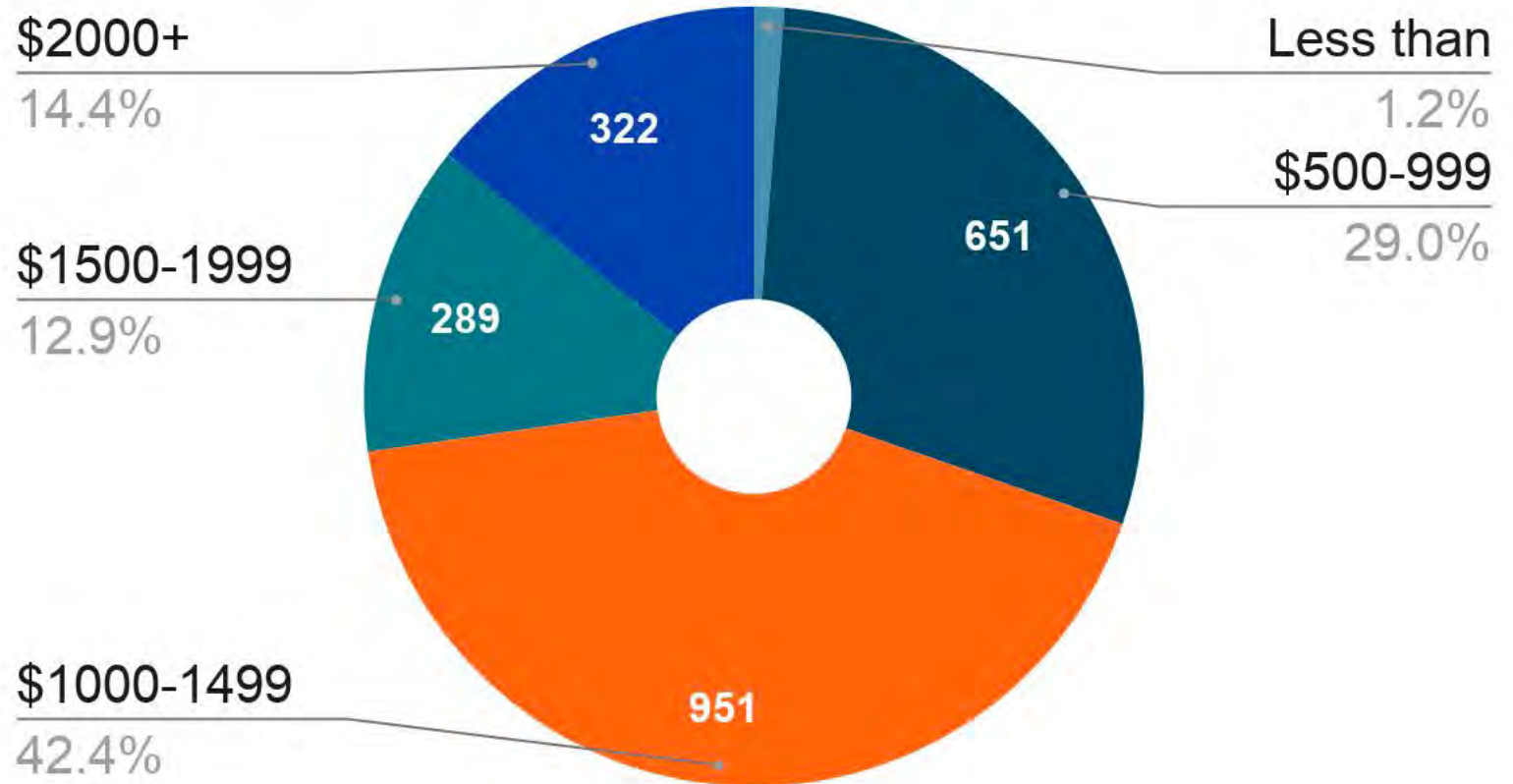
- 6,208 housing units
- 91% housing occupancy
- 41% renters | 59% homeowners
- 41% of renters are cost-burdened (paying >30% of income for rent)
- ~875 renter households are cost-burdened
- Median home value: \$633,400
- Median rent: \$1,249 per month
- 669 new housing units built in 2015-2019
- 93% of new build units were in multi-family buildings

*Affordable Housing Report Card, presentation to Clayton Equity Commission Update, January, 2022, Cristina Garmendia, Principal URBNRX

Clayton Rental Market vs. STL City & County

- Median rent in Clayton - \$1,249
- Median rent in City - \$828
- Median rent in County - \$983

Clayton Rental Market: Gross Rents in 2019



Clayton currently has 21 subsidized housing units:
1 Housing Choice Voucher + 20 Project Based Section 8

Medium Rent in Clayton of \$1,249 affords rental options for households at 80% AMI.

In 2019 Clayton passed an ordinance prohibiting landlords from discriminating based on source of income (SOI), people at 80% AMI are not currently eligible for housing subsidies.

St. Louis Metro Area Affordable Housing

St. Louis Affordable Housing Report Card, 2021 - <https://capture.dropbox.com/GYjojk7kqtvGhMM8>

For each income group, based on a 3-person household, we have identified the best match for affordable housing costs using the thresholds available from the American Community Survey:

Screenshot

- **0-30% AMI:** Affordable housing for families with incomes less than \$22,400 costs less than \$549 per month.
- **31-50% AMI:** Affordable housing for families with incomes between \$22,400 and \$37,350 costs less than \$999 per month.

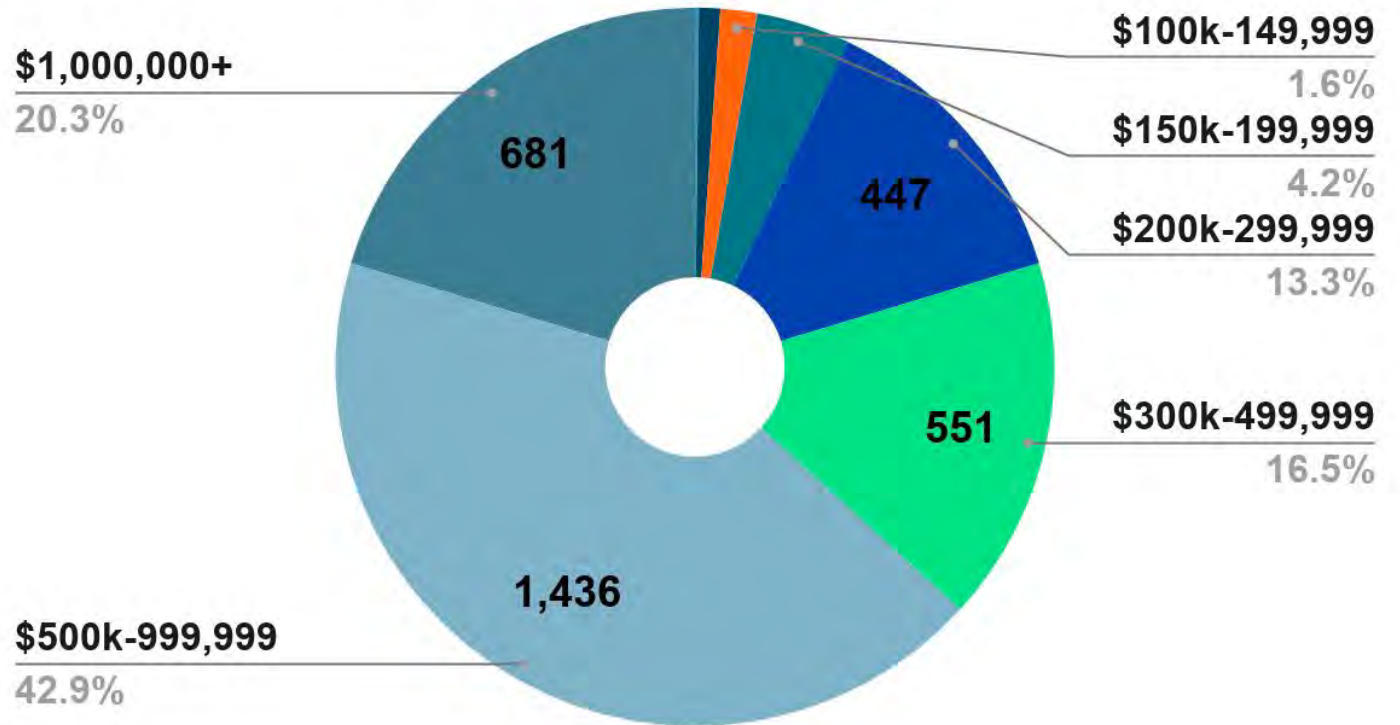
- **51-80% AMI:** Affordable housing for families with incomes between \$37,350 and \$59,700 costs less than \$1,499 per month.
- **81-100% AMI:** Affordable housing for families with incomes between \$59,700 and \$74,700 costs less than \$1,999 per month.

These thresholds are nearly identical for homeowner housing costs as reported in the American Community Survey, with the exception of the lowest income bracket where we use the cost threshold of \$599 instead of \$549.

Clayton Home Values vs. STL City & County

- Median home value in Clayton - \$633,400
- Median home value in City - \$138,700
- Median home value in County - \$198,800

Clayton: Value of Owner-Occupied Households

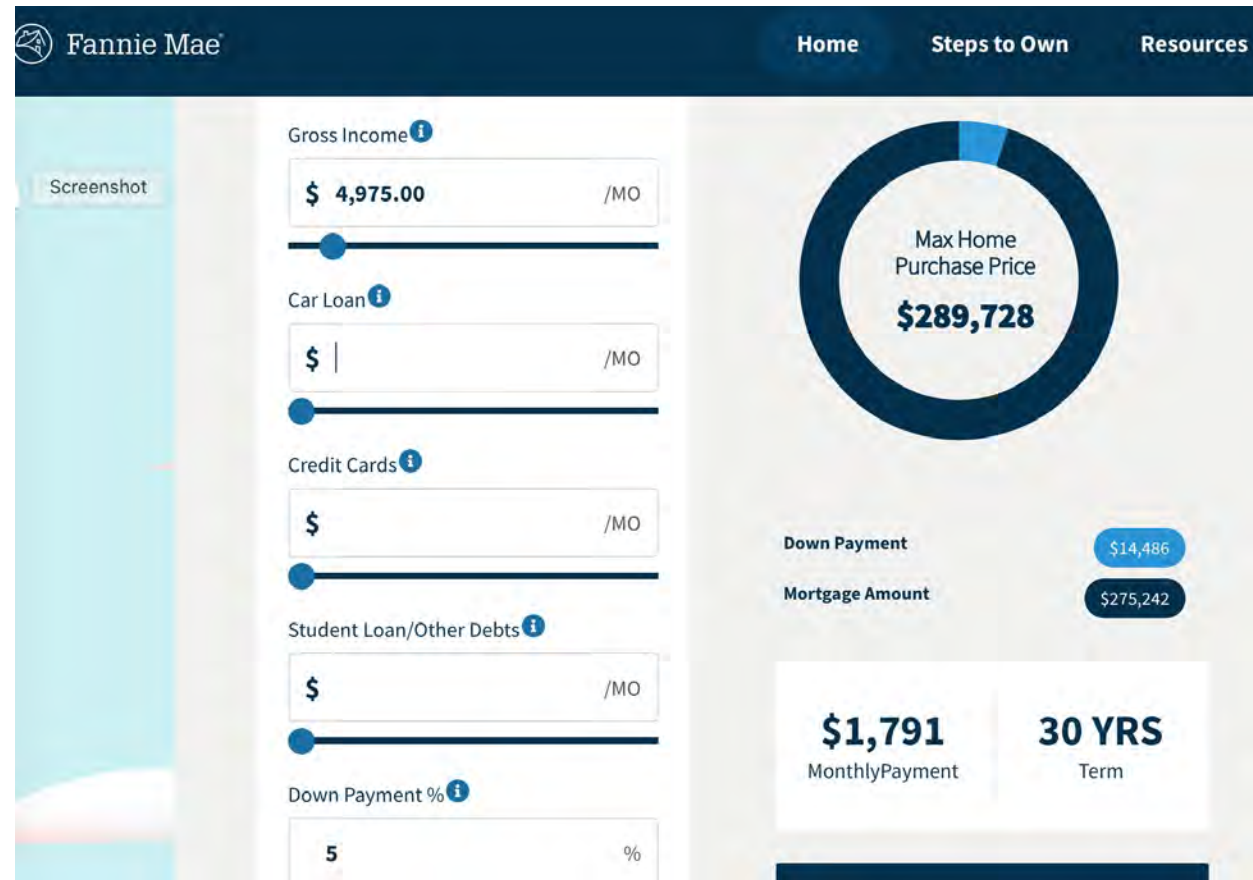


Clayton has no affordable options for home buyers

Medium Home Value in Clayton of \$633,400 is out of reach for households at 80% AMI.

Even assuming 5% down, no debt and a favorable credit rating, the maximum home purchase price for a gross income of \$59,700 is calculated by Fannie Mae to be \$289,728.

St. Louis Metro Area Affordable Housing



Input from Developers about PUD Credits for Affordable Housing

Green Street Real Estate Ventures & Midas Capital

- Land costs in Clayton are very high.
- Need to demonstrate project can hit certain returns to get financing on front end:
 - Need public support in the community
 - Need institutional partners who are invested in the area to collaborate
 - Need a developer who is willing to get below market return (~6%)
 - Need transparency in city approval processes; developers and lenders are looking for certainty of execution
- Affordable Housing Points in PUD are not a strong incentive since there are other, easier and less costly ways to gain points.

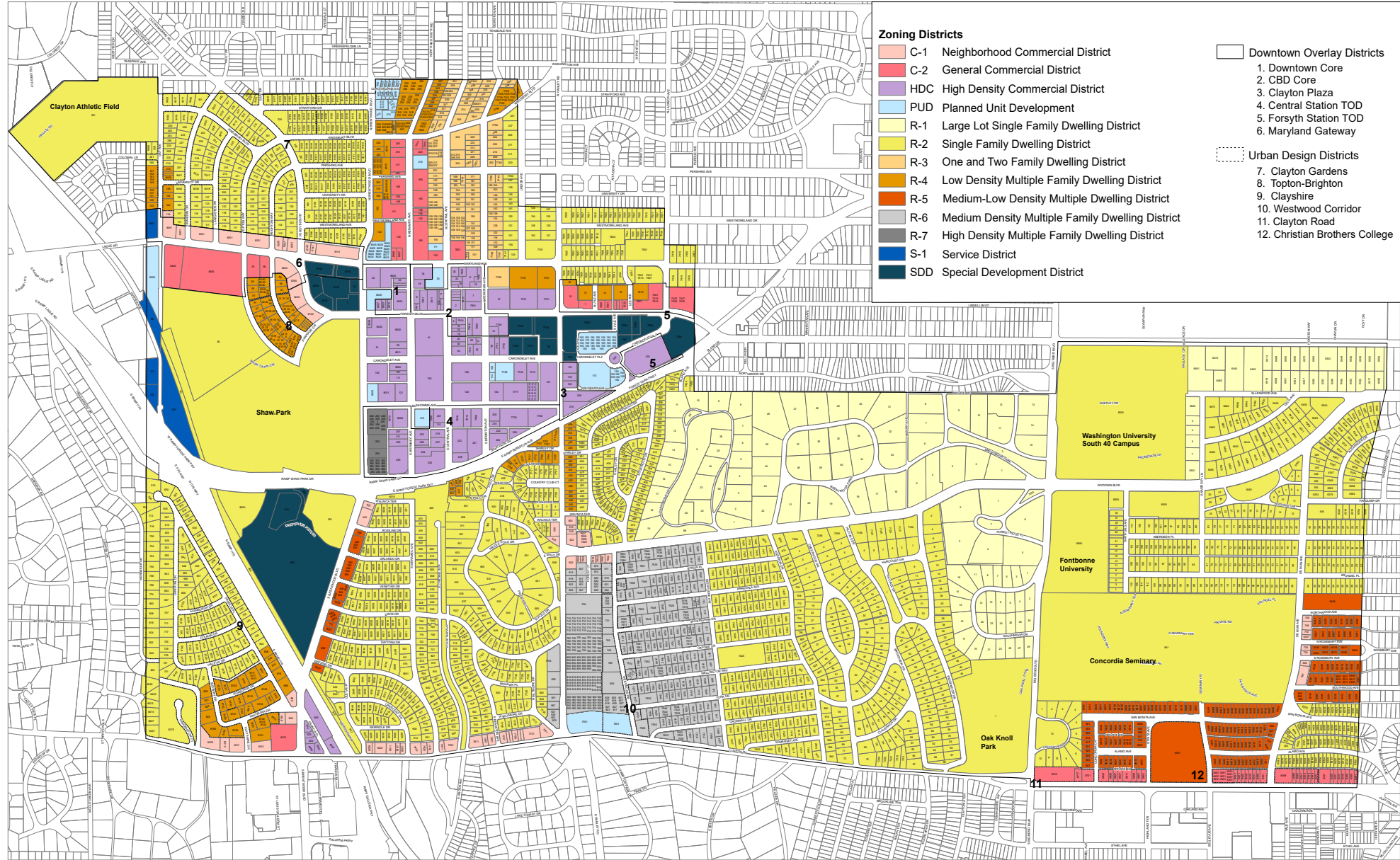
Brookings Institution recommendations for improving economic diversity of housing options in wealthier communities

- Consider taking steps to allow small apartment buildings by right in all neighborhoods (e.g., University Hills). Minneapolis and Oregon have already taken such steps.
- Streamline housing development process to make it shorter, simpler, more transparent and less uncertain, particularly for multi-family buildings.

Can these recommendations apply to Clayton?

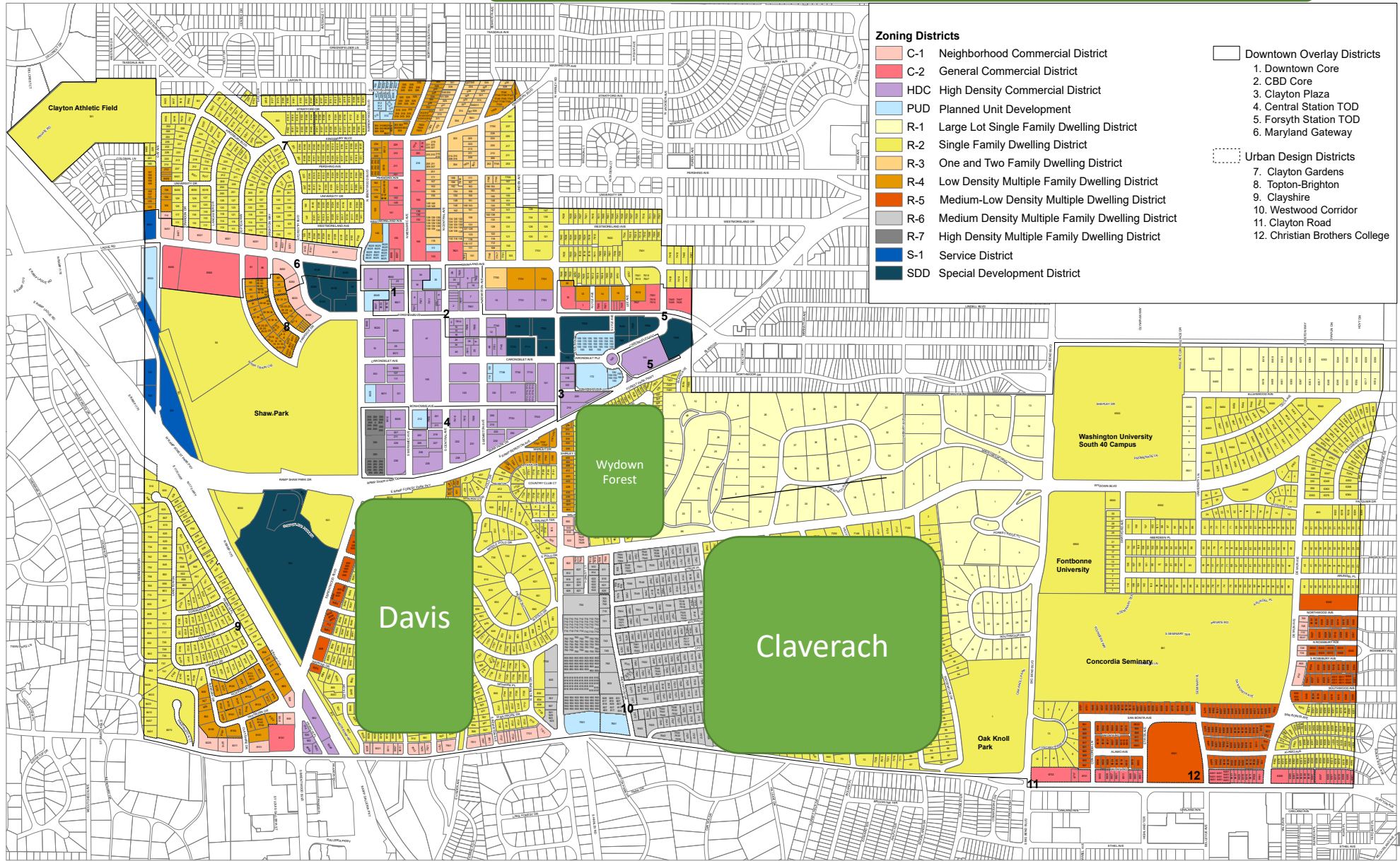
- Several neighborhoods in Clayton where legacy duplexes exist have been re-zoned as single family only – e.g., Claverach, Davis, Wydown Forest. This means that those two-family homes can be converted into a single-family residence but cannot be replaced by another duplex. Further, existing single-family homes cannot be modified into or replaced by a two-family dwelling.
- Two-family homes in Clayton can bring economic benefit to the City in terms of real estate taxes and well as a larger economic multiplier in the community in terms of local spending – i.e., two families buying groceries, visiting restaurants, picking up dry cleaning, as well as other goods and services commonly consumed in the local community.
- We are likely to see more families seeking multi-generational housing options in the future as Boomers age and more companies employ remote workers.
- Is this something the CEC should recommend for consideration to the BOA?

City of Clayton Zoning Map



City of Clayton Zoning Map

Neighborhoods with Existing Duplexes



Claverach



Wydown Forest

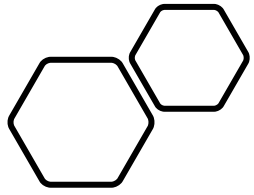


Davis Place



Davis Place





Davis Place



Clayton Neighborhoods Currently Zoned Single- Family

- Clayshire
 - Clayton Gardens
 - Davis Place
 - Polo
 - Moorlands (east of Glenridge)
 - Claverach
 - Old Town (Linden eastward)
 - Wydown Forest
 - Carrswold
- Brentmoor Park
 - Forest Ridge
 - Tuscany Park
 - Southmoor
 - Skinker Heights
 - Ellenwood
 - Hillcrest
 - DeMun/Hi-Pointe (east of DeMun on San Bonita & Alamo)

Clayton Neighborhoods Allowing More Than 1 Dwelling Unit

- Old Town (N Bemiston, N Central & N Meramec)
- Moorlands (west of Glenridge)
- Demun/Hi-Pointe (west of DeMun on San Bonita & Alamo)
- Topton/Brighton/Parkside
- North Polo (Shirley Dr)

How would this fit into current zoning?

Section 405.450 - Restoration of Damaged Non-Conforming Structures or Uses

When a building containing a non-conforming use is damaged by natural or manmade disaster to the extent of sixty percent (60%) or more of its replacement value, it may only be restored in conformance with the regulations of the Zoning Code. When damaged by fire, explosion, flood, winds or other acts of God or the public enemy or by any other cause unrelated or unattributable to the owner to an extent of less than sixty percent (60%) of its replacement value, a non-conforming building may only be restored upon the issuance of a variance by the Board of Adjustment. A right to continue a non-conformity may be lost if the damage is done intentionally by the owner or on behalf of the owner. **Insert exception for duplex in SF zoning**

How would this fit into current zoning?

Section 405.440 - Non-Conforming Uses

A. Any non-conforming use of part or all of a structure or any non-conforming use of land may be continued, so long as otherwise lawful, subject to the following provisions:

1. Ordinary repair and maintenance. Normal maintenance and incidental repair or replacement, installation or relocation of non-bearing walls, non-bearing partitions, fixtures wiring or plumbing may be performed on any structure.
2. Remodeling. No structure shall be remodeled unless the use thereof shall thereafter conform to all provisions of the Zoning Code. For purposes of this Section, the term "remodel" shall mean to reconstruct or relocate exterior walls, bearing walls or bearing partitions; or to substantially alter the exterior appearance of a building by adding or removing architectural elements by changing the roof line or by closing up or relocating door or window openings.
3. Expansion of use. No non-conforming use of a lot or building shall be enlarged, expanded or extended to occupy a greater area of a lot or building than was occupied on the effective date of this Zoning Code or amendment thereto and no additional accessory use, building or structure shall be established thereon.
4. Enlargement of building or structure. No building or structure that is devoted in whole or in part to a non-conforming use shall be enlarged or added to in any manner, unless such building or structure addition and the entire use thereof (both existing space and the addition) shall thereafter conform to all provisions of the Zoning Code.

How would this fit into current zoning?

Section 405.440 - Non-Conforming Uses

5. Moving. No structure that is devoted in whole or in part to a non-conforming use shall be moved in the whole or in part for any distance whatsoever, to any location on the same or any other lot, unless the entire structure and use thereof shall conform to all provisions of the zoning district in which it is located after being so moved.
6. Change in use. A non-conforming use shall not be changed to any use other than a use permitted in the zoning district in which the use is located. When a non-conforming use has been changed to any permitted use, it shall not thereafter be changed back to a non-conforming use. **Insert exception for conversion from duplex-SF-duplex**
7. Abandonment or discontinuance. In the event that the non-conforming use of any building or premises is discontinued for a period of one (1) year, regardless of any reservations of an intent not to abandon or resume such use, any subsequent use or occupancy of such structures shall comply with provisions of this Chapter including those of the zoning district in which the structure is located. **Insert exception for duplex in SF zoning**
8. Non-conforming accessory uses. No use which is accessory to a primary non-conforming use shall continue after such primary use shall cease or terminate.

Caveat

- According to multiple sources, single-family zoning originated in 1916 in the [Elmwood neighborhood of Berkeley, California](#) as an effort to keep minorities, specifically a Black dancehall and Chinese laundries, out of white neighborhoods.
- A Supreme Court decision in 1926, *Village of Euclid, Ohio v. Amber Realty*, declared that it was a legitimate use of the [police power](#) of cities to ban apartment buildings from certain neighborhoods:
“With particular reference to apartment houses, it is pointed out that the development of detached house sections is greatly retarded by the coming of apartment houses, which has sometimes resulted in destroying the entire section for private house purposes; that in such sections very often the apartment house is a mere parasite, constructed in order to take advantage of the open spaces and attractive surroundings created by the residential character of the district.”
- Undeniably, vestiges of disdain for multi-family housing linger to this day and would need to be dispelled prior to adopting a change that would return duplexes as permissible in the neighborhoods that were originally designed to include both single-family and two-family homes.
- Our intention would be to foster a conversation upfront that aligns with our City’s mission of being an “open, equitable, accessible and fiscally responsible government.”

From: [Kathleen Gund](#)
To: [Andrea Muskopf](#)
Subject: Public Comment for 6/9 CEC meeting
Date: Monday, June 6, 2022 5:45:26 PM

[CAUTION – EXTERNAL EMAIL]

Dear Andrea,

I will be unable to attend the upcoming CEC meeting. Can you please forward the following to the CEC members?

Dear Members of the Community Equity Commission,

I would like to thank the Housing Subcommittee for the work they have done so far exploring the issue of housing affordability within the City. At the meeting on May 19th, the perspectives of developers were presented. I heard that developers want to know whether or not residents are supportive of affordable housing. I am supportive of any efforts to provide affordable housing within our City, as well as other efforts to rein in the ever-increasing cost of housing.

The United States has a national housing shortage that has existed for some time, but has not gotten much press here until the past few years. Living in the Midwest, we were somewhat protected from the crazy housing costs that existed on the Coasts. Well, rapidly rising rents and home costs are now here. Those of us who "bought in" before the rapid escalation cannot sit by while more of our neighbors and friends and colleagues get squeezed by how much it costs simply to have a roof over their heads. And developers need to be a part of the solution.

Developers may fall back on the line about margins and profits and returns needed for financing to push back against incorporating affordable housing into projects, but they too have children and employees and friends and relatives who are being pushed out of where they would choose to live due to the escalating costs. They may have to make some adjustments to their expected rate of return to provide this community benefit. Recently, the City's Architectural Review Board issued a challenge to developers--*when you come to us with your project, bring us something special*. It was not a mandate. It was a challenge, and it appears to have brought a response.

So, I would like to suggest that the CEC recommend to the BOA to issue that challenge to developers--bring us some affordable, accessible, equitable options. Like all of us, developers want to solve problems and be proud of their work and are cognizant of their legacy. I would like to see multi-family projects with 10% affordable units. I would like to see a developer come to the city with a project that incorporates a group home for disabled adults. I would like to see a developer present an apartment project with units that are fully handicapped accessible.

Thank you for all the work you do for our community,

Kathleen Gund
329 N Bemiston Avenue

Andrea Muskopf

From: Virginia Weil <virginiaweil@yahoo.com>
Sent: Thursday, June 2, 2022 11:40 AM
To: Andrea Muskopf
Subject: Affordable housing for Clayton

[CAUTION – EXTERNAL EMAIL]

Good afternoon.

I am a Clayton resident writing to support affordable housing in Clayton. My husband grew up in Clayton and our family has lived in Clayton since 1985. When we moved here, Clayton had more diverse housing availability, but through the years, many of the buildings providing affordable units were torn down to make way for expensive high-rise condominiums. At the present time there are increasing numbers of teardowns of less expensive ranch style homes and building of larger luxury homes. Even housing for older adults on fixed income is now more expensive and unaffordable for many. Thus, as it becomes more expensive to purchase, rent or lease housing, I'm certain we agree that our community is becoming less and less diverse. The fact that your commission was established to find ways to support the values of inclusion, equity and diversity means to me that we all recognize the fact that our community is enriched by diversity and our children grow up with greater awareness and appreciation of how each person contributes to creation of community.

There are many possible and creative ways to address the goals of inclusion and one might be through affordable housing. I support providing incentives or actual requirements that all new apartment or condominium housing units include some affordable units. This has been done successfully in providing incentives to builders to provide ADA compliant units for people with disabilities at reduced cost and it should be possible for affordable housing as well. I hope you will consider this as you look for ways to improve our community.

Thank you.
Virginia Weil
8001 Davis Drive

Andrea Muskopf

From: Barbara Finch <barbarafinch01@gmail.com>
Sent: Wednesday, June 1, 2022 4:51 PM
To: Andrea Muskopf
Subject: comments for Clayton Equity Commission meeting

[CAUTION – EXTERNAL EMAIL]

Andrea, I would like to submit the comments below for the next meeting of the Clayton Equity Commission on June 9:

It has been interesting to observe the work of the Clayton Equity Commission during the past year. It has been especially interesting to hear about the work of the Equity Commission's task force on affordable housing. I am especially impressed with the research that Christine Schmiz has done on the subject of duplexes.

It is heartening to read in the "City Views" publication that the mission of the Clayton city government is to "foster a diverse and inclusive community." The reality is that Clayton is neither diverse or inclusive, and the major reason for that is that there is no affordable housing in the city. The average home price is over \$700,000. The least-expensive apartments rent for about \$1,200 per month for a studio or small one-bedroom.

The following action steps should be considered:

1. Change the zoning laws to permit duplexes and ADUs (accessory dwelling units) where single-family zoning is now in effect. ADUs should not be limited to family members.
2. Encourage the conversion of single-family homes into duplexes. Discourage the conversion of existing duplexes into single-family residences.
3. Encourage developers who are renting apartments at market rate to include a certain percentage of their units for low-income renters. This should be a requirement for developers who seek tax incentives from the city. Apartments that rent for \$800 to \$1,000 per month should be encouraged.
4. Look for creative ways to work with property owners on the periphery of downtown to consider incorporating quality, attractive affordable housing development on their land.

Clayton is an exceptionally desirable community. It has great schools, parks, and easy access to transportation. County government services are located here.

However, the people who work here, by and large, cannot live here. Only one employee of the city government lives in the city. School teachers, who begin their careers with a salary of about \$45,000 per year, cannot find housing for their families. The nurses aides at Barnes Extended Care and the servers and housekeepers at the Barclay House cannot afford to live here. Neither can the staffers in the County Prosecutors office or most members of the county police force. We need all of these people and more, including the servers in our restaurants and the housekeepers in our hotels and office buildings.

In order to create the diverse and inclusive community that Clayton says it wants, city officials must begin to initiate change. In many cases perception is reality, and the perception is that affordable housing lowers home values in a community. The reality is that there are no credible studies to suggest that affordable housing lowers property values or invites crime.

I look forward to seeing how the Clayton Equity Commission can begin the change that Clayton needs so that all people can live, work and thrive in this community.

Respectfully submitted:

Barbara L. Finch
230 S. Brentwood Blvd, Apt 9A
Clayton, MO 63105
314-681-6152
barbarafinch01@gmail.com

Member, Affordable Housing Task Force
Women's Voices Raised for Social Justice
housingjustice@womensvoicesraised.org