# RECONNECTING FISHTOWN TO ITS WATERFRONT: REDEVELOPMENT OF THE PECO PLANT & ITS URBAN CONTEXT

### Introduction

As its name suggests, Fishtown's history is deeply embedded in its connection to the Delaware River. In addition to fishing, the waterfront once served as the source of much of Fishtown's industry, commerce, and recreation. Today, however, industry is virtually nonexistent, and Fishtown's connection to the river is no longer as apparent. Currently underutilized, the vitality and accessibility of the waterfront is threatened by potential casino and high-rise development, the expansion of Interstate 95, and other insensitive uses.

The Delaware Station PECO plant and adjacent Penn Treaty Park are prominently situated along the Delaware River, but suffer from limited use due to their segregation from the rest of Fishtown. This insularity is compounded by the interference of major thoroughfares such as I-95 and Delaware Avenue. At present, dangerous

intersections along Delaware Avenue, unsafe underpasses, and a general lack of parking make the site hard to access by both pedestrians and vehicles. Penn Treaty Park serves as the only open space that allows access to the waterfront, and while it is utilized by local residents, the approach to the park is unwelcoming and oftentimes dark and unsafe.

Additionally, the surrounding area is privately owned and very industrialized with transformers and imposing chain link fences, which further restricts access to the waterfront. General improvements to the waterfront and urban context would ultimately provide a more welcoming environment and would facilitate dialogue between the residential areas of Fishtown and the waterfront.

# **General Program**

In order to reclaim Fishtown's waterfront, an urban design program was created to address the relationship between Penn Treaty Park, the PECO plant, waterfront, and surrounding neighborhoods. The objectives of the urban design scheme were aligned with the policies recommended in this report, including the preservation of architecturally and culturally significant fabric, as well as avoiding privatization of the waterfront. Social and economic objectives were imperative for creating a project that would both benefit and be well-received by the community. These included providing the community with an affordable grocery store, economic rejuvenation through the creation of jobs, increased retail, improving recreation space, and maintaining public access to the waterfront. The purpose of this exercise was to capture market demand for the area while promoting sensitive development practices through the preservation of existing open space and historic fabric.

"Delaware Station" as the project center and surrounding area has been branded, is a comprehensive development strategy to bring office, retail, residential,



Figure 1: Current Waterfront Conditions. Source: Eldra Walker.

and recreational uses to the site and its surrounding environment, and to improve the connection between Fishtown's neighborhoods and the waterfront. The three phase project necessitates the assemblage of land, demolition of existing buildings, and historic preservation to create a dynamic, functional, and aesthetically pleasing product. Project elements include: adaptive reuse of the PECO Plant as retail and office space, creation of affordable and market rate residential units that provide a low-scale alternative to high rise construction, development of additional retail facilities including a grocery store, construction of a parking garage, expansion of recreation space, improvements to Penn Treaty Park, and access improvements between Fishtown and the project site. Because of the scope of the project, it is expected that a partnership between the public and private sector would be needed in order to realize the Delaware Station project, and that the public sector would need to take the lead in acquiring the land necessary for the project. This land assembly would include purchase of the PECO plant, and relocation of the PECO facilities. Reconnecting Fishtown to its Waterfront: Redevelopment of the PECO Plant & its Urban Context



Figure 2: Delaware Station Logo. Source: Mandy Davis.

\*Please see the attached marketing brochure for a synopsis of the program.

### **Market Demand**

A preliminary market analysis was conducted to determine whether demand would support the Delaware Station project. The Fishtown neighborhood and the surrounding community are densely populated, and have few major retailers. Restaurants and recreational uses are also particularly lacking in the Fishtown area. As has been noted elsewhere in the Studio report, the ethnography study revealed that Fishtowners are eager for more services, such as grocery stores, pharmacies, as well as restaurants. The Delaware Station project seeks to meet this market demand by providing a grocery store and a number of restaurants, retail and recreational uses. Based on recent high-rise residential development proposals, there is evidence of strong residential demand in Fishtown that this project seeks to capture.

In light of the pending decision regarding the location of casinos along the Fishtown waterfront, the Delaware Station project may also present an opportunity to meet demand associated with casino uses. Casinos will draw people from through the region, creating a need for new services and additional noncasino related recreation. The Delaware Station project could potentially serve as a destination for casino patrons looking to shop or eat outside of the casino facilities. However, independent of the casino development, an in-depth market study is recommended in order to fully understand market demand for the proposed Delaware Station project.

### **Reuse of the PECO Plant and Development of Additional Retail Space**

The adaptive reuse of the PECO plant will provide retail space and office space, as well as restaurants for the neighborhood. The reuse program includes demolition of the 1953 annex to the northeast of the original power station and a new building to house a grocery store and a parking structure for visitors. These improvements would be well aligned with the social objectives of the project, providing the community with much needed services.

### **Recreation Improvements**

Immediately adjacent to the PECO Plant, improvements will be made to Penn Treaty Park. These will include landscaping with new amenities such as benches and plazas along the waterfront. A walking trail will be developed along the edge of the river, which will connect the project areas to the greater Philadelphia area.

### **The Urban Connection**

Project plans would not be complete without a concerted effort to foster a relationship between the community and prescribed improvements. The connection between the waterfront and residential neighborhoods of Fishtown was first strained in the 19th century with the installation of rail lines along the waterfront, and most recently complicated with the construction of I-95 in the 1970's. Today, the freeway and its planned imposing expansion present significant psychological and physical barriers between the residential neighborhoods and the waterfront (see Figure 3.) The section provided is cut through Columbia Avenue from the waterfront at Penn Treaty Park to the residential neighborhood. The PECO Plant in the background and the height of the overpass structures compared to the row houses illustrate the variation of scale in the neighborhood that needs to be mediated. The highlighted section of this graphic represents I-95, off ramps for the freeway, Delaware Avenue, and the large portion of land dedicated to transportation infrastructure and the urban disconnect it has created. Suggested improvements will be made to the freeway underpasses at Columbia Ave., Palmer Ave., Marlborough St., Montgomery Ave., Shackamaxon St., and Frankford Ave., which will contribute to the aesthetics and security of the area, facilitating a welcoming transition between the residential area and the waterfront.

Reconnecting Fishtown to its Waterfront: Redevelopment of the PECO Plant & its Urban Context



Delaware Station presents an exciting opportunity to service and benefit Fishtown residents and surrounding communities. The adaptive reuse of the PECO plant, along with new office, retail, residential, and additional recreational uses will aid in transforming the Fishtown waterfront into a vibrant destination. Sensitive development will undoubtedly act as a catalyst for future development, while endorsing the integration of design and historic preservation. Promoting the area as a resource and capitalizing on the recent influx of market demand, the waterfront will be a resource to its community, positioned to align the history of Fishtown with future development.

### Comparable Study – Chattanooga, TN

In order to determine the best and most plausible approach for revitalization efforts along the Delaware waterfront, it was imperative to examine other successful waterfront reclamation initiatives. While Fishtown may be compared to a multitude of industrial cities, it can perhaps gain the most by looking at Chattanooga, Tennessee. Since 1985, Chattanooga has undertaken a major planning initiative, dedicated to a "return to the river." Their aggressive community-based approach has gained the city international recognition for its commitment to planning and design. Many parallels may be drawn between Fishtown and Chattanooga: both were major industrial ports that suffered from deindustrialization, both witnessed environmental pollution, both possess waterfronts amputated by major thoroughfares, and both claim home for delicious snack foods (Fishtown for its Tastycakes, and Chattanooga for its Moon Pies).<sup>1</sup>

Once a major industrial center, Chattanooga's manufacturing economy experienced a steep decline and by 1969 was plagued with arrant pollution, a

Figure 3: Section Thru Columbia Avenue. Source: Jennie Graves.

<sup>1</sup> Hargreaves Associates. "The 21st Century Waterfront Executive Summary: Chattanooga, Tennessee." May 2002. <<u>http://www.rivercitycompany.com/pdfs/media/</u> waterfront\_exec\_summary.pdf>

byproduct of their industrial practices. As a result the city was proclaimed "the dirtiest city in America." Today, however, major redevelopment efforts have purified the city's air, revitalized its downtown and waterfront, and garnered international success.<sup>2</sup>

In 1982 Chattanooga hosted Vision 2000, a community planning process aimed at restoring their downtown's vitality by the turn of the century. Implemented in 1985, the plan called for \$750 MM worth of mixed use development and the enhancement and conservation of 22 miles along the Tennessee River corridor.<sup>3</sup> The plan came to fruition in the 1990's with the construction of the Tennessee Aquarium and Creative Discovery Museum.<sup>4</sup> But by 2002, Mayor Corker believed the largest impediment to reconnecting citizens to the Tennessee River was the state owned Riverfront Parkway.<sup>5</sup> He was successful in urging the state to give the road to the city. Soon after, the city unveiled both the 21<sup>st</sup> Century Waterfront Plan and a transportation and urban design plan for the city. Corker announced his goal of making the plans a reality by May 2005, slating completion of work in just 35 months.

The \$120 MM plan included major expansions of the aquarium and museums, as well as a new public pier, riverfront park, wetlands area, Trail of Tears passage, and an adventure playground. It also provided a hard-edge shoreline suitable for mooring leisure boats and strong pedestrian connections between all of the projects.<sup>6</sup> \$69 MM in public funds was secured through a hotel tax<sup>7</sup> and approximately \$51 million in private sector contributions was raised by the Tennessee Aquarium, Hunter Museum, and Creative Discovery Museum in just 90 days.<sup>8</sup>

The 21<sup>st</sup> Century Waterfront Plan encompassed 129 acres and built upon central themes such as: connecting the community to and along the river; creating a 24 hour riverfront; and providing a unique and authentic experience. Mixed-use neighborhoods, areas designated for recreational activities, and preservation of both architectural fabric and nature supported these themes, allowing Chattanooga to celebrate its history while directing its future through design.<sup>9</sup>

The 2001 Transportation and Urban Design Plan for the Chattanooga Riverfront Parkway was crucial to the success of the waterfront redevelopment. A stretch of highway along the edge of the downtown and river that created a barrier to the river, the plan redesigned the road into a pedestrian friendly street that "connects, not divides, downtown and the Tennessee River." This traffic calming plan served to: build new simple city street intersections to improve accessibility to the parkway and decrease traffic demand, better connections for pedestrians, cyclists, and motorists; provide opportunities for aesthetic

- 2 Naylor, Kenneth. "About Face: How Social Capital Transformed Chattanooga," The Next American City. Issue 3, October 2003. <a href="http://www.americancity.org/article">http://www.americancity.org/article</a>. php?id\_article=66>
- 3 Chattanooga Area Chamber of Commerce. "21st Century Watefront Plan Fulfills Chattanooga's 20-Year Vision." <a href="http://www.chattanooga-chamber.com/newsandvideo/Trend\_summer\_04\_pge10.asp">http://www.chattanooga-chamber.com/newsandvideo/Trend\_summer\_04\_pge10.asp</a>
- 4 Ibid.
- 5 Ibid.
- 6 Ibid.
- 7 Sobchak, Peter. "A River Runs Through It." Building Magazine. April/May 2005. <http://www.building.ca/archive05/am05/am05\_chattanooga.htm>
- 8 Chattanooga Area Chamber of Commerce.
- 9 Hargreaves Associates.



**Figure 4:** Chattanooga's Reclaimed Waterfront Grand Opening. Source: www.waterfrontchattanooga.com.

improvements and redevelopment; maximize development opportunities along the river; remove traffic before it reaches downtown; create an urban street, not a freeway; provide additional and better routes; promote the use of downtown streets; and implemented consistent pavement texture, signs, street lighting, parking, and sidewalks. Perhaps the most innovative aspect of the plan was the decision to turn the parkway into a boulevard, reducing it from 4 lanes to just 2 lanes. This was based on the fact that industries that once produced large volumes of truck traffic were no longer doing so.<sup>10</sup> See *Figures 5 & 6*. Reconnecting Fishtown to its Waterfront: Redevelopment of the PECO Plant & its Urban Context

Today, Fishtown can look to Chattanooga as an example for urban design, sensitive and appropriate development, waterfront revitalization, and historic preservation. The city chose to preserve and improve its most valuable asset: the waterfront. Fishtown should look for similar opportunities to celebrate its history by reconnecting to the Delaware River. Mixed use development tempered with public access will allow the area to serve the community as it once did so many years ago. In addition, much like the Riverfront Parkway, I-95 and Delaware Avenue serve as physical and psychological barriers to Fishtown's waterfront. This problem, however, will only worsen with the expansion of the I-95 Girard Avenue Interchange. As a result, Fishtown will remain segregated from its asset, rather than connected like the citizens of Chattanooga.

### **Girard Interchange Expansion**

Located between the Vine Street Interchange and the Allegheny Avenue Interchange, the Girard Avenue Interchange (exit 23) will be reconstructed to increase from 3 to 4 lanes in each direction and improve highway signage, lighting and drainage. While PennDOT cites that the road is operating above its designated capacity with 173,000 vehicles per day, the expansion of the Girard Interchange could be approached much like Chattanooga reconfigured their parkway.<sup>11</sup> Bigger does not necessarily connote better. Chattanooga's parkway proves that widening road systems is not the only solution for reducing traffic, and that traffic calming measures are important for the creation of desirable and accessible sites. The image provided shows the impact the expansion will have on the surrounding environment (see Figure 7.) The schism between the residential neighborhoods and the waterfront is predicted to increase as a result. Residents of Fishtown and neighboring towns as well as city officials should examine alternative transportation solutions if they hope to reclaim their waterfront. The \$350 MM interchange project is slated for work to commence in 2009.

This report will look at the program for the Delaware Station project in detail. The following section will discuss the scheme for the adaptive reuse of the PECO Plant, and the subsequent section will address efforts to provide additional retail, residential, and recreational uses on the site, and better connect the project to Fishtown. The final section will discuss suggested project financing.



Figure 5: Previous Chattanooga Riverfront Parkway. Source: Glatting, et. al.



Figure 6: Proposed Chattanooga Riverfront Parkway. Source: Glatting, et. al.



Figure 7: Girard Interchange Expansion. Source: www.95revive.com.

<sup>10</sup> Glatting Jackson Kercher Anglin Lopez Rinehart, Inc.. "Transportation Urban Design Plan for: Chattanooga Riverfront Parkway." May 2001. <a href="http://www.rivercitycompany.com/pdfs/media/riverfront\_plan.pdf">http://www.rivercitycompany.com/pdfs/media/riverfront\_plan.pdf</a>

<sup>11</sup> PADOT District 6. "Girard Interchange Ramps." < http://www.95revive.com/ GIR/gir\_main.cfm>

# **PECO Plant Reuse**

### **Historical Background**

At the beginning of the 20th century, the Philadelphia Electric Company (PECO) embarked on an ambitious plan to expand a market for their most intangible and misunderstood product, electricity. To advance its public image of a well-managed, reliable provider of electricity, PECO, while engineering its system with progressive technology, chose to house its product in an architecture of reassurance, Classicism. PECO's campaign included the construction of four massive power stations along the Schuylkill and Delaware Rivers, two of which were the Chester and Delaware Stations. Built on the banks of the Schuylkill River in Chester, Pennsylvania, the Chester Station was recently converted into an office building. This adaptation provides an informative model from which to plan the reuse of Fishtown's Delaware Station and will be discussed in this section.

In concert with their vision to build in a bold classical style, PECO contracted prominent Philadelphia architect, John T. Windrim, and W.C.L. Eglin to design the Delaware Station, and construction began in 1917 (see Figure 8.) Built to house power, the station design was based on the amount of space needed to accommodate a certain number of kilowatt hours. The Delaware Station ultimately housed an impressive 183,000 kilowatts. The plan of the building was strategically laid out to support the most efficient production system; the process began on the Delaware River where barges delivered coal to the Coal Tower located on the pier. The coal was transferred to the Boiler House by a conveyor system (which has been removed) and fueled the boilers, which in turn fired the turbines installed in Turbine Hall (see Figure 10.) Connected to Turbine Hall, an operating room functioned as a control room for the plant's distinct, yet interdependent operations. The final room, the Switch House, provided the inshore entrance and housed circuit breakers, reactors, and other equipment. To better understand the layout of the building, see section drawing, Figure 14.

Today, PECO uses only the front half of the building, and for their reduced operations, relies upon the original 85 to 90-year old equipment that is becoming increasingly obsolete. Independent of the building's operating status, the PECO's Delaware Station stands as a monument to an extraordinary period of changing technology, urban development, and civic struggle. In that light, the reuse of this building is well suited to pioneer and stimulate the next period of urban development in Fishtown.

Because of its architectural significance, it is believed that the Delaware Station PECO plant would easily qualify for listing on the National and/or Local Register of Historic Places. The building must be listed to employ the Historic Tax Credit, which will greatly increase the feasibility of this project and will be discussed in the section on financing. The tax credits were also crucial to the success of the redevelopment of PECO's Chester



Figure 8: Site work for construction of Delaware Station, Photo taken 24 Oct 1919. Source: PECO Archives.



Figure 9: Delaware Station from Penn Treaty Park. Source: Joe Elliot.



Figure 10: Interior of Turbine Hall, Delaware Station. Source: PECO Archives.

Reconnecting Fishtown to its Waterfront: Redevelopment of the PECO Plant & its Urban Context

### **Chester Station**

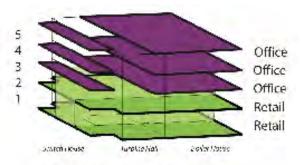
As part of PECO's building campaign, construction on the Chester Station preceded the Delaware Station, and provided a good benchmark for PECO's subsequent buildings. Likewise, the reuse of the Chester Station was completed in 2003 and provides a similar benchmark for the reuse of the Delaware Station. As a private development project executed by Preferred Real Estate, Inc., the building was converted into approximately 425,000 SF of office space. With extensive demolition of the industrial equipment and the construction of three new floors in the Boiler House, the project took nearly five years for construction to be completed and the spaces fully leased. However, since the Switch House was not nearly as complicated as other spaces, the office space there was leased up two years into construction. The phased completion of different sections of the building allowed for spaces to be gradually leased up. The income stream from the leased spaces continually boosted the project's net cash flow. In addition, the Chester Station project made use of the Historic Tax Credit and the Keystone Opportunity Zone. Both Miguel Pena of Preferred Real Estate, Inc. and preservation consultant Suzanne Barucco declared that both tools were key to the project's financial feasibility. Without the tax credit and opportunity zone, they may not have even pursued the project in the first place.



Figure 11: Chester Station during construction. Source: Blackney Hayes Architects.



Figure 12: Chester Station after its recent rehabilitation. Source: Blackney Hayes Architects.



**Building Program Diagram** 

Figure 13: Building Program. Source: Ellen Buckley.

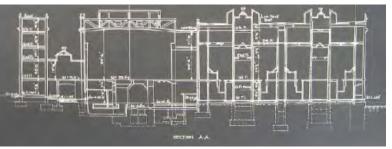
### **Building Program**

As outlined previously, the adaptive reuse of the PECO plant will be part of a comprehensive strategy to bring office, retail, residential, and recreational uses to the site and its surrounding environment, and also serve to improve the connection between Fishtown's neighborhood and the waterfront. The PECO Plant offers approximately 575,000 SF of rentable space that can be adapted to a variety of different uses. Although many combinations of uses are possible, this report proposes a mix of office and retail for the building. A preliminary market study suggests that development of office and retail space would be best supported by demand. The first two floors of the building will be used as a retail center, with a mix of tenants including apparel and home furnishing stores. The upper floors will be designated as office space. In addition to these uses, the center will include a number of restaurants, as well as a larger restaurant in the Coal Tower. The graphic to the right provides an abstract diagram of the uses for the building, with the retail on the first two floors and offices on the upper floors. Like the Chester Station project, the reuse would require three new floors to be constructed in the Boiler House to accommodate office space. Upon the demolition of the American Can Factory to the west of the PECO building, some of the office space is intended to accommodate displaced tenants from that building. Whereas the Switch House already has five floors, the Turbine Hall section of the building would remain at two floor levels. With its high ceilings, skylights, and massive columns, Turbine Hall is the most majestic space in building and could be used by the community as a

gathering space for special events.

The reuse program also involves demolition of the 1953 steel frame annex to the northeast of the original power station, which is deemed to have less architectural significance than the 1917 structure. The removal of the annex will clear the land for a new building that will house approximately 81,000 SF of Reconnecting Fishtown to its Waterfront: Redevelopment of the PECO Plant & its Urban Context

retail, including a grocery store, and parking spaces for 2,000 vehicles (see Illustrative Plan.) This would be well aligned with the social objectives of the project, providing the community with much needed employment opportunities and other services.



### **Rehabilitation Factors**

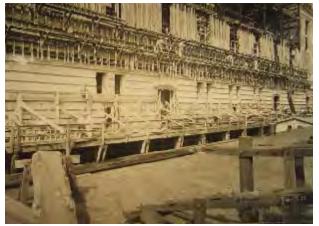
Without in-depth investigations and feasibility studies it is difficult to accurately project the magnitude and financial requirements of rehabilitation. However, based on visual observations and lessons learned from the Chester Station, the following rehabilitation factors should be considered: exterior surface deterioration, removal of industrial equipment, and environmental remediation.

Over its approximately 90-year lifetime, the Delaware Station has been exposed to constant weathering. The building's exterior exhibits particular evidence that the structure has been neglected for at least the past twenty years. Since the building was constructed using reinforced concrete, the moisture has infiltrated the concrete surface and caused the rebar to expand, contract, and ultimately triggered surface spalling.<sup>12</sup> The spalling on the exterior is fairly extensive and will require hiring a conservation consultant to investigate and propose an effective treatment plan (see *Figure 15*.)

Although it was not possible to investigate the existing conditions of the building's interior because PECO does not permit unauthorized persons to enter, the Chester Station project included extensive demolition of the industrial-sized power equipment. The remnants of its industrial use include gigantic turbines, cooling pumps, and boilers, and will require a significant amount of time and labor to remove for the adaptation of the space.<sup>13</sup>

Because the site has operated as an industrial use for so long, environmental remediation will be necessary to comply with federal and state requirements. Compliance requires a Phase One Environmental Assessment on the building and surrounding property. This report will provide an understanding of the extent of remediation and whether a Phase Two Environmental Assessment is needed. In addition to the existing building, previous manufacturing uses on the site might also reveal harmful substances and byproducts that require clean up. It should be noted that remediation is sometimes costly and time-consuming. The better understanding the owner has of the environmental factors affecting the site, the more effectively the project can be planned and budgeted.

Figure 14: Original section drawing through Delaware Station. Source: PECO Archives.



**Figure 15:** Construction of the Delaware Station, showing use of reinforced concrete, Photo c.1923. Source: PECO Archives.

<sup>12</sup> Spalling is defined as surface detachment and loss.

<sup>13 &</sup>quot;The Delaware Station of Philadelphia Electric Company." Philadelphia: PECO Energy Company Archives.

# The Urban Design Scheme

The large size of the proposed site for Delaware Station, an assemblage of many different plots, most of which are currently owned by Penn DOT or PECO, allows for a great deal of flexibility in the way that the site can be developed. For the purpose of portraying a vivid picture of use and aesthetics, this report focuses

Reconnecting Fishtown to its Waterfront: Redevelopment of the PECO Plant & its Urban Context

on one possible scheme. This scheme, which is depicted in the illustrative site plan, incorporates a strong retail and commercial component so that the proposed private-partner developer will be able to capture an adequate return on their investment and therefore have sufficient incentive to carry out the project. See Illustrative Site Plan, *Figure 16*.

# Overview of the Illustrative Site Plan and Proposed Improvements

Site assemblage must take place prior to the start of construction, during the development phase of the project. The plan calls for the demolition of several existing buildings, all of which are identified in *Figure 18*.

The construction of Delaware Station will take place in three phases (see *Figure 18.*) The rehabilitation of the PECO Plant, including the demolition of the late twentieth century annex will be carried out in Phase One. On the site where the annex is currently located a retail center and three story parking garage will be constructed. Facing Beach Street, a grocery store will be constructed and the waterfront side of this structure will



**Figure 17:** Current condition of site with buildings to be demolished highlighted in red. Source: PASDA City of Philadelphia parcel data, alterations by Jennie Graves.

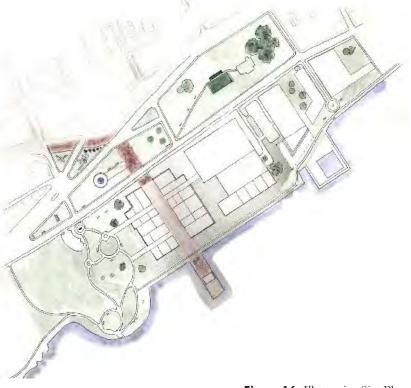


Figure 16: Illustrative Site Plan. Source: Jennie Graves.



**Figure 18:** Phased Development Plan. Source: PASDA City of Philadelphia parcel data, alterations by Jennie Graves.

contain in-line retail with a mix of tenants, including restaurants. A new parking garage will be positioned between the grocery store and the retail, so that it will not be visible from the street or the waterfront plaza. Vehicular access to the garage will be located on the north side of the structure and there will be direct pedestrian access from the garage to the grocery store. A paved plaza with coverings over the aligned entries will facilitate movement from the parking garage to the PECO Plant.

Reconnecting Fishtown to its Waterfront: Redevelopment of the PECO Plant & its Urban Context

Phase Two of the project will entail the demolition of the American Can Factory, or Penn Treaty Park Place as the site is currently termed. The can factory is located on Beach Street across from the PECO Plant. This large linear parcel will be transformed into an open urban park with a carefully planted trees, a formal fountain, and park benches. The purpose of this green space is to serve as an urban plaza for the PECO Plant and facilitate better visual and pedestrian access to Delaware Station. The can factory is currently rented to a mix of commercial tenants and a stipulation of the public–private partnership contract will be ensuring that all of these tenants are allowed to relocate to the PECO Plant and maintain their current rent rates. Improvements to Penn Treaty Park, including better jogging paths, more benches, and enhanced signage and lighting will also take place in Phase Two. See *Figures* 

 $19 \ c$  20 for renderings of how the revitalized Delaware Station area might look .

The underpass interventions will also be executed in Phase Two. The aim of this aspect of the project is to create a more inviting space in the underpasses of the major thoroughfares that lead to Delaware Station. Murals by local artists, that will connect Fishtown to the citywide Mural Arts program, will be commissioned for the supporting walls for I-95. These walls currently cut the space off from its surroundings, creating a gray, dark, exterior room. In order to further address this condition, lights that mimic the lane divisions of the highway above will be installed. A brick paving pattern will be introduced in the underpasses and will continue to emerge across the whole site creating a visible connection between the underpasses, new park space, PECO Plant, and the waterfront. See Figures 21 & 22 for before and after images of the Columbia Avenue underpass.



Figure 19: Rendering of view from Delaware River path looking north towards the PECO Plant. Source: Ellen Buckley.



Figure 20: Rendering of view from Beach Street looking north towards the PECO Plant. Source: Ellen Buckley.

Phase Two will also entail the construction of a three story mixed-use structure adjacent to the new retail/parking structure. This structure will occupy land that is currently housing an at-grade parking lot, outbuildings, and transformers for PECO. The first floor of this structure will accommodate retail and small offices, such as doctor's offices, or maybe even a childcare facility for all of the new employees in the area. The two upper floors will be residential apartments or condominiums. Included in this parcel is a large pier that could be preserved and serve as open space for the residents of this building and the neighborhood as a whole. As shown in the illustrative site plan a swimming pool could also be incorporated into the reuse to the pier.

Phase Three in the construction of Delaware Station involves reclaiming underutilized industrial lands and spaces that are not developable because of I-95. The large block located across Beach Street from the new grocery store and parking garage is currently used for a large complex of transformers, which appear Reconnecting Fishtown to its Waterfront: Redevelopment of the PECO Plant & its Urban Context

on the map illustrating the current condition of the site and buildings designated for demolition. However, once PECO ceases to use the site, these transformers will no longer be utilized and this block can be added to the new assemblage of green space. In speaking with Fishtown residents early on in this project, it became apparent that the neighborhood needed more designated playing fields. Currently, one heavily utilized playing field is actually made of schist. In order to address this need the new park space on the northwest side of Beach Street will have a football/soccer field, complete with bleachers at its center. Serving as a possible concession stand or field house for the playing field will be the Remington-Sherman Safe Company Building, which will be preserved on site, as shown in the illustrative site plan. Other smaller, existing structures on the site will be demolished with the goal to provide a cohesive and open park.

Phase Three of the development also involves completion of the rehabilitation of the land formerly held by PECO. Currently, there are several proposals for high-rise residential development along the river in Fishtown. The housing components of Delaware Station provide an alternative to this type of development. Proposed for the northern part of the PECO parcel is a low density residential community accessed by a newly created road that aligns with Berks Street and fits within the existing street pattern. The land around the building will become a public right-of-way so that anyone can access the waterfront from this site. This addresses the concerns that are often raised among Fishtowners that condominium developments would essentially be gated communities that will further limit their access to the waterfront. The reintroduction of the smaller block size along the waterfront and the continuation of the street pattern will create a better continuity between the

waterfront and the residential part of Fishtown on the other side of I-95. This mixing of building scales and uses coupled with the improved amenities is what will allow Delaware Station to succeed in reconnecting Fishtown to its waterfront.

At the new termination of Berks Street, there will be a turnaround that will provide parking and allow for easy access to the jogging path to be constructed along the Fishtown waterfront. This path is in keeping with the city's vision of a continuous path along the Delaware from Columbus Ave south of Penn's Landing to Fishtown. The most recent advocacy for this connection came from of a series of highly publicized design charrettes sponsored by Penn Praxis in 2003.<sup>14</sup> The proposed path strives to connect Fishtown to the rest of Philadelphia.

Also identified for rehabilitation in Phase Three of the project are two small triangular parcels of land that are compromised by medians on Delaware Ave, access ramps, Columbia Avenue, and support structures for I-95. Currently



Figure 21: View of Columbia Ave. Underpass Before Improvements. Source: Photo by Ellen Buckley.



Figure 22: View of Columbia Ave. Underpass After Improvements. Source: Improvements by Mandy Davis.



Figure 23: Triangular lot at Columbia and Delaware Avenues, current condition. Source: Photo by Jennie Graves.

14

both areas are grassed, but fenced in with a tall chain link fence on all sides (see Figure 23.) The proposed rehabilitation of the lots involves removing the fences, planting small shrubs or tress, and paving portions of the lots in the same manner in which the underpasses are repaved. This paving will direct pedestrians to Penn Treaty Park and the PECO Center in a safer way that does not require crossing the large expanse of Delaware Avenue that is currently the only path to the waterfront. These two oddly shaped parcels could also be used as the site for a new art installation, such as sculptures. This installation could interpret Fishtown's industrial past and serve to identify the area to motorists traveling on Delaware Avenue. If the proposed sculptures were tall enough they could even be viewed from I-95, creating a visual connection between the neighborhood and the infrastructure that has had such a strong impact on its form.

### **Alternative Development Scenarios**

The illustrative site plan and this report focus on one approach; however, other schemes should also be considered. The PECO building could be converted into a cultural center, with museum space and perhaps an assembly hall in the original Turbine Hall. Alternatively, within the proposed scheme, a small portion of the retail space in the PECO building could be set aside for a community exhibition space. Also, it is important to note that the building footprints for new construction depicted in the illustrative site plan, are based on new lot lines and desired density, but new construction on the site could take many forms and functions. The illustrative site plan includes residential development; however, there might not be a market for this housing stock and it might be better to allow for more open space or retail options along the river. The site plan also calls for the demolition of the American Can Factory; however, this building could be retained if more green space is incorporated along the waterfront. Project financing will play a vital role in determining what program is ultimately selected for the site and even if the project can be realized.

# Financing

While the complexity of the Delaware Station project makes it difficult to establish projected expenses and revenues, this section discusses the general framework for the incentives and the public-private partnerships that would likely be necessary to make the project feasible. It includes a discussion of the basic needs of the public sector in the deal, as well as those of the private developer. Finally, this section also includes a projected financial analysis for the rehabilitation of the PECO Plant, but notes that the regeneration of this building must be looked at in the context of the entire project to determine profitability.

### Incentives

The city of Philadelphia, state of Pennsylvania, and federal government offer several incentives that will help increase project feasibility. These incentives are discussed in more detail in the following section.

### **Keystone Opportunity Zone**

The PECO Plant is located in a Keystone Opportunity Zone (KOZ), which provides special incentives for redevelopment of industrial sites. KOZs are parcel-

specific defined areas with greatly reduced or no tax burden for property owners, residents, and businesses. KOZs have been responsible for the creation of over 23,000 new jobs and the retention of 20,000 jobs since its inception in 1999.

Projects in KOZs may be exempt from certain state and local taxes. The project developer's tax burden may be reduced to zero through the use of exemptions, deductions, abatements, and credits for the following: Corporate Net Income Taxes, Capital Stock & Foreign Franchise Tax, Personal Income Tax, Sales & Use Tax, Earned Income/Net Profits Tax, Business Gross Receipts, Business Occupancy, Business Privilege & Mercantile Taxes, Local Real Property Tax, Sales & Use Tax. The Department of Community and Economic Development oversees the 12 regional KOZs in Philadelphia. These will expire in 2008, 2010, 2013, and 2018 depending on the property deadline. KOZs are useful because they attract development in areas where little or no activity existed, thus these tax benefits virtually guarantee economic growth in the area.

### **Historic Rehabilitation Tax Credit**

The federal government offers a tax credit for the rehabilitation of historically significant structures. As was mentioned previously in this report, buildings must first be placed on a local or national register before the tax credit can be obtained. It is believed that the PECO plant would easily qualify for the register, and that the tax credit would be available to the developer of the site. Under the tax credit program, the developer would receive a 20% tax credit for qualified rehabilitation expenses for the building. Qualified rehabilitation expenses can include both hard and soft costs associated with the project, and all rehabilitation work must comply with the Secretary of the Interior's Standards for Historic Preservation. If total project cots are \$115 million as is established below, the project developer would be eligible for a credit of \$23 million – thereby significantly reducing total project costs. In many instances, owners will choose to enter into a limited partnership in order to sell the tax credit rather than take the credit over a number of years. Credits can typically be sold for 95% of their value – in this instance, just under \$22 million.

### **Private-Public Partnership**

Because of the extensive scope of the Delaware Station project, public sector participation in the project would likely be essential to make the project feasible. However, such a partnership can be structured in a way to provide benefits to the public agency, in this instance the city of Philadelphia, and its private partner. Minimization of risk for the public and private sector will also be an important consideration.

The city should seek to enter into a partnership structure commonly termed Lease Develop Operate. In the Lease Develop Operate scenario the private partner leases a facility or site from the public sector, expands or modernizes it, then operates the site in accordance with a contract with the public sector entity. Under the Lease Develop Operate arrangement, the City would take the lead in assembling the site, which will include multiple parcels. Site assembly itself can prove a complex task, and will require the support of local NGOs such as NKCDC, private land holders. In turn, the private partner is expected to invest in facility expansion or improvements. While many ground leases run 10-15 years, the terms of such a lease would be negotiable.

A project-based public-private partnership would allow the city of Philadelphia to meet its social and economic objectives to revitalize Fishtown. A

ground lease of the Delaware Station land may also present an opportunity for the city to earn revenue on the land, in this instance without the burden of directly managing the property. A ground lease allows the public sector to retain more control over the property as well as receive a steady cash flow from the property operations as opposed to a lump sum proceed from the sale that fails to capture full value of site. For Delaware Station the city could lease the entire site to the developer and require a yearly or monthly ground lease payment. Additionally, the city could require that the developer pass on a certain percentage of the rental revenue generated by the PECO building or the other new facilities.

Within the partnership contract the city can make legally binding any project requirements that the developer deems reasonable. For example, the city could specify that 20% of any housing that gets built in Delaware Station be set aside for low- to moderate income households.

### **PECO Building Financial Analysis**

A financial analysis for the PECO Plant was prepared based on costs of the Chester Station rehabilitation, data available from other local developers, and information from the PECO archives. While every effort was made to use the best available data, and to make educated assumptions where data were not available, this financial analysis is preliminary. Costs and revenue projections for the PECO project may differ significantly once additional market data is known, and once more is known about the condition of the building and its site.

According to Preferred Real Estate, the Chester Station developer, hard and soft costs averaged about \$200 square foot for the rehabilitation. Market rent data provided by Tower Realty, developers in nearby Northern Liberties, suggests that market rate rents for retail are approximately \$25 sq ft, and market rate office rents would be between \$16 - \$20 sq ft. The PECO plant financial analysis therefore assumes construction costs of \$200/sq ft, and market rate rents with a baseline of \$20-\$25/ sq ft. (It is assumed that the project would begin in 2007 and would not lease until at least 2009, thus baseline market rents were inflated to 2009 dollars based on annual inflation of 2.5%). Rent step-ups are also assumed in years five and ten. See Appendix for financial calculations.

Based on construction drawings which were obtained through the PECO archives, total square footage of the plant is believed to be 575,000. Net rentable square footage is estimated to be 488,000, with approximately 195,000 square feet for retail, and 293,000 square feet for office space. Ground lease payments are assumed to be \$500,000 annually. The analysis assumes that project financing is provided through three sources: standard mortgage loan with a 65% loan to value ratio; tax credit financing of 20% of rehabilitation costs; and an equity investment of 15%.

With a holding period of ten years, the projected return on the PECO investment is approximately 27%. Because of the risks associated with the rehabilitation of an industrial site, the desired return would likely be between 25-30%. Based on the preliminary analysis, the project would therefore be attractive and profitable to potential developers and investors.

# Conclusion

The Delaware Station project is multifaceted in that it seeks to bring new retail, residential, recreational and office development to the Fishtown waterfront, an area that has been underutilized in recent years, and is now threatened by insensitive development. Importantly, it also seeks to make use of a historically significant asset, the PECO Power Station. Built between 1917 and 1924, the PECO plant is a monument to Fishtown's industrial past, and will serve as the signature feature of the Delaware Station project.

The development will seek to address the needs and desires of the Fishtown community by providing services and recreation, and by reconnecting Fishtown to its waterfront through infrastructure changes such as improvements of underpasses. The Delaware Station will also likely serve as an attraction for people throughout the region. Because of the scope of the project and slow economic growth in Fishtown over the years, the project will likely require the participation of the City of Philadelphia, as well as partners such as NKCDC and other community groups. Such partnerships will ensure that public needs are met through the project, and that the private market can craft a profitable project that will attract necessary investment. It is hoped that the Delaware Station project could serve as a model in Philadelphia for the revitalization of an area based upon the re-use of a significant industrial building.

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University of Pennsylvania, School of Design, Department of City Planning Website: <u>www.design.upenn.edu/new/cpln/waterfront</u>

Reconnecting Fishtown to its Waterfront: Redevelopment of the PECO Plant & its Urban Context

# Investment Characteristics and Assumptions: PECO Plant

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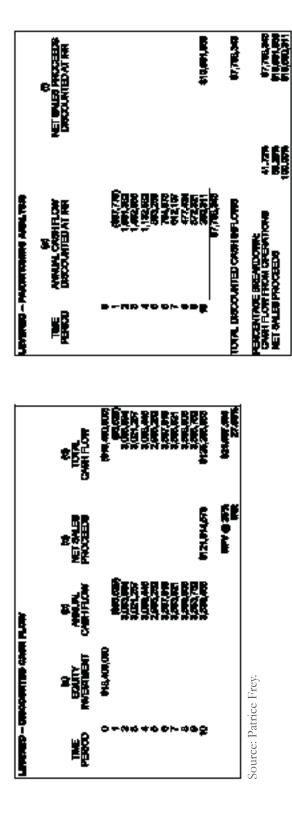
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# Discounted Cash Flow - PECO PLANT



# THE PECO PLANT IN CONTEXT

As its name suggests, Fishtown's identity is grounded in its roots as a fishing town along the banks of the Delaware River. In addition to fishing, the waterfront was the source of much of Fishtown's industry, commerce, and recreation. While currently underutilized and threatened by potential casino development and other insensitive uses, the waterfront is one Fishtown's most significant assets.

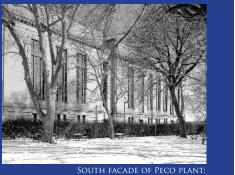


PHOTO COURTESY OF JOE ELLIOT

The Delaware Station Power Plant

sive industrial building was designed by

portion of the plant is used by PECO,

and the building is in an advanced state

ect, bringing office, retail, residential

and additional recreational uses to the site, while transforming the Fishtown

is prominently located along the banks of the Delaware River adjacent to Penn THIT Treaty Park. The architecturally impres-John T. Windrim and W.C.L. Eglin, and constructed in 1917. Today, only a small of deterioration. The Delaware Sta-

tion power plant presents an exciting TURBINE HALL: PHOTO COURTESY OF JOE opportunity for an adaptive reuse proj-

A site plan is seen at right, demonstrating the relationship of the PECO Plant to the Delaware River, Penn Treaty Park, Fishtown residential neighborhoods, and major thoroughfares such as Delaware Avenue and I-95. Proposed access improvements are in yellow.



SITE PLAN BY JENNIE GRAVES

### **SPECIAL THANKS TO:**

Suzanna Barucco, Kise Straw Kolodner

**Blackney Hayes Architects** 

Fairmount Park Commission Archives

Fishtown Neighborhood Association

New Kensington CDC

Sarah Thorpe, HSPV '06

**Tower Investments** 

**PROIECT BY:** Ellen Buckley, Amanda Davis, Patrice Frey & Jennie Graves

UNIVERSITY OF PENNSYLVANIA GRADUATE PROGRAM IN HISTORIC PRESERVATION DECEMBER 2006 · HSPV 701 - STUDIO



# **RECONNECTING FISHTOWN TO ITS WATERFRONT:**



NORTH VIEW OF PECO PLANT FROM DELAWARE AVENUE Rendering by Ellen Buckley

# **REDEVELOPMENT OF THE PECO PLANT & ITS URBAN CONTEXT**

### RECONNECTING FISHTOWN TO ITS WATERFRONT: REDEVELOPMENT OF THE PECO PLANT AND ITS URBAN CONTEXT

The adaptive reuse of the PECO plant will be part of a comprehensive strategy to bring office, retail, residential and recreational uses to the site and its surrounding environment, and also serve to improve the connection between Fishtown's neighborhoods and the waterfront.

### **PROJECT ELEMENTS:**

- Reuse of PECO Plant as retail and office space
- Affordable and market rate residenital units
- Development of additional retail facilities, including a grocery store
- Construction of a parking garage
- Expansion of recreational space, and improvements to Penn Treaty Park
- Access improvements between Fishtown's neighborhood and the project site



Delaware Station Site Plan Rendering By Jennie Graves

### REUSE OF THE PECO PLANT AND Development of Additional retail space

The PECO Plant offers approximately 400,000 square feet of space that can be adapted and put in to more productive use. A preliminary market study suggests that there is potential market demand for office and retail space.

The first two floors of the building will be used as a retail center, with a mix of tenants such as apparel and home furnishings stores. The center will also include a number of restaurants, including a restaurant in the coal tower located to the southeast of the main structure of the building.



The program for reuse includes demolition of the contemporary annex to the northeast of the original power station, which is not historically significant. A new building will house 81,250 square feet of retail, including a grocery store, and parking spaces for 2050 vehicles.

### **RECREATION IMPROVEMENTS**

The proposed project includes significant improvements to Penn Treaty Park, immediately adjacent to the PECO Plant. Improvements will include landscaping and new amenities such as benches along the waterfront. A walking trail will also be developed along the edge of the water, which will connect the project to areas up and down the riverfront and will support the City of Philadelphia's goal of creating a continuous trail along the Delaware River.



NORTH VIEW OF PECO PLANT: RENDERING BY ELLEN BUCKLEY

### THE URBAN CONNECTION

The waterfront redevelopment program would also include strategies to reconnect Fishtown neighborhoods to the waterfront. This connection between the waterfront and residential neighborhoods was first strained in the early 19th century with the installation of rail lines along the waterfront, and most recently complicated with the installation of I-95 in the 1970s. Today, the freeway presents a significant psychological and physical barrier between neighborhoods and the waterfront.

The graphic below provides a section cut through Columbia Avenue from the waterfront at Penn Treaty Park to the a residential neighborhood. The PECO Plant in the background and the height of the overpass structures compared to the rowhouses illustrate the variation of scale in the neighborhood that needs to be mediated. The highlighted section of this graphic represents 195, off ramps for the freeway, and Delaware Avenue. This illustrates the large portion of land near the waterfront that is dedicated to transportation infrastructure, and the significant barrier that must be overcome to reconnect Fishtown's neighborhood to the water.

### **THE URBAN CONNECTION - CONTINUED**



As part of an effort to reestablish the connection between the Fishtown waterfront and residential areas, significant improvements will be made to the freeway underpasses at Columbia Ave., Palmer Ave., Marlborough St., Montgomery Ave., Shaxamaxon St. and Frankford Ave. This will help to alleviate the psychological barrier that exists. Improvements will include the following work both underneath and surrounding I-95:



Improved LightingPublic ArtImproved sidewalk paversPlantings

### **PROJECT FINANCING**

Because of the PECO Plant's advanced age and poor condition, public sector participation in the project is essential. A partnership between the public sector and a private developer is required. The City of Philadelphia would need to acquire the PECO parcel, and relocate the power facility and the associated transformers, etc. The structure could then be sold below market rate to a private developer, who will agree renovate the PECO plant, construct a new retail facility (grocer with parking above), improve recreational space, and construct access improvements to the neighborhoods

The PECO plant is located in a Keystone Opportunity Zone, which offers attractive investment incentives for industrial buildings. Once the building is listed in the local or national historic register, the 20% federal tax credit would also be available for a historic rehabilitation of the PECO plant. These incentives, along with the low cost of land, will help ensure feasibility of the project.



# DYOTTVILLE

# Introduction

Fishtown's industrial past survives most obviously in the abandoned factories that line its riverfront and dot its streets. However, if one looks closely, there are other clues that can tell us about how people lived, not just how they worked. One such example is the self-contained, utopian factory town of Dyottville, named after its founder Dr. Thomas W. Dyott. Dyott began his career administering remedies of questionable help soon after his arrival to Philadelphia from England around 1806.<sup>1</sup> In time, Dyott moved away from trying to cure people and found his fame and fortune in the manufacturing of glass.

# Background

A glass works was in operation in Kensington from as early as 1771, on what is today called Richmond Street, near the mouth of Gunners Run.<sup>2</sup> Sometime around 1800, this factory became known as the Philadelphia and Kensington Glass Works.<sup>3</sup> In 1816, John Hewson built Kensington Glass right next door, bringing into question if the original glass works was still in operation or whether it had been consumed by Hewson's factory.

Advertisements in trade journals suggest that Dyott worked alongside Hewson at Kensington Glass from as early on as 1819 before purchasing the factory himself in 1833.<sup>4</sup> This may help to explain why, in 1822, Dyott bought a plot of land very close to the glass works. The deed describes the property boundaries as "W by Vienna Street [now Berks Street], N by Prince Street [now Girard Avenue], E by Wood Street [now Susquehanna Avenue], noting that, "Thomas W. Dyott has…erected forty two-story brick messuages on the abovedescribed lots."<sup>5</sup>

# History of Dyottville

While many early histories of Philadelphia make reference to Dyottville, details about the quirky factory town are scarce. One account from the 1831 publication, "Picture of Philadelphia," identifies Dyott as the proprietor of the Philadelphia and Kensington Glass Works, and describes his worker village as having "every appearance of a regular manufacturing town."<sup>6</sup> Dyott is celebrated for having an "enterprising and persevering spirit," and it is suggested that the "order and regularity" of his factory town be used as an

6 Mease, James. Picture of Philadelphia, Giving an Account of its Origin, Increase, and Improvement in Arts, Sciences, Manufactures, Commerce and Revenue. Philadelphia: Robert Desilver, 1831, 24.



Gunners Run and future site of Philadelphia and Kensington Glass Works. Source: Philadelphia Historical Commission.



Outline of original 1822 Dyott plot. Source: Google Maps.

<sup>1</sup> Weiss, Helene. "Apprentices Wanted." Stained Glass 72 (1971): 16.

<sup>2</sup> Scharf, J. Thomas and Thompson Westcott. *History of Philadelphia: 1609-1884*. Philadelphia: L.H. Everts and Co., 1884, 2298.

<sup>3</sup> Weiss, Helene. "Apprentices Wanted." *Stained Glass* 72 (1971): 18. 4 Ibid.

<sup>5</sup> Philadelphia City Archives. "1125 E. Berks Street," Plan Number 17 N 14, lots 53, 134, and 140.

# Dyottville

example for other industrialists.<sup>7</sup> "Printed rules and regulations are every where posted up," states the author, and "spirituous liquors are prohibited from being

brought in, and profane and immoral conduct is entirely abolished.<sup>78</sup> The residences of the factory employees are situated close by with "four ranges of about fifty very neat brick dwelling houses, chiefly occupied by the workmen."<sup>9</sup>

Perhaps the most detailed description of Dyottville is that of the 1884 work, History of Philadelphia 1609-1884 by Scharf and Westcott. It places the number of Glass Works employees at more than 300 hundred, and tells of the singing lessons, church services, lectures, and even over-time pay offered to anyone willing to live and work under the rather conservative rules of the community.<sup>10</sup>



1831 view of Dyott's Glass Works Source: Library Company of Philadelphia

In addition to the farmland, bakery, tailor, temperance society and so on that made up Dyottville, Dyott opened the Manual Labor Bank so his workers could save their earnings. Having no prior experience in banking, funds were mismanaged and Dyott was eventually charged with "fraudulent insolvency."<sup>11</sup> He was sent to prison at Philadelphia's own Eastern State Penitentiary in 1839.

# Dyottville Today

In February of 1967, ten houses in the 1100 block of East Berks and one house from the 1100 block of East Susquehanna Avenue were listed on the Philadelphia Register of Historic Places. None of the houses on the 1100 block of Hewson Street were listed. Of these eleven structures, two on East Berks Street were torn down, as well as the only East Susquehanna house. According to the City of Philadelphia's Historical Commission, the 1967 listing date precedes any formal nomination application, and so no record has been found for the specific basis of the designation of these houses to the register.

The files that the Historical Commission holds for each of the properties mostly contain recent owner requests for work permits. There are a few letters to former owners informing them of the historic importance of their home and of its designation on the Register of Historic Places. The 1125 East Berks file has a copy of the title search that appears to have been used to establish the original owner and date of the house's construction. All of the other East Berks property files point to this 1125 record in order to establish their earliest history. This indicates that the properties were developed simultaneously and by the same owner, who has already been identified as Thomas W. Dyott.

10 Scharf, J. Tomas and Thompson Westcott. *History of Philadelphia*, 1609-1884. Philadelphia: L.H. Everts and Co., 1884, 2299.

11 Ibid.



Locally designated properties in the 1100 block of Berks Street, Source: Megan Cross Schmit

<sup>7</sup> Ibid., 25.

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

# Dyottville

# **Recommendations for Future Listings**

The area originally described in the 1822 deed has changed dramatically since the days of Dyott's Glass Works. I-95 hides the Delaware River, erasing the clues that context offers to explain why the site was chosen to erect worker housing. Many of the lots are now either empty and overgrown with grass or are occupied by much larger scale, modern commercial buildings. Both Hewson and Susquehanna have seen recent residential redevelopment: Modern row homes have been placed back on the lots to make way for off street parking spaces in front.

Because of the current development pressures facing Fishtown, all of the remaining Dyottville houses should be considered valuable historic resources, worthy of any protection that local, state, and federal policies can provide

them. These buildings are evidence of Fishtown's role in Philadelphia's rich industrial past, therefore they contribute "significant character, interest, or value as part of the development, heritage or cultural characteristics of the City."<sup>12</sup> The

tiny scale of the Dyottville houses gives the blocks an intimate, village-like quality. It is precisely this quality that allows the imagination to look beyond the barrier of I-95 and recreate the historic industrial landscape.

Due to the small number of houses left from the Dyottville, all efforts should be made to have those not already listed on the local register, nominated. Though no guarantee for protection, being listed on the local register does create a licensing process through which property owners must pass before making changes to the outside of their building. Perhaps equally as important, a listed home can increase curiosity and raise awareness about why the property has been designated historically significant.

The houses that currently occupy the blocks of Dyott's original purchase in 1822 should be studied to determine their original date of construction. Preliminary investigations reveal that most of the remaining homes appear to be from the same

building campaign. In additional, more research needs to be conducted in order to understand the precise basis for the original 1967 partial nomination of the Dyottville homes.

Preserving the historic built fabric of Fishtown is one of many important steps necessary to protect the unique qualities of the neighborhood. The more connected Fishtown is to its past, the stronger it will be in facing the many challenges of the future.



Empty lots in the 1100 block of East Berks Street Source: Megan Cross Schmitt



Current view of the Delaware River from the 1100 block of East Susquehanna Source: Megan Cross Schmitt



Houses on the 1100 block of Hewson Street that are not listed on the local register Source: Megan Cross Schmitt

<sup>12</sup> City of Philadelphia Historical Commission. "The Philadelphia Historic Buildings Ordinance 14-2007," sec. 5a.

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# **Fishtown Conservation District**

# Introduction

Fishtown was selected for study by the University of Pennsylvania's Historic Preservation Studio for several reasons. Fishtown's layout and buildings give it a unique character. Its residents feel a strong sense of attachment to and identity with their neighborhood. Fishtown tells a unique and important story about the development of Philadelphia. In addition to these assets, Fishtown has been subject to some destructive changes and is currently threatened by more. Casino and condominium development combined with the reconstruction if I-95 could have drastic effects on the neighborhood. Finally, among non-residents of Fishtown, there is little awareness of the importance of Fishtown's history and buildings.

For all of these reasons, we feel that Fishtown needs a way to preserve its built

environment, to manage new development, and to show its importance in the history of the city. These goals must be accomplished without placing overly strong restrictions on the residents. We feel that the best tool for the job is a Neighborhood Conservation District. As will be explained, this type of district will allow Fishtown to design rules to protect its unique assets and assure that new development fit into and enhance the neighborhood. It will also be an acknowledgement that there is something special about Fishtown that deserves protection and attention.

# **Overview of District Types**

A Neighborhood Conservation District offers

unique advantages for a neighborhood. The differences between various types of districts are confusing and poorly understood. To appreciate the virtues of a neighborhood conservation district, it is necessary to understand these differences.

There are three types of districts that can be used to protect a historic neighborhood. The first is a National Register Historic District. The National Register district is frequently misunderstood. Many homeowners are under the impression that becoming part of a National Register District would impose restrictions on them. On the contrary, National Register status is primarily symbolic and imposes no restrictions on building owners. The designation's policing power is limited to undertakings that are funded by the federal government. Even this power is restricted, merely obligating federal agencies to consider the consequences of their actions. In addition, buildings which are eligible for the National Register receive this protection anyway, even if they are not listed or part of a district.

The National Register district does offer one advantage; it allows owners of income-producing buildings to use a federal tax credit to defray rehabilitation costs. It must be noted that this tax credit is not available to homeowners, and that

Frankford Avenue Source: Ashley Hahn



in order to claim the tax credit, the renovation must meet stringent standards for historical renovations.

The other common type of district is the local historic district. The rules governing local historic districts are different in every city. In Philadelphia, local historic districts are very restrictive. Owners are obligated to maintain the historic appearance and condition of buildings. Few, if any, alterations to facades are allowed. Original doors and windows must be retained, or they must be replaced with new units which replicate the appearance of the originals. Siding is not permitted.

A conservation district offers a unique tool to neighborhoods. There are no set rules for a neighborhood conservation district. This is an opportunity for the neighborhood to make its own rules. The residents have the opportunity to identify what it most important about their neighborhood and to craft rules that will protect those characteristics. Since the rules are tailored to the neighborhood, the residents will not be saddled with restrictions that they do not desire.

The most important feature of a conservation district is that it can regulate new construction. Historic districts do not have any impact on new construction. In a neighborhood like Fishtown this is critical. Fishtown is experiencing increasing development pressure, and by enacting a conservation district, the residents of Fishtown have the opportunity to ensure that new construction fits into the neighborhood.

The matrix in Appendix B outlines some of the differences between the three types of districts. It is important to note that the conservation district rules mention in the matrix reflect our recommendations for district rules. We believe that these rules will protect the built character of Fishtown without placing significant burdens on current residents.

# Philadelphia Neighborhood Conservation District Ordinance

Encode June 21, 2004, Section 14-900 of the Municipal Code is the enabling legislation for Philadelphia Neighborhood Conservation Districts. This section describes the regulations and procedures for the NCDs. In Philadelphia the NCD program is administered by the City Planning Commission (CPC) and is drawn as a zoning overlay map. There are only three physical requirements for a neighborhood to be eligible for designation. To qualify, the neighborhood must "possess a consistent physical character as a result of a concentration of residential buildings of similar character." Additionally, at least seventy percent of the neighborhood must be residential, with less than twenty percent vacant.



ishtown Conservation District Proper Source: Adrian Seward

The process to create a NCD is predicated on neighborhood action. There are two petition options that may be submitted to the CPC to begin the process: By a neighborhood association located within the proposed NCD

accompanied by proof that the filing was duly authorized and adopted.
Containing the signatures of at least thirty percent of all property owners and at least thirty percent of all owners of owner-occupied housing units located within the proposed NCD.

Once the CPC has certified a petition request, it has six months to draft NCD regulations including design guidelines and proper boundaries. The process requires the involvement of the community, as the CPC works closely with residents and the neighborhood association to develop the design guidelines. During the drafting process, the CPC is required to hold at least one public meeting within the boundaries of the proposed NCD. After the ordinance is drafted, both the Planning Commission and Historical Commission (PHC) submit comments and recommendations regarding the proposed regulations. Once the CPC and PHC submit approval of the ordinance to Council, another public meeting will be held to allow a final opportunity for comments. Again the process is at the will of the neighborhood. If at least fifty-one percent of all property owners or fifty-one percent of all owners of owner-occupied housing within the neighborhood have filed statements to the Clerk of Council opposing creation of the NCD, Council shall not enact the ordinance. Should the majority of residents support creation of the NCD, City Council shall then pass the ordinance.

Once enacted, any visible alteration to a building within the NCD must receive a certificate of compliance from the Planning Commission. The process is initiated by applying for a building or demolition permit to the Department of License and Inspection,

which then forwards the permit to the CPC for review. If the project complies with the neighborhood design guidelines it will receive a certificate of compliance. In determining compliance, the CPC consults with the PHC for guidance. Should an application not comply with the design guidelines, the CPC may issue a certificate of compliance with required conditions or may deny the permit outright. Any judgment of the CPC may be appealed to the Board of License and Inspection Review following the same procedure as a building permit appeal. Should the License and Inspection Board find the design guidelines to cause "unnecessary hardship" it may exempt the petitioner from the requirements.

# Regulatory Explanation for the Fishtown Conservation District

We have provided a model ordinance that suggests rules that Fishtown may choose to adopt. These rules must stand the test of community input, but an effort has been made to balance protection with freedom. It is often said of zoning issues, that everyone wants total freedom for themselves, but rules for their neighbors. The proposed conservation district attempts to resolve the problems that most threaten the character and historic fabric of Fishtown. Some regulations which would have better protected historic fabric were not included, as they would have been too burdensome for residents. The rules we are proposing will mainly govern new construction. They will also prevent radical alterations to existing structures.



Vacancy Map of Fishtown Conservation District Source: Adrian Seward

### Fishtown Conservation District

### New Construction:

Our highest priority was to prevent the existing physical character of Fishtown from being overpowered by new development. To this end, we propose contextual height restrictions. The height restrictions are designed to ensure that new structures coalesce well with existing structures. On a block where all structures are currently of the same height, new structures would have to be of the same height. This will preserve the historic scale of the block. Where there is greater variation in the height of existing structures, new rooflines could vary from the average height by 6 feet. This would allow some variety and would follow historic precedent as houses of different age can often be differentiated by the fact that each new generation of houses is slightly taller than the last. This development pattern should be continued.

We also recommend that new buildings have no setback from the street. This fits the pattern of the neighborhood, and is most appropriate for an urban setting. There are some older buildings in Fishtown which are set back with small front yards. These are historic buildings that should be retained. They are remnants of an earlier pattern of development that provide insight into Fishtown's building fabric constructed prior to the row house stock. The fact that these buildings should be retained does not mean that new buildings should be patterned after them. They are valuable as anomalies and should not be used to justify new development that uses setbacks.



There are several problems with setbacks. Frequently paved and used for parking setbacks may eliminate parking space from the street. Additionally, setbacks disrupt pedestrian traffic while interrupting the façade of the streetscape. The additional space may provide a sense of safety from the street for the property owner, but invites littering and vandalism and can be unsafe and threatening at night

if not properly illuminated.

Our next goal was to discourage garage in the front façade of houses. The reasons for this are much the same as above. Garages eliminate parking space from the street and introduce new traffic patterns. Usually there is not enough room for a usable room and a garage on the first floor. This eliminates the phenomenon of "eyes on the street" which provides a peer-watch system and makes neighborhoods safer and more cohesive.

Floor height requirements help ensure that new construction will better harmonize with older buildings. Fenestration requirements ensure that



buildings will have windows large enough to harmonize with older buildings and that present a welcoming façade and encourage eyes on the street.

Synthetic Siding Alteration, Marlborough Street Source: David O'Malley

### **Building Alterations:**

The regulations regarding building alterations are designed to protect

Source: Fon Wang

existing historic fabric. While changes are allowed, alterations must be reversible to allow for the rehabilitation of historic materials at a later time.

Siding can be a topic of controversy in preservation districts. We felt that prohibiting siding would be an undue burden on Fishtown homeowners. At the same time, we are aware that the installation of siding can be harmful to an existing building. Fasteners driven into a façade can cause significant, irreparable damage. Moisture trapped behind siding on stucco can cause deterioration of brick, stone, and wood. This can lead to structural problems. To prevent these problems, we recommend that siding be permitted only if fasteners are placed in mortar joints and if air circulation and drainage are provided for. This will preserve historic materials while allowing homeowners to install siding if they desire.

# Fishtown Conservation District Regulations

- (1) Legislative Findings:
- (2) District Boundaries. For the purposes of this chapter, the Fishtown Neighborhood Conservation District shall be bounded by: the northwest side of Frankford Avenue, the northeast side of Norris Avenue, and the North Side of Delaware Avenue.
- (3) Area Regulations Residential Structures. These regulations shall include properties both residentially zoned, regardless of use, and properties that are permitted by the Department for exclusive residential use.
  - a. Building set-back line. Buildings with legal street frontage shall have no front set-back.
  - b. Height regulations.
    - i. Where 80% or more of the buildings on a block form a uniform cornice (cornice continuous or stepping regularly to conform to a slope), new buildings shall be of identical height and possess a similar cornice.
    - ii. Where less than 80% of the buildings on a block form a uniform cornice, new buildings shall extend to the average height of existing buildings on the block, plus or minus six feet.
- (4) Design guidelines—Residential structures
  - a. Requirements for both new construction and alterations
    - i. Where street frontage of a new building exceeds 20 feet on a single street or where an existing building is extended to exceed 20 feet on a single street, the façade facing that street shall be broken up by offset planes, roofline variations, or other architectural features including, but not limited to, bay windows or setbacks.
    - ii. Residential buildings must have a habitable room on the front of the first floor
    - iii. Exterior security grills are not permitted on windows and doors
    - iv. New doors and first floor plates shall be placed at least 1.5 feet above the sidewalk
    - v. New utility meters shall be hidden from view
    - vi. Fenestration. Windows of first floor habitable rooms shall:
      - 1. Have a maximum height of 4.5 feet from the windowsill to the sidewalk
      - 2. The overall window height shall be at least 4 feet from sill to head, and
      - 3. the minimum aggregate width of the windows, in lineal feet, shall be at least 33% of the total lineal frontage of the first floor
      - 4. Existing patterns of fenestration shall be preserved. Renovation shall not alter the dimensions of window openings within exterior walls.

vii. Parking

- 1. Front garages will only be permitted where there is a habitable room on the first floor and the fenestration requirements for that habitable room are met
- 2. Open-air parking spaces shall not be visible from the street frontage
- 3. New curb cuts shall not exceed 10 feet in width for a single space, 20 feet for a double space.

- 4. For new construction of two or more units within a row, parking spaces or garages must be placed directly adjacent to one another.
- 5. Exterior parking areas shall have a requirement of 10 percent of their area to be landscaped with plants to come from the approved Planning Commission list.

viii. Roof Decks. Roof decks must be set back at least 8 feet from the front property line or a parapet to enclose the front of the deck must be used and be at least 42 inches high. If a parapet is used, it must be solid and constructed of the same materials used on the front façade. ix. Materials.

- 1. New open-air parking spaces and lots shall not be constructed of impervious asphalt or slab concrete paving materials
- 2. Railings for roof decks shall be a maximum of 50 percent opaque.
- 3. For all newly constructed front facades, a light illuminating the sidewalk shall be installed adjacent to the front door and the illumination shall be controlled by a timer or photoelectric trigger.
- 4. Stucco or siding may be applied to existing structures only if masonry units are not damaged. Fasteners shall be placed only in mortar and not in masonry units. Air space should be ensured between new materials and existing exterior surfaces. Provision must be made for moisture to escape from behind new materials.
- 5. Cornices and other architectural details may be removed from exiting structures only if they can be shown to be damaged beyond repair. They may be covered if air space is ensured between new and existing materials and if air circulation and water drainage are provided for.
- (5) Area regulations. Commercial and industrial structures
  - A. Building set back line. Buildings with legal street frontage shall have no front setback.
- (6) Design guidelines. Commercially zoned and industrially zoned structures
  - Requirements for both new construction and alterations
    - 1. Parking and Loading. New off street parking and loading areas shall be hidden from the main street frontage.
    - 2. Materials. The materials used in construction of a new structure or façade shall be consistent with those used on the adjacent residential structures.

# **Design Guidelines**

### Why Design Guidelines

Fishtown is a neighborhood with many layers of history embedded in its built fabric that is experiencing fast currents of change. These Guidelines provide direction on preserving the integrity of this community's historic resources through congruous new construction and alterations. Congruous in this instance focuses attention on massing, size, scale, and architectural features that characterize Fishtown. These Guidelines also indicate an approach to design that will help sustain the character of the district that is so appealing to residents who already live there. The intent is to translate the character defining elements of the existing fabric into the new construction happening in the neighborhood. New construction should be contemporary, but congruous with existing buildings in their setting and within the conservation district as a whole. The immediate block face is viewed as the starting point for the site design of new buildings. Building site design should reinforce the established character of the historic district and the visual continuity of the streetscape.



Infill Development Source: Fon Wang

### Objectives

- A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
- The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
- Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
- The new work shall be congruous with current massing, size, scale and architectural features to protect the historic integrity of the property and its environment.
- New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the

essential form and integrity of the historic property and its environment would be unimpaired.

• The intent is to prevent visual conflict among building parts and identify their unified concern for the quality of the whole.



In developing design guidelines for Fishtown Conservation District, the two vacant lots on Susquehanna Street were studied. The guidelines illustrate the regulated parameters of site planning, scale and proportion, architectural expression and parking. Location of Susquehanna Streetscape and Façade Montage. Source: Google Earth (Plan)

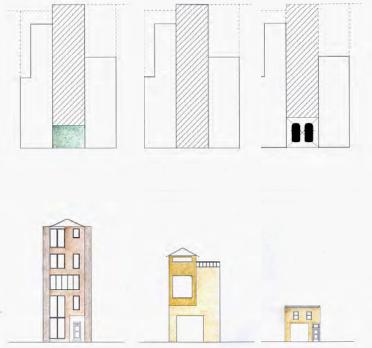
### Site Planning

The row houses in Fishtown traditionally have no set backs and maintain habitable rooms on the first floor fronting the street. Hence the principle of visual interactions of the living spaces with the streets is encouraged to avoid any redundant spaces facing the pedestrian corridors.

- No fences or exterior security grilles facing the streets are allowed.
- Front garages are only permitted where there is a habitable room on the first floor and fenestration requirements are met.

The appropriate way of planning a vacant site on the street is:

- Building to the property line.
- Sustaining the typology of the existing buildings.
- Controlling the bulk of the built up area on the plot.

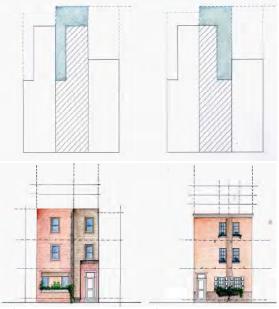


Examples of Innappropriate Site Planning

### Scale and proportion

The characteristic nature of Fishtown is its human scale. It is important to preserve this feature by controlling the scale and proportion of the new development.

- Bulk street frontage of a new building exceeds 20 feet on a single street or where an existing building is extended to exceed 20 feet on a single street, the façade facing that street shall be broken up by offset planes and creating mass and voids giving way to an interplay of lights and shadows on the streetscapes.
- Glazing is also specified to a minimum aggregate width of the windows and shall be at least 33% of the total lineal frontage of the first floor.
- Heights for stoops, windows and first floor level must fall within a prescribed range.



Infill Development that Conforms to the Fishtown Conservation District Regulations.

### Architectural Character

This kind of site planning will lead to more coherent and harmonious streetscapes, which respect the existing character and help control the volume of space by maintaining a balance of creativity and respect for historic fabric.



Examples of Appropriate Design for Main Facades.



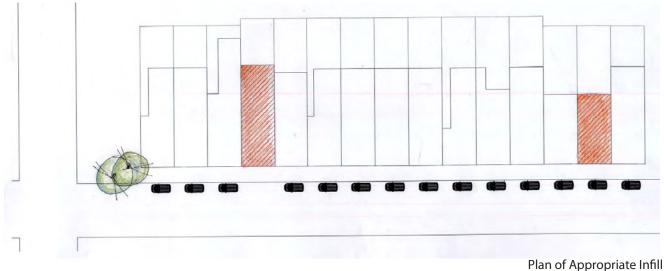
### Non-Conforming Development

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### Conforming Development

This is an example of how new development can disrupt the visual planes and enhance the integrity and architectural expression of the neighborhood.

Possible Development Program for Susquehanna Street



Development.

### Parking

In the residential streets of the neighborhood, on-street parking is encouraged. Off-street parking for construction of two or more in a row must be placed directly adjacent to one another. Garages will only be allowed when first floor fenestration requirements are met. Open air parking spots shall not be visible from a property's street frontage, and landscaped courtyard parking is encouraged.



Roofline Height Guide.

### Roofline

Where 80% or more of the buildings on a block form a uniformcornice (cornice continuous or stepping regularly to conform to a slope), new buildings shall be of identical height and possess a similar cornice. When less than 80% of the buildings on a block form a uniform cornice, new buildings shall extend to the average height of existing buildings on the block, plus or minus six feet.

# **Conservation District Comparison**

Although Neighborhood Conservation Districts are similar amongst municipalities, differences in enabling legislation mean they are not homogenous. Whereas Philadelphia's NCD legislation delegates enforcement to the Planning Commission, other cities have given this power to different departments. Certain cities use the NCD as a stronger tool for preservation and neighborhood planning. These differences in enabling legislation cause NCDs in other cities to differ in how they are administered and what regulations are adopted. There are two established techniques for codifying an NCD, traditional zoning and zoning overlay. The following case studies illustrate the two approaches to codifying NCDs. A matrix is included which illustrate the differences in regulations for Neighborhood Conservation Districts throughout the country.

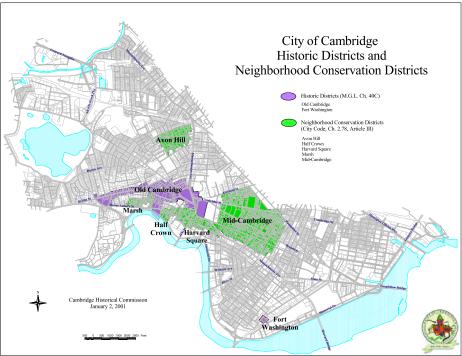
### Cambridge, MA: Mid Cambridge Conservation District

The enabling legislation provided within the Cambridge Municipal Code was established in 1983 "to conserve and protect the beauty and heritage of the City of Cambridge and to improve the quality of its environment through... conservation and maintenance of neighborhoods."<sup>1</sup> Regulatory power rests with the Historical Commission, which is responsible for studying whether a neighborhood is eligible for NCD designation.

The process of designation does can be initiated by either the community or the Cambridge Historical Commission (CHC). If any ten City residents petition the CHC or the CHC feels a neighborhood may be eligible, it will initiate an NCD Study Committee. The Study Committee consists of four members appointed

by the City Manager and three appointed by the CHC. Membership must include a district resident, a property owner and one person knowledgeable in conservation. The Study Committee uses public hearings to establish the distinctive characteristics of the neighborhood as well as what regulations would best protect these features.

Once the Study Committee has finished its research, a Study Report is provided to the CHC for review. If the Commission determines that an NCD designation is appropriate, it will send its recommendation



to City Council for final approval. Upon designation of an NCD, the City Manager appoints an NCD commission to administer the regulations. The neighborhood commission consists of appointed members from the community and the CHC.

Regulatory control for the district comes under the auspices of the CHC

Map of Cambridge Conservation Districts Source: Cambridge Historical Commission

# Fishtown Conservation District

and neighborhood commission, as either body can review projects within the NCD. Unlike the Philadelphia ordinance, Cambridge limits the power of the reviewing body, reducing many of its determinations to a non-binding status. Only determinations regarding "applications to construct a new building, to demolish an existing structure if a demolition permit is required, to construct a parking lot as principal use, and to construct an addition to an existing structure that would increase its gross floor area"<sup>2</sup> are binding. All work within the NCD requiring a building or demolition permit must also receive an approval certificate from either the neighborhood commission or the CHC. Three types of certificates are available, the Certificate of Appropriateness, Non-Applicability or Hardship. The three certificates allow the regulatory body to expedite applications by providing administrative approval for Non-Applicability certificates, allowing the commission to deliberate cases of appropriateness and hardship.

Unlike many NCD ordinances, the Cambridge ordinance clearly outlines what is not reviewable while providing minimal guidance as to design guidelines.

Utilizing the Mid Cambridge NCD as an example, strict rules only refer to the city ordinance regarding binding and non-binding determinations. Curiously, the change of significant architectural features can only receive non-binding determinations, allowing owners great freedom in the rehabilitation of their property. Binding determinations are reserved for work done on National Register listed buildings as well as major rehabilitations and infill development. Unlike Philadelphia where specific restrictions must be codified, the Mid Cambridge NCD Order lists only the following general review criteria:

- 1. Site layout
- 2. Provisions for parking
- 3. Volume and dimensions of the building
- 4. Provisions for open space and landscaping
- 5. The scale of the building in relation to its surroundings
- 6. The changes to existing buildings as related to new construction

The Cambridge NCD ordinance gives the regulatory bodies great power in reviewing projects by providing little guidance in actual design regulations. Balanced with the fact that many changes receive non-binding determinations, the Cambridge regulations appear weak regarding historic preservation of non-listed buildings. Although the binding determinations regarding new construction and substantial rehabilitation are effective in maintaining the neighborhood's architectural massing and historic character, the regulation as codified allows a great deal of subjectivity in the local regulatory commission. While this flexibility may be more effective when evaluating individual applications, its lack of rigid guidelines makes it more difficult for residents to comprehend what appears to be a subjective process.

## Annapolis, MD: Eastport Gateway Conservation Overlay District

Unlike Philadelphia where there is one ordinance regulating Neighborhood Conservation Districts, Annapolis has five different sets of code. Whereas the Philadelphia code is a zoning overlay, the Annapolis codes combine the NCD regulations with those of the traditional zoning to create designated conservation districts. In order to simplify the code, the merged code acts as a mapped residential zoning district, not as an overlay.

The Annapolis Residential Neighborhood Conservation Districts (RNCD) each have a stated goal "to preserve patterns of design and development in



New Construction in Mid Cambridge NCD Source: Hammond GMAC Real Estate

residential neighborhoods characterized by a diversity of styles and to ensure the preservation of a diversity of land used, together with the protection of buildings, structures or areas the destruction or alteration of which would disrupt the existing scale and architectural character of the neighborhoods."<sup>3</sup> Unfortunately the code is not tailored to the concerns of residents. Enforcement and creation of the RNCDs is under the auspices of the Planning Commission, and it appears that the procedure for having a neighborhood designated is the same as for zoning remapping. The lack of public participation in creating the district could create a backlash against designation. Although there may be a process that the Planning Commission uses to create RNCDs, it is not codified. While public input is required in the rezoning process, there is no formal tally of neighborhood residents' yea or nay vote, or a codified process to draft the design guidelines.

Unlike Philadelphia or Cambridge, the RNCDs in Annapolis are not separate neighborhood, but numbered zoning maps. All building and demolition

permits which impact a street façade are reviewed by the Department of Planning and must comply with the RNCD codes. Design standards are set either though a subjective decision regarding neighborhood consistency, or by meeting standards set in official neighborhood plans. Setback regulations are set by the bulk regulations within a separate chapter of the zoning code. The code regulates features such as building height, orientation, porches, roof pitch and massing, but these are subjective unless a neighborhood plan, declared official by the City Council, has created design standards to guide the Planning Department.

The Eastport Overlay District was created under municipal code Chapter 21.69 which has been stricken from the code. All conservation districts were converted from overlay districts to mapped districts prior to 2004. An ordinance first introduced in July 2005, was meant to recreate the original Eastport Overlay District based on

regulations set forth in Chapter 21.69. The new Eastport Gateway Conservation Overlay District was introduced as municipal code Chapter 21.59, which has not been implemented. The ordinance divided Eastport into two zones, with construction greatly limited in Zone 1 and Zone 2 permits requiring design review by the Planning Department. Zone 1's design guidelines limit all construction to less than four feet in height, protecting the Eastport view shed of the waterfront. Zone 2 following traditional NCD guidelines regulating building compatibility, setbacks, height and signage. This ordinance only regulates new construction and its need to be "compatible with the traditional architecture of the Eastport peninsula." Unlike many NCDs, there is no mention of protecting historic structures; this overlay's preservation effort is limited to protecting Eastport's view shed of the historic waterfront.

Although this bill was introduced in July 2005, there is no Chapter 21.59 in the municipal code. As previously illustrated, the current program for RNCDs in Annapolis is a zoning designation, not an overlay. Without having a separate ordinance that designates and regulates RNCDs, Annapolis fails to fully utilize this preservation resource. Without protocol for community involvement or a codified procedure for creating RNCDs that is distinct from the zoning remapping process, there is a penchant for misunderstanding within the community. Unlike

3 City of Annapolis Municipal Code: <u>21.40.090 R3-NC2 General Residence Neighborhood Conservation 2 district</u>



Eastport House Source: Eastporthouse.com

specific NCD ordinances that spell out the creation of districts with specific regulations, Annapolis' system of bundling into one zoning code is cumbersome and difficult to understand. While there may be an Ad Hoc procedure created by the Planning Department to administer the RNCDs, the current municipal code is difficult to understand and creates a program that is neither community friendly nor neighborhood based.

## Neighborhood Conservation District Matrix

The Neighborhood Conservation District does not take one standard form. As exemplified in the two case studies, NCDs each have specific enabling legislation and preservation goals. Certain cities such as San Jose and Atlanta utilize NCDs as supplementary to historic districts. The level of protection and regulation ranges greatly from city to city. Wilmington, Delaware has one of the strictest codes, regulating roofs, doors, porches and routine maintenance including painting and installation of storm windows. Other cities such as Austin, Texas regulate site use and development standards but only have voluntary guidelines and no design review. The diversity of NCDs regulations includes who administers the program, activities regulated, what standards are regulated and who nominates districts. A matrix of Neighborhood Conservation District regulations by municipality is provided to illustrate the diversity of the concept and how it can be tailored to a community's needs.

# Appendix A

Municipality	Primary Function Who Nominates		Who Approves	Who Reviews	Plan required	Guidelines Incentives	Incentives
		ers (at least 10% or	aniariana da serendare	lither Decime Constraints			
Allanta, GA		In properties)	Landmark Commission	urdan pesign commission	DU	01	01
Bethlehem, PA	НР					yes	yes
Blacksburge, VA		property owner/resident petition, Town Manager, or Plan. Commission	Town Council	no reviews	yes (district study)	ou	ou
Boise, ID	overlay zone			City Council, after comment Planning & Zoning, HPC, Design Review or from Historic Commission other depending on intent of NCD	02	yes	e
Boulder County, CO			Board of County Commissioners	Planning Commission and Board of Commissioners	yes	possible	Q
Carbondale, IL	НР	any person with 25% of property owners in agreement	City Council	Preservation Commission			
Chapel Hill, NC	НР	of 51% of land, ers	Town Manager	town manager	yes	yes	ou
Dallas, TX	НР		staff, landmark comm., plan comm, city council	City Staff	ou	yes	ou
Dayton, OH	design guidelines		City Planning Board	administrative for minor and Urban Preservation commission for major	yes	yes	no
Fort Collins, CO	zoning district				ou	yes	ou
Indianapolis, IN	НР				yes	yes	no
lowa City, IA	НР	HP commission, 6 or more property owners		HP Commission	ou	yes	no
Jefferson Parish, LA overlay zone	overlay zone			Old Metarie Commission	ou	yes	no
Milwaukee, WI	overlay zone	neighborhood property owners or City			yes	yes	DO
Nashville, TN	НР	neighborhood property owners or City	City Metropolitan Council	Historic Zoning Commission	ou	yes	no
Omaha, NE	planning	majority of property owners, planning board or City Council	Planning Board and City Council	no reviews	yes	Q	no

# Fishtown Conservation District

Protections

Restrictions- Existing Buildings Restrictions--- New Buildings

National Register District Local Historic District	May protect properties from <i>federal</i> undertakings Protects exterior from demolition or alteration	None Significant Exterior must be maintained at its historic appearance. Historical Commission must approve replacement materials, including windows and doors. Siding not allowed, significant alterations not allowed	None
Conservation District	Proposed district protects historic buildings from loss of architectural detailing or fabric. Protects neighborhood from inappropriate new development	Proposed district would limit alterations to window openings and methods of installing siding. Doors and windows would not be regulated. Materials would not be regulated	Proposed district would restrict height, materials, and form of facade. Garages in front facades would be prevented.

Source: Adrian Seward

- Bicksler, Rebecca. <u>Neighborhood Conservation District Study for the City of</u> <u>Urbana, Illinois</u>. University of Illinois, Urbana-Champaign. Urbana, Illinois: City of Urbana, Department of Community Development, Planning Division, 2006.
- City of Annapolis Municipal Code: 21.40.090 R3-NC2 General Residence Neighborhood Conservation 2 district, 2006.
- City of Cambridge, Massachusetts. City Council. <u>Mid Cambridge Neighborhood</u> <u>Conservation District Order</u>. 8 June 1992. <<u>http://www.cambridgema.gov/</u> historic/MCNCD\_order.pdf>.
- City of Cambridge Municipal Code: Chapter 2.78.190 Review Procedures, 2006.
- City of Philadelphia. Philadelphia Planning Commission. <u>Chapter 14-900</u> <u>Neighborhood Conservation Districts</u>. 2006. <a href="http://municipalcodes.lexisnexis.com/codes/philadelphia/\_DATA/TITLE14/CHAPTER\_14\_900\_NEIGHBORHOOD\_CO/index.html">http://municipalcodes.lexisnexis.com/codes/philadelphia/\_DATA/TITLE14/CHAPTER\_14\_900\_NEIGHBORHOOD\_CO/index.html</a>.
- Frens, Dale H. and J. Christopher Lang. Building Towards the Fourth Century: Annapolis Historic District Manual. Annapolis, MD: Annapolis Historic District Commission, 1994.
- Groat, Linda. "Measuring the Fit of New to Old: A Checklist Resulting From a Study of Contextualism." Architecture 72, no. 7 (November 1983): 58-61
- Lang, Christopher J., and Kate Stout, Photos by Kate Stout, Nantucket Historic District Commission, "Building with Nantucket in mind: guidelines for protecting the historic architecture & landscape of Nantucket island [Massachusetts]". Nantucket Historic District Commission, 1992
- Manion, B.C. "Historic Guidelines Come Under Debate." The Tampa Tribune (2 March 2002)
- "Mid Cambridge NCD Homepage." Feb. 2006. City of Cambridge. 19 Dec. 2006 <a href="http://www.cambridgema.gov/historic/midcambridgehome.html">http://www.cambridgema.gov/historic/midcambridgehome.html</a>>.
- <u>Neighborhood Conservation Districts in Cambridge</u>. Cambridge, Massachusetts: Cambridge Historical Commission, 2002.
- The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings Washington, D.C.: Preservation Assistance Division, National Park Service U.S. Department of the Interior, rev. 1995

# A HOUSE IN FISHTOWN

# A Contemporary Design in a Historic Context

## Introduction

A contemporary building to a historic context is a distinct symbol of the adaptation of architecture to meet the needs of a changing city. If we accept the argument that architecture is a direct reflection of the economic, cultural and social constructs of its time, then contemporary design serves as a connection from the past to the present. As the urban landscape of Fishtown is under pressure to change, it is vital to create a premise of new design that is compatible with the old with culture, place, and context in mind.

#### Problem

The project is to create an infill scheme for a vacant lot along a typical residential block in Fishtown and poses the question, how can contemporary design inform a changing built environment while respecting and sustaining the language of the historic fabric? Can a new structure assimilate to its context and embody a sense of belonging without imitation or falsified historicism? The purpose of the project is to not only to encourage revitalization by introducing new construction in a vacant lot but also to create contemporary new construction that is compatible with the existing historic built fabric.

Though insensitive construction has already infiltrated the neighborhood, the objective of this design is to inform future development and serve as a reference to approach strategy and methodology to contemporary design. To that end, the project attempts to formulate a method to approach the dilemma of the meeting of the old and the new in an effort to provide a basis for evolving design theory, an open dialogue rather than a recipe solution. The goal is create a design theory that holds true without prescribing rules of do's and don'ts. After all, every project is unique and the true success of an intervention is inconclusive until decades after a project is complete and the building has established itself within its context.

## Site

The project site is located in the middle of the block bounded by Richmond and Allen Streets and Marlborough and Columbia Streets. This northeast edge of this block has been literally cut off for the construction of I-95 creating a rounded corner on an otherwise typical rectangular block. The site (20 ft wide x 165 ft long) is a long and narrow thru lot plot with frontage facing both Richmond and Allen streets. The main façade, considered to be Richmond street, faces the highway embankment. The Allen street façade faces an odd shaped block that also has been modified into a long, narrow trapezoidal shape by the creation of the major north south artery, Delaware Avenue, which serves as on/ off access to I-95. Despite being isolated from the rest of the neighborhood by the pressures inherent in the location flanked by a highway on one side and a six-lane artery to the other, the block retains a comfortable residential feeling and scale. The southwest corner of the block is anchored by the Kensington Methodist Episcopal Church (1853), locally known as Old Brick Church. This dichotomy of neighborhood and point of mass transportation is precisely what makes this block dynamic and challenging hence why this block was chosen as the project site.

## Program

The house is designed for a longtime Fishtown resident, Art, and his two young children, Sam and Rachel. Art is a musician and teacher, and has lived in Fishtown for over thirty years. He would like to relocate his family from their present residence to accommodate his growing family. He teaches music in local schools, holds private lessons in his home, and plays the trumpet in his own band. Twelve year old, Sam, and six year old, Rachel, attend school in center city Philadelphia. Art wishes to have a studio for his band to rehearse and to give private music lessons. Also, it is desirable to have a flexible and large guest room as the band tends to "crash" at his home after a long night of rehearsal.

The program requirements are as follows:

Main House

Public

- Living room 800 sqft
- Dining room 250 sqft
- Kitchen 300 sqft
- Courtyard 200 sqft

Private

- Master bedroom 400 sqft
- (2) Children's bedrooms 300 sqft & 200 sqft
- Playroom 325 sqft

Service

- Storage
- Laundry room
- Bathrooms
- Mechanical room as required

Studio and Guesthouse

- Studio 525 sqft
- Guest room 400 sqft
- Kitchenette 60 sqft
- Bathroom
- Mechanical room as required

#### Approach

In the spirit of preserving the intangible essence, grittiness, of Fishtown, this project pulls its architectural vocabulary from its surrounding, characterized by two to three story brick rowhouse. The pride of home ownership is

expressed through the attentive albeit unusual care of the local homes. The approach to design is examined through the exploration of the private versus private realm, volume, and materiality.

#### public vs. private

As the site is inundated with sights, smells, and sounds inherent in urban setting, the design proposes to address the urban context while providing a sensory sanctuary for the inhabitants of the residence. The idea of private sanctuary is realized in a form of an inner courtyard providing an exterior space open to the sky but exclusive to the inhabitants. The courtyard is located in the center of the main house (see plan, drawing 2/ SK3) surrounded by the kitchen, the hearth of the home, the living room, and an interior breezeway.

The intersection of the public and private realm is addressed in the intersection of the building and street along the Richmond street façade. As the physical edge between public and private, the façade encourages neighborly interaction by providing a bench at the height of the stoop and a canopy for protection from the weather. Additionally the living room is situated at the front of the building welcoming social interaction to continue into the first layer of the building.

#### Volumes

The existing buildings on the block represent an additive method of construction delineating changes through time. The largest volume, the original building, typically encompasses the width of the lot but remains shallow resulting in open space in the rear of the building and collectively in the center of the block. This primary volume stands two to three stories tall and is conjectured to date to the early 19<sup>th</sup> century. With the evolving demands of the occupant, more space was required, and additions were created distinct in volume, materiality and scale.

To that end, the house is divided into multiple volumes to evoke the rhythm of building over time. However, the building is designed a singular vocabulary to avoid fragmentation. The volumes facing Richmond Street and Allen streets are two stories tall merging with neighboring buildings in height. (see section, drawing 1/ SK4) The guest loft and studio is a singular small-scale volume facing Allen street. The courtyard breaks up the main house into two volumes. The larger form encompasses the middle of the site housing the kitchen, dining, and living rooms tucked below the children's bedrooms. A playroom above the children's bedroom peaks above the two story volume in the form of a half story intrinsic to the structure of the roof. In addition, the interior courtyard allows natural light to penetrate the long linear site. The presence of natural ventilation and playfulness of light and shade contribute to the textures and colors of the space.

#### **Materials**

The design of the facade draws from the materials found in the neighborhood, and inserts them into contemporary details. Brick serves as a

base for the façade, and natural finish cedar panels accents the entry breaking the verticality of the structure to human scale. Steel framed, thin mullion windows provide openings on all sides of the building. (see elevation, cover sheet)

## Conclusion

The evolution of architectural styles as a living record is tied to the designer's ability to interpret the existing built environment and adapt it to its current place and time. The borrowed characteristics of architecture respect the past when they are interpreted to communicate with its own culture and time. The history of Fishtown is evident in its built fabric and the creation of contemporary buildings is representative of the continual growth of the neighborhood.



# LIST OF DRAWINGS

SK-1	SITE PLAN
sk-2	PHOTOGRAPHS
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- SK-3 FIRST FLOOR PLAN AND ELEVATION
- SK-4 SECOND FLOOR PLAN AND SECTION



# A House in Fishtown



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# A House in Fishtown



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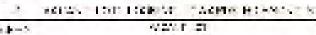


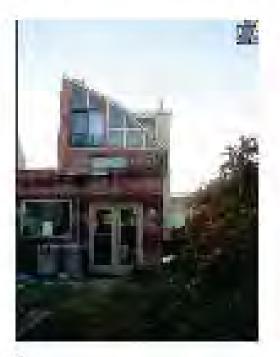


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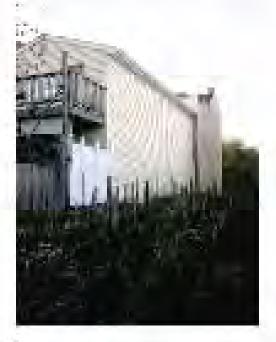


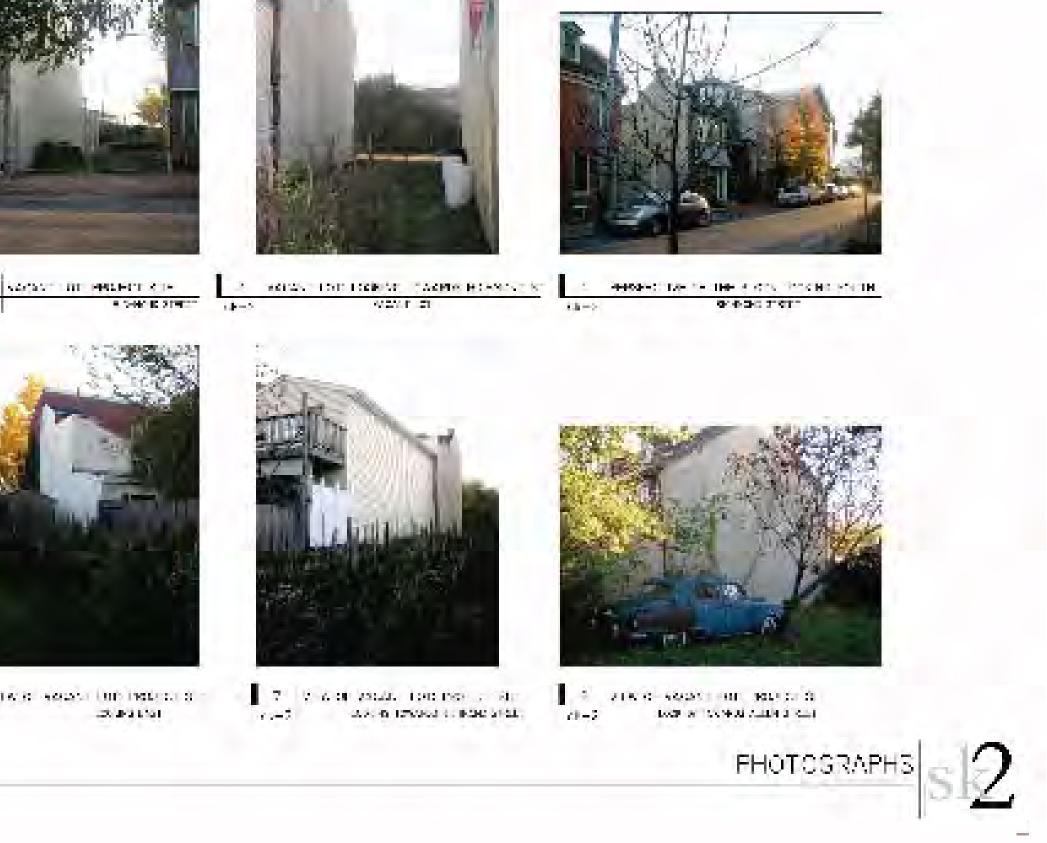




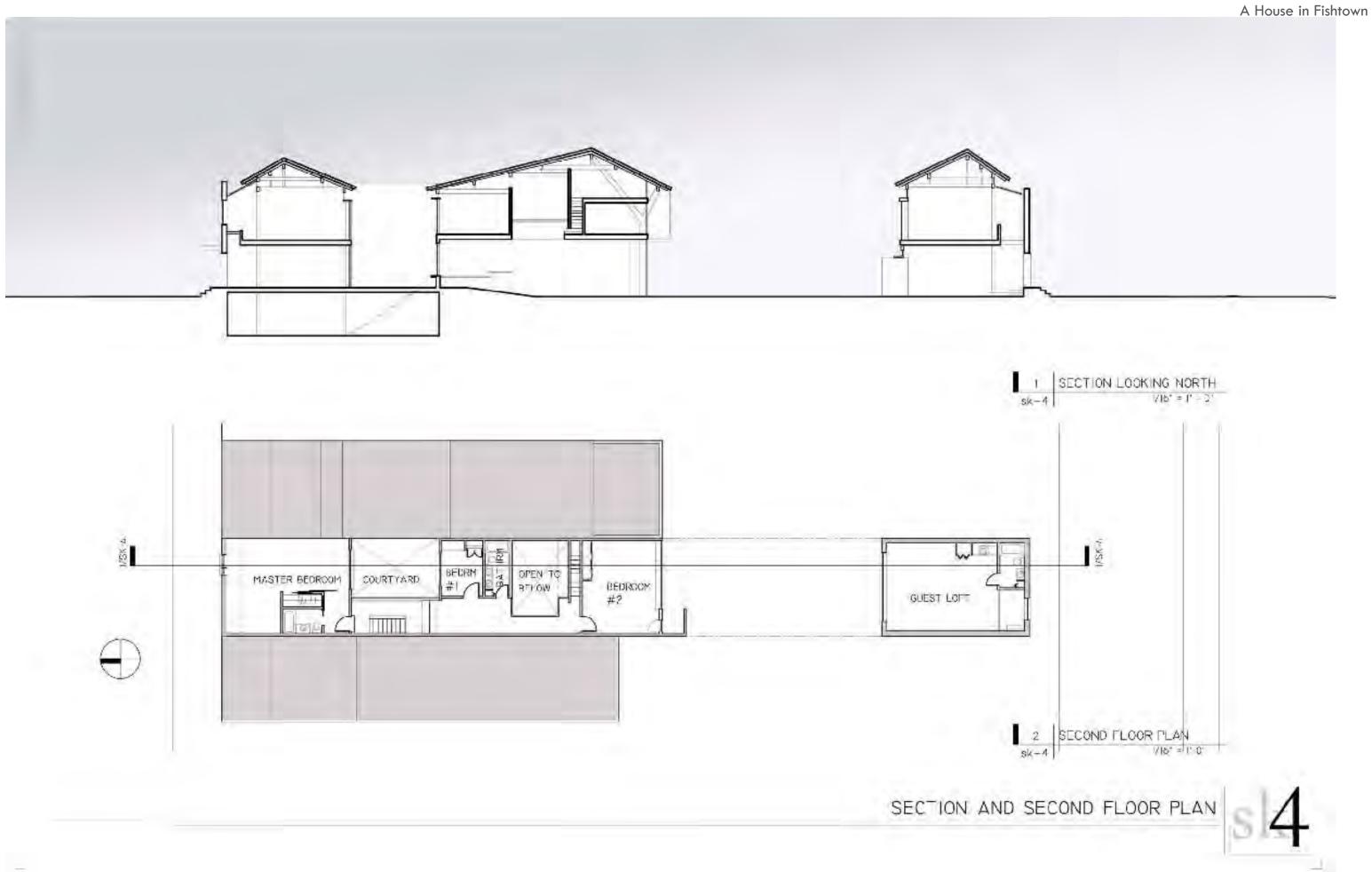


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## <u>Proposals for adding Fishtown properties to the Philadelphia Local</u> <u>Register</u>

Fishtown possess a unique array of historic architecture varying in time periods, styles and uses. The architecture present in the neighborhood is also telling to the unique social and developmental history that typified Fishtown's past. Fishtown developed according to the industrial activities that were occurring along the waterfront. Along with industry, worker housing appeared also, as did commercial and other industry-related properties. As the population increased, demographical makeup changed and social institutions to serve the various segments of Fishtown's social makeup were founded; many of which survive to this day.

Preservation of these properties is important as to provide Fishtown and Philadelphia physical anchoring points that help provide continuity with the past. I propose to make proposals to adding to the Philadelphia local register of historic places, so as to better ensure the survival of these structures. In the following pages, I have compiled fourteen nomination forms highlighting prominent commercial, industrial, residential and institutional buildings in Fishtown that warrant addition to the local register or considerations for nomination research. The buildings I chose were done so for their apparent contributions to Fishtown's social and developmental history and were judged based on the historic commission's guidelines as stipulated below.

Addition to the local register provides for protection against inaccurate or unsympathetic alterations as well as unnecessary demolition. These provisions aim to offer means to better guarantee the preservation of the character of an historic site or a neighborhood as a whole. For the Philadelphia Historic Commission, preserving physical integrity amongst Philadelphia's neighborhoods is key; and objective served through local register addition. Historic resources boost community pride and distinction; which have a positive ripple effects on aspects like social bonding, visitor attraction and property values.

The Historical Commission can help with the maintenance of historic properties. Information on the proper use of materials, the particularities of certain architectural styles, and how to ensure building integrity can be provided to homeowners. In addition, the commission can aim in helping applicants initiate the process of obtaining the federal historic tax credit and answer general questions about how Philadelphia and national historic commissions operate.

## Guidelines of adding to the local register

The Philadelphia stipulates ten criteria that allow for a site to be considered appropriate for addition to the local register. Building(s) that:

- a. Has significant character, interest or value as part of the development, heritage or cultural characteristics of the City, Commonwealth or Nation or is associated with the life of a person significant in the past; or
- b. Is associated with an event of importance to the history of the City, Commonwealth or Nation; or
- c. Reflects the environment in an era characterized by a distinctive architectural style; or
- d. Embodies distinguishing characteristics of an architectural style or engineering specimen; or
- e. Is the work of a designer, architect, landscape architect or designer, or engineer whose work has significantly influenced the historical, architectural, economic, social, or cultural development of the City, Commonwealth or Nation; or
- f. Contains elements of design, detail, materials or craftsmanship which represent a significant innovation; or
- g. Is part of or related to a square, park or other distinctive area which should be preserved according to an historic, cultural or architectural motif; or
- h. Owing to its unique location or singular physical characteristic, represents an established and familiar visual feature of the neighborhood, community or City; or
- i. Has yielded, or may be likely to yield, information important in pre-history or history; or
- j. Exemplifies the cultural, political, economic, social or historical heritage of the community.

Source: PHC guidelines at: < http://www.phila.gov/historical/textonly/designation. html#benefits >

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- Warehouse/industrial structure.
- Brick exterior.
- New windows installed.
- Garage space installed.
  Brick cornice.
- Old limestone plaque on east facade, badly weathered.
- Current rennovation conversion into condo apratments

See photo below



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PHILADELPHIA REGISTER OF HISTORIC FLACES - (Continued)
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SPECIFIC DATES

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STATEMENT OF SIGNIFICANCE

- This site is telling to Fishtown's historic industrial development.

- Being near to the riverfront, it is a last remaining piece of the industrial complexes that once proliferated the Fishtown waterfront.

- The building exemplifies the economic beritage of Fishtown and falls within the Commission's guideline of community significance.

- Redevelopment has ensured the building's longevity and continued use.

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Commercial Warehouse structure.

- Decorative origional commercial facade.
- Stucco exterior finish, some warping due to water damage.
- Brick interior as seen on the insides of the windows slots.
- Windows are missing, probable water damage inside.
- Small metallic cornice.

See photo below



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PHILADELPHIA REGISTER OF HISTORIC PLACES - (Continued)
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SPECIFIC DATES

BUILDES ARCHITECT

STATEMENT OF SIGNIFICANCE

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- Being near to the riverfront, it is a last remaining piece of the industrial complexes that once proliferated the Fishtown waterfront.

- The building exemplifies the economic beritage of Fishtown and falls within the Commission's guideline of community significance.

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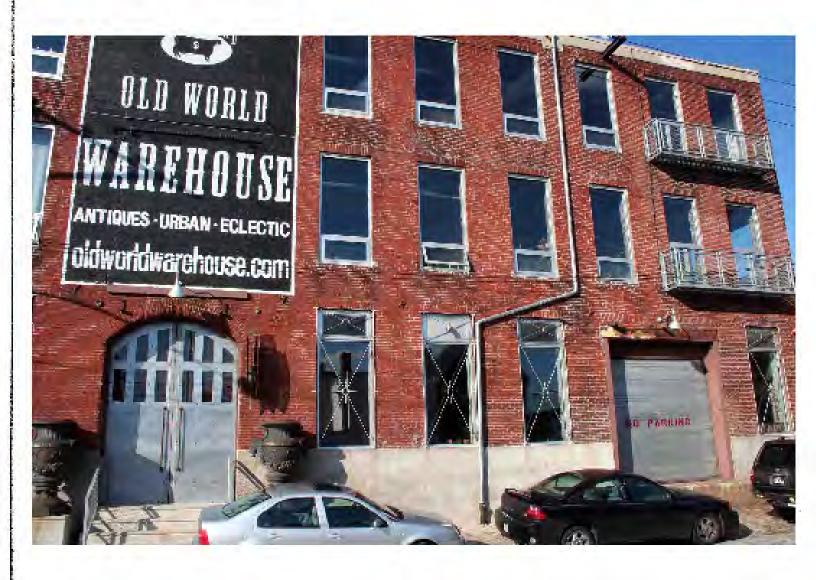
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- Brick warehouse structure.
- Large windows, recently replaced with modern style windows.
- Loading dock on first level, possibly origional,
- Preserved entrances.
- website: http://oldworldwarehouse.com/

See photo below



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PHILADELPHIA REGISTER OF HISTORIC FLACES - (Continued)
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PHILADELPHIA REGISTER OF HISTORIC PLACES - (Continued)
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STATEMENT OF STONIFICANCE

- The site is located on one of the few setback properties that does not contain modern construction in Fishtown; this propert may be an origional from the time of Palmer's plotting of his property in what is today Fishtown.

The shape of the house is aliken to other possible origional set-back properties but is made of wood, perhaps a anglue deviation from the brick architecture common amognst other set back houses.
Efforts to conserve the house are good, with the use of wood on the outside of the house.

#### MAJOR BIBLIOGRAPHICAL REFERENCES 9,

The Palmer Plot maps at the Historic Society of Pennsylvania.

<b>)</b> ,	FORM PREPARED	<b>BY</b> David O'Malley	
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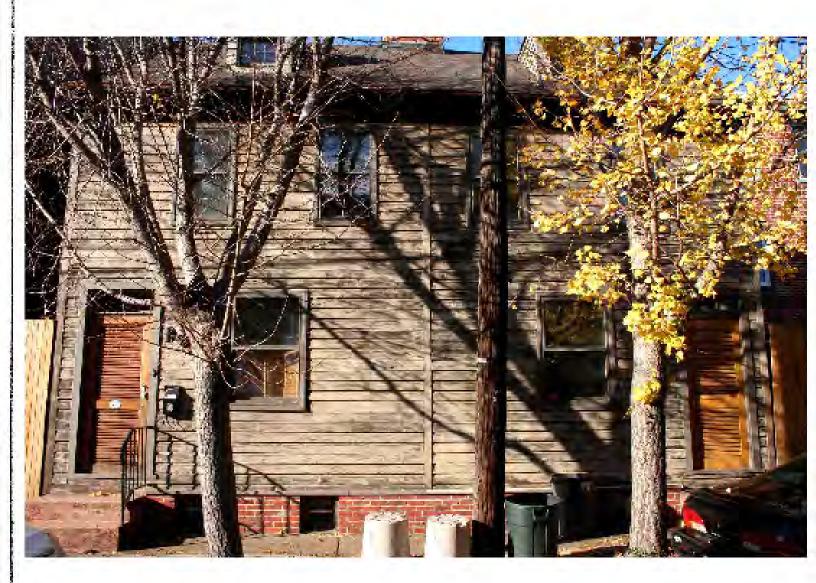
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- One of the few examples of origional wooden houses in Fishtown.

- Wooden exterior, replaces recently however respected the origional use of materials and design.
- Trnity style houses.
- Visible brick foundation.
- New windows installed.
- Asphalt roofing.
- 1/2 storie third level

See photo below



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PHILADELPHIA REGISTER OF HISTORIC PLACES - (Continued)
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SPECIFIC DATES

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STATEMENT OF SIGNIFICANCE

- The two bouses on Wildey street attest to bousing styles of Fishtown before industrialization.

- The wood-frame design make the buildings unique survivors.

- The use of origional materials denotes a sensitive conservation and will allow for their continued survivalin the future.

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- Older Setback properties along the south side of Palmer Burial Ground.

- Brick facades
  - Small Gothik windows at the top.
- Origional window patterns intact.

See photo below:



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PHILADELPHIA REGISTER OF HISTORIC PLACES - (Continued)
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STATEMENT OF STONIFICANCE

- Examples of several other houses that share similar characteristics scattered throughout Fishtown.

- These and other examples are of similar architectural styles and having been built with property lines set- back than other properties whose frontage is close to the street.

These and other properties that are spread throughout Fishtown appear in maps compiled around the turn of the 19th century as well as in Hexamer and Sanbourne. Historically it is known that Anthony Pahner, the land-owner who owned vast tracts of land in present-day Fishtown, developed several bonses on his land.

Hexamer Maps at the Free Library of Philadelphia. Sanbourne maps at the Free Library of Philadelphia. 1796 Torben Map available at the Free Library of Philadelphia.

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SPECIFIC DATES

BUILDES /ARCHITECT

STATEMENT OF SIGNIFICANCE

- The "Candy Factory" is significant as being one of Fishtown's own native industries

- The excellent state of preservation under removation will allow this site to better survive for the future.

- website of removators: http://mglofis.com/

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PHILADELPHIA REGISTER OF HISTORIC PLACES - (Continued)
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8. SIGNIFIC PERIDD PREHISTORIC 1991-1700 1701-1500	ARCHELOSY- PREAISTORIC ARCHELOGY- HISTORIC	AREAS OF SIGNIFICANCE - CHECK AND JUSTIFY BELOW COMMUNITY PLANNING CONDECAPE X RELIGION CONSERVATION ARCHITECTURE SCIENCE CONDUCTION CONTRACTORE SCIENCE CONDUCTION CONTRACTORE SCIENCE
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#### STATEMENT OF SIGNIFICANCE

- George Chandler, the first pastor of the First Kensington Presbyterian Church helped in fouding the school.

- The building is listed on the local register as contributing to the city's history.

- The direct connection with the Church, another impactful organization in the community locally listed building; makes the school an integral element of Fishtown's history and deserving of being added to the local register.

Grant, Karen. Fishtown a slice of life: 300 years in Philadelphia 1682-1982. Philadelphia, PA; Fishtown Civic Association, 1982.

Available at the Historic Society of Pennsylvania

call number: UPA/Ph F158.68.F43 F6 1982

Ø.	FORM PREPARET	BY	
	NABEZHITLE	David O'Malley	
	OHEXSIZATION	10 GL UN 11 GL	CATE 12/19/06
	TREET AND NUMBER	3701 Chestnut Street	TELEPHONE
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DESCRIBE THE PRESENT AND ORIGINAL (IF KNOWN) PHYSICAL APPEARANCE

- Set back houses.
- Variances in materials with some houses adding a later verticle element to the facade.
- The Gothik windows apparent in other older set back properties are present on these properties.

See photos below





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PHILADELPHIA REGISTER OF HISTORIC PLACES - (Continued)
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PREAISTORIC       PREAISTORIC         1601-1700       PREAISTORIC         1601-1700       PREAISTORIC         1801-1700       PREAISTORIC         1801-1800       ARCHELCS*- PREAISTORIC         1801-1800       ARCHELCS*- PREAISTORIC         1801-1800       ARCHELCS*- PREAISTORIC         1801-1800       ARCHELCS*- PREAISTORIC         1801-1800       ARCHICLOURE         1801-1800       ARCHICLURE         1801-1800       ARCHICLURE         1801-1800       ARCHICLURE         1951-	AREAS OF SIGNIFICANCE - CHECK AND JUSTIFY BELOW  COMMENTY PLAYNING INNESSAPE RELIGION  CONSERVATION ARCHITECTURE SCIENCE  CONSERVATION SOULTERSTURE SCIENCE  CONSERVATION  CONSERVATION
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STATEMENT OF STONIFICANCE

- Examples of several other houses that share similar characteristics scattered throughout Fishtown.

- These and other examples are of similar architectural styles and having been built with property lines set- back than other properties whose frontage is close to the street.

These and other properties that are spread throughout Fishtown appear in maps compiled around the turn of the 19th century as well as in Hexamer and Sanbourne. Historically it is known that Anthony Pahner, the land-owner who owned vast tracts of land in present-day Fishtown, developed several bonses on his land.

Hexamer Maps at the Free Library of Philadelphia. Sanbourne maps at the Free Library of Philadelphia. 1796 Torben Map available at the Free Library of Philadelphia.

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NAME / TITLE	David O'Malley	i da se
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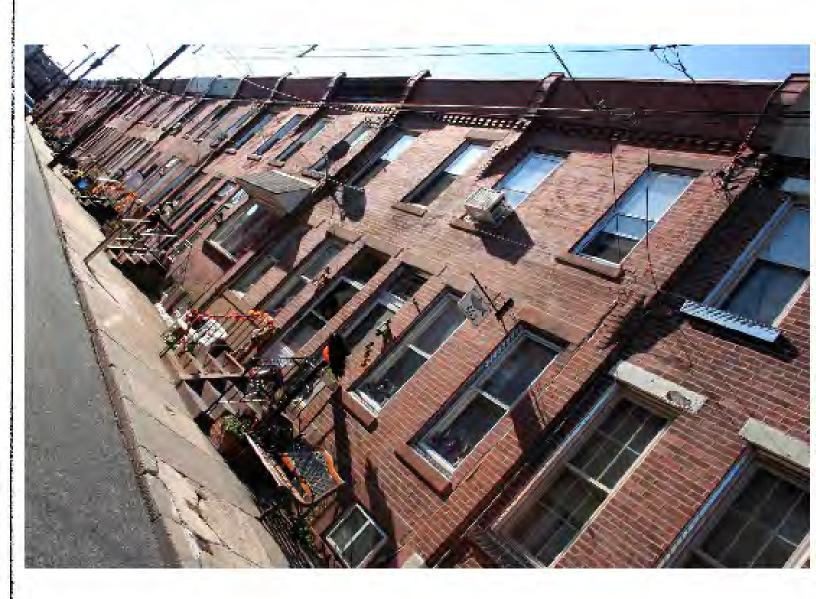
- This is a proposal for an excellently conserved street of worker housing in Fishtown.

- The buildings exhibt an patina of materials that not only show the historic make up of the street but show the adaptations of the residents over time, especially during the later the 20th century.

- Materials present include: quilted aluminum, brick, siding, wood, stucco and stone

There also is a presence of many ornate cornices.

See phote below:



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PHILADELPHIA REGISTER OF HISTORIC FLACES - (Continued)
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#### SPECIFIC DATES

BUILDES ARCHITECT

### STATEMENT OF SIGNIFICANCE

 Fishtown's industrial development demanded new properties be constructed to keep up with the increasing population, Wilt Street is one of these constructions.

- Mercer st. is telling to Fishtown's developmental history and is also prudent to the social living conditions that existed in Fishtown during the height of industrialization in the latter 19th and early 20th centuries.

Hexamer maps at the Free Library of Philadelphia.

Ó.	FORM PREPARED	BY	
	KABE/TITLE	David O'Malley	
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City of Philadelphia 🖌 Philadelphia Historical Commission

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PHILADELPHIA REGISTER OF HISTORIC FLACES - (Continued)
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8. SIGNIFI PERIOD PREMISTORIC 1001-1700 1101-1800 1101-1800 (X) 1801-1900 (X) 1801-1900 1301-1900 1301-1900 1551-	CANCE	AREAS OF SIGNIFICANCE - CHECK AND JUSTIFY BELOW COMMUNITY PLANNING LANDSCAPE RELIGION CONSERVATION ARCHITECTURE SCIENCE CONSERVATION ARCHITECTURE SCIENCE CONSERVATION CONSERVATION ARCHITECTURE CONSERVATION
SPECIFIC DATES	1882	BUILDES /ARCHITECT

STATEMENT OF SIGNIFICANCE

- The Penn Womens' Society was founded in 1848 and moved into the present building in 1882.

- The Penn Home is the oldest society of its kind in Philadelphia.

 It continues to serve retired and single women in need and is a unique cornerstone in the Fishtown community.

- Architecturally, its layout is unique as being a double storie half-courtyard building around a central garden space, it allows for a unique mix of private and communial space.

Grant, Karen. Fishtown a slice of life: 300 years in Philadelphia 1682-1982. Philadelphia, PA; Fishtown Civic Association, 1982.

Available at the Historic Society of Pennsylvania

call number: UPA/Ph F158.68.F43 F6 1982

Ø.	FORM PREPARET	BY	
	NABEZHITLE	David O'Malley	
	OHEXSIZATION	10 GL UN 11 GL	CATE 12/19/06
	TREET AND NUMBER	3701 Chestnut Street	TELEPHONE
	SITY C3 TOWN	Philadelphia	stere lig

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City of Philadelphia 🖌 Philadelphia Historical Commission

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PHILADELPHIA REGISTER OF HISTORIC FLACES - (Continued)
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8. SIGNIFII PERIDD PREHISTORIC 1991-1705 1701-1800 1971-1800 1971-1900 X 1901-1900 X 1901-1970 1951-	ARCHELOSYU PREAISTORIC PREAISTORIC ARCHELOSYU HISTORIC ARCHELOSYU ARCHITECTURE ARCHITECTURE ARC COMMERCE COMMERCE	AREAS OF SIGNIFICANCE - CHECK AND JUSTIFY BELOW COMPLIANTY PLANNING LANDSCAPE RELIGION CONSERVATION ARCHITECTURE SCIENCE TOCACHIUS SCULPTURE SCIENCE COURSELION ENGLISEING UNTERSTURE SCIENCE SOCIAL/HIMANDIANIAN EXPLORATION/ SETTLEVENT PHILOSOFAY SIJARSHORTSTUDN SETTLEVENT PHILOSOFAY SJI-ER (Social/ NUTRICON X Health Care
SPECIFIC DATES	1915	BUILDES /ARCHITECT

STATEMENT OF SIGNIFICANCE

- The hospital was founded via the third order of Saint Francis by Bishop John Newmann in 1855.

- The current structure dates from 1915.

- Saint Mary's hospital pioneered the use of hygenic cleaning amognst hospitals in Philadelphia.

- Its architectural elements and design is unique given the mixing of uses and separation of facilities of the origional hospital

Grant, Karen. Fishtown a slice of life: 300 years in Philadelphia 1682-1982. Philadelphia, PA; Fishtown Civic Association, 1982.

Available at the Historic Society of Pennsylvania

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Ø.	FORM PREPARET	BY	
	NABEZHITLE	David O'Malley	
	OHEXSIZATION	10 GL UN 11 GL	CATE 12/19/06
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PHILADELPHIA REGISTER OF HISTORIC PLACES - (Continued)
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8. SIGNIFIC FERIOD PREHISTORIC 1001-1700 1701-1500 1501-1500 (X) 1601-1500 1501-1500 1501-1500 1501-1500 1501-1500 1501-1500	ARCHELOSY- HREAISTORIC ARCHELOSY- HREAISTORIC ARCHELOSY- HREAISTORIC ARCHELOSY- HREAISTORIC ARCHICATIONS	AREAS OF SIGNIFICANCE - CHECK AND JUSTIFY BELOW  COMPLINITY PLANNING I LANDSCAPE RELIGION  CONSERVATION ARCHITECTURE SCIENCE CONSERVATION ARCHITECTURE SCIENCE CONSERVATION CO
SPECIFIC DATES	1870	BUILDES /ARCHITECT

#### STATEMENT OF SIGNIFICANCE

- The Soup Society of Kensington is an institution that serves the poor of Fishtown since 1844, it is still in population.

- The curent structure dates from 1870.

- The building is elegible for listing on the National Resister of Historic places for being an historically significant cornerstone to the Fishtown community.

- The Soup Society's operations are telling to the social developments occuring in Fishtown during industrialization. The orginization has been serving the community through many different periods of change in Fishtown; from the rise of industry, full industrialization, de-industrialization, stagnation and now the current-day recovery.

Grant, Karen. Fishtown a slice of life: 300 years in Philadelphia 1682-1982. Philadelphia, PA; Fishtown Civic Association, 1982.

Available at the Historic Society of Pennsylvania

call number: UPA/Ph F158.68.F43 F6 1982

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DESCRIBE THE PRESENT AND ORIGINAL (IF KNOWN) PHYSICAL APPEARANCE

- This is a proposal for an excellently conserved street of worker housing in Fishtown.

- The buildings exhibt an patina of materials that not only show the historic make up of the street but show the adaptations of the residents over time, especially during the later the 20th century.

- Materials present include: quilted aluminum, brick, siding, wood, stucco and stone

There also is a presence of many ornate cornices.

See photo below:



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PHILADELPHIA REGISTER OF HISTORIC PLACES - (Continued)
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SIGNIFIC		AREAS OF SIGNIFICANCE	- CHECK AND JUSTI	FY BELDW
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### SPECIFIC DATES

BUILDES ARCHITECT

### STATEMENT OF SIGNIFICANCE

- Fishtown's industrial development demanded new properties be constructed to keep up with the increasing population, Wilt Street is one of these constructions.

- Wilt Street is telling to Fishtown's developmental history and is also prudent to the social living conditions that existed in Fishtown during the height of industrialization in the latter 19th and early 20th centuries.

#### MAJOR BIBLIOGRAPHICAL REFERENCES 9,

Hexamer maps at the Free Library of Philadelphia.

10,	FORM PREPARED	BY	
	NABS/TITES	David O'Malley	
	CHEASIZATION		Exte 12/19/06
<u> </u>	TREET AND NUMBER	3701 Chestnut Street	TELEPHONE
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# GENTRIFICATION AND DISPLACEMENT: A STUDY OF INDICATORS IN FISHTOWN

# Introduction

Based on the studio's previous research in Fishtown and our midterm review in October 2006, it was apparent that the issue of gentrification in Fishtown needed to be addressed. The major influences for our project were concern for the social and economic welfare of the Fishtown community and the ability for Fishtown residents to continue to afford to live in Fishtown.

Information collected during the Ethnography survey also gave us insight into the perception of gentrification and displacement in the neighborhood. We found that the respondents to our survey had mixed perceptions of gentrification and displacement. Our survey respondents felt that the demographics of Fishtown were changing and that increasing property values would help Fishtown residents. From these responses, we can assume that our respondents felt that gentrification may be happening and that its affects were positive. In regards to displacement, the majority of the respondents felt that Fishtown residents would not be displaced. Some respondents added that displacement would not occur because most Fishtown residents owned their homes. We thought a quantitative analysis would complement the findings from our qualitative survey.

Our study attempted to examine specific indication data for gentrification and displacement. One of our goals was to determine whether either phenomenon has happened in the neighborhood. We were limited in the scope of our study because of our short time frame and the availability of necessary data. Thus, we included a list of recommendations on how to continue researching these issues in Fishtown. Our ultimate goal was to create a baseline study, using easily accessible data, which could be used by Fishtown residents and neighborhood organizations to produce their own studies on gentrification and displacement.

# Methodology

Our first step was to define gentrification and displacement. We consulted various scholarly journals and books to see the approach of other researchers. From these sources we determined the indicators for gentrification and displacement and the types of data we would examine for our study. After we gathered our data, we created several graphs using Microsoft Excel. Using these graphs, we compared Fishtown data with Philadelphia data. Once we analyzed the data, we would draw any possible conclusions.

# Background

Gentrification and displacement have been addressed in a variety of recent publications. Overall authors viewed gentrification as a natural part of the city life cycle. In these works, gentrification could occur without displacement and displacement was seen as a negative consequence of gentrification. However, in one work we reviewed, gentrification was defined in terms of displacement, thus the two constructs were inherently linked.

Dennis Gale, in Neighborhood Revitalization and the Postindustrial

<u>City</u>, defined gentrification as a phenomenon that happens after a neighborhood goes through the cycle of decline and revitalization.<sup>1</sup> Lance Freeman and Frank Braconi, authors of "Gentrification and Displacement," defined gentrification as a dramatic shift in a city's demographic composition towards better-educated and more affluent residents. Freeman and Braconi also cited a variety of positive results from gentrification, such as new housing investment and additional retail and cultural services. However, Freeman and Braconi also wrote that the principle concern related to gentrification is the displacement of lower income households resulting from redevelopment projects and/or rising rent. The article was a result of an attempt to determine whether or not displacement was occurring in areas of New York City as a result of gentrification. Specifically, Freeman and Braconi looked at two indicators to determine disadvantage: the household's income level and the household head's educational level. Freeman and Braconi concluded that gentrification could take place at some degree without the "rapid and massive" displacement of disadvantaged households".<sup>2</sup>

Adding to the discussion of displacement, Gale defined it as the "involuntary dislocation of occupants of buildings that are to be rehabilitated or converted."<sup>3</sup> Interestingly, he gave several indicators of how displacement could affect both homeowners and renters. Rent control and rising rents were triggers for displacement among renters, while increased property taxes could increase displacement among homeowners.<sup>4</sup> Freeman and Braconi looked at displacement by studying residential mobility and its characteristics. Those characteristics were: "monthly rent, length of tenure, overcrowding, the respondent's rating of their neighborhood's physical conditions, and the number of maintenance deficiencies in their unit."<sup>5</sup>

N. Edward Coulson and Robin M. Leichenko also addressed gentrification in their article "Historic Preservation and Neighborhood Change". However, instead of looking at the rate of displacement, Coulson and Leichenko looked at the relationship of historic district nominations to occurrences of gentrification in communities located outside Fort Worth, Texas. They used census tracts as the unit of observation and examined the impact of the existence and extent of historic preservation on tract demographic and housing characteristics between 1990 and 2000. Five demographic and housing indicators were examined: diversity of population, growth rate of population, change in residential vacancy rate, percentage change in median income and change in the owner-occupancy rate. The overall conclusion derived from the research was that historical designation does not lead to gentrification, or any other kind of neighborhood turnover, including the displacement of lower-income residents.<sup>6</sup>

Sharon Zukin also addressed the role of historic preservation among gentrifiers in her article "Socio-Spatial Prototypes of a New Organization of Consumption: The Role of Real Cultural Capital". Zukin defines gentrification as the "displacement of lower-income, often ethnic and racial minority, resident from

<sup>5</sup> Freeman and Braconi 45.

<sup>6</sup> N. Edward Coulson and Robin M. Leichenko. "Historic Preservation and Neighborhood Change" Urban Studies" 41.8 2004: 1587-1588, 1598.

## Gentrification and Displacement: A Study of Indicators in Fishtown

<sup>&</sup>lt;sup>1</sup> Dennis Gale, <u>Neighborhood Revitalization and the Postindustrial City</u> (Lexington: Lexington Books, 1984) 4-5.

 <sup>&</sup>lt;sup>2</sup> Lance Freeman and Frank Braconi. "Gentrification and Displacement: New York City in the 1990s" Journal of the American Planning Association. 70.1 2004: 39.
 <sup>3</sup> Gale 22.

<sup>&</sup>lt;sup>4</sup> Gale 21-22.

newly-desirable centre-city locations." Her perspective of gentrification is wholly negative as it is defined by the displacement of residents. She goes on to make the point that geographically central, low-rise, densely constructed, housing stock attracts potential gentrifiers. In search for the authentic urban space, these gentrifiers are described by their eager willingness to research and restore, recreate remnants of the past.<sup>7</sup>

For our study, we have decided to assume that gentrification is not necessarily negative and displacement is not an absolute consequence of gentrification. Displacement could be caused by or related to other circumstances or life-events not related to gentrification. We also assumed that when displacement does occur in relation to gentrification, it is a negative phenomenon.

# Data Analysis

## Gentrification

Based on our research and the data we were able to locate, we decided to examine the following data as indicators of gentrification:

- 1. Race demographics,
- 2. Median income,
- 3. Median home value, and
- 4. Level of education.

To begin our research, we determined that Fishtown was comprised of census tracts 143 and 158. All of the data were retrieved from the 1990 and 2000 censuses, which were available online at the U.S. Census's American Fact Finder web site.<sup>8</sup> Additional census data were found on the Philadelphia Association of Community Development Corporations web site.<sup>9</sup> After gathering the data, we brought the data into an Excel spreadsheet and created graphical representations of the data for better analysis. All of the monetary values were adjusted for inflation and analyzed in 2006 dollars. Further census data analysis of the 2010 census in the future will likely shed even more insight into the indicator trends taking place in Fishtown.

When comparing the race demographics of Fishtown and Philadelphia, one sees dramatic differences. Historically, a predominantly white population has characterized Fishtown. Figure 1, shows graphs of census data that confirm this perception. In 1990, the population of Fishtown was 97.5% white. In 2000, the white population still dominated Fishtown, but had decreased to 90.1%. All other races in Fishtown increased between the 1990 and 2000 census, especially the Hispanic population, which increased almost 4%. The graphs in Figure 2 compare the race demographics of Fishtown to Philadelphia. One can see a different trend occurring between the 1990 and 2000. The white population in Philadelphia actually increased during this period as minority populations decreased.

## Gentrification and Displacement: A Study of Indicators in Fishtown

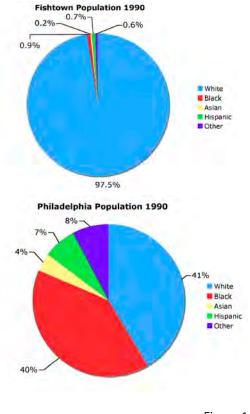


Figure 1 Source: Gabriela Gutowski

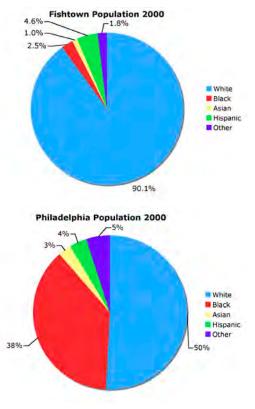


Figure 2 Source: Gabriela Gutowski

<sup>&</sup>lt;sup>7</sup> Sharon Zukin. "Socio-spatial Prototypes of a New Organization of Consumption: the Role of Cultural Capital" Sociology. 24.1 1990: 37, 39.

<sup>&</sup>lt;sup>8</sup> The American Fact Finder web site is http://factfinder.census.gov/home.

<sup>&</sup>lt;sup>9</sup> The Philadelphia Association of Community Development Corporations web site is http://www.pacdc.org/apps/cenlocat.html.

<sup>10</sup> Freeman and Braconi 43, 45.

Increased median income among residence is also an indicator of gentrification. Because the data from the census were median values, data from the census tracts 158 and 143 could not be combined. Therefore, the bar graph

in Figure 3 represents the median income for the two tracts in Fishtown and all of Philadelphia. The median income increased in the census tract 143, but decreased in tract 158 and in Philadelphia. The majority of Fishtown's population is located in census tract 158. One can conclude from the census data that there was not a dramatic change in median income within Fishtown when compared to the city of Philadelphia.

Change in medium home values can also indicate whether gentrification is occurring in a neighborhood. Figure 4 contains a bar graph, which reveals that median home values decreased in both of Fishtown and in Philadelphia between 1990 and 2000. This shared trend indicates that gentrification may not be taking place in Fishtown.

## Displacement

To continue our study, we followed Freeman and Braconi's interpretation of displacement in terms of residential mobility. The characteristics of residential mobility are:

- 1. Monthly rent,
- 2. Length of tenure,
- 3. Overcrowding,
- 4. Respondent's rating of their neighborhood's physical conditions, and
- 5. Number of maintenance deficiencies in their unit.

Unlike the very quantitative nature of the data we studied in the discussion on gentrification, the characteristics of displacement are very subjective and mostly qualitative. Most of the characteristics of mobility require information that cannot be obtained from any data we were able to access.

In addition, characteristics 4 and 5 would require a much more specialized level of analysis than that undertaken by the census. However, using the data that was available, we attempted to analyze two of the mobility characteristics: changes in monthly rent and overcrowding in households.

Considering increases in monthly rent is important for studying both gentrification and displacement. In terms of gentrification, monthly rent increases could mean that property values are rising in the area and landlords are charging more for rent, or that there has been an increase in the socioeconomic status of the neighborhood. In terms of displacement, monthly rent increases could signify that lower-income residents may have a more difficult time paying their rent.<sup>10</sup>

Figure 5 shows the rate of rent increase from 1990 to 2000 for the census tracts of Fishtown and for Philadelphia. Overall, it appears that the monthly rent of Fishtown is increasing faster than the monthly rent of Philadelphia. Considering that the median income for Fishtown also appeared to increase slightly, there could be a relationship between the two indicators, but we cannot be certain.

## Gentrification and Displacement: A Study of Indicators in Fishtown

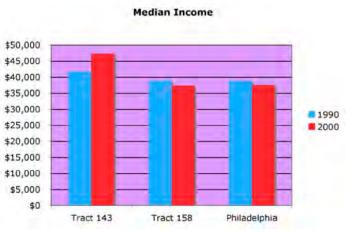


Figure 3 Source: Gabriela Gutowski

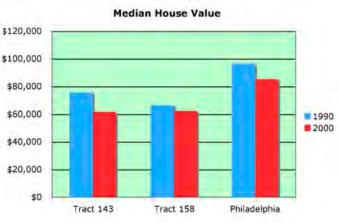


Figure 4 Source: Gabriela Gutowski

## Gentrification and Displacement: A Study of Indicators in Fishtown

Approaching the characteristic of overcrowding was much more difficult. Analyzing the concept of overcrowding would require several layers of information

to enable the researcher to make any formal conclusions. For instance, the idea of an overcrowded household can vary from neighborhood to neighborhood. Thus, the researcher would have to learn how the residents of the neighborhood defined overcrowding. Considering the data available, we looked at household type and size and changes in both the population in households and household units. Figures 6 and 7 compare the relative sizes of the households for Fishtown and Philadelphia. While this may not be a direct way of looking at overcrowding, it is the first step in understanding how the size of Fishtown households compares to the size of Philadelphia households. From these two figures, you can see that the relative sizes of the households are very similar for Fishtown and for Philadelphia.

Another layer in understanding overcrowding is to consider what is happening with the actual number of

households and the number of persons in those households. While Figures 6 and 7 show similar household sizes, Figure 8 shows that the number of households and the number of persons in households dropped in Philadelphia from 1990 to 2000, yet the increase in the number of household units in Fishtown was accompanied a slight population decrease. From this figure, we can see that while both Fishtown and Philadelphia lost some of their household populations over the 10-year period, Fishtown actually gained housing units. Even though the relative number of people living in households is similar between Fishtown and Philadelphia, if there was a sense of overcrowding, it would be felt equally throughout the city. However, given that there are other factors that would define overcrowding, such as the number of persons per room or the average size of the housing unit, we cannot make any conclusions regarding overcrowding in Fishtown.

# **Recommendations for Future Research**

After completing our study, we determined three recommendations for future research:

- 1. Utilize the most current and diverse data sources,
- 2. Incorporate different methodologies, and
- 3. Be open to new assumptions.

The most straightforward recommendation is to use the most current data available. The upcoming 2010 Census will provide data, which will update all of our findings. New studies could also utilize other sources of data, such as data from property sales, delinquent tax sales and poverty statistics. All of these data sources are available online, provide insight into demographic and housing characteristics of neighborhoods, and are usually updated on a yearly basis.

We also recommend that future researchers use different new methodologies within their studies. A group could easily create a survey that would focus on the indicators of gentrification or displacement. In terms of displacement, the survey could include questions asking residents whether they are

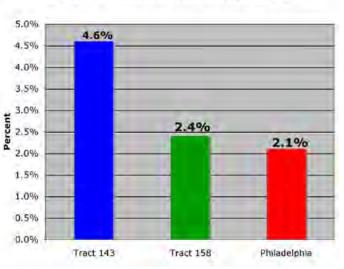
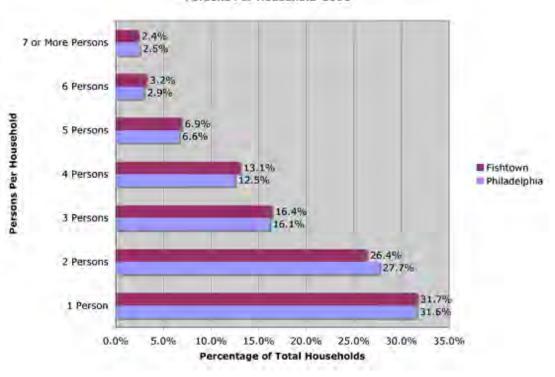


Figure 5 Source: Eldra Walker

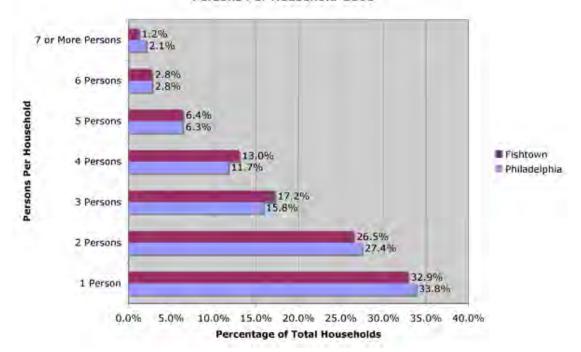
#### Rate of Rent Increase Per Year from 1990 to 2000

## Gentrification and Displacement: A Study of Indicators in Fishtown



Persons Per Household 1990

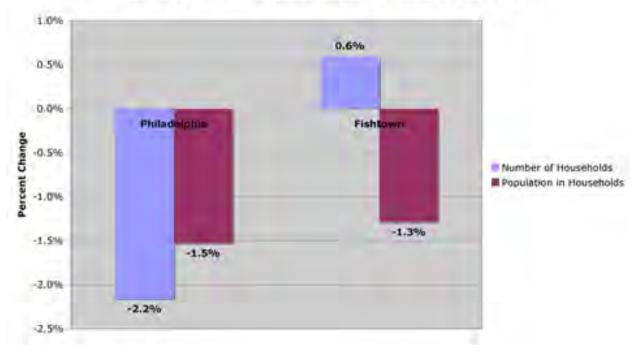




Persons Per Household 2000

Figure 7 Source: Eldra Walker

## Gentrification and Displacement: A Study of Indicators in Fishtown



#### Change in Household Characteristics from 1990 to 2000

satisfied with their living environments, and other quality of life issues that can only be determined by talking to the residents. Just as we brought in information from our ethnographic survey, future studies will benefit greatly with in-depth questions dealing specifically with gentrification and displacement. In addition, these surveys could be tailored for the Fishtown community.

Our last recommendation is that future researchers should be open to new assumptions about gentrification and displacement. Through our review of previous studies, we found that there was a constant belief that gentrification was usually accompanied by an influx of higher-educated, middle-income whites. However, since the population of Fishtown has historically been majority white, and has been experiencing an influx of other racial groups. Yet, we believe that the neighborhood may undergo revitalization and redevelopment in the future. Figures 9 and 10 show where Hispanics are living in Fishtown in 1990 and 2000. By 2000, Hispanics have begun to move further into Fishtown. Similar maps can be created for other races within Fishtown with similar findings. We feel that this trend may continue in 2010 and could change the perception of gentrification.

# Conclusion

Gentrification and displacement are phenomena that are difficult to correctly identify and can be clouded by speculations. There are no perfect indicators for these concepts, which would apply to every unique neighborhood. Overall, for both gentrification and displacement, we found that Fishtown was very similar to Philadelphia for nearly all of the indicators we studied. Further research should be complete in Fishtown to better understand the social and economic changes that may be taking place.

Figure 8 Source: Eldra Walker



Percent of Persons of Hispanic Origin, Census Tract 158 Source: U.S. Census Data, 1990

Figure 9 Source: Eldra Walker

Percent of Persons of Hispanic Origin, Census Tract 158 Source: U.S. Census Data, 2000



Figure 10 Source: Eldra Walker

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# INDUSTRIAL WATERFRONT SURVEY

## **Overview:**

Fishtown's industrial history is a valuable aspect of its heritage, yet it is disappearing. Large industry is more a memory than a reality. The neighborhood's relationship to the Delaware River was critical to its industrial growth. Today Fishtown's riverfront is experiencing new pressures of development and the neighborhood's relationship to the river is shifting.

Fishtown's identity has historically been shaped by both industry and geography, but changes to these fundamental relationships are afoot. It is important, then, to understand the current conditions of the historic fabric that remains related to local industry and geography. To accomplish this, a limited industrial waterfront survey was conducted in November-December 2006 by two Fishtown studio members.

The investigation focused on industrial buildings found in the part of Fishtown situated between the Delaware River and I-95 from Norris Street in the north to Poplar in the south, the northern edge of the Northern Liberties. This area was chosen because the history of Fishtown's industrial waterfront is particularly significant.

These buildings were surveyed individually, but evaluated as a group. Many of the industrial resources within this strip are abandoned. But their presence offers an important and representative slice of Fishtown's industrial and commercial past, for they are the physical remains of major local industries, such as shipbuilding, warehouses related to maritime trade, and metal manufactures. Though these industries are gone, their impact on Fishtown is lasting. Large footprints are reminders of local workplaces and productive life near the waterfront. Industrial land-uses made an environmental impact on the land, conversely the environment additionally shaped this industrial landscape. In one spot, buildings are subservient to the irregular shape of a street that was once an important creek.

These buildings inhabit a vast, deteriorating industrial landscape dating mostly from the late 19th-early20th century. As a collection these sites tell a story about Fishtown's working past. The passage of time, changes in ownership and varied use have surely altered these buildings. But these changes are important in their own right and bear the marks of the local tradition of reusing industrial sites. Many of these buildings have been remarkably adaptable.

While these buildings are standing, they are largely underused. The occupied buildings do, however, contribute to the local economy. Currently the real estate market in this area of Philadelphia is strong, and given this climate, waterfront property values are increasing. There is great potential for many of these buildings to be reused, perhaps as part of a larger vision for the area. Unfortunately, the trend here is decidedly in favor new construction rather than rehabilitation and redevelopment. It is more likely that private development and the proposed expansion of Interstate 95 for a new interchange will jeopardize the future of the places in this survey. Many buildings were documented as part of an industrial-themed survey of Fishtown in the late 1980s, which named many of these sites eligible for listing on the National Register of Historic Places. As part of a 1994 Fishtown Historic District survey, still more of the buildings examined in this study were deemed eligible or contributing. Still, none are designated leaving all at risk.

# **Surveyed Sites:**

Ajax Metal Company

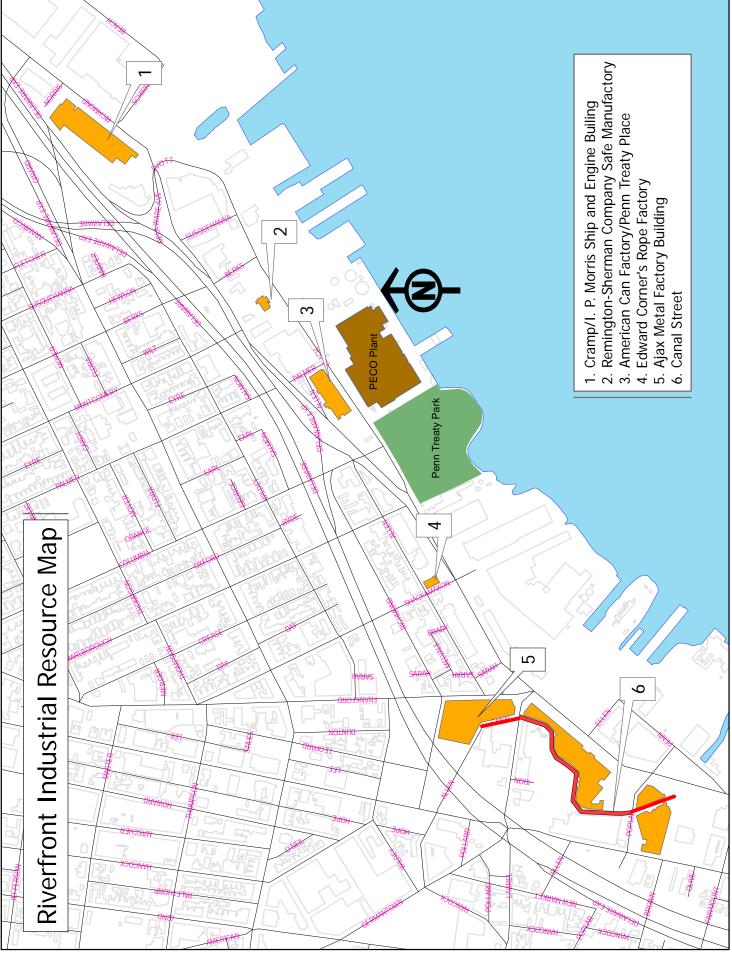
American Can Company Plant No. 27

Canal Street Landscape

Edward Corner Marine Merchandize Warehouse

I.P. Morris Machine Shop #2 / Cramp Shipyard

Remington-Sherman Company Safe Manufactory



# AMERICAN CAN COMPANY PLANT No. 27



American Can building from Delaware Ave. Source: Ashley Hahn 2006



American Can builling, 1951 Source: www.phillyhistory.org

## American Can Company Plant No. 27 (Penn Treaty Park Place)

Address: 1334-76 Beach St. at Palmer

**SIGNIFICANCE:** The American Can factory exemplifies the diversity of 20<sup>th</sup> Century manufacturing on Fishtown's waterfront. American Can Company was one of the largest producers of tin-plate cans in the nation. Despite modifications made to reuse the building, many original features remain on the building exterior.

#### **HISTORY:**

American Can's manufacturing plant in Fishtown produced cans from 1911-1989, including paint cans for Sears, Planter's Peanut cans, Band-Aid cans, Nabisco cracker tins, and soup cans for Campbell's. The factory was an important neighborhood fixture, employing generations of Fishtowners. **Dates of Construction:** 1911, renovated in early 1990s **Character-Defining Features:** stair tower, wooden six-over-six sash windows on stairways and elevator shafts. **Industrial Use:** metal fabrication **Productor** match and

Products: metal cans

### **CURRENT CONDITIONS:**

Occupied?: Yes, as an office building called Penn Treaty Park Place. Threats: no direct threats perceived at this time Eligibility: American Can was surveyed in 1989 and deemed eligible for listing on the National Register of Historic Places.

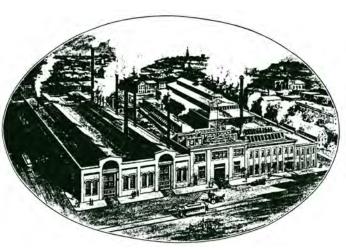


Source: Alexis Stephens

Waterfront Industrial Survey

# AJAX METAL COMPANY





Ajax Metal Company from Richmond St. Source: Ashley Hahn 2006

# Ajax Metal Company

Ajax advertisement c. 1908 Source: Philadelphia HIstoric Commission

Address: 1000-1052 Frankford Ave, at Richmond and Allen Streets

### SIGNIFICANCE:

Ajax Metal Company represents one of Fishtown's most traditional industries: metals. The building possesses distinctive architectural features and its scale is very large. Its presence, furthermore, contributes to an understanding of Fishtown's industrial past.

### **HISTORY:**

The Ajax Metal Company was located in Fishtown starting in 1893. Ajax specialized in metal manufacturing and smelting, and produced high-grade metals for use in manufacturing. The company employed over 200 people at its height during the 1940s.

Dates of Construction: three campaigns c.1893-1920.

**Character-Defining Features:** Terracotta sign above entry, double monitors on northern section, windows intact, on facing Richmond Street pilasters have Art Deco caps. Three phases of construction legible through change in materials and style.

Industrial Use: Metal foundry & smelting

**Products:** Alloys of copper, tin, lead zinc, antimony; lead-coated sheet metal; brass for high-grade machine bearings; salt-bath furnaces.

### **CURRENT CONDITIONS:**

### Occupied?: Partially

**Threats:** Plans for the new 1-95 Girard Interchange will demolish its southeastern corner of the building. There is an empty lot across Richmond Street. The Sugarhouse Casino site is a just down Frankford Ave.

**Eligibility:** The Ajax buildings were surveyed in 1989 and deemed eligible for listing on the National Register of Historic Places.



Ajax Metal Company terracotta sign Source: Ashley Hahn 2006



# **CANAL STREET LANDSCAPE**





CANAL STREET LANDSCAPE

Canal Street between Laurel and Poplar Streets Source: Ashley Hahn 2006

Address: Canal Street between Allen Street and Delaware River

#### SIGNIFICANCE:

The physical form of Canal Street represents one of the most historic aspects of Fishtown's geography. The Cohocksink Creek (now Canal Street) was the early southern boundary of Fishtown. The street meaningfully demonstrates the adaptation of a creek to modernizing needs and the interplay between the built environment and geographic features.

**HISTORY:** The Cohocksink Creek was a natural boundary between Philadelphia and Fishtown. The bridge spanning the creek was the main access point between the two into the 18th century. During the Revolutionary War British isolated Philadelphia from points north by blocking passage over the creek. As industrialization accelerated, the creek became a canal. Because of concerns about public health the canal was culverted and capped, it remains a sewer today. A railroad spur was laid on the street to service the buildings fronting Delaware Avenue, which take the shape of the canal in the rear. **Dates of Construction:** culverted 1860s-1880s; most buildings are early 20<sup>th</sup> century

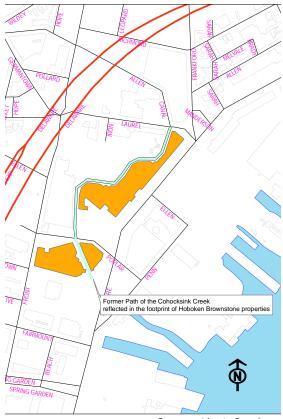
**Character-Defining Features:** meandering curves, cobblestones with railroad tracks inlaid. The physical form of the Cohocksink Creek/Canal is represented by the path of Canal Street and by the building footprints which accomodate it. **Industrial Use:** canal, sewer, rail spur

**Products:** n/a

#### **CURRENT CONDITIONS:**

Occupied?: partly Threats: Bridgeman's View Towers; 700 Delaware plans; and associated projects

**Eligibility:** No prior record of documentation. Eligible.



Source: Alexis Stephens

# **CANAL STREET LANDSCAPE**



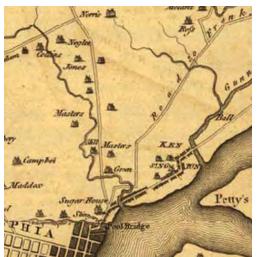
Hexamer & Locher 1859-1860 Source: www.philageohistory.org



Google Earth 2006 Source: Google Earth



Stranger's Guide 1828 Source: Philadelphia Historical Commission



Scull and Heap 1777 Source: Philadelphia Historical Commission



Bromley 1895 Source: www.philageohistory.org



Hopkins 1875 Source: www.philageohistory.org



Delaware Ave, bridged factory in distance,1954 Source: www.phillyhistory.org





Bridged factory buildings at Canal and Poplar streets Source: Ashley Hahn

### Waterfront Industrial Survey

# EDWARD CORNER MARINE MERCHANDIZE WAREHOUSE





Edward Corner Marine Merchandize Warehouse

Edward Corner from Delaware Ave. Source: Ashley Hahn 2006

Address: 1100-1102 North Delaware Avenue, at Shackamaxon and Allen streets

**SIGNIFICANCE:** Edward Corner Marine Merchandise Warehouse is the last remaining building related to maritime commerce along the Fishtown waterfront. The Corner family merchants were in Fishtown for nearly 100 years.

#### **HISTORY:**

Edward Corner was a merchant in Fishtown beginning in the 1870s at various locations. The property on Delaware Avenue was purchased in 1920-21. The Corner family operated there until the 1960s, and subsequently has been used as a furniture warehouse.

Dates of Construction: 1920-1921

**Character-Defining Features:** Eye-catching painted signs on three brick exterior walls. Steel industrial sash windows.

Commercial Use: Marine supply sales warehouse

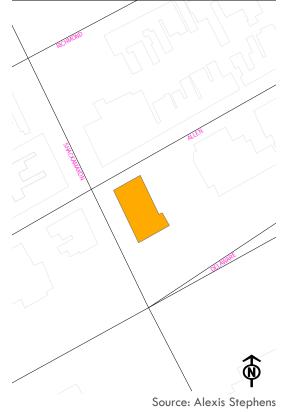
Products: rope, metals, canvas, boating supplies

#### **CURRENT CONDITIONS:**

#### Occupied?: No.

**Threats?:** The building is slated for demolition to make way for private condominium development. The Sugarhouse Casino site is diagonally located across Delaware Avenue from the Corner building.

**Eligibility:** The Corner building was surveyed in 1989 and deemed eligible for listing on the National Register of Historic Places.



# **CRAMP / I.P. MORRIS MACHINE SHOP #2**



I.P. Morris from Richmond St. Source: Ashley Hahn 2006

# I.P. Morris Machine Shop #2

Address: 2050 Richmond Street at Norris and Dyott streets

**SIGNIFICANCE:** The I.P. Morris Machine Shop #2 is the last vestige of the extensive Cramp Shipyards. Cramp was one of the most important employers in Fishtown and was an internationally renowned shipbuilder.

#### **HISTORY:**

I.P. Morris was a subsidiary of Cramp, producing iron machine parts for Cramp's ships and manufacturing facilities until its final closure in the 1940s.

Dates of Construction: Last quarter of the 19<sup>th</sup> century

**Character-Defining Features:** Steel framed, raised monitor windows along the length of the roof. Walls characterized by large windows with steel sashes separated by brick piers. Railroad tracks lead into to the building.

Industrial Use: Machines for Cramp ships.

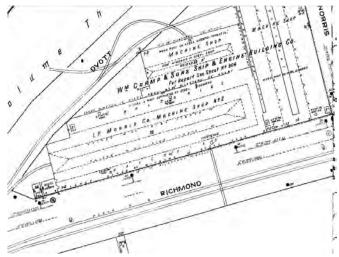
Products: machine parts

#### **CURRENT CONDITIONS:**

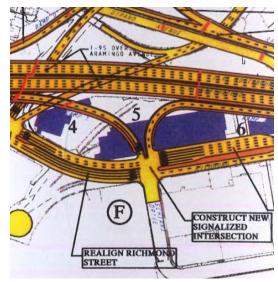
#### Occupied?: No

**Threats:** Planned demolition for the proposed I-95 Girard Avenue Interchange ramps. Pinnacle Casino site is across Richmond Street.

**Eligibility:** The I.P. Morris Machine Shop is eligible for designation, and was deemed a contributing building to the Fishtown Historic District, proposed by the Pennsylvania Historical and Museum Commission in 1994.



1917 Sanborn Map Source: http://sanborn.umi.com



Ramps for proposed I-95 Girard Interchange bisect the building site. Source: www.95revive.com



# **REMINGTON-SHERMAN COMPANY SAFE MANUFACTORY**





Remington-Sherman Company Safe Maufacotry Source: Ashley Hahn 2006

Address: 1525 – 1555 North Delaware Avenue

REMINGTON-SHERMAN SAFE MANUFACTORY

**SIGNIFICANCE:** The Remington-Sherman Safe Manufactory building is the last remaining in a large interconnected manufacturing complex along Delaware Avenue that included factories, housing, and railroads. It has remained the solitary structure from this complex since 1975.

**HISTORY:** The Remington-Sherman Safe Manufactory was representative of a mid-size manufacturing company located along the Delaware riverfront. It manufactured safes from the late 19<sup>th</sup> century until the 1940's. The O'Brien Machinery Company then manufactured wire and screw machine parts in the building from the late 1940's until the late 1960's.

#### Dates of Construction: 1890's

**Character-Defining Features:** Small, brightly-painted one story building topped with a brick monitored gable roof. The monitor gable ends are characterized by corbelled piers. Window openings, infilled with brick, have segmental arches formed by three soldier course rows. The eastern elevation indicates contiguous use with former Remington-Sherman Safe Manufactory structures. Surrounded on all sides by a paved lot.

**Industrial Use:** metal fabrication, wire and screw machine products fabrication **Products:** safes, wire and screw machine parts

### **CURRENT CONDITIONS:**

### Occupied?: no

**Threats:** dilapidation, development of PECO plant, site of proposed Pinnacle casino to the north

**Eligibility:** The remaining building of the Remington-Sherman Safe Manufactory is eligible for listing and was deemed as contributing to the Fishtown Historic District, proposed by the Pennsylvania Historical and Museum Commission in 1994.



Source: Alexis Stephens

# PALMER CEMETERY

# History

Kensington Burial Ground, most often referred to as Palmer Cemetery, was founded in 1732 by Anthony Palmer as a cemetery for his workers and members of his family. His intent was to provide the East Kensington community, now Fishtown, with a burial ground for all its inhabitants, regardless of race, creed or religion. Palmer died in 1749 before his aspirations for a public cemetery were realized. His daughter, Thomasine Kieth, carried her father's wishes through, appropriated in her Last Will and Testament, dated April 1749. The Kensington Burial Ground was freely available to any resident of Palmer's former land tract, the boundaries of which are specified and upheld in Kieth's will. There have been several attempts by religious institutions, the earliest by First Presbyterian Church in 1817, to assume custody of the cemetery, but it has been upheld as property of the community for nearly 275 years.

Near the northwest entrance to the cemetery at Palmer and Memphis Streets, Palmer had anticipated the establishment of a school where children would be taught in both German and English. Palmer's school never came to fruition as the cemetery's trustees, at the turn of the 19th century, believed in the strength of the existing public school system.<sup>1</sup> There are no burials on this portion of the cemetery property; rather a Veterans' Memorial has been erected.

Early records of the cemetery are unsubstantiated and documentation from the years 1817 through 1839 was presumably lost in a fire.<sup>2</sup> The first official minutes of the Board of Trustees begin in 1839, and include accounts of enclosing the property with a cedar fence, providing the earliest indication of how the cemetery may have appeared. The burial ground was extended to its current boundaries, Memphis Street to the north, Belgrade to the south, Palmer to the west and Montgomery to the east, circa 1843. Additional alterations made to the site at this time included the instatement of the extant English iron gates and formal pathways throughout the space.<sup>3</sup> The Bier house, currently situated at the corner of Palmer and Memphis Streets, was allegedly designed by the firm of Furness and Hewitt and built in the early 1870s.<sup>4</sup> The Board held their first meeting in the Bier House, which served as the office and storage facility as well, on September 29, 1873. In 1870, the Board of Trustees contracted the firm of Dedaker, Miller, and Kelly to institute a receiving vault which stood in the cemetery until 1975 when it was destroyed due to a combustible fire initiated by vandals.<sup>5</sup>



Sketch of Palmer's land tract, by L. Evans, dates prior to 1759. Source:The History of Kensington Burial Ground.

<sup>1</sup> Shane, Dennis J. *The History of Kensington Burial Ground Palmer Cemetery, Historical Record from 1732 to 1977.* Philadelphia: Smith-Edwards-Dunlap Co., 1977. 2 Ibid.

<sup>3</sup> Preliminary Report and Recommendations, Kensington Burial Ground (Palmer Cemetery), Draft.

Housed at the Philadelphia Historical Commission. 1980.

<sup>4</sup> Grant, Karen et. al. Fishtown, A Slice of Life: Three Hundred Years in Philadelphia, 1682-1982 . Philadelphia: Fishtown Civic Association, 1982.

<sup>5</sup> Shane, Dennis J. The History of Kensington Burial Ground Palmer Cemetery, Historical Record from 1732 to 1977. Philadelphia: Smith-Edwards-Dunlap Co., 1977.

# **Contemporary History and Current Context**

With the disbandment of the Board in the late 1950s, Palmer Cemetery became a run-down eyesore in the center of the community with toppled trees and tombstones, weeds and abundant garbage. Although community members banded together in the 1960s to clean up the once "pride of the neighborhood"<sup>6</sup> with new plantings and re-erected headstones, some of their rehabilitation efforts were rather insensitive to the historic intent of the 18th century cemetery. The iron fence that was installed in 1885 to complement the gates and replace the former cedar was ripped down and sold to a scrap yard, a five foot chain link fence put in its place; and a cinderblock shed was added to the Victorian-style Bier House for additional storage. Residents rallied in the late 1970s and early 1980s to restore Palmer Cemetery to its former elegance; reorganizing the Board of Trustees, hosting flea markets, festivals, parades, bbq's and other fundraisers in hopes of reinstating the

iron fence around its perimeter, coordinating a comprehensive landscape development plan and restoring the remaining buildings along the edge of the property, including the extant Bier House.

These aspirations were however never realized and the cemetery looks much today as it did 40 years ago, with a hodgepodge of chain link, litter and the persistent threat of vandalism. As the official board of trustees is now defunct, the cemetery today is cared for by two community residents employed by the city along with a host of dedicated volunteers who struggle to keep up due to the limited means for maintenance.<sup>7</sup> Earlier efforts to designate Palmer Cemetery with a state historical marker were discarded and the trustees' enthusiasm eventually dissipated with the lack of funding and dwindling public interest. The historic wood frame house at the corner of Belgrade and Montgomery fell further into disrepair and was demolished. Albeit the cemetery appears welcoming, its complete lack of signage leaves one wondering where they are. Cracked footpaths and broken concrete curbs warrant repair and present a risk to those who don't watch their step.

Although Palmer Cemetery is situated mere blocks from the El and busy Frankford Avenue, there is a stillness and quiet about the place, unlike any other part of Fishtown. Community members, friends and families visit the graves of people they have loved to place flowers, flags, notes, balloons, and candles. Headstones are adorned with items representative of Fishtown character. Expansive trees shade the walks, lush and green in the warmer months, inviting passers-by to enjoy a stroll. Palmer Cemetery is a valued Fishtown landmark and offers a respite among the bustle of a dynamic Philadelphia neighborhood. Despite the fact that a number of residents seem content with the status quo, its dignity and potential could be realized in more contemplative and deliberate way.





Images of Palmer Cemetery Source: Lauren Hall

6 Price, William. "Historic Kensington Cemetery Restored Through Neighbors' Drive." *The Philadelphia Inquirer* 11, August, 1963.

<sup>7</sup> Bartella, Nancy. Telephone interview. December 2, 2006.

# Case Study: Ford Park Cemetery, UK<sup>8</sup>

In efforts to promote Palmer Cemetery's revitalization as a historic landmark as well as an inviting community green space, Ford Park Cemetery in Plymouth, England serves as an appropriate case study to provide suggestions for funding, maintenance and interpretation. A Victorian cemetery dating to 1848, the burial ground, like Palmer Cemetery is without a parish, having had its Chapel deconsecrated fifty years after the site was heavily bombed in World War II. Although the cemetery remains notably functional with some 10,000 gravesites available, Ford Park Cemetery is a community burial ground located in a heavily urban setting and has implemented some unique and economical ways of caring for and interpreting the space.

Ford Park Cemetery is run by the charitable organization Ford Park Cemetery Trust. Several aims of

the Trust include the preservation of the architectural and historic heritage of the cemetery, dissemination of history and information about Ford Park, and management of the cemetery as an open space for public benefit. With the implementation of a Landscape Development Plan, the grounds are heavily utilized by the surrounding community and thoughtfully landscaped to invite and encourage visitors. The walking trails and paths are not paved, they're merely mowed so that the visitor feels intuitively led through the space, discarding conventional formalities and pristinely manicured lawns, people can wander among the headstones without feeling inhibited. The grasses and wildflowers are allowed to grow at will across large expanses of the grounds, creating an ecosystem and a sense of both stillness and quiet activity. Green burials are offered with the use of a biodegradable coffin and a tree marking the grave site rather than a headstone. Other interpretive practices include understated signage, guided walking tours of the Heritage Trail, partially funded by the Heritage Lottery Fund, and the sale of the Ford Park Heritage Trail Guide Booklet.

Funding comes largely from the continued functionality of Ford Park as an active cemetery, but other sources of income include donations and most especially from maintenance contracts on individual graves. The staff is predominately volunteer, honored with the Queen's Award for Voluntary Service in 2005, incorporating local schoolchildren, teens and community members into the maintenance and upkeep of the grounds and recording the inscriptions on the headstones. Owned and managed by stewards, the cemetery serves as an example of an appropriately maintained cultural landscape incorporating understated signage and allowing the space to serve as a natural habitat as well as a space for the community.



Ford Park Cemetery Source: David O'Malley



Ford Park Cemetery Source: Lauren Hall



Ford Park Cemetery Source: Ashley Hahn

<sup>8</sup> Information from the Ford Park Cemetery Trust website. <<u>http://www.ford-park-cemetery.org/index.htm</u>>.

## Recommendations

### Management

Fundamentally lacking any form of a stable organizational structure, Palmer Cemetery is subject, inadvertently, to disregard simply because it is currently devoid of management. A proactive approach should be taken to stimulate strategic change for the benefit of the cemetery as well as the residents of Fishtown. Although graciously regarded by members of the community, Palmer Cemetery is not utilized or maintained to its full potential. This lack of organizational structure is the primary contribution to its mediocre condition. As mentioned above, according to one Fishtown resident actively involved with the cemetery, there are two cityemployed positions held by devoted Fishtown residents, but the cemetery merits the attentions of a more able-bodied organization.

#### Interpretation

Palmer Cemetery presents Fishtown with one of the lushest open spaces located at the heart of the neighborhood. Communal activities should be reinstated, such as the flea markets and festivals, to bolster community awareness and enthusiasm, utilize a valuable neighborhood green space and increase financial support for the cemetery. Residents should be invited to not only attend the annual Memorial Day celebration and visit graves, but to pass through the cemetery on their daily walk, sit on a bench and read a book, or bring local school children to discuss neighborhood history.

Of vital importance is the instatement of signage. The cemetery is currently without of any form of signage displaying its name or founding. The only indication of the place is "Property of Palmer Cemetery" written on the garbage cans clustered next to the Bier House. Appropriate signage or plaques should be places at the entrances to the cemetery, or at least next to the Bier House, which appears to serve as the main entrance.

Past efforts to address issues of landscaping have been successful, with community members planting flowers and shrubs to beautify the burial ground. Routine maintenance, discussed below, as well as possible monthly beautification days dedicated to Palmer Cemetery by the FNA Beautification Committee could promote the vitality of the cemetery's plantings with the involvement of the community. Pathways and benches could be incorporated into the landscape. Following the example of Ford Park, removing the pavers from the walkways as they are broken and hazardous and allowing the grass to grow over the paths, keeping them manicured while permitting taller growth around the gravesites would present subtle suggested routes for circulation without dissuading visitors to approach graves.

A more welcoming aesthetic and hospitable approach would further encourage the use of the cemetery by Fishtowners. Rusted chain link fence and grates on the windows of the Bier House detract from the natural beauty of place. Dogs are not permitted, made abundantly clear by overstated postings and notices. One resident pointed out that he would very much like to walk through



Palmer Cemetery, entrance at Palmer and Memphis next to the Bier House. Source: Lauren Hall



Palmer Cemetery, signage on the Bier House Source: Lauren Hall

Palmer Cemetery, but the only time he walked the neighborhood was with his dog. With more understated yet still imposing signage, plastic bag dispensers and trash receptacles near the cemetery entrances, people would be more likely to clean up after their pets while more frequently enjoying the space.

In spite of its expense, reinstatement of the iron fence around the perimeter would be advantageous. Not only would it compliment the extant historic gates as well as reintroduce a more historically appropriate enclosure, it would also offer height without obscuring the view of the cemetery from the exterior and would be more effective in preventing trespassers, as an iron fence is more difficult to scale than chain link. Additionally, in keeping with a historic approach, the Bier House could be returned to a color scheme more suitable to the Victorian aesthetic.

#### Maintenance

Stewardship and advocacy of the cemetery is of utmost importance. The following suggestions offer specific means for maintaining the cemetery, but the fundamental role of the organization that assumes responsibility for the revitalization and maintenance of the burial ground will principally be to administer the preservation and welfare of Palmer Cemetery, promote its use and service for the residents of Fishtown, and disseminate the significance of its history and intent as the only free community burial ground in the city of Philadelphia and possibly in the nation.

Grounds maintenance is of primary concern. The grass is not mowed with regularity while sparse patches have been trampled to dirt. Weeds have grown in messy tangles along the chain link fence. In the fall, graves are buried under piles of dry leaves which become slick and muddy when it rains. A grounds keeper, or volunteers on a rotating schedule, should be responsible for performing routine maintenance such as lawn care, landscaping, and trash disposal.

Members of the Fishtown Neighborhood Association have expressed concern regarding the health of some of the trees in the cemetery, especially those along the Memphis Street. Inviting an arborist to determine the wellbeing of the trees and shrubs, to diagnose, treat and prevent infestation and perhaps offer suggestions on the cultivation of new growth would help sustain the cemetery's plant life. The scale of the trees that line the pathways and the perimeter of Palmer Cemetery provide shade and contribute to the sense of serenity, dignity and maturity, as many are hundreds of years old. Grave markers have actually been absorbed into several of the trees, their roots and trunks consuming the headstones, their inscriptions long since worn away.

As mentioned above, a landscaping initiative was proposed nearly thirty years ago to introduce a design objective to the cemetery with the planting of lilies and new footpaths, etc. The plan was discarded due to insufficient funding, but the concept remains a sound recommendation. The countenance of Palmer Cemetery would improve dramatically with the inclusion of planting beds and the reconfiguration of the walkways in a new more historically appropriate material, such as bricks or a continuation of the remaining slate walks, or implementing the grass walkways described above.

Vandalism presents a persistent threat to the upkeep of Palmer Cemetery. Although community members contend that vandalism is controlled, the Bier





Images of Palmer Cemetery Source: Lauren Hall

House is painted on near weekly basis is order to conceal graffiti.<sup>9</sup> Installment of a six to eight foot iron fence, or otherwise, may prevent the recurrence of property defacement during hours when the cemetery gates are locked and after dark, when a majority of the problems occur. The Report and Recommendations from 1980 expressed concern at the insufficient lighting of the cemetery, claiming that it became an appealing place for the neighborhood youth to convene, "intent on mischief, [resulting] in disturbances, litter, vandalism, and worse."<sup>10</sup> Litter does appear to be a concern as trash was strewn along the interior of the fence, despite the presence of trash receptacles next to the entrance at Palmer and Memphis. Routine maintenance along with the consistent attendance of care providers may deter vandalism and mitigate disruption and litter.

#### **Policy and Funding**

Former Superintendent, James Weiss, expressed community interest in pursuing National Landmark Designation.<sup>11</sup> Palmer Cemetery however may not conform to the criteria specified by the Secretary of the Interior.

Ordinarily, cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings and properties that have achieved significance within the past 50 years are not eligible for designation. Such properties, however, will qualify if they fall within the following [...]

[...] A cemetery that derives its primary national significance from graves of persons of transcendent importance, or from an exceptionally distinctive design or from an exceptionally significant event.<sup>12</sup>

Although National Landmark status guarantees property protection from development and demolition, it does not automatically secure funds. Because the burial ground is not under threat and is listed on the local Philadelphia Register, therefore protected by local governance, pursuit of listing on the National Register of Historic Places through the Pennsylvania Historical and Museum Commission may present a more effective plan in terms of funding opportunities. Palmer Cemetery is a revered local landmark and therefore would correspond to standards developed for properties listed on the National Register, which are primarily of state and regional significance. As a tax-exempt property, Palmer Cemetery would not be eligible for the twenty percent investment tax credit for certified rehabilitation of income-producing listings, but would qualify for National Historic Preservation Fund Grants, Pennsylvania Keystone Historic Preservation Grants, and potentially Save America's Treasures Grants.

Historic Preservation Fund grants are distributed to properties by the Pennsylvania Historical and Museum Commission from the roughly \$800,000 allocated to Pennsylvania each year.<sup>13</sup> Eligible projects and criteria are determined by PHMC and money distributed from Historic Preservation Funds must be met

<sup>9</sup> Bartella, Nancy and Eileen Spasfiera. Telephone interview. December 2, 2006.

<sup>10</sup> Preliminary Report and Recommendations, Kensington Burial Ground (Palmer Cemetery), Draft. Housed at the Philadelphia Historical Commission. 1980: 3.

<sup>11</sup> Weiss, James. Telephone interview. December 5, 2006.

<sup>12</sup> National Park Service. National Historic Landmarks Program. < http://www.cr.nps.gov/nhl/>.

<sup>13</sup> NPS. Historic Preservation Fund Grants. < http://www.cr.nps.gov/hps/hpf/hpf-fund.htm>.

by private funds or otherwise. Similarly, Keystone Historic Preservation Grants are awarded by PHMC on a fifty-fifty matching basis. Properties must be historic, publicly accessible, run by nonprofit organizations or public agencies and either listed or eligible for the National Register. In order to meet criteria, properties must also be registered with the Pennsylvania Department of State: Bureau of Charitable Organizations. Rehabilitation and construction work funded with grant money must follow the Secretary of the Interior's Standards for the Treatment of Historic Properties.<sup>14</sup> Much like the aforementioned, landmarks and properties on the Register qualify for Save America's Treasures Grants, which are also matching grants disbursed by the Park Service, in conjunction with the National Trust for Historic Preservation. According to eligibility requirements, the proposed property has to be endangered, and as Palmer Cemetery is not currently under any serious threat, may not currently meet the criteria for this type of funding.

# Conclusion

The sustainability and improvement of Palmer Cemetery will most effectively be initiated and managed by an association committed to the stewardship, preservation and maintenance of this local landmark. Through the continued dedication of Fishtown's residents, the hopeful reestablishment of an organized institution committed to its care and custody, and with the consideration of state and local governments Palmer Cemetery will realize a long and promising future.



Palmer Cemetery looking towards Belgrade Source: Lauren Hall

14 Pennsylvania Historical and Museum Commission. *Keystone Historic Preservation Grant Pro*gram. <a href="http://www.artsnet.org/phmc/grants\_keystone\_historic\_preservation.htm">http://www.artsnet.org/phmc/grants\_keystone\_historic\_preservation.htm</a>>.

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Palmer Cemetery

Palmer Cemetery

## **Fishtown House**

Imagine that you walk through the front door of a home in Fishtown. Something is different. The floor plan is as it should be. It is like so many other houses that you have been in, but something is off. The furnishings aren't the typical fair. There is a parlor set and an organ in the living room. The smells are different then what you are used to. It feels like another age, the year is 1913. It is the height of the textile industry in northeast Philadelphia. The neighborhood is filled with hardworking American born, and immigrant textile workers that both live and work here. This project makes the argument for a house museum similar to the tenement museum in New York City.

The start of the twentieth century was filled with turmoil for America. Society was still learning to deal with the traumatic effect of Industrialization, the suffrage movement, and ideals of social fairness. At the heart of the battles being waged were the laborers that worked in the mills and factories. Many of the families of Fishtown, whether American born or immigrant, worked in the textile mills in the neighborhood. Many families allowed children to leave school and start working at a young age, having anywhere from one to five or more providers in the household. There was also the possibility of doing peace mill work at home, or taking on borders.

It is proposed that a house museum in Fishtown be created dedicated to the working families of the neighborhood that called Fishtown home at the start of the

twentieth century. The year shall be sat just before the dawn of WWI, and the plummet of the industry in northeast Philadelphia, 1913. Not only was the suffrage movement and condemnation of child labor in full swing at this time, but there is also an abundance of personal data to work with to recreate the home life. Given the strong connection that the residents of the neighborhood feel with their working class roots and family history this museum will serve to tie the current generation even more so with its roots, and to educate patrons what life was like for Fishtownians a century ago, not only on the most basic level of daily necessities, but also on the larger scale of the battles for a minimum wage and fair working conditions.

## Methodology

The Fishtown house museum was inspired by a PhD dissertation that was completed in 1920 by Esther Louise Little and William Joseph Henry Cotton, *Budgets of Families and Individuals of Kensington, Philadelphia.* The document studies the detailed accounts of twenty-three families in order to judge what a fair living standard might have been for a textile mill worker in Kensington during the study period, the study window was March 1913 into 1914. The families were asked to keep a detailed record of their income and expenditures during this period. The researchers conducting the study became very involved with those being surveyed. Not only were periods of employment discussed, but the health of the family as



Mothers and children doing piece work in the home Work Sights: Industrial Philadelphia, 1890 – 1950

well. Religious beliefs, in some cases thoughts on socialism, hopes and dreams were conferred. The layout of the homes, technologies such as lighting, heating, and plumbing were given, as well as décor and cleanliness of the home. In some cases a weekly menu was supplied. In order to protect the identity of the families at its time of publish the document abbreviated all names to the first letter of the last name, and addresses were not given. Instead it was said if a family lived in an older or newer house, the sizes of the street or alley in which they lived, and whether it was a relatively newly built section of the neighborhood. This information analyzed in conjunction with the description of the property and Hexamer fire insurance maps from before and after the years in question helped to narrow down where some of the families may have lived.

Fire insurance maps give the number of floors in a structure, the buildings' use, and the size of the surrounding lot. When this information is compared to the description of the properties in the document blocks in which the families may have lived can be narrowed down.

Newspaper articles from 1913 and 1914 copies of the *Evening Bulletin* and *Daily News* were used to place the families in the chain of events of global, national, and local history, and perhaps most importantly Ladies' Home Journals from 1913 were used to better understand shifts in thinking that have occurred in the past century, what was forward in the thoughts of women and families at the time of the study, and what were the necessities for living in 1913.

## Results

Of the twenty-three families interviewed for *Budgets of Families and Individuals of Kensington, Philadelphia* only three did not have a family member working in the near by textile and hosiery mills, and of those three, two of the households had involvement with the mills by doing lacework in the home. Children seemed to have started school around the age of seven, before that age they were either home, or in the case of a deceased mother in a day nursery. A child leaving school to start work could have been the child's choice or the parents' choice. Some parents encouraged children to stay in school others may have felt the pressure for extra income and may send their children to work at a younger age.<sup>1</sup> In this particular survey the youngest child working was a fourteen year old girl.<sup>2</sup>

It was customary for the Wife and or Mother of the household to keep the finances and handle the money. Neighborhood tradition dictated that all income would be handed over to her, and pocket money would be divided out to those family members that had earned it. In some cases an adult child would keep their income and turn over room and board to their mother instead. The majority of households were set up on this model. Of the families interviewed only four families deviated from this standard. Two of the fathers handled the money out of choice, one due to the death of his wife, and in one rare case the finances were considered a joint affair by the husband and wife. Every wife in the survey was primarily listed as a housekeeper, the early twentieth century term for a woman that

<sup>1</sup> Silcox, Harry C. *Kensington History: Stories and Memories*,(Co-Editors Jamie Catrambone and Harry C. Silcox. Brighton Press Inc., Philadelphia, 1996.)

<sup>2</sup> Little, Esther Louise and William Joseph Henry Cotton. "Budgets of Families and Individuals of Kensington, Philadelphia," (PhD Diss., University of Pennsylvania, 1920,) 125.

would today be known as a housewife. Some of these women did a little labor on the side for additional income for the family budget. A little less than a third of the mothers and wives interviewed listed any additional occupation other than that of housekeeper, of those that did several did lacework, sewing, or outside cleaning. The mean income of these families was \$15.35 a week, and excluding the 5 families that either owned their homes, or were currently members of a building in loan program that was helping them finance their homes, the average rent was \$12.60 a month.

The 2 poorest families had a bath tub in one of the sleeping rooms. All other families had one room devoted to this purpose; one family built an unheated shed that could only be used in the warmer months for this reason. The author seems to take for granted that the toilet will be in the yard, and does not include it in her statistics. Twelve of the interviewed families only have toilets in their backyard, two of the families have one toilet indoors and one in the yard and five of the families rely on indoor plumbing exclusively. Many of the homes were heated with a mix of gas radiators, coal stoves, and kitchen ranges, and cooking was commonly done with either coal or gas. None of the homes were yet wired for electricity. The majority of the families used gas lighting, with the exception of one household that still used kerosene lamps.

Memberships in clubs seemed to be a very common thing. Many of the families belonged to several groups including men's clubs, women's clubs, mother's clubs, girls' clubs and boys' clubs, churches, a co-operative store that closed during the time that the survey was conducted, and lodges. The Ladies Home Journal revealed that some of the largest concerns of the day were the suffrage movement, child labor, and a divorce rate that was considered to be very high at one out of twelve couples. It also yielded ideas on nutrition, economy, décor, mothering, and the issues facing working women of the day.<sup>3</sup>

# The Typical Family Interpreted

Mr. and Mrs. M. are German and Swedish immigrants. They are a member of the minority in the survey in that their only obvious connection with the mills is the lace work that Mrs. M does at home. Mr. M. began the survey as a driver, and left that job to eventually become a laborer for an electric storage battery company. Mr. M. did belong to a union, but had fallen behind in his dues after the career change. Their two young boys are ages 11 and 6, and are both in school. As many families with young children they do not currently have a boarder. The family is Methodist, but seeing as you must pay to be a member of a church the oldest son is the only member of the family that has deemed it a reasonable use of his money to do so. Several of the families in the survey kept pigeons, and Mr. M enjoyed this hobby, but had to sell the birds after the reduction of income, and career change. Based on the available Hexamer maps the number of movie houses in the neighborhood skyrocketed between 1909 and 1916. Movie going was a popular form of entertainment among many of the families, and the M's were no exception to this. Before Mr. M. left his first job as driver most of the family's weekly recreation budget went toward moving pictures.

Mr. and Ms. M are in the process of buying their home, by modern standards they would be considered to be homeowners, but in 1913 you were not said to own your home until the building and loan was paid back in full. The house is a two story brick building. The first floor has two rooms and a shack attached to

<sup>3</sup> *Ladies Home Journal,* V. 30, no 1-12 Curtis Publishing Co., Philadelphia, 1913

the back of the building. The second floor has two sleeping rooms, and a bathroom with a porcelain tub, but the toilet is in the back yard, as is many of their neighbors. The M's had gas lighting. The first floor is heated by the kitchen range. The radiators that heat the second floor are powered by the same kitchen range. In addition to the range is a three burner hot plate for cooking. Given that many homes of the period in Philadelphia were not built with tile or cement kitchen floors the most economical and logical choice for the flooring in the kitchen would have been linoleum.<sup>4</sup>

Mrs. M had hoped to repaper the walls that year, but money was tight<sup>5</sup>. It may be guessed that the walls are covered in a tasteful penny paper, and may be somewhat the worse for ware. Given the two young boys in the house they may have been filled with dirty little fingerprints in key places as well. Little and cotton note that "the parlor is furnished with a hair cloth set and an organ. The other rooms are simply furnished."<sup>6</sup> A hair cloth set is meant to mean a parlor set covered in horsehair cloth. This is a very odd furnishing for the room. Furnishings upholstered in horsehair cloth had not been common place since the mid-nineteenth century. It would have been extremely difficult to find a new piece in the families price range covered in horsehair. The parlor set was most likely past down several times before reaching the M.'s parlor. The typical accompanying wood for horsehair was mahogany<sup>7</sup>, a wood that the family would not have been able to afford new. The organ or similar musical instrument was a common family distraction at this time, and a luxury that the family would have had to save for, or buy on an installment plan.

The phrase "simply furnished" could have meant several things. Upstairs furnishings may have been painted cottage furniture, but such items were looked down on as cheap and poor quality by women of the higher classes like Dr. Little.<sup>1</sup> Since the M.'s were willing to take on an antique such as the parlor set, upstairs furnishings may have been an assortment of older pieces that were a little more worse for the wear. In reference to another family, *Budgets of Families and Individuals* speaks of the general clutter inherent in these homes. "One notes the absence of ornaments and knickknacks, -- the kind of thing with which Kensington women have a tendency to overload their home with."<sup>8</sup> Based on this statement, and the lack of mention in the M.'s home it can be assumed that the family did keep plenty of such knickknacks.

The family did not live in one of the newer sections of the neighborhood. Based on the description of the home it can be guessed that they lived in the mid to lower section of Fishtown. The housing plan described for the family was very common. A number of homes could fit the description during that time. As an example a map has been used to highlight similar homes within several blocks of Palmer Cemetery. (fig 1)

<sup>4</sup> West, Max and Mary Mills West, "How Shall We Furnish Our Houses?", *Ladies Home Journal*, v. 24, number 4, March 1907 pg 13, 14

<sup>5</sup> Little, Esther Louise and William Joseph Henry Cotton. "Budgets of Families and Individuals of Kensington, Philadelphia," (PhD Diss., University of Pennsylvania, 1920,) 38.

<sup>6</sup> Little, Esther Louise and William Joseph Henry Cotton. "Budgets of Families and Individuals," 37.

<sup>7</sup> Garrett, Elisabeth Donaghy, *At Home: The American Family 1750-1870*, (Harry N. Abrams, Inc. Publishers, New York, 1990,) 45.

<sup>8</sup> Little, Esther Louise and William Joseph Henry Cotton. "Budgets of Families and Individuals of Kensington, Philadelphia," (PhD Diss., University of Pennsylvania, 1920,) 74.

## Recommendations

The above information is just an example of what can be gleaned from the *Budgets of Families and Individuals* document. Further research could reconstruct this family or another family from the document in even greater detail. A museum similar to the Tenement Museum in lower Manhattan could be established based on this information. The museum could be set up to be self-managed or run by the recommended Fishtown Historical Society. Fishtown house could serve as means of distributing information to the public that might not otherwise come to the Fishtown Historical Society for information, and the Fishtown Historical Society could give the museum a governing structure. In this way the two could form a mutually beneficial relationship.

A property similar to the house that the family inhabited should be purchased, or a long term lease negotiated. Depending on the means available to the museum the family being interpreted could be rotated, or several properties could be obtained and a walking tour that moves the visitor from site to site could be included in the interpretation. It is recommended that id only one location is procured that exhibits be changed regularly to match the seasons in order to maximize reasons for visitors to come again, and show the varying needs of life in the early twentieth century.

### Fishtown House

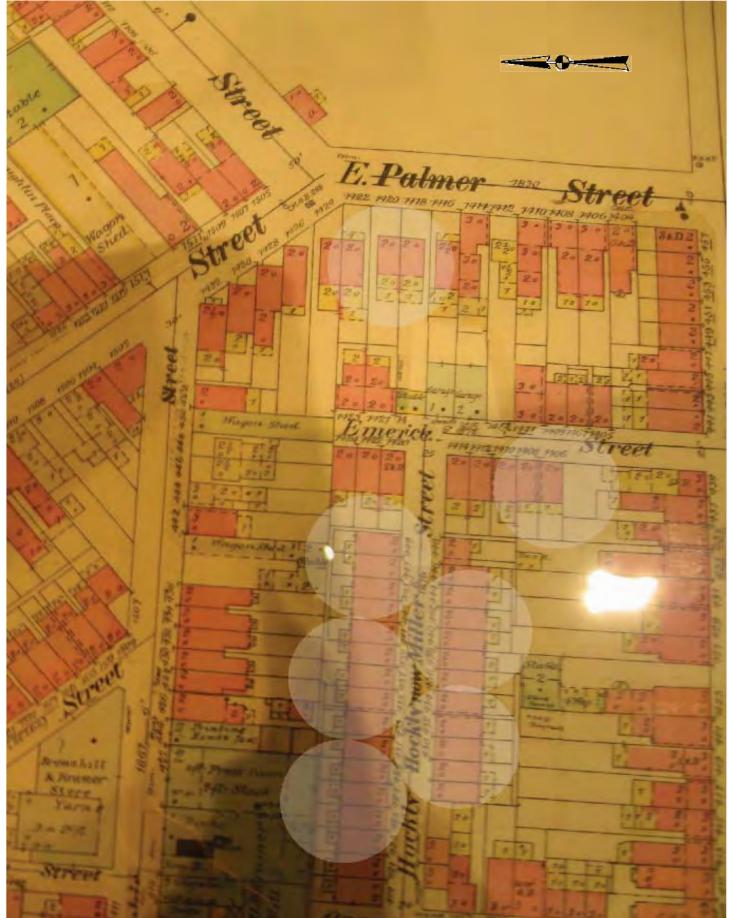


fig 1 Image of map taken from Hexamer v.9 1916. Highlighted areas show homes that fit the description of the M. families home nead Palmer Cemetary