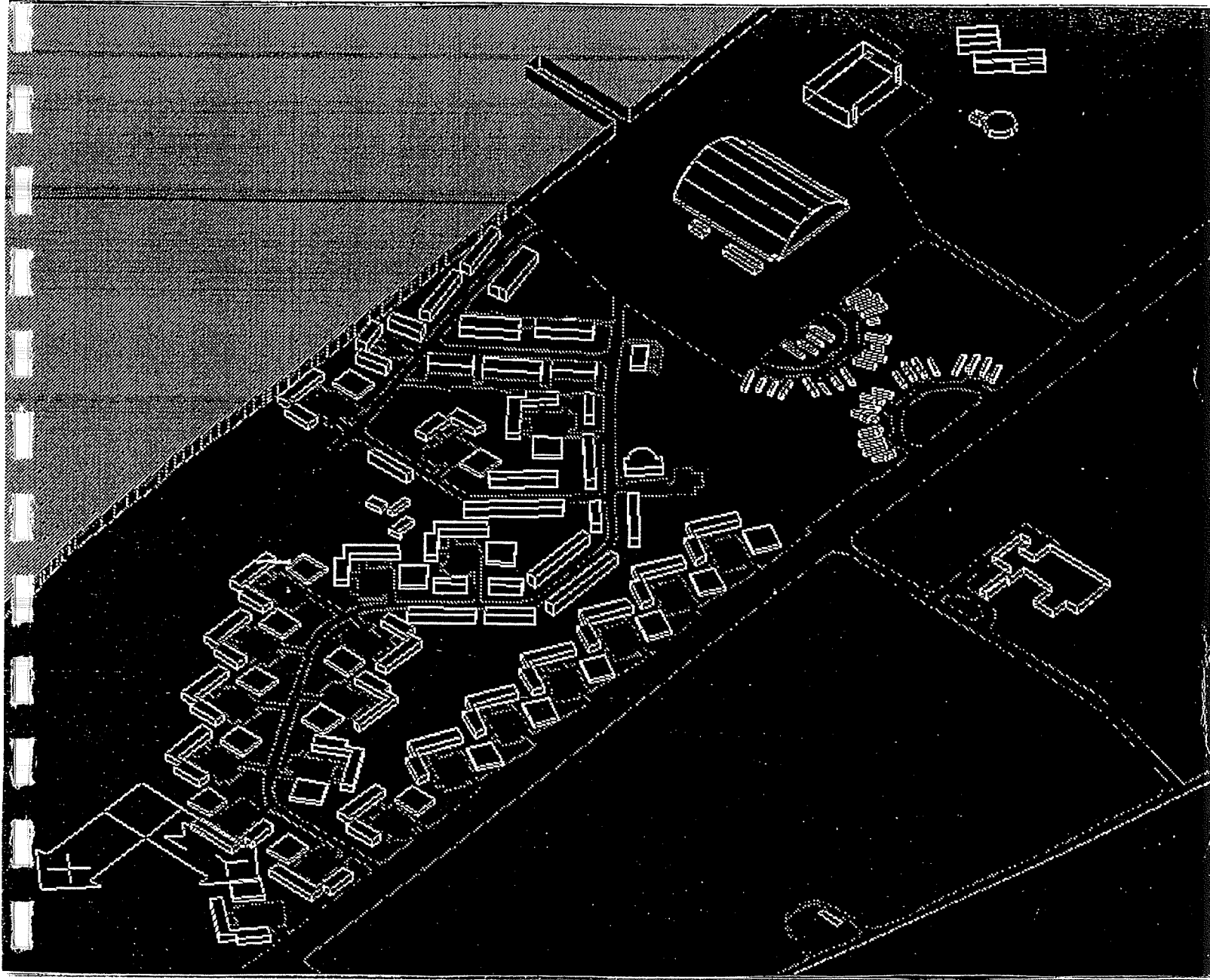


Historic Preservation Studio The Philadelphia Naval Yard



Phase II

Prepared By the Members of the HSPV Fall 1993 Studio

INTRODUCTION

Our charge for the Fall 1993 Studio was to study the role of Historic Preservation as a means and method of planning for the reuse of the Philadelphia Naval Yard on League Island. This charge was given to us as an academic exercise, relieving us from the responsibility to follow all of the rules all of the time.

In order to perform this task, the studio was organized into two phases: Phase I devoted to information gathering and Phase II focusing on analysis. During Phase I we were divided into three teams: Team A — Regional Context; Team B — Historical Development and Regulatory Environment; and Team C — Physical Typologies of Existing Buildings, Structures and Land Use. It should be noted that these teams were interdisciplinary in nature with a constituency of planners, architects, and landscape architects in addition to members of the Preservation Department.

The team structure of the studio was carried on through Phase II, although the departure of the planners, architects, and landscape architects reduced team size. An emphasis on inter-group work and analysis characterized this phase.

The nature of this studio and the production of its output has been one of continuous struggle; a struggle with how we (as preservationists) are perceived and how we perceive our role as preservationists. It would be negligent for us to allow you to believe that this struggle has been fruitless... that we have found no common ground. Because that is *not* true. Nevertheless, the results of this studio originate from this process of negotiation both between and within ourselves.

We have come to question the traditions of both ours and related disciplines. We question the rigid demarcations set up between them. We question the dogmatic distrust of one profession that the other profession knows what they are doing, or that they will do "the right thing." It is not that we deny the validity of the teachings of this tradition, but we are dismayed by their outcome.

We, as preservationists, do not want preservation planning to carry the stigma of rules and regulations that restrict, confine and suffocate the creative development of our built environment. We wish to foster a holistic approach to planning that integrates all professions. Most importantly this approach should cultivate in all a desire to know the object so that design does not merely follow the criteria and yet fail miserably as good design, but that design and change draw from an understanding of the evolution of the site.

We, as a class, have looked to Europe as a role model of a region which has centuries of the built environment to incorporate in their change and growth toward the future and yet still retains a powerful sense of continuity of place and identity without the bastardization of that built environment (although EuroDisney would qualify as a notable exception, which nevertheless was perpetrated by us, Americans). It is a great American luxury to be able to afford to tear down the past. But can we afford the consequences of this luxury? We believe that we can intervene in and change our environment, but that this intervention should reflect the character of this change and growth.

The built environment is an organism much like humans. We start out as infants, and grow through childhood and adolescence into adults, where we continue to grow physically, mentally, and emotionally. The people working on this project are not the exact replicas of who they were when they were born. Nor would most of us want to be

"frozen" in time at the age of 14. Nevertheless, each and everyone of us carry with us the breadth and wealth of our total experience from infancy to adulthood. We carry our own sense of identity which *does* change and *does* grow, and yet does not violate who we think we are. When we intervene in the built environment, we must be as true that environment in understanding where it has been and where it might go as we are true to an understanding of ourselves. This is the task we have set for ourselves and those who, like us, also share in an passion for the built environment around us.

The document which follows should be read and used in its entirety, for we believe that interventions into this site must be based on a comprehensive understanding of the site.

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The following table of contents represents the work of this studio in sum. The work itself can be found in two volumes: Phase I and Phase II. It is the hope of the studio members that the contents found within both of these volumes will be considered as we believe that neither can stand alone if the reader wishes to obtain an understanding of the site.

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Soft
Wild
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Photograph and Written Description
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Photograph and Written Description
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Photograph and Written Description
Section & Plan
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Photograph and Written Description
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Photograph and Written Description
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Photograph and Written Description
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Photograph and Written Description
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Residential
Institutional
Communal

EXECUTIVE SUMMARY: PHASE II

Further refinement of research and analysis characterized the work during Phase II. The information contained in the Phase II Expanded Reports consists of translating the facts of the site into meaning. As mentioned in the introduction, the different strains of analyses are complementary, but not representative of a "master plan" for the site. Instead this analysis is intended to serve as a guide to development teams in understanding the site. Following the reports on regional context, historical development and typologies are design problems and future investigations proposed by these three components.

REGIONAL CONTEXT

During the second half of the semester, development of a plan for the future of League Island was undertaken. This plan is called the Statement of Purpose and addresses the regional context of the site. To support this document, recommendations were developed for future investigations and pertinent design problems. In order to implement the plan for the future of League Island (Statement of Purpose), views to, from, and within the yard were analyzed as well as levels of transformability for existing landscape typologies. Maps were drawn correlating views and typologies. The means of establishing regional connections were explored. Lastly, the continuity of purpose and management of the Philadelphia Naval Yard were examined. The pressing needs of Philadelphia region were considered in every aspect of this plan.

HISTORICAL DEVELOPMENT

Analysis of the historical development led to the proposal of a district to provide a framework for conservation of what is believed to be valuable at the Philadelphia Naval Yard. While not all the historic, cultural, and recreational resources in an area may have national significance, together they are important to understanding the history of the region. The proposal has been informed by historical research, research of preservation planning and zoning methodologies, and discussion of legal and philosophical implications. This ultimately led to the creation of a potential plan which would protect and value the resources of the Philadelphia Naval Yard while simultaneously allowing and respecting the need for growth and change.

The plan proposes to reunite the Philadelphia Navy Yard with the city while assuring that those elements which are vital to the sense of place of League Island are not lost. A multi-layered plan has been developed to achieve these goals. Although partially an academic exercise, the historical development analysis has attempted to work within the restraints and framework already in place in the 'real world'. This includes completion of a National Register Historic District Nomination for the Philadelphia Navy Yard.

Included is an analysis of the effectiveness of the National Register as a planning tool and its perceived strengths and weaknesses. The Navy's adherence to a master plan has created a rationale for land use. An analysis of the pattern of land use has determined and established an implied zoning based on existing use. This implied zoning, informed by current use, has been combined with historical research and typological studies to allow development of a prototypical conservation plan for the Philadelphia Navy Yard.

The singleness of purpose with which the Navy approached the management and development of this property is integral to the "sense of place" of the Philadelphia Naval Yard. Historical research indicates that throughout its development the Philadelphia Naval

Yard remained faithful, in large part, to a master plan and as such the Historical Research Team believes that to dramatically deviate from this plan would severely alter this "sense of place" and halt the line of historic continuity at the Philadelphia Naval Yard.

PHYSICAL TYPOLOGIES

During Phase II definitions of building and open space types were revisited, refined, and mapped to aid in the typological analysis. The product of this analysis demonstrates an understanding of current site conditions, and allows this understanding to be transmitted in a concise, lucid format. Typological analysis led to the development of a method which would ensure this understanding is imparted upon the development team. This was pursued in lieu of traditional design guidelines.

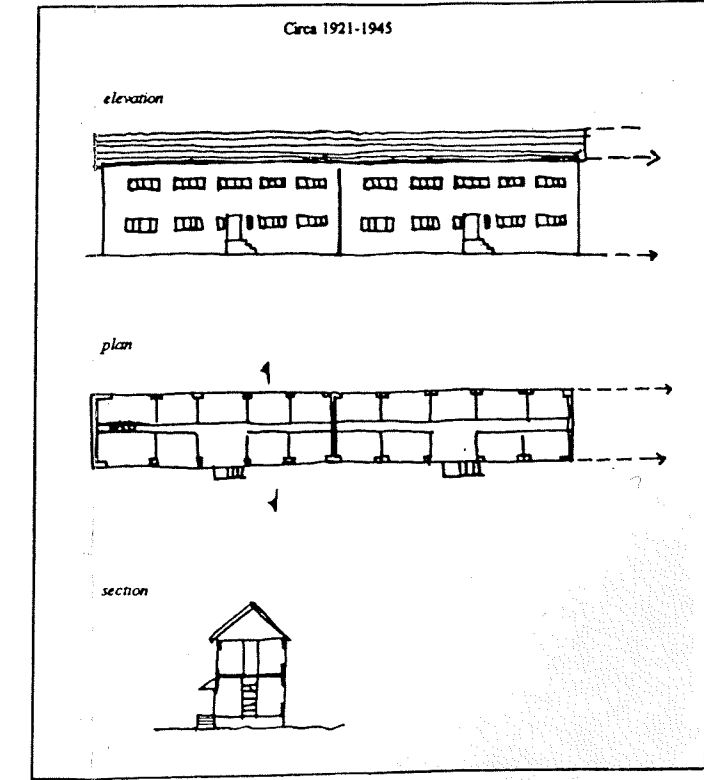
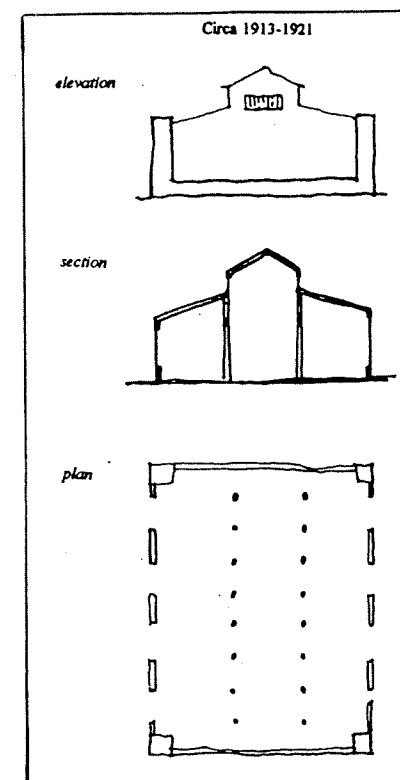
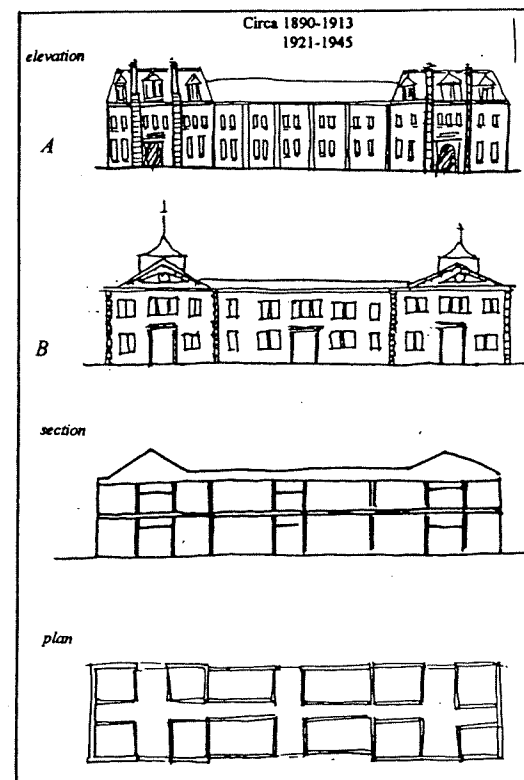
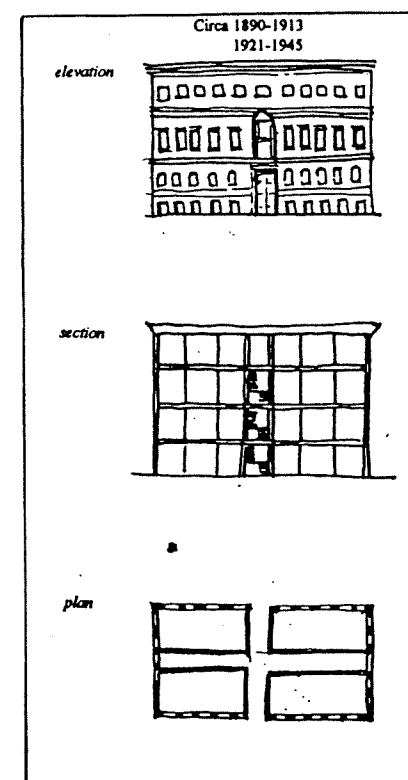
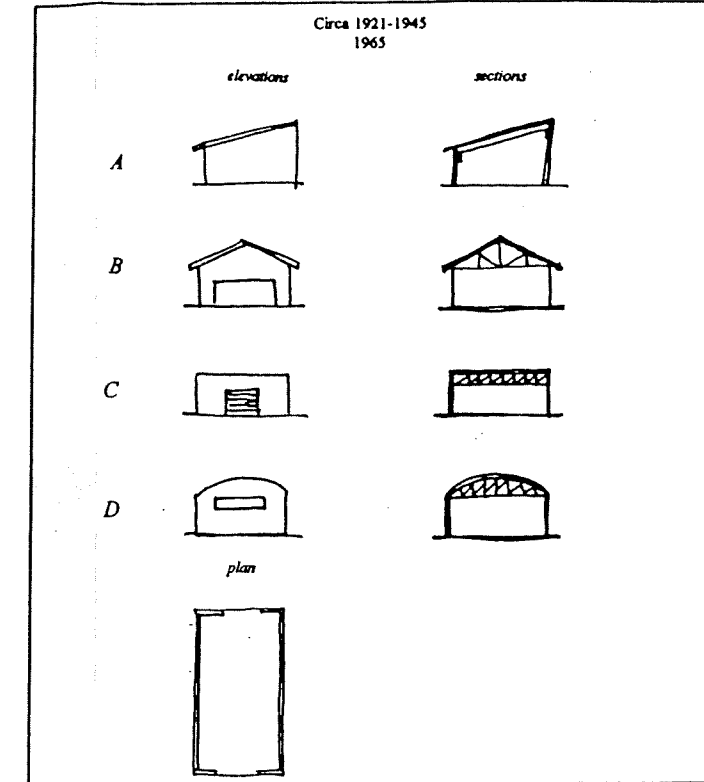
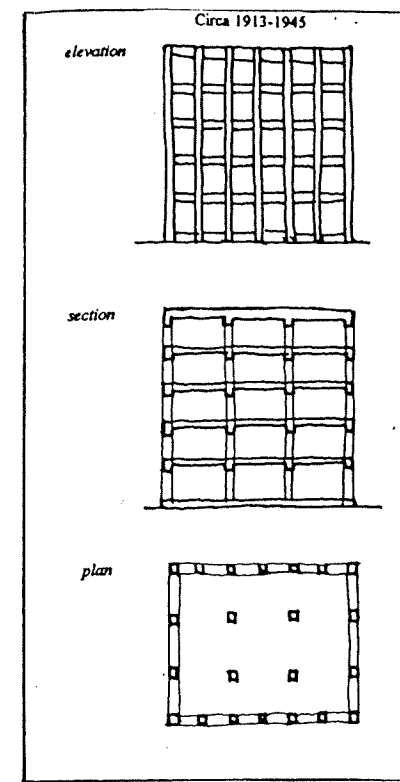
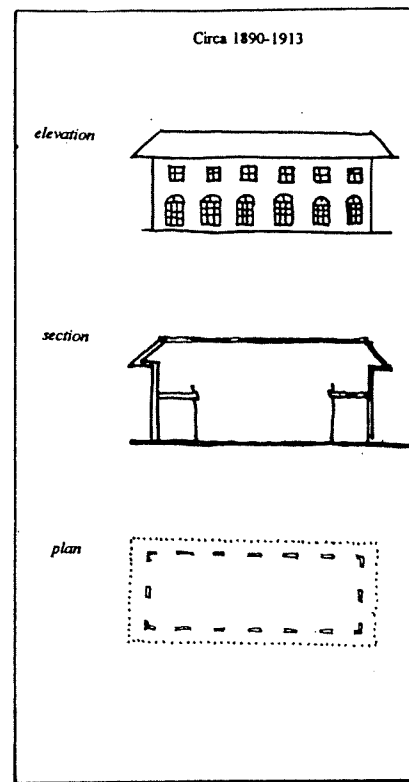
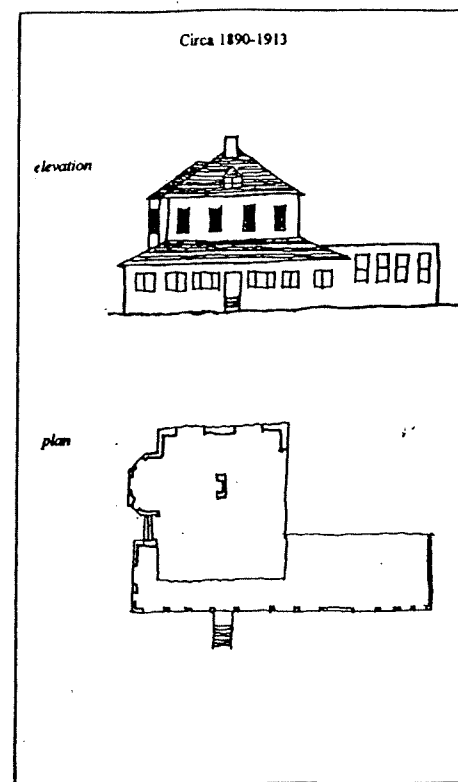
The first objective of the second portion of the semester was to field test and refine definitions of type, and to map each type. Thorough examination revealed that some definitions were unsatisfactory as not representing a larger body of structures of similar spatial and/or functional arrangement. Deletion of the use-related designations of 'administrative,' 'industrial,' and 'residential' reflects this refined definition, as one building type may accommodate different functions. As a result, a number of types were merged, and one new type was created; the product of these revisions is a more accurate representation of the existing building stock at the Navy Yard.

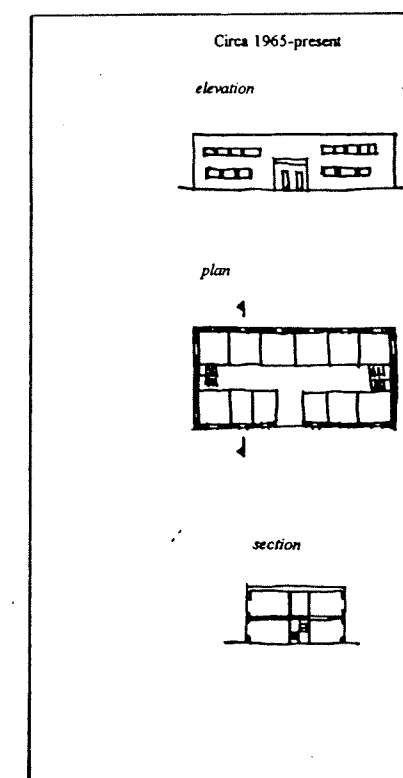
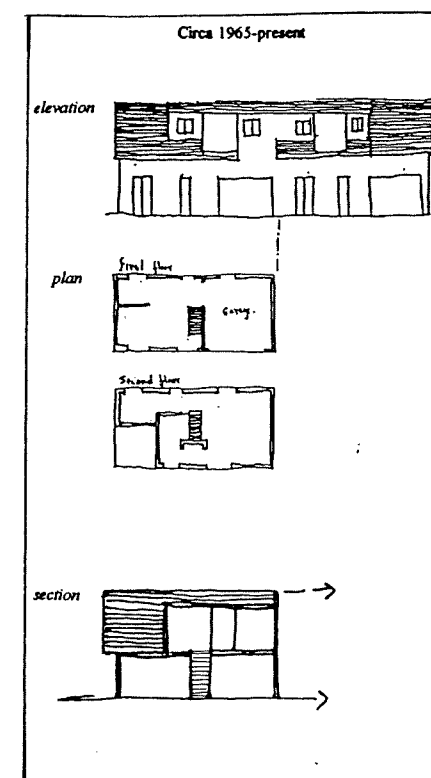
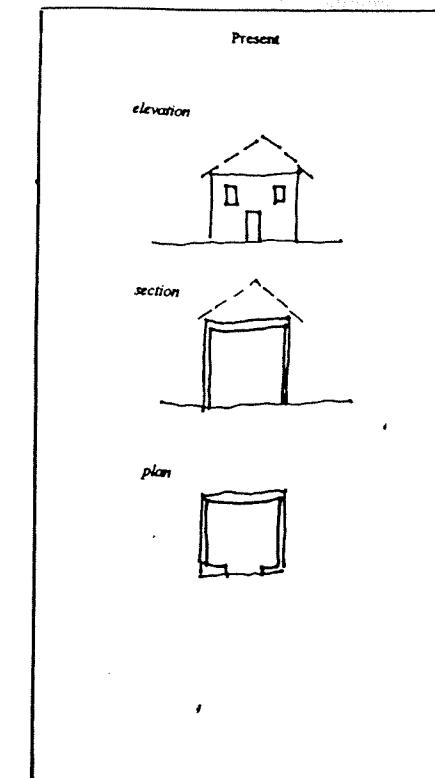
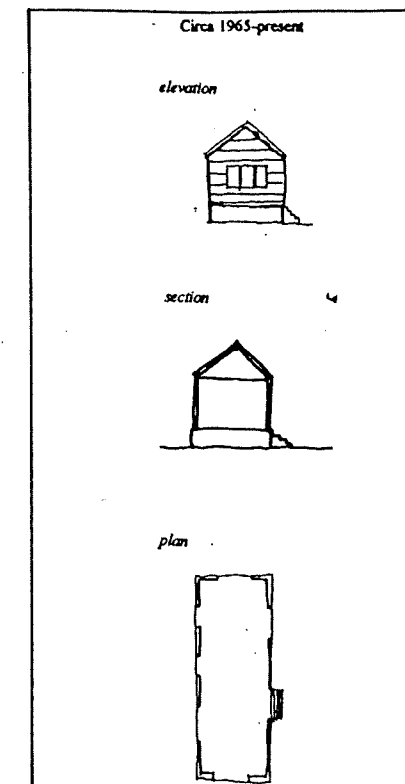
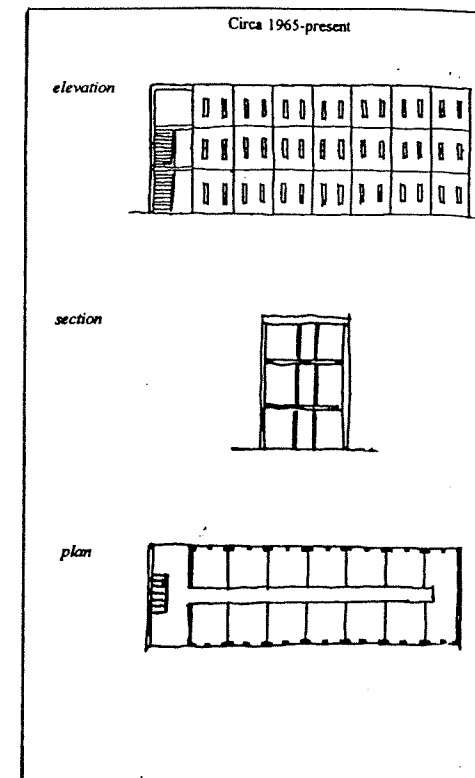
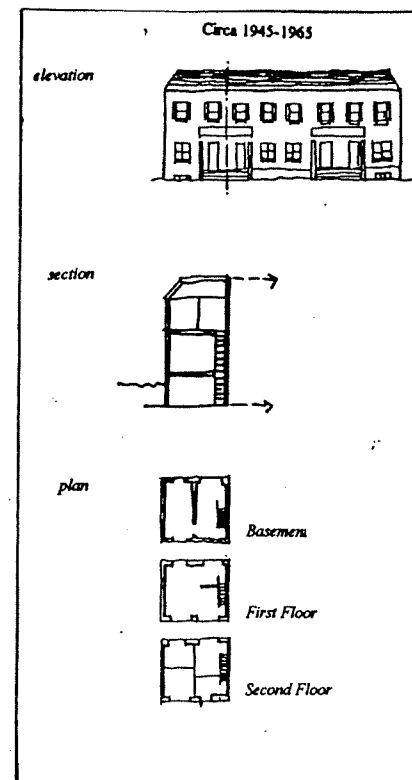
In addition to the typological analysis of buildings, definitions of open space types were refined and mapped. This analysis revealed several underlying patterns and relationships between open spaces and the buildings to which they correlated.

The product of this typological analysis is fourteen discrete building types, and several categories and subcategories of open space types that currently exist at the Navy Yard. Each building type is presented in plan, section, and elevation, with a inventory of features defining the type. A photograph is included to exemplify each type. Open space types were mapped in their entirety or using sample locations on site maps.

The second major focus of attention in the second portion of this semester was an effort to redefine the relationship between 'preservation' and the development team that will work at this and other sites. A common dissatisfaction with the current use of stringent prescriptions prompted the exploration of a method of guiding the design process through a series of questions. This question process was intended to impress upon the development team an understanding of the qualities inherent to the site, and encourage alterations and new construction reflective of this understanding. Topics such as context, conservation, and maintenance foster a thoughtful design process while permitting a freedom of design not typically found in districts of 'historic significance.'

Finally, typological analysis led to the production of a series of suggestions for future investigations and design problems. Important among these are the completion of the open space mapping, and investigating the structural capacities of each building type. A fully integrated understanding of each type requires knowledge of the structural systems and tolerances that was beyond the charge of this studio.





REGIONAL CONTEXT REFINEMENT AND ANALYSIS

WATER ACCESS

League Island is defined by its water edges and its abundant access to the water. Surrounded by the Delaware River and the mouth of the Schuylkill River, League Island has been dependent upon and guided by this access. The future of the island will be similarly driven, no matter what the particular development or design will be. The responsiveness to this asset by future programmatic agendas will determine the degree of alteration or maintenance of the character of the island.

The water edges of League Island are part of the cultural landscape that defines both the residential and occupational life on the island. A formal agenda is determined by Naval command and utilizes the water edges singularly for the making of ships. An informal agenda also exists which is defined by the users of the island for non-Navy activities. For example, the Navy has not provided formal recreational facilities on the southern shore of the island near Mustin field, yet the occupants of the island use this space in just such a manner. Joggers and walkers circle the island at lunchtime. They are joined by diners who feed the seagulls and relax while eating their lunch. A community has arisen among the "regulars" who meet daily at the waterfront. Development on League Island should address the informal and unprogrammed uses of the landscape while addressing the conscious and formal uses relevant to the city of Philadelphia.

VIEWSHEDS

League Island is uniquely positioned to have views of its surroundings that cannot be equaled elsewhere in Philadelphia. At the western end of the island, one can see the bridge for Interstate 95, Mud Island, and the mouth of the Schuylkill River. The southern edge of the island looks out to New Jersey with vistas of its designated park land and an industrial landscape which mirrors that of the Naval Yard and south Philadelphia. Looking northward, Veterans Stadium and the glass towers of Center City rise monolithically from the horizon. The views of Center City Philadelphia and New Jersey orient one on the island, yet League Island does not provide as strong a landmark connection for the City. One may see the ships from Interstate 95 or one may see the red and white crane from southern Broad Street, but the overall visual accessibility from outside the Yard is limited. This severed connection emphasizes the distinctiveness of the island. Protection of these viewsheds is vital to the continuity of purpose and continuity of management proposed by this Studio's findings this semester.

The visual connections between landscape features on the island define and create spaces which are integral to the character of the island. "Individually or collectively, these features form the spatial relationships of the landscape. These individual features must in turn be treated as they relate to the spatial organization of the property as a whole, not just in isolation." (NPS Draft Guidelines, 10) The historic pattern of structures on the landscape also contributes to the composition of viewsheds. Views from buildings, views between buildings, and the form upon the landscape created by the built environment all define the viewsheds on League Island. Retaining the character of development on the island will work to ensure continued visibility of these viewsheds.

Particular viewsheds demonstrate the character of the Naval Yard. For example, View 116A presents the scale of industrial development on the island, as seen via the former airstrip. The shipmaking industrial landscape can be seen on the horizon, while the impact

of residential development is juxtaposed with wild vegetation in the foreground. View 118B depicts the visual connection between the open space which typifies the eastern end of the island and the dramatic view of Veterans Stadium and the glass towers of Center City. The predominant horizontality of the island contrasts the verticality beyond the island. View 124 provides the sweeping vista of the New Jersey shoreline from the south shore of League Island and demonstrates the extreme accessibility of the island. The viewsheds from League Island, which are not limited to the above examples, encompass the diversity of the place with varied uses and designs visible within each vista. Programmatic uses for League Island must recognize the significance of these viewsheds as components of the character of the island as a whole.

STATEMENT OF PURPOSE

☐ **Location**

League Island is directly connected to the center of the city by South Broad Street, yet it is buffered from the residential and commercial areas. **This unique location should be viewed as a remarkable opportunity for uses which should be close to the heart of the city, but which can be n.i.m.b.y.(not in my back yard) issues in established neighborhoods.**

☐ **Needs**

Any proposal for the reuse of the Philadelphia Naval Yard must creatively address the social, economic, and cultural needs of Philadelphia. The city currently has an excess of both housing and office space, which is projected to continue well into the future. Likewise, the city is not in need of a gentrified community on League Island, which will relocate tax revenue and resources from other parts of the city. An innovative proposal for the site should create resources which enable the city to improve. **Successful proposals for League Island must address the pressing needs of Philadelphia, while taking advantage of the morphology of the site and its particular location within the city.**

☐ **Historical Purpose**

The Philadelphia Naval Yard is composed of a variety of buildings, spaces, and structures. The island is a single coherent entity and construction on League Island has always had a continuity of purpose. **Every warehouse, officer's house, drydock, parade field, trailer home, overhead crane, and chain link fence, on League Island, was erected for the purpose of supporting the re-making of U.S. Naval ships and aircraft.** It has been determined by Congress that this purpose is no longer valid for the Philadelphia Naval Yard, because of the changing state of global relations and a subsequent shift in our national priorities.

☐ **Proposed Purpose**

The purpose of the Naval Yard should shift from the re-making of the United States Navy ships and aircraft to the re-making of the Philadelphia area.

❑ Implementation

This proposal calls for League Island to continue to be controlled by continuity of purpose and continuity of management. A commission should be established to review any and all programs, which propose to operate on League Island. Proposals will be evaluated to determine whether they adhere to the purpose of League Island, the re-making of Philadelphia.

Some examples of possible programs on League Island:

- ⇒ Retraining center for displaced shipyard and naval workers
- ⇒ Recycling hub for Philadelphia, and possibly Delaware County
- ⇒ Shelter, job training, and skills center for the homeless
- ⇒ City nursery for the re-making of public streetscapes and open spaces (or the only public green space at a waterfront location east of the Schuylkill and south of Fairmount Park.
- ⇒ Environmental clean-up projects such as water treatment facilities.

League Island would be developed and managed by the city of Philadelphia, thus insuring continuation of the "continuity of purpose" and "continuity of management" with which the Navy controlled the development of League Island for the last century. Private enterprise will not be discouraged from locating on League Island, and public/private partnerships will be promoted.

Proposals which do not clearly reinforce the objectives of League Island may enhance their possibility of locating on the island by supplementing their application with proposals to contribute to the remaking and/or improvement of Philadelphia in other locations.

❑ Development Program Questionnaire

In order to implement a development program which incorporate the Statement of Purpose, a regional context questionnaire was designed. A development team should examine these questions before any conclusions concerning the future use of the Naval Yard are made.

- ⇒ Does the proposed development program relate to the urban core of Philadelphia? Does the proposed program address the social, economic, and cultural needs of the city, that are currently not being met or are being insufficiently met? Does the proposed program relate to the whole of League Island?
- ⇒ Does the proposed development program present innovative services, not found elsewhere in the city, which would contribute to the re-making of Philadelphia?
- ⇒ Does the proposed development program consider the island as a whole?

⇒ Will the proposed development activity detract from other city resources? Will the development create new jobs, instead of relocating them from other parts of the city? Will the development duplicate services found elsewhere?

⇒ Does the proposed development program address regional resources, such as the airport?

⇒ Does the proposed development make the best use of existing resources on League Island, both built and unbuilt? How well does the proposed development program fit existing structures? Will the development require a prolonged preparation time, or will it be able to quickly start-up? Will the proposed development overwhelm or overtax existing infrastructure and resources?

⇒ Does the proposed development program provide for future flexibility of use? What is the estimated time commitment, of the program, to the island?

⇒ If appropriate, does the plan address the water edges or the urban edges?

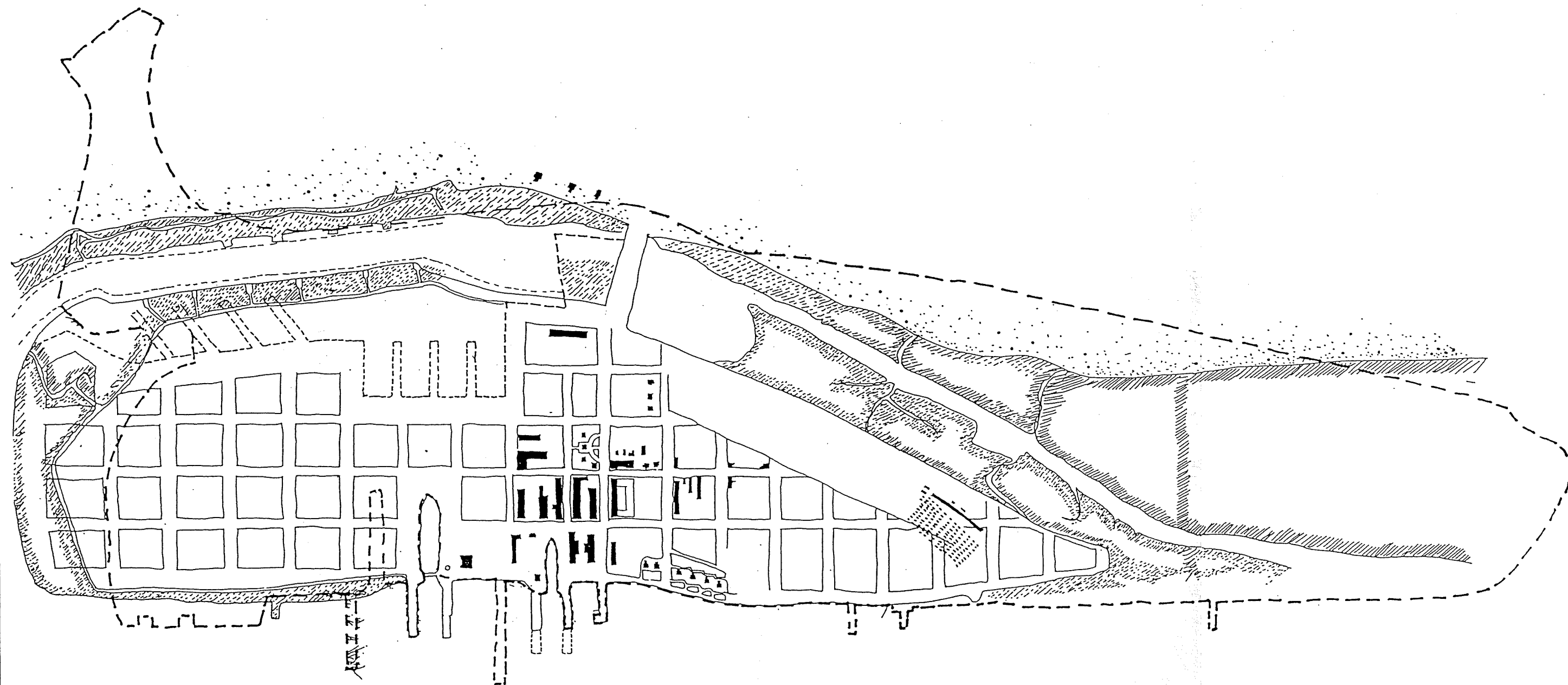
REGIONAL CONTEXT SITE MAPS

AIR TRAFFIC PATTERNS

LAND FILL MAP


VIEWSHEDS

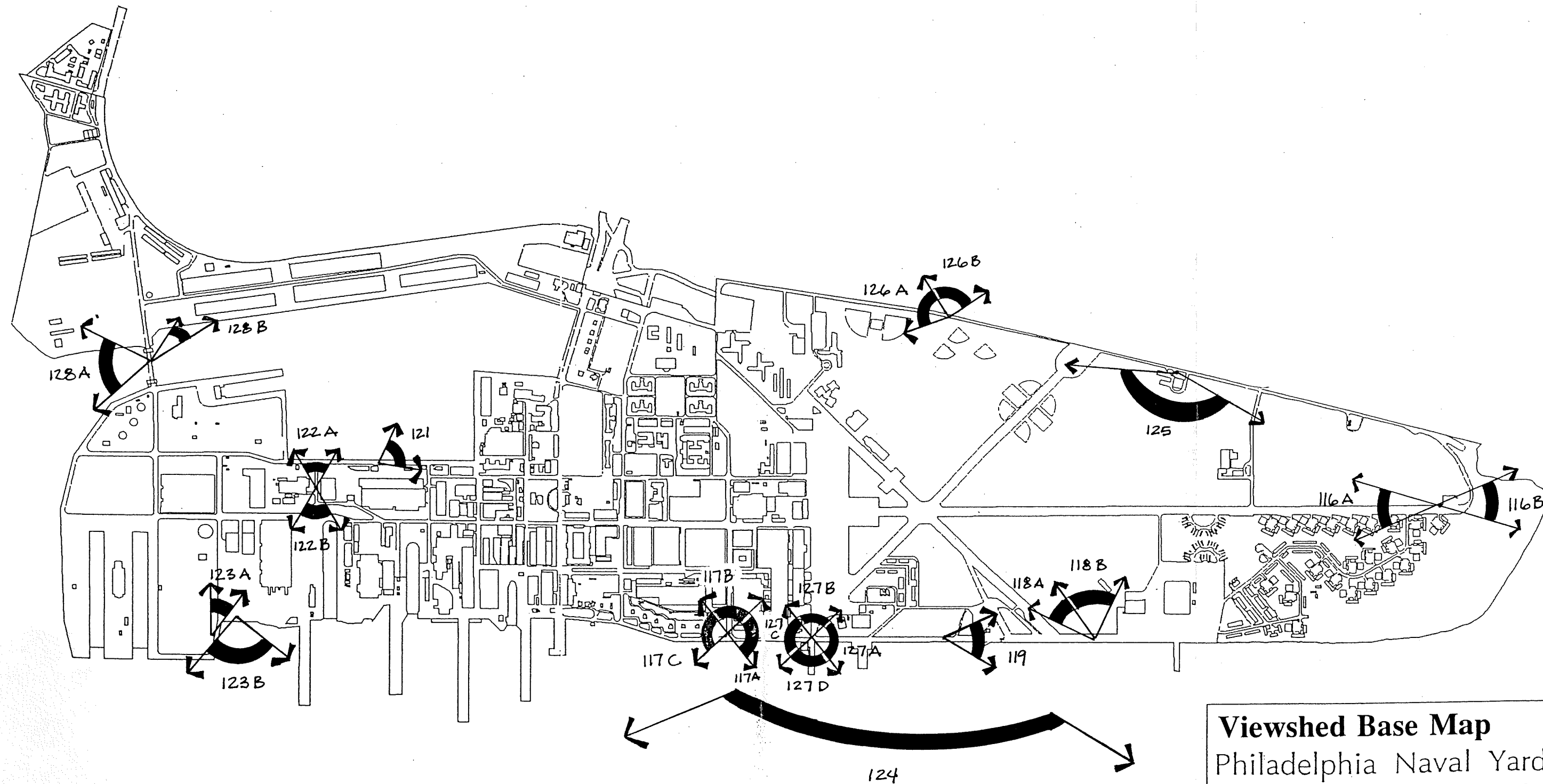
- Base Map
- Views 116A, 116B
- Views 117A, 117B, 117C
- Views 121, 122A, 122B
- Views 123A, 123B
- Panoramic View 124
- Views 126A, 126B
- Views 127A, 127B, 127C
- Views 128A, 128B
- Panoramic View of Mud Island



--- BORDER OF NAVY YARD 1993

Land Fill Map
Philadelphia Naval Yard
University of Pennsylvania
Program in Historic Preservation
Fall 1993



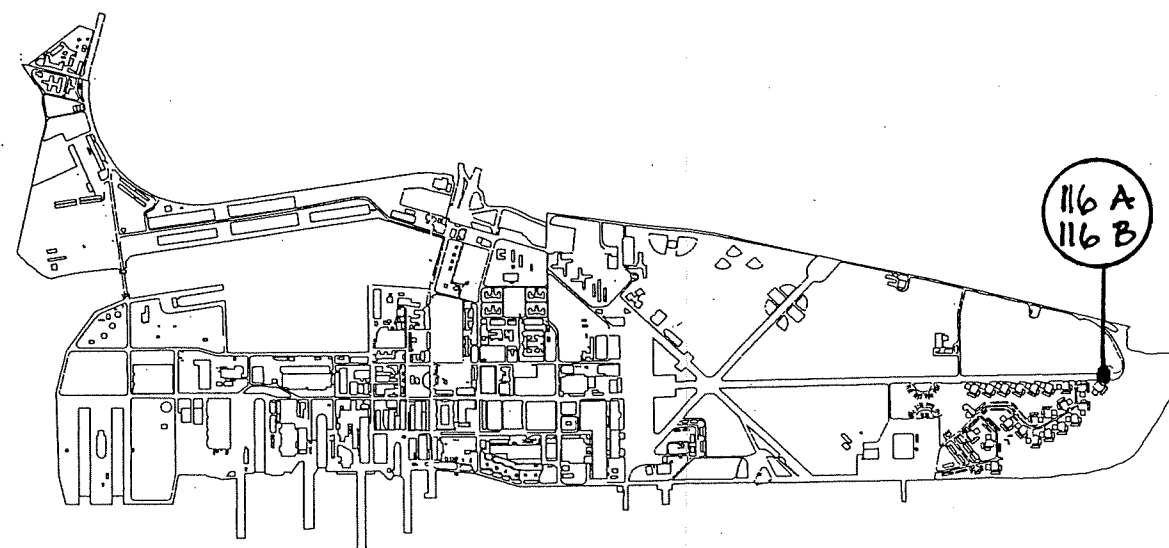


Viewshed Base Map

Philadelphia Naval Yard

University of Pennsylvania
Program in Historic Preservation
Fall 1993





116A



116B

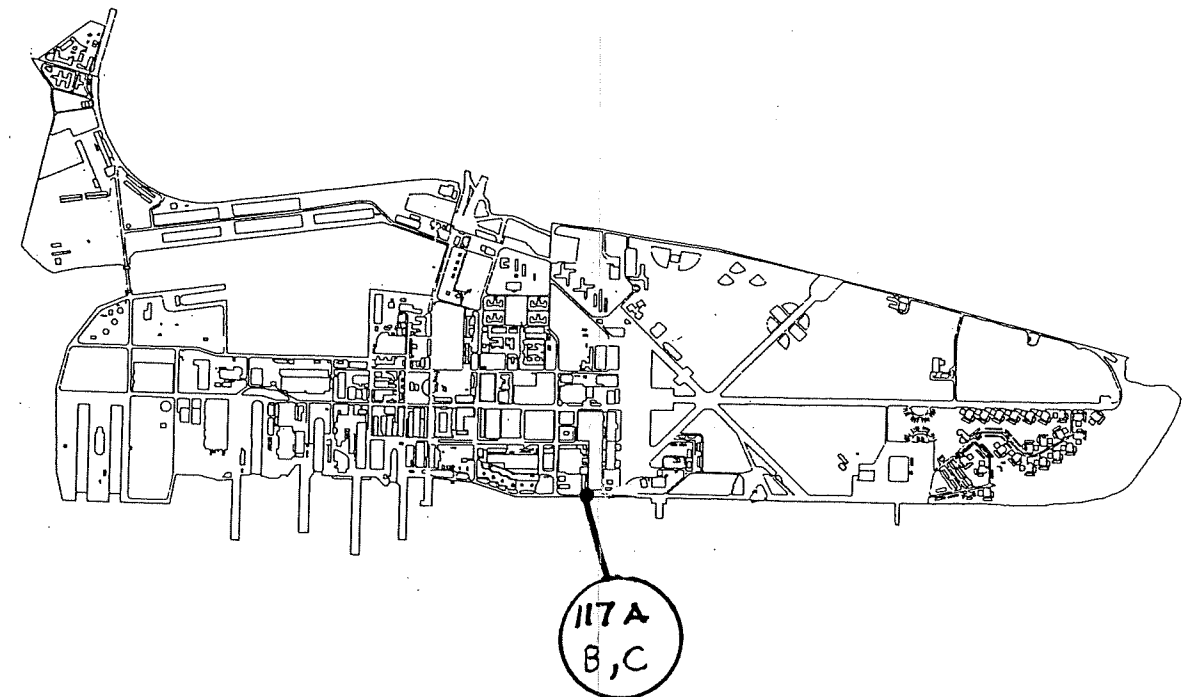
Viewshed Philadelphia Naval Yard

University of Pennsylvania
Program in Historic Preservation
Fall 1993





117 A



117 B

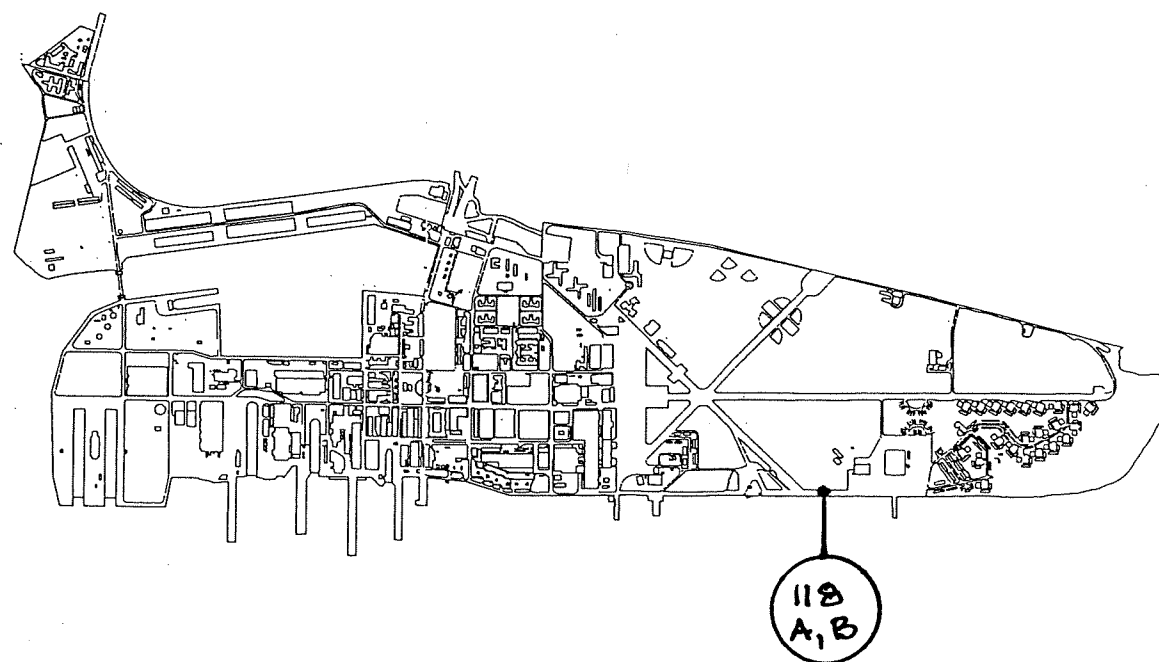


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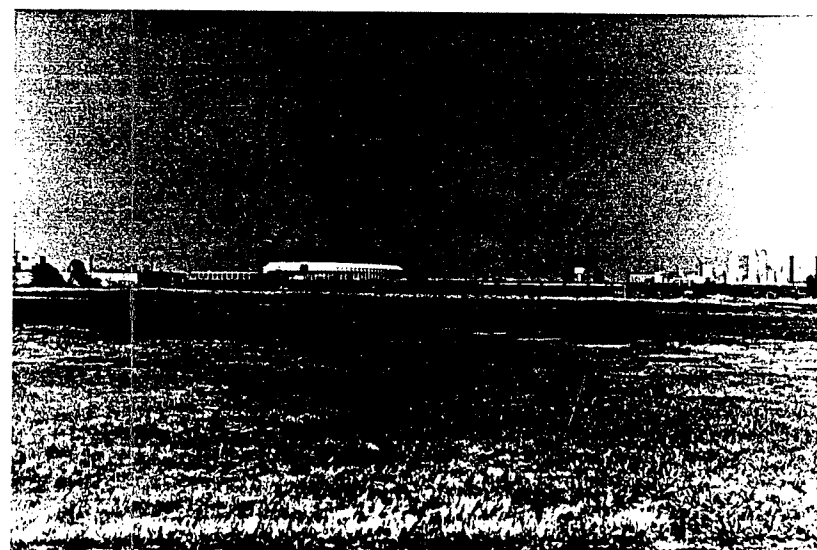
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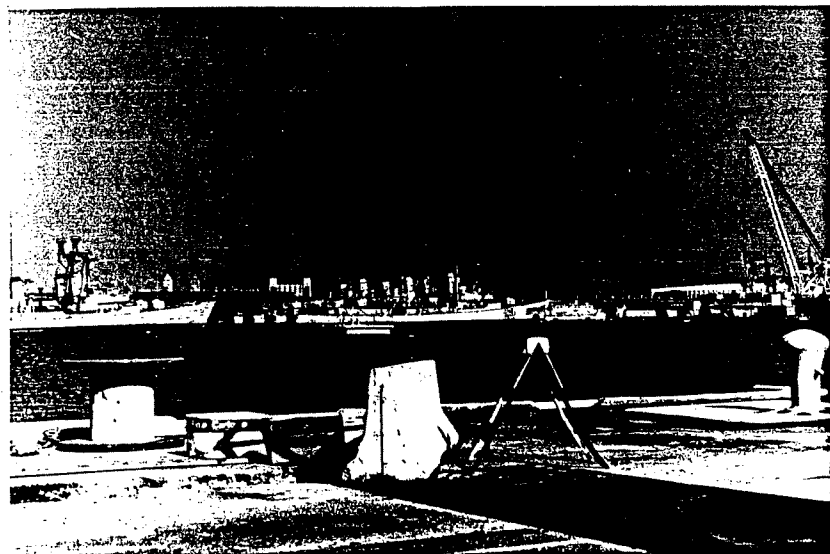


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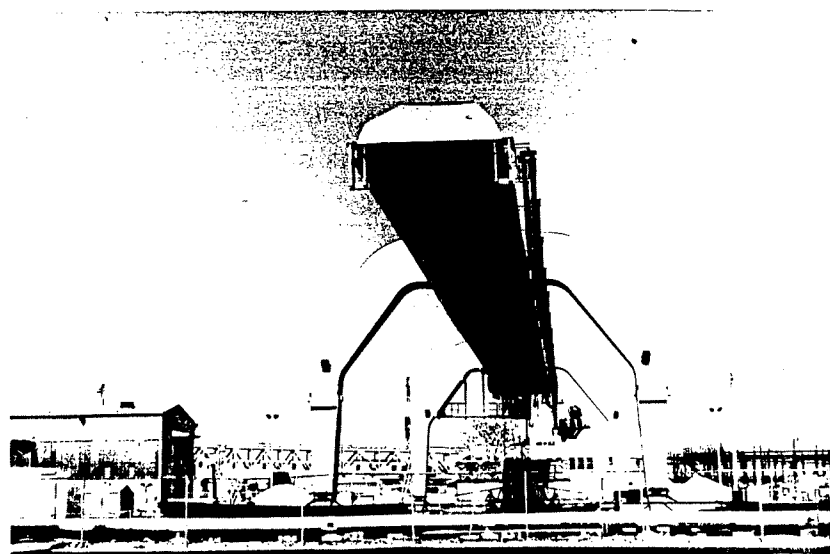
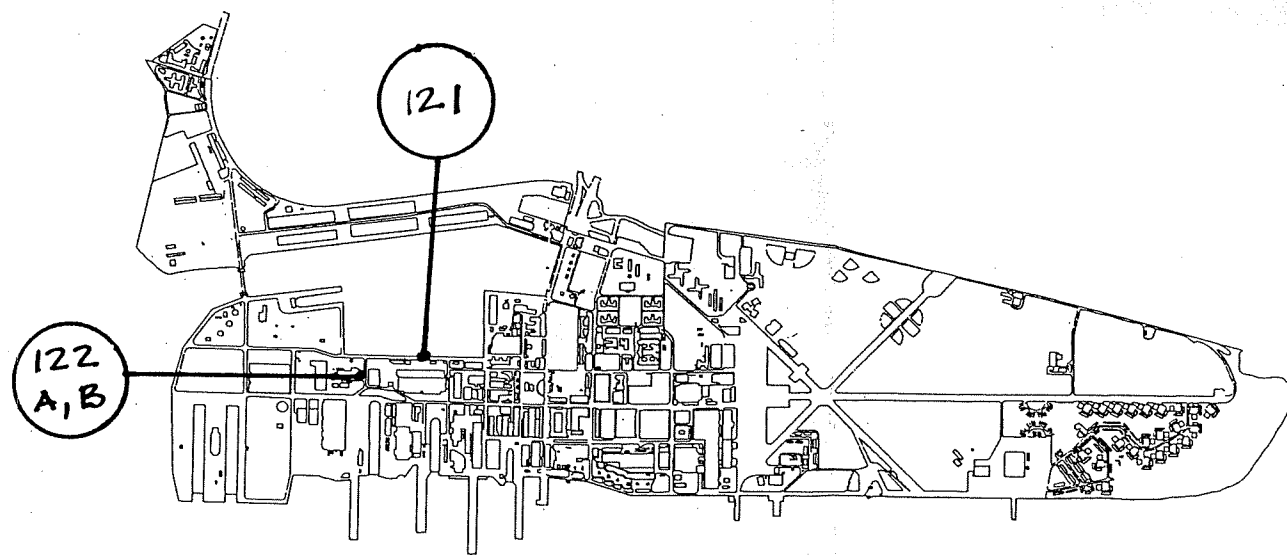
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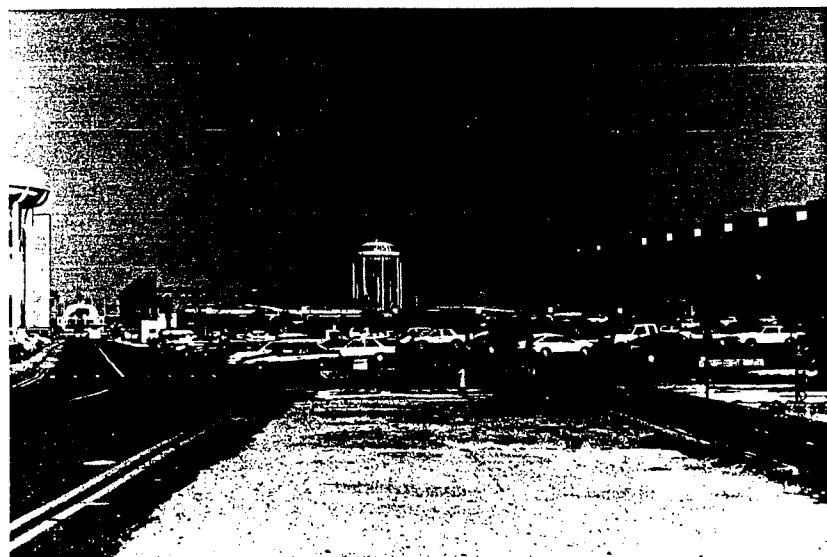


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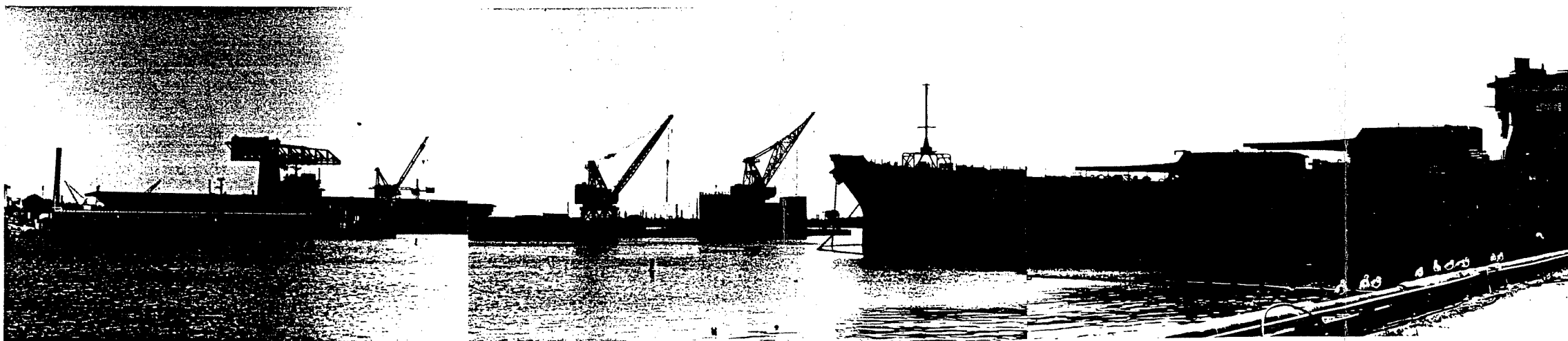
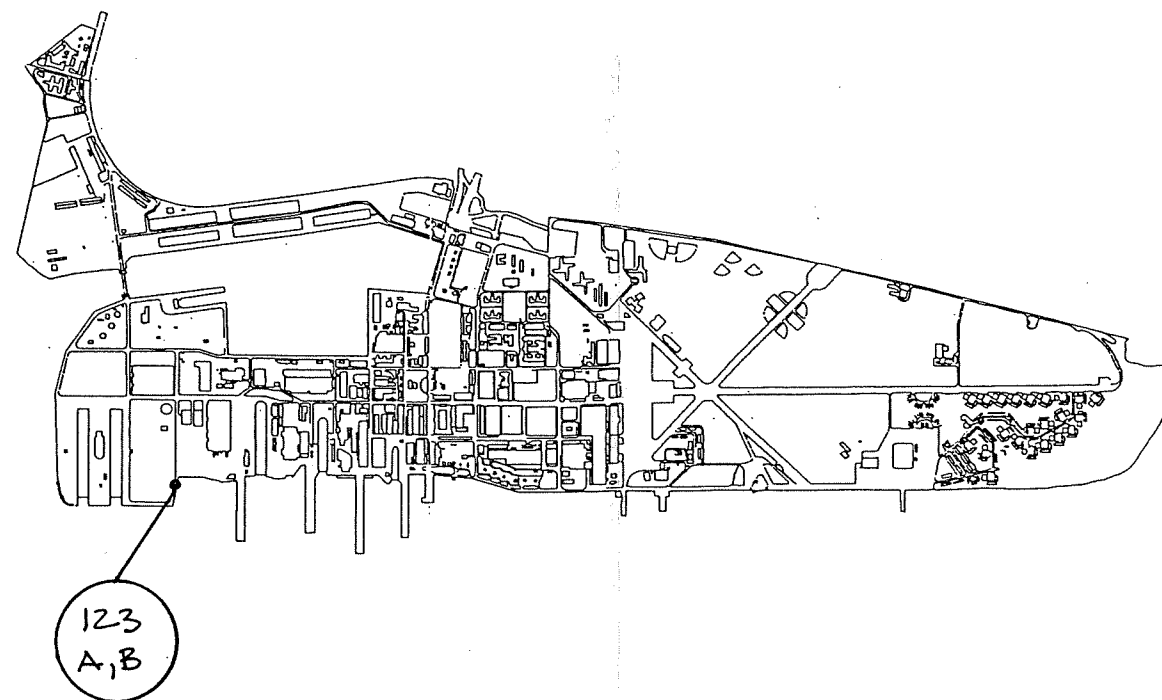
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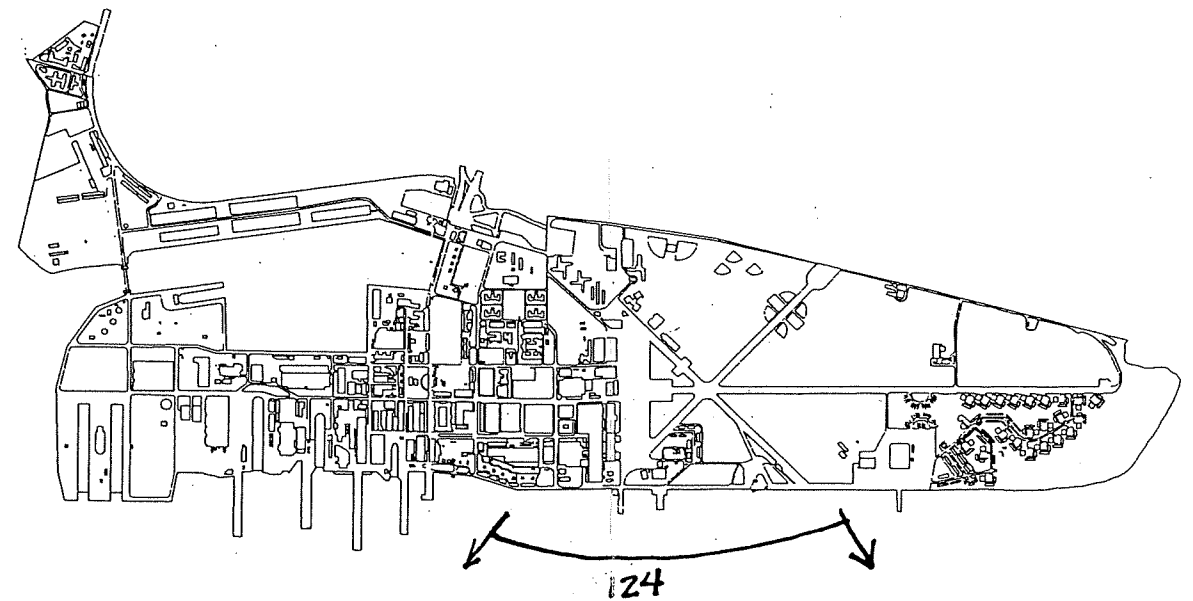


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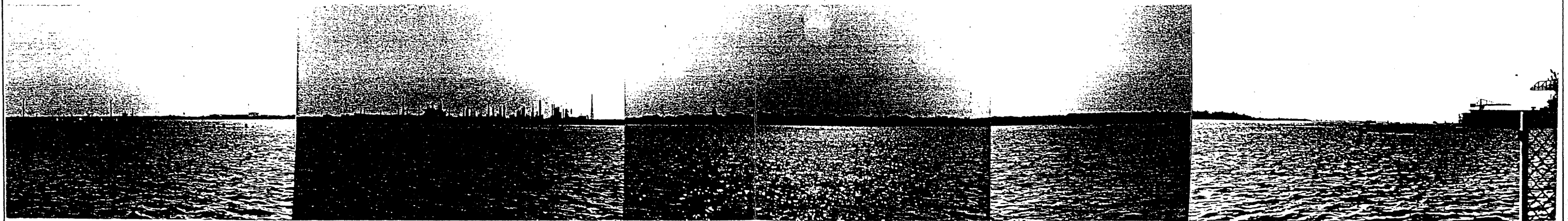
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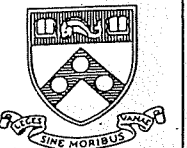


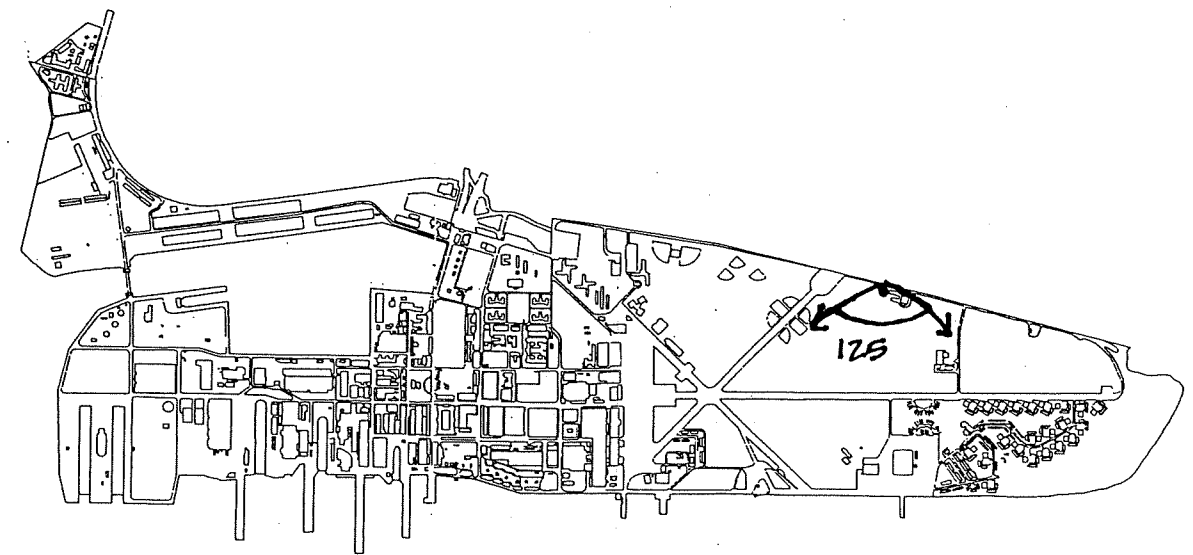
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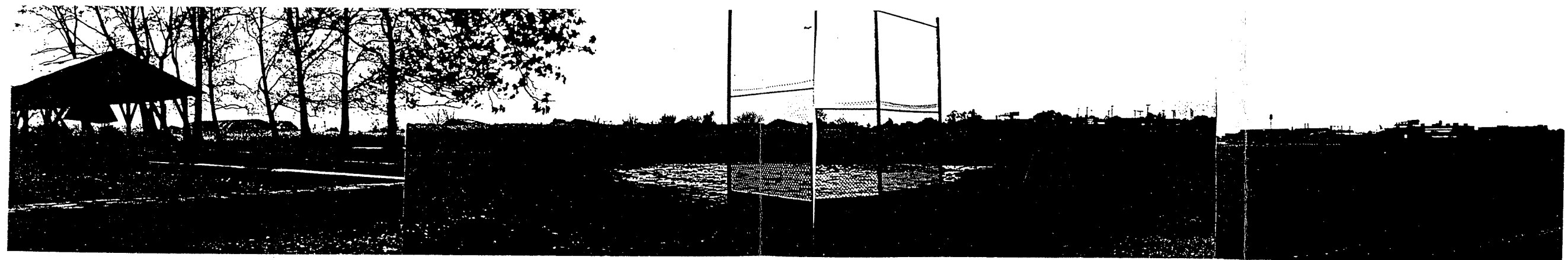
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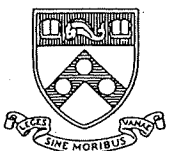


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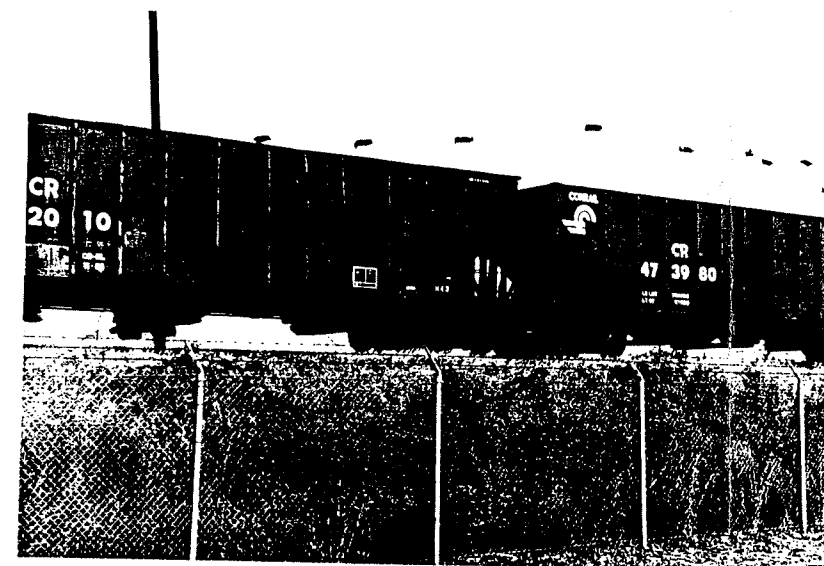
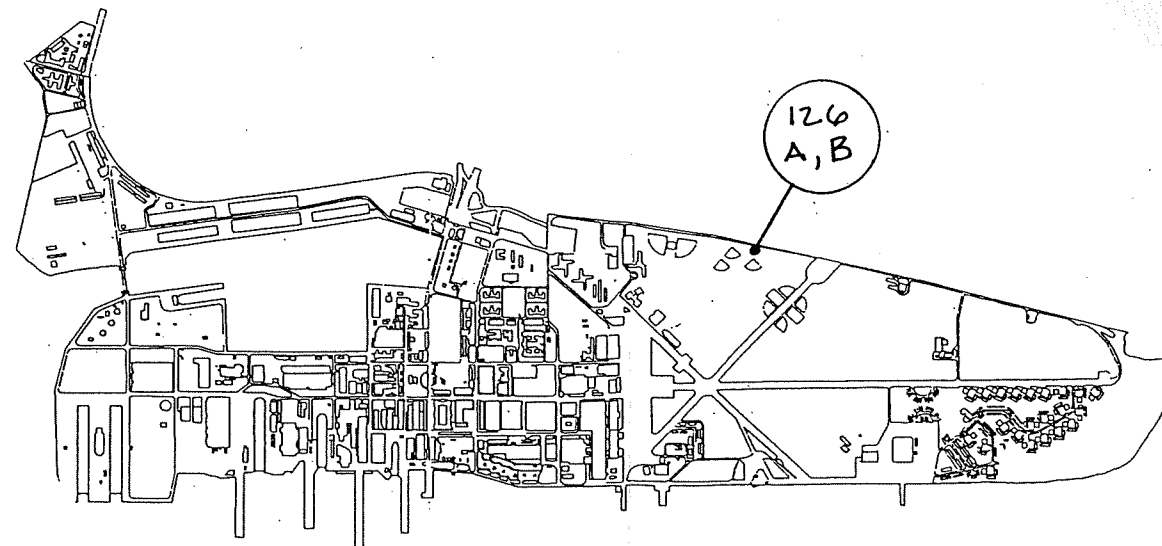
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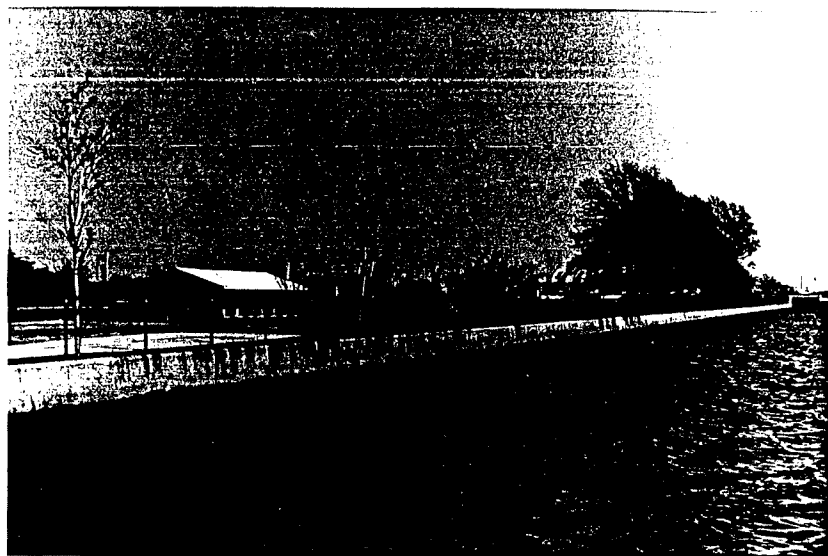


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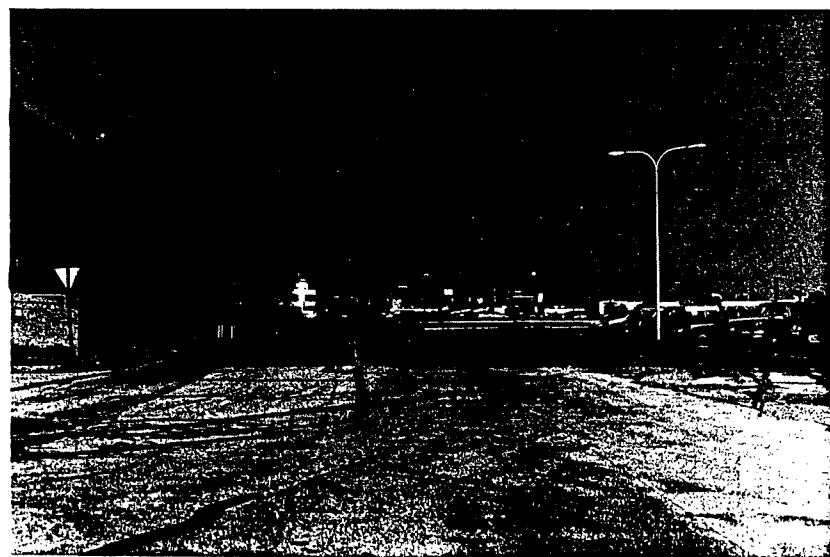
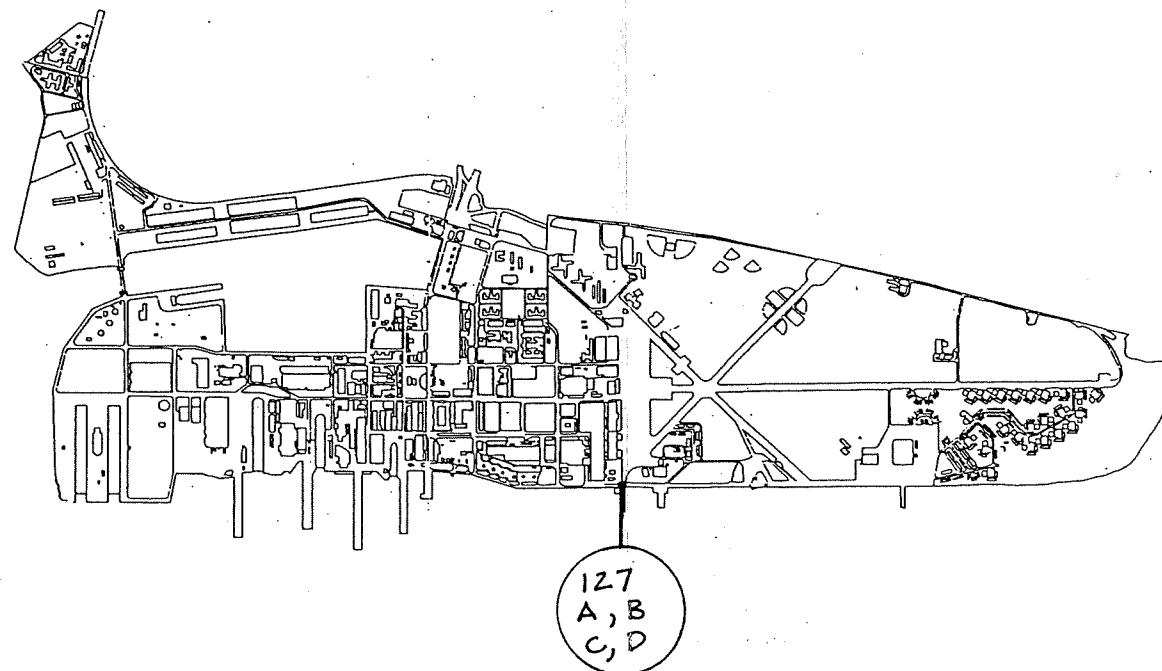
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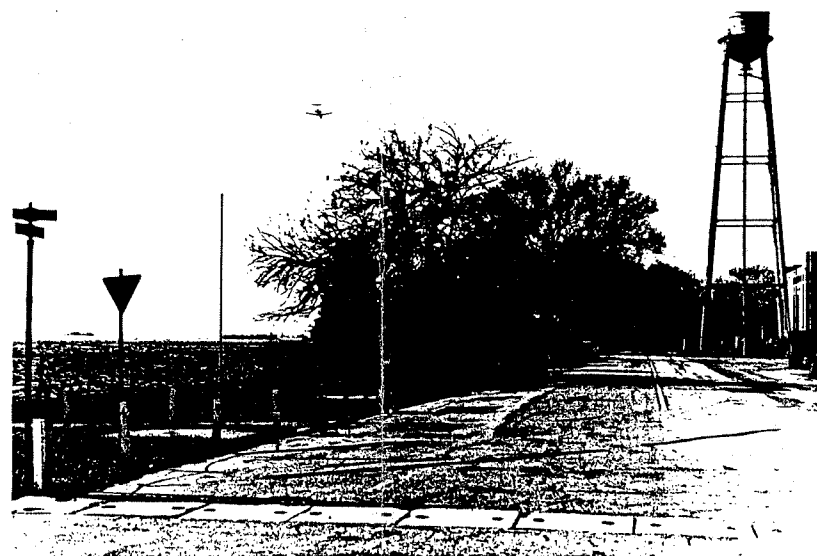




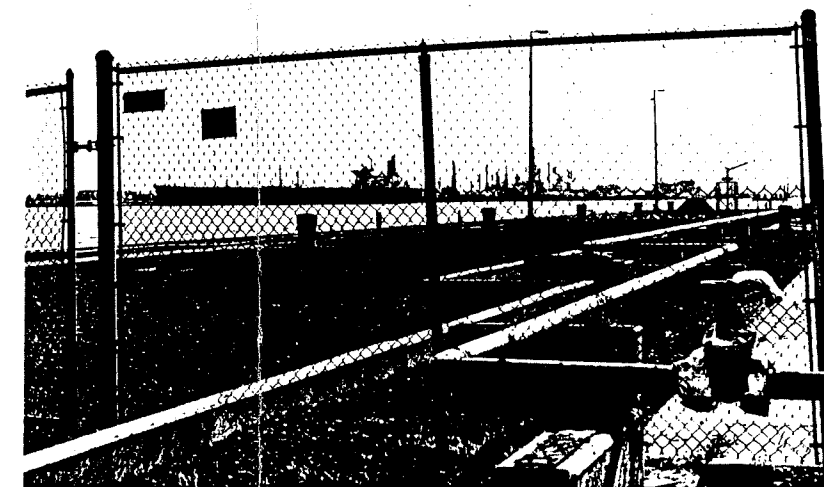
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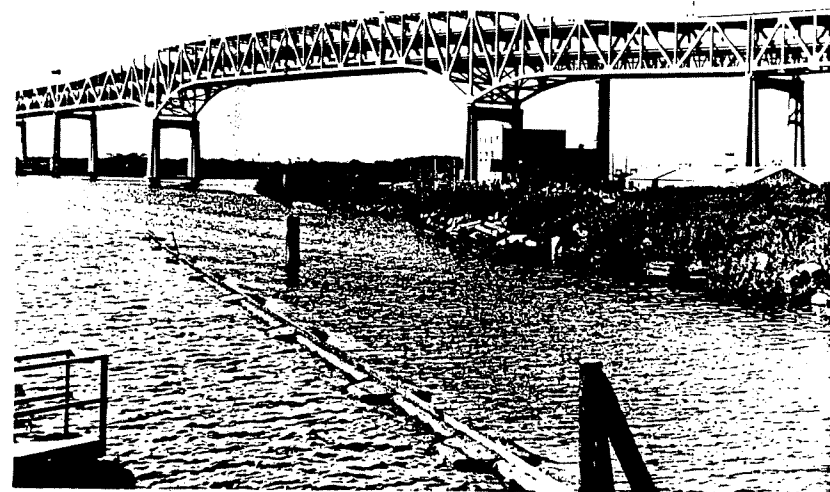


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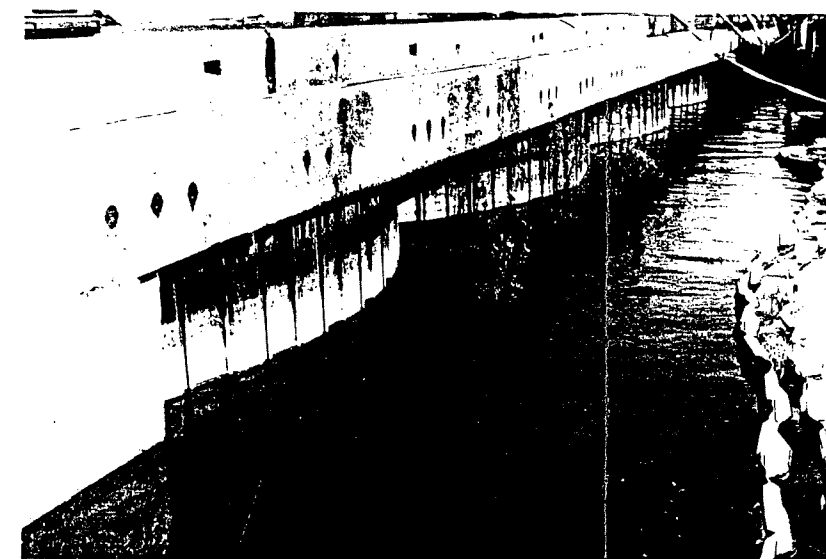
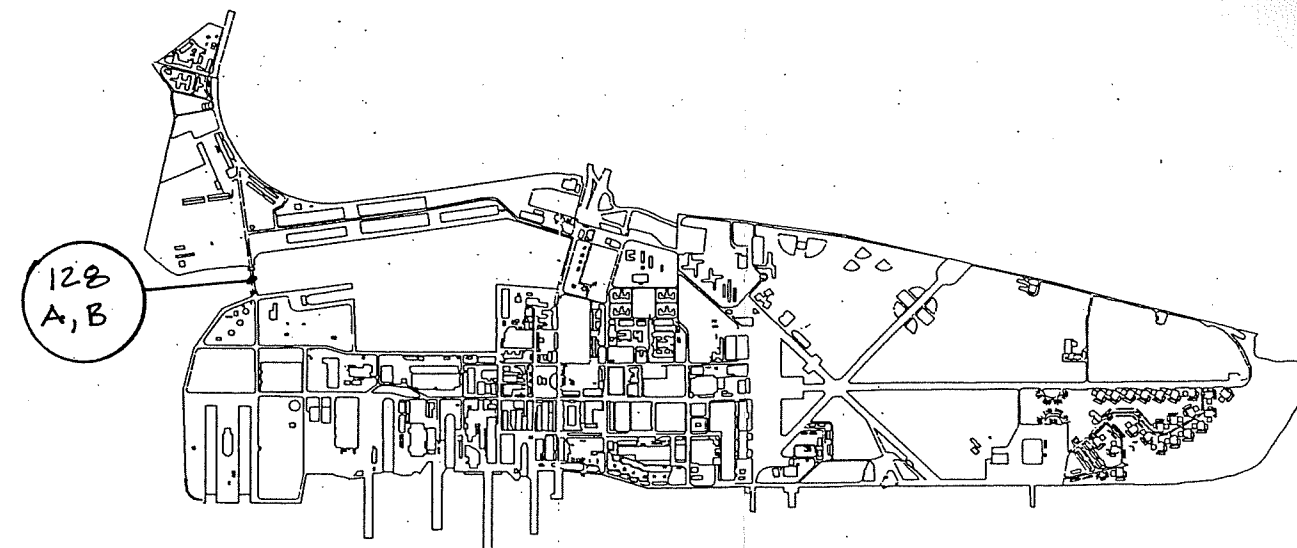
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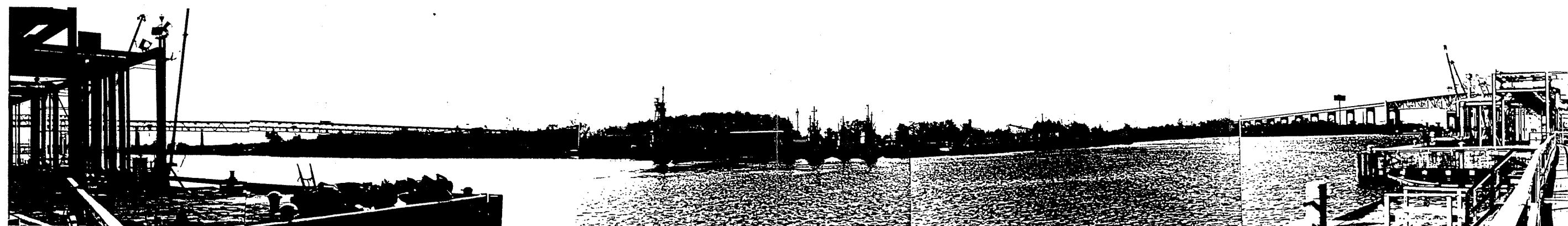
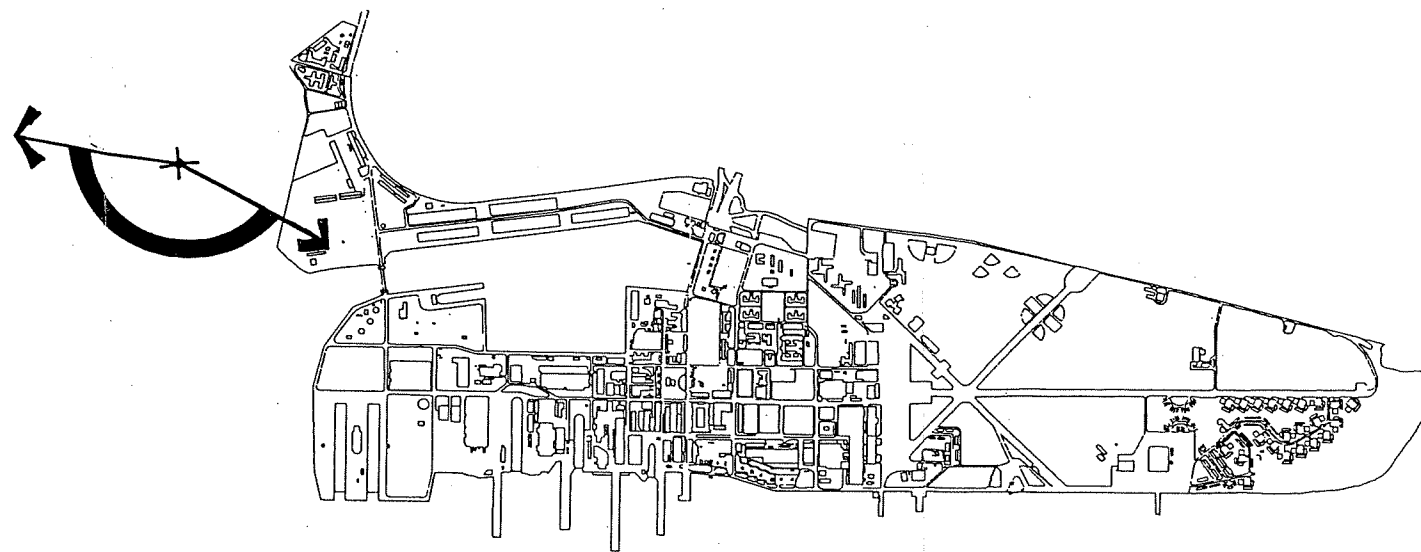
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VIEW OF MUD ISLAND FROM N.E. SHORE OF
SCHUYKILL RIVER.



Viewshed

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HISTORICAL DEVELOPMENT REFINEMENT AND ANALYSIS

PURPOSE AND INTENT

The following district proposal intends to provide a framework for conservation of what is valuable at the Philadelphia Naval Yard. While not all the historic, cultural, and recreational resources in an area may have national significance, taken "tout ensemble" they are important to understanding the history of the region. This proposal has been informed by historical research, research of preservation planning and zoning methodologies, discussion of legal and philosophical implications and finally investment of time and energy. This has ultimately led us to create a potential plan which would protect and value the resources of the Philadelphia Naval Yard while simultaneously allowing and respecting the need for growth and change.

If change is the only constant then let it be thoughtfully considered, and wisely managed. J.B. Jackson states, "we can no longer aspire to permanence in our communities, but merely to their continuity...we have evolved a whole new series of landmark structures...not the least important, storage warehouses. Whether they are concrete monoliths or not these stand for continuity, community identity and for links with the past and future." The Philadelphia Naval Yard has evolved for more than a century, always lurking on the edge of the city, visible from its bridges, allowing city workers into its confines and turning them out again at the end of the workshift, a vital contributor and yet, not completely a part of the city.

It is the purpose of this preservation plan to reunite the Philadelphia Navy Yard to the city while assuring that those elements which are vital to the sense of place of League Island are not lost. "A landscape is not complete or even livable unless it acknowledges and celebrates the role of time and unless it builds monuments to give meaning and dignity."¹ Toward that end a multi-layered plan, which will allow for the achievement of these goals without stifling creativity and future growth, has been devised.

Although partially an academic exercise, the historical analysis has attempted to work within the restraints and framework already in place in the 'real world'. As a federal agency the Navy is required, under section 110 of the Historic Preservation Act of 1966, to identify and evaluate the historic resources at the Philadelphia Navy Yard. A preliminary survey, carried out by the firm of Greenhorne and O'Mara, identified over 300 buildings which might contribute to a potential historic district. The attempt to carry their work to a logical conclusion was attempted informed by research accomplished during Phase I. To that end a National Register Historic District Nomination for the Philadelphia Navy Yard was completed. This National Register nomination, along with a list of nominated and contributing buildings, are appended to this report. The effectiveness of the National Register as a planning tool and perceived strengths and weaknesses of the site have been analyzed. The Navy's adherence to a master plan has created a rationale for land use. Analysis of this pattern of land use aided in the establishment of an implied zoning based on existing use. This implied zoning, informed by current use, has been combined with the historical research to develop a prototypical preservation plan for the Philadelphia Navy Yard.

¹ John Brinckerhoff Jackson, *Discovering the Vernacular Landscape* (New Haven, CT: Yale University Press, 1984) 111-112.

No attempt has been made to determine how this plan could be implemented within the existing legal, political and planning framework of the city of Philadelphia. The realities of the federal property transfer process presents an almost limitless array of possibilities. The federal government could retain ownership of all of the Philadelphia Navy Yard, none of the Navy Yard and/or any point in between. Rather than adapt to this continuously changing scenario, a multi-layered plan was created which can be applied to the whole of the Philadelphia Navy Yard regardless of the outcome of the transfer process.

Based on research the following set of working assumptions and guiding principles were established:

- ⇒ The Philadelphia Navy Yard was from its inception a planned community.
- ⇒ The development of the Philadelphia Navy Yard reflects a particular management style and mode of planning which was integral to creating a sense of place at the Philadelphia Naval Yard. To dramatically deviate from this plan would severely alter this sense of place and break the line of historic continuity.
- ⇒ The Philadelphia Naval Yard is not merely a static collection of buildings, but rather an evolving landscape complete with natural and manmade elements. Particular attention should be paid to the relationships of built and open space, viewsheds and water features in the historical analysis of this site.
- ⇒ The Navy has established a pattern of creating, adapting, transforming and removing structures to meet emerging needs. Such flexibility has contributed to the rich architectural flavor of the site. The same flexibility must be employed when planning this site's future. While this embrace of change might appear contradictory to some notions of preservation, it is nonetheless based on an understanding of the history of this site.
- ⇒ The forces which created this facility and the functions which established the character of the site may cease to exist and will likely not be duplicated. For this existing resource to remain and thrive, it must be adapted to new uses. New use should encourage the retaining of , as much as possible, the form and fabric that create the 'sense' of the Philadelphia Navy Yard.
- ⇒ The singleness of purpose with which the Navy approached the management and development of this property is integral to the "sense of place" of the Philadelphia Naval Yard. Historical research indicates that throughout its development the Philadelphia Naval Yard remained faithful, in large part, to a master plan and as such to dramatically deviate from this plan would severely alter this "sense of place" and halt the line of historic continuity at the Philadelphia Naval Yard. This concept of a master plan, coupled with research and site analysis has informed the following plan.

THE IMPLICATIONS OF THE TRANSFER PROCESS

This property at League Island will be transferred under the Federal and Administrative Services Act of 1949. How this property is transferred has enormous implications on the preservation future of this property. The following is an attempt to synthesize the transfer options and their potential implications. This complex process has been explained previously in this report and readers are asked to refer to that section for more specific

information. Paraphrasing the law, once all federal agencies have passed on surplus property the appropriate, state, county and city officials are notified that the property is available. They are invited to submit a plan for use of the property. There is no guarantee, based on this process, that PNSY would be available as a complete parcel. It is completely possible that none of League Island would be available to the city and it is also possible that only certain parts of PNSY would be available.

For the purposes of this study it is assumed that all federal agencies have passed on the property and that it is currently available as a complete parcel. When the city proposes its plan for League Island, the specifics of their plan will be reviewed by the Park Service. If they accept the plan, it will determine what specific transfer programs are applicable. Those areas of the Island which qualify for listing in the National Register of Historic Places either as individual or as district nominations would be eligible for transfer to the City of Philadelphia at no cost under the Historic Monument Program.

The Historic Monument Program is an extremely flexible program with ample provision for adaptive use and redevelopment. The primary stipulation is that the city's intentions must be made known to the Park Service at the time of their proposal. If the city were to find that ten years down the road the plan was not working, they could petition the Park Service to alter the plan. Currently the Naval Yard, as a federal facility, is protected under section 106 and 110 of the Preservation Act of 1966. If the property were transferred to the city under the Historic Monuments Program then the Park Service would maintain compliance responsibility over League Island.

Based on the complexity of the transfer process and the variety of unknown variables it is impossible to predict accurately the implications of the outcome of the transfer process. We have, however, tried to draw with a very broad brush, a continuum of the transfer process and their implications for historic preservation at PNSY.

1. GSA as recommended by the Park Service determines no proposal from the city is sufficiently viable and chooses to "mothball" the facility.

This process would have negligible impact on the facility provided adequate maintenance of the facility were to continue. From a preservation planning point of view this process would keep existing federal programs in place and the property would still be "protected" and controlled.

2. Entire Island is declared a National Historic District and is transferred to the city via Historic Monuments Program.

Under this method of preservation planning the property remains under jurisdiction of the Park Service and the Section 106 review process remains in effect. This does not eliminate development of the property providing that plans for reuse are approved by the Park Service at time of the property's transfer. However, the likelihood of the whole island being declared an historic district is slight. The more likely scenario is that the if the city wanted the whole parcel they would be able to obtain some of the land through the Historic Monuments Program. However, the rest of the land would be transferred in some other manner; either under one of the other disposal programs or through a negotiated sale.

3. Philadelphia's proposal is completely unacceptable and the land is offered for private sale by the GSA.

The GSA, perhaps in concert with the Park Service, can place stipulations and conditions on the property so that is offered for sale in such a way as to assure that historic

preservation is served. However, once the property is sold the government's responsibility for compliance has ended unless the developer chooses to utilize government funding or tax credit incentives as a part of the development package. If a developer chooses to avoid federal funding, it is conceivable that there would be little preservation input concerning the development of the property.

THE NATIONAL REGISTER PROCESS

The Philadelphia Naval Shipyard (PSNY) is nationally significant as a built example of naval and industrial history of the United States. The 75 year period of significance of PSNY is reflective of the role of this facility's contribution to the growth of the United States as an industrial and naval power through its association with technology. The design plan of the facility and the structures located therein exemplify a movement toward rational planning concepts employed by the Navy after the Civil War and are illustrative of not only Naval planning, but those of the planned industrial community, as well. The buildings illustrate the history of industrial design and the changes in design required as driven by technological advancements and changes in warfare. Initially, the shipyard was established during the transition from wooden ships to iron hulled vessels. It remained at the forefront of naval technology and contributed greatly to the development of the "two ocean navy" during Word War II. The base retains a high degree of building integrity and is a "significant concentration....of buildings and site... united historically [and] aesthetically by plan [and] physical development." It is the existence of this "urban fabric" developed to promulgate industry, but unified by a planning hierarchy and architectural system which defines PNSY as both a cultural and economic resource.

The Navy Yard grew and changed as technology and warfare required. The alteration and adaptive use process that the Navy employed in this facility are part and parcel of its organic evolution. Indeed, the base as it exists is an illustration of the history of change required to maintain the position of the United States as a pre-eminent naval power. As a major contributor to this larger goal, the Philadelphia Naval Shipyard, as embodied in the historic district, should be recognized as a National Historical Resource.

EVALUATION OF THE NATIONAL REGISTER PROCESS

Based on the above statement of significance for the National Register Nomination, it would be possible to create an historic district encompassing most of League Island. The efficacy of this application as a planning tool, however, is questionable. The historic district we have drawn exists merely to show what is possible. It is **not** to be construed as a recommendation of what should be. Within the planning meetings held during the execution of this project the use of the National Register was the subject of much consternation. For any reader who questions the application of this process we urge you to read the guidelines and regulations for federal property transfer. Application of the National Register process, when transferring federal property is not an option, it is a law. If the analysis applied to League Island is to have any significance beyond an academic exercise these "real world" implications must be acknowledged.

The National Register process should be seen as only the beginning of the planning process — the first layer. It is important to remember that listing in the National Register is primarily a tool to encourage the preservation and recognition of our national heritage. The Register should not be a stumbling block in the way of progress; it is a reminder that the preservation and re-use of properties which give our towns and cities their identity are part of progress.

The National Register process achieves the following:

- ⇒ Recognition of the properties importance in national publications and listings.
- ⇒ Eligibility to apply for federal planning and restoration grants, when funds are available (presently, funding is not available)
- ⇒ Eligibility to apply for state income tax credit to ten percent of approved restoration work on owner-occupied historic houses.
- ⇒ Assurance that the property will not be altered or demolished by federal, federally funded, assisted, or licensed projects without careful consideration by the President's Advisory Council on Historic Preservation. For further information see Section 106.
- ⇒ Eligibility for Federal tax provision. If a property is listed in the National Register, certain federal tax provisions may apply.

While these consequences of the National Register process are beneficial, it is not enough to ensure that the site will be treated in a way that values its resources and retains a sense of the Navy Yard's character. To borrow slightly from Gertrude Stein, the "thereness" of a place often has nothing to do with standards of national significance or integrity of resources — elements that have been central to past thinking in preservation circles. It has more to do with the soul of a place; with an appreciation of its meaning and value. Too often our traditional preservation policies have saved monuments of national significance, but have lost the real identity of a place. Furthermore, the National Register process provides no protection for the setting of its listed buildings and little protection for the very buildings themselves.

The National Register process does not require the owner to preserve or maintain the property. Unless the owner applies for and receives special federal or state benefits, she/he can do anything with the property which is permitted by local ordinances. It does not block federal or state projects when these are shown to be in the public interest. Careful consideration of such projects which call for alteration or demolition of the National Register property is required, but it is consideration only. Demolition of National Register properties does not result in significant tax penalties, although at one time there were disincentives for demolition of Register properties.

The National Register process should be viewed as and used as a guide to identify cultural resources. It is not strong enough to stand alone, nor was it ever meant to. To further bolster the effectiveness of National Register nomination we have devised an alternative plan. This plan which we will call the "League Island Conservation District," is not a replacement for National Register properties or historic districts, rather it is an attempt to provide a framework in which preservation can work alongside development to achieve the goal of managed change.

IMPLIED ZONING AND TYPOLOGIES

Zoning is one of many ordinances affecting the use of land in communities. It is easily the most well-established system and the most extensive in its scope. The first comprehensive zoning ordinance was adopted in 1916 in New York City. In 1926 the Supreme Court legitimized zoning in the landmark decision Village of Euclid vs. Ambler Realty Co. The

court ruled that "in principle zoning was a valid expression of the police power (i.e. the power of the government to regulate activity by private persons for the health, safety, morals, and general welfare of the public)."²

The guidelines and regulations enforced by zoning are derived from studying existing patterns of development and evaluating land use issues. Zoning ordinances are adopted by the local governing bodies based on the recommendations of the planning commission or zoning commission. Zoning divides land areas into districts or zones, i.e. residential, commercial, industrial, etc. A set of regulations will then govern the development of private land in these zones addressing both construction and open space issues. These regulations vary according to classification, but they establish limits, such as the maximum size of a building, lot size, setbacks and off-street parking. Changes are made by amending and or revising existing ordinances and therefore rezoning a site. Although diversity is not a guiding force behind the establishment of zoning, variances to some extent address the need for flexibility. Variances are either granted or denied after review by the local zoning commission.

Understood and properly applied, zoning can become a powerful tool in protecting historic properties. In most cases, an additional layer of regulations for an historic district is laid on top of the underlying or base zoning regulations resulting in "historic zoning" or "overlay zoning". Coordination between these regulations and historic district design review guidelines is critical for this to be an effective tool, since these two layers of regulations need to work in tandem.

The Philadelphia Navy Base presents an unusual situation, developed by the federal government, the site has not been subject to local jurisdiction and therefore, has never been zoned. This opportunity presents the potential to develop conservation guidelines and zoning regulations simultaneously in light of one common goal. There are two driving forces which should guide the zoning of the Navy Yard, the implied zoning derived from existing uses and an understanding of the island typology, considering both structures and open spaces.

☐ Implied Zoning

The implied zoning, as dictated by present building use, acknowledges established patterns of growth and is sympathetic with the island's present built conditions while providing a framework for where and what type of development should take place. This implied zoning, as we have determined it, has been mapped and appended to this report. In many cases the first step which a community takes toward establishing a zoning ordinance is to determine existing use.

☐ Typology

The typological analysis of the Navy Base has served to characterize the building stock on the island, without making premature distinctions on the significance or historic importance of individual buildings. Types are representative of a society at a certain time; by overlaying our understanding of the chronological development of the island on the typologies we can begin to visualize each building campaign. The developed typologies define the architectural elements of a building, ranging from roof lines and fenestration to height, mass and construction materials. In addition,

²Morris, Stephen A., "Zoning and Historic Preservation," Local Preservation, National Park Service, pp.3.

their forms begin to imply use. All these elements have a direct bearing on the formation of zoning regulations that will aid in maintaining the identity of the island while allowing for change and development to continue.

The parallels that can be drawn from the evolution of these types, as they respond to regional architectural trends and adapt to the changing needs of the Navy Base begin to piece together the urban fabric of this place. There are undoubtedly ties to other American military bases, but more importantly the organizational patterns that have emerged and the resulting understanding of the morphological development of this island places the Navy Base in a broad regional content. By extension, when the Navy leaves, they do not leave behind an anomaly, but a portion of the city. Acknowledged as a whole, this represents a viable cultural and economic resource for the city of Philadelphia.

PROPOSED CONSERVATION PLAN

In order to maintain characteristics which are essential to the identity of League Island and address issues which are not accounted for in the two previous layers of regulations we have developed a third overlay to synthesize our intentions. Throughout this process a holistic approach was maintained which views preservation, planning and social issues as interdependent responses to the needs of an area. We have arrived at the conscious decision to call this third overlay a conservation district in order to separate it from traditional associations with the words "historic" and "preservation" as a reflection of our philosophy which embraces environmental, cultural and economic concerns as integral parts of an organic and evolving whole.

A. Broad Street District

The Broad Street District has been established to emphasize the intrinsic value of this street in understanding the development of the Navy Base. The recognition of this area would be an overlay on the zoning regulations developed for the site and is designed to protect the architectural and spatial characteristics which define it. The National Register map provides a systematic approach to establish a hierarchy in order to determine transformability in this area.

This zone encompasses part of the original Sanger Master Plan. Broad Street is the primary north/south axis of the site and the main entrance thoroughfare to the Navy Yard. The orthogonal grid, which has governed most of the development of the site has been generated from this point. The linear trajectory of Broad Street through the city of Philadelphia bends at the entrance to re-orient the city grid parallel to the waters edge. This area is key to understanding the history and typology of the Navy Yard and should be recognized as such. The district overlay, and the added restrictions that are implied, would work toward protecting the existing character of this area while allowing managed growth to continue.

B. Aircraft Factory Zone

The Aircraft Factory Zone comprises an area whose development, although inextricably linked to the Navy and integral to the development and history of League Island, was of a completely different nature. The airplane was a development which the original planners of the Navy Base could not have foreseen and was therefore never a part of the original plan. Indeed, the Aircraft Factory was operated as a separate facility which was managed and developed by a different branch of the Navy. Nonetheless, it is probable that the significance of these

structures will only increase with time.

C. Industrial Zone

The Industrial zone has been a part of the Navy Base since 1889. This area is integral to the island's development since it is the core of the Navy's mission and all subsequent development was established to support this zone. The silhouettes of cranes and equipment contribute to the pervasive atmosphere on League Island and the Broad Street District. To this end zoning guidelines, developed from our understanding of the typology of the Navy Base, will set up regulations that promote development which will be sensitive and sympathetic with existing building stock while allowing for continued growth.

D. Mustin Field Open Space And Waters Edge Promenade

The remnants of Mustin Air Field are the largest expanses of unpaved open space on League Island. For various reasons this area has remained essentially open since the Base's inception. Its function as an airfield precluded any other use until Mustin Field was closed in 1965. Subsequent housing developments and a cluster of mobile homes have been built since the airfield closed. These structures do not follow the organization which was established by the original plan for the site and it is our assessment that no convincing argument has been made to determine their aesthetic or historic importance.

However, we also fear that Mustin Field will be seen as prime waterfront real estate, attracting large scale development that will drain energy from the Broad Street Historic Zone and perhaps create a social and economic imbalance on the island. Mustin Field is one of the few open spaces in Philadelphia which provides a relationship with the Delaware River as well as center city. Traditionally, American cities have worked rivers to generate power and facilitate transportation of goods. Industrial areas have developed along their edges creating barriers. League Island presents the opportunity to reclaim this land and establish access to the water. To this end our conservation plan recognizes the potential along the edge of the Island to be developed as a promenade. In addition, environmental issues of wetlands designation and toxicity need to be addressed. Without further investigation, we feel that zoning would be the most powerful tool to redevelop this area as open space.

E. View Sheds

Viewsheds are one area which traditional preservation tools do not address directly and we believe are integral to the "sense of place" on League Island. Visual ties to the Industrial Zone, the Delaware River, the New Jersey shore line and center city skyline contribute to our morphological understanding of this site although they are less tangible than structures and street patterns. Viewsheds should not be entirely blocked nor radically altered. We stress the words "entirely" and "radically" as qualifiers since our understanding of this site as an evolving organism implies the need for change and flexibility.

How to maintain and protect viewsheds while not hampering growth is a difficult and complex endeavor, but by recognizing their importance we believe we are taking the first steps. The conservation plan provides an overlay zone that will encompass prominent views, developing regulations to protect these while recognizing the change might also enhance them.

F. Buffer Zones

Buffer zones are meant to extend the perceptual boundaries of the Broad Street District without placing unjustifiable design guidelines where they do not belong. As in the case of the Industrial Zone, zoning most aptly addresses the regulations necessary to promote development that will be in keeping with the character of the island.

THE GROWTH MANAGEMENT PROCESS

The evolution of land-use planning and control techniques over the past sixty-odd years has resulted in an expansive collection of regulatory, acquisition, incentive, and design tools with which to implement a broad array of goals and objectives. Advances in sciences allow for a more sophisticated understanding of ecosystem process, while changes in political culture require the government to respond to a heightened awareness of community physical, social and economic needs. The availability of a large number of flexible techniques assures that the resulting conservation and planning and innovative implementation strategies can combine to create an intelligent and responsive growth management process.

Growth management techniques are tools used for the purpose of carrying out specific objectives; they are not to be used in a vacuum. Rather, they must be carefully integrated into the general plan of the locality to ensure that: (a) their use serves to further the site's policies, (b) they do not work at cross purposes from other plan objectives, and (c) they are understood and accepted by prospective occupiers of the site and developers of the site. To limit arbitrary decision making, the policies and objectives to be achieved must be clearly stated; negotiations between officials, planning commissioners, developers, and residents must take place within the framework of declared community expectations concerning the design, place, and timing of development.³

It is not within the purview of this study to set in place definitive growth management tools for the management of the Philadelphia Navy Yard. The goal of the project has been to determine what areas of the Navy Yard require special consideration based on historical research. We believe that a multi-layered approach of planning tools provides the greatest potential to direct development of this site. However, it has not been our charge to determine what should be developed at this facility. Definition and implementation of growth management tools would be purposeless given the absence of a development master plan.

³Irving Schiffman, *Growth Management Techniques* (Berkeley, CA: University of California, 1989) 23.

APPENDIX A
NATIONAL REGISTER OF HISTORIC PLACES NOMINATION
PROPOSAL:
The Philadelphia Naval Shipyard

Period of Significance: 1873-1945

The Philadelphia Naval Shipyard is located in the southeastern section of Pennsylvania, approximately four miles south of the center of Philadelphia, in an area known as South Philadelphia. The complex encompasses approximately 1,400 acres and is located on the site of League Island.

Statement of Significance:

The Philadelphia Naval Shipyard (PSNY) is nationally significant as a built example of naval and industrial history of the United States. The 75 year period of significance of PSNY is reflective of the role of this facility's contribution to the growth of the United States as an industrial and naval power through its association with technology. The design plan of the facility and the structures located therein exemplify a movement toward rational planning concepts employed by the Navy after the Civil War and are illustrative of not only Naval planning, but those of the planned industrial community, as well. The buildings illustrate the history of industrial design and the changes in design required as driven by technological advancements and changes in warfare. Initially, the shipyard was established during the transition from wooden ships to iron hulled vessels. It remained at the forefront of naval technology and contributed greatly to the development of the "two ocean navy" during Word War II. The base retains a high degree of building integrity and is a "significant concentration....of buildings and site... united historically [and] aesthetically by plan [and] physical development." It is the existence of this "urban fabric" developed to promulgate industry, but unified by a planning hierarchy and architectural system which defines PNSY as both a cultural and economic resource.

In a report to the Secretary of the Navy in 1864, Chief Engineer J.W. King expressed his concerns about the lack of planning at Navy Yards. "Location being decided upon, the second subject for consideration is the plan....such an important subject, in the shape of construction, has never yet been presented for the consideration of the department. Our present Navy Yards have become what they are by gradual process of accretion ... The total expenditure has been large but the results comparatively small." By late 1872 a board of civil engineers led by W.P.S. Sanger was charged with creating a plan for the development of League Island. Their report, which was completed in 1874, set forth their recommendations for the development of "the finest and most extensive dockyard in the world." Their plan proposed that League Island be enlarged to 624 acres, the back channel be dredged leaving 60 acres of firm land to the north. They perceived an orthogonal layout of streets and were willing to alter existing patterns to achieve their aim. Broad Street forms the primary north/south axis of Philadelphia and serves as the main entrance to PNSY.

According to the 1874 plan this street the Navy had taken King's earlier criticisms to heart and had begun to apply planning precepts to base development. The original plan of 1874 and the latter plan of 1889 established a clear and organized relationship between functions and areas in the development of PSNY. Broad Street established the primary axis and most important administrative buildings were laid out along this street. Ship basins, docks and manufacturing buildings were planned along axes east and west of Broad Street. Throughout the base's history this original plan has served to anchor the main entrance to

PSNY and it is those buildings that sustain this plan and comprise the center of the historic district.

Two of these buildings, Building A and Building 100, are currently listed on the National Register of Historic Places and two other buildings from the earliest building era, Building 6 and Building 4 have been determined as National Register eligible. The first permanent industrial structures were built on the blocks located near Broad and Porter. The layout and function of these building reflected the 1874 plan. Built primarily of brick, with granite detailing above windows and doors and mansard roofs they reflect a popular style of factory buildings. This early development focused primarily on the construction of shops and warehouse and included the Yards and Docks, Mold Loft, Boiler and Engine House, Iron Plating Shops and the like.

After the development of the 1889 plan base development began in earnest. Development at the base during the 1890's focused on infrastructure, one significant example of this was Drydock #1 completed in 1891. It was designed by naval engineer and eventual North Pole explorer Robert Peary. The Marine Corps and Reserve station was established at League Island in early 1901 triggering further building along Broad Street near the entrance to the yard as well to the east of Broad Street. This further established the formal entrance to PSNY along the Broad Street axis.

Another significant development of this same period was the construction of the fuel oil testing plant at Building 47 in 1911. This facility which would eventually evolve into the Naval Boiler and Turbine Laboratory was the only establishment of its kind in the U.S. The pioneering and experimentation performed at this laboratory led to the development of high temperature propulsion equipment which contributed to Naval performance in WW II. In addition early experimental work in the prototype plant for atomic bomb development became a component of the successful "Manhattan Project".

The Naval Aircraft factory, established at League Island in 1917 was one of the largest naval aviation installations in the United States. For the first 30 years of its existence it was the only government owned and operated aircraft production facility in the country. Initially established to provide "flying ships" for the Navy in World War I its mission was eventually altered and it became one of the premier aviation research and development facilities. Launching and recovering aircraft from ships became routine largely as a consequence of the technical advances championed at NAF. Their development of the flush deck catapult and tailhook arresting gear placed the NAF at the forefront of this activity before and during WW II. The NAF was the center of parachute production during the 1930s and 1940s. In addition the NAF was instrumental in the development and employment of magnesium alloys and plastics for aeronautic use. The research and experimentation performed at NAF had influence beyond the years of significance. Research on drone aircraft during the early years of WW II led to the development of guided weapons systems; and aviation pressure suits designed to protect pilots during extreme altitude flight and became the prototype for the pressure suit utilized in Project Mercury, the U.S.'s first foray into manned space flight.

The NAF was also innovative in its labor practices. NAF's first female employee was hired in 1918 and they continued to hire and train women throughout its history. During the years of WW II the NAF attracted such innovative writers as Isaac Asimov, Robert Heinlein and L. Sprague deCamp to their ranks.

The Navy Yard grew and changed as technology and warfare required. The alteration and adaptive use process that the Navy employed in this facility are part and parcel of its organic evolution. Indeed, the base as it exists is an illustration of the history of change

required to maintain the position of the United States as a pre-eminent naval power. As a major contributor to this larger goal, the Philadelphia Naval Shipyard, as embodied in the historic district, should be recognized as a National Historical Resource.

Boundaries of Historic District

The northern boundary of the district will be formed by the current existing property boundaries excluding all development northwest of the neck at the upper portion of the island. The western and southern boundaries of the district will also follow existing property lines extended to include all attendant water rights attributed to these sections of League Island specifically along the Schuylkill and Delaware shorelines. The eastern boundary of the historic district will be slightly more convoluted; its northernmost point will begin at Patrol Road. The district boundary will follow south along Patrol Road until the intersection of Fourth Street West and Sherman Road. It will proceed Southeasterly along Sherman Road until it intersects with Webster Road. At the intersection of Webster and Mustin Field Road the boundary line will proceed easterly until the trailer park at this point the district boundary will turn southerly until it intersects with the southern district boundary at Delaware River.

APPENDIX B BUILDING INVENTORY

The following buildings are to be nominated to the National Register of Historic Places:

Building # 1: Yards and Docks Building, 1875

Originally utilized as mixed use facility administrative and storehouse and power plant. Earliest administrative building on base.

Building # 3: Iron Plating Shop, 1875-77

Designed for and utilized by Department of Construction and Repair. Reflects original plan.

Building # 6: Administration Building, 1875-76 and 1900

Original administration building part of original plan.

Building # 7: Docking Apparatus and Mold Loft, 1875-77 and 1913

Part of original plan built 1877 and destroyed by fire 1907, rebuilt 1907 intended for offices but never used for that purpose.

Building # 10: Electrical Workshop and Storehouse, 1903

Built by Henderson and Company as electrical department currently known as pattern woodworking shop. Reflects 1890 plan contributes to Broad Street streetscape and part of original core.

Building # 11: Block Cooper and Spar Shop, 1903

Built by Henderson and Company for the C & R department currently utilized as administrative office building. Part of 1890 plan, contributing to central base core.

Building #12: Plate Bending Shop, 1903?-1905

Built by Macey, Henderson and Co. appears to be part of 1890 plan and contributing to central core. Current use by Design Section.

Building # 14 : Angle Smithery, 1903 and 1914.

Built by R.H. Hood and Co. Historically used as shipwright shop and sawmill currently used as sawmill and torpedo shop. Reflects 1890 plan and contributes to central core.

Building # 15: Smithery, 1903

Built by L.L. Leach and Co for C & R Department currently used as riggers/laborers shop.

Building # 16: Smithery, 1919

Built of terra cotta concrete and steel by McClintic-Marshall Company.

Building # 17: Foundry, 1905

Built for the Department of Steam and Engineering it reflects the development of the 1889 Plan and is of architectural merit.

Building # 18: Machine, Boiler and Cooper Shop, 1905

Building # 19: Pattern Shop, 1905

- Building # 20: Foundry, 1919
Brick and Steel Structure built by Warren-Moore and Company.
- Building # 25: Plumber and Coppersmith Shop and Foundry
- Building # 26: Workshop and Boiler House for Ordnance, 1900 and 1905
- Building #40: Electrical Distribution Building
- Building # 47: Oil Burning Testing Plant, 1911.
- Building # 56: Firehouse, 1918
- Building # 57: Structural Shop and Smithery, 1919
Workshop and offices for the Ordnance Department. Built by Macey Henderson and Company.
- Building # 59: Aircraft Factory No. 1, 1918
- Building # 60: Lumber Kiln, 1919
- Building # 61: Kiln Dried Lumber Storage, 1919
- Building # 62: Employees Compensation Benefits, 1918
- Building # 66: Locker House, 1919
- Building # 68: Galvanizing Plant, 1919
- Building # 69: Locker House, 1919
- Building # 74: Boat Shop, 1919
- Building # 75: Office and Laboratory, 1918
- Building # 76: Storehouse, 1918
- Building # 77: Assembly Plant No. 2, 1918
- Building # 83: Warehouse, 1919
- Building # 84: Battery Storehouse, 1919
- Building # 86: Seaplane Hanger No. 2, 1920
- Building # 87: Storehouse "D", 1919
- Building # 99: Tailor, Barber, Shoemaker Shop - Marine, 1901
- Building # 100: Administration Building, 1901
- Building # 101: Marine Barracks No. 2, 1911
- Building # 102: Marine Barracks No. 3, 1915

Broad Street

As part of the original Sanger Master plan for the development of PNSY it established the primary north/south axis for the development of the orthogonal grid which governed the layout of PSNY. Broad Street as main the main entrance thoroughfare provided the rationale for early and future development.

Delaware Avenue

Delaware Avenue reflects the Sanger Plan of 1874. Sanger and his group perceived it as the primary east/west promenade and accorded it this honor by designing it wider than all other east west streets. This street serves as the transition zone between the island and the river.

Dry Docks 1, 2, 3, and 4

Crane

Piers 1, 2, and 4

Sea Wall

National Historic Preservation Act **of 1966, as amended**

This publication was produced by the Advisory Council on Historic Preservation, in conjunction with the National Conference of State Historic Preservation Officers and the National Park Service. It reflects October 1992 changes to the National Historic Preservation Act.

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Advisory Council on Historic Preservation

TITLE I

Section 101 (16 U.S.C. 470a)

*National Register of Historic
Places, expansion and
maintenance*

(a)(1)(A) The Secretary of the Interior is authorized to expand and maintain a National Register of Historic Places composed of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture.

*National Historic Landmarks,
designation*

(B) Properties meeting the criteria for National Historic Landmarks established pursuant to paragraph (2) shall be designated as "National Historic Landmarks" and included on the National Register, subject to the requirements of paragraph (6). All historic properties included on the National Register on the date of enactment of the National Historic Preservation Act Amendments of 1980 shall be deemed to be included on the National Register as of their initial listing for purposes of this Act. All historic properties listed in the Federal Register of February 6, 1979, as "National Historic Landmarks" or thereafter prior to the effective date of this Act are declared by Congress to be National Historic Landmarks of national historic significance as of their initial listing as such in the Federal Register for purposes of this Act and the Act of August 21, 1935 (49 Stat. 666); except that in cases of National Historic Landmark districts for which no boundaries have been established, boundaries must first be published in the Federal Register and submitted to the Committee on Energy and Natural Resources of the United States Senate and to the Committee on Interior and Insular Affairs of the United States House of Representatives.

*Criteria for National Register and
National Historic Landmarks and
regulations*

(2) The Secretary in consultation with national historical and archeological associations, shall establish or revise criteria for properties to be included on the National Register and criteria for National Historic Landmarks, and shall also promulgate or revise regulations as may be necessary for--

(A) nominating properties for inclusion in, and removal from, the National Register and the recommendation of properties by certified local governments;

(B) designating properties as National Historic Landmarks and removing such designation;

(C) considering appeals from such recommendations, nomination, removals, and designations (or any failure or refusal by a nominating authority to nominate or designate);

(D) nominating historic properties for inclusion in the World Heritage List in accordance with the terms of the Convention concerning the Protection of the World Cultural and Natural Heritage;

(E) making determinations of eligibility of properties for inclusion on the National Register; and

(F) notifying the owner of a property, and any appropriate local governments, and the general public when the property is being considered for inclusion on the National Register, for designation as a National Historic Landmark or for nomination to the World Heritage List.

Nominations to the National Register

(3) Subject to the requirements of paragraph (6), any State which is carrying out a program approved under subsection (b), shall nominate to the Secretary properties which meet the criteria promulgated under subsection (a) for inclusion on the National Register. Subject to paragraph (6), any property nominated under this paragraph or under section 110(a)(2) shall be included on the National Register on the date forty-five days after receipt by the Secretary of the nomination and the necessary documentation, unless the Secretary disapproves such nomination within such forty-five day period or unless an appeal is filed under paragraph (5).

Nominations from individuals and local governments

(4) Subject to the requirements of paragraph (6) the Secretary may accept a nomination directly from any person or local government for inclusion of a property on the National Register only if such property is located in a State where there is no program approved under subsection (b). The Secretary may include on the National Register any property for which such a nomination is made if he determines that such property is eligible in accordance with the regulations promulgated under paragraph (2). Such determinations shall be made within ninety days from the date of nomination unless the nomination is appealed under paragraph (5).

Appeals of nominations

(5) Any person or local government may appeal to the Secretary a nomination of any historic property for inclusion on the National Register and may appeal to the Secretary the failure or refusal of a nominating authority to nominate a property in accordance with this subsection.

Owner participation in nomination process

(6) The Secretary shall promulgate regulations requiring that before any property or district may be included on the National register or designated as a National Historic Landmark, the owner or owners of such property, or a majority of the owners of the properties within the district in the case of a historic district, shall be given the opportunity (including a reasonable period of time) to concur in, or object to, the nomination of the property or district for such inclusion or designation. If the owner or owners of any privately owned property, or a majority of the owners of such properties within the district in the case of a historic district, object to such inclusion or designation, such property shall not be included on the National Register or designated as a National Historic Landmark until such objection is withdrawn. The Secretary shall review the nomination of the property or district where any such objection has been made and shall determine whether or not the property or district is eligible for such inclusion or designation, and if the Secretary determines that such property or district is eligible for such inclusion or designation, he shall inform the Advisory Council on Historic Preservation, the appropriate State Historic Preservation Officer, the appropriate chief elected local of-

ficial and the owner or owners of such property, of his determination. The regulations under this paragraph shall include provisions to carry out the purposes of this paragraph in the case of multiple ownership of a single property.

(7) The Secretary shall promulgate, or revise, regulations--

*Regulations for curation,
documentation, and local
government certification*

(A) ensuring that significant prehistoric and historic artifacts, and associated records, subject to section 110 of this Act, the Act of June 27, 1960 (16 U.S.C. 469c), and the Archeological Resources Protection Act of 1979 (16 U.S.C. 470aa and following) are deposited in an institution with adequate long-term curatorial capabilities;

(B) establishing a uniform process and standards for documenting historic properties by public agencies and private parties for purposes of incorporation into, or complementing, the national historic architectural and engineering records within the Library of Congress; and

(C) certifying local governments, in accordance with subsection (c)(1) and for the allocation of funds pursuant to section 103(c) of this Act.

*Secretary's review of significant
threats to historic properties*

(8) The Secretary shall, at least once every 4 years, in consultation with the Council and with State Historic Preservation Officers, review significant threats to properties included in, or eligible for inclusion on, the National Register, in order to--

(A) determine the kinds of properties that may be threatened;

(B) ascertain the causes of the threats; and

(C) develop and submit to the President and Congress recommendations for appropriate action.

*State Historic Preservation
Programs*

(b)(1) The Secretary, in consultation with the National Conference of State Historic Preservation Officers and the National Trust for Historic Preservation, shall promulgate or revise regulations for State Historic Preservation Programs. Such regulations shall provide that a State program submitted to the Secretary under this section shall be approved by the Secretary if he determines that the program--

*Designation of the State Historic
Preservation Officer (SHPO)*

(A) provides for the designation and appointment by the Governor of a "State Historic Preservation Officer" to administer such program in accordance with paragraph (3) and for the employment or appointment by such officer of such professionally qualified staff as may be necessary for such purposes;

(B) provides for an adequate and qualified State historic preservation review board designated by the State Historic Preservation Officer unless otherwise provided for by State law; and

(D) administer the State program of Federal assistance for historic preservation within the State;

(E) advise and assist, as appropriate, Federal and State agencies and local governments in carrying out their historic preservation responsibilities;

(F) cooperate with the Secretary, the Advisory Council on Historic Preservation, and other Federal and State agencies, local governments, and organizations and individuals to ensure that historic properties are taken into consideration at all levels of planning and development;

(G) provide public information, education and training, and technical assistance in historic preservation;

(H) cooperate with local governments in the development of local historic preservation programs and assist local governments in becoming certified pursuant to subsection (c);

(I) consult with the appropriate Federal agencies in accordance with this Act on--

(i) Federal undertakings that may affect historical properties; and

(ii) the content and sufficiency of any plans developed to protect, manage, or to reduce or mitigate harm to such properties; and

(J) advise and assist in the evaluation of proposals for rehabilitation projects that may qualify for Federal assistance.

Arrangements with nonprofit organizations

(4) Any State may carry out all or any part of its responsibilities under this subsection by contract or cooperative agreement with any qualified nonprofit organization or educational institution.

Approval of existing programs

(5) Any State historic preservation program in effect under prior authority of law may be treated as an approved program for purposes of this subsection until the earlier of--

(A) the date on which the Secretary approves a program submitted by the State under this subsection, or

(B) three years after the date of the enactment of the National Historic Preservation Act Amendments of 1992.

Contracts or cooperative agreements between the Secretary and a SHPO

(6)(A) Subject to subparagraphs (c) and (d), the Secretary may enter into contracts or cooperative agreements with a State Historic Preservation Officer for any State authorizing such Officer to assist the Secretary in carrying out one or more of the following responsibilities within that State--

(C) provides for adequate public participation in the State Historic Preservation Program, including the process of recommending properties for nomination to the National Register.

Review of State programs

(2)(A) Periodically, but not less than every 4 years after the approval of any State program under this subsection, the Secretary, in consultation with the Council on the appropriate provisions of this Act, and in cooperation with the State Historic Preservation Officer, shall evaluate the program to determine whether it is consistent with this Act.

(B) If, at any time, the Secretary determines that a major aspect of a State program is not consistent with this Act, the Secretary shall disapprove the program and suspend in whole or in part any contracts or cooperative agreements with the State and the State Historic Preservation Officer under this Act, until the program is consistent with this Act, unless the Secretary determines that the program will be made consistent with this Act within a reasonable period of time.

(C) The Secretary, in consultation with State Historic Preservation Officers, shall establish oversight methods to ensure State program consistency and quality without imposing undue review burdens on State Historic Preservation Officers.

(D) At the discretion of the Secretary, a State system of fiscal audit and management may be substituted for comparable Federal systems so long as the State system--

(i) establishes and maintains substantially similar accountability standards; and

(ii) provides for independent professional peer review.

The Secretary may also conduct periodic fiscal audits of State programs approved under this section as needed and shall ensure that such programs meet applicable accountability standards.

SHPO responsibilities

(3) It shall be the responsibility of the State Historic Preservation Officer to administer the State Historic Preservation Program and to--

(A) in cooperation with Federal and State agencies, local governments, and private organizations and individuals, direct and conduct a comprehensive statewide survey of historic properties and maintain inventories of such properties;

(B) identify and nominate eligible properties to the National Register and otherwise administer applications for listing historic properties on the National Register;

(C) prepare and implement a comprehensive statewide historic preservation plan;

the transfer, in accordance with section 103(c), of a portion of the grants received by the States under this Act, to such local governments. Any local government shall be certified to participate under the provisions of this section if the applicable State Historic Preservation Officer, and the Secretary, certifies that the local government--

(A) enforces appropriate State or local legislation for the designation and protection of historic properties;

(B) has established an adequate and qualified historic preservation review commission by State or local legislation;

(C) maintains a system for the survey and inventory of historic properties that furthers the purposes of subsection (b);

(D) provides for adequate public participation in the local historic preservation program, including the process of recommending properties for nomination to the National Register; and

(E) satisfactorily performs the responsibilities delegated to it under this Act.

Where there is no approved State program, a local government may be certified by the Secretary if he determines that such local government meets the requirements of subparagraphs (a) through (e); and in any such case the Secretary may make grants-in-aid to the local government for purposes of this section.

Participation of certified local governments in National Register nominations

(2)(A) Before a property within the jurisdiction of the certified local government may be considered by the State to be nominated to the Secretary for inclusion on the National Register, the State Historic Preservation Officer shall notify the owner, the applicable chief local elected official, and the local historic preservation commission. The commission, after reasonable opportunity for public comment, shall prepare a report as to whether or not such property, in its opinion, meets the criteria of the National Register. Within sixty days of notice from the State Historic Preservation Officer, the chief local elected official shall transmit the report of the commission and his recommendation to the State Historic Preservation Officer. Except as provided in subparagraph (B), after receipt of such report and recommendation, or if no such report and recommendation are received within sixty days, the State shall make the nomination pursuant to section 101(a). The State may expedite such process with the concurrence of the certified local government.

(B) If both the commission and the chief local elected official recommend that a property not be nominated to the National Register, the State Historic Preservation Officer shall take no further action, unless within thirty days of the receipt of such recommendation by the State Historic Preservation Officer an appeal is filed with the State. If such an appeal is filed, the State shall follow the procedures for making a nomination pursuant to section 101(a). Any report and recommenda-

tions made under this section shall be included with any nomination submitted by the State to the Secretary.

(3) Any local government certified under this section or which is making efforts to become so certified shall be eligible for funds under the provisions of section 103(c) of this Act, and shall carry out any responsibilities delegated to it in accordance with such terms and conditions as the Secretary deems necessary or advisable.

(4) For the purposes of this section the term--

(A) "designation" means the identification and registration of properties for protection that meet criteria established by the State or the locality for significant historic and prehistoric resources within the jurisdiction of a local government; and

(B) "protection" means a local review process under State or local law for proposed demolition of, changes to, or other action that may affect historic properties designated pursuant to subsection (c).

Program for assistance to Indian tribes

(d)(1)(A) The Secretary shall establish a program and promulgate regulations to assist Indian tribes in preserving their particular historic properties. The Secretary shall foster communication and cooperation between Indian tribes and State Historic Preservation Officers in the administration of the national historic preservation program to ensure that all types of historic properties and all public interests in such properties are given due consideration, and to encourage coordination among Indian tribes, State Historic Preservation Officers, and Federal agencies in historic preservation planning and in the identification, evaluation, protection, and interpretation of historic properties.

Consideration of tribal values

(B) The program under subparagraph (a) shall be developed in such a manner as to ensure that tribal values are taken into account to the extent feasible. The Secretary may waive or modify requirements of this section to conform to the cultural setting of tribal heritage preservation goals and objectives. The tribal programs implemented by specific tribal organizations may vary in scope, as determined by each tribe's chief governing authority.

(C) The Secretary shall consult with Indian tribes, other Federal agencies, State Historic Preservation Officers, and other interested parties and initiate the program under subparagraph (a) by not later than October 1, 1994.

Tribal assumption of State Historic Preservation Officer functions

(2) A tribe may assume all or any part of the functions of a State Historic Preservation Officer in accordance with subsections (b)(2) and (b)(3), with respect to tribal lands, as such responsibilities may be modified for tribal programs through regulations issued by the Secretary if--

(A) the tribe's chief governing authority so requests;

(B) the tribe designates a tribal preservation official to administer the tribal historic preservation program, through appointment by the tribe's chief governing authority or as a tribal ordinance may otherwise provide;

(C) the tribal preservation official provides the Secretary with a plan describing how the functions the tribal preservation official proposes to assume will be carried out;

(D) the Secretary determines, after consultation with the tribe, the appropriate State Historic Preservation Officer, the Council (if the tribe proposes to assume the functions of the State Historic Preservation Officer with respect to review of undertakings under section 106), and other tribes, if any, whose tribal or aboriginal lands may be affected by conduct of the tribal preservation program--

(i) that the tribal preservation program is fully capable of carrying out the functions specified in the plan provided under subparagraph (c);

(ii) that the plan defines the remaining responsibilities of the Secretary and the State Historic Preservation Officer;

(iii) that the plan provides, with respect to properties neither owned by a member of the tribe nor held in trust by the Secretary for the benefit of the tribe, at the request of the owner thereof, the State Historic Preservation Officer, in addition to the tribal preservation official, may exercise the historic preservation responsibilities in accordance with subsections (b)(2) and (b)(3); and

(E) based on satisfaction of the conditions stated in subparagraphs (a), (b), (c), and (d), the Secretary approves the plan.

Consultation procedures for tribal programs and section 103(a)

(3) In consultation with interested Indian tribes, other Native American organizations and affected State Historic Preservation Officers, the Secretary shall establish and implement procedures for carrying out section 103(a) with respect to tribal programs that assume responsibilities under paragraph (2).

Contracts for tribal preservation programs

(4) At the request of a tribe whose preservation program has been approved to assume functions and responsibilities pursuant to paragraph (2), the Secretary shall enter into contracts or cooperative agreements with such tribe permitting the assumption by the tribe of any part of the responsibilities referred to in subsection (b)(6) on tribal land, if--

(A) the Secretary and the tribe agree on additional financial assistance, if any, to the tribe for the costs of carrying out such authorities;

(B) the Secretary finds that the tribal historic preservation program has been demonstrated to be sufficient to carry out the contract or cooperative agreement and this Act; and

(C) the contract or cooperative agreement specifies the continuing responsibilities of the Secretary or of the appropriate State Historic Preservation Officers and provides for appropriate participation by--

(i) the tribe's traditional cultural authorities;

(ii) representatives of other tribes whose traditional lands are under the jurisdiction of the tribe assuming responsibilities; and

(iii) the interested public.

Review of undertakings under tribal preservation regulations instead of section 106

(5) The Council may enter into an agreement with an Indian tribe to permit undertakings on tribal land to be reviewed under tribal historic preservation regulations in place of review under regulations promulgated by the Council to govern compliance with section 106, if the Council, after consultation with the tribe and appropriate State Historic Preservation Officers, determines that the tribal preservation regulations will afford historic properties consideration equivalent to those afforded by the Council's regulations.

Traditional religious and cultural properties eligible for National Register

(6)(A) Properties of traditional religious and cultural importance to an Indian tribe or Native Hawaiian organization may be determined to be eligible for inclusion on the National Register.

Section 106 review and religious and cultural properties

(B) In carrying out its responsibilities under section 106, a Federal agency shall consult with any Indian tribe or Native Hawaiian organization that attaches religious and cultural significance to properties described in subparagraph (A).

Native Hawaiian organizations

(C) In carrying out his or her responsibilities under subsection (b)(3), the State Historic Preservation Officer for the State of Hawaii shall--

(i) consult with Native Hawaiian organizations in assessing the cultural significance of any property in determining whether to nominate such property to the National Register;

(ii) consult with Native Hawaiian organizations in developing the cultural component of a preservation program or plan for such property; and

(iii) enter into a memorandum of understanding or agreement with Native Hawaiian organizations for the assessment of the cultural significance of a property in determining whether to nominate such property to the National Register and to carry out the cultural component of such preservation program or plan.

Grants to States

(e)(1) The Secretary shall administer a program of matching grants to the States for the purposes of carrying out this Act.

Grants to the National Trust

(2) The Secretary shall administer a program of matching grants-in-aid to the National Trust for Historic Preservation in the United States, chartered by Act of Congress approved October 26, 1949 (63 Stat. 947), for the purposes of carrying out the responsibilities of the National Trust.

Direct grants for threatened National Historic Landmarks, demonstration projects, training and displacement prevention

(3)(A) In addition to the programs under paragraphs (1) and (2), the Secretary shall administer a program of direct grants for the preservation of properties included on the National Register. Funds to support such program annually shall not exceed 10 per centum of the amount appropriated annually for the fund established under section 108. These grants may be made by the Secretary, in consultation with the appropriate State Historic Preservation Officer--

(i) for the preservation of National Historic Landmarks which are threatened with demolition or impairment and for the preservation of historic properties of World Heritage significance;

(ii) for demonstration projects which will provide information concerning professional methods and techniques having application to historic properties;

(iii) for the training and development of skilled labor in trades and crafts, and in analysis and curation, relating to historic preservation; and,

(iv) to assist persons or small businesses within any historic district included in the National Register to remain within the district.

Grants and loans to minority groups

(B) The Secretary may also, in consultation with the appropriate State Historic Preservation Officer, make grants or loans or both under this section to Indian tribes and to nonprofit organizations representing ethnic or minority groups for the preservation of their cultural heritage.

(C) Grants may be made under subparagraph (a)(i) and (iv) only to the extent that the project cannot be carried out in as effective a manner through the use of an insured loan under section 104.

Grants for religious properties

(4) Grants may be made under this subsection for the preservation, stabilization, restoration, or rehabilitation of religious properties listed in the National Register of Historic Places, provided that the purpose of the grant is secular, does not promote religion, and seeks to protect those qualities that are historically significant. Nothing in this paragraph shall be construed to authorize the use of any funds made available under this section for the acquisition of any property referred to in the preceding sentence.

Direct grants to Indian tribes and Native Hawaiian organizations

(5) The Secretary shall administer a program of direct grants to Indian tribes and Native Hawaiian organizations for the purpose of carrying out this Act as it pertains to Indian tribes and Native Hawaiian organizations. Matching fund requirements may be modified. Federal funds available to a tribe or Native Hawaiian organization may be used as matching funds

for the purposes of the tribe's or organization's conducting its responsibilities pursuant to this section.

*Direct grants to Federated States of
Micronesia and Marshall Islands,
Trust Territory of the Pacific
Islands, and Government of Palau*

(6)(A) As a part of the program of matching grant assistance from the Historic Preservation Fund to States, the Secretary shall administer a program of direct grants to the Federated States of Micronesia, the Republic of the Marshall Islands, the Trust Territory of the Pacific Islands, and upon termination of the Trusteeship Agreement for the Trust Territory of the Pacific Islands, the Republic of Palau (referred to as the Micronesian States) in furtherance of the Compact of Free Association between the United States and the Federated States of Micronesia and the Marshall Islands, approved by the Compact of Free Association Act of 1985 (48 U.S.C. 1681 note), the Trusteeship Agreement for the Trust Territory of the Pacific Islands, and the Compact of Free Association between the United States and Palau, approved by the Joint Resolution entitled 'Joint Resolution to approve the "Compact of Free Association" between the United States and Government of Palau, and for other purposes' (48 U.S.C. 1681 note). The goal of the program shall be to establish historic and cultural preservation programs that meet the unique needs of each Micronesian State so that at the termination of the compacts the programs shall be firmly established. The Secretary may waive or modify the requirements of this section to conform to the cultural setting of those nations.

(B) The amounts to be made available to the Micronesian States shall be allocated by the Secretary on the basis of needs as determined by the Secretary. Matching funds may be waived or modified.

*Prohibition on compensating
intervenor*

(f) No part of any grant made under this section may be used to compensate any person intervening in any proceeding under this Act.

*Guidelines for Federal agency
responsibilities*

(g) In consultation with the Advisory Council on Historic Preservation, the Secretary shall promulgate guidelines for Federal agency responsibilities under section 110 of this title.

*Preservation standards for
federally owned properties*

(h) Within one year after the date of enactment of the National Historic Preservation Act Amendments of 1980, the Secretary shall establish, in consultation with the Secretaries of Agriculture and Defense, the Smithsonian Institution, and the Administrator of the General Services Administration, professional standards for the preservation of historic properties in Federal ownership or control.

Technical advice

(i) The Secretary shall develop and make available to Federal agencies, State and local governments, private organizations and individuals, and other nations and international organizations pursuant to the World Heritage Convention, training in, and information concerning professional methods and techniques for the preservation of historic properties and for the administration of the historic preservation program at the Federal, State, and local level. The Secretary shall also develop mechanisms to provide information concerning historic preservation to the general public including students.

Preservation education and training program

(j)(1) The Secretary shall, in consultation with the Council and other appropriate Federal, tribal, Native Hawaiian, and non-Federal organizations, develop and implement a comprehensive preservation education and training program.

(2) The education and training program described in paragraph (1) shall include--

(A) new standards and increased preservation training opportunities for Federal workers involved in preservation-related functions;

(B) increased preservation training opportunities for other Federal, State, tribal and local government workers, and students;

(C) technical or financial assistance, or both, to historically black colleges and universities, to tribal colleges, and to colleges with a high enrollment of Native Americans or Native Hawaiians, to establish preservation training and degree programs;

(D) coordination of the following activities, where appropriate, with the National Center for Preservation Technology and Training--

(i) distribution of information on preservation technologies;

(ii) provision of training and skill development in trades, crafts, and disciplines related to historic preservation in Federal training and development programs; and

(iii) support for research, analysis, conservation, curation, interpretation, and display related to preservation.

Section 102 (16 U.S.C. 470b)

Grant requirements

(a) No grant may be made under this Act--

(1) unless application therefore is submitted to the Secretary in accordance with regulations and procedures prescribed by him;

(2) unless the application is in accordance with the comprehensive statewide historic preservation plan which has been approved by the Secretary after considering its relationship to the comprehensive statewide outdoor recreation plan prepared pursuant to the Land and Water Conservation Fund Act of 1965 (78 Stat. 897);

(3) for more than 60 percent of the aggregate costs of carrying out projects and programs under the administrative control of the State Historic Preservation Officer as specified in section 101(b)(3) in any one fiscal year;

(4) unless the grantee has agreed to make such reports, in such form and containing such information as the Secretary may from time to time require;

(5) unless the grantee has agreed to assume, after completion of the project, the total cost of the continued maintenance, repair, and administration of the property in a manner satisfactory to the Secretary; and

(6) until the grantee has complied with such further terms and conditions as the Secretary may deem necessary or advisable.

Except as permitted by other law, the State share of the costs referred to in paragraph (3) shall be contributed by non-Federal sources. Notwithstanding any other provision of law, no grant made pursuant to this Act shall be treated as taxable income for purposes of the Internal Revenue Code 1954.

Waiver for National Trust

(b) The Secretary may in his discretion waive the requirements of subsection (a), paragraphs (2) and (5) of this section for any grant under this Act to the National Trust for Historic Preservation in the United States.

Limitation on matching

(c) No State shall be permitted to utilize the value of real property obtained before the date of approval of this Act in meeting the remaining cost of a project for which a grant is made under this Act.

(d) The Secretary shall make funding available to individual States and the National Trust for Historic Preservation as soon as practicable after execution of a grant agreement. For purposes of administration, grants to individual States and the National Trust each shall be considered to be one grant and shall be administered by the National Park Service as such.

(e) The total administrative costs, direct and indirect, charged for carrying out State projects and programs may not exceed 25 percent of the aggregate costs except in the case of grants under section 101(e)(6).

Section 103 (16 U.S.C. 470c)

Apportionment of survey and planning grants

(a) The amounts appropriated and made available for grants to the States for the purposes of this Act shall be apportioned among the States by the Secretary on the basis of needs as determined by him.

Apportionment of project and program grants

(b) The amounts appropriated and made available for grants to the States for projects and programs under this Act for each fiscal year shall be apportioned among the States as the Secretary determines to be appropriate. The Secretary shall notify each State of its apportionment under this subsection within thirty days following the date of enactment of legislation appropriating funds under this Act. Any amount of any apportionment that has not been paid or obligated by the Secretary during the fiscal year in which such notification is given and for two fiscal years thereafter, shall be reapportioned by the Secretary in accordance with

this subsection. The Secretary shall analyze and revise as necessary the method of apportionment. Such method and any revision thereof shall be published by the Secretary in the Federal Register.

Apportionment to certified local governments

(c) A minimum of 10 per centum of the annual apportionment distributed by the Secretary to each State for the purposes of carrying out this Act shall be transferred by the State, pursuant to the requirements of this Act, to local governments which are certified under section 101(c) for historic preservation projects or programs of such local governments. In any year in which the total annual apportionment to the States exceeds \$65,000,000, one half of the excess shall also be transferred by the States to local governments certified pursuant to section 101(c).

Guidelines for apportionment to local governments

(d) The Secretary shall establish guidelines for the use and distribution of funds under subsection (c) to ensure that no local government receives a disproportionate share of the funds available, and may include a maximum or minimum limitation on the amount of funds distributed to any single local government. The guidelines shall not limit the ability of any State to distribute more than 10 per centum of its annual apportionment under subsection (c), nor shall the Secretary require any State to exceed the 10 per centum minimum distribution to local governments.

Section 104 (16 U.S.C. 470d)

Insured loans for National Register properties

(a) The Secretary shall establish and maintain a program by which he may, upon application of a private lender, insure loans (including loans made in accordance with a mortgage) made by such lender to finance any project for the preservation of a property included on the National Register.

Requirements

(b) A loan may be insured under this section only if--

(1) the loan is made by a private lender approved by the Secretary as financially sound and able to service the loan properly;

(2) the amount of the loan, and interest rate charged with respect to the loan, do not exceed such amount, and such a rate, as is established by the Secretary, by rule;

(3) the Secretary has consulted the appropriate State Historic Preservation Officer concerning the preservation of the historic property;

(4) the Secretary has determined that the loan is adequately secured and there is reasonable assurance of repayment;

(5) the repayment period of the loan does not exceed the lesser of forty years or the expected life of the asset financed;

(6) the amount insured with respect to such loan does not exceed 90 per centum of the loss sustained by the lender with respect to the loan; and

(7) the loan, the borrower, and the historic property to be preserved meet other terms and conditions as may be prescribed by the Secretary, by rule, especially terms and conditions relating to the nature and quality of the preservation work.

Interest rates

The Secretary shall consult with the Secretary of the Treasury regarding the interest rate of loans insured under this section.

Limitation on loan authority

(c) The aggregate unpaid principal balance of loans insured under this section and outstanding at any one time may not exceed the amount which has been covered into the Historic Preservation Fund pursuant to section 108 and subsection (g) and (i) of this section, as in effect on the date of the enactment of the Act but which has not been appropriated for any purpose.

Assignability and effect

(d) Any contract of insurance executed by the Secretary under this section may be assignable, shall be an obligation supported by the full faith and credit of the United States, and shall be incontestable except for fraud or misrepresentation of which the holder had actual knowledge at the time it became a holder.

Method of payment for losses

(e) The Secretary shall specify, by rule and in each contract entered into under this section, the conditions and method of payment to a private lender as a result of losses incurred by the lender on any loan insured under this section.

Protection of Government's financial interests; foreclosure

(f) In entering into any contract to insure a loan under this section, the Secretary shall take steps to assure adequate protection of the financial interests of the Federal Government. The Secretary may--

(1) in connection with any foreclosure proceeding, obtain, on behalf of the Federal Government, the property securing a loan insured under this title; and

(2) operate or lease such property for such period as may be necessary to protect the interest of the Federal Government and to carry out subsection (g).

Conveyance of foreclosed property

(g)(1) In any case in which a historic property is obtained pursuant to subsection (f), the Secretary shall attempt to convey such property to any governmental or nongovernmental entity under such conditions as will ensure the property's continued preservation and use; except that if, after a reasonable time, the Secretary, in consultation with the Advisory Council on Historic Preservation, determines that there is no feasible and prudent means to convey such property and to ensure its continued preservation and use, then the Secretary may convey the property at the

fair market value of its interest in such property to any entity without restriction.

(2) Any funds obtained by the Secretary in connection with the conveyance of any property pursuant to paragraph (1) shall be covered into the historic preservation fund, in addition to the amounts covered into such fund pursuant to section 108 and subsection (i) of this section, and shall remain available in such fund until appropriated by the Congress to carry out the purposes of this Act.

Fees

(h) The Secretary may assess appropriate and reasonable fees in connection with insuring loans under this section. Any such fees shall be covered into the Historic Preservation Fund, in addition to the amounts covered into such fund pursuant to section 108 and subsection (g) of this section, and shall remain available in such fund until appropriated by the Congress to carry out the purposes of this Act.

*Loans to be considered
non-Federal funds*

(i) Notwithstanding any other provision of law, any loan insured under this section shall be treated as non-Federal funds for the purposes of satisfying any requirement of any other provision of law under which Federal funds to be used for any project or activity are conditioned upon the use of non-Federal funds by the recipient for payment of any portion of the costs of such project or activity.

Appropriation authorization

(j) Effective after the fiscal year 1981 there are authorized to be appropriated, such sums as may be necessary to cover payments incurred pursuant to subsection (e).

*Prohibition against acquisition by
Federal Financing Bank*

(k) No debt obligation which is made or committed to be made, or which is insured or committed to be insured, by the Secretary under this section shall be eligible for purchase by, or commitment to purchase by, or sale or issuance to, the Federal Financing Bank.

Section 105 (16 U.S.C. 470e)

Recordkeeping

The beneficiary of assistance under this Act shall keep such records as the Secretary shall prescribe, including records which fully disclose the disposition by the beneficiary of the proceeds of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, and the amount and nature of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

Section 106 (16 U.S.C. 470f)

*Advisory Council on Historic
Preservation, comment on Federal
undertakings*

The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any li-

cense, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.

Section 107 (16 U.S.C. 470g)

*Exemption of White House,
Supreme Court, and Capitol*

Nothing in this Act shall be construed to be applicable to the White House and its grounds, the Supreme Court building and its grounds, or the United States Capitol and its related buildings and grounds.

Section 108 (16 U.S.C. 470h)

*Establishment of Historic
Preservation Fund; authorization
for appropriations*

To carry out the provisions of this Act, there is hereby established the Historic Preservation Fund (hereafter referred to as the "fund") in the Treasury of the United States.

There shall be covered into such fund \$24,400,000 for fiscal year 1977, \$100,000,000 for fiscal year 1978, \$100,000,000 for fiscal year 1979, \$150,000,000 for fiscal year 1980, \$150,000,000 for fiscal year 1981, and \$150,000,000 for each of fiscal years 1982 through 1997, from revenues due and payable to the United States under the Outer Continental Shelf Lands Act (67 Stat. 462, 469) as amended (43 U.S.C. 338) and/or under the Act of June 4, 1920 (41 Stat. 813) as amended (30 U.S.C. 191), notwithstanding any provision of law that such proceeds shall be credited to miscellaneous receipts of the Treasury. Such moneys shall be used only to carry out the purposes of this Act and shall be available for expenditure only when appropriated by the Congress. Any moneys not appropriated shall remain available in the fund until appropriated for said purposes: Provided, that appropriations made pursuant to this paragraph may be made without fiscal year limitation.

Section 109 (16 U.S.C. 470h-1)

Donation to the Secretary

(a) In furtherance of the purposes of sections of this Act, the Secretary may accept the donation of funds which may be expended by him for projects to acquire, restore, preserve, or recover data from any district, building, structure, site, or object which is listed on the National Register of Historic Places established pursuant to section 101 of this Act, so long as the project is owned by a State, any unit of local government, or any non-profit entity.

Expenditure of donated funds

(b) In expending said funds, the Secretary shall give due consideration to the following factors: the national significance of the project; its historical value to the community; the imminence of its destruction or loss; and the expressed intentions of the donor. Funds expended under this subsection shall be made available without regard to the matching requirements es-

established by section 102 of this Act, but the recipient of such funds shall be permitted to utilize them to match any grants from the Historic Preservation Fund established by section 108 of this Act.

*Transfer of funds donated for the
National Park Service*

(c) The Secretary is hereby authorized to transfer unobligated funds previously donated to the Secretary for purposes of the National Park Service, with the consent of the donor, and any funds so transferred shall be used or expended in accordance with the provisions of this Act.

Section 110 (16 U.S.C. 470h-2)

*Federal agencies' responsibility to
preserve and use historic buildings*

(a)(1) The heads of all Federal agencies shall assume responsibility for the preservation of historic properties which are owned or controlled by such agency. Prior to acquiring, constructing, or leasing buildings for purposes of carrying out agency responsibilities, each Federal agency shall use, to the maximum extent feasible, historic properties available to the agency. Each agency shall undertake, consistent with the preservation of such properties and the mission of the agency and the professional standards established pursuant to section 101(g), any preservation, as may be necessary to carry out this section.

*Protection and nomination to the
National Register of Historic
Places*

(2) Each Federal agency shall establish (unless exempted pursuant to section 214), in consultation with the Secretary, a preservation program for the identification, evaluation, and nomination to the National Register of Historic Places, and protection of historic properties. Such program shall ensure--

(A) that historic properties under the jurisdiction or control of the agency, are identified, evaluated, and nominated to the National Register;

(B) that such properties under the jurisdiction or control of the agency as are listed in or may be eligible for the National Register are managed and maintained in a way that considers the preservation of their historic, archaeological, architectural, and cultural values in compliance with section 106 and gives special consideration to the preservation of such values in the case of properties designated as having National significance;

*Potentially affected historic
properties*

(C) that the preservation of properties not under the jurisdiction or control of the agency, but subject to be potentially affected by agency actions are given full consideration in planning;

*Consultation over preservation-
related activities*

(D) that the agency's preservation-related activities are carried out in consultation with other Federal, State, and local agencies, Indian tribes, Native Hawaiian organizations carrying out historic preservation planning activities, and with the private sector; and

Compliance with section 106

(E) that the agency's procedures for compliance with section 106--

(i) are consistent with regulations issued by the Council pursuant to section 211;

(ii) provide a process for the identification and evaluation of historic properties for listing in the National Register and the development and implementation of agreements, in consultation with State Historic Preservation Officers, local governments, Indian tribes, Native Hawaiian organizations, and the interested public, as appropriate, regarding the means by which adverse effects on such properties will be considered; and

Compliance with Native American Graves Protection and Repatriation Act

(iii) provide for the disposition of Native American cultural items from Federal or tribal land in a manner consistent with section 3(c) of the Native American Graves Protection and Repatriation Act (25 U.S.C. 3002(c)).

Recordation of historic properties prior to demolition

(b) Each Federal agency shall initiate measures to assure that where, as a result of Federal action or assistance carried out by such agency, a historic property is to be substantially altered or demolished, timely steps are taken to make or have made appropriate records, and that such records then be deposited, in accordance with section 101(a), in the Library of Congress or with such other appropriate agency as may be designated by the Secretary, for future use and reference.

Designation of Federal agency preservation officers

(c) The head of each Federal agency shall, unless exempted under section 214, designate a qualified official to be known as the agency's "preservation officer" who shall be responsible for coordinating that agency's activities under this Act. Each Preservation Officer may, in order to be considered qualified, satisfactorily complete an appropriate training program established by the Secretary under section 101(h).

Conduct of agency programs consistent with Act

(d) Consistent with the agency's mission and mandates, all Federal agencies shall carry out agency programs and projects (including those under which any Federal assistance is provided or any Federal license, permit, or other approval is required) in accordance with the purposes of this Act and, give consideration to programs and projects which will further the purposes of this Act.

Transfer of surplus Federal historic properties

(e) The Secretary shall review and approve the plans of transferees of surplus federally owned historic properties not later than ninety days after his receipt of such plans to ensure that the prehistorical, historical, architectural, or culturally significant values will be preserved or enhanced.

Federal undertakings affecting National Historic Landmarks

(f) Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.

Preservation activities as an eligible project cost

(g) Each Federal agency may include the costs of preservation activities of such agency under this Act as eligible project costs in all undertakings

of such agency or assisted by such agency. The eligible project costs may also include amounts paid by a Federal agency to any State to be used in carrying out such preservation responsibilities of the Federal agency under this Act, and reasonable costs may be charged to Federal licensees and permittees as a condition to the issuance of such license or permit.

Preservation awards program

(h) The Secretary shall establish an annual preservation awards program under which he may make monetary awards in amounts not to exceed \$1,000 and provide citations for special achievement to officers and employees of Federal, State, and certified local governments in recognition of their outstanding contributions to the preservation of historic resources. Such program may include the issuance of annual awards by the president of the United States to any citizen of the United States recommended for such award by the Secretary.

Applicability of National Environmental Policy Act

(i) Nothing in this Act shall be construed to require the preparation of an environmental impact statement where such a statement would not otherwise be required under the National Environmental Policy Act of 1969, and nothing in this Act shall be construed to provide any exemption from any requirement respecting the preparation of such a statement under such Act.

(j) The Secretary shall promulgate regulations under which the requirements of this section may be waived in whole or in part in the event of a major natural disaster or an imminent threat to the national security.

No Federal agency shall give assistance to an applicant who intends to intentionally create an adverse effect

(k) Each Federal agency shall ensure that the agency will not grant a loan, loan guarantee, permit, license, or other assistance to an applicant who, with intent to avoid the requirements of section 106, has intentionally significantly adversely affected a historic property to which the grant would relate, or having legal power to prevent it, allowed such significant adverse effect to occur, unless the agency, after consultation with the Council, determines that circumstances justify granting such assistance despite the adverse effect created or permitted by the applicant.

Agency heads responsible for section 106 compliance

(l) With respect to any undertaking subject to section 106 which adversely affects any property included in or eligible for inclusion in the National Register, and for which a Federal agency has not entered into an agreement with the Council, the head of such agency shall document any decision made pursuant to section 106. The head of such agency may not delegate his or her responsibilities pursuant to such section. Where a section 106 memorandum of agreement has been executed with respect to an undertaking, such memorandum shall govern the undertaking and all of its parts.

Section 111 (16 U.S.C. 470h-3)

Leases or exchanges of Federal historic properties

(a) Notwithstanding any other provision of law, any Federal agency, after consultation with the Council, shall, to the extent practicable, establish and implement alternatives for historic properties, including adaptive

use, that are not needed for current or projected agency purposes, and may lease a historic property owned by the agency to any person or organization, or exchange any property owned by the agency with comparable historic property, if the agency head determines that the lease or exchange will adequately ensure the preservation of the historic property.

Use of proceeds

(b) The proceeds of any lease under subsection (a) may, notwithstanding any other provision of law, be retained by the agency entering into such lease and used to defray the costs of administration, maintenance, repair, and related expenses incurred by the agency with respect to such property or other properties which are on the National Register which are owned by, or are under the jurisdiction or control of, such agency. Any surplus proceeds from such leases shall be deposited into the Treasury of the United States at the end of the second fiscal year following the fiscal year in which such proceeds were received.

Management contracts

(c) The head of any Federal agency having responsibility for the management of any historic property may, after consultation with the Advisory Council on Historic Preservation, enter into contracts for the management of such property. Any such contract shall contain such terms and conditions as the head of such agency deems necessary or appropriate to protect the interests of the United States and insure adequate preservation of historic property.

Section 112

Professional standards

(a) **In general.** Each Federal agency that is responsible for the protection of historic resources, including archaeological resources pursuant to this Act or any other law shall ensure each of the following--

(1)(A) All actions taken by employees or contractors of such agency shall meet professional standards under regulations developed by the Secretary in consultation with the Council, other affected agencies, and the appropriate professional societies of the disciplines involved, specifically archaeology, architecture, conservation, history, landscape architecture, and planning.

Personnel qualification standards

(B) Agency personnel or contractors responsible for historic resources shall meet qualification standards established by the Office of Personnel Management in consultation with the Secretary and appropriate professional societies of the disciplines involved. The Office of Personnel Management shall revise qualification standards within 2 years after the date of enactment of this Act for the disciplines involved, specifically archaeology, architecture, conservation, curation, history, landscape architecture, and planning. Such standards shall consider the particular skills and expertise needed for the preservation of historic resources and shall be equivalent requirements for the disciplines involved.

Data maintenance

(2) Records and other data, including data produced by historical research and archaeological surveys and excavations are permanently main-

HISTORICAL ANALYSIS SITE MAPS

NATIONAL REGISTER PRESERVATION PLAN

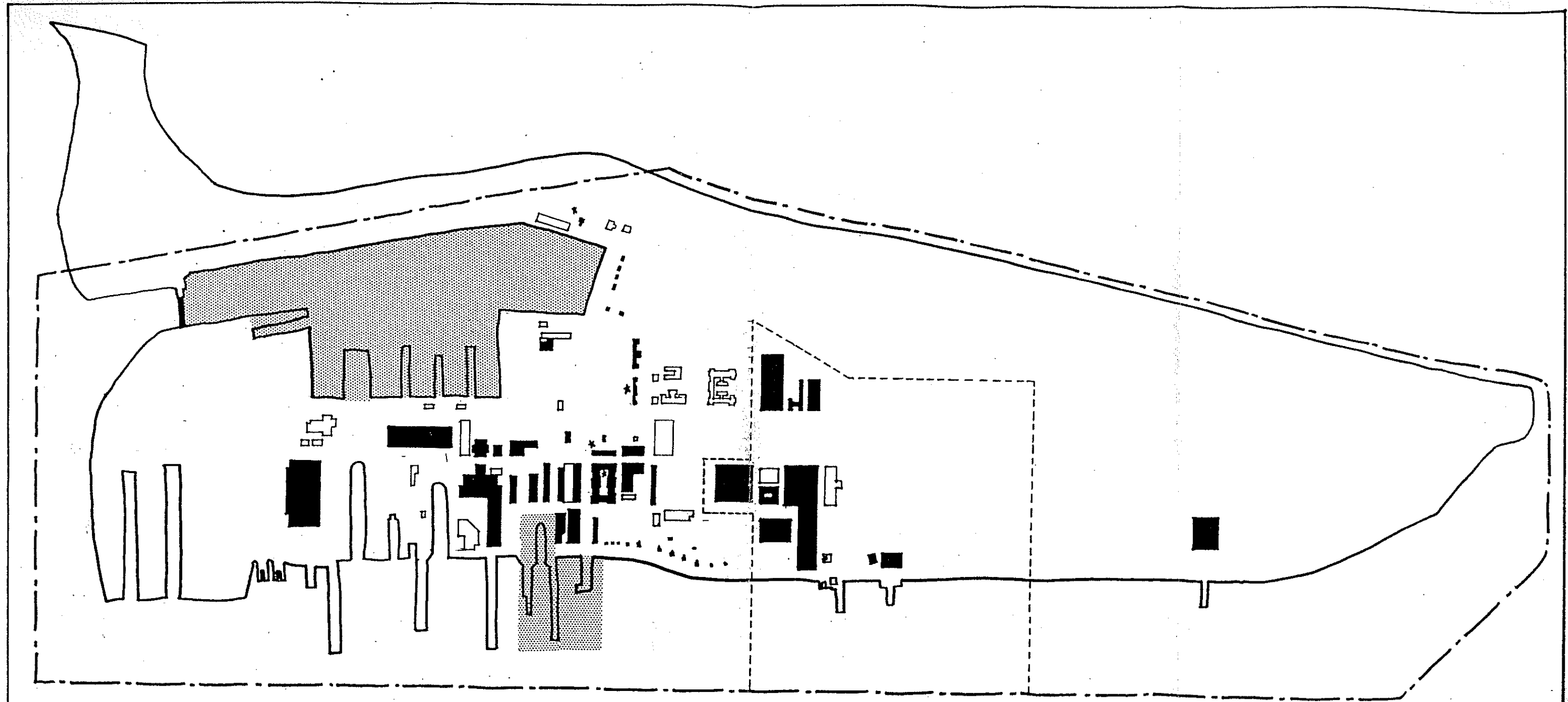
BUILDING DEVELOPMENT: 1890-Present

BUILDING TYPOLOGIES (OVERLAY FOR BUILDING DEVELOPMENT)

1890-1913
1913-1921
1921-1945
1945-Present

IMPLIED ZONING MAP

PROPOSED CONSERVATION PLAN



National Register Preservation Plan

LEGEND:

BOUNDARY OF
HISTORIC DISTRICT

AIRCRAFT
DEVELOPMENT AREA

DESIGNATED
LANDMARK

NOMINEE

CONTRIBUTING
BUILDING

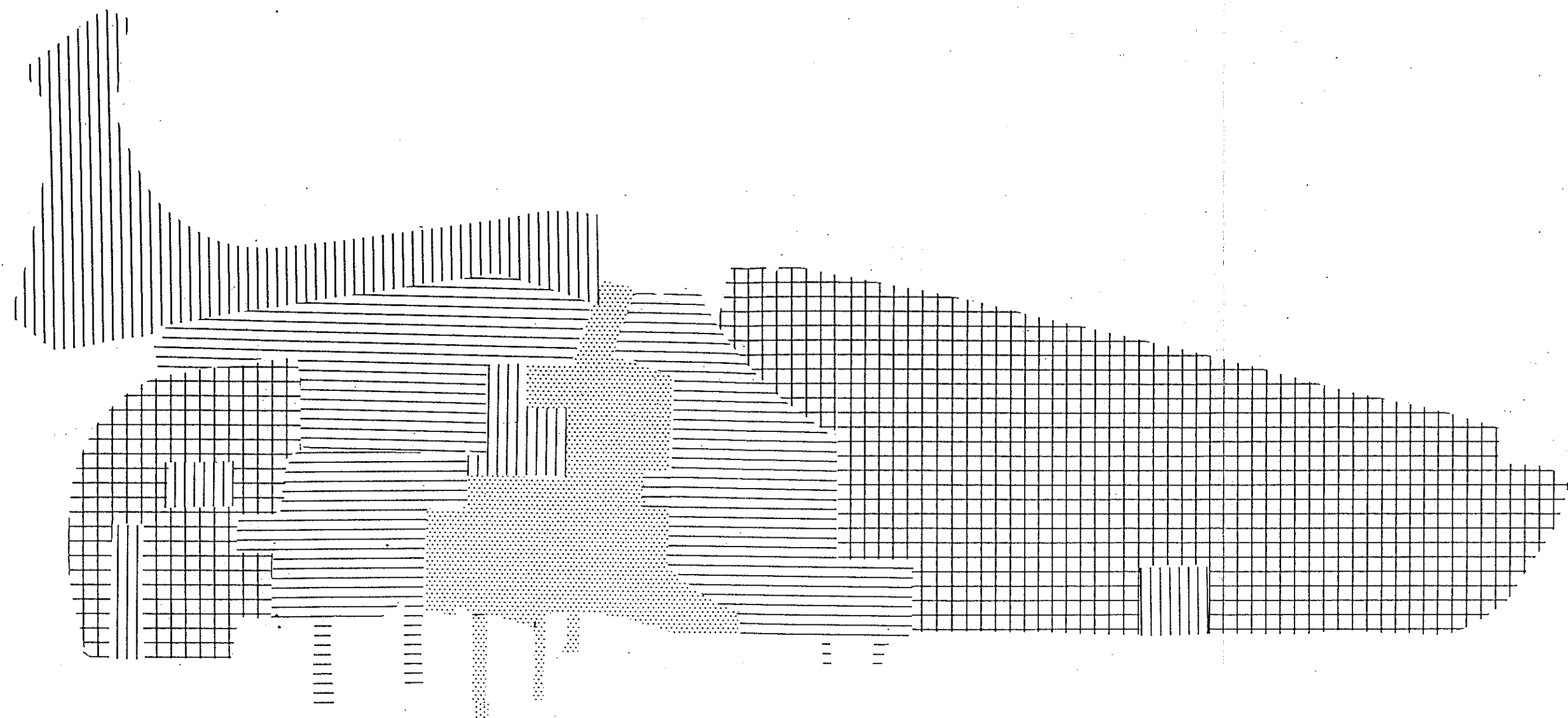
PEN AREA
NOM NEE

Preservation Plan

Philadelphia Naval Yard

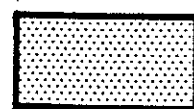
University of Pennsylvania
Program in Historic Preservation
Fall 1993





Building Development: 1890 to Present

LEGEND:



1890-1913



1913-1921



1921-1945



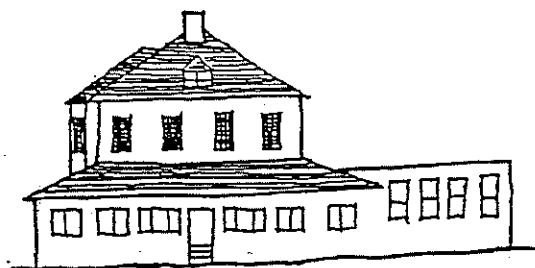
1945-PRESENT

Building Development

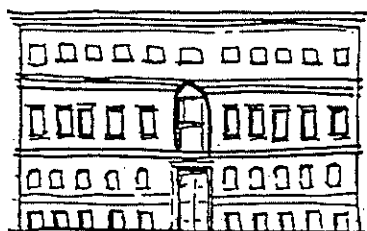
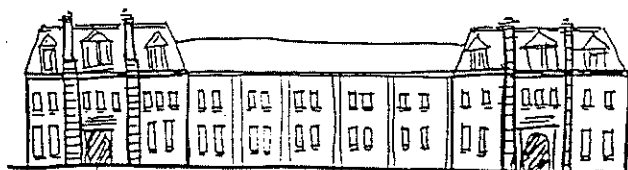
Philadelphia Naval Yard

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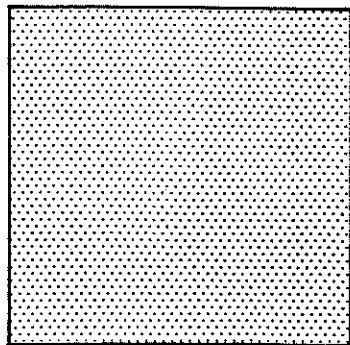
Residential



Administrative



Industrial

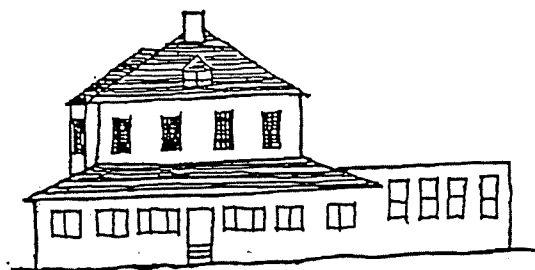


Building Typologies: 1890 to 1913

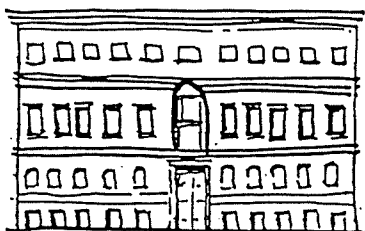
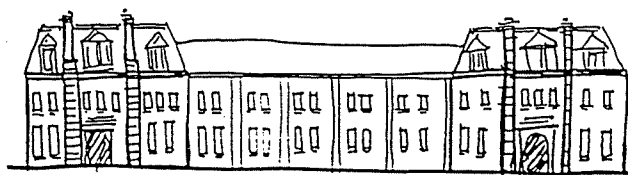
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University of Pennsylvania
Program in Historic Preservation
Fall 1993





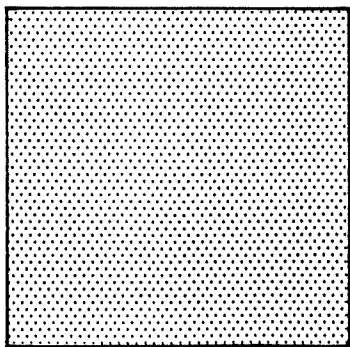
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Administrative



Industrial

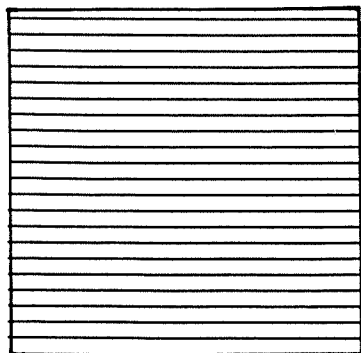
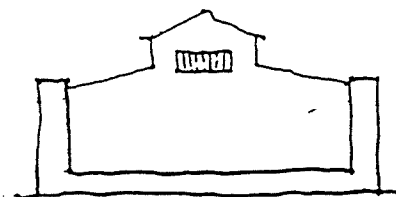
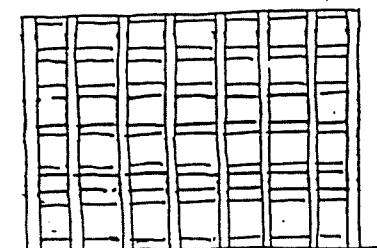


Building Typologies: 1890 to 1913

Philadelphia Naval Yard

University of Pennsylvania
Program in Historic Preservation
Fall 1993



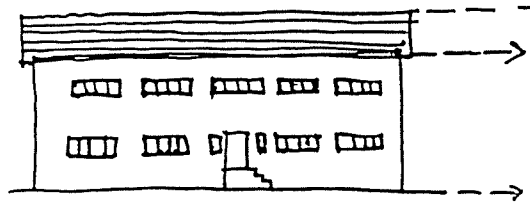


Building Typologies: 1913 to 1921

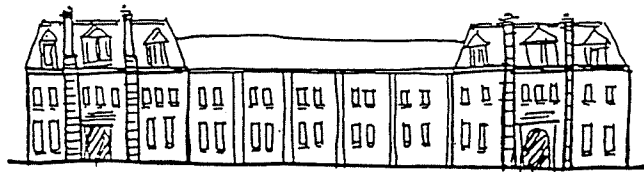
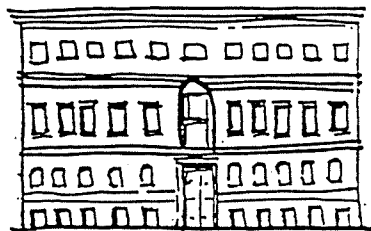
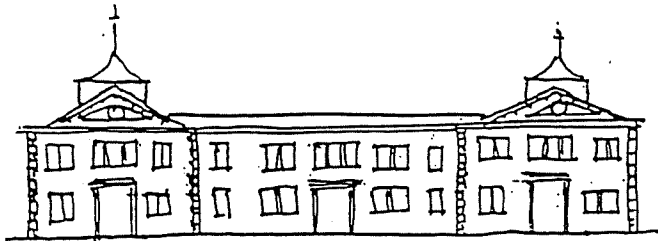
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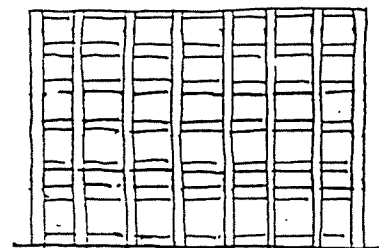
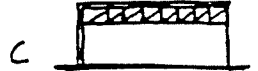
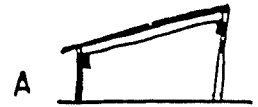
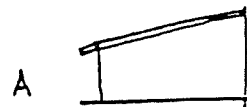




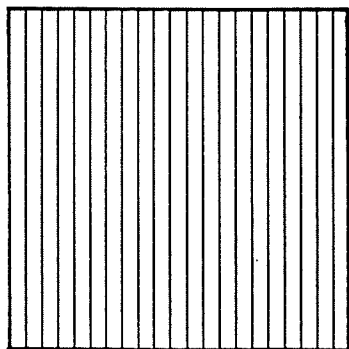
Residential



Administrative



Industrial

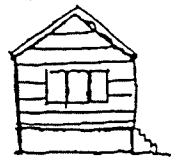
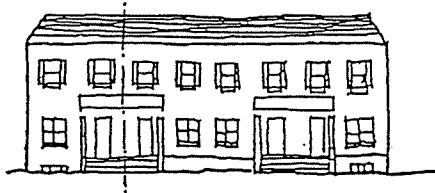
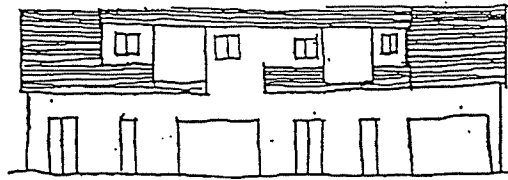
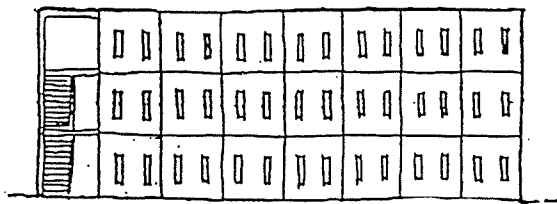


Building Typologies: 1921 to 1945

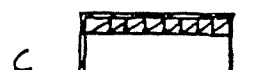
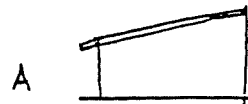
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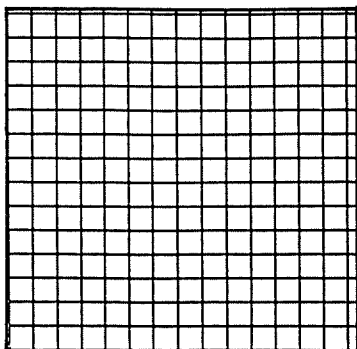


Residential



Administrative

Industrial

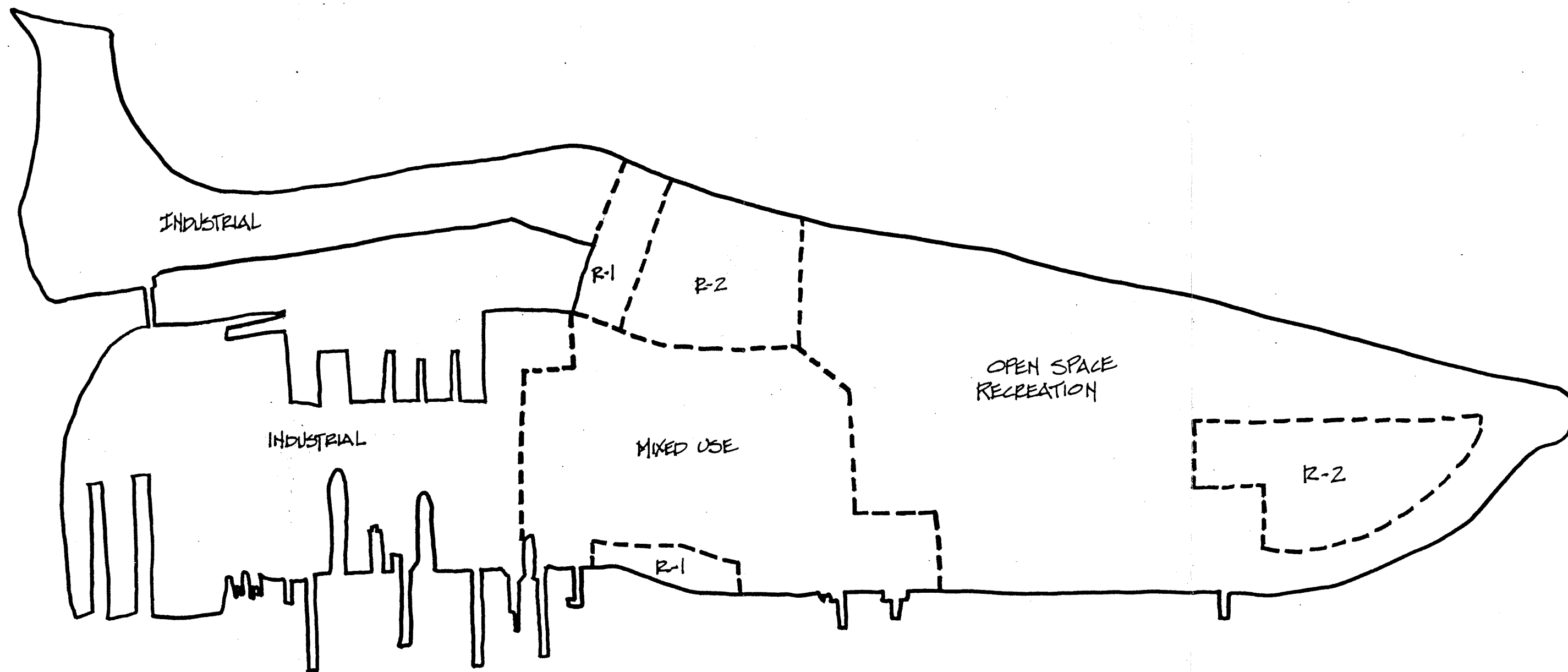


Building Typologies: 1945 to Present

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LEGEND

R-1: SINGLE FAMILY RESIDENTIAL

R-2: MULTI-FAMILY RESIDENTIAL

* MIXED USE: DENSITY VARIES

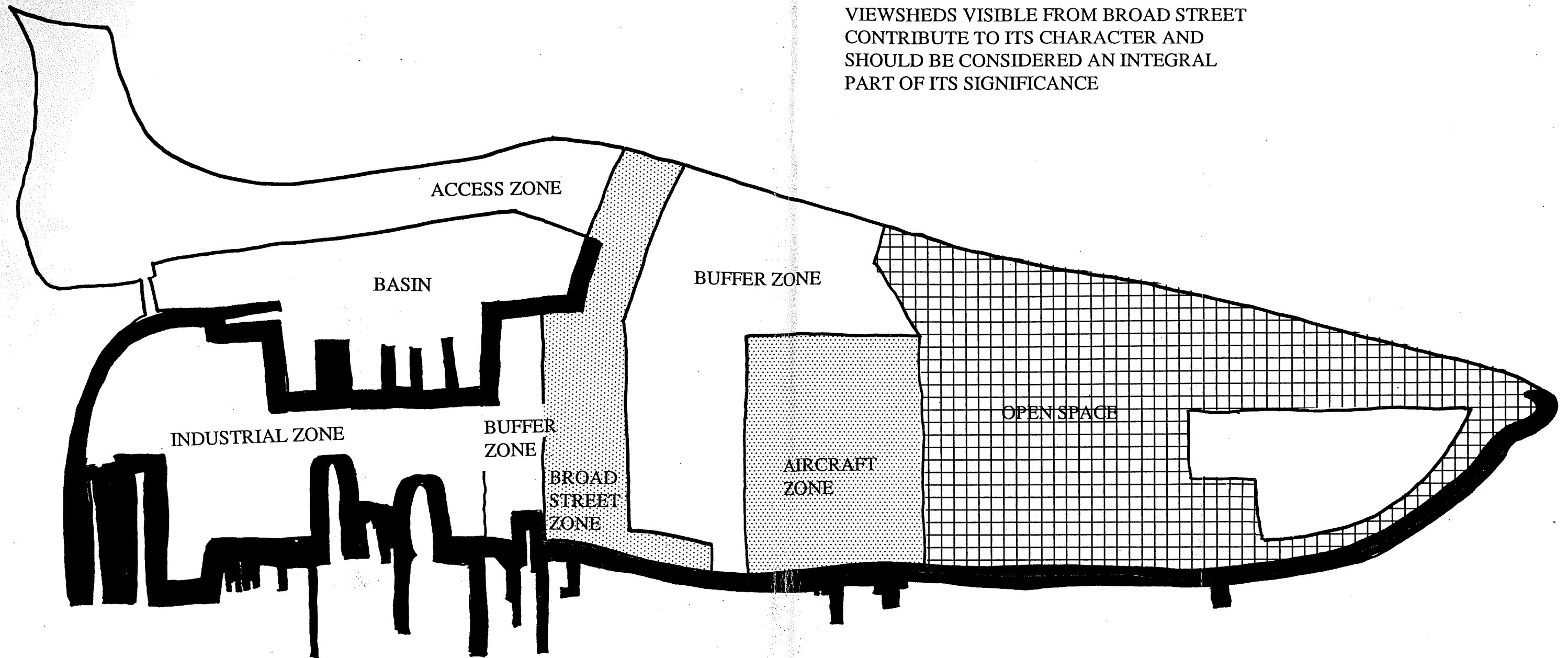
Implied Zoning Map

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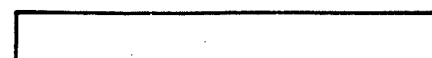
VIEWSHEDS VISIBLE FROM BROAD STREET
CONTRIBUTE TO ITS CHARACTER AND
SHOULD BE CONSIDERED AN INTEGRAL
PART OF ITS SIGNIFICANCE



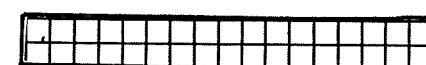
LEGEND



BROAD STREET ZONE



PRESERVATION OF LEAGUE ISLAND EDGE:
WATER WALK



OPEN SPACE: COMMEMORATION
OF AIRFIELD (VIEWS TO CENTER CITY
AND NEW JERSEY SHORELINE)

Proposed Conservation Plan

Philadelphia Naval Yard

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PHYSICAL TYPOLOGIES REFINEMENT AND ANALYSIS

EXPLANATION OF TYPOLOGICAL ANALYSIS

This is a review of the method used to take stock of the buildings at the Navy Yard. Rather than doing a building-by-building inventory, or a traditional historical survey, a method of typological analysis was employed to gain an understanding of the Philadelphia Navy Yard.

In analyzing the extant fabric through this systematic classification of types, knowledge was gained concerning the range of different built structures and spaces at the Navy Yard. Also gained were insights as to the potentials for each type; limitations and flexibilities inherent in each type that were defined through application of this typological analysis. Finally, an awareness of the evolution of the site as a whole was reached through analysis by type.

A Type, generically, is defined as: 'a kind, class, or group having distinguishing characteristics in common.' Building types are defined principally by common spatial and functional organizations, and are often products of a specific time and place. A discrete type is defined at the lowest common denominator — often meaning that buildings used for different purposes will be of the same type. The important distinguishing characteristics are common spatial organization (plan, elevation, internal circulation, height, structural system, and on), and functional organization (use and demands placed on the building by this use).

Understanding of these properties tells where the building is flexible and how much it can take before the building has lost its identity.

In this case, access to buildings on the base has been limited, making visual observation, from the exterior, the primary method used to define the types. Observations of the fenestration and openings on grade, materials, roof profiles, any chimney locations, and the relationship of the building to surrounding buildings and to its immediate site were compared with information about the original and current uses of the buildings — this information allowed definition of fourteen different building types at the Navy Yard, and a small number of unique structures.

Each individual type has been defined and follows in the Building Typology section of this report. The common distinguishing characteristics have been boiled down to a bullet list, and educated speculation made to draw sections and plans. Each has an accompanying photograph meant to give illustrate one example of the expression of that type.

The use of a typological analysis at the Navy Yard was intended to serve as one component in the overall investigation of the Navy Yard. It is a tool intended to aid designers, architects, landscape architects, and planners to understand the evolution of the site and, as a result, to design with regard for the growth of the Navy Yard. The ultimate intent is to be able to read this understanding in their additions to the fabric of the Navy Yard.

14 BUILDING TYPOLOGIES EXTANT AT THE NAVAL YARD:

TYPE 1 (a & b)

Roof: pediment, mansard, dormers and cupolas

Fenestration and openings: multi-pane windows and entrances on each facade

Plan: presumed central corridor or open plan, high ceilings; assumed more than one staircase; multistoried

Structure: load bearing masonry or load bearing masonry with steel or wood frame

Exterior: brick and stone with characteristic detailing

Chimneys: in exterior walls

Current Use: presumed administrative

Original Use: administrative with some light industrial

Date of Construction: generally in 1890-1913 with exception in 1921-1945

TYPE 2

Roof: presumed flat or slightly sloped

Fenestration and openings: multi pane

Plan: presumed central corridor, high ceilings, central staircase; multistoried

Structure: load bearing masonry or load bearing masonry with steel or wood frame

Exterior: brick and stone with characteristic detailing

Chimneys: centrally located

Current Use: presumed administrative

Original Use: administrative

Date of Construction: generally in 1890-1913 with exception in 1921-1945

TYPE 3

Roof: flat

Fenestration and openings: square framed openings

Plan: central corridor, one staircase, small sized rooms and low ceilings.

Structure: generally wood or steel framed

Exterior: variety of cladding materials including brick, aluminum and concrete panels; no characteristic detailing

Chimneys: generally none

Current Use: presumed administrative

Original Use: presumed administrative

Date of Construction: 1965 to present

TYPE 4

Roof: flat

Fenestration and openings: large square framed, multi-paned windows and various sized framed doors

Plan: open with high ceilings

Structure: load bearing concrete columns with concrete slabs

Exterior: concrete frame with brick infill below windows

Chimneys: centrally located

Current Use: industrial and administrative

Original Use: industrial

Date of Construction: 1913-1945

TYPE 5

Roof: hipped with deep eaves

Fenestration and openings: arched and square framed windows and door; multi-pane windows

Plan: presumed open plan with mezzanine, in some cases insertion of another floor in adaptation

Structure: masonry with steel or wood frame

Exterior: brick veneer with terra-cotta and wood detailing

Chimneys: centrally located

Current Use: industrial and administrative

Original Use: industrial

Date of Construction: 1890-1913

TYPE 6

Roof: pitched with light monitor

Fenestration and openings: usually large banded windows, light monitor on roof; large sliding doors

Plan: open with interior columns

Structure: steel frame

Exterior: metal or brick veneer and metal

Chimneys: none

Current Use: industrial

Original Use: industrial

Date of Construction: 1913 - 1921

TYPE 7

Roof: flat, sloped or pitched

Fenestration and openings: square framed windows and doors, varied sizes

Plan: open

Structure: steel or wood framed; load bearing masonry

Exterior: metal cladding and brick veneer; concrete block

Chimneys: none

Current Use: industrial

Original Use: industrial

Date of Construction: 1921- 1965

TYPE 8

Roof: flat or sloped

Fenestration and openings: square framed windows and doors, varied sizes

Plan: open, single story

Structure: masonry

Exterior: masonry

Chimneys: none

Current Use: industrial

Original Use: industrial

Date of Construction: present

TYPE 9

Roof: pitched

Fenestration and openings: square framed windows and doors

Plan: attached units, two story, garage on street level

Structure: wood framed

Exterior: aluminum and wood cladding

Chimneys: none

Current Use: residential

Original Use: residential

Date of Construction: 1965-present

TYPE 10

Roof: slightly sloped with modified mansard

Fenestration and openings: square frame windows and doors

Plan: attached units, two story, garage in rear

Structure: wood framed

Exterior: brick veneer

Chimneys: none

Current Use: residential

Original Use: residential

Date of Construction: 1945-1965

TYPE 11

Roof: flat

Fenestration and openings: square frame windows and doors

Plan: central corridor; multi unit; multi-story

Structure: steel frame

Exterior: exposed aggregate concrete

Chimneys: none

Current Use: residential

Original Use: residential

Date of Construction: 1965-present

TYPE 12

Roof: pitched, hipped

Fenestration and openings: generally square frame windows and doors

Plan: generally two stories; varied arrangement, generally small rooms on each floor,

Structure: wood framed

Exterior: brick veneer, wood cladding

Chimneys: centrally located

Current Use: residential

Original Use: residential

Date of Construction: 1890-1913

TYPE 13

Roof: flat

Fenestration and openings: generally square frame windows and doors

Plan: open; single story; mobile home

Structure: metal frame

Exterior: generally metal cladding

Chimneys: none

Current Use: residential

Original Use: residential

Date of Construction: 1965-present

TYPE 14

Roof: pitched

Fenestration and openings: generally square frame windows and doors

Plan: multi-story; subdivided into units; central corridor

Structure: wood or metal structure

Exterior: wood cladding

Chimneys: none

Current Use: residential

Original Use: residential

Date of Construction: 1921-1945

METHOD OF TYPOLOGICAL ANALYSIS

Study of the current condition of the Philadelphia Navy Yard was conducted by applying a method of typological analysis. Application of typological analysis furthers understanding of built form and capacity while placing each in an historical context. Understanding of type allows insight into inherent built properties, and fosters sympathetic transformation. Using this method, fourteen different types of extant buildings were identified.

Analysis relies upon four general characteristics. These characteristics are: general spatial arrangement, general structural system, relation of structure to spatial arrangement, and relation of building to immediate context. In addition to these general characteristics, consideration was given to use and changes in use, material, fenestration, and roof profile.

As each building has unique specific properties, it would be possible to define each as a discrete type; this would invalidate the intent of the typological analysis. Every effort has been made to define the fewest possible types.

PHASES OF DEVELOPMENT IN RELATION TO TYPE

There are identifiable relationships between historical development and types of buildings constructed. Development campaigns concentrate generally around times of war. Interim period construction is driven by trends in methods of waging war, and trends in service provision by the military.

Discussed below is the correlation between building types and dates of construction, as grouped by general phases of development. In a very few cases, dates of construction were rounded off to aid placement; every effort was made to be accurate in defining date of construction.

□ 1890-1913: Types — 1, 2, 5, 12.

During this phase of development, four types of building were used to manufacture and store naval equipment, administer the functions of the Yard, and house the men working on the base. Building Types 1 and 5 were both used for manufacture and storage. Each reflects typical methods of construction and dominant modes of expression. Type 2, typically an administrative building, was built to support the required management functions of the Yard.

All development during this period was concentrated along Broad Street, and extended along the water at the foot of Broad. The intersection of Porter and Broad was, and is, the most important focal point of Navy Yard construction.

The final type constructed during this range of development was Type 12 — originally and still housing for senior officer staff. Two main rows, a Marine officer row on Broad Street and a Navy officer row on the water, stand today as distinct products of their time while performing original functions in the same form as originally intended.

During this initial phase of development, assumptions concerning manufacturing processes and ship design radically changed. Advances made during the War between the States in iron-clad ships, followed by fully steel framed shipbuilding, had not been fully embraced when the first buildings were constructed. These buildings, in serving rapidly altering needs, were adapted in-place during this time of technological advance. It serves as an interesting note that a facility involved in constructing steel-frame ships did not employ similar, and easily adapted technology, in the construction of its buildings.

□ 1913-1921: Types — 4, 6.

Less than fifty buildings constructed during this period remain. Types 4 and 6 demonstrate use of matured construction technologies and revised demands placed upon these buildings.

World War I spurred much shipyard activity, primarily geared toward large-scale steel frame ship construction. A significant number of large temporary sheds were employed to cover steelyards — these do not appear after 1921.

Commission of the naval aircraft research, design, and manufacture facility on League Island in 1917 created demand for large and voluminous buildings, such as Type 4, in which factory-line processes could be applied to manufacture of large-scale products. These buildings remain in use as the research and testing facilities of the Naval Ships Systems Engineering Station (NAVSSSES). Smaller sized manufacture, warehousing, and R&D facilities were located in the concrete frame, heavy load capacity buildings of Type 4, built during this period.

New construction extended both east and west of Broad. The aircraft manufacturing facility drove much new building between Broad and Webster Streets.

□ 1921-1945: Types — 3, 7, 9, 10, 11, 13.

The beginning portion of this phase, to approximately 1926, was a period of little to no activity at the Navy Yard. Construction of two large hangars and dedication of

Mustin Field in 1926 reaffirmed the importance of naval aviation at the Yard. In 1938, development began again in support of Lend-Lease policies and in preparation for the imminent confrontation with Axis forces.

A range of building types were constructed in support of this urgent role. More buildings of Types 2 and 4 were constructed. A complex of four barracks, Type 14, was built. The utilitarian structures comprising Type 7 remain standing; it seems possible that earlier buildings of this same type simply no longer stand, rather than this type being unique to this period.

□ 1945-present:

The close of World War II represented the apex of production and importance of the Philadelphia Navy Yard. Between 1945 and 1965, little new construction appears to have taken place — identifying type is extremely difficult.

Following the decommission of Mustin Field in 1963, new construction was cleared to land east of Webster Road. The majority of new development was built to house military personnel. Types 9, 10, 11, and 13 all serve primarily as residences, although Types 11 and 13 are occasionally used for support purposes.

An altered attitude toward the role of family in military life and generalized development trends fostered small planned developments around the old airfield. Two Type 10 brick row-house developments were built — seemingly in precise replication of housing immediately to the north of the Navy Yard in South Philadelphia, and a section of Type 9 housing was built at the far east end of the Navy Yard.

During this period, all of the Type 3 buildings were built. This type is presumed to be administrative in original and current use.

OPEN SPACE TYPOLOGIES

In order to understand the site more thoroughly, open spaces were analyzed and identified according to the same philosophy and similar methodology which was applied to the analysis of the building stock. For the purposes of this analysis, open spaces have been defined as those areas devoid of buildings and/or structures. Through a combination of visual inspection, historic documentation and an understanding of the morphological evolution of the Naval Yard, typologies of open space were identified.

Open spaces were identified by the following criteria which is more specific to their nature:

- ⇒ material
- ⇒ degree of maintenance
- ⇒ relationship to structures
- ⇒ function

After the analysis it was discovered that the basic form distinguishing open spaces was based on material. The site was divided into two main categories from which subcategories have been established. This two main categories are:

1. Hard Surfaces — covered with an impermeable material, such as asphalt or concrete.

2. Soft Surfaces — not covered with an impermeable material, such as lawns, fields or medians.

For hard surface open spaces no subcategories have been mapped. It should be noted that further investigation into refining these types should be completed to properly identify the relationship between hard surface open spaces based on function, degree of maintenance and relationship to structure for hard surface open spaces. For example a street has a clearly different function than a loading ramp and an abandoned airstrip is not the same as active dry-dock, yet all hard surface open spaces have mapped indistinguishably. Limited access to the entire site, especially the area west of Broad Street where hard surfaces are predominate, as well as time restrictions hampered the investigation process from developing subcategories. Further detailed analysis is recommended based on the model that has been established in this report.

After analysis of the site, soft surfaces open space were first broken down into subcategories based on degree of maintenance. Maintained spaces are defined as spaces which receive some degree of maintenance only a regular basis. They include lawns, gardens and some medians. With the exception of some recreation areas, all maintained greens were found to have a definable relationship to buildings and structures. Therefore, maintained open spaces were studied further to understand their impact on the built environment. It was discovered that a pattern could be established between the type of open space and the type of building with which they correlated. Thus another subcategory was established.

Although these subcategories have only been mapped using sample areas, the following definitions should serve as adequate models for identifying similar areas throughout the site. These subcategories include:

- i. Residential — in which two distinctions can be made based on the structure with which they correlate. They include:
 - a. Spaces which generally surround single family residences. The spatial relationship is intrinsically linked to a specific residential structure and is organized to delineate or imply a perimeter. The space often functions as an extension of the residence and is often individualized by the occupant.
 - b. Spaces which surround multi-family or barracks housing. These spaces form a communal area which links the units without providing any sense of private space for the residents.
- ii. Institutional and Administrative — in which it was discovered that by nature of the built structure to which they relate, the function of these open spaces is facadism, i.e. they are public spaces which provide a point of reference to the formal entrance or facade of a structure as well as acting as an intermediate zone between the building and the hard surfaces.
- iii. Communal — these are generally maintained spaces such as medians, traffic circles and gardens that may or may not have no direct reference to buildings but are maintained for general use.
- iv. Recreational — areas maintained for recreational purposes such as baseball fields, parks and jogging paths.

Unmaintained spaces are defined as spaces currently receiving no maintenance. These unmaintained spaces are generally located in areas away from built environment. In fact they are located only on the eastern half of the island. They include areas that were at one time maintained but currently are not maintained such as the airfield.

Open space typologies were refined to provide a foundation of information regarding the nature of space, its flexibility or inflexibility and limitations and possibilities for future use.

DESIGN QUESTIONNAIRE

☐ Position Statement

☐ This questionnaire is part of a system to encourage knowledge and understanding of the site as a whole, in addition to individual structures. The questions are intended to create parameters and change the planning and design process in such a way as to manage change in an incremental fashion. It is intended to avoid the extremes of radical, unsympathetic change or its alternative — no change at all. As such, it serves as a middle ground approach. It invests faith in the design team; it struggles to work within existing systems, to lighten up control at the design stage, to enhance planning through the implementation stage, and to avoid the pursuit of ideas in a vacuum. The planning and design process must be opened to admit familiarity with the site driven by knowledge of the site as it currently exists and as it has developed over time.

☐ The Philadelphia Naval Yard has historically been a whole entity, and can best retain its character by sustaining its wholeness; it should, therefore, be treated as a unique and unified site. The intent of the questionnaire is to serve as the starting point for a process to include peer review by an interdisciplinary team with backgrounds and experience pertinent to both future development and preservation of the site. Review should incorporate input from the community, specifically in the form of including community members on any Review Board, in addition to general community input.

☐ The questions have been divided into broad categories that roughly describe each group's orientation. Please note that many of the questions can be applied in any situation, whether the planned intervention involves building maintenance, additions, new construction, conservation, or changes in the land. For that reason, no individual section should be considered to stand alone and all sections should be reviewed and thoroughly answered *before* any action is taken in the pursuit of change or new design.

I. General Familiarity With The Site

- ⇒ Has a comprehensive survey of the built environment been completed? [Such a survey should evaluate the economic, structural, and historic fabric of the existing resources.]
- ⇒ If such a survey exists, have the prospective designers studied its findings? Have the designers studied other sites as models to identify potential strengths/weaknesses in the proposal?
- ⇒ Does there exist a standing building at the site which might feasibly be adapted or rehabilitated to accommodate the proposed program?

- ⇒ If such a building(s) exists, has there been a substantive consideration of the reuse or rehabilitation option?
- ⇒ If no building appears able to feasibly accommodate this program, has consideration of new construction included assessed impacts upon existing identified:
 - sites, structures and landscapes of historic significance;
 - landscapes of ecological significance; and,
 - areas of known or potential archeological significance?
- ⇒ Has the design team assessed the character of the existing conditions, both at the site of proposed new construction/alterations and areas adjacent to the site?
- ⇒ How much of the original fabric of the structure is now present? How much will be left after the proposed change? [Also in section II]
- ⇒ Will the proposed program establish a hierarchical relationship between old and new that will jeopardize the significance of the original structure?
- ⇒ What are the character defining features of the existing building? Is the new design in harmony or conflict with these? To what degree? [Refers to the exterior]
- ⇒ Are there any significant interior architectural features in the existing structure? Will these features play a role in the proposed architectural program? If so, how prominent a role?
- ⇒ Has the building undergone any alterations or adaptations in the past? If so has the original structural integrity of the building been jeopardized? To what degree?
- ⇒ Has an accurate and standardized system of documentation been developed that includes recording the conditions of the site prior, during and after treatment?

II. Natural Systems and Interaction with the Landscape

- ⇒ Is the site within the 100-year flood plain?
- ⇒ Has the soil at the chosen site been determined to be toxic or been tested for toxicity? Is the soil at the chosen site safe for human use?
- ⇒ Is soil remediation necessary? If so, to what level — residential use levels? industrial use levels?
- ⇒ Is the soil at the chosen site suitable for desired construction? Is it marshland? Is it fill? Has there been incidence of subsidence?
- ⇒ What is the effect of alteration or new construction on wildlife habitats and/or migration patterns?
- ⇒ Will new construction or alterations affect mature stands of trees or other landscape features that are difficult to replace?

- ⇒ Is the landscape feature in question movable or retrievable? (For example, a baseball field or a picnic area.)
- ⇒ Has the landscape immediately surrounding the building been treated as an integral part of the building's design? Can the landscape feature be removed without harming the design of the structure? Were the landscape features installed at the time of the building's construction, or were they installed at a later date? If installed later, have the landscape features effectively become an integral part of the building's character and context?
- ⇒ What effect will increased use (or, increased volumes of people) have on the island's existing infrastructure and transportation systems?
- ⇒ Will the new construction or alteration affect current vehicular traffic and circulation conditions?
- ⇒ What will be the effect of new construction on rail traffic and circulation to the island or, dependent upon future use, within the island?

III. New Design Program/Addition to Existing Structure

- ⇒ What is the absolute minimum intervention you could undertake in order to re-use the building?
- ⇒ Is the proposed program the result of exhausting all other design options including leaving the structure intact?
- ⇒ Given that the function of the building often changes over time will the proposed program support future transformations?
- ⇒ What need(s) are your proposed changes serving in the adaptation of the building that it cannot already meet? What is the least intervention you could do and still meet those needs?
- ⇒ How much of the original fabric of the structure is now present? How much will be left after the proposed change?
- ⇒ If this were a building you had designed, at what point would you object to these changes? Would you object to the specific changes that you have proposed?
- ⇒ If you had to sacrifice any elements of your proposed plan, which would you never consider sacrificing? Why?
- ⇒ Will the proposed program respect the patina of the existing structure and site?
- ⇒ If any existing materials require replacement would these replacements alter/enhance the legibility of the structure?
- ⇒ Will the proposed program establish a hierarchical relationship between old and new that will jeopardize the significance of the original structure?

- ⇒ After the change will the building stand out from its surroundings? If so, how and why?
- ⇒ Will the reasons for noticing it be due to conflict it creates against its neighboring structures or will it be in harmony with them?
- ⇒ Are there changes you can make to the design that maintain both the integrity of the design and the character defining features of the building as it currently stands?
- ⇒ How much of a match is there between the original program and the current program? What is the relationship of the program to the design, both originally and in the new proposal?
- ⇒ Will the proposed changes be reversible/retractable? To what extent?
- ⇒ What is the difference in height between the roof lines of the original structure and the proposed program? Is the proposed roof line compatible with the original structure and those around it?
- ⇒ What is the difference in massing and footprint between the original structure and the proposed program?
- ⇒ What is the relationship between exterior wall and openings (doors, windows) of the existing structure? Will this relationship be sustained in the proposed program? Why or why not?
- ⇒ What other materials could be used to realize the same program?
- ⇒ If part of the structure is to be demolished for additions, can the materials be used in the new program?
- ⇒ Will the proposed program affect internal circulation of the structure such that points of egress will be altered?
- ⇒ Will the proposed program upgrade the structure in keeping with ADA Legislation? Have upgrades been designed to avoid or minimize compromise to the existing/original fabric of the building?
- ⇒ Are the mechanical and electrical systems of the existing structure sufficient to service the proposed program? If an overhaul of services is required, will the modernization compromise the fabric of the existing structure?
- ⇒ Can the proposed program incorporate existing Naval signage, commemorative symbols and memorials without detracting from the proposed function?
- ⇒ Would the original architect recognize his work after your change is implemented?

[Note the integral relationship between this section and Section V on Repair/Conservation.]

IV. New Construction

- ⇒ Have potential users of the proposed program been allowed input into the design process? At what stage(s) of the process and to what extent?
- ⇒ Have the future 'neighbors' — those living or working in areas adjacent or contiguous to the proposed new construction — been informed of design proposals and allowed a forum for expression of questions, concerns and feedback?
- ⇒ After the change will the building stand out from its surroundings? If so why?
- ⇒ Will the reasons for noticing it be due to conflict it creates against its neighboring structures or will it be in harmony with them?
- ⇒ If the building site requires demolition of a standing structure prior to new construction, what steps will be taken to document the site before proceeding with demolition? Are they in accordance with approved, archivally sound procedures?

V. Views and Viewsheds

- ⇒ Has it been determined that there are significant views or viewsheds on the island? Are there significant views outside the island, such as views toward New Jersey or Center City, for which viewsheds exist on the Island? Are there significant viewsheds in the Island's context, such a on the New Jersey shore or in South Philadelphia? Have the significant views and/or viewsheds been documented?
- ⇒ If significant viewsheds were identified during site analysis, have they been properly documented?
- ⇒ What steps have been taken to ensure the protection of views and their viewsheds, such as determining their boundaries?
- ⇒ From the main facade how much of the view does the alteration, addition, adaptation occupy?
- ⇒ What is the relationship between the existing structure and the unbuilt environment? Will the proposed program affect this relationship? How?
- ⇒ Will the proposed program affect traffic circulation on the site?
- ⇒ How does the design alter the typology of the unbuilt environment?
- ⇒ Will the proposed program interrupt critical viewsheds?
- ⇒ If viewshed boundaries exist, have they been analyzed for potential adverse effect as a result of proposed building alterations, additions, or new construction?
- ⇒ What is the effect of building alterations or new construction on these views and viewsheds? Will the height of the proposed structure alter the view? Will the location of the proposed structure alter the view?

- ⇒ Have viewshed boundaries been overlaid upon proposed building footprints and volumes? Has there been any consideration of overlay districts to protect views and viewsheds? Has analysis been done of building types that would or would not interfere with the view? (For example, single-family residential structures are typically lower in height than office towers.)
- ⇒ Does the proposed alteration or new construction alter the composition of the viewshed or alter accessibility to views from other locations on the island?
- ⇒ Has the grade of the island been taken into account when evaluating visibility in the viewshed?
- ⇒ Has the vegetation of the island, during both winter and summer, been taken into account when evaluating visibility in the viewshed? Do mature trees screen the construction? Does ground vegetation effectively screen the construction?

VI. Repair/Conservation

- ⇒ What analysis or evaluation has been devoted to a condition survey? What methodology was employed? Did the assessment include a diagnosis of the deterioration mechanisms to include materials, structural systems and site conditions?
- ⇒ Did the assessment address the conservation/repair of the existing structure? Before initiating any treatment, has an ordered sequence of operations been developed that are part of whole system rather than a series of individual treatments?
- ⇒ How will the proposed transformation affect the longevity of the materials on the original structure?
- ⇒ Has the proposed program incorporated changes that will improve site conditions for the long-term health of the structure? [Specifically to redress conditions that accelerate or contribute to structural or material decay.]
- ⇒ If cleaning the exterior of the existing structure is deemed necessary, what cleaning options have been investigated? What study has been devoted to differentiating between dirt and natural weathering of the materials? If it has been established that deleterious matter exists has the matter been identified? Can the deleterious matter be removed without harming the substrate? Have test panels for cleaning been conducted? What method is considered the most effective? Is this method the gentlest? The most economical? Safest for the operator, environment and the building? Has a methodological approach to cleaning the building been established? What safeguards have been established to monitor the cleaning program (e.g. clean up of the site, operator training?)
- ⇒ If replacement of existing materials is necessary, are the new materials compatible with the existing in terms of weathering and physical and mechanical properties? Have specific environmental and climatic conditions been considered in specifying replacement materials and treatments? Will these replacement or repair materials be integrated in a manner such that they not detract from or alter the original aesthetic and functional intent?

- ⇒ What type of maintenance will be required for the proposed program? How will it differ from the maintenance of the original structure? Will it require variance for differences between new and existing materials? Does the maintenance program include periodic investigation and assessment of the conservation/repair program?
- ⇒ How will it be funded and implemented? Is the maintenance program feasible with respect to cost and labor so that it can be realistically carried out in the future?

☐ **Has the proposed Addition—New—Construction—Repair—Conservation Program been subjected to peer review? Have suggestions for change been incorporated into the design? If not, why not? Will the reasons for rejecting suggested changes stand the test of time?**

There are no right or wrong answers to the questionnaire, the questions were designed purposefully in a Socratic method, simply to aid the development team in understanding the whole site. The applicability of the responses to questionnaire is immense, and as a result the following solution is only one of many possible avenues. This proposal, then exemplifies one of the many conceivable resolutions explored by this class. It is not the intention that the following solution be understood as the final or only solution.

PROPOSAL FOR A TWO-STAGE DEVELOPMENT APPROVAL PROCESS

Implementation of the process shall be the responsibility of an appointed League Island Commission. The Commission shall consist of two working Committees, as described below. Application for a building permit on the Island will initiate the two sequential stages of the process, as specified below.

☐ **Stage One**

A Program Review Committee shall be responsible for the implementation of a comprehensive Statement of Purpose for League Island. It will be charged with the responsibility of maximizing the compatibility of proposed design and development programs with the vision for the Island as expressed in the Statement of Purpose.

The Program Review Committee will screen all applications for design or development intervention on the Island, and will possess the power of approval or denial of proposed development, based on compatibility of the proposed program with the Statement of Purpose. Procedural due process and fairness will be assured by the dissemination of written material specifying clear and unambiguous criteria of compatibility. Any design/development team uncertain of the eligibility of its proposed program may request an advisory Pre-Application Conference with Commission staff — the purpose of such a conference will be to clarify approval standards and assist the development team in the preparation of a qualifying proposal. *Design/development teams may only proceed to Stage Two of the process with an approved, and clearly specified, proposed program of development.*

This Program Review Committee, and the Committee charged with administering Stage Two of the development approval process described below, shall have a diverse membership which will include representatives from the private sector business community, non-profit community organizations, City of Philadelphia regulatory agencies, members of the professional design community, and members of the general public — the latter chosen from among residents of League Island

and South Philadelphia, and from potential occupants of the proposed development projects.

The explicit goal of such a broad-based membership is a balancing of the benefits to be derived from a diversity of professional opinion with the inherent value of adequate representation of those who live and work on League Island. A further goal of this diversity is enhanced flexibility of future use of League Island, while addressing the urgent needs of Philadelphia and respecting the continuity of purpose that has created the character of the Naval Yard to date.

☐ Stage Two

A Design Dialogue Committee shall be responsible for the implementation of a question-and-answer process which will be required of all design/development teams. The Design Dialogue Committee shall determine which questions of a primarily factual nature require a written response only, and which questions of a more substantive nature, with greater potential for impact upon the site, require both a written response and public presentation at an open hearing of the Committee.

The Design Dialogue stage is intended to engage the design/development team in a process of education, discussion, and enhancement of sensitivity to existing resources and setting, and to allow a participatory forum for public and peer input — it is not intended to establish a mandatory set of design guidelines, nor a constricted design environment laden with regulatory disincentives.

Hence, the Design Dialogue Committee will not possess the power of final approval or disapproval of design proposals. It will have the power to require of the design/development team a full and substantive consideration of all questions, and to require design/development participation in the public hearing process. It will further, and significantly, be empowered to assist with the procurement of available financial incentives for design/development teams which give evidence throughout the process of demonstrable good-faith participation, and receptivity to adaptation of design proposals in response to clearly articulated Committee and public concerns.

Possible financial incentives include a property tax reduction, a freeze on assessed valuation, eligibility for revolving loan financing, and state or federal investment tax credits. To the greatest extent possible, such incentives will not be made available to design/development teams which fail to consider the Design Dialogue process a two-way street, and which fail to engage in good faith participation.

Principles of procedural due process, timely notification, and the right to appeal will apply at all stages of the Program Review and Design Dialogue process. An appeal of any Commission decision may be filed with the City Council of the City of Philadelphia at the conclusion of either Stage One or Stage Two. Design/development teams will of course remain subject to all federal, state, and local ordinances or regulations which apply to their intended project site — including the presence of any pre-existing or subsequent protective designations of buildings, structures, objects, sites, or districts.

PHYSICAL TYPOLOGIES: SITE MAPS

BUILDING TYPOLOGY #1

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY #2

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY #3

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY #4

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY #5

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY #6

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY #7

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY # 8

Photograph and Written Description
Section & Plan

BUILDING TYPOLOGY # 9

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY #10

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY #11

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY #12

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY #13

Photograph and Written Description
Section & Plan
Site Location Map

BUILDING TYPOLOGY #14

Photograph and Written Description
Section & Plan
Site Location Map

OPEN SPACE TYPOLOGIES

Residential
Institutional
Communal

TYOLOGY # 1

Roof: pediment, mansard, dormers and cupolas

Fenestration and openings: multi-pane windows and entrances on each facade

Plan: presumed central corridor or open plan, high ceilings; assumed more than one staircase; multistory

Structure: load bearing masonry or load bearing masonry with steel or wood frame

Exterior: brick and stone with characteristic detailing

Chimneys: in exterior walls

Current Use: presumed administrative

Original Use: administrative with some light industrial

Date of Construction: generally in 1890-1913 with exception in 1921-1945



Building Typology

Philadelphia Naval Yard

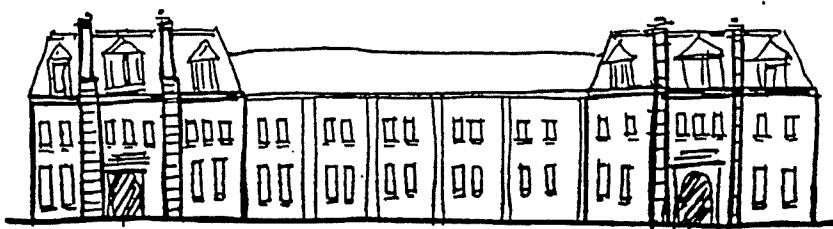
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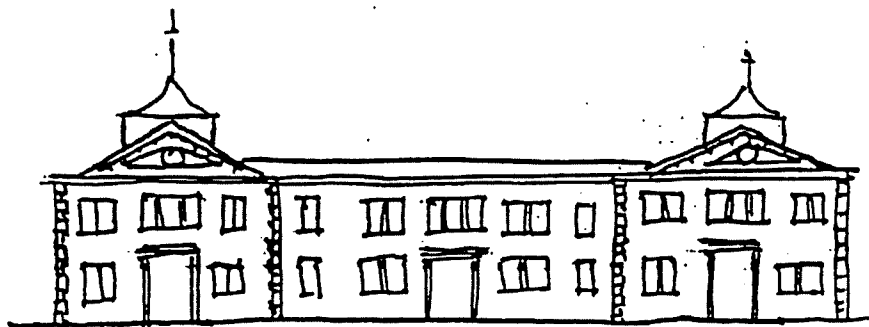
Circa 1890-1913
1921-1945

elevation

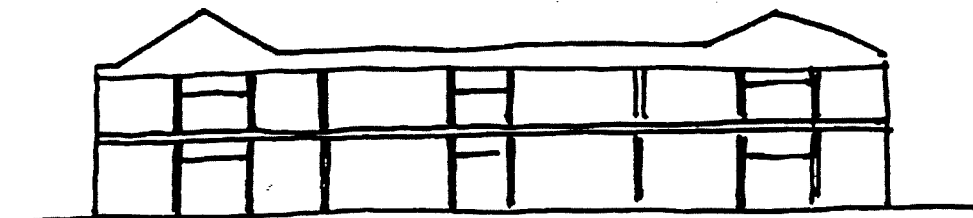
A



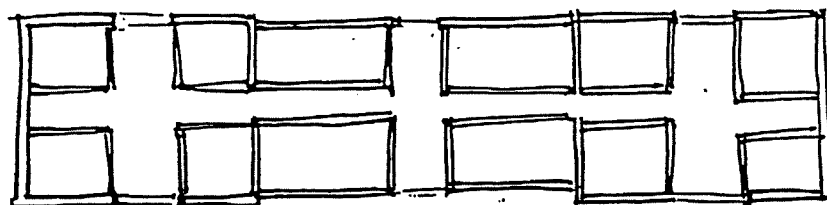
B



section



plan



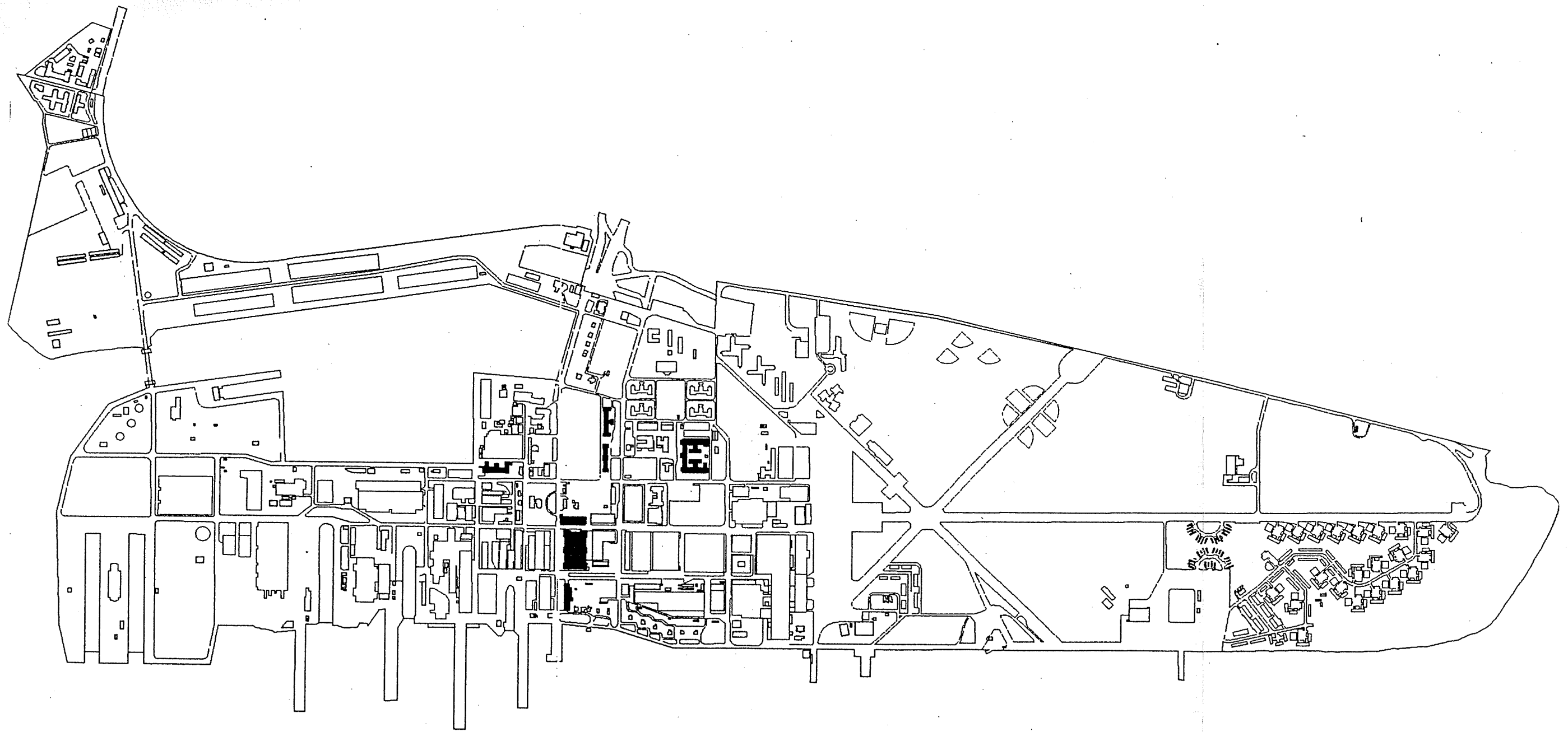
Building Typology 1

Philadelphia Naval Yard

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Fall 1993



**Drawings not to scale*



BUILDING TYPOLOGY 1
Philadelphia Naval Yard

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T TYPOLOGY # 2

Roof: presumed flat or slightly sloped

Fenestration and openings: multi pane

Plan: presumed central corridor, high ceilings, central staircase;
multistory

Structure: load bearing masonry or load bearing masonry with steel or
wood frame

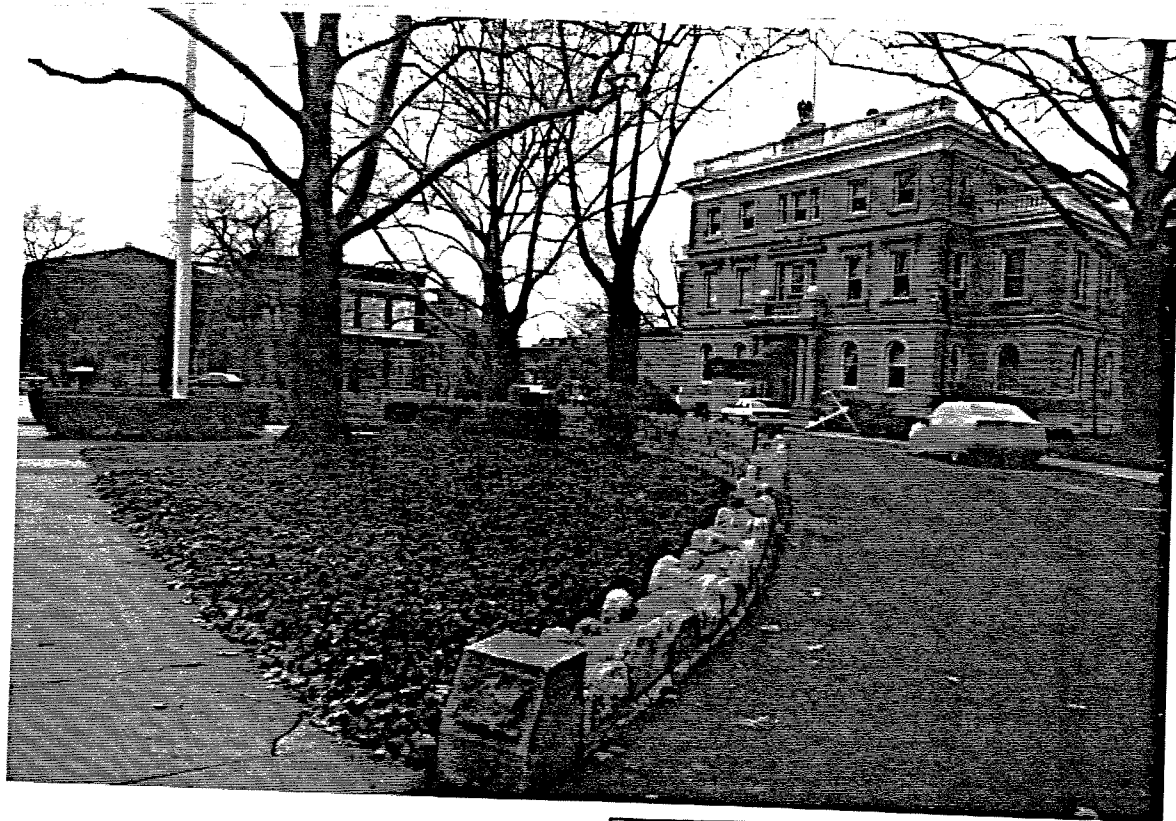
Exterior: brick and stone with characteristic detailing

Chimneys: centrally located

Current Use: presumed administrative

Original Use: administrative

Date of Construction: generally in 1890-1913 with exception in 1921-
1945



Building Typology Philadelphia Naval Yard

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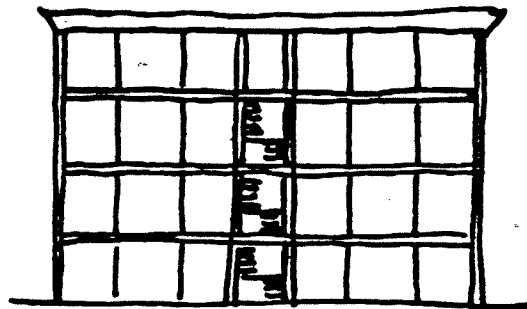


Circa 1890-1913
1921-1945

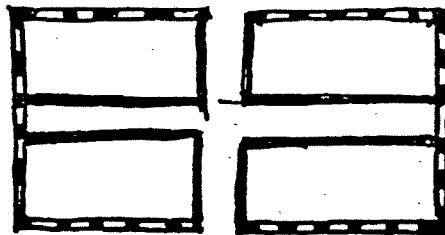
elevation



section



plan



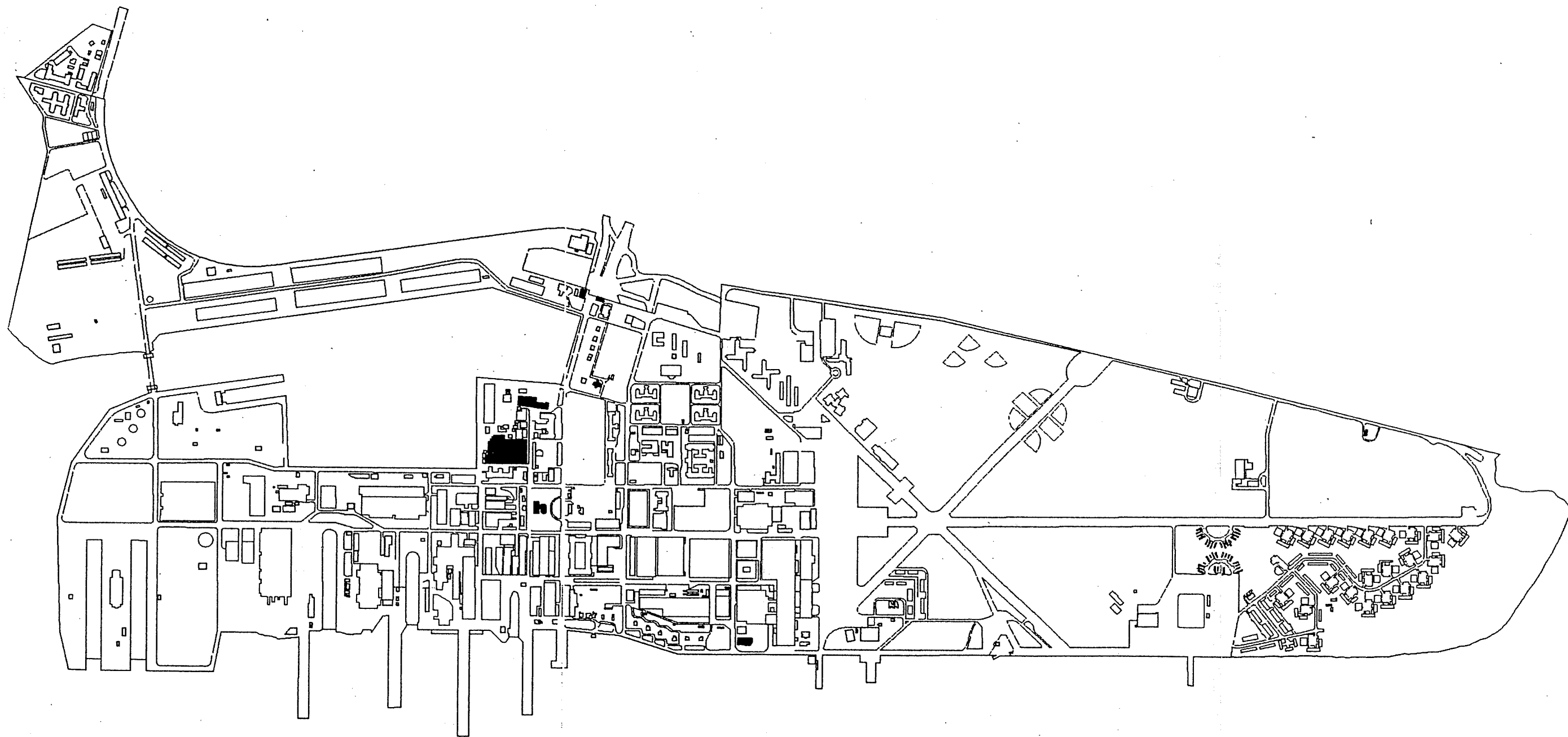
Building Typology 2

Philadelphia Naval Yard

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BUILDING TYPOLOGY 2
Philadelphia Naval Yard

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TYOLOGY # 3

Roof: flat

Fenestration and openings: square framed openings

Plan: central corridor, one staircase, small sized rooms and low ceilings.

Structure: generally wood or steel framed

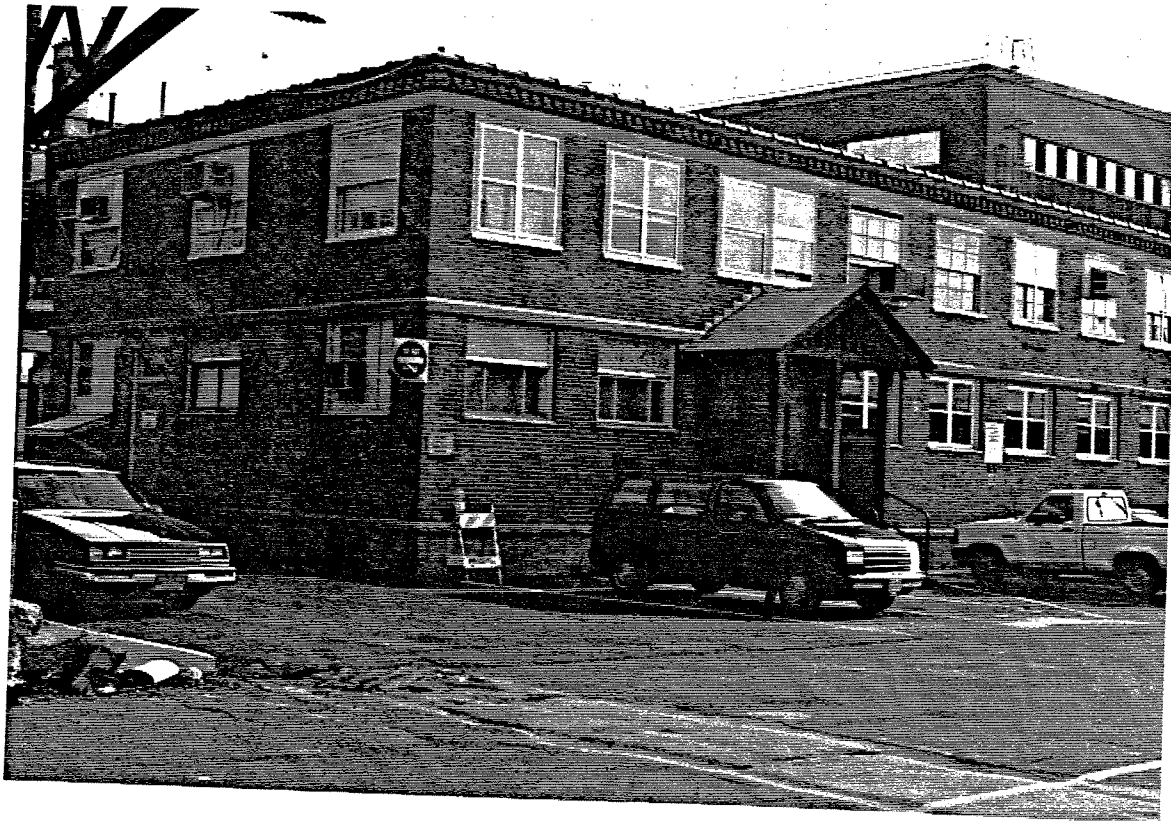
Exterior: variety of cladding materials including brick, aluminum and concrete panels; no characteristic detailing

Chimneys: generally none

Current Use: presumed administrative

Original Use: presumed administrative

Date of Construction: 1965 to present



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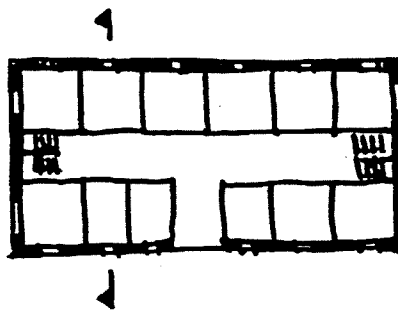


Circa 1965-present

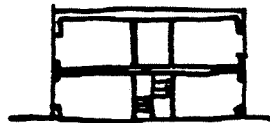
elevation



plan



section

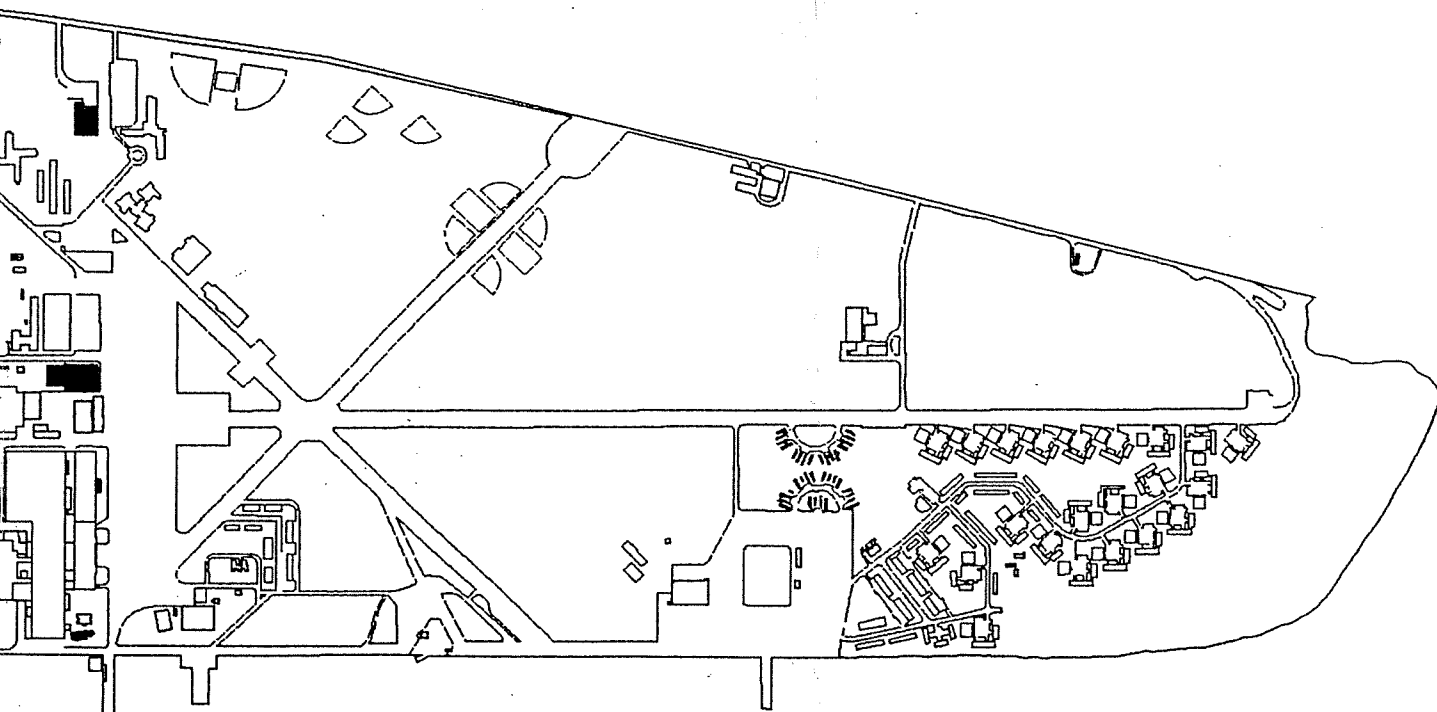


Building Typology 3 Philadelphia Naval Yard

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**Drawings not to scale*



BUILDING TYPOLOGY 3

Philadelphia Naval Yard

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T TYPOLOGY # 4

Roof: flat

Fenestration and openings: large square framed, multi-paned windows and various sized framed doors

Plan: open with high ceilings

Structure: load bearing concrete columns with concrete slabs

Exterior: concrete frame with brick infill below windows

Chimneys: centrally located

Current Use: industrial and administrative

Original Use: industrial

Date of Construction: 1913-1945



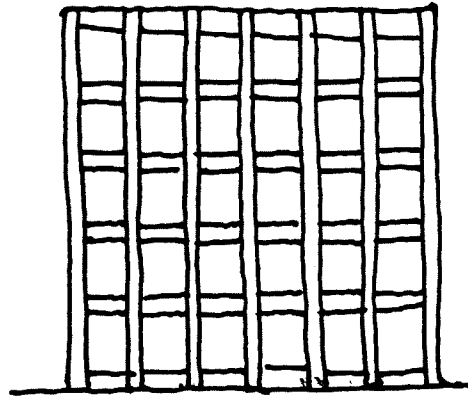
Building Typology Philadelphia Naval Yard

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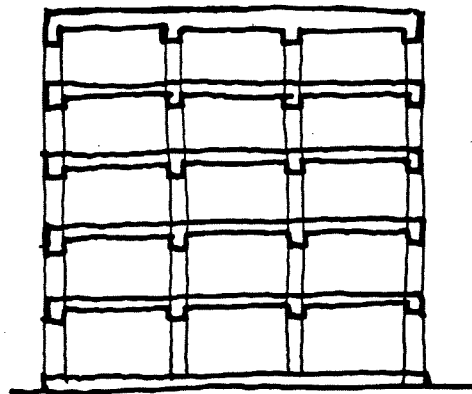


Circa 1913-1945

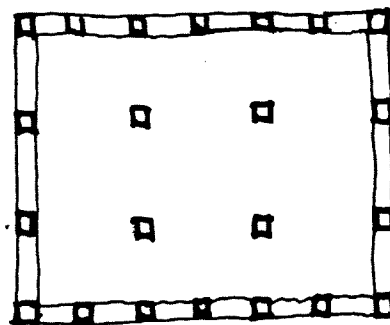
elevation



section



plan



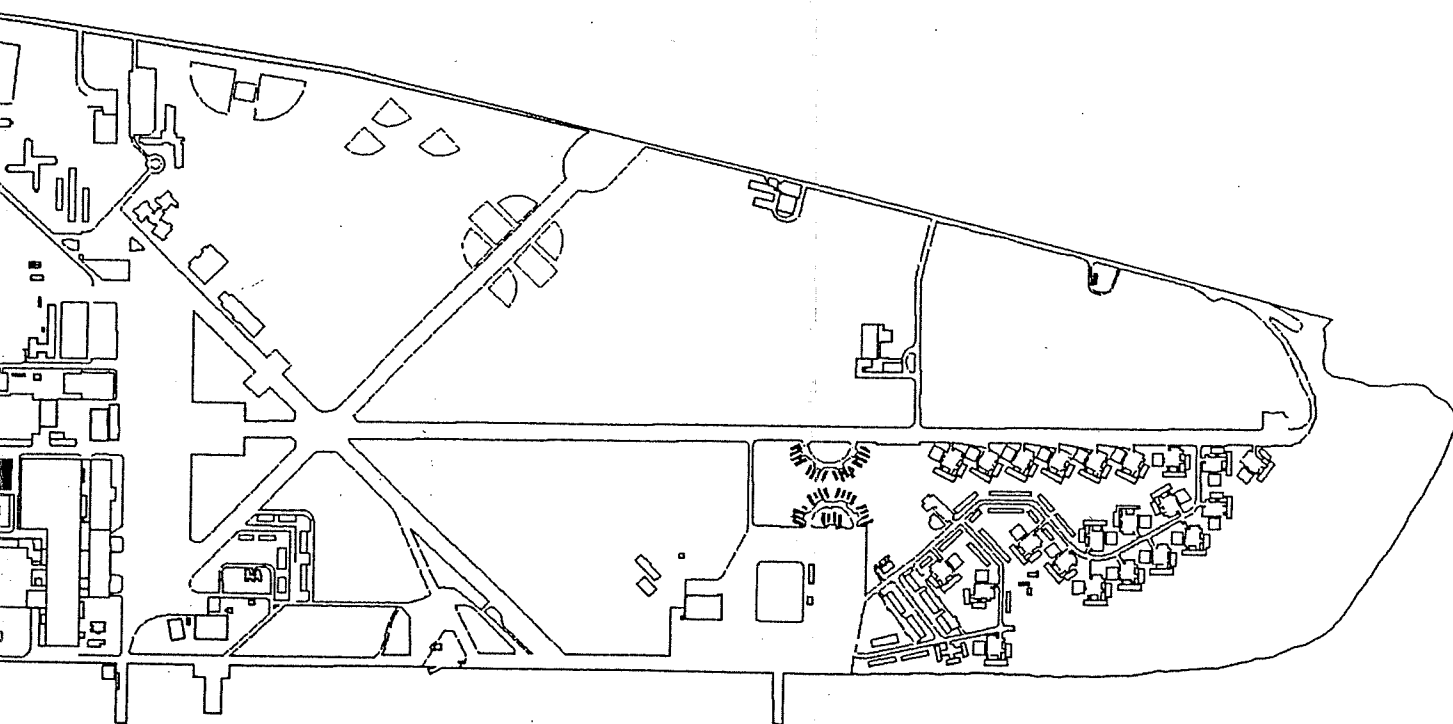
Building Typology 4

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Fall 1993



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BUILDING TYPOLOGY 4

Philadelphia Naval Yard

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TPOLOGY # 5

Roof: hipped with deep eaves

Fenestration and openings: arched and square framed windows and door; multi-pane windows

Plan: presumed open plan with mezzanine, in some cases insertion of another floor in adaptation

Structure: masonry with steel or wood frame

Exterior: brick veneer with terra-cotta and wood detailing

Chimneys: centrally located

Current Use: industrial and administrative

Original Use: industrial

Date of Construction: 1890-1913



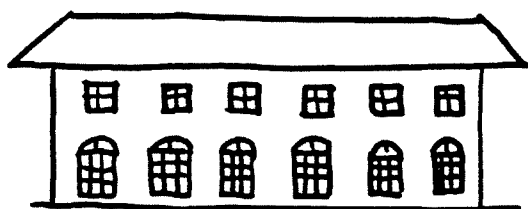
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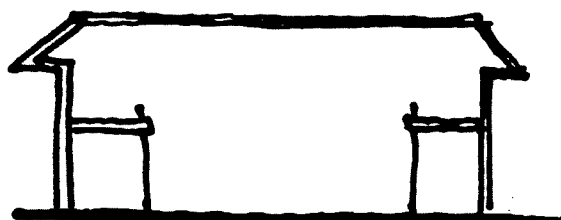


Circa 1890-1913

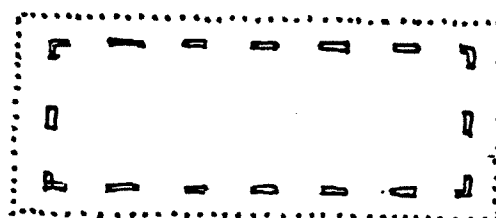
elevation



section



plan



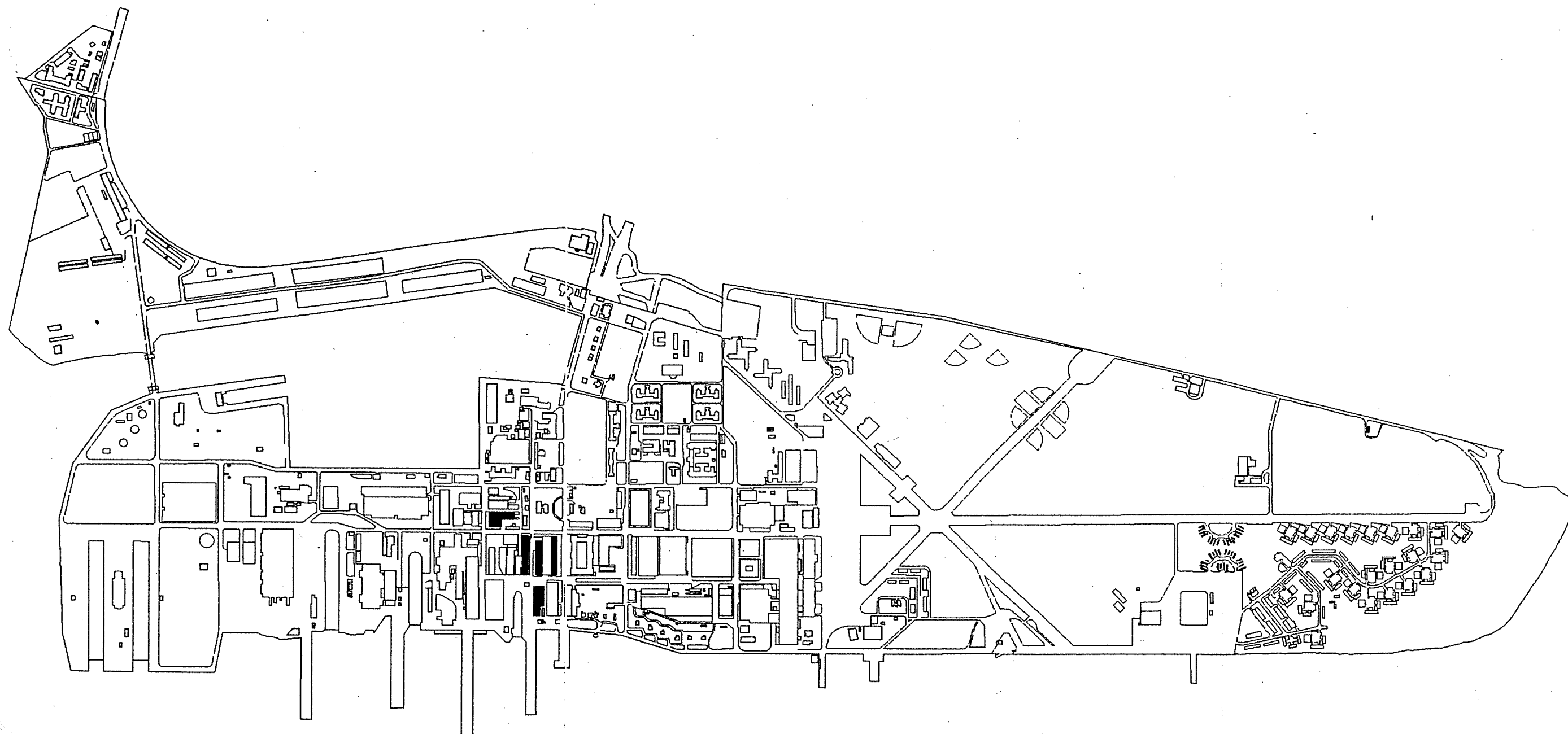
Building Typology 5

Philadelphia Naval Yard

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BUILDING TYPOLOGY 5
Philadelphia Naval Yard

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TPOLOGY # 6

Roof: pitched with light monitor

Fenestration and openings: usually large banded windows, light monitor on roof; large sliding doors

Plan: open with interior columns

Structure: steel frame

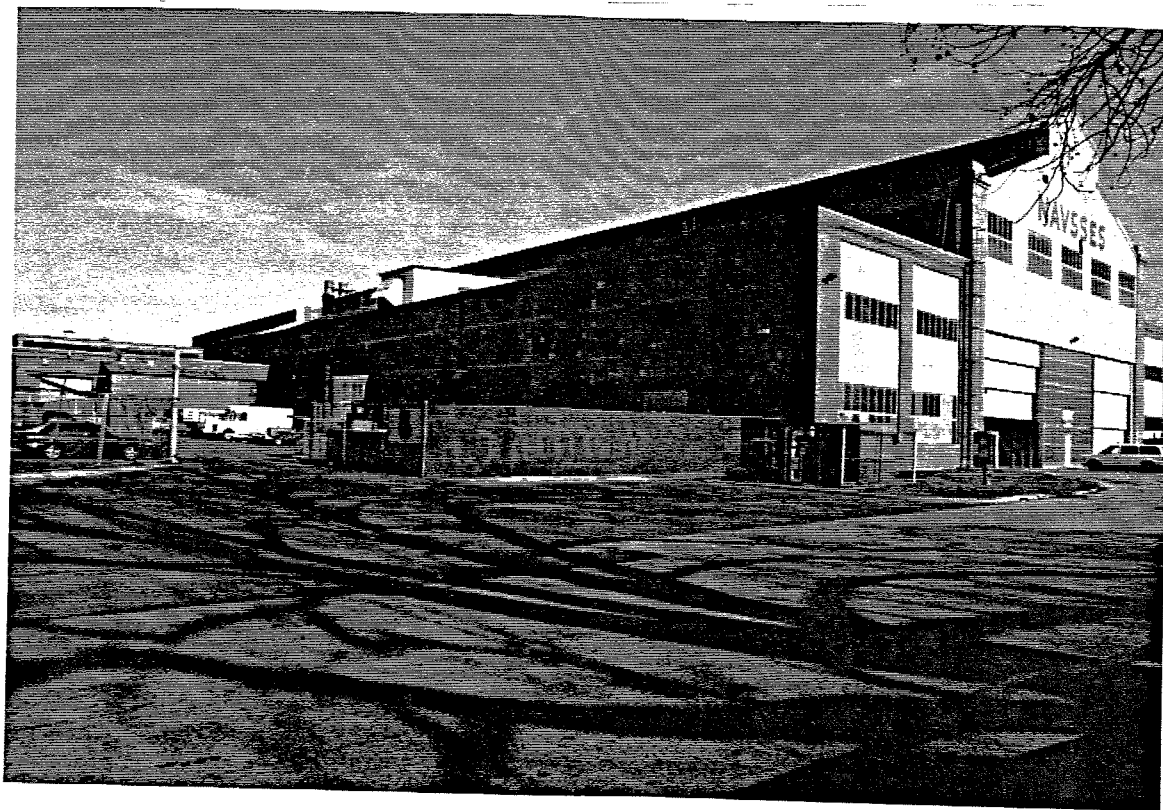
Exterior: metal or brick veneer and metal

Chimneys: none

Current Use: industrial

Original Use: industrial

Date of Construction: 1913 - 1921



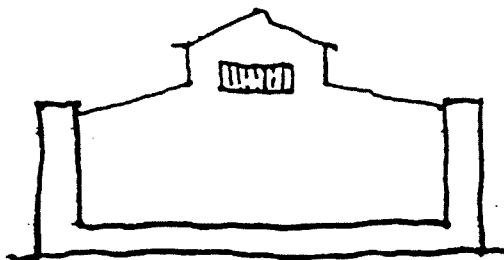
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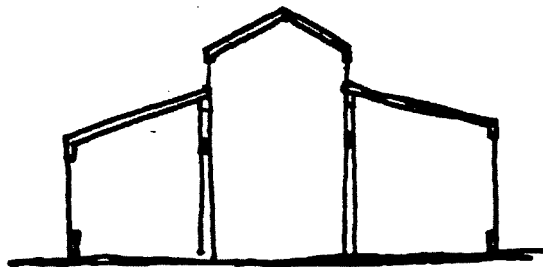


Circa 1913-1921

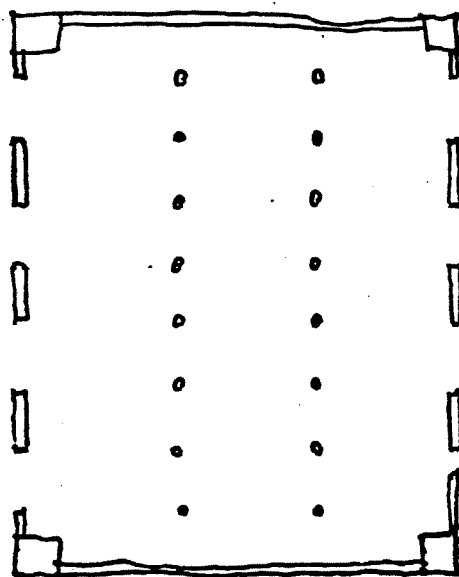
elevation



section



plan



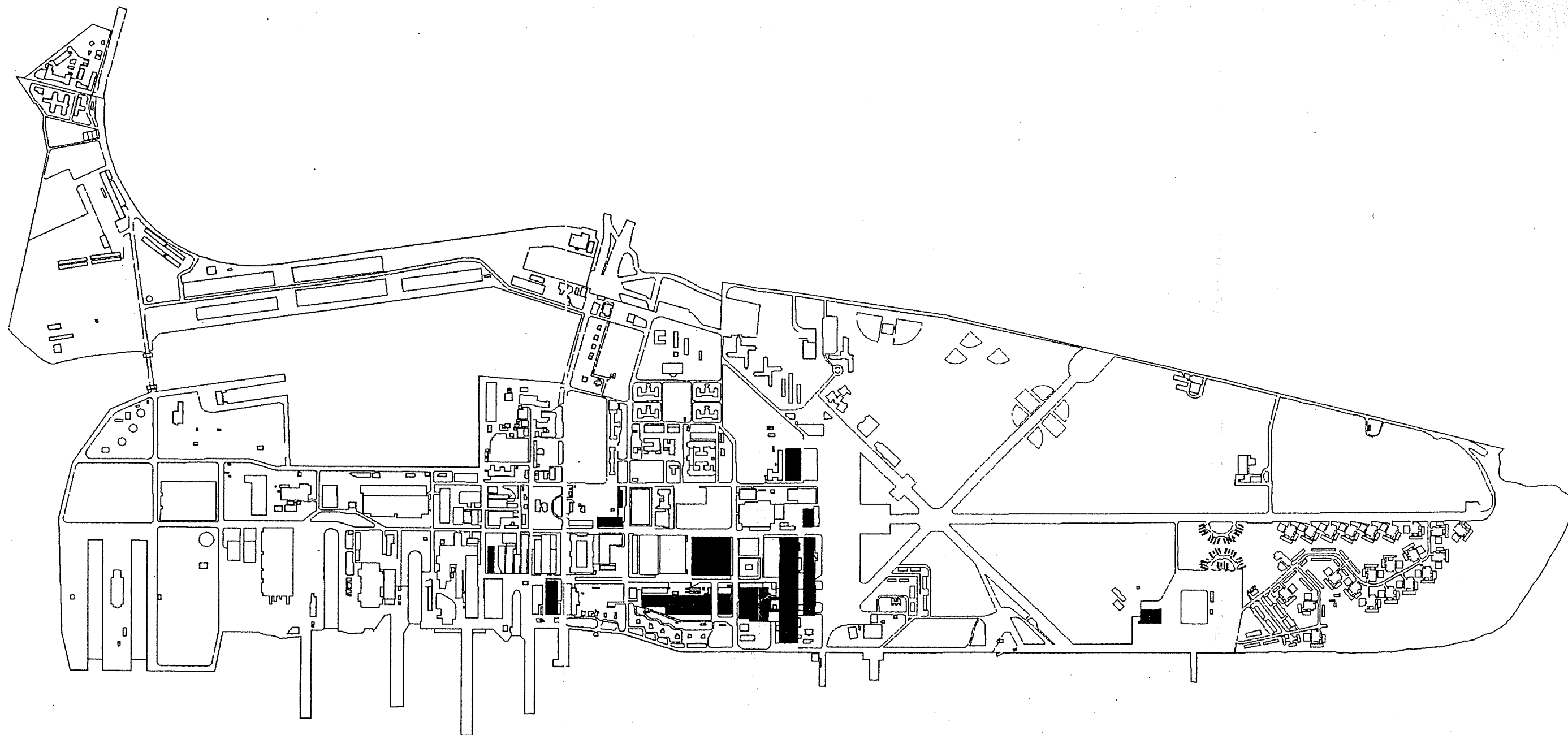
Building Typology 6

Philadelphia Naval Yard

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Fall 1993



**) drawings not to scale*



BUILDING TYPOLOGY 6
Philadelphia Naval Yard

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TYOLOGY # 7

Roof: flat, sloped or pitched

Fenestration and openings: square framed windows and doors, varied sizes

Plan: open

Structure: steel or wood framed; load bearing masonry

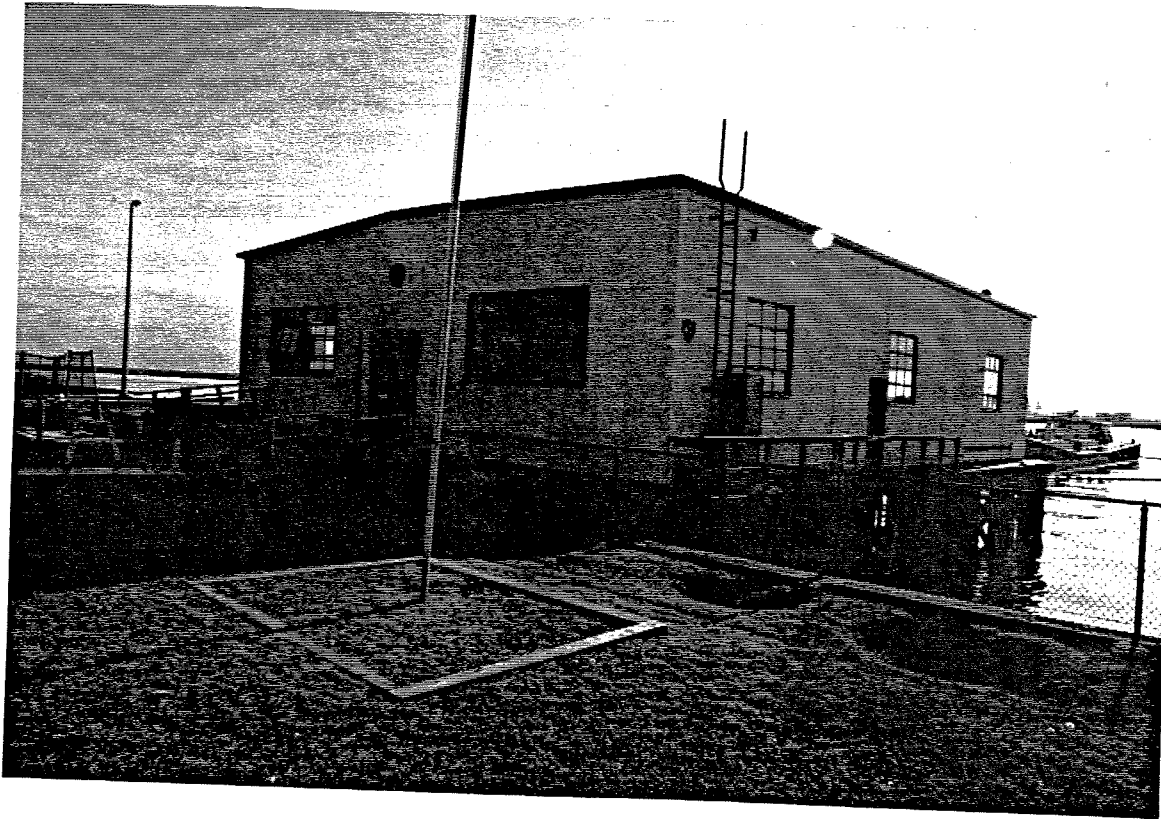
Exterior: metal cladding and brick veneer; concrete block

Chimneys: none

Current Use: industrial

Original Use: industrial

Date of Construction: 1921- 1965



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Circa 1921-1945
1965

elevations

sections

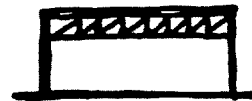
A



B



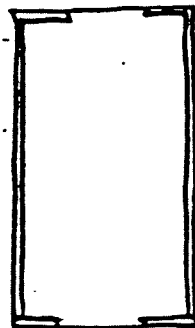
C



D



plan



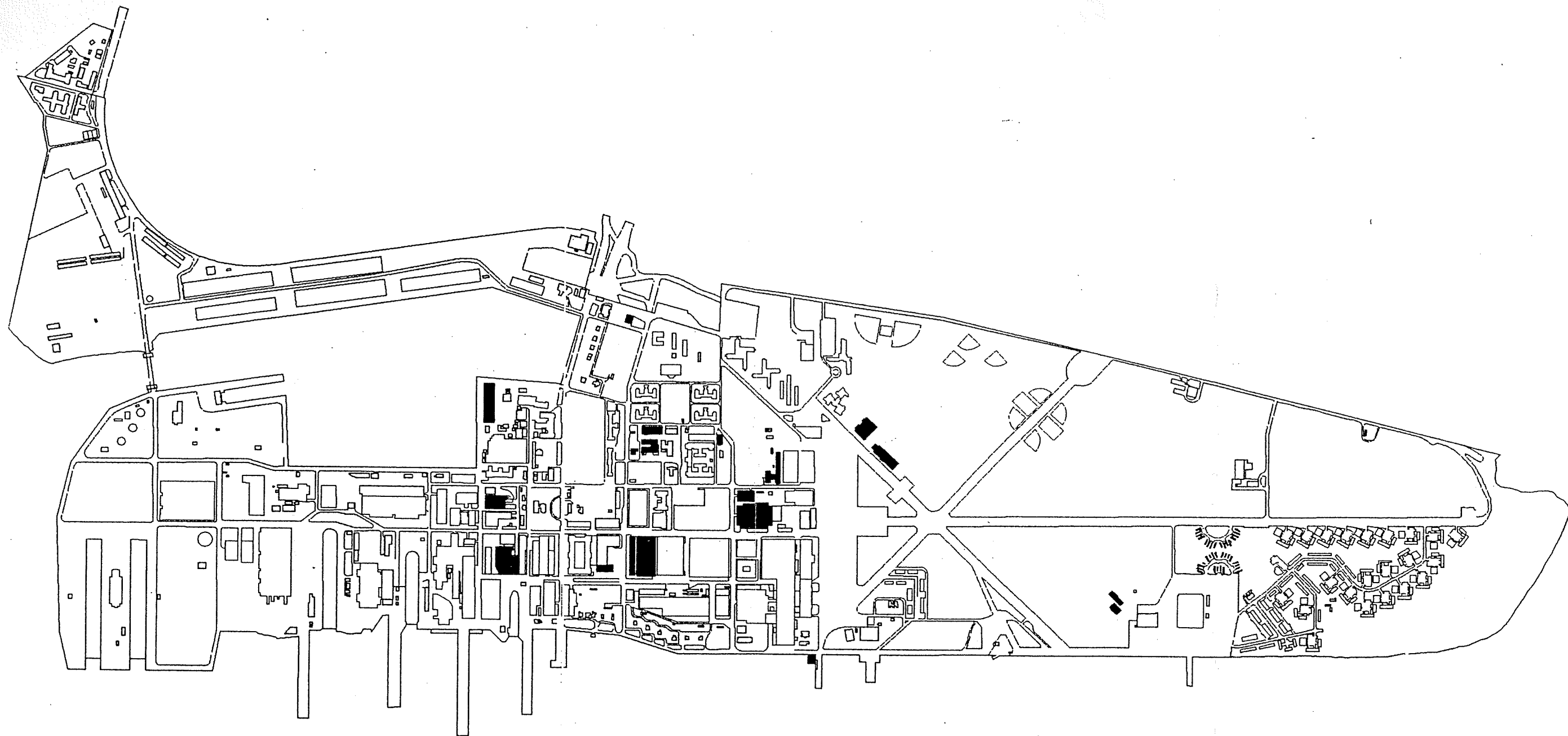
Building Typology 7

Philadelphia Naval Yard

University of Pennsylvania
Program in Historic Preservation
Fall 1993

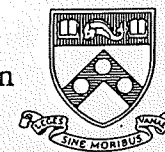


**Drawings not to scale*



BUILDING TYPOLOGY 7
Philadelphia Naval Yard

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Fall 1993



TYOLOGY # 8

Roof: flat or sloped

Fenestration and openings: square framed windows and doors, varied sizes

Plan: open, single story

Structure: masonry

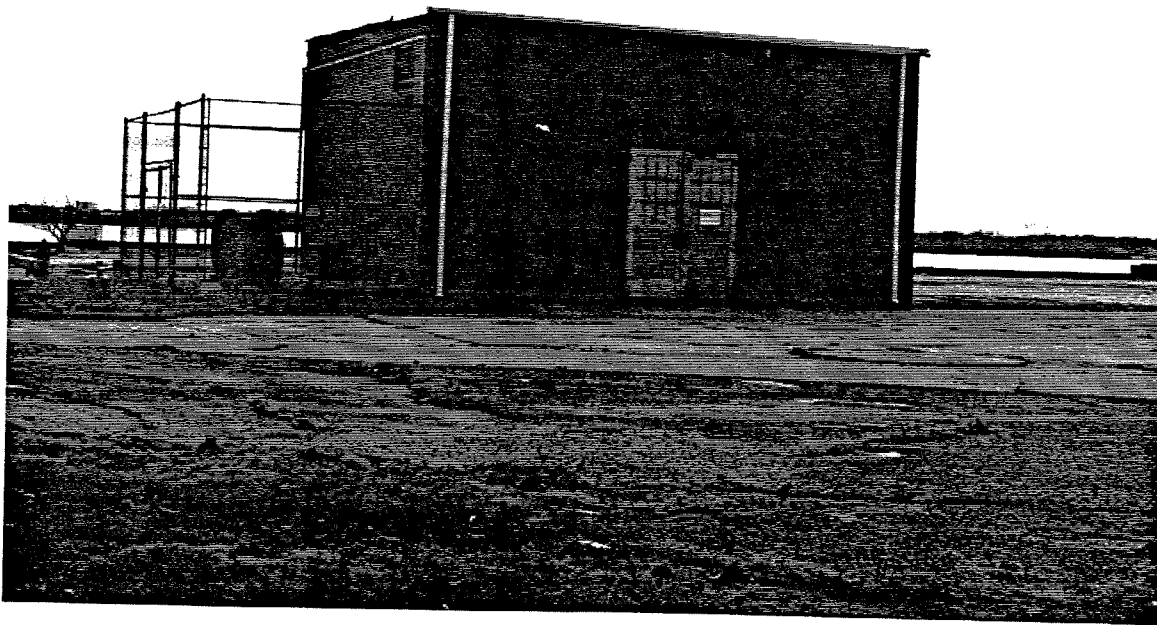
Exterior: masonry

Chimneys: none

Current Use: industrial

Original Use: industrial

Date of Construction: present



Building Typology

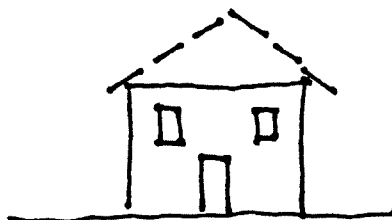
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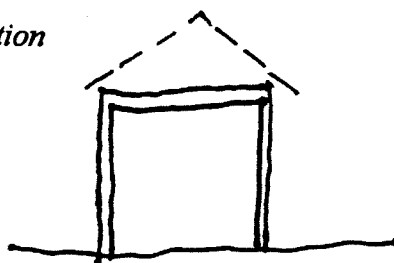


Present

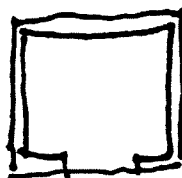
elevation



section



plan



Building Typology 8

Philadelphia Naval Yard

University of Pennsylvania
Program in Historic Preservation
Fall 1993



**Drawings not to scale*

TPOLOGY # 9

Roof: pitched

Fenestration and openings: square framed windows and doors

Plan: attached units, two story, garage on street level

Structure: wood framed

Exterior: aluminum and wood cladding

Chimneys: none

Current Use: residential

Original Use: residential

Date of Construction: 1965-present



Building Typology

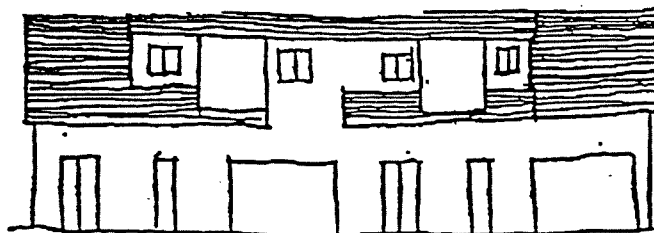
Philadelphia Naval Yard

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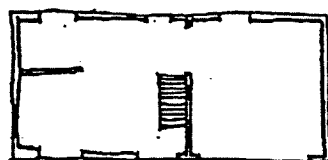


Circa 1965-present

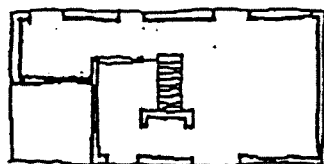
elevation



plan

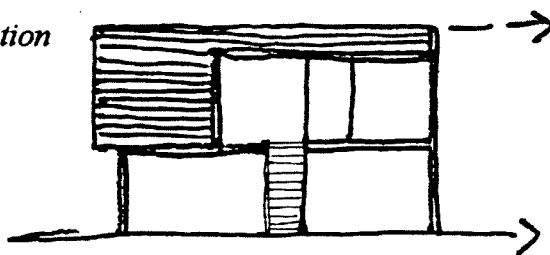


First Floor



Second Floor

section



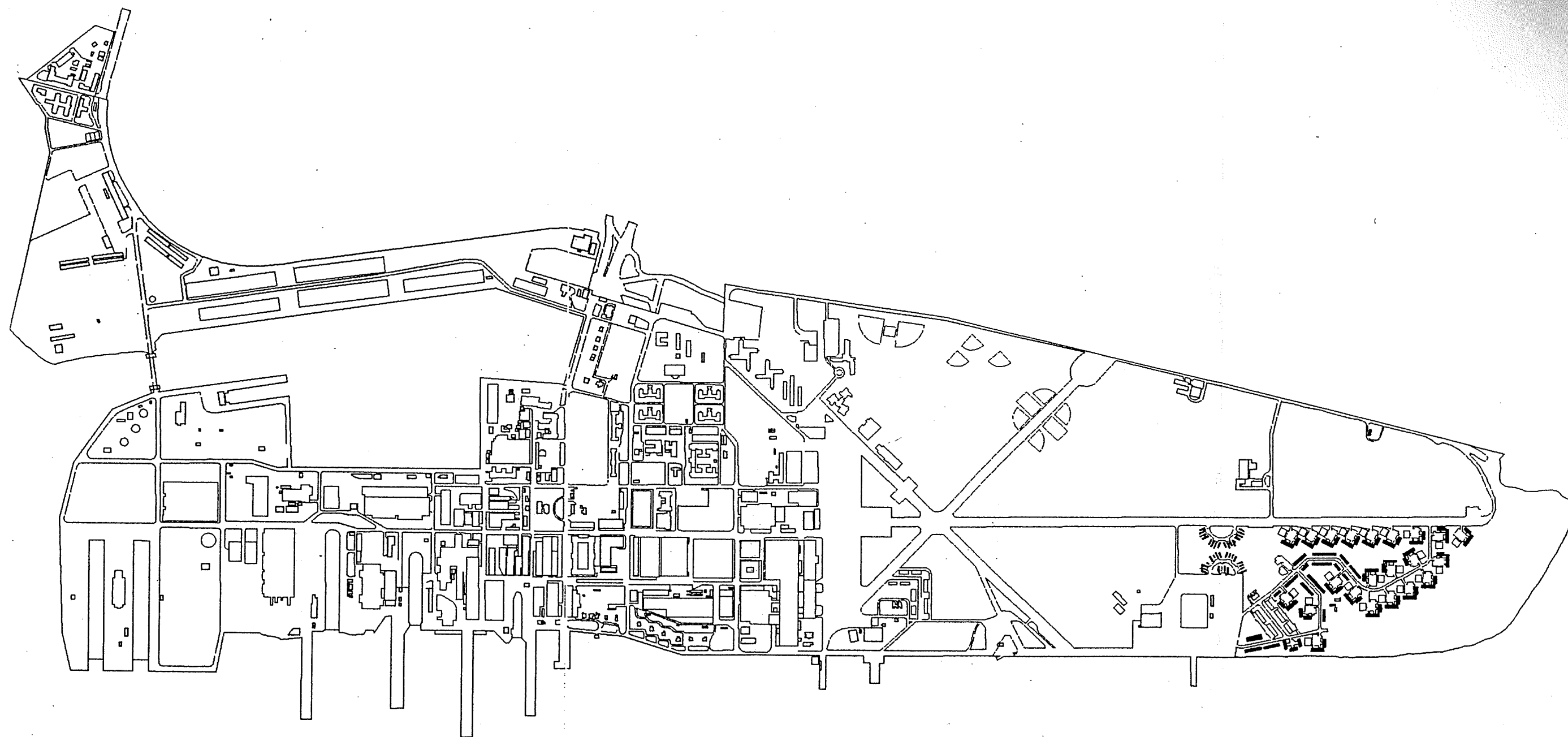
Building Typology 9

Philadelphia Naval Yard

University of Pennsylvania
Program in Historic Preservation
Fall 1993




**Drawings not to scale*



BUILDING TYPOLOGY 9
Philadelphia Naval Yard

University of Pennsylvania
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Fall 1993



TPOLOGY # 10

Roof: slightly sloped with modified mansard

Fenestration and openings: square frame windows and doors

Plan: attached units, two story, garage in rear

Structure: wood framed

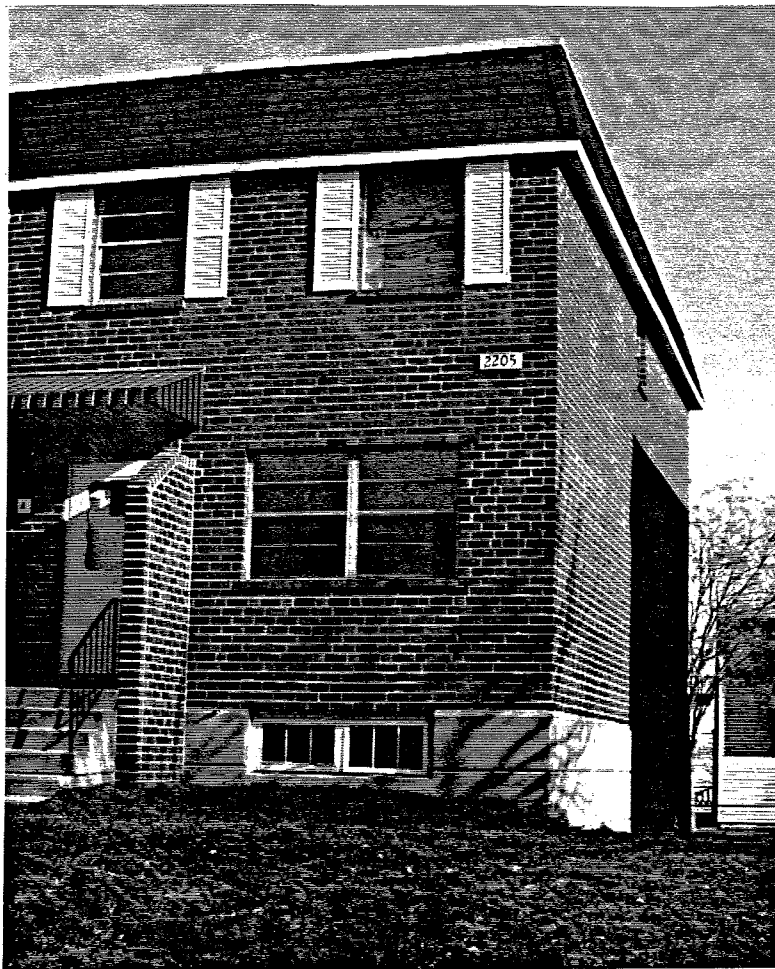
Exterior: brick veneer

Chimneys: none

Current Use: residential

Original Use: residential

Date of Construction: 1945-1965



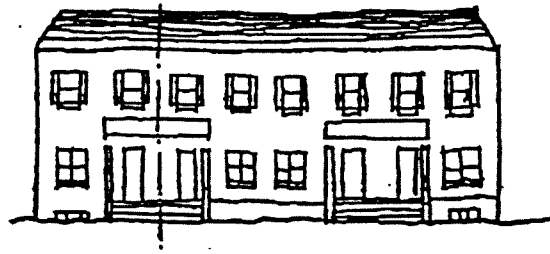
Building Typology Philadelphia Naval Yard

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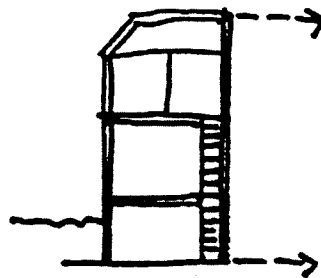


Circa 1945-1965

elevation



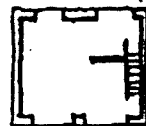
section



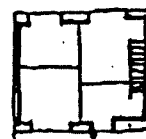
plan



Basement



First Floor



Second Floor

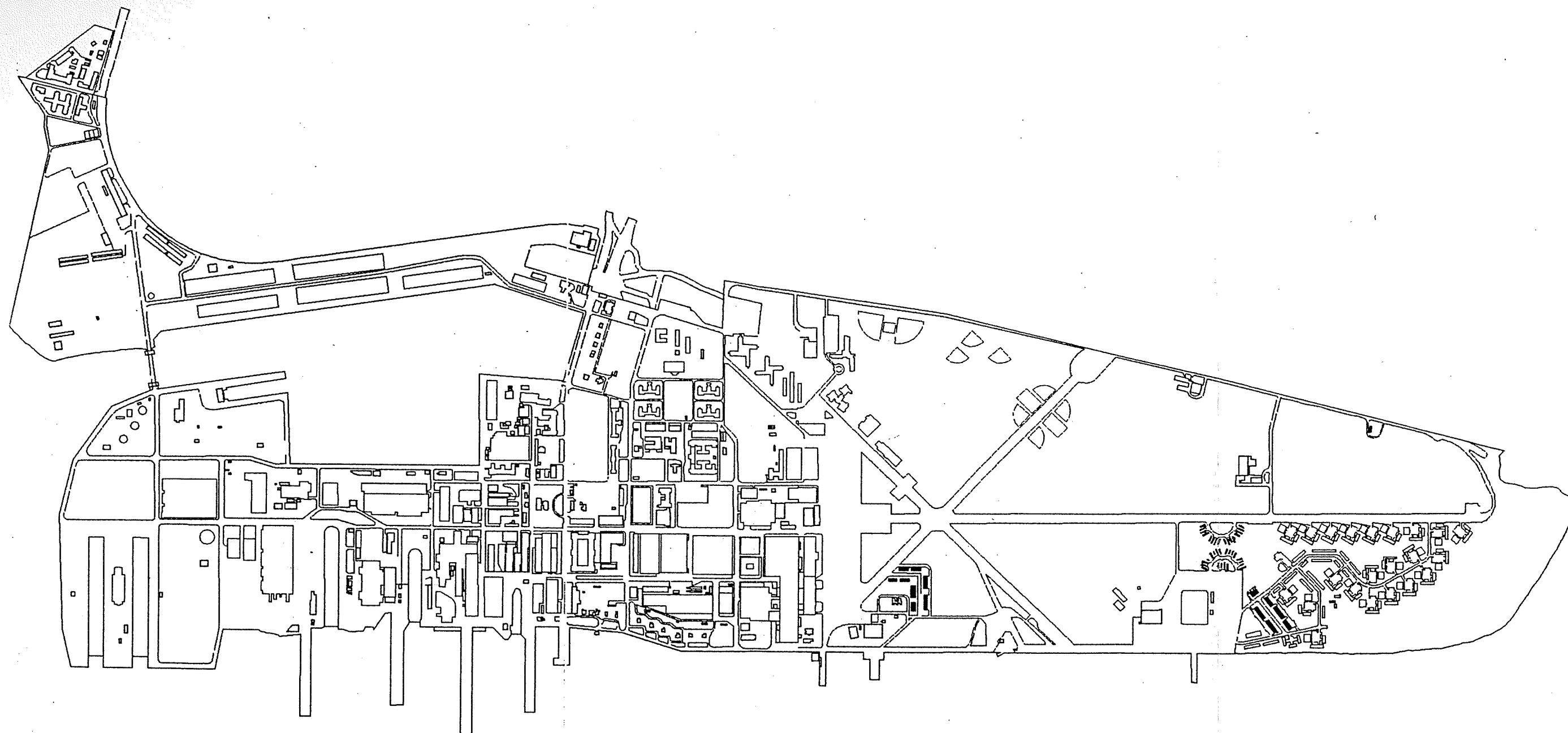
Building Typology 10

Philadelphia Naval Yard

University of Pennsylvania
Program in Historic Preservation
Fall 1993



**Drawings not to scale*



BUILDING TYPOLOGY 10
Philadelphia Naval Yard

University of Pennsylvania
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Fall 1993



TPOLOGY # 11

Roof: flat

Fenestration and openings: square frame windows and doors

Plan: central corridor; multi unit; multi-story

Structure: steel frame

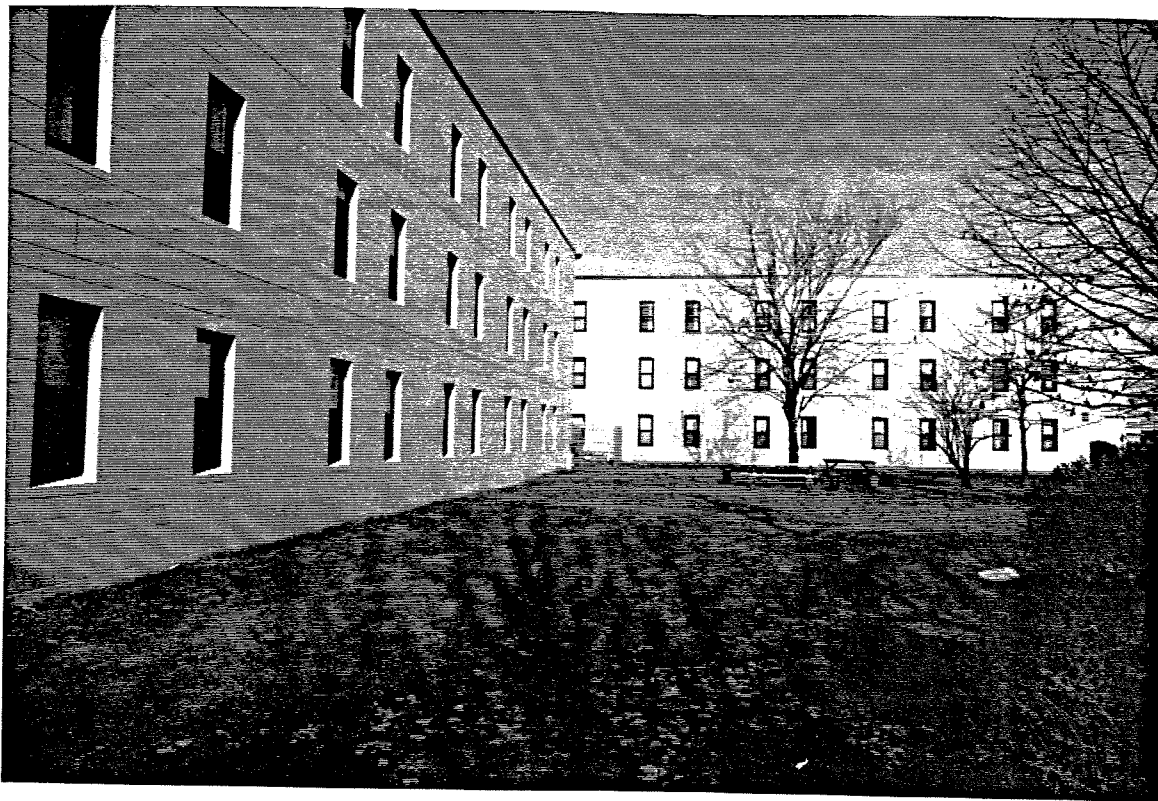
Exterior: exposed aggregate concrete

Chimneys: none

Current Use: residential

Original Use: residential

Date of Construction: 1965-present



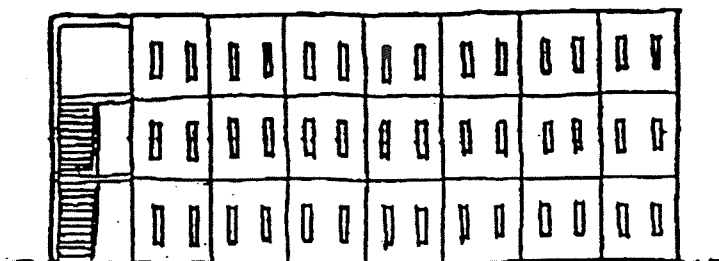
Building Typology Philadelphia Naval Yard

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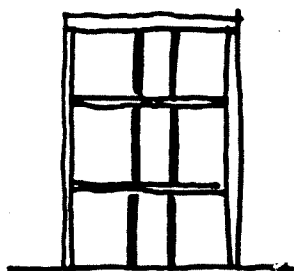


Circa 1965-present

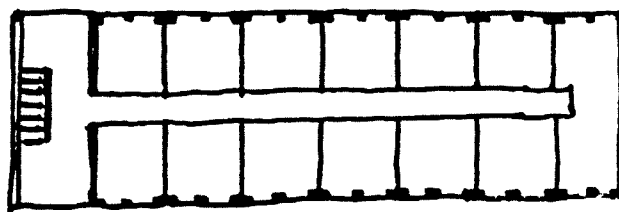
elevation



section



plan



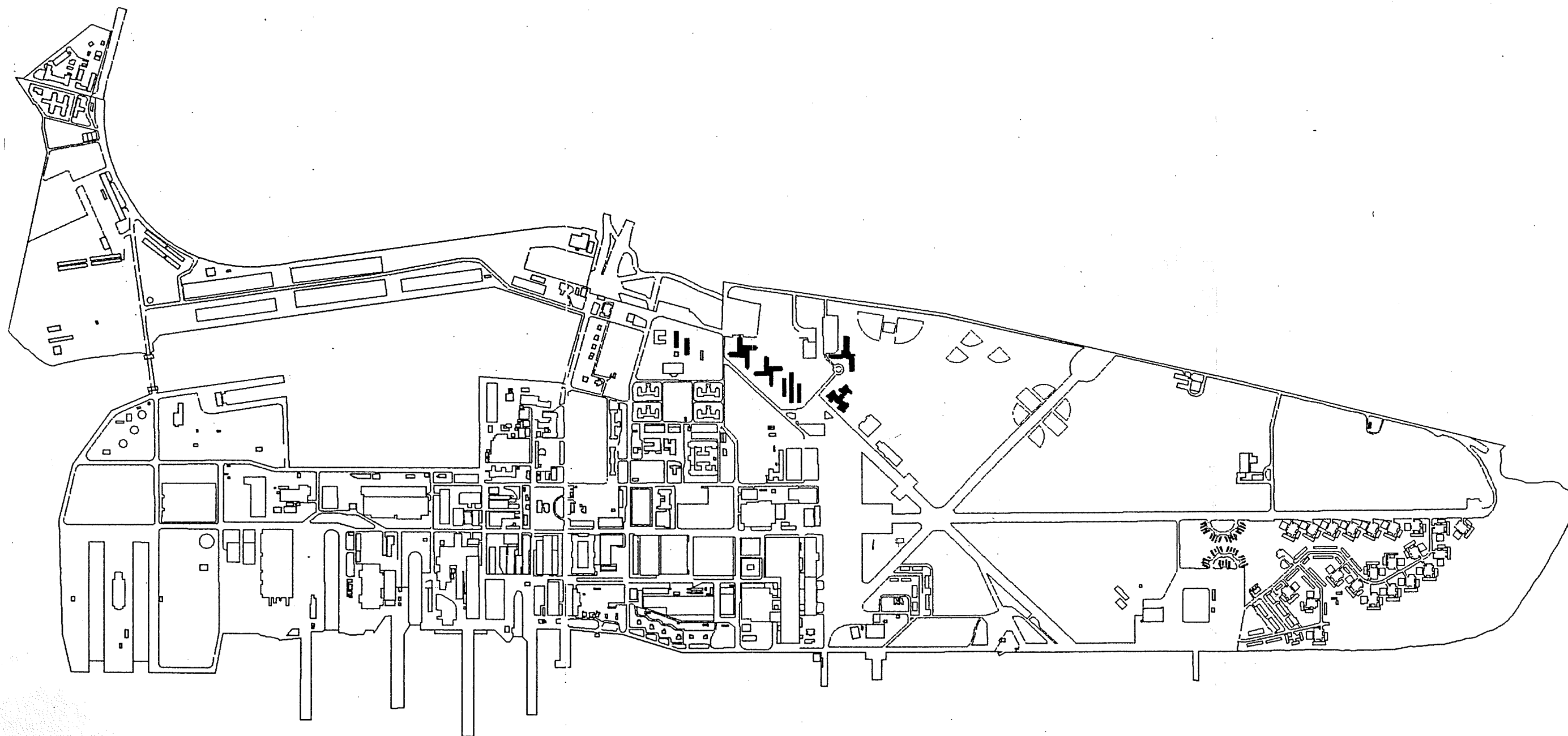
Building Typology 11

Philadelphia Naval Yard

University of Pennsylvania
Program in Historic Preservation
Fall 1993



**Drawings not to scale*



BUILDING TYPOLOGY 11
Philadelphia Naval Yard

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TPOLOGY # 12

Roof: pitched, hipped

Fenestration and openings: generally square frame windows and doors

Plan: generally two stories; varied arrangement, generally small rooms on each floor,

Structure: wood framed

Exterior: brick veneer, wood cladding

Chimneys: centrally located

Current Use: residential

Original Use: residential

Date of Construction: 1890-1913



Building Typology

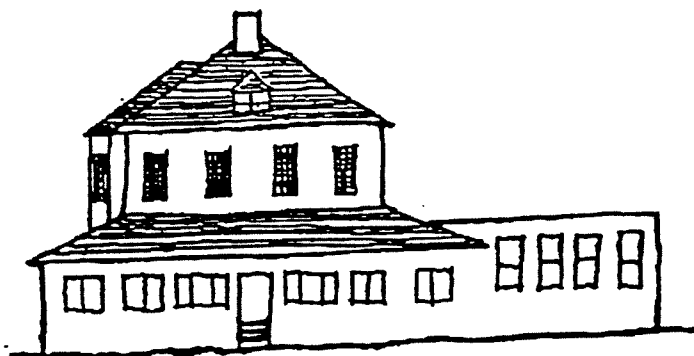
Philadelphia Naval Yard

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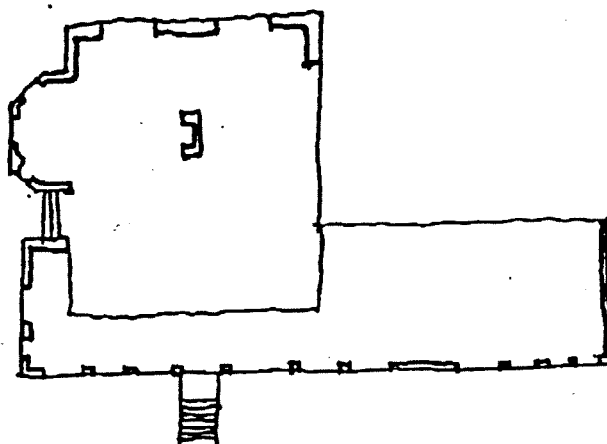


Circa 1890-1913

elevation



plan



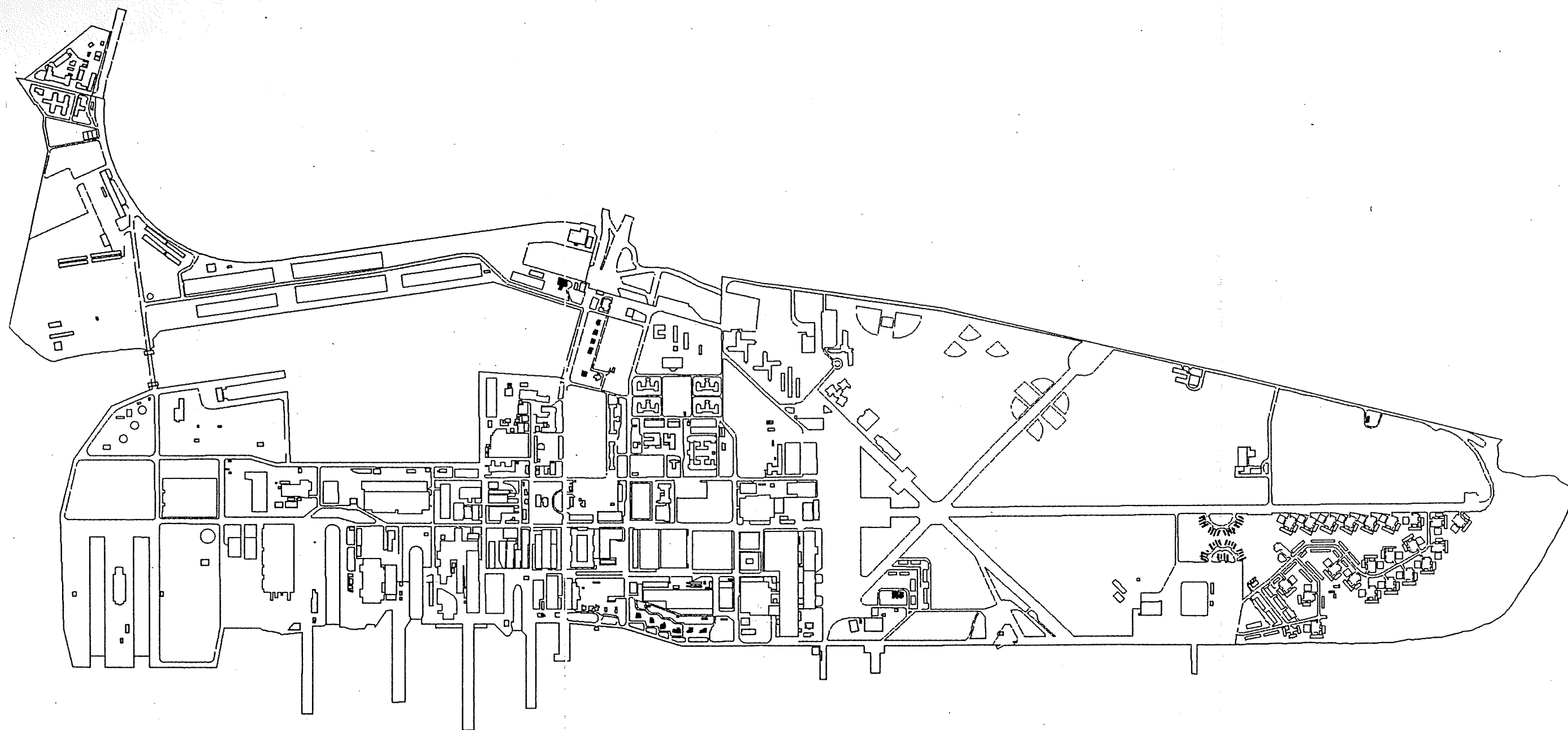
Building Typology 12

Philadelphia Naval Yard

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Fall 1993



**Drawings not to scale*



BUILDING TYPOLOGY 12
Philadelphia Naval Yard

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TPOLOGY # 13

Roof: flat

Fenestration and openings: generally square frame windows and doors

Plan: open; single story; mobile home

Structure: metal frame

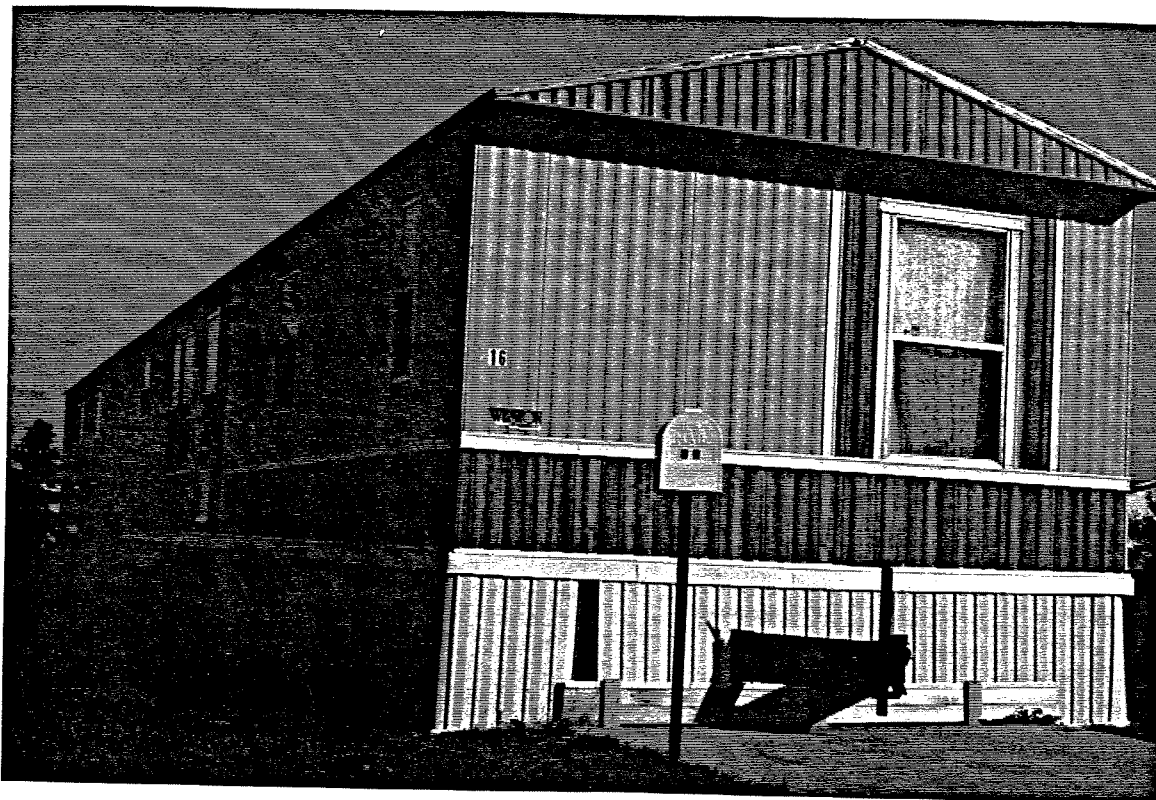
Exterior: generally metal cladding

Chimneys: none

Current Use: residential

Original Use: residential

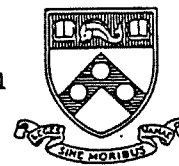
Date of Construction: 1965-present



Building Typology

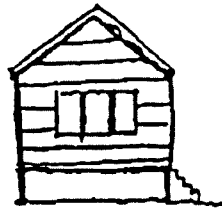
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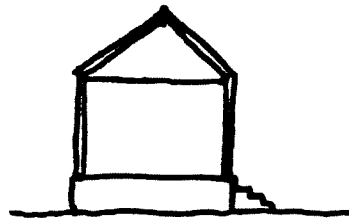


Circa 1965-present

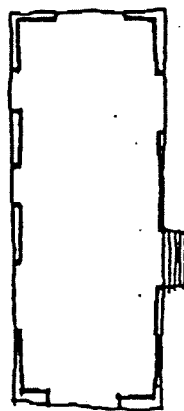
elevation



section



plan



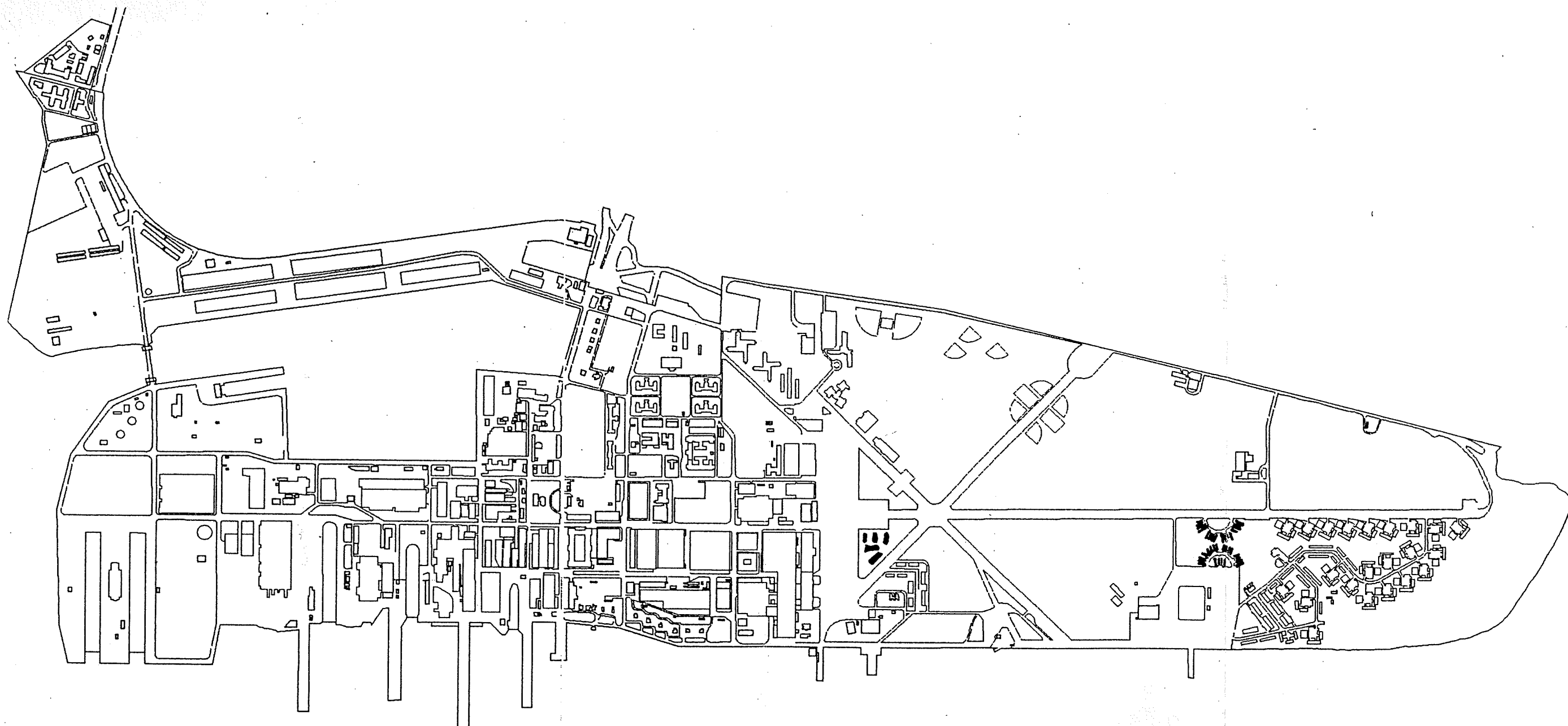
Building Typology 13

Philadelphia Naval Yard

University of Pennsylvania
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Fall 1993



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BUILDING TYPOLOGY 13
Philadelphia Naval Yard

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TYOLOGY # 14

Roof: pitched

Fenestration and openings: generally square frame windows and doors

Plan: multi-story; subdivided into units; central corridor

Structure: wood or metal structure

Exterior: wood cladding

Chimneys: none

Current Use: residential

Original Use: residential

Date of Construction: 1921-1945



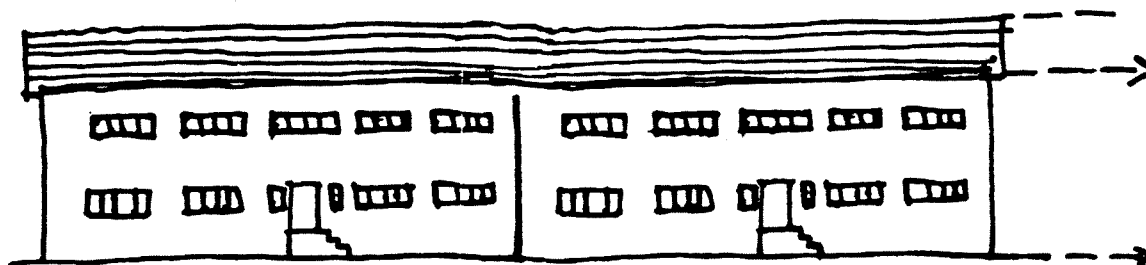
Building Typology Philadelphia Naval Yard

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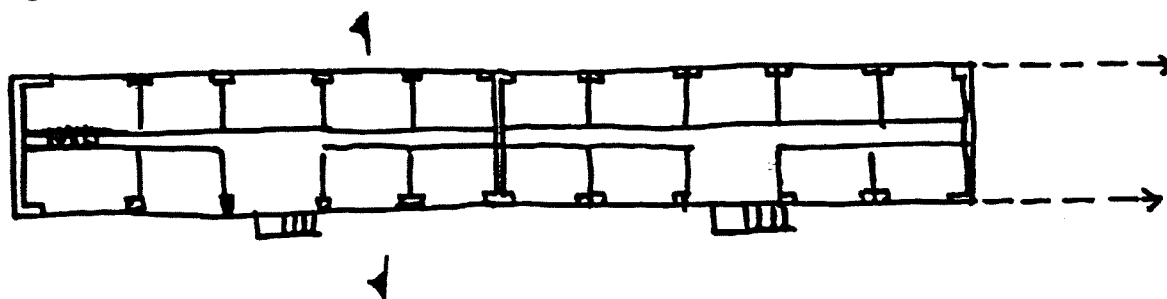


Circa 1921-1945

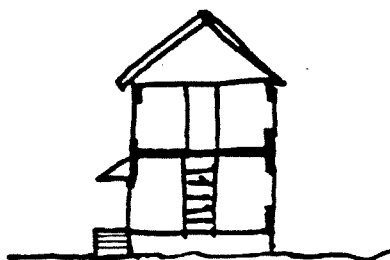
elevation



plan



section

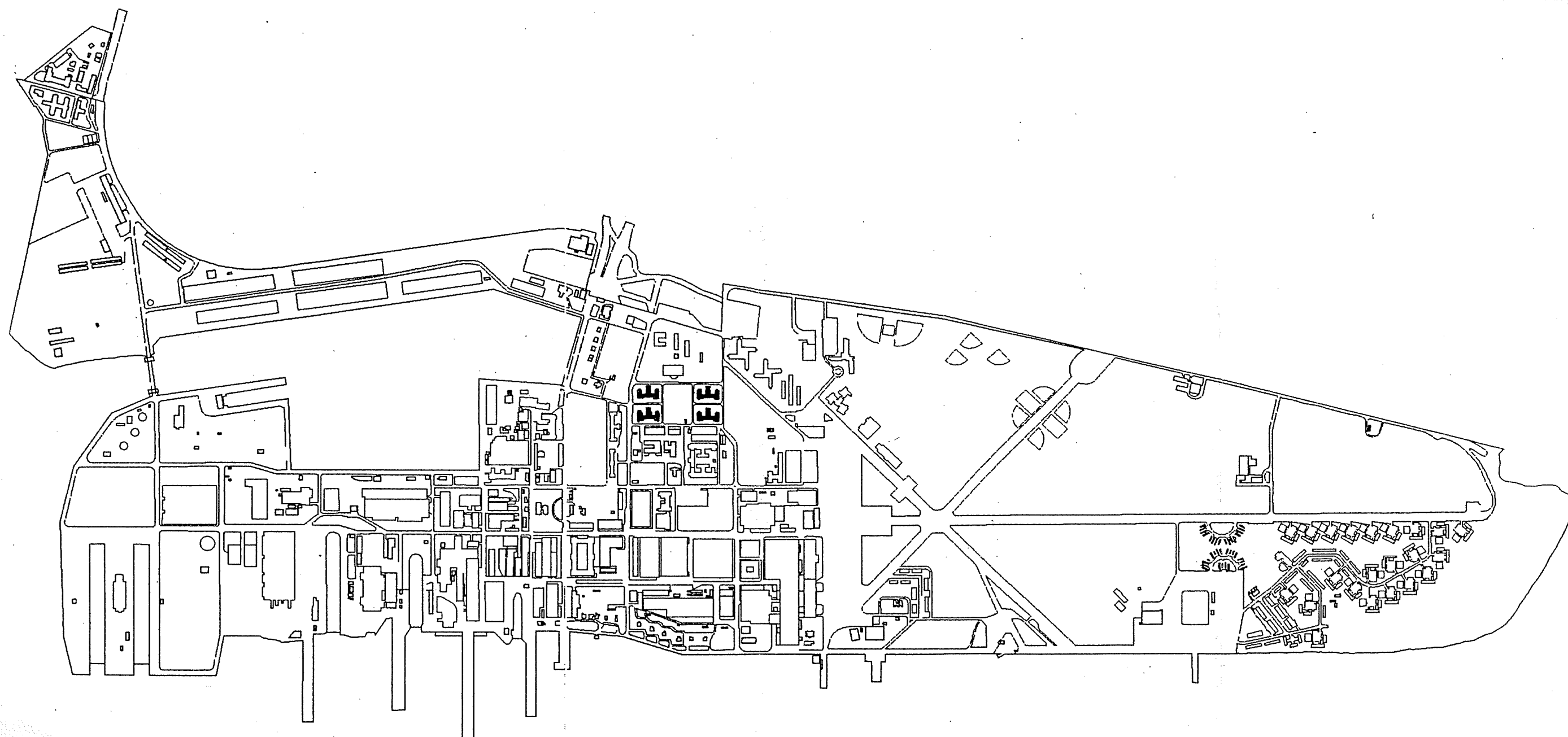


Building Typology 14 Philadelphia Naval Yard

University of Pennsylvania
Program in Historic Preservation
Fall 1993




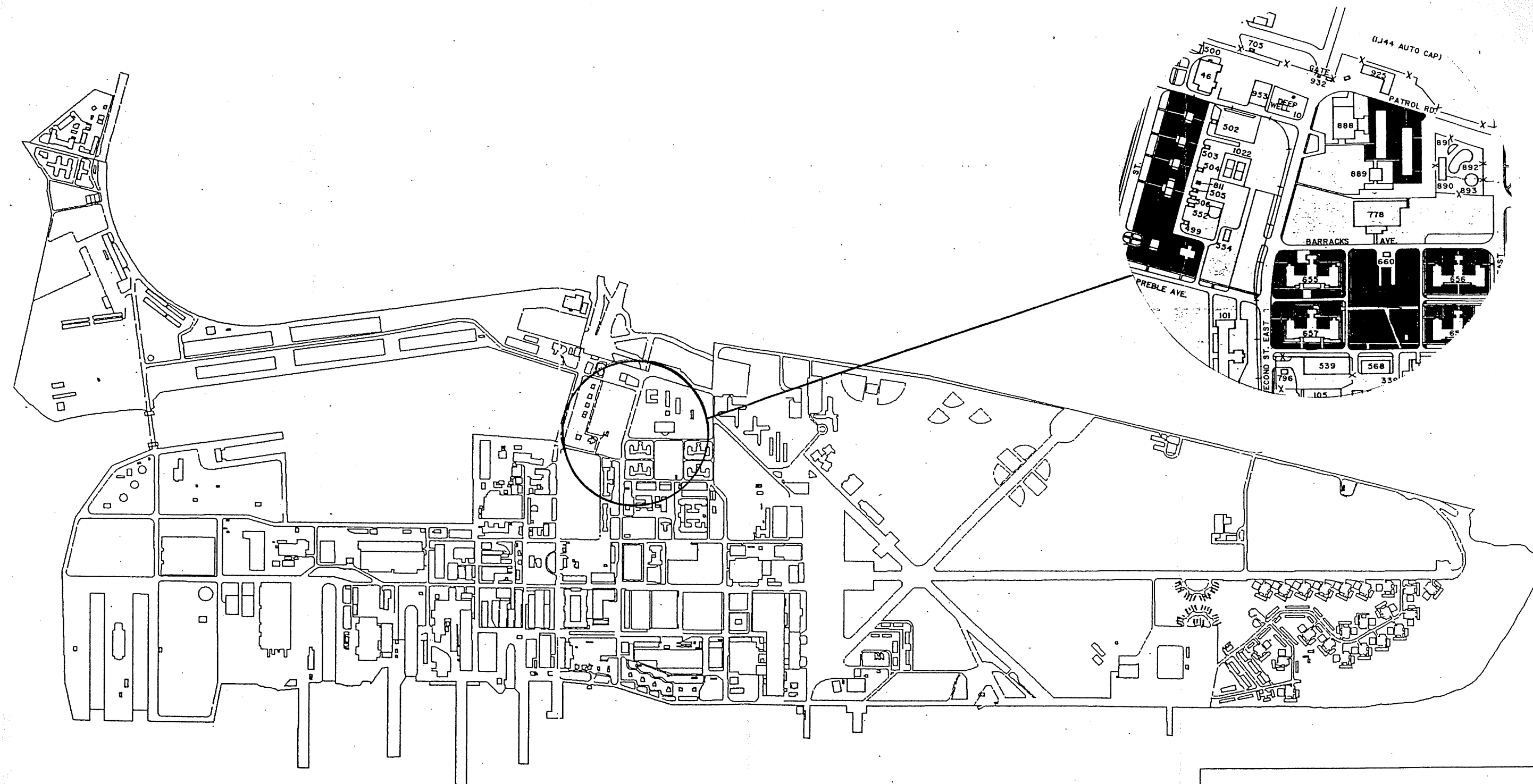
**Drawings not to scale*



BUILDING TYPOLOGY 14
Philadelphia Naval Yard

University of Pennsylvania
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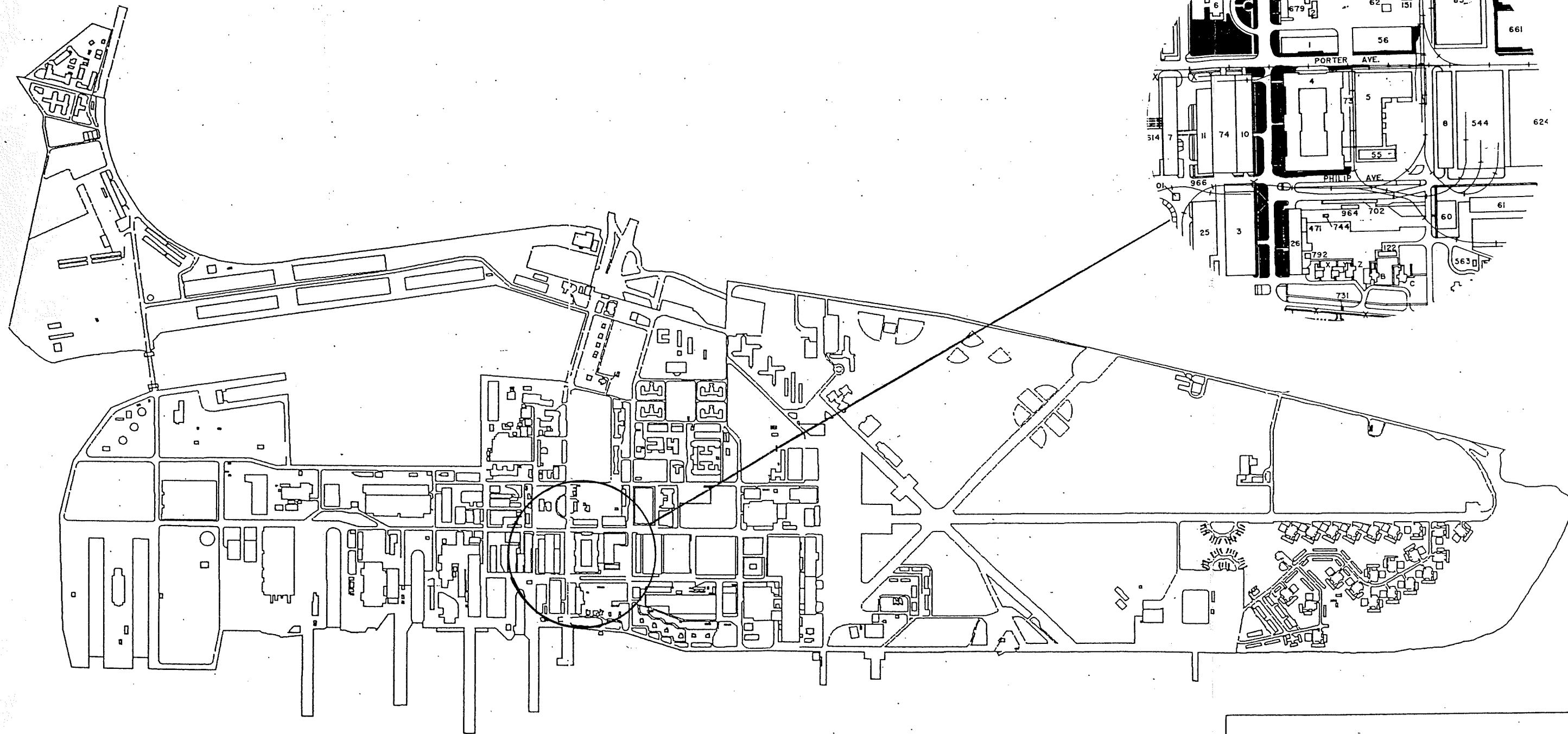


Sample Area of Residential Open Space Typology

RESIDENTIAL SPACE Philadelphia Naval Yard

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Fall 1993

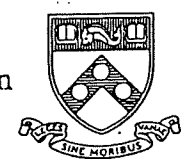


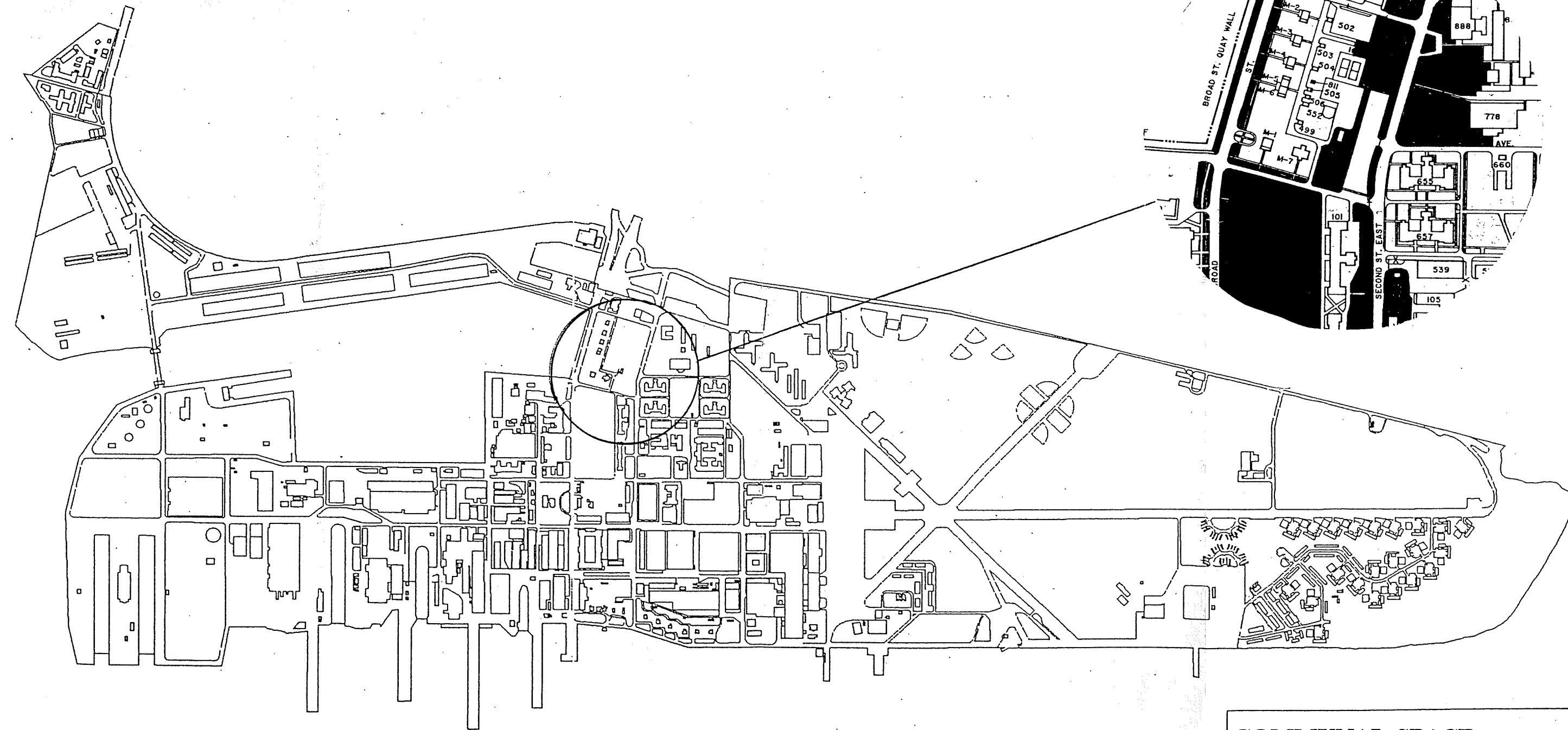


Sample Area of Institutional/Adminitrative Open Space Typology

INSTITUTIONAL SPACE Philadelphia Naval Yard

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Sample Area of Communal Open Space Typology

COMMUNAL SPACE
Philadelphia Naval Yard

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Fall 1993



DESIGN PROBLEMS

REGIONAL CONTEXT

Every effort should be made to utilize the vast existing resources on League Island. To a great extent, the typical "design" problem on League Island would involve investigating which existing buildings are most appropriate for a certain use, with respect to their structural systems, spatial organization, materials, location, etc. This premise does not exclude the construction of new buildings, it merely requires that existing resources be "remade" whenever and wherever possible. In the effort to take advantage of the existing resources on the island, design problems would most often involve the remaking (adaptations, additions, and modifications) of the existing buildings and structures.

Specific Design Problems which Require Investigation:

⇒ Interventions along the "built edge" east of Broad Street, at the western edge of Mustin Field.

⇒ Toxic clean-up and areas of remediation (Where would they occur? How can they become a part of the whole?)

⇒ Establish links between League Island and surrounding areas:

Broad Street subway line (station and kiosk)

Ferry to New Jersey

Water buses linking League Island with the Philadelphia Airport, Penn's Landing, and 30th Street Station

⇒ Remaking of part of the Delaware River waterfront with the following design elements:

Ferry Terminal

Waterbus Terminals mentioned above

City Nursery, with outbuildings as required

Community gardens

PHYSICAL TYPOLOGIES

☐ Proposals for Design Problems: Philosophy/Methodology

☐ The industrial sites west of Broad Street were not addressed in this exercise, acknowledging that the Navy will retain them after withdrawing from the rest of League Island. This does not entirely preclude the use of those areas for design problems, but it does mean that more useful exercises direct attention to those areas of the island that might actually experience change.

- ☐ The Preservation Planning Studio is eager to develop design problems that test the preservation proposals developed this semester. Those proposals specifically address preservation in a design context, with an emphasis on the thoughtful management of change across League Island.
- ☐ Ideas for design problems intentionally direct attention first to those areas of the island that are least sensitive architecturally. This generally focuses design exercises on the areas of existing housing across the base.
- ☐ The challenge to pose design problems in a vacuum (created as a result of having no overall sense of the future program for the island) led to a natural conflict. The future use of the site is largely the determinant of the economic importance of the existing building resources. For example, if the general program is determined to be recreational or retail development of the waterfront (modeled on Baltimore's Inner Harbor) then the existing row housing and mobile homes are of negligible value as structures available for adaptive use. If, however, the planned development of the island is targeted as a professional campus dedicated to bio-medical research and medical care, then the existing housing becomes a viable resource for long-term patient housing, or low-income worker residences. Recognizing that there is, as yet, no general direction planned for the site, these constraints have been set aside in order to concentrate on the fact that, as a studio exercise, any design is open for consideration.
- ☐ Earlier Typological Analysis naturally led to suggested re-design of groups of existing structures. These problems incorporate constraints such as retaining broadly defined features of the existing structures, while developing new structures.
- ☐ A final approach sets aside specific prescriptions by listing problems on the site. Simply noting that the water access is underutilized or that the paving is excessive should drive obvious design opportunities, while leaving the specifics of micro-site selection and prescription to each designer's imagination.

Design Problems

East End: Re-develop or design housing, maintaining existing density/# of units. Demolition is permitted. Emphasis to be placed on improving circulation & access to water. Extend the boundary of the area to include the perimeter patrol road.

Redesign Type 3F: Consider circulation with respect to the runway. Enhance waterfront access. Incorporate local contextual relationship.

Paved Space: Evaluate existing hard surfaces (pavement/parking). Evaluate the need for them. Consolidate and redesign.

Redesign Types 3A, 3B, 3C, 3E, 3F: Wherever they currently exist, redesign — maintaining existing location, density, character, # of units, cost range, & green space relationship. Acknowledge water & local context.

Referring to entry above...do the same *but* you are permitted to consolidate or relocate structures for a cohesive site/development.

Consider Building # 653: Create a contemporary urban service sector to serve the East end residences (day care, grocery, dry cleaning, etc.)

Air Field Runway: Working with the existing air runway tarmac, redesign to incorporate auto transport in addition to recreational/pedestrian spaces (Bike path, hike way, etc.)

Transition Design (Built to Un-built Space... West to East): Create/Design a transition along the "border" running roughly from Building #527 on a southern pier to the 4th St. East gate with consideration to density, view sheds, and the shift from built to unbuilt environment.

Redesign Housing: Redesign #972, 973, 1005, 1006, 1007, 998, 974, 997, 981.

Site Problems to Consider:

- There is NO topographical variation.
- There is too much pavement.
- There is not enough access to water.
- The buildings are too dispersed-not amalgamated.
- There is not enough link from one area to the next.
- Water access is underdeveloped.
- Land and water may be toxic.

FUTURE INVESTIGATIONS

HISTORICAL DEVELOPMENT

❑ Existing Property Transfer Mechanism

One criticism of the current transfer of surplus property system is that municipalities are given unfair advantage in the bidding process. They are currently able to submit a proposal and have it accepted before any private party is notified of the GSA's intent to sell. While the close relationship between federal and local government is understood, as is the desire of the federal government to offer aid and assistance to municipalities, it also begs the question: are the best interests of the property, and by extension the citizens, being served? While the GSA and National Park Service professionals are aware of existing trends of growth management and development proposals there is the possibility under the existing system that a great private sector plan is never seen because the city's proposal is accepted before and private sector bids are solicited.

One alternative would be to allow the local municipalities and private development interests to compete on somewhat equal footing. At the same stage in the process that local municipalities are invited to submit proposals and statement of intent for property, a sealed bid with accompanying plan could be submitted by private developers. The GSA through the Park Service or some governmental agent could clearly delineate under what conditions the land would be transferred and place restrictions and covenants as they deemed appropriate to guide these plans. If the municipality can show that their proposal is competitive and feasible then they could receive the land through appropriate transfer method. If however, the municipality's plan is not competitive, in terms of planning quality and/or feasibility, the land would be sold to the private developer. This is one method that the federal government could use to encourage the municipality to develop a thoughtful plan.

PHYSICAL TYPOLOGIES

As a result of several constraints and the inconsistency with which the base was studied, there are areas that still need further investigation. The following recommendations put forth reflect a concentration on typological analysis.

1. A contextual study of the base and surrounding region should be done with attention paid to the following areas:

⇒ A comprehensive understanding of the correlation of the development of the building typologies on and off the base, with relation to the development of building materials.

⇒ A study of the relationship between the building typologies and the materials used for the Navy's own shipbuilding. Was the Navy innovative in transposing shipbuilding materials and construction to their own built environment?

2. The base was limited in terms of access to the interior of the buildings. Most of the plans and structural understanding are hypothetical. We suggest a developed typology for each of the 14 already established in this report, with greater knowledge of the core of the structure.

3. A detailed conservation and maintenance plan should be developed for each structure on the site.
4. A study of the open space typology for the hard surfaces on the base with a distinction between areas associated with a structure and those not associated with a structure.
5. An expansive investigation of the open space typologies for the entire site, based on those established in this report.
6. The island contains a large amount of paved surface and further investigations should determine if this is the most appropriate use for this space and suggest alternatives.
7. A study of the regional extant zoning laws and bylaws should be studied and their applicability to the Naval Complex must be considered.