

March 2019

EXECUTIVE SUMMARY

Key Recommendations of the Philadelphia Historic Preservation Task Force



Philadelphia
Historic
Preservation
Task Force

March 2019

LETTER FROM THE MAYOR

Dear Friends:

From the Constitutional Convention, to American Bandstand, to the sites where our civil rights leaders fought for equality, it makes me proud to be a resident in a city that values and shares its history. It is important that we preserve these landmark locations for future generations. As a growing city, we need to adapt our buildings and public spaces to meet the needs of our residents and businesses while still preserving their history.

That's why in April of 2017, our Administration formed a Historic Preservation Task Force. We invited a range of professionals in various fields to look at the issues from varying perspectives. With generous support from the William Penn Foundation and assistance from the National Trust for Historic Preservation, the Task Force began to identify challenges and explore solutions.

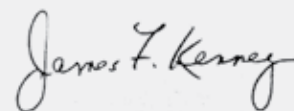
I am pleased to receive the Task Force's final report. Its recommendations address a wide range of concerns and seek to promote the use of both incentives and regulations to encourage preservation of our historic buildings.

The report also recognizes that historic preservation in Philadelphia does not start and end with Independence Hall. Our neighborhoods need tools to preserve what makes them unique, while supporting growth.

Members of the Task Force spent months developing this comprehensive report. Our Administration is truly grateful for their dedication, time and commitment to this work. Our work does not end with this report. In fact, it is just beginning.

I hope that everyone who cares about our city will help us put this plan into action. We must all be stewards of Philadelphia's history.

Yours in Service,



James F. Kenney
Mayor



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[ON THE COVER] left to right

_Chestnut Hill Fire Station, 101 W Highland Avenue, listed on the Philadelphia Register of Historic Places 7/10/2015.

_Parkside Avenue homes within the Parkside Historic District, listed on the National Register in 1983 and the Philadelphia Register in 2009.



INTRODUCTION FROM THE CHAIR

Philadelphians are justifiably proud of the role that Philadelphia has played across more than three centuries of American history. From our founding in 1681 to today, the development of the city and its neighborhoods reads as a veritable history book chronicling the story of the American city.

Over the past decade, Philadelphia's economic fortunes have improved following a nearly-50-year decline. For the first time in more than a generation we are confronted with the impact of significant new development on historic building fabric as new construction in parts of the city is often testing the relationship between the character of the new and the preservation of the old Philadelphia.

To help understand the dynamics of the relationship between historic preservation and new construction in Philadelphia today, Mayor Jim Kenney convened the Philadelphia Historic Preservation Task Force in 2017 and charged it with offering actionable recommendations to help balance preservation and new construction.

Herein, we present the fruit of our efforts.

Arrived at by acclimation, these recommendations were deftly crafted by the task force to build upon Philadelphia's preservation strengths—our preservation ordinance itself being among the strongest in the country—and pave a way towards a more inclusive preservation landscape. It should be noted that only a little more than 2% of buildings in Philadelphia are currently protected. Our goal was to encourage many more Philadelphians to participate in preservation—to democratize preservation—while encouraging the creation of new landmarks.

This set of recommendations is only the beginning of a process that will require further research, analysis and joint action. Much work lies ahead in order to enact, implement and operationalize the recommendations. It will take everyone from the mayor, to City Council to the advocacy community and the city writ large to ensure that we organize for success.

Projects such as this are truly team efforts. Vice Chair Dominique Hawkins provided gracious and informed leadership. Elizabeth Okeke-Von Batten brought both exceptional administrative support and preservation knowledge to the endeavor. The National Trust for Historic Preservation offered a national perspective and the gift of research. The William Penn Foundation graciously helped underwrite the efforts. And, PennPraxis created a citizens' preservation toolkit as a corollary to our activities. But it was the labor of the 33 task force members themselves who gave generously of their time, their talents, and their wisdom to whom we are most grateful. The work is enriched by all of these contributions.

Preservation as a right has been affirmed by the Supreme Court—as with clean air and clean water—as vital to the public interest and to the health and well-being of the nation. We are proud to uphold this tradition and humbly offer these recommendations to the mayor, City Council and to the citizens of Philadelphia as a road map to preserving our past while ensuring the future health and prosperity of the city we love.

Harris Steinberg, FAIA, CHAIR
Philadelphia Historic
Preservation Task Force

fig. 01

How Philadelphia Compares Nationally



3rd

MOST TOTAL
BUILDINGS

(behind NYC and Los Angeles)

2nd

MOST BUILDINGS
CONSTRUCTED
BEFORE 1945

(only NYC has more)

HIGHEST AVERAGE
NUMBER OF BUILDING PARCELS
PER SQUARE MILE

(4,078)



LOWER THAN AVERAGE
HISTORIC DESIGNATIONS

2.2%
locally designated
compared to
4.3% 50-city average

4.2%
on National Register
compared to
6.8% 50-city average



HIGHER THAN AVERAGE
HISTORIC TAX CREDIT ACTIVITY
(2001–2015)

296 projects
3rd behind
New Orleans and
Baltimore

**\$1.9B private
investment leveraged**
4th behind St. Louis,
Chicago, and NYC

DATA FROM THE NATIONAL TRUST FOR HISTORIC PRESERVATION'S
RESEARCH & POLICY LAB.



▲ [TOP TO BOTTOM]

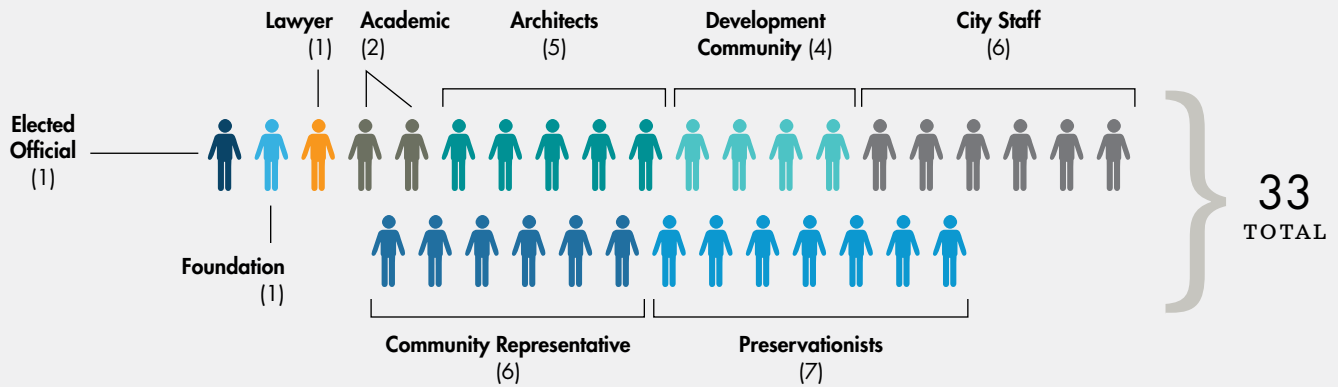
The Brentwood, between Marlton and Memorial on Parkside Avenue, within the Parkside Historic District, listed on the National Register in 1983 and the Philadelphia Register in 2009.

FDR Park (originally League Island Park) was designed by the Olmstead Brothers and listed on the Philadelphia Register in 2000.

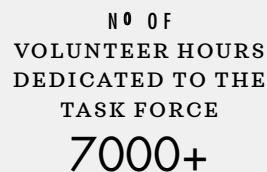
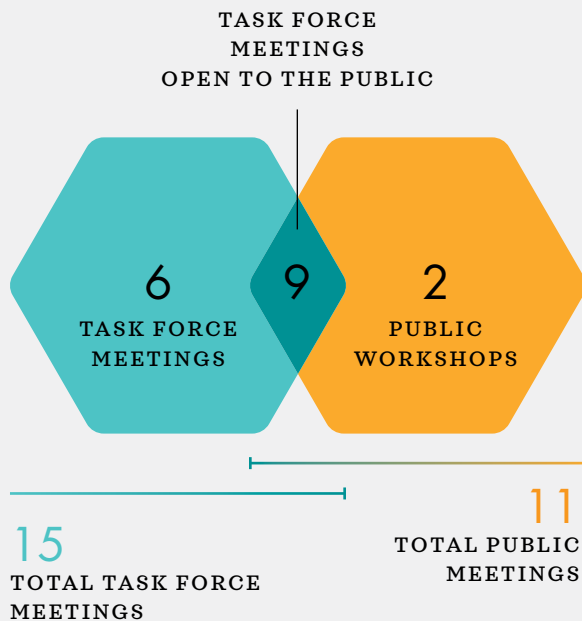
Participants in the first Historic Preservation Task Force Public Workshop held on October 3, 2017 at the Independence Visitor Center worked in small groups to provide input into the process.

TASK FORCE BY THE NUMBERS

NO OF PEOPLE ON THE TASK FORCE



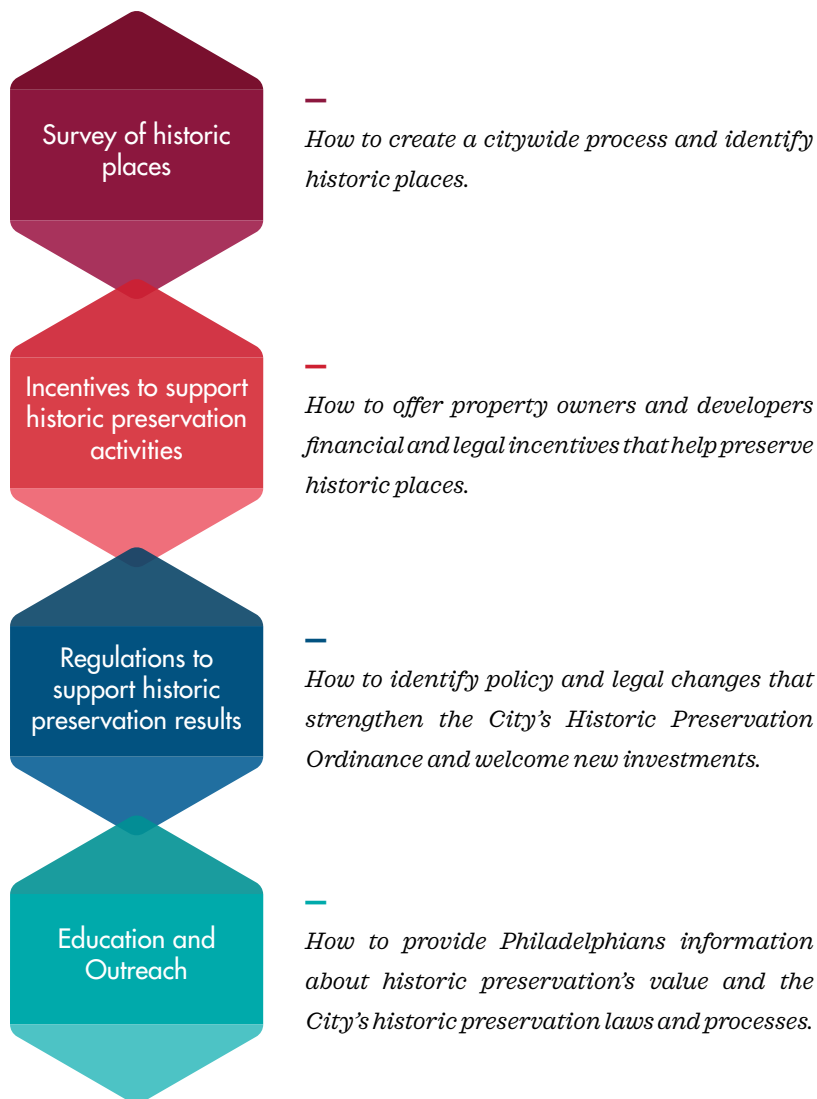
NO OF MEETINGS



We offer these recommendations, in eight categories, and recognize that without funding and staff support for most, though not all, the City and partners will not be able to do them. For each recommendation, we identify the challenge associated, the best practice(s) applicable to solve the challenge, and the recommended actions that should result. This Executive Summary compliments a detailed Final Recommendations Report. Download the Executive Summary and the Final Recommendations Report at www.phlpreservation.org.

PROCESS

During our Mayoral assignment, we reviewed the following subjects:



We present these recommendations to Mayor Kenney and the City Council so that they may review and change current City programs. Additionally, we encourage community partners to consider ways that they can support historic preservation practices, policies, and processes throughout Philadelphia and in partnership with the City. Implementation of these recommendations (listed in full at the end of this report) will require careful coordination, staffing, resources, and time. We recognize that this report is only the beginning of that process.

VISION

To guide our work, we developed a Vision Statement:

Philadelphia in 2035 is an internationally recognized leader in historic preservation practices, celebrating the unique identity of the city's historic buildings, blocks and neighborhoods through continued stewardship, innovative development, restoration and reuse.

Philadelphians are active protectors of their neighborhood history and cultural identity. In a groundbreaking partnership, the city government, civic leaders, planners, and preservation professionals identify and protect historic resources so that they may best be leveraged as assets by businesses, developers and residents, preserving both heritage and sense of place for current and future generations.

The city uses a comprehensive set of tools that include incentives, protections, education and planning to preserve historic places in active use and contribute to the extraordinary layering of history that makes Philadelphia unique.

1. Plan for Success

What challenges are we trying to solve?

- Historic preservation activity happens in many City agencies. Yet, those different agency activities are not connected or leveraged.
- Historic preservation expertise is not represented on the many City boards and commissions.
- High-density zoning discourages historic preservation of undesignated historic properties.

OVERVIEW

The City can ensure balance between historic preservation and real estate development by managing its assets, activities, and legislative priorities. From its real estate assets to its policies and laws, the City should encourage historic preservation. Currently, the Philadelphia Historical Commission (PHC) is the only City agency charged with monitoring and advising on historic preservation. Yet PHC's authority is only for those historic resources on the Philadelphia Register, and other City agencies, like the Department of Licenses and Inspections, affect historic resources, either Philadelphia Register listed or not.

To better support historic preservation, we recommend the following low- to no-cost opportunities. We recommend better coordination across City agencies, boards, and commissions. Also we recommend supporting historic preservation through legislative actions. These actions may include assisting developers with complex preservation building projects, introducing "preservation-first" City policies, using planning processes to collect historic data, and aligning zoning with historic preservation goals.

What best practices did we investigate?

- Having historic preservation representatives of different perspectives take part on a variety of organizations' boards (WASHINGTON, DC).
- Holding historic preservation presentations and hands-on workshops for neighborhood organizations (WASHINGTON, DC).
- Using historic preservation as a tool across departments to reduce displacement of existing residents and encourage equitable development (ATLANTA, GA & NEW ORLEANS, LA).



▲ Originally opened on November 20, 1906, the City's Lillian Marrero Library in Fairhill underwent a significant renovation and addition. The renovation was made possible by a major contribution from the William Penn Foundation, along with funds from the City, State, and private donations. PHOTO USED WITH PERMISSION OF THE FREE LIBRARY OF PHILADELPHIA © JEFFREY TOTARO, 2017

WHAT ARE WE RECOMMENDING PHILADELPHIA DO?

- Create a Historic Preservation Policy Team of City employees. Have the Team pursue policies and practices beneficial to historic preservation activities.
- Ensure boards and commissions understand all aspects of development, including historic preservation. This understanding will help to form partnerships and leverage resources in support of historic preservation.
- Assign a Historic Preservation Liaison. The Liaison can forge relationships between developers, neighborhoods, owners, and City agencies and departments.
- Direct City agencies to adopt "historic preservation-first" and adaptive reuse policies. These measures will help to revitalize vacant buildings throughout the city.
- Collect and update historic resources inventory information during neighborhood and district-level planning processes. Use this information to inform those plans.
- Use zoning as a tool to support historic preservation activity.

2.

Create a Historic Resource Inventory

What challenges are we trying to solve?

- There is not much data in the City's current historic resource inventory. There are few historic properties that have been cataloged and researched including many significant individual and neighborhood resources.
- There is a desire and important need to undertake an ongoing citywide survey and inventory process. However, there is not a clear process in place or the staff to perform the work. Currently, historic resource information is kept in paper files or in a limited electronic database. This means that there is:
 - Limited, uneven, and incomplete survey data to inventory Philadelphia's historic structures, buildings, sites, objects, interiors, and archaeological resources;
 - No citywide inventory and no citywide information platform for the public or for City staff use; and
 - No current digital inventory management system to collect, track, and maintain historic resource data.

OVERVIEW

Through a survey process, a city collects, organizes, and manages historic resource information. This information is held in a database or "historic resource inventory." This inventory helps property owners, the City, and the public understand history and manage change. In Philadelphia, public and private organizations gather historic resource information for a variety of reasons including for projects that receive state and federal funding, historic tax credits, and grants. If the city of Philadelphia staff consistently collected historic property information then it would help the City set real priorities and make real choices about land use and development to set real priorities and make real choices.

Creating a historic resource inventory, through the process of surveying, is not a one-time project. It is an ongoing effort central to the City's historic preservation and planning process. We must gather information consistently and improve information we already have. This practice requires knowledgeable staff and robust management. Once collected, City agencies must integrate the information into their work. Integration ensures relevant, current, and useful information is available to decision-makers and the public.

What best practices did we investigate?

- Inventory Management Systems and Survey Methodology used by New York Landmarks Preservation Commission and the Los Angeles Office of Historic Resources.
- Volunteer staffing (ALEXANDRIA, VA; DETROIT, MI; AND MUNCIE, IN); and how best to incorporate community input (SURVEYLA - LOS ANGELES, CA).

fig. 02

Local and National Sites and District Summary

	LOCAL SITES	LOCAL DISTRICTS	NATIONAL SITES	NATIONAL DISTRICT
Central	8,160	4	207	27
Central Northeast	10	—	3	—
Lower Far Northeast	28	—	3	1
Lower North	354	3	45	10
Lower Northeast	20	—	13	—
Lower Northwest	704	3	7	3
Lower South	2	1	2	2
Lower Southwest	4	—	7	1
North	64	1	26	2
North Delaware	13	—	8	2
River Wards	48	—	18	—
South	702	1	29	1
University Southwest	329	2	32	8
Upper Far Northeast	6	1	3	—
Upper North	13	—	23	—
Upper Northwest	485	3	52	10
West	19	—	14	2
West Park	611	2	9	2
Total	11,572	21	501	71

WHAT ARE WE RECOMMENDING PHILADELPHIA DO?

- Establish an ongoing, citywide historic and cultural resources survey program. This should be a core function of the Philadelphia Historical Commission and Department of Planning and Development.
- Use inventory management software to hold all of the historic resource information in one place.
- Verify and use legacy data from City agencies and local, state, and federal organizations.
- Take advantage of data collection efforts and partner resources in public, private, and nonprofit organizations.
- Collect information that is useful for decision-making throughout the city.
- Prioritize survey efforts.
- Provide enough staffing and financial resources to operate an inventory process and survey program.

◀ NOTE: The “local sites” column includes those properties that are also within locally designated districts. The “national sites” column does not include properties that are within nationally designated districts. The “national sites” column also excludes two designated ships that are within the Delaware River and not in a planning district.

fig. 03 Local Historic Sites and Districts

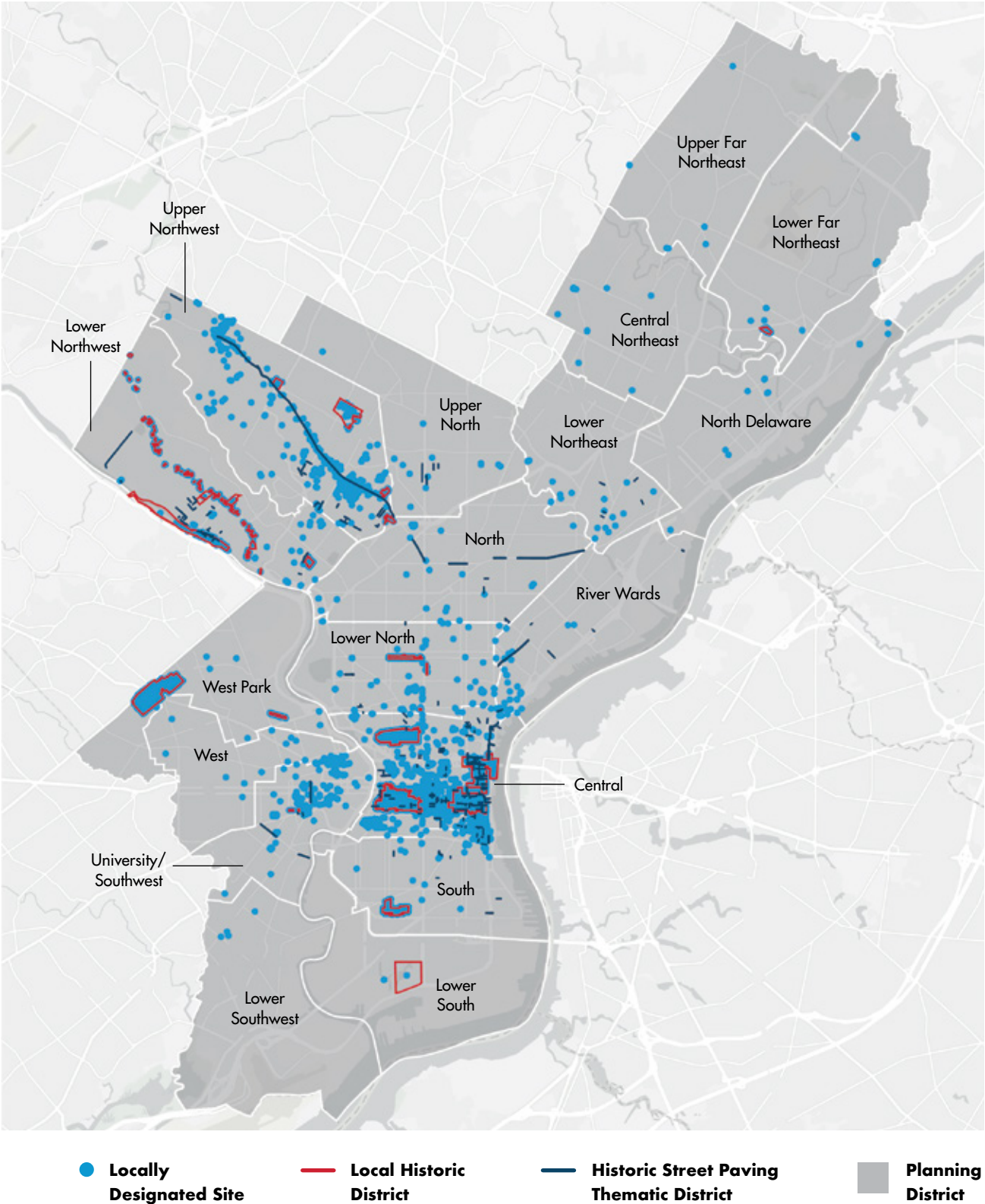
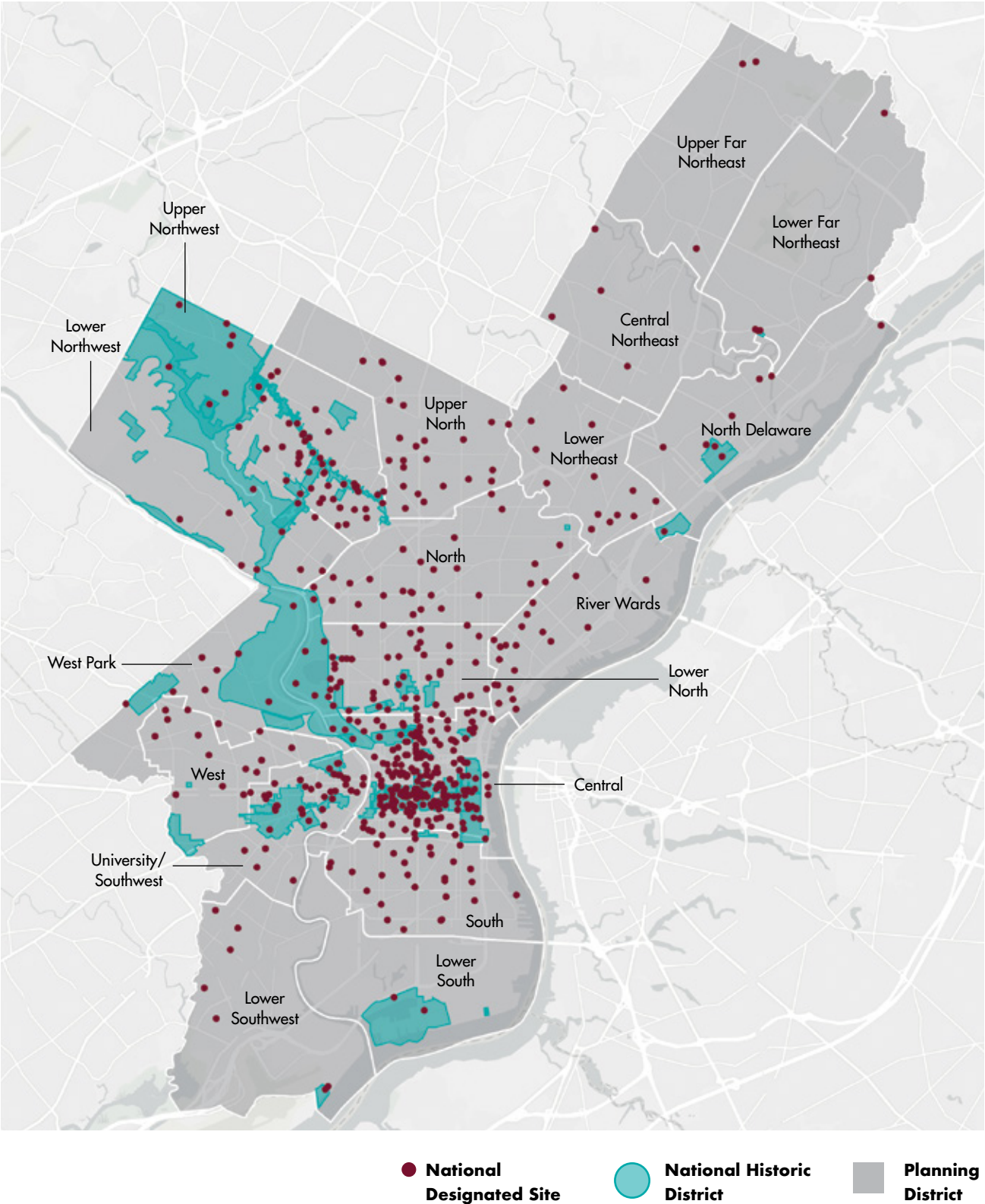


fig. 04 National Historic Sites and Districts



3.

Modify Historical Commission Processes

What challenges are we trying to solve?

- The current laws that guide review for locally designated historic resources are perceived as rigid for both individually listed historic resources and districts. However, the law has more flexibility than understood or exercised. Based on the identified significance level, the Historical Commission can, and often does, exercise different levels of regulatory control. Yet, there is no straightforward way for the public to understand their property's level of significance and the associated approval process for proposed alterations.
- Currently, PHC staff review and approve approximately 90% of submitted applications. PHC's Rules and Regulations give staff the ability to do so. Yet, staff do not report this information at monthly meetings with consistency.
- The law does not provide PHC with full jurisdiction and review of all local historic district vacant lots. Thus, the new construction design review for local historic districts does not fall within PHC's purview. The lack of review can impact a historic districts' character when new construction is incompatible in massing and scale to nearby buildings.
- The Licenses and Inspections Review Board (LIRB) hears appeals of decisions made by the Historical Commission. The LIRB does not have historic design or regulatory review expertise, and its process can be lengthy (several months to many years).

OVERVIEW

The City has strong laws in place to govern locally designated historic buildings. How the City regulates designated historic buildings reflects our civic values. For instance, it is fundamental to our values that changes to designated buildings should do no harm to a building's historic significance. Also, we recognize that new construction and alterations in a historic district can do harm to the district's historic integrity, unless there are rules in place to guide change. However, the City must create and use a regulatory process that is not burdensome to residents and business owners. The regulatory process must allow an appropriate level of flexibility and predictability when reviewing proposed building changes to ensure fairness.

We recognize that historic preservation and real estate development are not, and should never be, mutually exclusive. Philadelphia's value of historic resources and our neighborhood's intrinsic sense of place are strengths, not weaknesses. The City should always try to foster (and never stifle) innovation related to how Philadelphians live, work, and travel in our historic city. With the right balance, progressive historic preservation policy can be the city's competitive advantage in this ever-changing economy.

We recommend refinements to the Historical Commission's process, though we recognize that the City's historic preservation ordinance is already one of the strongest in the U.S. These refinements will help advance our values, while doing no harm to an otherwise very strong regulatory framework.

What best practices did we investigate?

- Design guidelines that illustrate expectations of the historic property owner and the historic preservation ordinance processes (PITTSBURGH, PA).
- Proactive education and outreach activities at neighborhood meetings and events sponsored by City agencies and historic preservation nonprofits (VARIOUS CITIES).

— **Philadelphia's Historic Preservation Ordinance** is the local law enacted to protect buildings and neighborhoods from destruction or insensitive rehabilitation. Changes to the Ordinance must be introduced and passed by City Council.

— The **Rules & Regulations** provide clear guidelines to the PHC, its staff, and the public for how best to comply with the Ordinance. Changes to the Rules & Regulations are done by the PHC itself, with a public review and comment period.

WHAT ARE WE RECOMMENDING PHILADELPHIA DO?

► Create an individual property review system subject to existing historic district review criteria (based upon the property's level of significance). This system will help identify properties that require less review over proposed changes (non-contributing, less significance). It will also help to identify properties that require more careful review of changes that impact the building (contributing, high significance).

► Clarify the Philadelphia Historical Commission Rules and Regulations' staff review process (Section 6.10.c) to make the process more transparent and easier to understand for applicants and the public.

► Establish PHC required approval for all new construction within designated historic districts, with design guidelines to govern the review.

► Establish PHC required approval for large alterations to non-contributing buildings.

► Create a new Appeal Board to review appeals of PHC decisions, either by property owners or the community.

4.

Reduce Historic Building Demolition and Increase Preservation of Neighborhoods

What challenges are we trying to solve?

- Property owners are allowed to demolish historically important, undesignated buildings, without review of potential neighborhood impact. The current designation process is slower than the rate of demolition.
- Building demolition and new construction are altering neighborhoods throughout the city. Philadelphians seek a designation approach that provides more control than the current Neighborhood Conservation Overlay (NCO or "Conservation District") process (especially with regard to demolition) and less than the current PHC review process (especially with regard to alterations).
- The current PHC designation processes do not meet the emerging range of flexibility, protection, and regulatory control desired by Philadelphia's neighborhood organizations, residents, and property owners.

OVERVIEW

Philadelphia has a wealth of historic resources. Yet the City has a low percentage of designated properties and in only a few of its neighborhoods. Property owners are free to demolish undesignated buildings, without any review of neighborhood impact. This often results in new infill that is out of character with the surrounding neighborhood.

Volunteer efforts that help to nominate individual properties rather than districts, drive the current historic resource nomination process. Despite these efforts, historically and culturally important buildings continue to be demolished. Although successful designations can help reduce demolitions, nominations tend to focus on properties with the highest architectural merit and under the greatest perceived threat of neglect or demolition. This leaves many buildings that define a neighborhood's sense of place at the greatest risk. Troubled by these demolitions, many Philadelphians do not agree that the current one-size-fits-all historic preservation approach works. This is also the case for the City's Conservation District program, administered by the City Planning Commission. It provides limited review for new construction and parking, and has not yet been used to protect existing buildings. Only one district's guidelines address alterations, and none delay or prevent demolition.

Our primary recommendation to address these concerns is to create an index of the city's undesignated, important properties. This property index will identify historic properties for potential local designation using the City's historic preservation criteria. Also, it can provide temporary protection to allow for the building's designation consideration. This is a one-time stop-gap measure to identify and prevent building demolition before citywide survey efforts are able to identify buildings and districts for designation. Additionally, to encourage district-scale historic preservation, we recommend the adoption of two more preservation district classifications.

What best practices did we investigate?

- Historic resource survey and classification to determine eligibility for listing on the local historic register (CHICAGO, IL).
- Proposed demolition applications review for properties more than 50 years old (ST. AUGUSTINE, FL).



▲ In the 1990s, dwindling membership and significant structural problems led the Calvary United Methodist congregation to decide to sell its building. A group of concerned residents led a community-driven effort to not only save the building and sacred space but also create spaces for a wide-range of activities. The non-profit organization Calvary Center for Culture and Community (Calvary Center) was formed with the mission to redevelop, repair and restore the building. Today, the Calvary Building is home to local community associations, non-profit organizations, community events, art and cultural activities, music series, theater, educational classes, and several religious congregations. PHOTO USED BY PERMISSION FROM THE CALVARY CENTER FOR CULTURE AND COMMUNITY

WHAT ARE WE RECOMMENDING PHILADELPHIA DO?

- Create a one-time property index of significant, undesignated historic buildings. Properties on the list would require PHC review and approval for demolition permits.
- Amend current preservation and zoning laws to create more district types to increase ways to preserve neighborhoods. Add two new classifications to the current historic districts and Conservation Districts, and add design guidelines for all districts.
- Districts with fewer controls should require less documentation and work to create, while districts with more controls should require more requirements to create. The greatest range of incentives should be potentially available to the properties with the greatest regulatory controls.
- Use information collected from the new survey effort to decide where new districts should be designated in the City. The City should collect information in the historic resource inventory that will help to decide which types of districts are appropriate for different neighborhoods.
- Modify the Conservation District zoning law to include review by the public if proposed buildings don't meet the guidelines.
- Create and/or update websites, brochures, and other materials that explain historic designation, neighborhood conservation, and their benefits.

5.

Clarify the Designation Process

What challenges are we trying to solve?

- There is not a universal understanding of how the Philadelphia Register nomination and ultimate designation process protects historic resources. This includes understanding about what specific information PHC needs to classify an application as “complete” and “complete and correct.”
- The current Historical Commission policy is to notify property owners only upon receipt of a “complete” designation nomination. When applicants submit “incomplete” nominations, PHC staff work with them to revise their nomination and meet Historical Commission requirements. This process can take several months and often occurs without the property owner’s knowledge.
- The existing designation process does not identify a nominated property’s level of significance per regulatory review criteria.

OVERVIEW

In 1984, City Council adopted the Philadelphia Historic Preservation Ordinance and delegated broad power to designate individual properties and districts. Unlike most city agencies, the newly-empowered Philadelphia Historical Commission (PHC) could designate historic resources and work with “any person” to submit complete and correct nominations.

Yet, this inclusive process has proved controversial. Many past nominations fail to identify a property’s character-defining features and historic importance. Lack of consistent information creates difficulty for PHC in its review of alteration applications and for property owners in this process. Also, there is a lack of clear guidance on the designation process; nominations can take months (if not years) to approve and often, property owners don’t learn about their property’s nomination until PHC deems the nomination complete and correct.

To improve the designation process, we recommend simple reforms PHC can regulate. First, for historic districts and individual properties, the nomination statement of significance and inventory should be illustrated as a road map. Second, PHC must provide clear guidance regarding the designation process. Third, the City should streamline the nomination and designation processes. Last, PHC should establish a process whereby a property owner is expeditiously notified of a nomination.

Through training, establishing set protocols, and informing the public, we are confident PHC can protect historic resources while providing due process to property owners.

What best practices did we investigate?

- How best to qualify levels of designation based upon significance (CITY OF NEW ORLEANS, LA).



▲ A Spruce Hill Historic District nomination was submitted but the District was never placed on the Philadelphia Register. 3920 Spruce Street is among several buildings in that nomination that have been since individually designated to the Register (January 2019). PHOTO BY PHC STAFF

WHAT ARE WE RECOMMENDING PHILADELPHIA DO?

- Establish designation criteria for PHC-reviewed properties based on level of significance. The more significant a property is, the more carefully any changes to the building should be reviewed.
- Provide clear guidance on the designation process.
- Streamline the PHC nomination review process. Once a nomination is complete, but before they are formally designated, a property is governed by the same laws as a historically designated building.
- Establish a PHC process that notifies property owners promptly of a historic designation application filing affecting their property. Prompt notifications should be done alongside streamlining the nomination process.

6.

Incentivize Historic Preservation

What challenge are we trying to solve?

- There are little to no city-sponsored financial aid or tools to support historic preservation activities. Existing programs that the City offers that support existing buildings, such as the Basic System Repair Program or the Storefront Improvement Program do not prioritize or preference buildings on the Philadelphia Register. The only programs available specifically for historic properties are the Federal and State Tax Credits.

The State Tax Credit, currently capped at \$3 million and expiring in 2020, could be a powerful tool to incentivize preservation in Philadelphia. We strongly recommend that the State pursue an expansion of the current program to provide a real incentive to developers and improve the economic viability of preservation in Pennsylvania.

OVERVIEW

Incentives help encourage property owners to seek historic designation for their properties. Strong incentives have the power to compensate property owners for any increased cost of historic designation. As noted, properties on the Philadelphia Register of Historic Places face many restrictions. For example, a property owner cannot demolish a designated property or change its exterior without review. Even minor exterior changes need permission from the Historical Commission. The Historical Commission requires property owners to prepare a review application with documentation and plans. Property owners often must maintain their designated properties to high standards. Yet, current City policy provides no incentives for historic properties. Thus, the historic preservation law is all “stick” and no “carrot.” As a result, some property owners do not choose to nominate their eligible historic properties to the Philadelphia Register.

Federal and State Tax Credits are the only redevelopment tool offered to encourage preservation development activity on sites and districts on the National Register. Since 1978, local developers have undertaken \$4.6 billion worth of Philadelphia-based preservation development work due to the Federal Tax Credit Program. In 2018 alone, this added up to almost \$60 million in Federal Tax Credits. The Pennsylvania State Tax Credit, however, is capped at \$3 million and, as a result, is highly competitive. The limit for any single project is \$500,000 which is unlikely to incentivize preservation on a large scale.

We investigated incentives provided to owners of historic properties in other cities to see what might work in Philadelphia. We also looked at what current city programs and policies could be changes to create an incentive for preservation. As a result, we are recommending a mix of expanded and new programs, code changes, and policies to provide a number of incentives that will address preservation city-wide.

What best practices did we investigate?

- Adaptive Reuse Ordinances (ARO) (LOS ANGELES, CA; PHOENIX, AZ)
- Programs to encourage historic building reuse and homeownership (BALTIMORE CITY VACANTS TO VALUE (V2V); CHICAGO HISTORIC BUNGALOW INITIATIVE AND GREYSTONE AND VINTAGE HOME PROGRAM)
- Transfer of Development Rights (TDR) / Density Bonus programs

WHAT ARE WE RECOMMENDING PHILADELPHIA DO?

- Modify and expand existing City codes and policies to incentivize historic preservation activities
- Expand existing City-led financial programs
- Introduce new City-led financial programs
- Advocate for increasing State Historic Tax Credit

fig. 05

Incentives Matrix

Provide OPA Assessment Formula that recognizes historic impact	P
Accelerate permit speed for historic projects	P
Reduce parking requirements for reuse of historic buildings	Z
Allow Accessory Dwelling Units (ADUs) in historic structures	Z
Allow by-right zoning for "Special Purpose" historic buildings	Z
Prioritize reuse of historic properties when supporting grant applications	P
Upgrade life and safety systems in historic buildings	B
Reduce Streets Department Right-of-Way Requirements for building reuse	P
Allow zoning bonus for historic preservation, introduce Historic Preservation Fund	Z N
Alter Real Estate Tax Abatement—zero basis for significant renovations	P
Allow Transfer of Development Rights (TDR)	Z N
Create targeted home buying incentives for historic properties and within districts	P N

- Z** Zoning Code Change
- B** Building Code Change
- P** City Agency Policy Change
- E** Enhance Existing Program
- N** Create New Program

Increase Storefront Improvement Program funds for historic storefronts	P E
Increase loan limits for historic properties in the Housing Preservation Loan Program (HPLP)	P E
Increase marketing efforts in historic districts for the Basic System Repair Program	P E
Provide historic preservation exemptions for some Energy Code Standards	B
Assist historic property owners in securing clean title through an increase to the Tangled Title Program	E
Investigate and pilot programs to activate upper floors of commercial properties	N
Ensure that zoning permits contextually designed buildings	Z
Expanding technical assistance to historic property owners through Development Services and PHC	E

▲ We are recommending a wide-range of preservation incentives. This chart highlights each proposed incentive and whether it requires a change to existing codes, policies or programs or a new City-led effort to start. For more details on these proposed incentives, see the Final Report on phlpreservation.org.



Support Archaeology

What challenge are we trying to solve?

- Philadelphia does not have an inventory or regulatory process that protects archaeological sites across the City. While the current ordinance allows for protection of archaeological resources, they must be under buildings and sites that are on the Philadelphia Register. That protection does not extend to undesignated places.

As longtime advocates for those who can no longer speak for themselves, PAF [the Philadelphia Archaeological Forum] is lobbying for clearer municipal laws that compel developers to handle burial remains respectfully. We have created an extensive geographical database (GIS) that currently includes more than 200 historic burial places in Philadelphia.

—PHILADELPHIA ARCHAEOLOGICAL FORUM

OVERVIEW

Philadelphia's diverse archaeological heritage lies beneath its buildings, streets, backyards, and open lots. This heritage provides information about the city's early history - from Native American settlements to 17th century European settlements.

Unlike many cities, Philadelphia's historic ordinance allows for archaeological or buried resources to be protected under historic designation. These remains can be under threat when subject to demolition through real estate development. However, the ordinance only provides for protection of resources under buildings or lots that are on the Philadelphia Register.

To support this review process, the City had maintained a full-time archaeologist on the staff. Yet, in recent years, the City dissolved that position and addresses archaeological protection on an ad-hoc basis. This practice leaves City agencies without a clear understanding of potential resources' location. Also, without trained staff, it is difficult to administer and review archaeological applications. Property owners have difficulty determining their responsibility when they encounter archaeological remains on their property. This is especially the case outside of designated historic sites and districts. In fact, the majority of Historical Commission archaeological reviews are in response to proposed development within local historic districts. Yet, many of the city's archaeological resources likely do not correspond with the above-ground resources.

What best practices did we investigate?

- Archaeological ordinance and review procedure (ALEXANDRIA, VA; PHOENIX, AZ; NEW YORK, NY; ST. AUGUSTINE, FL).

WHAT ARE WE RECOMMENDING PHILADELPHIA DO?

- Create map-based predictive models of archaeological sensitivity.
- Adopt a new archaeological resources ordinance that delegates PHC to draw “sensitivity zones.”



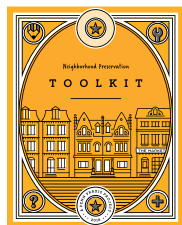
◀ Overview of the Dyottville Glass Works Site excavations in Fishtown. Excavated and cataloged in conjunction with the I-95/Girard Avenue Improvement Project, the site was originally home to a calico printing works from 1774 until the first glassworks was built in 1816. IMAGE COURTESY OF FHWA, PENNDOT, AND AECOM.

8.

Activate Education and Outreach

What challenges are we trying to solve?

- The City and the private sector do not commit enough resources to build public support for historic preservation. The City needs to create more tools (in-person and online) to engage citizens of the value of historic preservation and help them access information about historical and cultural assets.
- Current historic preservation education and outreach efforts do not recognize the city's diverse cultural heritage. They do not engage Philadelphians in neighborhood-based historic preservation.
- Outreach does not reach all Philadelphians.



Neighborhood Preservation Toolkit

The Neighborhood Preservation Toolkit is a free resource for individuals and organizations throughout Philadelphia. It was designed by PennPraxis in partnership with community members from across Philadelphia. The toolkit's guidebook and poster are available for free download on PHLPreservation.org.

OVERVIEW

The Philadelphia Historical Commission (PHC) has limited staff and resources. PHC staff focus on reviewing building permit applications and nominating buildings and districts to be designated. They are not charged with proactive community education and outreach. Those tasks fall to the many community groups, historical societies, and non-profit organizations throughout the city that work on cultural and historic preservation-related activities. These groups often partner with PHC and other City agencies to provide more comprehensive education and outreach. But to-date, those public and private groups have not been consistent or robust. Aside from community-based organizations and individuals submitting Philadelphia Register historic designation nominations, much private sector work diverges from PHC and other city agencies' regulatory work. As a result, there is little citywide coordination in support of the City's historic preservation goals.

The following recommendations identify various activities happening around the city that could grow. They identify how best to improve coordination between the City, private organizations, and the public. Encouraging and supporting education and outreach will ensure that Philadelphians take stock of and preserve their historic resources.

What best practices did we investigate?

- Preservation Resource Center of New Orleans' staffed education and outreach program (NEW ORLEANS, LA).
- Neighborhood-based hubs for citizen outreach (ST. LOUIS, MO).
- Targeted outreach to neighborhood and community organizations (ATLANTA, GA; CHICAGO, IL).
- Relationship building with residents who have not been part of the conventional historic preservation movement (BOSTON, MA; NEW YORK, NY).
- City, schools, congregations, and after-school programs programming that supports and grows interest in cultural and historical resources (ATLANTA, GA, NEW ORLEANS, LA; ST. LOUIS, MO).
- Walking and trolley tours of the city's architectural and cultural history, sponsored by traditional historic preservation organizations and neighborhood organizations (BALTIMORE, MD; CHICAGO, IL; NEW ORLEANS, LA).
- E-newsletters and social media for communication (BUFFALO, NY) and a well-designed and user-friendly website (NEW ORLEANS, LA; WASHINGTON, D.C.).



WHAT ARE WE RECOMMENDING PHILADELPHIA DO?

Expand public outreach and build a broader constituency for historic preservation by:

- Creating hands-on experiences to learn about historic preservation and the city's architectural and cultural histories.
- Maintaining a comprehensive website providing historic preservation information.
- Producing digital and print guides to inform property owners on process and procedures.
- Forming partnerships with artists and historic sites' organizations to foster potential collaborations. These collaborations can draw public attention and awareness to these sites.
- Integrating education and community outreach activities into the survey and inventory process.

◀ Experiencing Philadelphia's rich history in a new way. Citizen Planner Indego (bike share) bike ride organized by Citizen Planner and Indego Ambassador De'Wayne Drummond & the Bicycle Coalition of Greater Philadelphia.

NEXT STEPS

To help guide the creation of an action plan, we have begun to consider what types of resources will be required for each recommendation.

Staffing

- Utilize current staff – Recommendations that will use existing staff.
- Requires additional staff – Actions that would require new staff, where there would be a long-term need.
- Outside consultant – Where there is a short-term need, the City may look to hire an outside consultant.

Changing the rules

- City Council action – Changes to the zoning code or preservation ordinance require City Council action for it to become law.
- Charter Change – Changes to the make-up of the City's boards and commissions that live in the City Charter require a change by City Council action and a vote by Philadelphians.
- Rules & Regulations – Policies that live in a department's "Rules & Regulations" can be changed by the board or commission that oversees that department.

Resources

- Cost – We have estimated which recommendations would require a small (\$), medium (\$\$), and large (\$\$\$) investment.
- Outside Funding Opportunities – When the City might look for funding from other agencies to increase the resources available for implementation.
- Outside Partner Opportunities – Where there may be opportunities to partner with other organizations to help to implement the recommendations.

	Utilize Current Staff	Requires Add'l Staff (LT)	Outside Consultant (ST)	Council Action	Charter Change	Rules & Regs Changes	Cost	Outside Funding Opp	Outside Partner Opp
1. PLAN FOR SUCCESS									
1.1 Create Historic Preservation Policy Team									
1.2 Add preservation expertise on City's boards and commissions							\$		
1.3 Assign a Historic Preservation Liaison									
1.4 Adopt "Historic preservation-first" and adaptive reuse policies									
1.5 Collect, update, and use building survey information during City planning processes									
1.6 Use zoning as a tool to support historic preservation activities									
2. CREATE A HISTORIC RESOURCE INVENTORY									
2.1 Establish an ongoing, citywide survey program							\$\$\$	\$\$\$	
2.2 Use inventory management software							\$	\$	
2.3 Use legacy data from City agencies as well as local, state, and federal orgs									
2.4 Leverage the data collection efforts and resources of partners									
2.5 Collect information that is useful for decision-making across the city									
2.6 Prioritize survey efforts							\$		
2.7 Provide adequate staffing and financial resources to implement a survey program							\$\$\$	\$\$\$	

	Utilize Current Staff	Requires Add'l Staff (LT)	Outside Consultant (\$T)	Council Action	Charter Change	Rules & Regs Changes	Cost	Outside Funding Opp	Outside Partner Opp
3. MODIFY HISTORICAL COMMISSION PROCESSES									
3.1 Create a tiered review system for designated individual properties									
3.2 Clarify the existing staff review process									
3.3 Establish PHC approval and guidelines for all new construction within historic districts							\$	\$	
3.4 Establish PHC approval for substantial alterations to non-contributing buildings							\$	\$	
3.5 Create a new Appeal Board to review appeals of PHC decisions							\$		
4. REDUCE HISTORIC BUILDING DEMOLITION AND BROADEN NEIGHBORHOOD PRESERVATION									
4.1 Create an index of potentially significant buildings							\$	\$	
4.2 Adopt ordinance amendments establishing additional district types									
4.3 Match documentation requirements and incentives for each of the district types									
4.4 Use Historic Resource Inventory to help to decide locations of new districts									
4.5 Modify the Conservation District to include public review if guidelines aren't met									
4.6 Create and/or update materials that explain benefits of designation and conservation									
5. CLARIFY THE DESIGNATION PROCESS									
5.1 Establish designation criteria for PHC-reviewed properties based on level of significance							\$	\$	
5.2 Provide clear guidance regarding the designation process							\$	\$	
5.3 Streamline the PHC nomination review process							\$	\$	
5.4 Establish a process where owners are notified expeditiously of nominations									
5.5 Re-survey all Register properties and establish properties' level of significance							\$	\$	
6. CREATE A HISTORIC PRESERVATION FUND									
6.1 Modify and expand existing City codes and policies to incentivize historic preservation activities									
6.2 Expand existing City-led financial programs							\$	\$	
6.3 Introduce new City-led financial programs							\$	\$	
6.4 Advocate for expanded State Historic Tax Credit									
7. SUPPORT ARCHAEOLOGY									
7.1 Create map-based predictive models of archaeological sensitive areas							\$	\$	
7.2 Adopt a new ordinance for archaeological resources							\$	\$	
8. ACTIVATE EDUCATION AND OUTREACH									
8.1 Expand public outreach efforts, build a broader constituency for historic preservation							\$	\$	

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