

Information Related to Responsibilities of the Secretary of the Interior

Section 3, Executive Order 11593
Office of Archeology and Historic Preservation
Heritage Conservation and Recreation Service

Special Issue

Spring 1979

HAER REHAB ACTION PROJECTS 1978

T. Allan Comp
Senior Historian

Isabel T. Hill
Program Assistant

Last summer the Historic American Engineering Record (HAER) continued its study of how the rehabilitation of historic industrial structures can improve economic and community development elements in urban areas (See 11593, Vol. 2, No. 5).

Responding to President Carter's Urban Policy challenge, HAER worked in four cities now experiencing the economic decline characteristic of older urban commercial/industrial areas. The projects conducted in Philadelphia, Pennsylvania; Danville, Virginia; Claremont, New Hampshire; and Sault Ste. Marie, Michigan, resulted in case studies available to other communities with industrial districts central to their urban core. With assistance from other HCRS offices and federal agencies, such as the Department of Housing and Urban Development, the Department of Energy, and the Department of Commerce, the HAER projects addressed energy conservation, economic development, urban recreation, and neighborhood conservation questions and provided some potential solutions to the complex problems these urban areas now face.

More important than federal assistance was the development of private sector participation in the planning process and in the actual implementation of the recommendations. The 1976 Tax Reform Act, which provides tax

benefits for private investors in rehabilitating historic buildings, was used to encourage private investment in the downtown areas of these cities. In each project, the specific methods of private and public participation were outlined and described, carefully following the Secretary of the Interior's Standards for Rehabilitation. Recognizing the social, cultural, and economic benefits presented by these projects, the cities have already applied for federal grants to help implement the HAER recommendations.

HAER REHAB ACTION PROJECT SPINOFFS

Danville

- Cultural and historical resources of Danville inventoried.
- National Register nomination to be submitted to Virginia Historic Landmarks Commission.
- Archeological predictive model developed to study past centers of human activity in Danville.
- Archeological methodology to be tested in order to analyze applicability for other urban areas.
- \$140,000 Community Services Administration grant awarded to start up housing rehab program.
- HUD Urban Development Action Grant application made for public improvements recommended in HAER plan.
- City now seeking a preservation planner to administer HAER plan.
- Developer, upon recommendation of HAER team, is converting old hotel to apartments for the elderly.
- City negotiating with Southern Railway to use railroad buildings for administrative offices of Tobacco District revitalization project.

Fairmount Waterworks

- Full documentation of the site and a historic structures report developed for use by the city and others.

- Two reuse proposals focus on private investment.
- Financial analysis demonstrates Tax Reform Act benefits available to private investors.
- Development staging and funding sources identified to aid the city and other groups in implementing the proposals.

Claremont

- City awarded \$1.2 million HUD grant to be used in accordance with HAER plan recommendations.
- Department of Interior Challenge Grant application based on HAER conservation recommendations.
- Claremont conference scheduled to bring all federal and state agencies together to analyze possible funding strategies.
- Industrial Development Commission organized to carry out HAER Action Plan.
- City to prepare developer's packages using HAER recording drawings of 23 buildings.
- Local businessmen purchase mill building to investigate solar energy conservation designs compatible with Secretary of Interior's Standards under Tax Reform Act of 1976.
- HAER measured drawings used by local entrepreneur to obtain financing and apply for grants.

Sault Ste. Marie

A heightened awareness of planning and community development created by the HAER project has led to:

- A \$22,280 Coastal Zone Management Grant awarded to the city to prepare a management plan for industrial and commercial development of the Sault Ste. Marie waterfront.
- Over \$10,000 in private donations to the Schoolcraft House Fund, increasing total donations received to \$111,200.
- Faragan House offered free to the city to begin Heritage Row on the waterfront.
- HAER findings to be considered in developing Master Land Use Plan for Sault Ste. Marie.

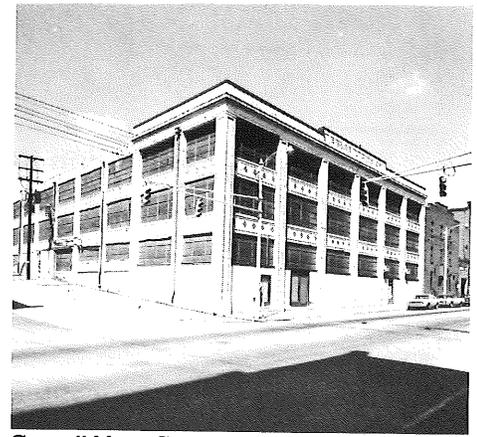
DANVILLE, VIRGINIA

Danville's historic tobacco industrial area and its adjacent minority neighborhood were the subjects of a comprehensive urban revitalization and conservation study. Working closely with Interagency Archeological Services (IAS); the Northeast Regional Office of HCRS; and the project cosponsor, the city of Danville; the HAER team identified the cultural and recreational resources of the area and recommended specific approaches for developing these resources. Archeologists developed a predictive model of past centers of human activity in the Historic Planning Survey area. IAS has made a commitment to test the model this summer. Once tested, the model will serve as a planning tool.

The HAER team, after careful

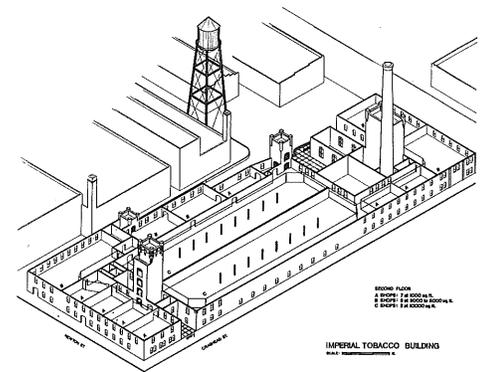
analysis, outlined all areas for development and the methods for executing these recommendations to various groups and individuals in the city. The Action Plan calls for an urban riverfront park on underused railroad property. Other suggestions include specific directions for private investment in industrial structures to provide needed commercial and office space, local government initiatives to provide parking and recreation in vacant structures and open lots, and rehabilitation of low-income neighborhood housing by a joint public/private partnership.

Committed to community involvement, the project provides an exciting case study in the complementary concerns of various divisions of HCRS and demonstrates our ability to rely on other federal/state agencies and the private sector for most of the necessary funding.



Crowell Motor Company Building
Photographer: J. Lowe

The Craghead Street location of the Imperial Tobacco Company Building is most useful and complementary to the overall Action Plan for the Tobacco District. The HAER team proposed that the Imperial Tobacco Company be revitalized and reused as a center for retail outlets. The team worked closely with Dan River Mills, the owner of the building, to identify the economic feasibility of the building's reuse. This rendering of the second floor shows the proposed shop spaces. An empty lot and the Old Crowell Motor Company offer potential parking spaces for 400 vehicles.

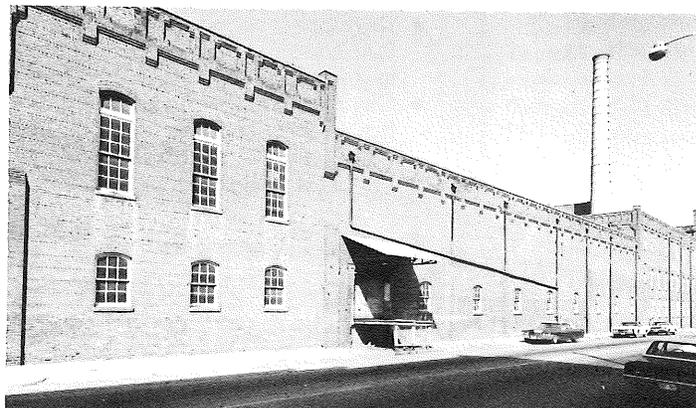


Delineator: L. Freedman

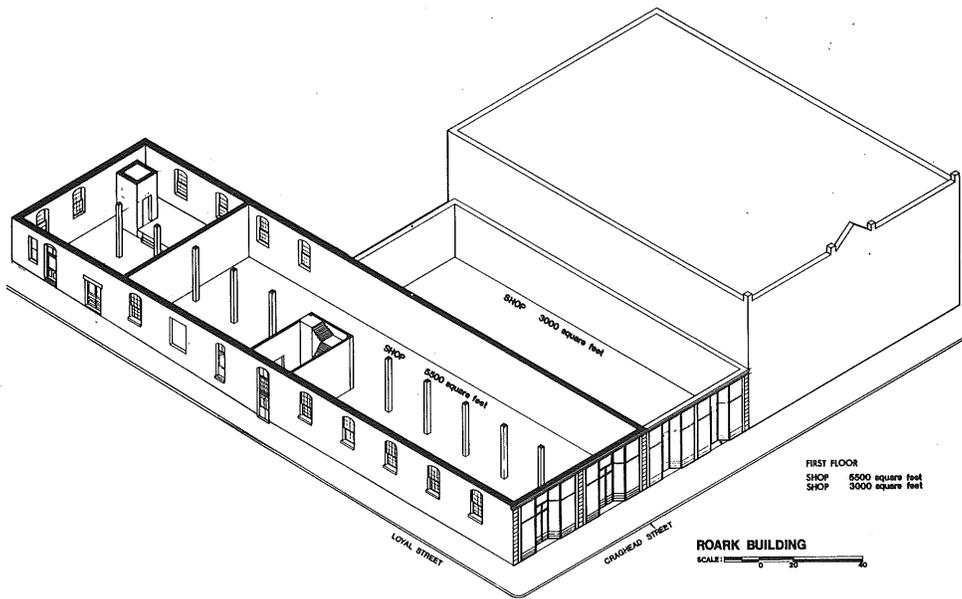


This drawing shows the Tobacco Industrial Area along the Dan River and the adjacent Cabel/Franklin Streets neighborhood, the primary concern of the HAER Danville Summer Team. The study area of approximately 350 acres of commercial, industrial, and residential structures and the Dan River is a complete environment that illustrates the rise of industrialism in late-19th-century Danville. The continued use of this area would strengthen the economic and cultural base of Danville.

Delineators: J. Vaseff, L. Freedman, B. Dallas



Imperial Tobacco Company Building
Photographer: J. Lowe

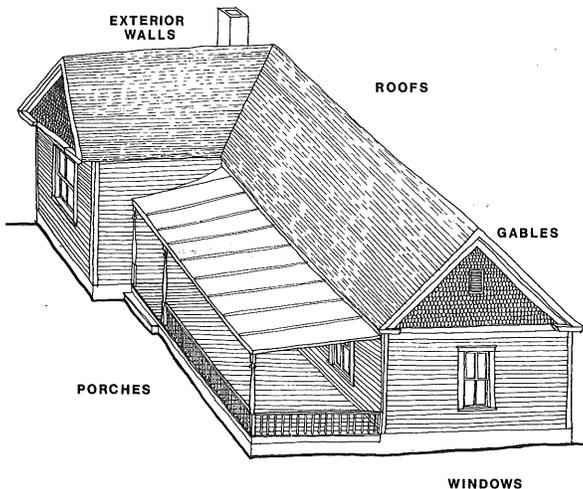


Delineator: B. Dallas

Market studies by the HAER team determined that because of its location on Craghead Street near the City Courts Building, the Roark Building (Gravelly and Miller Factory No. 9) would best serve as a mixed-use facility. The proposed reuse of the buildings incorporates a shop on the ground floor, two office suites on the second floor that are accessible from a side entry, offices on the third and fourth floors, and a restaurant on the fifth floor. Because of its proximity to the City Courts Building, the Roark Building office space is well-suited for lawyers' offices. The present owner plans to use the HAER proposal to adapt the building.



Delineator: L. Freedman

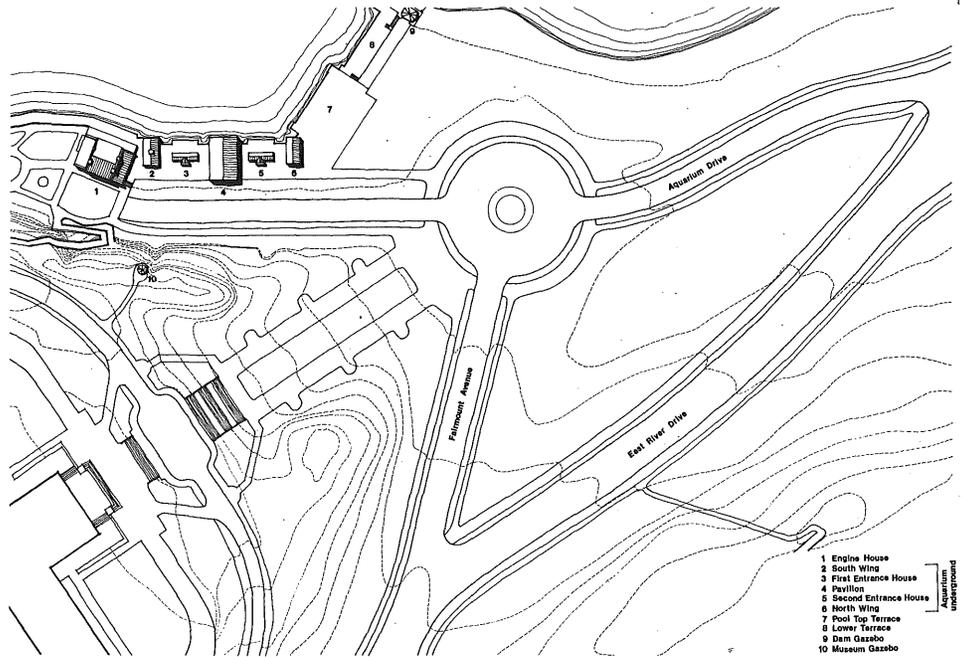


Photographer: J. Lowe

The housing stock and level of owner occupancy in the Cabell/Franklin Streets neighborhood are declining. The HAER team recommendations included a proposal to establish a homeownership and housing rehabilitation program as part of the comprehensive plan for economic revitalization and neighborhood conservation of the entire district. The city has received a \$145,000 grant from the Community Services Administration to initiate implementation of the HAER recommendations. This drawing shows the features that should be considered in rehabilitating houses while maintaining the area's integrity.

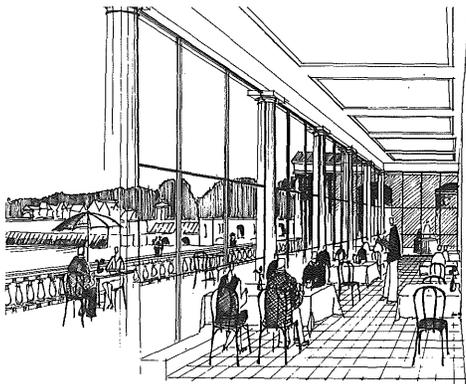
FAIRMOUNT WATER WORKS

The Fairmount Water Works is an important National Historic Landmark that now stands unused and in disrepair. HAER worked closely with the HCRS Northeast Regional Office and the project cosponsor, the city of Philadelphia, to find appropriate uses that would integrate the buildings with the cultural and recreational resources surrounding it. Market studies determined whether an adequate level of demand existed for each of the proposed uses. Two reuse proposals were developed by the Rehab Action Team, and financial analyses tested the economic feasibility of the two proposals. Finally, development staging and funding sources were identified to aid the city and other groups in implementing the proposals. The team also completed full documentation of the site including historical reports, measured drawings, and professional photographs.

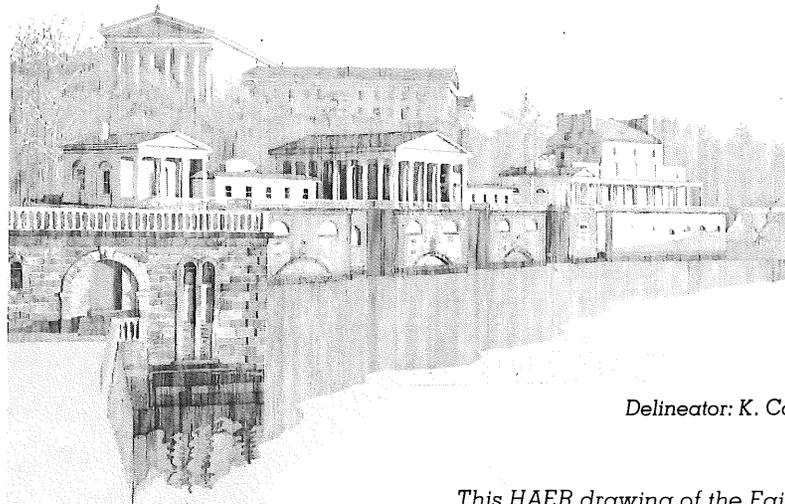


Delineator: R. Longnecker

The Fairmount Water Works is located at the heart of Philadelphia's cultural and recreational district. Fronting the Schuylkill River, the Water Works is situated at the southeast corner of Fairmount Park, one of the largest municipal parks in the world. Directly behind the complex is the Philadelphia Museum of Art and the hub of the city of Philadelphia.

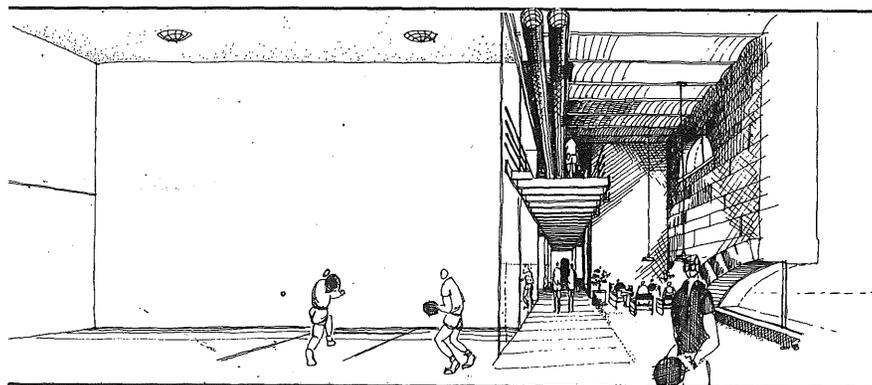


Engine House Restaurant
Delineator: P. Doo



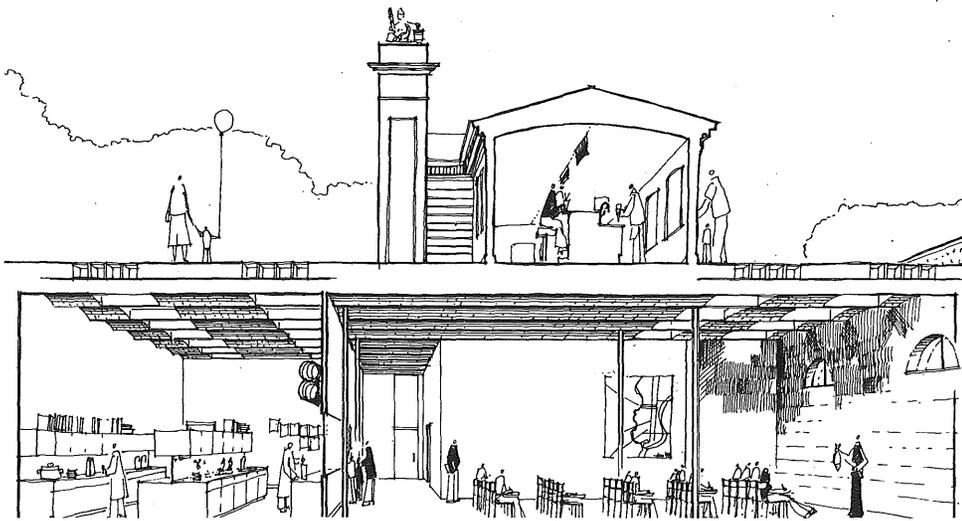
Delineator: K. Coelos

This HAER drawing of the Fairmount Water Works shows the complex of buildings designed in 1812 by Frederic Graff. Presently unoccupied, the complex was one of the first water supply systems in the United States. It includes an engine house (1812-1815), an old mill house and dam (1819-1822), a new mill house (1859-1862), and a caretaker's house (1835). The Fairmount Water Works remained operative until 1909. Soon afterward, the millrace and forebay were filled and paved and a municipal aquarium was installed. In the 1950s, the new mill house was converted into the Kelly Natatorium which was operative until 1967. The buildings have suffered from neglect and the forces of natural elements and vandalism since 1967. The HAER team developed several proposals for the adaptive use of this large and impressive space.



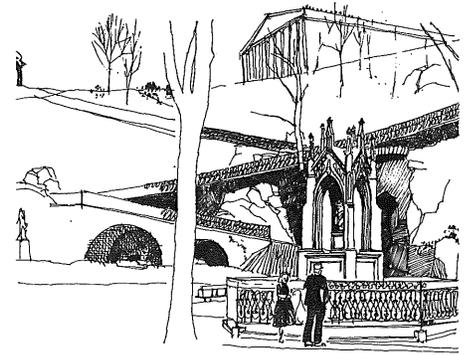
Racquetball Courts *Delineator: P. Doo*

The large underground space could become an indoor athletic facility with racquetball and squash courts and a swimming pool. A restaurant could be located in the Engine House and a park information center, a food concession, and a park police station could be located in the smaller terrace buildings.



Urban Ecology Center Delineator: P. Doo

An architect's sketch for the underground area at the Water Works shows an urban ecology center designed to educate visitors on how urban life has affected national ecosystems.



Delineator: P. Doo

The HAER team suggested some general improvements to the site. The Philadelphia Museum of Art is very near the Water Works and attracts about 10,000 visitors per week. The pathway from the museum to the Water Works should be improved, opening the line of access from the museum.

CLAREMONT, NEW HAMPSHIRE

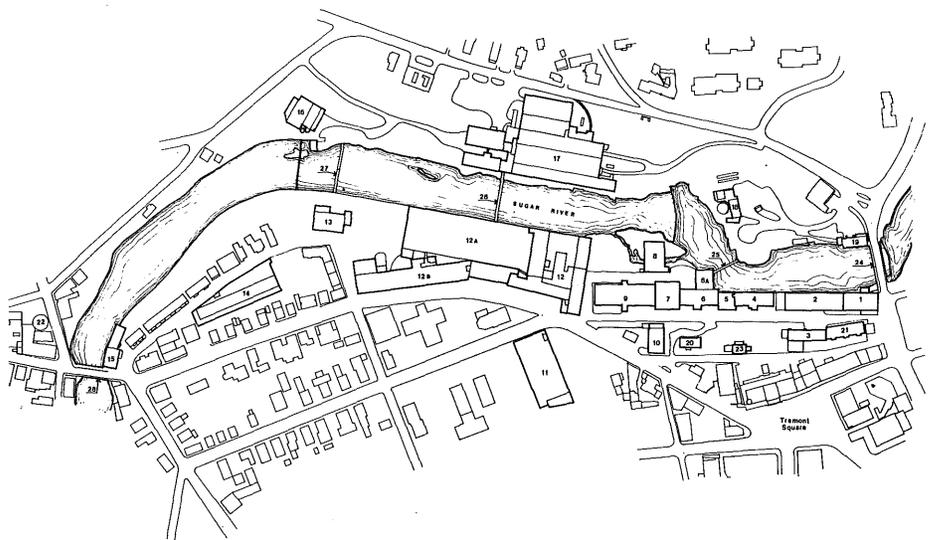
HAER worked with Technical Preservation Services (TPS) to document and evaluate a historic textile mill district on the Sugar River in downtown Claremont. The Rehab Action Team developed a comprehensive plan for the area, recommended ways to execute the plan, and provided technical expertise and direct assistance to the city. The plan, based on regional market studies and an analysis of the needs of the city, details a mix of retail, office, and housing uses as well as parking requirements, landscaping treatments, traffic flows, pedestrian circulation patterns, and recreational opportunities.

A TPS section of the team developed and evaluated a variety of energy conservation measures for the buildings including passive and active solar energy systems, window treatments, mechanical systems, and hydropower. The history of waterpower usage in the Claremont Industrial Village District was an important part of the study. In conjunction with the project, Northern Water Power Inc. of Harrisville, New Hampshire, conducted a study of hydroelectric potential in the district and of its distribution and sale. The city of Claremont has contacted several power companies to explore the proposal and implement it. The TPS studies also benefited directly

from the consultation services of the National Center for Appropriate Technology in Butte, Montana.

The final Action Plan emphasizes private sector investment while it conserves the unique cultural and recreational resources of the area. Cosponsored by the City of Claremont, the Department of Housing and Urban Development,

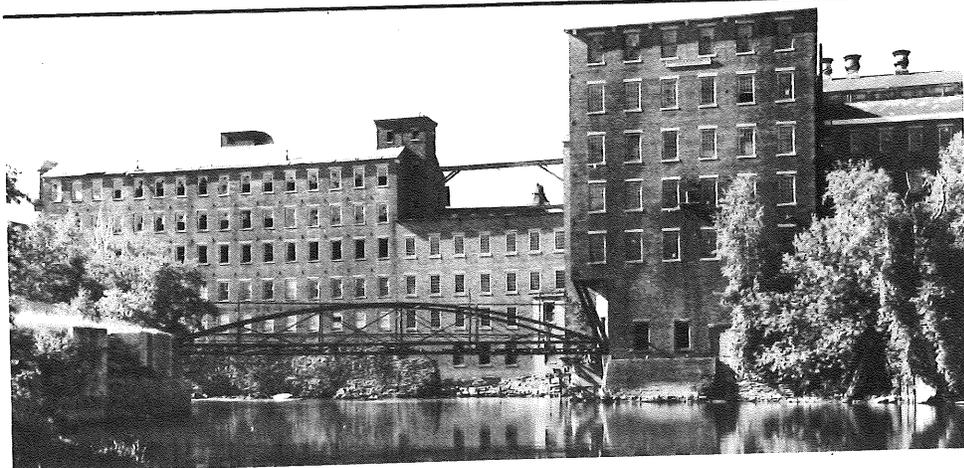
the National Center for Appropriate Technology, the HCRS Northeast Regional Office, the Department of Energy, TPS, and HAER, this Rehab Action Project is an excellent example of how interagency and intergovernmental cooperation can work to both conserve and revitalize historic industrial districts in urban areas.



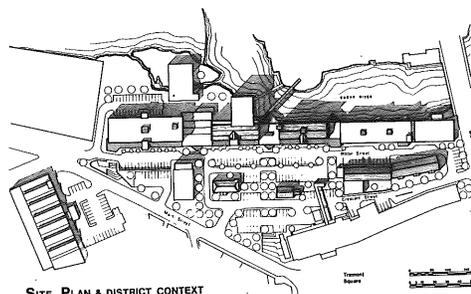
Site Identification Delineator: D. Stevenson

The HAER Claremont team focused on an area called the "Claremont Village Industrial District," approximately one mile in length and varying in width from 1/8 to 1/2 mile along both sides of the Sugar River. The team identified 23 industrial or industrial-related buildings in the district and suggested that a comprehensive/mixed-use development would economically and culturally benefit the declining area.

Monadnock Mills, located on both sides of the Sugar River, is an excellent example of a New England cotton textile mill complex. For almost a century the mills provided employment and community stability for the citizens of Claremont. The HAER team recommended that the Monadnock complex be considered a single unit and the team's development concept outlined a mixed use. The photograph and drawing on the right show the north side of the mill complex.

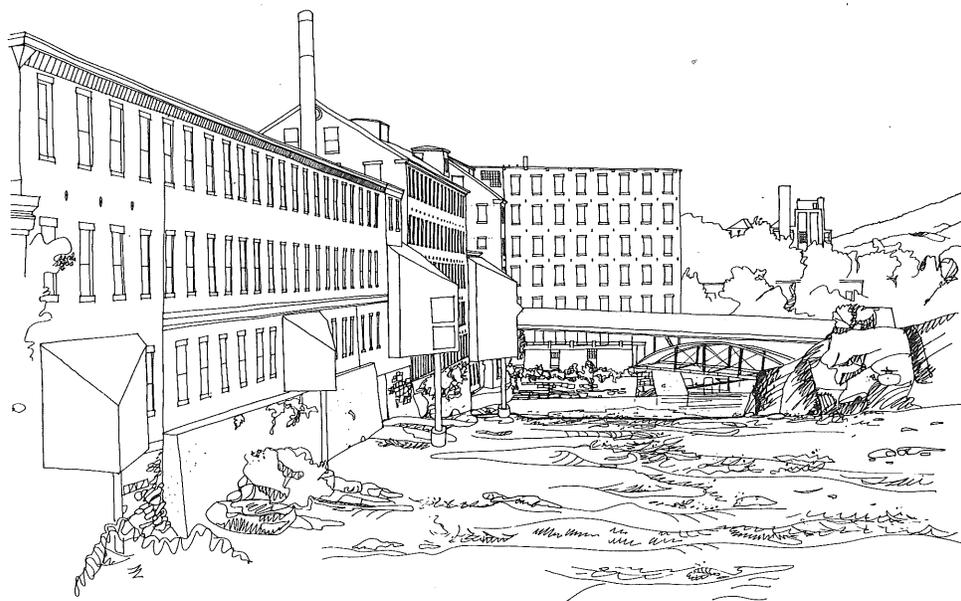


Photographer: J. Lowe

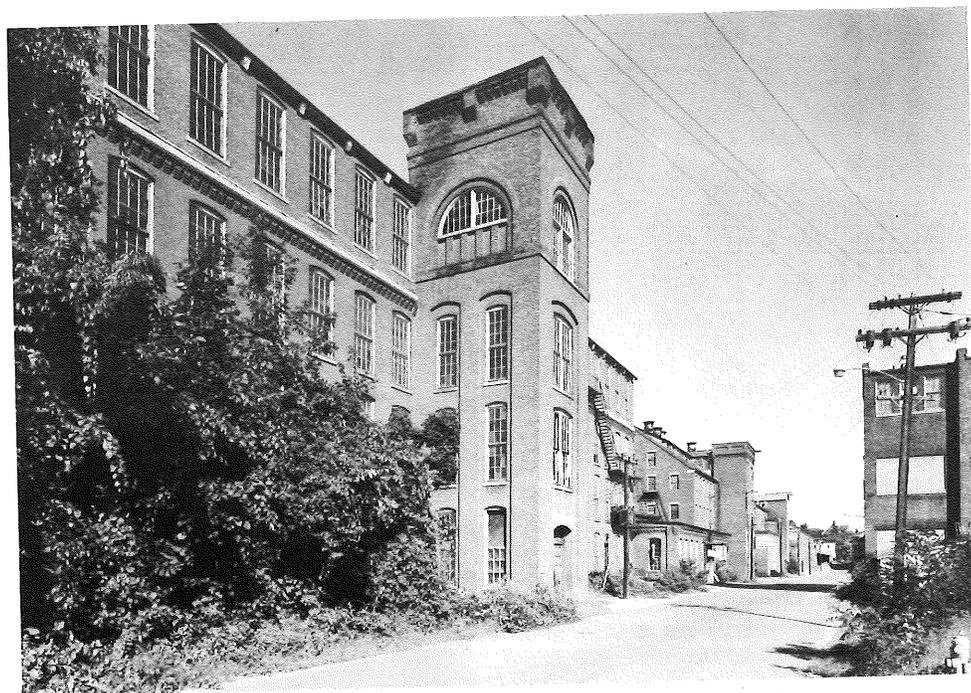


SITE PLAN & DISTRICT CONTEXT

Delineator: D. Stevenson



Delineator: J. Arbib



In the proposed Monadnock arcade, retail businesses would occupy the ground level and the first-floor level of all the buildings of the complex along the river. The photograph shows the existing mill buildings on Water Street. The team proposed that a one-story glass arcade be constructed along the south face of the buildings to connect two levels of the complex. The glass arcade would provide solar heating potential for the lower two levels. Market studies reveal that housing, offices, and community support services would be appropriate uses for the upper levels of some of the buildings.

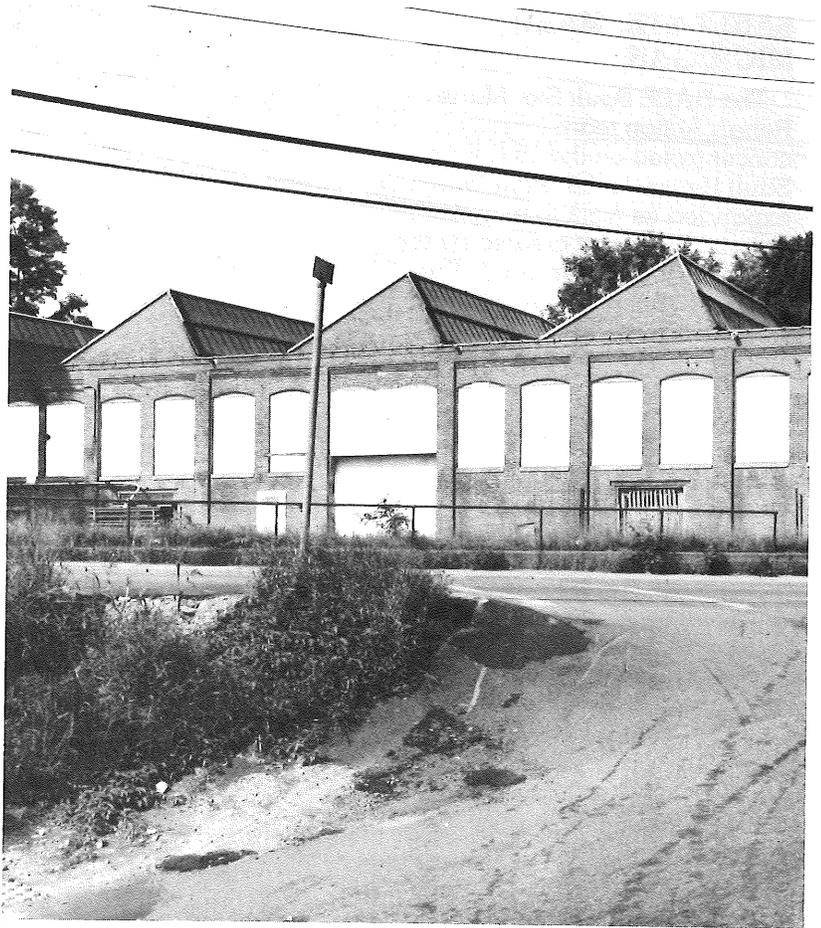
Photographer: J. Lowe



SULLIVAN MACHINERY CO. FORGE SHOP

Delineator: J. Arbib

The Sullivan Machinery Company, a complex of eight buildings studied by the HAER team, is located primarily on the south side of the Sugar River. The largest industrial employer in 19th-century Claremont, the Sullivan Company supplied equipment for the mining, construction, and other related industries. The drawings and photograph are of the Sullivan Forge Shop, a one-story building divided into three parallel bays with two partial mezzanine levels.

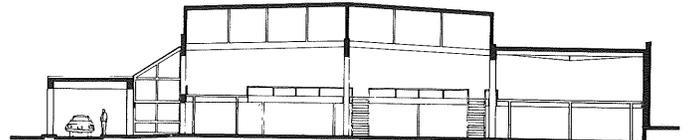


Photographer: J. Lowe

Delineator: J. Arbib



Partial elevation



Section

Delineator: J. Arbib

The cross section shows the skylights and expanded mezzanine level with new retail space and porte cochere.

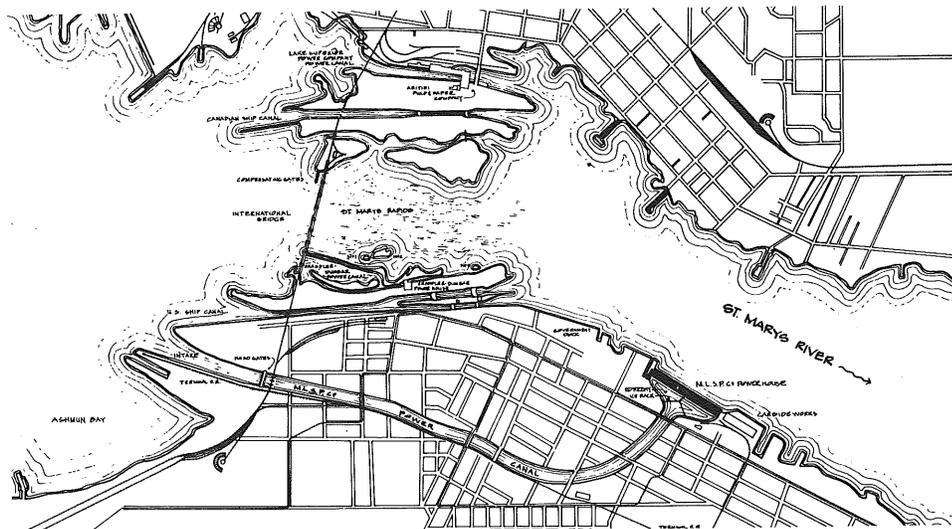


Interior perspective

A market study of the shopping region around the study area revealed that a quality department store was needed. The Sullivan Forge Shop seemed well-suited for this use because of its proximity to the proposed Monadnock complex retail arcade and the Pleasant Street Central Business District. Fossil fuel conservation measures for the building were also studied. Three schemes were developed for utilizing solar heating through collectors located on the southern roofs of the sawtooth monitors. The TPS section of the team also explored methods of weatherization. Both the solar and weatherization proposals were predicated on preserving the essential historic character of the building.

SAULT STE. MARIE, MICHIGAN

The HAER Sault Ste. Marie Rehab Action team initially concentrated on the 1902 Edison Sault Hydroelectric Plant and then expanded its work to include the "city-island" area created by the canal for the power plant. The team was cosponsored by the Michigan State Historic Preservation Office, the City of Sault Ste. Marie, the Institute of Electrical and Electronic Engineers, and the Edison Sault Electric Company. A rehabilitation plan developed by the team unifies commercial and tourist zones and suggests a community center for recreation. The HAER team worked closely with the Lake Central Regional Office of HCRS to develop a system of canal and riverfront parks, open spaces, and pedestrian walkways that redefine and enhance the economic, cultural, and recreational opportunities of this urban area.



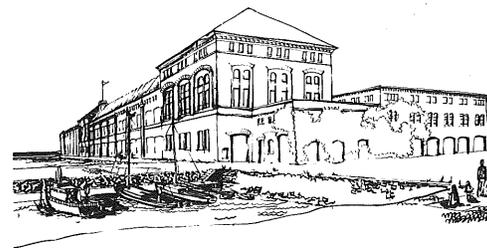
Delineator: K. Savoie

Construction of the Sault Ste. Marie Power Canal (1898-1903) created a city-island, bounded on the northern side by the St. Mary's River and on the southern side by the canal. This island contains a high concentration of the city's historic, cultural, and commercial resources. The HAER team focused on the integration of local and tourist activities as a unifying element that will enable the city-island to fully use its available resources.



Photographer: J. Lowe

The photograph and architect's sketch show the Edison Sault Hydroelectric Plant, the world's longest low-head hydro station when completed, and the adjoining waterfront area at Mariner's Park. The plant is now owned and operated by the Edison Sault Electric Company. The lower floors are used for electric power generation, operating the original water turbines and generators; the upper floors are largely vacant. In determining a use for this vacant space, the HAER team considered community needs, the plant's surrounding environment, and a market analysis of the area. The team determined that the space could effectively serve as a mixed-use facility. A museum or some form of interpretive program would be a valuable link with Mariner's Park. Housing in the form of multiple-family dwelling units is also needed. Mariner's Park along the waterfront is the only unfenced waterfront land on the city-island. This important resource could be carefully developed to make the park fully accessible and attractive to residents and tourists and to open up parts of the Edison Sault Hydroelectric Plant.



Delineator: C. Poor

Rehabilitation: An Alternative for Historic Industrial Buildings, a publication which presents the work of HAER's 1977 rehab teams is now available through the Superintendent of Documents, US Government Printing Office, Washington, DC 20402 (GPO Stock Number 024-016-00093-5, cost \$4).

For 1979, HAER is again looking for representative demonstration project sites and is anxious to hear from any potential cosponsor regarding possible projects. HAER is also looking for state staff members to serve on the 1979 project teams. We hope to eventually see individual states fielding their own Rehab Action Teams, and believe that the summer experience is the best way to transfer this expertise and experience to the SHPO offices.

US Department of the Interior
Heritage Conservation and Recreation
Service
Washington, DC 20243

Edited by Sally Marusin, writer-editor,
National Register Division.