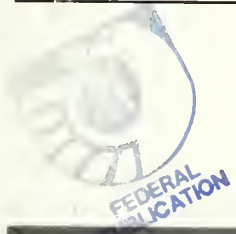


# AFFORDABLE HOUSING

## Through Historic Preservation

*Tax Credits and the Secretary of the Interior's Standards for Historic Rehabilitation*




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# Affordable Housing Through Historic Preservation

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*Tax Credits and the Secretary of the Interior's  
Standards for Historic Rehabilitation*

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and Bruce D. Judd, FAIA  
with a Preface by Katherine H. Stevenson

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*Pediment Detail, Coleman Manor Apartments*

# Preface

**T**HE HISTORIC BUILDINGS OF OUR towns and cities embody our personal past — the hospitals where we were born, the schools we attended, the stores where we shopped, the theaters where we cheered and sobbed. They also exemplify our development as a nation — from vernacular farmhouses to industrial buildings, housing to architectural masterpieces. Buildings traditionally were built with pride, with individualized embellishments and solid construction meant to last and to proclaim the social position of their owners. We treasure the landmarks of our older neighborhoods, encouraging their rehabilitation and reuse.

It makes sense to utilize historic buildings for affordable housing, from the point of view of the owner, the renter, and the community. The owner of a historic building that is rehabilitated according to the *Secretary of the Interior's Standards for Rehabilitation* can benefit from the Historic Rehabilitation Tax Credit, a program of the National Park Service. Combining the Historic Credit, which can be taken over a short period of time, with the Low Income Housing Tax Credit, which is taken over a ten year period, makes an attractive offering to investors. A proposal for affordable housing is more likely to receive community support when it entails rehabilitation of a neighborhood landmark rather than new construction. This can save time and money for a developer.

Providers of affordable housing have discovered that tenants in rehabilitated

historic properties appreciate the distinctive features of the buildings. They are proud to live there, as evidenced in the care with which they treat the building, and the low rate of turnover compared with non-historic housing projects. Their response to the building reduces long-term administrative and maintenance costs.

Historic buildings, moreover, offer other advantages; they are often centrally located, close to transportation, jobs, and services. Communities thus benefit when existing infrastructure can be reused, vacant buildings are returned to the tax rolls, and needed affordable housing is made available.

This publication is a guide for developers of affordable housing on how to work with the *Secretary of the Interior's Standards for Rehabilitation*. To be eligible for the Historic Rehabilitation Tax Credits, projects must meet the *Secretary's Standards*. To date, over 10,000 affordable housing projects have been completed that met the *Secretary's Standards* and received the Historic Rehabilitation Tax Credit.

Developers describe in this publication how working within the guidelines of the *Secretary's Standards* enabled them to produce a better product while saving both in rehabilitation costs and in long-term maintenance costs. The *Secretary's Standards* have been used nationally for almost 20 years. They encourage the sensitive rehabilitation of historic buildings and their sites. They promote the retention of significant features, and

repair and reuse rather than replacement of historic materials in order to preserve the historic character of a building. New additions are allowed as long as they are compatible with the building's historic character.

The successful application of the *Secretary's Standards* to many different types of historic buildings being rehabilitated for affordable housing are discussed here along with ways to reduce time and expense in carrying out rehabilitation projects. The developers whose projects are featured did not all begin with preservation in mind. Some

became convinced that it was the most effective way to get neighborhood acceptance of their projects, and avoid unnecessary delay. Having completed their projects, all these developers are strong advocates of their decisions to rehabilitate historic buildings. The owners, the tenants, and the communities have all benefited from this decision.

KATHERINE H. STEVENSON,  
ASSOCIATE DIRECTOR  
CULTURAL RESOURCE STEWARDSHIP  
AND PARTNERSHIPS  
NATIONAL PARK SERVICE

# Introduction

**J**OINING AFFORDABLE HOUSING AS a use and historic buildings as a resource can be very successful on many levels, from economics to philosophy. Benefits accrue to the owner, the tenants and the community.

The Historic Rehabilitation Tax Credit was created to provide an incentive for protecting those historic buildings that are part of the nation's patrimony. Receipt of the Credit is dependent upon meeting the *Secretary's Standards for Historic Rehabilitation (Secretary's Standards)*. These were developed by the National Park Service as a guide for protection of the character-defining features of historic buildings while encouraging their return to productive use. Character-defining features are those by which we can identify the building's original time and function. They include features that make buildings unique as well as those that make them representative of a type. Windows, for instance, are very characteristic of their time. The result of replacing a multi-paned wooden window with a single pane of tinted glass can be incongruous and misleading. Interior spaces are also very characteristic not only of time but of function. This is why it is important to retain characteristic spaces such as those of the shotgun houses or the YWCA discussed in the case studies. Among other character-defining features are such things as the placement of openings, the massing of the building, cladding and trim. Each building has a unique combination of character-defining

features. The State Historic Preservation Offices and preservation professionals can help developers to identify character-defining features of historic buildings.

The goal of this publication is to show the reader how to meet the *Secretary's Standards* in conjunction with affordable housing requirements; how to select buildings that lend themselves to adaptation for affordable housing with minimal impact on their historic features; and how to plan and proceed with the project to minimize time and expense.

This introduction will set the stage for the more detailed case studies that follow. Here we briefly discuss the reasons for rehabilitating historic buildings for use as affordable housing, some of the specific design issues associated with these projects and design approaches that have proven to be successful.

The case studies give examples of successful rehabilitation of many types of historic buildings including schools, hospitals, hotels, warehouses and industrial buildings as well as buildings originally planned as residential. The buildings range from the simplest vernacular shotgun houses in Athens, Georgia, to the grand Chateausque Style Mary Andrews Clark YWCA in Los Angeles. The studies illustrate solutions to common issues such as dealing with lead paint, repair or replacement of original windows, and reconfiguration of space for new users.





# **PART ONE**

## **Rehabilitating Historic Buildings for Affordable Housing**



# Benefits of Rehabilitating Historic Buildings for Affordable Housing

**T**HERE ARE MANY BENEFITS TO rehabilitating historic structures for use as affordable housing. They range from those that apply to all historic affordable housing projects, to very specific reasons only applicable to one individual project.

## Benefits to Owners and Developers

### Equity

When an income-producing historic building is rehabilitated according to the *Secretary's Standards* it can qualify the project for a 20% Historic Rehabilitation Tax Credit. When added to the Low Income Tax Credit, which can be 30% or 70%, the combined credits can provide a substantial source of equity for the project. Unlike the Low Income Tax Credit, the full amount of the Historic Rehabilitation Tax Credit is taken in a brief period rather than stretched out over ten years like the Low Income Tax Credit.<sup>1</sup>

Any rehabilitation project in an historic building that is funded or permitted by a federal agency must undergo review of its impact on the historic property. The

purpose of the process, known as "Section 106 Review", which is discussed in detail in Appendix A, is to retain the historic character of the property. Since the *Secretary's Standards* are the guideline to be followed when rehabilitating historic properties under Section 106, as well as for the Historic Rehabilitation Tax Credit, it makes sense to consider applying for the Credit. The review for both processes is usually done by the State Historic Preservation Office (SHPO). In some states, as in California, the two reviews may be combined, thus expediting the process.

### Community Acceptance

The owner may find that community resistance to affordable housing is overcome by the prospect of having a community landmark such as a school or hospital refurbished and put back into service. Lengthy delays for public hearings may be avoided. Many of the developers interviewed for the case studies felt that public support was important to the approval of their projects by the local government. The developers of Mercy Family Plaza in San Francisco, for instance, abandoned plans to demolish the historic buildings and erect a new facility when it became apparent that neither the neighborhood nor the Landmark Review Board would support them.

### Regulatory Flexibility

Some communities are so pleased to have important buildings renovated that they will waive or reduce regulations

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<sup>1</sup>The financial benefits and considerations associated with conversion of historic buildings for affordable housing are covered in a companion book *Affordable Housing Through Historic Preservation: A Case Study Guide Combining the Tax Credits*, prepared by the National Park Service and cosponsored by the National Trust for Historic Preservation. It is available from the Government Printing Office. An order form is included at the end of this book.



## THE SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION

1. *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.*
2. *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.*
3. *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.*
4. *Changes to a property that have acquired historic significance in their own right will be retained and preserved.*
5. *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*
6. *Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Repair or replacement of missing features will be substantiated by documentary and physical evidence.*
7. *Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.*
8. *Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.*
9. *New additions, exterior alterations or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale, and proportion, and massing to protect the integrity of the property and its environment.*
10. *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

such as parking requirements and will facilitate the permitting process by having city staff assist the developer throughout the entire process. The Phillips House in Seattle failed as a market rate project due to parking requirements; when these requirements were waived for affordable housing in the same building, the project became feasible.

### Operating Savings

While many building codes exempt historic buildings from compliance with energy codes, managers of affordable housing projects are continually working with limited maintenance and operating budgets. Thus, wherever possible energy conservation strategies should be used to help in this regard.

Older buildings generally are inherently more energy efficient than many newer buildings: "They use less energy because they were built with a well-developed sense of physical comfort and because they maximized the natural sources of heating, lighting, and ventilation."<sup>2</sup> Because they typically have operable windows, and frequently have interior light courts, roof top ventilators, skylights, and windows into corridors, ventilation is accomplished at much lower costs than mechanical ventilation. Historic buildings typically have attics and crawl spaces that can be easily insulated. In addition, operable windows and doors can be weather-stripped inexpensively; interior storm windows may also be an option.

In several of the case study projects, the developers were able to reuse original mechanical equipment by refurbishing it at little cost. At the California Hotel in Oakland, California, all of the remaining radiators were renovated; where they were missing, new ones were installed similar to the existing ones; at the Grand Coulee Apartments, in Spokane, the radiators were refurbished and reused with a new boiler. Because the

<sup>2</sup> *Preservation Brief #3: Conserving Energy in Historic Buildings*, by Baird M. Smith, AIA, National Park Service.



*Secretary's Standards* encourage reversibility and retention of historic building material, window air conditioning units, where necessary, are preferred over through-wall installations.

### **Savings on Maintenance**

Beyond the rehabilitation itself, owners have realized cost savings from lowered administrative and maintenance costs. The myth that a building constructed new for a purpose (especially housing) will be better than one rehabilitated for that purpose has now been proven wrong many times over. Converted buildings, properly conceived and executed, often function better and last longer than new structures. Older buildings were often constructed with higher quality materials and construction methods than are currently used. For example, typically older double hung windows were constructed of fir or other strong wood using mortise and tenon joints while modern windows typically use inexpensive pine with joints that are stapled together with an air gun.

In addition to construction materials, finish materials were of better design and quality. Floor tiles, wainscoting, Lincrusta Walton, plaster rosettes and other embellishments were used even in humble projects, while sheet vinyl flooring and gypsum board are now the norm. At Bryden House, in Columbus, Ohio, the owners find the cost of upkeep of the restored tile floor far less than that to clean carpeted areas. It should be noted that modern materials, such as vinyl, are not maintenance free, but require their own upkeep.

Above all else, historic buildings, even those built to "patterns", were generally given a higher level of design effort and care than is now seen in most buildings. The resulting spaces, both inside and outside the historic building were typically of higher quality than found today, with higher ceilings, larger rooms, broader corridors and entry areas, more expansive yards and setbacks. These elevated standards of materials and spaces result in a higher level of respect for the building on the part of the tenants and the neighborhood. The Coleman School, in Baltimore, which was



rehabilitated with neighborhood support and which serves low-income elderly people, is graffiti and litter-free even after being in service over five years.

### **Savings on Administrative Costs**

Tenant pride in their historic buildings means less turnover and lower administrative costs as well. Historic Seattle Preservation and Development Authority, General Partner in the rehabilitation of the Phillips House, manages many affordable apartments throughout the city. They have found their vacancy rate to be well below the industry standard. Finding new tenants when vacancies do arise is easy with the generous proportions and details of historic buildings. People enjoy living in a place with a story to tell.

### **Additional Income and Services**

Because the Historic Rehabilitation Tax Credit is not restricted to residential units, it can be used to rehabilitate commercial and service spaces in residential facilities. These can both serve the tenants and bring in additional income to help support the project. The California and Grand Coulee Hotel projects in Oakland and Spokane, respectively, both have commercial spaces for which the tax credit was used. The Bryden House,

*“...I wish that there had been even more to preserve. People can spend lots of money on PR to create enthusiasm for their projects. In historic properties it’s already there — you just have to bring it out.”*

**ROBERT SCHILLING,  
DEVELOPER OF THE  
BRYDEN HOUSE  
APARTMENTS,  
COLUMBUS, OHIO**



*“This is where I had my children — it looks just the same!”*

**RESIDENTS OF BRYDEN HOUSE, COLUMBUS, OHIO**

in Columbus, Ohio also included space leased to the city for services. Other projects for low income tenants have included day care facilities, hair salons, and cultural centers. Income from such facilities can help to finance regular maintenance costs of affordable housing.

### **Easements**

In addition to the Historic Rehabilitation Tax Credit, donation of an easement, essentially an agreement not to change an historic feature such as a building's facade, can result in significant tax savings to a project. Wells and Company donated an easement on the facade of the Grand Coulee Hotel in Spokane, and realized a tax savings of 15% of the appraisal; in their case this was worth \$53,580 in the first year.

## **Benefits to Tenants**

### **Amenities**

Tenants enjoy the amenities of living in historic spaces with historic detailing. Many rehabilitated historic buildings have common spaces that serve as pleasant gathering places for tenants. The Mary Clark Andrews YWCA in Los Angeles retained its beautiful library for the use of residents. Sometimes “found” spaces that are retained as part of the historic character of a building become favorite gathering places. At the Mercy Family Plaza, the upper level of a two-story connector to the old hospital was turned into a laundry room. It has become a popular gathering place for residents.

### **Location**

Residents appreciate being able to continue living in their neighborhoods amid familiar surroundings with friends and family nearby. The central location of many historic districts generally provides easy access to transportation and services, such as shopping, banking, and medical facilities, which make cars less necessary. This is particularly important to the elderly who can no longer drive, as well as to low income persons of any age who cannot afford vehicles.

## **Benefits to the Community**

### **Community History**

There are many community benefits that result from rehabilitating historic structures for affordable housing uses. While these are quite powerful reasons, they are frequently difficult to measure in a quantifiable way. They include our sense of where we, as a people, and as a community have come from, our ties with our past and the products of work that those before us have accomplished. This sense of continuity and stability is a very deep psychological need that is not addressed in most new tract developments or new communities. The rehabilitation of a building that has been a neighborhood landmark is a gift to the community as well as to the tenants, who often have ties to the building themselves. Some of the elderly returning to St. Ann's Maternity Hospital to live after it was converted to housing, were delighted, exclaiming “This is where I had my children — it looks just the same!”

Historic buildings have the scale and sense of character that are found more and more in urban design plans. They maintain the fabric and scale of the community better than large built-to-the-envelope modern buildings. The West Diamond Street scattered-site development in Philadelphia helped maintain the scale and quality of the neighborhood by maintaining the coherence of thirty-two similar brownstone rowhouses which were characteristic of the area. In Athens, Georgia, rehabilitation of the vernacular shotgun houses maintained the character of that neighborhood as no modern infill could have done. The urban design concept of clustering buildings around a landscaped area off of a street is regaining popularity in new developments. Rehabilitation of the Saint Andrew's Bungalow Court in Hollywood, California, preserved not only the fourteen bungalows facing into a pleasant courtyard but the scale and feeling of an earlier period in Hollywood. These one story bungalows with craftsman detailing strongly contribute to the sense of place in an area where the sense of place is continuously being eroded by marginal new developments. In a time when urban sprawl is blighting the countryside and wasting resources, reuse of historic buildings makes more and more sense.

### **Catalysts for Revitalization**

In San Francisco, the Mercy Family project came about because the surrounding residents didn't want the historic buildings demolished even though they were an eyesore. Now, this prize winning project has contributed to the revitalization of



adjacent properties and increased property values of the neighborhood. In Spokane, the Grand Coulee Hotel is one of several rehabilitation projects that, according to the Mayor, have “made a tremendous impact on a previously deteriorated area. Their renovation has been the catalyst for additional work, such as the recently completed Commercial Building.”

### Impact on Taxes

Reuse of historic buildings helps to reduce the necessity of expanding a community’s infrastructure, such as sewer and power lines. Reusing resources and tying them into the existing infrastructure (already paid for), rather than developing new land requiring infrastructure expansion helps to keep taxes low. In addition, rehabilitation can return unused or underused buildings to the tax rolls.

### Sustainable Design

“Sustainability is an approach to design that embraces the idea that every decision that a designer makes affects not only the local environment, but also the regional and global environment. It also embraces the concept that human civilization is an integral part of the natural world and as such, has a profound effect, for good or ill, on the natural environment.”<sup>3</sup>

That historic structures may be altered so that they may continue to have a viable use (so long as the changes do not destroy important character-defining features) is by its very nature, a form of sustainability. “Existing structures represent energy that has already been expended, materials that have already been mined or harvested, components that have already been manufactured — the embodied energy of past generations.”<sup>4</sup>

Thus, when all aspects of the construction process are considered, the argument for renovating an existing building becomes compelling. The cost to demol-

ish an existing building, cart away the rubble and dispose of it (adding to land fill in the process), create new building materials, transport them to the building site, and then finally erect a new building is significantly greater than the cost to rehabilitate that same building. It costs more money directly; it generally takes longer (which costs money indirectly); and it uses more material and less labor than rehabilitation, which is much more labor intensive.<sup>5</sup>

The total indirect costs of demolishing a building and then building a new structure have, until recently, not been taken into account when making comparisons between rehabilitation and new construction. Preservation and sustainable design have become important parts of the environmental movement and have far-reaching consequences. The term “life-cycle-costing” also reflects this more holistic approach to decision making. Several studies have looked at what it actually costs to make a brick, transport it to a site, place it in a building, demolish the building, cart the brick away, and replace it with a new brick. The studies showed that when the entire cost of demolition and new construction versus renovation is considered, the economics favor renovation by three to five times!<sup>6</sup>

*(The Grand Coulee Hotel is one of several rehabilitation projects that have) “made a tremendous impact on a previously deteriorated area. Their renovation has been the catalyst for additional work.”*

**JACK GERAGHTY, MAYOR  
OF SPOKANE**

<sup>5</sup> These ideas are covered in detail in both *Affordable Housing Through Historic Preservation, A Case Study Guide Combining the Tax Credits* and *The Economics of Historic Preservation, A Community Leader’s Guide* by Donovan D. Rypkema, published by the National Trust for Historic Preservation, 1994.

<sup>6</sup> One of the most thorough is *Assessing the Energy Conservation Benefits of Historic Preservation: Methods and Examples*, (a technical report with methodology and equations) and *Preservation and Energy Conservation*, (a more general summary report for the lay reader), The Advisory Council on Historic Preservation, 1979. This study was conducted as a result of the Oil Embargo in 1973, and results were given, not only in Btu energy units, but in gallons of gasoline. For example: The Grand Central Arcade, a historic hotel in Seattle’s Pioneer Square, required less than 1/5th as much energy to rehabilitate than would have been required to build a comparable new facility. At the time it represented a savings of over 90 billion Btu or 700,000 gallons of gasoline; renovation of the Lockfield Garden Apartments in Indianapolis required less than 1/3 the energy to build a comparable new apartment complex, resulting in a savings of over 2250 Btu or almost 2 million gallons of gasoline.

<sup>3</sup> *Guidelines for Rehabilitating Buildings at the Presidio of San Francisco*, prepared by Architectural Resources Group for Presidio Project Office, Golden Gate National Recreation Area, National Park Service.

<sup>4</sup> *Ibid.*

## Applying for the Historic Rehabilitation Tax Credit

*The Historic Rehabilitation Tax Credit certification process has three formal parts. Forms and a description of the process may be obtained from each State Historic Preservation Office.<sup>7</sup> Part One requires the applicant, or developer, to submit information showing that the building is historic. This can be done by showing that it is listed or eligible for listing on the National Register of Historic Places; contributes to an historic district listed or eligible for listing on the National Register of Historic Places; or contributes to a certified local historic district.*

*The Part Two application is a form completed by the developer describing in words and photographs how all of the character defining elements that might be affected by the rehabilitation will be treated and specifically, that the proposed work will comply with the Secretary's Standards. Plans showing proposed changes should also be included. The form is reviewed by the SHPO which recommends approval or denial to the National Park Service. By law, the National Park Service must approve the work as described if the project is to be certified upon completion. Much time and expense may be avoided by consulting with the reviewing parties before work commences about what treatments will meet the Secretary's Standards and what spaces and finishes must be preserved.*

*The application for certification of the finished work is submitted after completion of the project, describing how each of the features identified in Part Two above actually were treated. Again, the SHPO reviews the work and recommends approval or denial to the National Park Service, which has the final responsibility to decide whether or not to certify that the work did meet the Secretary's Standards.*

## A Successful Approach to Rehabilitation

Achieving a high quality design product through sensitive rehabilitation of an historic building requires planning and care throughout the entire design and construction process. This section looks at this approach in detail.

### The Planning Phase

Conversion of buildings for affordable housing is extremely sensitive to financial/program issues. Thus, it is critical to involve an architect with experience in historic preservation at the earliest programming and budget planning discussions. Such an architect will have experience with what alterations will work with the selected building and how to build upon and highlight the building's historic features, incorporating any changes within the framework of the *Secretary's Standards*.

It is necessary to understand the "fit" between the building and the program. Many projects fail when the program (that is, the number of units) asks too much of the building. A cost analysis should be carried out at the beginning. An experienced preservation architect can advise whether a building can be rehabilitated for the desired program. Sometimes, as in the case of the Phillips House in Seattle, and the Mary Andrews Clark YWCA in Los Angeles, the architect may even be able to increase the number of units that will fit into a building without adversely affecting its historic character.

It is also critical to involve a representative from the State Historic Preservation Office (SHPO) in initial walk-throughs of the building, to identify character defining spaces and features that must be retained in order for the project to meet the *Secretary's Standards*. To make an informed decision on certification, the NPS must receive documentation (photographs and plans) of the condition of the property **before** and **after** the rehabilitation. Photographs must be supplied of interior spaces as well as all elevations, and particularly including areas where

work may be done. Tax credits may be denied for lack of sufficient documentation of the condition of materials, trim, or significant spaces prior to the rehabilitation.

The *Secretary's Standards* are an important tool in achieving design quality. Properly used and understood, they will guide the entire design team's efforts and the team will become advocates for the project. Each of the developers of the case study projects cited early consultation as a major reason for their projects' success.

In general, the *Secretary's Standards* encourage as few changes as possible to historic features. Changes which are made should be reversible. For example, in the Coleman School project, deteriorated tin ceilings were repaired where possible; where they could not be repaired, they were not removed, but were covered with a suspended ceiling.

The basis of design decisions is the state of the building when it was acquired. This means that if elements have been removed before the developer acquired the building, they do not necessarily need to be restored to their original state. However, if the project can afford to do so, based on documentary or physical evidence of what existed historically, it will certainly enhance the quality of the project. Creation of undocumented "historical" spaces or treatments can lead to denial of the credits.

After the elements to be retained and the treatments to be undertaken have been agreed upon, the development team must then be willing to adjust the program and financial structure of the project to fit the building and site capacities. Once the program and concept design is established, enough exploration should be undertaken to develop a "real" budget. The program and financial plan can be adjusted, and the project designed as appropriate.

7 A list of State Historic Preservation Offices may be found at the National Park Service Cultural Resource Web page: <http://www.cr.nps.gov/>



## The Design Phase

As has been noted above, it is critical to the success of a project to involve all of the reviewing agencies and interested parties in the process as soon as possible. They include building officials, the fire marshal, local preservation agencies and boards (the landmarks board, design review commission, etc.), other preservation reviewing agencies (the SHPO or National Park Service if it is a tax act project), and other interested parties such as local, state and federal housing agencies. The essential design features of the building must be protected and enhanced throughout the planning and design phase.

The relationship between the old and new work is a design problem that needs to be considered carefully. New work, (building additions, site improvements, etc.) should not try to mimic the historic construction, yet should be in harmony with it. The solution to inserting housing into the abandoned powerhouse at Mercy Family Plaza is an example of what can be done by a creative architect who understands the *Secretary's Standards*.

The project team can take advantage of historical building codes if they are available in the state or locality. They may be essential to the project by reducing the impact of the project on the building and thus reducing costs; therefore it pays to be familiar with them and use them. If necessary, the team may need to inform building officials about historic code alternatives. The State Historic Preservation Office may be willing to assist in negotiating with the local building officials.

## The Construction Phase

The developer should pre-qualify contractors and sub-contractors. They must be qualified and experienced in preservation work, as an unqualified contractor could potentially ruin the project. It is possible to pre-qualify contractors even on projects that require open bidding. This can be done by requiring a number of years' experience in working on historic buildings, by seeing examples of work and by

checking references, and by requiring experience in working on the type of structure that is being rehabilitated.

Using test panels as a standard of quality that will be accepted on the project is also very helpful. For example, for masonry cleaning, a concealed area should be selected to be cleaned. When the area meets the level of quality desired, it can be used to measure the quality of all other cleaning work on the project. The *Secretary's Standards* require the gentlest possible cleaning method. A contractor who does not understand preservation could disqualify the project, for example, by sandblasting the surfaces of historic brick.

The architect or preservation consultant continues to play an important role during the construction process to ensure that the design intent is carried out successfully. He or she should be considered an integral part of the team throughout the construction phase to help resolve issues before they become large problems — not just brought in when problems arise.

## Occupancy Phase

The project does not end with occupancy. Planning must be done for on-going maintenance of the facility. This is especially true for historic buildings that may have uncommon materials and finishes.

Community involvement and a sense of ownership on the part of the occupants are essential to the long-term project viability. The developer of the Coleman School in Baltimore educated the residents and neighbors about the importance of the building to the area's history. As a consequence, there continues to be strong neighborhood interest in the project. She also feels that the outstanding quality of the work, which meticulously followed the *Secretary's Standards*, adds to the pride of the neighborhood. The building has not been troubled by graffiti, and there is no litter on the grounds. Residents and neighbors know they were given a top quality project.

***“It is critical to the success of the project to meet early and throughout the design process with representatives of the State Office of Historic Preservation and the National Park Service.”***

***STEADE CRAIGO, DEPUTY  
STATE HISTORIC  
PRESERVATION OFFICER,  
CALIFORNIA.***



*“The quality of the preservation project which resulted from following the Standards gave residents and neighbors pride in the project; they care about it. This is the reason it has needed so little maintenance in the eight years since it was completed.”*

**BETTY JEAN MURPHY,  
DEVELOPER, COLEMAN  
MANOR APARTMENTS,  
BALTIMORE**



### **Solving Common Design Issues In Historic Buildings**

Many of the problems that must be solved for affordable housing are typical of all rehabilitation projects on historic buildings. The solutions to these problems, moreover, are similar to those for other affordable housing projects.

#### **Fitting the Program to the Building**

One of the most common problems is how to fit a proposed building program into an existing building while saving the significant historic architectural features and finishes. Ultimately this means that one should look at potential buildings carefully to see if they are compatible with the proposed use and will require few modifications to accommodate this use. Luckily, in the case of affordable housing, many types of historic buildings can be modified for this use while retaining historic features. The case studies included in this book

demonstrate the variety of building types that have been successfully modified for affordable housing.

#### **Repairing Historic Materials**

Another common problem is how best to repair or rehabilitate historic materials such as decorative terra cotta, cast brick, wood doors and windows, decorative tile, etc. Fortunately there are many resources available to help determine how to work with a given historic material and there are knowledgeable craftspersons available.<sup>8</sup>

<sup>8</sup> The Preservation Assistance Division, Technical Preservation Services, of the National Park Service, has put out an extensive series of technical publications discussing preservation approaches to treatment of historic materials as well as other information on meeting the *Standards*. The catalog is available by writing Technical Preservation Services, Center for Cultural Resource Stewardship and Partnerships, National Park Service, P.O. Box 37127, Washington, D.C. 20013-7127. There is no cost for this publication.

While high quality craftsmanship often is found in older historic buildings, it is important to remember that even more recent buildings that may use modern materials and early “pre-fab” buildings are now becoming historic and may have qualities that enhance living and will become unique in a few years.

### Preserving Significant Interior Spaces

Another common problem is how to best rehabilitate significant interior public spaces. Frequently much of the original designer’s attention, and budget, were focused on these spaces and care needs to be used when renovating them.

The historic dining room, parlor, living room, auditorium and library became the signature spaces in the Mary Andrews Clark Memorial Home. They contained marble, wood wainscoting, ornate fireplaces and mantles and coffered ceilings, all of which contributed to the elegant yet comfortable rooms. The developer was able to meet the program by creating new units in the basement, which allowed him to increase the number of units from 125 to 152, and at the same time retain the large open formal spaces for the enjoyment of residents and guests.



Even modest building types, such as shotgun houses or factories have typical spatial arrangements by which they can be recognized, and which need to be preserved to retain their character. The case studies illustrate which features of each building type are likely to be significant, and which spaces may be of secondary importance. Again, it is critical that the developer come to agreement with the SHPO before work begins on which spaces are critical to retain and what modifications can be made elsewhere. Areas and finishes that have already been altered need not be restored to obtain the tax credits. Each building needs to be evaluated on an individual basis.

### Building Code Compliance

Building code compliance frequently presents some of the most difficult issues that must be resolved in a renovation project. Exiting, stairs and corridors, railing heights, fire ratings and access for persons with disabilities, discussed below, are all common problems. Seismic retrofit is also an issue in locales subject to earthquakes. Much of the problem stems from the fact that the model building codes, such as the Uniform Building Code (UBC), were initially written for use in new construction and not for renovation projects. As an example, if the UBC requires that an exit corridor be 44 inches wide, this is fairly easy to accomplish in a new building: the architect just draws a corridor that width. When this code requirement is applied to an historic building where the existing corridor may be 40 or 42 inches in width there may be a problem. This does not mean that the corridor is inherently unsafe, but to make it comply with the code would require demolition of one corridor wall and moving it a few inches.

This type of problem led to the development of historical building codes which could take these situations into account. Several states have developed their own historical building codes including California and Wisconsin (see Appendix C) that have become models for other jurisdictions.

In the example above, the existing corridor might be retained and several alter-

natives considered to arrive at the same level of safety sought in the 44 inch wide corridor requirement. In this case the corridor is only marginally narrower than the code requirement and should be permitted. If the historic corridor was 36 or 38 inches wide, a historical building code might require that the corridor be sprinklered or that fire retardant paint be used on the corridor walls.

Many building codes, such as the Uniform Building Code (UBC), have attempted to respond to the problems described above by enacting alternative regulations that may be used for existing and/or historic buildings. Most of these are “prescriptive” in nature, giving exact requirements for a given existing conditions situation, rather than “performance” in nature, describing a level of performance required. The later method allows the designer to use several alternative means to arrive at the required level of performance; this method is what is typically used in historical building codes. These codes have proven to be particularly effective in helping deal with exiting, including corridor and stair requirements, fire ratings, and railing heights. In seismically active areas, they have also helped in describing alternative ways of providing for seismic reinforcement.

### Accessibility

The Americans with Disabilities Act (ADA) affects almost all historic renovation projects including affordable housing projects. When working with historic buildings where the first floor may be found at the end of a monumental stair and bathrooms may be slightly larger than a closet, providing accessibility for persons with disabilities can be a challenge. Planning for accessibility modifications requires a three step process: 1) reviewing the historical significance of the property and determining its character defining features are; 2) assessing the required level of accessibility; and, 3) evaluating the options for providing this accessibility.<sup>9</sup>

<sup>9</sup> See *Preservation Brief #32: Making Historic Properties Accessible* by Thomas C. Jester and Sharon C. Park, AIA National Park Service.



## Disabled Access – Alternative Solution

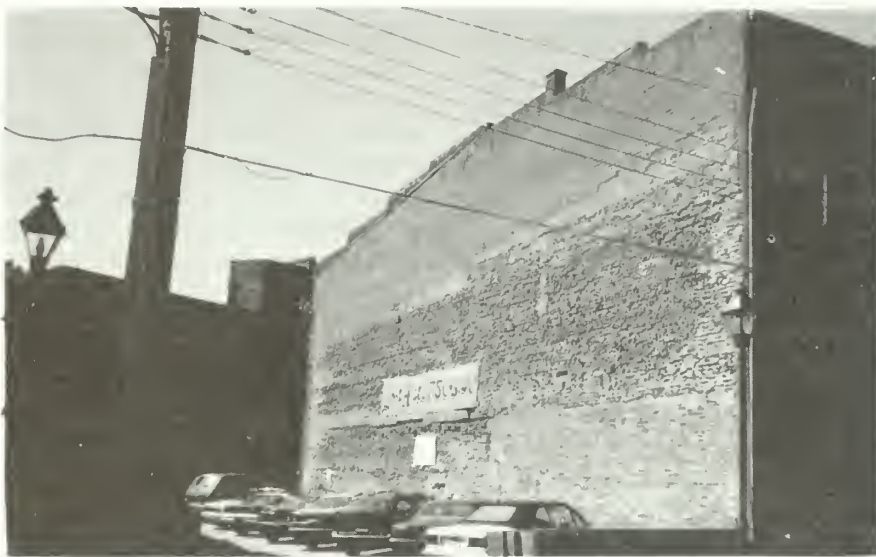
*New Entrance Sequence Provides Accessibility to The Rehabilitated East Cary Street Apartments*

*Project: 1411 East Cary Street,  
Richmond, Virginia  
(Shockoe Slip Historic District)*

*Developer: Lawrence Associates II,  
Limited Partnership*

*Architect: RGA/SSA Architects  
Stephen Salomonsky,  
Project Architect*

*The east elevation of this warehouse building had been exposed previously when the adjoining building was demolished by another developer. During the current project to rehabilitate the warehouse into apartments, the architect took advantage of the non-significant exposed elevation by creating a new courtyard entry. The asphalt paved courtyard was removed and redesigned in order to provide accessible entry to the first floor level. In addition, the badly spalling brick was stuccoed to the third floor to stop further deterioration. New openings were provided to allow for necessary fire egress. These alternations, made to a secondary facade, were approved by the State Historic Preservation Office.*



When designing projects for housing, additional requirements affect the design including the Rehabilitation Act of 1973, the Architectural Barriers Act of 1968, and the Fair Housing Act. (See Appendix D)

In the case studies presented here, creative designs were developed to provide accessibility for persons with disabilities while preserving the character of the projects. In the Saint Andrew's Bungalow Court project, in Los Angeles, which was specifically designed for housing for disabled people, simple ramps were added to eight units with two units served by each ramp. The ramps start at the central courtyard, rise to the rear of the bungalow, split, and return to the front porch. In the Mercy Family Plaza project, ramps were built at the east and west ends of the Annex and existing windows here were converted to doors. This provided access for persons with disabilities without destroying the original front entrance. An elevator was added in a janitor's closet in the Coleman Manor Apartments. It was located near the new entrance providing access for persons with disabilities to the upper two floors while the old entry became an informal sitting room. (See the sidebar for another solution to access in a rehabilitated warehouse.) The Phillips House developers excavated a basement to provide an apartment, thereby satisfying the accessibility requirement, increasing their rentals, avoiding the use of an unsightly ramp which would have had a negative impact on the historic building, and also avoiding the considerable expense of installing an elevator.

## Building Systems Upgrade

Typically the first reaction of someone renovating an historic building is to completely remove and replace the existing infrastructural systems. While many buildings do have mechanical, plumbing and electrical systems that require some amount of upgrading, in many cases these systems do not need to be completely removed and all new systems installed.

Several steps are required to successfully upgrade an historic building's systems. First, the new use of the building and the required types of systems for that new use must be determined and compared with the systems found in the building. Affordable housing works well when there are operable windows and radiators that can be individually adjusted. Second, a qualified team must be assembled to work on the building systems. Third, a survey of the existing systems must be made. Fourth, architecturally significant spaces, finishes and materials that need to be preserved must be prioritized so that building systems work can be accomplished around them. The developer must become familiar with local building and fire codes. Not doing this has caused the failure of many projects. Sixth, options for the type and size of required systems must be evaluated, and seventh, designs must be prepared to modify existing systems and install new components where required.<sup>10</sup> In general, when planning for upgrades to building systems, the one that requires the lowest level of intervention needed to successfully accomplish the job should be selected.

Creativity can be used to reduce the impact of these mechanical systems on the building. A parapet wall on a connecting link between two historic buildings was used to screen new mechanical equipment at the Bryden House Apartments. Thin profile duct vents were also fabricated there to fit into the

space of one brick. They blend into the exterior wall with minimal impact. Exposed ducts were used at the O'Hern House in Atlanta, as they were appropriate in the original factory building. Exposed wiring conduits were retained at the Grand Coulee Hotel, where they had historically been exposed in corridors.

## Structural Modifications

Required structural modifications can have a major impact both physically and economically on a renovation project. Unknown structural conditions that become apparent during construction can also greatly impact the project. In seismically active areas, the code requirements to upgrade buildings may have a major impact.

All of these situations require the designer to learn about existing conditions as soon as possible to avoid surprises, and to know what codes are applicable and their detailed requirements. In this particular case, a knowledgeable structural engineer would be helpful. Once this is done, alternative methods can be studied to see how to arrive at the required structural strengthening while impacting character defining architectural features as little as possible.

Affordable housing as an occupancy offers several advantages when confronting structural issues. Housing units generally require many walls and they are located fairly close together. This means that there are many possible locations for inserting structural elements, both vertical and horizontal elements, without necessarily impacting the building. Closets, janitorial and other service spaces can be used to hide columns and braces.

In the California Hotel a new steel grade beam was required below existing storefronts and substantial bracing was needed at the storefronts to strengthen this area. The designers were able to design a series of "K" braces set back from the storefronts to provide this bracing while preserving the storefronts and the visual character they gave to the street.

At the Mary Andrews Clark Memorial House, the designers were able to locate required shear walls in a manner that minimized their impact to the building. By removing plaster from the inside face of hollow clay exterior walls, installing wire mesh and then new plaster over it, they were able to secure these walls from collapse. The Mercy Family Plaza used gunnite spray over a grid of rebar inside perimeter walls whose original plaster had been removed before acquisition. Plywood can also be used behind wallboard in appropriate circumstances.

## Hazardous Materials

Hazardous materials have become another element that must be considered when working with historic buildings. Hazardous materials found in existing buildings range from asbestos to lead in paint. As with building systems and structural issues, how hazardous materials are investigated and strategies developed for removal or treatment in place, can have a major cost impact on the affordable housing project. ( See Appendix E for information on reducing lead-paint hazards.)<sup>11</sup>

<sup>10</sup> The above is based on information found in *Preservation Briefs #24: Heating, Ventilating, and Cooling Historic Buildings: Problems and Recommended Approaches*, by Sharon C. Park, AIA, National Park Service

<sup>11</sup> See *Preservation Brief #37: Appropriate Methods for Reducing Lead-Paint Hazards in Historic Housing* by Sharon C. Park, AIA, National Park Service.



## Lead Abatement in the Rehabilitation of the Follmer, Clogg & Company Umbrella Factory

*Project: Follmer, Clogg & Company Umbrella Factory,  
Lancaster, Pennsylvania*

*Developer: Housing Development Corporation*

*Rehabilitation Architect: Bradley, Chambers, & Frey, Inc. - R. Dexter  
Frey, Restoration Architect*

*One solution to high lead content in paint is illustrated by the rehabilitation of the Follmer, Clogg & Company Umbrella Factory.*

*Prior to beginning the restoration of the old umbrella factory into market-rate and affordable housing, the project architect called for lead paint testing. Harold E. Herman, a consultant in the field, used a heat gun to remove "bulk" samples of paint from various places in the building. The samples were sent to a laboratory where test method #7082 of the National Institute of Occupational Safety and Health was followed to determine the amount of lead in each sample.*

*Dangerously high lead levels were found. In order to comply with codes, the lead paint had to be abated. The process required the concealment of the interior surfaces of all perimeter brick walls behind new sheetrock finishes. The walls were furred-out with metal studs to a minimum of 1/2 inch off of the existing masonry walls. This was done to provide a thermal break between the studs and the masonry, as well as allow preservation of the existing brick. Fasteners did not penetrate the existing masonry, but instead were connected at the floor and ceiling only. In addition to concealment, all the lead paint on the remaining interior walls, columns, and exposed ceilings was chemically stripped and then repainted. All work followed and satisfied the Secretary's Standards. After construction was completed, "wipe" samples were tested at the laboratory to verify safe lead levels.*



In both the Saint Andrew's Bungalow Courts and the West Diamond Street Scattered-Site Development, a combination of treatments were used to reduce hazards from lead-based paint. In primary areas and kitchens, lead-based paint was removed from important features. In some of the other areas, paint was encapsulated. In less important areas, trim with lead-paint was removed from the building and new trim to match the existing was installed in its place.

### Special Program or Housing Code Requirements

Generally, these requirements may have been written for new buildings and may be particularly difficult to accommodate in historic building rehabilitations. These include requirements for private outdoor spaces and mandated square footage requirements for rooms or unit sizes. These codes may also have special requirements for materials used which typically differ from the historic materials used. In many cases, the requirements may be adjusted or waived by a locality that wants to encourage affordable housing as a reuse for historic buildings.

### Parking and Site Issues

The lack of parking on site is a common problem, solved in the Mercy Family Plaza project by decking over an existing surface parking lot. The Bryden Home Apartments creatively provided additional parking by having the city vacate alleys to the rear and sides of the site allowing the project to use this space for secured parking for tenants.

### Security

Creating a secure site is an important design element for affordable housing, requiring creativity to make the development safe while not making it seem like an isolated fortress or destroying the architectural character of the resource. Adding appropriate signage, site lighting, and fences, gates and planting that can serve as barriers all can be done



while enhancing the historic character of the site and not detracting from it. For example, the Bryden House Apartments provided a new secure outside courtyard for seating and the California Hotel converted part of an existing parking lot into a new secure patio garden for use by residents.

### **Fire Safety**

Code requirements may vary based on unique building characteristics but may include material assembly and fire rating problems, especially with corridors that still have historic wood doors and operable transom windows above. The SHBC allows use of sprinklers with door seals as well as exiting fire escapes as acceptable treatments. Most conversions of historic buildings to housing require additional egress stairways. These can be added inside the building or on its exterior. The design treatment for either choice is critical and can have a major visual impact on the project. Interior staircases can be located to have little impact on the exterior but need to be designed so they do not become visual eyesores on the interior. Exterior staircases provide the opposite situation. The challenge to the architect is to design a new visual element on the exterior that is harmonious with the exterior and does not dominate it.

The Mary Andrews Clark Memorial Home removed rooms at the end of each corridor on each floor, and installed new stair towers internal to the building. These were integrated into the existing architecture. Mercy Family Plaza provided a second means of egress from the second floor of two story units in a very creative way. A railing that surrounds a portion of a second floor cut-out opening to the floor below, can be folded down to become a walkway out to a window that also doubles as an exit door.

## **Conclusions**

With experience, the developers interviewed for these case studies have evolved some creative ways to improve their projects. They were willing to try something that didn't fit the normal pattern of how things are done. For example, the developer of the Grand Coulee Apartments trained his own construction crew for the first affordable housing project he did in an historic building and, having learned from it, kept the crew together to complete six other projects in the area, learning from each one along the way. The Grand Coulee Apartments are the latest in this series.

This developer also found a way to reduce the number of changes required due to building codes by keeping the complex occupied, before, during and after construction. This raised its own set of issues, but reduced the number of code compliance issues to a minimum.

Creating affordable housing and preserving historic buildings are two worthwhile goals that are not only compatible with each other, but are mutually reinforcing. Properly designed and developed affordable housing in historic buildings can be superior in quality to new affordable housing. Furthermore, using historic buildings for affordable housing fills an important societal need.

The design and development process requires some special skills, but more importantly, it requires a special attitude, a commitment to solving the design problems while achieving both the housing goals and the historic preservation goals. As seen in the following case studies, that attitude and commitment produce long term rewards to the community, the developer and the project resident.

***“80% of successful rehabilitation is attitude.”***

***TOWNSEND ANDERSON,  
VERMONT STATE HISTORIC  
PRESERVATION OFFICER***



# **PART TWO**

## **Case Studies of Successful Projects**





# O'Hern House

**Address:** 16 William Holmes Borders, Sr.  
Drive, S.E.  
Atlanta, Georgia 30312

**Building Type:** Warehouse

**Old Uses:** Red Seal (J. K. Orr) Shoe Factory

**New Use:** Affordable Housing for Mentally Ill

**Gross Building Area:** 26,500 sf

**Net Rentable Area:** 76 units @ 200 sf/unit = 15,200 sf

**Year built:** 1910

**Year rehabilitated:** 1993

**Ownership structure:** Limited Partnership

**Limited Partners:** Project Interconnections, Inc.  
57 Forsyth Street, NW, Suite 1110  
Atlanta, GA 30303

Project Peoples Place, Ltd.  
57 Forsyth Street, NW, Suite 1110  
Atlanta, GA 30303

**Developer:** Project Interconnections, Inc.  
57 Forsyth Street, NW, Suite 1110  
Atlanta, GA 30303

**Financing/Management:** Enterprise Social  
Investment Corporation  
10227 Wincopin Circle, Suite 810  
Columbia, MD 21044

Atlanta Housing Equity Fund  
Atlanta Neighborhood  
Development Partnership  
57 Forsyth Street, NW, Suite 1200  
Atlanta, GA 30303

**Rehabilitation Architect:** Cordell W. Ingram, Inc.  
One Georgia Center, Suite 490  
600 West Peachtree St., NW  
Atlanta, GA 30308

**Preservation Consultant:** Georgia State Historic  
Preservation Office  
500 The Healey Building  
57 Forsyth Street, NW  
Atlanta, GA 30303

**Preservation Consultant:** National Park Service  
SE Regional Office  
75 Spring Street, SW  
Atlanta, GA 30303

**Structural Engineer:** Rogers Construction  
3544 Clarkston Ind. Blvd.  
Clarkston, GA 30021

**Project Contact:** Susan May  
Project Interconnections  
57 Forsyth St., NW, Suite 1110  
Atlanta, GA 30303  
404/522-8818

## Awards Received:

*1995 Special Needs-Tax Credit Excellence Award -  
Affordable Housing Tax Credit Coalition -  
Washington D.C.*

*1994 Certificate of Excellence Award -  
Georgia Trust for Historic Preservation*

*1994 Award for Excellence in Adaptive-Use  
American Institute of Architects  
National Atlanta Urban Design Commission*

*1994 Design Excellence Award - Outstanding  
Achievement in Architectural Design - Presented to  
Cordell W. Ingram Architects - Organization of  
Minority Architects*



## PROJECT DESCRIPTION

### Background

The Red Seal (J. K. Orr) Shoe Factory was built between 1908 and 1910 in the warehouse/factory district around Edgewood Avenue in Atlanta. The owner, Mr. J. K. Orr, was a significant businessman and civic leader in Atlanta during the latter part of the nineteenth century. As head of the Atlanta Chamber of Commerce, Mr. Orr was involved in national fraternal organizations, and was benefactor to numerous Atlanta educational and medical institutions. The shoe factory continued operation after Mr. Orr's death in 1938, closing permanently in the 1960s. The building was vacant until the property was purchased by the current owners in 1991 for conversion to a single room occupancy (SRO) assisted living facility. The 26,500 square foot building was in excellent structural condition, but needed total rehabilitation on the interior.

### The Building

The 1910 Red Seal Shoe Factory is a four-story brick building, with a rectangular low-pitched, gabled roof. The factory has a large tower that extends above the roof on the southwest corner and has regularly-spaced rectangular windows along all four facades. By the time the building was acquired, over half of the more than 150 windows had been bricked in. Ornamental brick corbeling decorates the top of the tower. Traces of the original painted sign remain as a ghost sign on the north facade.

The interior of the building features twelve-foot high, round, wooden columns down the length of each floor, supporting cast iron beams that also run the length of the building. A freight elevator is attached to the main staircase. Aside from these features and a few partitioned offices, all four floors of the building had an open floor plan with exposed beams and hardwood floors.



## THE REHABILITATION PROJECT

### Project History

The O'Hern House is a residence for homeless mentally ill adults in downtown Atlanta. Concerns for the health and safety of the homeless mentally ill wandering the streets of Atlanta's downtown prompted a group of civic leaders to support a residential facility where they could live in supportive, safe surroundings.

Project Interconnections, Inc., the developer, is a private, nonprofit organization begun in 1986 to develop new housing, for homeless, mentally ill persons, using a public/private partnership model. The group has a solid history of success. Their first endeavor, Phoenix House, was a \$1 million project, which provided housing for 48 mentally ill adults through assisted living apartments. With the active leadership of Rosalynn Carter, Project Interconnections, Inc., raised private and public resources for the O'Hern House, which opened in December of 1993. This project converted a former shoe factory into a permanent residence for men and women.

The building now has 76 individual rooms (56 with private baths), a cafeteria, a laundry room, lounges, and offices. The \$2.9 million project is a broad community effort which took three years to complete. The architect retained many of the significant, character-defining features of the old factory, such as the historic painted Red Seal Shoe Factory sign on the north facade. The exterior of the building has been rehabilitated to the original 1910 appearance; new compatible windows that replicate the original configuration have been installed to reopen the blocked-up openings; the original stair tower, tongue-and-groove ceilings, brick walls, and hardwood flooring have all been repaired and retained.

The owner gained broad neighborhood support by respecting the historic context of the old shoe factory and by developing an adjacent vacant lot into a community park. The developer worked very closely with the Georgia State Historic Preservation Office (SHPO) as well as the National Park Service (NPS) in the early stages of the design to insure all proposed work would meet the *Secretary's Standards*.



# PRINCIPAL DESIGN ISSUES

## Exterior Facades

The exterior brick masonry facades consist of red brick laid in seven-course common bond with Flemish headers. The mortar and brick-work were mostly sound, but deteriorated in random areas. In order not to loosen sound paint, the exterior brick masonry walls were gently cleaned with non-abrasive bristle brushes and plastic scrapers and then vacuumed. A non-hazardous paint stripper that met EPA standards was used to clean the remainder of the facades. This process proved to be the most cost effective and the least damaging to the building and the environment. The coal storage opening and other unnecessary openings were closed, leaving a recessed reveal around the openings to convey the original character of the features. The mortar was analyzed for color pigmentation and composition in order to provide for a compatible mortar. No waterproofing or water resistant sealants were used on the brick exterior facades. The original "Red Shoe Seal Factory" historic ghost sign remains painted on the north facade between the third and fourth floors. The historic sign was determined to be significant, and was touched up slightly for preservation and legibility.

The remnants of a collapsed single-story rectangular concrete-block addition were removed from the west (rear) facade.

The concrete slab floor, to the rear along Jackson Street, was retained for parking approximately 20 cars. A simple mechanical equipment room was added to the rear of the building. The remnants of old fire stairs, burglar bars over the basement windows, and non-historic awnings along the south and west facades were determined to be non-character defining features that could be removed. A non-historic loading dock on the south facade was also removed and the original window opening restored.

## Central Tower

The central tower at the southwest corner of the building is one of the main exterior features of the historic shoe factory. Overall, it was in excellent condition. The main stairway within the central tower was retained as a significant character-defining feature for the old factory. The wooden stairs were in fair condition and needed only routine cleaning. The stairs were refurbished with only selective treads and risers needing replacement in order to bring the stairs up to code. The tower's cornice and two corner portions of its roof parapet were the only areas where significant deterioration had occurred. The tower was

restored using in-kind materials to match the original features in design, color, and texture.

## Windows

A complete window survey of the historic shoe factory indicated that fewer than one third of the original steel casement windows remained intact. Over a third of the windows had been removed and their openings bricked-up. The remaining windows were of non-historic aluminum which had been installed sometime during the 1960s. Of the approximately 60 intact steel windows, many were deteriorated due to prolonged water infiltration and severe rusting. The SHPO and NPS worked with the architect to insure that new custom-fabricated aluminum windows replicated the original muntin/mul-lion configuration and profile. All previously enclosed brick openings were reopened and retrofitted with new compatible windows. The existing non-historic glass block windows were retained in order to allow controlled natural lighting into some spaces.

## Interior Spaces

The original floor plan of the four story shoe factory was basically an open plan with no dividing partitions; however, in order to adaptively use the building as residential housing units, some partitioning of the spaces had to occur. The owner worked with the SHPO and the NPS to retain the historic character of the open floor plan. By not lowering ceilings and leaving areas such as the cafeteria, certain corridors, lobbies, and lounges open, the original historic character is maintained. Each bedroom is designed around an original oversized window surrounded by the original exposed brick.

## Ceilings/HVAC Systems

To retain the historic character, certain corridor ceilings have been left at their original ceiling height and have not been dropped. The original ceiling heights have also been maintained around the perimeter walls of the building. Ceilings along the third floor were designed with



a two foot soffit around the perimeter to expose the original tongue-and-groove ceilings and to insure that historic full height window openings remain unaltered. This design permits natural light to infiltrate the individual rooms and preserves the historic integrity of the original windows.

HVAC ductwork was exposed in most public spaces including the cafeteria, most lounges, the main vestibule/lobby area and some corridors. This allowed the architect to maintain the original height of the ceilings and to expose the tongue-and-groove detailing. This is a very inexpensive way to retain historic character and provide for modern upgrading of mechanical systems. The modern HVAC ducts overlap the rustic pipes of the original sprinkler system.

### Hardwood Flooring

A great deal of buckling had occurred on much of the original hardwood flooring due to leaking roofs and water penetration through window openings. The owner could not afford to replace all the deteriorated flooring with in-kind wood flooring, so after discussions with the SHPO, carpet or vinyl composition tile was installed in certain areas. The original hardwood flooring was refinished on the second floor and in certain lounge and lobby spaces.

### Wall Finishes

The south and west walls of the lounge areas, the library, reception area, cafeteria, the patio, and all interior columns and walls retained the original exposed brick. Over the years, layers of sheetrock and wood paneling had been installed, covering up portions of the original interior brick work. In most areas, these non-historic alterations were removed, the original brick cleaned and left unpainted.

### Fire Doors/Elevators

The existing interior fire doors were fixed in an open position and, where appropriate, new doors were recessed within the arched openings thereby preserving this important character defining feature. These types of features are unique, character-defining elements which could be retained without compromising the specific needs and functions of converting the building to a new use. The existing industrial elevator was replaced with a hotel-type elevator in order to meet modern building, fire and accessibility codes.

### Lead-Based Paint Abatement

Prior to starting major rehabilitation work, an independent environmental firm was consulted to inspect the building for asbestos material and lead-based paint. No asbestos was found, however lead-based paint was found to be on most interior wooden column supports. The lead-based paint was hand-stripped by workers wearing full protective gear and clothing. The total cost for lead-based paint removal was approximately \$10,000.

## IN SUMMARY

The project received NPS final certification for the federal Historic Rehabilitation Tax Credits in February of 1994. The unique public/private partnership together with the creative, yet preservation-sensitive, design has earned the project and its owner many governmental and architectural/preservation design awards.





## PROJECT FINANCING

The \$2.9 million project was a broad community effort bringing together public and private sponsors. Funds from United Way, a deferred loan from the City of Atlanta CDBG, foundation and corporate grants, fund-raising events and in-kind donations provided start-up support. A direct subsidy from HomeBanc of \$290,000 through the Federal Home Loan Bank's Affordable Housing Program was a major boost, and low-income and federal Historic Rehabilitation Tax Credits yielded \$1,047,000 in equity. A mortgage loan of \$325,000 from the Georgia Housing Trust Fund completed the financing.

### Sources of Funding

#### Foundation/Donations

1. Whitehead Foundation:
2. Tull Foundation:
3. Georgia Power:
4. Coca-Cola:
5. Community Appeal:
6. Woodward Fund:
7. Realan Foundation:

#### Subsidies

1. HomeBanc - Federal Home Loan Bank's Affordable Housing Program
2. Georgia Department of Human Resources (FY 1993 Grant)

#### Debt Financing

1. Georgia Housing Trust Fund Loan
2. City of Atlanta - CDBG Deferred Loan

#### Equity Credit Sales

1. Low-Income Housing Tax Credit Amount:  
\$714,000
2. Federal HRTC Amount: \$350,000

### Cost of Project

#### General

|                    |                   |
|--------------------|-------------------|
| Acquisition (land) | \$ 213,000        |
| Rehabilitation     | <u>52,687,000</u> |
| Total Cost         | \$52,900,000      |

## DEVELOPMENT SCHEDULE

Project Initiated: September, 1991  
Purchased: September, 1991  
Initial contact with SHPO: December, 1991  
Architect hired: January, 1992  
Part 1 Approval (HRTC): April, 1992  
Part 2 Approval (HRTC): July, 1992  
Construction Initiated: May, 1993  
Construction Completed: November, 1993  
Final Certification for HRTC: February, 1994  
Renting Started: December, 1993  
Leased - out: March, 1994

### Author of Case Study:

Michael W. Miller  
Preservation Architect  
Historic Preservation Division  
(Georgia SHPO)  
Department of Natural Resources  
500 The Healey Building  
Atlanta, GA 30303  
Phone 404/656-2840

**Photos:** Courtesy of Georgia Historic Preservation Division



# Coleman Manor Apartments

- Address:** 2201 Walbrook Avenue, Baltimore, Maryland 21216
- Building Type:** Turn of the century Public Elementary School
- Old Uses:** Elementary School
- New Use:** 50 units - Low-Income Elderly Housing
- Gross bldg area:** 42,368 sf
- Net rentable area:** 39,000 - 40,000 sf
- Year built:** 1903
- Year rehabilitated:** 1987-1988
- Ownership structure:** Limited Partnership  
Coleman Manor Associates, Ltd.  
1500 Sulgrave Avenue  
Baltimore, MD 21209
- Rehabilitation Architect:** Menefee & Associates, Ltd.  
2525 N. Calvert Street  
Baltimore, MD 21218  
301/338-0600
- Developer:** Coleman Manor Associates  
The Waterford Group, Inc.  
1500 Sulgrave Avenue  
Baltimore, MD
- Betty Jean Murphy  
525 N. Charles Street, Suite 200  
Baltimore, MD 21201-5042
- Preservation Consultant:** Hattie Fields-Russell  
2111 Liberty Heights Avenue  
Baltimore, MD 21217
- General Contractor:** Harkins Company  
James W. Miller, Manager  
1520 W. North Ave.  
Baltimore, MD
- Financing/Management:** Coleman Manor Associates, Ltd.  
1500 Sulgrave Avenue  
Baltimore, MD 21209





## PROJECT DESCRIPTION

### Background

Coleman Manor is located in an early twentieth century row house neighborhood in the northwest corner of Baltimore, Maryland. The building was originally constructed as an elementary school for the surrounding community, but was abandoned in the early 1980s after a new school was built three blocks away. The city held the vacant property for ten years before Savannah Development Corp. took the initiative to convert the property into low-income elderly housing.

At the time of rehabilitation, the neighborhood was in need of low income housing and the abandoned school seemed the perfect solution. In addition, the rehabilitation of the school, given its large size, had the potential to act as a catalyst for further development.

This was the first historic rehabilitation project for the developer and management company, therefore it made sense to discuss the issues from the start. The developer, contractor, representatives from the Maryland State Historic Preservation Office (SHPO), and architect met during the planning phase of the project in order to outline compliance with Section 106 of the Historic Preservation Act of 1966. Meetings held during the planning phase of the project enabled the group to identify historically significant features and fabric, and to identify potential problems. They spent time organizing the job to maximize efficiencies, cut as many of the unknowns as possible, and identify the challenges they would have to face. This gave all persons involved the ability to assess and manage their risk, and to realistically estimate costs.

### The Building

Coleman Manor is representative of turn-of-the-century public school architecture in Baltimore. The three-story pediment-topped building sits atop a raised basement and features rustication at its first floor elevation. In addition, it has original multi-paned wood windows,

a metal cornice with egg and dart motif and consoles, and a standing-seam hipped roof with projecting eaves. The brick building exhibits many other impressive details of the period, including pressed tin ceilings, hardwood floors, and decorative terra cotta entrance motifs.

When acquired, the exterior of the building was fairly intact with most of the damage caused by vandals breaking windows. Exterior features of the building deemed important to preserve include the recessed, stone arched entrance flanked by terra cotta Ionic columns and decorated with an acanthus leaf keystone; the original multi-paned wooden windows; decorative arched side entrance windows; band coursing and wave molding; metal cornice with egg and dart moldings and decorative acanthus leaf consoles; and standing seam hipped roof with projecting eaves.

The interior of the building was originally configured to include 26 classrooms, a library and office space. Significant features include maple floors, decorative pressed tin ceilings, wood paneled doors with glass panes and transoms, tongue-and-groove wainscoting, an entrance hall decorated with pilasters, and a molding with dentils. Despite damage from abandonment and vandalism, most of the original architectural features survived. Fabric deterioration was evident where much of the pressed tin ceiling was rusted or dilapidated with peeling paint. Classrooms and halls were strewn with trash, and some of the flooring was buckled.

Changes to the building over time were few and fairly insignificant. A fire escape was added in 1929 and new fire-rated partitions and doors were installed in 1959. A few years later a new chimney was constructed and, in 1970, a sprinkler system was installed.

At the time of rehabilitation, the paved building site, featuring a small playground area, was enclosed by a chain link fence. Early photographs of the building show trees in the front of the school and a wooden fence surrounding the school yard. These features had been removed prior to the rehabilitation.

### Significance of Building

The three-plus story Coleman Manor Apartments, built as an elementary school in 1903, was erected to support the growth of Baltimore at the turn of the century. Located northwest of downtown, at the southwest corner of Walbrook Avenue and Smallwood Street, the school served its surrounding row house community until the early 1980s when the replacement school opened a few blocks away.

School No. 62, as it was originally known, was one of four Baltimore city public school buildings whose construction was authorized by the Mayor and City Council, and completed by the Building Department. The building, designed without the aid of an architect, is credited to the talents of Edward D. Preston, the municipal Inspector of Buildings. At the time, Mayor Thomas G. Hayes heralded the design of public buildings by the city government as an economical method of construction. Needless to say, architects and members of the AIA vigorously opposed this practice and eventually the City relented and returned these commissions to private architectural firms.

In 1951 the school changed its number designation to No. 142 when it became a segregated black elementary school. At the time white schools were numbered under 100 and black schools were numbered over 100. In 1958, after desegregation was reestablished, the school was renamed the Robert W. Coleman School. Robert W. Coleman, a prominent black community and civic leader, was a humanitarian who actively inspired improvements in the City's public school system.

## THE REHABILITATION PROJECT

### Project History

The Coleman School is located in a stable, predominately black neighborhood which needed affordable housing for the





elderly. Betty Jean Murphy, principal of Savannah Development Corp., a Baltimore based for-profit developer of housing, thought the Coleman School would be suitable for rehabilitation into low-income housing. In addition, the location of the building allowed her to meet personal goals of using rehabilitation projects as a mechanism for social change and as an impetus for redevelopment. Ms. Murphy saw the project as a way to reintegrate the school building into its neighborhood while teaching the community about its rich history.

Ms. Murphy approached the City regarding the purchase of this "surplus" property and received a negotiating priority. This gave her time to gain community support and to gather financing. She approached a community group in the neighborhood who were receptive to the ideas she presented. Financing fell in place with the help of her various partners, a city-backed residual receipt note, and Low-Income Housing and Historic Rehabilitation Tax Credits.

The use of federal Historic Rehabilitation Tax Credits was first brought to the developer's attention during the Section 106 Review. Since the financing on this project required the use of federal funds, a Section 106 Review was necessary, and ended up being a contributing factor in the success of the project. It was Bill Pencek and Michael Day, from Maryland's State Historic Preservation Office (SHPO), who advised the developer to consider using the federal Historic Rehabilitation Tax Credit.

### **Principal Design Issues**

#### *Windows*

The window contractor initially wanted to replace the existing windows, but the preservationist working on the project said they could be salvaged. Closer inspection revealed that the wood double-hung windows of the building were in fair condition with peeling paint, some broken lights, and deteriorating putty. The windows were individually repaired,

reglazed, stripped of lead-based paint, and repainted to match the original style. Most of the hardware remained intact with the exception of new sash chains on some of the assemblies. White interior storm windows were installed to make the building more energy efficient. The storm windows were configured with a meeting rail aligned with the existing window, so as to not disturb the building's historic appearance.

#### *Roof*

The original standing seam roof was refurbished. The roofer cleaned the metal, repaired the cracks and then applied a protective sealant. The roof is coated every two or three years with the sealant to prevent water penetration.

#### *Facade Treatment*

Minimal changes to the original facades were achieved by furring out interior walls of the building to allow for insulation, utilizing interior storm windows whose meeting rails aligned to existing windows, and pulling back dropped ceilings to avoid disruption of the window line. In addition, new mechanical and plumbing systems were installed so as not to penetrate any exterior walls.

A 1966 steel frame and sheet metal fire escape was removed from the building as it did not contribute to its significance, was in poor condition, and, since there was already sufficient egress, was not required by fire codes. Removal of the fire escape revealed extensive brick damage and previous alterations to the second and third floor windows. The lowered heads and sills of these windows and the third floor window arch were restored to match the original design, based on duplication of existing fenestration. The brick and mortar were matched in color, texture, and size to replicate the original as closely as possible.

To reduce the costs of masonry work on the facade rehabilitation, and to retain as much of the historic fabric as possible, the building was carefully inspected. Only areas needing repointing or rebuilding were treated. The new mortar matched the old in composition and in detailing.



## General Design Issues

Other design issues considered during the rehabilitation of the old school building included meeting accessibility requirements and fire codes, solving site planning issues, and minimizing reconfiguration of the building's floor plans in order to maintain significant historic features.

### Accessibility

Requirements under accessibility laws were met by relocating the building's main entry to an existing basement doorway to allow an on-grade entry for everyone. This required raising the basement floor level approximately four inches. In addition, an elevator was installed in the janitor's closet near the new entrance. The door to the old entry was closed and the foyer became a small informal sitting room.

### Fire Code

Baltimore City Fire Codes were met by utilizing the existing system's pipe configuration in the installation of a new sprinkler system. Furthermore, interior stairways were enclosed with fire-rated gypsum partitions and fire-rated doors. The stairways' original character was restored by reapplying plaster and dado surfaces to documented original conditions. This included the reinstallation of

original doors, now unopenable, over the recessed fire-rated wall board. In the basement living units, windows had to be lowered to meet egress requirements. This had a minimal effect on the building's exterior appearance.

### Floor Plan

The building's original floor plan was only changed minimally, primarily due to the thoughtful fit of the new use to the existing floor and space configurations. Classroom spaces were easily divided into one-bedroom units (approximately 600 sf each). The new partition walls were detailed with a lower baseboard, in order to differentiate new construction from old. Original circulation patterns were retained with a large central corridor flanked on both ends by a stairway.

Due to minimal changes in the floor plans, the pressed tin ceilings in the corridor were easily repaired and left in place, as were the refinished hardwood floors, doors, wood trim, and wainscoting. Most of the tin ceilings throughout the building were in poor condition, with loss of protective paint covering and extensive rust damage. The salvageable ceiling tiles were chemically cleaned, repainted, and left exposed on the first floor hallway and in the stairwells. The remaining tin ceilings, which were too deteriorated to salvage, were sealed for

lead abatement and covered with 5/8 inch fire-rated dry wall. The new dry wall ceiling was suspended in order to maintain the pressed tin tiles in an "as is" condition.

### Site Improvements

The asphalt-covered grounds, surrounded by a chain link fence, were redesigned to accommodate tenant parking and to provide a small lawn around the building's perimeter. Two thirds of the asphalt was removed from the site to allow space for the plantings and a small seating area outside the new entrance. The chain link fence was also removed and partially replaced with a five foot wood screen fence.

## Project Benefits

While the initial expense of a historic rehabilitation project may be slightly more than a project that does not meet the *Secretary's Standards*, Ms. Murphy indicated that the long term benefits seem to out-weigh these costs; especially the benefits to the end user. The residents of the new units show a pride in their home which, in the end, creates a savings for the owner with reduced tenant turn over and reduced maintenance



costs. Conscientious rehabilitation projects also tend to improve the value of adjacent properties and act as an impetus for further redevelopment in the neighborhood.

## IN SUMMARY

The developer considers the Coleman School project a huge success. It taught the community about its history; it gave the residents of the building a sense of community pride; and it fulfilled a need for low-income elderly housing.

When one of the partners was asked if there was any part of the project that she would have changed, she mentioned that the only change would have been not to lower the original ceilings in the classrooms converted to apartments. This response came in light of an innovative technique she has since implemented in other historic rehabilitation projects - the use of ceiling fans in order to maintain high energy efficiency while allowing for full-height historic spaces.

The key to the success of Coleman Manor was the coordination and early communication of all the people involved with the project. It is critical to start off with a clear understanding of the goal of the project. In this case, the goal was to serve the community by creating respect for place and quality housing for the end user, while preserving a piece of the neighborhood's history. Participation and commitment of the community, the architect, the contractor and the SHPO were essential for the project's success, especially since the low-income nature of the project meant that there was a lot of work to be done with little funding. According to Betty Jean Murphy, "We harbored a sense of cooperation; produced the job according to the [historic] rules and, as a consequence, the job came out beautifully." The building remains in immaculate condition after seven years of use, evidenced by the lack of graffiti and litter and the well maintained grounds and interior.

## PROJECT FINANCING

### Sources of Funding

#### Equity

Capital Contributions

Credit Sales

Low-Income Housing Tax Credits

Federal HRTC

Long-term Tax Credits

#### Debt Financing

1st Mortgage

State Financing of 2nd Mortgage

(FHA 221B4 - Residual Receipt note)

### Costs of Project

#### General

|                  |             |
|------------------|-------------|
| Acquisition      | \$1,300,000 |
| New construction | 200,000     |
| Rehabilitation   | \$1,800,000 |
| Total Cost:      | \$3,300,000 |

## DEVELOPMENT SCHEDULE

Part 1 Approval (HRTC): March, 1987

Part 2 Approval (HRTC): January, 1989

Construction Initiated: May, 1988

Construction Completed: December, 1988

Renting Started: Units in the building were rented as soon as construction started, resulting in full occupancy at the end of the project.

**Author of Case Study:** M. Kathy Schaack

National Park Service

PO Box 37127

Washington, DC 20013-7127

**Photos:** Bo Rader, Abingdon, MD





# The Bryden House Apartments

**Address:** 1555 Bryden Road, Columbus, Ohio 43205  
**Building Types:** Hospital  
**Old Use:** St. Ann's Maternity Hospital  
**New Use:** Senior Citizen Housing with first floor commercial space  
**Gross Building Area:** 130,000 sf  
**Net rentable area:** 104,000 sf  
**Year built:** 1908  
**Year rehabilitated:** 1993  
**Ownership structure:** Partnership

General Partners  
Building and Construction Trades  
Minority Development Partnership

Robert S. Schilling  
Nicholas J. Montell  
Bryden House Corporation  
815 North High Street, Suite R  
Columbus, Ohio 43215

**Developer:** Robert Schilling and Nicholas Montell  
General Partners  
Bryden House Corporation  
815 North High Street, Suite R  
Columbus, Ohio 43215

**Financing/Management:** Robert Schilling and Nick Montell  
Housing Investment Trust of AFL-CIO  
Sheet Metal Workers Pension Fund  
Building and Construction Trades  
Minority Development Partnership

**Rehabilitation Architect:** Gibboney & Associates, Architects  
1266 East Broad Street  
Columbus, Ohio 43205

**Preservation Consultant:** Judith Williams  
2237 Cambridge Blvd.  
Columbus, Ohio 43211

**General Contractor:** The Altman Company  
John Altman  
1251 Fairwood  
Columbus, OH 43215

**Mechanical Engineer:** Parma Sinha  
Contech Design, Inc.  
519 Windsor Park Dr.  
Dayton, OH 45459

# PROJECT DESCRIPTION

## Background

The rehabilitation of St. Ann's Maternity Hospital, now Bryden House Apartments, has preserved memories as well as the historic character of a local landmark. Developer Robert Schilling tells of the residents' delight upon seeing the black and white tile floors and tall, transomed doors of the original hallway.

"This is where I had my children - it looks just the same!" This has been the reaction of some long-time neighborhood residents now living in Bryden House Apartments. Rehabilitation of the historic hospital complex created 152 apartment units for seniors, plus 18,500 sf. for commercial tenants.

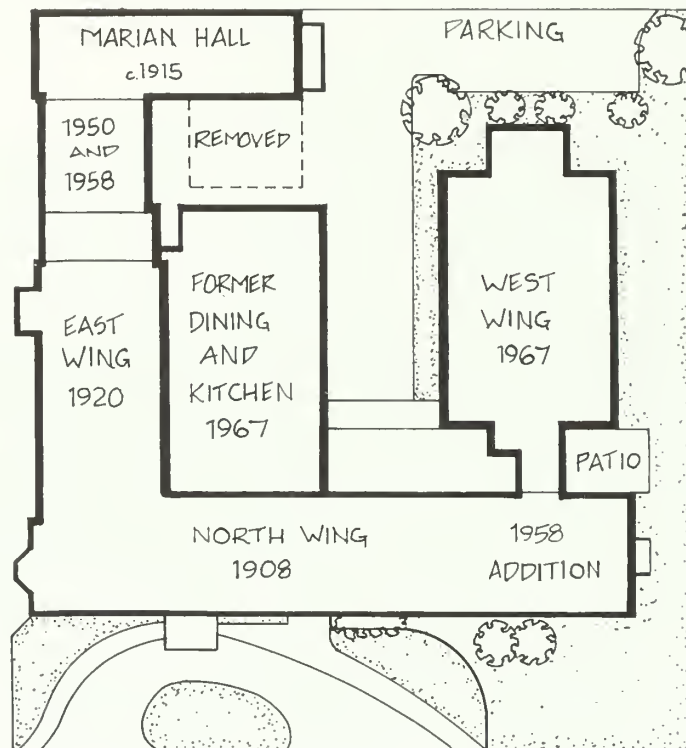
## The Hospital Buildings

As St. Ann's grew, from its beginnings as an orphanage and home for unwed mothers in 1908, to the full medical and surgical hospital it had become in 1972, its physical appearance changed. Accordingly, in the rehabilitation plan, various sections of the building were accorded different treatments, depending on the degree to which historic fabric and character remained. The remnant of the 1908 building, with its 1920's additions and alterations, and the c. 1915 Marian Hall were treated with the utmost care from a historic preservation standpoint. Greater latitude was appropriate in handling the 1950's alterations and the 1967 wing.

## Significance of Buildings

St. Ann's is a contributing part of Columbus' Near East Side Historic District, specifically because of its importance in social history and women's history. It is the first and only women's hospital in Columbus. Originally opened as St. Ann's infant Asylum and Home of Unwed Mothers,

the facility has consistently adapted to changing social and medical needs of the community. The additions to the building give evidence of changes in medical services brought on, in part, by changes in attitude toward women's health care. It is one of several important institutions established for and by women in the district. Although altered, the building maintains its ability to convey its historic association.



# THE REHABILITATION PROJECT

## Project History

St. Ann's Hospital left the Bryden Road property and relocated to nearby Westerville, Ohio, in 1984. By the time rehabilitation started in 1993, the original St. Ann's building had been vacant for eight years. The Bryden House developers acquired the site in December, 1991. "This was a complicated project," developer Schilling recalls. "Construction financing dried up in the late 80s and we had to find new sources." New sources were brought to the table by Robert Y.

Farrington, Secretary-Treasurer of the Ohio State Building and Construction Trades council and co-founder of the Building Trades Minority Development Partnership with James Rarey, Secretary-Treasurer of the Columbus and Central Ohio Building Trades Council. Partnership goals, developing affordable housing and training minorities and women in building construction trades, meshed well with those of the Bryden House project. Through the efforts of

Farrington and his organization, the National Sheet Metal Workers Pension Fund guaranteed the construction loan. Farrington also involved the AFL/CIO Housing Investment Trust, who through their pension funds purchased Fannie Mae mortgage-backed securities pre-approved for 18-24 months at a fixed rate. With the assistance of the Building Trades Minority Development Partnership as non-profit co-general partner, Schilling and partner Nick Montell secured a \$400,000 Community Development Block Grant Loan, a \$150,000 Ohio Housing Finance Agency Energy Grant, plus \$400,500 in city rental rehabilitation funds. The Low-

Income Housing Tax Credit and the federal Historic Rehabilitation Tax Credit rounded out the financial package.

## Project Planning

An amendment to the National Register nomination was the first step to certification of the project for the federal Historic Rehabilitation Tax Credit. The area of significance of Columbus' Near East Side Historic District was expanded to include several institutions established for and by women, all recognized as contributing parts of the district because of the importance of women's history and social history. The old hospital complex received Part I Certification from the National Park Service on August 10, 1990.



One of the key factors in successfully developing the historic structure was working with a preservation consultant and early coordination with the State Historic Preservation Office (SHPO). Jeff Shrimpton of the state office toured the property with the development team early in the project planning stages. He guided them to protect and retain the remaining historic features. "The building was so altered prior to rehabilitation that it was close to losing integrity," Shrimpton remembered. "Enough remained to convey the building's historic significance, but it was important to avoid losing any more historic fabric. I recommended that they keep everything that had survived."

"I disagreed with them at first," Schilling said about recommendations from Williams and Shrimpton to keep historic features, "but now I wish there had been more. The second floor was all that remained of the original hallways. Now it's everyone's favorite floor." An interesting side note: it costs less to maintain the second floor tile than it does to clean the carpet used in other halls throughout the building.

The walk-through with the SHPO staff also resulted in cost-saving elsewhere in the project. "At first they had planned to go through the walls with the new air-conditioning units," Shrimpton said. "Since the historic windows had long before been removed and replaced with windows that were not historically significant, the developers had the option to use the window openings to vent air-conditioning units." Such an approach was not destructive to historic fabric, and by avoiding the expense of cutting through the masonry, it saved money.

Hard figures were not available regarding costs attributable solely to compliance with the *Secretary's Standards*. "It may have cost more, but the benefits outweighed the cost. The historic features bring enthusiasm and excitement to a project," Schilling says. "Developers are missing an opportunity if they don't capitalize on historic features."

## Principal Design Issues

### Interior

In the main building, one original hallway remained on the second floor. Black and white ceramic floor tiles remaining there were repaired, as were the door surrounds and transom units. Although the ceilings had previously been dropped below the transoms, the new lay-in ceiling was raised six inches above the door frames to expose the decorative trim. Two historic staircases remained and were retained with the addition of wall-mounted handrails to comply with acces-

sibility guidelines. The chapel, originally a two-story space that had been horizontally subdivided in 1950, was retained without further subdivision and is used for church services, Bible study, and as a community room for other activities. Musical instruments donated by the residents are used in this and other community rooms in the building.

### Exterior

Marian Hall, the c. 1915 former dormitory building, had survived with many historic features intact, despite two later additions. The boiler room, added in



1967, was removed and the former common wall repaired. Historic 6/1 windows, surviving in most openings, were repaired; those missing sash, or beyond repair, were replaced with window, matching the historic ones in appearance.

### *Systems*

The 1950 connector to the main building provided the solution to design questions regarding HVAC installation for the new apartments created in Marian Hall. Individual fan units, initially proposed for ground-level installation outside each unit, were instead located inconspicuously behind the parapet on the flat roof of the connector. A clever solution was found to make the kitchen and bathroom vents inconspicuous as well; special vents, sized and shaped to fit in the space of one brick, were installed and blend well with the surrounding masonry.

### *New Additions*

The question of new additions arose several times during project design. An accessible entrance was needed adjacent to the new parking lot, which was created to the side and rear of the main building. Given the small size needed for the entrance enclosure and the proposed location along the side of the building toward the rear of the site, the architects had quite a bit of flexibility for the new design. Nevertheless, care was taken to ensure that the enclosure was as unobtrusive as possible, using a simple contemporary, but compatible, design and keeping the roof line below the stone watertable.

A new canopy for the main, front entrance, initially designed to span the entrance drive, was reduced in size and blends well with the overall character of the property.

### *Code Variances*

Two variances were requested and granted by local code officials. Full enclosure of the fire escape on Marian Hall was not required per Section 513 of the Ohio Basic Building Code. Section 513, for "Special Historic Buildings and Districts," allows variances for National Register properties when such properties "are judged by the code official to conform to



the structural strength, fire safety, means of egress, light, ventilation, and sanitary requirements...to insure the public health, safety, and general welfare." Enclosure of the metal ceiling was also not required, given that the property is fully sprinklered.

### *Windows*

Other than those in Marian Hall, windows were not a major issue in the rehabilitation project because all windows in the main building were replacements. However, "window wells" were created in dropped ceilings to expose the full height of the windows. Evelyn Flewelling, Bryden House Director, tells of residents who fill the window wells with plants and are especially appreciative of the additional light and space the wells provide.

### *Special Amenities for Seniors*

A number of existing conditions in the hospital turned out to provide conveniences and amenities for the senior citizen residents of Bryden House. The floor-to-ceiling glassed areas of each floor connecting the 1967 addition are now seating areas with great views of the neighborhood. These "solariums" are used by residents for sitting, reading, and visiting. The wide hallways allow easy passage for wheelchairs and an exterior planted courtyard offers a secure outdoor seating area. For security reasons also, the city vacated alleys running beside and

behind the building; the area has been incorporated as fenced and locked parking for residents and visitors.

The residents were offered an exercise room, but declined. They prefer to walk for exercise, and it has become traditional for residents to hike the halls, down the stairs and back, through the entire building. The different color schemes and art work in the halls and the solariums, nicknamed "Florida," "Hawaii," etc., based on their decor, offer variety. In the area planned for the exercise room, residents





opted for a beauty salon and barber shop, complete with a miniature barber pole. On Wednesday, it is the location of the medical clinic.

Special care was taken in designing the units to allow independent living for seniors for as long as possible. Sister Mary Humbert, head of senior housing for the Catholic Diocese of Columbus, and Rob Pritchard of the Ohio Agency on Aging were crucial in helping with ideas and designs. Features built into the apartments include: remote control devices for HVAC operation; bathrooms with grab bars and showers featuring adjustable shower heads that convert for hand-held use; lever handles on all doors; stoves with front-mounted controls; and the latest in smoke and fire detection systems. Light switches were lowered and plug outlets raised to eliminate difficult reaching or bending. Other amenities include air conditioning, wall-to-wall carpeting, lots of built-in shelving, and window blinds installed throughout so costly drapes are not necessary and the building presents a uniform appearance from the outside. An emergency alert system, installed in bathrooms and bedrooms, sounds an alarm and flashes a signal in a central station that is monitored 24-hours. A total of 23 of the 152 units are designed for people with disabilities, and all but the Marian Hall units are wheelchair-accessible.

Services for residents include grocery delivery, church services and Bible study in the chapel, and a free health clinic each week. The commercial tenant, chosen with needs of the residents in mind, is the City's in-home nursing care group of the Health Department. Staff nurses run the free health clinic.

## IN SUMMARY

The Bryden House project is an excellent example of matching an existing building to an appropriate new use. Pulling the project together also is a testament to the experience of developer Robert Schilling. "I built up to it," he said when asked about his decision to re-do St. Ann's. "I started with small projects to learn the

market...Bryden House was complicated, but it was worth it." The project was completed in eleven months. Schilling praised his relationship with the Building Trades Minority Development Partnership, not only for their role in establishing primary funding, but also for completing the project ahead of schedule and on budget. The person primarily responsible for this accomplishment was

Les Walters, construction supervisor and manger.

When asked if it was worthwhile and cost effective to preserve the historic qualities of the building, Schilling answered, "Yes. I wish there had been more to preserve. People can spend lots of money on PR to create enthusiasm for their projects. In historic properties it's already there - you just have to bring it out."

## PROJECT FINANCING

### Sources of Funding

#### Grants/Subsidies

1. Community Development Block Grant:
2. State of Ohio Energy Grant:

#### Debt Financing

##### Construction Financing

Lender: Provident Bank (less compensating Balance Loan from OHFA)

##### Permanent Financing

Lender: Standard mortgage/FNMA

#### Equity

##### Credit Sales

1. Federal HRTC: \$1,269,320
2. Federal Low-Income Housing Tax Credits: \$400,500
3. State Low-Income Housing Tax Credit: \$3,841,520

### Cost of Project

#### General

|                |              |
|----------------|--------------|
| Acquisition    | \$ 800,000   |
| Rehabilitation | \$ 6,300,000 |
| Total Cost:    | \$ 7,100,000 |

(Does not include financing fees)

#### Income

|             |            |
|-------------|------------|
| Commercial  | \$ 175,750 |
| Residential | \$ 615,600 |

## DEVELOPMENT SCHEDULE

Project Initiated: February, 1989  
 Initial contact with SHPO: July, 1990  
 Part 1 Approval (HRTC): August, 1990  
 Purchased: December, 1991  
 Part 2 Approval (HRTC): November, 1992  
 Construction Initiated: January, 1993  
 Construction Completed: September, 1993  
 Renting Started: September, 1993  
 Final Certification for HRTC: June, 1994

### Author of Case Study:

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 Ohio Historical Society  
 1982 Velma Avenue  
 Columbus, OH 43211  
 phone: 614/297-2470  
 fax: 614/297-2546

**Photos Courtesy:** The Bryden House Limited Partnership





# Mercy Family Plaza

**Address:** 1509-1555-1599 Hayes St, San Francisco, California  
**Building Type:** Hospital Complex  
**Old Uses:** Powerhouse, Nurses' Housing, Utility Building, and Social Hall  
**New Use:** 36 units of affordable housing  
**Gross Building Area:** 33,000 sf  
**Net Rentable Area:** 28,000 sf  
**Year built:** c. 1907-1908; 1911; 1923  
**Year rehabilitated:** 1988-1990  
**Ownership structure:** Partnership

**Landowner:**  
Mercy Services Corporation  
450 Stanyan St.  
San Francisco, CA 94117

**General Partner:**  
Mercy Charities Housing  
1028 Howard Street  
San Francisco, CA 94117

**Limited Partner:**  
Federal National  
Mortgage Association

**Developer:** The Ibex Group  
2310 Mason Street  
San Francisco, CA 94133

**Financing/Management:** The John Stewart Company  
2310 Mason Street  
San Francisco, CA 94133

**Rehabilitation Architect:** Sandy & Babcock  
International, Inc.  
1349 Larkin Street  
San Francisco, CA 94109

**Preservation Consultant:** Page & Turnbull, Inc.  
724 Pine Street  
San Francisco, CA 94108

**General Contractor:** Mid State Contractors  
1180 Holm Road  
Petaluma, CA 94954

**Structural Engineer:** Culley Associates, Inc.  
130 Sutter Street, Suite 400  
San Francisco, CA 94104

## Awards Received:

*1994 Award for Excellence in Architectural Preservation - The Foundation for San Francisco's Architectural Heritage*

*1994 Annual Design Award - California Preservation Foundation*

*1991 and 1994 National Preservation Honor Award - National Trust for Historic Preservation*

*1991 Urban Design Award - California Council: American Institute of Architects*

*1991 Merit Award - Remodeling Magazine*

*1990 Governor's Preservation Award*

*1990 San Francisco Beautiful Award*

*1990 Merit Award - Builder's Choice*

*1990 Award for Best Innovative Contribution to Housing - Professional Property Management Association of San Francisco*





## PROJECT DESCRIPTION

### Background

The buildings to be rehabilitated as Mercy Family Plaza were part of a hospital complex, the Southern Pacific/Harkness Hospital, built by the Southern Pacific Railroad Company between 1907 and 1930. The hospital, situated on the north side of the “pan-handle” of Golden Gate Park, served the company’s employees. Abandoned in 1973, the site was purchased by Mercy Services Corporation in 1982. The hospital building itself was rehabilitated by Mercy Service Corporation with The John Stewart Company for elderly housing in 1983, but the remaining four buildings: Nurses’ Annex, Social Hall, Powerhouse and a Utility Building, remained boarded and vacant.

### The Buildings

The hospital itself and the four outbuildings which comprise this project (Powerhouse, Nurses’ Annex, Social Hall and Utility Building) are all of monumental, Neo-Classical scale and style. Exterior features are primarily constructed of painted brick, stucco and concrete trim. The surviving complex, enclosed by a wrought iron fence supported by paneled brick piers, is a remarkably intact example of early twentieth-century institutional planning and design.

Exterior features deemed important to preserve on all the buildings included the wall finishes and detailing such as cornices and parapets, and placement and type of windows, doors and porticos. Changes to the site and landscaping were minimized.

The Powerhouse is a small, rectangular-plan building of painted brick on a concrete-base, with a sheet metal cornice and high stuccoed parapet. It was constructed in 1908, with one tall story over a basement. Tall arched windows flank the arched, paneled, wooden entry doors on the main facade; three tall arched windows are found on the south and west facades, and two on the North flank an eighty foot tall brick chimney. The Powerhouse is constructed of vertical reinforced concrete columns with brick in-fill and facing.

When acquired, the Powerhouse was intact, though deteriorated, with its windows boarded-up and its cornice rusting. The high ceiling, oversized windows and smokestack, features that might be typical of many industrial buildings, were the essential features identified for preservation.

The Utility Building is a small, one-story rectangular building built about 1923. Construction is wood frame with brick veneer. It has a centered double door on the south with three double-hung windows on the east and west.

The largest building is the Annex/Nurses’ Quarters, which is four stories in height, rectangular, and identical in style to the main hospital building. It has rusticated brick above a high concrete foundation, and a heavy string course with a wave motif that separates the rusticated base from the simpler third and fourth stories. The upper two stories have smooth brickwork with corner quoins below a heavy, metal dentil cornice. The south facade has a three-bay portico, two stories high, below a heavy metal cornice. A pedestrian bridge from the second floor of the hospital leads into the second floor of the center bay of the portico. The walls are constructed of reinforced concrete columns with brick in-fill resting on reinforced concrete foundations and footings; the floor slabs are also reinforced concrete. The walls are red brick with a face brick made using Monterrey sand.

The building was built in 1907, but a 1968 renovation, which created 45 new patient rooms, drastically changed the interior of the building. The original central stairway was removed and replaced by an elevator. The two exterior wrought iron fire escapes were replaced with large exterior stairs; at the same time, windows adjacent to the exterior stairs were bricked-up. Exterior features retained in order to protect the building’s integrity included placement of the doors and windows, and the bridge connecting this building to the original hospital.

The final building, included in this project, is the Social Hall. Built in 1911, it is two stories high, rectangular, with detailing similar to that on the Annex.

Like the Annex, construction is of brick in-fill between reinforced concrete columns resting on reinforced concrete foundations and footings. The interior had been extensively remodeled when it was renovated as an office building in 1966. It had also suffered from vandalism during the years it was abandoned. Doors and windows, however, had not been moved or replaced; it was important to retain their character and placement during the rehabilitation.

## THE REHABILITATION PROJECT

### Project History

In 1988, Mercy Family Housing California, sponsor and general partner, asked the Ibex Group to develop affordable housing on the rear of the site. They initially wanted to raze the boarded up buildings and build 62 low rise apartments. However, the neighborhood residents objected both to the density of the proposed low income housing and to the loss of the neighborhood landmark. The Landmarks Preservation Advisory Board of San Francisco (LPAB) supported the neighbors’ position, stating that the Powerhouse, Social Hall, Nurses’ Annex and Utility Building, all contributed to the integrity of the historic property, which was eligible for listing on the National Register of Historic Places. The LPAB could have stalled the project indefinitely, so it was important to consider their concerns in planning the project.

Community opposition also would have delayed approvals for new construction. At that time, the Low Income Housing Credits were due to expire, and their reauthorization by Congress was not certain; their availability was critical to the financing of the project. Therefore, after listening to the concerns of the neighborhood and the LPAB, the developer decided to build fewer units and retain the historic buildings.

As with any federal funding or permitting, since the buildings were historically significant, measures would have to be taken to protect their integrity under the Section 106 process. Since these requirements would have to be met in

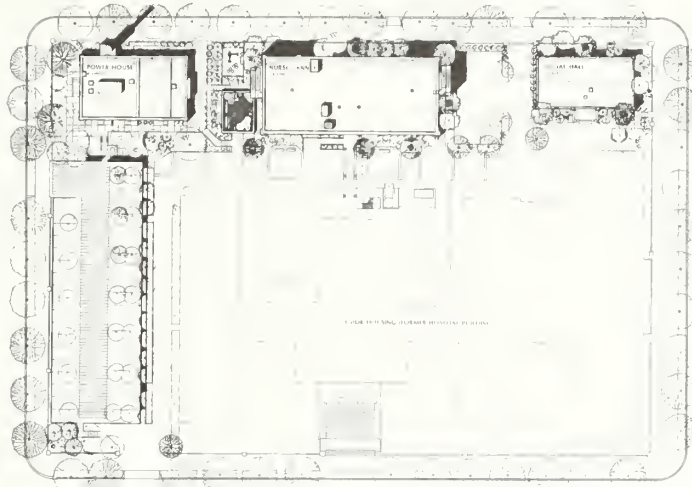


any case, it made financial sense to apply for the federal Historic Rehabilitation Tax Credit, which would return 20% of the amount spent on the rehabilitation, exclusive of purchase, to help defray costs.

The developer determined that it would be possible to adapt the buildings for 36 affordable apartments with little external alteration necessary. Because two of the buildings, the Nurses' Annex and the Social Hall, had previously been extensively remodeled, little of architectural significance remained inside. The architects, Sandy & Babcock, Inc., conceived ingenious solutions to the challenge which retained historic doors and windows while inserting apartments of different configurations into the buildings. The Utility Building, which had been gutted by fire, had no significant interior features that needed to be retained. The Powerhouse was an industrial building built to supply power to the hospital. It had originally contained two boilers and two electric generators in a single high-ceiling room with oversized arched windows. The interior had been plastered at one time. There was little significant about the interior aside from the tall ceilings and large arched windows. This building inspired particularly innovative solutions by the architects, who, without interrupting the open expanse of the large windows, inserted a floor to make a two-story building. This arrangement also succeeded in maintaining the full height feeling of the original building.

The city's safety codes required two means of egress from each apartment, but additional window or door penetrations would have been detrimental to the integrity of the buildings. The architects were able to obtain a variance since California, as in some other states, has a historic building code. This special code provides alternatives to permit preservation of the character-defining features of historic buildings, while providing a reasonable level of life safety.

The developer avoided loss of time and money by involving the San Francisco Landmark Preservation Advisory Board



(LPAB), the State Historic Preservation Officer (SHPO) and the National Park Service in the planning stages of the project. The LPAB toured the project with the development team, and identified key features and spaces that needed to be retained to protect the integrity of the site. The developers were fortunate to have the original plans of the buildings, obtained from Southern Pacific Archives, to assist in these decisions. Together, the Board and the development team worked out mutually acceptable solutions to provide attractive, affordable housing and maintain the historic character of the buildings. The recommended work met the *Secretary's Standards*, and the SHPO was able to expeditiously review the project and recommend its approval to the National Park Service. The fine quality of the completed project earned it many awards from the preservation, architectural and building communities.

### Principal Design Issues

#### *Powerhouse*

The most interesting design solutions occurred as a result of the conversion of this industrial space to apartments. In order to retain the feeling of the original high ceiling, and yet insert two-story apartment houses into the building, the second story floors were cut back from the windows. This allows light to flood both floors, making additional windows unnecessary. Because the floors coincide with the springline of the arches at the top of the windows and a heavy

mullion, they are less noticeable from the exterior.

The fire code requires two means of egress from apartments; in order to provide a second means of egress, the architects designed a railing for the cut out section of the floor which, in case of fire, can drop down to function as a grated drawbridge. This bridge connects the second floor landing to the fanlight section of the door. The fanlight previously had been fixed shut, but during rehabilitation it was made operable to allow the occupants to exit in an emergency.

The original wood-paneled double door surmounted by a fanlight, located on the east facade, was reused. On the west side of the building the smokestack prevented placement of a window, resulting in the northwest apartment only being lit by one small window in the west wall. The architects again designed an ingenious solution which allowed an internal atrium to provide more light into both units on the western end of the building. The original building had a large arched window centered on the west facade. The window was turned into a glass door with a fanlight maintaining the shape and size of the window. The door leads into a small atrium which provides an entryway into both apartments. Glass interior doors allow natural light into the living units.

The badly rusting portions of the Powerhouse's cornice were replaced in-kind, while the remainder were repaired. Iron water tanks and steel framework atop the Powerhouse were rusting badly, and were removed as non-essential to the character of the building.

The eighty foot smokestack on the Powerhouse is an important character-defining feature; however, it was judged to be dangerous in an earthquake zone since it was constructed of unreinforced masonry. During rehabilitation it was stabilized by lowering a reinforcing cage into the center and filling the hole with concrete, thus binding the exterior bricks to the cage.

## *Nurses' Annex*

Since the interior of this building had already been almost entirely gutted and existing partitions and utility piping were not original, the architects had latitude to change the existing floor plan. Six units were designed on each floor, accessed by a central corridor connecting the flanking exterior stairs. The elevator and original entry hall were retained and reused in the new design.

The large exterior stairs that had been constructed on the east and west ends of the Annex in 1968 were retained. Some of the bricked-up windows adjacent to the fire escapes were reopened to serve the apartments behind.

The portico on the south elevation of the Annex was a distinguishing feature that needed to be retained; the two central, non-original doors were replaced with a wood-framed, glazed entry. A number of secondary doors were modified into windows with base panels that utilized the entire original opening. The doorway in the east opening was replaced with a window for a newly constructed apartment and the doorway on the west, which had been altered to a window, was not changed. The existing steps, which were

deteriorated beyond repair, were removed and reconstructed. Three other doors on the south elevation of the Annex were converted to windows which match the existing adjacent windows. The concrete base molding, below these openings, was detailed to match existing adjacent surfaces.

A non-historic shed, located on the north side of the Annex, was removed. The non-historic door leading to it was converted to a window, which matched adjacent windows.

The second story bridge between the existing hospital, now housing for the elderly, and the Annex was retained, but closed off for security reasons. It is now used as a laundry room by the tenants of the Annex who enjoy the views of the grounds below.

### *Social Hall*

The interior of the Social Hall had been altered substantially since it was first built in 1911. At the time of this rehabilitation, the only original interior element remaining was the entry hall. It was retained in the rehabilitated building. The metal cornice, which was rusting badly, was repaired and repainted. The cast stone cornice of the Social Hall portico was repaired, and the stone balustrade was seismically reinforced.

### *Utility Building*

This small, one-story building was completed in 1923. It is rusticated on the exterior, with a centered, double door on the south and three double hung windows on the east and west elevations. The original door on this building was paneled wood below a four-light transom. It was in very poor condition, and was replaced with a wooden door to match the original.

This building was seismically upgraded with plywood shear walls and rehabilitated for use as a meeting room.

## **GENERAL DESIGN ISSUES**

### *Environmental Issues*

The hospital had an underground storage tank twenty-five feet below the surface, under an adjacent city sidewalk. The tank was drained and the contents disposed of properly. The tank was then rinsed and filled with inert material.

Asbestos was found in the Annex's acoustic tiles, in floor tiles, pipes and lagging of the Annex and Social Hall, and in thick layers of dust in the Powerhouse. The removal of asbestos discovered during the rehabilitation added \$90,000 to the original cost estimates.

### *Exterior Issues*

The multiple layers of paint on the buildings' masonry were in very poor condition and were rust-stained below the exterior metal stairs on the Annex. The bricks themselves were made with Monterrey sand and lime. They crumbled very easily, and had disintegrated in several areas. Sandblasting would have severely damaged the bricks; therefore they were treated by removing loose paint, and cleaning them using a mild chemical spray. Because the bricks were unusually porous, rinsing the chemical off was difficult. The surface pH would test neutral after rinsing, but after a number of hours the chemical would leach out to the surface, and the bricks would need to be rinsed again. The contractor had bid on two rinses, but ended up having to rinse the buildings six times. Eventually the surface was repainted in a color to match the original brick.

The concrete foundations were generally in good condition; all that was necessary was to patch the cracks and repaint the surface. However, they did need to be reinforced and enlarged to increase seismic stability, carry the added Gunnite, and support the steel shear walls. This was a particularly important issue for the four-story Annex.

### *Accessibility*

California's code (Title 24) required that a certain percentage of the units be accessible to persons with disabilities. To meet this requirement, ramps were





constructed at the east and west ends of the Annex, and one window at each end was changed to a door to provide entry.

#### *Lead Paint*

At the time this project was carried out, lead paint was not of such great concern as it is today. Walls and windows were cleaned to a sound substrate and repainted. Keeping painted surfaces in good condition helps to control lead paint dust.

#### *Windows*

At acquisition, most of the windows were broken in the Social Hall, Annex and Utility Building; those remaining, and those in the Powerhouse, were double hung 1/1 vertical sash with wood frames. The Annex windows had been replaced in 1968 by aluminum frame hopper-type windows. During this rehabilitation they were replaced by wood-frame vertical sash windows to match the originals. The Annex and the Utility Building are so close together, the passage between them was considered a fire lane, therefore some of the windows on this non-significant elevation between the buildings had been bricked-up to conform to fire safety regulations. The remaining original windows were repaired, reglazed and repainted.

Some of the previously bricked-up windows adjacent to exterior stairs on the Annex were reopened and replaced with fire-rated operable sash containing wire glass. This provided needed interior natural light while meeting city fire safety codes.

#### *Seismic Strengthening*

The footings of the buildings had to be enlarged to upgrade their seismic resistance. Holes were dug from both the inside and outside, and deeper footings, doweled into the existing footings with rebar, were poured. The Annex and Social Hall were also reinforced with brick shear walls built up like pyramids in the four corners. To construct these shear walls the interior wall surface (which was not original) was removed. Pieces of rebar were grouted into the brick walls, then additional sections of rebar were tied to them to form a grid over which Gunnite was sprayed.

The Utility Building and Powerhouse were seismically upgraded with the use of plywood shear walls. In the Powerhouse plywood walls and floor boards were used as structural diaphragms to tie the walls and floors into the existing brick perimeter.

The building was particularly vulnerable when the Loma Prieta earthquake occurred; earth had been dug away from the footings and the interior wall facing had been removed in order to install the tie bars. Fortunately, the project survived without significant damage.

#### *Additions*

The roof of the Utility building was converted to a terrace with a new metal guard rail. The terrace is accessed by stairs from a landing leading down from the side of the Annex. This new feature does not alter the profile of the building.

#### *Parking*

To handle needed, additional parking without demolishing buildings, a 36 car, one-story parking deck was built over an existing parking lot on the west end of the site. The new construction had to be approved by the State Historic Preservation Office to ensure minimal impact on the historic structures.

The platform of the parking deck is partially hidden by terrain and plantings, and at the north end is at the same elevation as the adjacent street to provide convenient vehicular access. A wheelchair ramp provides access between the Powerhouse and the parking platform.

#### *Site Improvements*

A tot lot was created between the Powerhouse and the Annex, necessitating the construction of a low retaining wall.

A ramp for accessibility with only a small change of grade was installed along the east elevation of the Annex. These changes did not have an adverse effect on the original site.

The historic wrought iron fence, supported on brick piers, continues to surround the property. New pedestrian gates and a new driveway entrance to the parking structure were inserted in the fence. All new fence and gate construction matched the original in materials and design. In addition, new foundations and an irrigation system were constructed to support new plantings on the property.

## IN SUMMARY

The Mercy Family Plaza project illustrates the successful rehabilitation of four historic buildings, forming part of a hospital complex, into affordable housing. The buildings included two former industrial buildings, and a former nurses' housing Annex and Social Hall which had previously been converted to hospital and office space, respectively.





The project was successful because the owner and developer were committed to making it work; they were creative in their pursuit of a variety of funding sources dedicated to affordable housing and to preservation. The architects, having identified the distinguishing characteristics of the historic buildings, were creative in the ways they designed the apartments to combine liveability and preservation.

The development team, including the architects, planned from the outset to meet the project's programmatic needs in ways that would not compromise the integrity of the historic buildings. They met with the local Landmark

Preservation Board to identify character-defining features which needed to be retained, and areas which had already lost integrity and could be readily altered. Compliance with the *Standards* made the project eligible for \$1 million in tax credits. Preservation of the local landmark also won the acceptance of the neighboring community for the creation of additional affordable housing. A dilapidated eyesore was returned to productive use, enhancing the value of the neighboring properties and providing needed inner-city housing. The prize-winning result was a project of which the developer, the neighborhood and the residents are proud.

## PROJECT FINANCING

Mercy Services Corporation continues to own the land on which the project is situated. The Corporation leased the land to Mercy Charities Housing (composed of the former Mercy Family Housing, Mercy Housing, and Catholic Charities, a non-profit affordable housing developer in the San Francisco Bay area.) The lease is for 99 years; a covenant to preserve the affordable housing runs with the lease. Further assisting feasibility, payments on the lease are deferred until the ninth or tenth year of the project.

### Sources of Funding

#### Grants/Subsidies

1. Type: Grant from Office/Housing fund (San Francisco ordinance requires that office builders either build affordable housing or donate \$5/sf to a fund for affordable housing.)

Grantor: Markborough California Properties contacted the Mayor's Office of Housing to give approval to release donated the money directly to the Mercy Family Plaza project.

2. Type: Grant

Grantor: State of California

3. Type: Two below market loans as short term financing to help with carrying costs

Grantor: Catherine McAuley Housing Foundation and Low-Income Housing Foundation

4. Type: Letter of commitment

Grantor: San Francisco Affordable Housing Fund.1

5. Type: Long-term below-market purchase money note

Grantor: Mercy Services Corporation  
(Previous Owner)

6. A permanent deed restriction limits the use of the site to affordable housing, thus lowering the site's value.

Under terms of the ground lease, payments on the property are deferred until the ninth or tenth year of the project.

#### Debt Financing

1. Construction Financing:

Lender: Union Bank

Type: Funded through the CRA program.

2. Permanent Financing:

Lender: Savings Association Mortgage Company. (SAMCO - A non-profit consortium of thrifts that supply financing for affordable housing)

#### Equity

##### Credit Sales/Tax Treatment

a. Federal Tax Credits

- HRTC - \$1 million, available in year building is placed in service
- Low-Income Housing Tax Credit - \$3.4 million, available over ten years

b. FannieMae as sole limited partner in the project, bought \$4.4 million combined tax credits as part of its commitment to buy Low Income Credits.

### Cost of Project

#### General

|                      |                    |
|----------------------|--------------------|
| Building Acquisition | \$500,000          |
| Rehabilitation       | \$5,400,000        |
| Total Cost:          | <u>\$5,900,000</u> |

(The building cost is based on a below market price from the owner. The ground lease was figured separately)

**Other Costs**

Development fee - 10% to The Ibex Group over seven years.

Costs Attributable to:

Seismic Upgrade: \$475,000

Asbestos Removal: \$90,000

**Author of Case Study:**

Susan Escherich

National Park Service

PO Box 37127

Washington, DC 20013-7127

Phone: 202-343-9591

FAX: 202-343-3803

**DEVELOPMENT SCHEDULE**

Purchase: 1988

Planning Started: April, 1988

Initial contact with SHPO: May, 1988

Part 1 Approval (HRTC): 1988

Part 2 Approval (HRTC): March, 1989

Construction Initiated: April, 1989

Construction Completed: April, 1990

Renting Started: January, 1990

Leased - out: June, 1990

Final Certification for HRTC: June, 1990

**Photos:** Jay Graham: except before picture of annex, by Keith Webber. Site Plan: Sandy & Babcock, Inc.





# Rocksprings Shotgun Row District

**Address:** 433 Rocksprings Street, 437 Rocksprings Street, 447 Rocksprings Street, Athens, Georgia

**Building Types:** Shotgun Houses

**Old Uses:** Single-family Housing

**New Use:** Single-family Housing

**Gross bldg area:** 800 sf (#433), 650 sf (#437), 600 sf (#447)  
The original footprints for the three houses were identical; however, later additions have caused existing square footage figures to vary between the three buildings as indicated.

**Net rentable area:** 800 sf (#433), 650 sf (#437), 600 sf (#447)

**Housing Units per building:** 1 one-bedroom

**Year built:** 1923-1926

**Year rehabilitated:** 1993

**Ownership structure:** Private  
Rufus R. Paine (#433 and #437)  
Jim W. Paine (#447)  
c/o Paine Insurance and Realty  
240 E. Washington Street  
Athens, GA 30603

**Project contact:**  
Tom Reynolds  
910 Hill Street  
Athens, GA 30606

**Developer:**  
Rufus R. Paine and Jim W. Paine  
c/o Paine Insurance and Realty  
240 E. Washington Street  
Athens, GA 30603

**Financing/Management:** Georgia Housing and Finance Authority - Rental Rehabilitation  
Loan Program (45% of rehabilitation costs) Private Bank (55% of rehabilitation costs)

**Management:** The three houses are managed by one of the owners, Rufus Paine, who is a realtor in Athens.

**Architect:** none

**Preservation Consultant:** Tom Reynolds  
910 Hill Street  
Athens, GA 30606

**General Contractor:** Tom Reynolds  
Tom Reynolds Construction  
910 Hill Street  
Athens, GA 30606

**Local Government Contact:**  
Julie D. Morgan  
Historic Preservation Planner  
Athens-Clarke County Planning Department  
120 W. Dougherty Street  
Athens, GA 30603



## PROJECT DESCRIPTION

### Background

The Rocksprings Shotgun Row District is part of a multiple-property nomination for shotgun-type housing in Athens, Georgia. The Rocksprings Shotgun Row District consists of six shotgun houses arranged in a row along Rocksprings Street. The district is listed in the National Register of Historic Places under Criteria A (association with historical events) and C (representation of a distinct method of construction). The six shotgun buildings are listed as vernacular in style, because they reflect the simple design, detailing and use of materials typical of the region. The buildings all have the characteristic plan of a shotgun house, that is, rooms lined up one behind the other with a series of doorway openings connecting them. The lack of a hallway is a character-defining feature. Some of the buildings have additions to the rear or to the side. These wood additions are usually small in scale as they were often built to accommodate modern bathroom facilities.

The Rocksprings Shotgun Row district is significant for its importance to architecture as an example of a grouping of a rare building type in an urban setting. Historically, the shotgun was common throughout the South. Today, these building types are relatively uncommon in

Athens-Clarke County; of the 1,600 historic properties surveyed to date in the county, only fifty-five buildings were identified as shotguns or double-shotguns.

Since the Rocksprings Shotgun Row is not located near a mill, the occupants of these structures may have been laborers or domestic staff for the large antebellum Greek Revival residences, one block to the east on Milledge Avenue.

The dates of significance for the six shotguns were determined using the Sanborn Fire Insurance Maps. The shotguns appear first on the 1926 version of these maps. Consequently, the estimated construction date of these buildings is somewhere between 1923 (the previous issue of the Sanborn Maps) and 1926.

## THE REHABILITATION PROJECT

### Project History

In 1991, Tom Reynolds, a local contractor and active preservationist who had done many rehabilitation projects in the Athens area, heard that three of the six shotgun houses on Rocksprings Street might be for sale. Tom approached the owners of the three shotguns, Rufus and Jim Paine, about buying the houses. Instead, the owners asked Mr. Reynolds to rehabilitate the buildings for them.

The other three shotguns on the street are separately owned. One of these shotguns is also an investment/rental property and has been recently rehabilitated. The last two of the six shotguns are owner-occupied and have not been rehabilitated.

As representatives of the shotgun type, the three buildings rehabilitated by the Paines (#433, 437 and 447 Rocksprings Street) are one-room wide and several rooms deep. The interior floor plans, typical of this type, have no hallway and most of the doors line up front to back. Of particular note, the rehabilitations of the three shotguns required no floor plan alterations, so the historic layout of each house has been preserved. Generally, the remaining original, historic material includes: gabled metal roofs, novelty siding, brick foundation piers, brick chimneys, 6/6 double-hung windows, interior wood floors, wood ceilings, wood fireplace mantels, simple wood moldings, wood paneled doors and wooden walls. The simple wooden front porches with square wood columns had been rebuilt during previous rehabilitations, probably during the 1960s or later. These non-historic porches were retained.

### Principal Design Issues

#### *Repair of Existing Material*

Primarily, the rehabilitation of the three shotgun buildings involved general repair of the existing historic material and replacement, in-kind, as required. The original wood siding, wood windows and sheet metal roofs were repaired and painted. Original 1x6 tongue-and-groove walls and ceilings at the interior of the building were caulked and painted. Any original doors remaining in salvageable condition were repaired and painted.

#### *Underpinning*

In addition to the general repair of existing materials, local building inspectors required new stucco underpinning to infill between the existing brick foundation piers beneath the buildings. Historically shotguns were raised on



piers with no underpinning. Therefore, in order to preserve their historic appearance and qualify for the federal Historic Rehabilitation Tax Credits, the National Park Service (NPS) placed four conditions on the proposed rehabilitation work that addressed the underpinning issue:

1. All existing brick piers were required to be left with an exposed-brick finish.
2. The new stucco underpinning was required to be set back from the face of the existing brick piers as far as possible, but not less than one brick width. (NPS recommended that the underpinning be placed at the back edge of the brick piers.)
3. The stucco was required to be painted a dark grey color.
4. The stucco underpinning could not be installed under the front porches.

## General Design Issues

### Code Issues

Building codes required that new 36" high handrails be added to the front porches where the height of the porch above grade was greater than 30". The new handrails were constructed in a simple style with 2x2 wood pickets at six inches on center. Both the owner and the occupants (many of whom are elderly) were glad to have this added safety feature.

### Exteriors

Generally, the rehabilitation of the exterior of the three buildings involved the repair of existing historic materials (weatherboard siding, brick foundation piers, brick chimneys and wood windows). The original wood siding at two of the three shotguns had been covered with an asphalt-type sheathing (to simulate brick). This sheathing was removed and the original wood siding beneath was repaired and painted. A previous bathroom addition at #447 required rebuilding, as the original materials were beyond repair (the existing addition had no sills or footings — floor framing had been laid directly on grade). The roof at this addition was reconfigured (from a shed design to a gabled roof) to allow



for the required ceiling height per the building codes (the existing ceiling height before rehabilitation was six feet). The rebuilt addition maintained the same footprint as the previous addition. Also at #447, the existing, non-historic, pre-cast concrete steps were replaced with wood steps to match the original design as evidenced in the other two houses.

### Roofs

The original sheet metal roofs were repaired and painted.

### Windows

All of the original wood 6/6 double-hung windows remained in the three buildings and were repaired and painted. Only a few sash required rebuilding.

### Interiors

Generally, the rehabilitation of the interiors of the three buildings involved the repair of original materials (wood floors, wood tongue-and-groove walls and ceilings, wood trim, fireplace mantels and wood 5-paneled doors). In addition, the kitchens and bathrooms were updated with new plumbing fixtures, appliances







and cabinets; vinyl flooring with plywood sub-flooring was installed over the original wood floors at the kitchens and baths for ease of maintenance (generally, the wood floors were not salvageable in the baths and kitchens.)

The original coal-burning fireplaces did not have liners and, therefore, did not meet building codes; these fireplaces were made inoperable and closed off. The trim surrounding them remained intact.

#### *Doors*

Generally, almost all of the original doors (interior and exterior) were in salvageable condition and were repaired; where a few original doors were missing or beyond repair, they were replaced in-kind.

#### *Structural Reinforcing*

Some structural members (especially sills) required replacement due to termite damage; however, in general, the original wood structure of the three buildings had survived in good condition.

#### *Systems*

The three buildings were completely rewired and new plumbing was installed. The existing space heaters in each house were removed and replaced with forced-air central heating systems. The ductwork and mechanical units were placed

in the attics of the buildings and the supply was provided through the ceilings. The tenants of the buildings did not want a cooling system because of the added utility costs this would cause.

#### *Insulation*

Insulation was added to the three buildings to meet the Georgia Power Company's "Good Cents" standards. The new insulation was added at the floors (R-16), ceilings (R-30) and walls (R-13).

#### *Site Issues*

Building codes required some minor regrading at one of the houses to keep water draining away from the building.

#### **Project Benefits**

One of the primary economic benefits that the owners received was a "forgivable" loan from the Georgia Housing and Finance Authority (GHFA) through their Rental Rehabilitation Loan Program. Through that program (which no longer exists), the owners qualified to have 50% of the estimated rehabilitation costs covered by the GHFA loan. Under the program, 10% of the loan is forgiven each year for a period of 10 years if the owners continue to meet quality standards established by the program (the building must remain in good condition, routine maintenance must be performed, all appliances and systems must remain in working order, the building must remain structurally sound, etc.). The qualifications for the loan included: the tenants were low-income; the property was income-producing (rental); the existing conditions of the buildings, prior to rehabilitation, were substandard; and the buildings were located in one of the critical areas of the state and in one of the targeted neighborhoods in the community. Because the GHFA loan was based on estimated construction costs, the owner received a loan for \$6,500 for each building, approximately 45% of the actual rehabilitation costs (\$14,500 per building). The remainder

of the rehabilitation cost, \$8,000 per building, was covered by a loan from a standard lending institution.

The tenants of the Rocksprings shotguns have benefitted from GHFA housing credits - rent subsidies provided through HUD. Through this program, the owner was able to apply for rent subsidies for each tenant to avoid relocation of existing tenants due to increased rental values after rehabilitation. Before rehabilitation, the shotguns were being rented for about \$70 per month. After rehabilitation, the owner could expect to receive significantly more in rent per unit. The amounts of the HUD subsidies were established for each of the existing tenants (based upon their income and other factors) at the time of rehabilitation so that each could continue to rent the unit at the new market values after rehabilitation. One of the three tenants chose not to take advantage of the subsidy program and chose, instead, to continue renting the unit at the new fair market rental value.

## **IN SUMMARY**

The rehabilitation of the three shotguns on Rocksprings Street demonstrates that even the simplest (and smallest) of buildings have potential for rehabilitation. This project shows that these unique buildings can be successfully updated for modern lifestyles without major aesthetic or structural modifications to the buildings. While many would have considered these buildings "eyesores" and beyond repair, this project shows that it does not require a tremendous effort to return buildings such as these back to worthwhile uses. The foresight of the owner and the contractor — to rehabilitate rather than neglect or demolish — has ensured that a very important piece of history has been preserved in Athens, Georgia.

## PROJECT FINANCING

### Sources of Funding

#### Grants/Subsidies

1. Grantor: Georgia Housing and Finance Authority  
Type: Rental Rehabilitation Loan
2. Grantor: Georgia Housing and Finance Authority  
Type: Housing Credits (through HUD)  
Amount: varied

(According to Tom Reynolds, these projects were originally eligible for considerable subsidies from the Georgia Power Company for making the buildings energy efficient. However, the Georgia Power program requirements were changed during the project and, unfortunately, these buildings were no longer eligible for that particular program.)

#### Equity

##### Credit Sales/Tax Treatment

1. Federal HRTC
2. Georgia Rehabilitated Historic Property Tax Assessment Freeze

### Costs of Project

#### General

##### Acquisition -

|             |                   |
|-------------|-------------------|
| #447        | \$13,500          |
| #433 & #437 | \$25,000 for both |

Rehabilitation - \$14,500 per building

#### Other Costs

Cost attributed to SBC/safety compliance: \$275 per building (for handrails)

Cost of Compliance with the Secretary's Standards: None. According to the contractor and preservation consultant for the project, the proposed rehabilitation work (as originally conceived, prior to pursuing the tax credits) did not have to be altered to conform to the Standards. However, the availability of federal Historic Rehabilitation Tax Credits was essential in convincing the owners to preserve the shotgun houses.

## DEVELOPMENT SCHEDULE

Purchased: 1988 and 1992

Planning Started: 1991

Initial contact with SHPO: 1992

Part 1 approval (HRTC): December, 1992

Part 2 approval (HRTC): December, 1992

(with four conditions)

Construction initiated: September, 1993

Construction Completed: December, 1993

Renting Started: Renting occurred continuously during the rehabilitation (tenants were not displaced)

Final certification for HRTC: February, 1995

### Author of Case Study:

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Atlanta, Georgia 30303  
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**Photos:** Tom Reynolds, except overview of neighborhood, taken by M. Elizabeth Gibson, AIA







# William B. Phillips Double House

**Address:** 711-713 East Union Street, Seattle, Washington

**Building Type:** House

**Old Use:** Semi-Attached Single Family

**New Use:** Apartments

**Gross Building Area:** 8,163 sf

**Net Rentable Area:** 5,651 sf

**Year built:** 1902

**Year rehabilitated:** 1993

**Ownership structure:** Partnership

Heg House, Ltd.

General Partner:

Historic Seattle Preservation  
and Development Authority  
605 First Avenue, Suite 100  
Seattle, WA 98104

Limited Partner:

National Equity Fund 1992  
547 W. Jackson Boulevard  
Chicago, IL 60661

**Developer:** Historic Seattle Preservation and Development Authority  
605 First Avenue, Suite 100  
Seattle, WA 98104

**Rehabilitation Architect:** Stickney & Murphy Architects  
Ron Murphy and Sven Larsen, Project Architects  
911 Western Avenue, Suite 200  
Seattle, Washington 98104

**Awards Received:** House of the Month - American Institute of Architects and *Seattle Times*-  
a first for affordable housing in Seattle.



## PROJECT DESCRIPTION

### Background

The W.B. Phillips House, also known as the Heg House, was built in 1902. The Neo Classical Revival building, three stories over a partial basement, is prominently sited on the corner of East Union Street and an improved alley. The building was determined by the National Park Service to be eligible for listing on the National Register of Historic Places in April of 1993; it was listed individually on the National Register of Historic Places in December, 1994. The building was deemed significant because it is a surviving example of the many semi-attached residences built in the first decade of the twentieth century on First Hill in Seattle. First Hill originally had been developed as one of Seattle's preeminent neighborhoods but its character began to change in the 1890s as housing became more dense along the streetcar lines. These "Builder's Houses" were built by local craftsmen with regional materials.

The Phillips House was originally built as a two-family dwelling. The house is divided vertically down the middle from basement to the third story attic. The east half of the front facade is set back ten feet from the west half; the two units shared a porch with individual covered entries. The cladding was clapboard over uninsulated frame walls.

The house had been condemned by the city when Historic Seattle, which had a tradition of working on First Hill, convinced the city of the viability of their development plan. Historic Seattle had won an award from the National Mortgage Bankers for a previous development of affordable housing in historic buildings that they had completed a block away from the Phillips House. Because of their track record, they got strong support from the neighborhood community councils and from the *Seattle Times* for their project.

While the building was generally deteriorated when it was acquired by Historic Seattle in 1992, after being vacant 14 years, the exterior remained relatively unaltered and historically intact. The

interior wall plaster and trim had been removed by previous owners in preparation for a renovation they were unable to complete. Portions of the stairs and fireplaces, as well as some pocket doors and trim remained.

At the time of acquisition, the basement was partially unexcavated, with 7.5 foot headroom in the excavated area. The basement was accessed by means of a small garage and two exterior concrete stairwells. Inside, a single utilitarian wood stair led from the basement to the first floor.

The developers carefully documented the condition of the building on acquisition with photographs showing deterioration, loss of historic fabric, and surviving detailing. These photographs supported rehabilitation decisions that met the *Secretary's Standards*.

## THE REHABILITATION PROJECT

### Project History

While it was unfortunate that previous owners had removed much of the interior finish, it was not incumbent upon the developer to restore them in order to meet the *Secretary's Standards*. However, he did reinstall the trim which was stored on site.

While Washington state uses the Universal Building Code, the City of Seattle has amended it for historic properties, and is flexible in code requirements based on the good performance of developers. The State Historic Preservation Office (SHPO) has found that in the larger cities where building departments are familiar with historic projects, they may be more flexible and allow alternative ways to ensure safety.

### Principal Design Issues

According to Ron Murphy, AIA, one of the architects on the project, the principal issue faced in this rehabilitation was how to retain the historic configuration of spaces while creating separate apartments. The placement of windows determines the layout of apartments and thus the number of units that can fit in a building rehabilitated from a different use. The developer held a preliminary walk-through with the SHPO to discuss acceptable reconfiguration. In converting the building to eleven apartments, it was necessary to move some interior walls; however, the primary north-south walls were retained. The original entryways, staircases and the front portions of the halls were retained. The back ends of the second floor hallways were modified and incorporated as part of the bedrooms for the new units.







### *Interior*

The developer originally planned to make ten units in the building. To make one of the first floor apartments accessible for wheelchairs, he would have had to install a wrap-around ramp up to the porch, or alternatively, install a \$25,000 elevator to assure access. Instead, he decided to excavate the unfinished portion of the walk-out basement for an accessible apartment. This solution not only provided an extra apartment which was accessible, but also meant there was no need for an expensive elevator or a long ramp which would have had a deleterious impact on the exterior of the historic building. Thus, the new plans called for an apartment in the basement; four apartments on each of the first and second floors; and two apartments on the third floor.

Kitchens and bathrooms with new cabinets and fixtures were installed in all units. The original 11' and 10' ceilings on the second and third floors were lowered in the bathrooms and halls to accommodate pipes, sprinklers and ducts.

The first floor lobbies were generally intact when the building was acquired for rehabilitation. The oak-grained open stairs to the second floor, including treads, balusters, railings and newel posts, were generally in good condition.

Some balusters and trim had been removed but were stored on site. Staircases were repaired and missing balusters replaced; the staircase was reconfigured on the second level.

The rehabilitation of stair elements included cleaning, repair of damaged sections, and reinstallation of balusters with fabrication of missing parts to match the existing ones. The large landings on the second floor were retained in order to keep the original configuration of the newel posts and guardrail. Their oak-grained finish was replicated on new

components on the first floor. Posts, balusters and railings were painted in a solid color on the remaining floors.

The original wooden doors had five panels; new fire-rated entry doors for the units were paneled with trim detailing recalling the originals. All the original casings were kept. On the west side of the building, the original pocket doors remained operable, except for those located in the first floor lobby. The lobby's pocket doors were fixed in place, rather than removed, when a new fire-rated entry door was required for that apartment unit. The new door was installed to the south of the original pocket doors and was finished to match the original doors' casing and finish. The front doors to the building were repaired and rear doors were replaced.

The original fir wood flooring was stripped of linoleum and other overlays, and refinished.

The interior plaster and lath had been removed by a previous owner because of its deteriorated condition after many years of abandonment. The new owners elected to use drywall as a substitute for the historic plaster as there was none left to repair. Insulation was inserted in exterior walls before the wallboard was applied. Wood moldings, which previously had been removed and were stored on site, were refinished and replaced.







A new heating system using electric baseboard units was installed. Electric heat is inexpensive in the northwest. Forced air heating would have required the addition of considerable ductwork, and air conditioning is not necessary in Seattle.

The majority of the windows were repaired. They were reglazed, roped, caulked, and weatherstripped. Storm windows were not installed. The few windows that were not repairable were replaced with new matching wooden windows that were double glazed. Broken curved glass in the bay windows was

replaced and a craftsman was found who could repair the leaded glass transoms.

#### *Accessibility*

Because the remodelling was so extensive, the requirement for an accessible apartment could not be waived. A ramp was installed in the basement to allow wheelchair access to an apartment constructed in newly excavated space. There were no significant historic features remaining in the interior of the basement. The sills of three windows in the accessible basement apartment were lowered to meet emergency egress code requirements. The main entry to this apartment is through a new door that replaced the garage doors. Placing the accessible apartment at ground level in the basement eliminated the need for exterior ramping to the first floor, thereby preserving significant exterior aspects of the historic house.

#### *Exterior*

The wooden siding was repaired where needed. Missing trim was replicated. Walls and trim were repainted with latex paint after a color analysis determined the original colors.

The old roofing was removed and replaced; rotted or missing fascia boards, rafters and modillions were replaced. New gutters and downspouts were added.

The brick foundation was crumbling and some bricks were missing around the north basement door jambs. Joints in the brick wall were repointed by an experienced masonry specialist to match color, texture and tooling.

Where the basement had been excavated, the exterior of the apartment wall was below ground level. To help reduce the entry of moisture, the wall was sealed on the exterior below grade and a new interior wall was furred out from the existing exterior wall.

Paint was peeling off the foundation. Test panels for paint removal and cleaning techniques were executed for the architect's approval. No abrasive cleaning methods were allowed.

Necessary seismic strengthening of the building was provided by replacement of rotted wooden elements, repointing of brick, bracing the chimneys back to the roof, and installing plywood sheets on roofs, floors and studs. The plywood sheets economically created diaphragms and shear walls to provide flexibility and strength. Floors and walls were anchored to the poured concrete footings.

Front porches were rehabilitated. Columns and their ionic capitals were repaired; one missing column and several missing capitals were fabricated to match the originals and installed. A missing guardrail was replaced with a simple wooden guardrail compatible with known building features.

A rear porch was missing with no evidence of its historical appearance. In its place, a simple wooden porch, stairs, and guardrail were constructed to both meet code and to appear consistent with the building type.

For management reasons, the brick chimneys were made inoperable, but retained to maintain the historic appearance of the building. Two chimneys were disassembled and rebuilt. The missing upper portion of another was reconstructed to match the existing chimneys.





The National Park Service was also concerned about the use of sealer on the west chimney. Waterproofing sealer is generally discouraged because it can trap moisture within the bricks, causing spalling. The developers agreed to wait a year before applying sealer to see if deterioration caused by water penetration into the chimney brick was corrected by the repair of gutters and down-

spouts, repointing of the bricks, and the replacement of the roof.

#### *Retaining Walls*

The existing earth embankments were eroding and a six-foot high rubble retaining wall on the northeast corner was unstable. To stabilize the embankments, a 30" to 36" high concrete retaining wall was constructed along the public sidewalk on the north side of the

property; it was detailed with horizontal and vertical reveals to form an unobtrusive and uniform base to the building. In addition, a concrete rubble retaining wall above the base wall was set back to keep from being visually dominating.

Walls and sidewalks were low pressure washed with soap and water. New handrails were installed where necessary. A portion of the sidewalk and stairs on the east had collapsed; the direction of the stairs was reversed for better accessibility, and a new steel pipe handrail was installed. In this area all work was below grade and not visible from the street.

An existing metal arbor frame was replaced to support an existing rose plant which was saved. Remaining plants on the property when it was acquired were weeds, blackberry bushes and overgrown shrubs. These were removed and new planting installed. In order to reduce maintenance costs, grass was not used.

Historic Seattle was able to get a waiver from city parking requirements. These requirements had made redevelopment of the property infeasible for a previous developer of market-rate housing.

## **IN SUMMARY**

In the words of the developer, the federal Historic Rehabilitation Tax Credits pay for the preservation of existing historic features without adding to the cost of the affordable housing. Thus, these costs need not be considered in the funding guidelines set by the state housing finance agencies that disburse Low-Income Housing Tax Credit allocations. The developer feels that the quality of historic buildings that are sensitively rehabilitated not only assures support from the neighborhood, but also helps to retain tenants. Historic Seattle, which continues to manage many affordable units throughout the city, finds that their vacancy rate is well below the standard.



# PROJECT FINANCING

## Sources of Funding

### Grants/Subsidies

1. City of Seattle (Housing Levy Program) 40 years, 1% interest deferred
2. Permanent public financing paid in during construction: State of Washington Housing Trust Fund 50 years, 0% interest

### Debt Financing

Washington Mutual Savings Bank

### Equity

1. Capital Contributions  
Syndication: \$620,000
2. Credit Sales/Tax Treatment
  - a. Federal HRTC: \$206,702
  - b. Low-Income Housing Tax Credit: \$95,641 per year for 10 years
  - c. The property is exempt from property tax due to ownership by Historic Seattle and its maintenance in low-income housing use.

## Cost of Project

### General

|                |                    |
|----------------|--------------------|
| Acquisition    | \$250,000          |
| Rehabilitation | \$1,168,000        |
| Total Cost:    | <u>\$1,418,000</u> |

## Other Costs

### Cost of Compliance

#### Compliance with the Standards:

The developer, John Chaney of Historic Seattle, says the cost was not extra. He would have saved the features in any case because of his commitment to historic preservation. However, he does feel that the credits helped to offset the cost involved in funding restoration of important building features, including restoration of leaded glass windows, graining of first floor entries, use of compatible lighting fixtures, retention of chimneys, and replication of moldings and casings.

#### Affordable Housing Compliance:

Affordable housing costs \$10 a square foot over straight housing, due to upgraded plumbing and fixtures requirements, and use of more durable finishes than might normally have been used. Because there is subsidized funding available for construction but not for maintenance, the developer tries to minimize maintenance costs in the future.

#### City Accessibility Compliance:

The cost of meeting city accessibility codes was \$30,000 (creating the new apartment) however, creating an extra apartment rather than spending an estimated \$20,000 - \$25,000 for an elevator will bring in extra income to help offset that cost over time.

## Income

Net rentable area: 5,651 Square Feet

Annual operating (1994)

Income: \$49,700

Expenses: \$46,400



## DEVELOPMENT SCHEDULE

Section 106 eligibility: April-June,  
1992 Determination of effect: December, 1992  
Initial contact with SHPO: November, 1992  
City of Seattle funding commitment: November, 1992  
LIHTC Credit Commitment: December, 1992  
Purchased: December, 1992  
State Housing Trust Fund commitment: January, 1993  
Construction Initiated: May, 1993  
Construction Completed: December, 1993  
Renting Started: December, 1993  
Leased - out: February, 1994  
Part 1 Approval (HRTC): April 12, 1994  
Part 2 Approval (HRTC): April 30, 1993  
Final Certification for HRTC: December 6, 1994

### Author of Case Study:

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**Photos:** "Before" views: Stickney & Murphy

"After" views: Michael Romine



# St. Andrew's Bungalow Court

**Address:** 1514-44 N. St. Andrew's Place, Hollywood, CA 90028  
**Building Types:** Residential Court  
**Old Uses:** Multi-Family Residence  
**New Use:** Permanent supportive housing for homeless/ persons with disabilities  
**Gross bldg area:** 10,268 sf  
**Net rentable area:** 10,268 sf  
**Year built:** 1919 and 1920  
**Year rehabilitated:** 1995  
**Ownership structure:** Partnership

**General Partners:**

Hollywood Community Housing Corporation  
1726 N. Whitley Avenue  
Hollywood, CA 90028

**Limited Partners:**

California Equity Fund 1993 Ltd. Partnership  
1055 Wilshire Blvd., Suite 1600  
Los Angeles, CA 90017

**Developer:** Hollywood Community Housing Corporation  
1726 N. Whitley Avenue  
Hollywood, CA 90028

**Financing/Management:** Hollywood Community Housing Corporation  
1726 N. Whitley Avenue  
Hollywood, CA 90028

**Architect:** Richard Barron Architects  
4925 N. Figueroa Ave.  
Los Angeles, CA 90042

**Preservation Consultant:** Christy J. McAvoy & William F. Delvac  
Historic Resources Group  
1728 North Whitley Avenue  
Los Angeles, CA 90028

**General Contractor:** Edwin G. Bowen Company, Inc.  
6320 Honolulu Ave.  
La Crescenta, CA 91214

**Structural Engineer:** David Taubman & Assoc.  
2930 Westwood Blvd., Suite 1000  
Los Angeles, CA 90064



# PROJECT DESCRIPTION

## Background

The St. Andrew's Bungalow Court, located at 1514-44 North St. Andrew's Place in Hollywood, California, is a group of 16 residential units arranged in a U-shaped formation around a planted courtyard. The property had been evaluated as eligible for listing in the National Register of Historic Places in an historic resource survey conducted by the City of Los Angeles Community Redevelopment Agency. It will have to be listed before it is eligible for the Historic Rehabilitation Tax Credits.

## The Buildings

The St. Andrew's Bungalow Court was built as an investment in 1919 and 1920 for Fay Sudrow, described as a widow in the deeds and mortgages. The court is an example of an "owner/builder" construction, a common practice in early Hollywood. Builder-built (as opposed to architect designed) housing employs standard, inexpensive wood frame construction with minimal architectural and decorative refinements. The eight room duplex in the back was built by a contractor. No architect was identified which suggests that the contractor may have purchased plans from a design service. The design of separate entrance treatments for each unit is rare and makes the St. Andrew's Bungalow court a notable example of this type of housing.

There are fourteen one-story Colonial Revival bungalows facing each other in two groups of seven and a one-story duplex structure in the rear, facing St. Andrew's place. Constructed in 1919 and 1920, the property is a good example of American Colonial Revival bungalow architecture. The wood frame structures are built on concrete footings and are situated on a 100 foot by 250 foot lot. Each unit has a clipped gable roof with asphalt roll roofing and is sheathed with three-inch beveled siding.

The court is a unifying element of the complex. Several mature trees characterize the central garden and courtyard, providing shade and a physically beauti-



ful setting for the bungalow units. A concrete path travels down both sides of the central courtyard, forming a long "circular" pathway which allows for pedestrian access to the units.

The main architectural feature of each bungalow is the front entry gable and porch. The stylistic approach to this single element sets the tone and architectural character of the complex. The strongly styled front entry porches, unified by the cadence of the columns, recreate the mannered elegance of an earlier area. Each entry consists of a gable supported by a wood lintel, in turn supported by Tuscan columns resting on raised concrete porches. The porches are rectangular concrete with the exception of two which are rounded and one which is octagonal. Lintel variations include side lintels with front openings and side lintels with broken front. There are nine unique gable treatments with a common architectural theme originally supported by identical Tuscan columns.

The fourteen single-family bungalows on the site were built as one-bedroom units, although several had been converted into two-bedroom units by the addition of interior partition walls. The original floor plan consisted of a large living room/dining room front bay overlooking

the courtyard, and a rear area composed of a hallway, one small bedroom with adjacent bath, and a kitchen. The duplex units at the rear of the site were originally one-bedroom, one bath units, although both have been converted to two-bedroom units by the addition of an interior partition wall in the living room.

On the fourteen single family units, two front facade window assemblies consist of four multi-paned casement windows on either side of a multi-paned center door. Windows on the secondary facades are smaller single and double casement windows and double hung sash windows. The rear facade contains a glass and wood panel door with an adjacent multi-paned casement window, two additional single casement windows and one double hung window.

The duplex structure has four doorways on the front facade, two for each unit. The primary entrance on both units, like the single family facades, consists of four multi-paned casement window assemblies on either side of a multi-paned center door. Between the primary and secondary entrances are double-hung sash windows. The secondary entrance on each unit, located to the north and south of the primary entrance, respectively, is wood panel.

The interiors of the original units were designed with a low coved plaster soffit between the dining room and the living room. The profile detail of this soffit was carried on the front elevation as a crown molding. This soffit had been modified and heightened during the life of the complex in all but one unit. Wall base treatment is plain 8-inch molding. Bedrooms each contain a small cove ceiling detail.

The original cabinetry consisted of a large wood and glass buffet in the dining room and similar-style kitchen cabinets. Each bathroom had a projecting wood and glass cabinet over the sink.

Years of deferred maintenance were followed by vacancy in 1989. At the time of purchase, the court was very deteriorated due not only to lack of maintenance but also to fire damage, and vandalism. Most of the windows were broken and planting was overgrown. Interiors of the units had been used by vagrants and were full of trash. Some architectural elements (porches and door hardware) had been stolen.

### Significance

This complex is one of the earliest residential courtyard developments in Hollywood, which came to represent a unique building style for which Southern California is known. The style was most common from the beginning of the 1900s into the 1930s. Courtyard housing was a type of land use developed to combine the advantages of compact, easily maintained living quarters with the provision of a communal outdoor area for recreation and public contact. With Los Angeles' temperate Mediterranean climate, the central court area usually served as a year-round meeting and recreation area for courtyard home residents.

## THE REHABILITATION PROJECT

### Project History

For years the St. Andrews Bungalow Court was threatened with demolition. Vandalism, fire and deferred mainte-

nance (or more accurately demolition by neglect) had practically ruined the once beautiful, unique Colonial Revival court. While abandoned and derelict, it had been taken over by local street gangs and prostitutes. Given its adjacency to an elementary school, it was a source of constant community concern.

Finally, in 1992, it was acquired by the Hollywood Community Housing Corporation, (HCHC) a recently formed local nonprofit housing developer. The property was well known to HCHC because it is located one block south of its first project, the rehabilitation of a City of Los Angeles Historic-Cultural Monument, the Dunning House. That structure was spared from demolition when HCHC acquired it and built twenty-four compatible units adjacent to the historic house which was rehabilitated.

Upon acquisition, the St. Andrew's Bungalow Court structures were immediately secured and stabilized pending development of plans and financing for rehabilitation. Given its courtyard setting and the obvious need in the surrounding community for permanent affordable housing for people with disabilities, efforts were commenced to bring new life to the historic bungalow court and new hope to people in need.

### Principal Design Issues

#### Accessibility

As the project was specifically designed to serve persons with disabilities, it was anticipated that some of the tenants would be confined to a wheelchair at some time while living in the St. Andrew's Bungalow Court. Therefore, perhaps the most significant issue was to provide access for persons with disabilities to these historic residential structures.

The front doors of units are approximately two feet above the grade of the courtyard. To provide for accessibility, ramps were added as part of the rehabilitation to four units. Two units are served by one ramp off the courtyard that rises to the rear of the units; the ramp then branches off to each unit and returns to wrap the front of the unit to

provide access up to the porch and into the front door which was wide enough to accommodate a wheelchair. By placing the ramps at the rear of the units, the visual character of the front porches was protected while they were made fully accessible.

Some interior reconfiguration was also required to allow for varying degrees of physical ability of the tenants. One unit was made fully accessible. Bedrooms and baths in single family units were modified for accessibility. Alternations included reuse of the original living room area as the bedroom because it was larger than the original bedroom. The original bathroom was expanded and modified with grab bars.

In the units accessible to persons with disabilities, specific changes included modifications of kitchen counters and cabinets to allow for adequate turning radius, widening of the kitchen entry, and removal of the hallway closet to accommodate the new kitchen layout. A bathtub with spray hose and grab bars and a toilet equipped with grab bars were added to the one unit with the fully accessible bathroom. A five foot turning radius appropriate for a wheelchair was also provided.

#### Plaster

Another major issue was the treatment of interior plaster. Prior to commencing the rehabilitation it was determined that approximately one half of the interior plaster was severely damaged or missing. Furthermore, the plaster in the two fire damaged units was completely missing or severely deteriorated and not repairable. A majority of lath and structural support members in these units were either missing or damaged beyond repair. It was proposed that the severely damaged plaster would be replaced with 5/8" gypsum wall board and finished with a skim coat of plaster to match the original appearance. The existing plaster was to be patched and repaired where feasible.

After the start of construction, during procedures to remove loose and/or damaged plaster back to sound surfaces it was





determined that a majority of plaster originally thought to be in good condition was, in fact, in poor condition. Water penetration and continued vandalism up to the start of construction, along with delamination due to the Northridge Earthquake, resulted in the attachment failure of a majority of plaster surfaces. An amendment of the Part 2 Application was approved to allow removal of the plaster surfaces and its replacement with 5/8" gypsum board, finished with a skim coat of plaster to match original appearance.

This also facilitated the extensive insulation required to adequately serve the special physical needs of the tenant population. Consultation with special services providers determined that the health and well-being of some residents dictated fully insulated units.

#### *Lead Paint*

The existence of lead paint, on both the interior and exterior, and its remediation was another principal issue in terms of cost, time, and effort. Exterior and interior doors and windows, and interior molding contained hazardous levels of lead-based paint. After analysis, including extensive x-ray testing, it was determined necessary to stabilize this lead-based paint through the use of an appropriate encapsulant material. Surfaces were then applied with a finish coat to match original finishes.

In the kitchens and bathrooms, the lead-based paint inspection indicated that the enamel paint covering the remaining kitchen walls required removal. Existing cabinetry also contained significant levels of lead-based paint which was encapsulated. This approach to abatement preceded the recent HUD/NPS adopted guidelines, but was initiated because of the developer's sensitivity to the special needs of the targeted population.

All units were repainted to match the original colors.



#### *Foundations*

The foundations and footings were severely deteriorated and required replacement. South unit foundations consisted of a wood cripple wall on top of a continuous concrete foundation wall and footing. North unit foundations were a continuous concrete foundation wall and footings.

New concrete stem walls were constructed. On the south units the stem was built with redwood nailer inserts to allow for reinstallation of siding. The original beveled redwood siding was reinstalled or replaced in kind depending on its condition.

## **GENERAL ISSUES**

#### *Exterior Walls*

The exterior walls are covered three inch beveled wood siding. Surfaces had been damaged by weather, vandalism and graffiti, and some of the wood siding was entirely missing. The siding was repaired and missing pieces were replaced to match the original.

#### *Entry Gable and Porch*

Each bungalow was constructed with a distinct entry porch with a gable sup-



ported by Tuscan columns. However, at the time of acquisition of the property, all the columns were missing. The porches were intact, but some porches had been damaged by encroaching tree roots. The gable was missing on one unit and was destroyed by fire on another unit. Based on photographic evidence, the missing columns were replaced and the two missing or destroyed gables were rebuilt.

#### *Interior and Exterior Doors*

Some of the original wood doors were damaged or missing. In other cases, the wood was fractured and panes of glass were broken. The doors were repaired and, where necessary, replicated. Existing door widths were adequate for wheelchair access and new lever-type hardware was installed.

#### *Windows*

Prior to the rehabilitation, the windows had been boarded for over five years. Original windows were double hung sash windows or multi-paned casement windows. Many of the windows were severely damaged or missing, with fractured frames and broken panes. The existing windows were patched and repaired where possible. New matching glass replaced missing or broken glazing. Irreparable windows were replicated.

#### *Roof*

The original wood shingle roofing had been previously altered and was in poor condition due to severe weather damage. It had been repeatedly layered with additional asphalt and roll roofing. Roofs on the fire-damaged units had been destroyed. As part of the project, the roofs were rebuilt with new 3-tab fiberglass shingle over 15# felt. The new roofs were compatible with the bungalows though the wooden shingles were not replaced in kind.

#### *Floors*

The floors were weathered and, in two units, were fire-damaged. The hardwood flooring was restored where possible.



Irreparable flooring was replaced with plywood and carpet in living and bedroom areas, and resilient flooring in kitchens and bathrooms.

#### *Interior Trim and Cabinetry*

Each unit had base molding and cove molding. The plain 8-inch base molding was in relatively good condition. The cove molding, on the other hand was only in fair condition. An original soffit with cove molding between dining and living room had been previously modified and heightened in all but one unit.

The base molding was repaired where feasible and replaced in-kind where missing or deteriorated. The existing, modified soffit was removed from the living room; however, the large cove molding from the soffit was retained to define the proposed living area. New cove molding was provided for the new bedroom to match the historic original small cove molding. This approach allowed for retention of the large cove molding in the main interior room.

In most units, original cabinetry in the living areas and bathrooms had been damaged or destroyed. Where it remained, it was retained and repaired.

#### *Systems*

Due to the extensive deterioration and age of the buildings, all new systems were required. New wiring allowed outlets to be placed according to guidelines for persons with disabilities.

All original and modified heating systems had been destroyed or rendered inoperable. Rehabilitation included equipping each unit with a self-contained air conditioning and heating system to accommodate physical limitations of the tenants. Wall unit air conditioners were used to reduce visual impact.

The plumbing system was also replaced. The new system has an oversized waste capacity due to the special needs of the residents. Rather than providing common laundry facilities, each unit was equipped with a stacking washer and dryer to minimize potential cross-infection between resident households.

#### *Site Improvements*

The courtyard serves as a unifying element for the cottages and provides a setting which fosters a sense of community among tenants. The front entry was emphasized by the addition of a gated arbor which also contains the security intercom.

The site design, plant material, and fixtures reflect the historic character of the property. Mature trees were retained and incorporated into the planting design. To facilitate outdoor use, patios were added to side yards and access ramps were incorporated in those units made wheelchair accessible.

Due to the extensive deterioration of the bungalows, and the high acquisition cost to save the historic resource (zoned for far higher density), the per unit costs are somewhat high. Sale of the combined Low Income and Historic Rehabilitation Tax Credits helped to offset the costs.

## IN SUMMARY

The St. Andrews housing project is the result of a successful partnership between historic preservation advocates and the affordable housing community. The use of the court for a special needs population allows these tenants a choice of a non-institutional setting. The architectural character of the neighborhood is preserved, and the property returned to utility. In addition, the return of needed affordable units to the neighborhood does create economic benefit to the community by increasing the use of services, and providing jobs.

## PROJECT FINANCING

Due to the extensive deterioration of the bungalows, and the high acquisition cost to save the historic resource (zoned for far higher density), the per unit costs are somewhat high. Sale of the combined Low Income and Historic Rehabilitation Tax Credits helped to offset the costs.

### Sources of Funding

#### Grants/Subsidies

1. Community Redevelopment Agency of the City of Los Angeles
2. HUD's Innovative Homeless Initiatives Program
3. Federal Home Loan Bank's Affordable Housing Program (capital subsidy)
4. L.A. Housing Department's Housing Opportunities for People with AIDS Program
5. In addition, the project will have rent subsidies from HUD's Shelter Plus Care (S+C) program.

#### Debt Financing

1. Citibank Federal Savings Bank
2. First Interstate Bank Construction Financing

#### Equity

1. General Partner's Capital Contribution
2. Credit Sales
  - Limited Partner - California Equity Fund (CEF)
  - Amount: \$964,000
  - (through the syndication of both Low-Income Housing and federal Historic Rehabilitation Tax Credits [HRTC])

## Cost of Project

The total development cost of the project (including acquisition, developer fee and all syndication costs) was \$2,981,006 or \$198,733 per unit, broken down roughly as follows:

| General        | Total              |
|----------------|--------------------|
| Acquisition    | \$1,050,000        |
| Rehabilitation | 1,931,006          |
| <b>TOTAL</b>   | <b>\$2,981,006</b> |

## Development Schedule

Project Initiated: February, 1992  
Architect hired: August, 1992  
Purchased: November, 1992  
Initial contact with SHPO: February, 1993  
Part 1 Approval (HRTC): March, 1993  
Part 2 Approval (HRTC): April, 1993  
Construction Initiated: January, 1995  
Construction Completed: October, 1995  
Renting Started: October, 1995  
Final Certification for HRTC: Pending

## Author of Case Study:

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Hollywood, CA 90028

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**Photos:** Courtesy Historic Resources Group





# West Diamond Street Scattered - Site Development

**Address:** 3008-3146 (south side) and 3011-3215 (north side) Diamond Street, Philadelphia, PA 19121

**Building Types:** Row houses

**Old Uses:** Single Family Residences

**New Use:** Multi-Family Residences  
Affordable housing, generally 2 to 3 apartment units per row house

**Gross Building Area:** 2,773 sf (ave. row house)

**Rentable Units:** 100 units

**Year built:** 1891-1894

**Year rehabilitated:** 1990, 1992, 1993, and 1995-96

**Ownership structure:** Partnership  
Owners: Four separate entities own the properties in the scattered-site development; all are Pennrose affiliated development partnerships:

Phase 1 Diamond Street Venture, 15 properties

Phase 2 Diamond Phase II Venture, 7 properties  
Mansion Court Associates, 1 property

Phase 3 Diamond Phase III Venture, 9 properties

#### General Partners

*Diamond Street Venture*  
John B. Rosenthal (Chairman, Pennrose Properties, Inc.)  
Richard K. Barnhart  
Sheila M. Maynes  
Carl E. Singley  
Frederick C. Hawkins, III

*Diamond Phase II Venture*  
John B. Rosenthal  
Richard K. Barnhart  
Sheila M. Maynes  
Carl E. Singley  
Strawberry Mansion Citizen Participation Council, Inc./CDC

*Mansion Court Associates*  
Pennrose Properties, Inc.  
Strawberry Mansion Citizen Participation Council, Inc./CDC  
Mansion Development Corporation

*Diamond Phase III Venture*  
Pennrose Properties, Inc.  
Mansion Development Corporation

#### Limited Partners:

*Diamond Street Venture*  
Prudential-Bache Tax Credit Properties, L.P., a Delaware Limited Partnership  
P.B. Tax Credit, S.L.P. (Special Limited Partner)

*Diamond Phase II Venture*  
Liberty Tax Credit Plus III, L.P., a Delaware Limited Partnership  
Liberty Associates IV, L.P. (Special Limited Partner)

*Mansion Court Associates*  
Independence Tax Credit Plus, L.P. II, a Delaware Limited Partnership  
Independence SLP L.P. (Class A Special Limited Partner)  
Dignity Mansion Corporation, Inc., a Pennsylvania non-profit corporation (Class B Special Limited Partner)

*Diamond Phase III Venture*  
Investor Limited Partners not yet admitted to this partnership

**Developer:** Pennrose Properties, Inc.  
Liberty One, Suite 3810  
Philadelphia, PA 19103-7332

**Management:** Pennrose Management Company  
3823 Spring Garden Street  
Philadelphia, PA 19104



**Rehabilitation Architect:** Hugh Zimmers, FAIA  
Zimmers Associates  
Architect & Planners  
1528 Waverly Street  
Philadelphia, PA 19146

**Preservation Consultant:** For properties owned by Diamond  
Street Venture and Diamond  
Phase II Venture:  
Timothy M. Noble  
Clio Group, Inc.  
3512 Lancaster Avenue  
Philadelphia, PA 19104

For properties owned by  
Mansion Court Associates and  
Diamond Phase III Venture:  
Timothy M. Noble  
Noble Preservation Services, Inc.  
Box 124; RD #1  
Zionsville, PA 18092

**General Contractor:** Delran Builders  
7909 Flourtown Avenue  
Wyndmoor, PA 19038

**Structural Engineer:** Joseph Lambert  
130 Presidential Blvd.  
Bala Cynwyd, PA 19004

**Awards Received:**

*1991 Merit Award* - Annual Historic Preservation Award  
Program - Pennsylvania Historical and Museum  
Commission, Bureau for Historic Preservation





## PROJECT DESCRIPTION

### Background

Located in North Philadelphia, the 3000, 3100, and 3200 blocks of Diamond Street form a cohesive group of late nineteenth century three-story brownstone townhouses, architecturally distinct from the surrounding modest red-brick housing common to the area. Like many inner-city neighborhoods, these blocks have experienced some difficult times. From the 1950s through the 1980s, declining investment, vandalism, arson, and a high unemployment rate plagued the area. The buildings deteriorated from delayed maintenance, and many were vacant and abandoned.

In January, 1989, Pennrose Properties, Inc., a development firm with over twenty years experience in converting older buildings to low- and moderate-income housing, began planning for the rehabilitation of the Diamond Street townhouses. By the end of the year, several Pennrose-affiliated partnerships began acquiring thirty-two of the seventy-nine brownstones in the three block area. Over the next three years, they created seventy-three apartments in twenty-three of the townhouses, and between the summer of 1995 and May, 1996, they plan to rehabilitate the remaining nine brownstones for twenty-seven units of housing.

### Description and Significance of Buildings

The Diamond Street brownstones were constructed in the early 1890s for well-to-do professionals, managers, and other businessmen, most of whom appeared in *Boyd's Philadelphia Blue Book*, a listing of the city's most prominent residents. The townhouses were erected by local developers William Albrecht and James Stevenson, both of whom were attracted to the area by its proximity to transportation and to Fairmount Park, located to the west. While Albrecht rarely used an architect to design his buildings, Stevenson often did, especially for major commissions. For his Diamond Street brownstones he hired William Frisbey

Smith, an architect who specialized in expensive developer housing.

All the buildings have smoothly-dressed facades, with rusticated stone basements and belt courses. Some also have rusticated splayed or stepped arched lintels, while others have smoothly-sawn lintels ornamented with incised rosettes and grooved, triglyph-like imposts. The roofs of all the houses are flat and accented with stamped metal cornices detailed with medallions and finials.

Without exception, the townhouses have a side hall plan with a large front parlor opening off the stair hall on the first floor. Dining rooms and kitchens are positioned beyond, although variations in the size and position of these rooms within the structures exist between the Albrecht and Stevenson buildings.

In 1991, part of the 3000 - 3200 blocks of Diamond Street, from #3008 to #3146 on the south side and from #3011 to #3215 on the north, were listed in the National Register of Historic Places for their architectural significance as the West Diamond Street Townhouse Historic District. According to the National Register nomination, the houses are distinguished both by their continuity and by the architectural character and scale of their facades. In no other area of North Philadelphia are there "continuous blocks, facing each other to create a visually distinctive zone." Their design reflects the social hierarchy of North Philadelphia and represents the unusual and important work of two of the principal builders who gave the area its character.

## THE REHABILITATION PROJECT

### Project History

Community support, the ability to assemble needed financing, and effective management of completed units are the keys to the success of this scattered-site development. Planning began in 1989, when the community-based, non-profit organization Strawberry Mansion Citizen Participation Council, Inc./CDC

(SMCPC) sought the co-operation of the development firm, Pennrose Properties, Inc., in recycling the 3000-3200 blocks of Diamond Street for affordable housing. Headed by Vernon Marks, who is also the Director of the Community Development Unit of City Council, SMCPC has had over sixteen years experience collaborating with for-profit developers, City Council, and the city's Office of Housing and Community Development (OHCD) in the revitalization of North Philadelphia neighborhoods. This experience proved advantageous in obtaining city support for the project, as well as helping the North Philadelphia community feel that they were part of the development process. SMCPC remained involved in the project, becoming a general partner and also actively participating in tenant selection and rental of the units.

In addition to community support, the project also benefited from the developer's ability to assemble the needed financing in a way that would meet project costs while maintaining low rents. To maximize chances of receiving funding, Pennrose decided not to rehabilitate all the buildings at the same time, but rather to work on them in phases. Ultimately, the thirty-two brownstones in the development were divided into three groups, each with a different, although related, ownership structure and each with its own construction schedule. About half the properties were acquired from the City of Philadelphia for a nominal charge; these were buildings that had been abandoned and seized by the city for non-payment of taxes. The remaining structures were purchased through third-party contract sales, at an average price of approximately \$15,000 per building.

Permanent and construction financing was provided at market rates through tax-exempt bonds and at reduced interest rates by the Pennsylvania Housing Finance Agency (PHFA). In addition, Community Development Block Grants (CDBG) and Pennsylvania Housing & Community Development Grants (PH&CDG) were awarded at each of the three phases of development. All prop-

erties in the first two phases also received Section 8 project-based assistance, and similar funding is expected for seven of the nine buildings in the third phase.

Equity for the project was or will be generated by syndicating the tax shelters offered by two federal tax incentives, the Low-Income Housing Tax Credit and the federal Historic Rehabilitation Tax Credit. While all thirty-two buildings have or will utilize the former, only twenty-five structures have or will take advantage of the latter. None of the seven properties owned by Diamond Phase II Venture in the second phase of development relied upon the federal Historic Rehabilitation Tax Credit, because the particular market situation at the time convinced the developer that seeking this credit would not be financially advantageous. However, since these as well as the other buildings had to receive Section 106 clearance for the use of federal funds, the work here similarly had to meet the *Secretary's Standards*. For this reason, the rehabilitation approach to all the buildings was identical.

To take advantage of the federal Historic Rehabilitation Tax Credit the developer initiated the designation process to list the West Diamond Street area as a historic district in the National Register of Historic Places. It hired a consulting firm to prepare the nomination, which was completed in the summer of 1990. After receiving a favorable recommendation from the Pennsylvania State Historic Preservation Office (SHPO), the West Diamond Street Townhouse Historic District was listed in the National Register of Historic Places on February 21, 1991.

Construction on the first townhouse began in January, 1990. Staff from the Pennsylvania SHPO visited the site several times throughout the various phases of development, identifying problematic rehabilitation issues, including structural



deterioration and lead paint abatement. The developer, project consultant, and staffs from the SHPO and the Mid-Atlantic Regional Office of the National Park Service (NPS) worked together to resolve these concerns in a way that would provide good-quality affordable housing, while respecting the historic fabric and features of each building.

### Rehabilitation Work

The pre-rehabilitation condition of the brownstones in this scattered-site development was uniformly bad. As a result of several site visits to the area, the Pennsylvania SHPO noted that some of buildings had collapsed rear ells; most had deteriorating brownstone facades and no roof integrity; and all had suffered substantial loss of interior features and materials, particularly in the rear, from vandalism, water, and/or structural failure. In addition, some partitioning of historic spaces had occurred in many of the homes. Especially problematic was the fact that all of the properties were at

least partially contaminated with lead-based paint in considerably higher levels than the 1.0 milligrams per square centimeter (1.0 mg/cm<sup>2</sup>) then allowed for federally-owned or assisted housing under the Lead Poisoning Prevention Act of 1971 and the Department of Housing and Urban Development's (HUD) *Interim Guidelines for Hazard Identification and Abatement in Public and Indian Housing*, April 1, 1990.

Rehabilitation work on the twenty-three Diamond Street properties completed to date involved converting the townhouses from single-family to multi-family use, each generally having three, two-bedroom apartments, one per floor. Overall, the NPS and SHPO staffs judged the projects to meet the *Standards*. Some aspects of the work, especially that on the facades, were excellent. Other treatments, while perhaps not optimal, were acceptable given the

poor condition or previously altered state of the buildings' historic spaces and materials.

### Principal Design Issues

#### *Main Facade and Roof*

Work on the facades was mainly restorative in nature, with consolidation of loose areas of brownstone or replacement of missing areas with stucco pigmented to match the surrounding materials. Original front doors and metal cornices were preserved and repaired. Roofs were replaced, in-kind, and insulated to a R-30 thermal value. Wood window frames were retained, repaired, and chemically stripped of their lead paint off-site. Sash, which were either missing or deteriorated beyond repair, were replaced with custom-milled units to match the originals in size, design, profile, materials, and other visual qualities. New aluminum storm windows were installed on the exterior for energy efficiency and painted to match the trim.





### *Rear Elevation*

Collapsed sections of rear ells were rebuilt in stuccoed concrete masonry units to approximate the scale and size of the original ells. Window frames were retained and repaired where possible. Sash, which were either missing or unrepairable, were replaced with new elements to match the originals in size and general design, but in aluminum rather than wood. When reviewing this aspect of work against the *Standards*, the NPS judged this material substitution acceptable given the fact that the new sash were installed on secondary elevations and were not readily visible from public thoroughfares.

### *Interior*

On the interiors, the historic plans were retained where they remained unaltered in significant areas of the houses, especially the front rooms and stair hall. Significant original trim was also retained.

### *Lead-Paint Abatement*

To deal with the problem of lead-based paint contamination, the owner employed a combination of abatement strategies. Significant features—identified as the staircase and the trim in the stair halls, first floor vestibule, and the

exterior wall of the front rooms on each floor—were retained and stripped of paint in-situ. Missing or unrepairable elements in these areas were replaced with either identical trim salvaged from elsewhere in the building or with new materials milled to match the historic. Less detailed trim in secondary areas of the houses was discarded and replaced with new, stock materials, compatible with the original features. While the NPS generally discourages the removal of trim, it was permissible here, because the trim being removed was of secondary importance to the buildings' character and so much of it was either missing or deteriorated beyond repair.

Except at the rear ells, original plaster walls were retained where possible and encased with 1/4" laminated gypsum wall board attached without additional furring. This technique contained the lead-based paint hazard, without seriously altering the original relationship of trim to wall surface. This treatment was approved since the plaster was deteriorated and was not ornamental or otherwise distinguished, and since the historic trim was retained. At the rear ells, lath and plaster—generally in very deteriorated condition—were removed and the walls studded out, insulated to a R-11 thermal value, and finished with drywall.

### *Accessibility*

To comply with federal accessibility requirements, reviewing officials requested that at least five percent of the units be made accessible to, and usable by, individuals with disabilities. In the buildings completed to date, this requirement was satisfied by making four ground floor apartments — two in each of two townhouses — accessible. Ramping at the front of the structures was avoided by using one building that had its first floor previously dropped to street level and another that, because of its corner location, could be ramped on a secondary, side elevation. Other needed alterations, including special kitchen and bath fixtures, alarms, and wider interior doorways, were all made without loss of the buildings' character-defining fabric and features.

## **Project Benefits**

When the work on the remaining nine brownstones is finished, the West Diamond Street project will provide 100 units of improved, well-maintained affordable housing. The twenty-three townhouses completed so far have created approximately 115 new construction and management jobs, five permanent and the rest temporary. About 60 - 70% of these positions have been filled by minorities, with many of the workers coming from the immediate area. The project also has helped preserve an architecturally significant area of the city, while instilling a renewed sense of community pride to its residents. As John Rosenthal, Chairman of Pennrose Properties, Inc., remarked, "People now feel better about their neighborhood, and this infiltrates into their attitude about life in general."

## **IN SUMMARY**

Construction on the twenty-three townhouses in the first two phases was completed by the end of 1993. They are presently fully-occupied, with a waiting list of 1,000. Each building, which generally has three two-bedroom units, generates approximately \$17,000 in gross annual income. The nine buildings in the still-to-be-completed third phase of development generally will provide two, three-bedroom units per structure, so the annual gross income from each building here will be approximately \$4,000 less.

The developer credits much of the success the development has enjoyed to date to the effective management of the completed units by its affiliate, the Pennrose Management Company. Established in 1981, this company maintains over 2,500 housing units throughout the Philadelphia area, both for Pennrose- and non-Pennrose-developed properties. Through the use of carefully devised maintenance and preventive maintenance plans, and supported by a fully computerized management information system, the company provides living environments free from vandalism, graffiti, and deterioration. In addition to the usual



management responsibilities, Pennrose Management operates a strong social services program, aimed at teaching tenants the life skills needed to better their lives. Company officials believe their management approach not only has helped insure the financial success of the West Diamond Street development, but also has had a long-term positive effect

on the lives of residents. As Vernon Marks observed, "Until you see the finished product and the people in place you can't fully comprehend the impact of the development, but once you do, you realize that there are few things in life as satisfying as knowing that you have contributed to improving the quality of another person's life."

When reviewing the work on the completed row houses, the Pennsylvania SHPO endorsed the high quality and consistent results of the enterprise. Overall, it considered the project to be "outstanding" and commented that the "number of rehabilitated properties has had a significant impact on the character of the entire historic district."

## PROJECT FINANCING

### Sources of Funding

#### Grants/Subsidies

1. Type: Community Development Block  
 Grantor: Philadelphia Office of Housing & Community Development for CDBG and Commonwealth of Pennsylvania  
 Department of Community Affairs for PH&CDG
2. Type: Section 8 project-based assistance Grantor: HUD through the Philadelphia Redevelopment Authority
3. Type: Local Tax Abatement Assessed value of improvements are exempt from real estate taxes fully in first year of abatement and phased in thereafter at the rate of 20% per year until full real estate taxes are due and payable.

#### Debt Financing

1. Tax Exempt Bond Financing
2. Pennsylvania Housing Finance Agency HOMES Program (reduced interest rate)

#### Equity

##### Credit Sales

1. Federal HRTC Amount: \$1,030,000
2. Low-Income Housing Tax Credit Amount: \$3,412,000

### Costs of Project

#### General

|                |             |
|----------------|-------------|
| Acquisition    | \$ 240,000  |
| Rehabilitation | 8,895,000   |
| Total Cost     | \$9,135,000 |

### Other Costs

Estimated Costs Attributed to: Federal Accessibility Compliance: \$12,000 (for 4 units in the 23 townhouses completed to date)

### Development Schedule

Project Initiated: January, 1989

Architect hired: Summer, 1989

Application submitted for CDBG subsidies for the 15 properties in phase 1; preliminary loan application submitted to

Pennsylvania Housing Finance Agency (PHFA) for phase 1 properties: July, 1989

RFP for Section 8 project-based assistance issued by the Philadelphia Housing Authority (PHA): August, 1989

Application submitted to PHFA for Low-Income Housing Tax Credit for phase 1 properties: September, 1989

Diamond Street Venture organized; proposal for Section 8 project-based assistance submitted to PHA for phase 1 properties:

Low-Income Housing Tax Credit approved: October, 1989

CDBG and PH&CDG funding approved: November, 1989

Initial properties purchased: December, 1989

Construction Initiated (Phase 1): January, 1990

Pennsylvania State Historic Preservation Office (SHPO) made initial site visit to discuss acceptable treatment: January, 1990

First Historic Preservation Certification Applications, Parts 1 & 2 submitted to SHPO: March, 1990

First Part 1 applications submitted by SHPO to NPS, with favorable recommendation: May, 1990

First Part 2 applications submitted by SHPO to NPS, with favorable recommendation; NPS made preliminary determination on Part 1, recognizing that the buildings located within a potential historic district contribute to the significance of the district: June, 1990

NPS approved first Part 2 applications: July, 1990

Renting Started: September, 1990

Section 8 contract signed for phase 1 properties:  
October, 1990

First "Requests for Certification of Completed Work" submitted to SHPO: January, 1991

West Diamond Street Historic District listed in the National Register of Historic Places: February, 1991

First "Request for Certification of Complete Work" submitted by SHPO to NPS, with favorable recommendation: March, 1991

NPS approved first "Request for Certification of Completed Work" based on Part 2 of application: April, 1991

Construction Completion (Phase 3): Scheduled for May, 1996

**Author of Case Study:**

Kathleen Catalano-Milley  
National Park Service  
Chesapeake/Allegheny System Support Office  
Resource Stewardship and Partnerships  
200 Chestnut Street  
Philadelphia, PA 19106

Phone: 215/597-1580

**Photos:** Timothy M. Noble





# Grand Coulee Apartments

**Address:** South 106 Cedar Street, Spokane, WA 99204

**Building Type:** Hotel

**Old Use:** Single Room Occupancy (SRO) 52 units

**New Use:** SRO - 49 units

**Gross Building Area:** 34,420

**Year built:** 1910

**Year rehabilitated:** 1994

**Ownership structure:** Partnership  
Grand Coulee Building Partners  
1325 W. 1st Ave, Suite 300  
Spokane, WA 99204

**Developer:** Grand Coulee Building Partners  
1325 W. 1st Ave, Suite 300  
Spokane, WA 99204

**Rehabilitation Architect:** Wells and Company  
R. Ronald Wells, AIA - Project Architect  
W. 1325 1st Avenue, Suite 300  
Spokane, WA 99204-0613

**Preservation Consultant:** R. Ronald Wells, AIA  
W. 1325 1st Avenue, Suite 300  
Spokane, WA 99204-0613



## PROJECT DESCRIPTION

### Background

The Hotel Upton was built in 1910 for \$50,000. It was designed by the architect L.L. Rand, one of Spokane's premier architects, who designed many of the city's public schools as well as banks, churches, a Masonic Temple, and prominent apartment blocks. Shortly after completion, the *Spokesman-Review* reported, "in construction it is one of the most substantial of its kind in the city." In addition to 102 rooms, it had seven commercial and retail bays on the ground floor. In 1933 its name was changed to the Grand Coulee Hotel to take advantage of the latest tourist attraction. Advertising of the period combined glowing descriptions of the hotel's facilities with pictures of the Grand Coulee dam, "the ninth wonder of the world - just 92 miles of paved highway from Spokane."

The hotel is listed on the National Register of Historic Places as one of a group of Single Room Occupancy (SRO) hotels in Spokane's Central Business District. It is a prime example of SRO housing that "filled a great need during Spokane's most explosive period of growth in the first decade of this century when Spokane became the hub of the Inland Empire." During this brief period, Spokane's population nearly tripled.

The hotel offered short term housing for seasonal laborers or for newcomers needing a place to stay until they could get established in town. While providing more privacy than a boarding house, it was less expensive than upscale hotels or apartments. In 1938, according to a hotel brochure, the hotel offered "transient and permanent rooms, \$1.00 and up." Special rates were offered to permanent guests. The commercial spaces at the Upton served the residents, housing hardware stores, grocery stores, coffee shops, and similar businesses.

### The Building

When the Grand Coulee Building Partners acquired the building it retained a great deal of integrity, including original plan on upper floors, original paneled doors and transoms, room sinks and closets. Only minor modifications had been made to convert it to apartments. While half the first floor storefronts had been altered, the remainder were still intact.

The hotel is a four-story wood frame building reinforced with steel columns and beams. It is clad in brick with stone and terra cotta finish. Originally there were 102 units, with most consisting of a single room with a sink and a wardrobe. Only 15 of the 102 units contained a private bath. The other rooms relied on public baths which were located on each floor. The upper floors are arranged in an E configuration with three halls and two light wells which face the rear of the building. The exterior windows on the upper floors are double hung wood sash. The original dark fir wainscoting remains intact in many places as do some of the hinged transom windows above hall doors. The main stairway rises from the street entrance directly to the second floor. Additional emergency stairways are located at the end of each hall in the rear of the building. The building has a full basement.

## THE REHABILITATION PROJECT

### Project History

Wells and Company has renovated over twenty five historic buildings in Spokane, including a number of dilapidated old hotels and rooming houses in the city's old downtown. Over the years, Wells and Company has trained its own construction crew to take a preservation oriented approach to rehabilitation work. They also bring in expert craftsmen for special projects when needed. At the Grand Coulee, they employed a craftsman skilled in leaded glass to install the transom lights in the reconstructed storefronts.

When the Partnership acquired the Grand Coulee building it was structurally sound, but run down. The developers felt it could be upgraded with few alterations. They proposed rebuilding three storefronts and making minor interior modifications. Bathrooms, kitchenettes and closets were added to some of the apartments; others continue to use communal baths. The building's heating system needed upgrading with a new boiler and valves. Otherwise, the balance of rehabilitation activity was cosmetic, to attract a better market. New carpet and vinyl floors were installed in units and the building was cleaned, painted, and repaired, as necessary. Because modifications were minimal, existing tenants were able to remain in the building. They were given the option of staying at their former rents, in which case little or no significant renovation work was done inside their apartments, except for all necessary and deferred repairs, or they could move into a renovated apartment at a higher rent. Because the building was occupied before, during, and after construction, the project was not classified as a major renovation, and could be completed without major code compliance issues.

### Rehabilitation Work

#### Exterior

The brick was cleaned in accordance with the *Secretary's Standards*, which recommend the mildest possible treatment. Mild soap and water were applied with a natural bristle brush and rinsed at a pressure not exceeding 200 psi.

Loose and sagging parts of the metal cornice were secured and repaired. Rust and loose paint were removed and the metal was primed and painted.

Fire escapes were repaired and painted.

The original wood double hung sash were repaired, sanded, and repainted.

#### Storefronts

There were seven storefronts when the building was acquired, one of which a previous owner had converted from the hotel lobby. One storefront was intact

and required no work while three were covered, but intact beneath the additions. The "modern" layers were removed to reveal the storefronts' original configurations including transoms with small leaded glass panes. These storefronts were repaired with like materials and painted. The three remaining storefronts, one of which was totally new, and the other two of which were largely new, were determined non-significant and removed in order to restore them to their original appearance based on photographic evidence. On the north and east facades, 5" x 5" glass squares were installed above the large lower windows (as existed originally). While this work required a skilled craftsman, according to the developer the cost was offset because little work was required to repair the three intact storefronts beneath the "modern" layers.

#### *Interior*

Corridors were recarpeted and walls repainted. The original dark fir trim which remained in most areas was cleaned and polished. Missing wood trim was replaced with like materials. The original brass light fixtures were repaired. Wiring conduits were left exposed, as found when the building was acquired.

Staircases had previously been enclosed for fire safety. Wells and Company added missing doors and wall trim to better integrate these enclosures into the historic character of the building.

The state energy code does not require storm window installation on historic buildings. However, to increase the building's energy efficiency, insulation up to R-38 was added in the attic. Neither soundproofing nor seismic upgrading were necessary. Additional parking was also not required.

Asbestos was removed from the pipes and boiler in the basement at a total cost of less than \$3,000.



The paint throughout the building was in good condition, though stained. It was not peeling or flaking. Walls and window sash were repainted.

#### *Accessibility*

Ramps were added in place of steps on two of the storefronts; the other storefronts were already at grade. The building already had an elevator. No existing doors were widened, but where doors were added for four new bathrooms they were made 36" wide. A new accessible bathroom was created for one of the units.

#### *Units*

Most apartments did not have bathrooms, but did have a sink, stove and refrigerator. The developer added twelve new bathrooms and eight kitchenettes on each floor. This was done by moving some walls between existing units; no protrusions were made into corridors. While the space required to insert the new

kitchens and bathrooms decreased the total number of units by three, the architect stated that: "Retention of (the) basic plan configuration was clearly (the) most cost effective and the only way to both retain existing tenants in some units while renovating other units." Closets were also added to some units.

All apartments were cleaned, repaired and repainted. In some cases damaged plaster and missing trim needed to be replaced. Light fixtures were repaired, glass was cleaned and mini blinds were installed on windows.

#### *Systems*

The steam heat system was retained but upgraded with a new steam boiler. New valves were added to existing radiators, which otherwise retained their original appearance. Due to the cool summers in Spokane, air conditioning was not installed in the apartment units; however, several commercial tenants have had it

installed at their own expense.





## IN SUMMARY

This project has been part of a long term effort by Wells and Company and others to rehabilitate the historic hotel district of Spokane. The Grand Coulee Hotel was their seventh project in a two-block radius around Carnegie Square and their third on that strategic intersection.

According to Jack Geraghty, Mayor of Spokane, Wells and Company's activity "has made a tremendous impact on a previously deteriorated area. Their renovation work has been a catalyst for additional work, such as the recently completed Commercial Building, located west of Carnegie Square."

The rehabilitation returned previously substandard or unrentable apartments into attractive living space. The rehabili-

tation work itself provided two planning and sixteen construction jobs. Long-term, five new commercial jobs and a half-time residential manager job were created.

Mr. Wells states: "This project has been a win-win-win situation: 1) The existing tenants won, for they were allowed to remain in the building at their former rents if they wanted. 2) We won because ...we have a very respectable return on equity (8.5%) in addition to the savings realized from the tax credit. We increased our yield on improved commercial occupancies and on renovated vacant units. 3) The city and neighborhood won because a blight was eliminated. The area was rejuvenated with the return of shoppers and businesses, and the city and state now collects more taxes."

Wells and Company has the enthusiastic support of Spokane's mayor who has recommended the project for a national preservation award. The Washington State Historic Preservation Office says that Mr. Wells does quality work and "really understands the (Secretary's) Standards." He is successful because "He designs around what exists." Mr. Wells himself says that "There are tens of thousands of buildings across the United States (that can be rehabilitated for new uses.) Tax credits make the difference between slipshod work and a project you can be proud of....We believe that conformance to the Secretary's Standards actually reduces our construction costs and improves the end result, i.e., the charm and character."

## PROJECT FINANCING

The developer did not use any HUD-financing or moderate rehabilitation SRO rental subsidies because to do so would have required him to relocate current commercial tenants in units which were to be rehabilitated. The cost of relocating those tenants would have been prohibitive. Low-Income Housing Tax Credits were not used since they were not needed. Had the financial package been structured to sell these Tax Credits, the economics would look even better.

### Sources of Funding

#### Grants/Subsidies

Type: Weatherization funds

Grantor: Spokane Neighborhood Action Program

#### Debt Financing

##### Loans

Construction and Permanent Financing

Lender: United Security Bank

##### Equity

##### Credit Sales/Tax Treatment

1. Federal Historic Rehabilitation Tax Credit (HRTC) - \$101,325

2. Historic Conservation Easement (facade): 15% of appraisal, first year savings - \$53,580

Total first year tax savings: \$154,905

### Costs of Project

#### General

|                  |             |
|------------------|-------------|
| Acquisition -    | \$ 565,000  |
| Rehabilitation - | \$ 450,000  |
| Total Cost:      | \$1,015,000 |

#### Other Estimated Costs

Costs attributed solely to:

Compliance with the *Standards*: \$25,000

Affordable housing compliance: \$50,000

BOCA/safety compliance: \$50,000

Rehabilitation cost /leasable sq ft: \$10.45

Rehabilitation cost/gross sq. ft: \$15.68

Rehabilitation cost/ residential unit: \$5,000

Rehabilitation cost/commercial unit: \$85,000

## DEVELOPMENT SCHEDULE

Initial Contact with SHPO: July, 1994

Part 1 Approval (HRTC): August, 1994

Part 2 Approval (HRTC): December, 1994

Renting Started: Some units were occupied throughout the rehabilitation.

Leased-Out: May, 1995

Final Certification for the HRTC: June, 1995

### Author of Case Study:

Susan Escherich

Preservation Assistance Division

National Park Service

P.O. Box 37127

Washington, D.C. 20002

**Photos:** Courtesy Wells and Company





# The California Hotel

**Address:** 3443-3501 San Pablo Avenue,  
Oakland, California

**Building Type:** 1920s Period Revival Hotel

**Old Uses:** Hotel with commercial on first floor

**New Uses:** Single room occupancy  
(Affordable housing with commercial on first floor)

**Gross Building Area:** 85,000 sf (Before rehab)  
83,400 sf (After rehab)

**Net rentable area:** 62,163 sf

**Year built:** 1929-1930

**Year rehabilitated:** 1988-1991

**Ownership structure:** Partnership

Land:

Oakland Community  
Housing, Inc.  
Mitchell Hardin and  
Robert Chastain  
405 14th Street, Suite 1207  
Oakland, CA 94612

**Building:**

Managing Partner:

Oakland Community  
Housing, Inc.  
Mitchell Hardin and  
Robert Chastain  
405 14th Street, Suite 1207  
Oakland, CA 94612

Limited Partners

Federal National Mortgage  
Association (Fannie Mae)  
Investment pool of local  
corporations put together by  
the City of Oakland

**Developer:** Oakland Community Housing, Inc.  
405 14th Street, Suite 1207  
Oakland, California 94612  
510/763-7676

**Financing/Management:** Subsidies: Short-term loans  
City of Oakland  
Wells Fargo Bank  
Oakland Redevelopment Agency  
BRIDGE Housing Corp.

Subsidies: Deferred loans  
City of Oakland for purchase  
City of Oakland for construction  
California Special User Housing  
Rehabilitation Program (SUHRP)  
Housing Development Action Grant  
(HoDAG)

**Rehabilitation Architect:** The Ratcliff Architects  
James Vann, Project Architect  
PO Box 1022  
Berkeley, CA 94701

**Preservation Consultant:** Anne Bloomfield  
2229 Webster Street  
San Francisco, California 94115

**General Contractor:** Nibbi Brothers  
1433 17th Street  
San Francisco, CA

**Awards Received:** *Oakland Orchid Award -  
Oakland Design Advocates,  
AIA: Orchids and Onions  
Awards Program  
Historic Preservation News -  
Feature Article, September, 1991.*



## PROJECT DESCRIPTION

### Background

The California Hotel was built in 1929-1930 as a 150-room commercial hotel in an area of Oakland, California, to which the developers hoped downtown would expand. Five stories tall and with half a dozen store spaces on the principle street frontage, the brick-clad, stucco-trimmed building had been vacant for 16 years before being adapted in 1988-1991 as single room occupancy (SRO) affordable housing. The building is constructed using a combination of steel frame and reinforced concrete with brick curtain walls. When purchased in the 1980s the building had been broken into and vandalized, the penthouse interior was burned out, and beetles had eaten up the ballroom floor. Structural problems needing correction included seismic deficiencies and corroded steel in the penthouse towers and parapet. In addi-

tion, many windows were missing or very badly deteriorated, and water supply lines were choked with mineral deposits. Along with correcting these problems, returning the five story building to usable condition required the installation of sprinklers and smoke alarms throughout, tying the facade steel columns together with a grade beam at their bases, replacing many lost or broken hall/unit doors, bring the electrical system up to code, providing access for persons with disabilities, and sound-proofing units on the elevation 40 feet away from a major freeway. The historic rehabilitation required keeping the historic lobby, replicating the penthouse towers and the ceramic tile storefront bases, finding appropriate replacements for roofing pantiles lost from the parapet, repairing broken exterior stucco trim, strengthening a metal marquee, and restoring terrazzo stair treads vandalized for their inset brass decorations. The economics of reuse also required reha-

bilitation and rental of the un- or under-utilized stores and finding rentable uses for the ballroom and other ground-floor spaces.

### Historic Significance

In order to qualify for the 20% federal Historic Rehabilitation Tax Credit, the California Hotel was placed on the National Register of Historic Places, June 30, 1988. The nomination states it is significant under Criterion C, architecture, "because it is a fine and essentially intact example of the large hotel building type, executed in a 1920s Period Revival style by prominent local builders and architect, and located a considerable distance from any other similar development so that, ever since its construction in 1929-1930, it has always stood out as a landmark on the cityscape for its large scale, twin towers and interesting architectural detail. Only 40 feet away, the MacArthur Freeway (Interstate 580) both impacts views of the building from







the street, and enhances its prominence, for the towers and upper floors are one of very few structures rising above freeway road level, and the building is a daily sight familiar to hundreds of thousands of commuters, providing a modern relationship to its historic context, the development of Oakland along transportation routes.”

Of its architecture the nomination reports, “The California Hotel’s five-story, 214-foot-long facade on San Pablo Avenue might be notable anywhere in Oakland. The contrast of dark brick to light stucco, the satisfying proportions, the prominent towers, and the balconied panels that define bays only at the top two floors — all these form a distinguished whole. The Spanish Colonial Revival detailing is limited to moldings, cornices, quoins and interior areas; it is distinctly subordinated to the overall massing, making the total design forward-looking for 1929 rather than purely historicist.”

There is also the possibility of future significance under Criterion A, events/patterns of history, for the hotel’s “role as the principle and highest quality social center for East Bay blacks in the 1950s and 1960s.”

## THE REHABILITATION PROJECT

### Project History

Around 1970, the California Hotel was no longer in operation. A rehabilitation project was begun, but it ceased abruptly in 1972 after a fire totally burned out the penthouse. Some of the stores along the principle street frontage continued to operate, but otherwise the building stood empty for 16 years. Squatters moved in, unit doors were broken, vandalism occurred and maintenance dwindled.

In 1987 the hotel was purchased by Oakland Community Housing

Incorporated (OCHI), a non-profit organization which already managed a couple of smaller SRO residential hotels which it had rehabilitated successfully. The City of Oakland was eager for affordable housing and hoped that rehabilitation of the large long-vacant building would trigger economic improvement of the neighborhood. The City, therefore, invested both short-term and long-term loans in the project and helped procure other loans, as well as syndication. On all but one of the permanent loans, payments are deferred. While OCHI retains ownership of the land, ownership of the building was passed to a partnership consisting of an OCHI affiliate, as the managing partner, and two limited partners, the Federal National Mortgage Association (Fannie Mae) and an investment pool put together by the City of Oakland for local corporations who wished to take advantage of the available tax credits. Both federal historic rehabilitation credits and low income housing credits were utilized.



## Principal Design Issues

Well before the rehabilitation design was completed, a historic consultant was engaged to prepare the documentation needed for the Historic Rehabilitation Tax Credits and to advise how best to ensure final certification of the project by the National Park Service. "Before" photos were taken, and a representative of the State Historic Preservation Office (SHPO) inspected the property and advised on specific means to maintain conformance with the *Secretary's Standards*.

### *Significant Interior Spaces*

The lobby and its balcony were identified as a significant historic space not to be altered, except for undoing non-historic alterations. The SHPO's representative suggested solving an accessibility code problem on the mezzanine, by canting the rear corner of a column casing instead of narrowing the historic staircase. The flexibility of the State Historical Building Code made such a solution possible.

The large Mission-style lobby has textured plaster walls, a floor of tan-colored terrazzo squares, a wrought-iron balcony railing, and a fireplace with chimney breast sloping up to the ceiling and a firebox with random sized Aztec motif tiles. These significant features were protected during construction. The plaster was patched to match the original, and the floor and railing were refinished. During the aborted 1972 rehabilitation, the wood beamed ceiling had been partly repainted with a non-historic shade of brown. The original colors were determined and the historic stenciling was restored. The reception desk area had been reconfigured at some previous time. Demolition of a partition revealed the original floor border pattern, the cornice ornament over the original desk, and original textured plaster. A new reception desk was built, with mailboxes alongside, replicating the revealed original footprint and retaining the original cornice ornament. The balcony above the desk was re-opened and a new elevator door was cut for access to the mezzanine. A new exterior entry door replaced the c.1972 glass-and-aluminum

door. The original glazed sidelights were retained.

The historic stair treads matched the terrazzo of the lobby floor, but were cast whole rather than in squares. Each tread was inset with two brass outlines of California bears, copied from the State Flag. During the vacant years, many of the stair treads had been severely damaged by attempts, successful or not, to remove the brass bears for their salvage value. The damaged treads were cleared, new replica brass bear outlines were installed, and matching new terrazzo was poured. All stair surfaces were refinished.

### *Penthouse Towers*

Regrettably, the 1-1/2 story penthouse towers had to be demolished because their structural steel had rusted and expanded so badly that their structural integrity was at risk and the surrounding brickwork unsafe. The towers were a very significant part of the design because of their high visibility. Therefore, to qualify for the federal Historic Rehabilitation Tax Credit, they had to be replaced.

The towers were originally clad in stucco, and their decorative roofs and cornices were of stamped or molded galvanized metal. The metal roofs were shored while the brick and stucco portions of the towers were removed. The exposed steel was then cleaned, repaired, and reinforced or replaced as needed. The exteriors of the towers were replicated in wood and then stuccoed to match the original design.

### *Seismic Strengthening*

The original building was structurally inadequate because main structural columns were not tied together along the base of the 214-foot front elevation. Modern seismic standards required a steel grade beam to be installed along that frontage. Excavation for this beam meant that the bottoms of the storefronts had to be removed. No storefronts or interiors of the commercial spaces were original, but almost all the original ceramic tile bulkhead panels under the storefront windows remained. Generally

in poor condition, the majority of the bulkhead panels were painted and/or boarded over. Two windows on the side street elevation retained the tile work in original condition: it was glossy black, composed of four-inch tiles with a thin red tile stringcourse and occasional single polychrome floral/geometric four-inch tile. The SHPO and the developer agreed that the bulkhead tilework would have to be sacrificed to allow for the structural grade beam, but polychrome tiles were salvaged, and reused on the new rectangular storefront entrances. Using the salvaged tiles as a guide, the original tilework was replicated as closely as possible.

To satisfy another seismic requirement, it was necessary to reinforce the 18.5 foot-high "soft," or structurally open, lower story of the ground floor. This was done to prevent pancaking of the floors above in an earthquake. The strengthening method chosen was the addition of steel beams attached diagonally across five selected openings. The braces were recessed behind the store and lobby facades and painted to be as inconspicuous as possible. The installation required removal of the non-original ground floor storefront windows. However, the original ground floor transom windows, which survived behind paint and various cladding materials, were retained. During the rehabilitation, the 1989 earthquake loosened the transoms so badly that some had to be taken out. They were repaired, reset as original, and the sash repainted. The storefront windows were replaced with a new simple glass and metal system. The pane size and muntin placement of the new windows were derived from the spacing of the transom muntins and pilasters. The original hotel marquee was also repaired and strengthened, and its supporting chains were replaced with rigid steel bars.

### *Masonry*

At the base of the parapet, on the back of the building, there was a long crack in the masonry. The cause was discovered to be a corroded steel tie beam. The brick was carefully removed down three

courses below the beam. The corroded beam was removed and the parapet was reconstructed using the salvaged bricks and matching joint profile and mortar composition. New tie beams were installed along the roof line of the two long walls and one short wall. Metal tie bolts connected the new tie beams and the interior of the main facade's brick wall. On the other walls, the bolts penetrated to the exterior, where fastening plates and bolts were painted to match the brick in color.

On the exterior, the brick was gently cleaned. It was repointed as necessary, matching the original joint profile and mortar composition. Many of the grey-white stucco decorative elements, including those on the towers, the quoins, and a string course with urns and lanterns, were missing, had been cracked or were otherwise damaged. Where possible, cracks were filled in and smoothed over. Where repair was not possible, molds were taken from matching original whole pieces, replicas made and installed; 78 quoins, 16 urns and 8 lanterns were replaced. All the stucco was painted white.

#### *Windows*

There were two problems with upper-floor windows. First, many were badly weathered, damaged, or altogether missing, and second, acoustic treatment was needed for those facing the busy elevated freeway only 40 feet away. A window survey was conducted to determine exactly which windows could be repaired and which had to be replaced. Repairable windows were repaired. With the concurrence of the SHPO, good windows on the freeway elevation were moved to locations on the main street elevation in place of non-repairable windows. Forty new wood double-glazed acoustic windows for the freeway elevation were built to match the original wood double-hung 3/1 design. The other 220 replacement windows also matched the original design, but were not double-glazed.

#### *Parapet and Roof*

On the two street elevations the parapets were originally coped with a pent "roof" of green-grey ceramic pantiles and pyramidal decorative elements placed at intervals. Between the towers "CALIFORNIA" had been spelled out in tall sheet metal letters supported on a vertical metal framework. The letters had disappeared, but the framework was refinished and left in place. The pyramidal elements decorating the parapet were restored as needed. In the 1971 aborted roof repair, the pantiles had been removed from under the sign's framework, and stacked in a hallway. All the remaining pantiles were secured by steel wire, which was now badly rusted. New steel ties had to be installed, which required removal of all the pantiles. After breakage and loss, only enough of the tiles remained to cover the parapet on the main street frontage adjacent to the sign's facade. Matching pantiles could not be found, so the same shape of pantiles were installed under/behind the sign framework. Their color was a mixture from dark rust to dark brown. The original green-grey tiles were separated from the rust-brown tiles by a corner tower.

#### *Interior Changes*

The ballroom's beetle-infested hardwood floor, laid on grade, was replaced with concrete. A 1956 bandstand and addition to the room were removed. A side space, with a low ceiling, was enclosed to be used as a separate rental. In place of the removed addition, a glass block wall and access to a new rear patio were created. Colored glass windows that looked down from the mezzanine were retained on the ballroom side and closed up on the mezzanine side. This ensured privacy and safety for the manager's unit being created out of former private dining/meeting rooms. Sand-textured plaster from the 1950s, including faux draperies, was left in place.

#### *Fire and Safety Codes*

Fire safety regulations required sprinklers to be installed throughout the building. When the SHPO's representative expressed concern about running sprinkler supply lines along the hall ceilings, the architect decided to run the lines vertically through the units' closet spaces. Branching from these supply lines, only the sprinkler heads were exposed in the unit spaces and the halls. For the lobby, supply lines were run inside the floor above, in order to not disturb the historic beamed and stenciled ceiling. The sprinkler heads alone were exposed on the lower faces of the lobby beams.

#### *Residential Units*

The residential units were cleaned up and given a skim coat of plaster and then painted. Some were opened up as communal kitchens; others, on a short hall which originally had individual kitchenettes, were given new packaged kitchens. The few remaining historic single-paneled hall-unit doors were assembled on a single corridor and lined with plywood on the unit side to bring their fire rating up to code. The fire-damaged penthouse spaces were repaired and turned into three one-room units.

All the water supply lines had to be replaced; this meant getting inside residential unit's bathroom walls which had significant ceramic tile wainscoting. Many pastel and other tile colors had been used in 1929-1930, and each unit had its own individual combination of two colors. Sometimes they were arranged in a checkerboard pattern, but more often the contrasting color simply represented a baseboard and a chair rail. Since the unit bathrooms were generally located back-to-back, approximately half the tile wainscots had to be disturbed. The holes were made as small as possible, and the in-fill tiles matched the originals in size, material and thickness. Colors could not be matched, so the colors for in-fill tiles were chosen to harmonize as much as possible. In order to protect against water damage, these tiles were also used to extend the original material up to shower height.

Electric wiring was replaced, new outlets were added, and the service brought up to code. The original heating system, a steam boiler and cast-iron radiators, was repaired and reused. Missing radiators were replaced. Operable windows provide ventilation.

#### *Site Improvements*

The site originally included a sizeable parking lot behind the building. The original auto entrance was reopened and a replacement gate was hung on the original posts and arch. Some rear lean-tos were removed and boarded-up rear doors were replaced. The parking lot was cleaned up and partly repaved. The remaining portion was turned into a new patio and garden. The rear lot line, along another street frontage, was secured, and a small open space on the freeway side of the hotel was changed from concrete into landscaping.

#### **Project Benefits**

Oakland Community Housing Inc. hired a resident manager and rented the units to persons at or below 50% of the area's median income, yet able to pay rent. The successful housing units have been filled since February, 1992, however, the commercial spaces have been difficult to lease because of the depressed neighborhood. One commercial space is rented by a carpet business, there before the rehabilitation, while a larger one is occupied by a social service agency. The others remain vacant. The ballroom needs additional rehabilitation, meanwhile, OCHI is using it for maintenance and storage.

## **IN SUMMARY**

OCHI representative Cathy Craig reports that they consider the project successful because much-needed housing is being supplied and a once-derelict building has been returned to life. The project created approximately twelve long-term staff jobs. Part of the tax credit proceeds are set aside to cover future operating deficits, anticipated because of the very low rents charged. The tax credits, therefore, contributed substantially to the project's success. Important as the hotel resuscitation is, investment in additional properties will be needed to trigger revitalization of this particular neighborhood. The California Hotel has become a source of community pride, especially for its history as a center for African-American music and entertainment.



# PROJECT FINANCING

## Sources of Funding

### Debt Financing

1. City of Oakland (Deferred Loan)
2. California SUHRP (Deferred Loan)
3. HoDAG (Deferred Loan)
4. City of Oakland (Deferred/Short-Term Loan)
5. BRIDGE Housing Corp. (Short-Term Loan)
6. Oakland Redevelopment Agency (Short-Term Loan)
7. Wells Fargo Bank (Construction Loan)
8. SAMCO (Long-Term Loan)

### Equity

#### Credits Sales

Sale of the combined Low-Income Housing  
Tax Credit and federal HRTC provided  
\$6.3 million dollars.

## Cost of Project

### General Costs

|                |              |
|----------------|--------------|
| Acquisition    | \$1,894,200  |
| Rehabilitation | 14,704,800   |
| Total costs    | \$16,599,000 |

### Other Costs

Estimated costs attributed solely to:

Compliance with the Standards:

- \*Replicating towers: \$45,000
- \*\*single-glazed replica window: \$120 each
- \*\*Double-glazed replica window: \$160 each

|                              |             |
|------------------------------|-------------|
| Cost of historic compliance: | \$275,000   |
| Seismic compliance:          | \$825,000   |
| Accessibility compliance:    | \$200,000   |
| UBC/fire Code Compliance:    | \$245,000   |
| Cost for Housing Compliance: | \$4,175,000 |

Cost information provided by James Vann

\* Cost of removing the towers would have been  
approximate \$6,000.

\*\* Marvin windows were used. Marvin has patterns  
which they adapt to the required measurements, so that  
the windows they made are a combination of pre-fab and  
custom, more expensive than the one and less than the  
other.

## DEVELOPMENT SCHEDULE

Purchased: 1987

Initial contact with SHPO: 1987

Part 1 Approval (HRTC): April 6, 1988

National Register Listing: June 30, 1988

Part 2 Approval (HRTC): September 24, 1988

Construction Initiated: March, 1988

Loma Prieta Earthquake: October, 1989

Construction Completed: January, 1992

Residential Renting Started: February, 1992

Commercial Leasing Started: Two of the six spaces are  
currently occupied

Final Certification for HRTC: June 1, 1992

### Author of case study:

Anne Bloomfield  
2229 Webster  
San Francisco, CA 94115-1820

**Photos:** Anne Bloomfield, except for "After" view at  
beginning of study, courtesy of Historic Resources Group.



# Mary Andrews Clark Memorial Home

**Address:** 306-336 South Loma Drive,  
Los Angeles, CA 90017

**Building Types:** YWCA (residence for women)

**Old Uses:** Residential home for women

**New Use:** SRO Affordable Housing

**Gross bldg area:** 75,000 sf

**Net rentable area:** 153 units

**Year built:** 1912

**Year rehabilitated:** 1991-1994

**Ownership structure:** Partnership

General Partners:  
Los Angeles Community  
Design Center  
315 West 9th Street, Suite 410  
Los Angeles, CA 90015

Limited Partners:  
Clark Residence Ltd. Partnership  
315 W. 9th Street, Suite 410  
Los Angeles, CA 90015

**Developers:** Los Angeles Community  
Design Center  
315 West 9th Street, Suite 410  
Los Angeles, CA 90015

Crescent Bay Company  
1674 17th Street  
Santa Monica, CA 90404

**Financing/Management:** Los Angeles Community  
Design Center  
315 West 9th Street, Suite 410  
Los Angeles, CA 90015

**Architect:** Killefer Flammang  
Purtill Architects  
1625 Olympic Boulevard  
Santa Monica, CA 90404

**Preservation Consultant:** Christy J. McAvoy  
William F. Delvac  
Historic Resources Group  
1728 North Whitley Avenue  
Hollywood, CA 90028

**General Contractor:** W. E. O'Neill Construction  
Company of California  
5245 Pacific Concourse Drive,  
Suite 260  
Los Angeles, CA 90045

**Structural Engineer:** Brian B. Cochran & Associates  
2250 East Imperial Highway,  
Suite 546  
El Segundo, CA 90245

**Awards Received:**  
*Golden Nugget Award -*  
*Pacific Coast Building Conference*  
*Historic Renovation - Southern California Chapter:*  
*American Institute of Architects*  
*Design Award - Los Angeles Conservancy*  
*Design Award - California Preservation Foundation*

**Photo:** Mary Andrews Clark Memorial Home





## PROJECT DESCRIPTION

### Background

In 1912 Senator William Andrews Clark commissioned renowned Southern California architect Arthur B. Benton to design a residential home for women. Dedicated to his mother, Mary Andrews Clark, the ornate Chateausque structure provided 130 rooms for working women and visitors to Los Angeles. Hailed as “architecturally one of the most imposing structures in this city” by Los Angeles Times, the building was situated on a hill just west of downtown Los Angeles, close to where residents worked or attended vocational training classes. Carefully detailed to provide “comfort, convenience and an uplifting social life”, the Clark Memorial Home served over 30,000 women from its opening in 1915 until significant structural damage forced its closure in 1987 following the Whittier earthquake.

### Description of Building

Classical in facade organization, this building’s facades have a plain base, an elaborately ornamented shaft and a more elaborate “capital” upper story. Surface finish on the base, or basement level, is smooth. Windows on this level are fit with simple metal grills. The shaft, or first through third floors, features tile and brick curtain walls which are faced with rough grey tapestry brick. This finish is highlighted by decorative detailing created with a lighter shade of smooth tan brick. Detailing includes brick quoining at the corners, copper flashing, and brick window surrounds. Although most detailing is executed in tan brick, terra cotta is used along the top of the corbeled stringcourse which divides the first and second floors of the north and south wings. The line of the stringcourse continues to become a brick balustrade across the top of the arcade in the main wing of the west facade at the

second level. At the center of the balustrade is a terra cotta fascia with a carved ivy design which reads “Mary Andrews Clark Memorial 1912”. A granite cornerstone at the northwest corner of the south wing also bears the name and year of the building’s construction.

The west (main) facade is entered through an open court 100’ x 112’ wide, situated between the north and south wings and an arcaded veranda. The veranda area features several squares of prism glass embedded in the concrete floor which allows light into the basement rooms below. The main entrance consists of four arched double French doors. Each door has twenty lights and is surrounded by an eight-light transom of gold colored opal glass. The street facades of the north and south wings have open central fire escapes with wrought iron railings which are recessed to appear to be balconies.



Wide verandas, originally used as sleeping porches, extend across the east (rear) facade of the second and third floor levels. Its fourth floor is recessed to create an expanse of open terrace. The simplicity of this elevation contrasts sharply with the elaborate detailing of the remainder of the building. Where the projecting corbeled cornice on front and side facades extends to shadow windows beneath it, the same motif is flattened and wrapped only around the corner bays of the rear facade.

Upon completion, the first floor of the building contained a lobby, administration offices, a lounge, a large living room, two private parlors, a library, a lecture room to seat 300, and a dining room with a capacity of 200. Although a new main entrance to the building has been created, located at basement level on the northern end of the west facade, the original first floor lobby has been retained as a secondary entry area. Indeed, the original layout of all main floor public rooms remains intact. The curved bay window of the living room occupies the central axis of the U-shaped plan. The lecture room and dining room (now meeting room) occupy the southern and northern wings of the "U" respectively. The lounge is found towards the center of the east facade. Directly north of the living room are the front entry doors and former main lobby of the building. To the north of this lobby, one of two large open stairwells connect to a corridor. Symmetrically placed, the other stairwell connects to a similar corridor. The southern stair is detailed with simply molded wood rails and posts and turned wood balusters. Fire doors have been added to separate stairwells from the corridors.

Ivy was the favorite vine of Mary Andrews Clark and the ivy motif is seen throughout the house in ornamental grille work, the carving of two wood mantels, and the living room marble fireplace.

The three upper stories each contain 44 guest rooms. Rooms are organized off double-loaded corridors. Each guest room has a wall-mounted radiator, a closet, glass hardware, and a six-light case-

ment window with a double-light transom. A toilet and lavatory room adjoins each guest room. Raised one step from the guest room floor level, they have tile floors and marble wainscoting. This did not create an accessibility problem, since the required number of accessible units were provided on the first floor. Each upper story floor has two common bathrooms with tub and shower facilities. These are centrally located in plan. Most of the guest room closets have five-panel wood doors. Entry doors to the rooms are solid core doors with simple wood features.

## THE REHABILITATION PROJECT

### Project History

Following the earthquake, the YWCA announced its intent to sell the property because it could not afford the cost of repairs. The Clark had been the only remaining residential facility still operated by the YWCA in Los Angeles, and the organization no longer wished to maintain such services. Local advocates, the Cultural Heritage Commission, and the Community Redevelopment Agency of Los Angeles joined forces to assist the owner in finding a buyer to preserve and reuse the structure. Identified as eligible for listing in the National Register of Historic Places, the Clark had been designated City of Los Angeles Historic Cultural Monument #158 in 1976, recognized for its distinctive architecture, its associations with a prominent architect and a leading pioneer, and in the context of institutional development in Los Angeles.

Because of the building's significance, the community sought an adaptive reuse which would conform to the *Secretary's Standards*. Use of the *Standards* would protect the building's character defining features and spaces. An inventory of character-defining features, spaces, and materials was made by the preservation consultant for use by the architect and contractor. Ground floor public spaces associated with the YWCA's program (lobby, manager's apartment, dining

room, main lounge, library, and auditorium) were intact and retained original molding and architectural detail. Corridors were also considered character-defining, as well as basic room configuration, windows, doors, and the exterior. Areas which had been altered and service areas were not considered as significant.

In 1991, a public-private partnership comprised of the Los Angeles Community Design Center, a non-profit affordable housing developer and the Crescent Bay Company, a for-profit developer experienced in rehabilitation, acquired the property. This partnership announced a plan to rehabilitate the building as a 153 unit affordable residential hotel. Major components of the program were a seismic upgrade; replacement of mechanical and electrical systems; accessibility of primary entry, guest rooms and baths; addition of fire and life safety systems and rehabilitation of significant public rooms.

Although the Community Redevelopment Agency and the City of Los Angeles had pledged significant support for the rehabilitation, it was necessary to go to the State's Department of Housing and Community Development for additional funding. Funding was augmented through the combined use of Low-Income Housing Tax Credits and the 20% federal Historic Rehabilitation Tax Credit.

In order to expedite the rehabilitation process, the developer chose a multi-disciplinary team consisting of architect, contractor, structural engineer, historic preservation consultant, and landscape firm which could resolve potentially conflicting concerns in a timely manner. This team also coordinated the local agencies and the tax credit approval process in order to sequence approvals. Use of the *Standards* and the State Historical Building Code allowed the project to be expedited through environmental review under the California Environmental Quality Act, and the Cultural Heritage permit approval process, as well as earning 20% of the amount spent on rehabilitation through the tax credit. Staff of the Community



Redevelopment Agency (CRA), Cultural Heritage Commission (CHC), and the State Historic Preservation Office (SHPO) visited the project prior to commencement of construction and several times during construction. When the Northridge earthquakes of 1994 caused additional damage just days prior to opening, the Park Service, SHPO, CHC, Building and Safety, and FEMA again expedited reconstruction. Damage to a brick elevator penthouse, terraces, plaster walls, and exterior brick was reviewed on site by FEMA, NPS and SHPO. To preserve the tax credit and expedite funds from FEMA, appropriate repair methods, which conformed to the *Standards*, were discussed and agreed to. A long delay in opening would have created issues for the developer and lengthened the time before the building would become revenue producing.

## General Design Issues

### *Plan Configuration*

Architects Killefer Flammang Purtil developed an approach consistent with the Secretary's Standards which increased the number of units from 125 to 152, while providing for the retention of significant public spaces. In addition, the increased units meant an increase in cash flow for the developer.

The first floor was originally a basement containing only service related functions and a number of small staff bedrooms. A new street level primary building entry was created at the front of the North wing and the required accessible rooms and baths were added where a bowling alley had once been. The public living area is located on the new second floor and contains the lounge, dining room, library, and theater. These elegant character defining spaces have remained essentially unchanged but have had all finishes restored. The careful placement of seismic reinforced shear walls at this level was critical to the restoration of these grand public spaces. The upper three floors were the original residential floors and remain essentially unchanged except for the addition of a lounge with dining and kitchen facilities at each floor.

### *Fire and Life Safety Issues*

Fire life safety concerns were addressed with the addition of two fully enclosed stair shafts at the end of each wing replacing one of the guestrooms at each floor. The hollow clay tile walls in the corridors needed to be retained for historical reasons but created a hazardous condition for exiting in the event of failure in an earthquake. These walls were encapsulated in steel mesh and covered with plaster to match the original finish. The building is now fully sprinkled and a new fire alarm system has been added. In addition, a new electrical system and a backup generator used to power emergency lighting and fire pumps, replaces the old system.

### *Interior Design*

The interior color palette was chosen to compliment the existing darkly stained wood paneling, red floor tile, and gray marble wainscoting. Vinyl composition tile and ceramic tile patterns enliven the public spaces with detail and color.

### *Site Improvements*

A sloping lawn, elevated from the street by a concrete retaining wall, leads to the building's existing forecourt. A new entry court was created at the northwest corner of the site to provide an accessible and more controlled entrance to the building. The mature specimen trees of the property were pruned to increase light and visibility. New shrubs and ground covers which are compatible with the historical record of the building's landscape were chosen for planting areas. A planting area was also reserved for tenant gardens.

The resulting project has been recognized by the Pacific Coast building industry, AIA, and preservation organizations for its outstanding design and quality of workmanship.

## Principal Design Issues

The project team faced several challenges in the adaptive re-use of the Clark home. Primary among them were a new entry accessible to persons with disabilities, the need for additional units to

make the project financially viable and the addition of community rooms on the residential floors.

### *Accessibility*

The historical main entry of the Clark home is a recessed entry on the second level in the central wing of the building which is accessed by a series of wide steps leading to a veranda. The addition of residential units on the ground level and the need for accessibility to persons with disabilities created the opportunity for a second main entrance at ground level in the north wing. The new entrance took the place of a service door and a small window, and was designed to be compatible with the historic character of the building, yet clearly contemporary. An arched keystone marks the entry.

In addition to the ground floor lobby and units being made accessible, elevator service to upper floors made corridors and common areas accessible.

### *Additional Units*

The project's need for additional units led the architects to look for space which had not been used for housing within the existing building. Partitioning of the public rooms was rejected because of the historic significance of these spaces. Instead, spaces which housed a ground floor gymnasium which had been heavily altered, service areas, and servants quarters were selected. Units used existing clerestory windows in the gym area, removed some closets and partition walls in the servants wings, and converted the laundry into community room and kitchen facilities. This approach resulted in 27 new units while retaining significant public areas which remained as amenities for the residents.

### *Circulation*

The Clark Memorial Home retained its historic double-loaded corridor configuration on the upper floors. The character defining corridor configuration was maintained as required by the *Secretary's Standards*. Non-historic slab doors were replaced with new fire-rated panel doors designed to be compatible with the original door design. Lever



hardware was installed. Historic stairwells with their distinctive railings were closed off from corridors, but not vertically separated.

### *Restoration of Public Rooms*

The dining room, parlor, living room, auditorium, and library were the signature spaces of the Mary Andrews Clark Home. Marble and wood wainscoting, ornate fireplaces and mantles, decorative woodwork and coffered ceilings combined to create formal yet comfortable rooms. Expansive windows added light to each room. The architects meticulously catalogued, removed and stored wainscoting on walls to be impacted by shear wall construction.

In order to create common areas for dining and cooking on each floor, the architects reconfigured two centrally located units into communal kitchens.

### *Lead Paint*

Lead paint abatement was a significant cost to the project. Interior walls which became extra shear walls had wythes of brick and plaster finishes removed. Other surfaces were stripped and encapsulated. The amount and method of removal added \$300,000 to the original cost of the project. The final product, however, preserved the historic character of the significant interior spaces and features.

### *Seismic Strengthening*

Extensive strengthening of the U-shaped four story structure was required. New concrete shear walls were required along the inside of all exterior perimeter walls and throughout the interior of the structure to the underside of the concrete roof. To accommodate these new shear walls, all existing wood trim, wood wainscoting, portions of wood floors and marble wainscoting were removed and carefully numbered to be reinstalled upon completion of the structural work. Wythes of brick were then removed from the exterior walls to be replaced by shotcrete shear walls and interior wythes of brick were removed and replaced to create the required capacity. This method kept, for the most part, the existing wall thicknesses. The shotcrete was plastered

to match original finishes and the original finish material was reinstalled.

Installation of shear walls on the main corridor of the second floor necessitated closure of some door openings. In this area, the existing frame was replaced, the shear wall slightly recessed to accommodate a panel which simulates the existing door. The rhythm of the openings in this significant public space was thereby maintained.

The seismic upgrade was tested just days before the building was scheduled to open with the advent of the Northridge earthquake. Damage was limited to cosmetic plaster cracks, reanchoring of some bricks on dormers and minor balcony damage on the rear facade. The balcony was reconstructed with masonry block.

### **Project Benefits**

The Clark project required the efforts of over 300 workers, many of them skilled laborers who rehabilitated historic materials and matched existing plaster and wood details on site. The project also created six permanent jobs, primarily in the areas of property management and maintenance. This single room occupancy use complements two other projects in close proximity which are designed for families. The rehabilitation has substantially enhanced this portion of the Central City.

## **IN SUMMARY**

The Mary Andrews Clark project has returned a valuable asset to the community by providing safe affordable housing in one of the city's most architecturally significant buildings. The addition of new units in service spaces and renovation of upper floor units has created a unique and livable space for its residence, while maintaining and restoring valuable public areas for continued use.

A challenging endeavor to finance, the project was made possible by the participation of several private lenders, the redevelopment agency, and the use of both the Low-Income Housing and federal Historic Rehabilitation Tax Credits.

The formation of a skilled project team, under the direction of an experienced non-profit housing developer and its for-profit partner, allowed for the careful planning of design decisions which met the *Secretary's Standards*, and thereby facilitated project approvals and environmental review. Use of the *Secretary's Standards* generated over two million dollars in Historic Rehabilitation Tax Credits.

This award winning project has garnered significant support and recognition from the California community. It has forged a bond between preservationists and affordable housing developers, creating a signature project for others to emulate. Compliance with the *Secretary's Standards* resulted in the rehabilitation of character-defining features and spaces while allowing for significant seismic and life-safety upgrades and an increased residential capacity.



## PROJECT FINANCING

### Sources of Funding

#### *Grants/Subsidies*

1. Community Redevelopment Agency Los Angeles  
Department of Housing and Community Development
2. Federal Home Loan Bank Affordable Housing Program

#### *Debt Financing*

1. Community Redevelopment Agency
2. Housing and Community Development
3. Citibank
4. Wells Fargo Bank

#### *Equity*

Capital Contributions: Chevron  
Credit Sales: Chevron

### Cost of Project

#### General

|                 |                   |
|-----------------|-------------------|
| Acquisition:    | \$ 3,000,000      |
| Rehabilitation: | <u>15,000,000</u> |
| Total Cost:     | \$18,000,000      |

## DEVELOPMENT SCHEDULE

Project Initiated: 1990

Purchased: 1991

Architect hired: 1991

Initial contact with SHPO: February, 1991

Part 1 Approval (HRTC): March, 1991

Part 2 Approval (HRTC): November, 1991

Construction Initiated: June, 1992

Construction Completed: October, 1994

Renting Started: December, 1994

Final Certification for HRTC: December, 1994

### Author of Case Study:

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**Photos:** Courtesy Historic Resources Group

# APPENDICES



# APPENDICES



# Appendix A

## Federal Section 106 Review

When a federal agency undertakes a project that may affect a historic resource, or when federal funds are used for a project that may affect a historic resource, Section 106 of the Historic Preservation Act comes into play. When an affordable housing project receives any type of federal subsidy, or permit, it must then be reviewed for compliance with this section.

**Background:** In 1966, Congress passed the Historic Preservation Act of 1966. Section 106 of this act, codified in 36 CFR Part 800, specifies a process where federal agencies are required to consider the effects of their undertakings upon historic properties. In general terms, an agency head is required to take into account effects of an undertaking on historic properties and afford the Advisory Council on Historic Preservation (ACHP) an opportunity to review and comment. This process is commonly called the "Section 106 process." A similar requirement, under Section 110 (f) of the National Historic Preservation Act, exists for National Historic Landmarks. Section 106 review is required to be completed before approval of expenditure of federal funds or a license is granted. Often, this review is done in-house; other times it is done by outside consultants.

**Scope:** Section 106 applies to all federal "undertakings." These include all federally funded, permitted or licensed projects, whether or not actually carried out by a federal agency. For example, local housing rehabilitation programs that use Community Development Block Grant

(CDBG) funds, funded by HUD, are required to go through the Section 106 process.

Section 106 applies to all "historic" properties. These are defined as properties that are either listed or eligible for the National Register. Generally, some degree of review is required if an undertaking affects properties that are over 50 years old to determine their National Register status.

**Procedure:** The procedure for completing Section 106 review of a proposed undertaking generally can take up to five separate steps. These are briefly outlined below:

### **Step 1: Identification and**

**Evaluation:** In this step, an action is identified as an "undertaking" for purposes of Section 106, and potential historic properties are identified and evaluated. An action is an "undertaking" if it results in changes in the character or use of any historic property. Once potential historic properties are identified, they are evaluated for eligibility for the National Register, using the National Register criteria. The agency's determination of eligibility is then reviewed by the SHPO. If the SHPO concurs with the Agency's determination of eligibility, the property is treated as eligible (or ineligible) for purposes of Section 106.

**Step 2: Assessment of Effects:** Once historic properties are identified, the agency then determines whether the

proposed undertaking will have an "effect" on any identified historic properties. This is done in consultation with the SHPO. A proposed undertaking has an "effect" if it may alter the characteristics that may qualify the property for the National Register. This effect is an "adverse effect" if the proposed undertaking will diminish the integrity of the property's location, design, setting, materials, workmanship, feeling or association. Such effects may include not only physical destruction or damage, but isolation of the property from its setting (when the setting qualifies it for the National Register). The introduction of out-of-character elements, allowing deterioration through neglect, or the transfer of the property are also considered adverse effects.

If no effect (no potential for change) is found, the agency must notify the SHPO and interested parties and provide appropriate documentation for its finding. If an effect is found, but it is not adverse, then the agency can either obtain SHPO's concurrence and notify the ACHP, or submit its finding directly to the ACHP.

If the effect is found by the agency to be an adverse effect as a result of the undertaking, then the agency proceeds to the next step.

**Step 3: Consultation:** Consultation is a process in which the agency, the SHPO and the ACHP attempt to agree on a project approach which

minimizes or mitigates adverse effects on historic properties. Typically, consultation takes place between the agency and the SHPO; the ACHP may be invited or unilaterally decide to join. The purpose of consultation is to consider means of mitigating or reducing adverse effects. Typical mitigation measures may include changing the design to eliminate the adverse affect; documentation using Historic American Building Survey (HABS) standards where substantial change or destruction of the resource is unavoidable; or the relocation or salvage of a resource. The consultation process, when successful, results in a Memorandum of Agreement (MOA). This is an agreement specifying how the undertaking will be carried out, while mitigating the adverse effects. If the consultation process fails, no MOA is produced and the ACHP is required to comment.

**Step 4: Council Comment:** Under Section 106, the ACHP is required to comment on all federal undertakings affecting historic resources. When a MOA is reached during the consultation process, acceptance of the MOA by the ACHP serves as its comment. However, if no MOA is reached because consultation has failed, then the agency must request council comment. The ACHP then provides written comments to the agency, the SHPO and other interested persons.

**Step 5: Proceeding with the Undertaking:** Finally, the agency proceeds with the project, in accordance with the MOA if one has been reached. If no MOA has been reached, the agency is required to take the ACHP comments into account in the undertaking.

**State Review Processes:** Many states have their own review procedure, established by the SHPO. The SHPO may enter into an agreement with the ACHP, allowing state review processes to substitute for Section 106 procedures. Federal agencies have the option of going through the state review process or normal Section 106 review.



# Appendix B

## State and Local Environmental Review

Many states and local jurisdictions have their own environmental review requirements that can greatly affect not only the cost of a project but the time required to complete it. It is important to determine as soon as possible the environmental requirements affecting your project, their potential effect on the project budget and timeline and then to begin working with the reviewers.

In many cases a determination needs to be made whether or not the project as proposed will have an “adverse impact” on the environment. Demolition or severe alterations to historic buildings are generally considered to be one of several types of “adverse impacts” and will trigger these regulations. Thus, working with local planning agencies and preservation groups early in the project planning process to identify possible problems will help avoid the delays and changes to a project at later stages.

The California Environmental Quality Act (CEQA) is one of these environmental regulations that has had a major impact on preserving and enhancing the environment by identifying possible areas where proposed projects might damage the environment. In this process, not only are adverse impacts identified, but possible alternatives to them need to be considered. If there is no way to avoid the impact, “mitigation,” or reduction of the adverse effect must be considered. It is incumbent upon a developer to find out what state and local environmental review requirements exist where the project is located.

# Appendix C

## Historic Building Codes

There are three primary building codes used throughout the United States: BOCA National Building Codes (Building Officials and Code Administrators International), Standard Building Codes (Southern Building Code Congress International); Uniform Building Code (International Conference of Building Officials). The Uniform Building Code was developed for new construction. A variant, the Uniform Code for Building Conservation, was developed by the same group for existing buildings. All of these codes have been written and amended to keep up-to-date with current building materials and methods of construction. They therefore have inherently lacked information on historic building materials and construction methods. In order to rectify this situation and allow for flexibility in meeting fire and life safety requirements, several states have adopted their own historic building codes. Two sample codes are illustrated below. Check with a local building inspector to find out what codes your state has adopted.

### CALIFORNIA CODES

#### INTENT:

The intent of the State Historical Building Code (SHBC) is to protect California's architectural heritage by recognizing the unique construction problems inherent in historic buildings and offering an alternative code to deal with these problems. The SHBC permits alternative building regulations for the

rehabilitation, preservation, restoration or relocation of structures designated as historic buildings. SHBC regulations are intended to facilitate restoration or accommodate change of occupancy so as to preserve a historic structure's original or restored architectural elements and features. While the code provides for a cost-effective approach to preservation, it also provides for occupant safety, encourages energy conservation and facilitates access for people with disabilities.

#### SHBC AND ITS RELATION TO OTHER CODES:

There are four model performance codes generally utilized in the United States. The Uniform Building Code (UBC), published by the International Conference of Building Officials, is utilized by most California jurisdictions. In 1975 and 1978 the UBC was amended to include a new provision relating to historic structures. 1979 UBC, Section 104(f), encourages code enforcement officials to consider retaining historic and architectural integrity while providing for an acceptable level of life safety. The SHBC goes beyond UBC, Section 104(f), to provide the ability to use alternative regulations. Local jurisdictions generally utilize a combination of state law, state regulations, and the UBC for enforcement purposes. Since Senate Bill 2321 in 1984, local enforcing authorities, such as building officials and fire enforcement officers, are to use the SHBC, with the existing code, when dealing with historic structures. Under

the SHBC, officials are provided the latitude necessary to exercise the judgment required to retain the viability of historic resources while providing for energy conservation, access for persons with disabilities and seismic upgrades.

The SHBC mandates that reasonable alternatives be sought and adopted where historic fabric or historic perceptions are threatened by the requirements of standard code. Enforcement rests with local jurisdictions subject to appeal to the State Historical Building Safety Board, which is composed of representatives of the design and construction industry, state agencies, and local governments. The SHBC applies to all qualified historic buildings, districts and sites. To be qualified, designation must come from federal, state or local authority and includes structures listed on the following:

- National Register of Historic Place
- California Register of Historical Resources
- California Registered State Historical Landmarks
- Points of Historical Interest
- State recorded and evaluated local inventories
- City or County inventories of historic or architecturally significant sites, landmarks or districts.

# WISCONSIN HISTORIC BUILDING CODE

## PURPOSE:

The Wisconsin Historic Building Code established in 1956 as part of the Wisconsin Administrative Code was established to:

- 1) Provide alternative building standards for preserving or restoring buildings or structures designated as historic buildings;
- 2) Facilitate the restoration of historic buildings so as to preserve their original or restored architectural elements and features;
- 3) Encourage energy conservation;
- 4) Permit a cost-effective approach to historic preservation and restoration
- 5) Provide for the health, safety and welfare of occupants and visitors in qualified historic buildings;
- 6) Provide a process for the department to grant variances in order to permit the proper preservation or restoration of qualified historic buildings; and
- 7) Provide a reasonable means of access to historic buildings for people with physical disabilities.

## QUALIFIED BUILDINGS:

The provisions of this code apply solely to qualified historic buildings:

- 1) Listed on, or nominated by the state historic society for listing on, the national register of historic places in Wisconsin;
- 2) Included in a district which is listed on, or nominated by the state historical society for listing on, the national register of historic places in Wisconsin, and which has been determined by the state historical society to contribute to the historic significance of the district;
- 3) Listed on a certified municipal register of historic property; or
- 4) Included in a district which is listed on a certified municipal register of historic property, and which has been determined by the municipality to contribute to the historic significance of the district.



# Appendix D

## Codes and Regulations Affecting Accessibility in Low-income Housing Projects

Besides State and Local Code compliance, there are other federally-mandated codes and regulations which need to be followed to meet current accessibility laws for low-income housing projects using federal monies. The Fair Housing Act defines multi-family projects as those with four or more dwelling units. The minimum requirements apply in the following circumstances

### NEW CONSTRUCTION

#### Public Entities

1. Title II of the Americans with Disabilities Act of 1990 (ADA) - 28 CFR Part 35
2. Accessibility Requirements of the Fair Housing Act - 24 CFR 100.205

Safe harbors are:

- Fair Housing Accessibility Guidelines (24 CFR Chapter 1)
- American National Standards Institute ANSI 117.1-1986

In addition, public entities must choose:

- Americans with Disabilities Act Accessibility Guidelines (Appendix to 28 CFR part 36)
- Uniform Federal Accessibility Standards (UFAS)
- Other methods are permitted where substantially equivalent or greater access to and usability of the building are provided.

#### Recipients of Federal Financial Assistance

1. Accessibility Requirements of the Fair Housing Act - 24 CFR 100.205

Safe harbors are:

- Fair Housing Accessibility Guidelines (24 CFR Chapter 1)
- American National Standards Institute ANSI 117.1-1986

2. Section 504 of the Rehabilitation Act of 1973 (24 CFR Part 8)

- UFAS
- Other methods are permitted where substantially equivalent or greater access to and usability of the building are provided.

3. Architectural Barriers Act of 1968 (24 CFR Parts 40 and 41)

- UFAS

#### Private Housing Developments Designed and Constructed After March 13, 1991

1. Accessibility Requirements of the Fair Housing Act - 24 CFR 100.205

Safe harbors are:

- Fair Housing Accessibility Guidelines (24 CFR Chapter 1)
- American National Standards Institute ANSI 117.1-1986

### ALTERATIONS

1. Title II of the Americans with Disabilities Act of 1990 (ADA) - 28 CFR Part 35

In addition, public entities must choose:

- Americans with Disabilities Act Accessibility Guidelines (Appendix to 28 CFR part 36)
- UFAS
- Other methods are permitted where substantially equivalent or greater access to and usability of the building are provided.

#### Recipients of Federal Financial Assistance

1. Section 504 of the Rehabilitation Act of 1973 (24 CFR Part 8)

- UFAS
- Other methods are permitted where substantially equivalent or greater access to and usability of the building are provided.

2. Architectural Barriers Act of 1968 (24 CFR Parts 40 and 41)

- UFAS

**NOTE THAT THE FAIR HOUSING ACCESSIBILITY REQUIREMENTS DO NOT APPLY TO ALTERATIONS**

**General Information for New and Substantially Altered Properties:**

A minimum of 5% of the total dwelling units or at least one unit in a multifamily housing project, whichever is greater, shall be made accessible for persons with mobility impairments. An additional, 2% of the units must be accessible for persons with hearing or vision impairments.

**Converted Buildings** - (Buildings used previously for a nonresidential purpose, such as a warehouse, office building, or school and is being converted to a multifamily dwelling)

**Substantial Alterations**

For alterations undertaken to a project that has 15 or more units and the cost of the alteration is 75% or more of the replacement cost of the completed facility

- 1. Same as New Construction

**Other Alterations**

For those alterations undertaken to a project that has less than 15 units and the cost of the alteration is less than 75% of the replacement cost of the completed facility

- 1. Fair Housing Act
  - Fair Housing Accessibility Guidelines (Regulation 24 CFR Chapter 1)
  - 24 CFR Part 8

**General Information for Other Altered Properties:** Alterations to dwelling units in a multifamily housing project must be made to be readily accessible to and usable by individuals with disabilities to the maximum extent feasible (with regard to undue financial and administrative burden). Once 5% of the dwelling units in a project have been made accessible, no additional elements or entire dwelling units need to be made accessible.

Public entities and recipients of federal financial assistance must provide reasonable accommodations to persons with disabilities. These reasonable accommodations may include making additional dwelling units accessible beyond the original 5% of dwelling units.

**Source of Information:**

Department of Housing and Urban Development  
Office of Fair Housing and Equal Opportunity  
Disabilities Rights Division  
phone: 202/708-2333  
fax: 202/708-1251

# Appendix E

## Appropriate Methods for Reducing Lead-paint Hazards in Historic Buildings

Lead-based paint has become a growing concern in the rehabilitation and renovation of historic buildings as continued research reveals the serious health problems associated with its contact. It is for this reason that there are many controls and laws in place to protect the health and safety of those dealing with it on the job site and those, particularly children, living with it. Since the hazard for lead poisoning is tied to the risk of ingesting the lead, or lead-laden dust, careful planning can help to determine how much risk is present and how best to allocate available financial resources. In order to protect historic resources while creating a lead-safe building a three-step planning process is recommended by the National Park Service.

**I.** The first step in the rehabilitation process of any historic or potentially historic building is to identify the significance of the building and the architectural character of its features and finishes. This should be done, preferably with the assistance of a professional, in order to facilitate compliance with The Secretary of the Interior's Standards for Historic Rehabilitation (Secretary's Standards). Significant features, such as painted windows, trim work, staircases and decorative elements and finishes that exhibit distinctive characteristics of an architectural style; represent work by specialized craftsmen; or possess high artistic value; should be identified to insure their protection and preservation during lead-hazard reduction or mitigation.

**II.** Next a risk assessment should be performed of interior and exterior surfaces to determine the potential hazards from lead, lead-based paint, and lead-laden dust. It can be assumed that most historic buildings contain lead-based paint, but it cannot be assumed that it poses a health risk. Well-maintained interiors with intact top coats of lead-free paint can provide a lead-safe environment. Analysis, through testing and evaluation, can determine the amount of lead or lead dust present, whether it should be removed, and what precautions are necessary. This analysis will also help determine the necessity of compliance with various OSHA standards and other regulations. A public health office should be able to provide names of certified risk assessors, paint inspectors and testing laboratories.

**III.** Once a risk assessment has been completed options for lead hazard control in the context of historic preservation standards should be evaluated. The Secretary of the Interior's Standards for the Treatment of Historic Properties is one resource available for reference when considering the impact of abatement and control of lead in historic buildings. The standards call for the control and management of the hazards of lead, rather than the wholesale - or even partial - removal of the historic features and finishes. This means that in order to preserve the important features and finishes the gentlest method and least invasive approaches should be used to control the hazard.

The Department of Housing and Urban Development also provides Guidelines for the Evaluation and Control of Lead-Paint Hazards in Housing. Depending on the risk assessed in the building, HUD identified two methods of dealing with the problems associated with lead:

**Interim Controls** - these are short-term solutions which require ongoing maintenance, periodic surface repainting, regular dust removal and user awareness.

**Hazard Abatement** - these long-term solutions require more complex means of lead hazard control including the removal of hazardous paint through wet sanding, chemical paint removal, the use of specialized paints, and selective replacement of seriously deteriorated elements.

The goal of reducing or eliminating the hazards of lead in historic housing is to strike a balance between preserving a historic building's significant materials and features, and protecting human health and safety. Additional resources and references for dealing with lead in housing can be found in the bibliography.



# GLOSSARY

**Baluster:** a short vertical member used to support a handrail; a banister.

**Base Molding:** a flat projection from an interior wall or partition at the floor, covering the joint between the floor and wall; baseboard, skirting board, washboard.

**Belt Course:** stringcourse; a horizontal band around or across a building.

**Bulkhead panel:** a panel on the roof of a building covering service equipment, a shaft or a water tank.

**Certified Historic Structure:** a structure which has been certified by the National Park Service as historic.

**Certified Rehabilitation:** a rehabilitation which has been certified by the National Park Service as meeting the Secretary's Standards; the building must also be certified historic and must be income producing to qualify for the Historic Rehabilitation Tax Credits.

**Corbel:** in masonry, a projection or one of a series of projections, each stepped progressively farther forward with height; used to support an overhanging member or courses.

**Cornerstone:** a stone that forms a corner or angle in a structure; a foundation stone.

**Cornice:** a molded projection which crowns or finishes the part to which it is affixed; especially walls.

**Corona:** the overhanging vertical member of a cornice.

**Cove Molding:** a molding having a concave face, often used as trim between wall and ceiling.

**Cripple:** in a building frame, a stud of less than full height, as, above or under a window.

**Curtain wall:** a non-weight bearing exterior wall between piers or columns, not supported by the beams or girders of a skeleton frame.

**Diaphragm:** a panel that has a sufficiently large in-plane shear stiffness and sufficient strength to transmit horizontal forces to resisting systems.

**Door Casing:** The finished frame surrounding a door.

**Drywall:** an interior wall constructed with a dry-wall finish such as gypsum board or plywood.

**Ell:** a secondary wing or extension of a building at right angles to its principal dimension.

**Facade:** the exterior face of a building which is the architectural front.

**Finials:** an ornament which terminates the point of a spire, pinnacle, etc.

**HVAC:** Heating, Ventilation and Air Conditioning.

**Impost:** a masonry unit or course which receives and distributes the thrust at each end of an arch.

**Lincrusta Walton:** a pressed cardboard wall material used in wainscots that has embossed decorative elements and a hard surface finish applied. Very popular during the Victorian period.

**Lintel:** a horizontal structural member (such as a beam) over an opening which carries the weight of the wall above it.

**Light:** a glass panel; a window may be described by the number of lights on top over the number below, eg, 6/1: six lights on top and one below. Also, an artificial source of illumination.

**Medallion:** an ornamental plaque, with relief detailing, applied to a wall or other architectural member.

**Modillion:** a horizontal bracket or console, usually in the form of a scroll, supporting the corona under a cornice.

**Mortise and tenon:** A joint made by connecting two pieces of wood where the projecting part of one piece fits into the corresponding cutout on the other piece.

**Mullion:** a vertical member separating and often supporting windows, doors or panels set in series.

**Muntin:** a secondary framing member holding lights within a window, window wall, or door.

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Definitions adapted from Dictionary of Architecture and Construction, Second Edition, Edited by Cyril M. Harris, McGraw-Hill, Inc., New York, 1993

**Newel-post:** a tall and more or less ornamental post at the head or foot of a stair, supporting the handrail.

**Pantiles:** a roofing tile which has the shape of an S laid on its side.

**Parapet:** a low guarding wall at any point of sudden drop, as at the edge of a terrace, roof or balcony; in an exterior wall, fire wall, or party wall, the part entirely above the roof.

**R-value:** resistance value; a measure of insulative capacity.

**Rosettes:** a round pattern with a carved or painted conventionalized floral motif; a circular or oval decorative wood plaque used in joinery.

**Sash:** any framework of a window, whether moveable or fixed.

**Shear:** a deformation in which parallel planes slide relative to each other so as to remain parallel.

**Shear wall:** a wall which in its own plane carries shear, resulting from such forces as wind or earthquake.

**Shotcrete:** concrete or mortar which is pumped through a hose and projected at high velocity onto a surface.

**Soffit:** the exposed undersurface of any overhead component of a building, such as a cornice, lintel, etc.

**Stem wall:** the visible, above grade portion of the foundation wall. A wall such as the leg portion of a T.

**Stringcourse:** a horizontal band of masonry extending across the facade of a structure; may be flat or projecting, and flat-surfaced, molded or carved.

**Transom window:** a light above a horizontal bar above a door.

**Triglyph:** part of a Doric frieze, consisting of slightly raised blocks of three vertical bands separated by V-shaped grooves.

**Veranda:** a covered porch or balcony along the outside of a building.

**Wainscot:** a decorative or protective facing applied to the lower portion of an interior partition or wall.

**Wythe:** a single, vertical wall of brick.

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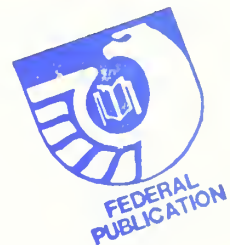
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