

United States Department of the Interior
National Park Service

SG-2343

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form*. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions.



1. Name of Property

Historic name: Waverly Garage

Other names/site number: NA

Name of related multiple property listing: NA

2. Location

Street & number: 414-422 S. 16th Street

City or town: Philadelphia State: PA County: Philadelphia

Not For Publication: NA Vicinity: NA

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this X nomination request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property X meets does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

 national statewide X local Applicable National Register Criteria: A B XC D

	<u>2/9/2018</u>
Signature of certifying official/Title:	Date
<u>Pennsylvania Historical & Museum Commission</u>	
State or Federal agency/bureau or Tribal Government	
In my opinion, the property <u> </u> meets <u> </u> does not meet the National Register criteria.	
Signature of commenting official/Title:	Date
State or Federal agency/bureau or Tribal Government	

4. National Park Service Certification

I hereby certify that this property is:

- entered in the National Register
- determined eligible for the National Register
- determined not eligible for the National Register
- removed from the National Register
- other (explain:)

Patrick Andrew
Signature of the Keeper

4/17/2018
Date of Action

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5. Classification

Ownership of Property (Check as many boxes as apply.)

- Private:
- Public – Local
- Public – State
- Public – Federal

Category of Property (Check only one box.)

- Building(s)
- District
- Site
- Structure
- Object

Number of Resources within Property (Do not include previously listed resources in the count)

Contributing	Noncontributing	
<u>1</u>	<u>0</u>	buildings
<u>0</u>	<u>0</u>	sites
<u>0</u>	<u>0</u>	structures
<u>0</u>	<u>0</u>	objects
<u>1</u>	<u>0</u>	Total

Number of contributing resources previously listed in the National Register: 0

6. Function or Use

Historic Functions (Enter categories from instructions.)

TRANSPORTATION: Road-Related (Vehicular): Parking Garage

Current Functions (Enter categories from instructions.)

TRANSPORTATION: Road-Related (Vehicular): Parking Garage

7. Description

Architectural Classification:

LATE 19TH AND EARLY 20TH AMERICAN MOVEMENTS: Commercial Style

Materials:

Principal exterior materials of the property: Concrete, Brick

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Narrative Description

(Describe the historic and current physical appearance and condition of the property. Describe contributing and noncontributing resources if applicable. Begin with a **summary paragraph** that briefly describes the general characteristics of the property, such as its location, type, style, method of construction, setting, size, and significant features. Indicate whether the property has historic integrity.)

Summary Paragraph

The Waverly Garage is located in the Rittenhouse Square¹ neighborhood of Philadelphia, and fills a parcel that fronts on the west side of S. 16th Street between Waverly Street (to the north) and Addison Street (to the south). The west wall of the building abuts recent infill rowhome construction. At approximately one-fifth of an acre, the site is within a dense neighborhood setting and is largely surrounded by three-story brick rowhouses. The three-story garage, which was built as a parking garage in 1926 for the entrepreneurial Frank family, and until 2017 continued to function as a garage, is constructed of reinforced concrete and faced in brown brick with decorative glazed tile accents on the east elevation. Overhead doors and storefront windows create the entrance areas to the building, with large industrial sash multi-light windows completing the primary (east) elevation and filling the north and south elevations. The building was constructed by J.M. Rosenberg, a local contractor, and reflects typical parking garage design and construction techniques for the 1920s. The property retains integrity, and has experienced few alterations.

Narrative Description

On the east or primary elevation (facing 16th Street, photo 1), there are vehicular overhead-door openings in the center and outermost of the five bays while the two remaining bays contain modern aluminum storefront windows with painted brick bases. The central vehicle opening is wider than the outer bays. A pedestrian door in the southern storefront leads into the parking attendant's office. The other storefront is aesthetic only, complementing local commercial or retail spaces in the neighborhood and helping the building to blend into surrounding streetscapes. Unlike some other parking garages of the period, it doesn't appear that this garage ever had independent retail or office spaces on the first floor, only the attendant's office. The entrances and storefront windows are separated by painted brick piers. Above the first floor, there is a painted metal cornice. On the second and third floors, all five bays contain 24-light steel sash industrial windows with the eight central panes forming an operable opening, on pivots. The windows have soldier coursed brick surrounds with glazed tiles at the upper corners. Additional glazed tiles are positioned between and above the window bays, creating a symmetrical pattern and modest decorative effect. A vertical sign directing drivers to "Park" at this garage is anchored into the brick wall at the second floor level, between the second and third windows from the north wall. At the roofline, there is metal coping but no cornice.

The north and south elevations feature industrial steel windows similar to those on the east elevation. The north elevation's fenestration pattern is less symmetrical than the others, with some smaller openings on the first floor. Additionally, there are blind brick openings in the westernmost bay on the second and third floors of the north elevation. Because the brick appears to match the original brick, it is likely that these openings were left intentionally blind. The lower portion of the brick façade on the north elevation is painted. Street trees are planted in the sidewalk along Waverly Street. In the

¹ The property is located just beyond the southern edge of the National Register-listed Rittenhouse Historic District.

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westernmost bay on the south elevation there are metal fire balconies serving the second and third floors and metal egress doors on the first floor (photo 3). An interior stairwell is located in the southwest corner of the building, corresponding to the balconies and doors.

The west wall is obscured by abutting rowhomes. Historically, a separate parking garage was constructed immediately adjacent to the Waverly sometime c.1930 by Louis Stucker, a manufacturer and retailer of women's apparel who likely created his own garage as an investment property. Stucker does not appear to have had any relationship with the Frank brothers and, according to the 1950 Sanborn map (Figure 7), there were no openings between Stucker's building and the Waverly Garage. Stucker's building, which became an auto repair shop in the 1950s, was demolished in 1978 and replaced by the existing three-story houses. (Figures 17 and 18)

The interior of the garage is largely open in plan on all floors and contains exposed concrete floors, painted brick perimeter walls, and exposed concrete beams at the ceilings. On the first floor, there is a small management office for parking attendants along the east elevation (at the southern storefront). Parking attendants also had use of a small restroom (location indicated in Figure 3). The first floor features two concrete ramps, one alongside the south elevation that provides vehicular access to the basement, and one along the north elevation that provides vehicular access to the second floor. There is a third ramp system directly above connecting the second and third floors. At the southwest corner of the building there is a concrete fire stair that provides access between the first and third floors and exterior fire balconies. There is overhead fluorescent lighting for each floor of the garage.

Integrity

The Waverly Garage retains integrity in design and materials. Both the overall form and the defining parking garage characteristics of the 1926 building, including exterior brick walls, original industrial steel sash fenestration, and vehicular openings on the east elevation that clearly demonstrate the building's function as a garage are intact. Overall, the quality, placement and condition of the construction materials, as well as the building's "industrial" vernacular form, are highly characteristic of urban parking garage architecture during the 1920s, a period when the multi-floor parking garage became a distinct and common building type in cities across the United States. Inside, the intact nature of the building's original plan and defining reinforced concrete construction also contribute to its integrity in the aspects of design and materials. The building has remained in use as a parking garage from its completion in 1926 until 2017, when it recently closed.

There have been very few changes to the interior of the garage in order satisfy modern safety requirements or to accommodate modern cars. It does appear that the size of the parking spaces has increased. According to a 1950 Sanborn map (Figure 7), the garage had a capacity of 225 cars, but based on modern standards it seems unlikely the garage can currently accommodate that number. There are no height restrictions for standard vehicles: the garage has generous ceiling heights on all floors, allowing modern sport utility vehicles to fit and move around easily within the building (see photos #4-8).

Except for the replacement of the storefront windows with the current aluminum units (apparently in the 1970s or 1980s), exterior changes have been limited to the painting of the brick on the lower portion of the first floor on the east and north elevations.

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8. Statement of Significance

Applicable National Register Criteria

- A. Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B. Property is associated with the lives of persons significant in our past.
- C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- C. Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations

- A. Owned by a religious institution or used for religious purposes
- B. Removed from its original location
- C. A birthplace or grave
- D. A cemetery
- E. A reconstructed building, object, or structure
- F. A commemorative property
- G. Less than 50 years old or achieving significance within the past 50 years

Areas of Significance

Community Development

Period of Significance

1926-1970

Significant Dates

N/A

Significant Person

N/A

Cultural Affiliation

N/A

Architect/Builder

David Supowitz, architect (attributed, not substantiated)

J.M. Rosenberg, builder

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Statement of Significance Summary Paragraph (Provide a summary paragraph that includes level of significance, applicable criteria, justification for the period of significance, and any applicable criteria considerations.)

The Waverly Garage at 414-422 South 16th Street in Philadelphia, PA, was built in 1926 as a parking garage serving neighborhood residents, daily commuters, and commercial visitors to the Center City area. It exemplifies the design and construction trends typical of these buildings, and is significant under Criterion C, Community Planning and Development. Highly characteristic of early parking garages in Center City, this three-story garage was built at a time when the rapid proliferation of the automobile threatened to paralyze the downtown with traffic congestion, which was largely blamed on pervasive street parking. As one of dozens of parking garages that were built in Center City during the 1920s, the Waverly Garage played an early role in attempting to solve the parking problem by providing off-street parking facilities. Although the building closed as a parking facility in 2017, it continues to serve as an important reminder of how the automobile transformed the built environment in downtown Philadelphia and the American city in general. The period of significance for the Waverly Garage begins in 1926, when the building was completed, and ends c.1970. While the garage remained in use for its original purpose until recently, by the 1970s these smaller garages played a diminishing role in solving the residents' or visitors' parking needs in the Center City area.

Narrative Statement of Significance (Provide at least **one** paragraph for each area of significance.)

The Waverly Garage was built for brothers Samuel, Max, and Manuel Frank, who were partners in J. Frank & Sons, one of the largest family-owned soft drink bottling companies in Pennsylvania.² After purchasing the site for \$110,000 in June of 1926, the Franks immediately sought to demolish the numerous small houses that had existed there – five each facing 16th Street, Waverly Street and Addison Street according to a 1916 Sanborn fire insurance map – since the mid-nineteenth century. This process followed a pattern of early parking garage construction whereby older properties, often perceived as dilapidated and no longer serving a useful purpose – particularly obsolete housing – were cleared to make way for more modern buildings that could serve the specific needs of the modern, motorized city.³

To build the garage, the Franks hired contractor J.M. Rosenberg. Although no architect is listed on the 1926 building permit, it is possible that David Supowitz – an architect prominent within Philadelphia's Jewish community – was the designer. According to the *Philadelphia Real Estate Record and Builder's Guide*, a weekly chronicle of construction in Philadelphia published between 1886 and 1942, the Franks commissioned Supowitz to design numerous projects during the 1920s and 30s. Supowitz is also known to have designed several other garages in Philadelphia during this period. It was also common in the early twentieth century for Jewish clients – the Frank patriarch, Jacob Frank, was a Jewish immigrant from Russia – to hire architects from within their religious community.

The Frank brothers regularly pursued small development projects like the Waverly Garage. In fact, the building was one of several small parking garages constructed by the brothers in and around

² J. Frank & Sons was founded in 1885 by patriarch Jacob Frank, and for much of its history was located on Moore St. between 6th and 7th Streets in South Philadelphia. The company remained in business until 1990, when it was acquired by C&C Cola.

³ Philadelphia Building Permit #7808 (1926), *Frank v. United States*, 44 F. Supp. 729 (E.D. Pa. 1942).

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Center City during the 1920s and 1930s. Another, the Clinton Garage at 316-320 S. 11th Street, which the Franks built in 1927, is an additional surviving example of the building type and trends. In building the Waverly and Clinton Garages, the Franks were responding to a new and distinct need for off-street parking facilities, one that arose as the automobile became a ubiquitous and ever-growing presence in Philadelphia and other American cities after 1900.

As early as 1920 there were 15,000 cars parked daily in the center of Philadelphia, a number that grew to as many as 50,000 by 1930. Although congestion on Center City streets was not new – horse-drawn vehicles had long clogged major arteries such as Market, Chestnut and Broad Streets – the rapid proliferation of the automobile during this period created a new sense of urgency. Due to a lack of off-street parking facilities during the first two decades of the twentieth century, most drivers coming into Center City were forced to park on the street. In a city where the streets were already considered too narrow, streetcars now had to compete with parked cars, some of which were double or even triple parked. These conditions led to a traffic congestion crisis in which movement through Center City had become increasingly slow and burdensome. Naturally, the problem was most acute in the densest part of the commercial downtown, located in close proximity to the future site of the Waverly Garage (many large high-rise office buildings were built on Chestnut and Walnut Streets west of Broad Street during the 1910s and 1920s). On Chestnut Street specifically, 900 cars per hour could be counted during a normal workday, according to one study.⁴

At stake in Philadelphia, as in most American cities, was the very survival of the central business district as a place where people came from near and far to work, conduct business, shop, or to seek entertainment. In some cases, shoppers with cars were already starting to avoid Center City in favor of outlying business districts. As commercial districts began to expand in areas as far out as Germantown and West Philadelphia, decentralization increasingly became a concern among businessmen and city leaders. If traffic congestion and a lack of parking continued unabated, many observers, particularly merchants, believed that business would be paralyzed and property values would begin to drop.⁵

By the early 1920s, most traffic experts and planners had more or less agreed that street parking had become the single greatest cause of congestion in central business districts. In an effort to ease traffic flow and assuage the concerns of Center City merchants, the city imposed various restrictions on parking beginning in 1916, ranging from fifteen-minute to one-hour time limits to periodic bans on parking in the most congested parts of Center City. Although highly unpopular among drivers, the city felt that parking restrictions were absolutely necessary in order to maintain the viability of Center City as Philadelphia's commercial center.⁶

As a result of the various parking restrictions imposed in Center City during the 1910s and 1920s, the problem of where to store automobiles became critical. In light of the periodic bans on street parking, off-street facilities – both lots and garages – began to appear in Center City in great numbers during this period. Many real estate developers, investors and property owners began to look to the parking garage as a lucrative business opportunity while city officials increasingly viewed the garage as an

⁴ Robert M. Fogelson, *Downtown: Its Rise and Fall, 1880-1950* (New Haven: Yale University Press, 2001), 252.

⁵ Fogelson, 289-290.

⁶ W.W. Arnheim, "Business Must Tackle Parking," *Nation's Traffic* (January 1929), 10, Fogelson, 288.

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important tool in relieving traffic congestion. Motorists, despite their general feeling that parking was a right, would gradually accept the fees charged by garages in order to avoid the often lengthy search for a spot on the street, not to mention the harsh penalties – including steep fines or physical arrest – that often came with flouting the periodic parking restrictions.

Until about 1910, most public parking garages were small structures, often consisting of nothing more than converted stables or carriage houses with space for a small number of cars. While some automobile dealerships and commercial delivery companies provided public parking within their large garages, it was often merely a secondary source of revenue. In addition, such buildings were typically found outside of the downtown area, mainly on North Broad Street where “Automobile Row” – a linear district of auto showrooms, manufacturers, parts stores and repair shops – had begun to develop as early as 1900. One geographic exception was the John Wanamaker Garage, which was built in Center City at the southwest corner of 23rd and Walnut Streets in 1911 and replaced by a dramatically larger building in 1916. Although this enormous seven-story, block-long garage did offer parking to the public, it was primarily used to house Wanamaker’s vast fleet of delivery trucks, also offering repair services, parts and accessories, and fill-ups.⁷

Beginning around 1915, as the need for parking in Center City became ever more pressing, the independent parking garage – where the storage of automobiles was the primary purpose – came to be viewed as a distinct profit-making enterprise. Over the next fifteen years, dozens of large garages, ranging from two to ten-stories tall with space for thousands of cars, would be built in Center City by individual property owners, investment syndicates, emerging garage companies or “systems,” and by hotels, department stores, and private clubs (downtown garages built by the City of Philadelphia for public use would not come about until the 1950s and 60s). By 1930, the urban landscape of pre-motorized Philadelphia would be transformed, in part, by the proliferation of this new building type.

When embarking on a garage project, choosing the right location was critically important. Site selection, as explained by John A. Jakle and Keith A. Sculle in *Lots of Parking: Land Use in a Car Culture*, “involved calculations of a particular site’s cost and traffic volume, for operating a garage anywhere in a busy downtown did not guarantee a lucrative trade.” To recoup hefty land acquisition and construction costs, garages often appeared in and around the densest commercial zones where parking demand was strongest and high parking fees were justified. Although the Waverly Garage is located several blocks south of the city’s densest commercial area, the Frank brothers may have sought to capitalize on drivers who wished to avoid the most congested streets by parking a little farther south and walking to their offices (although there were some businesses in the immediate area). Due to the garage’s location within an extensively residential area, it is also likely that nearby residents also stored their cars there.⁸ Functionally, the Waverly Garage was one of many parking garages in Center City that were operated by attendants. Patrons would pull their car in from the street, leaving the job of parking to the attendant, who occupied a small office on the first floor.

⁷ Shannon McDonald, *The Parking Garage: Design and Evolution of a Modern Urban Form* (Washington, D.C.: Urban Land Institute, 2007), 12-13, and “Walnut St. Corner Will Be Improved,” *Philadelphia Inquirer*, March 9, 1916.

⁸ John A. Jakle and Keith A. Sculle, *Lots of Parking: Land Use in a Car Culture* (Charlottesville: University of Virginia Press, 2004), 124-125

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No sources have yet revealed the garage's clientele, but some evidence indicates that the garage had a mix of users. The surrounding neighborhood was and still is largely residential, but because very few neighborhood homes had their own garages, it is very likely that some nearby residents parked in the Waverly Garage. One *Philadelphia Inquirer* article in 1946 indicated that Thomas S. Stewart, a resident of the Barclay Hotel on Rittenhouse Square, kept his car there (his chauffeur, Fred Wyatt, was in the garage office when a small fire broke out in January of that year). It is also likely that due to its position farther away from the densest part of the city's commercial downtown, the garage had lower rates and may have attracted office workers unwilling or unable to pay higher prices (information on fees in this particular garage has not been discovered). Until its recent closure, the garage was serving both local residents and those driving into the downtown from other areas.

The garage was also located in close proximity to South Street, which lay less than two blocks to the south. During the late-nineteenth and much of the early twentieth century, South Street was a bustling African-American commercial corridor with numerous black-owned shops, restaurants, and entertainment venues, including the renowned Royal Theatre. In fact, in 1920 this area contained by far the greatest concentration of African-American residents in the city, making it the center of black cultural and business life during this period. While there is no definitive proof that African-Americans were counted among the Waverly Garage's clientele, evidence suggests that some blacks may have parked there, even in an era when rates of car ownership among blacks were far lower than among whites. During the 1930s and 1940s, the garage periodically placed classified ads in local newspapers looking for "colored" or "negro only" attendants, but also placed numerous ads advertising for attendant positions without any noted restriction on race. Further research may shed light on whether the garage may have had an informal policy of segregation in which there were white attendants for white customers and black attendants for black customers, or whether other or no distinctions were made. In her article "Inside the Lines: Parking and Social Stratification," National Building Museum historian Sarah Leavitt writes that parking segregation, although sporadic and irregularly enforced and typically imposed by custom rather than by law, existed in many parts throughout the country up until the 1960s.⁹

By 1929, according to a Keystone Automobile Club study, as many as 76 garages providing at least 15,000 parking spaces had been built in the area between Vine Street and Pine Street from the Delaware River to the Schuylkill River. The garages were fairly well distributed within Center City and had capacities ranging from 15 to 1,000 cars. With space for 225 autos, the Waverly Garage was about average in size. A map of Center City-area garages was provided in the study, providing a visual display of garage locations and capacities (Figure 12).¹⁰

Many garages built in Center City during the 1920s were designed to respect their urban context. Although not as formal as the Beaux-Arts Pennsylvania Garage built a decade before, regular fenestration patterns, familiar proportions and conventional masonry treatments remained important aspects of garage design in this decade. Reflecting the development of the Art Deco style, many garages built around this time were characterized by a more streamlined, linear appearance with low-

⁹ Sarah Leavitt, "Inside the Lines: Parking and Social Stratification," National Building Museum, <<https://www.nbm.org/inside-lines-parking-social-stratification/>>, accessed 28 Aug 2017.

¹⁰ Keystone Automobile Club and Mitten Management, Inc., "Philadelphia Traffic Survey. Report no. 2, Central Business District," (Philadelphia, 1929).

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relief, often geometric ornamentation. The three-story Aldine Garage at 2027-2039 Sansom Street (Ballinger, 1925), which was carefully designed to blend in with its commercial surroundings on pedestrian-scaled Sansom Street, is a primary example (Figure 8).

Although many early garages relied on Beaux Arts compositional principles and stylistic features, the Waverly Garage differs significantly in its sharp, rectangular form and absence of any but the simplest ornamentation. Whether or not the designer consciously sought a more honest expression of the building's function, its planar exterior walls (in brick veneer); absence of common ornamental features, such as a cornice; and large, factory-type steel windows, made possible by concrete slab-on-column construction; suggest that a more easily identifiable garage aesthetic was beginning to develop. This movement toward functionalism presages the development of Modernism beginning in the 1930s, when an increasing emphasis on honesty of form resulted in ever more streamlined and reductive garage structures.¹¹ Although larger garages of this type were built nearby around the same time – including the Racquet Garage (Figure 9) and the Warwick Garage – they were largely hidden from view on Chancellor Street, which is essentially an alley. Unlike these two examples, the Waverly Garage was situated much more prominently on 16th Street, which was and is a much wider and more heavily traveled main street. The frankness of the Waverly Garage's factory-like appearance was a striking departure from its relatively small-scale, residential surroundings. The use of the red brick veneer hiding the reinforced concrete construction, the incorporation of storefront windows, and the modest tile accents refer to the surrounding streetscapes, but the Waverly's overall appearance is pointing to the future.

Like many garages built in Center City during the 1920s, the Waverly Garage's storefront windows helped to blend this modern building type into the surrounding nineteenth-century streetscape. The existing windows are replacements installed within the last 30 to 40 years, but nonetheless they continue to temper the building's visual impact at street level and create a more pedestrian friendly experience. Approximately 50% to 60% of garages built in Rittenhouse Square during this period had storefronts like this. Although there were not always shops behind the storefront windows – Waverly Garage had only a small attendant's office, not a retail space – the intent was the same. Like the Waverly Garage, the Racquet and Warwick garages, as well as the small garage at 2202-2203 Pine Street, had only small attendant's or manager's offices. On the other hand, the Aldine Garage at 2027-2039 Sansom Street, which was built on a more commercial block, had several retail spaces on the first floor (Figure 8).

The Waverly Garage played an important role in the Rittenhouse neighborhood by likely providing off-street parking to nearby residents, very few of which had their own garages, during a time when automobile ownership was rapidly increasing and beginning to transform how residents moved through the city. Rittenhouse area garages were generally not much different from those elsewhere in Center City. One exception, at least for garages south of Spruce Street, was that they were generally shorter in height than those found nearer the most commercial part of the downtown (on and around Walnut and Chestnut Streets). This was largely due to the more residential scale of the Rittenhouse neighborhood. There are also no large garages south of Spruce Street that were built after 1930, therefore there are no garages of the Modern style or those with open-deck construction in the

¹¹ Shannon McDonald, *The Parking Garage: Design and Evolution of a Modern Urban Form* (Washington, D.C.: Urban Land Institute, 2007), 189-190.

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Rittenhouse area south of Spruce Street. The supply of garages built during the 1920s must have satisfied demand in this more residential area.

In the area that is generally considered to be the Rittenhouse Square neighborhood, which is the whole area west of Broad Street between Market Street (to the north) and South Street (to the south), between 20 and 25 garages had been built by the 1950s (most were built during the 1920s). During the 1920s, many garages were designed to respect their urban context – familiar fenestration patterns, familiar proportions and conventional masonry treatments remained key aspects of garage design – but strict adherence to historical precedents became less common. The three-story Aldine Garage at 2027-2039 Sansom Street (Ballinger, 1925), for example, contains stylized decorative features such as simple, arched limestone window heads on the third floor and a brick parapet with geometric limestone caps at every other bay, along with small, repetitive window openings that help the building blend in with its low-scale neighbors on Sansom Street (Figure 8). A later example, the three-story, limestone-faced garage at 1523-1525 Spruce Street (Figure 10) is more candid in its expression of the Art Deco aesthetic, rejecting ornamentation altogether in favor of slender limestone fins that divide the bays on the front elevation facing Spruce Street. On the other hand, the three-story Latimer Garage, built in 1926 at 1511-1515 Spruce Street (Figure 11) – with its tripartite composition, pedimented door surround, and prominent cornice – suggests that the influence of earlier Beaux-Arts models did not completely disappear during this decade.

Despite the increasing prevalence of parking garages during the 1920s and early 1930s, congestion did not dramatically improve and, as a result, commercial decline had become palpable in Center City. Although the number of cars entering the downtown area on a daily basis increased by 52% between 1928 and 1938, the number of persons making the same trip decreased by 11%. This figure suggests that decentralization, leading to the development of business districts in outlying neighborhoods, including Germantown and Market Street between 52nd and 60th Streets in West Philadelphia, would remain a factor regardless of how accessible Center City was to cars or how many parking spaces could be found there.¹²

Still, there continued to be a high demand for parking in Center City even as its commercial importance was diminishing. The Waverly Garage continued to operate successfully as a parking facility judging by frequent classified ads placed in the *Philadelphia Inquirer* throughout the 1930s, 40s and 50s seeking attendants, office managers, and salesmen for used cars, the latter being a new use added to the building around this time. The garage remained in the Frank family until 1947, when it was sold and renamed the “New Waverly Garage,” although this name is referenced only a few times in classified ads.¹³

During the 1960s and 70s, new, much larger garages began to appear throughout the downtown area, most of which were part of urban redevelopment projects. Notable examples include major underground garages at the Society Hill Towers development in 1962 and under the new Love Park at 16th and Arch Streets in 1965. As part of the Gallery shopping mall development in the Market East area, several large aboveground garages were also built north of Market Street between 8th and

¹² John Teaford, *The Rough Road to Renaissance: Urban Revitalization in America, 1940-1985* (Baltimore: Johns Hopkins University Press, 1990), 21; and Jakle and Sculle, 157-159.

¹³ “Garage Brings \$100,000,” *Philadelphia Inquirer*, January 19, 1947.

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12th Street in the early 1970s. The Waverly Garage continued to operate during this period, but the addition of thousands of new parking spaces meant that it, like many smaller garages from the 1920s and 30s, played a diminishing role in the storage of cars coming into Center City by 1970. This problem was exacerbated by the decline of South Street as a commercial corridor, which occurred after a proposed Crosstown Expressway threatened to decimate the southern edge of Center City in the late 1960s (the expressway was never built). Nearby residents continued to park in the Waverly Garage until 2017 when the garage closed. But with the plethora of new parking spaces available in Center City after 1970, the parking crisis that had given rise to the Waverly Garage and many others in the downtown area subsided.

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9. Major Bibliographical References

Bibliography (Cite the books, articles, and other sources used in preparing this form.)

Evening Public Ledger (Newspaper. See footnotes for individual citations. All clippings were retrieved from www.newspapers.com).

Fogelson, Robert M. *Downtown: Its Rise and Fall, 1880-1950*. New Haven: Yale University Press, 2001.

Heldt, P.M. "The Garage Business – Buildings, Equipment, Methods." *Horseless Age* 36, no. 13 (December 1, 1915), 492-493.

Jakle, John A. and Keith A. Sculle. *Lots of Parking: Land Use in a Car Culture*. Charlottesville, VA: University of Virginia Press. 2004.

Leavitt, Sarah. "Inside the Lines: Parking and Social Stratification." National Building Museum Website for the exhibition *House of Cars: Innovation and the Parking Garage*, <<https://www.nbm.org/inside-lines-parking-social-stratification/>>, accessed 28 Aug 2017.

McDonald, Shannon. *The Parking Garage: Design and Evolution of a Modern Urban Form*. Washington, D.C.: Urban Land Institute, 2007.

Mitten Management. "Philadelphia Traffic Survey: Report, Issue 2." Philadelphia, 1929.

Philadelphia Inquirer (Newspaper. See footnotes for individual citations. All clippings were retrieved from www.newspapers.com).

Ramp Buildings Corporation. "The Modern Multi-Floor Garage" (trade catalog). New York, 1929.

Teaford, John. *The Rough Road to Renaissance: Urban Revitalization in America, 1940-1985*. Baltimore: Johns Hopkins University Press, 1990.

Previous documentation on file (NPS):

- preliminary determination of individual listing (36 CFR 67) has been requested
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey # _____
- recorded by Historic American Engineering Record # _____
- recorded by Historic American Landscape Survey # _____

Primary location of additional data:

- State Historic Preservation Office
- Other State agency
- Federal agency
- Local government
- University
- Other/Name of repository:

Historic Resources Survey Number (if assigned): _____

Waverly Garage
Name of Property

Philadelphia, PA
County and State

10. Geographical Data

Acreage of Property less than one acre (~0.17 acres)

Use either the UTM system or latitude/longitude coordinates

Latitude/Longitude Coordinates Datum if other than WGS84: _____
(enter coordinates to 6 decimal places)

1. Latitude: 39.945510 Longitude: -75.168664

Verbal Boundary Description (Describe the boundaries of the property.)

The boundary of the property is shown as a dashed line on the accompanying map entitled "Site Plan with National Register Boundary."

Boundary Justification (Explain why the boundaries were selected.)

The nominated property includes the entire parcel on which the present building is situated. No historically associated resources have been excluded.

11. Form Prepared By

name/title: Kevin McMahan, Associate organization: Powers & Company, Inc.
street & number: 1315 Walnut Street, Suite 1717
city or town: Philadelphia state: PA zip code: 19107
e-mail: kevin@powersco.net telephone: (215) 636-0192
date: November 9, 2017 (revised December 28, 2017)

Additional Documentation

Submit the following items with the completed form:

- **USGS map** or equivalent (7.5 or 15 minute series) indicating the property's location.
- **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.
- **Additional items:** (Check with the SHPO, TPO, or FPO for any additional items.)

Photographs

Submit clear and descriptive photographs. The size of each image must be 1600x1200 pixels (minimum), 3000x2000 preferred, at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map. Each photograph must be numbered and that number must correspond to the photograph number on the photo log. For simplicity, the name of the photographer, photo date, etc. may be listed once on the photograph log and doesn't need to be labeled on every photograph.

Photo Log

Name of Property: The Waverly Garage
City or Vicinity: Philadelphia
County: Philadelphia State: PA
Photographer: Kevin McMahan
Date Photographed: June 2017

Description of Photograph(s) and number, include description of view indicating direction of camera:

Waverly Garage
Name of Property

Philadelphia, PA
County and State

Current Photo List

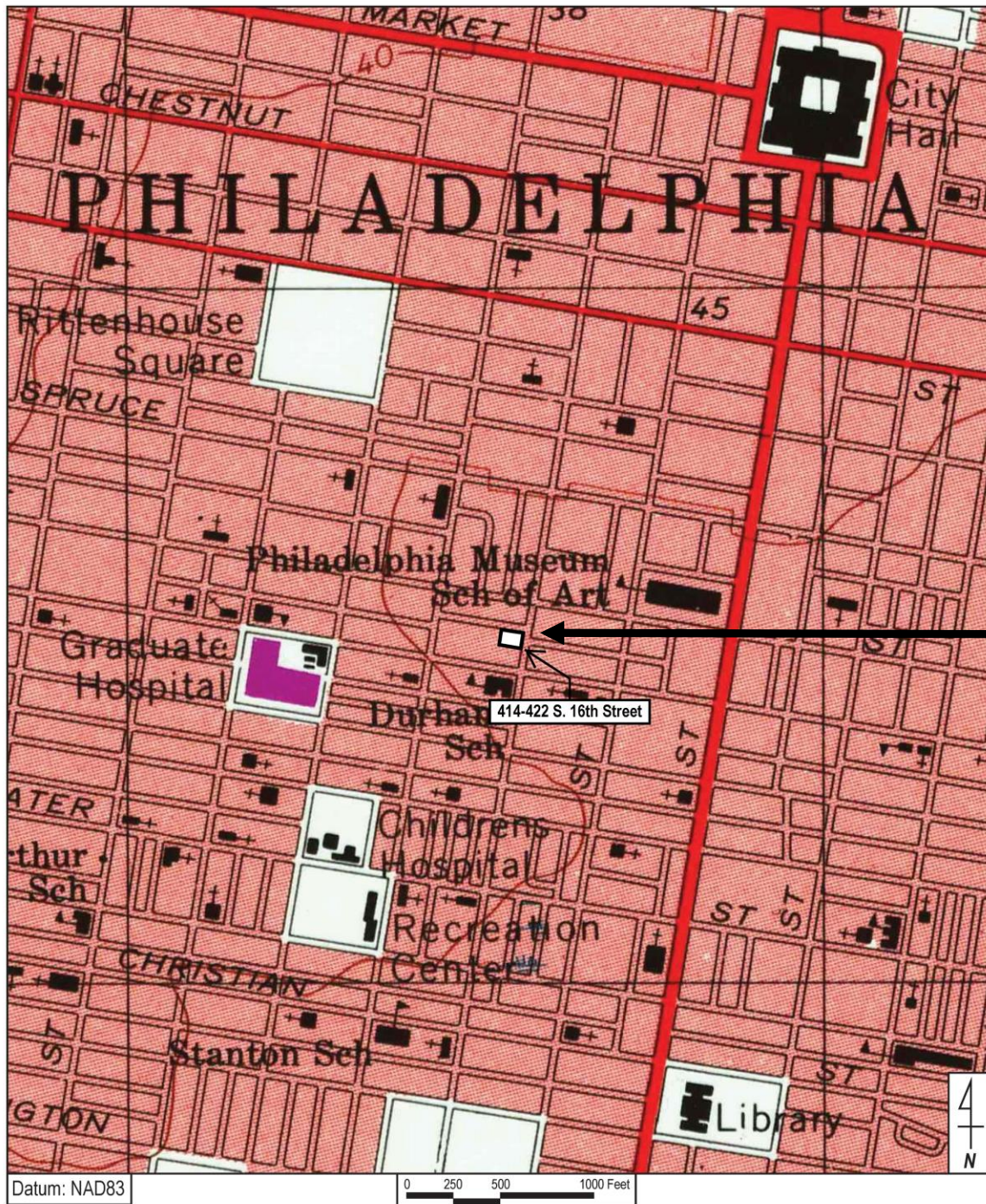
<i>Photograph #</i>	<i>Description of Photograph</i>
1.	East elevation, view west
2.	North elevation, view southwest
3.	South elevation, view northwest
4.	First floor, view east
5.	First floor, view southwest
6.	Second floor, view southeast
7.	Second floor, view southwest
8.	Third floor, view southeast
9.	Third floor, view southwest

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4.	Photograph Key – Second Floor
5.	Photograph Key – Third Floor
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11.	Photo of 1523-1525 Spruce Street
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19.	Waverly Street view, showing recent infill rowhomes in foreground, garage in background

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USGS Map - Philadelphia Quadrangle, Pennsylvania-New Jersey (1995)
Waverly Garage, 414-422 S. 16th Street
Philadelphia, Philadelphia County, PA

Latitude, Longitude
39.945510, -75.168664

Figure 1 – USGS Map excerpt.

Waverly Garage
Name of Property

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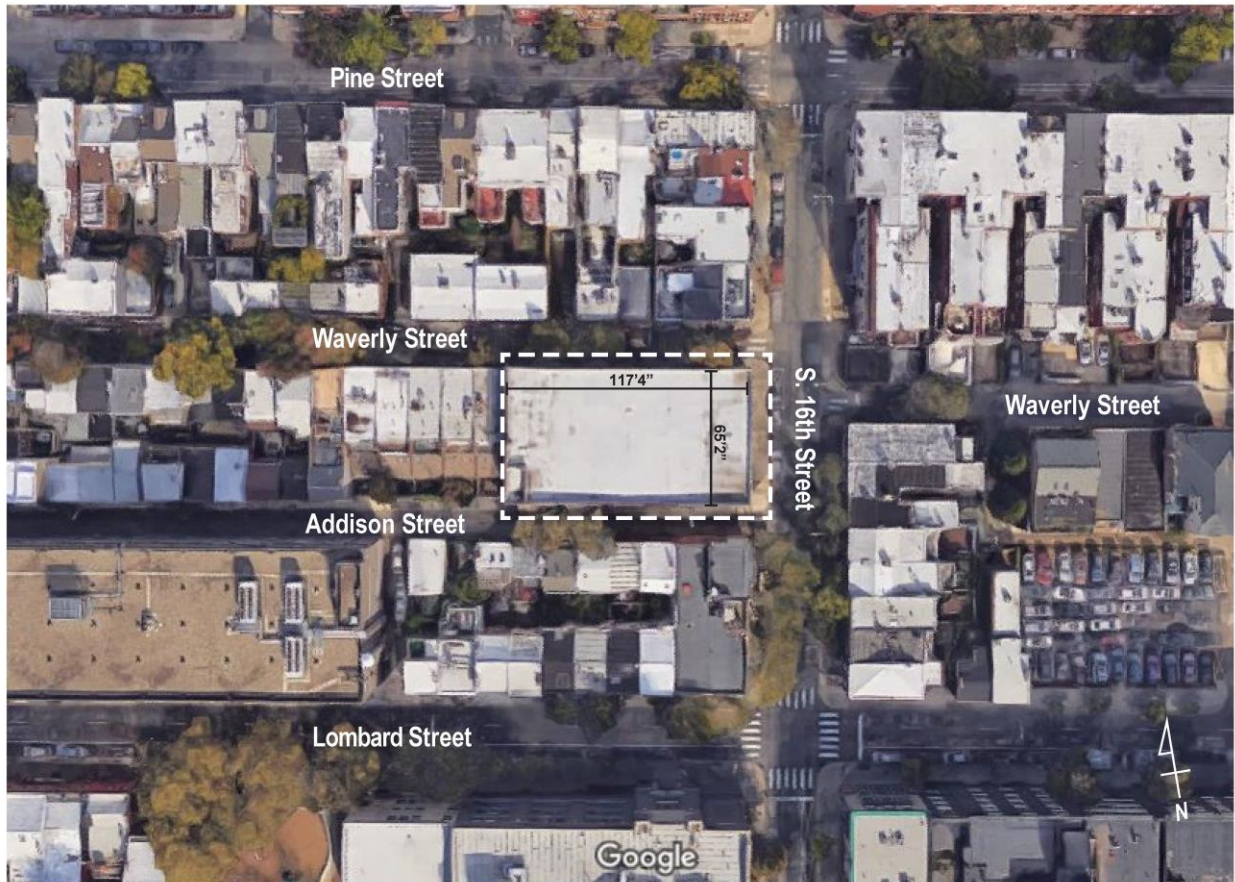


Figure 2 – Site Plan with National Register Boundary.

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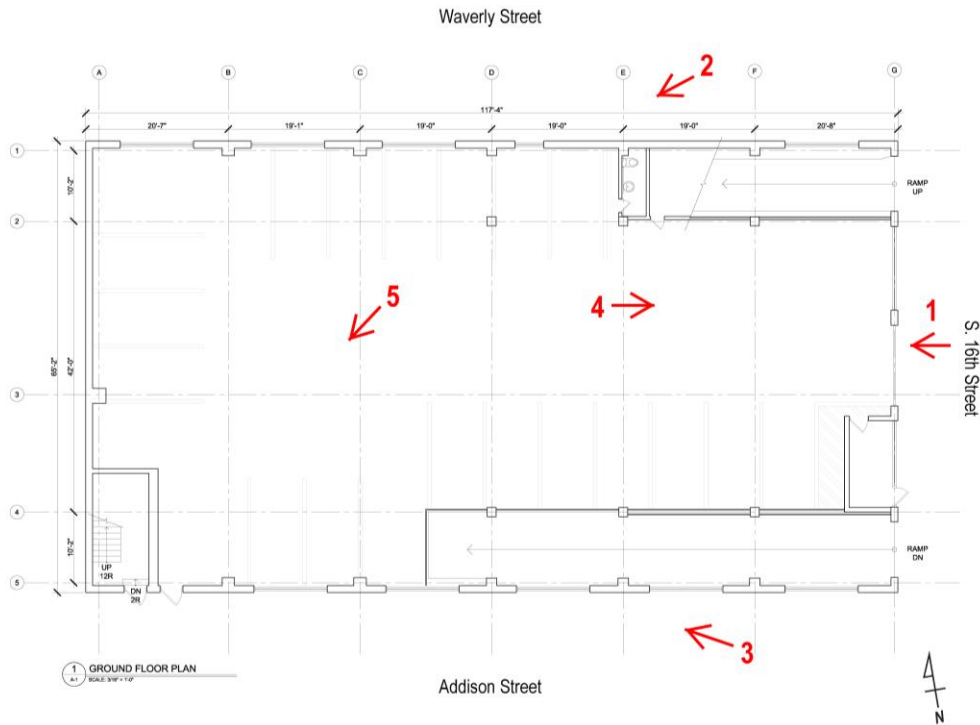


Figure 3 – First Floor Plan with Photo Key.

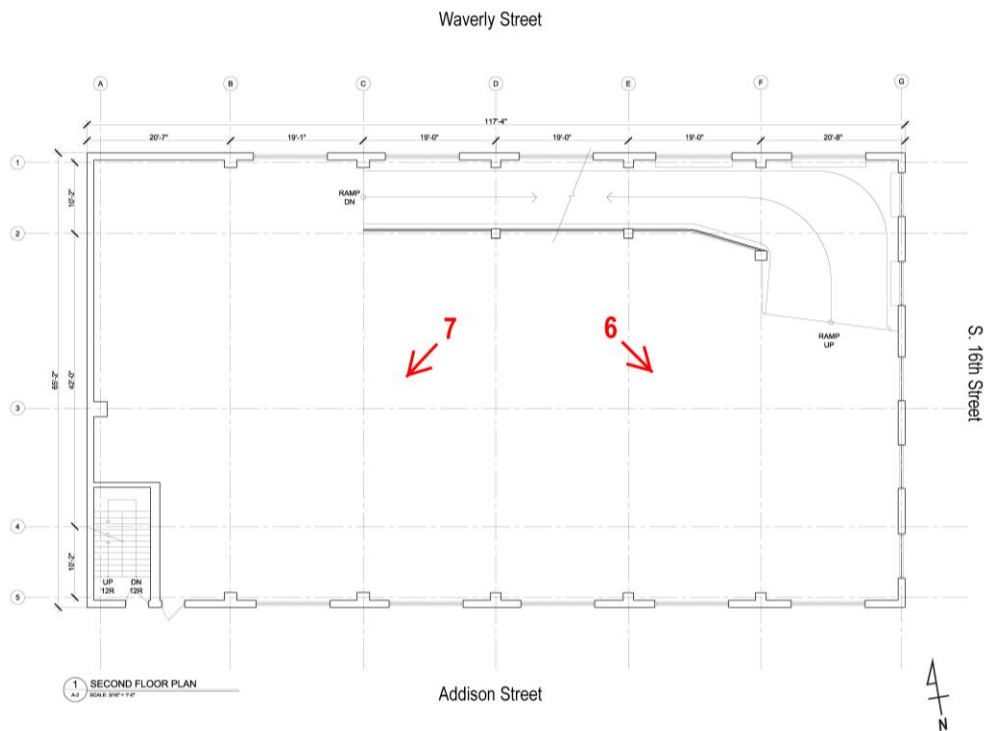


Figure 4 – Second Floor Plan with Photo Key.

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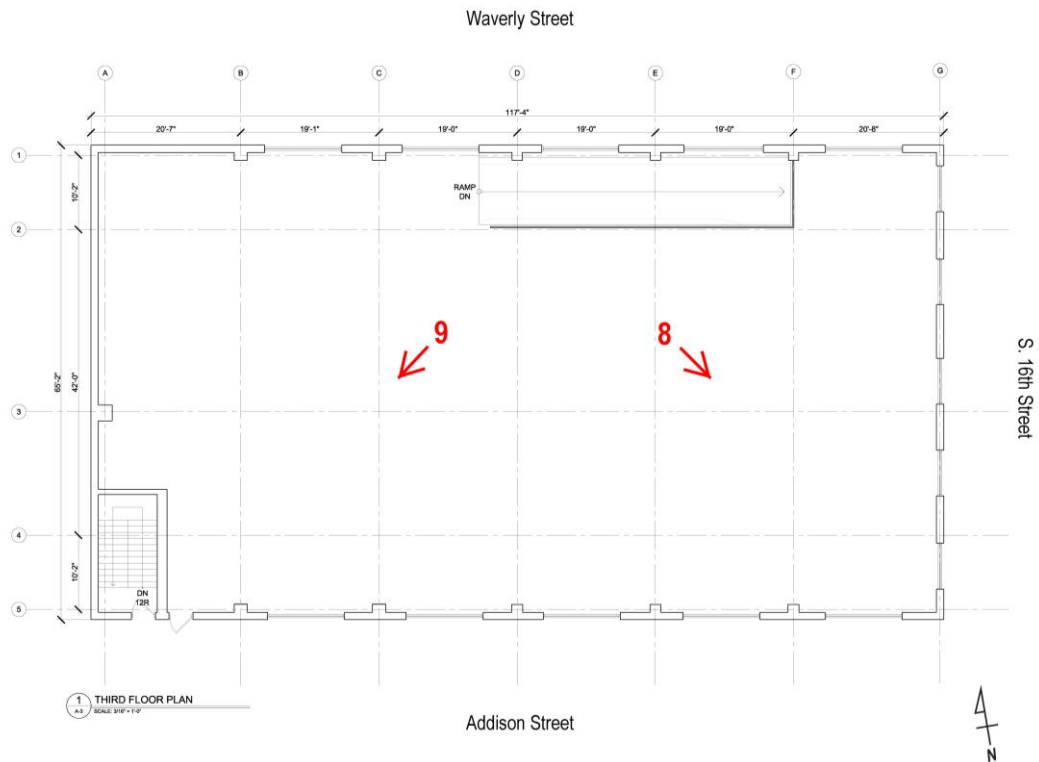


Figure 5 – Third Floor Plan with Photo Key.

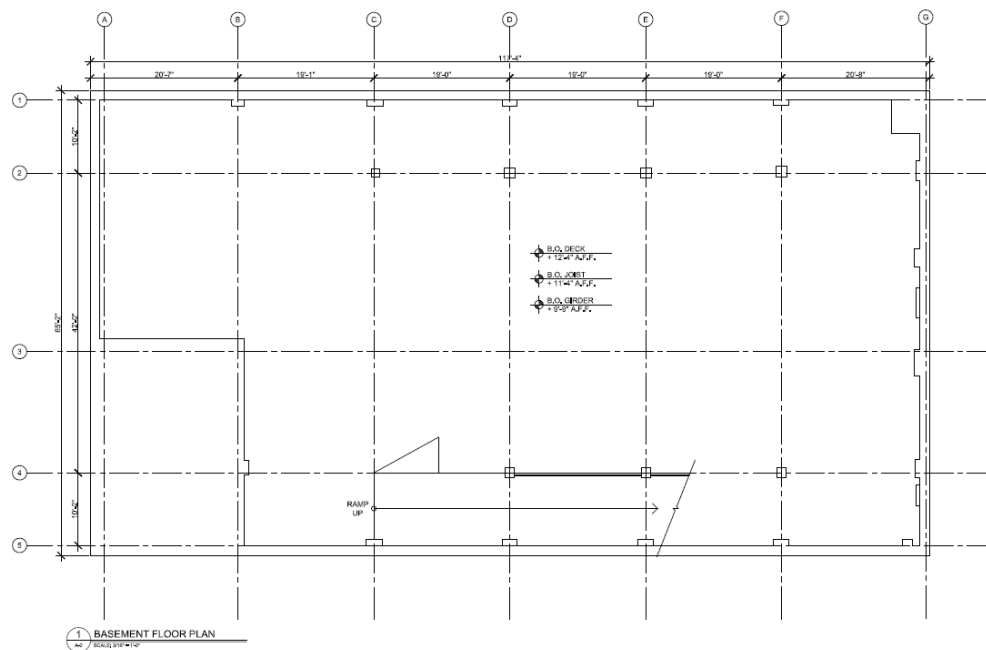


Figure 6 – Basement Plan.

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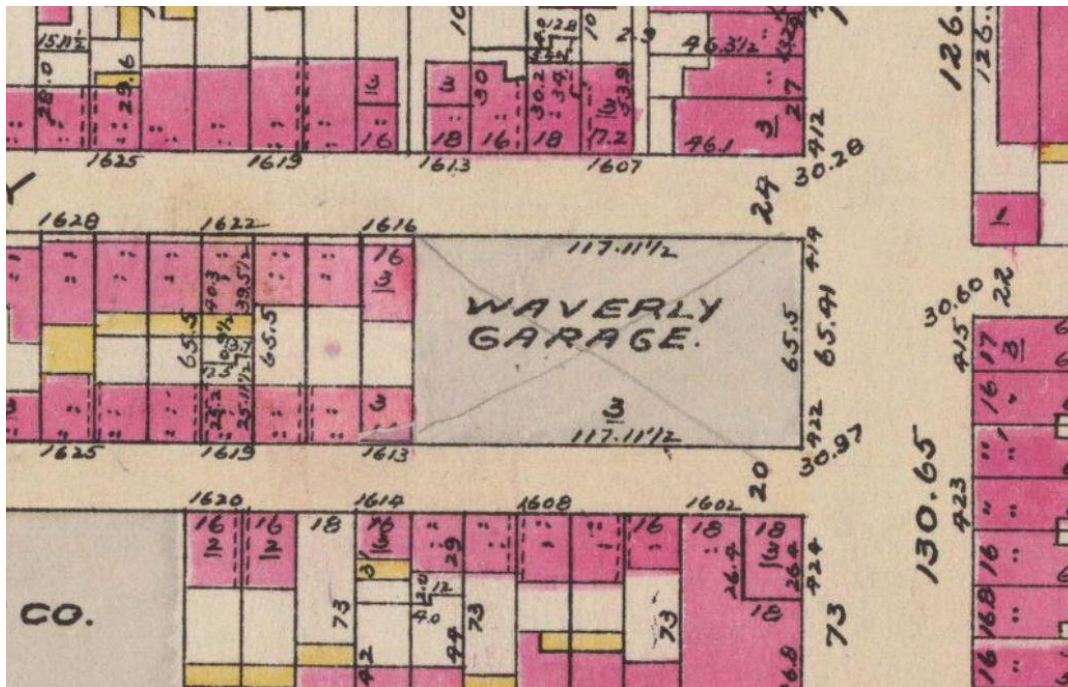


Figure 6 – Elvino Smith Atlas, 1931.

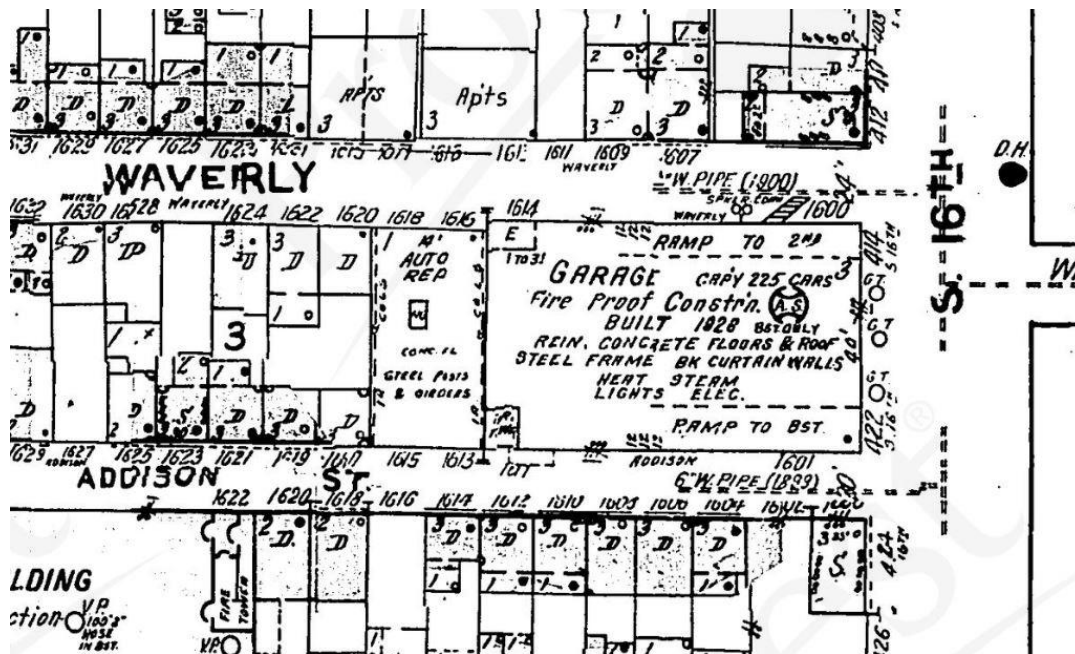


Figure 7 – Sanborn Map, 1950. The Auto Repair building directly behind the Waverly Garage was not historically associated, but separately owned and operated.

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Figure 8 – Rendering of the Aldine Garage, 1925.



Figure 9 – Rendering of the Racquet Garage, 1927.

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Figure 10 – Current photo of 1523-1525 Spruce Street.

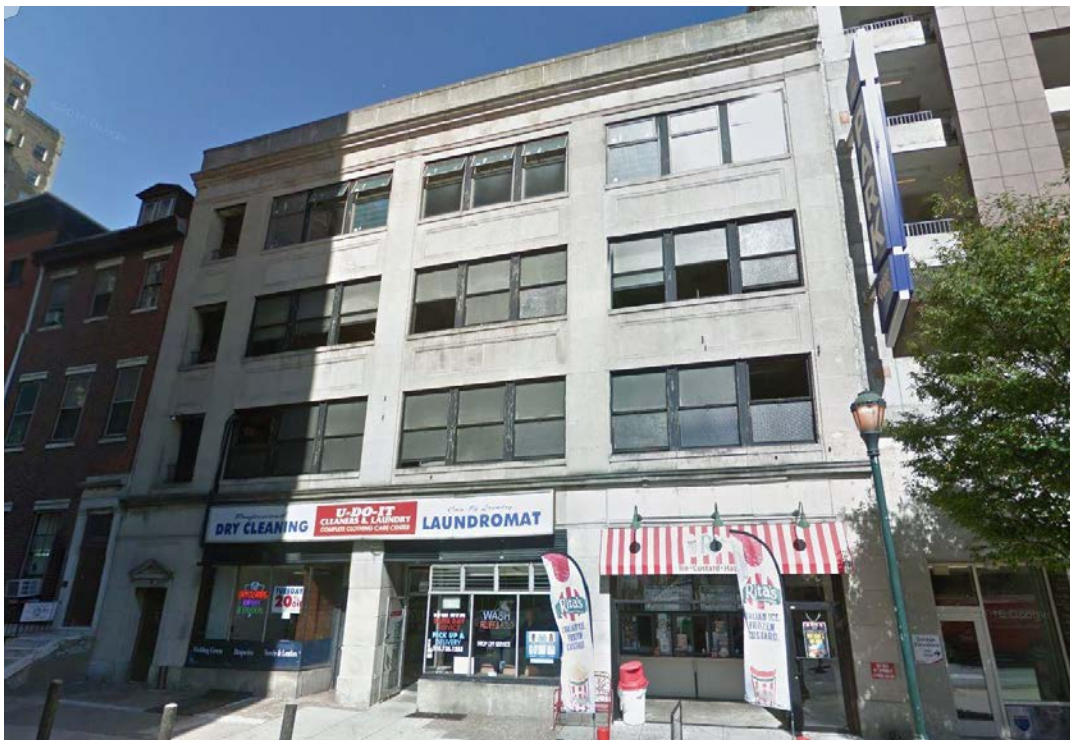


Figure 11 – Current photo of 1511-1515 Spruce Street (Latimer Garage).

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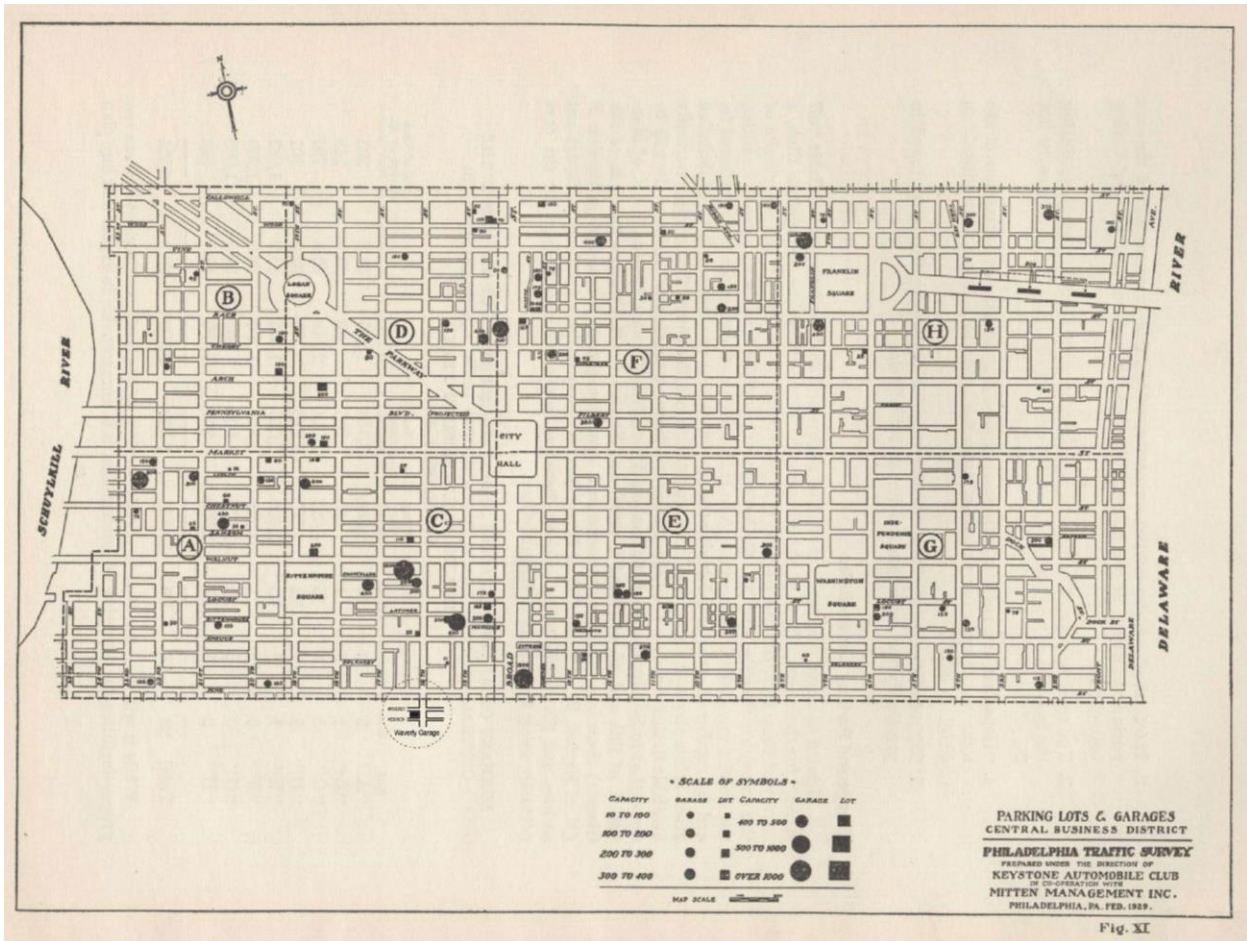


Figure 12 – Map of Center City Parking Garages, 1929, from the Keystone Automobile Club and Mitten Management’s “Philadelphia Traffic Survey. Report no. 2, Central Business District.” Pine Street is the southernmost street included on this map. The location of the Waverly Garage, which is a half block south of Pine, has been added to this map for reference (see the area within the dashed circle).

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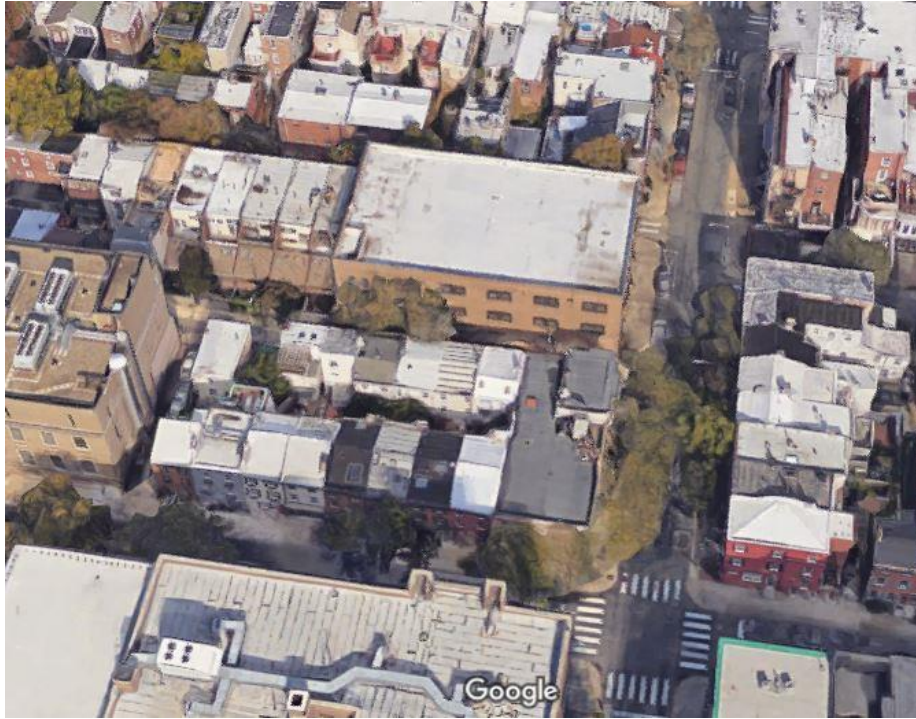


Figure 13 – Current (2016) aerial view, looking north.

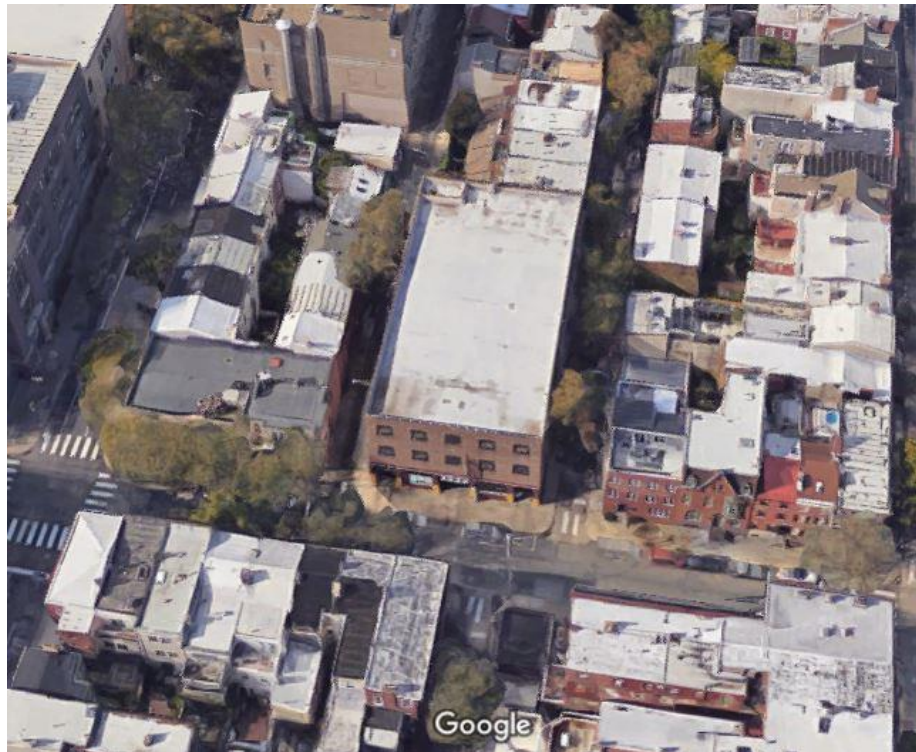


Figure 14 – Current (2016) aerial view, looking west.

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Figure 15: View of garage from 16th Street, facing NW, showing south and east elevations. (October 2016, Google)



Figure 16: View of garage from 16th Street, facing SW, showing north and east elevations. (October 2016, Google)

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Figure 17: Rear north corner of garage, showing infill rowhomes immediately west of garage's west wall; view facing west along Waverly Street. Note the trend to incorporate garages into new residential construction.

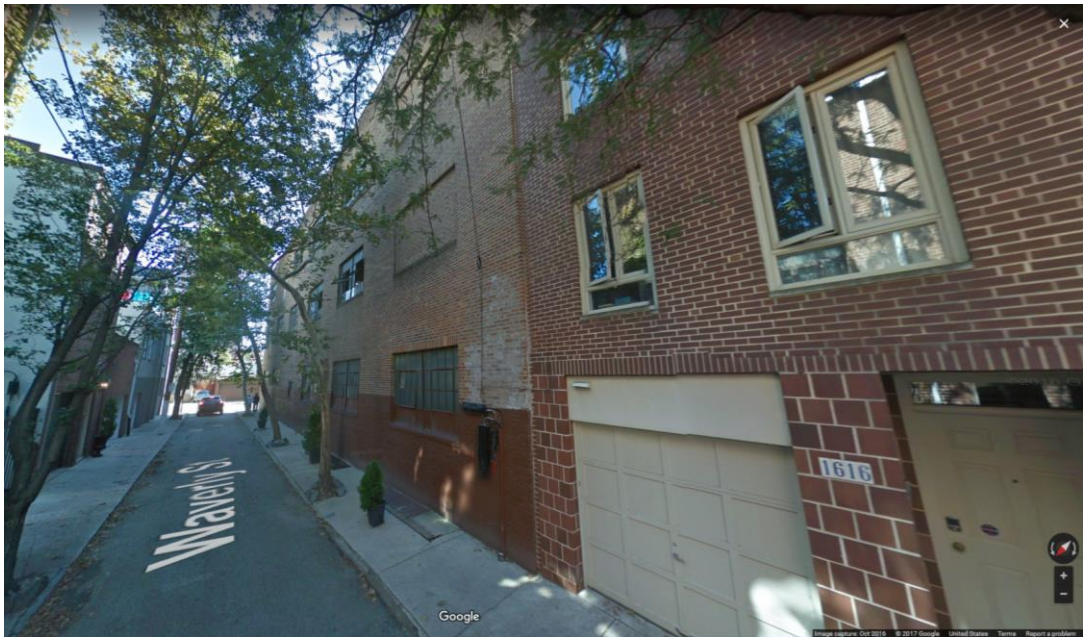


Figure 18: North elevation of garage, showing infill rowhomes immediately west of garage's west wall; view facing east along Waverly Street.

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Current Photos



1. East (primary) elevation, showing building entrances.



2. North elevation, view SW, from Waverly Street.

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3. South elevation, view NW, from Addison St.; note fire escape landings at the west corner and operable pivot windows in industrial sash.



4. First floor, view E, facing two overhead-door entrances into garage, and small enclosed attendant's office.

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5. First floor, view SW



6. Second Floor, view SE

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7. Second Floor, view SW



8. Third floor, view SE

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9. Third Floor, view SW



HOTEL

Menu board with various items and prices.

STOP

STOP

STOP

STOP





WAVERLY STREET UNDER VIDEO SURVEILLANCE

IT'S THE CLEAN & SAFE WAY TO KEEP YOUR DOG ON LEASH
FINE



TOW-AWAY ZONE
NO PARKING
IN THIS STREET













UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES
EVALUATION/RETURN SHEET

Requested Action: Nomination
Property Name: Waverly Garage
Multiple Name: _____
State & County: PENNSYLVANIA, Philadelphia

Date Received: 3/7/2018 Date of Pending List: 4/2/2018 Date of 16th Day: 4/17/2018 Date of 45th Day: 4/23/2018 Date of Weekly List: _____

Reference number: SG100002343
Nominator: State

Reason For Review:

- | | | |
|---------------------------------------|--|--|
| <input type="checkbox"/> Appeal | <input checked="" type="checkbox"/> PDIL | <input type="checkbox"/> Text/Data Issue |
| <input type="checkbox"/> SHPO Request | <input type="checkbox"/> Landscape | <input type="checkbox"/> Photo |
| <input type="checkbox"/> Waiver | <input type="checkbox"/> National | <input type="checkbox"/> Map/Boundary |
| <input type="checkbox"/> Resubmission | <input type="checkbox"/> Mobile Resource | <input type="checkbox"/> Period |
| <input type="checkbox"/> Other | <input type="checkbox"/> TCP | <input checked="" type="checkbox"/> Less than 50 years |
| | <input checked="" type="checkbox"/> CLG | |

Accept Return Reject 4/17/2018 Date

Abstract/Summary
Comments:

Recommendation/ Criteria Accept, National Register Criterion C.

Reviewer Patrick Andrus *Patrick Andrus* Discipline Historian

Telephone (202)354-2218 Date 4/17/2018

DOCUMENTATION: see attached comments : No see attached SLR : No

If a nomination is returned to the nomination authority, the nomination is no longer under consideration by the National Park Service.



CITY OF PHILADELPHIA



PHILADELPHIA HISTORICAL COMMISSION

1515 Arch Street, 13th Floor
Philadelphia, Pennsylvania 19102
Tel: 215.686.7660

Robert Thomas, AIA
Chair

Jonathan E. Farnham, Ph.D.
Executive Director



24 January 2018

Elizabeth Rairigh
Division Chief, Preservation Services
PA State Historic Preservation Office
400 North Street, 2nd Floor
Harrisburg, PA 17120-0093

Re: 414-22 S 16th Street, Waverly Garage

Dear Ms. Rairigh:

I am writing in response to your request that the Philadelphia Historical Commission provide its official Certified Local Government recommendations on the nomination proposing to add the Waverly Garage at 414-22 S 16th Street in Philadelphia to the National Register of Historic Places. At its monthly public meeting on 12 January 2018, the Philadelphia Historical Commission reviewed and discussed the nomination and accepted public testimony. The Commission agreed that the building satisfies National Register Criterion C in the area of Community Planning and Development as exemplifying the design and construction trends typical of early parking garages in Center City.

The Commission contends that the resource retains sufficient integrity to be added to the National Register. Members noted the fact that the building is listed as Contributing in the Philadelphia Register Rittenhouse Fitler Historic District, which was designated on 2/8/1995. Several other similar garages developed in the same period are also listed as Contributing in the district. Commissioners noted that the Historical Commission recently reviewed an adaptive reuse project for the building. The Commission supported the National Register nomination for 414-22 S 16th Street and welcomed the building's redevelopment. Thank you for providing the Philadelphia Historical Commission with the opportunity to comment on this nomination.

Yours truly,

Jonathan E. Farnham, Ph.D.
Executive Director



Pennsylvania State Historic Preservation Office
PENNSYLVANIA HISTORICAL AND MUSEUM COMMISSION



February 26, 2018

Paul Loether, Keeper
National Register of Historic Places
National Park Service, US Department of Interior
1849 C Street, NW, Mail Stop 7228
Washington DC 20240

Re: Franklin Carpet Mill; Gotham Silk Mill; and Waverly Garage National Register
Nominations, Philadelphia PA

Dear Mr. Loether:

Enclosed please find three National Register nominations for your review. Included are signed first pages, CDs containing the true and correct copies of the nominations, and CDs with tif images. Copies of correspondence are enclosed as well.

The proposed action for each nomination is listing in the National Register. Our staff and Historic Preservation Board members support these nominations. If you have any questions please contact April Frantz at 717-783-9922 or afrantz@pa.gov. Thank you for your consideration of these properties.

Sincerely,

Andrea L. MacDonald, Director
State Historic Preservation Office

enc.

ALM/aef