

A PENNSYLVANIA SHRINE

The Independence Mall



A REPORT OF THE
JOINT STATE GOVERNMENT COMMISSION
TO THE
GENERAL ASSEMBLY
OF THE
COMMONWEALTH OF PENNSYLVANIA

SESSION OF 1951

THE JOINT STATE GOVERNMENT COMMISSION was created by Act of 1937, July 1, P. L. 2460, as amended 1939, June 26, P. L. 1084; 1943, March 8, P. L. 13, as a continuing agency for the development of facts and recommendations on all phases of government for the use of the General Assembly.

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‡ Term expired.

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JOINT STATE GOVERNMENT COMMISSION
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LETTER OF TRANSMITTAL

*To the Members of the General Assembly of the Commonwealth
of Pennsylvania:*

Senate Resolution Serial No. 36, adopted March 13, 1951, directs the Joint State Government Commission "to initiate at once an intensive study of the problem of completion of the Independence Hall Mall" and to report "during the current Session of the General Assembly."

To aid in the study of Independence Mall, the Commission appointed a subcommittee in accordance with the Act of 1943, March 8, P. L. 13, Section 1. On behalf of the Commission, the cooperation of the subcommittee is gratefully acknowledged.

In order to secure the benefit of the points of view of all interested persons, an open meeting was held at Harrisburg on May 1. Present at this meeting, in addition to the members of the subcommittee, were The Honorable Oscar L. Chapman, Secretary of the Interior, United States of America; Judge Edwin O. Lewis, president of the Independence Hall Association; Edward Hopkinson, Jr., chairman of the Philadelphia City Planning Commission; Albert M. Greenfield, president of the Philadelphia Chamber of Commerce; and Donald A. Cadzow, executive director, S. K. Stevens, chief historian, and Henry H. Eddy, chief records officer, all of the Pennsylvania Historical and Museum Commission.

On May 9, the subcommittee met to hear reports and suggestions from The Honorable Milo F. Draemel, Secretary of Forests and Waters, Commonwealth of Pennsylvania; Edmund N. Bacon, executive director of the Philadelphia City Planning Commission; William S. Canning, engineering director of the Keystone Automobile Club and chairman of the Off-Street Parking Committee of the Philadelphia Highway Traffic Board; James B. Doak, Esq., counsel for the Merchants' Central Business Association of Philadelphia; and Roy F. Larson, architectural supervisor of the Independence Hall Association.

The Independence Mall area consists of three blocks, bounded by Chestnut, Sixth, Race and Fifth Streets. The first block of the area, bounded by Chestnut, Sixth, Market and Fifth Streets, has been acquired by the Commonwealth at an estimated cost, including engineering and demolition fees, of \$3,258,000. The 1948 assessed valuation of \$1,643,100 represented 50.4

per cent of the acquisition cost, including demolition. Of the acquisition cost, 69.4 per cent (\$2,261,000) will be chargeable against the General Fund and 30.6 per cent (\$997,000) will be chargeable against the Motor License Fund.

The 1950 assessed valuations of Block 2 of the mall, bounded by Market, Sixth, Arch and Fifth Streets, and Block 3, bounded by Arch, Sixth, Race and Fifth Streets, were \$1,770,400 and \$999,900, respectively. Assuming that the relation between acquisition costs, including demolition, and assessed valuation, associated with Block One, will hold for Blocks Two and Three, the acquisition costs of these blocks would be \$3,512,000 and \$1,984,000, respectively, or a total of \$5,496,000. Again, on the assumption that total acquisition cost of these two blocks would be divided between the General Fund and Motor License Fund in the proportion shown for Block One, the amounts chargeable against the General Fund would be \$2,437,000 and \$1,377,000, or a total of \$3,814,000. The estimated acquisition costs to the Commonwealth, as shown in this report, are as of May 21, 1951.

The evidence indicates that the best interests of the Commonwealth will be served by the simultaneous acquisition of Blocks Two and Three. Under the circumstances, the Commission recommends that properties in both blocks be acquired simultaneously.

BAKER ROYER, *Chairman.*

*Joint State Government Commission
Capitol Building
Harrisburg, Pennsylvania*

Table of Contents

	<i>Page</i>
I. THE HISTORICAL SIGNIFICANCE OF THE INDEPENDENCE HALL AREA	1
II. DIVISION OF FINANCIAL AND ADMINISTRATIVE RESPONSIBILITY FOR THE INDEPENDENCE HALL AREA	5
A. Legal Arrangements	5
B. Federal Operations	6
C. Commonwealth Operations	8
III. ECONOMIC ASPECTS OF THE INDEPENDENCE MALL DEVELOPMENT PROJECT	11
A. Tourists, Parking Facilities and Traffic	11
B. Conflagration Hazards and Fire Insurance Rates	12
C. Taxable Real Property Values in Philadelphia	13

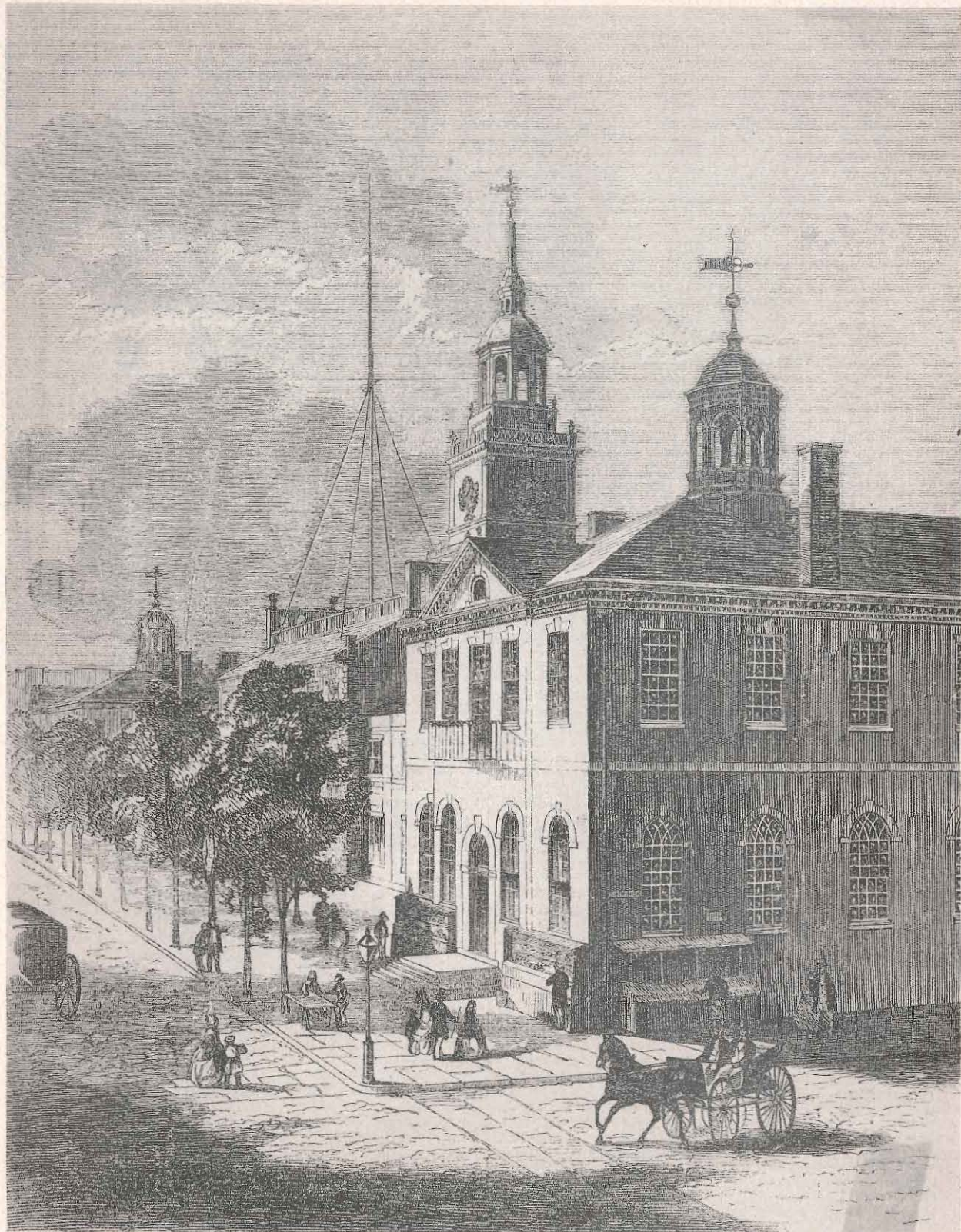
List of Maps, Charts and Illustrations

Independence Hall in 1858	ix
Panorama of Philadelphia north of Independence Hall in 1838	x
Location of Independence Mall and Independence National Historical Park Projects in Relation to Old City Redevelopment Area	7
Fiscal Data Pertaining to Independence Mall Area	9
Indices of Assessed Value of Taxable Real Property in the Proposed Independence Mall and the City of Philadelphia	11
Existing Land Use of the Independence Mall Area, 1950	12, 13
Types of Building Construction in Area of Independence Mall and Independence National Historical Park	14
Independence Hall, Today	17
Independence Mall Area	18
Independence Mall and Independence National Historical Park Projects . .	Back Cover

(Front cover sketch, courtesy Henry T. MacNeill)

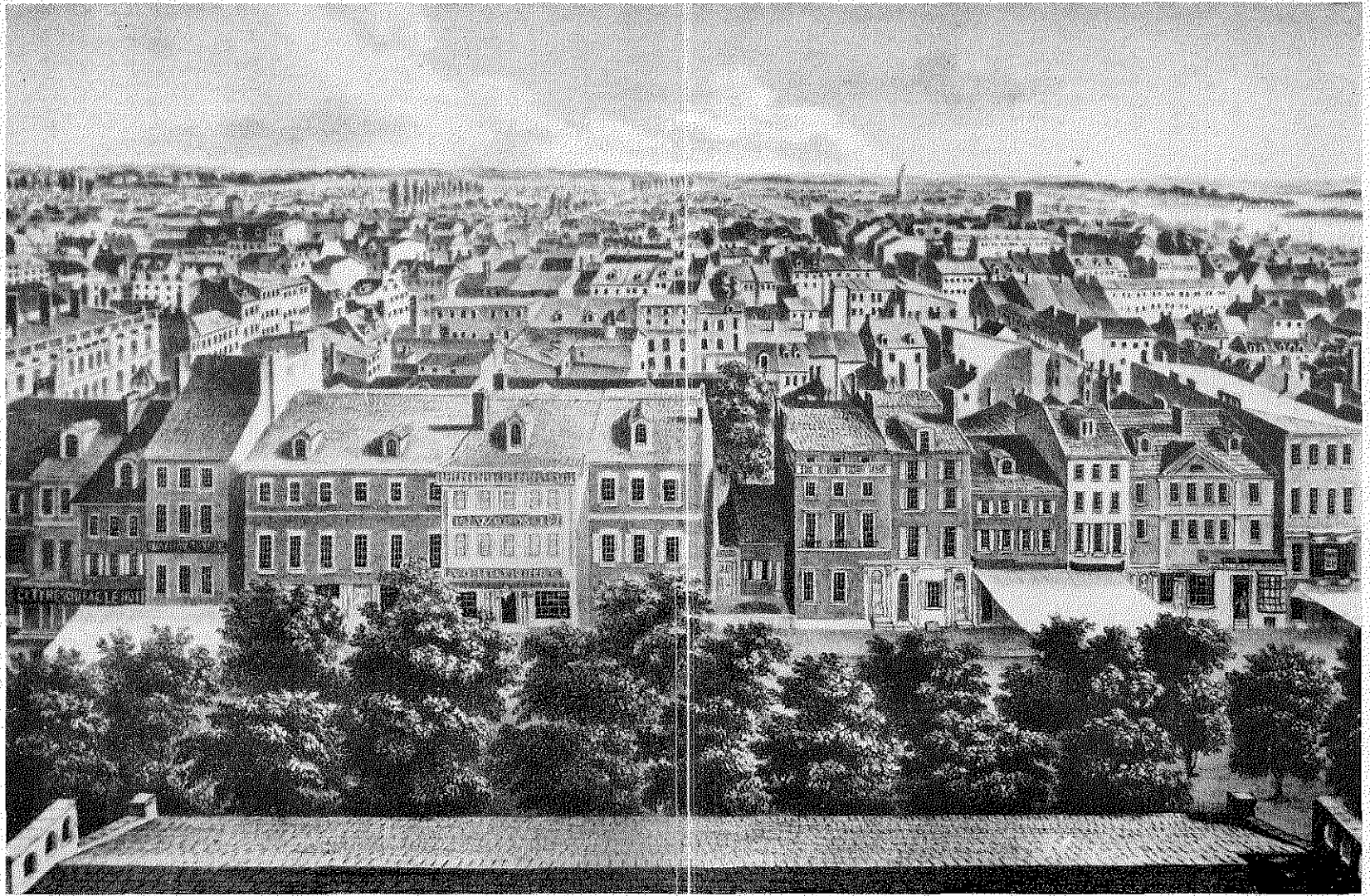
At Independence Square

- 1735, **PROVINCIAL ASSEMBLY** of Pennsylvania held first session in Independence Hall, then known as Province Hall, and, in a later period, as the State House . . . Pennsylvania legislature continued to meet there until 1799 . . .
- 1753, **LIBERTY BELL** hung in tower of Independence Hall . . .
- 1775, **SECOND CONTINENTAL CONGRESS** met and formulated policies of resistance to the British crown . . . George Washington commissioned on June 15 as Commander of all the Continental forces raised for the defense of American liberty . . . First steps taken toward the establishment of American naval power with the adoption of "Rules for the Regulation of the Navy of the United Colonies" on November 28 . . .
- 1776, **DECLARATION OF INDEPENDENCE** adopted July 4 . . . Draft of the Articles of Confederation and Perpetual Union presented to Congress—ultimately ratified in 1781 . . . The Continental Congress adopted the name "The United States of America" . . . Benjamin Franklin, who began his public career as clerk of the Pennsylvania Assembly, was directed by the Continental Congress to seek and obtain the help of France in the War of Independence . . . The Marquis de Lafayette commissioned a general of the Continental forces . . .
- 1777, **THE DESIGN OF THE AMERICAN FLAG** was adopted June 14 . . .
- 1781, **NEWS OF VICTORY** at Yorktown received, whereupon the Congress resolved to go in procession to church and return thanks to Almighty God . . .
- 1787, **CONSTITUTION** of the United States of America drafted and adopted . . .
- 1790, **FIRST CONGRESS** of the United States opened sessions in Congress Hall . . . Pennsylvania Constitutional Convention drafted the State Constitution . . .
- 1791, **PRESIDENT WASHINGTON** informed Congress that the Bill of Rights had been ratified . . . First Bank of the United States, sponsored by Alexander Hamilton, authorized . . .
- 1793, **WASHINGTON INAUGURATED** March 4 for his second term as President of the United States . . .
- 1795, **JAY'S TREATY** with Great Britain, securing American possession of the lands between the Allegheny and the Mississippi, ratified . . .
- 1796, **WASHINGTON'S FAREWELL ADDRESS** read to Congress . . .
- 1797, **JOHN ADAMS** and Thomas Jefferson took their oaths of office as the second President and Vice President of the United States . . .
- 1798, **UNITED STATES NAVY** organized and construction of the USS Constitution, "Old Ironsides," authorized . . .



Pennsylvania Historical and Museum Commission

Old print showing Independence Hall from Sixth and Chestnut Streets as it appeared in 1858. Congress Hall is in the foreground

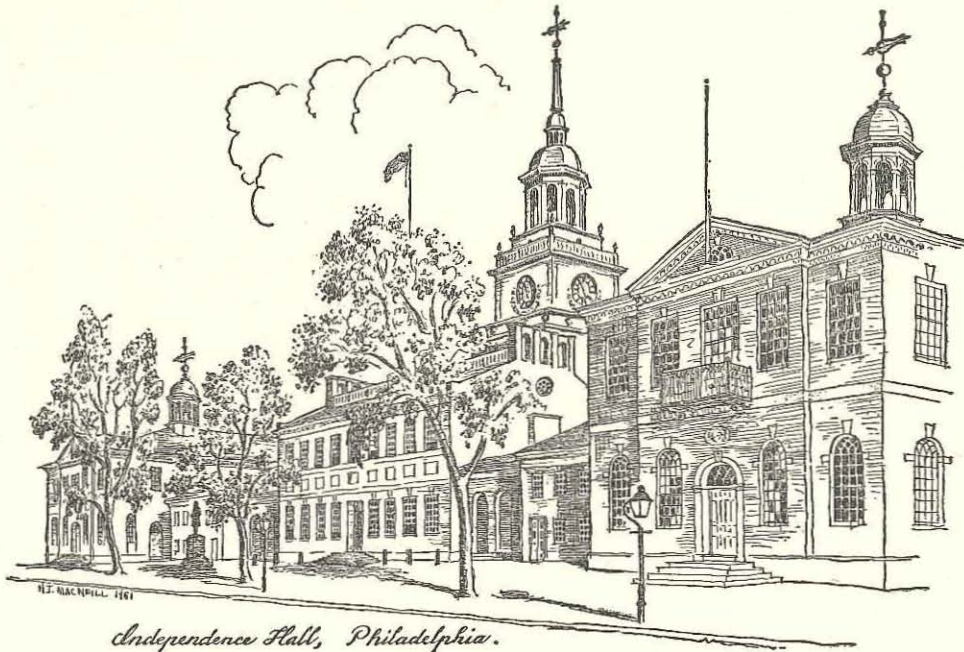


[x]

From the print collection of the Free Library of Philadelphia

A lithograph by J. C. Wild showing a panorama of Philadelphia looking northward from the steeple of Independence Hall in 1838

PART I



Independence Hall, Philadelphia.

The Historical Significance of the Independence Hall Area

ONE HUNDRED AND SEVENTY-FIVE YEARS ago, on July 4, 1776, a simple colonial capitol building in Philadelphia assumed world stature as an historic monument when fifty-six courageous colonists met there to sign a document declaring the thirteen American colonies independent of the British crown. In the red brick buildings of Independence Square, was begun the chain of events which established the free institutions of the United States of America. Here, within the confines of a single city block, were formulated the American principles of self government, and here were adopted the legal expressions of these principles, the Constitution of the United States of America and the Bill of Rights.

Within the walls of Independence Hall, Congress Hall, and the Supreme Court Building,

the United States, in the first decade of the new nation, was given its name and character. Built to house one of the first elected provincial assemblies in America, Independence Hall provided a background of tolerance and self government for the representatives of the thirteen states who met there.

The history of Independence Hall began in 1729 when the colonial assembly of Pennsylvania recognized the need of a permanent capitol building. Andrew Hamilton, a member of the Pennsylvania Assembly, better known as "the Philadelphia lawyer" who successfully defended personal liberty and freedom of the press in the John Peter Zenger case, than as the designer of the Independence Square buildings, was named to select a suitable location and to draw plans for the erection of buildings to house the

Assembly, the courts and the county and city governments. The site chosen by Hamilton for the State House, the name by which the building was long known, was the south side of Chestnut Street between Fifth and Sixth Streets in Philadelphia. The plans proposed by Hamilton envisioned the State House as the central building, with flanking buildings to shelter the other governmental branches and, eventually, an open green, or park, south of the buildings. Construction of the State House, judged by architectural critics as the most beautiful administration building of the American colonial period, was begun in 1732.

IN 1735, the Pennsylvania Provincial Assembly first met in the east room on the ground floor of the unfinished building. The following year, Hamilton purchased lots to reserve ground on the northwest corner of the block for the erection of a building to house the county and city governments.

The Liberty Bell, cast in England and recast in Philadelphia, was ordered to commemorate the occasion of the Province of Pennsylvania having reached its fiftieth year under the charter of civil and religious liberty granted by William Penn in 1701. The bell was placed in the State House in 1753, although the building was not completed until 1758. The inscription from the Old Testament presaged the role of the bell in American life: "Proclaim liberty throughout all the land unto all the inhabitants thereof" (Leviticus 25: 10). From the tower of the State House, the peal of the bell could be heard throughout the town as it summoned the members of the Provincial Assembly to session, ". . . Those members who do not appear within half an hour after the Assembly bell ceases to ring shall pay one shilling."

Carrying out the plan of a State House set in a public square, the Assembly acquired parcel after parcel of ground in the block south of the State House, until, in 1769, the entire area from Chestnut to Walnut Streets between Fifth and

Sixth Streets was purchased. The State House Garden or Square was to become an outdoor "committee room" for members of the Pennsylvania Assembly. Here members gathered to discuss the growing burdens of the Stamp Act and the other economic restrictions imposed upon them.

ALTHOUGH the Pennsylvania Assembly continued to meet in the State House, room was made there and in Carpenters' Hall for the meetings of the First and Second Continental Congresses. The latter, meeting in the State House, took the first steps toward resistance of crown measures. Between 1776, when the Declaration of Independence was signed, and 1787, when the Constitution of the United States was drafted and adopted, the State House, or Independence Hall as it came to be known in later years, was the scene of many of the stirring events which shaped the future of the nation.

In March, 1789, the Pennsylvania Assembly offered, "Any or all of the public buildings in Philadelphia . . . in case the United States Congress shall at any time incline to make the choice of that city for the temporary residence of the Federal Government." Congress, then in New York, named Philadelphia as the temporary capital in July, 1790. The county and district court building on the Square, completed in February of that year, was remodeled for congressional use. Work was speeded on the city hall building at the other end of the block, and construction finished the following year.

The First Congress of the United States began to hold its sessions in the county and district court building, thenceforth known as Congress Hall, in December, 1790. The House of Representatives met on the first floor and the Senate assembled in the chamber on the second floor. Vice President John Adams, presiding over the Senate, thanked the Philadelphia County Commissioners for "providing so commodious a building."

IN THE same year, the Pennsylvania Constitutional Convention, meeting in Independence Hall, drafted the new State Constitution which changed the lawmaking body from a unicameral to a bicameral legislature.

When not on circuit, the United States Supreme Court held sessions in the city hall building, giving its name to the building. This same structure housed the offices of the mayor of Philadelphia and the chambers of the Philadelphia city councils.

Philosophical Hall, standing on the Square just south of the Supreme Court Building and constructed at about the same time, is still the home of the American Philosophical Society whose founder and president was Benjamin Franklin and to which many of the prominent men of the day belonged.

Philadelphia, during the period that it was the capital of the United States, while little more than a hundred years old, had the largest population of any city in the United States. It ranked first as a seaport and in number and variety of commercial and financial enterprises. Its cultural and scientific developments were noteworthy and the city was known for the architectural beauty of its churches and public and private buildings.

WHEN the Pennsylvania General Assembly, in 1799, moved to Lancaster enroute to a permanent capitol at Harrisburg, and the Federal Government in the following year removed to Washington, D. C., Independence Hall was left untenanted. In 1802, the General Assembly granted permission to Charles Willson Peale to use the upper floors and a part of the garden for a museum of natural history. Peale's tenancy contained the proviso, however, that the citizens of Philadelphia might continue to hold elections in the building.



In 1816, the General Assembly, established in Harrisburg since 1812, offered the old state capitol and garden to the City of Philadelphia for \$70,000. This offer contained the proviso that "No part of said ground lying to the southward of the State House, within the wall as it is now built, be made use of for erecting any sort of buildings thereon, but the same shall be and remain a public green and walk forever."¹ The City of Philadelphia acquired title to Independence Hall and the Square on March 23, 1818.

In 1828, the City of Philadelphia rebuilt the steeple of Independence Hall and purchased a new bell and clock. The clock faces were fitted into the four sides of the tower and, when illuminating gas came into use, were lighted at night.

The Liberty Bell had been placed in the upper story of the brick tower when the old steeple became unsafe and was rung only on occasions of public importance. Tradition has it that the bell cracked when tolled on July 8, 1835 in memory of John Marshall, Chief Justice of the United States

Supreme Court, who had died two days before. Cracked on one side, the bell remains a silent symbol of liberty. The Liberty Bell was the emblem of the Centennial Exposition of 1876. For a number of years, the bell was shipped to expositions in various parts of the country. Today, by city ordinance, Independence Hall is the permanent abode of the Liberty Bell.

The Declaration Chamber in Independence Hall, often used as a reception room, was restored to its original appearance in 1833 and a portion of the Peale historic portrait collection was acquired and hung in the room in 1854. In 1875, the councils of Philadelphia designated the west chamber of the first floor of Independence Hall as a museum. Parts of

¹ 1816, March 11, P. L. 109 (Chapter LXXIX).

the building continued to be used by city offices until 1895 when the new city hall was partially completed.

Few subjects have provoked the discussion or stimulated the planning as Independence Hall and its surroundings, and few have been productive of as many and as diverse suggestions. In 1875 and 1915, Independence Square underwent major "restorations." Two ideas, however, consistently have been advanced—(1) that Independence Hall should face an open, park-like green to the north, and (2) that the Hall should be protected against the hazards of fire presented by a congested area.

Historical organizations and civic groups, as well as individual citizens, have labored to better the surroundings of Independence Hall. Proposals for the improvement of Independence Hall were advanced at the time of the Centennial cel-

ebration, and again prior to the Sesqui-centennial. With the completion of the Delaware River Bridge, the idea of extending the park area north to Race Street received added impetus.

The 175th anniversary of the signing of the Declaration of Independence sees plans translated into action. Today, the Commonwealth has acquired the block immediately north of the Independence Square buildings, and demolition of the structures in that area is proceeding. Independence Hall and its neighboring buildings have been designated a part of the Independence National Historical Park Project, which will also include a park area in the three blocks east of the Square and the development of three historic sites in the old city area by the Federal Government. The City of Philadelphia has marked for redevelopment an area which encompasses the historic park projects. (See map on page 7.)



PART II

Division of Financial and Administrative Responsibility for the Independence Hall Area

AT THE present time, the Federal Government, the Commonwealth of Pennsylvania and the City of Philadelphia have proprietary interests in the Independence Hall area.

A. LEGAL ARRANGEMENTS

The terms of responsibility for the preservation, operation and improvement of Independence Hall and the surrounding area are set forth in agreements between the City of Philadelphia and the Federal Government, and between the City of Philadelphia and the Commonwealth of Pennsylvania.

1. *Federal Government-Philadelphia Agreement*

In July, 1950, the mayor of Philadelphia entered into a preliminary agreement with the Secretary of the Interior, acting for the Federal Government, which provided for the establishment of Independence National Historical Park, the transfer of custody of certain historical buildings to the National Park Service, and a unified, long-range program for preservation and development of the projected park area. The City of Philadelphia retained ownership of the Independence Hall structures and Independence Square. The Department of the Interior agreed:

- a. To occupy the buildings for the purpose of preserving, exhibiting, and interpreting them to the American people.
- b. To assume curatorial responsibility for the care and display of museum exhibits avail-

able in Independence Hall buildings, including the right to determine accession policy for items to be utilized in the interpretative program.

- c. Not to sublet or assign to another organization any part of the grounds and buildings without the prior approval of the City of Philadelphia.
- d. To operate and maintain the grounds and buildings, to make all repairs, and remedy all defects in the buildings or their equipment which may arise from any cause whatsoever, including ordinary wear and tear.
- e. To undertake such work of restoration or major alteration as may be satisfactory to the City of Philadelphia.

The erection or emplacement of any monument, marker, tablet, or other memorial in the Independence Hall buildings or grounds is prohibited without the consent of both the Department of the Interior and the City of Philadelphia. The design and location of any signs upon the exterior of the buildings indicating that they are occupied and operated by the National Park Service is subject to the approval of the City of Philadelphia. This agreement is to remain in effect until the actual establishment of Independence National Historical Park.²

2. *Commonwealth of Pennsylvania-Philadelphia Agreement*

In May, 1949, an agreement was executed

² Ordinance of the City Council, City of Philadelphia, May 24, 1950.

between the City of Philadelphia and the Secretary of Forests and Waters and the Secretary of Highways, representing the Commonwealth of Pennsylvania, for the construction and development of a State park in the areas between the west side of Fifth and the east side of Sixth Streets and between Chestnut and Race Streets, and for the widening and improvement of Fifth and Sixth Streets from Chestnut to Race Streets.

The Commonwealth of Pennsylvania agreed:

- a. To improve Fifth and Sixth Streets from Chestnut to Race Streets.
- b. To construct and develop the areas lying between Fifth and Sixth Streets and between Chestnut and Race Streets to serve as an approach to the Independence Hall group of historical buildings and as a State park for recreational purposes.
- c. To acquire and clear, at the expense of the Commonwealth, all necessary right-of-way and land for making the improvements under a. and b., above, in accordance with approved plans.
- d. Upon the completion of the improvements, to maintain Fifth and Sixth Streets.
- e. To maintain and operate, upon completion, the State park.
- f. To permit the City of Philadelphia and public utility companies to maintain, construct or reconstruct structures and facilities within the limits of the State park as may be necessary for the continued and efficient operation of water, gas, sewer, electric, power, communication, steam and other services.

The City of Philadelphia agreed:

- a. To prepare at its own expense and cost a preliminary plan for the improvement of Fifth and Sixth Streets and the State park. Such plan, when approved by the Secretary of Highways and the Secretary of Forests and Waters for the Commonwealth and the Director of Public Works, City of Philadelphia, was to be the basis for the preparation of contract drawings and specifications.

- b. To prepare at its own cost and expense all plans necessary for the improvement of Fifth and Sixth Streets, subject to the approval of the Secretary of Highways and the Governor of Pennsylvania.
- c. To prepare at its own cost and expense all studies, plans and drawings for the development and construction of the State park, subject to the approval of the Secretary of Forests and Waters and the Governor of Pennsylvania.
- d. To undertake at its own cost and expense such improvements of Market and Arch Streets as may be requested by the Secretary of Forests and Waters to conform with the plans for the development of the State park.
- e. To take necessary steps to compel public utility companies to make necessary replacements, relocations, or removals of any of their structures located within the limits of the planned improvements.

It was agreed that the obligation of the Commonwealth of Pennsylvania to proceed to the full completion of the project was subject to the appropriation or allocation of such additional funds as may be required. The Director of Public Works, City of Philadelphia, was also directed to contract for the construction of storm and sanitary sewers, water mains, and lighting facilities and appurtenant work essential to the proper completion of the project. The City Planning Commission was ordered to prepare studies and plans as authorized in the agreement.³ The Philadelphia City Council has designated the area as "Independence Mall" and has directed that it be placed on the city plan.⁴

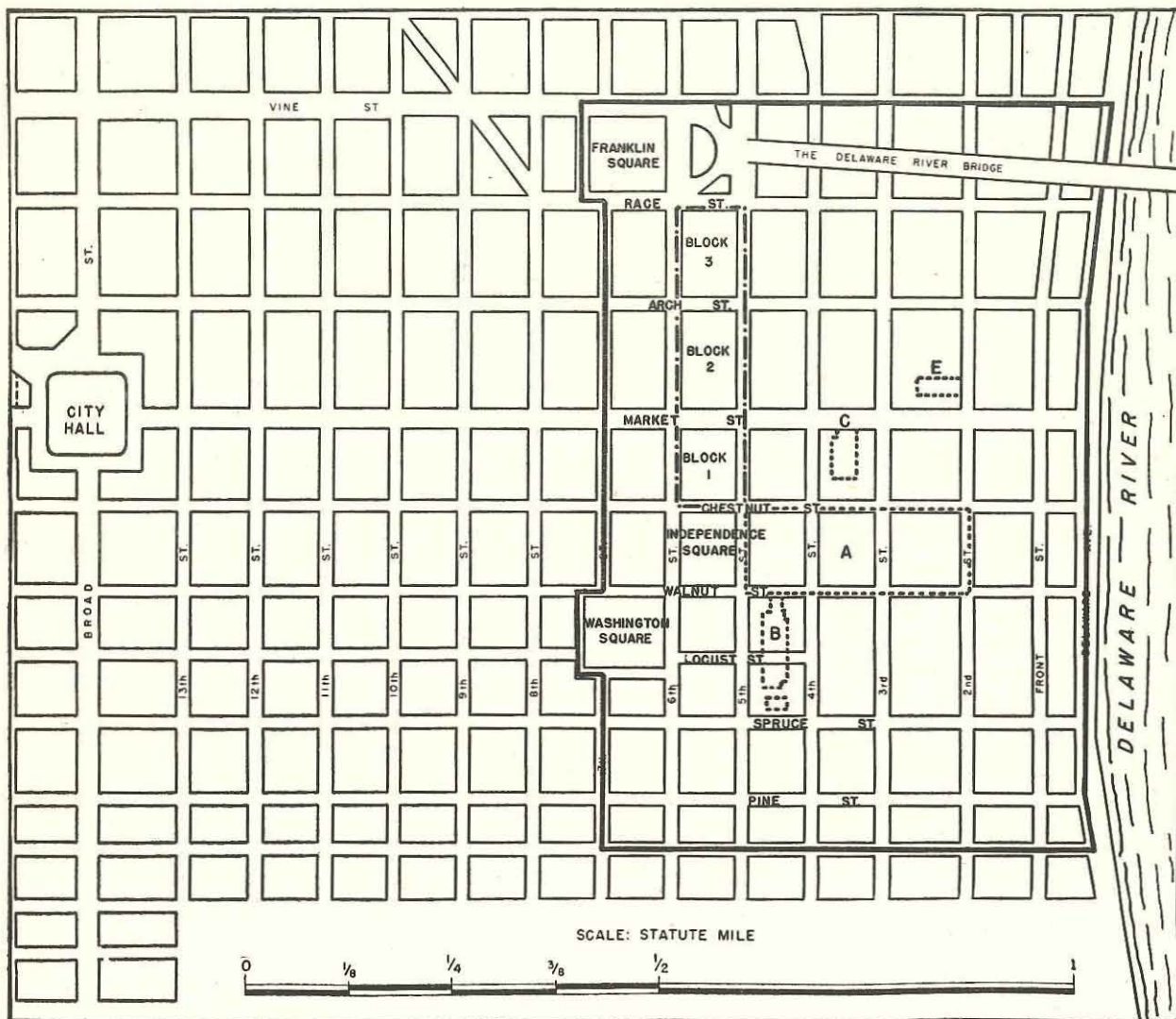
B. FEDERAL OPERATIONS

Following the recommendations of the Philadelphia National Shrine Parks Commission, the Congress of the United States, in June, 1948, granted authority to the Secretary of the

³ Ordinances of City Council, City of Philadelphia, January 18, 1949 and June 21, 1950.

⁴ Ordinance of City Council, City of Philadelphia, May 4, 1949.

LOCATION OF INDEPENDENCE MALL AND INDEPENDENCE NATIONAL HISTORICAL PARK PROJECTS IN RELATION TO OLD CITY REDEVELOPMENT AREA. PHILADELPHIA, PENNSYLVANIA. DECEMBER, 1950.



LEGEND

- OLD CITY REDEVELOPMENT AREA.
- · - · - INDEPENDENCE MALL — A COMMONWEALTH PROJECT.
- INDEPENDENCE NATIONAL HISTORICAL PARK — FEDERAL PROJECTS.

Interior to acquire by donation or purchase any property within specified areas for the creation of Independence National Historical Park. The specified areas were designated as follows:

1. Project "A"—An area of three city blocks east of Independence Hall, generally bounded by Walnut Street, Fifth Street, Chestnut Street and Second Street, including the

Merchants' Exchange, the First Bank of the United States, Carpenters' Hall, and the Second Bank of the United States.

2. Project "B"—A memorial thoroughfare, extending generally from the south side of Walnut Street to the north side of Manning Street. This is to serve as an attractive approach to St. Mary's Church, the principal

Roman Catholic Church in Philadelphia during the colonial period.

3. Project "C"—The site of the residence of Benjamin Franklin, south of Market Street between Third and Fourth Streets.
4. Project "E"—Certain land and buildings immediately adjacent to Christ Episcopal Church on the west side of Second Street and the north side of Market Street.

The location of these areas with reference to Independence Square is shown on the map on page 7, and on the back cover.

The Secretary of the Interior was authorized to construct in the specified areas or other land that may be donated, offices and administration buildings, together with a suitable auditorium for interpretation of the historical features of the park. He was also permitted, at his discretion, to establish an advisory commission not to exceed eleven members. The advisory commission was appointed by the Secretary, three members being recommended by the Governor of Pennsylvania, three by the mayor of Philadelphia, one by the Carpenters' Company of Philadelphia, and one by the Independence Hall Association. The present members of the Commission appointed in November, 1949, are: Edwin O. Lewis, Chairman; Edward Hopkinson, Jr., Vice Chairman; Michael J. Bradley, Secretary; Thomas Buckley; Albert M. Greenfield; John P. Hallahan; Arthur C. Kauffman; Sydney E. Martin; Francis J. Myers; Isaac W. Roberts; Frederic R. Mann.

For the purpose of creating Independence National Historical Park, the Congress, in 1948, authorized an appropriation of \$4,435,000. The Joint State Government Commission has been advised that this appropriation is virtually exhausted.

C. COMMONWEALTH OPERATIONS

In 1945, the General Assembly appropriated \$16,500,000 to the Department of Forests and Waters for the acquisition by purchase or condemnation of forest land and for the develop-

ment and use thereof for reforestation . . . for acquisition by purchase, condemnation or gift of lands, buildings or other properties for state parks and for the development thereof . . . the amount of this appropriation to be expended for any of the purposes enumerated . . . shall be determined by the Secretary of Forests and Waters with the approval of the Governor.⁵ On August 12, 1946, Governor Martin approved an allocation of \$3 million from this appropriation for the acquisition of property and the necessary demolition work for the area between Chestnut and Market Streets, bounded by Fifth and Sixth Streets north of Independence Hall in Philadelphia. The Department of Forests and Waters was unable to proceed actively with this project for three years by reason of its very heavy work load in connection with the desilting of the Schuylkill River.

Between 1949 and the beginning of 1951, the Department of Forests and Waters acquired by purchase, except for three properties, all of the block bounded by Chestnut, Market, Fifth and Sixth Streets, referred to hereafter as Block One.

The 1948 assessed valuation of Block One was \$1,643,100, while the purchase price, exclusive of the three properties to be condemned, was \$2,829,000. The ratio of the assessed valuation of the block to the estimated purchase price of all property is .534.

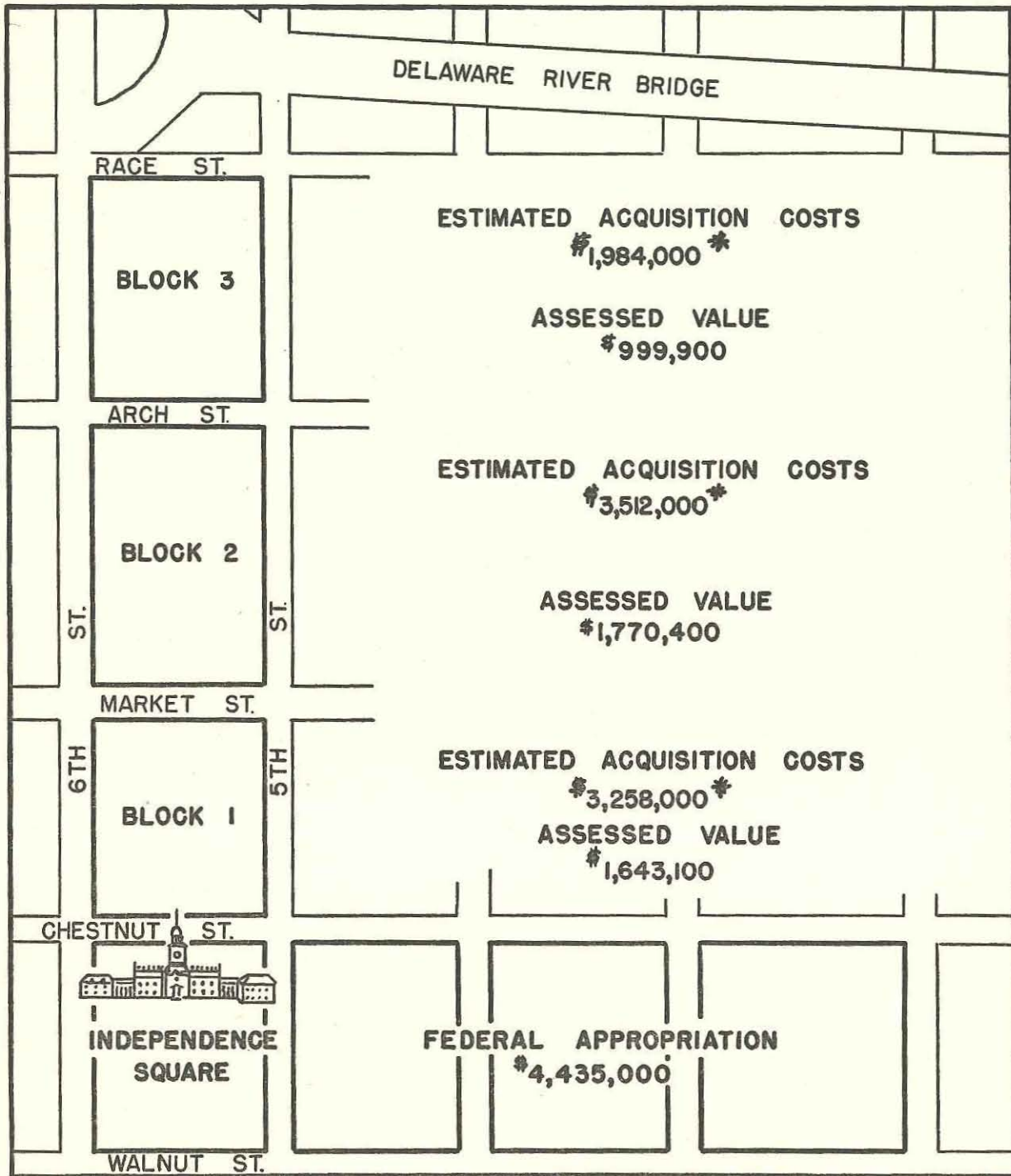
In addition to the purchase price of the properties, the acquisition involved legal, appraisal, negotiation and engineering fees totalling \$77,547 and a demolition cost of approximately \$101,000. The total cost of Block One, including demolition, will approximate \$3,258,000.

In other words, for Block One, the ratio of assessed valuation to total acquisition cost will be about .504.

Of the total acquisition cost of Block One, approximating \$3,258,000, 69.4 per cent or \$2,261,000, is chargeable against the General

⁵ Appropriation Act No. 83-A, June 4, 1945.

FISCAL DATA PERTAINING TO INDEPENDENCE MALL AREA



* IT IS EXPECTED THAT APPROXIMATELY 30% OF TOTAL ACQUISITION COSTS WILL BE CHARGEABLE TO THE MOTOR LICENSE FUND AND 70% TO THE GENERAL FUND.

Fund, and about \$997,000 or 30.6 per cent, will be charged against the Motor License Fund by virtue of the agreement between the Highway Department and the City of Philadelphia providing for the widening of Fifth and Sixth Streets.

The second block of the proposed Independence Mall is that bounded by Market, Arch, Fifth and Sixth Streets. The 1950 assessed valuation of Block Two was \$1,770,400. If the ratio of assessed valuation to total acquisition cost, as noted above for Block One, is applied for Block Two, the total acquisition cost for Block Two should approximate \$3,512,000.

Using the percentage given for Block One, above, about \$2,437,000 of this total acquisition cost will be chargeable to the General Fund

and about \$1,075,000 to the Motor License Fund.

Block Three of the proposed Independence Mall is bounded by Arch, Race, Fifth and Sixth Streets.

Block Three was assessed at \$999,900 in 1950. Applying the Block One ratio of assessed valuation to total acquisition cost gives an estimate of \$1,984,000 for the total acquisition cost of Block Three.

Again, using the percentage shown for Block One, \$1,377,000 of the total acquisition cost of Block Three will be chargeable to the General Fund and \$607,000 to the Motor License Fund.

Commonwealth and Federal fiscal data pertaining to the Independence Hall redevelopment area are summarized in the chart on page 9.

PART III

Economic Aspects of the Independence Mall Development Project

ASIDE from the deep historical significance of the Independence Hall structures and the aesthetic considerations incident to the improvement of the surrounding area, specific economic benefits will accrue to the Commonwealth and to the City of Philadelphia in consequence of the development of the mall area.

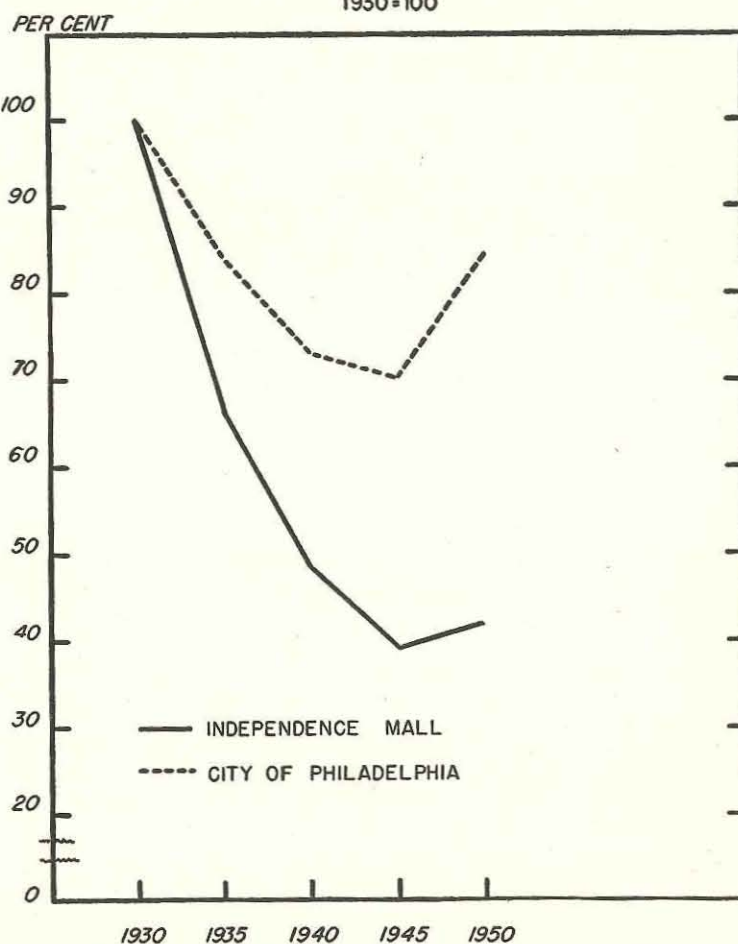
A. TOURISTS, PARKING FACILITIES AND TRAFFIC

The national historical character of Independence Hall and the old city section has made Philadelphia an attraction for thousands of tourists each year. With the improvement of the mall and the provision of park and recreational facilities, a substantial increase in the number of annual visitors may be expected. In all probability, the resulting increase in business activity will not be confined to the City of Philadelphia but will be shared by other communities of the Commonwealth.

Parking facilities in the immediate Independence Hall area are inadequate. Projection of a parking study made in 1946 indicates that the existing demand for parking exceeds available facilities by at least a thousand vehicle spaces. Facilities to accommodate the additional visitors attracted by the completed developments will probably more than offset the re-

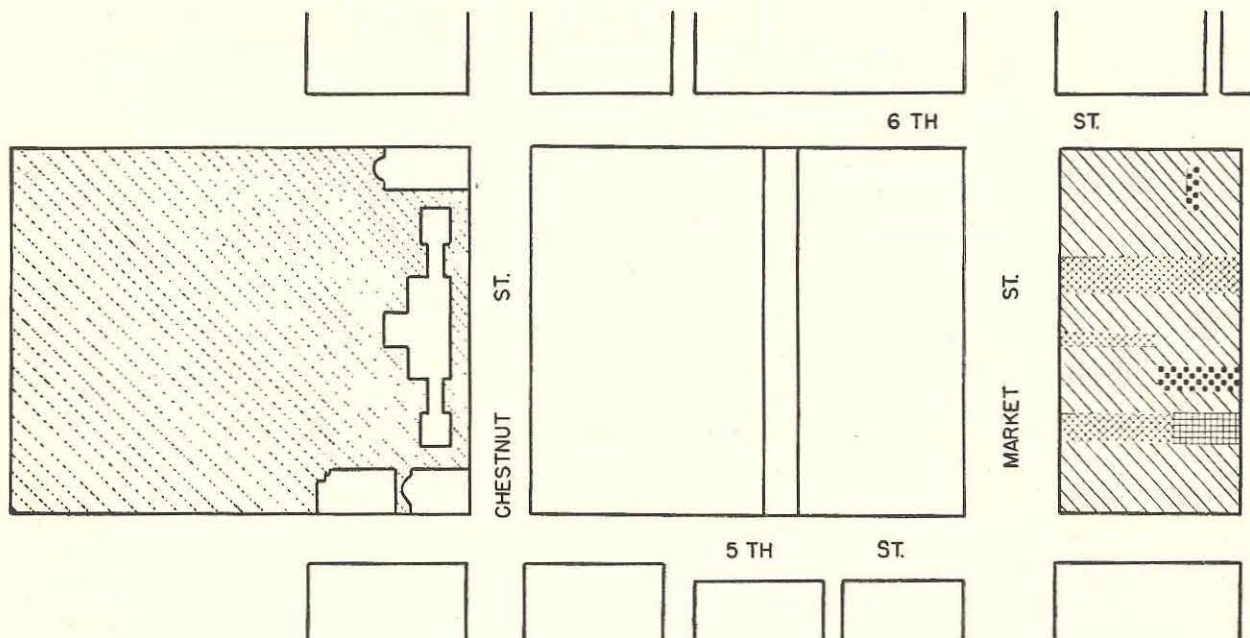
duction in parking demand occasioned by the relocation of business firms now occupying premises within the mall area. One of the plans calls for the provision of underground parking facilities adequate to serve both business and tourist needs.

INDICES OF ASSESSED VALUE OF TAXABLE REAL PROPERTY IN THE PROPOSED INDEPENDENCE MALL AND THE CITY OF PHILADELPHIA.
FIVE YEAR INTERVALS 1930-1950
1930=100



SOURCE: The Board of Revision of Taxes, Philadelphia, 1951.

EXISTING LAND USE OF THE INDEPENDENCE MALL



LEGEND:

- RESIDENTIAL
- RETAIL (WITHOUT STOCK)
- WHOLESALE
- WAREHOUSING
- LAND ACQUIRED BY COMMONWEALTH, NOW UNDER DEVELOPMENT

The Independence Mall project is an integral part of a comprehensive highway plan to facilitate vehicular flow through the City of Philadelphia. The conversion of Fifth and Sixth Streets into tree-lined boulevards will go a long way toward relieving traffic congestion and providing additional convenient approaches to the Delaware River Bridge.

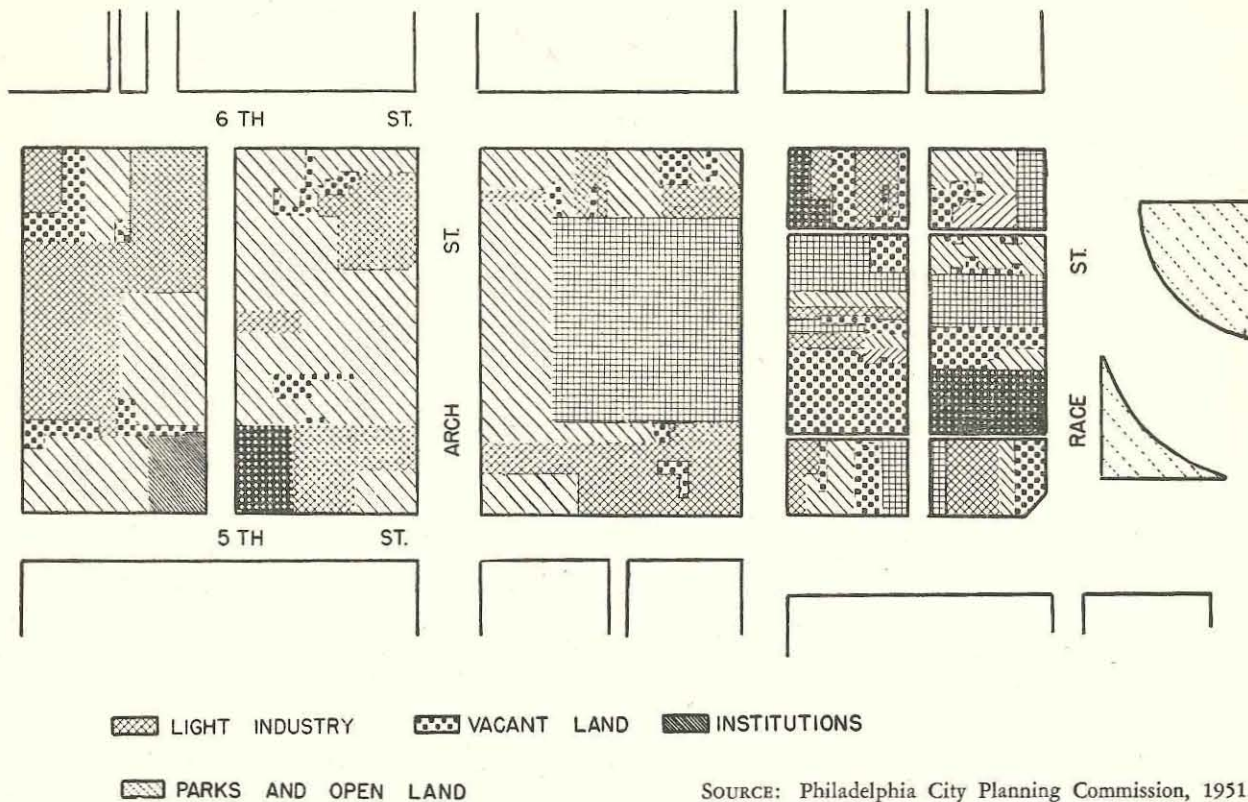
B. CONFLAGRATION HAZARDS AND FIRE INSURANCE RATES

At the present time, there is above-average danger of a serious fire breaking out in the areas surrounding Independence Hall. The type of building construction in the mall area is presented in the map on page 14. Inspection of the map shows that a considerable portion of the building construction, particularly to the north and northeast of Independence Hall, is of low fire-resistant quality. Few relatively fire-safe buildings are in the three blocks which constitute the proposed mall. To the northeast

and to the northwest of Independence Hall several blocks constitute a marked conflagration hazard.

In connection with the potential fire danger in the Independence Square area, it should also be noted that the demolition of the buildings now in the three blocks constituting the proposed mall will affect fire insurance premium rates. The National Board of Fire Underwriters' rating for Philadelphia was changed from 2 to 4 in consequence of a study by the National Board of Fire Underwriters in May, 1949, although for the time being no premium rate change was effected. If the rating of 4 becomes permanent, the premium rates now associated with certain properties will be increased. More specifically, it is estimated that for specific risk properties a permanent National Board rating of 4 would result in approximately a 7 per cent increase in aggregate premiums. Although the rates for dwellings would not be affected, increases in premiums for small mercantile and

AREA (COMMONWEALTH PROJECT), 1950



SOURCE: Philadelphia City Planning Commission, 1951.

service establishments would range from 2 to 83 per cent, depending upon the type of construction. The Commission has been informed that the creation of a fire break, such as is represented by the proposed mall and the redevelopment of the Independence Hall area, taken in conjunction with improvements in the city fire department and water system, would assure Philadelphia of the retention of the class 2 rate structure.

C. TAXABLE REAL PROPERTY VALUES IN PHILADELPHIA

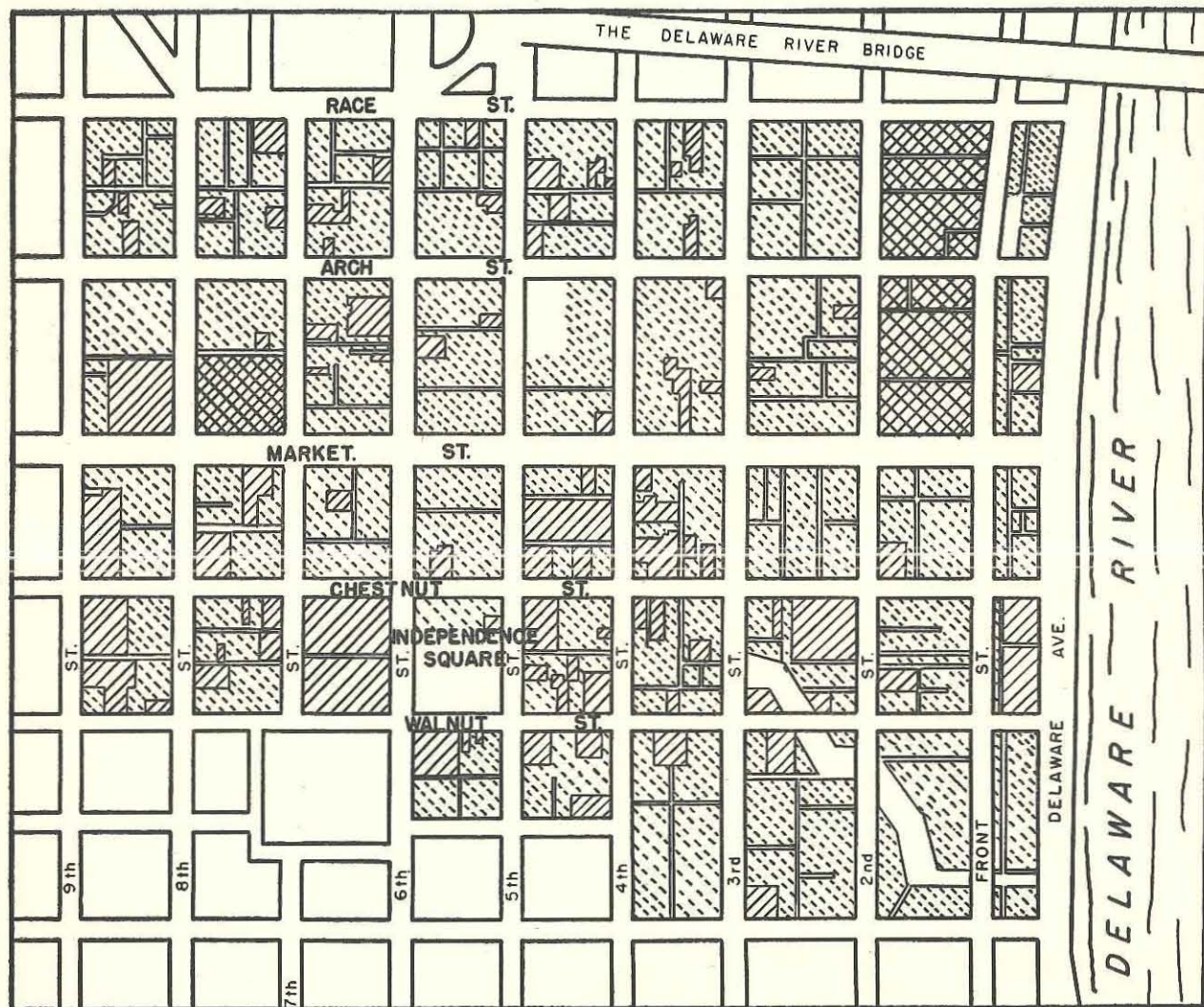
The inadequacy of local assessments⁶ aside, it appears from a comparison of property values within the proposed mall area with aggregate property values for the City of Philadelphia that values in the mall development area have, since 1930, decreased more rapidly than

⁶ According to the findings of the State Tax Equalization Board, real estate in Philadelphia was assessed in 1949 at 54.89 per cent of market value.




property values in the city as a whole. Indices for the value of all property in Philadelphia and the value of property within the proposed mall area are shown on the chart on page 11. The existing land use of the Independence Mall area is shown above.

The acquisition by the Commonwealth of the three blocks under consideration would reduce the taxable assessed valuation of the City of Philadelphia by approximately \$4,413,000. Although for a few years after the purchase of this land by the Commonwealth the City of Philadelphia will realize no revenues from the three blocks, it is expected that the completion of the mall will be conducive to new real estate developments in the surrounding area representing a new capital outlay of at least \$20,000,000. On the assumption that this investment will be assessed at the prevailing rate of approximately 54.9 per cent of market⁶ value, the net increase after a period of time in the

TYPES OF BUILDING CONSTRUCTION IN AREA OF INDEPENDENCE MALL AND INDEPENDENCE NATIONAL HISTORICAL PARK.



LEGEND

-  FIREPROOF CONSTRUCTION.
-  NONFIREPROOF CONSTRUCTION.
-  PREDOMINANTLY NONFIREPROOF CONSTRUCTION WITH A HIGH POTENTIAL FIRE HAZARD DUE TO OCCUPANCY.

SOURCE: Report on the City of Philadelphia, Pa., by the National Board of Fire Underwriters, Committee on Fire Prevention and Engineering Standards, Report No. 170, May, 1949.

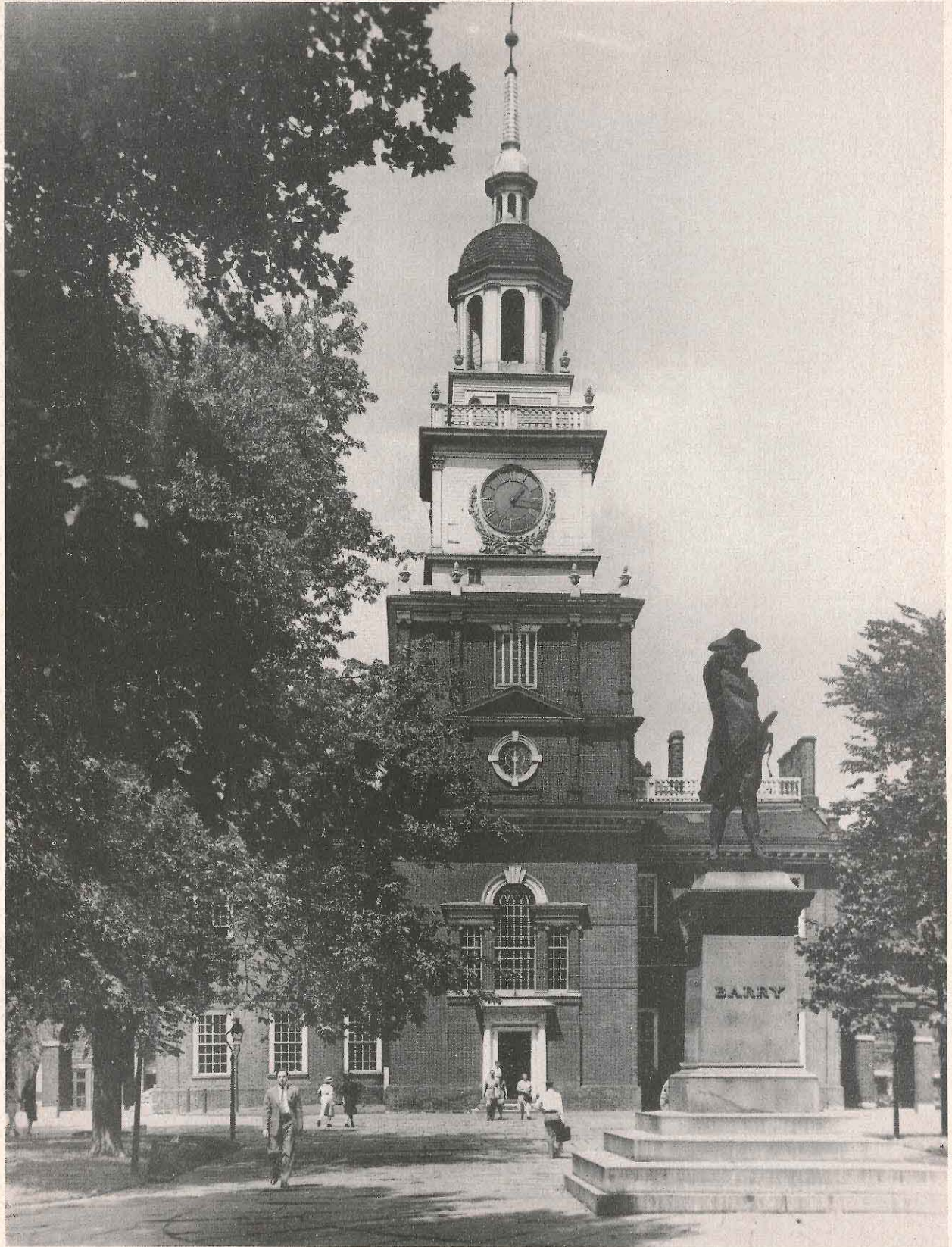
value of Philadelphia's real property tax base is tentatively estimated at a minimum of \$3,000,000. The estimate is obtained by subtracting from \$10,800,000, which represents the estimated assessed value of the \$20,000,000 in

capital outlay, the assessed value of the three mall blocks and the taxable assessed valuation of the east side of Fifth Street and the west side of Sixth Street, from Chestnut to Race Streets, totalling \$7,843,000.



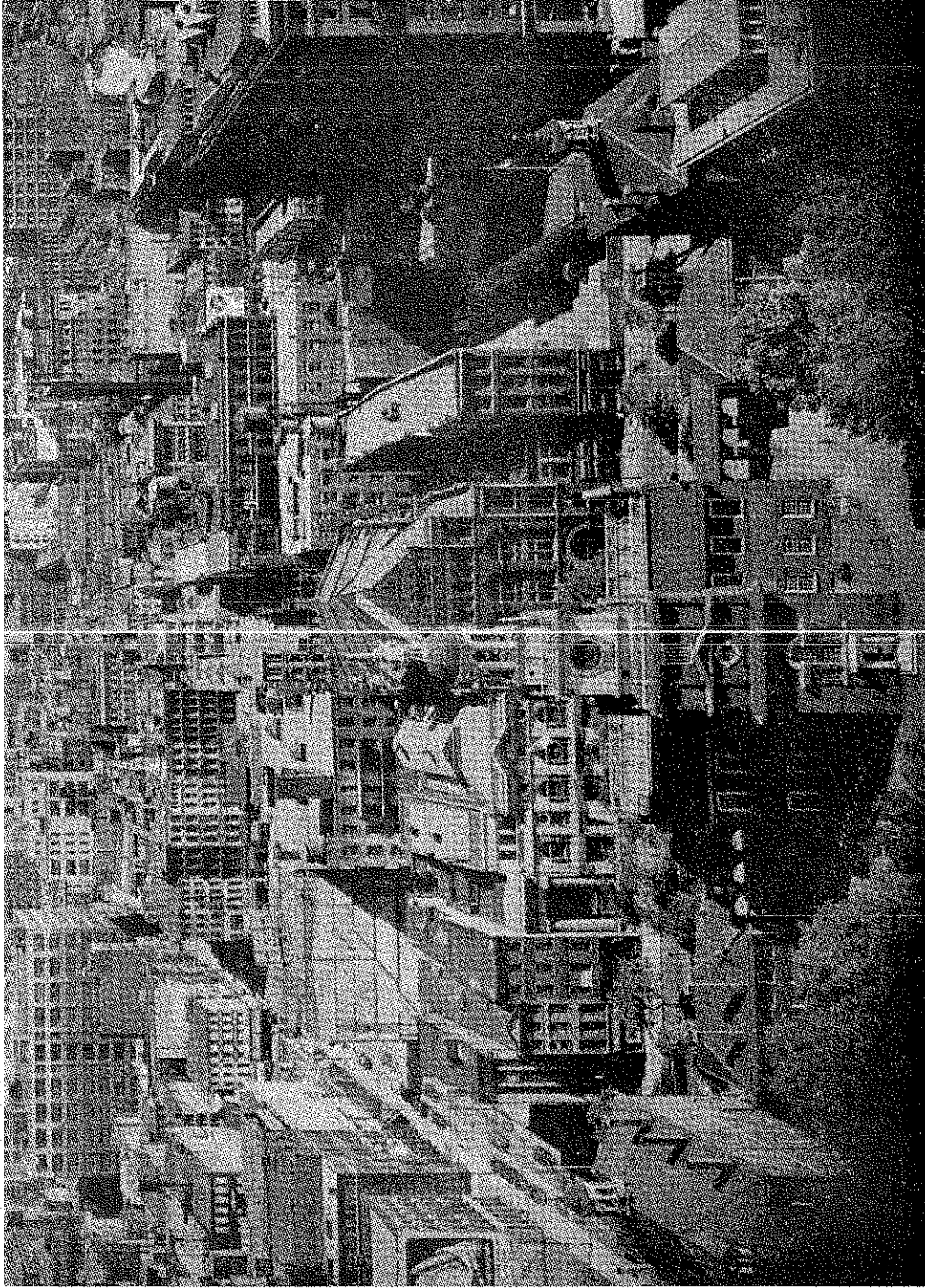
*For views of Independence Hall today, and of the Mall area,
see pages Seventeen and Eighteen*





Photograph by Pennsylvania State Department of Commerce

Independence Hall today, as seen from Independence Square



Courtesy of the Fairmount Park Art Association

View of Independence Square from the south, showing Mall area

