

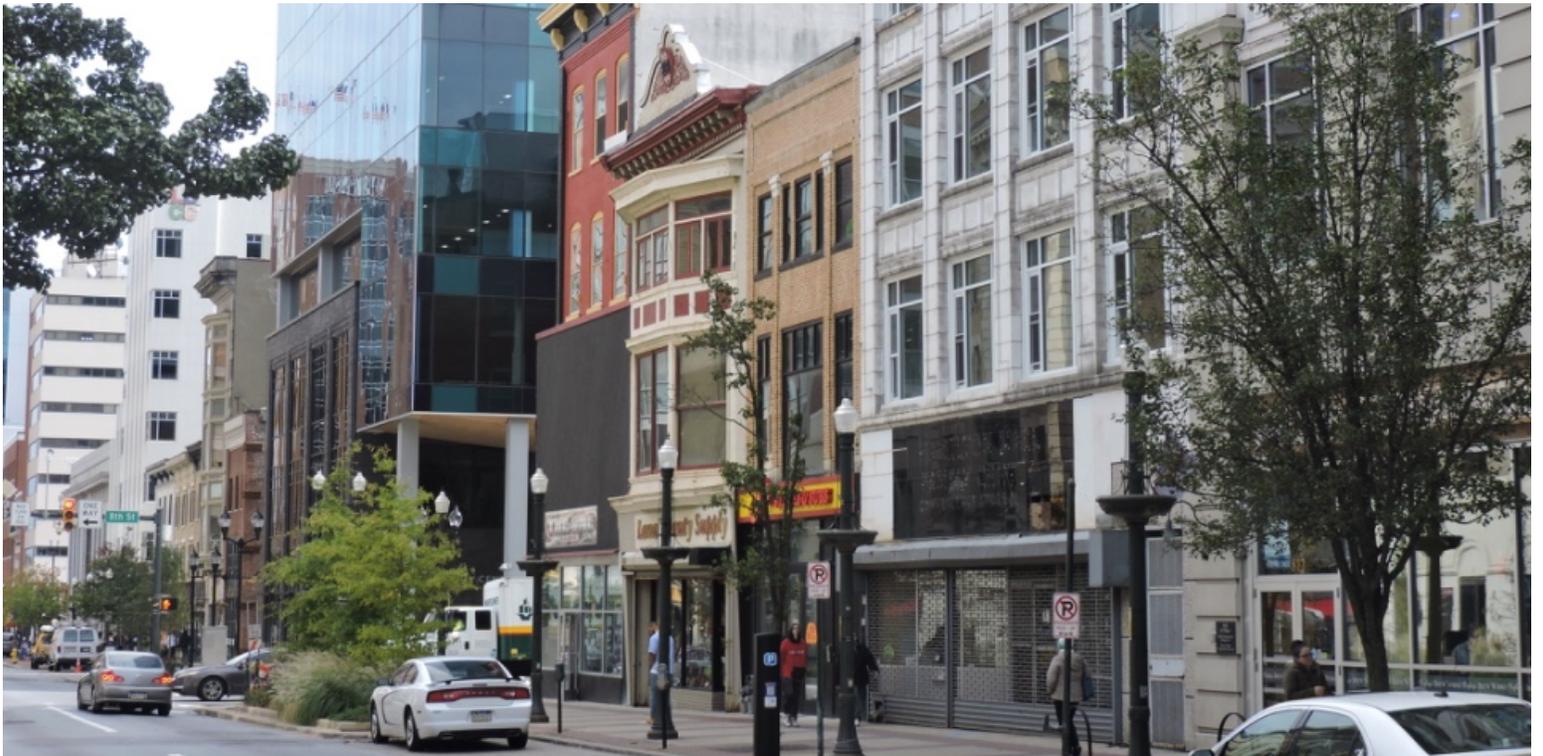


HISTORIC PRESERVATION PLAN

CITY OF ALLENTOWN

Allentown, Pennsylvania

Department of Community and Economic Development
Bureau of Planning and Zoning
December 2020



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Prepared for the
Department of Community and Economic Development
Bureau of Planning and Zoning
and Historic Architectural Review Board

Prepared by
Heritage Strategies, LLC
Birchrunville, Pennsylvania

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ACKNOWLEDGEMENTS

City of Allentown

Mayor's Office

Ray O'Connell, Mayor
Mike Moore, Communications Manager
Karen Lore, Executive Secretary

City Council

Daryl L. Hendricks, Council President
Julio A. Guridy, Council Vice President
Candida Affa
Cecilia Ce-Ce Gerlach
Cynthia Mota
Joshua Siegel
Ed Zucal

Department of Community and Economic Development

Leonard Lightner, Director
Thomas Williams, Operations Manager

Bureau of Planning and Zoning

Irene Woodward, AICP, Director
Jesus Sadiua, Senior Planner
Kaitlin Piazza, Historical Preservation Planning Officer

Advisory Groups

Historic Preservation Plan Task Force

Christian Brown
Milly Canalas
Nelson Diaz
Karen El-Chaar
David Evans
Lauren Golden
David Huber
Peter Lewnes
Ellen Roberts
Tom Yuracka

Historic Architectural Review Board

David Huber, Chair
Ellen Roberts, Vice Chair
Barry Brobst
Dan Sell
Particia Jackson
Michelle Olsen
Shane Fillman

**Workshop Participants and
Personal Interviews**

Steve Bamford
Dan Bosket
Christian Brown
Hannah Clark
Karen El-Chaar
Dave Evans
Miriam Huertas
Cory Kegerise

David Kimmerly
Peter Lewnes
Kelly Mcellroy
Sonny Novak
Mark Southard
Scott Unger
Christine Ussler
Frank Whelan
Bob Whitman
Tom Yuracka

Pennsylvania State Historic Preservation Office

Cory Kegerise, Community Preservation Coordinator - Eastern Region

Consultant Team

Heritage Strategies, LLC

Peter C. Benton RA
A. Elizabeth Watson FAICP

Richard Grubb and Associates, Inc.

Robert J. Wise



Birdseye view of Allentown, 1922 (Library of Congress)



CHAPTER 1 – INTRODUCTION AND SUMMARY

The City of Allentown has developed over more than two and a half centuries from a rural agricultural village into a major urban center – Pennsylvania’s third largest city – in response to broad national economic and social trends as well as strong regional influences. Through this transformation, each period of historical development has brought physical changes that are layered upon each other creating a rich tapestry of community character.

Today, Allentown’s layered character can be experienced and read through its mix of buildings, landscapes, and physical infrastructure. Allentown is a city of discrete neighborhoods blending one into another, each with its distinctive character and most reflecting multiple periods of change. Strong neighborhood character is at the root of the City’s appeal as an interesting and rewarding place to live. Neighborhood character is a central component in the City’s plans for the future.

CHARACTER AND DEVELOPMENT

Generally speaking, Allentown is the result of **three broad periods** of historical development each contributing different types of resources to the City’s composition. The first period extends from the City’s founding in 1762 through its post Civil War expansion. During this time Allentown grew essentially as a **large, country town**, primarily serving the surrounding agricultural region with developing industries and strongly influenced by its Pennsylvania German roots. The City’s initial physical layout of gridded streets, canal, early railroads, small brick Pennsylvania row houses, and riverside industries characterize this broad period, aspects of which can still be appreciated.

Allentown’s second broad period of development extended from about the 1870s into the post-World War II era and saw the City’s dramatic **expansion as a manufacturing and industrial center**. Allentown’s urban character matured during this period with the explosion of railroads, large manufacturing complexes, dramatic growth of surrounding working class neighborhoods of developer-built housing, and redevelopment of the City’s downtown core as a regional commercial center. Much of the City’s present character emanates

from this period due to the sheer extent of growth and expansion and the survival of so many buildings and neighborhoods. Much of this development was laid out and fixed in place by the early 1930s. Residentially, it was characterized by block-long banks of sturdy and appealing middle class brick row houses featuring raised front porches, upper floor window bays, and architectural flourishes at the cornice level.

The third broad period of the City's development extends from the decline of manufacturing in the late 20th century through the present, with the **transformation** of Center City Allentown; infill of housing in the outer neighborhoods; new highways; and suburban commercial, manufacturing, and residential expansion around the edges of the City's pre-1930s boundaries.

Acknowledging these broad periods of change and the evolving character of their physical development, this Historic Preservation Plan takes a **whole-of-city approach**, recognizing that the entire City is of historical interest and significance and that future change should take advantage of the distinctive character, attributes, and resources of each of the City's areas and neighborhoods.



Mid-19th century home in the Old Allentown Historic District

FOUNDATION OF THE PLAN

Strategies for promoting historic preservation in this Historic Preservation Plan are founded upon three considerations, each of which is addressed in chapters of the plan:

1. Understanding of the **types of historic resources** in Allentown and the degree to which they have been identified, recognized, and preserved;
2. The **planning context** for the City—how change is occurring, the City’s principal issues and challenges, the impacts of change on historic resources, and the role historic resources may play in citywide planning strategies and change over time; and
3. **Preservation approach**—the principles of historic preservation and how they may be applied to the range of issues, activities, and initiatives shaping change in the City.

The Historic Preservation Plan for Allentown is written in support of *Allentown Vision 2030*, the City’s 2019 Comprehensive & Economic Development Plan. The Historic Preservation Plan is *Vision 2030*’s historic preservation element and an integral part of the Comprehensive Plan’s implementation.

The Preservation Plan recognizes and is crafted to help realize *Allentown Vision 2030*’s approach, strategies, and recommendations—demonstrating the role of neighborhood character and the City’s historic resources in Allentown’s desired future.

Key Issues and Initiatives

Three sets of issues are driving major initiatives with direct relevance to historic preservation in Allentown:

Economic revitalization has been the central focus of City initiatives since the decline of manufacturing and downtown retail business in the 1970s. Initially, major revitalization efforts were undertaken seeking to breathe new life into the downtown commercial district, without success. Since the late 1980s, more successful projects involving the reuse and repurposing of former industrial sites were realized but without broad citywide impacts.

Significant and remarkable progress in the revitalization of Center City began with the establishment of the state legislated Neighborhood Investment Zone (NIZ) in 2009. Since that time, a number of major new office towers and other buildings have been introduced into Center City transforming and revitalizing the City’s downtown core.

The NIZ’s financial incentives have helped convince major companies to establish their offices in Center City, replacing former large commercial department stores as Center City’s economic foundation. A downtown urban chic aesthetic and complementary amenities have been the core marketing idea promoting the effort.

Major projects in Center City included construction of the PPL Center (2014) at Center Square, creating a regional draw downtown for sporting and

entertainment events. Projects continue to be undertaken, focusing at present on new residential apartment complexes aimed at increasing the number of young office workers living downtown. Additional redevelopment opportunities will be implemented along the Lehigh River Waterfront.

In Center City, redevelopment has resulted in a mix of new buildings and the rehabilitation of historic buildings creating a vibrant, aesthetically interesting place. Unfortunately, many historic buildings have been lost as a result. But this is not the first time that Center City has been redeveloped in its history. Remaining historic buildings contribute substantially to the quality and authenticity of the urban aesthetic.

Neighborhood revitalization has been of primary concern in neighborhoods surrounding Center City, where large scale demographic changes began in the 1970s and continued through the 1980s and 1990s. Many working class families abandoned Center City neighborhoods for the outer suburbs during this period, as manufacturing declined and the schools struggled. The characteristics of the neighborhoods' small Center City row houses were of diminishing appeal to the suburban oriented families. A significant number of the abandoned homes were then purchased at low prices by investors and converted to inexpensive apartments, threatening neighborhood cohesion and maintenance.

This converted housing attracted recent Latinx migrants from New York and Philadelphia, who over time became the dominant demographic group in the neighborhoods surrounding Center City. To a large extent, these new residents helped save these neighborhoods, infusing them with new vitality. Since the 1990s, their multi-generational presence has become a strikingly distinguishing component of neighborhood life.

Poverty and social issues have also been present. Allentown is considered an entitlement community by the federal government due largely to the income and social demographics of its Center City neighborhoods. HUD funding has been an important contributor to neighborhood revitalization initiatives and have included affordable housing, worker training, small business development, and education for both children and adults.

Local and regional non-profit organizations have been at the forefront of social programs and housing projects in support of neighborhood populations. Private donors, large businesses, and banks have been important contributors to these programs.

Historic preservation has also played a significant role in the revitalization of Center City neighborhoods. The designation of the Old Allentown Historic District in 1978, Old Fairgrounds Historic District in 1981, and West Park Historic District in 2000 has had a significant impact in recognizing and enhancing the authentic historic character of their neighborhoods.

The three local historic districts are the core of Allentown's historic preservation program. Old Allentown in particular includes some of the City's oldest residences from the City's earliest periods of historical development.

INTRODUCTION AND SUMMARY

The limited financial capabilities of residents within and adjacent to the local historic districts have presented challenges to revitalization efforts. High proportions of rental housing versus homeownership, limited investment in maintenance by landlords, and the limited capability of many homeowners to invest in their residences adversely impact the historic neighborhoods. The long term perseverance of Allentown's local historic district program has been an important and admirable effort and should be supported and continued.



Old Fairgrounds Historic District – Neighborhood revitalization is a central focus of City initiatives especially in lower income areas, both within and outside of local historic districts.

Allentown Vision 2030's Approach

An overview of *Allentown Vision 2030's* assessment, strategies, and recommendations is included in Chapter 3, *Planning Context*. Several of the Comprehensive Plan's big ideas provide a basis for considerations for an approach to historic preservation in Allentown. They include:

Emphasis on Community Character. *Allentown Vision 2030* places a strong emphasis on community and neighborhood character in its approach to urban systems and geographic areas of Allentown. Each area of Allentown is examined to understand its current character: places, policies, and programs that could meet community needs and how urban systems can improve quality of life for the community.

- This Historic Preservation Plan describes the existing character of each area based on its historic buildings and resources and encourages their appropriate treatment.

Support for Current Residents. *Allentown Vision 2030* embraces the City's current residents, especially those in neighborhoods of need. The Comprehensive Plan seeks to increase local employment, small business growth, and access to training and skill building. The plan seeks to improve the quality and affordability of healthy and safe housing.

- This Historic Preservation Plan supports these efforts and the mixed use nature of neighborhood businesses and residential areas. The Preservation Plan supports HUD funded housing and revitalization programs and seeks to infuse appreciation for authentic historic building character as a unifying element in revitalization efforts.

Attracting New Residents. *Allentown Vision 2030* supports the transformational Center City redevelopment program that has revitalized the City's core and is attracting new residents to work and live downtown.

- This Historic Preservation Plan promotes the incorporation of historic character as a central element of the urban aesthetic around which marketing of Center City revitalization is based.

Citywide Neighborhood Planning and Enhancement. *Allentown Vision 2030* is based on neighborhood planning as a catalytic action in implementation of the Comprehensive Plan. Neighborhood planning will allow the City to partner with local neighborhood and community groups to create, adopt, and implement targeted strategic initiatives to strengthen and enhance neighborhood areas.

- This Historic Preservation Plan enthusiastically embraces neighborhood planning as a primary means of identifying and implementing strategies for neighborhood revitalization.

Building Treatment – A Central Issue

Allentown has a high degree of historic integrity citywide, an important fact that should be the foundation for neighborhood and community planning. A primary issue and challenge for historic preservation in Allentown is the **appropriate treatment** of historic buildings and landscapes. Broadly speaking, buildings have not been well treated by property owners, both landlords and homeowners. Historic photos compared to current conditions show the degree to which the character of individual historic buildings has been often poorly treated.

As outlined above, neighborhood and community character is central to *Allentown Vision 2030's* approach to the City's future development. The principal point of this Historic Preservation Plan is that historic buildings and landscapes are a **central component** of neighborhood and community character. The Historic Preservation Plan emphasizes that recognition and appropriate treatment of historic buildings and landscapes should be considered and folded into all of the City's initiatives and activities.

Strategies for encouraging and improving the treatment of historic resources are the at center of this Historic Preservation Plan and drive the plan's vision and goals.



Treatment of historic buildings is a primary historic preservation issue throughout Allentown. Well intentioned but insensitive and inappropriate changes work against the inherent character of buildings and neighborhoods. Such changes include painting of historic brick, application of stucco brick-face and aluminum siding, replacement of historic porch features, and locations of satellite dishes and other utilities.

VISION

The following vision statement has been crafted for the Comprehensive Plan’s and Historic Preservation Plan’s approach to community character and historic preservation in Allentown:

Residents of Allentown recognize the central role that community character plays in the City’s identity and quality of life. Every neighborhood contributes through its distinctive characteristics – evoking sense of place.

As we build our economy and engage with our neighbors, we respect our diversity and acknowledge its strength. Our neighborhoods are communities of change. Through their character, they demonstrate how we have evolved over time, how we are moving forward, and how each layer of history enriches our sense of who we are. As we grow and adapt, we value sense of place and work to embrace the qualities of our past with those of our future.

This vision statement builds directly upon the vision statement included in *Allentown Vision 2030*, which informs the Comprehensive Plan’s mission and framework. The Comprehensive Plan’s vision statements are presented in four parts:

- **Economic Inclusivity** – In Allentown, anyone, regardless of their sex, gender identity, sexual orientation, place of birth, family, background, age, race, ethnicity, or other circumstances, has full, fair, and equitable access to labor markets, financial tools, entrepreneurship, and more generally, economic opportunity.
- **City as a Steward** – Allentown is a responsible steward of its citizens’ tax dollars, investing in projects that generate a return on investment through decreased social costs (e.g. health) and increased tax revenue from a more efficient use of land.
- **Diversity** – Allentown has long been a diverse city, but not everyone has always felt included. Allentown will be a city of welcoming neighborhoods. Allentown’s diversity is a strength, and as we head towards 2030 all people should feel welcome, respected, and safe in our community.
- **Community Empowerment & Collaboration** – Citizens have come together to contribute to Allentown Vision 2030, and their participation will ensure that the vision is brought to fruition. The city will facilitate this participation through new structures of engagement, guided, in part, by Allentown Vision 2030.

The vision statements, approach, and priorities of *Allentown Vision 2030* are fully adopted here, and recommendations complementing their implementation are presented in this Historic Preservation Plan.

GOALS

Five broad goals are identified below for the Historic Preservation Plan that together express how community character and related historic and cultural assets are interconnected with sense of place and quality of life in Allentown. These goals are embodied in the strategies and recommendations presented in subsequent chapters of the plan.

Goal 1 – Sense of Place

Historic preservation and community character are recognized as central to Allentown’s sense of place and quality of life.

This concept and goal is central to the Historic Preservation Plan. Allentown has developed and evolved over three centuries of growth and change, influenced by local, regional, and national forces. The distinct character of individual neighborhoods, streetscapes, and areas of the City is enhanced by the building and landscape features that are a result of these influences.

Change continues and becomes yet another layer, building upon, respecting, and enhancing what has come before. The concept of *Sense of Place* recognizes the contribution of historic assets of all kinds and from all periods to the richness of community character and quality of life in Allentown.

Goal 2 – Appropriate Treatment

Recognition of sense of place is fulfilled through the appropriate treatment of historic and cultural assets.

Recognition of the central role that historic and cultural assets play in neighborhood and community character leads to their appropriate treatment and care through regular maintenance and through respectful management when change is necessary. Decades of professional practice and experience have resulted in the development of principles and practices that can guide respectful change, preserving resources and their essential character. Such principles and practices should be incorporated into decision making at every level when change is happening.

Goal 3 – Outreach and Engagement

The City and its partners engage our diverse residents by conveying the value and significance of community character and heritage resources to our lives today and by providing leadership and support in their appropriate treatment.

Allentown’s diverse residents may be engaged in many ways that relate directly to their own neighborhoods, properties, and self interest as well as to the interests of the community as a whole. Through engagement, residents are encouraged and incentivized to recognize the historic character defining features of the community as critical assets, the cultivation and enhancement of which enriches their lives.

Outreach and engagement may be achieved through the support and enhancement of City programs and initiatives as well as through the private endeavors of business and non-profit partners.

Goal 4 – Historic Preservation Program

Allentown’s Historic Preservation Program aspires to be a model of best practices, making active use of available preservation tools and supporting a wide range of City initiatives.

Allentown’s Historic Preservation Program is well developed and benefits from the involvement of qualified volunteers and paid professional staff. Allentown should be further developed as a model of historic preservation activity – engaged and steady, taking advantage of available tools, deeply involved in the City’s growth and change, and utilizing available funding and grant programs.

The Historic Preservation Program has both ongoing and long-term components. Preservation contributes to the City’s growth, development, and well being. Continuing to make the Historic Preservation Program work and work well will be a strength and a testament to its value.

Goal 5 – City Programs and Processes

Allentown incorporates historic preservation values and perspectives into all City programs and processes making the enhancement of community character a core activity.

The vision statement and Goal 1 of the Historic Preservation Plan seek to emphasize the central role that community character plays in the City’s identity and quality of life. Goal 5 establishes that historic preservation values and perspectives should be a part of decision making for every municipal initiative and activity, even when the final outcome is contrary to preservation interests. Historic preservation principles are often easy to apply and result in better long-term outcomes. This goal is supported by many aspects of *Allentown Vision 2030*, the City’s 2019 Comprehensive Plan.



Quality of place in an urban landscape encompasses the entire streetscape – the street wall of historic buildings, building features relating to pedestrians, sidewalks, street trees providing scale and shade, and the roadway.

GUIDING PRINCIPLES

In addition to the vision and goals outlined above, the following guiding principles shape implementation of the strategies and recommendations outlined in the Historic Preservation Plan.

Authenticity: We recognize and value authentic historic places and the complexities that derive from the layers of change that have occurred over time.

Shared Stewardship: We collaborate in the care and appropriate treatment of our natural, historic, and cultural assets, respecting individual resources as well as the contexts in which they are found.

Quality: We promote and expect quality in all things. Work undertaken now should make a lasting contribution to the community and be worthy of the respect of future generations.

Best Practices: We foster a continuing process of upgrading to best practices in planning and stewardship.

Preservation Values: We seek to infuse historic preservation values and considerations into all public and private activities.

Accommodating Change: We recognize that change is often necessary, can be accommodated in ways that incorporate preservation principles, and can be leveraged to enhance historic neighborhoods, historic assets, and their contexts.

Community Respect and Inclusion: We value our neighbors and invite and encourage the participation of every person in community initiatives.

Balanced Perspective – We maintain a balanced perspective on every issue, respecting differing points of view, maintaining an atmosphere of civil discourse, and providing room for disagreement.

Economic Stimulation: We seek ways through which historic and cultural assets can support the City's economic prosperity.

Hospitality: We make visitors feel warmly welcomed within our community as a matter of principle as well as to the benefit of our economy.

Environment and Sustainability: We promote ecological and economic sustainability in our planning and our actions as the foundation of a successful community, including the preservation and rehabilitation of historic and cultural assets.

Long-Term Interests: We work in the best long-term interest of Allentown, its people, neighborhoods, natural and historic assets, and environment.



Late 19th century Victorian residence on 7th Street near Center City. Affluent residences like these were constructed along major streets in the vicinity of Center City as the City became more prosperous. They often replaced small, early 19th century brick row houses.

SUMMARY OF PRIORITY RECOMMENDATIONS

The preservation approach for Allentown’s Historic Preservation Plan is to be as broad as possible in considering what historic assets are; the roles they play in the community; and the ways in which they can be recognized, preserved, and enhanced. The plan seeks to strengthen public and private partnerships citywide and use whatever tools are available to achieve the goals of community enhancement through historic preservation.

This Historic Preservation Plan is organized into two parts. **PART ONE**—Chapters 2 through 5—are the core of the Historic Preservation Plan and outline the plan’s context, strategies, and recommendations for action. Within these chapters, conclusions titled as **Guidance** highlight existing documents and ongoing activities that are important to the City’s historic preservation program. Conclusions titled as **Recommendations** represent proposed new actionable items – specific new actions that can be taken to further support and enhance the preservation program. The Preservation Plan’s recommendations are numbered and listed together in Appendix C. In the list of recommendations below, the recommendation number is include in parenthesis at the end of the recommendation.

PART TWO—Chapters 6 through 9—relate directly to the Area Planning portion of *Allentown Vision 2030*, the City’s Comprehensive Plan, which outlines conditions, strategies, and recommendations for development and physical change in Center Allentown, East Allentown, South Allentown, and West Allentown. In Chapters 6 through 9, the Historic Preservation Plan describes the historical development and character for each of these areas. Conclusions in these chapters are listed under the title of **Preservation Approach** and include the application of guidance and recommendations from Chapters 2 through 5.

The following is a summary of priority recommendations presented in the Historic Preservation Plan. Please refer directly to the chapters for context, additional detail, additional recommendations, and area specific recommendations.

Certified Local Government

GUIDANCE: Actively maintain Allentown’s designation as a **Certified Local Government (CLG)** and participate in the PA SHPO’s statewide Certified Local Government program. (Chapter 4)

Maintaining Allentown’s designation as a CLG is an ongoing priority action which the City has been meeting on a yearly basis. As a CLG, Allentown has a higher likelihood of receiving a yearly allocation of federal historic preservation grant funding for inventories and other key projects as outlined in this plan.

Allentown’s Historic Preservation Program should be broadened and strengthened through implementation of recommendations outlined in this chapter of the Historic Preservation Plan.

Historic Architectural Review Board

GUIDANCE: Continue **current procedures and review processes** for proposed construction and alterations within Allentown’s local historic districts in accordance with the Historic District Ordinance. (Chapter 4)

GUIDANCE: Maintain a **close working relationship** with staff of Building Permits and Inspections in the resolution of code violations in a manner that respects HARB processes and historic district *Guidelines*. (Chapter 4)

Allentown’s HARB is the central organizing entity for the City’s Historic Preservation Program. In practice, the work of the HARB over the years has been of high quality and has positively impacted the character the City’s three local historic districts.

The HARB faces significant challenges in its work due to the size and complexity of the three existing local historic districts. Because of these complexities, it is not recommended that existing districts be expanded or new districts created unless initiated by local property owners (see Local Historic Districts, below). The HARB should continue to concentrate upon its current work. Because of the number of code violations that occur within the districts, it is important that the HARB and Planning staff maintain as close a working relationship with code enforcement staff as possible.



Local historic districts are the core of Allentown’s Historic Preservation Program. The buildings at left are within the West Park Historic District and at right within the Old Allentown Historic District.

Historical Commission

RECOMMENDATION: Consider establishing a **Historical Commission** separate from the HARB to focus on topics and issues related to historic preservation Citywide. Maintain a close, coordinated relationship with the HARB. (4.9)

Allentown's Historic District Ordinance gives the HARB some responsibilities typically associated with a municipal historical commission. However, as noted above, the HARB and staff are fully occupied with their responsibilities relative to the City's three local historic districts. Consequently, it is suggested that the City consider establishing a Historical Commission separate from the HARB to assist with issues and initiatives within the broader City.

The Historical Commission should participate actively in City governance and be integral to municipal activities, policies, and programs. As an advisory body, the Historical Commission should make sure that other City entities have the information and guidance they need to make informed decisions about actions that may have an impact upon historic buildings, structures, landscapes, and sites.

Local Historic Districts

GUIDANCE: Continue to implement the Historic Preservation Ordinance within the three existing local historic districts with HARB review of proposed changes to the exteriors of historic buildings. (Chapter 4)

RECOMMENDATION: Concentrate upon continuing to improve the **three existing local historic districts** rather than expansion or the creating of new districts. (4.5)

GUIDANCE Continue to **engage with and support** the Old Allentown Preservation Association, West Park Civic Association, and Jordan Heights Neighborhood Association as representative of property owners within the three local historic districts. (Chapter 4)

RECOMMENDATION: Establish a **program of incentives** for the rehabilitation and appropriate treatment of historic buildings within the three historic districts, perhaps working with local banks on a low interest loan program and small grants program focused on lower income property owners. (4.18)

Over the years, establishment of the three local historic districts has had a visible and substantial impact on the character of the neighborhoods within their boundaries. Homeowners have been attracted to the historic districts because of their character and the commitment to preserve historic building features and appearance. Active neighborhood associations have been created to organize and provide volunteer services to the neighborhoods.

Historic Resource Inventories

RECOMMENDATION: Undertake a **long-term program of inventory** of historic resources in Allentown in support of neighborhood and community planning as outlined in *Allentown Vision 2030*. Use the City’s CLG grants as a primary source of funding for the long-term program. (4.24)

Allentown lacks a comprehensive inventory of its historic resources. Despite having three local historic districts that were certified by the PA SHPO, only limited inventories of the districts have been undertaken.

Allentown should undertake a long-term program to inventory its historic resources. This would be a priority long-term project and would be a major focus for the use of future CLG grants. The purpose of the inventory is to better understand the City’s historic neighborhood resources in support of neighborhood planning and future growth and development. It will also help identify underutilized commercial and industrial buildings that can be repurposed for adaptive reuse.

The inventory should begin with the Allentown City Historic District identified by the PA SHPO and which encompasses most of Center City’s historic residential neighborhoods. Because of the size of the district, work will need to be undertaken in stages. Other priority areas should include the Hanover Street corridor, neighborhood of East Allentown, and neighborhood of South Allentown.

Conservation Districts

RECOMMENDATION: Establish a program for the designation of **Local Conservation Districts** in Allentown under the City’s Historic District Ordinance. Use the program to support neighborhood and corridor planning as outlined in *Allentown Vision 2030*. (4.29)

RECOMMENDATION: Encourage individual **neighborhood groups** to use the Local Conservation District program to protect the character of their historic neighborhoods. (4.30)

Conservation Districts are essentially local historic districts where a level of oversight is needed but where the treatment guidelines are simplified and can be acted upon on an expedited basis by Bureau of Planning staff under HARB oversight. Conservation Districts are used for vulnerable neighborhoods and areas where changes are occurring but where the complications of a full local historic district are not desired or warranted.

Priority areas for the designation of conservation districts include the Hanover Street corridor, neighborhood of East Allentown, and neighborhood of South Allentown.

Center City Revitalization

RECOMMENDATION: Within the Center City Hamilton Street corridor, establish as City policy that **remaining historic buildings should be preserved** and rehabilitated as part of the Center City urban aesthetic. Exceptions should only be allowed under extraordinary circumstances. (3.1)

RECOMMENDATION: Strengthen the **Hamilton Street Overlay District** review process in the preservation and appropriate treatment of historic buildings and building fabric in accordance with the Secretary of the Interior’s Standards for Rehabilitation. (3.2)

RECOMMENDATION: Prepare a **Master Plan for Adaptive Reuse** for existing historic buildings along Center City’s Hamilton Street corridor that applies the same level of thoughtfulness and creativity to the rehabilitation and adaptive reuse of remaining historic buildings that was given to the design of new buildings in *Downtown Allentown*. Incorporate the Master Plan into the planning and implementation of projects in Center City. (3.3)

Chapter 6, *Center City – Hamilton Street Corridor*, addresses recommendations within the Center City NIZ with respect to remaining historic buildings. Over the past decade, Center City has been redeveloped with contemporary office buildings and, more recently, apartment complexes that have revitalized Center City. In the process, a significant number of historic buildings have been lost.

This Historic Preservation Plan supports the NIZ and all it has accomplished. However, further loss of historic buildings should be avoided. The current mix of new buildings, authentic historic buildings, and art creates an extraordinary urban cultural aesthetic that is of great appeal. The various sizes and types of remaining historic buildings provide opportunities for different sizes and types of businesses. Going forward, the appropriate treatment of historic buildings should be an integral part of Center City’s urban character.



The mix of new and historic buildings along Hamilton Street in Center City Allentown creates a vibrant urban aesthetic.

Neighborhood Revitalization

RECOMMENDATION: Use **Neighborhood Master Plans** as a means of identifying existing conditions, assessing issues and opportunities, and implementing targeted actions for the revitalization and enhancement of Allentown’s neighborhoods. Use the planning process to engage residents and build support for neighborhood action. (3.14)

RECOMMENDATION: Work with **neighborhood associations** representing historic neighborhoods in Allentown in providing **information, workshops, and technical assistance** to property owners on the maintenance and appropriate treatment of historic properties. (4.43)

RECOMMENDATION: Include basic requirements for the **appropriate treatment of existing historic buildings** and building fabric within the Traditional Neighborhood Development Overlay District (TNDO). (4.31)

RECOMMENDATION: **Expand the area** of the Historic Building Demolition Overlay District (HBDO) to match the area of the Traditional Neighborhood Development Overlay District (TNDO). (4.38)

GUIDANCE: Continue to use the City’s HUD programs as a primary vehicle for the **strengthening, revitalization, and enhancement** of historic low income neighborhoods in Allentown in partnership with non-profit housing and community development organizations. (Chapter 5)

RECOMMENDATION: Support **non-profit housing and community development organizations** in the revitalization of Allentown’s low income communities. (5.9)

GUIDANCE: Consider implementation of a **coordinated City/non-profit** state authorized **Neighborhood Partnership Program** to attract corporate and private funding for revitalization of low income historic neighborhoods. Build off of existing NPP programs. Include the incorporation of historic preservation principles as a core element to enhance historic neighborhood character. (Chapter 5)

Recommendations for neighborhood revitalization are included in several chapters of the Historic Preservation Plan and are summarized here. Recommendations for the City’s Traditional Neighborhood Overlay District and Historic Building Overlay District are included in Chapter 4, *Allentown’s Historic Preservation Program*. Recommendations for the City’s HUD funding and work with non-profit housing and social organizations is included in Chapter 5, *Municipal Planning and Policy*.

Allentown’s Center City neighborhoods are the principal focus of the City’s neighborhood revitalization programs. A number of non-profit organizations partner with the City in the revitalization of historic low income neighborhoods, conducting a variety of programs that increase the availability of affordable housing, enhance neighborhood character, and provide training and assistance to residents.

INTRODUCTION AND SUMMARY

Allentown's non-profit housing and low income community development organizations are central to the revitalization and strengthening of the City's low income neighborhoods. Additional funding support and incentives are needed to assist non-profit organizations in meeting these preservation planning goals.

Conservation district level historic preservation standards should be employed throughout the City's historic neighborhoods to preserve and enhance neighborhood character, including low income neighborhoods, which are within the City's Traditional Neighborhood Development Overlay District (TNDO).



Neighborhood revitalization throughout Allentown's older historic neighborhoods is a primary long-term initiative involving both governmental and private sector investment. Upper left photo – East Allentown; Upper right – Fairview (South Allentown); Lower left – Old Allentown; Lower right – 1st Ward/6th Ward.

Code Enforcement

RECOMMENDATION: Acknowledge the importance of the City’s **property maintenance and inspection programs** not only for life safety but also with respect to the preserving historic neighborhood character, especially with regard to demolition by neglect. (5.12)

RECOMMENDATION: Establish and maintain a **close working relationship** between staff of Building Permits and Inspections and the Bureau of Planning in the resolution of code violations in a manner that respects HARB processes and historic district *Guidelines*. Establish a **formal structure** through which such coordination as a matter of regular process. (5.13)

RECOMMENDATION: Encourage maintenance approaches that **preserve historic building fabric and features** throughout the City and in accordance with the Secretary of the Interior’s Standards for the Treatment of Historic Properties. (5.17)

Allentown’s Bureau of Building Standards and Safety manages building code compliance in the City to help assure maintenance of affordable, decent, safe, and sanitary homes, apartments, and commercial structures for residents. The Bureau’s programs focus on life safety through compliance with building and property maintenance codes. While not directly related to historic preservation, code compliance has important impacts on historic buildings and neighborhood character.

Property maintenance programs help prevent demolition by neglect. The City’s maintenance standards and processes which help preserve the historic character of buildings and neighborhoods should be cognizant of and should encourage solutions in accordance with basic historic preservation principles.



Code enforcement becomes even more complex when historic preservation goals and principles are involved.

Allentown's Park System

RECOMMENDATION: Prepare and **updated Master Plan** for Allentown's park system recognizing the historical significance of its landscapes and features and using a cultural landscape approach to its assessment and treatment. (5.18)

RECOMMENDATION: Beginning with the Master Plan, undertake a long-term **historic resource inventory** of historic features within the park system. (5.20)

RECOMMENDATION: Prepare **cultural landscape reports** for historically significant parks within the system outlining the history, significance, condition, and guidelines for their future treatment. (5.22)

GUIDANCE: Continue to use appropriate **historic preservation treatments** in the maintenance, rehabilitation, and care of historic buildings, structures, and landscapes throughout the park system. Continue to use **qualified conservators** in the assessment of resources and qualified contractors in implementation. Follow guidance of the the **Secretary of the Interior's Standards for the Treatment of Historic Properties** and guidelines and treatments advised by the National Park Service. (Chapter 5)

The City of Allentown is nationally known for its park system. Allentown's extensive park system includes 40 individual sites located throughout the City. The park system as a whole is historically significant and includes a number of parks, landscapes, buildings, structures, and other resources that have been listed or determined eligible for listing on the National Register of Historic Places.

The Department of Parks is acutely aware of the historical significance of its parks and park resources. The Department's Parks Bureau retains qualified contractors for work on its historic resources and seeks information on historically appropriate treatments. However, no comprehensive inventory has been prepared for historic resources within the park system, and conditions assessments and treatment guidelines for historic resources are an ongoing need.



Allentown's park system is of historical significance in its entirety. The historic landscape in West Park is shown at left. The Bogert Homestead in the Lehigh River Parkway is shown at right.

Community Interpretive Presentation

RECOMMENDATION: Develop a **coordinated community interpretive presentation** telling Allentown’s history through specific stories associated with the City’s historic places, sites, resources, neighborhoods, and landscapes. (5.24)

RECOMMENDATION: Work with neighborhood associations in developing and installing **exhibits interpreting historic neighborhoods** as part of the community interpretive presentation. (5.29)

RECOMMENDATION: Encourage the use of **public art for interpretation** as a key component of the community interpretive presentation. (5.28)

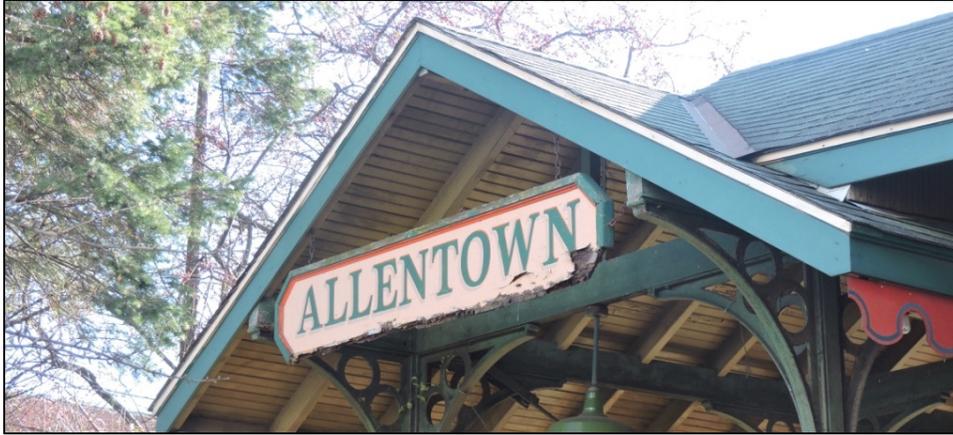
Allentown should consider implementation of a community interpretive presentation that tells the City’s stories through self-guided, outdoor exhibits, public art, online interpretive content, and printed brochures and related materials. The purpose of the interpretive presentation is raise public awareness about the City’s history and the special places that convey that history. It would also be a visitor attraction and a community enhancement for places that residents and visitors frequent.

The interpretive presentation should be undertaken in partnership with the local historians and the City’s existing visitor attractions, who have experience in public history and the design and production of interpretive exhibits. The presentation should be implemented at the City’s existing visitor attractions, historic park system, Center City Hamilton Street Corridor, 7th Street Main Street Corridor, and West End Theater District.

As part of the community interpretive presentation discussed above, consider the development and implementation of interpretive exhibits on publicly accessible sites telling the stories of individual neighborhoods. Interpretation and storytelling can be used to strengthen neighborhood identity and build support for the appreciation and appropriate treatment of historic buildings and resources.



Self-guided outdoor interpretive exhibits can be created in many forms. The sculptures at left interpret Revolutionary War leaders and are located in Morristown New Jersey’s center square. The wayside at right is in West Park.



CHAPTER 2 – HISTORICAL DEVELOPMENT & RESOURCES

Allentown's historical development is characterized in the City's physical growth and the types of buildings and landscapes that have evolved over time. Allentown grew outward from its cores in Center City and along the Lehigh River and Canal over distinct periods that are readily identifiable in historic maps and on the ground. The City's topography, river and stream corridors, industrial sites, and railroad corridors had marked impact upon that development. Chapter 2 provides a broad overview of the City's physical development as a basis for appreciation of the City's historic neighborhoods, corridors, and landscapes.

HISTORICAL WRITINGS

Allentown is fortunate to have an excellent history of the City that provides a comprehensive review of its development. *Allentown 1762-1987, A 225-Year History* is produced in two volumes and fifteen chapters that divide the City's history into various periods and discusses political, social, economic, and physical aspects of the City's story for each period. The summary of Allentown's historical development has been drawn largely from this source.

Allentown 1762-1987 was prepared by the Lehigh County Historical Society with contributions from twelve authors, each assigned separate chapters. The history was made possible by a grant from The Harry C. Trexler Trust. *Allentown 1762-1987* is an extremely important and accessible document that the City and its residents are fortunate to have.

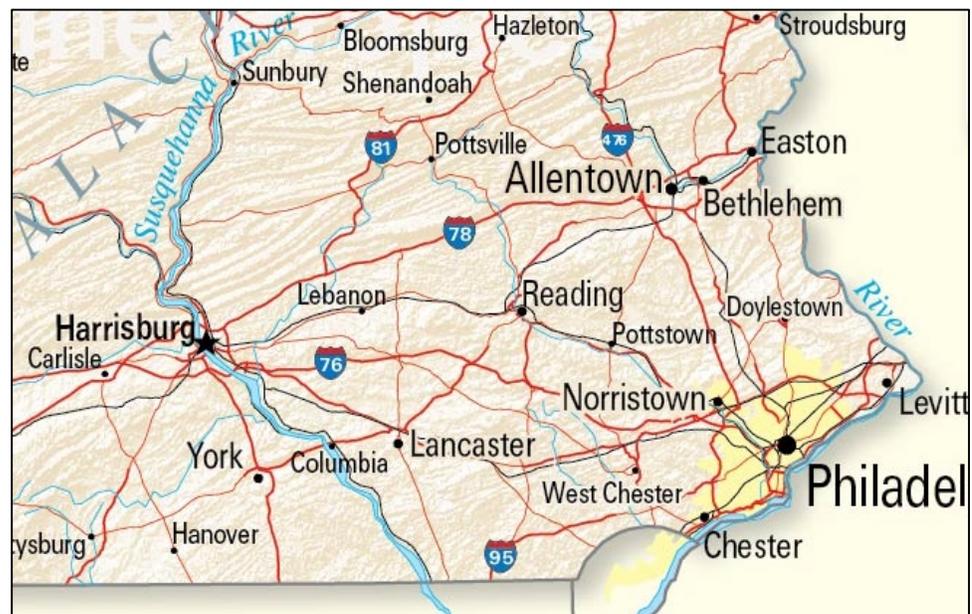
A more recent publication is *Allentown*, an Images of America production from Acadia Publishing. Written by Ann Bartholomew and Carol M. Front, *Allentown* uses the Images of America format to present and discuss historic photographs that illustrate the City's places and people. The volume is a handy and useful supplement to the 1987 history.

There is a need to bring the City's history up to date. The period from 1987 to the present has seen dramatic change in both physical and social development. Losses in industry, manufacturing, and commercial retail businesses have forced

Allentown to reestablish its economic base, with several interesting stops and starts. The movement of ethnic white working class families to the suburbs and the influx of Latinx and other ethnic families into Center City neighborhoods have dramatically altered the City's social makeup and driven a variety of programs and initiatives. These stories need to be told while they are still fresh.

A number of articles in the Lehigh County Historical Society Proceedings written by Robert Whitman brought aspects of the City's story up to 1997. Since then, no new articles have been written, and the Proceedings ceased to be published in 2006. Additional articles or a synthesis of the past thirty years should be prepared.

RECOMMENDATION 2.1: Prepare an **update of Allentown's history** from 1987 to the present as a continuation of *Allentown 1762-1987*. Use articles prepared covering 1987 to 1997 and prepare new writings weaving them together and continuing the history to the present.

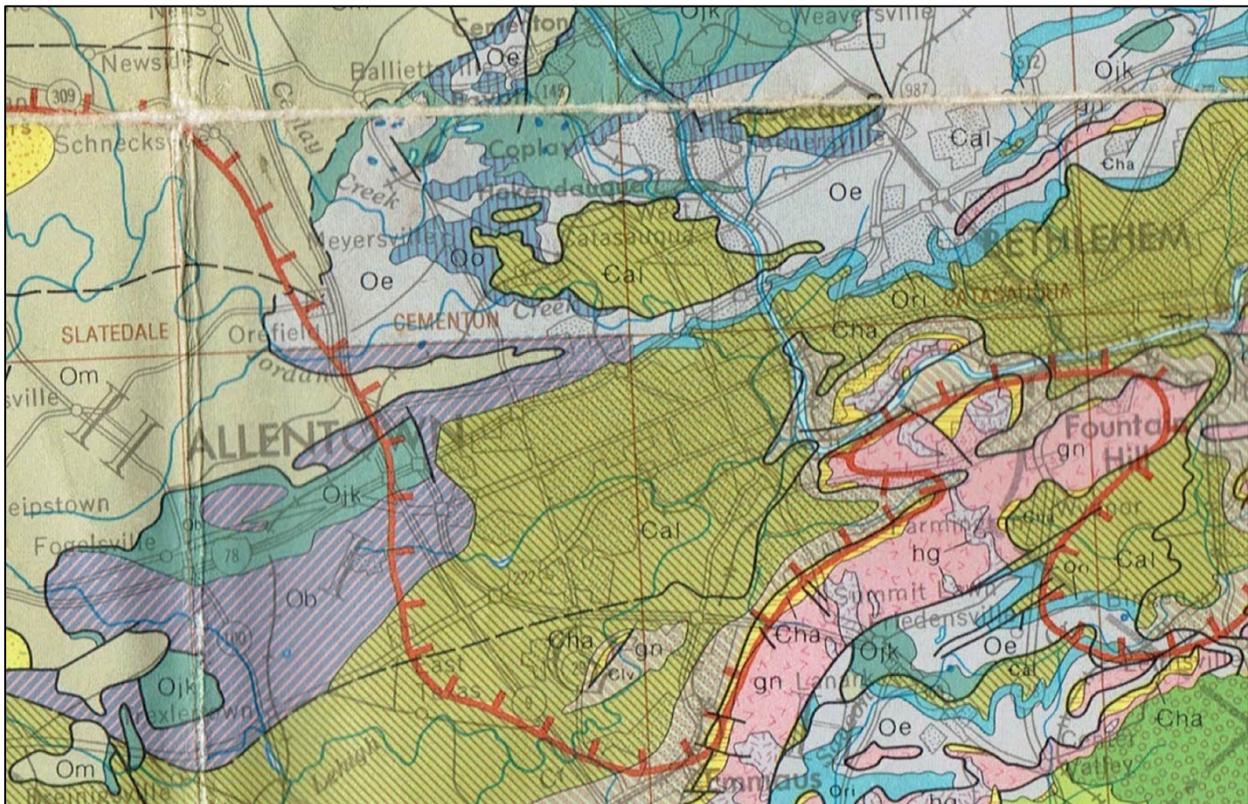


Allentown in relationship to other cities in Southeastern Pennsylvania

LANDFORMS AND WATERWAYS

Allentown is located on the southern edge of the Lehigh Valley portion of Pennsylvania's Great Valley, just west of the Lehigh River. Allentown's Center Square is sited at a high point directly west of the river, with Hamilton Street following a long ridge sloping down to the river. The City is located on a relatively hard geological formation of dolomite called the Allentown Formation (Cal) which comprises the southern edge of the Valley. To the immediate north and west are the softer, lower lying limestone formations that provide excellent agricultural soils, and beyond those are the slates and shales of the Martinsburg Formation (Om) that are also predominately agricultural.

Allentown's location provided easy early access to these agricultural areas west of the Lehigh River. To the south of Allentown are the high granite hills of the Reading Prong, shown in pink in the map below.



Detail, geology map of Pennsylvania – Allentown's Center Square is located just right of the center of the map in the green diagonally hashed area labeled "Cal." This green Cal area is of dolomite geology and is the south edge of the Lehigh Valley. The gray, tan, purple, and blue areas to the north are shales and sandstones and are the agricultural areas of the valley bottom. The pink area at the bottom right represents the granite hills of the Reading Prong. The Lehigh River flows south through the Valley and turns dramatically east when it hits the granite hills.

The Lehigh River flows south through the Valley and turns dramatically east when it hits the granite hills of the Reading Prong. Allentown's location adjacent to the river's turn provided a strategic advantage for its mid-19th century growth due to the Lehigh Canal and to the railroads that were laid out along the river. At Allentown, the railroads diverged to serve areas of the Valley to the west and north.

In addition to its geological location and proximity to the Lehigh River, Allentown's growth was also shaped historically by the creeks that enter the river where it turns to the east. Little Lehigh Creek forms a deep valley to the immediate south of the historic 19th century center of the City. Hamilton Street essentially parallels the west to east flow of the creek on the ridge above it.

Little Lehigh Creek impeded the southern expansion of the City and its floodplain provided space for industrial sites accessible to the railroad. The City's early water system was located here, the site of which is now Fountain Park. Cedar Creek, a tributary flowing west from Little Lehigh Creek, in effect became the City's western boundary and is now also predominantly park land.

Jordan Creek flows into Little Lehigh Creek less than a half mile from the Lehigh River. Jordan Creek flows from the due north and creates a long, narrow peninsula between itself and the Lehigh River which became the City's 1st Ward/6th Ward, an area of the City with distinct identity due to its separation. The north-south valley of Jordan Creek provided a location for water powered mills that spurred early growth within their vicinity.

The Lehigh River is most notable for the canal, railroads, and adjacent industrial uses. A low floodplain borders the west bank of the river which provided space for early railroads and industrial uses. The river was dammed near the Hamilton Street bridge, the only crossing of the river, creating slack water north of it facilitating access by canal boats to slips along the west bank serving industrial sites. To the south of the dam, the canal follows the east and then north bank of the river.

As the Lehigh River strikes the granite hills of the Reading Prong and turns east, its valley narrows with high hills and steep slopes on both sides, able to accommodate only the canal on the north side and railroad lines on both sides – no industrial sites.

The limestone ridge on the north side of the river also borders it on the east side before the turn. This steep limestone ridge on the east side of the river prevented the location of industrial sites here but was quarried for limestone with limestone kilns that were served by the canal and railroad.

As a consequence of the geological formations along the east, north, and south banks of the river, only the Lehigh River's west bank is accessible to the City. Formerly important for its industrial sites, the west bank is now being developed for office, residential, and recreational uses.

PENNSYLVANIA MARKET TOWN

In 1735, William Allen, merchant and entrepreneur in Philadelphia, purchased 5,000 acres near the Lehigh River including the tract on which he would eventually establish Allentown. By the 1760s, this portion of the Lehigh Valley had been settled sufficiently agriculturally to be in need of and to be able to support its own market town. At the time, no market towns existed within the region.

Responding to this opportunity, William Allen set aside a little over 700 acres from his holdings for the establishment of a town, which was named Northampton Town. The site lay in the wedge of land formed by the Little Lehigh and Jordan Creeks, west of the Lehigh River. The site was described as meadowland which the Indians had developed to encourage the proliferation of game. It lay along an east-west road that was surveyed in 1753 to connect the two new county seats of Easton and Reading. The new town site was accessible from farms and emerging villages throughout the valley west of the Lehigh River.

Town lots were surveyed in November 1761 and defined a 42-block area between present day Liberty and Union Streets (north-south) and 4th to 10th Streets (east-west). The Town Square was laid out on a high point of land at the intersection of today's Hamilton and 7th Streets.

The purchase of lots and construction of dwellings began soon after survey. The first deeds were issued in 1765. Tax records indicate that 13 taxable properties were present in 1762, 27 in 1765, 63 in 1768, 47 in 1773, and 93 in 1779.

A tax survey in 1782 records that 59 houses had been constructed in the town by that time. By 1798, 88 houses were present, a 40% increase. Most of the houses were two stories high and constructed of stone, log, or a combination of the two. Two thirds of the dwellings had a separate stable on their properties. As a market town, Northampton provided services and locally produced products to farms in the surrounding countryside. Most craftsmen had their shops in their homes.

The most significant historic features remaining from this early period are the town's siting and gridded layout of streets. The center of today's Allentown remains the center of the original town as does the street network. Only three historic buildings survive from this early period: Trout Hall, the Bogert Homestead (Hunter's Cabin), and Stone and Log House. All three have been preserved and restored.

Trout Hall was constructed by William Allen's son and heir, James, in 1770 as a summer home and is located in today's Allen Park at Walnut and 4th Street. In 1848, the residence was purchased for use by the Allentown Seminary. The house became the north wing of a larger Seminary building constructed in 1851 and 1854. In 1868, the property became the original location of Muhlenberg College and remained in use by the College until 1904, when they relocated to their current campus in West Allentown. In 1908, the City purchased the

property, and Trout Hall was restored in 1916-17 by the Lehigh County Historical Society with the removal of the Seminary and College additions.

The Bogert Homestead (c. 1741) and Stone and Log House (C. 1775) are both located in the City's park along the Little Lehigh Creek. The Bogert Homestead was restored in 1938, and the Stone and Log House was restored in 1940.



Trout Hall, the Bogert Homestead, and the Stone and Log House.

Northampton Town grew slowly in its early years. In 1811, it was incorporated as a borough and in 1812, with the establishment of Lehigh County out of the western portion of Northampton County, it was designated as the county seat.

Through the early 19th century, the Borough of Northampton remained a small regional center, a typical Pennsylvania market town and center of government serving the surrounding agricultural community. In 1810, the Borough had 710 residents. By 1830, it had grown to 1,757 residents.

Like most rural market towns of the era, the Borough was dependent upon wagon transportation across narrow county roads, limiting its potential for growth. A chain bridge was constructed across the Lehigh River in 1812, 530 feet long by 32 feet wide, replacing the ferry that had operated there since about 1766 and greatly facilitating access to the east. The bridge served the community until 1841 when it was destroyed by a flood. A stone bridge was constructed across Cedar Creek in 1814 which remains today.

BEGINNINGS – TRANSPORTATION REVOLUTION

Long term change came to Northampton Borough with the construction of the Lehigh Canal, whose primary purpose was the large scale shipment of coal from the developing coal region north of Blue Mountain to manufacturing centers such as Philadelphia and New York. The first, lower portion of the canal was constructed in two phases along the Lehigh River, linking Easton with Mauch Chunk. The first phase occurred in 1818-1820 and produced a one-way, downstream canal. The second phase occurred in 1827-1829 and created a two-way canal with a sophisticated set of locks and dams all along its route.

In addition to its primary purpose in transporting coal, the Lehigh Canal was a major force that transformed the use of land within the greater Lehigh Valley, particularly between 1830 and 1855. Surrounding farms benefited by being able to ship produce to urban markets such as Philadelphia by canal instead of by wagon. But also, during this period, entrepreneurs began exploiting the valley's

HISTORICAL DEVELOPMENT & RESOURCES

rich mineral resources – iron, zinc, slate, and limestone – which could be accessed within the vicinity of the canal and shipped in large volume. The regional economy thus began a transformation from agriculture to mining and manufacturing, a transformation that accelerated over the decades.

In 1838, the Borough of Northampton was renamed Allentown.

With access to a variety of raw materials as well as to a source of power in coal, and with the ability to ship finished products to other markets via the canal, locations such as Allentown began to grow as places of manufacturing. The mining and processing of iron ore was of particular significance and became a driver of Allentown’s economic growth. The first commercially profitable anthracite iron furnace was established along the river north of Allentown in 1841. The Allentown Iron Works was founded in 1846 on land along the river just east of the Borough and became a major factor in the local economy.

From Allentown east to Bethlehem and Easton, the Lehigh Canal borders the north bank of the Lehigh River. As the river turns northward toward the heart of the valley at Allentown, the canal continues to a point just above the bridge at Hamilton Street where a large dam was constructed. The dam created an area of slack water such that canal boats traveling north or south could leave the canal and enter the river. The area of slack water extended from the dam north to a point above today’s American Parkway bridge at Kimmets Landing Park where the canal begins again. The location of the dam and the canal features remain today, mostly as City park land.



The Lehigh Canal in Allentown’s Canal Park on the east side of the river.

Along the west bank of the river in the area of slack water, a river port was established that became Allentown’s first manufacturing area. An 1842 map, prior to the establishment of the Iron Works, shows the river port as a series of slips providing access to warehouses and coal yards. The river port was a transfer point for goods from the surrounding countryside for shipment to

Philadelphia or New York. Lots were platted out on the land west of the port – today's 1st Ward – and named Lehigh Port, which was outside of the Borough limits.

Between 1835 and 1855, the amount of tonnage transported by the canal increased dramatically. The shipment of iron ore, for example, increased from 1,490 tons in 1835 to 70,737 tons in 1855. Similar increases were seen for the region's other raw materials, including limestone, lime, and slate.

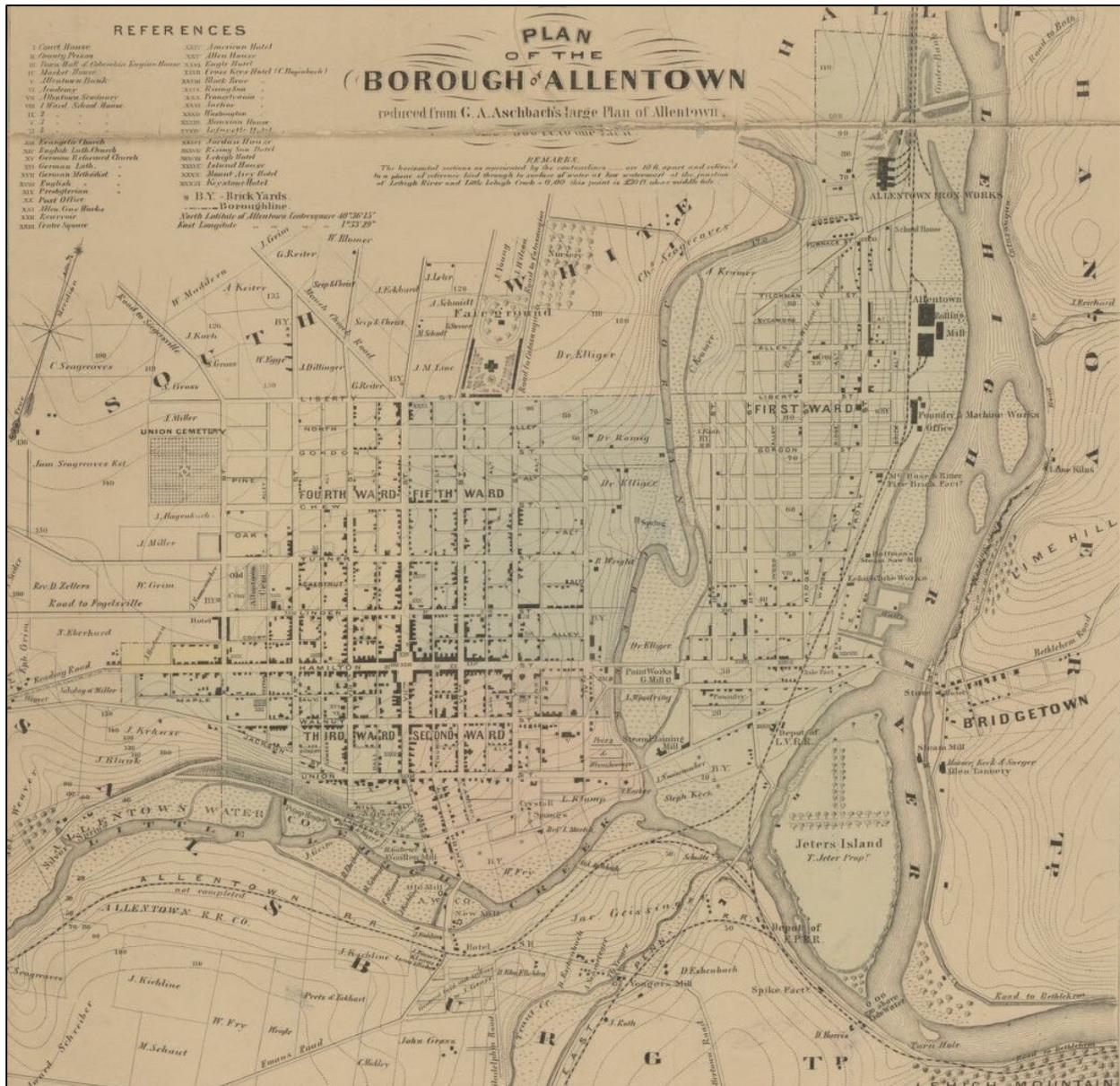
In 1852, Allentown's eastern boundary was extended to the Lehigh River annexing Lehigh Port. In 1860, the area of the Allentown Iron Works to its north – today's 6th Ward – was annexed as well.

Railroads reached Allentown in the 1850s and accelerated the revolution in transportation that would transform Allentown into a manufacturing center. The Lehigh Valley Railroad was constructed in 1855 along the south and west banks of the Lehigh River connecting Easton to Mauch Chunk. The Lehigh Valley railroad served Allentown's river port and the Iron Works. The East Pennsylvania Railroad was constructed between 1857-1859 connecting Allentown to Reading. From the Lehigh River, the East Pennsylvania Railroad follows the valley of Trout Creek southwest toward Emmaus.

In the 1840s and 1850s, Allentown became a center for iron furnaces, most prominently the Allentown Iron Works but others as well. By 1860, twelve anthracite furnaces were operating within the area. Iron ore was mined from surrounding farms, particularly along the base of the granite hills of the Reading Prong to the south where the chemical processes necessary to produce the ore were most favorable. Coal provided the fuel necessary to run the furnaces.

Between 1850 and 1865, the iron furnaces were complemented by the establishment of rolling mills, machine shops, and other manufacturing enterprises. By 1860, Allentown had 57 diversified industrial and manufacturing businesses and was in the early stages of its development as a manufacturing center. Types of manufacturing enterprises varied broadly from home shops, to small buildings, to larger mills. The Allentown Iron Works was atypical in its size and sophistication, use of steam power, and complexity of operation; but it was a precursor of what was to come.

Between 1840 and 1860, Allentown's population grew from 2,493 to 8,025 persons, a three-fold increase. The shift from an agrarian to an industrial economy was accelerating. The Borough of Allentown had developed two separate economic centers. The original town at Center Square and along Hamilton Street was a center of banking, retail, and wholesale trade and was surrounded by residential housing. The Lehigh River was a center for iron furnaces, mills, the railroad, and some workers' housing.



Detail plan of the Borough of Allentown from the 1862 G. A. Aschbach map of Lehigh County.

Industry and manufacturing moved up the valleys of the Little Lehigh and Jordan Creeks as well, with the construction of new housing between these valleys and the limits of the original town. The strength of Allentown’s German culture, so prevalent during the agricultural era, declined in the decades before the Civil War. New ethnic groups of Irish, German, and Welsh families were moving into Allentown to work in the furnaces and mills.

The 1862 Aschbach plan of Allentown shows the Borough in its early transitional stage of industrial and manufacturing development. On the broad scale, the plan shows the Borough’s boundaries extending from 10th Street on the west (a little further along Hamilton Street) to the Lehigh River on the east with an extension north along the river to include the Allentown Iron Works. North-south, the boundaries extend from Liberty Street to the Little Lehigh River.

Within these boundaries, the original town's street grid is established, with a new street grid added in the annexed area between Jordan Creek and the river. Beyond the grid, angled streets extend out into the countryside. The Fairgrounds, established in 1853, are located above Liberty Street beyond the Borough limits.

Along the river, the Lehigh Canal can be seen south of the dam near the Hamilton Street bridge and north at the location of today's Kimmets Landing Park, both providing access to the dammed water of the river port. The Lehigh Valley Railroad follows the south and west shoreline of the river, running adjacent to the river port.

The East Pennsylvania Railroad turns south from the river down the valley of Trout Creek connecting to Emmaus and Reading. The Allentown Railroad is shown extending west from the river down the valley of the Little Lehigh Creek and would have extended southwest into the countryside toward Reading but was never constructed.

Major industries include the Allentown Iron Works and Allentown Rolling Mill along the river. The slips of the river port are depicted with mills and warehouses in their vicinity. A limited number of planing, grist, woolen, and other mills and works are shown along Jordan and Little Lehigh Creeks. A tannery and mill are shown on the east side of the Hamilton Street bridge adjacent to the small village of "Bridgetown." The location of the Allentown Water Company is shown along the north side of the Little Lehigh Creek.

The 1862 plan shows relatively few buildings constructed in the fully platted area between Jordan Creek and the Lehigh River, mostly workers' housing apparently, with clusters in the vicinity of Hamilton Street and the the rolling mill.

The area of the original town is significantly developed, especially in the vicinity of Center Square and east-west along Hamilton Street. A significant number of buildings are constructed north-south along 7th Street as well, all the way north to the Borough limits at Liberty Street. The extent of Walnut Street one block south of Hamilton is more heavily built up than Linden Street one block north. Within the remaining blocks, a fair number of residences are constructed, but not densely.

It is not clear how many buildings remain from this period before and during the Civil War. Areas along Hamilton Street and the north-south blocks immediately adjacent have been redeveloped at least several times since this period. More of these early buildings likely remain on minor streets and alleyways than on the City's major streets. Their preservation was an impetus for the establishment of the Old Allentown Historic District in 1978.

While the dates of individual buildings have been researched by local historians and property owners, a comprehensive inventory of historic buildings within the area of the original town has not been undertaken and is recommended later in this plan. A particular focus should be the identification of buildings from the pre-Civil War period.



Date plaque in Old Allentown

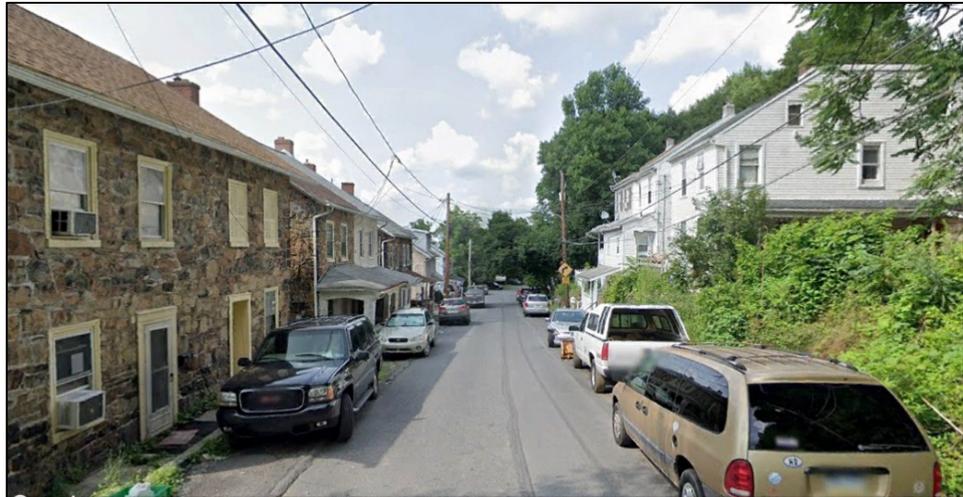
Wood framed residences dating to 1835 (top photo) and brick row homes typical of the 1850/1860 period (bottom photo) in Old Allentown

POST WAR GROWTH AND BUST

The iron industry that had begun to be a significant regional economic presence in the 1840s continued to expand in the decade following the Civil War, becoming Allentown's primary source of growth, prosperity, and wealth. The iron industry developed in the Lehigh Valley because of the availability of abundant raw materials in iron ore, limestone, and anthracite coal; presence of excellent transportation facilities in the canal and railroads; presence of a growing and capable labor force; and access to expanding national markets.

Allentown was reclassified as a city in 1867 as it continued to grow. The City's population grew to 13,884 by 1870, a 73% increase over the population recorded in 1860.

Through the late 1860s and early 1870s, new iron furnaces continued to be established in the Lehigh Valley and existing furnaces continued to expand. In the immediate vicinity of Allentown, the Lehigh Iron Company was established in 1868 and expanded in 1872 on the south shore at the bend in the Lehigh River. The company village of Aineyville was established beside it. Village houses remain along Constitution Drive in the City's 16th Ward. The Allentown Iron Company added a fifth stack in 1873.



Workers' housing along Constitution Drive associated with the Allentown Iron Company

Along with the iron works, the number of smaller firms producing finished iron products expanded in the City producing pipes, rails, water turbines, mining equipment, axles, car wheels, steam boilers, and steam engines. By the 1870 census, twenty-four firms were engaging in various forms of iron manufacturing, six in the production of pig iron, seven in forged and rolled products, and nine in casts. They employed 2,200 men, 60% of the City's manufacturing labor force.

Other types of manufacturing businesses expanded in Allentown as well. Shoe and boot manufacturing flourished in the City after the Civil War. Railroads continued to develop and consolidate, providing access to New York, Philadelphia, and Pittsburgh. The railroads enabled the large scale mining of slate within the valley's slate belt and the mining and production of cement in formations of high quality limestone.

HISTORICAL DEVELOPMENT & RESOURCES

The 1876 maps of the City of Allentown on the following pages show the extent of new growth and development in considerable detail in comparison to the 1862 map presented earlier. Particularly notable are the expanded number of railroads, including the construction of the Lehigh and Susquehanna Railroad on the north and west banks of the river, completed in 1867. Additional, parallel tracks were laid along all the existing lines.

Sidings and spurs provided access to adjacent manufacturing facilities along the river. New industrial and manufacturing buildings were added. Existing facilities expanded as well. In addition to new construction along the west bank of the Lehigh River, the construction of new manufacturing facilities in the vicinity of Union Street between Jordan Creek and the river is notable. The Lehigh Iron Company on the south bank at the bend in the river, mentioned above, is shown on the 1876 maps. Limestone quarries and kilns are also shown serving the iron industry, located along the east bank of the river and south of the mouth of Little Lehigh Creek.

Within the City, formerly lightly developed blocks in the 1862 map are densely built up by 1876. Major new buildings included a courthouse, prison, schools, and churches, which figure prominently on the map due to their size. Along Hamilton Street, larger new commercial buildings were constructed, more densely packed for a greater number of blocks than in 1862.

The outer edges of the developing City extended farther in all directions. On the east side of the river, the village of East Allentown has expanded along with the size of the adjacent tannery. On the south side of Little Lehigh Creek, the area at the top of the ridge which would become South Allentown was platted but not yet constructed.

Allentown's period of post-war expansion came to a sudden halt in September, 1873 with the failure of major banks in New York and Philadelphia. The Panic of 1873 soon turned into a depression that lasted about five years. Businesses closed, and unemployment soared. Allentown's banks remained generally solvent until 1877, when three banks closed.

The major hit to Allentown was the decline of the iron industry that first became evident with the Panic. When the economic crisis first ensued, the City's iron works slowed or closed briefly due to the lack of availability of cash. But they soon resumed production, at least partially. But the longer term prospects were bleak, and Allentown's iron industry experienced a gradual and painful decline.

The decline was due, first, to the growth of major new competing iron producing centers, especially Pittsburgh, which used coke for fuel and shipped large quantities of high quality iron ore from the Lake Superior region. The Allentown area's sources of iron ore were limited and poor by comparison.

Second was the emergence of the steel industry, also in Pittsburgh, using the Bessemer process to produce steel and steel products that displaced the lower quality types of iron products manufactured in Allentown. The Bethlehem Iron Company invested in the Bessemer process, producing its first steel rails in 1873, but the writing was on the wall for the smaller, local iron works in the Allentown vicinity. The Allentown Iron Company, the City's economic driver in the mid-19th century, went out of business in the 1890s.



Matching sections of the map of the City of Allentown from the 1876 Atlas of Lehigh County by F.A. Davis. This map is an important resource in illustrating the nature and extent of the City's development by this period. The map shows the railroads, canal, and growing manufacturing sites that were fueling Allentown's economy.



It shows the platting of streets and the expansion of residential development in detail. The map can be used to understand and draw conclusions about the City's physical development. It is also a resource to be used in the inventory of historic neighborhoods and identifying buildings from this era that still exist today.

REINVENTION – CENTER OF MANUFACTURE

With the decline of the iron industry, Allentown’s economic foundation for three decades, City leaders realized the danger of dependence upon a single industry. Out of the turbulence of the 1870s, a new economic strategy led to the beginnings of a new era that lasted almost a century.

A new generation of City leaders emerged, replacing the older generation of economic leadership that had held sway since the 1850s. The new strategy focused on diversification of the economic base by attracting a wider diversity of new industries, each on an individually smaller scale.

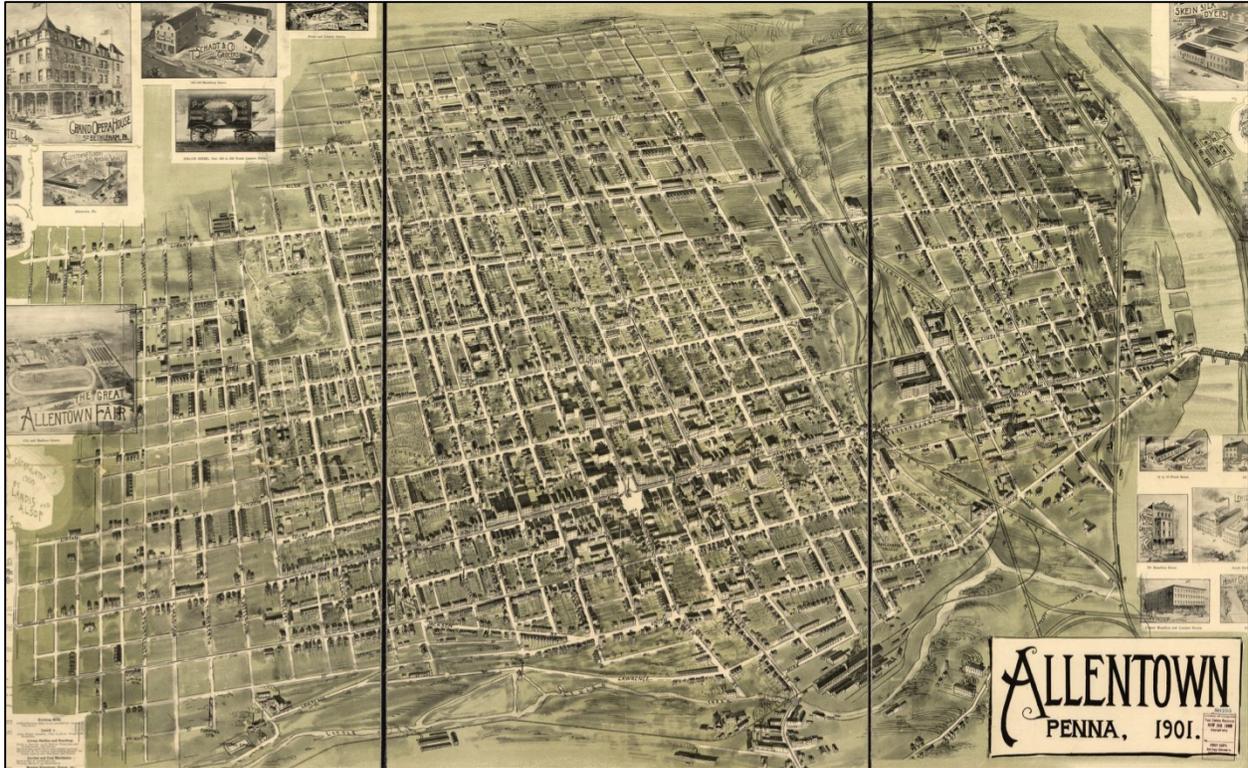
In 1881, the new leadership organized local financing to attract the Adeline Silk Mill to the City, the first of a number of silk mills that together became a major component of the new economy in the early 20th century. In 1886, they attracted the Pioneer Mill and Iowa Barb Wire Company, which later grew into the American Steel and Wire Company. Other new businesses attracted included furniture factories, cigar manufacturing, and spinning mills. The City’s already successful shoe factories expanded as well.

The new strategy was successful. By 1900, Allentown’s population had grown to 35,416 persons. Expansion of the City’s manufacturing activity had a positive impact on the City’s downtown retail and commercial center. In the early 20th century, Allentown developed into a regional commercial center of larger and expanding retail stores. The City had two strong economic sectors upon which to depend — manufacturing and commerce.

As manufacturing expanded, new workers were attracted to the City and new housing was needed. Allentown continued to expand outward, especially to the west but also to the east and south. New construction appeared throughout the City providing work for building trades, planing and saw mills, and brickworks. Many new row houses were constructed along with stores, firehouse, schools, and other buildings.

Allentown’s most expansive period of growth occurred between 1900 and 1917, culminating in the era of World War I. In 1900, Allentown still had no paved streets; Hamilton Street at Center Square was paved in 1908. Forty miles of paved streets had been constructed by the end of 1916. Allentown was slow to expand its municipal infrastructure of water, sewer, and other services which were much in need by 1910, when the City was clearly becoming crowded. By 1917, the City had constructed thousands of new buildings, roads, bridges, and other infrastructure.

Allentown had implemented a horse drawn street railway system in 1867 that began to link outer reaches of the expanding City and make commuting to work possible. In 1891, an electric streetcar system was introduced, and it was substantially expanded in 1893. In 1905, the Lehigh Valley Transit Company was started and became a major influence within the City. 155 miles of track had been laid by 1915. The streetcar system facilitated the expansion of the City until it was overtaken by the automobile era.



Bird's eye view of Allentown in 1901 – note the increased railroad and manufacturing development along the Jordan and Little Lehigh Creeks.

Allentown implemented its first building code and inspection bill in 1908. The code mandated that no combustible material be used for wall sheathing. A fire zone was established in the City's business district west to 11th and Walnut Streets. No wood frame buildings were permitted.

Silk mills continued to be an important component of Allentown's economy in the early 20th century. Twenty silk mills were in operation by 1917. The City also had ten shoe factories, seven furniture factories, and others.

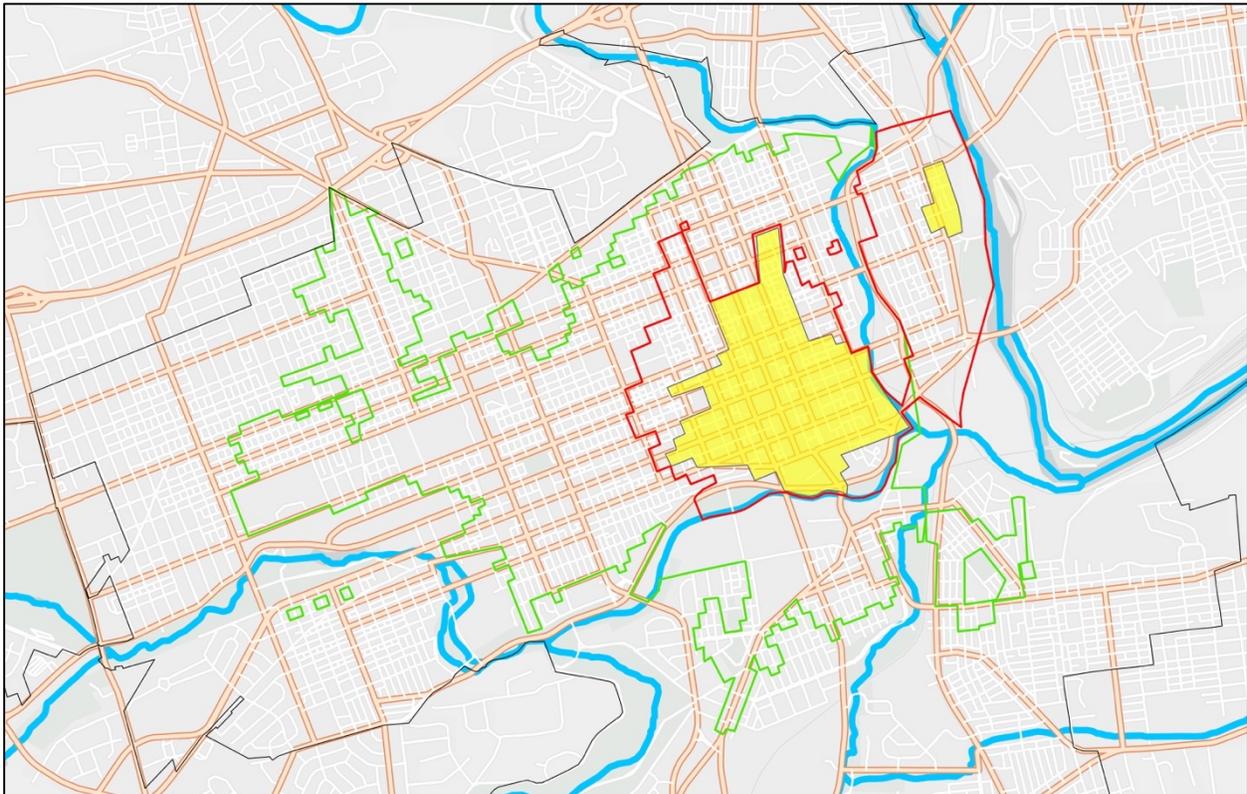
Two of Allentown's landmark businesses were founded in the early 1900s. The Traylor Engineering Company was established in 1902 to manufacture mining equipment and other products. The Mack Motor Company moved to the City in 1905 from Brooklyn. Both grew into major manufacturing entities for which Allentown became famous. Both established and expanded their facilities along the Little Lehigh Creek in South Allentown creating a new manufacturing area of the City leading to the growth of housing in South Allentown. The enormous 8th Street bridge was completed across the valley of the Little Lehigh Creek in 1913, linking Center City with South Allentown.

West Park was created in 1904 and completed in 1908 in the vicinity of 16th Street as an area of high end middle class housing. The 12th Ward of South Allentown in the vicinity of Lehigh Street was annexed into the City in 1907. The 14th Ward of East Allentown was annexed in 1911, expanding the City's boundaries east of the Lehigh River. Subsequent additional annexations took

place in the 1917-1920 timeframe, including the 15th Ward, the eastern portion of East Allentown, and 16th Ward, the eastern portion of South Allentown.

In West Allentown, the subdivision of Muhlenberg Manor between Greenwood Cemetery and Muhlenberg College was developed in 1917. College Heights in the vicinity of the College was developed and was annexed into the City in 1924. Hamilton Park (200 lots) and Greater Hamilton Park are located west of Cedar Creek. They were laid out and offered for sale in 1915 and were annexed into the City as the 18th Ward in 1930.

The City's biggest building boom occurred in 1916-1917. Over 750 buildings were constructed. Rows of new homes were developed in the 10th and 8th Wards north of the original town. In Center City, merchants worked to improve infrastructure and appearance by moving overhead wires to rear alleyways, installing lights, removing street awnings, and removing projecting steps. The City established a municipal Planning Commission in 1915 to lead municipal planning and improvements. Allentown's population grew from 35,416 in 1900 to 73,502 in 1920, more than doubling its size.



Growth of Allentown over seven decades – yellow shows the size of the City on the 1862 map; red shows the extent of the City on the 1876 map; green shows the size of the City on 1932 Sanborn maps. MAP BEING REVISED

The set of 1932 Sanborn maps for Allentown show the extent of the City's growth at a critical point in its development. During the 1920s, growth was more limited than that which had occurred up to World War I but it was of similar character. During the Great Depression of the 1930s, little new private

HISTORICAL DEVELOPMENT & RESOURCES

development occurred. After World War II, growth continued but was more suburban in character, much different than that from before the Depression.

The 1932 Sanborn maps, therefore, mark an important transition in the type of buildings that were being built. Most iconic in the 1900-1930 era of growth was the block-long construction of row houses constructed by developers. These blocks of row houses appeared throughout the City. They are characterized by brick exteriors, raised front porches, second floor window bays, and architectural flourishes. After 1930, these types of row houses were no longer constructed. For historic preservation purposes, the 1932 demarcation is an important turning point.



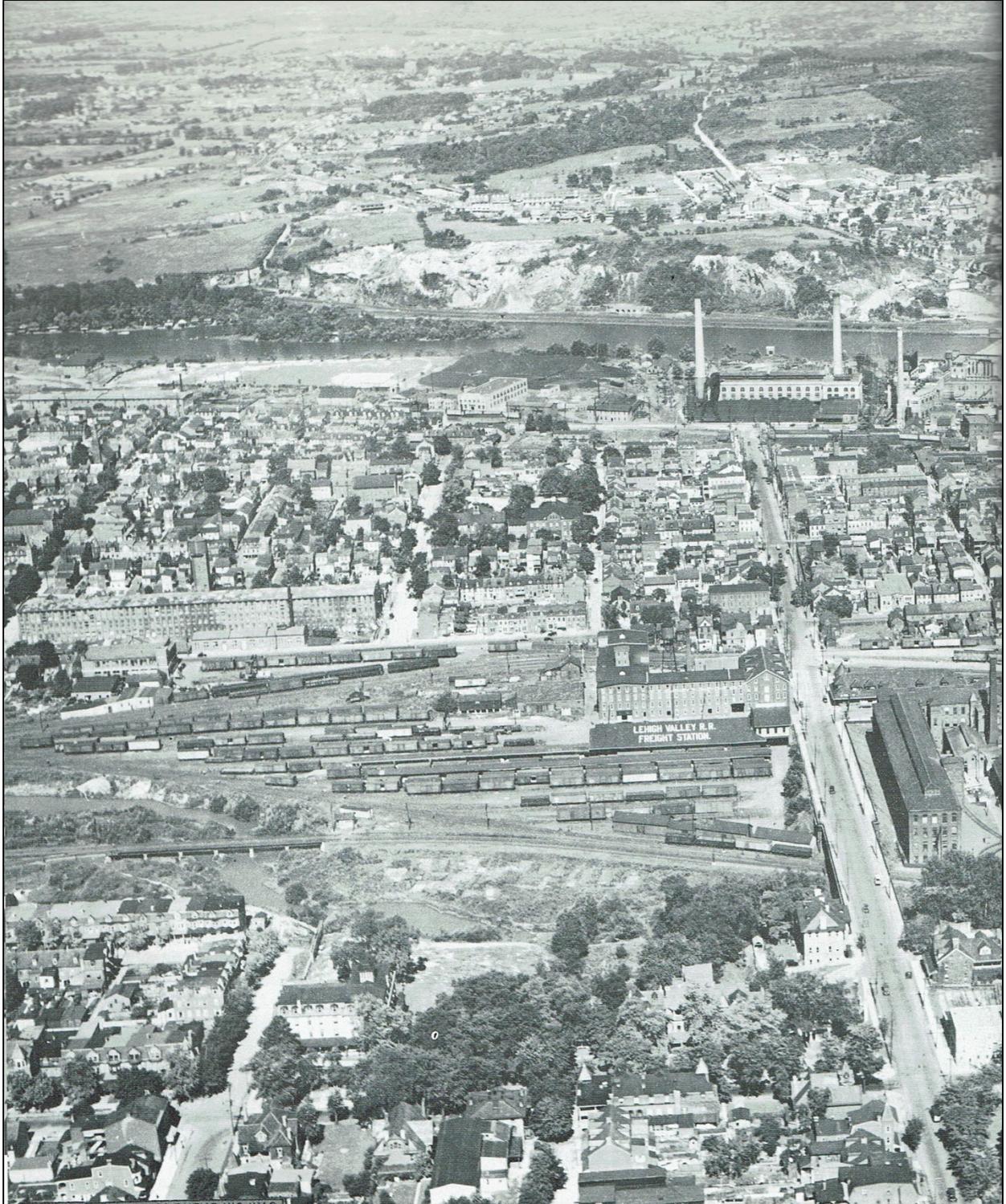
1932 Sanborn map of South Allentown showing the International Motor Company (Mack Trucks) plant along the Little Lehigh River and blocks of row houses and twins constructed primarily for plant workers. The 8th Street bridge is at left.



The 8th Street bridge (left) and iconic early 20th century row houses in South Allentown (right)



Aerial photograph of South and West Allentown in 1925 looking to the west. At bottom is Traylor Engineering Company's manufacturing plant in South Allentown. Above the Little Lehigh Creek is the West Walnut Street neighborhood extending west to the vicinity of 18th Street and with largely undeveloped countryside beyond. Today this countryside is fully developed. (Allentown 1762-1987)



Aerial photograph of 1st Ward and East Allentown in 1925 looking to the east. At bottom right is the Linden Street bridge crossing Jordan Creek and adjacent railroad lines. Note the multiple mills. In the middle of the photo is fully developed 1st Ward with the Lehigh River beyond it. The top of the photo shows East Allentown only lightly developed by this date. Hanover Street winds through the countryside from right to left. A steep ridge with limestone quarries are visible on the east side of the river. (Allentown 1762-1987)

REINVENTION – LATE 20TH CENTURY DECLINE AND EARLY 21ST CENTURY REDEVELOPMENT

Allentown's population had been growing at a rate of about 40% per year in the decades of 1880s through 1920s due to the City's manufacturing expansion and the resultant influx of new workers. During the 1920s, this rapid rate of population growth slowed to 25%, and during the Depression decade of the 1930s, it slowed to 4.7%.

During World War II, Allentown's industries were active in the war effort and expanded to meet the nation's needs. Several new residential neighborhoods were constructed specifically to meet the needs of new workers. Following the war, the City remained a vibrant economic center. Manufacturing boomed in the immediate post-war years, and the general prosperity extended into the 1960s even as dramatic demographic changes were occurring. Allentown's population grew by 10% in the 1940s and then leveled off, remaining steady at about 106,000 to 109,000 into the 1970s.

A well known example of Allentown's continued manufacturing prosperity following the war included the opening of the Western Electric plant on Union Boulevard in 1947 for the production of television tubes and then transistors in the early 1950s. This facility later became famous for its development of Blue Tooth technology in the early 21st century.

Route 22 was constructed north of Allentown in 1951-1952 geographically becoming a northern boundary for the City's growth. The Route 309 bypass west and south of Allentown was completed in 1958 and opened up easy access to land for additional manufacturing facilities along Lehigh Street, facilitating expansion of South Allentown. Convair Field was constructed in 1943 in South Allentown as part of the federal government's significant wartime manufacturing effort in the City. In 1962, the airfield was expanded to become the Queen City Municipal Airport.

Mack Trucks, among the City's largest employers and by the 1950s inextricably intertwined with the City's identity, continued to produce in the 1940s and 1950s. In the late 1960s, the company was revitalized and recommitted itself to Allentown, expanding its large plant on South 12th Street and constructing its new World Headquarters near the plant in 1970. The City responded by building a new four-lane boulevard adjacent to the plant and headquarters connecting 8th Street in South Allentown with Emmaus Avenue, eventually naming it Mack Boulevard. Mack employed 4,000 people in the plant, and new housing was constructed throughout the immediate vicinity.

The construction of new housing in the post-war years included the infill of streets and blocks in East and West Allentown that had been platted in the 1920s but never built out. It also included the development of new residential suburbs around the City's edges of North, West, and South Allentown. In East and West Allentown, the new residential construction in previously platted but largely undeveloped blocks resulted in neighborhoods of homes of mixed periods. Homes built in the 1920s stood side by side with new homes

constructed in the 1950s and 1960s. Around the edges of pre-war neighborhoods, existing street grids were extended for the construction of new houses, often modern one-story brick ranch houses, a pattern that can be seen in North, South, East, and West Allentown.



Post-war housing in South Allentown. At left, single family homes constructed on streets extended from adjacent historic neighborhoods. On right, multifamily homes off of Mack Boulevard.

Unlike in the pre-war years, post-war development was predominantly automobile oriented. The City's last remaining street trolley ceased operation in 1951. Suburban townships around the City saw significant growth of both residential and commercial development in the post-war years, directly competing with the older pre-war City core.

Despite the optimism felt by the late 1960s' recommitment of Mack Trucks to Allentown, the decline of manufacturing and shift to service businesses prevalent throughout the Northeast began to be felt in the City and to impact its manufacturing sector. Allentown's industrial base began to be undermined as outdated plants and mills closed; companies merged, were bought out, and were relocated; and new modern manufacturing facilities were constructed outside of the City. The new highway network including Route 22, Route 309, and later Interstate 78 facilitated the regional transformation to a suburban based economy. New suburban industrial parks along the highways drew manufacturing businesses out of the City and attracted new businesses relocating to the area.

The Neuweiler Brewery closed in 1967 followed by Allentown Steam Heating and Power in 1967. Mack Truck, sold to a national conglomerate, closed its Manufacturing and Machine Shops 3 and 4 in 1985, and announced it was moving its entire Allentown operation to South Carolina in 1986. Other manufacturing plants closed as well. Over the last quarter of the 20th century, nearly half of Allentown's industrial jobs were lost.

As Allentown's manufacturing sector declined in the 1970s through the 1990s, its retail commercial sector struggled as well. New automobile oriented commercial construction in the surrounding suburbs began to compete with Allentown's downtown retail center.

Whitehall Mall, the region's first enclosed mall, opened along MacArthur Boulevard in Whitehall Township in 1967. In 1976, the Lehigh Valley Mall opened north of Route 22. Through the 1950s, 1960s, and 1970s, new automobile oriented retail businesses were developed along all of the region's major suburban commercial connector roads.

Downtown Allentown's retail dominance declined. The City and its commercial businesses responded to the suburban competition in 1972-73 by creating Hamilton Mall, redesigning Hamilton Street to make it pedestrian friendly and constructing glass-topped covered walks. Large areas of blocks adjacent to Hamilton Mall were torn down for parking. Despite the impressive effort, it was ultimately not successful. Well known prominent stores began to close and be replaced with stores whose customers were less affluent. Two of the City's major department stores closed by 1990. Allentown's flagship Hess's Department Store was sold in 1994 and closed in 1996.

Demographic changes occurred in downtown neighborhoods during the 1970s, 1980s, and 1990s as well, as City leaders focused on saving the Hamilton Street commercial corridor. Working families that had been employed in surrounding manufacturing facilities moved out of the City to more spacious suburban neighborhoods as the City's manufacturing declined. Row homes in Center City neighborhoods sold cheaply, often to speculators and landlords who converted them to low rent apartments. Homeownership and resultant investment and commitment to the neighborhoods declined, particularly in the small row home neighborhoods of Old Allentown, Jordan Heights, and 1st Ward/6th Ward.

New Latinx residents were attracted to the City from New York, Philadelphia, and Puerto Rico by the availability of housing and the low rents. Over the three decades of the 1970s through the 1990s, the demographics of the Center City residential neighborhoods were transformed. In a sense, these new residents saved these neighborhoods simply by occupying them and through their vibrant cultural expression. Allentown's Latinx population has become a cultural fixture of the City and remains concentrated in the Center City neighborhoods.

Allentown's efforts at revitalization continued into the early 21st century. The Allentown Economic Development Corporation successfully redeveloped abandoned manufacturing facilities such as the Mack Trucks Plant 4A in 1989 and Plant 4 in 1994. Efforts gathered momentum in the early 2000s in Center City with the rehabilitation of the Donley Center in 1997, the former headquarters of Lehigh Cement; the redevelopment of PPL Plaza in 2003 with a new eight story office building on the site of the former Hess's Department Store; and redevelopment of the Butz Corporate Center in 2006 on the 900 block of Hamilton Street.

Center City's continued transformation, however, was facilitated with the establishment of the state legislated Neighborhood Investment Zone (NIZ) in 2009. Successfully passed through the legislature by State Senator Pat Browne, the NIZ provides significant tax incentives for businesses developing large scale projects and relocating in Center City. The original legislation was tailored only to Allentown but has since been adapted by the state for application to other urban centers.



Portion of the repurposed Mack Truck plant in South Allentown

Since establishment of the NIZ, a number of significant new large scale redevelopment projects have been completed, transforming and revitalizing Center City Allentown. Projects included construction of the PPL Center in 2014 at Center Square. The NIZ also applies to the redevelopment of the Lehigh River waterfront area in the vicinity of the former Allentown Rolling Mills. The redevelopment of both Center City and the waterfront symbolize the transformation of the City's economic base from retail commercial and manufacturing to a large scale business center. This redevelopment also includes a significant residential component, drawing new residents back into the City's urban center.

Allentown's ongoing 21st century transformation is discussed further in subsequent chapters of this Historic Preservation Plan.

CONCLUSION – GENERAL HISTORICAL DEVELOPMENT

A number of broad patterns are evident in Allentown's historical development that are important in identifying strategies for this Historic Preservation Plan. Allentown **grew outward** from its cores in the original town (Center City) and along the Lehigh River over distinct periods that are readily identifiable in historic maps. The City's topography, river and stream corridors, industrial sites, and railroad corridors had marked impact upon where and how development happened.

Center City, especially Hamilton Street and adjacent streets, and the City's industrial sites saw a significant amount of **redevelopment during different periods**, with new commercial, residential, and industrial structures replacing earlier ones in response to economic dynamics. This pattern has been replicated by the City's recent 21st century resurgence and redevelopment.

Outer neighborhoods – post 1876 – have been **mostly additive** in their growth and development, without significant redevelopment except in former industrial areas adjacent to railroads. Significant growth occurred in the first two decades 20th century with specific building types that are characteristic of that period.

By the early 1930s, the City as we know it today had been almost entirely platted with streets and blocks even though new construction along those streets and within those blocks would take decades to fill in – into the 1950s and 1960s. Consequently, outer neighborhoods have a **diversity of housing from different periods** existing side by side.

Most development in residential neighborhoods from all periods was in the form of **single-family residences**.

In general, Allentown's neighborhoods have **very good building stock and a high degree of historic integrity**. Center City neighborhoods are known for their 19th century brick row houses. Early 20th century neighborhoods are known for their blocks of brick row homes constructed by developers and featuring raised front porches and second story bays. After 1908 and the adoption of a Citywide building code, wood construction was prohibited and residential construction using brick or other form of masonry was required. Allentown's residential neighborhoods from all periods are **intact and livable**.

Larger **landmark buildings** such as schools, churches, commercial structures, and other building types provided historic focal points for neighborhoods. They stand out in historic photos due to their size. Most neighborhoods are also associated with **historic community parks and cemeteries**.

Many of Allentown's former **industrial sites and railroad corridors** have been redeveloped and repurposed, often as parks and open space but also as sites for potential new development. Only a few historic industrial and manufacturing buildings remain. Among these are a number of **historic mills** bordering river corridors and adjacent to residential neighborhoods. Many of these have survived and been adaptively reused as apartments. Federal rehabilitation tax credits have not been used in their rehabilitation, and the treatment and quality of their rehabilitation work is mixed.

The most significant issue in Allentown's historic neighborhoods is **inappropriate treatments** – the covering and/or removal of historic building fabric. The use of brick-face, stone-face, stucco, and aluminum siding is particularly prevalent. The replacement of historic porch features has also been common. Groups of row homes that once had consistency are now often in contrast with each other. Much of this change has occurred in the late 20th century through a desire of owners to update and refresh the appearance of their historic homes. In some cases, exterior insulation may have been installed to improve the building's thermal performance. Brick-face, stone-face, and stucco have been especially damaging to underlying historic building fabric.



CHAPTER 3 – PLANNING CONTEXT

The City of Allentown and its partners have undertaken a number of planning and implementation measures in recent decades focused on the City’s economic, social, and physical enhancement. Most important with respect to this Historic Preservation Plan is the recently completed *Allentown Vision 2030, Comprehensive & Economic Development Plan*. This Historic Preservation Plan is being prepared as an implementation element of the comprehensive plan.

Allentown Vision 2030, however, is itself based upon several recent planning documents that have been instrumental in guiding the City’s strategies. These include:

- Downtown Allentown, Development and Urban Design Plan (2014)
- Hamilton Street Historic Resource Survey (2020)
- Upside Allentown, Safe and Healthy Neighborhoods (The Center City Initiative) (2014/2016)
- Connecting Jordan Heights: Action Strategies for Neighborhood Revitalization (2009)
- Community and Economic Development’s Five-Year Consolidated Plan, FY 2020 to FY 2024

Chapter 3 provides planning context for the Historic Preservation Plan by briefly reviewing each of these plans with respect to City priorities and how the plans relate to historic preservation interests. The chapter also identifies the key strategies outlined in *Allentown 2030* and their emphasis upon neighborhood character and revitalization. Subsequent chapters of the Historic Preservation Plan use these strategies as the basis for recommendations to strengthen historic preservation in City policies and programs and with respect to the character of specific areas of the City.

DOWNTOWN ALLENTOWN

The *Downtown Allentown Development and Urban Design Plan* was prepared in 2014 to guide how future downtown investment related to the City's Neighborhood Improvement Zone (NIZ) should be implemented to effectively leverage the City's assets. Enacted in 2009, the NIZ has been the vehicle for implementation of a large number of significant projects, redeveloping, transforming, and revitalizing Center City Allentown. Since 2014, proposed new projects are required to be in conformance with the *Downtown Allentown Development and Urban Design Plan*.

Downtown Allentown provides recommendations and identifies initiatives in the areas of land use, urban design, transportation, and infrastructure that will do the most to build upon downtown's momentum. The plan is organized as a set of recommendations to City boards, commissions, and other key stakeholders and leadership for their consideration, to inspire and guide further implementation actions.

The Vision Principles for *Downtown Allentown* include:

- An **economically competitive engine** supporting a prosperous city and region,
- Supporting great **quality of life** in neighborhoods in and around downtown,
- An outstanding **destination** for culture and entertainment,
- A place **designed for people**,
- Expressing Allentown's **unique identity**, creativity, and geography through a **mix of historic and contemporary design**.

With respect to Center City Allentown's unique identity, the plan aims to keep historic buildings "valuable and beautiful with contemporary uses where feasible while embracing new buildings that boldly respond to current needs and ideas and respect traditional design contexts." This Historic Preservation Plan emphasizes the role of authentic historic buildings in creating Center City's unique identity, urban character, and quality of life.

The plan outlines six basic themes to guide implementation:

Living Downtown—Proactively encourage downtown housing development,

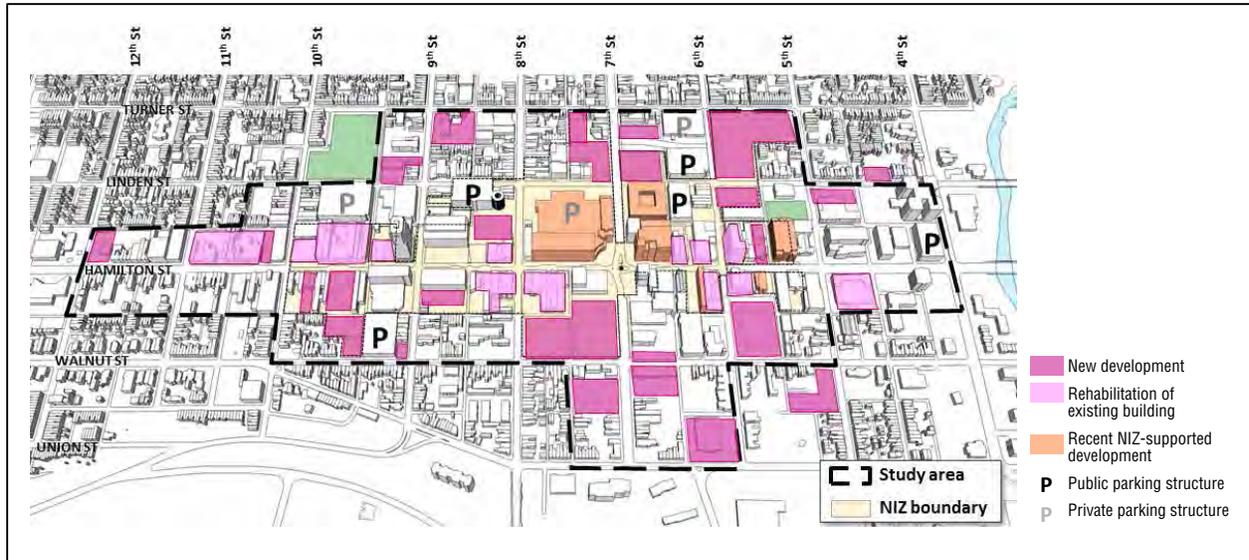
Growing Jobs—Connect residents with employers and educational opportunities,

Walkable Connections—Connect downtown and neighborhoods with walkable streets and development,

Community Places—Keep major streets and activity centers safe, inviting, and fun centers for community activity and services

Efficient Parking—Use parking efficiently and strategically to encourage high quality development and public spaces,

Focused Management—Expand downtown activity and investment through efficient, coordinated management.



Prime development sites identified in Downtown Allentown, including primary existing historic buildings identified for rehabilitation by the plan.

Downtown Allentown is an excellent document that provides guidance to Center City’s successful revitalization. Most importantly, it outlines strategies and recommendations for activating the streetscape and making Center City a vital, exciting place to be.

The plan provides guidance in several areas of action. First, it identifies Center City’s **prime redevelopment sites** appropriate for use of the NIZ. Since the plan’s publication, many of these sites have been successfully redeveloped in accordance with the plan. For each site, the plan outlines (a) the preferred use of the site (office, retail, housing, parking, etc.); (b) design priorities for the project’s physical form, character, and performance; and (c) general recommendations for implementation.

Second, the plan strongly recommends **diversification of land use** in Center City. It emphasizes the need for new housing downtown and includes a housing market study providing data to encourage development interest. The plan demonstrates how and where new large scale urban housing projects should be implemented.

Third and most significantly, the plan outlines key guidelines and **recommendations for urban design** in the physical implementation of projects. Guidelines are provided for the design of new buildings, streetscapes, retail frontages, and public spaces. In each case, the design guidelines seek to create vibrant, active, pedestrian oriented, and visually interesting places that will activate Center City and attract residents and visitors.

The downtown plan identifies four centers of activity areas along Hamilton Street: the Library (west end), PPL Plaza, Center Square, and Arts Park. Its physical design guidelines are organized to be appropriate to downtown’s Primary Mixed-use Corridors, Secondary Mixed-use Corridors, and Neighborhood Transition areas as well as to Center City’s different street types.

C. APA Northeast Lot (121 N. 7th Street)

RECOMMENDED LAND USE PROGRAM	Housing with ground level retail > 25 to 35 housing units > 2,000 to 5,000 square feet retail
DESIGN PRIORITIES	<ul style="list-style-type: none"> > Front and side facade setbacks per building massing guidelines > Facade components with a variety of scales such as bay windows, balconies, and areas of distinct material changes > Vertical facade breaks at regular intervals to mitigate long horizontal building scale > Ground floor retail/active uses (shops, cafe seating, lobby, info displays) > Minimize blank walls > Landscape buffer between building site and LANTA bus facility to the south > Service and parking access in rear from Church Street
POTENTIAL IMPLEMENTATION MECHANISMS	Verify opportunity to accommodate the existing parking in another appropriate APA or private parking facility (or replace on-site). Issue RFP to developers, referencing these guidelines and the downtown plan as a whole. Review responses and select a developer if one adequately meets criteria.

The Northeast Lot can complement other larger redevelopment sites along the 7th Street corridor to help create a continuous edge of ground floor retail space and high-value upper-floor development linking established retail areas further north with Hamilton Street to the south. The site, being small for office use and outside of the NIZ, is likely best suited for housing or a small hotel with ground floor retail. Redevelopment of this site would substantially help connect downtown and neighborhoods to the north.



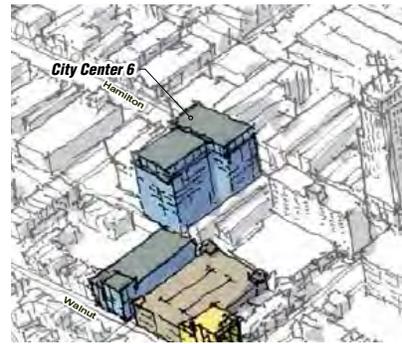
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I. City Center 6 site (Hamilton Street near Fountain Street)

RECOMMENDED LAND USE PROGRAM	> 60,000 to 100,000 square feet office (or alternative uses) > 10,000 to 15,000 square feet retail
DESIGN PRIORITIES	<ul style="list-style-type: none"> > Facade setbacks per building massing guidelines with material changes or other elements to diminish presence of floors above the height of context buildings > Distinctive architectural contribution to Allentown's skyline > Ground level retail along Hamilton Street > Landscaped setback of at least three feet for ground floor housing units with direct entrances from the sidewalk to individual units > Service and parking access preferably in rear from Maple Street
POTENTIAL IMPLEMENTATION MECHANISMS	Apply these design standards as part of ANIZDA and City review of development proposals for the site

City Center Lehigh Valley's anticipated City Center 6 site, located in the NIZ, should play a pivotal role catalyzing renewed investment and activity to Hamilton Street's 900 block between 10th and 9th Streets. Redevelopment should emphasize retail or other highly active, publicly accessible ground floor use reinforcing the pattern of retail storefronts on the block. Other uses may be flexible, with priority for NIZ-related office, hotel and/or retail, but also potentially including housing or institutional program. Any development program should bring a significant number of workers, visitors and/or residents to the block to help support retail and activity in the broader area including PPL Plaza. Portions of the site south of West Maple Street may include parking or other uses; frontage along Walnut should include housing, retail or other occupied use.



Not intended to prescribe use or design



Examples of site design recommendations in Downtown Allentown. Similar recommendations could be made for historic properties or groups of smaller historic properties.

PLANNING CONTEXT

In almost all cases, *Downtown Allentown's* guidelines and recommendations mimic the patterns established by successful **traditional historic communities** – mixed use, active streets, varied building forms, human scale, people friendly, pedestrian amenities, and high quality design. The plan provides a blueprint and lays the groundwork for the successful long-term redevelopment of Center City, a blueprint that is being realized. Though the buildings and the varied proposed design elements are new, the concept, strategy, and pattern is that of a successful, historic, traditional urban center.

Historic Buildings

Though *Downtown Allentown* relies upon traditional concepts of urban design, it is almost entirely devoted to the placement, use, and design of new buildings. Because it is focused on potential NIZ funded projects, it is also oriented primarily to new large scale projects. (NIZ funded projects are generally in the \$10 million or over range.)

Downtown Allentown focuses very little upon existing historic buildings. With respect to historic buildings, the plan states the following:

- **Primary existing historic buildings** along Hamilton Street that should be rehabilitated are identified. Most are larger and more prominent historic buildings. The Americus Building and Post Office building on Hamilton Street are identified as two significant adaptive reuse candidates.
- **Smaller buildings** along Hamilton Street should also be reused, but the typical narrow, deep floor-plate of existing buildings can be difficult to transform for contemporary needs.
- Adaptive reuse of existing buildings requires more **flexibility** with these dimensions depending on the current structure. For example, obsolete office buildings less than 90 feet wide are good candidates for residential conversion.
- **Combining adjacent buildings** is one possible solution, although varying floor heights may be an issue in some cases.
- Another consideration to maintain historic facades that give character to the street is to **demolish** and reconstruct the floors behind the facade, with the possibility of adding more floors setback from the main facade.

While these points may be pertinent, they are far from convincing as a case for, or expression of, interest in preservation and rehabilitation. Of course flexibility is required in the adaptive reuse of older buildings. It is possible but not necessary that buildings be combined – smaller buildings are appropriate to the desire for mixtures of uses – i.e. smaller offices in small buildings mixed among larger offices in large buildings. Preserving facades while demolishing the floors behind should only be done as a last resort – it shreds the authenticity of the urban context.

This Historic Preservation Plan recommends that the potential for the rehabilitation and adaptive reuse of remaining historic buildings in Center City be considered with the same level of thoughtfulness and creativity as is demonstrated for new building design in *Downtown Allentown*. Upon completion of the recent *Hamilton Street Historic Resource Survey* (see below), it is recommended that a subsequent master plan comparable to *Downtown Allentown* be prepared specifically for the adaptive reuse of remaining historic buildings.

The proposed *Master Plan for Adaptive Reuse* should look at each building or groups of buildings in the *Hamilton Street Historic Resources Survey* and apply similar criteria to their successful rehabilitation. Recommendations should be in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. For each building, the *Master Plan* should look conceptually at:

- **Character defining features** that should be preserved in rehabilitation and adaptive reuse (could be from multiple different periods),
- **Non-contributing features** that should be removed,
- **Potential uses** taking size and layout into consideration,
- **Primary rehabilitation issues** such as code compliance along with recommended solutions,
- **Potential for creative new design** including artwork in association with rehabilitation, such as in the redesign of non-contributing features to be removed or in the solution to rehabilitation issues,
- **Potential incentives or recommendations for implementation** to facilitate rehabilitation and to make potential projects viable.

RECOMMENDATION 3.1: Within the Center City Hamilton Street corridor, establish as City policy that **remaining historic buildings should be preserved** and rehabilitated as part of the Center City urban aesthetic. Exceptions should only be allowed under extraordinary circumstances.

RECOMMENDATION 3.2: Strengthen the **Hamilton Street Overlay District** review process in the preservation and appropriate treatment of historic buildings and building fabric in accordance with the Secretary of the Interior's Standards for Rehabilitation.

RECOMMENDATION 3.3: Prepare a *Master Plan for Adaptive Reuse* for existing historic buildings along Center City's Hamilton Street corridor that applies the same level of thoughtfulness and creativity to the rehabilitation and adaptive reuse of remaining historic buildings that was given to the design of new buildings in *Downtown Allentown*. Incorporate the Master Plan into the planning and implementation of projects in Center City.

HAMILTON STREET HISTORIC RESOURCE SURVEY

In 2020, the City of Allentown completed a survey of historic buildings along Hamilton Street between American Parkway on the east and 12th Street on the west in Center City. The *Hamilton Street Historic Resource Inventory* was prepared by the firm of Johnson Mirmiran and Thompson and undertaken in a database format that was integrated into the City's geographic information system (GIS).

Surveyors conducted background research to understand the development of the project area and then utilized GIS tax parcel data provided by the City to create a field survey application that allowed the recordation of pertinent architectural information and photographs of the buildings while in the field. Collected field data was then synched into the City's GIS system, creating a database that is searchable by individual property. A summary report was then prepared providing an overall review of historic buildings within the area

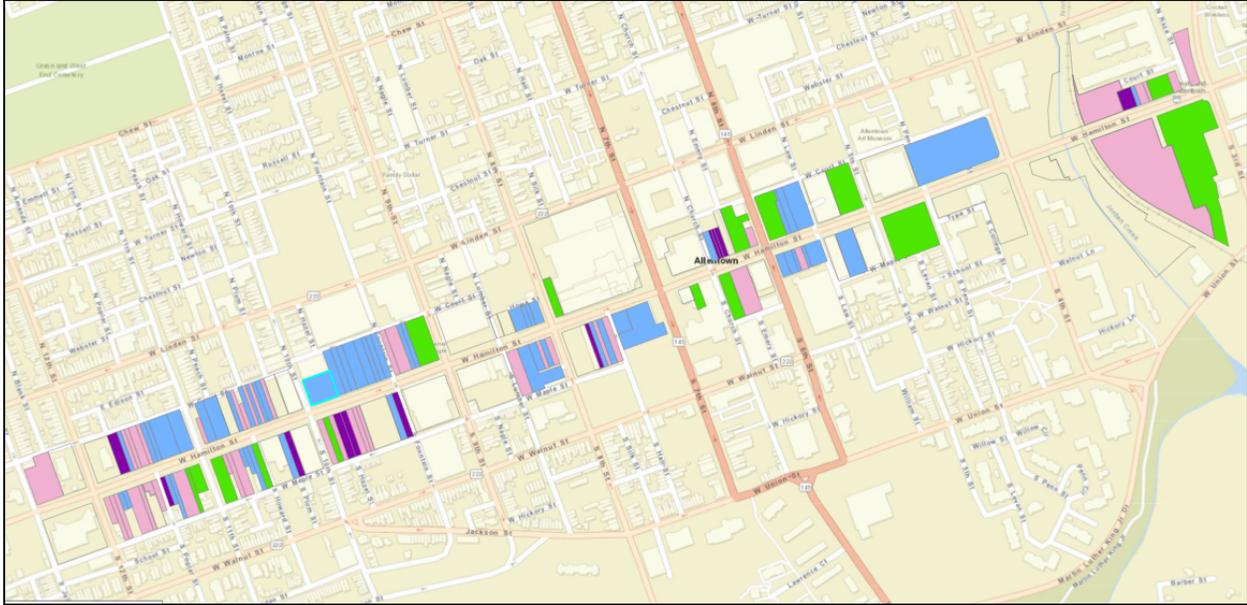
All buildings over 50 years of age fronting on Hamilton Street were recorded during the survey. Each historic building surveyed was then assigned a grade, A through D, that corresponds to the physical integrity and architectural significance of the building in the context of the survey area. The grading system was not intended to create a list of buildings to be saved or demolished, but to inventory the current state of the historic-age structures along the corridor. The grades were defined as follows:

Grade A buildings represent the most exceptional resources in the survey area, with exceptional architectural and/or historic significance and retaining a high degree of integrity. This grade was assigned to resources currently listed or considered eligible for listing in the National Register of Historic Places.

Grade B buildings are resources that may not carry enough significance to be individually eligible for the National Register but are strong architectural examples of a type or style and retain the majority of their aspects of integrity. These structures would contribute to a Hamilton Street Historic District. They often have minor alterations to non-character defining features.

Grade C buildings are historic-age resources with at least moderate architectural significance but that have lost some aspects of integrity. These resources still convey their age and original design even though they have had significant alterations to character defining features. The most common Grade C buildings are former 19th dwellings that were unsympathetically converted for commercial use at the ground level in the later 20th century but retain character defining features on the upper stories.

Grade D buildings are structures that fall within the historic-age range but do not convey their age or carry architectural significance and have very low integrity. These buildings have been altered to the point that nearly all character defining features have been removed or covered over with non-historic materials.



Surveyed Historic buildings along Hamilton Street are classified into four groupings: Green – Grade A (high significance and condition), Blue – Grade B (good significance and integrity), Pink – Grade C (moderate significance and integrity), Purple – Grade D (low integrity). The four groupings do not necessarily relate to adaptive reuse potential or to whether or not they should be preserved.

A total of 142 historic-age buildings were inventoried and assigned a grade as outlined above.

Fifteen or 10% of the inventoried structures received an A grade. The highest concentration of Grade A resources occurs around the municipal center of Allentown east of 7th Street and west of Penn Street. This area contains landmark structures such as the Allentown U.S. Post Office, the Old Lehigh County Courthouse, the Americus Hotel, the Zollinger-Harned Company Building, High German Evangelical Reformed Church, and the Industrial Valley Bank Building. Other grade A buildings are spread throughout the survey area and include some smaller scale residential buildings.

One hundred and twelve or 78%, the majority of the buildings, fell within the middle grades of B and C. Many of the B and C structures were late 19th century buildings with altered storefronts and replacement doors and windows. The extent and compatibility of these alterations determined whether the building received a B or C grade.

Only fifteen or 10% of the buildings received the lowest grade of D. Most of these buildings have exceedingly low integrity with heavily altered or completely modern facades. The grade D buildings are spread throughout the survey area.

Buildings within the survey area were dated to the following periods:

1800-1850	1 building (Old Lehigh County Courthouse)
1851-1899	58 buildings
1900-1970	83 buildings
Post 1970	29 buildings



Smaller late 19th century historic buildings on Hamilton Street in Center City that should be preserved and adaptively reused as appropriate

Assessment

The *Hamilton Street Historic Resource Inventory* is an important document and provides valuable information on the significance and integrity of remaining historic buildings along Hamilton Street. Buildings determined to be eligible for listing in the National Register of Historic Places should be nominated and listed.

While various grades have been given to inventoried buildings, *the grades should not be used to justify the demolition or inappropriate treatment of any building*. All remaining historic buildings along Hamilton Street within the Center City district should be retained, rehabilitated, and adaptively reused. Rather, the inventory should be used to guide the future treatment of remaining historic buildings.

Grade A buildings with a high degree of significance and integrity should be treated with a higher level of preservation and with minimal change.

Grade B and C buildings with good significance and integrity should be treated in a manner that retains character defining features and materials, removes non-contributing features, and adds new features of compatible and appropriate design. New features may be of contemporary, creative, artistic design complementing the historic character of the building.

Grade D buildings may receive more flexible treatment, improving historic character where possible.

The *Hamilton Street Historic Resource Inventory* provides a basis for the preparation of a *Master Plan for Adaptive Reuse* as suggested in Recommendation 3.1 above. Additionally, are the following recommendations:

RECOMMENDATION 3.4: Prepare nominations for listing on the **National Register of Historic Places** for Grade A buildings along Hamilton Street in Center City that have been determined to be eligible but that are not yet listed.

RECOMMENDATION 3.5: Use the *Hamilton Street Historic Resource Inventory* to help **guide the future treatment** of inventoried historic buildings in Center City. Add information to the GIS data compiled for individual buildings including identification of character defining features and materials and the identification of non-contributing features that may be removed.



Allentown U.S. Post Office at 442 Hamilton Street that is eligible for listing on the National Register and is a high priority for preservation and appropriate adaptive reuse.



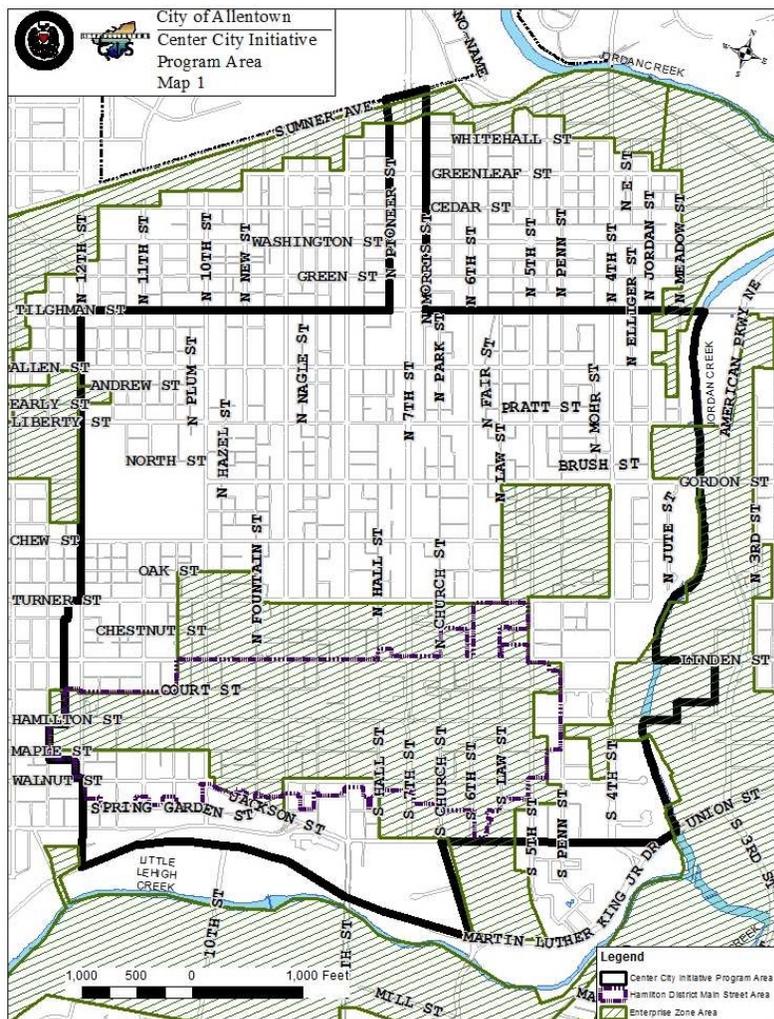
Examples of buildings that were assigned a D grade in the inventory – 621 Hamilton Street (left) and 355 Hamilton Street (right).

UPSIDE ALLENTOWN: SAFE AND HEALTHY NEIGHBORHOODS

Upside Allentown is a Neighborhood Partnership Program initiative established to complement redevelopment efforts in Center City and benefit the neighborhoods directly adjacent to downtown. The program is jointly managed by the City of Allentown’s Department of Community and Economic Development and Community Action Development Corporation of Allentown (CADCA) in association with residents and a variety of local partners.

A plan was created for the initiative in 2014 and last updated in 2016, *Upside Allentown: Safe and Healthy Neighborhoods*. Also known as *The Center City Initiative*, the plan provides a framework for the area’s revitalization, support, and enhancement.

The *Upside Allentown* program area encompasses the City’s oldest neighborhoods and extends from Jordan Creek on the east to 12th Street on the west and from Tilghman Street on the north to the Little Lehigh Creek on the south. While it includes Center City’s business district, it is focused on Center City’s adjacent neighborhoods.



Upside Allentown program area

Allentown’s Center City neighborhoods include about 22,000 people, 23% of the City, and 9,900 housing units. *Uptown Allentown* neighborhoods developed in the mid-to-late 19th century, and the entire area is of historical significance. Demographically, the area is currently about 61% Latinx and 21% White. Only 29% of the homes within the area are owner-occupied, while 71% are rental properties. The poverty rate within the area varies from 32% to 55% depending upon census tract, compared to 26% Citywide.

Recognizing the area’s challenges and opportunities, *Upside Allentown: Safe and Healthy Neighborhoods* provides a detailed and thoughtful long-term program for neighborhood revitalization and is organized into seven topic areas:

- Physical Improvements/Design
- Housing
- Economic Development and Employment
- Public Safety
- Marketing/Branding/Engagement
- Arts and Culture
- Organization and Management

The plan provides the basis to marshal resources necessary for its successful implementation. Resources may include but not be limited to the City’s Community Development Block Grant and Home Programs, participation in a Neighborhood Partnership Program, designation under the state’s Keystone Communities Program, foundation support, and others.

Overall, the *Upside Allentown* program and plan are exceptional in their concept, goals, and recommended actions. The program is vital to the rehabilitation of the historic Center City neighborhoods over time and is fully supported by this Historic Preservation Plan.

RECOMMENDATION 3.6: Actively support implementation of the *Upside Allentown* plan for the revitalization and enhancement of Center City neighborhoods. Use state and federal **CLG and other sources of historic preservation funding** to support the plan where possible.

The plan outlines a set of principles that provide the framework around which the *Upside Allentown* strategy is based. These principles highlight the basic approach used in the development of the strategy and serve as governing principles for its implementation. The principles include building on the area’s strengths. While not explicitly stated, these strengths should include the recognition and enhancement of existing historic neighborhood character.

RECOMMENDATION 3.7: Amend *Upside Allentown’s* guiding principles to include the recognition and enhancement of existing historic **neighborhood character**.

While all seven of the program’s topic areas are important, the topics of Physical Improvement/Design and Housing are most directly related to the neighborhood’s historic character and buildings.

Physical Improvement/Design

The Physical Improvement/Design section of the plan includes recommended actions for streetscape improvements and enhancement, the enhancement and care of community parks, and the development of recreational programming for residents. With respect to Design, the section includes the following proposed actions:

- Support and expand existing **commercial facade programs** with particular emphasis on the Hamilton District area and North 7th Street.
- Continue to administer and enforce the **Historic District Ordinance**.
- Undertake **neighborhood outreach** activities to explain the background and significance of the Old Allentown and Old Fairgrounds Historic Districts and encourage proper care and maintenance of the structures.
- Support **facade improvement programs** in targeted areas and in the area's historic districts.

As is evident in these proposed actions, the *Uptown Allentown* area includes and supports the Old Allentown and Old Fairgrounds Local Historic Districts. Among other initiatives, the plan has been the basis for facade improvement programs that have been undertaken along the 7th Street corridor and in the vicinity of 10th Street in Old Allentown by the non-profit Community Action Development Corporation of Allentown (CADCA) using public and private funding.

Building and design improvement projects within the boundaries of the two local historic districts are required to comply with historic preservation principles and processes as reviewed by the City's Historic Architectural Review Board. However, neighborhood areas outside of the two local historic districts are also of historical significance, and their historic row homes are defining features of neighborhood character.

It is important that *Upside Allentown* promote respect for historic character throughout the program area and educate landlords and residents in the appropriate treatment of their historic homes. To the extent possible, projects undertaken as part of the program should be completed in accordance with basic historic preservation principles as outlined in the Secretary of the Interior's Standards for the Treatment of Historic Buildings. Recommendations in Chapters 4 and 5 propose that the neighborhoods be treated as local conservation districts. Projects undertaken within the entire program area should be respectful of individual historic building and overall historic neighborhood character.

RECOMMENDATION 3.8: Amend the design portion of the *Upside Allentown* plan to promote, encourage, and support **treatments that preserve and enhance** historic building and neighborhood character.



Historic homes throughout the Upside Allentown program area are of historical significance and contribute to historic neighborhood character.

Housing

The *Upside Allentown* plan provides specific recommendations for improving and expanding housing within the Center City neighborhoods. These recommendations relate directly to the treatment of neighborhoods' historic buildings.

The plan's strategies include provisions for upgrading the existing housing stock; the elimination of obsolete housing; and the introduction of new and substantially rehabilitated market rate housing into the community. It also focuses on the need to expand housing choice to meet the potential new market opportunity that the downtown's revitalization may present. Recommended actions are organized into six categories and include:

1. Upgrade Existing Housing and Building Stock

- Initiate **systematic inspections** of owner occupied properties throughout the area.
- Conduct a **comprehensive exterior building condition** survey of the entire area to fully assess housing conditions and identify vacant and blighted properties.
- Identify blocks with a preponderance of poor housing and building conditions and prepare **mini-improvement programs** that apply acquisition, demolition, Rehabilitation, and public improvements activities in a strategic manner to upgrade the entire block. Seek Neighborhood Partnership Program funds to incentivize private investments in such blocks.

PLANNING CONTEXT

- Ensure that **rental properties in the area are inspected** within the parameters of the City's rental licensing ordinance.
- Develop **home improvement assistance programs** to complement the systematic inspection program for qualified homeowners to make improvements to properties and to remediate code deficiencies.
- Promote home improvement initiatives with **low cost financing** and other incentives.

2. Blighted Property Remediation

- Through field surveys and the systematic inspection process **identify vacant and blighted properties**.
- Acquire vacant and blighted properties and **market them to private developers** and non-profit housing partners to rehabilitate and resell.
- Consider the enactment of a **tax abatement program** (Act 42) for housing rehabilitation and/or new construction.

3. Selective Demolition and Strategic Clearance Activities

- Demolish acquired properties where **rehabilitation is determined to be cost prohibitive** and/or the removal of the property will improve neighborhood conditions or provide space for needed public amenities. Determine appropriate reuses for resultant lot(s) consistent with this strategy.

4. Increase Homeownership

- To the extent practical, **target** acquired and rehabilitated properties **for homeownership**.
- Develop larger pools of potential homebuyers through **homebuyer counseling programs** emphasizing effective credit counseling, financial literacy, and banking skills development.

5. New Market Rate Housing Opportunities

- Encourage the development of new or substantially rehabilitated **market rate housing** within the neighborhoods.
- Encourage the inclusion of an **affordable housing component** in any new project to replace housing lost as a result of clearance activities.

6. Improve Rental Housing Opportunities and Conditions

- Develop **landlord/tenant forums** for the purpose of sharing issues and opportunities and problem solving.
- Develop a **landlord certification program** either through legislation or an incentive based program.

Upside Allentown's housing recommendations provide a detailed set of actions for long-term neighborhood revitalization. A number of the actions are important in providing local residents support in the purchase and maintenance of historic homes. Landlord programs are important in assuring that the large number of rental properties within the area are adequately maintained.

While not explicitly related to historic preservation, many of the proposed actions involve the rehabilitation and treatment of existing historic buildings. As outlined in the section on Physical Improvements/Design above, wherever

possible, these actions should be undertaken in accordance with basic historic preservation principles whether or not they are located within the area's two local historic districts.

RECOMMENDATION 3.9: Add information and mechanisms to *Upside Allentown's* Housing actions to assure that maintenance and improvement programs are implemented in accordance with **basic historic preservation principles** – preserving and appropriately treating the authentic character defining features and materials of historic residences.

With respect to the plan's Marketing topic area, *Upside Allentown* proposes branding Center City neighborhoods as the place where things are happening and where people want to live, work, and play. The plan proposes to brand Center City as a whole with interrelated yet independent sub-parts that work together. Marketing, events, and promotions need to occur in both commercial and neighborhood areas.

With respect to the plan's Arts and Culture topic area, *Upside Allentown* supports the Center City arts in continuing to attract visitors to the downtown but also emphasizes the potential for the arts to add to the richness of the surrounding neighborhood through local programming.

Since the *Upside Allentown* plan's preparation, recommended actions have been implemented on an ongoing basis and have provided a structure for the use of federal HUD funding, local business donations, and the work of local non-profit organizations. This program is central to the revitalization of Center City neighborhoods.

As outlined, this Historic Preservation Plan strongly supports the plan and seeks to include the enhancement of historic neighborhood character within both its guiding principles and its recommended actions.

CONNECTING JORDAN HEIGHTS: ACTION STRATEGIES FOR NEIGHBORHOOD REVITALIZATION

Connecting Jordan Heights: Action Strategies for Neighborhood Revitalization was prepared for the Community Action Development Corporation of the Lehigh Valley by the Philadelphia planning firm Urban Partners with funding support from Wachovia Regional Foundations. The plan was prepared with the involvement of residents in identifying and addressing issues of concern.

Jordan Heights is a historic neighborhood located in the northeast portion of the original town and developed primarily in the mid-to-late 19th and early 20th centuries. Once a draw for residents of the entire Lehigh Valley, Jordan Heights is now one of the most physically and economically distressed urban neighborhoods in the region. Though plagued with problems, Jordan Heights also features key assets that can be used to promote revitalization.

Connecting Jordan Heights is composed of action strategies in seven distinct categories:

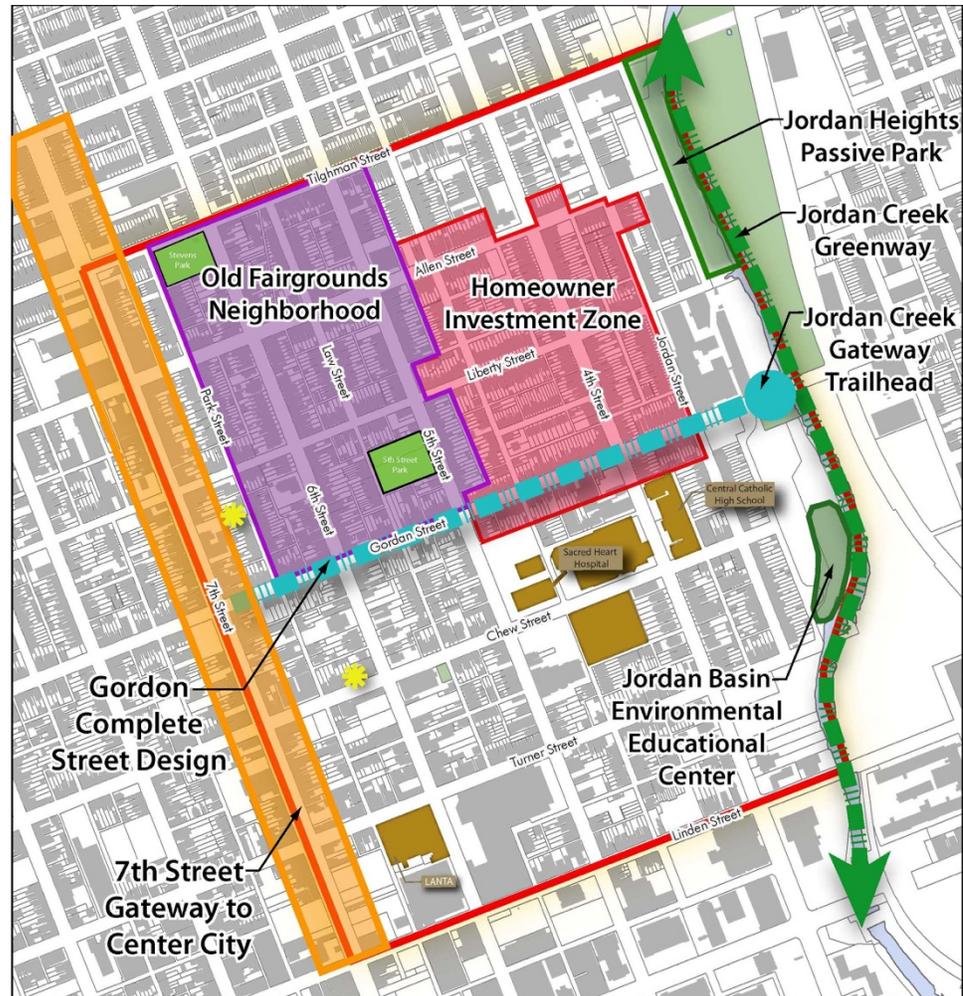
1. Build Neighborhood Organization Through Improved **Community Security**,
2. Improve the Quality of Life in Jordan Heights Through **Community Amenities**,
3. **Market Jordan Heights** as a Homeownership Choice Neighborhood,
4. Connect Jordan Heights Residents to Effective **Services and Programming**,
5. Create a **Clean, Green, and Artistic** Community,
6. Strengthen **Rental Property Maintenance** and Operations, and
7. Connect Jordan Heights to the Lehigh Valley Through More Effective & Attractive **Circulation and Commercial Activity**.

Each of the categories has three to five associated goals in addition to specific action strategies. The entire project encompasses a total of twenty-five multi-faceted action strategies.

Connecting Jordan Heights recognizes that one of the neighborhood's greatest assets is the architectural diversity of its housing stock. The neighborhood's array of small, medium, and large homes has the potential to foster a mixed income community. Historic architecture is a major asset of the entire neighborhood, but especially of the Old Fairgrounds Historic District which developed in the late 19th century.

The plan for Jordan Heights identifies five structural components as the focus for revitalization and enhancement:

- The Old Fairgrounds Historic District,
- A new, targeted Homeowner Investment Zone,
- The 7th Street Commercial Corridor,
- Gordon Street as a primary east-west connector, and
- The Jordan Creek Greenway.



The Connecting Jordan Heights program area in the northwest portion of Center City

Connecting Jordan Heights was prepared several years before the *Upside Allentown* plan discussed in the previous section. The area covered by the *Upside Allentown* plan includes Jordan Heights and provides similar but more detailed recommendations related to housing, services, and support for homeownership.

Connecting Jordan Heights, however, remains an important resource in the organization and breadth of its recommendations and also with respect to the five structural components noted above and illustrated on the map prepared for the plan. The City appears not to be actively using *Connecting Jordan Heights* in its planning program, yet its importance as a foundation document should be recognized.

Recommendations specifically related to neighborhood character and historic preservation are included in three of the categories of action strategies outlined in the plan: (#2) Community Amenities, (#3) Market Jordan Heights, and (#6) Rental Property Maintenance.

Community Amenities

Connecting Jordan Heights identifies the valley of Jordan Creek as a greenway and important community asset for residents. It recommends that additional green space be added to the Jordan Creek Greenway, that recreational facilities within the greenway be improved, and that stronger connections be established between the greenway and the neighborhood. These recommendations have been adopted into *Allentown Vision 2030*.

The plan also recognizes the quality of the neighborhood's streetscapes as a community amenity. It recommends that streetscapes be enhanced through infrastructure improvements that can be funded through CDBG and other sources and that amenities such as street trees be installed.

Specifically, the plan proposes that Gordon Street be redesigned as a complete street with improvements that will enhance pedestrian, bicycle, and other uses making Gordon Street a primary neighborhood connector between 7th Street and the Jordan Creek Greenway. This recommendation is adopted by the Center Allentown charter of *Allentown Vision 2030*.

Marketing Jordan Heights

The plan proposes that be marketed Jordan Heights as a desirable place to live with the goal of increasing homeownership in the neighborhood. The plan notes that as of the 2000 census, only 39% of residential properties within the neighborhood were owner-occupied.

The plan recommends that Jordan Heights develop a marketing brand with a logo and "look" that can be used in communications, brochures, and realtor information. It recommends that signage and banners using the Jordan Heights logo and brand be installed along neighborhood streets.

In support of increased home ownership, the plan proposes:

- Increased **code enforcement for rental properties** to improve their safety, character, and appearance,
- Monitoring of compliance of **historic preservation provisions** within the Old Fairgrounds Historic District,
- Preparation of **design guidelines** for homeowners in the appropriate treatment of facades, and
- A **small grant program** for homeowners to assist homeowners in rehabilitation and appropriate maintenance of facades.

The plan also proposes identification of a targeted **Homeowner Investment Zone** within Jordan Heights (see map above):

- Supporting HADC's **North Street redevelopment** project creating new market based housing reflecting local neighborhood character,
- Targeting the **acquisition, rehabilitation, and resale** of existing properties for home ownership,
- A **homeownership rehabilitation program** providing funding for rehabilitation, facade improvements, and code compliance improvements for owner-occupied housing,

- Clear and simple **design guidelines** for facade rehabilitation and maintenance (repeating the recommendation from the Marketing category), and
- **Image signing** for the area (repeating or building on the recommendation from the Marketing category).



The North Street redevelopment project implemented by the Housing Association & Development Corporation (HADC) and supported by Connecting Jordan Heights.

Strengthen Rental Property Maintenance and Operations

The plan notes that despite its density, Jordan Heights lacks a neighborhood feel due largely to its transient population. The physical decay in evidence throughout the community draws down its social capital, as residents defer maintenance, potential homeowners shy away from the area, and families look to move their households elsewhere.

The signs of blight include deteriorated facades, trash, barren landscapes, and gang activity. This pattern is impacted by the conversions of many formerly single-family homes to multi-unit rental properties by absentee, less quality-conscious investors. This has accelerated problems of physical deterioration and poor tenant behavior. As of the plan's writing in 2009, residential conversions were still permitted, but the ordinance was restrictive in terms of the type of properties that could be converted and still meet requirements.

Absentee landlords and unruly or disinterested tenants add to the perception of decay by creating pockets of physical deterioration and disruptive activity. Physical rehabilitation alone, however, will not create/re-establish the area's sense of community.

Recommendations in the plan include:

- **Aggressively seek improvements to blighted rental properties:**
Efforts should include on-going code enforcement and follow-up as well as utilization of the recently available blighted property receivership powers to deal with critical problem properties.
- **Improve quality of rental housing options:**
Jordan Heights is impacted by the neglect of absentee landlords. More community sensitive rental property owners that emphasize the quality of their rental housing stock and the careful selection and management of tenancy would greatly improve conditions in the community.
An aggressive program for supporting community based and community sensitive ownership of rental properties by HADC and similar organizations is proposed. This program would include acquisition and rehabilitation of smaller habitable multi-unit properties.
Additional improvements to some strategically placed rental housing could be effected through attraction of higher rent paying tenants. This could be supported through employer assisted rental housing programs and through application of Keystone Opportunity Zone designation to certain properties to attract higher income renters.
- **Reduce density of rental housing units:**
Many smaller rental properties within Jordan Heights are divided into multiple apartment units when they would be more appropriately occupied as a single family house or with fewer apartments. Incentives to encourage de-conversion of these properties need to be enhanced beyond the City's then current grant of \$5,000 per unit to more effectively achieve de-densification.
On several blocks, there needs to be a thinning of the number of housing structures through targeted demolition in order to create additional off-street parking, play areas, and open space for residents.

Circulation and Commercial Activity

In its discussion of existing conditions, *Connecting Jordan Heights* emphasizes the importance of business ownership and commercial activity to the neighborhood, especially along the 7th Street corridor. These recommendations are supported by *Allentown Vision 2030*, which identifies 7th Street as a major corridor to receive streetscape and other improvements.

As of the plan's preparation in 2009, Jordan Heights had 140 businesses and non-profits, the vast majority of which were small businesses located along the 7th Street commercial corridor and were minority-owned.

The plan notes that business owners along 7th Street were at the time benefiting from participation in the Main Street Program managed by the Community Action Development Corporation of Allentown (CADCA), which is still active and an important City and neighborhood revitalization program. As funding allows, facade grants are provided to property owners who are interested in restoring their buildings to their original historic condition. All work must be completed

by program-approved contractors and must follow specific design guidelines.

Recommendations for circulation and commercial activity include:

- **Develop and Market 7th Street as a Destination**

Support the Main Street Program's initiative to develop designated café seating areas outside appropriate restaurants. Seating areas should be uniform in their general configuration to create a cohesive streetscape, but individual owners should be encouraged to vary the amenities and design motifs within the café areas. Where outdoor café seating is provided, a clear path should be maintained along the sidewalk to ensure flow of pedestrian traffic. Allentown should adopt appropriate standards in their zoning ordinance to support outdoor seating.

Support the Main Street Program & Old Allentown exploring the feasibility of developing a Culinary Arts School. The school would be located on the 300 block of North 7th Street. The school would offer a 6-month exchange program for Europeans in Allentown, and for American students abroad. Extensive programming for inner city youth would be provided at this location.

Continued availability of grants for business facades. The facade program has been a tremendous success along 7th Street and should be continued. At the time, the Department of Community and Economic Development (CED) allowed \$5,000 per improvement and up to \$120,000 a year for the 7th Street District. Additional funds should be investigated to increase the amount of money available per applicant. A key strategy should be to bundle facade improvements for contiguous properties to create a high impact result.

The Main Street program should consider financing incentives for the re-conversion of storefront properties along the 600 block of 7th Street.

- **Improve alignment and circulation of 7th street**

7th Street should be reverted to a two-way street to slow traffic and increase accessibility to the store fronts along the street. As 7th Street continues to develop into the gateway for Center City, it will provide more spin off services to commuters including restaurants, shopping, and community based activities. 7th Street will need to be improved to provide for increased pedestrian usage. The design on 7th Street should be initiated by CED and should include input from the 7th Street Main Street District.

This Historic Preservation Plan strongly supports *Connecting Jordan Heights* and its recommendations as an example of neighborhood planning that can improve and enhance historic neighborhood character and quality of life.

RECOMMENDATION 3.10: Revisit the recommendations outlined in *Connecting Jordan Heights* in the context of *Upside Allentown* and *Allentown Vision 2030* for possible implementation in the revitalization of the neighborhood. Update, revise, and further develop the plan as appropriate.

RECOMMENDATION 3.11: Use *Connecting Jordan Heights* as a **model for the development of neighborhood plans** for other localized areas of Allentown as proposed in *Allentown Vision 2030*. Develop a more complete **methodology** for neighborhood plans within the City based upon the experience of *Connecting Jordan Heights*.

RECOMMENDATION 3.12: Strengthen the **discussion and assessment of historic neighborhood character** in the updating of *Connecting Jordan Heights* and in the preparation of neighborhood plans in general.



The 7th Street corridor in Jordan Heights – a key neighborhood commercial asset and a primary gateway into Center City

FIVE-YEAR CONSOLIDATED PLAN

The City of Allentown is considered an entitlement community by the federal government and receives federal funding each year through the Department of Housing and Urban Development (HUD) for community revitalization and enhancement. Yearly funding levels are based on a formula that considers population and demographic information. Allentown's HUD programs are managed by the City's Department of Community and Economic Development's (CED's) Office of Housing and Federal Grants.

Every five years, HUD requires that Allentown prepare a plan outlining the proposed use of its funding. Allentown recently completed work on a new *Five-Year Consolidated Plan, FY 2020 to FY 2024*. The plan was prepared for CED by Triad Associates, a firm specializing in community and economic development.

The City of Allentown's *Five-Year Consolidated Plan* identifies the City's housing and community development needs and outlines specific goals and objectives to address those needs over the five-year period. Much of the HUD funding received by the City is used to implement program recommendations outlined in the *Upside Allentown* plan discussed previously in this chapter.

The Five-Year Plan describes to HUD how the City intends to use both federal and non-federal resources to meet community needs. The funds are intended to provide low- and moderate-income households with viable communities by addressing HUD's three objectives: (1) providing decent housing, (2) creating a suitable living environment, and (3) creating economic opportunities.

Eligible activities include community facilities and improvements, roads and infrastructure, housing rehabilitation and preservation, development activities, public services, economic development, and planning and administration.

Among the City's housing needs, the plan addresses:

- Maintaining and improving the **condition of the housing stock** to meet or exceed current code standards,
- Facilitating **affordable homeownership** within the existing housing stock, and
- Supporting the provision of **decent, safe, and affordable rental housing** within the City.

Among the City's community development needs, the plan addresses:

- Revitalizing Allentown's economy through **vocational/educational training** of City residents, **small business loans**, and **promotion** of new activities in the downtown,
- Upgrading **infrastructure in downtown** Allentown through the rehabilitation of public infrastructure including streets, sidewalks, parks, and other facilities to attract businesses and residents, and
- Improving neighborhoods by **rehabilitating the existing housing stock** and **creating homeownership** and **rental housing opportunities**.

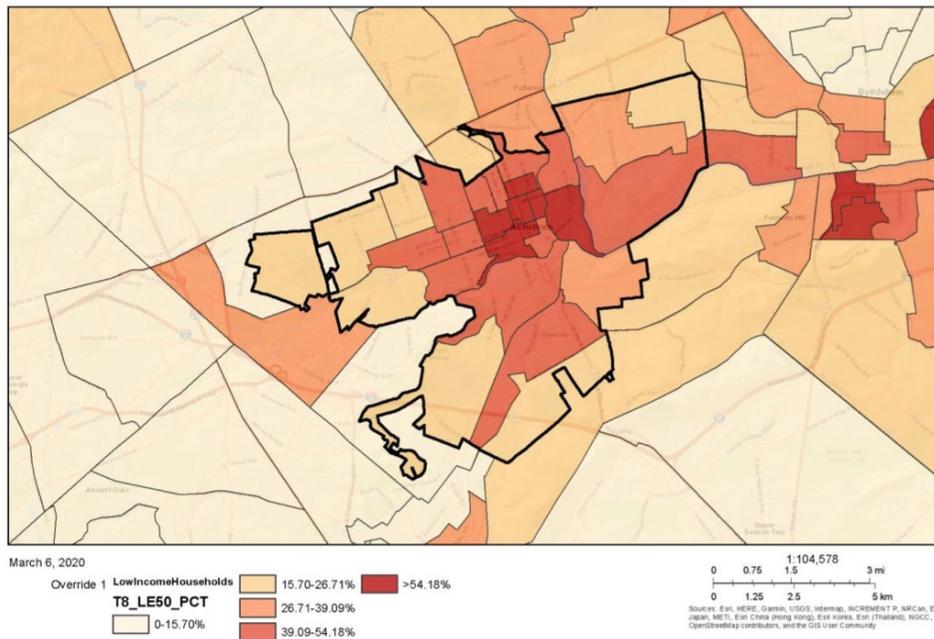
The plan also addresses Allentown's needs in the areas of homelessness, the elderly, mental illness, the disabled, drug and alcohol addiction, and HIV/AIDS.

Neighborhood Conditions

Allentown’s *Five-Year Consolidated Plan* includes a summary of existing conditions related to the various categories of activity to be supported by HUD funding. The existing conditions information relates directly to historic neighborhoods and historic buildings and includes issues of poverty, the high number of rental units, and the age and condition of housing.

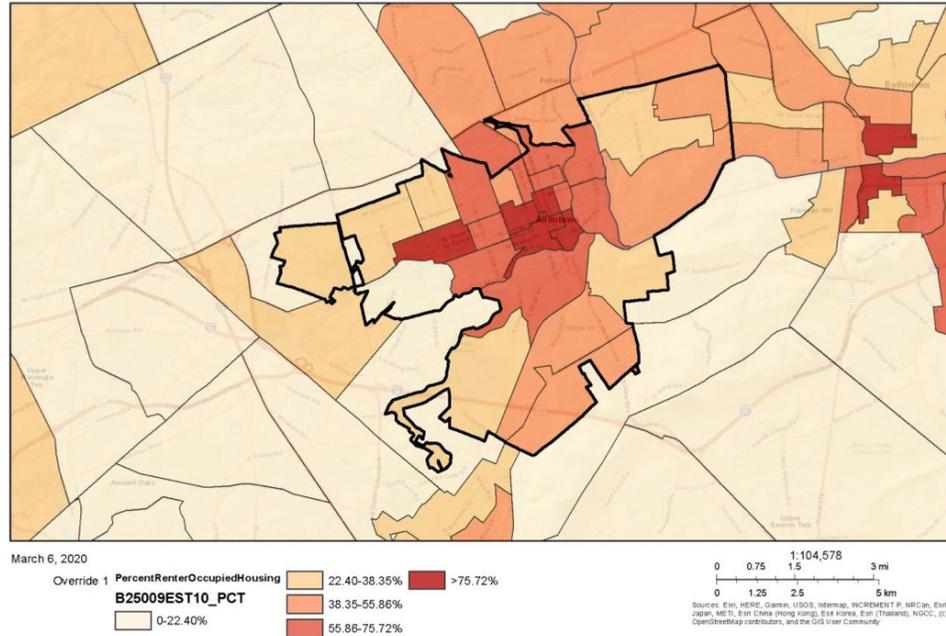
Allentown’s Center City neighborhoods have households with lower incomes, a larger percentage of rental housing, housing needing rehabilitation, depressed housing values, and a lack of shopping opportunities. These neighborhoods are the oldest and densest housing stock in the City, have the poorest population in the Lehigh Valley, have issues with drug related crime, and lack amenities that more successful neighborhoods enjoy.

The following map of Percent of Low Income Households shows the distribution of persons living in poverty in Allentown. Areas where more than 40% of the population has income below the poverty line are considered to have a high concentration of low-income households. As can be noted, the Center City neighborhoods identified in *Upside Allentown* (with the addition of the City’s 1st Ward) have the highest concentration of low income households and are areas of focus for HUD program funding.



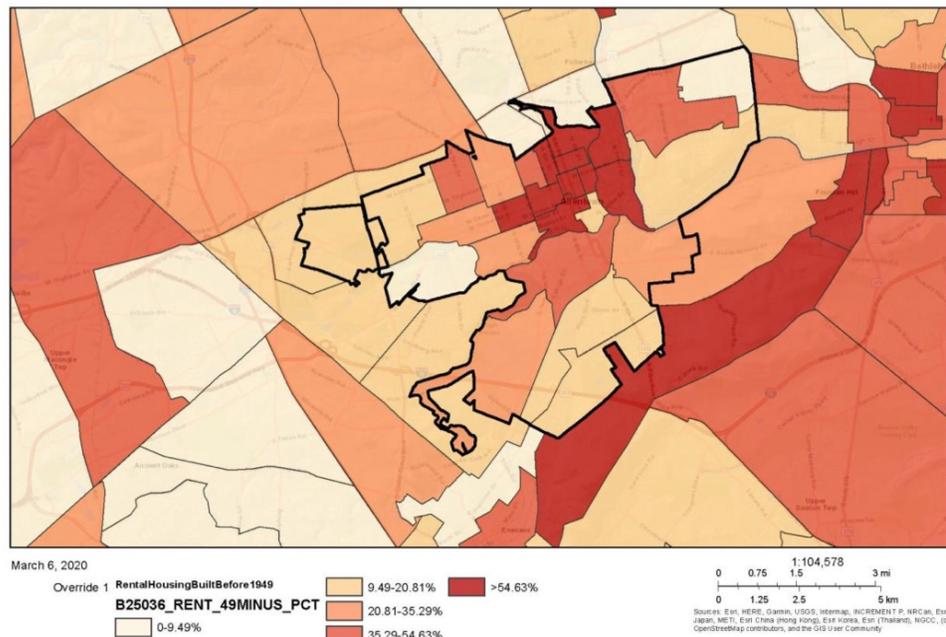
Percent of Low Income Households – the City of Allentown is outlined in black

The maps on the following page show the Percent of Renter Occupied Housing and Percent of Rental Housing Built Before 1949, which are also concentrated within *Upside Allentown’s* Center City neighborhoods.



Percent Renter Occupied Housing

The poor condition of much of the City’s older housing and the high percentage of investor-owned properties depresses housing values, contributing to Allentown’s relatively high concentration of the region’s “naturally occurring affordable housing,” or housing that is affordable due to underinvestment. Additionally, factors like the perceived quality of the school district or lack of amenities can keep housing prices low.



Percent of Rental Housing Built Before 1949

Housing Conditions

In Allentown, a housing unit is considered “standard” if it is in compliance with municipal housing and property maintenance codes. Because these codes grandfather certain pre-existing conditions associated with factors such as minimum room sizes and stairway widths, the precise number of housing units that can be categorized as standard based on a consistent application of municipal codes in the City cannot be accurately determined.

For the purposes of the *Five-Year Consolidated Plan*, a housing unit is termed “substandard” if it requires major repair or replacement of one or more major systems or it requires rehabilitation costing \$25,000 or more in order to achieve compliance with municipal codes.

A structure's age contributes to the potential for it to have substandard conditions. In HUD analyses, age is used to demonstrate the amount of time a unit has been in the housing inventory and the duration of time over which substantial maintenance is necessary. In the absence of routine maintenance, older housing usually becomes substandard.

The age threshold used to signal a potential deficiency is 50 years or more. According to HUD's data, there were 19,040 units in Allentown built before 1950 -- or 46% of the City's housing stock. The data for Allentown identifies a total of 18,720 units, both owner-occupied and rentals, have at least one of the conditions used to determine whether the unit is substandard. This total represents 45% of the City's overall housing, much of which is located in the Center City neighborhoods.

The 50-year threshold is also used to determine potential eligibility for listing on the National Register of Historic Places. It is apparent, therefore, that most if not all units deemed substandard in Allentown are also considered of historical significance and contributing resources to historically significant neighborhoods.

Overcrowding also contributes to conditions creating substandard housing. Overcrowding is directly related to the wear and tear sustained by a housing unit. More than one person per room (1.01 persons or more) is used as a threshold for defining living conditions as overcrowded. In Allentown, HUD data identifies 925 renter households and 170 owner-occupied households affected by overcrowding in their living environment.

In addition to physical improvements, HUD funding is used to provide services that increase the capacity of low income residents. Allentown's main public service needs are centered around more programs for youths and adults, including literacy, job training, and increased mobility options. The primary economic development needs identified were employment training for City residents and financial assistance to upgrade existing businesses. The City and regional service providers acknowledge that the areas most in need of CDBG and HOME funds are the Center City neighborhoods.

However, Center City's issues are somewhat offset by the area's positive attributes, which include:

- The uniqueness of the building stock found in its two historic districts,
- The burgeoning neighborhood commercial district along 7th Street,
- Long standing health care and educational institutions,
- Community groups dedicated to neighborhood improvement and the energy, and
- Entrepreneurial spirit typically found in ethnically diverse communities.

"Potential" and "opportunity" are words that are used to describe the area. Vibrant downtowns that are walkable, diverse, and culturally fulfilling are attracting a younger demographic looking for these attributes. With the support of the downtown corporate and business community, they also now have a partner willing to support the area's revitalization.

Strategic Plan

The *Five-Year Consolidated Plan* presents a Strategic Plan for Housing and Community Development that will guide the City's allocation of Community Development Block Grant, Emergency Solutions Grant and HOME Investment Partnership Program funding during the 2020-2024 planning period.

Each year, the City submits a One-Year Action Plan that shows how the City will allocate available HUD funds in accordance with the Five-Year Plan. Program funding must be spent on eligible activities and must correspond to the needs outlined in the plan. The City's HUD program is discussed further in Chapter 5 of this Historic Preservation Plan in review of the Department of Community and Economic Development programming.

The City's goals for the current five-year period are drawn from *Allentown Vision 2030*, the City's 2019 comprehensive plan. They focus on a number of identified priority needs and targeted available resources toward several specific goals that are designed to address those needs. These needs include housing assistance for low income persons, homeless and special needs persons, public improvements and facilities for low and moderate income persons.

These goals primarily focus on helping residents maintain and improve their quality of life in the City. To this end, Allentown continues to build on successful projects and programs that meet the needs of low and moderate income residents. Projects selected for funding in the current five-year period address the wide range of existing condition issues that exist in the City, outlined above.

The City's Strategic Plan states that funding will be used to address the following Priority Needs:

1. Create and Preserve Affordable Housing – High Priority
2. Build a Strong, Resilient, and Diversified Economy – High Priority
4. Improve Mobility & Connectivity – Low Priority
5. Improve Living Systems – Low Priority
6. Improve Access to Essential Services & Amenities – High Priority
7. Support Public Housing – Low Priority

As drawn from *Allentown Vision 2030*, the following descriptions are provided in the Five-Year Plan's Strategic Plan under the Priority Needs that relate to historic neighborhoods:

Create and Preserve Affordable Housing

- **Improve the Quality of Allentown's Housing:**
Homeowners and landlords both have responsibilities and opportunities to create well-built homes, whether new or renovated, that are resilient, attractive, and equitable. The City and its partners can help ensure that all residents live in quality housing through code enforcement, education, and assistance programs.
- **Increase the Quality of Healthy, Safe, and Affordable Housing:**
In addition to the demand for market rate housing, the City of Allentown needs more healthy and safe housing that is affordable for those making at or below the area's average median income. Affordable housing is more difficult to build than market rate housing and often has to have some subsidy to make up the gap between the cost of construction and the revenue generated by renting or selling the units. Coordinated action between the City and its partners can make it easier to build more affordable housing through programs, incentives, and funding opportunities.
- **Expand Pathways to Homeownership:**
Local property owners are more likely to be engaged with neighborhood revitalization efforts and to be part of the community network than absentee landlords. Local ownership, whether owner-occupied or rental, is an indication of community scale investment. Encouraging homeownership can provide stability and economic security to individuals and families. Engaged ownership also reinforces commitment to place and sense of community.
- **Preserve Allentown's Historic Legacy Housing:**
Allentown's diverse historic housing contributes to the City's unique character. Landmark structures, historic streetscapes, and charming districts of housing and small commercial tell the story of Allentown's physical development. With sensitive zoning, programs, and key projects, Allentown can preserve and protect its assets to ensure that the legacy remains.

Build a Strong, Resilient, and Diversified Economy

- **Connect to Regional Markets:**
Allentown has an economic advantage in having key tourism destination markets within 200 miles of city limits. The City will strengthen and enhance local tourism to attract tourists and investors from these markets. Doing so will also support local entrepreneurs in their ability to expand their consumer base.
- **Encourage the Development and Support of Neighborhood Businesses:**
Entrepreneurship can flourish in neighborhood commercial districts and

provide jobs to local community members. Ease of access to services and amenities builds neighborhood economic strength and a sense of community. When services are within walking, biking, or transit distance, it cuts down on the amount of time spent in cars. Increasing services like health clinics, libraries, and recreation make it easier for everyone to have access, which improves health and quality of life.

Improve Mobility & Connectivity

- **Connect Places in the City:**

Allentown's dense street grid makes it one of the largest walkable areas in the Lehigh Valley. Infrastructure improvements, combined with targeted development strategies, can create vibrant urban destinations and strengthen the viability of Allentown's urban network.

- **Welcome People to the City:**

Improvements to the experience of entering the City would help establish Allentown's identity and support economic development. Gateways and signage could help orient people to centers within the City and help clusters of businesses market themselves to residents and visitors alike. A shared parking strategy could dynamically manage demand for car storage and could promote alternative transportation through price signals.

Establishing gateways and coordinated signage, potentially through a wayfinding initiative, can lead to stronger recognition of and improved economic activity for Allentown attractions, such as: cultural districts and corridors like the Theater District and the 7th Street restaurant corridor; major destinations and attractions like the Fairgrounds and the PPL Arena; institutions like hospitals and universities; and neighborhoods and historic districts.

Improve Living Systems

- **Increase Environmental Stewardship:**

Implement a mix of activity to improve Allentown's environment, from engaging residents and businesses to support neighborhood cleanups to working to mitigate noise pollution.

- **Create Productive and Connected Urban Landscapes:**

Urban open space and parks are often considered a sign of environmental health. Allentown has many opportunities where flood control and water quality improvements yield both ecological and economic benefits and opportunities for networked trails, parks, and outdoor recreation and learning environments.

- **Plan for a Sustainable and Resilient Allentown:**

As a growing city and economic center, Allentown needs to consider the long-term viability of its services in light of shock and stressors associated with economic conditions like rapid growth, environmental conditions associated with climate change, and social conditions like access to services and opportunities for immigrant populations.

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Allentown can reinvent itself as a model small city with regard to sustainability and resilience.

- **Improve Access to Essential Services & Amenities**

To improve quality of life for residents, it is important to provide necessary services that meet daily needs in a convenient and welcoming way. The *Allentown Vision 2030* planning process identified the importance of providing access to training facilities, grocery stores, banking, and programs to assist returning populations and the homeless.

Summary

The *Five-Year Consolidated Plan* for Allentown provides the background for use of HUD funding for the revitalization of the City's historic low income neighborhoods and to support the neighborhoods' residents. The plan identifies key issues and proposes strategies to address those issues in accordance with *Allentown Vision 2030*, the City's 2019 comprehensive plan. The Five-Year Plan is key to the revitalization of Allentown's historic Center City neighborhoods and their historic buildings.

RECOMMENDATION 3.13: Highlight issues and strategies identified in the City's *Five-Year Consolidated Plan* in addressing the needs of Allentown's historic low income neighborhoods. Support the use these strategies for the targeted revitalization of historic low income neighborhoods.



Historic homes in Jordan Heights at Liberty and Penn Streets. Rehabilitation could include the removal of inappropriate treatments and the appropriate maintenance of historic building fabric.

ALLENTOWN VISION 2030

The City of Allentown completed work on a new comprehensive plan in November 2019 titled *Allentown Vision 2030, Comprehensive and Economic Development Plan*. Prepared with the assistance of a multi-disciplinary consultant team, *Allentown Vision 2030* encompasses many of the strategies developed in the planning documents reviewed earlier in this chapter and provides a framework for future growth and development. While previous planning documents and strategies have been focused on particular areas, especially Center City, *Allentown Vision 2030* is Citywide.

This Historic Preservation Plan uses *Allentown Vision 2030* as its organizing framework. The Historic Preservation Plan should be an implementing element of the Comprehensive Plan, identifying how community character and the City's historic buildings and resources relate to *Allentown Vision 2030's* overall strategies and recommendations.

The discussion below identifies specific sections of *Allentown Vision 2030* that impact historic buildings, should include historic preservation considerations, and should be used to enhance neighborhood character by incorporating historic preservation principles.

Allentown Vision 2030's analysis and recommendations are divided into two sections: **Citywide Urban Systems** and **Area Planning**. The section on Urban Systems addresses five Citywide systems and presents strategies and actions related for each. The systems include:

- Economic Development,
- Housing,
- Accessibility & Connectivity,
- Services & Amenities,
- Living Systems.

The section on Area Planning divides the City into four separate areas – East Allentown, South Allentown, West Allentown, and Center Allentown – and addresses strategies and actions for the physical development of each area. Chapters 6 through 10 of this Historic Preservation Plan include a review of conditions and recommendations for each of these four areas of the City in accordance with the comprehensive plan's strategies.

Allentown Vision 2030 identifies two “catalytic actions” that are foundational to the implementation of the Comprehensive Plan. The two catalytic actions are:

Zoning Code Update: The City will be undertaking a zoning code update that will seek to implement actions outlined in the plan. Looking into the future, Allentown will emphasize zoning mechanisms that prioritize development of a variety of housing types and transportation options.

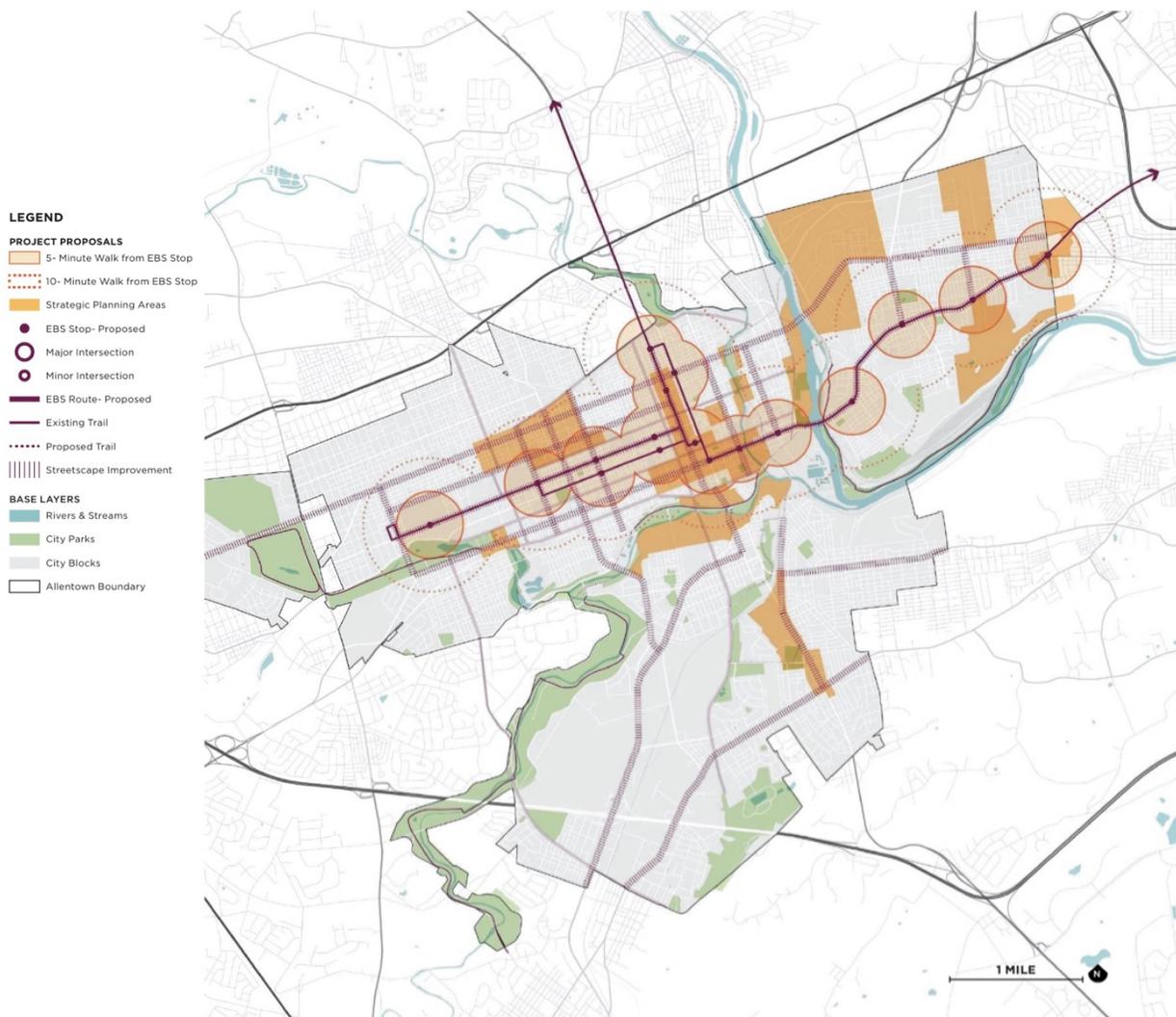
Neighborhood Planning: The Department of Community & Economic Development and Bureau of Planning & Zoning will begin a process of preparing Neighborhood Plans for different specific neighborhoods within the City. The Neighborhood Plans will apply the Urban System strategies to different specific

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locations and be in accordance with the overall Area Planning recommendations.

The identification of character defining features and historic resources in the Neighborhood Plans and the incorporation of historic preservation principles in their implementation recommendations is central to the implementation of this Historic Preservation Plan.

RECOMMENDATION 3.14: Use **Neighborhood Master Plans** as a means of identifying existing conditions, assessing issues and opportunities, and implementing targeted actions for the revitalization and enhancement of Allentown’s neighborhoods. Use the planning process to engage residents and build support for neighborhood action.



Citywide Future Land Use Map from Allentown Vision 2030

Urban Systems

Under each of the Urban Systems identified in the Comprehensive Plan, there is a list of Principles, each with corresponding actions. The Principles can be defined as the goals for each System. The actions that accompany each Principle detail how the goals will be accomplished.

Below is a summary of the actions proposed under several of the Urban Systems that are most directly related to historic preservation and the preservation and enhancement of historic neighborhood character. The letter/number codes in parenthesis after each action identify the Urban System and Principle within the Comprehensive Plan to which they relate.

Urban Systems: Economic Development

The Comprehensive Plan's Economic Development Urban System focuses on increasing local employment and entrepreneurship. It includes several actions that relate to land use, historic buildings, and historic neighborhoods.

- **Zoning Update: Neighborhood Mixed-use Overlay District (ED1e):** Walkable neighborhoods with a variety of neighborhood-serving businesses and services can create hubs of activity across the City. By approaching business development at the neighborhood scale and utilizing both the zoning code rewrite and neighborhood planning framework, the City can work alongside the community to determine where and how additional commercial spaces could function in neighborhoods.

The Comprehensive Plan proposes expanding Limited Business/Residential Zoning designations within City neighborhoods. These areas are expected to occur mostly at the edges of neighborhoods. For the most part, such mixed-use districts would replicate historic patterns of land use and can be expected to bring vitality to neighborhoods.

This Historic Preservation Plan recommends that proposed Overlay Districts be used to enhance the character and vitality of existing historic neighborhoods. Their selection/locations should be associated with historic buildings appropriate for such use, encourage the adaptive reuse of historic buildings, and apply historic preservation principles to revitalization and adaptive reuse. Context sensitive design should be used for any new construction.

RECOMMENDATION 3.15: Use Neighborhood Mixed-use Overlay Districts to **strengthen existing historic neighborhoods**. Use historic preservation principles and context sensitive design in their implementation.

- **Historic Preservation (ED4a):** The Comprehensive Plan notes that the historic preservation of residential, commercial, and office buildings in Allentown helps tell the City's story, build its status as a destination by attracting heritage tourism, and increase tax revenue by encouraging the improvement and reuse of buildings. Beyond the three existing local

historic districts, the Comprehensive Plan states that the City should expand the scope of historic preservation in Allentown to include commercial, office, and industrial buildings.

The Comprehensive Plan recommends undertaking inventories to identify historic resources most worthy of protection and reuse. In doing so, it appears to emphasize that attention be given to individual, isolated historic buildings rather than to entire historic neighborhoods or commercial areas.

While this Historic Preservation Plan also recommends inventories (see Chapter 4), this plan makes the case that most buildings in Allentown (at least pre-dating World War II) are of historical significance, contribute to the character of historic neighborhoods, and should be appropriately treated. A variety of means are recommended in the Historic Preservation Plan to encourage appropriate treatment.

RECOMMENDATION 3.16: Expand the **concept of historical significance** suggested in the comprehensive plan’s action ED4a to recognize that most buildings within the City are of historical significance and should be appropriately treated.

- **Adaptive Reuse (ED4b):** The Comprehensive Plan states that adaptive reuse has the potential to enliven neighborhoods and create interesting, walkable places that attract customers from the region while improving the tax base. The plan states that adaptive Reuse projects are a great way to activate under-utilized structures throughout the City while maintaining some of their historic qualities. This Historic Preservation Plan fully endorses these statements.

Yet the Comprehensive Plan goes on to recommend the identification of sites that are “eligible” for adaptive reuse, should be pursued as historic sites, marketed to developers, and creatively financed. The plan specifically cites use of federal and state historic preservation tax credits.

These recommendations are appropriate for high profile historic buildings such as larger historic buildings in Center City, and this Historic Preservation Plan supports them in that context (see discussion of the Downtown Development Plan earlier in this chapter). However, federal and state tax credits are usually only usable for larger projects (generally over \$3 million), while a large number of smaller historic buildings in Allentown may also be appropriate for adaptive reuse.

As with recommendation ED4a above, the Comprehensive Plan appears to have bias toward larger and more prominent historic buildings and to not recognize the full range of historic buildings throughout the City.

This Historic Preservation Plan recommends that historic buildings throughout the City be considered and supported for adaptive reuse when appropriate. In particular, small commercial buildings in historic neighborhoods should be encouraged for adaptive reuse when preparing Neighborhood Master Plans, when establishing Neighborhood

Mixed-use Overlay Districts as discussed above, when implementing Main Street programs such as along the 7th Street corridor, or when planning in planning for key road corridors such as Hanover Avenue.

In such cases, adaptive reuse projects are likely to be small in scale and would benefit from planning and infrastructure incentives that could be customized to the specific locations.

RECOMMENDATION 3.17: Encourage and support the **adaptive reuse** and appropriate treatment of historic buildings throughout Allentown.

- **Brownfield Remediation (ED4d):** The Comprehensive Plan supports the remediation of brownfield sites in Allentown, many of which were formerly historic manufacturing sites. Some brownfield sites still retain historic buildings which may be adaptively reused. The Allentown Economic Development Corporation has completed reuse projects on several historic manufacturing sites. Perhaps the most significant current brownfield redevelopment site is The Waterfront bordering the Lehigh River, site of the former Allentown Rolling Mill, which is within the NIZ and is being developed privately with public support. No historic buildings remain on the site, however. This Historic Preservation Plan supports these actions.

RECOMMENDATION 3.18: Support the **remediation and adaptive reuse** of historic brownfield sites. Retain and adaptively reuse remaining historic buildings whenever possible.

- **Zoning Update: Business Focus (ED4e):** The Comprehensive Plan notes that in the current zoning ordinance, Allentown zones are separated by use with residential, commercial, and industrial uses sectioned into different areas.

Updating the zoning would allow for development to be more consistent with historic development patterns and could accommodate a dense mix of uses typical in historic urban areas. This recommendation is similar to the Neighborhood Mixed-use Overlay District recommendation above.

- **Develop Entertainment Districts to Increase Local Tourism (ED5a):** The Comprehensive Plan recognizes the significant number of cultural attractions in Allentown and decades-long initiatives to create and promote cultural places as economic development and quality of life urban amenities. The Hamilton Street Arts Walk, West End Theater District, and Allentown Fairgrounds are cited as cultural initiatives within the City. These and other visitor attractions often feature historic buildings and stories of the City's historical development.

RECOMMENDATION 3.19: Support the establishment of **entertainment and cultural districts and programs** within the City, especially those that feature historic buildings and stories. (See Chapter 5 on the establishment of a Citywide interpretive presentation.)

Urban Systems: Housing

The Comprehensive Plan's Housing Urban System includes Principles and actions that are also the focus of the City's *Five-Year Consolidated Plan* discussed in the previous section of this chapter. Principles include:

- Improve the Quality of Allentown Housing,
- Increase the Quantity of Healthy, Safe, and Affordable Housing,
- Enhance Pathways to Homeownership, and
- Preserve Allentown's Historic Legacy Housing.

Strategies and recommendations in all of the Principles listed above impact historic neighborhoods. Recommended actions such as rental inspections, code inspections and enforcement, increasing home ownership, and expanding affordable housing will create stronger and more stable neighborhoods and are supported by this Historic Preservation Plan.

The following recommendations specifically relate to historic housing:

- **Preserve Existing Housing (H1d):** The Comprehensive Plan notes that Allentown's housing stock is older and in need of updating. Given the age of the housing, most of the existing housing stock is considered affordable. However, there is a need to maintain and preserve the existing housing. The variety of housing types, styles, and sizes gives the City character. Due to the age of the housing, specific work is needed to bring properties up to code as well as making them more efficient for the user. In many cases, work has been delayed or put off over the years. Investment is needed to ensure that the existing housing stock can be preserved.

The Comprehensive Plan proposes development of a program to support maintenance of existing housing units in conjunction with non-profits and other agencies. Such programs are included in the City's *Five-Year Consolidated Plan* with respect to HUD funding, and other sources of such funding should be sought as well.

- **Financial Assistance Programs (H1e):** The Comprehensive Plan notes that, similar to action H1d above, in order to maintain the quality of the housing stock, the community has identified a need for Financial Assistance Programs. Due to the age of the housing stock, investments need to be made in order to modernize the housing and address deferred maintenance. Improvements to make the housing more energy efficient will assist in reducing some of the monthly costs for both renters and landlords. There are some existing programs available to residents but there is a need to evaluate the gaps in funding in order to provide assistance where it is needed.

RECOMMENDATION 3.20: Support **housing strategies and recommendations** of the Comprehensive Plan that will help strengthen and enhance historic neighborhoods.

Perhaps most significant, however, is the Comprehensive Plan's Principle: **Preserve Allentown's Historic Legacy Housing.**

The Comprehensive Plan notes that Allentown is fortunate to have walkable districts where beautiful historic structures line the streets. In these areas, stores, schools, small businesses, and services are woven into the neighborhood fabric. The plan notes that Allentown has taken steps to protect its historic assets and is committed to the preservation of historic buildings and urban patterns to ensure that its legacy remains.

The Comprehensive Plan discusses the preparation of this Historic Preservation Plan and states that the recommendations of the Historic Preservation Plan will be incorporated into the Comprehensive Plan.

Recommended actions of the Comprehensive Plan include:

- **Historic Preservation Districts (H4a):** The Comprehensive Plan supports the local historic districts of Old Allentown, Old Fairgrounds, and West Park and notes that they represent an opportunity to preserve and build upon the unique character and story of each district. These districts protect the existing structures and regulate development. They can increase property values in the area and add to an enhanced sense of community.

The Comprehensive Plan supports new or expanded historic districts, design guidelines to assist property owners, public enhancements, and adaptive reuse of historic buildings for residential use.

- **Facade Grants, Stabilization Grants, and Other Preservation Funding (H4b):** The Comprehensive Plan supports investigation of potential forms of financial assistance for owners of historic houses to assist with the preservation of residential buildings and prevent their neglect and demolition. Access to grants, loans, or other preservation-based funding would welcome people to invest in historic communities. The potential for a revolving loan program is specifically mentioned.

RECOMMENDATION 3.21: Incorporate this Historic Preservation Plan as an **implementation element** of *Allentown Vision 2030*, the City's 2019 Comprehensive Plan.

Urban Systems: Accessibility and Connectivity

Proposed improvements to City streets can be important in reinforcing and enhancing historic neighborhood character. Among the Comprehensive Plan's recommendations for Accessibility and Connectivity in Allentown are actions for streetscape improvements, traffic calming, and gateway and wayfinding branding and signage that will strengthen neighborhood identity, livability, and character.

- **Streetscape Improvements (AC2b):** Advancing and coordinating streetscape improvements in Allentown can be supported through the Complete Streets framework and through integrating technology-focused solutions.

Complete Streets is a nationally recognized framework for how to design streets for all users, all modes of transportation, and all ability levels. A Complete Street in a neighborhood commercial area, will not look the same as a Complete Street in a busy downtown, but both will accommodate all potential users.

- **Calming Traffic with One-way to Two-way Street Conversions (AC2c):** Many of Allentown’s streets are one-way, perhaps as a remnant of mid-century redevelopment along Hamilton Street. Conversion to two-way streets would calm traffic, increase pedestrian safety, increase business visibility, and create better conditions for active storefronts and sidewalks. Two-way streets can greatly change the character of a neighborhood from being car friendly to people friendly.

For example, although one-way commercial corridors operate best in “pairs,” neither 7th Street nor Hamilton have an equivalent commercial district pairing, making the experience of the commercial district discontinuous. In Allentown’s **historic neighborhoods**, smaller one-way streets like West Chew, West Turner, and West Linden improve the flow of vehicles, but not necessarily to the benefit of the neighborhood residents who would like slower traffic and safer conditions.

Even if a street is not converted back to two-way, the one-way street should be planned to calm traffic and increase multimodal travel with bike lanes, intersection bulb-outs, or other improvements that slow cars and make safer environments for people.

- **Gateways (AC3a):** Allentown can be a more welcoming place for both residents and people who come to the city to visit, work, or for entertainment. Installations such as welcoming gateway areas and wayfinding signage can create a larger citywide identity. By making it easier to navigate the City, both visitors and residents will be able to access their daily needs and amenities. The signage can communicate **neighborhood character and identity**, and be a part of empowering residents to take greater ownership and pride in their historic neighborhood.
- **Wayfinding Signage and Branding (AC3b):** The Comprehensive Plan notes that creating a memorable brand is key to establishing a sense of place and communicating the identity of the City. The best brands are easily understood, unique, and fit into a flexible system so they can be used in many ways.

Allentown can incorporate its brand identity to help people think about the parts of the City as a whole. For example, the brand logo can be used along with different colors to create **neighborhood gateways**, business district furniture, and directional signage. Trails and parks can incorporate the system and use creative and low cost installations, like ground adhesives, to communicate effectively. Signs with simple icons to understand systems as well as different languages communicate that all are welcome and that the community is well informed.

RECOMMENDATION 3.22: Through **neighborhood planning**, identify actions that should be implemented to enhance historic neighborhood identity, livability, and character through **streetscape improvements**; traffic calming; and gateway, wayfinding, and neighborhood branding and signage.

Urban Systems: Services and Amenities

Allentown’s neighborhoods are the foundation of the City. Supporting local neighborhood leadership that can engage residents and facilitate neighborhood action is a core strategy for long-term success in neighborhood revitalization. Needed services and amenities in low income neighborhoods are identified in the Comprehensive Plan and in the City’s *Five-Year Consolidated Plan*.

Supporting initiatives that create welcoming neighborhoods and provide opportunities to connect with neighbors, local businesses, and community organizations will help build collective ownership and neighborhood identity across Allentown’s diverse communities. Among the Comprehensive Plan actions on services and amenities that will support historic neighborhood character are the following.

- **Support Neighborhood Leadership (SA1c):** The City of Allentown can provide mechanisms for supporting existing neighborhood groups and associations as well as provide tools for establishing new neighborhood groups where none currently exist. Supporting neighborhood associations and community groups is an essential part of enhancing the sense of community and creating welcoming spaces for new and existing residents.
- **Neighborhood Partners (SA2e):** With increased planning at the neighborhood level, philanthropies, the non-profit sector and private sector entities should be engaged as partners in the planning and implementation of plans. Financial support from partners is not necessarily needed for implementation but can make a big difference.
- **Small Lot Art Installations and Cultural Placemaking (SA2f):** Access to art that reflects the many cultures and perspectives in Allentown will create an authentic sense of place. Art in institutions may feel inaccessible, but creating art installations or civic activations in vacant lots or small public spaces offers benefits of creativity to all residents.
- **Support Cultural Spaces (SA3a):** Neighborhood identities can be highlighted in many ways: through artwork such as murals, through events, and through cultivating neighborhood identity. The gateways and wayfinding signs mentioned in the Accessibility and Connectivity chapter are one way to establish **neighborhood identity**. Neighborhood identity can also be established through grassroots efforts, such as street fairs that local community groups hold or food tours for a cluster of restaurants.
- **Expand Multicultural Programming (SA3b):** The City has a role to play in expanding awareness of diverse cultures that contribute to the great

racial, ethnic, and cultural diversity of Allentown. The City can help to educate groups on holding events, provide staff assistance to make all cultures feel welcome, and can choose to highlight diversity.

RECOMMENDATION 3.23: Support **neighborhood associations** in the engagement of residents and in the planning and implementation of enhancement of historic neighborhoods.

RECOMMENDATION 3.24: Support placemaking and programming that strengthens **neighborhood identity** and engages the full range of a neighborhood’s culturally diverse residents.

Urban Systems: Living Systems

Living Systems address both community and environmental health. Community health includes physical health as well as how residents can thrive in their communities – ensuring neighborhoods are safe, walkable, and promote a culture of health. Environmental health looks at the natural systems that support Allentown, from the greenspaces and parks to the streams and Lehigh River.

- **Neighborhood Clean Up (LS3a):** One solution to improving the environment is regularly scheduled neighborhood clean up days. These can be held by community groups as a neighborhood specific event, or can be sponsored by the City or a non-profit. Clean up programs are currently implemented by neighborhood associations in the City’s local historic districts
- **Support Expansion of Green Infrastructure (LS3d):** Green infrastructure, which diverts stormwater away from established drainage infrastructure is an important aspect of environmental health in Allentown and can be used to enhance neighborhood character. Green infrastructure can be a neighborhood enhancement feature that absorbs water from storms through gardens, holding areas, and porous pavers.
- **Energy Efficiency Programs and Policies (LS3f):** The City and aligned non-profits are well suited to secure funding for energy efficient retrofits on City property, private property, and in public places. Allentown could adopt high performance building policies for its own buildings and could infuse criteria into building and zoning codes through point-based incentives.

LEED Leadership in Energy and Environmental Design and the Living Building Challenge are building rating systems that advocate for building performance that is better than the national average or that is net positive (where the building makes more energy than it uses). ENERGY STAR Certification is another option to encourage and improve building energy performance, save energy and money, and decrease greenhouse gas emissions.

Many cities have adopted mandatory energy benchmarking ordinances to track energy consumption, comply with any local standards, and in some cities, publicly disclose their energy performance. Energy efficient **housing, whether retrofitted or new**, enables owners and renters to spend less on energy and put money into the community in other ways. There are many programs available to different community partners (non-profits and agencies) that can support retrofits through direct investment or by encouraging property owners to invest.

- **Parks and Open Space (LS4a):** The City of Allentown is nationally recognized for its robust **historic park system**. Allentown’s parks are an important neighborhood and community resource for recreation to serving as gathering spaces to hosting regional and statewide events with thousands of attendees. Parks also serve to meet connectivity and transportation needs by providing walking and biking trails and connecting to other parks and destinations. Trails provide space for exercise and an option to roll or walk away from vehicular traffic.

The City should update the *Allentown Parks and Recreation Master Plan* to reflect recent development and projected population growth. Some items from the 2006 plan are especially relevant to the current conditions, including access to parks in the densely populated northern neighborhoods and in the eastern neighborhoods.

RECOMMENDATION 3.25: Support **environmental actions that enhance neighborhood character** and wellbeing. Include expansion of green infrastructure in neighborhoods and the use and treatment of Allentown’s **historic park system**. (See recommendations on the City park system in Chapter 5.)

RECOMMENDATION 3.26: Support and implement established **energy efficiency techniques** that preserve the **character and integrity of historic housing** in neighborhoods. Be guided by energy efficiency guidelines outlined in the Secretary of the Interior’s Standards for the Treatment of Historic Buildings.



CHAPTER 4 – ALLENTOWN’S HISTORIC PRESERVATION PROGRAM

Allentown’s municipal Historic Preservation Program was established in 1978 with adoption of the City’s Historic District Ordinance, which designated the Old Allentown Historic District and created the Historic Architectural Review Board (HARB). Designation of the Old Fairgrounds Historic District in 1981 and West Park Historic District in 2000 further developed the program.

From these beginnings, additional initiatives have been undertaken in Allentown over the years in support of the recognition, documentation, and protection of historic resources. These initiatives are briefly summarized in discussions below as appropriate.

For the purposes of this plan, Allentown’s Historic Preservation Program is considered in relation to the following existing and potential future elements:

- Certified Local Government,
- Historic Architectural Review Board (HARB),
- Historical Commission,
- Local Historic Districts,
- Local Historic Landmarks,
- Conservation Districts,
- Historic Resource Inventories,
- National Register of Historic Places,
- Traditional Neighborhood Development Overlay District (TNDO).
- Historic Building Demolition Overlay District (HBDO), and
- Neighborhoods and Public Outreach.

Each of these elements is discussed below in this chapter. Related historic preservation topics in Allentown are outlined in other chapters of this plan.

WHOLE-OF-CITY APPROACH

Residents and visitors recognize the distinctive character of Allentown and its various neighborhoods and corridors. From its beginnings in the early 18th century, Allentown grew outward from its core in Center City and along the Lehigh River and Canal over distinct periods that are readily identifiable in historic maps. The City's topography, river and stream corridors, industrial sites, and railroad corridors had marked impacts upon the City's growth.

Center City, especially Hamilton Street and adjacent streets, and the City's industrial sites saw redevelopment during different periods, with new commercial, residential, and industrial structures replacing earlier ones. This pattern has been replicated by the City's recent resurgence and redevelopment.

Outer neighborhoods – post 1876 – have been mostly additive in their growth and development, without significant redevelopment except in former industrial areas adjacent to railroads. Significant growth and expansion of neighborhoods occurred throughout the City in the first two decades 20th century.

By the early 1930s, Allentown as we know it today had been almost entirely platted with streets and blocks even though new construction along those streets and within those blocks would take decades to fill in – into the 1950s and 1960s. Consequently, outer neighborhoods have a diversity of housing from different periods existing side by side.

Given these characteristics of its historical development, the entire City of Allentown should be considered of historical significance – every neighborhood, every area of the City has distinctive character that is directly related to its historical development. Consequently, historic preservation considerations should be a part of every decision, activity, and initiative related to neighborhood and community character.

This Historic Preservation Plan takes a whole-of-city approach to the role of historic resources in Allentown. This approach is directly related to *Allentown Vision 2030's* recognition of the central importance of neighborhood character to the City's identity. It is easier to identify the limited number of areas within Allentown's boundaries that are *not* historic – developed within the past few decades – than it is to identify and inventory the large areas that are historic. Even areas of the City that have developed more recently are laid over earlier layers of historic landscapes.

This whole-of-city approach is unrelated to state and federal compliance. The PA SHPO has identified specific areas of the City that are considered eligible for listing on the National Register of Historic Places and are therefore subject to review when state and federal actions are to be undertaken or funding is to be used. Examples of such actions are the City's use of HUD funding and the use of state and federal funding for transportation (road and highway improvement) projects. The importance of Allentown's historic character goes beyond these more limited areas of compliance.

The portions of Allentown outside of these National Register eligible areas are also historically significant to the City and have strong historic character. That

ALLENTOWN'S HISTORIC PRESERVATION PROGRAM

they are not eligible for listing on the National Register does not mean that historic resources are not present and that historic preservation considerations should not be a priority within them. The entire City of Allentown should be considered of historical significance and should be subject to the preservation recommendations and considerations outlined in this plan.

RECOMMENDATION 4.1: Take a **whole-of-city approach** to historic preservation in Allentown. The historic resources and historic character of every neighborhood, corridor, and area of the City should be recognized, valued, and taken into consideration when planning for change and enhancement.



Neighborhoods from throughout Allentown are of historical significance. This photo is of duplex residences in College Heights near Muhlenberg College.

CERTIFIED LOCAL GOVERNMENT

Municipalities with established historic preservation programs may be recognized through designation as a Certified Local Government (CLG) by the National Park Service (NPS) and Pennsylvania State Historic Preservation Office (PA SHPO).

The CLG program is a federal program managed by the PA SHPO through which federal funding is allocated specifically to be used as grants to qualified CLGs. Each year, 10% of the federal funds provided to the PA SHPO are required to be offered as grants to local municipalities that have qualified as CLGs. Currently, 45 Pennsylvania municipalities participate in the CLG program.

Designation as a CLG demonstrates a community's readiness to take on preservation projects and be successful when seeking other opportunities for community revitalization and development using local historic assets.

Allentown was designated as a Certified Local Government in May 2010 in accordance with requirements of the NPS and PA SHPO. The most important requirement for the City's designation was adoption of its Historic District Ordinance, which established the City's three local historic districts and created the Historic Architectural Review Board (HARB). Allentown's Programmatic Agreement with the PA SHPO with respect to HUD funding is also an important component of the City's relationship with the PA SHPO.

As a CLG, Allentown has a higher likelihood of receiving a yearly allocation of historic preservation grant funding for inventories and other key projects as outlined in this plan. This Historic Preservation Plan is being funded largely through a CLG grant.

The City is also eligible to receive technical assistance and training workshops for HARB members and City staff from the PA SHPO that are not available to non-CLG communities. In contrast, by not being a CLG, Allentown would compete with about 2,560 other municipalities across the Commonwealth for funding and technical assistance.

Maintaining Allentown's designation as a CLG is an ongoing priority action which the City has been meeting on a yearly basis. Allentown's Historic Preservation Program should be broadened and strengthened through implementation of recommendations outlined in this chapter of the Historic Preservation Plan.

GUIDANCE: Actively maintain Allentown's designation as a **Certified Local Government** and participate in the PA SHPO's statewide Certified Local Government program.

RECOMMENDATION 4.2: Implement priority actions outlined in this chapter relative to resource inventories, conservation districts, historical commission responsibilities, and public outreach to **broaden and enhance** the City's Historic Preservation Program.

Programmatic Agreement

The City has entered into a Programmatic Agreement with the PA SHPO for federal and state compliance related to its HUD programming with respect to historic preservation. Compliance is required under Section 106 of the National Environmental Policy Act (NEPA) of 1970.

The Programmatic Agreement recognizes that, as a Certified Local Government, the City has agreed to integrate preservation planning and cultural resource identification into local government planning and development decision making. In doing so, the City employs qualified staff with the professional expertise necessary to evaluate properties which may be significant and eligible for listing on the National Register of Historic Places.

The staff person responsible for managing implementation of the Programmatic Agreement is the Historic Preservation Planning Officer within the Bureau of Planning and Zoning. This staff person may call upon the additional expertise of the City's HARB consultant when necessary.

In undertaking HUD funded projects, the City is responsible for the assessment of possible impacts on National Register listed or eligible resources. The City and its funded partners must provide information documenting proposed projects, based upon which the City's Certified Staff will assess the resources and any potential impacts. The proposed Historical Commission discussed later in this chapter should oversee staff and consultant work.

In general, the City and its partners agree that funded activities will be carried out following recommended approaches in the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. Where adverse impacts cannot be avoided, mitigation measures may be negotiated and implemented.

GUIDANCE: As a Certified Local Government, continue to implement the **Programmatic Agreement** with the PA SHPO regarding the evaluation and treatment of historic resources impacted by HUD funded projects.

GUIDANCE: Continue to assure that HUD funded projects are undertaken in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, enhancing the historic character of Allentown's low income neighborhoods.

RECOMMENDATION 4.3: Develop a **menu of desirable mitigation measures** that would support historic preservation in Allentown and could be used to mitigate unavoidable adverse impacts due to HUD funded projects.

RECOMMENDATION 4.4: Consider the establishment of **small grant programs** for the rehabilitation of historic residences and businesses in historic low income neighborhoods as a possible mitigation vehicle.

HISTORIC ARCHITECTURAL REVIEW BOARD (HARB)

Allentown's Historic Architectural Review Board (HARB) was created in 1978 with adoption of the City's Historic District Ordinance (Title Nine, Special Districts, Article 1391, Historic Districts) and establishment of the Old Allentown Historic District. Since then, the HARB's responsibilities have expanded to include review of the Old Fairgrounds Historic District (1981) and West Park Historic District (2000).

Allentown's HARB is the central organizing entity for the City's Historic Preservation Program. The Historic District Ordinance defines the HARB as *the agency that advises Allentown City Council, the City of Allentown, and applicants on any requests for authorization to erect, alter, reconstruct, repair, restore, demolish all or part of any building within a historic district*. It's primary duty and power is to make recommendations to City Council on the issuing of Certificates of Appropriateness required for projects within the City's local historic districts pursuant to the Historic District Ordinance and state historic district enabling legislation (Act of June, 1961, P.L. 282, No. 167).

As such, the HARB is an advisory body to City Council. Upon rendering a decision on issuance of a Certificate of Appropriateness for a proposed project within a local historic district, the HARB submits its recommendation to City Council within 10 days, upon which City Council acts in approving the Certificate of Appropriateness.

Additionally, Allentown's Historic Buildings Demolition Overlay District Ordinance gives the HARB the responsibility of advising the Zoning Hearing Board on proposed demolition applications within the overlay district.

The HARB is supported by a staff member of the Bureau of Planning and Zoning who is technically referred to as the HARB Secretary in the City ordinance. The HARB is also supported by a professional consultant, who reviews applications relative to adopted criteria and guidelines and makes recommendations to the HARB. The HARB Secretary has authority to provide staff approvals for permit requests that meet the criteria described in the HARB's guidelines. The *Guidelines for Historic Districts* were adopted in 2012 and are specifically cited in the City ordinance.

The Historic District Ordinance states that the Bureau of Building Standards and Safety shall not issue a building permit for any erection, reconstruction, alteration, restoration, demolition, or razing of any building or structure in an historic district which will affect the exterior historic or architectural features that are visible from a public right-of-way without a Certificate of Appropriateness or staff approval in accordance with the *Guidelines*.

In practice, the work of the HARB over the years has been of high quality and has positively impacted the character the City's three local historic districts. The HARB is currently comprised of members with interest in and experience with historic buildings. Meetings are well organized and professionally conducted. Both the Bureau of Planning staff and the professional consultant provide important, high quality support to HARB members.

GUIDANCE: Continue **current procedures and review processes** for proposed construction and alterations within Allentown's local historic districts in accordance with the Historic District Ordinance.

GUIDANCE: Continue the use of a professional **historic preservation consultant** in providing background, support, and recommendations on applications to the HARB.

However, the HARB faces significant challenges in its work due to the size and complexity of the three existing local historic districts — including the levels of poverty within the districts, the high number of rental properties with absentee landlords, and cultural differences and priorities expressed by the large Hispanic population and other minorities.

Many of the project reviews that come before the HARB are not easy. In many instances historic building fabric is deteriorating and requires either replacement or significant remedial work. Some applicants cannot afford preferred preservation solutions. Some property owners have little interest in historic preservation and would prefer more expedient solutions than are required. Absentee landlords seek to do the minimum. A considerable number of building changes are initiated without required building permits resulting in a large number of violations which must be remediated, which is difficult and time consuming. Some types of changes do not require a building permit but do require HARB review per the ordinance, but owners are not aware or ignore and do not submit as required.

The HARB has its hands full, yet despite the difficulties and sometimes imperfect results, the positive impact of the HARB's work within the three local historic districts is visually evident and reinforces historic neighborhood character. The HARB displays flexibility in its meetings and has established precedents for acceptable solutions that meet basic preservation requirements while allowing less expensive and less complex solutions. The HARB works with applicants not familiar with or interested in preservation approaches and makes recommendations to help facilitate acceptable results.

Nonetheless, because of the complexities involved with review of the three existing local historic districts, it is not recommended that existing districts be expanded or new districts created unless initiated by local property owners. The HARB needs to continue to concentrate upon its current work.

RECOMMENDATION 4.5: Concentrate upon the review of the **three existing local historic districts** for the foreseeable future. Do not seek to expand the existing districts or create new districts unless such initiatives have strong leadership from local property owners.



The HARB's work is having a strong positive influence in preserving the character of buildings within the City's three local historic districts.

Relationship with Code Enforcement

Violations of the PA Uniform Construction Code and Historic District Ordinance within the three existing local historic districts are the responsibility of the Building Permits and Inspections staff of the Bureau of Building Standards and Safety. Residents and property owners within the historic districts routinely make changes to their buildings without first obtaining a building permit, avoiding HARB review as well as building code review, until the changes are noticed and citations issued.

Reversing inappropriate changes that have already been implemented can be time consuming, expensive, and a source of hostility and conflict. Property owners must work with code enforcement staff on building code issues and with Bureau of Planning staff and the HARB on preservation issues. Often there can be issues of poverty and/or cultural and language barriers. These issues are difficult and results are often less than desirable.

It is important that Building Permits and Inspections staff and Planning staff maintain as close a working relationship as possible such that code issues and preservation issues are addressed in a coordinated manner. To do so, a formal structure should be established under which inter-staff coordination occurs naturally as a matter of regular process.

RECOMMENDATION 4.6: Establish and maintain a **close working relationship** between staff of Building Permits and Inspections and the Bureau of Planning in the resolution of code violations in a manner that respects HARB processes and historic district *Guidelines*. Establish a **formal structure** through which such coordination as a matter of regular process.

Ongoing Training

To be effective, it is essential that the HARB members maintain public confidence in their procedures and determinations as well as the confidence of applicants that procedures and determinations are predictable, professional, and fair. The roles of the Bureau of Planning staff member and professional consultant are important in this respect.

It is important that appointed members are qualified and experienced in historic preservation and public processes. Communication through public outreach, discussed further below, is key. Also important is that members commit to participation in training in historic preservation on an ongoing basis as provided by the PA SHPO and its affiliates.

Training should also be offered to City staff involved with historic buildings, especially staff of the Bureau of Planning and Zoning and Building Permits and Inspections. Staff members should be introduced to basic principles of historic preservation and specifically to application of the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

RECOMMENDATION 4.7: Participate in **periodic, ongoing training** in historic preservation to enhance the qualifications and experience of members of the HARB.

RECOMMENDATION 4.8: Require **Bureau of Planning and Zoning and Building Permits and Inspections staff** to participate in periodic, ongoing training in historic preservation principles and application of the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.



Many projects require coordination between code compliance issues and historic preservation issues that must be facilitated by City code and planning staff.

HISTORICAL COMMISSION

Allentown's Historic District Ordinance gives the HARB some responsibilities typically associated with a municipal historical commission, specifically:

- 2. Develop and continue an effective program of historic preservation with the Bureau of Planning, and act in collaboration with other appropriate agencies that may be able to provide assistance.*
- 4. To cooperate with and advise the City Council and other municipal agencies, boards and commissions in matters involving the historic significance or historic preservation of districts, sites, structures and buildings.*
- 5. To advise owners of buildings on the benefits of historic preservation.*
- 6. To promote public interest in the purpose of this article.*

These provisions are laudable, and the HARB does its best to maintain awareness of ongoing activities within the City relative to historic resources. However, as noted above, the HARB and staff are fully occupied with their responsibilities relative to the City's three local historic districts.

Consequently, it is suggested that the City consider establishing a Historical Commission separate from the HARB to assist with issues and initiatives within the broader City. If created, the Historical Commission should maintain a close, coordinated relationship with the HARB. Historical Commissions are established under the authority of Pennsylvania's Municipal Planning Code.

RECOMMENDATION 4.9: Consider establishing a **Historical Commission** separate from the HARB to focus on topics and issues related to historic preservation Citywide. Maintain a close, coordinated relationship with the HARB.

RECOMMENDATION 4.10: If a Historical Commission is not established, **expand the role of the HARB** in addressing Citywide preservation issues in a systematic manner as outlined below.

The Historical Commission should serve as an advisory body providing information and guidance on historic resources and issues related to those resources within the City. The Historical Commission serves as the designated voice for historic preservation Citywide within the municipal government. The Historical Commission does not have any regulatory powers.

Allentown's Historical Commission should participate actively in City governance and be integral to municipal activities, policies, and programs. As an advisory body, the Historical Commission should make sure that other City entities have the information and guidance they need to make informed decisions about actions that may have an impact upon historic buildings, structures, landscapes, and sites.

The Bureau of Planning and Zoning should provide staff support to the Historical Commission in the same ways as it does for the HARB. Given the heavy current workload of existing Bureau of Planning staff, addition of a new staff position

should be considered to give the Bureau the capacity to this and other planning needs.

Information on projects, applications, and initiatives should be provided by staff, and the Historical Commission should engage with the Bureau of Planning on the implementation of *Allentown Vision 2030*. Overall, the roles and responsibilities of the Historical Commission should include:

- **Inventory and documentation** of historic resources within the City,
- **Monitoring** of issues related to historic resources, especially threats such as demolition by neglect,
- Overseeing City compliance with the **Programmatic Agreement** with PA SHPO for HUD related projects,
- Providing **information and guidance** to City elected officials, departments, boards, commissions, and committees on issues impacting historic resources,
- Recommendations on the **design** of new development projects involving historic resources undergoing Planning Commission review,
- Review and recommendations with respect to **impact studies** prepared in conjunction with zoning, subdivision, and land development applications,
- Review and recommendations with respect to the proposed **demolition** of historic resources,
- **Public outreach** to residents within the City providing information and educational programming on the history, significance, and appropriate treatment of historic resources.

The Historical Commission should work closely with the Mayor's office and City Council as well as with the:

- Planning Commission,
- Zoning Hearing Board,
- Department of Community and Economic Development,
- Bureau of Housing and Federal Grants,
- Department of Parks and Recreation,
- Bureau of Building Standards and Safety,
- Hamilton Street District Review Board,
- Arts Commission, and
- Environmental Advisory Council.

The Historical Commission should also work with other boards, commissions, and staff that are likely to have an impact on the physical character of the community. It should make recommendations to these bodies on issues related to historic preservation and should advocate for the appropriate treatment of historic resources.

RECOMMENDATION 4.11: Organize the Historical Commission to take on the **roles and responsibilities of a municipal historical commission** and the leadership and coordination of Allentown's **Historic Preservation Program** as outlined in this plan.

RECOMMENDATION 4.12: Have the **Historic Preservation Planning Officer** in the Bureau of Planning and Zoning provide staff services to the Historical Commission as he/she does for the HARB.

Prepare an annual work plan to (1) maintain ongoing relationships and monitoring of City affairs and (2) undertake special designated projects such as inventories and public outreach workshops as possible.

Organize assignments for Historical Commission members and alternates for the ongoing work. Assign specific members or alternates to be liaisons to other City boards, commissions, and committees. Assign members or alternates to follow developments related to particular projects of interest or concern.

With the assistance of Bureau of Planning staff, the Historical Commission should maintain a spreadsheet with a running list of projects and issues under consideration by City boards, commissions, and committees affecting historic resources. Of particular importance are construction, land development, and subdivision projects under review by the Planning Commission and Zoning Hearing Board. Note the status of each project, dates by which action of the board is required, and dates by which information and support from the Historical Commission is needed.

RECOMMENDATION 4.13: Organize Historical Commission members to **engage, monitor, and maintain relationships** with City boards, commissions, and committees and their activities.

RECOMMENDATION 4.14: Prepare a **work plan for the year** crafted within the capabilities of the appointed membership of the Historical Commission. Include elements related to key topics outlined in this chapter. Assess the progress in execution of the work plan at monthly meetings and make adjustments as necessary.

RECOMMENDATION 4.15: Prepare an **annual report** to the Mayor, City Council, and Planning Commission, reviewing the condition of historic resources in Allentown.

On occasion, assistance from a professional historic preservation consultant to the Historical Commission may be desired as it reviews projects, provides information and reports, and provides testimony to entities such as the Planning Commission and Zoning Hearing Board. Professional advice and assistance would be obtained on a case-by-case, as-needed basis. Preferably, the professional consultant providing assistance to the HARB should also be asked to serve the Historical Commission.

RECOMMENDATION 4.16: Have the professional **historic preservation consultant** serving the HARB provide background, support, and recommendations to the Historical Commission for design review and other Citywide preservation issues on an as-needed basis.

LOCAL HISTORIC DISTRICTS

Allentown's 1978 Historic District Ordinance established the Old Allentown Historic District. As noted above, the Old Fairgrounds Historic District was added in 1981, and the West Park Historic District was added in 2000 and expanded in 2003. The Historic Preservation Ordinance was established under the authority of Pennsylvania's Historic District Act No. 167 (Historic District Enabling Act of June 13, 1961, P.L. 282, No. 167, 53 P.S. §8001-8006).

The **Old Allentown Historic District** was established on September 6, 1978 by City Ordinance #12314 and was certified by the Pennsylvania State Historical and Museum Commission (PHMC) on September 26, 1978. The Old Allentown Historic District includes many of the City's earliest residential buildings, some dating from the 1830s into the 1850s.

This is the oldest intact area within Allentown. Most of the residences are brick two- and three-story row houses typical of the mid-19th century in southeastern Pennsylvania cities. Older areas closer to Center City (Hamilton Street) and active historic corridors (7th Street) have been redeveloped in later periods.

The **Old Fairgrounds Historic District** was established on July 8, 1981 by City Ordinance #12314 and was certified by the PHMC on September 9, 1981. The neighborhood was developed in the late 19th and early 20th centuries after the City's Fairgrounds were moved to the western edge of the City. The brick row houses constructed here are larger than those of Old Allentown, and many feature front porches elevated above the sidewalk level. The surrounding area characterized by a relatively high rate of poverty and a high number of rental properties.

The **West Park Historic District** was established on December 20, 2000 by City Ordinance #13881 and was certified by the PHMC on February 21, 2001. West Park was created in 1906 as Allentown's first City park. The neighborhood that grew up around it was an affluent middle class area connected to Center City by trolley. Most of the residences are substantial brick row houses with ample front porches and second story bays. The neighborhood's proximity to the mansions that were built along Hamilton Street just to the south supported its status.

The individual characteristics of these three local historic districts are discussed further in Chapter 7 of this plan. Design guidelines to assist property owners with proposed exterior changes and to guide reviews by the HARB were adopted in 2012 and incorporated into the Historic Preservation Ordinance.

Over the years, establishment of the three local historic districts has had a visible and substantial impact on the character of the neighborhoods within their boundaries. Homeowners have been attracted to the historic districts because of their character and the commitment to preserve historic building features and appearance.

Active neighborhood associations have been created to organize and provide volunteer services to the neighborhoods. These include the Old Allentown Preservation Association, West Park Civic Association, and Old Fairgrounds

Neighborhood Association of Jordan Heights. These three neighborhood associations are the most active and successful in the City, providing information and support to property owners, leading volunteer enhancement projects, and advocating for City improvements.

Walking from adjacent areas into the historic districts, there is a notable visual difference in the retention of character defining features and the appropriate treatment of historic building fabric. While there are past inappropriate changes within the districts, the overall positive impression of an intact historic neighborhood of consistent character is testimony to the successful impact of the preservation program over time.

Allentown's Hispanic population began arriving in downtown residential neighborhoods in the 1970s, and the population grew through the 1980s and 1990s. In a sense, the Hispanic population saved these older neighborhoods because they were willing to establish themselves in the smaller, older row houses that earlier occupants of the area were abandoning. They kept the neighborhoods active and alive. Today, there is a thriving Hispanic culture in Center City Allentown's residential neighborhoods. The Hispanic influence is present throughout the broader downtown area and includes the three local historic districts.

Issues within the local historic districts include varied levels of poverty, past inappropriate treatments that should be reversed, a high number of rental properties with deferred maintenance, and cultural and communication differences with some of the area's Hispanic population.

Nonetheless, the positive impact of the Old Allentown, Old Fairgrounds, and West Park Historic Districts on Center City Allentown is important and should be strongly supported.

GUIDANCE: Continue to implement the Historic Preservation Ordinance within the three existing local historic districts with HARB review of proposed changes to the exteriors of historic buildings.

GUIDANCE: Concentrate upon continuing to improve the **three existing local historic districts** rather than expansion or the establishment of new districts. (See Recommendation 4.6 above.)

GUIDANCE: Continue to **engage with and support** the Old Allentown Preservation Association, West Park Civic Association, and Old Fairgrounds Neighborhood Association of Jordan Heights as representative of property owners within the three local historic districts.

GUIDANCE: Provide City assistance and support for **volunteer neighborhood enhancement programs** such as tree planting and maintenance, sidewalk furnishings, and streetscape clean-ups under the leadership of the three neighborhood associations.

RECOMMENDATION 4.17: Continue to target the three local historic districts for **public improvements** such as curbs and sidewalks, street signage, pedestrian lighting, street trees, and other supporting infrastructure.

ALLENTOWN'S HISTORIC PRESERVATION PROGRAM

RECOMMENDATION 4.18: Establish a **program of incentives** for the rehabilitation and appropriate treatment of historic buildings within the three historic districts, perhaps working with local banks on a low interest loan program and small grants program focused on lower income property owners.

RECOMMENDATION 4.19: Establish and promote an **awards program** for property owners who have undertaken exemplary rehabilitation projects within the historic districts.

RECOMMENDATION 4.20: Organize special **training programs for landlords** that also benefit tenants that not just inform on property maintenance but on property management and maintaining safety as well.



The three local historic districts are central to the City's historic preservation program and to the broader revitalization of Center City neighborhoods. This building is within the Old Allentown Historic District.

LOCAL HISTORIC LANDMARKS

Allentown should initiate a program designating significant individual historic properties as Local Historic Landmarks. The program would use the state Historic Districts Act 167 to designate single property historic districts as Local Landmarks and would be an amendment to the City's Historic District Ordinance.

The landmarks program should focus on three classes of historic buildings and landscapes:

- Prominent historic public buildings and landscapes,
- Prominent historic non-profit owned buildings through voluntary designation, and
- Privately owned historic properties where owners wish to establish a level of protection for the future as a legacy in the interest of the property and the community.

Prominent public buildings might include the City's historic park buildings and landscapes, the Allentown Fairgrounds, historic fire stations, historic schools, historic cemeteries, and others. Prominent non-profit buildings might include Historic Trout Hall, Muhlenberg College, the Masonic Temple, historic churches, and others. Privately owned historic properties could include any historic property that retains significance and integrity as determined by the HARB. The process for establishing a single site historic district as a Local Landmark would be the same as that for establishment of a local historic district.

As designated Landmarks, these properties would undergo review by the HARB when exterior changes are proposed as would any property located within a local historic district. For City properties, the Landmark designation would provide a level of oversight and protection for the present and for the future, should the quality of City management of historically significant properties deteriorate.

For non-profit organizations and other owners of private properties, Landmarks designation provides a simplified mechanism through which oversight and protections can be provided for a historic property short of the establishment of preservation easements. Preservation easements are complicated and difficult to establish. They require the recruitment of a non-profit organization to hold the easement in perpetuity, legal costs in setting up the easement, and a substantial donation to the non-profit for its long-term management. The Landmarks program is simpler, cost effective, and gives the City and HARB the responsibility for monitoring, review, and protection.

RECOMMENDATION 4.21: Establish a **Local Historic Landmarks program** in Allentown through the designation of single site historic districts focusing on **prominent public buildings and landscapes** worthy of enhanced long-term oversight and protection. Establish a list of public properties to be designated as Local Landmarks.

RECOMMENDATION 4.22: Invite **non-profit organizations** to have their historic buildings and landscapes designated as Local Historic Landscapes in order to provide long-term oversight and protection.

RECOMMENDATION 4.23: Invite the **private owners** of historic properties to participate in the Landmarks program as a means of providing long-term protection of their historic properties.



prominent buildings such as those Muhlenberg College are candidates for designation as Local Historic Landmarks.

HISTORIC RESOURCE INVENTORIES

Allentown lacks a comprehensive inventory of its historic resources. Twenty Historic Resource Survey Forms and three reports are on file for Allentown with the PA SHPO and are available through their CRGIS website. Many of the survey forms are older and related to compliance for projects that were undertaken at specific sites. The three reports are related to recent major projects undertaken using federal or state funds and are professionally prepared and of high quality.

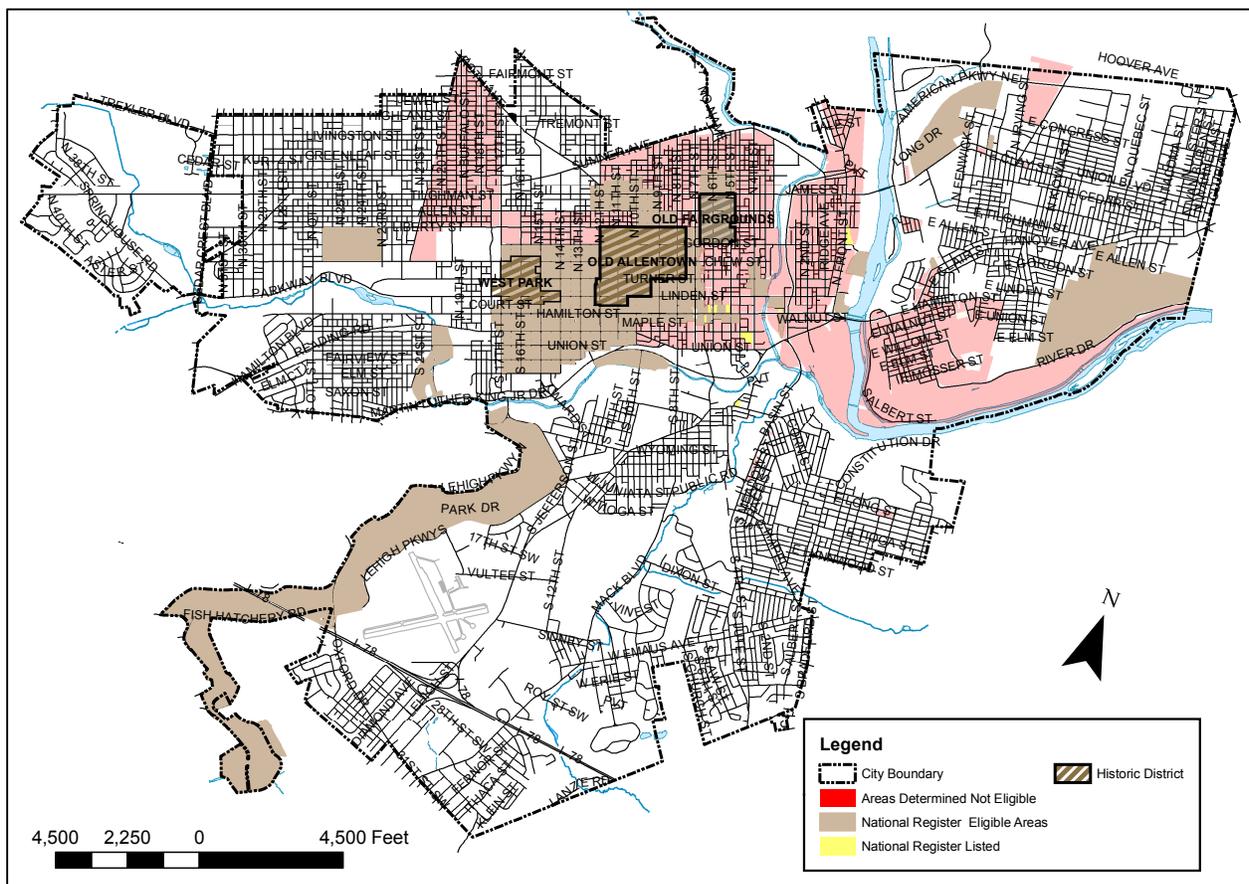
Despite having three local historic districts that were certified by the PA SHPO, only limited inventories of the districts have been undertaken. It is not clear that property inventories or full survey reports were ever undertaken for the Old Allentown or Old Fairgrounds Historic Districts – none are available in the survey report information on CRGIS.

Well produced survey reports were prepared for the West Park Historic District (2000) and West Park Historic District Expansion (2003). A survey report was prepared for a proposed West Walnut Historic District (2005) that was not approved by the PA SHPO. However, the report lacks a property-by-property list

and information spreadsheet. A survey report was prepared for a proposed Sixth Ward Historic District (2000) that also was not approved by the PA SHPO, but it too lacks a property-by-property list and information spreadsheet.

In 2004, the PA SHPO undertook a windshield survey of Center City Allentown and identified the boundaries of a contiguous area they determined eligible for listing on the National Register. They named this area the **Allentown City Historic District**. The area is shown on CRGIS and on City maps and is used for compliance purposes with respect to federal and state funding, such as HUD grants. It includes but is significantly larger than the Old Allentown Local Historic District and includes the area of Center City that the PA SHPO determined to retain historical integrity. No historic resource inventory has been undertaken for this area.

In 1988, a separate eligible area south of Hamilton Street was identified by PA SHPO and named the Walnut Street Historic District. No historic resource inventory has been undertaken for this area either.



Map of areas of Allentown that the PA SHPO has determined to be eligible for listing in the National Register of Historic Places (shown in brown). Areas in pink have been determined as not eligible. Nonetheless, even these pink areas and areas not colored at all are historically significant with respect to urban planning and neighborhood revitalization even if not eligible for listing on the National Register. Over the long term, all of these areas should be inventoried.

ALLENTOWN'S HISTORIC PRESERVATION PROGRAM

As this Historic Preservation Plan was being prepared, Allentown undertook an inventory of Hamilton Street in Center City between Jefferson Street on the west (one block west of 12th Street) and 3rd Street on the east (in First Ward). The purpose of the inventory was to identify remaining historic buildings in Center City and prioritize their preservation and treatment with respect to significance and integrity. This inventory is an important document that will support preservation and future development in the city's center. It is discussed further in Chapter 3 of this plan.

Building on this recent survey, it is proposed that Allentown undertake a long-term program of inventory of its historic resources. This would be a priority long-term project and would be a major focus for the use of future CLG grants.

The purpose of the inventory is to better understand the City's historic neighborhood resources in support of neighborhood planning and future growth and development. Its purpose is to better understand the City's history and resources and the layers of historical development they represent. It is not being undertaken for federal or state compliance purposes, which has been the primary driver of most previous inventories.

The inventory should begin with the **Allentown City Historic District** identified by the PA SHPO and which encompasses most of Center City's historic residential neighborhoods. Because of the size of the district, work will need to be undertaken in stages.

Additionally, other areas that should be prioritized are those where growth and change are anticipated. The inventory of these areas is specifically in support of neighborhood and corridor planning as identified in *Allentown Vision 2030*.

Priority areas should include:

- The **Hanover Street corridor** in East Allentown, where continued commercial development and streetscape improvements are anticipated,
- The smaller **neighborhood of East Allentown** from the Lehigh Canal on the west to the vicinity of Mosser Elementary School on the east, which dates to the early 19th century and is a distinct historic neighborhood area, and
- The **neighborhood of South Allentown** from the vicinity of Bicentennial Park on the west to 5th Street on the east, also a distinct historic neighborhood.

RECOMMENDATION 4.24: Undertake a **long-term program of inventory** of historic resources in Allentown in support of neighborhood and community planning as outlined in *Allentown Vision 2030*. Use the City's CLG grants as a primary source of funding for the long-term program.

RECOMMENDATION 4.25: Include the inventory of historic resources in **neighborhood plans** being prepared by the City to inform planning efforts and the revitalization of historic neighborhoods.

NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places is the nation’s official list of historic resources that have been determined worthy of preservation. Resources may be significant at the local, state, or national level.

The National Register is administered by the National Park Service in partnership with state historic preservation offices, in Pennsylvania the PA SHPO. The National Register program supports the efforts of public agencies, private organizations, and individuals to identify, evaluate, and protect significant historic and archeological resources. The National Register includes over 95,000 listings representing over 1.8 million individual contributing resources.

Listing on the National Register is purely an honorary recognition. It recognizes the importance of a historic resource without placing any obligations or restrictions on the resource owner. Listing does not give the federal government any ownership rights or regulatory controls with respect to a property.

Listed properties are recognized as having met professionally developed criteria for historical significance at the national, state, or local level. In addition, listing in the National Register:

- Makes the resource eligible for certain tax incentives,
- Provides the resource with protection from federal actions under the Section 106 review process, and
- Qualifies a resource for federal historic preservation grants when funds are available.

Although a national program, the National Register is important on a local level because it identifies and evaluates resources according to uniform, professionally recognized standards. These criteria are specifically designed to help state and local governments, organizations, and individuals identify important historic and archeological resources worthy of preservation and consideration when making local planning and land development decisions.

As discussed in the section on Historic Resource Inventories, the PA SHPO has identified areas of Center City Allentown that it has determined are eligible for listing on the National Register. This determination was made solely for federal and state compliance purposes, principally the use of federal HUD funding.

Allentown has only twenty resources actually listed on the National Register, which is a small number considering the size and the historical significance and integrity of the City. Five of these were listed in the 1970s, twelve were listed in the 1980s, one was listed in the 1990s, and two listed since 2000. Listings include:

3 bridges	1 prison
6 commercial buildings	1 courthouse
3 houses	1 canal
1 masonic temple	
1 mill	
1 church	

Properties Listed on the National Register of Historic Places in Allentown

Year Listed	Resource and Address	Period of Significance	NR Number
2004	Allentown Masonic Temple 1524 West Linden Street	1900-1974	04000402
2005	Allentown National Bank 13-17 North 7 th Street	1900-1974	05001490
1984	Americus Hotel 541 Hamilton Street	1925-1949	84003454
1980	Bogert Covered Bridge Little Lehigh Park	1825-1849	80003552
1985	Dime Savings and Trust Company 12 North 7 th Street	1925-1949	85000036
1977	Dorneyville Crossroad Settlement Junction of US 222 and PA29	1750-1849	777001172
1985	Gauff-Roth House 427-443 Auburn Street		85001966
1984	Hotel Sterling 343-345 Hamilton Street	1875-1899	84003469
1980	Lehigh Canal Lehigh River, Walnutport to Allentown	1800-1824	80003553
1979	Lehigh Canal Lehigh River, Allentown to Hopeville	1800-1874	79002307
1998	Lehigh County Prison 4 th and Linden Streets	1850-1924	81000549
1988	Meyers, Albertus L., Bridge 8 th Street over Little Lehigh and Railroad Streets	1900-1924	88000870
1980	Neuweiler Brewery 401 North Front Street	1900-1924	80003554
1973	Nonnemaker House 301 South Lehigh Street	1750-1799	73002281
1981	Old Lehigh County Courthouse 5 th and Hamilton Streets	1800-1924	81000550
1980	Schlicher Covered Bridge LR 39058, North Whitehall Township	1875-1899	80003555
1978	Trout Hall 414 Walnut Street	1750-1799	78002425
1979	Zollinger-Harned Company Building 605-613 Hamilton Mall and 14016 North 6 th Street	1925-1949	79002288

Allentown has no National Register Historic Districts, except for the Lehigh Canal, even though the City's local historic districts and other historic neighborhood areas have been determined eligible.

The listing of individual buildings and neighborhood historic districts is strongly recommended as a recognition of their significance. CLG grant funding, however, should be prioritized for historic resource inventories in support of local planning, as discussed in the previous section. Other sources of funding should be sought for the preparation of National Register nominations.

The listing of entire historic neighborhoods as National Register Historic Districts should be encouraged. Since they have already been determined eligible by the PA SHPO, there is no reason not to list the entire Allentown City Historic District and Walnut Street Historic District. Nominations could be undertaken in lieu of and to include historic resource inventories, though the cost of the nominations would be higher than that for simple inventories.

Prominent neighborhoods such as those in the vicinity of Muhlenberg College in West Allentown might be subjects for nomination led by local residents.

RECOMMENDATION 4.26: Encourage the nomination of individual buildings and neighborhood historic districts to the National Register of Historic Places. Focus especially on **entire historic neighborhoods**.

RECOMMENDATION 4.27: Focus CLG grant funding on historic resource inventories as discussed in the previous section of this plan, but **consider the preparation of National Register nominations** that include resource inventories **in lieu of inventories** alone when opportunities permit.

RECOMMENDATION 4.28: Seek **other funding sources** to support the preparation of nominations of both individual resources and historic districts to the National Register.



The Masonic Temple in West Park was listed on the National Register in 2004.

CONSERVATION DISTRICTS

Local Conservation Districts can be established under the authorization of Pennsylvania's Historic Districts Act 167 and Allentown's Historic District Ordinance. Conservation Districts are essentially local historic districts where a level of oversight is needed but where the treatment guidelines are simplified and can be acted upon on an expedited basis by Bureau of Planning staff under HARB oversight.

Conservation Districts are used for vulnerable neighborhoods and areas where changes are occurring but where the complications of a full local historic district are not desired or warranted. Project reviews may be undertaken expeditiously by City staff without the time delays necessitated by review in accordance with the full HARB process. Staff review is explicitly permitted in the City's Historic Preservation Ordinance. If necessary, members of the HARB may be consulted or involved in the staff review as appropriate.

Design guidelines for Conservation Districts may be simplified and are intended only to prevent the worst. They are not as detailed or rigorous as may be required for a full local historic district. Guidelines focus on preventing the loss of historic character defining features – such as porches, bays, or dormers – and historic building fabric – such as brickwork or wood detailing – when exterior changes are made. Treatments that may not be allowable in a full local historic district – such as installation of vinyl siding – may be allowed within a Conservation District so long as measures are taken to retain historic fabric and detailing. Such measures often allow the otherwise inappropriate treatment to be reversible at a later date.

Several specific areas of the City are recommended for designation as Conservation Districts:

- The **Hanover Avenue corridor** in East Allentown in support of streetscape improvements and commercial development,
- The smaller **neighborhood of East Allentown** that is particularly significant and would benefit from more appropriate treatments, and
- The **Fairview neighborhood** of South Allentown, which has distinct historical character and significance.

Other neighborhoods may specifically request designation as conservation districts to protect themselves from inappropriate changes that would negatively impact neighborhood character.

RECOMMENDATION 4.29: Establish a program for the designation of **Local Conservation Districts** in Allentown under the City's Historic District Ordinance. Use the program to support neighborhood and corridor planning as outlined in *Allentown Vision 2030*.

RECOMMENDATION 4.30: Encourage individual **neighborhood groups** to use the Local Conservation District program to protect the character of their historic neighborhoods.

TRADITIONAL NEIGHBORHOOD DEVELOPMENT OVERLAY DISTRICT (TNDO)

Allentown's Traditional Neighborhood Development Overlay District (TNDO – Article 1314.02 of the Zoning Ordinance) serves much like a local Conservation District and encompasses almost the entirety of Center Allentown, from the vicinity of Muhlenberg College on the west to the Lehigh River on the east and from above Tilghman Street on the north to the valley of the Little Lehigh Creek on the south.

The purpose of the TNDO is to protect the character of Allentown's traditional neighborhoods; encourage the use, rehabilitation, and adaptive reuse of historic buildings; and promote new development that is consistent in character to existing neighborhoods.

The TNDO requires that new buildings have similar setbacks to those of adjacent buildings and sets out design guidelines for new construction, additions, and alternations.

The TNDO encourages the preservation of front porches by requiring that the removal or enclosure of front porches be allowed only by special exception from the Zoning Hearing Board. In making its decision, The Board should consider whether the change would harm the character of the block, considering the presence of porches on other buildings within the block, whether the porch covers historic architectural details of the facade, and whether the porch was original to the structure. Conditions may be placed on a special exception approval.

Commercial uses within the predominantly residential district must also be approved by special exception. Office, personal service establishments, retail stores, restaurants, and art galleries are among the permitted commercial uses.

The TNDO's design guidelines for new construction include:

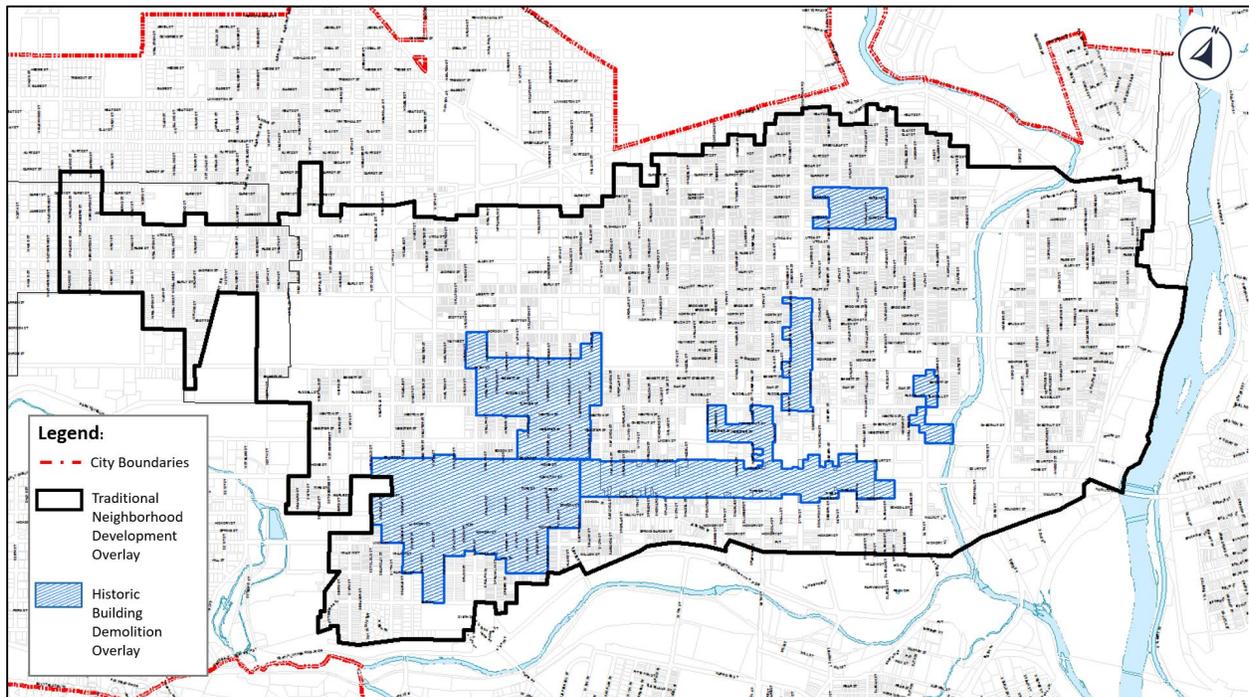
- Modern additions and features should be placed toward the rear of a building,
- Rooflines for new construction should be similar to those of existing adjacent buildings,
- Materials for new construction should be similar to the materials of older buildings in close proximity,
- Orientation and the spacing of windows and doors should be similar to those of adjacent buildings, and
- New buildings should be at least two stories in height.

The TNDO is an important zoning article in the protection of historic neighborhood character, particularly its recognition of front porches as significant character defining features. However, it provides no protection from extremely inappropriate treatments of existing buildings and historic building fabric. Its guidelines for context sensitive design, while simply stated, could be more thorough.

RECOMMENDATION 4.31: Include basic requirements for the **appropriate treatment of existing historic buildings** and building fabric within the TNDO District.

RECOMMENDATION 4.32: Prepare a set of **design guidelines** for the TNDO to include context sensitive design for new construction and basic guidelines for the treatment of historic buildings. The design guidelines should be more specific than those currently in the Article 1314.02 and should be illustrated.

RECOMMENDATION 4.33: Specify that reviews and approvals are to be undertaken by **Bureau of Planning and Zoning staff** with appeals to the HARB.



The Traditional Neighborhood Development Overlay District (TNDO) is outlined in black on this detail of the City's zoning map. The Historic Building Demolition Overlay District (HBDO) is shown in blue.

Commercial and Mixed-use Neighborhood Uses

In discussions with stakeholders during preparation of this plan, concern was expressed about the difficulty in obtaining approval for office and retail uses in residential areas of Center City. As noted above, special exception approval from the Zoning Hearing Board is required for non-residential uses.

Historically, many small neighborhood stores were located in Center City residential areas serving surrounding residents. Buildings where they were located still retain historic storefront features, though their uses may have changed.

It is desirable that small retail uses continue to be located within the residential neighborhoods serving surrounding residents – *Allentown Vision 2030* proposes mixed-use neighborhood areas with appropriate commercial and residential uses, not dissimilar to historical conditions. Small retail uses are particularly

appropriate in buildings that were historically commercial. An important focus for new approvals, however, should be service to the surrounding residential neighborhood.

On its face, the special exception process does not seem burdensome for approval of appropriate retail and other uses within the TNDO, though practice may vary and seem to impose bureaucratic obstacles. The special exception process does provide a level of protection from commercial uses that are not appropriate to the neighborhood and not desired by surrounding property owners.

RECOMMENDATION 4.34: Facilitate the process for approval of appropriate retail and **commercial uses in residential areas** provided that the uses serve surrounding residents, increase the vitality of the neighborhood, and are supported by residents.

RECOMMENDATION 4.35: Take the former use of buildings proposed for commercial use into account. Buildings that previously housed neighborhood commercial uses and **retain historic commercial features** should be considered more appropriate for commercial use today than buildings that never had commercial uses. Their commercial features should be preserved and rehabilitated in the new approved use.

Allentown Vision 2030 anticipates revisions to the City's Zoning Ordinance to encourage specific areas for Mixed-use Neighborhood Overlay Districts within the City. Center City Allentown locations where Mixed-use Neighborhood Overlays might be recommended should take advantage of existing historic buildings that were previously neighborhood commercial uses. The locations should take into account both the historic pattern of commercial uses in residential areas and assurance that new uses are appropriate to the surrounding areas.

RECOMMENDATION 4.36: Locations in existing historic neighborhoods to be zoned as **Mixed-use Neighborhood Overlay Districts** as proposed in *Allentown Vision 2030* should be locations of previous historic neighborhood commercial activity and should prioritize preservation and rehabilitation of historic commercial buildings.

HISTORIC BUILDING DEMOLITION OVERLAY DISTRICT (HBDO)

Loss of historic buildings in historic residential neighborhoods has not been a primary issue of concern in Allentown except in the blocks immediately north and south of the Center City Hamilton Street corridor, where building redevelopment has been an ongoing process over a long period of time. Further away from Center City, historic neighborhoods have remained reliably residential and historic row homes from all periods of the City's history remain intact.

In Allentown's three local historic districts, proposed demolition detrimental to the character of the historic neighborhoods can be prevented by denial of a Certificate of Appropriateness by the HARB which is sustained by City Council. In specific areas adjacent to the local historic districts, the City has established a Historic Building Demolition Overlay District (HBDO – Article 1314.03 of the Zoning Ordinance) that requires a special exception from the Zoning Hearing Board for demolition.

The HBDO includes 7th Street between Turner and Liberty Streets, the area between the Old Allentown Historic District and West Park Historic District, the Hamilton Street corridor from the vicinity of 17th Street to the vicinity of 5th Street, a large portion of the West Walnut Street neighborhood below Hamilton Street, and several other specific blocks.

These are all historically significant areas within both the Traditional Neighborhood Development Overlay District and the Allentown City Historic District delineated by the PA SHPO. It does not, however, include the full area of historically significant neighborhoods potentially subject to change.

The HBDO is important in addressing **partial demolition** such as removal of a porch or historic building feature as well as full demolition. It does not allow demolition due to **self-created conditions**, such as lack of maintenance or **demolition by neglect**.

In reviewing an application for demolition, the Zoning Hearing Board considers the **significance** of the historic building, **alternatives** to demolition, and potential **public benefits** due to demolition. The HARB is invited to provide information and make its recommendations to the Zoning Hearing Board with respect to the significance of the historic building and the potential impact to the historic neighborhood.

Among other factors, in making its decision, the Zoning Hearing Board may determine that:

- The demolition is necessary to allow a project to occur that will have **substantial public benefit** or benefit to the surrounding neighborhood that would greatly outweigh the loss of any historic building, or that
- The design of the proposed new building on the site would be a **net positive addition to the streetscape** and character of the block, and would be an improvement over the building that currently exists.



Less prominent but still significant historic buildings could be threatened with demolition throughout the City's historic core. The threat to neighborhood character by demolition is incremental but can have a large impact over time.

In general, as implied through the HBDO, it should be City policy that historic buildings should not be demolished and that the integrity of historic neighborhoods should remain intact. The HBDO is an important tool in providing protection in the areas where it is applied and in requiring dialogue and consideration as to whether it is in the community's interest that a proposed demolition should be allowed to proceed.

In practice, concern has been expressed that the Zoning Hearing Board is too easily swayed by arguments by developers of potential community benefit and has permitted demolition of a number of significant buildings, especially in the vicinity of Hamilton Street. Discussion of building loss in Center City's Neighborhood Improvement Zone (NIZ), Hamilton Street east of 12th Street, is included in Chapter 6.

The HBDO should remain as an important tool in the prevention of demolition, partial demolition, and demolition by neglect that are averse to the interests of historic neighborhoods. The following recommendations are suggested for its enhancement. Perhaps most important is the requirement that mitigation measures be required whenever demolition of a historic building is permitted.

RECOMMENDATION 4.37: Explicitly state in the ordinance's purpose that it is **City policy that historic buildings should be preserved** and appropriately treated in support of historic neighborhood character and that partial demolition and demolition by neglect should not be permitted.

RECOMMENDATION 4.38: Expand the area of the Historic Building Demolition Overlay District (HBDO) to match the area of the Traditional Neighborhood Development Overlay District (TNDO).

RECOMMENDATION 4.39: When demolition of a historic building is permitted for any reason, require **mitigation measures** that will directly support historic preservation in Allentown over and above any other potential public benefit. Mitigation measures should be negotiated between the Zoning Hearing Board and the applicant with input from the HARB and Historical Commission.

RECOMMENDATION 4.40: Closely coordinate issues related to **partial demolition and demolition by neglect** with the Bureau of Building Standards and Safety.

RECOMMENDATION 4.41: Require members of the Zoning Hearing Board to attend **periodic workshops and training sessions** on City planning related to implementation of *Allentown Vision 2030*, historic preservation principles and processes, and the preservation of historic neighborhood character in Allentown. Training would be similar to that proposed for the Bureau of Building and Standards staff and HARB members.



Inappropriate treatments can lead to demolition by neglect especially for rental properties.

NEIGHBORHOODS AND PUBLIC OUTREACH

Public outreach through public history, tours, and interpretive programming is encouraged in Allentown but is discussed in Chapter 5 of this plan. The HARB and the proposed Historical Commission should focus on providing information to property owners on building maintenance and the appropriate treatment of historic resources. Such information should be made available not only to property owners within local historic districts but to property owners in historic neighborhoods throughout the City.

This can be achieved by providing information through a link on the Historic Preservation page of the City's website as well as through periodic public workshops. Communication and coordination with neighborhood associations representing historic neighborhoods throughout the City is a primary means to reach and support the owners of historic properties.

RECOMMENDATION 4.42: Provide information and links to information on the maintenance and appropriate treatment of historic properties on the **Historic Preservation page on the City's website.**

RECOMMENDATION 4.43: Work with **neighborhood associations** representing historic neighborhoods in Allentown in providing **information, workshops, and technical assistance** to property owners on the maintenance and appropriate treatment of historic properties.



Neighborhood associations can assist home owners with information on the appropriate treatment of their historic residences.



CHAPTER 5 – MUNICIPAL PLANNING AND POLICY

Historic preservation is primarily a local, grassroots activity implemented at the community level. While the federal and state governments provide an overarching historic preservation framework, the most substantive action happens at the community level through the interests and initiatives of local residents.

Municipal leadership is essential. Municipal programs and economic development policies provide important opportunities for community enhancement through creative planning and revitalization strategies that leverage public and private investment to achieve broad community goals. A primary focus in revitalization and development should be given to identifying, preserving, and enhancing **community character**, both Citywide and within individual neighborhoods. This is a core principle of *Allentown Vision 2030*, the City's 2019 Comprehensive Plan.

Historic and cultural resources are defining features of community character and identity. Municipal policy and planning initiatives should recognize the role of historic and cultural resources in local quality of life and place a strong emphasis on their preservation.

The incorporation of historic preservation values, principles, and processes into Allentown's municipal planning and economic development strategies is essential if local community character is to be preserved and enhanced. It is a key factor in preserving historic buildings and neighborhoods and is one of the most important ways of implementing this Historic Preservation Plan.

CITY POLICY AND LEADERSHIP

City leadership in policy and planning is provided through the elected officials—the Mayor and City Council—by means of their directives and their allocation of resources. For the past decade, in partnership with the private and non-profit sectors, Allentown’s elected officials have supported innovative economic and planning initiatives that have reinvigorated Center City Allentown and opened up new possibilities for surrounding neighborhoods and the City as a whole. Key initiatives have been made possible and have been supported through state legislation and the use of state and federal grants.

The Mayor and City Council are essential in providing leadership to City departments, staff, boards, and commissions in municipal policy, management, the allocation of resources, and the implementation of City programs.

RECOMMENDATION 5.1: Continue to provide **leadership in establishing municipal economic and revitalization policies** that enhance community character and allocate the necessary resources toward their realization.

RECOMMENDATION 5.2: Recognize the role of **historic and cultural resources** as character defining features in community identity, character, and local quality of life.

RECOMMENDATION 5.3: Incorporate historic **preservation values, principles, and processes** into municipal policy, planning, and programs at all levels of municipal activity.

GUIDANCE: Continue to take advantage of **available state and federal programs** that will support and help implement the City’s planning vision.



Citywide leadership from the Mayor and City Council is important in establishing the City’s historic buildings and neighborhoods as central to Allentown’s identity.

ALLENTOWN VISION 2030

Allentown Vision 2030, the City's 2019 Comprehensive and Economic Development Plan, is summarized in Chapter 3, *Planning Context*, of this Historic Preservation Plan and a series of recommendations are provided in relation to the Comprehensive Plan's various elements. Overall, *Allentown Vision 2030* is a foundation for municipal planning and policy over the coming decade and incorporates existing and proposed new initiatives.

The Historic Preservation Plan's recommendations with respect to *Allentown Vision 2030* focus on incorporation of historic preservation values in neighborhood planning throughout the City, including:

- Recognition that most buildings throughout the City are of historical significance and should be appropriately treated,
- Historic character as a key element of neighborhood identity,
- Supporting neighborhood associations in the planning and enhancement of historic neighborhoods,
- Enhancement of historic neighborhoods through streetscape and related improvements,
- Use of neighborhood mixed-use overlay districts to strengthen existing historic neighborhoods,
- Support for the Comprehensive Plan's housing strategies in strengthening historic neighborhoods,
- Use of entertainment and cultural districts and programming that feature historic buildings and stories.

In addition to the specific recommendations outlined in Chapter 3, the following recommendations relate to the broad incorporation of historic preservation perspectives into the implementation of the 2019 Comprehensive Plan as part of municipal policy.

GUIDANCE: Affirm the creative **long-range vision** for community development, growth management, and enhancement outlined in *Allentown Vision 2030*.

RECOMMENDATION 5.4: Recognize this Historic Preservation Plan as *Allentown Vision 2030's* **historic preservation element** and implement the Preservation Plan's strategies and recommendations in support of the Comprehensive Plan.

RECOMMENDATION 5.5: Recognize **historic and cultural resources** as character defining features of community identity, character, and local quality of life in the City's vision.

RECOMMENDATION 5.6: Support the key themes, strategies, and recommendations of *Allentown Vision 2030* through adoption of **historic preservation values, principles, and processes** in addressing actions to be undertaken in implementation of the Comprehensive Plan.

RECOMMENDATION 5.7: Develop models of best practices in planning that focus on preservation and enhancement of neighborhood and community character.

Additional recommendations related to specific neighborhoods and corridors in Center, East, South, and West Allentown as delineated in the Comprehensive Plan are included in Chapters 6 through 9 of this Historic Preservation Plan.



Historic buildings and other resources contribute to community identity throughout Allentown.

COMMUNITY AND ECONOMIC DEVELOPMENT

The Department of Community and Economic Development (CED) plays a central role in the ongoing revitalization of the City of Allentown. CED provides resources to empower and assist existing residents and businesses to thrive while encouraging new residents and businesses to come to Allentown.

CED offers assistance to small businesses, neighborhood groups, non-profits, faith-based organizations, large businesses, and housing developers through its bureaus and offices of:

- Business Development,
- Housing and Federal Grants,
- Planning and Zoning,
- Building Standards and Safety, and
- Health.

NEIGHBORHOOD REVITALIZATION – OFFICE OF HOUSING AND FEDERAL GRANTS

The City of Allentown is considered an entitlement community by the federal government and receives federal funding each year through the Department of Housing and Urban Development (HUD) for community revitalization and enhancement. Yearly funding levels are based on a formula that considers population and demographic information. Allentown's HUD programs are managed by CED's Office of Housing and Federal Grants.

With respect to historic preservation and compliance with federal Section 106 requirements, the City has entered into a Programmatic Agreement with the PA SHPO as a Certified Local Government capable of integrating Section 106 requirements into its HUD programming. This is discussed further in Chapter 4 in the section on Certified Local Government.

Allentown's HUD funding is provided through three separate programs: (1) Community Development Block Grant Program, (2) HOME Investment Partnerships Program, and (3) Emergency Solutions Grants Program. Each of these programs has a unique and specific set of rules and regulations as to how the funds may be used. Each is important to neighborhood revitalization in some of the City's oldest most historic areas.

The primary objective of the **Community Development Block Grant Program (CDBG)** is the development of viable urban communities by providing decent housing, a suitable living environment, and expanding economic opportunities for persons of low and moderate income. The City utilizes these funds primarily for the revitalization of low and moderate income neighborhoods through the rehabilitation of the existing housing stock, most of which is historic. In addition, the City funds support economic development activities and human services which complement the "bricks and mortar" approach to revitalization.

The objective of the **HOME Investment Partnerships Program (HOME)** is expansion of the supply of decent and affordable housing for low and very low income households and the strengthening of partnerships among all levels of

government and the private sector in the production and operation of affordable housing. In Allentown, HOME funding is invested mostly in existing historic neighborhoods through the projects undertaken by non-profit organizations.

Emergency Solutions Grants Program (ESG) funds may be used to improve the quality of existing emergency shelters for the homeless, to meet the costs of operating shelters, to provide essential social services to the homeless and to help prevent homelessness.

HUD requires that Allentown prepare a five-year **Consolidated Plan** outlining the proposed use of its funding. Allentown's recently completed Consolidated Plan for the years 2020-2025 is reviewed in Chapter 3, Planning Context, of this Historic Preservation Plan. Chapter 3 provides the broad recommendation that issues and strategies identified in the *Five-Year Consolidated Plan* be highlighted in addressing the needs of Allentown's historic low income neighborhoods and that those strategies be incorporated into the Historic Preservation Plan.

Each year, activities supported by the HUD funds must address the needs and strategies outlined in the Consolidated Plan and are described in a **One-Year Action Plan**. Program funding must be spent on eligible activities and must correspond to the needs outlined in the Consolidated Plan. A summary of each year's spending is submitted by the City to HUD in a **Comprehensive Annual Performance Evaluation Report (CAPER)**.

Allentown's Program Year 2020 HUD funding allocations total:

▪ CDBG	\$2,305,197
▪ HOME	\$975,569
▪ ESG	\$198,373

Allentown's annual HUD spending has significant impacts on historic buildings and historic low income neighborhoods and may be used to support neighborhood revitalization strategies as outlined in the City's Comprehensive Plan and this Historic Preservation Plan. Each year's HUD spending must comply with Section 106 compliance requirements, including those related to historic resources.

The highest priority identified in Allentown's *Five-Year Consolidated Plan* is affordable housing for low to moderate income individuals. The City has one of the oldest housing stocks in the nation. Funding goals address needs associated with older housing occupied by low income families, many of whom cannot afford to keep up with home repairs and rent. This Historic Preservation Plan seeks to align HUD funded projects with revitalization strategies supporting historic preservation and neighborhood character.

GUIDANCE: Continue to use the City's HUD programs as a primary vehicle for the **strengthening, revitalization, and enhancement** of historic low income neighborhoods in Allentown in partnership with non-profit housing and community development organizations.

RECOMMENDATION 5.8: Coordinate HUD funded projects with the policies, recommendations, and priorities outlined in *Allentown Vision 2030*, the City's 2019 Comprehensive Plan.

The *Upside Allentown* and *Connecting Jordan Heights* Neighborhood Revitalization Plans

The City of Allentown, its non-profit partners, and neighborhood residents have collaborated in the preparation of two neighborhood revitalization plans for Center City's low income historic neighborhoods. *Upside Allentown: Safe and Healthy Neighborhoods* (2014/2016) and *Connecting Jordan Heights: Action Strategies for Neighborhood Revitalization* (2009) provide strategies and recommendations that have provided a basis for neighborhood revitalization initiatives including the targeted use of HUD and other sources of non-profit funding.

Both of these plans are reviewed in Chapter 3, *Planning Context*, of this Historic Preservation Plan, which embraces and supports them and endorses their use as the basis for continued neighborhood revitalization.

Together, the two plans provide strategies and recommendations that have been the basis for recent neighborhood revitalization programs. These include:

- Code inspection programs for rental properties and residences in general,
- Landlord certification and maintenance enforcement,
- Compliance with Historic Districts Ordinance requirements in the Old Allentown and Old Fairgrounds Historic Districts,
- The implementation of commercial and residential facade improvement programs,
- Facade design guidelines for homeowner use,
- Rehabilitation of existing housing for affordable and market rate housing,
- Small grant and home assistance programs targeted to specific neighborhoods of need,
- Programs to increase homeownership,
- Neighborhood infrastructure, design, and streetscape improvements, and
- Art, cultural, neighborhood commercial, and marketing programs.

This Historic Preservation Plan encourages principles and processes be applied to all neighborhood revitalization programs.

Allentown’s Non-profit Neighborhood Revitalization Partners

Several non-profit organizations partner with the City in the revitalization of historic low income neighborhoods, conducting a variety of programs that increase the availability of affordable housing, enhance neighborhood character, and provide training and assistance to residents.

Though not directly related, much of the work of these non-profits aligns with the strategies and actions outlined in the *Upside Allentown* and *Connecting Jordan Heights* plans noted above and in Chapter 3. Projects involving the rehabilitation of existing housing and the construction of new housing usually make use of combined private sector funding and portions of the City’s CDBG and HOME funding.

Allentown’s non-profit partners in the revitalization of historic low income neighborhoods include:

Upside Allentown is a Neighborhood Partnership Program building on the momentum created by recent redevelopment in Center City Allentown to benefit adjacent residential neighborhoods. The program is jointly managed by the City of Allentown and CADC.

The area of the Upside Allentown initiative is bounded by Jordan Creek, Twelfth Street, MLK Drive on the south, and Tilghman Street on the north. It includes the neighborhoods of Jordan Heights, the 7th Street Corridor, Old Allentown Historic District, and Old Fairgrounds Historic District.

The revitalization plan, *Upside Allentown: Safe and Healthy Neighborhoods*, discussed above and in Chapter 3, was created for the initiative. The plan is being implemented through seven subcommittees with over 100 volunteers to:

- Increase economic and educational opportunity for residents
- Leverage ongoing efforts to change the negative perception of safety in downtown,
- Encourage residents to own assets, including a home or a business,
- Urge residents to become more active in civic affairs in the City, and
- Encourage people to visit downtown Allentown for entertainment, recreation, arts, and culture.

Eight local companies have committed \$550,000 a year over six years to initiatives to help implement the program.

Allentown Promise Neighborhood is an initiative of Promise Neighborhoods of the Lehigh Valley, a subsidiary of United Way of the Lehigh Valley. The Promise Neighborhoods program was initiated in 2008 as the Allentown Youth Success Zone in a 9-block area of the Old Allentown Historic District with support from United Way. In 2010, the program became a model for the US Department of Education’s Promise Neighborhood program, at which time the Allentown Youth Success Zone changed its name to the Allentown Promise Neighborhood to better align with the national movement.

The Allentown Promise Neighborhood is culturally rich and economically diverse and stretches across nine square blocks of The Old Allentown

MUNICIPAL PLANNING AND POLICY

Historic District, bordered by Liberty Street on the North, Turner Street on the South, Hall Street on the East, and 10th Street on the West.

Allentown Promise Neighborhood focuses on programs and services that engage residents in neighborhood issues and decision making and strives to ensure that every child in the neighborhood completes high school ready to enter college and pursue a career.

Housing Association & Development Corporation (HADC) focuses on affordable housing and job training, recruiting young neighborhood residents to learn construction skills while rehabilitating blighted housing. HADC acquires some of the most run-down properties in Allentown and transforms them into beautiful, modern homes with entirely new plumbing, electrical, and heating systems. HADC has also developed significant new housing within historic low income neighborhoods.

It costs HADC between \$135,000 to \$150,000 to renovate each house. The homes are offered for sale at well below market rate, usually below \$90,000. HUD grants and private contributions make up the difference between the sale price and the reconstruction cost. In accordance with HUD requirements, sales are restricted to first time buyers with household income in the low to moderate range.

HADC's chief corporate partners support HADC under the auspices of Pennsylvania's **Neighborhood Partnership Program**. Administered by the state Department of Community and Economic Development, the Neighborhood Partnership Program gives generous tax credits to corporations that make large long-term financial commitments to HADC.



New affordable housing on North Street in Jordan Heights developed by HADC.

Community Action Development Corporation of Allentown (CADCA) is a local non-profit working toward the stabilization of neighborhoods in Allentown and economic empowerment of residents. CADCA is a subsidiary of the Community Action Committee of the Lehigh Valley (CACLV) based in Bethlehem. Through training and business-related programs, projects, and neighborhood revitalization initiatives CADCA promotes a diversified economy of small scale, locally owned businesses and empowers residents to assume more active roles in the stewardship of their community.

CADCA provides entrepreneurial skill training to prospective and existing business owners. A primary focus of its work is the Jordan Heights neighborhood, where it is partnering in implementation of a wide ranging revitalization plan. CADCA has been implementing a successful Main Street Program along 7th Street, engaging businesses, rehabilitating buildings, and encouraging investment.

Habitat for Humanity of the Lehigh Valley is a non-profit organization that works to build simple, decent homes for hardworking, disadvantaged families. They are an affiliate of Habitat for Humanity International (HFHI). Founded in 1989, Habitat Lehigh Valley works by partnering with local businesses, individuals, and faith-based groups to build and renovate housing for families in need.

In Allentown, Habitat Lehigh Valley is deeply involved in neighborhood redevelopment. This work is done in partnership with CADCA and the Promise Neighborhood. Recent projects include the renovation of four homes and the placement of four families made possible through a grant from the Harry C. Trexler Trust.

Redevelopment Authority of the City of Allentown (RACA) assists with the prevention and elimination of blighted properties within Allentown. RACA works closely with the City to identify blighted areas and properties that are unsafe, unsanitary, inadequate, or undesirable and are in need of revitalization or redevelopment. RACA acquires targeted parcels using the power of eminent domain. Once in RACA's inventory, the authority works with non-profits, developers, and local contractors to rehabilitate or repurpose these parcels and buildings ultimately returning them to the community as code compliant, tax generating properties.



Historic residences throughout Allentown’s low income Center City neighborhoods are appropriate for non-profit rehabilitation programs. Two upper photos are from Jordan Heights. The two lower photos are from the Old Fairgrounds Historic District.

Non-profit Funding Support

Allentown’s non-profit housing and low income community development organizations are central to the revitalization and strengthening of the City’s low income neighborhoods. As noted above, these organizations make use of a variety of funding sources, including the City’s HUD programs.

Historic preservation is not the stated mission of these organizations, yet compliance with historic preservation principles is required for HUD funding and may also be required when projects are undertaken within the City’s local historic districts, especially the Old Fairgrounds Historic District. It is often difficult financially for these organizations to undertake projects in a manner that incorporate historic preservation principles as described in the *Secretary of the Interior’s Standards*. Limited funds are prioritized for the updating of systems and interior rehabilitation.

It is the City’s goal, as outlined in this Historic Preservation Plan, that basic historic preservation principles be employed throughout the City’s historic neighborhoods to preserve and enhance neighbor character, whether or not HUD funding is used and whether or not projects are within local historic

districts. Conservation district level preservation standards, which may be less stringent than those applied within local historic districts or in relation to HUD funding, have been recommended in this plan for the City's Traditional Neighborhood Development Overlay District, which includes the City's low income neighborhoods.

To this end, continued and additional funding support and incentives are needed to assist non-profit organizations in meeting these preservation planning goals.

RECOMMENDATION 5.9: Support **non-profit housing and community development organizations** in the revitalization of Allentown's low income communities.

RECOMMENDATION 5.10: Coordinate non-profit programs with revitalization initiatives outlined in *Allentown Vision 2030* and local neighborhood revitalization plans.

RECOMMENDATION 5.11: Encourage incorporation of **historic preservation principles** into non-profit programs supporting the enhancement of historic neighborhood character.

GUIDANCE: Consider implementation of a **coordinated City/non-profit** state authorized **Neighborhood Partnership Program** to attract corporate and private funding for revitalization of low income historic neighborhoods. Build off of existing NPP programs. Include the incorporation of historic preservation principles as a core element to enhance historic neighborhood character.



Neighborhood Partnership Programs provide funding to assist non-profit partners in the revitalization of properties in low income neighborhoods. These properties are located in 6th Ward.

CODE ENFORCEMENT – BUREAU OF STANDARDS AND SAFETY

Allentown’s Bureau of Building Standards and Safety manages building code compliance in the City to help assure maintenance of affordable, decent, safe, and sanitary homes, apartments, and commercial structures for residents.

The Bureau of Standards and Safety is comprised of two offices: (1) Building Permits and Inspections, and (2) Residential Property Inspections. It is also a City resource for Trades Licensing.

Building Permits and Inspections administers and enforces the City’s building, plumbing, and electrical codes, with respect to new construction, alterations, use, location, occupancy, or maintenance of all buildings, structures, and service equipment. The office reviews construction plans, issues permits, and inspects the work onsite. Building Permits and Inspections also coordinates and/or administers electrical, plumbing, and sheet metal licensing tests for contractors.

Residential Property Inspections is responsible for the safety and maintenance of existing residential properties through the enforcement of the City’s Property Rehabilitation and Maintenance Code. The office manages the registration, licensing, and systematic inspection of all residential rental units in Allentown. It manages a Pre-Sales Inspection Program and fields public complaints against problem properties.

The Bureau’s **Residential Rental Unit Registration and Inspection Program** helps assure that the large number of rental properties in Allentown’s historic neighborhoods are maintained in a safe condition.

All residential rental units in the City must be registered in accordance with the City’s Licensing Residential Rental Units Ordinance. Once registered, properties are inspected before a rental license for the property is issued. Residential rental licenses must be renewed annually and posted in each rental unit. Units are inspected only once every five years, and sometimes more, due to staffing shortages. Through the rental unit registration program, the Bureau has owner contact information in case unacceptable property maintenance issues arise.

Allentown’s **Pre-Sales Inspection Program** requires that, prior to transferring title, all residential properties be inspected for compliance with the standards for basic safety and maintenance according to the City of Allentown Property Rehabilitation and Maintenance Code and the allowable use designation according to the City’s Zoning Ordinance.

If the Housing Inspector identifies housing code violations, the seller must fix the violations prior to selling the property unless the buyer agrees to fix the code violations. If the seller fixes the problems, a Certificate of Compliance from the City is required prior to settlement. If the buyer agrees to fix the problems, an Acceptance Form is prepared and acted upon following settlement. If not fixed, the problem persists, continues to deteriorate, and can become costly to address.



Maintenance issues such as these inappropriate brick repairs may not be code violations but can impact appearance and function.

When **complaints** are lodged against properties with maintenance or use issues, inspectors from the Office of Rental Property Inspections follow up by visiting the problem property, assessing issues with respect to the codes, and addressing issues with property owners. In severe cases of non-compliance, the City may undertake measures necessary to secure a property from demolition by neglect and place a lien on the property to cover the City's costs.

The Bureau of Standards and Safety's programs focus on life safety through compliance with building and property maintenance codes throughout the City. While not directly related to historic preservation, code compliance has important impacts on historic buildings and neighborhood character.

Allentown Vision 2030 recommends implementation of performance based rental inspection and code compliance systems in which a database of violations is maintained and problem properties can be prioritized.

Performance-based systems are based on having a functioning landlord licensing system and an up-to-date inventory of rental properties. Working with Code Enforcement, and the Police and Fire Department, infractions at each rental address can be logged, and those properties that are most egregious can be prioritized for action. The properties can be evaluated by number of code violations, reports from police and fire departments regarding safety, and tax status. Properties can then be categorized, and offending landlords can either work with the city to bring their properties up to code, or can lose their license to rent.

Allentown Vision 2030 also recommends establishing a means of providing support to property owners who have difficulty affording maintenance costs, picking up on recommendations from *Upside Allentown* and *Connecting Jordan Heights*. Such support can be in the form of small maintenance, code compliance, or façade improvement grants in targeted neighborhoods.

Within historic neighborhoods, the property maintenance program helps prevent demolition by neglect. Allentown's Property Rehabilitation and Maintenance Code establishes residential and non-residential property maintenance standards and procedures for requiring the inspection, rehabilitation, repair, abatement of maintenance issues for buildings, structures and housing. These maintenance standards and processes help preserve the historic character of buildings and neighborhoods. Within Allentown's three local historic districts, exterior work related to code violations must also be reviewed by the HARB.

RECOMMENDATION 5.12: Acknowledge the importance of the City's **property maintenance and inspection programs** not only for life safety but also with respect to the preserving historic neighborhood character, especially with regard to demolition by neglect.

RECOMMENDATION 5.13: Develop a **formal process** through which **close coordination** is established between Bureau of Building Standards and Safety staff and Bureau of Planning staff with respect to code violations in the City's three local historic districts.

RECOMMENDATION 5.14: Develop a process through which code violations within the **three local historic districts** are immediately transmitted to Bureau of Planning staff when citations are issued for review and compliance with Historic District Ordinance guidelines. If necessary, bring citations to the HARB for review.

RECOMMENDATION 5.15: Continue to actively assure that **demolition by neglect** is not permitted within the City and that property owners are required to stabilize, maintain, and prevent deterioration that may threaten the features, fabric, and structure of historic buildings.

GUIDANCE: Continue to emphasize code enforcement actions that **proactively intervene** to stabilize neglected buildings and prevent the level of deterioration that would lead to a loss of historic building fabric or a need for demolition.

RECOMMENDATION 5.16: Provide **periodic workshops and training** to code enforcement staff on historic preservation principles and treatment guidelines so that they can encourage appropriate treatment of historic buildings and help educate property owners and residents on a day-to-day basis.

RECOMMENDATION 5.17: Encourage maintenance approaches that **preserve historic building fabric and features** throughout the City and in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

ALLENTOWN'S HISTORIC PARK SYSTEM

The City of Allentown is nationally known for its extensive park system, which includes 40 individual sites located throughout the City. The park system as a whole is historically significant and includes a number of parks, landscapes, buildings, structures, and other resources that have been listed or determined eligible for listing on the National Register of Historic Places.

The Lehigh Canal, Trout Hall, and Bogert Covered Bridge (within the Saltzburg Historic District) are currently listed on the National Register. The Little Lehigh Parkway (Saltzburg Historic District), West Park, Union Terrace Park, and Fountain Park have been determined eligible for listing. The park system's association with and development by Harry C. Trexler and others during the early 20th century is central to its significance.

Additionally, a number of parks are important as key resources for historic neighborhoods throughout the City. The park system has a number of historically significant Works Progress Administration (WPA) sites and resources from the 1930s, such as Roosevelt Park, Jordan Park, and numerous site features at other parks. The park system's historic sites include the Allentown Cemetery within the Old Allentown Historic District.

Allentown's Department of Parks and Recreation manages the City's park system and receives substantial yearly funding from the Harry C. Trexler Trust for operations, maintenance, and projects. A volunteer Friends of Allentown Parks supports the parks Citywide.

The Department of Parks and Recreation is comprised of two bureaus, the Parks Bureau and Recreation Bureau. The mission of the **Parks Bureau** is to provide landscape management and development services within the parks and other City properties.

The mission of the **Recreation Bureau** is to provide and promote broad-based recreational programming and facilities to improve the quality of life for citizens and visitors of all ages and abilities.

Harry Trexler was instrumental in the founding and development of the City's park system, and the support provided today by the Harry C. Trexler Trust has been of enormous significance to the park system, the City, and its residents.

The Department of Parks is acutely aware of the historical significance of its parks and park resources. The Parks Bureau retains qualified contractors for work on its historic resources and seeks information on historically appropriate treatments. In addition to its substantial overall financial support, the Harry C. Trexler Trust has assisted the Parks Bureau with independent preparation of conservation documents on key resources such as the historic Bogert Covered Bridge.

However, no comprehensive inventory has been prepared for historic resources within the park system, and conditions assessments and treatment guidelines for historic resources are an ongoing need. A Master Plan was prepared for the park system in 2006, and the Bureau of Planning is proposing that the Master Plan be updated. This proposal is included in *Allentown Vision 2030*.

RECOMMENDATION 5.18: Prepare an **updated Master Plan** for Allentown’s park system recognizing the historical significance of its landscapes and features and using a cultural landscape approach to its assessment and treatment.

GUIDANCE: Continue to use appropriate **historic preservation treatments** in the maintenance, rehabilitation, and care of historic buildings, structures, and landscapes throughout the park system. Continue to use **qualified conservators** in the assessment of resources and qualified contractors in implementation. Follow guidance of the the ***Secretary of the Interior’s Standards for the Treatment of Historic Properties*** and guidelines and treatments advised by the National Park Service.

RECOMMENDATION 5.19: Prepare a **history of the park** system’s development in support of the Master Plan, the recognition of historic features and landscapes, and as a basis for future interpretation.

RECOMMENDATION 5.20: Beginning with the Master Plan, undertake a long-term **historic resource inventory** of historic features within the park system.

RECOMMENDATION 5.21: Implement a long-term **program for interpretation** of the parks and their resources using web-based content, downloadable and printed content, onsite exhibits and artwork, and living history programming.



Little Lehigh Parkway (left) and West Park (right) are both historically significant.

Cultural Landscape Reports

Cultural landscape reports should be prepared for each of the City’s historic park properties as a long-term project with non-profit funding support. Cultural landscape reports are studies of historic properties that are undertaken in accordance with a specific methodology in order to document their features and provide guidelines for their treatment. In general, cultural landscape reports are comprised of the following sections:

- Background history and overview of the property’s historical development,

- Statement of significance and discussion of local and national historic contexts to which the property is related,
- Identification of the property’s character defining features,
- Conditions assessment for the landscape as a whole and for each character defining feature, and
- Treatment plan, guidelines, and recommendations.

The National Park Service has led the recognition and study of cultural landscapes including the preparation of cultural landscape reports and has developed methodologies and guidelines for their identification, assessment, and treatment. The identification and analysis of a landscape’s features and characteristics in a cultural landscape report usually include its:

- Spatial organization and land patterns,
- Views and vistas,
- Topography,
- Natural systems and features,
- Vegetation,
- Circulation,
- Land use,
- Buildings and structures,
- Small-scale features, and
- Other special considerations.

The National Park Service has prepared *Preservation Brief 36, Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes* and *A Guide to Cultural Landscape Reports, Contents, Process and Techniques*, which are available online and outlines the contents of a cultural landscape report. Additional information and examples are available online as well.

RECOMMENDATION 5.22: Prepare **cultural landscape reports** for historically significant parks within the system outlining the history, significance, condition, and guidelines for their future treatment.



Cultural landscape reports identify historic character defining landscape features, assess their condition, and outline their appropriate treatment. Lehigh Canal (left) and West Park (right)

Historic Structure Reports

Historic structure reports should be prepared for each of the historic buildings and major structures within the park system, similar to the preparation of cultural landscape reports for the parks as a whole. Historic structural reports are similar studies that provide base information on the treatment of historic buildings. They generally include sections on:

- Background history and overview of the building's historical development,
- Statement of significance and discussion of local and national historic contexts to which the building is related,
- Identification of the building's materials (wood, masonry, metals, etc.) and character defining features (doors, windows, porches, detailing, etc.),
- Conditions assessment for the building as a whole and for each type of material and character defining feature,
- Treatment plan, guidelines, and recommendations, and
- Guidance for accessibility, energy efficiency, and building mechanical systems.

Historic structure reports are baseline documents that are important in providing essential information to guide decision making in the maintenance of historic buildings and consideration of needed changes over time. They are important as background for future new staff members and as future changes are considered. Historic structure reports should be prepared for each of the park system's historic buildings.

RECOMMENDATION 5.23: Prepare **historic structure reports** for historic buildings within the park system outlining their history, significance, condition, and treatment guidelines.



Historic structure reports document buildings for their appropriate long term care and treatment. These two historic buildings are along the Little Lehigh Parkway.

COMMUNITY INTERPRETIVE PRESENTATION

Allentown should consider implementation of a community interpretive presentation that tells the City's stories through self-guided, outdoor exhibits, public art, online interpretive content, and printed brochures and related materials. The purpose of the interpretive presentation is raise public awareness about the City's history and the special places that convey that history. It would also be a visitor attraction and a community enhancement for places that residents and visitors frequent.

The interpretive presentation should be undertaken in partnership with the local historians and the City's existing visitor attractions, who have experience in public history and the design and production of interpretive exhibits.

Allentown's visitor attractions include:

- Delaware & Lehigh National Heritage Corridor,
- The Lehigh Valley Heritage Museum,
- America on Wheels,
- Mack Truck Historical Museum,
- Museum of Indian Culture,
- Liberty Museum,
- Allentown Art Museum, and
- Baum School of Art.

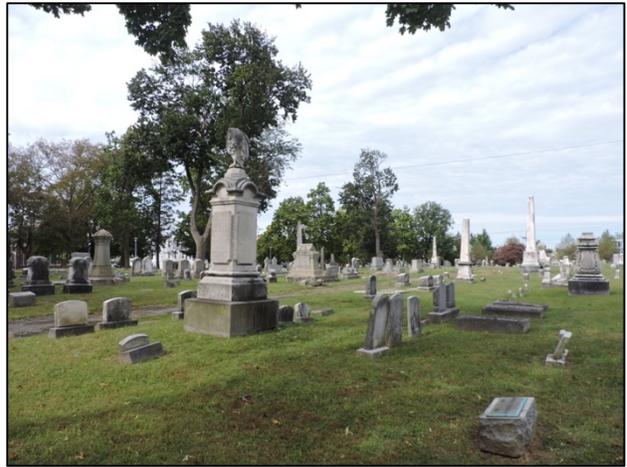
The community interpretive presentation should feature the visitor attractions themselves as well as sets of self-guided outdoor interpretive exhibits and public art installed in key areas throughout the City. The exhibits should tell Allentown's stories using stories of the City's authentic historic places. The presentation should be prepared in a professional, coordinated manner in accordance with a common set of interpretive themes, guidelines, and design formats. The presentation could be supported primarily through grant funding and could be implemented incrementally over time.

The following areas are suggested for the implementation of coordinated sets of self-guided outdoor exhibits:

- The City's existing visitor attractions,
- Allentown's extensive park system and trail network,
- Center City Hamilton Street Corridor including the Arts District,
- 7th Street Main Street Corridor,
- West End Theater District, and
- Historic neighborhoods wishing to participate.

Stories associated with historic places and resources located in each of these areas may be used to present different aspects of the Allentown's overall history.

RECOMMENDATION 5.24: Develop a **coordinated community interpretive presentation** telling Allentown's history through specific stories associated with the City's historic places, resources, neighborhoods, and landscapes.



Allentown’s visitor attractions. Historic park system, Center City corridor, historic cemeteries, and historic neighborhoods are places where interpretation of the City’s history, cultures, and peoples can be offered. The upper left photo is the America on Wheels Museum; the upper right phot is the Lehigh Canal; the lower left photo is the historic courthouse on Hamilton Street; the lower right photo is Fairview Cemetery.

Self-guided Outdoor Exhibits

Self-guided outdoor exhibits enable publicly accessible sites to tell their stories without the need for staffing or for indoor museum programming. Self-guided sites can be made visitor-ready with great flexibility and minimal cost such that they can be marketed to visitors alongside Allentown’s established attractions.

It is suggested that the overall community interpretive presentation and its outdoor exhibit program be managed by Allentown’s Department of Parks and Recreation in partnership with the City’s existing visitor attractions. The City’s park system would provide primary locations for the exhibits Citywide. A working group of local historians and professional interpreters from the visitor attractions should take the lead in preparing content and providing guidance and quality control for the development and implementation of the exhibits.

The exhibits should use a common graphic format using a Citywide graphic identity. It is suggested that National Park Service exhibit carriers be considered for use in the exhibits to simplify the design process, reduce costs, ensure

consistency, and achieve a high quality product. However, the use of customized exhibit carriers such as those used by the Delaware & Lehigh National Heritage Corridor might also be possible.

The interpretive presentation should also consider the use of digital content that can be accessed using smartphones, tablets, and online. Digital content should be rich in its visual presentation and has the advantage of being easily and frequently updated.



Interpretive wayside exhibits are currently located in West Park telling the park's history, which is associated with the City's early 20th century expansion.

Interpretive Plan

Implementation of a community interpretive presentation requires coordinated interpretation and planning and can be undertaken in a manner that is flexible and easily executed. The presentation should be readily perceived as a network that can be promoted — a Citywide effort linking coordinated interpretation of sites and locations throughout Allentown. It is important that the program have a consistently high level of quality, content, and visual appeal.

To that end, a simple plan should be prepared to guide interpretation, implementation, and phasing. Additionally, a process should be identified for the preparation, installation, and maintenance of exhibits and experiences consistent with the community presentation.

RECOMMENDATION 5.25: Prepare a simple **interpretive plan** to guide coordinated interpretation of sites and locations throughout Allentown.

It is recommended that the interpretive plan be prepared by a working group of local historians and professional interpreters drawn from the City's existing historic and cultural attractions, listed above. These historians and professional interpreters should take the lead in identifying key storylines, developing themes, coordinating interpretation between sites, prioritizing phasing, and overseeing implementation for quality control.

RECOMMENDATION 5.26: Establish a **working group of local historians and professional interpreters** to prepare a simple interpretive plan organizing, prioritizing, and overseeing the community interpretive program.

A set of Citywide storylines and themes should be developed to organize and guide interpretation. Storylines are threads of events that trace the City’s historical development over time by topic. Themes are the Big Ideas that convey meaning and the significance of historic sites and resources. Themes are intended to help residents and visitors connect individual stories with broader contexts, understand what those stories mean, and why they matter.

RECOMMENDATION 5.27: Develop a set of **Citywide storylines and themes** to organize and guide the interpretation of individual sites and resources and to connect those sites to the City’s larger contexts and to each other.

The community interpretive plan for Allentown should briefly outline:

- An overview of Allentown’s historical development, historic contexts, and significance,
- Themes and storylines associated with the City’s development,
- The locations where different themes and storylines are conveyed,
- Local subjects and stories by location that best illustrate the storylines and themes,
- Places within the City where interpretation can be offered,
- How proposed exhibit sites might be interpretively linked,
- The most appropriate media for orientation and the presentation of Citywide themes,
- Prioritized phasing of locations and exhibits.



Public art is featured in Center City Allentown and can be used for interpretation throughout the City.

Public Art for Interpretation

Public art is an important medium through which the City's sites may be enhanced and interpretation offered. The use of public art for interpretation would coordinate with the goals of the Arts District in Center City Allentown.

Historically, monuments, statues, plaques, and historic objects have been a means of commemorating places and events and may be considered a form of public art – Allentown has several locations with significant monuments, such as Center Square and the Allentown Cemetery, that may be featured in the City's interpretive presentation.

New public art for interpretation may include sculpture, murals, and other art formats installed along sidewalks, on buildings, in parks, and along trails to enliven the landscape and to tell Allentown's stories. Existing art along the Allentown ArtsWalk and in other Center City locations would be a featured part of the presentation.

The Citywide program should encourage the use of public art as an interpretive medium. In coordination with the Allentown Art Museum and Baum School of Art, local artists may be engaged to create works for specific locations.

RECOMMENDATION 5.28: Encourage the use of **public art for interpretation** as a key component of the community interpretive presentation.

Neighborhood Interpretation

Interpretation and storytelling can be used to strengthen neighborhood identity and build support for the appreciation and appropriate treatment of historic buildings and resources. Most neighborhoods have local landmarks such as historic schools, churches, and public parks that were centers of local community life and convey local community character. Local neighborhood parks in particular are places where storytelling about a neighborhood's history and people can be featured.

As part of the community interpretive presentation discussed above, consider the development and implementation of interpretive exhibits on publicly accessible sites telling the stories of individual neighborhoods. Allentown's three local historic districts as well as the West Walnut Street neighborhood would be particularly appropriate for interpretation.

Where they exist, neighborhood associations should take the lead in organizing, implementing, and maintaining interpretive exhibits. Supporting interpretive materials should be made available online and through published brochures or other formats. Support should be provided from the working group of local historians and professional interpreters guiding the community presentation. For participating neighborhoods:

- Identify the storylines and themes from the Citywide initiative to which the neighborhood relates.
- Identify places where interpretive exhibits might be placed and would be desirable. Focus especially on neighborhood parks.
- Identify the stories to be told, develop the interpretive content, and obtain supporting graphics, such as historic photos.

- Collaborate with the City and working group in design, fabrication, and installation of the interpretive exhibits.

RECOMMENDATION 5.29: Work with neighborhood associations in developing and installing **exhibits interpreting historic neighborhoods** as part of the community interpretive presentation.



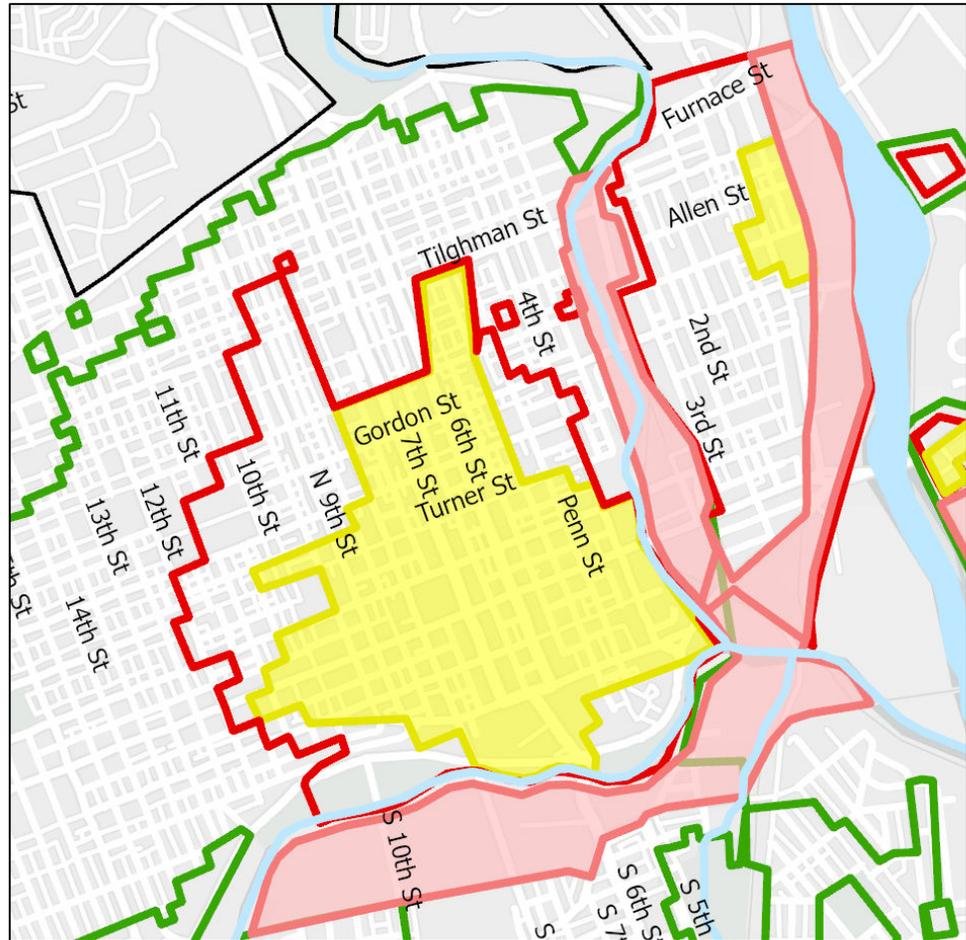
CHAPTER 6 – CENTER ALLENTOWN

Center Allentown as identified in *Allentown Vision 2030* encompasses the City's historic core that has developed over 260 years since Allentown's founding in 1761. The City has expanded outward from Center Square at 7th and Hamilton Street – east-west along Hamilton Street, north along 7th Street, and filling in the adjacent urban grid of residential blocks.

Allentown has grown and changed significantly over this period, as described in Chapter 2, *Historical Development & Resources*. The area of most intense change, Center City along Hamilton Street, has been developed and redeveloped, as early Colonial structures gave way to 19th century brick row houses, which gave way to late 19th and early 20th century commercial and institutional buildings. The surrounding grids of residential streets filled in with buildings over time, with some later redevelopment as well.

Hamilton Street was Allentown's financial and commercial center while the floodplains of the Lehigh River and Jordan and Little Lehigh Creeks became the City's industrial and manufacturing centers. These economic centers were supported by a strong regional canal and railroad transportation system connecting Allentown to the nation and facilitating the City's economic growth and prosperity. Residential neighborhoods surrounding these centers largely reflected the character of the areas to which they were adjacent — commercial or industrial. Neighborhoods featured stores, services, churches, and other uses serving immediate residential households.

Center Allentown is rich and varied in its historic character, changing street by street. Most of the City's oldest surviving buildings, dating to the mid-19th century, are located in the residential neighborhoods surrounding Center City. A number of early commercial buildings survive as well. Along Hamilton, Linden, and Walnut Streets, the story is more complex, with significant redevelopment over time.



Growth of Center Allentown – growth by 1862 shown in yellow, by 1876 in red, by 1932 in green. Pink shaded areas show the locations of early industrial and manufacturing sites along the Lehigh River and Jordan and Little Lehigh Creeks.

Allentown Vision 2030

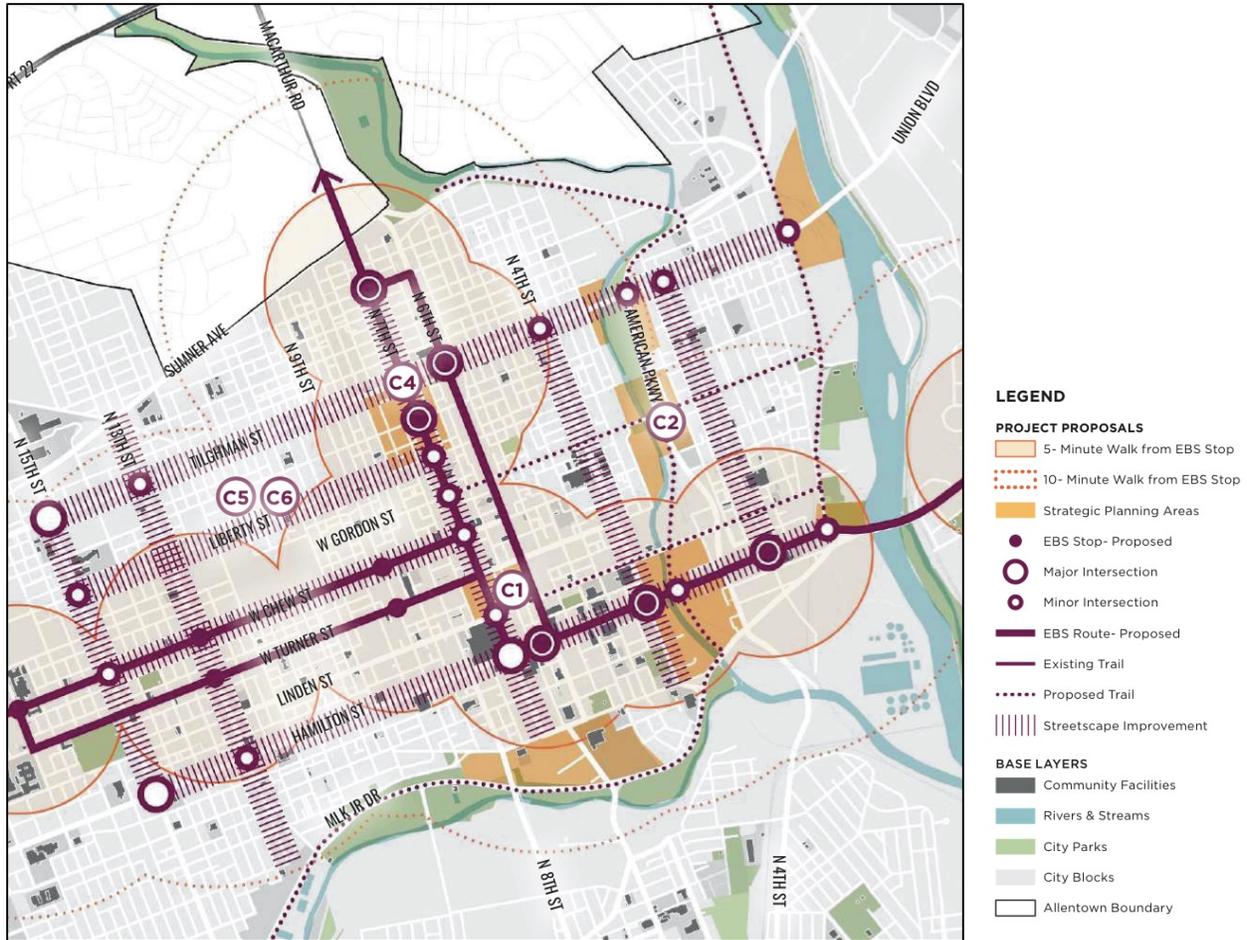
Allentown Vision 2030, the City's Comprehensive and Economic Development Plan, recognizes the significance and complexity of Center Allentown, stating in its vision:

The area is an engine of economic opportunity for small businesses and large enterprises.

Surrounding neighborhoods are woven into the core.

It is a safe and vibrant area to live close to services and with walkable streets that give people mobility choices.

The Comprehensive Plan states that the Hamilton Street Central Business District (Center City) and the surrounding neighborhoods are the drivers of growth and provide opportunities for people to live and work in Allentown. It observes that major investment has been concentrated in Center City and that surrounding neighborhoods have not been given the same level of investment. Surrounding neighborhoods have not yet benefitted substantially from Center City's success and seem disconnected from Center City.



Plan for Center Allentown from Allentown Vision 2030.

The Comprehensive Plan supports the continued revitalization of Center City and related proposed redevelopment along the Lehigh River. However, the plan proposes weaving Center City together with adjacent neighborhoods through a series of strategic projects, strengthening the entire urban core. Proposed projects will stabilize and transform existing community assets while connecting neighborhoods with existing and planned future development.

Seventh Street, the Jordan Creek trail, riverfront development, and connecting routes are areas of focus. As shown in the plan above, proposals include streetscape improvements (parallel lines) and a network of urban trails (dotted lines) to better connect the entirety of Center Allentown together.

Historic preservation within component areas of Center Allentown discussed below include the:

- Hamilton Street Corridor,
- Seventh Street Corridor, and
- Historic Center City Neighborhoods.

HAMILTON STREET CORRIDOR

Allentown's Center City, the Hamilton Street Corridor, has been the primary focus of the City's economic revitalization efforts since its decline as a regional retail center in the 1970s and 1980s. After major efforts to save and refresh Center City's role as a retail center were unsuccessful, revitalization efforts refocused on redeveloping Center City as an urban business and activity center. Efforts began to gain momentum in the early 2000s.

Major projects included the redevelopment the Donley Center (1997), PPL Plaza (2003), and Butz Corporate Center (2006). Led by the Allentown Economic Development Corporation (AEDC), the Donley Center involved the rehabilitation of the historic headquarters of the Lehigh Cement Company into a new home for the Lehigh Carbon Community College. The construction of the PPL Plaza and Butz Center introduced major new office buildings into Center City. Both projects required the demolition of historic buildings that had occupied the sites. Construction of PPL Plaza replaced the former Hess's Department Store that had played such an important role in the City's history in the early to mid 20th century.

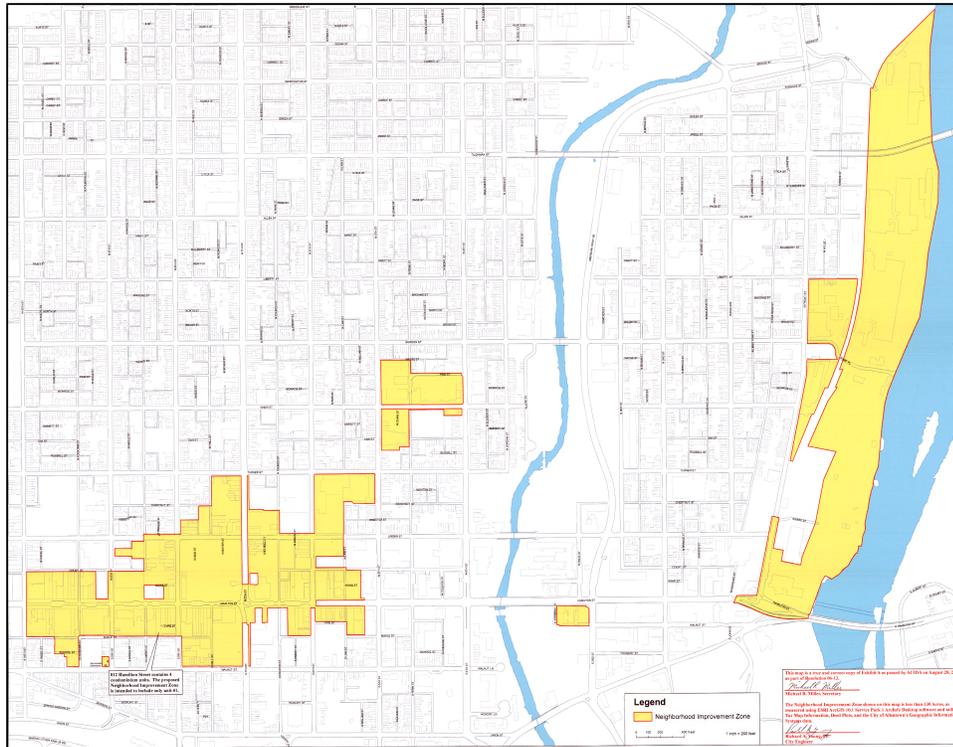
Significant progress in Center City's revitalization was spurred by the establishment of the state legislated **Neighborhood Investment Zone (NIZ)** in 2009. The NIZ is a special taxing district providing significant financial incentive for development and revitalization in downtown Allentown. It consists of approximately 128 acres in Center City along Hamilton Street and the City's Riverfront district along the western side of the Lehigh River. All taxes generated in the NIZ (with the exception of school district and City taxes) can be used to pay debt service on financed improvements within the NIZ.

Since 2009, the NIZ has been the vehicle for implementation of a large number of significant projects, redeveloping, transforming, and revitalizing Center City Allentown. Projects included construction of the five-acre, PPL Center (2014) at Center Square as a mixed-use regional sports and entertainment venue.

Projects within the NIZ are undertaken by private developers under the management of the Allentown Neighborhood Investment Zone Development Authority (ANIZDA). Projects are undertaken in accordance with guidelines outlined in the ***Downtown Allentown Development and Urban Design Plan*** prepared in 2014 and discussed in Chapter 3, *Planning Context*.

The NIZ's significant financial incentives are passed on to tenants and have led to the attraction of major businesses relocating into newly developed Center City buildings. A number of redevelopment projects have been undertaken by the City Center Investment Corporation, a real estate development and management company established in 2011 specifically focused on the revitalization of Center City.

Use of the NIZ requires projects of significant size, generally over \$10 million. It is not useful for smaller projects due to the complexities of use of the tax incentives.



The Neighborhood Improvement Zone (NIZ) in Center Allentown is shown in yellow, including Center City (lower left) and Riverfront (right).

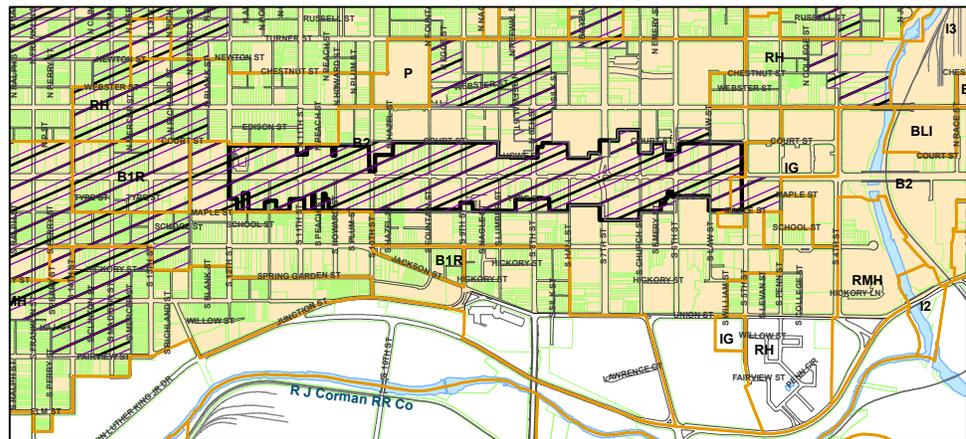
New redevelopment projects directly on Hamilton Street have featured major new office buildings to which major regional businesses have been attracted as tenants. Along side and parallel streets, new projects have included large rental apartment buildings, constructed with the goal of attracting new residents to Center City, a goal of *Downtown Allentown* as well as *Allentown Vision 2030*.

Downtown Allentown requires new construction to include street level stores and services, sidewalk enhancements, place-making for pedestrians, and urban design amenities to enliven the streetscape. The design guidelines seek to create vibrant, active, pedestrian oriented, and visually interesting places that will activate Center City and attract residents and visitors.

Initiatives include establishment of an **Allentown Arts District** on the north side of Hamilton Street in the vicinity of the Allentown Art Museum, Baum School of Art, and Miller Symphony Hall. The three are linked together by an outdoor Arts Walk and Arts Park mid-block paralleling Court Street between 5th and 6th Streets.

Center City is marketed for its **urban chic** aesthetic and life style, attracting young people to live and work downtown. Restaurants, brew pubs, and stores have been recruited to enliven Center City. They are supported by the **Downtown Allentown Business Alliance (DABA)**, a program of the Allentown Chamber of Commerce. In addition to providing support to small businesses, DABA focuses on events and programming designed to engage the downtown workforce, the community at large, and visitors to Center City.

Design quality is encouraged through the enactment of the **Hamilton Street Overlay District (HSO)** through the City’s zoning code. The Hamilton Street Overlay District extends along Hamilton Street between 5th and 12th Streets and requires that any proposed project involving the exterior of a primary or front facade facing Hamilton Street undergo design review. Per ordinance, review is supposed to be undertaken by a Hamilton Street District Review Board, but the board has not been appointed and review is undertaken by the Planning Commission instead. Projects must be undertaken in accordance with the **Hamilton District Facade Design Guidelines** prepared and adopted in 2012. The design guidelines apply to work on existing historic buildings, proposed new construction, and signage.



Hamilton Street Overlay District in Center City



Illustration from the Hamilton District Facade Design Guidelines. Facade design strategies for historic buildings include (I) Reserve/restore visible historic elements (red), (II) Explore hidden facade elements (yellow), and (III) Partial new facade. New buildings or facades are shown in blue.

CENTER ALLENTOWN



Representative new construction in Center City



Representative historic buildings in Center City

Redevelopment in Center City has required the removal and loss of a number of historic buildings significant to the City's early and mid 20th century history. Yet a significant number of historic buildings remain. The recent ***Hamilton Street Historic Resource Survey***, discussed in Chapter 3, documents existing remaining buildings and assess their significance and integrity using a grading system. A total of 142 buildings were surveyed.

Also contributing to the preservation of Center City buildings is the **Historic Buildings Demolition Overlay Ordinance (HBDO)** discussed in Chapter 4, which requires a special exception from the Zoning Hearing Board for the demolition of historic buildings. The significance of the building, alternatives to demolition, and potential public benefits must be considered.

Center City's remaining historic buildings are important in their contribution to the urban chic aesthetic downtown and provide a lively visual character to the streetscape. The varied sizes and configurations of the historic buildings provide opportunities for different types of uses.

Preservation Approach

The following preservation approach is recommended for the Hamilton Street Corridor in Center City.

- Support implementation of the **Neighborhood Investment Zone** in accordance with the guidelines outlined in *Downtown Allentown* with the goal of creating a vibrant downtown.
- Embrace the **urban chic** aesthetic for Center City and the requirement for high quality design.
- Support DABA's work with **small businesses**, especially in their use and revitalization of historic buildings and storefronts.
- Emphasize the **role of historic buildings** in creating the Center City aesthetic and providing visual character and building variety.
- **Preserve remaining historic buildings** in Center City as identified in the *Hamilton Street Historic Resource Survey*. (See Recommendation 3.1.)
- **Strengthen implementation** of the Hamilton Street Overlay District (HSO) and Historic Buildings Demolition Overlay Ordinance (HBDO). Establish a Hamilton Street District Review Board with design expertise as outlined in the HSO or have the HARB undertaken design review, rather than the Planning Commission. Emphasize preservation of remaining historic buildings in Center City. (See Recommendation 3.2.)
- Use information provided in the survey in conjunction with the *Hamilton Street Facade Design Guidelines* to guide the **appropriate treatment** of historic buildings and building facades. (See Recommendation 3.5.)
- Undertake preparation of a **Master Plan for Adaptive Reuse** for existing historic buildings included in the Hamilton Street Historic Resource Survey along Center City's Hamilton Street corridor that applies the same level of thoughtfulness and creativity to the rehabilitation and

CENTER ALLENTOWN

adaptive reuse of remaining historic buildings that was given to the design of new buildings in *Downtown Allentown*. (See Recommendation 3.3)

- Prepare nominations for listing on the **National Register of Historic Places** buildings along Hamilton Street in Center City that have been determined to be eligible but that are not yet listed. (See Recommendation 3.4.)
- Feature Center City in development of a **coordinated community interpretive presentation** telling Allentown's history through specific stories associated with the City's historic places, resources, neighborhoods, and landscapes. (See Recommendation 5.24.)
- Feature **public art as a medium for interpretation** in Center City as a key component of the community interpretive presentation. (See Recommendation 5.28.)



The 1928 PP&L Building – a landmark in Center City, Allentown, and the region

SEVENTH STREET CORRIDOR

Historically, 7th Street has been Allentown's most significant north-south street, extending north from Center Square to the City's edge at Liberty Street thence northwest out into the countryside. In the early 20th century, 7th Street was extended directly north into Lehigh County laying the groundwork for its role today as a major entrance into the City from MacArthur Boulevard and the interchange with Route 22.



Seventh Street is lined with historic buildings extending from Linden Street adjacent to Center City north to Washington Street. Historic buildings range from mid-19th century brick row homes, to prominent late 19th century brick or stone residences, to early 20th century commercial buildings. Closer to Center City, late 19th and early 20th century redevelopment with larger residential and commercial buildings has occurred.

Seventh Street's prominence as a residential and commercial corridor has been strengthened and enhanced in recent years with proactive programming led by the City and non-profit organizations for its revitalization. The Community Action Development Corporation of Allentown (CADCA) has implemented a **7th Street Main Street** program engaging businesses, rehabilitating buildings, and encouraging investment along the corridor. With financial support from the City, grants, local businesses, and other sources, the 7th Street Main Street program has worked to attract new businesses to 7th Street and implement a facade improvement initiative that has rehabilitated a number of historic buildings.

Seventh Street's importance is outlined in the two neighborhood planning studies *Upside Allentown* (2014/2016) and *Connecting Jordan Heights* (2009), both of which are reviewed in Chapter 3 of this preservation plan. Building on these plans, *Allentown Vision 2030*, the City's Comprehensive Plan, recognizes 7th Street as an active node that both serves the local community and attracts visitors from across the Lehigh Valley. Entrepreneurial activity has created diverse businesses along the corridor that can continue to draw investment and growth.

Seventh Street has become a popular main street destination with restaurants and small shops and building on its Hispanic culture as linked and derived from adjacent surrounding neighborhoods. The Comprehensive Plan identifies the **continued revitalization** of the 7th Street corridor as a primary initiative over the coming years, proposing that 7th Street continue to develop its **distinct identity** as cultivated by local entrepreneurs, complementing Hamilton Street as a **regional destination** for food and culture. The success of the corridor can be expanded into a **district strategy** to boost businesses in the adjacent neighborhoods.

Among the Comprehensive Plan's recommendations are the implementation of streetscape improvements, conversion back to a two-way street to calm traffic and create a more intuitive experience, and identifies the blocks between Liberty and Tilghman Streets on the north and Linden and Turner Streets on the south as **strategic planning areas** for additional new business development.



Representative historic buildings along the 7th Street corridor

From a historic preservation perspective, 7th Street currently benefits from being within the City’s Traditional Neighborhood Development Overlay District (TNDO), which encourages context sensitive design for proposed new construction. The blocks from Turner Street north to Liberty Street are also within the Historic Building Demolition Overlay District (HBDO), which discourages and may prohibit the demolition of historic buildings. No other historic preservation protections are existing along the corridor.

Over the years, many of 7th Street’s historic buildings have been inappropriately treated, with coverings of brick-face or aluminum, removal of historic detailing, insertion of inappropriate storefronts, and installation of inappropriate signage.

The 7th Street Main Street program has sought to reverse these trends through its facade rehabilitation program, providing small grants to local businesses and property owners for facade restoration. Projects are required to be in accordance with the corridor’s **7th Street Design Guidelines**, prepared in 2013 to provide guidance in the rehabilitation and treatment of historic facades. The design guidelines are useful for any property owner seeking advice on facade work.

Chapter 3 of this Historic Preservation Plan (Recommendation 4.35) proposes that the TNDO’s authority be expanded to include basic requirements for the appropriate treatment of existing historic buildings and building fabric with review by Bureau of Planning and Zoning staff, similar to that of a local Conservation District. If adopted, this recommendation would provide a level of design review protection for historic buildings along 7th Street.

If not adopted, it is recommended that the 7th Street corridor be specifically designated as a local **Conservation District** or as a **Local Historic District** as discussed in Chapter 4. Local Historic District designation would provide a

greater level of protection with HARB review, while Conservation District designation would provide a more limited protection with expedited staff review. While Chapter 4 does not recommend that new Local Historic Districts be created at this time due to the HARB's existing workload, the designation of the 7th Street corridor would be a worthy exception.

Perhaps most important to 7th Street's continued progress, however, is assuring that ongoing sources of funding are available for the strengthening of the 7th Street Main Street program of attracting and supporting small businesses and building rehabilitation.

Preservation Approach

The following preservation approach is recommended for the 7th Street Corridor.

- Support *Allentown Vision 2030's* identification of enhancement of the 7th Street corridor as a primary initiative in the Comprehensive Plan in coming years.
- Secure ongoing funding for continued support and expansion of 7th **Street Main Street's** small business, investment, and building rehabilitation programs.
- Assist 7th Street Main Street in qualifying for designation as a **National Main Street** program.
- Continue to build, enhance, and market 7th Street's **identity and branding** as a regional destination for food and culture.
- Plan and implement long term **streetscape improvements** along 7th Street to expand and enhance the corridor's pedestrian experience, similar to that along Hamilton Street.
- Undertake an **inventory** of historic buildings along the 7th Street corridor (See Recommendation 4.24)
- Designate the 7th Street corridor as a **Local Historic District or Conservation District** to provide a level of design review for proposed work and signage on historic buildings. (See Recommendation 4.29.)
- Continue to encourage the use of the 7th Street **Design Guidelines** through design review and incentive grants.
- Prepare **master plans** for the two strategic planning areas identified in *Allentown Vision 2030* at the north and south ends of 7th Street.
- Strengthen the **pedestrian connection** between Turner Street and Center Square through new retail space, streetscape improvements, and public art.



Streetscape and storefronts along 7th Street

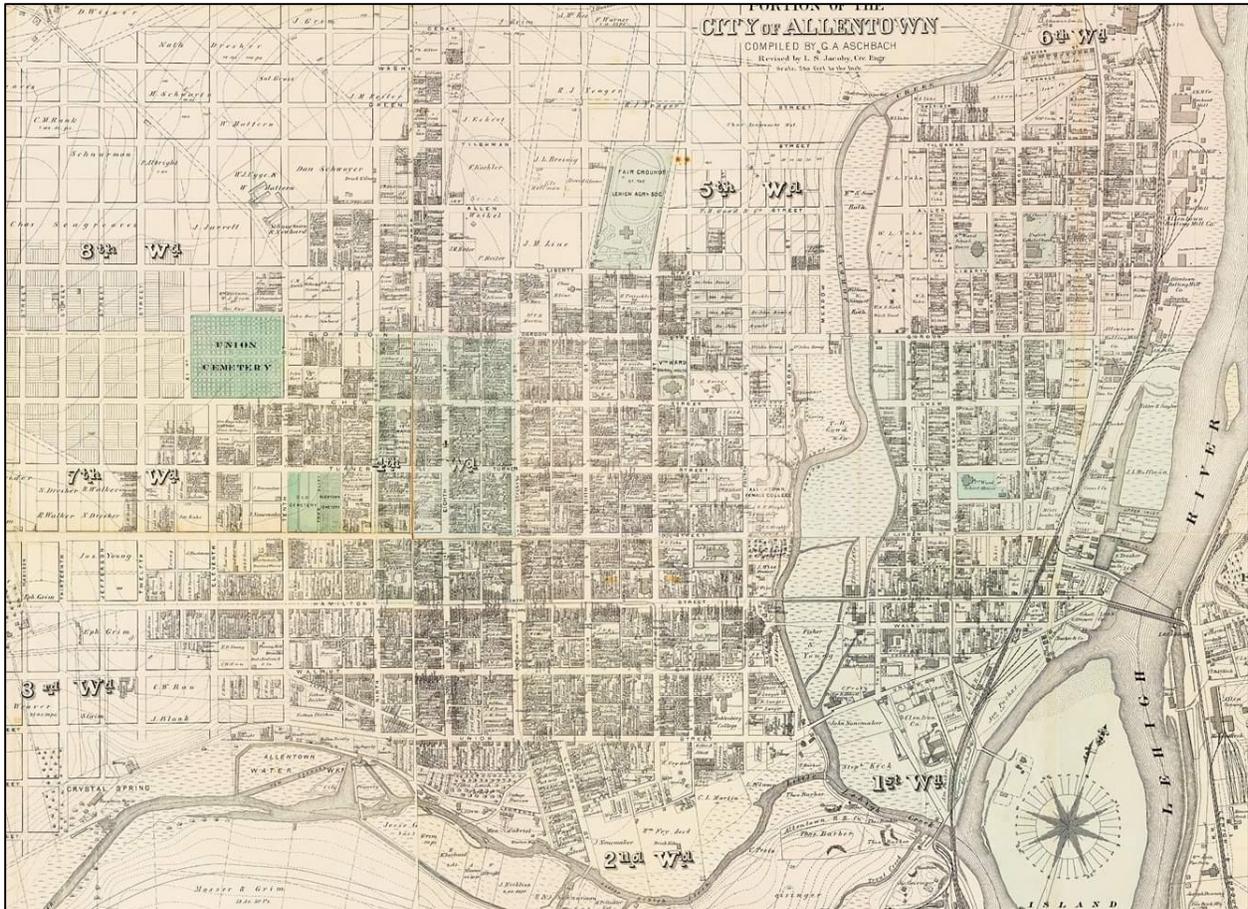
HISTORIC CENTER CITY NEIGHBORHOODS

Next to the economic transformation of the Hamilton Street corridor in Center City, the revitalization of the Center Allentown residential neighborhoods has been a subject of ongoing attention in recent years. For the decades of the 1970s, 80s, and 90s, as the City sought to rekindle Center City's regional retail dominance, these historic neighborhoods had been neglected.

White working class families left the inner City for the more spacious suburbs as manufacturing sites along the Lehigh River and Jordan and Little Lehigh Creeks fell idle and closed. Speculators bought up the small historic row homes at bargain prices and converted them to low cost rental properties.

The shift from primarily owner occupied units to primarily lower cost rental units created disinvestment in the area. In large part the lack of maintenance and investment is due to absentee landlords. Additionally, many of these properties are rented to Latinx populations who are more likely to experience language, cultural, and social barriers that prevent robust advocacy for building improvements.

Over the past two decades, the City, local non-profit organizations, local businesses, and residents have made a strong effort to revitalize Center Allentown's historic neighborhoods, engaging local residents and attacking social and physical needs. The City's federal HUD funding has been an essential source of resources in this effort along with the work of non-profit housing and social organizations. Significant progress has been made to identify needs, build consensus on a vision, establish programs, and reconnect the neighborhoods with the City as a whole.



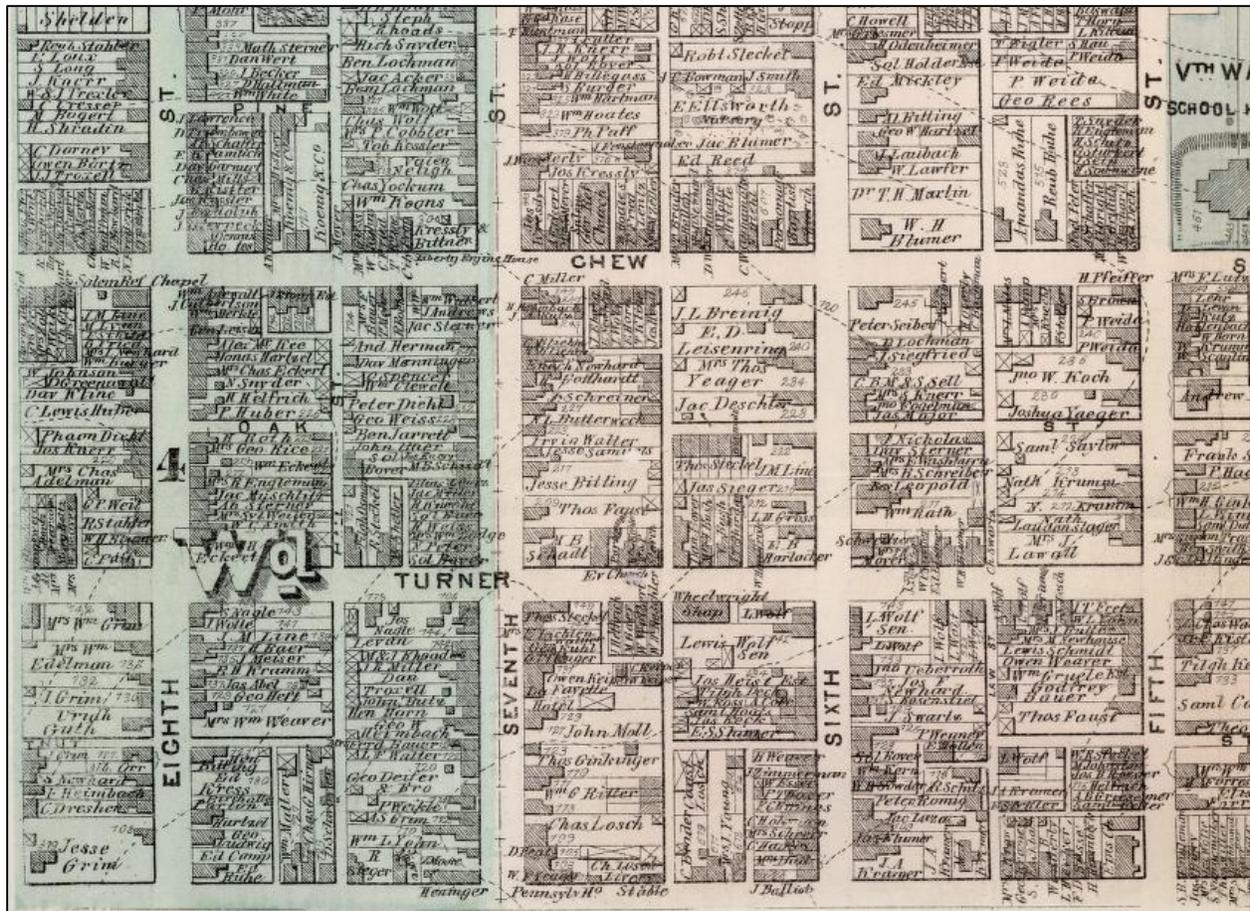
Growth of the City of Allentown by 1876 showing its oldest neighborhoods (1876 Atlas)

Center Allentown’s historic neighborhoods vary in character and tell the stories of the City’s growth and development through the buildings that were constructed. Neighborhoods retain a high degree of historic integrity and a historic preservation perspective is important to their identity and physical revitalization.

Core neighborhoods include those depicted in the 1876 Atlas above. By this date, residential neighborhoods had expanded north to Liberty Street, south to Union Street and the bluff overlooking Little Lehigh Creek, west to 12th Street, east to Jordan Creek, and throughout the 1st Ward/6th Ward peninsula between Jordan Creek and the Lehigh River.

Many of the mid-19th century brick homes depicted in the 1876 Atlas have survived, especially along minor and inter-block streets. The Old Allentown Historic District was established northwest of Center Square to preserve these buildings. Mid-19th century buildings remain in the neighborhoods northeast and south of Center Square as well but have not received the same recognitions or protections.

Houses immediately north and south of Hamilton Street were related to the Center City economic center and were occupied by the families of those employed there. In 1st Ward/6th Ward and along the west bank of Jordan Creek,



Detail of the 1876 Atlas from Linden Street (south) to Gordon Street (north) – an inventory would tell us how many of these buildings remain.

neighborhoods were related to the manufacturing sites along the Lehigh River, Jordan Creek, and their junction at the south end of the peninsula. These were working class neighborhoods of different character than those related to Hamilton Street.

In the late 19th and early 20th centuries, redevelopment occurred along primary streets north of Hamilton Street, with construction of new, larger brick and stone row homes, apartments, and commercial buildings within the developed urban blocks shown in the 1876 Atlas. The pace of this redevelopment is depicted in Sanborn maps of the period and created a lively mix of buildings from the various periods with mixes of architectural forms, styles, character, and uses.

Beyond the edges of the blocks developed by 1876, the City expanded outward to the north and west. Banks of new, substantial row homes were constructed to the west, typified by those around the West Park Historic District, and connected to Center City by trolley. To the north and northeast, new row homes in the areas of expansion were more modest, working class, and are typified in the Old Fairgrounds Historic District. While the Center City neighborhoods are characterized by redevelopment and buildings of mixed period and character,

the expanding areas have largely been additive and retain integrity to their period of expansion.

A primary point of this Historic Preservation Plan is that while historic preservation initiatives have been focused on the City's three local historic districts, **the entirety of these Center Allentown neighborhoods are of historical significance** and are worthy of a preservation perspective.

The vision and program for revitalization of the Center Allentown neighborhoods is laid out in *Upside Allentown: Safe and Healthy Neighborhoods* (2014/16) and is discussed in Chapter 3, *Planning Context*, of this preservation plan. The study *Connecting Jordan Heights: Action Strategies for Neighborhood Revitalization* (2009) prepared by the Community Action Development Corporation of the Lehigh Valley is also of significance and is also discussed in Chapter 3.

Both studies are embraced and expanded upon by *Allentown Vision 2030*, which vision states that Center Allentown's historic housing is to be revitalized to provide healthy and affordable housing in walkable and safe neighborhoods. Enterprising small businesses in the historic areas will serve local residents and attract visitors to their clusters of unique offerings.

The Comprehensive Plan notes that Center Allentown has many historic housing types that, in other markets, have been attractive to homebuyers. However, current economic conditions and property values make it financially difficult to justify homeowner investment and, in addition, many structures are not owner-occupied. Preservation combined with tools like revolving loan funds and stabilization grants, as called for in *Upside Allentown*, allow everyone, regardless of income levels, to participate in the preservation of Allentown's historic treasures.

The Comprehensive Plan also recognizes the importance of supporting **increased homeownership** and of **code enforcement** within Center Allentown's historic neighborhoods. It notes that owner-occupied houses stabilize a neighborhood because people are aware of and invested in making their community better. Lower income people may have a difficult time getting to homeownership and once there, may find it difficult to maintain. Financial tools like loans and grants, coupled with mechanisms like land trusts, can contribute to permanent affordability and new first time buyers.

Code enforcement is discussed in Chapter 5 of this preservation plan and requires landlords or property owners to address unsafe or unhealthy living conditions and create better places to live for all. The Comprehensive Plan recommends that the City track code enforcement and longitudinal outcomes to know if well intentioned code enforcement may inadvertently spur displacement, as properties come off-line completely or if investment increases the likelihood a family will be cost-burdened.

The Comprehensive Plan outlines a framework of **physical improvements to help connect historic neighborhoods** together which each other and with Center City. Streetscape improvements and connections from activity centers such as the 7th Street corridor through neighborhoods to parks and trails along

CENTER ALLENTOWN



Old Allentown Historic District



Jordan Heights / Old Fairgrounds Historic District



West Park Historic District



1st Ward / 6th Ward



the Lehigh River and Jordan and Little Lehigh Creeks are emphasized. Highlighting, rehabilitating, and connecting historic landmarks such as The Bindery (Gordon and Jordan Streets) and the Neuweiler Brewery (Gordon and Front Streets) are emphasized. These recommendations build upon those outlined in *Upside Allentown* and *Connecting Jordan Heights*.

The role of the City’s **HUD funding** as administered through the City’s Office of Housing and Federal Grants is important to these efforts both with respect to social programs and physical improvements. HUD funding provides a dependable source of of yearly funding to implement programs over time in association with the City’s non-profit partners. The role of private sector foundations and business donors builds upon this effort.

The City’s HUD funded program is discussed in Chapter 5, *Municipal Planning and Policy*, of this preservation Plan. The City’s *Five-Year Consolidated Plan* for the use of HUD funding is discussed in Chapter 3, *Planning Context*.

Finally, *Allentown Vision 2030* calls for neighborhood planning as a basis for neighborhood revitalization. **Neighborhood plans** identify existing conditions, develop localized strategies, and outline phased implementation programs. They can involve both social programs and physical improvements. Physical improvements can be prioritized and targeted to specific locations that will yield private sector investment. Neighborhood planning should be central to the revitalization of Center Allentown neighborhoods.



West Hamilton Street



Walnut Street south of West Hamilton



South of Center City



Preservation Approach

The following preservation approach is recommended for revitalization of Center Allentown’s historic neighborhoods.

- Continue to support and further develop programs and initiatives outlined in *Upside Allentown* and *Connecting Jordan Heights* in the revitalization of Center Allentown’s historic neighborhoods. (See Recommendations 3.6 – 3.12.)
- Continue to use the City’s HUD programs as a primary vehicle for the **strengthening, revitalization, and enhancement** of historic low income neighborhoods in Allentown in partnership with non-profit housing and community development organizations. (See Recommendations 3.13 and 5.8 through 5.11.)
- Undertake a **long term program of inventory** of historic resources in Allentown in support of neighborhood and community planning. (See Recommendation 4.24.)
- **Continue to implement** the Historic Preservation Ordinance within the three existing local historic districts with HARB review of proposed changes to the exteriors of historic buildings. (See Chapter 4.)
- Include basic requirements for the **appropriate treatment of existing historic buildings** and building fabric within the TNDO District that encompasses Center Allentown’s historic neighborhoods. (See Recommendations 4.31.)
- **Expand the area** of the Historic Building Demolition Overlay District (HBDO) to match the area of the Traditional Neighborhood Development Overlay District (TNDO). See Recommendation 4.38.)
- Prepare **neighborhood master plans** for specific neighborhood areas as the vehicle for organizing and implementing neighborhood revitalization programs. (See Recommendations 3.14, 3.22.)
- Include the inventory of historic resources in **neighborhood plans** being prepared by the City to inform planning efforts and the revitalization of historic neighborhoods. (See recommendation 4.25.)
- Plan and implement neighborhood mixed-use areas to strengthen historic neighborhoods. (See Recommendations 3.15 and 4.34 – 4.36.)
- Through neighborhood planning, identify **infrastructure and streetscape improvements** that will weave neighborhoods together and connect neighborhoods to Center City, the 7th Street corridor, activity areas, and riverfront trail networks.
- Support the long term implementation of **The Waterfront** and related riverfront development along the Lehigh River including open space, trail networks, and connections to adjacent historic neighborhoods.

- Undertake long term **park and trail improvements** along Jordan and Little Lehigh Creeks and connecting the parks to historic neighborhoods as outlined in *Allentown Vision 2030*.
- Support placemaking and programming that strengthens **neighborhood identity** and engages the full range of a neighborhood’s culturally diverse residents. (See Recommendation 3.24.)
- Nominate entire historic neighborhoods to the **National Register of Historic Places** to enhance their identity and recognition. (See Recommendation 4.26.)
- Support **neighborhood associations** in the engagement of residents and in the planning and implementation of enhancement of historic neighborhoods. (See Recommendations 3.23 and 4.43)
- Undertake the **interpretation of historic neighborhoods** as part of a City-interpretive presentation. (See Recommendations 5.24 and 5.29.)



Single family residence in the Old Allentown neighborhood dating to the 1850s



CHAPTER 7 – EAST ALLENTOWN

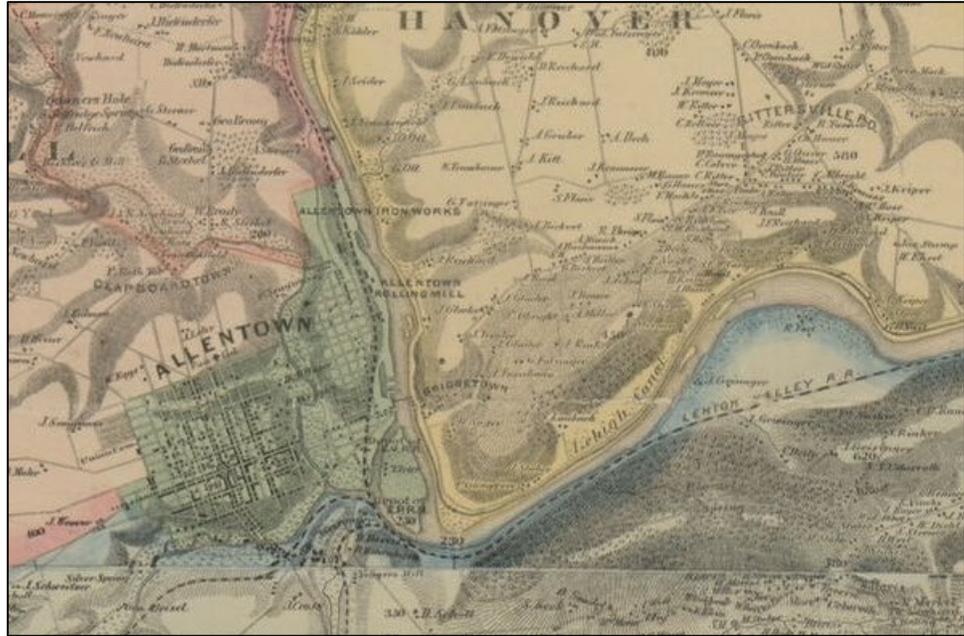
Throughout the 19th and early 20th centuries, the area of East Allentown was mostly open farmland located in Lehigh County’s Hanover Township. Bordered by the Lehigh River on the south and west, the area was yet separated from the river by steep limestone and quartzite ridges. Principal features of the 19th and early 20th century landscape include Hanover Avenue, connecting Allentown to Bethlehem to the east, and the Lehigh Canal, which follows the banks of the river. The 1862 Aschbach map of the area (following page) shows the layout of early roads, villages, farmsteads, and other buildings.

Hanover Avenue, labeled the Bethlehem Road on the 1862 map, was a principal regional artery laid out in 1753 and factored into the 1761 siting of Allentown (see Chapter 2). Originally served by a ferry crossing, the first bridge across the river was constructed in 1812. The small hamlet of Bridgetown is shown on the east side of the river in the 1862 map. Further east along the road, at the future east boundary of the City, is the village of Rittersville.

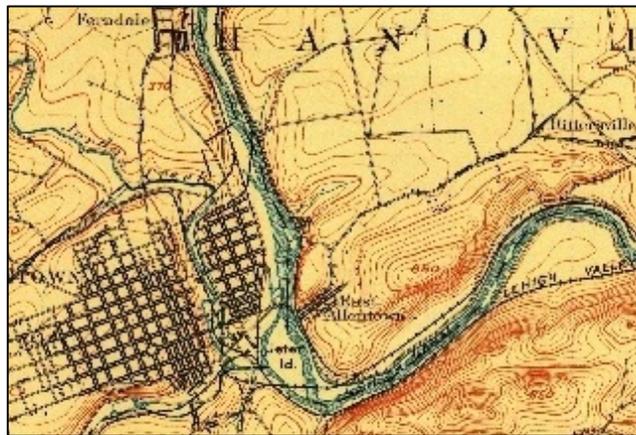
The portion of East Allentown east of today’s Irving Street, including the East Side Reservoir, was annexed into the City of Allentown in 1911. The portion of East Allentown west of Irving Street was annexed in 1920. Historic Sanborn maps show East Allentown fully platted but only sparsely developed by 1922. Sanborn maps from 1932 show the limited extent of the area’s development by the Great Depression. The character of development changed greatly after the Great Depression and World War II.

East Allentown can be divided into component areas that developed in different ways over different times. For the purposes of discussion in this Historic Preservation Plan, these component areas include:

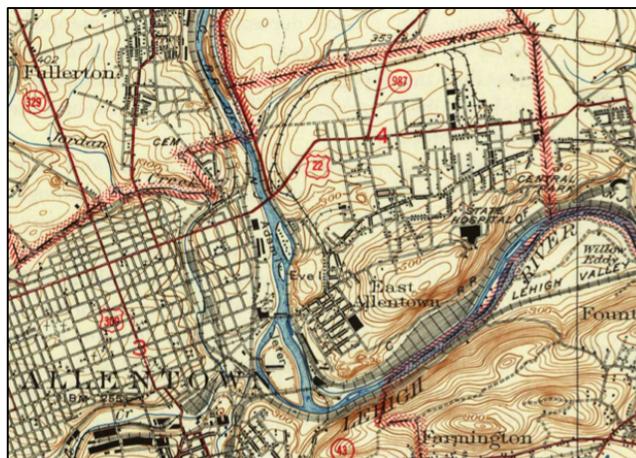
- Hanover Avenue Corridor,
- East Allentown Neighborhood.
- Cladder Property Neighborhood,
- Rittersville,
- Union Boulevard, and
- Greater East Allentown.



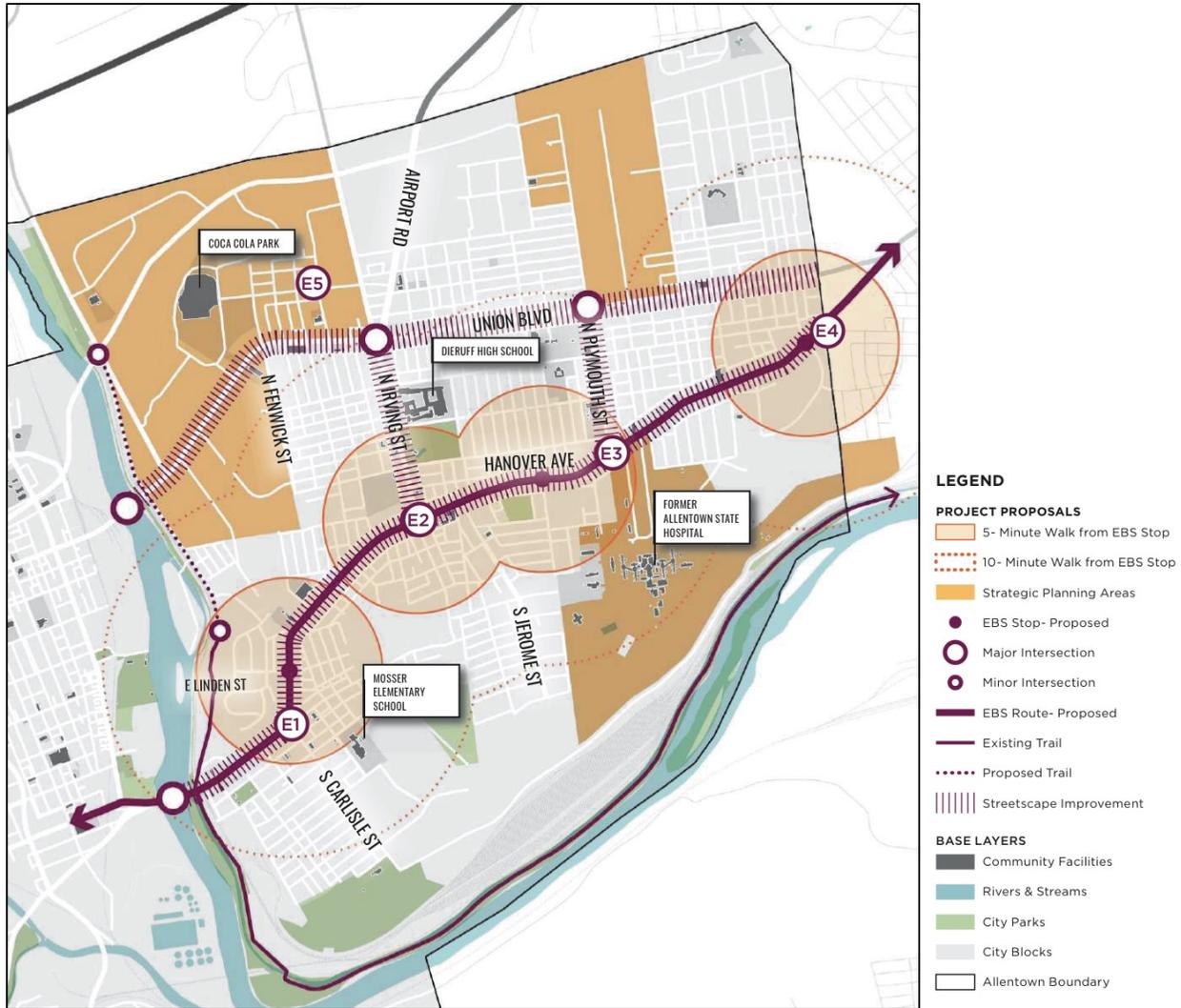
Allentown and vicinity from the 1862 G. A. Aschbach map of Lehigh County. The future area of East Allentown is open countryside in Hanover Township.



Detail of the 1894 USGS map showing Allentown and future East Allentown



Detail of a 1939 USGS map showing East Allentown only partially developed



Plan for East Allentown from Allentown Vision 2030.

Allentown Vision 2030

Allentown Vision 2030, the City’s Comprehensive and Economic Development Plan, emphasizes the Hanover Avenue transportation corridor in East Allentown as well as opportunities for new development. Its vision for East Allentown states:

Corridors create a transit priority district.

New destinations strengthen a sense of place.

Redevelopment brings amenities and improves the economy.

East Allentown is a community where people value their neighborhood schools, shopping, and job opportunities.

People will move to East Allentown for the easy access to the centers of Allentown and Bethlehem.

The transit service on Hanover and Union will increase due to higher demand. Diverse businesses will thrive and serve both the local community

and the regional economy.

Large redevelopment areas like the Allentown State Hospital will bring additional activity and amenities, like schools, housing, commercial space, and leisure activities and will connect East Allentown to parks and greenways.

There will be more stores, businesses, and places to live near to the Hanover and Union corridors as people value being close to schools, parks, and other walkable neighborhood amenities as well as near regional job centers.

Mixed use developments will provide new types of homes for people to live.

The Comprehensive Plan envisions a future for East Allentown centered on enhanced bus service along Hanover Avenue connecting the area to Center City Allentown and Bethlehem. To support enhanced transit, East Allentown needs more people who will use bus service to live, shop, and work. New development with densities that support high frequency bus service will be facilitated along the transit route, focused at key locations. Zoning updates will streamline and shape the quality of the proposed mixed-use development.

Streetscape improvements will be undertaken along Hanover Avenue and Union Boulevard (east-west) and connecting streets, Irving Street and Plymouth Street (north-south).

The intersection at Hanover and Hamilton is the entry into East Allentown. The Comprehensive Plan states that new and renovated housing and small commercial uses could create a welcoming gateway. At the opposite end of Hanover, opportunities for new mixed-use development on large lots just beyond the City line will create an eastern gateway.

Strategic planning areas in the existing industrial/manufacturing zones northwest of the Union Boulevard/Irving Street intersection and Union Boulevard/Plymouth Street intersection provide opportunities for increased economic development.

The 200-acre Allentown State Hospital site is a unique opportunity for long-term mixed-use development with housing as well as commercial, light industrial, and manufacturing uses. Street patterns from the neighborhood west of the Allentown State Hospital could be extended through the parcel to ensure that the site aligns with the existing neighborhood framework.

The component areas of historic corridors and neighborhoods in East Allentown mentioned at the beginning of this chapter are reviewed below with respect to preservation and revitalization in light of the Comprehensive Plan's vision.



Former office and end point of the Lehigh and New England Railroad at the west end of Hanover Avenue

HANOVER AVENUE CORRIDOR

Hanover Avenue is a primary focus of the Comprehensive Plan for East Allentown with intensified mixed-use development to be concentrated at key locations identified as enhanced bus stops. These include the intersections of Hamilton Street and Hanover Avenue, which will serve as the area's western gateway, Hanover Avenue and Irving Street, Hanover Avenue and Plymouth Street, and Rittersville, the eastern gateway.

Hanover Avenue is an early historic road corridor connecting Allentown and Bethlehem and following the base of the high ridge, to the south of which the Lehigh River flows. The 1862 map of Lehigh County shows the road corridor and the locations of buildings that then existed, a number of which survive today. Historic USGS maps from the mid-1890s affirm this information.

Following full annexation in 1920, the number and types of buildings along the roadway increased, including several banks of brick row houses similar to those being constructed in the West Park neighborhood and elsewhere across the City. The number of commercial buildings increased as well.

Today, a significant number of **historic buildings remain** along the corridor, with higher densities at its eastern and western ends. The central portion of the corridor has been redeveloped with **suburban style commercial** uses, though historic buildings remain there as well. Streetscape improvements have been introduced along a short portion of the road between Irving and Jasper Streets, with introduction of a planted divider. Hanover Avenue has not been inventoried.

The East Hamilton Street/Hanover Avenue corridor was determined **not eligible** for listing on the National Register by the PA SHPO in 1992. Hanover Avenue's historic buildings **remain vulnerable** to demolition and redevelopment and to inappropriate treatment and reuse.



Intersection of Hamilton Street and Hanover Avenue in East Allentown – the western gateway to the Hanover Street corridor



Historic buildings along Hanover Avenue in the vicinity of the western gateway

Existing historic buildings should be **preserved and incorporated** into proposed new redevelopment along the Hanover Avenue corridor. Historic buildings should be used to create a pedestrian friendly environment and establish identity and character for the corridor. New mixed-use development should be focused on existing suburban-style sites, replacing open parking lots with the higher density development called for in the Comprehensive Plan. New development should use the Center City NIZ and *Downtown Allentown* as a model – combining high quality **contemporary** design with **context sensitive** design.

The historic Allentown State Hospital, owned by the Commonwealth, is slated for demolition and provides a long term opportunity for major new development that could help transform East Allentown. Efforts for preservation and adaptive reuse of the sprawling facility were not successful.



Intersection of Hanover Avenue and Irving Street – lots with suburban-type development are interspersed with historic houses and commercial buildings.



Historic buildings along Hanover Avenue east of the Irving Street intersection

Preservation Approach

The following preservation approach is recommended for the Hanover Avenue corridor.

- Undertake an **inventory** of historic buildings along Hanover Avenue similar to that recently completed for Center City. (See Recommendation 4.24.)
- Prepare a **master plan** for the corridor showing targeted streetscape improvements for public implementation and depicting conceptual design approaches for areas of proposed redevelopment. Incorporate the preservation and adaptive reuse into the master plan around which new development will occur. Identify target areas for phased implementation of public and private improvements. Use the master

plan as a basis for zoning revisions as called for in the Comprehensive Plan.

- Designate the Hanover Avenue corridor as a local **Conservation District** with expedited staff review of proposed treatment of historic buildings. Use design guidelines similar to those used for 7th Street and Center City. (See Recommendation 4.29.)
- Initiate a **Main Street approach** to the revitalization of the Hanover Avenue corridor including the rehabilitation of historic buildings as undertaken along 7th Street. Use small grants to assist property owners on facade improvements and adaptive reuse.



Plymouth Street's intersection with Hanover Avenue (center of image) is located opposite the entrance to the Allentown State Hospital site (green space at bottom right) and will become a major intersection when the hospital site is developed. Historic buildings are located along both sides of Hanover Avenue and should be incorporated into the intersection's redesign.

EAST ALLENTOWN NEIGHBORHOOD

The early village of East Allentown is shown as Bridgetown along the Bethlehem Road on the 1862 Aschbach map of Lehigh County and is connected to Allentown on the west side of the river by a bridge. Subsequent historic maps show the village's growth and development into the 1930s, its period of peak development as an independent village, and transition into a City neighborhood.

East Allentown was closely associated with the **Lehigh Canal** and a **mill and tannery** located along it. The 1862 Aschbach map with its detail map of Allentown shows the canal, mill, tannery, and emerging village. The 1876 atlas shows the canal, mill, expanded tannery, and railroad that had been constructed by that date. The village had expanded to two blocks north-south and over three blocks east-west. By the early 20th century, the tannery had been replaced and expanded as the National Silk and Dyeing Company. Subsequent Sanborn maps from 1911 and 1922 depict the growth of the village in detail.

Sanborn maps from 1932 show the **fully developed village** before the development of surrounding areas. Significant are not only the expansion of residential buildings but also landmarks such as churches, the Mosser Elementary School constructed in 1915, and several manufacturing buildings constructed between 1908 and 1915 at the eastern edge of the village.

Today, the East Allentown village is a distinct neighborhood. The extent of the historic village depicted in historic maps **remains intact today**, including the canal (now Canal Park), expanded tannery site (still in business/manufacturing use), residential neighborhoods from all periods of development, and landmark buildings.

The configuration of the bridge and transition of East Hamilton Street into Hanover Avenue has altered the northern edge of the historic village and introduced later, early 20th century commercial structures along the street.

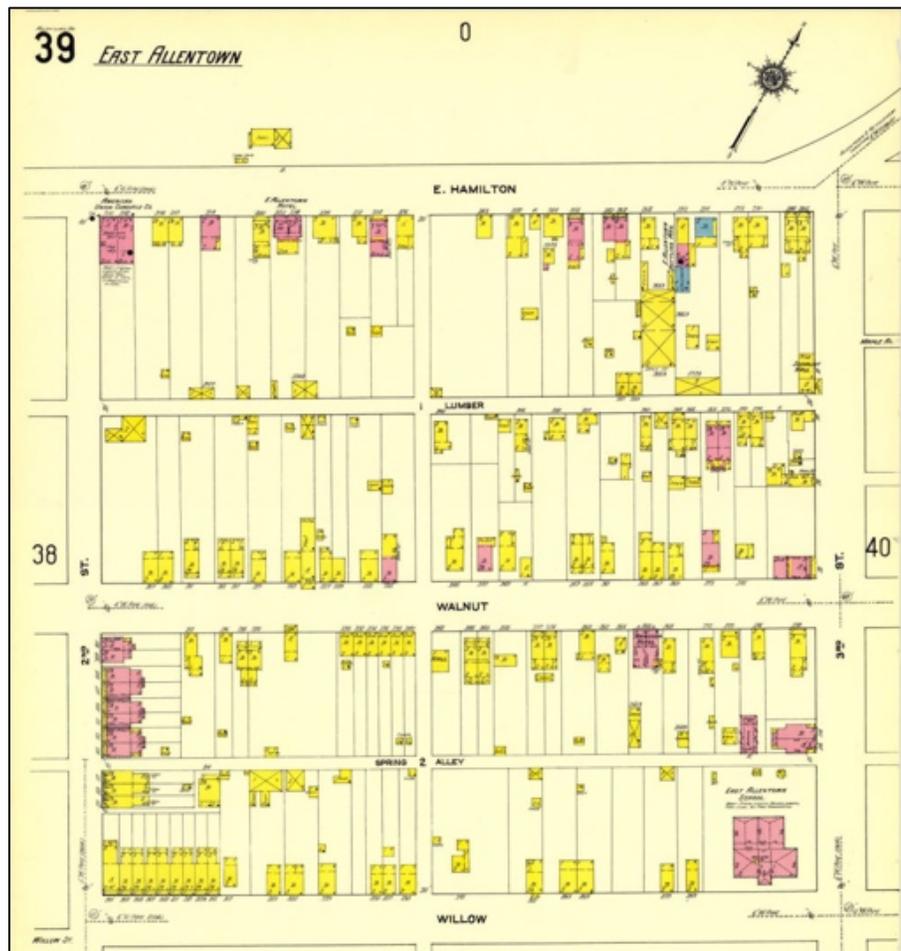
South of Hamilton Street, **earlier 19th historic residences appear to remain**. Many appear to be of wood construction and are now stuccoed. Buildings include singles, twins, and short banks of row houses. To the south and east of the early residential core, later early 20th century brick row houses have been added. The neighborhood includes contemporary residential infill as well.

Earlier historic residences appear to be predominantly in **apartment use** and many have **inappropriate treatments**. Later historic residences appear to be predominantly owner-occupied.

The East Allentown neighborhood is significant for its distinct identity, long period of development, and additive mix of residences. It has not been inventoried. The City should work with residents on revitalization, enhancement, and the appropriate treatment of historic buildings.



Historic maps show the development of “Bridgetown” (1862 Aschbach map, left) and village of East Allentown (1876 atlas, right). Many of the historic buildings shown appear to remain intact today.



Sanborn maps from 1932 show the full development of the village before areas around it had been significantly developed. This map shows today’s Bradford Street (left, labeled as 2nd Street) and Carlisle Street (right, labeled as 3rd Street). Willow Street at bottom is today’s Union Street. Wood framed buildings, mostly from the 19th century, are shown in yellow. Brick buildings are shown in red.



Representative historic buildings in the East Allentown neighborhood. The upper three images show wood framed residences dating from the 19th century. The 1915 Mosser School is shown center bottom. Brick row homes were added to the village in the early 20th century.

Preservation Approach

The following preservation approach is recommended for the East Allentown neighborhood.

- Work with residents to establish a **neighborhood association** that can engage residents and work to enhance neighborhood identity. (See Recommendations 3.23 and 3.24.)
- Prepare a **neighborhood master plan** for the East Allentown neighborhood that identifies infrastructure improvements, enhancements, and addresses community goals. (See Recommendations 3.14 and 3.22.)
- Prepare a historic resource **inventory** of the neighborhood either as part of the master plan noted above or independently. Incorporate the results of the inventory into the master planning effort. (See Recommendations 4.24 and 4.25.)
- Designate the East Allentown neighborhood as a local **Conservation District** with staff level review of proposed changes to historic buildings. Encourage appropriate treatment of historic buildings through information and technical assistance going forward and the reversal of inappropriate changes. (See Recommendations 4.29, 4.30, and 4.43.)
- Prepare a **history** of the East Allentown neighborhood to inform residents and enhance neighborhood identity. (See Recommendation 2.1.)
- As part of the master planning process, focus on enhancing the pedestrian experience along **East Hamilton Street** and making historic residential and commercial buildings more useful and desirable.

CLADDER PROPERTY NEIGHBORHOOD

North of the Hamilton Street bridge along the east side of the Lehigh River are high bluffs that prevented the extension of the Lehigh Canal along the river bank. A dam was constructed just north of the bridge, and the canal opened into the still water created by the dam and creating a canal port for Allentown along the west bank. The canal began again above today's American Parkway at what is today's Kimmets Landing Park.

The bluffs near the bridge and Hamilton Street were quarried for their limestone, and kilns were constructed along the river bank. The 1862 Aschbach map labels the bluffs as Lime Hill and shows the kilns in the vicinity of Adams Island.

The bluff, quarries, and kilns are shown on the 1876 map under the ownership of John Cladder. A railroad line had been constructed along the east bank by this date and is still present and in use today. A Hotel Cladder is shown along the rail line opposite Adams Island, also under Cladder's ownership.

On the 1876 map, a small neighborhood is shown on Cladder land opposite the north end of Adams Island. This neighborhood **remains intact** today, separated by topography from the rest of Greater East Allentown.

The neighborhood has **wood framed residences on small lots** that date from the pre-1876 period. The residences appear to be owner-occupied, are in good condition, and are well maintained despite modern changes and treatments.

The **significance** of this small, distinct historic neighborhood should be recognized, and the City should consult with residents on their interests and needs. Historic preservation treatments should be encouraged. The neighborhood has not been inventoried. The top of the Lime Hill bluff has recently been developed into a neighborhood of single family, duplex, and attached housing.



The historic Cladder property neighborhood in 1876 (left) and today (right).



Historic wood framed residences along Bradford Street opposite the railroad in the Cladder property neighborhood

Preservation Approach

The following preservation approach is recommended for the Cladder property neighborhood.

- Reach out to residents to gauge interest and need in establishing a **neighborhood association** that can work with the City on neighborhood issues and enhancement. (See Recommendation 3.23.)
- Prepare a historic resource **inventory** of the neighborhood. (See Recommendation 4.24.)
- Prepare a **history** of the Cladder property neighborhood to inform residents and enhance neighborhood identity. (See Recommendation 2.1.)
- Encourage the **appropriate treatment** of historic residences through information and technical assistance. (See Recommendation 4.43.)



Historic 19th century residence in the Cladder property neighborhood

RITTERSVILLE

Historic maps show the village of Rittersville along Hanover Avenue extending from Pennsylvania Avenue in Hanover Township to the vicinity of Quebec Street in Allentown. The eastern end of this area near and beyond the City's boundary has been substantially redeveloped with the loss of historic buildings. But within Allentown, historic residential and commercial buildings remain along Hanover Avenue between Uhl Street on the east and Quebec Street on the west.

These historic buildings define the character of Hanover Avenue at the eastern end of the City. Most of the residences date to the mid or late 19th century and remain intact and in relatively good condition. Most buildings are closely spaced single family wood framed residences. Some duplexes and attached homes are present at the east end.

Where buildings have been converted to commercial uses, **inappropriate changes** have been made. Some buildings are not well maintained, suggesting devaluation, and have been converted into apartments. Rittersville currently **lacks a clear sense of identity**. The neighborhood has not been inventoried. Planning and revitalization of the Hanover Avenue corridor provides an opportunity for enhancement of this historic neighborhood with increased pedestrian, retail, and multifamily use.



Portion of Rittersville at the east end of East Allentown showing historic residences and commercial buildings along Hanover Avenue



Historic residences along Hanover Avenue in Rittersville and a brick mill building on the neighborhood's south side

Preservation Approach

The following preservation approach is recommended for the historic village of Rittersville.

- Include planning for Rittersville as a feature of the **master plan** recommended for the Hanover Street corridor earlier in this chapter. Focus on redevelopment of existing suburban-style commercial lots as mixed-use development of higher densities as called for in the Comprehensive Plan.
- Include Rittersville in the **inventory** of historic buildings recommended for Hanover Avenue or undertake a separate inventory specifically for this area. (See Recommendation 4.24.)
- Include Rittersville in the designation of the Hanover Avenue corridor as a local **Conservation District** with expedited staff review of proposed treatment of historic buildings. Use design guidelines similar to those used for 7th Street and Center City. (See Recommendation 4.29.)
- Feature Rittersville in the initiation of a **Main Street approach** to the revitalization of the Hanover Avenue corridor including the rehabilitation of historic buildings as undertaken along 7th Street. Use small grants to assist property owners on facade improvements and adaptive reuse.
- Include **streetscape improvements** in the planning for Hanover Avenue with the goal of enhancing the pedestrian experience and the retail commercial viability of Rittersville.
- In planning and implementation, focus on establishing a distinct **identity** for Rittersville using streetscape furnishings, banners, and public art.
- Encourage the **appropriate treatment** of historic residences through information and technical assistance. (See Recommendation 4.43.)

UNION BOULEVARD

Union Boulevard is located in the northern portion of East Allentown and is a primary connector across the Lehigh River to the core of the City, parallel and similar to Hanover Avenue. Union Boulevard was laid out and constructed in 1929 in conjunction with completion of the Tilghman Street Bridge. It did not exist prior to that date. Construction of the Boulevard opened up large tracts of farmland in East Allentown to development.

Also by 1929, the Lehigh and New England Railroad had been constructed through the open landscape from Bethlehem, wrapping along the north boundary of the City, and turning south to end at Hanover Avenue. The right of way, bridges, and small brick office building at Hanover Avenue survive.

Union Boulevard is notable for its broad canopy of **London Plane trees** that establish the Boulevard's strong, appealing character.

A **limited number of historic buildings** are present along the Boulevard. 1938 aerial photographs show that the Boulevard was only lightly developed by that date. **Manufacturing and industrial uses** were clustered along the north side of the Boulevard at its east end, and were provided rail access from the Lehigh and New England Railroad to their north. Several significant manufacturing buildings remain and are still in use. Some historic **residences** are located in the vicinity of Maxwell Street and remain present today. **One-story commercial stores** dating to the 1950s and 60s have been constructed in a few places.

Of particular significance is the large **Western Electric/Bell Laboratories** research and manufacturing building located at the western end of the Boulevard. Constructed in 1946-49, the building has been determined eligible for listing on the National Register of Historic Places and has been adapted for educational use as the Executive Education Academy Charter School.

With large areas open to further commercial or business redevelopment, *Allentown Vision 2030* recognizes the connective value of the Boulevard and proposes continued streetscape enhancement. The areas around the Western Electric facility at the west end of the Boulevard and historic commercial buildings at the east end are designated as strategic planning areas in the Comprehensive Plan.

From a preservation perspective, the limited number of existing historic buildings along the Boulevard should be **preserved** as redevelopment of the strategic planning areas occurs over time. Most significant is maintaining, reestablishing, and enhancing the **boulevard character** of the corridor created by its street trees.



Character of the Boulevard created by its street trees (left), residential buildings (center), and large concrete manufacturing building at the east end of the Boulevard (right)

Preservation Approach

The following preservation approach is recommended for Union Boulevard.

- Continue to maintain the **historic street trees** along the Boulevard where they are present. Plant new London Plane trees to match existing where they are missing.
- **Preserve** historic residential, commercial, and manufacturing buildings along the Boulevard as the area is redeveloped over time.



Former Western Electric/Bell Labs facility at the west end of Union Boulevard

GREATER EAST ALLENTOWN

Greater East Allentown refers to the larger landscape of east Allentown aside from the neighborhoods and corridors discussed above. Fully annexed by 1920 and platted by 1930, Greater East Allentown only **slowly filled in** with new development. Pre-World War II development was clustered primarily in the vicinity of Hanover Avenue, with a few limited areas of residential development between Hanover Avenue and Union Boulevard. Following World War II, East Allentown was an **area of residential expansion**, as new homes were constructed throughout the area in the 1950s, 60s, and 70s.

Pre-1930 housing followed **typical patterns**, with banks of brick row houses and single family bungalows. A limited number of **tall, thin, row-type houses** were constructed on isolated lots away (mostly south) from Hanover Avenue and are recognizable today. Most homes, especially post-war, were **modest and of limited density**. A few **community landmarks**, such as the 1925 Ritter School on North Plymouth Street, stand out among the low residential homes.

Of particular significance is the **Allentown State Hospital** constructed on the ridgeline south of Hanover Avenue. The historic core of the complex was constructed between 1904 and 1912 with continued construction into the 1970s. The hospital reached its peak occupancy in 1947 and was closed in 2010. Offered for sale without result, the state plans to demolish the buildings and privatize the property. As discussed earlier in this Chapter, *Allentown Vision 2030* recognized the property as prime for future redevelopment.



Individual pre-World War II residences on blocks platted by the 1930s in East Allentown

Preservation Approach

The following preservation approach is recommended for Greater East Allentown.

- Encourage the **appropriate treatment** of historic residences through information and technical assistance. (See Recommendation 4.43.)
- Include neighborhoods close to Hanover Avenue in planning for the Hanover Avenue corridor.
- Designate prominent public buildings such as schools as **Local Historic Landmarks** (See Recommendation 4.21.)



CHAPTER 8 – SOUTH ALLENTOWN

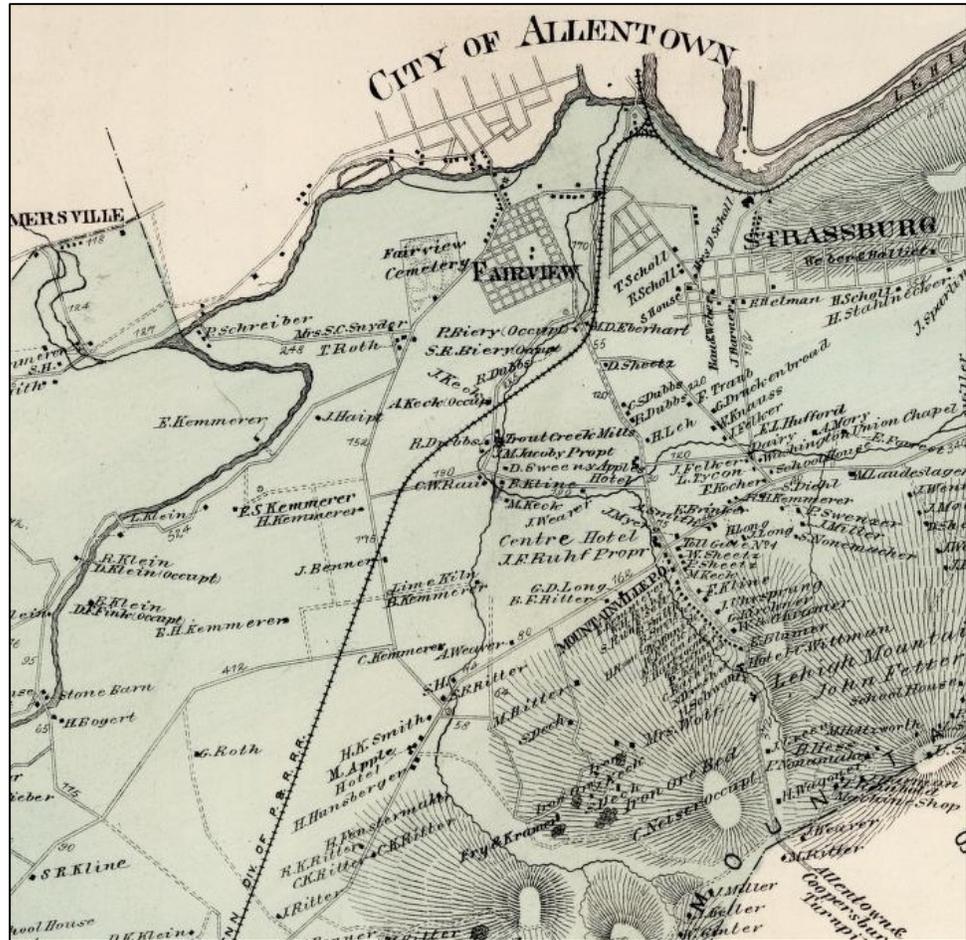
South Allentown is the portion of the City located south of the Little Lehigh Creek and has been annexed into the City over the years. The Fairview neighborhood located on the ridge overlooking the creek was annexed by the City from Salisbury Township in 1907. The Roosevelt Park and Susquehanna Street neighborhoods were annexed between 1917 and 1920. The areas further south, including the Queen City Municipal Airport, were annexed after 1920.

South Allentown has a distinct history of development and growth. Prior to construction of the massive Eighth Street Bridge in 1912-13, access across the creek to the south side was solely via Lehigh Street, still an access point today. The 1876 Atlas of Lehigh County and USGS maps from the 1890s show the area of South Allentown as an open landscape of rural farmland. Susquehanna Street and Emaus Avenue were early primary connector roads to Bethlehem. The villages of Fairview, Strassburg, and Mountainville are shown on the maps. Mid-to-late 19th century buildings remain from this era.

Significant industrial expansion into the valley of the Little Lehigh Creek in the early 20th century spurred residential growth on the ridge above the creek developing the Fairview neighborhood. Before this industrial growth, the area's few buildings were primarily stretched along Lehigh Street. The 24-acre Fairview Cemetery was laid out on the ridge in 1870 with views across the creek to the City, creating a landmark location where many Allentown residents would be interred. Post World War II manufacturing and residential development expanded southward across the open rural landscape in later years. The Eighth Street Bridge has been renovated and is in excellent condition.

Component areas of South Allentown identified for this Historic Preservation Plan include:

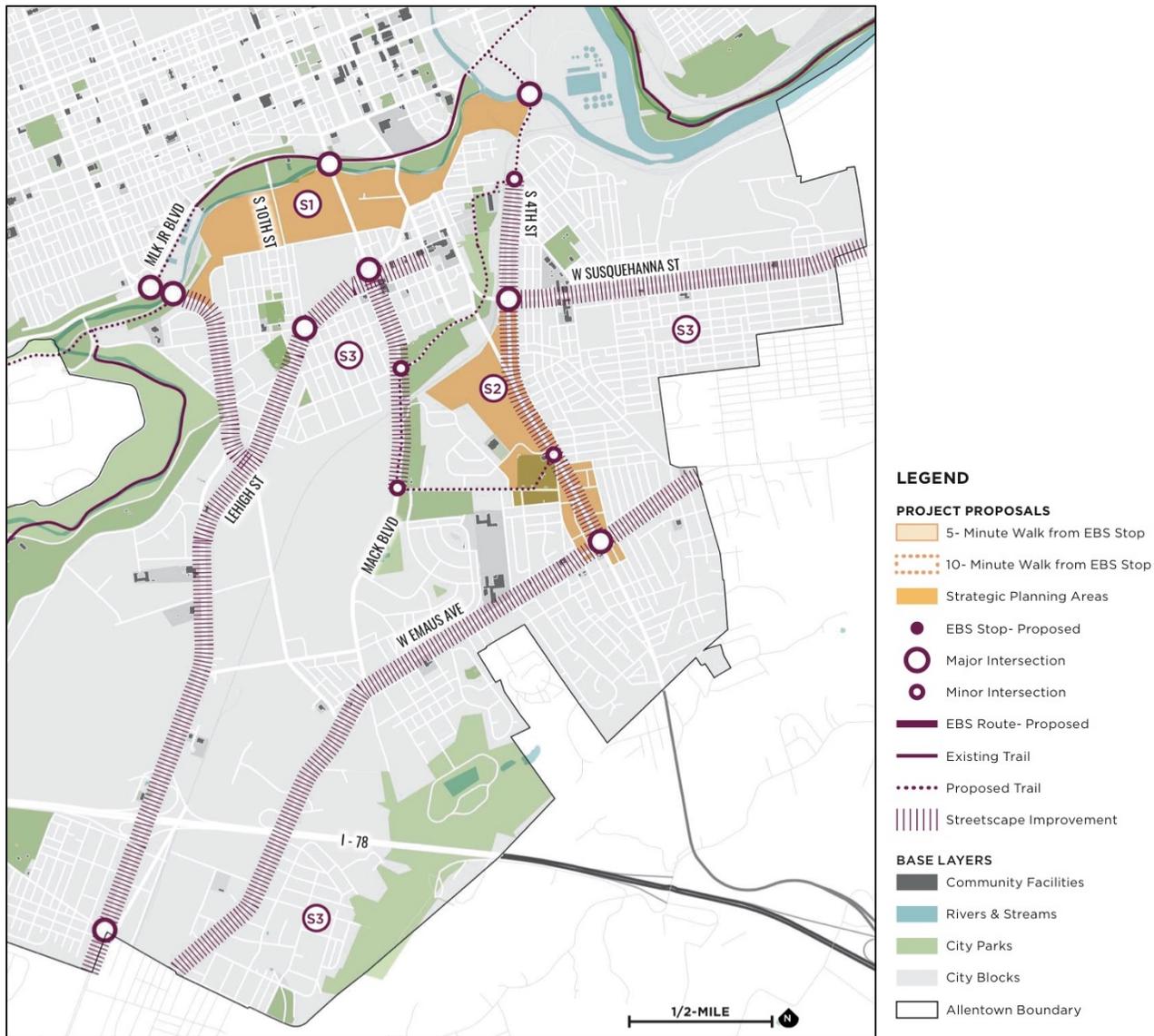
- Little Lehigh Creek Corridor
- Fairview Neighborhood
- Roosevelt Park Neighborhood
- Susquehanna Street Corridor
- Emaus Avenue Corridor, and
- Greater South Allentown.



The area of South Allentown, then Salsbury Township, in the 1876 Atlas.



Detail of the northeast portion of South Allentown from the 1876 Atlas. The Fairview neighborhood is platted but not developed. A portion of the future Roosevelt Park neighborhood along today's Filmore Street (labeled in 1876 Hellertown Road) east of Trout Creek has a row of residences. The Lehigh Iron Company is located toward the bottom right corner. The row of workers' houses shown along today's Constitution Drive are existing today.



Plan for South Allentown from Allentown Vision 2030.

Allentown Vision 2030

Allentown Vision 2030, the City’s Comprehensive and Economic Development Plan, identifies South Allentown is a quilt of urban neighborhoods separated by industrial, commercial, and ecological corridors. In the future, these corridors can connect the neighborhoods with centers of activity, trails, parks, and other destinations. The communities will gain a stronger sense of identity and be more integrated into the emerging vision for Allentown.

Its vision for South Allentown states:

South Allentown is a place to call home.

Redevelopment opportunities create a new neighborhood center.

South Allentown is desirable because it is well connected with trails and streets.

South Allentown is a community where residents connect to resources and put down roots.

It is known as a community with diverse housing and plentiful opportunities for first-time homeownership. Residents have easy access to downtown jobs and regional employment centers.

A multi-use Eco-innovation zone is a place to learn new skills, go to work, or to experience cultural events. People are drawn to the area from the surrounding trails, neighborhoods, and downtown.

It provides workforce development opportunities and living wage jobs in sectors such as industry and manufacturing and provides spaces for businesses to scale and grow.

There will be more places to work, live, and shop as the former buildings and parking lots on the South 4th Street Corridor are redeveloped.

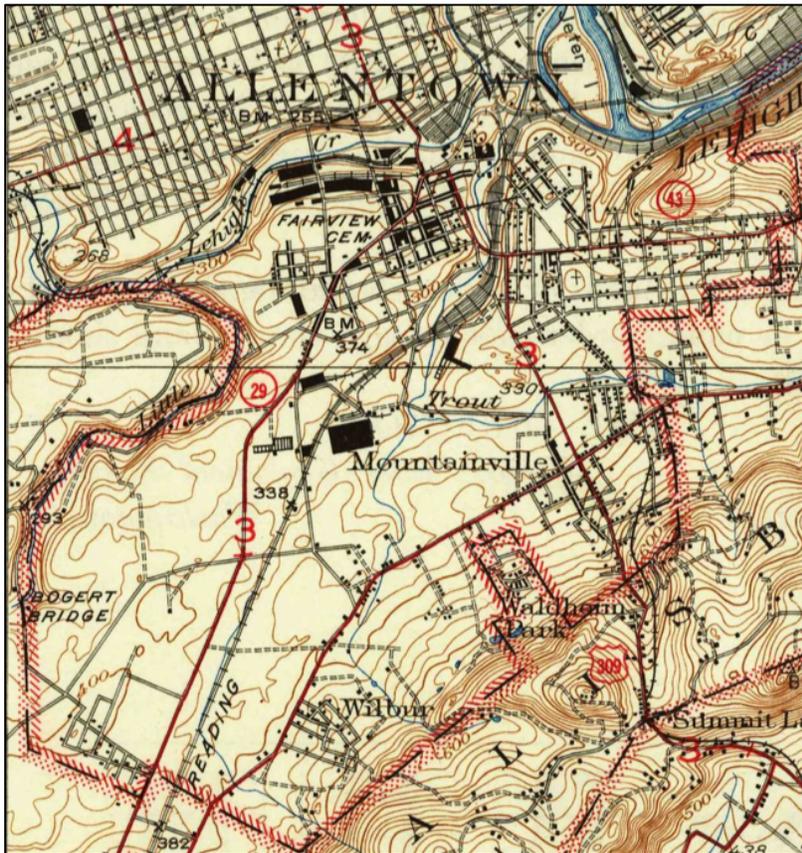
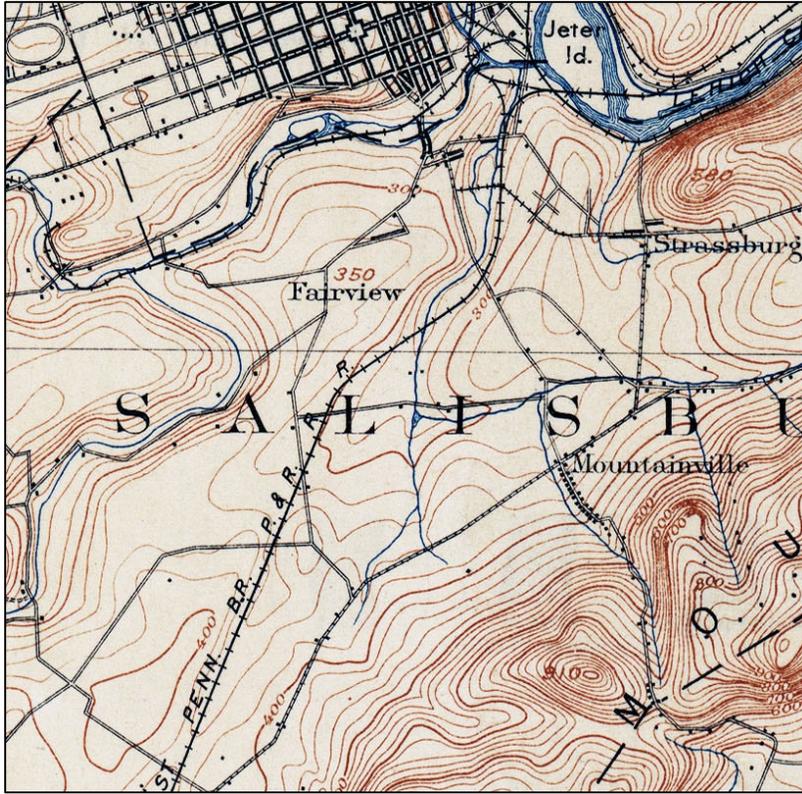
The community fabric will be strengthened with more flexible housing choices. The neighborhoods are safe and people are able to work closer to home.

The Comprehensive Plan identifies two strategic planning areas. The historic manufacturing area in the valley of Little Lehigh Creek is envisioned as a multi-use Eco-innovation zone, building upon several decades of successful adaptive reuse of the historic manufacturing facilities. Here, manufacturing and small startups will thrive in a culture of creativity.

South 4th Street is envisioned as an area of major redevelopment of residential, retail, commercial, and industrial flex space, creating a significant new community center. Existing housing in historic pre-World War II neighborhoods and late 20th century housing that has filled out South Allentown provide affordable and attractive options for homebuyers. The industrial/manufacturing area along Lehigh Street in the vicinity of Interstate Route 78 is a major employment hub and provides opportunity for redevelopment.

The component areas of historic corridors and neighborhoods in South Allentown mentioned at the beginning of this chapter are reviewed below with respect to preservation and revitalization in light of the Comprehensive Plan's vision.

SOUTH ALLENTOWN



South Allentown from an 1894 USGS map (above) and 1939 USGS map (below).

LITTLE LEHIGH CREEK CORRIDOR

South Allentown's creek valleys played a prominent role in the development of the area as well as of the City as a whole. Railroads were laid out from the Lehigh River along the Little Lehigh and Trout Creeks as early as the 1862 mapping of the City. **Mills and industrial facilities** were located at the juncture of Little Lehigh Creek and the Lehigh River, the Lehigh Street crossing of Little Lehigh Creek, and the Auburn Street crossing of Trout Creek.

By the 1876 mapping of the City, these industrial uses had expanded modestly. In the early 20th century, however, the Little Lehigh Creek valley became a primary focus for Allentown's industry. The Mack Brothers Motor Car Company moved to the valley from Brooklyn in 1905 and became part of International Motors Corporation in 1911. The Traylor Engineering and Manufacturing Company began construction of its industrial plant along the creek in 1906. Along with the American Steel and Wire Company plant, these facilities dominate the industrial character of the south bank of the Little Lehigh Creek between 6th and 15th Streets.

Today, most of these industrial facilities survive and have been repurposed for public and private sector business uses due to the **redevelopment** efforts of the City and the Allentown Economic Development Corporation (AEDC). A portion of the large Traylor Engineering site remains vacant and its massive building is seeking reuse. As noted above, *Allentown Vision 2030* acknowledges the area's redevelopment by designating it as a strategic planning area proposing it as an Eco-innovation zone.

West of 15th Street/Ward Street, the Little Lehigh Creek has been preserved as the **Little Lehigh Parkway** portion of the City's park system. This corridor includes a number of significant historic 18th and 19th century structures and was been determined eligible for listing on the National Register by the PA SHPO and the National Park Service in 1982/83 as the Saltzburg Historic District. The park is actively used for recreation and relaxation by City residents.

Preservation Approach

The following preservation approach is recommended for the Little Lehigh Creek corridor.

- Continue to **promote and develop** the historic industrial facilities along the Little Lehigh Creek as a location for business and manufacturing.
- **Retain** existing historic buildings to the maximum extent possible.
- Continue to **promote and maintain** Little Lehigh Parkway as a City park connected to adjacent neighborhoods.
- Continue to preserve, maintain, and reuse **historic buildings** and structures within the park. (See Chapter 5.)
- **Interpret** the creek valley's manufacturing facilities from publicly accessible trails and vistas. Interpret the agricultural history of the Saltzburg Historic District within the park. (See Recommendations 5.21 and 5.24.)

SOUTH ALLENTOWN



Early 20th century manufacturing buildings in the valley of Little Lehigh Creek being adapted to new uses



Historic 19th century resources of the Saltzburg Historic District within the City's Little Lehigh Parkway landscape

FAIRVIEW NEIGHBORHOOD

Lehigh Street has been an important regional connector road to Emmaus from the crossing of the Little Lehigh Creek since the City's early days. The 1862 map of the City shows the road passing through open countryside. By 1876, mapping shows the top of the ridge overlooking the creek platted but with few buildings.

Fairview Cemetery was laid out on the ridge overlooking the Little Lehigh Creek in 1870, and the village of Fairview may have been platted at the same time. Both are shown on the 1876 Atlas maps. Though platted and with blocks apparently sold, only a few buildings are shown within the village, which centers around a former farmstead.

Development of the Fairview neighborhood on the ridge top increased in the early 20th century with the establishment and growth of the **industrial facilities** in the creek valley immediately below. Growth peaked with the expansion of the industrial facilities in World War I.

The 1930s Sanborn maps of the City show the extent of the neighborhood's development by that time. A distinct early 20th century neighborhood is present from 5th Street to 12th Street east-west and south of Lehigh Street to Cumberland and West Susquehanna Streets.

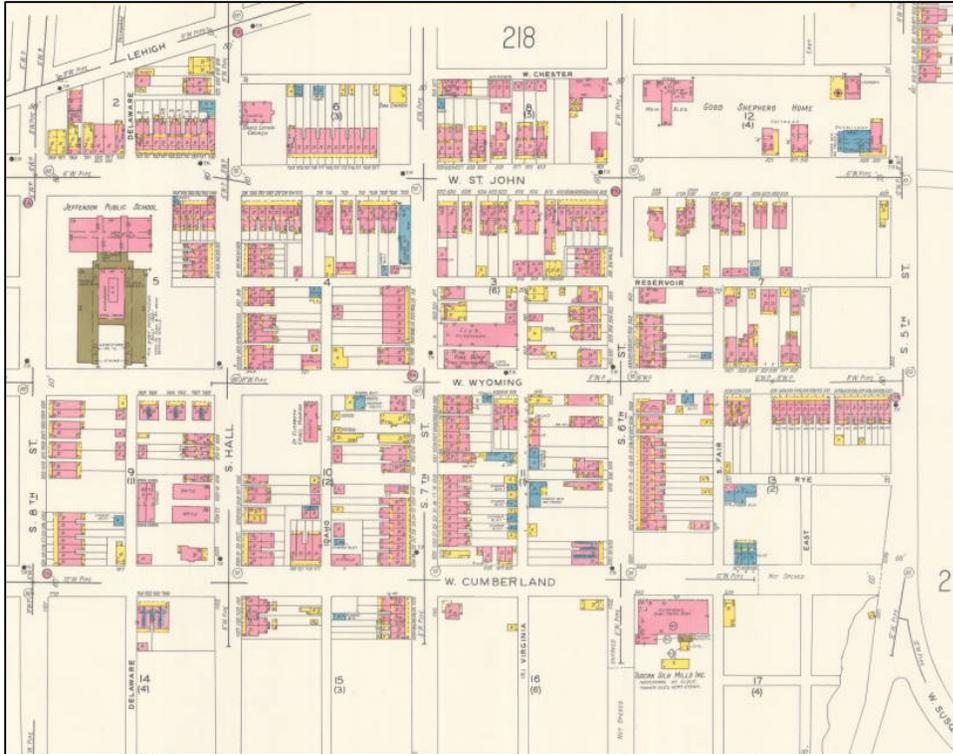
While earlier buildings are present, the neighborhood is characterized by blocks of **brick row houses** and closely spaced duplexes and twins typical of Allentown's development during this period. Many row houses have porches opening directly to the sidewalk and some have second story bays above. The housing stock remains intact today and is of high quality and integrity though inappropriate treatments are prevalent. *Allentown Vision 2030* indicates that many of the homes are owner-occupied.

South of Cumberland Street and the historic early 20th century area, the neighborhood has been expanded with post-World War II housing, mostly brick single family suburban-style **ranch homes**.

The core of the neighborhood is the vicinity of **Jefferson Elementary School**, constructed in 1910-12 and with a 1955 rear addition.

The growth of **Good Shepherd Rehabilitation Hospital** at the east end of the neighborhood has been a prominent stabilizing force within the area. Good Shepherd is in the process of building a new hospital at a suburban location but has committed to maintain its South Allentown facility.

Fairview Cemetery remains a distinct community asset but has struggled over the late 20th century. Built out with 11,928 memorials, the cemetery is the resting place of many of Allentown's first families and business and community leaders, including Harry Trexler and the Mack Brothers. In 1996 the Fairview Cemetery Association filed for bankruptcy, and now the cemetery is maintained primarily through volunteer efforts. Fairview Cemetery is a significant landscape resource and is vulnerable to vandalism and neglect.



Portion of the Fairview neighborhood between 5th and 8th Streets from a 1932 Sanborn map. Buildings in pink are of brick construction – mostly row houses with wood front porches shown in yellow.

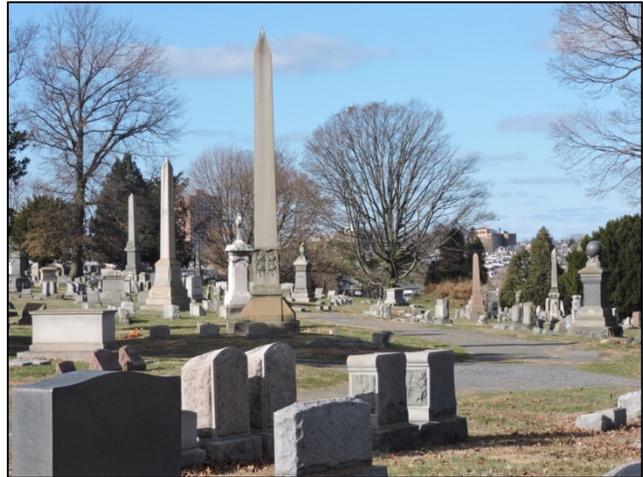
Preservation Approach

The following preservation approach is recommended for South Allentown’s Fairview neighborhood.

- Support residents in maintaining a **neighborhood association** that can engage residents and work to enhance neighborhood identity. (See Recommendations 3.23 and 3.24.)
- Prepare a historic resource **inventory** of the neighborhood to identify and document historic pre-World War II buildings. (See Recommendation 4.24.)
- Designate the Fairview neighborhood as a local **Conservation District** with staff level review of proposed changes to historic buildings. Encourage appropriate treatment of historic buildings through information and technical assistance going forward and reversal of inappropriate changes. (See Recommendations 4.29, and 4.43.)
- Explore options through which the City can support the establishment and work of a non-profit friends group to secure, maintain, and restore **Fairview Cemetery** as a significant community landscape.
- Promote the historic character and significance of the **Jefferson Elementary School** within the Fairview neighborhood and encourage its appropriate treatment.



Historic row houses in the Fairview neighborhood of South Allentown



Gothic Revival funeral home, headstones, and monuments in Fairview Cemetery

ROOSEVELT PARK NEIGHBORHOOD

The Roosevelt Park neighborhood is located east of Trout Creek and north of Susquehanna Street. The 1862 map of Allentown shows this area as largely undeveloped except for the area of industrial buildings and workers' residences along Auburn Street at Trout Creek and its railroad line.

The 1876 map shows housing developed in a **platted neighborhood** grid of streets north of the park property along Hellertown Road (now Filmore Street) and Greenleaf Street (now Genesee Street). (See maps, page 8-2 above.) These early houses and others of a slightly later period remain today and give the neighborhood an interesting early history and character. Many of the houses are wood framed.

By the Great Depression, Sanborn mapping shows the area platted but not yet fully built in.

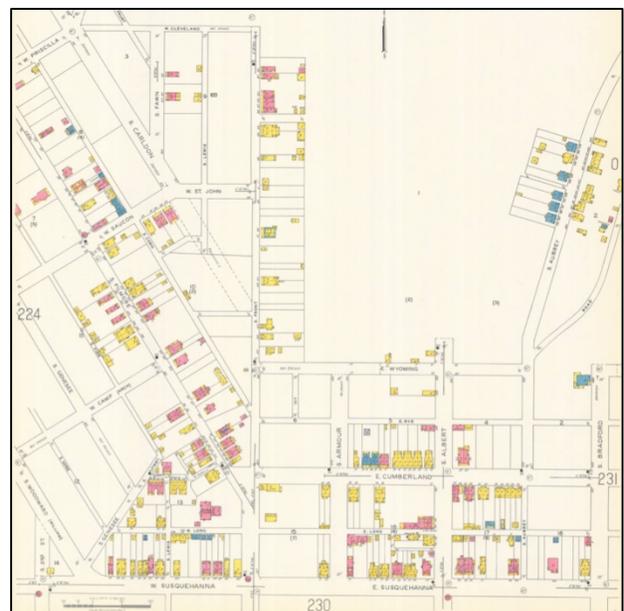
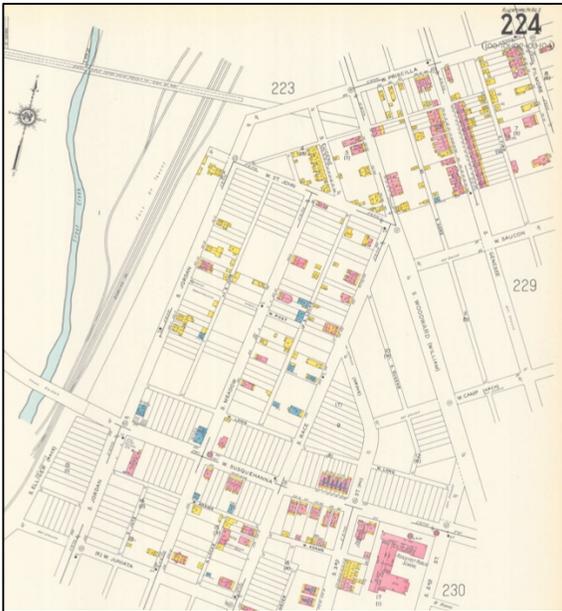
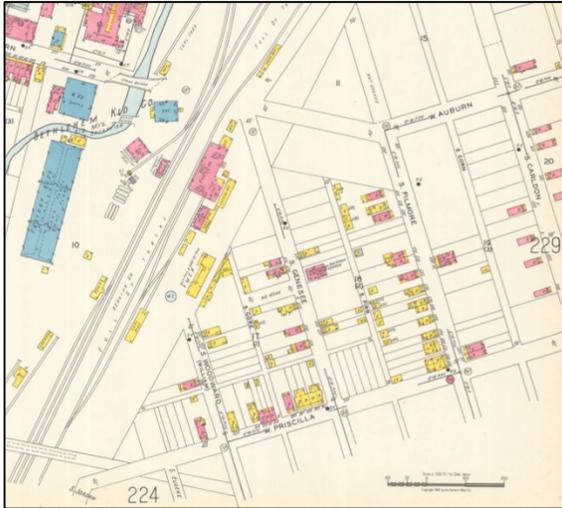
Roosevelt Park was purchased by the City in 1936 and constructed in 1937 as a federally funded Works Progress Administration (WPA) project. Seven acres in size, the park is the heart of the neighborhood and was renovated in 1974.

Today, the Roosevelt Park neighborhood is fully developed with housing from a **mix of periods** creating a mature, interesting neighborhood character. The neighborhood does not have the banks of brick row homes prevalent in other areas of the City. Residences are in **good condition, have high integrity**, and are relatively well maintained.

Preservation Approach

The following preservation approach is recommended for the Roosevelt Park neighborhood.

- Support residents in maintaining a **neighborhood association** that can engage residents and work to enhance neighborhood identity. (See Recommendations 3.23 and 3.24.)
- Prepare a historic resource **inventory** of the neighborhood to identify and document historic pre-World War II buildings. (See Recommendation 4.24.)
- In conjunction with the inventory, prepare a **history** of the neighborhood to inform residents, and enhance neighborhood identity. (See Recommendation 2.1.)
- Encourage the **appropriate treatment** of historic residences through information and technical assistance. (See Recommendation 4.43.)
- Continue to maintain and promote **Roosevelt Park** as a central, unifying neighborhood asset. Provide **neighborhood interpretation** through exhibits and public art. (See Recommendation 5.29.)



Three views of the Roosevelt Park neighborhood from 1932 Sanborn maps. Platted streets have residences of wood (yellow) and brick (pink) construction from various periods dating from the late 19th to early 20th centuries. By 1932, the residential blocks are not yet built-out.



Representative residences from the Roosevelt Park neighborhood

SUSQUEHANNA STREET CORRIDOR

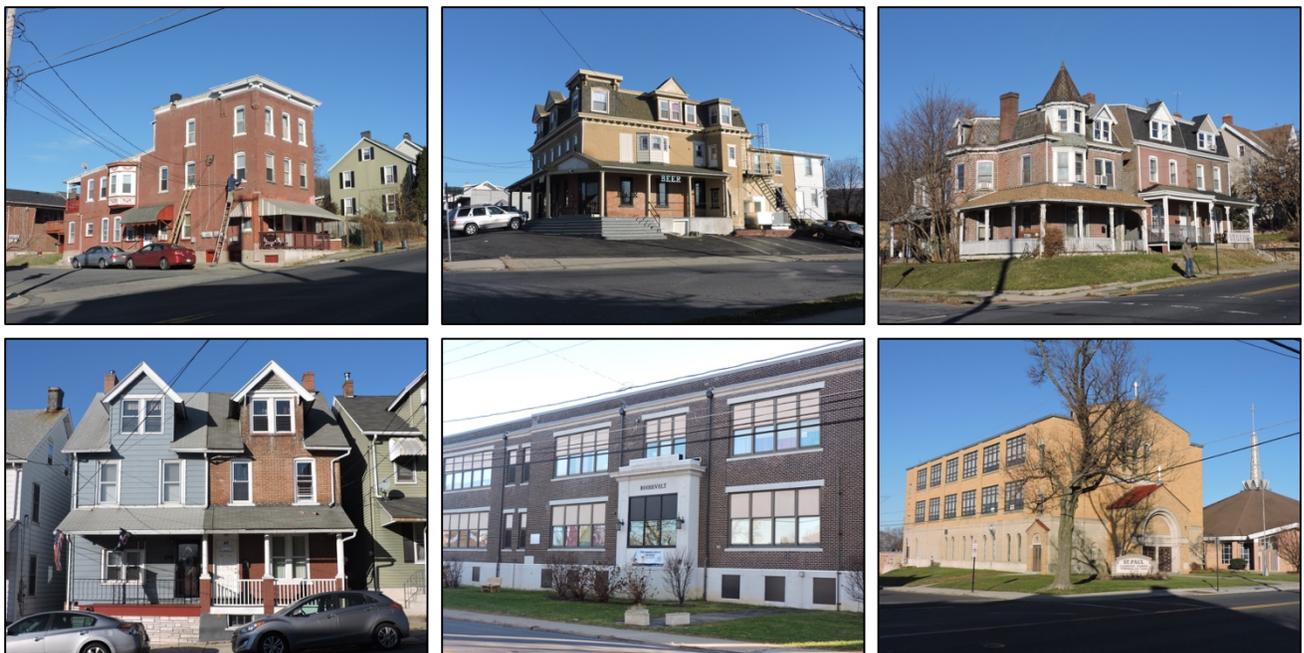
Susquehanna Street developed through the 19th century as a regional rural connector road between Allentown and Hellertown and was known as **Hellertown Road**. It intersects Emaus Avenue east of the City, also providing connection to South Bethlehem.

The 1894 USGS map of the region shows Susquehanna Street following the base of high ridges separating the road from the Lehigh River to the north. (See map page 8-5 above.) The road traversed rural countryside with a few buildings along its course and a cluster of buildings at the **village of Strassburg**, now the street's intersection with South Albert Street. A number of the 19th century historic buildings shown on the 1894 map appear to remain today.

By the 1930s, **homes and small commercial buildings** had developed along the **entire length** of the street within the City, though open undeveloped lots remained. (See two lower Sanborn maps on page 8-12 above.) Development was primarily in relation to the street's use as a regional connector rather than through general growth within the City. Buildings include single family residences on long, thin lots, duplexes, and a very few banks of row houses.

The **Roosevelt Elementary School** and St. Paul Catholic Church are landmarks at the west end of the street. The Roosevelt School was constructed in 1910 and has an addition from 1925. Located on a prominent hill, this area of the City was known as Aineyville before annexation in 1920.

Susquehanna Street has a **significant number of historic buildings** today which are in good condition, though many have not been appropriately treated. Though most were constructed as residences, they are often used today as small stores, offices, or apartments. The street is noted as a **mixed-use corridor and neighborhood center** in *Allentown Vision 2030* and marked for **streetscape improvements**.



Residential, commercial, and institutional buildings along Susquehanna Street

EMAUS AVENUE CORRIDOR

Emaus Avenue is a historic rural connector road following the northern base of South Mountain and linking the village of Emmaus with South Bethlehem. The 1894 USGS map (see page 8-5) shows buildings periodically along its route with a cluster at the crossroads of **Mountainville** (now South 5th Street) that provides a pass through the mountain to the south. A row of buildings there appear to be related to a small, early industry, perhaps mining. A cluster of buildings is also located at the intersection with Chapel Avenue and South Albert just east of Mountainville and at the City boundary.

The 1932 Sanborn maps show the 19th century buildings along 5th Street (then called **Pike Street** – perhaps an early turnpike?) as well as 19th and early 20th century buildings that had been built along Emaus Avenue. These buildings are spaced out on lots along the road and are mostly **single family residences** with some duplexes. They were constructed in wood and brick and range from Victorian homes, to farm house type buildings, to bungalows. Most survive and are in good condition.

Today, **new residences** have been constructed on open lots between the historic 1932 buildings. Some blocks have been cleared for **commercial use** with buildings set back from the street and with large parking lots. *Allentown Vision 2030* recognizes Emaus Avenue as a regional connector and marks it for continued **mixed-use development and streetscape improvements**.

Preservation Approach

The following preservation approach is recommended for the Susquehanna Street and Emaus Avenue corridors.

- Prepare a **long-term plan for streetscape improvements** that can be implemented over time. Focus on areas of commercial concentration where pedestrian use can be encouraged and enhanced.
- Adopt zoning provisions requiring **context sensitive design** for new building and site development along the street promoting a high quality pedestrian experience.
- Adopt zoning provisions encouraging the **preservation and appropriate treatment** of historic buildings along the street but allowing adapted uses.
- Undertake an **inventory** of historic buildings along Susquehanna Street and Emaus Avenue. (See Recommendation 4.24.)



Historic late 19th and early 20th century residences intermixed with later suburban-style commercial development along Emaus Avenue

GREATER SOUTH ALLENTOWN

Like East Allentown, following annexation in 1920 South Allentown was **fully platted** and buildings began to be constructed on narrow lots along the new streets. The 1932 Sanborn maps show the street layouts and the residences that had been constructed by that date. Relatively **few houses** were constructed away from the established neighborhoods and street corridors. Small silk mills had been located in some places within the neighborhoods.

Following World War II and into the **1950s and 60s**, new houses were constructed on the previously platted lots south of Susquehanna Street, south of Emaus Avenue, and south and west of the Fairview neighborhood. Open lots in already existing neighborhoods filled in. The result was a **mix of residences** from multiple periods throughout the area.

The railroad line down Trout Creek toward Emmaus provided access to a **new industrial/manufacturing** portion of the City south of Tioga Street. New manufacturing facilities were constructed along the railroad supporting new residential construction nearby.

Convair Field was constructed in 1943 in South Allentown as part of the government's significant wartime manufacturing effort in Allentown. In 1962, the air field was expanded to become the Queen City Municipal Airport.

A neighborhood in the vicinity of **17th Street and Catalina Avenue** is believed to have been constructed in the early 1940s as part of the war effort. Though of mundane design, the neighborhood is notable for its and Allentown's manufacturing role during the war.

The construction of the **Route 309** bypass through South Allentown in 1958 contributed to the expansion of manufacturing businesses within the area. The major resurgence of **Mack Truck** between 1965 and 1970 in Allentown brought additional new construction. A large new warehouse was constructed next to existing facilities along South 12th Street in 1965. The company's **World Headquarters** was completed in 1970. The City constructed a new boulevard

through the area connecting 8th Street to Emaus Avenue, which became **Mack Boulevard**.

These investments and other manufacturing facilities led to the construction of **new housing throughout** the southern portion of South Allentown in the 1960s and 1970s, building out the area. New manufacturing and commercial facilities continue to be developed along Lehigh Street and its intersection with what is now the I-78 corridor.

Preservation Approach

The following preservation approach is recommended for Greater South Allentown.

- Preserve **remaining 19th century buildings** and resources that have survived in Greater South Allentown.
- Continue to **document and record** the City's growth and development in South Allentown from World War II through the present. (See Recommendation 2.1.)



Surviving 19th century residence (left), early/mid-20th century industrial facility (center), and World War II residential housing (right) in Greater South Allentown



Post World War II housing in Greater South Allentown



CHAPTER 9 – WEST ALLENTOWN

West Allentown is an area of particular character and distinction, a transition from the tight urban neighborhoods of Center Allentown to the spacious landscaped suburban neighborhoods west of the City.

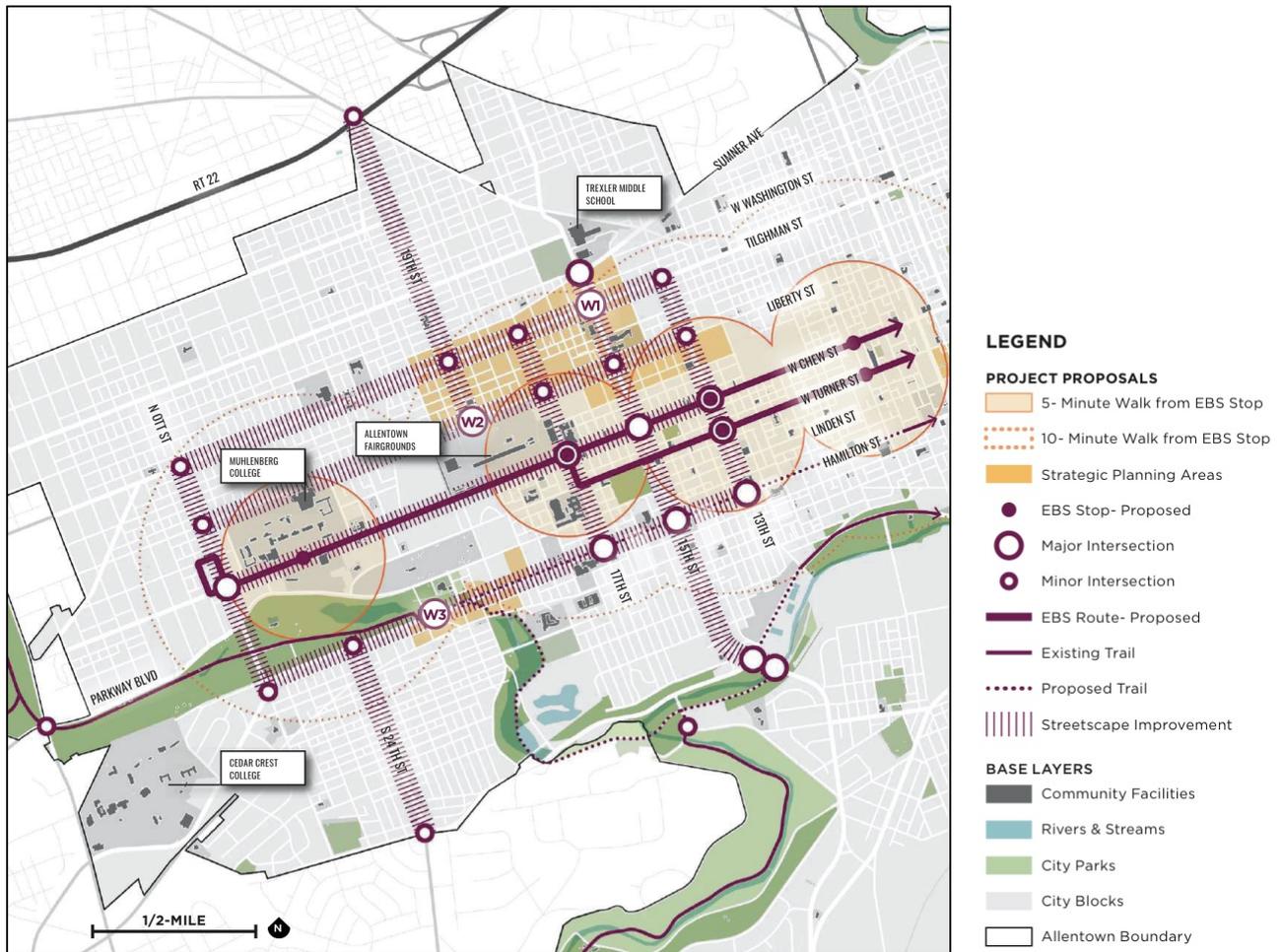
For the purposes of this Historic Preservation Plan, West Allentown is considered the area west of 17th Street and West Park. This area is anchored by three of the City's most prominent institutions, Muhlenberg College, Cedar Crest College, and the Allentown Fairgrounds, which each influenced its development. The two colleges moved to this area in 1902 and 1913 respectively, at which time it was open farmland in West Whitehall Township.

The subdivisions of Hamilton Park and Greater Hamilton Park, located on the hill south of Hamilton Street and south and west of Little Cedar Creek, began to be developed in 1915. The Muhlenberg Manor subdivision, discussed below, was established in 1917. However, most of West Allentown did not begin to see development investment until the mid-1920s. Even then, Sanborn maps from 1932, a convenient time-point of demarcation, show that while street grids were platted and laid out, relatively few residences were yet built. Houses continued to be built throughout the neighborhoods well into the late 20th century.

The West End in the vicinity of 19th Street extending out to Muhlenberg College was annexed into the City by 1917 as Ward 11. College Heights north and west of the college was annexed in 1924 as Ward 17. Hamilton Park area was annexed in 1930 as Ward 18.

West Allentown has a stable set of mostly upper middle-class neighborhoods. Areas of West Allentown of particular historic character and significance are reviewed below and include:

- Muhlenberg College / Cedar Crest College,
- Little Cedar Creek Parks,
- West End Theater Districts / Fairgrounds,
- Muhlenberg Manor, and
- Greater College Heights.



Plan for West Allentown from Allentown Vision 2030.

Allentown Vision 2030

Allentown Vision 2030, the City’s Comprehensive and Economic Development Plan, notes that West Allentown has cultural gems like the Theatre District and regional attractions like the Allentown Fairgrounds. It benefits from the educational and medical campuses, parks, and greenways that give it character. West Allentown’s neighborhoods feature a range of houses, from historic rowhouses to duplexes to single family homes on large lots that are connected with a grid of pedestrian friendly streets. Future investments can better connect these amenities and create more opportunities for people to access and enjoy West Allentown.

The Comprehensive Plan’s vision for West Allentown states:

- The area is known for innovative arts, education, and medicine.*
- The West End is connected with new infrastructure.*
- There are places for creative culture to thrive.*
- People enjoy West Allentown for its neighborhood character, welcoming*

nature, and its accessibility to community institutions and local businesses and services.

The corner of 17th St. and Chew St. will anchor a commercial-flex district with a mobility hub that encourages walking, cycling, and public transit use.

New infill development and improvements to intersections and sidewalks will make the commercial district safer and more pleasant to walk.

West Allentown will add to the city's vibrancy as entrepreneurs develop affordable and accessible creative spaces near the West End Theatre District.

The Theater District can be part of a corridor leading to the Fairgrounds and connect the community to events large and small.

The area will be known for programs that support innovation in education, medicine, and the arts.

New businesses and residences are woven into the neighborhood fabric with safe, walkable, and bikeable connections and a greenspace network.

The Comprehensive Plan notes that West Allentown's schools and colleges are in close proximity to each other and to the park system, creating the potential for connected campuses that can have easy access to commuter trails, outdoor amenities, and natural learning environments. However, current gaps in the infrastructure limit the sites from functioning as a system. The plan proposes enhancing connectivity between the area's educational campuses, ample greenspace, and a variety of neighborhoods to create a stronger sense of community.

The Comprehensive Plan proposes establishing better physical and programmatic connections between the Theater District and Fairgrounds to enhance the 19th Street area as a regional attraction for large and small cultural events.

West Allentown has a strong housing market with a diversity of appealing housing types, serving as an intermediary between the City's inner-ring suburbs to the west and dense urban fabric to the east. West Allentown has a sufficient residential base to support a majority of the staple services, cultural destinations and small businesses in the area.

West Allentown is stable and its historic resources are not under significant threat. The enhancements proposed in the Comprehensive Plan will help strengthen community character and connectivity.

As outlined below, this Historic Preservation Plan proposes recognition of West Allentown's historic character, maintenance of character defining public infrastructure such as streetscapes and parks, public promotion of the area's historic character, and encouragement of appropriate treatment of historic buildings.

MUHLENBERG COLLEGE / CEDAR CREST COLLEGE

Muhlenberg College and Cedar Crest College are the institutional anchors of West Allentown and help establish strong regional character for the area through their appealing and highly visible campuses.

Muhlenberg College is a private liberal arts college with about 2,225 students. The college was established in 1867 in an academic building at Walnut and 4th Street that included historic Trout Hall as a wing. In 1902, Muhlenberg College purchased a 55-acre parcel of land in West Allentown to which it relocated in 1904. Today's college campus has expanded to 82 acres. Its main quadrangle of historic buildings sits on a ridge overlooking the valley of Little Cedar Creek.

Cedar Crest College was founded in 1867 as Allentown Female College and was located for most of its early history in a large building at 4th and Turner Streets. In 1913, the college relocated to its present campus along West Hamilton Street southwest of and on the opposite side of Little Cedar Creek from Muhlenberg College. Today, Cedar Crest College is a private liberal arts women's college with about 1400 students. Its campus is 84 acres in area.

Muhlenberg and Cedar Crest Colleges have spacious campuses of high quality landscapes that are well-maintained and are central to their identity. Both colleges feature historic buildings and landscape quadrangles dating to the early 20th century as the campuses were being established and expanded.

The **image and identity** of the two colleges are considered important in helping to attract students and in retaining the interest, loyalty, and funding support of alumni. The community influence of the two colleges extends throughout the surrounding neighborhoods of Allentown's West End and College Heights, where many faculty members, employees, and their families live.

Preservation Approach

The following preservation approach is recommended for Muhlenberg College, Cedar Crest College, and their surrounding areas.

- Continue to **engage** Muhlenberg and Cedar Crest Colleges and their administrators and faculty in citywide initiatives. Feature the colleges as among the City's leading assets. Find ways that faculty members, students, and academic programs can participate in historical research and community planning.
- Encourage the two colleges to include recognition and appropriate treatment of their **historic buildings and landscapes** in their **master planning**, identity, and growth.
- Investigate the possibility of nominating the core campuses of the two colleges to the **National Register** of Historic Places as a means of recognizing their historical significance and enhancing their identity.



Historic buildings at Muhlenberg College's main quadrangle on the ridge overlooking Little Cedar Creek

LITTLE CEDAR CREEK PARKS

The valley of Little Cedar Creek winds through West Allentown providing green-space and visual focus for the surrounding neighborhoods. The valley is largely conserved as parkland, including four units of the City's park system, Union Terrace Park, Cedar Beach Park, Trexler Memorial Park, and Allentown Municipal Golf Course.

Union Terrace Park was the site of former industrial facilities including a tannery (shown on the 1876 Atlas and located in the vicinity of the park's current amphitheater), a limestone quarry, and a silk mill (located in today's Cedar Beach Park near 21st and Linden Streets and shown in a 1932 Sanborn map). A branch of the Lehigh Valley Railroad followed the east side of Little Cedar Creek from Little Lehigh Creek and served these businesses, terminating at the silk mill.

The original 12 acres on which Union Terrace Park is located was donated to the City in 1932, and the 22-acre park was constructed as a federally funded Works Progress Administration (WPA) project in 1935. The park features numerous historic WPA features and has been considered eligible for listing on the National Register of Historic Places.

Cedar Beach Park is 109 acres in size and extends on the east from the point where Little Cedar Creek passes beneath Hamilton Street at 21st Street to Cedar Crest Boulevard on the west. The park was established in 1930 and was developed as a WPA project in 1935, including the design and construction of **Parkway Boulevard** along the park's northern edge. The historic park featured Lake Muhlenberg as a boating lake.

The character of the park is also influenced by **West Hamilton Street**, which borders the park on the south. West Hamilton Street is the western entrance into Center City and is lined with large London Plane trees, creating a boulevard character. Today, Cedar Beach Park is a regional as well as a neighborhood destination, features numerous recreational and park facilities, and is used to host large annual events. The park is highly used.

Trexler Memorial Park is the former estate of General Harry C. Trexler and is located west of Cedar Creek Boulevard. Trexler Park is considered the showcase park in the City's system and features spaciouly landscaped lawns, gardens,

WEST ALLENTOWN

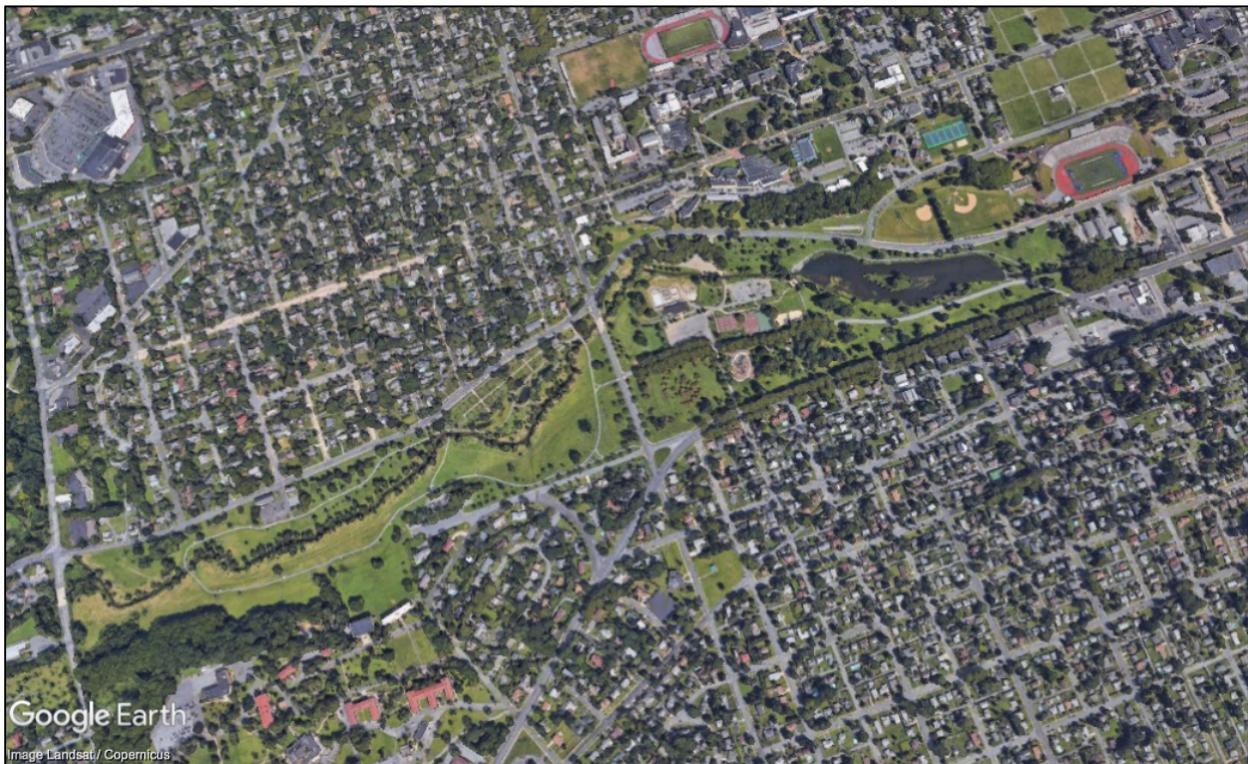
streams, and ponds. Original construction of the park's historic **Spring House** has been dated to 1741, and it was later incorporated into the Trexler home. The Spring House was restored to its original log cabin state in 1949.

Allentown Municipal Golf Course is located along Little Cedar Creek north of Trexler Memorial Park and Tilghman Street and was purchased by the City in 1949.

Preservation Approach

The following preservation approach is recommended for the parks along Little Cedar Creek.

- Continue to **promote and support** the work of the Allentown Department of Parks and Recreation and its generous support by the Harry C. Trexler Trust.
- Prepare an updated **Master Plan** for Allentown's park system recognizing the historical significance of its landscapes and landscape features and using a cultural landscape approach to its assessment and treatment. (See Recommendations 5.18.)
- Prepare **cultural landscape reports** for historically significant parks, including Union Terrace Park, Cedar Beach Park, and Trexler Memorial Park. (See Recommendation 5.22.)
- Implement a long-term program for **interpretation** of the parks and their resources. (See Recommendations 5.21 and 5.24)



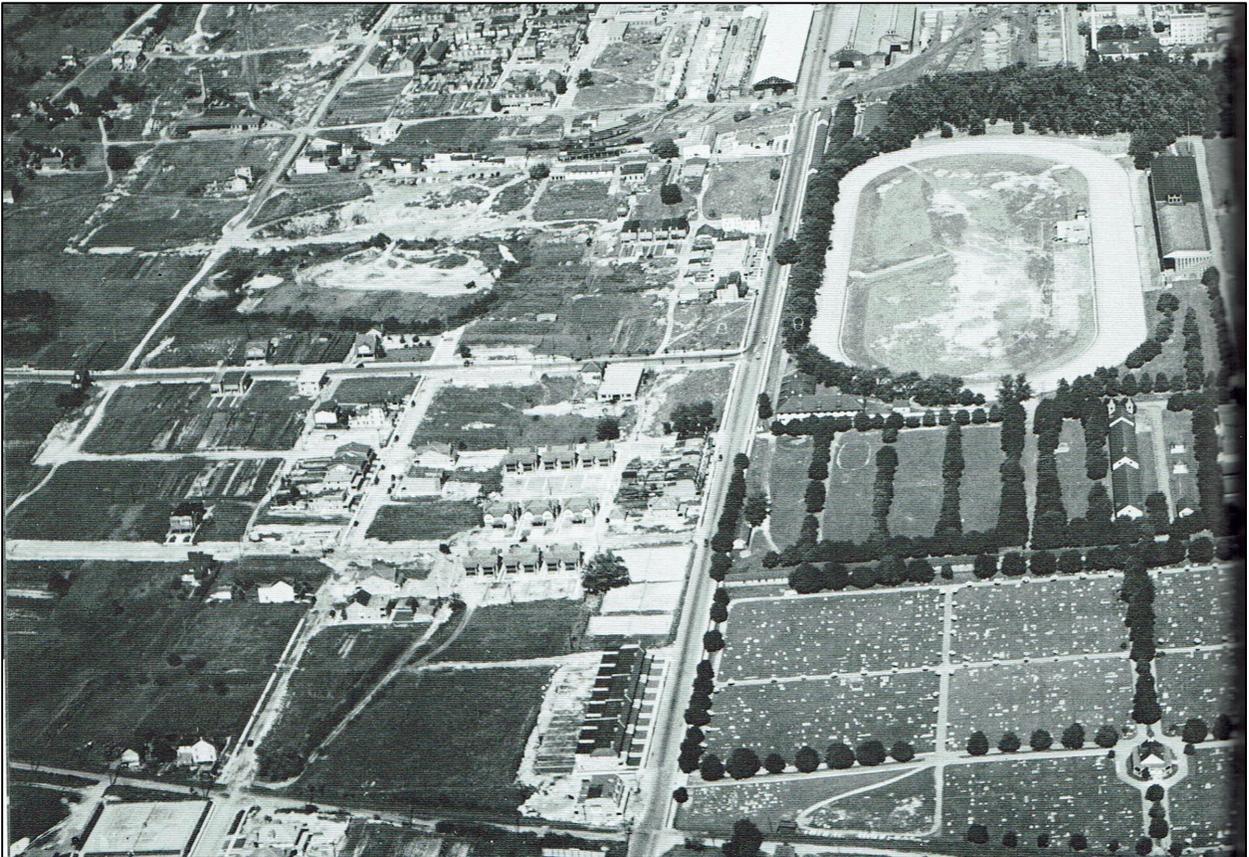
Cedar Beach Park along Little Cedar Creek; The campus of Muhlenberg College overlooks the park from the north (upper right) and the campus of Cedar Crest College overlooks the park from the south (lower left corner next to the Google Earth logo).

WEST END THEATER DISTRICT / FAIRGROUNDS

Allentown's West End in the vicinity of 19th Street developed largely in the mid-to-late 1920s as the City's urban grid expanded westward. Bordered by 17th, 22nd, Washington, and Liberty Streets, Allentown's West End Theater District has developed a distinct neighborhood identity and is a regional destination.

The West End is anchored by the **Allentown Fairgrounds** located between 17th and 20th Streets (east-west) and Liberty and Chew Streets (north-south). Owned and managed by the Lehigh County Agricultural Society, the Allentown Fairgrounds moved to this site in 1889. Its grandstand was constructed in 1911. The 46-acre Fairgrounds is home to the annual Great Allentown Fair, which is held annually the week before Labor Day. During the remainder of the year, the Fairgrounds hosts trade shows, restaurants, and the Fairgrounds Farmers' market.

An aerial photograph from 1925 shows residential construction expanding westward to the north of the Fairgrounds. The new homes being constructed in the mid-to-late 1920s differed from the row houses from the 1904-1915 period in the vicinity of West Park – smaller, with larger front yards, and more likely to be duplexes in a bungalow style.



Allentown Fairground, center right, in 1925 with blocks of new residences being constructed on streets to it north (left); the street extending top to bottom near the center of the photo is Liberty Street. Nineteenth Street extends northward (to the left) from the Fairgrounds. No commercial buildings have yet been constructed there. A portion of Greenwood Cemetery is at the lower right. (Allentown 1762-1987, p. 32)

WEST ALLENTOWN

Along 19th Street between Liberty and Tilghman Streets, a small commercial area was developed that has become the neighborhood's **Main Street** and is the core of the West End Theater District. Centered around the Civic Theater of Allentown, the District has developed into a dining, retail, and cultural hub that is enhanced by grassroots initiatives and community events organized by its residents and business owners.

The **Civic Theater of Allentown** is a non-profit arts organization that manages two performing arts venues, the 19th Street Theater and Theater514. The **19th Street Theater** opened in 1928 and is Allentown's oldest cinema. Today it hosts stage productions, cinema presentations, and educational arts programming for children. Adding to the Theater District's cultural programming are the Theater and Dance Mainstage at Muhlenberg College and the Pines Dinner Theater on 17th Street.

West End Alliance is a non-profit neighborhood organization with the mission of making the West End Theatre District a more attractive place to live, visit, and do business. The Alliance is supported by an active group of neighbors, business owners, and stakeholders and is dedicated to the continued resurgence of the community. Its volunteers organize District events, beautification projects, and neighborhood outreach and engagement.

Allentown Vision 2030 supports further enhancement and promotion of the West End Theater District and proposes that the District and Fairgrounds be **better connected** both physically and programmatically both as a neighborhood asset and as a regional destination offering more small and mid-size attractions and events. The Comprehensive Plan notes that the blocks between 19th and 17th Streets, mostly in commercial uses, have the potential for infill and redevelopment with new uses that support arts and cultural enterprises.

Preservation Approach

The following preservation approach is recommended for the West End Theater District and Allentown Fairgrounds.

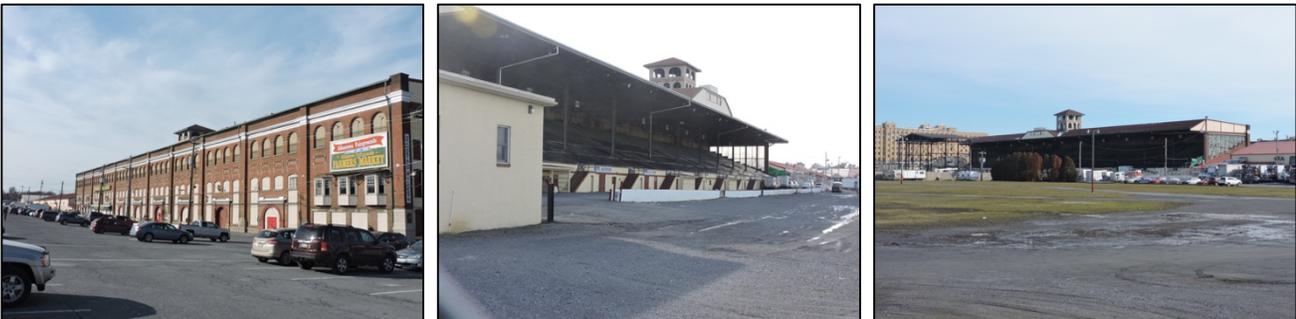
- Support the **West End Alliance** in the enhancement, programming, and promotion of the West End Theater District as a regional destination.
- Working through the West End Alliance, encourage the **appropriate treatment** of historic residences through information and technical assistance. (See Recommendation 4.43.)
- Encourage continued use of a **Main Street approach** to the revitalization of 19th Street in the District including the preservation and enhancement of historic buildings and building fabric.
- Support *Allentown Vision 2030's* recommendations for closer **physical and programmatic connections** between the West End Theater District and Allentown Fairgrounds.
- Support *Allentown Vision 2030's* recommendations for appropriate **new context sensitive development** on the suburban-style commercial lots along 19th Street and in the area east of 19th Street, encouraging new cultural enterprises that expand and reinforce the District.



Representative homes from the mid-1920s within the West End's residential neighborhoods



19th Street – the West End Theater District; The 19th Street Theater is in the photo at right



Allentown Fairgrounds – the Grandstand was constructed in 1911.



MUHLENBERG MANOR

Muhlenberg Manor was developed in 1917 as a high-end model subdivision and was advertised as being at the highest point in the City. The subdivision is located immediately east of Muhlenberg College between Albright Avenue and 23rd Street (east-west) and Liberty and Chew Streets (north-south).

Allentown 1762-1987 describes that the development “had more improvements than any other building operation not only in Allentown but anywhere in this section of the state. Gas and water mains and other improvements, including stormwater and sanitary sewers, were laid under the asphalted streets so homeowners would not be inconvenienced by the tearing up of the streets at a later date. Concrete sidewalks and curbs were provided and centers of the streets were planted in grass and shrubbery for two purposes, to beautify the area, and to simplify later repairs to the underground utilities.”

Sanborn maps from 1932 and field observation indicate that the blocks within Muhlenberg Manor were not fully built out until after World War II. Rows of 1950s brick homes are present along some of the streets. Several pre-1915 single family residences are present in the neighborhood as well. The grass and shrub planting areas in the centers of the streets no longer exist.

Preservation Approach

The following preservation approach is recommended for Muhlenberg Manor and similar neighborhoods.

- Engage residents in support of a **neighborhood association** to identify issues and enhance neighborhood identity. (See Recommendations 3.23 and 3.24.)
- Encourage the **appropriate treatment** of historic residences through information and technical assistance. (See Recommendation 4.47.)
- Consider nomination of Muhlenberg Manor as a **National Register Historic District**. (See Recommendation 4.26.)



Single and duplex homes in the Muhlenberg Manor subdivision

GREATER COLLEGE HEIGHTS

For the purposes of this Historic Preservation Plan, College Heights is defined as the neighborhoods around Muhlenberg College from the vicinity of 22nd Street to Cedar Crest Boulevard (east-west) and Greenleaf Street to Parkway Boulevard (north-south).

For two decades after Muhlenberg College moved to its current campus in 1904, the college was surrounded by farmland that was part of South Whitehall Township. As outlined in *Allentown 1762-1987*, the real estate firm of Kaepfel & Kester bought up farms in the area north of Muhlenberg College and began developing the area in 1923 under the name College Heights Improvement Company.

The company constructed the streetscape infrastructure and offered building lots for sale, aiming at an upwardly mobile middle-class market. College Heights was marketed as one of the City's more **exclusive sections**, where affluent business and professional men chose to build their suburban homes. College Heights was made possible by the increased influence of the automobile, which by the mid-1920s enabled the development of suburban locations.

The College Heights area was annexed into the City in 1924 as Ward 17. Aerial photos from 1925 show blocks of new streets beginning to be laid out in the open countryside with a number of new homes apparently being constructed (see photos page 9-8 and Chapter 2, page 2-20).

Sanborn maps from 1932 show the extent of new development that had occurred by that date. In the blocks immediately north of Muhlenberg College, handsome and substantial twins were constructed on new tree-lined streets (see map, page 9-2). By 1932, this development was the western edge of the City's urban expansion.

Further west and north, blocks were laid out and streets were constructed but few new residences were yet built by 1932 (see maps, page 9-14). The Great Depression brought a halt to new residential construction. Following World War II and particularly into the 1950s and 60s, new homes were built throughout College Heights filling out the blocks that had been laid out in the 1920s. The result was a **neighborhood of early 20th century character** – rectangular blocks with sidewalks, street trees, and spacious yards – with a **mix of substantial single family** homes from various periods – 1920s through the 1960s. Building styles range from Dutch Gambrel, Colonial Revival, and Spanish Revival prevalent in the 1920s to Contemporary and Suburban style homes typical of the late 20th century.

College Heights' two most character defining features are its street trees and street lamps. Apparently planted at the time of initial development, the neighborhood's **street trees** are mature today and create a spectacular streetscape that complements the many historic 1920s homes. The neighborhood's **street lamps** are of the same era and should be considered historic resources.

WEST ALLENTOWN

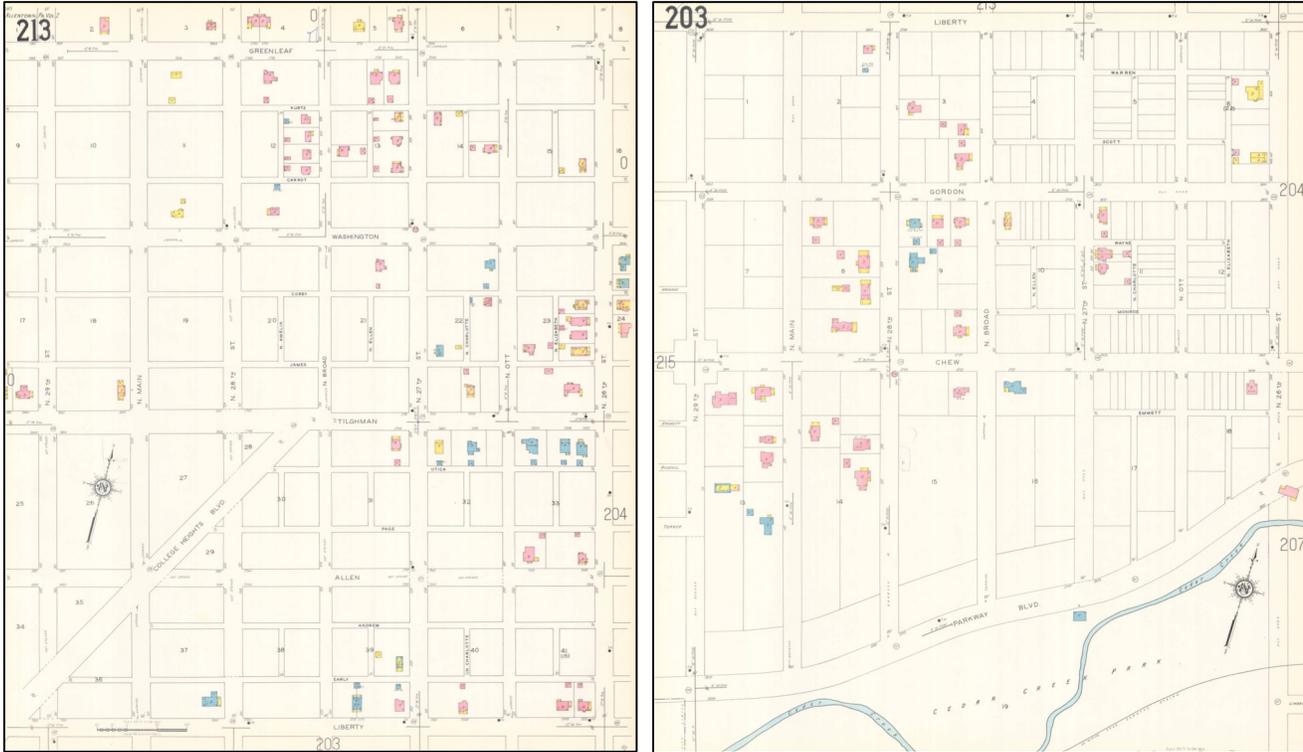
While many of the homes constructed in College Heights are from the mid-to-late 20th century, the neighborhood overall has the look and feel of the 1920s and should be recognized as of historical significance.



College Heights is most notable for its streetscapes of mature canopy trees, sidewalks, historic street lights, and spacious yards – a traditional American 1920s neighborhood.



Substantial new homes were constructed in College Heights during the late 1920s. The large residence in the photo on the bottom left is actually a twin – two connected residences having the appearance of a single large mansion.



The two 1932 Sanborn maps show that homes had been built on the blocks west of Muhlenberg College by that date but that the blocks were far from built-out. Both maps depict 26th Street (right) to 29th Street (left). North-south, the map on the left shows Greenleaf to Liberty Streets and the map on the right shows Liberty Street to Parkway Boulevard. Following World War II, new single family homes were constructed filling out College Heights' traditional 1920s era neighborhood with homes from later periods.

Preservation Approach

The following preservation approach is recommended for College Heights.

- Continue to **maintain the streetscapes** of large canopy trees, sidewalks, and historic street lamps.
- Engage residents in support of a **neighborhood association** to identify issues and enhance neighborhood identity. (See Recommendations 3.23 and 3.24.)
- Encourage the **appropriate treatment** of historic residences through information and technical assistance. (See Recommendation 4.43.)
- Over the long term, undertake an **inventory** of pre-World War II residences within College Heights. (See Recommendation 4.24.)
- Consider nomination of portions of College Heights as a **National Register** Historic District. (See Recommendation 4.26.)





APPENDIX A – HISTORIC PRESERVATION PRINCIPLES

The strategies and recommendations outlined in the Historic Preservation Plan for Allentown are informed and guided by the principles of historic preservation that have been developed and honed by practitioners in the field over the years. Preservation is a practical discipline that can accommodate growth and change while continuing to preserve the characteristics that make a place special. The principles that have been developed in the field of historic preservation, in general, recognize the importance of preserving authentic historic fabric to the maximum extent possible.

Building uses come and go, but once lost, original historic fabric can never be recovered. The maintenance and preservation of original historic fabric, features, materials, and design elements, therefore, is central to a sound preservation approach. A key objective of the Historic Preservation Plan is to encourage and promote the preservation and maintenance of historic building fabric through many different types of endeavor and in as many ways as possible.

The principles of historic preservation are embodied in the topic of *Preservation Treatments* and in *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, both of which are discussed below.

Preservation Treatments

The historic preservation field uses a variety of terms to describe the treatments that may be applied to historic buildings and landscapes. Although sometimes these terms are used loosely in discussion, they have specific meanings that are important to distinguish. The four key preservation treatments include: Preservation, Rehabilitation, Restoration, and Reconstruction.

Preservation is defined as the process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize features, generally focuses on the ongoing maintenance and repair of historic materials and features. Removals, extensive replacement, alterations, and new additions are not appropriate.

Preservation stresses protection, repair, and maintenance, and is a baseline approach for all historic resources. As the exclusive treatment for a historic property, preservation implies minimal or no change. It is therefore strictly applied only to buildings and resources of extraordinary significance that should not be altered.

In Allentown, the 1841 Bogert Covered Bridge and other historic buildings in the Saltzburg Historic District along the City park system's Lehigh Parkway are examples of buildings and structures worthy of a preservation treatment.

Rehabilitation is defined as the process of creating a compatible use in a historic property through carefully planned minimal alterations and compatible additions. Often referred to as adaptive reuse, rehabilitation protects and preserves the historic features, materials, elements, and spatial relationships that convey historical, cultural, and architectural values.

Rehabilitation acknowledges the need to alter or add to a property to meet continuing or new uses while retaining historic character. New, expanded, or upgraded facilities should be designed to avoid impacts to historic elements. They should also be constructed of compatible materials. Retention of original historic fabric should be a primary consideration in undertaking a program of rehabilitation and adaptive reuse.

Rehabilitation is perhaps the most important and widely used treatment in the field of historic preservation, particularly in communities that are revitalizing and adapting to new uses. Rehabilitation is the appropriate treatment for most historic commercial buildings remaining in Center City Allentown and along the City's historic corridors.

Restoration refers to returning a resource to its appearance at a specific previous period of its history. Restoration is the process of accurately depicting the form, features, and character of a property as it appeared at a particular time by means of removal of features from other periods in its history and the reconstruction of missing features from the restoration period.

In restoring a property to its appearance in a previous era, historic plans, documents, and photographs should be used to guide the work. Limited and sensitive upgrading of mechanical, electrical, and plumbing systems, as well as code-related work to make a property functional, are all appropriate within a restoration project.

In Allentown, highly significant historic buildings such as the 1770 Trout Hall at the Lehigh Valley Heritage Museum, considered to be Allentown's oldest home, was appropriate for restoration treatment following end of its use by Muhlenberg College. Restoration was undertaken through the removal of large additions and the rehabilitation of historic features.

Reconstruction is defined as the process of accurately depicting the form, features, and character of a non-surviving historic property using new construction for the purpose of replicating its appearance at a specific period of time and in its original location. A reconstruction is a new resource made to replace an historic resource that has been lost. Reconstruction is a rarely used

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preservation treatment applicable primarily in educational and interpretive contexts.

Of these four terms, *Preservation* requires retention of the greatest amount of historic fabric, features, and materials. *Rehabilitation* acknowledges the need to alter or add to a property to meet continuing or new uses while retaining historic character. *Restoration* allows for an accurate depiction of the property's appearance at a particular time in its history. *Reconstruction* establishes a framework for re-creating vanished historic elements with new materials. Preservation and Rehabilitation are the most appropriate and applicable treatments for most historic buildings and landscapes.

Authenticity and Integrity

Central to the assessment of historic resources and their potential for change are the concepts of authenticity and integrity. **Authenticity** with respect to a historic building is associated with the preservation of authentic building fabric and features. Authenticity is different from historical appearance. An antique chair has great value because it is the real thing, while a replica of an antique chair has much less value. Similarly, a historic building with authentic features and fabric from its period(s) of historical significance is of higher value than a building with contemporary replacements, replicas, or reconstructions. The preservation of authentic historic building fabric is of primary concern with any historic building.

Integrity relates to the degree to which any individual building retains its authentic building fabric and features. Buildings with high integrity can generally accommodate very little change, while buildings with low integrity can often accommodate a considerable amount of change. In the evaluation of a historic resource, the level of integrity of the historic resource should be assessed.

Authentic building fabric and features that result in a building having high integrity should be preserved to the maximum extent possible. Changes to buildings with low integrity are easier to accommodate. Assessment of authenticity, integrity, and the degree of change that a historic building can accommodate must be made on a case by case basis.

Secretary of the Interior's Standards

The philosophy that guides the implementation of recommendations included in this Historic and Cultural Assets Plan is based on a set of guidelines entitled *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, commonly called the "Secretary of the Interior's Standards" or simply the "Standards."

The *Secretary of the Interior's Standards* were created by historic preservation professionals to provide guidance in the appropriate treatment of historic resources. The *Standards* were first established by the federal government in 1966 to provide guidelines for the appropriate treatment of buildings and resources impacted by federal projects. Because of their usefulness, they have been adopted throughout the field of historic preservation.

All federally funded and permitted activities affecting historic resources are evaluated with respect to these standards, including the use of rehabilitation tax credits. The *Standards* were developed specifically to prevent unintended damage to or loss of historic resources by federal actions, such as those that occurred as the result of the wholesale demolition of historic neighborhoods through urban renewal as occurred in urban areas in the 1950s and 60s.

An individual set of standards was developed for each of the four preservation treatments noted above. Just as the treatment of Rehabilitation is appropriate for most projects, the ***Standards for Rehabilitation*** are applicable to most projects being undertaken for historic buildings and landscapes.

In the language of community planners, *The Secretary of the Interior's Standards* are a list of "best practices" for historic preservation. They are a touchstone for all activities affecting historic buildings and landscapes and help ensure that important issues about the care of historic buildings and landscapes are not forgotten in the process of making decisions about other issues. When the *Standards* are used in the context of a new construction project involving an historic building, they provide a starting point for the discussion of proposed changes to the building's historic character and fabric. They were developed to ensure that policies toward historic resources were applied uniformly, even if the end result may be different in every case.

All preservation activities, whether they are publicly or privately funded, can be informed and enhanced by understanding the *Secretary of the Interior's Standards*. Because the *Standards* outline a sensitive approach for assessing changes to historic properties, they are often included in design guidelines, preservation plans, ordinances, and regulations that govern activities affecting local historic districts. These *Standards* articulate basic principles that are fundamental to historic preservation. Although they have been modified over the years to accommodate changing views of historical significance and treatment options, their basic message has remained the same.

The durability of the *Standards* is testimony not only to their soundness, but also to the flexibility of their language. They provide a philosophy and approach to problem solving for those involved in managing the treatment of historic buildings, rather than a set of solutions to specific design issues. Following a balanced, reasonable, and disciplined process is often more important than the exact nature of the treatment option that is chosen. Instead of predetermining an outcome in favor of retaining or recreating historic features, the *Standards* help ensure that the critical issues are considered.

For federal projects and federal agencies, the language of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* is codified in 36 CFR Part 68 (the Code of Federal Regulations, Title 36, *Parks, Forests and Public Property*, Chapter 1 *National Park Service, Department of the Interior*, Part 68). A related federal regulation, 36 CFR Part 67, addresses the use of the *Standards* in the certification of projects receiving federal rehabilitation tax credits.

The *Standards* are published by the U.S. Department of the Interior, National Park Service, and are available online, including definitions for the four preservation treatments discussed above.

The Secretary of the Interior's Standards for Rehabilitation are particularly useful when considering the appropriate maintenance of historic buildings; the alteration of older buildings as necessary for reuse, safety, and accessibility; and the construction of new buildings in an historic context. The ten standards that comprise the *Standards for Rehabilitation* are quoted below followed by a brief discussion of the implications of each. Additional discussion of the *Standards for Rehabilitation* may also be found online.

STANDARD 1 – *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

Standard 1 recommends compatible use in the context of adaptive reuse and changes to historic buildings and landscapes. This standard encourages property owners to find uses that retain and enhance historic character, not detract from it. The work involved in reuse projects should be carefully planned to minimize impacts on historic features, materials, and spaces. The destruction of character-defining features should be avoided.

STANDARD 2 – *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.*

Standard 2 recommends the retention and preservation of character-defining features. It emphasizes the importance of preserving integrity and as much existing historic fabric as possible. Alterations that repair or modify existing historic fabric are preferable to those that require total removal.

STANDARD 3 – *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.*

Standard 3 focuses on authenticity and discourages the conjectural restoration of an entire property, feature, or design. It also discourages combining and/or grafting historic features and elements from different properties, and constructing new buildings that appear to be historic. Literal restoration to an historic appearance should only be undertaken when detailed documentation is available and when the significance of the resource warrants restoration. Reconstruction of lost features should not be attempted without adequate documentation.

STANDARD 4 – *Changes to a property that have acquired historic significance in their own right will be retained and preserved.*

Standard 4 recognizes that buildings change, and that many of these changes contribute to a building's historical significance. Understanding a building's history and development is just as important as understanding its original

design, appearance, and function. This point should be kept in mind when considering treatments for buildings that have undergone many changes.

Most historic buildings contain a visual record of their own evolution. This evolution can be identified, and changes that are significant to the history of the building should be retained. The opportunity to compare multiple periods of time in the same building lends interest to the structure and helps communicate changes that have occurred within the larger landscape and community context.

STANDARD 5 – *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

Standard 5 recommends preserving the distinctive historic components of a building or landscape that represent its historic character. Workmanship, materials, methods of construction, floor plans, and both ornate and typical details should be identified prior to undertaking work.

STANDARD 6 – *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.*

Standard 6 encourages property owners to repair historic character-defining features instead of replacing them when historic features are deteriorated or even missing. In cases where deterioration makes replacement necessary, new features should closely match historic conditions in all respects. Before any features are altered or removed, property owners are urged to document existing conditions with photography and notes. These records assist future choices that are appropriate to the property's historic character.

STANDARD 7 – *Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.*

Standard 7 warns against using chemical and physical treatments that can permanently damage historic features. Many commercially available treatments are irreversibly damaging. Sandblasting and harsh chemical cleaning, in particular, are extremely harmful to wood and masonry surfaces because they destroy the material's basic physical properties and speed deterioration.

STANDARD 8 – *Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.*

Standard 8 addresses the importance of below ground prehistoric and historic features. This issue is of most importance when a construction project involves excavation. An assessment of a site's archeological potential prior to work is recommended. If archeological resources are present, some type of mitigation should be considered. Solutions should be developed that minimize the need for excavation of previously unexcavated sites.

STANDARD 9 – *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.*

STANDARD 10 – *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

Standards 9 and 10 are linked by issues of the compatibility and reversibility of additions, alterations, and new construction. Both standards are intended to 1) minimize the damage to historic fabric caused by building additions, and 2) ensure that new work will be different from, but compatible with, existing historic conditions. Following these standards will help to protect a building's historic integrity.

In conclusion, the basis for the *Standards* is the premise that historic resources are more than objects of aesthetic merit—they are repositories of historical information. It is important to reiterate that the *Standards* provide a framework for evaluating preservation activities and emphasize preservation of historic fabric, honesty of historical expression, and reversibility. All decisions should be made on a case by case basis. The level of craftsmanship, detailing, and quality of materials should be appropriate to the significance of the resource.



APPENDIX B – NATIONAL & STATE PRESERVATION PROGRAMS

Historic preservation is primarily a product of grassroots initiatives fostered by many decades of interest and effort by private citizens. Over the past fifty years, federal, state, and local governments have established a framework that aids and encourages local community preservation efforts. A comprehensive structure has been developed to help identify significant resources, encourage their preservation, and plan for their future.

This structure emanates from the federal government based upon a nationwide consensus on preservation standards. However, preservation programs are implemented primarily at the local level by and in accordance with the goals, beliefs, priorities, and capabilities of local communities and their citizens. The grassroots nature of historic preservation is a fundamental concept and the strength of historic preservation programs. It is the foundation for historic preservation and preservation planning in the City of Beverly.

Appendix B outlines the structure of the nation's historic preservation program at the federal and state levels. Its purpose is to show how the historic preservation program at the federal level is designed to encourage local initiative and demonstrate how the preservation program in Allentown builds upon the nationwide system in accordance with local interests and dependent upon local initiatives.

NATIONAL HISTORIC PRESERVATION PROGRAM

Over the decades, the federal government has established historic preservation programs in recognition of its responsibility to protect historic, cultural, and natural resources on federally owned lands and on other lands where federally sponsored activities are undertaken. Together, these programs have evolved into a comprehensive National Historic Preservation Program. Through example and through a network of nationwide partnerships, the federal government provides leadership, encouragement, and support in the stewardship of historic resources associated with our nation's heritage.

The cornerstone of the national program is the *National Historic Preservation Act of 1966* (NHPA). The NHPA establishes as federal policy that the government will provide leadership in the preservation of historic resources and will administer a national preservation program in partnership with states, Native American tribes, and local governments. In addition, the act establishes that federal policy should contribute to the preservation of non-federally owned historic resources and provide encouragement to organizations and individuals undertaking preservation by private means.

The NHPA has been amended by Congress over the years to improve, clarify, and reaffirm the national program. Key elements of the NHPA and the National Historic Preservation Program are listed below and are relevant to historic preservation in Beverly.

National Register of Historic Places

The NHPA authorizes the Secretary of the Interior to maintain the National Register of Historic Places composed of districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, engineering, and culture. The National Register is the nation's official list of historic resources that have been determined worthy of preservation. Resources may be significant at the local, state, or national level.

The National Register is administered by the National Park Service and supports the efforts of public agencies, private organizations, and individuals to identify, evaluate, and protect significant historic and archeological resources. The National Register includes over 95,000 listings representing over 1.8 million individual contributing resources.

The National Register is the core designation program within the National Historic Preservation Program. Listed properties are recognized as having met professionally developed criteria for historical significance at the national, state, or local level. Listing on the National Register is purely an honorary recognition. It recognizes the importance of a historic resource without placing any obligations or restrictions on the resource owner. Listing does not give the federal government any ownership rights or regulatory controls with respect to a property.

Listing in the National Register provides economic and other benefits, including:

- Makes the resource eligible for federal and state rehabilitation tax incentives;
- Provides the resource with protection from federal actions under the Section 106 review process; and
- Qualifies a resource for federal historic preservation grants when funds are available.

National Register evaluations in Pennsylvania are undertaken by the Pennsylvania State Historic Preservation Office (PA SHPO) which are then submitted to the National Park Service's National Register program for review and approval.

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Although a national program, the National Register is important on a local level because it identifies and evaluates resources according to uniform, professionally recognized standards and criteria. These criteria are specifically designed to help state and local governments, organizations, and individuals identify important historic and archeological resources worthy of preservation and consideration when making local planning and land development decisions. Listing on the National Register highlights the prominence of a resource and helps raise public awareness of its significance.

National Historic Landmarks Program

Properties that are nationally significant and possess exceptional value or quality in illustrating or interpreting the heritage of the nation may be designated as National Historic Landmarks by the Secretary of the Interior. National Historic Landmarks are the highest level of designation within the National Historic Preservation Program.

Authorized in the NHPA, approximately 2,600 properties across the country have been designated as National Historic Landmarks, only a small percentage of which are owned by the federal government. The National Historic Landmarks Program is managed by National Park Service staff, who assist organizations and citizens from across the country in the nomination and review process.

Designation as a National Historic Landmark:

- Ensures that stories of nationally significant historic events, places, or persons are recognized and preserved for the benefit of all citizens;
- Provides the property's historic character with a measure of protection against projects initiated by the federal government; and
- Qualifies a resource for grants, tax credits, and other opportunities when available to help maintain a property's historic character.

Designation as a National Historic Landmark is purely an honorary recognition. It does not give the federal government any ownership rights or regulatory controls with respect to a property.

State Historic Preservation Programs

The NHPA establishes a partnership through which State Historic Preservation Officers are designated in each state to administer the National Historic Preservation Program at the state and local levels. In Pennsylvania, the Director of the Pennsylvania Historical and Museum Commission (PHMC) is the Pennsylvania State Historic Preservation Officer. The Pennsylvania State Historic Preservation Office (PA SHPO) is a division of the PHMC and manages the Commonwealth's preservation program. Federal funding is provided to support the work of the PA SHPO through the Historic Preservation Fund, a yearly allocation authorized by Congress in the federal budget.

Among the duties of the PA SHPO as outlined in the NHPA are to:

- Survey and maintain an inventory of historic resources;
- Manage the National Register process at the state and local levels;
- Prepare and implement a statewide historic preservation plan;

- Assist local governments in developing local historic preservation plans and in becoming Certified Local Governments;
- Administer federal grant, tax credit, and other assistance programs for historic preservation;
- Consult with federal agencies in the Section 106 program;
- Provide public information, education, and training and technical assistance in historic preservation; and
- Cooperate with all levels of government and the private sector to ensure that historic properties are taken into consideration at all levels of planning and development.

State Historic Preservation Offices, including the PA SHPO, are the backbone of the National Historic Preservation Program. They connect the national program to the local level and assure that it is customized to state and local circumstances and interests in accordance with established national standards.

Certified Local Government Program

The NHPA establishes a program through which local governments can become certified to participate in the National Historic Preservation Program. The Certified Local Government Program is a preservation partnership between local, state, and national governments focused on promoting historic preservation at the grass roots level. The program is jointly administered by the National Park Service and the State Historic Preservation Offices in each state, with each local community working through a certification process to become recognized as a Certified Local Government (CLG).

As a CLG, a local government has access to federal grants specifically designated to support local preservation planning as well as technical assistance provided by the SHPO and NPS. Local governments have the opportunity to network with other CLGs through the National Alliance of Preservation Commissions and other programs such as the National Main Street program. Most importantly, however, is the recognition that a CLG has demonstrated the commitment and capability to implement historic preservation planning at a professional level. There are 45 CLGs in Pennsylvania, including Allentown.

Section 106

Section 106 of the NHPA states that federal agencies must take into account the effect of any federal, federally assisted, or federally licensed undertaking on any resource that is included in or eligible for inclusion in the National Register.

Section 106 requires each federal agency to identify and assess the effects of its actions on historic resources. Those actions may directly affect the interests of the public, local residents, or local government. The responsible federal agency must consult with appropriate state and local officials, Native American tribes, applicants for federal assistance, and members of the public and consider their views and concerns about historic preservation issues when making final project decisions.

Effects are resolved by mutual agreement, usually among the affected state's State Historic Preservation Officer, federal agency, and any other involved

parties. The Advisory Council for Historic Preservation oversees the process and may participate in controversial or precedent-setting situations.

Section 106 can be an important vehicle through which historic resources are identified and protected. Additionally, larger Section 106 projects and multiple projects over time have generated considerable information and knowledge on local, regional, and national history.

When a federal undertaking such as a federally funded road project is proposed, the sponsoring agency is responsible for identifying and evaluating for National Register eligibility any resources over 50 years of age located within the area of potential effect of the proposed project. This type of survey is generally coordinated with the State Historic Preservation Office (In Pennsylvania, the PA SHPO) and performed by individuals who meet federal qualifications for architectural history and archeology.

The evaluation of these properties might result in recommendations of eligibility for additional historic resources and/or archeological sites. If it appears that proposed work might have an effect on a listed or eligible resource, the sponsoring agency needs to evaluate the effect and propose solutions for its mitigation.

Section 110

As amended in 1992, Section 110 of the NHPA outlines a broad range of responsibilities for federal agencies that own, manage, or otherwise control historic properties. Among other things, Section 110 calls for federal agencies to establish their own preservation programs that provide for careful consideration of historic properties commensurate with their mission and the effects of their activities on historic properties. The agencies are required to designate qualified Federal Preservation Officers to coordinate their historic preservation activities.

Advisory Council on Historic Preservation

The Advisory Council on Historic Preservation was created by the NHPA as an independent federal agency that promotes the preservation, enhancement, and productive use of our nation's historic resources, and advises the President and Congress on national historic preservation policy.

As directed by the NHPA, the Advisory Council is responsible for recommending administrative and legislative improvements for protecting our nation's heritage; advocate for full consideration of historic values in federal decision making; and reviewing federal programs and policies to promote effectiveness, coordination, and consistency with national preservation policies.

The Advisory Council is an appointed body with twenty-three members that meet four times a year. Day-to-day operations are managed by the Chairman, Executive Committee, and staff. Among its more specific responsibilities is management of the Section 106 review process and working with federal agencies to help improve how they consider historic preservation values in their programs.

Secretary of the Interior’s Standards for the Treatment of Historic Properties

The *Secretary of the Interior’s Standards for the Treatment of Historic Properties* (Standards) were established as part of the NHPA to provide a set of guidelines and standards for the preservation, rehabilitation, restoration, and reconstruction of historic buildings and landscapes. The Standards and accompanying Guidelines are used to advise both federal agencies and the general public on best practices for the treatment of resources listed in or eligible for listing on the National Register of Historic Places. The Standards provide valuable insight into the appropriate treatment of historic resources. The Secretary of the Interior’s Standards are discussed in **Appendix A** of the Historic Preservation Plan.

National Park System and National Park Service

The National Park System is comprised of 419 sites and covers more than 85 million acres. These include 134 historical parks or sites, 83 national monuments, 62 national parks, 25 battlefields or military parks, 19 preserves, 18 recreation areas, 10 seashores, four parkways, three lakeshores, and two reserves. The National Park System preserves and interprets many of the nation’s most significant historic sites.

The National Park System is managed by the National Park Service (NPS). The NPS also helps administer dozens of affiliated sites, the National Register of Historic Places, National Heritage Areas, National Wild and Scenic Rivers, National Historic Landmarks, and National Trails.

The NPS was created by the Organic Act of 1916 with the mission “to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.” The Historic Sites Act of 1935 placed responsibility for the nation’s historic preservation activities with the NPS.

Over the years as federal historic preservation programs have increased, the NPS has played a central role in both administering programs and in providing leadership in conveying and encouraging a preservation ethic nationwide. The NPS is a key player in the National Historic Preservation Program.

One of the most important ways in which the NPS provides support for preservation is by providing technical services. NPS sites within the National Park System are encouraged to engage their local communities as part of their mission. This can be implemented in a variety of ways, including programs for schoolchildren, collaboration in heritage tourism, and support for community initiatives.

National Heritage Area Program

National Heritage Areas are designated by Congress as places where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape. They are places known for their unique culture and identity, as well as for being good places to live and visit. Through their resources, National Heritage Areas tell nationally important stories that

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celebrate our nation's diverse heritage and support the local economy through heritage tourism.

National Heritage Areas are managed locally by designated 'coordinating entities', usually a local non-profit organization, that build public partnerships involving a wide variety of local interests to undertake projects in accordance with an approved management plan. The National Park Service administers the overall National Heritage Area Program nationwide, and partners with, provides technical assistance, and distributes matching federal funds from Congress to the local coordinating entity and its partnerships.

Fifty-five National Heritage Areas have been designated by Congress nationwide as of 2020. Five National Heritage Areas are in Pennsylvania.

National Heritage Areas are lived-in landscapes with a grassroots, community driven approach to heritage conservation and economic development. They collaborate with communities to determine how to make heritage relevant to local interests and needs and to support locally driven historic preservation, natural resource conservation, recreation, heritage tourism, and educational projects.

Heritage Documentation Programs

The *Historic American Building Survey* (HABS), introduced in 1933, was the first of four National Park Service Heritage Documentation Programs created to establish permanent, high quality public records of significant historic resources.

HABS was initially introduced as a make-work New Deal program for unemployed architects and focused on documenting significant, threatened, or rare examples of historic American buildings with measured architectural drawings, large-format photography, and written documentation. The program became permanent as part of the Historic Sites Act of 1935.

In 1969, the *Historic American Engineering Record* (HAER) was established to document historic engineering resources such as bridges, mills, dams, aqueducts, and vessels. The third documentation program, the *Cultural Resources Geographic Information Systems* (CRGIS), was established in 1989 to institutionalize the use of Geographic Information Systems (GIS), Global Positioning Systems (GPS), and Remote Sensing technologies in historic preservation within the National Park System, State Historic Preservation Offices, and Tribal Historic Preservation Offices.

The *Historic American Landscape Survey* (HALS) is the newest component of the program, established in 2000. HALS documents historic American landscapes, including both vernacular and designed landscapes, through drawings, written histories, and photography. Documentation produced through the Heritage Documentation Programs constitutes the nation's largest archive of historic architectural, engineering, and landscape documentation.

In Beverly, it may be desirable to have HABS, HARE, or HALS documentation prepared for specific significant historic resources. Such documentation is often undertaken as a mitigation measure when federal or state actions, such as transportation or utility projects, are determined to impact historic resources.

Federal Historic Preservation Tax Incentives

The Federal Historic Preservation Tax Incentives program was established in 1976 to foster private sector investment in historic preservation projects and promote community revitalization. It is one of the nation's most successful and beneficial community revitalization programs. It has leveraged over \$102 billion in private investment to preserve 45,383 historic properties since 1976.

The Preservation Tax Credit program is targeted for income-producing properties and requires that they be rehabilitated in accordance with the *Secretary of the Interior's Standards*. Eligible properties include properties that are National Historic Landmarks, listed in the National Register, contribute to a National Register District, or have been determined eligible for the National Register.

Preservation tax incentives attract private investment to the historic cores of cities and towns and often provide the additional financing that makes a difficult project viable. The program has been instrumental in the revitalization of urban centers across the country. Through this program, abandoned or underused schools, warehouses, factories, churches, retail stores, apartments, hotels, houses, and offices have been restored to viable economic use in a manner that maintains their historic character.

Tax incentives for preservation established by the Tax Reform Act of 1986 included a 20% tax credit for the rehabilitation of a certified historic structure and a 10% tax credit for the rehabilitation of a non-historic, non-residential building constructed prior to 1936. Both tax credits effectively lower the amount of tax owed; in general, a dollar of tax credit reduces the amount of income tax owed by one dollar.

In December 2017, Congress amended the Internal Revenue Code to reduce tax rates and modify policies, credits, and deductions for individuals and businesses using the tax incentives. Aspects of the 20% Historic Rehabilitation Tax Credit were modified, the 10% tax credit for the rehabilitation of non-historic buildings was repealed, and transition rules were provided for both credits.

The program is jointly managed by the National Park Service and Internal Revenue Service in partnership with State Historic Preservation Offices.

Save America's Treasures

Save America's Treasures is a matching grant program for the preservation and conservation of nationally significant intellectual and cultural artifacts and historic structures and sites, including historic districts, sites, buildings, and objects. Established by President Clinton in 1998 by executive order, the program has been an important source of bricks-and-mortar funding for nationally significant historic properties.

Grants are awarded to federal, state, local, and tribal government entities and non-profit organizations through a competitive matching grant program administered by the National Park Service in partnership with the National Endowment for the Arts, the National Endowment for the Humanities, the

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Institute of Museum and Library Services, and the President's Committee on the Arts and the Humanities.

Today, Save America's Treasures grants are targeted primarily for properties recognized as National Historic Landmarks. The Save America's Treasures grant program is funding \$16 million in project work in FY2020.

Preserve America

Preserve America is a federal initiative that recognizes and designates communities that protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through education and heritage tourism programs. Since the program began in 2003, over 900 communities have been designated as Preserve America Communities throughout the country.

Benefits of participation in the Preserve America program include recognition, promotion, and the ability for communities to apply for planning grants. Grants are awarded in five categories: research and documentation, planning, interpretation and education, marketing, and training. The grant program helps local communities develop sustainable resource management strategies and sound business practices for the continued preservation and use of heritage assets. Successful projects feature public-private partnerships and serve as models to communities nationwide for work in heritage tourism, historic preservation, education, and economic development. More than \$20 million in matching grants was awarded to 259 projects throughout the country between 2006 and 2009.

The Preserve America program was created in 2003 by executive order by President George W. Bush. It was permanently authorized as part of legislation passed by Congress and signed by President Obama in March, 2009. Management of the program is led by the Advisory Council on Historic Preservation and Department of the Interior. Though authorized, the Preserve America grant program was targeted for termination by the Obama Administration and has not been funded by Congress since 2010. It is possible that this popular program will not be resumed in its past format but may be replaced by a similar program in the future.

Additional Grant Programs

Periodically, as appropriated by Congress, the National Park Service provides grants for other special programs and initiatives that have been identified. Grants are currently being offered for projects that preserve African American Civil Rights History and for preservation projects at Historically Black Colleges and Universities listed on the National Register of Historic Places.

National Environmental Policy Act of 1969

The National Environmental Policy Act (NEPA) was one of the first laws written establishing a broad national framework for protecting our environment. NEPA assures that all branches of government give proper consideration to the environment prior to undertaking any major federal action that might significantly affect the environment.

NEPA states that it is the policy of the federal government to preserve important historic, cultural, and natural aspects of the nation's heritage. NEPA requires Federal agencies to conduct interdisciplinary investigations and prepare environmental impact statements prior to making decisions about projects that have the potential to impact the quality of the human environment.

Similar to Section 106, NEPA is triggered by projects using federal monies. Investigations conducted under NEPA cover a broad range of environmental issues, including the identification of impacts on historic resources. Projects in Pennsylvania that are funded by the federal government require compliance with NEPA.

PENNSYLVANIA STATE HISTORIC PRESERVATION PROGRAM

Pennsylvania's State Historic Preservation Program is managed under the authority of Pennsylvania Historical and Museum Commission (PHMC). The PHMC is the official history agency of the Commonwealth of Pennsylvania. Oversight of the PHMC is provided by a board of Commissioners appointed by the Governor.

Created in 1945, the PHMC is responsible for the collection, conservation, and interpretation of Pennsylvania's historic heritage. This is accomplished through four divisions, the:

- Pennsylvania State Archives,
- State Museum of Pennsylvania,
- Pennsylvania Trails of History (historic sites and museums),
- Pennsylvania State Historic Preservation Office, and
- Bureau of Management Services.

Pennsylvania State Historic Preservation Office

The Pennsylvania State Historic Preservation Office (PA SHPO) is a bureau within the PHMC. The PA SHPO is responsible for administering state and federal historic preservation programs in Pennsylvania. The Executive Director of the PHMC serves as the State Historic Preservation Officer (SHPO) in accordance with federal historic preservation programs as outlined in the National Historic Preservation Act of 1966 (NHPA), discussed in the preceding section.

The PA SHPO's core responsibilities include:

- To undertake the duties of Pennsylvania's State Historic Preservation Office;
- Consult with state and federal agencies and their applicants in accordance with the State History Code and Section 106 of the National Historic Preservation Act (36 CFR Part 800);
- Establish and maintain Historic Preservation Review Board;
- Prepare statewide historic preservation plan every five years;
- Administer the National Register of Historic Places program;
- Populate the Cultural Resources Geographic Information System;

NATIONAL AND STATE PRESERVATION PROGRAMS

- Administer the Certified Local Government and Local Historic District Act Programs;
- Review and assist property owners applying for the State and/or Federal Rehabilitation Tax Credits;
- Administer the Keystone Historic Preservation Grant program;
- Administer the Historical Marker program;
- Provide technical assistance and training to the public, local governments, state and federal agencies, historical societies and other professional organizations throughout the Commonwealth.

Like politics, all preservation is local. For that reason, historic preservation is most effective in places where it is fostered and managed at the community level. To help municipalities and local organizations achieve these goals, the PA SHPO offers technical assistance, advice, and educational programs on a variety of planning and revitalization strategies and initiatives.

National Register of Historic Places and Pennsylvania Register of Historic Places

The official lists of historically significant properties in Massachusetts are the National Register of Historic Places and State Register of Historic Places. The National Register is administered by the National Park Service in association with State Historic Preservation Offices and is discussed earlier in this chapter. There are over 3,479 Pennsylvania listings in the National Register.

In the role of manager of the National Register program in Pennsylvania, the duties of the PA SHPO include:

- Evaluating National Register eligibility,
- Making the official nomination of resources to the National Register of Historic Places,
- Providing information on historic properties, including National Register and National Historic Landmark listings,
- Providing guidance on conducting architectural and historic surveys, and
- Providing technical assistance to preparers of National Register nominations

The Pennsylvania History Code (Chapter 5, sect;502(2), of the Pennsylvania Consolidated Statute, Title 37, Historical and Museums) empowers the PHMC to compile, maintain, revise, and publish a selected inventory of significant historic resources in the Commonwealth, to be known as the Pennsylvania Register of Historic Places, pursuant to criteria of significance approved by the PHMC.

The policy and practice of the PHMC is and has been that properties listed in or eligible for the National Register of Historic Places shall constitute the Pennsylvania Register of Historic Places. The PHMC's policy of maintaining a Pennsylvania Register of Historic Places parallels those listed in or eligible for the National Register of Historic Places.

Survey Programs

PA SHPO manages two survey programs for identifying and recording older and historic places in Pennsylvania: Pennsylvania Above Ground Survey (PAGS) and Pennsylvania Archaeological Site Survey (PASS). Surveys may be undertaken for a variety of planning or compliance purposes.

The Pennsylvania Above Ground Survey program collects and shares data about the Commonwealth's older and historic above ground places, such as buildings, farms, bridges, downtowns, neighborhoods, industrial areas, and landscapes.

The Pennsylvania Archaeological Site Survey is the statewide inventory of over 25,000 recorded archaeological sites, representing 16,000 years of Pennsylvania's history. Archaeological sites have been recorded in Pennsylvania since the 1940s based on information collected by avocational archaeologists, university researchers, museums, and consulting archaeologists.

The PA SHPO establishes processes and methodology for survey work, reviews products, and provides technical assistance. Information collected through these survey programs is added to Pennsylvania's statewide inventory of buildings, sites, structures, objects and districts and is available online through PA SHPO's Cultural Resources Geographic Information System (CRGIS).

Cultural Resources Geographic Information System

The PA SHPO's Cultural Resources Geographic Information System (CRGIS) is an online map-based inventory of the historic and archaeological sites and surveys stored in the files of the PA SHPO. Public access to CRGIS is provided through the PA SHPO website and can be searched by location.

The PHMC has been collecting information concerning archaeological sites and historic resources for the greater part of a century. Currently there are approximately 25,300 archaeological sites and 136,000 historic properties in these files. Access to these paper records is free and open to the public by appointment at the PA SHPO office in Harrisburg. CRGIS is a means of accessing some of these data online through the internet

CRGIS is a partnership between the PHMC and PennDOT, with financial support from the Federal Highway Administration, the Baltimore District of the Army Corp of Engineers, and the Pennsylvania Department of Environmental Protection.

Certified Local Government Program

The PA SHPO administers the federal Certified Local Government (CLG) program in Pennsylvania in association with the National Park Service. Described earlier in this section in association with the National Historic Preservation Act, 45 Pennsylvania communities participate in the CLG program.

Becoming a CLG demonstrates a community's readiness to take on preservation projects and be successful when seeking other opportunities for community revitalization and development using local historic assets. Certification provides communities access to expert technical advice from the PA SHPO and the NPS and provides access to federal grant monies set aside specifically for CLGs.

NATIONAL AND STATE PRESERVATION PROGRAMS

The CLG grant program provides financial support to participating communities to develop the tools, products, programs, and services they need to administer their local preservation programs effectively and in accordance with CLG guidelines and procedures.

Grant funds may be used to create standalone products or be leveraged to contribute to larger efforts such as a community's comprehensive planning process or Main Street program. Examples of eligible projects include:

- Design Guidelines,
- Revitalization and Preservation Plans,
- Comprehensive Plan Elements,
- Historic Resource Surveys,
- National Register Nominations, and
- Training Programs.

CLG grants require matching funds consistent with the published guidelines for that grant round.

Keystone Historic Preservation Grants

The PA SHPO administers two Keystone Historic Preservation grant programs available to nonprofit organizations and local governments.

Keystone Historic Preservation Planning Grant: As established under the Keystone Recreation, Park and Conservation Fund, funding under the Keystone Historic Preservation Planning Grant program is available to nonprofit organizations and local governments for the planning and development for publicly accessible historic resources listed in or eligible for listing in the National Register of Historic Places.

Grants may range from between \$5,000 and \$25,000 and require a 50/50 match. The purpose of the grant is to support projects that identify, preserve, promote and protect historic and archaeological resources of Pennsylvania for both the benefit of the public and the revitalization of communities.

Funding is available in the categories of:

- Cultural Resource Surveys,
- National Register Nominations,
- Planning and Development Assistance, and
- Archaeology.

Keystone Historic Preservation Construction Grant: PHMC provides funding for construction activities through its Keystone Historic Preservation Construction Grants with revenue from the Commonwealth's Keystone Recreation, Park and Conservation Fund. Funding is available to nonprofit organizations and local governments for small construction projects for publicly accessible historic resources.

Grants may range from between \$5,000 and \$100,000 and require a 50/50 match. The purpose of the grant is to support projects that rehabilitate, restore, or preserve historic resources listed in or eligible for listing in the National Register of Historic Places.

Federal and State Rehabilitation Tax Incentives

The federal and state rehabilitation tax credit programs promote the rehabilitation of the Commonwealth's historically significant properties, while also serving as key economic development tools for the revitalization of historic communities. The Federal Historic Preservation Incentives program, established for income-producing buildings and discussed earlier in this Appendix, offers a federal income tax credit equal to 20% of qualified rehabilitation expenditures on a historic property.

Pennsylvania's Department of Community and Economic Development (DCED) manages a Historic Preservation Tax Credit (HPTC) program in Pennsylvania. The HPTC provides tax credits to qualified taxpayers who will be completing the restoration of a qualified historic structure into an income producing property. All projects must include a qualified rehabilitation plan that is approved by the PHMC as being consistent with the Secretary of the Interior's Standards for Rehabilitation.

Tax credits may be applied against the tax liability of a qualified taxpayer which includes an individual, corporation, business trust, limited liability company, limited liability partnership or any other form of legal business entity. The tax credits awarded to a qualified taxpayer shall not exceed 25% of the qualified expenditures as determined by the application in connection with the completed project. Tax credit awards can be increased to 30% of the qualified expenditures in connection with a workforce housing completed project.

The total tax credits awarded to a qualified taxpayer may not exceed \$500,000 in any fiscal year. The Commonwealth issues no more than \$ 5,000,000 in tax credits per fiscal year. Credits are awarded equitably for projects in each region of the commonwealth.

Section 106 and State Environmental Compliance

PHMC staff reviews a variety of projects related to federal and state agencies' compliance with both federal and state laws for the protection of historic properties. At the federal level, project reviews are generally undertaken in compliance with Section 106 of the National Historic Preservation Act, discussed earlier in this section.

Section 106 involves federal, federally assisted, or federally licensed undertakings. PA SHPO staff works with the applicable federal agency involved and others to identify impacts on resources that are listed or eligible for listing in the National Register of Historic Places.

Federal and state environmental reviews frequently require architectural or archeological surveys of the impacted area be undertaken by qualified private sector professionals. Over the years, these surveys add considerably to the number of properties included in the state Inventory of historic resources. The reports generated identifying and assessing the effects on historic resources are reviewed by PA SHPO staff. Environmental review projects frequently impact historic communities. The review of transportation projects is undertaken by PennDOT staff.

Pennsylvania State Historic Preservation Plan 2018-2023

Every five years, as required by the National Historic Preservation Act and the receipt of federal funding support for the state historic preservation program, the PA SHPO updates its state historic preservation plan. The most recent state historic preservation plan was prepared in 2018.

Pennsylvania's statewide historic preservation plan provides a framework of activities and goals that will help Pennsylvanians:

- better understand historic preservation and its benefits;
- appreciate their own histories and their shared histories as told through historic places; and
- balance history, economics and development to manage change within their communities.

The statewide plan reflects the input, discussion, and hard work of many individuals representing many different agencies and groups. Its goal is to provide all of the preservation partners, including municipal governments, state agencies, regional and statewide organizations and the PA SHPO with a clear direction on how best to protect the irreplaceable historic and cultural resources of Pennsylvania. The current plan outlines new priorities for the 2018-2023 period. The plan is meant to be useful for all preservation partners at the local, state, and national levels.



APPENDIX C – SUMMARY OF RECOMMENDATIONS

A Summary of Recommendations has been prepared for the City of Allentown’s Historic Preservation Plan that reflects the strategies, recommendations, and priorities discussed in Chapters 2 through 5 of the Preservation Plan. The Summary is presented in the form of a matrix on the following pages.

Each of the numbered recommendations included in Chapters 2 through 5 is listed in the matrix in same order as it appears in the chapters and under the appropriate topic or heading. For each recommendation, the matrix outlines the **Priority/Timeframe** for implementation, the entity with **Principal Management/Oversight** responsibility for implementation, and **Notes** which with any particular information pertinent to that recommendation.

Timeframes are presented as **Short Term** (1 to 2 years), **Mid Term** (2 to 5 years) or **Long Term** (more than 5 years). Recommendations of **High Priority** are noted as such. Most of these High Priority recommendations are gathered and presented in Chapter 1, *Introduction and Summary*, of the Preservation Plan.

A number of recommendations are listed as **Ongoing** with respect to timeframe. For the most part, these Ongoing recommendations are best practices to be included in the regular activities of the responsible entity.

As discussed in Chapter 1, Chapters 2 through 5 include a number of Preservation Plan conclusions titled as **Guidance**. These items are activities in current practice and do not represent a recommended change or future action. “Guidance” items are very important to the Historic Preservation Plan but are not included in the Summary of Recommendations below.

Please note that the City or responsible entities may choose not to implement recommendations of the Historic Preservation Plan either within the timeframes listed or ever. The plan’s recommendations are just that – recommendations. They are not mandated. Some recommendations require the support of local residents and in some cases must be initiated by them. Some recommendations may be implemented in a different way than suggested here. Changing conditions and priorities may occur and evolve. New issues, opportunities, and initiatives may arise. A great deal is dependent upon the interests and capacities of residents, neighborhoods, and partnering organizations.

Abbreviations

AEDC	Allentown Economic Development Corporation
ANIZDA	Allentown Neighborhood Improvement Zone Development Authority
BSS	Bureau of Building Standards and Safety
CED	Department of Community and Economic Development
HARB	Historic Architectural Review Board
HFG	Office of Housing and Federal Grants
Parks	Department of Parks and Recreation
Planning	Bureau of Planning and Zoning
Zoning	Zoning Hearing Board

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Action Matrix				
Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Chapter 2 - Historical Development & Resources				
2.1	Prepare an update of Allentown’s history from 1987 to the present as a continuation of <i>Allentown 1762-1987</i> . Use articles prepared covering 1987 to 1997 and prepare new writings weaving them together and continuing the history to the present.	Medium and Long Term	Historical Commission, HARB	Action may be implemented by a partner such as the Lehigh County Historical Society
Chapter 3 - Planning Context				
Downtown Allentown				
3.1	Within the Center City Hamilton Street corridor, establish as City policy that remaining historic buildings should be preserved and rehabilitated as part of the Center City urban aesthetic. Exceptions should only be allowed under extraordinary circumstances.	High Priority / Short Term	Planning, ANIZDA, Historical Commission	Seek support from the Mayor and City Council
3.2	Strengthen the Hamilton Street Overlay District review process in the preservation and appropriate treatment of historic buildings and building fabric in accordance with the Secretary of the Interior’s Standards for Rehabilitation.	High Priority / Short Term	Planning, ANIZDA, Historical Commission	
3.3	Prepare a Master Plan for Adaptive Reuse for existing historic buildings along Center City’s Hamilton Street corridor that applies the same level of thoughtfulness and creativity to the rehabilitation and adaptive reuse of remaining historic buildings that was given to the design of new buildings in <i>Downtown Allentown</i> . Incorporate the Master Plan into the planning and implementation of projects in Center City.	High Priority / Short Term	Planning, ANIZDA, Historical Commission	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Hamilton Street Historic Resource Survey				
3.4	Prepare nominations for listing on the National Register of Historic Places for Grade A buildings along Hamilton Street in Center City that have been determined to be eligible but that are not yet listed.	Medium Priority / Mid Term	Planning, ANIZDA, Historical Commission	
3.5	Use the <i>Hamilton Street Historic Resource Inventory</i> to help guide the future treatment of inventoried historic buildings in Center City. Add information to the GIS data compiled for individual buildings including identification of character defining features and materials and the identification of non-contributing features that may be removed.	Medium Priority / Short Term to become Ongoing	Planning, ANIZDA, Historical Commission	
Upside Allentown: Safe and Healthy Neighborhoods				
3.6	Actively support implementation of the <i>Upside Allentown</i> plan for the revitalization and enhancement of Center City neighborhoods. Use state and federal CLG and other sources of historic preservation funding to support the plan where possible.	Medium Priority / Ongoing	CED, Planning, HFG	
3.7	Amend <i>Upside Allentown's</i> guiding principles to include the recognition and enhancement of existing historic neighborhood character .	Medium Priority / Mid Term	CED, Planning, Historical Commission	
3.8	Amend the design portion of the <i>Upside Allentown</i> plan to promote, encourage, and support treatments that preserve and enhance historic building and neighborhood character.	Medium Priority / Mid Term	CED, Planning, Historical Commission	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
3.9	Add information and mechanisms to <i>Upside Allentown's</i> Housing actions to assure that maintenance and improvement programs are implemented in accordance with basic historic preservation principles – preserving and appropriately treating the authentic character defining features and materials of historic residences.	Medium Priority / Mid Term	CED, Planning, Historical Commission	
Connecting Jordan Heights: Action Strategies for Neighborhood Revitalization				
3.10	Revisit the recommendations outlined in <i>Connecting Jordan Heights</i> in the context of <i>Upside Allentown</i> and <i>Allentown Vision 2030</i> for possible implementation in the revitalization of the neighborhood. Update, revise, and further develop the plan as appropriate.	Medium Priority / Mid Term to Long Term	Planning	
3.11	Use <i>Connecting Jordan Heights</i> as a model for the development of neighborhood plans for other localized areas of Allentown as proposed in <i>Allentown Vision 2030</i> . Develop a more complete methodology for neighborhood plans within the City based upon the experience of <i>Connecting Jordan Heights</i> .	Medium Priority / Mid Term to Long Term	Planning	
3.12	Strengthen the discussion and assessment of historic neighborhood character in the updating of <i>Connecting Jordan Heights</i> and in the preparation of neighborhood plans in general.	Medium Priority / Mid Term to Long Term	Planning	
Five-Year Consolidated Plan				
3.13	Highlight issues and strategies identified in the City's <i>Five-Year Consolidated Plan</i> in addressing the needs of Allentown's historic low income neighborhoods. Support the use these strategies for the targeted revitalization of historic low income neighborhoods.	High Priority / Ongoing	CED, Planning, HFG	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Allentown Vision 2030				
3.14	Use Neighborhood Master Plans as a means of identifying existing conditions, assessing issues and opportunities, and implementing targeted actions for the revitalization and enhancement of Allentown’s neighborhoods. Use the planning process to engage residents and build support for neighborhood action.	High Priority / Mid Term to become Ongoing	Planning, Historical Commission	
3.15	Use Neighborhood Mixed-use Overlay Districts to strengthen existing historic neighborhoods . Use historic preservation principles and context sensitive design in their implementation.	Medium Priority / Long Term	Planning	
3.16	Expand the concept of historical significance suggested in the comprehensive plan’s action ED4a to recognize that most buildings within the City are of historical significance and should be appropriately treated.	Medium Priority / Short Term	Planning, Historical Commission	
3.17	Encourage and support the adaptive reuse and appropriate treatment of historic buildings throughout Allentown.	Medium Priority / Ongoing	Planning, Historical Commission	
3.18	Support the remediation and adaptive reuse of historic brownfield sites. Retain and adaptively reuse remaining historic buildings whenever possible.	Medium Priority / Long Term	CED, AEDC	
3.19	Support the establishment of entertainment and cultural districts and programs within the City, especially those that feature historic buildings and stories.	Medium Priority / Long Term	CED, Planning	See Chapter 5 on establishing a Citywide interpretive plan
3.20	Support housing strategies and recommendations of the Comprehensive Plan that will help strengthen and enhance historic neighborhoods.	Medium Priority / Long Term	CED, Planning, HFG	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
3.21	Incorporate this Historic Preservation Plan as an implementation element of <i>Allentown Vision 2030</i> , the City's 2019 Comprehensive Plan.	High Priority / Short Term to become Ongoing	CED, Planning	
3.22	Through neighborhood planning , identify actions that should be implemented to enhance historic neighborhood identity, livability, and character through streetscape improvements ; traffic calming; and gateway, wayfinding, and neighborhood branding and signage.	Medium Priority / Mid Term to become Ongoing	CED, Planning	First of long-term program; may be phased
3.23	Support neighborhood associations in the engagement of residents and in the planning and implementation of enhancement of historic neighborhoods.	Medium Priority / Mid Term to become Ongoing	CED, Planning	
3.24	Support placemaking and programming that strengthens neighborhood identity and engages the full range of a neighborhood's culturally diverse residents.	Medium Priority / Mid Term to become Ongoing	CED, Planning, Non-profit Partners	
3.25	Support environmental actions that enhance neighborhood character and wellbeing. Include expansion of green infrastructure in neighborhoods and the use and treatment of Allentown's historic park system .	Medium Priority / Long Term	CED, Planning, Parks	See recommendations on the City park system in Chapter 5
3.26	Support and implement established energy efficiency techniques that preserve the character and and integrity of historic housing in neighborhoods. Be guided by energy efficiency guidelines outlined in the Secretary of the Interior's Standards for the Treatment of Historic Buildings.	Low Priority / Long Term	CED, Planning, HFG, Non-profit Partners	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Chapter 4 - Allentown's Historic Preservation Program				
Whole-of-City Approach				
4.1	Take a whole-of-city approach to historic preservation in Allentown. The historic resources and historic character of every neighborhood, corridor, and area of the City should be recognized, valued, and taken into consideration when planning for change and enhancement.	High Priority / Ongoing	Planning, Historical Commission, HARB	
Certified Local Government				
4.2	Implement priority actions outlined in this chapter relative to resource inventories, conservation districts, historical commission responsibilities, and public outreach to broaden and enhance the City's Historic Preservation Program.	High Priority / Ongoing	Planning, Historical Commission, HARB	
4.3	Develop a menu of desirable mitigation measures that would support historic preservation in Allentown and could be used to mitigate unavoidable adverse impacts due to HUD funded projects.	Medium Priority / Mid Term	Planning, Historical Commission	
4.4	Consider the establishment of small grant programs for the rehabilitation of historic residences and businesses in historic low income neighborhoods as a possible mitigation vehicle.	Medium Priority / Mid Term	Planning, Historical Commission, HARB	
Historic Architectural Review Board (HARB)				
4.5	Concentrate upon the review of the three existing local historic districts for the foreseeable future. Do not seek to expand the existing districts or create new districts unless such initiatives have strong leadership from local property owners.	High Priority / Ongoing	HARB, Planning	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
4.6	Establish and maintain a close working relationship between staff of Building Permits and Inspections and the Bureau of Planning in the resolution of code violations in a manner that respects HARB processes and historic district <i>Guidelines</i> . Establish a formal structure through which such coordination as a matter of regular process.	Medium Priority / Short Term to become Ongoing	Planning, BSS	
4.7	Participate in periodic, ongoing training in historic preservation to enhance the qualifications and experience of members of the HARB.	Medium Priority / Ongoing	HARB, Planning	
4.8	Require Bureau of Planning and Zoning and Building Permits and Inspections staff to participate in periodic, ongoing training in historic preservation principles and application of the <i>Secretary of the Interior's Standards for the Treatment of Historic Properties</i> .	Medium Priority / Ongoing	Planning, BSS	
Historical Commission				
4.9	Consider establishing a Historical Commission separate from the HARB to focus on topics and issues related to historic preservation Citywide. Maintain a close, coordinated relationship with the HARB.	High Priority / Mid Term	Planning, Historical Commission	Requires approval of Mayor and City Council
4.10	If a Historical Commission is not established, expand the role of the HARB in addressing Citywide preservation issues in a systematic manner as outlined below.	High Priority / Mid Term	Planning, HARB	
4.11	Organize the Historical Commission to take on the roles and responsibilities of a municipal historical commission and the leadership and coordination of Allentown's Historic Preservation Program as outlined in this plan.	Medium Priority / Mid Term to become Ongoing	Planning, Historical Commission	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
4.12	Have the Historic Preservation Planning Officer in the Bureau of Planning and Zoning provide staff services to the Historical Commission as he/she does for the HARB.	Medium Priority / Ongoing	Planning	
4.13	Organize Historical Commission members to engage, monitor, and maintain relationships with City boards, commissions, and committees and their activities.	Medium Priority / Ongoing	Planning, Historical Commission	
4.14	Prepare a work plan for the year crafted within the capabilities of the appointed membership of the Historical Commission. Include elements related to key topics outlined in this chapter. Assess the progress in execution of the work plan at monthly meetings and make adjustments as necessary.	Medium Priority / Ongoing	Planning, Historical Commission	
4.15	Prepare an annual report to the Mayor, City Council, and Planning Commission, reviewing the condition of historic resources in Allentown.	Medium Priority / Ongoing	Planning, Historical Commission	
4.16	Have the professional historic preservation consultant serving the HARB provide background, support, and recommendations to the Historical Commission for design review and other Citywide preservation issues on an as-needed basis.	Medium Priority / Ongoing	Planning	
Local Historic Districts				
4.17	Continue to target the three local historic districts for public improvements such as curbs and sidewalks, street signage, pedestrian lighting, street trees, and other supporting infrastructure.	Medium Priority / Long Term	CED, Planning, HFG	
4.18	Establish a program of incentives for the rehabilitation and appropriate treatment of historic buildings within the three historic districts, perhaps working with local banks on a low interest loan program and small grants program focused on lower income property owners.	Medium Priority / Medium Term	CED, Planning, Non-profit Partners	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
4.19	Establish and promote an awards program for property owners who have undertaken exemplary rehabilitation projects within the historic districts.	Low Priority / Long Term	HARB	
4.20	Organize special training programs for landlords that also benefit tenants that not just inform on property maintenance but on property management and maintaining safety as well.	Low Priority / Long Term	CED, Planning, Non-profit Partners	
Local Historic Landmarks				
4.21	Establish a Local Historic Landmarks program in Allentown through the designation of single site historic districts focusing on prominent public buildings and landscapes worthy of enhanced long-term oversight and protection. Establish a list of public properties to be designated as Local Landmarks.	Medium Priority / Long Term	Planning, Historical Commission	
4.22	Invite non-profit organizations to have their historic buildings and landscapes designated as Local Historic Landscapes in order to provide long-term oversight and protection.	Low Priority / Long Term	Planning, Historical Commission	
4.23	Invite the private owners of historic properties to participate in the Landmarks program as a means of providing long-term protection of their historic properties.	Low Priority / Long Term	Planning, Historical Commission	
Historic Resource Inventories				
4.24	Undertake a long-term program of inventory of historic resources in Allentown in support of neighborhood and community planning as outlined in <i>Allentown Vision 2030</i> . Use the City's CLG grants as a primary source of funding for the long-term program.	High Priority / Medium to become Ongoing	Planning, Historical Commission	Focus for future CLG grants
4.25	Include the inventory of historic resources in neighborhood plans being prepared by the City to inform planning efforts and the revitalization of historic neighborhoods.	Medium Priority / Mid Term to become Ongoing	Planning	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
National Register of Historic Places				
4.26	Encourage the nomination of individual buildings and neighborhood historic districts to the National Register of Historic Places. Focus especially on entire historic neighborhoods	Low Priority / Long Term	Planning, Historical Commission	
4.27	Focus CLG grant funding on historic resource inventories as discussed in the previous section of this plan, but consider the preparation of National Register nominations that include resource inventories in lieu of inventories alone when opportunities permit.	Low Priority / Long Term	Planning, Historical Commission	
4.28	Seek other funding sources to support the preparation of nominations of both individual resources and historic districts to the National Register.	Low Priority / Long Term	Planning, Historical Commission	
Conservation Districts				
4.29	Establish a program for the designation of Local Conservation Districts in Allentown under the City's Historic District Ordinance. Use the program to support neighborhood and corridor planning as outlined in <i>Allentown Vision 2030</i> .	High Priority / Medium to Ongoing	Planning, Historical Commission	
4.30	Encourage individual neighborhood groups to use the Local Conservation District program to protect the character of their historic neighborhoods.	Medium Priority / Ongoing	Planning, Historical Commission	
Traditional Neighborhood Development Overlay Districts (THDO)				
4.31	Include basic requirements for the appropriate treatment of existing historic buildings and building fabric within the TNDO District.	Medium Priority / Mid Term	Planning, Zoning	Requires ordinance revision

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
4.32	Prepare a set of design guidelines for the TNDO to include context sensitive design for new construction and basic guidelines for the treatment of historic buildings. The design guidelines should be more specific than those currently in the Article 1314.02 and should be illustrated.	Medium Priority / Mid Term	Planning	
4.33	Specify that reviews and approvals are to be undertaken by Bureau of Planning and Zoning staff with appeals to the HARB.	Medium Priority / Mid Term	Planning, Zoning	
4.34	Facilitate the process for approval of appropriate retail and commercial uses in residential areas provided that the uses serve surrounding residents, increase the vitality of the neighborhood, and are supported by residents.	Medium Priority / Ongoing	Planning, Zoning	
4.35	Take the former use of buildings proposed for commercial use into account. Buildings that previously housed neighborhood commercial uses and retain historic commercial features should be considered more appropriate for commercial use today than buildings that never had commercial uses. Their commercial features should be preserved and rehabilitated in the new approved use.	Medium Priority / Ongoing	Planning, Zoning	
4.36	Locations in existing historic neighborhoods to be zoned as Mixed-use Neighborhood Overlay Districts as proposed in <i>Allentown Vision 2030</i> should be locations of previous historic neighborhood commercial activity and should prioritize preservation and rehabilitation of historic commercial buildings.	Medium Priority / Ongoing	Planning, Zoning	
Historic Building Demolition Overlay District (HBDO)				
4.37	Explicitly state in the ordinance's purpose that it is City policy that historic buildings should be preserved and appropriately treated in support of historic neighborhood character and that partial demolition and demolition by neglect should not be permitted.	Medium Priority / Mid Term	Planning, Zoning	Requires ordinance revision

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
4.38	Expand the area of the Historic Building Demolition Overlay District (HBDO) to match the area of the Traditional Neighborhood Development Overlay District (TNDO).	Medium Priority / Ongoing	Planning, Zoning	
4.39	When demolition of a historic building is permitted for any reason, require mitigation measures that will directly support historic preservation in Allentown over and above any other potential public benefit. Mitigation measures should be negotiated between the Zoning Hearing Board and the applicant with input from the HARB and Historical Commission.	Medium Priority / Mid Term	Planning, Zoning, HARB, Historical Commission	
4.40	Closely coordinate issues related to partial demolition and demolition by neglect with the Bureau of Building Standards and Safety.	Medium Priority / Ongoing	Planning	
4.41	Require members of the Zoning Hearing Board to attend periodic workshops and training sessions on City planning related to implementation of <i>Allentown Vision 2030</i> , historic preservation principles and processes, and the preservation of historic neighborhood character in Allentown. Training would be similar to that proposed for the Bureau of Building and Standards staff and HARB members.	Medium Priority / Ongoing	Planning, Zoning	
Neighborhoods and Public Outreach				
4.42	Provide information and links to information on the maintenance and appropriate treatment of historic properties on the Historic Preservation page on the City's website .	Medium Priority / Mid Term	Planning, Historical Commission	Requires approval of Mayor and City Council
4.43	Work with neighborhood associations representing historic neighborhoods in Allentown in providing information, workshops, and technical assistance to property owners on the maintenance and appropriate treatment of historic properties.	Medium Priority / Ongoing	Planning, Historical Commission	Requires approval of Mayor and City Council

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Chapter 5 - Municipal Planning and Policy				
City Policy and Leadership				
5.1	Continue to provide leadership in establishing municipal economic and revitalization policies that enhance community character and allocate the necessary resources toward their realization.	High Priority / Ongoing	Mayor, City Council	
5.2	Recognize the role of historic and cultural resources as character defining features in community identity, character, and local quality of life.	High Priority / Ongoing	Mayor, City Council	
5.3	Incorporate historic preservation values, principles, and processes into municipal policy, planning, and programs at all levels of municipal activity.	High Priority / Ongoing	Mayor, City Council	
Allentown Vision 2030				
5.4	Recognize this Historic Preservation Plan as <i>Allentown Vision 2030's</i> historic preservation element and implement the Preservation Plan's strategies and recommendations in support of the Comprehensive Plan.	High Priority / Ongoing	Planning	
5.5	Recognize historic and cultural resources as character defining features of community identity, character, and local quality of life in the City's vision.	High Priority / Ongoing	Planning	
5.6	Support the key themes, strategies, and recommendations of <i>Allentown Vision 2030</i> through adoption of historic preservation values, principles, and processes in addressing actions to be undertaken in implementation of the Comprehensive Plan.	High Priority / Ongoing	Planning	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
5.7	Develop models of best practices in planning that focus on preservation and enhancement of neighborhood and community character.	Medium Priority / Ongoing	Planning	
Neighborhood Revitalization - Office of Housing and Federal Grants				
5.8	Coordinate HUD funded projects with the policies, recommendations, and priorities outlined in Allentown Vision 2030 , the City's 2019 Comprehensive Plan.	Medium Priority / Ongoing	CED, HFG	
5.9	Support non-profit housing and community development organizations in the revitalization of Allentown's low income communities.	Medium Priority / Ongoing	CED, HFG	
5.10	Coordinate non-profit programs with revitalization initiatives outlined in Allentown Vision 2030 and local neighborhood revitalization plans.	Medium Priority / Ongoing	CED, HFG	
5.11	Encourage incorporation of historic preservation principles into non-profit programs supporting the enhancement of historic neighborhood character.	Medium Priority / Ongoing	CED, HFG, Non-profit Partners	
Code Enforcement - Bureau of Standadr and Safety				
5.12	Acknowledge the importance of the City's property maintenance and inspection programs not only for life safety but also with respect to the preserving historic neighborhood character, especially with regard to demolition by neglect.	Medium Priority / Ongoing	BSS	
5.13	Develop a formal process through which close coordination is established between Bureau of Building Standards and Safety staff and Bureau of Planning staff with respect to code violations in the City's three local historic districts.	Medium Priority / Short Term to become Ongoing	BSS, Planning	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
5.14	Develop a process through which code violations within the three local historic districts are immediately transmitted to Bureau of Planning staff when citations are issued for review and compliance with Historic District Ordinance guidelines. If necessary, bring citations to the HARB for review.	Medium Priority / Short Term to become Ongoing	BSS, Planning	
5.15	Continue to actively assure that demolition by neglect is not permitted within the City and that property owners are required to stabilize, maintain, and prevent deterioration that may threaten the features, fabric, and structure of historic buildings.	Medium Priority / Ongoing	BSS, Planning	
5.16	Provide periodic workshops and training to code enforcement staff on historic preservation principles and treatment guidelines so that they can encourage appropriate treatment of historic buildings and help educate property owners and residents on a day-to-day basis.	Medium Priority / Ongoing	BSS	
5.17	Encourage maintenance approaches that preserve historic building fabric and features throughout the City and in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.	Medium Priority / Ongoing	BSS, Planning	
Allentown's Historic Park System				
5.18	Prepare an updated Master Plan for Allentown's park system recognizing the historical significance of its landscapes and features and using a cultural landscape approach to its assessment and treatment.	High Priority / Mid Term	Parks, Planning	Potential for non-profit grant
5.19	Prepare a history of the park system's development in support of the Master Plan, the recognition of historic features and landscapes, and as a basis for future interpretation.	Medium Priority / Long Term	Parks	Potential for non-profit grant
5.20	Beginning with the Master Plan, undertake a long-term historic resource inventory of historic features within the park system.	High Priority / Long Term	Parks	Potential for non-profit grant

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
5.21	Implement a long-term program for interpretation of the parks and their resources using web-based content, downloadable and printed content, onsite exhibits and artwork, and living history programming.	Medium Priority / Long Term	Parks	See Community Interpretative Presentation below
5.22	Prepare cultural landscape reports for historically significant parks within the system outlining the history, significance, condition, and guidelines for their future treatment.	High Priority / Long Term	Parks	Potential for non-profit grants
5.23	Prepare historic structure reports for historic buildings within the park system outlining their history, significance, condition, and treatment guidelines.	High Term / Long term	Parks	Potential for non-profit grants
Community Interpretive Presentation				
5.24	Develop a coordinated community interpretive presentation telling Allentown's history through specific stories associated with the City's historic places, resources, neighborhoods, and landscapes.	Medium Priority / Mid Term to Long Term	CED, Parks, Planning, Partners	
5.25	Prepare a simple interpretive plan to guide coordinated interpretation of sites and locations throughout Allentown.	Medium Priority / Mid Term	Parks, Planning, Partners	
5.26	Establish a working group of local historians and professional interpreters to prepare a simple interpretive plan organizing, prioritizing, and overseeing the community interpretive program.	Medium Priority / Mid Term	Parks, Planning, Partners	
5.27	Develop a set of Citywide storylines and themes to organize and guide the interpretation of individual sites and resources and to connect those sites to the City's larger contexts and to each other.	Medium Priority / Mid Term	Parks, Planning, Partners	
5.28	Encourage the use of public art for interpretation as a key component of the community interpretive presentation.	Medium Priority / Long Term	Parks, Planning, Arts Commission	

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Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
5.29	Work with neighborhood associations in developing and installing exhibits interpreting historic neighborhoods as part of the community interpretive presentation.	Medium Priority / Long Term	Planning, Arts Commission	



APPENDIX D – GLOSSARY

Adaptive Reuse: The conversion of a building to a use other than that for which it was originally designed, optimally, respecting the historic features of the building.

Addition: New construction added to an existing building or structure.

Alteration: Any physical change to an existing structure or building involving work that affects an exterior architectural feature including construction, reconstruction, repair, or removal of any building element; generally excludes maintenance work that repairs existing elements or repaints existing elements in the same color.

Certificate of Appropriateness (COA): A document typically awarded by a local government’s review body charged with historic preservation that allows an applicant for a building permit, affecting a structure in a designated area or designated as a single site, to proceed with a proposed alteration, demolition, or new construction, following a determination of the proposal’s suitability according to applicable criteria.

Certified Local Government (CLG): Refers to a local government, certified or approved by a State’s Historic Preservation Office under the National Preservation Act Amendments of 1980, which has an appointed historic preservation review body to oversee the survey and inventory of historic resources, to review areas for historically significant structures, and to develop and maintain community planning and education programs. (See Appendix B.)

Character-defining Feature: A prominent or distinctive aspect, quality, or physical component of a property that contributes significantly to its historic character.

Character: The distinctive qualities and attributes of any building, structure, site, street, or district.

Community Development Block Grant (CDBG): Entitlement funds granted annually by the U.S. Department of Housing and Urban Development (HUD) on a formula basis to cities in metropolitan areas over 50,000 in population, designated principal cities of metropolitan statistical areas or urban counties over 200,000 in population, and states in order to help develop viable communities. CDBG funds assist a wide variety of projects, including economic development, housing, public facilities benefiting low- to moderate-households and/or areas. Preservation is an eligible activity that may help support eligible households to maintain and upgrade historic homes.

Context (Historic Context): The setting in which a historic building, element, site, structure, street, or district exists. Also, a unit created for planning purposes that groups information about historic properties based on a shared theme, specific time period, and geographical area.

Context Statement: Scholarly document that outlines the historic context for evaluating the significance of one or more historic resources.

Contributing Structure: One of the buildings or site features that give a historic district its significance – a building that was built within the “period of significance” and that sufficiently retains its historic features. This can be a structure or portion thereof that contributes to the historic significance of a larger historic resource, such as an individual residence within a historic district or an outbuilding located within a designated property.

Cultural Landscape: According to the National Park Service’s Bulletin 30, *Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes*, “A cultural landscape is defined as “a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values.” Cultural landscapes may be designed or vernacular, or urban or rural, ranging from small sites or very large regions.

Demolition by Neglect: The willful neglect in the maintenance or repair of a structure, resulting in a building falling into such a state of disrepair that it becomes necessary or desirable to demolish it. Property owners have been accused of permitting demolition by neglect on purpose, in order to save on rehabilitation costs. Specifically such conditions might include: (1) the deterioration of any architectural feature so as to create or permit the creation of a hazardous or unsafe condition; (2) the deterioration of walls or other vertical supports; (3) the deterioration of roofs or other horizontal members; (4) the deterioration of chimneys; (5) the deterioration or crumbling of plaster or mortar; or (6) the ineffective waterproofing of walls, roofs, and foundations, including broken windows and doors.

Demolition: Any act that destroys in whole or in part a building or structure.

Design Guidelines: Criteria developed to identify design concerns in an area and to help property owners ensure that rehabilitation and new construction respect the character of designated buildings and districts. The use of the word “guidelines” signals the intention that the criteria are considered voluntary. Often accompanied by educational information about the building types and/or architectural styles of a community.

Elements: Material parts or details of a building, site, structure, landscape, or district.

Eligible: Meets the criteria for listing in the National Register, but not officially listed. Lack of listing is sometimes because the property owner has objected to designation, but often because public agencies involved in a federal undertaking, under federal rules related to the National Historic Preservation Act, must search for historic resources affected by the undertaking that are eligible for the National Register, document them, and treat them in their project planning and permit reviews as if designated. They are not required to actually nominate a historic property if found eligible.

Fabric, Historic: The physical material of a building, structure, or community that connotes an interweaving of component parts and which is historic.

Facade: An external face or elevation of a building.

Feasibility Study: An investigation and analysis of the viability of a proposal that considers factors such as the current environment for similar ventures, economics, and resources available to execute a given proposal. Feasibility studies help to identify issues that should be resolved prior to making a substantial investment in a given plan.

Heritage Tourism: A type of tourism focused on travel for the purpose of experiencing unique historic places. Heritage tourism received an official federal definition in 2003 under Executive Order 13287, which defined heritage tourism as “the business and practice of attracting and accommodating visitors to a place or area based especially on the unique or special aspects of that locale’s history, landscape (including trail systems), and culture.” The National Association of State Arts Agencies defines cultural heritage tourism as “based on the mosaic of places, traditions, art forms, celebrations and experiences that portray this nation and its people, reflecting the diversity and character of the United States.”

Historic Building: A building that was present and contributing to a historic period in the development of a community. Generally, only buildings over 50 years in age are considered of historical significance.

Historic District, Local: A geographically definable area with a significant concentration of buildings, structures, sites, spaces, or objects unified architecturally or historically by past events, physical development, design, setting, materials, workmanship, sense of cohesiveness, or related historical and aesthetic associations. Individual buildings in a district need not be individual historic landmarks; they can derive their significance in association with the

district. The significance of a district may be recognized through listing in a local, state, or national landmarks register and may or may not be protected legally through enactment of a local historic district ordinance administered by a designated municipal entity such as a historic preservation commission or historic architectural review board.

Historic District, National Register: A geographically definable area listed or determined eligible for listing in the National Register of Historic Places. As defined by the National Park Service's Bulletin 15, *How to Apply the National Register Criteria for Evaluation*, "A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. A district derives its importance from being a unified entity, even though it is often composed of a wide variety of resources. The identity of a district results from the interrelationship of its resources, which can convey a visual sense of the overall historic environment or be an arrangement of historically or functionally related properties. For example, a district can reflect one principal activity, such as a mill or a ranch, or it can encompass several interrelated activities, such as an area that includes industrial, residential, or commercial buildings, sites, structures, or objects. A district can also be a grouping of archeological sites related primarily by their common components; these types of districts often will not visually represent a specific historic environment."

Historic Object: As defined by the National Park Service's Bulletin 15, *How to Apply the National Register Criteria for Evaluation*, the term 'object' is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment. Small objects not designed for a specific location are normally not eligible. Such works include transportable sculpture, furniture, and other decorative arts that, unlike a fixed outdoor sculpture, do not possess association with a specific place. Objects should be in a setting appropriate to their significant historic use, roles, or character. Objects relocated to a museum are inappropriate for listing in the National Register."

Historical Commission: A local government volunteer-based reviewing body responsible for promoting historic resources through educational, cultural, economic, and regulatory means and fostering civic pride in the beauty and noble accomplishments of the past of the community.

Historic Preservation Planning: The organization into a logical sequence of preservation information pertaining to identification, evaluation, registration and treatment of historic properties, and setting priorities for accomplishing preservation activities.

Historic Preservation: The act of saving old and historic buildings, sites, structures, and objects from destruction or deterioration and providing for their continued use by means of restoration, rehabilitation, or adaptive use.

Historic Property or Resource: A district, site, building, structure, object, or landscape significant in American history, architecture, engineering, archeology or culture at the national, state, or local level.

Historic Resource Survey or Inventory: A process of systematically identifying, researching, and documenting properties that reflect important themes in a community's growth and development, such as architecture, planning, social history, ethnic heritage, politics, industry, transportation, commerce, entertainment, and others.

Historical Documentation: A detailed record – in the form of a report, measured drawings, archival photographs or other written document – of the history and significance of a property, based on research of historical documents as well as physical investigation of existing structures.

In-kind Replacement: The repair of an existing element or feature using new components that match the original in form, finish, materials, and installation techniques; often indicated in architectural plans by the directive “match existing.”

Integrity: The authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic or prehistoric period. “Integrity” describes whether a historic resource is intact, considering whether it has maintained its historic location, design, setting, materials, workmanship, feeling (sense of place), and historic association.

Interpretation: According to the National Association for Interpretation (NAI), “If you help visitors learn about a place that's important to you, you're an interpreter! Interpreters connect visitors to important natural, cultural, and historical resources at parks, nature centers, historical sites, aquariums, zoos, and anywhere that people come to learn about places. NAI defines interpretation as “a mission-based communication process that forges emotional and intellectual connections between the interests of the audience and the meanings inherent in the resource.”

Mitigation: An action reducing the harm that a development project causes to the environment or to a historic resource.

National Register Criteria: The established criteria for evaluating the eligibility of properties for inclusion in the National Register of Historic Places: “The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and: A) That are associated with events that have made a significant contribution to the broad patterns of our history; or B) That are associated with the lives of significant persons in our past; or C) That embody the distinctive characteristics of a type, period, or method of construction, or

that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or D) That have yielded or may be likely to yield, information important in history or prehistory.”

National Register of Historic Places: The Nation’s official list of cultural resources worthy of preservation because of their historical significance. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. Properties listed in the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register is administered by the National Park Service, which is part of the U.S. Department of the Interior.

New Construction: Construction in historic areas and districts that is characterized by the introduction of new elements, sites, buildings, or structures, or additions to existing buildings and structures.

Non-contributing Structure: A building that does not contribute to the significance of a historic district, either because it was built outside the “period of significance” or has been excessively altered.

Period of Significance: The span of time in which a property attained the significance for which it meets the National Register criteria.

Preservation: Preservation is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. (See Appendix A.)

Preservation Principles: Concepts included in or logically extended from the *Secretary of the Interior’s Standards for the Treatment of Historic Properties*. (See Appendix A.)

Reconnaissance Survey: A survey conducted to collect photographs and locational information but no site-specific research; also known as a “windshield survey.”

Reconstruction: The act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location. (See Appendix A.)

Rehabilitation: The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values. (See Appendix A.)

Restoration: The act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. (See Appendix A.)

Secretary of the Interior’s Standards for Rehabilitation: Ten basic principles created to help preserve the distinctive character of a historic building and its site, while allowing for reasonable change to meet new needs and uses. (See Appendix A.)

Section 106: Refers to Section 106 of the National Historic Preservation Act of 1966, which requires federal agencies to take into account the effects of their proposed activities on properties included, or eligible for inclusion, in the National Register of Historic Places. (See Appendix B.)

Section 4(f): A provision in the Department of Transportation Act of 1966 that prohibits federal approval or funding of transportation projects that require “use” of any historic site unless (1) there is “no feasible and prudent alternative to the project,” and (2) the project includes “all possible planning to minimize harm.”

State Historic Preservation Officer (SHPO): An official within each state appointed by the governor to administer the state historic preservation program and carry out certain responsibilities relating to federal undertakings within the state. (See Appendix B.)

Significant: Having particularly important associations within the contexts of architecture, history, and culture.

Stabilization: The act or process of applying measures essential to the maintenance of a deteriorated building as it exists at present to establish structural stability and a weather-resistant enclosure.

Streetscape: The space between the buildings lining the public ways that comprise various elements such as streets and alleys, sidewalks, monuments and public art, and small-scale features such as curbs, paving, street furniture, lighting, fences, walls, and landscaping.

Sustainability: The goal of providing for the needs of the present without depleting resources or harming natural cycles for future generations. In the view of the historic preservation community, “the greenest building is the one already built.”

Treatment: The *Secretary of the Interior’s Standards for the Treatment of Historic Properties* address four treatments: preservation, rehabilitation, restoration, and reconstruction. Choosing the most appropriate treatment for a building requires careful decision making about a building’s historical significance, as well as taking into account level of significance; physical condition; proposed use; and building codes and other regulations. (See Appendix A and the definitions above.)

Wayfinding: The use of signs, maps, graphics, digital applications, or sounds to communicate location and directions to visitors to enhance their experience at places such as heritage sites and museums or their ability to move around communities, parks, trails, and historic districts.

Wayside Exhibit: An outdoor interpretive installation, sign, or public art describing the significant history or characteristics of a historic or cultural site. Such installations may or may not be part of a graphic system that includes wayfinding but are not themselves intended as wayfinding.