

*Preservation Plan
for the
City of Bethlehem,
Pennsylvania*

**PRESERVATION PLAN FOR
THE CITY OF BETHLEHEM,
PENNSYLVANIA**

Prepared by

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July 2011

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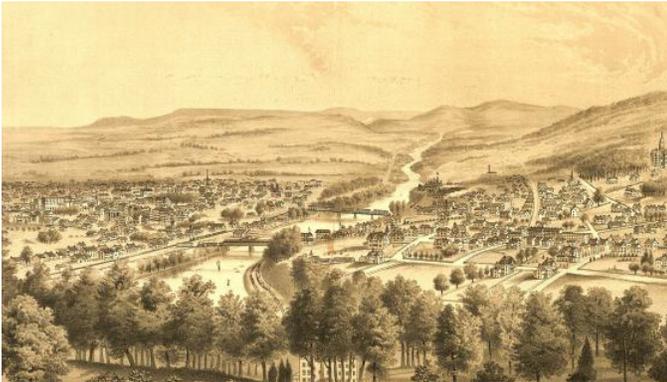
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Chapter 1

Introduction



Background and Impetus for the Plan

In 2008, the City of Bethlehem was designated a Preserve America community by the federal government in recognition of the City's commitment to using its historic assets to further economic development, tourism and community revitalization efforts. The Preserve America designation qualified the City for federal grants for preservation planning, historic resource surveys and heritage education and tourism initiatives. The first Preserve America grant was for the adaptive reuse of the Stock House on the Bethlehem Steel site in 2008. The second Preserve America grant to the City of Bethlehem, awarded in 2009, provided a rare opportunity to complete a citywide comprehensive historic preservation plan. This plan represents the City's first comprehensive policy regarding the role of historic preservation in Bethlehem's development.

Bethlehem's rich historic preservation legacy begins with its claim to the first Act 167 historic district in the Commonwealth of Pennsylvania, the Central Bethlehem Historic District established in 1961. By the early 1970s, Bethlehem made a strategic decision to pursue an incremental economic development strategy focused on its historic character and heritage tourism potential – even while other competitor cities were pursuing the “quick fixes” of large-scale redevelopment. What started with a few tourism programs and protection policies centered on the

Moravian district is now a citywide initiative that encompasses both of its downtown areas and several historic neighborhoods. Today, Bethlehem is poised for an exciting new phase in its preservation-oriented growth and development strategy with the ambitious redevelopment of the Bethlehem Steel complex and its reinvestment initiatives in historic neighborhoods throughout the City. This plan seizes an opportunity to step back and assess the current state of preservation in the City of Bethlehem and envisions a diverse and wide-ranging future role for historic preservation as:

- 1) An essential strategy for maintaining Bethlehem's unique sense of place.
- 2) A powerful tool for economic development and community revitalization.
- 3) A significant generator of jobs, income and tax revenues.
- 4) A key element of the environmentally sustainable city.
- 5) A vital approach to understanding how diverse cultures have come together to shape the society we know today.
- 6) A broad, inclusive project that integrates a “preservation ethic” into community decision-making so that historic resources are identified, preserved, experienced, and enjoyed.

Purpose of the Plan

The purpose of the Historic Preservation Plan is to provide a central preservation policy document which contains the following components, as per the guidance of the Pennsylvania Historical and Museum Commission (PHMC):

- Evaluation of Bethlehem's developmental history
- Inventory of existing conditions
- Articulation of community goals, objectives and strategies
- Implementation program/action plan
- Identified funding sources, tools, and methods to implement historic resources plan
- Establishment of the legal basis for historic preservation

This plan is intended to be updated and assessed by the City in five to 10 years.

The Planning Process

In 2009, the City of Bethlehem hired Phillips Preiss Grygiel LLC (PPG), Planning and Real Estate Consultants, to assist the City in completing the Historic Preservation Plan. The first step in the planning process was to assemble a diverse and inclusive task force (the Historic Preservation Plan Task Force) which included fifteen representatives from various constituencies within the City's preservation, development, government, education and institutional communities. The Task Force met seven times during the preparation of this plan. The process also included the following main components:

- **Kick-Off with Task Force:** On January 27, 2010, the consultant team conducted a "S.W.O.T." (Strengths, Weaknesses, Opportunities and Threats) analysis in which participants evaluated the current state of preservation in the city (a summary memo of this meeting is included in the Appendix C).
- **Stakeholder Interviews:** In February 2010, PPG interviewed fifteen key persons involved in preservation in the

city in "off the record" conversations about the state of preservation in Bethlehem (a summary memo of the key themes of the interviews is included in the Appendix C). On a separate occasion, PPG met with Gordon B. Mowrer, Mayor of Bethlehem from 1974 to 1977 to learn about early preservation efforts in the City.

- **Policy Audit:** PPG undertook an intensive review of existing historic resource surveys, plans and relevant policy documents.
- **Historical Research:** PPG reviewed primary and secondary sources related to the developmental history of Bethlehem, including historic maps, plans and narrative histories.
- **Blog:** PPG created a blog to serve as a communications tool for the duration of the project. The blog included a running chronology of the project, meeting materials, features on specific historic resources and requests for nominations.
- **Community Survey:** In spring 2010, PPG received over 400 responses to a community survey (including 27 in Spanish). The survey data was useful in identifying specific resources and establishing priorities regarding challenges and opportunities for preservation in Bethlehem. A summary of the results is included in Appendix C.
- **Youth Survey:** A special youth survey was distributed by the School District to students in early fall 2010. A summary of the results of the survey can be found in Appendix C.
- **Community Forum 1:** On April 1, 2010 PPG facilitated a public forum which was attended by approximately 60-70 residents. Following a presentation by the consultant team on the background of the project, the majority of the meeting was conducted in a small-group discussion format. Each small group was headed by a chairperson whose job was to facilitate a discussion according to a prepared list of questions (a summary of the break-out groups is

The City of Bethlehem's
HISTORIC PRESERVATION PLAN
COMMUNITY QUESTIONNAIRE

The City of Bethlehem is preparing a Historic Preservation Plan for the entire City that identifies the historically, culturally and architecturally significant resources outside of locally designated historic districts and develops a plan for their preservation and protection.

As part of this project, the City has interviewed a variety of stakeholders, including residents, property owners, business owners, and others to get a better understanding of their concerns related to historic preservation in Bethlehem. The questions below outline some of the key project themes and are intended to solicit general comments and provide direction as we move forward. Please respond to as many or as few as you wish.

Please send completed forms by MAY 30, 2010 to: Christine Bartleson, Community Planner by fax: (610) 865-7330, or email: preservebethlehem@gmail.com, or mail: 10 East Church Street, Bethlehem, PA 18018.

1. Tell us about yourself.	Yes	No
Do you live in Bethlehem?	<input type="checkbox"/>	<input type="checkbox"/>
If so, which neighborhood _____		
If so, for how long? _____		
Do you live in or own a property in a Historic District?	<input type="checkbox"/>	<input type="checkbox"/>
If so, which one _____		
Do you work in a property in a Historic District?	<input type="checkbox"/>	<input type="checkbox"/>
If so, which one _____		
Do you have a general interest in Historic Preservation?	<input type="checkbox"/>	<input type="checkbox"/>
Do you deal with Historic Preservation in your line of work?	<input type="checkbox"/>	<input type="checkbox"/>
If so, in what capacity _____		
Do you belong to a non-profit historical society or preservation organization?	<input type="checkbox"/>	<input type="checkbox"/>
Do you or have you ever served on the HARB or SBHCC?	<input type="checkbox"/>	<input type="checkbox"/>
(HARB: Historical Architectural Review Board; SBHCC: South Bethlehem Historic Conservation Commission)		
Have you ever had to get an approval from the HARB or SBHCC?	<input type="checkbox"/>	<input type="checkbox"/>

* The Plan is being prepared by the Preservation Plan Task Force made up of City and local preservation experts and their consultants, Phillips Preiss Grygiel LLC.

In spring 2010 a community survey, provided in both English and Spanish, was distributed in hard copy and made available online through the City's website and the blog for the Plan. The City received over 400 responses.

Municipalidad de Bethlehem
PLAN DE PRESERVACION HISTORICA
QUESTIONARIO PARA LA COMUNIDAD

La Municipalidad de Bethlehem está preparando un Plan de Preservación Histórica para la ciudad entera, que identifica los recursos significativos históricos, culturales y arquitectónicos fuera de los distritos históricos locales designados, y desarrollar un plan para su preservación y protección.

Como parte de este proyecto, la Municipalidad ha entrevistado a una variedad de personas interesadas, incluyendo residentes, dueños de propiedades, dueños de negocios, y otros para tener un mejor entendimiento de sus preocupaciones relacionadas a preservación histórica en Bethlehem. Las preguntas abajo indican áreas de los temas claves del proyecto y tienen la intención de solicitar el comentario de todos y dar dirección mientras avanzamos. Por favor responda a tantas o algunas preguntas como usted desee.

Por favor envíe el formato completado hasta el día 30 de mayo del

2010 a: Christine Bartleson, Community Planner via fax: (610) 865-7330, o vía correo electrónico: preservebethlehem@gmail.com, o por correo tradicional: 10 East Church Street, Bethlehem, PA 18018.

1. Háblenos de usted.	Si	No
Vive usted en Bethlehem?	<input type="checkbox"/>	<input type="checkbox"/>
¿Si, en cuál vecindario? _____		
¿Si, por cuánto tiempo? _____		
Vive usted en o es dueño de una propiedad en un área histórica?	<input type="checkbox"/>	<input type="checkbox"/>
¿Si, ¿cuál propiedad? _____		
Trabaja usted en alguna propiedad en un área histórica?	<input type="checkbox"/>	<input type="checkbox"/>
¿Si, ¿en cuál? _____		
¿Tiene usted algún interés general en Preservación Histórica?	<input type="checkbox"/>	<input type="checkbox"/>
En su tipo trabajo, ¿trata usted con Preservación Histórica?	<input type="checkbox"/>	<input type="checkbox"/>
¿Si, como qué? _____		
Pertenece usted a alguna sociedad histórica sin fines de lucro o a alguna organización de preservación?	<input type="checkbox"/>	<input type="checkbox"/>
Está usted o ha estado alguna vez en el HARB o SBHCC?	<input type="checkbox"/>	<input type="checkbox"/>
(HARB: Historical Architectural Review Board; SBHCC: South Bethlehem Historic Conservation Commission)		

* El plan está siendo preparado por la Fuerza de Tarea para el Plan de Preservación conformada por la Municipalidad y expertos locales en preservación y sus consultores, Phillips Preiss Grygiel LLC.

BETHLEHEM PRESERVATION EFFORT

Hidden historic gems



A view of the buildings in the 400 block of Wyanadotte Street in Bethlehem in 2006. The area is known as Palace Row; the storefronts once served the Bethlehem Steel tycoons who lived nearby.

City to focus on not-so-prominent areas worthy of preservation, attention.

By Nicole Radziewich OF THE MORNING CALL

So you've heard about Bethlehem's renowned Moravians — the industrious missionaries who settled on the banks of the Monocacy Creek in 1741.

And you've driven by the rusting Bethlehem Steel plant where workers once forged the steel that built New York City's skyline and the battleships that helped win World War II.

But do you know Bethlehem's other historic areas? One near Washington Avenue is where the federal government built two-story colonials for the steelworkers brought in to fuel the World War I effort in 1918.

And how about Palace Row, a collection of modest South Side storefronts that once served the Steel tycoons who lived in nearby mansions?

Those neighborhoods are all part of Bethlehem's story, and now city officials are looking to tie those neighborhoods with other heritage sites in an overall plan to preserve and promote the city.

What will result could range from expanded or new local historic districts, which place restrictions on building alterations, or education programs to make property owners aware of tax incentive programs for historic restorations.

"When this plan is completed, we're going to use it as a tool not only to help existing property owners invest in their buildings but also as a way to attract developers with certain incentives," said Tony Hanna, city director of community and economic development.

The \$80,000 plan, being conducted by the Hoboken, N.J., firm of Phillips, Preiss and Grygiel, kicks off this week with a public meeting at 7 p.m. Thursday at Northampton Community College's Fowler Family Southside Center in south Bethlehem.

The consultants will be soliciting public input about what they'd like to see in a plan. It's the first of several public meetings. The consultants will also be distributing surveys and setting up a blog on the preservation

IF YOU GO

■ **What:** Public meeting on a preservation plan for Bethlehem

■ **Where:** Northampton Community College's Fowler Family Southside Center, 511 E. Third St., Bethlehem.

■ **When:** 7 p.m. Thursday.

plan.

While the city has done historic studies on specific neighborhoods — the city has five national historic districts — it has no overall preservation plan.

"What we're trying to do is identify the historic and cultural assets. They can be real landmark-type buildings, but in other cases, they can be views or landscapes of significant places," said Liz Leheny of Phillips, Preiss and Grygiel.

In recent years, there has been public concern over the demolition of some beloved buildings, including the century-old Broughal Middle School. The school was torn

Please see BETHLEHEM NEWS 6

The community forum on April 2, 2010 provided valuable input on the preservation issues most pressing to attendees. At left is an article that appeared in the Morning Call prior to the meeting describing the purpose of the plan and providing information about the meeting. (Source: Morning Call, March 31, 2010)

Home Project Background Get Involved Contact

Feeds: Posts Comments



CITY OF Bethlehem Historic Preservation PLAN



RECENT COMMENTS

- Roy Schreffler on Packer
- Memorial Church Michele Ryder on Building America in Bethl...
- Roy Schreffler on Nominate Your Favorite Histori...
- Roy Schreffler on Nominate Your Favorite Histori...
- Joan Campion on Nominate Your Favorite Histori...

A blog for the plan was created, “preservebethlehem.com” to share information about the plan and gather public input. Among articles included were a contest to vote for your favorite historic sign and the National Register listing of Martin Tower. The blog also provided a link to the preservation survey and gave notices about public meetings.

On December 2, please come take part in an Open House to review and discuss City’s Draft Historic Preservation Plan on December 2. Following a few words Mayor Callahan, the consultant team will provide a brief presentation of the plan. Attendees will then be encouraged to review copies of the plan, ask questions at information tables organized by the four key themes of the plan (Economic Development, Regulations, Education and Partnerships) and visit with members of the Historic Preservation Plan Task Force. Hope to see you there!

Nominate Your Favorite Historic Sign!

April 7, 2010 by admin

Several residents have advocated for the preservation of historic signs, billboards and outdoor advertisements found throughout the city. Below are a few that have caught our eye, but we need your help in compiling a list. Please send photos and location info for your favorite sign to preservebethlehem@gmail.com.



Also, here is a guide to the preservation of historic signs from the National Park Service:

[Preservation Brief 25: The Preservation of Historic Signs](#)

included in the appendix).

- **Community Forum 2:** On December 2, 2010 the Preservation Plan was presented to the public in an Open Housing setting. After a brief presentation from PPG, tables will be set up, each devoted to a chapter in the Plan and each staffed by a member of the Preservation Plan Task Force. Attendees had the opportunity to visit each table and have informal conversations regarding the recommendations in the Plan, and leave written or recorded comments on the draft plan.

Public Values and Attitudes about Preservation

Appendix C of this plan contains summaries of what the consultant team heard during the public planning process.

Overall, the following points summarize the major issues and opportunities for preservation from the viewpoint of Bethlehem stakeholders:

- *There is an urgent and critical need to provide protection for individual landmarks.* The lack of a legal mechanism to protect scattered resources (i.e., those located outside of historic districts) was the most frequently mentioned issue during the planning process.
- *Significant places in Bethlehem's history encompass far more than fine architecture and important historical sites.* Bethlehem has a diverse collection of historic architecture which dates back to the 18th century. In addition to the Moravian buildings, industrial sites, churches and residential architecture, stakeholders mentioned places such as old ethnic meeting halls, historic corner stores, bars and restaurants, farmhouses and other rural resources as significant places.
- *"Sense of Place" is the key contribution of historic preservation to Bethlehem.* Overall, Bethlehem citizens view "quality of life," "provides sense of place" and "advances sustainability" as the most important benefits of historic preservation. While Bethlehem residents place a high value on the contribution of historic resources to the City's "quality of life" and "sense of place", the economic benefits of historic preservation are perhaps less appreciated.
- *Involving young people in preservation activities is a key goal.* The importance of providing opportunities for young residents to get involved in architecture, history and preservation programs was a common refrain.
- *Connecting the North-South "divide."* The theme of there being two distinct areas of the city came up over and over, again. One person mentioned the "great divide" that is the Lehigh River. This perception was more prevalent among North Side survey respondents than South Side respondents.
- *Bethlehem should identify, protect and market more historic neighborhoods.* The city has three locally designated historic districts (Downtown Bethlehem, South Bethlehem and Mt. Airy), and three additional historic districts which are listed on the National Register of Historic Places (Elmwood Park, Pembroke Village and Fountain Hill). However, there are opportunities to recognize and promote the historic character of the city's additional historic neighborhoods.
- *Economic challenges are the greatest barrier to success in preservation.* An expanded set of funding sources, particularly for homeowners, is necessary to encourage preservation activity.
- *City needs to better promote the availability of federal historic tax credits, new markets tax credits and other incentives.* Especially during challenging economic times, the City needs to monetize the value of its historic designations. Bethlehem has a large supply of commercial historic buildings which could utilize federal historic tax credits.

- *Advocacy and education is vital to success.* Enhanced communication, outreach, training and education, especially regarding the benefits and impacts of preservation, are critical to continued success in Bethlehem.
 - *The City's association with Moravian history is of global significance.* The pending nomination to the UNESCO World Heritage List of the original Moravian settlement, spearheaded by the Historic Bethlehem Partnership, would put Bethlehem in the ranks of the world's most cherished historic places.
- Expand history education opportunities for residents of all ages and backgrounds.
 - Ensure that all property owners are equipped to make informed decisions based on the benefits and impacts of historic preservation.
 - Preserve and promote the environmental sustainability of historic preservation.
 - Preserve and promote Bethlehem's folklore, cultural traditions and oral histories.

Planning Goals and Objectives

The planning process resulted in the following four overall goals for the plan:

- 1) Broaden the City's preservation regulations and policies.**
 - Expand protections for historic resources located throughout the city.
 - Integrate preservation principles into local land use decisions, regulations, and development processes.
- 2) Expand the use of historic preservation as an economic development tool.**
 - Emphasize and communicate the economic impacts of historic preservation in Bethlehem to all residents.
 - Expand the City's existing heritage tourism programs.
 - Strengthen and revitalize neighborhoods through recognition and marketing.
 - Encourage adaptive reuse projects that have potential to result in substantial economic benefits to the city.
 - Market incentives for historic buildings.
 - Create jobs.
- 3) Promote education and awareness of preservation (including incentives for preservation) throughout the City.**

4) Strengthen connections inside and outside the preservation community.

- Increase coordination and build capacity within the preservation community.
- Engage groups with an interest in preservation, but have had little involvement to date.
- Create interdepartmental partnerships and coordination at the City to further preservation goals.
- Encourage partnerships between Lehigh University, Moravian College, and local planning and preservation organizations and the City.

Contents of the Plan

The remainder of the Bethlehem Historic Preservation Plan is organized around the four goals set forth above (as Chapters 2 to 5). Appendix A provides a narrative developmental history of Bethlehem, which is intended to provide a framework for evaluating the significance of historic resources. Appendix B includes a list of identified historic resources not currently locally protected and provides an inventory form to survey these and other identified historic resources. Appendix C provides the results of the community outreach process including: results of the first community meeting; a summary of the stakeholder interviews; results of the community survey; and the results of the children's survey.



Chapter 2

*Regulations
and Policies*



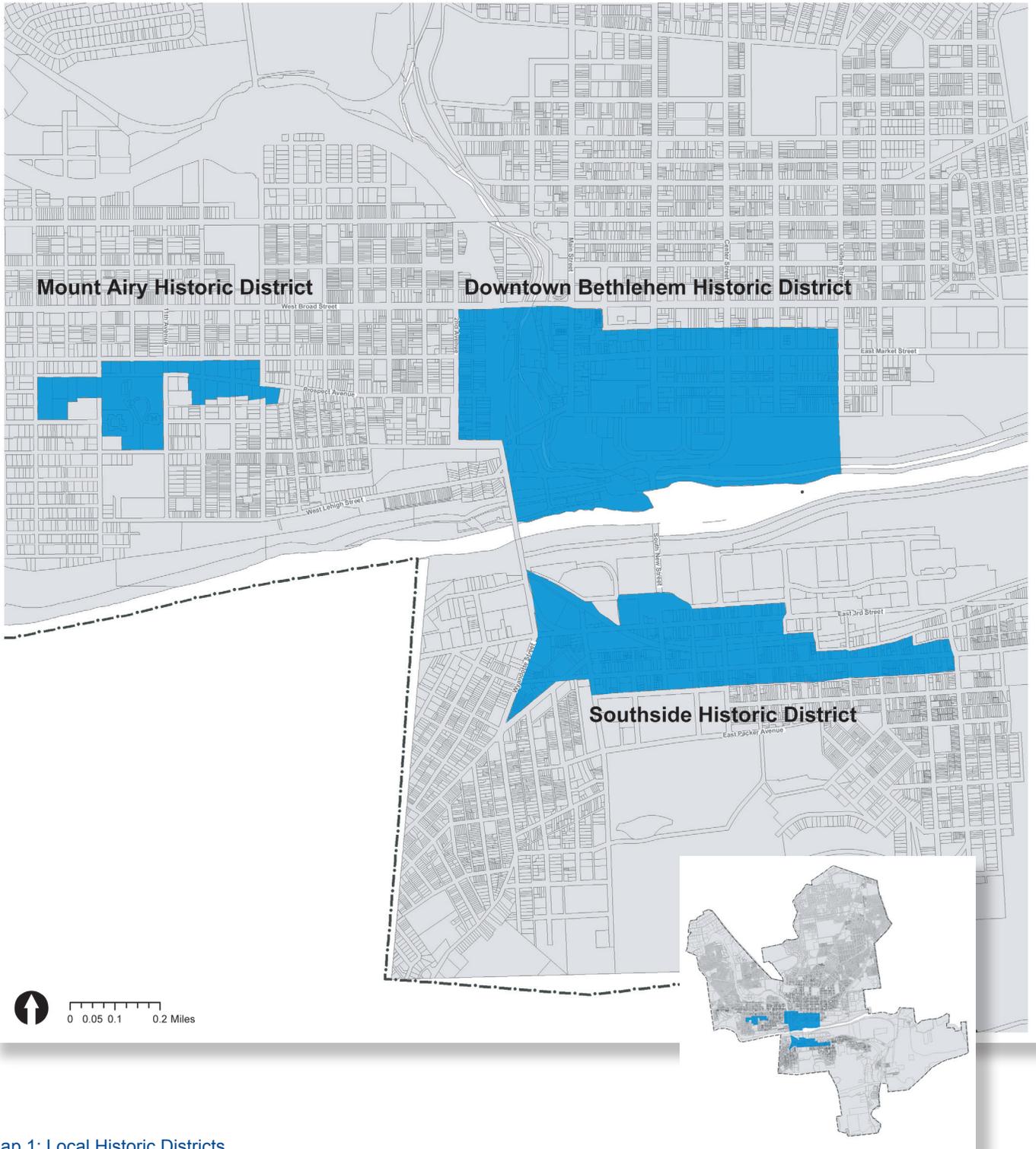
 **Goal: Broaden the City's preservation regulations and policies.**

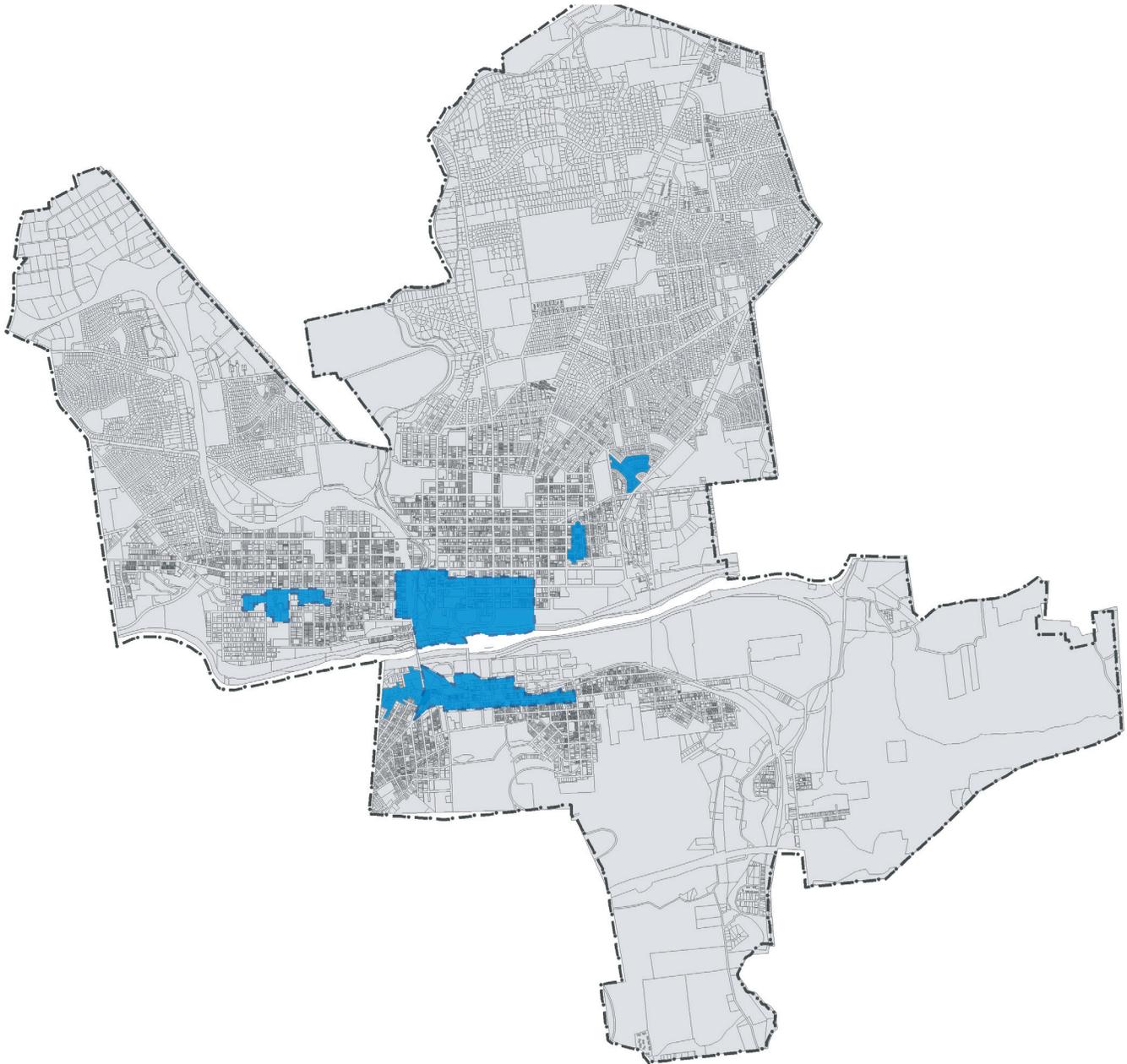
Introduction

As the first municipality in the Commonwealth to create a historic district under Act 167 the City of Bethlehem has been at the forefront of historic preservation policy for fifty years. Bethlehem has two separate historic district ordinances which regulate development activity in three areas of the city (Central Bethlehem, South Bethlehem and Mount Airy). Currently, however, the City has no means by which to protect dispersed historic resources located outside of these districts, such as West Broad Street, the Fountain Hill National Register District, Saucon Park, Floyd Simons Armory, and other National Register Districts such as Elmwood Park and Pembroke Village. The public input collected as part of the preparation of this plan, including a community survey, a community forum, stake-

holder interviews and task force meetings, indicated strong interest among Bethlehem stakeholders in protecting these resources and also creating new historic or "conservation" districts. This notion was echoed in the City's Comprehensive Plan adopted in 2009.

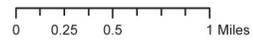
During the public outreach process for this plan, Bethlehem residents expressed particular concern for the unprotected status of several historic schools, Saucon and Monocacy Parks, the Bethlehem Steel site, cemeteries and historic landscapes. In order to further the tradition of historic preservation in Bethlehem, it will be necessary to provide a wide-ranging and current set of tools and policies. This chapter identifies gaps in the city's existing preservation policies and makes recommendations to improve the City's preservation regulations and policies.





Legend

-  Local & National Register Historic District
-  National Register Historic District



Map 2: National Historic Districts

Pennsylvania Enabling Legislation

Historic District Act

The two forms of state enabling legislation in the Commonwealth of Pennsylvania that empower Bethlehem to protect the historic resources within its municipal boundaries are the Historic District Act and the Municipalities Planning Code. In 1961, the General Assembly of Pennsylvania enacted legislation, 1961 Public Laws 282, No. 167 (“The Historic District Act”), to enable municipalities to designate certain areas as historic districts. Each historic district must be approved by the commissioners of the Pennsylvania Historic and Museum Commission. Historic district ordinances typically contain provisions regulating demolition and exterior alteration of buildings and structures within the historic district. The Historic District Act requires a Board of Historical Architectural Review be established to review and make recommendations to the governing body as to the appropriateness of changes to the buildings. It is important to note that the Historic District Act does not enable municipalities to protect individual historic resources located outside of historic districts.

Conservation Districts

Conservation Districts may be used to emphasize protection of a neighborhood’s uniqueness or character. A conservation district ordinance typically does not regulate minor exterior alterations of buildings to the extent of a HARB, but focuses on prevention, major additions and new construction. In general, the purpose of a Conservation District is to retain the general character-defining features of the area as a whole, such as its scale, setbacks, massing, and salient architectural features.

Municipalities Planning Code

Another option for protecting a municipality’s historic resources is the Pennsylvania Municipalities Planning Code (MPC). The

MPC is particularly useful in protecting historic resources that are scattered throughout a municipality. Unlike the Historic District Act, the MPC does not authorize a Board of Historical Architectural Review or historical commissions. Historic resources can be identified and “overlaid” on a zoning map and protected by inclusion in a Historic Preservation Ordinance. The ordinance may require that owners of property on the historic list request permits for demolition, or in some cases, exterior changes to historic buildings or structures. The Demolition Review Regulations must, however, be based on a legitimate governmental interest that is stated in the comprehensive plan such as the retention of community character or the preservation of historic resources.

Existing Local Policies

State law enables municipalities to designate historic districts pursuant to Act 167. Municipalities typically adopt ordinances to designate local historic districts and create local historic commissions to regulate development activity within the district. Bethlehem has adopted two separate “Act 167” ordinances: the Central Bethlehem Historic District ordinance (1961) and the South Bethlehem Conservation District ordinance (1999), which was amended to include the Mt. Airy Historic District in 2007. As a result, the City also has two different historic review bodies. Act 167 does not enable the designation of individual landmarks, however, and currently Bethlehem lacks a mechanism to protect scattered individual buildings and sites. This section evaluates Bethlehem’s existing policies.

Central Bethlehem District

The “Central Bethlehem” historic district (commonly referred to as the Central Bethlehem Historic District) was adopted in 1961 – just six months after Pennsylvania adopted Public Law 282, No. 167 (commonly referred to as “Act 167”), the enabling

legislation which allowed the creation of historic districts to protect areas which “have a distinctive character.” The stated purpose in the law is as follows:

For the purpose of protecting those historic areas within our great Commonwealth, which have a distinctive character recalling the rich architectural and historical heritage of Pennsylvania, and of making them a source of inspiration to our people by awakening interest in our historic past, and to promote the general welfare, education and culture of the communities in which these distinctive historical areas are located, all counties, cities except cities of the first class, boroughs, incorporated towns and townships, are hereby authorized to create and define, by ordinance, a historic district or districts within the geographic limits of such political subdivision;

The Central Bethlehem ordinance also established the Board of Historical Architectural Review (hereinafter: HARB). The HARB is composed of nine residents of the City appointed by City Council who each serve a five year term. By ordinance, one of them must be a registered architect, one a licensed real estate broker, one the Building Inspector of the City, and six additional persons with a “knowledge or an interest in the preservation of the historic district.” At least three members of the HARB must reside in the historic district. No erection, reconstruction, alteration, restoration, demolition or razing of a building in the historic district shall be permitted until the City Council issues a Certificate of Appropriateness (COA). The board reviews applications for such work and then provides the Council with a recommendation, either for or against, the application. The Council takes the HARB’s recommendation under advisement before making a final determination on whether to issue a certificate of appropriateness. The Building Inspector then has the authority to ensure that the work is carried out according to the certificate of appropriateness.

Historic Conservation Districts:

South Bethlehem and Mt. Airy

The “Historic Conservation District – South Bethlehem” was adopted by ordinance in 1999. Bethlehem used Act 167 to adopt the South Bethlehem Historic Conservation District. The purpose of the Conservation District was set forth as follows:

To preserve the overall character of older built-up areas and neighborhoods, without the emphasis placed on preserving historical architectural detailing of buildings, as exists in the Central Bethlehem Historic District; and to preserve for future generations significant buildings and structures reflective of Bethlehem’s historic development and past architectural styles.

The ordinance also contains the City’s strongest policy statement about the importance of historic preservation:

It is the purpose and intent of the City of Bethlehem to promote, protect, enhance, and preserve historic resources and traditional community character for the educational, cultural, economic and general welfare of the public through the preservation, protection and regulation of buildings and areas of historic interest or importance within the City; to safeguard the heritage of the City by preserving and regulating districts which reflect elements of its cultural, social, economic, political, and architectural history; to preserve and enhance the environmental quality of neighborhoods; to foster economic development; to strengthen the City’s economy by the stimulation of tourism; to establish and improve property values; to foster civic pride in the beauty and accomplishments of the City’s past and to preserve and protect the cultural, historical and architectural assets of the City which have been determined to be of local, state or national significance.

In May 2007, Bethlehem amended the Historic Conservation District ordinance to enlarge the area of the district to include the Mount Airy Historic District.

The Historic Conservation District ordinance established a Historic Conservation Commission (the “Commission”) with nine members appointed by the Mayor with three year terms. The ordinance requires that one member be a registered architect, one member a licensed real estate broker, one member a building inspector, and the remaining six shall be persons with “knowledge or an interest in historic preservation and neighborhood conservation/revitalization.” Two members shall reside within South Bethlehem, two members shall maintain business interests in South Bethlehem, and two members shall reside in Mt. Airy. As in the Central Bethlehem Historic District, property owners in the Historic Conservation District are required to obtain a Certificate of Appropriateness from City Council based upon a recommendation, for or against, of the Historic Commission for activities which involve demolition, new construction, reconstruction or major alterations of principal structures. Per the ordinance, the Historic Conservation Commission’s review of applications differ slightly from the HARB’s deliberations in that the Commission “consider the financial feasibility of its recommendations based on cost estimates and other financial documentation provided by the applicant when necessary.”

Design Guidelines

Both historic districts have associated design guidelines intended to give a property owner, general contractor, and architect information needed to make appropriate design decisions affecting historic buildings before presenting a project for review for a COA. The guidelines also provide information on the process for obtaining a COA. (Please see sidebar on page 30)

Elm Street North by Northwest Neighborhood Initiative

North by Northwest is partially funded by the Commonwealth of Pennsylvania’s Elm Street Program. Pennsylvania’s Elm Street Program assists municipalities in rejuvenating residential and mixed-use areas adjacent to their central business district. Pennsylvania based its Elm Street Program on its successful Main Street Program, which targets downtown commercial districts. Central commercial areas and the neighborhoods that surround them are linked. Vibrant neighborhoods provide customers and a labor pool for downtown businesses. In turn, a healthy downtown improves the quality of life in nearby neighborhoods. The idea behind the Elm Street Program is that communities should plan the future of these two types of areas together, instead of treating them like separate entities.

The City of Bethlehem adopted the North by Northwest Elm Street Plan in 2005. Among the various programs recommended is the “Best Front Forward” plan which is a façade improvement program that provides low-interest loans and historic architectural guidelines for improvements (see Economic Development chapter for a description of this program).

Existing Bethlehem Steel Agreement

In the 1990’s the City of Bethlehem worked closely with the Bethlehem Steel Corporation to develop master plans and formal agreements to ensure the long term, sustainable development of the Bethlehem Steel lands currently known as the Beth Works area. Both the city and Bethlehem Steel were committed to recognizing the history of the site, while still acknowledging that some flexibility will be needed to allow adaptive reuse of the vast structures on the site. Varied tools were explored and implemented, including creation of a tax implementation financing district, adoption of flexible zoning, development of a Bethlehem Works Landowner Association and rededication of public streets to extend the prior street grid system. A Devel-

oper's Agreement from February 2000 outlines these items along with a provision that covenants the City to take no action to initiate the designation of any part of Bethlehem Works as a historic district. The City has, however, continued to encourage the retention and reuse of all of the remaining buildings at the Bethlehem Works site, including a covenant within the land development agreement for the Sands Bethlehem Phase I development stating that no additional structures will be removed from the site.

Comprehensive Plan

Historic preservation has also factored into the City's comprehensive planning efforts. The City of Bethlehem's most recent Comprehensive Plan, adopted in 2009, set forth the following recommendations in the Historic Preservation element:

1. Sponsor concentrated façade renovation projects in targeted older areas following the model of the Wyandotte Street project. (Please see sidebar on page 29)
2. Build upon the new visitor's center planned for SteelStacks by enhancing the visibility and improving the accessibility of visitor facilities on the North Side, as well.
3. Strengthen the City's regulations on the demolition of older buildings beyond the three City historic districts to include historic resources in other parts of the City.
4. Support the implementation of new historic preservation and education initiatives planned by Historic Bethlehem Partnership, Inc. (HBP), including capital improvements, building stabilization activities, and new programs planned by HBP's member institutions. (Please see sidebar on page 29)
5. Cooperate with appropriate partners on plans to expand South Bethlehem walking tours and connect them to North Side tours. This initiative is also related to the start-up and incremental expansion of a well-signed Heritage Trail where cell phone technology could be used to assist self-guided tours.
6. Continue working with regional partners to highlight Bethlehem's role in the overall history and development of the Lehigh Valley.
7. Ensure historic resources are not unduly affected by new land development nearby.
8. Ensure that façade rehabilitation activities complement historic preservation efforts.
9. Partner with neighborhood groups and others in trying to obtain official recognition for more historic sites and historic districts in Bethlehem.
10. Work with the Lehigh Valley Industrial Heritage Coalition in determining how the City can best use its unique steel-making history to generate interest in historic preservation and related heritage.
11. Continue working with appropriate parties to facilitate design and construction of the proposed National Museum of Industrial History on the BethWorks Site.
12. Make a special effort to preserve built resources within the City's historic parks

Existing Federal Policies and Regulations

The City of Bethlehem has six historic districts listed on the National Register of Historic Places:

1. Central Bethlehem
2. South Bethlehem
3. Mount Airy
4. Fountain Hill
5. Elmwood Park
6. Pembroke Village

Eligibility or inclusion in the National Register affords the PHMC, local government and the public the opportunity to comment on the impacts of a federal agency's actions on a his-

toric resource. The National Register of Historic Places does not provide any protection for historic resources from adverse effects or demolition— it is simply honorific. However, an eligible or listed status on the National Register does qualify individual income-producing properties for the federal 20% rehabilitation tax credit (see Economic Development chapter for more information). Fountain Hill, Elmwood Park and Pembroke Village are listed on the National Register, but the resources in these areas are not protected by local ordinance under the Historic District Act.

Existing Historic Resource Surveys

In 1986, the City of Bethlehem conducted a citywide survey of all sections of the City, including historic resources. Although it is almost twenty-five years old, the survey still provides a strong foundation and reference for future documentation work. The 1986 survey ultimately resulted in the establishment of the Fountain Hill, Mount Airy, Elmwood Park and Pembroke Village National Register Historic Districts as well as the expansion of the Central Bethlehem Historic District to the west of Monocacy Creek and east to Linden Street. Several neighborhood groups and other organizations have funded survey work at the neighborhood or individual building scale.

Assessment of Existing Regulations and Policies

The research, analysis and public participation conducted as part of this planning process revealed the following gaps in Bethlehem's existing preservation policy framework:

1. *The City lacks a mechanism to protect individual resources.* The protection of historic resources in Bethlehem is limited to the three historic districts. Based on the public outreach process, there is general consensus among community members about the need to protect individual resources, especially those deemed most at risk.
2. *Absence of citywide criteria to determine architectural, historical and cultural significance.* Bethlehem has no objective criteria by which to determine the significance of potential historic resources in the city. This is a critical component of any comprehensive, legally-defensible preservation program and regulations.
3. *No formal process to nominate potential resources and districts for local protection.* Currently, the City lacks a formal process by which residents can nominate new districts or individual resources. Other cities have "Request for Evaluation" forms and/or clear guidance for residents about the process for seeking a historic district or individual landmark designation.
4. *The City lacks a consolidated municipal archive.* A plethora of archival information on Bethlehem's history exists. Unfortunately, it is housed in disparate locations. The Bethlehem Library, Lehigh University, the Historic Bethlehem Partnership, the Moravian Archives, and County archives hold significant collections of historic materials. Although it is not a municipal function to house a historic archive, having a central clearinghouse for historic documents is a key component of a successful historic preservation program. During the preparation of this Plan, many residents and other stakeholders mentioned that they did not know where to look for or donate historic documents.

Recommendations



Objective 1: Expand protections for historic resources located throughout the city.

Strategy

1.1: Adopt citywide criteria to determine the significance of identified historic resources. The City should develop a clear statement setting forth how architectural, historical and cultural significance may be determined. Proposed criteria and a process for evaluation are set forth in the Appendix A.

Strategy 1.2: Create a local survey/nomination form and a formal nomination process for historic resources. The City should create an official historic resource survey form so that it is clear what information is needed to make informed decisions about the significance of individual and district resources. The public would then have an opportunity to submit to the City a “Request for Evaluation” based on a complete nomination form. (See Appendix B)

Strategy 1.3: Establish a clear and consistent process for the review of historic resource nominations. The City should establish a formal process along the following lines:

1. The property owner, neighborhood group or City submits a completed “Request for Evaluation” to the Planning Department.
2. The Planning Department, in coordination with the Historic Officer, researches the feasibility of the proposed site for designation.
3. The Historic Officer conducts a professional evaluation of the significance and integrity of the proposed resource and a review of any survey(s) submitted as part of the Request for Evaluation.
4. The Historic Officer submits a report outlining whether the resource meets the citywide criteria for significance.

5. The City Council holds a public hearing and votes on the proposed designation.

Strategy 1.4: Implement the City’s Comprehensive Plan recommendation to work with interested neighborhoods to explore the designation of new historic districts. Any new historic district designations should be the result of a community-based effort led by the property owners within each of the proposed districts.

1. **National Register historic districts.** The City should work with residents of a particular neighborhood who would like to pursue National Register designation.
2. **Locally designated historic districts.** The City has three historic districts that are listed on the National Register of Historic Places, but that are not designated at the local level. These include Fountain Hill, Elmwood Park and Pembroke Village. If property owners indicate interest in local designation, the City should explore the possibility of locally designating these historic districts or protecting them in some other way.
3. **Conservation districts.** Municipalities pursue conservation districts in instances where local historic designation may be too stringent. The conservation district approach might be well-suited for the certain neighborhoods where the building plan and form is more significant than the architectural details on the buildings. For example, the significance of the Elmwood Park neighborhood is derived from their respective overall plan, in terms of setbacks, scale, massing and prominent urban design features, more so than the architectural details of the individual buildings which in some instances have been significantly altered. Therefore, a conservation district with design guidelines may be a more appropriate tool than a traditional historic district. The City could also investigate the possibility of only requiring a COA for applications involv-

ing new construction or demolition (i.e., elect to not review permit requests for alterations).

4. **Extend or designate new historic districts.** The following areas were identified as potential extensions of existing districts or new districts altogether:
 - a. Create a new district to include the east side of Montclair Avenue east to the east side of Birkel Avenue, between Cress Street and Packer Avenue. On Montclair Avenue, there is a row using alternating stone and masonry materials reminiscent of a medieval fortress. The same symmetry and design in masonry is evident in the Birkel Street facades.
 - b. Create a new district to extend south to East Fifth Street between Polk Street and the southern boundary of St. Michael's cemetery and east from Hayes Street to the eastern boundary of St. Michael's cemetery. This would include the cemetery, as well any historic church that is deemed eligible.
 - c. Create a new historic district along W. Broad St., which would include the north side of the street between New and Guetter Streets, and both the north and south sides of the Street between First and Third Avenues. Properties included in this expanded district would be the Odd Fellows Building (Farr's Building), Boyd Theater Building, Union Bank and Trust Building, and Siegfried Pharmacy.
 - d. Consider designating a Lehigh University Historic District and a Moravian College Historic District (north campus) to include buildings of architectural and historical significance on those two campuses.

Strategy 1.5: Develop an inventory of individual landmarks to use as the basis of a new ordinance. There are a number of individual historic resources located outside of existing or potential historic districts. The first step in creating the list is to

identify gaps in the existing documentation work. Any ordinance should be based on an up to date survey and assessment of each potential landmark. (See Appendix B for detailed recommendations regarding the City's individual historic resource inventory).

Strategy 1.6: Build the City staff capacity to administer a historic preservation program. In the longer-term, consider hiring a full-time preservation planner in the Community and Economic Development Department. This person would help the historic architectural review board in its review of applications for certificates of appropriateness. This person could also work on accepting and reviewing nominations for listing of historic properties on the citywide inventory of historic resources, conduct Section 106 Reviews, work with applicants in both the commercial and residential façade programs, and provide one-stop service to residents regarding historic preservation issues.

Strategy 1.7: Partner with local preservation groups to host a public training session about how to document historic buildings and sites. The existing efforts of groups such as Historic Bethlehem Partnership, the North by Northwest Neighborhood Initiative and other groups can be expanded to help educate citizens about how to survey historic resources.

Strategy 1.8: Create an inventory of cultural places of value. Not all buildings and places of value are eligible for the National Register of Historic Places. If National Register eligibility is a prerequisite for being placed on the individual resource list, then the implication is that non-eligible resources will have no means of local protection from demolition. The City could work with a local non-profit group to create a special inventory of culturally significant places which would be largely for the purposes of education, recognition and awareness. (See Sidebar in Chapter 5 on the Place Matters program).



Objective 2: Integrate preservation principles into local land use decisions, regulations and development processes.

Strategy 2.1: Explore the use of neighborhood design guidelines for areas located outside of historic districts.

The City's Elm Street North by Northwest Neighborhood Initiative could be a model for providing non-regulatory historically-sensitive design guidance at the neighborhood scale. This should include guidelines for historic and new signage.

Strategy 2.2: Improve education of building inspectors, local contractors, architects and developers about historic building technologies and preservation strategies.

Work with local non-profits and building industry organizations to organize a training workshop for professionals.

Strategy 2.3: Revise design guidelines to address issues of sustainability.

The City should work with its two review boards to amend the existing set of design guidelines for integrating renewable energy technologies and energy-efficient improvements into historic resources. This should include the placement of solar panels and wind turbines on residential and commercial properties within historic districts and guidance regarding the pros and cons of replacing historic windows. This could also include guidance on historically-sensitive green building materials.

Strategy 2.4: Advocate State enabling legislation to facilitate individual landmark designation.

As noted, the Commonwealth of Pennsylvania does not have any enabling laws which allow municipalities to designate and protect individual historic resources. Instead, municipalities are forced to use other means to protect dispersed, individual buildings. The

City should support legislative efforts to allow municipalities to protect individual resources by individual designation.

Strategy 2.5: Explore use of cluster zoning or conservation easements for protection of rural landscapes.

Look at zoning tools and conservation easements to protect historic rural landscapes. (Please see sidebar on page 29)

Strategy 2.6: Explore the adoption of an "Official Map".

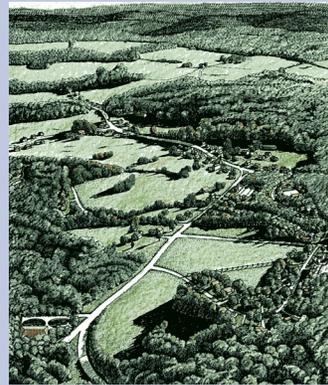
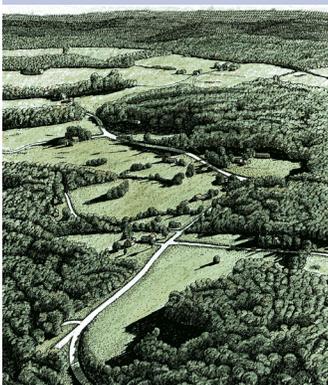
Municipalities in Pennsylvania have been granted the power to create Official Maps through the Municipalities Planning Code (MPC) of Pennsylvania to designate areas for both current and future public land and facilities on a map. This designation on the Official Map then allows a municipality the ability to delay development of a property or properties (up to a year) to provide the municipality an opportunity to acquire the property for the designated public facilities. Within that time span of a year, the municipality may opt to not acquire the properties) at all and allow for the property owner to move forward with his or her development plans. An Official Map may include reservations for open space.



Wyandotte Street Project

In 2006, the City of Bethlehem created a targeted façade rehabilitation project for the buildings located on the 300 and 400 blocks of Wyandotte Street (the former “Palace Row”). The program was specifically designed to work in conjunction with the City’s Façade Improvement Loan Program to repair the exterior of the buildings in that area in a manner consistent with the Secretary of Interior Standards and to preserve the architectural integrity of the buildings. The program provided low interest loans and matched those dollars with a deferred payment loan that did not require repayment as long as the property owner/borrower main-

tained the property within the terms of the funding. The compliance period is five years. The program has resulted in a number of restored facades and the development of a plan to relocate utility lines from the Wyandotte Street corridor to the rear of the properties where they will be less of a visual detriment.



Existing open space, conventional development, and cluster development Source: Rural by Design, Randall Arendt

Cluster Zoning

Cluster zoning is a form of development that permits a reduction in lot area and bulk requirements, provided there is no increase in the number of lots permitted under a conventional subdivision or increase in the overall density of development, and the remaining land area is devoted to open space, active recreation, and preservation of environmentally sensitive areas.

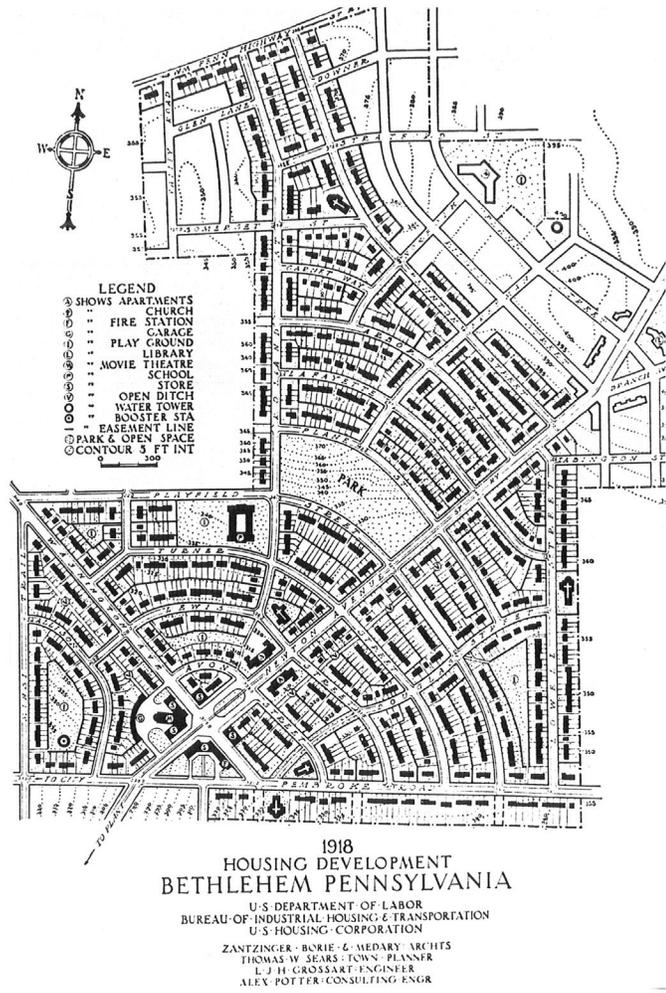


Historic Bethlehem Partnership’s Heritage Trail

The Historic Bethlehem Partnership and Touchstone Theatre have collaborated to create a heritage trail with over 75 stops located throughout the city. At each stop, signified by a blue sign, (see above) visitors may download an audio guide onto an iPod or mp3 player or access the audio guide directly from a cell phone.

Conservation Easement

A conservation easement is the grant of a property right requiring that the described land will remain in its existing natural state in perpetuity.



Strategy 1.4 recommends designating three National Register Historic districts: Fountain Hill, Elmwood Park and Pembroke Village as local historic districts, if property owners in each district indicate interest in local designation. At left is the original site plan prepared by the United States Housing Corporation (USHC) for Pembroke Village. The 170-acre plan included rows of houses in concentric circles around a hub of stores that would service the community. This plan never was completed; by the end of the war and the dissolution of USHC, about one-eighth of the proposed project was laid out. House construction began by the USHC was finished by private owners. The district still portrays the original USHC intent and plan. (Source: National Register of Historic Places Registration Form for Pembroke Village Historic District)



City of Bethlehem, Pennsylvania
South Bethlehem
Historic Conservation Commission

DESIGN GUIDELINES



The historic Kreidler Buildings have been adapted for use by new businesses. Even though the new businesses each have their own identity, the overall historic character remains.



WHAT ARE THE BENEFITS OF THE HISTORIC CONSERVATION DISTRICT?

The South Bethlehem Historic Conservation Commission (SBHCC) encourages the economic development and revitalization of the South Bethlehem Historic Conservation District while attempting to minimize the burden on long-term residents. Although each property owner can define the benefits of the Historic Conservation District based upon personal experience, historic districts have been found to:

- Increase neighborhood stability and property values, foster economic development, increase business district investment, and revitalize older commercial areas by attracting new customers
- Provide funding opportunities to property owners with grants and financial incentives to improve their historic buildings and structures
- Preserve the physical history of the area and promote an appreciation of the physical environment
- Foster community pride and self-image, increase the awareness and appreciation of local history and tourism

These guidelines were developed in conjunction with South Bethlehem Historic Conservation Commission (SBHCC). The SBHCC reviews Certificate of Appropriateness (COA) applications for proposed exterior alterations to properties within the Historic Conservation Districts that are visible from a public way. The applicant is responsible for complying with the provisions of the Zoning and Building Codes at the time of application. The applicant must obtain a COA as well as all necessary permits prior to proceeding with any work. For more information, or to obtain permit applications, please call the **Planning and Zoning Office at City Hall at (610) 865-7088**.

Please review this information during the early stages of planning your project. Familiarity with this material can assist in moving a project quickly through the approval process, saving applicants both time and money.

Strategy 2.1 recommends exploring the use of neighborhood design guidelines for areas located outside of historic districts. These guidelines may not be as extensive as those for local historic districts (shown right) but should provide guidance for building owners on appropriate renovations and additions. Strategy 2.3 recommends updating the design guidelines for the local historic districts to consider issues of sustainability.



Chapter 3

Economic Development



Goal: Expand the use of historic preservation as an economic development tool.

Introduction

The City of Bethlehem claims the first Act 167 historic district in the Commonwealth of Pennsylvania. The City is also arguably among the first municipalities in the Commonwealth to make historic preservation a focus of its economic development efforts – at least following an unfruitful urban renewal experiment. As Bethlehem struggled to support its declining downtowns during the 1960s, several proposals to demolish much of the historic North side commercial district were seriously considered by the City. This approach was eventually codified in the 1969 Center City Plan prepared by Clarke and Rapuano. The plan boldly stated that:

“The Main Street downtown business area that has served the American city in the past – at least adequately, if not well – will not suffice in the future. Not unlike most American cities, Bethlehem is at the stage where it must decide how its core should be renewed.”

Between 1969 and 1975, implementation of the Center City Plan moved forward with the razing of several blocks to construct the First Valley (now Bank of America) office tower, the Marketplace and the Walnut Street parking garage. Meanwhile, a group of elected officials and civic leaders, lead by then Mayor Gordon Mowrer, recognized a major economic development opportunity in the City’s historic character and eventually managed to halt the further development of the “superblock” plan. In the view of these citizens, Bethlehem’s historic neighborhoods and commercial districts were what differentiated the city from the postwar suburbs sprouting in

the Lehigh Valley and also from the downtowns of other older urban communities, which were pursuing the “quick fixes” of urban renewal. They wanted the City to cultivate a heritage tourism sector, revitalize its “Main Street” retail corridors and reinvigorate its historic neighborhoods through an incremental economic development strategy centered on preservation. This marked a defining moment in the City’s history. By 1979, the preservation mindset had taken hold and the City had adopted a new plan for Center City which espoused the following goals:

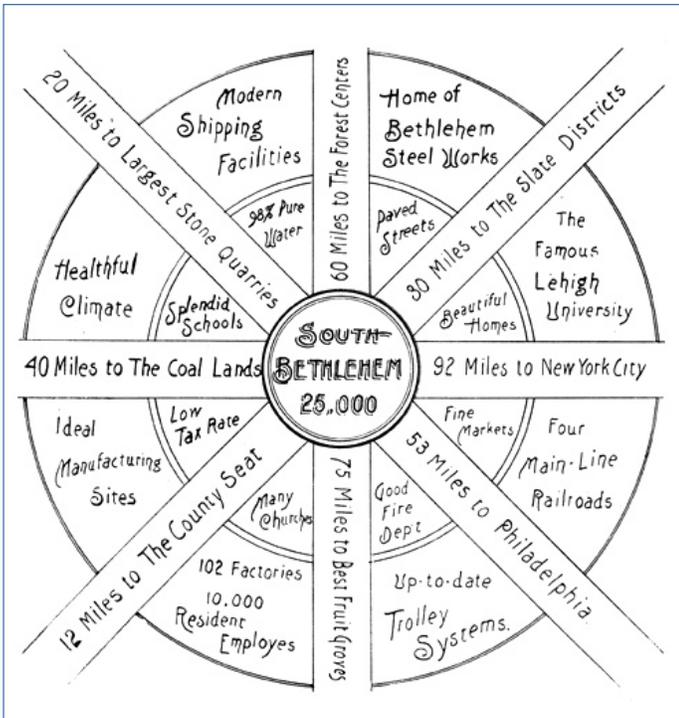
- Create a Center City known as a place for historic/cultural housing, retail and office opportunities.
- Retain and attract retail and business uses in the Main Street Restoration Area and along Broad Street between Main and New Streets.
- Incorporate the City’s rich historic character with the development of Center City.
- Broaden cultural and recreational opportunities in the Center City, especially those of historic importance.

These early “preservation as economic development” efforts on the North Side were later expanded to the South Side through the designation of the South Bethlehem Historic Conservation District. For over 40 years, Bethlehem has leveraged its historic assets to create jobs, attract tourist spending and generate tax revenues. This legacy continues today with the City’s ongoing efforts to create a sustainable future for the historic Bethlehem Steel Site, the organization of neighborhood revitalization programs, such as the new North by Northwest Neighborhood Initiative, and by making preservation a key selling point in its business attraction efforts. This chapter describes the City’s existing economic development initiatives related to historic preservation and then outlines a number of strategies to expand and improve the utilization of preservation as an economic development tool.

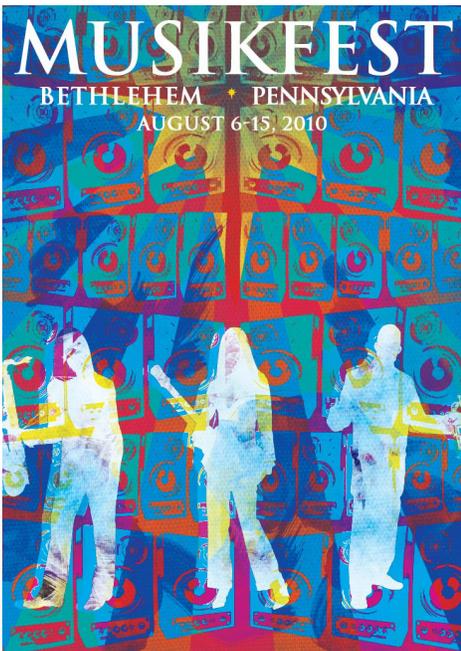


Objective 1: Expand the City’s existing heritage tourism programs.

Heritage education and activities can play an integral role in tourism. According to a 2009 study on heritage tourism by Mandela Research, cultural and heritage visitors spend, on average, \$994 per trip compared to \$611 for all U.S. travelers. Moreover, this spending – whether it is at a local hotel, restaurant or retailer – has a multiplier effect on the local economy. Heritage tourism is particularly valuable in Pennsylvania. A 1999 report for the Pennsylvania Center for Travel, Tourism and Film revealed that 25% of all leisure trip expenditures in Pennsylvania were attributed to heritage tourism. In Bethlehem, the percentage of tourism expenditures attributed to heritage tourism is likely much higher than the statewide average. Bethlehem’s two historic downtowns continue to play an instrumental role in tourism, shopping and entertainment activities. The City’s Central Bethlehem Historic District, showcasing Moravian buildings from the original settlement, is perhaps the most well known heritage tourism attraction; its pending nomination to UNESCO’s World Heritage List presents an opportunity to expand these existing programs. Meanwhile, the Bethlehem Steel Site is poised for a new role as a focal point of tourism, education and entertainment programming with a strong emphasis on the City’s industrial and cultural heritage. The National Museum of Industrial History, an affiliate of the Smithsonian Institute, which will be located on the Steel Site, is expected to have a national draw. Another Steel Site attraction will be the SteelStacks, a performing arts center with music venues, cinemas, educational spaces and restaurants that is expected to open in April 2011. Bethlehem has a number of other tourist-friendly initiatives that take advantage of the city’s historic assets. A few prominent examples include:



Each year thousands of visitors flock to Bethlehem for Christmas festivities in the month of December, and Musikfest in August. Recent projects have only enhanced Bethlehem as a premiere place to visit including the rails-to-trails South Bethlehem Greenway, the Historic Bethlehem Heritage Trail, and the redevelopment of a portion of the Bethlehem Steel site for a Sands Casino and hotel. An overarching challenge in Bethlehem is making connections between the City's many disparate heritage tourism activities. Objective 2 provides strategies to facilitate a comprehensive approach to heritage tourism in Bethlehem.



- The Historic Bethlehem Heritage Trail, a new project of the Historic Bethlehem Partnership, will consist of approximately 75 marked historic sites when complete in 2011. Descriptions of each will be available via mp3 audio guides which can be downloaded onto an iPod.
- The South Bethlehem Greenway is a rails-to-trails project being undertaken by the City along old railbed from Union Station on the north to Saucon Park on the south. Connecting the Greenway to local South Side heritage attractions could be accomplished by adding an information kiosk and/or directional signage along the trail. The ribbon cutting on the first section, which was a collaboration between the Sands Casino and the City, took place on October 13, 2009.
- The various festivals in Bethlehem, including Musikfest, Celtic Classic, the South Side Film Festival, Harvest Festival and Christmas festivities draw people from all over the region. At least one stop at a Bethlehem historic site should be on every festivalgoer's agenda.

An overarching challenge in Bethlehem is making connections between the City's many disparate heritage tourism activities. The following strategies are intended to facilitate a comprehensive approach to heritage tourism in Bethlehem.

Strategy 1.1: Utilize existing websites to market heritage tourism activities in Bethlehem. Ensure that Bethlehem's heritage tourism activities are marketed through existing regional websites such as *Discover Lehigh Valley*, the region's tourism bureau. The City's Preserve America Community designation may assist in fundraising efforts to support updating website(s).

Strategy 1.2: Create a visitor's center on the South side by implementing plans to reuse and redevelop the Stock

House at Bethlehem Steel. The City received a \$125,000 Preserve America grant for the reuse and redevelopment of the Stock House on the Bethlehem Steel site for use as a visitors' center.

Strategy 1.3: Create promotional booklets and brochures focused on developing knowledge of the South Side.

These could be placed in the proposed visitor's center and in a Greenway kiosk.

Strategy 1.4: Adopt a "museum in the streets" for areas that are not currently recognized in historic trails program.

Strategy 1.5: Provide wayfinding signs and informational brochures to easily direct people to and from the Greenway to major heritage sites and attractions.

Strategy 1.6: Leverage the pending World Heritage Site designation by working with the Historic Bethlehem Partnership and other groups to market heritage tourism programs related to the City's Moravian heritage.

Strategy 1.7: Establish an immigration house museum to interpret the lives of the immigrant workers on the South Side. (Please see sidebar on page 37)



Objective 2: Strengthen and revitalize neighborhoods through recognition and marketing.

Bethlehem possesses a number of historic neighborhoods, from the original Moravian settlement to the early steel worker suburbs, each with its own distinct sense of place. In many cases, the historic names of these areas are well known to a few residents (in fact, survey respondents identified them-

New York City: The Impact of Historic Districts on Residential Property Values

In 2003, New York City’s Independent Budget Office conducted a study of the impacts of historic districts on residential property values. An examination of property sales from 1975 to 2002 revealed that prices in historic districts were higher than those of similar houses outside historic districts; and that price appreciation is greater for houses inside historic districts.

Source: http://www.preservationnj.org/site/ExpEng/images/images/pdfs/IBO_HistoricDistricts03.pdf

Strategic Plan



Lehigh Valley Industrial Heritage Coalition

DRAFT, December 11, 2008

Lehigh Valley Industrial Heritage Coalition Strategic Plan

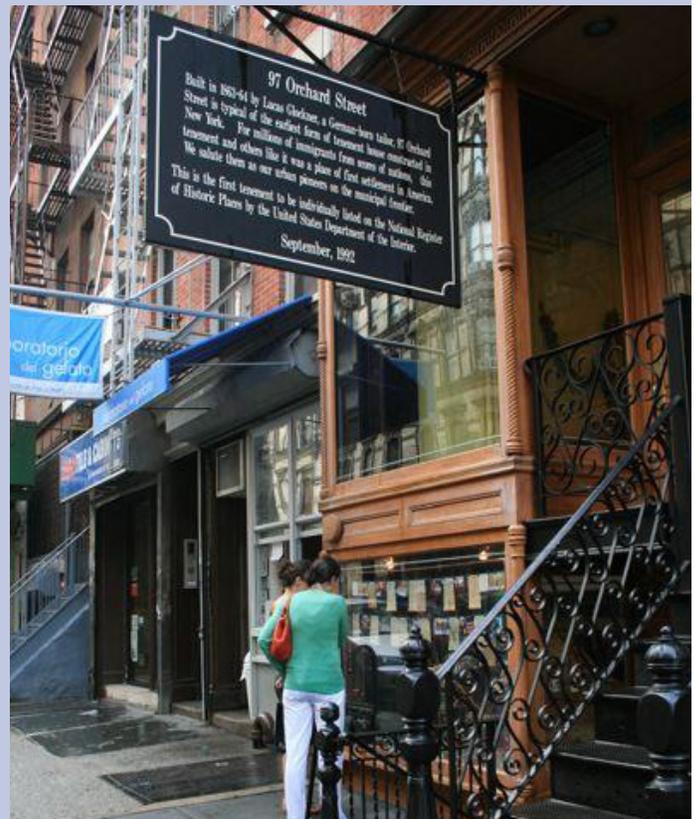
Coalition Strategic Plan

The Lehigh Valley Industrial Heritage Coalition is a consortium of preservation, education, arts and non-profit groups interested in the preservation and interpretation of the Lehigh Valley’s industrial history, with a particular focus on the Bethlehem Steel site. LVIHC’s 2008 Strategic Plan outlined a number of specific partnership and organizational strategies to foster education and awareness about Bethlehem’s industrial heritage assets. The Strategic Plan lists the LVIHC’s vision to “help the region perpetuate its rich industrial heritage by honors its unique stories, people and places.” (Source: Strategic Plan Lehigh Valley Industrial Heritage Coalition, December 2008).

New York Tenement Museum

The Tenement Museum uses a seemingly ordinary tenement built in 1863 to tell the story of the immigrant experience on the Lower East Side of New York. The building was home to nearly 7,000 working class immigrants. After being shuttered for over 50 years, the building was restored and now has six apartments which are used to tell the stories of immigrant families who lived there. In addition to providing tours of the tenement building, the museum offers neighborhood walking tours, New York history events and discussions and ESOL workshops that use history to teach today’s immigrants.

(Source: <http://www.tenement.org/>)



selves as hailing from as many as 50 different neighborhoods), but not otherwise visible to prospective new residents or visitors. Many homeowners simply do not realize that they live in a historic neighborhood. Raising awareness about the historic value of these neighborhoods can create a domino effect as homeowners are encouraged to invest in sensitive renovations and maintenance. Identification and education about the history of a neighborhood can help instill a sense of pride in its residents and thereby encourage historic property improvements.

The Central Bethlehem Historic District, Pembroke Village, and Mt. Airy are a few of the historic neighborhoods with a distinct identity. In general, a visitor to the other historic neighborhoods may sense that he/she is in a special place but there is little in the way of signage or other visible markings to communicate its identity. The following strategies are intended to support the recognition and marketing of historic neighborhoods.

Strategy 2.1: Support grassroots efforts to identify and market historic neighborhoods through use of historic names. The Historic Preservation Plan Task Force could work with the North by Northwest Neighborhood Initiative, the South Side Task Force and other local neighborhood groups to create distinct identities for the “sub-neighborhoods” in these areas. This could include a name and a logo based on a neighborhood’s historic name.

Strategy 2.2: Expand historic house tours to raise awareness for neighborhood history. Historic house tours could help raise awareness for the historic value of various neighborhoods – and it could also help raise money for neighborhood marketing efforts. The North by Northwest Neighborhood Initiative, a grassroots initiative associated with the City’s new Elm Street program, has recently organized walking tours of

Elmwood Park and the West side. The group will be publishing a homeowner’s guide to conducting historic research.

Strategy 2.3: Provide banners, historic street markers or gateway signs to alert visitors about the neighborhood they are in. Local neighborhood organizations could work with the City to fund and install attractive markers to communicate their historic identity. These could be very subtle, such as a logoed metal sign installed on top of the neighborhood’s street signs, or more overt, such as an attractive gateway sign installed at a key intersection.



Objective 3: Encourage adaptive reuse projects that have potential to result in substantial economic benefits to the city.

Bethlehem has many fine examples of adaptive reuse projects, including Union Station, Riverport and the Ice House. Still, many property owners and developers perceive adaptive reuse as a costly, complex and time consuming endeavor. Raising awareness about best practices in reuse and providing education about the available incentives for historic rehabilitation could encourage more adaptive reuse activity in the City. (Please see sidebar)

Strategy 3.1: Partner with higher education institutions to explore commissioning adaptive reuse feasibility studies for significant historic properties where a building needs to be repurposed. Explore reuse opportunities to preserve the multicultural history of the City. Feasibility studies could evaluate the costs and benefits of various reuse proposals.

Strategy 3.2: Support the adaptive reuse of Martin Tower. As the former headquarters for Bethlehem Steel, Martin Tower represents an important aspect of the City’s industrial heritage.

In 2010, the building (circa 1969-72) was determined eligible for listing on the National Register of Historic Places by virtue of receiving a rare exception to the 50-year age requirement. The City should continue to work with the owners of Martin Tower to support the preservation and redevelopment of the building and its surroundings. A successful redevelopment could utilize federal historic tax credits to create jobs, generate tax revenues and strengthen the surrounding area.

Strategy 3.3: Continue to promote rehabilitation of the Steel site for economic development purposes. Historic preservation should be a core focus of the overall redevelopment. The historic structures are included as part of the Developer's Commitment to the City to preserve certain buildings, which should be preserved and adaptively reused as part of the overall site redevelopment.

Strategy 3.4: Encourage adaptive reuse of historic storefronts in the commercial corridors, including those located outside of the locally designated historic districts. The City should continue to encourage business owners to preserve and maintain historic storefronts along Main Street, Broad St., 3rd St., 4th St. and other commercial corridors. The façade loan program should continue to be promoted.

Strategy 3.5: Explore the establishment of a façade easement program along Main Street, Broad Street, 3rd Street, 4th Street, and other commercial corridors. The City should encourage a local non-profit, or partner with a local non-profit, in the creation of a façade easement program. The non-profit could accept voluntary donations of façade easements on restored properties to ensure their future preservation. Easements can qualify as a charitable contribution, which can be deducted from Federal income, estate and gift tax purposes. To qualify, the IRS code requires that an easement be donated

in perpetuity. The value of the easement donation is determined by an independent appraiser. (Please see sidebar)



Objective 4: Market incentives for historic buildings.

With a generous supply of National Register properties and an active Community Development Block Grant (CDBG) program, the City of Bethlehem has tremendous potential to utilize federal funds to help stimulate economic revitalization through historic rehabilitation. These incentives could include the Federal Historic Rehabilitation Investment Tax Credit, New Markets Tax Credits and Low-Income Housing Tax Credits. In addition, the City provides a number of local incentives which support rehabilitation activities. Ongoing promotion of these incentives should be continued by the City. (Please see sidebar on page 42)

Strategies 4.1: Promote the existing façade loan program for commercial/mixed-use properties and encourage the recently started Elm Street façade loan program for residential properties.

Strategies 4.2: Promote use of New Market Tax Credits in CDBG areas. New Markets Tax credits encourage private investors to lend to projects in low-income areas, such as areas in the South Side. New Market Tax Credits have been utilized to finance the proposed ArtsQuest Center at SteelStacks as part of the Bethlehem Steel redevelopment project. Used in tandem with the federal historic tax credits, this incentive can provide significant upfront financial assistance to owners/developers of income-producing properties, including affordable apartment rental units.

Strategies 4.3: Promote use of federal Historic Preservation Tax Incentives program. As noted, Bethlehem has individual structures on the National Register of Historic Places and contributing buildings in National Register Historic Districts. Some of these buildings would qualify for the 20 percent federal tax credit for historic rehabilitation. Many owners or prospective redevelopers of income-producing properties are unaware of this incentive. The City should create a brochure which describes the program and provides a map of National Register-eligible/listed resources. There are a number of local developers with experience in utilizing the Federal credit. They could serve as a resource for other owners who have questions about how the incentive works.

Strategy 4.4: Support the creation of the proposed State 25 percent tax credit for qualified rehabilitation of historic commercial buildings. At least 31 states offer a historic rehabilitation tax credit. This can be extremely effective when utilized along with the federal tax credit. Currently, the Commonwealth of Pennsylvania lacks this key incentive. The City should support legislative efforts to create this program in Pennsylvania.

Strategy 4.5: Use transportation funds to maintain and improve historic roadways, bridges and other infrastructure. Bethlehem's historic bridges and other infrastructure should not be overlooked. The City should explore opportunities to creatively use Federal and State transportation funds to support the rehabilitation and maintenance of these assets.

Strategy 4.6: Partner with historic preservation groups to support a historic materials reuse and salvage program. Community groups should organize a materials salvage program to serve as a resource for historic homeowners, local contractors, architects and others. This could be housed in a

warehouse, historic barn or other large space. (Please see sidebar on page 46)

Strategy 4.7: Consider waiving permit fees and/or providing incentives for historic rehabilitation projects.



Objective 5: Create jobs.

As noted, historic rehabilitation projects create more local jobs than new construction. Due to the site-specific nature of rehabilitation work, many projects result in more business for local suppliers. Even better, preservation jobs are green jobs because building reuse saves natural resources. Preservation becomes even more "green" and job-intensive when projects involve the weatherizing and retrofit of historic buildings. While many of the aforementioned strategies will help accomplish this goal by stimulating rehabilitation activity, there are several other job-targeted recommendations which should be considered by the City.

Strategy 5.1: Encourage development of a directory of local architects, contractors and other professionals trained in traditional building craftsmanship and rehabilitation techniques.

Strategy 5.2: Work with Lehigh Valley Green Builders and the Alliance for Sustainable Communities – Lehigh Valley to demonstrate how historic buildings can "go green." Local neighborhood organizations could partner with these local sustainability groups to organize a workshop focused on making historic buildings more energy efficient through rehabilitation.

Strategy 5.3: Promote building preservation trades by working with local contractors, vocational schools, community

colleges, high schools to support job training in the preservation trades.



Objective 6: Document the economic impacts of historic preservation in Bethlehem.

Studies have shown that rehabilitation projects yield more local economic benefits than new construction activities. According to a 2010 report from Rutgers University, “\$1 million invested in historic rehabilitation produces markedly better economic impacts in terms of jobs, wages, and federal-state-and-local taxes than a similar investment in new construction, building highways, manufacturing, machinery, agriculture and telecommunication.” Similarly, a 2005 Brookings Institution study on the economics of historic preservation revealed significant overall economic benefits associated with the reuse of historic buildings:

By most accounts, it is more efficient and profitable to preserve a historic building than to construct a new one. Designating a landmark or district as historical typically maintains if not boosts the value of the property, and as an economic development tool, historic preservation has proved its worth. Nearly any way the effects are measured, be they direct or indirect, historic preservation tends to yield significant benefits to the economy.¹

While these national studies provide some general conclusions, the economics of preservation is ultimately a local issue. Despite Bethlehem’s legacy of preservation as a local economic development tool, the City has never fully studied the impact of historic preservation on the Bethlehem economy. The survey and public outreach conducted as part of the preparation of this plan indicated that the economic benefits of historic

preservation are not well known among Bethlehem residents. A local study would help local policy makers, residents and business owners understand the economic benefits and burdens of historic preservation. Potential metrics for the study would include jobs created through rehabilitation projects, the affect of historic district designation on property values and tourism spending generated by heritage activities.

Strategy 6.1: Emphasize and communicate in all marketing collateral, the economic benefits and gains realized directly by historic preservation. The City can also explore a collaborative effort with Lehigh University, Moravian College and/or Northampton Community College to conduct a qualitative survey about the specific reason for a resident’s or businesses decision to move into or near a historic district. (Please see sidebar on page 44)

1. Randall Mason, “Economics and Historic Preservation: A Guide and Review of the Literature,” Brookings Institution Metropolitan Policy Program, September 2005.



Gateway Design Competition – Historic Germantown, Nashville, TN

The Nashville Civic Design Center and Historic Germantown Neighborhood Inc. partnered to create a design competition for a gateway identity at two entry points to one of Nashville’s most historic neighborhoods. The \$1,000 prize attracted submissions from local designers, architects and students. The winner of the competition worked with Historic Germantown Neighborhood Inc. to prepare construction ready drawings to implement the project.

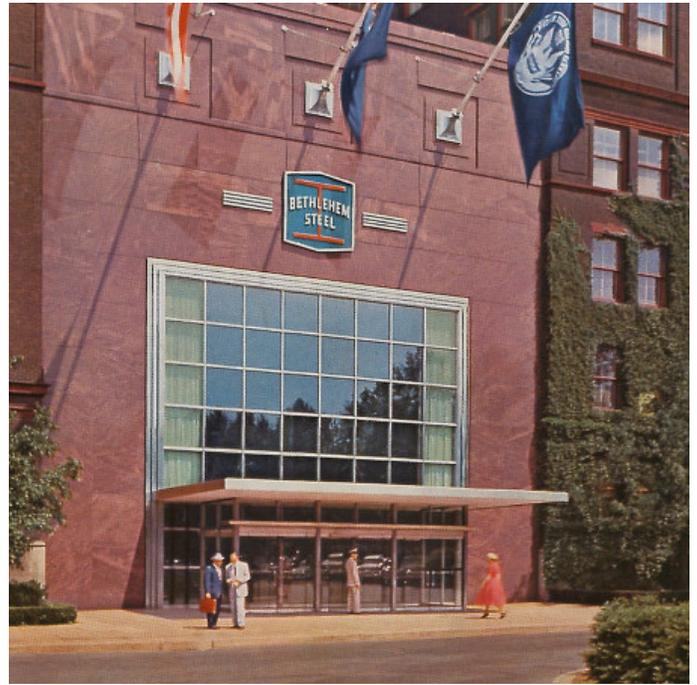
Neighborhood banners provide an identity to historic neighborhoods and provide a sense of pride for residents. To the left is a banner from the Phoenix Hill Neighborhood in Louisville, KY and to the right is a banner from Old Munichburg in Jefferson City, MO) ALSO ADD (Source: <http://www.civicedesigncenter.org/projects/germantowngateway>)

Adaptive Reuse: Bethlehem Case Studies

- **Freight Building:** George J. Donovan AIA & Associates recently relocated its Bethlehem offices to the historic Freight House building, a vacant train station constructed in 1873. The project utilized the City’s Façade Loan Program and also achieved LEED Silver certification. By re-using the existing elements on-site, this project frees up precious landfill space and conserves natural resources while maintaining the urban fabric of the site.
- **Former Bethlehem Steel Johnson Machinery Building:** Ashley Development adaptively reused this historic industrial building to create Riverport, which includes 170 condominiums and 20,000 sq. ft. of retail space located adjacent to the Bethlehem Steel redevelopment site. The project utilized the Federal 20% Historic Tax Credit.
- **Union Station:** This historic, 25,000 square foot, 1900’s train station was vacated in the 1970’s. Ashley Development brought the dilapidated train depot back to life as a health and wellness center occupied by St. Luke’s Hospital. Completed in 2003, the \$4.5 million project used the Federal 20% Historic Tax Credit.



Ashley Development’s Riverport is listed on the National Register of Historic Places.



*The City of Bethlehem with its abundance of historic resources provides many opportunities for the adaptive reuse of structures. Some adaptive reuse projects can involve large-scale redevelopment such as Martin Tower, others can be taken on by homeowners such as Ambre Studio. Plans for other projects are still in the development phase. Above is a photo from Bethlehem Steel's marketing materials *Why Work at Bethlehem Steel*. The photo depicts the Bethlehem Steel Company Headquarters (700 East 3rd Street) constructed in 1916 by Daniel Burnham's firm and later remodeled in the late 1940s by McKim, Mead and White. (Source: the Art Institute of Chicago Ryerson & Burnham Archives: Archival Image Collection)*

Existing Incentive Programs Administered by the City of Bethlehem

The City currently provides the following incentives to encourage historic preservation:

- **Facade Program:** This is a low-interest loan for restoring storefronts and building facades in designated business districts. Funds can be used to facilitate façade repairs and can include signage and storefront renovations.



A recent rehabilitation project on East 4th Street in South Bethlehem which was made possible by public/private partnerships.

This program is limited to 4 certified “blighted” areas in the city: North Central Business District, North Side Neighborhood Business District, Linden Street Business Corridor, and the South Bethlehem Redevelopment Area. All loans require review by the City Historic Officer, and adhere to Secretary of Interior Standards. Funds can be used to stabilize the property (roofing, gutters, sidewalks, etc.) at 50% of the cost plus façade improvement work such as windows, painting and masonry work.

- **North by Northwest Neighborhood Initiative Façade Improvement Program** (i.e., “Best Front Forward Loan”): This is a low-interest loan for façade improvements available to residents who are owners and occupants of homes located in the North by Northwest area. A grant of 15% of the loan amount is provided by the City.
- **Enterprise Zone Incentives:** Certain zones in the City of Bethlehem are targeted by the Pennsylvania Department of Community and Economic Development to encourage private investment, promote job growth and economic development. PaDCED authorizes tax credits for certain specified Pennsylvania taxes to private companies making qualified investments in rehabilitating, expanding, or improving buildings or land in designated Enterprise Zones. Loans are available for property and building acquisition, renovation, and machinery and equipment purchase carry an interest rate of 3.75% for businesses located within the Enterprise Zone.
- **Bethlehem Loan Pool:** This financial pool is used to foster and assist development, renewal, and improvement of businesses. To retain and create jobs, sub-prime interest financing is offered for economically viable businesses to locate, expand, or remain in the City. Loan funds may be used for property acquisition, new construction, building renovation and rehabilitation, and the purchase of machinery and equipment. All applicants must be located in or relocating to the City of Bethlehem. Preference is given to applicants who are locating their business in targeted areas in the City including Bethlehem’s Enterprise Zone. The maximum loan amount is 40% of eligible costs, with a minimum of \$100,000 up to a maximum of \$2,000,000.



BEST FRONT FORWARD
A Façade Improvement Program for Homeowners



BETHLEHEM North by Northwest
10 E. Church Street, Bethlehem, PA 18018
(610) 997-5732 www.nbnw-bpa.org

- **Fund for Revitalization and Economic Development (FRED):** A City of Bethlehem internal loan program designed for business start up and growth. The program is intended to be GAP financing the program in conjunction with owners' equity and other financing. The program requires the creation of 1 Full Time Equivalent (FTE) position for each \$15,000 borrowed. The loan rate is at a substantially reduced rate with terms generally between 3-7 years.

- **Blight Elimination and Revitalization (BEAR):** This is a deferred loan payment program that can be used for façade renovations. The BEAR program can be used in conjunction with other funding including the façade program and is limited to specific areas of the City.

- **Sign Deferred Payment Loan:** This component of the façade program is intended to facilitate creative, historically appropriate signage for businesses. The program provides loans of up to 50% of the cost of approved signage not to exceed \$5,000.

- **Keystone Innovation Zone (KIZ):** The Keystone Innovation Zone provides both loans and grants to technology-based firms located within the South Side KIZ district. Loans through the KIZ funds may be utilized in conjunction with State programs for fixed asset purchases, research and development and costs related to bringing projects to market. Source: Bethlehem Office of Economic Development

Special Valuation of Historic Properties in Austin, Philadelphia, Seattle and Other Cities

The typical special valuation program allows historic properties, including residential, that undergo a rehabilitation project equal to at least 25% of the assessed value of the building to receive a special 10-year valuation period. During this period, the costs of rehabilitation are subtracted from the assessed value of the property. This incentivizes historic rehabilitation activity by delaying the increased taxes that often result from significant property improvements.

Source: Various City websites and policy documents reviewed by PPG



Among the rows and rows of items, at the New Orleans Salvage Store it is possible to find windows, doors, columns, brackets and wrought iron railing.

Materials Reuse:

Architectural Salvage Programs

These programs not only provide historically appropriate materials at low cost, but they also play an important role in environmentally-responsible development. Saved from the landfill, these items offer an environmentally sound option for rebuilding and revitalizing local homes. Proceeds from salvage programs can help support other preservation initiatives such as education events, workshops for contractors and advocacy.

- Allentown Architectural Salvage Warehouse: The Allentown Preservation League operates an Architectural Salvage Warehouse located on the second floor of a downtown warehouse building. The League's salvage team seeks out historic materials from buildings undergoing renovation or demolition and accepts donated materials. The warehouse,

which is open every Saturday, stocks interior and exterior doors, moldings, windows, door knobs, hardware, light fixtures and other salvaged architectural materials for sale.

- New Orleans Salvage Store: The Preservation Resource Center of New Orleans established the Salvage Store in 2007 in order to help preserve the historic architecture and identity of New Orleans. Materials from houses that have been deconstructed are donated to the store and resold at a reduced and affordable price to the community. Through the efforts of the Salvage Store, countless architectural features have been recycled into the historic housing stock of New Orleans. Source: <http://www.prcno.org/shop/salvagestore.php>

Zoning Incentive in New York City

Section 74-711 of the New York City Zoning Resolution allows historic property owners to obtain zoning modifications (i.e., for use and bulk regulations, except floor area ratio regulations) for an individual landmark building or an existing building located within a historic district, provided that the property owner commits to a major restoration project and/or continuing maintenance program. In practice, this means the City can allow a change in use in order to further preservation goals. Examples of Section 74-711 projects include the adaptive reuse of industrial buildings for residential uses (that would otherwise not be permitted) and allowing an appropriate rooftop addition on a historic building that exceeds prevailing height limits.

Source: <http://www.nyc.gov/html/dcp/pdf/zone/art08c01.pdf>



Chapter 4 ***Education &
Awareness***



 **Goal: Promote education and awareness of preservation (including incentives for preservation) throughout the City.**

Introduction

The results of the public outreach for this Plan indicated that Bethlehem residents think the most important benefit of historic preservation is that it reinforces a distinct “sense of place” in the city. The historic built environment is what makes Bethlehem different from Allentown, Philadelphia, a new suburb or pretty much any other place. This is one of Bethlehem’s main competitive advantages. New residents and business owners choose Bethlehem in part because they perceive a quality of life in the walkability, attractiveness and affordability offered by its historic downtowns and neighborhoods. It is not possible to recreate the authenticity one finds walking through the historic working class neighborhoods of the South Side or the Moravian Industrial Quarter in a new development. The value of these places has derived from generations of accumulated social memory, economic investment and cultural life. This “sense of place” can be easily eroded, however, especially if people begin to forget or undervalue the importance of history. In addition, there may be new residents to a neighborhood who may not know the area’s history or may wonder how it is relevant to them and their life. Therefore, it is a civic

duty to promote education and awareness about the benefits and impacts related to historic preservation. This chapter is concerned with building and sustaining a preservation ethic in the current and future residents of Bethlehem to ensure that its rich history lives on.

 **Objective 1: Expand history education opportunities for residents of all ages and backgrounds.**

Strategy 1.1: Promote building preservation trades by working with local contractors, vocational schools, community colleges, and high schools to support job training in the preservation trades. The hands-on involvement of Bethlehem Area Vocational-Technical School (BAVTS) construction students in the rehabilitation of Illick’s Mill demonstrated the job training potential for this type of program. BAVTS should explore the possibility of creating a formal historic rehabilitation training program, perhaps in partnership with local preservation groups. (Please see sidebar on page 50)

Strategy 1.2: Promote local history and site-based history education at local schools. Bethlehem’s historic resources offer tremendous opportunities for authentic, tangible, site-based history education. The school district should make local heritage education a core component of the history curriculums. These programs could be coordinated on an annual

basis with National Preservation Month.

Strategy 1.3: Create historic preservation training programs for local educators. Historic resources should be viewed as a teaching tool. Local preservation groups could provide a workshop session to encourage preservation-oriented field trips and lesson plans for educators of all grade levels. These could include compiling an intro to architecture guidebook or creating a guided walking tour based on the new heritage trail. (Please see sidebar on page 29)

Strategy 1.4: Employ youth tour guides for history walking tours. Local historic preservation organizations and non-profits could create a tour guide program for local students. This would be a terrific summer job opportunity and a fun way to educate visitors/tourists about the City's heritage. It is also an opportunity for students to help educate their own community about the City's history. (Please see sidebar on page 50)

Strategy 1.5: Involve local historians in the evaluation of historic resources. Local trained historians from Lehigh University, Moravian College and the school systems could contribute their expertise and training to the City's ongoing survey and evaluation work – and to conceive exciting ways to utilize and interpret these resources.

Strategy 1.6: Encourage historical societies, preservation organizations and other non-profits to incorporate history education into their lifelong learning programs. Regular lecture series, walking tours and panel discussions can broaden the local preservation knowledge base. It can also help these organizations expand their member base.

Strategy 1.7: Encourage the use of new technologies to facilitate preservation education. Mp3-guided tours, interac-

tive maps and websites, local history podcasts and other new technology tools can be invaluable in promoting awareness about preservation.

Strategy 1.8: Encourage local media outlets to make preservation and local history a regular theme. Local newspapers and websites can play an instrumental role in raising awareness about the benefits and impacts of preservation. The City and local history/preservation groups should advocate for regular media coverage of local preservation matters.

Strategy 1.9: Support and expand existing awards programs. Preservation groups could promote and expand the Chamber's "Properties of Merit" program and also highlight individual contributions to preservation advocacy and education.



Objective 2: Ensure that all property owners are equipped to make informed decisions based on the benefits and impacts of historic preservation.

Strategy 2.1: Local historic preservation groups and/or the neighborhood groups can organize workshops in historic neighborhoods to educate residents about the impacts of historic district designation. These workshops would allow residents to ask questions about the pros, cons and "myths" related to historic district designation.

Strategy 2.2: Encourage local preservation groups to hold workshops on technical planning issues. These workshops would deal directly with the "nuts and bolts" of renovating and maintaining an historic home from informa-

IPTW 2011



Preservation Trades Program at Thaddeus Stevens College of Technology

Lancaster County Planning Commission (LCPC) recently partnered with PHMC, Thaddeus Stevens College of Technology, the Lancaster County Workforce Investment Board, and the Historic Preservation Trust of Lancaster County to launch a Preservation Trades Technology Program at Thaddeus Stevens. The program is directed toward those individuals entering or already employed in the building trades who seek the specialized skills in traditional and preservation trades. Students can specialize by taking a series of courses in a trade area concentration of either carpentry or masonry. LCPC has given two cash grants for curriculum development; Thaddeus Stevens supplies the classrooms, instructors and some administrative personnel; the Workforce Investment Board subsidizes tuition for those who already are working in the building trades and want to obtain additional skills. PHMC has given a cash grant and

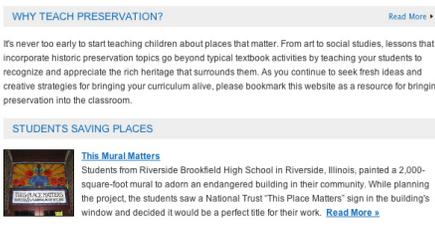
has had their staff develop the curriculum and teach three core courses on the Fundamentals of Historic Preservation, History of Pennsylvania Architecture, and Pennsylvania building technology. All other classes are hands-on in a shop setting. Source:

<http://www.stevenscollege.edu/317396.ihmtl>



National Preservation Month

Established in 1973 by the National Trust for Historic Preservation, the event is co-sponsored by local preservation groups, State historical societies, and business and civic organizations across the country. During Preservation Month, many events are planned to promote historic places for the purpose of instilling national and community pride, promoting heritage tourism, and showing the social and economic benefits of historic preservation. Source: <http://www.preservation-nation.org/take-action/preservation-month/>



History Hunters Youth Reporter Program in Germantown, Philadelphia, PA

History Hunters Youth Reporter Program is an innovative literacy-based program that allows students to “hunt” for history in one of Philadelphia’s most historic neighborhoods. Participants visit four of Germantown’s outstanding historic sites during the school year, where they take part in a variety of hands-on activities and experiences that bring history to life. As “investigative reporters” on assignment, students also gather facts and sketches for follow-up writing in the classroom. Graduates of these programs can go on to become youth tour guides.

Source: http://www.historyhunters.org/house_sites.html



tion on preserving historic windows to historically appropriate methods of making a home more “green.”

Strategy 2.3: Maintain a directory of preservation professionals. The City could work with non-profits or local preservation groups to create a directory of professionals, knowledgeable and skilled in preservation trades relating to architecture, building materials, general contracting, historic preservation, interior and interior design, ironwork, landscaping and landscape architecture, painting, plumbing, windows and doors, woodwork, etc. This directory can be used by homeowners in the renovation of their historic properties.

Strategy 2.4: Emphasize and communicate the direct economic benefits and gains of historic preservation activities to all residents. The City could explore a collaborative effort with Lehigh University, Moravian College and/or Northampton Community College to conduct a qualitative survey regarding the reasons for a resident’s or a business’s decision to relocate into or near Bethlehem’s historic districts. Additional quantitative analysis could focus on the relationship between historic designation and property values and the impacts of heritage tourism on the local economy.

Strategy 2.5: Make pamphlets, website and other information relating to the tax credits available to building owners for preservation work. The City’s Community and Economic Development department could make available existing National Trust or National Park Service materials regarding the Federal Historic Preservation Tax Credits. The City should encourage property owners interested in utilizing credits to seek input and guidance from PHMC. A workshop could be conducted on this topic during National Preservation Month.

Strategy 2.6: Partner with local institutions or non-profits

to provide free (or low-cost) design consulting services to owners of historic homes. This would help provide expertise to homeowners on the renovation and rehabilitation of their properties. (Please see sidebar on page 52)

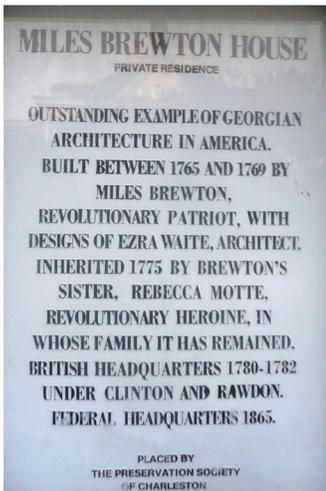
Strategy 2.7: Encourage local realtors to participate in the Historic Real Estate seminar offered by the National Trust for Historic Preservation. Training realtors in historic preservation will help facilitate the maintenance and preservation of historic homes if the realtors make prospective owners aware of the unique historic elements of their prospective properties. (Please see sidebar on page 55)

Strategy 2.8: Create a historic preservation planner position in the Department of Community and Economic Development. This person could work with preservation groups and property owners to help facilitate the various education initiatives set forth in this chapter (see Chapter 2, Strategy 1.6).



Objective 3: Promote the environmental sustainability of historic preservation

Over the past few years, the argument about global climate change has shifted from debating its existence to strategizing about how to address it. Mounting evidence maintains that global warming and climate change are caused by increasing concentrations of greenhouse gasses (GHG) in our atmosphere which act like a greenhouse, trapping the sun’s rays close to the earth’s surface raising global temperatures. The U.S. Department of Energy states that today’s buildings consume more energy than any other sector of the nation’s economy, including transportation and industry. Inefficient building construction, materials, and insulation are major sources of GHG emissions.



Historic Markers Program, Charleston, SC.

Since 1959 the Preservation Society of Charleston has erected over 100 historic markers in Charleston's Old and Historic District. The program is designed to educate the general public about Charleston's significant buildings, structures, and objects, as well as outstanding events and people involved in local, state, and/or national history. The purpose of the markers was to "inform walking tourists and Charlestonians alike as to the historical background of the city."

The eligibility criteria for a marker include the following:

Buildings, structures, and objects that possess architectural and historic integrity and:

- that are associated with events that have made a significant contribution to the broad patterns of our history; or
- that are associated with the lives of persons significant in our past; or
- that embody the distinctive characteristics of a type, period, or method of construction or that represents the work of a master, or that possesses high artistic values or that represents a significant and distinguishable entity whose components may lack individual distinction; or

that have yield or may be likely to yield information important in prehistory or history.

The Preservation Society invites property owners to apply for an historic marker for their property. Working with Preservation Society staff, the property owner assists with the compilation of historic research and draft of the marker text. The Preservation Society of Charleston encourages local residents to participate in this preservation program that provides continuous education of Charleston's history and architecture. Source: http://www.preservationsociety.org/program_historicmarkers.asp



RenPlan in Pittsburgh, PA.

RenPlan is a program developed by the Community Design Center of Pittsburgh (CDCP) whereby professionals are made available to consult with homeowners at a reduced cost. The CDCP's RenPlan® program provides affordable consultations with architects, landscape architects, and interior designers to homeowners who are planning improvements. Since its creation in 1996, the program has matched over 1,230 Pittsburgh homeowners with volunteer design professionals, influencing an estimated \$7.6 million in home renovation investments. The goal of the program is to encourage investments in existing homes and neighborhoods in order to add value through good design. Any homeowner in the Pittsburgh region is eligible for the service, which includes the opportunity to meet one-on-one with a design professional to discuss the homeowner's renovation plans. While the RenPlan® program consultants do not supply drawings or specifications, they do give advice to help homeowners prioritize their needs and plan effective renovations. Source: <http://renplan.cdcp.org/>

Historic preservation and sustainability go hand-in-hand. Preserving existing buildings and adapting them for new uses over time makes the best use of the resources and energy used in their initial construction, as well as saving open land and keeping demolition materials out of landfills. Rehabilitation of old buildings can generate more local dollars that stay in the community rather than being exported elsewhere. Financial incentives for historic preservation can also help to meet the social needs of the community by facilitating the creation of affordable housing. Preservation is also sustainable when it comes to protecting a place's identity and what gives it a unique "sense of place". The National Trust for Historic Preservation has stated that "Historic preservation can—and should—be an important component of any effort to promote sustainable development. The conservation and improvement of our existing built resources, including reuse of historic and older buildings, greening the existing building stock, and reinvestment in older and historic communities, is crucial to combating climate change."

However, despite the compatibility between historic preservation and sustainability, input from the public outreach process indicates that this is not always perceived to be true, particularly by property owners looking to minimize their energy bills and maximize the energy efficiency of their historic properties. As a result, the historic fabric of Bethlehem's buildings is at risk of being lost due to property owners opting to replace historic materials with new construction materials manufactured as "green" and energy-efficient.

Strategy 3.1: Distribute and promote a special topic publication for residents on preservation and sustainability.

This publication should outline how preservation efforts advance sustainability and also dispel myths about any perceived incompatibilities between preservation and sustainability. The

publication should also provide guidance on how to integrate energy-efficient technologies in historic contexts. Of particular focus should be historic windows (see sidebar on page 55). This could be based on existing publications from the National Trust for Historic Preservation or the National Park Service.

In addition, the publication should focus on how traditional architecture is often inherently energy efficient. Most of the City's building stock dates to before 1920, when buildings were routinely designed to work with nature to take advantage of ways to be comfortable without mechanized methods of climate control. Natural ventilation, passive solar design, and natural daylighting are three green building strategies that were routinely incorporated into traditional building practices. By learning about these features and making them work to their advantage, property owners can increase their comfort while saving energy. Preserving the existing integrity of the structure, deconstruction and recycling of existing materials, and careful consideration of the environmental impacts of new materials are importance aspects to a successful green rehabilitation project.

Strategy 3.2: Update the ordinances and design guidelines in the local historic districts to address the use of renewable energy resources. The desire to use renewable energy sources such as solar panels, geothermal technologies, and even wind power is likely to increase with time. These resources should be incorporated into local historic districts on a limited basis. Standards are needed in design guidelines to promote the use of green technology and define appropriate design and placement.

In addition, owners of properties in historic districts should substantiate their requests for alternative energy systems and state whether they have pursued other traditional conservation

measures. It is important to make sure that steps are taken to make a property as energy efficient as it can be before considering renewable energy technologies, as they are currently very expensive with long payback periods. In addition, there are aesthetic concerns associated with some of the technologies that may conflict with the goals of maintaining the historic authenticity of the community. In general, for historic properties, a “best practices” approach to renewable energy systems is to install them so they are not visible from the public right of way, and in such a way that they do not damage the historic fabric of the building. In addition, all work should be easily reversible.

Strategy 3.3: Promote deconstruction, not demolition.

Construction and demolition debris accounts for a large percentage of landfill waste. Rather than ripping out historic interiors, a better approach is to carefully take apart what exists with an eye toward reuse and recycling. Metal, wood, brick, even concrete and asphalt shingles can be recycled. Salvaged materials are inherently green because of the embodied energy they contain. The City could work with a non-profit group to encourage an architectural materials salvage program.

Strategy 3.4: Promote Green Preservation jobs. Retrofitting the existing historic building stock would be a monumental project with great job creation potential. The City can form partnerships with the green building community to explore training opportunities in the greening of existing buildings.



Objective 4: Preserve and promote Bethlehem’s folklore, cultural traditions and oral histories.

Strategy 4.1: Work with local historical societies, historic preservation groups and educational institutions to de-

velop a consolidated oral history program. There has been great work done to compile oral histories by Save our Steel and Beyond Steel, among others. So far, much of these oral histories have focused on South Bethlehem. Historic preservation is really about telling stories. The products of oral histories can be an invaluable resource for present and future generations. Local students could interview older family members and community members (this should also include people involved in the earlier days of historic preservation advocacy). This is a great way to help younger generations connect with their heritage. These could be collected and archived by the local library system or a historic preservation organization. (Please see sidebar on page 55)

Strategy 4.2: Work with non-profit groups to create a program to identify and interpret historic resources that do not qualify for historic landmark designation but are nonetheless historically and culturally significant. A new marker program and/or website could tell the story of each site and recognize its importance. (Please see sidebar on page 56)

Place Matters.

City Lore and New York’s Municipal Art Society sponsor Place Matters, a citywide initiative to identify, celebrate, interpret and protect places that tell the history and anchor the traditions of New York’s many communities. Place Matters conducts and publishes a survey of places nominated by New Yorkers; presents public forums and workshops; produces maps and other publications; and conducts advocacy on behalf of threatened sites.

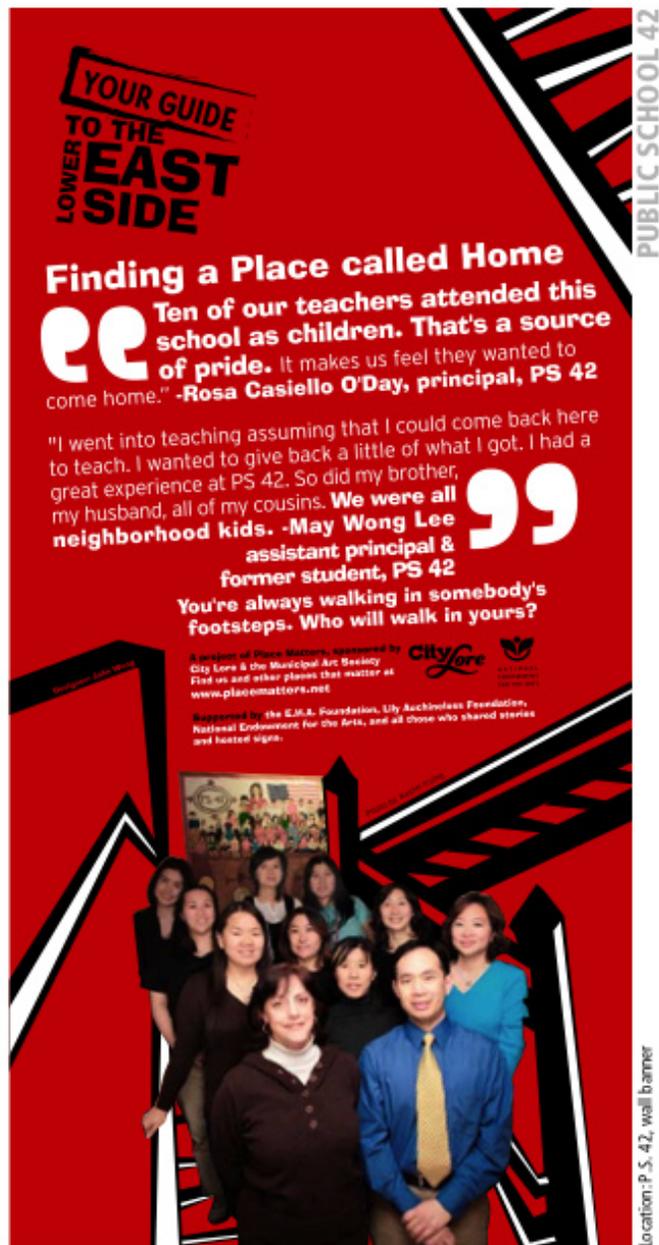
The Place Matters mission is to foster the conservation of New York City’s historically and culturally significant places. These are places that hold memories and anchor traditions for individuals and communities, and that help tell the history of the City as a whole.

- Place Matters conducts a citywide survey called the Census of Places that Matter to discover places that evoke associations with history, memory, and tradition. Hundreds of New Yorkers have nominated places to the Census. Amounting to a new knowledge bank, the Census identifies places of public significance and helps us understand how and why “place” is meaningful to people.

- Place Matters publishes the Census of Places that Matter to promote the many places that have been discovered through the survey. We also conduct further research on many of the nominated places to enrich the information provided. We aim to provide New Yorkers with a unique repository of information on places that tell our history and anchor our traditions.

- Place Matters advocates for places of history and tradition by working in the policy arena on landmarking and other protective strategies.

- Place Matters promotes significant places through publications and public programs, such as cultural tours, maps, discussion series, and more. Source: <http://www.placematters.net/>





Chapter 5

Building Partnerships



Goal: Strengthen connections inside and outside the preservation community.

Introduction

Bethlehem must cultivate a diverse and organized Citywide preservation infrastructure in order to provide the research, advocacy, education and financial and technical assistance necessary to sustain a successful preservation program. Bethlehem has a legacy of preservation success stories, but it is still limited by a lack of capacity and coordination across its preservation and neighborhood groups. Outside the preservation community, there are many untapped opportunities for outreach, education and the creation of new partnerships with real estate brokers and developers, green building advocates, educational institutions, business groups, tourism boards and major employers. All of these interests have some stake in the success of historic preservation in Bethlehem – though they



may not immediately recognize this. A shared commitment across a multitude of diverse stakeholders will be necessary to implement this plan. This chapter outlines a number of strategies for strengthening these connections.



Objective 1: Increase coordination and build capacity within the preservation community.

Strategy 1.1: Advocate for a city-wide consortium of neighborhood planning and preservation groups. The Historic Bethlehem Partnership, the South Bethlehem Historical Society and other preservation groups have limited resources to undertake citywide preservation activities on their own. These groups should explore partnership opportunities, similar to the Lehigh Valley Industrial Heritage Coalition, to help implement the recommendations set forth in this plan.

Strategy 1.2: Create a “common ticket” to all heritage museums and education sites. A visitor to Bethlehem should have access to a single ticket that provides admission to an assortment of heritage tourism sites in the City. (Please see sidebar on page 60)

Strategy 1.3: Continue to work with Historic Bethlehem Partnership on expanding the heritage trail. HBP has already developed approximately 75 stops on the heritage trail. Preservation groups and the City should work with HBP to continue to add more stops.



Objective 2: Engage groups with an interest in preservation, but have had little involvement to date.

Strategy 2.1: Partner with the local school district in preservation education and the designation of historic school district properties. As a major property owner, employer and leading educator of Bethlehem youth, the Bethlehem school district should play an integral role in historic preservation. The Education chapter outlines a number of preservation education opportunities for local students.

Reach out to green building organizations, such as Lehigh Valley Green Builders, to explore opportunities to highlight the environmental benefits of preservation. Bethlehem’s preservation organizations should look for opportunities to speak at green building industry events and partner on educational programs focused on preservation and sustainability.

Work with local and regional community and economic development organizations to create affordable housing and jobs through historic rehabilitation projects. There are clear opportunities to combine low-income housing tax credits and other federal subsidies with historic rehabilitation tax credits to create affordable housing opportunities. Federal historic tax credits could also be utilized to create commercial office space for local businesses.

Partner with local community and vocational colleges (i.e., Northampton Community College, Lehigh Carbon Community College and Bethlehem Area Vocational School) to include the preservation trades in their programs. Please see the Economic Development and Education and Awareness chapters.

Strategy 2.2: Reach out to local major employers such as St. Luke’s, Sands and Just Born to involve them in preservation activities. This could include arranging a special grant program or providing housing assistance programs similar to those provided by Lehigh, St. Luke’s and Moravian College.

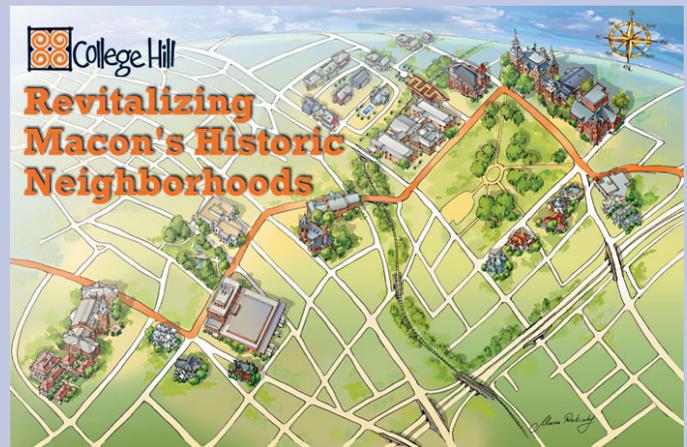


Go Chicago Card

The Go Chicago Card provides access to over 30 of Chicago's top tourism attractions on a single ticket. Attractions include the Chicago Architecture Foundation, the Chicago Children's Museum, the Chicago History Museum, the Frank Lloyd Wright Home and Studio Tour and the Frederick C. Robie House. Source: http://www.smartdestinations.com/chicago-attractions-and-tours/_d_Chi-p1.html?pass=Chi_Prod_Go

Mercer University's Neighborhood Revitalization Efforts

During the past 15 years, Mercer University has invested over \$5 million in revitalizing the historic neighborhoods of Macon, GA. The university provides down payment assistance up to \$20,000 for faculty members and staff and has been instrumental in revitalizing the Mercer Village retail corridor. In addition, Mercer University provided a match of \$1.4 million after Macon received \$5.7 million in federal funds for local revitalization efforts. Source: <http://www.mercer.edu/features/macon>



Objective 3: Create interdepartmental partnerships and coordination at the City to further preservation goals.

The City should use this Historic Preservation Plan to guide decision-making in all preservation-related development actions, policy decisions and other matters. The legitimacy of this plan depends on the City using it as the official roadmap for preservation policy making.

Include all eligible, listed and designated historic landmarks and districts in the City's GIS mapping system. This would ensure that historic resource information is available to all city agencies.



Objective 4: Encourage partnerships between Lehigh University, Moravian College, the City and local organizations involved in neighborhood planning and preservation issues.

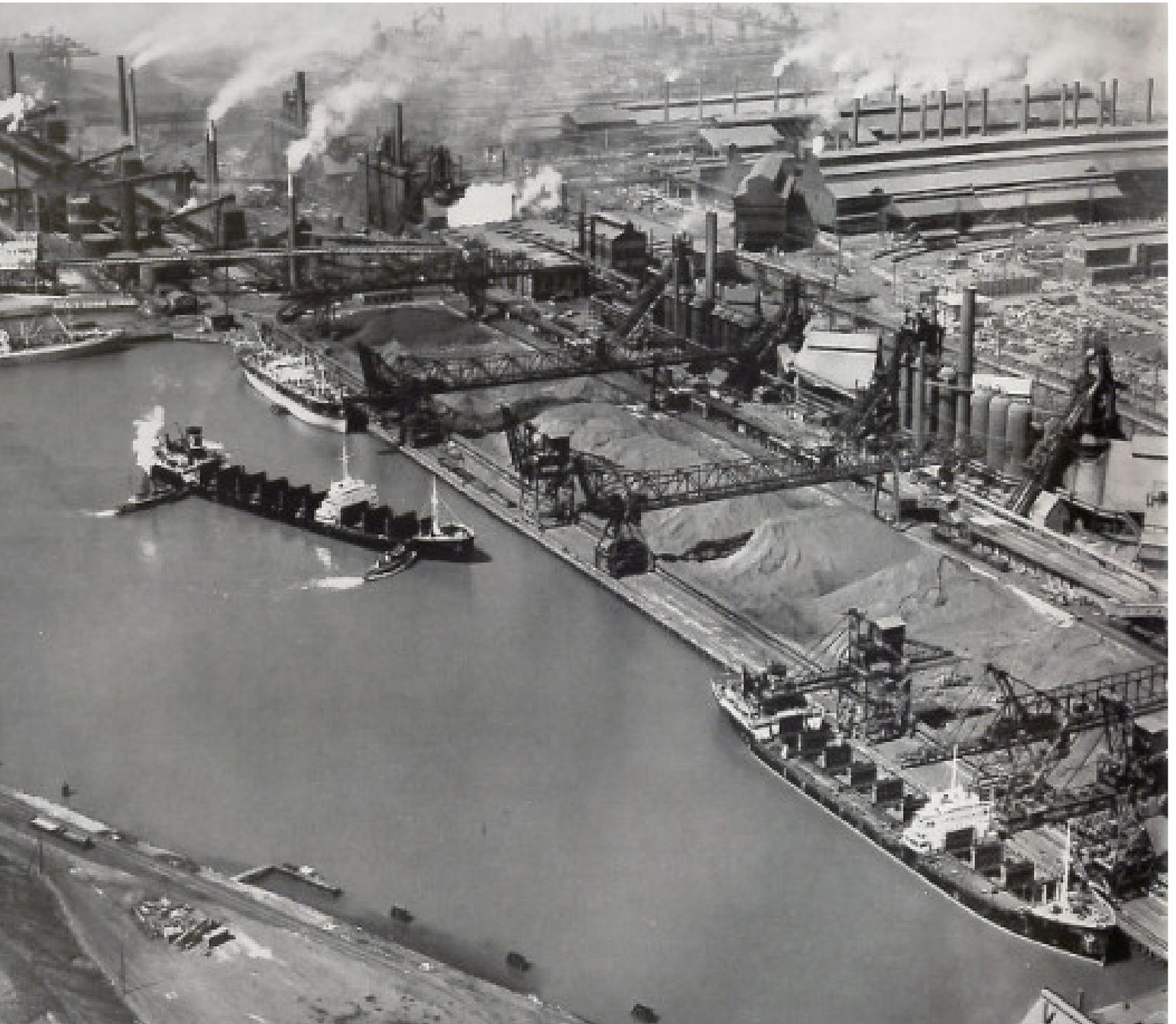
Strategy 4.1: Encourage Lehigh's South Side Initiative to include historic preservation issues. The Initiative could compile a list of adaptive reuse opportunities in the South Side and evaluate potential matches with University physical plant needs.

Strategy 4.2: Work with Lehigh and Moravian to establish a policy that supports efforts to preserve historic neighborhoods adjacent to their respective campuses. Each university could capitalize a revolving loan fund to provide low-

interest loans to low- and moderate-income historic homeowners and faculty homeowners to facilitate historically-sensitive repair and rehabilitations (e.g., windows). (Please see sidebar on page 60)

Strategy 4.3: Support the Lehigh, Moravian College and St. Luke’s Hospital housing subsidy programs that encourage faculty and staff to reside in nearby neighborhoods. This audience should be targeted for educational outreach about historically-sensitive preservation (please see the Education chapter).

Strategy 4.4: Work with Lehigh University and the Lehigh Valley Community Land Trust to establish a “model rehab” building which could be completed by students and would showcase proper preservation techniques, historically-sensitive green features and salvaged materials. The City and the Lehigh Valley Community Land Trust could identify a vacant historic rowhouse on the South Side to stage a “green rehab” showcase. Architecture students and local preservation architects could provide technical assistance and labor to implement the project.



Appendix A

1. Evaluating Bethlehem's Historic Resources
II. Historic Contexts

I. Evaluating Bethlehem's Historic Resources

Introduction

A primary goal of this Preservation Plan is to provide a framework by which City officials and residents can identify and consistently evaluate Bethlehem's historic resources. Despite Bethlehem's wealth of historic assets, locally protected historic districts, and legacy of preservation, there is no current, comprehensive, City-wide inventory of historic properties. An updated inventory is vital to successful preservation planning efforts in Bethlehem as it will help inform land use decisions by both the public and private sectors.

Earlier surveys, most notably the 1986 Historic Structures Survey, provide a firm foundation on which to build an updated inventory that can be used for further research, documentation and evaluation of historic significance. Additionally, the extensive public outreach process conducted for this Plan provided input on which historic resources - some identified in the 1986 Survey and some not - were of most value to members of the Bethlehem community. These resources range from structures and streetscapes to parks, landscapes, view corridors, signage, folklore and traditions. Although the protection of all of these resources may require a variety of preservation and land use tools, a comprehensive survey based on well-conceived standards and guidelines is an essential first step in helping guide the planning, maintenance, and investment decisions of owners, city officials, neighborhood groups, and the development community, and can have the more intangible benefit of raising civic awareness and pride.

The scope of this Plan does not allow a city-wide individual survey of all of the City's historic resources. However, the Plan does establish a framework, outlined below, for the continuing identification, documentation, evaluation and protection of the City's historic treasures. In addition, the Plan recommends implementation strategies for the protection of historic resources identified by the community during the public outreach process as most "at risk".

Historic Significance within Historic Contexts

Decisions about the identification, evaluation, and treatment of historic properties are most successfully made when the relationship of individual properties to other similar properties is understood. Many communities in the United States conduct municipal wide surveys guided by the National Park Service's Multiple Property Submission (MPS) survey approach. The MPS approach advocates evaluating the significance of properties within a historic context.

A historic context is information about historic trends and properties grouped by an important theme in the prehistory or history of a community, State, or the nation during a particular period of time. Because historic contexts are organized by theme, place, and time, they link historic properties to important historic trends. Themes often relate to the historic development of a community, such as commercial or industrial activities. They may relate to the rise of an architectural movement, the work of a master architect, specific events or activities, or a pattern of physical development that influenced the character of a place at a particular time in history. In this way historic contexts provide a framework for determining the significance of a property and enable the understanding of a historic property as a product of its time and as an illustration of aspects of heritage that may be unique, representative, or pivotal.

It is within the larger picture of a community's history that local significance becomes apparent. The development of historic contexts then becomes a foundation for decisions about planning, identification, evaluation, and treatment of historic properties based upon comparative significance. In addition, the context statement standardizes the methods and criteria for evaluation, ensuring that the evaluations will be consistent and substantiated with research.

The following chapter provides various historic contexts for the history of the City of Bethlehem.

Identification, Documentation, Evaluation, and Implementation

Identification

Based on research, previous surveys, and fieldwork, properties should be identified that are significant within the historic context. As mentioned above a comprehensive survey of the City's historic resources was conducted in 1986 which resulted in the inventory and documentation of properties in Bethlehem. In the ensuing years, various reports, non-profit groups, and residents have identified additional resources deemed important to include in the historic narrative of Bethlehem. The public outreach process for this Plan augmented that inventory and provided a sense of priorities for which of the resources should be evaluated first. Appendix B includes a list of those properties, as well as inventory forms documenting each resource, evaluating its significance within the relevant historic context and its level of historic integrity.

Documentation

For each identified resource, the inventory form identifies the themes or historic contexts for the property (or properties) and provides specific facts about the history and conditions that link it to the historic contexts and property types associated with a historic context. Each resource (including districts) was researched in order to gather facts such as the physical characteristics, date of construction, changes to the property over time, historic functions and activities, association with events and persons, and the role of the property in the history of the City, State, or nation.

Evaluation of Significance

Facts, such as date of construction, early owners or occupants, functions, and activities, not only verify the property's history, but also place the property in a particular time, place, and course of events. With this information, properties are placed in a historic context. Using the historic context, certain events, associations, or physical characteristics of the property will take on greater or lesser importance. Properties of the same time and place can be compared to determine whether their character and associations are unique, representative, or pivotal in illustrating the history of a community, State, or the nation. An evaluation of significance will look at how the property is associated with historic events, patterns of development, or persons important in Bethlehem's history as outlined in the historic theme. How does the property compare to other similar properties in terms of function, form or style? How does the property associate with the historic theme? In terms of integrity: does the resource retain sufficient historic fabric and character-defining features to convey its historical significance? Would the resource be easily recognizable by someone who knew the resource during its period of significance?

To guide in the assessment of significance, the National Register criteria for listing are applied. These criteria apply to districts, sites, buildings, structures and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and associations and:

- that are associated with events that have made a significant contribution to the broad patterns of our history; or
- that are associated with the lives of persons significant in our past; or
- that embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or
- that have yielded, or may be likely to yield, information important in history or prehistory.

Evaluation of Integrity

In addition to historic significance, the historic integrity of each resource is assessed. The National Park Service defines historic integrity as “the authenticity of a property’s historic identity, evidenced by the survival of physical characteristics that existed during the property’s prehistoric or historic period.” Integrity is assessed based on seven qualities: location, design, setting, materials, workmanship, feeling, association. Not only must a property resemble its historic appearance, but it must also retain physical materials, design features, and aspects of construction dating from the period when it attained significance.

Implementation

Historic contexts for the City of Bethlehem are provided in the next chapter. These contexts are not static but are ever evolving as appreciation of architectural styles, persons, places, or events associated with recent history develop over time. The chapter provides a starting point for the context and identifies specific resources that are significant within those contexts. The subsequent chapters provide implementation strategies for the protection of historic resources.

II. Historic Contexts

Introduction

The City of Bethlehem is located at the juncture of the Monocacy Creek and the Lehigh River, and is divided into three parts by waterways. Bethlehem, the original eighteenth century Moravian settlement, is located in the northeast quadrant of the current city and is locally called the north side or North Bethlehem. South Bethlehem, located south of the Lehigh River, developed as a separate borough largely as a result of Nineteenth Century industrialization. West Bethlehem, in the northwest quadrant, was formed as a separate borough largely of residences serving Bethlehem and South Bethlehem and is west of the Monocacy Creek. By 1917 these boroughs had united into Bethlehem, an incorporated third class city. With the absorption of Northampton Heights, Hottlesville, Altonah, Macada, and lands abutting the City, the current corporate limits were reached in the 1920s.

The city of Bethlehem today is multi-faceted—it contains rural and industrial landscapes; housing built for industrial tycoons, farmers, factory workers, and middle class “company men”; grist mills and blast furnaces; dense urban development and sprawled suburban developments; 18th century plantations and “High Modern” 1960s architecture. More than one respondent to this Plan’s community survey remarked that within the story of Bethlehem can be found the story of America.

Throughout the city’s historical narrative several overarching themes predominate: innovations in transportation and technology; a high value placed on education and religion; the dominance of a few landowners in controlling the pace, scale and location of new development; and the importance of community ties.

In the following pages the story of Bethlehem is outlined into key historical contexts organized chronologically. An historical background is provided for each context. Some contexts share a time period but deal with a different aspect important to the developmental history of the City. The focus is on events, people, places and cultures that are manifested in the built environment seen today. Following the historic background is a description of extant types of historic resources associated with the historic context; how to evaluate the significance of each resource as it relates to the historic context; and finally a discussion of integrity thresholds for each property type.

What follows is not designed to be an exhaustive history of Bethlehem nor is it absolute. As time passes, our appreciation (and taste) evolves for certain building forms, styles of architecture and historical perspective. Where once the Modern City Hall Complex may have been viewed as an unwelcome intrusion in the mostly Moravian era streetscape of the north side, many respondents to this Plan’s Community Survey listed the complex as a “significant resource” worthy of protection. Additionally, time allows an evaluation of significance of events, time periods, people and places. Where once the blast furnaces at Bethlehem Steel may have been an industrial blight in the South Bethlehem landscape, their preservation is now seen as critical to remembering, through the built environment, the role that the mighty steel company once played in the City and in the lives of many of its inhabitants. Additionally, different properties have significance for different audiences within a highly diverse population. In other words, there may be some historic contexts not included here but are to be written in the future.

Pre-1741: Native Americans and Early European Settlers

Historical Background

The Lenni Lenape nation lived along the shores of the Lehigh River as early as 10,000 years ago. When European settlers first arrived in Bethlehem there was a Lenape village located at the junction of the Lehigh River and Saucon Creek. Early European settlers had amicable relations with the Lenape who would trade animal furs and skins, in exchange for iron pots, woolen cloth and other goods.

Native Americans and early European settlers travelled through the area on a series of long-tread Indian paths. The most prominent was the Minsi Trail over which Minsi Indians had passed from time immemorial. The Europeans renamed the Minsi Trail the King’s Road and it connected Philadelphia to the Lehigh.

In 1682, the area that came to be known as Pennsylvania was given to William Penn from King Charles II. The Penn family then sold off portions of land to European investors and recruited settlers from Britain, Ireland, and Germany to come to Pennsylvania. The arrival of the Europeans resulted in the displacement of the Lenape from the area. Indian dispossession was accelerated by the Penn family's desire for land. William Penn's heirs used questionable methods in acquiring land, souring their relationship with the Indians. In 1734 the infamous "Walking Purchase," an unrecorded deed purported to be based on a treaty made between William Penn and the Lenni Lenape Indian Chief Tammany in 1686 solidified the Penn family's control over the land containing the modern cities of Allentown, Bethlehem, and Easton. Europeans soon moved onto this land. The remaining Indians were forced to settle on poor land or work for colonists as farm laborers and servants. Settlement in the area was not exactly easy for these new immigrants due to skirmishes with Native Americans still bitter about the influx of Europeans and the outcome of the Walking Purchase.

Among the Europeans who purchased land from William Penn was William Lowther of London who acquired 5,000 acres which contained lands that would later become Bethlehem. Once the Lenape were mostly removed from the area the original 5,000 acres purchased by Lowther began to be sold off on the south side of the Lehigh. In 1741 the sale of 500 acres to the Moravians on the north side of the Lehigh was negotiated.

Associated Historic Resources

Historic resources associated with the Lenape Indians or pre-Moravian European settlers will typically be archaeological and may be uncovered during future development or redevelopment of properties.

Evaluating Significance

Resources associated with either the Lenape Indians or pre-Moravian European settlers should be treated as significant due to age and information that these resources are likely to yield in history or prehistory.

Integrity Thresholds

As there are no extant buildings in the City related to either the Lenape or European settlers from the pre-Moravian era, any resources discovered are likely to be archaeological. The integrity thresholds for these resources will be based on their value as archaeological resources.

Threats to the Resources

The largest threat to these resources is related to the fact that they are mostly archaeological. In future development or redevelopment projects there exists the possibility of discovering artifacts associated with this era. The greatest threat is that the resources may not be recognized for their significance, sensitively handled or adequately documented.

1741-1845: The Era of the Moravians

The era of the Moravians exemplifies many of the themes that run throughout Bethlehem's history. Innovations in transportation and technology allowed the congregation to thrive and prosper. The community placed a high value on education and religion constructing buildings for the pursuit of those two values. The Moravians held strong community ties to the exclusion of any outsiders, and the control and careful divestment of land that had lasting impacts on the built environment had ramifications which are evident today.

The original settlement of Bethlehem was founded in 1741 by Moravian missionaries, a Protestant religious sect from eastern Europe. The Moravians bought 500-acres of land at the mouth of the Monocacy Creek on the Lehigh River. On Christmas Eve the settlement was named Bethlehem as the small congregation spent the night in a stable reminiscent of the first Christmas. The heart of the community was on the northern shore of the Lehigh River. The Moravian congregation was organized into a church community or General Economy to become an efficient, self-sufficient community in the wilderness. All members worked for the church without pay; all profit went to the church and missionary work; the church provided for all the workers. The people were organized in "Choirs," groups established by age, sex, and marital status, and houses were built for each. In the General Economy, all members not directly engaged in missionary duties worked at trades or on farms. Bethlehem was the industrial center and maintained a grist mill, a fulling mill, an oil mill, a saw mill, a tannery, a pottery, a forge, slaughter's houses, a tawry, and craft areas for approximately 40 industries. Farms surrounded the community, and outlying Moravian settlements supplied farm produce for the industrial hub. The community thrived, and in 1752 Bethlehem was the economic center of the Lehigh Valley.

The first log house of the Moravians was erected in 1741 on the site of present-day Hotel Bethlehem. The Gemeinhaus, or community building, was begun in 1742. The First Sea Congregation, sent from Germany, arrived in June 1742 and Bethlehem had its second founding. In 1744, the first Single Brethren's house was built followed by the Bell House, the second Single Brethren's House, Sisters' House, and the Widows House.

The Moravians started to expand their land holdings, including purchases of land south of the Lehigh in 1743 where they established three large farms or plantations. In 1794 the first bridge across the Lehigh was a wooden covered bridge close to the site of the present-day Hill-to-Hill Bridge. By 1795, the Moravians had accumulated 4,400 acres of land.

During the French and Indian War in the 1750s, Bethlehem was a fortified town. The Moravians petitioned the Provincial government to erect a community for christianized Native Americans from various tribes. The site, called Nain, was located in West Bethlehem. In 1763, Nain had a population of 120 Native Americans. In 1765, the Provincial government forced them to move to the western part of Pennsylvania and Nain was dismantled. The 1758-65 Nain-Schober House is the only building extant from the village. It was relocated to Heckewelder Place, where it will undergo renovations.

The Moravian Church ended the General Economy in 1762 and converted to a lease system. Individual houses began to appear with the Church granting approval for all construction and restricting settlement of non-Moravians within the town. Various factors

including weakening finances and growing secularity forced the loosening of the exclusive land holding system of the Moravian Church and eventually prompted the incorporation of the settlement as a borough in 1845 and the end of Moravian control. At the same time, the church began selling some of its land holdings.

The sale of these lands would have lasting impact on the development of the City. In 1848 Charles A. Luckenbach acquired land on the south side of the Lehigh River and laid out an urban grid of streets which he called Augusta and later became South Bethlehem. Luckenbach also sold land that would be laid out in town lots with Indian names now known as Fountain Hill.

By the 1860s, the divergence of character between the North and South Bethlehem was established. The North Side continued in the manner influenced by its heritage as a Moravian settlement, albeit a more diverse community as non-Moravians began to move into the area.

The South Side became a focus of trade and industry and was on the threshold of dynamic growth orchestrated by industrialists, businessmen and financiers. Dr. Ross Yates remarked “South Bethlehem and its suburbs became almost exclusively the domain of the entrepreneurs. There, business and industry obliterated almost all traces of early Moravian life. The farmhouses and farms disappeared.” By virtue of the compact nature of South Bethlehem, the neighborhoods that formed were compact in nature. However, the differences between the two communities may not have been as stark as appeared. In spite of the Moravian unwillingness to allow new industry on the north side of the river, they did participate through investments in the burgeoning businesses in South Bethlehem.

Associated Historic Resources

Central Bethlehem Historic District

The Historic District includes the city’s earliest Moravian structures, mostly institutional structures with construction methods and details characteristic of the Germanic origin of their builders. Stone and log were the most common building materials through the end of the eighteenth century. Steep jerkin head and hip roofs of red tile and oak clapboards often included shed dormers and flared eaves. Details were simple and functional, such as segmental arches of brick or stone, doors of vertical boards or herring-bones, and windows with small glass panes.

Later Moravian buildings from this era in the district include early nineteenth century Federal rowhouses characterized by simple, rectangular building masses with three or five bay facades. Windows have either flat lintels or restrained classical moldings. Modest ornamentation is also characteristics of the door surrounds.

German Colonial Vernacular

Extant buildings in Bethlehem constructed during this era are typical of vernacular Pennsylvania, German architecture of the time. Buildings in this category may be of log, brick, stone or wood-frame construction. They typically have a very simple and utilitarian design. The residences may be high style or low style versions of popular architectural styles. In the vernacular tradition some early houses were built adjacent to a spring to provide running water and a cool area for food storage in the basement.

Barns may be of log, stone or wood frame, open interior floor plan and gable roof. One of the most distinctive types of barn in the region is the Pennsylvania German Barn, a stone foundation bank barn with a projecting forebay or overhang. English barns tend to be tall and narrow one story buildings that are not constructed into a bank. However, there are also banked English barns as well.

Other vernacular resources include agricultural and industrial resources such mills and other structures used for agriculture and early industry. Typically mill buildings depended on the use of water power to provide a variety of goods. Mills were usually several stories in height, often of stone or brick construction and featured a second floor opening for the loading of a finished product into wagons.

Evaluating Significance

Resources associated with the initial Moravian settlement are of utmost significance and are included in the Central Bethlehem Historic District.

Evaluating significance of vernacular resources of this era is dependent on the integrity of the individual resource (see below).

Integrity Thresholds

Resources from this era should be evaluated to determine to what extent the resource demonstrates the following integrity aspects or qualities:

- The resource should be in the place where it was constructed or the place where it gained significance.
- The resource should contain a significant portion of the original exterior materials.
- The resource should demonstrate the workmanship of the people who constructed it.
- The resource should evoke the feel of the era in which it was constructed.
- The resource should be associated with an event or person for which the resource is significant.

Resources should exhibit at least three of the integrity qualities in order to be a focus of preservation efforts.

Threats to the Resources

The vernacular resources of this era are located in disparate areas throughout the City and face varying levels of threat to their existence. The most prevalent threat is suburbanization. Older vernacular buildings, particularly residences, are prone to being re-developed or insensitively enlarged to meet today's space needs, tastes or standards of living. Some vernacular buildings are part of old farmsteads which are targets for subdivision resulting in the loss of extant buildings. In addition, some vernacular buildings from this era are built very close to the road and are at risk of being casualties of road widenings and other traffic improvements.

1820-1924: The Rise of Industry and the Expansion of Transportation Routes

The nineteenth century in Bethlehem's history is the best demonstration of the close relationship between transportation networks

and the growth of industry. Due to the expansion after the War of 1812, the United States entered a period of rapid growth and industrialization of which Bethlehem played an important role. The City was located near valuable natural resources such as anthracite coal and iron and zinc ores which led to a rush of entrepreneurs and speculators into the region. The construction first of canals and then railroads, as well as improved roadways enabled entrepreneurs to tap the potential of these resources resulting in tremendous financial gain for the City and the entrepreneurs involved.

Lehigh Canal

The Lehigh Coal and Navigation Company was founded in 1820 to exploit the coal mines located 40 miles north of Bethlehem. Coal was used as a cheaper, more fuel-efficient energy source than wood. In order to expedite the transportation of coal from mine to market, the coal company used their connections within the State government to construct a system of canals along the Lehigh River in 1829. This lock canal system connected coal production in Carbon County to the navigable Delaware River providing the coal company with dependable transportation to the Philadelphia market and to New York via the Morris Canal. Once isolated, Bethlehem soon had thousands of canal boats passing through its community each year bringing goods, information, settlers and speculators.

The canal construction resulted in major changes to the original Moravian settlement. The remaining Moravian communal industries suffered a setback from cheaper mass-produced articles. However, other Moravians bought company stock and served as agents for the company. The Monocacy Creek was altered for the viaduct at the canal juncture. Shad fishing stopped since the dams prevented spawning. A new portion of the town—now the easternmost plain of west Bethlehem, was developed for stores, a paper mill, a grist mill, an iron foundry, and a cotton and woolen industry. This area would later house silk and textile mills.

The tempo of development in South Bethlehem quickened with the establishment in 1853 of the Pennsylvania and Lehigh Zinc Company along the Lehigh Canal. This followed the discovery of a process using anthracite for converting a nearby deposit of ore into marketable zinc oxide. An experienced Belgian firm was given the contract to erect and operate the zinc works thereby opening the door to immigration from Europe mostly to South Bethlehem.

Construction of rail lines starting in the 1850s brought a decline to the canal system as transportation of goods and people shifted towards the railroad. The Lehigh Valley Railroad Company was the first to establish a successful railroad in the area. More than 75 percent of its cargo consisted of coal. Completion of the Lehigh Valley Railroad created a crisis for the canals, which could not transport coal at the low shipping fees that the railroad charged. Because of this factor, and the flood of 1861 which severely damaged the canal, the Lehigh Coal and Navigation Company abandoned the Lehigh Canal. By 1890, the last railroad route in the Lehigh Valley had been laid out.

The Lehigh Coal and Navigation Company adapted to the new technology by acquiring existing rail lines and constructing new lines.

The last canal boats of the Lehigh Coal and Navigation Company disappeared from the Lehigh Canal in the 1930s. Although the company retained ownership of the rights-of-way, the canals and locks fell into disrepair. By that time, consumers began shifting away from coal to oil, natural gas and electricity.

The Railroad

The canals had unlocked the great potential of the anthracite fields but by the 1860s railroads were the main carriers of goods. Five railroads operated in Bethlehem: Philadelphia and Reading; Lehigh Valley; Delaware and Hudson; Delaware, Lackawanna and Western; and the Central of New Jersey.

In 1846, the Pennsylvania legislature granted Asa Packer, a wealthy coal industrialist who had worked on the canal, a charter for a railroad. Packer and his associates acquired 35 acres from Charles Luckenbach along the south side of the Lehigh River for use by the railroad. The proposed line would become the Lehigh Valley Railroad which ran along the southern and western bank of the Lehigh River from Phillipsburg, NJ to Maunch Chunk (present-day Jim Thorpe). The chief cargo was coal. Asa Packer was president of newly chartered Lehigh Valley Railroad, and the headquarters were located in Bethlehem south of the Lehigh. Construction began in 1852 and was completed in 1855. The company's first station and office building were opened in the Luckenbach farm house which stood directly east of the extant Union Station which was constructed in 1867. By 1890, the Lehigh Valley owned 1,800 miles of track and ran from NYC through PA to Buffalo.

In 1852, the Pennsylvania Legislature chartered the incorporation of the North Pennsylvania railroad which connected Philadelphia to Bethlehem via the Lehigh Valley Railroad to the anthracite fields. By 1879, seven daily trains for passengers ran to Philadelphia and the line became part of the Philadelphia and Reading system.

In 1868, Lehigh Coal and Navigation Company became interested in rail over canals to get to the coal country. Construction began in 1863 and established the Lehigh and New England Railroad. This line freed the navigation company from dependence on Lehigh Valley Railroad. Lines were leased to Central RR Company of New Jersey.

In the 1880s, the Lehigh and New England Railroad was constructed through Monocacy Valley. Stations were located at Center Street and Monocacy Creek (Shimer's Station), and at the Santee Mill (Ritter's Station).

By 1873, 57 trains passed through South Bethlehem each day. The expansion of the rail service was in part a result of and in part an enabler of the rapid expansion of industry in South Bethlehem.

Zinc ore was discovered in the Saucon Valley. In 1855, Samuel Wetherill created the Pennsylvania and Lehigh Zinc Company and constructed two furnaces on land purchased from Charles Luckenbach. In 1857, Joseph Wharton took control of the works and changed the name to the Lehigh Zinc Company in 1860. By the 1870s the company employed 700 people. In 1897 the company was sold to the New Jersey Zinc Company who in turn sold the site to the Bethlehem Steel Company in 1911.

When advances in iron production allowed anthracite coal to fuel iron blast furnaces, Bethlehem's new infrastructure and nearby abundant iron ore and limestone deposits made the city an ideal place to produce iron. The Saucon Iron Company, precursor to Bethlehem Steel, was formed in 1857. The company benefited from its proximity to rail and aided land speculation in South Bethlehem.

Other industries in Bethlehem during this time were the Bethlehem Foundry & Machine Company, silk mills, hosiery mills, and cigar factories.

South Bethlehem's rapid development continued to surge during this time. Farms which had been sold south of the Lehigh became prime targets for speculation. Moravians and others hoped to make their fortune with the railroad and other industrial expansion.

Associated Historic Resources

The Canal

Canal resources include the Lehigh Canal towpath. Starting in the 1960s, Bethlehem and other local municipalities acquired portions of the Lehigh Canal for historic preservation. A towpath was created which allows visitors to wander along the canal's former route. The abandoned Central Railroad of NJ parallels the towpath and canal. The trail is mostly packed gravel or packed dirt. Lock No 42 is partially restored. A permanent dam serves to keep water in the canal. An aqueduct carries water over the Monocacy Creek, which enters the river at the base of Sand Island. Lock No 43 is un-restored.

The Railroad

Railroad resources include former stations such as the Central New Jersey Bethlehem station built in 1873 which is restored as The Depot restaurant, as well as Union Station, which was the depot for LVRR. Both resources are located in the locally designated historic districts. Typical of passenger stations in this region during this era, they followed a simple form with wide overhanging eaves upheld by over sized wooden braces. Usually of red brick and sometimes featuring Italianate details such as segmentally arched windows, these buildings reflect both their purpose and their construction period in the second half of the 19th century. Railroad freight stations often took similar form as passenger stations, but were usually less detailed and more utilitarian in design.

Other resources included a roundhouse for the turning of rail cars, mechanics' shops, freight warehouses, coal storage buildings, and office buildings. The roundhouse in West Bethlehem was demolished.

Railroad resources may also include the rail lines themselves, including right-of-ways, and railway bridges.

Industry

Industrial buildings from this era embody a variety of forms and style due to the wide variety of industries active in Bethlehem during this era. Typically buildings are constructed of brick or stone and their form was utilitarian in nature. Later buildings also included steel and concrete in their construction. Some buildings exhibit distinct architectural styles. For example, Bethlehem Silk

Mill, constructed in 1901, and listed on the National Register, is of Late Victorian period.

Evaluating Significance

The Canal

Resources that are associated with the construction or operation of the Lehigh Canal are of high significance, as well as resources related to the Lehigh Coal and Navigation Company.

Integrity thresholds listed below should be met.

The Railroad

Resources that have a strong association with construction or operation with one of the five major rail lines that ran through the City, i.e., Philadelphia and Reading; Lehigh Valley; Delaware and Hudson; Delaware, Lackawanna and Western; and the Central of New Jersey. Resources associated with Asa Packer or the Lehigh Coal and Navigation Company are also significant.

Integrity thresholds listed below should be met.

Industry

Industrial buildings from this era (aside from Bethlehem Steel resources which will be discussed in the following section) should be associated with an industry important to the development patterns of the City, be associated with individuals important in the history of the City, represent the work of a master architect, or embody the distinctive characteristics of a type, period or method of construction.

Integrity thresholds listed below should be met.

Integrity Thresholds

The Canal

Canal resources must retain integrity of location, design, materials and association. Resources from this era should be evaluated to determine to what extent the resource demonstrates the following integrity aspects or qualities:

- Canal resources should yield information on the historic functions or engineering of the canal.
- Canal resources should retain original materials, setting and configuration.
- Canal resources must be related to the Lehigh Canal or the Lehigh Coal and Navigation Company.
- Canal resources should contain enough of the stone walls or a lock or dam to represent the original function of the feature.

The Railroad

Railroad resources must retain integrity of location, design, materials and association. Resources from this era should be evaluated to determine to what extent the resource demonstrates the following integrity aspects or qualities:

- Railroad resources should yield information on the historic functions or engineering of the railroads.
- Railroad resources should retain original materials, setting and configuration.
- Railroad resources must be related to one of the five major rail lines present in Bethlehem during this period including associations with Asa Packer.
- Railroad resources should contain enough integrity to represent the original function of the feature.

Industry

Industrial resources must retain integrity of location, design, materials and association. Resources from this era should be evaluated to determine to what extent the resource demonstrates the following integrity aspects or qualities:

- Industrial resources should yield information on the historic function of the resource.
- Industrial resources should retain original materials, setting and configuration.
- Industrial resources should retain methods of construction or design important to its significance.
- Industrial resources must be related to an industry important to Bethlehem's developmental history of this era.

Threats to the Resources

The Canal

The Lehigh River periodically floods and the canal towpath is inundated. The remaining original canal resources are at risk of deterioration.

The Railroad

The obsolescence of the railroad resources places them at risk for redevelopment or insensitive alterations particularly as the Bethlehem Steel site is redeveloped on the south side of Bethlehem.

Industry

The obsolescence of industrial resources places them at risk of insensitive alterations. In addition, some buildings are at risk of vandalism, fire and other forms of neglect. However, there are opportunities for adaptive reuse.

1899-1945: The Reign of Bethlehem Steel

This era marked the dominance of Bethlehem Steel on the local, national and even international stage. During this period, innovations in technology and transportation catapulted the company into an internationally-recognized industrial powerhouse.

The expanded transportation lines in South Bethlehem attracted investors to create the Saucona Iron Company in 1857. The company located on either side of the Lehigh Valley Railroad on seventeen acres of former Luckenbach farm property. Among the early investors in the company were the Moravian Congregation.

In 1860, John Fritz, with the aid of Asa Packer and Joseph Wharton, took over the Saucon Iron Company company and renamed it Bethlehem Iron Company in 1861. The first blast furnace and rolling mill were completed in 1863 and the first iron rails (made for Packer's Lehigh Valley Railroad) were produced that year. A machine shop, a second furnace and a foundry were erected in the 1860s. Construction of a Bessemer plant began in 1868 and the first steel was produced in 1873.

After the death of Asa Packer, who had tightly controlled the company for years, and its subsequent purchase by entrepreneur Joseph Wharton, Fritz in 1885 built Bethlehem into the "arsenal of America" by importing special heavy-forging equipment from England and France and entering the lucrative market for battleship armor.

Former US Steel President Charles Schwab acquired the company in 1901. After Schwab reincorporated it as the Bethlehem Steel Company in 1904, Bethlehem doubled its workforce in just six years.

The company amassed an impressive track record of technical innovation, and owing to the leadership of Schwab, it grew into the nation's second largest steel producer in the 1920s and the third largest US Corporation behind US Steel and Standard Oil. In 1907, the company built an open-hearth steelmaking plant (retiring Bessemer converters) which allowed the production of structural beams, or "H" beams which enabled the construction of skyscrapers and bridges. The new plant built for production doubled the size of the plant. By 1910, approximately 9,000 people worked at Bethlehem Steel.

The steel company and its executives wielded tremendous power in the City. A strike in 1910 showed residents the interdependence of the welfare of the three individual Boroughs with the steel company. As a result, Schwab began to push for consolidation. West Bethlehem joined Bethlehem in 1904, South Bethlehem joined with Bethlehem in 1917 and by 1920 Bethlehem consisted of the boroughs of West Bethlehem, South Bethlehem and Northampton Heights. A new Hill-to-Hill Bridge connecting the North and South sides of Bethlehem was constructed in celebration of the city's unification, and Wyandotte Street was raised to meet the Hill-to-Hill Bridge in the 1920s. Subsequently small farms and outlying housing clusters of Hottlesville, Shimersville, Macada and Altonah were absorbed.

World War I was a boon for the company. The company began supplying European armies with war material and, by the time of the US entry into the war, it held many government contracts. One of Charles Schwab's "Boys of Bethlehem", Eugene Grace rose from a crane operator at the turn of the century to president of the Bethlehem Steel Company in 1916. Grace pushed constant expansion, tripling the company's steel output during World War I. By 1918 35,000 individuals worked at Bethlehem Steel.

Bethlehem Steel continued to prosper through the 1920s. However, the Depression struck hard in the Lehigh Valley. The company reduced its number of employees by 59 percent in 1933 from 1929 levels. However, it maintained a skilled workforce, and with the onset of World War II, the company once again found prosperity.

Bethlehem's prodigious output during World War II, when Grace exceeded his promise to President Roosevelt of "a ship a day", secured his company's prominence in the post-war years as one of the largest steel producers in the world.

Bethlehem Steel and its subsidiaries around the country produced more steel than the Axis powers combined, and contributed greatly to rapid construction of the two-ocean navy needed to win the war. In the war effort Bethlehem fortified its reputation as the arsenal of America, producing around one-fourth of the wartime battleship armor, heavy gun barrels, and ships for the Navy, in addition to nearly three-quarters of the airplane engine cylinders.

The former Bethlehem Steel plant site, now known as Bethlehem Works encompasses about 126 acres with 17 buildings and other structures dating from as early as 1863. In 2006, Beth Works Consortium sold part of the Bethlehem Steel site to the Las Vegas Sands Corp., which proposed the construction of a multi-use facility with retail, events venues, and a casino. The developer has committed to preserving a number of Bethlehem Steel structures, including the iron foundry, the former headquarters, the annex, the elevated rail ore-moving system, the blast furnaces, the ore bridge, the high house, the gas blowing engine house and portions of the massive No. 2 machine shop (the largest industrial building in the world when it was built in 1890).

Evaluating Significance

The buildings slated for preservation as part of the developer's commitment to the City should be given the highest significance.

Integrity Thresholds

Preservation efforts related to the resources the developer is committed to preserving should focus on retaining each of the resource's integrity of location, design, materials and association. Extant Bethlehem Steel Plant resources should preserve:

- Information on the historic function of the resource.
- Original materials, setting and configuration.
- Methods of construction or design important to its significance.
- Aspects of the resources important to the understanding of the resource within the context of the history of Bethlehem Steel, as well as the history of Bethlehem's developmental history of this era.

Threats to the Resources

As envisioned, the Sands BethWorks development will be a multi-use facility with housing, retail, events, hotel and the casino, along with the National Museum of Industrial History facility. The casino opened in 2009 and the hotel is under construction. However, Building No. 8 (the Hammer Shop or Electric Furnace Shop), originally slated for adaptive reuse, was demolished in 2010. Soon after, ArtsQuest broke ground on a \$25.8 million Performing Arts Center called the ArtQuest @ SteelStacks Campus.

The National Museum of Industrial History, who partnered with the Smithsonian Institution, is almost finished renovating the 1913 Electric Shop for its exhibit hall. Opening is expected in fall 2011. The plant's oldest remaining building, known as the Stock House, will be converted to a visitors center next year. Other than that, none of the other 17 historic mill buildings on the site have been

renovated or restored, and all of the historic buildings are closed to the public.

The greatest threat to the extant buildings is to ensure that the tremendous heritage of Bethlehem Steel remains visible without being overshadowed by the casino or other development that may be insensitive to the historic surroundings. An additional threat lies with ensuring that the buildings are slated for preservation and not left to deteriorate.

1860-1920: The Ascent of Industry and the Executive's Neighborhood

This era is marked by big industry's involvement in controlling the pace, scale and location of development for its executives. Two previously undeveloped areas of the city became neighborhoods filled with homes of the social and business elite during this era, namely: Fountain Hill and Mt. Airy. The various companies did not require that their "top brass" live in certain neighborhoods but it was encouraged and perhaps an inevitable consequence that successful businessmen would want to live in close proximity to one another for status purposes and convenience. The top families in these two neighborhoods worked together, socialized together and even intermarried forging close community ties—another motif which runs through Bethlehem's history.

Fountain Hill

The area known as Fountain Hill lies on the hill south of the Lehigh River and west and north of Broadway. This land now partly is in the City of Bethlehem, Northampton County, and partly in the Borough of Fountain Hill, Lehigh County. The area constituted farms owned by the Moravians until the mid-19th century when the Moravians began to divest themselves of some of their vast holdings. Land west of Wyandotte Street was divided into lots along a diagonal grid street pattern.

The railroad spurred Fountain Hill's growth, most notably the Lehigh Valley Railroad. The company's headquarters were constructed in 1886 at 425 Brighton Street. The railroad bought the circa 1886 Wilbur Trust Building at 415 Brighton Street in 1910 for use as an adjunct office. Leaders of the railroad helped foster the development of Fountain Hill as a residential center for Bethlehem's foremost business managers. Leaders of Bethlehem Iron Company/Steel Corporation also encouraged the growth of Fountain Hill. The greatest burst of construction on Fountain Hill occurred during the 1880s and 1890s. A multitude of mansions appeared on Delaware Avenue, West Fourth Street and Wyandotte Street, and smaller but still fashionable houses were erected on Seneca and Cherokee Streets. Top officials of Lehigh Valley Railroad and Bethlehem Iron and Steel occupied the mansions possibly because the area provides panoramic views of South Bethlehem and, in the last decades of the 19th century, offered views of the thriving industries located there. Middle-rank executives occupied the less opulent houses on Fountain Hill, strengthening the association between two dominant local companies and Fountain Hill. The families of Fountain Hill intermarried, creating a closely knit community on Bethlehem's south side actively involved in civic and church activities. The Cathedral Church of the Nativity, the Fountain Hill Opera House, Lehigh University and St. Luke's Hospital were all established at this time.

West Bethlehem

The lands that would become West Bethlehem were owned by the Moravians from 1752 until its divestiture in 1850. In the 1850s and 1860s, West Bethlehem was largely unsettled except for areas by the Lehigh Canal. In 1870, the Broad Street bridge over

the Monocacy was opened and development began. Individual lots were sold where middle and upper management chose to live. Land speculation again developed large tracts of land for single, double, and row houses. Prospect Avenue became sites for luxury housing. West Bethlehem was incorporated as a Borough in 1886, and in 1904 West Bethlehem joined Bethlehem.

Mt. Airy

Fountain Hill ceased to be the principal residential area of Bethlehem's financial and social elite in the early 20th century. A shortage of available land on Fountain Hill and a desire for more modern dwellings encouraged development elsewhere. In the second decade of the 20th century, Mount Airy, a West Bethlehem suburb, became the new fashionable neighborhood for senior managers. With the growing significance of Mount Airy, Fountain Hill lost its pre-eminence. Aided by automobile technology, executive houses in the suburbs suddenly became more accessible. Forsaking the downtown areas of former executives, the industrialists, led by Eugene Grace, President and Chairman of the board of Bethlehem Steel, moved to West Bethlehem and built a new enclave of contemporary mansions. Major steel executives received annual bonuses based on company profits at Bethlehem Steel. Mt. Airy appealed to steel executives, partly due to the need for new housing and partly because of isolation. Mt. Airy became known as "bonus hill," the address of the choice for these business leaders.

The neighborhoods surrounding Mt. Airy consist of more modest residences modeled on their high style neighbors. To the south and east of the district are blocks of unassuming residences built in the styles of the era, albeit at a smaller scale than their Mt. Airy neighbors.

West Broad Street

An 1886 map of West Bethlehem shows little development along West Broad Street to the west of Third Avenue. However, starting around this time and extending into the first decades of the twentieth century, West Broad developed along with the stately executive mansions to the south in Mt. Airy. A City map from 1929 shows a commercial area along West Broad Street extending as far west as Sixth Avenue. A trolley line traversed West Broad from the border of Allentown to Minisi Trail Street. To the west of the commercial area was a residential area featuring large homes.

A.W. Leh

Architect, Alfred Wolfring Leh opened an office in Bethlehem in 1883 for the practice of architecture. His practice was general in its scope, but he specialized in churches, school buildings, office buildings, commercial buildings, industrial buildings, mansions for industrial executives, wards at St. Luke's Hospital, and a number of buildings at Lehigh University. In addition to Lehigh and St. Luke's Hospital, clients included Bethlehem Steel, Moravian College, Bethlehem's School District, and Charles Schwab. Leh designed in the Gothic, Renaissance and Romanesque Revival styles, among others. There are a number of extant Leh buildings throughout South and West Bethlehem, including large homes in Fountain Hill and West Bethlehem which reflect the homes and lifestyles of the affluent from the late 19th century to the early 20th century. By 1918, Leh supervised creation of 31 schools and 41 churches. His legacy also includes the Pennsylvania State Building for the Chicago World's Fair in 1893.

Associated Historic Resources

Fountain Hill

The Fountain Hill Historic Neighborhood is listed on the National Register of Historic Places. The district is an intact neighborhood of elaborate, architecturally varied mansions, smaller but still stylish managers' and merchants' houses, and public church buildings. It contains homes, an Episcopal Cathedral and the Lehigh Valley Railroad offices and terminal built by steel and railroad executives in Bethlehem between 1857 and 1925. The mansions are the main focus of the area built in various late 19th and early 20th century styles including Colonial, Georgian, Gothic, Queen Anne and Tudor Revival and Shingle styles. The mansions line West Third and Wyandotte streets and Delaware Avenue, standing as much as 100 feet from the curb, amid lots of about three acres of mature landscaping and sweeping lawns. These grand houses, two of which are turreted, are built of brick and shingles or stone, with gabled or hipped roofs. The non-residential buildings are on Wyandotte Street. The 1923 Hill-to-Hill Bridge connects Fountain Hill at its northeast corner to the Central Bethlehem Historic District and spans the Lehigh River. This structure, which combines concrete semi-circular arches and steel-truss construction, is roughly 50 feet above the river bank and the adjoining railroad tracks.

Mt. Airy

The Mt. Airy Historic Neighborhood is listed on the National Register of Historic Places and is a locally designated district. The historic district features French Renaissance, Georgian and Tudor Revival styles that do not appear on Fountain Hill. The area also includes Spanish and Pennsylvania Stone Colonial styles. The residences are well maintained single family homes on large properties with many trees and shrubs. Except for the homes built prior to 1900, the residences speak to architectural development of the 20th Century. Mount Airy residences are built for the convenience of a single family with a small service staff.

West Broad Street

Extant resources along West Broad Street include a mix of residential buildings (some of which are now used for non-residential uses) in a variety of styles typical of the early twentieth century, i.e., Arts and Crafts, Colonial Revival, and Queen Anne. These buildings are typically west of Sixth Avenue. Historic commercial buildings along West Broad extend on the north and south sides of the street west from Monocacy Creek.

Non-residential styles range from those typical of late nineteenth century commercial buildings to later structures designed for the auto-oriented age. Late nineteenth century buildings are typically designed in the Victorian styles: Italianate, Second Empire, Victorian Gothic and Queen Anne. For example, the Italianate Siegfried's Pharmacy (circa 1888) was designed by AW Leh. The former pharmacy is typical of commercial buildings of this era. It is a two story, brick 3,700 square foot building with a commercial first floor and a residential second floor. Later commercial buildings along West Broad include structures in the Classical Revival style. The Miller Motor Company building (circa 1921) which historically was an auto showroom with large glass windows and a brick façade is done in the Classical Revival style with art moderne flourishes.

A.W. Leh

AW Leh was the preeminent architect of the Lehigh Valley during the fervent period of American architecture, and a fervent period of Bethlehem's growth, around the turn of the last century. Leh's extant buildings in the City of Bethlehem include but are not limited to the following:

- Comenius Hall at Moravian College and Theological Seminary
- Several Gothic Revival churches in South Bethlehem
- EP Wilbur Trust Company Building
- Firehouses (The Protection Firehouse at 321 East 4th Street, 1885)
- Siegfried's Pharmacy at 310 West Broad Street, now Ambre Studio
- Leh's house at 435 Pawnee Street
- Holy Ghost RC Church, Carlton Avenue, South Bethlehem (1895, 1910)
- Moravian College and Theological Seminary- Main Street and Elizabeth Avenue, 1892
- Asa Packer Campus, Lehigh (1900)- Second Physical Laboratory in 1906; later Lewis Lab
- Holy Infancy Parochial School, East 4th Street (1893)-
- JD Brodhead Residence- Fourth and Seneca Streets, 1891- Fountain Hill
- Wilbur Mansion- 1895
- Wilbur Residence-1900; Fountain Hill
- Charles Buck Residence- West Packer Avenue, 1905; Fountain Hill
- CB Ritter Residence- South Bethlehem 1905- 2 family dwelling
- Linderman-Schwab Mansion- West Third Street; South Bethlehem; 1872; 1909; 1916; Fountain Hill
- Richard Fritz Randolph Residence- Thirteenth and Prospect Avenue, West Bethlehem, PA 1911
- William Roberts Residence- 1911- West Bethlehem- Prospect Avenue
- Person and Riegel Company, South Main Street, 1890-1891 (now Landmarks Commons)
- The Bee Hive or the Lerch and Rice Co- South Main and Broad Streets; 1891 (Main Street Commons)

*Evaluating Significance*Fountain Hill

The Fountain Hill Historic District is historically important in the areas of industry and transportation for its association with the managers of Lehigh Valley Railroad and Bethlehem Iron Company (later Bethlehem Steel Corporation). During the second half of the 19th century, Fountain Hill was the principal Bethlehem residential section for upper- and middle-level officers of these two firms. It was the main neighborhood of the city's richest and most influential businessmen during the period that has been termed Bethlehem's golden era. In addition, Fountain Hill Historic District is significant for containing the Lehigh Valley Railroad headquarters and one of Bethlehem's largest and best preserved collections of high style domestic architecture from the late 19th century. No other section of the city had so large an enclave of elite managers' residences during the late 19th century.

*West Bethlehem*Mt. Airy

The Mount Airy Historic District is a historically significant residential community of executive mansions built in the first quarter of the 20th Century by the chief executives and most successful entrepreneurs of the World War I era. The district centers around homes built for and/or occupied by Bethlehem Steel executives in the early to mid 20th Century.

West Broad Street

The historic structures outside of the historic district on West Broad Street and to the north and south of West Broad Street are significant to the extent that they display the integrity thresholds below. In addition, some of the buildings take on a greater significance by their association with prominent people in the history of Bethlehem such as A.W. Leh.

A.W. Leh

By virtue of Leh's talents, as well as his client list, i.e., Lehigh, Moravian College, and Bethlehem Steel executives, among others, his buildings are some of the most prominent and distinctive structures in Bethlehem. Leh buildings are significant for their association with his skill and craftsmanship, and his role in shaping the City's built environment at the latter half of the nineteenth century and the first decades of the twentieth century. Leh buildings take on greater significance if they meet the integrity thresholds below.

*Integrity Thresholds*Fountain Hill

Although several mansions have been converted to other uses, Fountain Hill remains the best preserved and largest collection of later 19th century high-style residential architecture in Bethlehem. East Market Street is the only other section of Bethlehem with a similar aggregation of ornate houses in such late 19th century styles as Colonial and Queen Anne Revival and Second Empire. The East Market Street collection is smaller, however, than Fountain Hill's and is interspersed with modest vernacular houses, so the area appears much less uniform than Fountain Hill.

Overall, the district's buildings maintain a high degree of integrity. Although many of them have been converted to apartment dwellings and office uses, their exteriors remain basically unchanged. The most common change has been the installation of fire escapes on the sides or backs. Some woodwork, especially in window frames, has deteriorated through neglect. Other changes to contributing buildings include the enclosure of porches.

*West Bethlehem*Mt. Airy

The Mount Airy Historic District is a historically significant residential community of executive mansions built in the first quarter of the 20th Century by the chief executives and most successful entrepreneurs of the World War I era. The district centers around homes built for and/or occupied by Bethlehem Steel executives in the early to mid 20th Century.

West Broad Street

- Resources from this era should be evaluated to determine to what extent the resource demonstrates the following integrity aspects or qualities:
- The resource should be in the place where it was constructed or the place where it gained significance.
- The resource should retain a significant portion of the original exterior materials.
- The resource should demonstrate the workmanship of the people who constructed it.
- The resource should evoke the feel of the era in which it was constructed.
- The resource should be associated with an event or person for which the resource is significant.

Resources should exhibit at least three of the integrity qualities in order to be a focus of preservation efforts.

A.W. Leh

Leh buildings should retain a significant portion of the original exterior materials, as well as the distinctive craftsmanship and design inherent in Leh's work.

Threats to the Resources

Fountain Hill

The Fountain Hill Historic District was listed on the National Register of Historic Places in 1988 but is not a locally protected historic district. The potential for insensitive alterations and redevelopments exists.

West Bethlehem

Mt. Airy

The Mt. Airy Historic District was listed on the National Register of Historic Places in 1988 and is a locally protected historic district.

West Broad Street

The historically significant buildings on West Broad Street are neither nationally or locally designated historic resources. These buildings face deterioration, disinvestment, and the threat of redevelopment.

AW Leh

Some Leh buildings are included in locally designated historic districts including Mt. Airy and South Bethlehem. However, other Leh buildings in Fountain Hill and South Bethlehem are not locally protected and face the threat of being redeveloped. For example, St. John Capistrano RC Church, a Gothic Revival, Leh designed church in South Bethlehem has been vacated by the Archdiocese of Philadelphia. Significant Leh buildings are also located on the campuses of Moravian College and Lehigh University. There are no preservation protections for the buildings on these campuses.

1899-1945: The Reign of Bethlehem Steel and the Housing Boom

This era is marked by Bethlehem Steel's involvement in controlling the pace, scale and location of development for its workers. Although housing had been growing in Bethlehem due to the rise of industry, it was insufficient to meet the demands of the mushrooming work force during World War I. Bethlehem Steel, which produced arms during World War I, increased its work force from 11,000 in 1914 to 28,000 in 1917. Overcrowding was blamed for health problems, and skilled laborers refused to stay in such conditions. A popular riff of local history describes three men taking shifts to use one bed as commonplace.

In the First Annual Message of Archibald Johnston, Mayor of the City of Bethlehem in 1918, Johnston said "We know that overcrowding of tenements and bad housing conditions are prejudicial to normal standards for family life...A Home is of First Importance. We know that a matter of first importance to the average man of family is the purchase of a HOME and thus in helping himself he helps the community by rendering it just that much more stable; for he as a property owner is not likely to advocate public expenditures regardless of the financial resources of the city, since he must knowingly, as a taxpayer, feel the consequence of public extravagance. I know of no city where additional houses are more in demand and would prove more beneficial , to citizens, of the community, as well as to the country at large, than in Bethlehem."

Elmwood Park

Several private developers answered Johnston's call for more housing, erecting housing of various styles in different parts of Bethlehem. Bethlehem area developers usually bought several lots or a block along the established street grid. Much of South Bethlehem and portions of North and West Bethlehem are covered with duplexes and row houses constructed in this fashion. Various developers built houses of different types and styles and sizes on adjoining blocks, creating inconsistent block patterns. Elmwood Park is different.

Elmwood Park was built in 1917 as part of the residential expansion needed to house workers of the growing Bethlehem Steel Company. Pittsburgh developers bought a 13-acre site for their project, larger than the typical development site. They organized Elmwood Park on an oval street pattern, surrounding a central playground, creating the modern equivalent of a colonial village with its public green.

Pembroke Village

Aside from private developers, the federal government and Bethlehem Steel took the lead in developing housing for the steel workers. Bethlehem Steel purchased 480 acres of land in the northeast section of Bethlehem which was developed by the US Housing Corporation as Pembroke Village. Pembroke Village contains houses laid out along curved streets on either side of Washington Avenue northwest of its intersection with Stefko Boulevard.

Pembroke Village was begun in 1918 as a government-sponsored development to house Bethlehem Steel Company workers employed during World War I. Pembroke Village was planned by officials of the United States Housing Corporation (USHC) as an extensive, largely self-contained community of public buildings and single- and multi-family dwellings. The 170-acre plan included

rows of houses in concentric circles around a hub of stores that would service the community. This plan never was completed; by the end of the war and the dissolution of USHC, about one-eighth of the proposed project was laid out. House construction begun by the USHC was finished by private owners. None of the public buildings were erected. These houses were meant to provide more than minimal or stopgap shelter. Bethlehem Steel executives encouraged the development of durable dwellings that would be in demand even after the war.

Saucon Land Improvement Company

Managers of Bethlehem's principal employer, Bethlehem Steel, involved their firm in housing, developing sections of Third Street through the company's subsidiary, Saucon Land and Development Company. The Company built houses in three styles on a small tract of land along Third Street at Steel Avenue and Fortuna Street. Row houses occur on the north side of the street and single houses alternate with double houses on the south side of the street. The houses are situated on land sold by the Northampton Iron Works to Bethlehem Steel in 1868 and sold to Saucon Land and Improvement Company in 1917. Saucon Land sold the houses to individuals as the Steel Company divested itself of housing. The exact boundaries of this resource are not known at this time.

Associated Historic Resources

Elmwood Park

The original buildings were most commonly constructed of brick, clapboard or stucco. Houses in the Elmwood Park Historic District are one-and-one-half or two-story vernacular dwellings accented with Colonial Revival features.

The houses turn their backs on outside traffic by facing to the center of the development. Elmwood Park originally was planned to consist of 235 lots arranged around a large oval street pattern and a central playground which serves as the focus of the neighborhood. The houses usually stand right on or within 10 feet of the sidewalk line and are erected on lots as narrow as 15 feet. Gable roof ridges typically are parallel to the street, and front porches, either attached or part of the mass of the house, extend across most Elmwood Park house fronts. Most houses have two bays. Side yards are minimal, giving the effect of a continuous street facade.

Pembroke Village

The 63 single and multiple dwellings are set back roughly 30 feet from the street, some 20 feet from each other. They are constructed of brick in largely uniform two-story height, with Colonial Revival detailing. The houses retain good integrity, having had few major changes and only limited infill of later houses not conforming to the original plan. The curving streets and the placement of the buildings' front entrances along those streets establishes Pembroke Village Historic District as the distinct neighborhood envisioned by its creators. Materials, scale, and configuration, as well as style, further unify the project. Brick is the principal wall material. Original doors and windows were in wood. The buildings typically are two stories high, each employing one of several floor plans. The multiple dwellings have a front porch for each apartment in the house.

A belt course between the first and second floor is a standard feature, further ornamenting the wall, as does the double row lock course at the window heads. Windows with the six-over-six sashes typical of the Colonial Revival style are hung in two- or three-bay patterns. Porches have wooden square posts or round columns or brick piers. Some wooden porch railings also suggest Colonial Revival influence. Roofs are cabled, gambrelled or hipped, and shed-roof or cabled dormers appear throughout the development. Semi-circular fan light vents or gable-end lights are common.

Saucon Land Improvement Company

These row houses are located along Third Street at Steel Avenue and Fortuna Street. Rowhouses occur on the north side of the street and single houses alternate with double houses on the south side of the street.

The houses on the north side of the street are typically of brick with an open front porch entry way. The houses are two stories in height with two Italianate curved windows on the first floor and two similar windows on the second floor. There is decorative brickwork separating each house. Each house shares a cornice line with one other house. Each house has a modest front yard. The structures on the south side of the street are typically of brick and executed in the Gothic Revival style with a pointed eave on the façade. The houses are detached, two and a half stories in height, and have elevated front entrances.

Evaluating Significance

Elmwood Park

Elmwood Park Historic District was listed on the National Register of Historic Places in 1988. Elmwood Park Historic District is an architecturally significant residential district in Bethlehem, one that represented a new approach to housing development in the city. Prior to the construction of Elmwood Park, Bethlehem housing was erected piecemeal in a variety of materials, scales, and styles, often within the same block. Elmwood Park is the first large, private suburban residential project in Bethlehem created consistent in construction, material, scale, and style. As such, it marks the beginning of large-scale, unified housing developments in Bethlehem and its suburbs.

Elmwood Park Historic District represents a significant shift in the evolution of Bethlehem housing. From the mid-19th to early 20th centuries, after the dissolution of the original Moravian community in 1844, housing in the city expanded from the Moravian core in piecemeal fashion. Residences on different blocks, or frequently within blocks, were erected at various times in different materials, scales and styles.

Other suburban developments sprawled north of Bethlehem during the 1920s and, especially, after World War II. These suburban developments feature the same building designs set in long rows on the same-sized lots. They are characterized by unified design and layout, similar massing and ornamentation.

Pembroke Village

The Pembroke Village Historic District was listed on the National Register of Historic Places in 1988. Pembroke Village Historic

District is historically significant as an important representative in Pennsylvania of communities planned by the United States Housing Corporation (USHC). USHC was a major federal-government program designed to provide housing for defense industry workers during World War I. USHC planners devised housing which would serve the needs and meet the preferences of those workers, and be superior to standard residences. Pembroke is a well-preserved example of this design concept in Pennsylvania. Of 12 USHC projects proposed in the commonwealth, only five, including Pembroke, were begun or completed according to USHC plans.

Saucon Land Improvement Company

These houses are significant, as a whole, for their association with Bethlehem Steel and as an intact, contiguous example of steel workers' housing in the early twentieth century. The significance level of these resources rises by the extent to which they meet the integrity thresholds listed below.

Integrity Thresholds

Elmwood Park

The integrity of the Elmwood Historic District depends on several factors:

- Preservation of the original design and layout, setting and configuration of the district as a whole;
- Preservation of the original massing and materials of the individual buildings;
- Association with Bethlehem Steel, and the role it had in Bethlehem's (and the nation's) developmental history.

In order for these resources to retain their integrity, they must meet all three of these factors. In addition, the resources should be preserved as a district as each individual building gains its significance as being part of the larger group.

Pembroke Village

The integrity of the Pembroke Historic District depends on several factors:

- Preservation of the original design and layout, setting and configuration of the district as a whole;
- Preservation of the original massing and materials of the individual buildings;
- Association with both Bethlehem Steel, and the role it had in Bethlehem's (and the nation's) developmental history, as well as the United States Housing Corporation and the role it had in national history.

In order for these resources to retain their integrity, they must meet all three of these factors. In addition, the resources should be preserved as a district as each individual building gains its significance as being part of the larger group.

Saucon Land Company

The integrity of the Saucon Land Company buildings depend on several factors:

- Preservation of the original design and layout, setting and configuration of the streetscape as a whole (i.e., more than just one building);

- Preservation of the original massing and materials of the individual buildings;
- Association with both Bethlehem Steel, and the role it had in Bethlehem's (and the nation's) developmental history.

In order for these resources to retain their integrity, they must meet all three of these factors. In addition, the resources should be preserved as a district as each individual building gains its significance as being part of the larger group.

Threats to the Resources

Elmwood

The planned unity of Elmwood Park is declining as houses are individualized. Many of the multiple houses have been sided, with different colors of aluminum on adjoining units; some have been stuccoed, while others retain the original surfaces. Porches have been enclosed or their columns replaced with iron or aluminum. Many units have aluminum-clad gables, facia, soffits and dormers.

Pembroke

Several buildings have been sided in aluminum and some have been repainted in individual color patterns. In addition, later buildings have been added to the streetscape.

Saucon Land Company

The contiguity and extant examples of worker housing remain. However, siding and alterations, particularly on the south side of the street threaten the unity. Some deterioration threatens the north side of the street.

1870-1920: The Ascent of Industry and Immigration

This era exemplifies several of the themes that run throughout Bethlehem's history. The immigrant communities which arose on the South Side between the American Civil War and the end of World War I placed a great emphasis on ethnic unity and identity and used churches, clubs, and other organizations as a way of strengthening and maintaining those ethnic community ties.

The industrial revolution in South Bethlehem created a huge demand for unskilled laborers. As a result, South Bethlehem became a destination for many immigrants primarily from central and southern Europe who arrived in the City to work in the factories. The building of the railroads brought large numbers of Irish to Bethlehem. Other immigrants from England, Germany and northern Europe arrived between 1840 and 1880.

Once constructed, the railroads provided direct access from the immigrant reception points of New York and Philadelphia. A cycle of growth began: as the immigrants arrived many industries were able to expand, new jobs were made available, thus enticing still more immigrants.

Early groups entering South Bethlehem in large numbers in the 1870s were the Slovaks who hailed from present day Hungary, the Czech Republic and Slovakia. These people left their homes to find economic opportunity as well as the political and religious freedoms found in America. The Slovaks were followed by the Magyars who came from the region of Austria-Hungary beginning in

the 1880s. Other immigrant groups began to arrive during this era in smaller number. Among these were the Polish from what was then part of Russia and Italians. 1890 the population of South Bethlehem reached 10,386 as compared to 6,750 in Bethlehem and 2,757 in West Bethlehem. The predominant ethnicities of North Bethlehem and West Bethlehem remained Anglo-German.

The largest influx of immigrants occurred between 1890 and 1910 and the population of South Bethlehem surged to 20,000 during that time. Windish, Poles and Italians made up the majority of these new immigrants who were enticed by jobs, as well as the desire to escape political and religious turmoil at home. People from Germany also immigrated in rather large numbers about this time mostly to the Fountain Hill area of South Bethlehem.

With the start of World War I, Bethlehem Steel's need for labor increased to meet the demands of the war. It was at this time that many immigrants from Eastern Europe arrived, especially from Russia, the Ukraine, and Greece.

The population of South Bethlehem was approximately 3,500 persons in 1870 and by 1890 had reached a population count of ~10,000. In the twenty years from 1890 to 1910 the tide of immigration doubled the population of South Bethlehem to almost 20,000 (40 percent of whom were foreign born which did not include the children of immigrants born in this country). By 1920, the population of South Bethlehem swelled to 27,000 and nearly 50 percent of the population was considered of "foreign stock." Immigration from eastern and southern Europe was severely hindered in 1924 by the passage of the National Origins Act. Arrivals from South and Central America were curtailed by a subsequent act passed in 1929.

Churches and social clubs sprung up in South Bethlehem to service these new ethnic communities. Typically, individual nationality groups organized through their church using that as a conduit to connect with other groups of their community. According to the 1967 Community Renewal Plan, "To the people of South Bethlehem...the Church during this period became more than just a religious body. It provided a social, fraternal, and political framework to keep each of the various ethnic groups united in an effort to resist assimilation and Americanization. The church has become the place where the national language was spoken and where the children were educated in the ways of the "old country." The churches were often the sole providers of the necessities for survival in the less than supportive, sometimes hostile environment characteristic of America's industrial era prior to the social reform and welfare movement. Father Vlossak of Saints Cyril and Methodius bought up land near the church and sold it to members of the congregations resulting in hundreds of homes. In addition to ethnic churches, national, fraternal and social clubs flourished on the South Side as did parochial schools affiliated with the individual churches. These schools enabled the children of the parish to have an education associated with the religion and ethnicity of their respective families.

The importance of ethnic unity in some ways trumped religious unity. For example, within one half block of the intersection of Fourth and Hayes Streets, three ethnic Roman Catholic parishes were constructed between 1902 and 1906: the Church of the Holy Rosary established by Italian immigrants; St. John Capistrano established by the Magyars; and St. Stanislaus established by the Polish community. Each group desired the comforts of a familiar language and ethnic tradition in conjunction with a familiar faith tradition.

Although typically these immigrant groups chose to socialize, worship and live with others of their group, many worked at the same place: the Bethlehem Steel Corporation. Bethlehem Steel served as the “melting pot” where many different kinds of people learned to work together.

In some instances the ethnic churches established explicit alliances with Bethlehem Steel, the company that was the employer of so many of their parishioners. The Reverend Frantisk Vlossak, pastor of Sts. Cyril and Methodius from 1898-1907 and 1911-1929, was especially successful in doing this. He became a friend of Vice-President Archibald Johnston of Bethlehem Steel (also the first mayor of a consolidated Bethlehem), “supplied him with Slovak workers, had the Steel Company deduct a dollar a month from their wages for church dues, and voted Republican while the vast majority of his flock supported the Democratic party. . . . Needless to say, Vlossak opposed any strikes against Bethlehem Steel.” When Father Vlossak’s flock outgrew their original church building in 1902, they turned to the Steel Company; each member pledged \$25, plus \$1 a month to be deducted automatically from the Catholic Slovaks’ pay, plus an additional \$600 contribution from the Company to the building fund.

The 1976 Plan for South Bethlehem reported 24 separate churches and almost 40 clubs and service organizations on the South Side. The Plan states that “Together with the schools, community groups, convents and social clubs associated with them, they have provided a keystone to life in the South Side.”

Immigration would pick up again in the post-World War II years with new arrivals from Latin America and intra-national migration of African Americans into the City from locations in the American South.

Associated Historic Resources

Churches and Affiliated Parochial Schools

There are a number of extant churches in South Bethlehem dating from this era. Popular styles include Gothic Revival, Romanesque, Baroque, and traditional eastern Orthodox styles of religious architecture with domes. Some of the churches were designed and constructed by local masons. Among those specifically associated with an immigrant group are the following:

- Church of the Holy Infancy (1864) established by the earliest Irish immigrants;
- SS Cyril and Methodius (1907) established by the Slovak immigrants (designed by AW Leh);
- St. John Capistrano (1922) established by the Magyar immigrants (designed by AW Leh);
- St. John’s Windish Lutheran (1916) established by the Wend immigrants;
- St. Joseph’s Windish RC Church (1914) established by the Wend immigrants;
- Church of St. Stanislaus (1909) established by the Polish immigrants;
- Our Lady of Pompeii (1902) (formerly the Church of the Holy Rosary) established by the Italian immigrants;
- Saint Nicholas Russian Orthodox Church (1916-17) established by the Russian Orthodox immigrants;
- St. Bernard’s Roman Catholic Church (1886) established by the German Catholic immigrants;
- Holy Ghost Roman Catholic Church (circa 1910) established by the German Catholic immigrants (Designed by AW Leh);
- St. John’s African Methodist Episcopal (1901) established by the African American community;

- First Reformed Church of South Bethlehem (1897) established by German immigrants. (Designed by A.W. Leh.)

Social Clubs, Fraternal Organizations and Traditions, Folklore

These buildings tend to be vernacular buildings in South Bethlehem and are not easily discernable by their exterior appearances. Many of these organizations no longer exist in South Bethlehem and the only indication that the club or organization existed at a certain location is by collective memory.

The traditions and folklore associated with these ethnic groups and their lifestyles during this era in South Bethlehem has been memorialized, to an extent, through written and oral histories conducted by Beyond Steel and other organizations.

Evaluating Significance

Churches and Affiliated Parochial Schools

Churches (and their affiliated school buildings) from this era are an important symbol of the evolution of South Bethlehem as an immigrant enclave dating back to the end of the Nineteenth and start of the Twentieth Centuries. The church buildings are tied to the large influx of immigrants during this period who poured into South Bethlehem to work at in factories, most notably, Bethlehem Steel. The many steeples, spires and bell-towers that rose above South Bethlehem stand in remembrance of this period in the City's history. The significance of each church rises if it meets the integrity thresholds below.

Integrity Thresholds

Churches and Affiliated Parochial Schools

Resources from this era should be evaluated to determine to what extent the resource demonstrates the following integrity aspects or qualities:

- The resource should be in the place where it was constructed or the place where it gained significance.
- The resource should retain a significant portion of the original exterior materials.
- The resource should demonstrate the workmanship of the people who constructed it.
- The resource should evoke the feel of the era in which it was constructed.
- The resource should be associated with an event or person for which the resource is significant.
- The resource should meet at least two of the above integrity thresholds.

Evaluating Significance and Integrity of Cultural Resources in Bethlehem

Social Clubs, Fraternal Organizations and Traditions, Folklore

Social clubs, fraternal organizations, and other ethnic society buildings in South Bethlehem tend to be vernacular buildings and are not easily discernable by their exterior appearances. Many of these organizations no longer exist in South Bethlehem and the only indication that the club or organization existed at a certain location is by collective memory. The traditions and folklore associated with these ethnic groups and their lifestyles during this era in South Bethlehem has been memorialized, to an extent, through written and oral histories conducted by Beyond Steel and other organizations.

As most of these clubs no longer exist in South Bethlehem and the buildings where they were once located have been transformed for other uses their significance lies more in the telling of their importance to the narrative of Bethlehem's history. This also applies to assessing the significance of traditions and folklore.

The Secretary of the Interior's National Register criteria recognizes that intangible historic resources not necessarily reflected in properties may be of vital importance in maintaining the integrity of a social group. However, the National Register does not provide criteria of significance for intangible resources. The existence and significance of such locations often can be ascertained only through interviews with knowledgeable users of the area. This makes it difficult to distinguish between properties having real significance and those whose significance is spurious.

One option for the evaluation of the significance of intangible, cultural resources in Bethlehem would be to implement a program similar to Place Matters conducted by the Municipal Arts Society in New York City (see sidebar).

The Place Matters program in New York City created a Census of Places that Matter, a ground-up inventory created through interviews, community forums, and via the mail and Internet. Some places identified include a Latin music store, a church built by Irish dock workers, and the city's last surviving historic beer garden.

Place Matters created a Toolkit to help other locations inventory their own places that matter. The Toolkit is summarized as follows:

- Identify the resource.
- Identify who finds the resource important. Does this resource have public meaning? Does its meaning resonate for more than just the identifier?
- Identify the reasons the resource is valued and the people who hold those values.
- Reach out to stakeholders. Identify groups that have an interest in the resource or would be affected if the resource were lost.
- Identify threats and opportunities. These threats can be to a physical structure or appearance of a resource, threats to long-standing uses or activities at a place, or threat to the "meaning" or a story or place.
- Formulate goals to help advocate more effectively for the place. What do you want to achieve in your campaign to preserve the place? Some answers might be: preserving the structure; retaining longstanding use; or interpreting the story. Interpreting the story may include organizing walking tours, public discussions, celebrations, putting up place markers, websites, etc.
- Explain the resource by making a case for its importance and advocate to preserve its use or fabric.
- Collect information on the resource to effectively explain why it's interesting and conduct site visits and interviews.
- Develop themes. Connect the resource to the larger historic themes of Bethlehem's history. However, if there are no ties between the resource and a larger historical context, the theme for the resource can be the uniqueness of place or importance to the community.
- Present the resource to the public to promote and advocate for the place.
- Write a profile of the resource.
- Make a public presentation of the resource (including via the internet).
- Secure public recognition.

- Protect the resource. There are three options for protection:
- Preserve the resource.
- Retain longstanding use.
- Interpret the story.

Threats to the Resources

Churches and Affiliated Parochial Schools

As succeeding generations of immigrants from this era assimilated into American culture many moved away from South Bethlehem and their affiliation with their respective parish lessened. Some of the congregations of the churches in South Bethlehem were replenished by the arrival of newcomers from Latin American in the years since World War II. The waning congregations of other churches resulted in church consolidations. In recent years, the Catholic parishes of St. Joseph RC Windish Church, SS. Cyril and Methodius, St. Stanislaus Polish Church, and St. John Capistrano were consolidated. SS. Cyril and Methodius, renamed Incarnation of Our Lord, will remain an active parish but the fates of the other three buildings are yet to be determined. Our Lady of Pompeii was also closed, but it is located within the South Bethlehem Historic Conservation District.

Social Clubs, Fraternal Organizations

The social clubs, fraternal organizations, in danger of being lost as population shifts and time passes the location and knowledge of these organizations are in danger of being lost forever.

Traditions, Folklore

The traditions and folklore associated with these ethnic groups and their lifestyles during this era in South Bethlehem has been memorialized through written and oral histories conducted by Beyond Steel and other organizations. However, as population shifts and time passes the history of these traditions are in danger of being lost forever.

1850-1920: The Ascent of Industry and Higher Education

The Moravians in North Bethlehem and the industrialists in South Bethlehem placed a high value on education which is evident in the creation of two major institutions of higher learning: Moravian College on the north side and Lehigh University on the south side.

Moravian College

The Moravians valued education immensely. Upon arrival in Bethlehem, the congregation immediately set up a school. Moravian College, a liberal arts college, was established in 1807 and existed in various locations in Bethlehem and nearby Nazareth. In 1863 the Moravian Seminary for Young Ladies was incorporated. In 1888, a plot of land bounded by Main, Locust, Monocacy and Elizabeth Avenue was donated by the Moravian congregation for school use. In 1953 Moravian College was formed from the men's and women's colleges. The Moravian Theological Seminary became a graduate school associated with Moravian College. Moravian College was a merging of Moravian College and Theological Seminary for Men and Moravian Seminary and College for

Women. The new campus began in North Bethlehem in 1892. It is located at Main Street and Elizabeth Avenues and is 25 acres in size.

Associated Historic Resources

Extant buildings of historic note on the Moravian campus:

- Zinzendorf Hall (1891)- a three-story, brick, classical revival/Dutch Colonial style. First building constructed.
- Comenius Hall (1891)- a four-story stone building built in the Romanesque Revival style. Adjoining Comenius Hall is the Borhek Memorial Chapel (1893) and the Harvey Memorial Library (1907).
- Borhek Memorial Chapel (1893)- a stone structure connected with Comenius Hall and designed in the Romanesque Revival style with a center window by Tiffany.
- Harvey Memorial Chapel (1907)- a stone Romanesque structure.
- Hamilton Residence Hall (circa 1820)- a Greek Revival building was a former farmhouse. This building was on the original plot of land prior to the development of the college.
- Monacacy Hall (1915)- a brick, Colonial Revival building.
- Colonial Hall (1928)- Three-story stone structure of Georgian Colonial design enhanced by a central tower and clock.

Lehigh University

Lehigh was founded by Asa Packer, a pioneer in coal mining and transportation history. Packer is remembered for two things: his major share in the building up of the Lehigh Valley Railroad, and his founding of Lehigh University. His endowment of the University, including an appropriation of fifty-seven acres of land, was intended to contribute to the “intellectual and moral improvement” of men in the Lehigh Valley. Packer and his associates designed the school to focus on mathematics and science education, but provide pupils with a sufficient knowledge of classics. Additional gifts from Packer to further the university included another \$500,000 in 1871, 52 additional acres in 1875 and \$1.5 million in Lehigh Valley Railroad stock, plus a variety of buildings from Packer and other trustees. The act incorporating Lehigh University was passed by the Legislature of Pennsylvania on February 9, 1866. The institution was formally opened on Saturday, September 1, of that year. The campus today consists of the Packer, Mountaintop and Goodman Campuses.

Aside from Asa Packer, early trustees to the university included other prominent industrialists including Robert Sayre, a president of the Lehigh Valley Railroad, G.B. Linderman, a president of Bethlehem Steel (and Asa Packer’s son-in-law), and John Fritz, chief engineer and superintendent of Bethlehem Steel. Early benefactors of the university included Andrew Carnegie who gave a building, Taylor Hall, in honor of his partner, Charles Taylor, a university trustee. John Fritz gave an engineering laboratory. The children of Robert Sayre gave 90 acres of land adjoining the campus.

Associated Historic Resources

Extant buildings of historic note on Lehigh's campus include:

- Christmas-Saucon Hall Annex (1872 to 1926)- Building built in three phases- Christmas Hall, the west portion is the oldest campus building joined in 1926 to Saucon Hall built in 1872. The building was designed by A.W. Leh.
- Packer Hall (1868)- A gift from the university's founder. Building is of Victorian Gothic style with stone trimmed with brownstone and sandstone. Roof is covered with slate.
- Linderman Library (1877 and 1929)- Building is modified Norman style, constructed of sandstone. Addition in 1929 of Collegiate Gothic design. Building given as a gift of Asa Packer in memory of his daughter, Lucy Packer Linderman.
- Coppee Hall (1883)- original university gymnasium
- Chandler-Ullman Hall (1885 and later additions in 1919 and 1938)- Building is Richardsonian Romanesque and made of stone. Former home to the university's Chemistry department it is a National Historic Chemical Landmark by the American Chemical Society.
- Packer Memorial Church (1887)- English Gothic design in sandstone and bluestone. Designed by architect, Addison Hutton. Squared buttressed, corner tower and bely. Home of the Bach Festival. Erected as a memorial to university founder, Asa Packer.
- Packard Laboratory (1929)- five-story, stone and steel structure of English Collegiate Gothic architecture. Erected as a gift of \$1.2 million from James Ward Packard, a Lehigh alumnus, and founder of the Packard Motor Company.
- Williams Hall (1903)- Neo-Classical design.
- Taylor Hall (1904)- is of Collegiate Gothic style. Gift from Andrew Carnegie.
- Lehigh Alumni Memorial Building (1923)- a three-story stone structure dominated by a square Gothic tower. Built in memory of alumni who fought in World War I.
- Fritz Memorial Methodist Church (circa 1893). Designed by AW Leh; Adjacent to campus and built as memorial to John Fritz, who was then President of the Bethlehem Iron Company.
- 618 Brodhead Avenue (1800-1825)- Vernacular, Georgian stone residence. Exposed rubble, fieldstone.
- Drown Memorial Hall (1908)- a two-story stone structure.

Evaluating Significance

The significance of structures on the campuses of Moravian College and Lehigh University can be assessed by determining the extent to which they meet the following criteria:

- that are associated with events that have made a significant contribution to the broad patterns of the City's, the State, or national history; or
- that are associated with the lives of persons significant in the history of Bethlehem, the State or the Nation, for example Asa Packer, Andrew Carnegie, John Fritz, James Ward Packard, AW Leh, among others ; or
- that embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction.

In addition, the buildings should be assessed to determine the extent to which they meet the integrity thresholds listed below.

Integrity Thresholds

Buildings on these campuses from this era should be evaluated to determine to what extent the resource demonstrate the following integrity aspects or qualities:

- The resource should be in the place where it was constructed or the place where it gained significance.
- The resource should retain a significant portion of the original exterior materials.
- The resource should demonstrate the workmanship of the people who constructed it.
- The resource should be associated with an event or person for which the resource is significant.

The resource should meet at least two of the above integrity thresholds.

Threats to the Resources

The structures of historical significance on the campuses of Moravian College and Lehigh University do not have any local protection as individual landmarks or as a district. Only Packer Memorial Church is a National Register Landmark. Thus, the buildings are at risk for potential redevelopment or insensitive alterations or additions.

1920-1945 The End of World War I to the End of World War II

The 1920s

In the 1920s the steel industry continued to prosper along with the rest of the nation. Bethlehem Steel acquired additional steel making facilities and entered the Pacific Coast market in the late twenties and early thirties with the acquisition of facilities in Los Angeles and Seattle. During this period Bethlehem became a more broadly based producer of steel geographically and a major erector of bridges and buildings. Two of the nation's landmark suspension spans, the George Washington Bridge over the Hudson and San Francisco's Golden Gate Bridge were fabricated and erected by Bethlehem Steel. Notable buildings built by Bethlehem in this period are the Merchandise Mart in Chicago and the Waldorf-Astoria Hotel in New York City.

Associated Historic Resources

In Bethlehem, the City's continued prosperity led to development of some notable buildings described below.

- Corporal Floyd J. Simons Armory. In 1930, the local branch of the National Guard constructed the Corporal Floyd J. Simons Armory at Second and Prospect Avenues on land donated by the city. The armory was designed to serve as an administration building, drill hall, garage and recreation center. The building is of concrete, brick and steel. According to a Coast Artillery Journal from November 1930, many of the enlisted personnel are employees of Bethlehem Steel Company which assisted materially in the construction of the armory "without publicity or ostentation." Corporal Floyd J. Simons was the first National Guardsman of Bethlehem to be killed in the World War. The armory has been decommissioned.
- Liberty High School. After consolidation, in 1923, Liberty High School was completed on a large lot at E. Elizabeth Avenue and Linden Street in Bethlehem. The school allowed children of immigrants a chance to be successful Americans through education, instead of working in the steel mill, silk mills or cigar factories.

- Odd Fellows Building, Boyd Theater Building, and Union Bank and Trust Company. The neo-classical Union Bank and Trust Building (circa 1925) is based on the design of a Greek Temple and has served as a bank since its construction; the four story Odd Fellows' Building (later known as Farr's Building) constructed circa 1919, and the Boyd Theater (circa 1917) are prominent buildings in the Center City area from this era.

Evaluating Significance

Resources from this era should meet the following significance criteria:

- that are associated with events that have made a significant contribution to the broad patterns of our history; or
- that are associated with the lives of persons significant in our past; or
- that embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or
- that have yielded, or may be likely to yield, information important in history or prehistory.

Integrity Thresholds

Resources from this era should be evaluated to determine to what extent the resource demonstrates the following integrity aspects or qualities:

- The resource should be in the place where it was constructed or the place where it gained significance.
- The resource should contain a significant portion of the original exterior materials.
- The resource should demonstrate the workmanship of the people who constructed it.
- The resource should evoke the feel of the era in which it was constructed.
- The resource should be associated with an event or person for which the resource is significant.

Resources should inhibit at least three of the integrity qualities in order to be a focus of preservation efforts.

Threats to the Resources

None of the above resources are locally protected and thus, are vulnerable to demolition and insensitive alterations.

The Depression Era CCC and WPA Projects

The Depression struck hard in the Lehigh Valley. The Bethlehem Steel Company reduced its number of employees by 59 percent in 1933 from 1929 levels.

As part of Franklin Delano Roosevelt's New Deal in the 1930s, young unemployed men enrolled in the Civilian Conservation Corps (CCC). The CCC carried out projects on public lands, many of which resulted in roads, bridges, and other features. Established in 1935, the Works Progress Administration (renamed during 1939 as the Work Projects Administration; WPA) was the largest New Deal agency, employing millions to carry out public works projects, including the construction of public buildings and roads, and operated large arts, drama, media, and literacy projects. Almost every community in the United States had a park, bridge or school

constructed by the agency, which especially benefited rural and Western populations.

During the WPA's peak years, in 1936 and 1938, it put about 290,000 people to work in Pennsylvania, making it the largest employer in the Commonwealth. Stone retaining walls that line streets and highways throughout the region were WPA projects including Carlton Avenue in Bethlehem and the stone retaining walls that run along the banks of the Lehigh River. WPA workers also lay nearly 30 miles of sanitary sewer lines through the city.

Associated Historic Resources

Among the WPA's most noted accomplishments in Bethlehem were the stone walls, bridges, pavilions and other structures created in three parks: Saucon Park, Monocacy Park and Franklin Park. The stones, which range in color from a soft gray to a rusty brown, were quarried in Bethlehem and cut by local craftsmen. The mortar is made, in part, by sand from the Lehigh River.

Saucon Park opened in 1919 as the first City park and later received significant improvements courtesy of the CCC and the Works Project Administration (WPA). The park includes a stone, steel and concrete suspension bridge (similar to that at Monocacy Park), stone walls, and bleachers, as well as a manmade fish hatchery. The tennis courts at Franklin Park on Sand Island were dedicated in 1936.

In 1935, the CCC and WPA constructed Monocacy Park, with the vacant Illick's Mill as its architectural centerpiece. The land along Monocacy Creek had been a popular place to picnic prior to the WPA's involvement. However, the CCC and WPA constructed two large stone pavilions, two stone gazebos straddling an aesthetically-designed dam, a bridge spanning the creek, walkways along the creek with stone walls, and dramatic entryways, one of which sits directly in front of Illick's Mill.

The Monocacy Park bridge features two 30-foot towers of hand-cut stone. The creek had to be diverted, most likely with sandbags, to enable the stone masons to erect the towers. Block and tackle, a series of ropes and pulleys, had to be used to set the pieces in place.

"Probably it would have taken 50 years of slow progress to accomplish what has been done under WPA in two years," Robert J. Wheeler, then-secretary to the Allentown Planning Commission, told *The Morning Call* in 1937.

Evaluating Significance

Resources from this era should meet the following significance criteria:

- that are associated with events that have made a significant contribution to the broad patterns of our history; or
- that embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or

Integrity Thresholds

Resources from this era should be evaluated to determine to what extent the resource demonstrates the following integrity aspects or qualities:

- The resource should be in the place where it was constructed or the place where it gained significance.
- The resource should contain a significant portion of the original exterior materials.
- The resource should demonstrate the workmanship of the people who constructed it.
- The resource should evoke the feel of the era in which it was constructed.
- The resource should be associated with an event or person for which the resource is significant.

Threats to the Resources

Park maintenance of the stone work can be a struggle as the normal wear and tear of the stone has resulted in crumbling walls and other signs of deterioration. The city hired full-time masons to conserve the stonework. However, the stonework at these parks is at risk of being lost due to the need for maintenance. Saucon Park experienced floods leading to the demolition of a WPA-era dam a few years ago and construction of a swale to control flooding.

World War II

By keeping its skilled workforce intact during the lean years of the 1930s, Bethlehem was able to rapidly expand production after war once again broke out in Europe in 1939. Bethlehem had the ability to turn out steel products on a scale much larger than that called for in World War I. By 1944, its peak production year, Bethlehem produced more than 13 million tons of raw steel.

World War II stimulated renewed growth for the steel industry, resulting in employment for the younger generations of Bethlehem residents. Bethlehem's prodigious output during World War II, when Grace exceeded his promise to President Roosevelt of "a ship a day", secured his company's prominence in the post-war years as one of the largest steel producers in the world.

In the war effort Bethlehem fortified its reputation as the arsenal of America, producing around one-fourth of the wartime battleship armor, heavy gun barrels, and ships for the Navy, in addition to nearly three-quarters of the airplane engine cylinders.

1950s-2000: Suburbanization, Urban Renewal, Decline of Bethlehem Steel, and Historic PreservationBethlehem Steel

The success of Bethlehem Steel continued through the 1950s particularly with the expansion of the nation's highway and infrastructure system. However, there were early signs of trouble. Executive perks, confrontational labor policies, and lack of product innovation which led to the company's decline were all present in the 1950s.

The recession of 1958 followed by the strike of 1959, which lasted 116 days, led many US consumers of steel to seek more reliable foreign suppliers of steel. New production technologies such as mini-mills, which re-melted scrap steel in electric furnaces, required less investment and labor than traditional integrated mills, were employed by Japanese and German steel companies, allowing those firms to outpace Bethlehem Steel's production. In 1968, the steel company made a last effort to catch up with com-

petition by installing a basic oxygen furnace, but it was too late and, for the first time that year, foreign imports surpassed Bethlehem Steel's output.

Between 1969 and 1972, the company spent \$35 million building Martin Tower, a 21-story skyscraper. The building is designed with a cruciform plan to maximize corner office space for the company's executives. The building is constructed of steel, glass and concrete.

In the early 1970s the weakness of the American economy and the general decline in the world demand for steel led to the beginning of a wholesale restructuring of the world steel industry. "Black Friday," September 30, 1977, saw 10,000 employees laid off. In 1983, for the first time, more people collected pensions from the steel company than paychecks.

In 1995, iron and steel production ceased with the last pour on November 18. When the company finally filed for bankruptcy in October 2001, only 13,000 paid employees remained compared to 95,000 retirees.

Associated Historic Resources

- Martin Tower: A 21-story steel-framed skyscraper which served as the headquarters of Bethlehem Steel, it is "the symbol of one of America's mightiest industrial concerns as it plunged from the zenith of its power into a steady decline, ultimately leading to failure that resulted in the loss of over one hundred thousand jobs and regional economic hardship."¹

Suburbanization

Movements within the City increased as income and standard of living increased. Children born and brought up on the South Side looked for new types of housing and living conditions; and as they married, set up their own households in other sections of the City. During the 1960s and 1970s, suburbanization began to take over areas of the city. Whereas other nearby cities such as Allentown and Easton experienced population declines as residents moved to adjoining rural areas, large areas of open land within Bethlehem's boundaries provided the City with its own "suburbs." Such areas included Kaywin, Pinehurst, Clearview, Catapenn Park, and Beth-Allen Gardens in West Bethlehem. During the 1960s, Interstate Route 378 was constructed to link the northwest area of the city to US Route 22. This served to focus commercial and residential development activity in this area.

Renewed Immigration

After the War, as children and grandchildren of these first immigrants assimilated into the American society and other areas of Bethlehem, African-Americans and Puerto Ricans began locating in the city. Puerto Ricans followed a pattern established by earlier ethnic groups. They located in the less expensive rental units of the South Side forming their own sub-community around a church. African-Americans migrated from the South to Bethlehem with the demand for labor during World War I. By 1920 African Americans were scattered throughout the South Side with some concentrations near the eastern edge of the City and on Wyandotte Hill where two African-American churches were established. After World War II there was a sizable African-American population in Northampton Heights.

Urban Renewal

The Bethlehem Redevelopment Authority was formed in 1953. It planned, implemented and completed extensive redevelopment in various areas of the city. Major urban renewal initiatives during this period include the construction of the City Hall plaza, First National Bank building, the Plaza Mall and the Walnut Street parking garage. During the 1970s, Bethlehem completed several senior citizen residential projects, including the Moravian House II on Main Street, Lutheran Manor at Westgate Drive and the Rooney Building high-rise at Fourth and New Streets. In addition, many City parks were renovated or improved during this period.

On the South Side, expansion initiatives by Lehigh University and St. Luke's resulted in the displacement of many homes and businesses. Faced with an increasing numbers of college students post World War II, as well as Cold War era pressures to get more students into college, particularly the engineering and science fields, Lehigh University made plans to expand its campus in South Bethlehem. The Federal government turned to urban renewal to help expand schools in inner-cities to handle increased enrollments. By the end of 1959, Lehigh purchased 38 properties most scattered along Packer Avenue. Lehigh purchased properties through agent ("Straw Buyer" so no one would know). Many accused Lehigh of renting out properties to unsuitable tenants or leaving properties vacant. Homes built in 1910 and 1920 did not have modern conveniences, In the end 188 buildings were demolished and many families relocated.

After the steel strikes in the forties and fifties, local businessmen recognized the need to diversify the region's economy. The Lehigh Valley Industrial Park (LVIP), a community-owned, non-profit economic development corporation was formed in 1959 with the intention of carrying out four goals: creating jobs, diversifying industry, increasing the tax base, and remaining financially sound. A month after its founding, the 116-day steel strike of 1959 began. LVIP negotiated the purchase of 226 acres of land north of Route 22.

Associated Historic Resources:

- City Hall: In 1956, a study recommended construction of a City Center and governmental headquarters. In 1966, a campaign to build a new library kicked-off. In 1967 Bethlehem's City Hall Complex was completed and occupied. It included a 12,000 pound "Symbol of Progress" sculpture on the City Center plaza.

Revitalization on the South Side

In 1974, the City tapped into state and federal urban redevelopment funding streams (Bethlehem was the first city in Pennsylvania to receive a Community Development Block Grant from the federal government) to further rehabilitation and redevelopment efforts on the South Side. This included a housing rehabilitation program which provided low-interest loans and grants to restore the historic residential areas on the South Side. Students from the Bethlehem Area Vocational Technical School participated in several projects. The City also invested in street and streetscape improvements and helped form a business district identity for the 4th Street area.

On the South Side, a new life has been brought to the downtown by arts organizations such as Arts Quest, and by determined

South Bethlehem merchants, residents and developers. Arts Quest has adaptively reused a historic banana warehouse to create an arts and cultural arts education center on W. 3rd Street. Plans were put in place to convert the Steel Site to a mixed-use redevelopment which would include the Smithsonian Museum of Industrial History, a cultural arts entertainment venue, a hotel, residential uses and a Sands Casino. The casino opened in 2009 and the Smithsonian museum is scheduled to open in 2011.

With the establishment of the South Side Historic Conservation District, the historic downtown has seen new life with the rehabilitation and reuse of many commercial buildings along 3rd and 4th Streets. At the same time, this period has also seen the intrusion of modern infill construction in the downtown area. Examples include the Rite Aid strip shopping center at 102 E. 3rd Street and the CVS drugstore at 305 W. 4th Street.



Appendix B

I. Identified Historic Resources

II. Draft Survey Form Template

I. Identified Historic Resources

Sufficiently Documented

Each of the resources listed in this cluster meet local criteria for individual landmark and/or historic district protection. There is also sufficient documentation to support the designation of each resource.

Name	Location
1. Bethlehem Silk Mill*	238 West Goeppe Street
2. Odd Fellows Building (Farr's Building)*	2 West Broad Street
3. Union Bank & Trust Building	52 West Broad Street
4. Siegfried Pharmacy (Ambre Gallery)	310 West Broad Street
5. Burnside Plantation*	Schoenersville Road at Monocacy Creek
6. Floyd Simons Armory*	301 Prospect Street
7. Bethlehem Foundry & Machine Company (Weldship)*	225 West 2 nd Street
8. Bethlehem Steel Plant #2 (Johnson Machine Shop)*	11 West 2 nd Street
9. Illick's Mill/Monocacy Park*	130 Illick's Mill Road
10. Liberty High School*	1115 Linden Street
11. Saucon Park (scenic)*	Fire Lane
12. Lehigh and New England RR Freight Warehouse	15 th Avenue at Gary Street
13. Martin Tower*	1170 8 th Avenue
14. Holy Ghost Catholic Church	417 Carlton Avenue
15. Fritz Memorial United Methodist Church	468 Montclair Avenue
16. Manockisy Church, Altonah Church	902 Macada Road
17. St. Peter's Lutheran Church	472 Vine Street
18. Packer Memorial Church*	18 University Drive
19. St. Joseph Roman Catholic Windish Church	413 East 5 th Street
20. Saints Cyril & Methodius Church	617 Pierce Street
21. St. Stanislaus Polish Church	419-429 Hayes Street
22. St. John Capistrano Church	910 East 4 th Street
23. Christ Lutheran Church	Easton Road, RD #5
24. St. Nicholas Russian Orthodox Church	East 6 th Street
25. Elmwood Park* Historic District	
26. Pembroke Village* Historic District	

*Eligible or listed on the National Register of Historic Places

Additional Documentation Necessary

The resources in this cluster meet local criteria for individual landmark and/or historic district protection. However, additional documentation will be necessary to support designation.

Name	Location
1. Laros Silk Mill & Surefit Products	601-675 E. Broad Street
2. Old Brewery Tavern	138-140 Union Boulevard
3. Christmas City Bottling	810 Monocacy Street
4. Henry Erwin & Son Manufacturing of Mineral Paints*	1421 Mauch Chunk Road
5. Miller Motor Company (Jack Jones Building)	325 West Broad Street
6. Edgeboro School (BASD ED Center)	1516 Sycamore Street
7. Boyd Theater Building	20-44 West Broad Street

*Eligible or listed on the National Register of Historic Places

Private Residences

The resources in this cluster are private residences. The City would prefer to work with interested property owners to document each resource and pursue historic landmark designation.

1. Jones, Thomas Residence	901 East Market Street
2. Geringer, Adam Farm	1 Santee Mill Road
3. 2310 Santee Mill Road	2310 Santee Mill Road
4. 2301 Santee Mill Road	2301 Santee Mill Road
5. Ritter, Daniel Residence	3677 Township Line Road
6. Jones, Matthew Residence	441 Biery's Bridge Road
7. Fogel, Tilghman Residence	3301 Linden Street
8. Butz, George Residence	Easton Avenue (3000 block)
9. Shimer, Samuel Residence	2801 Main Street
10. Laros, Russell K. Residence	2512 Center Street
11. Huber, Joseph Residence	99 Illick's Mill Road
12. 1949 Main Street	1949 Main Street
13. 1965 Main Street	1965 Main Street
14. Peter, John Residence	1976 Main Street
15. Peter, John Barn	1968 Main Street
16. Rothrock Farm; Apple Farm (Barn)	999 Seidersville Road
17. Rothrock Farm; Apple Farm (House)	1503 Creek Road
18. 1613 Creek Road	1613 Creek Road
19. Benzak-Ramsey Mansion	1610 Creek Road
20. 1730 Creek Road	1730 Creek Road
21. 1819 Creek Road	1819 Creek Road
22. 1919 Creek Road	1919 Creek Road
23. 1950 Creek Road	1950 Creek Road
24. 1966 Creek Road	1966 Creek Road

Bethlehem Steel

The structures in this cluster are located on the former Bethlehem Steel Company property. Both the City and various ownership entities recognize the invaluable history of the site, while acknowledging that some flexibility will be required to encourage adaptive reuse of the vast structures on the site. Varied tools are being implemented, including a tax implementation financing district, adoption of flexible zoning, development of a Bethlehem Works Landowner Association and rededication of public streets to extend the prior street grid system.

1. Bessemer Steel Rail Mill – converted to Iron Foundry	1868
2. Plant Patrol and Fire Department Headquarters	
3. Plant or General Offices – now Northampton Community College	1942
4. Electric Repair Shop – now National Museum of Industrial History	1913
5. Carpenter & Pattern Shop	1913
6. Ruins – was originally connected to 1868 Foundry	
7. Turn & Grind (Crucible Steel Mill)	
8. Stock House – to be redeveloped as the Visitors' Center	1863
9. Blast Furnace A, B, C, D & E	(five total – 1915 through 1959)
10. Central Tool Annex	1904
11. Central Tool	1904
12. SGO (Steel Group Office) – expanded seven times	1906
13. Cold Drawn, a.k.a. Blacksmith Shop #3.	1888/1889
14. Riggers Welfare	1910
15. Gas Blowing Engine House	1910
16. Machine Shop #2	1889/1891
17. Scale Car Repair Barn	
18. High House, a.k.a. #3 Treatment	1889/1891
19. Hoover-Mason Trestle	1906/1907
20. Ore Bridge	

HISTORIC DISTRICTS

New Historic District

The City should work with property owners in the Fountain Hill District to pursue local historic district designation pursuant to Act 167. The boundaries for this district would be consistent with the existing National Register district boundaries.

Potential Historic Districts

The City should work with Moravian College and Lehigh University to pursue the designation of historic districts on their respective campuses.

1. Moravian College Historic District, including:

- Monocacy Hall
- Colonial Hall
- Comenius Hall
- Hamilton Residence Hall
- Zinzendorf Hall

1. Lehigh University Historic District, including:

- a. 618 Brodhead Avenue
- b. Alumni Memorial Hall
- c. Christmas-Saucon Hall Annex
- d. Chandler-Ullman Hall
- e. Linderman Library
- f. Packer Hall
- g. Taylor College

II. Draft Survey Form Template

City of Bethlehem, PA Historic Resource Survey Form <i>Individual Structure</i> Department of Community and Economic Development	
<i>Name, Location, Ownership and Use</i>	
HISTORIC NAME:	CURRENT/ COMMON NAME:
STREET ADDRESS:	NEIGHBORHOOD:
COUNTY:	TAX PARCEL: <i>Block:</i> <i>Lot:</i>
CURRENT OWNER NAME/ ADDRESS:	ORIGINAL OWNER: ORIGINAL USE: CURRENT USE:
<i>Photo</i> <i>(Please Insert)</i>	<i>Tax Map</i> <i>(Please Insert)</i>

Property Description	
CONSTRUCTION DATE: <i>Source of Construction Date</i>	ARCHITECT: BUILDER:
STYLE:	FORM/PLAN TYPE:
NUMBER OF STORIES:	PHYSICAL CONDITION: <i>Excellent</i> <input type="checkbox"/> <i>Good</i> <input type="checkbox"/> <i>Fair</i> <input type="checkbox"/> <i>Poor</i> <input type="checkbox"/>
EXTERIOR MATERIALS: <i>Foundation:</i> <i>Walls:</i> <i>Roof:</i> <i>Fenestration</i> <i>Other</i>	NATIONAL REGISTER (NR) ELIGIBILITY: <i>NR Listed</i> <input type="checkbox"/> <i>Deemed Eligible</i> <input type="checkbox"/> <i>Possible</i> <input type="checkbox"/> <i>No</i> <input type="checkbox"/> <i>As Part of a District</i> <input type="checkbox"/>
THREATS TO SITE: <i>Deterioration</i> <input type="checkbox"/> <i>Neglect</i> <input type="checkbox"/> <i>Development</i> <input type="checkbox"/> <i>Sprawl</i> <input type="checkbox"/> <i>Vacant</i> <input type="checkbox"/> <i>Flooding and/or Other Natural Events</i> <input type="checkbox"/> <i>Other</i> <input type="checkbox"/>	
SITING, BOUNDARY DESCRIPTION, AND RELATED STRUCTURES: (Please describe below) 	
SURROUNDING ENVIRONMENT: <i>Urban</i> <input type="checkbox"/> <i>Suburban</i> <input type="checkbox"/> <i>Agricultural</i> <input type="checkbox"/> <i>Open Space</i> <input type="checkbox"/> <i>Residential</i> <input type="checkbox"/> <i>Industrial</i> <input type="checkbox"/> <i>Downtown Commercial</i> <input type="checkbox"/> <i>Highway Commercial</i> <input type="checkbox"/> <i>Other</i> <input type="checkbox"/>	
COMMENTS: (Please describe below. Attach additional sheets as needed.) 	

ADDITIONAL COMMENTS: *(Please describe below. Attach additional sheets as needed)*

Historical Significance of Resource

HISTORY OF RESOURCE: *(Please describe below. Attach additional sheets as needed)*

Describe the Historic Context of the Resource

EVALUATION OF SIGNIFICANCE AS IT RELATES TO BETHLEHEM'S HISTORY:

(Please describe below. Attach additional sheets as needed)

Describe how the Resource meets the Significance Requirements for its Historic Context

Describe how the Resource meets the Integrity Thresholds for its Historic Context

REFERENCES:



Appendix C

- I. Results of Task Force SWOT Analysis*
- II. Summary of Stakeholder Interviews*
- III. Results of Community Forum*
- IV. Results of Community Survey*
- V. Results of Children's Survey*

MEMORANDUM

To: Christine Bartleson, AICP
Darlene Heller, AICP
Bethlehem Historic Preservation Task Force

From: Liz Leheny
Keenan Hughes

Date: February 4, 2010

Re: Summary of S.W.O.T. Analysis

On January 27, 2010, the consultant team conducted a kick-off meeting with the Bethlehem Historic Preservation Task Force, which included the following participants:

1. Elizabeth Leheny, Phillips Preiss Shapiro Associates
2. Keenan Hughes, Phillips Preiss Shapiro Associates
3. Ned Kaufman, Kaufman Conservation
4. Marianna Thomas, Marianna Thomas Architects
5. George Donovan, Architect and City Historic Officer, North
6. Chris Ussler, Architect and City Historic Officer, South
7. Charlene Donches-Mowers (or alternate), Historic Bethlehem Partnership
8. Connie Glagola, realtor, Historical Architectural Review Board
9. Beth Starbuck, teacher, Historic Conservation Commission Chair
10. Ellen Larmer, South Bethlehem Historic Society and CDC
11. Rafael Delahoz, local banker, member of South Side Task Force
12. Howard Liebman, commercial loan officer, Economic Development Department
13. Julia Maserjian, Lehigh University Digital Archives ("Beyond Steel")
14. Paul Peucker, Moravian Archives
15. Amy Senape, Delaware & Lehigh National Heritage Corridor, Save Our Steel
16. Jane Gill, BAPL (Bethlehem Room)
17. Hillary Kwiatek, Elm Street rep—West side (on Burnside Board)
18. Evelyn Beckman, Business owner/entrepreneur
19. Richard Brooks, Developer
20. Phillip Roeder, Building Inspector, City of Bethlehem, liaison to the HARB

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S.W.O.T. Analysis

The discussion was structured around an analysis of the strengths, weaknesses, opportunities and threats vis-à-vis historic preservation in Bethlehem. The following summarizes the comments of the Task Force with regard to each category.

Strengths

- *Legacy and awareness of preservation*– With the oldest historic district in state, residents and the City understand and embrace preservation. This is true on the N. side, but less so on the S. side. Bethlehem is a model for other municipalities around the state.
- *Quantity, diversity and integrity of historic resources* – Resources vary from industrial infrastructure to Moravian root cellars and have an age span of over 300 years. In addition, the historic fabric is generally intact (“the bones are in place and visible”).
- *Technical expertise* – Many homeowners and professionals have first-hand experience in building conservation and preservation.
- *Relationship to spiritual history* – The buildings of Bethlehem are linked with the spiritual history of its people.
- *Industrial heritage* – The city has a strong industrial history which is evident in its physical fabric.
- *Walkability* – The city is full of neighborhoods in which it is possible to walk to work, attend school and conduct daily business.
- *Experience in property maintenance* – The city has had a property inspection/maintenance/enforcement program since the 1950s.
- *Favorable climate* – Historic buildings have benefitted from a relatively mild climate.
- *Strong middle class* – Unlike many other former industrial towns, Bethlehem has retained a healthy middle class. Preservation played an important role in making it such a desirable community such as the appeal of Main Street and 3rd and 4th Streets.
- *Strong sense of community* – Residents take pride in and identify with their neighborhoods and communities.

- *Environmental ethic* – Residents are generally sensitive to and concerned about the environment.

Weaknesses

- *Sidewalk maintenance* – The sidewalks on the S. side are in need of repair, as well as the N. side, particularly Main Street.
- *Housing stock in disrepair* – The S. side housing stock in particular needs repair and satellite dishes and cable wires are increasingly problematic.
- *Unprotected resources* – There are still many unprotected buildings and sites throughout the city.
- *Pedestrian issues on S. side* – S. side is less walkable than the N. side.
- *Lack of connectivity between north/south* – The N/S communities could benefit from more interactivity: both physically and programmatically.
- *Need for preservation education* – New residents in particular are unaware of preservation regulations and the potential benefits of preservation. For instance, the Elm Street façade program is not widely understood by residents.
- *General disrepair* – The city needs funding to improve neighborhood infrastructure.
- *Economic challenges to preservation* – Preservation can result in increased costs to the individual homeowner.

Opportunities

- *Expand historic districts* – Some residents would like to see expanded historic districts on the N. side in particular.
- *More communication and education* – Educating new residents about preservation will be critical to its continued success.
- *Expand preservation “brand” to south side* – For many people preservation is synonymous with the N. side. Promoting the S. side for its historic qualities is an opportunity to expand tourism, education and economic development.

- *Partnership opportunities with educational institutions (e.g., internship hours)* – Lehigh, Cedar Crest and Muhlenberg could be important partners in supporting preservation.
- *Zoning update* – The current zoning code revisions provide an opportunity to coordinate neighborhood preservation with zoning regulations.
- *Covered but not destroyed* – Many buildings possess attractive historic facades and other features which are covered by siding and other materials.
- *Recognition/marketing* – Expand award programs for preservation.
- *World Heritage List nomination* – The potential designation of Bethlehem as a World Heritage Site is a tremendous opportunity to promote the city (through the Historic Bethlehem Partnership).
- *Economic benefits of historic rehabilitation* – Preservation uses more local labor and generates more local economic benefits than new construction.

Threats

- *More mobile/transient population* – The renter population is perceived to be less interested in pursuing preservation activities, particularly the student population.
- *Absentee landlords* – Many landlords are either unaware of preservation activities or do not care to participate. They view their properties as income producing and do not know or care about preservation.
- *Economic challenges connected with maintenance* – The Moravian buildings are especially costly to preserve.
- *Flood zone* – Colonial village area has had 7 floods in 3 years.
- *Demolition* - Many people are concerned about the recent Broughal School demolition and worried about the precedent of allowing demolitions on the steel site for the Artquest project.
- *Current economic conditions* - Economic hardship arguments against preservation are supported by current economic challenges. As a result, resources are more vulnerable to demolition and alterations.

- *Lack of education about incentives* – Many people are unaware about the federal historic tax credits and other incentives available.
- *Clash between preservation regulations and environmental efficiency regulations* - The replacement of historic windows with “energy efficient” windows and the potential construction of solar panels/wind turbines in historic districts is a growing dilemma.
- *Shrinking budgets* – The State’s financial difficulties is resulting in cutbacks on local programs. (PHMC just one of many agencies/programs affected)
- *General economic challenges (no lending, etc.)* – Therefore, rehabilitation projects are difficult to finance.
- *Misperceptions feed resistance to preservation regulations* - Expanding regulations would meet substantial resistance especially on S. side.

Ideas

- *Pilot project in new area* – A targeted neighborhood- or site-level preservation project could highlight its potential benefits.
- *Education programs* – Recent cutbacks in school fieldtrips is an alarming reminder of the importance of educational outreach programs about the city’s history.
- *Community events* – A block party or series of house tours in an existing historic district could help educate other residents about how working with the city’s preservation regulations actually work.
- *Rehab Workshop* – Historic homeowners, developers, architects, etc. could host a workshop for residents about the rehabilitation process.
- *More communications*: A newsletter or website could help educate residents about preservation.
- *Heritage trail with mp3/ipod tours* - The Bethlehem program currently underway is an innovative approach to education which could be expanded if successful.
- *Interpretive panels* – An interpretive panel program could be expanded beyond the Moravian district.

- *Cleanups* - St. Michaels cemetery is an example of a property which could benefit from a community cleanup day.
- *Highlight best practices/case studies* – Lessons from other cities could be invaluable in guiding Bethlehem’s preservation strategies.
- *Synergy between National Safety Month and National Preservation Month* – The month of May is an opportunity to highlight maintenance issues for historic properties.

Key Themes and Conclusions

- The City is preservation-savvy and has greatly benefited from historic preservation in the past. However, are there ways for it to expand its preservation toolbox: are there opportunities to implement zoning to protect neighborhoods? Are there opportunities to expand the traditional idea of preservation to also include oral history, storytelling and place-making activities?
- The south side of the City is home to a diverse population with a rich history both written and built. However, it is still an “untapped resource” in terms of using preservation for economic development purposes including tourism. Its full history has also not yet been incorporated into the overall “story” of Bethlehem which will help attract visitors and encourage homeowners to maintain the historic integrity of their homes. How can the history of the south side be better integrated into the history of the entire city? What opportunities are there to use preservation on the south side for the purposes of economic development? How can connections between the south side and the historic district of the north side be improved?
- Little was mentioned about the west side of the city. How can this area be better integrated into the Preservation Plan?
- Enhanced communication, outreach, marketing and education are critical to the continued success of preservation in Bethlehem. What tools could be used to do this?
- Funding sources, particularly for the single family homeowner, to finance preservation activities is needed. What funding sources are available currently and what kinds of innovating financing sources could the City investigate using?



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MEMORANDUM

To: Christine Bartleson, AICP
Darlene Heller, AICP

From: Liz Leheny
Keenan Hughes

Date: March 19, 2010

Re: **Preservation Initiative: Key Themes from Stakeholder Interviews**

Background

This memo summarizes the key themes which emerged from PPG's interviews with a list of key stakeholders in the Bethlehem preservation community, conducted on February 24, 2010 at City Hall. The following people were interviewed:

- Ken Ranier, editor of South Bethlehem Historical Society newsletter and author of monograph on architect A.W. Leh.
- George Donovan, founding principle of George J. Donovan Associates and historic officer for the North Side.
- Jim Whilden, principal of Spillman-Farmer Architects and prime author of 1986 Bethlehem Historic Resources Survey.
- Charlene Donches-Mowers, executive director of the Historic Bethlehem Partnership.
- Christine Ussler, architectural historian and historic officer for the South Side.
- Fred Bonsall, principal of Bonsall Shafferman Architects and chairman of Historic Architecture Review Board.
- Tony Hanna, director, City of Bethlehem Department of Community and Economic Development
- Richard Brooks, principal of Ashley Development.
- Jane Gill, director of Bethlehem Digital History Project, Bethlehem Public Library.
- Louise Szabo-Valeriano, member of South Bethlehem Historical Society and longtime South Side resident.
- Phil Roeder, chief building inspector, City of Bethlehem
- Karen Dolan, City Council member and executive director of Illick's Mill Partnership.
- Kim Carrel-Smith, directors of Community Fellows Program at Lehigh University.
- Amey Senape and Michael Kramer, co-founder of Save our Steel, director of public history and interpretation at Lehigh National Heritage Corridor.

Key Themes

Connecting the North-South Divide

The theme of there being two distinct areas of the city came up over and over, again. One person mentioned the “great divide” that is the Lehigh River.

Several stakeholders provided methods for better connecting the North and South Sides:

- Expanding the Heritage Trail to connect pieces of the South Side and North Side.
- Interconnectedness of Bethlehem History. The stories of the North and South sides of Bethlehem are intertwined. From its Moravian beginnings to the present, the economy, culture, politics and development of both sides of the river have been interrelated. This runs counter to the tendency to distinguish between the North and South Sides.

Need to name and market more places and identities.

Branding can be a powerful tool to instill a sense of pride in a neighborhood or place. Sometimes this is as simple as installing signage, forming a neighborhood association, etc. Another way might be through festivals focused on a particular neighborhood. This can encourage residents to band together around a shared neighborhood identity and promote improvements, maintenance, etc. One success story involved Lehigh students documenting buildings and producing posters that were hung in the neighborhoods which got a very positive reaction from owners and visitors.

City needs to better promote the availability of federal historic tax credits, new markets tax credits and other incentives.

Especially during challenging economic times, the City needs to monetize the value of its historic designations – which can enhance the attractiveness of adaptive reuse projects in the eyes of lenders. Bethlehem has large areas which are eligible for CDBG and New Markets tax credit funding (i.e., South Side). It also has a large supply of commercial historic buildings which could utilize historic tax credits. There may be additional opportunities in new and pending funding programs for sustainability at the neighborhood scale. This could be accomplished through case studies of existing Bethlehem projects, such as the Freight House, workshops for local developers, etc.

The City’s association with Moravian history is of global significance.

The pending nomination to the UNESCO World Heritage List, spearheaded by Charlene Donchez-Mowers and the Historic Bethlehem Partnership, would put Bethlehem in the ranks of the world’s most cherished historic places.

The history of preservation activity in Bethlehem is important and should be documented.

The efforts of Bethlehem residents to protect the city’s historic resources from urban renewal, disinvestment and demolition – which includes the state’s first historic

district – stretches over 80 years. This is an important legacy which should be documented.

Involving young people in preservation activities is a key goal.

A recurring discussion was the importance of providing opportunities for young residents to get involved in architecture, history and preservation programs.

Significant places in Bethlehem encompass far more than fine architecture and important historical sites.

Bethlehem has a fine collection of historic architecture which dates back to the 18th century. The diversity of these resources is virtually unparalleled. In addition to the Moravian buildings, industrial sites, churches and residential architecture, interviewees mentioned places such as old ethnic meeting halls, historic corner stores, bars and restaurants, farmhouses and other rural resources as significant places.

Need to consolidate historic archives

Because the City used to be divided and is still located in two counties historic artifacts and other resources including maps, directories, etc. is spread around. Research is further complicated by name changes after the city consolidated. A central archive for people researching Bethlehem may help in preservation efforts.

Need for training and education.

Enforcement is a big issue and building inspectors need to be trained in preservation. However, homeowners also need training through workshops, informational seminars, etc. that can focus on the importance of their home as an historic resource and/or do-it-yourself methods for maintaining their home. This could replicate the successful full-day preservation workshop that was sponsored by the HARB and held at the Bethlehem Steel site about five years ago. In addition, homeowners have difficulty finding contractors willing/able to do work on historic properties. The city needs to keep a list of contractors who have preservation expertise. There may be the potential to facilitate rehab and preservation trade job training similar to a program in Lancaster County.

Need more involvement from Lehigh and other institutions.

Lehigh, Moravian Academy, local hospitals and other institutions play a significant role in the Bethlehem community. Interviewees emphasized the need for more participation and coordination with these institutions to tackle community development and neighborhood preservation issues.

The South Side has aesthetic/streetscape issues which need to be addressed.

Several interviewees pointed to satellite dishes, wires and inappropriate signage as having an unfortunate visual affect on the South Side. In addition, there is an opportunity to implement land use strategies to ensure better infill development.

Preserving the churches on the South Side is a critical task.

The closing of four churches on the South Side presents a major preservation challenge. Nearly all interviewees see this as a key issue for the plan.

Buildings and Other Resources At Risk or In Need of Preservation Measures



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- Archaeological site behind Lowe's. Village of Nain.
- Bethlehem Steel: Since steel stacks went down people are concerned about the remaining buildings. Lehigh Heavy Forge is worthy of preservation.
- Dellwood Circle (neighborhood is not necessarily sensitive/ receptive to preservation)
- Edgeboro
- Elmwood garden city
- Fountain Hill
- Lehigh Valley Industrial Park
- Monacacy Park
- Pembroke (neighborhood is not necessarily sensitive/ receptive to preservation)
- Rosemont
- South Side Churches (Archdiocese requires new uses to be of religious/ charitable nature)
- Streetscapes on the South Side (avoid future intrusions such as McDonald's and CVS which disrupt the streetscape)
- St. Michael's cemetery

Interesting Ideas

- Create an institution like New York's Tenement Museum on the South Side which is focused on immigration.
- Keep the stone buildings in the Bethlehem Steel site as a ruin/
- Lehigh mortgage plan for faculty and staff: buy a house on the South Side.
- Implement an historic plaque program for buildings on the South Side.
- Allocate a portion of real estate transfer tax to preservation programs.
- Implement a program whereby the North Side homeowners would impart expertise and experience on South Side homeowners.

The City of Bethlehem's **PRESERVATION PLAN**

FIRST PUBLIC FORUM

Thursday, April 1, 2010

This memo presents the results of the small group discussions which took place during the Public Forum on April 1, 2010. We have included the text of each question for reference; the results of each question follow in [blue text](#). Please let us know if you have any comments, additions or edits to our summary.

Discussion Questions

- 1) The list below includes identified goals for the preservation of Bethlehem's historic and cultural resources. Please rank these goals by level of importance:

	<u>Ranking</u>
	(1= most important)
➤ Quality of life	_____
➤ Heritage tourism	_____
➤ Increases understanding of history	_____
➤ Education/ passing on history to next generation	_____
➤ Provides jobs	_____
➤ Provides sense of place	_____
➤ Spurs economic development	_____
➤ Advances sustainability efforts through the reuse of buildings	_____
➤ Other goals (please list)	_____

SUMMARY:

Overall, participants viewed “quality of life,” “provides sense of place” and “advances sustainability” as the most important benefits of historic preservation. Interestingly, “provides jobs” was not included in any group’s top three choices. “Spurs economic development” received just two votes for third most important; and “heritage tourism” was also ranked among the top three priorities for two groups. This suggests that while Bethlehem residents place a high value on the contribution of historic resources to the City’s “quality of life” and “sense of place”, the economic benefits of historic preservation are perhaps less appreciated. Also of note is the growing recognition for the environmental benefits of preservation evidenced by the repeated votes for “advances sustainability.”

GROUP RESULTS:

<u>GROUP 1:</u>	<u>GROUP 2:</u>
<ol style="list-style-type: none"> 1. Quality of Life 2. Provides sense of place 3. Advances sustainability efforts through the reuse of buildings 4. Education/ passing on history to the next generation 5. Increases understanding of history 6. Heritage tourism 7. Provides jobs 8. Spurs economic development 	<p>First Tier:</p> <ol style="list-style-type: none"> 1. Quality of Life 1. Provides sense of place 1. Heritage tourism <p>Second Tier:</p> <ol style="list-style-type: none"> 2. Increases understanding of history 2. Education/ passing on history to the next generation 2. OTHER: Jobs and economic development on South Side <p>Third Tier:</p> <ol style="list-style-type: none"> 3. Provides jobs 3. Spurs economic development <p>Fourth Tier:</p> <ol style="list-style-type: none"> 4. Advances sustainability efforts through the reuse of buildings
<u>GROUP 3:</u>	<u>GROUP 4:</u>
<ol style="list-style-type: none"> 1. Advances sustainability efforts through the reuse of buildings (also gives sense of place/ provides jobs) 2. Increases understanding of history 3. Provides sense of place 4. Spurs economic development 5. Provides jobs 	<ol style="list-style-type: none"> 1. Quality of Life 2. Heritage tourism 3. Increases understanding of history <p>TIED WITH:</p> <ol style="list-style-type: none"> 3. Advances sustainability efforts through the reuse of buildings
<u>GROUP 5:</u>	<u>GROUP 6:</u>
<ol style="list-style-type: none"> 1. Quality of Life 2. Provides sense of place 3. Spurs economic development 	<ol style="list-style-type: none"> 1. Quality of Life 2. Provides sense of place 3. Advances sustainability efforts through the reuse of buildings 4. Increases understanding of history 5. Education/ passing on history to the next generation 6. Heritage tourism 7. Spurs economic development 8. Provides jobs

2) What are the top three historic and cultural resources that you think best represent the City of Bethlehem (structures, culture/traditions/folklore, sites, landscapes and views)?

1. _____
2. _____
3. _____

SUMMARY:

Not surprisingly, Bethlehem Steel and Moravian heritage each received mentions in four out of the six groups. Also receiving multiple votes were the local colleges (Lehigh and Moravian College) and the churches (particularly on the South Side of the City). Other resources mentioned were the City's park system (i.e., the WPA parks), skyline and views, historic outdoor signage, Fountain Hill, churches, the Bach choir, the Tow Path and the city's Episcopal heritage.

GROUP RESULTS:

<u>GROUP 1:</u>	<u>GROUP 2:</u>
<ol style="list-style-type: none"> 1. Episcopal influence (St. Lukes, Lehigh University and Fountain Hill) 2. Ethnic influence (churches, Christmas) 3. Moravian- Moravian Mile <p><u>ADDITIONAL:</u></p> <ul style="list-style-type: none"> • West Bethlehem 	<ol style="list-style-type: none"> 1. Moravian culture 2. Lehigh and Moravian College 3. Bethlehem Steel/ Stacks (Site)
<u>GROUP 3:</u>	<u>GROUP 4:</u>
<ol style="list-style-type: none"> 1. Steel remnants 2. Moravian community (Church Street, Sun Inn, buildings on Creek Road) 3. Historic districts in general <p><u>ADDITIONAL:</u></p> <ul style="list-style-type: none"> • Tow Path/ Sand Island/ River • Skyline views • Church of Nativity 	<ol style="list-style-type: none"> 1. Skyline/ views 2. Sites: churches, universities, etc. 3. Historically significant buildings <p><u>ADDITIONAL:</u></p> <ul style="list-style-type: none"> • Outdoor signage, Boyd Theater signage • Façade details on buildings
<u>GROUP 5:</u>	<u>GROUP 6:</u>
<ol style="list-style-type: none"> 1. Historic churches, particularly South Side Churches where the spires orient the urban landscape 2. Fountain Hill/ Historic mansions 3. Bethlehem Steel (Blast furnaces) <p><u>ADDITIONAL:</u></p> <ul style="list-style-type: none"> • N. Bethlehem Historic District 	<ol style="list-style-type: none"> 1. Musical traditions- Bach Choir 2. South Mountain 3. Steel- blast furnaces/ No. 2 Machine Shop <p><u>ADDITIONAL:</u></p> <ul style="list-style-type: none"> • Moravian buildings/ traditions/ Sun Inn • Lehigh University • Moravian College • Streetscapes: Main Street • Ethnic churches/ traditions • City Parks • Architectural fabric/ themes from residential neighborhoods

3) Which of the historic and cultural resources are most at risk in Bethlehem? Please rank by highest risk level to lowest risk level and provide specific examples, if possible.

Ranking
(1= most important)

- | | | |
|---|-------------------------------------|-------|
| ➤ | Farmland, open space and landscapes | _____ |
| ➤ | Schools | _____ |
| ➤ | Neighborhoods | _____ |
| ➤ | Culture/traditions/ folklore | _____ |
| ➤ | Industrial sites | _____ |
| ➤ | Archeological sites | _____ |
| ➤ | Other resources (please list) | _____ |

SUMMARY:

While each category received at least one vote, “culture/traditions/folklore” and “industrial sites” were the most mentioned resource categories by the participants. “Schools” received two #1 votes. Also receiving multiple votes were farmland and neighborhoods. Specific resources mentioned under the “other” heading included Martin Tower, Illick’s Mill, Victorian mansions, Flat Iron building, historic billboards and signage, outdoor sculpture, fountains on Main Street, Wilbur Mansion and Masonic Temple.

GROUP RESULTS:

<u>GROUP 1:</u>	<u>GROUP 2:</u>
1. Culture/ traditions/ folklore 2. Neighborhoods 3. Industrial sites	1. Farms in northern areas of City that are not protected 2. Culture/ traditions/ folklore (old churches and ethnic population) 3. Industrial sites
<u>GROUP 3:</u>	<u>GROUP 4:</u>
1. Culture/ traditions/ folklore: folklore of South Side (Churches closed) 2. Industrial sites: including Martin Tower 3. Neighborhoods: Victorian mansions/ Wilbur mansion 4. Illick’s Mill 5. Flatiron building	1. Neighborhoods 2. Farmland, open space and landscapes 3. Signage: historic billboards on side of buildings (i.e., Boyd's)
<u>GROUP 5:</u>	<u>GROUP 6:</u>
1. Neighborhoods 2. Industrial sites 3. Culture/ traditions/ folklore	Tier 1: 1. Schools (Broughal Middle School) 1. Industrial sites 1. Archaeological sites Tier 2: 2. Farmland, open space and landscapes 2. Outdoor sculpture, Main Street fountains 2. Significant residences 2. Background historic buildings Tier 3: 3. Neighborhoods 3. Culture/ tradition/ folklore

4) What are the most underappreciated or unrecognized aspects of Bethlehem’s history (time periods, geographical areas, structures, culture/traditions/folklore, sites, landscapes or views)?

SUMMARY:

There was some consistency among the groups in terms of responses. Farmland in the northern part of the City (along the Main Street extension) was mentioned by three groups. The South Side in general, as well as particular buildings, sites and history was mentioned by each group (St. Michael’s Cemetery, affordable housing, ethnic social clubs, East 4th Street, turn of the century immigrant history, A.W. Leh buildings). The West Side in general and more specifically West Broad Street in West Bethlehem also was mentioned by several groups.

GROUP RESULTS:

<u>GROUP 1:</u>	<u>GROUP 2:</u>
<ol style="list-style-type: none"> 1. 20th Century social history 2. St. Michael’s Cemetery 3. South Mountain 4. Views of Lehigh River 	<ol style="list-style-type: none"> 1. Affordable housing on South Side 2. Elmwood Park 3. Loss of scale of neighborhoods due to infill development
<u>GROUP 3:</u>	<u>GROUP 4:</u>
<ol style="list-style-type: none"> 1. Tow Path 2. South Side 3. Historic period between Moravian settlement and industrial development 4. Edgeboro 5. West Broad Street 6. Main Street extension 	<ol style="list-style-type: none"> 1. Corner stores 2. Ethnic social clubs 3. Brick and original facades 4. Neighborhood parks
<u>GROUP 5:</u>	<u>GROUP 6:</u>
<ol style="list-style-type: none"> 1. West Broad Street 2. Forgotten farmland 3. East 4th Street 4. Five Points 5. East and South Side turn of century immigrant communities 	<ol style="list-style-type: none"> 1. City park system (including WPA parks) 2. Rural areas (Main Street extension, Santee Mill, Creek Road) 3. Lehigh and Delaware canal 4. Time of immigration 5. A.W. Leh buildings 6. South Bethlehem generally/ West Bethlehem generally

5) The following issues have been identified as “threats” to the City’s historical and cultural resources.
 Please rank the top **three threats**; vote if necessary.

Ranking
 (1=highest threat)

- Costs to building owners for historically accurate repairs or renovations/
 Lack of funding for historic preservation activities _____
- Flooding, erosion, other natural forces _____
- Government mandated building alterations (ADA, lead abatement, etc.) _____
- Neglect of buildings or land/ inappropriate alterations/
 Lack of awareness about significance of properties _____
- Lack of technical know-how for repairs/ renovations _____
- Lack of knowledge about tax incentives, façade programs and other financial incentives _____
- Suburban sprawl _____
- Use of energy efficient windows, roofing materials, etc. which may not be historically appropriate _____
- Other (please list) _____

SUMMARY:

By far, the top two most mentioned issues were “costs to building owners/lack of funding” and “neglect of buildings.” Both issues were identified in the top three by each of the six groups. None of the other listed issues received more than one mention. Issues that were added to the list included:

- Lack of transparency in City’s preservation decisions/planning
- Lack of education
- Lack of renovation funds
- Inappropriate development/demolition

GROUP RESULTS:

<u>GROUP 1:</u>	<u>GROUP 2:</u>
<ol style="list-style-type: none"> 1. Speed and transparency of protective ordinances 2. Lack of awareness about significance of properties 3. Costs to building owners for historically accurate repairs or renovations 	<ol style="list-style-type: none"> 1. Costs to building owners for historically accurate repairs or renovations/ lack of funding for historic preservation activities 2. Government mandated building alterations (ADA, lead abatement, etc.) 3. Flooding, erosion, other natural forces 4. Suburban sprawl (not enough open space) 5. Neglect of buildings or land/ inappropriate alterations/ lack of awareness about significance of properties
<u>GROUP 3:</u>	<u>GROUP 4:</u>
<ol style="list-style-type: none"> 1. Neglect of buildings (Palace Row)/ absentee landlords who do not care 2. Cost of repairs 3. Education: use of not historically appropriate materials/ lack of technical knowledge 4. Flooding and Fire: Tow Path; Alpha Graphics, Silk Mill, 3rd Street Chicken & Ribs 	<ol style="list-style-type: none"> 1. Neglect of building or land/ inappropriate alterations/ lack of awareness about significance of properties 2. Lack of technical know-how for repairs/ renovations 3. Costs to building owners for historically accurate repairs or renovations/ lack of funding for historic preservation activities
<u>GROUP 5:</u>	<u>GROUP 6:</u>
<ol style="list-style-type: none"> 1. Lack of funding for historic preservation activities <p>TIED WITH:</p> <ol style="list-style-type: none"> 1. Neglect of buildings or land/ inappropriate alterations/ Lack of awareness about significance of properties (absentee landlords) 2. Lack of knowledge about tax incentives, façade programs and other financial incentives 3. Lack of technical know-how for repairs/ renovations 	<ol style="list-style-type: none"> 1. Inappropriate development and demolitions 2. Neglect of buildings or land/ inappropriate alterations/ Lack of awareness about significance of properties (demolition by neglect) 3. Costs to building owners for historically accurate repairs or renovations/ lack of funding for historic preservation activities <p>TIED WITH:</p> <ol style="list-style-type: none"> 3. Lack of technical know-how for repairs/ renovations <p>TIED WITH:</p> <ol style="list-style-type: none"> 3. Use of energy efficient windows, roofing materials, etc. which may not be historically appropriate 4. Lack of knowledge about tax incentives, façade programs, and other financial incentives 5. Flooding, erosion, other natural forces

	<p><i>Please note: Group 6 does not see government mandated building alterations (ADA, lead abatement, etc. as a “threat” but actually a “positive” impact to historic resources.</i></p>
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6) The following issues have been identified as “opportunities” for preservation in Bethlehem. Please rank them according to importance; vote if necessary.

- | | <u>Ranking</u> |
|--|-----------------------|
| ➤ Expanding historic districts/
designating new local historic districts | _____ |
| ➤ Adopting overlay zoning that would restrict
demolition of designated resources | _____ |
| ➤ Expanding education about building preservation
(workshops, directories of historic preservation contractors,
and other informative materials) | _____ |
| ➤ Raising awareness about available financial incentives | _____ |
| ➤ Creating new financial incentives for preservation | _____ |
| ➤ Expanding the City’s existing heritage tourism efforts
to include other areas of the City | _____ |
| ➤ Partnerships with Bethlehem institutions for funding,
advocacy and other preservation efforts | _____ |
| ➤ Strengthening and revitalizing neighborhoods
around the City through recognition and marketing | _____ |
| ➤ Other (please specify)_____ | _____ |

SUMMARY:

Almost unanimously, the #1 opportunity was viewed as “adopting overlay zoning that would restrict demolition of designated resources.” This issue was designated #1 by five of the six groups. One group coupled this opportunity with “expanding historic districts.” The second most popular opportunity was “strengthening and revitalizing neighborhoods through recognition and marketing” (although one group expressed a dislike for the “properties of merit” program). Other opportunities which received multiple mentions (in order of magnitude) included “expanding education,” “partnerships with Bethlehem institutions,” “creating new financial incentives” and “expanding heritage tourism efforts.” One group listed “historic preservation assessment district” as an additional opportunity (this is described in further detail below).

GROUP RESULTS:

<u>GROUP 1:</u>	<u>GROUP 2:</u>
<ol style="list-style-type: none"> 1. Adopting overlay zoning that would restrict demolition of designated resources 2. Expanding education about building preservation (workshops, directories of historic preservation contractors, and other informative materials) 3. Strengthening and revitalizing neighborhoods around the City through recognition and marketing 4. Expanding historic districts/ Designating new local historic districts 	<ol style="list-style-type: none"> 1. Adopting overlay zoning that would restrict demolition of designated resources 2. Raising awareness about available financial incentives <p>TIED WITH:</p> <ol style="list-style-type: none"> 2. Creating new financial incentives for preservation 3. Expanding the City’s existing heritage tourism efforts to include other areas of the City 4. Partnerships with Bethlehem institutions for funding, advocacy and other preservation efforts 5. Expanding education about building preservation (workshops, directories of historic preservation contractors, and other informative materials) 6. Strengthening and revitalizing neighborhoods around the City through recognition and marketing 7. Expanding historic districts/ designating new local historic districts
<u>GROUP 3:</u>	<u>GROUP 4:</u>
<ol style="list-style-type: none"> 1. Adopting overlay zoning that would restrict demolition of designated resources <p>TIED WITH:</p> <ol style="list-style-type: none"> 1. Expanding historic districts/ designating new local historic districts 2. Expanding education about building preservation (workshops, directories of historic preservation contractors and other informative materials) 3. Strengthening and revitalizing neighborhoods around the City through recognition and marketing 4. Partnerships with Bethlehem institutions for funding, advocacy and other preservation efforts 	<ol style="list-style-type: none"> 1. Adopting overlay zoning that would restrict demolition of designated resources 2. Strengthening and revitalizing neighborhoods around the City through recognition and marketing 3. Expanding the City’s existing heritage tourism efforts to include other areas of the City
<u>GROUP 5:</u>	<u>GROUP 6:</u>
<ol style="list-style-type: none"> 1. Partnerships with Bethlehem institutions for 	<ol style="list-style-type: none"> 1. Adopting overlay zoning that would restrict

<p>funding, advocacy and other preservation efforts (added: with more direction from the City.)</p> <ol style="list-style-type: none"> 2. Creating new financial incentives for preservation 3. Strengthening and revitalizing neighborhoods around the City through recognition and marketing 4. Expanding historic districts/ designating new local historic districts 5. Adopting overlay zoning that would restrict demolition of designated resources 6. Expanding education about building preservation (workshops, directories of historic preservation contractors and other informative materials) <p>TIED WITH:</p> <ol style="list-style-type: none"> 6. Expanding the City's existing heritage tourism efforts to include other areas of the City 	<p>demolition of designated resources</p> <ol style="list-style-type: none"> 2. Expanding education about building preservation (workshops, directories of historic preservation contractors and other informative materials) 3. Raising awareness about available financial incentives <p>TIED WITH:</p> <ol style="list-style-type: none"> 3. Creating new financial incentives for preservation: <i>Group 6 recommended a property assessed historic preservation program for residential properties</i> <p><i>Please note: Group 6 did not like "Strengthening and revitalizing neighborhoods around the City through recognition and marketing" due to properties of merit program.</i></p>
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7) What other important issues should be brought to the attention of the Preservation Plan Task Force?

SUMMARY:

- The new **electronic billboard** was criticized by several groups.
- At least two groups indicated the need for more **signage regulations**, specifically to reduce the size of certain signs (e.g., the McDonald’s sign)
- **Cable wiring** and **dishes** were raised by a couple of groups as an aesthetic issue which need to be addressed.
- The **condition of sidewalks** was identified as a major neighborhood health and safety issue.
- One group suggested City Council should be required to **sign-off on demolition** of historic resources
- **One way streets** should be returned to two-ways.
- The City needs to provide and increase awareness of **financial incentives** to support rehabilitation.
- Utilize **form-based zoning** to preserve opportunities for mixed-use neighborhood development.
- Ensure that the provision of new/additional incentives is accompanied by a “**stick**” to restrict inappropriate alteration and demolition.
- One participant recommended the City to investigate a **preservation district financing tool** based on the sustainable energy financing districts which are becoming popular around the nation. Basically, the City would bond to capitalize a special preservation fund, which homeowners would be able to tap into for rehabilitation projects. The homeowner would pay off the loan through a special assessment on property tax payments (interest payments would be deductible). The challenges to implementing this tool would be the need for enabling legislation from the State and the generally difficult state of municipal finances in virtually all municipalities.
- Make the entire City – but especially South Side – more **pedestrian-friendly** and walkable.
- Restore **parking on Palace Row**.

GROUP RESULTS:

<u>GROUP 1:</u>	<u>GROUP 2:</u>
<p>1. Issues with the Billboard on Hill to Hill Bridge for the following reasons:</p> <p><u>Safety</u></p> <ul style="list-style-type: none"> • Traffic distraction <p><u>Preservation</u></p> <ul style="list-style-type: none"> • Compromises historic vistas (the Lehigh Valley RR building, Wilbur and Sayre mansions); • The historic natures of the bridge (which was built to link the two divided parts of town and lots of speechifying from the opening stress that this is something to make 	<ol style="list-style-type: none"> 1. Dish antennae: too many visible on roofs 2. Signage: scale, lighting 3. Sidewalks (in poor condition) 4. One-way streets should be returned to two-way

<p>the city come together in the 1920s)</p> <ul style="list-style-type: none"> • The distraction from the view of historic downtown/ Moravian Church <p><u>Compromises Christmas City image and decorations</u></p> <ul style="list-style-type: none"> • Obscures star • Obscures Christmas lighting and vistas along the bridge <p><u>Compromises Bethlehem's Gateway</u></p> <ul style="list-style-type: none"> • Major entrance into City 	
<p><u>GROUP 3:</u></p>	<p><u>GROUP 4:</u></p>
<ol style="list-style-type: none"> 1. Billboards on Hill to Hill Bridge 2. McDonald's sign 3. Change signage to be smaller. Consistent policy: <i>(Group 3 cited Vermont as having model sign regulations)</i> 	<ol style="list-style-type: none"> 1. City needs to be more pedestrian friendly/ bike accessible 2. City needs "carrots and sticks" with incentives and consequences 3. Environmental Conservation Zones 4. "Official Map:" 1 year moratorium for changes should be looked at as possible tool 5. Form based zoning: to avoid CVS, McDonald's, etc. which break up the streetscape 6. Get ride of cable wiring and satellite dishes 7. Signage: more regulations
<p><u>GROUP 5:</u></p>	<p><u>GROUP 6:</u></p>
<ol style="list-style-type: none"> 1. Financial incentives to restore or reverse historic buildings (e.g., subdivided apartments) increase awareness of opportunities 2. Improve walkability 3. Restore parking on Palace Row 	<ol style="list-style-type: none"> 1. Wiring is an issue 2. City Council should sign off on any demolition of historic resources

PRESERVATION PLAN SURVEY: SUMMARY OF MAIN FINDINGS

Overview

- 401 total surveys
- 27 Spanish surveys
- Completion rate: 65%

Do you live in Bethlehem?

- 78.8% yes

If yes, in which neighborhood?

- Respondents used over 50 different neighborhood names. Some examples:
 - E. 4th St
 - Downtown
 - Southside
 - Linden by cemetery
 - East Hills
 - West Beth
 - Church Street
 - North of Broad
 - Northwest
 - Historic Bethlehem
 - Fountain Hill
 - Edgeboro Annex
 - Wall St.
 - Westgate
 - Northside
 - Westside
 - Rose Garden Park
 - 8th Avenue
 - Rosemont
 - Elmwood Circle
 - Center City
 - Bayard Park
 - Northside
 - Northdale
 - Lower Saucon
 - Camel's Hump
 - East Hills
 - Riverport
 - Edgeboro Manor
 - King's Mansion
 - Point North
 - Camelot
 - Lincoln Park
 - Northeast
 - Spring Garden
 - Pine Top
 - Elliot Heights
 - Five Points
 - 7th Ward
 - Park Ridge
 - Pembroke
 - Lynfield
 - Northampton
 - Marvine

What are three historical and cultural resources that you value most in the City. These can be structures; cultures/traditions/folklore; sites; landscapes; or views?

TIER ONE (approx. 35+ mentions)

- Moravian buildings/culture
- Bethlehem Steel
- Parks (i.e., Saucon, Monocacy and Illick's Mill)

TIER TWO (approx. 15-34 mentions)

- Musikfest
- Main Street
- Churches
- Landscapes
- Southside
- Public Library and Overlook

- Bethlehem Star

TIER THREE (approx. 5-15 mentions)

- Southside
- Sun Inn
- Industrial Quarter
- Christmas traditions
- Lehigh
- Bridges
- Views
- Cultural diversity
- Celtic Festival
- South Mountain Lookout
- St. Michael's Cemetery

HONORABLE MENTIONS (approx. 3-5 mentions)

- Burnside Plantation
- Rose Garden
- James Best Store
- Cemeteries
- Casino

Are there any important resources in your community that have been lost?

- YES: 56.2%
- NO: 43.8%

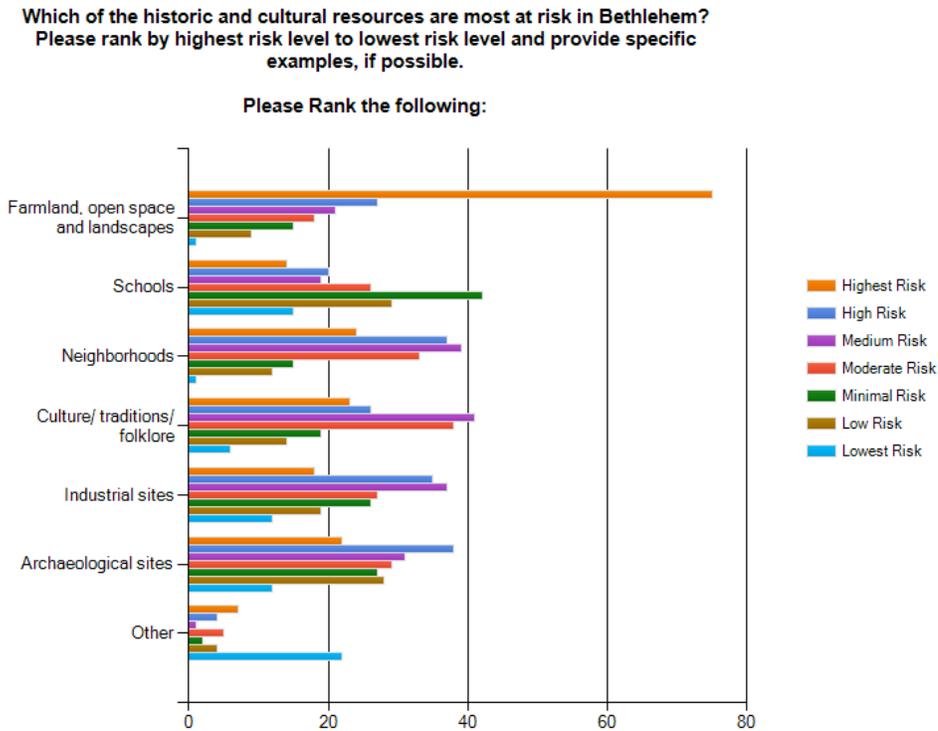
If yes, which one would you most like to have held onto?

1. Broughal: 20+ mentions
2. Bethlehem Steel: 15 mentions
3. View of South Mountain (i.e., in reference to electronic billboard): 15 mentions
4. City Hall/Library site: 5 mentions
5. Commuter railroads: 4 mentions

Others included:

- St. Michael's Cemetery (in need of maintenance)
- L.G. Stewart Park (in need of maintenance)
- Historic hotels
- Central Park
- Farmland
- Homes at Route 378 site
- Ginnys
- East Ave Farmhouse (Keystone Bank site)
- Farms at Industrial Park site
- Schoenen's Grocery
- Orr's Downtown Shopping

Which of the historic and cultural resources are most at risk in Bethlehem? Please rank by highest risk level to lowest risk level and provide specific examples, if possible. Please Rank the following:



Specific examples included:

- Koehler Farms, other open areas are constantly being built on with "developments" and houses piled on top of each other, or more industrial sites such as 100 CVS's in a 5 mile radius.
- Neighborhoods being encroached upon by commercial development and higher density.
- Fairview Cemetery on North New St
- New buildings near Lowes (Price right) and new St. Lukes center, traffic building on 3rd street south side and broad and main northside.
- ethnic churches
- SouthSide ethnic Catholic churches
- The site of the Bethlehem Steel, its future and outside corporate interests are troublesome.
- Too many developments leading to congested traffic and over population affecting schools
- Ever expanding development of open spaces.
- Lehigh Canal
- Historic Bethlehem Partnership is at high risk , they need the communities help in a big way , Fed/State/Local cuts in grants and funding are at an all time low
- 18th century sites along the Monocacy
- few open fields or lots remain, and development seems determined to build on the few remaining

- St. Michael's Cemetery
- Nain, Historic Farmhouses outside of historic districts
- Don't know
- Broughal school - it was an unconsciobable act to demolish this building and not re-purpose it.
- landscapes in question 18
- Moravian College deleted the colonial ovens.
- We are losing our farmland/open space to developments. I would like to see more farmland and open space being preserved.
- Sight lines and texture of the city
- All are at high risk-don't agree with way question is posed!
- West Broad Street (business buildings and residences
- I believe all of these resources are at very high risk. Very few farms remain in Bethlehem and should be protected. Old school buildings should be protected. It's a shame Broughal was destroyed. Neighborhoods (including both Edgeboros) should be protected. Burnside Plantation and the Monocacy Trail should be better protected and maintained.
- Local businesses - particularly ones that do not take away from our historic community, but still provide useful goods and services
- Residential neighborhoods on the S and W sides are being "busted" by lax zoning allowing homes to become cheesy short-lived businesses or to be bought and then poorly maintained by absentee landlords or investors whose bubbles have burst. Irreplaceable sites like the root cellars are demolished before they can even be fully explored.
- The armory on the West side should be protected
- City churches
- churches, especially the old ethnic southside churches
- I feel that the farmland/open space still remaining on the City's northern edge is the most at risk.

Currently, the city has three locally regulated historic districts: the Central Historic District, the Mt. Airy Historic Conservation District and the South Bethlehem Historic Conservation District. Within the City's boundary are other historic resources which are not regulated locally. Does Bethlehem need additional locally regulated historic districts?

- YES: 70
- NO: 22
- DON'T KNOW: 24
- DID NOT ANSWER: 285

If so, which neighborhoods/ districts should be next on the list?

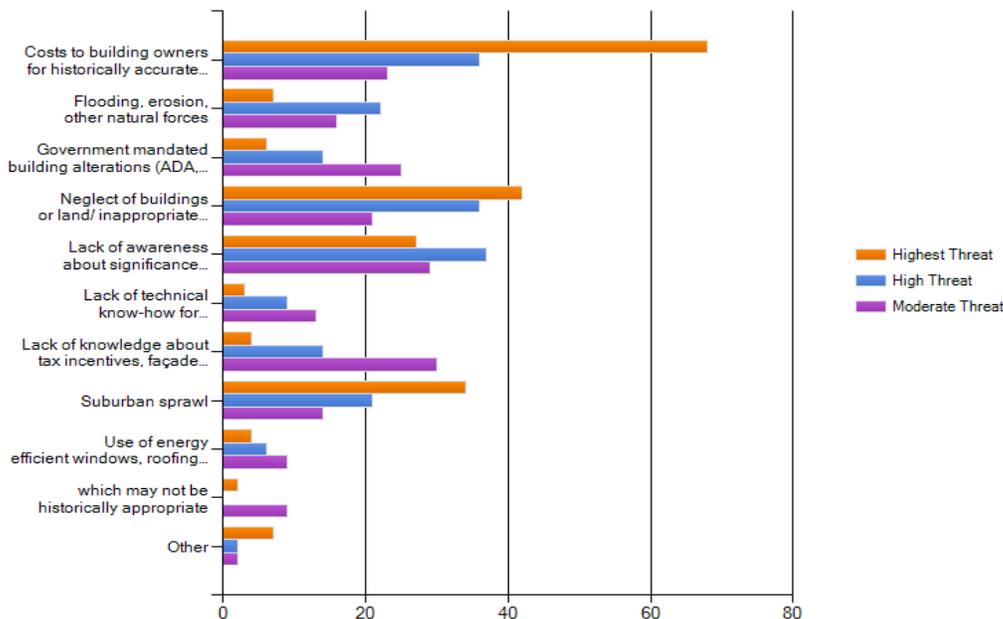
Responses included:

- North Bethlehem North of Broad-oldest neighborhood in the City
- Fountain Hill
- Prospect Ave and West Bethlehem
- southside—fountain hill
- Five points, Delaware Avenue, Hayes Street; churches should share their own "district".

- Expand the Mount Airy district. Within the next few decades, the Edgeboro neighborhood may also need protection.
- If it counts, Fountain Hill
- The area of West Bethlehem below 6th Avenue.
- The area between Broad and Church Sts and New and Wood Sts.
- North by Northwest district
- absolutely!
- illicks mill/monocacy creek, burnside,
- The South Bethlehem district should be expanded
- Montclair Avenue
- West Broad street retail strip
- South side. area of public library
- There are a lot of old buildings sprinkled along Easton avenue. Look at the area around the Keystone Bar, also at Farmersville and Easton. It would be nice if there was an advantage to the owners of the old buildings to keep them, not tear them down to replace with some generic chain store type building.
- The houses along Washington Avenue near Stefko; the houses at Elmwood
- Elmwood Park neighborhood
- south beth worker housing stock
- Yes, the other neighborhoods (edgeboro, etc.) need a lighter version conservation district.
- Edgeboro Annex and Edgeboro
- Old Edgeboro, built by the steel in 1925
- Yes. Our neighborhood: Old Edgeboro.
- Old Rosemont, constructed around 1920

The following issues have been identified as “threats” to the city’s historic and cultural resources. Please rank the top three threats (1= highest threat).

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What other important issues should be brought to the attention of the Preservation Plan Task Force?

- We must lead the country!
- Keep prices down
- build a relationship with Liberty and Freedom High School
- sidewalks need to be straightened... not very good for running with all the bumps. It also looks bad.
- Many talk about saving the Bethlehem Steel industrial properties but little is actually being done as they rust and deteriorate daily.
- Many areas on the south side seem to be in very poor condition due to the lack of effort of most citizens, in keeping homes presentable. It almost seems that there needs to be some type of law put into place regarding appearance and maintenance of houses. Just putting a casino in this area does nothing to help it, it only draws further attention to the embarrassing appearance.
- Shed more light on the excavations that are going on to the old mills off of main street...let people participate in excavating
- **HISTORY – WE HAVE A STORY TO TELL,, REGIONALLY AND LOCALLY**
- A better partnership should be made with Historic Bethlehem Partnership in order to protect and maintain the 19 vital buildings under its governance (i.e.financial assistance) Where would Downtown Bethlehem be without the efforts of HBP? They are deserving of the City's support, particularly now.
- Continue the tree plantings around town, install speed bumps or "islands" on Broad street, increase ability to walk and cross for pedestrians with ease, education for curb appeal for homeowners, incentives for replacing concrete sidewalks.
- The HBP maintains its inventory of 19 buildings without City financial support. This approach will not ultimately sustain suitable preservation.
- Prince Charles would have called the Hill-to-Hill Bridge electronic sign a "carbuncle" - tear it down!
- I think the task force needs to expand awareness of all these issues, but not in an in-your-face way. Balance between progress and preservation is important.
- the LED billboards are an eye sore and really have no place in Bethlehem.
- walkability, parking, slowing down traffic
- The sign on the Hill to Hill Bridge is a terrible eyesore and take away from the historical aspects of the city.
- Effect of change in traffic patterns
- As everyone says - the neon billboard does not belong- with gone from a town with class and culture to one everyone outside and inside I guess jokes about. Pay Adams whatever you need to get out of the contract - it's ruining our view of northside and southside coming over the bridge
- It would be lovely if more neighbourhoods were pedestrian friendly, encouraging neighbours and visitors alike to walk and explore our diverse neighbourhoods
- More education on how we can USE the historical and cultural sites. How can the community get involved?
- **1.The City should consider funding for existing historic site/building preservation needs.**
2. Before additional historic sites/buildings are added we need to take care of the ones already identified. Not helpful to add new ones when we are having such a difficult time financially maintaining and preserving the current properties.

- For a long time the lower end of the 400 block of Montclair Ave was featured on the city's Zoning Dept web page. More recently I've noticed the same shot on the city's main page. The facade of row homes is symmetrical and reminiscent of a medieval fortress. The same is seen in a portion of the Birkel Street facades. Yet these blocks are excluded from the Historic District. Why? While integrity may have been lost over the years due to tenant and student occupancy, the architectural significance of the facades is evident and should be encouraged to be preserved.
- Promote the area nationally as much as possible
- How can other areas of the city such as Northeast Beth. be altered to tie in with the look of historic downtown? We also need a welcoming, gateway feeling at the point of Stefko Blvd & Easton Ave. It is such a DUMP there. We need flowers & colored Xmas lights there. Please ask the business to remove the Goodwill Dumpster to an out of sight area. It is not easy sitting at those traffic lights EVERY DAY looking at the DUMPINESS. Compared to other cities, this place is sadly going downhill.
- The expanding deterioration of neighborhoods.
- Urbanism(new or otherwise) for sustainability is why I am living here. Need more buses (electric) walkability, safety, pride in place. More "eyes on the street" citizens who are vested in the community will fix alot of the above.
-
- Please save the original Nain Indian Village site. The non-profits struggle to maintain the historic buildings that everyone in Bethlehem benefits from because the people enjoy the buildings from the outside, but pay nothing to maintain them. Can the City pay to take care of them since they benefit all citizens?
- Get rid of that billboard! Bethlehem prides itself on being historic and having a lot to offer on that level, and this billboard is just a garish display of modern technology. The planning board should have come up with a better location for it. Keep up the good work with the improvement of the Sand Island/canal path areas. How about incentive programs for new businesses on the North and South sides? It seems like there are always businesses coming and going, and I've heard from some owners how \$\$ rent is in the historic area, especially. Help out the business owners that might need a 'shot in the arm' and keep the tenants stable. Keep working to clean up some of the dilapidated houses and the absentee landlords. Keep the mounted police - it's great seeing them around town.
- unknown
- Finding ways of bringing disparate areas of the city together for common purpose, in particular the north and south sides.
- Total lack of transparency on preservation matters, as on much else in the city and school board.
- I participated in the festivities that occurred when the city was 250 years old. The best part was the combined choirs from all the churches in the city. I would like to see that become an annual event with rotating choir directors and venues for the concert. That would help bring the neighborhoods together somewhat. I also miss the way Musikfest used to be when you could enjoy the small, local crowds and you were able to park your car. You would run into your friends and neighbors there and enjoy yourself. Musikfest has morphed into something ugly and I don't attend anymore and a lot of my friends and neighbors don't attend either. Between the out of towners and the kids getting drunk and taking over certain areas of Main St., it's just not enjoyable anymore.
- Registration of individual older homes not in historical districts

- For me, the casino is a major negative. Another one is the new LED billboard on the west side of the Hill to Hill Bridge. It is totally out of place and obscures the old railroad offices which are pleasant to look at. They seem totally out of character with the area and are a big mistake.
- TAKE DOWN THE 378 BRIDGE BILLBOARD!
-
- That horrific digital billboard is alarming. I understand the financial motivation but not the deleterious impact on the lovely views of our historically relevant and lovely town; our church spires and brick buildings blurred with the garish "blare" of a bold overwhelming digital sign.
- Need for coordination and facilitation of our governmental agencies and individuals to this common purpose.
- Streets need to be ungraded around historic and cultural areas.
- Billboards in the middle of a beautiful city are an abomination. Pay attention to the casino: don't trust them to revere Bethlehem. Protect the Creek and Lehigh River very carefully. No more buildings so close like the Seniors housing.
- zoning needs to follow its own ordinances and protect residents instead of catering to commercial interests
- Children are our future. Without them our future is bleak.
- inclusion of solar electric grid tie-in on rooftops and properties
- To better connect the south side explore how that part of the city was settled and is an extension of the north. Right now it is a separate entity.
- I have noticed that multiple properties around the Wall/High Streets area have been purchased and are being "rented." This is supposed to be a historic neighborhood and these properties are coming into disrepair. I feel strongly that even if properties are rented (esp. row homes) that they should still be held to the historic standard by the property owner. This does not appear to be enforced at the present time.
- I am very unhappy with the new electronic billboard next to the Hill to Hill bridge. Wish I'd known about it in advance so I could have tried to fight it. It should never have been placed in the middle of a historic area.
- Places like Godfrey Daniels- our folk culture is being lost
- The preservation of buildings needs to be done with energy efficiency as a top priority. Following that financial assistance may be key.
- The infiltration of media in historic/scenic areas. Less invasive advertising (i.e. billboards, neon, etc).
- I'm not sure.
- Include the schools-the children who learn about their city will be the city's caretaker in the future.
- Addition of more "green" space within the city limits.
- None I can think of at this time.
- how the casino has been a negative impact upon the city and south side
- I just suggest that you attempt to get a wide and reaching survey to not allow those with an "agenda" to dominate the discussions and action. I feel it is important to not simply stay excessively conservative, but to also not completely modify our region to not be able to accurately reflect the heritage and history it should reflect.
- Restrictions on the size, amounts, etc. of billboards. The one recently erected on the Hill-to-Hill bridge is an eyesore. You need to work on preserving the historic look of the city.
- There must be a plan implemented to pay for preservation work. I cannot be left mostly to private philanthropy.

- Try not to think only about things or places. Understand that those are symptoms of consciousness, and it's a back-and-forth between consciousness and place. We are engaged in teaching values here as well as techniques.
- **Political Support**
- There must be regular and effective programs to educate the public about why Preservation matters to them, to their homes, their neighborhoods, and their city.
- Help HARB's do a better job by educating citizenry re: benefits of historic preservation
- What authority do the local review boards really have? Are there any real repercussions for parties that don't garner a positive review before initiating work, or (even worse) for parties that ignore the review board recommendations?
- New street lamps and curbs boost crappy neighborhoods and say "we care about you" to the inhabitants
- NA
- there should be a preservation ordinance for the City of Bethlehem
- To address the preservation issue seriously, all the city departments that may influence the success of preservation (zoning, planning, and engineering) should be aligned in this mission. Until this is achieved progress will be uneven. Here again, is a need for education – within the city and with the city's leadership. It needs to be understood and embraced that a good quality of life, pride in the community and a sense of place attract economic investment in Bethlehem.
- image problem of south Bethlehem. It is NOT a dangerous place to walk or live.
- Lack of awareness among residents of Bethlehem, specifically due to the influx of people who have transplanted to this area over the past 15-20 years. A much broader - both locally and regionally - public relations (both editorial and paid) plan must be enacted in order to preserve Bethlehem's remarkable stories.
- Just like you have restrictions on other things, you should have restrictions on signage . . . horrible billboard was approved with no restrictions, no public awareness until already installed. Is there no ability to remove or get out of the business contract?
- The Parks on the West Side of Bethlehem are in need of revitalization. Thanks to MANA (Mount Airy Neighborhood Association), who adopted West Side Park 5 years ago, the park is now looking much better. However, Higbee and Friendship Park(s) are still in need of green space.
- buildings are crumbling/blighting neighborhoods (example: goodman building 3rd street) and the city is powerless to do anything about it. This needs to change.
- creation of a ongoing task force for enforcement before the demolition, decay or removal
- The billboard on the Hill to Hill Bridge is indicative of how the city has gone beyond any review board and put up a monstrosity. What good are surveys and historic groups if this is what is allowed? Get them to take it down! That would certainly be a lesson learned!
- Road and sidewalk maintenance
- Helping residents "modernize" their older homes for things like fuel efficiency without compromising the historical nature of the home
- Try to look for needs that are not obvious - e. g., pay attention to the entire city and not just the "protected" parts. And keep up the good work!
- Once a historic site is gone, it is gone. There is no way to bring it back. The demolition of Brughal School was a tragedy.

- When the city forces property owners to cut down trees, the city should recommend replacement trees of similar character. What was once a beautiful street lined with all trees the same is now a hodge-podge of trees along the street, thanks to the city's recommendations for replacement trees.
- Need to keep better care of streets-trash abounds and bricks are often loose and dangerous for pedestrians, need for lights on side streets, need better street cleaning/snow removal, more plants
- City policy to replace sidewalks in neighborhoods with big trees ends up killing large mature trees and destroying the character of the neighborhood.
- Rental properties....Section 8!!! It needs to GO....and the neighborhoods need to be renewed.
- Allow mixed uses where appropriate
- Maintain shopping streetscapes with parking behind & residences above - encourages walking (& discourages drug-dealing etc.). Do not dismiss the importance of working class cultural & residential & shopping history. Example- Pembroke Village was originally Steelworker housing during WWII, my mom & I moved there in 1948 as it became public housing.
- I think more local history should be taught in schools or public seminars. I've only just begun learning to appreciate historic sites and the information I get is hard to come by. Maybe more books/pamphlets/memoirs should be composed
- Who allowed the new electronic billboard on the hill to hill bridge to be placed in front of one of the most spectacular views in the city? People need to step back and imagine how new structures affect views.
- zoning codes need to be overhauled immediately.
- The preservation of South Mountain, took much new development up there. Needs to be protected. The development on the slopes needs to stop. That will preserve our views

END-OF-SUMMER MEMORIAL POOL EVENT

6. What is your favorite part about living in Bethlehem?

(Answers listed in order of most prevalent answer)

It is quiet/peaceful, beautiful environment/calm.

The people. Being around people because it's a small town and not crowded.

Parks

My friends, my family, my house

Good food

The Cup

LV Mall/Dorney Park

Playing ball with friends

Because of the history

The summer weather, snow falls

Fountain Hill/Park & Pool

School

Library

Skate Plaza

MusikFest/all festivals

Bethlehem Steel

New things being built

Fireworks

Lots of Art

Great fishing spots

The water tastes good

It's very cool

Nice place to live

It's between Allentown & Easton

Not a lot of violence/crime free

There are people walking all the time

Everything is close together

Mountains, there are no tornadoes

EAST HILLS MIDDLE SCHOOL

4. What are your three favorite buildings or places in Bethlehem?
 - Home
 - School
 - Steel building

5. Have you ever been to the Moravian Museum? 33% yes
67% no

6. What is your favorite part about living in Bethlehem?
 - Safe, not a lot of crime, no stalkers, no shootings, not a lot of murders.
 - Not like Allentown or Philadelphia
 - No skyscrapers
 - Weather – no natural disasters, woods, different seasons, open spaces
 - Pretty, view from mountain
 - Home
 - Lots to do
 - Parks and sports
 - Good schools and teachers
 - Culture/history
 - Restaurants
 - SkatePlaza
 - Eagles in July
 - Festivals
 - Playing outside