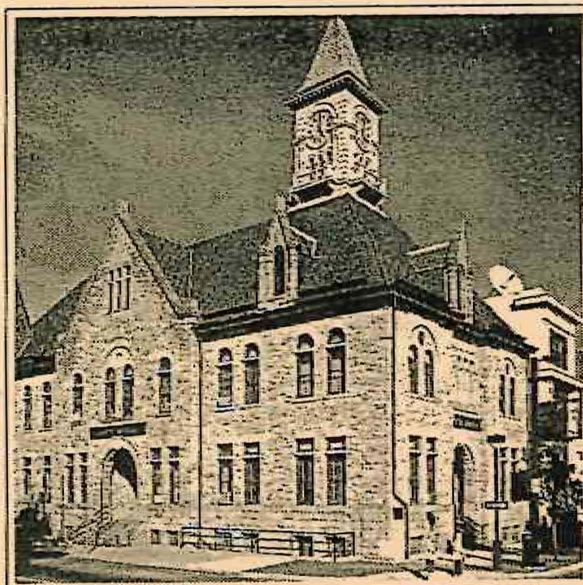


Johnstown Heritage Development Plan

April, 1991



Johnstown Area Heritage Association



Contents

I. Developing Johnstown's Heritage	1
II. Preservation Management Strategy	5
III. Policies and Procedures: Johnstown Heritage Development Trust	15
IV. Pilot Areas: The Vision of a New Johnstown	23

Appendix A:	
Demonstration Projects	
1. Heritage Discovery Center	
2. Train Station Concourse	

Appendix B:	
Workshop Materials	

Accompanying Documents:	
Guidelines for Preservation and Discovery	
Cambria City/Minersville	
Downtown Johnstown	

I. Developing Johnstown's Heritage

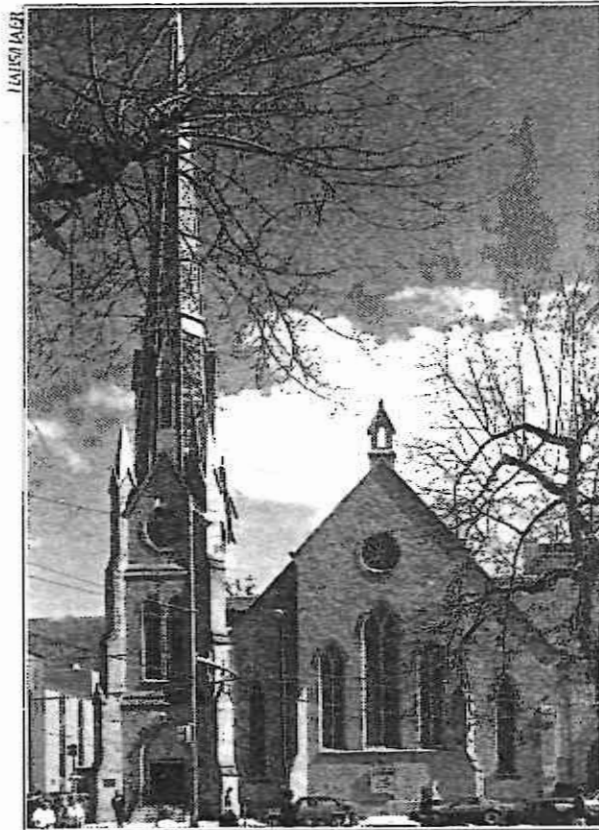


Figure 1 -- Franklin Street Methodist Church. Johnstown's historical resources illustrate the story of the city.

Introduction

In the summer of 1989, the Johnstown Flood Centennial Celebration brought hundreds of thousands into the city to experience the history and culture of Johnstown. Out of the Celebration, a new vision for the future of the city was born. Outlined in a report entitled, **Johnstown: The Third Century**, this vision called for a staged local, state, and federal effort to preserve, interpret, develop, and use the heritage and cultural resources of Johnstown as a basis for community-wide revitalization. The goal was to expand the economic base of the city through cultural tourism, while upgrading the environment and the quality of life for residents and businesses.

This Heritage Development Plan provides a blueprint for turning The Third Century concept into reality. The purpose of the Plan is twofold:

1. **To outline a program which can be locally implemented to help conserve Johnstown's unique historical and cultural assets** -- If adopted, the proposed program will manage preservation efforts and design quality citywide, and provide financial incentives for private owners to upgrade historic properties.

2. **To illustrate how the heritage and cultural tourism strategy could be developed** -- The Plan would initiate development in two "pilot" areas, where joint public and private investments will create a network of cultural facilities, educational attractions, and visitor services, located and programmed to provide support for existing and new businesses.

Recommendations in the Plan were developed over a ten month period, starting in June 1990. Over the course of the Planning process, the project Steering Committee met on a regular basis to provide support, feedback, and guidance to the technical work. Members of the Steering Committee represented public agencies in Johnstown; City Council; state and federal agencies; the banking and business community; local neighborhoods; and concerned citizens. In addition, scores of individual meetings, interviews and presentations were held with key individuals and groups while developing the Plan. Many of the ideas and concepts in the Plan were suggested by members of the Steering Committee and others in Johnstown. Thanks are due to all participants in the process.

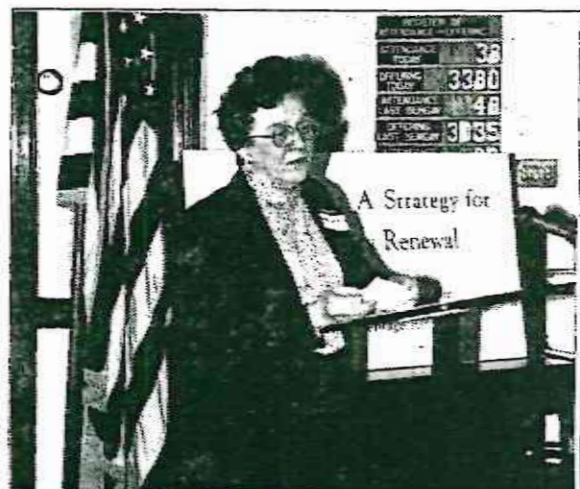


Figure 2 -- Mrs. Josephine Zahornec of Cambria City was one of many participants at the Community Workshop whose ideas are integrated into the Plan.

A highlight of the planning process was a Community Workshop, "Preservation: A Strategy for Community Revitalization," held at Memorial Baptist Church in December. Attended by over 75 local citizens, the workshop established goals and an agenda for heritage development in Johnstown. Introduced by the Hon. Herbert Pfiuhl, Mayor of Johnstown, representatives of business, development, industry, and neighborhoods spoke of the value of preserving and interpreting the city's heritage. Experts from Lowell, Pittsburgh, and the Pennsylvania Downtown Center, provided insights on how to establish a heritage development program in Johnstown. The keynote speaker for the workshop, the Hon. John P. Murtha, U.S. House of Representatives, stressed the importance of Johnstown to the nation and to the evolving regional cultural tourism industry. Materials from the Workshop are included in **Appendix B**.

Organization of the Plan

The Heritage Development Plan is organized and presented in the following four sections:

- o **Section I: Developing Johnstown's Heritage** -- summarizes the purpose of the Plan and provides an overview of the planning process. Key features of the proposal are highlighted. The section concludes by explaining the major reasons why Johnstown's heritage resources should be developed.
- o **Section II: Preservation Management Strategy** -- proposes an approach to define heritage areas of significance, establish design and development standards, and encourage investment in historically significant buildings, structures and settings. A two phase strategy is outlined, which would be implemented by existing institutions and agencies in the short term. In the long term, management functions would be taken over by a new agency.
- o **Section III: Johnstown Heritage Development Trust** -- details policies and procedures for an incentive loan and grant program for qualified preservation and development projects. The Trust would be supported by a consortium of local banks and institutions, directing below market rate financial assistance to in-

dividual property owners of historic structures in the city.

- o **Section IV: Pilot Area Development Program** -- illustrates how the preservation management and incentive strategy would be applied in two "pilot" neighborhoods: Cambria City/Minersville and Downtown Johnstown. For each area, a set of joint public and private projects is proposed, to develop cultural and interpretive facilities and provide support for businesses. Also, public infrastructure and open space improvements are proposed to enhance heritage settings and to link attractions. Together, the preservation and development programs for the pilot areas represents a new vision for Johnstown, which may be applied elsewhere in the city to achieve community-wide revitalization.
- o **Appendices** -- reproduce detailed feasibility studies undertaken for two sample development projects identified in the Pilot Area program. The "**Heritage Discovery Center**" will provide museum, educational and curatorial space for collections related to the social history of steelworking communities, and performance space for ethnic folk music, dance, and theatre. To be located in the former Germania Brewery in Cambria City, the Center's program will focus on children and adults. A "**Gateway to the Region**" exhibit in the Train Station concourse, will orient passengers on the popular Amtrak interpretive train excursion now in oper-

mation between Johnstown and Altoona. The project, which will also upgrade the station entrance, is the basis for a \$100,000 Early Implementation grant from the State Heritage Park program.

In addition to this report, two supplemental booklets have been prepared as part of the Heritage Development Plan. Entitled **Guidelines to Preservation and Discovery**, separate documents have been published for Cambria City/Minersville and for Downtown Johnstown. The booklets provide information, assisting the public and businesses to understand what is valuable about the physical resources which represent the heritage of Johnstown and priorities for preservation and development. They may also serve as interim design and development guidelines for informal use in the pilot areas until standards are formally adopted by a preservation management agency.

Why Develop Johnstown's Heritage?

This Plan is motivated by the strong conviction that investment in the historical and cultural fabric of Johnstown will be good for the economic vitality and quality of life in the city, its businesses, industries, and the private individuals and families who make it their home. The planning process highlighted several key reasons why

Johnstown's heritage should be preserved and developed as part of a renewal strategy:

It is the soul of the city

The neighborhoods, including their physical fabric, religious and ethnic landmarks, and traditional values have been a source of strength which has brought the community through three floods and economic downturn. Whether elegant or modest, 19th century homes, commercial, and industrial buildings keep alive the story of Johnstown and once lost, they can never be replaced. Furthermore, the detail and human scale found in traditional building contributes to a quality of environment rarely found in modern construction.

It makes Johnstown unique from other places

A great deal of the city's traditional fabric remains intact, including its magnificent natural setting, and many areas dating from the city's golden era as a steel center at the turn of the 19th century. Virtually every neighborhood includes structures and districts eligible for the National Register of Historic Places, and Bethlehem plants in and around the city have been recognized by Congress as National Historical Landmarks. The image of these places and their history cannot be matched in the suburbs or anywhere else. Properly developed and marketed, they can attract not only visitors, but also new residents, new investments, and jobs. This potential has already been demonstrated by the success of the Johnstown Flood Centennial and the National Folk Festival. Based upon local culture and heritage, these programs have drawn



Figure 3 -- Community pride and individual improvements are a key element in creating a rich cultural environment.

hundreds of thousands into the city and its historic neighborhoods.

It is part of a regional development strategy

A regional strategy is being supported by investments from the state and federal levels. This strategy was initiated several years ago with America's Industrial Heritage Project (AIHP) in nine counties of Southwestern Pennsylvania. Launched by the National Park Service, management responsibilities will be transferred next year to the federally established Southwestern



Figure 4 -- Congressman Murtha pledged his support for Johnstown's efforts as part of a regional tourism strategy.

Pennsylvania Historic Preservation Commission. Millions of dollars are scheduled to be spent each year in the region over a ten year period for heritage development projects. Outside the AIHP framework, legislation has been drafted to establish Cambria Iron and Steel National Historical Park, focused at Bethlehem's Lower Works. If established, the Park will represent a major federal commitment, with a development budget of \$46-\$80 million and the potential to draw over 500,000 visitors a year into the city.

Paralleling federal efforts, the Commonwealth of Pennsylvania, recently established a Heritage Parks program under the Department of Community Affairs. A Management Action Plan is now being prepared to potentially establish a

Park which will link Johnstown, Altoona, Windber, and Main Line communities. Capital support for heritage and economic development will be available through the program, although funding levels are uncertain. All of these projects are building an emerging regional network of cultural tourism and heritage attractions. This Plan puts Johnstown at the forefront of the regional effort by establishing the first local development strategy in the nine county region.

It will encourage private investment

This investment will be derived, firstly, from direct tourist expenditures in the city, and secondly, from the improved image of the area as a place to live and do business. Economic studies were conducted by ZHA, Inc. in the process of developing the *The Third Century* plan and are worth repeating here. The studies indicated that simply by enhancing the city's existing heritage resources, without a national park, tourism could be increased to a total of 62,500 people per year, 60% over what is now being drawn by the Inclined Plane, Johnstown Flood Museum and other attractions. This would provide the market for an additional 150 new hotel rooms; and 10,000 SF of new eating, drinking, and speciality retail space. The designation of a Heritage Park, with support for a regional marketing framework, visitor facilities, and a new attraction in Johnstown, could expand visitation to 175,000 per year, generating demand for 500 hotel rooms, annual expenditures of almost \$8.5 million, and 57,000 SF of restaurant, retail and entertainment space.

If the heritage of Johnstown were fully developed and marketed, including the development of Cambria Iron and Steel National Historical Park as planned, the city could potentially attract over 500,000 visitors per year. This would generate demand for over 1500 hotel rooms, annual expenditures of over \$30 million, and requirements for at least 200,000 SF of eating, drinking, and speciality retail space.*

Like any new industry, development of Johnstown's heritage will not happen on its own. It will require nurturing, careful planning, and investment in a new infrastructure before the returns will be evident. To give shape to that process is the purpose of this Plan.

*Market data derived from: ZHA, Inc., Market Overview, Technical Memorandum. March 13, 1989. Prepared for the Johnstown Area Heritage Association.

II. Preservation Management Strategy



Figure 5 -- In Cambria City and Minersville, the Management Strategy involves creating a linked network of cultural facilities that highlights the ethnic heritage of the two neighborhoods.

Overview

The purpose of this section is to outline a strategy to assist preservation and investment in historic sites and settings located within Johnstown. The strategy is designed to be locally implemented and managed by agencies and institutions in Johnstown. It is hoped that the local initiative will be paralleled by state and federal efforts that will develop historic sites and provide additional financial and technical contributions towards preservation of the city's historical context.

The recommended strategy includes two principle features:

1. **A financial incentive program** to encourage private owners of historic properties to improve their buildings; this program is developed in greater detail in **Section 3** of the Plan.
2. **A mechanism to manage the preservation and development** of heritage resources. The mechanism would adopt design and development guidelines, and review design and development proposals within designated areas of historical significance in

the city. The mechanism would also serve to advocate for preservation and reuse city-wide, reaching out to educate property owners and the public; to encourage physical improvements to public environment of historic areas; and to coordinate state, federal, and private projects within these areas, when and if they occur.

In the short term, management would be undertaken under the auspices of existing agencies, including the Johnstown Redevelopment Authority, the Johnstown Area Heritage Association, the Downtown Business and Professional Alliance, the Department of Community Development and others. In the long term, a new agency is recommended whose sole mission would be for preservation and heritage development and involving representation by local as well as State and Federal agencies when and if a National Park is developed at the Bethlehem Lower Works.

Preservation Needs

Preservation needs were defined at a Community Workshop held in Johnstown on December 1, 1990. Participants in the Workshop included a cross section of community leaders from the public and private sector. The participants concluded that:

- o **A local program is needed to guide preservation** -- which can establish standards for development in districts of historical significance, including changes to existing buildings and the design of new buildings. This would help to upgrade the overall quality of the environment and protect private investments.
- o **Financial resources need to be found** -- to provide incentives for private participation in historic preservation. A program to administer and distribute the incentives should be established.
- o **The role of the City in preservation needs to be defined** -- including relationships between preservation and other local objectives and programs. Also, state and federal agencies should be enlisted in supporting local preservation objectives in Johnstown, particularly DCA, through the State Heritage Park Program, and NPS, through a National Park at the Cambria Iron Works site.

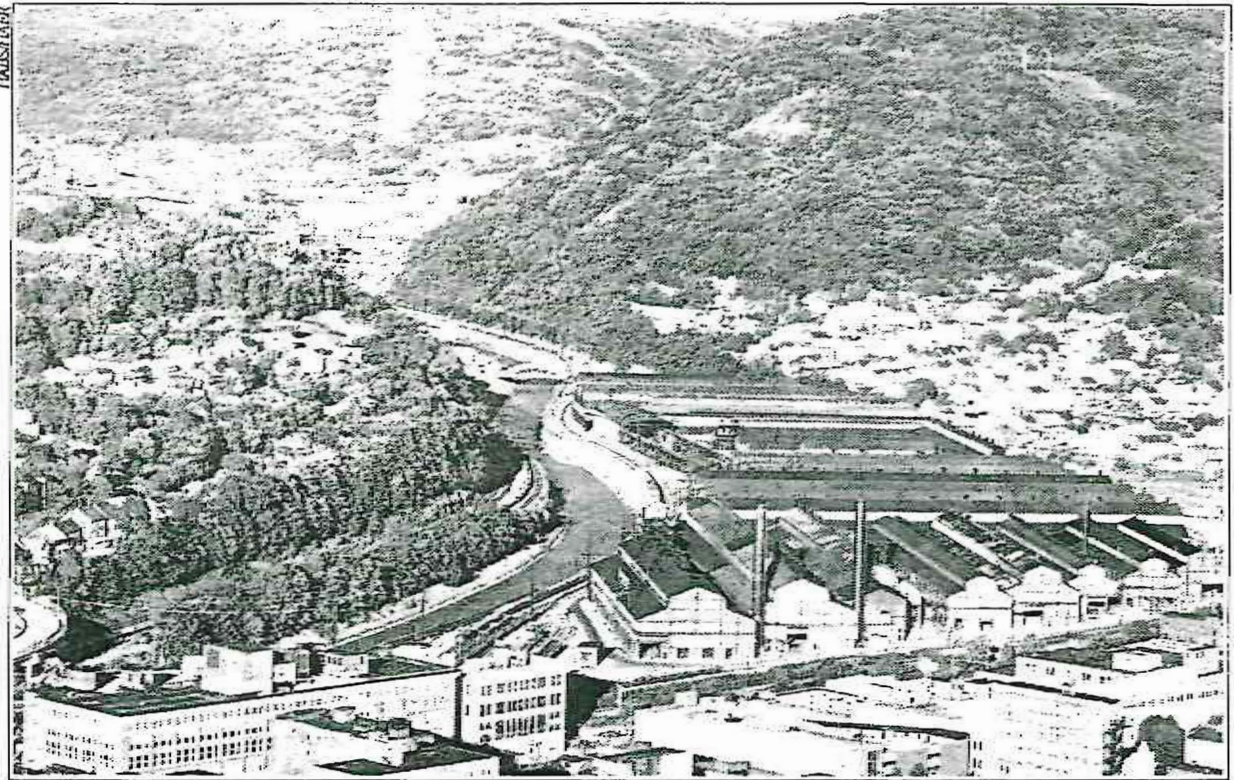


Figure 6 -- Overview of Johnstown shows the close interrelationship between industry and neighborhoods in the layout of the city. This pattern is significant to the unique image of Johnstown.

- o **The public must be educated** -- about the realities and the benefits to be gained from preserving and developing Johnstown's heritage. Materials are needed to show people what is important about their neighborhoods and why it should be preserved. Cambria City, Minersville and Downtown should be pursued as "pilot" efforts to demonstrate the viability of the program. (Two educational documents, entitled **Guidelines for Preservation and Discovery** for

Cambria City/Minersville and Downtown have been published as separate documents accompanying this Plan).

Key forces and circumstances affecting the Management Plan are outlined below, followed by a proposed two-stage preservation strategy.



Figure 7 -- Cambria Iron Company houses built in Minersville at the turn of the century are a key to the development history of the neighborhood.

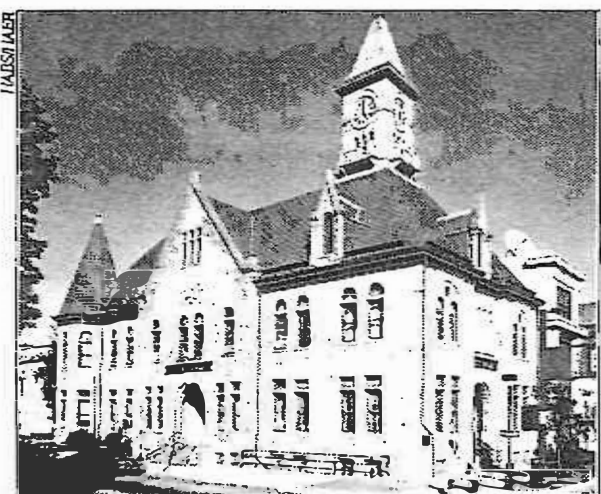


Figure 8 -- City Hall is just one of many important historic resources which should be reinforced as part of the historic fabric of Downtown.

Key Issues

The Status of Preservation in Johnstown

Preservation efforts in the city are now in an incubator stage. It will take some time for a local mechanism to be put in place, and education and further missionary work by advocates such as the Johnstown Area Heritage Association will be needed. Based upon meetings held during the planning process, the right place to initiate a preservation program may be Cambria City, where there is a constituency gathering momentum, but Downtown may not be far behind. Support for preservation and revitalization from the Chamber of Commerce and its Downtown Business and Professional Alliance will be important in gaining the participation of Downtown merchants and property owners. It has been recommended that the Chamber sponsor a Main Street Manager program, which would provide state support for integrating preservation, marketing, and revitalization efforts.

Cambria City, Minersville and Downtown have been identified as "pilot" areas for a preservation program not only because there appears to be support for the effort among local residents, merchants and property owners, but also because they are significant historical areas eligible for the National Register of Historic places and because they are immediately adjacent to the Lower

Works and the proposed Cambria Iron and Steel National Historical Park. However, needs and proponents for preservation action exist in neighborhoods throughout the city, including Conemaugh, Kernville, Moxham, and other areas not immediately associated with the Cambria Iron Works. These resources and constituents need to be recognized. The Plan recommends that the same mechanism be put in place to manage the "pilot" areas serve as a model to be applied elsewhere in the city. If the pilot efforts are successful, it is anticipated that additional heritage preservation districts will be established, eligible for the same types of incentives and guidance.

Existing Local Agencies

To date, there is little experience among existing local public and private agencies with preservation responsibilities. The principal initiative in this area has been taken by Johnstown Area Heritage Association with the appointment, last year, of the first full time preservation professional in the city. Nevertheless, institutional capabilities to manage a preservation program, which would accomplish all of the needs outlined above, do exist in the city. Potential contributors to such a program include the Johnstown Redevelopment Authority, Johnstown Area Heritage Association, the Chamber of Commerce's Downtown Business and Professional Alliance and other local agencies.

Johnstown Redevelopment Authority

This quasi-City agency was established principally to assist in flood recovery and renewal. The Authority works closely with the City administration and government in carrying out mutual objectives. As such, many historic areas of the city, including Downtown, Cambria City, Kernville, etc. have been designated redevelopment districts. The power of the Authority to influence design and development activities in these districts is extensive. The Redevelopment Plan for each district includes design standards to which owners must conform; there is provision and precedent for the establishment of design review panels; and in addition, the Authority has the power of condemnation to acquire properties or grant easements for preservation.

Now that flood reconstruction and "redevelopment" activities in these areas are largely complete, the possibility has been raised that public objectives in some areas might be broadened to include preservation aims. This would require a revised set of guidelines and standards for these areas and some new operating procedures. For example, an historic review panel may be established for each district. Staffing for the review panels would likely need to be provided outside of the Authority, perhaps through cooperative agreement with the Johnstown Area Heritage Association, or the National Park Service, if a National Park is established. Such changes may require an amendment to the Redevelopment Plan for each district, which would have to be adopted by the Authority Board through a pub-

lic process. Possibly, redevelopment funds could be made available to assist these areas.

The political and procedural feasibility of using the redevelopment mechanism need to be tested further. Not all areas that are historically significant are designated redevelopment areas and the Authority has traditionally been focused on clearance and new construction, not preservation. Nevertheless, the ability of the Authority to engage in pro-active acquisition and development as well as design review, and the skill and record of its director and staff in getting things done could provide the basis for a strong preservation mechanism. This approach may also have potential beyond involvement with local historic districts, to include development of supportive activities and projects which will be needed to fully develop and realize the benefits of the preservation program.

Johnstown Area Heritage Association

The Johnstown Area Heritage Association (JAHA) might be designated to undertake the role of an historic district commission under the state law enabling municipalities to establish local historic districts. Historic district commissions are typically representative bodies that review proposed changes to private properties within a district. The extent of a commission's authority to comment on changes or to enforce design standards is entirely up to the municipality which establishes the district.

Under this scenario, the City would need to pass an ordinance to establish the districts and request JAHA to take on the function of a city-wide

commission to manage preservation efforts. JAHA preservation staff would promulgate guidelines, and provide support. Even if the Commission is established as an independent entity by the City, it would make sense that JAHA play a staff role to provide the technical assistance, community liaison, and leadership in advocating for preservation issues, since JAHA is already on the scene and the only agency currently with the capability to fulfill these functions.

Downtown Business and Professional Alliance

This organization would have the ability to promote preservation efforts, particularly as they relate to the downtown. The Commonwealth's Main Street Manager program is the best vehicle for this, which would provide State assistance to fund a staff position. A key objective of the Main Street Manager program is to upgrade the environment of central business districts by preserving and renovating existing commercial buildings and storefronts. The need would remain for an historic district commission, or design review panel of some sort to manage the preservation component.

Department of Community Development

This and other local agencies including various industrial development organizations have an important role to play in achieving preservation objectives, but given their missions and orientation it seems unlikely that they would undertake a leadership role in the effort. These agencies do have an impact on important historic buildings and districts in Johnstown and it is crucial that

they acknowledge the value of preservation in their decisions. For example, the Department of Community Development already has a housing rehabilitation program in place. In many cities, priority among local investments and program initiatives is given to important historic areas and districts, recognizing the long term benefits that improvement of these resources will yield to the city.

New Preservation Management Entity

If not led by one of the above, a new agency would need to be established if there is to be a locally motivated preservation program. This would likely be an independent historic district/commission mechanism established under a city ordinance, as described above. Such a commission would likely have jurisdiction over all districts that were established, with representation from each. The question of staff funding is crucial in the equation, since neither the City nor the Redevelopment Authority, nor the Chamber are likely to have access to the funds for a preservation staff. Realistically, these will need to come from the NPS via JAHHA, as is currently the case; from NPS via a new National Park; or possibly from the State via the Heritage Park Program. Some staff subsidy could be available via the Main Street Manager program, but resulting efforts would necessarily be limited to downtown. The source of funds will in part influence the form of any new management mechanism.

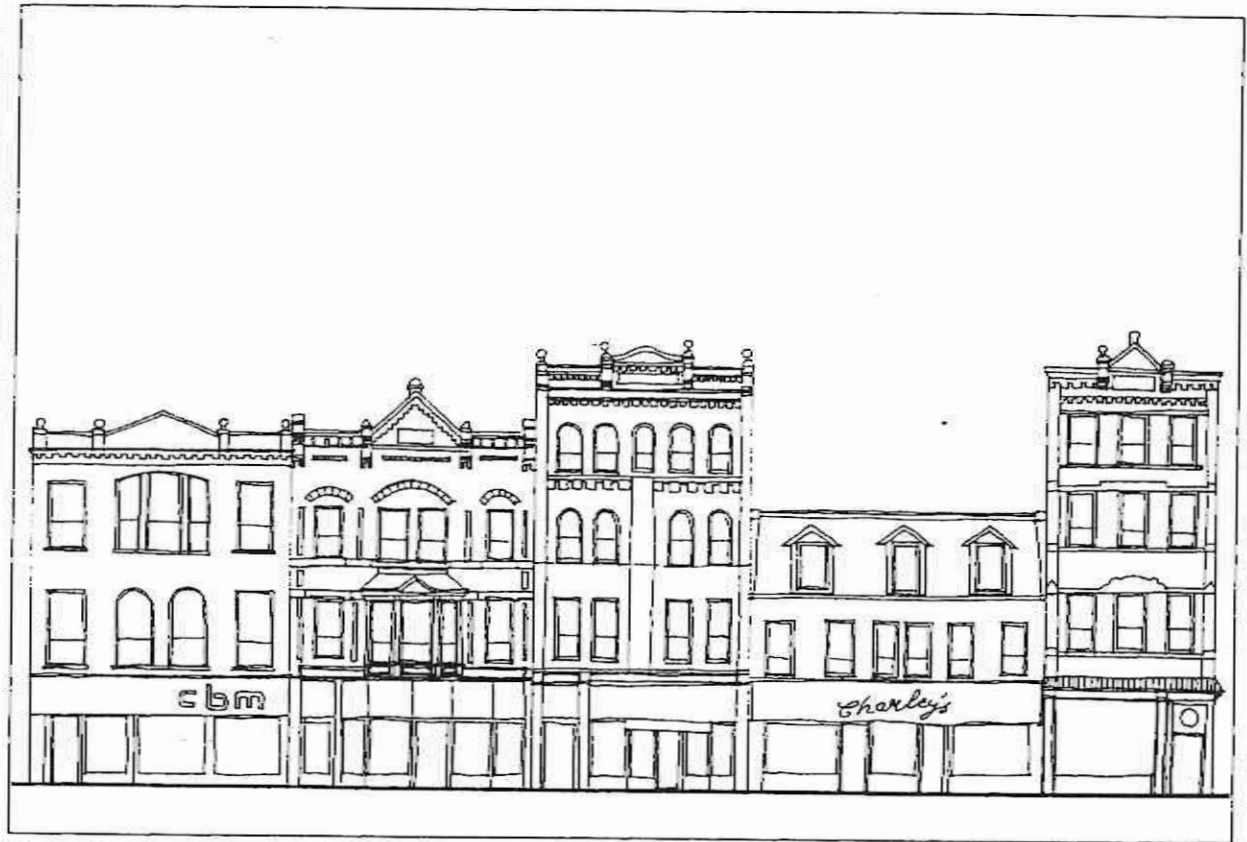


Figure 9 -- There is a consistency in the character of historic facades in Johnstown. A key goal identified by the Community Workshop was to establish standards for preservation to maintain the quality of improvements in historic areas.

There are several advantages to a new entity. Its mission would be focused solely on preservation and heritage development, with no competing objectives within the organization. It could seek out funding for assistance and incentives from all possible sources, insuring that preservation efforts in Johnstown received appropriate attention both inside and outside of the city. It would provide a clear voice to advocate for preservation and heritage development as well as a public fo-

rum for discussion of preservation issues. These advantages must be weighed against the inevitable difficulties of establishing any new program at the local level, where competing demands for resources and energy will require that a strong constituency for the program be in place before it can be introduced.

Proposed National Park

Legislation to establish Cambria Iron and Steel National Historical Park at Bethlehem's Lower Works has been drafted and a bill is likely to be introduced to Congress in the near future. The National Historical Park, if it is established, will be a unit of the National Park System with its own source of funding, separate from the AHP universe. The legislation as it is now drafted acknowledges two distinct operating objectives: (1) to develop the Historic Cambria Works as a traditional national park with property ownership by the NPS and preservation, interpretation, and visitor use programs; and (2) to participate in the preservation and development of the larger historic environmental context of the park in Johnstown, including districts such as Cambria City/Minersville, Downtown, etc., within a bounded area affiliated or associated with the park.

If the park is established, the boundary of the affiliated area and the mechanism via which the NPS participates in this larger context will be an issue. Timing is important, since local efforts are likely to be initiated in advance of the park. Several models were considered in the process of developing the Plan:

- o **The Lowell model: congruent and cooperating agencies** -- in which a Federal Commission consisting of local, state, and federal representatives was established to manage a preservation zone in the city, associated with the National Historical Park. The Commission developed guidelines for building renovation and new construction within the zone

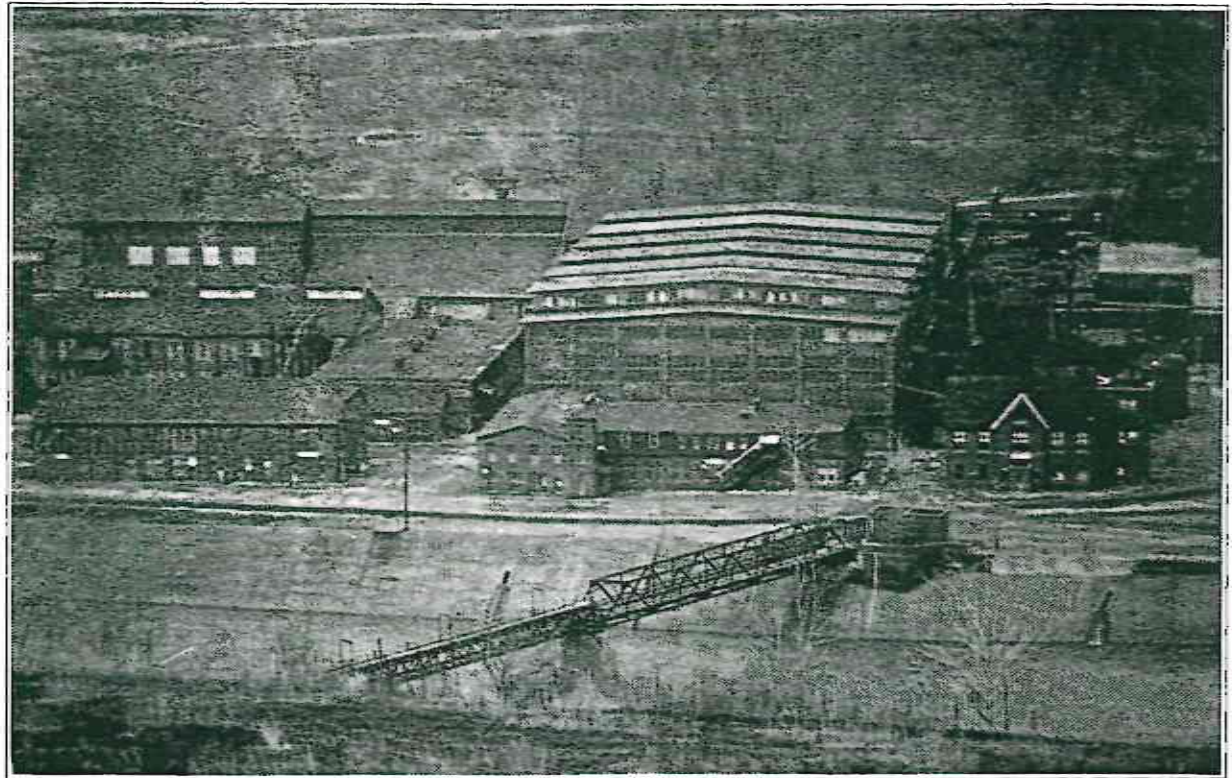


Figure 10 -- The Cambria Iron Lower Works was designated a National Historic Landmark in recognition of the significant role it has played in the history of the United States.

and had a considerable budget to engage in development activities as well as provide grants and loans to local property owners. A congruent, but somewhat larger local historic district was established by the City. The local Historic District Commission administers the guidelines as part of its process of managing the district. All development and changes must be approved by the local Commission before they can be eligible for assistance available via the federal

commission. This is a reciprocal arrangement, whereby local land use control prerogatives of the City are not abrogated, but provide a cooperative mechanism to implement federal guidelines and validate incentive fund distribution. There is also a cooperative mechanism for distribution of incentives, via the Lowell Development and Financial Corporation.

- o **Land management model: incentive funds with policy consensus** -- typical federal approach to management of sen-

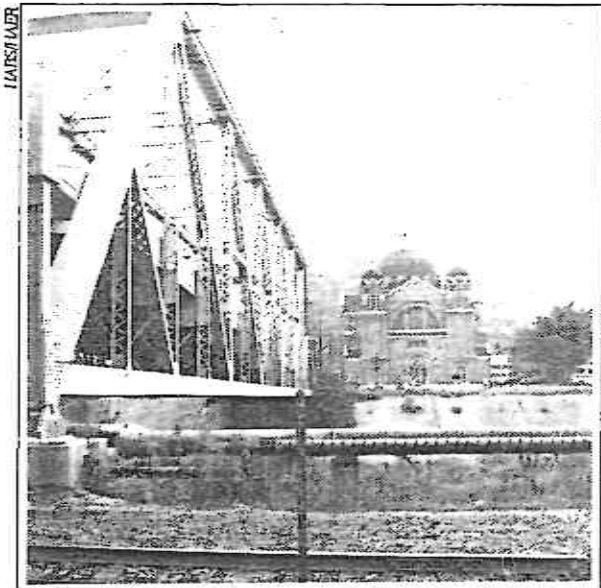


Figure 11 -- The areas adjacent to the proposed National Historical Park contribute to the historic setting and link the park with the surrounding community.

sitive or special environments. Under this approach, when a management plan is prepared for the Cambria Iron and Steel National Historical Park, it would include a policy plan identifying a zone in the city which the NPS feels needs to be protected as part of the historical context of the Park. In addition, guidelines for design and development in the zone would be prepared. No federal level agency would be established beyond the NPS presence required to manage the Cambria Iron Works site, however, incentive funds to assist preservation and sensitive new development in the zone would be made available through the City. In return, the City would be required to adopt

measures to encourage preservation and to implement the guidelines in the zone, either via the local historic district mechanism or some other means.

- o **Expanded local heritage commission model** -- would expand the idea of a local historic district commission or heritage review panel to include federal, and also state representatives or anyone else with a stake in or making a financial contribution to preservation initiatives in the city. This approach would retain the local level format of a management entity and allow the City to retain control of the process, while opening up the decision-making to the concerns of other agencies who also have a stake in protecting the city's historic resources.

Whatever occurs with the national park, two conclusions can be drawn. Firstly, the park designation should provide a strong impetus for preservation as well as some new investment in nearby historic areas, and potentially, a source for incentive and development funds for these areas. A major preservation and development program of the scale of Lowell, for example, is neither politically nor financially feasible in the absence of the park and a commitment by the National Park Service to assist in preservation of the park context. It is important at this juncture that the City express its official support for the park to Congress and the NPS, including the need for investment in preservation and development of the historic park context. However, beyond the National Historical Park, there is a clear need and benefit to preservation in Johnstown and a local

program should be established irrespective of what the federal government may or may not do. This program should have the potential of expanding to accommodate and to take advantage of the presence of a National Historical Park when and if it becomes a reality.

State Heritage Park Program

Work is now underway to prepare a plan for the Allegheny Ridge Industrial Heritage Corridor, a potential area for designation under the Commonwealth's Heritage Park Program. While the potential contribution of the State in Johnstown as part of this effort is yet to be determined, the broad outline of the program orients to providing support for local grass roots initiatives to preserve, develop, interpret and use historic resources that will contribute to economic development. The State will not be acquiring and operating specific park sites, but will likely be in a position to contribute to project development, capital expenditures, and preservation incentives. Seed money to assist in launching a local program might also be considered.

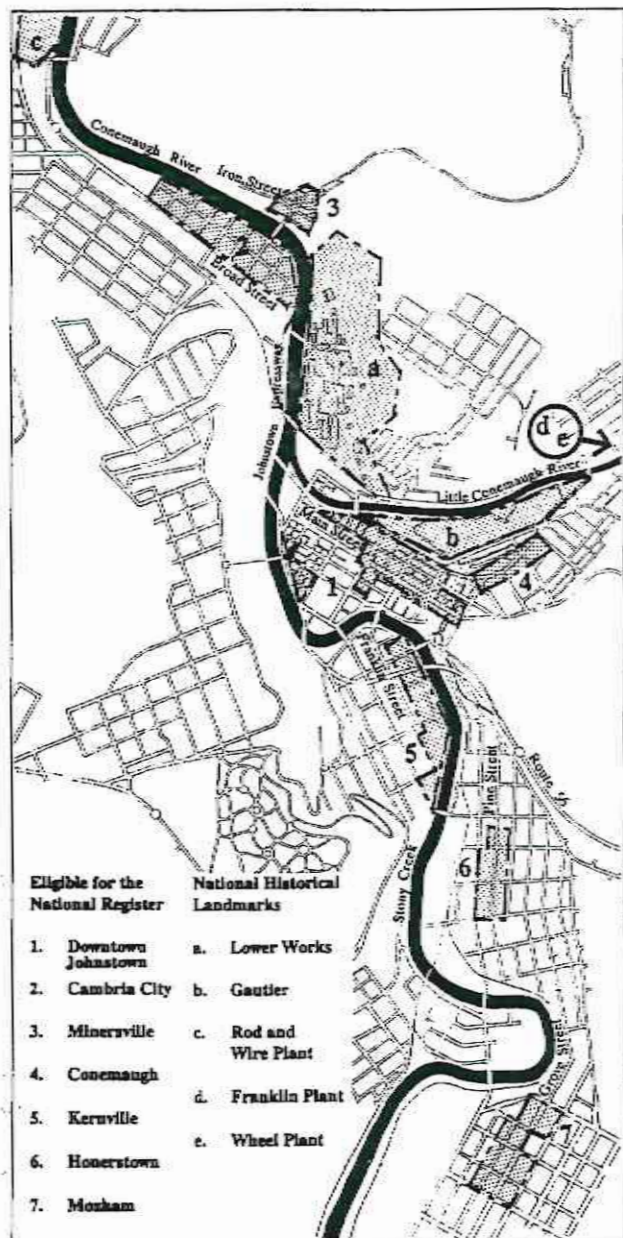


Figure 12 -- Key map of areas eligible for the National Register of Historic Places and industrial sites designated as National Historical Landmarks.

Proposed Preservation Management Strategy

Principles

- o The strategy should be inclusive, involving as many public and private groups and constituencies as possible.
- o In the short term, it should work within the capabilities of existing public agencies to achieve preservation objectives, without seeking to create a new public mechanism. The objective should be to get something concrete going, now.
- o Establish an independent new preservation agency only when and if a National Historical Park is established in the city with sufficient resources to assist in the preservation of the historic context of the park area, and program operations.
- o Priority should be placed in Downtown and Minersville/Cambria City which are districts most closely associated with the potential National Historical Park at the Cambria Works site, however, the strategy should address other historic areas of the city where action is needed.

Short Term Actions

The short term strategy is aimed at helping to protect pivotal historic areas and to assist property owners who wish to improve historic buildings. The program would be essentially a cooperative venture of the Redevelopment Authority/City, JAHA, and local banks. It could be implemented immediately, requiring no new city ordinance, or extraordinary actions among the players involved. Key elements of the strategy and steps to be taken to implement it are as follows:

1. Nominate Districts to the National Register of Historic Places.

Designated districts or those eligible to be designated would form the cornerstone of the program. Currently, nominations are being prepared by JAHA for Downtown and Cambria City. Additional areas throughout the city have been identified by the State as being eligible. Under the strategy, work would continue to more carefully survey these additional areas and their boundaries and nominate them to the Register.

2. Recognize heritage objectives in Redevelopment Areas.

Districts eligible for the National Register which are within designated Redevelopment Areas of the city would be identified by the Redevelopment Authority as "Heritage Redevelopment Areas". These would include, for example, parts of Downtown and Cambria City. Guidelines for preservation would be appended to the Redevelopment Plan for each area. This action should constitute a relatively

minor clarification of existing standards which already specify that "development shall be complementary to the existing scale and character of the neighborhood," and might be accomplished administratively.

A Heritage Area Review Panel would be established by the Authority to review the design of proposed major changes to existing historic buildings or the design of new buildings within Heritage Redevelopment Areas, using the guidelines as a reference. The purview of the Panel would include, at a minimum, projects involving public assistance and may extend to other renovation and new construction within the district to the extent of the Authority's jurisdiction. The nucleus of the panel could be provided by the Mayor's existing Historic Preservation Committee, expanded to include representatives of the Council, Redevelopment Authority, JAHA, Chamber, City Building Inspector and other constituent groups. Membership should also represent residents and/or business people who own property in the Heritage Redevelopment Areas, as well as professional architects and building specialists who are familiar with renovation problems.

3. Provide staff support and technical assistance to the effort.

Staff support to the Heritage Area Review Panel would be provided by JAHA preservation professionals under a cooperative arrangement between JAHA and the Redevelopment Authority. The staff would be responsible for working with local property owners to advise them on appropriate technical and design approaches to building improvements which would meet the intent

of the guidelines. Staff would also comment on the appropriateness of proposed projects and changes as input to the Panel's review process. In Downtown, additional liaison and valuable technical support to property owners would be available as part of a Main Street Program, should one be established. Residential improvements would be coordinated with the City's ongoing CDBG program for residential rehabilitation, with respect to codes, residential, and construction criteria. As part of this program, incentive funds might be increased for qualifying historic properties.

4. Establish an incentive program to encourage preservation.

The proposed program is described in detail in **Section III** of this Plan. It would be administered cooperatively by local financial institutions, joining together to form the Johnstown Heritage Development Trust, a nonprofit corporation. The Trust would offer below market interest rate loans and grants for qualifying exterior improvements to properties located within National Register eligible districts. Initially, two thirds of available funds would be reserved for projects located within the Cambria City/Minersville and Downtown Heritage Redevelopment Areas. Projects in these areas would need to meet guidelines established for them and interpreted by the Heritage Area Review Panel. Remaining funds would be available for use in other National Register eligible districts throughout the city.

Several sources will need to be tapped to create sufficient capital for the Corporation to be effective. The basic source of incentives would be a

low interest revolving loan pool, with capital provided by participating member banks, who would be represented on the Trust board. A fund of \$500,000 available from local banks at two points below the prevailing rate would be a good target. This fund may potentially be supplemented by contributions from the Southwestern Pennsylvania Historic Preservation Commission and the State Heritage Parks Program. With bank support for the Corporation, it would not be unreasonable to expect a grant of \$100,000 from each of these two sources. These funds should be used to further write down interest on loans to half the prevailing rate, or lower if possible, as well as to increase the size of the pool. A portion of cash received should be earmarked for incentive grants to small commercial property owners for facade improvements, of \$5-10,000 each, which the owner would be required to match. Additional contributions to the loan pool may be available through programs of the National Trust for Historic Preservation and the Commonwealth. Several existing agencies, such as the Enterprise Venture Capital Corporation, an existing local bank consortium, may be of value as a vehicle to help initiate the preservation incentive program.

Long Term Actions

The long term strategy aims to establish an independent, dedicated preservation and heritage development agency in the City. It would be appropriate to pursue this approach if a National Historical Park were established, that includes a commitment by the NPS to assist preservation and development of the historic context of the Park in surrounding districts, particularly Cambria City, Minersville, and Downtown. The availability of significant funds through the State Heritage Parks program could also be an important factor in deciding to pursue this approach. The long term strategy is designed to build upon short term efforts identified above. Key elements of the strategy and steps to be taken are as follows:

1. Identify a National Historical Park Affiliated Zone.

This zone would be identified by the NPS to include historic resources and significant sites which make up the historical context of the Cambria Iron Works site, illustrating the larger urban and social context which nurtured the iron and steel industry. This area would likely cover districts in Minersville, Cambria City and Downtown, but may also include other areas. The NPS would articulate its own preservation objectives and standards for development in the zone and set aside funds to assist preservation and heritage development efforts.

2. Establish Local Historic Districts.

A city ordinance would be passed establishing local historic districts including, at a minimum, the National Historical Park Affiliated Zone and

the other districts eligible for the National Register which were defined in the short term strategy. As part of the ordinance, the Heritage Review Panel would be converted into an Historic District Commission, a quasi-independent agency under the laws of the Commonwealth. The Historic District Commission would supersede the Review Panel as manager of the preservation program. The membership on the Commission would be expanded to include representatives of the National Park Service and the State Heritage Parks Program; staff would continue to be provided by JAHA. The Commission would have the power to administer and revise design guidelines and to review renovations and new development within local historic districts, to the degree specified in the ordinance. Within the Affiliated Area, guidelines would need to be consistent with NPS objectives and standards.

This approach would relieve the Redevelopment Authority from the design review burden, placing it on a new agency focused on preservation issues and with the ability to manage historic districts and resources, which in many cases would extend beyond Redevelopment Area boundaries. The Authority would play a more pro-active development role in the Redevelopment Areas in support of heritage objectives. Critical actions could include improvement of public spaces, development of cultural and commercial facilities, and emergency intervention to save key historic buildings which are threatened, by acquiring and securing them before they are demolished. The Authority may acquire facade easements to ensure protection of historic streets and places. It could also act to develop visitor services, such as additional hotel and parking spaces, or construct

public amenities and improvements to upgrade the historic environment. Such a role would be appropriate if a major National Historical Park were established in the city, requiring more aggressive development of its context as a visitor attraction.

3. Expand the capital base of the Johnstown Heritage Development Trust (JHDT).

All federal funds for preservation incentives and assistance would be made available through and administered by the JHDT and its member banks. It is likely that these funds would need to be earmarked for use only with the National Park Affiliated Area, for projects which meet NPS standards and objectives as approved by the local Historic District Commission. This would allow other funds to be shifted to provide greater support for preservation in other districts, continuing the commitment to city-wide preservation efforts.

III. Johnstown Heritage Development Trust



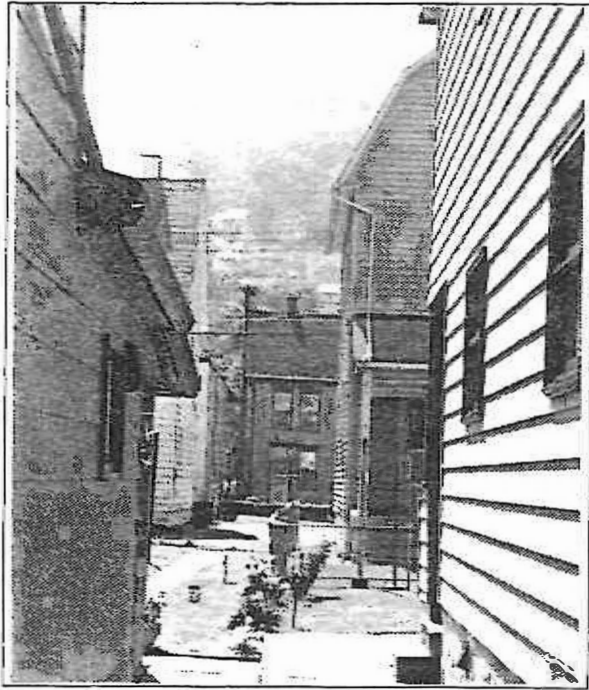


Figure 13 -- The focus of the Heritage Development Trust would be to provide financial incentives to individual property owners to maintain and rehabilitate historic properties in designated areas.

The Trust Program

This section outlines the proposal for a financial incentive program to encourage the preservation and enhancement of historic properties. The program would be administered by an entity entitled the "Heritage Development Trust", which could be organized under one of several models explored below. The objective of the Trust would be to make available financial incentives to individual property owners to maintain and rehabilitate historic properties in designated areas of the city, with emphasis on Downtown and the Cambria City/Minersville neighborhoods. The program is specifically targeted at encouraging multiple small scale loans for improvements that will make a cumulative difference in the overall use and appearance of these areas. To achieve this, the Trust would work in parallel with the Heritage Area Review Panel described in the previous section. Enhancing the city's historic character is a critical piece of the strategy to develop a cultural tourism industry in Johnstown, which will attract new people, investments, and jobs.

Administration

The Trust would pool skills and resources principally available through existing private organizations in Johnstown. The heart of the Trust would be a pool of funds administered by a non-profit entity with the power to accept capital and borrow funds from local financial institutions and other sources. The non-profit should qualify as a tax exempt institution, so income from loans would be tax-free to local banks.

The reason for a separate nonprofit vehicle, beyond reduced operating costs, is to provide a receptacle for public contributions which could not be made to a for-profit entity. A non-profit could also be the recipient of private donations from corporations eligible for a one-time tax exemption for contributions up to \$250,000 under Pennsylvania law. The non-profit could act to manage the Trust in one of two ways:

- o **Financial agency model** – would set up the Trust as a special purpose financial institution to give grants and to manage

the process of making and collecting low interest loans. This approach would allow all sources of funds to be pooled.

Grants and very low interest loans to the pool from public sources would serve, in effect, to write down higher (but still modest) interest rate loans to the pool from private sources. This approach would require the non-profit Trust to administer the incentive loan program but allow the Trust to tailor the program to the need and to service some higher risk loans than banks might be able to offer. For illustrative purposes, this approach is assumed as the model in **Section III**.

- o **Grant-making agency model** -- as an alternative, would establish the Trust as a grant making agency, only, operating in cooperation with participating banks. Under this scenario, banks would be wholly responsible for servicing loans, agreeing to offer money to qualified individuals and projects at a below market interest rate. The Trust would provide cash grants to recipients of loans which would effectively write down the rate. This scenario would free the Trust from the need to service loans, since this administration would be provided by the banks. However, income from the loans would not be tax free to the banks as in the first option, which may require them to make funds available to the program at a higher rate.

Under either model, the Trust could be managed by a newly formed non-profit corporation

or by an existing non-profit, tax exempt institution adapted to the need. Interest in this role has been expressed by the Johnstown Community Foundation, a non-profit recently established to provide grants for community and cultural development. The Foundation would probably be better suited to the alternative "grants only" model. Interest in managing the Trust has also been expressed by the Johnstown Enterprise Venture Capital Corporation, an existing for-profit consortium which already includes the participation of local banks. The Enterprise Venture Capital Corporation would need to establish a non-profit subsidiary.

Sources of Capital

Assuming that the Trust is established under the financial agency model of administration, funds for the pool would be tapped from several sources, principally:

- o Bank loans to the Trust at 2% below prime for a 20 year period. Loans would be amortized over a 15 year period, beginning at year five. Income from loans would be tax free. Target five participating banks at \$50,000 - \$75,000 each; total participation of \$250,000.
- o AIHP preservation grant and loan fund; one time cash grant of \$100,000.
- o State Heritage Park Program; one time cash grant of \$100,000.

Other potential sources:

- o City of Johnstown; \$25,000 cash contribution over three years from CDBG funds.
- o National Preservation Loan Fund; \$50,000 loan at 2% below prime; repayment amortized over a 20 year term.
- o National Park Service/Cambria Iron and Steel National Historical Park (should the park be established); total of \$500,000 loan at 0% interest for 20 years; balloon payment; targeted to districts in the vicinity of the National Historical Park.

Given the above sources, the potential exists for a capital fund in the range of \$1,000,000, particularly if a National Historical Park is established in the city.

The Trust might also serve as a conduit to provide much larger loans to individual reuse projects with capital provided specifically for that purpose from the Commonwealth or the National Park Service.

Operations

In general, the Trust would operate as a revolving loan fund, with loan repayments and interest accumulating into its capital pool over a 20 year period. By the conclusion of 20 years, all loans to the Trust would be repaid and the program would be discontinued, unless arrangements were made to extend it. Use of funds from the pool would be guided by a Finance and Credit Committee comprised of representative of each of the participating "member" lending institutions

and contributing agencies. Chairmanship of the Credit Committee would rotate among the members. The committee would adopt loan policies and procedures for use of the Trust's funds. Final approval or disapproval of any loan would lie with the Credit Committee.

Professional staff will be needed to service loans, solicit "members" and capital, support the work of the Finance and Credit Committee, provide technical assistance to clients, and market the program. The level of staff support will depend upon the eventual size of the pool and related levels of activity, but it is likely to be a part time endeavor. Operating funds to service loans and to provide assistance to owners would be compensated by collecting a 4% fee on each loan funded, to be derived out of capital provided through cash contributions to the pool. Also, operating support should be sought from the Department of Community Affairs and the National Park Service to service any capital contributions they may make. Other sources of operating support may include in-kind services from "member" institutions, or grants from sources such as the Johnstown Community Foundation. Staff costs to administer the Trust could range from \$15-25,000 per year, depending upon its scale. This argues for utilizing the framework and staff of an existing agency or institution to launch the incentive program, if possible. This will minimize overhead and allow personnel to be shared. Several models can be envisioned. For example, a "member" bank may take a lead role in the effort, supplying from its executive staff a part time director, office space, and support for the incentive program. Costs would be reim-

bursed principally via assessments to the pool, as outlined above. Alternatively, the Johnstown Community Foundation might take on the incentive fund as an in-house project. Under this scenario, the Foundation staff would operate the incentive program. Operating costs may be assessed to the pool, as above, or they may be supported by grants from the Foundation, derived from its general sources of capital. This additional support would expand the reach and effectiveness of the program.

Coordination

Building improvement projects funded under the preservation incentive program should enhance the historic character of the district in which a building is located. To insure this, the Heritage Development Trust will work in concert with a new design review agent, the Heritage Area Review Panel, to be established by the Johnstown Redevelopment Authority.

A description of the Panel and its mission is contained in **Section II** of this Plan. In general, the Panel will adopt design guidelines for designated historic areas, working with the Johnstown Area Heritage Association. To qualify for a preservation incentive loan or grant from the Trust, improvements should be consistent with the guidelines. Owners will be required to submit their projects to the Heritage Review Panel and to obtain its approval prior to receiving assistance. The Johnstown Area Heritage Association will provide free design assistance to property owners and be available to help guide them through the approval process.

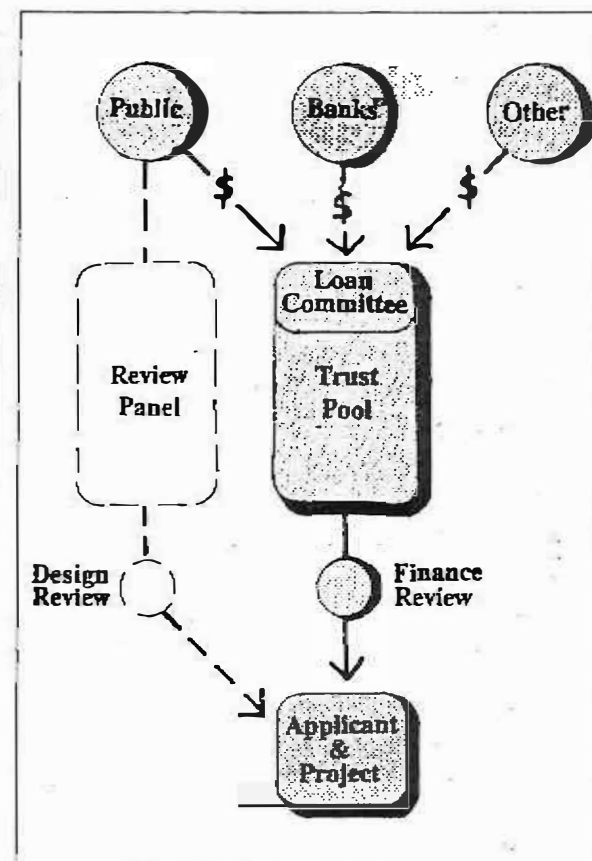


Figure 14 -- Diagram of proposed Trust concept. The Trust would work in parallel with a Review Panel to encourage sure design quality in funded projects.

Eligible Areas and Priorities

Incentive funds would be available to individual properties, or properties located within districts that are eligible for the National Register of Historic Places. Determination of eligibility to the National Register is made by the Historic and Museum Commission of the Commonwealth of Pennsylvania and preliminary district boundaries are illustrated in **Figure 12**.

Historic areas of downtown, Cambria City and Minersville are to be designated as pilot areas. To make a high impact over a relatively short period of time, a minimum of 2/3 of available funds would be targeted to loans in these districts in the first five years of the program.

These districts bracket the site of the Cambria Iron Works, a National Historic Landmark and the proposed site for a National Historical Park. Preservation and renovation of historic buildings in these districts will enhance the setting of the Park and encourage visitor patronage of local businesses. While all historic structures within these districts would be eligible for funding, priorities would be established, as follows:

- o Store fronts, signage, and commercial facade renovations would receive the most favorable rates and terms under the program. This would be achieved at the expense of other types of improvements, which presumably would be funded at higher rates.

Retention of small retail businesses in traditional commercial buildings is essential to the ambiance and health of downtown and neighborhood commercial areas. Restoration of shop fronts and facades to their original appearance is one of the most efficient means to re-establish the historic character of a district.

- o Other priorities identified in the Heritage Development Plan include renovation of "flood surviving" buildings which are among the oldest in the city, and projects which provide additional housing in downtown, particularly in the upper floors of historic commercial structures. These would require somewhat larger loans than the typical project, at a longer term.

Programs and Loan Policies

Commercial Facade Program

This program would provide loans at an interest rate of 50% of the prime rate (assumed to be approximately 5%). The maximum loan for a single project is not to exceed \$5000, with a term of five years. Loans greater than \$5000, but not to exceed \$10,000 may be made in certain

circumstances. In conjunction with a facade or storefront improvement project, a cash grant for new or renovated signage would be available, to cover 50% of the cost, up to a total grant of \$800.

Projects must be located within designated districts under the purview of the Heritage Area Review Panel and conform to design guidelines adopted by the panel. Types of eligible projects would include:

- o Exterior renovation of the street front facade including preservation or restoration of architectural details;
- o Storefront restoration;
- o Removal of screens or incompatible materials and signage which may be covering historical architectural features;
- o New signage and lighting;
- o Addition of awnings, flags, or banners;
- o Assistance to renovate commercial buildings to provide rental housing over stores;

Residential Improvement Program

This program would provide loans at an interest rate of 75% of the prime rate. The maximum loan for a single project is not to exceed \$5000, with a term of five years.

This program is targeted to assist owner occupied single, duplex and three family homes. Projects must be located within designated districts under the purview of the Heritage Area Review Panel and conform to design guidelines adopted by the panel. Types of projects eligible include:

- o Roof replacement; maintaining historic details;
- o Replacement windows and doors, consistent with historic character;
- o Exterior painting; repair of wooden clapboard siding or brick; removal of asbestos, asphalt, aluminum or vinyl siding and replacement with traditional materials;
- o Replacement or refurbishment of architectural details;
- o Porch or stoop repairs;
- o Tree planting and landscape within or in view of public ways.

Special Purpose Building Rehabilitation Program

This program would provide loans at the prime rate of interest. The maximum loan for a single project is not to exceed \$30,000, with a term of ten years.

Projects must be located within designated districts under the purview of the Heritage Area Review Panel and conform to design guidelines adopted by the panel. The purpose of this program is to facilitate the preservation of key historic structures by providing an incentive for reuse, particularly the development of housing. In special circumstances, the funds might also be applied to the exterior renovation of landmark structures, identified as such by the Heritage Area Review Panel. Types of projects eligible would include:

- o Renovation or development of housing units over commercial space; reuse of any historic structure for residential purposes in Downtown Johnstown;
- o Renovation of any "flood surviving" building, built prior to 1889;
- o Assistance to convert a former religious building or cultural institution to a new use which will preserve the integrity of the building;
- o Exterior renovation of identified "landmark" buildings to restore or preserve the historic integrity of the structure. Landmarks must be identified as such by the Heritage Area Review Panel and may include churches, institutions, or industrial buildings. Where there is a demonstrated need, improvements may include major exterior maintenance such as painting and roof repair, if necessary to preserve the integrity of the building.

Security

The Trust would apply similar criteria for feasibility and collateral requirements under its various programs as would be applied for any conventional loans. Loans would be secured by a second mortgage lien on the building during the pay back period and, as a general rule, would not exceed 75% of the assessed value of a property for tax purposes.

The function of the Trust is to encourage rehabilitation of older structures, which may have low



Figure 15 -- Top priority will be given to commercial facade improvements which return a building to its original historic character.

assessed values. The Trust should consider lending more than 75% of the assessed value if the borrower can demonstrate access to financial resources beyond the value of the building or other factors indicating credit worthiness. In actual practice, the number of defaults on small loans offered through preservation incentive type programs is exceedingly low.

Services to Property Owners

Marketing the Program

Marketing the program to property owners will be key to its success. Basic information should be made available via newspaper advertisements and a brochure to be distributed to all addresses within eligible historic areas of the city. An information packet will need to be prepared including a description of programs and application procedures; loan policies; design standards; application forms. Key buildings and areas should be targeted for personal contact to explain the purposes and benefits of the program. Outreach to property owners could occur via many avenues, such as through the Johnstown Department of Community Development which deals with property owners on a regular basis. Targeted outreach to solicit participation will fall primarily to preservation staff of the Johnstown Area Heritage Association and to the staff of the Trust. Outreach to downtown businesses and property owners would be an important function of a Main Street Manager program, which will, hopefully, be established by the Chamber.

Application Process

For a property owner to obtain an incentive loan or grant would be a two step procedure. The first step would involve design review and approval and the second step, financial review and approval. Assistance to the property owner would be available from several sources at each stage of the process.

Design Review

Each application will be reviewed to insure that its design and development features are compatible with the historic character of the district. Review will be based upon design guidelines prepared by the Johnstown Area Heritage Association and adopted by the Heritage Area Review Panel. The Heritage Association will serve as staff to the Review Panel as well as provide professional leadership on preservation and design matters. The Association will publish design guidelines in booklet form to assist property owners to design improvements which will reinforce the character of their area and qualify for incentive assistance. The guidelines will balance the objective of enhancing the historic quality of each district with owners' needs for individual expression and reasonable cost. The basis of the guidelines will be the *Secretary of the Interior's Standards for Rehabilitation*, which are quite general and are oriented to preserving the historic integrity of a structure.

For Downtown, Cambria City and Minersville preliminary *Guidelines for Preservation and*

Discovery have been prepared in conjunction with the Heritage Development Plan. These documents outline preservation goals at various scales and design guidelines consistent with the Secretary of the Interior's standards. They are intended to serve as interim guidelines which may be adopted, expanded, or substantially revised by the Heritage Area Review Panel.

Professional design assistance for applicants will be available through the Johnstown Area Heritage Association. A preservation specialist will assist property owners to define the scope of improvements, estimate costs, develop designs which meet the intent of the guidelines, and present the project for review. The specialist will also maintain a list of contractors who understand the intent of the program and will carry out improvements utilizing accepted techniques at a reasonable cost. Costs for these services will be reimbursed to the Association via assessments to the loan pool.

Financial Review

Financial review will follow design approval. Staff associated with the Trust will work with applicants to explain obligations of the program, to complete applications, and to assemble required documentation. Applicants will be counseled concerning other sources of funding, such as the City's Home Ownership Program, which may be used in conjunction with preservation incentives.

Performance of the Trust

To understand how the Trust may be expected to perform, a model was prepared that illustrates hypothetical operations over an anticipated life-span of 20 years. The model assumes that the Trust is organized under the financial agency concept, funded as proposed under the "Sources of Capital" section above, and offering financing for the rates, terms and purposes cited under the "Programs and Loan Policies" section, above. In general, grants provided by AIHP and the State Heritage Park Program, plus income from no or low interest loans to the Trust would be sufficient to write down the interest on commercial facade loans plus pay servicing fees to operate the program. The Trust would cease lending money after year 15, and repay all outstanding loans by year 20, at which time only a modest balance would remain.

As illustrated in **Table 1**, the Trust program could potentially assist the improvement of approximately 160 commercial facades, including approximately 40 new or renovated signs. Approximately 130 home improvement loans could be made and major rehabilitation of approximately 30 buildings assisted. The total value of loans given over the twenty year period could reach \$ 2.4 million. Experience



Figure 16 -- The Trust would provide below market rate loans for homeowners in heritage areas to improve the exteriors of their residences. The combination of financial incentives, design assistance, and community participation will help to create neighborhood wide benefits, while preserving important historic resources.

demonstrates that incentive loan programs encourage substantial additional investment financed by owners through conventional means. In Lowell, for example, preservation incentive loans are credited with catalyzing supplemental investment equivalent to seven times the value of incentives given. A similar ratio in Johnstown would mean a total investment of almost \$17 million in historic buildings and districts.

Beyond this investment is the substantial added value that would come from enhancing the historic character of downtown as a setting and attraction for cultural tourism, as well as the benefits of an improved image for Johnstown and its neighborhoods as places to live and work.

Johnstown Heritage Development Trust Model of Incentive Program Operation Over 20 Year Period

		YEAR	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	TOTAL
																							LOANS
CAPITAL SOURCES		RATE																					PROGRAM
Bank Loans	7.5%	100,000	150,000					(11,124)	(27,510)	(27,810)	(27,810)	(27,810)	(27,810)	(27,810)	(27,810)	(27,810)	(27,810)	(27,810)	(27,810)	(27,810)	(27,810)	(27,810)	CHARGE
AKRF Grant																							OUT
OCA Grant																							(16,686)
City Grant		8,333	8,333	8,334																			
Met. Trust Loan	7.5%			30,000	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	(5,070)	
XHP Loan	0.0%			250,000	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(500,000)
New Capital		108,333	338,333	308,334	244,930	(5,070)	(16,194)	(32,880)	(32,880)	(32,880)	(32,880)	(32,880)	(32,880)	(32,880)	(32,880)	(32,880)	(32,880)	(32,880)	(32,880)	(32,880)	(32,880)	(32,880)	(516,686)
Total Capital in Pool		108,333	466,666	775,030	1,019,930	1,014,860	995,666	965,786	932,907	900,027	867,147	834,267	801,387	768,507	735,627	702,747	669,868	636,988	604,108	571,228	538,348	505,468	21,562
Available Capital		108,333	421,057	600,855	666,645	666,854	282,100	186,946	106,826	26,335	75,937	69,055	73,911	125,295	136,332	147,256	157,793	266,963	345,732	411,253	459,074	499,074	2,232
At start of Year																							
USE OF FUNDS		RATE/AMT.																					
Con. Facade Loans	7.0%																						
Number			6	16	12	16	12	12	12	10	8	8	12	12	12	12	12	12	12	12	12	12	164
Av. Loan		-5000	(30,000)	(50,000)	(50,000)	(70,000)	(60,000)	(60,000)	(50,000)	(40,000)	(40,000)	(40,000)	(60,000)	(60,000)	(60,000)	(60,000)	(60,000)	(60,000)	(60,000)	(60,000)	(60,000)	(60,000)	820,000
Term		1:12																					
Trly. Pmt.			6,764	18,117	31,705	47,157	61,145	57,937	70,234	67,939	61,145	56,516	56,516	56,516	59,881	63,410	67,939	56,351	42,764	27,176	13,588		
Signage Grants																							
Number		6	10	12	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	38
Av. Grant		-800	(4,800)	(8,000)	(9,600)	(8,000)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	30,400
Residential Loans	7.1%																						
Number		3	8	10	12	13	12	12	10	10	8	6	6	6	6	6	6	6	6	6	6	6	130
Av. Loan		-5000	(15,000)	(40,000)	(50,000)	(60,000)	(75,000)	(60,000)	(60,000)	(50,000)	(40,000)	(30,000)	(30,000)	(30,000)	(30,000)	(30,000)	(30,000)	(30,000)	(30,000)	(30,000)	(30,000)	(30,000)	650,000
Term		3																					
Trly. Pmt.		1191	3,573	13,101	25,511	39,533	57,168	67,527	72,651	72,651	70,269	61,932	56,756	47,646	42,876	38,112	35,730	28,584	21,435	14,292	7,146		
Revol. Loans	9.5%																						
Number		20000	0	2	6	5	5	5	5	5	2	2	1	0	0	0	0	0	0	0	0	0	29
Av. Loan		0	(60,000)	(120,000)	(150,000)	(150,000)	(90,000)	(90,000)	(90,000)	(60,000)	(60,000)	(60,000)	(30,000)	0	0	0	0	0	0	0	0	0	870,000
Term		10																					
Trly. Pmt.		1553	0	3,106	9,317	17,281	24,845	29,503	34,162	37,267	40,373	43,478	45,331	41,926	35,714	27,950	20,166	15,528	10,570	7,764	4,859		
Total Loans, Grants			(49,800)	(158,000)	(239,600)	(288,000)	(255,000)	(210,000)	(210,000)	(160,000)	(150,000)	(140,000)	(120,000)	(90,000)	(90,000)	(90,000)	(90,000)	0	0	0	0	0	
Servicing fee	4.0%	(1,992)	(6,320)	(9,584)	(11,520)	(11,400)	(8,400)	(8,400)	(6,400)	(6,300)	(5,000)	(4,200)	(3,600)	(3,600)	(3,600)	(3,600)	0	0	0	0	0	0	
Remaining Capital		56,541	256,737	351,671	367,125	170,454	63,700	(31,454)	(59,574)	(69,665)	(70,063)	(55,735)	(19,689)	12,299	36,432	53,466	157,793	260,603	345,732	411,253	459,074		
At End of Year																							
Interest on Capital	7.5%	6,183	25,417	35,720	38,766	23,899	12,968	5,831	1,772	625	220	500	2,033	4,432	6,242	7,535	11,834	19,545	25,930	30,889	34,432		
Principal and Interest		0	10,367	34,324	66,533	103,941	143,158	165,129	177,015	177,857	171,787	162,026	156,433	146,182	137,471	129,472	123,256	98,463	73,071	49,232	25,392		
returned to pool																							
Capital Carried Forward		62,724	292,521	421,714	471,924	298,294	219,826	139,706	119,215	108,817	101,945	106,791	138,778	162,912	180,146	190,673	253,453	378,612	444,733	491,974	518,915		
to Next Year																							
																							CUMULATIVE LOANS
																							323
																							CUMULATIVE GRANTS
																							38
																							TOTAL VALUE
																							2,570,400

Table 1 -- Illustrative performance of the Trust over a twenty year period

IV. Pilot Areas: Development Program

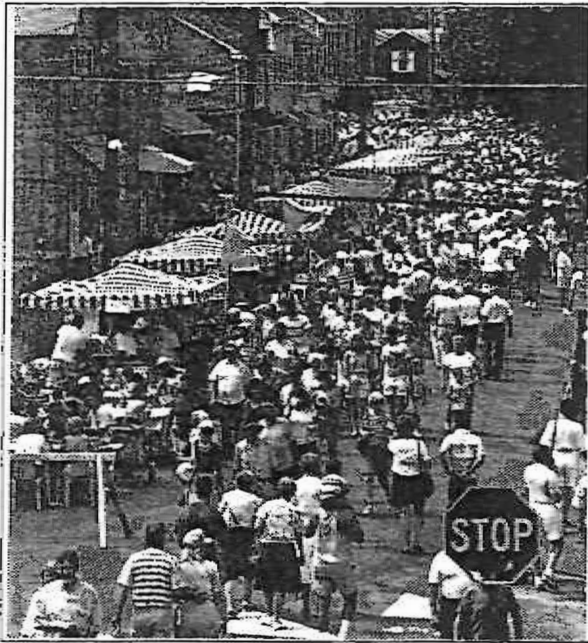


Figure 17 -- The National Folk Festival brings thousands to Cambria City each year to celebrate Johnstown's ethnic heritage.

The Vision of a New Johnstown

This section illustrates the potential long term results of the Heritage Development Program and shows how preservation and redevelopment efforts could be coordinated to build a new vision of Johnstown. The section focuses on Downtown, Cambria City, and Minersville, which have been selected as Pilot Areas for initial development.

The aims of the Plan are:

- o **To develop a new industry in cultural tourism** – which will attract visitors from within and without the region to Johnstown to spend time and money. This will create additional jobs for the area. Tourism activities will of necessity be focused in the areas of greatest historical interest, where the story of Johnstown can be told in a compact area and where interpretive attractions and visitor services are available.
- o **To improve the image and quality of life in Johnstown** – by reclaiming traditional neighborhoods and buildings, supporting local ethnic and cultural organizations, and enhancing resources for the education of local school children. This will not only make Johnstown a better place for

existing residents, but also help to attract and hold new people and new industries to the area.

While the ultimate goal is to achieve these objectives in areas throughout Johnstown, Downtown and Cambria City/Minersville were selected as "pilot areas" where initial efforts would be focused to begin creating the Cultural Facilities Network.

There are several reasons to focus on these areas in the short term. Firstly, by targeting a limited area, projects and programs will have more immediate and visible impact, particularly Downtown. A visible success is more likely to draw others into the process. Secondly, Downtown, Cambria City, and Minersville include many historic buildings and settings with integrity; a number of these resources may be lost unless immediate action is taken. Lastly, these areas are immediately adjacent to the proposed Cambria Iron and Steel National Historical Park, at the Lower Works. Combined, they illustrate most key themes of the Johnstown story within a small area, providing a key resource for cultural tourism. It is intended that the approach for these two areas

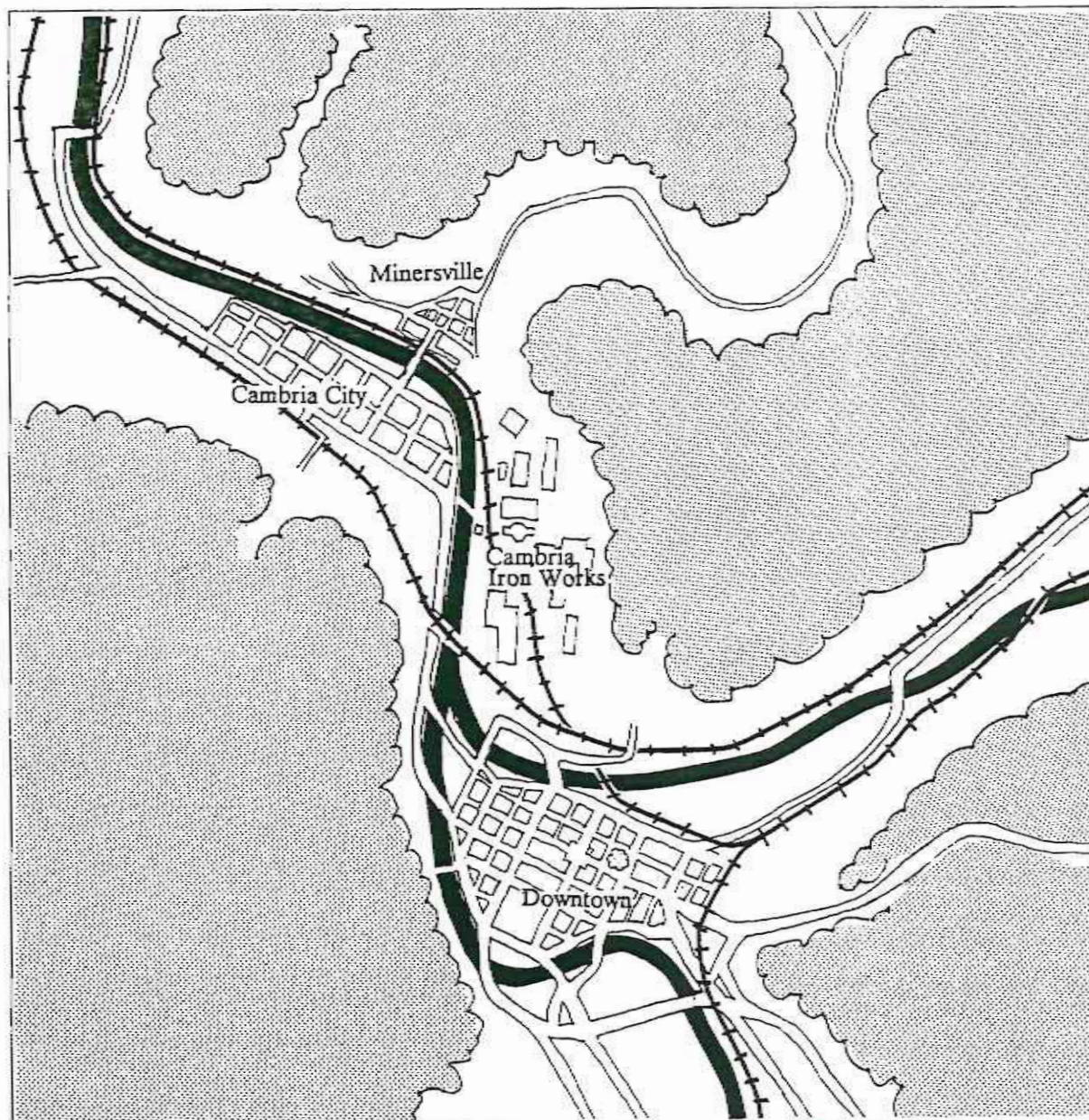


Figure 18 -- Minersville, Cambria City and Downtown were selected as "pilot areas" for more detailed consideration in the Plan. These districts are located on either side of the historic site of the Cambria Iron Works, which has been proposed as the location of a National Historical Park commemorating the steel industry.

will be used in other parts of the city as funding resources grow and the Cultural Facilities Network expands to cover a broader area.

As pilot areas, Downtown, Cambria City, and Minersville have been chosen for more intensive study during the planning process, and presented in this section. The aim is to illustrate the potential long term results of creating the Cultural Facilities Network and to show how preservation and redevelopment efforts could be coordinated to build a new vision of Johnstown. An important part of this vision is to link Downtown, Cambria City, and Minersville with the National Historical Park, to maximize the local benefits of this project when and if it is established. The proposed program for each of the two pilot areas includes:

- o **Heritage zones** -- where the preservation program, including financial incentives and design review, would operate as described in **Section II**. The preservation program would also function in other historic areas, city-wide to encourage individual property owners to maintain and to improve their buildings. This is an important foundation for wider revitalization.
- o **Development proposals** -- for the reuse of key historic buildings and new projects. For each pilot area, a set of coordinated development projects is envisioned to provide anchor attractions for cultural tourism and interpretation, while also serving other needs in the district. For example, projects that provide housing are programmed for both Downtown and Cambria City/Minersville.

- o **Infrastructure improvements** – including links among various places and programs to create the Cultural Facilities Network. Linkage proposals range from active transportation connections, to passive visual and scenic connections that reinforce the overall historic character of the districts.

Not all of the proposals made in this section are new. Included are a number of projects that are now being pursued, or have been proposed by different individuals and groups in the city. Each of these separate efforts could be strengthened by coordinating them within the frame of a Cultural Facilities Network. Plans for the pilot areas demonstrate how a common vision for the future could emerge out of all the ideas and potentials which are now on the table. Not all of the projects illustrated will be achieved in the short run. On the other hand, most of the buildings and infrastructure which make up the vision are already in place. To achieve the vision, these resources need to be cultivated and sensitively developed so that each change, when it does occur, adds to the Cultural Facilities Network.

Cambria City and Minersville

Cambria City and Minersville have played an important role in the Cultural life of Johnstown from the early days of the iron industry in the mid 19th century. Located immediately adjacent to the Cambria Iron Works, these neighborhoods became the reception area for waves of immigrant groups as they came to Johnstown in search of employment and a better life. In the process, each group established its cultural institutions and churches giving the area a powerful ethnic character and unique physical form.

Built on two sides of the Conemaugh River, bounded by hillsides and industry, and dominated by church spires and domes, these two neighborhoods were prototypes of industrial settlement throughout the region. In spite of natural disasters, urban renewal, and the decline of the steel industry, many of the traditional physical and social qualities of Cambria City and Minersville survive intact. Most homes are occupied by long time residents with ethnic roots in the neighborhoods, and the buildings are generally well maintained. Churches are active, providing a touchstone for ethnic congregations now scattered throughout Johnstown. Commercial activities survive, but they have been reduced to a fraction of the once vibrant center which served steelworkers and residents at the mill gates.

In recent years a new sense of cultural purpose has emerged in Cambria City and Minersville.

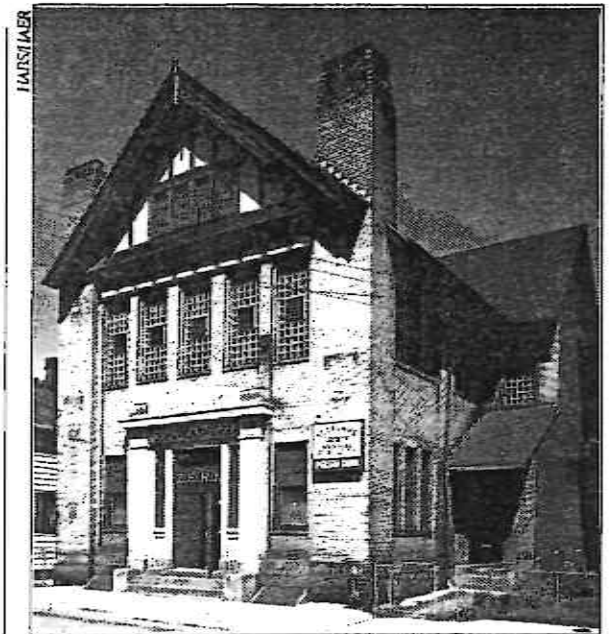


Figure 19 -- Dom Polski, located on Power Street in Cambria City, has played a vital cultural role in the Polish community.

Local pride was rekindled by the Johnstown Flood Centennial Celebration in 1989, which focused attention on the historical significance of neighborhoods. Subsequently, in 1990 and for the next two years, Cambria City is hosting the National Folk Festival, bringing thousands to experience ethnic performances, food, crafts, and the magnificent architecture and setting of these neighborhoods. Recently, buildings were acquired by the Johnstown Area Heritage Association and the Johnstown Concert Ballet to expand their cultural/educational programs in the area. Lastly, if a National Park is established, Cambria City and Minersville will lie at the gates of this facility, as a living monument to steelworkers, their families, and ethnic culture.

Given these circumstances, the Plan envisions Cambria City and Minersville re-emerging as the cultural heart of Johnstown and as a regional center for ethnic folklife, culture, and the arts. If achieved, this vision would offer many benefits:

- o **It would strengthen the heritage of the community** – by providing support and continuity for the rich mix of ethnic traditions, organizations, and buildings which are held dear by local residents.
- o **It would create a place for learning about the life of steelworkers** – and for understanding the importance of ethnicity to the development of American culture. This is particularly important given recent events in Eastern Europe, where most of the local ethnic groups have their roots.
- o **It could rekindle the commercial life of the community** -- through increased visits to the neighborhood, particularly on foot, providing a new market for shops, restaurants and accommodations.

The strategy to develop the cultural potentials of Cambria City and Minersville has three principal physical components:

- o **Preservation and improvement of historic buildings** – by application of the management program in **Section II**. Incentives would be focused on restoring the traditional fabric of shops and homes, and on supporting maintenance and reuse of landmarks in the neighborhoods.
- o **Development of cultural facilities** – to expand the range of opportunities and



Figure 20 -- Modest millworkers' homes, interspersed with churches, make up the historic fabric of Cambria City and Minersville. Shown above: St. George's Serbian Orthodox and adjacent homes on Chestnut Street.

venues for learning, apprenticeship, entertainment, and folklife experiences. The aim is to create a matrix of existing and newly created facilities and institutions that will be perceived and used as an integrated resource, attracting patrons from throughout the Allegheny Ridge while building upon potential visitation to the National Historical Park. Cultural facilities should also be programmed to benefit residents of the neighborhoods, school children, and the people of Johnstown.

- o **Improvement of riverfront settings and linkages** – to improve accessibility among cultural facilities and visual quality in the heart of the neighborhood. Spaces along the Conemaugh River would be improved to provide pedestrian connections to the Cambria Works, places for cultural events, and settings for outdoor interpretation. Other links include street improvements between cultural attractions, landscaping, new pathways and open spaces, and signage.

Preservation and Enhancement

Despite floods in 1936 and 1977, a significant number of late 19th and early 20th century buildings have survived in Cambria City and Minersville. The majority of the buildings in the neighborhoods are simple one and two family houses, many handmade by their original occupants. The houses are two stories in height and designed from a common vocabulary of gabled roof forms, simple details, and clapboard siding typical of ethnic working class neighborhoods. The location of the houses close to the sidewalk on long narrow lots, lends a distinct urban character to the neighborhoods. Traditionally, businesses were located in residential buildings or in taller, flat-roofed commercial structures, concentrated mainly along Broad Street. Many of these have been removed to provide room for parking or for modern, single story stores and offices. Punctuating this fabric are 10 churches with their gothic, byzantine and romanesque forms, and their landmark spires.

The majority of houses are in good repair, although recent exterior improvements to many houses have destroyed the simple details and architectural features that make them unique. Churches and associated buildings are in excellent condition. The edges of the neighborhood, along the river and along Broad Street, have eroded over time and include the largest concentration of vacant lots, deteriorated buildings, and incompatible design.

Preservation objectives and priorities for Cambria City/Minersville are outlined in **Guidelines for**

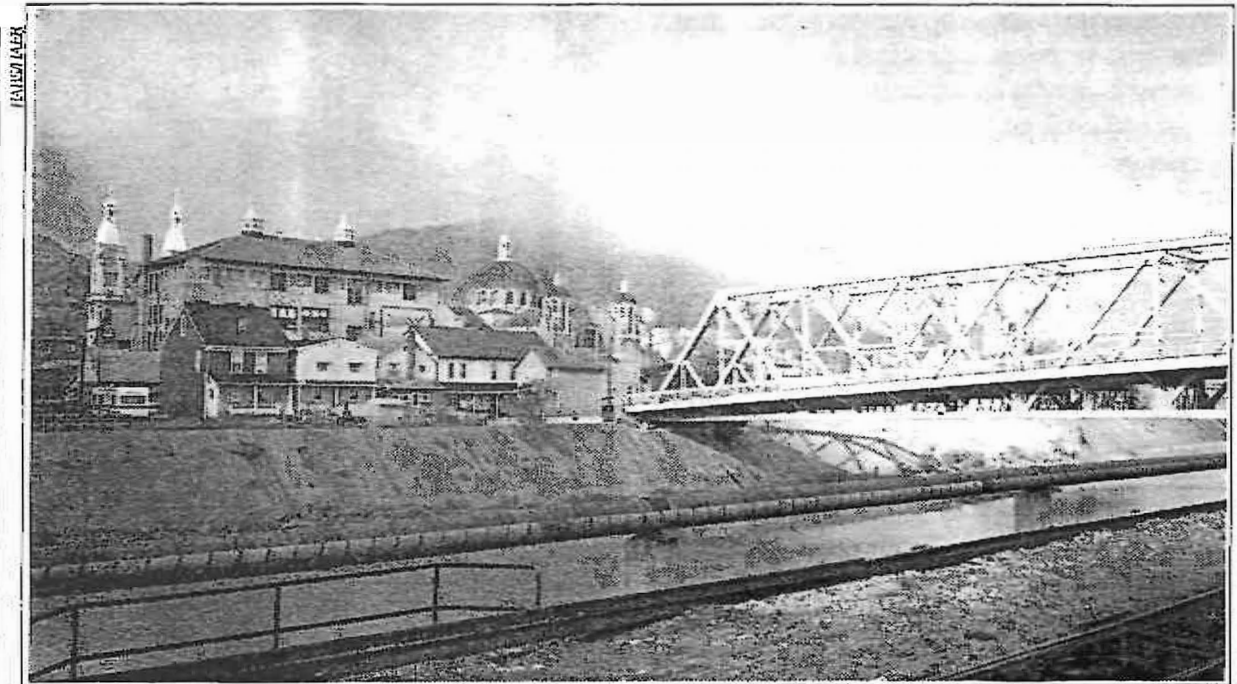


Figure 21 -- The riverfront setting of Cambria City and Minersville is an important element of their historic context. The river also provides a visual and physical link to the Cambria Iron Works.

Preservation and Discovery, an accompanying document to this Plan. Among the guidelines are suggested public improvements as well as general principles for design that is sensitive to the character of the district. The guidelines are not highly specific, deliberately intended to give considerable latitude to individual property owners. Key priorities and principles recommended in the guidelines include:

1. Strengthen the edges and gateways into the neighborhoods;
2. Maintain the traditional pattern of streets, parcels, and blocks;

3. Support sites and places important to the ethnic heritage and cultural life of the community;
4. Upgrade storefronts and restore traditional commercial streets;
5. Improve pedestrian routes and spaces and minimize the impact of traffic;
6. Preserve and create identifiable landmarks;
7. Respect the characteristic building forms of the houses;
8. Embellish building entries and street fronts;
9. Preserve or restore original building details and materials.

The principal vehicle for achieving the guidelines and for preservation and improvement of historic buildings and sites in Cambria City and Minersville will be the management proposal described in **Section II**. Application of the approach to these neighborhoods is described below.

Ethnic Life Heritage District

The district would be established under the auspices of the Johnstown Redevelopment Authority. Proposed boundaries are illustrated in **Figure 23**. The district abuts the Cambria Iron Works National Historic Landmark and includes the neighborhoods of Cambria City and Minersville which have been identified by the State as eligible for the National Register of Historic Places. The nucleus of the district is the Conemaugh River, which binds together an integral setting of industrial, transportation, residential and religious buildings. The entirety is framed by surrounding hills that once provided all of the raw materials crucial to the iron industry. The boundaries of the district will need to be approved by the Authority to be established.

Design review within the Heritage District would be initiated by the proposed Heritage Area Review Panel. The Panel would review exterior changes to existing buildings and new building and public improvements design to ensure that these were compatible with the historic character of the area. As a guide, the panel would use the design objectives as recommended in the Cambria City/Minersville **Guidelines to Preservation and Discovery**, or a similar document adopted by the Panel.

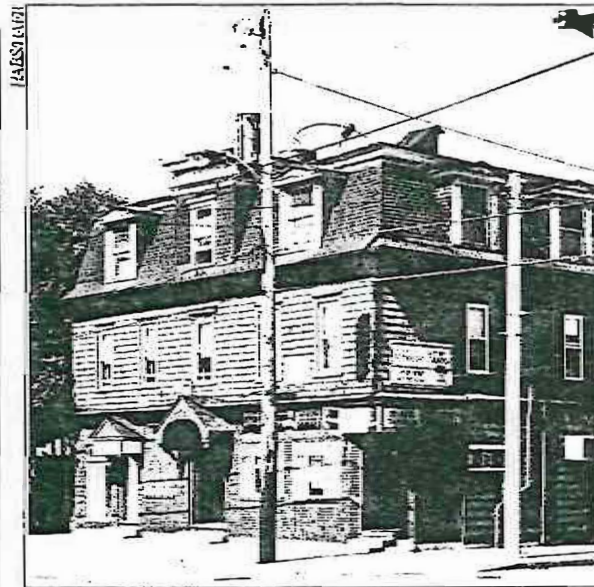


Figure 22 -- Commercial buildings along Broad Street and 4th Ave. are suggested as a priority for incentives. Above: the 5th Ave. Hotel building.

Staff of the Johnstown Area Heritage Association, including design professionals, would be available at no cost to assist property owners in developing designs that meet the guidelines.

Priority Incentives

Incentives would be available to privately owned historic structures within the district for improvements which meet the intent of the Guidelines. Incentives, including grants and low interest loans would be provided by the Heritage Development Trust. Given preservation objectives in Cambria City and Minersville, and what will be a limited amount of funds, it is recommended that the initial priority for incentives be given to facade and storefront improvements to traditional commercial buildings along Broad Street and 4th Avenue, since these buildings



Figure 23 -- Proposed Ethnic Life Heritage District and areas for priority incentives.

form the most visible part of the neighborhood. Assistance will also be available for restoration and improvements to the exteriors of traditional homes and churches, since these structures are also important to the character of the neighborhood. Priority areas and buildings for funding are indicated in **Figure 23**. The types of improvement projects which will be eligible for incentive funds are elaborated in **Section III** which describes policies and procedures for the Heritage Development Trust.

Cultural Facilities Network

In parallel with the preservation program, a series of development projects are envisioned to expand cultural offerings in the neighborhoods. Small interpretive museums would include exhibits that portray life in an ethnic community, and themes relating to steelworkers and their families. These exhibits will complement the interpretive message of the Cambria Iron Works, which relates principally to steel making technology. Folklife support would provide space for public performance, study, and apprenticeship programs oriented primarily to the arts. These facilities could be linked to a permanent folk festival in the neighborhood, which continues after 1992. Community services would provide places for recreation, counseling, and other support for neighborhood residents.

Cambria City already includes a substantial collection of cultural facilities, including ten churches, several parochial schools, and ethnic and religious associations. Although they share the same neighborhood, these institutions have traditionally functioned as private, isolated entities. One aim of the Plan is to bring these existing institutions, together with new ones, into a mutually supportive network of cultural facilities. The network would be physical as well as programmatic, seeking to

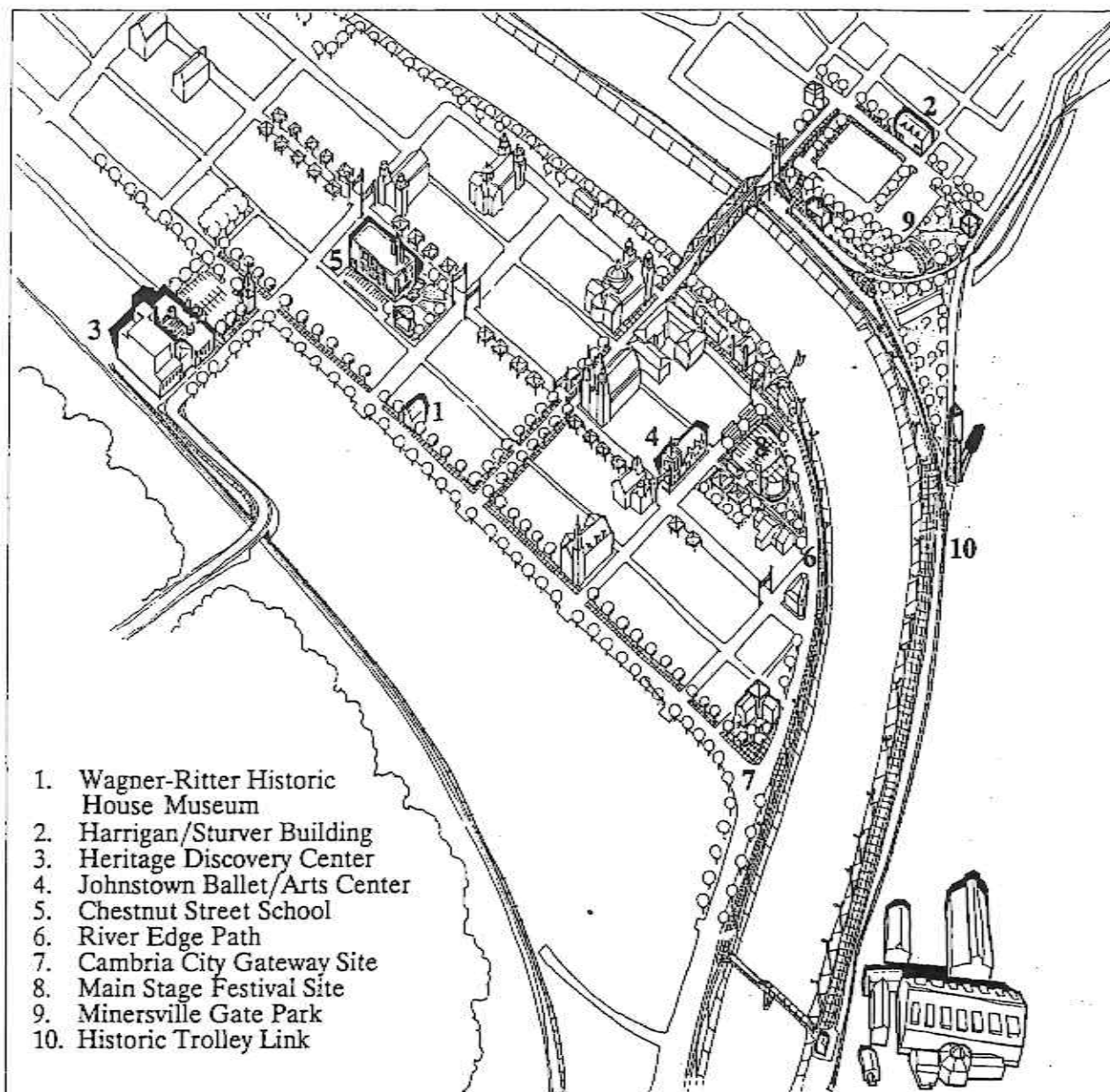


Figure 24 -- Illustrative view of the Cambria City/Minersville Cultural Facilities Network

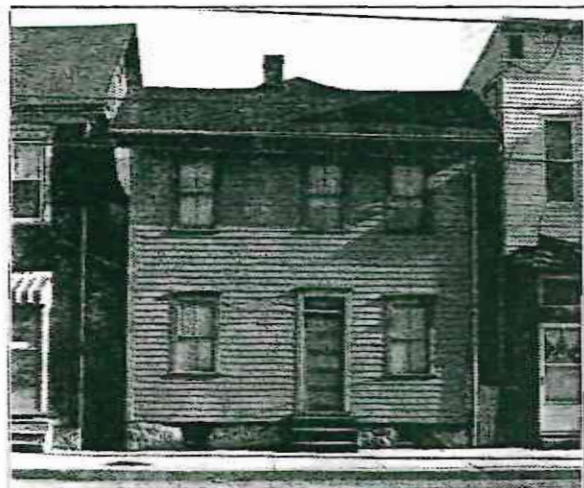


Figure 25 -- Plans for the Wagner/Ritter House call for a new museum depicting the life of a millworker's family.



Figure 26 -- The Harrigan/Sturver Building is a last remnant of the saloons and boarding houses which once clustered around mill gates throughout Johnstown.

coordinate activities, events, marketing efforts, and support for the endeavors of individual members. This would facilitate residents and visitors to share in the rich heritage and multiple ethnic traditions of Cambria City and Minersville. The network may also extend to other ethnic neighborhoods and cultural institutions in Johnstown and throughout the Allegheny Ridge.

New and existing facilities which would be part of the network are illustrated in **Figures 24 and 35** and described below (numbers key to figures). Potential sources of funds and lead agencies for these projects are identified in **Table 2**.

1. Wagner/Ritter Historic House Museum

This is a typical early ironworker's home, located at 418 Broad Street and built in 1865 by George Wagner, who was among the first wave of settlers in Cambria City. The house was occupied by Wagner, his wife, and seven children, and later occupied by two subsequent generations of the Wagner/Ritter family. Wagner constructed the building on a simple rectangular plan (22' x 28'), with solid wood walls and partitions, horizontal siding, and a side-gabled roof, all typical of the recurring building pattern found throughout the neighborhood. Remarkably, the house still retains many of its original architectural details and furnishings.

The building was donated by the Ritter family in 1990 by the Johnstown Area Heritage Association (JAHA). JAHA is currently seeking funds to completely restore the structure and its grounds as a museum documenting the life of the Wagner family during the early years of Cambria City. Included would be exhibits and educational pro-

grams targeted to public visits and to complement the interpretive function of the proposed Cambria Iron and Steel National Historic Park. JAHA will maintain and operate the property.

2. Harrigan/Sturver Building

This project would interpret the commercial and social life of an ethnic neighborhood, serving as a complement to the Wagner/Ritter House Museum. Built in 1903, the Harrigan/Sturver Building is a traditional three story brick structure designed with commercial space on the ground floor and living space above. It is located at the intersection of Iron Street and Honan Avenue, near the Minersville Gate of the Cambria Iron Works. For over a century, the buildings along Main (now Iron) Street, catered to the needs of steelworkers and miners who passed by the hundreds on their daily ritual walking to and from work. Saloons were typically located on the ground floors of these structures with single room boarding accommodations provided upstairs. Once found throughout the city, these mill gate districts have now all but vanished with changes in the steel industry. The Harrigan/Sturver Building is the last remnant of these commercial and residential buildings from the livelier days of Minersville.

Redevelopment of the building would occur in the context of a larger project, illustrated in **Figure 34**, associated with the National Historical Park. Assuming the Park is established, the Minersville Gate is envisioned as a key pedestrian entrance and exit for people wishing to experience Cambria City and Minersville in the context of their visit to the Cambria Works.

Pedestrian and Park transportation would pick up and deliver visitors to this point for the start of a discovery tour of the neighborhoods. The area outside of the gate, down to the riverfront, would be improved as a public park and festival site dedicated to the "walk to work". Overlooking this setting, the Harrigan/Sturver building will be ideally located to once again capitalize on traffic to and from the mill.

Paralleling its heritage, the development program for the building would include a bar on the ground floor, restored with a period interior, and a bed and breakfast above, catering to Park visitors. Both establishments would be operated as they were at the turn of the century with authentic rooms, furniture, and staff in period costumes. The concept would return the building to productive economic use, while providing a living interpretation of an important element of the steelworkers' daily life.

Now vacant and in disrepair, the Harrigan/Sturver building retains many of its original details including windows and store fronts. Ideally, the project would be developed as a private venture. However, restoration of the structure would only be feasible with public assistance from sources such as the Johnstown Heritage Trust, the Heritage Park Program, and the National Park Service.

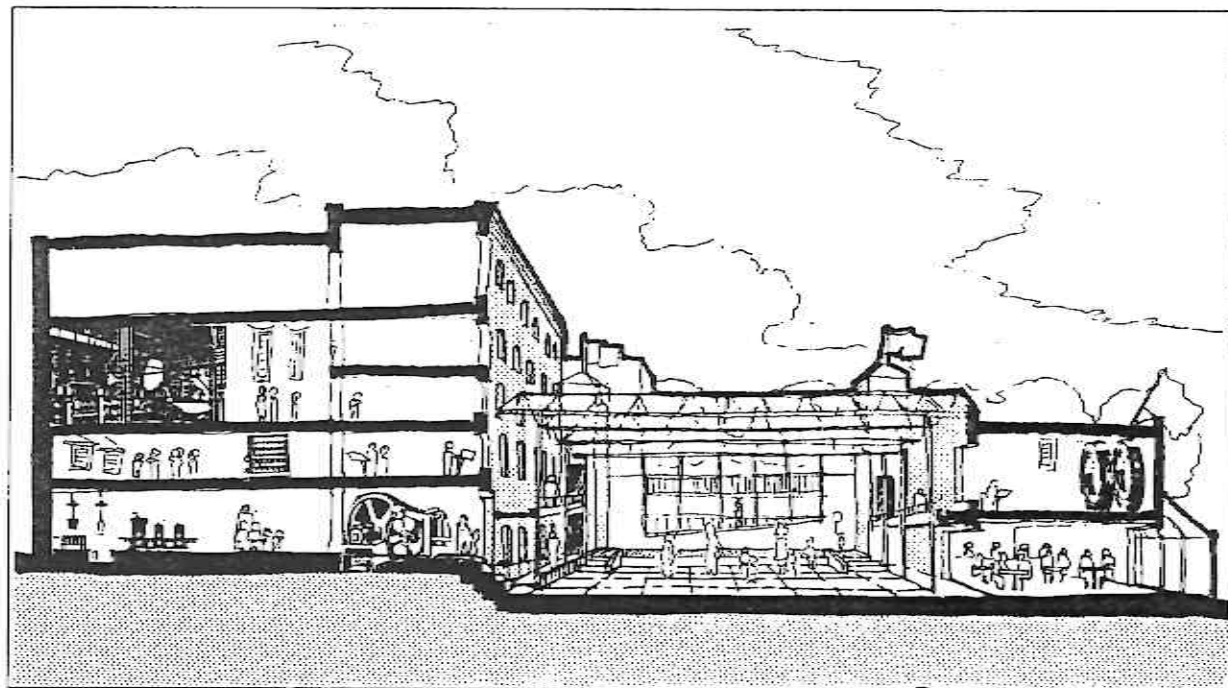


Figure 27 -- Reuse plans for the Germania Brewery (Morris Paper Co.) building include a new Heritage Discovery Center accommodating childrens exhibits, facilities for performing arts, and educational activities.

3. Heritage Discovery Center

This project would redevelop the former Germania Brewery complex, located on Sixth Street, for educational and cultural uses. It was the subject of a "demonstration project study", undertaken as part of the planning process. The study is presented in its entirety in **Appendix A** to this report and summarized below.

Now vacant, the 50,000 SF complex was most recently occupied as a warehouse by the Morris Paper Company. It consists of several interconnected brick buildings and additions organized around a central court. These are the last surviving 19th century structures west of Broad Street,

and an important historic landmark. The owner of the property would like to see it developed for community and cultural uses oriented to children, and would be willing to offer the building at an "attractive" cost to an institution that will undertake such a project. In response to this initiative, a proposal has been prepared to redevelop the brewery to accommodate expanded programs of the Johnstown Area Heritage Association and the Community Arts Center of Cambria County. **Figures 27 and 28** illustrate the preliminary program for this venture including:

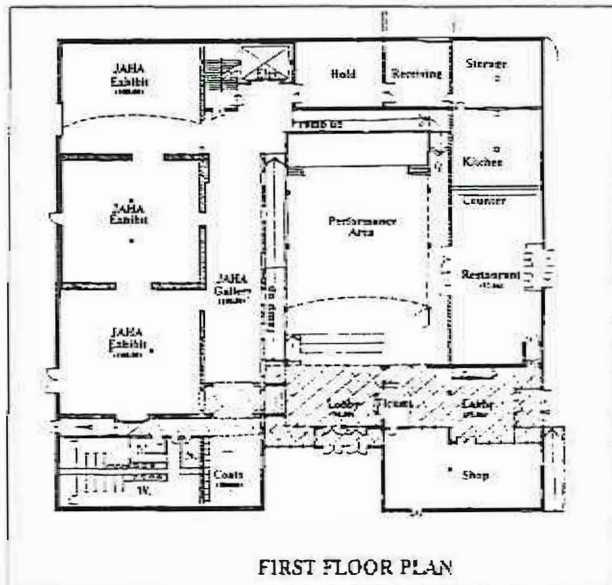


Figure 28 -- Ground level activities would surround a performance area courtyard at the core of the building.

- o **Children's Museum** (28,000 SF) -- would offer museum exhibits and education experiences on the themes of industrial heritage, culture, and development, targeted to a range of age groups, from children to adults. Included would be children's hands-on activities, a permanent doll collection, gallery space for permanent installations and temporary exhibits, industrial artifacts, and other components programmed by the Johnstown Area Heritage Association. The center would occupy multiple floors due to the layout of the building.
- o **Performance space** (6,000 SF) -- with seating for approximately 300 people, would be created by enclosing the existing courtyard with a translucent roof. The space would allow easy physical as well as visual connections

among all parts of the complex. To be managed by the Community Arts Center, the program for this space would focus on the continuing tradition of ethnic folk music, dance, theatre and the performing arts, particularly oriented to children.

- o **JAHA Heritage Center** (18,000 SF) -- would include offices of the Association, archival storage, conservation labs, photography studios, workshops, and classroom space for instruction in heritage conservation for groups ranging from school children to professionals.
- o **Fast food restaurant** (3,000 SF) -- serving both visitors to the Center and the public at large. The restaurant would be located within the body of the building and provide a continuing source of income. However, it will need to be located at the most visible and accessible portion of the building, towards Broad Street.

Development of the Discovery Center would be a major undertaking, requiring approximately \$5 million in capital improvements. Funds for the project would need to be privately raised by the Community Arts Center and the Johnstown Area Heritage Association, and supplemented by major contributions from AIHP and the Commonwealth, through the State Heritage Park Program or the Pennsylvania Heritage and Museum Commission. Nevertheless, if successfully developed, the Discover Center could be a prototype facility, dedicated to passing on the heritage of industrial culture to a new generation. It would also be a major attraction, drawing school groups and families from throughout

the region to Johnstown and the cultural facilities network. Plans for the Center are preliminary, and have not been accepted by either JAHA or the Community Arts Center. Further study will be required to determine the organizational and financial feasibility of the proposal.

4. Johnstown Ballet/Arts Center

This project will renovate the Goener Brewery as a new home for Johnstown Concert Ballet. The two story, 4,600 SF masonry structure is one of the last remnants of the many breweries that once dotted Cambria City and Minersville at the turn of the century. The Germania Brewery, discussed above, is the other surviving structure of this lineage. The building is strategically located at the corner of Chestnut Street and 3rd Avenue, directly across from the "festival site", the setting for principle performances during the National Folk Festival, which will continue for two more years. Permanent improvement of this site is proposed as part of the Cultural Facilities Network, and is illustrated in **Figure 31**. Improvements would include landscaping, parking, and facilities allowing joint use of the property for ethnic festivals and outdoor performances, including ballet, beyond 1992.

The Goener building was recently purchased by the Johnstown Concert Ballet, with the intention of developing a program including:

- o **Dance studio** -- for rehearsal, workshops, and performances by the Johnstown Concert Ballet. Ethnic dance workshops would also be held here.

- o **Ethnic Arts Center** – would provide space for exhibits, costume displays, and information regarding ethnic dance groups from Cambria City, Minersville, and elsewhere in the region.
- o **Offices and classroom space** – would be provided to house administration and the educational program of the Ballet including language classes, data collection, lectures and folk art demonstrations.

The Johnstown Concert Ballet Association is a non-profit organization. The Ballet has begun efforts to secure funding for improvements to the building and will require some public assistance to achieve its goals.

5. Chestnut Street School

This building was purchased by the Johnstown Housing Authority to house its administrative offices. The project is now on hold and the building remains vacant, an eyesore in the heart of Cambria City. During the summer of 1990, open areas of the site were used as a performance space during the National Folk Festival, calling attention to the problems and potentials of this property. Constructed in 1894, the school is a handsome 25,000 SF structure on three floors, including a basement one-half level below grade, where the gymnasium, school cafeteria, and miscellaneous spaces are located. The school is basically in good condition, including its interior, although new systems are needed.

If the Housing Authority proceeds with its plans, the upper two classroom floors of the building will be renovated for office space to accommo-

date a staff of forty; all mechanical systems will be replaced. The exterior will be cleaned and renovated to reduce the size of existing windows in a manner compatible with the character of the building. Architectural details including the monumental front stairs and entrance would be maintained. The site will be repaved to provide 40 to 50 parking spaces.

While the above program would preserve the character of the school building, it would introduce a use and additional cars which may not be helpful to preserving the integrity of the neighborhood. Should the Housing Authority decide not pursue its plans, the following alternate program is recommended:

- o **Congregate housing for elders** would be developed in the upper floors of the building. This type of housing encourages independent living, by providing varying levels of support. It would allow aging residents of Cambria City and Minersville to remain in their neighborhood, providing an alternative to nursing home care, which is expensive and often inappropriate. The housing would be accessed via an entry on Chestnut Street. Approximately 20 congregate units could be accommodated on two floors of the building. Typical congregate units include a private suite with bedroom, sitting room, and bath. Groups of 4-6 units share a kitchen, dining and living space. Meals are also available in a common dining room open to all residents.

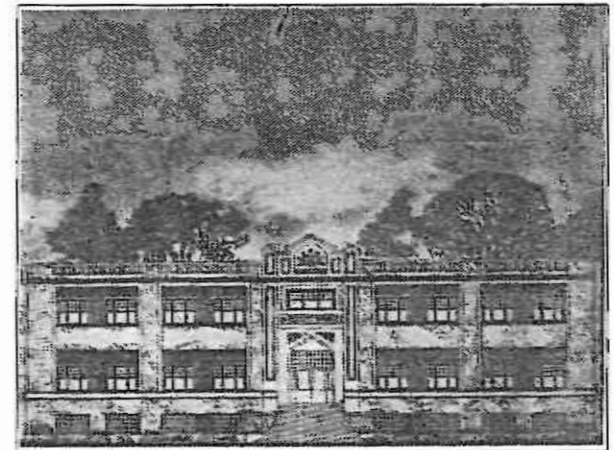


Figure 29 -- The Chestnut Street School is currently owned by the Johnstown Housing Authority.

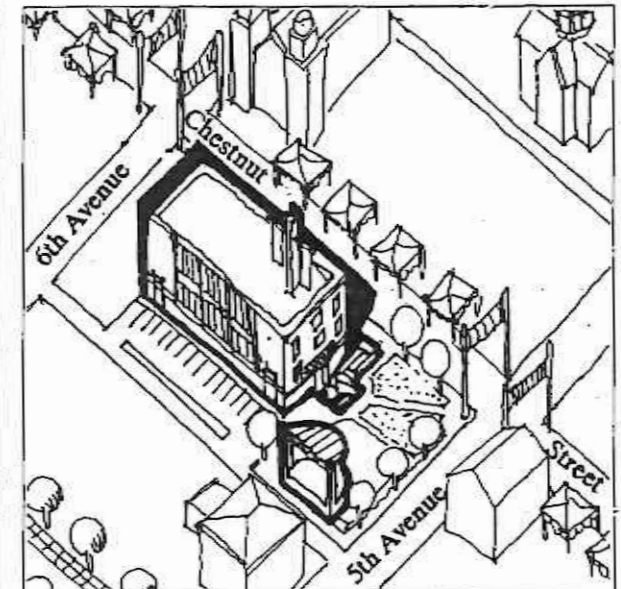


Figure 30 -- The Plan recommends that the Chestnut Street School be renovated for congregate housing for elders, with a community center in the lower level, and a neighborhood green space on the site.

- o **Cambria Community Center** would be located in the basement of the building, accessed from its own entry on the 5th Avenue side of the building. The Center would serve all age groups with space for child care, elder services, community meetings, educational workshops, etc., as well as storage space for food booths and other festival paraphernalia. The gymnasium would be retained for peewee basketball and other recreation.
- o The site would include a **permanently landscaped open space** on the southern third of the property for use by residents of the building and Cambria City residents. The space would be designed to support outdoor performances and festival uses. Parking for approximately 20 cars would be developed to the rear of the building.

Implementation of the project would involve the cooperation of the Housing Authority as well as the participation of a non-profit sponsor eligible for Section 202 funds. The Altoona-Johnstown Catholic Diocese, which has developed elder housing under the 202 program, would be an excellent sponsor for this project, particularly given its strong ties to the heritage of the neighborhood. Donation of the building by the Housing Authority would enhance the feasibility of the project may provide an incentive to get the Diocese involved.

The Riverfront Infrastructure

The Conemaugh River is the visual centerpiece of Cambria City and Minersville, yet due to severe flooding and efforts at control, both neighborhoods have effectively turned their backs on the river. Nevertheless, the river provides unique opportunities to enhance the setting of the neighborhoods, to create new spaces and pathways for residents and visitors, and to create a stronger link between Cambria City, Minersville, and a potential National Historical Park at the Lower Works.

The floodwalls and concrete embankments which line the river are under the control of the U.S. Army Corps of Engineers, who are responsible for their upkeep and maintenance. The Corps has recently initiated survey and planning work for improvements to the flood protection system along the Conemaugh and Little Conemaugh Rivers and Stony Creek. Ultimately, a rehabilitation project is anticipated at a cost estimated to range between \$40 and \$100 million. The Corps will consider improvements to non-federally owned buildings and sites which are in the project area or which impact the flood protection system. Careful design coordination with the Corps is needed to maximize the benefits of this project. For example, flood protection may be conceived so as to reduce its negative visual impacts on the surrounding environment, or to incorporate amenities such as public riverfront walkways. Depending upon the results of its investigations, the Corps may also be in a po-



Figure 31 -- Flood protection improvements could create new river pathways and open spaces.

sition to assist improvement of some public spaces and infrastructure adjacent to the river.

Key opportunities to develop the public infrastructure of spaces and linkages along the river are summarized below and illustrated in **Figure 24 and 35**; numbers key to the projects. Potential sources of funds and lead agencies are identified in **Table 2**. The projects are conceived as an extension of the cultural facilities network, tying together key sites and attractions; providing settings for events and activities, outdoor interpretation, and neighborhood use; and enhancing the image and quality of life in Cambria City and Minersville.

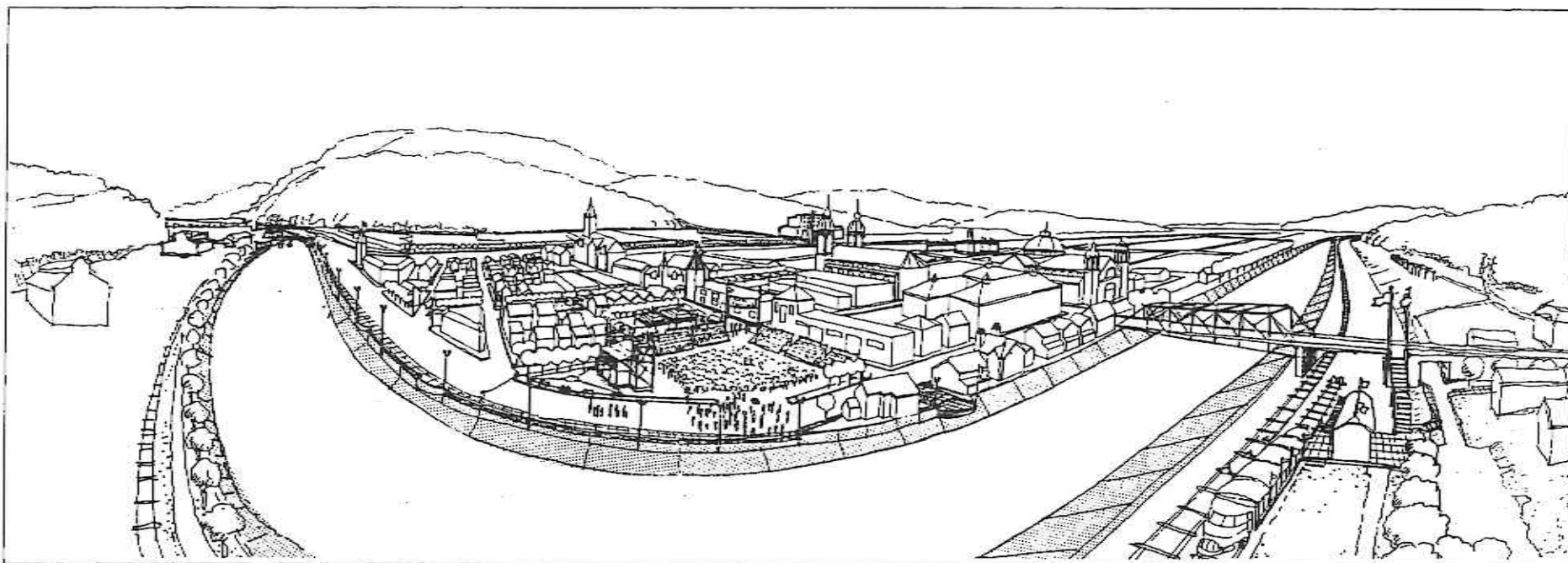


Figure 32 -- The Conemaugh River lies at the heart of Cambria City and Minersville and could play a significant role in improving these two neighborhoods. Proposed improvements include new riverfront pathways, parks, landscaping and viewpoints.

6. River Edge Path

Wherever possible within the heritage district, efforts would be made to develop public walkways along the river's edge. Ideally, these would be incorporated into the redesign of the flood protection system in the area and would include railings, lighting, street trees and benches. In selected areas, river lookouts and access down to the river might be developed to allow closer visual and physical contact with the water. The most critical need for such improvement is the segment along Power Street and Roosevelt Boulevard, between 3rd Street and the Lower Works pedestrian bridge. This area offers a magnificent

view of the historic Cambria Iron Works and it could become a key link in pedestrian movement to and from the proposed National Historical Park. Currently, the flood wall is in poor condition, there are no sidewalks along the river, and no separation between pedestrians and fast moving traffic on Power Street. Creation of a river edge path system, with modest landscaping, would be a simple and effective means of mitigating the necessary but harsh character of the floodwalls.

7. Cambria City Gateway Site

This is a pivotal location at the entrance to Cambria City between Broad and Power Streets. Currently the site is vacant and marked by an

abandoned gas station, casting a negative image over the entire community. This may be contrasted to the other end of the neighborhood on Broad Street, where St. Columba's church provides a strong gateway. In the long run, redevelopment of this property for housing or commercial uses would be desirable. In the short term, it should be acquired by the public, cleared, and improved with landscape and planting as an extension of the river edge path system. Implementation of the project would require action by the Redevelopment Authority and support from the Corps of Engineers.

8. Main Stage Festival Site

This half acre site, located along Power Street at 3rd Ave., is the largest open space in Cambria City.

8. Main Stage Festival Site

This half acre site, located along Power Street at 3rd Ave., is the largest open space in Cambria City. It has played an important role in the National Folk Festival as the location for major performances, attracting hundreds of spectators. With dynamic views of the Cambria Iron Works and the Conemaugh River, surrounded by historic workers houses and fronted by the old Goener Brewery building, this site is one of the richest settings in the city. Currently, the surface is in poor condition, covered with cracked paving, loose gravel and broken sidewalks.

Proposed improvements to the site are illustrated in **Figure 34**. The majority of the property would be paved to provide 40 parking spaces for use by surrounding businesses. The lot would be landscaped at the edges, with 6000 SF of the parcel developed as a small vest pocket park overlooking the river and the Cambria Works. Included in the project would be a permanent outdoor performance pavilion, and the site could continue to be jointly used for cultural events. The Johnstown Concert Ballet has acquired the Goener Brewery with the intention of rehabilitating it for dance studios and an ethnic arts center, as described above. In addition to providing a permanent cultural anchor at the site, the Ballet could potentially be responsible for programming the pavilion with events and activities throughout the summer.

Development of the festival site would require acquisition of the property by the Johnstown Redevelopment Authority or the City and support for improvements from the Corps of Engineers.



Figure 33 -- Festival site stage in use during the National Folk Festival celebration.

9. Minersville Gate Park

The park will tie together several projects proposed for the Gate area, including renovation of the Harrigan/Sturver Building and the terminus of the park trolley transportation system. Located on the riverfront, between Connely Avenue, Iron Street and the tracks, the 1.5 acre park will also provide needed recreational green space for the use of nearby residents. As illustrated in **Figure 34**, the park is envisioned as a grassy open space, designed to include a picnic area and lawn seating for performances and cultural events, expanding the repertoire of potential festival sites into Minersville. Other features located within or associated with the park would include:

- o **The Minersville Gate** -- will provide pedestrian and service access to and from the Cambria Iron and Steel National Historical Park. The main visitor entrance would occur through the Train Station near downtown and visitors arriving by car should be directed to that location. This will avoid negative impacts of traffic on Cambria City and Minersville. It will also enhance the pedestrian orientation of the Minersville Gate, recalling the time when thousands passed through this point to and from their daily work in the mills. As part of their interpretive experience, visitors to the Cambria Works may be encouraged to visit cultural and interpretive sites in the neighborhoods via the Minersville Gate. The Gatehouse and its grounds would be restored to their appearance at the height of mill operation.
- o **The "Walk to Work"** -- interpretive trail is suggested as a pedestrian connection between the Minersville Gate and the heart of the Cambria Works, a distance of approximately one third mile. The trail would extend along the Conemaugh River edge, include special paving and seating, and be dedicated to the thousands of steelworkers who traversed this route virtually every day of their lives. Along the route, outdoor exhibits would document the daily rituals of a workingman's life, focusing on morning activities on the way approaching the mill and evening activities on the way back. At the Gatehouse visitors would sign out

before proceeding to the Harrigan/Sturver building with its saloon and boarding house.

Development of the Minersville Gate Park would be the responsibility of the National Park Service, with assistance from the Corps of Engineers.

10. Historic Trolley Link

In order to link various sites within the proposed National Historical Park to the larger environment of Johnstown, a Park rail transportation system is proposed. This system would take advantage of existing, underutilized tracks which extend from Minersville through the Lower Works, across the Little Conemaugh to the Gautier Works near the heart of downtown. Passengers would move in trolley cars of the type which operated in Johnstown during the height of the steelmaking era; this would require electrification of the route. Extending from Minersville, stops would include the historic heart of the Cambria Works with its theme exhibits on steel Technology, Blast Furnace 5 where the Land story would be told; the Train Station Visitor Center; the Penn Traffic Building providing access to the Johnstown Flood Museum; Washington Street at Gautier; with a terminus at the Glosser building in the heart of Downtown. This route would require a new, one block segment between the Gautier Works and the Glosser Building.

The transportation system would be developed and owned by the National Park Service as a capital project integral to the program of Cambria Iron and Steel National Historical Park. However, the system might be operated by the Cambria County Transit Authority.

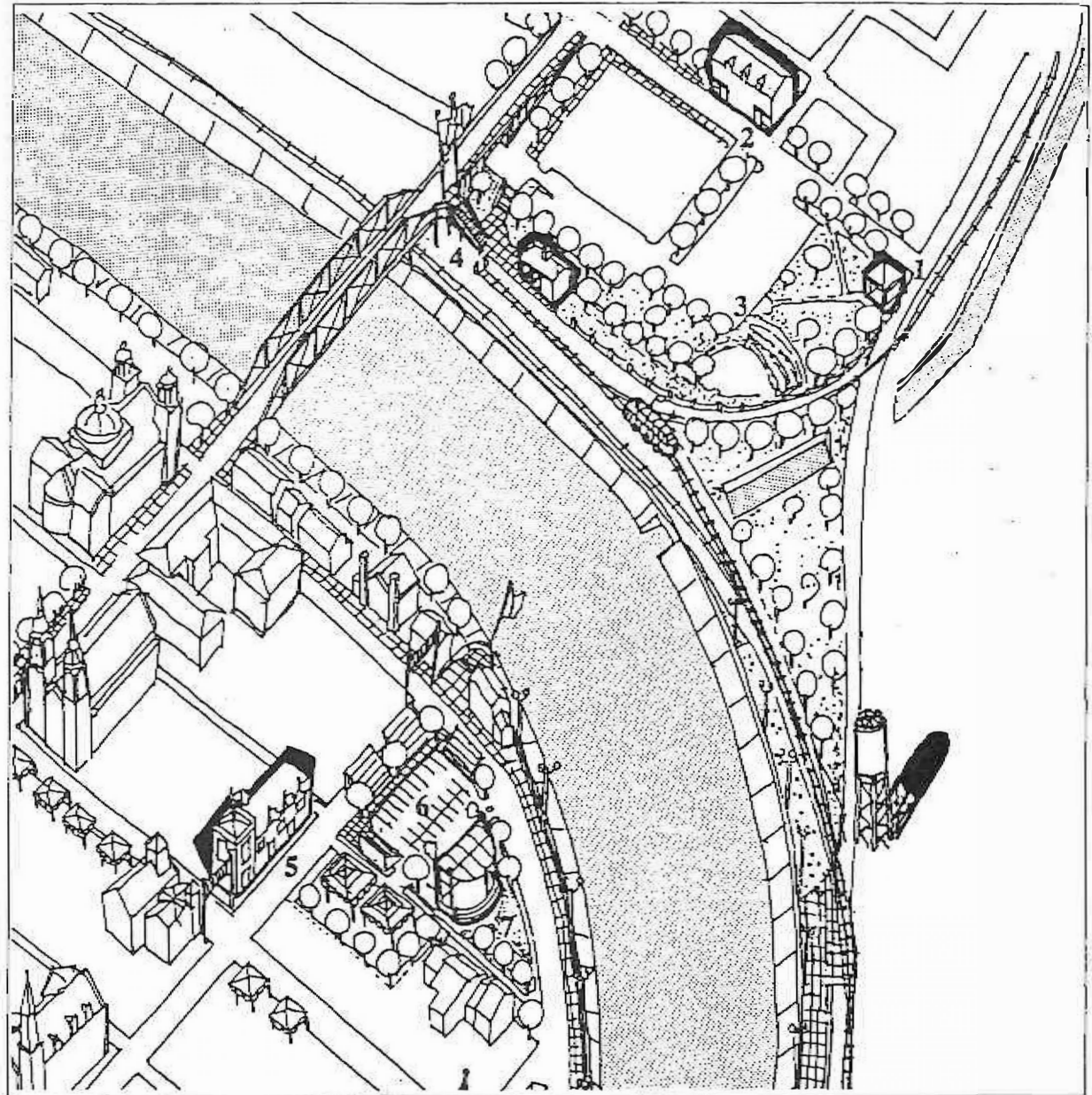


Figure 34 -- New neighborhood spaces at the Minersville Gate and the Main Stage Festival site. 1) Minersville Gate to the Lower Works; 2) Harrigan/Sturver House; 3) Minersville Gate Park; 4) trolley stop; 5) Johnstown Ballet/Arts Center; 6) parking and festival site; 7) permanent stage and vest pocket green space.

Project Support

Table 2 summarizes potential contributors to funding and implementation of the projects identified in this section. In general, all of the projects have either been initiated or are being considered by others or represent projects which are likely to qualify for funds under existing sources. (Note: **Table 2** is illustrative only, and no commitments have been made by the agencies listed.)

Key potential contributors to the development of the Cultural Facilities Network, and their roles are summarized below:

- o **Heritage Development Trust** -- proposed in **Section 3** of the Plan, would provide a base level of assistance for exterior improvements on all privately initiated development projects. Assistance would be in the form of below market rate interest loans under the rehab and commercial facade programs.
- o **AIHP** -- grants through the Southwestern Pennsylvania Commission, are targeted for projects which would reclaim historic buildings, and which include strong interpretive and folklife components. The projects would attract visitors and educate the public on regional AIHP themes.
- o **Cambria Iron and Steel National Historical Park** -- if established, would target projects physically and programmatically to the Park. Examples include, the Harrigan/Sturver building and Minersville Gate Park, located at the entry to the National Park.

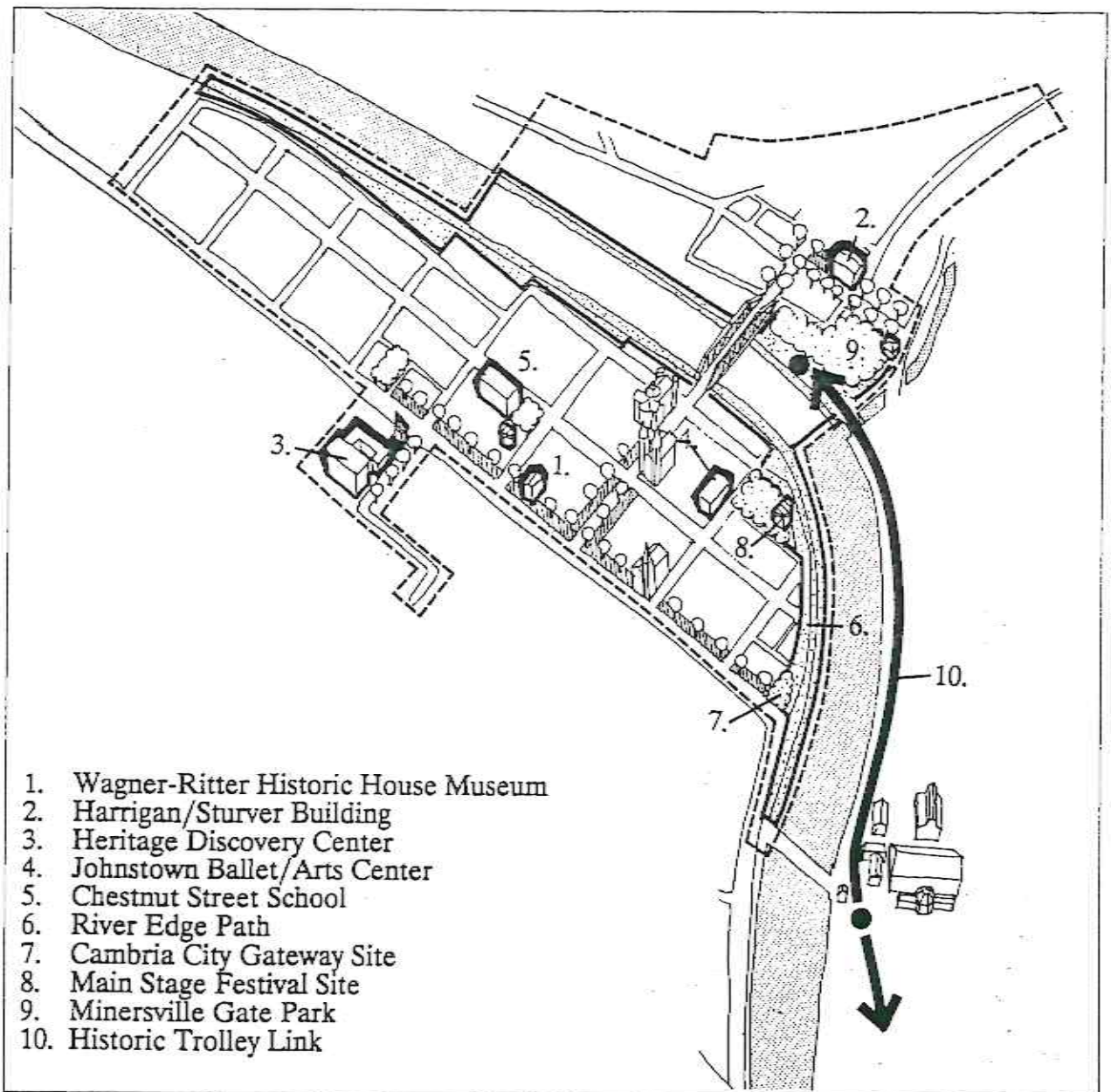


Figure 35 -- Proposed projects making up the Cultural Facilities Network in Cambria City and Minersville. Numbers key to Table 2 and to the text.

Cambria City/Minersville		Commercial Facade Loan	Residential Improvement Loan	Special Purpose Rehabilitation	AIHP Capital Grant (SWPMPC)	Cambria Iron & Steel NHP	State Heritage Park Program	RIRA/LWCF*	Johnstown Redevelopment Auth.	City Community & Economic Dev.	Cambria Cty Hsg Auth./DCA Hsg	Cambria Cty Transit Auth.	U.S. Corps of Engineers	Federal Hsg (HUD 202)	Private
● Major Funding ○ Participation															
Private/Public Development Projects															
1. Wagner/Ritter House Museum			○	○	●	○	○								●
2. Harrigan/Sturver Building		○		○	○	●	○								●
3. Heritage Discovery Center				○	●	○	●	○							●
4. Johnstown Ballet/Arts Center				○	○		○								●
5. Chestnut Street School				○			●	○		○	●			●	●
Public Infrastructure Improvements															
6. River Edge Path							●	●	○				●		
7. Cambria City Gateway Site									○				●		
8. Main Stage Festival Site							●	●	○	○			●		
9. Minersville Gate Park						●	●	●	○	○			●		
10. Historic Trolley Link						●						○			
		Heritage Development Trust	Public Participants												Private

* State Rec. Improvement and Rehab. Act/
Federal Land and Water Program

- **State Heritage Park Program** -- is programmed to assist those projects which include space for economic and business development along with educational features. Assistance would also be provided to develop neighborhood open spaces and linkages.
- **RIRA/LWCF** -- state and federal recreation programs would support site improvements for public/private development projects, as well as improvements to public infrastructure.
- **City and County Agencies** -- are programmed to assist projects in their areas of operation and expertise. The Redevelopment Authority, for example, may serve as a vehicle to acquire and develop sites for public spaces and paths, using funds provided by others. The Housing Authority has a special role to play in redeveloping the Chestnut Street School, which it owns. If used for elderly congregate housing, the school project may qualify for state DCA and federal Section 202 Assistance. Lastly, it has been suggested that the Cambria County Transit Authority might operate the National Park trolley link, providing local transportation.
- **U.S. Corps of Engineers** -- would, at a minimum, be lobbied to consider making improvements to public sites and pedestrian walkways located on, or adjacent to, the flood control structures in the neighborhood. Work may be accomplished as part of the renovation project now being scoped by the Corps. Creation of a River Edge Path along the flood walls should receive top priority.

Table 2 --Potential roles of key players in developing the Cultural Facilities Network in Cambria City and Minersville.

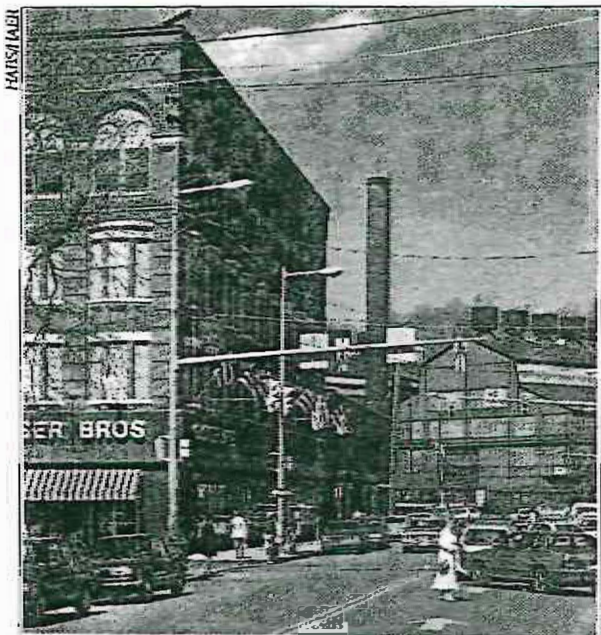


Figure 36 -- Downtown Johnstown is a blend of significant industrial structures, historic commercial and institutional buildings, and contemporary office and residential projects

Downtown Johnstown

Downtown Johnstown has changed dramatically over the past 15 years. Where it was once the retail center of its region, with two major department stores, regional shopping has now largely been displaced to the suburbs. Downtown has emerged as a center for government, hospital, banking and other services and industry, which draw over 7000 people a day into the district. It is also home to a growing elder population, who live in recently developed high rise complexes on the west side of town, close to stores, services and amenities. Retail and restaurant activities remain Downtown, catering principally to office workers and local residents.

Although office and residential uses may continue to develop in the future, *The Third Century* report defined a unique opportunity to develop a new attraction downtown based upon the story and the heritage of Johnstown. The goal is to make Downtown the key focus location for an emerging regional industry in cultural tourism, drawing people and investment which will create new jobs and income for the entire community. The principal resource for this industry Downtown are its many surviving historic buildings and places which together preserve the story of Johnstown and create a high quality setting and ambiance for visitors which could never be reproduced in the suburbs.

The strategy to develop cultural tourism downtown has three major physical components. These include:

- o **Preservation and improvement of historic buildings and settings** -- by application of the management program described in the preceding section. The unique historic character of Downtown needs to be cultivated through a program of public and private investments.
- o **Development of anchor attractions and amenities** -- to maintain the attractiveness of downtown and to take the place of more traditional anchors, such as Glosser's. The aim is to create new reasons for people to come Downtown, which would provide additional support for shops and restaurants, and create increased demand for hotels and visitor services. Attractions should relate to the heritage of Johnstown, while helping to define a new image for Downtown as a unique destination in the region.
- o **Creation of a strong linkage to a National Park at the Lower Works** -- when and if it is established. Downtown needs to be seen as a part of the Park experience with convenient access. Effective linkages need to be created, which are attractions in themselves.

Added to the above must be a strategy for promotion and marketing of Downtown which would be a key function of a Main Street Manager, which was recommended earlier, and specifics of which are beyond the scope of this project.

ervation and hancement

Despite the changes to Downtown, and losses in the flood of 1977, a very large number of late 19th and early 20th century buildings still remain in the area, particularly in the vicinity of Central Park which retains its turn-of-the-century scale and character. Typically, shops and restaurants occupy the first floor of the 3-4 story structures, catering to office workers and downtown residents. Some upper floors are used for offices, but many are vacant. A small number of older structures, mainly on the periphery of the area, are completely empty, in poor physical condition, and candidates for demolition.

Preservation objectives and priorities for Downtown are outlined in the **Guidelines for Preservation and Discovery**, an accompanying document to this Plan. The guidelines cover a broad spectrum of design issues which begin with suggestions for public improvements to the area and end with smaller-scale concerns which would affect individual property and shop owners. The guidelines are not highly specific, deliberately intended to give considerable latitude to individual property owners. At the same time, however, they communicate important elements to be considered in order to build upon and enhance the unique character of the district.

Key priorities and principles recommended in the guidelines include:

1. **Preserve the integrity of buildings and places which illustrate the story of Johnstown;**
2. **Enhance the gateways and routes into downtown to make them attractive;**
3. **Maintain continuous store fronts on both sides of the street;**
4. **Support residential uses, particularly in upper floors;**
5. **Maintain views to landmark structures such as city hall;**
6. **Don't cover up or remove architectural details on building facades;**
7. **Restore storefronts to their original appearance;**
8. **Put signs in their proper place.**

The principal vehicle for achieving the guidelines and for preservation and improvement of historic Downtown buildings and spaces will be the management proposal described in the preceding section. Application of the approach to Downtown would include establishing two different Heritage Districts, and identifying priorities for incentive funding.

Downtown Heritage District

The district would be established under the auspices of the Johnstown Redevelopment Authority. Proposed boundaries are illustrated in **Figure 37**. The District has as its nucleus the buildings and spaces identified by the State as eligible for the National Register, however the district has been expanded down Washington Street to include the Flood Museum and the former Cambria Iron Works Administration Building, both significant

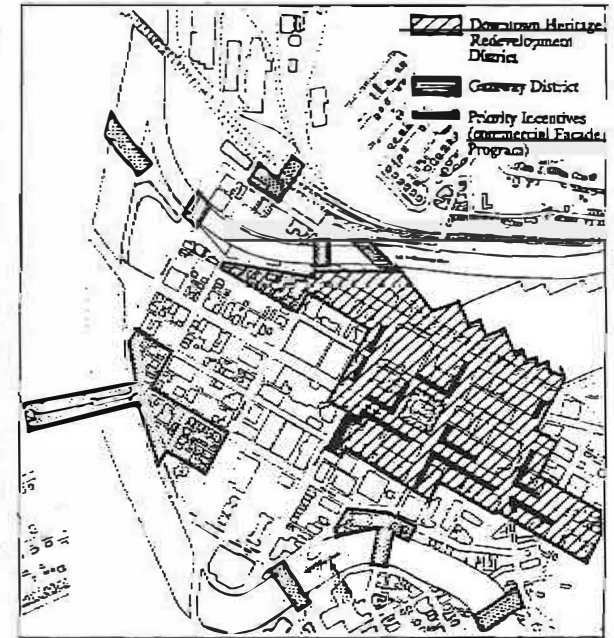


Figure 37 -- Proposed Downtown Heritage District, noncontiguous Gateway District, and priority incentive areas.

historic structures. To be established, the boundaries of the district must be approved by the Authority.

Design review within the Heritage District would be initiated by the proposed Heritage Area Review Panel. The Panel would review exterior changes to existing buildings and public spaces and the design of new buildings to ensure that these were compatible with the historic character of the area. As a guide to its work, the Panel would utilize the design objectives and concepts

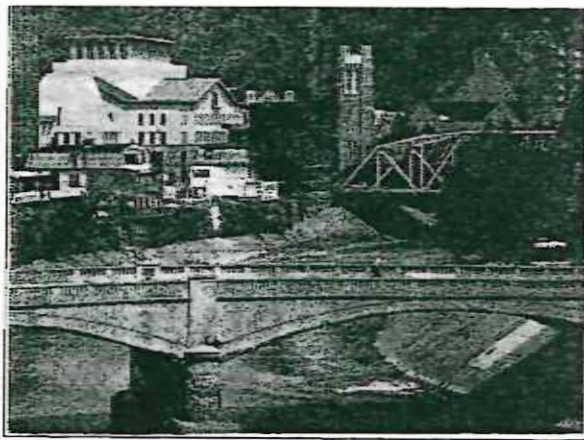


Figure 38 -- Johnstown's collection of early 20th century bridges are a valuable historical resource, providing gateways into the Downtown area.



Figure 39 -- Although somewhat blurred by modernizations, the continuity of historic storefronts along Main Street is key to the character of Downtown.

lines for Preservation and Discovery, or a similar document accepted by the Panel. Staff of the Johnstown Area Heritage Association, including design professionals, would be available at to assist property owners in developing designs that meet the guidelines.

Gateway District

This district is proposed as a second, non-contiguous heritage district which would principally include the distinctive collection of structures which define the entrances to the city, such as bridges and the train station. While the bridges have not as yet been surveyed for eligibility to the National Register of Historic Places, we urge that such a nomination be made, since as a group they represent a valuable resource integral to the historic character of Downtown. Also, the bridges are in varying state of repair and several are scheduled for demolition and replacement.

The objective in the gateway sites would be to encourage responsible public and private owners to maintain and restore this unique collection of structures wherever possible, rather than replace them. If replacement of a bridge is unavoidable, the new bridge should not be an anonymous modern structure, but rather it should be of the character of what currently exists, to preserve the image of entry into Downtown. As in the downtown district, the Heritage Area Review Panel would review all proposed changes to public and privately owned structures in the gateway district to determine their compatibility with and impact on the heritage of the area.

publicly owned bridges would be available only if the bridges are eligible for the National Register of Historic Places and the Panel were designated as a 106 review agency, as proposed in the management strategy. Otherwise, the recommendations of the Review Panel related to publicly owned structures would be only advisory.

Priority Incentives

These would be available to privately owned historic structures within either district for improvements which meet the intent of the guidelines. Incentives, including grants and low interest loans would be provided by the Heritage Development Trust. Given preservation objectives in Downtown, and what will be a limited amount of funds, it is recommended that priorities for incentives be given to (1) shop front restorations and facade improvements to traditional commercial buildings; (2) flood surviving structures; (3) Downtown projects which include housing. Priority areas for funding are indicated in **Figure 37**. Proposed eligible uses of incentive funds in Downtown are presented under **Section III**.

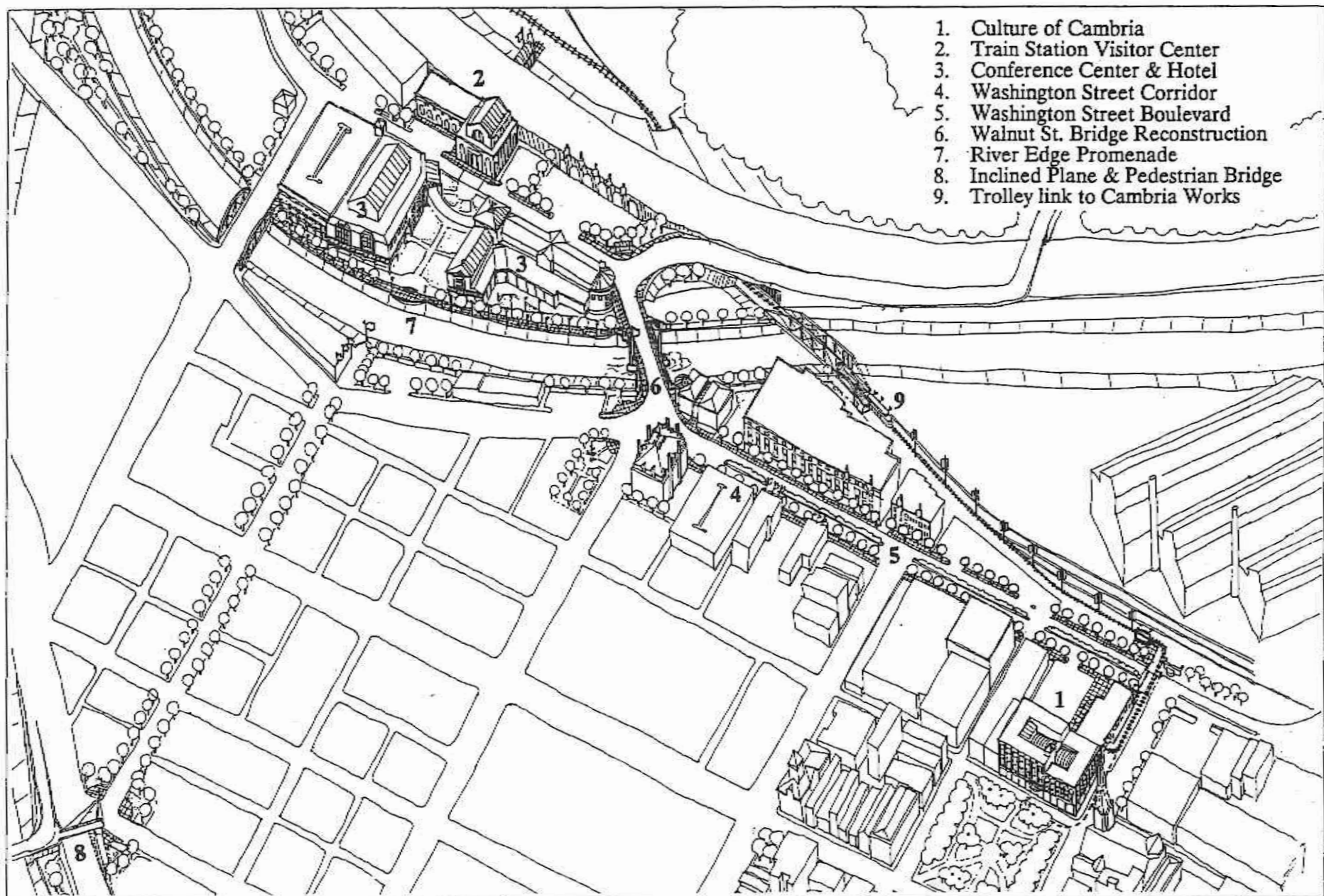


Figure 40 -- Illustrative view of proposed development program in the Downtown pilot area, including anchor attractions, facilities, and linkages.

Anchor Attractions and Facilities

In addition to preservation efforts, several development projects are proposed for Downtown. There are two principle reasons for a development program to be carried out in concert with preservation efforts. Firstly, there are key historic structures in Downtown whose long term preservation will be dependent upon renovation for new uses. The feasibility of such redevelopment will require joint public and private efforts and a scale of assistance greater than would be typically available through the preservation incentive program. Secondly, development of new anchor attractions, visitor facilities, and services will be essential if downtown is to capture the potential of cultural tourism to draw patrons, investment, and jobs into the district. The groundwork to establish an infrastructure for cultural tourism Downtown was laid during the Centennial, with the opening of the Flood Museum and Inclined Plane Visitor Center, along with a program of festivals and events which drew hundreds of thousands into the area.

Several key projects are envisioned to expand this infrastructure. These are illustrated in **Figure 40** and described on the following pages. Numbers key to the figure. Potential sources of funds and lead agencies for these projects are identified in **Table 3**.

1. Glosser Building: The Allegheny Products Market

The loss of Glossers Department Store as a major anchor has left a significant gap in Downtown



Figure 41 -- Situated at the heart of Downtown, the Glosser Building represents the commercial heritage of Johnstown.

retailing and activity. This project would tap into the cultural tourism market and potential sources of incentive funds to create a new attraction in the building. It illustrates the kind of supporting role that a National Park and the State Heritage Park Program could play in revitalizing Downtown.

A study sponsored by Johnstown Regional Industries in January of 1990 investigated the reuse possibilities for the 6 story, 100,000 square foot Glosser building and its two story annex. The recommended development program included ground level specialty retail shops, with office space above, marketed to general purpose and government tenants. Marketing the space to Far East manufacturers as an exposition and trade

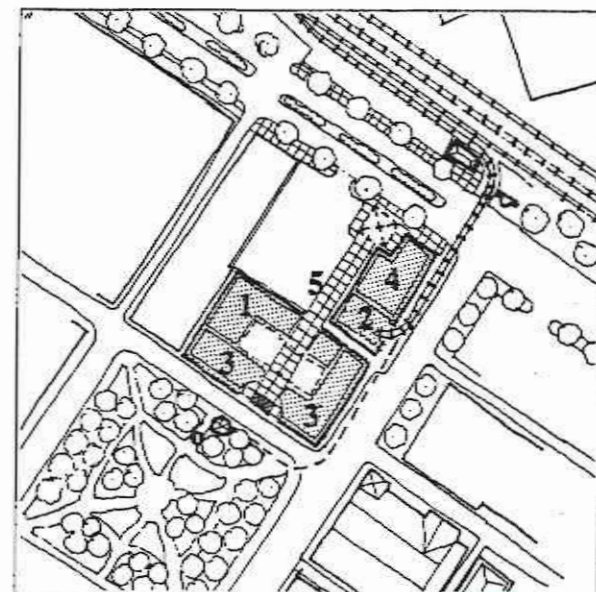


Figure 42 -- Plans for the Glosser Building block include: 1) Interpretive exhibits, 2) Trolley barn, 3) Specialty retail, 4) Crafts exhibit and market, 5) Pedestrian passageway, and 6) Trolley terminus

center was also thought to have potential. Architectural proposals for the building, by E. Pawlowski Associates, Inc. suggested cutting an atrium into the center of the structure to achieve a more efficient layout, easier circulation, and more natural light. The two story wing would be demolished to make way for a new parking garage on the rear of the property. Despite these potentials, the size of the building, current retail and office market conditions, and the physical changes needed to accommodate new uses, yield a project that may be relatively difficult for any single party to develop.

The advent of a National Park would suggest a different development strategy, aimed at creating strong thematic and physical links between

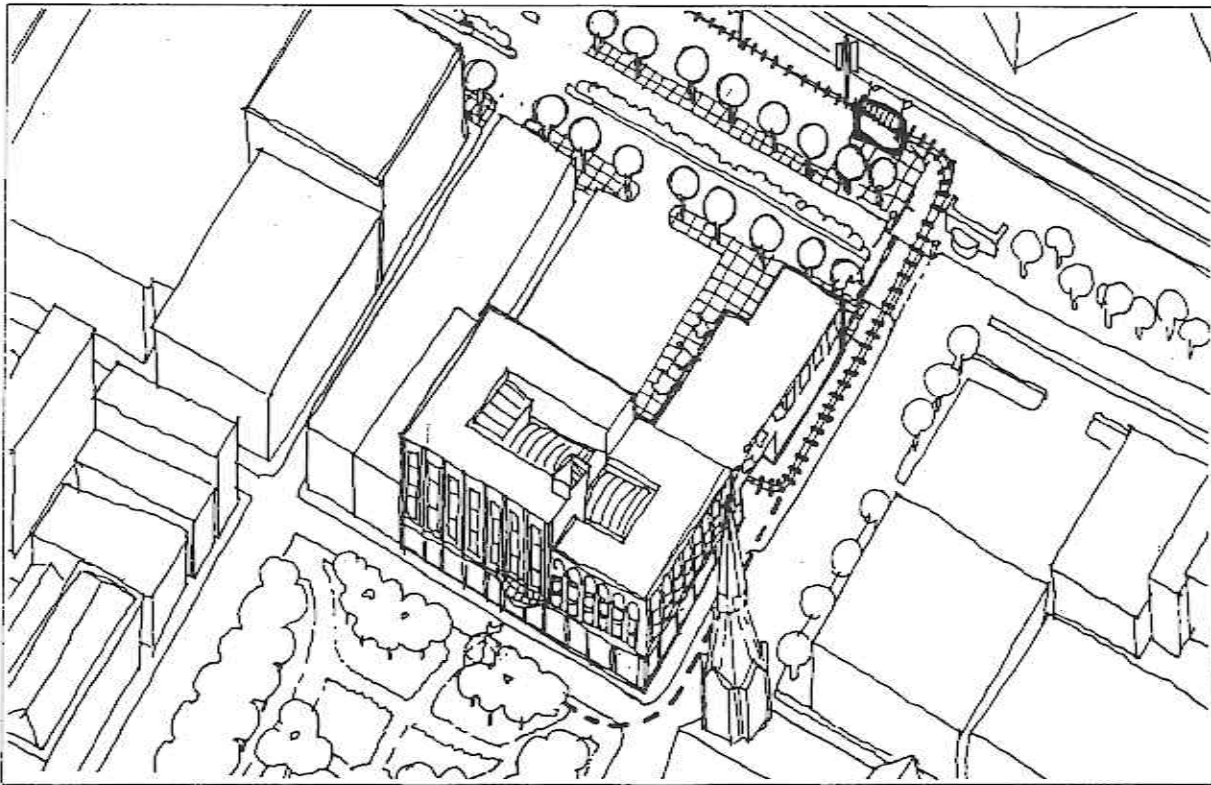


Figure 43 -- New uses are proposed to occupy the vacant Glosser's Building, providing a destination which will attract visitors into Downtown from the proposed Cambria Iron and Steel National Historical Park at the Lower works.

the Glosser Building and the Lower Works so as to attract thousands of National Park visitors into the building and Downtown. The Glosser property provides an interesting opportunity to do this, because of its simultaneous location along Washington Street, and its prominent visibility on Central Park in the heart of the city. Two physical links are envisioned. First, Washington Street would be improved as a pedestrian and vehicular thoroughfare, connecting to the Johnstown Flood Museum and on to the proposed National Park entrance at the train sta-

tion. Second, the Glosser Building would become the terminus of the proposed interpretive transportation system, an historic trolley connecting to the Park Visitor Center, attractions at the Lower Works, and on to Minersville.

Thematic connections to the State Heritage Park and to the National Park would be established in the development program and design for the ground and second floors of the building, as illustrated in **Figures 42 and 43**. The building program would include:

- o **Allegheny Products Market** (40,000 SF) -- would be a themed retail center on the first and second floors of the structure, based upon shops that specialize in products of the region, ranging from crafts, to outlets for products produced by industries in the region, and ethnic food. Included would be items on sale from other visitor attractions throughout the region, such as the Altoona Railroaders Museum. The intention would be to develop a strong retail theme, as well as a living interpretive experience. Also included would be retail space for artist and craft cooperatives selling work produced on the premises. On weekends, the market would expand outdoors into Central Park and other surrounding spaces with temporary booths offering crafts, food, and antiques from the Allegheny Ridge. The ground level of the project would be designed to facilitate this use, allowing easy access through the building and to all parts of the site.
- o Rehabilitation and assistance for improvements to **Central Park** would be an integral part of the project. The park would be improved to better accommodate themed performances and events as well as market activities. If desired, the trolley system stop could be extended to a stop at the edge of the park, adding to the ambiance and general level of activity.

- o **Trolley Barn and Exhibits** (13,000 SF) – would occupy the Annex. Included would be a downtown trolley barn used for repair and storage, designed to be visible from the outside. Visitors and residents would board trolleys at this point for transit to the Lower Works and Minersville. Exhibits in the remainder the Annex would interpret the importance of urban transportation to the functioning of an industrial city, and depict the development of Downtown at the turn of the century, the heyday of the Johnstown Traction Company. The NPS may provide exhibits for this site, but not staffing.
- o **Housing for Elders** (45,000 SF) -- is suggested as a alternate use for upper floors of the building since federal subsidies are still available for such development, and because housing would add to the ambient level of Downtown activity. Office or exhibition space, as previously proposed, would also be excellent upper floor uses. With the atrium as proposed, the building could accommodate 48 residential units plus shared functions such as a dining hall, kitchen, common rooms and laundry facilities on the third through fifth floors.

In order to recreate the significant Downtown anchor that Glosser's once represented, it is important that the new development be tied to a larger development framework. It is clear that the project must grow from a partnership of private interests as well as local, state and federal government involvement in order to be finan-

cially feasible. The major player in this development concept would be the private sector. However, it would be important that the NPS support interpretation, that the State Heritage Park contribute to capital costs for building renovation, and that the Johnstown Housing Authority assist with housing funds. Additional assistance may be provided by loans from the Johnstown Heritage Trust and participation of the Transit Authority of Cambria County for operation of the trolley and barn.

2. Train Station Visitor Center

This project would develop the former Pennsylvania Railroad Station on Walnut Street as a pivotal link among the proposed National Historical Park at the Cambria Works, the state's Allegheny Ridge Heritage Park project, and Downtown Johnstown. Redesign of the station concourse was the subject of a "demonstration project study", undertaken as part of the planning process. Illustrated in **Figures 45 and 46**, the study is presented in its entirety in **Appendix A**.

Built at the turn of the century as a miniature of New York's Grand Central Station, the building has always served as a unique gateway to Johnstown. The main waiting room is one of the more interesting interior spaces in the city, with a vaulted masonry ceiling 45 feet high. Tracks, carried on an embankment behind the station, are accessed via tunnels for freight and passengers. The potential of the Train Station was identified in *The 3rd Century* report. The building is located immediately adjacent to the historic Cambria Works and could be made readily accessible to the site. In addition, the station serves the main line of Conrail and Amtrak, an historic

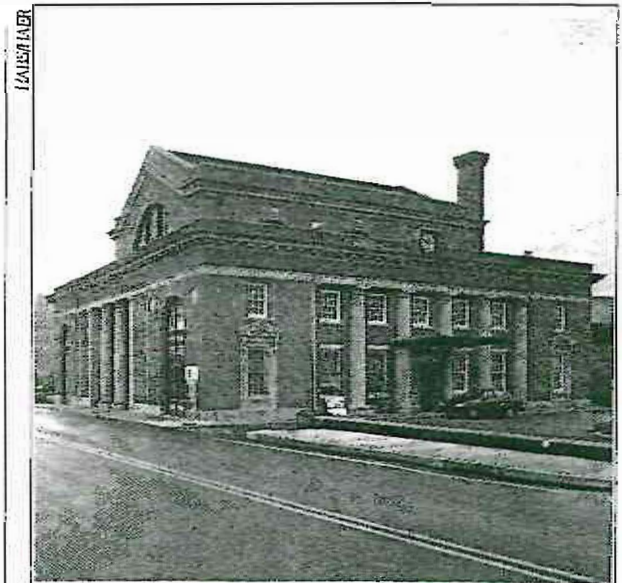


Figure 44 -- The Pennsylvania Railroad Station was built in 1916 as a miniature version of New York's Grand Central Station.

link to the towns, cities, and potential attractions of the Allegheny Ridge. Although the volume of train travel has diminished over the years, popular excursions now carry visitors between Johnstown and Altoona, and are interpreted by National Park Service rangers. Added excursions using historic rolling stock are envisioned as part of the state Heritage Park program. The proposed program for the station and its site would include:

The Concourse/"Gateway to the Region"

(2,200 SF) -- would house an interpretive exhibit depicting the train route from Altoona to Johnstown. The exhibit would be installed on the length of the floor of the concourse, supplemented by additional displays and photographs of sites in the Allegheny Ridge Industrial Heritage Corridor as illustrated in **Figure 45**. Visitor information about Johnstown would be provided at the entrance. The concourse entrance which is now closed would be reopened, restoring a direct route to the train platform, bypassing the waiting room, although views into the space would be preserved.

- o **Amtrak Ticket Office** (600 SF) -- windows would be relocated to a space opening onto the concourse with seating for Amtrak passengers incorporated into concourse design.
- o **Lease space** (6,200 SF) -- for private development of a restaurant or another use, would be created in the main waiting area. An appropriate tenant would be selected based upon the character of the operation and its ability to fit in with and reinforce the unique historic setting.
- o **Heritage Orientation / Welcome Center** (9,600 SF) -- for the National Historical Park and State Heritage Park. The train station is proposed to become the primary entrance for visitors to the Lower Works. Access would be provided by extending the existing freight tunnel under the rail tracks to the proposed Cambria Iron and Steel National Historical Park on the opposite side of

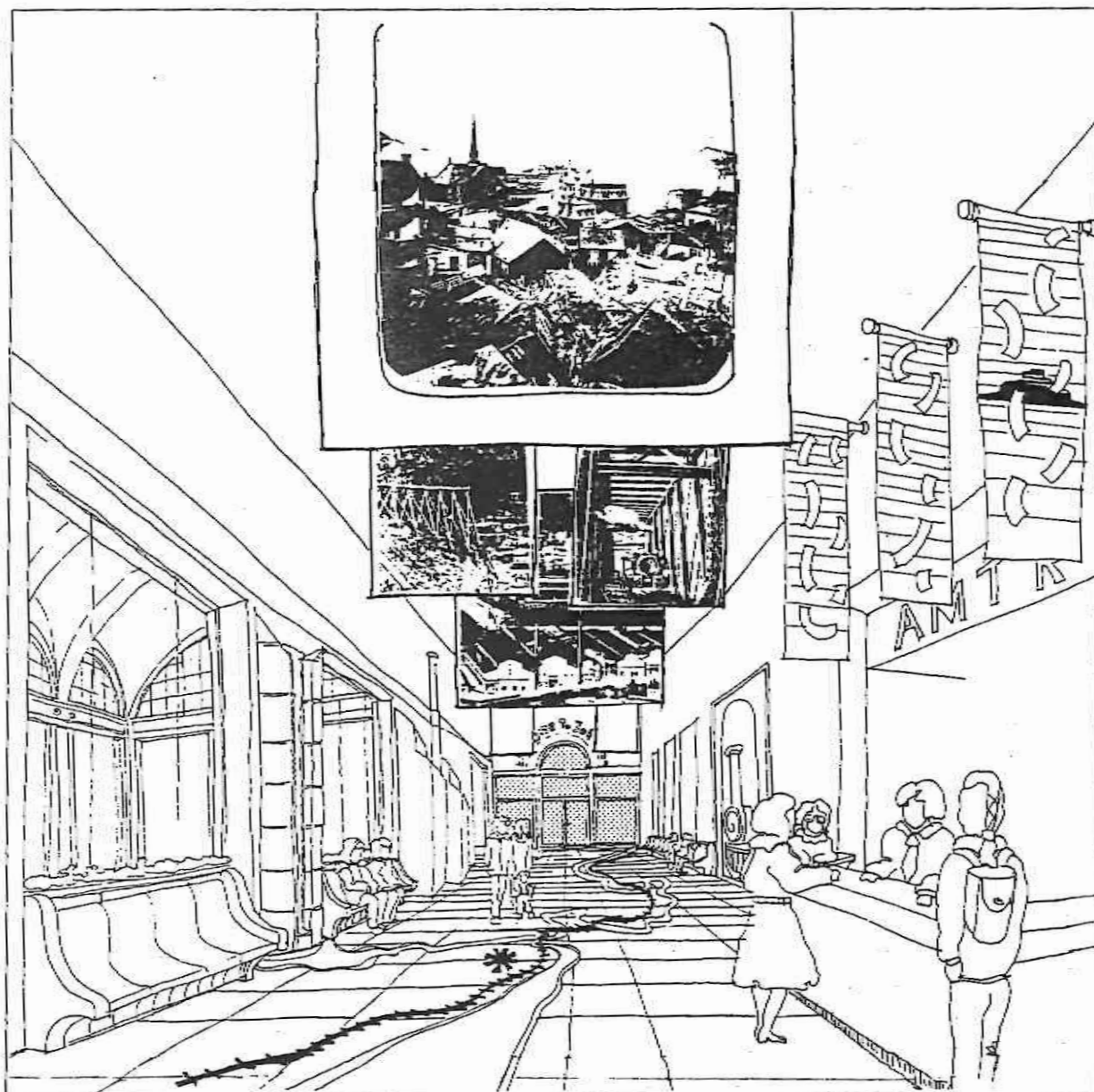


Figure 45 -- The train station concourse is envisioned as a "Gateway to the Region" and would incorporate an interpretive exhibit of the train route from Altoona to Johnstown.

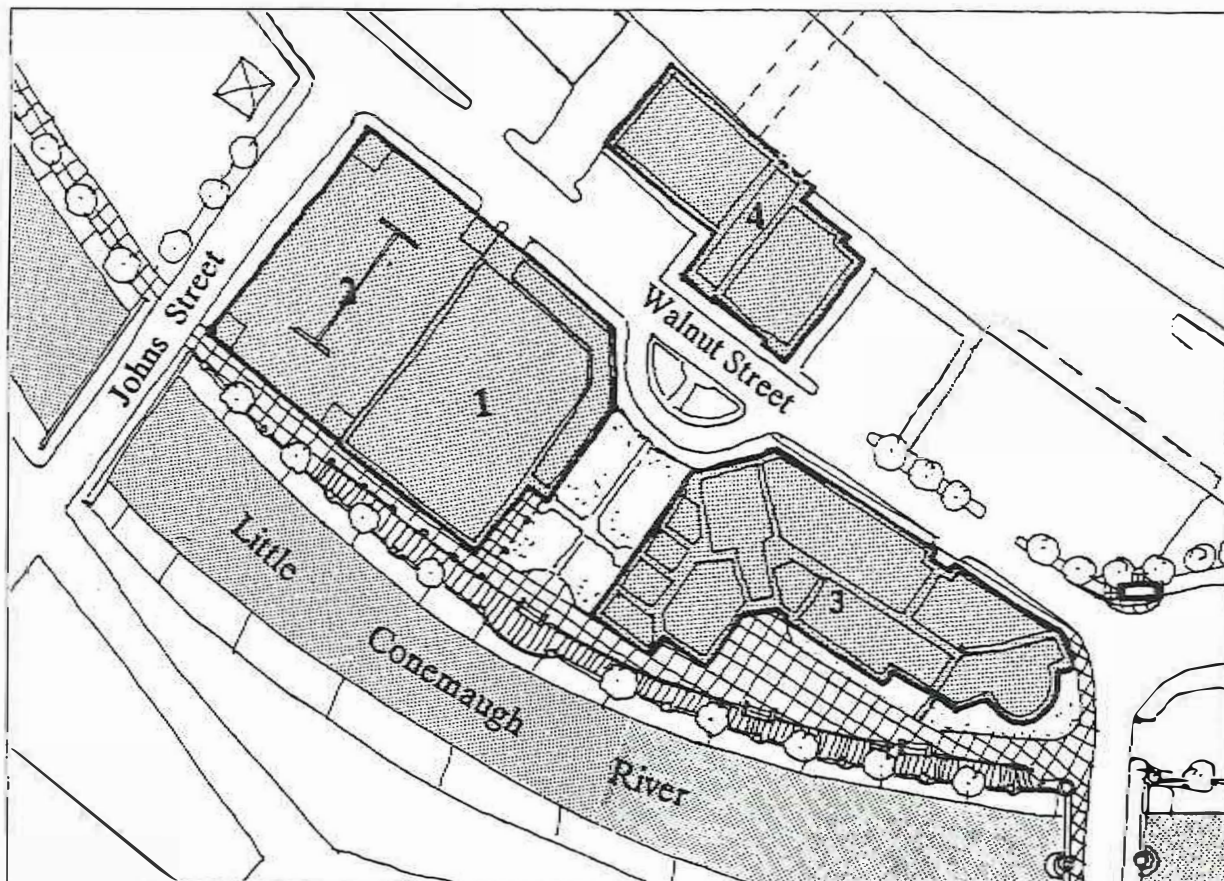


Figure 46 -- Plan of the train station area showing 1) new Conference Center, 2) Parking garage, 3) Hotel, and 4) renovated train station/Visitors Center.

the rail tracks. The station freight house would be renovated to house a visitor's center, providing orientation and an overview of the steelmaking story. Should the Park not be established, this area could continue as leased space.

The Train Station is privately owned and a public/private effort is proposed to implement the project. Relocation of the ticket office would

require the cooperation of Amtrak. \$100,000 for design and installation of the concourse interpretive exhibit are now being sought from the State Heritage Park Program under its early action grant program. Renovation of the main hall would be undertaken by the building owner as part of tenant improvements. The National Park Service would lease and renovate the freight area for a Visitor Center, and extend the tunnel.

Implementation of this project has been conceived and costed in three phases, described in **Appendix A**. A first phase would relocate the Amtrak offices and seating into the concourse and reopen its entry. The second phase would install concourse interpretive exhibits and lease the main hall to a restaurant operator for renovation. If the National Historical Park is established, a final phase would create the Visitor Center in the freight area and extend the freight tunnel to provide access to the Lower Works site. The historic train platform sheds would also be restored as part of a later phase of work.

3. Riverside Conference Center and Hotel

The idea for this facility was recently endorsed by the Mayor of Johnstown. The Conference Center would be located on a largely vacant site across from the Train Station, between Walnut Street and the Conemaugh River. This is an ideal location for a visitor oriented facility, considering its proximity to the proposed National Historical Park entrance, Point Stadium, access to Heritage Park excursion trains, and accessibility to Downtown. The Conference Center would accommodate meetings and trade shows larger than could now be serviced by the War Memorial. The development scenario includes a second downtown hotel of 125-150 rooms, oriented to Conference Center guests, National Park visitors, and the cultural tourism market. Studies for *The 3rd Century* plan indicated that if state and federal heritage projects were implemented in Johnstown and the region, demand would exist for a large number of additional hotel rooms.