Central East Side
Neighborhood Plan

The City of Jefferson &
Jefferson City Housing Authority

August 2005

Mission Statement

The mission of the Central East Side Neighborhood Master Plan is to foster economic development, promote historic preservation, and enhance the quality of life consistent with the comprehensive plan of the City of Jefferson through guidelines that will:

- ***Conserve the character and scale of the traditional neighborhood, including its mixture of commercial, residential, and institutional properties***
- ***Respect historically and architecturally significant resources***
- ***Encourage revitalization***
- ***Promote cultural diversity***
- ***Support a safe, stable, and aesthetic environment***

The Master Plan shall be responsive to appropriate change while maintaining its essential vitality and subject to continuous review.

……The AD HOC Committee March 3, 2004

Central East Side Neighborhood Plan

PARSONS in association with **Development Strategies, Inc. & George Butler Associates, Inc.**
400 Woods Mill Road South, Suite 330, Saint Louis, Missouri 63017-3427 (314) 434-2900

RESOLUTION

RS2005-13

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF JEFFERSON ADOPTING THE CENTRAL EAST SIDE NEIGHBORHOOD PLAN AS PART OF THE CITY'S COMPREHENSIVE PLAN

WHEREAS, the Central East Side Neighborhood Plan includes planning principles and has identified neighborhood issues through stakeholder interviews and significant public involvement; and

WHEREAS, the Central East Side Plan includes land use plan descriptions, design concepts and district images intended to provide guidance as the neighborhood continues to evolve or redevelop; and

WHEREAS, the adoption of the Central East Side Neighborhood Plan by the City Council promotes implementation of the plan, including the overall framework plan and capital improvements program and action plans on land use, transportation, preservation and economic development; and

WHEREAS, adoption of the Central East Side Neighborhood Plan by the City Council promotes the general welfare of the community by encouraging the conservation and enhancement of the physical environment; and

WHEREAS, the Planning and Zoning Commission adopted the Central East Side Neighborhood Plan on January 12, 2006 and recommended plan adoption to the City Council.

NOW THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF JEFFERSON, MISSOURI, THAT THE CENTRAL EAST SIDE NEIGHBORHOOD PLAN IS HEREBY ADOPTED AS PART OF THE CITY'S COMPREHENSIVE PLAN FOR GUIDING THE PHYSICAL GROWTH, DEVELOPMENT AND REDEVELOPMENT OF JEFFERSON CITY AND ITS ENVIRONS.

Adopted this 20th day of February, 2006

Mayor

ATTEST:

City Clerk

APPROVED AS TO FORM:

City Counselor

Central East Side

Neighborhood Plan Ad-Hoc Committee

May 19, 2005

Dear Mayor, City Council, and Fellow Citizens of the City of Jefferson:

As co-chairs of the Central East Side Neighborhood Planning Committee, we are pleased to present this document, "Central East Side Neighborhood Plan." In January 2004, Mayor John Landwehr established our group, an ad-hoc committee formed of 13 volunteers, who met frequently during the past year with the public, city officials, and the city's consultants—Parsons (in association with Development Strategies, Inc. and George Butler Associates, Inc.)—to gather information about the present Central East Side neighborhood and ideas for its future. We wish to thank all who have participated in this planning process thereby making this plan possible.

The Central East Side is rich in heritage and diversity. This historic component of our city possesses many historically and architecturally significant buildings, vital public and private institutions, and numerous businesses that give it a character unlike any other area of Jefferson City. The plan will build on that legacy, promoting both historic preservation and economic development, which are essential to retain and attract residents, build a sense of community, and maintain a strong tax base.

The plan provides much needed direction for the Central East Side of tomorrow. Its success requires our shared vision, commitment, and cooperation. A revival of the Central East Side is in progress and the plan will further enable us to make it a most desirable place to live and work once again. We believe that implementing the Central East Side Plan will enhance one of our city's most beloved places, not only for us but as a tribute to our forefathers and a promise to future generations. Thank you for giving us the opportunity to serve our community and shape the future of the Central East Side.

Sincerely,

Juanita Donahue
Co-Chair

Toni Prawl
Co-Chair

Department of Community Development/Planning Division
320 East McCarty Street, Jefferson City, Missouri 65101

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Introduction

The intent of the Central East Side Neighborhood Plan is to provide the City and Housing Authority with guidance as the neighborhood continues to evolve and redevelop….

The City of Jefferson in cooperation with the Jefferson City Housing Authority have partnered together to conduct a planning study of the area generally known as the Central East Side. With growing pressure to address future impacts to the neighborhood, the City and Housing Authority began the process of developing a plan for the Central East Side Neighborhood. A planning team was assembled consisting of City staff and consultants and a special committee was appointed charged with assisting the planning team in developing a plan.

The intent of the Central East Side Neighborhood Plan is to provide the City and Housing Authority with guidance as the neighborhood continues to evolve and redevelop as a result of such factors like the Missouri State Penitentiary (MSP) mixed use redevelopment; on going investments in renovation, rehab and redevelopment within the neighborhood; potential upgrades to the Whitton Expressway; continued expansion of suburban development; and the continued decline (or perception thereof) of property and infrastructure conditions within sectors of the neighborhood.

The plan should provide internal guidance to the review and approval process. It should also be used to disseminate information and convey neighborhood vision.

The Plan will be a tool for the City and Housing Authority to use as general guidance when considering items such as:

- Potential Redevelopment Areas
- Potential Urban Renewal Areas
- Capital Improvement Projects
- Modifications to the Zoning Ordinance
- Updating the Land Use Plan
- Land Use Policy
- Preservation Policy
- Development Policy
- Transportation Policy

The plan should provide internal guidance to the review and approval process. It should also be used to disseminate information and convey neighborhood vision. In order for this approach to be effective, the City will have to update policies, ordinances and land

use/zoning maps in order to mandate the changes required to achieve the neighborhood vision.

In order to change and preserve the Central East Side Neighborhood to create a modern, attractive, vital community the Plan needs to be considered as a long term (20 year), forward looking vision plan that contains basic principles that remain steadfast while the physical plan will change over time.

This Plan does not identify specific parcel development recommendations, rather it proposes:

- Land Use Districts with recommended uses
- Illustrates good site planning design concepts as applied hypothetically to areas within the existing neighborhood
- Describes the vision of the Land Use Districts utilizing representative photos and drawings.

The Plan boundaries are approximately from Adams Street (west) to Grant Street (east); and from the MSP property (north) to the Expressway (south).

The Primary Study Area within this overall project area is from Adams Street (west) to Benton (east); and from the MSP property (north) to the Expressway (south). The area outside the Primary Study Area is referred to as the Secondary Study Area.

The Planning Team prepared and implemented a planning process based on the premise that the plan would be founded on input and guidance from the Ad Hoc Committee and input from the public. While the goal was to develop a consensus plan, the reality is to develop a comprehensive plan that all members of the Committee can support.

The Planning Process

The Planning Process for the Central East Side Neighborhood Plan consisted of:

Consultant Selection – The City and Housing Authority selected Parsons as the lead planning consultant in association with George Butler Associates, Inc. providing traffic analysis and Development Strategies, Inc. providing economic development input to the plan.

Formulation of the AD HOC Committee – A committee of thirteen was appointed by Mayor Landwehr to assist the Planning Team in the development of the neighborhood plan. The Planning Team defined the purpose of the Ad Hoc Committee as:

> *… to offer the planning team direction and guidance throughout the development of the Master Plan. Through a consensus building process, the **Ad Hoc Committee** shall strive to develop a plan that will be presented to the public, approved by the Jefferson City Council and ultimately implemented, thus enriching the quality of life for the citizens of Jefferson City.*

Mission Statement - The following Mission Statement was drafted by Juanita Donehue, Charles Jackson and Toni Prawl and approved by the Ad Hoc Committee March 3rd 2004.

> *The mission of the Central East Side Neighborhood Master Plan is to foster economic development, promote historic preservation, and enhance the quality of life consistent with the comprehensive plan of the City of Jefferson through guidelines that will:*

Ad Hoc Committee

Michael Berry
Councilman

Ken Ferguson
Councilman

Cathy Bordner
East Side Neighborhood Development Association

Juanita Donehue, Co-Chair
Citizen

Charles Jackson
Citizen

David Nunn
Planning & Zoning

Toni Prawl, Co-Chair
Citizen

Tom Rynard
Historic Preservation Commission

Jim Jordan
Jefferson City Housing Authority

Tammy Lootens
Capital Main Street

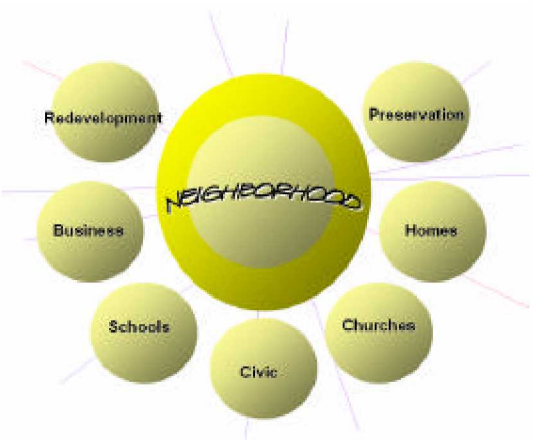
Steve Salamone
Citizen

Bob Dallmeyer, Jr.
Citizen

Charlie Brzuchalski
MSP Redevelopment Commission

Janice McMillan, Deputy Director
Planning & Transportation
City Of Jefferson

Allen Pollock, Executive Director
Jefferson City Housing Authority



- *Conserve the character and scale of the traditional neighborhood, including its mixture of commercial, residential, and institutional properties*
- *Respect historically and architecturally significant resources*
- *Encourage revitalization*
- *Promote cultural diversity*
- *Support a safe, stable, and aesthetic environment*

The Master Plan shall be responsive to appropriate change while maintaining its essential vitality and subject to continuous review.

Data Collection – Much of the data concerning the neighborhood areas was provided by the City of Jefferson Department of Planning in a GIS format and used by the Planning Team for analysis and plan formulation. Extensive field observations were conducted by the Project Team as well.

Data Analysis – Based on the information provided the following data maps were prepared and analyzed:

- Existing Land Use
- Existing Zoning
- Existing Topography & Flood Plain
- Existing Parking
- Existing Parks and Open Space
- Existing Vacant Lands properties
- Residential Density
- National Register Properties
- Honorary Local Landmarks
- Historic District Boundaries
- Rehabilitated/Renovated Properties
- Existing Conditions
- Key Planning Issues
- Land Use Zoning Issues
- Neighborhood Features
- Emerging Land Use Plans
- Transportation Issues

Summary of Events

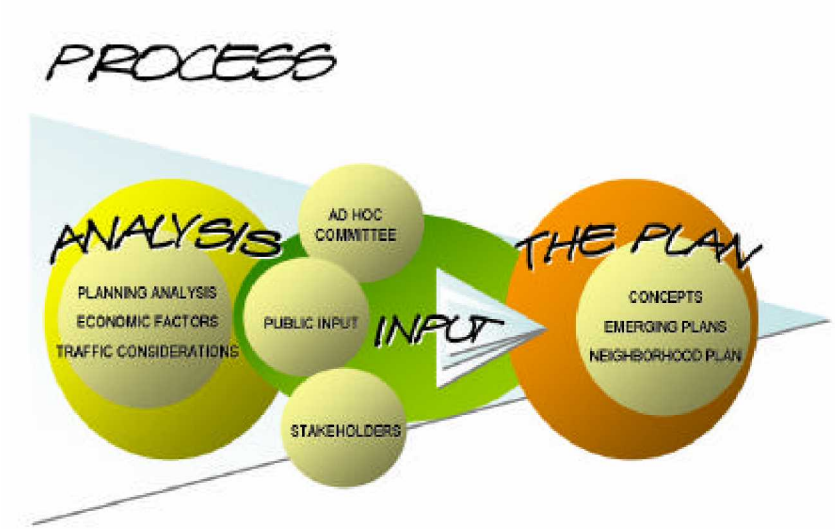
- Initial Planning Meeting
  December 3, 2003
- Kick-Off Meeting AHC #1
  January 7, 2004
- Stakeholder Interviews
  January 14 & 15, 2004
- Public Input Meeting #1
  February 4, 2004
- AHC Meeting #2
  March 3, 2004
- AHC Meeting #2A
  March 24, 2004
- Public Input Meeting #2
  April 7, 2004
- AHC Meeting #3
  May 26, 2004
- AHC Meeting #3A
  June 9, 2004
- AHC Meeting #4
  July 14, 2004
- AHC Meeting #5
  September 22, 2004
- Public Presentation #3
  November 16, 2004

Stakeholder Input – Stakeholder input has come from the Ad Hoc Committee, Stakeholder Interviews and the public workshop sessions. Summaries of these inputs are discussed below.

Plan Formulation – The planning recommendations are presented in narrative descriptions and illustrated on the following maps:

- Proposed Land Use Concepts
- Capitol Avenue District Concepts
- Capitol Avenue District Images
- East High Street Business District Concepts
- East High Street Business District Images
- East & West Residential Village Concepts
- East & West Residential Village Images
- Mixed Use Images

The content of the planning process and resulting recommendations are described in the following chapters.



Planning Principles (Goals)

The Planning Team developed a number of planning principles for the Ad Hoc Committee to consider for use during the planning process.

The planning principles are defined as "*fundamental directives that determine the appropriateness of concepts for inclusion in the plan and how to reach a particular end result.*"

The planning principles guide the planning process and provide future guidance for policy decisions concerning the implementation of the planning concepts. The following planning principles were developed for the Central East Side Planning Process:

- Capitalize on the neighborhood's natural features, recreational opportunities, cultural and historic resources.
- Provide educational and interpretive opportunities that emphasize the site's current and potential resources.
- Improve walking, biking, and vehicular access to and within the neighborhood district.
- Emphasize passive uses and provide suitable support services, security and infrastructure for site residents, businesses and visitors.
- Retain and enhance existing viewsheds.
- Buffer differing land uses and sensitive areas.
- Accommodate vehicles in ways that improve the Pedestrian oriented environment
- Maintain a high level of public safety within the redevelopment area

These principles were expanded by the Ad Hoc Committee to include:

- Consideration of a wide variety of architectural styles.
- Maintain a balance of uses especially residential and commercial.
- Create a traffic pattern which preserves the neighborhood.

- Address parking issues.
- Consider infrastructure replacement and necessary corridors including under grounding utilities when possible.
- Identify locations or areas of the neighborhood which will feel redevelopment pressure and understand the implications of these pressures.
- Bring back more residents to the area. Resident owners are ideal.
- Insure traffic and parking impacts do not destroy character of the neighborhood.
- Reduce hazardous parking conditions and/or situations.
- Promote amenities which will make the neighborhood more desirable.
- Evaluation of the architectural compatibility for infill projects.
- Incorporate and evaluate previously prepared city ordinances.

Stakeholder Interviews

The Planning Team conducted approximately 20 stakeholder interviews over the two day period of January 14 and 15, 2004. The interviews were arranged by the City Planner and conducted at City Hall. The following list contains the categories of groups, organizations, and individual types that were interviewed during this process:

- Business owners
- JC Public Schools
- Real Estate
- Development
- Small Business
- Banking
- Downtown Business
- Historic City of Jefferson
- Eastside Businesses
- Lincoln University
- Immaculate Conception School, Church
- Jefferson City CVB
- Jefferson City HPC
- Three City Council Representatives
- Cole County Public Works
- MoDOT
- City of Jefferson (JCPD, Fire, Code Enforcement, Public Works, Parks, Administration)
- Chamber of Commerce
- Economic Development
- Cole County Elected Officials

Approximately 60 individuals representing these categories participated in the interviews. Each session lasted approximately 40 minutes. Each group interviewed was given a brief overview of the planning process, and how important the interviews are to that process. The participants were told that while notes were being recorded, no quotes or statements would be linked to an individual and that the comments would be recorded in general concepts not word for word record. All interviews were conducted “open door” and the “press” was in attendance for many of the interviews.

The interviews were generally based on the following questions:

1. What is the first thing you think of when someone mentions the Central East Side Neighborhood Area?

2. What are your short and/or long term plans for your property?

3. Identify three existing things within the Central East Side Neighborhood study area that are positive features that should enhance the plan.

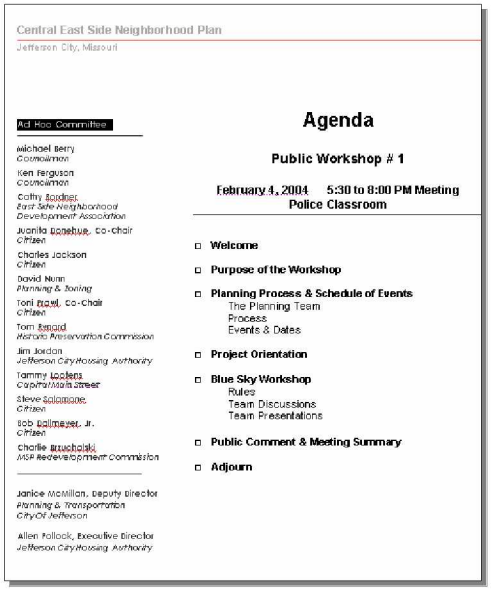
4. Identify three existing things within the Central East Side Neighborhood study area that are negative features that should be addressed in the plan.

5. What are the primary traffic problems in the neighborhood?

The responses were hand written notes, then typed and edited. Edits were made for clarification and deleting material not relevant to the planning process. The responses were organized per the above stated questions, items not associated with a question were placed in the miscellaneous category.

Each person interviewed was pleasant, engaging and grateful to be a part of the process. More importantly, the majority of participants expressed their hope for a positive out come of the planning process.

This summary also contains responses from those members of the Ad Hoc Committee that returned the interview form provided at the committee kick-off meeting held January 7, 2004.


Central East Side Neighborhood Plan
Jefferson City, Missouri

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Councilman

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David Nunn
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Jim Jordan
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Tammy Lockens
Capitol Mall Street

Steve Salomone
Citizen

Bob Dallmeyer, Jr.
Citizen

Charlie Kruchoski
MSP Redevelopment Commission

Janice McMillan, Deputy Director
Planning & Transportation
City Of Jefferson

Allen Pollock, Executive Director
Jefferson City Housing Authority

Agenda

Public Workshop # 1

February 4, 2004 5:30 to 8:00 PM Meeting
Police Classroom

- Welcome
- Purpose of the Workshop
- Planning Process & Schedule of Events
  - The Planning Team
  - Process
  - Events & Dates
- Project Orientation
- Blue Sky Workshop
  - Rules
  - Team Discussions
  - Team Presentations
- Public Comment & Meeting Summary
- Adjourn

Public Input Workshop # 1

The Jefferson City News Tribune reported that more than 80 citizens attended the first public workshop on February 4, 2004 to help the Ad Hoc Committee guide the future of the Central East Side Neighborhood area. The Agenda called for the meeting to start at 5:30 pm and conclude at 8:00 pm.

The attendees were given a brief overview of the planning process, schedule of events and project boundaries. The large group was divided into nine table teams with a team leader and appointed scribe. Members from the Ad Hoc Committee were asked to disperse and join the various table teams. Instructions were issued to the teams to address the following topics:

1. *What is the first thing you think of when someone mentions the Central East Side Neighborhood Area?*

2. *Identify the **opportunities** within the Central East Side Neighborhood study area that should enhance the plan.*

3. *Identify the **constraints** within the Central East Side Neighborhood study area that should be addressed in the plan.*

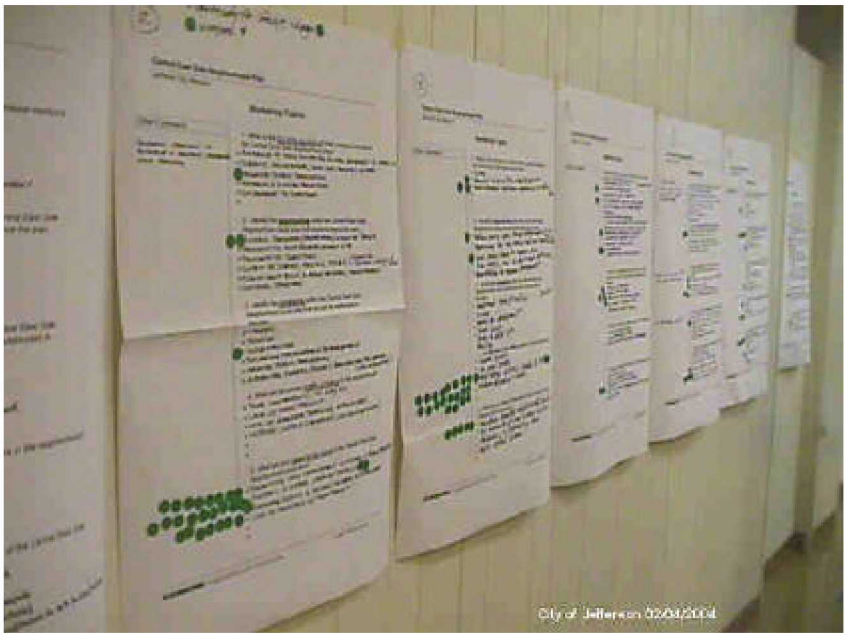
4. *What are the primary **traffic** problems in the neighborhood?*

5. *What are your **ideas** for the future of the Central East Side Neighborhood study area?*

Each team was given approximately 45 minutes to formulate their response. At the end of that time period each team was asked to come in front of the audience to present their findings. Each of the 9 teams presented their observations and ideas on summary sheets while members of the audience listened attentively.

The presentation summary sheets were taped on the wall for further display. After the presentations were completed, each member of the audience was offered four (sticky-back) green “dots”. The green dots could be pasted on any summary sheet, on any item that an individual felt was important.

Attendees were asked if there were any further questions or comments, additional items were noted and are included below. The assembly was adjourned at approximately 8:00 pm.



Green Dot Summary – Public Workshop #1

Question	Responses *(Green Dot Hits)*
5	•Need three access roads to MSP ***(27)***
6	•Historic and other overlay districts ***(12)***
6	•Planning, zoning, and design criteria established ***(10)***
6	•Balancing new development with historic and architectural ***(8)***
6	•Maintain character and build on that character ***(6)***
6	•Planned, safe well developed community in harmony with development area ***(5)***
3	•Renovation of older homes ***(5)***
3	•Historic preservation ***(5)***
6	•Financial incentives to redo and renovate property ***(4)***
6	•Develop and maximize riverfront accessibility ***(4)***
6	•Appropriate access without destroying existing homes ***(3)***
6	•More green space ***(3)***
3	•Historic renovation/preservation/adaptive reuse ***(3)***
6	•More youth oriented services and facilities ***(2)***
6	•Leverage grants for redevelopment ***(2)***
6	•Access from the far eastern part of the city ***(2)***
6	•Vibrant, mixed use ***(2)***
6	•Parkways, greenways, bike paths ***(2)***
5	•Congested traffic problems (I.C. Church East and Simonsen) ***(2)***
5	•No good way to get in or out (esp. north and south) ***(2)***
5	•Which street to MSP? ***(2)***
4	•Historical preservation ***(2)***
4	•Finance (State, Fed Grants) ***(2)***
4	•Preservation of existing amenities (historical cemetery) ***(2)***
4	•Need to respect existing educations facilities ***(2)***
3	•Certain zoning codes - stronger enforcement will bring area up ***(2)***
3	•Code enforcement ***(2)***
3	•Riverfront accessibility, recreation, tourism ***(2)***
3	•Reuse of "Shoe" building ***(2)***
3	•Opportunity to continue mix, diversity of mixed use ***(2)***
1	•Social and economic significance and opportunity to return to something ***(2)***
6	•Better lighting and sidewalks ***(1)***
6	•Walkways ***(1)***
6	•Create neighborhood reinvestment ***(1)***
6	•Update infrastructure ***(1)***
6	•TIF, Historic credits, grants, etc ***(1)***
6	•Improved lighting ***(1)***
6	•Education of public on what's happening before it happens ***(1)***
6	•Historic preservation areas ***(1)***

Green Dot Summary – Public Workshop #1 *(continued)*

Question	Responses	***(Green Dot Hits)***
5	•Interchange Access	***(1)***
5	•Parking	***(1)***
4	•Infrastructure	***(1)***
4	•Replacements for low income housing	***(1)***
4	•Displacement of people	***(1)***
4	•Public opinion/support	***(1)***
3	•Potential to establish port authority	***(1)***
3	•Some areas cleared to improve view	***(1)***
3	•Rehab/remove deteriorating structures	***(1)***
3	•Redevelopment of existing homes, properties, etc	***(1)***
3	•Provide diversity in retail businesses (i.e. St. Charles)	***(1)***
3	•Infrastructure improvements	***(1)***
3	•Improve or increase property values	***(1)***
3	•Neighborhood restoring, building restoration	***(1)***
3	•Jobs for nearby current residents	***(1)***
3	•Low real estate values	***(1)***
1	•Negative public perception	***(1)***
1	•Beautiful Historic buildings - need to preserve	***(1)***
1	•Deteriorating infrastructure	***(1)***
1	•Code enforcement complaint driven only	***(1)***
1	•High crime	***(1)***
1	•Blight, opportunities - redevelopment	***(1)***
1	•Lack of choices in retail stores - major and minor for the "extended" area and immediate area	***(1)***
1	•Historic buildings and neighborhoods	***(1)***
	Total Hits	
	Topics	
6	**What are your ideas for the Central East Side Neighborhood Area?**	
5	**What are the primary traffic problems in the neighborhood?**	
4	**Identify the negative features (constraints) within the area?**	
3	**Identify the positive features (opportunities) within the area?**	
2	**What are your short and/or long term plans for your property?**	
1	**What is the first thing you think of when someone mentions the Central East Side Neighborhood Area?**	

Consolidated Comments from Stakeholder Interviews & Public Workshop #1

1. What is the first thing you think of when someone mentions the Central East Side Neighborhood Area?

Absentee ownership
Change Attitude
Change Image
Create Identity
Crime
Cultural, Historic, Architectural Diversity
Distress
Eastern Area Blight
Entertainment, Small Retail, No Industrial
Failing Infrastructure
Failing Structures
First Impressions
Hope
Limited Parking
Most Intact Neighborhood
MSP Redevelopment
Narrow Streets
Need Code Enforcement
Parks
Potential
Preserve historic buildings
Preserve historic neighborhoods
Preserve Residential
Preserve Residential On East
Property Maintenance
Redevelopment Opportunities
Riverfront Access
Starter Homes
Traffic
Visual Challenges
Walkable Neighborhoods

Consolidated Comments from Stakeholder Interviews & Public Workshop #1

2. What are your short and/or long term plans for your property?

Areas where some buildings should be demolished
County Facility
Demographics may change when prisoners leave
East School will not change much
Individuals doing most of activity
Innovation Will Be Necessary
Less Section 8 Housing
Live above commercial property
May Be a Need for a fire station in the Neighborhood
Missouri Police Chief Association
New Performing Arts (Monroe St. and E. Miller)
No Renovations in East End
Protect rights of homeowners
Quick Shop Development
Split Diamond or SPUI at Lafayette and Clark
Stop House Conversion to Apartments
Waiting
Want to Provide Shelter and Mentoring Services
Where is Access Point to MSP

Consolidated Comments from Stakeholder Interviews & Public Workshop #1

3. Identify the positive features (opportunities) within the Central East Side Neighborhood study area.

Aesthetics
Affordable Properties
Capitol Ave History
City Wide orientation
Clean up area
Code Enforcement
Commercial development of East High Street
Community Gardening
Develop more parks
Diversity of Mixed Use
East School
Encourage Special Attention
Entrepreneur business and shops
Friendly Feeling
Front Porches
Gerbes
Historic buildings
Historic Preservation
Historic Renovation/Preservation/Adaptive Reuse
History
IC Church and School are anchors
Jobs for Nearby Current Residents
Location is easy to get to
Mature Trees
Maybe land is most valuable
More High Density
More incentive for home offices
MSP
National cemetery/history
Neighborhood Activist Groups
New Structures Compatible style
Ongoing Property Improvements
Partnerships
People willing to take a chance
Proximity to Downtown, capitol complex, core
Public Building Expansion
Quin Chapel
Ramp at Lafayette
Redevelopment opportunities
Renovate/Restore Rather Than Demolish/Replace
Renovation of Older Homes
Replace E. Miller With Green Space
Retail Diversity
Shoe Factory
Simonson School

Consolidated Comments from Stakeholder Interviews & Public Workshop #1

3. Identify the positive features (opportunities) within the Central East Side Neighborhood study area.

(continued)

Some Areas Cleared To Improve Views
Street Grid System
Tax Credits That Will Encourage Investment
The Capitol
The Missouri River
The Train Station
Tourist
Traditional Neighborhood Design and Scale
Variety of Commercial and Residential
Variety of Dwelling Sizes
Views
Walking Neighborhood - accommodate people without cars

Consolidated Comments from Stakeholder Interviews & Public Workshop #1

4. Identify the negative features (constraints) within the Central East Side Neighborhood study area.

Absentee landlords
Aging infrastructure - curbs and sidewalks
Clark ramp congestion from drop off and pick up
Complicated planning processes
Condition upgrade not displacement
Conversions of big homes back to original state
Convert Towers back to senior living
Crime
Displacement of people
Fear of area
Funding, especially from state and feds
Historic District lacking
Housing conditions - image
Incompatible uses and buildings
Lack of parking
Lack of youth facilities (16 - 21) no place to come together
Leadership from within the neighborhood
Lighting
Misconception about National Register
Negative perception
Ordinance/Code enforcement lacking
Perception
Preservation of existing amenities (historical cemetery)
Property is cheap, businesses are plopped in, not coherent
Rundown neighborhood
Section 8 Housing Issues
Small houses on narrow lots
Speculating with no action Moratorium on demolition
Spot zoning
Traffic
Traffic generated from Clark ramp
Truck traffic using Clark ramp
Uncertainty
Visual demarcation of neighborhood
What will sustain it over the long term?
Zoning

Consolidated Comments from Stakeholder Interviews & Public Workshop #1

5 What are the primary traffic problems in the neighborhood?

Access into MSP project
Alley uses for services
AM Westbound backup to Clark PM Eastbound back up to Monroe
Another North and South interchange off highway
City needs to be the leader
Clark Ave. straight over, align with others
Develop boulevards
Driveways which front onto Lafayette
Eliminate traffic disruptions to residents
Find multitude access points not just one
Generally traffic and parking works well
Highway traffic problems in morning and night
How is chapel (Quin) property impacted by Lafayette interchange
Improve curbs and sidewalks (also handicap access)
Incorporate/improve access into town from east
Influx of vehicles to convention center
Lack of parking
Lafayette plans affect business
Mass transit needs
Narrow streets
Need three access roads to MSP
No good way to get in or out (esp. north and south)
No large thoroughfare or grand entrance is needed - fit into neighborhood
No way to bike, too hazardous
Off street parking issues
Parking could use alley or access back/side lots
Perception that its difficult to navigate and that streets are narrow
Redo main streets in MSP site for good first impressions
Safety concerns for pedestrians
Shuttle service to Capitol
Streets need to be widened
Think about one-way streets to solve width problems
Traffic/vehicle conflicts on Clark ramps at drop off and pickups
Truck traffic
Use Cherry Street in lieu of Lafayette

Consolidated Comments from Stakeholder Interviews & Public Workshop #1

6 What are your comments and ideas for the Central East Side Neighborhood Area?

Accentuate the positive and say "NO" to Mr. Negative
An arterial access from Whitten Expressway to redeveloped prison site that enhances development in this area
Appropriate access without destroying existing homes
Avoid competing downtown vs. new MSP development
Balancing new development with historic and architectural
Better lighting and sidewalks
Big demand for living above stores in downtown
Bring more citizens off of welfare and eventually into a tax producing income level
Build "walking distance" neighborhoods (schools, shopping)
Building preservation
Cemetery holds lots of potential as a tourist attraction
Change zoning boundaries to improve residential neighborhoods
Connect residential and commercial with pedestrians in mind
Consider combining individual parcels into larger continuous and cohesive parcels
Conversion of shoe factory to lofts or retail
Convince general public that the area is deserving of extra public resources
County Judicial Needs
Designate new areas or facilities as community parking
Develop and maximize riverfront accessibility
Develop neighborhood contact with Missouri River
Develop small neighborhood parks
Eliminate sub standard housing
Encourage East School to upgrade it's facilities
Encourage pedestrian traffic
Enforce ALL ordinances pertaining to property use and conditions
Financial incentives to redo and renovate property
Following the recently rewritten and approved code
Has greatest opportunities and worst problems
Historic and other overlay districts
Historic preservation and economic development should be the main focus of the plan
Historic preservation areas
Image
Improve the social condition of the low income residents
Incentive for single family owned residences
Incentives for single family habitation
Incorporate boutique stores
Increase tax base
Instead of widening certain streets, consider eliminating or reducing on-street parking

Consolidated Comments from Stakeholder Interviews & Public Workshop #1

6 What are your comments and ideas for the Central East Side Neighborhood Area?

(continued)

Keeping scale of development at neighborhood size
Landscaping
Limit non-residential development in order to safeguard residential property values
Limit through traffic on streets
Look at alley infrastructure as well
Look at components of successful neighborhood
Look at Service Vehicle capacity as well
Maintain character and build on that character
Make neighborhood safe
Make the area more aesthetic, functional and appreciated
Marketing and promoting area
Maybe use Clark Ave as a major thoroughfare
More green space
More retail areas
Need gym or community center in neighborhood
Neo-traditional aspects - live/work residential units
New and improved street lighting, landscaping, sidewalks and any other beautification features
No protection for those that improve their property
Now it's time to address an area which has been neglected
Parking is an issue throughout the entire area
Parkways, greenways, bike paths
Planned, safe, well developed community in harmony with development area
Planning, zoning, and design criteria established
Preserve residential/commercial areas and keep balance
Protect and improve historic structures and neighborhood aesthetics
Provide for development areas
Provide shuttle service
Public transportation enhancement - aesthetic bus stops/shelters that compliment the historic architecture
Rehab sidewalks along Capitol - exercise route
Repair homes due to poor maintenance levels stemming from low income levels
Repair streets, curbs and walks that have been deteriorating
Restore historic buildings: cohesive neighborhoods for both business and residence
Services they want - grocery store, drug store, restaurants
Sign Ordinances
Signage to different areas
Small grocery store, corner restaurants, small specialty shops
The plan should promote stability of the area

Consolidated Comments from Stakeholder Interviews & Public Workshop #1

6 What are your comments and ideas for the Central East Side Neighborhood Area?

(continued)

Theaters, museums and restaurants
There should be grants and tax abatements available to implement plan
Traffic and impacts on neighborhood
Trash pick up is paid for by individual owners
Update infrastructure
Use all streets to get to MSP
Using the strengths of this neighborhood to revitalize the area and promote economic development
Vibrant, mixed use
Wears Creek Greenway
Within reason, the historical and architectural character or the area should be preserved
Youth activities - young and old children
Zoning and traffic plans need to clearly define commercial and residential areas

Other Comments

Why are buildings allowed to deteriorate without sanctions by the City
River front development should be the TOP (or close to the top) priority for prison
Trolley - interurban I have connections to equipment
We need to make sure that we talk about what we don't want
High rise buildings - strip malls and gas stations in wrong place
The Prison and Surrounding Area would be a great hub/terminus for a state-wide Mag Lev system Mag Lev = magnetic levitation transport system
Conversion of shoe factory to lofts or retail
Relocation program
Timeline for selection of HWY 50 access/connection corridors
Finding a variety of ways to access area not just one way
Prison provides tone - old and historical OR negative and mixed feelings
What would happen to Dulle Hamilton (outside area)
What is age definition of "historic"

Vision Statement

At the conclusion of the data collection, analysis and stakeholder phase of the planning process the Project Team prepared a Vision Statement for the project for consideration by the Ad Hoc Committee. The vision statement is intended to describe the neighborhood's benefit to the community; the neighborhood resources; and its future potential.

The Central East Side Neighborhood Plan Vision Statement is:

The Central East Side Neighborhood is a vibrant residential and business community that encourages economic development, the preservation of architectural treasures and public works to enrich the quality of life for area residents.

The elements that make great neighborhoods can be found in the Central East Side community. Schools, civic institutions, recreation, open space, churches, commerce and residents. This great neighborhood is like no other, only blocks from the Capitol Complex and downtown; within sight of the Missouri River and walking distance to City parks; adjacent to the unparalleled historic MSP mixed use redevelopment; anchored by an existing infrastructure of tree lined streets and sidewalks. The features make this a great neighborhood which in turn confirms the longstanding notion that great neighborhoods make memorable cities.

The Central East Side Neighborhood is now positioned to meet and embrace future opportunities in commerce, home improvement and infrastructure expansion. The commitment to a balanced use of the neighborhood for preservation, new construction and redevelopment will evolve the Central East Side Neighborhood to ***the place to be*** *in Jefferson City.*

Neighborhood History

The 168-year-old Missouri State Penitentiary is the oldest continuously operated prison west of the Mississippi River.

The evolution of the Central East Side Neighborhood has been influenced by significant events, institutions and people that have shaped its character while providing a basis for the future vision of the neighborhood. Influenced by its proximity to the seat of state government and to the168-year-old Missouri State Penitentiary, the area has served the housing, commerce and community needs of labors, businessmen, families and politicians. Much of what makes this neighborhood great today is the prominent roll it has maintained throughout the history of the City.

The neighborhood has a strong character and a good sense of place formed through its architectural gems and spatial definition formed by topographic undulations. The resulting development patterns are dramatic compared to flat landscapes that offer less character and uninteresting design solutions.

The history of the neighborhood is well documented in other publications, books, and studies. The importance of neighborhood history to this plan is to recognize past themes, capture the context of the neighborhood and build on the potential redevelopment opportunities that will occur in the near future. This plan and the planning efforts that will follow should strive to maintain a balance of recommendations. Preserve the neighborhood's history where possible, support redevelopment that is in context with that history and strive for a mix of residential, commercial and community uses within the neighborhood. The elements of a good neighborhood have been there for a long time, care and enhancement of the elements will reinforce the neighborhood as the place to be in Jefferson City.

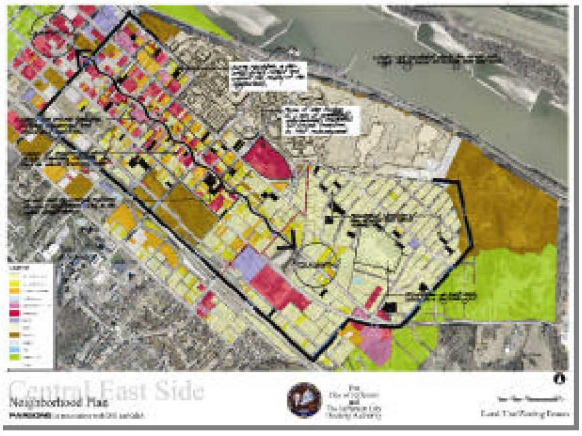
Neighborhood Analysis

Using the background data maps as a starting point, the opportunities and constraints of the Central East Side Neighborhood were identified and investigated. These opportunities and constraints were organized into four broad categories: Land Use/Zoning Issues, Transportation Issues, Neighborhood Features and Key Planning Issues. A series of maps were created to illustrate the opportunities and constraints. A summary of the key points of this investigation is listed below.

Land Use/Zoning Issues

Land use and planning issues are the core focus of the plan. These issues relate to the blocks within the neighborhood and the neighborhoods context within the larger community as well.

- The core of the Central East Side Neighborhood acts as a transition from the commercial/office uses in the downtown area to residential uses seen in the Secondary Study Area.



- The current zoning regulations do not support what is actually occurring within the neighborhood. For example, a portion along High Street from Pine to Marshall is currently zoned commercial. Close examination of the existing land use reveals a considerable amount of residential properties. It can be concluded that the current zoning ordinance is not adequately controlling land use. Expansion of non-conforming land uses should be avoided.

- The significant number of existing alleys within the neighborhood offer opportunities to provide good transitions between commercial and residential land uses.

Some areas along High Street (both currently and previously) have served as the Neighborhoods “Main Street” providing essential commercial and social amenities. The vitality of the “Main Street” core is currently diminished, and should be reestablished as the center of the neighborhood. This reestablished “Main Street” could benefit from not only new commercial and retail uses, but also community uses.

- Vacant land is generally scattered throughout the neighborhood and not concentrated in certain areas.
- The existing pattern of multi-family residential uses mixed into and throughout the neighborhood is beneficial in many instances and should continue, where appropriate, in the future. When new multi-family residential is mixed into residential areas of differing densities, it should be done based on building size, mass and scale.
- The primarily residential use of the secondary study area should remain. The reestablished "Main Street" concept on High Street could be expected to support this area.
- The old International Shoe Factory offers significant redevelopment potential. If redeveloped with a mix of commercial, retail, entertainment and/or residential, it would provide an excellent transition between the MSP mixed use redevelopment and the Central East Side Neighborhood.

Transportation

As part of the investigation of opportunities and constraints, transportation issues were examined from a land use and urban design perspective. Additionally, transportation issues were investigated from a transportation engineering perspective, which will be summarized in a section to follow.

- The roadway grid system which currently exists within the Central East Side Neighborhood provides flexibility for alternative circulation routes to the MSP mixed use redevelopment.
- Pedestrian circulation exists throughout the neighborhood along the roadway grid system creating very "walkable" neighborhood which has been identified by stakeholders as a very positive existing attribute.

Future consideration should continue to encourage and strengthen this attribute of the neighborhood.

- The broad based goal of requiring that any transportation corridor improvements necessary to serve the MSP occur within existing roadway pavement should be the starting point for planning considerations.

- The significant number of alleys are a secondary transportation and service access network, and should continue to be used and enhanced in the future.

- The Jefferson City Transit (JEFFTRAN) serves the Central East Side Neighborhood using High Street as an eastbound loop, Ash Street as a southbound loop, and East McCarty Street as a westbound loop. This pattern of service is essential to the vitality neighborhood. It should remain and future routes or shuttles should be planned to connect into this loop from the MSP redevelopment project.

- Three major connections will exist where the MSP mixed use redevelopment district interfaces with the Central East Side neighborhood. These are at the following intersections: East Capitol Avenue and Dawson Street, East Capitol Avenue and Chestnut Street and East State Street and Lafayette Street. Of these, the East Capitol Avenue and Chestnut Street connection offers the advantages of providing access centrally to the MSP redevelopment area, and being adjacent to a planned parking structure within the MSP project area.

Based on the above three major connections where the MSP mixed use redevelopment interfaces with the Central East Side neighborhood, three possible connections with U.S. 50 (Rex Whitton Expressway) may be considered as alternatives. These occur where U.S. 50 meets Clark Avenue, Chestnut Street and Lafayette Street. The traffic consideration of each of these alternatives will be considered in a section to follow. However each of these alternatives, whether

implemented singularly or in some combination, would have significant planning impacts on the Central East Side Neighborhood such as:

- U.S. 50 and Clark Avenue
    - The development of a transportation corridor along Dawson Street/Clark Avenue has the potential to become a barrier between Central East Side Neighborhood and the Secondary study area.
    - The development of a transportation corridor along Dawson Street/Clark Avenue will create an additional volume of traffic and associated conflicts adjacent to IC (Immaculate Conception) Church. At present, IC Church experiences significant pedestrian and vehicular conflicts due to school drop-off/pick-up operations, and truck traffic utilizing the Clark Avenue/U.S. 50 ramps.
- U.S. 50 and Chestnut Street
    - The current width of Chestnut Street is narrow and would require improvements outside the existing roadway pavement areas or possibly the right-of-way.
    - Improvements to Chestnut Street might also require the removal of on-street parking which are anticipated to have serious impacts to the surrounding residents.
    - Roadway improvements along Chestnut Street have the potential to adversely impact the existing cemetery.
- U.S. 50 and Lafayette Street.
    - An interchange at Lafayette Street is anticipated to accommodate a significant change in roadway elevation resulting in a significant visual impact on the adjacent neighborhood. This visual impact might be

in the form of a bridge structure or earth embankment. The visual impact may or may not be a positive feature in the neighborhood.

- This interchange at Lafayette Street could have a significant impact on Quinn Chapel, possibly requiring relocation.
- Improvements to Lafayette Street, between U.S. 50 and the MSP redevelopment area might require the removal of on-street parking which would have serious impacts on the surrounding residents.

Neighborhood Features

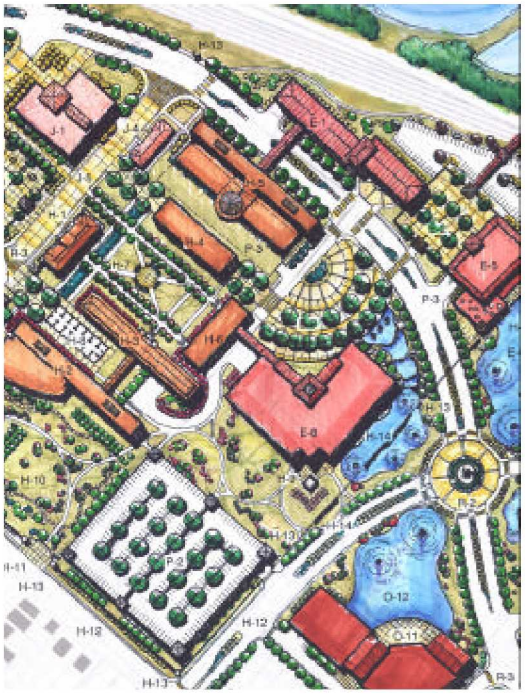
Neighborhood features are those items which were identified as critical to the Central East Side Neighborhood. As such, it was important to note them and understand their relationship to the neighborhood.

- East Elementary School – East Elementary is located on the eastern boundary in the Secondary study area on High Street. It serves as the neighborhood public elementary school and is a key component of the neighborhood.
- IC (Immaculate Conception) Church and School – IC Church and School are located in the Secondary study area at the intersection of Clark Avenue and East McCarty Street. It serves as the neighborhood and community Roman Catholic Church and school.

- City and Veterans Cemeteries – Representing the largest parcels of public open space on the east side of Jefferson City; these two cemeteries provide significant benefits to the surrounding neighborhood.
- Simonsen 9th Grade Center – Located on a prominent high point within the Central East Side Neighborhood, on East Miller Street, Simonsen 9th Grade Center serves as Jefferson City's public 9th grade education center. Due to its location on the western edge of the neighborhood, it also serves as a transition from

the commercial/office uses located in downtown to the residential character of the Central East Side Neighborhood.

- Marmaduke House and East Capitol Avenue – The Marmaduke House is considered by many to be the crown jewel of the historic homes on East Capitol Avenue. Originally built as the Missouri State Penitentiary Warden's home, it now serves as a benchmark for historic preservation on East Capitol Avenue and the entire Central East Side Neighborhood. East Capital Avenue, from Chestnut Street to Adams, represents the pinnacle of residential architecture from Jefferson City's historic past. Although today some of these structures are in various stages of disrepair, this area offers tremendous potential for the future.



- MSP Redevelopment District – The Central East Side Neighborhood is partially bounded on its northern edge by the Missouri State Penitentiary (MSP). Its history dates back to 1832 when it was authorized by the Missouri General Assembly in 1833. By the time the first prisoner arrived in 1836, it covered four acres. The entire site now covers 142 acres (47 acres within the perimeter wall). Prison operations were discontinued on September 15, 2004 when the new Jefferson City Corrections Center facility open. Prisoners were transferred to the new facility, thus making way for the MSP site to begin redeveloped. The MSP Redevelopment District master plan includes five districts which are the MSP Historic Area, the Public Service Campus, the Office Campus, the Public Assembly Campus and the Natural Resources Area. The goal of the MSP master plan is to incorporate the significance of the history and architecture of the penitentiary into a plan which creates an opportunity for a unique, mixed use environment of office, museums, interpretive centers, a performing arts center, and a variety of other uses.

This is the type of connection between home and work, within the Central East Side Neighborhood, which the plan will recognize and reinforce in the future.

- International Shoe Company – Jefferson City's long history in shoe manufacturing is still reflected today in the old International Shoe Company building at 1015 East Capitol Avenue. Today the building is still the location of light industrial activity, but it also holds significant redevelopment potential. The Park Place Addition, located nearby, represents an area of planned housing by the company and other companies in the area, to induce a stable skilled work force near the factory. This is the type of connection between home and work, within the Central East Side Neighborhood, which the plan will recognize and reinforce in the future.

- East End Drugs and O'Donoghue's Steak and Seafood - East End Drugs, located at the intersection of Lafayette and High Street, is a locally owned and operated drug store which represents the type and character of commercial /retail business which were originally scattered throughout the Central East Side Neighborhood. O'Donoghue's Steak and Seafood, located at Chestnut and High Street is a locally owned restaurant. Operating in a recently renovated building dating back to the late nineteenth century, it represents the redevelopment potential many of the buildings within the Central East Side Neighborhood hold.

- Gerbes Supermarket – Gerbes Supermarket, located on the eastern boundary of the neighborhood on East McCarty Street is the only surviving grocery store supporting Central East Side Neighborhood.

- Park Place Neighborhood Park – This small neighborhood park is the centerpiece of a small dense four block residential area within the Central East Side Neighborhood called the Park Place Addition. It is a reminder of how small public open spaces were included in residential developments of the past, and serves as an example for incorporating open space in future redevelopment projects.

- Topography – The topography of the Central

East Side neighborhood can be described as variable, typically characterized by rolling and very steeply sloped terrain typical of river bluff areas. Naturally this has a significant impact on neighborhood character, current development and redevelopment costs.

- Views and Vistas – Related to the topographic character of the neighborhood, the area contains several significant views and vistas. The most significant of these is the view westward down East Capitol Avenue terminating on the State Capital Building. Other vistas within the neighborhood are made more dramatic due to the severe elevation change over which they occur.

- Residential Density – It was previously noted that the core of the Central East Side Neighborhood acts as a transition from the commercial/office uses in the downtown area to residential uses seen in the Secondary Study Area. Residential density naturally decreases from west to east, with the more densely populated areas located on the western edge of the property. The master plan will recognize and preserve this feature.

- Property Renovation/Rehabilitation – Rehabilitation and renovation has occurred and is currently still occurring throughout the neighborhood. This activity is mostly concentrated on the western end of the primary study area in the vicinity of the 800-1000 blocks of High Street.

Key Planning Issues

The opportunities and constraints investigation concluded with an identification of Key Planning Issues. These key issues would direct the development of the Master Plan, and serve as benchmarks during its evolution. These Key Planning Issues are summarized below.

- Develop a core neighborhood and pedestrian oriented, retail district which can be compatible with a surrounding residential community.

- Within this retail district, encourage mixed uses vertically which traditionally is how development occurred on the Central East Side.

- Develop mass transit linkages from the Central East Side Neighborhood to both the Downtown and the MSP Redevelopment Area. Expand public transportation from other areas of the City to link into the main public transportation routes on High and McCarty Streets.

- Attack code enforcement issues with renewed vigor.

- Encourage residential and commercial redevelopment, where necessary, in patterns similar to those which currently exist in the neighborhood.

- Provide community/civic focus at the heart of the Central East Side Neighborhood.

- Develop solutions for providing adequate access to the MSP Redevelopment Area.

- Improve the streetscape environment in order to meet the needs of the neighborhood including:

  - Provide safe “walkable” sidewalks.

  - Provide pleasant sidewalk environment which is an amenity for the entire neighborhood.

- Rebuild the neighborhood by adding the Components of an “Ideal” neighborhood.

Ideal Neighborhood Elements

Simultaneously, the key elements of what Stakeholders identified as the “Ideal” neighborhood were identified at this stage in the planning process, and included items such as:

- Variety of Dwelling Types

- Walkable and Safe Streets

- Places of Worship
- Neighborhood Park
- Community Center
- Schools (Elementary)
- Local Library
- Police Substation
- Fire Station
- Open Space
- Discernible Center of Focus
- Self Governance
- Interconnected Road System w/ Alt. Routes
- Bus Stops (& Service)
- Pedestrian Oriented Retail District
    - Drug Store
    - Hardware Store
    - Dry Cleaner
    - Corner Bar/Restaurants
    - Grocery Store
    - Shoe Repair

Transportation Issues

The existing street system is made up primarily of local streets in a traditional grid system that provides direct access to the neighborhood residences and businesses. Potential improvements to satisfy the demands of both neighborhood traffic and traffic volumes associated with the Missouri State Penitentiary Redevelopment project must be completed. Both the existing and projected transportation operations will have a significant role in the Central East Side Neighborhood Plan.

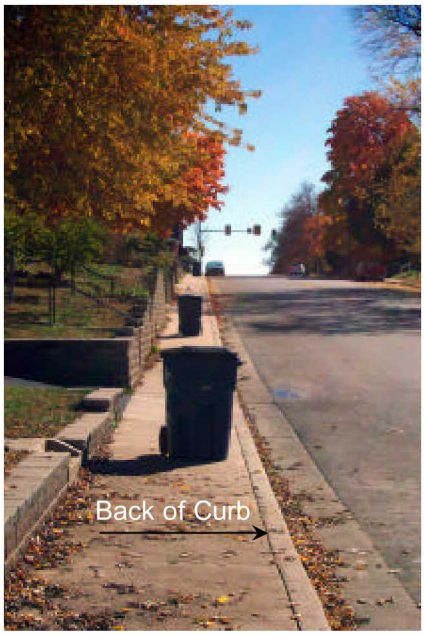
McCarty Street is a major street that travels east/west through the southern portion of the area while Lafayette Street is a major roadway that travels north/south through the western portion of the neighborhood. East Capitol Ave. and High Street also provide east/west access routes through the central portion of the neighborhood in addition to McCarty Street. However these roadways have fewer lanes and less traffic carrying capability. The Clark Avenue interchange with U.S. 50 provides the only direct access from the neighborhood to the state highway system but Clark Avenue intersects McCarty Street at a “T” intersection and does not continue into the study area.

To determine the existing traffic and pedestrian operational characteristics and to identify any existing or projected deficiencies, detailed reviews of the area were completed, including data collection for the purpose of analysis. A wide range of existing data was collected, including existing traffic volumes, existing traffic control, street widths, grades, and no parking areas. This collected data was evaluated and the following exhibits were prepared to summarize this information.

Existing volumes for the A.M. peak hour are shown in Figure 1-Appendix A. The counts were recorded at intersections of interest for this project based on location in the Central East Side Neighborhood and proximity to the Missouri State Penitentiary (MSP) site and intersections of major collector streets. These major collector streets are McCarty Street, High Street, Capitol Street, Lafayette Avenue, Chestnut Street and Clark Avenue.

The streets mentioned are existing routes through the Central East Side Neighborhood that are anticipated to be used to carry traffic to and from the MSP site. The volumes in Figure 1-Appendix A illustrate the typical morning traffic pattern for this part of town, vehicles coming from the east and traveling west towards the downtown area.

Existing volumes for the P.M. peak hour are shown in Figure 2-Appendix A. The volumes in this figure in general show just the opposite flow patterns than the A.M. peak hour, with vehicles traveling to the east from the downtown area during the evening peak commuter period. The majority of the intersections within the Central East Side Neighborhood are controlled by stop signs. The only traffic signal in the area is located at the intersection of Clark Avenue with McCarty Street. The following intersections are all-way stop controlled: Jackson & State, Jackson & Miller, Lafayette & Capitol, Lafayette & High, Lafayette & McCarty, Lafayette & Dunklin, and Chestnut & Dunklin. The majority of the remaining intersections are two-way stop controlled with the north-south routes stopping.



An inventory of the existing street pavement widths and grades was performed on the streets within the Central East Side Neighborhood and the results are shown in Figure 4-Appendix A. The street widths were measured from the back-of-curb to back-of-curb. The widths of the minor streets in the neighborhood were generally 30 feet wide, while the major collector streets were wider, exceeding 50 feet on some block segments.

The grades of the streets were measured at the mid-block when the grade of the street segment was relatively constant throughout the entire block. Grade is defined as a percentage which is determined by dividing the difference between the elevations of two points by the horizontal difference between them. In the cases where the grade wasn't constant, the grade was recorded at both ends of the block. In general, the grades are the steepest on the north-south streets, reaching a maximum grade of 15.5% on Marshall Street between State and Capitol, and Chestnut Street reaching double-digit grades twice between High and Miller. The east-west major collectors Capitol and High

Streets are mostly level with a portion of McCarty Street having a grade of 9.6% in the block immediately west of Chestnut Street. Existing no parking zones and speed limits were inventoried and the results are shown in Figure 5-Appendix A. The default speed limit in the area is 30 mph unless otherwise posted. In some areas, the speed limit is posted less than 30 mph due to a school zone or high pedestrian volumes. The following street segments are posted at 20 mph: Jackson Street – Capitol to High; High Street – near west of Jackson; Miller Street –between Lafayette and Cherry; Clark Avenue – south of McCarty; Riverside Drive – north of High.

As shown in Figure 5-Appendix A, parking is allowed on most of the streets within the Central East Side Neighborhood. Parking is prohibited on the following street segments: State Street westbound (WB) – Jackson to Marshall; Miller Street eastbound (EB) – Jackson to Marshall, Lafayette to Cherry; Capitol Street WB– Cherry to Chestnut; McCarty Street EB, EB & WB – Chestnut to Locust, near Clark Avenue; Jackson Street NB – Capitol to south of High; Marshall Street northbound (NB), southbound (SB) – Capitol to High, McCarty to Miller; Cherry Street SB – McCarty to Miller; Chestnut Street SB– south of High, McCarty to Miller; Pine Street SB– Capitol to High; Locust Street SB – High to McCarty; Benton Street SB – High to McCarty.

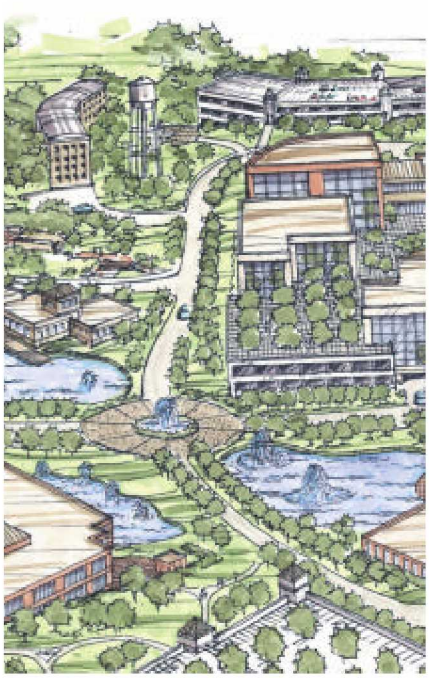
Exhibit A-Appendix A is an illustration of the existing trip summary used in the Jefferson City/Cole County Transportation Model. It shows that a majority of the trips begin or end in the western two-thirds of the county, using existing arterials such as US 54, US 50 from the west, and Missouri Route C from the southwest. Even though the same percentage cannot be applied to Jefferson City, a majority of the trips generated begin or end in the western sections of the model study area.

Since both the Central East Side and the MSP site will develop in phases, street improvements should also be implemented in phases.

In order to serve the traffic volumes that will be generated from the redevelopment of the MSP site and revitalization of the Central East Side Neighborhood, some significant street improvements can be anticipated to be required. However, since both the

Central East Side and the MSP site will develop in phases, street improvements should also be implemented in phases.

Immediate improvements are anticipated to be minor intersection modifications, where longer term improvements may be the construction of new interchanges of local streets with the Rex Whitton Expressway, major intersection modifications, and/or dramatic changes to the character of the existing streets such as elimination of on-street parking or the conversion of some routes to one-way streets. These improvement scenarios can be divided into three broad categories: Short term improvements – built within the next five years to serve local and MSP development; Intermediate term improvements – designed to serve increased local and MSP development traffic 10-15 years from today; Long term improvements – designed to serve the entire MSP development and full implementation of the Central East Side Plan, or ultimate traffic volume scenario.



Short term – Next 5 Years
Includes:

- First 2-3 buildings within MSP site
- Identify roadway/intersection improvements that need to be made to existing street system to maintain access and good levels of service / mobility thru area
- Review identified corridors to determine what may be necessary to provide necessary access between MSP and the existing street network.
- Maintain existing street system as much as possible

Intermediate Term – 10 to 15 years
Includes:

- Next phases of MSP and Central East Side development – new office buildings, hotel, convention center, retail developments, etc…
- Potential redevelopment impacts within Central East Side neighborhood
- Review identified corridors to determine if additional improvements may be required to

satisfy traffic and access concerns associated with continued land use changes.

- Include impacts of new interchange or combined interchange improvement options identified as part of the Whitton Expressway study completed in coordination with this study.

Long Term – 20+ years
Includes:

- Final development of MSP and local revitalization – Full Build-out
- Potential final redevelopment impacts within Central East Side neighborhood proper
- Identify ultimate enhancements to corridor(s) to handle full traffic projections. Enhancements may include modified traffic controls, one-way streets, elimination of on-street parking, or other improvements
- Review of potential direct connection from MSP to Clark interchange
- Review the impacts of potential roadways external to study area to provide additional access to the MSP (i.e. connection to Eastland Interchange or similar improvement)

Infrastructure Improvements

We feel that a reasonable solution to the expected traffic operational concerns in the Central East Side neighborhood can only be resolved with the completion of the Rex Whitton Corridor Study. It has become apparent that the existing traffic capacity concerns that exist today on the Rex Whitton Expressway (US 50/63) will have a significant impact on the overall operations of traffic throughout this region and must be addressed.

Determination of potential access improvements along the Whitton Expressway will mandate many potential infrastructure improvements within the Central East Side Neighborhood. This can be expected to be the case both through the Central East Side and west of the primary study area through the downtown area. It would be short sighted to neglect this important corridor in the overall transportation analyses and therefore, no definitive recommendation with regard to

transportation improvements can be made at this time. The Rex Whitton Expressway study is progressing and an addendum to the Central East Side Neighborhood Study with regard to traffic operations and improvement recommendations will be made as part of this design study. In general, some preliminary concept improvement ideas have been developed and are anticipated to be reviewed in detail as part of the Rex Whitton Study. These concepts were developed after reviewing the existing operational issues identified as part of this report, and after reviewing the information made available to us for this project. It should be noted that the improvement alternatives are only conceptual, and the future investigation of alternatives will not be limited to these potential improvements.

In Alternative 1-Appendix A, major improvements would be required along Lafayette Street to serve as the primary carrier of site traffic between the MSP site and the Rex Whitton Expressway. A single point interchange would be constructed at the intersection of Lafayette and US 50/63 along with major intersection improvements along Capitol Avenue at the intersections of Lafayette and Chestnut Streets. Major intersection improvements potentially would also be needed at the ramps of Clark and US 50/63 if the extension of Clark Avenue were to be constructed.

For Alternative 2-Appendix A, Lafayette and Chestnut Streets could be used to access the MSP site from US 50/63. Major interchange improvements would be required along US 50/63 with the interchanges at Lafayette and Chestnut Streets. Roundabouts could be used at these two proposed interchanges. Major intersection improvements would again be required along Capitol Avenue with the intersections of Lafayette and Chestnut Streets. Major intersection improvements potentially would be needed at the ramps of Clark and US 50/63 if the extension of Clark were to be constructed.

Alternative 3-Appendix A shows that both Lafayette and Chestnut Streets could be used as the access routes to the MSP site through the neighborhood, but as one-way pairs. Chestnut Street would be one way, traveling northbound from Dunklin to Capitol Avenue and

Lafayette Street would be one way traveling southbound from Capitol Avenue to McCarty Street. Traffic would be allowed to access Lafayette, Chestnut, and Clark by exiting onto the ramps west of Lafayette Street and east of Clark Avenue. These ramps would use the existing side streets of Miller and Elm Streets as distributor roads. Miller Street would be one way westbound and Elm Street would be one way eastbound. Roundabouts would be used at the proposed ramp intersections near the present intersections of Lafayette and Miller; Clark and Miller; Lafayette and Elm; and Clark and Elm.

As part of the development process of potential transportation improvement alternatives, many diverse options were suggested and investigated to varying levels. These improvement scenarios included construction of new roadways from the Missouri State Penitentiary (MSP) site along the Missouri River to both east and west areas of the city, the addition of a major access route to this area from the east through the existing City park, and the construction of multiple smaller scale improvements to area streets to minimize any singular significant improvement that may adversely impact a specific area or corridor.

Many of the suggested options were reviewed and eliminated from further consideration based on feasibility of construction, the expected degree that the improvement alternative would positively impact the projected travel concerns, and/or the projected costs. For example, the connection of a major access road eastward from the MSP area through the existing City Park was reviewed and found to have minimal positive impact on the projected situation. At most, 10% - 15% of the traffic destined to the MSP site may utilize a roadway in this location. Based on this limited usage, the overall construction costs, and the negative impacts a roadway in this area would have on the park, further evaluation of this corridor was eliminated. The removal of this suggestion as an alternative for continued review under this study does not preclude a similar corridor being reviewed at a future date if the traffic distributions and travel patterns shift in such a way to demand consideration.

Economic Analysis

Socio-Economic Profile

This section describes the Central East Side Neighborhood in the context of the broader region and suggests ways in which this context might be enhanced. In terms of future development for the Central East Side, much depends on the broader trends that are happening within the U.S. and Jefferson City Metropolitan Statistical Area[1] (MSA) economies. Those trends are examined in the following pages.

The neighborhood must also realize, however, that there are other economic influences that it can capitalize on, such as national demographic trends that favor mixed-use, walkable neighborhoods, access to jobs in the Capitol and the potential to add residential units to the area

The Central East Side Neighborhood is part of a much broader economy that is heavily influenced by Missouri state government. With state government also already demonstrating tremendous interest in the Missouri State Penitentiary (MSP) site for future buildings, the neighborhood's proximity to the State Capitol and MSP makes the Central East Side a desirable location to attract new investment in the future. The MSP site is likely to be the single greatest factor that will influence changes in the economy of the Central East Side Neighborhood. The neighborhood must also realize, however, that there are other economic influences that it can capitalize on, such as national demographic trends that favor mixed-use, walkable neighborhoods, access to jobs in the Capitol and the potential to add residential units to the area.

Jefferson City MSA Population

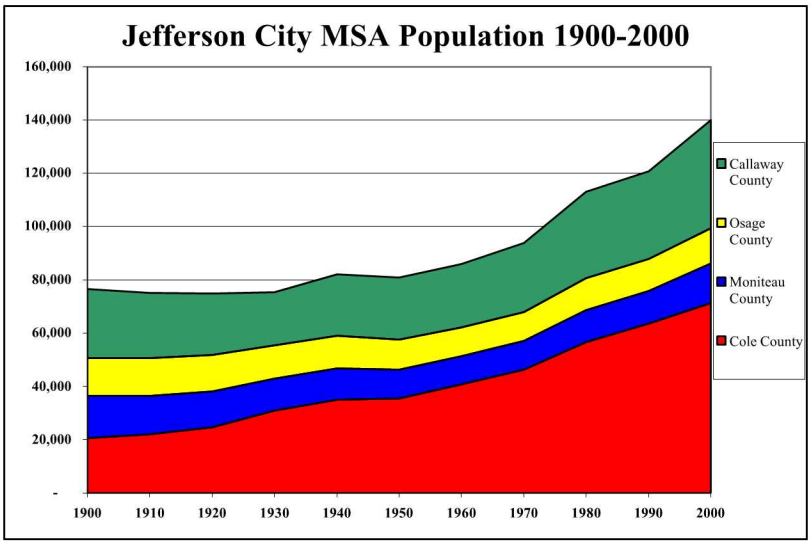
As previously noted, the Jefferson City area has recently been made a Metropolitan Statistical Area (MSA). Before, it was one of only eight state capitols that were not contained within an MSA. This ranking,

[1] In 2003, the U.S. Census Bureau designated the four county Jefferson City Labor Market, consisting of Callaway, Cole, Moniteau, and Osage counties, as an official Metropolitan Statistical Area. This designation raises the importance of the Jeff City area in terms of national visibility in the economy and increases the amount of socio-economic data that will become available on a regular basis for measuring progress and change in the metro area.

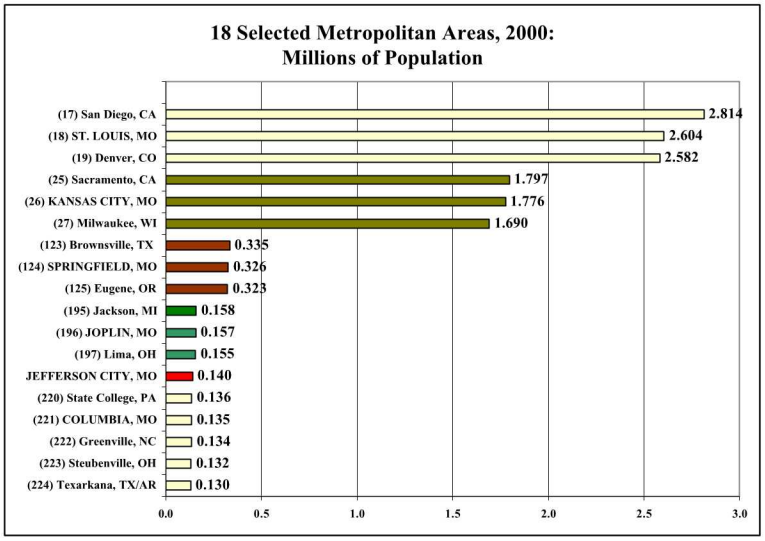
based on a decision by the Census Bureau to allow areas with a "central core" population of 50,000 to be classified as MSAs, has elevated the status of the Jefferson City area.[2]

The Jefferson City MSA had a 2000 population of just over 140,000. In 2000, it ranked about 210th of 300 metropolitan statistical areas in terms of size. Within the state of Missouri, five other MSAs exist. St. Louis is the 18th largest in the nation with just over 2.6 million people. Kansas City is the 26th largest metro area with over 1.8 million people. Springfield is the nation's 124th largest metro area with 326,000 residents. Joplin is 196th with 157,000 and Columbia is 221st with 135,000.

The following chart compares some of the metro areas within the U.S. that are similar in size with the Missouri metro areas.



[2] In the past, MSAs had to have central cities with at least 50,000 residents. Now, key central core areas, without regard to central city boundaries, can be designated as MSAs if there is sufficient economic interaction among certain counties which, as is shown in this report, greater Jefferson City readily demonstrates.



Metro Area County Populations

Cole County is the largest of the four MSA counties with about 71,500 residents as of the 2000 Census. It is the only one of the four counties to have grown significantly since 1940

Callaway County is the second largest at 41,000 residents and had a significant rate of growth during the 1990s which was twice as fast as that of Cole County – 24 percent versus 12 percent. But this growth rate is relatively recent. While each county added 8,000 net new residents in the '90s, the larger size of Cole County made its growth rate lower.

Independent projections of population for Missouri counties prepared after the 1990 Census by the Missouri Office of Administration[3] suggest that the population of the Mid-Missouri counties should have a combined total of about 160,000 by 2020. This includes an adjustment by Development Strategies to the projection to adjust for actual counts in 2000.

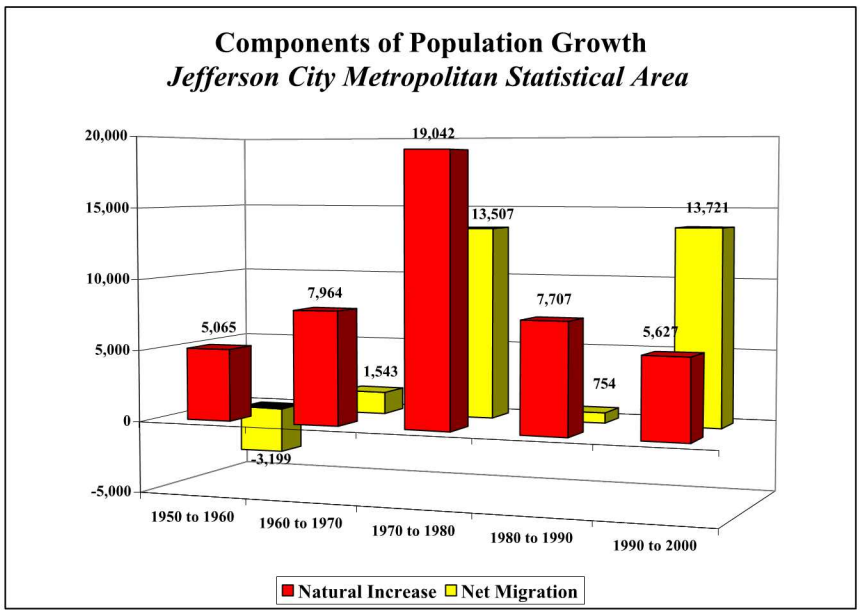
The addition of 20,000 residents in the MSA between 2000 and 2020 would be about a 14 percent growth rate. This would be slightly faster than the Census Bureau's 11 percent growth rate projection for the entire state of Missouri but slower than the U.S. national projection of about 18 percent.

[3] Projections based on the 2000 Census are not yet complete.

Mid-Missouri Components of Growth

Population growth results from two major forces: More births than deaths and more in-migration than out-migration. The Jefferson City MSA has done well in both respects.

- The red bars show the net difference between births and deaths – positive for all decades since 1950.
- The yellow bars show net migration, which has been positive in all decades except the 1950s.



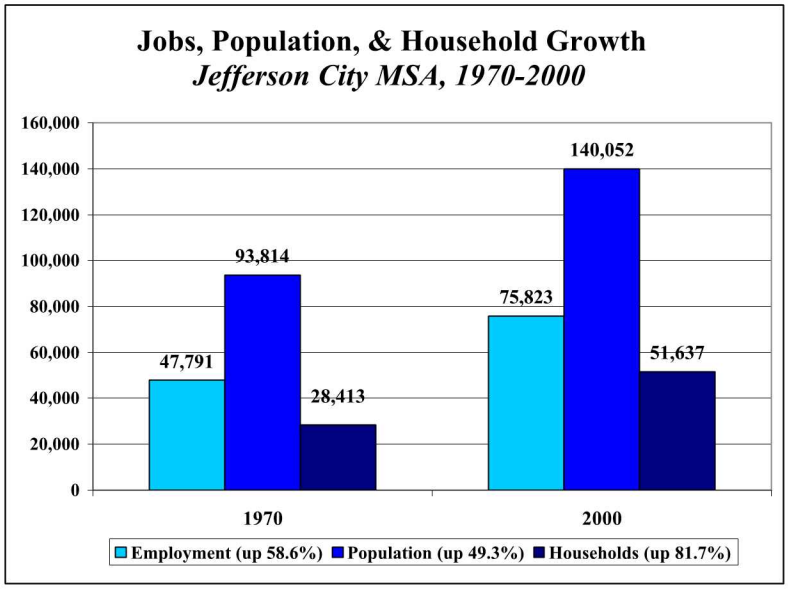
This in-migration signals that these new residents came from outside the four-county metro area. Attracting some of this in-migration should be a high priority of the Central East Side Neighborhood because new residents are most likely to enter the region without preconceived notions about an area.

The MSA did a remarkable job of attracting new residents to the area in the 1990s, a factor that contributed to designation as a metro area. The net in-migration was about 2.5 times the net natural increase, resulting in almost 14,000 more residents in 2000 than in 1990. This in-migration signals that these new residents came from outside the four-county metro area. Attracting some of this in-migration should be a high priority of the Central East Side Neighborhood because new residents are most likely to enter the region without preconceived notions about an area. Relationships with relocation specialists can help this effort considerably along with a public relations campaign that promotes the Central East Side's special qualities.

Overall, the region has had a 49 percent rate of growth in the last 30 years, much higher than the rate of growth for the St. Louis metro area, for example, at 5.7 percent for 30 years. In contrast to the four MSA counties, the net in-migration for the St. Louis metro area was negative for the 1990s. This could mean that the Jefferson City metro area was able to attract people to the region with better quality of life characteristics and decent jobs. Essentially, this four county area was a place people *wanted* to live in the 1990s. This trend could help the Central East Side Neighborhood attract new residents to the area.

Mid-Missouri Jobs and Households

This could mean that the Jefferson City metro area was able to attract people to the region with better quality of life characteristics and decent jobs. Essentially, this four county area was a place people wanted to live in the 1990s. This trend could help the Central East Side Neighborhood attract new residents to the area.



Since 1970, jobs and housing development grew faster than population. This has also been a national trend where household sizes have decreased as more people are living alone or where there are fewer children living at home. Therefore, it is not surprising that between 1970 and 2000 the population grew 49 percent while households grew 82 percent (which are defined as occupied housing units). A big influence in attracting residents is the availability of jobs which during this period, grew 59 percent.

Compared to the St. Louis metro area, where population increased 5.7 percent, households increased 23 percent and jobs increased 33 percent, it is clear that Mid-Missouri has been able to attract a large group of people to the area.

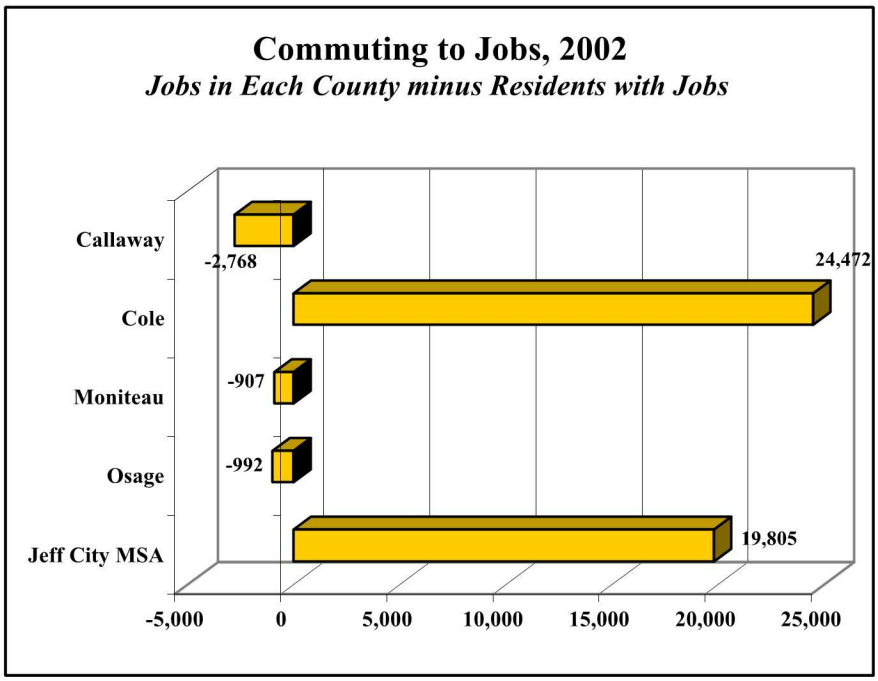
The Central East Side neighborhood needs to take advantage of this influx of new residents. These will most likely be the people who will see the value in some of the housing stock within the neighborhood and potentially become neighborhood leaders.

Commuting to Jobs Mid-Missouri, 2002

Cole County is the center of jobs in Mid-Missouri, with the exception of Boone County which is not considered here, and is the center of commuting in the region. As the next chart shows, Cole County alone attracts many more people each work day than it "loses," and has even increased that number since 1999.

This compares the number of jobs in a county (regardless of where the jobholders live), with the number of residents who hold jobs (regardless of where those jobs are). Cole County has almost 25,000 more jobs within its borders than residents who have jobs. Therefore, there is a great deal of in-commuting in the morning, and out-commuting at night. This can anecdotally be supported by observing US Highway 50 in the mornings and evenings. The other three counties in the MSA, in fact, are "net bedroom" communities where the daytime population is lower than at night.

However, Cole County is also attracting workers from a much wider area than the MSA boundaries would suggest. The small negatives on the chart associated with Callaway, Moniteau, and Osage Counties do not add up to the almost 25,000 workers that enter Cole County every day. So workers from non-MSA counties come into Cole County for their jobs, too.



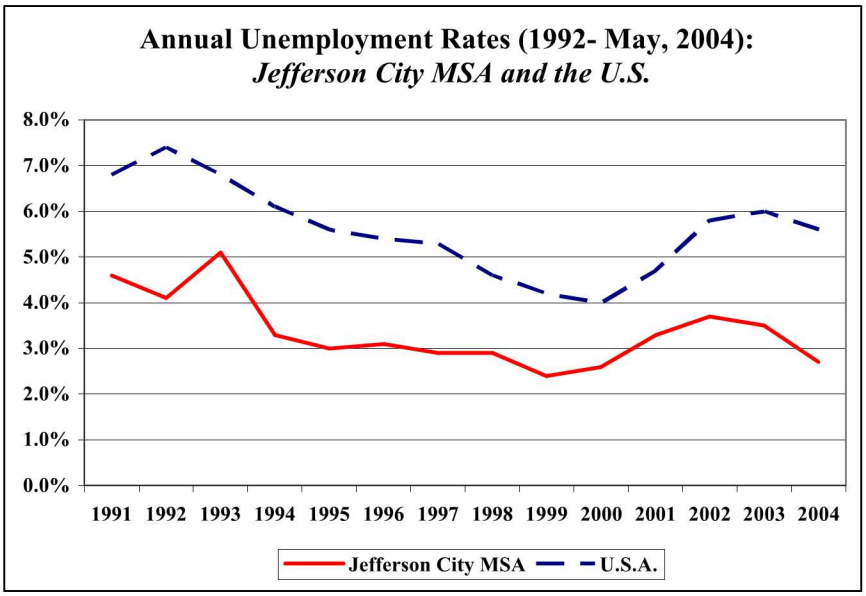
Mid-Missouri Unemployment Rates

The Jefferson City MSA has long been below the national average in terms of its unemployment rate, as shown on the next chart. The latest statistics for May 2004 put the local unemployment rate at about 2.7% compared to the national rate of 5.7%. This is actually a mixed blessing. While it is good to have a low unemployment rate, it also hinders the ability of firms to expand because there is not a ready labor pool from which they can draw new workers.

Because the unemployment rate for the four county MSA is so low, it suggests that certain high skill jobs are not being filled by people who live in one of the four MSA counties. This is corroborated by the previous section which illustrated that approximately 20,000 Cole County jobs are held by workers coming from other parts of the state.

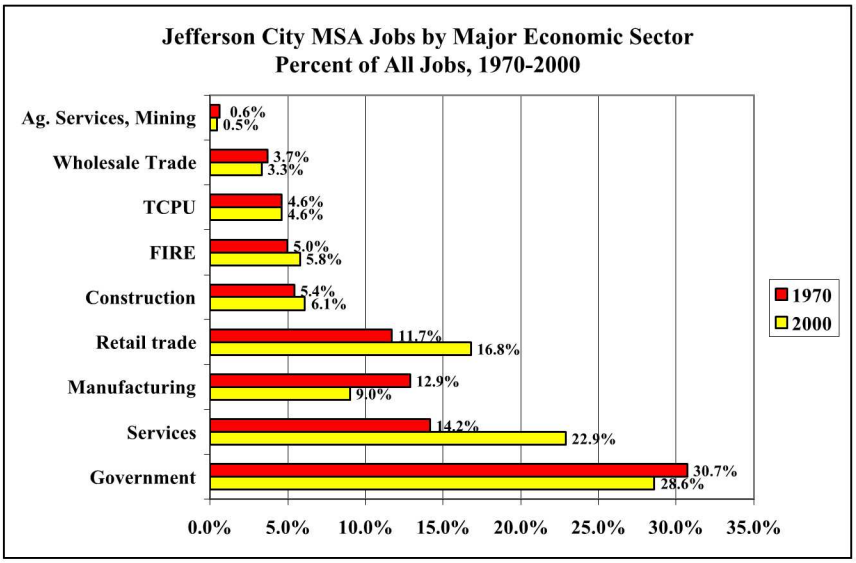
With the recent upturn in the economy, this pressure to fill jobs is back on. As the chart illustrates, the unemployment rate has begun to fall again, more rapidly in the Jefferson City MSA than the nation as a

whole. This may indicate that the Mid-Missouri area could once again be in for an influx of new workers from outside the area.



Changes in Mid-Missouri Employment by Sector, 1970-2000

There have been many changes to the Jefferson City MSA employment base over the past 30 years as the Retail Trade and Services sectors grew in importance over that period.



However, more so than in any other place in the state, the Jefferson City MSA has a very high percentage of

Government sector jobs. Still, even this proportion has fallen slightly as a percentage of jobs over the past three decades—probably a positive trend toward economic diversification. The federal government's computer model that determines multipliers for economic sectors shows that state government in the four counties of the MSA has a multiplier of 1.68, meaning that, for every dollar spent to support state government in Mid-Missouri, another 68 cents are generated in "gross domestic product" in the four counties. And one state government job in the MSA creates another 1.1 jobs in the four counties.

These estimates show how important it is to keep state government in the area. While the capitol is unlikely to be moved, keeping the state agency jobs in Jefferson City is very important. A positive step to this retention is the MSP plan which envisions a great deal of the old penitentiary site as a state office complex of modern, attractive buildings in a unique setting. This will have a major impact on the Central East Side Neighborhood.

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The MSP plan estimates that there could be an *additional* 5,000 to 6,900 net new state office jobs in Cole County by 2025. If even a fraction of this growth is located near the Central East Side Neighborhood, plus the relocation of existing jobs from presently inferior locations or facilities, it could be a boon to the area if capitalized on properly to maximize the quality of life in the Central East Side.

Central East Side Neighborhood Demographics[4]

The Central East Side Neighborhood experienced some population and household loss in the 1990s (-7.3% and -5.7%, respectively) versus an overall

[4] Demographic data provided by Claritas, Inc., an independent source of demographic data which uses as a primary source the US Census Bureau, was affected by a data anomaly committed by the Census Bureau. In Census 2000 figures, the Census Bureau counted a portion of the Missouri State Penitentiary as part of the Central East Side Neighborhood and not within the MSP site. It appears that this anomaly only affected the population numbers and not household or income data. For the purposes of this analysis, DSI has corrected for the Census Bureau anomaly by subtracting 623 residents from the population data (which the Census counted as living in "group quarters") reported by Claritas, Inc. Data for households and income remain as reported by Claritas, Inc. and the Census Bureau.

increase in the population of Jefferson City (10.1% growth in both population and households). Reversing this population loss should be a high priority of the planning implementation process. The table on the following page highlights the changes in the Central East Side Neighborhood between 1990 and 2000.

Generally, this analysis discusses the entire Central East Side Neighborhood; where necessary, however, the neighborhood will be discussed in terms of the Primary and Secondary areas. These areas have very different characteristics and the focus will mainly be on the Primary area of the Central East Side Neighborhood.

Central East Side Neighborhood Demographics 1990-2000

	Central East Side Primary (Adjusted)	Central East Side Secondary	Total Central East Side (Adjusted)	Jefferson City
Population				
1990 Population	1,020	1,145	2,165	36,013
2000 Population	949	1,059	2,008	39,636
Change in Population ('90-'00)	(71)	(86)	(157)	3,623
Growth Rate ('90-'00)	-7.0%	-7.5%	-7.3%	10.1%
Households (HHs)				
1990 Households	565	485	1,050	14,351
2000 Households	502	488	990	15,794
Change in HHs ('90-'00)	(63)	3	(60)	1,443
Growth Rate ('90-'00)	-11.2%	0.6%	-5.7%	10.1%
Average HH Income				
2000	$ 20,664	$ 41,679	$ 31,116	$ 51,017
Aggregate Income (millions)				
2000	$ 10	$ 20	$ 31	$ 810
Average HH Size (persons per HH)	1.89	2.17	2.03	2.21
Median Age (years)	33.2	37.0	34.3	36.5

Source: Claritas, adjusted by DSI

Population

Population loss occurred at about the same number and rate between both the Primary and Secondary areas of the Central East Side. The rate of population loss for the decade was between seven and seven and a half percent. This rate of population loss is in sharp contrast to the overall population gains of Jefferson City which added approximately 3,600 residents during this same period, or an increase of about ten percent. Of course, there were, and are, many undeveloped areas

of the city during the 1990s that were available for new growth while the Central East Side is fully developed and cannot add a great many more homes without much higher densities.

These shifts in population could indicate that household sizes are getting smaller, or that households themselves are being removed. In the Primary area of the neighborhood, it is this latter scenario that is most likely. The number of occupied housing units almost mirrors the population loss, indicating that the majority of people leaving the area are single. Given that 55 percent of the households in the Primary area of the neighborhood are one person households, this is a very likely scenario. However, it is also possible that some properties in the 1990s were converted from residential use to office use.

In the Secondary area, occupied households in the 1990s effectively remained stable, indicating that the population loss was due more to smaller household sizes in 2000.

Households

Reversing this trend could be a priority of the Central East Side neighborhood if the desire is to maintain a strong mix of residential and commercial uses.

As previously mentioned, the number of households declined significantly in the Primary section of the neighborhood. Given that the city as a whole was adding about 1,400 new households (and, by extension, new housing units), during the 1990s, this loss of households in the Central East Side Neighborhood is even more striking. Reversing this trend could be a priority of the Central East Side neighborhood if the desire is to maintain a strong mix of residential and commercial uses.

Because the neighborhood is in a developed, urbanized area of the city, it is not surprising that the neighborhood has not matched the growth of the city as a whole. There simply is not the amount of open developable land that is available on the edges of Jefferson City. However, there are many areas within the neighborhood that are vacant or underdeveloped and that could be assembled for future housing development that is more consistent with contemporary demand and even more consistent with neighborhood characteristics. These areas will be key to the future population growth of the neighborhood.

Demographic trends nationally favor denser, smaller living spaces and the Central East Side neighborhood is well positioned to take advantage of these trends. Some buildings within the neighborhood might lend themselves to the conversion to loft apartments. In addition to renovation of existing buildings, the construction of new apartments or condominiums in the walking environment already defined by the neighborhood could positively affect both population growth and household income.

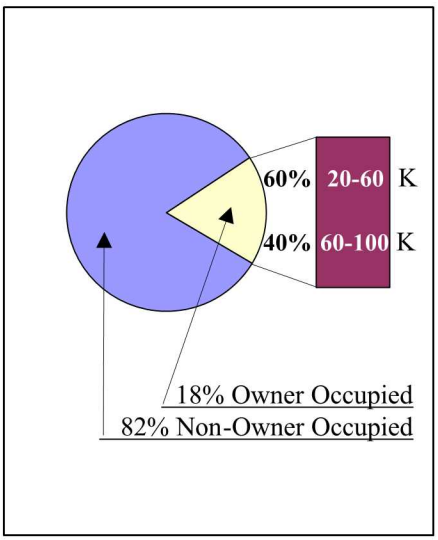
Household Income

Income in the neighborhood is highly segregated. The Secondary area of the neighborhood is doing relatively well. Its average household income (approx. $40,000 per year) is approaching that of the city as a whole (approx. $50,000). The Primary area, however, has a much higher concentration of lower income residents where the average household income is about $20,000. Almost half of the households in the primary area earn less than $15,000 annually.

Rents/Renters

According to the 2000 Census, contract rents for housing averaged $245/month in the Primary area and $363/month in the Secondary area. Overall, in Jefferson City the average contract rent was $344/month. Because the Primary area has such a large percentage of rental property versus owner occupied, 82 percent and 18 percent, respectively, it has a large impact on the overall average contract rent for the entire neighborhood which stands at $287/month – some 16 percent lower than the city average. The large percentage of renters also has an impact on the turnover of residents in the neighborhood. Within the Primary area, residents stay an average of seven years in one place whereas, in the Secondary area 12 years is the average length of residency. This is due in part to the higher proportion of owner occupied units (61 percent) within the Secondary area compared to 18 percent in the Primary area. Jefferson City, as a whole, mirrors the Secondary area of the Central East Side neighborhood with a 60/40 split between owner-occupied/renter-occupied housing units.

Rents paid are a function of income. Assuming an average utility cost of $100/month, the cost of housing in the Primary area of the neighborhood is approximately 20 percent of average income. In comparison, the Secondary area and Jefferson City as a whole are about 13 and 10 percent of average income, respectively. The U.S. Department of Housing and Urban Development sets a minimum 30 percent of gross income can be spent on housing in order not to stretch the monthly budget. It appears that, generally, renters in Jefferson City in the Central East Side have ample budgets not only for housing but also for cars, entertainment, clothing, etc. Still, incomes are relatively low in the Primary area as are rents. While rents, on average, may be affordable, the low dollar amounts may also indicate relatively poor housing conditions.



These figures show that the value of owner-occupied housing in the Primary area could be vastly improved through investment in the existing stock if demand is also increased.

Owner-Occupied Housing Values[5]

Approximately 60 percent of the owner-occupied houses within the Primary area of the neighborhood have an estimated value between $20,000 and $60,000. The other 40 percent are between $60,000 and $100,000[6] However, the actual number of housing units within either of these ranges is very small due to the fact that, of all housing units within the Primary area, only 18 percent are considered owner-occupied. Owner-occupied housing units are much greater in the Secondary area at 61 percent of the total. In addition, housing values in the Secondary area are slightly higher in value with about 54 percent between $60,000 and $100,000. Overall, Jefferson City has approximately 40 percent of its housing values between $60,000 and $100,000. These figures show that the value of owner-occupied housing in the Primary area could be vastly improved through investment in the existing stock if demand is also increased. The Central East Side neighborhood as a whole has undervalued housing assets when compared to city averages. What is required for the future is investment in both existing and new properties. This will require diligence on the part of the neighborhood and the

[5] As reported by Claritas, Inc. and the Census Bureau.
[6] A small number of houses are, in fact, in the $100K to $150K range.

willingness to help people interested in rehab find, acquire, finance and rehab property. The previously mentioned values and physical observations show that investment is needed in existing housing in the neighborhood. At the same time, the Central East Side has long been a market for lower income households who, like everyone else, deserve good quality housing. Reinvestment to increase housing quality values should attempt to accommodate some of this lower income need while, perhaps, spreading the amount of such need throughout the city and region.

Conclusions

There are many positive changes that could happen within the Jefferson City MSA economy that the Central East Side Neighborhood can capitalize on. For instance, the estimated growth in State government jobs of around 5,000 to 6,000 new jobs in the next 20 years may greatly influence the need for the MSP project and have a major impact on the need for residential and commercial uses in the neighborhood.

The neighborhood needs to be prepared to attract and capitalize on the influx of new residents that will be needed to fill these new State office jobs. Future employees, especially from outside the area, will likely be very open to living in the Central East Side neighborhood especially with its proximity to the Capitol and the MSP site coupled with its historic character and walkability. Given the choice of new construction or rehabbed homes, they will also likely add to the value of the neighborhood.

The neighborhood can reverse the population loss by encouraging developers to assemble property and construct new, denser housing or to encourage people to rehab homes in the area. This could either be in the form of rental units or for-sale condominiums perhaps in townhouse configurations to minimize impact of too much multifamily development. By adding the choice of rental or for-sale, the neighborhood would greatly increase the appeal of the neighborhood to a wide range of new residents.

Current average household incomes, rental rates, and

housing values will likely rise with the new investment and the additional residents while accommodating a fair share of lower income households and affordable housing units.

Economic SWOT

The Central East Side Neighborhood has many competitive advantages on which to build a successful development plan. The following SWOT analysis, which stands for Strengths, Weaknesses, Opportunities, and Threats, summarizes the key SWOTs that provides a better understanding of internal (strengths and weaknesses) and external (opportunities and threats) forces that affect the neighborhood. In this analysis, each strength and weakness is accompanied by at least one opportunity expressed in terms of actions that might be taken to capitalize on the strength or convert to mitigate the weaknesses. The section concludes with several possible threats of which to be aware.

Internal Forces

Strengths

The Central East Side Neighborhood has many strengths that can help it to capitalize on demographic trends that favor walkable neighborhoods and growth trends that can attract more economic development to the neighborhood. Changes in demographics such as the aging of the baby boomers and subsequent “empty nests”, the postponement of marriage, and shrinking household sizes, are converging to favor mixed-use developments that are more compact, have neighborhood services within them, and are walkable. Moreover, the Missouri State Penitentiary Redevelopment will shift a substantial amount of the regions economic activity to the eastside, creating opportunities to improve economic conditions in the neighborhood.

The strengths of the Central East Side Neighborhood are divided between *major assets* and *limited assets* to distinguish between strengths that are unique to the neighborhood and strengths that may require some degree of public investment to establish a competitive advantage.

In general, strengths are assets that give an area its competitive advantage and can range from proximity to local landmarks or superior geography to skilled workforces and a high quality of life.

Major Assets

Missouri State Penitentiary (MSP) Redevelopment Plan/Site – This historic landmark, future employment center and potential tourist attraction will have a substantial impact on the Central East Side neighborhood. The MSP site is expected to become a major office park and visitor destination over the next decade, probably also bringing new residents for the neighborhood and customers for local businesses.

Opportunity – The Central East Side neighborhood should become directly involved in the future execution of the MSP plan and possibly appoint one member to monitor the progress of the MSP development. The implementation of this plan is extremely important to the growth of this neighborhood and presents a multitude of opportunities. First, employees of the site could become future residents of the neighborhood. Second, employees and visitors could form a ready customer base for existing and new shops and restaurants throughout the neighborhood and they should be made aware of the amenities and businesses available to them in the CES. Increased traffic can increase the visibility of the neighborhood and, with the proper signage help to establish the Central East Side as a brand within the greater Jefferson City region.

Central East Side Neighborhood Planning Process – The plan itself is a significant advantage to the neighborhood. By using the plan to recognize advantages and disadvantages, the area is better positioned to capitalize on its strengths and mitigate its weaknesses.

Opportunity – The planning process has already brought greater attention to the Central East Side. This should help to improve awareness of the issues and opportunities of the neighborhood. The planning process and plan(s) need to be continued well into the future to assure that changing neighborhood conditions are noted and acted upon.

The plan should be utilized to immediately focus first on short-term successes with an eye toward what can be accomplished right now. This will reinforce the value of the plan, will demonstrate to neighborhood interests that the plan has value, and will provide public relations opportunities for the Central East Side.

Meanwhile, short-term successes help to assure progress toward long-term goals. Initiatives for the long term must also be started immediately, but their visibility and impact may not be obvious for a few years or so. By initiating early successes, however, long-term goals will have a greater chance of success.

Historic Character of the Neighborhood – The early development pattern of the neighborhood gives the area an advantage over newer sections of Jefferson City. Commonly, neighborhoods developed at the turn of the century have intact grid patterns, smaller lot sizes, and neighborhood retail. They also have unique architectural characteristics that attract attention that, in turn, can induce business or investment opportunities.

Many such features still remain in the Central East Side that gives the neighborhood some advantage over newer sections of Jefferson City. Current demographic and development trends throughout the U.S. are favoring smaller lot sizes and walkable neighborhoods. Central East Side already has such characteristics with the added value of access to downtown and the MSP site.

Opportunity – The Central East Side neighborhood should make sure that people know about the advantages of living in mixed-use neighborhoods. This can be accomplished in part through contact with real estate agents and relocation specialists. A public relations campaign regarding the benefits of “new urbanism” or “traditional neighborhood design” should tout the ready-made character of the Central East Side neighborhood.

Access to / Proximity to Capitol and Downtown – Access to the Capitol, the many government and

private office buildings and Downtown is a major asset to the neighborhood. All of these are within walking distance from most of the Central East Side and
certainly within very short driving distances (the hilly terrain causes a walking deterrent).

Opportunity – The neighborhood can capitalize on this proximity by ensuring that housing locations are available for employees of state government and related institutions and firms. It can also ensure that real estate agents and relocation experts know about the excellent opportunities available within the neighborhood for housing and recreation. Moreover, such proximity is a valuable economic development tool for attracting employers who need ready access to state (or even city and county) government. Creating and offering office sites or converted buildings is an important strategy to consider.

Proximity to the Missouri River – The public planning process for MSP's redevelopment has determined that access to the Missouri River should be available to everyone and the MSP Commission has retained control of a large section of land surrounding the MSP site assures access to the river. This long-inaccessible natural amenity should prove to be a very important asset in attracting new and retaining current city residents and businesses.

Opportunity – The neighborhood should do everything it can to assure that the MSP Commission open up access to the river in order to enhance its own position in the region. With ready access to views, parks and recreation on the river, the value of the Central East Side neighborhood is enhanced. This kind of enhancement will make implementing other revitalization efforts easier to accomplish and give the neighborhood an unequalled asset to use to lure new residents to the area. Moreover, the MSP plan explicitly excludes on-site residential uses. Thus, the CES becomes the neighborhood of choice for people wanting ready access to river amenities.

Expressway – access to mid-state highway network – This access to the main expressway for the Jefferson City area is a strength in that it allows for easier access to and from the city. While improvements to the

expressway are needed to alleviate morning and evening rush hour traffic, having this access to all points of the region is an advantage over many other parts of the city.

Opportunity – The neighborhood should monitor the proposed improvements to Highway 50 very closely to ensure that access is convenient and remains an advantage for the neighborhood while enhancing the quality of life throughout the neighborhood.

Energy emerging from the planning process can pressure for improvements that reflect both modern conveniences and historic designs that are respectful of the existing environment.

Committed residents interested in historic preservation – Because of the location of many historic homes and buildings within the area, an interest in the preservation of this neighborhood asset is an advantage. Many residents have shown an interest in preserving historic homes and buildings by renovating them in order to live and/or work in the neighborhood. This passion could be turned into a greater asset.

Opportunity – The interest of the historic preservation residents could be utilized to help others in the area learn how to complete an effective rehab of an older home, as a residence and/or business purpose. They could also help others learn how to utilize current state and federal programs designed to preserve and improve historic homes. This kind of help could be administered through a "club" like setting that could be informal and offer aid when needed to new or prospective residents.

Moreover, these interests should be marshaled to assure that new and replacement development is designed to match historic characteristics. Many ill-fitting architectural examples exist in the Central East Side, but energy emerging from the planning process can pressure for improvements that reflect both modern conveniences and historic designs that are respectful of the existing environment.

Proximity to Lincoln University – Universities are traditionally anchors to neighborhoods and to entire cities. While Lincoln University is physically cut off from the Central East Side neighborhood by US Highway 50, it can still play a role in helping to stabilize and improve the neighborhood. Research conducted at Lincoln plus the many graduates also create opportunities for local

business development and a skilled labor force – not to mention a source of residents.

Opportunity – The University has a vested interest in making sure that the neighborhood to its east is safe and clean by virtue of its proximity to the area. It also has a ready supply of potential residents who are currently employed by or attending classes at the University. These two factors alone can help the neighborhood improve current conditions in the area. The University might also be a source for special financing to support employee home purchases in the Central East Side by offering reduced or "forgiven" mortgagee down payments. In addition to Lincoln University, there are other area colleges that could find opportunities within the Central East Side such as Columbia College, Westminster College and William Woods University.

Limited Assets

Availability of vacant and under developed land in neighborhood – Vacant and underdeveloped or functionally obsolete parcels can be turned into assets by "packaging" them for larger scale projects. This may require some public funding to assist in land assembly, demolition and re-platting. Such sites should be specifically identified and targeted, providing assistance to current owners if they wish to meet the standards of the plan. Additionally, the neighborhood can target areas for in-fill residential projects.

Opportunity – Various public programs are available to capitalize on these kinds of development opportunities. Tax abatement, tax increment financing, transportation development districts, federal grant money, state programs can all be used to secure, improve or develop under performing non-conforming parcels in the neighborhood.

Building stock ready for rehabilitation – The neighborhood has experienced some disinvestment over the years which has diminished the value of some properties in the neighborhood. This lack of investment could be considered an asset as it could allow potential residents or businesses the opportunity to purchase a

property inexpensively on which they could then use available state and federal programs to improve.

Opportunity – The neighborhood should make sure that new and current residents are aware of the federal and state programs that are available in the form of tax credits, grants, and low interest loans. This could be accomplished through direct contact with landowners or through a neighborhood organization.

Innovative Business Growth – The newly renovated Whaley Drug Store and the O'Donoghue's restaurant on High Street are positive anchors for the Central East Side Neighborhood. Encouraging more business development along High Street could further enhance this district. But the Central East Side does not have an iconic business district to which people are attracted and where neighbors might gather for various commercial services. However, many regional and national retailers have begun to shift to outdoor, stand alone stores versus mall based, enclosed retailing. This emphasis on being "closer to the street" could be an advantage for the Central East Side where walkability is a key strength. Combined with targeted redevelopment locations along improved roads to/from MSP, it may be possible to create a synergistic environment or two for concentrated development.

Opportunity – It may be time for the Central East Side neighborhood to have an official Business Association that is concerned with attracting and retaining businesses within the neighborhood. This organization could be an informative organization at first and develop into a more proactive organization as businesses grow in the area. Staff and financial support from the city and/or the Jefferson City Area Chamber of Commerce may be possible especially since the organization is located within the neighborhood. Furthermore, city, chamber, and volunteer support for relocating businesses to a designated "business district" should be sought.

Weaknesses
These are factors or trends that are obstacles or constraints to economic development. Weaknesses can take on several forms; they can be social, physical, financial, regulatory, operational, etc. Weaknesses

should be recognized and addressed so that they can either be minimized or converted into strengths.

Absentee Landlords / Substandard Properties – It has been noted that the Central East Side neighborhood has a problem with absentee landlords that are not keeping up properties and who are renting to problem tenants. Lack of involved commitment by investors shortchanges both their investment return and the neighborhood's ability to demonstrate increased economic and social value.

Opportunity – The neighborhood needs to take stock of which buildings are most problematic and target those first. This could involve a neighborhood watch program, police involvement, and building code enforcement. Correcting this problem will not be easy and will not happen overnight. However, a reduction in problem properties could have an enormous impact on the overall perception of the area and an improvement in the quality of life for those who live in the neighborhood. Strong publicity of the Central East Side plan to each and every property owner should assure that owners are informed of the neighborhood's goals, while also emphasizing that certain and specific actions will be taken toward non-conforming properties. Various financing plans to help reach compliance should also be publicized.

Image of Poor-Housing Condition – Section 8 housing vouchers unfortunately carry a stigma of poor, high crime residents. This may or may not be a deserved perception, but the area has a reputation for accepting Section 8 vouchers to a higher degree than other parts of the city. This has created a barrier in some potential residents' minds that the area is not a desirable place to live.

Opportunity – The neighborhood should survey its landlords to find out which properties accept Section 8 vouchers and how many. It is extremely possible that this image is undeserved. But, if subsidized landlords are not meeting building or other relevant codes, they should be immediately sanctioned and steps should be taken to create changes.

Poor Signage – The area has no identifiable boundaries that tell people that they have entered the Central East Side Neighborhood. Also, there are no signs that point the way to major attractions such as the Capitol, MSP, O'Donoghue's, etc.

Opportunity – Banners that can be hung from light posts that announce the Central East Side Neighborhood area will help to correct the poor signage issue and help the area to brand itself for the region. New signs that point the way to businesses and attractions will also be a positive addition. This will help to attract new investment by helping to showcase where the area is and what it has to offer.

Topography Difficult – Proximity to the Missouri River has its price. The location in which the neighborhood sits is very hilly and that makes development difficult even while giving the neighborhood a special ambience. While the area cannot be made flat, there are some things that can be done to work with the terrain.

Opportunity – The hilly terrain creates natural geographic subareas that can be highlighted and, perhaps, named ("HiPoint" or "The Hill" or "Capitol View"). There are also views and vistas from high points that need publicity. Take advantage of this natural feature and it will cease to be a hindrance.

Perception as Crime Center of Jefferson City – Given reports by the city police department, this perception may be rooted in some reality. However, it is possible to mitigate the amount of crime or police calls that generate from the neighborhood.

Opportunity – Addressing the absentee landlord/problem tenant issue could go a long way to decreasing the number of calls received by the police from this area. In addition to this, neighborhood watch programs and other crime fighting programs can help to reduce the overall impact of this weakness.

High Transient Nature of Residents – Until more owner-occupied residences are created within the neighborhood, it is unlikely that the high transient nature of the neighborhood will change in the near future. It has been shown that renters are more likely to move

and do so more often than people who own their own homes. This is rather intuitive given the costs associated with buying or selling a home, but high proportions of renters, especially lower income renters, can tend to discourage reinvestment if property owners do not perceive that they can make an adequate investment returns.

Opportunity – The neighborhood needs to encourage the construction or conversion of owner occupied single-family residences or condominiums to help stabilize the neighborhood. These positive factors will dilute the effect of residents moving in and out of the neighborhood on a more frequent basis. It will also give the neighborhood association an audience with a vested interest in the success of the neighborhood.

Transience can also be turned to a strength by capitalizing on the diversity it brings to an urban location and the new ideas and outlooks brought to the Central East Side neighborhood by new residents. With a new resident welcoming program (gift certificates to local businesses, welcoming party in the park, etc.), new residents will be made to feel a stronger attachment and will develop into future leaders.

Excess Traffic – Traffic through the neighborhood, especially to get to the MSP site, could become a problem in the future.

Opportunity – The neighborhood should be actively involved with the transportation department to ensure that its needs are met and that every effort is made to mitigate any impact increased traffic might have on the neighborhood. This is already occurring as part of this planning process but needs to continue in the future as the MSP site is developed.

SUMMARY STRENGTHS AND WEAKNESSES	
STRENGTHS	WEAKNESSES
1. MSP Plan and Development	1. Absentee Landlords and Substandard Properties
2. Central East Side Plan and Process	2. Image of Poor Housing Conditions
3. Historic Character of the Neighborhood	3. Poor Signage
4. Proximity to Capitol and Downtown	4. Topography Difficult
5. Proximity to Missouri River	5. Perception as Crime Center
6. Access to Mid-State Highway Network	6. Transient Residents
7. Commitment to Historic Preservation	7. Excess Traffic
8. Lincoln University	8. East Public School (Perception is the weakness, not the school).
9. Vacant and Underdeveloped Land	
10. Building Stock Ready for Rehabilitation	
11. Innovative Business Growth	

Extra traffic also can mean extra customers for local businesses, especially if a business cluster or two is created through property assembly, business relocation, and new business attraction. If there are convenient places to stop on the way to/from MSP, especially with multiple businesses, the added traffic makes such districts more visible and economically viable.

East Public School (reputation for problem students) – The East Public School has expressed that their reputation for "problem students" is a perception that is undeserved. But if the perception exists, overt actions are required.

Opportunity – Highlighting the positive aspects of the school and the hands on approach of its teaching staff could help to minimize this perception. A community public relations campaign could help to alleviate some perceptions.

Threats

Threats are unfavorable trends or developments external to the economy and neighborhood. Threats could lead to a loss or decline in the Central East Side Neighborhood's competitive advantage if not adequately anticipated and mitigated using resources of much larger jurisdictions. While there is little that can be done to correct external threats, it is important to recognize that they exist and to plan for potential negative effects.

Possible Changes in City Government – Changes in the mayor or composition of the City Council could have an impact on the Central East Side Neighborhood that could be either a threat or strength. Currently, there is much support for the neighborhood; but should that change in the future, any redevelopment efforts might be made more difficult. Central East Side Neighborhood should continually monitor the policies and visions of current and future elected leaders and work toward influencing decisions that support neighborhood goals.

Development on the Fringe – These subdivision developments continue to pull development away from the core. This could also have the effect of pulling more retail and jobs to the fringe. It is in the interest of Central East Side Neighborhood to urge smart growth policies in the city and region and to promote Traditional Neighborhood Development / New Urbanism as a viable alternative in a historic, ready-made neighborhood.

Possible Contraction of State Government – As Missouri grows over the long-term, the size of state government will need to expand. But Missouri growth is concentrated in the larger urban and suburban areas of the state. With technology ever more enabling "remote work sites", state government services and employment growth may increasingly shift to urban centers with less growth attributable to Jefferson City itself. If State government locally contracts or grows more slowly than in the past, it could have implications for the redevelopment of the MSP site, which is one of the strongest positives that the neighborhood can build upon. While this may be a remote threat, it should still be recognized as a possibility in the future, perhaps with city and regional policies that attempt to attract a more diversified economic base.

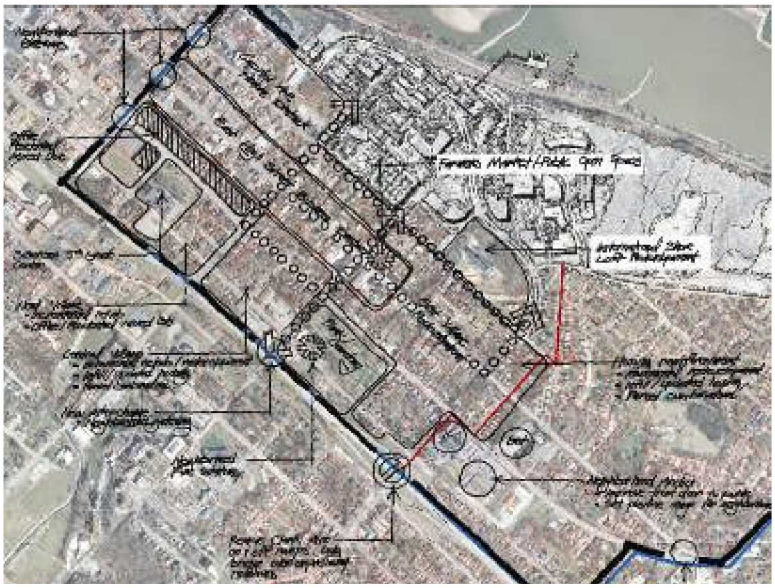
Future Budget Issues with State of Missouri – While this is unlikely to be a permanent threat, it does appear that the recent budget crisis involving the state could have an impact on the local economy. It could also jeopardize some State programs (tax credit programs,

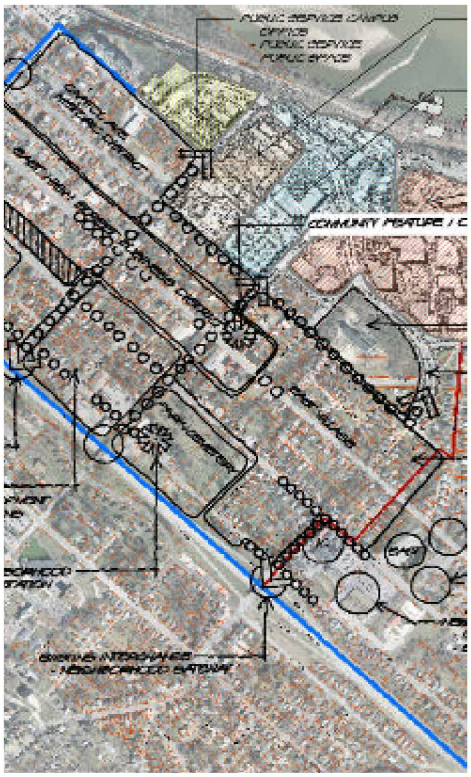
The Land Use Plan

The Central East Side Neighborhood Plan includes a land use and transportation/street component focused on the Primary Study Area, and includes recommendations that are applicable to the Secondary Study Area. The components were developed simultaneously, with the exception of certain transportation elements which were dependent on information from the related Whitton Expressway study which is currently underway.

Plan Development and Emerging Concepts

Using all the components of the analysis previously discussed and the “Ideal” neighborhood elements as guidance, the land use plan was developed through the creation of several concepts. As these concepts and ideas emerged, they were constantly evaluated against the Key Planning Issues to ensure they adequately addressed the issues identified by the planning team in the analysis phase of the project.





Alternatives

One alternative to emerge was based on the premise of working with the existing fabric of the neighborhood and to restoring and enhancing that fabric where needed. As a result, this alternative proposed the following seven basic areas or districts:

- Capitol Avenue Historic District
- East High Street Business District
- East Village Redevelopment District
- West Village District
- Central Village District
- The International Shoe Loft Redevelopment
- Office/Residential Mixed Use Area

Additionally this alternative recommended several other components including:

- Neighborhood Gateways on the eastern and western edges of the Primary Study area along High and McCarty Streets.
- Preservation of the three existing cemeteries (Woodland; Fairview, aka “Old City”; and The National VA Cemetery).
- Recreating a neighborhood Fire Station within the original City Fire Station on Miller Street.
- A public open space located on the east end of the East High Street Business District.
- Identification of East School, Immaculate Conception (IC) Church, and Simonsen 9th Grade Center as crucial public Neighborhood anchors, which should remain.
- Identification of Gerbes Supermarket as a critical private Neighborhood anchor.

This alternative utilized the following transportation concepts as its basic principles:

- The existing roadway grid system will be the foundation for the neighborhoods transportation system, including any modifications necessary to accommodate the MSP Redevelopment area.
- The limiting of roadway improvements to within existing pavement widths is the most desired design solution. Improvements limited to within existing rights-of-way may also be considered as alternatives if necessary.
- Major north/south corridors were identified and included Lafayette Street, Chestnut Street, and Clark Avenue/Dawson Avenue. For the illustration purposes, a new interchange was shown at Chestnut Street and I-50, and the Clark Avenue/I-50 on - off ramps were removed.
- On-street parking will be maintained where feasible.
- Some reasonable amount of additional traffic congestion is acceptable to the neighborhood.
- The character of the existing street system will be maintained wherever possible.

Refinement

After the initial presentation of this concept to the Ad Hoc Committee, a series of refinements were made to the basic concept. These refinements included minor adjustments to the land use district boundaries, and additional transportation considerations. The following revisions were made to the land use districts:

- Creation of a Floodplain District which would limit redevelopment to open space and park uses based on FIRM map floodplain regulations and requirements.
- The International Shoe Loft Redevelopment area became the Mixed Use District.

- The West Village District was dramatically reduced in size to include only the small isolated neighborhood directly adjacent to the Simonsen 9th Grade Center. This is partially due to the creation of the above mentioned Floodplain District.

Additionally some minor boundary changes were made to more accurately respond to the existing fabric of the neighborhood:

- The Simonsen 9th Grade Center area was modified to include the adjacent athletic field. The open space north of the facility was added into the above mentioned Floodplain District.

- The Office/Residential Mixed Use Area boundary was modified creating two smaller areas along McCarty Street.

The following transportation concepts were refined and modified as part of this process including:

- Consideration of a potential transportation linkage to the MSP redevelopment area from Route 50 along the Clark Avenue/Dawson Street corridor.

- Allowing the on-off ramps at the Clark Avenue/Route 50 interchange to remain as they currently exist. This interchange was also identified in the revised concept as a Neighborhood Gateway.

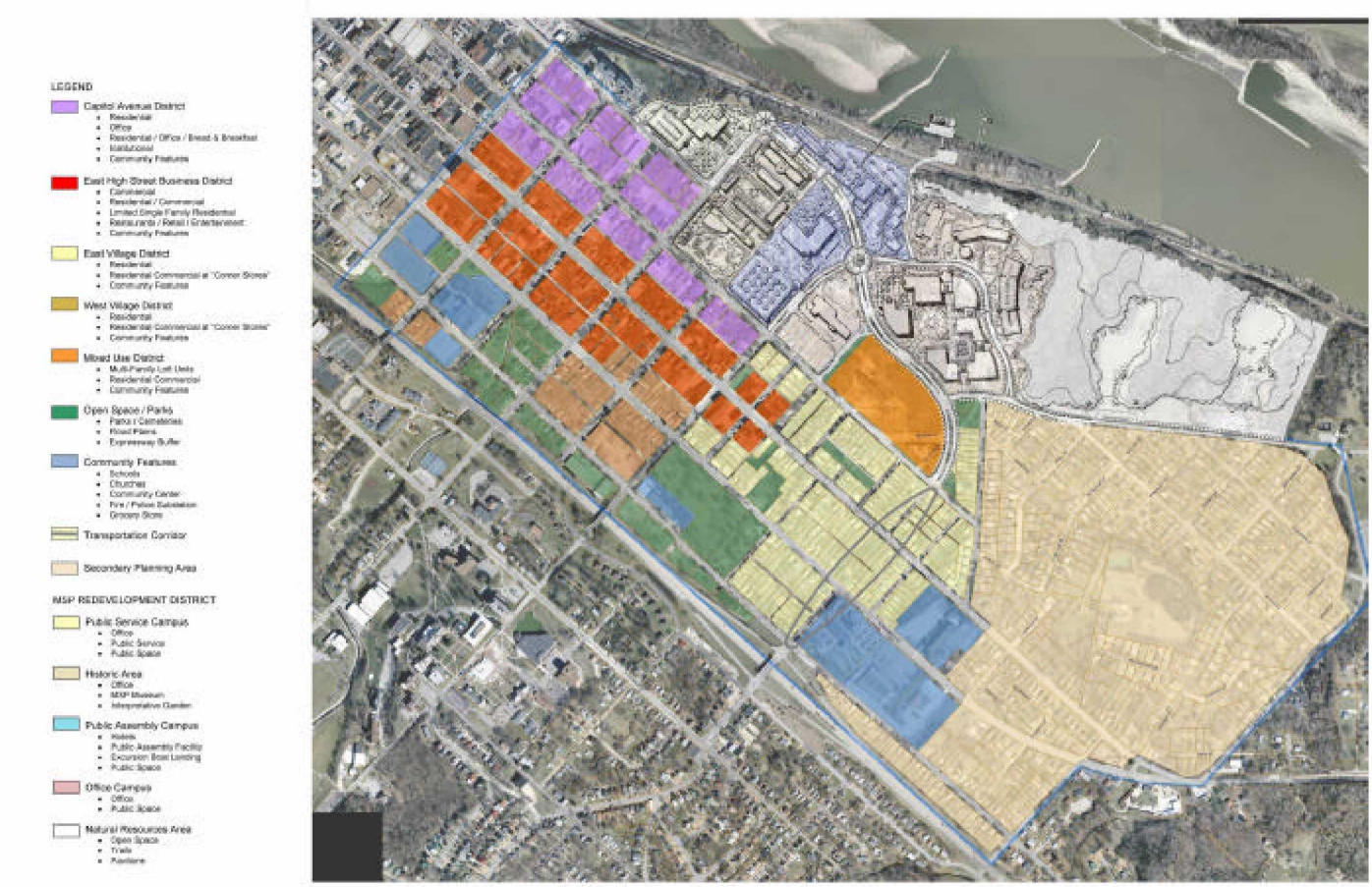
- The identification of a potential interchange at Lafayette Street and Route 50.

- Identification of a Neighborhood Gateway at Chestnut Street and Route 50.

Land Use Plan Description

The revised concept was presented to the public at Public Workshop #2 for the purpose of seeking additional input to the emerging Concept Plan. A summary of Public Workshop #2 can be found in Appendix B. Using the input gathered from this public meeting and additional comments from the Ad Hoc Committee, the concept land use plan was refined and developed further into the final master plan.

The six principles which make up the vision for the Central East Side Neighborhood and are reflected in the land use and transportation/street plans are:



The Land Use Plan

1. The neighborhood has a well defined edge and a discernable center or focus.

2. Corridors form the boundaries between the Central East Side Neighborhood and other neighborhoods within Jefferson City.

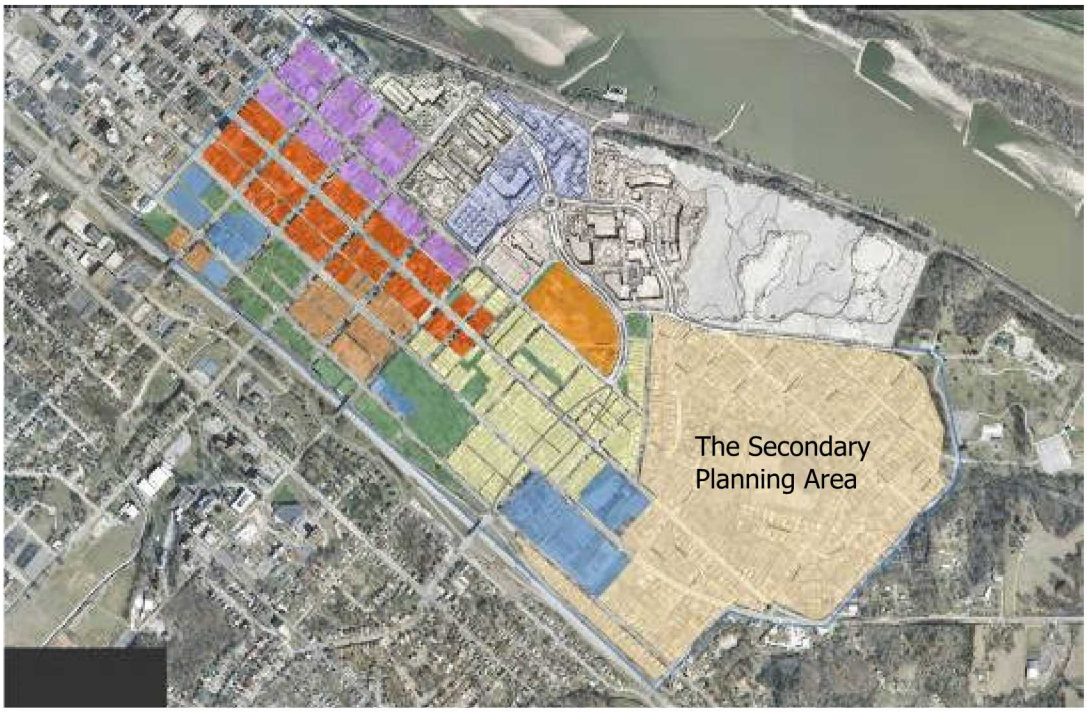
3. Human scale sets the standard of proportion, size and character for the buildings within the neighborhood.

4. The existing street pattern is the underlying framework for the neighborhood. This street system offers a variety of interconnected and alternate routes which in the future will support both the MSP Redevelopment area and the Central East Side Neighborhood.

5. The existing fabric of the neighborhood is the basis for creating the new land use plan. The intention of the plan is to support and strengthen this fabric wherever possible and feasible.

6. The preservation and renovation of historic buildings, which affirms Jefferson City's long history as a community, is a high priority of this land use plan.

The Secondary Planning Area will benefit from the "lessons learned" in the Primary Planning Area.



The Land Use Plan consists of 5 Districts; the Capitol Avenue District, the East High Street Business District, the East Village District, the West Village District, and the Mixed Use District. It also includes Open Space/Parks uses, and Community Features. The "District" concept utilizes the idea of combining certain uses together, and other development controls, in specific areas of the neighborhood based on the existing underlying pattern of development.

The **Capitol Avenue District** is defined as the area bounded by the alley (way) due south of East Capitol Avenue, Chestnut Street, East State Street, and Adams Street. Currently the area contains a wide variety of uses including residential, office, and warehouse. The overall vision proposed by the Land Use is of an area containing a significant amount of renovated properties with allowable uses of office, residential/office, institutional.

The **East High Street Business District** is defined as the area bounded by the alleys north and south of High Street, between Adams Street and Capitol Court. Two additional half block areas are included in this district. The first is bounded by the alley south of High Street, Adams Street, E. McCarty Street, and Lafayette Street.

The second is bounded by the alley south of High Street, Lafayette Street, E. McCarty Street, and ends mid block between Lafayette and Cherry Streets. Today the area is characterized by a mix of commercial/retail uses, small office, and residential. One section of the proposed business district (the 400-600 blocks along McCarty Street) is currently located within the Wears Creek 100-year floodplain. It is anticipated that future redevelopment of this area for commercial use will require protection measures (such as elevation of habitable space above the flood elevation) to mitigate any property loss due to flooding. The Plan envisions this area in the future as a unique, vibrant main street retail district serving the Central East Side Neighborhood and the larger Jefferson City community as well.

A focal point of the Land Use Plan is reestablishment and revitalization of residential Central East Side Neighborhood. To that end two residential “Villages” (East and West) are proposed.

The term “Village” as used in this plan, is defined as an identifiable area of homes which are compact, pedestrian friendly, and contain a mix of housing types and prices.

The **West Village District** is defined as the area bounded by E. McCarty Street, Lafayette Street, E. Miller Street, and Chestnut Street, including two half block areas on the north side of E. McCarty in this same vicinity. It also includes a small area of homes at the intersection of Jackson Street and E. Miller Street.

The **East Village District** is defined as the area bounded by E. Capitol Avenue, E. McCarty Street, Locust Street, E. Miller Street, Clark Avenue, Benton Street, and Riverside Drive.

The character of each of these residential areas today is unique. And this uniqueness is expected to continue in the future.

The **Mixed Use District** is defined as the area bounded by E. Capitol Avenue, Sullivan Street, and the roadway proposed by the MSP Redevelopment Plan. This district is the current site of the old International Shoe Company. The plan envisions the future of this district as a retail/commercial/entertainment area centered around the rehabilitation of International Shoe Company building.

The **Open Space/Parks** areas include various existing and proposed park and open space parcels throughout the Central East Side Neighborhood. These include the parks which currently exist at Park Place, and the cemeteries (Woodland; Fairview, aka “Old City”; and The National VA Cemetery). The Land Use Plan also proposes the creation of an additional open space area between E. Miller Street and Route 50 to serve as a neighborhood buffer from the Whitten Expressway.

The plan also suggests converting several areas adjacent to the Wears Creek floodplain to open space to minimize property loss during flood events. A public park or civic space is also recommended on the east end of East High Street Business District to serve as a focal point of the community. Finally the plan recommends the creation of an open space link from the cemeteries on E. McCarty Street through the neighborhood to the MSP Redevelopment Project.

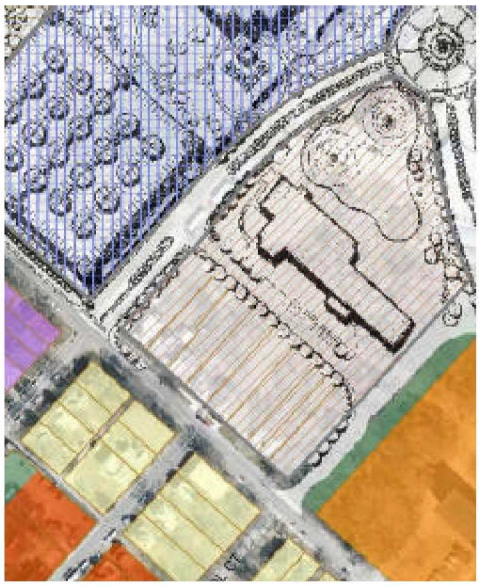
Community Features include several key community oriented components scattered throughout the neighborhood. These include: Gerbes Supermarket, East Public Elementary School, Immaculate Conception Church and School, the Samaritan Center, Simonsen 9th Grade Center, and the city/community facilities at E. Miller Street adjacent to Woodland; Fairview, aka "Old City"; and The National VA Cemetery. The plan identifies the important role these facilities play in the neighborhood, and recommends the preservation and enhancement of these features in the future to strengthen the Central East Side Neighborhood.

Proposed Community Features should be compatible with the character and scale of the surrounding, proposed land use districts.

The MSP/Neighborhood Edge

Throughout this document the MSP Redevelopment District has been, and is, recognized as a key to the ultimate success of the Central East Side Neighborhood. The edge between the neighborhood and MSP can be defined as the north side of East State Street from Marshall to Lafayette; the east side of Lafayette from East State Street to East Capitol Avenue; then along the north side of East Capitol Ave. to Dawson where the future MSP Parkway intersects with East Capitol Avenue. The majority of The MSP Edge transition, between the redevelopment and the neighborhood, is effectively accomplished by the existing public street system. The existing streets provide separation, visual buffer, and planting zones that minimize the friction between the dissimilar land uses at MSP and the neighborhood.

Along East State Street, the edge is well defined and the MSP redevelopment project will generally accelerate redevelopment within the surrounding neighborhood. Between the physical barrier of the street and the proposed land use controls contained herein, the resulting land uses should be immediately compatible and complementary one to the other. The "edge" along Lafayette Street and East Capitol Avenue to Chestnut Street is defined by the prison wall. The wall will remain in place and will continue to provide the necessary buffer between MSP and the neighborhood.



New State Health Lab at Chestnut and Capitol

Two areas not well buffered or separated along "the MSP edge" are the Mixed Use District and a group of single family housing units on the north side of East Capitol Avenue between Chestnut Street and the proposed Mixed Use District. While the anticipated range of potential land uses in the Mixed Use District will be compatible with the MSP Redevelopment, the single family residential units identified above will not be compatible with the MSP Redevelopment's new State of Missouri Health Lab complex. Land use activities, traffic movements and visual intrusion, all contribute to the non-compatibility of these two land uses.

The recommendation of this plan is the assimilation of the existing residential units into the MSP Redevelopment District and the removal of the residential land use. Because of it's proximity to the MSP property and non-compatibility with the MSP land uses, the Neighborhood and the MSP Redevelopment District will mutually benefit with implementation of this recommendation. Space will become available for a much better transition between land uses, "the MSP edge" will be better defined along Capitol Avenue and the neighborhood will better respond to the positive influence offered by the economic impact of new investment and construction adjacent to the neighborhood.

Non-Compatible Residential Land Use

Neighborhood Plan Elements

The specific program elements for these districts and features are the key to understanding the vision of this plan. The program elements cover five broad topic areas including: District Character; Proposed Land Use; Preservation/Rehabilitation/Redevelopment Building Patterns; Circulation; and Community Facilities.

Definitions of these broad topic areas are provided below in order to understand how these elements apply to the Central East Side Neighborhood.

District Character refers to those factors which create and set the visual identity of the area.

Proposed Land Use is defined as the allocation of uses which are allowable on the land within the defined district boundaries.

Preservation/Rehabilitation/Redevelopment Building *Patterns* includes the configuration of physical form for structures which are to be either preserved, rehabilitated, and/or redeveloped.

Circulation refers to the urban design aspects of moving people and goods through the various districts within the Central East Side Neighborhood.

Community Facilities have been defined previously. The intent of the following section is to define the allowable community facilities for each of the proposed districts. The specific elements for each district are discussed below.

District Images

To support the Land Use Plan, a series of image boards were created to further illustrated ideas such as district character, building form, and streetscape treatment. Again, the images do not represent specific development proposals for the neighborhood, but rather the visual qualities which would result from the implementation of the Land Use Plan.

The Plan District Descriptions

Capitol Avenue District

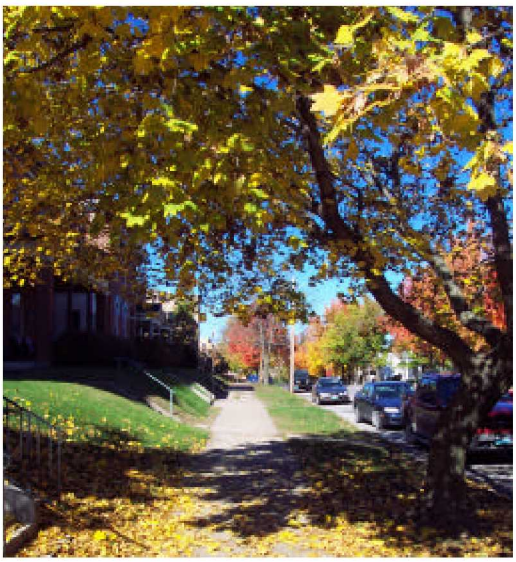
- **District Character** As previously mentioned, the Capitol Avenue District contains a large number of architecturally significant residential buildings, many of which have been converted to offices. The Land Use Plan recommends reinforcing and expanding this character within the proposed district boundaries. Other items which contribute to or are applicable to supporting to this character include:
  1. Large homes or large residential buildings converted to offices.
  2. Large Homes converted to multi-family.
  3. Mix of open lawns and minimal side yards.
  4. Significant architectural character with variety.

- **Proposed Land Use** The existing land use within the proposed Capitol Avenue District is varied and often does not support the future vision of the District. In order to maintain the vibrant nature of the Central East Side Neighborhood, this plan suggests a mixing of uses within the Capitol Avenue District. Some uses may be mixed vertically. For example residential living units, in the future, may occur above office space. Additionally, in order to accommodate uses which are new to this district, the relaxation of some aspects of the current parking standards may be necessary. In summary, a mix of the following land uses are suggested:
  1. Residential
  2. Office and B&B Commercial only, no retail.
  3. Residential/Office vertical mixed use.
  4. Institutional
  5. Relaxed Parking Standards
  6. Garden Apartments

Preservation/Rehabilitation/Redevelopment Building Patterns Critical to reinforcing the character of this district is the preservation and rehabilitation of existing historic structures. These preservation/ rehabilitation efforts should be sensitive to and respect the development patterns which currently exist within the district. New construction, when necessary, should also respect these patterns. Finally, a process for “Grandfathering in” existing elements within the neighborhood should be created. Additional Preservation, Rehabilitation, and Redevelopment Building Patterns for the Capitol Avenue District include:

1. Preserve historic buildings where possible. Infill when necessary.
2. No garage doors facing the street. Back yard or rear entry garage acceptable. Front porches where possible.
3. No enclosed front porches.
4. No parking on front yard.
5. New construction consistent with existing building set backs.
6. Parcel combination/infill (more at corners, less at mid-block).
7. New construction compatible with existing neighborhood size and density.
8. Process for “Grandfather in” of existing elements.

- **Circulation** The circulation system within the Capitol Avenue District should support the character and land use vision for the future. It should also accommodate vehicles in ways that improve the pedestrian oriented environment, and also maintain the Central East Side Neighborhood goals of supporting the MSP Redevelopment project. As a component part of the district, it should include the following factors:



1. Streets and sidewalks connected.
2. Alleys provide access to rear of property and provide service access.
3. Continuous sidewalks, both sides of streets, street trees & lighting.
4. Keep parallel parking along streets, where feasible.
5. Street Improvements should address ways to minimize impacts on adjacent properties.

- **Community Facilities** A key component of both the Central East Side Neighborhood and the Capitol Avenue District is the inclusion of Community Facilities. These facilities add both variety and vitality of the district. They may include:
  1. Churches
  2. Open space
  3. Reinforced pedestrian linkages to MSP.
  4. Preserve open areas surrounding existing buildings.

Capitol Avenue District Images

East High Street Business District

- **District Character** The character of the proposed East High Street Business District is envisioned to be a revitalized traditional storefront retail area interspersed with historic homes adapted to commercial or related uses. This business district will be the focal point of the Central East Side Neighborhood, bringing together the other districts and villages. In an effort to further create a pedestrian environment, on-street parking will be provided in addition to shared parking lots behind storefront buildings. The following are key components to establishing this character:
  1. Vibrant neighborhood “marketplace” where cars and people coexist. Preferential treatment to pedestrians.
  2. Buildings built to front property line to create a street “wall”. – Various areas along High Street contain buildings which were originally designed in the traditional commercial development pattern. This pattern is defined by building facades which are; lined up along the edge of the sidewalk, contain large shop windows, signs, awnings, and front a public streetscape. Specifically within this district, the following areas exhibit these characteristics: mostly the south side of the 800-1000 blocks of High Street, and the general area of the intersection of High and Lafayette Streets.
  3. Residential uses ranging from single family homes to multi family units occur between these commercial buildings.
  4. On street parking.
  5. Shared parking behind buildings.
  6. Encourage key commercial uses oriented to the needs of the neighborhood.
  7. Garden Apartments

- **Proposed Land Use** As the Central East Side neighborhood's primary commercial area, the principal land use will be commercial. The orientation of this commercial area will be primarily in support of those goods and services required by the surrounding neighborhood. To support this neighborhood the proposed land uses include:
  1. Commercial
  2. Residential/Commercial vertical mixed use with commercial on the ground floor and residential above.
  3. Limited single family (detached) residential. This plan recognizes that a portion of the existing uses within this district are single family residential. New, detached single family residential development should be discouraged, especially along High Street within this district. An emphasis should be placed on transitioning these uses to those which are more commercial in nature. The transition does not always necessitate the demolition of residential structures, but could include the adaptive reuse from residential to commercial while maintaining the architectural character of the building.
  4. Restaurants/Retail
  5. Theater/Arts/Entertainment/Boutique
  6. Limited "quick shop" and "fast food" establishments.
  7. No drive through service/retail.

- **Preservation/Rehabilitation/Redevelopment Building Patterns** The preservation of buildings which have in the past established the traditional storefront character along High Street, should be a high priority where possible. Redevelopment projects which include new buildings should be designed to replicate this storefront ambiance.

  Additional preservation, rehabilitation, and redevelopment building patterns include:

"Storefront" additions to residential buildings should be avoided.

This

Not This

1. Preservation where possible. – Because of the significant number of individual properties with some historical integrity within this district, preservation should be a high priority. As the land uses in this area change to those recommended by this plan, the use of some of the residential homes may change as well. Modifications for these new uses should respect the integrity of the original structure. "Storefront" additions to residential buildings should be avoided. The plan supports the preservation and historic integrity of architecturally significant buildings even if they are used for purposes other than residences.
2. Infill when necessary to create a commercial street front. – In areas where the predominate character represents the traditional commercial development pattern, infill should seek to maintain the commercial street front. In areas where the traditional commercial development pattern transitions to residential style buildings, infill development should strive to reinforce these transitions in a sensitive manner.
3. New construction compatible with existing character of District. – Because the character along High Street varies considerably, new construction should be compatible with its immediate context. In some instances, new construction may be located in areas which serve as transitions between commercial and residential uses. Under these circumstances, new construction will need to be designed sensitively to adequately articulate these transitions.
4. The height requirement for new construction within this district should not exceed three stories from the High Street elevation. The design of new construction should draw upon common characteristics of structures in the immediate vicinity to provide continuity and consistency.
5. Live-work units.

- **Circulation** The circulation system within the East High Street Business District should support the character and land use vision proposed for the District. Specifically, it should focus on maintaining the traditional storefront aspect of this District while also supporting the MSP Redevelopment project and traffic and mass transit needs. As the integral part of the district, it should include the following factors:

1. Accommodate levels of traffic appropriate with its designation as a “marketplace”.
2. High Street and McCarty Street to support major bus routes and/or shuttle routes.
3. Retain/encourage parallel parking as a pedestrian buffer and for drive-up convenience.
4. Alleys provide access to rear of property and provide service access.

- **Community Facilities** The inclusion of Community Facilities should include the following factors:
  1. Public gathering space to anchor eastern edge of District.
  2. Incorporate civic uses such as police substation, or library.
  3. Neighborhood gateway at High Street and Adams.
  4. Open Space should be public gathering spaces.

East High Street Business District Images

Residential Villages (East and West)

The residential Villages, while each being unique within their respective geographic locations, share similar program elements. To that end, the items listed below apply to both the East and West Village Districts.

- **Village Character** The character of both residential villages should focus on reflecting the pattern, scale and type of residential development which currently exists. Additional key points of this district character include:
  1. Single Family, duplex.
  2. Limited multi-family.
  3. Traditional neighborhood.
  4. No buildings over 3 Story height.
  5. Garden Apartments

- **Proposed Land Use** Within each of these villages, the predominate land use should be residential. Often the remnants of “corner” retail or ground level commercial space with living units above can be seen today. Acknowledging this, the plan proposes that compatible commercial uses be allowed at “corner” locations where consistent with the architectural character of the village. In summary, the key components of the proposed land use within either Residential Village include:
  1. Primarily Residential
  2. Mixed use (residential/commercial) only at “corner stores” architectural compatibility.
  3. Walk-in business, café/restraint/bar, grocery.

- **Preservation/Rehabilitation/Redevelopment Building Patterns** The pattern of residential development which currently exists within the Residential Villages can best be described as a pedestrian oriented traditional neighborhood. Today, new communities designed to reflect this pattern of development are call “Neo Traditional” Neighborhoods. While preservation is recognized as being preferred when possible and /or feasible, redevelopment activities involving new buildings should reflect the Neo Traditional concepts which are applicable with particular attention paid to:

1. Preserve historic buildings where possible. Infill when necessary.
2. No garage doors facing the street. Back yard or rear entry garage acceptable.
3. Front porches where possible.
4. No parking on front yard.
5. Consistent with existing building set backs
6. Parcel combination/infill.
7. New construction should be compatible with existing neighborhood.

- **Circulation** Circulation elements should include provisions for supporting and enhancing the traditional layout of the residential areas it supports. Other key concepts which should be addressed by the Circulation system include:
  1. Preserve on-street parking.
  2. Allow rear entry garage/back yard garage
  3. Continuous sidewalks with street trees and lighting on both sides of the street.
  4. Alleys provide access to rear of property and provide service access.

- **Community Facilities** Community Facilities within the Residential Villages should focus on the following items:
  1. Open Space for neighborhood space and connections.
  2. Schools, churches, community centers, fire/police substation (where compatible).

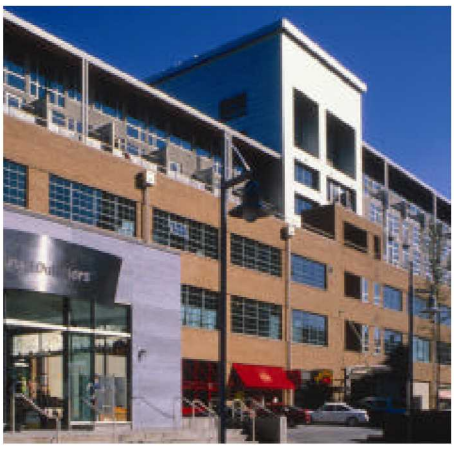
Residential Village District Images

- **Affordable Housing**

  An integral aspect of the residential components of the Land Use Plan is affordable housing. Consistent with the residential recommendations of the plan which include accommodating a variety of residential types and sizes, this plan also suggests incorporating affordable housing into residential areas. Affordable housing for the Central East Side should follow the following guidelines:

  1. New affordable housing developments should be human scale. Buildings should be 3 story maximum height townhouses, single family houses and/or small apartment buildings.
  2. Affordable housing should be designed to look like market rate housing.
  3. Houses should be placed close to the street, with plenty of windows and front porches so residents can keep an informal watch over their surroundings.
  4. Each unit should have its own entrance. Back and/or front yards should clearly belong to individual units, creating “defensible space”.
  5. On-street parking, relatively narrow streets and traffic calming devices like crosswalks, and bulbouts, should be provided.
  6. Incomes of residents are mixed by selling or renting some of the units to people who are not poor.
  7. Residents should have street addresses, as opposed to project addresses.
  8. Parks should be small and placed where they can be closely observed by residents.
  9. There is a mix of housing types.
  10. Where possible, the redevelopment should also include nonresidential components, such as recreation facilities, educational and training programs, health facilities and small businesses.

Mixed Use District



- **District Character** The Mixed Use District represents a truly unique and exciting opportunity within the Central East Side neighborhood. The character of this District is envisioned to be a vibrant mixed use area with residential, retail, and entertainment components. To insure that both preservation goals and redevelopment opportunities can achieve the maximum potential, the proposed character of the District should emphasize the following points:
  1. Multi family loft units.
  2. Hotel, Office.
  3. Support Commercial Retail.

- **Proposed Land Use** The proposed land uses for this district include a wide variety of options in order to allow maximum flexibility with regard to redevelopment options. These proposed land uses and elements include:
  1. Residential
  2. Mixed use (residential/commercial)
  3. Architectural compatibility.

- **Preservation/Rehabilitation/Redevelopment Building Patterns** Because the Mixed Use District is tied to the redevelopment potential of the old International Shoe Company building, the preservation and adaptive reuse of this structure is of paramount importance. To this end, the following program elements have been established for this district:

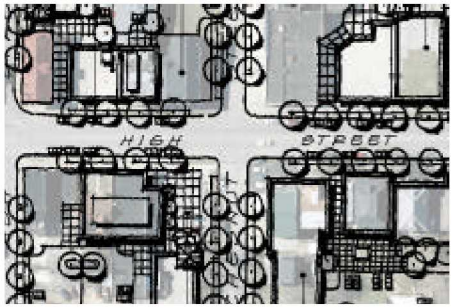
  1. Preserve historic building.
  2. Limited parking on front yard.
  3. Consistent with existing building set back.
  4. New construction compatible with existing building.

- **Circulation** Circulation will support this district based on the following elements:
  1. On-street parking where possible.
  2. Continuous sidewalks with street trees and lighting.

- **Community Facilities** The Mixed Use District will rely on the Central East Side Neighborhood's Community Features because of its self-contained nature. However, it will include provisions for:
  1. Open Space for neighborhood space
  2. Pedestrian connections.

Mixed Use District Images

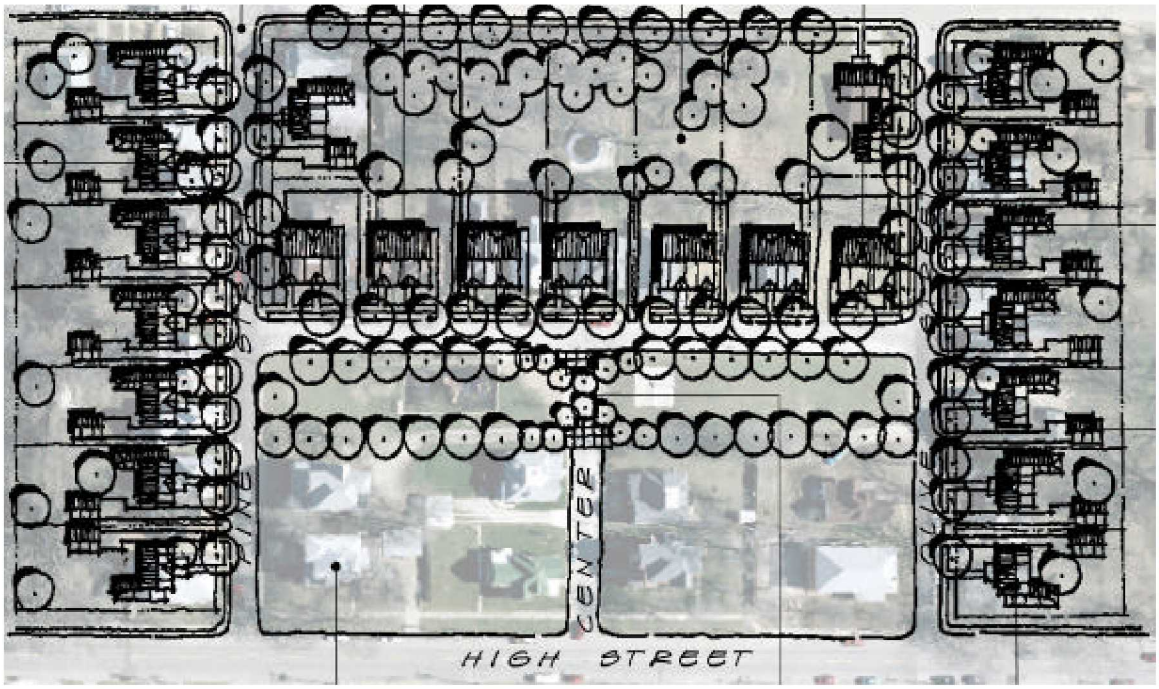
Design Concepts



Four specific areas within the Central East Side Neighborhood were investigated in further detail through the development of concept plans. These concept plans are intended to communicate the type, quality, character, scale and general outcome of implementing the Land Use Plan. Where these concept plans indicate new or modified building forms and footprints, such illustrated development is not intended to indicate specific building proposals. Rather, the concepts show one of many likely development scenarios in terms of building site coverage, building to and within the public realm, potential scale, and implementations of specific District features such as pedestrian circulation, streetscape development, and plazas on public spaces.

The four Design Concept Plans can be found in Appendix A Map Index and are titled:

- ***Capitol Avenue District Concept Plan***
- ***East High Street Business District Concept Plan***
- ***East Village Residential District Concept Plan***
- ***West Village Residential District Concept Plan***



The Capitol Avenue District

The East High Street Business District

The Village Districts

Transportation and Street Plan

The consultant team worked in conjunction with the Central East Side Neighborhood Ad Hoc Committee to define an appropriate master plan for the transportation element of the improvement plan. The plan would meet the needs of the Missouri State Penitentiary (MSP) Redevelopment, the Central East Side Neighborhood, and the overall transportation needs of the community at large.

The team was tasked with the following; the development of a phased improvement plan to identify and define the needed roadway and traffic control improvements required by MSP and the Central East Side redevelopment pressures and associated traffic projections.

Based upon the discussions held at the Ad Hoc Committee meetings, the consultant team plans to complete this process utilizing the following criteria and assumptions in associations with the soon to be completed Rex Whitton Expressway Study:

- North / South Corridors to include but are not limited to; Lafayette, Chestnut, and the Clark area.
- East / West Corridors to include but are not limited to Dunklin, Elm, Whitton Expressway, Miller, McCarty, Capital and High.
- Roadway improvements are to be limited to existing rights-of-way wherever possible.
- On-street parking is to be maintained where feasible.
- Safety and level-of service are critical components of improvement determination process
- Some reasonable additional traffic congestion is acceptable to the neighborhood

Surface Parking

- Character of existing street system to be maintained wherever possible – i.e. no large scale urban renewal via street improvements
- Review the feasibility of connections from MSP to other major roadways external to the Central East Side Neighborhood
- Rex Whitton Expressway capacity and operational concerns must be taken into account with this project
- Encourage the use of rubber tire trolleys or street car systems to promote connectivity and tourism.

See Appendix F for the Final Transportation and Street Plan Recommendations.

The MSP Parkway

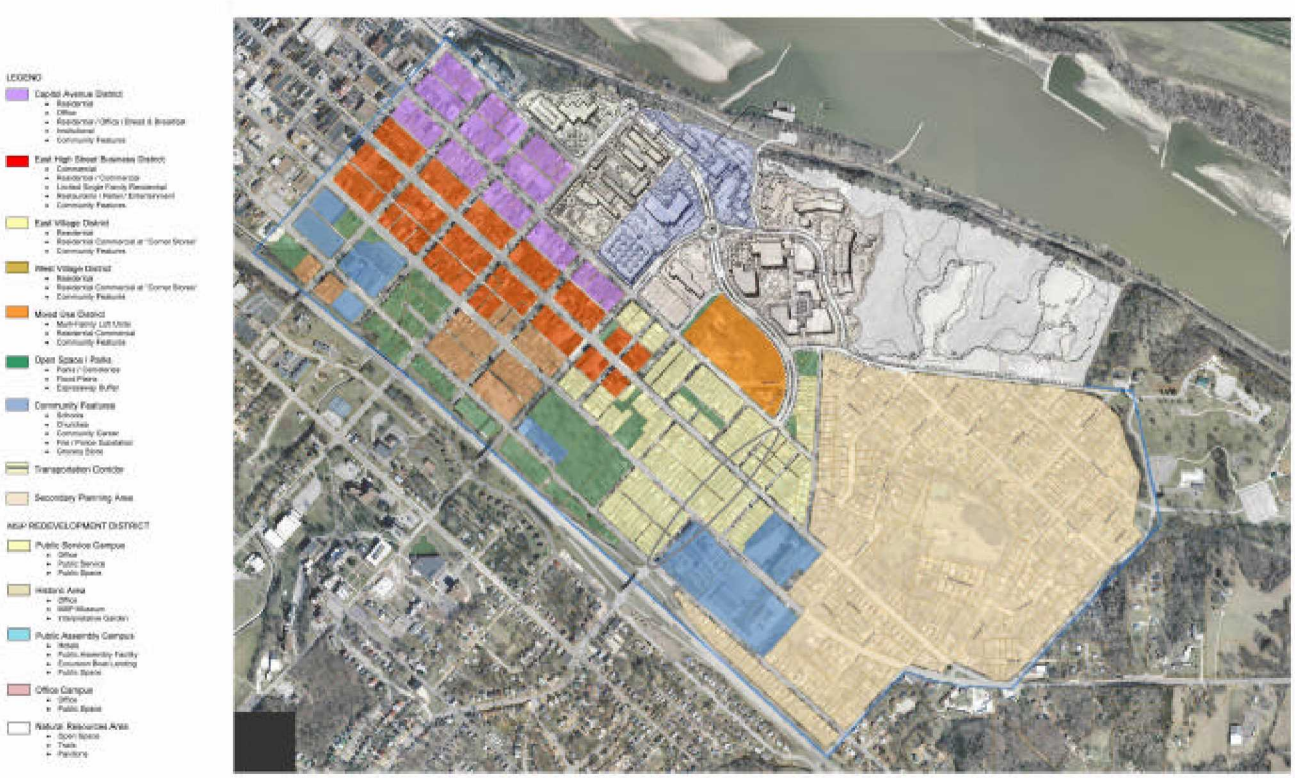
Action Plan

The recommendations contained in the Action Plan are mostly planning and design oriented versus physical implementation suggestions. These broad, somewhat generalized recommendations may overlap other plan features contained elsewhere in this study. The Action Plan is not intended to provide a summary of all the other recommendations contained throughout the study.

Eventually, code changes caused by adopting and implementing this study should be codified into the appropriate existing municipal codes at a date determined by the Zoning Administrator.

The Action Plan contains a listing of overview policies and planning recommendations organized by the following categories:

- Land Use
- Transportation
- Preservation
- Economic Development
- Other



Land Use

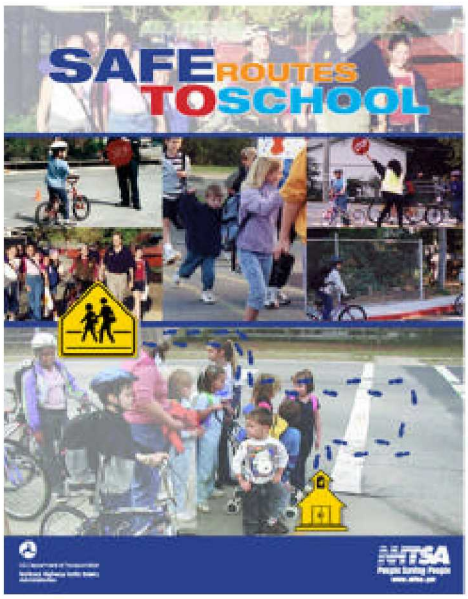
- Create new overlay zoning districts for each Central East Side Neighborhood plan district including Capitol Avenue District; East High Street Business District; Village Districts; Mixed Use District; Open Space/Parks; Community Facilities; and Transportation Corridor.

- Each overlay district will rely on the plan recommendations for development or redevelopment guidance, as well as the underlying zoning requirements.

- The range of housing types within the districts should satisfy a broad range of needs and desires.

- Each district should have the ability to accommodate /encourage vertical mixed uses.

- Gateways and entrances to the neighborhood should be identified, ROW acquired and markers/public art installed.



www.nhtsa.gov/

- Establish a Safe Routes to School program within the neighborhood.

- Place a high level of priority to the enhancement of the visual environment including tree plantings throughout the neighborhood; creation of public spaces; acquisition of open space and parks; and creation of public plazas in commercial/retail redevelopment.

- Existing trees should be preserved wherever possible.

The Clark Street Extension Corridor

Transportation

- Acquire Clark Street extension ROW. The exact scope of acquisition is unknown, however due to topographic variances within the ROW area, the amount may be significant. This action should be considered as long term and dependent on the pace of the MSP redevelopment.

- Encourage and enhance connectivity within the CES Neighborhood pedestrian circulation network through continual and adequate sidewalk maintenance.

- Modifications to the circulation network within the CES should never result in the net loss of pedestrian circulation facilities. Every opportunity should be taken to encourage additions to the pedestrian circulation network.

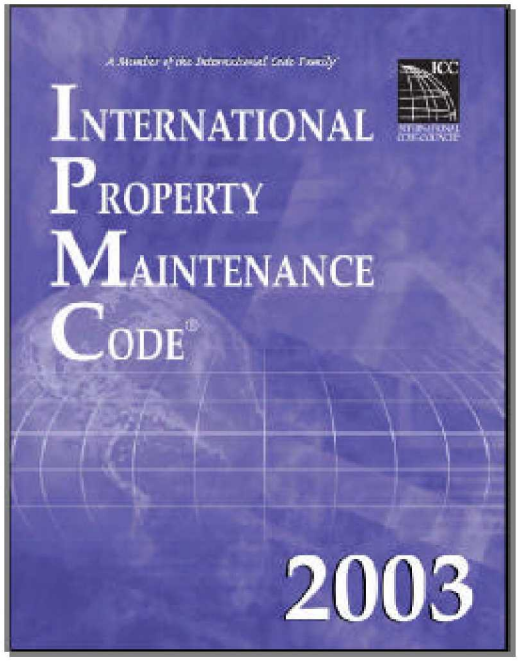
- Streetscape improvements should be extended from the downtown district throughout the project area. Each district will have its own distinct theme and should provide opportunities for street trees, signage, street/pedestrian lighting, banners and site furnishings.

- Public transportation routes should be restricted, except for handicapped accessibility, to main thoroughfares and their secondary streets while avoiding adverse impacts on residential scale streets. Expand public transportation from other areas of the City to link into the main public transportation routes on High and McCarty Streets.

Preservation

- Reinvigorate, fund and staff building code enforcement.

- Establish a Neighborhood Conservation Planned District for the entire Primary Study area identified in this plan.



- Create an Office of Historic Preservation within the City of Jefferson to coordinate preservation efforts citywide.

- Establish a review process for the consolidated historic district that is triggered through application for a building demolition permit or building permit.

- Encourage the repair and rehabilitation of historic residential properties which provide affordable housing opportunities for the community.

- Promote the exterior rehabilitation of significant buildings within the neighborhood through funding assistance to promote reinvestment in the neighborhood.

- Adopt the International Property Maintenance Code 2003 as a standard for maintaining all property within the Central East Side Neighborhood.

- Develop a single cohesive and comprehensive neighborhood organization to champion plan implementation, preservation, economic development and establishment of a taxing district.

The Eastern “tip” of the East High Street Business District

Economic Development

- Techniques should be developed to facilitate the organization of the retail establishments of the East High Street Business District, for the purposes of collective retail management and other mutual benefits including: proactive leasing,
store grouping to catalyze cross-shopping, and parking management.

- Pursue initiating tax abatement pportunities within the Central East Side Neighborhood area.

- Establish a taxing district within the neighborhood boundaries, applied to commercial/office/retail uses for the purpose of contributing funds to public works projects.

- Foster economic diversity within the East High Street Business District through small business incubation opportunities.

- Provide support for start-up businesses within the East High Street Business District through permitting home occupation and live-work units.

- Develop promotional brochures for the Central East Side Neighborhood and its traditional Neighborhood Features.

- Capitalize on current housing trends by showcasing the walkable and mixed-use nature of the neighborhood, including accessibility to downtown, the Capitol, and the Missouri River, to real estate agents and relocation specialists.

- Establish an organization to help residents and potential buyers of historic homes use State and Federal historic tax credits. Banks could be an excellent source of buyers for the tax credits.

- Monitor and help implement the Missouri State Penitentiary Redevelopment Plan where possible. The success of this plan is extremely important to the revitalization of the Central East Side Neighborhood. Proper implementation of this plan could bring potential residents and customers to the area.

Economic Development Tools[1]

- Neighborhood Improvement
  - -Neighborhood assistance Program (NAP) Tax Credit
  - -Neighborhood Preservation Act
  - -Community Improvement Districts
  - -Community Development Block Grant Funds (CDBG)

- Redevelopment
  - -Tax Increment Financing
  - -Urban Redevelopment Corporations: Chapter 353
  - -Brownfield Remediation Tax Credits
  - -Historic Preservation Tax Credits
  - -Urban Renewal

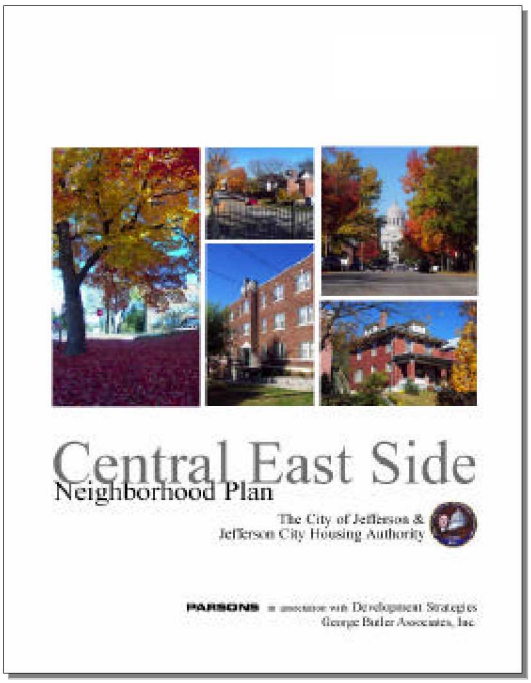
- Infrastructure Investment
  - -Infrastructure Tax Credits
  - -Neighborhood Improvement Districts
  - -Transportation Development Districts (TDD)
    - Tax Credits
    - Special Assessment

- Business Incentives
  - -New Markets Tax Credits

- Establish a City funded Façade Improvement Program with the goal of creating a partnership between the City and business owners to:
  - -Stimulate private investment in the Districts with commercial uses;
  - -Generate revitalization by focusing investment on improvements visible to customers, neighborhood merchants, and residents and;
  - -Beautify business districts so that they reflect positively on the surrounding residential areas.

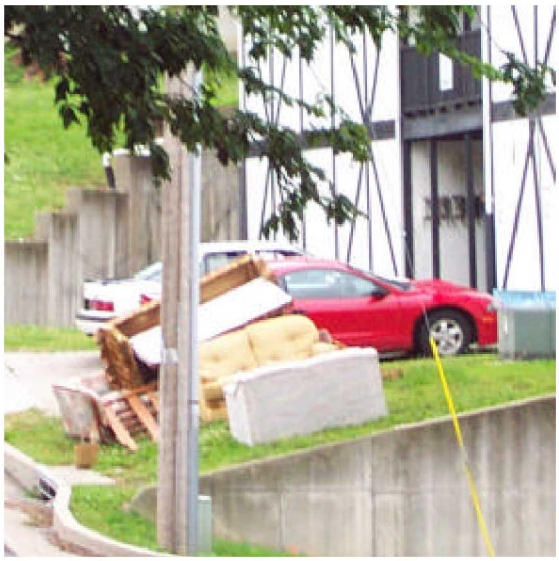
[1] See Appendix E for descriptions of these programs and how they function.

Other



- Adopt the Central East Side Neighborhood Plan for use by the Ad Hoc Committee, Zoning Administrator, P&Z, Mayor and City Council.
- Partner with local universities in the area to help identify and study social work programs as they relate to the central East Side Neighborhood.
- Create design guidelines specific to each plan district with the idea that the guidelines should guide not restrict preservation and redevelopment.
- Implementation of the Plan Recommendations (the physical changes) will occur in multiple phases, over a long period of time. Short term – 0 to 5 yrs; Intermediate 5-10 years; and Long term 10 to 20 years.

- The non-physical changes such as policy/zoning/ordinance implementation should happen early in the three phase process.
- Establish a committee to oversee implementation of the plan and champion its principles.
- Sponsor a summit between the MSP Commission and the organization responsible for championing the plan, for the purpose of investigating areas of cooperation between the neighborhood and the MSP.



- Conduct annual meetings with agency representatives, local school officials, interest groups and other neighborhood groups to provide updates and seek input on continuing neighborhood improvements.

- Establish a program for free trash pick-up within the Central East Side Neighborhood.

- Establish a program for collecting and dispersing funds for the replacement of sewer laterals on private property from building to public sewer.

- Design and implement a comprehensive signage strategy for the neighborhood to establish a distinct image. Colorful banners that can be hung from lamp posts, landmark signage, etc. can be used to “brand” the neighborhood. This can be combined with a program to name specific geographic areas of the neighborhood to facilitate a cohesive whole.

- Partner with local universities in the area to help identify and study social work programs as they relate to the Central East Side Neighborhood.

- The 0 to 5 year scenario includes: (1) Central East Side Neighborhood Plan adoption; (2) Creating the overlay districts; consolidated historic district boundary; and establish preservation office. (3) Creating the Design Guidelines, (4) Establishing a Taxing District; (5) Establishing demonstration/redevelopment projects; (6) Creation of tax incentives for neighborhood improvements (7) Code enforcement.

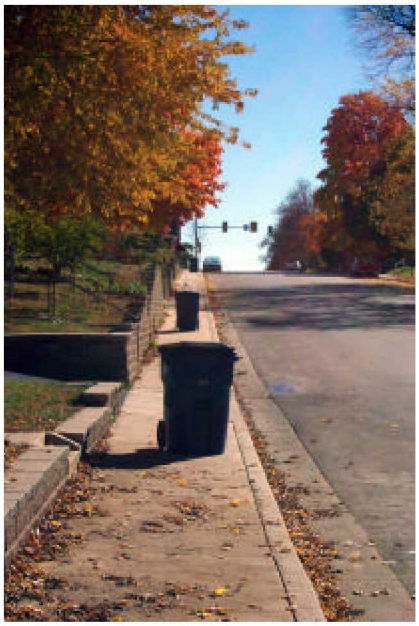
The Framework Plan

As a result of the planning process and plan formulation, a number of tasks have been identified as vital to the implementation of the neighborhood plan. The additional plans, studies and inventories that have emerged are the essence of The Framework Plan. The purpose of the Framework Plan is to provide direction in developing work elements and related budget amounts for future funding cycles. The budget amounts are based on mid year 2004 costs and have not been adjusted for future year inflation. The elements of The Framework Plan include the following topics listed in descending priority.

1. Update Planning Documents

Some of the recommendations and considerations contained within the plan may need to be incorporated into the City's planning and zoning tools in the form of modified zoning regulations, proposed land use plan, zoning map or others. The city may want to seek the professional services of an outside consultant to assist in identifying the necessary changes to existing City documents.

The cost of professional services for updating City planning documents should be budgeted at $50,000.



2. Public Works - Capital Improvements Program

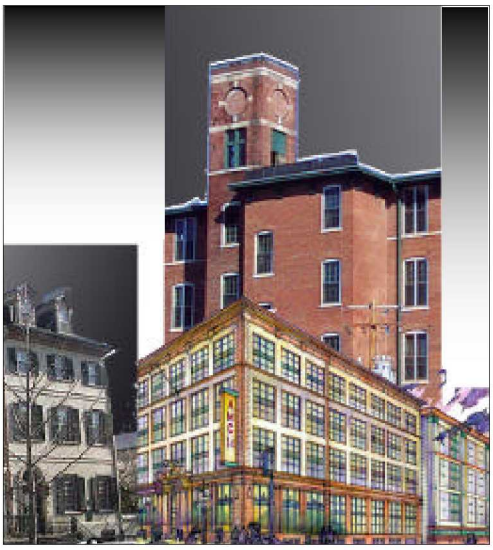
Within the context of the City's Public Works - Capital Improvements Program, several items should be considered as priority for the Central East Side Neighborhood. These items include street and utility improvements. The first item will accommodate the initial access requirements of the MSP Redevelopment District and should be considered as priority:

- Lafayette Street - From State Street to East Miller.
- Chestnut Street - From East Capitol to East Miller.

Secondly, the City should study the feasibility of initiating a program within the neighborhood area for the replacement (on an as needed basis) of sanitary sewer laterals from residential or business establishments, at no cost to the property owner. This type of program could be funded through a modest tax assessment of property owners within the neighborhood.

The cost of planning, design or construction of these items is not included in the Capital Improvements Program for the Central East Side Neighborhood.

3. Feasibility Study for Redevelopment Projects



This Framework Plan element includes the planning and economic feasibility for the redevelopment of three projects within the primary neighborhood area. Redevelopment planning analysis for commercial, residential and commercial/residential areas should be conducted. Areas that should be considered as prime candidates for further study include:

- Upscale multi-family residential development (garden apartment scale) at the intersection of Lafayette and State Street, west to Marshall Street.
- Commercial Redevelopment along East High Street between Ash Street and Capitol Court.
- A combination of new single family residential development near East Capitol and Pine; in combination with the redevelopment of the old International Shoe factory building at East Capitol and Riviera Street as high density residential/commercial mixed use.

The Feasibility Study for Redevelopment is the preamble to preparation of a Developer's Request for Proposal. The documentation will define the project, establish public/private financial expectations and establish guidelines for implementation.

The City should expect to assist in property assembly and provide development incentives for the redevelopment projects. Cost for the redevelopment professional services associated with the feasibility study should be budgeted at $60,000.

4. Design Guidelines

The site and building design guidelines will provide direction and establish design standards for future development projects. The design guidelines will be incorporated into future public/private development proposals, concepts and final design documents. The topics addressed in the design guidelines include:

- Introduction - Purpose, Goal, Objective.
- Design Guide Analysis Criteria - Identification and Classification of Visual Elements, Design Principles, Visual Themes and Visual Zones.
- Site Planning Design Standards - Site Planning Objectives, Considerations and Design Criteria.
- Building Design Standards - Building Objectives, Character, Building Entrances, Service Areas, Building Accessibility, Indigenous Structures, Historical Architecture, Renovations and Additions, Exterior Building Materials and Colors.
- Circulation Design Standards - Circulation, Objectives, Roadway Hierarchy, Roadway Setbacks, Roadway System Design, Parking, Service Areas, Drop-off Areas, Walkways and Pedestrian Circulation and Bikeways.
- Landscape Design Standards - Landscape Objectives, Principles of Landscape Development, Landscape Design Guidelines, Plant Material Selection, Plant Palette and Plant Categories, Plant Material Installation.

The cost of professional services for developing the Design Guidelines should be budgeted at $120,000.

5. Streetscape Plan

Development of a comprehensive Streetscape Plan will be important in maintaining current levels of business and residential units within the neighborhood. Growth of new business and residential units will depend on a well planned streetscape that not only unifies neighborhood elements, but also conveys safety and comfort to visitors and tourist that come into the neighborhood. Components of the Streetscape Plan include the preliminary location, material selection and design theme of:

- Street tree & public land planting.
- Way-finding (sign) and information dissemination.
- Street lighting.
- Hardscape/Sidewalk improvements.
- Implementation costs, strategies and phasing.

The cost of professional services for developing the Streetscape Plan should be budgeted at $100,000.

Capital Improvements Program

Introduction

The Capital Improvement Program for the Central East Side Neighborhood (CESCIP) is a five year plan for public improvements and capital expenditures by the City of Jefferson specific to the Central East Side Neighborhood.

A capital improvement is defined as capital or "in-kind" expenditure of $25,000 or more, resulting in the acquisition, improvement, or addition to fixed assets in the form of land, buildings, or improvements more or less permanent in character, and durable equipment with a life expectancy of at least five years.

Purpose and Benefits

The CESCIP is a proposed funding schedule for five years, which is updated annually, to add new projects, to reevaluate program and project priorities and to revise recommendations while taking into account new requirements and new sources of funding. The annual capital programming process provides the following benefits:

- The CESCIP serves as a source of information about the Central East Side Neighborhoods

physical redevelopment and capital expenditures to the citizens, City Commission and Administration, private investors, funding agencies and financial institutions.

- The CESCIP process provides a mechanism that applies uniformity and consistency in the evaluation of projects and assists in the establishment of priorities.

- The CESCIP provides for coordination among projects with respect to funding, location and time. The Capital Plan is developed in accordance with the City's stated plans, goals and objectives and provides for the proper physical and financial coordination of the projects. Private sector development initiatives that provide/require modifications to certain infrastructure will be properly coordinated with city projects to achieve compatibility and greatest benefit.

Review Criteria

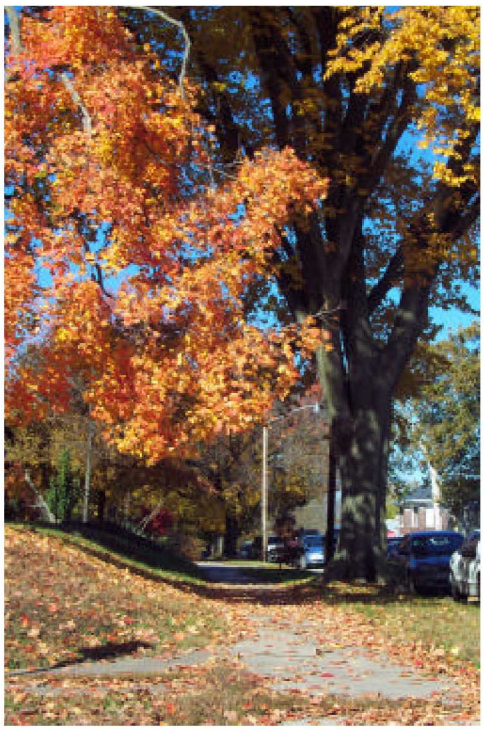
All projects submitted for inclusion in the Capital Improvement Program for the Central East Side Neighborhood are reviewed on the basis of relative need and cost. In addition, several guiding policies direct the determination of the content, scheduling and funding of the Capital Program. These policies are as follows:

1. Meet the needs of the Central East Side Neighborhood Plan and its policies relative to:
- Maintenance of our environment and quality of life;
- Maintenance of the City's financial stability;
- Maintenance of a high standard of safety and security within the Central East Side Neighborhood; and
- Maintenance of the Central East Side Neighborhood’s effort to stimulate economic growth.
2. Maximize return on investment, in consideration of financial limitations and budget constraints so as to:

- Preserve prior investments where possible;
- Reduce operating costs;
- Maximize use of outside funding sources to leverage the City's investment; and
- Maximize cost effective service delivery.

3. Improve and enhance the existing network of City service levels and facilities.
4. Demonstrate coordination and compatibility with other capital projects and other public and private efforts.

Capital Projects Funding Process



Below is a proposed process for developing Capital Improvement Projects and submitting them for consideration and adoption by the City Council. It is only one example, of many, which could be used to develop and implement projects with input from the Central East Side citizens.

1. Project Identification – Citizen(s) initiates project via contact with neighborhood association of committee (who then refers to City staff). Staff contacts relevant City departments regarding possible projects. Staff also confirms that the project is supported by the Central East Side Neighborhood Plan and other related documents.
2. Project Development – Citizen works with City staff in answering questions for neighbors, circulating petitions (if required) and presenting project for review at neighborhood meetings. Scoping statement for the project is prepared.
3. Project Submission to Finance Committee – To qualify for a funding round, projects must complete petitioning or have neighborhood association approval for the scoped project. After meeting the qualifying deadline, neighborhood must prioritize its projects.
4. Project Review and Ranking by Finance Committee – Staff works to prepare plans and cost estimates for all first priority projects. Finance Committee evaluates projects.

5. Deliberation and Recommendation by Finance Committee – City staff provides background information, neighborhood explains its projects, and the Finance Committee reviews and makes recommendations regarding the funding package.

6. City Council Approval – City staff relays package recommendations to the City Council for approval.

Program Recommendations

Below is a summary of the Capital Improvements Program recommended by the Central East Side Neighborhood Plan. These recommendations should be considered as a starting point, from which, additional projects can be added as they are identified. The program is divided into two major categories: Neighborhood Plan Enhancements (**NPE**), and Public Works Revitalizations (**PWR**).

Neighborhood Plan Enhancements are those elements which represent specific proposals recommended by the plan, and which currently do not exist. Public Works Revitalizations are items which currently exist as the infrastructure of the neighborhood, and have been identified as requiring revitalization.

The cost budget associated with each category is based on mid year 2004 cost data and has not been adjusted for future year inflation. The costs have been rounded to the nearest $1,000 value.

The following program recommendations are listed in descending priority

1. **Storm Drainage and Sanitary Sewers Utilities (PWR)**
   This category includes on-going improvements to the Neighborhood's Storm Drainage and Sanitary Sewer systems.
   (No Cost Assigned).

2. **Streets** (**PWR**)
   Street enhancements include resurfacing, intersection improvements, lighting and other improvements to the projects identified in the Framework Plan:
   - Lafayette Street - From State Street to East Miller.
   - Chestnut Street - From East Capitol to East Miller.

   (No Cost Assigned)

3. **School Renovations** (**PWR**)
   The Plan encourages continual investment into the educational infrastructure of the neighborhood, especially upgrades to East Elementary School.
   (No Cost Assigned)

4. **Sidewalks** (**PWR**)
   Sidewalk projects include the removal and replacement of deteriorated sidewalks within the primary study area.
   (Cost: $190,000)

5. **Street Lighting** (**PWR**)
   This initiative includes the replacement of street lighting within the primary study area. This includes adding additional lighting to increase the level throughout the neighborhood.
   (Cost: $ 2,840,000)

6. **Alleys** (**PWR**)
   Under this category, the primary study area of the Central East Side Neighborhood would see the renovation of the alleys. This would include new pavement surfacing and an alley reforestation program. This reforestation program would provide trees for planting within five feet of the alley right-of-way on private property.
   (Cost: $ 532,000)

7. **Streetscape Improvements** (**NPE**)
   This category includes funding to support the implementation of streetscape improvements throughout the Central East Side Neighborhood Primary Area. The streetscape Improvements include street tree plantings, and streetscape furnishings such as benches and trash cans.
   (Cost: $1,257,000)

8. **Signage** (**NPE**)
   Signage projects include development of signage elements such as new neighborhood Gateway features, wayfinding signage, and other regulatory signage. This program also includes the design and implementation of a comprehensive signage strategy for the neighborhood to establish and effectively communicate a distinct image for the neighborhood.
   (Cost: $610,000)

9. **Parks and Open Space Improvements** (**NPE**)
   Parks and Open Space initiatives include upgrades to Park Place Neighborhood Park, the proposed public park/open space on the eastern end of the High Street Business District, and open space improvements to other open space areas recommended by the Land Use Concept Plan.
   (Cost: $1,230,000)

10. **Neighborhood Firestation** (**NPE**)
    This category includes the construction of a new Firestation as proposed in the Plan.
    (Cost: $750,000)

Appendix A

Map Index

Map Index

Introduction

Appendix A includes the "visioning" and traffic maps prepared for the Central East Side Neighborhood Plan. They illustrate existing conditions and design concepts formulated for the project area. Portions of these maps were included throughout the report. The analysis maps are not included as part of this document, but were provided to the City of Jefferson in digital format.

Appendix A - Map List

Land Use Concept Plan

Capitol Avenue District Concept Plan

East High Street Business District Concept Plan

East Village Residential District Concept Plan

West Village Residential District Concept Plan

Capitol Avenue District Images

East High Street Business District Images

East & West Residential Village District Images

Mixed Use District Images

Figure 1 Existing Traffic Volumes AM Peak Hour

Figure 2 Existing Traffic Volumes PM Peak Hour

Figure 3 Existing Traffic Control

Figure 4 Existing Street Widths & Grades

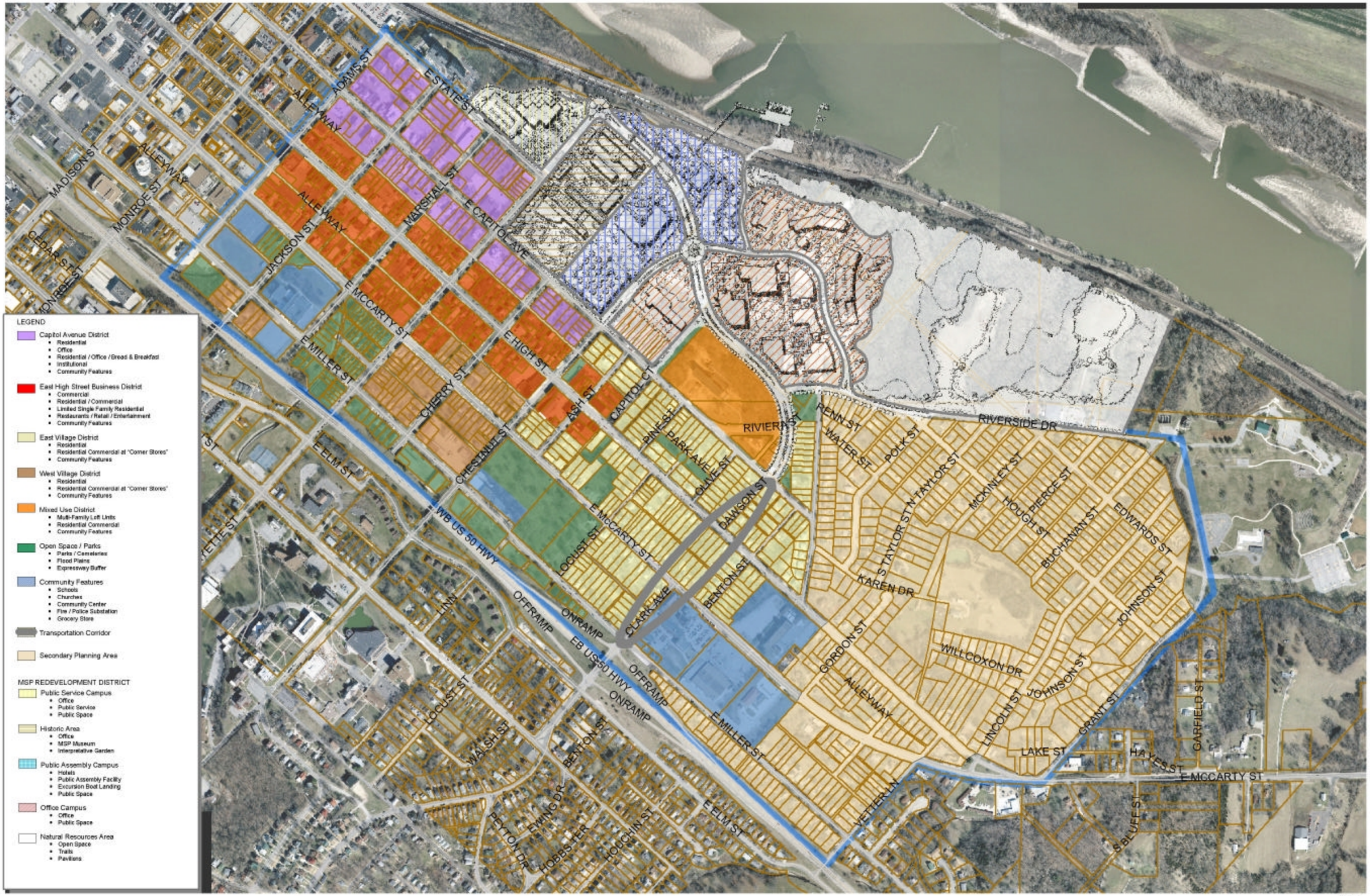
Figure 4 Existing Posted No Parking Areas

Exhibit A Cole County Trip Distribution

Conceptual Improvement Alternative 1

Conceptual Improvement Alternative 2

Conceptual Improvement Alternative 3



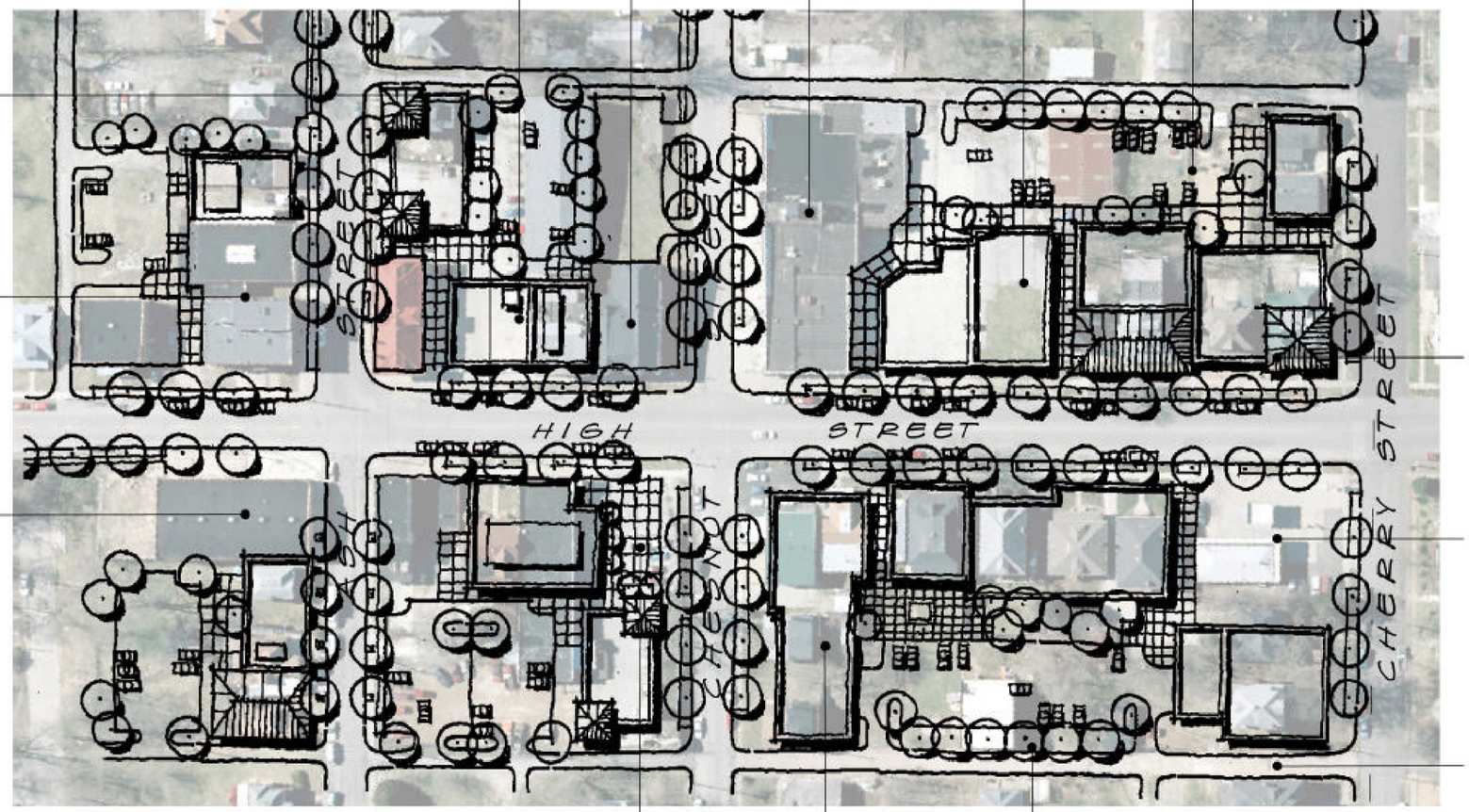
Central East Side

Neighborhood Plan

PARSONS in association with DSI and GBA

The
City of Jefferson
and
The Jefferson City
Housing Authority

Land Use Concept Plan



O' DONOGHUES STEAKS AND SEAFOOD

EXISTING STAIN GLASS THEATER

GROUND FLOOR COMMERCIAL W/ RESIDENTIAL ON SECOND FLOOR

INFILL TO CREATE A COMMERCIAL STREET FRONT

SHARED PARKING BEHIND BUILDINGS

PARALLEL PARKING AS A PEDESTRIAN BUFFER & CONVENIENCE

EXISTING COMMERCIAL PRESERVATION/REHAB

BUILDINGS BUILT TO FRONT PROPERTY LINE TO CREATE A STREET "WALL"

MISSOURI POLICE CHIEFS ASSOCIATION CIVIC REUSE

EXISTING GAS STATION LIMITED "QUICK SHOP", "FAST FOOD" & DRIVE THROUGH RETAIL

ALLEYS PROVIDE ACCESS TO REAR OF PROPERTY AND PROVIDE SERVICE ACCESS

PUBLIC GATHERING SPACE

SHARED PARKING BEHIND BUILDINGS

LIVE-WORK UNIT

Note:
This Concept Plan may indicate new or modified building/site forms that are used to illustrate various design principles. These illustrations are not intended to indicate specific building/site development or redevelopment proposals.

0 40' 80' 120'

Central East Side

Neighborhood Plan

PARSONS in association with DSI and GBA

The City of Jefferson
and
The Jefferson City
Housing Authority

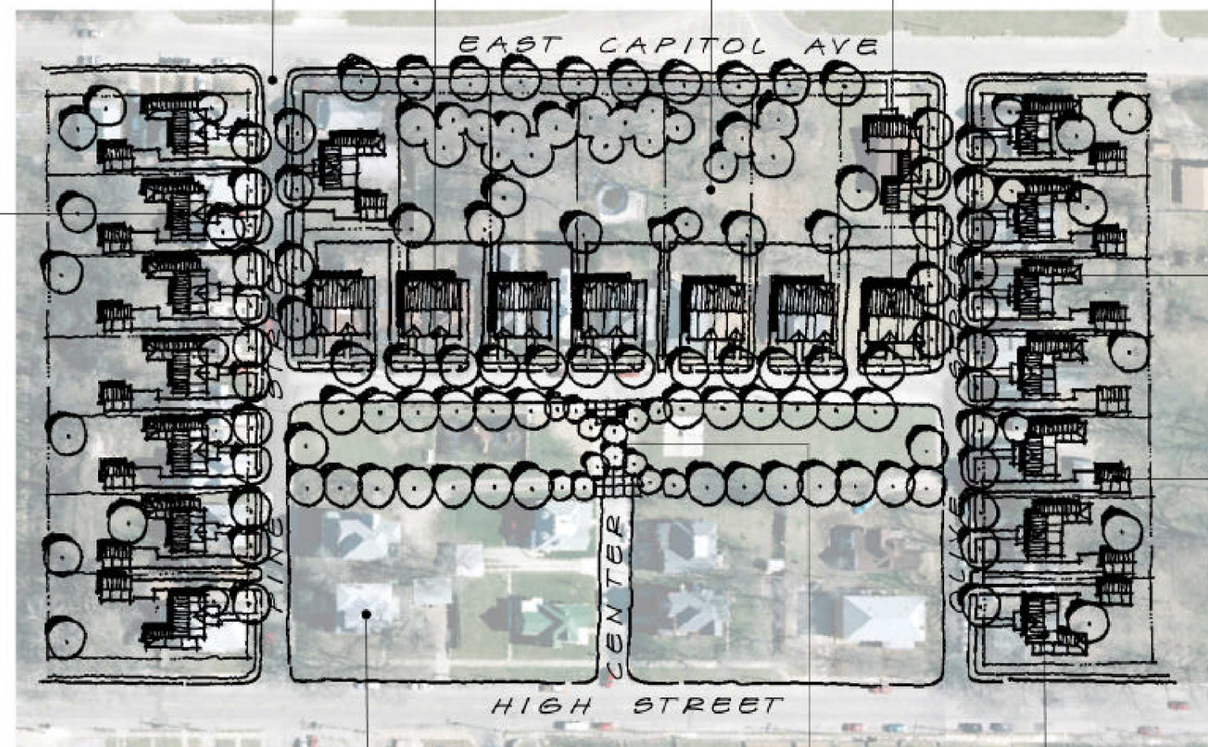
East High Street Business District Concept Plan

REDEVELOPMENT MAINTAINS CONSISTENT BUILDING SETBACKS

PARCEL COMBINATION TO CREATE INFILL REDEVELOPMENT OPPORTUNITIES

LIMITED ON-STREET PARKING
PARKING OCCURS IN GARAGES AND DRIVEWAYS

DUPLEX RESIDENTIAL INFILL W/TUCK UNDER GARAGES



NEW CONSTRUCTION COMPATIBLE WITH EXISTING NEIGHBORHOOD SCALE & PATTERN

CONTINUOUS SIDEWALKS WITH STREET TREES AND LIGHTING ON BOTH SIDES OF THE STREET

BACKYARD GARAGE

PRESERVE HISTORIC BUILDINGS WHERE POSSIBLE

VACATE PORTION OF CENTER STREET ROW. TO MAKE PARK CONTINUOUS PARCEL

SINGLE FAMILY RESIDENTIAL INFILL - FRONT PORCHES WHERE POSSIBLE

Note:
This Concept Plan may indicate new or modified building/site forms that are used to illustrate various design principles. These illustrations are not intended to indicate specific building/site development or redevelopment proposals.

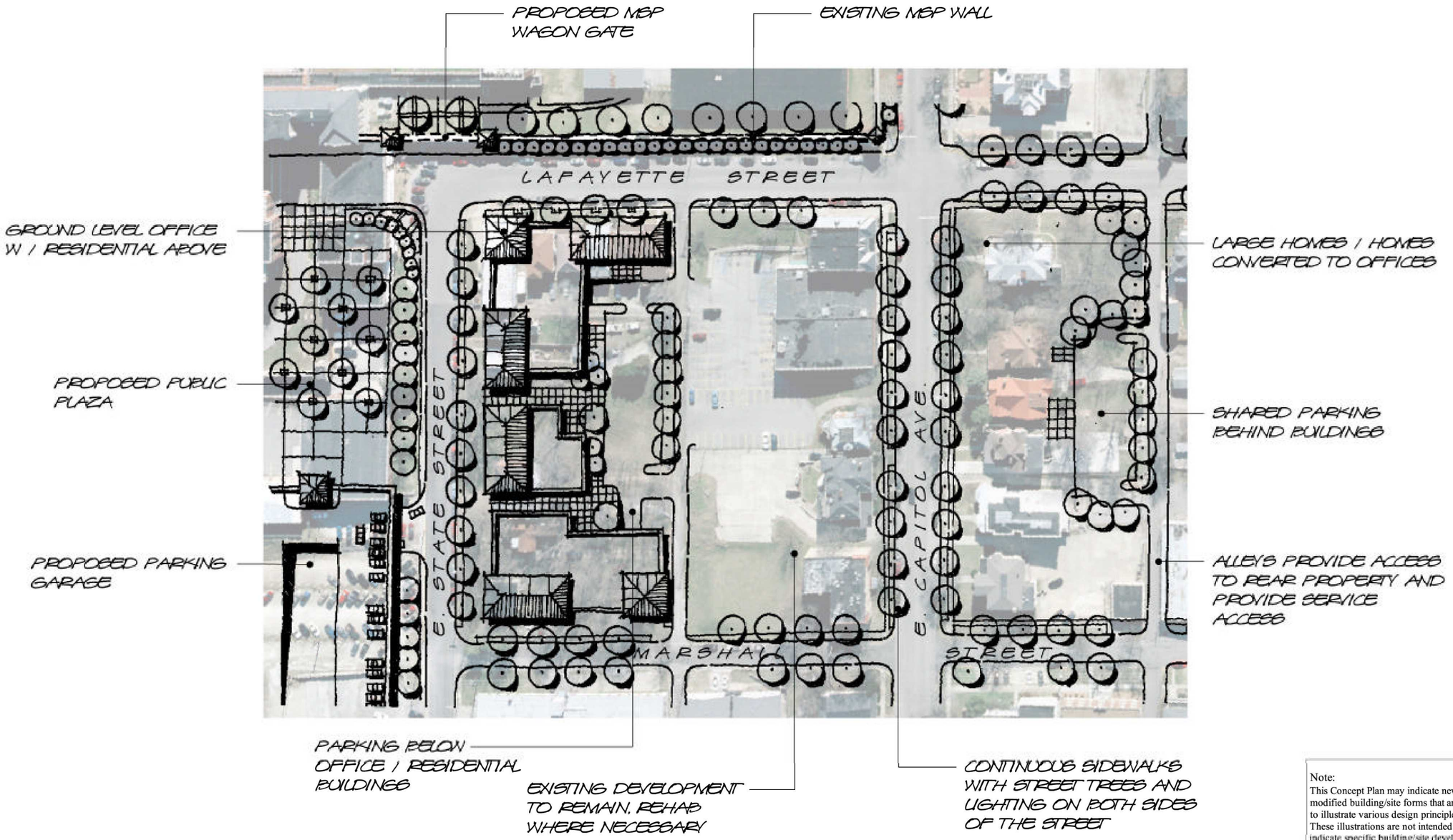
0 40' 80' 120'

Central East Side
Neighborhood Plan

PARSONS in association with DSI and GBA

The City of Jefferson
and
The Jefferson City
Housing Authority

East Village Residential
District Concept Plan



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0 40' 80' 120'

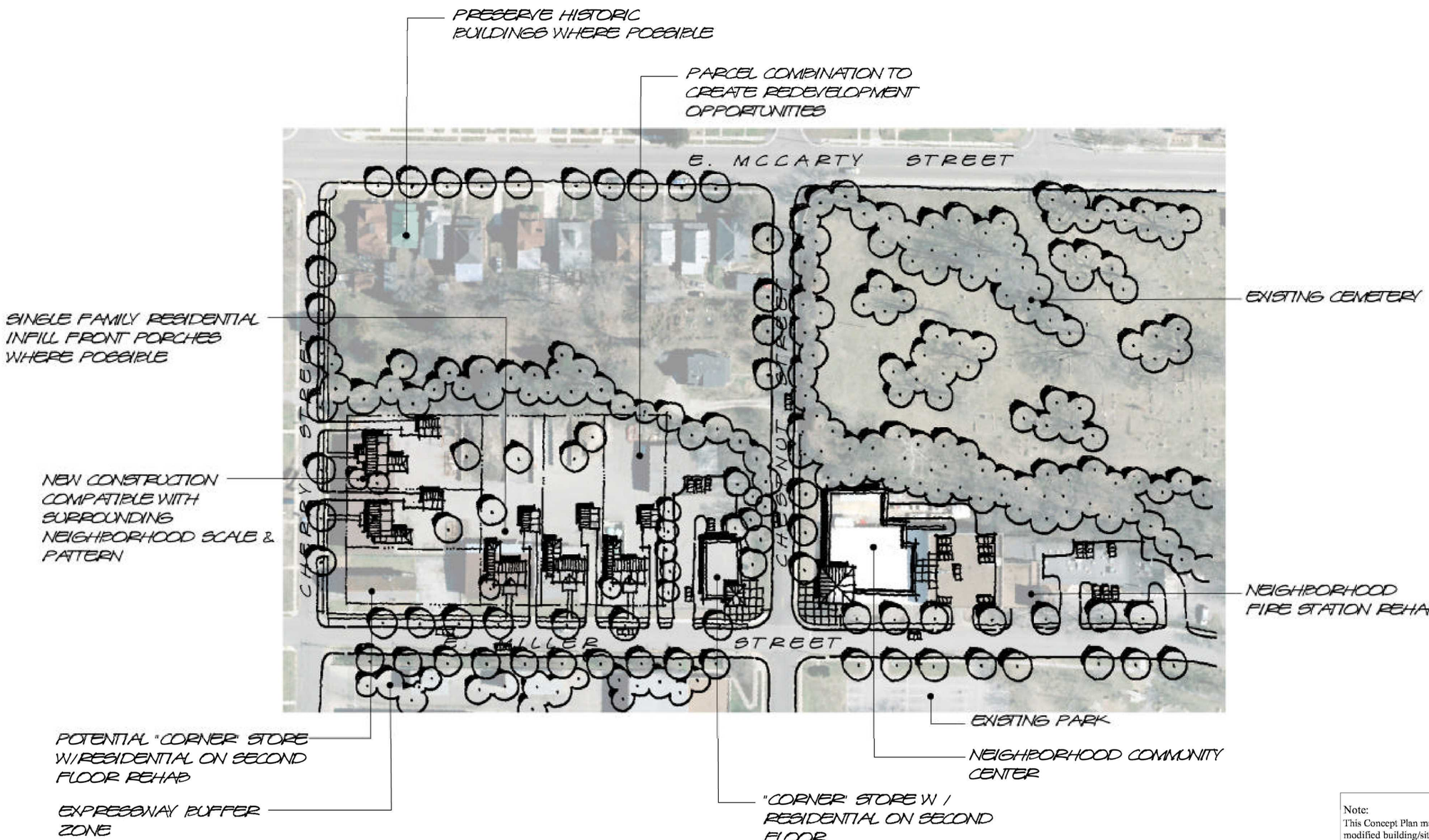
Central East Side

Neighborhood Plan

PARSONS in association with DSI and GBA

The City of Jefferson
and
The Jefferson City
Housing Authority

Capitol Avenue
District Concept Plan



Note:
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0 40' 80' 120'

Central East Side
Neighborhood Plan

PARSONS in association with DSI and GBA

The City of Jefferson
and
The Jefferson City
Housing Authority

West Village Residential
District Concept Plan

Central East Side

Neighborhood Plan

PARSONS in association with DSI and GBA

The City of Jefferson
and
The Jefferson City
Housing Authority

East High Street
Business District Images

Central East Side
Neighborhood Plan

PARSONS in association with DSI and GBA

The City of Jefferson
and
The Jefferson City
Housing Authority

Capitol Avenue
District Images

Central East Side

Neighborhood Plan

PARSONS in association with DSI and GBA

The City of Jefferson
and
The Jefferson City
Housing Authority

Mixed Use District Images

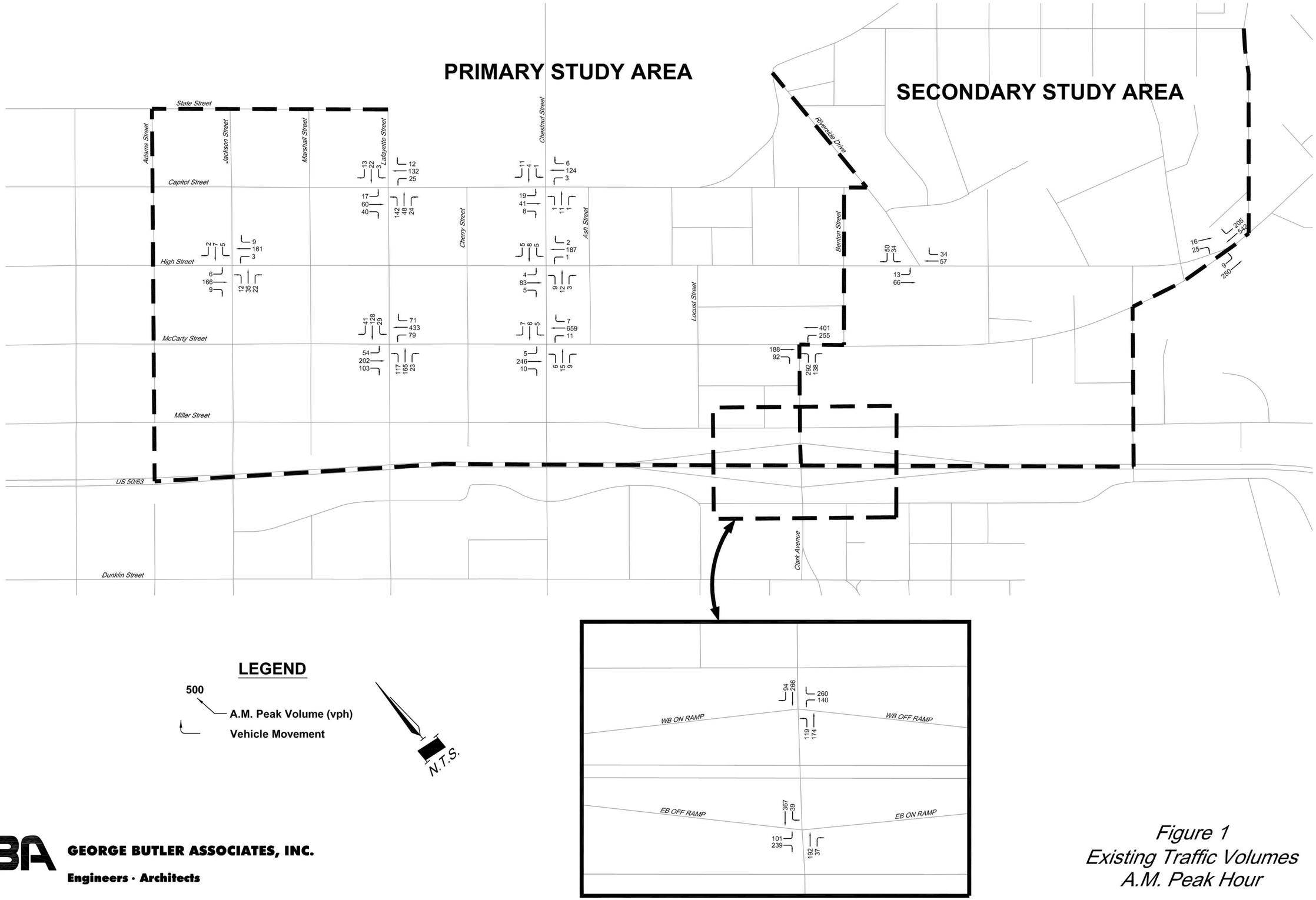
Central East Side

Neighborhood Plan

PARSONS in association with DSI and GBA

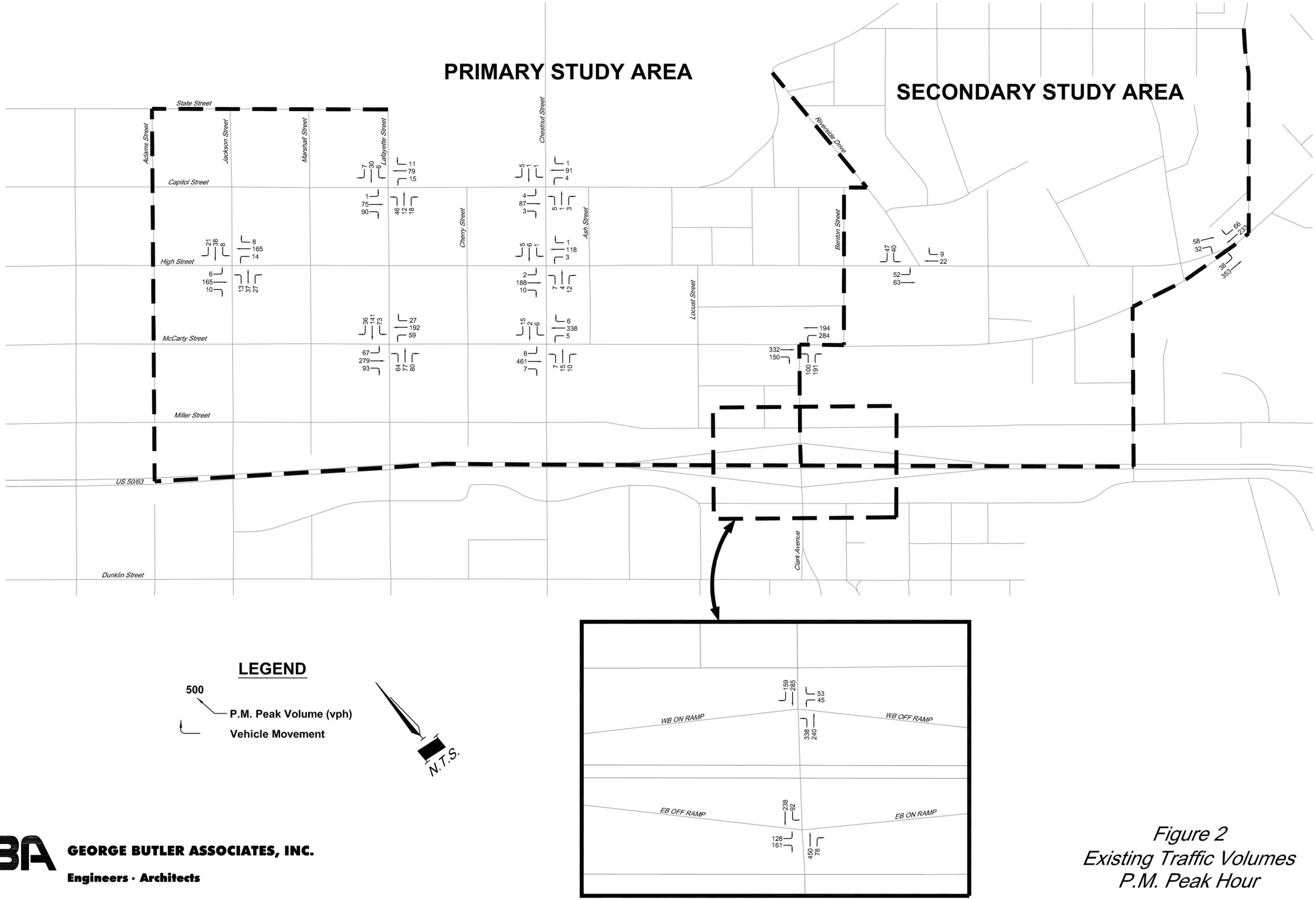
The City of Jefferson
and
The Jefferson City
Housing Authority

East & West Residential
Village District Images



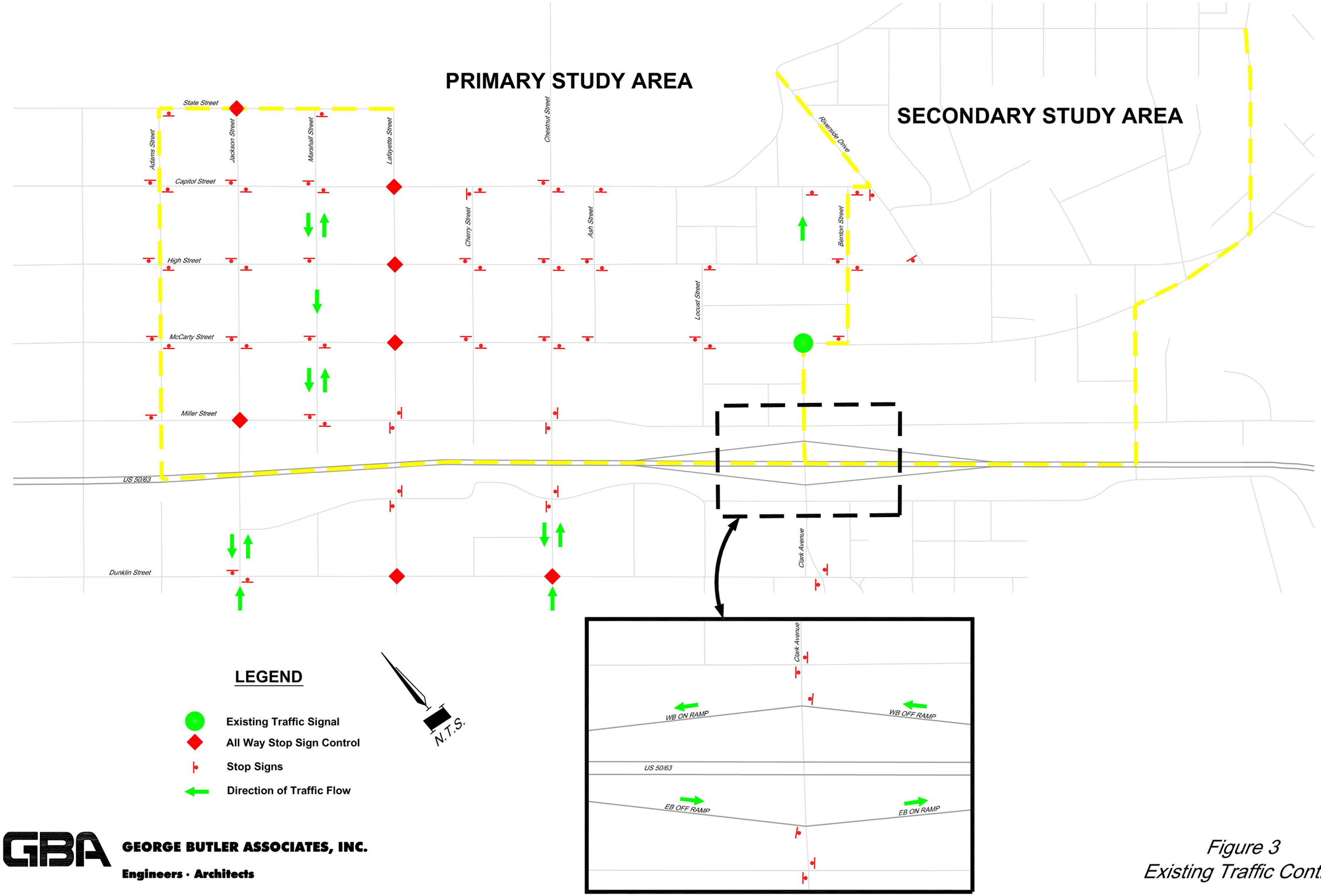
GEORGE BUTLER ASSOCIATES, INC.
Engineers · Architects

Figure 1
Existing Traffic Volumes
A.M. Peak Hour



GEORGE BUTLER ASSOCIATES, INC.
Engineers · Architects

Figure 2
Existing Traffic Volumes
P.M. Peak Hour



GEORGE BUTLER ASSOCIATES, INC.
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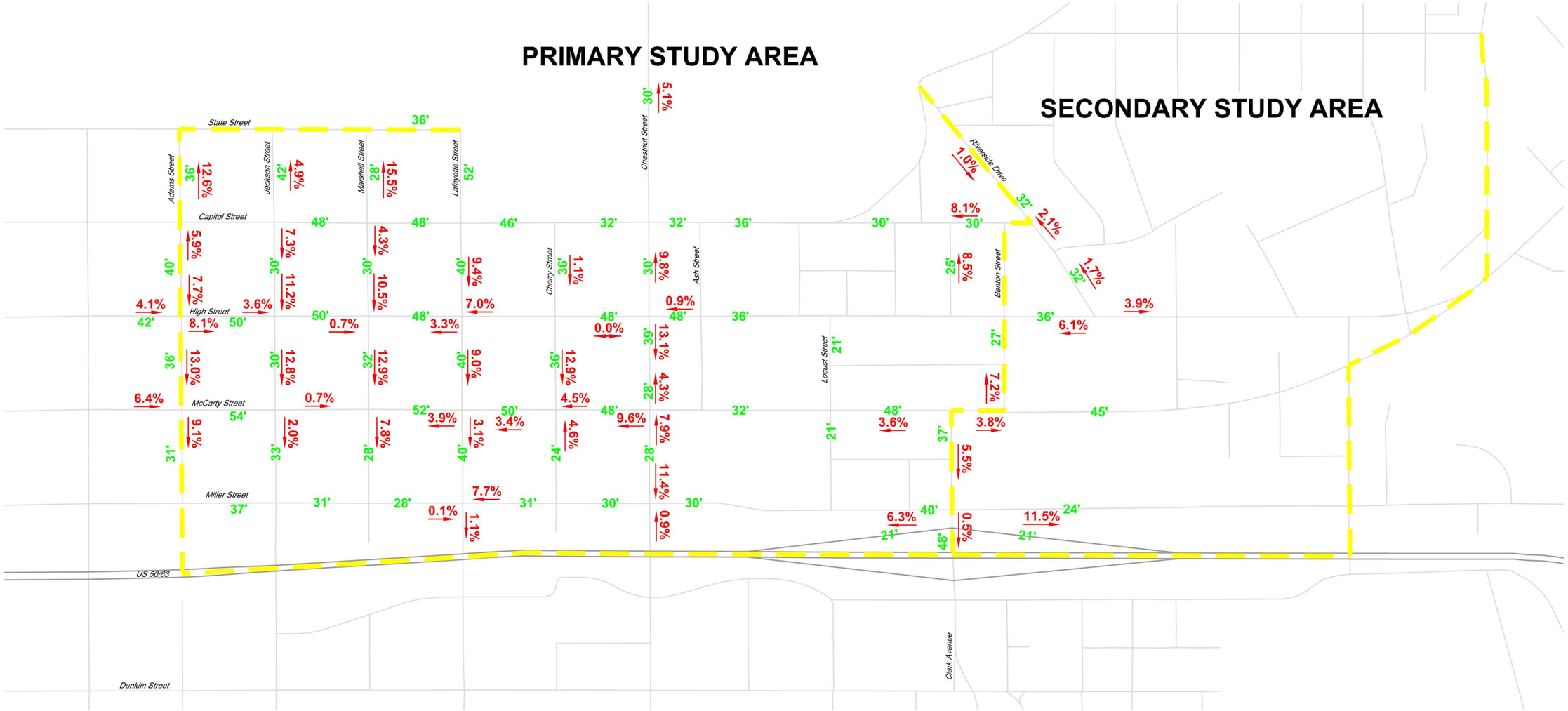
Figure 3
Existing Traffic Control



LEGEND

36' Existing Street Width

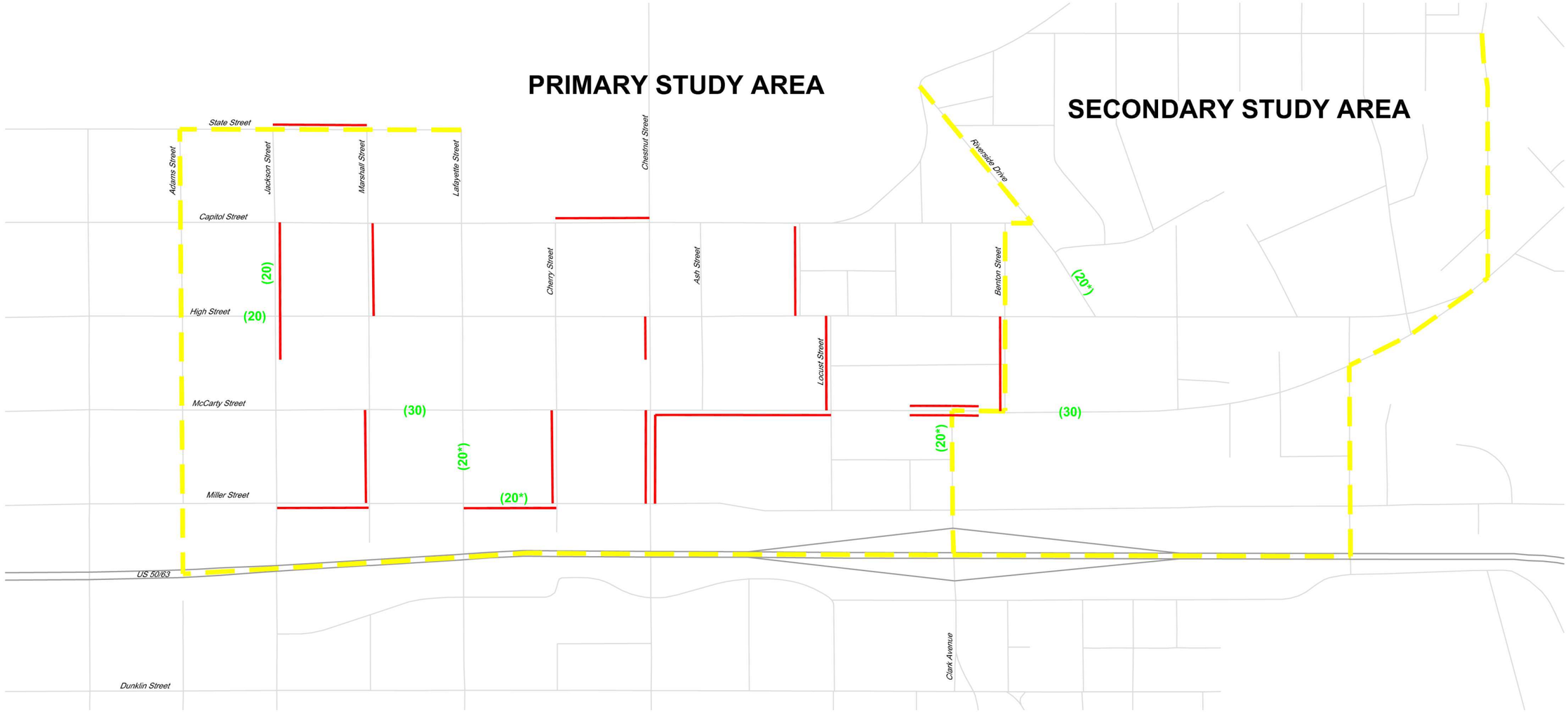
10% Existing Street Grade

N.T.S.

GEORGE BUTLER ASSOCIATES, INC.

Engineers · Architects

Figure 4
Existing Street Widths & Grades



LEGEND

- Posted No Parking Areas
- (30) Posted Speed Limit (mph)
- (20*) Posted Speed Limit (School Zone)

N.T.S.

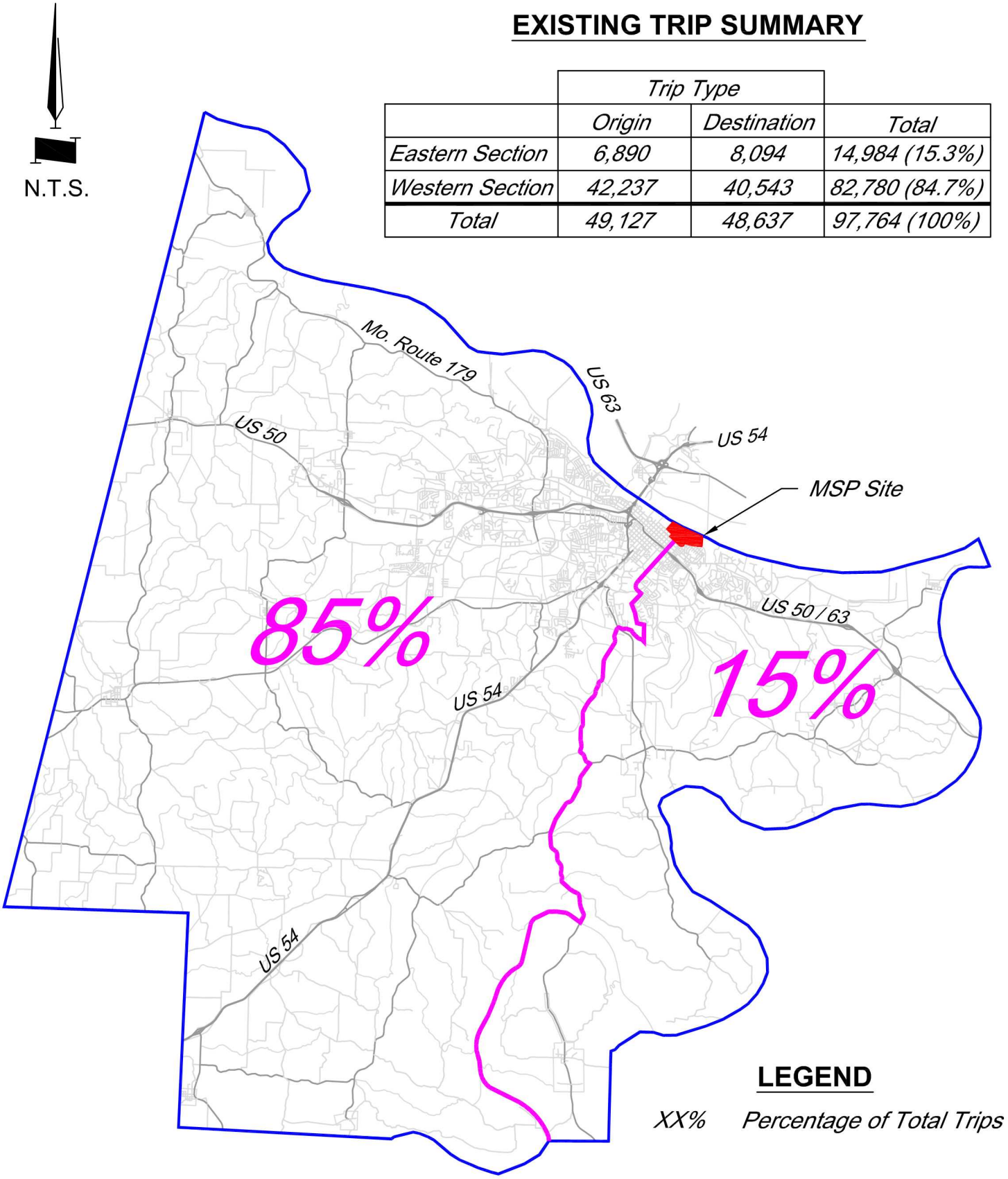
GEORGE BUTLER ASSOCIATES, INC.

Engineers · Architects

Figure 5
Existing Posted No Parking Areas

EXISTING TRIP SUMMARY

	Trip Type		
	Origin	Destination	Total
Eastern Section	6,890	8,094	14,984 (15.3%)
Western Section	42,237	40,543	82,780 (84.7%)
Total	49,127	48,637	97,764 (100%)



GEORGE BUTLER ASSOCIATES, INC.
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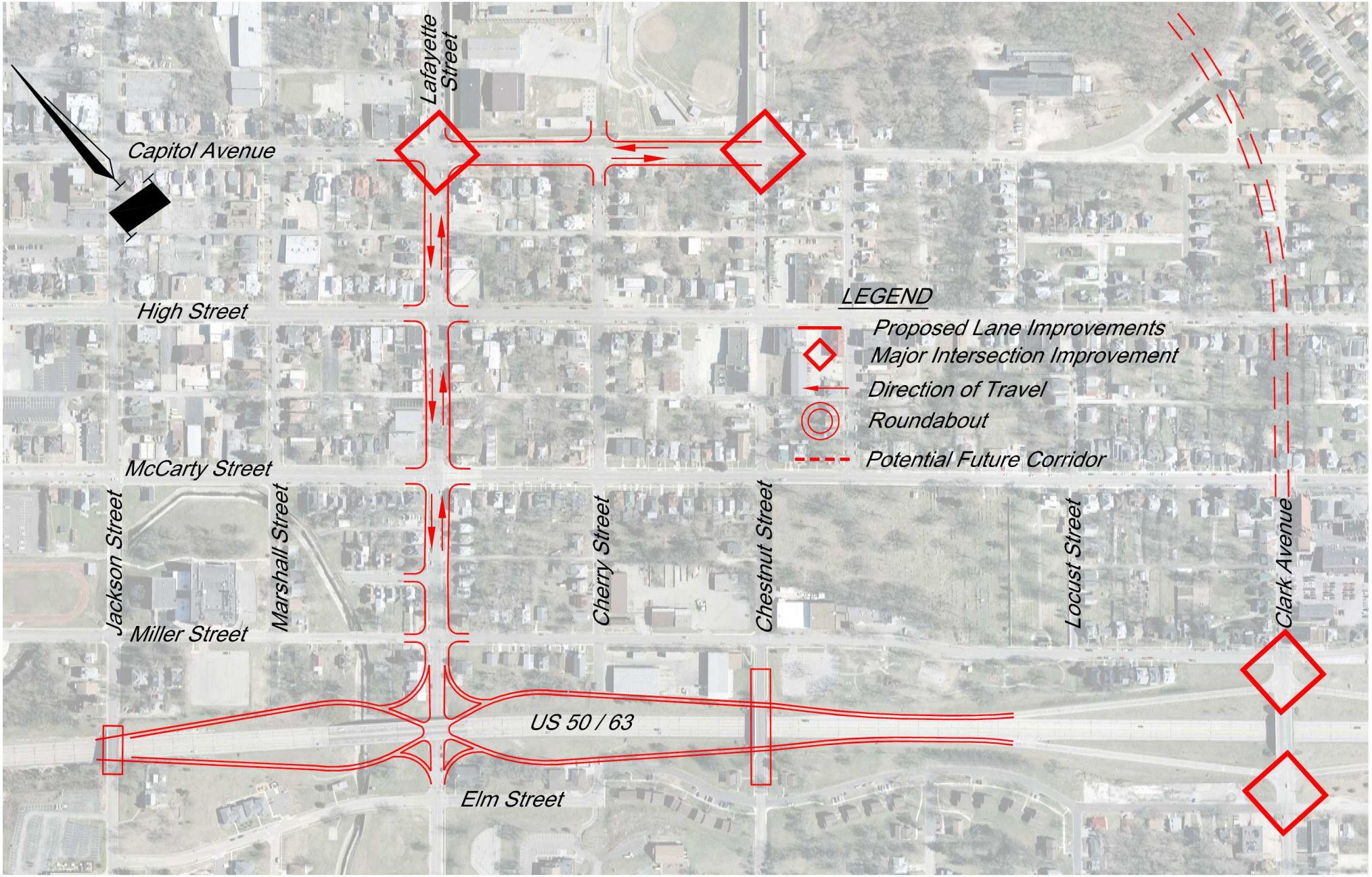
Exhibit A
Cole County
Trip Distribution



400' 0' 400' 800'

1 INCH = 400 FEET

GBA

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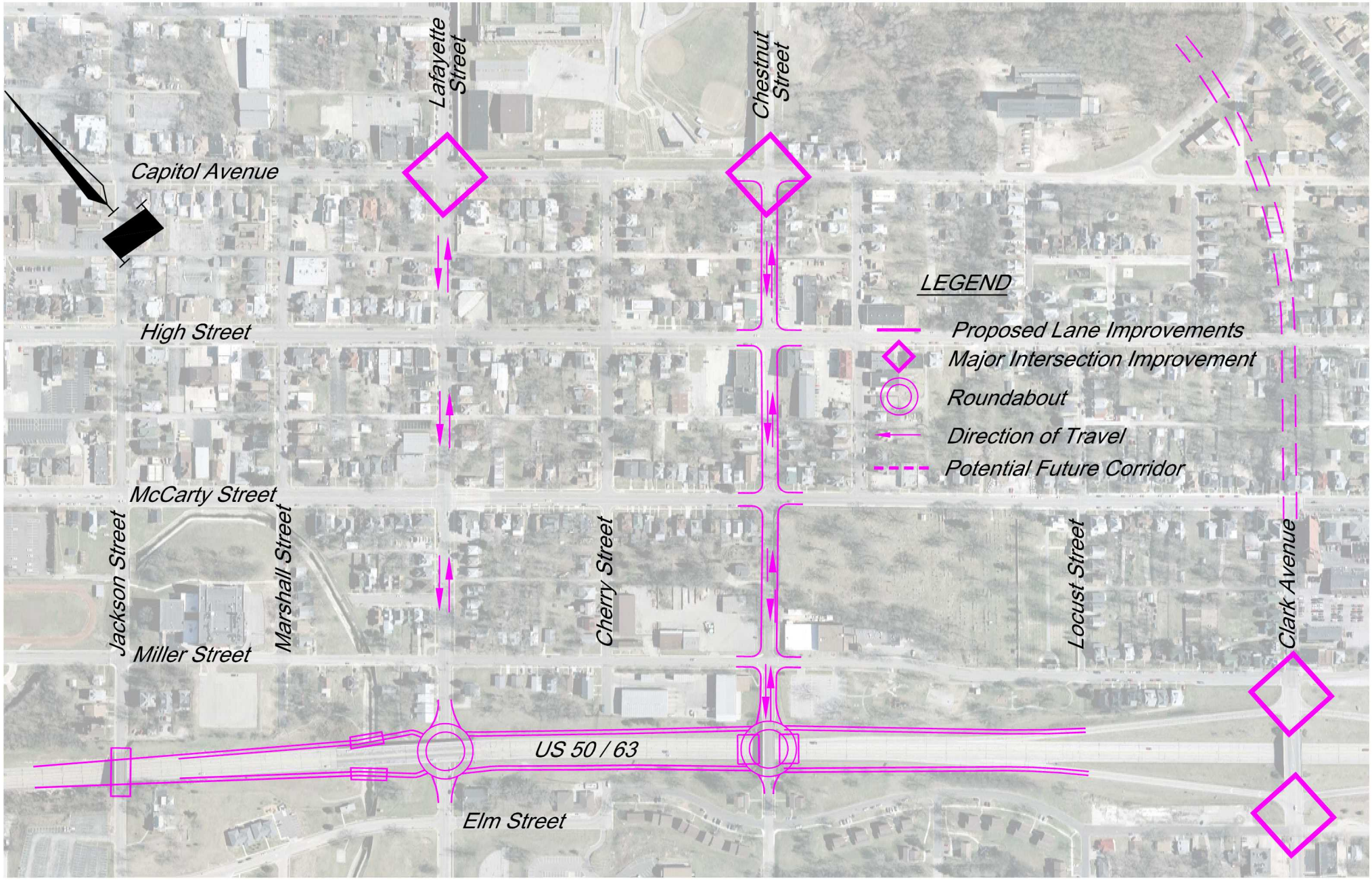
Engineers · Architects

Conceptual Improvement Alternative 1



400' 0' 400' 800'

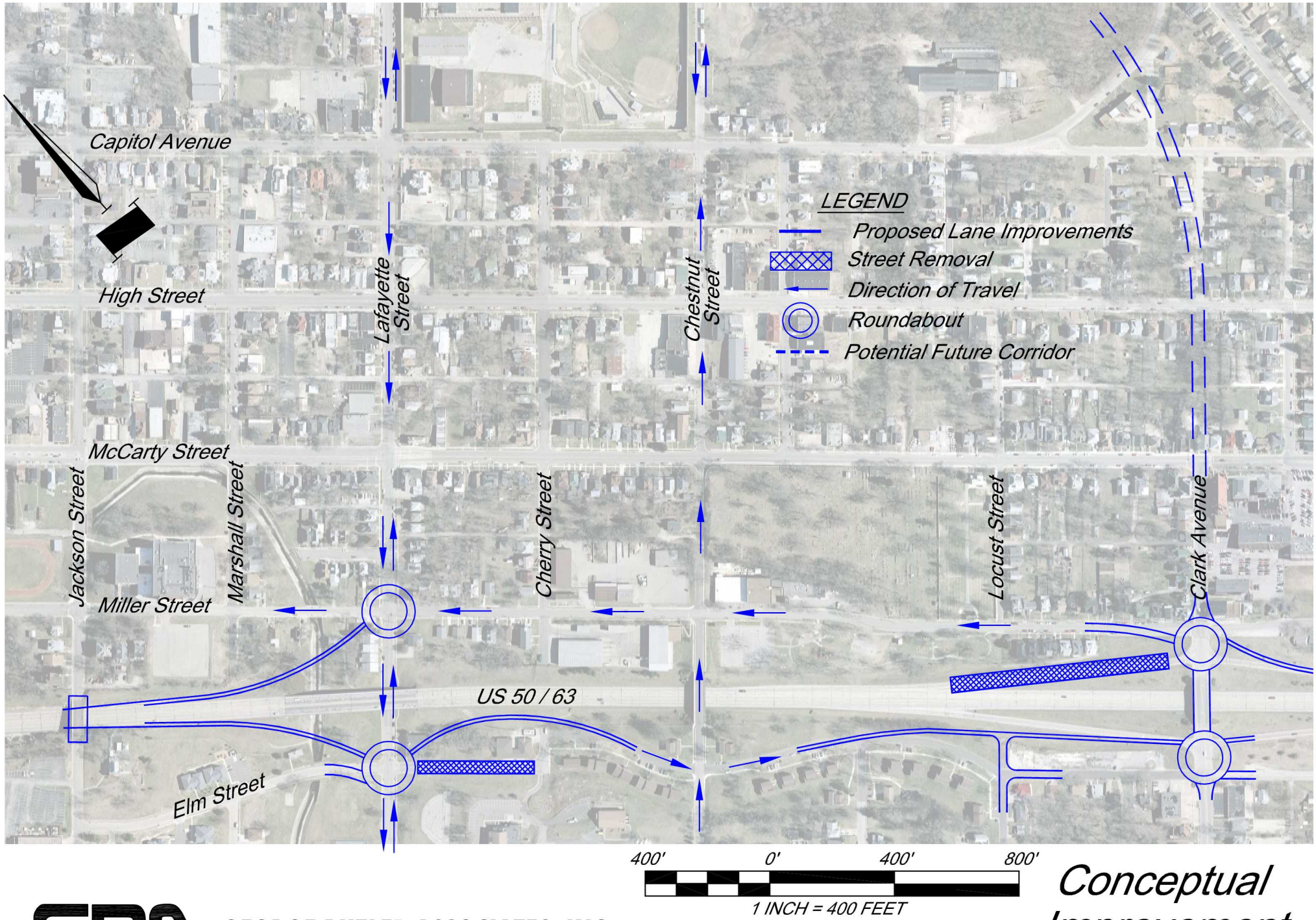
1 INCH = 400 FEET

GBA

GEORGE BUTLER ASSOCIATES, INC.

Engineers · Architects

Conceptual Improvement Alternative 2



GBA

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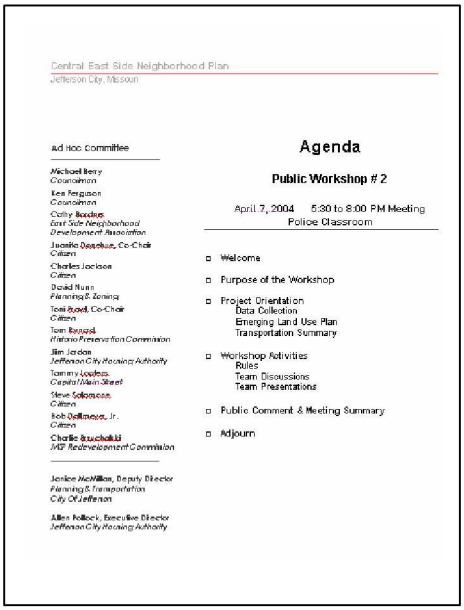
Conceptual Improvement Alternative 3

Appendix B

Public Input Workshop #2

Public Input Workshop # 2


Central East Side Neighborhood Plan
Jefferson City, Missouri

Ad Hoc Committee

Michael Berry
Councilman

Ken Ferguson
Councilman

Cathy Jacobus
East Side Neighborhood Development Association

Jacquelle Dusenhus, Co-Chair
Citizen

Charles Jackson
Citizen

David Nunn
Planning & Zoning

Tom Rowell, Co-Chair
Citizen

Tom Kovacs
Historic Preservation Commission

Jim London
Jefferson City Housing Authority

Tommy Lopdens
Capitol Main Street

Steve Schoonover
Citizen

Bob Dellmann, Jr.
Citizen

Charlie Kuschefeld
MO Redevelopment Commission

Janice McMillan, Deputy Director
Planning & Transportation
City Of Jefferson

Allen Pollock, Executive Director
Jefferson City Housing Authority

Agenda

Public Workshop # 2

April 7, 2004 5:30 to 8:00 PM Meeting
Police Classroom

- Welcome
- Purpose of the Workshop
- Project Orientation
  - Data Collection
  - Emerging Land Use Plan
  - Transportation Summary
- Workshop Activities
  - Rules
  - Team Discussions
  - Team Presentations
- Public Comment & Meeting Summary
- Adjourn

Approximately 50 citizens attended the second public workshop on April 7, 2004 to help the Ad Hoc Committee continue with the planning of the Central East Side Neighborhood area. The Agenda called for the meeting to start at 5:30 pm and conclude at 8:00 pm. The agenda included:

- **Welcome**
- **Purpose of the Workshop**
- **Project Orientation**
  - Data Collection
  - Emerging Land Use Plan
  - Transportation Summary
- **Workshop Activities**
  - Rules
  - Team Discussions
  - Team Presentations
- **Public Comment & Meeting Summary**
- **Adjourn**

The attendees were given a brief overview of the planning process, schedule of events and project boundaries. The audience was provided an overview of the data collected; the summary results of Public Workshop #1; the emerging land use plan for the neighborhood; and a summary discussion of neighborhood transportation issues.

The large group was divided into five table teams, members from the Ad Hoc Committee were asked to disperse and join the various tables, and then the following instructions were issued to the five teams:

Step 1
- Appoint a Team Leader to be your spokesman.
- Team Leader will appoint a scribe to be “big tablet” note taker.

Step 2
- Discuss each Land Use Area and their related Neighborhood Plan Elements.
- Discuss each topic in order listed.

Step 3
- Provide comments, suggestions, additions, or

deletions for each Land Use and Neighborhood Plan Element.
- Comments on “big tablet”, in bullet format.
- Diagram on map if needed.

Step 4
- Note items of general consensus.
- Note items of unresolved issues.

Step 5
- Team Leaders, manage your time, you have 45-60 minutes to complete your discussion.

Step 6
- Team Leaders be prepared to present your team findings to the entire group.

Each team was given a worksheet with a listing of the Land Use Areas identified within the Primary Study Area and a bulleted list of the components of each area (Neighborhood Plan Elements). The worksheet used by the table teams is shown on the following pages. The teams worked for approximately 45 minutes to formulate their responses.

At the end of that time period each team was asked to come in front of the audience to present their findings. Each of the 5 teams presented their observations and ideas on summary sheets while members of the audience listened attentively. A summary of the team comments are presented below under the title:

Central East Side Neighborhood Plan
Public Workshop #2 All Responses

The assembly was adjourned at approximately 8:00 pm.

The Table Teams were instructed to:

Discuss each Land Use Area and their related Neighborhood Plan Elements, and to provide comments, suggestions, additions, or deletions for each Land Use and Element.

Worksheet

Capitol Avenue Historic District

- **District Character**

1. Large homes or homes converted to offices.
2. Mix of open lawns and minimal side yards.
3. Significant architectural character with variety.

- **Proposed Land Use**

1. Residential.
2. Office (Commercial) only, no retail.
3. Only Residential/Office vertical mixed use.
4. Institutional.

- **Redevelopment Building Patterns**

1. Preserve historic buildings where possible. Infill when necessary.
2. No garage doors facing the street. Vehicle access from rear.
3. Front porches were possible.
4. No parking on front yard.
5. Consistent with existing building set backs
6. Parcel combination/infill.
7. New construction compatible with existing neighborhood.

- **Circulation**

1. Streets and sidewalks connected.
2. Alleys provide access to rear of property and provide service access.
3. Continuous sidewalks, both sides of streets, street trees & lighting.
4. Keep parallel parking along streets, where feasible.

- **Community Facilities**

1. Churches.
2. Open space should reinforce linkage to MSP.
3. Preserve open areas surrounding existing buildings.

East High Street Business District

- **District Character**

1. Vibrant neighborhood “marketplace” where cars and people are equal.
2. Buildings built to front property line to create a street “wall”.
3. On street parking.
4. Shared parking behind buildings.

Worksheet *(continued)*

The Table Teams were instructed to:

Discuss each Land Use Area and their related Neighborhood Plan Elements, and to provide comments, suggestions, additions, or deletions for each Land Use and Element.

5. Encourage key commercial uses oriented to the needs of the neighborhood.

- **Proposed Land Use**

1. Commercial.
2. Residential/Commercial vertical mixed use.
3. Limited single family residential.
4. Restaurants, stores.

- **Redevelopment Building Patterns**

1. Infill when necessary to create a commercial street front.
2. Live-work units

- **Circulation**

1. Accommodate levels of traffic appropriate with its designation as a “marketplace”.
2. High Street to support major bus routes and/or shuttle routes.
3. Encourage parallel parking as a pedestrian buffer and for convenience.

- **Community Facilities**

1. Public gathering space to anchor eastern edge of district.
2. Civic uses such as police substation, or library.
3. Neighborhood gateway at High Street and Adams.
4. Open Space should be public gathering spaces.

Residential Villages (East and West)

- **Village Character**

1. Single Family, duplex.
2. Limited multi family.
3. Traditional neighborhood.

- **Proposed Land Use**

1. Residential only.
2. Mixed use (residential/commercial) only at “corner stores” architectural compatibility.

- **Redevelopment Building Patterns**

1. Preserve historic buildings where possible. Infill when necessary.
2. No garage doors facing the street. Vehicle access from rear.
3. Front porches were possible.
4. No parking on front yard.
5. Consistent with existing building set backs
6. Parcel combination/infill.
7. New construction should be compatible with existing neighborhood.

Worksheet *(continued)*

The Table Teams were instructed to:

Discuss each Land Use Area and their related Neighborhood Plan Elements, and to provide comments, suggestions, additions, or deletions for each Land Use and Element.

- **Circulation**

1. Preserve on-street parking.
2. Continuous sidewalks with street trees and lighting on both sides of the street.
3. Alleys provide access to rear of property and provide service access.

- **Community Facilities**

1. Open Space for neighborhood space and connections.
2. Schools, churches, community centers, fire station, police substation.

Residential Villages (East and West)

- **Village Character**

1. Single Family, duplex.
2. Limited multi family.
3. Traditional neighborhood.

- **Proposed Land Use**

1. Residential only
2. Mixed use (residential/commercial) only at “corner stores” architectural compatibility.

- **Redevelopment Building Patterns**

1. Preserve historic buildings where possible. Infill when necessary.
2. No garage doors facing the street. Vehicle access from rear.
3. Front porches were possible.
4. No parking on front yard.
5. Consistent with existing building set backs
6. Parcel combination/infill.
7. New construction should be compatible with existing neighborhood.

- **Circulation**

1. Preserve on-street parking.
2. Continuous sidewalks with street trees and lighting on both sides of the street.
3. Alleys provide access to rear of property and provide service access.

- **Community Facilities**

1. Open Space for neighborhood space and connections.
2. Schools, churches, community centers, fire station, police substation.

Worksheet *(continued)*

The Table Teams were instructed to:

Discuss each Land Use Area and their related Neighborhood Plan Elements, and to provide comments, suggestions, additions, or deletions for each Land Use and Element.

Mixed Use District

- **District Character**

1. Multi family loft units.
2. Support Commercial Retail.

- **Proposed Land Use**

1. Residential.
2. Mixed use (residential/commercial) architectural compatibility.

- **Redevelopment Building Patterns**

1. Preserve historic building.
2. No parking on front yard.
3. Consistent with existing building set back.
4. New construction compatible with existing building.

- **Circulation**

1. On-street parking where possible.
2. Continuous sidewalks with street trees and lighting.

- **Community Facilities**

1. Open Space for neighborhood space and connections.

Transportation Considerations

- **North / South Corridors to be Considered**

1. Lafayette Street.
2. Chestnut Street.
3. Clark Avenue.

- **Improvements**

1. Limit improvements to existing ROW where possible.
2. On Street Parking to remain where feasible.
3. Improvements will be accomplished on a short, intermediate and long term basis.

- **Character**

1. Maintain character of existing street system where possible.
2. Some reasonable additional traffic congestion is acceptable.
3. Avoid creating barriers within the neighborhood.

Central East Side Neighborhood Plan
Public Workshop #2 All Responses

The responses from the 5 Table Teams were consolidated and grouped by Land Use Area and topic.

Capitol Avenue District

1. Grandfather in existing garage doors facing street.
2. Front porches should be brought into compliance.
3. Items 1-3 (District Character) concur - good components.
4. Agree items 1-4 (Proposed Land Use).
5. Agree items 1-7 (Redevelopment Building Patterns).
6. Agree items 1-4 (Circulation).
7. No churches at present.
8. Maintain character.
9. Limited commercial @ corner lots, no retail.
10. Compatible Infill number 1.
11. Circulation NOT disruptive to neighborhood.
12. Option for Church - others already in area.
13. Historic overlay districts?
14. Previous architectural surveys utilized?
15. Extending historical district boundaries beyond those shown and project area.
16. Previous historical district boundary recommendation? Urbana Group.
17. Churches ?
18. Property owner's rights.
19. Approved/process of designating historic district?
20. Difference between local and National Historic District (local historic district and listing on NRHP).
21. Design guidelines/infill - limited infill/combining parcels at center of block (corner lots greater than center lots).
22. Continuous sidewalks.
23. Lighting - extend down Capitol.
24. Tree replacement (Capitol).
25. Porches - retain/design guidelines.
26. Infill compatible with existing neighborhood.

East High Street Business District

1. Public parking lots (surface parking).
2. Concur to items 1-4 (Proposed Land Use).
3. Good re: Redevelopment Building Patterns.
4. Establish funding mechanisms to create incentive for preserving historic buildings and creating new development in area.
5. Preservation when possible.
6. Theatre - Movie, Arts, Boutique, Entertainment.
7. Design guide for Infill. Encourage live/work units.
8. Investigate diagonal parking on one side.
9. Public gathering NOT too big.
10. Business plus Historic District.
11. Infill result of (?) demolition or existing vacant lots? How much infill? (Scale of infill)

The responses from the 5 Table Teams were consolidated and grouped by Land Use Area and topic.

Central East Side Neighborhood Plan
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12. Near downtown beyond. Loft living? Condos? 4 Plexes? Residential/commercial vertical mixed use.
13. Encourage preservation where possible, infill where necessary.
14. Cars and people aren't created equal, less emphasis on cars.
15. Focus on public transportation.
16. Incentives to walk, explore driving alternatives, parking isn't free, bonuses.
17. Gerrymandered - Lafayette to Chestnut - make part of West Village District.
18. New construction compatible with existing character of the area structures.

Residential Villages (East and West)

1. Residential only- not recommended.
2. Mixed use (residential/commercial) only at "corner stores" - recommended.
3. Residential only - partial. (should be mixed use).
4. Village character - agree.
5. Proposed land use - agree. (mixed use)
6. Town houses with character.
7. Pedestrian friendly circulation.
8. Community facilities - agree.
9. Redevelopment building patterns - agree.
10. 6/8 Plex? What is multifamily and how to increase density with appropriate scale.
11. Design guidelines.
12. SW Quad use? Undesignated presently?
13. Large tract development between Ash-Benton and Highway to the South.
14. Parks and Greenspace feasible.

Mixed Use District

1. Residential only - not recommended.
2. Great use.
3. Stress no parking on front yard.
4. Infill within the district compatible to adjacent area.
5. Private Property.
6. One parcel.
7. Good ideas, but private ownership.
8. Must keep shoe factory building.

Central East Side Neighborhood Plan
Public Workshop #2 All Responses

The responses from the 5 Table Teams were consolidated and grouped by Land Use Area and topic.

Transportation Considerations

1. Appears Lafayette is most viable option for access.
2. However more than one access needs to be established.
3. Create a corridor from Hwy 50 through city view to McCarty (20%).
4. Combine access to all three routes - Chestnut, Lafayette and Clark.
5. Highway access route outside immediate area from East.
6. Opposition to intersection @ Lafayette.
7. Opposition to Clark Street Extension.
8. Opposition to Chestnut access.
9. Limit on-street parking.
10. Improve existing streets.
11. Consider Grant St. (and points for farther east) for access.
12. Cherry St. option for access?
13. Ph 1 (Lafayette Street) Ph 2 (Cherry Street) Ph 3 (Chestnut Street).
14. Parking lanes - traffic lanes in later years.
15. Loading zones.
16. Time of day (density), peak hours (# of cars).
17. Parking within block to retain streetscape traditional facades.
18. "Hidden" parking.
19. Multiple access instead of just three.
20. Grant Street or Eastside access.
21. Look at some way to bring traffic into area from south and west without (?) log jam - McCarty.
22. Remote parking - shuttle in.
23. Emphasize maintaining the character of the existing street system where possible.
24. Input from MSP Redevelopment commission.

Appendix C - Terminology

NEO-TRADITIONAL URBAN PLANNING/DESIGN TERMINOLOGY

NEO-TRADITIONAL URBAN PLANNING/DESIGN TERMINOLOGY

Introduction

Below are a series of definitions for terms and concepts used throughout the Central East Side Neighborhood Plan. These definitions were compiled from a broad range of sources including:

- New Urbanism: Comprehensive Report and Best Practices Guide by New Urban News
- Duany Plater-Zyberk & Company
- A New Theory of Urban Design by Christopher Alexander
- The New Urbanism: Toward an Architecture of Community by Peter Katz

Adverse Impact: The negative consequences of a building use on adjacent lots, usually as a result of noise, vibration, odor, pollution, or socioeconomic disruption. (The noise level discernible at the property line should not exceed that of traffic noise at 35 MPH). Negative consequences confined to within the lot boundary are not considered to create Adverse Impacts.

Affordable Housing: Relatively inexpensive dwellings that may be defined as available at a mortgage payment or monthly rental at 25% of the starting salary of a local elementary school teacher. A category of starter housing. Ten percent of the housing stock of a neighborhood should qualify as affordable. Affordable housing must be tectonically identical to other housing and be interspersed among the other market segments in order to avoid negative attitudes. The building types that accommodate affordable housing are generally apartments, row houses and accessory dwellings.

Alcove: A recess in streetwall that may house a bench, a fountain or a sculpture. An alcove is an effective device to enliven the otherwise dismal pedestrian

experience of a blank wall.

Allee: A rural thoroughfare, free of fronting buildings except at the terminus, where trees in alignment define the space. Over time, an Allee may become urbanized, evolving into an avenue. A straight road or path lined by trees. An Alee is usually terminated by a building or a monument.

Ambulatory: A courtyard defined by an arcade along its edges. An ambulatory, unlike a courtyard or a patio may be independent of a building. An ambulatory is an exterior room able to shield an open space from a noxious environment.

Amenity: Those assets, extraneous to the dwelling, are what create value. The most desirable assets are Views (water, golf front and mountains), Security (gates, roving patrols, and alarm systems), Prestige (narrow price range, civic ornaments), Location (proximity, accessibility, visibility, and climate), Activity (skiing, golf, water, and clubhouse) and Community. The last is the only amenity that does not entail additional developmental cost.

Amphitheater: A stepped terrace, directional sitting area in the open air, suitable for audiences observing performances or being subject to harangues. An amphitheater can be straight or curving.

Anchoring: The function played by an urban element in attracting users to itself and consequently to adjacent elements that are not, by themselves, attractions. The most widespread use occurs at retailing sectors. A department store anchors a town center. A food market anchors a main street. A post office anchors a neighborhood store. A cinema anchors an entertainment district. The anchoring element, to be effective, must be cunningly located to create a pedestrian circulation pattern that exposes the dependent elements.

Ancillary Apartment: See: Outbuilding.

Arbor: A skeletal structure supporting light vegetation

overhead. Useful for shading parking lots. See: Bosque.

Arcade: A series of arches linked together, usually as an element of a building. An arcade when along a sidewalk is one of the more urban frontage types.

Awning: An ancillary lightweight structure of wood, metal or canvas, cantilevered from a facade providing shade to the fenestration and spatial containment to the pedestrian. Awnings, to be an effective adjunct to a shop front, must thoroughly overlap the sidewalk and should be no higher than 10 ft. at the front edge. The pedestrian will thereby be within the visual domain of the shop, and the display window will be free of reflective glare.

Axial: A composition or plan centered along a straight line. At the urban scale, terminated vistas are usually framed by an axial foreground defined at the edges by building or landscaping.

Back Building: An ancillary segment of building extending from a principal building into a rear yard. A properly designed back building is disposed to increase the privacy of the backyard by masking neighboring buildings and is ideally one story to avoid blocking sunlight to the yard. A back building may connect the principal building to an outbuilding.

Balcony: An unenclosed, habitable structure usually cantilevered from a facade or building elevation, providing private outdoor space to an apartment. Balconies in great numbers, with excessive depth, tend to dematerialize the vertical plane of a facade, interfering with its role of spatial definition. To avoid this, an alternative is the French Balcony or the Loggia.

Loggia An open space within the mass of a building with ceiling and floor, but no wall at least on one side. See: Porch.

Balanced Use: The combination of land use within a sector, usually a neighborhood, such that the resident population eliminates the need to leave the area on a daily basis. This unattainable ideal remains one of the principal goals of traditional neighborhood design. The goal is considered to foster community formation and to have positive effects for traffic capture rates and a more

stable tax base. The particular mix of inclusive housing, ordinary retail, workplaces, schools, and recreation facilities show regional variation, but a rule of thumb for North America may be: 2.4 residents per household, each household requiring 40 sf of retail and 120 sf of workplace, as well as .5 elementary student places. Regional planning policy may require a Balanced Use Neighborhood or, alternatively, an unbalanced one intended to correct an existing imbalance of an adjacent sector.

Big Box Retail: Large retail stores, usually over 35,000 sq ft, offering wide choices, often at reduced prices. This type of store, pioneered by supermarkets, is now emulated by virtually every sector with the exception of clothing and restaurants. Big Box retail is premised upon very large market areas that will draw customers from dozens of miles away. The price advantage is derived from efficiency of distribution through centralization and economies of scale. This efficiency is, in fact, surreptitiously subsidized by a customer's commute to the shop not unlike the airline spoke system. Big Box retail has certain negative consequences. It lengthens travel distance, often for very ordinary purchases and undermines smaller, local, retail establishments. Big box retail, however, can serve to anchor smaller retailers when seamlessly attached to a main street.

Bosque: A geometrically disposed grouping of trees, spaced tightly enough to create a continuous canopy overhead. Useful for shading plazas and parking lots. See: Arbor.

Brownfield Development: A site that has been urbanized or used industrially, subsequently vacated and available for re-urbanization. Such infill sites are well suited for redevelopment as the requisite infrastructure is usually in place. However, if once industrial, the soil is often subject to expensive cleanup requirements; and if once residential, the process of neighborhood scrutiny tends to be onerous. These difficulties often lead developers to greenfield sites.

Building: An artifact intended for human habitation. The building type is determined by Function, Disposition, and Configuration.

Building Envelope: The maximum potential size and configuration of a building as determined by the code. The configuration of an actual building is usually subtractive from the building envelope except at mandatory Build-to Lines.

Built Environment: The human habitat as envisioned jointly by urbanists and environmentalists. This term, although technically a general description of all urbanism, is acquiring, through usage, the specific connotation of a symbiotic integration of social and natural systems.

Business Incubation: The fostering of economic diversity at the lower economic range by the provision of affordable quarters for shops and workplaces. Business incubators are the commercial equivalent of affordable housing. Conventional suburban development shopping centers, usually protect fragile start-up businesses by offering percentage leases. Traditional main street shops seldom do so, creating a competitive disadvantage. Such leases should be available to neighborhood businesses as part of a retail management policy. Planned neighborhoods provide support for start-up business by generally permitting home occupations and a full range of flexible zoning categories, wherein a residential mortgage can cover both housing and business quarters. Note: it is important that incubator business quarters be built inexpensively (Jane Jacobs: Small Businesses Need Cheap Space"). The traditional shop front requires the elaboration of the frontage only (the false front) as opposed to the all-round architectural development of freestanding retail on parking lot pad sites.

Canopy: The mass and cover created by the upper branches of trees. Species may be selected by their canopy for aesthetic form or to create shade. In general allee cluster and bosque tree spacing is determined by the width of the Canopy in its maturity.

Chamfered Corner. An urban corner that is cut back to a diagonal in order to permit a clear view triangle for buildings that have very short setbacks. A chamfered corner is an excellent location for the door of a commercial establishment as it taps into the pedestrian flow from two thoroughfares.

Catalytic Project A project that by virtue of its economic success becomes a regional model of development, providing confidence and market 'comparables'. The Catalytic Project is the most likely strategy to affect change within a regulated but market-driven industry.

Central Business District (CBD): The dense core of 19th Century urban fabric, usually a rectilinear street grid with mid and high-rise buildings of 1880-1930 and 1950-1980 vintages. The spatial quality of a CBD can vary from excellent to dismal, depending on the width of the streets and the quality of the frontages. Typically, the CBD is heavily commercial, having difficulty in sustaining retail because of the midday-only clientele. Since the 1980's, effective governance is increasingly by private management associations quasi-independent of the municipal structure.

Character & Capacity: Character is established by the attributes of a place beyond the utilitarian, particularly applicable to the design of thoroughfares. Capacity refers to the ability to accommodate traffic; while Character refers to the creation of a specific, immersible environment.

Civic Use: Premises used by organizations considered to support the common good and therefore accorded special treatment within neighborhoods. Civic Uses include educational, cultural, social, service, and religious not-for-profit organizations. Existing and potential civic organizations should have sites reserved within every neighborhood even if their advent is in the distant future.

Clustering: The grouping of buildings on a portion of the site in order to preserve open space. Clustering is the equivalent of a transfer of development rights within a single site. As a smaller lot has a lesser market value than a large lot, increasing the number of units usually equalizes the value differential. Additional motivation occurs as the units at the edges of the cluster usually have long views over open space and therefore retain the value of a larger lot. Also, infrastructure is decreased by the simple expedient of reducing its length. Caution: mere clustering of single-uses does not constitute a neighborhood and, although it preserves open space in the absence of mixed use, it produces sprawl.

Commercial Use: A general category of building use which includes office retail and manufacturing uses but excludes residential lodging and civic uses.

Common Wall: A wall shared by more than one building at the side or rear of a lot line. An attribute desirable for buildings at neighborhood centers and cores. Syn: Party Wall

Community: A sustainable human habitat that is complete and compact. It is the smallest mixed-use unit that technically can be defined as a Neighborhood.

Community Association: The democratic, incorporated organization of owners of lots and buildings, including a measure of representation by renters and tenants. The articles of incorporation shall reference an approved code, set standards for building construction and maintenance, provide for the management of the public tracts, and provide for the ongoing construction of civic improvements by special assessment. A Community Association, unlike the common property owners or homeowners association, accounts for the mixed-use nature of neighborhoods, providing for representation by renters and retail tenants as well as owners.

Community Policing: The practice of crime prevention by assigning a police officer permanently to a specific sector for surveillance by foot or bicycle patrol. Community Policing differs from the common practice of responding to emergencies by patrol car on a city-wide basis.

Contracommute: A pattern of commuting that is against the primary direction of traffic flow, thereby using underutilized lane capacity.

Court: A grouping of several small buildings on a shared lot. The equivalent of a miniature campus, where building design and site planning are coordinated and submitted together for approval in variance of the urban regulations.

Courtyard Residential Building Type: A single family dwelling with the potential of common walls on all the lot lines, and the yard at the center. Patio Houses provide yards (courtyards) of utmost privacy as building or high walls surround all sides. The courtyard efficiently

consolidates all the yards that are distributed along the periphery of house and cottage types.

Crime Prevention Through Environmental Design (CPTED): The application of the behavioral and social sciences to physical design in order to minimize the actuality and the perception of crime. A specialty initiated by Oscar Newman, its main prescriptions involve: First, windows overlooking the public space (eyes on the street); second, the clear assignment and demarcation of open space to public or private ownership, minimizing semipublic space; third, the delineation of private open space by fences and walls; fourth, the provision of clear sight lines by straight passage, the absence of dense, low-lying vegetation and other potential hiding places, and adequate illumination.

Cross-Shopping: The effect of shops mutually supporting each other by proximity. This phenomenon was first consciously exploited with the creation of the department store that internalized multiple shops. Cross-Shopping is returning to its origins with the current ascendancy of the specialty shopping center, where each merchant has a separate, externally accessed shop, dispensing with an Anchor. See: Anchoring.

Double Frontage: An urban condition wherein a lot has more than one frontage, generally at the corner of a block. The primary frontage may be so designated on the regulating plan. The secondary frontage is a Flankage.

Double House: A pair of dwellings attached side-by-side, creating a building that reads like a house. A side-yard multifamily building type. This type shares a common wall on a side lot line. Each dwelling is the equivalent of a side yard house. A row of double houses creates combined side-yards, which may be visually larger than those of single houses.

Draw Area: The sector from which a retail establishment is likely to attract its customers. Such an area rarely has a geographical center, as it is distorted by the thoroughfares' pattern and by competition. A trade area may be abstracted as a number of dwellings, in which case the figure assumes a low amount of

competition. Big box merchants increase the draw area and are therefore valued for attracting cross-shoppers to the associated in-line stores that have a lesser draw area. A similar effect can be achieved by combining activities that will account for an extended time, i.e. dinner, a movie, and a cafe. The trigger is that the longer the customer can be occupied, the farther they will come, increasing the draw area. This is the mechanism of anchorless retail at main streets.

Driveway: A vehicular access way within a private lot connecting a garage to a thoroughfare. Driveways are built to a lesser standard than public thoroughfares. The costs of alleys should be offset by the lack of driveways.

Duplex: An edge-yard multifamily building type. A pair of dwellings, side-by-side or one above the other, creating a building which reads like a house. This type is particularly suitable to corner lots where one entrance faces the frontage and another the flankage, thus assigning to each dwelling a private front yard.

Eave: The junction of a wall of a building and an overhanging roof. If the intention is to encourage pitched roofs, the designated maximum building height should be measured to the eave, not to the top of the roof.

Economic Sustainability: A sense of the balance between consumption and investment wherein the built environment protects its viability and projects its evolution.

Embankment: A raised linear earthwork, often stiffened by stone or concrete, built to protect from rising water bodies or to mask noxious traffic. Similar to a berm, but more utilitarian in its intentions.

Enclosed Building Area: The measure of the area of a building for purposes of calculating floor area ratios and parking ratios. The Enclosed Building Area calculations exclude porches, loggias, arcades and patios which are considered to be of social utility and not to be counted against the efficiency of the building.

Enclosure: One of the physical attributes of thoroughfares and open spaces, contributing to a sense of place. Enclosure of the public realm involves the

definition of the public space by frontages as a room defined by its walls. Enclosure is adjusted through the selection of frontage types or by a build-to line specifying the minimum building frontage and the minimum building height.

Entrance Level: The habitable level of a building closest to ground or sidewalk grade at the frontage and thus most intimately associated with pedestrian activity of the public realm. Codes may have special prescriptions for the entrance level, including mandatory retail frontage, grade level entry for home occupations and minimum elevations for residential use. Syn: Ground Level.

Episodic Congestion: A predictable, short-term decline in the traffic flow (Level Of Service-LOS). Episodic Congestion usually occurs at times of work-related commuting. Providing additional travel lanes for the short daily spikes of Episodic Congestion creates over-designed thoroughfares for the balance of the daily cycle. The less costly technique is to achieve balanced use. See: Balanced Use.

Expandable Housing: A dwelling that is capable of evolving in size and disposition in response to human need. An expandable building must be constructed of normative materials that are perennially available (in open stock) and the configuration must be sufficiently simple to receive additions. Architectural regulations should require normative material to this end.

Fenestration: The openings that form part of a facade. Fenestration may be regulated as a ratio of the aggregate of the openings to the wall surface, and by the range of proportions (height-to-width). These ratios should be an attribute of a regional architectural vernacular. Such compatible proportions are an important determinant of visual harmony.

Festival: An organized communal event that recurs in time and place. A festival may be administratively induced, even within Conventional Suburban Development. Festivals do not substitute for the ordinary pedestrian activity that supports the public realm of planned neighborhoods.

Financing: The source of funds, usually in the form of loans which, as venture capital, pays for the land acquisition, soft costs, and infrastructure; and as permanent financing, it pays for the buildings in the form of mortgages. Most mortgages are resold to a secondary market in large bundles of identical types. Some building types, such as flex units and Main St. retail are not processed in sufficient numbers to be bundled for resale, and thus create an impediment to financing. In such cases, it is advisable to emphasize the similarity of buildings to normative product, (i.e. a live-work rowhouse should have a "basement" rather than a commercial space below).

Formal: A design tending to the regular, rectilinear, geometrical, and repetitive.

Fragment: A developable area, too small to be a complete neighborhood unless conjoined to an adjacent area.

Function, Disposition & Configuration: The primary determinants of building typology, contributing to the physical and social variations necessary to create neighborhoods. The codes of conventional suburban design, in contrast, prescribe primarily quantity. Function: the uses permitted within a building and its lot. Codes sometimes specify location restrictions to the entry level or the back building/outbuilding. Disposition: The placement of a building on its lot. Placement is determined by dimensional setback or build-to requirements measured from the lot boundary lines. Disposition may include a mandatory retail frontage. Configuration: The three-dimensional form of a building, including its tectonic language. Configuration includes the form and materials of roofs, walls, openings, and other elements such as porch frontage.

Gable: That orientation of a pitched roof that shows the vertical triangular plane rather than the sloped. A Gable facing towards a frontage individualizes a building more strongly than its alignment parallel to a frontage (a shed roof), which reads horizontally.

Garage Ratio: The vertical surface area of the garage (the doors and their surround) relative to that of the rest of the facade. The garage, being blind, has a negative effect on pedestrian continuity. Pulling the garage away

from the frontage may minimize its negative visual impact. Reducing its surface area relative to the overall surface of the facade may also mitigate the garage's negative impact. The garage/house ratio should not exceed one in three (1:3).

Garden Apartment: A 3 story apartment building arranged with a broad front, shallow depth and interior courtyard.

Gateway: An urban element (too varied to be a type) that marks the entrance or the threshold of a sector or a district. Identified by Kevin Lynch as one of the elements useful to orientation within the urban fabric.

Greenfield Development: A site in natural condition or in agricultural use that is subject to urbanization. Greenfield sites are the common locations of building activity in North America, Canada, and Australia. Ideally, such open sites should not be permitted for development until the supply of infill sites is generally exhausted, as unwarranted extensions of infrastructure can negatively affect the economy and social cohesion of a region. In practice, the political difficulty of redevelopment on infill sites militates against this priority.

Grille: A window-like opening in a streetwall infilled by a perforated armature of tile, metal or wood. Grilles permit ventilation and views while maintaining a secure perimeter.

Grid Pattern: A web of intersecting thoroughfares, which is rectilinear in its alignment and orthogonal at its intersections. See: Network Pattern

Gross Leasable Area (GLA) The building area for which a retail tenant is to pay lease. With enclosed shopping malls, the GLA includes the climate-conditioned shared space, leading to costlier leases. The retail of traditional street oriented retail does not have an equivalent burden, although it is necessary that the streetscape and parking be jointly managed. See: Retail Management.

Harmony: A quality generally held to be agreeable. Harmony in urbanism is primarily a visual phenomenon, derived from a compatible architectural syntax. This

includes size, proportion, material, and color. Harmony is important because it enables the necessary variety of building uses and types to coexist in close proximity.

Hedge: An alignment of tightly growing shrubs or trees. Hedges serve to delineate boundaries, to block winds and to define compartments within open spaces. A hedge is one of the variants or an urban Streetwall, which, if performing a masking role along a frontage, should be composed of an evergreen species.

Hollywood Drive: A residential driveway constructed of two parallel strips of pavement each 2 ft. wide with a planting area in between. An alternative to the conventional continuous-surface parking pad, the Hollywood Drive provides more green area and better permeability but is more difficult to build. In the event of front-loaded garages, access should be by means of a Hollywood Drive to salvage a more continuous common lawn.

Horizontal Speed Bump: A sharp bend on a straight road which, along with vertical speed bump, is one of the techniques of traffic calming. See: Traffic Calming.

Hotel: A large residential building not larger than a single-family house having bedrooms available for short term letting. Cooking facilities shall be communal.

Inclusive Housing: The range of housing types that satisfies a broad range of needs and desires. This range typically includes housing that is urban and also rural in character, both affordable and luxurious, suitable for single-person households, families, and older persons. A Neighborhood must have Inclusive Housing as one of the components of balanced use. Affordable housing should not exist outside the context of Inclusive Housing as such segregation tends to exacerbate social pathology. Poverty is not an urban problem, the concentration of poverty is an urban problem.

Infill Development: A seamless urban development within an existing urban fabric, balancing, completing and/or repairing the surrounding neighborhood.

Inn: A residential building compatible in scale with a single-family house having one or several bedrooms

available for short-term letting. Cooking facilities shall be communal.

Intermodal Change: The transition between one mode of transportation to another, generally from automobile to bus or light rail. An intermodal change is difficult to effect as, once in the car, the traveler tends to continue driving to the destination. It is therefore important to capture the transit user as a pedestrian.

Intersection Curb Radius: The curved edge of a thoroughfare at an intersection, measured at the edge of the travel lanes (excluding the parking lanes, thereby increasing the effective measure of the sidewalk curb radius by 7-8 ft.). The curb radius is variable: it enhances pedestrian crossing convenience to have a smaller radius, while traffic is eased by a larger radius. Where thoroughfares of different categories intersect, the radius requirement of the larger usually governs.

Intersection Spacing: The distance between the crossing points of thoroughfares. Increasing the distance (eliminating crossings) usually benefits traffic flow by simplifying turning movements in perception and in reality. However, the elimination of intersections has several negative consequences: First, this creates a system which increases the load on the fewer streets that intersect, thus rendering them less suitable for pedestrian activity. Second, this creates high traffic stacking requirements, which tend to reverse the frontage of buildings.

Intersection Turning Radius: The circular trajectory described by a vehicle turning, including the clearances. The Turning Radius of an emergency or trash-collection vehicle describes the size of the thoroughfare system. In practice, the vehicle should be sized to the intended character of the thoroughfare rather than vice versa.

Infrastructure: The supporting matrix that structures urbanism. Vertical Infrastructure consists of public buildings and open spaces. Horizontal Infrastructure consists of thoroughfares and utilities. Social Infrastructure refers to the socioeconomic services and facilities that also give structure to urbanism, such as schools, hospitals, clinics, police, fire, emergency services, etc.

Lawn: A grassy area controlled by mowing. A Lawn is a uniform, durable ground cover suitable for playing fields. The common lawn of the front yard is one of the most rural of the frontage types. Lawns unlike meadows, require maintenance. Lawns are the indicated ground cover for squares and greens as well as private yards.

Level of Service (LOS): The condition of traffic flow measured as level of service, ranging from L.O.S. 1 which represents unimpeded flow to LOS 5 which represents stasis.

Life Safety Standards: Those elements of the built world that can negatively impact the health of the user. Most life-safety standards operate at the scale of the building. Only the requirements of emergency vehicles impact the urban fabric, generally demanding excessively wide thoroughfares and curb radii.

Light Pollution: Excessively high levels of street lighting that obliterate the starlight, fluster animals and generally discomfit the human retina.

Liner Building A building of shallow depth, masking a parking lot or deck from a pedestrian frontage on a sidewalk.

Master Developer: The person or corporation responsible for the acquisition, design, permitting, financing, construction, marketing, and sale of the urban infrastructure, but not the buildings which are the product of the builder.

Mobility: The ordinary movement of the population by any means. Planned neighborhood development enhances mobility by means other than the automobile. First, by reducing the need of mobility through proximity of mixed use. Second, by shaping the urban structure to support transit and bicycles. Third, by shortening the travel distance through a highly connective network of thoroughfares. Fourth, by creating pedestrian friendly streetscapes. See: Walking Distance.

Mullions: The subdivision of windows. Mullions were originally a technique to assemble small glass panes into large windows. Mullions were inevitable when technology limited glass size and this is no longer a

determinant. Mullions continue to be effective in creating a modicum of psychological privacy from the interior of buildings. Mullions are warranted when the distance between buildings is short. They are less justified at Neighborhood Edges.

Naturally Occurring Retirement Community (NORC): A Neighborhood that has been gradually taken over by the post-family segment (the elderly) because its urban fabric affords the possibility of walking to ordinary social and commercial needs after the loss of the ability to drive.

Neighborhood Density: Neighborhoods are quantified statistically by its area, which is a constant, not by its density which must vary according to the local market . A New England village may be 4 units/acre, while a New York neighborhood approaches 200 units/acre.

Net Blight: A building in such disharmony with the adjacent urban fabric in function, disposition or configuration, that it immediately reduces the value of the real estate in its proximity.

Network Pattern: A web of intersecting thoroughfares, which may be diagonal, curvilinear and/or irregular in its alignment and variable at its intersections.

Occupied Vacancy: A retail establishment that is economically enviable but deceptively subsidized in order to avoid the dismal effect of an empty storefront. Businesses in shopping centers are often occupied vacancies as part of managed retail.

Open Space: Public tracts that are dedicated primarily to pedestrian use, excluding thoroughfare right-of-ways.

Outbuilding: A secondary building associated with a principal building by ownership and shared lot. An outbuilding may be rented but not sold separately. An Outbuilding is usually disposed adjacent to the rear lot line, and it is subject to specific limits of size and use to prevent overloading of the infrastructure. Typical limits are two stories with a maximum lot coverage of 450 sf (which is the footprint of two cars within a garage below). Syn: Accessory Building, Ancillary Building, Backyard Cottage, Garage Apartment, Granny Flat.

Parallel Code: A new Ordinance coexisting with another, either of which may be used as-of-right. The provisions of a Parallel Code, if selected, take precedence over the underlying ordinance.

Parcel: Designation for a portion of land without the semantic overlay of lot or tract.

Park-Once Environment: A strategy of urban design that creates a sector where it is possible upon arrival to do a variety of things by walking between them. This includes the shopping center as well as the typical main street, but not the strip.

Parking Deck: A specialized building type dedicated to parking in quantity by vertical stacking. Parking Decks are usually required only at town center zones. This type of building should be masked by liner buildings, or provided with retail frontage at the ground level. Syn: Parking Garage, Parking Structure, Structured Parking, Parking Ramp.

Parking Ratio: The relationship, fixed by code, between parking quantity, building use and building size. The parking ratio determines the permissible area of a building.

Parkway: A type of corridor integrating a greenway and a thoroughfare.

Pavement: The impervious surface dedicated to the circulation and parking of vehicles.

Pavement Width: The width of vehicular pavement of a thoroughfare, including moving and parking lanes but excluding planters and Sidewalks. The various dimensions of the circulation elements within a thoroughfare ROW. In the interest of minimizing impervious surface area, the ideal dimensions are the minimum commensurate to the intensity of use. Sidewalks: The smallest recommended width fronting residential use, where two may walk abreast, is 5 ft. The smallest recommended width fronting retail use, able to accommodate outdoor seating, is 12 ft. Trails: The recommended pavement width for bicycles, where two may pass, is 8 ft.

Pavilion: A civic building type of undefined use, usually an open-sided, roofed structure, freestanding within an open space. Syn: Gazebo

Pedestrian Continuity: Pedestrian paths, to be used, have several requirements. First, the path must have a destination, and that destination should be useful or in some way rewarding. Second, the destination should be accessible within a 5-minute walk, or it may consist of a concatenation of such increments. Third, the path should be logical, uninterrupted and provided with efficient shortcuts whenever possible. Fourth, the path should be along frontages and streetscapes that are spatially defined and interesting, avoiding parking lots. Continuous landscaping is not an adequate frontage. Fifth, the path should be temperate, shaded when hot and wind-shielded when cold. Sixth, the path should be perceived to be safe, shielded from traffic by parked cars. Seventh, the path should be pleasant and overlooked by windows.

Pedestrian Frontage: The experience of the pedestrian as determined by the buildings alongside. Pedestrians respond in a variety of ways to the experience of passing by specific ground-floor frontages. The most likely to please pedestrians are storefronts, followed by porches, fenestrated walls, and then deep landscaped yards. All of these are appropriate and should be enabled by code. The Frontages most repellent to pedestrians are, in order of bad to worse: garage doors, blank walls, open parking lots, unbuffered parking structures, under-building parking, and open service areas.

Pedestrian Network Diagram: An analytical diagram which is generated by overlay of a master plan drawing, extracting and displaying only those public areas which are dedicated to the pedestrian. The drawing shows the open spaces as well as sidewalks, passages, and paths, excluding vehicular pavement. A network plan verifies the connectivity of the pedestrian paths as well as the logical placement and distribution of the open space.

Pergola: A centroidal or linear pavilion with the roof as an open trellis supporting climbing plants. Pergolas are one of the most economical of civic ornaments.

Perimeter Block: A block, generally square or equilateral, wherein the buildings form a continuous edge along the frontages. Perimeter blocks define the most urban streetscapes, being common in cities, but rarely found in towns or villages, where building tend to be freestanding.

Planter: That layer of the streetscape that accommodates street trees. Planters may be narrow or wide, continuous or individual, holding allees or clusters of trees.

Platting: The subdivision of private land within the block structure, enabling small-scale, independent ownership. Platting is an important, often overlooked, instrument of coding control. Platting appears as lot lines and frontage lines. Without platting it is impossible to control precisely the building type as to size and disposition and configuration.

Porch: An open space appended to the mass of a building with floor and roof, but no walls on at least two sides.

Principal Building The main building on a lot, disposed to provide the facade on the frontage, in distinction to the back building and the outbuilding which are ancillary and usually to the rear of the lot.

Prohibited Use: Premises that generate adverse impacts beyond their lot boundaries. Also uses counterproductive to the neighborhood, including outdoor vending machines, billboards, visually intrusive signs, and locales supporting drive-through transactions (with the exception of gasoline stations) all of which undermine pedestrian-oriented commerce.

Proprietor: The person or corporation responsible for the maintenance a building. The proprietors of rental apartments and commercial buildings have a particular responsibility for the ongoing vitality of neighborhood and may be subject to controls by the community council. The merchants and renters must also be represented on the council.

Proportion: The ratio of the height to the width of a figural plane, solid, or space. Figures with similar proportions are intrinsically compatible visually, an ideal

leading to harmony between buildings of different designers. Compatible proportions are usually secured by coding, particularly by prescriptions within the Architectural Regulations pertaining to porches, fenestration, and roof slope.

Public Realm: Those aspects of the urban fabric that are held in common often within the right-of-way of a road or street.

Public Streetscape: The combination of planters, sidewalks, street trees, and street lights. The Streetscape, in combination with the Building Frontage, and the Vehicular Way compromise the urban public realm, and contribute to the character of a neighborhood.

Retail Management: The organizational technique by which various retail stores act in concert for their mutual benefit. The absence of such management may cause the vulnerability and failure of local main street merchants in the face of competition by national shopping centers. Such advice usually includes: proactive leasing, the grouping of stores to catalyze cross-shopping, establishing standards of storefront design, signage and lighting, recommendations for store layout and display, joint periodic and seasonal advertising, standardized business hours, parking management, as well as established procedures for public space maintenance and security. Retail Management, more than any aspect of physical design is responsible for the success of most shopping centers, and its absence for the failure of most main streets. Syn: Curetted Retail

Right-of-way (ROW): The composite area dedicated exclusively to circulation, including the Vehicular Ways and Pedestrian Ways. A ROW is a public tract as opposed to a private lot. A secondary usage may be the ROW of an underground utility or drainage corridor, but it is advisable to implement such dedications as easements which are permitted to overlap lots.

Roof: That element of a building that covers the top as the walls enclose the sides. The Roof, perhaps more than any other element, defines a harmonious vernacular and can be therefore controlled for material, slope, and overhang by the Architectural Regulations or

Guidelines.

Roundabouts: Circular intersections with specific design and traffic control features. These features include yield control of all entering traffic, channelized approaches, and appropriate geometric curvature to ensure that travel speeds on the circulatory roadway are typically less than 50 km/h (30 mph). The central island is the raised area in the center of a roundabout around which traffic circulates. The circulatory roadway is the curved path used by vehicles to travel in a counter-clockwise fashion around the central island. Accessible pedestrian crossing locations are set back from the yield line, and the splitter island is cut to allow pedestrians, wheelchairs, strollers, and bicycles to pass through.

Screen: A wall, a trellis or a row of trees designed specifically to define a space, mask an undesirable view, or create a more private open space. Also, with the exception of the trees, applicable to the interior of a building.

Sense of Place: A highly desirable but elusive attribute of urbanism that is the assemblage of a set of interdependent elements to create a unique spatial experience. These elements include building type and function, private frontages, and public streetscapes.

Service Lane: A narrow access way located to the rear of buildings, providing access to parking and outbuildings as well as utility easements. Lanes are paved as lightly as possible, to driveway standards or with gravel.

Sidewalk: That layer of the streetscape that is dedicated exclusively to pedestrian activity. There is a range of Sidewalk types with variables of width and surface.

Site: As an aspect of location, site is the sum of geo-physical aspects, including topography, slope, etc. It is also a term for a subdivided portion of land free of the semantic overlay of lot or tract.

Slope: The variation of ground level ranging from steep to shallow. Slope affects the layout of roads and the sitting of buildings.

Studio Building: The smallest type of apartment, one that does not have a separate bedroom. Variant: Loft, a high-ceilinged and well-lit dwelling with few partitions. A Loft space is adaptable to buildings of great depth which would otherwise be unsuitable for residential use. A Loft building increases ceiling height as a trade off for increasing depth.

Traditional Neighborhood Development Ordinance: An ordinance that enables and assures the development of an authentic neighborhood. A Traditional Neighborhood Development Ordinance, like a PUD Ordinance, is usually implemented by a parallel code.

Traffic Calming: A set of techniques that serve to reduce the speed of traffic. Such strategies include lane narrowing, parking additions, sharp offsets, yield points, sidewalk bulge-outs, speed bumps, surface variations, and visual clues on a vertical plane.

Traffic Management: The mitigation of traffic congestion achieved by methods other than proximity through balanced use, road construction, or the provision of transit.

Urban Fabric: The generic term for the physical aspect of urbanism, emphasizing building types, thoroughfares, open space, frontages, and streetscapes.

Urban Redevelopment: The planning strategies which may be applied toward the revitalization of existing troubled neighborhoods and main streets, generally within the inner cities and older towns.

Urbanism: The created habitat of humanity.

Vernacular: The common language of a region, particularly in reference to the architectural style or character.

View Shed: A defined cone of vision, encompassing a panorama that, for aesthetic or cultural reasons, is to remain free of noncontributing visual elements.

Vista: A deliberately controlled view focused on a scene, narrowly framed by trees or buildings. A vista

must assume the location of the spectator at a specific vantage point.

Walk: A lightly paved or informally surfaced path of grass, gravel, rocks, wood chips or sand within a garden, other landscaped area, meadow or woodland.

Walking Distance: An important determinant of urban size defined as the distance that may be covered by a five-minute walk at an easy pace from the outer limit of the neighborhood proper to the edge of the neighborhood center. This is the distance that most persons will walk rather than drive, providing the environment is pedestrian-friendly. This dimension is by convention, one quarter of a mile or 1320ft.

Zoning: The technique of assigning certain uses to certain sectors on a regulating plan.

Zoning Map: A regulating map that assigns specific uses to certain sectors.

Zoning Plan: A plan that assigns specific uses to certain sectors.

Appendix D – CIP Estimate

Capital Improvements Program – Order of Magnitude Estimate

Capital Improvements Program – Order of Magnitude Estimate

Introduction

Appendix D includes the cost estimate for the Capital Improvements Program. This estimate includes a 10 % contingency, a 5% construction Contingency, and an 8% design/implementation fee. No adjustments have been made for inflation.

Appendix D

Capital Improvement Program - Order of Magnitude Estimate

Central East Side Neighborhood Plan

	Item	*Unit*	*Qty*	*Unit Price*	*Total Cost*	*Total Cost w/Contingency*
	NEIGHBORHOOD PLAN ELEMENTS					
1	SIGNAGE					
	Gateway Features	EA	8	$ 10,000.00	$ 80,000	$ 99,784
	Signage Strategy and Image Plan	LS	1	$ 50,000.00	$ 50,000	$ 62,365
	Wayfind Signage	EA	6	$ 3,500.00	$ 21,000	$ 26,193
	Regulatory Signage	EA	150	$ 100.00	$ 15,000	$ 18,710
	Banner Signage	EA	920	$ 350.00	$ 322,000	$ 401,631
2	STREETSCAPE IMPROVEMENTS					
	Street Tree Planting Program	EA	1480	$ 350.00	$ 518,000	$ 646,101
	Streetscape Landscape Program	LS	1	$ 200,000.00	$ 200,000	$ 249,460
	Streetscape Furnishings Plan	LS	1	$ 290,000.00	$ 290,000	$ 361,717
3	PARKS AND OPEN SPACE IMPROVEMENTS					
	Park Place Neighborhood Park Upgrades	LS	1	$ 150,000.00	$ 150,000	$ 187,095
	High Street Bus. District Park & Plaza	LS	1	$ 250,000.00	$ 250,000	$ 311,825
	General Open Space Improvements for Land Designated as Open Space	AC	13	$ 45,000.00	$ 585,000	$ 729,671
4	NEIGHBORHOOD FIRESTATION					
	Building/Sitework	SF	6000	$ 100.00	$ 600,000	$ 748,380
	INFRASTRUCTURE REVITALIZATIONS					
5	ALLEYS					
	Resurfacing	LF	9270	$ 32.00	$ 296,640	$ 369,999
	Reforestation	EA	370	$ 350.00	$ 129,500	$ 161,525
6	SIDEWALKS					
	Removal and Replacement	LS	1	$ 150,000.00	$ 150,000	$ 187,095
7	STREET LIGHTING					
	New Streetlight Poles and Fixtures	EA	460	$ 4,500.00	$ 2,070,000	$ 2,581,911
	Support Electrical Components	LS	1	$ 207,000.00	$ 207,000	$ 258,191
8	STREETS					
	CITY TO PROVIDE ESTIMATED COSTS	LS	1	$ -	$ -	$ -
9	UTILITIES (Storm Drainage & Sanitary Sewers)					
	CITY TO PROVIDE ESTIMATED COSTS	LS	1	$ -	$ -	$ -
	Sub-Total				**$5,934,140**	
	Contingency (10%)				**$593,414**	
				Subtotal	**$6,527,554**	
	Construction Contingency (5%)				**$326,400**	
	Fees (8%)				**$548,300**	
				TOTAL	**$7,402,254**	**$7,401,653**

Appendix E

Tools for Economic Development

Tools for Economic Development

The State of Missouri has evolved an extensive and effective set of fiscal and legal tools and incentives to assist and induce private investment in economic development initiatives. Many of these are available only through local governments as a result of state enabling legislation that delegates the necessary powers and authority to the responsible municipality or county. Others are administered directly by state agencies or authorities. Some mirror or complement similar incentives available through the federal government, such as historic preservation and brownfield tax credits.

The most effective way to access these programs and to focus them on the Central East Side Neighborhood is for the neighborhood itself to create some form of a community development corporation (CDC). This helps to assure that a small board of directors and a paid employee (could be part time or shared with another CDC) works diligently to implement the plan while having the legal authority working with city officials, to access and use various state and federal economic development incentives. In the absence of a CDC, the City of Jefferson can fulfill this role, but the neighborhood's interests may be diluted when city staff has responsibilities elsewhere.

The incentives reported here fall into four main categories:

- Neighborhood improvement
- Redevelopment
- Infrastructure investment
- Business Incentives

Some of these are mutually exclusive – that is, they cannot or will not work in tandem with another program. But most are supportive of one another and can be effectively overlaid. That is, most of these incentives can be applied in the same area at the same time if the right qualifying factors exist. For instance, tax increment financing for public improvements in support of private redevelopment can be used simultaneously

with the historic tax credit and brownfield remediation tax credit programs. Meanwhile, Community Development Block Grant funds can help pay for public improvements outside the TIF district to further leverage neighborhood improvements that encourage redevelopment both inside and outside the TIF area.

Neighborhood Improvement

The State of Missouri enables local governments to utilize several different approaches to funding and managing neighborhood development initiatives in the interest of growth and change.

Neighborhood Assistance Program (NAP) Tax Credit

The NAP provides assistance to community-based organizations that enable them to implement community or neighborhood projects in the areas of community service, education, crime prevention, job training, and physical revitalization. This requires that a community or neighborhood be designated as eligible based on the projects to be paid for.

Neighborhood Preservation Act

This Missouri program provides limited incentives to rehabilitate or construct owner occupied homes in certain areas. Eligible areas are ones where residential revival or new in-fill construction would be anticipated but for the presence of inhibiting factors such as physical conditions of “distress” and household incomes lower than necessary to insure neighborhood maintenance and stability.

This incentive could be very applicable to the Central East Side Neighborhood.

Community Improvement Districts

Missouri law enables a geographic area to be designated a “community improvement district” (CID) in order to provide special services for the taxpayers in

that district.[1] Such services are typically in addition to services already provided by the municipality and, indeed, should be designed not to replace municipal services but to enhance them.

Other states have other names for CIDs, including special taxing districts (though these, many times, have broader authorities depending on the state), business improvement districts (BID), or neighborhood improvement districts (NID). The principles are generally the same for all such districts.

After appropriate public hearings and organization requirements (e.g., formation of a board of directors), a CID in Missouri can levy a special property tax that applies only to the property tax payers (excluding exempt properties) in the district.[2] Those properties continue to pay municipal and other property taxes just as always; but the special, added levy raises funds just for use by the CID and must be expended only for purposes within the CID.

The CID can have broad powers not unlike most entities that have the power to contract, sell, and purchase goods and services. Typically, a CID is established to enhance routine services so that the district operates more efficiently, as if managed by a single authority, just as a regional shopping center or business park is managed. The CID effectively unites disparate property owners to oversee common area maintenance (e.g., more frequent street cleaning and litter removal, graffiti removal) and to provide unique services for the district, such as special security details, holiday decorating, sponsoring festivals, operate common parking facilities, and so on.

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[1] Refer to Missouri Revised Statutes, Chapter 67, Sections 1401 to 1571 for the complete legislation.
[2] A sales tax levy is possible only in Kansas City, as written in state law, and applies only if the CID is created as a separate political subdivision. Hence, a sales tax option is not available in the St. Louis area.

Redevelopment

Missouri makes available to local governments three different means of exercising the basic powers and fiscal incentives necessary to effect redevelopment. In addition, it offers through the state Missouri Department of Economic Development, in cooperation with the Department of Natural Resources, two tax credit programs designed to address the extraordinary costs of historic restoration and rehabilitation and of remediation of sites affected by environmental hazards.

Tax Increment Financing (TIF)

Tax Increment Financing is a method to support and stimulate redevelopment of a project or designated redevelopment area that otherwise would not occur because of the extraordinary costs of necessary site acquisition and site and infrastructure improvements.

Tax increment financing is enabled by Chapter 99 of the Revised Statutes of the State of Missouri. TIF allows for a portion of the net additional local and, sometimes, state taxes generated by the project, that is in excess of existing taxes, to be redirected to a special fund to be utilized to make the project feasible by means of reduced project risks and costs to the developer or property owner. (The developer can also be the city itself as in the instance of the Argyle garage in the city of St. Louis, which includes a city library branch and retail outlets in ground floor leased space). The amount of the increment and the length of time it is pledged to support the project's financing is subject to negotiation with the local government through its appointed TIF Commission. It is typically based on the need to fill a gap in the private financing and/or to assist the public sector in making infrastructure and related improvements to support the project. While the maximum allowable TIF period is 23 years most TIF supported projects are approved for shorter periods.

TIF requires a legislative finding of conditions of site eligibility as a blighted area (the most strenuous), conservation area (not yet blighted but headed that way without public intervention), or economic development area (revenues only useable to finance public

infrastructure). The level of subsidy that can be approved by the local government is up to 100% of all incremental new property taxes (so called PILOTs or 'payments in lieu of taxes') and up to 50% of all incremental new sales taxes and gross receipts taxes on utilities (so called EATS or 'Economic Activity Taxes').

TIF revenues are typically pledged to fund a revenue bond which can be placed privately or through a public offering. However, it can be treated as a pay-as-you-go stream of payments used to reimburse the private developer for agreed upon and eligible project costs or to refund the city/county treasury for public improvements directly funded by that local government.

Urban Redevelopment Corporations: Chapter 353

Initially enacted in 1943 as special legislation for the City of St. Louis, the purpose of the Urban Redevelopment Corporations law (Chapter 353 of the Revised Statutes of Missouri) is to address 'urban blight'. Hence there must be a formal legislative finding of conditions of 'blight'.

Chapter 353 authorizes cities to establish Urban Redevelopment Corporations that are private, limited profit entities. Once established, the redevelopment corporation makes application to the city to obtain certain rights, powers, and incentives in exchange for its commitment to redevelop a designated area in accordance with a mutually agreed upon redevelopment plan. In essence, the city 'passes through' its powers of property tax abatement and eminent domain as "carrots and sticks" to implement an ordinance-approved redevelopment plan. Another way to look at it, the city privatizes or contracts with a private entity to be its agent in implementing its redevelopment plan and strategy.

In addition to having the delegated authority to exercise the power of eminent domain on behalf of the local government, the 353 corporation can receive or pass through the abatement of up to 100% of the new incremental property taxes generated by the project for

ten years plus 50% abatement for an additional 15 years.

Brownfield Remediation Tax Credits

The purpose of this program is to provide financial incentives for the redevelopment of commercial/industrial sites that have been abandoned for at least three years and have contamination caused by hazardous substances.

The program provides state tax credits for eligible remediation costs. That is, investors receive credits for future state taxes (and some previously paid state taxes) for the dollars provided for remediation. The Missouri Department of Economic Development (DED) may provide a loan or guarantee for other project costs or a grant for public infrastructure. Also, tax credits may be provided to businesses that create jobs at the facility. DED cooperates with the Missouri Department of Natural Resources (DNR) in approving sites and projects.

The property either must be owned by a public entity or, if owned by a private entity, the city or county must endorse the project. The project must result in the creation of at least ten new jobs or the retention of 25 jobs by a private commercial operation. "New jobs" are defined as full-time (35+ hours/week) for persons who were not employed by the business or a related taxpayer for the prior year. Housing projects do not qualify, but mixed-use redevelopments that may include housing with commercial uses may qualify.

In many instances the state Brownfield program can be overlaid with the federal program and incentives designed to achieve common objectives.

Historic Preservation Tax Credits

The purpose of this program is to provide financial incentives for the restoration or rehabilitation and reuse of historic structures in Missouri. The program provides state tax credits for 25 percent of eligible costs and expenses of the rehabilitation of an approved historic structure or structures within an approved historic district. Eligible projects may also benefit from the federal 20 percent historic tax credit, which has nearly

identical requirements, yielding a project subsidy equal to almost half of total costs of rehabilitation. The net effect of the two programs is a very substantial incentive for property owners and investors to engage in historic preservation.

An eligible property must be:

- listed individually on the National Register of Historic Places; or
- certified by the Missouri Department of Natural Resources (DNR) as contributing to the historical significance of a certified historic district listed on the National Register; or
- a local historic district that has been certified by the U.S. Department of Interior.

The state's historic tax credits can be used by individuals investing even in rehabilitation of their own homes or other eligible investment property as well as partnerships and corporations. The credits are then transferable, or assignable, to another party needing the credits against a Missouri state tax liability. (The federal historic credits cannot be similarly assigned.) The program is administered by the Missouri Department of Economic Development in association with the Department of Natural Resources.

Urban Renewal

Urban renewal plans are authorized in Chapter 99 of the Missouri Revised Statutes and allow for the creation of Urban Renewal plans and the clearance of property within those defined areas to prepare for future development. In order to create an Urban Renewal area the area must:

- be declared, by resolution or ordinance, a blighted or unsanitary area in need of redevelopment,
- be within an area that has had a general plan developed,
- have well-defined boundaries,
- have a schedule indicating the estimated length of time needed for completion of each phase of the plan,

Missouri Revised Statute 99.430 contains further information regarding the creation of Urban Renewal areas in Missouri.

Urban Renewal Areas can help to prepare a site for new construction by eliminating blighted conditions through the removal of derelict buildings. This can be done in advance of a developer's plan for the site and can make it easier for future development. However, Urban Renewal is most effective when it is used in conjunction with a developer that has a development plan for the site and the ability to execute that plan. Without such an arrangement, parcels could be cleared and left vacant for a number of years.

Infrastructure Investment

There are three state enabled programs considered primarily as incentives for investment in public infrastructure.

Infrastructure Tax Credits

The Infrastructure Tax Credit program assists with funding of essential public infrastructure improvements necessary to facilitate the expansion of existing businesses or the attraction of new businesses to Missouri.

Water, sewer, gas, electrical systems, streets, bridges, rail spurs, storm water drainage, and other essential public purpose infrastructure facilities that are owned by a public entity, available to the general public, and not for the exclusive use of one private entity are eligible.

The Missouri Development Finance Board (MDFB) can elect to provide these state tax credits (primarily corporate and individual income taxes) to a contributor based on 50 percent of the contribution for construction of related public infrastructure. The contributor is frequently the developer but contributions can be raised from other equity participants by selling the credits to outsiders who can benefit from credits for their Missouri tax liabilities.

The contributed funds are granted to a public entity to finance infrastructure needed to facilitate an approved project. Most commercial projects are eligible. Projects must demonstrate a need for the funding and have a positive net state economic impact without causing known adverse competitive impacts on other Missouri businesses. Intra-state relocation of a business is ineligible without the written consent of the governmental entity(ies) affected by such relocation.

Neighborhood Improvement District (NID)

The NID program is intended to provide an affordable mechanism to finance limited public improvements in support of community development, particularly residential neighborhoods. Public improvements include property acquisition, construction, engineering, legal services, and related costs.

General obligation bonds are issued by the county or municipality to finance public improvements requested by benefiting property owners. The bonds are paid by special assessments to the property owners. For the Central East Side Neighborhood, therefore, owners of property that benefit from improvements to the public infrastructure would have to agree to pay for the public improvements from increased revenues that result because of the upgraded infrastructure. If it can be demonstrated that such improvements would also markedly benefit adjacent land and property owners, they might also be invited/persuaded to be part of the NID to spread the burden and risk of bond retirement.

Transportation Development District (TDD) – Tax Credits

The TDD program is intended to economically stimulate business activity in Missouri's "Rebuilding Areas" through transportation systems development and investment, including a broad range of transportation facilities consistent with federal legislation. A company or individual may receive a state income tax credit of 50 percent based on a contribution to a public entity that supports construction of transportation facilities.

The investment must be located in a "Rebuilding Community" area. Based on demographic requirements, 214 entire cities qualify, including the City of St. Louis, along with some census block groups. Eligible activities include:

- Aviation (airport development by public entities);
- Mass transportation (including parking facilities for users of mass transportation);
- Railroads (not including rolling stock that will travel out of the eligible area);
- Ports (public improvements within ports, including parking facilities and limited access roads within ports);
- Waterborne transportation (must be entirely in the eligible area);
- Bicycle and pedestrian paths; or
- Rolling stock (for local public transportation).

Transportation Development District (TDD) – Special Assessments

Another aspect to the TDD law is the imposition of up to a one percent sales tax (requires a majority vote of qualified voters) and/or a property tax levee (up to 10 cents per $100 assessed value, requires a 4/7th vote of approval) dedicated to approved transportation infrastructure development costs. The mechanism for creating a Transportation Development District is similar to that specified by the TIF law and is administered by a board of directors for the district. Money is collected in a separate allocation fund and refunded to the board to pay off bonds issued to pay for the designated transportation infrastructure improvements. To make this incentive work, there must be retail sales within the district and it has to be approved by a ballot initiative. There are also provisions in the law to allow for other voluntary assessments to be made on affected property owners in order to pay for transportation improvements.

Business Incentives

New Markets Tax Credits

The New Markets Tax Credit program is being touted as the most significant federal economic development incentive in a generation. Enacted in December 2000 as new tax code section 45D, the New Markets Tax Credit promises to:

- bridge financing gaps for businesses in the area;
- create new partnerships among investors, communities, businesses, and government; and
- generate jobs, services, and physical revitalization in distressed areas.

New Markets Tax Credits are available to individual and corporate taxpayers who make qualified equity investments in community development entities (CDEs), which, in turn, will use the proceeds for at least seven years to make loans and investments in businesses located in low-income communities.

The U.S. Treasury Department opened competition for the credits in the Spring of 2002 with credits worth $2.5 billion nationwide. The total anticipated credit allocation is presently planned to be $15 billion through 2007. The credits will be administered by the Treasury Department's Community Development Financial Institutions (CDFI) Fund.

There are seven essential components of the new tax code, keeping in mind that these affect federal taxes, not state taxes.

1. Community Development Entities (CDEs). The CDFI Fund has already started certifying CDEs to participate in the program. A CDE must have a primary

mission of serving or providing investment capital for low-income communities or persons. It must maintain accountability to residents of low-income communities through representation on a governing or advisory board. The CDFI Fund must certify all CDEs. Already-certified CDFIs and specialized Small Business Investment Companies, however, automatically qualify.

CDEs can be corporations or partnerships. For example, a nonprofit organization could form a subsidiary, partnership, or limited liability company to act as a CDE. A CDE can meet the community accountability requirement through its controlling parent organization. Again, a Housing Corporation may be able to qualify or to create the appropriate subsidiary. Legal advice is recommended if this is a step to be considered.

2. Allocation of tax credit authority. The CDFI Fund will allocate New Markets Tax Credits. The volume of New Markets investment started with $2.5 billion in 2002, $1.5 billion in 2003, $2 billion annually in 2004-05 and $3.5 billion annually in 2006-07. Unallocated authority may be carried over through 2014. Priority for allocations will go to CDEs either:

a. with a successful community development track record (directly or through a controlling parent); or
b. intending to invest in unrelated businesses.

The fund also may add other allocation preferences and will probably ask CDE applicants for a comprehensive business plan.

3. Tax credit amounts. Investors will receive tax credits on the basis of the amount of their equity investment in a CDE. Tax credits are claimed during a seven-year period, starting on the date of the investment and on each anniversary: 5 percent for each of the first three years and 6 percent for each of the next four years. The investor's basis, however, is reduced by the amount of tax credits claimed. Investors may carry back unused credits to years ending after Dec. 31, 2000.

4. Qualified equity investments in CDEs. Equity investments can take the form of stock or any capital interest in a partnership and must be paid in cash. Equity investments must be made within five years of the tax credit allocation to the CDE. The CDE may designate certain investors to receive the tax credits.

5. How CDEs will finance economic development. A CDE can use New Markets investment proceeds to:

- provide loans and equity investments to eligible businesses or other CDEs,
- purchase from other CDEs loans made to eligible businesses,
- provide financial counseling and other services to eligible businesses, and
- finance its own eligible businesses.

For example, a CDE could develop and operate commercial real estate, such as a shopping center, or finance an independent business. A CDE must use 85 percent of the New Markets investment proceeds for these purposes. The other 15 percent can be used for administrative expenses.

6. Eligible businesses and communities. Many types of businesses are eligible for assistance, including nonresidential real estate and nonprofit businesses. Several tests are designed to ensure that such businesses operate primarily in eligible communities. Some businesses, however are explicitly excluded, among them the operation of rental housing.

Eligible communities are census tracts with either a poverty rate higher than 20 percent or a median income below 80 percent of the metropolitan area (if applicable) or state median, whichever is greater. The fund can also approve smaller areas.

7. Recapture. Investors risk losing the tax credit if:

a. Substantially all of the cash proceeds are not used for eligible purposes;

b. Investors "cash out" the equity investment in the CDE within seven years (that is, if they withdraw their funds before seven years—a provision that helps to assure that projects are given sufficient time to succeed); or
c. The CDE ceases to be a qualified CDE.

Clearly, these rules put a great burden on investors who need to be both highly convinced of a project's long-term viability and allowed to be actively involved in the project's and CDE's decision-making. Fortunately, the fund has written rules for curing violations within a reasonable period to prevent unwarranted recaptures.

What New Markets Can (and Cannot) Do

Understanding what the New Markets Tax Credit can and cannot do is critical to making the most of this new tool. New Markets can provide a significant boost to rates of return for economic development investors. The tax credits should work to bridge moderate gaps in financing businesses and commercial and industrial real estate development. This can make the important difference for the many ventures that can generate significant cash flow and repayment of capital, but not enough to get off the ground without some initial help.

The tax credits will not, however, directly reduce investment risks substantially. Moreover, New Markets offers a much shallower subsidy than, say, housing credits. The New Markets Tax Credit is worth about 30 percent of the investment made, in present value terms. By comparison, the housing credit generally has a present value of up to 70 percent, and up to 91 percent in distressed and high-cost areas. In addition, the housing credit is based on the cost of building the housing, not on the amount invested. That means the housing credit alone can drive an investment.

In contrast, New Markets Tax Credits are based on the amount invested in a CDE. Further, unlike housing credits, the New Markets credits claimed will reduce the investors' basis, exposing investors to additional capital gains tax liability when they terminate their investments.

This means that New Markets investors will need substantial cash flow and capital recovery/appreciation, in addition to the tax credits, to generate a reasonable return. The New Markets Tax Credits will not turn a bad business into a good investment, but they can make the difference for many economic development activities that would otherwise be only marginally profitable.

More information, including guidance on how to qualify to participate in New Markets and temporary IRS tax regulations, is available from the CDFI Fund at www.cdfifund.gov/programs/nmtc/index.asp. A more detailed description and analysis of how the New Markets Tax Credit will work is available from LISC at www.liscnet.org.

Appendix F

Transportation and Street Plan

Prepared by GBA

Transportation and Street Plan

The Rex Whitton Expressway (RWE) Problem Definition Study is currently under study by MODoT, Cole County and The City of Jefferson. The findings of that study are expected to be available in late 2005.

The RWE Study will define existing traffic and safety concerns along the expressway and identify potential improvement alternatives that would be expected to address the most serious of the concerns. Preliminary estimates of improvement costs will be made from a budgeting standpoint to assist the City, County and State with determining funding opportunities.

This Appendices F is the “place holder” for reference to the findings included in The Rex Whitton Expressway Problem Definition Study.

Key Issues

As expected, the RWE traffic congestion and operations issues through the downtown area and through the Central East Side Neighborhood (CES) are interconnected – that is, concerns of one area along the expressway cannot be solved without addressing concerns or problems in the adjacent region.

Multiple options both in Downtown and in the CES are currently being reviewed to identify alternatives that can be expected to address many of the concerns. These alternatives will be detailed and described in the final Rex Whitton Expressway Problem Definition Study document.

Potential downtown area improvements include the elimination / modification of some of the existing signals, construction of interchanges to replace some or all of the at-grade intersections, placing N/S overpasses at some signalized intersection locations to minimize conflict locations, or combination of all these ideas.

The need for a new or expanded interchange system within the CES Neighborhood has been confirmed – if no interchange along RWE between Clark St. and Jackson Street is added, the existing City street network will be forced to absorb the majority of traffic

growth due to MSP redevelopment. If this occurs, the existing street system will be overloaded. In addition, existing downtown intersections that experience capacity and operational concerns now will only get worse as these intersections will be forced to handle a larger portion of the projected traffic growth as turns onto and from the expressway, in addition to increased through movements.

CES area improvements are two fold – major highway improvements via the multiple interchange options along the RWE, and improvements to the surface street system to access the potential interchange improvements. Interchange improvements that are being reviewed are as shown as Alternates 1 though 3 in the body of the report. Other interchange options are also being developed and reviewed at this time but have not been finalized to a point where alternatives are available for review or discussion.

Depending upon the selected interchange improvement, different improvements to City street network will be required. In general, the more access points between the City streets and RWE will result in lesser impacts to streets – i.e. more access points equal narrower roads with less required modification from their existing configuration. It is the intent to develop RWE interchange improvements to match one of the goals of the CES Neighborhood study, “minimizing street impacts”. Note that regardless of the selected interchange improvements, improvements to some city intersections are anticipated to be required. These improvements would be expected to range from the addition of turn lanes and traffic signals at some locations, to potentially the need to create a one-way street network between the MSP development and the new expressway interchange. Options are currently under consideration.

The projected direct connection of the Clark Avenue interchange to the MSP with a new road is still projected to be beneficial from a purely traffic operation and access standpoint, but it is difficult to conceive of a cost effective and neighborhood friendly way to complete this roadway connection. Developing this idea and investigating options are ongoing.

Appendix G

Reference Materials

Reference Materials

Partial Listing of Reference Material Used in Preparation of the Plan

New Urbanism:
Comprehensive Report & Best Practices Guide
Third Edition
New Urban News

Exploring Historic Jefferson City
Gary R. Kremer

Jefferson City Historic East
Architectural/Historic Survey
The URBANA Group

Architectural Guidelines
Missouri State Capitol Historic District
ZHA, Inc.

Appendix A
Findings from the Historic Resources Survey
ZHA, Inc.

The Jefferson City
News Tribune
Various News Stories
Online Edition

Jefferson City Code
Chapter 8
Buildings and Building regulations
Revised 9/30/2003

The Comprehensive Plan Update
City of Jefferson, Missouri
March 1996

Plan Contributors

Parsons
Dan Bockert
Andy Franke

Development Strategies, Inc.
(Economic Development)
Bob Lewis
Jason Hensley

George Butler Associates, Inc.
(Traffic)
Jamie Gilbert

Comprehensive Update of the Zoning Ordinance
For the City of Jefferson, Missouri
5/06/2002

The Framework Plan (Draft)
MSP Redevelopment District
MSP Redevelopment Commission

Roundabouts: An Informational Guide
FHWA-RD-00-67, June 2000
FHWA
U.S. Department Of Transportation

Safe Routes to School
NHTSA
U.S. Department Of Transportation

International Property Maintenance Code
2003
International Code Council, Inc

.

Appendix H

Public Comments

Public Comments

Public Presentation #3 (November 16, 2004)

1. *Frank G.*
   Please provide a progress report regarding when we will know something on the I-50/Lafayette intersection, including where it might go. - *The traffic consultants will know more in the 2nd quarter '05. Six months after that, look for a decision. It will be five years before any improvements are seen. Jamie Gilbert*
2. *Trish L.*
   One way on Chestnut? Generally I do not like one-way street options.
3. *Harold M.*
   How much traffic will the MSP generate?
   5,000 to 7,000 per day - Janice.
4. *Frank G.*
   Are you proposing allowing business in without adequate parking? - *No, we are looking at various ways for accommodating business within the CES Neighborhood. Dan Bockert*
5. *Kathy K.*
   Does your plan or committee address noise due to deliveries when mixed use with residential occurs? Now lots of noise exists along High and McCarty.
6. *Dwain W.*
   Would parking be able to be accommodated off of alleys?
7. *Mary Anne H.*
   How will green areas be acquired? Will it include property acquisition?
8. *James B.*
   Are you proposing all the residential in 600 Block area to be bought out?
9. *Chris D.*
   You are putting a road in my back yard. What are your plans? Please explain.
   What is the time frame? It is associated with MSP (MSP Parkway).
10. *Dean M.*
    Plan is conceptual. Things will be adjusted. Plan will give guidance. Hopefully we will not loose any residential due to roadway construction.

11. *Clinton F.*
    Explain Clark Avenue corridor. Is oval a boundary for property acquisition? - *No, it reflects a desire to connect point A to B. Dan Bockert.*
12. *Albert B.*
    Will Clark Ave. extension be a parkway? Similar to West Main?
13. *Steve H.*
    Great job. What is your plan for Baptist Building – has it considered County's Plan? - *We were not aware of this as it happened after draft plan was developed.*
    Juanita O.
14. *Penny S.*
    Elaborate what 0-5 year plan is about for acquiring Clark Ave?
    Acquire as available – be vigilant. Dan Bockert
15. *Anna K.*
    Why is Pine and Olive shown, and not Center Street? – *Center Street is shown. A small portion of the Right Of Way has been shown as vacated sometime in the future in order to make Park Place Park a contiguous parcel of land. Dan Bockert*
16. *Betty*
    What is number one roadway priority?
    Will need improvements in 3 years (Jamie 7-10 years earliest).
17. *Trish L.*
    Is there been a better way to inform public of roadway changes?
18. *Frank G.*
    Economic development – How can you provide tax abatements and create a special taxing district at the same time? Are these not self defeating? - *Both of these concepts are presented as tools which are available to the Neighborhood and City. These might be applied in different parts of the Neighborhood. Dan Bockert*
19. *Todd B.*
    New areas in San Diego have included grocery as a draw.
20. *Joel S.*
    Has state shared timeline for development and traffic flows?

Other Written Comments

E-mail from Cathy Bordner

- My comment regarding the 11/16/04 presentation of the Central East Side Neighborhood Plan is the following:

At the time the plan was being developed by Parsons and the Ad Hoc Committee, the Cole County Commission had not publicly announced their intent to purchase one block located in the study area. The commission's vision for that block is quite different from the Ad Hoc Committee's vision for the neighborhood as a whole. The Ad Hoc Committee described our vision for the neighborhood in our Mission Statement, which can be found on pages 1-3 and 1-4 of the Neighborhood Plan.

The Neighborhood Plan references having an organization responsible for championing the plan. I suggest that this organization work to open the lines of communication with the county commission about the future of the Central East Side neighborhood. However, until such an organization is in place, someone from the City of Jefferson (e.g., city staff, city council members, a committee appointed by the Mayor) should begin discussing the Neighborhood Plan with the County Commissioners.

Also, this situation illustrates the need to share the neighborhood plan with any public entity that will be making decisions that impact the Central East Side. For example, the library board will be deciding about a future expansion of the library, which could involve property in the Central East Side. A copy of the neighborhood plan should be given to that organization, as well as any other public group that will be making decisions about property in the study area.

Because of the many opportunities for public input into this plan, I think it is fair to say that the Ad Hoc Committee's vision of the future of this neighborhood is shared by many in our community. Public entities and government bodies need to be familiar with this vision for the neighborhood when making decisions that will impact the neighborhood.

****

Our response to the comment:

At the presentation you answered a question about the location of the proposed justice center, which I interpreted to mean that while not anticipated in this plan, it was not totally inconsistent with it either. If you could clarify your position and factor in the justice center idea, I think that might help in

mediating the differing views being expressed. ***Janice McMillan***

The amount of information and level of detail that we have relative to the proposed justice center is obviously very minimal and thus forming opinions at this point can only be very basic.

We should all be interested in such things as: the scale of the proposed development; the anticipated architectural character; how does it fit into the context of adjacent properties (with consideration given to the type of facility being proposed). Our interest should also include the visual/physical environment such as: tunnels vs. skywalks; first floor storefront opportunities; perimeter security protection options; materials and building articulation, (the County's architectural standard vis-à-vis the existing County Courthouse is well established).

The number of unknowns can be more unsettling than that being proposed. It would seem to us that the best action at this time is to provide the County Officials with The Plan for East High Street Business District. That part of Chapter 3 (even in draft form) that outlines concepts and goals might be useful to the County Commissioners as they move forward into greater detail with their plan. Along with initiating and continuing discussions with the County, using the plan as a guideline might offer the best results for the neighborhood.

What we can comment on is the question: "What does the plan call for in this area?" That was the basis of our earlier comments at the public presentation. It would seem to us that the notion of the justice center in the neighborhood does a number of positive things such as: illustrates capital investment, brings people into the neighborhood, provides customers to existing business, provides housing opportunities for people that want to walk to work and provides a strong anchor at the west end of the neighborhood.

Ultimately, how the proposed justice center "fits" into the neighborhood is in the physical details of the project which have yet to be determined (as best we can tell). However, the concept of the justice center as part of the neighborhood seems to be a "good thing."

Dan Bockert, Project Manager
Parsons
****

Letter from Gerald A. Bax

Gerald A. Bax
P.O. Box 252077
St. Louis, MO.
63125

Ms. McWillan

I have a building at 811 E. High and attended the Nov. 16th meeting. I am glad to see a plan for a better neighborhood. The building is used for residental rental sance I bought it in 1985, but in the last two years I havent sought to keep it fully occupied due to the type of tennants I was getting. The building on the NW corner has done the same or is unoccupied and buildings on either side operate on as needed basis. My comment and concern after the meeting is that I seen no reason why that will change and do minimum upkeep, as the plan advice seem to be wait five ? years and see what comes of MSP and hopethe neighborhood will change using their plan.
I dont blame the city of not having or wanting to spend money to spear head a more timely revitilations,but I do agree with the gentlemen that the city needs to try to be the motivator by services and code and planning assistance. I think the concern of the gentlement from Gerbes stating he would find it difficult to back a update when Wal Mart will be serval blocks over. Also there was no mention of what type of businesses would like to see in the neighborhood and the feasibility it would have a chance to survive. Thank YOU .

Sincerely

Gerald A Bax

Response to Comments from Allen Pollock
Existing Background Data Summary

The following items are in response to the Housing Authority's review of the Draft Master Plan and Existing Conditions Data.

1. Urban Renewal as a development tool not discussed in the Draft Master Plan.

Response: A discussion of "urban renewal" as a development tool has been incorporated into the plan, page 4-6 and further discussed in Appendix E, page AE-7.

2. Review of specific data from the windshield survey.

Response: The maps have been updated and the date collected during the windshield survey has been summarized and tabulated by each map category and is included in the Existing Background Data Report.

The Improper Subdivision map has been corrected; and the Inadequate Street Layout Map has been expanded to include what we have termed potential impacts from future MSP redevelopment. We have not changed the Unsafe Conditions Map. Based on our windshield survey and further consideration of the Dilapidated Buildings and Deterioration of Site Improvements data, it did not seem to warrant expansion of the "unsafe parcels" as defined. We also reviewed our data collection and could not conclude that the number of "Obsolescence" parcels should be expanded.

3. Provide a tie in to section 1.b – List of Factors to Determine if an Area is "Blighted".

Response: The tie between the maps in section 3 and the Master Plan primarily occurs in Chapter 2, with much of the information contained on pages 2-26 through 2-44 of the final report. For your convenience that section is attached hereto.

4. Items not addressed in 2.a- List of Factors to Determine if an Area is "Blighted".

Response: The first 4 items are addressed; the maps and data are contained in the Existing Background Data Report. Based on the stakeholder interviews, data provided by the City and our exterior windshield survey of the area's block faces, there appears to be no inadequate provision for:

- ventilation
- light
- air sanitation
- open space

Also, there does not appear to be a high density of population; overcrowding of buildings or land; or the existence of conditions which endanger life or property by fire and other causes.

Items in section 2.b- List of Factors to Determine if an Area is "Blighted".

Response: Based on the data provided by the City and stakeholder interviews and the windshield survey, the only statistic pertinent to these items was an interview comment from a Jefferson City Police Department representative who concluded that approximately 1/3 of all arrests made in Jefferson City in 2003 occurred in the Central East Side Neighborhood.
The economic or social liability issues contained in the master plan apply here as well.

Dan Bockert, Project Manager
Parsons

Jefferson City News Tribune Online Edition

Posted: Thursday, Nov 18, 2004 - 12:20:15 am CST

Neighborhood identities key to East Side future

By KRIS HILGEDICK
News Tribune

Dozens of Jefferson City residents and leaders gathered at City Hall Tuesday night to learn more about plans to redevelop the Central East Side Neighborhood.

The occasion was a chance for listeners to learn more about the proposed plan to shape the neighborhood as it grows alongside the redevelopment of the Missouri State Penitentiary, and share their own comments on the proposal.

Project Manager Dan Bockert works for Parsons, an urban-design firm. He and a colleague presented the plan Tuesday night.

Bockert said the plan is the result of nearly a year of work on the part of ad hoc committee members, stakeholders and neighborhood citizens. "We're all very optimistic it will have a positive impact on the neighborhood," he said. "We just want to make sure when change happens, it happens in an orderly and positive fashion."

The plan divides the neighborhood into several smaller entities: the Capitol Avenue Historic District, East High Business District, East Village Redevelopment District, West Village District, Central Village District and the International Shoe Loft Redevelopment.

Bockert's -- and the ad hoc committee's -- vision is to restore the neighborhood to its heyday, when residents had an easy walk to work and vibrant shopping districts.

The Capitol Avenue Historic District would continue its gradual change from stately homes to renovated offices and bed-and-breakfast businesses. The East High Street Business District would be a traditional storefront retail area interspersed with historic homes adapted to commercial or related uses.

It also includes a proposal to turn the old, brick International Shoe Company into a hip retail and entertainment area.
And the plan calls for buffering the neighborhood from the noise of U.S. 50 with a green swath of land.

Bockert said dividing the neighborhood into smaller zoning districts could yield benefits for residents in the long run.

One woman who lives on McCarty Street asked about how increased traffic may affect noise levels there -- which already are high.

"It tries to organize spaces within the neighborhood," Bockert said. "It won't do much good immediately. But if you live in a residential area, the plan gives you some assurance of improvement over time and that there

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won't be a commercial development allowed next door."

He worked to persuade residents the plan isn't intended to change their habits and living arrangements overnight. Instead, he described a plan that would set a template for neighborhood development over the next two decades.

Many of the questions had to do with how officials plan to resolve the problem of increased traffic -- particularly from a parkway proposed through the Missouri State Penitentiary.

One man noted wryly: "There's a road through my backyard. Could you tell me something about my future plans?"

James Gilbert -- an engineer with George Butler Associates, the group doing a major traffic study for Whitten Expressway -- wasn't able to give exact timelines, but stressed that changes aren't eminent.
"I think there will be no significant road improvements in (the next) five years from the penitentiary to Whitten Expressway," he said, adding a seven- to 10-year time frame is more realistic.

He also told residents not to worry excessively about any immediate impact to Clark Avenue, because of the difficulty of overcoming large grade changes and the acquisition of property.
"As houses come naturally up for sale, you buy them. It's much easier for the neighborhood that way. We're giving ourselves 15 years to do it," he estimated.

Key elements of proposal

To implement the Central East Side Neighborhood proposal, planners have a suggested a list of possible actions for Jefferson City policy makers and citizens to take.

Some deal with possible planning and zoning changes; other suggest ways of preserving the historic character of the neighborhood. Planners are even hoping that small incentives -- such as free trash pickup or help with home sewer repairs -- will draw people back to the neighborhood.
Here's a list of possible economic development tools:

* Establish an East Side Business District, for the purpose of collective retail management.

* Pursue tax abatement opportunities within the area.

* Provide support for start-up businesses.

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* Capitalize on current housing trends by showcasing the walkable and mixed-use nature of the neighborhood.
Suggestions for steps over the next five years include establishing:

* Design guidelines specific to each district, so that future construction projects have some cohesion, but with the idea that the guidelines shouldn't restrict preservation or redevelopment.

* A taxing district within the neighborhood boundary.

* Overlay districts, a consolidated historic district boundary and an Office of Historic Preservation.

* Some demonstration and redevelopment projects.

* Tax incentives for neighborhood improvements.

- Better code enforcement.

Planners also have listed the top 10 areas where they'd like to see capital improvements occur.

These include upgrades to stormwater and sewer laterals, streets, sidewalks, schools, street lighting, alleys, streetscape, signage, parks and open space and the neighborhood fire station.