

HISTORIC PRESERVATION PLAN FOR JEFFERSON CITY

DRAFT RECOMMENDATIONS

June 18, 2019 – for distribution to working groups

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VISION AND GOALS

In 2010, the Jefferson City Area Chamber of Commerce facilitated preparation of an economic development strategy titled *The Jefferson City Transformation*. Prepared in conjunction with broad stakeholder input, *Transformation* acknowledged the city's challenges in traditional economic development approaches and advocated for a broad vision based on promoting and enhancing Jefferson City's "quality of place" — reinvigorating the city's quality of place as a means of attracting talent and investment over the long term.

This Historic Preservation Plan for Jefferson City embraces this approach as an animating concept central to the city's identity and well-being. The preservation plan seeks to implement it through the revitalization of the city's historic commercial areas and historic neighborhoods. The preservation plan's strategies are organized under five areas of activity, each of which is an action chapter of the plan:

- **Jefferson City's Historic Preservation Program** – coordinating historic preservation planning tools and resources on revitalization and enhancement strategies;
- **Planning and Development** – aligning historic preservation strategies within the Jefferson City's planning programs and processes;
- **Historic Commercial Centers** – Focusing public and private sector strategies on revitalization and enhancement of the city's historic commercial centers;
- **Strengthening Historic Neighborhoods** – strengthening historic neighborhoods as distinctively attractive places for home ownership and investment;
- **Welcoming Visitors and Storytelling** – as Missouri's Capital City, using wayfinding, interpretation, and heritage tourism to welcome visitors from throughout the state and enhance quality of place as an economic development and revitalization strategy.

Vision Statement

With these points in mind, the following vision statement has been crafted for historic preservation in Jefferson City:

Residents and businesses in Jefferson City recognize the central role that heritage plays in community identity and quality of life. Our attraction to the city is infused with the sense of the city's landscapes and how they have grown and changed over time – we value the physical and spiritual connections between the places we create today and the places created by our forebears. We view our identity and quality of place as an asset, the cultivation and enhancement of which draws new residents to our region.

Goals for Historic Preservation

Five broad goals are identified that together express how Jefferson City’s historic assets and character relate to the city’s vision for the future. These goals are embodied in the strategies and recommendations presented in subsequent chapters of the preservation plan.

Goal 1 – Quality of Place:

Reinforce the role of Jefferson City’s historic core as central to the city’s identity and long-term economic development strategy – emphasize quality of place.

Goal 2 – Historic Commercial and Residential Areas:

Activate and revitalize Jefferson City’s historic commercial centers and residential neighborhoods as distinctive places for living and investing.

Goal 3 – City-wide Connections:

Connect the city’s historic core to its outlying suburban neighborhoods through transportation enhancements, parks, open space, trails, bikeways, programming, public facilities, and other initiatives.

Goal 4 – City Programs and Processes:

Use the city’s historic preservation, neighborhood services, and planning programs strategically to stimulate private investment in the revitalization of historic areas.

Goal 5 – Community Engagement:

Actively engage residents and visitors with information, interpretation, and programming that reinforces community identity and tells the city’s stories.

The Big Ideas Among These Draft Recommendations

The recommendations in this document are organized under the five areas of activity listed on the first page of this document. Context, details, and implementation suggestions for each of the recommendations will be further developed in the Draft Historic Preservation Plan.

For the benefit of the reader, the following are the “Big Ideas” in this document:

- To support ongoing surveys and the ability of surveyors to evaluate the significance of individual properties and districts, prepare a Historic Context for Jefferson City as a whole from its founding to the present. (A.4)
- Prepare residential historic preservation Design Guidelines for application in designated residential Local Historic Districts, to Local Landmarks, and in historic neighborhoods citywide. (A.7, A.11, A.21, B.17, D.6) These guidelines would be formulated for locally recognized historic properties and districts, but would help also to formulate design guidelines to be applied in Neighborhood Conservation Overlay Districts and historic commercial districts and provide general guidance to owners of historic properties.
- Enhance the Local Landmarks program with incentives that encourage property owners to join the program. (A.12)

- Reinforce the Historic Preservation Commission as the city’s official voice for the protection, enhancement, perpetuation, and use of historically significant properties and districts within Jefferson City. (A.13-A.23)
- Incorporate the Historic Preservation Plan’s vision and goals for community identity and Quality of Place (see page 2) as organizing concepts for the new Comprehensive Plan. (B.1 and following)
- Revise “Old Town” boundaries to reinforce historic neighborhoods, to clarify branding and identity that help to attract private and public investment. (B.1)
- Reinforce the character of historic neighborhoods with updated or new plans, such policies as zoning and overlay districts, and a variety of other programs. (B.1 and D.1-D.8)
- Reinforce the processes of plan examination, permit review, building inspection, and code compliance (and citizen education in all of these) to support revitalization of historic buildings and neighborhoods. (B.10-B.12, B.22-B.25)
- Establish a tiered structure of Neighborhood Conservation Overlay Districts with regulations and guidelines customized to the character of the neighborhood, neighborhood goals for the district’s protection, and level of significance and integrity of its historic buildings and streetscape. (B.14)
- Extend to other historic neighborhoods the recent ordinance established for South Side regulating and limiting the conversion of single-family homes to multi-family rental properties. (B.24)
- Develop a suite of programs focused on serving all of the city’s Historic Commercial Centers, from downtown Jefferson City to smaller areas that also contribute to neighborhood quality of life. (C.1-C.7)
- Engage broadly in heritage tourism, from expanding the city’s identity-supporting wayfinding and interpretation, through collaboration among stakeholders that benefit from engaging residents and visitors in storying-telling and the arts. (E.1-E.5)

A. JEFFERSON CITY’S HISTORIC PRESERVATION PROGRAM

Jefferson City has a mature historic preservation program that has focused on the survey and recognition of historic resources in different areas of the city’s historic core, known as Old Town. The program is managed by staff in the Neighborhood Services Division of the Department of Planning and Protective Services. The city’s historic preservation ordinance is included in the City Code, Chapter 8, Buildings and Building Regulations; Article IV, Preservation and Conservation.

Certified Local Government

Jefferson City was designated as a Certified Local Government in 2004 and is one of fifty-nine CLGs in Missouri. The Certified Local Government (CLG) program distributes federal grants for historic preservation projects to qualified communities through the National Park Service and in Missouri is managed by the Missouri State Historic Preservation Office.

Continued participation in the CLG program is at core of the city's historic preservation program and provides the city with an ongoing source of preservation project funding.

A.1 Continue to participate in the Certified Local Government program and compete for CLG grants. Use the program to strengthen the city's historic preservation program, cultivate best practices, and document historic resources.

- Prioritization in the use of CLG grants should be as follows:
 1. Preparation of Historic Residential **Design Guidelines** and Historic Commercial Design Guidelines for use by property owners and in design review for Local Historic Districts and Neighborhood Conservation Overlay Districts. [See Recommendations A.7, B.17, C.5, and D.6 below.]
 2. Preparation of a **citywide Historic Context** as outlined in Recommendation A.4 below.
 3. Continued **survey of historic neighborhoods in Old Town Jefferson City** as outlined in Recommendation A.5 below.
 4. Preparation of new **National Register** historic district nominations as outlined in Recommendation A.6 below.

Local Research

Jefferson City has a strong tradition of local historians who have researched city history, documented sites and organizations, and produced a range of publications accessible to the public. This tradition should be continued and encouraged.

A.2 Continue to encourage and support local historians in the research and documentation of historic sites, organizations, and individuals.

A.3 Collaborate with the Cole County Historical Society in research and documentation.

Historic Resource Surveys

Jefferson City has undertaken an impressive number of historic resource surveys with much of the funding provided through participation in the federal/state CLG program. Many of the city's core historic neighborhoods have been surveyed, and several areas have subsequently been designated as National Historic Districts.

The research associated with these surveys and National Register nominations provide the most in-depth overview of the city's history. (The local histories discussed above mostly document the stories of individual sites and organizations.) An overall history of the city's historical development, however, is lacking and makes it difficult to set the development of historic neighborhoods and resources in context.

A.4 As a short-term priority, prepare a Historic Context for Jefferson City as a whole from its founding to the present.

Much of the information for the city-wide context can be gleaned for existing survey reports and National Register nominations but needs to be filled out and drawn together. Information for the years between World War II and the present should include the sequence/dates of subdivisions as they occurred and the road and other public infrastructure that has been developed to support the city's significant expansion.

A.5 As a long-term program, continue to survey historic neighborhoods within Old Town using the CLG grant program.

- The survey of neighborhoods developed before 1940 in **West Jefferson City, East End, and Southside** that have not previously been surveyed should be completed.
- A thematic survey identifying surviving **pre-1870 resources** should be undertaken when appropriate.
- Surviving pre-1940 historic resources in **suburban areas** outside of Old Town should be surveyed when appropriate.
- Classic **1950s neighborhoods** should be identified.

This is a continuing, long term program and a best practice for maintaining up to date information to enable effective city planning. Implementation of a robust historic preservation program, however, does not require completion of survey work in any given area.

National Register Nominations

Jefferson City has a large number of individually listed properties on the National Register of Historic Places and has also completed listings for several important historic districts.

Continued preparation of National Register nominations for significant historic resources should be encouraged using the CLG grant program. While individual nominations should be encouraged, the city's focus for National Register listings should be on significant neighborhoods that retain integrity.

A.6 Continue to encourage the preparation of National Register nominations for individual sites and to prepare National Register historic district nominations for historic neighborhoods and areas.

- Coordinate and **prioritize** the use of CLG grant funding between the survey work discussed above and the preparation of National Register historic district nominations.
- Consider portions of **East End and Southside** for National Register historic district designation. (Some recommendations have been made in previous survey reports.)
- Consider the **Circle Avenue/Forest Hill Avenue** area of West Jefferson City for National Register historic district designation.

Local Historic Districts

Local historic districts are vital for encouraging owners to invest in their historic properties, by encouraging careful review of proposals for changes in the district (including new construction), thereby reducing the risk that development adverse to historic investment will

be permitted. It is unusual that the designation of Local Historic Districts has not been part of the city’s historic preservation program despite its authorization in the City Code (Ch8, Article IV). Because of the lack of local historic districts, the Historic Preservation Commission has not developed expertise in design review.

Designation of local historic districts should begin with the city’s most significant historic residential neighborhoods where threats have been experienced and where property owner support is likely. Over time, as experience is developed in the design review process, additional local historic districts can be developed.

The development of design guidelines for historic residential neighborhoods is strongly encouraged and would be essential for use in Local Historic Districts but would be applicable by property owners and designers in historic neighborhoods throughout the city.

A.7 Prepare residential historic preservation Design Guidelines for use in designated residential Local Historic Districts and in historic neighborhoods citywide.

- The design guidelines should outline the **appropriate treatment** of historic features and materials, design of additions to historic residences, and design of new infill within historic neighborhoods. [See Recommendation D.6 below.]
- The design guidelines would **assist property owners**, designers, and developers in making appropriate design decisions about needed changes to their properties in historic neighborhoods.
- The design guidelines would provide the basis for **design review** by the Historic Preservation Commission.
- The design guidelines would provide the basis for design review by the **city staff** in Neighborhood Conservation Overlay Districts.
- Preparation of the design guidelines could also be a priority project for the use of **CLG grant** funding.

Moreau Drive is an example of a historically significant neighborhood that is not under immediate threat but where Local Historic District designation would be an honor and would provide protection from inappropriate future change.

A.8 Designate the Moreau Drive Historic District as a Local Historic District in accordance with Section 8-44 of the City Code.

- Explore property **owner support** for such designation as protection from inappropriate future change.
- Use the **boundaries** created for the district’s National Register historic district nomination.

Capitol Avenue is an example of a historically significant residential neighborhood where an overlay district is an instrumental step in the neighborhood’s revitalization. Over time, as the neighborhood sees more investment, recovers from the significant damage it endured during the May 22, 2019, tornado, and learns about city historic preservation programs, it may be appropriate to designate it as a local historic district.

A.9 Long-term, consider designating the Capitol Avenue Historic District as a Local Historic District in accordance with Section 8-44 of the City Code.

- Designation will involve a **Zoning Ordinance change** superseding the district’s 2017 designation as an Established Neighborhood Conservation Overlay District.
- Use the **boundaries** created for the district’s National Register historic district nomination.

Local Historic Landmarks

Since 1993, Jefferson City has designated 108 Landmarks in accordance with processes outlined in the city’s Preservation and Conservation Ordinance (Chapter 8, Article IV of the City Code). The designations include historically significant public, institutional, private residential, and private commercial properties.

Most years since 1993, five properties have been designated annually. Landmark nominations for publicly owned properties are made to the Historic Preservation Commission by the city or other public owner. Landmark nominations for privately owned properties are made by the private owners. Upon review and approval, the Historic Preservation Commission forwards nominations to City Council for public hearing and designation by ordinance.

Designation as a Landmark is an honor memorializing a property’s historical significance and is publicized through issuance of a plaque and through public programming.

Landmark designation is a means through which property owners can help protect their historic properties from future inappropriate change, beyond the period of their ownership. Protection is afforded through design review by the Historic Preservation Commission that is triggered by applications for building permits. Design review helps assure that future change preserves a Landmark’s historic character, significance, and value.

The Historic Preservation Commission should continue to encourage the nomination and designation of Landmarks both as a publicly recognized honor and as a means of protection of significant properties.

A.10 Continue to encourage the designation of historically significant public and private properties as Landmarks in accordance with the city’s Preservation and Conservation Ordinance.

- Maintain a **list of potential future Landmarks**.
- Work with **public and private property owners** to encourage the nomination of Landmarks each year.
- **Actively publicize** Landmarks through the city’s website, social media, publications, and programs such as yearly tours.

A.11 Use the Design Guidelines suggested in Recommendations A.7, C.5, and D.6 for the review of proposed changes to designated Landmarks.

- City-wide **residential and commercial** design guidelines as discussed in other recommendations.
- Cultivate the Historic Preservation Commission’s design review **process** and capabilities.

A.12 Consider possible incentives for designation of private properties as Landmarks.

- Use Landmark designation as a **means of access** to potential incentives.
- Access to **design assistance** for maintenance issues and the design of needed change.
- Access to local **grants, loans**, and property **tax incentives**.

Historic Preservation Commission

The Historic Preservation Commission is the city’s official voice for the protection, enhancement, perpetuation, and use of historically significant properties within Jefferson City. Its powers and duties are outlined in Chapter 7, Article III of the City Code.

The Historic Preservation Commission should participate actively in city governance and be integral to city activities. It should be proactive in performing its duties through the leadership of its members with support from city staff. Staff support to the Historic Preservation Commission is provided by the Neighborhood Services Division of Planning and Protective Services.

In performing its duties, the Historic Preservation Commission should take active leadership in:

- Inventory, documentation, and designation of historic resources;
- Monitoring the overall condition of historic resources city-wide;
- Participating in and support of city and private sector programs for the revitalization of the city’s historic neighborhoods and commercial centers;
- Providing ongoing information, guidance, and advice to the Mayor, City Council, boards and commissions, and city departments;
- Reviewing applications for proposed demolition of historic buildings;
- Design review for designated Landmarks and Local Historic Districts; and
- Public outreach to promote historic preservation.

A.13 Uphold all powers and duties of the Historic Preservation Commission as the city’s advocate and voice for historic preservation.

- Reorient the Historic Preservation Commission to be an active entity **leading** the city’s historic preservation program.
- Organize Historic Preservation Commission **members** to take responsibility for various aspects of the commission’s program.
- Prepare a **yearly work plan** for projects to be undertaken.
- Prepare an **annual report** to the Mayor and City Council on historic preservation issues, accomplishments, and initiatives citywide.

Inventory, Documentation, and Designation

A.14 Continue to organize the survey and inventory of historic resources in Jefferson City.

- See discussion of **Historic Resource Surveys** above.

A.15 Continue to promote and organize the city’s nomination of qualified neighborhoods and areas as historic districts to the National Register of Historic Places. Encourage and support the nomination of individual private properties to the National Register.

- See discussion of **National Register Nominations** above.

A.16 Lead the proposal and organization of nominations for Local Historic Districts and Landmarks in the city.

- See the discussion of **Local Historic Districts and Landmarks** above.

Monitoring Historic Resources

A.17 Maintain an ongoing awareness of programs and activities that are being undertaken throughout the city that might negatively impact the preservation and integrity of historic neighborhood’s resources.

- Participate in, support, and monitor **revitalization initiatives**.

Revitalization Programs

A.18 Engage in the planning and implementation of revitalization programs in historic commercial centers and historic neighborhoods.

- See discussions of **revitalization programs** in other sections of this preservation plan.
- Work with **city departments** and boards and commissions on historic preservation aspects of revitalization plans.
- Attend meetings and **provide input** to groups and organizations active in commercial and neighborhood revitalization.

Information, Guidance, and Advice

A.19 Provide information, guidance, and advice to the Mayor, City Council, boards and commission, and city departments on issues related to historic preservation.

- Assign city support **staff to monitor** the activities of City Council and boards and commissions to red flag potential historic preservation issues for consideration by the Historic Preservation Commission. Maintain an ongoing **list of issues** including timeframes in which actions and recommendations must be provided.
- Assign Historic Preservation Commission members to be **liaisons** to City Council and other boards and commissions to monitor issues that may impact historic resources.
- Attend meetings, **provide information and guidance**, provide written reports with information and recommendations, and provide testimony as appropriate on issues related to historic preservation.

Demolition Review

A.20 Continue to review demolition proposals in accordance with Section 8-43 of the City Code.

- Provide **further public discussion** of the demolition review topic, ordinance, and process. The loss of historic resources since 1940 is the single largest issue in the decline of historic neighborhoods in Old Town and continues to be an issue.
- The Historic Preservation Plan will outline **principles and guidelines** for the consideration of demolition proposals. In general:
 - (a.) Historic properties should not be demolished if their removal would **adversely impact** the character and context of a historic neighborhood;
 - (b) The demolition of significant historic resources should only be permitted where the **public benefit** of the project being undertaken in replacement of the resource is substantial and of greater benefit than retention of the resource;
 - (c) If allowed, demolition should not take place until the proposed replacement project is **fully approved**, permitted, funded, and ready for construction.

Design Review

A.21 Undertake design review responsibilities for Local Historic Districts, Landmarks, and Conservation Overlay Districts as outlined in the *Historic Preservation Commission and Preservation and Conservation* articles of the City Code.

- Cultivate best practices in design review. Continue to undertake **training** offered by the State Historic Preservation Office to Historic Preservation Commissions that are Certified Local Governments on design review and the application of the Secretary of the Interior's Standards for Rehabilitation.
- Retain a professional **historic preservation consultant** on an as-needed basis to assist the Historic Preservation Commission in design review applications and other historic preservation issues.
- Prepare **design guidelines** for the treatment of residential properties as outlined in Recommendation A.7 above and for commercial properties as outlined in Recommendation C.5 below for use by property owners in the design of projects and by the Historic Preservation Commission in the review of applications.
- Undertake **design review** of building permit applications in Local Historic Districts and for designated Landmarks as outlined in Section 8-46, Procedure for Review, in Chapter 8, Article IV, Preservation and Conservation.
- Participate in the review of design review applications in **Neighborhood Conservation Overlay Districts** projects by providing information, comments, and recommendations to city planning staff for consideration in their review and approval process.

Public Engagement

The Historic Preservation Commission should participate in public outreach initiatives of other entities whose work affects historic preservation, revitalization, and historical interpretation within the city and should take primary responsibility for outreach related to the maintenance, treatment, and design of historic resources.

A.22 Participate in and support public outreach initiatives of Historic City of Jefferson, Downtown Jefferson City, the Cole County Historical Society, the Parks and Recreation Department, and local commercial and neighborhood entities.

- **Initiatives** may include interpretation, historic publications, website information, social media, events and other forms of public outreach.

A.23 Provide public information and resources on the appropriate maintenance and treatment of historic properties.

- Information and resources may be provided online through the Historic Preservation Commission **web page** through links to NPS and SHPO sites, posting of design guidelines, and other resource information.
- In collaboration with Historic Jefferson City, conduct periodic **public workshops** on the maintenance and treatment of historic properties.

Historic City of Jefferson

Historic City of Jefferson City (HCJ) is a private non-profit organization dedicated to the preservation and revitalization of historic buildings and neighborhoods in Jefferson City. HCJ was formed following the controversial demolition of the historic City Jail about 1981.

HCJ is the private sector voice for historic preservation within the city and plays an essential role in the city's preservation. HJC engages in collaborative efforts in preserving historic properties and neighborhoods.

A.24 Implement Historic City of Jefferson's 2017 Strategic Plan through leadership and engagement in historic preservation initiatives, processes, and issues.

- *Further develop this section in consultation with HJC leadership. The Historic Preservation Plan should incorporate the programs HCJ feels it is capable of implementing as part of the citywide plan. We need to emphasize HCJ's role as a private sector partner and non-city voice for historic preservation.*

Missouri State Historic Preservation Office

Jefferson City is fortunate in having the Missouri State Historic Preservation office located within the city, with many SHPO staff members living within the city's historic neighborhoods. The Historic Preservation Commission and other preservation entities should engage with the SHPO, take advantage of technical assistance available from that office, and seek to be a statewide model for best practices in historic preservation.

A.25 Maintain an ongoing relationship with the Missouri State Historic Preservation Office as a Certified Local Government. Take advantage of State Historic Preservation office training, technical assistance, programs, and support.

- **Actively support** State Historic Preservation Office programs and funding through engagement with federal and state legislators and others.
- Review the Missouri Comprehensive State Historic Preservation Plan and identify how Jefferson City can be a **model of best practices** in its implementation.

- **Participate** in and support State Historic Preservation Office programs such as workshops, training sessions, and conferences. Provide information and support to other Missouri communities as requested.
- Participate as an interested party in **Section 106** and other state and federal environmental review processes in Jefferson City managed by the State Historic Preservation Office. (CLGs are able to become involved in Section 106 and National Register nominations on a preferred basis.)

B. PLANNING AND DEVELOPMENT

Jefferson City's Department of Planning and Protective Services is instrumental in the city's planning and development. Its programs include community and long-range planning, building permits and inspections, neighborhood services and programs, and public health and safety. The department has 24 staff members, six of whom serve in the Planning Division and seven of whom serve in Neighborhood Services.

Outlined below are recommendations addressing historic preservation impacted by various programs and activities managed by the department.

Comprehensive Plan

The Planning Division is currently beginning work on updating the city's 1996 Comprehensive Plan. While the 1996 plan addressed several topics of concern regarding historic neighborhoods and resources, it did not include specific recommendations on historic preservation.

Work on this Historic Preservation Plan has incorporated issues and topics that are expected to be addressed in the new Comprehensive Plan. Final recommendations as outlined in draft here are expected to inform the new Comprehensive Plan's approach and concepts and it is furthermore anticipated that the Historic Preservation Plan will be adopted as the plan's preservation planning element.

B.1 Incorporate the Historic Preservation Plan's vision and goals for community identity and *Quality of Place* (see page 2) as organizing concepts for the new Comprehensive Plan.

- Clearly state that it is Jefferson City's **policy** that historic resources should be identified, preserved, appropriately treated, and incorporated into new planning and development initiatives.
- Use the **historic character of Old Town** and the city's **role as the Missouri State Capital** as the central elements of community identity. **Revise "Old Town" boundaries** to reinforce historic neighborhoods, to clarify branding and identity that support private and public investment; reinforce the character of historic neighborhoods with updated or new plans and policies such as zoning and overlay districts.
- Use ***Quality of Place*** as the organizing concept and strategy for long term growth and economic development citywide.

B.2 Focus on and emphasize the revitalization of historic commercial centers as outlined in the Historic Preservation Plan.

- Emphasize **historic commercial centers** as distinctive places that enhance quality of life in the city and are different from the city’s suburban commercial corridors.

B.3 Focus on and emphasize the revitalization of historic neighborhoods as outlined in the Historic Preservation Plan.

- Emphasize **historic neighborhoods** as places that can draw young professionals, young families, and older couples seeking walkable neighborhoods of great character.

B.4 Strengthen connections between Old Town and outlying suburban areas through transportation enhancements, signage, trails, parks, open space, and interpretation.

- Continue current and past initiatives tying the community into a **single whole**. Emphasize trail and open space connections.

B.5 Emphasize quality in the built environment – landscapes, streetscapes, public and private buildings, new development, and public infrastructure – in all topics addressed in the Comprehensive Plan.

- Use historic Jefferson City as an **inspiration** for new design.
- Design such that **future generations** 50 or 100 years hence will appreciate today’s construction and consider it worthy of preservation.

Planning Commission – Reviews and Processes

With support from the Planning Division staff, the city’s Planning and Zoning Commission reviews and renders approvals on new development and construction projects throughout the city. Incorporate historic preservation considerations and objectives into their approach and processes as core city policies. These recommendations apply to newly expanding suburban areas as well as to older portions of the city.

B.6 Cultivate Planning and Zoning Commission members to value and appreciate historic character and the role of historic resources in the community.

- Incorporate historic preservation **values and approaches** in planning and zoning documents. Provide information, training, and guidance to commission members on historic preservation.

B.7 Require the identification of historic building and landscape resources in the existing conditions analysis required for any new development project under review.

- Require the **identification and documentation** of historic resources in the same way that water, wetland, and other environmental resources must be identified.

B.8 Communicate the expectation that identified historic resources on a property will be incorporated into the new project and appropriately treated.

- Require developers to identify how they will **incorporate** historic resources into their projects in ways that preserve the resources and enhance the character of the development.

B.9 Where existing historic resources will be adversely impacted by a new development, require mitigation to reduce the adverse impact.

- Once a historic resource is diminished or lost, the impact is permanent – it is lost forever. **Mitigation measures**, though not ideal, can help alleviate the negative impact and can be applied onsite or offsite.

Building Permit Review

Building inspectors in the Building Regulations Division are experienced in addressing conditions in a wide variety of circumstances involving both new construction and older buildings. As the city focuses on revitalization of historic commercial areas and neighborhoods, it would be prudent to include building inspectors and plan examiners in implementation of revitalization and adaptive reuse strategies.

Many historic buildings are not able to fully comply with contemporary building code standards and require creative mitigation packages to make them safe while meeting preservation and adaptive reuse goals. (A model building code for historic buildings is available at <https://codes.iccsafe.org/content/IEBC2018/CHAPTER-12-HISTORIC-BUILDINGS>.)

B.10 Include building inspectors and building plan examiners in the development and implementation of revitalization strategies.

- Focus efforts on rehabilitation and adaptive reuse of historic buildings from a **code compliance** perspective.

B.11 Provide information, guidance, and training to building inspectors and plan examiners on the historic preservation concepts as outlined in the Secretary of the Interior’s Standards for Rehabilitation.

- Provide inspectors and examiners with the **information necessary** to understand and facilitate code compliance issues in older buildings.
- **Assure consistency** between and among building inspectors and plan examiners.
- Train inspectors and examiners in appropriate **mitigation techniques** so they are able to develop and approve mitigation packages that promote safety while accommodating preservation goals.
- Conduct information and training sessions in collaboration with the **State Historic Preservation Office**.

B.12 Establish an early intervention team that can work with property owners and their architects to resolve code compliance issues at the conceptual design phase of a project’s implementation.

- Include building inspectors, plan examiners, fire marshal, planners, and other city staff as appropriate.

B.13 Develop a citizens’ education piece on permitting, inspection, mitigation, and code compliance for historic buildings to include in the city’s series of bulletins that acquaint residents with city requirements.

Neighborhood Planning

Jefferson City has undertaken a number of neighborhood planning initiatives over the years, several of which have seen only limited implementation. The 2017 *Historic Southside / Old Munichburg District & Neighborhood Plan* is an example of a well-conceived plan that is providing the basis for several important implementation initiatives. Additional detailed planning will be necessary as practical steps are taken in areas of specific focus identified in the plan.

A similar plan should be undertaken for East Side, building upon or replacing the 2006 Central East Side Neighborhood Plan. A plan could also be undertaken for West Jefferson City.

During comprehensive planning, establish a rationale and process for revising the delineation of Old Town boundaries that will help to brand and identify the city's historic neighborhoods, both commercial and residential, in order to attract and support private and public investment.

B.14 As an implementation step of the new Comprehensive Plan, prepare an updated neighborhood plan for East Side and a plan for West Jefferson City.

- Consider using the Historic Southside plan as a **model**. (Also look at neighborhood plans prepared for Topeka, KS.)
- Where possible, take **early implementation actions** that are likely to support a larger overall plan.
- Use the plans to identify **target areas** for strategic investment in public infrastructure and support for private investment (such as the Neighborhood Services programs) that are likely to encourage additional private sector investment.
- Include identified **Historic Commercial Centers** as target areas within the plans.

Neighborhood Conservation Overlay Districts

Sections 35-33 and 35-34 of the Zoning Code address Neighborhood Conservation Overlay Districts, which are intended to help ensure that new construction and renovations to existing structures are compatible with the architectural character of the neighborhood district. Reviews are to be undertaken by planning staff (the Director of Planning and Protective Services) in accordance with regulations and guidelines customized to the district.

Discussion of Local Historic Districts and conservation districts in Section 8-40 of the City Code suggests that a tiered hierarchy of districts be created such that the highest level of criteria and evaluation be given to Local Historic Districts with lower levels of criteria and evaluation applied to conservation districts. All of these would help to implement policies that generally protect the character of Old Town, whose boundaries this plan recommends should be adjusted during comprehensive planning to reflect the historic core of the city (encompassing both neighborhoods and commercial districts). The varied levels of criteria would be based on the nature and detail of the regulations and guidelines created for each district within Old Town. This idea should be implemented with an eye toward administrative economy, that is, keeping variations to a minimum to reduce the potential for staff and public confusion as the number of Neighborhood Conservation Overlay Districts grows.

At present, there are two established Neighborhood Conservation Overlay Districts, the Lower Jefferson Conservation District and the Capitol Avenue Neighborhood Conservation Overlay District, each of which has a set of standards/guidelines.

Application for new Neighborhood Conservation Districts may be designated by (a) property owners or neighborhood organizations with the approval of the owners of 50% of the district's land area, (b) City Council with the approval of the owners of 25% of the land area, or (c) City Council upon a resolution of the Planning and Zoning Commission in conjunction with a Neighborhood Redevelopment Plan.

B.15 Establish a tiered structure of Neighborhood Conservation Overlay Districts with regulations and guidelines customized to the character of the neighborhood, neighborhood goals for the district's protection, and level of significance and integrity of its historic buildings and streetscape.

- **Local Historic Districts:** the highest level of district, as discussed in Section A above.
- **Level 1 Conservation Overlay Districts:** a high level of guidelines and evaluation. Commercial Centers, including Downtown Jefferson City, are recommended to be Level 1 Districts as discussed in Section C, below. Specific residential neighborhoods of high quality may also be designated as Level 1 Districts. *[TBD: Further describe standards for Level 1 Districts.]*
- **Level 2 Conservation Overlay Districts:** a medium level of guidelines and evaluation. Specific portions of the city's historic neighborhoods may be designated as Level 2 Districts. *[TBD: Further describe standards for Level 2 Districts.]*
- **Level 3 Conservation Overlay Districts:** a lower level of guidelines and evaluation. It is recommended that the entirety of East Side, West Jefferson City, and Southside within Old Town should be Level 3 Districts if possible. *[TBD: Further describe standards for Level 3 Districts. Potentially, this "Level 3" idea would be applied across an entire zone established for Old Town in the base zoning requirements, eliminating the need for specific subareas to be designated as overlay districts, thereby reducing the administrative burden by addressing fewer specialized districts. This may need to be accomplished through updating area plans, especially the one for the East Side, in order to address such issues as multifamily requirements, where thoughtful downzoning accomplished through engaging residents in neighborhood planning might be needed. See Recommendation B.19]*

B.16 Create customized regulations and guidelines for each Conservation Overlay District as required by the City Code to be included in the designation ordinance for the district.

- The regulations and guidelines to be included in the designation ordinance should be **customized** to the character of the overlay district, goals of the overlay district, and level of the district in the tiered structure as described above.
- The regulations and guidelines should encourage the **preservation and appropriate treatment** of character-defining buildings and features within the neighborhood to the degree appropriate to the level of district.
- Use supporting **citywide Historic Residential Design Guidelines and Historic Commercial Design Guidelines** to provide context and support to the specific

regulations and guidelines crafted for each district and to inform the project review process.

- [See Recommendations A.7 and D.6 with respect to **Historic Residential Design Guidelines** and Recommendation C.5 with respect to **Historic Commercial Design Guidelines**.]

B.17 Develop experience in design review for Neighborhood Conservation Overlay Districts using the regulations and guidelines included in designation ordinances in combination with the Historic Residential Design Guidelines and Historic Commercial Design Guidelines

- Design review for overlay districts is undertaken by **planning staff** on behalf of the Planning Director. Staff must demonstrate the capability of applying historic preservation principles and standards to proposed projects, balancing the needs of applicant property owners with the characteristics of the historic resource and intent of the overlay district.
- The **Historic Preservation Commission** should review project applications and provide information, comments, and recommendations for consideration of planning staff in the review and determination. [See Recommendation A.21 above.]

Zoning Code Recommendations [for further discussion]

This topic for further discussion with city planning staff and stakeholders. Specifically:

B.18 Zoning districts C-2 and RA-2 within which several historic neighborhoods are located do not appear to support neighborhood revitalization. The 1996 Comprehensive Plan and other studies appear to have suggested downzoning of these areas, but that does not appear to have occurred.

B.19 Residential conversions – discourage in historic neighborhoods and encourage restoration to single-family residences when possible. This idea has been recently implemented and we need to determine what any further need might be for this to be expressed in the Historic Preservation Plan.

Neighborhood Services Programs

Jefferson City has a robust Neighborhood Services program that has provided funding and incentives for neighborhood and commercial revitalization over the past decade. The Neighborhood Services program promotes sustainable neighborhoods through grants and initiatives as well as through enforcement of housing codes and property maintenance codes.

A portion of the city’s Neighborhood Services programs is funded through federal Community Development Block Grant (CDBG) funding directly from the U.S. Department of Housing and Urban Development (HUD) and indirectly through the Missouri Department of Economic Development. CDBG funded programs include:

- **Down Payment Assistance** – available to low-to-moderate income first-time home buyers as a \$5000 no-interest loan. Properties may be located anywhere within the city.

- **Minor Home Repair Program** – available to low-to-moderate income homeowners to address emergency repairs, health and safety issues, energy efficiency, and accessibility as a \$5,000 grant. Properties may be located anywhere within the city.
- **Infrastructure Improvement Program** – including infrastructure projects such as sidewalks, curbs, water, sewer, or roads in low-to-moderate income neighborhoods.
- **Demolition Program** – available to remove deteriorated homes that pose a threat to public health and safety.

City funded programs were established under the city’s Neighborhood Reinvestment Act and are outlined in Article V, Neighborhood Redevelopment, of Chapter 25 of the City Code. The programs are intended to provide incentives for home ownership and the revitalization of neighborhoods and commercial areas within the Old Town portion of Jefferson City. Funding of programs is subject to annual appropriation by City Council. \$88,722 was committed to the program in 2018. The Neighborhood Reinvestment Act programs include:

- **Residential Tax Reimbursement** – to encourage owner occupation of homes which have been vacant for a year or more through reimbursement of up to \$2,000 in taxes on purchased home for up to a maximum of five years. \$13,800 was committed to the program serving 15 properties in 2018.
- **Down Payment Incentive** – to encourage owner occupation of homes which have been vacant for a year or more through a grant of up to \$5,000 to apply to a down payment for purchase of a house. Approximately \$40,000 was committed to the program serving 11 properties in 2018.
- **Commercial Facade Improvement Program** – to encourage the improvement of commercial facades within Old Town through a tax reimbursement of up to \$3,000 per year for a maximum of three years. Improvement applications are reviewed by a facade committee. An additional two years of reimbursement is available if upper floor facades are improved and in use. \$17,880 was committed to the program serving six completed projects in 2018.
- **Rental Facade Improvement Program** – to encourage landlords to improve the exterior condition and appearance of their rental properties by reimbursing the cost of improvement up to 50% per unit with a maximum of \$10,000. Single-family and duplex properties constructed before 1959 are eligible for the program, and improvements must be in compliance with guidelines established by the Historic Preservation Commission. \$18,099 was committed to the program serving three completed projects in 2018.
- **Adaptive Reuse Incentive** – to encourage the rehabilitation and adaptive reuse of properties in accordance with adopted neighborhood plans through a \$2,000 tax reimbursement for up to two years. \$18,099 was committed to the program serving three completed projects in 2018.

Finally, the Neighborhood Services Division has a single staff person dedicated to managing the CDBG and Neighborhood Reinvestment Act incentive program, reviewing applications, monitoring compliance, and processing incentive funding. Neither the Planning Division nor the Neighborhood Services Division have staff capacity to assist in the actual revitalization programs and processes that the planning work and incentives are intended to facilitate.

It is strongly recommended that an additional staff person be assigned to the Neighborhood Services Division to help organize and facilitate the revitalization programs outlined in Sections C and D of these draft recommendations. The staff person would also support the Historic Preservation Commission in its expanded role as outlined in Section A above.

B.20 Continue to provide CDBG and Neighborhood Reinvestment Act funding incentives for the rehabilitation of historic commercial and residential neighborhoods in Jefferson City. Revise incentive programs as deemed most effective in meeting revitalization goals.

- Apply Commercial Facade Improvement incentives and CDBG Infrastructure Improvements to targeted **Historic Commercial Centers** as outlined in Section C below. Prioritize specific commercial centers that are under active revitalization and investment.
- Apply residential home owner and rental incentives to **targeted areas within historic neighborhoods** where home ownership and building improvements have the potential to help revitalize specific strategically selected areas. Group investments within the same area for maximum impact and combine with other revitalization initiatives if possible.
- Consider prioritizing home owner and rental incentives in neighborhoods willing to be designated as **Neighborhood Conservation Overlay Districts** where home owners and neighborhood associations are active in community revitalization.
- Limit the use of demolition as a blight mediation tool; prioritize the use of funding to **stabilize vulnerable buildings** before conditions deteriorate to the degree that demolition should be considered.
- Have proposed building and facade improvements reviewed by the **Historic Preservation Commission**.
- Use the Secretary of the Interior’s **Standards for Rehabilitation** and the **Historic Commercial Design Guidelines** and **Historic Residential Design Guidelines** recommended in this preservation plan in evaluating proposed building and facade improvements.

Possible modifications to the existing programs for discussion by planning staff and stakeholders:

- *Incentive program for conversion of **multi-family residences back to single-family residences**.*
- *Modify the Rental Facade Improvement Program to a **tax reimbursement** similar to the Commercial Facade Improvement Program rather than a direct grant.*
- ***Low-interest loan program** for the rehabilitation of residences for qualified homeowners in targeted areas.*
- ***Homeowner facade improvement program** for qualified homeowners in targeted areas.*
- ***Maintenance / home repair grants and loans** for qualified homeowners in targeted areas.*
- ***353 Land Bank** for the public acquisition of tax delinquent properties and re-introduction of the properties back into the private sector for revitalization.*

B.21 Assign an additional staff person to the Neighborhood Services Division to help organize and facilitate the revitalization programs outlined in Sections C and D of these draft recommendations and to support the Historic Preservation Commission and historic preservation initiatives in Jefferson City.

Property Maintenance /Code Enforcement

Property/Code Inspectors within the Neighborhood Services Division undertake enforcement of housing and property maintenance codes across the city to help ensure that properties are in safe condition and do not contribute to the deterioration of neighborhoods. Property maintenance is particularly important in Jefferson City’s historic neighborhoods where revitalization programs are targeted.

Early detection and the remediation of deteriorated conditions are essential to address demolition by neglect and the consequent need to remove buildings in historic neighborhoods once conditions have deteriorated beyond the possibility of repair.

B.22 Emphasize the role of Property/Code Inspectors in early detection of deteriorating conditions leading to demolition by neglect and addressing issues in accordance with existing code enforcement processes.

B.23 Revise the Dangerous Building Regulations to include the city’s identification of and process for addressing demolition by neglect issues.

- Revise the Dangerous Buildings Regulations to orient the code to **identify and prevent conditions** before they cause buildings to become dangerous. *OR SHOULD THIS BE ACCOMPLISHED IN THE PROPERTY MAINTENANCE SECTION?*
- Add a provision under Section 8-81 **defining demolition by neglect** conditions that may threaten the physical and/or structural integrity of a building.
- Begin with a **non-threatening letter** and phone call to the property owner noting a vulnerable condition and requesting that it be addressed. If not addressed, move toward official citations.
- Establish a process permitting the city to make **emergency stabilization repairs** to prevent deterioration and recouping costs through a lien on the property, inability to obtain permits, foreclosure, and/or sale of property.
- *Need to discuss this recommendation with staff and stakeholders to coordinate with existing code enforcement processes under the Property Maintenance Code and Dangerous Building Regulations.*

B.24 Further strengthen the Landlord Registration provision of Chapter 8 of the City Code.

- Require a **yearly fee** for the registration of rental properties, particularly within Old Town where the poor maintenance of rental properties has been a significant public issue.
- Enact a **rental inspection program** in which rental properties are inspected every three years by Property/Code Inspectors. Use the registration fees to support the inspection program.

B.25 Adopt provisions of Missouri’s Abandoned Housing Act to enable transfer of vacant, neglected, tax-delinquent properties to non-profit organizations or community development corporations for rehabilitation.

- Use the Abandoned Housing Act to return neglected properties to **private ownership** under conditions established by the city.

B.26 Adopt an ordinance regulating and limiting the conversion of single-family homes in historic neighborhoods to multi-family rental properties.

- Also include provisions regarding conversions in **Neighborhood Conservation Overlay District** ordinances.

C. IMPROVING HISTORIC COMMERCIAL CENTERS

Implement a vigorous, coordinated program of revitalization of historic commercial centers in Jefferson City as a central element of community identity. Market their distinctive historic character and neighborhood businesses to residents and visitors citywide. Build on the revitalization efforts already achieved Downtown, on East Side, at Old Munichburg, and at the Power House. Addressing the needs of commercial centers requires a combination of economic development approaches and sensitivity to the needs of historic buildings in order to achieve the best combinations of businesses and buildings.

Main Street Approach

C.1 Strengthen use of the Main Street approach of Organization, Promotion, Design, and Economic Restructuring in the revitalization of each historic commercial center.

- Create a **partnership** among Downtown Jefferson City, East Side Business Association, Old Munichburg Association, and representatives of other Historic Commercial Centers to implement a coordinated Main Street program.
- Create an organized **business group** (formal or informal) for each Historic Commercial Center to participate in the partnership.
- Collaborate closely with the **Jefferson City Area Chamber of Commerce** and **Jefferson City Convention and Visitors Bureau**. Seek their ongoing participation, guidance, and support.
- Ask the **Missouri Main Street Connection** (MMSC) to provide training, guidance and support for implementation of a Main Street program that can qualify as an Accredited National Main Street Program. Seek grant support from MMSC in taking the next steps.

C.2 Hire a full-time staff person to focus on implementation of the Main Street Approach in Jefferson City’s Historic Commercial Centers.

- House the **staff person** in Downtown Jefferson City in service not only to Downtown but to all of the Historic Commercial Centers. Have a joint partnership management agreement.
- Seek an annual commitment for **funding** of the staff position and related programming from (a) local businesses within the Historic Commercial Centers, (b) local banks as part of their community outreach, and (c) City Council.

C.3 Focus on support and promotion of existing businesses.

- Under MMSC guidance, develop a **marketing and promotion** program for the Historic Commercial Centers and the businesses within them using social media, publications, and other vehicles.
- Reinforce existing and/or establish new **branding and identity** for each of the Historic Commercial Centers as well as for the partnership as a whole.
- Create, promote, and implement a calendar of **events** for the Historic Commercial Centers.

C.4 Create a targeted program based on Main Street’s approach for “economic restructuring” in collaboration with Downtown Jefferson City, the Chamber of Commerce, the Eastside Business Association, the Old Munichburg Association, and others who can help to attract new businesses to vacant retail spaces and retain existing businesses.

Rehabilitation and Design

Continue to work on attractive public improvements and the rehabilitation of historic buildings within the Historic Commercial Centers. Build on past initiatives Downtown, along Capitol Avenue, within Old Munichburg, and elsewhere.

C.5 Establish a multiple-site Level 1 Neighborhood Conservation Overlay District encompassing all of the Historic Commercial Centers.

- Collaborate with **local entrepreneurs** on target properties for rehabilitation within Historic Commercial Centers.
- Establish a high level of **design review** for rehabilitation projects and new construction by city staff under a single set of regulations and guidelines appropriate to commercial areas. [See Recommendation B.17 above.]
- Develop **Historic Commercial Design Guidelines** to illustrate and support the overlay district ordinance’s regulations and guidelines for use by property owners and architects in project design and by city staff in design review. [See Recommendations A.7 and B.17 above.]

C.6 Establish a multiple-site Community Improvement District (CID) encompassing all of the Historic Commercial Centers.

- Use **Downtown Jefferson City** as the designated non-profit organization implementing the CID on behalf of the Historic Commercial Centers.
- Allow the **Old Munichburg Association** to maintain its own current CID should it desire. Allow other centers to maintain their own as well should they have capacity. (However, the reason to promote one CID for all – or most all – is to enable inclusion of smaller Historic Commercial Centers that do not have such capacity on their own.)
- Undertake streetscape improvement **projects and services** using the CID. Install entrance signage, banners, and streetscape infrastructure that support branding and identity.

C.7 Develop a package of existing and new incentives focused on the Historic Commercial Centers.

- Provide **design assistance** for small businesses in planning for future changes to their properties.
- Use the **early intervention team** of building inspectors to provide guidance to commercial property owners in resolving code issues during rehabilitation projects. [See Recommendation B.12 above.]
- Focus the **Commercial Facade Improvement Program** in the Historic Commercial Centers.
- Use CDBG **Infrastructure Improvement program** to help fund streetscape improvements in Historic Commercial Centers within low-to-moderate income neighborhoods.
- Use the **CLG technical assistance** program to provide guidance to business owners in use of the state **Historic Preservation Tax Credit Program** (and federal tax credit where projects are large enough). The program is managed by the Missouri Department of Economic Development with State Historic Preservation Office support.
- Consider establishing **National Register historic districts** encompassing Historic Commercial Centers not already within one to facilitate use of state and federal tax credits.

Jefferson City's Historic Commercial Centers

Below is a list of Historic Commercial Centers that have been identified by city staff, stakeholders, and the planning team to be included in the recommendations above. Several have undertaken significant infrastructure improvements, rehabilitation projects, and programming initiatives. In the Draft Preservation Plan, the planning team will provide a one-page overview of each, outlining its character and opportunities (plan on a page).

- Downtown Jefferson City
- High & Lafayette Streets
- East Side – High & Ash Streets
- Clark Street near Lincoln University
- Old Munichburg
- The Power House in Millbottom
- West Jefferson City – Main & Bolivar Streets
- West Jefferson City – McCarty & Bolivar Streets
- Main Street & Dix Road

D. STRENGTHENING HISTORIC NEIGHBORHOODS

Jefferson City has been working to strengthen historic neighborhoods throughout Old Town as an element of public policy for years, particularly since City Council's adoption of the Neighborhood Reinvestment Act in 2007. Initiatives such as establishment of the Capitol Avenue Neighborhood Conservation Overlay District and Historic Southside/Old Munichburg

District & Neighborhood Plan have given new impetus to the city’s neighborhood revitalization program.

Revitalization of the city’s historic neighborhoods is central to the concept of *Quality of Place* espoused through this Historic Preservation Plan and the city’s new Comprehensive Plan. The primary goal is to make magnets of historic neighborhoods for young professionals, young families, older singles and couples, and other demographics that value historic neighborhood character.

Key objectives are the prevention of building loss through demolition or demolition by neglect, increasing home ownership, activation of neighborhood involvement, and attracting private investment.

Neighborhood Revitalization

D.1 Continue the Neighborhood Service Division’s CDBG and Neighborhood Investment Act programs as a foundation of the city’s neighborhood revitalization program.

- **Adapt** program elements in response to effectiveness and need. [See Recommendation B.20 above.]
- Work for **increased funding** for program elements that are proving particularly effective or are in need in target areas.
- **Target** specific neighborhood areas that show promise for the **combined application** of program elements to maximize impact and show on-the-ground results that begin to influence adjacent areas.
- Focus on **Capitol Avenue** and **specific areas of Southside** as high priority target areas over the short term. Expand to **specific areas of East Side** as resources allow.

D.2 Cultivate the establishment and effectiveness of local Neighborhood Associations as a vehicle for sparking engagement by local residents.

- Use Neighborhood Associations and local engagement as a means of implementing **grassroots revitalization initiatives** and **determining local priorities**.
- Devote staff time to providing **organizational support** and empowerment of Neighborhood Associations. [See Recommendation B.20 above.]
- **Target programmatic resources** to neighborhood areas where residents are engaged and demonstrate capacity to get things done.
- Identify a range of possible programs and ideas that Neighborhood Associations can use to **encourage participation** and engagement, such as clean-up events; maintenance assistance for seniors, etc.; recognition program for home owners who take exceptional care of their properties; research and writing of neighborhood and property histories; or neighborhood picnics, etc.

D.3 Continue city collaboration with the Housing Authority of Jefferson City and non-profit housing organizations in the coordinated revitalization of challenged historic neighborhoods.

- Continue implementation of the Housing Authority’s **2016 Blight Plan**. Continue to focus on target neighborhoods and areas of neighborhoods where impact can be greatest.

- To the maximum extent possible, **minimize the demolition** of historic houses in historic neighborhoods. Focus efforts on intervention and the rehabilitation of historic housing before conditions deteriorate to the extent that demolition needs be considered.
- If awarded, use the National Park Service’s **Rural Grant Fund** to retain qualified architects and engineers to assess and organize stabilization of threatened buildings within historic neighborhoods prior to transfer to the private sector.
- Work with and support **non-profit housing organizations** in the rehabilitation of historic homes and construction of new homes as infill in historic neighborhoods. Use siting, orientation, house plans, building forms, and materials that are consistent with the **character of the historic neighborhood**.

D.4 Continue neighborhood planning through the Planning Division following up on the Comprehensive Plan as a means for identifying and prioritizing action. [See Recommendation B.12 above.]

- **Identify neighborhoods** that have coherent character and a sense of common identity citywide. Give them names as recognized by local residents.
- Use **large scale neighborhood plans** such as the Historic Southside Plan to assess conditions, provide vision, and identify priorities.
- Use **detailed plans** of specific priority areas for implementation. As noted above, select target areas where physical infrastructure improvements, programs, and incentives will make a difference and encourage positive change in adjacent areas.
- In neighborhood planning, identify areas appropriate for establishment of **Neighborhood Conservation Overlay Districts**, as discussed further below.
- Support the recently established **Southside Community Development Corporation** as a model for the revitalization and implementation of projects in other historic neighborhoods such as East Side.

Strengthening Neighborhood Character

Neighborhood Conservation Overlay Districts are a means of encouraging the preservation and appropriate treatment of historic homes in neighborhoods and requiring context sensitive design for new infill construction. Neighborhood Conservation Overlay Districts can be established with flexible regulations and guidelines customized to community goals, the character of the neighborhood, and the interest and support of property owners.

D.5 Encourage the establishment of Neighborhood Conservation Overlay Districts in historic neighborhoods throughout Old Town as a means of preserving and enhancing neighborhood character.

- Set minimum standards and guidelines that encourage neighborhood revitalization throughout Old Town and preserve **character-defining building features and materials** visible from the public street.
- Use Conservation Overlay District regulations and guidelines to help prevent **building loss** through demolition or demolition by neglect and to require **context sensitive design** for new infill construction.

- Identify specific **smaller neighborhood areas** where there is owner interest and support for Level 1 or Level 2 Conservation Overlay Districts.
- In neighborhoods of high historic integrity where there is strong property owner support, encourage the establishment of **Local Historic Districts**, under which proposed construction changes are reviewed by the Historic Preservation Commission. [See Recommendations A.8 and A.9.]

D.6 Develop Historic Neighborhood Design Guidelines to illustrate the appropriate treatment of historic residences that will be useful and informative to the owners of historic homes throughout the city.

- The design guidelines should **supplement and be more detailed** than the regulations and guidelines created for the various levels of neighborhood Conservation Overlay District.
- With respect to the overlay districts, the design guidelines should be **useful to property owners** and architects in project design as well as to city staff in design review. [See Recommendations A.9 and B.17 above.]
- Provide **information to home owners** on the appropriate treatment of historic residences through the Historic Preservation Commission’s web site and public workshops. [See Recommendation A.23.]

Reversing Neighborhood Blight

Property maintenance and code enforcement are critical in helping to reverse neighborhood blight and are discussed in Section B of these Draft Recommendations. Two key goals are (1) the early detection and remediation of deteriorating conditions that lead to demolition by neglect and (2) the general improvement of property maintenance, especially with respect to rental properties. [See Recommendations B.22 through B.26 in the Property Maintenance/Code Enforcement portion of Section B.]

D.7 Organize Neighborhood Associations and property owners in general to be grassroots advocates before City Council supporting code enforcement within historic neighborhoods, especially with respect to rental properties.

D.8 Consider incentives to encourage the re-conversion of historic residences from multi-family back to single-family homes.

E. WELCOMING VISITORS AND STORYTELLING

Jefferson City is Missouri’s Capital City and has the opportunity to welcome visitors from across the state while also representing Missouri to visitors from across the nation. As host to state legislators and home to state employees, Jefferson City can demonstrate the virtues of community, good governance, and quality of place.

Among the roles of the Historic Preservation Commission in its enabling legislation is: “to protect and enhance the city’s attraction to tourists and visitors and the support and stimulus to business and industry thereby provided; to strengthen economy.”

E.1 Collaborate in the citywide program of heritage tourism – welcoming visitors to Missouri’s Capital City.

- Make the ideas of Welcoming Visitors and the city’s role as the home of state government **central concepts** of the new Comprehensive Plan and rationale for emphasis of *Quality of Place*.
- Involve and include all **community organizations** in the concept and program.

E.2 Continue phased implementation of a citywide wayfinding and signage system using existing graphic identity.

- Make it **easier** for visitors to find their way around.
- Extend the wayfinding system **citywide** so it is a useful amenity for residents as well as visitors, building awareness of pride of place.
- Include **gateway and entrance signage** to distinctive historic neighborhoods and Historic Commercial centers.

E.3 Expand the system of outdoor community interpretation using wayside exhibits and public art.

- Under the Park and Recreation Department, **build on existing interpretation** at trail heads and in parks to implement a citywide installation of community interpretation.
- Develop a citywide **interpretive plan** and system of **wayside exhibit carriers** appropriate to different locations throughout the city.
- Consider the system of community interpretation an enhancement that can be presented and **marketed** to visitors.
- Use the city’s primary attractions (State Capitol, Governor’s Mansion, Lohman’s Landing, Cole County Historical Society, Missouri State Prison, others) as **anchor sites** linked to the community interpretation.
- Use **trails to connect Old Town and its historic neighborhoods to the outlying suburbs**; use interpretation along trails to tell the city’s stories.
- Encourage **Historic Commercial Centers** and **historic neighborhoods** to participate in the interpretive program by telling their own stories.
- Use **public art** as an interpretive medium to tell stories while enhancing public and private spaces.
- Collaborate with the **Jefferson City Conference and Visitors Bureau** on presentation and marketing.

E.4 Continue to use community events as a way to attract and engage visitors as well as residents.

- [See recommendations for the **Main Street** and Historic Commercial Center programs above.]

E.5 Continue to develop publications and web site content on Jefferson City history.

- Continue to produce and market **publications** for sale.

DRAFT RECOMMENDATIONS
JUNE 18, 2019 – DRAFT FOR REVIEW

- Post historical content **online** and link the content to onsite community interpretation, tours, and trails.