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Jefferson Village Downtown District Plan

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Center for Planning Research and Practice

**Jefferson Village
Downtown District
Plan**

**Phase 1 Activities
Report:
Existing Conditions**

1.0 Study Background

Jefferson Village is an incorporated municipality in Northeastern Ohio, with a population in 2000 of about 4000 residents. Originally founded in 1803 and incorporated in 1836, the Village has been the county seat for Ashtabula County since 1807. The Village is centrally located in Ashtabula County, 10 miles south of Lake Erie, and 10 miles west of the Pennsylvania border. Interstate highway 90 runs parallel to the lake shore, about 6 miles north of the village; and State Route 11 is a major north-south connector located about 2 miles east of the village. The primary employment locations in the Village are the downtown County administration and the independent professional offices that serve county-related needs, and a light industrial park to the southeast of downtown. The County fairground is also located within the village limits.

While residential, commercial and retail growth have occurred over the years, the village still retains much of its original Western Reserve town character. Over 25% of the buildings in the downtown district have historic merit, and both Chestnut and Jefferson Streets are lined with older brick commercial buildings, as well as large, well-kept residences of Western Reserve, Georgian and Victorian architectural styles. Village administration is still based in the original Town Hall, and residents take much pride in the small town charm of the community.

In 2006, new commercial development was proposed for Chestnut Street that would have required removal of a residence of historic character, replacing it with a new, generic commercial structure and a typical street-frontage parking lot. Residents were concerned, and public discourse in the local newspaper and at Town Hall led to withdrawal of the proposal. Village leadership felt that it was time to explore the historic character and economic future of the downtown district, and establish policy that could guide future decision making for the downtown.

2.0 Study Goals and Process

In November of 2006, the Village contracted with the Center for Planning Research and Practice at the Levin College of Urban Affairs at Cleveland State University to assist with the development of a focused downtown business district plan.

The overall purpose of the proposed Business District Plan is to establish focused policies and recommendations that will inform future decision making about:

- 1) appropriate land uses within the district
- 2) zoning districts and uses
- 3) implementation of a historic district if appropriate

Rather than expending much greater time and funding to pursue a full-blown Village Comprehensive Plan, the Village Council and Planning Commission have elected to conduct a focused study that will examine the specific interaction of historic resource value and commercially-oriented economic growth in the downtown district. The overall

goal of the study is to arrive at a plan for zoning and decision making in the downtown district that will allow continued prosperity and economic growth for the village, while protecting its quality of life and unique historic character.

The planning area of the project coincides with the Jefferson Village Business District, comprising 7 blocks of Chestnut Street and 2 blocks of East Jefferson Street, measured 175 feet on either side of the street centerline; plus the western end of Jefferson Street to the west border of the village, which contains many potential historic resources.

3.0 Phase I Project Objectives: Startup and Existing Conditions Analysis

After an initial meeting with Village staff, planning team members were asked to:

- prepare maps of the district;
- evaluate all buildings within the district for historic merit, classifying them as high, medium, and low priority for historic preservation
- evaluate the existing retail uses within the district, in the light of their surrounding market competition, and identify gaps and opportunities for new retail development
- document the existing demographic, daytime worker and office space characteristics of the village

This report summarizes the results of Phase I. The report contains sections summarizing the demographic characteristics of the study; maps and tasks associated with their creation (results found in Appendix A); the market analysis for commercial and office establishments in the study area (specific results found in Appendix B); and the historic resources inventory of buildings in the study area (detailed results in Appendix C).

4.0 Current Demographic Conditions

4.1. Methodology

Appendix A. also includes a listing of “works completed” to develop the demographic and mapping tasks. The methodology included retrieval, manual entering, and processing of data from Smolen Engineering, the Ashtabula County Auditor, and a windshield survey of the study area noting land uses and parking lot locations. These data were used to create a total of four land use related maps.

4.2 Demographic Status

Tables A.1 through A.5 in Appendix A present the 1990 and 2000 demographic and household data identified for Jefferson Village. (These figures are for block groups. Note that some of the block groups extend beyond the village borders. Therefore, it would be

most accurate to say that these are the demographics for the block groups that contain Jefferson Village, rather than the Jefferson Village demographics.)

Tables A.1 and A.3 present total population by block group, by age, for 1990 and 2000. The total population of these block groups increased between 1990 and 2000 by 255 persons, or an increase of approximately 5%. Population of persons between 0 and 20 years decreased over this time period by 53 persons, while population of persons 80 and over increased by 92, or 53%. This last group was the most significant increase. The population of the workforce (18 to 64) increased by 215, or 7%.

Tables A.2 and A.4 present age characteristics by household, for 1990 and 2000. In 2000, just over 1/3 of Jefferson's households had one or more person under 18 (36%), with 27% of households having 1 or more persons over 65.

Table A.5 presents households and household average size in 2000. The average size household in the study area is 2.5.

Tables A.6 and A.7 present income characteristics from 1989 and 1999, both adjusted to 2006 dollars. In 2006 dollars, per capita income in all four block groups has increased by approximately \$3000 to \$8000. Per capita income for the block groups ranged from \$16,899 to \$21,792 in 1989; and from \$19,508 to \$25,431 in 1999 (both adjusted to 2006 dollars). Household median income adjusted to 2006 dollars has increased in all block groups, the increase ranging from approximately \$3000 to \$7000 dollars. Household media income for the block groups ranged from \$37,314 to \$50,257 in 1989; and from \$40,313 to \$56,779 in 1999; again, these figures are adjusted 2006 dollars.

(Excel spreadsheets for these data for Jefferson and the remaining block groups in Ashtabula County are included in electronic format for this report).

5.0 Land Use and Zoning Conditions

The project team has created four graphics for the study area: an aerial photograph, land use zoning, and buildings and parking. (An additional map indicating the rating results of the historic value assessment is included in Attachment C). These are attached in Appendix A in the hard copy as 11 X 17 inch color print outs. The team has also produced these as base maps in a 3 x 4 Ft. size for use during the public meetings planned in Phase 2. Electronic versions of these maps will be delivered to Jefferson Village as well.

6.0 Market Analysis

A description of the market analysis is provided in Appendix B. The analysis provides information about 51 types of retail establishments and identification of the Primary Market Area (PMA) for Jefferson Village. Data used for this analysis included field

surveys of near-by competition areas, calculation of approximate square footages of the retail buildings in the study area. The appendix also includes a preliminary identification of the office building square footage in the study area, and data on the number of workers in the study area.

Overall, the retail analysis found that based on current income levels in the PMA, Jefferson Village could, in theory, support several more retail establishments (See Appendix B, Table B.1

6.1. Methodology

A retail analysis serves as a guide for developers and government officials in determining what types of stores fit best in a predetermined market area based upon the best available data. The first step is to identify competing retail districts and estimate the square footage of these areas, as well as the square footage of the retail area of interest, in this case, downtown Jefferson Village. A gravity model, utilizing distance and size variables, is used to determine the primary market area (PMA). Once the PMA is calculated, household and income data are gathered to find out the total income in the PMA. The PMA income along with other census data and data collected by the Urban Land Institute is used to figure out what types of stores a market area could sustain in terms of supportable square footage and the number of stores based upon average store size. These findings can then be used to aid decisions about what types of retail should go into the district.

6.2 Determining the Primary Market Area

The retail district of interest is the downtown of Jefferson Village. The competing districts were identified as Geneva’s downtown, Conneaut’s downtown, Andover’s downtown, and the Ashtabula Mall. These sites were visited and the square footage of the districts was estimated. The square footage of Jefferson’s downtown was also estimated. Geneva’s square footage was estimated at 58,000. The Ashtabula Mall was estimated at 500,000. Because of the size of the mall, it was determined that Conneaut’s downtown would not affect the market area of Jefferson’s downtown and therefore, Conneaut’s square footage was not estimated. Andover’s square footage was determined to be 67,000. The district under study in Jefferson has approximately 110,000 square feet of retail space. Reilly’s Law of Retail Gravitation was then used to determine the market area around Jefferson’s downtown. A variation of the formula can be seen below. Square footage was substituted for population and the distance was in miles.

$$\text{Maximum Distance to Smaller Town (Y)} = \frac{\text{Road distance between towns (X) and (Y)}}{1 + \sqrt{\frac{\text{Population of larger town (X)}}{\text{Population of smaller town (Y)}}}}$$

The results of the calculations were then used to create a PMA. Figure B.1 presents a map of the PMA.

6.3 Primary Market Area Income

Once the PMA was determined, census data was collected for Ashtabula County at the census block group level for the year 2000. The number of households and the median income for each block group was analyzed. A geographic information system (GIS) was used to help with the calculations. While many block groups in the PMA remain whole, all of the block groups near the edge are bisected. GIS enabled a more accurate estimate of the households in those block groups by performing an area-weighted calculation. This method is not one hundred percent correct, but it does provide a better approximation than simply guessing or “eyeing up” the divided block groups. The PMA around Jefferson’s downtown has a little over 4,500 households with a total income of 237 million dollars. This dollar figure represents 2006 dollars. The incomes from 2000 were inflated to 2006 dollars using the Consumer Price Index (CPI).

6.4 Retail Niche Analysis

The niche analysis portion of the study identifies specific types of retail that are currently underrepresented in the PMA. The starting point of the niche analysis is the total PMA income calculated in the previous section. This can be seen in the first column of the B.1 in Appendix B. The second column represents different types of stores that tend to be found in a retail district. All of the types of retail that were found in Jefferson are included in the table as well as some common types of retail that were not present as well. In total, 51 different store types were considered in the study. The store types were taken from the Urban Land Institute’s (ULI) *Dollars and Cents of Shopping Centers* from the year 2004. Some of the types are a combination of several more detailed types and others stand alone. For example, refreshment places/fast food is aggregated from the many different fast food categories in the book. However, video tape rentals is not an aggregate of any smaller categories. The list in column two tries to provide a necessary level of detail without being tedious.

Once retail categories have been chosen, a determination needs to be made on what percentage of their income a household will spend within the certain retail niches. While survey data of households in the market area would be most accurate, it would also be the most time consuming and costly method available. A good proxy for this can be calculated from census data of sales in the retail and service industry sector. For the year 2000, Ohio’s retail and service industry sales data were collected. This data is divided out into categories very similar to those used by ULI. The best matches between the two data sets were made and percentages were calculated. The results of these calculations can be seen in column three of Table B.1

Also of interest in determining potential sales is the capture rate. It is unreasonable to expect any retail district to capture 100 percent of the sales in a given market area. Not only do people buy products at stores in other locations within the PMA, but they also shop outside of the PMA. The capture rate estimates the percentage of sales that can be obtained by the retail district under study. For daily goods and services, a good rule of thumb is 65 percent for a capture rate. A person going out to buy a gallon of milk or a screwdriver is likely going to go to the closest store. However, there are times when they might be shopping outside the market area and realize that they need milk and buy it outside the PMA. For this reason, a capture rate of 65 percent is used. There are other goods that are not bought on a regular basis. These can be items like furniture, jewelry, and appliances. Consumers are more likely to shop around and try and find the best price. For this reason, those types of retail have a capture rate of 40 percent in this study. Capture rates for the types of retail included in this study can be found in the fourth column of the table.

Once the percent of income spent on various types of retail and the respective capture rates are known, it is possible to calculate potential sales for each type of store. This is done by simply multiplying the PMA income by the percent of income and the capture rate. These results can be seen in the fifth column of Table B.1

Since the ultimate goal of this study is to determine what types of stores will fit best economically in Jefferson's downtown, a move needs to be made away from sales and towards the physical structure of the store. Fortunately, the Urban Land Institute collects data on average sales per square foot for many different types of retail and publishes the data every so often in the *Dollars and Cents of Shopping Centers*. The most recent data available for this study was from the year 2004. Average sales numbers were pulled from the publication and can be found in column six of Table B.1 inflated to 2006 dollars by the CPI. As previously explained, some of the sales numbers are averages of several more detailed categories and others are not. The potential sales numbers in column five can be divided by the average sales per square foot numbers in column six, yielding gross supportable square footage, seen in column seven. This is how many square feet of each type of retail can be supported by the income in the PMA.

Since we are not dealing with a clean slate, the existing square footage in the PMA needs to be considered. Multiple site visits were done in Jefferson to assess existing square footage in the downtown and within the entire PMA. The estimates of these numbers can be found in column eight. Because the existing stores and their estimated square footage numbers are already tapping into the potential sales in the PMA, the numbers need to be subtracted from the gross numbers in column seven, leaving net supportable square feet in column nine. This is how many new square feet of each type of retail can potentially be added to the downtown retail district.

In addition to having average sales per square foot data, ULI also has typical store sizes for the various kinds of retail. These numbers can be seen in column ten. By dividing the net supportable square feet by the average store size, the number of potential stores can be seen. Six types of retail could support at least one new store and a few

others are very close. It was observed that most of the stores in Jefferson were smaller in terms of square footage than the averages in *Dollars and Cents of Shopping Centers*. Because of this, a closer look could be taken at those types of retail that could not quite support one store. For example, women's clothing and shoe stores show a need for .83 and .82 stores. The differences between net supportable square feet and typical store size is less than 700 square feet for women's clothing and less than 500 square feet for shoe stores. This is not an endorsement of investing in those two types of stores, but simply an example to show how close the numbers can be at times.

The six types of retail that showed promise according to the niche analysis were refreshment places/fast food, restaurants with liquor, department store/general merchandise store, other amusement and recreation services, radio, television, and electronic stores, and used merchandise stores. All of these categories showed the need for one or more stores.

As with all studies, this study has some limitations. The niche analysis is only as good as the data used to conduct it. While the best available data was obtained, the household, income, and sales data was from the year 2000 and the ULI data was from the year 2004. The existing square footage numbers were estimated to the best of the researcher's ability. Lastly, this study does not guarantee the success or failure of any business. Simply showing the need for a certain retail type does not necessarily mean that a store of that type will succeed. Likewise, showing no need for a store does not mean that type of retail will certainly fail. This study should be used as a guide in determining what types of retail are added to Jefferson's downtown while taking into account other evidence as well.

6.5 Current Office Building Stock

In addition to the retail analysis, an inventory of the office space in the district under study was also taken. Overall, there were seven different types of offices: insurance, realty, medical, title, law, CPA/tax service, and dental. We estimated a total of a little under 20,000 square feet of office space. The largest office type is insurance with about 5,000 square feet and law offices are close with 4,600 square feet. Medical and dental offices had the smallest share with just over 1,000 square feet. This inventory should assist with future decisions about the location of new office space. Table B.2, Appendix B, presents these data.

6.6 Worker Population

Total worker population in Jefferson Village equals 2660. Table B.3 presents 1990 and 2000 data.

7.0.0 Study Area Building Survey for Historic Preservation Value

A survey of over 200 buildings in the study area was accomplished through a field survey strategy, which involved walking the study area. Each structure in the study area was photographed (2 angles) and assessed as to its overall condition, architectural style and potential as a historically significant building. The results of this survey are presented in Appendix C. Included in Appendix C. are the following:

- ◆ A list of the streets included in the field survey
- ◆ U.S. Secretary of the Interior's Recommendations for Historic Designation
- ◆ Guidelines for Historic Designation
- ◆ Project Area Conclusions and Suggestions
- ◆ The results of the building survey (pictures and description of each property).
Photographs were taken by Mr. R.K. Bankaitis, student at the Levin College of Urban Affairs.

8.0 Conclusions and Trends

The results of the demographic, land use and market analysis can be summarized as follows:

- ◆ The population of the block groups containing the village grew at a modest rate of 5% from 1999 to 2000. - The largest growing sector of the population was over age 80, with a 53% increase; the workforce (18-64) grew at 7% just over the average growth rate. The population over age 65 grew by 14%. The slowest growing sector was the under 18 group, which actually lost population by 4% from 1999 to 2000. This pattern is seen throughout Ohio as our population ages.
- ◆ In the block groups containing the village, the total number of households in 2000 was 1870, an increase by 10% from 2000. The average household size decreased from 2.79 persons to 2.66 persons during that time. This pattern also is in line with state and national trends.
- ◆ Total worker population in the village was 2600 in 2000, increasing by 16%.
- ◆ The total amount of retail space existing in the Village is 110,000 square feet. The total amount of existing private office space is about 20,000 square feet.
- ◆ Using a "rule of thumb" analysis (see discussion for limitations), six retail categories were indicated to be underserved, including Fast Food, Restaurants with liquor, general merchandise, amusement/recreation, electronics, and used merchandise. It should be noted that the "fast food" category often shows up as underserved in these types of studies.
- ◆ In the same "rule of thumb" analysis, the six most "overserved" categories included gas stations/auto repair; barber shops,; restaurants without liquor,; convenience food stores, coin-operated laundry/drycleaning; and drug/proprietary stores.
- ◆ Retail analyses such as these need to be understood in light of their relative occurrence to each other. They can help community leaders make informed decisions, but are not to be taken literally.

- ◆ With only 12 stores total “needed” per this analysis, and about 5 “overserving” stores, the overall trend shows that there is not strong support for expansion of retail zoning in the downtown. The adjustment in “underserved” categories would best come in modest change in types of retail over time, within the existing footprint. This recommendation could change if significant change in resident population, per household income, and/or worker population were to occur in future analyses.
- ◆ An increase in office space over time would similarly be needed if significant changes in business activity, workers, and/or population occurred.
- ◆ Of the total 255 buildings surveyed for historic value, 27% would qualify as historic structures as they are, and an additional 28% would qualify with minimum renovations. This high percentage of potential historic structures reflects the community’s commitment to preserve its cultural legacy through its architecture.
- ◆ The primary concentration of high quality historic structures is the Chestnut Street north quadrant (north of the intersection of Chestnut and Jefferson); Chestnut Street south quadrant contained the second highest concentration; Jefferson West was the third highest.
- ◆ A decision about the possible designation of a historic district would require further study.

9.0 Next Steps for the Project

This Memorandum documents the completion of the Year One phase, with development of base maps, and summary findings on demographics, historic resources, and economic/market analysis. The next step will be to work with the Village to set up a Citizens Advisory Committee, and to begin work on the Year Two phase of the project.

Phase II – 2007. Public Participation and General Planning. The planning team will work with a Citizens Advisory Committee, established by the Village for this purpose, to review existing findings, set goals and objectives, evaluate alternatives, and determine priorities for the district. Four Advisory Committee meetings will be held, which will be open to the public. At the end of the planning process, a draft Business District Plan will be prepared to document the findings of the Advisory Committee.

Phase III – 2008. Design Guidelines Development. Design guidelines will be developed to assist the property owners and business owners to maintain and improve properties in ways that complement the historic, small-town character of the Village. The guidelines will also address the public right-of-way and include schematic streetscape alternatives for the business district. The guidelines will be developed in consultation with the Citizens Advisory Committee, and two additional Advisory Committee meetings, open to the public, will be held for this purpose. The planning team will also be available for assistance after the final product is adopted, to help with implementation issues such as setting up a design review committee.

Village of Jefferson Downtown District Plan
PHASE 2 REPORT – STRATEGIES AND POLICIES

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1.0 Introduction

Jefferson Village is an incorporated municipality in Northeastern Ohio, with a population in 2000 of about 4000 residents. Originally founded in 1803 and incorporated in 1836, the Village has been the county seat for Ashtabula County since 1807. While residential, commercial and retail growth have occurred over the years, the village still retains much of its original Western Reserve town character. Over 25% of the buildings in the downtown district have historic merit, and both Chestnut and Jefferson Streets are lined with older brick commercial buildings, as well as large, well-kept residences of Western Reserve, Georgian and Victorian architectural styles. Village administration is still based in the original Town Hall, and residents take much pride in the small town charm of the community.

In 2006, new commercial development was proposed for Chestnut Street that would have required removal of a residence of historic character, replacing it with a new, generic commercial structure and a typical street-frontage parking lot. Residents were concerned, and public discourse in the local newspaper and at Town Hall led to the negotiation of a modified proposal that preserved a historic barber shop and whose exterior signage conformed to the village sign ordinance. Village leadership, recognizing the community was vulnerable to out-of-character development, felt that it was time to explore the historic character and economic future of the downtown district, and establish policy that could guide future decision making for the downtown. In November of 2006, the Village contracted with the Center for Planning Research and Practice at the Levin College of Urban Affairs at Cleveland State University to assist with the development of a focused downtown business district plan.

The overall purpose of the proposed Downtown District Plan is to establish focused policies and recommendations that will inform future decision making about:

- 1) appropriate land uses within the district
- 2) zoning districts and uses
- 3) implementation of a historic district if deemed appropriate

The overall goal of this three-phased study is to arrive at a plan for zoning and decision making in the downtown district that will allow continued prosperity and economic growth for the village, while protecting its quality of life and unique historic character.

The planning area of the project coincides with the Jefferson Village Business District, comprising seven blocks of Chestnut Street and two blocks of East Jefferson Street, measured 175 feet on either side of the street centerline; plus the western end of Jefferson Street to the west border of the village, which contains many potential historic resources.

Phase I of the project, completed in March 2007, produced the Existing Conditions report, a brief summary of which is included below. Next, during Phase II, the consultants worked with a Citizen's Advisory Committee established by the Village. A series of four Citizen's Advisory Committee meetings were held, each open to the public.

- 1) Meeting 1 reviewed the scope of the project and the Existing Conditions Report from Phase I. Meeting 1 also included a group discussion aimed at envisioning Jefferson's future.
- 2) Meeting 2 established the goals and objectives for the downtown district based on the previous meeting's discussion.
- 3) At Meeting 3, the committee completed a survey and reviewed the characteristics of the downtown district in further detail.
- 4) At Meeting 4, the committee evaluated several alternative strategies to accomplish these goals and concluded with a preferred historic preservation approach for downtown Jefferson.

The findings and conclusions of this committee follows. A list of committee members and participants in the process is included in the Appendix.

2.0 Existing Conditions Analysis

During Phase I of the project, the consultants analyzed demographic and land use data and performed a market analysis of the downtown Jefferson district. Details of the analysis are included in the Existing Conditions (Phase I) Report. The conclusions from this phase can be summarized as follows:

- The population of the block groups containing the village grew at a modest rate of 5% from 1990 to 2000. - The largest growing sector of the population was over

- age 80, with a 53% increase; the workforce (18-64) grew at 7% just over the average growth rate. The population over age 65 grew by 14%. The slowest growing sector was the under 18 group, which actually lost population by 4% from 1990 to 2000. This pattern is seen throughout Ohio as our population ages.
- In the block groups containing the village, the total number of households in 2000 was 1870, an increase by 10% from 1990. The average household size decreased from 2.79 persons to 2.66 persons during that time. This pattern also is in line with state and national trends.
 - Total worker population in the village was 2600 in 2000, increasing by 16% from 1990. Continued worker presence indicates an ongoing need for retail and services to support them, such as restaurants, auto stores, and daily errand conveniences (dry cleaning, photo shop, grocery, etc).
 - The total amount of retail space existing in the Village is 110,000 square feet. The total amount of existing private office space is about 20,000 square feet.
 - Using a “rule of thumb” analysis, six retail categories were indicated to be underserved, including fast food, restaurants with liquor, general merchandise, amusement/recreation, electronics, and used merchandise. (It should be noted that the “fast food” category often shows up as underserved in these types of studies.)
 - In the same “rule of thumb” analysis, the six most “overserved” categories included gas stations/auto repair; barber shops; restaurants without liquor; convenience food stores, coin-operated laundry/drycleaning; and drug/proprietary stores.
 - Retail analyses such as these need to be understood in light of their relative occurrence to each other. They can help community leaders make informed decisions, but are not to be taken as the sole basis of decisions.
 - With only 12 stores total “needed” per this analysis, and about 5 “overserving” stores, the overall trend shows that there is not strong support for expansion of retail zoning in the downtown. The adjustment in “underserved” categories would best come in modest change in types of retail over time, within the existing footprint. This recommendation could change if significant change in resident population, per household income, and/or worker population were to occur in the future.
 - An increase in office space over time would similarly be needed if significant changes in business activity, workers, and/or population occurred.
 - Of the total 255 buildings surveyed for historic value, 27% would qualify as historic structures as they are, and an additional 28% would qualify with minimum renovations. This high percentage of potential historic structures reflects and supports the community’s commitment to preserve its cultural legacy through its architecture.
 - The primary concentration of high quality historic structures is the Chestnut Street north quadrant (north of the intersection of Chestnut and Jefferson). Chestnut Street south quadrant contained the second highest concentration. Jefferson West was the third highest.

- Three buildings have a historic relationship to the Underground Railroad. These are the William Dean Howell house, the Ashtabula Sentinel Building, and the building at 167 Beech Street.
- A decision to designate a historic district would require further study to demarcate its boundaries and develop guidelines for its administration.

3.0 Goals and Objectives

After review and discussion of the existing conditions analysis, the committee discussed the key issues affecting downtown Jefferson and its future vision of Jefferson Village. These concerns and ideas were structured into the following five goals and associated objectives.

Goal 1: Economic Vitality

Maintain and enhance economic vitality in the downtown district by emphasizing the unique character of Jefferson.

Objective 1a. Support existing and new local businesses

- Encourage businesses to locate in historic buildings
- Initiate a storefront renovation program
- Explore existing/enhanced marketing assistance to businesses
- Identify resources for small business grants loans and tax credits

Objective 1b. Encourage a mix of retail that meets needs of workers

- Encourage complementary businesses: restaurants, dry-cleaning, copy/printing/office supply shop
- Improve parking and circulation for the post office

Objective 1c. Encourage a mix of retail that meets needs of residents

- Add clothing and fabric stores
- Maintain grocery, convenience, hardware stores
- Add a source for sporting goods for local team sports

Objective 1d. Enhance/support marketing and activities to draw tourists to village

- Build on historic uses and character as niche market
- Continue major events
- Market Jefferson as a place to hold cultural events
- Advertise major events in village across the region: papers, web site, etc.
- Work with visitor and convention bureau to support marketing activities
- Explore use of the community center as revenue generator
- Re-start community calendar, perhaps in community center; publish in printed media or on-line to chamber of commerce/linked to village website
- Support creation of B & B or inn for tourists

Objective 1e. Maintain downtown as a focal point for civic and cultural functions

- Continue and emphasize downtown as a location for events
- Focus redevelopment and new development in downtown area (through zoning and administrative processes)

Goal 2: Village Character (buildings and aesthetics) and land use

Enhance and create a historic aesthetic quality that supports economic vitality and sense of community.

Objective 2a. Support maintenance and encourage use of existing historic buildings for retail and other desired uses

- Improve/restore facades through storefront renovation program
- Develop appropriate parking policies

Objective 2b. Maintain and enhance traditional scale, density and design of buildings in downtown retail district with new construction

- Establish location and design regulations for auto repair/stores
- Maintain three stories in blocks where it currently exists
- Maintain and enhance storefront windows
- Maintain and enhance use of historic lighting
- Maintain and enhance use of historic style signage
- Provide historic style benches
- Identify design guidelines for buildings and for national chains
- Encourage business locations in close proximity, to enhance/maintain scale and walkability of the downtown

Objective 2c. Maintain and enhance traditional scale, density and design of buildings in downtown study area outside B1 and B2 commercial districts

Objective 2d. Create streetscapes inviting to pedestrians

Install sidewalk amenities, trees and building elements to create a pleasant walking environment in the downtown core business district, including:

- Benches
- Awnings
- Sidewalks
- Lighting
- Signage

Objective 2e. Maintain and improve civic spaces, gateways and landmarks, to encourage visual recognition and aesthetic quality of downtown

- Maintain and enhance the depot and railroad as a focal point of activity
- Maintain and enhance open space at the center town square and gazebo
- Create gateways to village: signage and landscaping within right-of-way
- Identify village landmarks and enhance their appearance and use as focal points

Objective 2f. Maintain historic character of residential and commercial buildings

- Maintain appealing homes on West Jefferson
- Enforce maintenance standards for historic residential area along West Jefferson
- Maintain historic character of the Downtown district area
- Provide continued larger lot sizes around houses /architecture
- Identify financial assistance for restoration/maintenance of historic homes (see Appendices A and F)
- Develop formal criteria for assessing historic merit of residential structures (architectural and historic use)

Objective 2g. Encourage residential use in B1 and B2 districts for seniors and other residents

- Investigate the need for apartments for seniors transitioning from older homes, such as the Planned Unit Development of Beach Street.

Goal 3: Transportation/mobility

Maintain and encourage convenient and safe pedestrian, automobile, and commercial vehicle movement in village.

Objective 3a. Pedestrians

- Maintain safe and pleasing walking environment in retail district and rest of village
- Evaluate mid-block cross walks in relationship to on-street parking
- Maintain/enhance overall proximity of businesses in downtown
- Ensure convenient pedestrian access to retail/office in front of buildings (face the street) (including ADA accessibility for new and existing buildings)

Objective 3b. Parking

- Establish appropriate parking areas for the business core
- Assess parking needs for different parts of the district to identify areas with inadequate parking and develop appropriate types of parking in terms of quantity and location (e.g., on-street, district/public parking, rear of building), including both public and private parking
- Improve signage for public parking

Objective 3c. Transport vehicles

- Address pedestrian safety at corners and mid-block
- Explore opportunities for safe mid-block crossings
- Study and implement solutions for curb damage

Goal 4: Infrastructure and Services

Maintain and enhance public infrastructure and services to support business and pedestrian activity in the downtown business district.

Objective 4a: Create a pleasing and safe environment

- Continue to provide Village plowing for sidewalks

- Identify which sidewalks need repair and possible funding sources for sidewalk repair/replacing
- Explore feasibility for burying overhead wires/eliminating utility poles or moving them to rear area of businesses

Goal 5: Encourage and Enhance a Strong Sense of Community

Encourage of sense of community through enhancement of the built form, marketing, cultural events, and volunteer activities.

- Hold a community-wide yard sale
- Continue and expand farmer’s market?

4.0 Evaluation of Alternatives

After establishing the five main goals of promoting and enhancing economic vitality, village character, transportation and mobility, infrastructure and services, and a sense of community, the Jefferson Citizen’s Advisory Committee assessed in further detail the priorities for the downtown district with a particular focus on historic character.

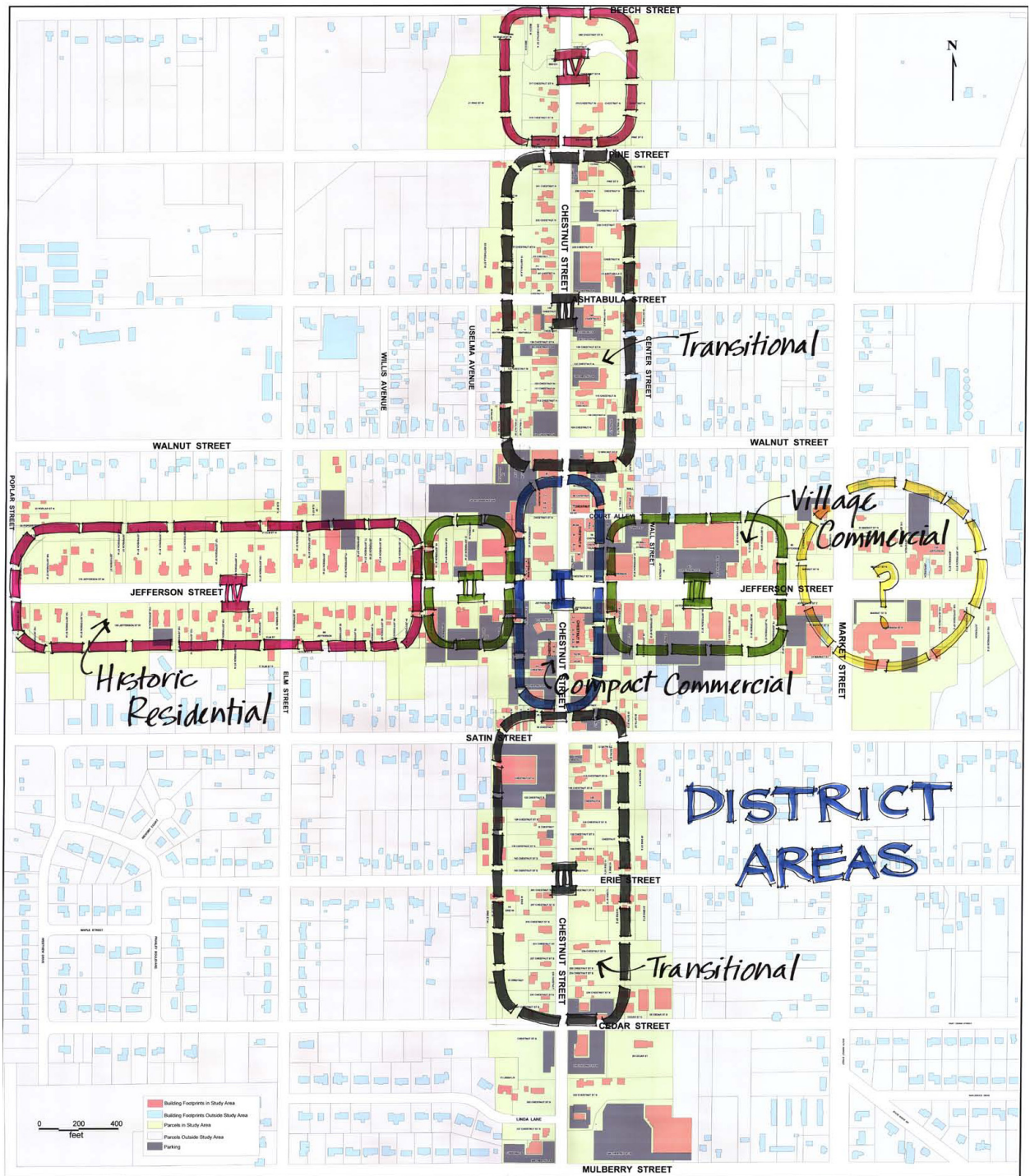
4.1 Survey

For purposes of analysis, the downtown Jefferson area was divided into five smaller study areas on the basis of location, characteristics, and zoning. Area I, termed Compact Commercial, corresponded with the Old Town Business center along Chestnut. Area II, termed Village Commercial, corresponded with the Old Town Business center along Jefferson. Area III, termed Transitional Residential, corresponded with the areas along Chestnut zoned B-2 outside the Old Town Business center. Area IV, termed Historic Residential, corresponded with the residential areas along Jefferson, and along Chestnut street north of the business district. Area V corresponded with the area along Jefferson near the elementary school and depot. See Jefferson Map: District Areas.

Members of the committee completed a survey designed to ascertain the level of importance assigned to Areas I-IV for the following characteristics: actual historic buildings, form of historic buildings, and neighborhood feel. Importance was ranked from 1 (not important) to 5 (very important). A copy of the survey, and a summary of the survey results, is included in the Appendix.

Area I received the highest number of 4 and 5 rankings across all three characteristics. All 11 members present ranked actual historic buildings as a 4 or 5. Only 2 members ranked form of historic buildings as a 3, and only one ranked neighborhood feel as a 3. There were no 1 or 2 rankings. This is an indication of strong support for protecting historic existing buildings, building form, and neighborhood feel in this area.

Buildings and Parking Jefferson Village, Ashtabula, 2006




Cleveland State University

 Provided by:
 Northern Ohio Data & Information Service (NODIS)
 Marine Geospatial-Lake College of Urban Affairs
 Cleveland State University
 April, 2007 v1

Area IV received the next strongest support for preservation. Nine of the 11 members ranked actual historic buildings as either a 4 or 5. Ten members ranked building form and neighborhood feel as either a 4 or 5. Each of the categories was ranked a “3” by one member, and actual historic buildings received one 2 ranking. There were no “1” rankings.

Support for preservation levels out a little more for Areas II and III. In Area II, each of the categories received eight “4” or “5” rankings – still well above half of the members. Each of the categories received two “3” rankings. Historic buildings and neighborhood feel received one “2” ranking, and building form received two “2” rankings. There were no “1” rankings.

In Area III, 6, 5 and 7 members, respectively, gave a “4” or “5” ranking for actual buildings, building form, and neighborhood feel. 5, 6 and 4 members, respectively, gave a “2” or “3” ranking for these categories. There were no “1” rankings. A copy of the full survey results is included in the appendix.

Survey conclusions

Three general conclusions can be drawn from these survey results.

- 1) First, the attitude toward Area I, which is most associated with the actual historic buildings, is in accordance with the historical survey performed in Phase I of the project, which identified the highest concentration of historically significant properties as being along Chestnut.
- 2) Second, although Area IV was identified in the historical survey as having the second highest concentration of historically significant properties, the character of this area is more highly associated with the form and feel of this residential area, rather than specific historic buildings. It should be noted, as identified by the Advisory Committee, that support for historic preservation is lower in the residential area because this area has not yet been threatened with out-of-character development, as Chestnut has.
- 3) Third, because support for historic preservation is less strong in Areas II and III, a public education campaign may need to focus most directly at stakeholders in these areas.

4.2 Investigating Options

Recognizing the important contribution of Jefferson’s historic character to its identity, the committee reviewed the options and consequences of preservation that were presented by the consulting team.

Historic Preservation Options

Three options exist for historic preservation at the area level: creation of a national historic district, local historic district, and/or local conservation district. Each district has distinct benefits and limitations, as summarized below. In addition, the identification of a

community as a Certified Local Government can enhance its ability to implement historic preservation strategies.

National Historic District. Benefits of a National Historic District include eligibility for both federal tax credit and the opportunity for relief from ADA requirements, as well as possible eligibility for state tax credit. Such benefits apply to commercial buildings designated as a “contributing property” in the district. Limitations of the National Historic District include no restrictions on demolition unless federal funds are involved, no design review, strict criteria for eligibility, and a detailed survey and application process. Property owners, however, may find the National Historic District more acceptable due to fewer restrictions.

Local Historic District. Benefits of a Local Historic District include eligibility for ADA relief and Certified Local Government (CLG) status (see below). CLG status provides the opportunity for state tax credit for *commercial buildings* designated as a “contributing property” in the district. Communities set the criteria for “contributing properties” and can elect to restrict both demolition and design. In general, criteria are based on the national Criteria for Listing in the National Register for Historic Places (see Appendix J). In addition, free technical assistance and grants are available. Limitations of a Local Historic District are the administrative requirement and maintenance of a design review board, disapproval by some property owners of district restrictions, and the requirement of an initial consultant to develop guidelines, an ordinance, and help set up the program. This option provides the highest level of protection of historic structures. Relating to the survey characteristics, both the national and historic district options correlate to the importance held for actual historic buildings.

Local Conservation District. The major benefit of a Local Conservation District is the ability to restrict the design of new buildings, additions, and redevelopment. In addition, the lower level restrictions may be acceptable to more property owners. The limitations of a Local Conservation District include no restrictions on demolition, no tax or ADA relief benefits, and the administrative requirement and maintenance of a design review board. Relating to the survey characteristics, the local conservation district option correlates both to the form of historic buildings and neighborhood feel.

In addition to these area-level options for historic preservation, an individual building may be designated on a national or state historic register. This process and status is distinct from the three options listed above.

Certified Local Government (CLG) Status. Communities may go through an application and certification process whereby they would be designated as a CLG, and therefore eligible for CLG grants for local preservation projects. The Ohio Historical Society (OHS), which serves as the Ohio Historic Preservation Office, provides free assistance with application process. Currently, Ohio has 46 CLG’s. Approximately \$80,000 in 70/40 matching grants are available yearly for a wide range of preservation-related projects. They range from planning initiatives and National registration activities to rehabilitation projects and public education. Grants range from \$5000 to \$30,000. In

order to qualify for CLG grants a community must first have a preservation ordinance; an established review board; a recognized preservation program (ongoing inventory/survey/planning process); and demonstrate public involvement in decision making related to preservation. There are no fees associated with becoming or being a CLG.

Effects of Preservation

The consultants presented research to the committee about the economic effects of historic preservation. The economic benefits attributed to historic preservation activities include job creation, higher appreciation rates for historic buildings, and increased sales for businesses in improved areas. Also, the size and location of downtown historic buildings is well-suited to attract and retain service-oriented small businesses, a potential growth sector of the economy. A summary of the findings is included in Appendix D.

In addition, the consultants conducted case studies of two Ohio villages with historic districts in place. Each was of comparable size to Jefferson; one was a county seat. Interviews were held with the administrator of the historic review board. The establishment, administration, budget, and any controversies of their historic review board were discussed. Summaries of the interviews are included in the Appendix.

At the request of the committee, further investigation was done into ADA requirements and exemptions for historic buildings. In general, all commercial and institutional buildings housing public uses, or private uses with public access, are required to comply with ADA standards for access. Historic buildings, designated as historic according to the standards of the Secretary of the Interior of the United States, may be exempt, or eligible for reduced standards, if full compliance with the standards can be shown to be detrimental to the historic character of the building. This determination is made upon application to the Ohio Historical Society (Office of Historic Preservation). For more information, please see Appendix G.

4.3 Evaluating Alternatives

In response to the survey results, several alternatives were brought to the committee for their consideration.

Historic District Alternatives

Alternative 1. Alternative 1 recommends the establishment of a Local Historic District throughout the downtown district and the establishment of design guidelines for new construction and alterations in all areas. In particular, any proposed demolition of a “contributing building” in Areas I and IV would require review by a review board with the burden of proof supporting demolition on the property owner. Future designation of additional “contributing buildings” in the study area could be made as needed. This

approach was preferred by the consulting team because it would protect the most significant characteristics of each area through the establishment of one ordinance.

Alternative 2. The Alternative 2 recommendation calls for the establishment of a Local Historic District in Areas I and IV and the establishment of a Conservation District in Areas II and III. Any proposed demolition of a “contributing building” in Areas I and IV will require review with the burden of proof on the property owner. In Areas II and III, design guidelines will be established for new construction and alterations; no buildings would be protected from demolition in these areas.

Zoning Changes

In addition, the consultants presented recommended changes to the existing zoning code in order to support neighborhood form and feel over time as redevelopment occurs. These will be reviewed in detail at the design guideline stage, after Phase II is complete. Suggestions include (but are not limited to): removing conditional use options in Areas I and II; removing drive-through options in Areas I and II; allowing subdivision of lots in Areas I and II so lots can be smaller than the 1/2 acre minimum (new minimum to be determined); and establishment of a new District B-3 south of Cedar and perhaps north of Ashtabula, which would allow conditional uses and drive-throughs for standard commercial retail.

5.0 Preferred Alternative

The citizens committee was interested in pursuing a Local Historic District. Following is a summary of the basic provisions and processes that will be involved in implementation.

Basic Provisions for a Local Historic District

Legal Foundation. A Local Historic District is usually established by the local community to meet purposes tied to the health, safety and general welfare of the community. In 1978, the U.S. Supreme Court upheld the constitutionality of local preservation ordinances that preserve the aesthetic features of a community, including the areas that have special historical, archaeological and architectural significance. The legal foundation for local historic preservation legislation is firmly upheld as long as there are well-thought-out criteria and standards, good hearing procedures, well-documented records and sound administrative oversight, and decisions that are consistent and serve multiple public goals. Detailed minutes must be kept, historic sites and districts must be carefully researched and selected, and design review decisions must be consistent and based upon sensible design guidelines which are readily understandable and available to the public.

Applicability and Zoning Structure. In Ohio, a local historic preservation ordinance is usually handled as an overlay over existing zoning provisions for a district. The district boundaries are carefully established to encompass an area of historic character, and need not exactly coincide with zoning district boundaries. Within the boundaries of the

historic district, each property is designated as “contributing” or “noncontributing”. Only proposed alterations to contributing structures, including demolition, are subject to review under the code.

Designation of “contributing” buildings and structures, and district boundaries, is typically done in accordance with criteria established by the National Register of Historic Places. See Appendix J for a summary of these criteria.

Standards and Provisions. The code typically includes standards and criteria for review of proposed alterations. These usually are modeled after the U.S. Secretary of the Interior’s Standards for Rehabilitation, tailored to the needs of the individual community. See Appendix H for a full list of these standards. The code typically also includes provisions for decision making in cases of economic hardship. In cases of proposed demolition, a code will often include requirements for a delay in the review process to allow time for alternatives to be fully investigated. A local historic district code also includes provisions for enforcement of the compliance with the code, and penalties for noncompliance. The code may also include a minimum maintenance requirement to ensure a historic structure’s perpetuation and to prevent its destruction by deterioration. The municipality, however, cannot require owners of contributing buildings to redevelop or renovate the historic structure. In addition, although the local historic district is an overlay zoning district that does not strictly govern land use, national standards state that historic structures should be used as originally intended or in a manner that requires minimal alteration of the building, structure, or site and its environment.

Review criteria often include provisions for building materials, size and massing, roof design, window design and treatments. Paint colors are not usually included, and are not recommended by national sources for inclusion in review criteria. Many communities prohibit the use of vinyl and aluminum siding on contributing buildings in a historic district.

Historic Review Board. Review of proposed alterations is provided by a Historic Review Board of volunteer citizens that is established under the code. In addition to reviewing proposed alterations and making recommendations to Village Council on matters pertaining to preservation, the Board oversees the establishment of a historic buildings survey; the development of design guidelines and criteria for review of proposed projects; and even oversees education, marketing and coordination with other agencies related to historic preservation. Typically, members of the Historic Review Board are appointed to their positions, serve for a 3 to 5 year period, and undertake regular annual training to enhance their ability to perform their function.

Review Process. Typically, an applicant submits an application for review by the Board. Staff prepares a report on the proposed application, and the project is either approved, approved with conditions, or disapproved. Upon review and approval, the applicant is granted a Certificate of Appropriateness. The Certificate of Appropriateness is one of the requirements before a Building Permit can be granted for the work.

Process of Establishing a Local Historic District.

It is recommended that a community base a historic district designation on a detailed survey of buildings in the district. It is also recommended that design guidelines be established to ensure that any alterations, and any new construction, are in compliance with the code, and also are compatible with existing historic buildings. However, both the survey and the development of design guidelines can be expensive. Financial help is available if a community is designated as a Certified Local Government (CLG); however, a historic preservation ordinance must be in place in order to achieve CLG status. Therefore, complete implementation of a Local Historic Ordinance is usually done in phases:

1. Complete a broad survey of possible historic properties (this phase is completed as part of this project).
2. Establish a local “steering committee” that will oversee development of the code and CLG application
3. Draft local historic district code language, and draft application for CLG status.
4. Request site visit and Consultation with the Ohio Historical Society, and edit code and application per their comments.
5. Adopt Local Historic District code with written provisional standards based on broad survey of properties, and Secretary of Interior Standards for Rehabilitation
6. Submit CLG application.
7. Begin to implement the adopted code, including establishment and training of the Historic Review Board, establishment of procedures, and review of projects
8. Upon receipt of CLG status, apply for grants to pursue detailed historic buildings survey, and detailed design guidelines
9. Complete survey and guidelines upon receipt of necessary funding. The Historic Review Board can act as the citizen body overseeing these projects, supplemented by additional citizens designated to help as part of an advisory committee.
10. Update and adopt the code language to accommodate specific recommendations of the historic buildings survey and the design guidelines

Design Recommendations for Specific Sites

At this early stage of development of the historic district, it is also recommended that when design guidelines are developed, the community pursue specific design options for focused sites in the Downtown district which could have a significant impact on the overall character of the downtown. Examples include the strip mall site on Jefferson Street east of the community center; the vacant lot on Chestnut next to the historic Giddings law office; and the auto repair/gas station site on Chestnut Street just south of the public square. Some sites, such as the last one, may require the investigation of contamination issues due to the storage of gas tanks. These sites are seen as critical to the

long term design and historic character of Jefferson, and their eventual redevelopment will “make or break” the community’s intent to preserve the village character. Establishment of specific recommendations for these sites can inform future recommendations for zoning and redevelopment, as well as the guidelines and standards in the historic district code.

6.0 Conclusions

After a discussion of the strengths and weaknesses each alternative posed, the majority of the committee present concluded that a Local Historic District should be established in Areas I, II, III and V. Later phases will determine in detail the criteria for what constitutes a “contributing building” and what does not in these areas. In addition, design guidelines will be developed, and the recommended changes to the zoning code will be reviewed in further detail. Area IV, the Historic Residential area, will not be included in the Local Historic District. Instead, the village will consider other protections for the residential areas, including encouragement of compliance with maintenance requirements already in place within the city’s building code.

7.0 Implementation/Next Steps

The following action steps are recommended for implementation of the advisory committee’s conclusions. The final schedule and budget will be determined in consultation with the Village Council.

Action Step	Who responsible
1. Public education campaign	Village Council
2. Establish steering committee	Village Council
3. Draft code and CLG application	Steering committee and consultant
4. Consultation with OHPS	Steering committee and consultant
5. Edit/make CLG application	Steering committee and consultant
6. Adopt local historic ordinance	Village Council
7. Appoint and train Historic Review Board	Village Council
8. Apply for grant funds for survey and design guidelines	Historic Review Board
9. Conduct detailed historic preservation survey	Historic Review Board with consultant

10. Develop design guidelines and review recommended changes to the zoning code	Historic Review Board with consultant
11. Edit ordinance to accommodate findings of 9 and 10	Historic Review Board with consultant

**Village of Jefferson
Downtown District Plan – APPENDIX**

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APPENDIX A – ADVISORY COMMITTEE SURVEY

Village of Jefferson
**Downtown District Plan
 SURVEY**

October 29, 2007
ADVISORY COMMITTEE

Directions: Please rate the following by circling the number: (“5” IS MOST IMPORTANT)

Important Unimportant.....Very

1. AREA I (COMPACT COMMERCIAL)

Actual historic buildings	1	2	3	4	5
Form of historic buildings (appearance and shape)	1	2	3	4	5
Neighborhood Feel (buildings’ relationship to street and each other)	1	2	3	4	5

2. AREA II (VILLAGE COMMERCIAL)

Actual historic buildings	1	2	3	4	5
Form of historic buildings (appearance and shape)	1	2	3	4	5
Neighborhood Feel (buildings’ relationship to street and each other)	1	2	3	4	5

3. AREA III (TRANSITIONAL RESIDENTIAL)

Actual historic buildings	1	2	3	4	5
Form of historic buildings (appearance and shape)	1	2	3	4	5
Neighborhood Feel (buildings’ relationship to street and each other)	1	2	3	4	5

4. AREA IV (HISTORIC RESIDENTIAL)

Actual historic buildings	1	2	3	4	5
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Form of historic buildings (appearance and shape) 1 2 3 4 5

Neighborhood Feel (buildings' relationship to street and each other) 1 2 3 4 5

(OVER!)

5. ENTIRE AREA: Disagree.....Agree

“In order to achieve what is most important to me, I would be willing to:”

A. Prohibit demolition of historic buildings 1 2 3 4 5

B. Tightly control the architectural design of new buildings: 1 2 3 4 5

APPENDIX B - Survey Results

	FREQUENCIES					
	1	2	3	4	5	TOTAL
AREA I						
Actual Historic Buildings	0	0	0	4	7	11
Form of Historic Buildings	0	0	2	5	4	11
Neighborhood Feel	0	0	1	4	6	11
AREA II						
Actual Historic Buildings	0	1	2	4	4	11
Form of Historic Buildings	0	2	2	4	3	11
Neighborhood Feel	0	1	2	5	3	11
AREA III						
Actual Historic Buildings	0	2	3	3	3	11
Form of Historic Buildings	0	2	4	3	2	11
Neighborhood Feel	0	1	3	3	4	11
AREA IV						
Actual Historic Buildings	0	1	1	2	7	11
Form of Historic Buildings	0	0	1	4	6	11
Neighborhood Feel	0	0	1	1	9	11
ENTIRE AREA						
Prohibit demolition	0	1	3	4	3	11
Control new building design	1	0	1	6	3	11

APPENDIX C - Building Size Comparison

Address	Image	Square Footage
26 Jefferson Street East		2,343 (footprint) 3,575 (total)
11 Jefferson Street East		16,348
103 Chestnut Street South		24,012

APPENDIX D - Historic Preservation: Economic Development and Job Creation

Economic Development

- “The return on investments in communities where there is responsible design can be seen not only in the increased patronage at local establishments, but in the visual enhancement responsible design can bring to an entire community.”¹
- Historic preservation is a smart economic development strategy for attracting and retaining small business. The average size of historic downtown buildings is between 2,000-3,000 square feet per floor while the average space requirement for workers in small businesses is about 250 square feet per person. The average small business firm of 12 people would therefore fit well in a historic building. In addition, most small business firms are in the service -- not manufacturing -- industry, making them ideal for a central downtown location. In addition, the average cost of renting in a historic building is lower than renting in a newer office building. Therefore, downtown historic buildings provide the space, location and affordability new small businesses require.²
- Studies, such as in Richmond, VA and Denver, CO, have suggested appreciation rates for downtown historic buildings often outperform the market as a whole.³
- One study found higher quality improvements are more frequent among businesses located in a historic district.⁴
- An analysis on the impact of relatively modest investments in historic commercial buildings found businesses experienced: above average sales; an increase in the annual percentage increase in gross sales the year after improvements; an increase in sales after improvements over their average before improvements and above the performance of other local businesses during the same period; favorable customer response; personal satisfaction with the improvements, considering them worth the investment.⁵

Job Creation

- In Georgia, 7,550 jobs, \$201 million in earnings, and \$559 million in total economic impact on the state economy was due to the rehabilitation of historic properties from 1992-1996.⁶
- In Florida, over 123,000 jobs were created from historic preservation activities in 2000.⁷
- In Fredericksburg, Virginia (population 19,279), historic rehabilitation projects created 293 temporary construction jobs and 283 jobs in sales and manufacturing. Benefits to area governments included building permit fee revenues of \$33,442 and \$243,729 in locally redistributed state sales tax revenues.⁸

¹ Fleming, Robert Lee. *Saving Face: How Corporate Franchise Design Can Respect Community Character*. Chicago: American Planning Association, 2002.

² Rypkema, Donovan. *The Economics of Historic Preservation*. National Trust for Historic Preservation, 2005.

³ *Ibid.*

⁴ Dick, Robert et. al. *Economic Effects of Storefront Improvements*. University of Wisconsin-Extension, 1986.

⁵ Spencer, Brenda. *Dollars & Sense of Historic Preservation: An Analysis of the Economic Impact of Physical Improvements on Retail Sales*. National Trust for Historic Preservation, 1998.

⁶ Leithe Joni and Patricia Tigue. *Profiting from the Past: The Economic Impact of Historic Preservation in Georgia*. Government Finance Officers Association, 1999.

⁷ VanBelleghem, Luke. “Historic Preservation Boosts Florida’s Economy,” *Main Street News*, May 2003, Vol. 196.

⁸ *The Economic Benefits of Preserving Community Character, A Case Study: Fredericksburg, Virginia*. Chicago: Government Finance Officers Association, 1991.

APPENDIX E – CASE STUDIES

Case Study, Madison Village

Madison Village

Population (2000 Census): 2,921

Village in Lake County

1. Design Review Board
Five (5) volunteer members appointed by the mayor.
Includes one member from the historical society, but no architect.
Board meets quarterly, but may increase up to six times per year to improve communication between board and zoning matters.
2. Administration
Board members currently take minutes at meetings.
Village administrator's responsibilities may grow as board matures.
3. Budget
Mayor's Court money is funding source (at mayor's discretion).
\$2,500 is minimum operating budget.
Currently assembling federal grant for assistance.
4. History of Board
Board has been in place since 2005, although the local historic district has existed for over ten years.
Impetus for the creation of design guidelines was redevelopment incident.
5. Political Controversies
Initial issues centered on the appropriate level of government control.
Surprising amount of opposition from citizens that were not property owners in district, but most people supported measure due to redevelopment incident.

Now, because of continuous tenant turnover, re-education and proper communications between tenants and government is required. Not able to depend on property owners to inform tenants, village has organized monthly merchant's meetings; this provides a Q&A forum for tenants and village administrators/police officers.

Internally, it is important for zoning administrators to be informed of district and design guidelines.

6. Ordinance/Guidelines
Will be sent in mail.

Contact person: Matt Zapp, Village Administrator. Phone number: (440) 428-7526 x102

Interviewed by: Christine Zuniga, December 3, 2007

Case Study, Gallipolis Village

Gallipolis Village

Population (2000 Census): 4,180

County seat of Gallia County

1. Design Review Board
Five (5) volunteer members appointed by the mayor to 4-yr terms.
Includes member with building experience, but no architect on board.
A local engineer is on contract for the village and can attend if necessary.
Board meets 8-10 times per year.
2. Administration
Code Enforcement Officer is ex-officio member of the board, in charge of administrative tasks such as mailings and taking minutes.
3. Budget
Budget can fluctuate between \$3,000-5,000 for each fiscal year.
Board training is bulk of budget, with a cost between \$1,500-3,000.
Additional funds needed for mailings and public notices.
Any additional earmarks can be appropriated as needed.
City does not receive funds from state level; funds once granted for creation of brochure years ago.
4. History of Board
Review Board established through ordinance in 1990.
Major upfront costs were mainly for public education campaign.
5. Political Controversies
Mr. Bostic encourages a coordinated education campaign in order to inform citizens and discourage rumors.

Currently, developers express concerns over the 15-day project review time.
In addition, it has been difficult for expert professionals, such as architects and engineers, to serve on the board due to their concern that involvement will affect their personal business.
6. Ordinances/Guidelines
Ordinance and Guidelines available

Contact person: Brett Bostic, City Code Enforcement Officer. Phone number: (740) 441-6020
Interviewed by: Christine Zuniga, November 30, 2007

APPENDIX F – SUMMARY OF MAIN STREET/HISTORIC DISTRICT OPTIONS

Historic Preservation and Related Programs

1. Establish a National Historic District

a. Description: District boundaries are established, documentation is provided, and the district is registered with the National Trust for Historic Preservation. Tax benefits are provided, but no obligation, on the part of the property owners, unless federal funds are involved in the project.

b. Eligibility: Strict requirements stipulate that a certain percentage of structures must meet standards for historic and/or architectural significance. Typically, application is done with the help of a consultant. It appears that Jefferson qualifies for this kind of designation due to its high percentage of well-maintained structures. Ohio Historical Society (OHS) can provide free technical assistance to guide your community through the process. If your community is a Certified Local Government listed with OHS, it would be eligible for grants to help with cost of consultants (see below).

c. Benefits:

- District property owners with nationally registered historic buildings are eligible for a 20% federal tax credit and a 25% state tax credit based on preservation/rehab project costs. Both credits are geared towards income-producing properties only. Owner occupied residences are excluded.
- Property and resale values are generally higher in such a district.
- Exterior changes are restricted on federal projects or private projects dependent on federal dollars.
- Interior changes are generally not restricted, except for some public buildings/sites, and national landmarks.
- Non-historic buildings within the district are eligible for 10% federal tax credit on rehab/repairs (income producing only).
- Contributing buildings within a National Historic District are eligible for relief on ADA restrictions. A separate memo on ADA requirements will be forthcoming as part of this project.

d. Limitations: Registration does not prohibit demolition or alterations on projects not involving federal funds. Does not address interiors.

2. Establish a Local Historic District

a. Description: A zoning ordinance is approved, establishing a boundary and setting restrictions on design, demolition, and uses within that district. An architectural review board or historic preservation board is created to approve or reject all new or renovation projects in that district. This review process must be completed before a plan can be submitted to the local planning commission for further consideration. Design guidelines are an important part of this ordinance.

b. Eligibility: Any Ohio municipality can establish a district via home rule authorization. State enabling legislation is unnecessary. Ohio townships do not have the same authority. Many communities use the same criteria as the National Trust to determine “contributing” and “noncontributing” structures (different standards apply to them). However,

any community can come up with its own standards. The OHS offers free technical assistance to guide drafting of ordinances.

c. Benefits:

- Allows communities to adopt their own design review guidelines pertaining to historic alterations and demolition.
- Allows communities to be eligible for OSH certification (see below).
- Allows communities to restrict changes on structures not eligible for national registration (such as those less than 50 years old).
- If community is also a CLG (see below), contributing structures are eligible for 25% state tax credit.
- Contributing buildings within a local historic district are eligible for relief on ADA restrictions.

d. Limitations:

- This legal action in itself does not make properties in a district eligible for federal tax credits. If community is not also a CLG (see below), state tax credits also do not apply.
- It may be difficult to obtain widespread political support due to property restrictions.
- However, the economic/property benefits are well-known.
- Typically interiors are not addressed.

3. Establish a Local Conservation District

a. Description: It is a lower-level zoning ordinance that establishes architectural guidelines for new projects. Its purpose is to ensure that these new projects are in conformance with existing historic buildings and sites especially as it pertains to building materials, colors, roof lines, massing, etc. It also requires creating a special review board to review all new project proposals. This new board may or may not be given the power to restrict demolition. In the final analysis, this kind of ordinance is more concerned with overall neighborhood character rather than preserving individual historic structures within its designated area.

b. Eligibility:

- All municipalities have authority to create this kind of district.
- Townships most likely will not do it.

c. Benefits:

- It helps to promote a continuous neighborhood character.
- It may be easier to achieve due to reduced property restrictions.
- Preservation is not mandated under it.

d. Limitations:

- Does not carry the same weight as a preservation ordinance.
- Does not offer direct tax benefits.

4. Become a Certified Local Government (CLG) with the Ohio Historical Society

a. Description: It is an application and certification process whereby selected communities are eligible for CLG grants for local preservation projects. OHS provides free assistance with application process. Currently, Ohio has 43 CLGs. Approximately \$80,000 in 60/40 matching grants (going up to 70/30 this year) are available yearly for a wide range of

preservation-related projects. They range from planning initiatives and National registration activities to rehab projects and public education. Grants range from \$5000 to \$30,000.

b. Eligibility: In order to qualify for CLG grants a community must first have a preservation ordinance; an established review board; a recognized preservation program (ongoing inventory/survey/planning process); and demonstrate public involvement in decision making related to preservation.

c. Benefits: Eligible for extensive grants. Contributing structures within a local historic district in a CLG are also eligible for the 25% state tax credit.

d. Limitations: Not regulatory; there is no authority regarding demolition, etc, except what results from the local ordinances.

5. Preservation of individual properties

a. Description: There are a number of programs available to qualified property owners. Some of them provide direct tax benefits and grants while others offer technical assistance benefits. More information is available on the OHS web site (see below). Examples include:

- Placing property on the National Register of Historic Places – there are 6,000 in Ohio – strict criteria (see National Historic District above)
- Placing property on the Ohio Historic Inventory – there are 43,000 in Ohio – criteria less strict
- Placing an historic easement on the facade of the building – like conservation easements, involves tax benefits, and a third party easement holder – most experienced easement holder around here is Cleveland Restoration Society. Heritage Ohio also accepts easements.
- Barn Again – technical assistance/education is available to historic barn owners
- Building Doctor – technical assistance/training is available on maintaining homes

6. Become an Ohio Main Street Community

a. Description: Successful applicants are identified as Ohio Main Street Communities. They are then eligible for assistance from Heritage Ohio, which contracts with the National Trust for Historic Preservation to run their Main Street program in Ohio. Program assistance comes in the form of training, and technical help focusing on: Organization, Design, Promotion and Economic Restructuring. The program’s goal is to revitalize the main street of an eligible community by emphasizing both historic preservation and economic development. Depending on available funding, 3 to 4 Ohio communities are added to the list each year. However, it could exceed 10 depending on staff availability. The application process typically takes a couple of years to complete. Heritage Ohio staff assist with walking communities through the process.

b. Eligibility: Communities must go through a structured application process, demonstrate political support through a letter of intent from Village Council; participate in a DART visit (see below), complete economic and resource analysis, and commit to raising funds for a 1/2 time staff (communities under 5,000) person – could be in the range of \$40,000 per year. Communities must contribute \$2,000 per year to be part of this program, submit monthly progress reports, and their paid and board/volunteer staff must participate in ongoing training.

c. **Benefits:** This structured four-point approach to revitalization generates the best opportunity for long-term success. Eligible communities have leveraged millions of dollars of investment and commerce, business attraction and retention via the Main Street program.

d. **Limitations:** Approach is very demanding as are the fundraising efforts.

7. Work with Heritage Ohio on a less structured program.

a. **Description:** Heritage Ohio offers consultation and technical assistance for abbreviated studies and discussions. Many of their workshops are open to both Main Street recipients and non-participating communities. Yearly community membership is \$150. This includes newsletters and other publications, eligibility for reduced cost services, and one speaking engagement/workshop per year on site. DART (Downtown Assessment Resource Team) visits include 1-1/2 days of intensive evaluation and recommendations. This evaluation can be done for as little as \$2500 and is the first step in the Main Street application process. It is often very helpful.

Web Resources:

National Trust for Historic Preservation www.nationaltrust.org

Heritage Ohio www.heritageohio.org

Cleveland Restoration Society www.clevelandrestoration.org

Ohio Office of Historic Preservation/Ohio Historical Society www.ohiohistory.org

English Heritage www.english-heritage.org.uk (has economic value data)

Publication Resources:

Bernstein, Richard, ed. *A Guide to Smart Growth and Cultural Resource Planning*, Wisconsin Historical Society.

Cassity, Pratt, *Maintaining Community Character: How to Establish a Local Historic District*, National Trust for Historic Preservation.

Mastran, Shelley, *Getting Started in Heritage Area Development*, National Trust for Historic Preservation.

Miller, Julia, *Protecting Older Neighborhoods Through Conservation District Programs*, National Trust for Historic Preservation.

Morris, Marya, *Innovative Tools for Historic Preservation*, American Planning Association PAS report 438, 1977.

Rypkema, Donovan, *Economics of Historic Preservation: A Community Leader's Guide*, National Trust for Historic Preservation, 2005

Schmickle, Bill, *The Politics of Historic Districts*, Altamira Press, Lanham MD, 2007.

Watson, E. and S. Nagel, *Establishing an Easement Program to Protect Historic, Scenic, and Natural Resources*, National Trust for Historic Preservation.

APPENDIX G – ADA AND HISTORIC PRESERVATION

I. INTRODUCTION

Accessibility is a fundamental civic right of American Society. All Public Buildings, sidewalks, public open places, etc .should be made accessible to disabled persons. In recent years there has been a focus on this issue. With the passage of Americans with Disability Act, 1990, access to public property has become a civic right.

Most historic structures were not designed for disabled people. The ADA addresses removing barriers in existing, new and altered facilities (historic and non-historic) structures for people with disabilities. ADA provides more options and flexibilities for compliance for historic structures. If it is determined that the application of ADA leads to destruction of the historic significance of the structure, minimum standards can be used by making decisions in conjunction with state historic preservation office (SHPO). If even minimum standards lead to destruction of historic significance, some other alternatives may be used; however any alterations should comply with ADA design guidelines.

Modifications to historic elements may be as simple as providing wheelchair ramps, as well as minor exterior and interior changes.

II. GENERAL REQUIREMENTS FOR PUBLIC AND PRIVATE AREAS

The ADA standards provide essential requirements to make a building or any structure architecturally and physically accessible to disabled people. It is important to understand what kind of features will be needed for better accessibility and what are the specific measurements, dimensions and other technical information that will be needed to make the feature accessible.

The ADA requirements for facilities that were built before it went into effect are different from requirements for those built or renovated afterwards. From January 26, 1992, Title II’s accessibility requirements for new construction and alterations took effect. Altering a building means making a change in the usability of the altered item. Any state or local government facility that was altered after January 26, 1992 was required to be altered in compliance with the ADA Standards or UFAS (Uniform Federal Accessibility Standards).

Before January 26, 1992

Facilities built before January 26, 1992, are referred to as Pre-ADA facilities. If there is an architectural barrier to accessibility in a pre-ADA facility that will provide public access, that barrier must be removed by using the ADA Standards for Accessible Design or UFAS, or program access can be chosen. Program access allows for the moving of a program to an accessible location (“ADA”, *Dec 1999*).

After January 26, 1992

Any facility built or modified after January 26, 1992, must be “readily accessible to and usable by” persons with disabilities. Any facility constructed after January 26, 1992 is considered “new,” “newly constructed,” or “post-ADA.” “Readily accessible to and usable by” means that the new or altered building must be built in strict compliance with either the ADA Standards for Accessible Design or UFAS (“ADA”, *Dec 1999*).

All areas of new design and construction, built after January 26, 1992, shall comply with these guidelines. All areas of alteration or renovation after January 26, 1992, shall comply with these guidelines.

- These guidelines should be applied to all facilities and structures unless exempted or where the number of multiple elements required to be accessible is limited.
- These standards should be applied to all temporary and permanent buildings.

All facilities that are being altered and are not qualified as historic must abide by the standard design guidelines.

A) GENERAL PRIORITIES FOR ALL BUILDINGS

- Doors should be accessible to everyone
- Goods and services should be accessible
- Restrooms should be accessible
- Barriers should be removed
- Accessible entrance must be unlocked and indicated by signage as the primary entrance.
- Accessible routes are only required on the level of the accessible entrance, with access to other levels added when practical.
- Exhibits and displays should be visible from a seated position.

B) GENERAL PRIORITIES FOR SITES:

- The site should have convenient parking
- Parking spaces should be made accessible by repainting lines
- An accessible route should be created from the parking area to the building. Make curb cuts in sidewalks and entrances and install ramps and handrails.
- Install ramps and wheelchair lifts. Adjust door closer tension and level door thresholds.
- Install offset hinges to widen door openings as well as automatic door openers.

C) GENERAL PRIORITIES FOR INTERIORS:

- Install ramps, wheelchair lifts, upgrade restrooms and remove thick, soft carpeting.
- Install offset hinges to widen door openings and lever door handles, modify stairs.
- Install flashing alarm lights, reposition telephones and shelves, rearrange furniture and displays.

D) APPLICABILITY TO PUBLIC ENTITIES:

All the programs and services should be provided by the federal, state and local governments that are covered by Title II of the ADA. Public entities and private businesses are different in requirements. A transition plan is an important part of accessibility in public buildings.

Basic Requirements

Use alternative methods or remove barriers to access programs, services, and activities.. It is not required to take an action that would completely alter the fundamental nature of the service or program, or that causes financial or administrative burdens.

E) APPLICABILITY TO PRIVATE BUSINESSES

Basic Requirements

Private businesses affected by the ADA include places of public accommodation (defined below), commercial facilities, and private educational facilities. These are covered by the ADA under Title III. There are differences between the requirements for public entities and private businesses which make the process somewhat easier for private businesses.

Places of Public Accommodation

- Lodgings, food and drink establishments
- Places of exhibition and entertainment
- Public gathering spaces
- Retail or sales establishments
- Service establishments (includes banks, offices of doctors, and lawyers, etc.)
- Public transportation facilities
- Places of public display or collection
- Places of recreation and education
- Social service center establishments
- Places of exercise or recreation

Commercial facilities

- Nonresidential facilities, including office buildings, factories, and warehouses that affect commerce.

Businesses must remove structural architectural and communication barriers where readily achievable. Use the general priorities (as described above) to aid in decision making.

F) ELEVATOR EXEMPTION

Buildings that are less than three stories tall or have less than 3000 sq. ft. per story are not required to have an elevator unless the building is a shopping center, shopping mall, the professional office of a health care provider, or any other facility specifically designated by the Attorney General.

The elevator exemption does not apply to public entities. However there are alternative solutions, such as exterior wheelchair lifts, ramps, that can access all floors. If it becomes an undue financial burden to install an elevator or a lift, then use alternate methods of access as described below.

Some samples of alternate methods of access

- Move services to an accessible floor.
- Have staff available for assistance.
- Take service or goods to the person's home.

Although private clubs, private residences, religious facilities, or bed and breakfasts with five or fewer rooms and the proprietor living on site are exempt from ADA requirements, many strive to be accessible anyway.

III. REDUCED ADA REQUIREMENTS FOR HISTORIC STRUCTURES

Buildings/structures which are eligible for the National Register of Historic Places, or locally considered as historic, are referred as qualified historic structures. Buildings that are non contributing structures in a historic district and are not qualified as historic structures must follow the standard design guidelines.

A) QUALIFIED HISTORIC BUILDINGS

A qualified historic building or facility is a building or facility that is:

- 1) Listed in or eligible for listing in the National Register of Historic Places
- 2) Designated as historic under an appropriate State or local law

Apart from their architectural and historic significance, many historic buildings are being actively used for community purposes. Historic structures are being used every day by people, including the disabled, from government offices to public libraries, and from commercial buildings to places of worship.

Any historic building/structure must be as accessible as a non historic building, per the Americans with Disabilities Act (ADA) requirements. Due to old age, poor material and design, it may not be possible for some historic structures to meet the general accessibility requirements.

- **Public Buildings:** As per title II of the ADA, to remove barriers for disabled persons state and local governments should make alterations to existing buildings. If it is not possible, services and programs should be shifted to accessible buildings.
- However, government facilities that have historic preservation as their main purpose, State-owned historic museums, and historic State capitols that offer tours must give priority to physical accessibility.
- As per title III of the ADA, public facilities owners must implement changes i.e. installing ramps, accessible parking, grab bars in bathrooms, modifying door hardware. The requirement to remove barriers when it is readily possible is an ongoing responsibility.

B) PROCEDURES

1) Alterations to Qualified Historic Buildings and Facilities Subject to Section 106 of the National Historic Preservation Act:

Section 106 of the National Historic Preservation Act requires that a federal agency with jurisdiction over a federal, federally assisted, or federally licensed undertaking consider the effects of the agency's undertaking on buildings and facilities listed in or eligible for listing in the National Register of Historic Places. The agency should give the advisory council on Historic Preservation a reasonable opportunity to comment on the undertaking prior to approval of the undertaking.

Where alterations are undertaken to a qualified historic building or facility that is subject to section 106 of the National Historic Preservation Act, the Federal agency with jurisdiction over the undertaking shall follow the section 106 process.

2) Alterations to Qualified Historic Buildings and Facilities Not Subject to Section 106 of the National Historic Preservation Act:

For any qualified historic building or facility that is not subject to section 106 of the National Historic Preservation Act, if undertaking the alterations to fulfill the requirements for accessible routes, ramps, entrances or toilets destroys the historic significance of the building or facility, owners should consult with the State Historic Preservation Officer. Once these standards are agreed upon by the State Historic Preservation Officer, alternative requirements may be used.

If the State Historic Preservation Officer agrees that compliance with the requirements for accessible routes (exterior and interior), ramps, entrances, or toilets would threaten or destroy the historic significance of the building or facility, alternative requirements may be used for the feature.

C). PLANNING ACCESSIBILITY MODIFICATIONS

Historic properties are distinguished by features, materials, spaces, and spatial relationships that contribute to their historic character. Some elements such as steep terrain, monumental steps, narrows or heavy doors, decorative ornamental hardware, and narrow pathways and corridors are always barriers to disabled people or wheelchair users.

A three-step approach is recommended to identify and implement accessibility modifications that will protect the integrity and historic character of historic properties:

- 1) Review the historical significance of the property and identify character-defining features;
- 2) Assess the property's existing and required level of accessibility; and
- 3) Evaluate accessibility options within a preservation context.

1) Review the Historical Significance of the Property

- The property's proposal file should be assessed to learn about its significance, i.e. where and why it has been designated as historic or eligible for listing in the National Register of Historic Places, or designated under State or local law.
- The written documentation should be reviewed with a physical investigation to identify which character must be protected in the building whenever any changes are anticipated.
- It might be necessary to have a preservation expert identify the specific historic features, materials, and spaces that should be protected when the level of documents for a property's significance is inadequate.

The most common elements to be preserved in historic properties are the construction materials, form and style of the property, principal elevations, major architectural or landscape features, and principal public spaces. In any building or facility, alterations should be made to diminish damage to the materials and features that convey a property's historical significance. Very small

or highly significant properties that have never been altered may be extremely difficult to modify.

2) Assess the Property's Existing and Required Level of Accessibility

A building survey or assessment will provide a thorough evaluation of a property's accessibility. The general accessibility barriers can be identified from the following areas:

- Building and site entrances, weight and configuration of doorways, surface textures, widths and slopes of walkways, parking, grade changes, size, interior corridors and path of travel restrictions, elevators, public toilets and amenities.
- Accessibility requirements--local codes, State codes, and federal laws should be reviewed cautiously before undertaking any accessibility modification. The Americans with Disability Act Accessibility Guidelines (ADAAG) should be consulted when complying with the Americans with Disabilities Act (ADA) requirements.

3) Identify and Evaluate Accessibility Options within a Preservation Context

Once a property's significant materials and features have been identified, and existing and required levels of accessibility have been established, solutions can be developed. Modifications are usually phased in over time as funds are available, and interim solutions can be considered until more permanent solutions are implemented. Modifications to improve accessibility should generally be based on the following priorities:

- Making the main or a prominent public entrance and primary public spaces accessible, including a path to the entrance
- Providing access to goods, services, and programs
- Providing accessible restroom facilities; and
- Creating access to amenities and secondary spaces

D). ACCESSIBILITY SOLUTIONS

- The goal in selecting appropriate solutions for specific historic properties is to provide a high level of accessibility without compromising significant features or the overall character of the property.
- The following sections describe accessibility solutions offering guidance on specific historic property components, namely the *building site, entrances, interiors, landscapes, amenities, and new additions*.
- Several solutions are discussed in each section of the ADA's accessibility guidelines, with referencing dimensions and technical requirements.
- State and local requirements, differ from the ADA requirements. Before making any modification owners should be aware of all applicable accessibility requirements.

1. The Building Site

An accessible route from a parking lot, sidewalk, and public street to the entrance of a historic building or facility is essential.

- **Convenient Parking:**

Convenient parking should be provided to persons with the disabilities. To improve accessibility, parking should be specially designed.

- **Accessible Route:**

The path to the historic buildings entrance should be wide enough (i.e., 3 feet at least) to accommodate visitors with disabilities. It must be appropriately graded with a stable slip – resistant surface.

2. Entrances:

Access to historic buildings should be through a primary public entrance. If these alterations cause damage to historic features, at least one entrance used by the public should be made accessible.

- **Ramps:**

Ramps should be carefully designed and appropriately located. Ramps should be provided at places of public entrances preferably, where minimum change in grade is required, to preserve the historic features.

- **Wheel chair lifts:**

Platform lifts and inclined stair lifts can be used to overcome the elevations ranging from 3 to 10 feet in height. Both of them only need to accommodate one person.

- **Retrofitting doors:**

As it is important to preserve important features of the historic buildings, doors should not be replaced, nor frames widened. Automatic door openers and power assisted door openers can eliminate door pressure.

- **Altering Door Thresholds**

A door threshold that exceeds the allowable height, generally ½" (1.3 cm), can be altered or removed with one that meets applicable accessibility requirements. If the threshold is deemed to be historically significant, a bevel can be added on each side to reduce its height. Another solution is to replace the threshold with one that meets applicable accessibility requirements and is visually compatible with the historic entrance.

3. Interiors:

- Reposition shelves.
- Rearrange furniture and displays
- Reposition telephones
- Raise markings on elevator control buttons.
- Install flashing alarm lights.
- Install offset wings to widen doorways.
- Add accessible door hardware.
- Add accessible water fountain or providing a paper cup dispenser at an inaccessible water fountain.

- **Restrooms:**
Most historic fixtures such as sinks, urinals or marbled partitions can be retained in the process of making modifications. Restroom fixtures which are historic should be preserved whenever possible.
Important changes to be considered are:
 - Adding grab bars around toilets
 - Covering hot water pipes under sinks with insulation to prevent burns, and providing a sink, mirror and paper dispenser at a height suitable for wheel chair users.
- **Elevator:**
Elevators are important features of accessibility between floors. Some existing historic elevators are not adequate in size, location, and detailing. Significant historic elevators can be upgraded to improve accessibility.

IV. CONCLUSION

Today, few building owners are exempt from providing accessibility for people with disabilities. Before making any accessibility modification, it is imperative to determine which laws and codes are applicable.

Historic properties are irreplaceable and require special care to ensure their preservation for future generations. With the passage of the Americans with Disabilities Act, access to historic properties open to the public is a now civil right, and owners of historic properties must evaluate existing Buildings and determine how they can be made more accessible.

It is a challenge to evaluate properties thoroughly, to identify the applicable accessibility requirements, to explore alternatives and to implement solutions that provide independent access and are consistent with accepted historic preservation standards. Solutions for accessibility should not destroy a property's significant materials, features and spaces, but should increase accessibility as much as possible. Most public and many private historic buildings are not exempt from providing accessibility, and with careful planning, historic properties can be made more accessible, so that all citizens can enjoy our Nation's diverse heritage. State Historic Preservation Offices can be a significant resource.

Web References

- a) “ADA Best Practices Tool Kit for State and Local Governments”, <http://www.ada.gov/pcatoolkit/toolkitmain.htm>
- b) “Information and the technical assistance on the Americans with disabilities act, ADA standards for accessible design”, <http://www.usdoj.gov/crt/ada/stdspdf.htm>

c) “Making Historic Properties Accessible”,
<http://www.nps.gov/history/hps/tps/briefs/brief32.htm>

d) “The National Register of Historic Places”, <http://www.dnr.mo.gov/shpo/national.htm>

e) “Uniform Federal Accessibility Standards (UFAS)”, <http://www.access-board.gov/ufas/ufas-html/ufas.htm>

APPENDIX H – THE SECRETARY OF THE INTERIOR’S STANDARDS FOR REHABILITATION OF HISTORIC BUILDINGS

The Standards (Department of Interior regulations, 36 CFR 67) pertain to historic buildings of all materials, construction types, sizes, and occupancy and encompass the exterior and the interior, related landscape features and the building’s site and environment as well as attached, adjacent, or related new construction. The Standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

APPENDIX I – PARTICIPANTS IN THE DOWNTOWN DISTRICT PLAN

Citizens Advisory Committee members

Judy Maloney, Mayor
Lon Damon, Village Council, Planning Commission
Ed Ward, Village Council, Planning Commission
Rod Butcher
Pat Bradek
Jim Janson
Fred Reuschling
Jim Hofstetter
Norma Waters
Stu Case
Kathryn Jozwiak
Reagan Hagerdon
William Campbell
Jean Dutton
Frank Snyder
Shawn Osborne
Fred Grimm

Village of Jefferson Staff

Terry Finger, Village Administrator

Consultants

The Center for Planning Research and Practice
Maxine Goodman Levin College of Urban Affairs
Cleveland State University
Wendy Kellogg, Director
Kirby Date, AICP, Countryside Program Coordinator
Christine Zuniga, Graduate Assistant

APPENDIX J – CRITERIA FOR LISTING ON THE NATIONAL REGISTER OF HISTORIC PLACES

The National Register's standards for evaluating the significance of properties were developed to recognize the accomplishments of all peoples who have made a significant contribution to our country's history and heritage. The criteria are designed to guide State and local governments, Federal agencies, and others in evaluating potential entries in the National Register. **Find help evaluating and documenting the significance of the range of diverse historic places recognized in the National Register with the National Register bulletin series.**

Criteria for Evaluation

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

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

Criteria Considerations

Ordinarily cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- a.** A religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- b.** A building or structure removed from its original location but which is primarily significant for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or

- c. A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building directly associated with his or her productive life; or
- d. A cemetery which derives its primary importance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
- e. A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or
- f. A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or
- g. A property achieving significance within the past 50 years if it is of exceptional importance.

How Old Does a Property Have to Be for Listing?

Generally, properties eligible for listing in the National Register are at least 50 years old. Properties less than 50 years of age must be exceptionally important to be considered eligible for listing.

What Constitutes a Historic District?

There are no strict requirements for definition of a Historic District and its boundaries. In general, a substantial proportion of properties in the district should be eligible for listing in the National Register of Historic Places. Beyond that, recommendations for determining boundaries follows:

Selection of boundaries is a judgment based on the nature of the property's significance, integrity, and physical setting. Begin to consider boundaries during the research and data-collection portion of the nomination process. By addressing boundary issues during the field and archival research, the preparer can take into account all the factors that should be considered in selecting boundaries. When significance has been evaluated, reassess the boundaries to ensure appropriate correspondence between the factors that contribute to the property's significance and the physical extent of the property.

Select boundaries that define the limits of the eligible resources. Such resources usually include the immediate surroundings and encompass the appropriate setting. However, exclude additional, peripheral areas that do not directly contribute to the property's significance as buffer or as open space to separate the property from surrounding areas. Areas that have lost integrity because of changes in cultural features or setting should be excluded when they are at the periphery of the eligible resources. When such areas are small and surrounded by eligible resources, they may not be excluded, but are included as noncontributing resources of the property. That is, do not select

boundaries which exclude a small noncontributing island surrounded by contributing resources; simply identify the noncontributing resources and include them within the boundaries of the property.

Districts may include noncontributing resources, such as altered buildings or buildings constructed before or after the period of significance. In situations where historically associated resources were geographically separated from each other during the period of significance or are separated by intervening development and are now separated by large areas lacking eligible resources, a discontinuous district may be defined. The boundaries of the discontinuous district define two or more geographically separate areas that include associated eligible resources.

Define a discontinuous property when large areas lacking eligible resources separate portions of the eligible resource.

GUIDELINES FOR SELECTING BOUNDARIES: ALL PROPERTIES

- Select boundaries to encompass but not exceed the extent of the significant resources and land areas comprising the property.
- Include all historic features of the property, but do not include buffer zones or acreage not directly contributing to the significance of the property.
- Exclude peripheral areas that no longer retain integrity due to alterations in physical conditions or setting caused by human forces, such as development, or natural forces, such as erosion.
- Include small areas that are disturbed or lack significance when they are completely surrounded by eligible resources. "Donut holes" are not allowed.

Web References:

Most information is available on the National Register of Historic Places web site, <http://www.nps.gov/nr/>. In particular, see links to publications, and the following web pages:

How to List a Property

Results of Listing

Information for Property Owners

[National Register of Historic Places regulations \(36CFR60\)](#)

[Researching a Historic Property](#)

[How to Apply the National Register Criteria for Evaluation](#)

[How to Complete the National Register Registration Form](#)

[How to Complete the National Register Multiple Property Documentation Form](#)