Historic Preservation Plan
City of Jefferson, Missouri

September 30, 2019

prepared for the

Department of Planning and Protective Services

by

HERITAGE *strategies*

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AND MANY THANKS TO EVERYONE WHO PARTICIPATED IN THE PUBLIC ENGAGEMENT PROCESS OF CREATING THIS PLAN.

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We are grateful for all contributed photos, which are acknowledged individually throughout the plan. All photos not otherwise attributed were taken by Peter Benton.

This material was produced with assistance from the Historic Preservation Fund administered by the National Park Service, Department of the Interior and Missouri Department of Natural Resources, State Historic Preservation Office. Any opinions, findings, and conclusions or recommendations expressed in this material are those of the author(s) and do not necessarily reflect the views of the Department of the Interior of Natural Resources, State Historic Preservation Office. Federal laws prohibit discrimination on the grounds of race, color, sexual orientation, national origin, disabilities, religion, age, or sex. For more information write to the Office of Equal Opportunity, U.S. Department of the Interior, Washington D.C. 20240.

Historic Preservation Plan for Jefferson City, Missouri

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Jefferson City's lively central commercial area, "Downtown," includes a range of handsome buildings dating from the many decades of the nineteenth century.

Chapter 1: Overview

1.1 Introduction

This Historic Preservation Plan for Jefferson City presents a multi-year action plan for incorporating historic preservation interests and initiatives into the broad range of the City's programs and initiatives. It is designed to aid the Historic Preservation Commission, City Council, City staff and the public to make well-informed decisions about historic preservation in the City of Jefferson.

Jefferson City offers a wealth of historic resources, which give it individual character and provides its residents with a strong sense of place. This heritage contributes to the City's identity and generates communal pride. Recognizing and understanding this history is the basis for planning for success in preserving these resources and promoting their value. This includes understanding the value of preservation as an economic development tool.

1.2 The Benefits of Historic Preservation

Historic preservation is a unique city-building activity, as it intersects with many community programs, from housing to the public domain to tourism. Its

benefits fall into four basic categories: economic, tourism and placemaking, community-building, and environmental.

Economic Benefits

Historic preservation is a high-value economic activity. It creates jobs, it sustains property values in historic areas, it encourages investment in underserved communities, it leads to community revitalization, and it is an asset in enabling a community to compete for employment and investment. According to the National Park Service, federal tax incentives for rehabilitation have "helped to revive abandoned or underutilized schools, warehouses, factories, churches, retail stores, apartments, hotels, houses, agricultural buildings, offices, and other buildings across the country, and in turn, has helped support the redevelopment of entire downtowns and neighborhoods. It also supports community revitalization, job creation, affordable housing, small businesses, farms and Main Street development, among other economic benefits."

In terms of jobs, dollar for dollar, historic rehabilitation is more reliant on labor than raw materials, and therefore creates more domestic jobs than other industries – jobs that cannot be outsourced and which demand higher pay because of the skills involved. For these reasons, a greater percentage of funds invested in historic rehabilitation translates into household income, which has a greater benefit to the local economy. A 2012 study by Columbia, MO, of the economic benefits of historic preservation notes that the number of jobs created per $1 million spent on historic preservation, 38, is six more than highway construction and two more than new construction. The study measured more than 950 jobs supported in Columbia, both directly and indirectly, as a result of private historic preservation efforts.[1]

Tourism and Placemaking Benefits

Historic buildings are integral to an excellent visitor experience in many communities. They reinforce a community's unique sense of place and well-maintained historic architecture is a part of the expression of a community's artistic spirit. Tourism itself is an important economic activity in Jefferson City, with heritage tourism an important component.

The National Trust for Historic Preservation defines cultural heritage tourism as "traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present."

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[1] *Economic Impact of Historic Preservation in Columbia, Missouri*, by Development Strategies for the Columbia Historic Preservation Commission, August 2012; https://www.como.gov/community-development/wp-content/uploads/sites/14/2015/09/FINAL_ColumbiaReport_August20121.pdf

Cultural, historic, and natural resources all make up heritage tourism sites. Heritage travelers are among the most lucrative of visitors to attract to a community. They stay longer at their destinations and, because they tend to stay overnight, they spend more money than other types of travelers per trip.

Sustainability and Community-Building Benefits

Preservation creates usable commercial space and upgraded residential structures, stabilizes neighborhoods, and increases property values. As the success in Jefferson City's downtown demonstrates, it supports unique commercial environments sustaining a dynamic business community, including small businesses and start-ups. Historic preservation can also enable affordable housing. A less measurable but valuable benefit is that the act of preservation respects the legacy and hard work of those who worked to build Jefferson City over many decades. Preserved historic buildings provide a sense of place, context and enjoyment, continuity and memory – they provide a sense of lasting value and accomplishment critical to sense of community.

Environmental Benefits

Preserving older buildings is greener than any other method of community development. As architect Carl Elefante first stated, "The greenest building is the one already built." A study for the Department of Defense (DoD), for example, found that "modernization of DoD's pre-war [World War II] masonry buildings can be significantly less expensive than new construction....By leveraging original design features for thermal comfort with new, energy-efficient building systems, DoD can modernize pre-war buildings to match the energy performance of new construction." Moreover, preserving old buildings conserves resources, keeps demolition waste out of expensive landfills, and uses existing public investments in infrastructure and amenities from sewers to parks. Investment in older neighborhoods is an

What Makes Historic Places Special?

Kaid Benfield, noted author and advocate for community assets, says, "I have been trying to understand what makes historic places special to so many of us. Part of it is that they are relatively rare in the United States, I guess. For several decades our newer everyday architecture – our subdivisions, strip malls, office buildings – has been simultaneously bland and deadening in its consistency. Every place looks like every other place, or so it seems. While that isn't literally true – some exciting buildings are being designed and built, some nourishing new places are being fashioned – the best of our older buildings and neighborhoods have a distinctiveness to them, almost by default.

"But I also think there may be something deeper going on. We gravitate to older places because they ground us in space and time. There also is an emerging literature teaching us that they function pretty well, too….We've all had the experience of being in a setting that has been changed in a major way – by demolition of a group of buildings, perhaps, or by the rise of new ones – since the last time we were there. Sometimes the change can occur in as little as a week. Things seem off, disorienting, anxiety-provoking as we try to get our bearings and tap into our memories of what used to be…. There is something comforting about older places."

-- Kaid Benfield, "How Legacy Architecture Shapes our Experience of Place," Huffpost, July 19, 2014; https://www.huffpost.com/entry/how-legacy-architecture-s_b_5342962)

investment in inherently sustainable communities that are generally dense, walkable, transit-accessible, and mixed-use.

1.3 The Planning Process

The vision, goals, strategies, and priorities in this plan reflect public input from the Historic Preservation Commission, City Council members, City staff, and the general public. A Focus Group has guided the process of obtaining input and drafting recommendations and the final document. The group was assembled from representatives of stakeholder organizations, including the Historic Preservation Commission, the Planning and Zoning Commission, City staff, Historic City of Jefferson, Inc., the Jefferson City Convention and Visitors Bureau, and Downtown Jefferson City Association.

Outreach included interviews with interested parties, a meeting with staff at the State Historic Preservation Office, and the participation of other interested parties on three occasions in small-group discussions focusing on individual topics, including neighborhood revitalization, heritage tourism and community interpretation, and the needs of historic commercial centers. City staff guided the consulting team from Heritage Strategies, Inc., on tours of the City and visits to historic sites, including the State Capitol, the State Penitentiary, Lohmans Landing, and the Governor's Mansion.

The process of developing this plan also included presentations by the consulting team on historic preservation planning principals and findings and recommendations in three public meetings with the Historic Preservation Commission.

In the middle of the planning process, on May 22, 2019, a strong tornado struck the City. It caused extensive damage, destroying historic buildings. Implementation of the recommendations within this plan will be respectful of the emotional, physical, and financial barriers associated with disaster recovery. (See pages 85-88.)

1.4 Jefferson City Background

Jefferson City is the 15th most populous city in Missouri, situated at roughly the center of the state on the beautiful Missouri River. The Lewis and Clark Expedition (1803-1806) passed by the City's site on limestone bluffs above the river before European settlement, making its way westward up the river to explore the nation's newly purchased Louisiana Territory. Development of the City is treated in detail in Chapter 2, Historical Development.

In 2018, the U.S. Census estimated Jefferson City's population at 42,838. Total households are estimated at 17,278. The median age is 37.8; median household income is $48,132. Compared to Missouri as a whole, the City's population is just a little younger (MO is 38.4) and a little less wealthy (MO is

Jefferson City's 2007 Greenway Master Plan built upon several earlier plans – the former official greenway plan of 1991, the 1996 Comprehensive Plan Update, and the 2001 City Beautification Plan.

$51,542). The number of individuals below poverty level also closely tracks Missouri as a whole: Jefferson City has 15.6 percent; Missouri is at 14.6 percent. The percentage of residents with a high school education or higher is also similar to the state's: Jefferson City is at 90.9 percent; Missouri is at 89.2 percent. Of the total housing units in Jefferson City, 18,789, 2,560 were built in 1939 or earlier.

1.5 Foundation for Historic Preservation Planning in Jefferson City

This is the first historic preservation plan for Jefferson City. It is based on an existing Comprehensive Plan Update from 1996 and the City Code, which includes chapters covering the activities of the Historic Preservation Commission, such planning and zoning activities as Neighborhood Conservation Overlay Districts, and the activities of the Neighborhood Services Division. Work on this Historic Preservation Plan has incorporated issues and topics that are expected to inform the approach and concepts in the Comprehensive Plan's 2020 update, and it is furthermore anticipated that the Historic Preservation Plan will be adopted as that plan's preservation planning element.

Jefferson City has a long history of planning. Many recent plans also inform this Historic Preservation Plan, several of which have provided the seeds that led to the creation of this plan:

- 2006: Central East Side Neighborhood Plan;
- 2007: Greenway Master Plan;
- 2014-18 Community Development Block Grant Action Plan (the most recent in a series required periodically for the City to receive federal CDBG funding);
- 2016-17: East Capitol Avenue Blight Study and Urban Renewal Plan, an important plan that set the stage for the Capitol Avenue initiatives now being implemented;
- 2017: Capital Area Pedestrian and Bicycle Plan; and
- 2017: Historic Southside / Old Munichburg District and Neighborhood Plan, also an important step forward in Jefferson City planning that has led to the establishment of a nonprofit community development organization to stimulate and guide implementation of the plan.

1.6 Organization and Summary of this Plan

The following paragraphs summarize the concepts and strategies presented in each chapter of the Historic Preservation Plan and serve as an executive summary of the plan.

Chapter 1 – Overview

Chapter 1 introduces this Historic Preservation Plan, describing the benefits of historic preservation and the planning process that produced this plan. It concludes with a list of the "big ideas" in this plan, highlighting the most significant actions. The plan is intended for adoption as the preservation planning element of the City's Comprehensive Plan 2020 update.

Chapter 2 – Historical Development

Chapter 2 reviews Jefferson City's history and historic character and how the City and its historic resources evolved, beginning with the native landscape that has shaped the form of the city over time. Jefferson City has been the state's capital almost from the beginning of Missouri's existence as a state, established in August of 1821. The site of the City was selected by the Missouri State Legislature in January of 1822 following its identification by a commission established less than a month earlier. In 1819, only two families resided in Jefferson City. By 1826, the number of families had increased to thirty (MO SHPO 1992:9). The City's founding and early development

proceeded through the Civil War and into 1870, when the first railroad arrived. The City's form grew and matured from that point forward, and by 1930, much of what is recognized today as Old Town had developed. Suburbanization after World War II proceeded in two phases, up until 1980 and from 1980 to the present. Today, much of Jefferson City's historic core, generally known as Old Town, retains its historic character and contributing features, the subject of this Historic Preservation Plan.

Chapter 3 – Preservation Approach

Chapter 3 presents a vision statement and five broad goals expressing how Jefferson City's historic assets and character relate to the City's vision for the future. These goals are embodied in the strategies and recommendations of the chapters that follow in this preservation plan, and relate to:

1. Quality of Place
2. Historic Commercial and Residential Areas
3. Citywide Connections
4. City Programs and Procedures
5. Community Engagement

This Historic Preservation Plan for Jefferson City embraces the idea of "quality of place" as an animating concept central to the City's identity and well-being and seeks to implement it through the revitalization of the City's historic commercial areas and historic neighborhoods.

Chapter 4 – Strengthening Jefferson City's Preservation Program

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

This chapter provides a discussion of context, issues, and actions for strengthening Jefferson City's existing historic preservation program. Jefferson City has qualified under Missouri State Historic Preservation Office (SHPO) guidelines as a Certified Local Government under the National Historic Preservation Act, as amended. The City can thus participate directly as a key element in the well-developed federal-state-local relationship that is at the heart of the nation's historic preservation system. The chapter addresses further surveys and National Register nominations, local historic districts and landmarks, and pays particular attention to enhancing the role of the City's Historic Preservation Commission.

Chapter 5 – Planning and Development

Jefferson City's programs for planning and development also affect the fate of historic resources and districts. The Planning and Zoning Commission and the Department of Planning and Protective Services are responsible for these programs, including community and long-range planning, building permits and inspections, neighborhood services and programs, and public health and safety. This chapter describes actions addressing historic preservation as it is affected by various programs and activities managed by the Department, first providing general guidance for creating a preservation-friendly 2020 Comprehensive Plan update. Importantly, this chapter covers the City's programs for neighborhood services and focuses on an important technique for stimulating neighborhood investment, the Neighborhood Conservation Overlay District. Although implemented in only two areas of the City thus far, the program offers great promise for extension across other parts of the City. The chapter also examines ways to improve permit review and code enforcement.

Chapter 6 – Improving Historic Commercial Centers

Jefferson City's distinctive historic commercial centers – not only the Downtown but smaller areas that serve their surrounding residential neighborhoods and provide unique experiences to residents from across the City – are a central element of Jefferson City's identity. This chapter advocates implementing a vigorous, coordinated program of revitalization of historic commercial centers across the City, in part based on the Main Street® approach originally developed by the National Trust for Historic Preservation and now maintained by the Trust's affiliate, the National Main Street Center. This next-level approach builds on the commercial investment and revitalization efforts already achieved Downtown, on the East Side, in Old Munichburg, and at the Power House in Millbottom. Addressing the needs of commercial centers requires a combination of economic development approaches and sensitivity to the needs of historic buildings in order to achieve the best combinations of businesses and buildings.

Chapter 7 – Strengthening Historic Neighborhoods

This chapter returns to the theme of reinforcing historic neighborhoods first discussed in Chapter 5 concerning general planning and development programs. Jefferson City has been working to strengthen historic neighborhoods throughout Old Town as an element of public policy for years, particularly since the City Council's adoption of the Neighborhood Reinvestment Act in 2007.

The intended result of actions in this chapter is to make magnets of historic neighborhoods for young professionals, young families, older singles and couples, and others who value the character of historic neighborhoods, neighborhood walkability, residential locations close to Downtown and

Missouri's splendid High Victorian-style Governor's Mansion is a popular draw for visitors to Jefferson City. Technically the style is known as Second Empire (with a touch of Renaissance Revival in some of the detailing seen on the first two floors – for more discussion of architectural styles in Jefferson City, see Appendix A).

friendly neighborhood commercial centers, and such nearby center-city and Old Town amenities as parks, trails, and museums. Key objectives are the prevention of building loss through demolition or demolition by or demolition by neglect, increasing home ownership, activation of neighborhood involvement, and attracting private investment by addressing blight.

Chapter 8 – Welcoming Visitors and Storytelling

Jefferson City is Missouri's Capital City and has the opportunity to welcome visitors from across the state while also representing Missouri to visitors from across the nation. As host to state legislators and home to state employees, Jefferson City can demonstrate the virtues of community, good governance, and quality of place. Among the roles of the Historic Preservation Commission, per its enabling legislation, is "to protect and enhance the City's attraction to tourists and visitors and the support and stimulus to business and industry thereby provided; to strengthen economy." This chapter provides a brief set of ideas to add to the City's current accomplishments and attractions.

Chapter 9 – Conclusion and Implementation

Chapter 9 closes this plan with a few final thoughts and provides a useful table assembling all actions recommended in Chapters 4 through 8.

1.7 Priorities for Action

For the benefit of the reader, the following are high-priority actions to be found in Chapters 4 through 8. Some of these actions may be noted in the "timeline and responsibility" statements (and in the tables provided in Chapter 9) as ongoing. Others may be identified as mid-term or even long-term, in which case it is expected that those responsible will work on steps that prepare the way.

- **Surveys of historic resources:** To support ongoing surveys and the ability of surveyors to evaluate the significance of individual properties and districts, prepare a Historic Context for Jefferson City as a whole from its founding to the present. (Action A.2)

- **Design guidelines:** Prepare residential historic preservation Design Guidelines for application in designated residential Local Historic Districts, to Local Landmarks, and in historic neighborhoods citywide. (Actions A.6, A.11, A.22, B.17, C.6, D.6) These guidelines would be formulated for locally recognized historic properties and districts, but they would also help to formulate design guidelines to be applied in Neighborhood Conservation Overlay Districts and historic commercial districts and to provide general guidance to owners of historic properties.

- **Local Landmarks:** Enhance the Local Landmarks program with incentives that encourage property owners to join the program. (Actions A.10-A.12)

- **Historic Preservation Commission:** Reinforce the Historic Preservation Commission as the City's official voice for the protection, enhancement, perpetuation, and use of historically significant properties and districts within Jefferson City. (Actions A.13-A.23)

- **Relationship to the Comprehensive Plan:** Incorporate the Historic Preservation Plan's vision and goals for community identity and quality of place (see Chapter 2, Preservation Approach) as organizing concepts for the 2020 Comprehensive Plan update. (Actions B.1 and following)

- **Old Town boundaries:** Revise "Old Town" boundaries to reinforce historic neighborhoods, in order to clarify branding and identity to help to attract private and public investment. Identifying the boundaries of historic areas will provide regulatory clarity to developers, property investors, and the general public with respect to preservation of historic resources. (Action B.2, Map 2)

The Missouri State Penitentiary is the oldest prison west of the Mississippi and is a major attraction whose visitation program is operated by the Jefferson City Convention and Visitors Bureau.

- **Historic neighborhoods:** Reinforce the character of historic neighborhoods with updated or new plans, using such policies as zoning and overlay districts, and a variety of other programs. (Actions B.1 and D.1-D.8)
- **City procedures:** Reinforce the processes of plan examination, permit review, building inspection, and code compliance (involving citizen education in all of these) to support revitalization of historic buildings and neighborhoods. (Actions B.11-B.14, B.21-B.27)
- **Neighborhood Conservation Overlay Districts:** Establish a tiered structure of Neighborhood Conservation Overlay Districts with regulations and guidelines customized to the character of the neighborhood, neighborhood goals for the district's protection, and level of significance and integrity of its historic buildings and streetscape. (Action B.16)
- **Downzoning to protect historic resources:** Pursue downzoning of historic neighborhoods, such as recently accomplished for the Southside neighborhood, where identified by the Comprehensive Plan

in order to limit conversion of single-family homes to multi-family properties. (Actions B.19, B.20)

- **Historic commercial centers:** Develop a suite of programs focused on serving all of the City's Historic Commercial Centers, from downtown Jefferson City to smaller areas that also contribute to neighborhood quality of life. (Actions C.1-C.9)

- **Heritage tourism:** Engage broadly in heritage tourism, from expanding the City's identity-supporting wayfinding and interpretation, through collaboration among stakeholders that benefit from engaging residents and visitors in storytelling and the arts. (Actions E.1-E.5)

One of Jefferson City's individually recognized local landmarks is found in Southside/Old Munichburg area. Note the traditional use of limestone for the foundation. Early buildings in Jefferson City such as this were made with local materials following patterns known to settlers from their previous homes and earlier decades.

Chapter 2: Historical Development

2.1 Introduction

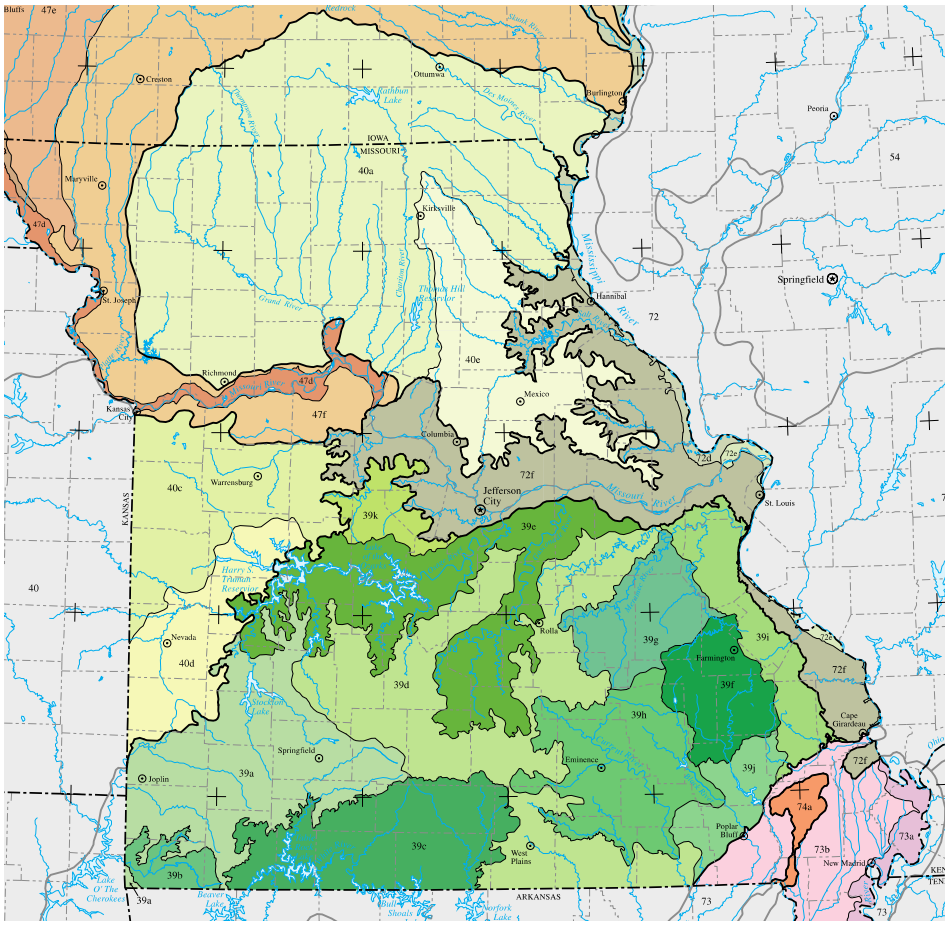
Jefferson City has developed over the past two centuries in response to the attributes of the landscape upon which it is located and the social, economic, and technological factors that have been in play. The following discussion reviews the various historic contexts associated with the City's growth and development and suggests the types of historic patterns and resources that should be considered significant to its history and character.

This discussion is drawn primarily from historic resource survey reports and National Register nominations that have been prepared for the City. They suggest that the area of the City developed prior to World War II is of particular interest with respect to historical significance with a special focus on the period from 1870 to 1930.

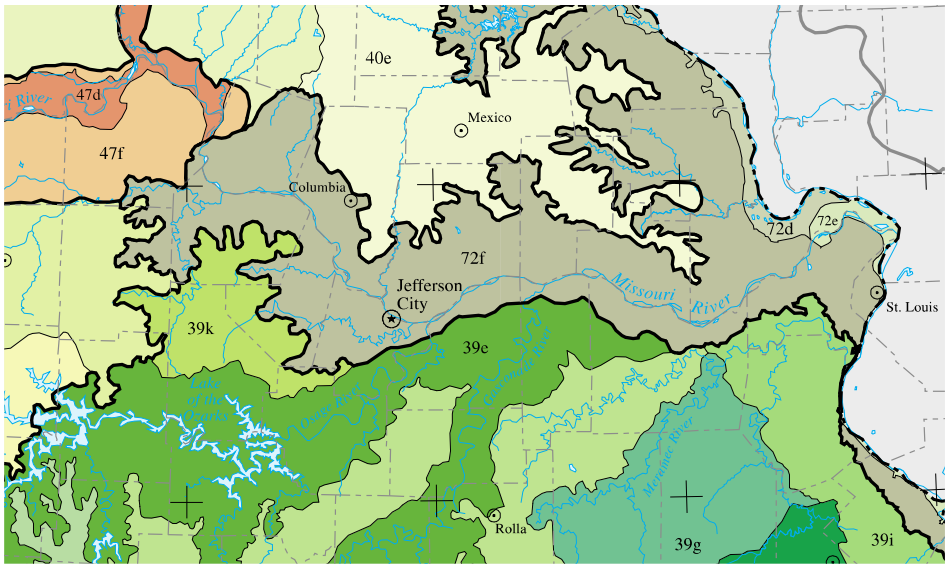
2.2 Environmental Context – The Native Landscape

The bluffs on which Jefferson City is located are part of the River Hills ecoregion bordering the Missouri and Mississippi Rivers. This region occurs as a relatively narrow band bordering the two rivers and is a transition zone between the flatter loess- and till-covered plains of northern Missouri and Iowa to the north and the lighter-colored, rocky soils of the interior Ozark Highlands of central and southern Missouri.

The loess plains to the north have largely been converted to cropland, while the Ozark Highlands to the south are more forested. The River Hills are less forested than interior areas in the Ozarks. Ridges and valleys have a deep soil mantle, but the steep slopes are stony with frequent rock outcrops. The underlying bedrock is relatively resistant to erosion along this portion of the Missouri River such that the alluvial valley associated with the river is relatively narrow in contrast to the river's wide floodplain further to the west. (EPA 2001)



The River Hills ecoregion (gray) borders the Missouri and Mississippi Rivers, dividing the Ozark Highlands to the south (greens) from the loess-covered plains to the north (yellow and browns). (EPA 2001)

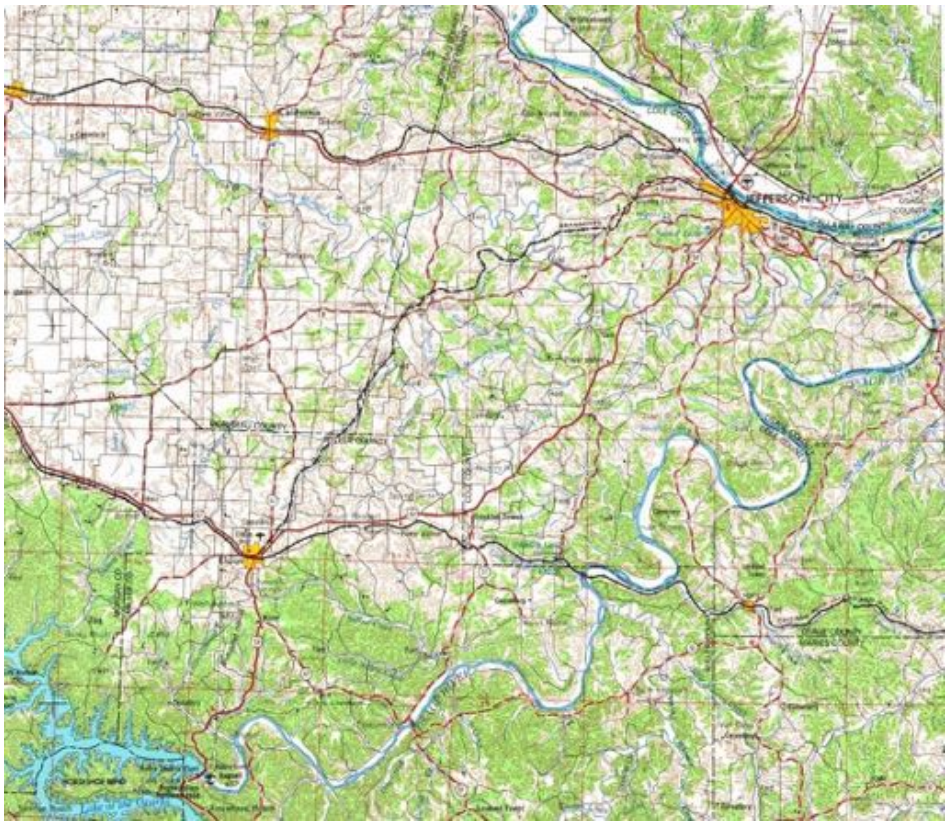


Detailed view of the River Hills ecoregion (gray), including Jefferson City (at center) along the Missouri River. (EPA 2001)

The predominant bedrock of the River Hills is known as Jefferson City Dolomite, which is an Ordovician formation (488 to 444 million years ago) of carbonates laid in a flat bed over underlying sandstone during a cycle of sea level rise. Numerous subsequent geological events gently folded, uplifted, exposed, and eroded the rock layers we see today. After the last postglacial period, about 11,000 years ago, a thick layer of wind-blown loess was deposited over the entire region by violent dust storms in the barren, still frigid landscape. The loess has largely eroded away except for remnants on ridgetops and colder northern and eastern slopes. (USDA 2005:117)

In Cole County the streams that carry runoff from the flanks of the Ozark Highlands north to the Missouri River have incised through the dolostone and sandstone bedrock, creating deep, meandering stream valleys. Smaller streams branch toward the uplands, dissecting the side slopes that intervene between long interconnected ridgetops. The remaining pattern of loess distribution indicates that no major alterations of landforms have occurred since the loess was deposited approximately 11,000 years ago. (USDA 2005:119)

The topography of Cole County is characterized by small, steep hills cut by a complex of meandering local streams and rivers. The hilltops are generally uniform in height and trend from higher elevations in the southwest (the Ozark Highlands) to lower elevations in the northeast along the Missouri River. Cole County's southeast boundary is the Osage River, a substantial and historically navigable river flowing northeast and draining the wooded interior uplands of the Ozark Highlands from the Lake of the Ozarks to the Missouri River. The Osage River joins the Missouri about ten miles east of Jefferson City.

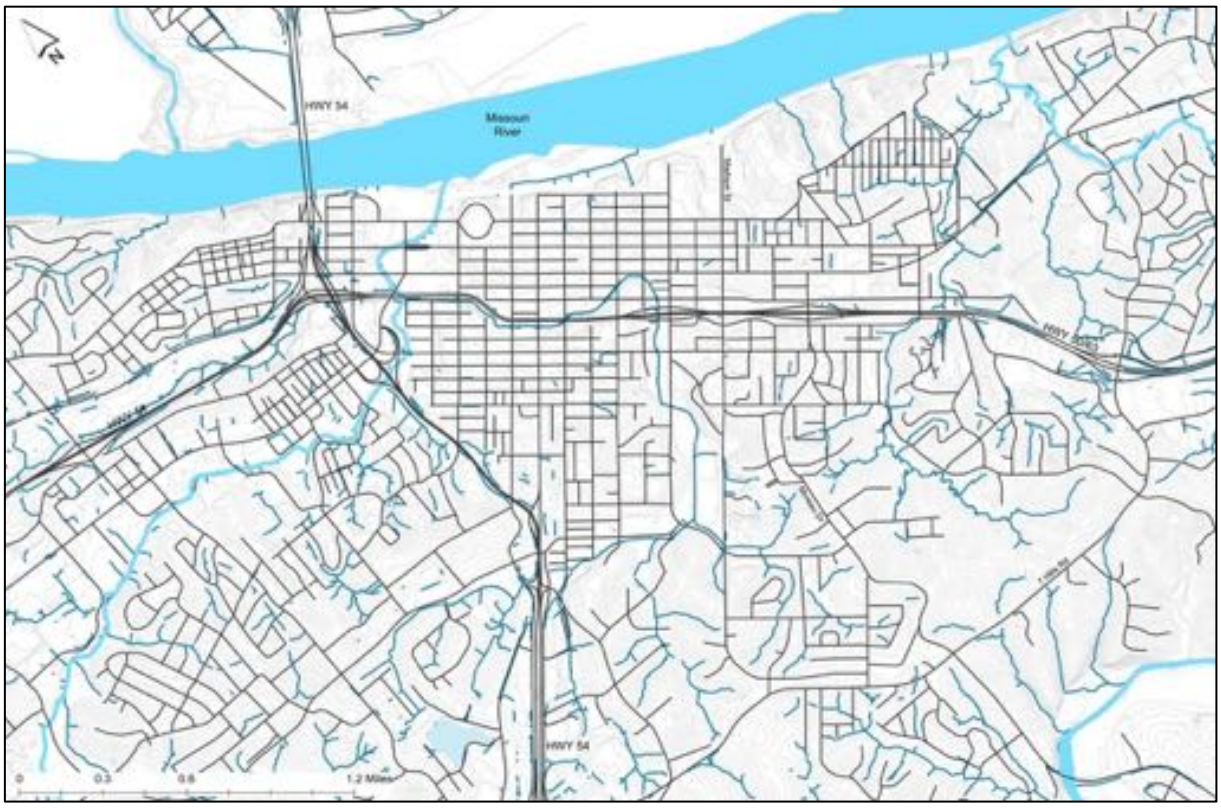


The smaller Moreau River roughly parallels the course of the Ozark River joining the Missouri about four miles east of the City. The Osage River forms the southeast border of Cole County and flows from the wooded interior of the Ozark Highlands to the Missouri River. The smaller Moreau River wraps directly around Jefferson City from the south to the east draining much of Cole County. (USGS 1955-1967)

Upper portions of the Moreau River wrap around to the south of the City in a meandering course that drains much of the interior of Cole County. The landforms in the immediate vicinity of Jefferson City are characterized by high bluffs of dolomite rock formations that are deeply cut by local creeks creating a complex and varied topography. The historic core of the City sits on a two-mile long bluff about eighty feet above the river with steep slopes down to the river's edge.

The two-mile-long bluff extends from the location of the Missouri State Capitol on the northwest to the vicinity of Five Points and Ellis-Porter Park on the southeast. It is terminated on the northwest by Wears Creek, creating a deep valley just beyond the Capitol Building, and by Boggs Creek and its tributary on the southeast. Tributaries of both creeks extend around the bluff to the south, isolating the bluff from the higher landforms to the south.

The east branch of Wear Creek in particular is a significant presence, winding south of the bluff along Elm and Miller Streets before turning directly south just west of Lincoln University. The valley created by the east branch separates



The historic core of Jefferson City sits on a two-mile long bluff overlooking the Missouri River. Deeply cut creeks terminate the bluff at each end. Tributaries of the creeks wrap around the bluff to the south creating a varied topography over which the City's street grid is laid. (Jefferson City GIS)

Southside from Downtown. It was used for the alignment of the Whitton Expressway and is subject to serious flooding.

The ridgeline of the two-mile long bluff follows High Street at its northwest end near the Capitol Building to the vicinity of its intersection with Adams Street, at which point it curves over to Capitol Street and the vicinity of the State Penitentiary at Lafayette Street. The ridgeline then curves back to High Street and on toward Five Points and Ellis-Porter Park. Small ravines cut into the bluff from the river both east and west of the Penitentiary. The resulting topographic changes give the city grid its hilly character and visual appeal.

2.3 Founding and Early Development – 1822 to 1870

Missouri was stablished as the nation's twenty-fourth state on August 10, 1821. On December 21, 1821, legislation was passed enabling appointment of a commission to select a site for the new state's capital. The site was required to be located at a central location on the Missouri River, the state's primary transportation corridor, within 40 miles of the mouth of the Osage River. (Summers 2000:7)

Detail of the bird's eye view on the opposite page focusing on the core of the City. (Library of Congress 1869)

The location at Howard's Bluff was selected and was officially designated by the Missouri legislature on January 11, 1822. Primary factors for the selection of its site were the high bluffs that protected it from flooding as well as the access to the river provided by Jefferson Landing (renamed Lohman's Landing in 1852) at the base between the two adjacent bluffs on which the first and second capitol buildings were located.

Daniel M. Boone, son of the famous pioneer, and Major Elias Bancroft were retained to plan and lay out the capital city, a task they were required to complete within 120 days. The streets were to be "not more than 120 feet wide or less than 80 feet," with alleys 20 feet wide between. Their original plan laid out a thousand in-lots in the central city area, each about a half-acre in size, with associated out-lots of between 5 and 40 acres beyond the city core. Early plat maps show the in-lots platted as far south as today's Atchison Street in Southside. The first sale of lots occurred in May of 1823. (Summers 2000:7; MO SHPO 1969: Sect 8; MO SHPO 2002:E-6)

The first capitol building was completed on October 1, 1826, and the first legislative session was convened there in November. The building was a two-story brick structure, 40 feet by 60 feet, located facing the river on the site of the current Governor's Mansion. The first floor served as legislative, judicial,

A bird's eye view of Jefferson City published in 1869. The drawing shows the extent and density of the City's development by that year. (LOC 1869)

and executive headquarters, and the second floor served as living quarters for the governor. The building burned in November 1837. The second capitol building was located further to the northwest on the site of the current capitol and was started in 1838 and completed in 1840. (Summers 2000:7,10)

Jefferson City was primarily dependent upon river traffic, and most supplies and persons entering and departing the City passed through Jefferson Landing. The three-story stone Jefferson Landing Building, later renamed the Lohman's Landing Building, was constructed in 1834 (or 1839) and at the time was the largest building in the community. Today owned by the state, the Lohman's Landing Building is among the few surviving structures representing the early development of Missouri's capital city. (MO SHPO 1969: Sect. 8)

In 1819, only two families resided in Jefferson City. By 1826, the number of families had increased to thirty (MO SHPO 1992:9). Early buildings were constructed of wood, stone, and brick. Other than the Lohman's Landing Building noted above, no buildings survive from the earliest period of the City's development. The limited number of early buildings that do survive date from the 1840s to the 1860s. Most are brick commercial buildings.

The 1869 bird's eye view of Jefferson City drawn by August Ruger is the first complete depiction of Jefferson City and conveniently marks an end date to the period of the City's early development. The bird's eye view shows the City extending from the Missouri State Penitentiary on the east to the bluffs beyond Wears Creek on the west.

Construction of the penitentiary was authorized by the legislature in 1833 and completed in 1835 (Summers 2000:7, MO SHPO 1992:11). The oldest surviving building onsite today dates to 1868. The Ruger bird's eye sketch shows residences in the vicinity of the penitentiary and as far west as the National Cemetery on Chestnut Street, which had been formally designated in 1867. Residences spread westward to the center of town, though not as densely as today. The density of early residential construction was probably limited by

the steeply sloping topography. Most of these early buildings were likely of wood construction and have been replaced by later structures.

The bird's eye sketch shows a number of riverboats, the City's main source of commerce, moored along the river's shoreline, including at Lohman's Landing. The Missouri Pacific Railroad was extended from St. Louis to Jefferson City in 1855 introducing competition to the riverboat traffic (MO SHPO 1992:10, Summers 2000:8, Kremer 2000:83). A single railroad line is shown tracking along the shoreline in the Ruger sketch, and a depot, engine house, and rail yard are depicted at the base of Adams Street.

The detail of the sketch shows a density of rowhouse type buildings constructed along High Street between Jefferson and Monroe Streets as the City's commercial center. A few of these buildings – all constructed of brick – survive today. In addition to the Lohman's Landing Building, the nomination for the Missouri State Capitol Historic District lists nine buildings surviving from before 1870: one from the 1840s, five from the 1850s, and three from the 1860s. An additional early brick row house, now home to the Cole County Historical Society across the street from the Governor's Mansion, dates to 1871. (MO SHPO 1975:7-1 to 7-3)

The 1840 census gives the population of Jefferson City as 1,436 people, 262 of whom were slaves. Early settlers in Jefferson City came from Kentucky, Tennessee, and Virginia. After 1840 and particularly between 1850 and 1860, the influx of population into the City was characterized by German immigrants. While Germans lived in all parts of Jefferson City, the 1850s to mid-1860s saw the early settlement and growth of the Munichburg neighborhood to the south of the east branch of Wears Creek, apart from the center of the City on the bluff overlooking the river. (MO SHPO 1992:9, MO SHPO 2002:E-7)

The 1869 sketch shows the early settlement period of Munichburg as a concentration of residences in the vicinity of the intersection of Dunklin and Washington Streets. The church shown amidst the residences is listed as Lutheran on the sketch. The concentration of residences extends as far south as Atchison Street.

By the end of the Civil War, "Munichburg had become a self-contained and self-sustaining German American neighborhood within the larger City. In the early period of its development, German influence was clearly visible in the style of architecture used in neighborhood buildings. These immigrants endeavored to preserve their language and traditions by establishing their own churches, schools, and newspapers and by continuing their traditional customs and celebrations. (MO SHPO 2002: E-6,7,11)

Historic photographs of Munichburg show the streets crowded with handsome, solidly built and relatively unadorned brick buildings, few of which remain extant today (MO SHPO 1995:9). The Germans' preference for brick

was extended throughout the City, prompting Jefferson City to be known for several years as "the town of brick" and instigating the passage of an ordinance prohibiting the building of frame structures. The manufacture of brick had begun in Jefferson City prior to 1826. Several German immigrants were involved in brick manufacturing due to their familiarity with, and preference for, brick. The availability of suitable clays and the abundance of post-glacial, wind deposited loess soils encouraged this enterprise. (MO SHPO 1992:9)

By 1868, Jefferson City consisted of residences widely scattered across the undulating landscape, connected by streets with coarse, unpaved surfaces and dimly lit by coal oil lamps perched on top of poles. Several boarding houses and hotels existed to accommodate the influx of legislators and visitors to the offices of the state government. No paved streets existed in the City until the 1880s and, up until that time, the sidewalks were constructed of boards, bricks, and flagstone. (MO SHPO 1992:13)

Key patterns of historic resources from Jefferson City's period of founding and early development include:

- Rolling topography of the bluff overlooking the Missouri River and bounded on the west, south, and east by Wears and Boggs Creeks;
- Grid of streets and property lines superimposed over the rolling topography without regard for the development constraints afforded by its steep slopes;
- Establishment of the Missouri State Capitol Building and Missouri State Penitentiary as the west and east landmarks of the central portion of the City along the bluff;
- Establishment of Jefferson's Landing (later Lohman's Landing) adjacent to the State Capitol as the primary access for riverboat traffic and commerce;
- Beginnings of a city commercial center extending primarily along High Street east from the vicinity of the State Capitol and Washington Street several blocks to Monroe and Adams Streets;
- Scattered residential development extending east as far as Chestnut Street and, to a lesser extent, on the bluffs west of Wears Creek;
- Establishment of Munichburg as a distinct community south of the East Branch of Wears Creek;
- Introduction of the railroad along the river bank.

2.4 The Railroad Era: Growth and Maturation – 1870 to 1930

In the late nineteenth and early twentieth centuries, Jefferson City participated in national cycles of growth and change that were translated locally by the City's particular economic characteristics. Two aspects of the City's growth were a short-lived increase in manufacturing during the early twentieth century and a steady increase in the size of state government thereafter.

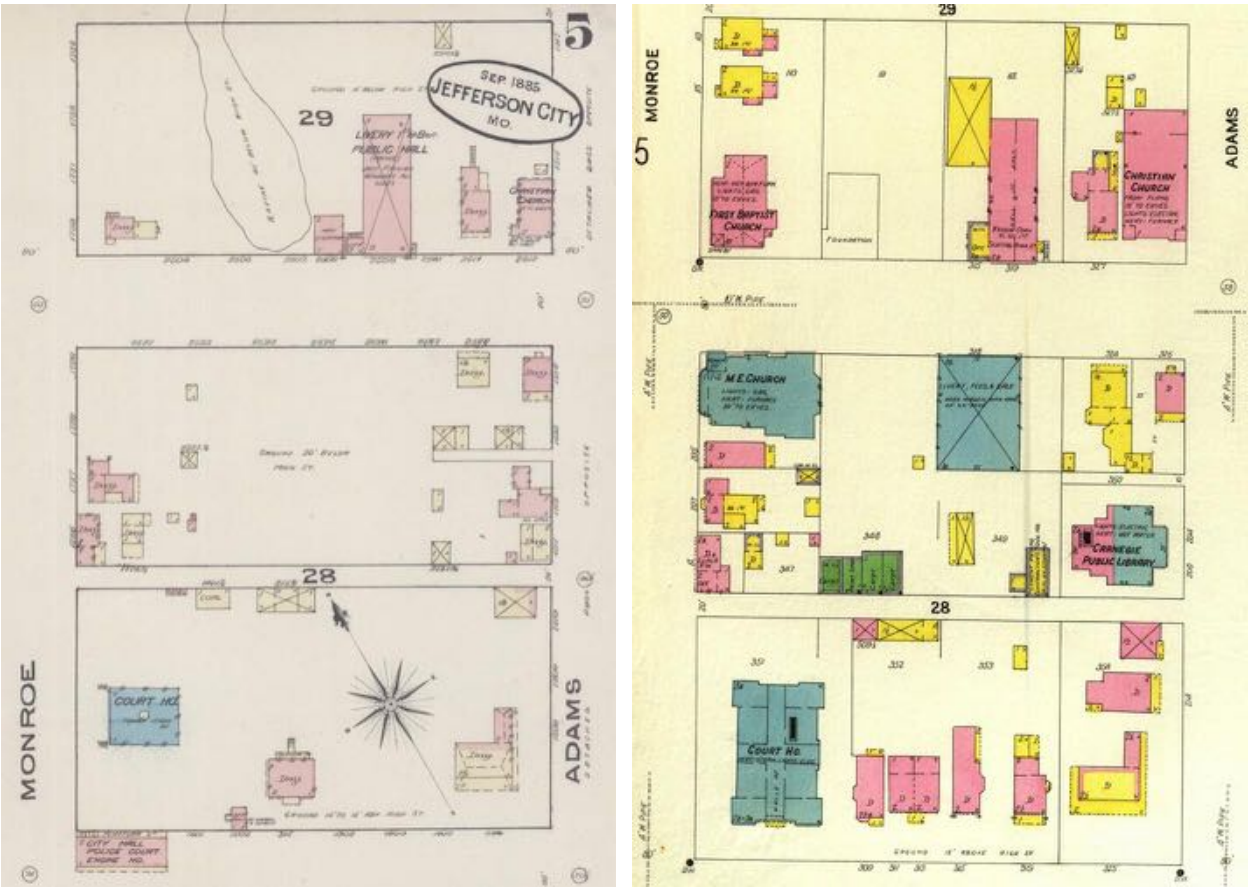
Central to growth and change nationally was the development of a nationwide network of railroads in the decades following the Civil War that led to the rapid expansion of urban manufacturing centers. In Jefferson City, railroads began to supersede commercial river traffic in the late nineteenth century. The 1885 Sanborn Fire Insurance Maps show expansion of the railroad to two parallel sets of tracks along the river from the single set shown in the 1869 bird's eye view. By 1897-98, three separate railroad lines were serving the City (MO SHPO 2005:8-52).

Railroad access to the City was concentrated in the Wears Creek floodplain known as Millbottom, which was becoming the City's industrial and manufacturing center. A round house, not present in 1869, is shown in the 1885 Sanborn maps in the vicinity of the creek along with several mills, a brick yard, and a brewery. The area continued to develop into the early twentieth century, and the rail yard present then still remains today.

The late nineteenth century was a period during which Jefferson City developed its urban infrastructure, benefitting redevelopment of the entire community. In 1887, construction of an electric light plant was underway. In 1889, construction of a water plant was in progress. In 1892, an ordinance was ratified to replace the gas street lights with electric street lights. That same year, state government buildings were electrified. In 1894, the first concrete sidewalk was installed followed by others shortly thereafter. In 1886, the first bridge across the Missouri River was completed. In 1901, the City's first macadam street was constructed. (MO SHPO 2005:8-50; MO SHPO 1995:15,16)

All of these public improvements are testimony to Jefferson City's substantial growth and maturation during the Railroad Era – this is the historic city we that we relate to today. These public improvements were occurring simultaneously with, and were probably driven by, the substantial amount of private sector construction that was also occurring at the time and is represented by the many historic buildings remaining today in the City's downtown core.

Census figures show a steady increase in the population of Jefferson City from 1870 to 1930, averaging 30.7 percent a year but with particular spurts of 43 percent and 49 percent in the decades of the 1890-1900 and 1920-1930. The City's population in 1870 was 4,420 people and by 1930 had grown to



Comparison of Sanborn maps from 1885 (left) and 1908 (right) illustrate the development of downtown Jefferson City during the Railroad Era. The block at the bottom is bounded by Monroe and Adams Streets and High and Main (now Capitol) Streets. Buildings in blue are stone; buildings in red are brick; buildings in yellow are wood. A new Cole County courthouse has been constructed during this period (lower left). A Carnegie Library has been constructed on Adams Street. Two churches have been constructed, one at the intersection of Monroe and Main and one at Adams and Main. Residences existing in 1885 have been expanded or removed, and new residences have been constructed. Of the buildings shown in 1908, only the courthouse, library, stone Methodist Episcopal Church, and stone livery building on Main Street remain today. The two brick churches have been replaced with newer structures. (LOC 1885; University of Missouri Libraries 1908)

21,596 people. Jefferson City's population in 2010 was 43,079. (Wikipedia 2019; US Census 2019) Sanborn Fire Insurance Maps, available for Jefferson City beginning in 1885 and periodically updated, document growth and change within core areas of the City. In 1885, seven sheets were required to map areas of the City thought to necessitate insurance. By 1908, fifteen sheets were required.

As Jefferson City grew during this period, earlier buildings were replaced with new buildings, many of which remain today. The City's urban fabric expanded east along the bluff, west across the floodplain of Wears Creek, and south around Munichburg.

Downtown Commercial District

Jefferson City's central business district is included in the Missouri State Capitol Historic District, which has documented historic building surviving today. The district extends west-east from Broadway to Adams Street and north-south from State Street to McCarty Street. The following is a list of the number of buildings remaining today from each decade of the district's development. It suggests the importance of growth during the three decades from 1870 to 1900 (MO SHPO 1975: 7-0 to 7-4):

- 9 buildings remain from before 1870;
- 6 buildings remain from between 1870-1880;
- 11 buildings remain from between 1880-1890;
- 8 buildings remain from between 1890-1900;
- 2 buildings remain from between 1900-1910; and
- 6 buildings remain from between 1917-1952.

The City's Sanborn maps document how new buildings replaced older buildings over the course of the development of the downtown core. The example in the downtown blocks illustrated on page 23 shows how new buildings were added to and often replaced older buildings during the periods of dramatic growth between 1885 and 1908 and the 1930s; only four of the buildings shown in 1908 remain today. While other blocks within the City's central business district have better retention rates, the issue of historic building loss is of note.

Historic East Residential Neighborhoods

As Jefferson City's commercial center continued to develop with new buildings replacing old, its residential construction expanded to the east to the vicinity of the State Penitentiary and beyond. Most buildings that were present in the 1869 bird's eye were replaced. A significant exception is the residence at 105 Jackson Street, which dates to the 1830s and ranks along with the Lohman Landing Building as an important early survivor.

The eastern portion of the City has been surveyed for historic resources east to Benton Street, and a portion of the surveyed area has been listed on the National Register of Historic Places as the Capitol Avenue Historic District. The period of significance for historic district spans from 1870 to 1947, but most of its buildings were constructed between 1870 and 1915. The historic district has high integrity, with only six of its 113 buildings noncontributing. (MO SHPO 2005:7-3, 7-5 to 7-43)

Essentially, the east residential end of the City remains significantly intact from the time that it was fully built out in the late nineteenth and early twentieth centuries. By period of development as identified in the National Register nomination:

- 44 buildings were constructed between 1870 and 1895;
- 52 buildings were constructed between 1896 and 1915;
- 10 buildings were constructed between 1916 and 1925; and
- 10 buildings were constructed between 1926 and 2005.

Several smaller local commercial nodes developed along High Street in the east end during these years as well, serving adjacent neighborhood areas. They largely retain integrity and commercial use today.

Historic Southside Neighborhood – Old Munichburg District

Southside/Munichburg had a similar period of active growth and development to that of the East Side residential neighborhoods. Residences predating the 1870s were largely replaced with new homes, a significant number of which remain today. Open lots were filled in and the neighborhood expanded to the east, south, and west. Local neighborhood commercial areas developed and several significant local manufacturing enterprises were established and grew. The neighborhood was easily accessible to downtown and the state government buildings. As with the east end, the period of the late nineteenth and early twentieth centuries were the peak period of Southside's historical development. (MO SHPO 1995; MO SHPO 2002)

Lincoln University, the African American Community, and The Foot

Lincoln University was founded in 1866 for the education of Missouri's African American population with contributions of the 62nd and 65th United State Colored Infantry regiments and their officers. Known originally as Lincoln Institute, classes were first held in an old log cabin on Hobo Hill, then on the outskirts of the City, and were later held in the Second Baptist Church, a converted former livery stable located on the corner of East Miller and Monroe Streets.

In 1870 with annual funding appropriated by the state's Radical Republican legislature, a new campus was acquired on "The Hill" where the University is now situated. Its first building, a general classroom, was completed in 1871.

In 1879, Lincoln Institute became a state-supported school, and its buildings and land were deeded to the state of Missouri. In 1891, the Institute became a land-grant institution under the second Morrill Act of 1890. By 1898, it had five new structures including a gymnasium and a President's house. In 1921, legislation was passed to change Lincoln Institute's status to that of a four-year college. The institution's name was changed to Lincoln University, and it was reorganized with the goal of affording black youth the same opportunities furnished white youth at the University of Missouri at Columbia. (MO SHPO 1980:8-1; MO SHPO 1998/99:8-2)

By the 1930s, the University's original buildings were in deteriorated condition and many were replaced during the Depression Era through a federal Works

Projects Administration grant. Buildings recognized today as the University's historic core date from this period. (MO SHPO 1980:8-1; MO SHPO 1998/99:8-4)

The southeast quadrant of Jefferson City south of McCarty Street and east of Jackson Street became home to the City's segregated African American community. In the early years, this area was outside of the city limits. African American churches developed along East Miller Street, downhill from McCarty and High Streets. By the turn of the century, an emerging African American community was concentrating in the 800 blocks of Miller and Elm Streets and the 500 and 600 blocks of Cherry and Chestnut Streets. Development of the area accelerated into the late 1930s and early 1940s. Notably, much of this area was in the floodplain of the east branch of Wears Creek and subject to flooding, making it less desirable to own and less expensive to purchase. (Beetem Undated)

A center of African American businesses developed in the 600 block of Lafayette Street in the vicinity of Elm Street to serve this community and became known as "The Foot," as in the foot of the steep hill on East Dunklin Street. The Foot included cafes, laundries, cleaners, bars, service stations, and hotels, among others, and served as the core of the African American community. Lincoln University, sitting high on the hill south of Dunklin Street, served as an institutional anchor for the community. (Beetem Undated)

Millbottom

As mentioned above, the broad floodplain of Wears Creek west of the Capitol became the City's industrial center during this period due to ease of access by the railroad. The floodplain was at the same topographic elevation as the shore line along the river along which the rail lines ran and was the only place where steep bluffs did not prevent rail access. The rail yard and round house that were constructed by 1885 were expanded by the early twentieth century. The City's gas plant, electric plant, and bridge facilities were located here along with such private businesses as a brick yard, mill, machine shop, poultry processing plant, and warehouses. Residences were constructed along West High Street and expanded west onto the higher ground beyond the creek valley.

Manufacturing

The connection of Jefferson City to the national network of railroads made larger-scale manufacturing enterprises in the City possible by opening the City to regional and national markets through which manufactured products could be sold. It was the captive labor available at the Missouri State Penitentiary, however, that drove development of manufacturing in Jefferson City during the late nineteenth and early twentieth centuries.

The population of the state penitentiary rose from 734 inmates in 1870 to 2,052 inmates by 1902, to 4,473 inmates in 1936 (MO SHPO 1992:11, 13). Beginning soon after its opening in 1836, efforts were made to make the penitentiary financially self-sufficient through the contracting of inmate labor to private-sector businesses. Between 1839 and 1875, various leasing and contracting systems for the monetizing of prison labor were attempted with problematic results.

In 1875, however, a viable contract system was finally established through which the state constructed factory buildings within the prison and negotiated with private companies on multi-year contracts for the management and operation of a variety of financially lucrative manufacturing endeavors. The contract labor system established allowed private enterprise to benefit from the low-cost prison labor. The location of the factories within the walls of the prison reduced the possibility of prisoner escapes and maximized the manufacturers' profits. With private entities managing the factories, the state benefitted from the leases without taking on the risk involved in the production and sale of products. (MO SHPO 1992:12, 2005:8-53)

By the early twentieth century, the penitentiary had become the industrial heart of Jefferson City with a number of private manufacturers operating within the walls of the 15-acre complex. The prison facilities were used to produce shoes, clothing, shoe stays, harnesses, and other products. In 1903, the prison complex consisted of five shoe factories with a combined output of 10,000 pairs of shoes daily, one of the largest saddletree factories in the world, and a workingman's clothes factory. A harness works produced 15,000 sets of harnesses per year. A binding twine plant was added in 1905 that had an annual output of three million pounds of high-grade binder twine.

Manufacturing using prison labor occurred in buildings outside of the prison as well, including a shoe factory, a broom factory, and a saddletree factory. By 1905, the Missouri State Penitentiary had become the largest single institution of its kind in the United States. Owners, executives, and non-prisoner skilled laborers resided in new residences in the neighborhood immediately outside of the prison, many constructed by prisoners, part of the expanding East End residential neighborhood. (MO SHPO 1992:12-13, 2005:8-53,54)

In 1915 the practice of contracting for use of prison labor was discontinued, but most likely not due to lack of demand for the service. While manufacturing facilities existed in Jefferson City aside from those associated with the prison, including flour mills, breweries, and others, their scale and number did not match those leased by the state. Manufacturing through the state penitentiary was a significant component of the City's economy during the period of its most rapid growth during the late nineteenth and early twentieth centuries.

Growth of State Government

The second Missouri State Capitol burned to the ground in February 1911 as a result of a lightning strike. Following a challenge from the city of Sedalia for relocation of the state capital there, the Missouri legislature approved a bond program for construction of the new Missouri State Capitol in Jefferson City on the site of the old. Construction of the new capitol building began in 1913 and was ready for use in 1917. The building was dedicated in 1924. Interior and exterior decoration work continued until about 1928. (MO SHPO 1969; Summers 2000:12-15)

Between the beginning of the twentieth century and the end of the Great Depression, the size of state government grew substantially, becoming the mainstay of the City's economy. In 1900, the state had 750 employees. By 1930, state employment had grown to 6,126. During the Depression, a period of decline in most places, the number of employees doubled to more than 12,000. This extensive growth led to the construction of new state office buildings in the vicinity of the Capitol; the continued expansion of residential neighborhoods to the east, south, and west; and the construction of several apartment buildings plus the addition of apartments to some older buildings. (MO SHPO 2002:E-33)

Early Subdivisions

In the early twentieth century and continuing through the 1920s, a number of early subdivisions began to be developed beyond the traditional historic core of the City. These subdivisions were made possible by the introduction of streetcars to Jefferson City in 1910/1911 as well as by the increasing availability and affordability of the automobile to the general public. The Model T Ford was first introduced in 1908 and was being mass produced by 1913. Its reliability, practicality, and affordability transformed rural and small town transportation throughout the Midwest into the 1920s, eventually putting streetcar companies in small urban centers out of business. Jefferson City's street car service ceased operations in 1934. (Gordon 2016:153-155, 163-165; Summers 2000:52)

Prominent among the early suburbs were a series of subdivisions that were developed along Moreau Drive beginning in 1912. Moreau Drive follows a ridgeline south from the vicinity of Lincoln University to the valley of the Moreau River. The first subdivision along the north end of Moreau Drive began selling lots in 1913. A second subdivision was platted by 1915. The City's streetcar line was extended down Moreau Drive as far as Moreland Avenue to support the developments. The new subdivisions attracted wealthy families including lawyers, doctors, and other prominent citizens who had the means to move out of the core city. (MO SHPO 2008:7-10; MO SHPO 2013:77-86)

A second wave of subdivisions occurred between 1924 and 1928 along lower Moreau Drive south of the earlier ones. They likewise attracted wealthy

homeowners. Development in the 1930s and 1940s consisted of building homes on open lots within these subdivisions. Further subdivision within the area did not resume until 1948 and into the 1950s. (MO SHPO 2008:10; MO SHPO 2013:81-82)

Similar affluent early subdivisions were developed at the west end of the City off West Main Street. These appear to date to the 1920s and early 1930s and to have a similar history to the subdivisions along Moreau Drive. They include the charming homes built along Circle Drive and Forest Hills Avenue.

On the east side of the Jefferson City, new and less affluent neighborhoods expanded through the vicinity of Riverside Drive and as far southeast as the intersection of High Street and McCarty Street near Vetter Lane. East of Lincoln University, neighborhoods expanded southeast of Clark Avenue.

Peak Period of Development

Jefferson City grew rapidly from the 1880s through 1930. In 1900, the City's population was 9,664. By 1930, it more than doubles to 21,596. In 1940, the population was 24,268.

Maps from 1939 document Jefferson City's development through the Great Depression up until World War II. These maps provide a convenient end point to the City's early twentieth century growth. Despite the growth of state government, economic conditions during the 1930s halted investment in speculative new subdivisions and expansion of the City's developed area. New growth and subdivision did not resume again until about 1948, accelerating significantly during the 1950s and 1960s. The City's post-war expansion, however, differed significantly from that which occurred before 1930 and was characterized by large-scale suburbanization, influenced primarily by the automobile and public investment in new highways and roads.

The maps documenting growth before World War II include a USGS map and a series of Sanborn maps prepared in 1939. The Sanborn maps document growth in the City's urban core in considerable detail. These are the urban areas within the City thought to require insurance coverage. Beyond these areas, the 1939 USGS map shows the extent of urban area (in pink) as well as individual buildings constructed beyond the urban area, including the early Moreau Drive, Circle Avenue, Forest Hills Avenue, and Riverside Avenue subdivisions discussed above. Additionally, the 1939 USGS map documents the road network and buildings existing prior to the rapid post-war expansion of the 1950s and 60s.

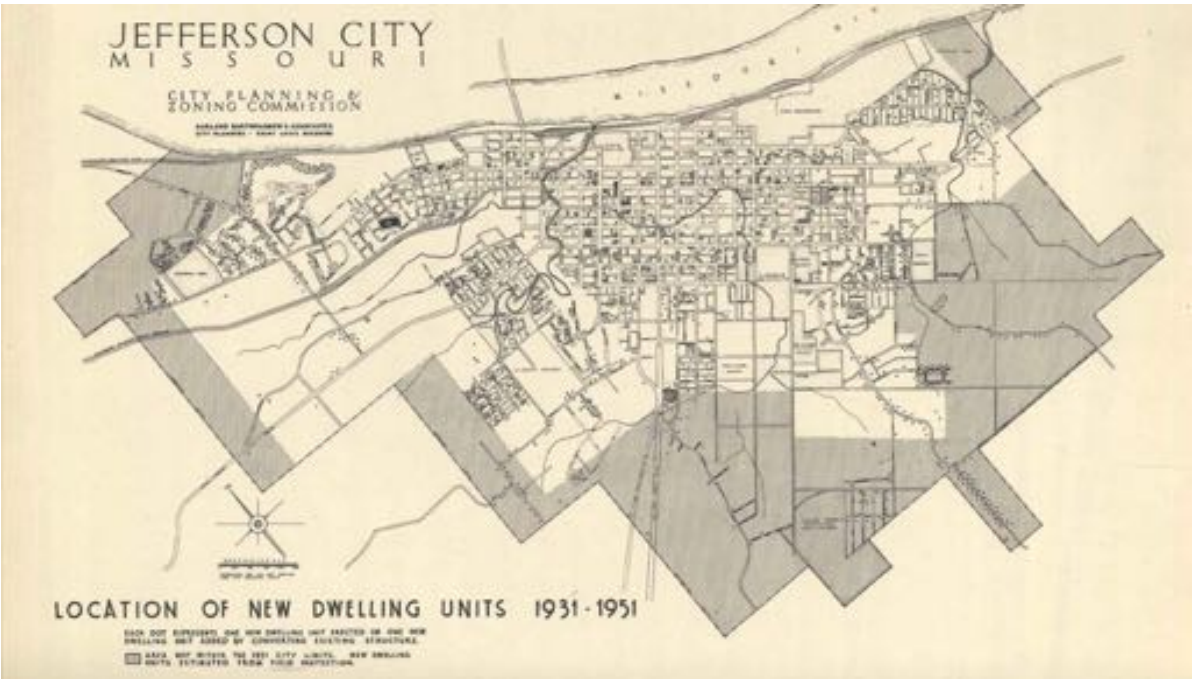
The 1939 USGS map shows Jefferson City confined within the limits of Five Points on the southeast, Dix Street on the northwest and Franklin and Stadium Streets on the south. Paved two-lane roads enter the City along ridgelines from the east, southeast, southwest, and west bordered by some single-family residential homes. New subdivisions have been added at the two ends of the City, including the Riverside Drive area on the southeast and Circle Drive and Forest Hills on the northwest. The beginnings of the Moreau Drive subdivision have been added to the south. There is little other development outside of the core city. (USGS 1939)

2.5 Suburbanization – 1948 to 1980

Following World War II, development in Jefferson City expanded beyond the boundaries of its historic core. Influenced by the automobile and related road and highway construction, the character of the City's new suburban growth differed sharply from that which had occurred before the war. Within the historic core, areas of the downtown and portions of surrounding neighborhoods were demolished to make way for highway construction and urban renewal projects. Affluent and middle-class families moved from the tight urban neighborhoods within the historic core to more spacious subdivisions being developed in the surrounding suburbs, leading to decline in the earlier historic neighborhoods.

Community Planning, Urban Renewal, and Suburban Growth

In 1930, Jefferson City retained the planning firm of Harland Bartholomew & Associates (HBA), based in St. Louis, to prepare its first Comprehensive Plan. The plan provided a blueprint for future development and land use and served as the basis for the City's first zoning ordinance, which was adopted in September 1932. The 1932 Zoning Ordinance delineated the locations of residential and commercial areas for future planning purposes as well as the desired locations of parks, schools, transportation networks, public utilities, and other public facilities. (MO SHPO 2005:8-60; JC Undated)



1952 map showing new dwelling units added to Jefferson City between 1931 and 1951. The shaded areas were annexed by the City in 1953. (HBA 1952)

However, little additional development occurred within the City until after World War II. A map (pictured above) from a study conducted in 1952 by HBA for the City's Planning and Zoning Commission shows the location of new housing units that were added to the City between 1931 and 1951. The map was part of an update to the 1930 Comprehensive Plan that was completed in 1954. (JC Undated; HBA 1952) Jefferson City has some especially fine examples of residential neighborhoods built in the 1930s – when other communities were too poor to build extensively after the Depression set it, Jefferson City's economy was protected by the growth of the state government.

One dot on the 1952 map represents one new housing unit added to the City during this period. During the 1930s, new housing units were added primarily by the addition of apartment units within existing residences in neighborhoods

Jefferson City has some especially fine examples of residential neighborhoods built in the 1930s – when other communities were too poor to build extensively after the Depression set in, Jefferson City's economy was protected by the growth of the state government.

throughout the City. The limited amount of new house construction consisted primarily of building on open lots that had been subdivided prior to 1930. throughout the City. Beginning in the late 1940s and continuing into the early 1950s, comparison of the 1952 map to the 1939 USGS map shows new housing subdivisions being added adjacent to the earlier pre-1930s subdivisions in the Moreau Drive, Circle Drive, and Forest Hills Avenue areas, expanding previously established subdivision patterns. (HBA 1952; MO SHPO 2002:E-33; MO SHPO 2005:8-62; MO SHPO 2008:10; MO SHPO 2013:81)

In 1945, a committee was appointed by the City and charged with preparing a plan to reduce unemployment and chart future development. Recommendations included asking the state to complete the development of Capitol Square; addressing flood relief in the valley of Wears Creek; designation of a new area for industrial expansion; development of new municipal, state, and federal facilities; and implementation of a public health program. (JC Undated)

In 1946, Jefferson City's Chamber of Commerce formed an Industrial Development Corporation to acquire land for the development of new industrial facilities to support economic development and diversification of the City's economic base. The selected area for new industrial growth was the valley of the West Branch of Wears Creek, along which Industrial Boulevard was constructed. The West Branch had railroad service that connected via the valley of Wears Creek to the main railroad lines along the Missouri River. Its use provided space for industrial development that was not available within the historic core of the City. Five or six new industrial projects were initiated, including a National Guard facility, Jefferson City Manufacturing, and DeLong

Steel. The valley's industrial development accelerated the westward expansion of Jefferson City suburbs. Cramped industrial facilities in other portions of the City closed or were relocated. (JC Undated; MO SHPO 2002:E-38)

The 1945 Post War Plan led to updating of the City's Comprehensive Plan between 1952 and 1954, mentioned above. The 1954 Comprehensive Plan addressed the growing influence of the automobile and envisioned suburban expansion based upon automobile access and criteria. The plan included studies on land use, transportation, housing, public facilities, and administration. It provided recommendations for parking requirements for private development, proposals for parking near the Capitol Complex and downtown, new street standards, and the construction of sewage treatment facilities. (JC Undated)

As jobs relocated from former downtown factories to Industrial Boulevard, workers followed. New subdivisions of modest brick ranch houses began to appear near the new employers. New automobile-oriented commercial development extended down Missouri Boulevard west of downtown. As suburbanization accelerated during the 1950s, upper- and middle-class families left neighborhoods in the historic city core for more spacious new suburban neighborhoods. Older homes in historic neighborhoods became prone to rental use and conversion to multifamily apartments. (MO SHPO 2002:E-38; MO SHPO 2005:8-62)

Projects envisioned in the 1954 Comprehensive Plan were implemented as part of a nationwide movement of Urban Renewal. Older buildings were removed from within a five-block area in the vicinity of the State Capitol. Numerous buildings were removed from downtown for creation of parking lots and for new construction. In 1959, a swath of the old city in the valley of the East Branch of Wears Creek was demolished for construction of the Rex Whitton Expressway. The project razed much of the African American community in the vicinity of the creek, including its commercial center, The Foot, along Lafayette Street near Elm. The expressway effectively separated Southside from downtown as well. (Beetem Undated; MO SHPO 2002;E-38)

The Jefferson City Housing Authority was created by the Missouri Legislature in the late 1950s to implement urban renewal within the City. By 1960, the first public housing project was built on Goat Hill, replacing tar paper shacks that had been built there. In 1962, areas along Lafayette, Elm, East Dunklin, and Maple Streets in the vicinity of Lincoln University were razed as part of the Campus View Urban Renewal Project, removing a large portion of the former African American neighborhood there. The Housing Authority became the Land Clearance Authority for Jefferson City, continuing to implement urban renewal projects in the late 1960s and 1970s in neighborhoods throughout the City. (Beetem Undated)

The Beginnings of Historic Preservation

Reaction to the widespread demolition within the historic core led to the beginnings of a preservation movement in Jefferson City. In the mid-1960s, proposed demolition of historic Lohmans Landing as part of the Capitol Square project led to an effort to save the structures led by Elizabeth Rozier. The buildings were listed on the Missouri State Historical Survey in 1968 and recorded in the federal Historic American Buildings Survey (HABS). They were listed in the National Register of Historic Places in 1969. In 1974, the state's bicentennial commission adopted Lohman's Landing as the state's official bicentennial project. The Lohman Building and Union Hotel were restored and opened to the public in 1976 as the cornerstone of the Jefferson Landing State Historic Site. (MO State Parks 2019)

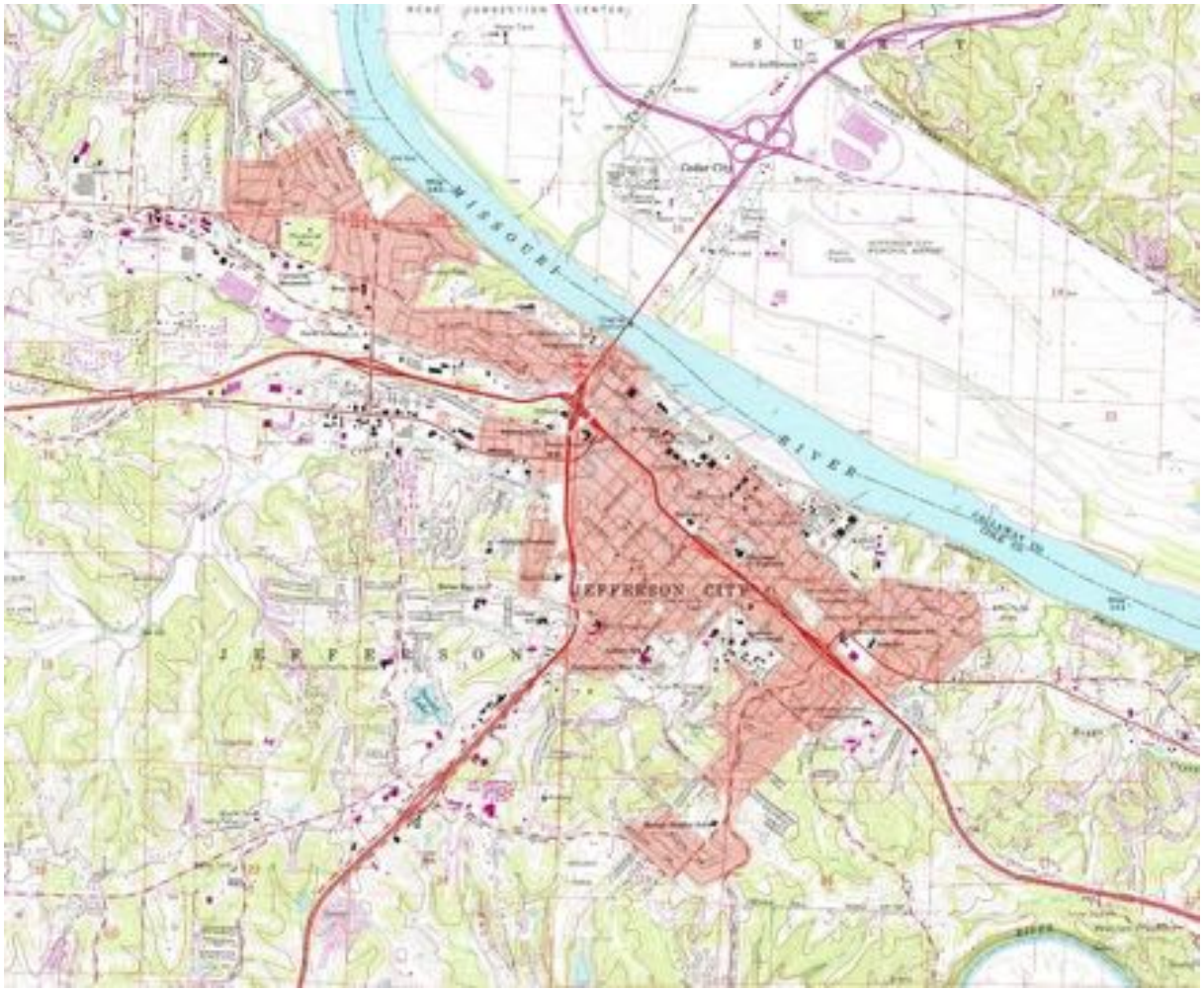
In the late 1970s and early 1980s, a major urban renewal project was undertaken in the Millbottom area to address the periodic flooding of Wears Creek. A number of industrial and other buildings were removed. Cleared areas in the valley were used for parking for the Capitol Complex, and the project provided space for construction of new state offices in the Truman Building and the Secretary of State's building. (Beetem Undated)

In undertaking the project, however, a historic resource survey was undertaken during the planning phase that identified historic and archeological resources. A number of historic buildings were recorded through HABS documentation before demolition. Several historic buildings were relocated out of the flood-prone valley. (Beetem Undated)

Opposition to the demolition of the Old Jefferson City Jail on the southwest corner of McCarty and Monroe Streets about 1981 led to the beginning of an organized preservation movement in the City. As a direct result of the building's loss, Historic City of Jefferson was established as a nonprofit organization in 1983 with the mission of identifying, recording, and protecting historic and cultural resources throughout the City. (Summers 2000:41-42; HCJ 2019)

The City's New Geography

Jefferson City's population increased from 25,099 in 1950 to 33,619 in 1980 – steady, though not dramatic growth. The construction of a network of new regional state highways accelerated suburban expansion and divided the City into quadrants. Route 54 became the major regional north-south highway and Route 50, including the Rex Whitton Expressway, became the major regional east-west highway. Route 63 approaches the City from the northwest, joins Route 54 to cross the Missouri River, and then continues east as Route 50/63.



This 1967 USGS base map shows new construction added between 1967 and 1980 in purple. By 1967, the Route 50 and Route 54 divided highways had been superimposed upon the earlier road system. By 1967 and continuing through 1980, a substantial amount of new construction had been added beyond the core historic city – commercial buildings along the highways and residential subdivisions along the older secondary roads.

The highways intersect in the valley of the West Branch of Wears Creek in west Jefferson City and effectively divide the City into four parts, disrupting connectivity between the different portions of the City. In combination with Jefferson City's rolling topography, the highways help create a complicated geography.

A USGS map created in 1967 and updated in 1980 shows the suburban expansion of the City over those years. Comparison of the 1967 USGS map with the 1939 USGS map shows:

- The development of new suburban neighborhoods in West Jefferson west and north of Circle Drive and Memorial Park to Belair Drive and along Booneville Road;

- Industrial expansion along the railroad line and the newly developed Industrial Boulevard in the valley of West Branch Wears Creek;
- Commercial automobile development west along Missouri Boulevard beyond Dix Road to Heisinger Road;
- Multiple new suburban neighborhoods in the southwest quadrant of the City along and adjacent to older roads;
- New homes lining older roads radiating out south, southeast, and east along ridgelines in the City's southeastern and northeastern quadrants; and
- New subdivisions adjacent to Moreau Drive including Moreau Heights just south of Lincoln University.

Perhaps most interesting is the design and construction of a network of completely new roads that begin to connect the City's older south- and southwest-radiating roads laterally across stream valleys. By 1967, Ellis Boulevard had been constructed south of the City west-east from Southridge Road to Moreau Drive via Park Avenue. From the intersection of Ellis Boulevard and Southridge Road, Southwest Boulevard was constructed north-south to connect Ellis Boulevard to Missouri Boulevard.

The resulting new Southwest and Ellis Boulevards effectively created a new ring road around the City from Missouri Boulevard to Moreau Drive. New subdivisions were developed along these roads.

Between 1967 and 1980, a substantial amount of new construction (shown in purple in the map on page 35) was added along Route 54 south, along Missouri Boulevard and Industrial Boulevard west of Dix Road, and as new residential subdivisions east, south, and west of the City. Routes 54 and 63 were developed as divided highways on the north side of the Missouri River with a major new interchange constructed adjacent to the airport.

2.6 Suburbanization – 1980 to the Present

Jefferson City's population in 1980 was 33,619. Over the thirty-year period to 2010, it had increased to 43,079, an increase of 25 percent. The City's estimated 2018 population is 42,838.

Since 1980, suburban expansion has continued and increased substantially in area, in development of associated public facilities, and in design sophistication. Additional road connectivity has been achieved with: (a) the extension of Ellis Boulevard east to Route 50, (b) the extension of Stadium Boulevard from Southside west and north to Missouri Boulevard creating another lateral ring road, (c) reconstruction and extension of Southridge Road

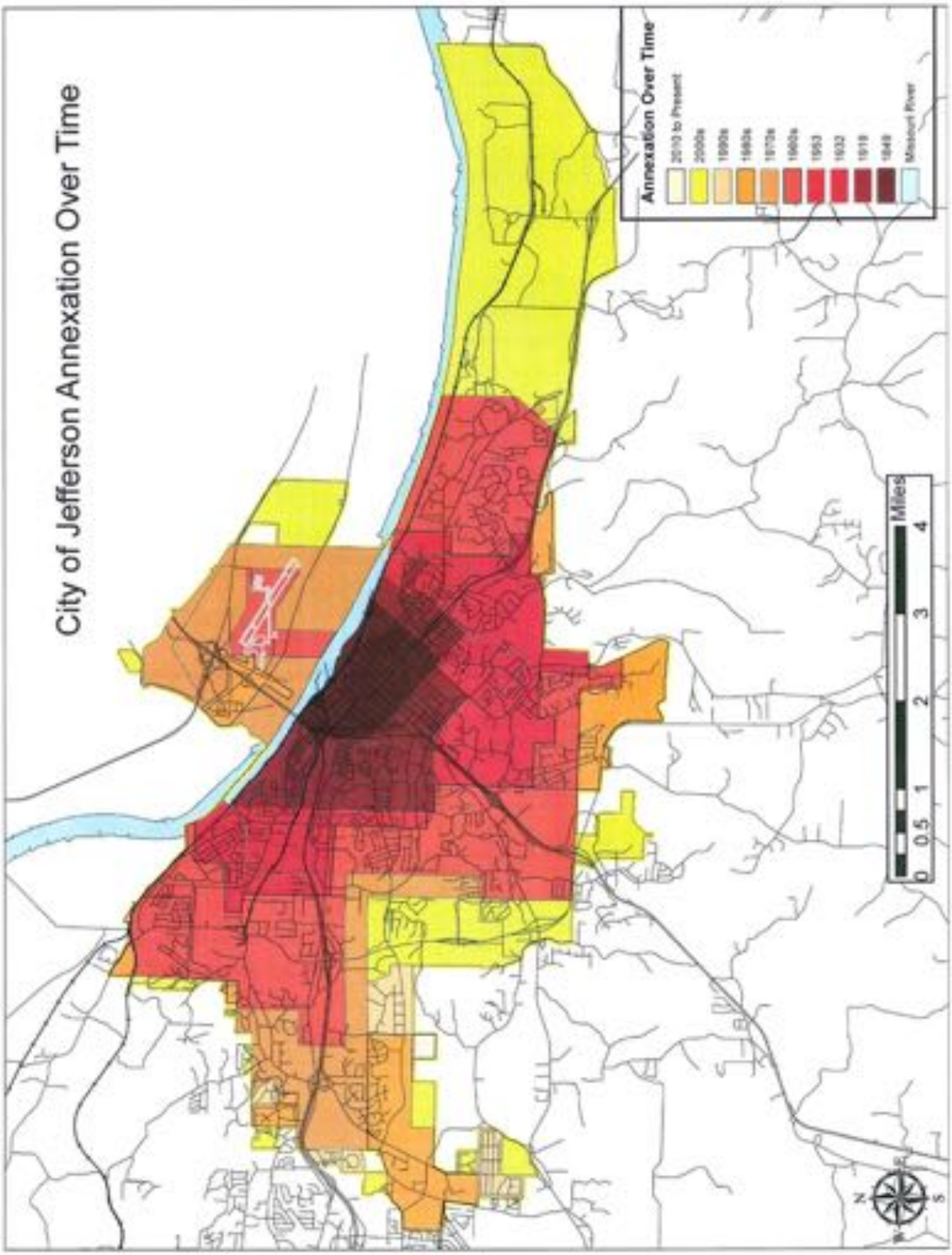
as a major connector, and (d) construction of Route 179 west of the City as an outer ring highway, constructed between 1997 and 2002.

New subdivisions have filled the available space within the road network beyond the historic core of the City. Missouri Boulevard has been reconstructed to Route 179 with still more suburban commercial development. New school complexes, firehouses, churches, and other public and institutional facilities have been constructed throughout the suburbs.

Older historic roads predating suburban expansion have been incorporated into the new road network, often improved beyond historic recognition, or abandoned. A number of historic buildings shown as existing on the 1939 USGS map still exist but have been surrounded by suburban development or have been demolished.

Within the historic core of the City, the number of rental properties and conversion of homes to apartments have increased, as middle-class homeowners have relocated to the suburbs and historic neighborhoods have declined.

Jefferson City's suburban growth is portrayed through the issues addressed in the updating of its Comprehensive Plan. Since the 1954, the Comprehensive Plan has been updated or amended in 1969, 1978, 1986, and 1996. The 1996 Comprehensive Plan documents existing conditions throughout the City at the time and outlines goals and objectives for future development. Among its recommendations are specific treatments for Downtown and for the East Jefferson neighborhood, including respect for existing historic patterns of the residential neighborhoods. Discussion of existing conditions and recommendations from the 1996 Comprehensive Plan are included in subsequent chapters of this preservation plan.



MAP 1: City of Jefferson Annexation over Time

Many people enjoy Jefferson City's lively, walkable, historic Downtown at all times of the year.

Chapter 3: Preservation Approach

3.1 Introduction

Jefferson City's historic resources define the character and experience of the City – just imagine the City without the Capitol or the Missouri State Penitentiary or the Governor's Mansion. But Jefferson City is much more than these individual icons. As the City has grown over time, layer after layer of investment and construction and architectural styles has created entire historic districts and neighborhoods, where no individual building may be prominent, but where their entirety creates pleasing, distinctive environments reflecting the times in which they were built. When residents and visitors experience these places, they know they are in Jefferson City and no other place. In a world where new construction often delivers an American sameness from coast to coast, Jefferson City's individuality, historic character, and history allows it to stand out among choices of places where Americans might visit, invest, or build their businesses.

This chapter describes the overall vision, goals, and principles for this Historic Preservation Plan, establishing a foundation for the strategies and actions presented in the following chapters. This conceptual framework is intended to guide implementation of the preservation plan by Jefferson City's elected and appointed leaders and staff, together with the many partners who share

Redefining Place

The first goal in the 2010 report by the Jefferson City Chamber of Commerce, *The Jefferson City Transformation: An Economic Development Strategic Plan*, calls for enhancing Jefferson City's "quality of place" (page 11):

> This economic development plan for Jefferson City and the surrounding area strongly emphasizes the need for the community to enhance its quality of place. Companies rely on the skills and talent of their workforce to gain a competitive advantage. Employers have discovered that one way to attract skilled workers is by locating in communities with a strong sense of place. This is because communities offering amenities are natural draws for young talent. Jefferson City has already demonstrated its commitment to understanding many of these issues. For this, the area should be applauded.
>
> Jefferson City enjoys a number of "quality of place" assets, including the State Capitol, an urban core populated by historic buildings, and a setting on the banks of the Missouri River. In short, Jefferson City has enormous potential. TIP believes that the opportunity for leveraging its downtown should not be squandered. It provides the community with its greatest opportunities for improving its regional image, especially among professional and technical services firms, as well as among those working in the healthcare industry.
>
> Every economic development strategic plan should be unique and tailored to meet the specific needs of the community. In Jefferson City's case, we believe that a

(continued on page 41)

preservation interests. In the years ahead, as conditions change, new partners and new opportunities will emerge. The approach described here should guide ongoing response and adaptation to both the actions included in the plan and to new ideas yet to be developed.

3.2 Preservation Planning

Preservation planning for an entire community is the means through which a coordinated long-term program of historic preservation actions may be developed by the community to guide its work and investment over time.

Across thousands of communities in the United States, the practice of historic preservation is well developed and continuously evolving. It is based upon federal and state programs that were put in place through the National Historic Preservation Act of 1966. These programs aim to prevent governmental actions, including governmental funding and permitting, from destroying irreplaceable historic resources in communities, such as has occurred during urban renewal beginning in the 1950s and lasting into the 1970s. These federal and state programs also reach down to the local level to encourage grassroots community preservation action in both the public and private sectors. In fact, most historic preservation occurs through local initiative, such as those actions contemplated in this preservation plan.

The core of any preservation plan is the community's historic preservation program, including the activities of its Historic Preservation Commission, as described in the following chapter. But many other actions of a city's agencies, nonprofit organizations, and private owners (both business and residential) can intersect with and support historic preservation, as described in remaining chapters.

Preservation can make use of a wide variety of strategies. The principal responsibilities of a preservation plan are to (1) identify historic resources within the community, ensuring the development of information needed to make good decisions; (2) evaluate their character, significance, and integrity

and ensure recognition of buildings and districts that deserve preservation; and (3) develop programs, methods, tools, and processes for their preservation, protection, and continued use, encouraging best practices in building conservation and new construction alike.

3.3 Preservation Approach

The preservation approach for Jefferson City's Historic Preservation Plan is to be as broad as possible in considering what historic assets are, the roles they play in the community, and the ways in which they can be recognized, preserved, and enhanced.

This preservation plan emphasizes the central role that heritage, historic buildings, and entire historic districts play in Jefferson City's quality of life, including the City's economy, broadly defined. It views the entire landscape of "Old Town" as significant and focuses upon the historic attributes of community character city-wide. Such a broad approach suggests the potential use of a wide range of tools in the plan's implementation and the enlistment of a wide range of partners with sympathetic and overlapping interests.

Central to this idea is making sure that historic preservation is recognized as an important component of the City's long-term economic development strategy. The plan supports proactive engagement with visitors in ways that support local businesses and attractions. A fundamental concept of heritage tourism is that visitors like to go to places where residents like to be – they are seeking a complete experience and are attracted to places with a rich quality of life.

That is our goal for Jefferson City. This preservation plan recognizes that community character is an important factor in attracting visitors and new residents and in supporting existing businesses. Jefferson City's well-educated and high-quality work force values the community attributes and quality of life found here.

And Jefferson City's historic character is central to it all. The fundamentals of historic preservation practice are important to Jefferson City's future. The plan's

(continued from page 40)

project-oriented approach best meets the community's long-term economic development needs. This quality of place goal provides strategies for high-impact opportunities and how they could positively influence investment from the specified target sectors.

Much has been written about the importance of quality of life to the site selection process. Communities throughout the nation have positioned themselves by touting their advantages in this regard—good schools, safe streets, pleasant weather. We agree these factors are important. We take issue only with the narrowness of the focus. Quality of life assumes that everyone thrives in the same environment and is attracted to the same amenities. It assumes that current residents' view of what makes a community would be shared by all.

By contrast, quality of place considers what is attractive to a range of residents, both old and new. The idea of quality of place accommodates growth and recognizes the benefits of change. It recognizes that one person's "good place to raise a family" might translate into another's "there's nothing to do in this town." Quality of place is about providing options, not just for current residents, but for those who will be residents in the future.

For further reading: "Why Quality of Place Matters," by Richard Florida and Andrew Small, *CityLab*, December 28, 2016; https://www.citylab.com/design/2016/12/why-quality-of-place-matters/509876/

vision, goals, and guiding principles are outlined below. The principles for historic preservation practice – the Secretary of the Interior's Standards – are then described and should become the foundation for all actions taken with regard to historic buildings and districts in Jefferson City.

3.4 Vision and Goals

In 2010, the Jefferson City Area Chamber of Commerce facilitated preparation of an economic development strategy titled *The Jefferson City Transformation*. Prepared in conjunction with broad stakeholder input, *Transformation* acknowledged the City's challenges in traditional economic development approaches and advocated for a broad vision based on promoting and enhancing Jefferson City's "quality of place" – that is, as a means of attracting talent and investment over the long term, reinvigorating the City's physical characteristics, the way it is planned, designed, developed, and maintained, that affect the lives of people living and working in the City and those visiting it both now and in the future (see sidebar, pp. 40-41).

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

- **Chapter 4: Jefferson City's Historic Preservation Program** – coordinating historic preservation planning tools and resources to focus on revitalization and enhancement strategies;
- **Chapter 5: Planning and Development** – aligning historic preservation strategies within Jefferson City's planning programs and processes;
- **Chapter 6: Historic Commercial Centers** – focusing public and private sector strategies on revitalization and enhancement of the City's historic commercial centers;
- **Chapter 7: Strengthening Historic Neighborhoods** – strengthening historic neighborhoods as distinctively attractive places for home ownership and investment; and
- **Chapter 8: Welcoming Visitors and Storytelling** – as Missouri's Capital City, using wayfinding, interpretation, and heritage tourism to welcome visitors from throughout the state and enhance quality of place as an economic development and revitalization strategy.

Vision Statement

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

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

Goals for Historic Preservation

Five broad goals express how Jefferson City's historic assets and character relate to the City's vision for the future. These goals are embodied in the strategies and recommendations of the preservation plan.

Goal 1 – Quality of Place
Reinforce the role of Jefferson City's historic core as central to the City's identity and long-term economic development strategy – emphasize quality of place.

Goal 2 – Historic Commercial and Residential Areas
Activate and revitalize Jefferson City's historic commercial centers and residential neighborhoods as distinctive places for living and investing.

Goal 3 – Citywide Connections
Connect the City's historic core to its outlying suburban neighborhoods through transportation enhancements, parks, open space, trails, bikeways, programming, public facilities, and other initiatives.

Goal 4 – City Programs and Procedures
Use the City's historic preservation, neighborhood services, and planning programs strategically to stimulate private investment in the revitalization of historic areas.

Goal 5 – Community Engagement
Actively engage residents and visitors with information, interpretation, and programming that reinforces community identity and tells the City's stories.

3.5 Guiding Principles

The following guiding principles summarize the approach taken in preparation of the preservation plan. They should also guide its implementation when assessing progress, developing priorities, and making adjustments to the plan.

- **Fully identify and document historic resources throughout the City.** Continue to research Jefferson City history and stories and explore multiple ways to share findings. Continue to explore every aspect of the City and the people who lived here and built this community.

- **Emphasize community character,** not simply buildings or historic architectural design. Seek to understand the ways historic buildings and districts express regional trends and traditions; how they relate to their surrounding contexts; how they tell a story. Recognize, enhance, and interpret character-defining features. Appreciate layers of change exhibited by buildings and districts that may be historic in their own right, no matter how well related, or unrelated, to the original structure or area, and find the stories that bring places in their entirety to life. The "whole" (context or district) is greater than the sum of its parts.

- **Build historic preservation values into all private and public activities.** Build preservation values into everything the community does. It should happen as a matter of course in the normal process of doing business rather than as an added extra layer. Forethought, communication, and good planning will help avoid having preservation issues arise through crises and conflict.

- **Implement a continuing process of upgrading to best practices.** Adopt a perspective that continually upgrades to best practices in

These early twentieth-century bungalows show continuity from earlier residential styles throughout Jefferson City in their use of brick, a character-defining element of the city across eras and neighborhoods.

planning, conservation, preservation, and community enhancement. Celebrate achievements. Build creative partnerships based upon mutual interests. Try new things. Jefferson City should be at the forefront of planning – a model for communities across Missouri.

- **Build public support through outreach on many fronts.** Community support is essential in achieving preservation and planning goals. Community support should be sought through as many means as possible by as many partners as possible. Education and communication are key. Residents will not support preservation actions if they do not appreciate historic resources and agree that the resources contribute substantially to the community, its character, and the interests of residents.

- **Encourage grassroots interests and activity** so that preservation happens organically from within wherever possible, through local actions, not superimposed regulation. Information, education, and technical assistance needs to be provided to support grassroots interest and activity. Achieving consensus takes time. Support must be patiently cultivated through supportive programming and thoughtful actions.

- **Use as many tools as possible**, not just those traditional to historic preservation. Preservation tools are robust, practical, varied, and not all that difficult to understand. But they go further when they are reinforced by other planning tools and investments that are carefully aligned to achieve preservation and strengthen community character and identity. Use whatever tools will work.

3.6 Preservation Principles and Treatments

The strategies and actions included in Jefferson City's Historic Preservation Plan are informed by the principles of historic preservation honed by practitioners in the field over many years. Preservation is a practical discipline that can accommodate growth and change while continuing to preserve the characteristics that make a place special. The principles that have been developed in the field of historic preservation in general recognize the importance of preserving authentic historic fabric to the maximum extent possible.

Building uses come and go, but once lost, original historic fabric can never be recovered. The maintenance and preservation of original historic fabric, features, materials, and design elements, therefore, is central to a sound preservation approach. A key objective of Jefferson City's Historic Preservation Plan is to encourage and promote the preservation and maintenance of historic features in as many ways as possible – whether in individual private projects or in larger community initiatives.

The principles of historic preservation are embodied in the topic of Preservation Treatments and in *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, both of which are discussed below.

The principles and thinking they convey should guide the actions undertaken as a result of this preservation plan. The extent to which the plan's strategies and actions succeed in applying these principles in real projects should be a measure by which the strategies and actions are evaluated.

Preservation Treatments

The historic preservation field uses a variety of terms to describe the treatments that may be applied to historic buildings and landscapes. Although sometimes these terms are used loosely in discussion, they have specific meanings that are important to distinguish. The four key preservation treatments include preservation, rehabilitation, restoration, and reconstruction.

Of these four terms, *Preservation* requires retention of the greatest amount of historic fabric, features, and materials. *Rehabilitation* acknowledges the need to alter or add to a property to meet continuing or new uses while retaining historic character. *Restoration* allows for an accurate depiction of the property's appearance at a particular time in its history. *Reconstruction* establishes a framework for re-creating vanished historic elements with new materials. Preservation and rehabilitation are the most appropriate and applicable treatments for most historic buildings and landscapes in Jefferson City.

Unique in character, the historic Village Square (formerly known as Warwick Village) – once an early and sought-after roadside motel/ hotel – today offers a mixture of uses with a walkable campus.

Preservation

Preservation is defined as the process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize features, generally focuses on the ongoing maintenance and repair of historic materials and features. Removals, extensive replacement, alterations, and new additions are not appropriate.

Preservation stresses protection, repair, and maintenance, and is a baseline approach for all historic resources. As the exclusive treatment for a historic property, preservation implies minimal or no change. It is therefore strictly applied only to buildings and resources of extraordinary significance that should not be altered.

A key objective of Jefferson City's Historic Preservation Plan is to encourage and promote the preservation and maintenance of historic building and landscape fabric in as many ways as possible – whether in individual private projects or in larger community initiatives.

Rehabilitation is perhaps the most important and widely used treatment in the field of historic preservation, particularly in communities that are revitalizing and adapting to new uses. Rehabilitation is the appropriate treatment for most historic residential and commercial buildings throughout Jefferson City.

Rehabilitation

Rehabilitation is defined as the process of creating a compatible use in a historic property through carefully planned minimal alterations and compatible additions. Often referred to as adaptive reuse, rehabilitation protects and preserves the historic features, materials, elements, and spatial relationships that convey historical, cultural, and architectural values.

Rehabilitation acknowledges the need to alter or add to a property to meet continuing or new uses while retaining historic character. New, expanded, or upgraded facilities should be designed to avoid impacts to historic elements. They should also be constructed of compatible materials. Retention of original historic fabric should be a primary consideration in undertaking a program of rehabilitation and adaptive reuse.

Rehabilitation is perhaps the most important and widely used treatment in the field of historic preservation, particularly in communities that are revitalizing and adapting to new uses. Rehabilitation is the appropriate treatment for most historic residential and commercial buildings throughout Jefferson City.

Restoration

Restoration refers to returning a resource to its appearance at a specific previous period of its history. Restoration is the process of accurately depicting the form, features, and character of a property as it appeared at a particular time by means of removal of features from other periods in its history and the reconstruction of missing features from the restoration period.

In restoring a property to its appearance in a previous era, historic plans, documents, and photographs should be used to guide the work. Limited and sensitive upgrading of mechanical, electrical, and plumbing systems, as well as code-related work to make a property functional, are all appropriate within a restoration project.

Reconstruction

Reconstruction is defined as the process of accurately depicting the form, features, and character of a non-surviving historic property using new construction for the purpose of replicating its appearance at a specific period of time and in its original location. A reconstruction is a new resource made to replace an historic resource that has been lost. Reconstruction is a rarely used preservation treatment applicable primarily in educational and interpretive contexts.

Secretary of the Interior's Standards

The design philosophy that guides this Historic Preservation Plan is based on a set of guidelines entitled *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, commonly called the "Secretary of the Interior's Standards" or simply the "Standards."

The variation in topography across Jefferson City's historic neighborhoods is a part of the City's distinctive story of its planning and development.

The *Secretary of the Interior's Standards* were created by historic preservation professionals to provide guidance in the appropriate treatment of historic resources. The *Standards* were first established by the federal government in 1966 to provide guidelines for the appropriate treatment of buildings and resources impacted by federal projects. Because of their usefulness, they have been adopted throughout the field of historic preservation.

All federally funded and permitted activities affecting historic resources are evaluated with respect to these standards, including the use of federal rehabilitation tax credits. The *Standards* were developed specifically to prevent unintended damage to or loss of historic resources by federal actions.

An individual set of standards was developed for each of the four preservation treatments noted above. Just as the treatment of rehabilitation is appropriate for most projects, the *Standards for Rehabilitation* are applicable to most projects being undertaken for historic buildings and districts in Jefferson City.

In the language of community planners, *The Secretary of the Interior's Standards* are a list of "best practices" for historic preservation. They are a touchstone for all activities affecting historic buildings and landscapes and help to ensure that important issues about the care of historic buildings and landscapes are not forgotten in the process of making decisions about other issues. When the *Standards* are used in the context of a new construction project involving a historic building, they provide a starting point for the discussion of proposed changes to the building's historic character and fabric. They were developed to ensure that policies toward historic resources are applied uniformly, even if the end result may be different in every case.

All preservation activities, whether they are publicly or privately funded, can be informed and enhanced by understanding the *Secretary of the Interior's Standards*. Because the *Standards* outline a sensitive approach for assessing changes to historic properties, they are often included in design guidelines, preservation plans, ordinances, and regulations that govern activities affecting local historic districts. These *Standards* articulate basic principles that are fundamental to historic preservation. Although they have been modified over the years to accommodate changing views of historical significance and treatment options, their basic message has remained the same.

The durability of the *Standards* is testimony not only to their soundness, but also to the flexibility of their language. They provide a philosophy and approach to problem-solving for those involved in managing the treatment of historic buildings, rather than a set of solutions to specific design issues. Following a balanced, reasonable, and disciplined process is often more important than the exact nature of the treatment option that is chosen. Instead of predetermining an outcome in favor of retaining or recreating historic features, the *Standards* help ensure that the critical issues are considered.

For federal projects and federal agencies, the language of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* is codified in 36 CFR Part 68 (the Code of Federal Regulations, Title 36, *Parks, Forests and Public Property*, Chapter 1 *National Park Service, Department of the Interior*, Part 68). A related federal regulation, 36 CFR Part 67, addresses the use of the *Standards* in the certification of projects receiving federal rehabilitation tax credits.

The *Standards* are published by the U.S. Department of the Interior, National Park Service, and are available online, including definitions for the four preservation treatments discussed above (NPS 2017).

The Secretary of the Interior's Standards for Rehabilitation are particularly useful when considering the appropriate maintenance of historic buildings; the alteration of older buildings as necessary for reuse, safety, and accessibility; and the construction of new buildings in a historic context. The ten standards that comprise the *Standards for Rehabilitation* are quoted below followed by a brief discussion of the implications of each. Additional discussion of the *Standards for Rehabilitation* may also be found online.

STANDARD 1 – A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

Standard 1 recommends compatible use in the context of adaptive reuse and changes to historic buildings and landscapes. This standard encourages property owners to find uses that retain and enhance historic character, not detract from it. The work involved in reuse projects should be carefully

How many character-defining features can you find in this photo of two historic buildings in Jefferson City's Downtown?

planned to minimize impacts on historic features, materials, and spaces. The destruction of character-defining features should be avoided.

STANDARD 2 – The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

Standard 2 recommends the retention and preservation of character-defining features. It emphasizes the importance of preserving integrity and as much existing historic fabric as possible. Alterations that repair or modify existing historic fabric are preferable to those that require total removal.

STANDARD 3 – Each property will 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 elements from other historic properties, will not be undertaken.

Standard 3 focuses on authenticity and discourages the conjectural restoration of an entire property, feature, or design. It also discourages combining and/or grafting historic features and elements from different properties and constructing new buildings that appear to be historic. Literal restoration to a historic appearance should only be undertaken when detailed documentation is available and when the significance of the resource warrants restoration. Reconstruction of lost features should not be attempted without adequate documentation.

STANDARD 4 – Changes to a property that have acquired historic significance in their own right will be retained and preserved.

Standard 4 recognizes that buildings change, and that many of these changes contribute to a building's historical significance. Understanding a building's history and development is just as important as understanding its original design, appearance, and function. This point should be kept in mind when considering treatments for buildings that have undergone many changes.

Most historic buildings contain a visual record of their own evolution. This evolution can be identified, and changes that are significant to the history of the building should be retained. The opportunity to compare multiple periods of time in the same building lends interest to the structure and helps communicate changes that have occurred within the larger landscape and community context.

STANDARD 5 – Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

Standard 5 recommends preserving the distinctive historic components of a building or landscape that represent its historic character. Workmanship, materials, methods of construction, floor plans, and both ornate and typical details should be identified prior to undertaking work.

STANDARD 6 – Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

Standard 6 encourages property owners to repair historic character-defining features instead of replacing them when historic features are deteriorated or even missing. In cases where deterioration makes replacement necessary, new features should closely match historic conditions in all respects. Before any features are altered or removed, property owners are urged to document existing conditions with photography and notes. These records assist future choices that are appropriate to the property's historic character.

STANDARD 7 – Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

Standard 7 warns against using chemical and physical treatments that can permanently damage historic features. Many commercially available treatments are irreversibly damaging. Sandblasting and harsh chemical cleaning, in particular, are extremely harmful to wood and masonry surfaces because they destroy the material's basic physical properties and speed deterioration.

Tiny retail spaces like this quirky shopfront on Madison Street are delightful elements of historic downtowns – and unlikely ever to be built again.

STANDARD 8 – Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

Standard 8 addresses the importance of below-ground prehistoric and historic features. This issue is of most importance when a construction project involves excavation. An assessment of a site's archeological potential prior to work is recommended. If archeological resources are present, some type of mitigation should be considered. Solutions should be developed that minimize the need for excavation of previously unexcavated sites.

STANDARD 9 – New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

STANDARD 10 – New additions and adjacent or related new construction will be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Standards 9 and 10 are linked by issues of the compatibility and reversibility of additions, alterations, and new construction. Both standards are intended to 1) minimize the damage to historic fabric caused by building additions, and 2) ensure that new work will be different from, but compatible with, existing

historic conditions. Following these standards will help to protect a building's historic integrity.

In conclusion, the basis for the *Standards* is the premise that historic resources are more than objects of aesthetic merit; they are repositories of historical information. It is important to reiterate that the *Standards* provide a framework for evaluating preservation activities and emphasize preservation of historic fabric, honesty of historical expression, and reversibility. All decisions should be made on a case-by-case basis. The level of craftsmanship, detailing, and quality of materials should be appropriate to the significance of the resource.

Jefferson City's exuberantly designed late-nineteenth century Lohman Opera House is a well-preserved, lively part of the downtown streetscape and an important legacy.

Chapter 4: Strengthening Jefferson City's Preservation Program

4.1 Introduction

> In its preface to the National Historic Preservation Act of 1966, Congress declared that the preservation of historic properties "is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic and energy benefits will be maintained and enriched for future generations of Americans."
>
> —The Missouri State Historic Preservation Office (https://dnr.mo.gov/shpo/index.html)

As discussed in Chapter 1, there are many benefits of historic preservation – economic returns, community identity, heritage tourism, and environmental sustainability. The national system supporting historic preservation is equally robust. It links federal

The National Register of Historic Places listed the Lincoln University Hilltop Campus Historic District in 1983 for its significance in the history of education in Missouri; the district was enlarged in 2002 to include buildings constructed prior to the 1954 Supreme Court decision in Brown v. Board of Education, thus at the time becoming one of the rare listings under the National Register's Criterion G, "Properties that Have Achieved Significance Within the Past Fifty Years." Missouri's oldest historically black university, Lincoln University was founded as a two-year college in 1866 with the contributions of the 62nd and 65th United States Colored Infantry regiments and their officers for the education of Missouri's African American population. The public art installation by renowned sculptor Ed Dwight commemorates the soldiers who founded the institution, today a four-year university that is part of the Missouri state educational system.

funding and programs for recognizing and protecting historic resources to State and Tribal Historic Preservation Officers (known as SHPOs and THPOs) across the nation and its territories and from there to local governments recognized within this system as Certified Local Governments. This system was established in 1966 with the passage of the National Historic Preservation Act (NHPA), as amended.

In Missouri, the state was among those early adopters that established its corresponding SHPO and agency soon after passage of the NHPA, in 1970. The agency carrying out the state's responsibilities is the State Historic Preservation Office within the Missouri Department of Natural Resources.

Notable provisions of the NHPA, as amended, created:

- The National Register of Historic Places;
- A review process known as "Section 106" (from the original section of the act) that requires that federal agencies whose undertakings will

affect (through funding, permits, or licenses) historic resources listed in (or eligible for) the National Register must ascertain the degree of potential effects and take steps to avoid, minimize, and mitigate them;

- The State Historic Preservation Officers and federal Advisory Council on Historic Preservation, which collaborate with other federal agencies to assure compliance with Section 106; and
- Federal funding through the Historic Preservation Fund for the Council, the SHPOs and THPOs, and the National Park Service, which maintains the National Register and distributes funding to state, tribal, and territorial historic preservation offices.

Local governments not only participate in this system, but also generally avail themselves of state enabling legislation that permits the local, independent regulation of proposed changes to locally recognized historic resources and districts through historic preservation ordinances and other forms of land use regulation. In both systems, incentives and technical assistance are key to encouraging positive outcomes for historic resources and their owners.

Nonprofit organizations at the national, state, and local levels supplement both the NHPA and local systems with additional programs, such as lists of endangered properties and intervention in the real estate market to help find new owners and investors for "unloved" buildings. Public education and advocacy by these nonprofits help to build and retain constituencies who support elected officials at all levels in maintaining historic preservation programs.

Across the nation, historic preservation is the "secret sauce" that has helped to power revitalization of cities' downtowns and neighborhoods, address blight, provide more housing, recycle old buildings, and secure more investment in the built environment as a whole – even though urban advocates may not always recognize its key role. In Jefferson City, strategies incorporating historic preservation can provide these benefits. This chapter of Jefferson City's Historic Preservation Plan addresses context, issues, and actions for strengthening Jefferson City's existing historic preservation program.

Jefferson City has a well-developed historic preservation program that has focused on (1) the survey and recognition of historic resources in different areas of the City's historic commercial and residential core, known as Old Town; and (2) grants for façade programs for commercial properties in the downtown and for residential rental real estate. These programs are managed by staff in the Neighborhood Services Division of the Department of Planning and Protective Services. The City's historic preservation ordinance is included in the City Code, Chapter 8, Buildings and Building Regulations; Article IV, Preservation and Conservation. As described in the following chapter, other

East End Drugs was rehabilitated using the federal historic rehabilitation tax credit in 2008. The early 20th century green Vitrolite (glass tile) façade is considered as valuable as the original late 19th century building. The project is a nice example of preserving layers of historically significant building alterations.

programs and authorities of the Department of Planning and Protective Services reinforce historic preservation. The City also has a long-established Historic Preservation Commission whose broad role is addressed in this chapter.

This is the first of five chapters at the heart of the plan, presenting actions, indicating timeframe and responsible parties, and providing background and guidance for each action or set of actions.

4.2 Tax Incentives for Historic Preservation

In 1976, Congress established a brilliant innovation: tax credits designed to stimulate rehabilitation of historic properties. Once an income-producing, depreciable property (including residential rental property) is deemed 'historic' by being listed either in the National Register individually or as contributing to a National Register historic district, a rehab project can receive federal tax credits, which lowers the taxes owed on a dollar-for-dollar basis (as opposed to a tax deduction), on qualified rehabilitation expenses ("QRE") if the work conforms to the Secretary of the Interior's Standards for Treatment of Historic Properties (commonly called the Secretary's Standards for Rehabilitation).[2] The 2017 federal Tax Cuts and Jobs Act changed the tax credit to require that taxpayers take the 20% credit over five years instead of the

[2] https://www.nps.gov/tps/standards/rehabilitation.htm

option of taking it wholly in the year in which the building is placed into service.[3]

According to the National Park Service, "The State Historic Preservation Offices and the National Park Service review the rehabilitation work to ensure that it complies with the Secretary's Standards for Rehabilitation."[4] Although in most states it would be the SHPO that is responsible for receiving applications for rehab projects seeking the tax credit, in Missouri it is the state's Department of Economic Development that is charged with reviewing state and federal historic tax credit applications.[5] The application process is done in three stages, the first two of which must precede start of the work: Part 1, which insures that a property is actually listed in the National Register (or applied for); Part 2, which thoroughly describes the intended project in advance of the work, allowing reviewers to see that it conforms to the Secretary's Standards; and Part 3, which documents the completed work.

Thirty-five states have since passed companion state tax credits that apply similarly to income-producing property, and sometimes also to personal residences that are certified historic structures and meet the minimum investment threshold. Missourians are fortunate to have a state law that provides an investment tax credit equal to 25% of approved costs associated with qualified rehabilitation for both types of historic properties. At a total reduction of 45 cents on every dollar of tax owed, developers of income-producing historic properties in Missouri have learned to combine federal and state credits, plowing new investment into ageing structures and putting others back in service that were vacant or severely deteriorated. Every project can be expected to stimulate nearby investment, whether or not the tax credits are in play in nearby projects.

Nationwide, from 1977 through federal fiscal year 2018 an estimated $96.87 billion has been invested in rehabilitation through the historic tax credit. Projects have numbered 44,341, including 285,264 rehabilitated housing units, 302,460 new housing units, and 166,210 low- and moderate-income housing units. According to the National Park Service's 2018 annual report on the program, the year saw more than "$6.9 billion in private investment in historic preservation and community revitalization. Program activity remains high – 9% increase in certifications of significance (Part 1), and approved rehabilitation projects (Part 2 and Part 3) remain at prior-year highs. Projects [were] both big and small – almost half (46%) of all completed projects (Part 3) were under $1 million QRE and 18% were under $250,000 QRE."[6]

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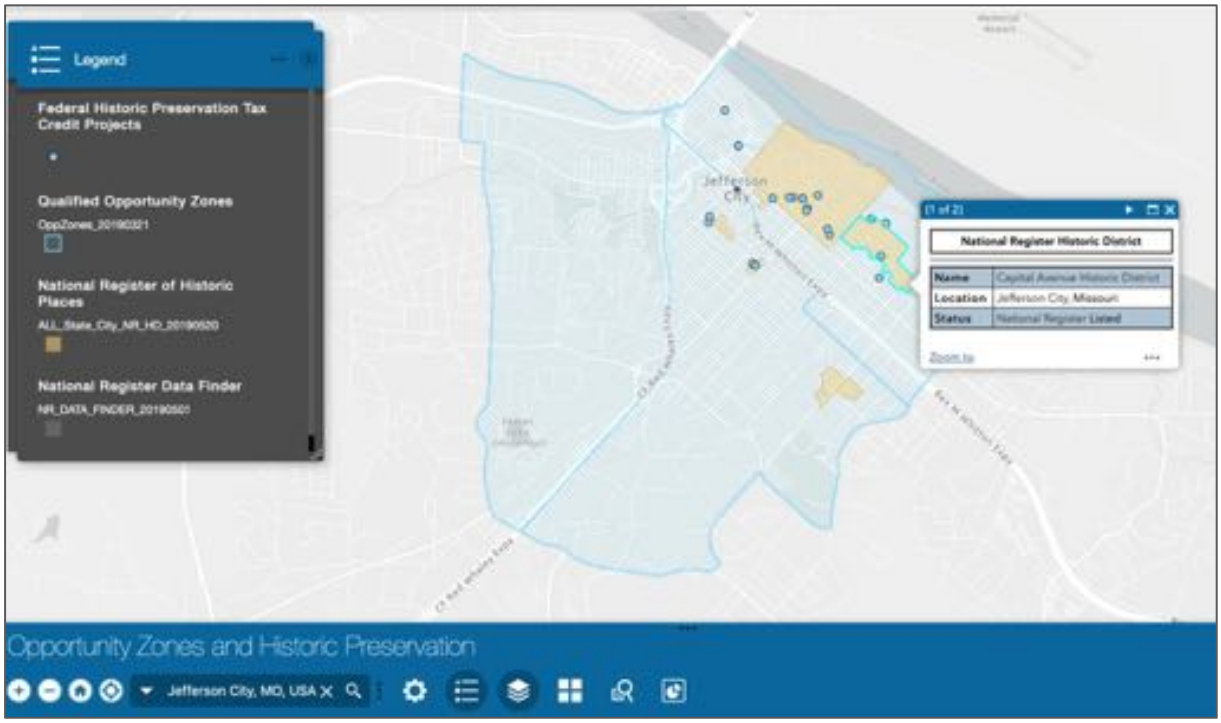
[3] https://www.irs.gov/businesses/small-businesses-self-employed/rehabilitation-tax-credit-real-estate-tax-tips

[4] https://www.nps.gov/tps/tax-incentives.htm

[5] https://ded.mo.gov/programs/business/historic-preservation

[6] https://www.nps.gov/tps/tax-incentives/taxdocs/tax-incentives-2018annual.pdf



This screen shot map of Jefferson City shows the new Opportunity Zone (light blue) together with National Register historic districts (yellow) and buildings rehabilitated using the federal historic tax credit. (Credit: National Trust for Historic Preservation and National Main Street Center, https://nthp.maps.arcgis.com)

Historic rehab tax credits can be combined with other tax incentives. A frequent companion approach for low-income housing and other projects is the New Markets Tax Credit Program aiming at the rehabilitation of structures in low-income and blighted areas and communities.[7] The recently created version of Opportunity Zones also appears to indicate potential compatibility for historic preservation, although the jury is still out – see the National Trust for Historic Preservation's analysis[8] and an interactive map by the National Trust for Historic Preservation and the National Main Street Center.[9]

Other tax incentives for preservation also exist in Missouri. One was established by the Missouri Neighborhood Preservation Act of 1999 and effective as of January 1, 2000. As explained by the Missouri Department of Economic Development, "The law's intent is to aid in the rehabilitation and new construction of homes in certain census blocks in the state of Missouri. The Missouri Department of Economic Development is responsible for the

[7] https://www.cdfifund.gov/programs-training/Programs/new-markets-tax-credit/Pages/default.aspx
[8] https://ntcic.com/news-blog/opportunity-zones-come-into-focus/
[9] https://www.mainstreet.org/blogs/national-main-street-center/2019/07/12/mapping-where-history-and-opportunity-meet.

administration and issuance of tax credits under this program. Upon approval from the Department of Economic Development, the tax credit recipient can choose to use the credit against their tax liability or has the option of selling/transferring the credit to another person/entity. The tax credit is issued at the completion of the project and based upon approval of the final paperwork. The credit must first be applied against the tax liability for the tax year in which the credit is issued. Thereafter, any excess credit may be applied towards the tax liability for the three prior years or the five subsequent years." The credits can be combined with historic preservation tax credits, but if a program participant claims those credits, the maximum available credits under the NPA program will be the lesser of 20% of the eligible costs or $40,000. As with historic tax credits, participants must apply in advance of the project to be sure of receiving them.[10]

Because they are transferable, nonprofit entities such as Community Development Corporations (CDCs) are able to use NPA credits; federal tax credits may be syndicated (there are private corporations that specialize in this) and so may also be used by nonprofits.

If feasible for Missouri communities, a property tax freeze program might be beneficial for historic preservation efforts. The program in Illinois is described by the Illinois SHPO: "Rehabilitating your older home is rewarding in many ways, and with the Property Tax Assessment Freeze homeowners may be eligible for a financial incentive that can make the work even more attractive. The program freezes the assessed value of historic owner-occupied, principal residences for 8 years, followed by a four-year period during which the property's assessed value steps up until the 12th year, when it will be at its then-current level. This program is administered free of charge to Illinois homeowners who sensitively rehabilitate their historic homes."[11]

Certainly, it is feasible for Missouri's local governments to provide a property tax rebate upon rehab, as Jefferson City makes similar rebates available upon application by property owners to support its façade rehab program, encourage adaptive reuse of historic structures, and expand the number of owner-occupied properties within Old Town and East Side.[12]

Although this section does not provide a specific action related to tax incentives, it is incumbent upon the City of Jefferson Historic Preservation Commission and staff of the Department of Planning and Protective Services

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[10] https://ded.mo.gov/sites/default/files/program/instructions/2018%20NPA%20Guidelines%20%20Application.pdf and https://ded.mo.gov/sites/default/files/programs/flyers/NPAProgramSummary10.pdf

[11] https://www2.illinois.gov/dnrhistoric/Preserve/pages/taxfreeze.aspx

[12] http://www.jeffersoncitymo.gov/government/redevelopment_and_grants/neighborhood_reinvestment_act.php

to be aware of these programs and encourage their use through technical assistance and recognition as appropriate. Federal and state tax incentives, in particular, are in effect excellent subsidies for local historic preservation investment and offer excellent returns to the community in the form of support for high-quality jobs associated with rehabilitation and reducing costs to developers who would then have even more funds to reinvest in further projects.

4.3 Jefferson City's Historic Preservation Program

Certified Local Government

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

Timeframe and responsibility: Ongoing responsibility of the Historic Preservation Commission supported by staff in the Department of Planning and Protective Services.

Discussion: Jefferson City and its Historic Preservation Commission was designated as a Certified Local Government (CLG) in 2004 and is one of 59 CLGs in Missouri. A major feature of the program is that it requires that ten percent of the annual federal grant for historic preservation allowed to the Missouri State Historic Preservation Office be distributed to CLGs, under a re-grant program operated by the SHPO. Continued participation in the CLG program is critical to the City's historic preservation program as it provides the City with an ongoing source of preservation project funding. To date, the funding has been used to support the ongoing work to survey the City's historic resources and districts.

Prioritization in the use of future CLG grant funds should be as follows:

- Preparation of Historic Residential Design Guidelines and Historic Commercial Design Guidelines for use by property owners and in design review for Local Historic Districts and Neighborhood Conservation Overlay Districts. (See Actions A.6 and C.6.)
- Preparation of a citywide historic context as outlined in Action A.2.
- Continued survey of historic neighborhoods in Old Town Jefferson City as outlined in Action A.3.
- Preparation of new National Register historic district nominations as outlined in Action A.5.

Surveys of Historic Resources

Jefferson City has undertaken an impressive number of historic resource surveys with much of the funding provided through participation in the CLG program. Many Old Town historic neighborhoods have been surveyed, and several areas have subsequently been listed as National Register historic districts.

A.2 Prepare a Historic Context for Jefferson City as a whole from its founding to the present.

Timeframe and responsibility: Short-term priority of the Department of Planning and Protective Services, with members of the Historic Preservation Commission and others participating as knowledgeable reviewers.

Discussion: The research associated with existing surveys and National Register nominations currently provides the most in-depth overview of the City's history. An overall history of the City's development, however, is lacking and makes it difficult to set the development of historic neighborhoods and resources in context in order to understand their significance.

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

A.3 Continue to survey historic neighborhoods within Old Town using the CLG grant program.

Timeframe and responsibility: Continuing action of the Department of Planning and Protective Services, with members of the Historic Preservation Commission and others participating as knowledgeable reviewers.

Discussion: This is a continuing, long-term program based on accepted best practices for maintaining up-to-date information, which should enable effective City planning and procedures. Implementation of a robust historic preservation program, however, does not require completion of survey work in any given area. Priorities include:

- Complete surveys of neighborhoods developed before 1940 in West Jefferson City, the East End, and the Southside that have not previously been surveyed.
- Undertake a thematic survey identifying surviving pre-1870 resources when appropriate.

Mid-century modern architecture is now being surveyed in many communities. Even modest examples from this period are now prized by many owners.

- Survey surviving pre-1940 historic resources in suburban areas outside of Old Town when appropriate.
- Identify classic 1950s and 1960s mid-century modern neighborhoods.

A.4 Maintain an inventory of historic resources to support ongoing study, recognition, and designation efforts throughout the City.

Timeframe and responsibility: Continuing action of the Department of Planning and Protective Services.

Discussion: "What gets mapped gets managed" is a planner's motto. Across the nation, mapping of historic resources in modern digital systems (most powered by the well-known Esri platform for GIS) has lagged behind the natural and infrastructure features of communities also critical to incorporate into planners' information for decision-making. Both states and localities are working to address this deficiency and, in the process, are creating web-based interfaces that allow the public to access survey records via the GIS database used to visualize information about historic resources in mapped form. Jefferson City is aware that this is a need and will continue to work to find a way to fund and create a state-of-the-art digital system; meanwhile the inventory is in paper form in accessible files maintained by the Department.

These pre-World War II bungalows in West Jefferson City might not qualify separately for listing in the National Register or as local landmarks, but together they illustrate why National Register and local historic districts are valuable for recognizing neighborhoods where groups of buildings exhibit cohesive character.

National Register Nominations

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

A.5 Continue to encourage the preparation of National Register nominations for individual sites and to prepare National Register historic district nominations for historic neighborhoods and areas.

Timeframe and responsibility: Short-term priority of the Department of Planning and Protective Services, with members of the Historic Preservation Commission and others participating as knowledgeable reviewers. Private owners, neighborhood advocacy groups, and other interested organizations are also permitted to initiate nominations.

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

- Coordinate and prioritize the use of CLG grant funding between the survey work discussed above in Action A.3 and the preparation of National Register historic district nominations.
- Consider portions of the East End and the Southside for National Register historic district designation. (Some recommendations have been made in previous survey reports.)

- Consider the Circle Avenue/Forest Hill Avenue/West Main Street area of West Jefferson City for National Register historic district designation.

Local Historic Districts

Local historic districts are vital for encouraging owners to invest in their historic properties, by encouraging careful review of proposals for changes in the district (including new construction), thereby reducing the risk that development adverse to historic investment will be permitted. Designation of local historic districts should begin with the City's most significant historic residential neighborhoods where threats have been experienced and where property owner support is likely. Over time, as experience is developed in the design review process, additional local historic districts can be developed. Meanwhile the City's Neighborhood Conservation Overlay District process can be encouraged in many neighborhoods.

A.6 Prepare residential historic preservation design guidelines for use in designated residential local historic districts and in historic neighborhoods citywide.

Timeframe and responsibility: Short-term priority of the Department of Planning and Protective Services, with the Historic Preservation Commission actively participating and ultimately approving.

Discussion: "Design standards" and "design guidelines" are largely interchangeable in terms, "standards" thought to be more regulatory and "guidelines" aspirational. Both often are presented as heavily illustrated handbooks that inform property owners about historic architectural styles found throughout the community and break down each exterior element of a building (roofs to siding to foundations, windows, porches, etc.) and discuss recommended/not-recommended preservation treatments. Simple and easy to understand, such a product can inform every owner of a historic property, not just those located in locally designated historic districts. They can also provide a reference for the development of the standards to be developed for each Neighborhood Conservation Overlay District, as discussed in Chapter 5, Planning and Development.

The development of design standards for historic residential neighborhoods is essential for use in historic districts recognized by Jefferson City under local ordinance. Because of the lack of local historic districts, the Historic Preservation Commission has not developed expertise in design review, a key function of mature HPCs nationwide. This action has the double benefit of (1) clarifying for the public what is expected (in regulatory situations) and recommended (for all historic properties) and (2) creating a process whereby the Historic Preservation Commission participates in the preparation of the design guidelines (generally, specialists are employed as contractors to

The City Council approved Jefferson City's School Street Historic District, its first, in September of 2018 following votes by the Historic Preservation Commission and Planning and Zoning Commission for local designation, petitioned by a resident. The district includes 27 parcels in the 600 block of E. McCarty Street, all of School Street (north side shown here), the 400 block of Lafayette Street, three houses on the east side of Lafayette Street, one house on East Miller Street, and 500 Lafayette Street. The local district is considered significant architecturally and also for its association with former Lincoln University officials, segregation, and The Foot — Jefferson City's black business and residential district along Lafayette Street between East Dunklin and Miller streets that was largely removed during urban renewal and highway construction.

undertake such a project) and thus learns the ins and outs of design review. In general:

- Use of design guidelines for regulatory review of local historic districts ("design standards") requires approval of City Council.
- The design guidelines should outline the appropriate treatment of historic features and materials, design of additions to historic residences, and design of new infill within historic neighborhoods. Fencing is also sometimes a subject of design guidelines. (See Action C.6.)
- The design guidelines would assist property owners, designers, and developers in making appropriate design decisions about needed changes to their properties in historic neighborhoods.
- The design guidelines would provide the basis for design review by the Historic Preservation Commission.
- The design guidelines would provide the basis for design review by the City staff in Neighborhood Conservation Overlay Districts.
- Preparation of the design guidelines is a priority project for the use of CLG grant funding.

Capitol Avenue, before the tornado of May 22, 2019. Note the newly installed streetlights, part of the City's campaign to encourage further investment in this beautiful historic neighborhood east of the Capitol (undergoing major maintenance during 2019) and downtown.

A.7 Improve administration of local historic districts.

Timeframe and responsibility: Mid-term action of the Department of Planning and Protective Services, with the Historic Preservation Commission actively participating and subject to City Council approval.

Discussion: It is unusual that the designation of Local Historic Districts has not been an extensive part of the City's historic preservation program despite its authorization in the City Code (Chapter 8, Article IV) and the large extent of potential historic districts across Old Town. One barrier to be overcome is the awkwardness of the current code. City staff has recommended a complete rewrite. As with the creation of the design guidelines under Action A.6, this has the double benefit of enabling in-depth discussion for the Historic Preservation Commission (as well as the City Council as final arbiter) and informing the public through public participation about the importance of local historic district regulations. The most important areas for attention are to prescribe appropriate criteria and steps for identifying historic areas (not simply age of structure) and to establish a process for the issuance of Certificates of Appropriateness (issued for significant changes to historic structures in historic districts by the City after approval of applications by the Historic Preservation Commission, using the design guidelines).

Jefferson City's Carnegie Library (dedicated 1902) is a Jefferson City Landmark. It was nearly demolished in 1975 after construction of the present library next door. According to the Cole County Historical Society, "Andrew Carnegie endowed 33 public libraries in Missouri. Twenty-four are still used as libraries while only one has been demolished."

A.8 Consider designating the Moreau Drive National Register Historic District as a local historic district.

Timeframe and responsibility: Action of the Historic Preservation Commission and City Council, timeframe to be established subject to property owners' interest in such designation as protection from inappropriate future change.

Discussion: Moreau Drive is an example of a historically significant neighborhood that is not under immediate threat but where local historic district designation would be an honor and would provide local protection from inappropriate future change. The boundaries created for the district's National Register historic district nomination should be a starting point for establishing a local historic district.

A.9 Consider designating the Capitol Avenue Neighborhood Conservation Overlay District (and National Register Historic District) as a local historic district.

Timeframe and responsibility: Action of the Historic Preservation Commission and City Council, timeframe to be established subject to property owners' interest in such designation as protection from inappropriate future change.

Discussion: Capitol Avenue is an example of a historically significant residential neighborhood where establishing the current Neighborhood Conservation Overlay District (NCOD; see explanation in Chapter 5) in 2017 is expected to be an instrumental step in the neighborhood's revitalization (together with significant City investment in streetscaping). Over the long term, as the neighborhood sees more investment, recovers from the significant damage it

endured during the May 22, 2019, tornado, and learns about City historic preservation programs, it may be appropriate to designate it as a local historic district (together with re-examination of the boundaries in relation to the current National Register historic district boundaries, which are not quite congruent with the NCOD). For now, the current NCOD is expected to serve as an important lesson in how an overlay district works and provide information for NCOD implementation in other parts of Jefferson City.

Local Historic Landmarks

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

Most years since 1993, five properties have been designated annually. Landmark nominations for publicly owned properties are made to the Historic Preservation Commission by the City or other public owner. Landmark nominations for privately owned properties are made by the private owners, sometimes with the assistance or encouragement of other interested parties, such as the Old Munichburg Association. Upon review and approval, the Historic Preservation Commission forwards nominations to City Council for public hearing and designation by ordinance.

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

Timeframe and responsibility: Continuing action of the Historic Preservation Commission and City Council, with participation by interested parties (e.g., neighborhood advocacy organizations), timeframe to be established subject to property owners' interest in such designation.

Discussion: Designation as a Jefferson City Landmark is an honor memorializing a property's historical significance and is publicized through issuance of a plaque and through public programming. Under this action, the Historic Preservation Commission, supported by staff, should:

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

A.11 Establish a process for the review of proposed changes to designated Landmarks, similar to the expected Certificate of Appropriateness process to be applied in the case of local historic districts.

Timeframe and responsibility: Mid-term action of the Department of Planning and Protective Services, with the Historic Preservation Commission actively participating and subject to City Council approval.

Discussion: A close reading of the current ordinance allowing the designation of Landmarks suggests that it currently allows for Historic Preservation Commission review of major changes desired by property owners. However, this process has not been customary. Barriers similar to those discussed above for local historic district designation thus apply here as well. Landmark designation and protection should be incorporated into the new section of city code addressing historic preservation as discussed in Action A.7. In the process, owners of existing Landmarks could be given the option of re-enrolling in the program.

Meanwhile, once citywide residential and commercial design guidelines are established as discussed in Actions A.6 and C.6, the Historic Preservation Commission could consider cultivating its design review process and capabilities through voluntary participation of owners of Landmarks. The HPC could send owners a letter explaining additional benefits to be added to the program and asking for their assistance as in helping the HPC gain experience with and inform the public about the design review program. Landmark designation is a means through which property owners can help protect their historic properties from future inappropriate change, beyond the period of their ownership. Design review helps assure that future change preserves a Landmark's historic character, significance, and value.

Local Incentives for Local Landmarks and Local Historic Districts

A.12 Consider possible incentives for designation of private properties as local landmarks or as elements of local historic districts.

Timeframe and responsibility: Mid-term action of the Historic Preservation Commission with support from the Department of Planning and Protective Services.

Discussion: Local designation of Jefferson City Landmarks and local historic districts identifies properties considered to be valuable assets contributing to the City's wellbeing as a whole – their preservation is a public good. Accordingly, once design guidelines are in place and the proposed revision to the City Code to consolidate programs to encourage historic preservation is under consideration (Actions A.7 and A.11), as a part of that process the Historic Preservation Commission should work with the City Council to identify

ways to provide incentives that encourage landmark owners and owners in historic districts to maintain their properties. The range of possibilities includes providing access to design assistance for the design of needed change and maintenance (perhaps through an on-call contract with a local preservation architect) and access to local grants, loans, and property tax incentives. The Neighborhood Services Division already manages a range of financial aid programs for the rehabilitation of historic properties and can build on this experience in advising on potential programs.

Historic Preservation Commission

The Historic Preservation Commission (HPC) is the City's official voice for the protection, enhancement, and perpetuation of historically significant properties within Jefferson City. Its powers and duties are outlined in Chapter 7, Article III of the City Code. The HPC should participate actively in City governance and be integral to City activities. It should be proactive in performing its duties through the leadership of its members with support from City staff. Staff support to the Historic Preservation Commission is provided by the Neighborhood Services Division of Planning and Protective Services.

HPC Leadership and Education

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

Timeframe and responsibility: Continuing action of the Historic Preservation Commission with support as appropriate from the City Council, Planning and Zoning Commission, and the Department of Planning and Protective Services.

Discussion: In performing its duties, the Historic Preservation Commission role is to take active leadership in:

- Inventorying, documenting, and recognizing historic resources;
- Monitoring the overall condition of historic resources citywide;
- Participating in and supporting City and private sector programs for the revitalization of the City's historic neighborhoods and commercial centers;
- Providing ongoing information, guidance, and advice to the Mayor, City Council, boards and commissions, and City departments;
- Reviewing applications for proposed demolition of historic buildings;
- Providing design review for designated Jefferson City Landmarks and local historic districts; and
- Reaching out to the public to promote historic preservation.

Accordingly, this action contemplates the following steps:

- Move the Historic Preservation Article within the City Code to its own chapter (as previously discussed in Actions A.7 and A.11); in the process reinforce the role of the Historic Preservation Commission as leader of the City's historic preservation program and ensure continued eligibility for Jefferson City and the HPC as a Certified Local Government (Action A.1).
- Prepare a yearly work plan for Historic Preservation Commission projects.
- Prepare an annual report to the Mayor and City Council on historic preservation issues, accomplishments, and initiatives citywide.
- Enable and train Historic Preservation Commission members to take responsibility for various aspects of the commission's program.
- Conduct bi-monthly educational sessions during Historic Preservation Commission meetings to foster learning opportunities for Commission members and the public.
- Prepare a toolkit to help educate Commission members and provide a reference source for the public to convey knowledge about historic preservation procedures and topics.

Inventory, Documentation, Recognition, and Designation

The following actions reinforce and emphasize the cross-cutting role of the Historic Preservation Commission as leader and participant in important elements of the City's historic preservation program. Also, the Commission should be involved in other efforts to encourage greater investment in revitalizing neighborhoods and commercial centers. Programs themselves are detailed as cross-referenced.

A.14 Continue to organize surveys to document historic resources in Jefferson City. Maintain an inventory to support ongoing study, recognition, and designation efforts and provide support to City procedures where historic resources come into play.

- See discussion of historic resource surveys in Action A.3.

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

- See discussion of National Register nominations in Action A.5.

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

- See the discussion of Local Historic Districts and Landmarks above, starting on page 67.

Monitoring Historic Resources

A.17 Participate in the initial establishment of Neighborhood Conservation Overlay Districts.

- See the discussion of Neighborhood Conservation Overlay Districts starting on page 97.

A.18 Maintain an ongoing awareness of programs and activities that are being undertaken throughout the City that might negatively impact the preservation and integrity of historic neighborhoods' resources.

- Participate in, support, and monitor revitalization initiatives – see Chapter 5.

Revitalization Programs

A.19 Engage in the planning and implementation of revitalization programs in historic commercial centers and historic neighborhoods.

- See discussions of revitalization programs in Chapters 6 and 7; seek opportunities to work with City departments, boards, and commissions on historic preservation aspects of revitalization plans and attend meetings and provide input to groups and organizations active in commercial and neighborhood revitalization.

Information, Guidance, and Advice

A.20 Provide information, guidance, and advice to the Mayor, City Council, boards and commissions, and City departments on issues related to historic preservation.

Timeframe and responsibility: Ongoing action of the Historic Preservation Commission with support from the Department of Planning and Protective Services.

Discussion: The Historic Preservation Commission's role is to provide expertise and perspective as the City undertakes the wide variety of programs that have the potential to influence historic preservation for the better. Steps contemplated for this action include:

- Assign Historic Preservation Commission members as liaisons to the City Council and other boards and commissions to monitor issues that may impact historic resources.

- Attend meetings, provide information and guidance, provide written reports with information and recommendations, and provide testimony as appropriate on issues related to historic preservation.

Demolition Review

A.21 Continue to review demolition proposals in accordance with Section 8-43 of the City Code (or as revised as recommended in Actions A.7 and A.11).

Timeframe and responsibility: Continuing action of the Historic Preservation Commission with support as appropriate from the City Council, Planning and Zoning Commission, and the Department of Planning and Protective Services.

Discussion: Demolition review is a longstanding responsibility of the HPC. Demolition applications requiring HPC review are applicable to structures greater than 50 years old, structures designated as a local landmark, and structures listed in the National Register or located within a National Register historic district. Although it is considered a best practice that demolition of historic structures should not take place unless and until there is a replacement, this is a factor for the HPC to consider only for structures within a local historic district. Key points for the HPC:

- Lead further public discussion of the demolition review topic, ordinance, and process.
- Guidelines for the consideration of demolition proposals are:
    1. Historic properties should not be demolished if their removal would adversely impact the character and context of a historic neighborhood;
    2. The demolition of significant historic resources should only be permitted where the public benefit of the demolition is of greater benefit than retention of the resource; and
    3. Demolition in a designated local historic district should not take place until the proposed replacement project is fully approved, permitted, funded, and ready for construction, unless it can be shown by the applicant that a vacant lot will not affect the value and context of surrounding properties.

Design Review

A.22 Undertake design review responsibilities for local historic districts and local landmarks as outlined in the *Historic Preservation Commission* and *Preservation and Conservation* articles of the City Code (or as revised as recommended in Actions A.7 and A.11).

Timeframe and responsibility: Continuing action of the Historic Preservation Commission with support as appropriate from the City Council, Planning and

Zoning Commission, and the Department of Planning and Protective Services. Training from the Missouri SHPO.

- Cultivate best practices in design review. Continue to undertake training offered by the State Historic Preservation Office to historic preservation commissions on design review and the application of the Secretary of the Interior's Standards for Rehabilitation.

- Retain a professional historic preservation consultant on an as-needed basis to assist the Historic Preservation Commission in design review applications and other historic preservation issues.

- Prepare design guidelines for the treatment of residential properties as outlined in Action A.7 and for commercial properties as outlined in Action C.6 for use by property owners in the design of projects and by the Historic Preservation Commission in the review of applications.

- Undertake design review of building permit applications in Local Historic Districts and for Local Landmarks as outlined in City Code Section 8-46, Procedure for Review, in Chapter 8, Article IV, Preservation and Conservation.

Public Engagement

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

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

Timeframe and responsibility: Continuing action of the Historic Preservation Commission with support as appropriate from the Department of Planning and Protective Services and collaboration with nonprofit educational and advocacy groups.

Discussion: Information and resources may be provided online through the Historic Preservation Commission's web page through links to NPS and SHPO sites, posting of design guidelines, and other resource information. In collaboration with Historic City of Jefferson and other organizations that can aid in outreach to property owners, the HPC can conduct periodic public workshops on the maintenance and treatment of historic properties. Vice versa, the HPC should participate in and support public outreach initiatives of Historic City of Jefferson, Downtown Jefferson City, the Cole County Historical Society, the Parks and Recreation Department, other agencies and organizations, and local commercial and neighborhood entities. Initiatives may

include interpretation, historical publications, website information, social media, events, and other forms of public outreach.

Working with the Missouri State Historic Preservation Office

As described earlier, Jefferson City's Historic Preservation Commission is a Certified Local Government, which enhances the city's relationship within the federal-state-local partnership that is at the heart of the nation's longstanding governmental system for historic preservation under the National Historic Preservation Act as amended.

A.24 Maintain an ongoing relationship with the Missouri State Historic Preservation Office as a Certified Local Government. Take advantage of State Historic Preservation office training, technical assistance, programs, and support.

Timeframe and responsibility: Continuing action of the Historic Preservation Commission with support as appropriate from the Department of Planning and Protective and the Missouri SHPO.

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

Steps contemplated for this relationship include:

- Actively support SHPO programs and its public funding through engagement with federal and state legislators and others.
- Review the Missouri Comprehensive State Historic Preservation Plan and identify how Jefferson City can be a model of best practices in its implementation. Participate in future statewide preservation plans, which are required periodically in order for the SHPO to receive its share of federal funding.
- Participate in and support SHPO programs such as workshops, training sessions, and conferences. Provide information and support to other Missouri communities as requested.
- Participate as an interested party in Section 106 and other state and federal environmental review processes in Jefferson City managed by the State Historic Preservation Office. (CLGs are able to become involved in Section 106 and National Register nominations on a preferred basis.)

Working with Key Local Partners

Historic preservation is rarely accomplished anywhere across the nation through local government programs alone. Although this Historic Preservation Plan is intended largely to guide the City directly in the many ways it can influence historic preservation, this section recognizes critical support from other organized efforts to encourage preservation. Jefferson City is well-endowed with groups working diligently to encourage private property owners, entire neighborhoods and areas, and the public in general to appreciate the value of historic properties and districts to the City's character and private and public investment. This section is designed to recognize the efforts of partners and point to ways that the City, principally in the form of cooperation through the Historic Preservation Commission, can benefit from those efforts. (Note that other organizations supporting historic interpretation and heritage tourism are covered in Chapter 6, Welcoming Visitors and Storytelling.)

Historic City of Jefferson

A.25 Recognize Historic City of Jefferson's 2017 Strategic Plan as the HPC engages in historic preservation initiatives, processes, and issues.

Timeframe and responsibility: Continuing action of the Historic Preservation Commission with support as appropriate from the Department of Planning and Protective Services and the Missouri SHPO.

Discussion: Historic City of Jefferson City (HCJ) is a private nonprofit organization dedicated to the preservation and revitalization of historic buildings and neighborhoods in Jefferson City. HCJ was formed following the controversial demolition of the historic City Jail about 1981. HCJ is the private sector voice for historic preservation and plays an essential role in the preservation of historic resources throughout the City. HCJ engages in public advocacy, education, and training in preserving historic properties and neighborhoods; has recently invested in a significant historic property in the East End to serve as its headquarters; and recently received a gift of a historic property that is expected to enable the organization to grow its capacity to "buy time for historic preservation" by creative intervention as a private developer (sometimes called "revolving fund" action).

The Old Shoe Factory in Jefferson City's East End is slated for adaptive use as a major mixed-use project, prompting hopes that its redevelopment will spur greater preservation in the adjacent neighborhood, where workers once lived in modest homes within walking distance of the now-vacant nineteenth-century factory.

Historic Southside/Old Munichburg Community Development Corporation (Southside CDC)

A.26 Recognize the value of the contributions of the Old Munichburg Association and the Southside CDC, including the *2017 Historic Southside / Old Munichburg District & Neighborhood Plan*, as the HPC engages in historic preservation initiatives, processes, and issues.

Timeframe and responsibility: Continuing action of the Historic Preservation Commission with support as appropriate from the Department of Planning and Protective Services.

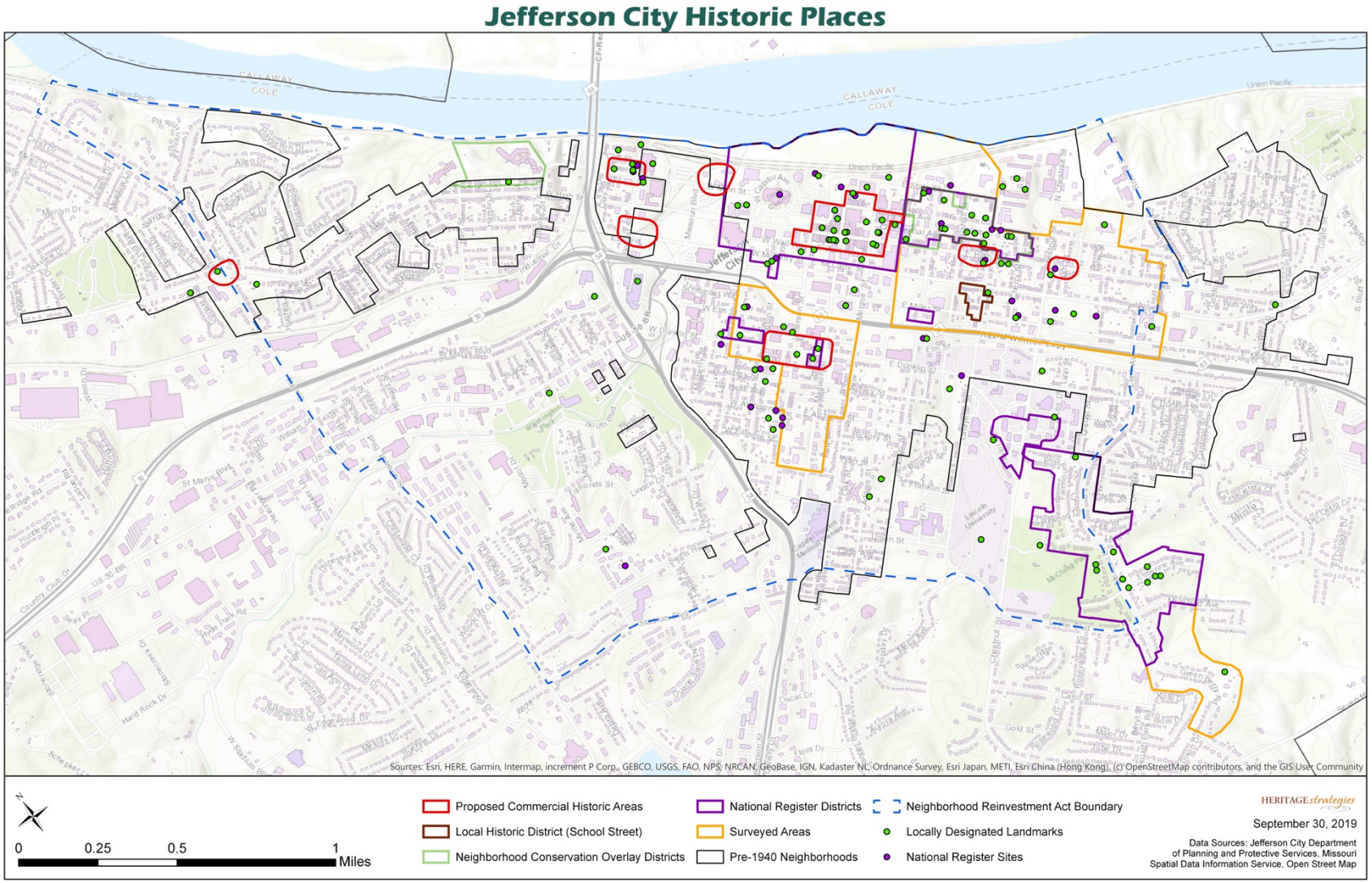
Discussion: The 2017 *Historic Southside/Old Munichburg District & Neighborhood Plan* is an example of a well-conceived plan that is providing the basis for several important implementation initiatives, including the recent inauguration of the Southside CDC. The Old Munichburg Association, a much older organization, has spurred long-term redevelopment in the Munichburg commercial district along Dunklin Street that has influenced growing interest in the future of the entire Southside.

East End Business Association

A.27 Recognize the value of the contributions of the East End Business Association as the HPC engages in historic preservation initiatives, processes, and issues.

Timeframe and responsibility: Continuing action of the Historic Preservation Commission with support as appropriate from the Department of Planning and Protective Services.

Discussion: The leadership of the East End Business Association has influenced both commercial and residential redevelopment in the large area east and southeast of the Capitol Avenue National Register historic district, and in the historic district itself.



MAP 2: Jefferson City Historic Places, September 2019

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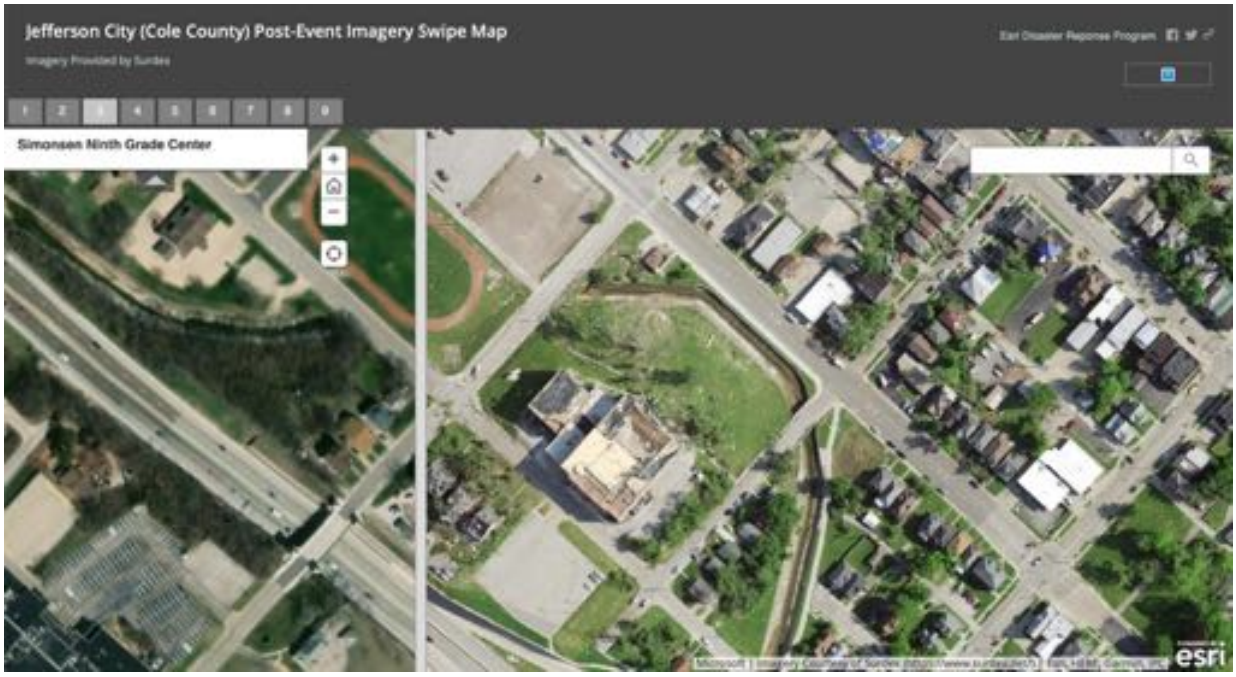
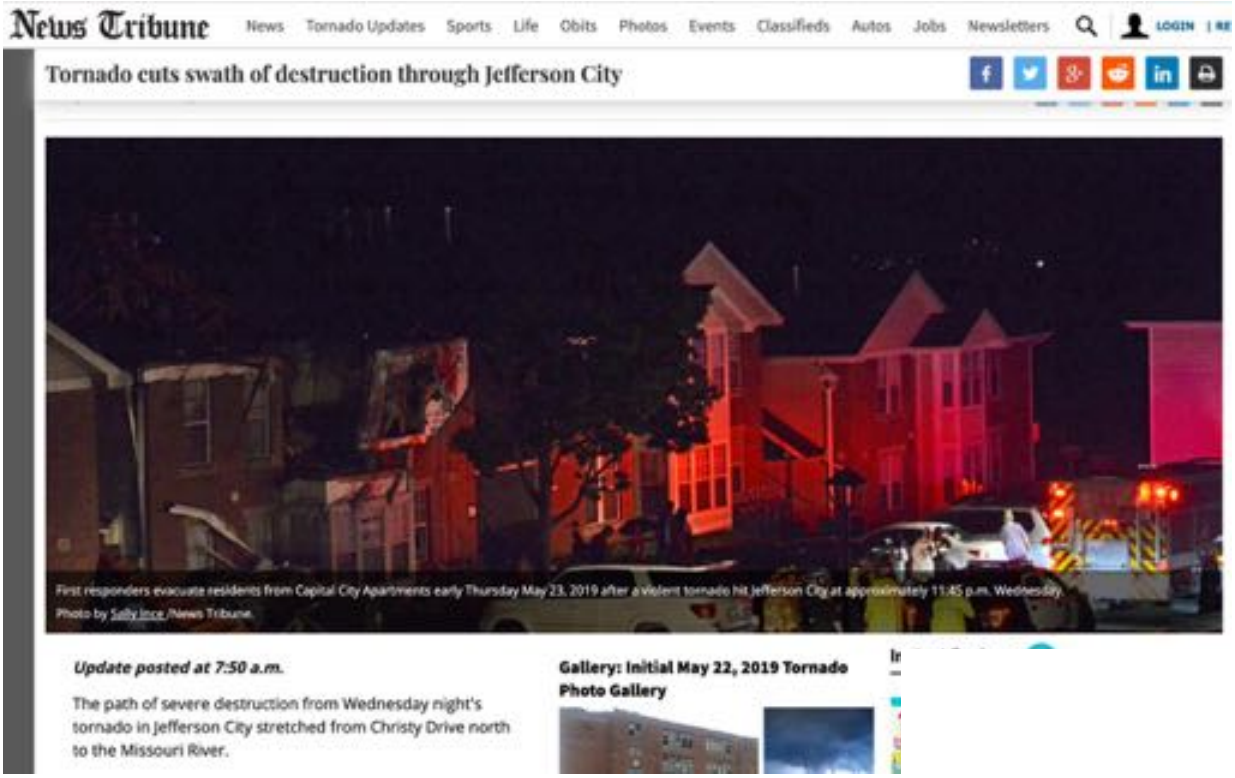


Near midnight on May 22, 2019, an EF3 tornado struck Jefferson City and cut a band of destruction from the City's outskirts at the southwest all the way to East Capitol Avenue and the Missouri State Penitentiary. Above, a "swipe" image provides "before" images compared to the damage discovered in the daylight a day later in the vicinity of the Simonsen Ninth Grade Center and northeast. The historic core of Jefferson City sustained major damage as the tornado crossed U.S. Highway 50 and headed northeast to cross the Missouri River. (Credit: Esri Disaster Response Program[13])

Jefferson City's EF3 Tornado, May 22, 2019

As this Historic Preservation Plan was in preparation, Jefferson City was struck near midnight on May 22 by a devastating tornado that skipped across the City from southwest to northeast. Fortunately, thanks to emergency preparedness (and chance), there was no loss of life. It tore through outlying neighborhoods and into the City's historic core, damaging more than 150 buildings. In this insert are selected before-and-after photos made by the Heritage Strategies planning team except where indicated. An EF3-rated tornado is defined by the National Weather Service (NWS) as "severe," *(continued on page 88)*

[13] https://disasterresponse.maps.arcgis.com/apps/StorytellingSwipe/index.html?appid=5d0ebb7faa52481a84f59125a5116bc0&fbclid=IwAR0O2AjIDJIh006PX7KV45oLZW_rB_jt25SOgI0T4i2AsVGB1Y-4F_q4_hs. Image at right, courtesy *Deseret News* and Twitter, May 23, 2019, by Andrew Kauffman of ABC News Channel 17 stating that viewer Brett Powell, Jr., "says this is the tornado leaving Eldon and heading toward Jefferson City." https://www.deseret.com/2019/5/23/20674040/jefferson-city-missouri-tornado-terrifying-videos-and-photos-appear-on-social-media



News Tribune

News Tornado Updates Sports Life Obits Photos Events Classifieds Autos Jobs Newsletters LOGIN

Tornado cuts swath of destruction through Jefferson City

First responders evacuate residents from Capital City Apartments early Thursday May 23, 2019 after a violent tornado hit Jefferson City at approximately 11:45 p.m. Wednesday.
Photo by Sally Ince/News Tribune.

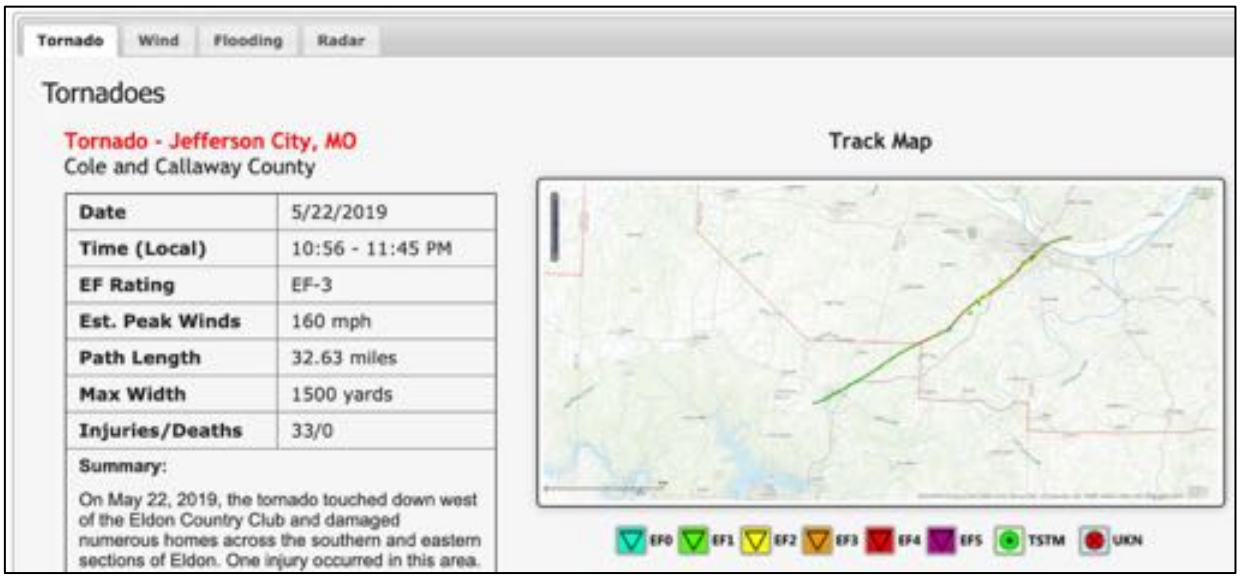
Update posted at 7:50 a.m.

The path of severe destruction from Wednesday night's tornado in Jefferson City stretched from Christy Drive north to the Missouri River.

Gallery: Initial May 22, 2019 Tornado Photo Gallery

East Capitol Avenue (all)

Photo credit: National Weather Service



Tornado | Wind | Flooding | Radar

Tornadoes

Tornado - Jefferson City, MO
Cole and Callaway County

Date	5/22/2019
Time (Local)	10:56 - 11:45 PM
EF Rating	EF-3
Est. Peak Winds	160 mph
Path Length	32.63 miles
Max Width	1500 yards
Injuries/Deaths	33/0

Summary:

On May 22, 2019, the tornado touched down west of the Eldon Country Club and damaged numerous homes across the southern and eastern sections of Eldon. One injury occurred in this area.

Track Map

Single-family home, Southside

Residential structures across from the Missouri State Penitentiary.

Houses were completely destroyed in neighborhoods in Southside. By July, when these photos were taken, some rubble was cleared, but not all.

The Missouri State Penitentiary, a major tourism site, is closed until further notice. Across the street, the Jefferson City Convention and Visitors Bureau received minor façade damage and its metal sign was lifted from its post.

with winds ranging from 135 to 165 miles per hour. Winds at 100 mph are capable of causing any loose object to become a projectile, breaking windows in cars and buildings. Walls collapse and buildings are utterly destroyed at 150 mph and above; the NWS estimated that at one point the tornado reached 160 mph. The contemporaneous NWS report concludes:

> The tornado strengthened from an EF-2 to an EF-3 as it moved into a subdivision off of Heritage Highway just west of U.S. Highway 54, indicated by the complete collapse of a home and complete destruction of a double wide manufactured home. As the tornado moved northeast into the Jefferson City area it destroyed or greatly damaged a warehouse and car dealership, where at least 750 cars were totaled. As it moved into downtown Jefferson City, it caused severe damage to well made residential structures….Throughout its 32.63 mile path the tornado caused severe damage or completely destroyed numerous homes and businesses, and uprooted or snapped countless trees. Overall the tornado was rated EF3 with a path length of 32.63 miles and a max path width of 1500 yards. Thirty three people sustained injuries from this tornado.[14]

Although the City will ultimately receive disaster relief funds, the outlay and the lasting costs to property values and the Missouri State Penitentiary – a major visitor attraction that has boosted the City's income through lodging and sales taxes – is expected to affect the City's finances for several years. The City's efficient, small staff is focused largely on taking care of immediate needs, although needed long-range planning, such as this plan and the 2020 update to the Comprehensive Plan, has proceeded. Actions affecting staffing and other outlays in this plan were adjusted to reflect this reality, primarily through shifting selected priorities to mid-term and long-range.

[14] https://www.weather.gov/lsx/May2122SevereStorms

Careful maintenance of the public domain can encourage private investment. The comfortable street furnishings, stylish traditional lighting, and well-chosen street trees shown here in Jefferson City's Downtown are part of the City's long-term investment strategy.

Chapter 5: Planning and Development

5.1 Introduction

The historic preservation programs described in the preceding chapter of this Historic Preservation Plan are an important part of the City's work to encourage historic preservation, but they are by no means the only public programs operated by the City that influence the health of commercial districts and the revitalization of neighborhoods and housing. Many other programs of Jefferson City's Department of Planning and Protective Services are instrumental in the City's planning and development and thus can influence the fate of historic properties and districts.

This chapter describes actions addressing historic preservation as it is affected by various programs and activities managed by the Department. These include community and long-range planning, building permits and inspections, neighborhood services and programs, and public health and safety. The Department has 24 staff members, of whom five serve in the Planning Division and seven in Neighborhood Services.

5.2 Jefferson City's Planning and Development Programs

Comprehensive Plan

During the development of this plan, the Department of Planning and Protective Services was updating the 1996 Comprehensive Plan. While the 1996 plan addressed several topics of concern regarding historic neighborhoods and resources, it did not include specific recommendations on historic preservation.

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

B.1 Incorporate the Historic Preservation Plan's vision and goals for community identity and quality of place (see Chapter 2, Preservation Approach) as organizing concepts for the 2020 Comprehensive Plan update.

Timeframe and responsibility: Immediate responsibility of the Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services.

Discussion: The plan will clearly state that it is Jefferson City's policy that historic resources are to be identified and their preservation and appropriate treatment are to be incorporated into City planning and development initiatives that affect historic preservation. This Historic Preservation Plan also expects that the Comprehensive Plan will acknowledge:

- The concept of "quality of place" as the basis for strategies for long-term growth and economic development citywide; and
- The historic character of Old Town and the City's role as the Missouri State Capital as the central elements of community identity.

B.2 Revise "Old Town" boundaries in order to reinforce the character of historic neighborhoods and focus on updating or developing new plans and polices for the area.

Timeframe and responsibility: Mid-term responsibility of the Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services.

Discussion: During comprehensive planning, the City will establish a rationale and process for revising the delineation of Old Town boundaries that will help to brand and identify the City's historic neighborhoods, both commercial and residential, in order to attract and support private and public investment. The current boundaries enclose a much larger area than necessary and will support public perception of the identity of Old Town area as a coherent, historic area

Work is underway to convert this old shoe factory into space for offices and apartments, at a key location at the entrance to Jefferson City from the north and west.

of the city. Actions B.18-20, in addition, provide discussion of "base zoning" ideas to reinforce the character of Old Town, and the delineation of Old Town can provide additional rationales for delineation of zoning and overlay districts to reinforce the preservation needs of historic neighborhoods. Ultimately, as a placemaking initiative over the long term, the City might consider introducing "entrance" signs or specially designed street signs to add to the general awareness of Old Town as a special place.

B.3 Focus on and emphasize the revitalization of historic commercial centers.

Timeframe and responsibility: Continuing responsibility of the Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services and business/advocacy organizations.

Discussion: The Comprehensive Plan is expected to build from the emphasis in this Historic Preservation Plan on the desirability of reinforcing historic commercial centers as places whose character enhances quality of life in the City, distinct from the City's suburban commercial corridors. See Chapter 6, Improving Historic Commercial Centers, for details.

B.4 Focus on and emphasize the revitalization of historic neighborhoods.

Timeframe and responsibility: Continuing responsibility of the Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services and neighborhood organizations.

Discussion: The Comprehensive Plan is expected to build from the emphasis in this Historic Preservation Plan on the need to support historic neighborhoods

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

B.5 Strengthen connections between Old Town and outlying suburban areas through transportation enhancements, signage, trails, parks, open space, and interpretation.

Timeframe and responsibility: Continuing responsibility of the Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services, the Department of Parks and Recreation, and organizations advocating for the City's quality of life.

Discussion: The Comprehensive Plan is expected to continue current and past initiatives tying the community into a single whole. An emphasis on trail and open space connections adds to the quality of life across the city and its walkability.

B.6 Emphasize quality in the built environment – landscapes, streetscapes, public and private buildings, new development, and public infrastructure – in all topics addressed in the Comprehensive Plan.

Timeframe and responsibility: Continuing responsibility of the Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services, the Department of Parks and Recreation, and organizations advocating for the City's quality of life.

Discussion: Jefferson City should not only be concerned with preserving buildings and districts of historic character now, but it should encourage the design of new buildings and infrastructure such that future generations 50 or 100 years hence will appreciate today's construction and consider it worthy of preservation. Jefferson City's historic character, moreover, can as an inspiration for new design.

Planning Commission – Reviews and Processes

With support from the Department of Planning and Protective Services' Planning Division staff, the City's Planning and Zoning Commission reviews and renders approvals on new development and construction projects throughout the City. A core principle is that the Commission should incorporate historic preservation considerations and objectives into its approach and processes. The recommendations in this section apply to newly expanding suburban areas as well as to older portions of the City.

B.7 In order to help inform Planning and Zoning Commission decisions, cultivate awareness of the value of historic character and the role of historic resources in pursuing best practices for Jefferson City planning and development.

Jefferson City has invested widely in trails and trailheads that allow residents and visitors across the city to travel easily and safely among neighborhoods and continues to add to this attractive network yearly. Note the interpretive and wayfinding signage featured at this trailhead in West Jefferson City.

Timeframe and responsibility: Continuing responsibility of the Planning and Zoning Commission supported by the Historic Preservation Commission and staff of the Neighborhood Services Division in the Department of Planning and Protective Services.

Discussion: Incorporate historic preservation values and approaches in planning and zoning documents. Provide information, training, and guidance to commission members on historic preservation; engage in joint training with the Historic Preservation Commission as appropriate. The Missouri State Historic Preservation Office may also be a resource in making appropriate training available.

B.8 Require the identification of historic building and landscape resources in the existing conditions analysis required for any new development project under review.

Timeframe and responsibility: Continuing responsibility of the Planning and Zoning Commission supported by the Department of Planning and Protective Services.

Discussion: Jefferson City will adopt the "best practice" of requiring the identification and documentation of historic resources in site planning in the same way that water, wetland, steep slopes, and other environmental resources must be identified. The goal for this policy is to enable the identification of historic resources soon enough in the development process for City reviews to have enough time and maneuverability to carefully consider the ultimate fate of those resources.

B.9 Communicate the expectation that identified historic resources on a property proposed for development or redevelopment will be incorporated into the new project and appropriately treated.

Timeframe and responsibility: Continuing responsibility of the Planning and Zoning Commission supported by the Department of Planning and Protective Services.

Discussion: Jefferson City will adopt the "best practice" of requiring developers to identify how they will incorporate historic resources into their projects in ways that preserve the resources and enhance the character of the development.

B.10 Where existing historic resources will be adversely impacted by a new development, require mitigation to reduce the adverse impact.

Timeframe and responsibility: Continuing responsibility of the Planning and Zoning Commission supported by the Department of Planning and Protective Services.

Discussion: Once a historic resource is diminished or lost, the impact is permanent – it is lost forever. Such mitigation measures as creating an archival record with photos and, if appropriate, measured drawings, though not ideal, can help compensate the community for the negative impact or loss. The Missouri State Historic Preservation Office has had extensive experience in mitigation and can provide advice in specific situations.

Building Permit Review

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

Many historic buildings are not able to fully comply with contemporary building code standards and require creative mitigation packages to make them safe while meeting preservation and adaptive reuse goals. Review the Historic Buildings section, Chapter 12, of the International Existing Building Code for more information.[15]

B.11 Include building inspectors and building plan examiners in the development and implementation of revitalization strategies.

Timeframe and responsibility: Continuing responsibility of the Department of Planning and Protective Services.

[15] https://codes.iccsafe.org/content/IEBC2018/CHAPTER-12-HISTORIC-BUILDINGS

Code compliance insures the health and safety of building occupants and can be a tool for fighting "demolition by neglect," a common source of blight in older neighborhoods and a continuing headache for inspectors that ultimately can result in the loss of entire structures.

Discussion: Staff of the Building Regulations Division have deep, practical experience in the problems, challenges, and successes of the building maintenance work they review. They are an excellent resource in helping to craft the detailed policies and programs designed to encourage rehabilitation and adaptive reuse of historic buildings from a code compliance perspective.

B.12 Provide information, guidance, and training to building inspectors and plan examiners on the historic preservation concepts found in the Secretary of the Interior's Standards for Rehabilitation.

Timeframe and responsibility: Continuing responsibility of the Department of Planning and Protective Services, supported by the Historic Preservation Commission and Missouri State Historic Preservation Office as appropriate.

Discussion: Inspectors and examiners need to have the information necessary to understand and facilitate code compliance issues in older buildings. Critical steps are:

- Assure consistency between and among building inspectors and plan examiners; and
- Train inspectors and examiners in appropriate mitigation techniques for older buildings so they are able to develop and approve mitigation packages that promote safety while accommodating preservation goals.

Old Munichburg, 2019

Southside's New Plan – a Model for Neighborhood Planning

Philip Joens of Jefferson City's *News Tribune* reported on the progress for the Southside neighborhood plan on September 3, 2017:

> The Historic Southside/Old Munichburg District & Neighborhood Plan seeks to improve the neighborhood by improving streetscaping, expanding housing choices and creating parks.
>
> Capital Region Medical Center spearheaded the plan after investing $37 million in a renovation that added 120,000 square feet of space to its hospital at 1125 Madison St. in 2014. CRMC President Gaspare Calvaruso started his job in September 2014. The ground work for the plan was laid before his tenure began, but the idea for a broader revitalization plan around the area began to germinate after Calvaruso's arrival.
>
> "Whether you're Central Dairy or a hospital, the neighborhood that you're in reflects upon your business," Calvaruso said. "It's kind of like a smile, but you have a few teeth that aren't so good. You develop a plan for the bad teeth to make it great."...
>
> CRMC hired St. Louis firm H3 Studio to create a redevelopment plan for the neighborhood. Throughout 2015 and 2016, H3 Studio held open houses and workshops throughout the neighborhood to seek input.
>
> The neighborhood has a rich, multicultural history. Old Munichburg dates back to the mid-19th century, when German immigrants built the area's brick homes and brewed beer at breweries near Wears Creek.
>
> Just east of the Old Munichburg area, historically black university Lincoln University was founded in 1866. The Historic

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B.13 Establish an early intervention team that can work with property owners and their architects to resolve code compliance issues at the conceptual design phase of a project's implementation.

Timeframe and responsibility: Continuing responsibility of the Department of Planning and Protective Services.

Discussion: Although such a team may appear to be expensive in terms of meeting time and the effort involved in coordinating the assembly of building inspectors, plan examiners, the fire marshal, planners, and other City staff as appropriate, it can save headaches as complicated projects progress. Moreover, the availability of the time and attention from such a team sends a double signal that the City is serious about both welcoming development and making sure that it is widely understood that historic preservation is a fully supported goal.

B.14 Develop a citizens' education brochure on permitting, inspection, and code compliance for historic buildings to include in the City's series of bulletins that acquaint residents with City requirements.

Timeframe and responsibility: Short-term responsibility of the Department of Planning and Protective Services.

Discussion: City staff are often blamed when projects, small or large, encounter difficulties – when the problems can easily stem from poor project planning on the part of applicants and permittees or on their basic lack of understanding of the requirements they must meet. A well-crafted public information brochure, widely distributed so that word-of-mouth also helps ultimately with the messaging, can help to educate property owners and developers about the obligations on their part and on the part of the City.

Neighborhood Planning

Jefferson City has undertaken a number of neighborhood planning initiatives over the years, several of which have seen only limited implementation. The 2017 *Historic Southside / Old Munichburg District & Neighborhood Plan* is an example of a well-conceived plan that is currently

providing the basis for several important implementation initiatives, including the formation of the nonprofit Southside Community Development Corporation (Southside CDC). Additional detailed planning will be necessary as practical steps are taken in areas of specific focus identified in the plan. The Comprehensive Plan is expected to provide additional support for neighborhood planning.

B.15 Encourage more neighborhood plans to be developed throughout Jefferson City.

Timeframe and responsibility: Mid-term responsibility of the Department of Planning and Protective Services with support from neighborhood stakeholders, the Planning and Zoning commission, and the City Council.

Discussion: Updating and or developing new neighborhood plans should also be a recommendation of the comprehensive plan update. Encouraging early implementation actions during the planning process, where appropriate, can build momentum, public understanding, and long-term community success. Plans similar to the Southside plan should be undertaken for the East Side, building upon or replacing the 2006 Central East Side Neighborhood Plan; and for West Jefferson City. These plans should identify target areas for strategic investment in public infrastructure and support for private investment (such as the programs operated by Neighborhood Services) that are likely to encourage additional private sector investment, including both residential neighborhoods and historic commercial centers. These smaller, more focused "area plans" provide an opportunity to work closely with residents, businesses, and building owners on identifying needs and strategies for their immediate surroundings. (Resources: Topeka, KS, has prepared simpler plans for neighborhoods more limited in size; and Asheville, NC, implemented neighborhood planning through a "plan on a page" idea given to neighborhood associations during its comprehensive plan's preparation.)

Neighborhood Conservation Overlay Districts

Sections 35-33 and 35-34 of the Zoning Code address Neighborhood Conservation Overlay Districts (NCODs),

Illustration by H3 Studio, 2017

(continued from page 96)

Southside boomed in the early 20th century by creating the Southside Booster Club, which extended water mains, built sewers and added street lighting....

[Today,] about 12 percent of Jefferson City's population – 4,986 people – live in the neighborhood, according to the plan. The area contains more than 2,100 housing units, 14 percent of which are vacant.

The average income in the neighborhood is just $17,608, far below the Jefferson City average of $24,763, according to the U.S. Census Bureau. The median income in the area is just $41,250, compared to Jefferson City's median income of $47,969.

When the plan was published in October 2016, the area had a 9 percent unemployment rate, far above the Jefferson City unemployment rate of 3.1 percent at the time. The southside is also filled with streets, sidewalks and buildings in poor condition, the plan notes.

To pump new life into the area, the plan lays out 10 goals – first, to develop the U.S. 50 corridor into an urban boulevard that connects the neighborhood with downtown Jefferson City. One way to do this would be to make it easier for pedestrians and cyclists to cross the highway.... The plan also seeks to develop a home repair program for low-income, owner-occupied homes and establish a matching funds programs to provide funding for exterior home renovations. Dunklin Street is identified as a potential gathering spot for festivals if improvements to street lights and sidewalks are made. (Source: http://www.newstribune.com/news/news/story/2017/sep/03/business-leaders-support-could-transform-historic-southside-community/689444/)

which are intended to help ensure that new construction and renovations to existing structures are compatible with the architectural character of the neighborhood district. Reviews are to be undertaken by planning staff (the Director of Planning and Protective Services) in accordance with regulations and guidelines customized to the district.

At present, there are two established NCODs, the Lower Jefferson Conservation District and the Capitol Avenue Neighborhood Conservation Overlay District, each of which has a set of regulations and guidelines written into their individual ordinances.

Jefferson City is filled with neighborhoods of all ages with striking coherence and rhythm thanks to a few simple features in each neighborhood that should be preserved if possible and otherwise provide context that should be respected by new construction. In top views opposite page and at left, each neighborhood has similar lot coverage, setback, materials (brick), and features (front porches) – even though not all are two stories, and each individual building has its own personality. Views of neighborhoods in the lower photos reveal similar characteristics; note the terraced response to terrain in the view opposite, a key feature in some neighborhoods. Action B.16 discusses the idea of identifying a few simple characteristics such as these examples throughout the older neighborhoods of Old Town as a means of assuring that new development will respect neighborhood character even if some neighborhoods are not identified for recognition as local historic districts or Neighborhood Conservation Overlay Districts.

B.16 Establish a tiered structure of Neighborhood Conservation Overlay Districts with regulations and guidelines customized to the character of the neighborhood, neighborhood goals for the district's protection, and level of significance and integrity of its historic buildings and streetscape.

Timeframe and responsibility: Mid-term responsibility of the Department of Planning and Protective Services with support from the Planning and Zoning Commission, City Council, Mayor, and neighborhood associations.

Discussion: Discussion of local historic districts and conservation districts in Section 8-40 of the City Code suggests that a tiered hierarchy of districts be created such that the highest level of criteria and evaluation be given to local historic districts with lower levels of criteria and evaluation applied to

conservation districts. All of these would help to implement policies that generally protect the character of Old Town, whose boundaries this Historic Preservation Plan recommends should be adjusted during comprehensive planning to reflect the historic core of the City (encompassing both neighborhoods and commercial districts); see Action B.2.

The regulations and guidelines to be included in the designation ordinance for each particular overlay district should be customized to its character and the goals set for it. They should encourage the preservation and appropriate treatment of character-defining buildings and features within the neighborhood to the degree appropriate to the level of district.

Following this discussion is a bulleted sketch of the entire system recommended in this Historic Preservation Plan, including the relationship of two (or possibly three) NCODs to local historic districts as the "top" of the system, and at the "bottom" the concept proposed here for base zoning that recognizes basic characteristics of Old Town and seeks to have proposals for new development respect them.

It is expected that this system will an important topic for further discussion with the public and development of options and final decisions during the 2020 comprehensive planning process (and a subsequent rule-making phase, to pass the necessary revised ordinance(s)). The comprehensive planning process will allow the Planning and Zoning Commission, supported by the Department of Planning and Protective Services, to query the efficacy of the current system – similar, in fact, to the recommendation under Action A.7 to improve the administration for how local historic districts are to be established. This action anticipates a comprehensive review of the intentions for both local historic districts and NCODs.

The final system should be a combination of ideas for an appropriate level of regulation in each type of area that will guide both new development and the

Proposed Design Standards for Existing Historic Buildings in NCODs

Heritage Strategies, LLC, the consulting firm that prepared this Historic Preservation Plan, has recommended the following draft design standards for existing historic buildings. Jefferson City's existing NCODs regulate only new construction; these standards would enable NCODs to support the preservation of existing neighborhood character by encouraging basic preservation action.

A. **Design Standards for Existing Historic Buildings.** Existing historic buildings within the [state specific name] Conservation Overlay District shall meet the following design standards.

1. Design Process. Alterations and changes to historic buildings within the district should be undertaken by professionals experienced in the rehabilitation and adaptive reuse of historic buildings.

a. Identify authentic historic building fabric in the building and the period of historical significance to which it relates. Note that some buildings have several periods of significance.

b. Preserve authentic historic building fabric to the maximum extent in any new design or renovation of a facade.

c. Removal of building fabric that it not related to the building's period(s) of significance is permitted.

d. New construction to be incorporated into the historic façade should be of contemporary design that is sympathetic to the character of the historic façade.

2. Design Standards. Alterations and changes to existing historic buildings within the district shall be undertaken in accordance with the Secretary of the Interior's Standards for Rehabilitation as outlined below. The Standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility.

a. 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.

b. 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.

c. Each property shall be recognized as a physical record of its time, place, and use. Changes

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preservation of neighborhood character; and for establishment of a workable system from the point of view of both public understanding and administrative efficiency – that is, a simple system, expressed as simply as regulatory needs would require.

Under current law, new NCODs may be designated by (a) property owners or neighborhood organizations with the approval of the owners of 50 percent of the district's land area, (b) City Council with the approval of the owners of 25 percent of the land area, or (c) City Council upon a resolution of the Planning and Zoning Commission in conjunction with a Neighborhood Redevelopment Plan. The point of the City Council's and the Planning and Zoning Commission's involvement is that they are the legislative bodies of the City given authority to express the public interest. Across the nation, many communities require only the kind of designation process described here by (c).

The point of the involvement of community (neighborhood) approval, on the other hand, is that it is expected that the community should be involved in the planning that would lead to the NCOD designation and the specific standards to be stated in the specific NCOD applying to the neighborhood. The neighborhood discussion can be expected to help fine-tune both the planning and the standards and build local awareness that will aid long-term implementation and enforcement for the NCOD. It may be that a higher level of property owner approval in neighborhood-initiated NCODs would be required for the imposition of stricter guidelines.

In effect, by making such public participation available, the City would be allowing neighborhoods to self-identify as to whether or not they care to rely on base zoning as the only standard governing significant changes in the style and density of new development. This would also enable developers to know where they can make more change than would be allowed in local historic districts and Level 1 and Level 2 NCODs.

This Historic Preservation Plan postulates that there would be two levels of NCODs, but it is possible that with additional discussion among the public, officials, staff, and neighborhood associations and other

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that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

d. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

e. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

f. 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.

g. 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.

h. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

i. 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.

j. 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.

B. **Design Standards for New Buildings**. Primary structures of new construction shall be of contemporary design that is sympathetic to the character of historic buildings within the vicinity. Newly constructed historic replicas and reconstructions shall not be permitted. Primary structures shall meet the following building design regulations. [The final NCOD ordinance would also express detailed design guidelines for new construction as appropriate to the district.]

Historic neighborhoods in Jefferson City offer many examples of design solutions from years past that vary from the norm and delight the eye. Variety should be a goal in governing change within historic districts (perhaps especially commercial areas) but achieving it can be a challenge for design review. Scale can be quite tricky. Tiny structures might not conform to modern requirements (this page, upper photo at center; and opposite page, lower photo, showing a Southside neighborhood where wealthier owners sought cooler breezes at higher levels). The two larger buildings in the photo on the opposite page, top, successfully integrated into High Street's great collection of commercial buildings, might be considered out of scale if regulations are too tightly wound. The residences on Capitol Avenue, such as those seen on this page, lower photo, achieve a pleasing variety even though their materials and scale are hardly the same. A rule of thumb for new construction is to rely on regulations to prevent the worst, and at the same time to encourage imaginative new design by good designers able both to respond to context and make the most of unique possibilities.

advocacy groups (such as the Southside Community Development Corporation and Historic City of Jefferson), three levels might be the ultimate recommendation. The introduction of the idea of a comprehensive re-zoning for Old Town – instead of a third level – makes it possible to reduce the number to two. The following paragraphs are a record of current thinking for further consideration during the 2020 update of the Comprehensive Plan:

- **Local Historic Districts:** the highest level of district, as discussed in Chapter 4, Strengthening Jefferson City's Preservation Program, especially Actions A.6 and A.7. Local historic districts would be expected to conform to design standards articulated in design guidelines described in Actions A.6 (for residential districts) and/or C. 6 (for commercial districts).

- **Level 1 Neighborhood Conservation Overlay Districts:** a high level of guidelines and evaluation. Commercial Centers, including Downtown Jefferson City, are recommended to be Level 1 Districts as discussed in Chapter 6, Improving Historic Commercial Centers. Specific residential neighborhoods of high quality may also be designated as Level 1 Districts. The design standards to be applied to local historic districts would be adapted as appropriate to Level 1 NCODs. Use supporting citywide Historic Residential Design Guidelines and Historic Commercial Design Guidelines to provide context and support to the specific regulations and guidelines crafted for each district and to inform the project review process. See Actions A.6 and D.6 with respect to historic residential design guidelines and Action C.6 with respect to historic commercial design guidelines. In addition, it may be desirable to include provisions limiting conversions of single-family

residential structures to multi-family housing (see further discussion in Action B.20).

- **Level 2 Neighborhood Conservation Overlay Districts:** a medium level of guidelines and evaluation. Specific portions of the City's historic neighborhoods may be designated as Level 2 Districts. And NCOD in this case might help neighborhoods deal with specific problems that arise that are not taken care of by base zoning, but which do not rise to the level of requiring the higher level of guidelines and evaluation required under Level 2. (And so forth if Level 3 is desired.) Examples in other communities where neighborhoods have expressed concerns have included such issues as certain limits to fencing style, location, or height and height and scale of outbuildings.

- **"Base zoning" changes:** a lower level of guidelines and evaluation. Potentially, this "Level 3" idea would be applied across an entire zone established for Old Town in the base zoning requirements, eliminating the need for specific subareas to be designated as overlay districts, thereby reducing the administrative burden by addressing fewer specialized districts. This may need to be accomplished through updating area plans, especially the one for the East Side, in order to address such issues as multifamily requirements, where thoughtful downzoning accomplished through engaging residents in neighborhood planning might be needed. (See Actions B.18-20 for further discussion.)

B.17 Foster experience in design review for Neighborhood Conservation Overlay Districts using the regulations and guidelines included in designation ordinances in combination with the historic residential design guidelines and historic commercial design guidelines.

Timeframe and responsibility: Early training responsibility and ongoing review responsibility of the staff in the Department of Planning and Protective Services.

Discussion: Design review for overlay districts is undertaken by planning staff on behalf of the Planning Director. Staff must be able to work with neighborhoods to develop basic design standards for preservation and new construction, taking into account characteristics of the neighborhood, and then be able to apply historic preservation principles and standards to proposed projects, balancing the needs of applicant property owners with the intent of the overlay district and its standards. Staff should be allowed training time to refine their skills and learn from the experience of others as offered in continuing education opportunities. Although staff and the Historic Preservation Commission have different responsibilities, their functions with regard to design review are similar enough that they could constitute a critical mass worthy of bringing shared training opportunities to Jefferson City, rather than always seeking training out of town.

Zoning

B.18 During the 2020 update to the Comprehensive Plan, develop guidance for implementation through revisions to the zoning code that will support historic preservation goals in this Historic Preservation Plan.

Timeframe and responsibility: Short-term responsibility of the Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services.

B.19 Following completion of the Comprehensive Plan update, undertake zoning code revisions that will support historic preservation goals in this Historic Preservation Plan.

Timeframe and responsibility: Mid-term responsibility of the Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services.

Discussion for B.19 and B.20: Downzoning is a critical need in some neighborhoods; and mixed-use zoning that allows careful conversions to business use without destroying the single-family character of neighborhoods may be needed in other neighborhoods. For the latter, the ability to adapt buildings to new uses may assist with their preservation – vacancy is never a good idea for any structure and conditions in some neighborhoods may no longer be suited to residential demand. For conversions, the ability of property owners to convert larger single-family residences to multi-family housing has led over the years to substandard housing units, now even more a concern as many reach the age where electricity, plumbing, and appliances need replacement and upgrades. Purpose-built multi-family housing is far preferable over such conversions and should be encouraged to assure safe and affordable housing at appropriate locations.

Action B.18 calls for development of specific guidance in the Comprehensive Plan update that develops rationales and criteria and identifies neighborhoods where changes are expected to be found desirable; Action B.19 reflects the expectation that over time the City will address each identified neighborhood with actual zoning code revisions.

B.20 Adopt a zoning ordinance regulating and limiting the conversion of single-family homes in Old Town neighborhoods to multi-family rental properties.

Timeframe and responsibility: Mid-term responsibility of the Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services.

Discussion: The work to accomplish this is considerable and is best accomplished over time, and in conjunction with other efforts (updated ordinances or reinvestment incentives) to update the zoning code/map. For

example, Jefferson City undertook two rezoning projects in 2018 to implement goals of the Historic Southside / Old Munichburg District & Neighborhood Plan. These rezoning affected roughly 235 properties – one by Broadway and Highway 54, and another in the vicinity of Dunklin and East Ashley Streets.

Neighborhood Services Programs

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

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

- **Down Payment Assistance –** available to low- to moderate-income first-time home buyers as a $5,000 no-interest loan. Properties may be located anywhere within the City.
- **Minor Home Repair Program –** available to low- to moderate-income homeowners to address emergency repairs, health and safety issues, energy efficiency, and accessibility as a $5,000 grant. Properties may be located anywhere within the City.
- **Infrastructure Improvement Program –** including such infrastructure projects as sidewalks, curbs, water, sewer, or roads in low- to moderate-income neighborhoods.
- **Demolition Program –** available to remove deteriorated homes that pose a threat to public health and safety.

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

- **Residential Tax Reimbursement –** to encourage owner occupancy of homes that have been vacant for 180 days or more through reimbursement of up to $2,000 in taxes on a purchased home for up

As much as 40 percent of properties in Jefferson City's Old Town residential neighborhoods are rentals. The City's Neighborhood Services office has multiple programs both to work with landlords on such projects as façade renewal and to encourage more private home ownership.

to a maximum of five years. In 2018, $13,800 was committed to the program, serving 15 properties.

- **Down Payment Incentive –** to encourage owner occupation of homes that have been vacant for 180 days or more through a grant of up to $5,000 to apply to a down payment for purchase of a house. In 2018, approximately $40,000 was committed to the program, serving 11 properties.

- **Commercial Facade Improvement Program –** to encourage the improvement of commercial facades within Old Town through a tax reimbursement of up to $3,000 per year for a maximum of three years. Improvement applications are reviewed by a facade committee. An additional two years of reimbursement is available if upper floor facades are improved and in use. In 2018, $17,880 was committed to the program, serving six completed projects.

- **Rental Facade Improvement Program –** to encourage landlords to improve the exterior condition and appearance of their rental properties by reimbursing the cost of improvement up to 50 percent per unit with a maximum of $10,000. Single-family and duplex properties constructed before 1959 are eligible for the program and improvements must be in compliance with guidelines established by the Historic Preservation Commission. In 2018, $18,099 was committed to the program, serving three completed projects.

- **Adaptive Reuse Incentive** – to encourage the rehabilitation and adaptive reuse of properties in accordance with adopted neighborhood plans through a $2,000 tax reimbursement for up to two years. In 2018, $18,099 was committed to the program, serving three completed projects.

The CDBG and Neighborhood Reinvestment Act programs are making real differences in neighborhoods and lives, and the City should be proud of these programs' accomplishments over many years. It is time to aim for even more momentum, on the principle of establishing a "virtuous cycle." A modest increase in staff capacity and funding, say 50 percent, could significantly advance the City's goals for revitalization and enhancement of property values by leveraging private investment. Added funding could be increased over time as the annual budget can allow, on the principle that as property values increase in neighborhoods affected by these programs, increased tax receipts from such increase can be partly reinvested back into those areas, in order to continue to encourage rising property values as more and more properties are engaged by these programs.

This increase in funding should be accompanied by a strategy to bring these programs to bear on focused areas within a revised Old Town boundary and neighborhoods that actively seek status to encourage rehabilitation, either Local Historic District status or Neighborhood Conservation Overlay District status. Such status assures owners that their private investment would not be undermined by adverse changes to neighboring properties.

B.21 Continue to provide CDBG and Neighborhood Reinvestment Act funding incentives for the rehabilitation of historic commercial and residential neighborhoods in Jefferson City. Revise and increase funding for incentive programs as deemed most effective in meeting revitalization goals.

Timeframe and responsibility: Early and continuing responsibility of the City Council, and Mayor supported by staff in the Department of Planning and Protective Services.

Discussion: The following are recommendations and options to frame the process of continuing improvement and expansion of the City's Neighborhood Services program in order to encourage further private investment in preserving structures in Old Town neighborhoods:

- Apply Commercial Facade Improvement incentives and CDBG Infrastructure Improvements to targeted historic commercial centers as outlined in Chapter 6. Prioritize specific commercial centers that are under active revitalization and investment.

- Apply residential homeowner and rental incentives to targeted areas within historic neighborhoods where home ownership and building improvements have the potential to help revitalize specific

strategically selected areas. Combine investments within the same area for maximum impact and combine with other revitalization initiatives if possible.

- Consider prioritizing homeowner and rental incentives in neighborhoods willing to be designated as Neighborhood Conservation Overlay Districts, where homeowners and neighborhood associations are active in community revitalization.
- Limit the use of demolition as a blight mediation tool; prioritize the use of funding to stabilize vulnerable buildings before conditions deteriorate to the degree that demolition should be considered.
- As the Historic Preservation Commission gains training and builds expertise in design review, involve the Commission in reviewing proposed building and facade improvements.
- Use the Secretary of the Interior's Standards for Rehabilitation and the Historic Commercial Design Guidelines and Historic Residential Design Guidelines recommended in this preservation plan in evaluating proposed building and facade improvements.
- Modify the Rental Facade Improvement Program to a tax reimbursement similar to the Commercial Facade Improvement Program rather than a direct grant, which would have the benefit of reducing staff time and paperwork. (Perhaps maintain the direct grants at a lower level and add the option of tax reimbursement if investment reaches a certain, higher level if staffing can be made available.)
- Homeowner facade improvement program for qualified homeowners buying neglected homes in targeted areas. For owners exceeding the CDBG income limit ($60,500 for a family of four), the program would need to be city-funded.
- Maintenance/home repair grants and loans for qualified homeowners in targeted areas.

B.22 Assign an additional staff person to the Neighborhood Services Division to help organize and facilitate the revitalization programs outlined in Chapters 6 and 7 of this Historic Preservation Plan and to further support the Historic Preservation Commission and historic preservation initiatives in Jefferson City.

Timeframe and responsibility: Mid-term responsibility of the City Council, and Mayor supported by staff in the Department of Planning and Protective Services.

Tough New Provisions in Missouri to Help Cities Deal with Blighted Properties

Thanks to vigorous work in Kansas City to create new tools to combat deteriorating neighborhoods, cities across Missouri can similarly fight blight.

Two programs are available, land banking and a provision to deal with abandoned housing. Kansas City programs provide models. Following are excerpts from program descriptions:

(1) The Land Bank of Kansas City, Missouri is established to acquire tax-delinquent properties and other properties in order to protect the public from crime and hazardous conditions often associated with such properties, to protect Kansas City neighborhoods from decline fostered by the presence of blighting conditions, and to advance the public purpose of returning land which is in a non revenue-generating, non tax-producing status to an effective utilization status in order to provide housing, new industry, and jobs for the residents of the city. This goal is furthered through sales of the acquired properties to responsible parties who will properly develop, redevelop, maintain, or otherwise provide for productive use of the properties.

(http://www.kcmolandbank.org/policies-procedures.html)

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Discussion: The Neighborhood Services Division has two staff dedicated to managing the CDBG and Neighborhood Reinvestment Act incentive programs, reviewing applications, monitoring compliance, and processing incentive funding. Neither the Planning Division nor the Neighborhood Services Division have staff capacity to assist in the actual revitalization programs and processes that the planning work and incentives are intended to facilitate. One additional staff person added to the Neighborhood Services Division would make a significant difference in facilitating the revitalization programs outlined in Chapters 6 and 7 of this Historic Preservation Plan that complement current programs and in maximizing the efficiency and effectiveness of the enhanced program and funds. The staff person would also be able to support the Historic Preservation Commission in its expanded role as outlined in Chapter 4. This action is noted as mid-term in recognition of constrained City finances resulting from the negative economic impact from the May 22, 2019, tornado.

Property Maintenance /Code Enforcement

B.23 Emphasize the role of Property/Code Inspectors in early detection of deteriorating conditions leading to demolition by neglect and addressing issues in accordance with existing code enforcement processes.

Timeframe and responsibility: Early responsibility of the Neighborhood Services Division in the Department of Planning and Protective Services.

Discussion: Property/Code Inspectors within the Neighborhood Services Division undertake enforcement of housing and property maintenance codes across the City to help ensure that properties are in safe condition and do not contribute to the deterioration of neighborhoods. Early detection and the remediation of deteriorated conditions are essential to address the critical problem of demolition by neglect and the consequent need to remove buildings in historic neighborhoods, at greater cost to the City, once conditions have deteriorated beyond the possibility of repair. Property maintenance is particularly important in Jefferson City's historic neighborhoods where revitalization programs are targeted, since poor property maintenance is a blighting influence that discourages private investment in nearby properties.

B.24 Revise the Dangerous Building Regulations to include the City's identification of and process for addressing demolition by neglect.

Timeframe and responsibility: Early responsibility of the City Council and Mayor supported by the Neighborhood Services Division in the Department of Planning and Protective Services.

Discussion: A critical step is to revise the Dangerous Buildings Regulations to orient the code to identify and prevent conditions before they cause buildings to become dangerous, by:

- Adding a provision under Section 8-81 defining demolition-by-neglect conditions that may threaten the physical and/or structural integrity of a building; and
- Establishing a process permitting the City to make emergency stabilization repairs to prevent deterioration and recouping costs through a lien on the property, foreclosure, and/or sale of property.

The City already begins the enforcement process a 30-day warning letter. The City should consider adding an earlier, a non-threatening letter and/or phone call to the property owner noting a vulnerable condition, requesting that it be addressed, and describing outlining the process that exists if the owner is formally moved into the system of citations, actions, fines, inability to obtain permits for other projects, etc. If the property owner fails to respond, the City would move into the current, official process.

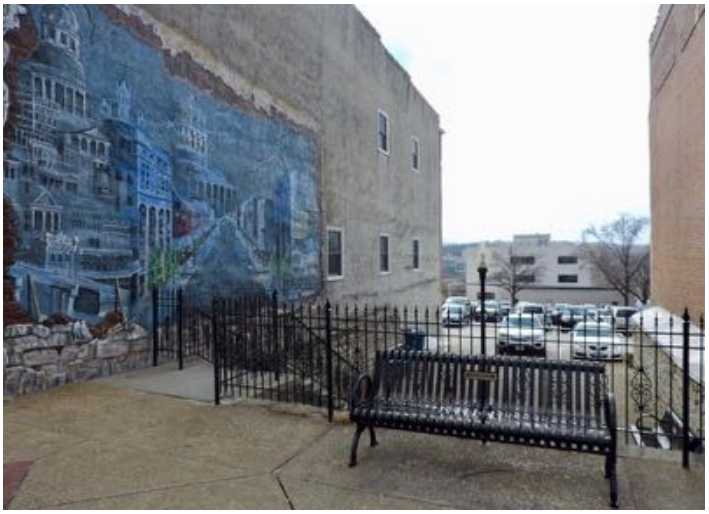
(continued from page 110)

(2) If you walked through Kansas City's Ivanhoe neighborhood in the early 1900s, you would have passed beautiful homes wrapped by crisply painted porches and surrounded by well-tended lawns. Middle-class neighbors would greet each other with a wave and a smile. By the 1990s, however, Ivanhoe had changed dramatically. Over 40 percent of the homes had been demolished or were abandoned. Absentee landlords neglected many of the remaining homes, and illegal drug activity was thriving. Today, though, this is changing--thanks to tough abandoned housing legislation, a strong neighborhood group, a legal aid organization, and a team of volunteer lawyers. The Missouri Abandoned Housing Act (the Act) permits courts, upon petition, to transfer ownership of vacant, neglected, tax-delinquent properties to nonprofit organizations for rehabilitation. The Ivanhoe Neighborhood Council (INC), the organizing entity and voice for area residents, viewed the legislation as a tool to implement its strategic plan: economic development, crime reduction, and neighborhood beautification. Around the same time, lawyers at the Kansas City office of Bryan Cave LLP were seeking a targeted, sustained pro bono opportunity in which firm lawyers could concentrate their efforts and see the impact of their work. Bryan Cave's Perry Brandt Legal Aid of Western Missouri (LAWMo) for pro bono partnership ideas. LAWMo's Gregg Lombardi had already been working with INC to help identify properties as candidates for rehabilitation under the Act, and suggested INC as a client.
(https://www.americanbar.org/content/dam/aba/publications/blt/2008/03/pro-bono-neighborhood-200803.pdf)

B.25 Incorporate a Rental Inspection Program into the City Code.

Timeframe and responsibility: Mid-term responsibility of the Neighborhood Services Division in the Department of Planning and Protective Services supported by the City Council and Mayor.

Discussion: In Jefferson City, according to the U.S. Census American Community Survey of 2017, 42.5 percent of all properties are rentals. The poor maintenance of rental properties has been a significant public issue in Old Town, and a blighting influence that harms property values and discourages further investment. During the process of updating the Comprehensive Plan, the City should consider whether and how to enact a rental inspection



Jefferson City's close attention to the public domain is another critical element of the City's work in planning and development. This beautiful mural is part of an attractive, simple pocket park at the eastern end of the Downtown commercial district giving access to additional parking behind the City's main shopping street, High Street.

program in which rental properties are inspected every three years by Property/Code Inspectors. Yearly registration fees would be one potential way to support the inspection program, but the establishment of these fees could be held in abeyance for first three-year cycle of the operation of the program to see if enough landlords cooperate. Cooperative landlords might be placed on a list to receive inspections over longer periods.

B.26 Adopt provisions of Missouri's Act 353 Land Bank program to expand the City's ability to acquire tax-delinquent properties and put them back into the private sector for revitalization.

Timeframe and responsibility: Early responsibility of the City Council and Mayor supported by the Neighborhood Services Division in the Department of Planning and Protective Services.

Discussion: This action would allow the City to intervene city-wide in situations where blight demands action.

B.27 Adopt provisions of Missouri's Abandoned Housing Act to enable transfer of vacant, neglected, tax-delinquent properties to nonprofit organizations or community development corporations for rehabilitation.

Timeframe and responsibility: Long-range responsibility of the Neighborhood Services Division of the Planning and Protective Services with support by the City Council and Mayor.

Discussion: Missouri's Abandoned Housing Act allows the City to return neglected properties to private ownership under conditions established by the City. The Abandoned Housing Act (Mo. Rev. Stat. 447.620 et seq) is a tool that

permits a qualified nonprofit organization to ask a court to grant it possession, and then ownership, of a vacant property that meets certain conditions: "(1) The property has been continuously unoccupied by persons legally entitled to possession for at least six months prior to the filing of the petition; (2) The taxes are delinquent on the property; (3) The property is a nuisance; and (4) The organization intends to rehabilitate the property." This applies to "any Missouri not-for-profit organization validly organized pursuant to law and whose purpose includes the provision or enhancement of housing opportunities in its community and which has been incorporated for at least six months." The organization employs a court proceeding to gain possession of the property and must submit a rehabilitation plan for the court's approval at the time of the petition to the court; property owners may be able to recover their property upon a showing under the rules of the law.[16] Organizations are permitted to enter into agreements with others to accomplish the rehabilitation.[17]

[16] Section 447.625 states, "petition shall contain a prayer for a court order approving the organization's rehabilitation plan and granting temporary possession of the property to the organization. The petition shall also contain a prayer for a sheriff's deed conveying title to the property to the organization upon the completion of rehabilitation when no owner has regained possession of the property pursuant to section 447.638."

[17] For further information, a useful reference is *A Guide to Understanding and Addressing Vacant Property in the City of St. Louis, by* Dana Malkus of Saint Louis University School of Law and Sean Spencer of Tower Grove Neighborhoods Community Development Corporation (2018), https://www.greencitycoalition.org/uploads/8/7/1/3/87139164/vacantlandstrategyguid_draftfinal_singlesheets_.pdf

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Jefferson City's historic commercial centers extend well beyond the city's beautiful Downtown central business district. The historic East Side business district at High and Lafayette Streets, above, includes an interesting collection of early twentieth-century buildings that house businesses providing neighborhood services and offer reasonably priced, well-sized space for entrepreneurs.

Chapter 6: Improving Historic Commercial Centers

6.1 Introduction

Jefferson City's multiple historic commercial centers with their distinctive historic character and businesses are central to community identity. Residents and visitors citywide can enjoy these unique assets across the city. Downtown provides a central gathering space as well as larger businesses and dining opportunities; smaller neighborhood-based commercial areas provide close-to-home focus and services for different parts of the City. Efforts to provide trails and bikeways across the city can knit these nodes of the city together.

It is not news that these places are worthy of more investment. Revitalization efforts are already underway in the Downtown, on the East Side, in Old Munichburg, and at the Power House in Millbottom. Addressing the needs of commercial centers requires a combination of economic development

The mission of Missouri Main Street Connection, Inc., is "to enhance the economic, social, cultural and environmental well-being of historic downtown business districts in Missouri – within the context of historic preservation – using educational tools of the Main Street Four-Point Approach® to Revitalization, as developed by the National Trust for Historic Preservation's Main Street Program."

*Since 2006, MMSC has served more than 178 communities as the state's clearinghouse for information, technical assistance, research and advocacy. Through MMSC's consulting services, conferences, publications, membership, newsletters, and trainings, it educates and empowers local organizations to lead the revitalization of their downtowns and neighborhood commercial districts. (*Missouri Main Street Connection, *https://www.momainstreet.org/our-mission/)*

approaches and sensitivity to the needs of historic buildings in order to achieve the best combinations of businesses and buildings. The smaller areas would benefit from more identification so that residents and visitors will appreciate the logic of the City's entire framework.

6.2 The Main Street Approach

Since 1976, more than 2,000 historic commercial centers across the nation have benefited from the Main Street® approach originally developed by the National Trust for Historic Preservation and now maintained by the Trust's affiliate, the National Main Street Center. Missouri is an active participant in the national program. Across the state, 140 communities have benefited from collective training and funding support by Missouri Main Street Connection, Inc. (MMSC).

The program focuses on the Main Street Four-Point Approach® to revitalization:

- **Organization:** Business and property owners associated with historic commercial centers and other supporters are encouraged to organize and hire at least one full-time staff. In Missouri, to become an Accredited program, public funding must be a part of the organization's sources. There are earlier stages or "tiers" through which Main Street organizations can advance before meeting this requirement and obtaining the full benefit of the state program – Associate, Affiliate, or Aspiring. Jefferson City is currently categorized as Aspiring.

- **Economic Vitality (Restructuring)**: Established Main Street organizations recognize that intervention in the business development aspect of their commercial areas is necessary, to stimulate a healthy business cycle as businesses begin, mature, and come to an end. Main Streets were built long ago, before the automobile; they are pedestrian friendly and thus finding new popularity as venues for entertainment and "recreational shopping." They are not so friendly, however, to the bulk buying powered by the car and the "big box" store. Different types of retail businesses more suited to smaller spaces and modern needs and buying habits are needed now. Moreover, while malls may no longer be popular and so are less

threatening to local small businesses in historic downtowns, today's pattern of online buying is a major threat to retail establishments of a wide variety. Main Street's focus on creative economic restructuring has become even more urgent. According to the MMSC, this point "involves analyzing current market forces to develop long-term solutions; recruiting new businesses and strengthening the existing competitiveness of the traditional merchants and service businesses, while diversifying the economic base; creatively converting unused space for new uses, and working closely with the Design Committee to seek appropriate solutions for historic commercial buildings that will ensure their continued occupancy, maintenance and preservation."

- **Design:** Especially in the early stages of Main Street programs, achieving high-visibility before-and-after rehabilitations of historic storefronts is a popular activity and "best practice." This work helps to build momentum for downtown revitalization, as the City's façade improvement program in Downtown already demonstrates. This design element also includes keeping the Main Street area clean and encouraging creativity in such accomplishments as storefront and directional signage, street furniture and such other infrastructure as lighting, and public art.

- **Promotion:** Many Main Street organizations focus on this element; it makes sense to supplement individual businesses' marketing activities with collective promotional activities, including marketing and events. Downtown Jefferson City's association has an excellent track record of promotion and popular events, especially respectable for being all-volunteer.

6.3 Jefferson City's Historic Commercial Centers

The following historic commercial centers have been identified by City staff, stakeholders, and the planning team to be included in the strategies that follow. Several have undertaken significant infrastructure improvements, rehabilitation projects, and programming initiatives. In the pages that follow, these are featured with individual sections:

- Jefferson City's Downtown
- Old Munichburg
- High & Ash Streets
- High & Lafayette Streets
- West Jefferson – West Main & Bolivar Streets
- West Main Street & Dix/Boonville Road
- West McCarty & Bolivar Streets
- The Millbottom
- Village Square

Beautiful Downtown Jefferson City, Missouri provides a central gathering place for entertainment, civic life and commerce and truly is the heart of our #JCMO community. The unique combination of preservation of history and place, progressive attitudes and local entrepreneurship, make Downtown Jefferson City a great place to see, shop, dine, drink, learn and LOVE. (Downtown Jefferson City, (https://www.downtownjeffersoncity.com/)

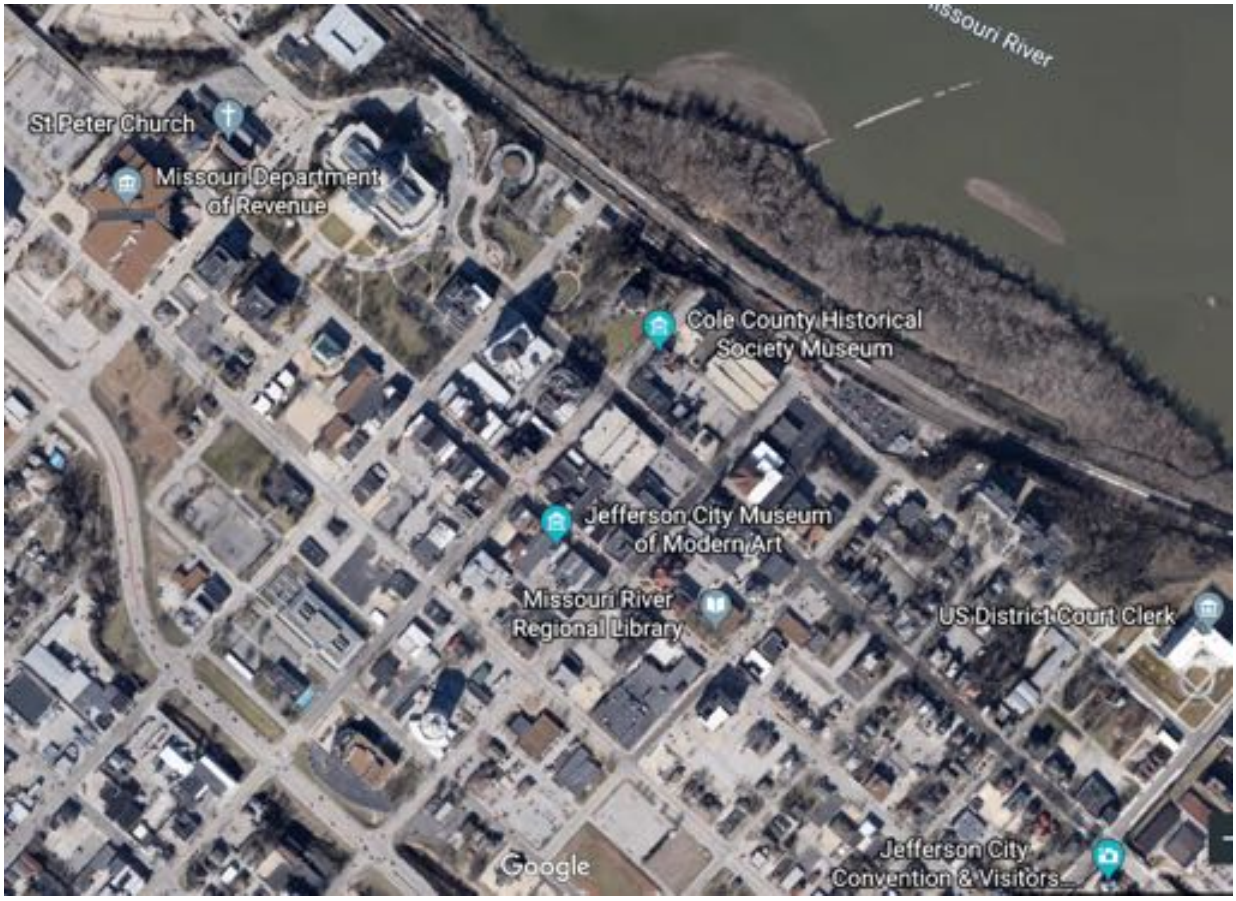
Jefferson City's Downtown

Jefferson City's Downtown has been the subject of planning for years. Planning in the City effectively began in 1930, resulting in the 1932 Plan by Harland Bartholomew & Associates of St. Louis. Plans focused on the central business district were: Downtown Beautification Plan, 1976; Central Business District Plan, 1986; Downtown Development Strategy Plan, 1989; and Downtown Beautification Plan, 2001. In addition, the Jefferson City Chamber of Commerce issued its "Transformation" plan in 2010 (see sidebar, pp. 40-41).

A central portion of the Downtown, encompassing 122 buildings, was listed in 1976 in the National Register as the Missouri State Capitol Historic District (with a modest boundary increase in 2002). The 1976 statement of significance states, "As the heart of the city's business district now and throughout its history, the historic district servs as the commercial and banking center of Jefferson City." Furthermore, it remarks:

> Buildings included within the historic district do not represent architectural homogeneity but rather reflect the series of building stages experienced in the capitol [sic] city. The district includes some of the area's earliest buildings, such as the Jefferson Landing (Lohman's Landing) Buildings, and so on through the successive decades to the modern office buildings of state government….Since the area is architecturally diverse, Jefferson City could benefit from a comprehensive architectural plan which would establish a direction for further development of the area and curb the past and present tendency toward independent planning judgements on the part of both public and private owners. New buildings added to the area and older ones which are restored or rehabilitated should be handled in such a way as to increase the over-all visual homogeneity of the area.

Soon after that first National Register nomination was completed in 1975, interest in more rehabilitation began to grow. The nomination itself notes only two preservation activities, "extensive exterior work" on the Capitol's west front, and plans "underway for the restoration and adaptive use of the Jefferson Landing Buildings as Missouri's state-wide project for the Bicentennial celebration." The success of the latter is said to have resulted in greater public enthusiasm for rehabilitation and greater interest in downtown beautification (the first plan was completed 1976). Nationally speaking, that greater interest was due not only to the Bicentennial, but two other events in 1976 in the world of historic preservation that have had lasting, major impacts: establishment of the federal rehabilitation tax credit (described in



Jefferson City's large central business district, known as Downtown, covers many blocks at the center of the City. The City's efforts over the years since the last Downtown plan have included significant streetscaping and a façade improvement program to support private rehabilitation, now nearing its tenth year. High Street, a major downtown corridor, received the "Great Street in Missouri" Award from the Missouri chapter of the American Planning Association in 2019. (Credit: Google Earth)

Chapter 4), and the creation of the National Trust for Historic Preservation's earliest Main Street program.

The City's efforts over the years since the last Downtown plan have included significant streetscaping and a façade improvement program to support private rehabilitation, now nearing its tenth year. High Street, a major downtown corridor, received the "Great Street in Missouri" Award from the Missouri chapter of the American Planning Association in 2019 (see photo and caption, p. 142). Due to much community support and investment, the Downtown area is a great activity center for community events, local shopping, and redevelopment, and will continue to be for many years to come.

Old Munichburg

Old Munichburg is the historic commercial core of the Old Munichburg/Southside neighborhood south of Downtown. The historic commercial core spreads across several blocks of East Dunklin Street and has seen many changes over past decades. A significant grouping of historic buildings is located along East Dunklin Street in the vicinity of Jefferson and Madison Streets, where local revitalization efforts have been undertaken under the leadership of the nonprofit Old Munichburg Association.

Important steps have been taken. Creation of a Community Improvement District within the area has enabled the implementation of critical infrastructure projects along streets where residents have been willing to be subject to a voluntary extra tax. Streetscape improvements have been constructed along the commercial block of East Dunklin Street between Jefferson and Madison Streets. An impressive array of appropriate businesses has been accommodated within existing historic buildings. The expansion of the core area is envisioned, additional buildings may be rehabilitated, and new infill construction is possible.

Row of rehabilitated historic buildings along the south side of East Dunklin Street.

Recommended Approach to Revitalization and Treatment

- Collaborate with and support the strategies and plans of the Old Munichburg Association and local businesses for continued commercial revitalization.
- Support implementation of the Historic Southside/Old Munichburg District & Neighborhood Plan and its goals for neighborhood and commercial revitalization.
- Continue to preserve, rehabilitate, and adaptively reuse historic commercial buildings. Treat historic buildings and building fabric in accordance with the Secretary of the Interior's Standards for Rehabilitation.
- Aggressively recruit new commercial uses in vacant or under-utilized commercial spaces and lots.
- Continue to promote the use of second and third floor spaces for office and residential uses.
- Explore the possibility that new infill construction could be constructed on existing open lots, perhaps through the voluntary relocation of current businesses that are not necessarily appropriate to the area's commercial identity.
- Aggressively promote and market the area highlighting its distinctive identity and character.

View of East Dunklin Street from the west.

High & Ash Streets

The intersection of High and Ash Streets features a variety of commercial buildings that are promoted as Historic Eastside's East End Entertainment District. Several distinctive and successful local businesses and venues are located here, including an established restaurant, distinguished small lunch venue, and popular brew pub. A few of the commercial buildings have been rehabilitated for retail rental use, and a small theater group occupies a portion of a rehabilitated building.

Significant opportunities for additional historic building rehabilitations are present in several vacant and underutilized commercial buildings. The East End Entertainment District should be a primary focus for neighborhood commercial revitalization.

Vacant commercial buildings at High and Ash Streets offering investment opportunity.

Recommended Approach to Revitalization and Treatment

- Coordinate with the East Side Business Association on their strategies and plans for the East Side Entertainment District.
- Consult with existing property owners and businesses on approach, potential, and priorities for additional revitalization.

- Undertake streetscape improvements at the intersection of High and Ash Streets and westward along the block to Chestnut Street; install colored light pole banners and additional signage to visually project identity. Include street trees.
- Actively promote available high-quality commercial space to restaurants and entrepreneurs.

- Consider downzoning commercial district to support neighborhood commercial character. The East Side could also take advantage of the Jefferson City Adaptive Reuse Incentive to support commercial development.
- Preserve, rehabilitate, and adaptively reuse existing historic commercial buildings. Treat historic buildings and building fabric in accordance with the Secretary of the Interior's Standards for Rehabilitation.

- Aggressively promote and market the area highlighting its distinctive identity and character.

Rehabilitated commercials buildings along High Street in retail use.

High & Lafayette Streets

The intersection at High and Lafayette Streets comprises an interesting mix of two-story commercial and residential buildings, most appearing to date from the early twentieth century.

Along the southwest corner stands a row of six or seven brick commercial buildings, each of distinctive architectural character. The storefront levels of several of the buildings have been renovated with 1950s or 1960s storefronts of interesting design – both the older buildings and the later storefronts are architecturally significant and should be retained.

Along the northwest corner stand three heavily modified commercial buildings, one with a two-story porch, followed by three brick residences set up and back from the street with a continuous stone retaining wall, steps, small front yards, and large canopy trees. All are significant and can be adapted to interesting commercial and residential uses.

Early 20th century commercial buildings, south side of High Street

Recommended Approach to Revitalization and Treatment

- Assess the potential for storefronts to accommodate small commercial uses – what sizes and types of uses are possible or best suited?
- Consult with existing property owners and businesses on the best and preferred methods to support and promote existing uses.
- Assess upper level floors for residential and office uses – what improvements or amenities would improve their potential and appeal?
- Undertake streetscape improvements similar to those downtown; install colored light pole banners and signage to visually highlight identity.
- Preserve, rehabilitate, and adaptively reuse all existing historic commercial and residential buildings.
- Treat historic buildings and building fabric in accordance with the Secretary of the Interior's Standards for Rehabilitation.
- Remove non-historic building fabric where appropriate and replace with new contemporary designs sympathetic to surrounding historic character.
- Remove infill of second floor windows and replace with new windows sized to the historic window opening.
- Aggressively recruit new commercial uses in vacant or under-utilized commercial spaces.
- Retain residential buildings for residential or appropriate commercial uses; retain stone walls, front yards, and canopy trees; where yards are to be used for outdoor dining or sitting, make sure they are open to the streetscape and not enclosed.
- Aggressively promote and market the area highlighting its distinctive identity and character.

Residential buildings along the north side of High Street (one converted to a restaurant).

West Jefferson – West Main & Bolivar Streets

Significant historic buildings have been preserved and adaptively reused at the intersection of West Main and Bolivar Streets and extending west to Clay Street. A few of the buildings were constructed for commercial use, but most are residential. One rare mid-nineteenth century limestone building is a local landmark. At Clay Street, the neighborhood along W. Main Street is interrupted by the highway crossing the Missouri River, isolating the block. A well-designed trailhead at W. Main and Clay provides bicycle and pedestrian access across the Missouri River bridge.

The block is economically stable and benefits from its close proximity to state office buildings. While one building is occupied by a popular Irish pub, most are used as offices for entities working with state agencies. Large street trees provide shade and appeal to the streetscape. The historic buildings are in good condition and are well maintained.

View west down W. Main Street from its intersection with Bolivar Street

Recommended Approach to Revitalization and Treatment

- Consult with property owners and businesses to determine if there are any barriers to long-term success. Potentially, if supported by the community, the identity of the block could be strengthened with banners, signage, or other means.
- Monitor conditions for proposed changes that might be inappropriate to the neighborhood's character.
- Avoid any further loss of historic buildings, such as for new construction.
- Continue to preserve, rehabilitate, and adaptively reuse existing historic commercial and residential buildings. Treat historic buildings and building fabric in accordance with the Secretary of the Interior's Standards for Rehabilitation.

W. Main Street looking east toward the Capitol from the intersection with Clay Street.

West Main Street & Dix/Boonville Road

West Main Street and Dix/Boonville Road is an active commercial intersection of two busy roads. The intersection was specifically constructed for vehicular traffic, as opposed to the other commercial centers highlighted in this plan, which have neighborhood residential contexts. Several of the historic buildings at W. Main and Dix are mid-twentieth century examples of roadside design that have adapted to new uses in recent years.

Prominent and non-historic at the northeast corner of the intersection is a contemporary convenience store and gas station with a broad expanse of paving. On the southeast corner are two adapted historic commercial buildings, one a former gas station. They now house a popular pizza shop and an upscale market.

On the southwest corner is the West Elementary School, which is set back from the intersection on a slight hill. The historic school building dates to the early twentieth century. On the northwest corner is a brick two-story former residence that has been adapted to a café on the lower floor and is used for office or residential on the upper floor.

Renovated early roadside commercial building on the south side of W. Main Street.

Recommended Approach to Revitalization and Treatment

- Consult with existing property owners and businesses on approach and potential for highlighting the special character of the intersection.
- Undertake streetscape improvements in association with roadway design. In particular, better organize the parking entranceways and layouts, reduce paving where possible, and install street trees in newly created planting areas.
- Use unique signage of similar graphic design to reflect the coordinated character of the intersection.
- Continue to preserve, rehabilitate, and adaptively reuse the existing historic commercial buildings at the intersection. Treat historic buildings and building fabric in accordance with the *Secretary of the Interior's Standards for Rehabilitation*.
- Encourage recognition of West Elementary School as a significant historic building in what appears to be Art Deco architectural styling.
- Promote and market the intersection highlighting its distinctive identity and character.

West Elementary School on the southwest corner of the intersection.

West McCarty & Bolivar Streets

The intersection of West McCarty and Bolivar Streets is two blocks south of the vibrant and economically stable commercial center at W. Main and Bolivar and is much more modest and not tied to a strong surrounding neighborhood. Just to the west of the intersection, W. McCarty Street passes under Route 54 and provides access to and from the highway's northern lanes. To the east are the state employee parking areas in Millbottom. The intersection is therefore fairly isolated from a strong sense of urban city fabric.

Though modest, the intersection has an interesting set of historic buildings. Most striking is an Art Deco storefront on the southeast corner of the intersection, a small structure currently housing a hair salon. A little further west down the street is a long but simple one-story commercial building that has been recently renovated but appears vacant. The large two-story building shown in the aerial photograph above between the Art Deco building and long commercial building has been demolished. A brick house on the northwest is home to a business providing customized trophies and awards. A new restaurant has been constructed further east on W. McCarty Street. A large brick mill building is located one block south on Bolivar Street and would be appropriate for office reuse.

Southeast corner of W. McCarty and Bolivar Streets. (Credit: Google Earth)

Recommended Approach to Revitalization and Treatment

- Consult with existing property owners and businesses on approach and potential for strengthening the identity of the intersection; support and promote existing uses.
- Undertake limited streetscape improvements to visually mark the intersection; install colored light pole banners and signage to visually project identity. Introduce additional street trees and reduce paved areas where possible.
- Continue to preserve, rehabilitate, and adaptively reuse the existing historic commercial buildings. Treat historic buildings and building fabric in accordance with the *Secretary of the Interior's Standards for Rehabilitation*.
- Aggressively recruit new commercial uses in vacant commercial spaces.
- Promote the development of open lots with new commercial infill construction talking advantage of the area's proximity to the Route 54 off-ramp and state employee parking areas. Maintain the setbacks and character of the existing streetscape in new construction. Explore the potential for shared parking areas.
- Continue to promote and market 627 W. McCarty Street as a unique commercial center for Jefferson City.
- Aggressively promote and market the area highlighting its distinctive identity and character.

View west along McCarty Street toward the intersection with Bolivar Street.

The Millbottom

Among the few remaining buildings in the Millbottom are the brick structures that used to be part of the Ameren power plant dating back to the early 1900s. Today, these structures have been rehabilitated for commercial use and house a bicycle shop, coffee shop, and event center. The adaptive reuse of these historic buildings is exemplary, and everything possible should be done to help the businesses here be successful.

The existing uses benefit from their location along Wears Creek in proximity to parking for state employees and along the city's open space trail network. No additional development is anticipated within the vicinity due to threat from flooding. The current businesses are aware of the likelihood of flooding and are capable of responding with minimal loss.

North-facing elevations of the Millbottom Event Center.

Recommended Approach to Revitalization and Treatment

- Consult with the existing property owner and businesses on how best the city and others can continue to provide support for long-term success.
- Feature the Millbottom location in the city's open space and trails planning and network.
- Plan outdoor interpretive exhibits and artwork for the location.
- Continue to treat the historic buildings and building fabric in accordance with the *Secretary of the Interior's Standards for Rehabilitation*.
- Aggressively promote and market the Millbottom location highlighting its distinctive history, identity, and character.

View of the Millbottom Event Center from the southeast.

Village Square

Village Square is located at far east end of Historic East Side where East McCarty Street curves to join High Street. This was the early east entrance to the city. It was constructed in 1935 as one of Central Missouri's first motor courts, designed to imitate the design characteristics of a European village. The four-story brick Tudor-style hotel building was added after World War II.

Village Square has recently undergone renovation. The former motor court buildings house a variety of small shops and offices oriented toward retail art, artisan gifts, and personal services, formerly known as "Warwick Village." The four-story hotel houses a restaurant along with small offices and apartments on the upper floors.

Immediately east of Village Square is Freedom Corner, a public park with sculpture and landscape design. Along with the commercial buildings on the south side of E. McCarty Street, Freedom Corner and Village Square still serve as the east entrance to the historic city.

Village Square viewed from the south side of McCarty Street. President Truman once stayed in this hotel.

Recommended Approach to Revitalization and Treatment

- Consult with existing property owners and businesses in the vicinity of Village Square on approach and potential for overall enhancement of the area as a gateway to historic Jefferson City.
- Undertake preparation of a conceptual master plan for the intersection of the East Side Gateway. Focus on coordinating parking area access and design between properties to reduce paving areas along the street, better organize parking, and create a significant amount of new planting areas for street canopy trees.
- Include the creation of planting areas for street trees on Village Square property.
- Coordinate signage design among the sites in the vicinity of the intersection. Install a significant welcoming sign to historic Jefferson City.
- Treat the historic buildings and building fabric of Village Square and other historic buildings in the vicinity in accordance with the *Secretary of the Interior's Standards for Rehabilitation*.
- Aggressively promote and market the area highlighting its distinctive identity and character.

Former motor court buildings adapted to small businesses.

6.4 Actions for Improving Historic Commercial Areas

Main Street Actions

C.1 Strengthen use of the Main Street® approach in the revitalization of each historic commercial center.

Timeframe and responsibility: Mid-term priority for all potential partners, supported by the Mayor, City Council, Planning and Zoning Commission, Historic Preservation Commission, and Department of Planning and Protective Services.

Discussion: Jefferson City can build on the current success of Downtown and encourage its further revitalization by encouraging adoption of the Main Street® approach, which requires even further investment than the City and Downtown businesses have already undertaken. Furthermore, smaller historic commercial districts add vitality and walkability to historic residential neighborhoods, each reinforcing the other in achieving greater revitalization. These smaller areas would benefit from the Main Street approach as well, but lack the size needed to qualify on their own for full participation in the state program. Official Main Street program participants are required in Missouri to have a paid, fulltime coordinator; it may be more affordable for all concerned to spread the cost and attention of a paid coordinator across all historic commercial centers.

The following ideas are to assist in the execution of this action:

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

The former Schmidt Apartments at 318 Jefferson Street, ca. 1920, is an exuberant example of the Spanish Colonial Revival style and a contributing structure in the Downtown's National Register historic district.

C.2 Hire a full-time staff person to focus on implementation of the Main Street® approach in Jefferson City's historic commercial centers.

Timeframe and responsibility: Mid-term action of the partnership identified in Action D.1 with support from the Mayor, City Council, and Department of Planning and Protective Services.

Discussion: It would be difficult to manage the partnership and its goals for all historic commercial centers as described in Action C.1 without at least one staff position. Establishment of such a position would require an annual commitment for its funding and related programming from (a) local businesses within the historic commercial centers, (b) local banks as part of their community outreach, and (c) City Council. This position could be a staff position housed within one of the partnering organizations. Some additional City staff time may be needed for the City to support this Main Street initiative with grant funding to building owners.

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

Timeframe and responsibility: Once the partnership identified in C.1 is established, continuing action with support from the Mayor, City Council, and Department of Planning and Protective Services and involvement of the Missouri Main Street Connection.

Discussion: This action describes the general programming expected for the wider partnership and staff envisioned in Actions C.1 and C.2:

- Develop a marketing and promotion program for the historic commercial centers and the businesses within them using social media, publications, and other vehicles.
- Reinforce existing and/or establish new branding and identity for each of the historic commercial centers as well as for the partnership as a whole.
- Create, promote, and implement a calendar of events for the historic commercial centers.

C.4 Create a targeted program based on Main Street's approach for economic restructuring.

Timeframe and responsibility: Early collaboration among Downtown Jefferson City, the Chamber of Commerce, the Eastside Business Association, the Old Munichburg Association, and others who can help to attract new businesses to vacant retail spaces and retain existing businesses.

Discussion: While Actions C.1-C.3 envision a formal partnership or collaboration among many stakeholders involved in all or most historic commercial centers, this action suggests that organizing key stakeholders to focus on the most critical need among the four-part Main Street® approach, Economic Vitality, would help to pave the way for more intensive partnering and achievement. The greatest concern today for all historic commercial centers is to build their resilience, entrepreneurship, and local allegiances as the retail sector evolves in the new digital environment for commerce.

Rehabilitation and Design

The goal of the actions in this section is to build on past initiatives in Downtown, along Capitol Avenue, within Old Munichburg, and elsewhere, by encouraging the City and those it serves within the historic commercial centers to continue to work on attractive public improvements and the rehabilitation of historic commercial buildings.

C.5 Establish a Neighborhood Conservation Overlay District (NCOD) for the Downtown.

Timeframe and responsibility: Early priority for the Department of Planning and Protective Services, supported by the Planning and Zoning Commission and downtown stakeholders.

Discussion: Investment by both the public sector and the private sector in the Downtown in recent decades has been substantial and extensive. This investment in need of continuing encouragement. As commercial and

Rehabilitation of the distinguished 1920s-era Wymore Apartments, 315-319-323 Washington Street, using the federal rehabilitation tax credit, was completed in 2012. The more that residential properties can be occupied in the Downtown, the more customers there will be to support nearby businesses.

residential development remains prevalent in the Downtown area, some protections should be in place to ensure that the aesthetic qualities and character of Downtown stay strong. An overlay district is a tool, used for either new construction or the rehabilitation of older buildings, used to encourage intentional investment that can take Downtown to the next level. The NCOD approach is further discussed in Chapter 5, Planning and Development.

C.6 Prepare commercial historic preservation design guidelines.

Timeframe and responsibility: Mid-term action of the Neighborhood Services Division of the Department of Planning and Protective Services, with the Historic Preservation Commission actively participating and ultimately approving. Use of Design Guidelines for regulatory review of local historic districts requires approval of City Council.

Discussion: As also discussed concerning residential historic districts in Action A.6, this action has benefit of clarifying for the public what is both expected (in regulatory situations) and recommended (for all commercial historic properties, whether or not located in historic districts). It is possible to

create the residential and commercial guidelines in tandem, or separately in two phases. Preparation of a design guidelines manual generally includes discussion of architectural styles in Jefferson City and can help increase property owners' appreciation of their unique older commercial buildings. In general:

- The design guidelines should outline the appropriate treatment of historic features and materials, design of additions to historic buildings, and design of new infill within historic commercial areas.
- The design guidelines would assist property owners, designers, and developers in making appropriate design decisions about needed changes to their properties in historic commercial areas.
- The design guidelines would provide the basis for design review by the Historic Preservation Commission where a commercial area becomes a designated local historic district.
- The design guidelines would provide the basis for design review by the City staff in Neighborhood Conservation Overlay Districts (the more likely regulatory approach in commercial areas). (See Action B.16.)
- Preparation of the design guidelines is a priority project for the use of CLG grant funding.

C.7 Establish a multiple-site Level 1 Neighborhood Conservation Overlay District encompassing all historic commercial centers.

Timeframe and responsibility: Long-term responsibility for the Department of Planning and Protective Services, supported by the Planning and Zoning Commission and appropriate stakeholders.

Discussion: Development of Historic Commercial Design Guidelines described in Action C.6 will illustrate and support establishment of this Neighborhood Conservation Overlay District by providing guidelines that will take the guesswork out of the basic ideas for design review and provide the basis for the specific tailoring included in an NCOD.

C.8 Establish a multiple-site Community Improvement District (CID) encompassing all of the historic commercial centers.

Timeframe and responsibility: Long-term responsibility for the Department of Planning and Protective Services, supported by the Mayor, City Council, and Planning and Zoning Commission.

Discussion: The CID allows the City to undertake streetscape improvement projects and services using the CID, supporting the branding and identity for each historic commercial center. The Old Munichburg Association's CID is the model for this approach, and should to maintain its own current CID should it

This small family restaurant in West Jefferson City at the corner of Main Street and Dix/Boonville Road serves multiple neighborhoods.

desire. Other centers may wish to establish their own CID as well should they have capacity, but the reason to promote one CID for all – or most – is to enable inclusion of smaller historic commercial centers that do not have such capacity on their own. It should be possible to use Downtown Jefferson City as the designated nonprofit organization implementing the CID on behalf of all participating historic commercial centers. This idea is designated as long-term because it is presumed that relationships and achievements contemplated under Actions C.1 through C.4 will provide the foundation for this infrastructure initiative.

C.9 Develop a package of existing and new incentives focused on the historic commercial centers.

Timeframe and responsibility: Long-term responsibility for the Department of Planning and Protective Services, supported by the Mayor, City Council, and the City Council's Public Works and Planning Committee.

Discussion: Identification and tailoring of the most effective ideas, and their adaptation over time as experience and accomplishments grow, are best developed in consultation with stakeholders. Possibilities include:

- Providing design assistance for small businesses in planning for future changes to their properties.
- Provide guidance to commercial property owners in resolving code issues during rehabilitation projects, using the early intervention team of building inspectors and plan reviewers as described in Action B.13.
- Focusing the Commercial Façade Improvement Program in all participating historic commercial centers.

The American Planning Association's Missouri chapter recognized Jefferson City's High Street in 2019 as a "Great Street in Missouri." The award states, "Many years of planning have maintained the historic character of High Street, while still attracting new businesses. Jefferson City's 1996 Comprehensive Plan specifically highlights High Street with a focus on the need for economic growth. To implement the plan, the City revised the zoning code in 2002 and created a zoning district for High Street and the downtown….The focus on mixed-uses allows people to live among the rich history of Missouri's capital city and enjoy a lively downtown scene with numerous festivals and year-round activities. A partnership between the City of Jefferson and the Jefferson City Downtown Association has enabled historic preservation through programs such as a commercial façade improvement, which has been utilized by 47 local business owners. High Street was also designated as a bicycle pathway in the regional 2016 Capital Area Pedestrian and Bicycle Regional Plan. This plan has led to the introduction of sharrows [road markings indicating shared lanes for bikes and cars] and ornate bike racks. High Street is multi-modal and accessible with a dockless bike share, electric scooters, public transit lines, complete street elements, mid-block crossings and bulbouts, all ADA accessible. High Street exemplifies a truly great street, well-planned and person focused with a strong history." (Credit: https://missouri.planning.org/community-outreach/great-places-missouri/2019-great-places-missouri/)

- Using the CDBG Infrastructure Improvement program to help fund streetscape improvements in historic commercial centers within low- to moderate-income neighborhoods.
- Using the CLG technical assistance program to provide guidance to business owners in using the state Historic Preservation Tax Credit Program (and federal tax credit where projects are large enough). The program is managed by the Missouri Department of Economic Development with State Historic Preservation Office support.
- Establishing National Register historic districts encompassing historic commercial centers (not already so designated) to facilitate use of state and federal tax credits.

Jefferson City's historic neighborhoods feature residences from every historical era since the City's settlement in the early nineteenth century. Extensive pre-World War II residential streets, such as the one pictured here, are particularly prominent in West Jefferson City. Natural brick and white trim are frequently common denominators no matter what the age or location of the neighborhood across the City's historic core.

Chapter 7: Strengthening Historic Neighborhoods

7.1 Introduction

Jefferson City has been working to strengthen historic neighborhoods throughout Old Town as an important element of public policy for years, particularly since adoption by the City Council of the Neighborhood Reinvestment Act in 2007. Chapter 5, Planning and Development, describes long-established programs that provide the foundation for this work. Such initiatives as establishment of the Capitol Avenue Neighborhood Conservation Overlay District and the creation of the *Historic Southside/Old Munichburg District & Neighborhood Plan* have given new impetus to the City's neighborhood revitalization efforts.

Revitalization of the City's historic neighborhoods is central to the concept of "quality of place" that is a theme throughout this Historic Preservation Plan. The primary goal is to make historic neighborhoods highly attractive to young professionals, young families, older singles and couples, and others who value the character of historic neighborhoods, neighborhood walkability, residential

Historic neighborhoods in Jefferson City's Old Town include residences both small and large. At right, two homes in the School Street Local Historic District; opposite page, a street in Southside's Old Munichburg vicinity.

locations close to Downtown and friendly neighborhood commercial centers, and such nearby center-city and Old Town amenities as parks, trails, and museums.

Key objectives for historic neighborhoods in this Historic Preservation Plan are the prevention of building loss through demolition or demolition by neglect, increasing home ownership, activation of neighborhood involvement, and attracting private investment.

The Neighborhood Service Division's CDBG and Neighborhood Reinvestment Act programs are designed to address maintenance that can prevent building loss and increase home ownership. As described in Chapter 5, these well-established and experienced City programs would benefit from increased funding and staffing. Activation of neighborhood involvement may need to start with neighborhood planning that can bring residents together and spark conversations about what neighbors can do themselves to support City revitalization efforts.

Attracting private investment involves concentrating multiple programs, including Neighborhood Conservation Overlay Districts and local historic districts, that will help to reassure potential investors that their investment and work to rehabilitate property will be welcome, will strengthen neighborhood character, and will not be undermined by adverse property conditions nearby.

7.2 Actions for Strengthening Historic Neighborhoods

Neighborhood Revitalization

D.1 Continue the Neighborhood Service Division's CDBG and Neighborhood Reinvestment Act programs as a foundation of the City's work to revitalize neighborhoods.

Timeframe and responsibility: Continuing priority for the Department of Planning and Protective Services, supported by the Mayor, City Council, the City Council's Public Works and Planning Committee, and stakeholders.

Discussion: As with Action B.21, this action calls on the City to continue its CDBG and Neighborhood Reinvestment Act funding incentives for the rehabilitation of both historic commercial and historic residential neighborhoods in Jefferson City. This includes (1) adapting program elements in response to effectiveness and need as this work progresses over time and (2) revising and increasing funding for incentive programs as deemed most effective in meeting revitalization goals, including concentrating resources on target areas as appropriate. Targeting specific neighborhoods or sectors that show promise for the combined application of program elements can maximize impact and show on-the-ground results that begin to influence adjacent areas. The current focus is on East Capitol Avenue and specific areas of Southside; as resources allow, East Side offers important opportunities to encourage private investment, particularly in the area of the new mixed-use venue planned for the old International Shoe Company factory building. Housing in this area could be upgraded as rentals and homeowners experience demand for close-by locations.

The 2020 update to Jefferson City's Comprehensive Plan offers an opportunity for various Old Town neighborhoods to identify themselves and begin the process of organizing their particular streets for further planning. (See Actions D.2 and D.3.)

D.2 Continue neighborhood planning through the Planning Division guided by the Comprehensive Plan as a means for identifying strategies and prioritizing actions.

Timeframe and responsibility: Neighborhood planning in the 2020 Comprehensive Plan update is a major short-term priority for the Department of Planning and Protective Services; further follow-through is envisioned as a mid-term and continuing effort here – all supported by the Mayor, City Council, Planning and Zoning Commission, and stakeholders.

Discussion: The 2020 update of the City's Comprehensive Plan represents a major opportunity to focus on neighborhood planning. The plan itself can be used to identify neighborhoods that have coherent character and a sense of common identity citywide and give them formal names as recognized by local residents. Once the approach is established in the comprehensive plan, implementation of neighborhood planning can proceed. Large-scale neighborhood plans such as the Southside's recent plan can be used to assess conditions, provide vision, and identify priorities. Additional, detailed plans can then be designed for specific priority areas, including identifying candidates for Neighborhood Conservation Overlay Districts and local historic district designation. As noted above, the intention is to identify target areas where physical infrastructure improvements, programs, and incentives will make a difference and encourage positive change in adjacent areas.

In some instances, the recently established Southside Community Development Corporation may be a model for involving neighborhood leaders and residents in the revitalization and implementation of projects, such as the East Side. The gradual intensification of neighborhood planning as described here should allow such ideas to emerge and take hold.

D.3 Cultivate the establishment and effectiveness of local neighborhood associations as a vehicle for sparking engagement by local residents.

Timeframe and responsibility: Mid-term priority for the Department of Planning and Protective Services, supported by the Mayor, City Council, Planning and Zoning Commission, and stakeholders.

Discussion: In addition to identifying neighborhoods through the 2020 Comprehensive Plan update, the planning process can also stimulate the emergence of neighborhood associations that can implement grassroots revitalization initiatives and determine local priorities. Although such groups may emerge on their own, for the City to be as responsive as possible, the Department of Planning and Protective Services should be prepared to devote staff time to providing neighborhood planning, organizational support, and empowerment of neighborhood associations. The emergence of such groups, where residents are engaged and demonstrate capacity to get things done, should be regarded as an indicator of where the City can most effectively target programmatic resources to neighborhood areas.

As conversations arise through the 2020 update of the Comprehensive Plan, City staff can enable neighborhood participants to identify a range of possible "low stakes" (and fun) programs and ideas that can encourage residents' participation and engagement, such as clean-up events; maintenance assistance for seniors; recognition programs for homeowners who take exceptional care of their properties; research and writing of neighborhood and property histories; local landmark nominations; public art projects; or neighborhood picnics or block parties.

D.4 Continue City collaboration with the Housing Authority of Jefferson City and nonprofit housing organizations in the coordinated revitalization of challenged historic neighborhoods.

Timeframe and responsibility: Continuing priority for the Department of Planning and Protective Services, supported by the Mayor, City Council, Planning and Zoning Commission, Historic Preservation Commission, Housing Authority, neighborhood associations, and other stakeholders.

Discussion: The Housing Authority is in the process of implementing its 2016 blight plan for the East Capitol Avenue urban renewal area,[18] under its authority under state law permitting it to act as a Land Clearance for Redevelopment Authority (LCRA) to assist counties and municipalities to redevelop blighted or insanitary areas for residential, recreational,

[18] Officially known as the *East Capitol Avenue Urban Renewal Area Urban Renewal Plan,* https://cms4.revize.com/revize/jeffersonmo/P&Z_and_BOA_postings/E%20Capitol%20Ave%20URP-website%20posting.pdf

commercial, industrial or for public uses (§§ 99.300 to 99.715, RSMo.). That plan found (1) that a number of factors that qualify the area for action to remove blight are present, including (but not limited to) insanitary or unsafe conditions, deterioration of site improvements, and the existence of conditions which endanger life or property by fire and other causes; and (2) "that this menace is beyond remedy and control solely by regulatory process in the exercise of the police power and cannot be dealt with effectively by the ordinary operations of private enterprise." The plan notes that

> of the 106 parcels within the Area with building improvements (there are 123 buildings within the Area) 101 of the improved parcels have structures that are 35 years old or older. The 35-year standard as a measure of potential blighted conditions evolved from Federal urban renewal statutes. It is a recognition that as buildings age, a pattern of deferred maintenance will result and the need for significant repairs will be required. As a National Register Historic District, the majority of the buildings in the Area are much older. Forty-two (42) buildings are over 100 years old and 88 buildings are 90 years old or older. (pp. 3-5)

The plan also notes that

> by reason of the predominance of the above mentioned blighting factors, the Area constitutes a social liability to the City and the taxing districts that collect certain taxes in the Area. The Area contains unsafe conditions, potentially hazardous substances, and various fire and building code violations, all of which constitute a social liability. In addition, the negative trend in property tax collection has an adverse effect on the governmental entities that provide services to the community. The City, which is entrusted with providing police protection, snow removal, and other public services, faces a challenge due to the decline of the Area and, correspondingly, the quantity of taxes that are being generated. (p. 14)

The City and the Housing Authority are successfully now implementing the plan, having obtained the first set of abandoned residences by eminent domain and sought buyers who will acquire the property and rehabilitate it according to standards set by the Authority (following the *Secretary of the Interior's Standards for Rehabilitation* and the requirements of the East Capitol Avenue Neighborhood Conservation Overlay District).

The Department of Planning and Protective Services intends to continue to focus on target neighborhoods and areas of neighborhoods where the impact of City action and support can be greatest. This focus will, to the maximum extent possible, minimize the demolition of historic houses in historic neighborhoods by focusing efforts on intervention and the rehabilitation of historic housing before conditions deteriorate to the extent that demolition

Jefferson City's Housing Authority, acting as a Land Clearance for Redevelopment Authority under Missouri law, recently completed the first round in the process of taking possession of abandoned homes in the East Capitol Avenue Urban Renewal Area (and National Register historic district) and transferring them to qualified bidders who will rehabilitate them.

must be considered. (See further discussion in Chapter 5, Planning and Development, at Actions B.23-B.27.) The Department will continue to work with and support nonprofit housing organizations in the rehabilitation of historic homes and construction of new homes as infill in historic neighborhoods, encouraging the use of siting, orientation, house plans, building forms, and materials that are consistent with the character of the historic neighborhood. In some cases, it may be necessary to implement procedures such as the LCRA and other Missouri laws that allow intervention such as that taken by the Housing Authority in the East Capitol Avenue blight plan.

Strengthening Neighborhood Character

Neighborhood Conservation Overlay Districts (NCODs) are a means of encouraging the preservation and appropriate treatment of historic homes in neighborhoods and requiring context-sensitive design for new infill construction. As discussed in detail in Chapter 5, Planning and Development, NCODs can be established with flexible regulations and guidelines customized to community goals, the character of the neighborhood, and the interest and support of property owners and can be a major outcome of neighborhood planning. Furthermore, as discussed in detail in Chapter 4, Historic Preservation, in some cases it will be desirable to establish local historic districts, with the highest, standardized level of preservation for character-defining features – assets that, once lost, can never be regained, since older technologies and materials for construction rarely are reproduced in this modern era.

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

Timeframe and responsibility: Ongoing priority for the Department of Planning and Protective Services, supported by the Mayor, City Council, Planning and Zoning Commission, neighborhood associations, and other stakeholders.

Discussion: This action is one of the most critical set forth in this entire Historic Preservation Plan. It allows the setting of regulations and guidelines that encourage neighborhood revitalization throughout Old Town and preserve character-defining building features and materials visible from the street and other public rights-of-way. A Neighborhood Conservation Overlay District helps to prevent building loss through demolition or demolition by neglect and can require context-sensitive design for new infill construction; each NCOD can develop its own, specific standards. (See Action B.16.) In neighborhoods of high historic integrity where there is strong property owner support, encourage the establishment of local historic districts, under which proposed construction changes are reviewed by the Historic Preservation Commission under a set of uniform standards and guidelines. (See Actions A.6 and A.7.)

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

Timeframe and responsibility: Mid-term priority for the Department of Planning and Protective Services and the Historic Preservation Commission.

Discussion: A set of overall, voluntary design guidelines will provide basic education and advice for all property owners and encourage careful consideration of all options in the establishment of individual standards within individual ordinances creating NCODs. These design guidelines should supplement and be more detailed than the regulations and guidelines created for the various levels of NCODs and are an appropriate activity for participation by the Historic Preservation Commission, which would further refine and adopt these guidelines as standards for design review when applied to local historic districts. These design guidelines are further described in Actions A.6 and B.17, and are to be reinforced through providing information to homeowners on the appropriate treatment of historic residences through the Historic Preservation Commission's website and public workshops as described in Action A.23.

Reversing Neighborhood Blight

Conditions are increasingly favorable in Jefferson City for greater demand for historic homes and thus the additional, critically needed private investment to help reverse neighborhood blight. There is a wide variety of signs of this

Many of Jefferson City's neighborhoods simply need assurance that property owners will continue to maintain and invest in their properties in order to continue attracting responsible owners and residents.

improving climate for the City's neighborhoods, from the City's investment in beautiful streetscaping along East Capitol Avenue and the Housing Authority's greater assumption of authority to deal with blight there, to individual homes in many neighborhoods where private owners have lovingly invested their own time and funds in restoration. Bargains are still to be had for those who are seeking to live close to the City's center, in interesting older buildings of every size and description. Even the Department of Parks and Recreation's long-term plans for creating walking and bicycle routes is aiding in the growing interest in Old Town.

The City's determination, through this Historic Preservation Plan and other actions identified by the Department of Planning and Protective Services, to support private property investment sends an important signal in many ways to existing and prospective property owners. An additional opportunity to reinforce this signaling will come through the 2020 update to the Comprehensive Plan and the public participation and messaging that will be undertaken by elected officials and City staff at that time.

Jefferson City was built over many decades, and reversing some areas of blight may take many more years, but this plan believes that positive signs are more and more visible as each additional property owner signals their enthusiasm for Jefferson City's unique neighborhoods.

D.7 Educate neighborhood associations and property owners in general about the importance of supporting code enforcement within historic neighborhoods, especially with respect to rental properties.

Timeframe and responsibility: Continuing priority for the Department of Planning and Protective Services, supported by the Mayor and City Council.

Discussion: For any city of any size, property maintenance and code enforcement are critical in helping to reverse neighborhood blight. Two key goals for Jefferson City in this regard are (1) the early detection and remediation of deteriorating conditions that lead to demolition by neglect, before any building is a complete loss and requires public funds for demolition; and (2) the general improvement of property maintenance, especially with respect to rental properties. By definition, blight extends from poorly maintained properties to affect the decisions of nearby owners to invest or not in their properties. This is difficult work for City staff, best encouraged by residents and neighborhood groups who should let their elected officials know they need, want, and expect this kind of attention, assistance, and firm, consistent enforcement.

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

Timeframe and responsibility: Short-term priority for the Department of Planning and Protective Services, supported by the Mayor and City Council.

Discussion: Patterns of maintenance and code compliance among multi-family rental properties in particular are often adverse and a source of neighborhood blight, leading to the conclusion by the City in selected neighborhoods to discourage conversion of single-family homes to multi-unit, and to encourage re-conversion of multi-unit properties back to single-family status. This emerging policy is recent and deserves wider consideration and adoption through neighborhood planning that will help to identify problems and solutions, as addressed in Actions B.18-B.20.

The Cole County Historical Society offers a museum experience in some of Jefferson City's earliest structures, immediately across from the Missouri Governor's Mansion in Downtown Jefferson City.

Chapter 8: Welcoming Visitors and Storytelling

8.1 Introduction

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

Among the roles of Jefferson City's Historic Preservation Commission, per its enabling legislation, is the directive "to protect and enhance the City's attraction to tourists and visitors and the support and stimulus to business and industry thereby provided; to strengthen economy."

Visitor Attractions in Jefferson City

All told, visitor attractions in Jefferson City offer a robust, extensive experience, well worth an entire weekend or multi-day visit. Major Missouri state assets are:

- The State Capitol and the Missouri State Museum (now operated by Missouri State Parks, it was begun in 1919 and offers natural-resource and historical exhibits on the Capitol's ground floor); the Capitol

Jefferson Landing State Historic Site: The Lohman Building (building at far right) depicts an 1850s general store and warehouse and features a film on the history of the site and of Jefferson City. It also serves as a support facility for the Missouri State Museum, located on the main floor of the Capitol. The Union Hotel (left) houses the Elizabeth Rozier Gallery with rotating exhibits emphasizing Missouri's history, art and culture. The ground floor of the former hotel keeps up the tradition of providing transportation to the heartland of the state by serving as the city's Amtrak train station. (A home a few yards south of the hotel, [a] sturdy brick house [not pictured] exemplifies the small, red brick residences common in Jefferson City during this time period [similar to the Cole County Historical Society buildings pictured on the previous page].) (Caption credit: https://mostateparks.com/page/55184/jefferson-landing-state-historic-site)

features a series of Thomas Hart Benton murals in the House Lounge on the second floor;

- Jefferson Landing State Historic Site, a rare Missouri River landing with three buildings dating from the City's earliest years, operated by Missouri State Parks (see picture and caption, above);
- The Missouri Governor's Mansion, 1871, an example of Brick Renaissance Revival-style design with a Second Empire-style patterned mansard roof; much of the work was performed by prisoners of the nearby penitentiary. Missouri's governor and family still reside in this mansion (pictured, p. 9), open to the public by the Friends of the Missouri Governor's Mansion, which operates an extensive volunteer costumed docent program; and
- The Missouri State Penitentiary, which opened in 1836 (pictured, p. 11); it housed inmates for 168 years and was the oldest continually operating prison west of the Mississippi River until decommissioned in 2004. The Jefferson City Convention & Visitors Bureau now offers a variety of tours at the site, once named "the bloodiest 47 acres in America" by *Time* magazine.

An aerial view of the Missouri State Capitol taken in 2011. This is the state's third capitol after the first two burned. Designed by the New York City architectural firm of Tracy and Swartwout, it was completed in 1917. Nearly every schoolchild in Missouri visits this building. (Credit: KTrimble at English Wikipedia, Creative Commons CC0 1.0)

Other visitor sites include:

- A museum associated with the state penitentiary in the lower level of the Col. Darwin W. Marmaduke House (now also housing the Jefferson City Convention & Visitors Bureau);
- The Cole County Historical Society, displaying exhibits dating from the era of the Louisiana Territory, including fine furnishings and a permanent display of Missouri First Ladies' inaugural gowns;
- A two-story log home at the Missouri Farm Bureau with displays and a video depicting agricultural life in the nineteenth century;
- The Colonel Alvin R. Lubker Memorial Safety & Education Center, a comprehensive display of many items relating to the history of the Missouri Highway Patrol that opened to the public in 1982. Items on display provide a glimpse into law enforcement techniques from 1931 to present day;
- Runge Conservation Nature Center at the Missouri Department of Conservation, offering exhibits and trails, an indoor wildlife viewing area, a nature library, a small gift shop, and a 60-foot fire tower with a panoramic view of the city;
- The Missouri Veterinary Medical Foundation including a library, educational center, and the only museum in the United States dedicated solely to veterinary medicine;
- The Museum of Missouri Military History (at the National Guard's Ike Skelton Training Center), housing exhibits beginning from 1808, the

Adjacent to the Civil War-era Jefferson City National Cemetery is the Woodland-Old City Cemetery, 1022 East McCarty Street, established in 1837. Both cemeteries offer beautiful grounds for walking and contemplation. The Cemetery Resource Board, a nonprofit group, actively works to celebrate, maintain, and interpret the two cemeteries.

activation date of the Missouri Militia, and the War of 1812 to the present; and

- The Fire Museum of Jefferson City, located in the renovated historic Fire House #2 that is a Jefferson City Landmark.

Notable publicly accessible buildings and sites include:

- The Carnahan Memorial Garden beside the Missouri Governor's Mansion
- The Christopher S. Bond U.S. Court Building
- The Cole County Courthouse

- The Jefferson City National Cemetery, 1024 East McCarty Street, a two-acre site established in 1867 as a burial place for Union soldiers; it had 1,792 interments as of 2005. According to the National Park Service, "Jefferson City National Cemetery retains many of its original features, including its superintendent's lodge" (shown at left).[19]

- The Missouri State Archives
- The Missouri Supreme Court Building

[19] https://www.nps.gov/nr/travel/national_cemeteries/Missouri/Jefferson_City_National_Cemetery.html

The Fire Museum of Jefferson City (open by appointment) is located in the renovated historic East End Fire House (Fire House #2), designated a Jefferson City Landmark in 2012.

Memorials include:

- The Cole County World War I memorial at the Courthouse;
- Freedom Corner, a tribute to veterans at the intersection of High & McCarty Streets at the far eastern edge of the East Side;
- The Lewis & Clark Monument at the Lewis & Clark Trailhead Plaza beside the State Capitol;
- The Soldiers' Memorial at Lincoln University, completed in 2007 by noted sculptor Ed Dwight (pictured on page 58); it was dedicated to the 62nd and 65th Colored Infantries who founded the historically black institution in 1866, thought to be the first permanent memorial to Abraham Lincoln anywhere in the country and now part of the Missouri University System; and
- Veterans' Plaza, at the corner of Monroe and East McCarty Streets in front of the Jefferson City Police Department.

Notable recreational sites are:

- The Katy Trail and North Jefferson City Spur (Jefferson City trailhead located at MM 143.2);
- The Missouri River Pedestrian/Bike Bridge, attached to the Hwy 54 Missouri River Bridge, eight feet wide with two lookout points and fully ADA accessible; and
- Community Park in The Foot area of Jefferson City (Southside), currently under major renovation with significant public art planned.

A vehicle operated by The Trolley Company rolls through Downtown. Small towns with such private services are uncommon, indicating a healthy "tourism ecosystem." The enterprise charters "nostalgic trolleys" for special events, parties, weddings, family reunions, historic and holiday light tours, legislative gatherings or "any other transportation need you might imagine."

These listings do not even include favorite traditional businesses, such as the ever-popular Central Dairy, a must-stop ice cream shop in Old Munichburg for most tour groups and visitors. Moreover, many visitors enjoy sightseeing while walking, driving, or biking throughout the City, along with shopping in the city's Downtown area and smaller historic commercial centers.

8.2 Actions for Welcoming Visitors and Storytelling

The purpose for including a chapter in Jefferson City's Historic Preservation Plan on interpretation and heritage tourism is two-fold. First, if the residents of Jefferson City have many opportunities to learn about the City's many stories through events and programs, they are more likely to support the public and nonprofit initiatives required to tell those stories and preserve the buildings that are critical in helping those stories to be told. It is especially important to support heritage education for schoolchildren – not only Jefferson City students, but students from communities across Missouri benefit from exposure to the historical sites and stories here. They are the City's, and the state's, future leaders and need to understand the history of how their communities, and Missouri as a whole, were built by people like themselves from preceding generations.

Second, it is well worth encouraging a strategic approach to building support for heritage tourism among government agencies, nonprofit organizations, and many kinds of businesses. Heritage visitors spend more and stay longer than other kinds of leisure visitors. The opening of the Missouri State Penitentiary to the public by the Jefferson City Convention and Visitors Bureau after the facility closed in 2004 is a case in point. It has been a brilliant investment that has paid off handsomely for the City as year after year, it is

becoming recognized as a major attraction in Missouri and the Midwest. Visitation has increased there every year, helping to generate the added overnight stays that most benefit the City in terms of returns from lodging and sales taxes. The dollars that visitors spend, moreover, help to sustain the kinds of attractive businesses that all residents enjoy – from restaurants to shops – and support local employment.

Creating a Comprehensive Approach

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

Timeframe and responsibility: Ongoing responsibility of the Jefferson City Convention and Visitors Bureau supported by visitor attractions and the Mayor and City Council, with assistance from staff in the Department of Planning and Protective Services as appropriate.

Discussion: To summarize from the opening discussion of this section, tourism should be regarded as a vibrant and necessary part of the City's economic development – not as something that happens as a matter of course, but as an activity that receives the active interest of all players. It may be a small part of the region's economy, but it contributes an outsize effect on the way that the City is perceived by visitors, residents, and current and potential investors. All visitor attractions in the City generate some level of visitor interest, but maximizing the benefits of tourism to Jefferson City will require continuing strategies and collaboration.

The 2020 update to the City's Comprehensive Plan is the ideal vehicle for identifying ways to continue improving the City's tourism overall (business/convention tourism as well as leisure/heritage tourism). In general, stakeholders in heritage tourism should work on making the ideas of welcoming visitors and the City's role as the home of state government central concepts of the new Comprehensive Plan and a further rationale for an emphasis on "quality of place." The discussion

What Is Heritage Tourism?

A website operated by Partners in Tourism, http://culturalheritagetourism.org, that is working to support cultural heritage and destination tourism professionals offers this definition of the concept of heritage tourism:

> Cultural Heritage Tourism (or just Heritage Tourism) is a branch of tourism oriented towards the cultural heritage of the location where tourism is occurring. The National Trust for Historic Preservation in the United States defines heritage tourism as "travelling to experience the places and activities that authentically represent the stories and people of the past," and cultural heritage tourism is defined as "travelling to experience the places and activities that authentically represent the stories and people of the past and present."

Long-term research and work with communities by the National Trust has established this simple set of principles for heritage tourism planning as also cited by Partners in Tourism:

1. Collaboration – identify partners that can help meet the goals of the project
2. Find what fits – determine realistic types of cultural heritage tourism the community needs and can provide support for
3. Enliven site interpretation – find ways to engage the visitors' senses (hearing, seeing, reading and doing)
4. Focus on what is authentic and unique about the community
5. Preserve and protect cultural sites and resources (buildings, special places, landscapes, and qualities that attracts visitors)

For a wealth of further reading, search on "heritage tourism" within the National Trust's website, https://savingplaces.org/.

should involve all community heritage organizations and many others with a stake in tourism; the plan should stimulate long-term collaboration among these actors, promote the value of heritage tourism in community and economic development, and identify specific strategies to be pursued over time. Resources to do undertake such planning are broadly available thanks to longstanding interest in heritage tourism first stimulated more than thirty years ago by the National Trust for Historic Preservation (see sidebar, p. 159).

The following actions highlight the more obvious steps available to Jefferson City to support current heritage tourism and address its long-term opportunities.

E.2 Continue to use community events as a way to attract and engage visitors as well as residents.

Timeframe and responsibility: Ongoing responsibility of the Jefferson City Convention and Visitors Bureau supported by visitor attractions and business associations, with assistance from the Mayor, City Council, and staff in the Department of Planning and Protective Services as appropriate.

Discussion: As discussed in Chapter 6, Improving Historic Commercial Centers, and Actions C.2-C.3, the comprehensive Main Street Approach® includes a focus on promotion. Many Main Street organizations focus on this element, since it makes sense to supplement individual businesses' marketing activities with collective promotional activities, including events. Downtown Jefferson City's all-volunteer business association has an excellent track record of promotion and popular events. This action suggests an even broader approach to planning and developing community events in order to support heritage tourism. Creating and sustaining special events is a way of encouraging repeat visitors – those who will return if there are fresh activities to enjoy. These are often the most valuable visitors, who come to know the community and support its businesses and attractions over time.

Public Installations and Wayfinding

E.3 Continue phased implementation of a citywide wayfinding and signage system using the existing graphic identity.

Timeframe and responsibility: Ongoing responsibility of the Department of Public Works in collaboration with the Jefferson City Convention and Visitors

Bureau with assistance from the Mayor, City Council, and staff in the Department of Planning and Protective Services as appropriate.

Discussion: Jefferson City already has an excellent sign system designed to make it easier for visitors to find their way around (see photo, p. 160). This wayfinding system should be extended citywide so that it becomes a useful amenity for residents as well as visitors and helps to build pride of place. Over time, for the same reasons, this system should also incorporate gateway and entrance signage to identify the City's distinctive historic neighborhoods and historic commercial centers.

E.4 Expand the system of outdoor community interpretation using wayside exhibits and public art.

Timeframe and responsibility: Ongoing responsibility of the Department of Parks and Recreation in collaboration with a wide variety of stakeholders.

Discussion: Under the Department of Parks and Recreation Department, Jefferson City has constructed attractive interpretation at trailheads and in parks and has plans for more. This excellent work provides the basis for pursing a goal of citywide installation of community interpretation. As the system grows, the process would benefit from a citywide interpretive plan that helps to design and build out a system of wayside exhibit carriers appropriate to different locations throughout the City.

In addition, the Department is in the process of an extensive renovation of Community Park, where public art installations will be featured. Murals and other forms of public art are already seen across the City, especially in the Downtown. A citywide interpretive plan should also recognize the opportunities inherent in creating more such installations, including the use of community participation facilitated by public artists.

In addition to providing amenities to residents, with the help of the Jefferson City Conference and Visitors Bureau, this system can be presented and

What Is Interpretation?

Freeman Tilden (1883-1980), a newspaper columnist and author, decided he needed a change in his life at age 58. When his friend National Park Service Director Newton Drury invited him to work with the National Park Service, he entered the field of interpretation and forever changed the profession. In traveling to various parks to write books about the national park system he became concerned about the quality of interpretive programs in parks. This concern eventually led him to write his foundational book, *Interpreting Our Heritage*, published in 1957. It is in *Interpreting Our Heritage* that Tilden outlines his enduring principles of interpretation:

1. Any interpretation that does not somehow relate what is being displayed or described to something within the personality or experience of the visitor will be sterile.
2. Information, as such, is not interpretation. Interpretation is revelation based upon information. But they are entirely different things. However, all interpretation includes information.
3. Interpretation is an art, which combines many arts, whether the materials presented are scientific, historical or architectural. Any art is in some degree teachable.
4. The chief aim of Interpretation is not instruction, but provocation.
5. Interpretation should aim to present a whole rather than a part, and must address itself to the whole man rather than any phase.
6. Interpretation addressed to children (say, up to the age of twelve) should not be a dilution of the presentation to adults, but should follow a fundamentally different approach. To be at its best, it will require a separate program.

(Credit: A selected quote from the National Park Service's Interpretive Development Program, https://www.nps.gov/idp/interp/101/foundationscurriculum.pdf)

Pictorial history books are popular publications in any community. In celebration of its 150th anniversary, the* Jefferson City News Tribune *worked with the Cole County Historical Society, the Missouri State Archives, and The State Historical Society of Missouri to present a "keepsake book" featuring "extraordinary images and deadline reporting from the 1800s through today from the newspaper that has chronicled it all."

marketed to visitors as "trails" (interpretive trails and tours) to induce them to enjoy more of the City – the classic "two-fer" benefit of heritage tourism, for both residents and visitors. The system should acknowledge and incorporate outdoor interpretation associated with the City's primary attractions (State Capitol, Governor's Mansion, Jefferson Landing State Historical Site, Cole County Historical Society, Missouri State Penitentiary, and others) as anchor sites linked to the community interpretive system. Interpretation along trails that connect Old Town and its historic neighborhoods to the outlying suburbs can tell the City's stories. Historic commercial centers and historic neighborhoods can participate in the interpretive program by telling their own stories, including encouraging their local businesses to do so.

Local Research

E.5 Continue to encourage and recognize local historians and organizations engaged in historical research and documentation. Continued development of publications and website content on Jefferson City history should also be encouraged.

Timeframe and responsibility: Ongoing responsibility of the Historic Preservation Commission, perhaps in cooperation with the Jefferson City branch of the Missouri River Regional Library, and enlisting other organizations supporting storytelling and research as appropriate.

Discussion: Jefferson City has a strong tradition of local historians who have found a wide audience here. They have researched City history, documented sites, individuals, and organizations, and produced a range of publications and other products accessible to the public. These include independent researchers and those associated with such organizations as the Cole County Historical Society, Historic City of Jefferson (in its series of live presentations and in its newsletter), Old Munichburg Association (book projects), and the Missouri State Archives (speakers often focus on Jefferson City). This tradition should be continued and encouraged.

While the City itself can sponsor important historical research involving surveys and National Register nominations (see Actions A.2 through A.5), and effectively encourages support for research in seeking to recognize local landmarks, for most of these activities the City would not be expected to provide direct grant support. Indicating interest and recognizing efforts in

historical research and public education, however, can go a long way. The Historic Preservation Commission, perhaps in cooperation with the Jefferson City branch of the Missouri River Regional Library, can highlight specific projects as they emerge through associated lectures and exhibits, develop an awards program, and encourage local providers to include information and access on various public websites. Continued development of such research can also find its way into storytelling associated with tours and museum visits and ongoing installation of City-sponsored interpretation and public art as discussed in Action E.4.

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The highly varied neighborhoods of Old Munichburg offer many handsome older buildings of all sizes for home buyers seeking to live within easy walking distance to neighborhood conveniences as well as the City's central business district. Note the banner – an excellent means of building residents' awareness of their community.

Chapter 9: Conclusion & Implementation

8.1 Introduction

Jefferson City's wealth of historic resources gives the City its singular character and provides its residents with a strong sense of place. This heritage contributes to the City's identity and generates communal pride. Recognizing and understanding this history is the basis for this plan to preserve these resources and promote their value. Preservation is both an economic development tool and a unique city-building activity, intersecting with many community programs, from housing to the public domain to tourism, as described in the preceding pages.

This Historic Preservation Plan presents a multi-year action plan for incorporating historic preservation interests and initiatives into the broad range of the City's programs and initiatives. It is designed to aid the Historic Preservation Commission, other agencies, the Mayor and City Council, City staff, and the public to make well-informed decisions about historic preservation. The following pages offer a summary of the actions presented in Chapters 4 through 8.

8.2 Implementation Chart

Chapter 4, Actions A.1 - A.6

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 4 • Jefferson City's Historic Preservation Program					
		Certified Local Government					
A.1	64	Continue to participate in the Certified Local Government program and compete for CLG grants. Use the program to strengthen the City's historic preservation program, cultivate best practices, and document historic resources.	✓				Historic Preservation Commission supported by staff in the Neighborhood Services Division of the Department of Planning and Protective Services.
		Surveys of Historic Resources					
A.2	65	Prepare a Historic Context for Jefferson City as a whole from its founding to the present.		✓			Neighborhood Services Division of the Department of Planning and Protective Services, with members of the Historic Preservation Commission and others participating as knowledgeable reviewers.
A.3	65	As a long-term program, continue to survey historic neighborhoods within Old Town using the CLG grant program.				✓	Neighborhood Services Division of the Department of Planning and Protective Services, with members of the Historic Preservation Commission and others participating as knowledgeable reviewers.
A.4	66	Maintain an inventory to support ongoing study, recognition, and designation efforts, educate the public, and provide support to City procedures where historic resources come into play.	✓				Department of Planning and Protective Services.
		National Register Nominations					
A.5	66	Continue to encourage the preparation of National Register nominations for individual sites and to prepare National Register historic district nominations for historic neighborhoods and areas.	✓				Neighborhood Services Division of the Department of Planning and Protective Services, with members of the Historic Preservation Commission and others participating as knowledgeable reviewers. Private owners, neighborhood advocacy groups, and other interested organizations are also permitted to initiate nominations.
		Local Historic Districts					
A.6	68	Prepare residential historic preservation design guidelines for use in designated residential local historic districts and in historic neighborhoods citywide.		✓			Neighborhood Services Division of the Department of Planning and Protective Services, with the Historic Preservation Commission actively participating and ultimately approving. Use of Design Guidelines for regulatory review of local historic districts requires approval of City Council.

Chapter 4, Actions A.7 - A.12

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 4 • Jefferson City's Historic Preservation Program					
		Local Historic Districts, cont'd					
A.7	69	Improve administration of local historic districts.			✓		Neighborhood Services Division of the Department of Planning and Protective Services, with the Historic Preservation Commission actively participating and subject to City Council approval.
A.8	70	Consider designating the Moreau Drive National Register Historic District as a local historic district.			(✓)[20]		Historic Preservation Commission and City Council.
A.9	71	Consider designating the Capitol Avenue Neighborhood Conservation Overlay District (and National Register Historic District) as a local historic district.				(✓)[20]	Historic Preservation Commission and City Council.
		Local Historic Landmarks					
A.10	72	Continue to encourage the designation of historically significant public and private properties as Landmarks in accordance with the City's Preservation and Conservation Ordinance.	✓				Historic Preservation Commission and City Council, with participation by interested parties (e.g., neighborhood advocacy organizations).
A.11	72	Establish a process for the review of proposed changes to designated Landmarks, similar to the expected Certificate of Appropriateness process to be applied in the case of local historic districts.			✓		Neighborhood Services Division of the Department of Planning and Protective Services, with the Historic Preservation Commission actively participating and subject to City Council approval.
		Local Incentives for Local Landmarks and Local Historic Districts					
A.12	73	Consider possible incentives for designation of private properties as local landmarks or as elements of local historic districts.			✓		City Council with support from the Neighborhood Services Division of the Department of Planning and Protective Services and the Historic Preservation Commission.

[20] Timeframe to be established subject to property owners' interest and available funding.

Chapter 4, Actions A.13 - A.18

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 4 • Jefferson City's Historic Preservation Program					
		Historic Preservation Commission					
		HPC Leadership and Education					
A.13	74	Uphold all powers and duties of the Historic Preservation Commission as the City's advocate and voice for historic preservation.	✓				Historic Preservation Commission with support as appropriate from the City Council, Planning and Zoning Commission, and the Neighborhood Services Division of the Department of Planning and Protective Services.
		Inventory, Documentation, Recognition, and Designation					
A.14	75	Continue to organize surveys to document historic resources in Jefferson City. Maintain an inventory to support ongoing study, recognition, and designation efforts and provide support to City procedures where historic resources come into play.	✓				See Actions A.2-A.4
A.15	75	Continue to promote and organize the City's nomination of qualified neighborhoods and areas as historic districts to the National Register of Historic Places. Encourage and support the nomination of individual private properties to the National Register.	✓				See Action A.5
A.16	75	Lead the proposal and organization of nominations for Local Historic Districts and Landmarks in the City.	✓				See Actions A.8-A.10
		Monitoring Historic Resources					
A.17	75	Participate in the initial establishment of Neighborhood Conservation Overlay Districts.	✓				See the discussion of Neighborhood Conservation Overlay Districts starting on page 97, and Actions B.16 and B.17.
A.18	76	Maintain an ongoing awareness of programs and activities that are being undertaken throughout the City that might negatively impact the preservation and integrity of historic neighborhoods' resources.	✓				See Chapter 5.

Chapter 4, Actions A.19 - A.23

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 4 • Jefferson City's Historic Preservation Program					
		Historic Preservation Commission, cont'd					
		Revitalization Programs					
A.19	76	Engage in the planning and implementation of revitalization programs in historic commercial centers and historic neighborhoods.	✓				See discussions of revitalization programs in Chapters 6 and 7.
		Information, Guidance, and Advice					
A.20	76	Provide information, guidance, and advice to the Mayor, City Council, boards and commissions, and City departments on issues related to historic preservation.	✓				Historic Preservation Commission with support as appropriate from the Mayor, City Council, Planning and Zoning Commission, and other boards and commissions as appropriate.
		Demolition Review					
A.21	76	Continue to review demolition proposals in accordance with Section 8-43 of the City Code (or as revised as recommended in Actions A.7 and A.11).	✓				Continuing action of the HPC with support as appropriate from the City Council, Planning and Zoning Commission, and the Neighborhood Services Division of the Department of Planning and Protective Services.
		Design Review					
A.22	77	Undertake design review responsibilities for local historic districts and local landmarks as outlined in the Historic Preservation Commission and Preservation and Conservation articles of the City Code (or as revised as recommended in Actions A.7 and A.11).	✓				Continuing action of the Historic Preservation Commission with support as appropriate from the City Council, Planning and Zoning Commission, and the Neighborhood Services Division of the Department of Planning and Protective Services. Training from the Missouri SHPO.
		Public Engagement					
A.23	78	Provide public information and resources on the appropriate maintenance and treatment of historic properties.	✓				Continuing action of the Historic Preservation Commission with support as appropriate from the Neighborhood Services Division of the Department of Planning and Protective Services and collaboration with nonprofit educational and advocacy groups.

Chapter 4, Actions A.24 - A.27

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 4 • Jefferson City's Historic Preservation Program					
		Working with the Missouri State Historic Preservation Office					
A.24	79	Maintain an ongoing relationship with the Missouri State Historic Preservation Office as a Certified Local Government. Take advantage of State Historic Preservation office training, technical assistance, programs, and support.	✓				Historic Preservation Commission with support as appropriate from the Neighborhood Services Division of the Department of Planning and Protective and the Missouri SHPO.
		Working with Key Local Partners					
		Historic City of Jefferson					
A.25	80	Recognize Historic City of Jefferson's 2017 Strategic Plan as the HPC engages in historic preservation initiatives, processes, and issues.	✓				Historic Preservation Commission with support as appropriate from the Neighborhood Services Division of the Department of Planning and Protective Services and the Missouri SHPO.
		Old Munichburg Association and Southside Community Development Corporation					
A.26	80	Recognize the value of the contributions of the Old Munichburg Association and the Southside Community Development Corporation (Southside CDC), including the 2017 Historic Southside / Old Munichburg District & Neighborhood Plan, as the HPC engages in historic preservation initiatives, processes, and issues.	✓				Historic Preservation Commission with support as appropriate from the Neighborhood Services Division of the Department of Planning and Protective Services.
		East End Business Association					
A.27	81	Recognize the value of the contributions of the East End Business Association as the HPC engages in historic preservation initiatives, processes, and issues.	✓				Historic Preservation Commission with support as appropriate from the Neighborhood Services Division of the Department of Planning and Protective Services.

Chapter 5, Actions B.1 - B.6

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 5 • Jefferson City's Planning and Development Programs					
		Comprehensive Plan					
B.1	90	Incorporate the Historic Preservation Plan's vision and goals for community identity and quality of place (see Chapter 2, Preservation Approach) as organizing concepts for the 2020 Comprehensive Plan update.		✓			Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services.
B.2	90	Revise "Old Town" boundaries in order to reinforce the character of historic neighborhoods and focus on updating or developing new plans and polices for the area.			✓		Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services.
B.3	91	Focus on and emphasize the revitalization of historic commercial centers.	✓				Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services and business/advocacy organizations.
B.4	91	Focus on and emphasize the revitalization of historic neighborhoods.	✓				Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services and neighborhood organizations.
B.5	92	Strengthen connections between Old Town and outlying suburban areas through transportation enhancements, signage, trails, parks, open space, and interpretation.	✓				Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services, the Department of Parks and Recreation, and organizations advocating for the City's quality of life.
B.6	92	Emphasize quality in the built environment – landscapes, streetscapes, public and private buildings, new development, and public infrastructure – in all topics addressed in the Comprehensive Plan.	✓				Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services, the Department of Parks and Recreation, and organizations advocating for the City's quality of life.

Chapter 5, Actions B.7 - B.14

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 5 • Jefferson City's Planning and Development Programs					
		Planning Commission – Reviews and Processes					
B.7	92	Cultivate awareness of Planning and Zoning Commission members of the value of historic character and the role of historic resources in the community in order to inform the Planning and Zoning Commissions decisions.	✓				Planning and Zoning Commission supported by the Historic Preservation Commission and staff of the Neighborhood Services Division in the Department of Planning and Protective Services.
B.8	93	Require the identification of historic building and landscape resources in the existing conditions analysis required for any new development project under review.	✓				Planning and Zoning Commission supported by the Department of Planning and Protective Services.
B.9	94	Communicate the expectation that identified historic resources on a property proposed for development or redevelopment will be incorporated into the new project and appropriately treated.	✓				Planning and Zoning Commission supported by the Department of Planning and Protective Services.
B.10	94	Where existing historic resources will be adversely impacted by a new development, require mitigation to reduce the adverse impact.	✓				Planning and Zoning Commission supported by the Department of Planning and Protective Services.
		Building Permit Review					
B.11	94	Include building inspectors and building plan examiners in the development and implementation of revitalization strategies.	✓				Department of Planning and Protective Services.
B.12	95	Provide information, guidance, and training to building inspectors and plan examiners on the historic preservation concepts found in the Secretary of the Interior's Standards for Rehabilitation.	✓				Department of Planning and Protective Services, supported by the Historic Preservation Commission and Missouri State Historic Preservation Office as appropriate.
B.13	96	Establish an early intervention team that can work with property owners and their architects to resolve code compliance issues at the conceptual design phase of a project's implementation.	✓				Department of Planning and Protective Services.
B.14	96	Develop a citizens' education brochure on permitting, inspection, and code compliance for historic buildings to include in the City's series of bulletins that acquaint residents with City requirements.		✓			Department of Planning and Protective Services.

Chapter 5, Actions B.15 - B.20

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 5 • Jefferson City's Planning and Development Programs					
		Neighborhood Planning					
B.15	97	Encourage more neighborhood plans to be developed throughout Jefferson City.			✓		Department of Planning and Protective Services with support from neighborhood stakeholders, the Planning and Zoning commission, and the City Council.
		Neighborhood Conservation Overlay Districts (NCODs)					
B.16	99	Establish a tiered structure of Neighborhood Conservation Overlay Districts with regulations and guidelines customized to the character of the neighborhood, neighborhood goals for the district's protection, and level of significance and integrity of its historic buildings and streetscape.			✓		Department of Planning and Protective Services with support from the Planning and Zoning Commission, City Council, Mayor, and neighborhood associations.
B.17	104	Foster experience in design review for Neighborhood Conservation Overlay Districts using the regulations and guidelines included in designation ordinances in combination with the historic residential design guidelines and historic commercial design guidelines.	✓	✓			Early training responsibility and ongoing review responsibility of the staff in the Department of Planning and Protective Services.
		Zoning					
B.18	105	During the 2020 update to the Comprehensive Plan, develop guidance for implementation through revisions to the zoning code that will support historic preservation goals in this Historic Preservation Plan.		✓			Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services.
B.19	105	Following completion of the Comprehensive Plan update, undertake zoning code revisions that will support historic preservation goals in this Historic Preservation Plan.			✓		Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services.
B.20	105	Adopt a zoning ordinance regulating and limiting the conversion of single-family homes in Old Town neighborhoods to multi-family rental properties.			✓		Planning and Zoning Commission, City Council, and Mayor supported by staff in the Department of Planning and Protective Services.

Chapter 5, Actions B.21 - B.27

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 5 • Jefferson City's Planning and Development Programs					
		Neighborhood Services Programs					
B.21	108	Continue to provide CDBG and Neighborhood Reinvestment Act funding incentives for the rehabilitation of historic commercial and residential neighborhoods in Jefferson City. Revise and increase funding for incentive programs as deemed most effective in meeting revitalization goals.	✓	✓			Early and continuing responsibility of the City Council, and Mayor supported by staff in the Department of Planning and Protective Services.
B.22	109	Assign an additional staff person to the Neighborhood Services Division to help organize and facilitate the revitalization programs outlined in Chapters 6 and 7 of this Historic Preservation Plan and to further support the Historic Preservation Commission and historic preservation initiatives in Jefferson City.			✓		City Council and Mayor supported by staff in the Department of Planning and Protective Services.
		Property Maintenance/Code Enforcement					
B.23	110	Emphasize the role of Property/Code Inspectors in early detection of deteriorating conditions leading to demolition by neglect and addressing issues in accordance with existing code enforcement processes.	✓				Neighborhood Services Division in the Department of Planning and Protective Services.
B.24	111	Revise the Dangerous Building Regulations to include the City's identification of and process for addressing demolition by neglect.	✓				City Council and Mayor supported by the Neighborhood Services Division in the Department of Planning and Protective Services.
B.25	111	Incorporate a Rental Inspection Program into the City Code.			✓		Neighborhood Services Division in the Department of Planning and Protective Services supported by the City Council and Mayor.
B.26	112	Adopt provisions of Missouri's Act 353 Land Bank program to expand the City's ability to acquire tax-delinquent properties and put them back into the private sector for revitalization.		✓			City Council and Mayor supported by the Neighborhood Services Division in the Department of Planning and Protective Services.
B.27	112	Adopt provisions of Missouri's Abandoned Housing Act to enable transfer of vacant, neglected, tax-delinquent properties to nonprofit organizations or community development corporations for rehabilitation.				✓	Neighborhood Services Division of the Planning and Protective Services with support by the City Council and Mayor.

Chapter 6, Actions C.1 - C.9

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 6 • Improving Historic Commercial Centers					
		Main Street Actions					
C.1	136	Strengthen use of the Main Street® approach in the revitalization of each historic commercial center.			✓		All potential partners, supported by the Mayor, City Council, Planning and Zoning Commission, and Department of Planning and Protective Services.
C.2	137	Hire a full-time staff person to focus on implementation of the Main Street® approach in Jefferson City's historic commercial centers.			✓		Action of the partnership identified in Action D.1 with support from the Mayor, City Council, and Department of Planning and Protective Services.
C.3	137	Focus on support and promotion of existing businesses.	✓		✓		Once the partnership identified in C.1 is established, continuing action with support from the Mayor, City Council, and Department of Planning and Protective Services and involvement of the Missouri Main Street Connection.
C.4	138	Create a targeted program based on Main Street's approach for economic restructuring.		✓			Collaboration among Downtown Jefferson City, the Chamber of Commerce, the Eastside Business Association, the Old Munichburg Association, and others who can help to attract new businesses to vacant retail spaces and retain existing businesses.
		Rehabilitation and Design					
C.5	138	Establish a Neighborhood Conservation Overlay District (NCOD) for the Downtown.		✓			Department of Planning and Protective Services, supported by the Planning and Zoning Commission and downtown stakeholders.
C.6	139	Prepare commercial historic preservation design guidelines.			✓		Neighborhood Services Division of the Department of Planning and Protective Services, with the Historic Preservation Commission actively participating and ultimately approving. Use of Design Guidelines for regulatory review of local historic districts requires approval of City Council.
C.7	140	Establish a multiple-site Level 1 Neighborhood Conservation Overlay District encompassing all historic commercial centers.				✓	Department of Planning and Protective Services, supported by the Planning and Zoning Commission and appropriate stakeholders.
C.8	140	Establish a multiple-site Community Improvement District (CID) encompassing all of the historic commercial centers.				✓	Department of Planning and Protective Services, supported by the Mayor, City Council, and Planning and Zoning Commission.
C.9	141	Develop a package of existing and new incentives focused on the historic commercial centers.				✓	Department of Planning and Protective Services, supported by the Mayor, City Council, and the City Council's Public Works and Planning Committee.

Chapter 7, Actions D.1 - D.6

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 7 • Strengthening Historic Neighborhoods					
		Neighborhood Revitalization					
D.1	145	Continue the Neighborhood Service Division's CDBG and Neighborhood Reinvestment Act programs as a foundation of the City's work to revitalize neighborhoods.	✓				Department of Planning and Protective Services, supported by the Mayor, City Council, the City Council's Public Works and Planning Committee, and stakeholders.
D.2	146	Continue neighborhood planning through the Planning Division guided by the Comprehensive Plan as a means for identifying strategies and prioritizing action.	✓	✓	✓		Neighborhood planning in the 2020 Comprehensive Plan update is a major short-term priority for the Department of Planning and Protective Services; further follow-through is envisioned as a mid-term and continuing effort here – all supported by the Mayor, City Council, Planning and Zoning Commission, and stakeholders.
D.3	147	Cultivate the establishment and effectiveness of local neighborhood associations as a vehicle for sparking engagement by local residents.			✓		Department of Planning and Protective Services, supported by the Mayor, City Council, Planning and Zoning Commission, and stakeholders.
D.4	147	Continue City collaboration with the Housing Authority of Jefferson City and nonprofit housing organizations in the coordinated revitalization of challenged historic neighborhoods.	✓				Department of Planning and Protective Services, supported by the Mayor, City Council, Planning and Zoning Commission, Historic Preservation Commission, Housing Authority, neighborhood associations, and other stakeholders.
		Strengthening Neighborhood Character					
D.5	150	Encourage the establishment of Neighborhood Conservation Overlay Districts or local historic district designation in historic neighborhoods throughout Old Town as a means of preserving and enhancing neighborhood character.	✓				Department of Planning and Protective Services, supported by the Mayor, City Council, Planning and Zoning Commission, neighborhood associations, and other stakeholders.
D.6	150	Develop Historic Neighborhood Design Guidelines to illustrate the appropriate treatment of historic residences that will be useful and informative to the owners of historic homes throughout the City.			✓		Department of Planning and Protective Services and the Historic Preservation Commission.

Chapter 7, Actions D.7 - D.8

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 7 • Strengthening Historic Neighborhoods					
		Reversing Neighborhood Blight					
D.7	151	Educate neighborhood associations and property owners in general about the importance of supporting code enforcement within historic neighborhoods, especially with respect to rental properties.	✓				Department of Planning and Protective Services, supported by the Mayor and City Council.
D.8	152	Consider incentives to encourage the re-conversion of historic residences from multi-unit back to single-family homes.	✓				Department of Planning and Protective Services, supported by the Mayor and City Council.

Chapter 8, Actions E.1 - E.2

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 8 • Welcoming Visitors and Storytelling					
		Creating a Comprehensive Approach					
E.1	159	Collaborate in the citywide program of heritage tourism – welcoming visitors to Missouri's Capital City.	✓				Jefferson City Convention and Visitors Bureau supported by visitor attractions and the Mayor and City Council, with assistance from staff in the Department of Planning and Protective Services as appropriate.
E.2	160	Continue to use community events as a way to attract and engage visitors as well as residents.	✓				Jefferson City Convention and Visitors Bureau supported by visitor attractions and business associations, with assistance from the Mayor, City Council, and staff in the Department of Planning and Protective Services as appropriate.

Chapter 8, Actions E.3 - E.5

Ref #	Page #	ACTION	Ongoing	Short Term (1-3 years)	Mid-term (4-7 years)	Long Term (8-10 years)	Lead/Partners & Roles (Note: Other City staff participation is assumed in all, as are "partners/others as appropriate")
		Chapter 8 • Welcoming Visitors and Storytelling					
		Public Installations and Wayfinding					
E.3	160	Continue phased implementation of a citywide wayfinding and signage system using the existing graphic identity.	✓				Department of Public Works in collaboration with the Jefferson City Convention and Visitors Bureau with assistance from the Mayor, City Council, and staff in the Department of Planning and Protective Services as appropriate.
E.4	161	Expand the system of outdoor community interpretation using wayside exhibits and public art.	✓				Department of Parks and Recreation in collaboration with a wide variety of stakeholders.
		Local Research					
E.5	162	Continue to encourage and recognize local historians and organizations engaged in historical research and documentation. Continued development of publications and website content on Jefferson City history should also be encouraged.	✓				Historic Preservation Commission, perhaps in cooperation with the Jefferson City branch of the Missouri River Regional Library, and enlisting other organizations supporting storytelling and research as appropriate.

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HISTORIC PRESERVATION PLAN

APPENDICES

CITY OF JEFFERSON, MISSOURI

September 30, 2019

prepared for the

Department of Planning and Protective Services

by

HERITAGE *strategies*

APPENDIX A: Jefferson City's Architectural Styles

The site of the State of Missouri's capital city, at the center of the state and on the Missouri River, was officially designated by the Missouri legislature on January 11, 1822. Daniel M. Boone, son of the famous pioneer, and Major Elias Bancroft were retained to plan and lay out the capital city. The first sale of lots occurred in May of 1823, and the first capitol building was completed on October 1, 1826, with the first legislative session convened there in November. These events locate Jefferson City's founding within the sweep of the nation's history in the period known as the Early Republic.

After the close of the War of 1812 in 1814, the nation was on the verge of radical change; as early as 1816, pioneers were settling the Jefferson City area. Farmers in Missouri would soon be changing from subsistence agriculture to market agriculture, and residents would soon see railroads joining roads and turnpikes, and the steamboat (canals did not make it to Missouri). An emphasis on education was growing, and the Second Great Revival (of religion) was underway – both a reaction to the self-governance touched off by the American Revolution. The turmoil of the coming Civil War was more than two decades away. The boom in the nation's wealth that would be triggered by these changes – at least outside the South, where economic devastation was the rule for decades after the war – would appear soon after the Civil War, aided substantially outside the South by the network of railroads impelled by the war. The wealth and growth across the nation in the years following the Civil War is reflected in its architecture and settlements both large and small.

Architecturally speaking, at the time of Jefferson City's founding, the 18th-century Georgian style still lingered, the Federalist style being not much different, and barely beginning was the Greek Revival style – the nation's first truly self-conscious architectural style seen in decades, long after the Georgian arrived from England in the early 18th century.

American architecture from then until now is a fascinating expression of the technologies, economies, cultures, arts, and social/political contexts that have evolved across the decades of American history. Students of architectural history "read" American history in the styles of buildings – and the technologies and materials that enabled these styles; buildings are as much an expression of history as documents studied by historians.

For example, Jefferson City's predominant building material is brick – even in styles where all brick was not the usual choice, Jefferson City builders found ways to use it. Our favorite examples are the beautiful late Gothic Revival Grace Episcopal Church (1898-1901) at Adams and High and the Art Deco Tergin Apartments on East McCarty, both to be seen in the pictorial discussion below. For someone looking for stories based on this pattern in the City's architecture, questions worthy of historical research arise: Were the influences of the Germanic cultures that helped to settle the City the reason for so much brick? Was a good clay particularly plentiful nearby? Did St. Louis's requirement of building in brick after a disastrous fire on May 17, 1849, influence its upriver cousin?

As another example, at a time when most Americans were suffering from the Great Depression, the economic stability posed by Jefferson City's status as the state capital allowed the emergence of a beautiful collection of Tudor Revival neighborhoods in West Jefferson City.

Individual buildings also can express decades of history, as owners made additions or stylistic changes – to storefronts, for example. Our favorite example – listed in the National Register – is Whaley's East End Pharmacy, with its spectacular green-glass first-floor façade of Vitrolite, installed decades after the

beautiful brick structure was built at the corner of Lafayette and High. It is shown in the pictorial discussion of "Early Twentieth Century Eclecticism."

The evolution of town planning is also apparent in most communities, also an expression of historical trends. Boston, for example, founded in the 17th century, is famous for its "cow path" response to terrain, with many streets hardly following the common idea of the grid. Jefferson City, however, has a grid laid over its rolling terrain above the Missouri River, regardless of how steep the streets might be. (Today, they are still a factor in getting an automobile up a hill – imagine how difficult those streets were to climb with a horse and wagon.) The curvilinear streets of stylishly designed neighborhoods that became common by the late 19th century – once the field of landscape architecture emerged – and the familiar cul-de-sacs that developers began to use after World War II are also found in Jefferson City.

This inset provides a brief guide to how Jefferson City's buildings express typical American architectural styles. It is intended as a precursor to what is expected to be a more detailed explanation to accompany the design guidelines recommended for the City's neighborhoods and commercial districts in Chapter 4. Chapter 4 also calls for a context statement covering the City's evolution; Chapter 2 in this Historic Preservation Plan is intended to provide a starting point, as it draws from the many surveys already completed in the City. Once the context statement is complete, Chapter 4 calls for many more surveys. The context statement and more surveys will add greatly to what is already known of Jefferson City's architectural evolution.

It is never too soon, however, to enjoy Jefferson's City's architecture, and to look for clues to the City's history across the entire built environment. We hope this Architectural Styles Insert helps Jefferson City's residents see their beautiful community, and its fascinating buildings and districts, more clearly – and that this expanded appreciation will lead them to work even more to protect these unique assets.

The Greek philosopher Heraclitus, as recorded by Plato, is said to have stated, "You could not step twice into the same river." As with most things about the flow of history, it is not possible to reproduce the architectural treasures in Jefferson City. Once lost, they are gone forever – technologies, skills, materials, and contemporary needs, even building codes, are all different now. But unlike the intangible events of history, buildings can live on, to remind us of lives past – and the hopes and dreams of those who built Jefferson City over the years. And they can inspire this generation, and those to come, to continue working both to preserve unique buildings and neighborhoods and create new ones that will live on to tell Jefferson City's tales to those who follow.

A word about this document: the list of styles is inspired by the architectural styles compiled in "St. Louis Patina," the much-praised website http://stlouispatina.com/architectural-styles/, created by Chris Naffziger (originally written Fall 2008, revised early 2012, links added April 2019), supplemented by the superb reproduction of the book *Vernacular Architecture in Rural and Small Town Missouri: An Introduction* (1994, Curators of the University of Missouri) by Howard Wight Marshall at http://missourifolkloresociety.truman.edu/marshall.html, and by the knowledge and observations of the Heritage Strategies consulting team. Another excellent resource is the website produced by Tom Paridis, "American Architectural Styles: An Introduction," https://architecturestyles.org/. Paridis is Professor of Geography and Urban Planning at Butler University in Indianapolis, Indiana. The photos were taken by preservation architect Peter C. Benton, principal of Heritage Strategies, LLC, and the text and selections were made by A. Elizabeth Watson, FAICP, a preservation planner and also a principal of Heritage Strategies.

Early Vernacular

Chris Naffziger, student of St. Louis's architectural history, defines "early vernacular" as "the architecture of necessity, built by men and women of no formal architectural training in the early decades of settlement….These buildings exist in relative obscurity, scattered throughout the city and surrounding region, often surrounded by more august buildings with more professional designs. But many of these buildings are elegant in their simplicity, even if they lack sophisticated ornament." According to Howard Wight Marshall, a student of Missouri folk, or vernacular, buildings, the earliest betray "Georgian symmetry and ornament,…. two rooms deep and one story tall with a wide central hallway and impressive woodwork." The style was succeeded by the Federal style after the American Revolution, but in vernacular buildings it is sometimes difficult to discern the difference, as Georgian regularity persists. (Photo of the yellow house trimmed in red is by Jane Beetem.)

Federal

According to Naffziger, "The Federalist style is a catch-all term not often used in the parlance of St. Louis architecture, but is used in other parts of the country, particularly the East Coast. It can be best described as the vernacular architectural style of America in the early decades of the country after the Revolutionary War. It is a more stripped-down, humble style with Neo-Classical leanings … but in general is typified by sparse ornament and a pitched roof facing away from the front elevation. Often, the side walls feature double chimneys in the curtain wall of the building."

Jefferson City has some excellent examples of both Federalist buildings and vernacular styles derived from earlier periods.

Greek Revival

The design of the Second Bank of the United States, 1824, is commonly considered the marker of this style's spread across the nation, although Benjamin Latrobe, practicing at the time of the Lewis and Clark Expedition in the opening years of the 19th century, is considered to have brought the style to the United States, in what is called the Neoclassical. Most Americans are familiar with the "antebellum" (before the Civil War) style of Southern plantations with their stately columns – a hallmark of some expressions of Greek Revival. The style is actually quite prevalent across the states of the Northwest Territory, where many townhomes present gable-facing front elevations.

In Jefferson City, however, the style is more difficult to detect, with only two we spotted of certain Greek Revival style (top, note the distinctive window trim; second photo, the diagnostic portico). The two others here appear to be transitional, from the Federal. The home at bottom left may actually be Federal, with a later, Victorian portico. The home at bottom right is missing its columns, replaced by modern decorative metal supports. Cultural geographer Tom Paridis describes the style as "Gable or hipped, low-pitched roof; dentil cornice emphasized with wide band of trim – cornice represents classical entablature (includes cornice, frieze, architrave); porches or porticos: square or rounded columns (usually Doric). First style to use gable-front floor plan (gable end facing the street, representing a simple Greek temple), temple-front entryway with entry door surrounded by rectangular transom and sidelights (never rounded like federal)."

Very few buildings constructed prior to the Civil War survive in Jefferson City. Styles after the Greek Revival generally mark buildings made after the Civil War.

Gothic Revival

Tom Paridis provides this description: "Steeply pitched roof, cross-gabled, decorated vergeboards, pointed-arch windows, sometimes stained glass, like churches. Gothic window above entry, one-story porch with flattened, Gothic arches. The first appearance of picturesque (asymmetrical and unpredictable) floor plans, indicating the rise of the Romantic Era in America by the 1840s….Gothic Revival was never popular as Greek or Italianate styles, but it's surprising how often this style reveals itself in churches, houses, and some public buildings. It was mostly popular between 1840-1860 for houses, usually in a wood-frame form referred to as Carpenter Gothic. It remained a popular style for churches nationally right up through the 1940s (WWII), due primarily to its association with European ecclesiastical architecture. It is most abundant in the northeastern U.S."

The Gothic Revival style in its earliest form may not be present in Jefferson City; Temple Beth-El (below), built in 1883 and the oldest continuously occupied Jewish temple east of the Mississippi, appears to be one of first of the style with its distinctive, lanceolate windows. St. Peter Catholic Church, lower left photo, whose earlier building was razed in 1881, was built at roughly the same time. Early buildings at the Missouri State Penitentiary, which opened in 1836, do not survive; the oldest building, Housing Unit 4 (or "A

Hall"), built in 1868, has the distinctive Roman rounded-arch windows suggesting the Italianate style. Housing Unit 1, which currently serves as the MSP's main entrance (top), was built in 1905, about the same age as the other two churches pictured here (this section, second row, Grace Episcopal, third row, First Christian), both of which also suggest the influence of the Richardsonian Romanesque style described below.

Italianate

Tom Paridis provides this description: "2 or 3 stories, rarely 1 story; low-pitched roof, widely overhanging eaves; large, decorative brackets under an ornamental cornice; tall, narrow windows (most often on commercial buildings), commonly arched or curved above; an occasional square cupola or tower (campanile), elaborate wrap-around porch (or smaller entry porch) with decorative Italianate double columns….This style dominated American houses, in both urban and country settings, between roughly 1850 and 1870. The style was popular as cities and towns were settled across the Midwest, making Italianate a common sight….Because of the increasing complexity of American building types by the 1850s – from train stations and commercial buildings to townhouses, apartments, and suburban homes, the style was modified to fit a building's particular function. The style's use for many of America's main-street commercial buildings provides for one of America's most distinctive symbolic landscapes of midwestern town centers.... By the 1860s, Italianate overshadowed Gothic Revival as America's most popular romantic style."

In Jefferson City, the Warden's House (of and across from the penitentiary), now housing the Convention and Visitors Bureau, is perhaps the most classic of any Italianate building in Jefferson City. Many of Downtown's commercial buildings exhibit Italianate influences. The rococo Lohman Opera House in Jefferson City's Downtown is an elaborate, later rendition of the style; the building next door to the opera house is a great example of the more ordinary commercial structure (also beautifully maintained). The two

other residences shown are both interesting for their blending of styles – the building at left, on East Capitol Avenue, sports a later, "Stick Style" porch, but has the distinctive narrow windows and asymmetrical style; and at right, from the South Side, this building shows the graceful influence of earlier Georgian symmetry but betrays the Italianate influence with the paired brackets below the roofline and the off-center doorway (with a Georgian arched transom above).

Second Empire

Naffziger says, "The Second Empire style seeks to capture the essence of French architecture that Americans felt was popular during the so-called Second Empire of Napoleon III. Its most distinctive feature, and makes this style easy to spot, is the presence of a Mansard roof, where a low pitched roof terminates in a broad, sweeping, almost vertical roof often punctuated with dormers. Ironically, the hallmark of Second Empire style predates the Nineteenth Century by several centuries, having been originally designed by Jules-Hardouin Mansart, one of the architects of Louis XIV's Versailles in the Seventeenth Century. Large, elongated windows with curved tops also appear in this style. The style was popular from the mid to late Nineteenth Century."

In the beautiful Missouri Governor's Mansion (top), Jefferson City possesses one of the nation's most splendid versions of this style, but like all preceding styles, pure versions are few and far between. In two and possibly three cases here, it is possible that the Mansard roof was installed later, as an upgrade to an earlier building.

Richardsonian Romanesque

Naffziger says, "The Romanesque Revival, in part inspired by the great Boston architect Henry Hobson Richardson, sought to emulate the massive, hulking masses of churches built in Europe from the 11th to 13th Centuries. Featuring large curved Roman arches, round turrets, fanciful gargoyles and intricate sculpture based off of Romanesque architecture, the style usually is associated with the houses of the wealthy, and churches. Logically, many German and other European immigrants left home worshiping at Romanesque churches, and the Romanesque Revival style sought to retain their European identity in their new houses of worship. It was most popular in the late Nineteenth Century."

This style suited public and institutional buildings, with its massive proportions and a certain fondness for towers; cut stone is the usual material. Jefferson City has some fine examples.

Queen Anne

Naffziger says, "Often simply, and erroneously called 'Victorian style,' the Queen Anne possesses intricate and complex millwork on its porches and rooflines (facilitated by the introduction of machine hewn, and relatively inexpensive, woodwork), as well as "fish scales" in the eaves below the roof. Breaking out of the standard square box, the Queen Anne also features complex towers, bays and roofs, punctuated by picturesque placement of many chimneys….The more complex, ornate and fanciful the better, this style flourished in the late Nineteenth Century."

Jefferson City possesses some lovely examples of this relatively delicate-looking style, as seen here, but not as many as might be expected. While the City no doubt was prospering by the time this style was in use, most neighborhoods exhibit the later styles that follow below, and commercial buildings tended to the sturdier, more prosaic Italianate style and its descendants.

Chicago School (office buildings); Prairie Style (homes)

By the turn of the century, skyscrapers were beginning to appear, but not in small Jefferson City, with space enough for growth without sending offices skyward. Similarly, Frank Lloyd Wright's innovative, horizontal Prairie Style was spreading across the Midwest, but no such buildings appear to exist in Jefferson City – although ranch houses do, which are much later expressions of the style. Naffziger describes the Chicago School: "Simply put, [architect Louis] Sullivan sought to create a new style befitting the technological and engineering advancement of the skyscraper, then brand new at the turn of the Twentieth Century; previous architects had relied on the Gothic or Romanesque Revival Styles in their plans. Typical of the Chicago School, Sullivan's and his followers' designs feature vertical lines that cut across the horizontal bands of terracotta or brick; the fenestration is orderly and repeating with large plate glass utilized."

Although built in the 1920s and only three stories high, the restored Wymore Apartments in Downtown (top) come closest to the feel of a Chicago skyscraper. The Simonsen 9th Grade Center (bottom, formerly the City high school) displays a similar style.

Beaux Arts

Naffziger says, "The grand style of the last decade of the Nineteenth and the first decades of the Twentieth Century, the Beaux-Arts Style takes its name from the Ecole des Beaux-Arts in Paris, France. A style befitting America's new confidence as the economic leader of the world, this style was a return to Classical models, rejecting the revival styles of the Nineteenth Century that were viewed as 'old fashioned' and 'too old Europe.' The Beaux-Arts Style is not merely Neo-classicism, but rather it takes its models from the huge monuments of Rome such as the Baths of Caracalla or the Basilica of Constantine and Maxentius, and combines it with the best of Renaissance architecture such as Michelangelo's Farnese Palace. Later horribly dismissed by the Modernists, many

great Beaux-Arts buildings were torn down; a report from the 1950's in the archives of the Saint Louis Art Museum, itself a crowning achievement of the Beaux-Arts, stated that the building should be saved 'merely for sentimental reasons.' The style's rehabilitation has begun, and its buildings cherished for their contribution to the built environment of American cities."

As with Romanesque Revival, Jefferson City's examples are institutional in nature. (Photo credit, Missouri State Capitol, KTrimble at English Wikipedia, Creative Commons CC0 1.0)

American Foursquare

Wikipedia provides a simple description of this style, found extensively across Jefferson City's residential neighborhoods: "The American Foursquare or American Four Square is an American house style popular from the mid-1890s to the late 1930s. A reaction to the ornate and mass-produced elements of the Victorian and other Revival styles popular throughout the last half of the 19th century, the American Foursquare was plain, often incorporating handcrafted 'honest' woodwork (unless purchased from a mail-order catalog). This style incorporates elements of the Prairie School and the Craftsman styles. It is also sometimes called Transitional Period. The hallmarks of the style include a basically square, boxy design, two-and-one-half stories high, usually with four large, boxy rooms to a floor, a center dormer, and a large front porch with wide stairs. The boxy shape provides a maximum amount of interior room space, to use a small city lot to best advantage. Other common features included a hipped roof, arched entries between common rooms, built-in cabinetry, and Craftsman-style woodwork."

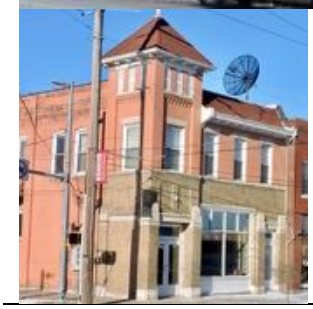
In Jefferson City, nearly all Foursquare residences are built of brick.

Colonial Revival

This style began appearing at roughly the same time as the Beaux Arts. Naffziger says, "Renewed interest in the architecture of Colonial America…was spurred by the renovation of Mt. Vernon, the northern Virginia plantation of George Washington, and the original capital of Virginia, Williamsburg. The Colonial Revival style features simple elevations, with relatively little ornament that is

influenced by Thomas Chippendale of England. Also, Colonial Revival frequently borrows the form of Mt. Vernon in commercial structures. The style has remained popular for much of the last century."

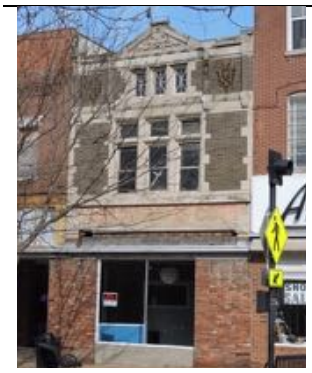
Surprisingly, Jefferson City did not seem to need to wrap itself in much nostalgia for the Colonial era – there are only a few examples to share. Lincoln University's main building (top) and the Chamber of Commerce's building (below) are excellent renditions of the style; the West Jefferson City apartment building shows how well the style adapts to modern needs. The white two-story residence on East Capitol Avenue (this section, third row, left) betrays the style with a classic arched Colonial portico. As frame construction was commonly used in residential structures, we are suggesting that the one-story residence (this section, third row, right), with the American Foursquare house form, could equally be regarded as Colonial Revival. Bottom - the City's water treatment plant is a surprising example of Colonial Revival. The white-brick version is a 1930s or 1940s version in a South Side neighborhood.



Early Twentieth Century Eclecticism

This style, invented by Chris Naffziger and his friend Michael Allen "one night almost as a joke," is regarded by Naffziger as "perhaps the most difficult style to define: Early Twentieth Century Eclectic represents the playful, eclectic style(s) of architecture prominent at the beginning of the Twentieth Century. While most Nineteenth Century revival styles sought to make a faithful, if Americanized replica of an earlier, historic European style, the eclectic style instead seeks to combine together the most interesting elements of Classical, Gothic, Spanish and Italian influences into one building. A building of this style will often have terracotta tiles roofs, elegant classical columns, French or Italian massing, idiosyncratic corner towers, or English Georgian details."

This broad category suits Jefferson City, which has numerous examples of buildings that creatively combine styles from the end of the nineteenth century into the early twentieth. Is the building at upper left, with its Chinese-style keyhole entry, Queen Anne, or Foursquare? What is that building (this section, third row, right) in the East End with its fanciful gabled front echoing the Jacobean Revival style (a minor style the emerges full-blown in Tudor Revival, below), but with a Tuscan-style colonnade along its second-story porch? Was that building on the corner in Munichburg (this section, third row, left) built all at one time, or was the staid first-floor brown-brick façade with its echoes of Art Deco applied some decades after the basic building with its elaboration of both Mission Revival and the Italianate?....



This tiny storefront in Downtown (awaiting rehab and a new retail facade) features a high-style "Mannerist" version of Georgian Revival, part of the Early Twentieth Century Eclectic "catchall" style.

….And. is the Moreau School (above) a Colonial Revival? Or something else?

Arts and Crafts

Naffziger: "The Arts and Crafts Style flourished in the first decades of the Twentieth Century, and emphasized more primitive, simple means of decoration in response to the more elaborate revival styles of the same period. Clean, straight lines with strong geometric designs that suggest a humble English cottage, Arts and Crafts used exposed timber ceilings, wrought iron detailing and simple finishes. Most famous for its one and a half story bungalows with rough wood roof and wall shingles, this style still influences contemporary design."

In Jefferson City, along with American Foursquares and Tudors, this is a prominent residential style with many, eclectic variations. While the bungalow is a common house form, it is not the only one – see, for example, the pair of houses on the third row, this section. Both display massing from the American Foursquare tradition, the one at left showing Tudor Revival influence and the one at right with a touch of Spanish Revival (both styles are explained separately below). The fire station, below, is a nice institutional example.

Tudor Revival/Gingerbread

Jefferson City, for its size, has a remarkable collection of Tudor Revival; here we also adopt the playful and descriptive nickname for the style provided by Naffziger, "Gingerbread," who distinguishes between the two. Although we do not, we wish to honor the Missouri-centric nature of the classification provided in his definition: "In some ways a residential and commercial version of the more ecclesiastic Gothic Revival, Tudor Revival takes its name from the dynasty of kings and queens spanning the Sixteenth and Seventeenth Centuries in England. Tudor Revival architecture features tall roof lines that are often asymmetrical in composition, leaded windows, Gothic arch doorways, half timber construction, and idiosyncratic rubble stone accent walls intimating castle ruins, as well as asymmetrically placed chimneys of varying heights.
The Gingerbread Style, unique to St. Louis though variants exist in other cities, could best be described as a playful, rustic Twentieth Century version of Tudor Revival. But while Tudor Revival focuses on the half timber construction of Sixteenth Century England, a myriad different tones of brick feature in the Gingerbread Style. These houses were built in the 'suburban' areas of St. Louis City and as in-fill in more established neighborhoods, and featured the latest domestic technology of the time. Renowned for their unique details, often creating the appearance of miniature castles, each house seems to be one-of-a-kind."

We'll let the reader decide which is which!

Spanish Revival

From Naffziger: "Spanish Revival architecture attempts, like many Early Twentieth Century revival styles, to emulate the feeling of the architecture of Spain and its former colonies. Often incorporating elements of Moorish, Mannerist and Baroque Revival styles, Spanish Revival features tan brick facades, terracotta roof tiles and other elements such as terracotta trim accents and doorways."

Jefferson City has only a few of these, but they enliven any street where they are found.

Art Nouveau, Art Deco

Art Nouveau preceded Art Deco and derives from the naturalistic styles that were emerging in arts and crafts by the end of the nineteenth century (think of Louis Comfort Tiffany's stained glass). As for Art Deco, Naffziger remarks, "In many ways, this style is a predecessor to Modernism, but the playfulness and enjoyment of ornament, which Modernism rejects, remains a critical element of Art-Deco architecture and design. It is also eclectic, borrowing motifs from civilizations and sources such as Egypt and ancient Mesopotamia."

The vertical lines are a signature of Art Deco. The closeup of a spectacular storefront in Downtown, top, is clearly Art Nouveau. Three other buildings are clearly Art Deco, plus the decorative posts retained from an earlier Missouri River bridge, imaginatively retained as part of an interpretive site. The photo below shows an early automotive building roughly contemporaneous to the others, showing the careful decoration typical of Art Deco, but incorporating the Colonial Revival style. (Photo of the red-brick Tergin Apartment Building by TheCatalyst31, Creative Commons CC0 1.0.)

Streamline Moderne

Naffziger explains, "An American derivative of the Art-Deco, Streamline Moderne takes the aerodynamic lines of the automobile and airplane as its inspiration. Glass brick, chrome detailing, Vitrolite and other new materials feature in the creation of the style. Streamline Moderne was used for updating older buildings' storefronts, but it also was used in the creation of new building types increasingly popular in America: bus stations, roadside diners and theaters from the Golden Age of Cinema before World War II."

If Art Deco has vertical lines, Streamline Moderne is more horizontal in nature. Jefferson City's two institutional examples are both government buildings and show the monumentality possible in the style. Although the U.S Post Office (and former courthouse) masquerades as Beaux Arts with its columns, their exaggerated form and the square windows reveal the Streamline Moderne influence.

Modernism

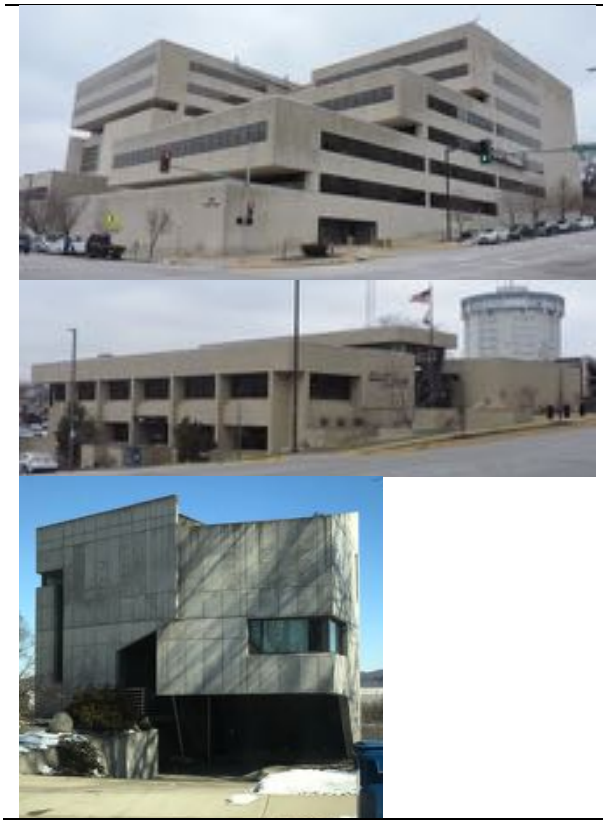
According to Naffziger, "Modernism, arising out of the architecture schools of Germany and France, was a response to the revival styles of the Nineteenth and early Twentieth Centuries. Seeking to reject the past's hold on architecture of the time, architects such as Le Corbusier and Ludwig Mies van der Rohe designed buildings that emphasized the structural capabilities of the new buildings materials of the Industrial Revolution."

As seen in Jefferson City's post-World War II examples, architects experimented with a variety of forms in this style, but generally rejected ornamentation. The building at upper left is actually a radical modernization of an older hotel (now an office building), clearly a product of the late 1950s or early 1960s. Of the tower-like structure, upper right, the LA Conservancy (a leader in building the current appreciation of Modern buildings), says, "The round Holiday Inns of the 1960s and 1970s are few and far between, but they are treasured wherever they stand." The building in the second row of this section echoes the relentless horizontality of the International style popularized by the Saarinens (father and son); the bank building at bottom is the same, with the pedestal style used to achieve the lightness characteristic of some versions of Modernism, and is an especially fine example of the type. In the third row of this section, left, is an interesting rendition of the pedestal form executed in the limestone abundant in Jefferson City, which has been modernized with a beautifully conceived third story. Finally, in that same third row, right, is a new bank building in the Modern style, illustrating its timeless appeal. (Images of the two bank buildings are courtesy Google Earth.)

Early Ranch Houses (Mid-century Modern)

Tom Paradis explains: "The post-war modernist era also influenced American suburban housing. Early forms of modern houses included rare examples of the prairie style for wealthier clients, designed to blend into the prairie landscapes of the Midwest and inspired by Frank Lloyd Wright and his contemporaries. The American foursquare and craftsman bungalows, distant cousins to the Prairie style, gave us more common forms of early modern housing styles up to and including World War One. After World War Two, when the suburban boom gained momentum, variations on the modern style became the prominent form of building for suburban neighborhoods and large tracts of standardized middle-class housing were built throughout the U.S. These sprawling suburban neighborhoods mirrored the modern movement and the more prominent International style. Taking cues from earlier craftsman bungalow and cape-cod cottage forms, post-war modern houses included the California ranch, raised ranch, split-level, and "sea ranch" after the 1950s. Similar to International style, these houses really don't include much 'style' at all — they are designed to look to the future – not to the past – for their inspiration."

Jefferson City enjoys a number of lovely small examples of these homes. Many have "carports" – early in the twentieth century, the design of houses was slow to move from the detached garage (an inheritance of the lowly stable or carriage house) to the attached garage. The carport was an early answer to having a car conveniently close at hand without the expense of a separate building or an enclosed, attached space as garages are built today.



Brutalism

Tom Paradis explains: "Like International style, Brutalism is sometimes classified as its own distinctive subtype, though it is considered a variant of post-war modernism. Despite its apparently appropriate name, Brutalism is derived from the French term, *beton brut*, which translates to 'rough concrete.' It is essentially a style based on the shaped and molded forms of concrete, a thick, masonry variation of modernist architecture. Regardless of how the International style, Modernism, and Brutalism are classified, they all share the fundamental modernist principle promoted by Louis Sullivan and his contemporaries and successors, that 'form forever follows function,' without relying on revivalist architectural styles of the past."

In Jefferson City, influences of Brutalism and Modernism are both evident in the Missouri Department of Revenue building and City Hall; the latter is a late example, trending into the less styled decade of the 1970s. At bottom, a home built overlooking the Missouri River in West Jefferson City, comparatively recent, shows that Brutalism's use of concrete is still influential.

Post-Modernism

From the 1980's onward, a style has emerged that gained the name "post-modern." Tom Paradis explains: "Is postmodern a 'style'?... Often postmodern architecture is referred to as neo-eclectic, essentially representing a loosely interpreted revival of historical styles mixed with modern construction techniques for newer houses. For commercial buildings, postmodernism represents an escape from the confines of the 'anonymous glass box' of the International style. Instead of the modernist, 'less is more' mantra, postmodern architect Robert Venturi famously retorted that 'Less is a bore.' This reaction to modernism has led to an unending variety of forms and sleek, asymmetrical designs for commercial buildings. Postmodernism is often used as an allusion to the past, with multiple associations and meanings. It is a partial rejection of modernist thought, a return to traditional, historical precedents, a re-awakened interest in history and heritage. Postmodernism coincides with both the historic preservation movement and the new urbanism movement quite well. Historical features tend to be widely exaggerated, and the critics of postmodern architecture point to the fact that its architects do not necessarily try to replicate historic styles. Instead, postmodernism seemingly makes fun of the past, using a wide variety of historic forms, simplifying and mixing them into an unorganized, illogical jumble of a building. Others enjoy the trend away from strict functionalism, citing a nice "balance" between the sleek, technical look of modern architecture and the wide variety of historic forms that can be applied."

According to Paradis's description, "wide variety of historic forms, simplifying and mixing them," the Cole County Sheriff's Office building is clearly post-modern. The new Christopher S. Bond U.S. Court House, dedicated in 2011, although unlike the Sheriff's Office, conforms to the post-modern idea of "sleek, asymmetrical designs" – but also clearly shows the influence of Modernism.

Appendix B: Glossary

Acquisition: the act or process of acquiring fee title or interest other than fee title of real property (including acquisition of development rights or remainder interest).

Adaptive Reuse: The conversion of a building to a use other than that for which it was originally designed, optimally, respecting the historic features of the building.

Addition: New construction added to an existing building or structure.

Affordable Housing Tax Credit: A phrase that is synonymous with the federal low-income housing tax credit (LIHTC) program offered through the Department of Housing and Urban Development (HUD). The LIHTC program is an indirect federal subsidy used to finance the development of affordable rental housing for low-income households. The LIHTC program was enacted by Congress in 1986 to provide the private market with an incentive to invest in affordable rental housing. Federal housing tax credits are awarded to developers of qualified projects. Developers then sell these credits to investors to raise capital (or equity) for their projects, which reduces the debt that the developer would otherwise have to borrow. Because the debt is lower, a tax credit property can in turn offer lower, more affordable rents. The LIHTC is often paired with the Federal Rehabilitation Tax Credit available to properties listed on the National Register of Historic Places or contributing buildings within a National Register district.

Alteration: Any physical change to an existing structure or building involving work that affects an exterior architectural feature including construction, reconstruction, repair, or removal of any building element; generally excludes maintenance work that repairs existing elements or repaints existing elements in the same color.

Building Permit: Issued by the Jefferson City's Building Regulations Division of the Department of Planning and Protective Services. For designated structures and structures in locally designated historic districts, this Historic Preservation Plan recommends that the Jefferson City Historic Preservation Commission review applications in conjunction with the building permit process and issues a Certificate of Appropriateness (see further definition below).

Certificate of Appropriateness (COA): A document typically awarded by a local government's review body charged with historic preservation that allows an applicant for a building permit, affecting a structure in a designated area or designated as a single site, to proceed with a proposed alteration, demolition, or new construction, following a determination of the proposal's suitability according to applicable criteria.

Certified Local Government (CLG): Refers to a local government, certified or approved by each state's historic preservation office under the National Preservation Act Amendments of 1980, which has an appointed historic preservation review body to oversee the survey and inventory of historic resources, to review areas for historically significant structures, and to develop and maintain community planning and education programs. Jefferson City's Historic Preservation Commission is a CLG.

Character-defining Feature: A prominent or distinctive aspect, quality, or physical component of a property that contributes significantly to its historic character.

Character: The distinctive qualities and attributes of any building, structure, site, street, or district.

Community Development Block Grant (CDBG): Entitlement funds granted annually by the U.S. Department of Housing and Urban Development (HUD) on a formula basis to cities in metropolitan areas over 50,000 in population, designated principal cities of metropolitan statistical areas or urban counties over 200,000 in population, and states in order to help develop viable communities. CDBG funds assist a wide variety of projects, including economic development, housing, public facilities benefiting low- to moderate-households and/or areas. Preservation is an eligible activity that may help support eligible households to maintain and upgrade historic homes. Jefferson City has been entitlement community since 2004.

Context (Historic Context): The setting in which a historic building, element, site, structure, street, or district exists. Also, a unit created for planning purposes that groups information about historic properties based on a shared theme, specific time period, and geographical area.

Context Statement: Scholarly document that outlines the historic context for evaluating the significance of one or more historic resources.

Contributing Structure: One of the buildings or site features that give a historic district its significance – a building that was built within the "period of significance" and that sufficiently retains its historic features. This can be a structure or portion thereof that contributes to the historic significance of a larger historic resource, such as an individual residence within a historic district or an outbuilding located within a designated property.

Cultural Landscape: According to the National Park Service's Bulletin 30, *Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes*, "A cultural landscape is defined as "a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values." Cultural landscapes may be designed or vernacular, or urban or rural, ranging from small sites or very large regions.

Cultural Heritage Tourism: See heritage tourism.

Demolition by Neglect: The willful neglect in the maintenance or repair of a structure, resulting in a building falling into such a state of disrepair that it becomes necessary or desirable to demolish it. Property owners have been accused of permitting demolition by neglect on purpose, in order to save on rehabilitation costs. Specifically such conditions might include: (1) the deterioration of any architectural feature so as to create or permit the creation of a hazardous or unsafe condition; (2) the deterioration of walls or other vertical supports; (3) the deterioration of roofs or other horizontal members; (4) the deterioration of chimneys; (5) the deterioration or crumbling of plaster or mortar; or (6) the ineffective waterproofing of walls, roofs, and foundations, including broken windows and doors.

Demolition: Any act that destroys in whole or in part a building or structure.

Design Guidelines: Criteria developed to identify design concerns in an area and to help property owners ensure that rehabilitation and new construction respect the character of designated buildings and districts. The use of the word "guidelines" signals the intention that the criteria are considered voluntary. Often accompanied by educational information about the architectural styles of a community.

Design Standards: Design guidelines that are incorporated by law into local ordinances affecting historic resources and new construction. In Jefferson City, both a local historic district and a Neighborhood Conservation Overlay District (NCOD; see definition below) would have design standards.

Neighborhood Services Division (Jefferson City): Part of the Jefferson City's Department of Planning and Protective Services. The purpose of the division is to contribute to the quality of life by promoting sustainable neighborhoods through grants, programs and initiatives. The division manages the Community Development Block Grant, Neighborhood Reinvestment Act programs, other federal programs, Property Maintenance, and liaison to Historic Preservation Commission and certified local government program.

Easement (Preservation Easement): Legal protection (recorded in a property deed) for distinguishing features of the interior or exterior of a property or in the space surrounding a property because such features are deemed important to be preserved. For example, a new property owner may be prevented from making changes or additions to a building, structure, or landscape by an easement in the property deed itself. These are sometimes specified as preservation easements or conservation easements.

Elements: Material parts or details of a building, site, structure, street, or district.

Eligible: Meets the criteria for listing in the National Register, but not officially listed. Lack of listing is sometimes because the property owner has objected to designation, but often because public agencies involved in a federal undertaking, under federal rules related to the National Historic Preservation Act, must search for historic resources affected by the undertaking that are eligible for the National Register, document them, and treat them in their project planning and permit reviews as if designated. They are not required to actually nominate a historic property if found eligible.

Eminent Domain: The powers granted to a public agencies to condemn private property, at fair market value, for specific public purposes.

Fabric, Historic: The physical material of a building, structure, or community that connotes an interweaving of component parts and which is historic.

Façade: An external face or elevation of a building.

Feasibility Study: An investigation and analysis of the viability of a proposal that considers factors such as the current environment for similar ventures, economics, and resources available to execute a given proposal. Feasibility studies help to identify issues that should be resolved prior to making a substantial investment in a given plan.

Green Building: An approach to building that the Environmental Protection Agency defines as "the practice of creating and using healthier and more resource-efficient models of construction, renovation, operation, maintenance and demolition." The federal government offers incentives to support green building practices nationwide. Many members of the preservation community, including the National Trust for Historic Preservation, consider that preserving existing historic fabric constitutes a green building practice. See sustainability, below.

Heritage Tourism (Cultural Heritage Tourism): A type of tourism focused on travel for the purpose of experiencing unique historic places. Heritage tourism received an official federal definition in 2003 under Executive Order 13287, which defined heritage tourism as "the business and practice of attracting and accommodating visitors to a place or area based especially on the unique or special aspects of that locale's history, landscape (including trail systems), and culture." The National Association of State Arts Agencies defines cultural heritage tourism as "based on the mosaic of places, traditions, art forms, celebrations and experiences that portray this nation and its people, reflecting the diversity and character of the United States."
http://www.livable.org/storage/documents/reports/CBC/culturalheritagetourism.pdf

High Style: A term for describing architecture that expresses cultural and aesthetic trends through distinct character-defining features, in contrast to the utilitarian nature of vernacular architecture (see definition below).

Historic Building: As defined by the National Park Service's Bulletin 15, How to Apply the National Register Criteria for Evaluation, "a building, such as a house, barn, church, hotel, or similar construction, is created principally to shelter any form of human activity. "Building" may also be used to refer to a historically and functionally related unit, such as a courthouse and jail or a house and barn. Buildings eligible for the National Register must include all of their basic structural elements. Parts of buildings, such as interiors, facades, or wings, are not eligible independent of the rest of the existing building. The whole building must be considered, and its significant features must be identified. If a building has lost any of its basic structural elements, it is usually considered a 'ruin' and is categorized as a site." https://www.nps.gov/nr/publications/bulletins/pdfs/nrb15.pdf

Historic District, Local: A geographically definable area with a significant concentration of buildings, structures, sites, spaces, or objects unified architecturally or historically by past events, physical development, design, setting, materials, workmanship, sense of cohesiveness, or related historical and aesthetic associations. Individual buildings in a district need not be individual historic landmarks; they can derive their significance in association with the district. The significance of a district may be recognized through listing in a local, state, or national landmarks register and may or may not be protected legally through enactment of a local historic district ordinance administered by a historic preservation commission.

Historic District, National Register: As defined by the National Park Service's Bulletin 15, How to Apply the National Register Criteria for Evaluation, "A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. A district derives its importance from being a unified entity, even though it is often composed of a wide variety of resources. The identity of a district results from the interrelationship of its resources, which can convey a visual sense of the overall historic environment or be an arrangement of historically or functionally related properties. For example, a district can reflect one principal activity, such as a mill or a ranch, or it can encompass several interrelated activities, such as an area that includes industrial, residential, or commercial buildings, sites, structures, or objects. A district can also be a grouping of archeological sites related primarily by their common components; these types of districts often will not visually represent a specific historic environment."https://www.nps.gov/nr/publications/bulletins/pdfs/nrb15.pdf

Historic Object: As defined by the National Park Service's Bulletin 15, How to Apply the National Register Criteria for Evaluation, the term 'object' is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment. Small objects not designed for a specific location are normally not eligible. Such works include transportable sculpture, furniture, and other decorative arts that, unlike a fixed outdoor sculpture, do not possess association with a specific place. Objects should be in a setting appropriate to their significant historic use, roles, or character. Objects relocated to a museum are inappropriate for listing in the National Register."
https://www.nps.gov/nr/publications/bulletins/pdfs/nrb15.pdf

Historic Preservation Advocacy: Public support of preservation as a cause, often but not always within the context of a public debate. Historic preservation advocacy is often reactive, responding to a threat to a historic resource or a policy that protects historic resources. In some cases, historic preservation advocates conceive of potential improvements to preservation policy and work with policy makers to change laws that favor preservation.

Historic Preservation Commission: A local government volunteer-based reviewing body responsible for promoting historic resources through educational, cultural, economic, and regulatory means and fostering civic pride in the beauty and noble accomplishments of the past of the community. The governmental entity in Jefferson City is the Historic Preservation Commission. It is also responsible for overseeing design review in locally designated districts, designating local landmarks, and generally leading the City's efforts to identify and protect historic resources and advising the City's efforts to invest in historic preservation.

Historic Preservation Planning: The organization into a logical sequence of preservation information pertaining to identification, evaluation, registration and treatment of historic properties, and setting priorities for accomplishing preservation activities.

Historic Preservation: The act of saving old and historic buildings, sites, structures, and objects from destruction or deterioration and providing for their continued use by means of restoration, rehabilitation, or adaptive use.

Historic Property: A district, site, building, structure or object significant in American history, architecture, engineering, archeology or culture at the national, State, or local level.

Historic Resource: Refers generally to any historic building or site; commonly used for any building or site listed in or eligible for listing in the National Register. Sometimes called "historical resource."

Historic Resources Survey: A process of systematically identifying, researching, and documenting properties that reflect important themes in a city's growth and development, such as architecture, city planning, social history, ethnic heritage, politics, industry, transportation, commerce, entertainment, and others. Historic resources include buildings, structures, objects, cultural landscapes, natural features, and groupings of resources or areas known as historic districts.

Historic Site: As defined by the National Park Service's Bulletin 15, How to Apply the National Register Criteria for Evaluation, "A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archeological value regardless of the value of any existing structure. A site can possess associative significance or information potential or both, and can be significant under any or all of the four criteria. A site need not be marked by physical remains if it is the location of a prehistoric or historic event or pattern of events and if no buildings, structures, or objects marked it at the time of the events. However, when the location of a prehistoric or historic event cannot be conclusively determined because no other cultural materials were present or survive, documentation must be carefully evaluated to determine whether the traditionally recognized or identified site is accurate. A site may be a natural landmark strongly associated with significant prehistoric or historic events or patterns of events, if the significance of the natural feature is well documented through scholarly research. Generally, though, the National Register excludes from the definition of 'site' natural waterways or bodies of water that served as determinants in the location of communities or were significant in the locality's subsequent economic development. While they may have been 'avenues of exploration,' the features most appropriate to document this significance are the properties built in association with the waterways."
https://www.nps.gov/nr/publications/bulletins/pdfs/nrb15.pdf

Historic Structure: As defined by the National Park Service's Bulletin 15, How to Apply the National Register Criteria for Evaluation, "The term 'structure' is used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter. Structures nominated to the National Register must include all of the extant basic structural elements. Parts of structures can not be considered eligible if the whole structure remains. For example, a truss bridge is composed of the metal or wooden truss, the abutments, and supporting piers, all of which, if extant, must be included when considering the property for eligibility. If a structure has lost its historic configuration or pattern of organization through deterioration or demolition, it is usually considered a 'ruin' and is categorized as a site."
https://www.nps.gov/nr/publications/bulletins/pdfs/nrb15.pdf

Historic Rehabilitation Tax Credits (Federal): The federal government's most significant tax incentive for preservation. The federal HTC offers a 20% credit for rehabilitation of qualifying, income-producing, depreciable historic structures. Once a property is deemed 'historic' by being listed either on the National Register of Historic Places individually or deemed as contributing to a National Register-listed historic district, a project can receive tax credits, which lowers the taxes owed, on qualified rehabilitation expenses if their work conforms to the Secretary of the Interior's Standards for Historic Building Rehabilitation. Taxpayers should be aware that the rehabilitation work must be approved in advance. https://www.nps.gov/tps/tax-incentives.htm In Missouri, the state's Department of Economic Development is charged with reviewing state and federal historic tax credit applications. https://ded.mo.gov/programs/business/historic-preservation

Historic Tax Credits (Missouri): Missouri's most significant tax incentive for preservation; for qualifying, income-producing, depreciable historic structures, it may be possible to combine Missouri's tax incentive with the federal Historic Tax Credit. The Missouri credits apply to income-producing property including either commercial or residential rental property, or personal residences that are certified historic structures and meet the minimum investment threshold. Missouri law provides an investment tax credit equal to 25% of approved costs. https://preservemo.org/public-policy/historic-tax-credits/ In Missouri, the state's Department of Economic Development is charged with reviewing state and federal historic tax credit applications. https://ded.mo.gov/programs/business/historic-preservation

Historical Documentation: A detailed record – in the form of a report, measured drawings, archival photographs or other written document – of the history and significance of a property, based on research of historical documents as well as physical investigation of existing structures.

In-kind Replacement: The repair of an existing element or feature using new components that match the original in form, finish, materials, and installation techniques; often indicated in architectural plans by the directive "match existing."

Integrity: The authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic or prehistoric period. "Integrity" describes whether a historic resource is intact, considering whether it has maintained its historic location, design, setting, materials, workmanship, feeling (sense of place), and historic association.

Interior Architectural Feature: The architectural style, design, general arrangement and components of an interior, including the kind, color, and texture of the building material and the type and style of windows, doors, lights, signs, plaques, decorative finishes, murals, art work, floor plan, and other fixtures appurtenant to the interior. Generally speaking, the interiors of buildings are not protected by local historic preservation ordinances.

Interpretation: According to the National Association for Interpretation (NAI), "If you help visitors learn about a place that's important to you, you're an interpreter! Interpreters connect visitors to important natural, cultural, and historical resources at parks, nature centers, historical sites, aquariums, zoos, and anywhere that people come to learn about places. NAI defines interpretation as "a mission-based communication process that forges emotional and intellectual connections between the interests of the audience and the meanings inherent in the resource." https://www.interpnet.com/NAI/interp/About/About_Interpretation/nai/_About/what_is_interp.aspx?hkey=53b0bfb4-74a6-4cfc-8379-1d55847c2cb9

Inventory: a list of historic properties determined to meet specified criteria of significance.

Landmark: An individual structure that has been deemed to have historical, cultural, educational, or architectural value, and may include exterior as well as interior structures. Jefferson City's Historic Preservation Commission is charged with recognizing local landmarks. http://www.jeffersoncitymo.gov/live_play/history_heritage/landmark_awards.php

Landscape: The totality of the built or human-influenced habitat experienced at any one place as defined by dominant features such as topography, plant cover, buildings, or other structures and their patterns.

Low-income Housing Tax Credit (LIHTC): See Affordable Housing Tax Credit.

Main Street America: A national program administered by the National Main Street Center that employs historic preservation as an economic development tool in historic downtown commercial districts. In Missouri, the program is administered by the Missouri Main Street Connection. Further described in the Jefferson City Historic Preservation Plan in Chapter 6.

Major Project: Work on a structure that may change the significant character, appearance, and integrity of the structure. Substantial building alterations, demolitions, additions, and new construction are considered major projects.

Memorandum of Understanding: A document that describes an agreement between two or more parties and lays out how the parties will work together toward a common line of action. It is used in cases where parties require formal assurance of common goals and objectives but cannot create a legally enforceable agreement.

Minor Project: Work on a structure that does not change the overall appearance and integrity of a structure.

Mitigation: An action reducing the harm that a development project causes to the environment or to a historic building.

National Register Criteria: the established criteria for evaluating the eligibility of properties for inclusion in the National Register of Historic Places: "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 significant persons 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 history or prehistory."
https://www.nps.gov/nr/publications/bulletins/nrb15/

National Register of Historic Places: The Nation's official list of cultural resources worthy of preservation because of their national significance. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. Properties listed in the Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register is administered by the National Park Service, which is part of the U.S. Department of the Interior.

National Trust for Historic Preservation: National nonprofit, membership-based historic preservation organization, based in Washington, D.C. Its closest field offices are in Denver, Houston, and Chicago.

Neighborhood Conservation Overlay District (NCOD): Sections 35-33 and 35-34 of the City of Jefferson Zoning Code address Neighborhood Conservation Overlay Districts (NCODs), which are intended to help ensure that new construction and renovations to existing structures are compatible with the architectural character of the neighborhood district. Reviews are to be undertaken by the Department of Planning and Protective Services in accordance with regulations and guidelines customized to the district. At present, there are two established NCODs, the Lower Jefferson Conservation District and the Capitol Avenue Neighborhood Conservation Overlay District, each of which has a set of regulations and guidelines written into their individual ordinances. Further described in the Jefferson City Historic Preservation Plan in Chapter 5.

New Construction: Construction in historic areas and districts that is characterized by the introduction of new elements, sites, buildings, or structures, or additions to existing buildings and structures.

Non-contributing Structure: A building that does not contribute to the significance of a historic district, either because it was built outside the "period of significance" or has been excessively altered.

Period of Significance: The span of time in which a property attained the significance for which it meets the National Register criteria.

Preservation: Preservation is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

Programmatic Agreement: A tool used by the federal government, usually in cooperation with the SHPO, to document terms and conditions agreed upon during the Section 106 process. A programmatic agreement will be used under the following circumstances: (1) if the impacts on a historic property cannot be fully determined prior to the undertaking; (2) if the historic properties affected by the undertaking are similar and don't require unique provisions for protection; (3) when the process delegates decision-making to nonfederal parties; (4) where routine management of a historic property is undertaken at a federal installation or facility; or (5) where the project circumstances necessitate a departure from the conventional Section 106 process.

Property Type: a grouping of individual properties based on a set of shared physical or associative characteristics.

Reconnaissance Survey: A survey conducted to collect photographs and locational information but no site-specific research; also known as a "windshield survey."

Reconstruction: The act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location. The re-creation of a historic building that has been damaged or destroyed; the new building resembles the original as closely as possible and is constructed based on historical, archaeological, and/or architectural documents.

Rehabilitation: The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

Research Design: A statement of proposed identification, documentation, investigation, or other treatment of a historic property that identifies the project's goals, methods and techniques, expected results, and the relationship of the expected results to other proposed activities or treatments.

Restoration: The act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project. Restoration is rarely recommended as it typically requires the removal of historic fabric.

Sample Survey: Survey of a representative sample of lands within a given area in order to generate or test predictions about the types and distributions of historic properties in the entire area. Often used in archeology.

Secretary of the Interior's Standards for Rehabilitation: Ten basic principles created to help preserve the distinctive character of a historic building and its site, while allowing for reasonable change to meet new needs and uses. See discussion in the Jefferson City Historic Preservation Plan in Chapter 4; see the definition for "treatment" for a reference to a general resource on choosing whether rehabilitation, preservation, restoration, or reconstruction is appropriate. In most cases in Jefferson City, rehabilitation is the expected treatment.

Section 106: Refers to Section 106 of the National Historic Preservation Act of l966, which requires federal agencies to take into account the effects of their proposed activities on properties included, or eligible for inclusion, in the National Register of Historic Places. While the SHPO participates in the Section 106 consultation process, it is the federal agency that bears the responsibility for initiating various steps in the process: gather information to decide which properties in the project area are listed in or eligible for listing in the National Register of Historic Places; if so, determine how these historic properties might be affected; explore alternatives to avoid or reduce harm to historic properties; and reach agreement with the SHPO (and the federal Advisory Council for Historic Preservation in some cases) on measures to deal with any adverse effects or obtain advisory comments from the ACHP, which are sent to the head of the agency. https://dnr.mo.gov/shpo/sectionrev.htm

Section 4(f): A provision in the Department of Transportation Act of 1966 that prohibits federal approval or funding of transportation projects that require "use" of any historic site unless (1) there is "no feasible and prudent alternative to the project," and (2) the project includes "all possible planning to minimize harm."

SHPO (State Historic Preservation Officer): An official within each state appointed by the governor to administer the state historic preservation program and carry out certain responsibilities relating to federal undertakings within the state. In Missouri, the program and responsibilities are carried out by the State Historic Preservation Office (also called the SHPO) within the Department of Natural Resources, and include reviewing nominations to the National Register of Historic Places, overseeing the state's architectural and archaeological survey programs, Section 106 Review and Compliance, managing Missouri's Certified Local Government Program, and administering Historic Preservation Grant programs. https://dnr.mo.gov/shpo/

Significant: Having particularly important associations within the contexts of architecture, history, and culture.

Stabilization: The act or process of applying measures essential to the maintenance of a deteriorated building as it exists at present to establish structural stability and a weather-resistant enclosure.

Streetscape: The space between the buildings lining the public ways that comprise various elements such as streets and alleys, sidewalks, monuments and public art, and small-scale features such as curbs, paving, street furniture, lighting, fences, walls, and landscaping.

Survey, Intensive: A systematic, detailed examination of an area designed to gather information about historic properties sufficient to evaluate them against predetermined criteria of significance within specific historic contexts.

Survey, Reconnaissance: An examination of all or part of an area accomplished in sufficient detail to make generalizations about the types and distributions of historic properties that may be present.

Sustainability: The goal of providing for the needs of the present without depleting resources or harming natural cycles for future generations. In the view of the historic preservation community, "the greenest building is the one already built." https://jdbengineering.com/historic-preservation-community-preservation/

Tax Increment Financing (TIF): An economic redevelopment tool used by many municipalities throughout Missouri and other parts of the country to develop or redevelop an area. It is most often used in distressed or difficult-to-develop areas, many of which contain older or historic buildings. TIF assumes that a site improvement will have a positive impact on development in the area that will eventually increase tax revenue. TIF provides a structure for using this projected revenue increase to finance the project's debt. The 'tax increment' is the actual increase in tax revenues caused by the increase in the redeveloped site's value and the private investment the redeveloped site generates.

Treatment: The Secretary of the Interior's Standards for the Treatment of Historic Properties address four treatments: preservation, rehabilitation, restoration, and reconstruction (see definitions for each of these). Choosing the most appropriate treatment for a building requires careful decision making about a building's historical significance, as well as taking into account level of significance; physical condition; proposed use; and building codes and other regulations.
https://www.nps.gov/tps/standards/treatment-guidelines-2017.pdf

Undertaking: As defined by section 301(7) of the National Historic Preservation Act: A project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a federal agency, including those that: (1) are carried out by or on behalf of a federal agency; (2) are carried out with federal financial assistance; (3) require a federal permit, license, or approval; and (4) are subject to state or local regulation administered pursuant to a delegation or approval by a federal agency.

Variance: a modification to the requirements of the zoning code where, under the unique conditions of the particular property, enforcement of zoning code requirements would result in unnecessary or undue hardship and where such modification is not contrary to the public interest.

Vernacular: Regarding architecture, as defined by Howard Wight Marshall in his book *Vernacular Architecture in Rural and Small Town Missouri: An Introduction*, "those traditional structures built by local people using time-honored methods, learned through apprenticeship and shared experience, and usually without the services of professional, academically trained architects….The commonplace buildings that infuse Missouri's towns and rural areas with distinctive character – a real 'sense of place.'" http://missourifolkloresociety.truman.edu/marshall.html

Wayfinding: The use of signs, maps, graphics, digital applications, or sounds to communicate location and directions to visitors to enhance their experience at places such as heritage sites and museums or their ability to move around communities, parks, trails, and historic districts.

Wayside Exhibit: An outdoor interpretive installation, a sign or public art (or both), noting significant history or characteristics of a historic or cultural site. Such installations may or may not be part of a graphic system that includes wayfinding, but are not themselves intended as wayfinding.

References:

Definitions were provided by the following references:

Bucher, Ward, ed. *Dictionary of Building Preservation.* New York: John Wiley & Sons, 1996.

Harris, Cyril M., ed. *Dictionary of Architecture & Construction.* New York: McGraw Hill, 1993, second edition.

Los Angeles Conservancy. *Glossary of Preservation Terms.* (No longer available at the conservancy's website; for more information, contact the conservancy through its website, https://www.laconservancy.org/

Preservation Terminology, in *ARCHEOLOGY AND HISTORIC PRESERVATION: Secretary of the Interior's Standards and Guidelines [As Amended and Annotated].* https://www.nps.gov/history/local-law/arch_stnds_10.htm, 1995.

Weeks, K.D., and Anne E. Grimmer. 1995. *The Secretary of the Interior's Standards for the Treatment of Historic Properties: With Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings.* Department of the Interior, Washington, D.C. Revised by Anne E. Grimmer, 2017. https://www.nps.gov/tps/standards/treatment-guidelines-2017.pdf

Wisconsin Historical Society. *Historic Preservation Glossary.* https://www.wisconsinhistory.org/Records/Article/CS2827

APPENDIX C: Jefferson City, MO, Listings in the National Register of Historic Places

1. **Bockrath, Henry and Elizabeth, House** (***Historic Southside (Munichburg) MPDF***), 309 W. Dunkin St., Jefferson City (4/23/13)
2. **Broadway-Dunklin Historic District** (***Historic Southside (Munichburg) MPDF***; **map**), most of 600 Blk of Broadway, and the 200 and 300 Blks of West Dunklin St., Jefferson City (11/14/02)
3. **Burch, Nelson C. and Gertrude A., House** (***Historic Southside (Munichburg) MPDF***), 115 W. Atchison St., Jefferson City (1/08/03)
4. **Burch, Oscar G. and Mary H., House** (***Historic Southside (Munichburg) MPDF***), 924 Jefferson St., Jefferson City (11/15/02)
5. **Capitol Avenue Historic District**, roughly Capitol Ave., from Adams to Cherry streets, Jefferson City (12/28/05)
6. **Cole County Courthouse and Jail-Sheriff's House**, Monroe and E High streets, Jefferson City (4/03/73)
7. **Cole County Historical Society Building**, 109 Madison St., Jefferson City (5/21/69)
8. **Dulle Farmstead Historic District**, 1101 Hwy. 54 W, Jefferson City (12/30/93)
9. **East End Drugs**, 630 E. High St., Jefferson City (8/21/03)
10. **Gensky, H. E., Grocery Store Building**, 423 Cherry St., Jefferson City (6/6/01)
11. **Grove, Claud D. and Berenice Sinclair Grove House**, 505 E. State St., Jefferson City (11/14/02)
12. **Haar, Herman, House**, 110 Bolivar St., Jefferson City (5/02/97)
13. **Hess, Philip, House** (***Historic Southside (Munichburg) MPDF***), 714 Washington St., Jefferson City (11/15/02)
14. **Hobo Hill Historic District**, 500 blks. of E. Miller and Jackson streets, Jefferson City (1/02/13)
15. **Ivy Terrace** (Governor Lon Vest Stephens House), 500 E Capitol Ave., Jefferson City (3/16/90)
16. **Jefferson City Community Center**, 608 E Dunklin St., Jefferson City (5/14/92)
17. **Jefferson City National Cemetery** (***Civil War Era National Cemeteries MPDF***), 1024 E McCarty St., Jefferson City (10/01/98)
18. **Jefferson Female Seminary**, 416 and 420 E State St., Jefferson City (2/24/00)
19. **Kaullen Mercantile Co.**, 900 and 902 E. High St., Jefferson City (11/21/02)
20. **Lansdown-Higgins, House**, 5240 Tanner Bridge Rd., Jefferson City vic. (11/12/99)
21. **Lincoln University Hilltop Campus Historic District** (**map**), 820 Chestnut St., Jefferson City (4/28/83)
22. Lincoln University Hilltop Campus Historic District (**Boundary Increase**; **map**), 820 Chestnut St., Jefferson City (8/21/02)

23. **Lohman's Landing Building**, Jefferson and Water streets, Jefferson City (2/25/69)
24. **Missouri Governor's Mansion**, 100 Madison St., Jefferson City (5/21/69)
25. **Missouri State Capitol Building and Grounds** (**map**), High St. between Broadway and Jefferson streets, Jefferson City (6/23/69)
26. **Missouri State Capitol Historic District** (**map**), bounded roughly by Adams, McCarty, Mulberry streets, and the Missouri River, Jefferson City (6/18/76)
27. Missouri State Capitol Historic District (**Boundary Increase**; **map**), 200 Blk. of W. McCarty St. and 406-408 Washington St., Jefferson City (7/17/02)
28. **Missouri State Penitentiary Warden's House**, 700 E Capitol, Jefferson City (10/24/91)
29. **Moreau Drive Historic District**, Moreau & Elmerine Drs., Fairmount Blvd., Oakwood Ave., Fairmount Ct., Lee St. Moreland Ave., Jefferson City (12/11/13)
30. **Moreau Park Historic District**, 3714 Old Wardsville Rd., Jefferson City vic. (9/30/09)
31. **Munichburg Commercial Historic District** (***Historic Southside (Munichburg) MPDF***), 114-130 (even only) E. Dunklin St., 610, 620 Madison St., 704 Madison St., Jefferson City (7/01/09)
32. **Parker, Lester S. and Missouri "Zue" Gordon, House**, 624 E. Capitol Ave., Jefferson City (6/15/2000)
33. **Porth, Dr. Joseph P. and Effie, House**, 631 West Main St., Jefferson City (1/26/01)
34. **Ruthven, John B. and Elizabeth, House**, 406 W Cherry St., Jefferson City (05/26/00)
35. **Schmidt, Charles J. and Clara B. House** (***Historic Southside (Munichburg) MPDF***), 215 W. Atchison St., Jefferson City (1/07/03)
36. **Sommerer, John M. and Lillian, House**, 2023 W. Main St., Jefferson City (6/12/07)
37. **Stephens, Hugh and Bessie, House**, 601 Jackson St., Jefferson City (5/12/09)
38. **Tergin Apartment Building**, 201 W McCarty St., Jefferson City (4/22/99)
39. **Thomas, Albert and Wilhelmina, House** (***Historic Southside (Munichburg) MPDF***), 224 W. Elm St., Jefferson City (11/14/02)
40. **Villa Panorama**, 1310 Swifts Hwy., Jefferson City (1/03/85)
41. **Wallendorf, Joseph and Elizabeth, House**, 701 S. Country Club Dr., Jefferson City (4/04/08)
42. **West End Saloon**, 700-702 W. Main St., Jefferson City (6/27/14)
43. **Woodland-Old City Cemetery**, 1022 & 1000 E McCarty St., Jefferson City (7/23/18)
44. **Zion Lutheran Church**, 2346 Zion Road, Jefferson City vic. (11/15/00)
45. **Zuendt, William E. and Frederica M., House** (***Historic Southside (Munichburg) MPDF***), 920 Jefferson St., Jefferson City (11/15/02)

SOURCE: https://dnr.mo.gov/shpo/cole.htm, accessed 4/16/2019

APPENDIX D: Jefferson City, MO, Local Landmarks

City of Jefferson, Missouri
Historic Preservation Commission
Local Landmarks

1993 Landmarks

Temple Beth El	-	318 Monroe Street
The Jefferson City Community Center	-	608 E. Dunklin Street
Parson's House	-	105 Jackson Street
The Col. Darwin W. Marmaduke House	-	700 E. Capitol Avenue
Housing Unit #4 /A-Hall/JCCC	-	631 E. State Street

1994 Landmarks

Dulle Home	-	800 St. Mary's Boulevard
Richmond Hill Grocery	-	628 W. Main Street
St. Peters Roman Catholic Church	-	216 Broadway Street
Union Pacific Depot	-	301 State Street
National Cemetery and City Cemetery	-	900 and 1000 block E. McCarty Street

1995 Landmarks

Central United Church of Christ	-	118 W. Ashley
International Shoe Building	-	1101 E. Capitol Avenue
Cole County Courthouse	-	301 E. High Street
McClung Park	-	1114 Chestnut Street
The Villa Panarama Mansion	-	1310 Swifts Highway

1996 Landmarks

Monaco House	-	1122 Moreau Drive
Grace Episcopal Church	-	217 Adams Street
B. Gratz Brown House	-	109 Madison Street
Bodtenschats Buehrle House	-	707 Washington Street
Winan's Gallery/Caplinger's Clothing	-	207 E. High Street

1997 Landmarks

The Byrd-Haar House	-	110 Bolivar Street
Warwick Village	-	1507 E. McCarty Street
First United Methodist Church	-	201 Monroe Street
Lincoln University	-	820 Chestnut Street
Lohman's Landing	-	100 Jefferson Street

1998 Landmarks

Governor's Mansion and Garden	-	100 Madison Street
Burch-Berendzen Grocery Building	-	304 E. High Street
Cherry Street Grocery	-	423 Cherry Street
Carnegie Library	-	212 Adams Street
Jefferson City Correctional Center	-	631 E. State Street

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1999 Landmarks

Ephriam B. Ewing House	-	512 E. Capitol Avenue
Whaley's East End Drug	-	630 E. High Street
The Bassman House (materials from the Price Mansion)	-	207 W. McCarty Street
Cliff Street Mansion	-	722 Cliff Street
Houchin House	-	611 E. Capitol Avenue

2000 Landmarks

United States Post Office	-	131 W. High Street
Lester Shepard Parker House	-	624 E. Capitol Avenue
Pat's Place	-	700 W. Main Street
Democrat Building	-	300 E. High Street
Toni Prawl & Dennis Ceglenski Home	-	210 Lafayette Street

2001 Landmarks

The McHenry Home	-	1427 Green Berry Road
Governor's Office Building	-	200 Madison Street
Immaculate Conception Church	-	1206 E. McCarty Street
Old Moreau Heights School Building	-	900 Moreau Drive
The Hess House	-	714 Washington Street

2002 Landmarks

Architects Alliance Building	-	631 W. Main Street
Bob's Market	-	101 Boonville Road
Bolton - Kelly Home	-	1916 Green Berry Road
Oscar Burch Home	-	924 Jefferson Street
Lincoln University President's Home	-	601 Jackson Street

2003 Landmarks

Elizabeth Rozier Home	-	1216 Elmerine Avenue
Dix Apartments	-	623 E. Capitol Avenue
Jefferson Female Seminary	-	416 - 420 E. State Street
Albert and Wilhelmina Thomas House	-	224 W. Elm Street
Old West End School	-	1107 W. Main Street

2004 Landmarks

Tweedie's Shoes	-	122 E. High Street
The Schmidt Apartments	-	318 Jefferson Street
Louis Ott House	-	1201 Moreau Drive
Sommerer House	-	2023 W. Main Street
Towles-Buckner House	-	612 E. Capitol Avenue

2005 Landmarks

George and Judith Goff Home	-	1025 Adams Street
Frank and Carol Burkhead	-	600 E. Capitol Avenue
Kas A Designs	-	308 W. Dunklin Street
Exchange Bank Clock	-	132 E. High Street
O'Donoghue's Steak and Seafood	-	900 E. High Street

2006 Landmarks

Rotary Centennial Park	-	Bolivar Street
St. Mary's Hospital (original building)	-	610 W. Elm Street
The Prison Wall	-	Lafayette & Capitol Avenue
Etta and Joseph Miller Performing Arts Center	-	501 Madison Street
The Tergin Apartments	-	201 W. McCarty Street

2007 Landmarks

St. Peter School	-	314 W. High Street
Henriette Rieger House	-	801 Washington Street

2008 Landmarks

The Garden Gate Building	-	111-113 E. High Street
The Chez Monet Building	-	124-126 E. High Street
Coca-Cola Bottling Company	-	604 Jefferson Street
Monroe Plaza (Double Tree Hotel)	-	422 Monroe Street
The Ira Lohman House	-	1107 Moreau Drive

2009 Landmarks

Hawkins-Herman Home	-	1005 Adams Street
The Cook-Nixon Home	-	1208 Elmerine Avenue
The Towne Grill	-	315 Jefferson Street
The Sunken Garden	-	1110 Moreau Drive

2010 Landmarks

Dr. Robert E. Young Home	-	516 E. Capitol Avenue
Joseph & Elizabeth Wallendorf House	-	701 S. Country Club Drive
Nieghorn House	-	120-122 E. Dunklin Street
Cole County Jail-Sheriff's House	-	301 E. High Street
Housing Unit #1/H-Hall /JCCC	-	115 N. Lafayette Street
Washington Park Shelter House	-	1203 Missouri Boulevard

2011 Landmarks

Western Steam Bottling Works Building	-	610 Jefferson Street
Busch's Florist & Greenhouse	-	620 Madison Street
The Landwehr Dairy Farm	-	2024 E. McCarty Street
Elmer Ott Home	-	1119 Moreau Drive

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2012 Landmarks

East End Fire Station (Old Fire Station 2)	-	915 E. Miller Street
Riverview Cemetery	-	2600 W. Main Street

2013 Landmarks

Nelson C. and Gertrude A. Burch House	-	115 W. Atchison Street
Watts House	-	718 E. Capitol Avenue
Stone House	-	728 W. Main Street

2014 Landmarks

The Eickhoff Home	-	1214 Elmerine Avenue
Jefferson City News Tribune	-	210 Monroe Street
Jefferson City Country Club	-	516 S. Country Club Drive

2015 Landmark

Broadway School	-	230 W. Dunklin Street

2016 Landmark

Hope Mercantile	-	201 E. High St
Farmers Home	-	701-703 Jefferson St
Warden's House	-	722 E. Capitol Ave

2017 Landmark

High Street Retreat	-	712 E High St
Dix Home	-	1919 W Main St

2018 Landmarks

Brandenberger Drug Store	-	130 E. High St
Deetz Home	-	720 E. High St
Collett Home	-	1213 Elmerine Ave

2019 Landmarks

Madison's Café	-	214-216 Madison St
Exchange Bank	-	204 E. High St

SOURCE: Jefferson City Historic Preservation Commission, 2019 Landmark Awards Listing, http://www.jeffersoncitymo.gov/live_play/history_heritage/landmark_awards.php

APPENDIX E: Historic Resource Surveys Completed in Jefferson City, MO

- Jefferson City - Forest Drive Post War Survey (2012): **Report** and **Survey**
- Jefferson City - Historic Southside (1995): **Report**, **Map** and **Survey**
- Jefferson City - Historic East (1992): **Report**, **Map** and **Survey**
- Jefferson City - Moreau Drive Neighborhood (2008): **Report** and **Survey with Maps**
- Jefferson City - Missouri State Capitol Historic District (1975): **Survey**
- Jefferson City - State Capital Historic District (1989): **Report**, **Map** and **Survey**

Source: MO SHPO Listings of Surveys, https://dnr.mo.gov/shpo/survey-eg.htm

Appendix F: City of Jefferson Code, Chapter 7, Article III, Historic Preservation Commission

Sec. 7-51. Established.

There is hereby established a commission on historic preservation.
(Code 1983, § 2-460; Ord. No. 10510, § 1(2-446), 10-21-85)

Sec. 7-52. Members.

A. The historic preservation commission shall consist of nine (9) members. Members shall be residents of the City of Jefferson and must have a demonstrated interest, competence or knowledge in historic preservation. To the extent available in the community, the historic preservation commission shall include professional members representing such disciplines as architecture, architectural history, prehistoric and historic archaeology, planning, urban design, cultural geography, cultural anthropology, folklore, curation, conservation, landscape architecture, law, real estate brokerage, banking, history or other fields related to historic preservation, members or representatives of historical societies and historic preservation groups and residents of historic districts or potential historic districts.

B. The term of office shall be three (3) years, with one third of the positions being available for appointment each year. All members shall continue to serve until their successors shall have been appointed and qualified.

C. The mayor shall nominate persons to serve on the commission on historic preservation, and the appointment shall be confirmed by the city council. The mayor, with a majority vote of the city council, may remove any member of the commission for failure or inability to attend meetings, or for other good cause shown. A vacancy on the commission shall be filled by appointment and approval in like manner for the unexpired portion of term. In the event of a vacancy on the commission, action to fill the vacancy shall be initiated by the mayor within 60 days of the vacancy, subject to availability of persons willing and qualified to serve.

D. The appointed members of the commission shall receive no compensation, but shall receive reimbursement for cost incurred with their service.

(Ord. No. 13528, §1, 4-21-2003; Code 1983, § 2-461; Ord. No. 10510, § 1(2-447), 10-21-85; Ord. No. 12397, § 1, 1-8-96)

Sec. 7-53. Meetings.

The historic preservation commission shall hold a regular business meeting at least once each quarter at such time and place as shall be established by rule of the commission. The commission may hold such additional business meetings as it shall, from time to time, deem necessary. A majority of the members of the commission shall constitute a quorum.

(Code 1983, § 2-462; Ord. No. 10510, § 1(2-448), 10-21-85)

Sec. 7-54. Officers.

The historic preservation commission shall elect, at its first meeting in each fiscal year, a chairman, a vice-chairman, and a secretary-treasurer. Such officers shall be eligible to succeed themselves at the will of the commission.

(Code 1983, § 2-463; Ord. No. 10510, § 1(2-449), 10-21-85)

Sec. 7-55. Powers and duties generally.

The historic preservation commission shall have the following powers and duties:

A. Adopt rules and regulations consistent with the law for the conduct of its business and establishing its procedures.

B. To effect and accomplish the protection, enhancement, perpetuation and use of districts, sites, buildings, structures and objects which reflect elements of the city's historic, cultural, aesthetic and architectural heritage.

C. To safeguard the city's historic, cultural, aesthetic and architectural heritage as embodied and reflected in such districts, sites, buildings, structures and objects; to enhance and stabilize neighborhood property values; to encourage neighborhood conservation; to foster civic pride in the beauty and noble accomplishments of the past; to protect and enhance the city's attraction to tourists and visitors and the support and stimulus to business and industry thereby provided; to strengthen the economy of the city.

D. To promote the use of historic landmarks and historic districts for the education, enjoyment and welfare of the city; to determine whether a building, structure, site, object or district has historic, cultural, aesthetic or architectural significance; and to promote the safety, health, morals and general welfare of the city as a whole.

E. Inspect any site, building or structure, with the permission of the property owner, which it has reason to believe is or will be a historical site and coordinate its activities with state or local historical societies, the State of Missouri and the federal government in order to prevent duplication of effort.

F. Compile and maintain a current register of all sites, buildings and structures the commission determines to be historical sites with the description of the site and the reason for the inclusion of the site in the register.

G. Explore means for the protection, retention and preservation of any historical site including, but not limited to, appropriate legislation and financing, such as the establishment of a private funding organization or individual, local, state or federal assistance.

H. Recommend standards for historical and aesthetic zones and the establishment of such zones within the city to the extent that the same may be authorized by law.

I. To review applications to build, erect, construct, alter, destroy, remove or in any way change the external appearance of any public or private structure designated as a landmark for historical preservation, and to make a recommendation to the Planning and Protective Services Department and the city council. The CJHPC shall advise the Mayor and City Council of all recommendations made to the Planning and Protective Services Department. (Ord. No. 14691, §1, 6-21-2010)

(Code 1983, § 2-464; Ord. No. 10510, § 1(2-450), 10-21-85; Ord. No. 13301, 11-5-2001)

Sec. 7-56. Annual report.

The historic preservation commission shall make an annual report to the city council giving a full account of its business and its accomplishments.

(Code 1983, § 2-465; Ord. No. 10510, § 1(2-451), 10-21-85)

Sec. 7-57. Finances.

The City Council, acting for the commission, may receive federal and state grants for the work of the commission. The commission also is empowered to accept and use private constructions for the furtherance of its work.

(Code 1983, § 2-466; Ord. No. 10510, § 1(2-452), 10-21-85)

Sec. 7-58. City cooperation.

The commission may request and shall receive the cooperation of city staff members, to the extent reasonably possible, in providing it assistance for the furtherance of its duties.

(Code 1983, § 2-467; Ord. No. 10510, § 1(2-453), 10-21-85)

Secs. 7-59 - 7-90. Reserved.

Appendix G: City of Jefferson Code, Chapter 25, Article V, Neighborhood Redevelopment

Sec. 25-130. Old Town District Established.

An area is established within the corporate boundaries of the City of Jefferson to be named "Old Town District" that includes primarily the older neighborhoods and commercial areas within the City; the specific area is described as follows:

Beginning at the intersection of Southwest Blvd and Stadium Blvd, thence east along Stadium Blvd., to Leslie Blvd, thence east along Leslie Blvd to Moreau Drive, thence north following Moreau Drive to Clark Ave, thence north continuing on Clark Ave to East McCarty Street, thence east on East McCarty to Benton Street, thence north on Benton to East High Street, thence east on East High Street to Riverside Drive, thence north west following Riverside Drive and continuing in the same direction to the City Limits. Thence following the City Limits and the Missouri River to a point in the Missouri River and along the City Limit line to a point where a line North 55° 30' 25" East from the intersection of Livingston Street and Boonville Road intersects the mid-point of the Missouri River. Thence south west along said line to the intersection of Livingston Street and Boonville Road. Thence south and east following Boonville Road, Dix Road, and the Dix-Southwest Connector to Southwest Blvd, thence south and west along Southwest Blvd to the point of beginning.

Sec. 25-131 Intent.

The purpose of the programs established in this Article is to enhance, encourage and support reinvestment in the City's core, and to consolidate the City's incentive programs into a single Article. The Term "Parts" as used herein after refers to the language in the original enacting ordinance pertaining to "Part xx of the Nbd Reinvestment Act" including Ordinances 14296, 14774, 14507 and Ord 14773.

Sec. 25-132 Definitions.

Department. The Department of Planning and Protective Services.

Director. The Director of the Department of Planning and Protective Services the City of Jefferson or his or her appointee.

Secs. 25-133 through 25-140. Reserved,

Sec. 25-141. Residential Incentive Programs.

A. Title and Purpose.

1. The title of this section shall be "Parts One and Two of the City of Jefferson City Neighborhood Reinvestment Act, the Residential Incentive Programs."

2. Its primary purpose is to improve existing neighborhoods in greatest need within the City of Jefferson, by encouraging owner occupation of homes which have been vacant for a year or more, or which have been used for purposes other than single family owner occupied residences. The Act's other purposes include: increasing the value of properties eligible to participate in the programs offered by this ordinance, increasing the value of other properties in the neighborhoods where participating properties are located; improving the residential real estate market within the City of Jefferson; and providing housing opportunities for young families, retired citizens and people of modest means.

3. Area of Eligibility. Properties in the following areas may participate in residential incentive programs, if determined eligible, as defined in Paragraph C.

   a. Old Town District.

   b. Properties located adjacent to and east of the Old Town District may be eligible for the Neighborhood Reinvestment Programs, more specifically described as follows: Beginning with property frontages east along 1100 block of Lee Lane to 1200 block of Lee St to 1400 Block of Bald Hill to 700 & 800 Block of Cardinal St to 1400 block of Cottage Ln to 600 Block of Gordon to 1400 block of E Elm St, thence east to 400 block of Vetter Ln, thence north to 1500 block of E McCarty St, thence east to 100 block of Grant St over to Riverside Dr.

4.

B. Definitions.

1. The term "Eligible Real Estate" as used in this ordinance shall be defined to mean real estate situated entirely within the corporate limits of the City and which meets all of the following qualifications:

   a. The residential structure is located on the real property built before December 31, 1959;

   b. The real property was purchased from a third party in a good faith, arms-length transaction;

   c. The residential structure on the real property is occupied by the owner as the owners primary residence and the owner makes application for any reimbursement authorized under this ordinance within thirty (30) calendar days following the end of the calendar year during which the property was purchased;

   d. The residential structure on the real property has either been vacant or used for some other purpose other than an exclusively owner-occupied single family residence during the 180 days preceding the date of purchase;

   e. The real property including the residential structure has a fair market value of no more than One Hundred Fifty Thousand and 00/100 ($150,000.00) at the time of purchase; and

   f. The property has not been previously assisted with the program in the past 10 years.

2. The term residential structure shall include owner occupied dwellings:

a. Detached single family dwelling; or

b. Dwelling constructed as a duplex containing no more than two residential units.

3. The terms of eligibility include not having any delinquent taxes, liens, assessments, or other fees due to the City.

C. Part One – Real Estate Tax Reimbursement Incentive.

Upon receipt of a Real Estate Tax Reimbursement application and certification by the Director of eligibility, the Director shall pay the owner of a parcel of Eligible Real Estate an amount equal to all Eligible Real Estate Taxes paid by the owner on such Eligible Real Estate for the previous tax year.

1. The Director shall establish procedures for certifying properties eligible for tax reimbursement under this Section, including procedures for establishing the period of vacancy or prior use of any property being considered for participation in programs under this Act.

2. The Director may conditionally certify properties eligible for tax reimbursement under this Section in advance of a prospective owner purchasing the property.

3. The term "Eligible Real Estate Taxes", as used in this ordinance, shall mean all real estate tax paid on real property for a parcel of Eligible Real Estate, imposed or collected by the City of Jefferson, Cole County, Jefferson City Public Schools, or any other taxing authority but shall not include taxes which became delinquent before being paid.

4. The owner(s) may receive reimbursement for no more than five (5) tax years and no more than Two Thousand and no/100 dollars ($2,000.00) for any one tax year.

5. The first year an owner may be eligible for real estate tax reimbursement authorized by this ordinance shall be either the year in which the owner purchases and occupies the property as the owner's primary residence, or the following year, at the owner's election. The tax reimbursement shall be pro-rated if the owner chooses to select the year of purchase as first year of reimbursement.

6. For purposes of this ordinance, real estate shall be deemed to have been purchased on the date title was conveyed to the buyer from the seller.

7. Conditions of eligibility.

a. An owner may be an individual holding title as sole owner, a joint tenancy, tenancy by entireties, tenants in common, or a trust, provided the primary beneficiaries of the trust and all other members of other forms of tenancy or ownership occupy the property as a primary residence;

b. Evidence of an owners primary residency shall be established by the satisfaction of the Director;

c. An owner must continue to occupy the property for the full five years during which the taxes are abated, unless one or more owners occupying the property shall die or become confined to a long-term residential health care facility before the end of the five year period;

d. The maximum annual tax reimbursement to which an owner shall be entitled is Two Thousand and no/100 Dollars ($2,000.00);

e. Requests for reimbursement shall be submitted to the Department no later than June 30th each year; and

f. The real estate incentive offered by this section shall be available on a "first-come, first-serve" basis after the effective date of this ordinance, provided funds are budgeted and

available.

8. Recapture. As a further condition to participating in the program authorized by this ordinance, the owner of the real estate shall agree to permit the City to recapture the full amount of any tax reimbursements made under this ordinance if the owner ceases occupying the property as the owner's primary residence within five years of the date when the owner first becomes eligible to participate in the program. The owner shall further agree to permit the City to assert a lien on the real estate in form of a Deed of Trust in the amount of the previous year real estate tax amount times five as an estimate of reimbursements made to the property owners.

D. Part Two - Down Payment Incentive.

Upon the receipt of a Down Payment Incentive application, and certification by the Director, he/she shall pay to the owner of a parcel of Eligible Real Estate up to the amount of Five Thousand and no/100 Dollars ($5,000.00) to be applied to the down payment for purchase of the Eligible Real Estate.

1. The Director shall establish the procedure for certifying properties eligible for down payment assistance under this Section, including the procedures for establishing the period of vacancy or prior use of any property being considered for participation in programs under this Act.

2. The Director may conditionally certify properties eligible for down payment assistance under this Section in advance of a prospective owner purchasing the Eligible Real Estate.

3. The owner or owners may receive an incentive of no more than Five Thousand and no/100 Dollars ($5,000.00). The amount provided will be determined based on the owners' cash contribution towards purchase at closing.

4. Recapture. As a further condition to participating in the program authorized by this ordinance, the owner of the real estate shall agree to permit the City to recapture the full amount of any down payment assistance made under this ordinance if the owner ceases occupying the property as the owner's primary residence within five years of the date when the owner first becomes eligible to participate in the program. The owner shall further agree to permit the City to assert the full amount of the reimbursed taxes as a lien on the real estate.

Sec. 25-142. Reserved.

Section 25-143. Part Three - Commercial Façade Tax Reimbursement Program. .

A. Title and Purpose.

1. Title. The title of this section shall be "Part Three of the City of Jefferson City Neighborhood Reinvestment Act- Commercial Façade Tax Reimbursement Program.

2. Purpose. The main objective of this Article is to enhance the aesthetics of the City by improving the facades of older commercial buildings in The City of Jefferson so that after completion of work, citizens will recognize improvement in the appearance of the buildings. A secondary objective is to promote mixed use (residential/commercial) in the older commercial areas of the

city.

B. Eligibility. To be eligible for this Program, properties eligible must meet the following criteria:

1. The property must be in a commercial zone and the building to be improved must be used, at the time the application is made, for a purpose which would require a commercial zone (hereinafter referred to as "commercial use");

2. The structure must have been constructed before December 31, 1959;

3. The property must have a fair market value of Forty Thousand and no/100 Dollars ($40,000.00) or more at the time the application for improvements is approved;

4. The property, and its owner or owners, must not be delinquent in payment of any State, County, or City taxes;

5. Property must remain in use over the reimbursement period and must re-qualify annually.

6. Exterior improvements must be significant, exceeding Ten Thousand and no/100 Dollars ($10,000.00), and be completed prior to reimbursement eligibility.

7. Exterior improvement projects must meet appearance guidelines published by the Historic Preservation Commission after approval by the City Administrator, which, at a minimum, that the improvements be:

   a. Consistent with the appearance of the building as originally constructed;

   b. Consistent with the appearance of other buildings in the vicinity as originally constructed in Jefferson City at the same time;

   c. Consistent with the present appearance of other buildings on the same block which were constructed at approximately the same time.

8. Any work done prior to approval of Facade Improvement Application is not eligible.

9. Eligible improvements include:

   a. Facade removal;

   b. Brick or wall surface cleaning;

   c. Patching and painting of facade walls;

   d. Canopy, porch, awning installation/repair;

   e. Window and/or door replacement/repair;

   f. Mortar joint repair;

   g. Railings, ironwork repair or addition;

   h. Cornice repair or replacement;

   i. Replacement/repair to exterior steps.

10. Plans for building/facade improvements must be approved by the Facade Improvement Committee. (Ord. No. 14731, §1, 10-18-2010).

11. A property may be eligible for the Tax Reimbursement Program one time only.

12. The real estate incentive offered by this section shall be available on a "first-come, first-serve" basis after the effective date of this ordinance, provided funds are budgeted and available.

13. If the tax reimbursement is not collected within two (2) years of application approval by the

Façade Improvement Committee the application is voided and therefore would need to re-apply for the program.

14. The first year an owner may be eligible for real estate tax reimbursement authorized by this ordinance shall be either the year in which the owner completes the approved façade improvements to the property, or the following year, at the owner's election. The tax reimbursement shall be pro-rated if the owner chooses to select the year of completed façade improvement as first year of reimbursement.

15. Total annual reimbursement may not exceed the property taxes assessed or Three Thousand and no/100 Dollars ($3,000.00), whichever is less.

16. Requests for reimbursement shall be submitted to the Department no later than June 30th each year.

17. Eligible owners may receive reimbursement for not more than three years. Eligibility must be certified each year.

18. If the upper floors of the building are also in use as residential living space after completion of the facade improvements, the owner may apply for and receive tax reimbursement for an additional two (2) years. To be eligible for the two (2) additional years of tax reimbursement:

    a. A Certificate of Occupancy must be issued by the City; and.

    b. A copy of rental/lease agreement be provided as documentation of residential use must be received by the Department.

19. If the upper floors of the building are also occupied as commercial space, the owner may apply to receive up to additional two (2) years of tax reimbursement which shall be granted provided that the applicant meets the following requirements set forth herein.

    a. That the second floor of the property is being occupied for an active commercial use as a retail or office space; and

    b. The use of the second floor of the property attracts workers or patrons to the commercial area in addition to those using the first floor of the property; and

    c. The second floor has been inspected by a city code inspector and certified as meeting all codes applicable to the use.

    d. To qualify as an "active commercial use" the second floor must be used for retail purposes, professional offices, financial services, entertainment, religious services, or food or beverage sales. The term "active commercial use" does not include storage of items used in conjunction with another business or residence on or off of the premises. The term "second floor" shall not include any floor which is at or below grade at any point.

    e. To be eligible for the two (2) additional years of tax reimbursement,

        (i) Certificate of Occupancy be issued by the city code inspector; and

        (ii) Rental/lease agreement be provided to the city as documentation of commercial use.

A. Title and Purpose.

1. The title of this section shall be "Part Four of the City of Jefferson Neighborhood Reinvestment Act: Adaptive Reuse Incentives"

2. The purpose of this section is to bring vacant buildings which have outlived their original residential purpose and adapt the building for new uses while retaining their historic features.

B. Definitions.

1. The term "Eligible Project" as used in this ordinance shall be defined to mean real estate situated entirely within the corporate limits of the City and which meets all of the following qualifications:

a. The residential structure is located on the real property constructed before December 31, 1959; and

b. The primary structure on the real property is vacant, and has been continuously vacant for a period of at least 180 days; and

c. The property is included in one of the adopted neighborhood plans and the proposed use of the property is in compliance with such plan;

d. The real property including the structure has a fair market value of Forty Thousand and no/100 Dollars ($40,000.00) or more;

e. Exterior improvement projects must meet appearance guidelines published by the Historic Preservation Commission, at a minimum, the improvements must be:

(i) Consistent with the appearance of the building as originally constructed;

(ii) Consistent with the appearance of other buildings in the vicinity as originally constructed in the City of Jefferson at the same time; and

(iii) Consistent with the present appearance of other buildings on the same block which were constructed at approximately the same time.

f. Plans for building/façade improvements must be approved by the Façade Improvement Committee.

2. The term "Eligible Real Estate Taxes", as used in this ordinance, shall mean all property tax which has been paid on the real property for a parcel of an Eligible Project, imposed or collected by the City of Jefferson, Cole County, Jefferson City Public Schools, or any other taxing authority but shall not include taxes which became delinquent before being paid.

3. "Owner" or "Owners" may be an individual holding title as sole owner, a joint tenancy, tenancy by the entireties, tenants in common, or a trust.

4. The term "occupied" as used in this section shall mean that the property is being used for the purpose or purposes as set forth in the original application of the owner.

5. The term residential structure shall include:

a. A portion of a non-residential structure which is solely used for residential purposes and which has toilet facilities as well as ingress/egress which are separate from the non-residential use; or

b. A residential unit of a condominium building, even if such building includes non-residential units.

C. Eligibility. To be eligible to participate in the program, the owners of the property must:

1. Successfully complete the "Call Before You Start" program as proscribed by the City Administrator prior to commencing construction, and;

2. Have committed to spending no less than Ten Thousand and no/100 Dollars ($10,000.00) for rehabilitation of the property, and;

3. Be ineligible for participation in any other City incentive program, and;

4. Not have any delinquent taxes or other fees due to the City .

D. Construction.

1. All construction and or remodeling shall be done in compliance with City Codes.

2. All construction and/or remodeling shall preserve or restore, to the maximum extent practicable, the historic appearance of the exterior of the building.

E. Property to be Occupied. The property shall be continuously occupied during the tax reimbursement period.

F. Tax Reimbursement. Upon receipt of a property application and certification by the Director of Planning and Protective Services that the project and the owners have met all eligibility requirements, the Director of Finance shall pay the owners of the Eligible Project an amount equal to all property taxes paid on the property for the previous tax year. The owner(s) may receive reimbursement for no more than two (2) tax years and no more than Two Thousand and no/100 dollars ($2,000.00) for any one tax year.

G. The first year an owner may be eligible for real estate tax reimbursement authorized by this ordinance shall be either the year in which the owner completes the approved façade improvements to the property, or the following year, at the owner's election. The tax reimbursement shall be pro-rated if the owner chooses to select the year of completed improvements as first year of reimbursement.

H. Requests for reimbursement shall be submitted to the Department no later than June 30th each year.

I. Administration. The Director shall establish procedures for certifying properties eligible for tax reimbursement under this Section, including procedures for establishing the period of vacancy or prior use of any property being considered for participation in programs under this Act. The Director of Planning and Protective Services may conditionally certify properties eligible for tax reimbursement under this Section in advance of a prospective owner purchasing the property.

J. The real estate incentive offered by this section shall be available on a "first-come, first-serve" basis after the effective date of this ordinance, provided funds are budgeted and available.

K. Recapture. As a further condition to participating in the program authorized by this ordinance, the owner of real estate shall agree to permit the City to recapture the full amount of any tax reimbursements made under this ordinance if the property ceases to be occupied within five years of the date when the owner first becomes eligible to participate in the program. The owner shall further agree to permit the City to a lien on the real estate in the form of a Deed of Trust in the amount of Four Thousand and no/100 Dollars ($4,000.00).

(Ord. 14782, §1, 4-4-2011; Ord. No. 14829, §14, 8-1-2011; Ord. No. 15183, §4, 10-21-2013)

Sec. 25-145. Part Five Rental Façade Program.

A. Title and Purpose.

1. Title. The title of this section shall be "Part Five of the City of Jefferson Neighborhood Reinvestment Act- Rental Façade Program."

2. Purpose. The primary objective of this program is to enhance aesthetics of the City by improving the exterior appearance and condition of neighborhood residential rental properties in the City of Jefferson by reimbursing 50% of the cost of improvements. A secondary objective is to eliminate exterior blight of older residential structures.

B. Definitions. The term "Eligible Real Estate" as used in this ordinance shall be defined to mean real property which meets all of the following qualifications;

1. The residential structure located on the real property was constructed before December 31, 1959;

2. The residential structure is utilized as rental property; and

3. The term residential structure shall include:

a. Detached single family residential dwelling;

b. Dwelling constructed as a duplex containing no more than two residential units.

C. Areas of Eligibility. Properties in the following areas may participate in this incentive program, if determined eligible, as defined in Paragraph D.

1. Old Town District.

2. Properties located adjacent and to the east of the Old Town District may be eligible for the Neighborhood Reinvestment Programs. More specifically described as follows:

Beginning with property frontages east along 1100 block of Lee Lane to 1200 block of Lee St to 1400 Block of Bald Hill to 700 & 800 Block of Cardinal St to 1400 block of Cottage Ln to 600 Block of Gordon to 1400 block of E Elm St, thence east to 400 block of Vetter Ln, thence north to 1500 block of E McCarty St, thence east to 100 block of Grant St over to Riverside Dr.

D. Eligibility. To be eligible for this program, properties shall meet the following criteria:

1. Exterior improvements must be significant, exceeding Ten Thousand and no/100 Dollars ($10,000.00), and be completed prior to reimbursement eligibility.

2. Exterior improvement projects must meet appearance guidelines published by the Historic Preservation Commission, which, at a minimum, that the improvements be:

a. Consistent with the appearance of the building as originally constructed;

b. Consistent with the appearance of other buildings in the vicinity as originally constructed in the City of Jefferson at the same time;

c. Consistent with the present appearance of other buildings on the same block which were constructed at approximately the same time.

3. Any work done prior to approval of the Rental Façade Application is not eligible.

4. Eligible improvements include:

a. Patching and painting of façade walls;

b. Siding installation/repair;

c. Window and/or door replacement/repair;

d. Brick or wall surface cleaning;

e. Canopy, porch awning installation/repair;

f. Mortar joint repair;

g. Railings, ironwork repair or addition;

h. Gutters and downspouts;

i. Replacement/repair to exterior steps.

5. Plans for building/facade improvements must be approved by the Façade Improvement Committee.

6. The terms of eligibility include not having any delinquent taxes, liens, assessments, or other fees due to the City.

7. Total reimbursement may not exceed Five Thousand and no/100 Dollars ($5,000.00) per unit with a maximum of Ten Thousand and no/100 Dollars ($10,000.00).

8. The incentive offered by this section shall be available on a "first-come, first-serve" basis after the effective date of this ordinance, provided funds are budgeted and available.

9. The Director shall establish procedures for certifying properties eligible for the program under this Section.

10. Recapture. As a further condition to participating in the program authorized by this ordinance, the owner of the real estate shall agree to permit the City to recapture the full amount of any tax reimbursements made under this ordinance if the owner ceases owning the property within five years of the date when the owner first becomes eligible to participate in the program. The owner shall further agree to permit the City to assert a lien on the real estate in form of a Deed of Trust in the amount of no less than Five Thousand and no/100 Dollars ($5,000.00) but no more than Ten Thousand and no/100 Dollars ($10,000.00).

(Ord. No. 15345, §1, 11-17/2014)

Sec. 7-54. Officers.

The historic preservation commission shall elect, at its first meeting in each fiscal year, a chairman, a vice-chairman, and a secretary-treasurer. Such officers shall be eligible to succeed themselves at the will of the commission.

(Code 1983, § 2-463; Ord. No. 10510, § 1(2-449), 10-21-85)

Sec. 7-55. Powers and duties generally.

The historic preservation commission shall have the following powers and duties:

A. Adopt rules and regulations consistent with the law for the conduct of its business and establishing its procedures.

B. To effect and accomplish the protection, enhancement, perpetuation and use of districts, sites, buildings, structures and objects which reflect elements of the city's historic, cultural, aesthetic and architectural heritage.

C. To safeguard the city's historic, cultural, aesthetic and architectural heritage as embodied and reflected in such districts, sites, buildings, structures and objects; to enhance and stabilize neighborhood property values; to encourage neighborhood conservation; to foster civic pride in the beauty and noble accomplishments of the past; to protect and enhance the city's attraction to tourists and visitors and the support and stimulus to business and industry thereby provided; to strengthen the economy of the city.

D. To promote the use of historic landmarks and historic districts for the education, enjoyment and welfare of the city; to determine whether a building, structure, site, object or district has historic, cultural, aesthetic or architectural significance; and to promote the safety, health, morals and general welfare of the city as a whole.

E. Inspect any site, building or structure, with the permission of the property owner, which it has reason to believe is or will be a historical site and coordinate its activities with state or local historical societies, the State of Missouri and the federal government in order to prevent duplication of effort.

F. Compile and maintain a current register of all sites, buildings and structures the commission determines to be historical sites with the description of the site and the reason for the inclusion of the site in the register.

G. Explore means for the protection, retention and preservation of any historical site including, but not limited to, appropriate legislation and financing, such as the establishment of a private funding organization or individual, local, state or federal assistance.

H. Recommend standards for historical and aesthetic zones and the establishment of such zones within the city to the extent that the same may be authorized by law.

I. To review applications to build, erect, construct, alter, destroy, remove or in any way change the external appearance of any public or private structure designated as a landmark for historical preservation, and to make a recommendation to the Planning and Protective Services Department and the city council. The CJHPC shall advise the Mayor and City Council of all recommendations made to the Planning and Protective Services Department. (Ord. No. 14691, §1, 6-21-2010)

(Code 1983, § 2-464; Ord. No. 10510, § 1(2-450), 10-21-85; Ord. No. 13301, 11-5-2001)

Sec. 7-56. Annual report.

The historic preservation commission shall make an annual report to the city council giving a full account of its business and its accomplishments.

(Code 1983, § 2-465; Ord. No. 10510, § 1(2-451), 10-21-85)

Sec. 7-57. Finances.

The City Council, acting for the commission, may receive federal and state grants for the work of the commission. The commission also is empowered to accept and use private constructions for the furtherance of its work.

(Code 1983, § 2-466; Ord. No. 10510, § 1(2-452), 10-21-85)

Sec. 7-58. City cooperation.

The commission may request and shall receive the cooperation of city staff members, to the extent reasonably possible, in providing it assistance for the furtherance of its duties.

(Code 1983, § 2-467; Ord. No. 10510, § 1(2-453), 10-21-85)

Secs. 7-59 - 7-90. Reserved.

Appendix H: City of Jefferson Economic Development Tools: Existing TIFS, CIDS, and TDDS (as of 8-17-17)

	Inception Date	Expiration Date
TAX INCREMENT FINANCING (TIFs)		
High Street-O'Donoghues TIF	2002	2025
Southside TIF	2009	2033
Capital Mall TIF	2014	2037

TIF is an economic development tool which allows all new property taxes and one-half of new sales taxes created by a redevelopment project to be captured by the City and deposited in a Special Allocation Fund. Money deposited in a Special Allocation Fund can then used to pay for approved public and private development costs of the redevelopment project. TIFs must be approved the governing body of the City in which they are located and may be only utilized in areas which have been found to be "blighted."

COMMUNITY IMPROVEMENT DISTRICT (CID)		
Southside Munichberg CID	2009	Perpetual
Capital Mall CID	2014	2054

CIDs are typically created as independent political subdivisions of the state which may impose sales taxes, property taxes, special assessment on property, or business license taxes above those which may be otherwise imposed by a City. CID sales taxes are capped at 1%. These revenues can then be used to pay for a broad array of improvements and services within the boundaries of the CID. CIDs are created by a petition submitted to and approved by the governing body of the City in which they are located.

TRANSPORTATION DEVELOPMENT DISTRICT (TDD)		
Commons of Hazel Hills at Missouri 179 (new St. Mary's Hospital)	2005	Perpetual*
U.S. Hwy 50/63 and City View Drive (East Wal-Mart)	2006	Perpetual*
Stone Ridge	2007	Perpetual*

TDDs are independent political subdivisions of the state which may impose sales taxes, property taxes, or special assessments against property above those which may be otherwise imposed by a City. TDD sales taxes are capped at 1%. These taxes can then be used to pay for transportation-related public improvements only, including roads, pedestrian ways, parking lots and/or structures, bridges, ports, airport and rail facilities, etc. TDDs are created by a petition submitted to and approved by the Circuit Court of the County in which the TDD is located to which the City and State are parties. Transportation projects undertaken by a TDD are subject to approval by the City and/or the State (if the project involves state highways or other state facilities).

*TDDs may remain in existance as long as there are approved projects to be completed an/or obligations of the TDD to pay off. Once all TDD projects are complete and obligations are retired, TDD should be terminated upon approval of the State Auditor.