



"THE METROPOLITAN REGION IS NOW THE FUNCTIONAL UNIT OF OUR ENVIRONMENT, AND IT IS DESIRABLE THAT THIS FUNCTIONAL UNIT SHOULD BE IDENTIFIED AND STRUCTURED BY ITS INHABITANTS. THE NEW MEANS OF COMMUNICATION WHICH ALLOW US TO LIVE AND WORK IN SUCH A LARGE INTERDEPENDENT REGION, COULD ALSO ALLOW US TO MAKE OUR IMAGES COMMENSURATE WITH OUR EXPERIENCES."

- KEVIN LYNCH, IMAGE OF THE CITY (1960)

ACKNOWLEDGEMENTS

MAYOR / CITY MANAGER, CITY OF STEUBENVILLE

Domenick Mucci, Jr.

CITY COUNCIL

Kenneth Davis - Councilperson at Large Gerald DiLoreto - 1st Ward Councilperson Richard Perkins - 2nd Ward Councilperson Gregory Metcalf - 3rd Ward Councilperson Angela Suggs - 4th Ward Councilperson William Paul - 5th Ward Councilperson David Lalich - 6th Ward Councilperson

URBAN PROJECTS DIRECTOR

Christopher Petrossi

COMPREHENSIVE PLAN STEERING COMMITTEE

William Hendricks, Chairman, Planning & Zoning Commission

Eric Exley , Secretary, Planning & Zoning Commission Teresa DiCarlantonio, Vice-Chair, Planning & Zoning Commission

Tyrone Thomas, Planning & Zoning Commission Michael Barber, Planning & Zoning Commission Richard Perkins, 2nd Ward Councilperson Gerald Di Loreto, 1st Ward Councilperson Angela Suggs, 4th Ward Councilperson Christopher Petrossi, Urban Projects Director Steubenville Planning and Zoning Commission

CONSULTING TEAM:

MKSK

Craig Gossman Sukirti Ghosh Juliana Silveira Megan Karalambo

LSL PLANNING

Sherrin Hood Brad Strader

BENJAMIN D. RICKEY

Jeff Darbee Nancy Recchie A portion of this publication was made possible in part by a grant from the National Park Service, U.S. Department of the Interior, administered by the Ohio Historic Preservation Office of the Ohio Historical Society. This program receives federal assistance for identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, as amended, the U.S. Department of the Interior prohibits discrimination in departmental federally assisted programs on the basis of race, color, national origin, age or disability. Any person who believes he or she has been discriminated against in any program, activity, or facility operated by a recipient of federal assistance should write to: Office of Equal Opportunity, National Park Service, 1849 C Street, NW, Washington, D.C. 20240.



With the support of the U.S. Department of the Interior's Historic Preservation Fund and the Ohio Historic Preservation Office of the Ohio Historical Society

THE COMPREHENSIVE PLAN WAS ADOPTED BY STEUBENVILLE CITY COUNCIL ON SEPTEMBER 10, 2013 (ORDINANCE NO. 2013-58)

TABLE OF CONTENTS

CHAPTER 1: INTRODUCTION TO STEUBENVILLE

Background	7
Location	8
Community Profile	8
Planning Process & Guiding Principles	9
Vision and Goals	10
Big Ideas	11
Strategic Tools	12
Historic Maps	20
Existing Plans, Studies	21
Existing Conditions	25
Utilities	31

CHAPTER 2: LAND USE

Background			
Existing Land Use Plan			
Existing Natural Features			
Future Land Use Recommendations			
Future Land Use Plan			

CHAPTER 3: ECONOMIC DEVELOPMENT

Background		
Assessment		
Economic Development Strategy		
Downtown Steubenville		
Quality of Life Assessment		

CHAPTER 4: RESIDENTIAL NEIGHBORHOODS

Background	57
Assessment	58
Opportunities and Recommendations for Action	60

CHAPTER 5: TRANSPORTATION AND MOBILITY

Background	65
Assessment	66
Street Design Tools	67
Non-Motorized Tools	69
Recommendations	70

CHAPTER 6: HISTORIC PRESERVATION

35

36

38

39

40

45

46

49

53 54

Historic Context	75
Challenges and Opportunities	82
Reecommendations for Future Action	84
Public Policy	84
Downtown Economic Development	85
Neighborhoods	87
Heritage Tourism	88
Education/Public Awareness	89
Recommendations for Designation	90
Historic District and Landmarks	92
Additional Information	93

CHAPTER 7: DEVELOPEMENT FRAMEWORK & DESIGN GUIDELINES

Background	99
Framework - Growth Pattern	100
Opportunity Areas	101
Design Standard Elements	109

CHAPTER 8: APPENDIX

Glossary	123
Potential Funding Sources	
Additional Information	126

CHAPTER 1 | INTRODUCTION TO STEUBENVILLE

CHAPTER ONE BACKGROUND

INTRODUCTION

The City of Steubenville is located in Jefferson County along Ohio's eastern border with West Virginia. It is the County seat, and is home to Franciscan University of Steubenville, Eastern Gateway Community College and the Trinity Health System School.

In 1787, Fort Steuben was built to protect surveyors sent by the Continental Congress to map the Northwest Territory from illegal settlers and Native Americans. The fort burned down in 1790, and was relatively ineffective at keeping settlers from Pennsylvania and Virginia from occupying the area known as the Seven Ranges, which encompassed all of Monroe, Harrison, Belmont and Jefferson Counties, and portions of Carroll, Columbiana, Tuscarawas, Guernsey, Noble, and Washington Counties. Steubenville was founded in 1797 atop the ruins of Fort Steuben. The area attracted settlers because of its topography and fertile soils located within a valley along the Ohio River. As a result, the highest intensity uses and higher density neighborhoods are located in the eastern portions of the city, where it borders the Ohio River.

By the late 1840s, Steubenville was a flourishing community with various manufacturing establishments, and by 1951, it was a stop along the railroad from Pittsburgh to Chicago and St. Louis. The brewing of beer was a large industry in Jefferson County before it became a dry county in 1908.

RUST BELT / STEEL INDUSTRY IMPACT

As a result of the declining steel industry, the Steubenville area has experienced sluggish growth in the past few decades. However, coal mining and steel production/ processing remains an important business in the regional marketplace.

WHAT IS THE COMPREHENSIVE PLAN?

The comprehensive plan is a document created by the City of Steubenville Planning and Zoning Commission and adopted by the City Council to guide the future growth and development of the City. A sound comprehensive plan sets the course for actions, policies and improvements that will make Steubenville a desirable place to live, work, and visit. This can be accomplished by preserving and enhancing the qualities of the City that the residents, businesses, and property owners consider important. The comprehensive plan identifies and analyzes the City's physical elements and assesses the local regulatory framework to create a set of goals, policies, and recommendations to direct decisions regarding future land use, neighborhood and transportation improvements. Because the plan offers a balance between the interests and rights of private property owners with those of the entire community, it effectively assists City leaders in making substantive, thoughtful decisions for the community while considering long-term implications.

COMPARING THE COMPREHENSIVE PLAN TO ZONING

The comprehensive plan provides a general direction for future development, and while it does not change the zoning or any zoning regulations applying to any property, implementation of the plan will be through zoning ordinance text and map amendments. Some of the other differences between the comprehensive plan and the zoning ordinance are listed to the right.

COMPREHENSIVE PLAN

PROVIDES GENERAL POLICIES - A GUIDE

DESCRIBES WHAT SHOULD HAPPEN IN THE FUTURE – RECOMMENDED LAND USE FOR THE NEXT 20 YEARS, (NOT NECESSARILY THE RECOMMENDED USE FOR TODAY)

INCLUDES RECOMMENDATIONS THAT INVOLVE OTHER AGENCIES AND GROUPS

FLEXIBLE TO RESPOND TO CHANGING CONDITIONS

ZONING ORDINANCE

PROVIDES SPECIFIC REGULATIONS - THE LAW

DESCRIBES WHAT IS AND WHAT IS NOT ALLOWED TODAY, BASED ON EXISTING CONDITIONS

DEALS ONLY WITH DEVELOPMENT- RELATED ISSUES UNDER CITY CONTROL

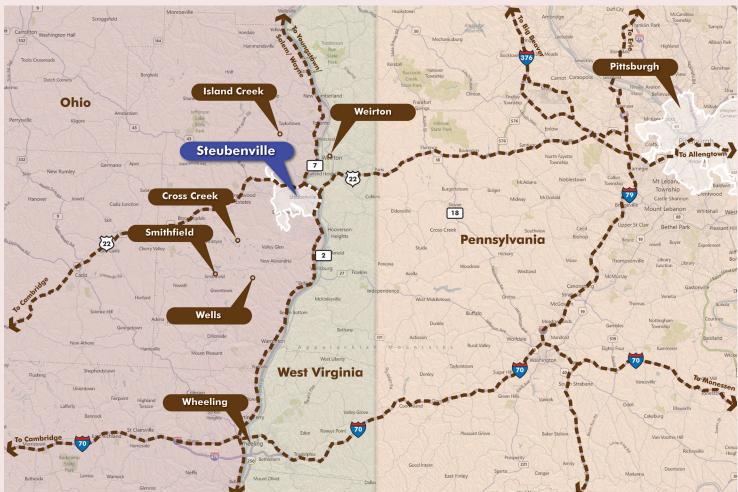
FAIRLY RIGID, REQUIRES FORMAL AMENDMENT TO CHANGE

LOCATION



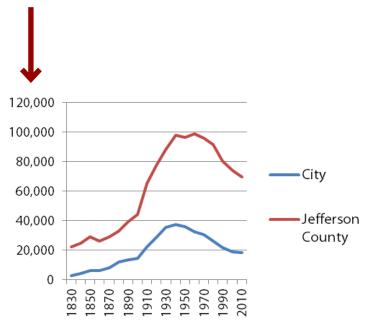
SURROUNDING COMMUNITIES

- Island Creek Township (Jefferson County, OH)
- Village of Wintersville (Jefferson County, OH)
- Village of Mingo Junction (Jefferson County, OH)
- City of Toronto (Jefferson County, OH)
- Cross Creek Township (Jefferson County, OH)
- Wells Township (Jefferson County, OH)
- Weirton, West Virginia
- Follansbee, West Virginia
- Wellsburg, West Virginia



POPULATION

Population in the City and Jefferson County peaked in 1940. After 1940, population began to decline, likely due to suburbanization, increased auto use and factories relocating surrounding communities.



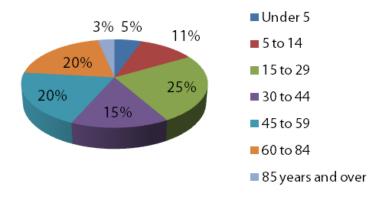
COMPARISON CITIES

	2010 Population	Population of Surrounding MSA	% College Enrolled (ages 18-24)	% Minority	Median Household Income	Manufacturing Share of Total Employment
STEUBENVILLE, OH	18,659	120,929	34.0%	22.6%	\$31,982	7.7%
YOUNGSTOWN, OH	66,982	565,773	34.1%	56.8%	\$23,761	11.7%
ALLENTOWN, PA	118,032	821,623	27.7%	56.8%	\$32,192	11.9%
WHEELING, WV	28,486	144,637	24.8%	9.4%	\$34,576	4.6%

COMMUNITY PROFILE

AGE DISTRIBUTION

The population in Steubenville is well-distributed; residents of all ages call the City home, and no one age group dominates. This suggests the City is attractive to a variety of citizens, and that a variety of amenities and community services are needed to serve the various sectors of the community.



PLANNING PROCESS & GUIDING PRINCIPLES

This comprehensive plan supports continued investment to preserve Steubenville's distinctive identity, cultural assets, character of established neighborhoods, traditional downtown environment, and commitment to promote the broad needs and inclusiveness of its diverse citizens.

It supports a commitment to enhance community assets in need of investment to reach their full potential. Changes in these assets will build on existing strengths and positive features: Steubenville's role as a regional destination; its variety of jobs, businesses, and educational opportunities; and its irreplaceable natural environment.

Further, this comprehensive plan supports the development of strategies to transform elements such as distressed neighborhoods, underutilized properties, limited economic diversity and environmentally vulnerable areas, that do not positively contribute to Steubenville and are in need of more dramatic change or complete redevelopment.

The strategies developed through the process are intended to provide long-term guidance for City officials and leaders, along with a variety of short-term actions and lower-cost projects that can be initiated to gain momentum and support for more involved implementation efforts.

PUBLIC INVOLVEMENT EFFORTS

- Steering Committee
- Stakeholder Groups
- Public Open House
- One on One Sessions
- Planning and Zoning Commission
- City Council Meeting

Project Start-up

Kick-off Meeting and Site Tour, Photographic Analysis, Stakeholder Interviews

Data Collection

Prior Studies, Best Practice Research, Base Mapping, Preliminary Goals

Workshop Visioning, Workshop to Craft the Plan Components, Draft Action Plan

Synthesize Plan Elements

Comprehensive Plan Elements, Sub-Area Plan, Action Plan and Preliminary Implementation Initiatives

Plan and Priorities

Implementation Matrix, Priorities, Timeline, Recommended Strategies, Plan Adoption

GUIDING PRINCIPLES - CITY COUNCIL

The Steubenville Comprehensive Plan is based on a set of guiding principles adopted by the City Council on October 12, 2010. An explanation of how this Comprehensive Plan can advance each principle is listed below, along with a list of other city departments that may play a role in the process.

Guiding Principle	Role of Comprehensive Plan	Other Contributors
IMPLEMENT A LONG-TERM INFRASTRUCTURE PROGRAM	The comprehensive planning process involves identifying future land use and developments for the future of Steubenville. By planning for such uses now, the City can integrate infrastructure needs over time, as they improve their system, reconstruct streets, or maintain utility systems.	City Manager, Parks and Recreation, Engineering Dept, Street Dept, Water Dept, Wastewater Dept., Sanitation Dept
CLEAN AND SAFE, HEALTHY AND COST EFFECTIVE ENVIRONMENT	Land use arrangement, building design and placemaking will affect the health, safety and welfare of the City. Careful placement and design of land uses can reduce conflicts, encourage appropriate connections, minimize health impacts, provide for an array of housing options, support compact commercial nodes, and promote more efficient infrastructure choices.	City Manager, City Council, Fire Dept, Police Dept, Health Dept, Street Dept, Building Dept Sanitation Dept
STRONG AND DIVERSE ECONOMY	Allowing the proper mix of land uses and thoughtful consideration for future development possibilities are critical to ensuring a strong economy. The type of uses allowed, along with zoning regulations, building codes, and economic development programs will determine the strength of the local economy.	City Council, City Manager, Economic Development Agencies
PROMOTE "CLEAN-UP OUR COMMUNITY"	While the Comprehensive Plan will not specifically address clean-up efforts, the planning process tends to raise awareness about community values and heighten stewardship of the community. In the long run, building renovation and gentrification at a small-scale will provide a catalyst for additional improvements of a broader scale.	Sanitation Dept, Municipal Court, Parks and Recreation, Police Dept, Street Dept, City Manager, City Council
CREATE A WELL TRAINED AND DIVERSE WORKFORCE	The Comprehensive Plan can support workforce development by providing housing for workers and professionals of all income levels. It can support the industry through educational training and partnerships with local institutions. In addition, the planning process often reveals important issues of the economy, such as growth sectors, needed skill sets, and needs of the workforce, which otherwise could go unaddressed.	Economic Development Agencies, Colleges, Vocational School
CREATE AN ATMOSPHERE OF FISCAL AND REGULATORY RESPONSIBILITY	The City can improve its fiscal sustainability through careful management of land use and development. While several factors contribute to a balanced budget, the built environment is one that, once established, is not likely to, or is difficult to change. Therefore, providing sound land use policies is critical to preventing inefficient community services and costly infrastructure that cannot be maintained over time.	City Council, City Manager, Finance Office, Fire Dept, Police Dept, Health Dept, Building Dept

VISION AND GOALS

Using the principles on the previous page as the guide, the following vision statement and goals were developed through conversations with stakeholders, City officials and the Steering Committee:

VISION STATEMENT

The City of Steubenville will be a community where its residents are proud to live, work and play. It will provide a healthy living environment through safe public places, attractive development, strong neighborhoods, vibrant downtown activity, enriching educational environments, and efficient public services. It will be a place where residents of all ages, ability, and preferences feel welcome and comfortable, and businesses will seek to locate.

GOALS

Through meetings with the Steering Committee, the following goals emerged that provide the foundation for this Plan:

- Develop a long-term infrastructure plan that provides fiscally sound, high-quality municipal facilities and services in a strategic way that encourages investment in targeted areas and discourages fragmented or scattered development patterns.
 - Develop a downtown redevelopment strategy that will organize land, identify priority development areas, and suggest new uses for downtown, such as townhome living, urban agriculture and entertainment venues.
 - Create synergy among downtown business and leverage community assets to catalyze future growth.
- 2. Establish policies and action plans that create a clean, safe, healthy and cost effective environment for all residents
 - Enhance established neighborhoods while protecting them from crime and blight.
 - Provide a safe and convenient transportation system that provides travel choices that fit the context of their surroundings.

- Capitalize on the natural and recreational assets in the City by improving access, visibility and quality of municipal parks and green spaces.
- Develop lands overlooking the river with scenic views along the riverfront - specifically west of Rt 7(Due to limited developable land and opportunities along the riverfront between Rt 7 and Ohio River, development this narrow strip of land should be focused on at latter phases of revitalization)
- Improve gateways into the City that presents a distinctive image for Steubenville.
- Create a communications plan to provide resources and clean-up day information the public that explores all media types to engage the full spectrum of residents.
- 3. Support a strong and diverse economy with a well trained and diverse workforce
 - Support industries that will bring highly-paid and professional jobs into the City, and work with those industries to encourage continued investment and corporate stewardship within the community.
 - Establish Steubenville as a regional destination for entertainment, education and health services.
 - Promote public-private partnerships, and act as a medium for cross-promotion, education and communication amongst the various educational, health and civic institutions.
 - Leverage the community's current strengths in education and health services to grow the City's reputation as a center for workforce training and knowledge-based resources.
- 4. Create an atmosphere of fiscal and regulatory responsibility
 - Educate and partner with local businesses and neighborhood groups on local maintenance issues to minimize costs.
 - Communicate with the public through all possible outlets including print, television, online and other social media.

FRAMEWORK FOR ACTION PLAN

The Framework for the Action Plan provides an overview of the recommended process to reposition Steubenville for a better tomorrow. Seven Big "Ideas" have been prescribed that will be guided by individual Elements, which in turn, will be achieved through implementation of the Strategic Tools. The Strategic Tools are recommended in the following sections through different categories, as mentioned below.



BIG IDEAS

TO GUIDE AND SHAPE A BETTER STEUBENVILLE

The following seven (7) **Big Ideas** were generated to comprehensively address the action plan for a better Steubenville. These were developed through collaboration with the Steering Committee, feedback from various stakeholders and discussions with public and private agency officials, as community's goals and visions.



MPROVE THE IMAGE OF STEUBENVILLE



Promote reinvestment and instill pride through highly visible signs of resurgence

2

3

PROMOTE HEALTHIER LIFESTYLE IN STEUBENVILLE



Increase quality of life by promoting opportunities an active lifestyle choices and access to healthy food options

REINVEST IN FIRST RING NEIGHBORHOODS



Promote higher quality and density neighborhoods to support sustainable objectives and central core redevelopment



5

6 **QUALITIES**



PROMOTE PARTNERSHIPS





Foster a sense of identity by preserving and promoting ideas, arts & crafts, historic buildings and sites

ENHANCE COMMUNITY CONNECTIVITY & MOBILITY

Expand mobility options and provide amenities to encourage alternative modes of transportation

LEVERAGE STEUBENVILLE'S NATURAL RESOURCES & ENVIRONMENTAL

Promote protection and conservation of the environment balanced with the need for growth and economic development

Encourage a collaborative environment that utilizes this plan's vision towards establishing sustainable growth

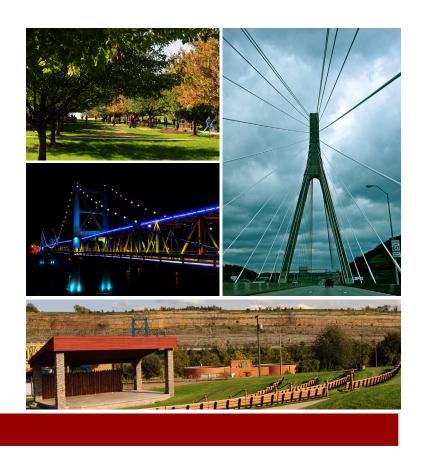
TO IMPLEMENT THE BIG IDEAS AND RELATED ELEMENTS



IMPROVE THE IMAGE OF STEUBENVILLE

STRATEGIC TOOLS

- Enhance waterways and Ohio Riverfront focus on on developable lands overlooking the river with scenic views
- Enhance key gateways and create welcoming entrances
- Promote clean and safe program
- Light up the streets
- Initiate public relations campaign
- Use design guidelines for new development
- Remove blight
- Beautify key streets and corridors



ACTION STEPS

- Regular maintenance and upkeep, aesthetic treatment, sidewalk repair, provision of easier public amenities, customer service
- Create a strong sense of identification (gateway, signage and wayfinding)
- Create a joint effort from different marketing plans (eg. Fort Steuben, Dean Martin related, City services, etc.) currently in place; utilize social media effectively and prepare an updated City of Steubenville website
- Use the comprehensive plan as a guide and create detailed design guidelines, specifically for downtown, Sunset Boulevard corridor and commercial areas
- Work collaboratively to ascertain catalytic developments and maintenance projects (façade enhancements, landscaping in unmaintained vacant properties, infill developments, etc) specifically in cluster of activity areas; research funding and implement plan
- To promote business development and ease of communication for residents, work on provision of WIFI, specifically in downtown and other commercial areas
- Encourage businesses and neighborhood development by providing funding/incentives to the ones proposing projects and establishments consistent with the vision of land use, density, location, infrastructure, development character

BIG ID

	_		_	
)EAS	→	STRATEGIC TOOLS	->	ACTION STEPS

TO IMPLEMENT THE BIG IDEAS AND RELATED ELEMENTS



PROMOTE HEALTHIER LIFESTYLE IN STEUBENVILLE

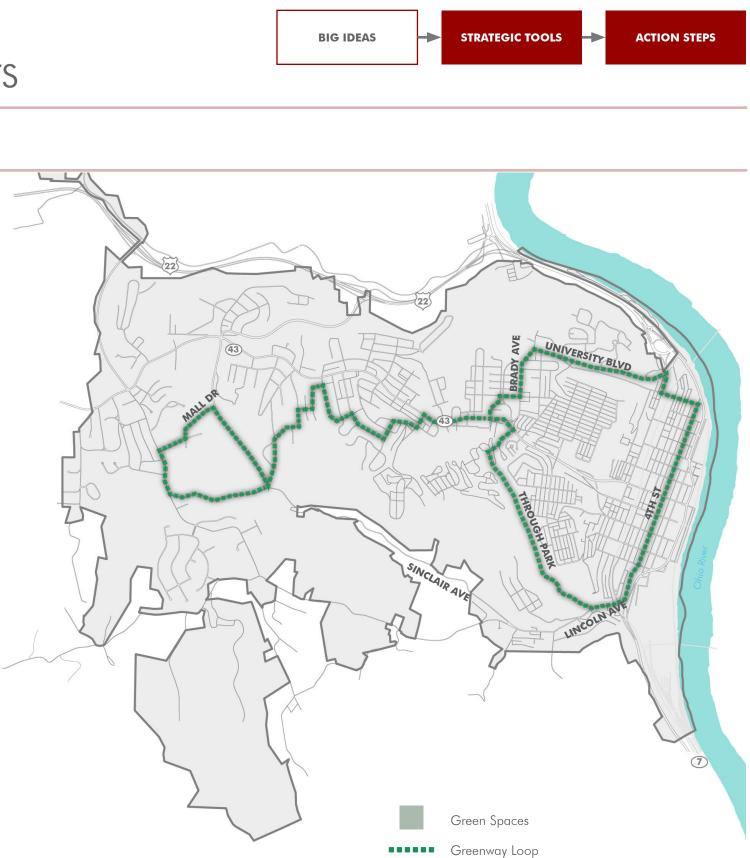
STRATEGIC TOOLS

- Create a greenway loop connecting downtown to the western portion of the city through 4th St, University Blvd, Brady Ave, Beatty Park, central city neighborhoods and the mall area
- Provide amenities and resting areas along the proposed greenway
- Support and expand Farmer's market
- Encourage urban/community gardening for vacant lots
- Create recreational & urban bike ridership opportunities
- Promote walkable environment
- Work with local grocery to promote fresh produce within affordable range
- Work with health department, doctors, hospitals and schools on an educational awareness program
- Work with regulating agencies to enhance environmental qualities





- Based on the Comprehensive Plan, create a trail loop for walking and biking; work with property owners and create conservation easements to help implement the trails plan. This loop would be intended for use by local residents and not as a thru-way for touring master cyclists
- Explore opportunities with City, regional, State and Federal agencies to meet ambient air quality standards, water quality requirements and related environmental factors
- Relocate the Farmer's Market in the revitalized civic core and near the Fort Steuben area to leverage existing activity areas, when current site is sold.
- Work with neighborhood and interest groups, city officials, medical community representatives and healthy lifestyle proponents to engage in quarterly healthy lifestyle awareness programs; schedule these healthy lifestyles drives in different neighborhoods throughout the year; engage in door-to-door campaigns for healthy lifestyle and for improving the image of Steubenville



TO IMPLEMENT THE BIG IDEAS AND RELATED ELEMENTS



REINVEST IN FIRST RING NEIGHBORHOODS

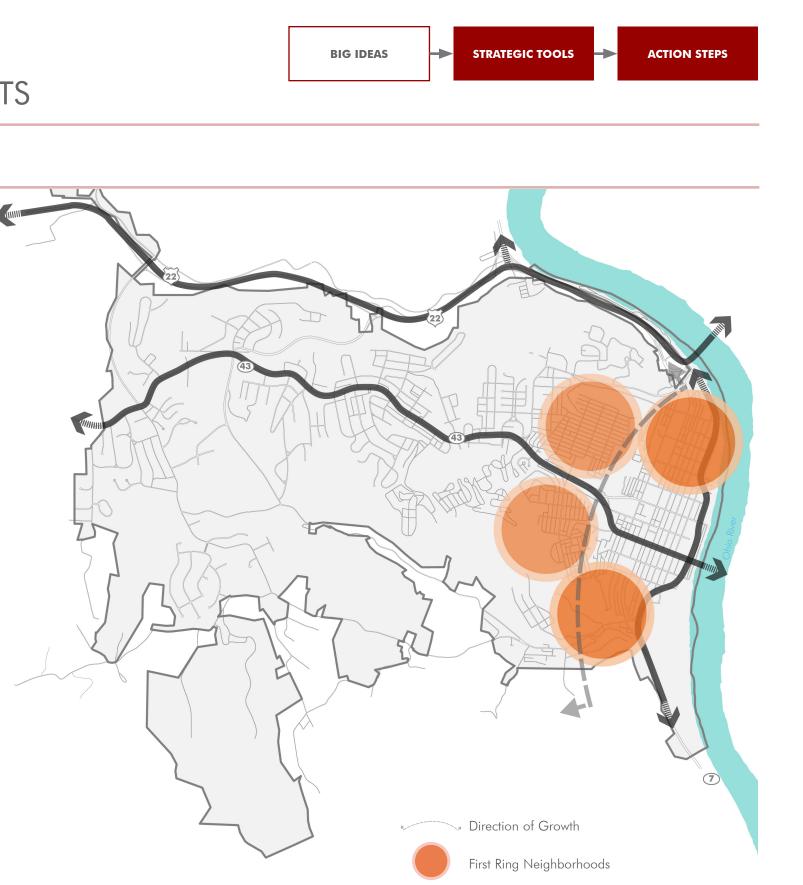
STRATEGIC TOOLS

- Prioritize first ring neighborhoods
- Work with hospital, university, and public sector employers to offer incentives for market rate employee housing in selected areas
- Historic rehabilitation opportunities
- Promote economic development incentives and programs
- Create a demonstration project
- Initiate stewardship, neighborhood pride programs like clean-up days events, partner with schools



ACTION STEPS

- Develop design and development guidelines for redevelopment and new developments
- Research and provide appropriate incentives to encourage infill and redevelopment
- Support property maintenance
- Ensure the ability for successful infill and redevelopment in older neighborhoods
- Support a variety of housing types through the zoning ordinance
- Create a joint effort from different marketing plans (eg. Fort Steuben, Dean Martin related, City services, etc.) currently in place; utilize social media effectively and prepare an updated City of Steubenville website
- Use the comprehensive plan as a guide and create detailed design guidelines, specifically for downtown, Sunset Boulevard corridor and commercial areas
- A policy should be set in place to look inward to the urban core and first ring neighborhoods as a first priority for development to reduce sprawl (understanding the limitations of hillside development) and to preserve identity of place



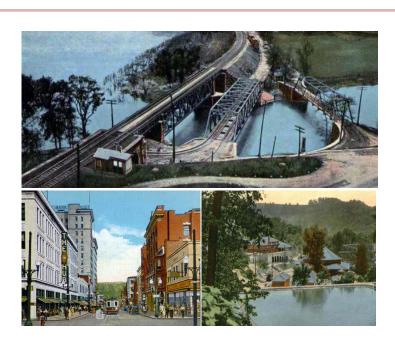
TO IMPLEMENT THE BIG IDEAS AND RELATED ELEMENTS



CELEBRATE STEUBENVILLE'S HISTORY & CULTURE

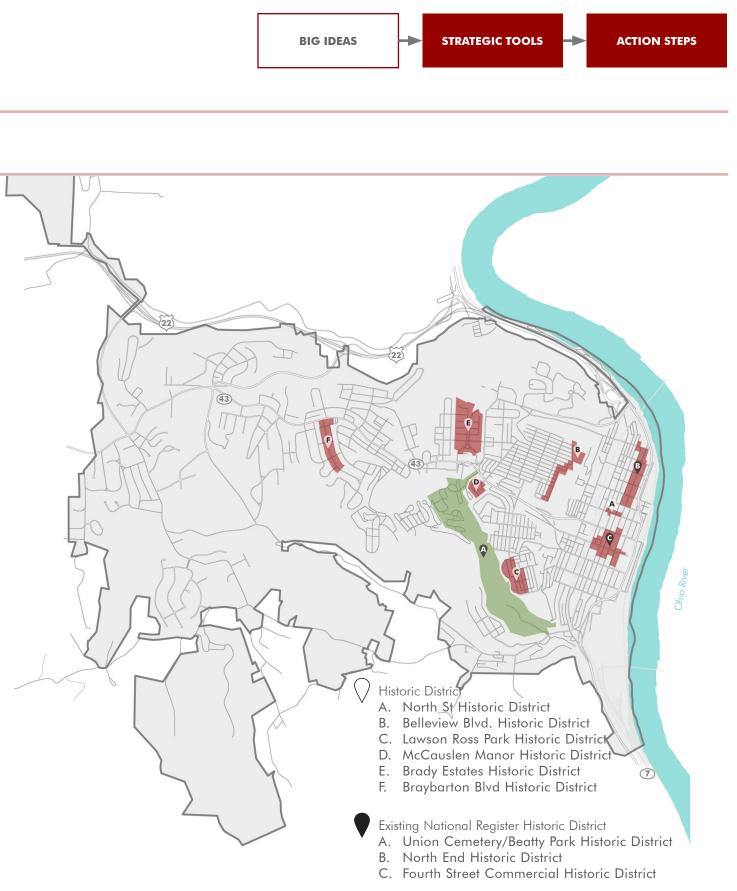
STRATEGIC TOOLS

- Celebrate the bridges
- Promote historic assets (historic districts, sites, landmarks, neighborhoods, churches, steel plant etc.)
- Create preservation awareness
- Improve public realm connections to historic sites, buildings, cultural assets
- Invest is arts and cultural institutions, venues and organizations
- Create cultural/legacy trail
- "Walk of fame" bricks
- Downtown arts celebration draw murals with university, college, high school art programs and local artisans
- Research and secure funding for historic preservation initiatives
- Implement a public art program





- Adopt a policy that places a high-priority on city-owned historic properties, to make a conscious effort to rehabilitate rather than replace these properties if feasible.
- Support efforts to preserve and rehabilitate the Grand Theater.
- Develop a program to market Steubenville's distinctive historic and older neighborhoods.
- Develop a brochure on the economic impact of heritage tourism to share with businesses and public officials to help them understand how important heritage tourism can be as an economic development tool.
- Develop a program that introduces public officials, businesses, residents and others to the many facets of historic preservation and how it can be an integral part of the city's future.
- Expand the Steubenville Historic Landmarks Commission Award program to broaden its reach beyond recognition for completed projects.
- Develop an educational program (or series) for owners of older homes to provide information about the architecture of their homes and how to maintain and rehabilitate them without sacrificing their historic character.



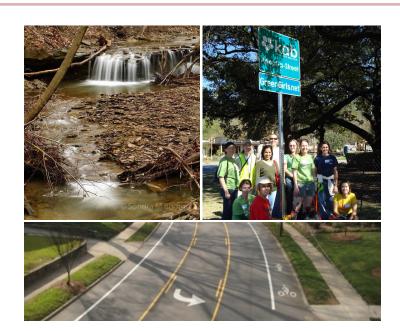
TO IMPLEMENT THE BIG IDEAS AND RELATED ELEMENTS

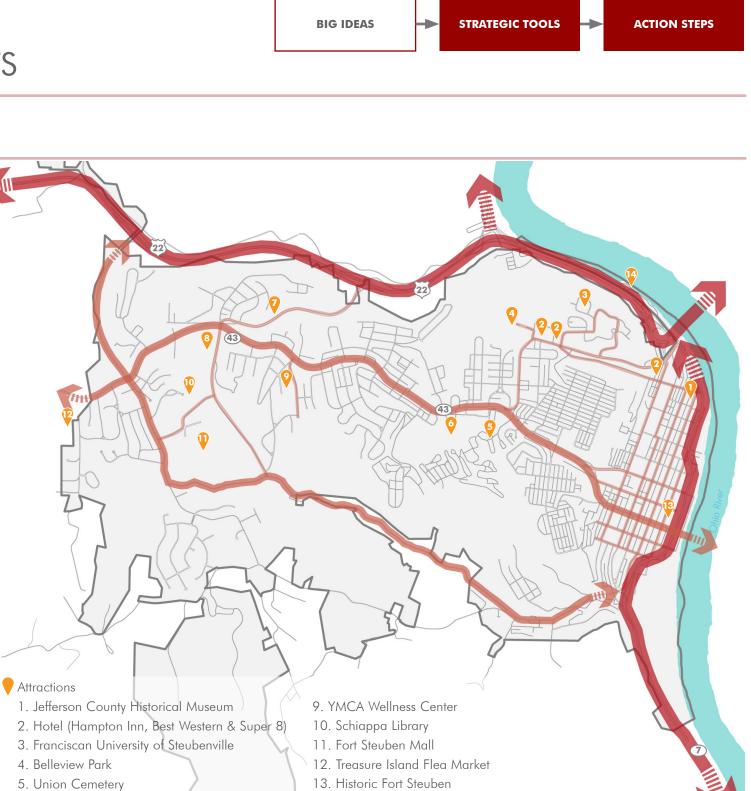


ENHANCE COMMUNITY CONNECTIVITY & MOBILITY

STRATEGIC TOOLS

- Create a hierarchical street network that enables and facilitates alternative modes of transportation
- Adopt a street (for appearance and maintenance)
- Promote alternative transportation sidewalks, bikepaths/trails
- Water transportation
- Long term rail connectivity
- Traffic calming
- Enhance the character of central spine Sunset Boulevard (refer to design guidelines)
- Promote scenic route alternative bypass on the south side -Sinclair Ave
- Enhance gateways & connectivity of US 22, SR 7, University Boulevard





ACTION STEPS

- Adopt a theme or design vocabulary for the community or for specific gateway areas and/or corridors
- Incorporate the construction of 6 feet wide sidewalks along local streets
- Create a joint effort from different marketing plans (eg. Fort Steuben, Dean Martin related, City services, etc.) currently in place; utilize social media effectively and prepare an updated City of Steubenville website
- Research and utilize available transportation dollars leveraged with City capital improvement funding to improve pavement conditions, continue to rehabilitate bridges and regular maintenance of such, consolidate curb cuts in corridor areas, pedestrian amenities, sidewalk conditions (in collaboration with property owners), ADA accessibility, crosswalks, intersection improvements, etc.
- Based on the recommendations of this plan for Sunset Boulevard, continue improvements in different character areas as well as other prime corridors by developing corridor improvement plans
- Improve sidewalk conditions and encourage pedestrian connectivity from neighborhoods to commercial centers

- 6. Hollywood Plaza
- 7. Jim Wood Park
- 8. Eastern Gateway Community College

14. Steubenville Marina

TO IMPLEMENT THE BIG IDEAS AND RELATED ELEMENTS

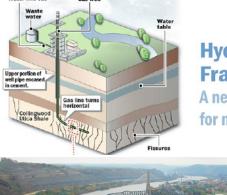


LEVERAGE STEUBENVILLE'S NATURAL RESOURCES & ENVIRONMENTAL QUALITIES

STRATEGIC TOOLS

- Tree planting programs with company extension, master garden club, etc
- Opportunities to leverage oil & natural gas exploration as long term economic stimulus and minimum negative consequences
- Promote sustainable energy generation/ efficiency
- Utilize topographical challenges for hillside development with views/vistas as well as for recreational trails and open spaces
- Promote water quality enhancements
- Invest in green infrastructure



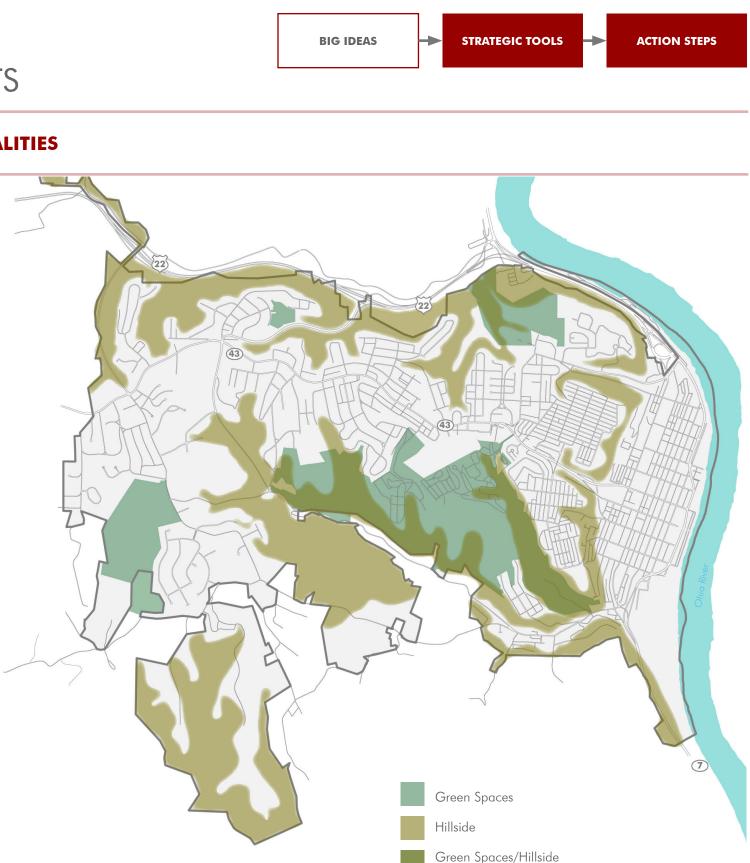


Hydraulic Fracturing A new way of drilling for natural gas



ACTION STEPS

- Inventory and assess park and recreation needs
- Maintain a five-year parks and recreation plan
- Design guidelines for hillside areas should include conservation language to protect steep slopes and natural areas
- Work with property owners and hydraulic fracturing companies to account for public good ways to channelize some percentage of revenue generated through natural gas generation towards City redevelopment
- Explore other alternative sources of energy generation (wind, solar, geothermal, etc.) and sustainable site & building development techniques (stormwater best management practices, rainwater harvesting, low impact development, etc.)



TO IMPLEMENT THE BIG IDEAS AND RELATED ELEMENTS



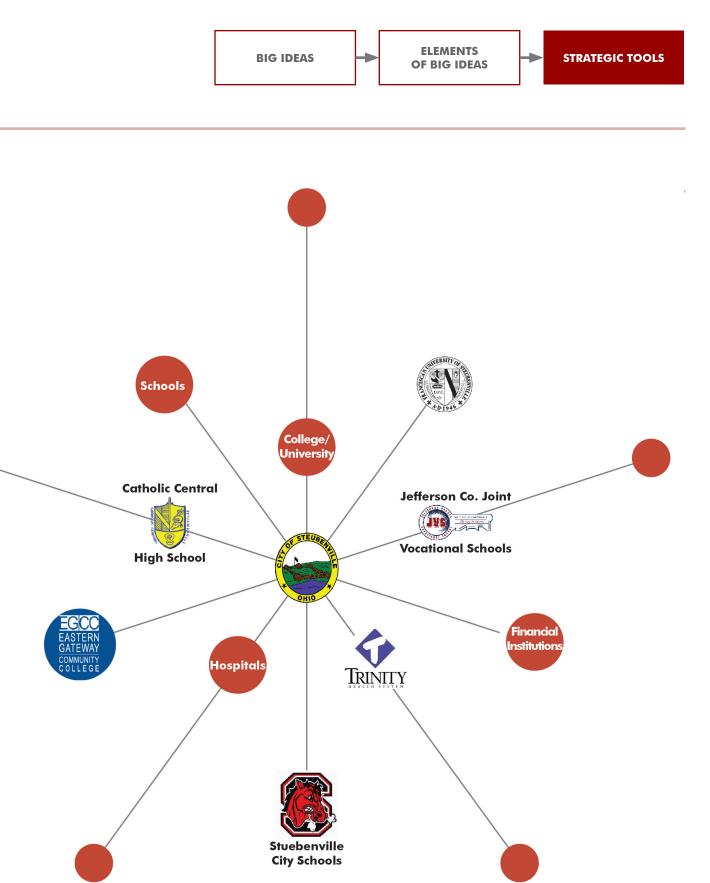
PROMOTE PUBLIC & PRIVATE PARTNERSHIPS

STRATEGIC TOOLS

- Identify the Implementation Committee
- Collaborate with Franciscan University and Eastern Gateway Community College for development initiatives
- Promote college/university/high school related incubator businesses
- Promote partnerships with non-governmental agencies/ companies (energy companies, churches, financial institutions, foundations/philanthropic agencies, hospitals)

ACTION STEPS

- Establish Special Improvement District (SID) start with downtown
- Leverage the resources of stakeholders to create a Limited Liability Corporation (LLC) LLCs can bring individuals and/or corporations together to combine resources and share the risks (and rewards) of focused real estate redevelopment investing.
- Encourage retention of existing businesses and promotion of commercial developments which can locate at existing buildings and utilize the existing infrastructure
- Provide opportunities for business incubators
- Work with Jefferson County Economic Development Agencies to collaborate for project needs, funding/financing, leveraging existing economic development dollars, on-going drilling related revenue sources, etc.
- Chamber of Commerce, Jefferson County Economic Development Agencies, hospitals, university and other interested organizations should work together to create a comprehensive database of existing facilities for business attraction/recruitment, retention
- Work with above-mentioned organizations/groups/individuals to focus commercial redevelopment efforts in core areas and in cluster manner; rehabilitation of residential projects in distressed areas as well as opportunities for new workforce housing should be explored
- Explore skilled labor training programs with Eastern Gateway Community College
- Work with Franciscan University, Eastern Community Gateway College, EPA and other relevant regulating agencies for creation of technology innovation program/center
- Educate local leaders and businesses on the Plan, projects and goals and ways to creatively craft and update the message of a marketing plan to promote Steubenville



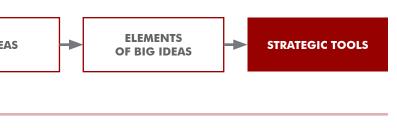
TO IMPLEMENT THE BIG IDEAS AND RELATED ELEMENTS

ADDITIONAL ACTION STEPS

ACTION STEPS

- After core redevelopment and revitalization, explore additional developments (mainly industry related) on the newly annexed areas to the north west and southwest areas of the city
- Adopt utility policies that support promotes connection to existing areas of service before connection to outlying areas
- For future long term growth, plan to annex developing areas and areas needed for future development
- Implement a City-wide GIS system to help existing and prospective residents and business owners to understand development and redevelopment potential
- Promote sub-area developments as per this plan
- Set policies and guidelines for areas of new growth in cooperation with regional policies (ODOT, MPO)
- The engineering and public works department should continue to monitor current infrastructure needs and supply and revise capital improvement plan and budget accordingly
- Create an inventory of funding sources and correspond with respective improvements and development projects
- Implement a landscape ordinance as a part of the zoning for beautification of roadways, vacant sites, parking lot screening, etc.
- Cultural initiatives to promote local and regional arts are encouraged to be showcased with public gathering areas, streets, parks, landmarks such as Fort Steuben, etc.
- Proactively work with public-private and non-profit agencies for the development and showcase of diverse cultural offerings
- Incorporate Access Management into the zoning ordinance requirements for non-traditional commercial sites.
- Consider the need for non-motorized facilities as part of future road improvement projects. At a minimum, future improvements should include ADA compliant upgrades.
- Ensure non-motorized facilities are properly maintained, and regularly replace broken, missing and cracked sections to ensure continuity of the system.
- Intersection improvements should incorporate pedestrian and bicycle facilities to facilitate road crossing.
- Consider restoring two-way movements in the LaBelle View Neighborhood. This will also require analysis of local parking supply and demand.
- Ensure non-motorized trails are safe and inviting by providing appropriate lighting, benches and other amenities.
- Develop a system of multi-use pathways to connect residents with parks and local destinations.

BIG IDEAS



HISTORIC MAPS | SETTLEMENT PATTERN

1913

along the bluff

 $V \to R$ H Я ្រា H 0 W.

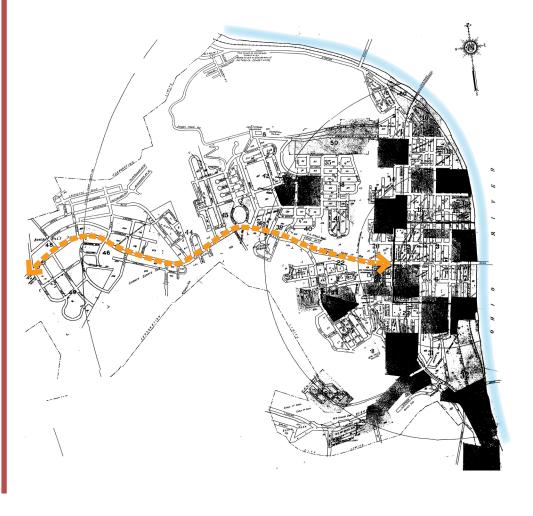


Growth expanded west of downtown

1929

The natural environment and topography influenced growth to occur in a linear manner. Pockets of residential development occurred where assembly of reasonable flat ground could be assembled.

1954



1885

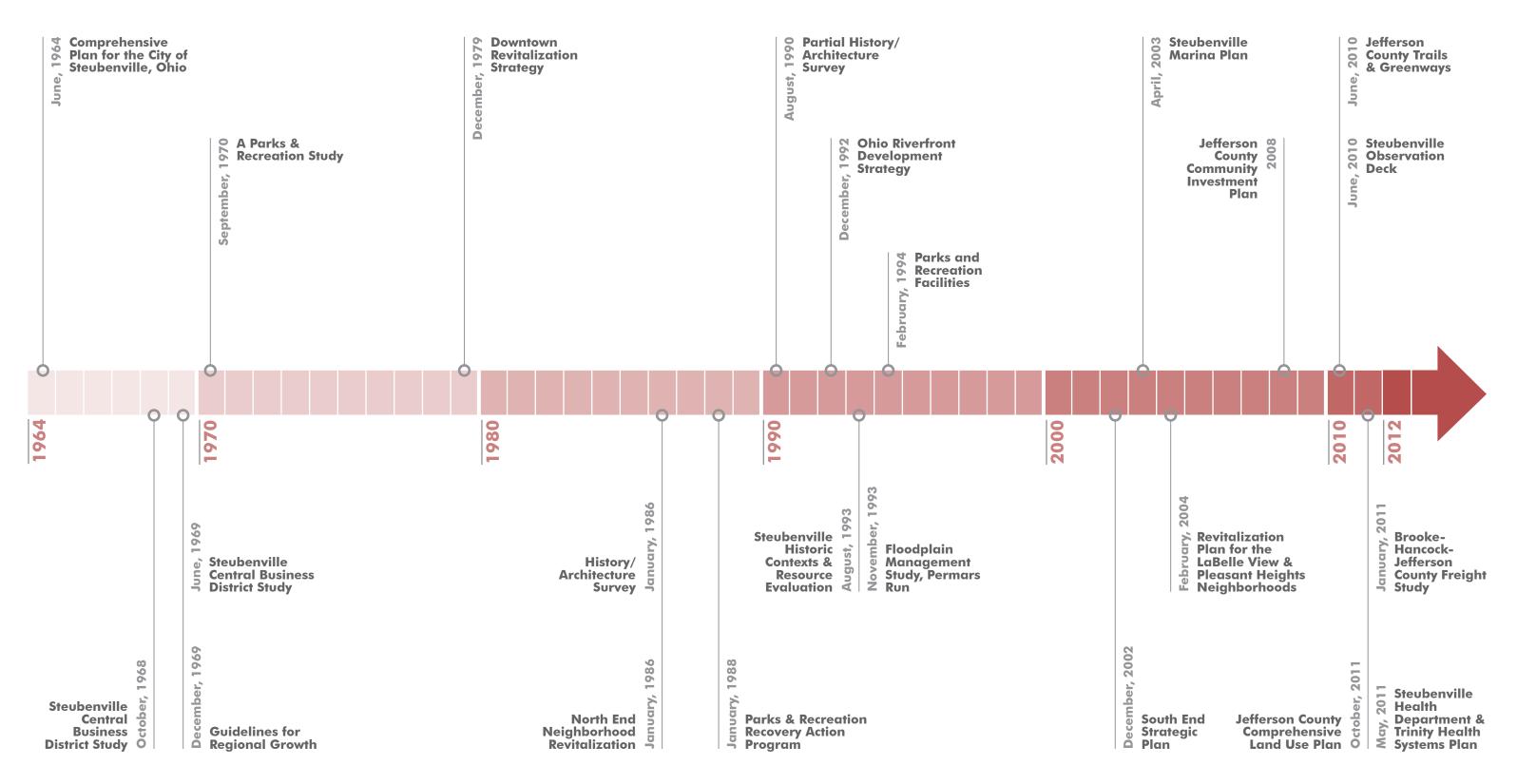
First settlement at the flat land on the margins of Ohio River. Rectangular grid pattern.

Development along Sunset Boulevard continues to happen and create commercial nodes to serve the neighborhoods.

EXISTING PLANS, STUDIES | TIMELINE

23 PLANS TILL DATE

The following diagram illustrates over the past five decades the main existing plan and studies developed for Steubenville. Although there are a total of twenty three plans and studies the most recent Comprehensive Plan date from 1964 which reinforces the need for this plan.



EXISTING PLANS, STUDIES (POST 1990) | RELEVANT RECOMMENDATIONS

STUDIES/DOCUMENTS	DATE	RELEVANT RECOMMENDATIONS
PARTIAL HISTORY/ARCHITECTURE SURVEY	August 1990	 + This project focused on early 20th century development in Steubenville. + Focus mainly on the downtown areas south end, north end west of the railroad and the former industrial area century properties identified multiple individual properties. + Several potential residential historic districts were identified + Belleview Blvd. Historic District + Ross Park Historic District + Brady Estates Historic District + Identified multiple individual properties
OHIO RIVERFRONT DEVELOPMENT STRATEGY	DECEMBER 1992	 + Analysis + Reuse of vacant industrial facilities, such as the Weirton Steel Plant and terminal facilities, creates an opport + A good possibility of linking the CBD with the riverfront exists at Blum Park. + Vacant commercial sites could be reused, providing needed land for new development. + The linear nature of the study area provides an opportunity for the development of a pathway along the riv + An opportunity exists for the development of a museum describing the history and industrial might of Steub + An amphitheater could be developed along the riverfront to be used for concerts, fireworks displays, power
STEUBENVILLE HISTORIC CONTEXTS & RESOURCE EVALUATION	AUGUST 1993	+ This document acts as a good resource for the identification and history of buildings within Steubenville.
FLOODPLAIN MANAGEMENT STUDY, PERMARS RUN	NOVEMBER 1993	 Recommendations Continue enforcement of existing floodplain and storm water regulations for all new development. Encourage the installation of storm water control measures on existing developed areas. Preserve existing open space where possible. Explore opportunities for the acquisition of flood prone property and its permanent conversion to land use Continue participation in the National Flood Insurance Program. Provide assistance to individual property owners in the flood plain to determine if any flood proofing technic
PARKS AND RECREATION FACILITIES	FEBRUARY 1994	 + The City in newly developed residential areas should adopt regulations similar to have an open space provision recreation or open space sites in conjunction with residential development consistent with local plans + The City should implement recreational concepts such as nature and fitness trails, clustered facilities and educe recreational equipment. Volunteers should be actively recruited by the municipality and local service groups. Le funds to meet the above concerns + The City could in some cases utilize effectively derelict or abandoned sites or facilities owned by entities other the such sites or facilities for public recreational use. + Although the City is on the Ohio River and has a marina park, better utilization of the River could be accomplised evelopment between the City and private enterprise.
SOUTH END STRATEGIC PLAN	DECEMBER 2002	 Necessary steps to implement A complete, updated list of existing property owners and the potential value of property is needed to assem A strategy for property acquisition and an agency to conduct the acquisition must be created Grants and land will also be needed to start the process and encourage redevelopment.

rea along the riverfront -- included both late 19th and early 20th

portunity for new jobs and increased economic activity.

riverfront.

ubenville and the Ohio River Valley along the riverfront pathway. werboat races, and other river-related functions.

se that would be compatible with the flood hazard.

nniques are applicable to their property.

ion that requires or offer incentives to developers to private public

ucational programs, as well as joint usage and rental of certain Local initiative must be leveraged with federal, state, and private

r than the community. Therefore, they should consider acquisition of

olished. There is an opportunity for a joint venture Riverfront

emble land for development.

EXISTING PLANS, STUDIES (POST 1990) | RELEVANT RECOMMENDATIONS

STUDIES/DOCUMENTS	DATE	RELEVANT RECOMMENDATIONS
REVITALIZATION PLAN FOR THE LABELLE VIEW & PLEASANT HEIGHTS NEIGHBORHOODS	FEBRUARY 2004	 Recommendations Expand recreational opportunities for neighborhood residents by utilizing existing schools, churches, and o Address issues surrounding litter, trash, abandoned property, sidewalk deterioration, and vacant lots. Develop new code enforcement and other initiatives to address parking, safety and physical deterioration is Maintain and improve recreational facilities serving the neighborhoods. Empowering the target neighborhoods of LaBelle View and Pleasant Heights to address issues surrounding Pursue nomination of eligible areas of the neighborhoods to the National Register of Historic Places The LaBelle View/Pleasant Heights Community Development Corporation (LVPHCDC), the LaBelle View Net Association should prepare a comprehensive redevelopment plan for the two neighborhoods. Association to prepare a comprehensive redevelopment plan for the two neighborhoods.
JEFFERSON COUNTY COMMUNITY INVESTMENT PLAN	OCTOBER 2011	 + Enhance the Quality of Community and Family Life + Retain and attract young people + Enhance living options for retirees and active seniors + Improve the overall health of Jefferson County citizens + Improve education resources + Improve and expand infrastructure + Improve transportation + Develop vacant and underutilized land + Enhance and sustain water, sewer and other utility infrastructure + Stimulate workforce and economic growth + Increase the number of successful small businesses in Jefferson County by providing entrepreneurial service + Enhance marketing efforts to attract investments to Jefferson County + Increase the employed workforce by focusing on business retention and expansion
JEFFERSON COUNTY TRAILS AND GREENWAYS	JUNE 2010	 + Project Goals + Protect at least 40 acres of land in the urban greenspace + Restore water quality and riparian buffers to improve impacts on the watershed + Develop four miles of trails to connect the community with other recreational opportunities. + Form partnerships between corporations, cities, and neighborhoods that improve the quality of life for all
JEFFERSON COUNTY COMPREHENSIVE LAND USE PLAN	OCTOBER 2011	+ Project is in process and is slated to be completed in the future

l other institutional facilities.

on issues.

ing neighborhood safety and crime.

Neighborhood Association, and the Pleasant Heights Neighborhood

rices

EXISTING PLANS, STUDIES (POST 1990) | RELEVANT RECOMMENDATIONS

STUDIES/DOCUMENTS		DATE	RELEVANT RECOMMENDATIONS
BROOKE-HANCOCK-JEFF FREIGHT STUDY	ERSON COUNTY	JANUARY 2011	 Identify investment options that encourage expanded use of rail mode. Explore opportunities to enhance intermodal connectivity between rail/water and highway/water modes. Develop regional marketing strategy to promote the region's freight-related assets to potential freight-depende Identify innovative strategies to better match new and available funds with freight system needs. Establish a governance structure, such as a Bi-State Port Authority, to identify issues, guide investments and advection, promoting the BHJ region's economy and protecting the public interest.
STEUBENVILLE HEALTH DE HEALTH SYSTEMS PLAN	EPARTMENT & TRINITY	MAY 2011	 Re-evaluate current services offering, preserving core services while reducing marginal services. The Steubenvil continued collaborative partnerships to meet the public health needs. Apply for a grant to hire a Health Educator to drive awareness for the SHD's heath & wellness, chronic illness r To drive access, SHD to meet with appropriate agencies to create a catalogue of available services by age gro Create an integrated outreach program to improve the health status of the citizens of Steubenville.

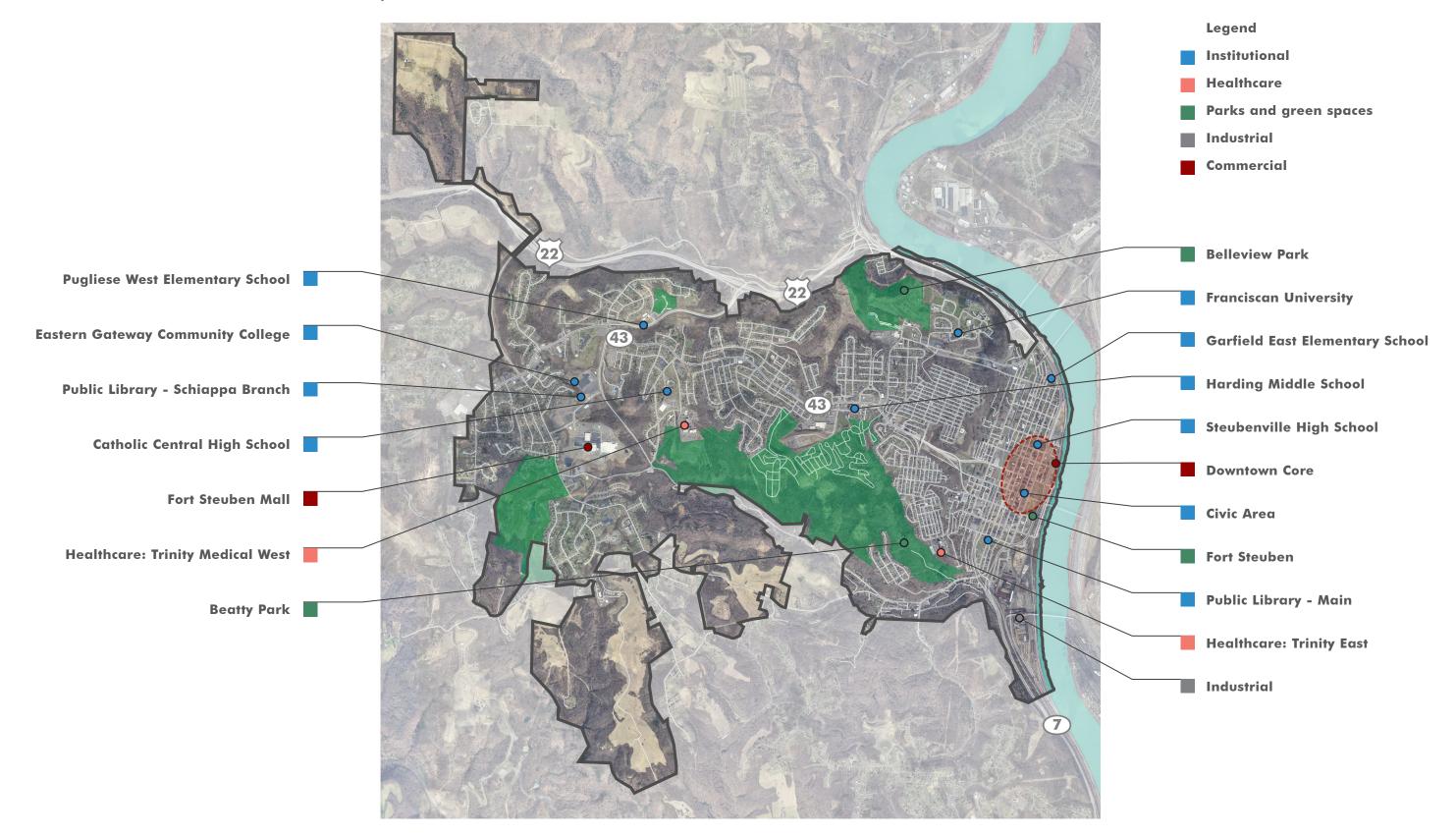
ident industries.

advocate on behalf of the region through public outreach and

nville Health Department (SHD) should shift focus to education and

ss managements and access initiatives. group.

EXISTING CONDITIONS | LANDMARKS & DESTINATIONS



EXISTING CONDITIONS ANALYSIS | SEGMENTS

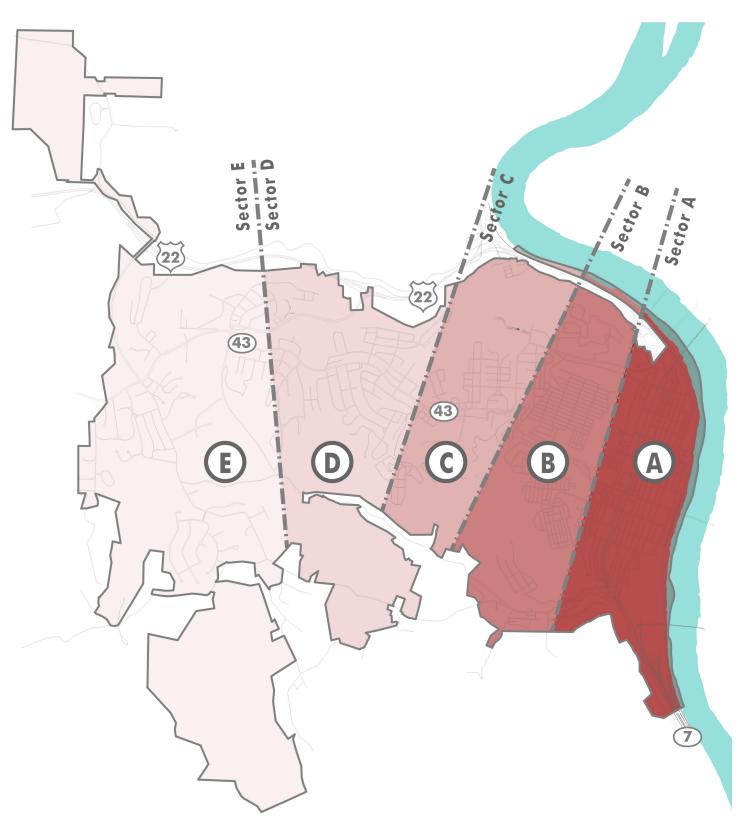
Based on the understanding of the existing physical framework of Steubenville and for purposes of communicating our thoughts and recommendations, we have taken the liberty to sub-divide the City into four different sectors - these sectors are driven by approximate correlation and similarity of road network, character of built-form, density of development and infrastructure conditions within each sector.

This will primarily help in evaluating the physical condition opportunities related to the different sectors. The map on the left exhibits the approximate boundary of these sectors.

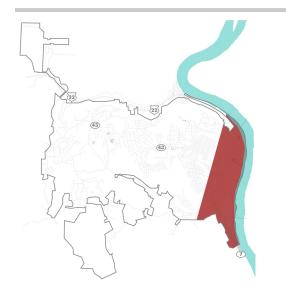
Please note that these sector analysis have been performed solely for understanding of the physical framework of Steubenville and not to be misconstrued with any regulatory overlay designations.

The following pages highlight the existing conditions and opportunities related to each sector [From A to D] in the following categories:

- Land Use
- Residential Neighborhoods
- Public Realm
- Transportation



SEGMENT A



EXISTING CONDITIONS

LAND USE

- + Highest density
- Great assets Waterfront, bridges, views, Fort Steuben, High School, Library, city and +county building complex, 4th Street walkable block, Franciscan University
- Industrial land uses to the south along waterfront
- Great historic building stock +
- Lacks sense of place vacant lots and buildings, unmaintained properties and building +facades, absence of appropriate street lighting, negative perception of safety

RESIDENTIAL NEIGHBORHOODS

- Great asset 4th Street historic district some building stock needs maintenance/repair/ +renovation
- Public housing project near library on the south side +
- Other downtown housing / neighborhoods high vacancies, unmaintained, lacks sense of +place
- Demographic shifts and loss of population +

PUBLIC REALM

- + Great asset Fort Steuben park and amphitheater, bridges
- +Limited and/or no sidewalks or bridge crossings for pedestrians
- Minimal land available for accessing waterfront except for marina, which is in a state of +disrepair
- Poor and unmaintained conditions of sidewalks within the downtown core +
- + Absence of vibrant street life, urban gathering places/plazas

- Enhance waterfront with trails, bikeways, re-design and renovation of the marina
- +Improve sidewalk conditions within urban core
- + Add bikepaths and/or trails as appropriate

+ Maintenance and upkeep

OPPORTUNITIES

Dense downtown core

+ Quality farmer's market

+

+

+

+

+

+

+ Promote downtown public gathering spaces, in addition to Fort Steuben grounds, with different entertainment/recreation focus

TRANSPORTATION

- + Mostly rectangular street grid
- Bound by US 22 and Rt 7 on the north and east along river +
- Downtown streets connected through sidewalks needs repair and maintenance +
- One-way pairs detrimental to retail and business within downtown +
- + Numerous curb-cuts to businesses, parking lots and vacant lots

- Convert one-way pairs to two-way traffic +
- +transportation
- enhanced storefronts
- Franciscan University, waterfront, etc.



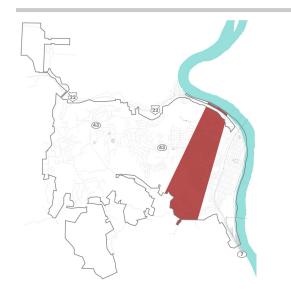
Connect destinations and landmarks with appropriate non-motorized as well as alternative

Create walkable downtown environment - maintained sidewalks, streetscape furniture,

+ Integrate bikepaths within existing transportation routes and connect downtown with

Traffic calming - extended curbs near intersections, on-street parking

SEGMENT B



EXISTING CONDITIONS LAND USE

- + Significantly less dense than downtown and Sector A
- Great asset Beatty Park, first ring neighborhoods, Trinity East Hospital +
- Strip auto-oriented commercial centers along Sunset Boulevard +

OPPORTUNITIES

- +Reinvest in first ring residential neighborhoods
- +
- +

RESIDENTIAL NEIGHBORHOODS

- Great neighborhoods but lacks maintenance and sense of place +
- + Rectangular street grid with higher density single family homes
- + Physically segregated neighborhoods because of topographical challenges

- Maintenance and upkeep
- + Provide economic incentives
- + Provide homeowners with funding and financing
- + Work collaboratively with existing homeowner/neighborhood associations
- + New housing opportunities along rim of the bluff adjacent to Trinity East Hospital

PUBLIC REALM

+ Great assets - Beatty Park, neighborhood parks, ball field

+

TRANSPORTATION

- + Mostly rectangular street grid
- + Numerous curb-cuts to businesses along Sunset Boulevard

- +
- +transportation

Heighten the aesthetic outlook of the commercial areas along Sunset Boulevard Promote mixed uses along Sunset Boulevard

+ Development opportunities adjacent to Trinity East Hospital

+ Preserve higher density character of the neighborhoods

Connect Beatty Park with residential neighborhoods through trails + Promote community gardening within neighborhoods

Sidewalk connectivity and safer pedestrian crossings needed in some areas Connect destinations and landmarks with appropriate non-motorized as well as alternative

+ Integrate bikepaths within neighborhoods and connect with trails in Beatty Park + Enhanced street connections from southside of downtown to hospital area

SEGMENT C



EXISTING CONDITIONS

LAND USE

- + Great assets Union & Mt Calvary Cemetery, Beatty Park, Harding Middle School, stadium
- Commercial centers Hollywood Shopping Center +
- +Professional office spaces and spot commercial uses along Sunset
- Residential to commercial conversions +

RESIDENTIAL NEIGHBORHOODS

- + Great neighborhoods Brady Estates
- + Physically segregated neighborhoods because of topographical challenges

- Build on the strengths of ex +
- +Selective neighborhood rev
- Preserve medium density ch ++ Provide economic incentive
- + Provide homeowners with f

PUBLIC REALM

- + Great asset cemeteries
- + Limited and/or no sidewalks or bridge crossings for pedestrians
- + Aged look and feel of sidewalks and streetscape

- Refresh/improve streetscape +
- + Improve sidewalk conditions
- + Add bikepaths and/or trails as appropriate
- Connect residential neighborhoods with shopping centers +

TRANSPORTATION

- + Mostly rectangular street grid
- +Developments along and on either side of Rt 43/Sunset Boulevard
- + Numerous curb-cuts to businesses, parking lots

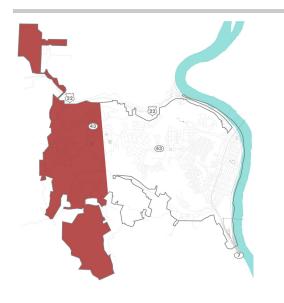
- +transportation

	OPPORTUNITIES						
+ + + + + +	Appropriate character development along Sunset Boulevard - design guidelines Nodal commercial development Mixed use character along main roads Buffer residential from commercial areas Signage regulations Curb cut consolidations						
+ + + +	Build on the strengths of existing assets - Brady Estates Selective neighborhood revitalization, specifically those south of Sunset Boulevard Preserve medium density character Provide economic incentives Provide homeowners with funding and financing						
	Refresh/improve streetscape character						

Connect destinations and landmarks with appropriate non-motorized as well as alternative

+ Integrate bikepaths within neighborhoods and connect with trails in Beatty Park, cemetery

SEGMENT D



EXISTING CONDITIONS

LAND USE

- + Least dense compared to other sectors + Great asset - Fort Steuben Mall, East Gateway Community College ++**RESIDENTIAL NEIGHBORHOODS** + Great neighborhoods ++ Physically segregated neighborhoods because of topographical challenges + Provide economic incentives
- PUBLIC REALM
- + Great assets Golf Course, scenic routes

++ Improve sidewalk conditions

Maintenance and upkeep

OPPORTUNITIES

TRANSPORTATION

- + Suburban streetscape character
- + Access to US 22, scenic route (Sinclair Avenue)

- +transportation

+ Appropriate character development along Sunset Boulevard - design guidelines Nodal commercial development Mixed use character along main roads + Buffer residential from commercial areas + Aesthetic enhancement of Ft Steuben Mall

+ Preserve low density character of the neighborhoods + Provide homeowners with funding and financing

Connect greenspaces with residential neighborhoods through trails

+ Connect residential neighborhoods with shopping center

Connect destinations and landmarks with appropriate non-motorized as well as alternative

+ Integrate bikepaths within neighborhoods and connect with trails in Beatty Park, cemetery

EXISTING CONDITIONS | UTILITIES

WATER SUPPLY SYSTEM

In 1835, Steubenville begun the process of constructing a public water supply system and by 1837, work was completed. In 1893, the process of building a raw water pump station along the Ohio River in Alikanna was begun and in 1915 a "modern" water Filtration Plant was constructed along University Boulevard. Many improvements to the system were undertaken over the years and in 1997, the City began the process of studying the water system resulting in the completion of major system improvements, which include:

- A new Raw Water Pump station constructed along the Ohio River.
- New twin 24-inch pumping mains from the Raw Water Pump Station to the reservoir at the Filtration Plan completed.
- Construction of a new 6 million gallon per day Filtration Plant on University Boulevard completed.
- A new 500,000 gallon elevated storage tank on the former Belleview Golf Course near the Franciscan University of Steubenville and a new 500,000 gallon elevated storage tank in the La Belle View Neighborhood (Maryland Avenue) completed serving the College Heights, La Belle View, Pleasant Heights; Alikanna and Lincoln Heights neighborhoods.
- A new 1,000,000 gallon elevated storage tank for the West End area (west of Brady Avenue) completed at Eastern Gateway Community College; and
- A new 300,000 gallon Low Pressure Reservoir on Adams Street completed to serve the Downtown and Lincoln/Sinclair Avenue areas.

The developed areas of Steubenville are all served by the City's water supply system. Some outlying undeveloped areas of the community are served by the Jefferson County water system.

No additional major water supply system improvements are planned. Maintenance of an aged distribution system, some of which dates back to the date of original construction, is now the City's primary focus.

WASTEWATER TREATMENT SYSTEM

In 1956, construction of Steubenville's wastewater treatment plant was completed. Prior to this date, sewage was deposited directly into the Ohio River through the city's collection system. The area of the city including the downtown, the LaBelle View and Pleasant Heights, and neighborhoods west to the Hollywood Boulevard area have for the most part a combined sanitary/storm sewer collection system. Most areas west of Hollywood Boulevard are served by separate collection systems. The 1956 plant included processes for debris and sludge removal as well as chloringtion of the treated wastewater. A 1979 addition upgraded the plant with a secondary activated sludge system. There were no major improvements at the plant itself until 2013 when the pumping system was updated, increasing capacity and energy efficiency. Also in 2013, the following improvements are being made:

- Internal components for clarifying tanks changed to make final treated water cleaner and comply with EPA requirements;
- Screw pumps which transport wastewater from primary part of plant to secondary treatment replaced; and
- Change in chemical feed system which disinfects water going into the river to a faster and more cost effective system.

This work at the plant is expected to increase capacity for wastewater treatment from 25.5

million gallons per day to 39 million gallons per day.

The wastewater collection system dates to the time of original neighborhood development. In 2009, a portion of the Permar's Run trunk line was upgraded to increase capacity, improve flow and decrease the amount of sewage entering Permar's Run Creek during extreme rain events. Phase 1 of the University Boulevard sewer separation project was completed in 2012, which removed storm water catch basins and separated a small stream from the wastewater collection system. Phase 2 of the project which is planned for the future includes separating the storm and wastewater collection systems in the College Heights area. The City operates three lift stations; one on Bryden Road which serves the Country Club Estates area; a second on Fernwood Road which serves part of Lovers Lane and the Country Club Hills area; and the third on Railroad Avenue which serves the homes located there. The Bryden Road lift station has been fully upgraded with new pumps and control systems.

The City's wastewater collection system serves most developed areas of the City and the Overlook Hills and Pottery Addition areas of Island Creek Township. The outlying undeveloped areas of the City are not served by the system.

The City continues to focus on system maintenance, removing storm water runoff from the wastewater system and reducing combined sewer overflow events during periods of extreme rainfall.

STORM WATER COLLECTION

Storm water is collected through catch basins and transported via storm sewers through one of three watersheds in the City, these being the Wills Creek, Permar's Run Creek and Cross Creek watersheds. The storm water ultimately is deposited in the Ohio River.

OTHER UTILITIES

Natural gas service is provided by Columbia Gas of Ohio; electric service is provided by American Electric Power (AEP) Company; telephone service is provided by AT&T, Inc.; and cable television and internet service is provided by Comcast. These utilities are available in most of the city, with the exception of outlying undeveloped areas.

EXISTING CONDITIONS | UTILITIES

CHAPTER 2 | LAND USE

Chapter Two BACKGROUND

INTRODUCTION

Land use planning is a primary tool for defining land use arrangements and avoiding conflicts. Land use conflicts occur when incompatible uses are co-located, resulting in various short and long term problems. In time, the resulting nuisances can depreciate the desirability and value of affected properties.

As a relatively developed City, Steubenville's land use patterns are largely established. The community's historic core has been its downtown, western growth along Sunset Boulevard, surrounding neighborhoods, and the industrial districts flanking the Ohio River. Later development emerged along key road corridors, and began infilling with residential neighborhoods throughout the early decades of the twentieth century. In general, Steubenville contains two fairly distinct sectors — the City's traditional, mixed use downtown area that lies along the Ohio River, east of the hillside, and the more suburban, singleuse developments located atop the hillside west of downtown.

ASSESSMENT

An important step in formulation of a Comprehensive Plan is an analysis of existing land uses. This analysis not only identifies what and where particular uses have occurred, but it highlights where future development might occur and where land use conflicts may exist or develop. The existing land use calculations provided herein also allow a comparison with the future land use calculations to help determine the extent of land that is available for specific uses.

The distribution of the various land uses within Steubenville, along with their planned distribution, are summarized in the following table and illustrated in the chart.

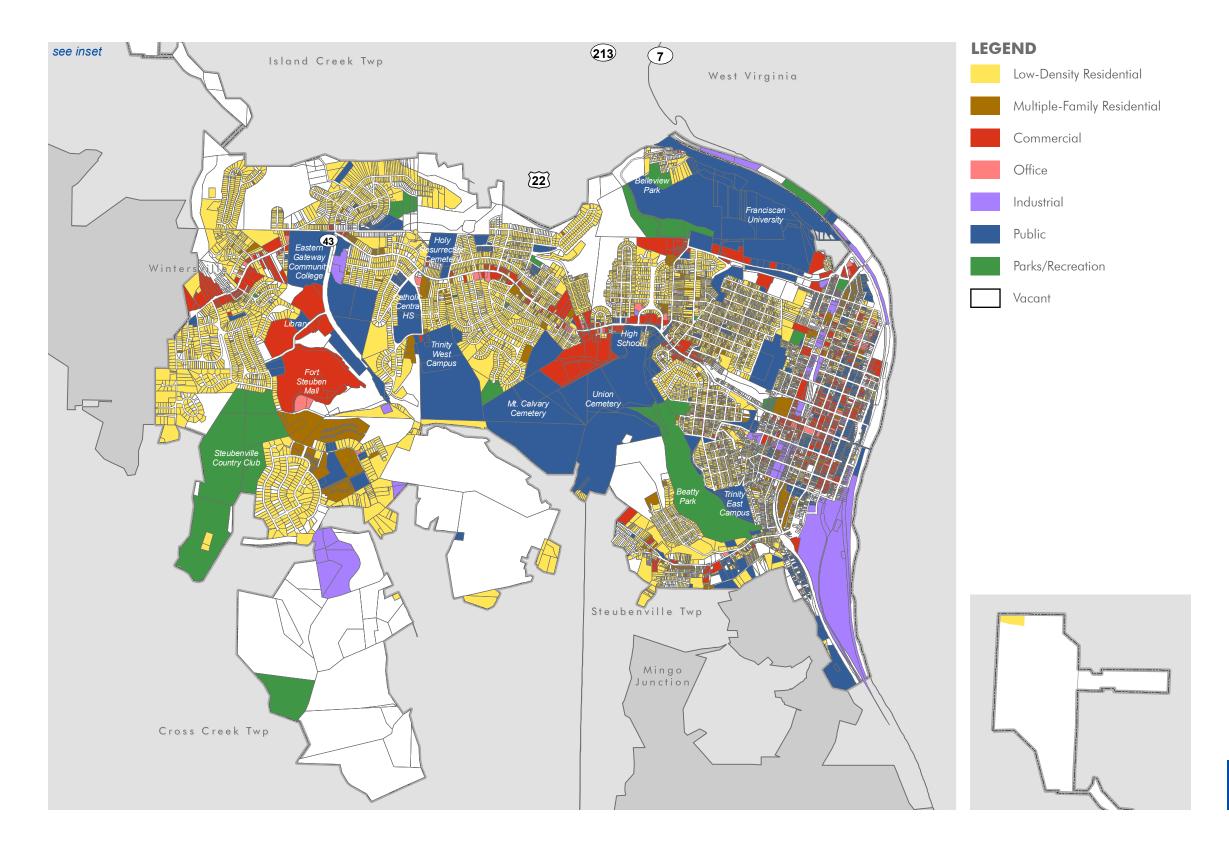
EXISTING LAND USE

	Acreage	Percentage
Low-Density Residential	1441.6	18.3%
Multiple-Family Residential	220.5	2.8%
Commercial	433.8	5.5%
Office	30.2	0.4%
Industrial	274.7	3.5%
Public	3100.5	39.3%
Parks/Recreation	500.9	6.3%
Vacant	1894.5	24.0%

FUTURE LAND USE

	Acreage	Percentage
Traditional Residential	476.8	6.0%
Suburban Residential	1909.4	24.1%
Large Scale Multiple Family	79.2	1.0%
Downtown	221.1	2.8%
Neighborhood Commercial	71.0	0.9%
Community Commercial/ Office	427.9	5.4%
Industrial	852.8	10.8%
Civic Institutional	2487.4	31.4%
Parks/Recreation	408.0	5.2%
Conservation	984.2	12.4%

EXISTING LAND USE





EXISTING LAND USE

The Existing Land Use Map shows how land is currently used in the City. It is helpful when identifying potential land use conflicts, opportunity areas, and areas in transition. The following categories correspond to the Existing Land Use Map and describe the existing land uses as found in Steubenville today:

COMMERCIAL

Downtown

Steubenville's downtown is located along the Ohio River, which provided transportation and access for local commerce during the City's heyday. It contains a mix of uses typical of traditional downtowns, including retail, restaurants, service, office, civic and institutional uses, but the local economy that once boomed in the mid 1900s has slowed, resulting in less commercial activity. In addition, as transportation systems developed in and around the City and access to land improved, other competing commercial areas have emerged which make the marketplace even more challenging for downtown businesses. However, the downtown remains a key asset, as it contains the street network and urban building form that are becoming more popular among young adults, professionals, and seniors. If properly directed, future development and activity downtown could be channeled to harness momentum for the City. At present, the scattered nature of development presents fractured City blocks with large tracts of vacant lands left as older, abandoned buildings are demolished.

The downtown is physically separated from many of the City's neighborhoods by a steep hillside. This is a challenge, as it prevents many who reside in the neighborhoods atop the hill from walking or biking to the downtown. Many residents rely solely on automobile travel, and the topography in Steubenville presents a barrier for providing the frequent street connections desired to fully integrate residential neighborhoods with the downtown.

General Commercial

General commercial areas are located along Sunset Boulevard, University Boulevard and on other sites scattered throughout the City. They include some larger commercial developments, such as the Fort Steuben Mall, the Hollywood Shopping Center, Trinity Medical Center, and several shops and stores built along University Boulevard. The majority of businesses, however, are located along Sunset Boulevard, which provides access to many local neighborhoods and generally follows a ridgeline that runs east/west through the City. The City's general commercial areas are typical of suburban development patterns, characterized by franchise architecture and large parking lots, where site sizes allow. While in many ways these areas of the City provide convenient access to goods and services, the patterns of development that have emerged are somewhat spread out, which prevents organized investment and nodal development, and has resulted in a lack of character and identity. Reorganizing the built environment will be difficult given the City's topography, however, land use strategies can strengthen the synergy between businesses by providing an appropriate mix of uses in appropriate locations.

Office

Along Sunset Boulevard, building sizes are restricted by lot sizes and topography, and as a result, contains several professional office and low-intensity service uses that demand less parking. These uses are intermixed with many of the general commercial uses, which disperses activity and energy along the corridor. Other locations within the City could be considered for office park developments, and some of these uses could locate in downtown mixed use buildings, where they could also contribute to the professional, municipal and retail hub that the City is trying to create.

RESIDENTIAL

Single Family

While the neighborhoods located closest to downtown contain some multiple-family and duplex structures, most of Steubenville's neighborhoods consist of single-family residential homes. Lot sizes in the City range from10,000 square feet (1/4 acre) in neighborhoods closest to downtown, to 43,560 square feet (1 acre) at the west end of the City. As a result, housing types in the City range from smaller bungalows with alley access to larger homes with spacious lawns.

Multiple Family

Most of the City's multiple family uses are scattered throughout the residential areas. They include any residential type that is not single-family detached, such as duplexes, townhomes, or multiple family apartments and condominiums. Several attached single-family lots are located within the LaBelle View neighborhood, located just west of downtown. Additional multiple-family areas are found along Sunset Boulevard, and on designated sites off Lovers Lane, Mt. Calvary Drive, and Sinclair.

CIVIC AND INSTITUTIONAL

Municipal and Quasi-Public

A significant amount of land is used for municipal and quasipublic use. The Mt. Calvary and Union Cemeteries encompass the largest areas of land under this designation. This category also includes land owned by the City for public or quasi-public use, such as Steubenville Public School facilities, Trinity Medical Center, etc.

Educational

Steubenville is home to two institutions of higher education. The Franciscan University of Steubenville, and the Eastern Gateway Community College are both located within the City.

Parks, Recreation and Open Space

The City of Steubenville has almost 260 acres of public parks for its residents. Many of the recreation facilities may be used free of charge while use of others require a user fee. The following table shows the parks and their size.

INDUSTRIAL

Historic industrial development exists along the Ohio Riverfront, consisting of steel manufacturers and oil and gas extraction companies capitalizing on the proximity to the railroad lines and the river that provide excellent transport options.

EXISTING NATURAL FEATURES





FUTURE LAND USE RECOMMENDATIONS

The Land Use Plan addresses issues in the community that relate to uses of land and where specific uses should be located. Future land use policies alone cannot address all concerns, but it does help to alleviate conflicts that may arise as a result of land use activities and promote a more enjoyable environment by locating uses where they will be mutually beneficial. Some of the issues related to land use that arose during development of this plan include:

- Disconnection between Downtown and hilltop neighborhoods
- Typical strip-like commercial development along Sunset
- Lack of entranceways into City
- Vacant sites and buildings in the downtown
- Blight in residential neighborhoods

Future Land Use Recommendations

Some of the above issues can be addressed through organization of land uses, however in Steubenville, land development patterns have largely been established. Broad changes to the location of uses are not anticipated with this plan. Rather, it focuses on changes to zoning and other policies, listed later, that will help improve the existing environment. The following are the future land use categories assigned to land in Steubenville, along with a comparison of how they relate to the current zoning ordinance districts:

FUTURE LAND USE	DENSITY OR INTENSITY	MINIMUM LOT SIZE	ZONING DISTRICT		
Suburban Residential	1 to 2 units per acre	1 acre (43,560 s.f.)	R-A, Residential Agricultural		
		10,000 s.f.	R-1A, Low Density Residential		
		5,000 s.f.	R-1, Low Density Residential		
Traditional Residential	4+ units per acre	4,000 s.f. for first unit, + 1,000 s.f. for each additional	R-2, Medium Density Residential		
		7,500 s.f.	R-2A, Medium Density Residential		
	8+ units per acre	4,000 s.f. for first 2 units + 500 s.f. for each additional	R-3, High Density Residential		
		5,000 s.f.	R-3A, High Density Residential		
	Variable Intensity	As is, unless approved by Historic Landmarks Commission	H, Historic		
		As is	UR, Urban Redevelopment		
Neighborhood Commercial	Moderate Intensity	As required by the Historic Landmarks Commission	R-4, Residential and Commercial		
		10,000 s.f.	B-5, Neighborhood Commercial		
Downtown	High Intensity	N/A	B-1, Central Business		
		7,500 s.f.	B-4, Professional and Business Office		
Community Commercial	Moderate Intensity	N/A	B-2, Community Commercial		
		40,000 s.f.	B-2A, Community Commercial		
		60,000 s.f.	B-3, Regional Commercial		
Industrial	High Intensity	N/A	I-1, General Commercial and Industrial		
		40,000 s.f.	I-1A, General Commercial and Industrial		
		80,000 s.f.	I-2, Light Industrial		
		N/A	I-3, Heavy Industrial		
Civic/Institutional	Variable Intensity	Same as nearest district	P, Public and Semi-Public		
Conservation	Low Intensity	20,000 s.f.	C-1, Hillside Conservation		
		N/A	C-2, River Conservation		
		N/A	FH, Flood Hazard District		

FUTURE LAND USE

LEGEND

SUBURBAN RESIDENTIAL

- Lower density
- Medium to large lot sizes
- Curvilinear streets
- More modern neighborhoods
- Suburban or rural in character
 - May include incidental nonresidential uses like churches or small schools

TRADITIONAL RESIDENTIAL

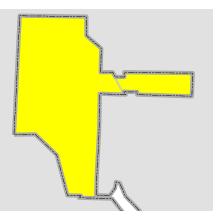
- Higher density
- Smaller lot sizes
- Rectilinear and grid-patterned streets
- Established neighborhoods
- Urban in character
- May include incidental nonresidential uses like churches or small schools

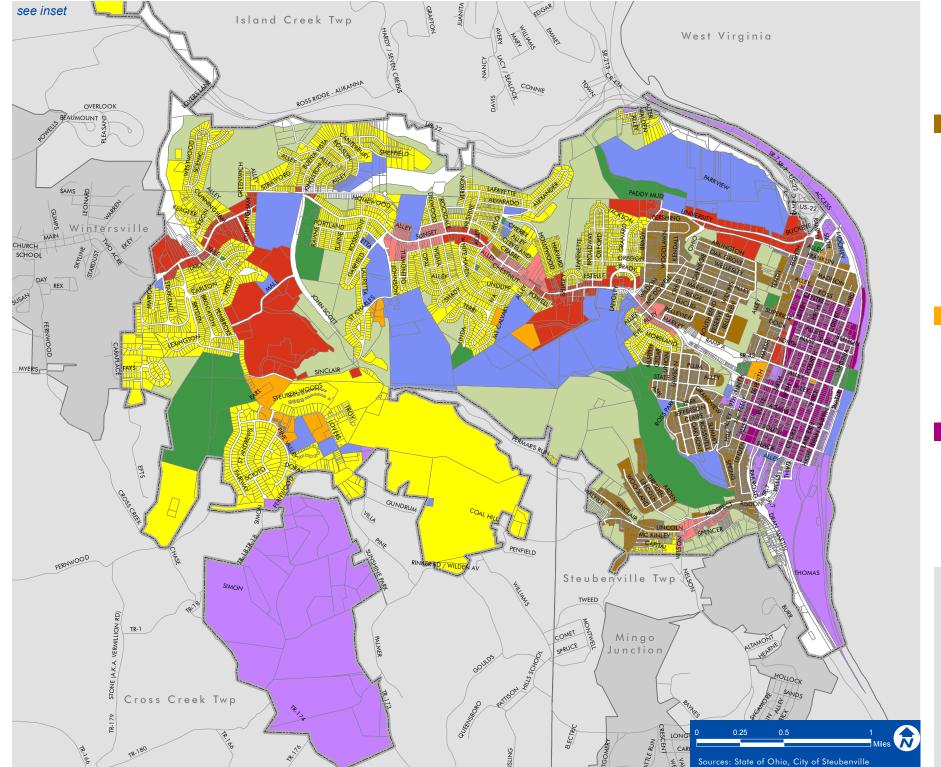
LARGE SCALE MULTIPLE-FAMILY

- Attached residential units
- Larger parcels
- Multiple buildings within a planned, campus-style setting

DOWNTOWN

- Mixed uses: retail, restaurants, office, medium to high density residential, civic, institutional
- Dense, downtown core
- Government and civic center
- Walkable streets
- Traditional downtown character





NEIGHBORHOOD COMMERCIAL

- Walkable nodes
- Smaller scale retail, services, markets, office
- Allowances for mixed-use buildings (retail with residential flats above)
- Additional consideration for transitional uses (see recommendations) may be given to property on the north side of Sunset Boulevard between Cleveland and Rockdale, and on the south side from Richland to S. Forest

COMMUNITY COMMERCIAL

- Medium-scale retail, office
- More auto-oriented than other commercial areas
- Primarily located along main road corridors
- Draws customers from outside the city
- Additional consideration for transitional uses (see recommendations) may be given to property on the north side of Sunset Boulevard between Rockdale and Wilshire

INDUSTRIAL

- Includes cleaner industrial uses and more intense commercial uses
- Located near transportation routes (river and highways)
- Involves activity that should be separated from other land uses

CIVIC/INSTITUTIONAL

- Public, private and non-profit schools and higher education facilities,
- Cemeteries
- Municipal buildings
- Public and non-profit Institutional uses, such as hospitals, with support uses

PARKS/RECREATION

- Public and private recreation
- Actively used greenspace

CONSERVATION

- Unbuildable lands
- Steep slopes
- Often publicly owned

FUTURE LAND USE RECOMMENDATIONS

RECOMMENDED IMPROVEMENT STRATEGIES INCLUDE:

- Mixed Use: Allowing a mix of uses in the City's office and commercial districts, both within the same district and within the same building helps bring vibrancy to commercial areas. Local businesses benefit from the increased business brought by nearby offices, and employees benefit from improved convenience created by nearby restaurants, services and retail. Mixed use is especially relevant for the existing development along Sunset Boulevard, which contains sites and buildings of various sizes. Allowing mixed use, multiple-family and senior housing can provide a broader range of potential tenants for these sites.
- Transitional Uses: Due to their location between incompatible land uses, such as single-family residential and commercial or industrial uses, or due to their location between major traffic routes and single-family residential uses, some parcels are not likely to redevelop under their current zoning designation. In particular, several parcels exist along Sunset Boulevard, especially between Cleveland and S. Forest, that are planned for Neighborhood Commercial or Community Commercial. However, several of these sites contain steep slopes or are too small or shallow to attract the kind of modern commercial redevelopment or re-use desired. Therefore, some alternative uses could be considered, such as mixed-use buildings, senior housing and smaller scale duplexes, guadplexes, or apartment buildings, that may help create a more gradual transition, or step-down from more intense commercial uses to the single-family neighborhoods that adjoin them. Such consideration should allow for the viable development of these sites while maintaining a proper buffer from the nearby residential land uses. Transitional uses should be considered for sites that are too shallow or steep to accommodate more intense development that may be allowed in the underlying zoning, or along higher volume streets, between incompatible uses, or where it may be needed to protect neighborhood character.
- Infill Strategy: Infill within already developed areas makes the most of existing infrastructure. Infill development can be encouraged with incentives such as density bonuses, height bonuses expedited permit reviews, and reduced permitting fees. The City could also maintain an inventory of land targeted for infill or redevelopment to help developers identify available sites.

- **Safescaping:** Safescaping is an approach to preventing crime through physical development considerations. Designing neighborhoods with safety in mind can improve public perception, raise property values, and minimize the often high cost of public safety services, which can encompass a large part of the City's budget. However, it is the actual improvement in safety that is the most compelling reason for Safescaping.
- **Natural Surveillance:** Natural surveillance increases the threat of apprehension by taking steps to increase the perception that people can be seen. Natural surveillance occurs by designing the placement of physical features, activities and people in such a way as to maximize visibility and foster positive social interaction among legitimate users of private and public space. Potential offenders feel increased scrutiny and limitations on their escape routes. Natural surveillance measures can be complemented by mechanical and organizational measures. For example, closed-circuit television (CCTV) cameras can be added in areas where window surveillance is unavailable.
- Natural Access Control: Natural access control limits the opportunity for crime by taking steps to clearly differentiate between public space and private space. By selectively placing entrances and exits, fencing, lighting and landscape to limit access or control flow, natural access control occurs.
- **Natural Territorial Reinforcement:** Territorial reinforcement promotes social control through increased definition of space and improved proprietary concern. An environment designed to clearly delineate private space does two things. First, it creates a sense of ownership. Owners have a vested interest and are more likely to challenge intruders or report them to the police. Second, the sense of owned space creates an environment where "strangers" or "intruders" stand out and are more easily identified. By using buildings, fences, pavement, signs, lighting and landscape to express ownership and define public, semi-public and private space, natural territorial reinforcement occurs. Additionally, these objectives can be achieved by assignment of space to designated users in previously unassigned locations. Territorial reinforcement measures make the normal user feel safe and make the potential offender aware of a substantial risk of apprehension or scrutiny.

SAFESCAPING RECOMMENDATIONS

	SURVEILLANCE	ACCESS CONTROL	TERRITORIAL REINFORCEMENT
	ILLAN	Õ	ORIAL DRCEM
	Ĥ		ENT
SITE DESIGN			
Design streets to encourage pedestrian and bicycle traffic.			
Use passing vehicular traffic as a surveillance asset.			
Use structures to divert persons to public and reception areas.			
Use a locking gate between front and backyards.			
Ensure potential problem areas are well lit: pathways, stairs, entrances/exits, parking areas, ATMs, phone kiosks, mailboxes, bus stops, children's play areas, recreation areas, pools, laundry rooms, storage areas, dumpster and recycling areas, etc.			
Limit the size of projects that cater to one particular housing type or price range. Studies show that the larger the project, the more isolated residents feel.			
Where possible, encourage attached single-family housing types that provide ownership opportunities.			
If possible, assign parking spaces or provide attached garages that offer direct entry to homes.			
FENCING			
Use the shortest, least sight-limiting fence appropriate for the situation.			
In the front yard, use waist-level, picket-type fencing along residential property lines to control access, encourage surveillance.			
Use shoulder-level, open-type fencing along lateral residential property lines between side yards and extending to between back yards. They should be sufficiently unencumbered with landscaping to promote social interaction between neighbors.			
Use substantial, high, closed fencing (for example, masonry) between a backyard and a public alley.			
Avoid cyclone fencing and razor-wire fence topping, as it communicates the absence of a physical presence and a reduced risk of being detected.			
LANDSCAPING			
Create landscape designs that maintain open views, especially in proximity to designated points of entry and opportunistic points of entry.			
Use thorny bushes beneath ground level windows. Use rambling or climbing thorny plants next to fences to discourage intrusion.			
Actively maintain the premises such that it communicates an alert and active presence occupying the space.			
Plant trees in common open spaces, which are found to improve the perception of safety.			

SAFESCAPING RECOMMENDATIONS CONT.

	SURVEILLANCE	ACCESS CONTROL	FERRITORIAL REINFORCEMENT
LIGHTING			Z T
Avoid lighting that creates blinding glare and/or deep shadows, hindering the view for potential observers.			
Use more fixtures at a lower lighting intensity to distribute light and prevent severe lighting disparities, which require the eyes to adjust.			
Use shielded or cut-off luminaires to control glare.			
Place lighting along pathways and other pedestrian-use areas at proper heights for lighting the faces of the people in the space (and to identify the faces of potential attackers).			
BUILDING DESIGN			
Place windows so residents can overlook sidewalks and parking lots.			
Use transparent vestibules at building entrances.			
Require that storefront windows remain clear of signs, display racks and other items that prevent clear views into and out of the store.			
Use a single, clearly identifiable, point of entry.			
Incorporate maze entrances in public restrooms. This avoids the isolation created by double door entry systems.			
Eliminate design features that provide access to roofs or upper levels.			
Display security system signage at access points.			
Restrict private activities to defined private areas.			
Use quality building materials to improve the perceived value and provide a safer building in case of fire or natural catastrophe.			
Limit the number of units (i.e. less than 5) within multiple-family buildings.			
Balcony railings should be low in height and should not be solid or obstruct views			
Common building entrances should include self-locking entrances.			
Where needed, locate stairwells and elevators in a central location where activity is higher.			
Require windows on all building facades.			

Illuminate an area extending 30 feet on either side of trails and ac
Where security is an issue, illuminate areas at 3 footcandles or mo
Locate restrooms, telephones and drinking fountains in high-activiat night.
Clearly mark entrance and exit routes, emergency call boxes and
Cluster amenities likely to be used at night to minimize the need for
Include safety signage to reinforce local patrols and neighborhood
Restrict vehicular access to parking areas only.
Trim landscaping such that shrubs are no taller than 2 feet in heig 6 feet.

PUBLIC PARKS

<u>н</u> со v

Prevent tampering of lights by installing tamper-proof covers on fix poles.

	SURVEILLANCE	ACCESS CONTROL	TERRITORIAL REINFORCEMENT
ils and active areas at 0.6 footcandles or more. dles or more. high-activity areas, and illuminate them properly			
oxes and nearby public safety offices. ne need for costly lighting and patrols.			
ghborhood watches. Het in height and tree canopies fall no lower than			
vers on fixtures and by trimming trees near light			

CHAPTER 3 | ECONOMIC DEVELOPMENT

Chapter Three BACKGROUND

INTRODUCTION

While the patterns of development and the makeup of the local economy are largely established, sustained prosperity not only requires physical change, but also policy change that adjusts as the economy evolves. Past reliance on manufacturing as a major employer needs to be replaced with jobs in emerging sectors like education, medicine, and sustainable energy.

New businesses need to be supported by policies that encourage entrepreneurship. With its institutions of higher education, excellent public school district, growing health industry, and emerging oil and gas initiatives, Steubenville is poised to capitalize on the influx of investment and wealth that is likely to follow. However, without a plan in place, these opportunities may abate as fast as they arrive. Learning from its history, it is the City's goal that the investments anticipated in the next five to ten years are harnessed into catalytic projects that will help sustain the local economy long after the current oil and gas boom is over.

This chapter describes where the City is today and how its assets can be a foundation for a vibrant future. This plan acknowledges economic realities, and provides suggestions to address issues like a loss of population and fragmented downtown building pattern. In some cases, this means the City will need to accept some difficult realities, support open communication, and advocate change (sometimes dramatic change) so it is well positioned for the future. Coordination of all the various groups involved, including public/private partnerships, is also essential, so policy suggestions are also given to help drive cooperative change.

BOOMTOWN DYNAMICS

Steubenville, like many cities in the Midwest, experienced a boom in population and economic growth in the mid-1900-s. As national free trade policies flourished, steel manufacturing in the U.S. began to diminish. Communities along the Ohio River Valley, including some in Jefferson County and the Pittsburgh region in general, were some of the worst hit by this decline. Loss of jobs, population and tax revenue all followed, resulting in larger physically developed areas than people and businesses to occupy them. In response, many communities are looking at policies to "shrink" local infrastructure burdens and municipal costs in general. Businesses in downtown Steubenville are not cohesive, infrastructure is overbuilt for actual use, and activity is dispersed. These challenges lead to serious questions about what to do with the buildings and land that remain underutilized or vacant, and how to invigorate the City without dispersing future activity in a similar fashion. Currently, businesses are acting as isolated commercial areas, with little synergy between them. This plan includes strategies to both reposition the City amongst the regional economy and redefine land use policies that can realistically be implemented to manage these surpluses.

SHRINKING CITIES

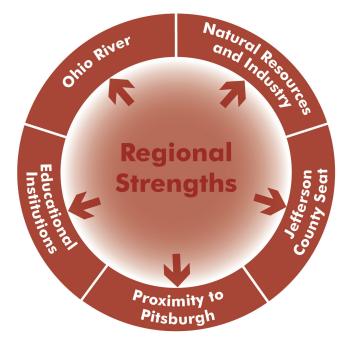
Many shrinking cities exist because of the post-industrial shift from manufacturing to service industries, so the current condition in which Steubenville finds itself is not unique. What can be unique, however, is how the City chooses to address this issue. In our growth-oriented society, accepting decline or a retracting economy can be difficult to acknowledge, and as a result, many cities choose a "do-nothing" approach to planning, hoping unrealistically instead that it will naturally rebound to its former size. Now that Steubenville stands in the face of another potential economic boom, it is important that the policies developed to address the vacancy issues and physical decline that occurred in the post-industrial era are not set aside for a temporary upswing in the economy. What Steubenville needs is policy reform, changes in the community vision, and an overall acceptance of its current population and economic condition before it will begin to rebound. In fact, once embraced, the City may find that this phenomenon is an opportunity that brings the potential to retrofit property and buildings to accommodate modern desires and needs. For example, regardless of planner's encouragement of urban residential areas, many residents today simply do not wish to live in such places. Our society has evolved to one that, in some ways, embraces the suburban lifestyle, and this cannot be overlooked.

REGIONAL STRENGTHS

This plan focuses on strategies to harness regional strengths into positive actions that will stimulate the entire economy in a sustainable way for the longer-term. The nature of any economy functions around the specific needs of the area it intends to serve. For this reason, economies are more likely to grow at a regional level, rather than a state or federal level. Therefore, economic development efforts should focus first on networking, partnerships and bridging political and geographic boundaries within the county and region.

EMPLOYMENT INDUSTRIES

Agriculture, forestry, fishing, hunting, mining Construction Manufacturing Wholesale trade Retail trade Transportation and warehousing, utilities, communications Finance, insurance, real estate, and rental and leasing Professional, scientific, management, administrative, waste management services Educational, health, social services Arts, entertainment, recreation, accommodation, food services Other services (except public administration) Public administration



1990	2000	2010	% change
			1990-2010
117	4	32	-73%
257	230	203	-21%
1568	1,058	540	-66%
146	131	101	-31%
1336	846	1,096	-18%
430	542	412	-4%
321	335	346	8%
206	475	612	197%
1898	1,945	2,136	13%
275	544	752	173%
665	327	462	-31%
296	408	309	4%

HOUSEHOLD AND FAMILY INCOME

Income levels in the City are steadily increasing. This is due in part by shifting occupational characteristics, but is also due to general growth in the economy.

	Steubenville	0 - 5 minutes	0 - 10 minutes	0 - 15 minutes	Jefferson County	Ohio
Household Income Base	8,334	5,883	12,884	29,972	30,373	4,446,621
<\$15,000	30.3%	36.4%	28.8%	22.7%	23.0%	15.6%
\$15,000 - \$24,999	16.6%	15.9%	17.7%	16.8%	17.5%	13.4%
\$25,000 - \$34,999	13.3%	13.0%	13.9%	14.5%	14.7%	13.6%
\$35,000 - \$49,999	15.4%	14.3%	16.2%	18.3%	17.9%	17.3%
\$50,000 - \$74,999	12.9%	11.0%	13.4%	16.6%	16.8%	20.4%
\$75,000 - \$99,999	5.5%	4.3%	5.1%	6.2%	5.8%	10.0%
\$100,000 - \$149,999	3.9%	2.9%	3.2%	3.3%	3.0%	6.5%
\$150,000 - \$199,999	1.1%	1.0%	0.8%	0.7%	0.6%	1.6%
\$200,000+	1.2%	1.3%	0.9%	0.8%	0.7%	1.7%
Average Household Income	\$39,887	\$36,877	\$38,165	\$40,640	\$39,517	\$52,836
Median Household Income						
2000 Census	\$26,674	\$23,431	\$27,011	\$31,774	\$30,863	\$40,998
2010 Census	\$31,218	\$27,956	\$32,588	\$40,235	\$37,627	\$52,047
Growth 2000-2010	17%	19%	21%	27%	22%	27%

\$31,356

12%

\$37,433

15%

\$45,402

13%

\$43,213

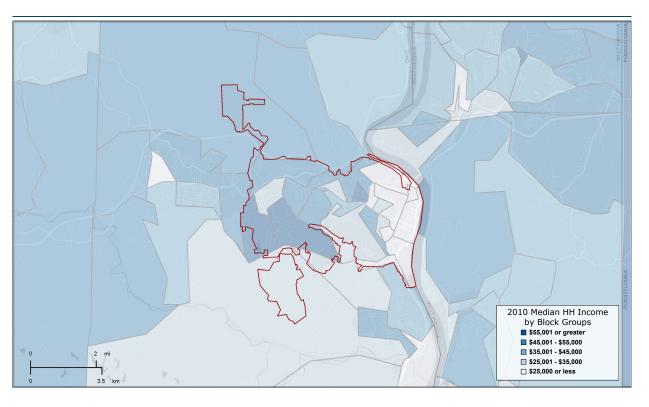
15%

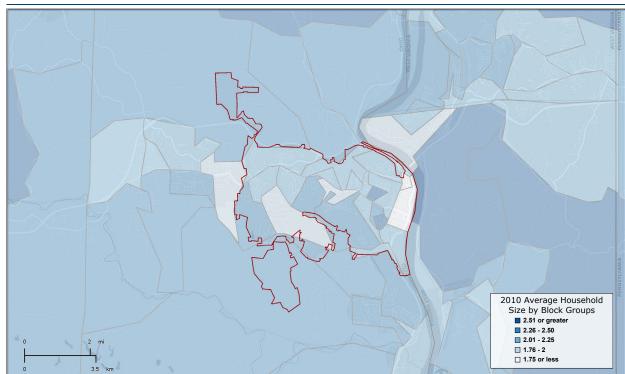
\$58,651

13%

\$36,275

16%





2015 Projection

Growth 2010-2015

U.S. Census Housing Statistics

	Steubenville	0 - 5 minutes	0 - 10 minutes	0 - 15 minutes	Jefferson County	Ohio
2010 Housing Units	9,506	6,940	14,757	33,105	33,504	5,166,433
Owner Occupied Housing Units	48.2%	41.6%	50.9%	61.0%	63.7%	60.9%
Renter Occupied Housing Units	33.7%	37.3%	32.3%	26.4%	23.1%	28.1%
Vacant Housing Units	18.1%	21.2%	16.8%	12.6%	13.2%	11.0%
Median Home Value						
2000	\$66,468	\$61,790	\$62,883	\$67,952	\$62,590	\$100,501
2010	\$86,250	\$79,762	\$81,876	\$89,362	\$81,910	\$115,294
2015	\$97,669	\$91,150	\$93,517	\$101,573	\$93,419	\$122,676
Growth 2000-2015	47%	48%	49%	49%	49%	22%
Occupied Housing Units by Value - 2000						
otal 4,935		3,115	7,963	21,105	22,599	3,072,514
<\$50,000	29.7%	36.4%	34.6%	29.3%	36.8%	12.2%
\$50,000 - \$99,999	46.7%	45.2%	46.5%	51.1%	45.0%	37.5%
\$100,000 - \$149,999	14.0%	12.0%	12.2%	12.5%	11.3%	26.3%
\$150,000 - \$199,999	4.4%	3.6%	3.4%	3.6%	4.4%	12.3%
\$200,000 - \$299,999	3.0%	2.1%	2.2%	2.5%	1.7%	7.8%
\$300,000 - \$499,999	1.4%	0.2%	0.7%	0.6%	0.4%	2.9%
\$500,000 - \$999,999	0.4%	0.0%	0.2%	0.2%	0.2%	0.8%
\$1,000,000 +	0.4%	0.5%	0.3%	0.2%	0.1%	0.2%
Average Home Value	\$86,900	\$77,218	\$76,885	\$78,987	\$73,465	\$124,321
Rent Rates						
Median Rent	\$282	\$271	\$284	\$304	\$281	\$423
Average Rent	\$269	\$256	\$272	\$290	\$273	\$443

Source: U.S. Census 2000, 2010, ESRI.

EDUCATION AND EMPLOYMENT TRENDS

Residents in Steubenville are more educated today than in 1990. As a result of past declines in manufacturing and mining industries, employment has shifted toward more professional and service-related industries. While the U.S. Census reported the largest decline in the agricultural, forestry, fishing, hunting and mining industries, knowledge of the new oil and gas initiatives suggest the City will soon see sharp increases in this sector, if such growth has not already begun. The professional, scientific, management, administrative and waste management services industries grew the most since 1990, which further shows the influences that the past mining/ manufacturing decline and educational and health industry growth can have on the local demographics. Today, three of the top five employers in Jefferson County, Franciscan University of Steubenville, Steubenville City Schools and Trinity Health System, are all located within the City.

	Steubenville	0 - 5 minutes	0 - 10 minutes	0 - 15 minutes	Jefferson County	Ohio
Total	13,105	9,105	20,219	48,644	49,821	7,743,597
Less Than 9th Grade	5.4%	5.9%	5.1%	4.2%	4.2%	3.3%
9th to 12th Grade, No Diploma	9.8%	11.1%	9.0%	8.1%	8.9%	9.0%
High School Graduate	37.0%	37.7%	41.3%	43.1%	46.0%	35.7%
Some College, No Degree	17.6%	18.0%	17.9%	18.8%	17.6%	19.7%
Associate Degree	9.0%	7.4%	8.8%	9.0%	8.7%	7.6%
Bachelor's Degree	11.7%	11.1%	10.5%	10.9%	9.1%	15.5%
Graduate/Professional Degree	9.4%	8.7%	7.3%	5.9%	5.6%	9.2%
High School or Less	52%	55%	55%	55%	59%	48%
More than High School	48%	45%	45%	45%	41%	52%

Relative Crime Index *										
	2001	2002	2003	2004	2005	2006	2007	2008	2010	
Steubenville	1.5	1.6	1.3	1.2	1.2	1.2	1.1	1.4	1.3	
Youngstown	2.3	2.3	2.1	2	2.4	2.4	2.1	2.1	2.2	
Zanesville	1.9	1.8	1.6	1.4	1.2	1.4	1.5	1.5	1.4	
Wheeling	-	-	-	-	0.9	0.9	0.9	0.9	-	
Weirton	0.3	0.3	-	-	-	-	0.2	0.3	0.3	

* Relative index was calculated by dividing the annual crime index by the national average given for that city.

"-" Indicates a lack of data provided for that city and year.

PERCEPTIONS OF THE CITY

Various stakeholder groups expressed concern that local media, surrounding communities, and even some City residents are perpetuating a false stereotype of Steubenville. It is perceived to be dangerous, and residents, especially younger students, feel they are treated differently by surrounding communities, schools and church groups as a result. To counteract such misperceptions, facts about crime in Steubenville are shown below to help educate residents, and later, this Plan also gives suggestions for physical change that will improve the perception of visitors.

Relative crime indexes provide a measure of criminal activity as compared to the U.S. average. Numbers over one are higher than the national average, and those below one are less than the national average. As noted, the City of Steubenville has crime rates just above the national average, but not significantly higher. In general, crime trends show that, with the exception of 2008 to 2010 (likely due to temporary economic forces) the city is becoming safer. Crime figures for Steubenville are similar to other cities with similar socioeconomic and demographic characteristics.

Population and Household Growth

	Steubenville	0 - 5 minutes	0 - 10 minutes	0 - 15 minutes	Jefferson County	Ohio
2000 Total Population	19,015	13,405	30,560	70,971	73,894	11,353,140
2010 Total Population	18,287	13,060	28,335	66,472	68,479	11,605,005
2015 Total Population	17,502	12,480	27,229	64,126	65,747	11,684,976
2010-2015 Annual Rate	-0.87%	-0.90%	-0.79%	-0.72%	-0.81%	0.14%
2000 Households	8,342	5,933	12,962	30,076	30,417	4,445,773
2010 Households	7,786	5,472	12,277	28,929	29,075	4,598,386
2015 Households	7,479	5,239	11,857	28,094	28,132	4,644,320
2010-2015 Annual Rate	-1.01%	-1.10%	-0.88%	-0.74%	-0.82%	0.06%
2010 Average Family Size	2.77	2.79	2.79	2.78	2.79	3.01

Hausa	halda	h	Tuno
House			IVUE

	Steubenville	0 - 5 minutes	0 - 10 minutes	0 - 15 minutes	Jefferson County	Ohio
Total	8,342	5,933	12,962	30,077	30,417	4,445,773
Family Households	58.5%	55.7%	60.5%	65.3%	67.7%	67.3%
Married-couple Family	40.2%	35.7%	42.4%	49.5%	52.3%	51.4%
With Related Children	14.8%	13.3%	16.0%	18.4%	20.0%	23.5%
Other Family (No Spouse)	18.3%	20.0%	18.1%	15.8%	15.4%	15.9%
With Related Children	10.8%	12.5%	10.5%	8.9%	8.8%	10.5%
Nonfamily Households	41.5%	44.3%	39.5%	34.7%	32.3%	32.7%
Householder Living Alone	36.4%	38.6%	34.8%	30.8%	28.5%	27.3%
Householder Not Living Alone	5.1%	5.7%	4.7%	3.9%	3.8%	5.3%
Households with Related Children	25.6%	25.8%	26.5%	27.3%	28.8%	34.0%
Households with Persons 65+	35.8%	35.0%	35.6%	33.8%	32.5%	23.8%

Population by Age - 2010

	Steubenville	0 - 5 minutes	0 - 10 minutes	0 - 15 minutes	Jefferson County	Ohio
Median Age	43.8	41.4	43.5	45.2	44.8	38.4
Total	18,283	13,059	28,337	66,475	68,479	11,605,005
0 - 4	5.1%	5.4%	5.2%	5.0%	5.0%	6.6%
5 - 9	5.2%	5.4%	5.2%	5.1%	5.2%	6.5%
10 - 14	5.2%	5.3%	5.2%	5.3%	5.4%	6.5%
15 - 24	12.8%	14.2%	13.0%	11.5%	11.7%	13.7%
25 - 34	11.3%	12.1%	11.2%	10.8%	10.9%	12.4%
35 - 44	11.7%	12.0%	11.9%	12.0%	12.1%	13.2%
45 - 54	13.8%	13.3%	14.1%	14.9%	15.2%	15.0%
55 - 64	13.7%	13.0%	13.7%	14.9%	15.2%	12.2%
65 - 74	9.3%	8.7%	9.2%	9.6%	9.6%	7.1%
75 - 84	7.7%	7.0%	7.5%	7.4%	6.7%	4.7%
85 +	4.1%	3.7%	3.7%	3.5%	3.1%	2.1%
18 +	81.0%	80.4%	80.9%	81.3%	80.9%	76.4%

Race and Ethnicity - 2010

	Steubenville	0 - 5 minutes	0 - 10 minutes	0 - 15 minutes	Jefferson County	Ohio
Total	18,288	13,061	28,335	66,472	68,479	11,605,005
White Alone	77.9%	72.6%	83.4%	90.3%	91.2%	83.4%
Black Alone	17.7%	22.8%	13.1%	7.1%	6.3%	11.8%
American Indian Alone	0.3%	0.3%	0.2%	0.2%	0.2%	0.2%
Asian or Pacific Islander Alone	1.2%	0.9%	0.8%	0.7%	0.6%	1.7%
Some Other Race Alone	0.7%	0.8%	0.6%	0.3%	0.3%	1.1%
Two or More Races	2.3%	2.6%	1.9%	1.4%	1.4%	1.8%
Hispanic Origin	1.5%	1.8%	1.3%	1.0%	0.9%	2.9%

Source: U.S. Census 2000, 2010, ESRI.

INTRODUCTION

The following preliminary economic development strategy provides a framework of understanding of economic issues and opportunities and offers a guide towards effective implementation. The economic conditions at the time of this initiative warrants focusing on the strengths and assets of the community that will be leveraged for balanced growth (economic, social and environmental) through efficient land use, housing, transportation and infrastructure strategies. These will result in economic development and job creation, business retention and recruitment, appropriate incentive packages and publicprivate partnerships.

Economic development experts and economists alike agree with the premise that economic growth and competitive advantage occurs at the regional level, rather than at the state or local levels. Area and regional networking, partnering and bridging the geographic & political boundaries will lead to regional economic development success. This is evidenced by the recent developments surrounding the gas & oil shale initiative taking place within the Eastern Ohio region.

Certainly Steubenville has a strong history as a place of manufacturing. However the years of transition from a pure manufacturing city to a city with multi-faceted economic development resources have taken their toll on the economic sustainability of Steubenville. This has forced community leaders to explore ways to "mine" economic development opportunities more aggressively and become proactive rather than reactive in business recruitment and retention activities.

Below we have outlined economic development opportunities which should be pursued further in an effort to reposition the local and regional focus on economic development.

PARTNERING FOR THE FUTURE

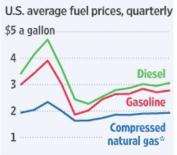
The City of Steubenville should continue to partner with area economic development organizations to enhance the local economic development opportunities. A port authority is an excellent vehicle for the city, Jefferson County and local business leaders through which to channel economic development efforts. As the **Jefferson County Port Authority** becomes established, community leaders will have an economic development tool to pursue projects that currently does not exist in Jefferson County.

Area education partners **Franciscan University and Eastern Gateway Community College** are capable of developing "job ready" programs that can be tailored to the needs of area employers.

Regional relationships with organizations such as **Eastern Ohio Development Authority** (EODA) and **Ohio Mideast Governments Association** (OMEGA) provide opportunities to provide a unified marketing voice to the world while highlighting the unique assets, opportunity sites/land and the skilled labor force of each community,

In addition to the local / regional organizations, consideration should be given to strengthening the relationship with the **State** of Ohio and the economic development programs offered through the state. As the shale gas & oil initiative has erupted, the State of Ohio has taken a keen interest in the benefits coming into the state from a jobs, development and revenue / taxation perspective.

Compressed



0 2008 '09 '10 *Compressed natural gas converted to gasoline gallon equivalent Source: U.S. Department of Energy **The Ohio Development Services Agency** (ODSA) assists communities in their efforts to build stronger, healthier communities throughout the state. With an office set up specifically to assist the Appalachian counties of the state and with the economic development focus the state has on the Steubenville area, the time is now to forge a strong partnership with the state to implement catalytic investment opportunities in education, roads, infrastructure, technology, green initiatives and private sector development stimulation.

Instead of viewing Steubenville and the surrounding communities as a single source economic "engine" it is imperative that leadership use these regional organization relationships to expand the awareness of the broader geographic area and articulate regional economy themes, with differing assets and strengths as well as challenges necessary to overcome for regional economic development success.. Now more than ever, the successful implementation of economic growth initiatives will require the support of regional networks composed of civic, business, investor, academic, entrepreneurial and philanthropic partners.

"The evidence is clear. Regions that collaborate on economic development initiatives and sell their competitive advantages to the world will be more competitive, identify opportunities more quickly, and align resources more efficiently. In turn, their regional economies will grow faster."

Source: Indiana Economic Development Corporation

HISTORIC PRESERVATION IS AN ECONOMIC DEVELOPMENT TOOL

Steubenville's rich history, designated National Register Historic Districts and significant historic building stock within the downtown indicate the importance of integrating historic property redevelopment into future economic development strategies for the city. Iconic buildings such as the Grand Theater and others within the Fourth Street Commercial Historic District are worth considering for redevelopment and repurposing to bring new life into the downtown while providing a lucrative investment vehicle for economic development for the city. The federal and state of Ohio historic tax credit programs provide significant investment benefits to those individuals and/or institutional investors developing historic buildings. With a 20% federal ITC combined with a 25% state ITC, the developer is provided a 45% Investment Tax Credit on the real estate project when following the Secretary of Interior's Rehabilitation Standards for Historic Preservation.

Main Street Assistance

In an effort to further advance the benefits of historic preservation as an economic development strategy, consideration should be given to a certified Main Street Program as offered through Heritage Ohio. This would create an opportunity to bring a stronger voice to downtown historic preservation activities through an actual staffed organization including a board of trustees to legitimize the value and importance of downtown Steubenville.

The Heritage Ohio Main Street program has been designed to mirror the National Trust for Historic Preservation's National Main Street program that focuses on the traditional "four point" approach to the business of downtown management, operations and development. The Four Point Approach includes the following organizational structure;

- Organizational
- Promotional
- Design
- Economic Restructuring

Additional information on the Main Street program is available from the National Trust for Historic Preservation and Heritage Ohio.

ADDITIONAL ECONOMIC DEVELOPMENT TOOLS

NEW MARKET TAX CREDITS

The New Markets Tax Credits (NMTC) program was created by the Clinton Administration for the purpose of encouraging private investment and development in Low Income Communities (LIC). It is similar to Low Income Housing Tax credits in that it brings significant funding to the LIC. However, the New Markets Tax Credit's purpose is for building infrastructure specifically, rather than residential housing. Recognizing that housing alone will not solve the problems existing in these distressed communities, the program provides for the building of commercial businesses and not-for-profit human service facilities.

Steubenville is the exact kind of community the program was designed to help. The program is very flexible in the type of projects that can be funded and has been used to fund a variety of infrastructure developments: shopping centers, mixed use (housing/retail) facilities, hotels, office buildings, warehouses, charter schools, notfor-profit agencies (both administrative offices, as well as operational facilities).

Basic characteristics of the program are listed below

- Created in December 2000 to increase investment in operating businesses and real estate projects in lowincome communities.
- Administered by the U.S. Treasury. Project investors receive a credit against federal income taxes for making an investment into a qualified project.
- Project developer receives low cost capital to fund project costs (approximately 17% - 20% of total project costs).
- Community Development Entities (CDEs) apply to the Treasury Department for the right to allocate NMTCs to projects. For a project to receive NMTC financing, a CDE must provide an allocation of NMTC credits.
- Project must maintain NMTC program compliance for seven years after the investment

The CDFI Fund is a department within US treasury Department that administers the NMTC program.

TAX INCREMENT FINANCING (TIF)

TIF is a redevelopment tool that uses future gains in taxes to finance current improvements within a designated district. The financing is typically handled through bond financing as has certain development activity limitations and sunset requirements. Creating a TIF District specific to Downtown Steubenville would provide another financing tool to accomplish redevelopment goals over the long-term.

SPECIAL IMPROVEMENT DISTRICT (SID)

SID's are special assessment districts designed to direct revenues to a variety of supportive services including security, maintenance, marketing, economic development, parking, and special events. A SID is a legally recognized organizational structure in the State of Ohio thanks to enabling legislation allowing for property owners within a designated area to assess themselves to fund certain activities. SID's are established through the property owners within the targeted area and depend upon selfassessment to collect funds through a local taxing agency. At least 60% of the property owners must approve the assessment prior to City Council action to recognize the SID for implementation. The property assessment formula is flexible and determined by the SID itself. The general purpose of a SID is to bring additional revenues to bear on a creating a healthy vibrant district. The funds can be used for marketing, Main Street organization operations, security, economic development and others.

As municipalities have been forced to reduce service delivery to their neighborhoods and in particular their business districts because of revenue reductions and trimmed budgets, private property owners have turned to the SID model to effectively and equitably provide services to targeted districts. Although first established in larger metropolitan cities, SID's are now being created in smaller communities where a concern for heightened district character and the quality of the "customer experience" are considered to be important aspects of a successful economic development program.

ANGEL FUNDING

A phenomenon gaining momentum in venture capital financing circles is called Angel Funding. The term "angel" originally comes from its founder William Wetzel in 1978 when he was a professor at the University of New Hampshire and founder of its Center for Venture Research. The term refers to how entrepreneurs could raise seed capital through investors that supported their idea; hence the term "Angel" was adopted.

Angel investors are often retired entrepreneurs or executives, who may be interested in angel investing for reasons that go beyond pure monetary return. These include wanting to keep abreast of current developments in a particular business arena, mentoring another generation of entrepreneurs, and making use of their experience and networks on a less-than-full-time basis. They might also see a need to build a stronger local economy and elect to invest into other locally owned businesses. In addition to funds, angel investors can often provide valuable management advice and important contacts for start-up or young companies.

Communities experiencing corporate migration and job loss to more fertile markets or regions that provide tax incentives and other support mechanisms to companies trying to compete are exploring various ways to retain these companies. Building a stronger local economy will provide jobs and spawn other companies to support the major employers of the region. One of the more creative tools being used is the Angel Venture Capital Fund. This approach brings local investors together to provide capital to local companies in an effort to retain them in the region and to become their investment partners. Unlike typical venture capitalists, who manage the pooled money of others in a professionally-managed fund, these investors are locally based and are committed to finding ways to enhance the local economy in addition to receiving a return on their investment.

Steubenville and its regional partnering communities should explore the creation of an Angel Fund to provide much needed start-up capital and expansion capital to area companies. This partnership approach to financing will build loyalty within the region and strengthen the notion that "we are all in this together." Local business and investors helping local businesses to succeed would speak volumes to those outside of the region considering locating their operation into the Jefferson County area.

Of great concern to economic development interests throughout the country is the issue regarding "Second Stage" companies. Second Stage refers to companies that have strategically grown from start-up status to a full fledged operation. When facing growth stunting issues at the local level, these companies are ripe for acquisitions and mergers with national companies. Often times when this occurs, founding principals and management personnel are retained by the acquiring company and relocated out of the area. Undercapitalization is often times the reason that the acquisition option appears to be attractive. Hence, what might be good for the company can be devastating to the local economy.

Angel Funding resources can play a critical role in filling critical funding gaps hence allowing these companies to remain healthy and profitable while providing critical skilled labor jobs and contributing greatly to the local economy.

ECONOMIC GARDENING

Economic gardening is an economic development model that embraces the fundamental idea that entrepreneurs drive economies. The model seeks to create jobs by supporting existing companies in a community. The concept, pioneered in 1987 in Littleton, Colorado, when the state was in a recession, is an alternative to traditional economic development practices. It initially was based on research by MIT's David Birch, who suggested that most new jobs in any local economy were produced by the community's small, local businesses. In Littleton, city leaders observed that only 3 to 5 percent of all companies were "high growth" but determined that those "gazelles" were creating the great majority of new jobs.

Economic gardening connects entrepreneurs to resources, encouraging the development of essential infrastructure and providing entrepreneurs with needed information. The Littleton economic gardening initiative provides local entrepreneurs with access to competitive intelligence on markets, customers, and competitors that is comparable

to the resources customarily only available to large firms. Included in the market information category are database and data mining resources, and geographic information systems.

Since 1989, Littleton (population 41,000), has added 15,000 jobs, with no incentives. Although no formal studies of economic gardening's impact exist, it is widely believed in Littleton that the concept has made an important contribution to this result.

LIMITED LIABILITY DEVELOPMENT CORPORATION LLDC [FOR PROFIT]

Steubenville leadership should consider the establishment of a For Profit LLDC to provide an investment vehicle for those real estate investment interests to pool resources for targeted areas of re-investment. This is best accomplished through a for profit approach where at-risk private capital is used to take advantage of historic tax credit benefits from historic property redevelopment, contribution to TIF financing districts and designed around reasonable return on investment economic models.

LOCAL ECONOMIC DEVELOPMENT PROMOTIONAL EDUCATION WORKSHOPS

In an effort to engage the local education community into economic development activities, the Chamber of Commerce could also partner with area companies and Franciscan University and/or Eastern Gateway Community College to promote the area through educational events, regional / state seminars, workshops and job fairs.

Hosting regional economic development symposiums such as Build a Better Northwest Indiana Regional would build strong ties to regional partners. Taking advantage of the outstanding conferencing facilities at Das Dutchman Essenhaus to attract economic development organizations to the area would elevate Middlebury's role in the promotion of regional economic development.

CONNECTIONS BETWEEN NEIGHBORHOODS, COMMERCIAL NODES, DOWNTOWN AND EDUCATIONAL INSTITUTIONS

Also noted during stakeholder meetings was the need to integrate the entire Steubenville community. The topography of the City creates a natural break between the central business district along the Ohio River, and the neighborhoods located atop the hillside. Transportation routes have created a divide between the Franciscan University of Steubenville and the City itself. As a result, these key assets of the community do not create the synergy needed to ensure vibrant commercial areas, and safe, walkable places. Suggestions to address these challenges are found throughout this plan, including the following:

- Integrate market rate residential uses Downtown to inject daytime population and increase social activity in the central core.
- Reorganize land and focus on projects that strengthen core downtown areas, while encouraging alternative, creative uses at the periphery.
- Coordinate with transit agencies to ensure mobility and connections to downtown.
- A Communications Plan is suggested to integrate existing institutions into the fabric of the community so they work as a partner in growing the local economy.

MARKETING AND BUSINESS RETENTION

While some feel the only way to grow the economy is to attract new business, retaining and assisting small-scale businesses is often the best investment a community can make. Businesses cultivated close to home can be more likely to last, because they are founded on an understanding of and appreciation for local needs and conditions. In fact, many downtown businesses exist today solely due to their commitment to Steubenville, where other businesses testing the local market would choose to leave for more promising locations with better return on investment.

- Educational Partnerships
 - Some of the most successful cities are those that maximize the presence of their larger landowners. In Steubenville, this consists of a variety of educational and medical institutions. Developing stronger relationships with these institutions will encourage interface between their campuses and the City. In particular, there is a perceived divide between the City and local universities, which is fostered by lack of understanding and communication. Were these barriers removed, and connections strengthened, the City and the universities may find their programming can be mutually beneficial.
- Building on Cultural Assets
 - Rich in history, religion and culture, the City of Steubenville has potential to draw on significant local landmarks, events, and personalities to develop an identity for the City. Working with local leaders, historians and social groups, the City should identify those most significant characteristics that have shaped the City, and develop strategies to market and celebrate them.
 - Myriad social and cultural groups exist to enrich the lives of Steubenville residents. Working with the Jefferson County Progress Alliance can help to coalesce some of these interest groups and channel them toward common projects. This pooling of resources will yield more significant results than if each group pursued their own individual projects.

BUSINESS INCUBATORS

Entrepreneurial-driven innovation can occur in any industry and catalyze future economic growth in the area. The development of low-cost incubator or accelerator space for entrepreneurs, regardless of their trade or product, has been a successful strategy for some Cities that should be considered for Steubenville. It would allow for local residents to "test drive" their local business within the current market before making the leap to permanent investment. Incubator programs can use existing buildings that are retrofitted for the use, or new buildings designed specifically for this purpose.

- The City can work with downtown business groups to organize such a program and provide resources to future businesses and those marketing the downtown.
- Some element of public education is likely needed for this idea to gain momentum, so small-business development services may also be needed to support local entrepreneurs.
- In addition, partnerships with local educational institutions, medical facilities and advocacy groups may prove helpful in bringing students, professionals and the general public to downtown Steubenville.
- Temporary-use initiatives enable local entrepreneurs to use vacant sites for temporary market places, sports venues, cultural events, outdoor art installations, urban gardens, and community gathering places. Temporary uses provide a low-cost and short-term way to test the local marketplace before larger investments are made. They provide a holding strategy that activates vacant land in ways that often facilitate longer-term, profitable uses.





SUSTAINABILITY

One way to incubate businesses is by tapping into emerging markets and trends. Of particular relevance is the movement toward sustainability. Where typical sustainability efforts are based on addressing the three legs of the sustainability stool, the region can emerge as a leader in addressing the entire sustainability wheel that includes environmental, fiscal, social, physical, economic and cultural aspects of the community.

The City should partner with Steubenville's many educational institutions, and the local oil and gas industry to elevate itself as a "Center for Sustainability" in the region. Franciscan University and Eastern Gateway Community College should be encouraged to develop curricula and programs aimed at retrofitting current resources into new technologies, testing sustainability principles, and taking a holistic, systems-wide approach to planning, land development, public administration and economics. Industry-backed programs will further elevate these schools, which is likely to attract students seeking real-world experience and knowledge of this increasingly popular subject.

Grange Insurance Audubon Center

Whittier Peninsula, Columbus, Ohio



The center increases environmental awareness through education, but also provides cross-curricular nature-based education designed to improve the academic performance of students and schools in all areas.

WORKFORCE DEVELOPMENT

Developing skills amongst local residents will provide a base of knowledge that will attract industry and business. The Steubenville Rotary Club has a professional mentoring program to assist young professionals. In addition, the Jefferson County Chamber of Commerce provides an array of resources for students, employees and businesses in the region.

Given the potential growth in the Shale Oil and Gas initiative, new resources have emerged that focus on educating and training citizens to fill many of the jobs expected to be created. They include:

- Eastern Gateway Community College is a designated ShaleNet Certified Training Provider, which makes them eligible for federal funding that has been earmarked for job training and workforce development. They started a comprehensive shale oil and gas training curriculum in 2012 to address mounting demand for these jobs.
- Penn State Center for Marcellus Outreach and Research provides an array of information about the shale oil and gas industry, including research, maps, publications and educational programming.

Recent economic conditions have demanded additional consideration for development programs aimed at attracting new residents and businesses. The Steubenville area is considered an affordable suburb of Pittsburgh with excellent transportation access (via road, railroad, air or river) and educational programs. Jefferson County provides free college education at Eastern Gateway Community College (formerly Jefferson Community College) for Jefferson County students. As a result, salary demands and resulting business costs are likely to be lower in Steubenville than in areas where employees must fund their own tuition. This program has attracted various businesses that have come to capitalize on the City's low taxes, tax benefits for job creation, and existing infrastructure.

URBAN REGENERATION

Steubenville has the opportunity to bring residents downtown for special events, activities and entertainment venues, using existing downtown facilities. Retrofitting aging infrastructure to address modern-day needs and desires will further entice residents, especially younger residents and businesses that cater to them, to occupy downtown property and buildings. The City can use these venues for such efforts:

- Entertainment Opportunities
- Digital Media
- Fiber Optics Integration

BROWNFIELD REDEVELOPMENT

Brownfields are abandoned, idled, or underutilized industrial and commercial properties where expansion or redevelopment is complicated by real or perceived environmental contamination from past business practices. It is recommended to identify, assess, and remediate environmental problems on brownfield sites in the community in order to make them more economically viable for future use.

DOWNTOWN STEUBENVILLE

INTRODUCTION

Steubenville's Downtown Revitalization Committee focuses on downtown businesses, activities and projects. The committee is comprised of business owners and leaders in local and regional economic development. The City has been facing a declining economy for several years, and needs new policies and land use concepts that will sustain the City's current marketplace for the near and long-term future. The Downtown has a lack of residential uses, excessive building vacancies, and a surplus of vacant land, all which have contributed to scattered areas of activity, overgrown lots, and an overall lack of cohesion. Addressing these issues requires a combination of strategies and approaches that will both re-organize land uses, encourage innovation and creativity of use, inject additional daytime populations, and prioritize municipal expenditures.

URBAN AGRICULTURE

The need for urban gardening in the United States arose predominantly to address lack of or poor food resources, typically in lower to moderate income communities. However, in Steubenville, the concept is being explored for other reasons, namely to provide a viable use for land in overdeveloped, yet underutilized areas of the City. In some respects, this will also result in economic benefits to the City, by providing a use for undervalued land; increasing activity in otherwise unused areas; and creating a food source for residents in need. With national attention focused on health, food safety, and the importance of local food sources, opportunities to reuse vacant properties for community gardens and farms may provide a use for vacant land, while re-igniting interest in Downtown Steubenville. The City is already blessed with a number of advocacy groups such as the Urban Mission that provides resources to lower income residents. Partnerships with such groups should be explored to share the burden of harvesting and maintenance. Proximity to elementary schools or highdensity neighborhoods make community gardens a viable vacant land strategy in some neighborhoods.

PROPERTY MAINTENANCE

GREENING OF VACANT LAND

A study completed in 2005¹ in the City of Philadelphia determined that greening strategies can result in improved property values and resident comfort levels. It found that cleaning and greening of vacant lots can increase adjacent property values by as much as 30%. Planting a tree within 50 feet of a house can increase its value by about 9%. Houses up to a quarter of a mile from a park increase in value by 10%. Blocks with high concentrations of unmanaged vacant lots result in lower residential property values, typically around 18%. The research provides a basis for public- landscape beautification strategies, not only for these tangible reasons, but also because of the underlying cause: an increased feeling of safety and comfort. Therefore, projects aimed at maintaining, even at a minimal level, vacant sites and yards, can yield additional benefits beyond those specifically noted above. This can be achieved through City-funded efforts, or through partnerships with local property owners, as discussed further below.

PUBLIC/PRIVATE STEWARDSHIP

Meetings with the Downtown Revitalization Committee suggest that general maintenance and promotion of the downtown is needed. The City needs to maintain a clean appearance to offset the mis-perceptions of crime in the community, so such partnerships are necessary to "cleaning up" Steubenville's image. The committee expressed a desire to work with the City to ensure proper maintenance of the downtown, including regular street sweeping, waste receptacles and sidewalk clearing and road plowing.

PROPERTY MAINTENANCE CODE

As the City develops other maintenance programs, some regulations can be asserted to require maintenance of private land as well. This approach involves the City assuming maintenance of private land and assesses the cost to the property as a lien which must be paid before permits are issued or property ownership is changed. While this can lead to better maintenance of some properties, the City should be careful not to rely solely on such programs, as they can result in mounting costs that may deter future buyers.

ASSISTANCE PROGRAMS

Downtown businesses and property owners need assistance to compete in the current market. The City can assist in strengthening downtown through assistance programs, such as the following:

- Façade Loan Programs: The City can provide grants to encourage private property reinvestment. To best leverage public dollars, any such program should require monetary matching by the property owner, and applications should be evaluated according to a list of qualitative criteria to ensure the City's money is going toward improvements that are consistent with the vision for downtown.
- Continued Public Infrastructure Improvements: By presenting a clean, new appearance, customers are more likely to visit downtown businesses. The City must continue to maintain streets, sidewalks, trash receptacles, public parks, etc. in order to show visitors that it takes pride in its appearance and the comfort of those who choose to visit.
- Positive Promotional Activity: Developing a collaborative events schedule for downtown will help provide the synergy between businesses that is needed. Special events and marketing on a collective level will best leverage marketing budgets, but will also give residents more reasons to visit downtown.
- Business Seminars: Development of business skills is essential to any company's continued prosperity. Providing local owners with the specific tools they need will help maximize the profitability of downtown businesses.
- Professional Downtown Management: Sometimes, results are best achieved by developing champions and delegating responsibility. The City may consider assigning a staff person to oversee downtown programs and planning, charging them with the responsibility to produce change.

Wachter, Susan; 2005. The Determinants of Neighborhood Transformation in Philadelphia Identification and Analysis – The New Kensington Pilot Study. Philadelphia: William Penn Foundation

QUALITY OF LIFE ASSESSMENT

INTRODUCTION

Quality of life can be described as how satisfied an individual is with their community, and how well it fits their needs. A variety of media outlets review and rate the best (and worst) places to live, based on factors like access to a clean and healthy environment, quality education, financial security, ample and accessible employment opportunities, a diversity of entertainment, cultural, and recreational amenities, and availability of quality health care.

Cities perceived to have a good quality of life are typically safe, have available jobs and good schools, plenty of access to parks, a clean environment, and abundant cultural and entertainment opportunities.

Considering the above qualities, there is room to improve the quality of life in Steubenville. The following challenges should be addressed:



HEALTHY COMMUNITY MODEL

1. Health and safety:

Many think the air quality in Steubenville is diminished as a result of the riverfront industrial activity when, in fact, air quality indices provided by the Environmental Protection Agency suggest the air quality within the Pittsburgh area is "good". Some education is needed to explain to the public that when the air appears to be smoggy, it is not necessarily detrimental to ones' health. In addition, negative perceptions from those who reside outside the City have plagued Steubenville. Some perceive it as a highly criminal and unsafe place to visit, and in many cases, this perception has permeated some City residents as well. Fear is a powerful driver of human behavior, so the City must improve its public safety efforts as well as address a variety of physical issues before the City will be perceived as a safer place.

2. Education and Academic Institutions:

As the County seat of Jefferson County, Steubenville is a center of activity, and as a result, a number of institutions have located here. Residents have access to abundant educational resources through Eastern Gateway Community College, the Trinity Health System educational programs, and Franciscan University. In addition, the Steubenville City Schools provide a sense of pride amongst the community. In addition, Franciscan University, Steubenville City Schools and Trinity Health System are three of the County's top five employers. These institutions provide a strong foundation, but need additional community assets in order to continue providing valuable jobs and attracting students and quality educators to the region.

3. Culture and Entertainment:

The City is rich with history, with historic Fort Steuben, and a variety of historic areas and buildings.

4. Sustainable Initiatives:

The Shale Oil and Gas Initiative will produce additional natural gas supplies within the United States, which will help replace the demand for coal-based fuel products. Natural gas is a cleaner source of fuel and electricity, and is being used in transportation fleets as well. Given its proximity within the Ohio River Valley, Steubenville stands to capitalize on the availability of these resources. As technologies advance, additional opportunities may also emerge, so it is critical that the City maintain partnerships and communication with key Oil and Gas professionals to maximize this potential. In addition, other opportunities exist to make Steubenville more sustainable, including urban gardens to provide local food sources, transit systems to reduce auto use, and land development patterns that provide for efficient infrastructure systems.

5. Parks and Natural Systems:

Though the City contains abundant parks and public open space, some are not fully utilized or maintained. Beatty Park has pavilions for picnics and events, but is not used as often as it could be. Parts of the park are dark and perceived to be unsafe, and other areas need maintenance and general clean up.

PUBLIC PARKS

The City of Steubenville has over 170 acres of public parks for its residents. Many of the recreation facilities may be used free of charge while use of others require a user fee. The tables to the right show the parks and their size.

EXISTING CITY PARKS

	PARK TYPE & SIZE (ACRES)				
PARK NAME	ΜΙΝΙ	NEIGHBORHOOD	COMMUNITY		
Marina			11.14		
Belleview Park			31.24		
North End Field		2.87			
Blum Park		1.33			
Beatty Park			100		
Pleasant Heights Park		3			
MLK Recreation Center		3.7			
The Flats	0.67				
Piece-of-Pie Park	0.31				
Linda Way Park		7			
Jim Wood Park			13.56		
Pico		1.48			
Devonshire	0.51				
Parkdale	0.14				
Veteran's Park	0.78				
TOTAL	2.41	12.38	155.94		

CITY PARKLAND ANALYSIS

	NRPA G	uideline ¹	City Parks	Analysis
	Ratio	Total	Provided	
Mini Parks	0.375	7.0	2.41	-4.26
Neighborhood Parks	1.5	28.0	12.38	-9.49
Community Parks	6.5	121.3	155.94	115.87
Total		156.3	170.73	102.12
1 Per 1000 residents, based on a 2010 population of 18,659 persons.				

CHAPTER 4 | **RESIDENTIAL NEIGHBORHOODS**

Chapter Four BACKGROUND

INTRODUCTION

Housing in Steubenville is varied, providing an array of options for all residents; however, some neighborhoods are plagued by blight and declining perceptions of safety. The City's population peaked in 1940, and has dropped slightly since, causing additional vacancy. The City is home to a broad range of resident types, from students, to educators, to transient workers, all of whom deserve quality places to live. Where many cities are experiencing an aging population, the population in Steubenville is well-distributed, likely due to the large number of students residing in the City. The City is home to many institutional employees and educators, transient workers capitalizing on the emerging shale oil and gas industry, and younger students attending Franciscan University or Eastern Gateway Community College.













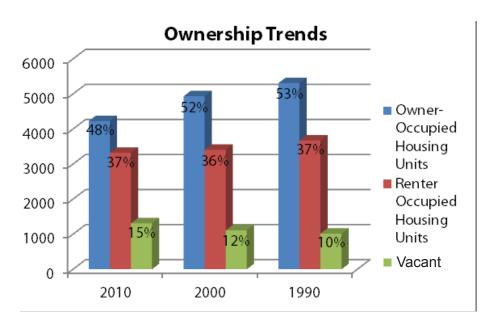
STEUBENVILLE NEIGHBORHOOD HOMES

RETAINING AND ATTRACTING RESIDENTS

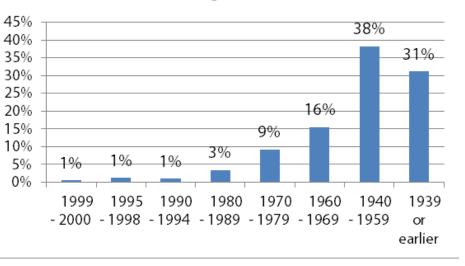
Many neighborhoods lack street lights and some contain one-way streets which reduce traffic and are uninviting at night. What criminal activity occurs in the City is often highlighted in the local media, which can also deter future residents. This is reflected in ownership trends (see right) that show where renter- occupied rates have remained steady, the number of owner-occupied units decreased from 2000 to 2010, and the number of vacancies increased. Suggestions to "activate" neighborhood streets are the focus of the residential suggestions in this Plan. Providing quality housing choices in a safe and comfortable environment are what the City needs to retain and attract residents.

Because the City's population peaked in 1940, it is no surprise that over half the housing stock in Steubenville was built prior to 1959. The character of homes reflects this time period, which can be less attractive to residents seeking modern homes. Some stakeholders stated vacant land for new home construction is in demand. The City can be strategic in its approach to improving neighborhoods, by focusing resources to those on the tipping point of decline to ensure homes are maintained and neighborhoods are stable. Where demolition of homes is needed, taking a strategic approach that may create some viable redevelopment sites is recommended. In addition, the City could provide design assistance to residents wishing to modernize their aging homes. Neighborhoods in the City were assessed to determine if they possess some of the characteristics needed to create attractive, safe neighborhoods. These include:

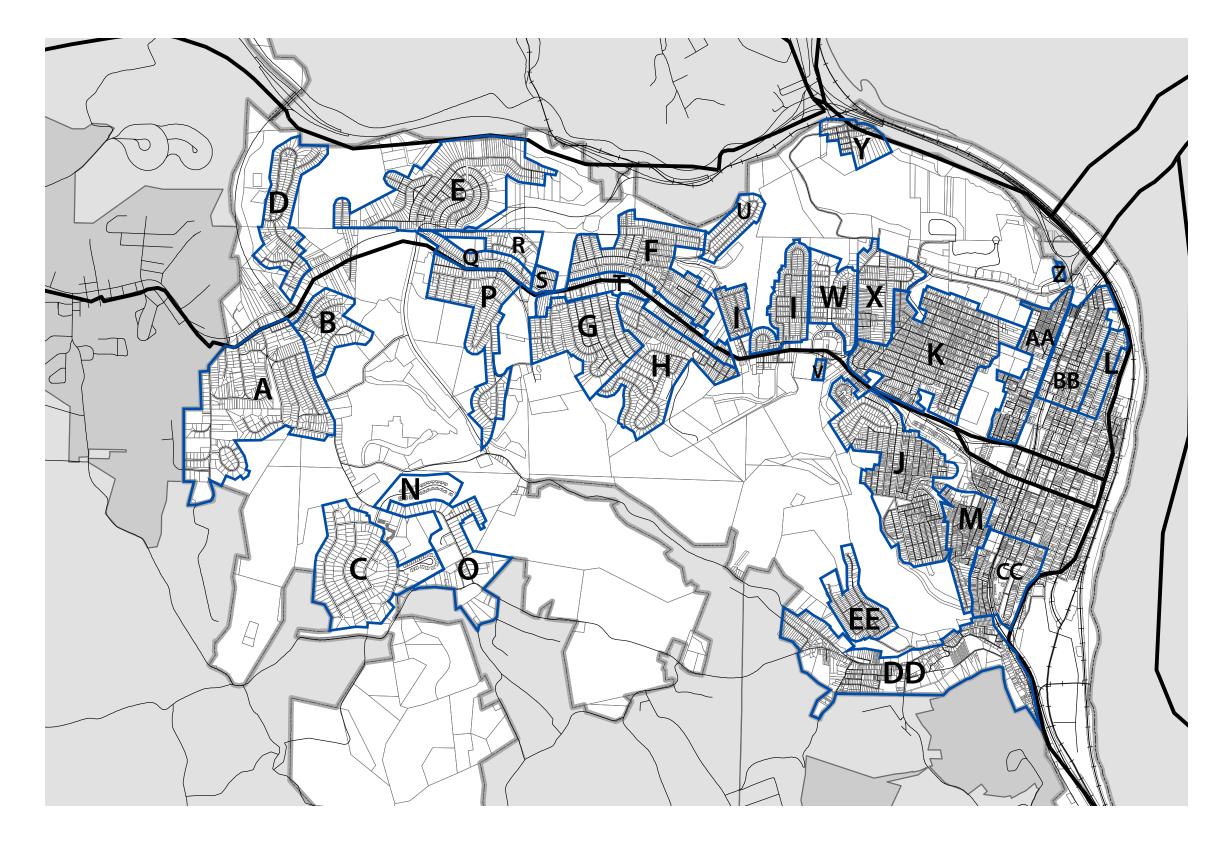
- Convenience of travel to and from home. Neighborhoods with multiple egress points and grid patterned streets were considered to meet this standard.
- Accessibility for all users of the roadway. Neighborhoods with sidewalks, either along the majority of roads, or along portions, were considered to meet this standard.
- Variety of housing types. Neighborhoods meeting this standard included those where a mix of single-family and multiple-family uses were found.
- Gathering places that provide areas for play and socialization. Neighborhoods containing public parks were considered to meet this standard.



Housing Year Built



ASSESSMENT | STEUBENVILLE NEIGHBORHOODS



Meets standarPartially meet	s standard			
Neighborhood	Convenience	Access	Variety	Gathering
А	•			
В	•			•
С	•		•	
D				
E	•			•
F	•	0		•
G	•			
н	•	0	•	
I	•	•	•	
J	•	0	•	•
К	•	•	•	
L	•	٠		
М	•		•	•
Ν				
0	0			
Р	•	0		
Q	0	•	•	
R	•			
S	0			
Т	0	•	•	
U				
V		•	•	
W	•	•		
X	•	•	•	
Y				
Z		•		
AA		•	•	
BB	•	•	•	
20	•	•	•	
DD			•	
EE	•	•		

OPPORTUNITIES AND RECOMMENDATIONS FOR ACTION

INFILL DEVELOPMENT STRATEGIES

Rather than filtering funds to the City's worst neighborhoods, funding for housing improvement and redevelopment should be targeted to neighborhoods in transition or at the tipping point.

Land Banking For Future Use

Steubenville's Planning and Community Development Office administers Community Development Block Grant (CDBG) program funds received from the U.S. Department of Housing and Urban Development (HUD): Community Housing Improvement Program (CHIP) funds received from the Ohio Development Services Agency; and grant funds from a variety of other sources. These funds have been used in the past to manage and sell buildings that have fallen into tax foreclosure. As this program develops, the City should look for ways to acquire properties and hold them for future use or redevelopment. A key strategy should be to assemble key properties providing unified sites for catalytic projects, new home construction, open space and parks, churches or schools. For example, if funding similar to past Neighborhood Stabilization Programs are available, the City should target areas that create larger tracts of land for re-use. Land located downtown could be assembled and marketed for redevelopment as townhomes or mixed use, and dilapidated homes or other buildings could be acquired and renovated or demolished to provide an opportunity for infill and redevelopment.

Pocket Parks

Vacant lots on residential streets can be renovated into a community area for residents, as either a community garden, green space or park. Pocket parks should be designed with seating, play structures or other amenities, but also any fencing, hedges or other landscaping needed to screen adjoining neighbors from the potential activity in the park. A community development corporation, a block club, a church group, or an informal alliance of neighbors will sometimes assume responsibility for the upkeep of a pocket park, so additional communication with homeowner associations and other groups will increase the success of these programs.

HOUSING DIVERSITY / SENIOR HOUSING / STUDENT HOUSING

Steubenville is a college town, though residents would probably describe it as "a town with a college in it." In fact, Steubenville is home to numerous institutions of higher education. Franciscan University, Eastern Gateway Community College and the Trinity Nursing College are all located within the City. With this abundance of learning opportunities, Steubenville has and will likely continue to have more rental units than many other communities. While a younger, welleducated population helps support community vitality and strength, lower ownership rates and an older housing stock create the potential for deterioration, even with current homeownership programs. The key is balancing rental housing so that it fits the context of a neighborhood in a way that does not overwhelm, overburden or over saturate it and that provides quality, secure, and affordable housing. Taking a step forward to involve the public in the planning and design of higher density residential infill projects will go a long way toward establishing better working relationships with the development community and providing opportunities to educate neighbors about techniques that can result in better community design. Therefore, it is important to create and nurture partnerships between the City, its neighborhoods and the for-profit and not-for-profit development community. The colleges and university must also recognize their important role in supporting a Steubenville that is more sustainable. Therefore,



any expansion of the campuses, student housing or community education or health programs must be done in a way to reinforce links with the downtown and reenergize and help anchor surrounding neighborhoods and their commercial districts.

OPPORTUNITIES AND RECOMMENDATIONS FOR ACTION

CODE ENFORCEMENT AND BLIGHT REMOVAL

Efforts to support home stewardship should focus on community training in home repair skills, mortgage assistance, and providing needed resources, such as tools and materials for physical renovations. Steubenville currently enforces the International Code Council's recommended Maintenance Code, and requires registration of rental units. These policies should continue, but they could also be expanded to include regular rental inspections and community clean-up days. While these programs can be controversial, they are also crucial to maintaining safe and desirable rental units, which in Steubenville, accounts for over 40% of housing. Without quality options, renters – who often include seniors, single professionals and young families - are likely to avoid Steubenville and choose to live in other nearby communities. To channel resources wisely and retain quality neighborhoods, the city should focus inspection and code enforcement efforts to areas with a high number of code violations, vacant properties, or problems with absentee landlords.

To attract and retain residents, local housing stock should present a tidy and safe appearance. Some areas within the City could use improvement and, with minimal cleanup and more effective regulations, could become highly desirable neighborhoods.

- Code Enforcement. Vigilant enforcement of local property maintenance and building codes acts as a preventative measure against inappropriate activity and blight in general.
- Vacant Property Registration. An increasing concern in many communities is the emergence of additional vacancies throughout the core neighborhoods. Additional vacancies will eventually lead to increased renter-occupancy, which can sometimes contribute to declining neighborhood stewardship and property maintenance. While the City cannot regulate ownership of land, it can initiate programs aimed at protecting buildings and those that reside there, from unsafe conditions.

Below are options the City may consider:

- The City could require new Certificates of Occupancy be obtained for homes that are foreclosed on or that are vacant for a certain time. This requirement is often triggered at the time property is sold, so they are often less controversial than policies aimed at immediate compliance. In fact, in today's economic climate, as more and more homes sit vacant, vandalism is more likely and inspections may be essential to ensuring that homes sold are still livable.
- The City should consider zoning ordinance regulations that prevent rental housing from expanding in currently mixed owner/rental neighborhoods, or from intruding into established primarily owner-occupied neighborhoods. These regulations may be controversial because could be perceived as restricting a landowner's financial options. City's that have enacted such zoning regulations include East Lansing, Michigan and Oxford, Ohio.
- Homeowner Guidebooks. Typical housing studies identify gaps in the local housing market, and simply note which home products are most in demand. The City could expand on this concept by showing not just what is desired, but how existing homeowners can incorporate modern features like open floor plans, master suites, and second floor bathrooms into their current home. Smaller home sizes can sometimes lead to loss of residents, especially growing families who need additional living space. Basic renovation concepts, such as the example shown below, can be refined for specific neighborhoods in Steubenville to give property owners some renovation ideas that would allow them to stay in their current home.



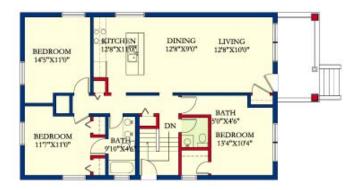


INTERIOR REMODEL EXAMPLE

This small bungalow was remodeled with no building expansion. Renovations include an open floor plan and larger master bedroom. It includes a new front porch addition only.

Source: Bungalows: Unit Designs and Neighborhood Improvement Concepts, the Ohio First Suburbs Consortium: 40 Severance Circle, Cleveland Heights, OH 44118; Phone: (216) 291-2855





OPPORTUNITIES AND RECOMMENDATIONS FOR ACTION

STREETS

Rather than filtering funds to the City's worst neighborhoods, funding for housing improvement and redevelopment should be targeted to neighborhoods in transition or at the tipping point.

One-way to Two-Way Street Conversions

Some streets in the LaBelle View Neighborhood allow one-way traffic, and cars are often parked on both sides of the street. This narrows the width of the travel lane, and intuitively slows vehicle speeds. However, it also contributes to driver confusion and potential safety hazards that result from restricted access. Additional discussion of one-way to two-way conversions is recommended to increase awareness and safety along these streets. However, conversions must be considered carefully to ensure they will not remove needed on-street parking. Alternatives to on-street parking could include development of small off-street lots, changes to driveway regulations, and flexible on-street parking rules.

One option that was identified through the plan process was a potential conversion of some of the one-way streets in the LaBelle and Belleview subdivisions to two-way. The typical one-way street in those subdivisions are 28 feet wide with on-street parking allowed along both sides. The low traffic volumes can be accommodated by two way streets. Two ways streets are easier to navigate and tend to have lower traffic speed, which often means two way streets are more desired by potential residents (i.e. higher home values). But conversion to two-way would likely require the elimination of some of the on-street parking along one-side of the street. That change may not be popular with some residents who lack parking options in the alleys. The recommendation is to evaluate the pros and cons of the change with the residents along the street. If a two-way conversion can be accomplished and still provide sufficient on-street parking, that could be a benefit to the quality of those neighborhoods.

Street Illumination

Some residential streets are lacking illumination. Most neighborhoods contain rear alleys, which also contain public utilities. Therefore, many of the residential alleys are illuminated, leaving the street front dark and intimidating. The Transportation Section of this Plan discusses recommended street lighting levels to maintain safety. Illumination can be achieved through installation of public street lights, or through programs coordinated with local homeowner associations to encourage front door lighting.



CHAPTER 5 | TRANSPORTATION AND MOBILITY

Chapter Five **BACKGROUND**

INTRODUCTION

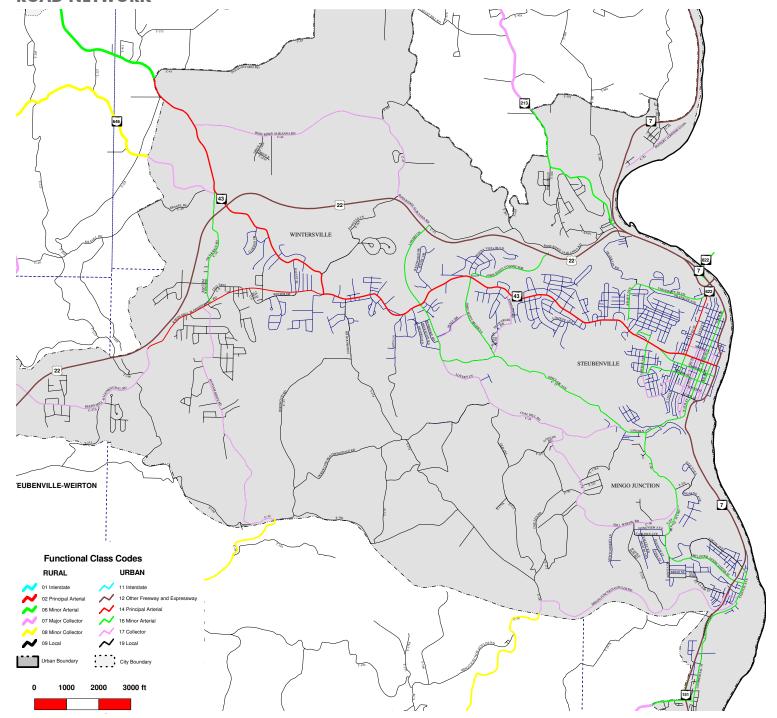
Streets are among the most important public infrastructure and place-making elements because they can define how a visitor, resident, or worker perceives a neighborhood, downtown, or the City as a whole. While it is important that streets foster safe travel for all modes of transportation and are easy to navigate, they must also look good, be inviting, and create the right impression. A well-designed system of interconnected sidewalks, bike lanes, and transit routes gives travel options that decrease the number of automobile trips, elevating the concept of environmental sustainability. Similarly, a quality infrastructure system supports activities in the city. While not as visible as transportation or most other municipal functions, they are no less important.

Legislative and policy changes at the Federal level are paving the way for a new way of thinking about transportation. Not surprisingly, increasing fuel costs, desires to reduce toxic emissions, the need to improve community health, and limited physical abilities have all contributed to an increasing demand for travel alternatives to the single-occupant vehicle. The "Complete Streets" movement seeks to meet that demand by advocating policy and regulatory changes that shift the focus from solely auto-oriented planning to one that considers all users of the roadway. While some believe achieving this requires a system-wide overhaul of streets and sidewalks, it actually requires a dedication to improving the travel environment for everyone over time. Usually, this begins with small-scale, lower-cost projects that can be easily implemented and monitored for success, then develops into a larger policy objective once support is built and the concept gains momentum.

Topography and weather restrictions make walking and biking in the City more difficult. As a result, Steubenville residents are more likely to travel by car than by foot. During our stakeholder meetings, only a few residents indicated a desire to bike or walk. However, while they may not be a travel mode of choice, some residents walk and bike for recreation. Therefore, it is primarily for this purpose that bicycle facilities are suggested in this plan. Some of the tools used to achieve Complete Streets, which are appropriate for Steubenville, are shown below. While not all are appropriate in all locations, they show the range of options available to address transportation needs in the City:

Street Design Tools	Non-Motorized Tools
One-Way Versus Two-Way	Sidewalk / Pathways
Intersection Improvements	Streetscaping
Green Transportation	Connectivity
Access Management	
Transit Facilities	

ROAD NETWORK



ROAD NETWORK

Functional classification is the process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide. Basic to this process is the recognition that individual roads and streets do not serve travel independently in any major way. Rather, most travel involves movement through a network of roads. It becomes necessary then to determine how this travel can be channelized within the network in a logical and efficient manner. Functional classification defines the nature of this channelization process by defining the part that any particular road or street should play in serving the flow of trips through a network.

In Ohio, functional classifications are described as either urban or rural, because roads function differently in these contrasting settings. Roads in Steubenville are considered urban, and the following are the urban functional classification categories that apply in Steubenville:

- Expressway/Freeway A controlled-access facility (highest-grade type of roadway) designed for highspeed movement of traffic with limited access points at interchange ramps/junctions. US-22 and OH-7 are included in this classification.
- Arterials- A high-capacity urban roadway with a focus on mobility, such as state trunklines and higher volume roadways. Arterials are typically categorized as Principal or Minor Arterials based on the volume of traffic they carry and their design speeds. Sunset Boulevard (OH-43) and WashingtonStreet are the only two Principal Arterials in Steubenville, but several Minor Arterials, such as John Scott Highway, University Boulevard and Lovers Lane also fall into the broader classification of Arterial. Their primary function is to deliver traffic from collector roads to freeways and between urban centers at a high level of service.
- Collectors A low to moderate-capacity road which serves to move traffic form local streets to arterial roads. Collectors also provide access to residential properties.

Local – Local roads are primarily designed to provide direct access to homes, businesses, industry, schools and other uses. Generally they have low speeds and are not intended for high traffic volumes. Local streets comprise most of the streets in the City.

NON-MOTORIZED FACILITIES

Non-motorized activity is limited in Steubenville, mostly due to topography. Because the City is nestled in the Ohio River Valley, areas along the river are located at a lower elevation than the neighborhoods atop the hillside. The few streets that do connect the two areas are so steep that commuting by bike or foot is unlikely. However, residents do walk and bike for recreational purposes, and so considerations for sidewalks and pathways are still needed in Steubenville. Some of the residential neighborhoods contain sidewalks, which provide routes for leisure walks, but also help connect residents to Beatty Park, Mt. Calvary Cemetery, Union Cemetery, and other public recreation areas.

TRANSIT

Steel Valley Regional Transit Authority (SVRTA) currently operates three (3) fixed bus routes, one flexible service route, as well as a demand response ParaTransit service designed to meet the Americans with Disabilities Act (ADA) requirements.

- Fixed Bus Routes: Two fixed routes operate exclusively within the City of Steubenville. The third provides service in Mingo Junction with connections to Steubenville and Weirton, West Virginia.
- Flexible Service Route: One flex route operates in Wintersville with connections to Steubenville at the Fort Steuben Mall.
- ParaTransit services are provided in Steubenville and Mingo Junction

SVRTA is expanding service to Weirton and ridership is increasing quickly. As the region's Metropolitan Planning Organization (MPO), the Brooke-Hancock-Jefferson Metropolitan Planning Commission manages transportation funding for roads in the region. The area it serves is considered an "urban" area, which qualifies them for additional federal funding. They have expressed a willingness to partner with the City on future projects that will both improve the system and increase the City's opportunity for transportation-related grants and funding.

STREET DESIGN TOOLS

ACCESS MANAGEMENT

Numerous studies conducted nationwide have shown that a proliferation of driveways or an uncontrolled driveway environment can increase the number and severity of crashes, reduce capacity of the street, and may create a need for more costly improvements in the future. The number and spacing of driveways influences driver reaction, speed differential, and driver confusion.

Control of the location and spacing of driveways or access points along the main roads will improve safety and help preserve the roadway's ability to carry traffic. Access management guidelines have two functions: to protect the public investment in the roadway by minimizing congestion and crash potential; and to provide property owners with reasonable access to property. The goal of access management is to provide standards that will facilitate traffic operations and improve public safety along major roads, by implementing a variety of techniques:

Number of Access Points:

Because the number of driveways affects traffic flow, ease of driving, and crash potential, the number of driveways on major roads should be limited. Alternative access from side streets, shared driveways, or frontage roads, should be pursued wherever possible.

Sight Distance:

Proper sight distance needs to be provided at driveways and intersections to ensure a vehicle can safely enter and exit the traffic stream.

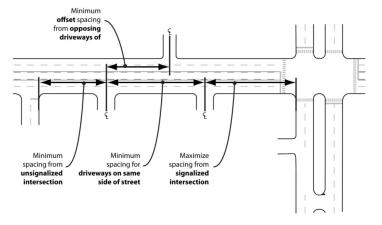
Driveway Spacing:

Driveways need to be adequately spaced from intersections and other driveways (on both sides of the street) to assist in the reduction of turning movement conflicts. The Ohio Department of Transportation publish recommended driveway spacing requirements, which should be incorporated into local ordinances and street design guidelines.

Cross-Access:

Providing cross-access between uses limits the number of turning movements onto the main roadway and reduces the potential for crashes.

Driveway Spacing



While access management improvements can be implemented as part of street reconstruction and improvement projects, it is most often implemented as private development applications are submitted for review. Because not all sites will develop or redevelop immediately, gradual compliance with the access standards is more likely to occur over time as sites change use, businesses expand or significant site improvements are made.

- 1. Maximize spacing from signalized intersections.
- 2. Directly align driveways, or provide sufficient offset from, access and median crossovers located across the street.
- 3. Maximize spacing from other driveways on the same side of the street.
- 4. Where minimum spacing and offsets are not practical, access should be located to maximize the spacing. In some cases, a shared access system should be considered.

INTERSECTION DESIGN

Intersection design can enhance mobility for all the different types of travelers. Intersection improvements should focus on reducing crashes, which involves consideration of the following:

- Sight distance limitations, especially along Sunset Boulevard, where topography creates road curvatures and varying elevations
- Provision for bicycles, especially downtown where biking is more feasible due to flatter topography.
 Bike lanes along downtown streets could help calm traffic and increase pedestrian activity
- Pedestrian crossings and related curb radii

Ideally, non-motorized traffic will cross streets at signalized locations, but it is important to realize that human behavior will govern where non-motorized activity will occur. In other words, people will walk and bike along streets that feel safe and comfortable, and will usually travel the shortest route possible, which may or may not be the route designated by transportation officials. As a result, there may be a need for pedestrian crossings at unsignalized locations. Such crossings should include some indicators to alert motorists to pedestrians in the crosswalk. Things like flashing beacons, actuated traffic signals, in-street pavement markings, signage and pedestrian refuge islands will all improve pedestrian comfort and safety.







Pedestrian-activated traffic signals at pedestrian crossings allow a pedestrian to activate a traffic signal in mid-block locations. National standards now include guidelines that help identify locations where pedestrian volumes warrant such signal installations.



STREET DESIGN TOOLS

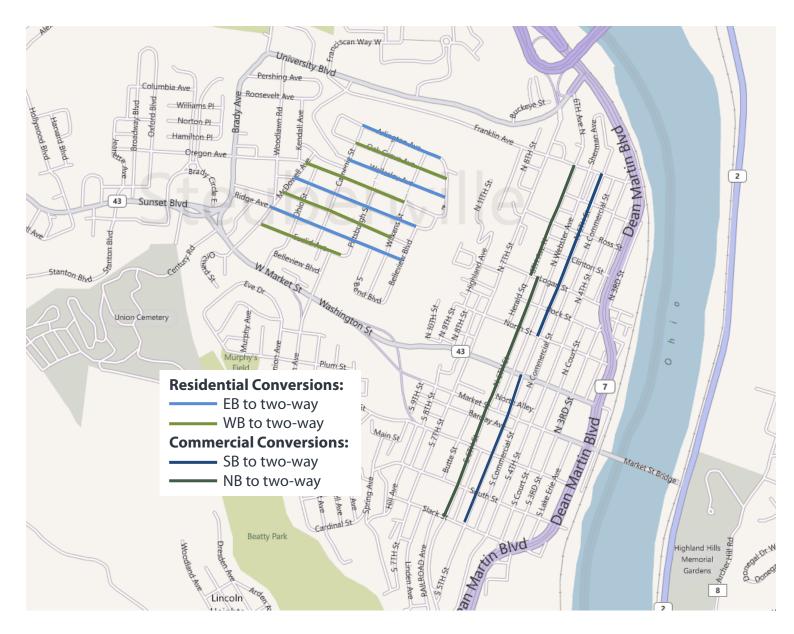
ONE-WAY TO TWO-WAY STREET CONVERSIONS

One-way streets were commonly used in the past to improve traffic flow. Historically, if traffic volumes exceeded capacity, narrower streets were converted to one-way pairs, where two streets formerly carrying twoway traffic now act as widened streets with one-way traffic. This usually resulted in less delay and fewer accidents than two-way streets, but can also result in higher speeds, increased traveler confusion and reduced business exposure.

One option that was identified through the plan process was a potential conversion of some of the one-way streets in the LaBelle and Belleview subdivisions to two-way. The typical one-way street in those subdivisions are 28 feet wide with on-street parking allowed along both sides. The low traffic volumes can be accommodated by two way streets. Two ways streets are easier to navigate and tend to have lower traffic speed, which often means two way streets are more desired by potential residents (i.e. higher home values). But conversion to two-way would likely require the elimination of some of the on-street parking along one-side of the street. That change may not be popular with some residents who lack parking options in the alleys. The recommendation is to evaluate the pros and cons of the change with the residents along the street. If a two-way conversion can be accomplished and still provide sufficient on-street parking, that could be a benefit to the quality of those neighborhoods.

For those reasons, in the last decade, many cities across the country have evaluated their one-way streets to determine if existing traffic volumes and patterns still demand such treatments. For corridors where one-way streets now carry fewer vehicles and /or where speeds are perceived to be too high for their surroundings, there are three options for improved street design:

- Converting to two-way movement where they are likely lower speeds and make it easier for travelers to find their way, especially in the downtown area.
- Retaining one-way traffic, but replacing a travel lane with on-street parking, bicycle lanes, wider sidewalks, or additional green space.
- Where the capacity is more appropriate for the current volumes but high speeds and crashes are still



a problem, traffic calming measures (e.g. street trees, striping, curb extensions, etc.) could be used to slow speeds near intersections and to increase visibility of crosswalks and crossing vehicles and bicycles.

Conversions are suggested for 5th and 6th Streets downtown and on Oak Grove, Wellesley, Oregon, Pennsylvania, Maryland, Euclid and Ridge Avenue in the LaBelle View Neighborhood (see inset).

NON-MOTORIZED TOOLS

SIDEWALKS/PATHWAYS/TRAILS

Providing alternative facilities like sidewalks and pathways will encourage more walking within the community, especially for those taking shorter trips. They also provide travel options for those without access to a personal vehicle, such as students, seniors and those with limited ability. Sidewalks, typically 5-foot wide concrete, exist along most major roads in the City and along most downtown streets.

The City should plan a system of wider, multi-use pathways for those wishing to bike, walk or rollerblade for recreation. Some residents indicated a desire for additional connections into Beatty Park, and opportunities exist to connect the Park with the Hollywood Shopping center, Franciscan University, and the majority of the City's neighborhoods.

Because of topography, weather and culture, actual walking and biking in the City for transportation purposes is limited. Sunset Boulevard generally runs east/west through the City, and presents a barrier to north/south non-motorized travel. Traffic volumes are high on Sunset, so non-motorized crossing locations will need to be improved to increase visibility of pedestrians and bicyclists.

Additional ways to increase walking and biking in the City include:

- Filling gaps in the existing system
- Replacing broken or deteriorated segments
- Connecting sidewalks, especially near schools and bus stops
- Installing new sidewalks where worn paths are noticeable
- Including buffers between the sidewalks and travel lanes (lawn, parking, etc.)
- Using curb extensions in the downtown to reduce intersection crossing lengths
- Adding pedestrian signals at signalized intersections (including "countdown" signals)
- Ensuring ADA compliant ramps are provided at intersections

- Removing overhead obstacles like tree limbs
- Clearing of snow, ice and debris

Streetscaping

Streets planned for improvement or reconstruction should be equipped with the infrastructure to install street lights, even if City resources restrict the timing of installation. It is best to consider electrical needs during construction projects rather than retrofit streets later.

Street Lighting

Lack of or insufficient illumination downtown can create areas for criminal activity to occur unnoticed and can affect a citizen's perception of safety, even if unsafe conditions exist. Both are problems in Steubenville that could be alleviated through revised lighting policies and installation and maintenance of public streetlights. The City has limited resources to install street lights; however, a plan should be developed that focuses first on illuminating those areas perceived to be most dangerous. In the meantime, the City can require lighting improvements to private development. The following illumination should be provided:

- 1. High crime areas, or where loitering is observed should be illuminated to at least one footcandle (fc) at ground level.
- 2. Park trails and walkways should be illuminated to at least 0.6 footcandles for a distance of at least 30 feet on either side.
- 3. Parking lots and bicycle parking areas in parks with security issues should be lit at no less than 3 footcandles at the pavement level.
- 4. Where proximity to residential areas is a concern, the following table should be used to guide lighting levels:

USE	MINIMUM LEVEL	MAXIMUM AFTER DUSK	MAXIMUM AT RESIDENTIAL PROPERTY LINES
Low activity: residential or institutional uses	0.2 fc	5 fc	1.5 fc
Medium activity: office, recreation, and entertainment uses	0.6 fc	5 fc	1.5 fc
High activity: commercial uses	0.9 fc	5 fc	1.5 fc

RECOMMENDATIONS

- Major Highway Improvements. Providing a safe and efficient roadway network is a responsibility of a variety of governmental entities in Ohio, depending upon their location, function and classification. The City of Steubenville has done an excellent job over the years of maintaining and improving its roadway system. Recent projects include the Washington Street improvements; Johnson Road/ Sunset Boulevard intersection improvements; and the Sunset Boulevard widening project. Additional projects already scheduled for completion include John Scott Highway improvements and University Boulevard Improvements. Additional major highway improvement projects needed over the next several years are identified below:
 - Improvements to the U.S. Route 22/State Route 7 intersection are needed in order to correct alignment problems and improve access to the Veteran's Memorial Bridge. This project will be even more necessary because of congestion problems caused by the removal of the Fort Steuben Bridge and the possible eventual closure of the Market Street Bridge.
 - Widening of Lovers Lane to correct capacity problems is needed. The road is a major entrance corridor for the Fort Steuben Mall area and West End residential neighborhoods. The narrow width of the road causes congestion and delays. Pedestrian and traffic calming plans should be an integral part of the project.
 - The reconstruction of Fort Steuben Drive/Mall Drive through the region's major commercial shopping area is needed. More than 13,420 vehicles per day travel this street going to work or shopping daily. This project is made necessary due to the rapidly deteriorating surface of the existing roadway. Pedestrian access and traffic calming should also be addresses with this project as well.
- Many other roadway improvements, most of which are more maintenance in nature, are planned and completed by the City on a regular basis.

- **Connectivity.** Providing convenient and varied routes between destinations can alleviate congestion during peak travel times, provide alternative travel options during times of emergency, and reduce travel times. Secondary benefits include reduced fuel consumption, safer travel, reduced pollution and an improved overall experience. The following are the connections that the City strives to maintain or create:
 - Road connections between downtown and neighborhoods. There are only a few streets that connect downtown Steubenville with neighborhoods atop the hillside. Although these connections are steep, they provide helpful connectivity, and are also a historical anomaly that makes the City somewhat unique.
 - Pedestrian Connection between the City and Franciscan University. Students currently walk to some local neighborhoods, but do not often travel much farther into the City. Providing a pedestrian bridge, possibly as part of a larger pathway connector, over University Boulevard, or other mid-block pedestrian crossings should be considered to provide students a safe connection into the City. Design of such a bridge and/or path should include lighting and other features to maintain safety.
 - Pedestrian Connection to Ohio River. The presence of Highway 7 and the railroad tracks presents physical barriers between the City and the river. However, as industry moves away from the river, additional opportunities for public use of the riverfront will emerge. When that happens, it will be important to provide non-motorized connections to downtown. Some of the downtown grid streets extend past the highway, including Logan, Washington, Market, South and Slack. The rights-of-way for these roads should be maintained in public ownership and potentially extended to connect future publicly owned sites.
 - Neighborhood Pathway Entrances. Informal pedestrian trailheads have emerged at the edges of some neighborhoods into the Union and Mt. Calvary Cemeteries and Beatty Park. A

concern expressed by the public was the need for improved safety and maintenance in these areas. This could begin with development of more formal trailheads with maps, information and guidelines for use. Setting the stage for a safe experience can sometimes influence behavior.

- Gateway Improvements. Gateways are urban design elements located at entry points into the community. They can be used to announce the City boundary and/or introduce the character and theme of a place or district. The following suggestions outline a range of improvements that will define gateways and establish a clear sense of entry and place.
 - Gateways should set the tone for the community's image, so they should reflect local culture, history or desires.
 - Gateways must be consistent and appropriately scaled, and they should reflect characteristics of other elements used to define the district.
 - The design approach and palette of materials must be consistent enough to relate to the other gateways and elements that define the districts.
 - Improve landscaping along the road edge to present a sense of arrival. Landscaping can also be used to help buffer pedestrians from passing motorized traffic.
 - Sidewalks should be maintained especially in gateway areas.
 - Coordinated signage is essential to presenting a cohesive image, but some variety should be encouraged to delineate distinct districts or areas of the City.
- Wayfinding. Navigation to key destinations, especially downtown, can be difficult for new visitors. Coordinated signage, placed in appropriate locations, can improve navigation, project an image for the City, and even inform citizens of the various attractions located downtown. It is suggested that such signs be located at key entries to downtown,

such as at Washington Street OH-7 or on Market Street as it enters downtown from the west, to direct visitors to local attractions, including the Convention and Visitors Bureau, City Hall, Steubenville High School, County Courthouse, Old Fort Steuben, Steubenville Main Library and Trinity East Hospital.

COMPREHENSIVE PLAN HISTORIC PRESERVATION SECTION

STEUBENVILLE, OHIO

SEPTEMBER 2012



ACKNOWLEDGEMENTS

HISTORIC LANDMARKS COMMISSION

Scott Dressel, Chairman Alan Hall, Vice-Chair Kimberly Georgedis, Secretary Eric Exley Donna Hrezo Judy Brancazio

HISTORIC PRESERVATION PLAN STEUBENVILLE, OHIO

This publication is made possible in part by a grant from the National Park Service, U.S. Department of the Interior, administered by the Ohio Historic Preservation Office of the Ohio Historical Society. This program receives federal assistance for identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, as amended, the U.S. Department of the Interior prohibits discrimination in departmental federally assisted programs on the basis of race, color, national origin, age or disability. Any person who believes he or she has been discriminated against in any program, activity, or facility operated by a recipient of federal assistance should write to: Office of Equal Opportunity, National Park Service, 1849 C Street, NW, Washington, D.C. 20240.

This section will also be included in the final Steubenville Comprehensive Plan.

Chapter Six HISTORIC CONTEXTS



The physical environment of every community is shaped by it history and development. By understanding Steubenville's unique history and the significance of its surviving historic resources, the community is able to plan for preservation of its heritage assets while managing change for the future.

The City of Steubenville has a long track record of identifying and evaluating its historic resources, including several projects undertaken 20 years ago. In 1990, a project resulted in the preparation of historic contexts for the themes of Industrial Development and Transportation. In 1993, additional research yielded contexts for Downtown Development, Downtown Neighborhoods, Hilltop Neighborhoods, Ethnic Diversity, and Open Space and Recreational Facilities. The combined documents have been scanned and are available to the public on the City of Steubenville's website (www.). This comprehensive document included a thorough analysis of each theme; identification of property types and evaluation of existing resources associated with each theme. The same firm and individuals who are working on the current project undertook all of this work.

The historic contexts that are included in the Steubenville comprehensive plan are summarized from the earlier studies and updated to include mid-century modern resources. The plan includes five historic contexts that had the greatest impact on the city's physical development and its current form. Included are: Industrial Development, Transportation, Downtown Development, Historic Neighborhoods, and Educational/Religious/Social Development. Each context includes a brief narrative, followed by discussion of associated property types and is illustrated with photos.

INTRODUCTION

Located approximately 65 miles down the Ohio River from the river's source in downtown Pittsburgh, Pennsylvania, Steubenville is on the west bank of the Ohio, opposite the panhandle of West Virginia. Steubenville has the advantage of a flat terrace that is about a half-mile wide and above river flood levels, which provided an ideal site for early development of the city. The downtown area and some of the city's historic neighborhoods are located here.

Steubenville was one of the earliest permanent settlements in Ohio with the creation of Ft. Steuben in 1787 and a federal land office in 1800 to facilitate the sale of public lands in the Ohio country. By the 1820s, Steubenville had a population of nearly 1,000 and by the 1850s, the city was beginning to establish industries that would drive the city's growth for nearly a century. The period of greatest growth and development extended from the mid-19th to the mid-20th centuries. During this period, the city expanded into the hillsides surrounding downtown where new residential neighborhoods developed, Union Cemetery and Beatty Park were established, Sunset Boulevard evolved into a major commercial area and led to the expansion of mid-century suburban areas on the west end, and other facilities serving a growing city were built.

Today, Steubenville is a larger city in terms of land mass but a smaller city in population than in the immediate post World War II period. Nevertheless, the city has a rich history, a large number of surviving historic resources and the interest in identifying and protecting its historic character while planning for the future.

I. INDUSTRIAL DEVELOPMENT IN STEUBENVILLE

Steubenville became an important industrial center in the Ohio Valley as a result of its industrial growth from the mid-19th to the mid-20th centuries. While Steubenville is probably best known as a steel manufacturing center, there were other important industries, including the production of pottery and clay products, glass manufacturing, and coal mining. The abundance of raw materials and excellent transportation network led to extensive industrial development, especially during the period from 1880-1929, when the city experienced rapid population growth - much of it due to an influx of immigrants; the expansion of the city into the hills to the west; and expansion of the downtown commercial district. Steubenville's industrial prosperity continued through World War II and even weathered the years of the Great Depression better than most of the country.

While there were some small industries that developed prior to the mid-19th century – mainly mills, distilleries, tanneries and wool production, it was the formation of the Ohio Foundry in 1847 that is recognized as the precursor of the steel industry in Steubenville. It had

DEVELOPMENT THROUGH THE YEARS



Acme Glass postcard

a number of locations in Steubenville and operated under Sharp family throughout its history of 120 years. The Jefferson Iron Works, another early industry, was purchased in 1900 by the LaBelle Iron Works and eventually became one of the largest iron and steel plants in the U.S. By 1920, three independent steel companies – LaBelle Iron Works, Whittaker-Glessner Company and the Wheeling Steel and Iron Company merged and became the Wheeling Steel Corporation. At its peak in 1946, the company sold \$110 million worth of products and employed nearly 15,000. The company was the city's largest employer and taxpayer. The company was in bankruptcy in the early 2000s and is now owned by Strauss Industries, a metal recycling company based in Wheeling West Virginia. The steel mill closed in 2009.

The Weirton Steel Company was located across the river in West Virginia, but many of its employees lived and conducted business in Steubenville. The company was an innovator in the cold reduction process and invested in the facilities throughout the Depression. At the end of World War II, the company made an investment of \$12 million in its facilities and employed over 14,000 people in the mid-1980s. It is now known as ArcelorMittal Weirton and employs under 1,000 people.

Steubenville continued to be an important industrial center in the period between the end of World War II and into the late 20th century, with much of the employment concentrated in the steel industry. Both Wheeling Steel Corporation and the Weirton Steel Company made major investments in the post war period. As noted above, Weirton Steel had over 14,000 employees into the mid-1980s. As a major employer in the Ohio Valley, its current employment of fewer than 1,000 people and the closing of the Wheeling Steel Corporation plant in 2009 are a testament to the changing economy in the region.

Steubenville's iron and steel plants were generally located along the Ohio River, mainly in the southern part of the city. This location allowed them to take advantage of open land, as well as rail and water transportation.

The glass industry developed due to glacial deposits of sand in the terraces and river bottoms along the Ohio Valley. The Acme Glass Works grew from a small operation in 1870 into one of the largest glass furnaces in the U.S. two decades later. Although it was described as the "largest lamp chimney factory under one roof in the United States," in 1897, it had ceased operation by the mid-1920s. Other glass companies that existed at one time were the Beatty Glass Company, Steubenville Flint Glass Bottling Plant Co, and the Jefferson Glass Company. All had ceased business by 1950.

The areas in and around Steubenville are rich in coal and other mineral deposits. One coal vein, known as the "Big Vein," extended from Perry County, in southeastern Ohio and eastward through the state of Pennsylvania. Pittsburgh #8 was another important coal vein that provided much of the city's coal needs throughout the 19th century. Although no longer in business, the Teramana Brothers Coal Co., the Brettell Coal Co. and the Jefferson Coal and Iron Co. all operated during the early to mid-20trh century. Coal mining is still taking place in the Steubenville area, although outside the city corporation limits.

Clay suitable for pottery and firebrick production was abundant in the Ohio Valley. While East Liverpool, Ohio and Newell, West Virginia, both about 20 miles north of Steubenville dominated the industry in the valley, Steubenville had several manufacturing concerns that are worthy of note. The Steubenville Pottery Company was established in 1879 and grew rapidly. At the turn of the century, the plant employed over 200 employees, and in 1924 the company announced the construction of a new facility along the Ohio River outside the city limits. Steubenville Pottery was one of the major dinnerware manufacturers in the county and employed designers including Russell Wright. Its capacity was doubled in 1949, but the company ceased operations in 1959. The plant was occupied by Barium & Chemicals Co. when it was listed in the National Register of Historic Places in

the 1980s. Ohio Valley Clay Co. was a major industry at one time, which produced furnace bricks, among other items. It ceased operation in 1944.

Papermaking was one of the oldest industries in Steubenville. The predecessor firm of the Liberty Paper Board Co. was founded in 1819. It grew in the late 19th and early 20th century, when it produced newsprint, wrapping paper, straw and pulp board. By the 1940s, the company made paperboard and continued in production until 1978.

The Chicago Wall Paper Co. was founded in Chicago in 1899 but purchased assets of a local company in 1905. In 1909, the company moved its headquarters to Steubenville. It ceased operation in the late 1950s.

Several other industries had a presence in Steubenville, including the Steubenville Ice Co., which was incorporated in 1909, and the Steubenville Ice Manufacturing and Cold Storage Co., established in 1891 and expanded in 1897 to be one of the largest ice manufacturers in eastern Ohio. These companies serviced the railroads as well as providing ice for use in the city. Mechanical refrigeration caused the decline of these two industries – both closing in the 1950s.

ASSOCIATED PROPERTY TYPES

Property types associated with the industrial development of Steubenville include buildings used for manufacturing and production, blast furnaces, engine and boiler houses, mills, coking ovens, office buildings, warehouses, and storage and maintenance facilities. Most of these facilities have been demolished or have lost historic integrity.

One exception is the office building for Wheeling-Pittsburgh Steel, which was identified in earlier studies for its architectural and historic significance. It retains its historic character although no longer in use.

Few manufacturing facilities have survived, however the homes associated with industrialists should also be considered as an associated property type for this theme.

Some examples include the James Means Residence (James Means Foundry & Co.) at 217 North Street; the Joseph Hennings Residence (Chicago Wall Paper Company) at 611 North Fourth Street; the J.W. Gill Residence (Acme Glass Company) at 701 North Fourth Street and the J.C. Williams Residence (Weirton Steel Company) at 718 Belleview Boulevard.

The North End Neighborhood Historic District includes a number of these homes. Two potential Historic Districts – Belleview Boulevard and Brady Estates – also have a number of homes associated with Steubenville's industrial heritage.

II. TRANSPORTATION DEVELOPMENT IN STEUBENVILLE

Steubenville's location along the navigable Ohio River has always provided a transportation advantage to the community. This was enhanced significantly in the 1850s with the introduction of railroads. The combination of river and rail transportation and availability of raw materials and natural resources made it possible for the city to develop its strong industrial base.

The river provided the earliest means of transportation for both passengers and goods. Regular steamer service was introduced in the 1820s, and by the 1850s there was significant traffic between Steubenville and Pittsburgh to the north and Wheeling to the south. The river was prone to fluctuations in the river's water level, which was remedied between 1910 and 1929 with the construction of 54 locks and dams along the Ohio River. Lock #10 at Steubenville, was constructed in the 1910s, but removed in the 1970s.

Steubenville's railroads, the first of which was introduced in 1853, made it possible to receive raw materials and ship finished products to all parts of the U.S. and Canada. The iron and steel industries relied heavily on the railroads for incoming shipments of coal, iron ore and limestone and for outbound loads of iron and steel products. The passenger transportation system was also excellent with both railroads and interurbans connecting Steubenville to places throughout the country.

RAILROADS

Three railroad routes served Steubenville from the mid-19th to the mid-20th centuries. The first and most important was the east-west line that is operated Norfolk-Southern today. Originally part of a throughroute between Pittsburgh and St. Louis, it was part of Pennsylvania Railroad. Steubenville was a major junction where two major Pennsylvania Lines crossed.

DEVELOPMENT THROUGH THE YEARS

The railroad's massive 1925 cantilevered bridge across the river was featured on the railroad's calendars in the 1950s. The Wheeling and Lake Erie line connected Steubenville and Mingo Junction to the railroad's eastwest line at Rayland.

All three of these routes provided primary transportation for the region's steel industry, which could not have reached the scale it did without them. In addition, the Pan Handle route was a major east-west passenger train route, hosting as many as 30 trains a day. Vast amounts of coal, coke, limestone, iron ore, and raw and finished steel products were carried to, from, and through Steubenville on freight trains over many decades.

Since the 1970s, wrenching change in both the steel industry and on the railroads have left Steubenville's railroad network much reduced in size and traffic. Former multiple tracks have been either reduced or abandoned entirely. Closure of steel mills along the river's west bank has removed nearly all local rail traffic. Today the two single-track Pan Handle lines host a few trains a day; the Wheeling & Lake Erie line has been abandoned.

STREETCARS AND INTERURBANS

In 1888 Steubenville could boast of having one of only four electric streetcar lines in the United States. In time it would grow to serve the heart of the city and extended out to provide reliable year-round transportation to several close-in neighborhoods. This encouraged the spread of residential and commercial development beyond the downtown core. By 1925 the streetcar lines had even conquered the city's hills to spur development of areas such as Pleasant Heights.

During this same period, electric interurban railroads were developed to connect the region's cities in the period before reliable auto and bus transportation became available. Beginning in the early 1900s, several companies built lines that connected Steubenville with numerous places: on the river's west bank, south to Shadyside and north to East Liverpool and Beaver, Pennsylvania. The Steubenville Traction and Light Company started as a local line and changed ownership several times through 1900 when it was extended north to Toronto. Similar streetcar lines in East Liverpool and Beaver were linked, and by 1917 "interurban service" became available. The system was eventually named the Steubenville, East Liverpool and Beaver Valley Traction Company. A combination of paved roads, affordable autos and buses, and the Depression was the death knell for interurban lines across the nation, with Steubenville being no exception. The Ohio Department of Transportation made a significant upgrade to State Route 7 in 1938 which involved removal of most of the interurban infrastructure and tracks. All city and interurban rail transport was gone by late 1939 and replaced with bus service that used the former car barn as the bus garage.

ROADS AND BRIDGES

Steubenville's street pattern employs a traditional urban grid, but its development was strongly influenced by local topography. The grid pattern in the downtown area is on flat terrace land and was followed almost exclusively. Roads that extended up the hill – Market Street and Franklin Avenue – are fairly straight and were quite steep at one time. The grades were improved in the early 20th century. The grid pattern is visible again in some of the hilltop neighborhoods – in Pleasant Heights, for example. Sunset Boulevard became the major east-west road to the west and much of the commercial and residential development in the post-war period to the present has occurred along this stretch of road.

Steubenville was a leader in paving its streets. In 1884, it installed the first brick-paved street in Ohio, on Third Street between Market and Adams Street. Two major bridges carried automobile traffic over the Ohio River – the Market Street Bridge and the Ft. Steuben Bridge



Market Street Bridge

(recently demolished). Both of these bridges are owned by the state of West Virginia.

Automobile transportation made it possible to extend the city's boundaries to the west and created a number of new businesses – auto dealerships, repair garages, filling stations and parts suppliers. By the mid 1910s, Steubenville had nine dealerships and ten repair garages, which grew to 17 dealerships and 14 "filling stations" (not service) stations by 1930. Nearly all of the dealerships were located downtown. By 1950, the dealerships had stayed relatively stable with 16 but service stations had increased to 34. In fact the city directory for that year showed five pages of auto-related businesses. By the end of the decade, several of the dealerships had located along Sunset Boulevard and the city had 45 service stations located throughout the community.

The investment in State Route 7 along the Ohio River in the late 1930s was a major transportation improvement for the city. Most of the riverfront was devoted to industrial uses and the improvement in transportation options was important to their viability then and in the post-war period. Additional improvements to Rt. 7 over 30 years ago resulted in the demolition of a number of historic homes that faced the river at the north end of the city. The road is now a substantial barrier between the city and the river, making it difficult to link the city and its residents with the Ohio River for recreational or other types of commercial or residential development.

Even with improved roads, the city depended on the early 20th century bridges until the completion of the Veterans' Bridge, which opened in 1990. A bypass for State Route 22 begins outside the western edge of the city limits and passes north of the city to connect with the Veterans' Bridge at the river. The Fort Steuben Bridge was demolished in early 2012.

ASSOCIATED PROPERTY TYPES

The transportation theme is represented best in Steubenville with the historic Ohio River bridges. They are iconic historic structures that provide a strong visual reminder of the importance of the river and transportation to the city's history and development. Both the Market Street and railroad bridges are considered qualified for listing in the National Register. The horse-watering trough, which was located on the old Market Street hill, still exists and is listed in the National Register of Historic Places.

There is only one structure remaining that is related to the city's railroad, interurban or streetcar system – the Steubenville Traction and Light Company car barn on North Seventh Street, near University Boulevard. It has been altered and is not considered eligible for the National Register.

Automobile-related resources include several historic automobile dealerships, including the DiNovo dealership and the former Brandt Motor Car Company. The auto dealerships that survive are located downtown or in the near downtown area. The former DiNovo Dealership is on North Third Street and the former Brandt Auto Dealership is on Market Street at the base of the La Belle View neighborhood. Both of these properties are considered eligible for the National Register.

III. DOWNTOWN DEVELOPMENT

Historically, the downtown core of Steubenville has been the center of government, commercial and social activity in the community. The downtown commercial area measures approximately four by five blocks and is bounded by North, South, Third and Seventh Streets. The Steubenville Commercial Historic District, consists of a portion of the downtown area and was listed in the National Register of Historic Places in 1986 and was locally designated in 1988.

While the earliest development was along the river, the diffusion of downtown core development was accomplished through the gradual separation of land into industrial, commercial and residential uses, which was largely established by the 1870s. Residential neighborhoods (discussed in another context) were located north and south of the commercial district and eventually extended up to the surrounding hilltops. The industrial development was concentrated along the river banks and the heart of the commercial district was centered on Market and Fourth Streets.

DEVELOPMENT THROUGH THE YEARS

GOVERNMENT

Concurrent with the founding of Steubenville in 1797 was the formation of Jefferson County as the fourth county in the Northwest Territory, with Steubenville as its county seat. At that time the county extended north to Lake Erie and west to the Cuyahoga River at Cleveland. A federal land office was established in 1800 to sell public land in the area known as the Seven Ranges. The land office was moved several times during its history, and is now located in Historic Ft. Steuben Park downtown, which also includes a Visitors Center and the re-constructed Ft. Steuben.

Steubenville has had several courthouse buildings, with the current courthouse constructed in 1874. At the time, it was the tallest building in the city and had a distinctive tower with an open colonnade – an unusual design for Ohio courthouses. The tower was removed in 1930 and the fourth floor was removed and the mansard roof line changed following damage in a major snowstorm in 1950.

Other government facilities downtown include the former city market house that was converted into use for the police department; and two downtown fire stations from the early 20th century. The north End Fire Station (Reliance Station #2) is on North Street and the former Reliance Station #1 on South Street.

The federal post office was built in 1925 at the corner of Washington and North Fourth Streets but was replaced by a new facility in the 1980s. While not used as a post office today, the building is still standing.

One of the most important institutional buildings located in downtown Steubenville is the Public Library of Steubenville and Jefferson County, which was one of



Jefferson County Courthouse

the earliest Carnegie libraries in Ohio. It was completed in 1902 at a cost of \$62,000. The building is a major landmark on South Fourth Street.

COMMERCIAL

Commercial activity began shortly after Steubenville was platted in 1797 and by 1817 it had a wide variety of commercial enterprises By the early 1870s, when the population had grown to over 8,000, the downtown commercial area was developing into streetscapes of two to three story brick commercial buildings with uniform setbacks along the sidewalk and with individual storefronts. These buildings housed a wide variety of uses, including banks, retail businesses, professional offices and apartments on many upper levels.

By the early 20th century several high-rise buildings were introduced. The Sinclair Building, on the northeast corner of Market and Fourth Streets still defines the Steubenville skyline. It was built in 1915. Across the street, the former Steubenville Bank & Trust Building was completed in 1919. Both buildings still house banks today. The Ft. Steuben Hotel, at the corner of Washington and North Fourth is another important high-rise building. When it was completed in 1925 and for the next six decades, this was one of the finest hotels in the Ohio Valley. It has been converted into housing for the elderly.

The Hub was Steubenville's only downtown department store. It was established in 1904 and sold to L.S. Good & Co. in 1968 with the name changed in 1975. The store closed in 1980, probably due to significant competition from the Fort Steuben Mall. The building was demolished in 1989.

Other distinctive free-standing commercial building downtown include the former Jefferson Building and Loan Association located across from the Courthouse at the corner of North Third and Market Streets.

Downtown was once home to several movie theaters. The Grand, which was completed in 1925, is the only one that survives but has not been used as a theater for many years. Efforts are currently underway to preserve the theater and to rehabilitate it for use as a community arts center.

Steubenville's downtown continued to be the primary commercial center in the immediate post-war period.

The city's first major strip shopping center on Sunset Boulevard, just west of Harding Junior High School, opened in the 1960s. It offered convenience shopping for the city's hilltop neighborhoods and for the city that was expanding to the west. Sunset Boulevard was and continues to be the only major road that links the western suburban and commercial areas with the rest of the city. This strip center and the other small-scale commercial development along Sunset Boulevard supplemented but did not replace downtown.

SOCIAL-FUNCTION BUILDINGS

Downtown Steubenville functioned as the city's social center and had a number of social and fraternal organizations since the late 19th century. Most distinctive were some of the free-standing buildings that housed these organizations, including the Masonic Temple on North Fourth Street, and the former YMCA, dating from 1909, and also located along North Fourth Street. The YMCA has been converted into residential use. The Masonic Temple, YMCA and former Post Office buildings form the terminus of the downtown commercial historic district. Downtown also had clubs that served the city's ethnic population. One that survives is the Schwaben Club, a German social club on North Sixth Street, which dates from 1886.

URBAN RENEWAL/REVITALIZATION PLANNING

The city undertook a major study of the central business district in 1968. Although suburban commercial development was occurring along Sunset Boulevard in the western part of the city, the plan stated, "The Steubenville Central Business District today is in the envious position of enjoying little or no competition from surrounding communities and the city's suburbs." The plan did note, however, that downtown had a number of challenges, including heavy through-traffic, a shortage of parking, deterioration of infrastructure and some of the buildings, lack of open space and blighted housing on the fringes of the central business district. It also noted some strengths, including market location; a mix of businesses, social and cultural activities; bus service, and potential views of the river and the West Virginia bluffs.

The plan recommended a series of actions, some typical of the era – such as clearance of blighted areas and new

construction – especially in the areas along Sixth and Seventh streets; creation of more parking; streetscape improvements and open space.

Within just a few years of completion of this plan, the Fort Steuben mall was completed. It had a dramatic and lasting impact on the downtown. Located in the far western area of the city, off Lovers Lane, it was an enclosed mall with anchor department stores and new retail opportunities not available previously in the city. Mall Road, which runs parallel to Sunset Boulevard between John Scott and Lovers Lane, attracted additional commercial development. The Schiappa Branch of the Steubenville Library is also located here.

Gradually, many of the houses located along Sunset Boulevard were converted to commercial uses, today the area has a mix of residential, retail commercial and professional office zoning.

Downtown started to lose businesses to Sunset Boulevard and the new commercial developments culminating with the closing and the demolition of the city's longtime department store, the Hub, in 1989. Downtown Steubenville is typical of many downtown areas, it has lost much of its retail activity, but it continues to be the center of government and cultural activities.

CHURCHES

Steubenville has a large number of historic church buildings – with the greatest number being located in the city's downtown commercial district and neighborhoods. From the mid-19th through the mid-20th century, a wide variety of denominations built substantial and architecturally distinctive buildings in this area. Churches are also discussed in a separate historic context that follows.

ASSOCIATED PROPERTY TYPES

There are a number of surviving property types associated with this theme, including: commercial buildings with shared party walls, free-standing commercial buildings, public buildings, theater, and freestanding social function buildings.

Downtown Steubenville's architecture is varied and includes examples of Italianate, Colonial Revival, Neoclassical Revival and Second Renaissance Revival.

Most of the commercial buildings in downtown are two to three stories in height and represent architectural styles

DEVELOPMENT THROUGH THE YEARS

dating from the late 19th to the early-mid 20th centuries. A few notable exceptions are the former Ft. Steuben Hotel and the downtown bank buildings at the corner of Market and Fourth Streets which are all at least 8 stories in height and dominate the downtown skyline. The Grand Theater is the only surviving theater building downtown and it is an integral part of the South Fourth streetscape.

Surviving public buildings – especially the Jefferson County Courthouse, the former Post Office building and the Public Library – are all free-standing structures. The courthouse has been substantially altered, but both the Post Office and Library retain their architectural character and integrity.

The Masonic Temple and YMCA are both free-standing historic buildings that retain their historic character and are important anchors at the north end of the commercial area on North Fourth Street.

Steubenville's downtown churches are among its most distinctive architectural assets. As freestanding buildings, they represent a variety of architectural styles, including Gothic Revival, Romanesque Revival, and Classical Revival; and are built with high quality materials and a refined level of craftsmanship. A number are considered eligible for the National Register and are discussed in more detail in that section of the report.

IV. STEUBENVILLE NEIGHBORHOODS

Steubenville's early residential development was concentrated in the areas immediately north, south and west of the commercial district for much of the 19th century. In fact, the period between 1870 and 1920 the downtown Steubenville neighborhoods assumed the character that is still evident today, despite the loss of a large number of resources in the last several decades. The late 19th and early 20th centuries were marked by a significant increase in the population, which grew from 8,000 in 1870 to over 28,000 in 1920. This period was marked by industrial expansion and foreign and domestic immigration, which created several ethnic enclaves within the city's neighborhoods.

The north end, specifically, North Fourth Street, was the preferred residential location for many of the city's business, professional and industrial leaders. Large and architecturally distinctive homes are located in this area between North Street and Franklin Avenue. The



James Means residence

North End Neighborhood Historic District is listed in the National Register of Historic Places and became a locally-designated district in 1992. These homes were the largest, most ornate and most expensive homes in the city during this period and continued to be the premier residential district until the hilltop neighborhoods began to be developed in the early 20th century. The neighborhood has been undergoing revitalization for several decades and a number of the homes have been rehabilitated.

There are sections of the north end – along North Fifth and Sixth Streets where historic single-family and apartment houses still stand. While individually interesting, they lack the cohesive physical characteristics that differentiate the North Fourth Street area as a the core of the North End Neighborhood Historic District.

The southern area of downtown was largely residential, as well. This area has seen significant demolition since the Steubenville Historic Contexts and Resource Evaluation was completed in 1993. One of the earlier houses in this area is located next to the Carnegie Library on South Fourth Street. It appears to date from the mid-19th century and still retains some Gothic Revival characteristics.

Several ethnic neighborhoods were also located near downtown. The Irish were the largest immigrant group in Steubenville between 1840 and 1880 and tended to settle in the North End near St. Peter Catholic Church.

Another influx of immigrants began in the early 20th century with people from Italy, Poland and Russia. By 1910, the Italians had become the largest immigrant group in the county. An ethnic neighborhood developed in the south end of downtown, with St. Anthony Catholic Church serving this population. Italian banks, grocers, churches, professionals were concentrated in a few blocks on north and south Sixth Streets.

Polish immigrants tended to settle in the hilly part of Steubenville's downtown along North Eighth and Ninth Streets. St. Stanislaus Church was built to serve this ethnic congregation.

Although fewer in number, Greeks, Russians, Serbians and Slovaks were also represented in the 1920 census. The Greek and Eastern Orthodox Churches downtown reflect this enduring influence.

After foreign immigration was restricted in the 1920s, Steubenville reflected a shift away from European immigration to the migration of African-Americans from southern and rural areas to the northern industrial cities, where jobs could be found. As part of the Great Migration, Steubenville's black population increased from approximately 1,000 in 1920 to nearly 2,800 in 1930. Black residents could be found in neighborhoods throughout the downtown area. There was no real segregation of blacks and whites into separate neighborhoods at that time.

The downtown neighborhoods reflect a wide variety of styles including, Italianate, Queen Anne, Colonial Revival, Tudor Revival and vernacular one and two story homes.

The city began to move into the western hilltops beginning in the late 19th century, which accelerated in the early 20th century. All of the city's mid-century and late 20th century neighborhoods are located in Steubenville's west end. This westward movement was made possible by the introduction of a streetcar line, the growing popularity of the automobile and the construction of several main roads that connected the downtown with the new suburbs.

Steubenville's downtown and early neighborhoods were built within the original 600-acre plat of the city, which dated from 1851. Just two decades later an additional 1,076 acres were annexed that included the adjacent hilltops, which provided for expansion of the city until the mid-1920s. A third major annexation of 1,440 acres was added in 1926. A portion of Pleasant Heights was the first hilltop neighborhood to be platted in 1890. In 1902, the LaBelle View Land Company platted 746 lots. Additional plats were added to each of these neighborhoods within a few years. Ross park was established near the Ohio Valley Hospital and Brady Estates was platted on the old Brady Farm, and McClauslen Manor was established where the McClauslen greenhouses once stood.

Within a period of just 20 years, nearly 4,000 building lots were added to the city.

Westward expansion continued in the post-war period, with the post-war baby boom and an increase in the city's population. Sunset Boulevard – the only road that linked the downtown with the western edge of the city, became the commercial spine for mid-century development. Today, it is lined with big-box stores, fast food restaurants and other commercial buildings from the late 20th century with a few early-mid 20th century houses surviving (many in commercial use). New subdivisions were platted with glamorous names like Hollywood, Manhattan, Beverly Hills, Buena Vista and Country Club Hills. These neighborhoods feature a variety of housing typical of mid-late 20th century areas - with a large number of ranch and raised ranch styles. split level houses, and vernacular mid-century forms. Unlike the earlier neighborhoods, many of these midcentury or later neighborhoods feature curvilinear streets, all single-family houses, and no integrated neighborhood commercial uses.



North End Historic District

DEVELOPMENT THROUGH THE YEARS

The Spahn #1, #2 and #3 subdivisions are located on the west side on land that was originally part of Spahn's Dairy. Braybarton Boulevard is one of the major streets in the neighborhood and has a number of large and distinctive homes along it. One home, belonged to the Spahn family, who undertook the creation of the subdivisions.

It is not uncommon to find small-scale neighborhood commercial structures scattered throughout the city's late 19th and early-20th century neighborhoods. They are not found in the post-war neighborhoods where the commercial uses are located along Sunset Boulevard with residential neighborhoods accessible from Sunset Boulevard but completely residential in character.

The neighborhood commercial buildings typically housed grocery and convenience stores that were aimed at the neighborhood market. These buildings appear both as free-standing structures as well as being located on the first floor storefront with living quarters above. These buildings were typically located on small lots, with architecture that was compatible with the surrounding residential properties in terms of scale, materials and architectural styles. These structures are frequently located on corner lots for visibility rather than mid-block.

ASSOCIATED PROPERTY TYPES

Steubenville has a large number of well-maintained residential neighborhoods. The major property type associated with neighborhoods are the single-family homes. Ranging in age from the mid-19th to the mid-20th centuries, there are examples of vernacular buildings, such as four-squares, bungalows, ranches and split-levels, as well as high-style designs reflecting the Gothic Revival, Italianate, Queen Anne, Colonial Revival, Georgian Revival, Tudor Revival, Craftsman styles that were popular.

Multi-family and apartment buildings are also found in the pre-World War II neighborhoods and include both rowhouses and apartment buildings. Typically constructed of brick, there are vernacular, and revival style examples, as well as one International Style building (located at Wilkens and Pennsylvania Avenues in La Belle View neighborhood).

Neighborhood-scale commercial buildings can be found in the city's late 19th and early 20th century neighborhoods. These buildings typically were located on corner lots and had a storefront on the first floor with living quarters for the family above the store. While fairly common in neighborhoods at one time, the small corner convenience stores are practically obsolete now with large big box stores. While most are no longer used for commercial purposes, examples of this building type can still be found.

V. EDUCATIONAL/RELIGIOUS/ SOCIAL/RECREATIONAL HISTORY OF STEUBENVILLE

Steubenville's educational, religious, social and recreational history is reflecting a wide variety of buildings found throughout the city, including schools, churches, rectories, and convents; headquarters for ethnic, social and fraternal organizations; and the city's



Big Red (Steubenville High School)

parks and cemeteries. A number of these resources are located in the downtown area and in the city's older neighborhoods and may also be referenced in those sections.

CHURCHES, RECTORIES/CONVENTS AND SCHOOLS

Churches and associated structures were essential to the city's growing population, especially in ethnic neighborhoods. Some groups had their own churches, such as St. Anthony (Italian Catholic), St. Stanislaus (Polish Catholic) and the Serbian Orthodox and the Greek Orthodox Churches on North and South Fourth Streets. The Catholic parishes typically had a rectory, convent and school associated with the church. Several of these survive, including St. Peter Church on North Fourth Street and Holy Name Cathedral, Rectory and School on South Fifth Street.

The city had a number of Protestant congregations, as well, and a number of historic church buildings can be found in the downtown and hilltop neighborhoods.

Historic downtown churches include First Westminster Presbyterian, Calvary United Methodist and First Christian, and St. Paul's Episcopal Church – all on North Fourth Street. Notable hilltop neighborhood churches, include LaBelle View Christian Church and Covenant (Second United) Presbyterian Church in LaBelle View and First Congregational Church in Pleasant Heights – all dating from the early 20th century.

Westward expansion of the city in the post-war period led to the construction of churches outside of the city's downtown and existing neighborhoods. Temple Beth El moved from its downtown location on North Fifth Street to its new location on Lovers Lane in 1966. Grace Lutheran Church moved to Sunset Boulevard in 1932 and built its present building in 1958. Holy Rosary Church followed Central Catholic High School to the suburbs and opened in the 1950s. St. Pius X Catholic Church was formed to serve the expanding city in 1955. The midcentury church was renovated in 1985.

A major change occurred in 2008 when the Catholic Diocese closed St. Anthony Church (South Seventh Street), St. Stanislaus Church (North Ninth Street) and St. Pius Church (Lovers' Lane). The remaining churches are Holy Family Church, St. Peter Church (North Fourth Street), Holy Name Cathedral (South Fifth Street) and Holy Rosary Church.

SCHOOLS

Public schools in Steubenville are located throughout the city, but only a few of the city's early 20th century schools remain. The most distinctive is the Art Deco Steubenville High School, known locally as Big Red, which is located downtown in the North End Neighborhood Historic District.

The Steubenville Public Schools undertook a major building program in the early 1960s. Garfield Elementary School replaced an earlier school downtown in 1960; Lincoln Elementary School also replaced an earlier school that same year; Buena Vista Elementary School, which dated from 1948, was expanded in 1961; McKinley Elementary School replaced an earlier building in 1963; Roosevelt Elementary School, replaced an earlier building in 1969. Another wave of school construction projects and consolidation has resulted in the closing or replacement of a number of these buildings.

The city's Catholic schools have educated a large number of the community's children. At one time, every parish had a school – frequently serving specific ethnic populations. St. Anthony Parish for the Italians, St. Stanislaus for the Polish for example. These schools, along with St. Peter School and Holy Name School were all located in downtown neighborhoods. The former Holy Name School has been converted into low-income housing.

With the city's physical and population growth in the post-war period came the need for both additional and more modern school buildings. Catholic Central moved its high school out of downtown into one of the newly developing areas of the city in 1950. The former Catholic Central High School became the Holy Name Elementary School. There has been significant consolidation of the parish schools in recent years. The former All Saints Elementary (in the former St. Peter School), St. Anthony Elementary (Lovers' Lane) have been consolidated into one school now called Bishop John King Mussio Elementary School.

The Franciscan University of Steubenville was established in 1946 in a building downtown on Washington Street. It grew to occupy several additional downtown buildings before moving to its current hilltop location on University Boulevard, where it continues its expansion today.

DEVELOPMENT THROUGH THE YEARS

SOCIAL ORGANIZATIONS

In addition to the YMCA and Masonic Temple that were discussed in the section on downtown development, there were other organizations that also reflected the city's diverse heritage. The Schwaben Club, which is located on North Sixth Street, was built as a social club for the city's German ethnic population. A Serbian club was located on Wells Street in the South End, in a formerly residential building.

PARKS, RECREATION AND OPEN SPACE

Steubenville has a long history of designed open space, beginning with the plan for Union Cemetery, one of the first "lawn plan" cemeteries in the nation. The cemetery was established in 1853 and eventually encompassed over 140 acres and connected with the 100-acre Beatty Park to create a mile-long natural environment with elevations ranging from 700' to 1200'. This varied landscape and the significant designed landscape, buildings, structures and memorials, combine to create one of the finest cemetery-park areas in the state. Both are listed in the National Register.

Belleview Park and golf course were established in 1929 with the pool and clubhouse among the first elements completed. The city added to its recreational facilities with the construction of the Beatty Park pool and shelter house in 1931. The golf course at Belleview Park has been sold to the Franciscan University for future development and other cutbacks have resulted in the closing of the Beatty Park pool in recent years.

The Steubenville Country Club, a private club, was established in 1908 on land leased from prominent businessman Dohrman Sinclair. It was located one mile north of Stanton Park along the river and north of the city. The clubhouse burned in 1920 and the club relocated to its current location on Lovers Land (west side of Steubenville) in 1923. The second clubhouse suffered a devastating fire in 1959. A new clubhouse was constructed in 1961 and is in use today.

ASSOCIATED PROPERTY TYPES

The property types most closely associated with this context are also among the most visible landmarks in the city – historic churches and schools.

The historic churches of Steubenville vary in size, architectural design and level of architectural detail, however, taken as a whole they represent an important architectural legacy in the city. From modest small churches to grand and highly-ornamented St. Peter Catholic Church downtown, these churches are represent the city's growth and development from the mid-19th to the mid-20th century.

Among the most significant architecturally are the First Westminster Presbyterian Church, Calvary United Methodist Church, First Christian Church, St. Paul's Episcopal Church (with its Tiffany glass windows), and St. Peter Church (all on North Fourth Street), the Greek Orthodox Church (South Fourth Street), Covenant Presbyterian Church (La Belle View) and the First Congregational Church (Pleasant Heights). Mid-century churches were reviewed and although they represent a period of time in the city's history, the churches did not appear to have the same level of architectural design, quality of materials or craftsmanship so evident in the earlier buildings.

Schools are another important property type and they are typically located in residential neighborhoods throughout the city. A few early 20th century schools survive (St. Peter, St. Stanislaus, and Holy Name Catholic Schools and Roosevelt School). These are generally masonry; multi-story buildings located in densely developed residential areas. By contrast, the mid-20th century schools were sprawling one-story buildings on very large parcels of land and were mainly located in the city's newly developed neighborhoods.

Steubenville High School (Big Red), the enormous Art Deco building on North Fourth Street is probably the most notable example of educational architecture in Steubenville. It still serves as the city's only public high school. St. Peter and Holy Name Catholic Schools downtown are located in historic buildings. In the La Belle View neighborhood, there are two Roosevelt Schools – one dating from the early 20th century and located on a residential block and a mid-century modern building on the edge of the hill facing downtown. Both are currently vacant with unknown futures.

Rectories and convents are associated with this theme. They still exist in the context of the Catholic parishes downtown, especially Holy Name Cathedral and St. Peter Church.

Social and fraternal organizations are represented by this theme. Most buildings associated with these organizations were located downtown and the property type is discussed in that theme.

Parks, recreation and open space resources include the historic Belleview Park clubhouse, and Beatty Park and Union Cemetery (both of which are listed in the National Register). The mid-century Steubenville Country Club building does not appear to be eligible for the National Register based on the Ohio Modern study.

SUMMARY OF HISTORIC CONTEXTS

Steubenville has lost many of its historic buildings, but it still has a large number of properties that clearly represent the city's proud history. Some have been preserved, others are in need of sensitive rehabilitation and some are endangered through substantial deterioration or neglect. It is hoped that by bringing attention to examples of the types of properties that contribute to the physical fabric of the city that properties of significance will receive the attention and investment that they deserve. By preserving these buildings and the distinctive character of Steubenville, historic building can also contribute to the economic vitality and livability of the city.

HISTORIC PRESERVATION CHALLENGES AND OPPORTUNITIES

Communities are constantly evolving and changing, and Steubenville is no exception. It has undergone significant change in the last 50 years with contraction of its population, changes in the economic base, and suburbanization. This historic preservation chapter of the city's comprehensive plan provides recommendations to help the city manage future changes in ways that respect and build upon the community's rich heritage, while also addressing its future needs.

A number of Challenges and Opportunities for historic preservation were identified through focus group and individual interviews, community meetings, research, and field work conducted by the project team.

Steubenville faces some significant challenges – it is a city that has a smaller population than it did historically; its economic base is in the process of restructuring; a large number of buildings need investment. These challenges also present opportunities to manage change in a way that enhances the livability, economic vitality and quality of life in the community in the future. Challenges and opportunities can be related, as evidenced by the discussion that follows.

STEUBENVILLE HAS A LARGE NUMBER OF HISTORIC BUILDINGS THAT NEED SIGNIFICANT INVESTMENT IN REHABILITATION TO BE FULLY FUNCTIONAL AND TO SUPPORT ECONOMIC REVITALIZATION. THIS IS ESPECIALLY TRUE IN THE DOWNTOWN COMMERCIAL DISTRICT AND HISTORIC DOWNTOWN NEIGHBORHOODS

OPPORTUNITY - UTILIZE AVAILABLE TAX INCENTIVES

Both the Steubenville Commercial Historic District and the North End Neighborhood Historic District are listed in the National Register of Historic Places and are designated as local historic districts. Since the vast majority of these properties are income-producing, they may be eligible for use of the 20% Federal Historic Rehabilitation Tax Credit, the 25% Ohio Historic Preservation Tax Credit, and/or the 10% Low Income Tax Credit. These credits have been used individually and in various combinations to rehabilitate vacant and underutilized buildings in many Ohio cities. In fact, Steubenville's downtown does have two important examples of use of the federal historic tax credit combined with low-income credits – the former Ft. Steuben Hotel and the former Steubenville YMCA building on North Fourth Street, both converted into housing for the elderly.

STEUBENVILLE HAS A MUCH SMALLER POPULATION THAN IT HAD HISTORICALLY AND THE CITY NEEDS TO FIND A WAY TO ACCOMPLISH STRATEGIC REVITALIZATION IN OLDER AREAS OF THE CITY, RECOGNIZING THAT THERE ARE MORE BUILDINGS THAN THE POPULATION MAY BE ABLE TO SUPPORT

OPPORTUNITY - PROMOTE HISTORIC NEIGHBORHOODS

2

Steubenville has a number of older neighborhoods with high-quality housing that may be eligible for inclusion in the National Register of Historic Places and /or designated as Steubenville Landmark Historic Districts and marketed to prospective homebuyers and new residents. Included are Belleview Boulevard, Brady Estates, Ross Park, McCauslen Manor and Braebarton Boulevard (in Spahn's Addition). All are residential neighborhoods with architecturally interesting buildings, attractive landscape and environmental features, and buildings in fair to excellent condition. North Fourth Street Historic District is an example of a neighborhood that has received both Steubenville Landmark and National Register designations. National Register listing can instill pride in the special character of a neighborhood that has been so recognized.

In addition to the neighborhoods listed above, the city has large areas of substantial older housing (early-mid 20th century) that comprise other livable neighborhoods, including La Belle View, Pleasant Heights, the Manhattan and Hollywood Additions, Spahn's Additions and Country Club Estates, to name a few.

HISTORIC PRESERVATION

CHALLENGES AND OPPORTUNITIES

3

VACANT LOTS IN AND AROUND HISTORIC AREAS, ESPECIALLY IN DOWNTOWN STEUBENVILLE, DETRACT FROM THE PHYSICAL SETTING AND THE ECONOMIC WELL-BEING OF THE SURROUNDING AREA

OPPORTUNITY - TRANSFORM VACANT PARCELS INTO GREEN SPACE

The city has the opportunity to find creative, productive and economically viable uses for vacant lots and large parcels of vacant land by re-imagining Steubenville as a green and sustainable 21st century city. For example, turning vacant lots into green spaces and community gardens can vastly improve the physical environment and potentially create an economic development opportunity for the city's low income residents. With uses such as these, future development of site is not precluded because the uses can be fairly easily transferred to other locations.

4

THE DOWNTOWN COMMERCIAL DISTRICT HAS MANY VACANT STOREFRONTS, AND THE HISTORIC GRAND THEATER, THE ONLY REMAINING DOWNTOWN THEATER, IS VACANT AND IN NEED OF MAJOR REHABILITATION

OPPORTUNITY - REVITALIZED DOWNTOWN

Fortunately, there are several organization/groups that are interested in the preservation of the Grand Theater and the revitalization of downtown Steubenville. For example, the Steubenville Historic Landmarks Foundation was established as a 501 (c)3 organization and is raising money for the rehabilitation of the Grand Theater. These groups have the opportunity to develop collaborative efforts with the city, county, property owners, private businesses, cultural institutions and the tourism community to develop businesses that would attract residents and heritage travelers into the downtown. These could include, renovation of the theater, more restaurants, a boutique hotel or bed and breakfasts, a coffee shop, and specialty retail businesses.

5

HISTORIC PRESERVATION IS NOT VIEWED WIDELY AS AN ECONOMIC DEVELOPMENT TOOL OR A WAY FOR THE COMMUNITY TO DEVELOP AND MARKET ITS DISTINCTIVE CHARACTER

OPPORTUNITY - PROMOTE HISTORIC PRESERVATION AS AN ECONOMIC DEVELOPMENT TOOL

Owners of properties, large and small, are investing heavily in the state's historic real estate. An annual report on the Ohio Historic Preservation Tax Credits, prepared by the Ohio Department of Development, the Ohio Department of Taxation and the Ohio Historic Preservation Office in 2011, documented the impact of 35 completed historic rehabilitation projects that resulted in an investment of \$408 million; generated 2,940 construction jobs and 5,453 permanent jobs housed in the completed buildings. It also resulted in the creation of 911 new housing units.

Enlightened property owners understand that investment in their properties can be a benefit to them and the community as a whole – resulting in increasing the value of their real estate, stabilizing the city's tax base, acting as a catalyst for additional investment, and spurring economic development and job creation.



Historic view of Market Street Bridge, ohiomemory.org

The recommendations contained in this chapter are tailored for Steubenville and build upon its past successes, but also challenge the community to think and act in a way that can create a dynamic new image for the formerly heavily industrial city. The city has a large number of surviving historic resources that define the character of the community, but it also has opportunities to introduce sensitive new development and to convert abandoned and vacant land into assets rather than liabilities.

The City of Steubenville has taken steps over the years to document and analyze its historic resources; to establish a process to identify, recognize and preserve locally designated properties and districts through the Steubenville Historic Landmarks Commission; and to become a Certified Local Government by meeting standards established by the National Park Service and the Ohio Historic Preservation Office. Tangible change is evident. Examples include the use of federal rehabilitation incentives for the adaptive reuse of the Ft. Steuben Hotel and the Steubenville YMCA buildings: investment in storefront renovations downtown; rehabilitation of houses throughout the city; public improvements in the North Fourth Street Historic District, and the creation of green space across from the historic Carnegie Library on South Fourth Street. However, there are also many challenges facing the city. The recommendations that follow are all achievable with creative thinking, collaboration, investment by property owners and businesses, and a cooperative city government. The recommendations are grouped into the following categories: Public Policy, Downtown Economic Development, Neighborhoods, Heritage Tourism, Education/Public Awareness and Potential National Register Listings.

PUBLIC POLICY

The City has made a commitment to historic preservation with the formation of the Steubenville Historic Landmarks Commission, and the city's designation as a Certified Local Government in cooperation with the Ohio Historic Preservation Office. The inclusion of historic preservation recommendations within the city's comprehensive plan demonstrates recognition that preservation can be about more than just saving old buildings; that it is also about economic vitality, livable neighborhoods, a sense of pride in the community, and a sense of place that can make Steubenville more competitive as a place to live, work, and visit.

1. LEARN ABOUT HISTORIC PRESERVATION

The Steubenville Historic Landmarks Commission is uniquely positioned to be a strong advocate for historic preservation within the city government, as well as with the public. All members serve as volunteers in this official capacity. Ongoing training (and orientation when new members are added) will allow Commission members to understand the legal basis for design review, the responsibilities of serving on the Commission, the guidelines used to assess alterations, and additions to and demolition of designated properties, as well as appropriate new construction within historic districts.

But training can do more. It can also help the members to be well-versed on the economic and sustainability benefits of historic preservation; the incentives available for property owners and investors; and the tools that communities use to achieve economic revitalization.

Among the activities that should be considered are periodic onsite training for Commission members; attendance at statewide or national conferences for exposure to the greater field of historic preservation; guest speakers from similar communities to share their successes and ideas; and site visits to communities that are facing similar challenges. Some of these activities might be eligible for funding through the Certified Local Government program, administered by the Ohio Historic Preservation Office (see recommendation #3 below). Additionally, Heritage Ohio and other organizations offer online training and some members have been able to take advantage of these opportunities in the past. This is a cost-effective way to provide additional training to commission members.

2. LEAD BY EXAMPLE

Examples of the important historic properties controlled by the City of Steubenville, include the Police Station (former market house), historic fire stations, the waterworks buildings, the clubhouse in Belleview Park and shelters in Beatty Park. These facilities reflect the long-term investment in capital improvements made by the City of Steubenville over many generations. They are solidly built, architecturally interesting structures that add to the character of neighborhoods, downtown and the city's parks.

When considering rehabilitation or replacement of these properties, every effort should be made to find a way to preserve and sensitively rehabilitate, if possible. If the property is no longer needed by the city, a protective preservation covenant should be placed on the property before sale to secure its preservation and reuse.

The fire stations, in particular, are located in neighborhoods and could be adapted for commercial, office, retail or residential use.

Beatty Park is listed in the National Register of Historic Places and its historic structures are integral to the park's significance.

Reuse studies, planning for the rehabilitation of these structures, or stabilization/ repairs may be eligible for funding through the Certified Local Government Program administered by the Ohio Historic Preservation Office (OHPO). (see recommendation # 3 below).

3. UTILIZE HISTORIC PRESERVATION GRANTS

Steubenville has taken advantage of funding programs from the Ohio Historic Preservation Office (OHPO) in the past, including funding the historic preservation section of this comprehensive plan. Each year at least 10% of OHPO funding from the National Park Service is re-granted to Ohio's Certified Local Government (CLG) programs through a competitive process. This funding can be used for a wide variety of activities, including but not limited to the following: historic preservation planning, preparation of nominations to the National Register of Historic Places, educational and training programs, predevelopment planning and some brick-and-mortar funding for rehabilitation of National Register properties. It is an excellent way to leverage local public and/or private dollars since the federal share is up to 60% and the local share as little as 40% of project costs. The Ohio Historic Preservation Office also has a number of technical assistance activities. One such program -- the Building Doctor Clinics – comes into communities for a public presentation about sound preservation techniques, followed by one-on-one "house calls" to individual properties. OHPO programs are designed to support preservation at the local level and to assist communities in tailoring programs to fit their needs and preservation priorities.

DOWNTOWN ECONOMIC DEVELOPMENT

Historic preservation is economic development. The investment in the rehabilitation of historic properties strengthens the city's tax base, provides construction jobs, provides locations for businesses and other economic activity, and improves the physical environment. The state and federal historic tax credits, in particular, have had an enormous impact in Ohio communities.

Data collected by the Ohio Historic Preservation Office regarding the use of federal historic rehabilitation credits stated, "The credit has aided preservation and rehabilitation of more than 1,500 buildings in Ohio, representing a total investment of nearly \$2 billion."¹ The Ohio General Assembly enacted legislation in 2011 to make the Ohio Historic Preservation Tax Credit (OHPTC) permanent and providing \$60 million in tax credits annually on a competitive basis. In making the case to the legislature, several studies were completed to evaluate the impact of the initial pilot program. The results were impressive. An economic impact study was commissioned by Heritage Ohio, a statewide non-profit preservation organization, and completed in May, 2011. It evaluated the Total Economic Activity impact of the 111 OHPTC projects that had been approved to date. It estimated the impact will be felt until 2025, with the creation of nearly 7,000 jobs annually, and total impact (including additional economic impact beyond initial construction, including local and state public revenue) of nearly \$10 billion. Further it found that for every \$1 of state tax credit awarded, there would be an impact of \$40.58². Thirteen more projects were awarded state tax credits in December, 2011, which are expected to leverage \$100 million in private investment.

These statistics demonstrate that, without auestion, historic preservation is a serious and sustainable economic development activity. Communities like Steubenville, with a large number of buildings that may qualify for use of tax credits, have many opportunities to make historic preservation the foundation for economic revitalization.



Panhandle Station, ohiomemory.org

1. HISTORIC PROPERTIES ARE ECONOMIC ASSETS

Steubenville has many properties that need investment, but many of the property owners appear to be very reluctant to make any long-term investment in improvements. This is unfortunate, because vacant and deteriorated properties lower the value of adjacent properties, diminish the tax base, and present a very tired and worn-out image of the community.

The federal historic tax credit has been a significant incentive for investment in historic properties for over three decades. The addition of the competitive state historic preservation tax credit makes it possible for selected projects to utilize tax credits worth 45% of aualified capital costs. Tax credits are dollar-for-dollar savings on the cost of rehabilitation. There are no programs available anywhere that can offer greater incentives for investment in Steubenville real estate. Generally, to qualify, properties need to be listed in the National Register of Historic Places (locally-designated properties also qualify for the Ohio credit); be used for income-producing purposes, including residential; involve an investment at least equal to the adjusted basis in the property; and rehabilitation work that conforms to the Secretary of the Interior's Standards for Rehabilitation. Information about the credits can be found at www. ohiohistory.org/resource/histpres/yourtown/tax/.

Promoting the use of rehabilitation tax credits, in combination with other recommendations contained in the comprehensive plan, should be an integral strategy for reinvestment in the city.

2. DEVELOP A MAIN STREET **PROGRAM FOR DOWNTOWN**

The National Trust for Historic Preservation developed the Main Street Program for downtown revitalization over 30 years ago. It is based on a implementing a proven comprehensive 4-point approach to downtown revitalization – Operations, Design, Marketing, and Business Enhancement. Heritage Ohio, a statewide nonprofit organization, administers Ohio's official Main Street program. Through 2010, 50 Ohio communities have participated in the program, with \$583 million invested, 674 net new businesses created, over 3,000 net new full-time jobs and over 2,400 net new part-time jobs and an average leverage of \$19 of private investment for every \$1 of public investment made.³

Steubenville has undertaken similar efforts in the past with some positive results. However, given the current condition of the downtown, it needs to have a new concentrated effort to jump-start investment and business development. A more vibrant downtown can attract young professionals, creative industries (architects, advertising and design-related businesses) and entrepreneurs to live and work in the area.

3. PRESERVE THE GRAND THEATER

The Grand Theater, the last remaining historic theater in the city, is located on South Fourth Street in the heart of downtown Steubenville. Fortunately, the nonprofit Steubenville Historic Landmarks Foundation was formed to spearhead the effort to revitalize the theater and create

A Future for Ohio's Past: A Historic Preservation Plan for Ohioans, 2010-2014., Ohio Historic Preservation Office.
 Estimates of the Economic Impact of the Ohio Historic Preservation Tax Credit Program on the State of Ohio. Cleveland State University for Heritage Ohio, 2011

- Ohio Main Street Program summary, www.heritageohio.org.

a cultural arts center for the community. The successful preservation of this theater could be a catalyst for other entertainment and cultural activities downtown. The Grand Theater, in combination with the programming that is held at Historic Ft. Steuben, could also create the nucleus of an arts, culture and heritage district.

There are a number of examples of successfully revitalized historic theaters in Ohio. In the state's Appalachian region, the Colony Theater in Marietta (Washington County) is undergoing rehabilitation utilizing federal and state historic tax credits, grants and private investment; the Markay Theater in Jackson (Jackson County) is undergoing a phased development



DOWNTOWN ECONOMIC DEVELOPMENT

and transformation from a movie theater into a multifaceted arts center with art gallery, theater and storefront commercial spaces; and the McConnellsville Opera House (Morgan County) shows first-run movies and also accommodates stage shows and public events.

Technical assistance and funding may be available through the Ohio Cultural Facilities Commission. This state agency administers funding appropriated by the state legislature. It has funded capital improvements on many historic theaters in Ohio – including those listed above. Information about the commission can be found at www.culture.ohio.gov.

The key to gaining such funding is close cooperation with the community's Senator and Representative in the Ohio General Assembly.

Heritage Ohio has partnered with the Ohio Arts Council to support the preservation and rehabilitation of Ohio's historic theaters and opera houses and to strengthen the operating capacity of the organizations that own and manage them. Among the services provided are workshops, educational programs, and tours of successful theater projects. Those involved in the Grand Theater have attended a seminar on theater restoration and this may prove to be a very helpful and fruitful relationship. More information about scheduled programs is available at http://www.heritageohio.org/programs/historictheaters/.

4. ESTABLISH A SPECIAL IMPROVEMENT DISTRICT (SID) DOWNTOWN

Ohio has state enabling legislation that allows property owners to come together to develop a Special Improvement District (SID) to promote and fund a wide variety of eligible activities. Property owners develop the SID boundaries, the funding formula, and the implementation plan. At least 60% of property owners must approve the assessment and the plan before the city council could take action on its formation. Assessments are collected along with property taxes, and 100% of the collected funds are disbursed to the SID to oversee the implementation of the SID plan. There is no government involvement or intervention in the expenditure or management of funds. There is a high degree of accountability because the SID has to be renewed by a property owner petition at regular intervals, with every five years as a common time period. This allows enough time to demonstrate accomplishments but is short enough to require accountability.

Eligible activities include, but are not limited to, support of a Main Street program, construction and/ or maintenance of capital improvements, safety and/or maintenance activities, programs that support existing and/or new businesses, and marketing and promotion efforts.

5. PROMOTE HOUSING IN UPPER FLOORS OF DOWNTOWN BUILDINGS

Downtown Steubenville has a large number of vacant upper floors. These spaces could be adapted to housing, which is an income-producing use and could qualify for use of historic tax credits. There is some downtown housing now, but it is largely designed for an elderly population. The intended market for any new housing should be students, young professionals and emptynesters. An increase in the downtown resident population could lead to more vibrant pedestrian activity and the demand for new businesses such as a coffee shop, restaurants or small-scale retail.

One way the city could support such efforts is to expand the current Community Reinvestment Act tax abatement to include the creation of new residential units in downtown commercial buildings. This can be a win-win situation for both the city and the property owner. The owner does not receive an immediate increase in the property tax bill, and the city does not lose any current taxes. The long-term investment and the increase in future property values will benefit everyone in the long run.

6. DEVELOP A DEMONSTRATION "ENTREPRENEURSHIP" PROGRAM

Steubenville is fortunate to have two colleges -- the Franciscan University of Steubenville and Eastern Gateway Community College -- and this provides an opportunity to keep college-educated students in the city after graduation. The City, the business community and these institutions of higher learning should consider collaborating on a program that would encourage innovation and the development of homegrown businesses. One idea would be a competition to develop business plans with funding to provide free or reduced rent for a period of time. If a property owner is willing to make necessary improvements to a space, this could allow a business to start-up with a lower upfront investment and have time to become a successful longterm tenant of the space.



Historic view of Market Street, ohiomemory.org

NEIGHBORHOODS

Steubenville has the advantage of having a wide range of housing stock in the city's older neighborhoods, a well-regarded public school system, and affordable housing costs. The economy is also adapting to education and healthcare as major employers. This provides an opportunity for Steubenville's historic neighborhoods to attract new residents, by investment in older properties and improvement in the quality of life in the city.

1. PROMOTE STEUBENVILLE'S DISTINCTIVE NEIGHBORHOODS

The North End neighborhood is both a Steubenville Landmark and National Register historic district and there are other neighborhoods (Belleview Boulevard, Brady Estates, McCauslen Manor, Ross Park) that could qualify for similar designations. These neighborhoods contain architecturally significant buildings, a high level of physical integrity, and distinctive character. In addition to areas that may be eligible for historic district designation, the city has a number of attractive and well-maintained early and mid-20th century neighborhoods, including Buena Vista, Beverly Hills, Hollywood and Spahn's Addition, that could also be marketed, especially to first-time homebuyers and new people moving into the community.

In Columbus, about 20 of the city's center city historic neighborhoods coordinated the publication of a booklet promoting the unique aspects and amenities of each. The publication was developed by the neighborhoods with support from the city and the real estate community. It provides an excellent marketing tool for people looking for homes and trying to decide the area that might be right for them. A similar project took place in Cleveland. These could be models for a marketing effort in Steubenville.

2. IMPLEMENT RECOMMENDATIONS IN REVITALIZATION PLAN FOR LABELLE VIEW AND PLEASANT HEIGHTS NEIGHBORHOODS

The City of Steubenville commissioned this revitalization plan for two of the city's largest and oldest hilltop neighborhoods. It contained a number of recommendation and several, in particular, are relevant for the historic preservation portion of this comprehensive plan. Specifically, the following recommendations should be pursued:

- A. Assist in the formation and strengthening of neighborhood organizations that can carry out educational/outreach/community project programs that have been successful in other communities such as a Neighborhood Block Watch to deal with crime issues, neighborhood clean-up of litter and trash, and social/educational programs for neighborhood residents.
- B. Pursue National Register and/or Steubenville Landmark nominations for Belleview Boulevard (LaBelle View), and McCauslen Manor and Ross Park (Pleasant Heights). The nominations will recognize these distinctive and architecturally and historically significant neighborhoods, which may create a sense of pride in place. (see National Register Recommendations)
- C. Create neighborhood gateways with landscaping, signage and lighting. This can convey a sense of identity and a commitment to improvement of the physical environment. The creation of these gateways should be tied to the formation and/or work of the neighborhood civic associations to give the organizations tangible evidence of the benefits of their involvement in neighborhood improvement.
- D. Clean up vacant lots in the neighborhoods. Vacant and abandoned lots signal disinvestment, lack of pride, and can discourage those willing to make an investment in the neighborhoods. Clean up and turn the lots into green space or community gardens that can engage the neighborhood (all ages) in a tangible fix-up project. Perhaps the city or a foundation could provide initial funding for such efforts. For example, the Columbus Foundation (Columbus, Ohio) provides "seed money" for community gardens in the city's neighborhoods. (see recommendation #4 below)

3. UTILIZE AVAILABLE TAX INCENTIVES

The North Fourth Street Historic District in downtown Steubenville is a National Register and Steubenville Landmark historic district. A number of the properties have income-producing uses – rental apartments, offices, bed and breakfasts. These properties may qualify for use of the 20% federal and 25% state historic tax credits, which can substantially reduce the cost of rehabilitating these properties. In addition to the benefits the owners receive from the credits, the investment helps to stabilize the city's tax base, maintain and possibly increase the value and desirability of properties in the neighborhood, and increase the safety, attractiveness and livability of the neighborhood.

Other historic neighborhoods could also use these credits if additional districts are listed in the National Register of Historic Places. The state tax credit is available for National Register properties, but also for properties designated as a Steubenville Landmark or as a contributing property in a local historic district in cities that have been designated as a Certified Local Government. The City of Steubenville has been designated as a Certified Local Government by the Ohio Historic Preservation Office and the National Park Service (US Department of the Interior). It has made several local designations and has the ability to designate more so the Ohio Historic Preservation Tax Credit can be used. It should be remembered that the state tax credit is a competitive program.

4. UTILIZE COMMUNITY REINVESTMENT ACT TAX ABATEMENT PROGRAM FOR NEW USES IN UNDERUTILIZED HISTORIC BUILDINGS

Steubenville has an existing program that provides incentives to owners that invest in existing residential, commercial and industrial structures within a designated area of the city. This area includes the entire downtown and the hilltop neighborhoods of LaBelle View and Pleasant Heights). Expansion to include creation of new uses in underutilized buildings such as in a former school, fire station or neighborhood commercial building or the construction of new development that is compatible with the character of these neighborhoods should be considered. There are a number of vacant lots in downtown neighborhoods that may be appropriate for compatible new development. Likewise, there are underutilized institutional or commercial buildings in neighborhoods that could have new uses and this program could support both.

5. TRANSFORM VACANT PARCELS INTO GREEN SPACE

Increasingly, cities in Ohio and elsewhere are utilizing vacant properties in positive and creative ways. One of the most interesting is a 6-acre community garden in Cleveland's Ohio City Historic District (www.ohiocityfarm. com). The community garden, which is managed by a non-profit organization, provides garden plots for local residents who raise produce, which they use themselves for healthy eating options, but which they also sell through farmers' markets, local grocery stores and restaurants. Cleveland also has dozens of smaller lots that have been converted in the same way with positive results. Even a single lot could provide enough space to engage children and teens during the summer as they learn useful skills and increase their access to healthy foods.

Some communities are encouraging community gardens and urban agriculture on a more significant scale and are adapting zoning laws to accommodate these changes. Flint, Michigan, an industrial city that has lost almost half of its population, has several thousand vacant lots. Through zoning changes and land banking, the city is on a course to re-imagine and redevelop the city on a green and sustainable model of local food production.

Cleaning up vacant lots and making them productive can start on a very small scale, with just an individual, a church, a school or a community organization. This use does not preclude any future development on vacant sites, but it has immediate positive and visible benefits. If the vacant lot is not publicly owned, permission of the property owner is essential.

HERITAGE TOURISM

Heritage tourism has been recognized as a significant and growing segment of the tourism industry for over two decades. Heritage tourism is defined by the National Trust for Historic Preservation as "traveling to experience the places and activities that authentically represent the stories and people of the past. It includes cultural, heritage and natural resources." According to a 2009 national study on U.S. Cultural Heritage Travel conducted by Mandela Research, "78% of all U.S. leisure travelers participate in cultural and/or heritage activities while traveling, and spend on average, \$994 per trip compared to \$611 for all U.S. travelers." ⁴

Steubenville has several advantages that could support the development of a heritage tourism program. Fort Steuben Park along the Ohio River National Scenic Byway is a natural destination for heritage tourists. The exhibit space, programs, and educational activities are already in place and have resulted in creation of a true destination for residents and visitors alike; it is located only one block from the Steubenville Commercial Historic District. There are only three official Ohio River Scenic Byway Visitors' Centers along the length of the Ohio River; the one in Steubenville is a true asset. By building upon the hard work and investment that it took to make Historic Ft. Steuben a reality, the community could benefit from developing a coordinated and comprehensive heritage tourism program.

1. PROMOTE HERITAGE TOURISM AS ECONOMIC DEVELOPMENT

The economic impact derived from heritage tourism is frequently underestimated, even in communities that are very proactive in marketing to heritage tourists. Tourism can have an impact on a wide variety of businesses, including gas stations, restaurants, motels and bed and breakfasts, shops, museums, historic churches, and cultural facilities, to name a few. There is excellent information available from the National Trust for Historic Preservation (www.culturalheritagetourism.org) and through national tourism websites that can provide a case statement for why Steubenville should consider a targeted effort to build a network of businesses, attractions, and events to market to heritage tourists.

4. - Cultural Heritage Tourism 2011 Fact Sheet. National Trust for Historic Preservation.



Historic view of Fourth Street, ohiomemory.org

Developing a brochure/presentation that promotes the potential economic impact of heritage tourism and sharing it with businesses and public officials is an important step in developing a heritage tourism infrastructure in the community.

2. EXPAND OPPORTUNITIES FOR MARKETING STEUBENVILLE TO HERITAGE TOURISTS

Steubenville already has sites, activities, events, and businesses that are or could be part of the effort to market Steubenville to tourists. Fort Steuben Park and all of its activities, programs, and facilities are well established and highly-regarded assets in the community. The park is ideally located to take advantage of views of the Ohio River and the newly renovated Market Street Bridge and is easily accessible from both St. Rt. 7 and the downtown area.

While the park is only one block from the Steubenville Commercial Historic District, there is very little that connects the two. Most communities with successful heritage tourism programs have vibrant historic downtowns that house restaurants, shops and lodging facilities for tourists. Tourists do come to Steubenville; the question is whether there is much reason for them to stay and spend money.

The people involved with the Fort Steuben Park and all of its associated activities recognize that there are opportunities awaiting businesspeople or entrepreneurs. For example, Steubenville celebrates one of its famous residents -- the singer Dean Martin -- with an annual festival, yet there is little to mark his association with the city during the remainder of the year. Something as simple as Dean Martin photos or memorabilia in a downtown restaurant could be a reason for visitors to stop and spend time and money in Steubenville; if properly and widely promoted.

Steubenville has some distinctive lodging options, including bed and breakfasts in the North Fourth Street Historic District. The use of beautifully rehabilitated historic buildings is an excellent model for the type of entrepreneur that understands the potential economic benefit of heritage tourism.

Sharing information about visitation and what other communities are doing; providing networking opportunities for businesses; promoting cultural and museum facilities; and supporting tourism organizations could increase the community's understanding of the potential of Heritage Tourism and how to build upon what has been accomplished thus far.

Other heritage tourism-related attractions and sites that could be marketed include, the downtown murals, Jefferson County Historical Society Museum, Union Cemetery and Beatty Park (both listed in the National Register), and the city's many historic churches.

3. "HERITAGE TOURISTS" CAN BE LOCAL RESIDENTS

"Tourists" don't just come from other places, but can also include residents and their visitors. In fact, the support of residents who patronize local events, festivals, cultural facilities, and businesses that help to interpret, celebrate, and build upon the city's rich heritage are key to the success of any tourism program. Additionally, the places that local residents take visitors and guests can have an impact on the success of a tourism program. For example, if a resident has family or friends visiting for a weekend, a decision to go to historic Fort. Steuben for an event or tour, eat in a locally-owned restaurant, and shop in a store that can be found only in Steubenville will have a spin-off economic impact in the community. If the same resident decides to pack everyone in the car and drive 30 or 40 miles to another community, there will be no positive economic impact for Steubenville. A program should be developed to "invite" all of Steubenville to become "heritage tourists" at home.



Ft Steuben Visitor Center

EDUCATION / PUBLIC AWARENESS

Like most communities, Steubenville could benefit from greater awareness of the depth and breadth of historic preservation activities and how these can be a foundation for economic development, sustainability, and the city's future health and vitality.

1. PROMOTE HISTORIC PRESERVATION AS INTEGRAL TO THE CITY'S FUTURE

The Steubenville Historic Landmarks Commission may be the most appropriate organization to work with the Downtown Revitalization Committee, the Historic Fort Steuben partners, and local businesses and residents interested in historic preservation to develop an ongoing program of public awareness. This could take many forms, including bringing speakers to Steubenville for public forums on topics related to revitalization, such as developers from eastern Ohio using federal and state tax credits; representatives from successful theater renovation projects; people who have developed innovative ideas for using vacant properties; heritage tourism advocates with success stories; and people with experience in how to establish Special Improvement Districts. This program could also take form of periodic articles in the newspaper showcasing activities in Steubenville and elsewhere or organizing site visits/tours to successful projects where community leaders and public officials have the opportunity to learn more about historic preservation strategies. It is possible that some of these activities might be eligible for funding through the Certified Local Government program. (see recommendation # 3 under Public Policy).

2. CREATE/ENHANCE THE WEB PRESENCE OF THE CITY'S HISTORIC PRESERVATION PROGRAM

The City of Steubenville has a well-established historic preservation program. Its visibility could be greatly increased through the development of a Steubenville Historic Preservation website that has information

4. - Cultural Heritage Tourism 2011 Fact Sheet. National Trust for Historic Preservation.

about preservation successes in the community, the recommendations contained in this plan, case studies and articles about other communities, links to information about tax incentives, and other topics of interest. The website could also help property owners who fall under the jurisdiction of the Landmarks Commission "walk through" the designation and certificate of approval processes. The website could be linked to other local organizations and to regional, state and national organizations. It is possible that this could be accomplished for little or no cost by partnering with one of the city's educational institutions or design firms.

3. EXPAND PRESERVATION AWARD PROGRAM

The Steubenville Historic Landmarks Commission currently recognizes rehabilitation projects that have been completed. This is a worthwhile effort, but, in order to play a larger role in educating the public and elected officials about the benefits of historic preservation, this program might be expanded to include other areas of recognition. For example: a) an award to an individual or organization that has promoted the city's heritage in a positive way, such as through a festival, completed project, publication, or series of articles in a newspaper; b) an award to a public official for a commitment to historic preservation, such as through a policy, speech, or action that furthers the goals of the Steubenville Historic Landmarks Commission; c) an award to a property owner (even those outside the designated historic districts should be considered) who completed a project that had an impact in the area or neighborhood where it was located; d) an award for a student project, such as a local history project in one of the schools or scout troops, or for a teacher who is committed to helping students learn about local history.

A program of this type need not be costly to initiate. The Steubenville Historic Landmarks Commission could ask for nominations from the public and could have a ceremony (perhaps at a City Council meeting or a public event) to recognize the winners. A framed certificate would be a cost-effective way to provide a tangible reminder of the award.

4. EDUCATE HOMEOWNERS ABOUT MAINTENANCE AND REHABILITATION

Steubenville has a very large number of pre-1970 homes, including many mid-century suburban neighborhoods. These properties range in size, scale, location and age of construction, but all contribute to the character of the city's older neighborhoods.

Past efforts by city government and the Steubenville Landmarks Commission have focused on late 19th and early 20th century neighborhoods, but there is a growing awareness of and appreciation among preservationists and homebuyers for mid-century neighborhoods.

A comprehensive educational program that promotes all of the city's older neighborhoods, whether or not they might be eligible for designation as historic districts, would raise the level of awareness of and appreciation for the city's diverse architecture and neighborhoods.

The city might consider combining this effort with Neighborhood Recommendation #1 to promote historic and other older city neighborhoods.

5. PROMOTE HISTORY AND ARCHITECTURE OF DOWNTOWN CHURCHES

The downtown churches are among the city's most architecturally significant historic resources. Most are located in the downtown area – many along or near Fourth Street. These congregations and parishes should be encouraged to collaborate on joint programs that can focus attention on their importance to the community. Among the activities that might be considered are to illuminate the churches (spires, domes and stained glass windows are particularly distinctive) – especially during downtown events such as concerts at Fort Steuben and during the Christmas holiday season; and to sponsor a holiday event when the public is invited to visit the many churches and experience them with choir and musical performances in each. These types of activities can create greater awareness about the many downtown churches and may encourage membership.

6. DISPLAY PLAQUES AND CERTIFICATES AT NATIONAL REGISTER PROPERTIES

National Register plaques are available from a variety of sources. The Steubenville Historic Landmarks Commission could review some of the options and select a specific plaque design to promote and might be able to negotiate a discount for ordering multiple plaques from a single supplier. The plaques are a visible reminder of the properties that have been recognized and demonstrate the owner's pride in the property. There are multiple designs, materials and price ranges available.

The Ohio Historic Preservation Office offers framed certificates for National Register listed properties. More information can be found at http://www.ohiohistory.org/resource/histpres/nr/nr-10.html.



Historic Plaque



Historic view of Union Cemetery, ohiomemory.org

RECOMMENDATIONS FOR DESIGNATION



Downtown Steubenville Buildings

Steubenville has undertaken several efforts in the past to identify, document and evaluate properties that may be eligible for designation. This includes both local designations as Steubenville Historic Landmarks and inclusion in the National Register of Historic Places. This comprehensive plan effort provides an opportunity to re-examine past recommendations and to add properties not considered in the past. Some of these properties were recommended for designation in previous studies and surveys, while others are being suggested for the first time, based on a review of previous plans and additional field assessment.

Following are brief descriptions of the properties that may qualify for listing. All of these properties would also meet the criteria for designation as either individual landmarks or as historic districts by the Steubenville Historic Landmarks Commission and Steubenville City Council.

INDIVIDUAL PROPERTIES

INDIVIDUAL HOMES

The James Means Residence, located at 217 North **Street** in downtown Steubenville, is a mid-19th century Italianate home of one of the city's most important early industrialists. Means was the owner of James Means & Co., one of the first foundries established in this area in 1816. It evolved into the Steubenville Foundry and Machine Works, and continued in business until 1921. The home was located adjacent to the foundry, which was between Dock and North Streets along the Ohio River. This building is somewhat isolated in its current location at the edge of the business district. It was recently purchased and is undergoing substantial rehabilitation. It is significant under Criteria A and C for its association with James Means and as an excellent and well-preserved example of mid-19th century Italianate architecture in Steubenville.

Edgehill, 609 North Seventh Street, was the home of industrialist James Gill, president of Ohio Valley Clay Products and the Acme Glass Company, both important late 19th/early 20th century industries in the north end of Steubenville. The house dates from the mid 19th century and is an excellent example of Gothic Revival residential architecture. It is significant under Criteria A and C for its association with Gill and for its architectural significance as a rare example of residential Gothic Revival architecture.



Edgehill

MULTI-FAMILY RESIDENTIAL

The **Hillcrest** apartment building on Lawson Avenue in Pleasant Heights is a Tudor-Revival multi-family building located on one of the principal streets in this hilltop neighborhood. This is a fairly rare building type in Steubenville. Other good examples of apartment buildings are the International style **Wilkpenn**, which is located in the La Belle View neighborhood. The English Revival **Margaret-Cecilia Manor** is located in the proposed Brady Estates Historic District. The Hillcrest and Wilkpenn buildings are eligible for inclusion in the National Register under Criterion C as an excellent examples of this building type in Steubenville and as examples of Tudor Revival and International style architecture, which were popular at the time these neighborhoods were being developed.

INDUSTRIAL BUILDINGS

The former **Acme Glass Company office facility**, located on Franklin Avenue at the railroad tracks, is the only remaining building associated with the glass industry in Steubenville. Although it has been altered, it is significant under Criterion A for its association with the city's vanishing industrial heritage.

The former **Wheeling Steel Company Office Building** (LaBelle Iron Works), is vacant but still standing at the entrance to the vast steel mill complex along the Ohio River at the south end of Steubenville. The three-story building dates from the early 20th century and still has its character-defining features in terms of form, materials, and design and still has its original window openings and main entrance with paired columns. The building is eligible for the National Register under Criteria A and C for its association with this iconic Steubenville industry and as a well-designed and well-preserved example of early 20th century architecture.

BRIDGES

The **Market Street Bridge** (1904)) that connects Steubenville to West Virginia is owned by the state of West Virginia, so it is unlikely that the City of Steubenville would take action to initiate a National Register nomination of either bridge. The Fort Steuben Bridge was bypassed the Veterans' Memorial Bridge, connecting with U.S. 22, and was demolished in early 2012. The Market Street Bridge just received significant investment and has new lighting which increases is visual presence along the riverfront at night -- especially when viewed from Fort Steuben Park downtown. The Panhandle Railroad Bridge also crosses the Ohio River. All three of these bridges qualify for listing under Criteria A and C for association with the city's transportation network, which was vital to its development, as well as for engineering and design significance as early 20th century Ohio Valley bridges.

CHURCHES

Historic churches are among the city's most architecturally distinctive properties. A number of them, both downtown and in the city's hilltop neighborhoods, appear to be eligible for inclusion in the National Register. Although churches typically are not eligible for listing in the National Register, these properties meet exception criteria due to their significance under either Criterion A for association with the city's ethnic and immigration history, and/or under Criterion C for architectural and artistic significance. The list of churches include the following: **Temple Beth El**/ Phillips Chapel (North Fifth Street at Clinton Street) for its association with the city's Jewish and, later, its African-American history, as well as for architectural significance; Quinn Memorial AME Church (515 North Street) for its association with the city's African-American history and for architectural significance; First Westminster Presbyterian Church (235 North Fourth Street) for its architectural significance; Calvary Pentecostal Church (First United Presbyterian Church) at Fifth and North Streets for architectural significance;



Covenant Presbyterian Church

RECOMMENDATIONS FOR DESIGNATION

Urban Mission Ministries (former Fifth Street United Methodist Church) on North Fifth Street for architectural significance; Greater Zion Temple (North Fifth at Logan) for architectural significance; Calvary-Fifth United Methodist Church (North Fourth at North Streets) for architectural significance; First Christian Church, Disciples (220 North Fourth Street) for architectural significance; St. Paul Episcopal Church (415 Adams) for architectural significance; Holy Name **Cathedral**, convent and school (South Fifth at Slack Street) for architectural significance; **St. Stanislaus Church complex** (North and Highland Streets) for its association with the city's Polish ethnic population; and **Covenant Presbyterian Church** (Belleview Boulevard at Ohio) and LaBelle View Church of Christ (1500 block Euclid Avenue) for their association with the city's suburban expansion to the hilltops and for architectural significance.

FRATERNAL/SOCIAL ORGANIZATIONS

Fraternal organizations and ethnic clubs were an important part of the city's social and cultural history. Two properties – the **Masonic Temple** (North Fourth Street) and the **Scwhaben Club** (216 North Sixth Street) -- appear to be eligible for inclusion in the National Register under Criterion A for their association with the peak period of fraternal organizations and ethnic social clubs in Steubenville (late 19th and early 20th century) and under Criterion C for architectural significance.

Martha Manor, located on North Fifth Street at Dock Street, was established as a home for women in 1911. It is still serving in this capacity. It appears to be eligible for the National Register under Criterion A for its association with the city's social service history.

PUBLIC PROPERTIES

The city has three fire station buildings that appear to meet National Register criteria A for association with the history of the city's fire department and under criteria C for architectural significance. The **Reliance Company** is located downtown on North Street, **LaBelle View Hose Company** (on Maryland at Carnegie) and **Pleasant Heights Hose Company** (1332 Adams) all appear to be eligible for inclusion in the National Register.

The city's **Water Filtration Plant**, which is located at the top of University Avenue, is a distinctive public work that retains its Renaissance-inspired classical design. The architecture of the original building and the landscape and pond with water fountain have been visual landmarks for many decades. The property is eligible for listing in the National Register under criterion A for its association with the development/expansion of the city's water system and under criterion C for architectural and design significance.

The **Belleview Clubhouse**, located in Belleview Park, behind the water filtration plant, is significant under criterion A for its association with the city's WPA-funded recreational facilities and under criterion C for its architectural design.

The **Steubenville Armory** (1629 Pershing Avenue), used by the Ohio National Guard, is eligible for the National Register under criterion A for its association with the political/governmental history of the city and under criterion C for its architectural design.

COMMERCIAL BUILDINGS

Two properties related to the automobile-related history of the city may be eligible for the National Register under criterion A. Included are the former **Brandt Motor Car Company** building (1439 Market Street) on the hilltop and the **DiNovo Auto Dealership** 218-235 North Third Street) downtown. The DiNovo property is also associated with the city's Italian ethnic and immigration history.

HISTORIC DISTRICTS

Steubenville has a number of potential historic districts. Belleview Boulevard, Brady Estates and Ross Park were recommended in earlier planning studies; however, the current recommendation for Ross Park includes larger boundaries that previously. In addition, several new potential districts have been added. Each is briefly described below.

North Street downtown between Fourth and Fifth Streets has a collection of important structures, including four historic churches (Urban Mission Ministries, Calvary Pentecostal Church, Calvary-Fifth United Methodist Church and Quinn Memorial AME Church), the historic Reliance Fire Station and the Jefferson County War Memorial. These properties together represent the religious and governmental history of the city, and all are architecturally distinctive buildings. It is believed that all are individually eligible for inclusion in the National Register under Criteria A and C, but by including them in a small district; it will make a greater statement about the importance of this cluster at the north end of the commercial district. It is the only downtown area that is recommended for a National Register district.



Belleview Boulevard

A number of hilltop neighborhoods are considered eligible for the National Register under Criteria A and C for their association with the city's suburban expansion and for architectural and design significance. Included are **Belleview Boulevard**, which was the neighborhood of choice for many of the city's business and industrial leaders during the first few decades of the 20th century. It includes both individually-distinctive single-family homes as well as some examples of more modest early 20th century housing. The International style Wilkpenn Apartment building is included within the proposed district boundaries.

The recommendation for a **Ross Park** historic district has been expanded to include properties along Ross Park Boulevard, Lawson Avenue between Park and Cardinal



McClausen Manor

Streets and Oakmont between Cardinal and Claire View. This neighborhood represents distinctive early 20th century housing that belonged to professionals, business owners, and upper-level managers along Ross Park and Lawson Avenue, as well as a row of nearly identical wellpreserved brick single-family homes on Oakmont that were home to those of more modest middle class means.

McCauslen Manor is a small self-contained neighborhood located on the site of former greenhouses off Market Street, with a distinctive collection of homes and a plat design of a single curvilinear street.

Brady Estates, centered on Brady Circle and Granard, one of the few boulevard streets in Steubenville, has a central parkway with side cul-de-sac streets and architecturally distinctive homes targeted for uppermiddle class professionals and businesspeople.

Braybarton Boulevard is located in Spahn's Subdivision #1, which was developed on land formerly owned by Spahn's dairy on the city's west end, off Sunset Boulevard. It was in an area annexed to the city in 1926 and most of the houses were built in the period between the late 1920s and early 1960s. The homes have large front yards and a suburban setting that is different from the earlier hilltop neighborhoods described above.



Braybarton Boulevard

RECOMMENDATIONS FOR FUTURE SURVEYS

There has not been a comprehensive survey of the city's mid-century modern architecture; this was beyond the scope of this comprehensive plan. Mid-century neighborhoods, churches and schools were considered in field work conducted for this plan, but detailed research has not been conducted to indicate whether any of these properties could be potentially eligible for listing in the National Register of Historic Places. It is recommended that future survey efforts focus on mid-century 20th century resources.

HISTORIC DISTRICT AND LANDMARKS | EXISTING AND ELIGIBLE





Existing National Register

- 1. Carnegie Library
- 2. Federal Land Office
- 3. Holy Trinity Greek Orthodox Church
- 4. Retaining Wall/ Water Trough, Old Market Street Section
- 5. Steubenville YMCA

Existing National Register Historic District

- A. Union Cemetery/ Beatty Park Historic District
- B. North End Historic District
- C. Fourth Street Commercial Historic District

Individually Eligible for National Register

- 1. Market St Bridge
- 2. James Means Residence
- 3. Dinovo Auto Dealership
- 4. First Christian Church
- 5. St. Paul Episcopal Church
- 6. Holy Name Cathedral Complex
- 7. La Belle Iron Works/ Wheeling Steel Co Office
- 8. First Westminster Presbyterian
- 9. Masonic Temple
- 10. Schwaben Club
- 11. Martha Manor
- 12. Greater Zion Temple
- 13. Temple Beth El/ Phillips Chapel
- 14. St. Stanislaus Catholic Church Complex
- 15. Villa Maria (Edge Hill)
- 16. Acme Glass Office Building
- 17. Wilkpenn Apartments
- 18. La Belle View Hose Co
- 19. Pleasant Hights Hose Co
- 20. Brandt Auto Dealership (Brandt Motor Car Co)
- 21. Convenant Presbyterian Church
- 22. La Belle View Church of Christ
- 23. Steubenville Armory
- 24. Water Filtration Plant
- 25. Belleview Club House
- 26. Hillcrest Apartments

District Eligible for National Register

- A. North St Historic District
- B. Belleview Blvd. Historic District
- C. Lawson Ross Park Historic District
- D. McCauslen Manor Historic District
- E. Brady Estates Historic District
- F. Braybarton Blvd Historic District

ADDITIONAL INFORMATION

SOURCES OF INFORMATION/FUNDING

A. National Register of Historic Places

The National Register of Historic Places is the nation's list of properties worthy of preservation. These properties are recognized by the National Park Service (U.S. Department of the Interior) as worthy of preservation for their local, state or national significance in the areas of American history, architecture, archaeology, engineering or culture. The program in Ohio is administered by the Ohio Historic Preservation Office (a division of the Ohio Historical Society).

In general, properties eligible for the National Register, should be at least 50 years old, retain its historic integrity and meet at least one of the four National Register criteria.

Criteria For Listing in the National Register of Historic Places

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

A. that are associated with events that have made a significant contribution to the broad patterns of our history; or

B. that are associated with the lives of persons significant in our past; or

C. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

D. that have yielded, or may be likely to yield, information important in history or prehistory.

Benefits of listing in the National Register include recognition of its significance, which can lead to greater awareness and appreciation for the property; eligibility for use of the 20% Federal Historic Rehabilitation Tax Credit for the certified rehabilitation of income-producing properties; a certain level of protection through reviews of federally-funded or assisted projects that might have an adverse impact on the property. National Register listing is also one of the prerequisites for application to the competitive 25% Ohio Historic Preservation Tax Credit program and for many other private and public funding programs. The National Register does not prevent the owner of the listed property from maintaining,

repairing, altering, selling or even demolishing the property with other than federal funds. It does not obligate the owner to make repairs or improvements to the property, nor does it automatically make it subject to local design review.

For more information about the National Register program, see the Ohio Historic Preservation Office website (www.ohpo.org).

(This information about the National Register of Historic Places has been adapted from a fact sheet prepared by the Ohio Historic Preservation Office.)

B. The 20% Historic Rehabilitation Incentive Tax Credit

Federal tax legislation in 1981 and 1986 created a Historic Tax Credit to encourage investment in historic structures. The credit is available for historic buildings listed in the National Register of Historic Places, either individually or as part of a registered historic district. To use the credit, a building must be "income-producing" – used for industrial, commercial, office, or residential rental purposes; the rehabilitation must be "substantial" – that is, the rehabilitation must cost at least as much as the adjusted basis in the property or \$5,000, whichever is greater; and the rehabilitation work must be certified as complying with the Secretary of the Interior's Standards for Rehabilitation.

The Historic Tax Credit has been a major investment incentive for over two decades and has resulted in the rehabilitation of tens of thousands of historic properties. The several billion dollars invested in these properties have revitalized many neighborhoods, commercial districts and entire communities. Ohio communities, large and small, have used the historic tax credit in a wide variety of projects ranging from rehabilitation of single-family homes for rental to large downtown buildings in Ohio's major cities.

The Historic Tax Credit is a credit of 20% of the cost of the building's rehabilitation and is taken as a credit against federal income taxes owed by the building's owner. Because the tax credit is a dollar-for-dollar reduction of tax liability, the effect of the tax credit is the same as a 20% discount on the cost of rehabilitation. The acquisition cost of the building cannot be counted as part of the amount on which the credit is taken, nor may the cost of additions or enlargements to buildings. When rehabilitation is complete, the depreciable basis of the property must be reduced by the amount of the credit. To ensure that rehabilitation projects meet the required standards, each project must be "certified" as appropriate to the historic character of the building. There is a two-step application process in which a proposed rehabilitation is reviewed first by the staff of each state's Historic Preservation Office, and then by the staff at the National Park Service in Washington, D.C. Applicants are encouraged to apply for certification well in advance of beginning any rehabilitation work.

Because building owners' tax situations can vary, anyone considering using the Historic Tax Credit should consult his or her tax adviser before proceeding. Staff members at the Ohio Historic Preservation Office are available to answer questions regarding the certification process.

For more information about the Historic Tax Credit see the National Park Service and the Ohio Historic Preservation Office websites (www.cr.nps.gov/hps/tps/ brochure2.htm and (www.ohpo.org).

(This information about the Historic Tax Credit has been adapted from a fact sheet prepared by the Ohio Historic Preservation Office.)

C. The 10% Non-historic Tax Credit

In 1986, Congress amended the legislation enacted in 1981 that created the historic rehabilitation tax credit. At the same time, they established a non-historic tax credit of 10%. This credit is available to anyone rehabilitating a property, not listed in the National Register of Historic Places, that was placed in service prior to 1936 and intends to use it for an income-producing commercial or industrial use. Like the historic tax credit, the rehabilitation must be considered "substantial" – that is, the rehabilitation must cost at least as much as the adjusted basis in the property or \$5,000, whichever is greater. Unlike the historic tax credit, the non-historic tax credit does not apply to income-producing residential buildings. Although use of the non-historic tax credit does not require review of the proposed design by the Ohio Historic Preservation Office or the National Park Service, if a property is located in a locally-designated historic district or design review area, the use of this credit does not exempt them from following the local design review process.

For more information about the Non-historic Tax Credit see the National Park Service website (www.cr.nps.gov/hps/tps/brochure2.htm).

D. The 25% Ohio Historic Preservation Tax Credit

The Ohio Historic Preservation Tax Credit Program is administered by the Ohio Department of Development's Urban Development Division, with assistance provided by the Ohio Historic Preservation Office of the Ohio Historical Society and the Ohio Department of Taxation. The program provides a tax credit for rehabilitation expenses to owners of historically significant buildings.

The tax credit provides 25 percent of qualified rehabilitation expenses for historic rehabilitation projects. The expenditures represent hard construction costs generally consisting of improvements made to the building structure and interior. The work must meet the U.S. Secretary of the Interior's Standards for Rehabilitation of Historic Properties.

A building is eligible if it is individually listed in the National Register of Historic Places, is located in a registered historic district, is certified by Ohio's Historic Preservation Officer as being of significance to the district, or is listed as a historic landmark by a certified local government.

Over the seven funding rounds, \$279.3 in tax credits have been approved for 126 applicants to rehabilitate 158 buildings in 30 different communities. The program is expected to leverage \$1.64 billion in private redevelopment funding and federal tax credits directly through the rehabilitation projects.

(This summary is quoted from the State Historic Preservation Tax Credit website at www.development. ohio.gov/Urban/ohptc.) Further information may be obtained at (614) 995-2292. The annual report is available at www.development.ohio.gov/Urban/ohptc/ Documents/2010historictaxannual.pdf

E. Special Improvement Districts

Chapter 1710 of the Ohio Revised Code is enabling legislation for communities to establish Special Improvement Districts (SID) within a defined geographic area, to generate funding to accomplish a wide variety of activities. The SID must have support from at least 60% of the property owners to be established and it must be renewed periodically. A number of Ohio communities are using this program successfully for preservation and revitalization efforts.

ADDITIONAL INFORMATION

F. The Secretary of the Interior's Standards for Rehabilitation

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

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

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

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

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

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

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

10. New additions and adjacent or related new

construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

For further information about the Secretary of the Interior's Standards for Rehabilitation, see the Ohio Historic Preservation Office website (www.ohpo.org).

G. Additional Sources of Information

A number of other sources of information are readily available to those interested in historic architecture and the care and maintenance of older buildings. A listing of useful sites is included below.

Organizations

Steubenville Historic Landmarks Commission

The city's historic preservation activities are coordinated by the city's Planning and Community Development Office with the involvement of the Steubenville Historic Landmarks Commission. The Historic Landmarks Commission consists of seven (7) citizens who serve without compensation. The City has two (2) existing historic districts, these being the Steubenville Commercial Historic District located in the Central Business District (CBD) and the North End Neighborhood Historic District, both of which are found in the downtown area and have been listed by the U.S. Department of the Interior on the National Register of Historic Places. All exterior alterations or changes in the historic districts must comply with the Secretary of the Interior's Standards for Rehabilitation and the design guidelines adopted by the Historic Landmarks Commission. The Planning and Community Development Office processes applications for certificate of appropriateness for work in historic districts.

Steubenville Planning and Community Development Office

308 Market Street, Room 205 Steubenville, OH 43952 Phone: (740) 283-6000 Ext. 1700 Fax: (740) 283-6082 E-Mail: cdp@cityofsteubenville.us Public Library of Steubenville and Jefferson County

The main library is located in one of the earliest Carnegie Library buildings in the country, built in 1902. The library has an excellent collection of local history (located at the Schiappa Branch), as well as other resources for those interested in historic buildings and their care and maintenance.

Main Library 407 S. 4th Street Steubenville, OH 43952 Phone: (740) 282-9782 Fax: (740) 282-2919 Schiappa Branch 4141 Mall Drive Steubenville, OH 43952 Phone: (740) 264-6166 Fax: (740) 264-7397

Jefferson County Historical Association and Museum

Founded in the early 1970s, this non-profit membership organization, preserves, protects and promotes the historical records and artifacts of Jefferson County and its communities. It is located in the Sharpe Mansion at 426 Franklin Avenue and operates both a museum and library, along with other programs.

426 Franklin Avenue Steubenville, Ohio (740) 283-1133 www.rootsweb.ancestry.com/~ohjcha/index.htm

Historic Fort Steuben

Fort. Steuben Park in downtown Steubenville includes several important facilities, including the Steubenville Land Office, a reconstructed Ft. Steuben, the Ohio River Scenic Byway Visitors' Canter and Beekman Amphitheater. The complex offers a wide variety of programs, including tours, exhibits, concerts and cultural programs.

Historic Fort Steuben 120 South Third Street Steubenville, Ohio 43952 (740) 283-1787 www.oldfortsteuben.com Ohio Historic Preservation Office

For assistance on historic preservation matters generally, you may contact the Ohio Historic Preservation Office, Ohio's official state preservation agency, which is part of the Ohio Historical Society.

Ohio Historic Preservation Office

Ohio Historical Society

800 E. 17th Ave.

Columbus, Ohio 43211-2474 (614) 298-2000 www.ohiohistory.org

National Trust for Historic Preservation

At the national level, the National Trust for Historic Preservation is a non-profit preservation organization that conducts conferences and has published numerous books and pamphlets about preservation issues. The Trust's publications on tax incentives and the economic aspects of preserving old buildings are especially helpful.

National Trust for Historic Preservation

1785 Massachusetts Avenue, NW Washington, D.C. 20036

(202) 673-4000

National Trust for Historic Preservation Eastern Field Services Office William Aiken House 456 King Street, 3rd Floor Charleston, South Carolina 29403 (843) 772-8552 www.nationaltrust.org

Heritage Ohio

For information about downtown and commercial district revitalization, Heritage Ohio manages Ohio's Main Street program, offers educational and training programs for those involved with downtown revitalization and provides technical assistance to communities as they plan for the future. Heritage Ohio is also collaborating with the Ohio Arts Council on a Historic Theater Initiative and offers statewide programs and technical assistance regarding a

ADDITIONAL INFORMATION

wide variety of historic preservation issues. Heritage Ohio is a non-profit membership organization.

Heritage Ohio 846 ½ East Main Street Columbus, Ohio 43215 (614) 258-6200 (614) 258-6400 fax www.heritageohio.org

Preservation Ohio

Preservation Ohio is a non-profit statewide preservation organization. It sponsors programs, lectures and training on issues important to preservationists; and has established a preservation easement program to accept donations of façade and preservation easements to ensure the long-term preservation of important Ohio properties.

Preservation Ohio 101 ½ North Main Street Mansfield, OH 44902 (567) 876-1914 www.preservationohio.org

Ohio Cultural Facilities Commission

The Ohio Cultural Arts Commission is responsible for overseeing the implementation of the state's capital budget for physical facilities that house cultural activities. Since 1988, nearly \$520 million dollars has been appropriated for more that 300 projects in 72 of the state's 88 counties. Projects such as art centers, theaters and opera houses, historical museums and other types of cultural facilities have been funded through this program.

Ohio Cultural Arts Facilities Commission

100 East Broad Street, Suite 300 Columbus, Ohio 43215-3416 (614) 752-2770, fax: (614) 752-2775 www.culture.ohio.gov

Websites

www.ohiohistory.org/resource/histpres

This Website includes information about the Ohio Historic Preservation Office, the National Register program and a list of National Register properties in Ohio. By clicking on Preservation Toolbox, and then Old Building Owner's Links, the user can download copies of the National Park Service's Preservation Briefs. A list of the briefs is included elsewhere in this appendix.

www2.cr.nps.gov/freepubs.htm

This National Park Service site provides a list of free Heritage Preservation Services publications that can be ordered online.

www2.cr.nps.gov/

This site is about the Heritage Preservation Services offered by the National Park Service including information about programs such as the Investment Tax Credit for the Rehabilitation of Historic Buildings; training and conferences; preservation legislation; and a preservation bookstore. It also has an interactive class on the use of the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings designed for use by historic building owners, architects, contractors, developers and members of design review boards.

List of Steubenville Historic Landmark and National Register Properties

The following Steubenville properties are currently listed	in t
Carnegie Library of Steubenville	40
Federal Land Office	Ft
First Methodist Episcopal/	
Holy Trinity Greek Orthodox Church	30
Market Street Section, Retaining Wall and Water Trough	0
North End Neighborhood Historic District Franklin at Fifth	Ro
Steubenville Commercial Historic District Commercial Streets.	Ro
Steubenville YMCA Building	21
Union Cemetery/Beatty Park	17

The North End Neighborhood Historic District and the Steubenville Commercial Historic District are also Steubenville Landmark Historic Districts.

the National Register of Historic Places. 407 South Fourth Street -t. Steuben Park, South Third Street

300 South Fourth Street Old Market Street between Market St. off ramp and Lawson Ave. Roughly, N. 4th St. from Dock St. to Franklin and east side of

Roughly Washington, Court, Third, Market and Eighth and

214 N. Fourth St. 1740 W. Market St. & Lincoln Avenue

CHAPTER 7 | DEVELOPMENT FRAMEWORK & DESIGN GUIDELINES

Chapter Seven BACKGROUND

INTRODUCTION

The Development Framework and Design Standards section is a graphical and textual documentation of physical framework understanding and recommendations, which along with relevant public policy will help guide growth and development in the city of Steubenville. The selected areas of focus are long-range in vision, yet immediate in leveraging current and upcoming opportunities that will help to raise the quality of the built environment.

Included in this section are planning & design standards for two opportunity areas which were identified as important focus areas during our stakeholder meetings. These areas are;

- Sunset Boulevard
- Downtown Central Core

Sunset Boulevard

Sunset Boulevard was selected as a focus area because of the corridor's importance as a primary arterial connector to the commercial nodes of the corridor as well as access to most of Steubenville's residential neighborhoods, and ongoing relationship to the growth and development of Steubenville. Consideration should be given to the Land Use and Development Guidelines for Sunset Boulevard as outlined in this section of the plan.

Improvements to the corridor within the public rightof-way could provide a stronger sense of quality to recapture what the Boulevard seems to have lost over the years as turn lanes and wider streets were integrated into the corridor for traffic management and safety concerns.

The very term "Boulevard" suggests a center planting median and tree-lined streets with places for pedestrians and bicyclists to find safety and refuge from vehicular circulation. Realizing the corridor will most likely not return to those design standards, it is important the city look for opportunities to re-introduce qualities to the street when transportation investments are being made. Sunset Boulevard is a four lane street in many segments. In areas where there are many sidestreets and driveways, turning movements greatly reduce the capacity because the inner lanes serve a dual role as a thru and turning lane. Those conflicting turning movement also increase the potential for crashes. One alternative that should be considered, where average daily traffic volumes are less than 20,000 per day, is to convert Sunset to either a three lane street, with a center turn lane, or to install a narrow center median. One such segment is from Pico west to just east of John Scott Street. A median along this stretch would help "calm" traffic speed, improve the aesthetics and make it easier for pedestrians to cross the street. This would help protect the relatively low intensity character of the land uses along this segment as well. Replacing the non-functional "expressway-like" cement strip between the east and wests bound lanes up the hill with a median would improve the entrance to the downtown area.

In addition to the public realm of the corridor, the quality of the private development along the Boulevard could be greatly enhanced aesthetically if more attention was directed to placemaking and strategic design improvements. Modifications to the signing ordinance and landscaping requirements for private development could also bring about higher quality built projects through enhancements that would raise the visual quality of the corridor.

Downtown Central Core

Identifying an area of downtown for physical improvements that would provide immediate impact and catalytic action through strategic physical improvements were important considerations. Experience has taught us that success leverages success in urban redevelopment and that reinvestment into public realm improvements will attract private capital to buildings and sites immediately surrounding the public improvement area. With this in mind, our team identified the intersection of Market Street and Court and Third Streets within the urban core as an opportunity site for reinvestment. Several reasons supported our decision for that site selection;

- Links the improvements of Fort Steuben and the City Building with Downtown
- Creates a Downtown Gateway from the Market Street Bridge
- Capitalizes on the architecture of the Jefferson County Courthouse & unused open space adjacent to the City Building

- Creates a significant gathering place for Downtown events
- Sets the stage for catalytic reinvestment into key buildings from Market Street to 4th Street

Like many cities, Steubenville converted some of the downtown streets to one-way back when traffic volumes were much higher. The one-way streets make travel through the downtown complicated, specifically for visitors. This is further complicated since some of the one-way streets are not continuous. Many of those cities that have discovered that two-way streets tend to have more stronger business districts than one-way streets. Similarly, Steubenville should now consider converting those one-way streets back to two way. Two way streets would still have sufficient capacity but would ease wayfinding for motorists. Like in the neighborhoods, there would be some loss of on-street parking. But there is alternative parking available.





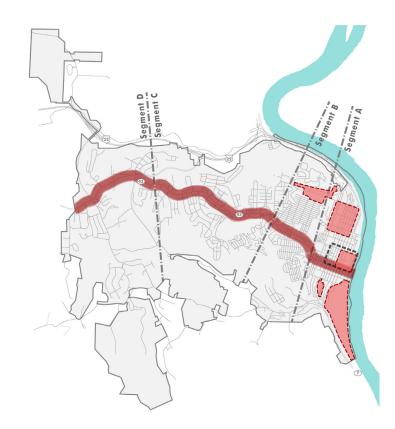


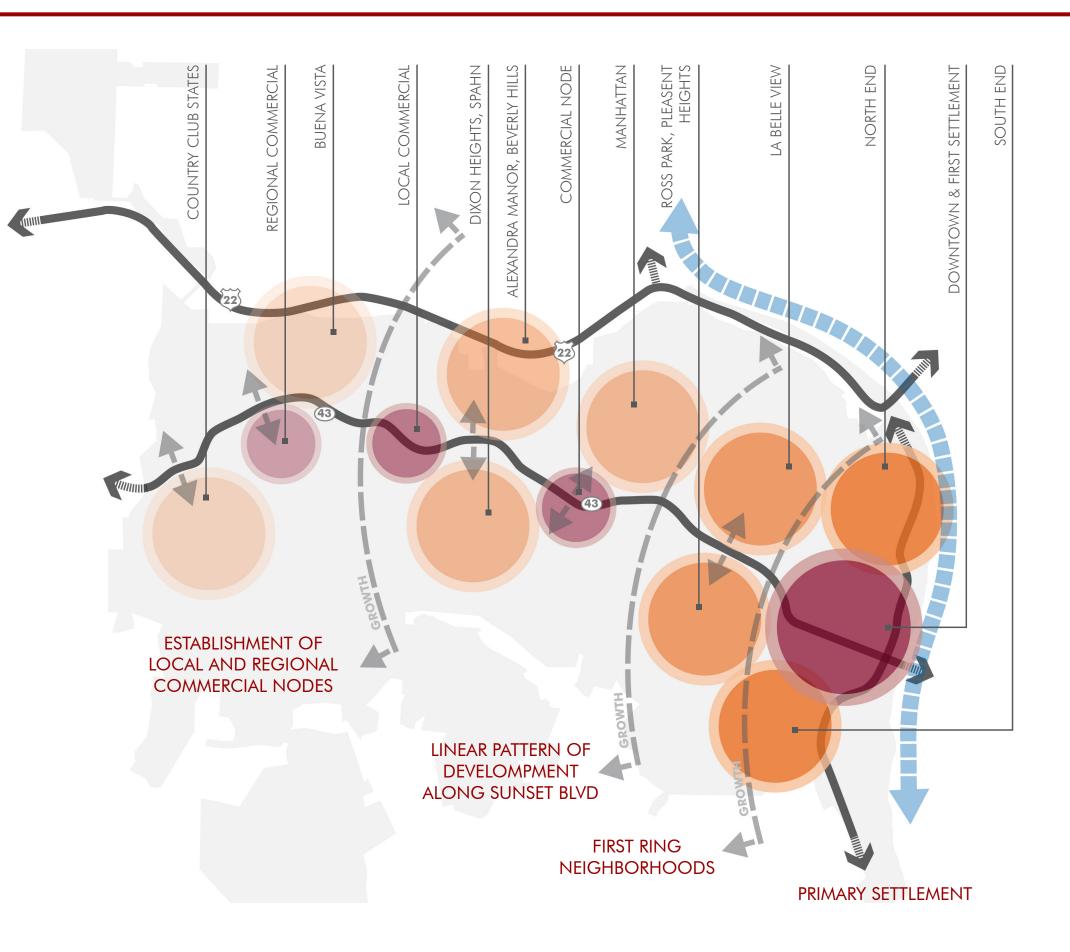
FRAMEWORK

GROWTH PATTERN

The diagram shows how the City of Steubenville was established and developed. The initial settlement occurred along the Ohio River and remained compact until the city expanded west. Growth then occurred onto the bluff creating the first ring neighborhoods. Due to natural formation the following growth periods took place in a linear pattern westward along Sunset blvd.

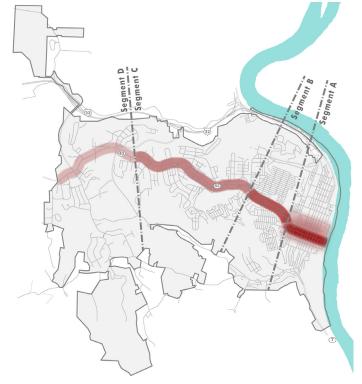
Market Street that becomes Sunset Blvd to the west of downtown is the spine along which development was established. Local and regional commercial development naturally appeared along the corridor while residential development occurred to the north and south of the boulevard.





OPPORTUNITY AREA | SUNSET BOULEVARD/ MARKET STREET

CHARACTER



	EXISTING CHARACTER	IMAGI
SEGMENT A	 Higher density compared to other areas Large amount of impervious surface Vacancy and underutilized building stock Concentration of historic, institutional uses and civic spaces 	
SEGMENT B	 Auto-oriented connection from downtown to neighborhoods in linear manner Transitional character with larger lot sizes along the corridor Access to multi-family and single-family residential area on each side 	
SEGMENT C	 Suburban character Larger building footprint Concentration of auto-oriented commercial activities Very large and tall highway oriented sign Large parking lot Excessive driveways contribute to congestion and accident potential Scattered shallow (?) lots, some that have been converted to small serial businesses 	
SEGMENT D	 Concentration of regional scale services Largest lot sizes Scattered pattern of development Pockets of residential developments 	

GES





SUNSET BOULEVARD/ MARKET STREET

OVERVIEW GUIDELINES | GENERAL

LAND USE

- Diversify housing stock by offering more options
- Mixed Use (commercial, professional office spaces with residential above)

DENSITY & MASSING

- Promote massing and massing modulation to utilize optimum energy requirements and remove the monotony of unvarying surface facades
- Pedestrian-scale features should be incorporated on the first floor of buildings and at entrances to help relate buildings to the streetscape, specifically in commercial areas. These features include entrance canopies, storefront awnings, landscaping, lighting and signs

CONNECTIVITY & STREETSCAPE

- Sidewalks, pedestrian crosswalks and bike path connections
- Sustainable stormwater management techniques such as rain-gardens - can be integrated with streetscape design
- Context sensitive lighting, banner program, road signage and wayfinding elements showing destinations
 signage to have some consistent branding elements that will tie the signage from different character areas together
- Off-street shared parking behind and side of buildings in commercial areas; if parking is located to the side of buildings, it is recommended to provide appropriate landscaped screening
- Consolidate curb-cuts along main thoroughfares







OPEN SPACES

- Public plazas and gathering areas integrated into commercial areas
- Preserve environmentally sensitive areas
- Buffer between residential and commercial areas
- 15% for commercial areas or as guided by zoning



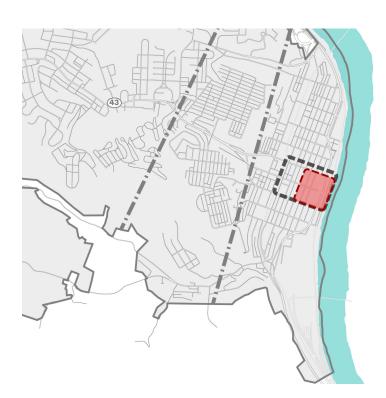
SUNSET BOULEVARD/ MARKET STREET

OVERVIEW GUIDELINES | SEGMENTS

	LAND USE	DENSITY & MASSING	CONNECTIVITY & STREETSCAPE
SEGMENT A	 Regional/local-serving/neighborhood based commercial & retail (higher quality and maintained look) Consolidate institutional uses Restaurants Professional office spaces 	 Compact vertical development Multiple stories within the downtown core (area between Washington Street and Adams Street and between 7th Street and waterfront) Density and height to be contextual to existing structures within the adjacent areas to downtown core 	 Recreational trails along waterfront Promote streetscape improvements that will encourage walkability - sidewalk setback from automobile travel lanes, tree lines, building locations to be closer towards the street, etc. On-street parking along interior streets in commercial areas
SEGMENT B	 Office condominiums Strip commercial centers Small and medium lot for multi-family and single-family residential subdivisions north and south of the corridor Modest setback of land uses along the Sunset Boulevard corridor 	 Sidewalk setback from automobile travel lanes, lawn area along sidewalks to create buffer with high speed traffic corridor, tree lines, etc. Sustainable stormwater management techniques such as rain-gardens, bio-swales, etc can be integrated with streetscape design Recreational trails along natural areas 	 Sidewalk setback from automobile travel lanes, lawn area along sidewalks to create buffer with high speed traffic corridor, tree lines, etc. Sustainable stormwater management techniques such as rain-gardens, bio-swales, etc can be integrated with streetscape design Recreational trails along natural areas
SEGMENT C	 Higher quality strip commercial centers "Big-Box" commercial Small and medium lot for multi-family and single-family residential subdivisions north and south of the corridor Modest setback of land uses along the Sunset Boulevard corridor 	 Ground Coverage: 30-40% with open space provisions 	 Sidewalk setback from automobile travel lanes, lawn area along sidewalks to create buffer with high speed traffic corridor, tree lines, etc. Connectivity between local, collector and arterial roads Promote suburban commercial area streetscape with generous green setback, screened parking with landscaping
SEGMENT D	 Regional/local-serving/neighborhood based commercial & retail (higher quality and maintained look) Regional Shopping Center Opportunity for multi-family Campus setting Large and medium lot single-family residential subdivisions north and south of Sunset Boulevard outside of commercial corridor Largest setback of land uses along the Sunset Boulevard corridor 	 Ground Coverage: 30-40% with open space provisions Height: 3-4 stories 	 Sidewalk setback from automobile travel lanes, lawn area along sidewalks to create buffer with high speed traffic corridor, tree lines, etc. Sustainable stormwater management techniques such as rain-gardens, bio-swales, etc can be integrated with streetscape design Recreational trails along natural areas Connectivity between local, collector and arterial roads Promote suburban commercial area streetscape with generous green setback, screened parking with landscaping

	OPEN SPACES
	Public plazas and gathering areas integrated into commercial areas
•	Promote conservation easements within developments, specifically to promote trail developments to natural areas
	Promote conservation easements within developments
•	Preserve environmentally sensitive areas Promote conservation easements within developments

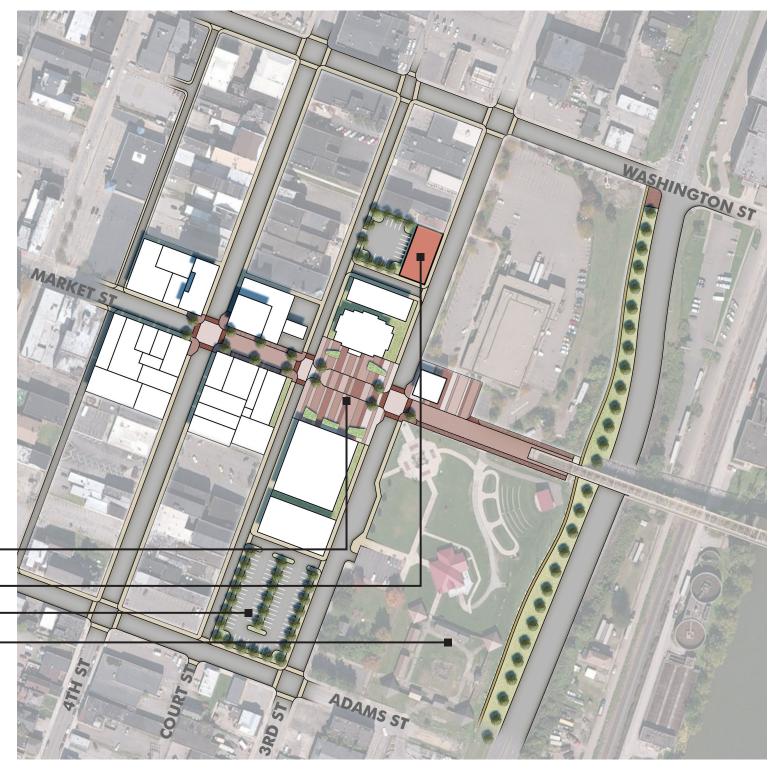
OPPORTUNITY AREA | CENTRAL CORE | PHASE 1



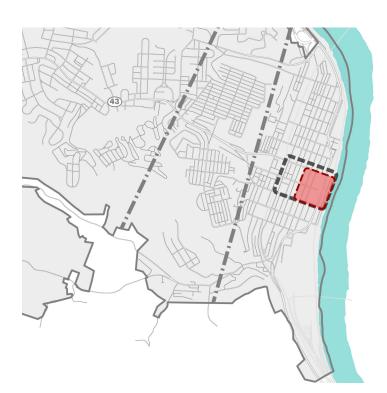
- Create a civic gathering space through public realm enhancements and streetscape design elements including:
 - Instersection enhancements at 4th Street, Court Street, and 3rd Street;
 - Leverage facade improvements and mixed use development for building adjacent to the new "public square";
 - Pedestrian friendly streetscape with the utilization of upscale materials on Market Street.
- The parking lot at Adams Street and 3rd Street could be developed as a parking lot demonstration project for the City. Key design items include:
 - Vegetative screening
 - Interior trees
 - Controlled access points
 - Marked parking spaces
- Vacant sites should be developed with buildings that align with the adjacent buildings. Parking should be located in the rear of the buildings when possible.



CIVIC PLAZA -NEW BUILDING _ PARKING LOT -FORT STEUBEN -



OPPORTUNITY AREA | CENTRAL CORE | PHASE 2



- Create a civic gathering space through public realm enhancements and streetscape design elements including:
 - Intersection enhancements at 4th Street, Court Street, and 3rd Street;
 - Leverage facade improvements and mixed use development for building adjacent to the new "public square";
 - Pedestrian friendly streetscape with the utilization of upscale materials on Market Street.
- Consideration of a Downtown Hotel to provide accommodations more centrally located for visitors.
- The parking lot at Adams Street and 3rd Street could be developed as a parking lot demonstration project for the City. Key design items include:
 - Vegetative screening
 - Interior trees
 - Controlled access points
 - Marked parking spaces
- Vacant sites should be developed with buildings that align with the adjacent buildings. Parking should be located in the rear of the buildings when possible.





COMPREHENSIVE PLAN STEUBENVILLE, OHIO

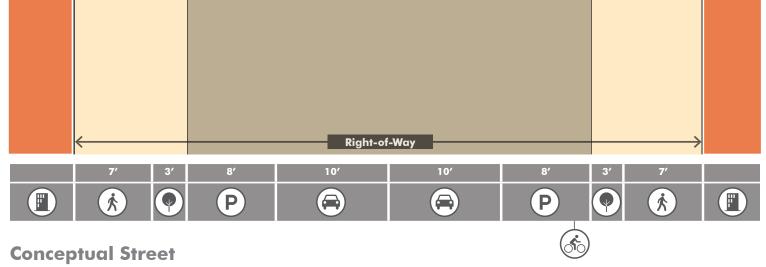
OPPORTUNITY AREA | CENTRAL CORE | DESIGN GUIDELINES

The design guidelines, as depicted by the street plan view illustrate public realm and building character. These design thoughts can be applied to other areas of downtown as well.

INTENT OF GUIDELINES

- Increases the City's awareness and appreciation of design considerations with respect to enhanced urban placemaking
- The purpose is to coordinate the overall development vision towards effective implementation

- The guidelines will help to communicate the development patterns and assist in consistency of design for both the public and private sector
- Provides property and business owners, public officials and design professionals a clear understanding of Steubenville's expectations for urban development framework



PEDESTRIAN CORRIDOR Walkways connecting destinations



SHARED BIKE LANE Alternative mode of transportation which encourages healthy living

VEHICULAR LANE



Travel lanes connecting destinations



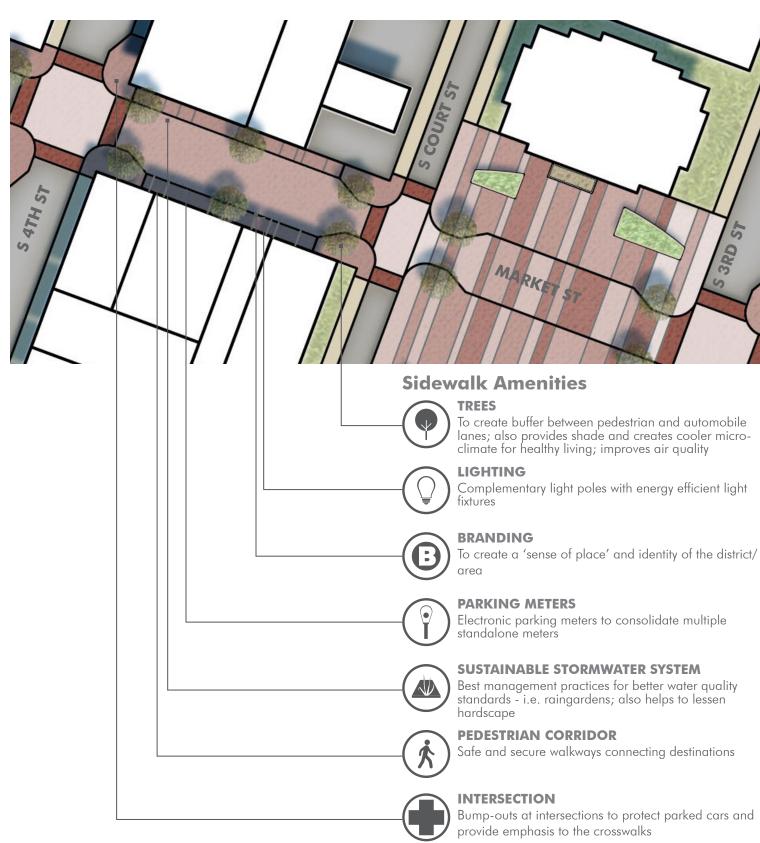
ON-STREET PARKING Amenity for uses alongside roads; uses should be limited by parking meters



TREE LAWN/UTILITY CORRIDOR To create buffer between pedestrian and automobile lanes; potential utilities underground

BUILT-FORM

Buildings along corridors with different land uses



OPPORTUNITY AREA | NORTH GATEWAY



- The North Gateway provides a more prominent entrance into the city while providing complementary uses for the Franciscan University of Steubenville.
- These uses include:
 - Restaurant
 - Retail
 - Hotel
 - Office
- Special attention to quality materials and the design of the building as well as the landscape to enhance the natural, historic look of the University.
- Bike paths should be further integrated within this development to connect the downtown, the Franciscan University of Steubenville and the rest of the city.









OPPORTUNITY AREA | SOUTH GATEWAY



- The southern area of the City will continue to be an industrial area for steel processing.
- This area, in the future, has the potential to become an enhanced gateway into downtown Steubenville and serve as an industrial park for oil and gas extraction related businesses.
- Repurpose Earl Rodgers Plaza on South Fifth and Sixth Streets from residential to industrial.
- Possible uses for the Earl Rodgers Plaza site include:
 - Warehousing/Storage
 - Transportation/Distribution
 - Office Space

DESIGN STANDARD ELEMENTS | FACTS & OVERALL RECOMMENDED STRATEGIES

INTENT

The following pages delineate the Design Standard Elements, which help to communicate the vision and objectives for overall growth of the City of Steubenville. The following are the intent for the design standards:

- Increases the City's awareness and appreciation of planning and design considerations
- The purpose is to coordinate the overall development vision towards effective implementation
- These will help to communicate the growth patterns and assist in consistency of development both by the public and private sector
- Will assist in development of specific guidelines for opportunity areas
- Gives property and business owners, public and private officials and design professionals a clear understanding of City's expectations for planning and design
- Preserves quality of life







Context and Character

Nodes, Edges and Landmarks LEED Standards



Street ROW Viewed as Multi-Purpose Public Space Sidewalk Accessibility Identity, Signage and Wayfinding Interconnected Parks/Trail Systems Parks within Walkable Distance



Site Design

Density Mix of Land Use Low Impact Development **Optimal Setbacks** Appropriate Buffer/Screening Minimal Site Disturbance Minimize Curb-Cuts Minimize Irrigation Native Landscape

Sustainable Site Elements

Water Quality Enhancement Features Tree Planting Permeable/Porous Paving Edible Plants



Parking

On-Street Parking Behind Buildings in Urban Core Areas Shared Parking Parking Access and Screening

Buildings/Built Form

Character Housing Mix Life Cycle Housing Universal Design Infill Buildings **Reflective Roof** Roof Gardens Access to Natural Light Adaptive Reuse Orientation, Height, Massing



Infrastructure and Alternative Energy Generation

Capacity and Credits Renewable Energy Generation



Land Management

Density Transfer Land Banking and Conservation Land Trusts Greenway and Blueway Buffer

CONTEXT AND CHARACTER

DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
Nodes, Edges and Landmarks Defining the physical framework of the City with activity zones, visual cues and definite edge of growth and activity. Follows traditional neighborhood development patterns	 Districts provide a distinct "sense of place" that makes Steubenville Steubenville Landmarks help in visual integrity of a place and assists in social gathering and point of reference in defining a community Specific nodes of activity and development centers in a community help in creating a "welcoming" environment and encourages public interaction and commerce. Nodes are connected through multimodal transportation and efficient linkage Discernible edges help to create definable districts and places 		City, Development Interest	Future land use map, Adoption of design guidelines, Regulatory controls State and local grants/City general funds to develop guidelines/update regulatory controls
Walkability According to industry standards and best practice examples, most people will walk an approximate distance of 1/4 mile (1,320 Feet) that acts as a threshold between walkability and utilizing other forms of transportation	 Concept is walkable zones with 1/4 to 1/2 mile of destinations like schools, churches, parks and neighborhood shopping nodes Streetscape enhancements, comfortable sidewalks, convenient street crossing, and development along street edge helps to stimulate the walkable environment Reduces Vehicle Miles Traveled and carbon footprint 	<image/>	City, Jefferson County Regional Planning Commission, ODOT, Development Interest	Connectivity Map, Sidewalk Maintenance and Extension, Trail Connection, Design Guidelines Development City General Funds, TIF, CDBG Funds, Potential Transportation Enhancement Grants
LEED Standards Nationally accepted benchmark for the design, construction, and operation of high performance sites & buildings	 + Building's energy use is reduced and the natural environment is thereby enhanced + "Green infrastructure" to improve quality of runoff, etc. + Enhances water quality, protects vegetation and habitat 		City Planning, Building Department, Development Interests	Encourage new developments and redevelopments to follow LEED standards, Potentially codify new sustainable standards Developer's equity, Sustainable planning, design funding, Construction tax credits

PUBLIC REALM

DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
Street ROW Viewed as Multi-Purpose Public Space Easier/faster connections between destinations; creation of places; streets for everyone	 Enhanced connections mean shorter travel time, optimal infrastructure layout costs and emergency response time shortening Enhances multi-modal transportation including, walking, biking, automobile etc. Right-of-way design changes to lower "design speeds" within commercial nodes and downtown help in promoting walkable environment to accommodate the needs of all ages 	<image/>	Engineering Department, ODOT with City Planning	Follow local transportation studies and comprehensive strategic plan for areas of connectivity, Potential traffic studies by Engineering Department, ODOT Transportation Enhancement Grants, ODOT and other State Funding
Sidewalk Accessibility	 Improve accessibility to and from residential areas to nearby places of business, retail, food, commerce and industry through continuous sidewalk connectivity where practical and a pleasant sidewalk environment Walking, running, jogging are essential means of getting to destinations through sidewalks Helps people with impairments to access destinations; ADA requires installation of curb ramps on sidewalks at street intersections for better accessibility Reduces Vehicle Miles Traveled and carbon footprint 	<image/>	Engineering Department, ODOT with City Planning and Safety Services	Future land use map and development connections to provide map for sidewalk connections State and local grants, City general funds
Identity, Signage and Wayfinding	 Create an unified theme for the City with signage and wayfinding elements with minor modified versions for special districts like downtown Raises awareness of residents, visitors, property and business owners of the public amenities Gateway signs, directional signs and business signs will help to create a sense of place along with public realm improvements 		City	Design Guidelines, Environmental Graphics Consultant, Phased Implementation
Interconnected Parks/ Trail System Parks and Public Gathering Areas within Walkable Distance	 Improves recreation opportunity of walking and biking between the park and the river Should increase of the park Encourages active and passive recreation opportunities Connections should be between different scale of parks and open spaces (urban and neighborhood pocket parks, local parks such as Beatty Park to regional and state parks) 		Parks and Recreation Department	Parks and Recreation Master Plan, collaborate with Comprehensive Plan, Educational Outreach within community, marketing and promotions Department of Natural Resources grants, local, state and other funding initiatives, fundraising initiatives

SITE DESIGN

DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
Density Includes size of lots/parcels, proximity of dwelling structures, horizontal and vertical stacking of uses	 Development density should be context sensitive to the existing urban framework to preserve the character of neighborhoods and Steubenville in general Preserve natural resource areas such as riverfront, steep slopes, edge areas while increasing density within urban cores, downtowns and nodal areas Appropriate density helps in enhancing the quality of place, improving social, environmental and economic benefits as well as energy preservation 		Development Interest, City Planning, City Council, Jefferson County Regional Planning	Design Guidelines, incentive based approach, regulatory controls, TDR/ PDR techniques, Floodplain, hillside and natural area ordinance, land stewardship for preservation of natural areas, conservation area dedication
Mix of Land Use specifically in Nodal Areas	 Provides vibrancy of a place as operational hours and number of users vary in a 24-hour span Provides flexible land use options to characterize a place that provides resources for all classes of people Eliminates segregation of different tiers of housing and promotes social interaction within neighborhoods and mixed use areas Reduction of automobile trips and congestion within the walkable radius 	<image/>	Development Interest, City Planning and Zoning	Nodal Areas Development Plan, Design Guidelines, Regulatory Controls incentivizing mixed use land use pattern, density transfers, marketing and outreach of niche strategies Public-private partnerships, LLC
Low Impact Development Site design technique that enhances water quality through better stormwater management practices	 + It is achieved through better site design, minimal site disturbance, conservation design practices and installing "green" infrastructure (bioretention, pervious pavement, green roofs, rain barrels etc.) + Helps in protection of native landscape, habitat, water quality and quantity (less flooding), reduction of impervious surfaces, replenishment of groundwater + Relative cost savings than traditional systems (detention/retention basin) 		Development Interest, City Planning and Zoning	Regulatory Controls, land stewardship, education and outreach
Optimal Setbacks	 Maintenance of building lines and established setbacks will help proper integration of built form into existing character Create building line that helps to reinforce the connection with building and public realm Provision of altering setbacks in different zones (rural, semi-rural, transitional, urban in decreasing order of setbacks) helps to define the character of open space to denser urban form 	<image/>	City Planning and Zoning, Jefferson County Regional Planning	Regulatory Controls, Design Guidelines

SITE DESIGN

DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
Appropriate Buffer/ Screening Between different land uses, sites, building and public realm	 Enhances the visual integrity and appearance Protects and increases property values through preservation of existing vegetation, implementation of new landscaping and architectural screens Helps to minimize noise, dust, glare and enhances water quality by the use of natural buffers In more urban areas, landscaped and architectural screens in the form of trees, shrubs, low-height walls and/or fences minimizes the harshness of asphalt surface parking lots or create a visually pleasing environment between buildings and roads 		City Planning and Zoning, Development Interests	Comprehensive Plan, Design Guidelines, Regulatory Modifications, Enforcement
Minimal Site Disturbance	 Preserves natural areas and habitat Lower irrigation costs Enhancement of water quality and reduction in site runoff 		City Planning and Zoning, Development Interests, Jefferson County Regional Planning	Comprehensive Plan, Design Guidelines, Regulatory Modifications
Minimize Curb-Cuts	 + Consolidating curb-cuts along roadways helps to provide uninterrupted travel + Enhances sidewalk connectivity + Optimizes the space within sidewalks and pedestrian walk zones to provide landscaping and other streetscape enhancement related kit of parts 		City Planning and Zoning, Engineering Department	Comprehensive Plan, Design Guidelines, Regulatory Modifications, Access Management Regulations
Minimize Irrigation Within urban areas	 + Helps to reduce excessive water usage for urban green spaces + Preserves water table 		City Planning, Development Interests	Comprehensive Plan, Design Guidelines, Regulatory Modifications
Native Landscape	 Adaptive and native plant materials appropriate for the Steubenville, Jefferson County and eastern Ohio region, reduces the need for maintenance Helps in minimizing irrigation compared to non-native species Preserved native landscaping and new adaptive plants helps to reduce heat island effect and energy usage Community gardening initiatives should include native plant/food varieties 		City Planning, Parks and Recreation Department, Development Interests, Property Owners	Comprehensive Plan, Design Guidelines

SUSTAINABLE SITE ELEMENTS

DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE
Water Quality Enhancement Features Rain gardens, Bioswales, Flow Thru' Planters etc.	 Enhances water quality as pollutants are filtered by vegetation/plants Helps in water quantity standards as they reduce flow of water and flooding Recharges groundwater and helps in habitat protection Minimizes the cost of stormwater piping Bioswales can be integrated into a large scale site development or even along the major roads for water quality and quantity standards; rain gardens, flow thru' planters are more suited for urban locations (downtown, commercial areas) that also helps in enhancing the visual quality 	
Tree Planting	 Tree planting should be encouraged to enhance visual quality of place Incorporation of street trees in urban core area along sidewalks will help to provide shade as well as reduce heat island effect Native tree plantings are encouraged 	
Permeable/Porous Paving	 + Allows water/stormwater to gradually infiltrate into ground + Reduces urban heat island effect and stormwater runoff + Recharges groundwater and enhances water quality by filtering sediments 	
Edible Plants	+ Edible plants and gardening should be encouraged in residential communities as well as commercial areas (within green spaces away from main activity areas) that will help in basic food production and optimum use of arable land, mainly through community gardening	

RESPONSIBILITY	IMPLEMENTATION
City Planning and Zoning, Engineering department, Parks and Recreation Department, Development Interests, Property Owners	Comprehensive Plan, Design Guidelines, Regulatory Modifications, Educational Outreach Nature Grants
City Planning and Zoning, Engineering department, Parks and Recreation Department, Development Interests, Property Owners	Comprehensive Plan, Design Guidelines, Regulatory Modifications, Educational Outreach Nature Grants, Fund raising
City Planning and Zoning, Engineering department, Development Interests, Property Owners	Comprehensive Plan, Design Guidelines, Regulatory Modifications Nature Grants
City Planning and Zoning, Engineering department, Parks and Recreation Department, Development Interests, Property Owners	Comprehensive Plan, Design Guidelines, Regulatory Modifications, Educational Outreach Nature Grants

PARKING

DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
On-Street Parking	 Option of limited number of on-street parking, specifically in downtown areas, will help commercial and retail destinations; helps in easier access Incentives for businesses within urban core with limited short term "teaser" parking along main streets; quick in and outs to places of business Enforcement of time limits will help customers and store owners with higher turnarounds Should be identified with the comprehensive signage and wayfinding system Appropriate techniques of parking fee payment to be installed that adds to the character of core areas (individual parking meter, consolidated and electronic systems, etc.) 	<image/>	City Planning and Zoning, Engineering department, ODOT	Design Guidelines, Regulatory Modifications, Enforcement Transportation Enhancement Funds through Surface Transportation Program (STP), General Funds
Behind Buildings in Urban Core Areas	 Majority of off-street parking spaces should be located behind the buildings along main streets specifically in downtown and urban core areas; this helps to provide prime land along main streets to be utilized for higher and better use and encourage walkability Appropriate signage and directions should be incorporated to help guide traffic Parking lots should be nicely landscaped with green parking aisles with opportunities for stormwater management 	<image/>	City Planning and Zoning, Engineering department, Property Owners	Collaboration between property owners, Guidelines, Regulatory Modifications Public-Private Partnership
Shared Parking	 Reduces the demand for land utilized for parking specific to individual use Reduces cost of developing and maintenance of off-street parking areas as costs are shared by owners Reduction in parking counts through shared parking reduces impervious surfaces thereby improving water quality 		City Planning and Zoning, Engineering department, Property Owners	Collaboration between property owners, Guidelines, Regulatory Modifications Public-Private Partnership
Parking Access and Screening	 Minimize and consolidate curb-cuts into off-street parking areas; appropriate signage should guide traffic into parking areas Surface parking areas in commercial zones should be appropriately buffered/screened from public realm areas and adjacent properties, specifically residential areas "Green" parking areas with landscaped island and aisles with integration of sustainable stormwater systems are encouraged 	<image/>	City Planning and Zoning, Engineering department, Property Owners	Public Realm Improvements, Collaboration between property owners, Guidelines, Regulatory Modifications Public-Private Partnership

BUILDINGS

DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE
Character	 New construction/remodeling should have a balance between traditional architecture and contemporary design that is context-sensitive to scale, massing, colors, facade treatments and proportion In commercial areas, pedestrian-scale features should be incorporated on the first floor of buildings and at entrances to help relate buildings to the streetscape 	
Housing Mix	 Opportunities for different income ranges and different market niches Higher density (multi-family, attractive rental) near urban core for proximity to neighborhood shops and services; transition to lower density (single family to estate residential) outside of the core Helps to create a vibrant community with presence of people from all ages 	
Life Cycle Housing Life Cycle Housing refers to a range of housing options that meets people's needs at all stages of life	 Helps to sustain existing and future preferences of housing needs Preservation of community fabric 	
Universal Design Advocates the design of housing and building to accommodate all people, regardless of age or ability	+ Universal design is applied to housing to provide accessibility options such as direct access to first floor without stairs, wider interior doorways and hallways, door levers in lieu of handles, bright and appropriate lighting	
Infill Buildings	 Utilizes existing, underutilized and available lands for development within urban core; adaptive reuse of buildings Helps to utilize existing infrastructure, City services and capacity rather than extension of new services outside of core 	

RESPONSIBILITY	IMPLEMENTATION		
City Planning and Zoning, Building Department	Comprehensive Plan, Design Guidelines		
City Planning and Zoning, Building Department, Prospective Developers and Investors	Create regulatory mechanisms and provide bonuses to incentivize mix; Identify areas in the land use plan of different densities of development; Streamline review and development approval procedures		
City Planning and Zoning, Building Department, Development Interest, Property Owners	Comprehensive Plan (Land Use)		
Development Interest	Design Guidelines		
City Planning and Zoning, Building Department	Community Consensus; Create and adopt guidelines; identify infill sites and apply regulatory mechanisms; marketing and PR, Provide incentives; Explore financing		

BUILDINGS

DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
Reflective Roof	 Energy star related reflective roofing elements by lowering heat transference from exterior to interior of buildings Helps to minimize solar heating due to higher albedo during summer months Reduction in greenhouse gas emissions and energy use for cooling, improves air quality Life expectancy of roofing materials are increased 		Designer, Developer, City Planning and Zoning, Building Department	Design Guidelines, Educational Outreach
Roof Gardens Green roof covered partially or completely with plants and landscaped materials	 Helps in energy efficiency by absorbing solar heating Adds to aesthetic quality of place Reduces stormwater runoff and helps in water quality Provides for accessible roof garden Provides habitat for birds and other wildlife 		Designer, Developer, City Planning and Zoning, Building Department	Design Guidelines, Educational Outreach Incentives/Bonus
Access to Natural Light	 Helps in universal design Provides human comfort and increases productivity Reduces the need for artificial lighting thereby reducing energy usage and costs Creates a more comfortable human environment 		Designer, Developer, City Planning and Zoning, Building Department	Design Guidelines, Educational Outreach Incentives/Bonus
Adaptive Reuse	 New uses in underutilized or vacant buildings in lieu of newer structures helps to reduce infrastructure capacity demands Conversion of vacant commercial and industrial buildings to mixed use will create vibrant places Protects cultural resources 		City Planning and Zoning, Building Department, Developer, Property Owner	Design Guidelines, Research of Existing Buildings and creation of inventory, Proactive Marketing, Regulatory Mechanisms Incentives/Bonus
Orientation, Height, Massing	 Orientation along the long solar axis of east-west helps in passive solar heating and cooling, maximize daylight Context sensitive height and massing should respect pedestrian scale on lower floors; massing eliminates monotony of plane surfaces and should be congruent with adjacent buildings 		City Planning and Zoning, Building Department, Development Interest	Design Guidelines

INFRASTRUCTURE AND ALTERNATIVE ENERGY GENERATION

DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE
Capacity and Credits	 + Utility infrastructure capacity should be optimized for efficient usage; existing capacity in areas served by utility infrastructure should be utilized in lieu of extension of services in new semi-rural and hillside areas + Sewer and storm water credit systems helps to provide such utility infrastructure services to places with existing services + Helps to enhance water quality and reduces quantity + Incentivizes for better and low impact site design practices + Reduces cost for development by limiting the size of piping and other infrastructure elements + Causes lesser impact in outlying areas and protects habitat 	
Renewable Energy Generation Wind Geothermal Solar Biomass Biofuel Others	 + Exploration of renewable energy generation (in addition to natural gas exploration) should be performed that will substantially reduce the need for fossil fuel generated energy thus reducing carbon footprint + Work with property owners and natural gas exploration groups/companies to appropriate feasibility and long term return for the property owner and the City + Although some systems are not suitable for the City but supporting industries should be encouraged for economic growth + Reduces pollution + Can be utilized without the concern of depletion + Cost savings in the applications and maintenance in the long run + As more applications are generated, initial costs will also be reduced 	<image/> <image/> <complex-block></complex-block>

RESPONSIBILITY	IMPLEMENTATION
City Planning, Engineering Department	Comprehensive Plan, Land Use Plan, Identification of areas for utility credits, Capital Improvements Plan and capital budgeting
City Planning, Engineering Department, City Legal Department, Jefferson County	Exploration of renewable energy generation systems, Implementation Plan Federal and State Grants

LAND MANAGEMENT

DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE
Density Transfer Transfer of Development Rights (TDR)/ Purchase of Development Rights (PDR): Methods to transfer allowable number of dwelling units or commercial uses from one area to another in TDR system; for PDR development rights are purchased outright by payment of the difference of fair market value and conserved value	 Helps to preserve environmentally sensitive lands and other areas prioritized for conservation (example, hillsides), thereby limiting outward growth and encouraging infill development Reduces the need for extension of services and helps in optimal use of existing services Transfer of Development Rights (TDR) and Purchase of Development Rights (PDR) are tools to achieve the density transfer options Protects groundwater, habitat and agricultural areas, steep slopes; preserves rural character and scenic beauty outside of urban core areas 	<image/>
Land Banking and Conservation Land Trusts	 + Aids in acquisition of land and conservation easements to preserve hillsides/steep slopes, agricultural lands, stream buffers, floodplains and rural areas + Land banking within urban core helps to hold land, specifically by City, to help in appropriate development based on the vision of adopted plans 	
Clustered Housing and Conservation Design Technique allowing flexible regulatory tools to group residences together allowing for more open space preservation than conventional subdivisions	 Helps in preservation of open space and integration of community green areas Enhances the aesthetic quality of place Lowers development costs as utilities and services are restricted to the clustered home sites Reduces the adverse effects of developing in watersheds and helps in stormwater quality 	
Greenway and Blueway Buffer	 Helps in preservation of environmentally sensitive areas around natural features Enhances the stormwater quality and reduces quantity through natural detention Helps in habitat protection 	

RESPONSIBILITY	IMPLEMENTATION
Jefferson County along with adjacent counties, City Planning, Property Owners of "sending" and "receiving" areas for density transfer	County Guidelines, Educational Outreach, Consensus Building of Community, Land Use Plan, Regulatory Controls, Conservation Easement Purchase
City Planning, Conservation Land Trusts, Jefferson County	County Guidelines, Educational Outreach, Consensus Building of Community, Land Use Plan, Regulatory Controls
City Planning, Conservation Land Trusts, Development Interests	Design Guidelines, Educational Outreach
City Planning, Parks and Recreation Department	Comprehensive Plan, Regulatory Controls

CHAPTER 8 | APPENDIX

GLOSSARY OF TERMS

Α

Accessory Use: This is a secondary use of property, which is in addition to, and secondary to another, primary land use. An example is a garage on a single family lot.

Adaptive Reuse: A building that is modified for a different purpose or use. A warehouse converted into apartments or condominiums is an example.

Affordable Housing: A housing unit (owned or rented) for individuals who qualify with income that is below the Federal Government Section 8 income limits. The qualifying individuals pay no more than 30% of their income for principal, interest, taxes and insurance.

Alternative Transportation: Forms of travel that are different than using a car such as walking, bicycling and public transportation including buses, streetcars, light rail and commuter rail.

Americans with Disabilities Act (ADA): The Americans with Disabilities Act gives civil rights protection to individuals with disabilities similar to those provided to individuals on the basis of race, color, sex, national origin, age, and religion. It guarantees equal opportunity for individuals with disabilities in public accommodations, employment, transportation, state and local government services, and telecommunications.

Architectural Character: The distinguishing appearance of a building or structure's architectural features, such as roof slope, materials, openings, color and scale. The character is based on historical and cultural influences.

Auto-Oriented Design: A form of development that depends on exposure to auto traffic and presumes people will use cars to travel to and from a site.

Assessed Value: The value of real estate or personal property as determined by a government unit, such as a county, for the purpose of determining taxes.

В

Best Management Practices (BMP): BMPs minimize the impact of development and other land use activities on the natural environment, such as reducing storm water.

Blight: Physical and economic conditions within an area that cause a lack of proper utilization of that area. A blighted area is one that has deteriorated by physical, economic, or social forces.

Brownfield: Abandoned, idled, or under-utilized industrial and commercial property where expansion or redevelopment is complicated by real or perceived environmental contamination from past business practices.

Buffer: A type of landscaping treatment in which varied plant materials, including trees and evergreens and earthen mounds buffer land uses from each other or from other impacting uses (i.e. roadway, parking lot, etc.).

Buildable Land: Land which lacks constraints that prevent it from being developed or redeveloped. This includes all vacant, partially used, or underutilized land zoned for commercial, industrial, or residential use. A single-family home built on a lot zoned for multi-family housing is an example of underutilized land. Parcels intended for public use or lots with limited building potential are not considered buildable lands.

Building Codes: Municipal regulations that prescribe minimum standards for the construction and maintenance of buildings.

Building Permit: A permit issued for various types of building activity that authorizes structural, electrical, heating and cooling, plumbing, or demolition work.

Built Environment/Form: The part of the environment formed and shaped by humans, including buildings, structures, landscaping, earth forms, roads, signs, trails and utilities.

С

Central Business District (CBD)/Downtown/Town Center Urban Core: A term generally used to describe the heart of a Downtown/Town Center that can include stores, businesses and municipal offices.

Charrette: An intensive design session (typically one week or less) to brainstorm and visualize solutions conducted in a community interactive workshop atmosphere.

Clutter (Visual, Roadway): The proliferation of sign posts, utility lines and poles, regulatory signs, signals, advertising and lighting. The result is usually so visually confusing that the communicative intent is seriously undermined.

Community Character: The features that define the built and natural environment within the community and help to create its character. These include the historic buildings in the Downtown/

Town Center and adjacent neighborhoods, themed architecture, natural waterways or landforms that define parts of the Town, woodlands, residential neighborhoods of different types, building density and the scale and quantity of signage.

Community Development Block Grant (CDBG): Federal government funded programs and projects that include a wide range of community and economic development activities aimed at revitalizing decayed urban areas and benefiting low-and moderate-income persons.

Community Reinvestment Area (CRA): A CRA refers to areas designated by the legislative authorities of municipalities within which abatement of real estate taxes is available for remodeling of existing structures or new construction within the area.

Connections: It is critical for a community to build connections as it grows. Examples of connections are streets, sidewalks and bike paths that interlink neighborhoods, and that link neighborhoods with schools, parks, retail areas, and businesses. Major parts of the community should be linked to ensure a whole community is being developed.

Corridors: A corridor is a path used by people as they travel through the community. Corridors can include roads, sidewalks, bike paths, rivers and streams. The quality of the experience of the traveler along these corridors helps to define the image of the community.

D

Density: For non-residential development, density may be expressed either as the gross square footage of a building per acre or as the floor area ratio (See Floor Area Ratio). For residential development, density is measured by the number of housing units per acre and may be expressed in terms of either gross or net density.

Design Standards: Design standards or guidelines can serve as a community's desire to control its appearance through a series of standards that govern site planning policies, densities, building heights, scale, massing and architecture.

District: Districts are unique parts of a community in which the uses, buildings and landscape share common features. The features of these districts that support their viability should be protected and enhanced.

Dwelling Units: A dwelling unit is a house, an apartment, a mobile home or trailer, a group of rooms or a single room occupied as separate living quarters or, if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from outside the building or through a common hall.

E

Economic Base: The economic base of the Town is defined by the variety of businesses and employers located in the community. A broad base of businesses and employers is critical to minimize impacts on the community from economic downturns, as well as the potential of businesses leaving the community.

Eminent Domain: The legal right of a government entity to take private property for public use, provided the owner is offered just compensation for the taking of property.

F

Facade: The exterior walls of a building.

Floodplain: The land adjacent to a stream, river or lake that is subject to flooding by storms whose severity and flooding effects can be measured. That is, a 100-year storm will occur on the average of once every 100 years and will be associated with a certain amount of rainfall and flooding and generate a 100-year floodplain that constitutes both the floodway and the floodway fringe.

Floor Area Ratio (FAR): The floor area ratio is the numerical value obtained by dividing the gross floor area of building or buildings by the total area of the lot or tract, less any public street right-of-way. It measures the intensity of development without regard to building height. Example: A FAR of 1.0 allows a 43,560 square foot building on a one-acre parcel. The building could be a two-story building with a 21,780 square foot footprint or a three-story building with a 14,520 square foot footprint.

GLOSSARY OF TERMS

G

Gateways: A gateway is a point at which someone enters a community, neighborhood or district, typically by automobile. Gateways are very important because the condition of the road, landscape, buildings and signage help to establish an identity.

Geographic Information System (GIS): A means of producing, analyzing and storing computerized maps and related data.

Green Building: The United States Environmental Protection Agency defines green buildings as "...the practice of creating structures and using processes that are environmentally responsible and resource-efficient throughout a building's life-cycle from siting to design, construction, operation, maintenance, renovation and deconstruction. This practice expands and complements the classical building design concerns of economy, utility, durability, and comfort. Green building is also known as a sustainable or high performance building."

Greenfield: A site that has not been developed; typically it is under cultivation or a woodland.

Greenway: This can be a natural area or a pedestrian and bicycle path within a natural corridor, often associated with a stream. Frequently greenways provide a pedestrian network, which connects neighborhoods and parks in all parts of the Town. The greenway system is also designed to limit inappropriate development in natural areas, protect floodplains, limit damage associated with flooding and protect the wildlife and plant life associated with these natural areas.

Η

Historic District: An area designated by the Town to be of historic value. Local districts are regulated through overlay zoning in such a way as to preserve its historic character. Exterior alterations are permitted only if they are in keeping with the historic character of the district. The National Register of Historic Places includes nationally recognized historic districts and places.

Household: A household includes all the persons who occupy a housing unit. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements. **Impervious surfaces:** Surfaces that hinder or block the absorption of water such as a roof, road, sidewalk or paved parking lot. Large amounts of impervious surfaces increase drainage demand.

Infill: The development of vacant or underdeveloped land in areas that are otherwise partially or fully developed. This may range from the construction of a new house on a vacant lot in an older subdivision to a new commercial building on a vacant lot in the Downtown/Town Center.

Infrastructure: The underlying foundation or basic framework of a Town, including streets, parks, bridges, sewers, streetlights and other utilities.

Incentives: Reward for a specific behavior, designed to encourage that behavior.

Land Use Transitions: A means of buffering between higher and lower intensity uses. It is generally considered desirable to shield residential areas from the effects of intense land uses, such as noise, bright lights and traffic congestion. This goal can often be achieved by locating a transitional land use between intense and less intense land uses, such as low intensity offices between a shopping center and single-family houses, or through buffering and screening, and additional setbacks.

Landmark: Distinctive natural or built feature which provides orientation or recognition, helping to give a location some distinction from other places.

Μ

Massing: A mass of a building is its three dimensional form and the exterior bulk elements that provides the character in relation to its surroundings. **Mixed Use:** A building can include mixed uses either vertically (for example: first floor-retail, second floor-office, third floor-residential) or horizontally (individual tenant spaces dedicated to retail, office, and residential uses).

Multi-use Paths: Trails that are usually paved to allow use by all forms of non-motorized transportation, such as bicycles, pedestrians and skaters.

Ν

Natural Buffer Areas: Areas where stream valleys, vegetation and/or grade changes are naturally occurring and not the result of planting or earth moving. These areas provide separation between land uses, particularly between land uses of differing intensity, such as residential and nonresidential uses.

Natural Corridors: Linear land areas left in a natural state, especially associated with streams and rivers. See also Greenway.

Natural Environment: Land characterized by having minimal to no alteration of appearance by people.

Natural Resource Areas and Preserves: Natural resource areas and preserves are open spaces or parkland that are set aside for preservation due to significant natural characteristics, as an open space buffer for other development, or to save remnants of landscapes that are unique to a particular place.

Neo-traditional: A design approach based on the characteristics of traditional neighborhood and community planning. This includes higher densities, smaller lots, shallow front yards, front porches, detached garages, and alleys. Retail and civic uses are clustered in nodes walkable from neighborhoods. Open space is formally set aside as centrally located parks. See Traditional Neighborhood Design.

0

Open Space: Land reserved from development as a relief from the effects of urbanization. It is often intended to be used for passive recreation purposes, but may also include pedestrian plazas or active recreation areas. **Overlay Zoning:** A type of zoning district that modifies another, underlying zoning district. All property that has an overlay zoning district also has an underlying, basic zoning designation. Overlay zoning districts are usually concerned with only a few regulatory aspects of the total zoning of the property.

Ρ

Pedestrian-Oriented Development: A kind of urban form and land development pattern that is conducive to pedestrian access and circulation rather than or in addition to automobile or transit service. Buildings connect to the sidewalk system and provide facilities for bikes. Density is often higher than suburban environments. These developments are typically higher in density to ensure there is sufficient development to encourage walking. Most people will not walk further than 10-minutes, which is about a distance of a 1/4 to 1/2 mile.

Planned Unit Development: A project consisting of individually owned parcels of land together with common areas and facilities that are owned by an association of which the owners of all the parcels are members.

Public Art: Art that is owned by the public or a non-profit organization and displayed in a public space. Public art is often utilized to add character to a community, emphasize something special or the history of a community or location, and can use a host of mediums (sculpture, landscaping, pavers, painted murals, etc.).

Purchase of Development Rights (PDR): PDR is a voluntary program, where a land trust or some other agency usually linked to local government, makes an offer to a landowner to buy the development rights on the parcel. Once an agreement is made, a permanent deed restriction is placed on the property which restricts the type of activities that may take place on the land in perpetuity. Most PDR programs are designed to preserve agricultural use.

Q

Quality of Life: The attributes or amenities that combine to make an area a good place to live. Examples include the availability of political, educational, and social support systems; good relations among constituent groups; healthy built and natural environments; and economic opportunities for individuals and businesses.

GLOSSARY OF TERMS

R

Regulatory: The control of something by rules or governing actions controlled by the law originating from policy.

Retail, Big Box: A single-tenant, freestanding retail building that can range in size from 50,000 square feet to over 125,000 square feet in gross floor area.

Retail, Medium Box: A single-tenant, freestanding retail building that can range in size from 15,000 square feet to 50,000 square feet in gross floor area.

Retail, Specialty: A single-tenant, freestanding retail building in size less than 15,000 square feet in gross floor area.

Rezoning: A process whereby the zoning of a piece of property changes from one district to another.

Right of Way (ROW): The ROW is the total public strip of land within which there is public control and common right of passage and within which pavement, sidewalks, bike paths and some utility lines are located.

Roundabouts: Modern traffic circles that apply engineering principles to a circular intersection as opposed to a traffic signal controlled intersection. Provides for continuous traffic movement that is self-monitored to ensure safety. Roundabouts can result in fewer collisions and pedestrian conflicts than signalized intersections.

S

Scale: The size of a building or structure in relation to a human, varying from intimate to monumental.

Smart Growth: Environmentally-sensitive land development with the goals of minimizing dependence on auto transportation, reducing air pollution, and making infrastructure investments more efficient.

Strip Development: The tendency of land next to major roadways to develop commercially, on an individual, lot-by-lot basis, with few other land uses. Strip development may be small business, such as automobile shops, convenience stores and fast-food restaurants, one after another for blocks, or rows of shopping centers or combinations of the two. Usually strip development is associated with direct automobile access and visibility from the thoroughfare.

Sustainability: (1) A concept that allows for a comfortable way of living by achieving a realistic and achievable balance between the resource demands of environmental, economic and social requirements. (2) An aspect of development and land use that minimizes the use of resources, conserves ecosystems, and creates healthy built environments and landscapes for present and future generations.

Sustainable Development: Development with the goal of preserving environmental quality, natural resources and livability for present and future generations. Sustainable initiatives work to ensure efficient use of resources.

Т

Tax Increment Financing (TIF): An infrastructure funding mechanism by which the net increase in property taxes resulting from private development is captured for a limited period of time and used to fund related public infrastructure, such as road and utility improvements.

TIF District: TIF districts are aimed at eliminating blight, rehabilitating declining property values and promoting development.

Town Gown: A term used by planners and urban designers to illuminate the relationship between institutions of higher learning and the towns or cities in which they are located.

Town Square: An open area commonly found in the heart of a traditional town used for community gatherings. Also known as Town Green or Town Center.

Traditional Neighborhood Design (TND): TND is a design approach that borrows from traditional city planning concepts, particularly those of the years 1900-1920, and applies them to modern living. New urbanism embodies these characteristics with housing, shops, workplaces, parks, and civic facilities integrated into close knit communities that are walkable and have ready access to transit. Also referred to as Neo-Traditionalism.

Traffic Calming: Usually a component of traditional neighborhood design, traffic calming uses physical design features, such as street trees, landscaping bump outs and textured pavement to slow automobile traffic passing through neighborhoods. The intention is to improve the quality of life in neighborhoods and to make them more pedestrian friendly by slowing or discouraging traffic.

Traffic Impact Study (TIS): An analysis of certain new developments to determine the impact on the surrounding transportation system.

Transfer of Development Rights (TDR): A program that allows landowners to transfer the right to develop one parcel of land to a more suitable parcel of land within the same jurisdiction. TDR programs establish "sending areas" and "receiving areas" for development rights.

Transit: The conveyance of people locally from one place to another in multi-passenger vehicles along determined routes on a fixed schedule. Usually this term applies to ground transportation other than the automobile. Buses, trains and trolleys are forms of transit. Autos and vans can also be used to provide transit service such as car pooling, if those vehicles contain more than one occupant.

U

Urban sprawl: Urban sprawl is a term used to describe a pattern of low density, decentralized development spread over a wide area. Sprawl usually involves automobile dependent development patterns and less efficient use of land or capital facilities. It is costlier to maintain infrastructure and provide services to lower density development than to higher density development.

V

Variance: Exceptions to zoning laws.

Viewshed: The landscape or topography visible from a geographic point, especially that having aesthetic value.

W

Watershed: The area that drains into a particular river, stream or lake.

Wayfinding: Wayfinding is the ability of a person to find his or her way to a given destination.

Wetlands: Those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Some wetlands are not easily recognized, often because they are dry during part of the year. Wetlands generally include swamps, marshes, bogs, and similar areas.



Z

Zoning: Zoning is a map-based system of guiding land use development that divides land into land-use zones. It specifies the types of land use, setbacks, lot sizes, and restrictions for each piece of property, and affects what an individual can do with the land and the way a neighborhood develops. For example, land can be zoned for residential, commercial, or industrial uses.

POTENTIAL FUNDING OPPORTUNITIES AND ADDITIONAL INFORMATION

ENERGY AND ENVIRONMENT

A. Ohio Department of Development, Ohio Energy Office

Amount of Fund: Grants Vary

Required Match: None

Description: The Ohio Department of Development's Ohio Energy Office is seeking applications to implement renewable energy projects limited to solar electric, wind electric, and solar thermal systems for Commercial, Industrial, Institutional and Governmental entities in Ohio.

Eligible Applicants: Commercial, industrial, institutional and governmentalcustomers served by the following investor-owned utilities: AEP, First Energy, Duke Energy, or Dayton Power and Light are eligible for funding.

Application Deadline: None - Program is ongoing

Contact: Ohio Department of Development Office of Energy Efficiency. 614.644.8864 http://www. development.ohio.gov/Energy/Incentives/

B. Ohio Environmental Education Fund

Amount of Fund: Grant; Up to \$50,000 each

Required Match: 10% or in-kind match

Description: The fund must be used to enhance the public's awareness and understanding about issues affecting environmental quality in Ohio. The program has the flexibility to allow grants to be awarded for creative, innovative projects.

Eligible Applicants: All local subdivisions of government, local schools and school boards, universities, non-profit organizations, for profit companies, state agencies.

Application Deadline: Varies, Contact Program Administrator

Contact: Office of Environmental Education Phone: (614) 644-2873 http://www.epa.state.oh.us/oee/ oeefoverview.aspx

TRANSPORTATION

A. Congestion Mitigation and Air Quality Improvement Program (CMAQ), Federal Highway Administration

Amount of Fund: Grants Vary

Required Match: Typically 20%

Description: Funding is available for bikeways, pedestrian facilities, roads, traffic signals, transit, and vehicle fleet projects. CMAQ projects must demonstrate reductions in emissions of pollutants that contribute to the non attainment, such as carbon monoxide (CO), particulate matter, and ozone precursors (nitrogen oxides and volatile organic compounds).

Eligible Applicants: Local public agencies that can enter into a contract with ODOT, including municipalities, county engineers, transit authorities, and local school districts.

Application Deadline: Contact Program Administrator

Contact: ODOT District Office

B. Surface Transportation Program (Federal Highway Administration)

Amount of Fund: Grants Vary

Required Match: 20% minimum of construction costs. Sponsor typically pays 100% of design costs.

Description: STP funds may be used for projects on any Federal-aid highway projects such as arterial and collector streets (but not local streets), bicycle and pedestrian projects.

Eligible Applicants: Local public agencies that can enter into a contract with ODOT, including municipalities, county engineers, transit authorities, and local school districts.

Application Deadline: Contact Program Administrator

Contact: ODOT District Office

C. Ohio Department of Transportation (ODOT) Safe Routes to School Program

Amount of Fund: Grants Vary

Required Match: No

Description: Improve safety, encourage and enable children, including those with disabilities, to walk or ride their bikes to school.

Eligible Applicants: Counties, municipalities, townships, school districts

Application Deadline: Contact Program Administrator

Contact: ODOT SRTS Program Administrator: (614) 644-3049 http://www.dot.state.oh.us/Divisions/ TransSysDev/ProgramMgt/Projects/SafeRoutes/Pages/ default.aspx

PARKS AND TRAILS

A. Clean Ohio - Trails Fund; Ohio Department of Natural Resources

Amount of Fund: Grants Vary

Required Match: Yes - 25%

Description: Purchase land or interests in land for recreational trails and for the construction of trails.

Eligible Applicants: Counties, municipal corporations, townships, conservancy districts, soil and water conservation districts, joint recreation districts, park districts, or other similar park authorities and nonprofit corporations.

Application Deadline: Contact Program Administrator

Contact: Ohio Department of Natural Resources, 614.265.6417 http://www.dnr.state.oh.us/ tabid/10762/Default.aspx

B. Clean Ohio - Trails Fund; Ohio Department of Natural Resources

Amount of Fund: Grants Vary

Required Match: Yes - 25%

Description: Purchase land or interests in land for recreational trails and for the construction of trails.

Eligible Applicants: Counties, municipal corporations, townships, conservancy districts, soil and water conservation districts, joint recreation districts, park districts, or other similar park authorities and nonprofit corporations.

Application Deadline: Contact Program Administrator

Contact: Ohio Public Works Commission

C. Ohio EPA Surface Water Improvement Fund (SWIF) Grants

Amount of Fund: Grants Vary

Required Match: Yes

Description: The Surface Water Improvement Fund was created in 2008 with the passage of Ohio House Bill 119 and authorizes the Ohio Environmental Protection Agency to provide grant funding to applicants such as local governments, park districts, conservation organizations and others.

Eligible Applicants: Local municipalities, counties and townships, park districts, county soil & water conservation districts.

Application Deadline: Contact Program Administrator

Contact: Ohio EPA, Division of Surface Water (614) 644-2020 http://www.epa.ohio.gov/dsw/nps/swif. aspx

LOANS

A. ODOD Urban Redevelopment Loan

Amount of Loan: LOAN for a maximum term of 15 years. The maximum loan available is the lesser of \$5 million dollars or 40% of eligible costs. The maximum loan term is up to 15 years. The interest is no greater than 50% of the prime rate as determined by the Director of Development. Economic development. (Awarded to representative governmental entity for infrastructure development - water/sewer, access roads, rail spurs, port improvements, training facilities, building renovations.)

Eligible Applicants: Municipalities or designated nonprofit economic development organizations.

Application Deadline: No deadline.

Contact: ODOD Office of Financial Incentives (614) 466-5420 or (800) 848-1300

B. ODOD Alternative Stormwater Infrastructure Loan Program

Amount of Loan: Loans can be made up to \$5 million, with a maximum repayment period of 10 years. Loans will be offered at below-market interest rates. The Ohio Department of Development and the applicant will work together to establish the specific terms of the loan agreement.

Required Match: Applicants are encouraged to provide matching funds but are not required.

Eligible Applicants: Local forms of goverment are eligible to apply. Private entities partnering with a public entity can utilize the program for development projects. Borrowers must own or have access to the property and have the ability to repay.

Application Deadline: Contact ODOD Urban Development Division

Contact: Ohio Department of Development, Urban Development Division (614) 995-2292 http://www. development.ohio.gov/Urban/ASILP.htm

HISTORIC PRESERVATION

A. National Register of Historic Places

The National Register of Historic Places is the nation's list of properties worthy of preservation. These properties are recognized by the National Park Service (U.S. Department of the Interior) as worthy of preservation for their local, state or national significance in the areas of American history, architecture, archaeology, engineering or culture. The program in Ohio is administered by the Ohio Historic Preservation Office (a division of the Ohio Historical Society). In general, properties eligible for the National Register, should be at least 50 years old, retain its historic integrity and meet at least one of the four National Register criteria.

Criteria For Listing in the National Register of Historic Places

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

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

Benefits of listing in the National Register include recognition of its significance, which can lead to greater awareness and appreciation for the property; eligibility for use of the 20% Federal Historic Rehabilitation Tax Credit for the certified rehabilitation of income-producing properties; a certain level of protection through reviews of federally-funded or assisted projects that might have an adverse impact on the property. National Register listing is also one of the prerequisites for application to the competitive 25% Ohio Historic Preservation Tax Credit program and for many other private and public funding programs.

The National Register does not prevent the owner of the listed property from maintaining,

repairing, altering, selling or even demolishing the property with other than federal funds. It does not obligate the owner to make repairs or improvements to the property, nor does it automatically make it subject to local design review.

For more information about the National Register program, see the Ohio Historic Preservation Office website (www.ohpo.org).

(This information about the National Register of Historic Places has been adapted from a fact sheet prepared by the Ohio Historic Preservation Office.)

B. The 20% Historic Rehabilitation Incentive Tax Credit

Federal tax legislation in 1981 and 1986 created a Historic Tax Credit to encourage investment in historic structures. The credit is available for historic buildings listed in the National Register of Historic Places, either individually or as part of a registered historic district. To use the credit, a building must be "income-producing" – used for industrial, commercial, office, or residential rental purposes; the rehabilitation must be "substantial" – that is, the rehabilitation must cost at least as much as the adjusted basis in the property or \$5,000, whichever is greater; and the rehabilitation work must be certified as complying with the Secretary of the Interior's Standards for Rehabilitation.

The Historic Tax Credit has been a major investment incentive for over two decades and has resulted in the rehabilitation of tens of thousands of historic properties. The several billion dollars invested in these properties have revitalized many neighborhoods, commercial districts and entire communities. Ohio communities, large and small, have used the historic tax credit in a wide variety of projects ranging from rehabilitation of single-family homes for rental to large downtown buildings in Ohio's major cities.

The Historic Tax Credit is a credit of 20% of the cost of the building's rehabilitation and is taken as a credit against federal income taxes owed by the building's owner. Because the tax credit is a dollarfor-dollar reduction of tax liability, the effect of the tax credit is the same as a 20% discount on the cost of rehabilitation. The acquisition cost of the building cannot be counted as part of the amount on which the credit is taken, nor may the cost of additions or enlargements to buildings. When rehabilitation is complete, the depreciable basis of the property must be reduced by the amount of the credit.

To ensure that rehabilitation projects meet the required standards, each project must be "certified" as appropriate to the historic character of the building. There is a two-step application process in which a proposed rehabilitation is reviewed first by the staff of each state's Historic Preservation Office, and then by the staff at the National Park Service in Washington, D.C. Applicants are encouraged to apply for certification well in advance of beginning any rehabilitation work.

Because building owners' tax situations can vary, anyone considering using the Historic Tax Credit should consult his or her tax adviser before proceeding. Staff members at the Ohio Historic Preservation Office are available to answer questions regarding the certification process.

For more information about the Historic Tax Credit see the National Park Service and the Ohio Historic Preservation Office websites (www.cr.nps.gov/hps/tps/ brochure2.htm and (www.ohpo.org).

(This information about the Historic Tax Credit has been adapted from a fact sheet prepared by the Ohio Historic Preservation Office.)

C. The 10% Non-historic Tax Credit

In 1986, Congress amended the legislation enacted in 1981 that created the historic rehabilitation tax credit. At the same time, they established a nonhistoric tax credit of 10%. This credit is available to anyone rehabilitating a property, not listed in the National Register of Historic Places, that was placed in service prior to 1936 and intends to use it for an income-producing commercial or industrial use. Like the historic tax credit, the rehabilitation must be considered "substantial" – that is, the rehabilitation must cost at least as much as the adjusted basis in the property or \$5,000, whichever is greater. Unlike the historic tax credit, the non-historic tax credit does not apply to income-producing residential buildings. Although use of the non-historic tax credit does not require review of the proposed design by the Ohio Historic Preservation Office or the National Park Service, if a property is located in a locallydesignated historic district or design review area, the use of this credit does not exempt them from following the local design review process.

For more information about the Non-historic Tax Credit see the National Park Service website (www. cr.nps.gov/hps/tps/brochure2.htm).

D. The 25% Ohio Historic Preservation Tax Credit

The Ohio Historic Preservation Tax Credit Program is administered by the Ohio Department of Development's Urban Development Division, with assistance provided by the Ohio Historic Preservation Office of the Ohio Historical Society and the Ohio Department of Taxation. The program provides a tax credit for rehabilitation expenses to owners of historically significant buildings.

The tax credit provides 25 percent of qualified rehabilitation expenses for historic rehabilitation projects. The expenditures represent hard construction costs generally consisting of improvements made to the building structure and interior. The work must meet the U.S. Secretary of the Interior's Standards for Rehabilitation of Historic Properties.

A building is eligible if it is individually listed in the National Register of Historic Places, is located in a registered historic district, is certified by Ohio's Historic Preservation Officer as being of significance to the district, or is listed as a historic landmark by a certified local government.

In the first seven funding rounds, \$279.3 in tax credits have been approved for 126 applicants to rehabilitate 158 buildings in 30 different communities. The program is expected to leverage \$1.64 billion in private redevelopment funding and federal tax credits directly through the rehabilitation projects.

(This summary is quoted from the State Historic Preservation Tax Credit website at www.development. ohio.gov/Urban/ohptc.) Further information may be obtained at (614) 995-2292.

E. Special Improvement Districts

Chapter 1710 of the Ohio Revised Code is enabling legislation for communities to establish Special Improvement Districts (SID) within a defined geographic area, to generate funding to accomplish a wide variety of activities. The SID must have support from at least 60% of the property owners to be established and it must be renewed periodically. A number of Ohio communities are using this program successfully for preservation and revitalization efforts.

- F. The Secretary of the Interior's Standards for Rehabilitation
 - 5. 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.
 - 6. 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.
 - 7. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
 - 8. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
 - 9. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

- 10. 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.
- 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.
- 12. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- 13. 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.
- 14. 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.

For further information about the Secretary of the Interior's Standards for Rehabilitation, see the Ohio Historic Preservation Office website (www.ohpo.org).

G. Additional Sources of Information

A number of other sources of information are readily available to those interested in historic architecture and the care and maintenance of older buildings. A listing of useful sites is included below.

ORGANIZATIONS

Steubenville Historic Landmarks Commission

The city's historic preservation activities are coordinated by the city's Planning and Community Development Office with the involvement of the Steubenville Historic Landmarks Commission. The Historic Landmarks Commission consists of seven (7) citizens who serve without compensation. The City has two (2) existing historic districts, these being the Steubenville Commercial Historic District located in the Central Business District (CBD) and the North End Neighborhood Historic District, both of which are found in the downtown area and have been listed by the U.S. Department of the Interior on the National Register of Historic Places. All exterior alterations or changes in the historic districts must comply with the Secretary of the Interior's Standards for Rehabilitation and the design guidelines adopted by the Historic Landmarks Commission. The Planning and Community Development Office processes applications for certificate of appropriateness for work in historic districts.

Steubenville Planning and Community Development Office

308 Market Street, Room 205

Steubenville, OH 43952

Phone: (740) 283-6000 Ext. 1700

Fax: (740) 283-6082

E-Mail: cdp@cityofsteubenville.us

Public Library of Steubenville and Jefferson County

The main library is located in one of the earliest Carnegie Library buildings in the country, built in 1902. The library has an excellent collection of local history (located at the Schiappa Branch), as well as other resources for those interested in historic buildings and their care and maintenance.

Main Library 407 S. 4th Street Steubenville, OH 43952 Phone: (740) 282-9782 Fax: (740) 282-2919 Schiappa Branch 4141 Mall Drive Steubenville, OH 43952 Phone: (740) 264-6166 Fax: (740) 264-7397

Jefferson County Historical Association and Museum

Founded in the early 1970s, this non-profit membership organization, preserves, protects and promotes the historical records and artifacts of Jefferson County and its communities. It is located in the Sharpe Mansion at 426 Franklin Avenue and operates both a museum and library, along with other programs.

426 Franklin Avenue Steubenville, Ohio (740) 283-1133 www.rootsweb.ancestry.com/~ohjcha/index.htm

Historic Ft. Steuben

Ft. Steuben Park in downtown Steubenville includes several important facilities, including the Steubenville Land Office, a reconstructed Ft. Steuben, the Ohio River Scenic Byway Visitors' Canter and Beekman Amphitheater. The complex offers a wide variety of programs, including tours, exhibits, concerts and cultural programs.

Historic Fort Steuben 120 South Third Street Steubenville, Ohio 43952 (740) 283-1787 www.oldfortsteuben.com

Ohio Historic Preservation Office

For assistance on historic preservation matters generally, you may contact the Ohio Historic Preservation Office, Ohio's official state preservation agency, which is part of the Ohio Historical Society. Ohio Historic Preservation Office Ohio Historical Society 800 E. 17th Ave. Columbus, Ohio 43211-2474 (614) 298-2000 www.ohiohistory.org

National Trust for Historic Preservation

At the national level, the National Trust for Historic Preservation is a non-profit preservation organization that conducts conferences and has published numerous books and pamphlets about preservation issues. The Trust's publications on tax incentives and the economic aspects of preserving old buildings are especially helpful.

National Trust for Historic Preservation 1785 Massachusetts Avenue, NW Washington, D.C. 20036 (202) 673-4000 National Trust for Historic Preservation Eastern Field Services Office William Aiken House 456 King Street, 3rd Floor Charleston, South Carolina 29403 (843) 772-8552 www.nationaltrust.org

Heritage Ohio

For information about downtown and commercial district revitalization, Heritage Ohio manages Ohio's Main Street program, offers educational and training programs for those involved with downtown revitalization and provides technical assistance to communities as they plan for the future. Heritage Ohio is also collaborating with the Ohio Arts Council on a Historic Theater Initiative and offers statewide programs and technical assistance regarding a wide variety of historic preservation issues. Heritage Ohio is a non-profit membership organization. Heritage Ohio 846 ½ East Main Street Columbus, Ohio 43215 (614) 258-6200 (614) 258-6400 fax www.heritageohio.org

Preservation Ohio

Preservation Ohio is a non-profit statewide preservation organization. It sponsors programs, lectures and training on issues important to preservationists; and has established a preservation easement program to accept donations of façade and preservation easements to ensure the long-term preservation of important Ohio properties.

Preservation Ohio

101 ½ North Main Street Mansfield, OH 44902 (567) 876-1914 www.preservationohio.org

Ohio Cultural Facilities Commission

The Ohio Cultural Arts Commission is responsible for overseeing the implementation of the state's capital budget for physical facilities that house cultural activities. Since 1988, nearly \$520 million dollars has been appropriated for more that 300 projects in 72 of the state's 88 counties. Projects such as art centers, theaters and opera houses, historical museums and other types of cultural facilities have been funded through this program.

Ohio Cultural Arts Facilities Commission 100 East Broad Street, Suite 300 Columbus, Ohio 43215-3416 (614) 752-2770, fax: (614) 752-2775 www.culture.ohio.gov

WEBSITES

www.ohiohistory.org/resource/histpres

This Website includes information about the Ohio Historic Preservation Office, the National Register program and a list of National Register properties in Ohio. By clicking on Preservation Toolbox, and then Old Building Owner's Links, the user can download copies of the National Park Service's Preservation Briefs.

www2.cr.nps.gov/freepubs.htm

This National Park Service site provides a list of free Heritage Preservation Services publications that can be ordered online.

www2.cr.nps.gov/

This site is about the Heritage Preservation Services offered by the National Park Service including information about programs such as the Investment Tax Credit for the Rehabilitation of Historic Buildings; training and conferences; preservation legislation; and a preservation bookstore. It also has an interactive class on the use of the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings designed for use by historic building owners, architects, contractors, developers and members of design review boards.

LIST OF STEUBENVILLE HISTORIC LANDMARK AND NATIONAL REGISTER PROPERTIES

The following Steubenville properties are currently listed in the National Register of Historic Places. A map showing the locations of each follows.

Carnegie Library of Steubenville, 407 South Fourth Street

Federal Land Office, Ft. Steuben Park, South Third Street

First Methodist Episcopal/Holy Trinity Greek Orthodox Church 300 South Fourth Street

Market Street Section, Retaining Wall and Water Trough, Old Market Street between Market St. off ramp and Lawson Ave.

North End Neighborhood Historic District, Roughly N. 4th St. from Dock St. to Franklin and east side of Franklin at Fifth

Steubenville Commercial Historic District, Roughly Washington, Court, Third, Market and Eighth and Commercial Streets.

Steubenville YMCA Building, 214 N. Fourth St.

Union Cemetery/Beatty Park, 1740 W. Market St. & Lincoln Avenue

The North End Neighborhood Historic District and the Steubenville Commercial Historic District are also Steubenville Landmark Historic Districts.