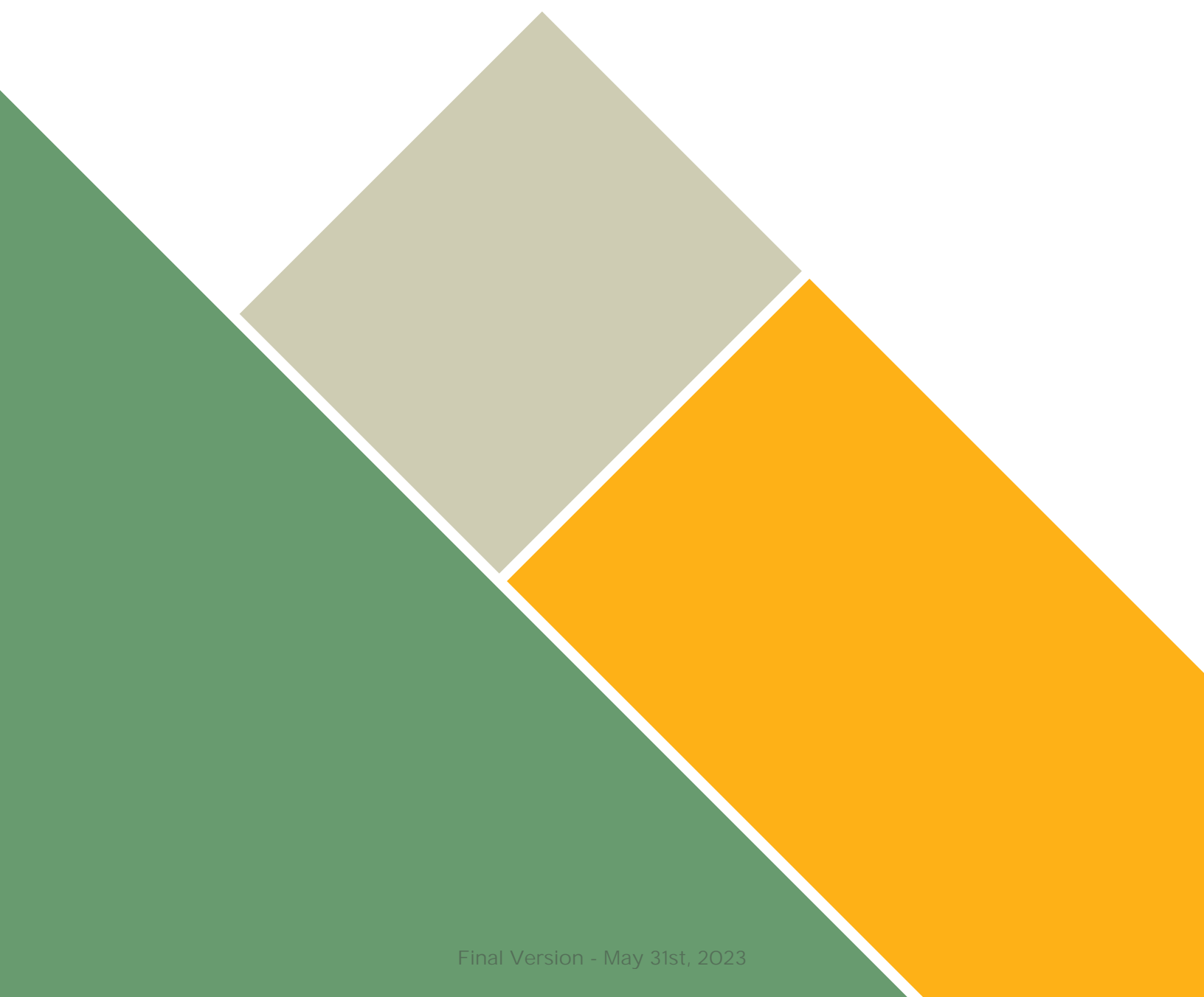


2023

OPPORTUNITY ZONES

DEVELOPMENT STRATEGIES

CITY OF ZANESVILLE, OHIO



ACKNOWLEDGMENTS

Thank you to the Steering Committee members and local stakeholders who invested their time and expertise in the creation of this plan for the future of the City of Zanesville.

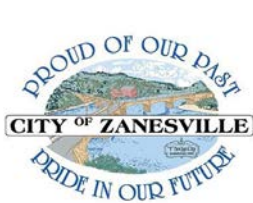
Putnam Avenue Steering Committee Members:

- Pam Kirst**
- John Litle**
- Brian Wagner**
- Karen Walker**
- Lori Wince**

Old 8th Ward Steering Committee Members:

- Maria Brent**
- Joe Buckey**
- Tony Bynum**
- Jim Lepi**
- Brad Wolfe**

Prepared for:



In partnership with:



Prepared by:



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01

Project Overview

01

PROJECT OVERVIEW

ABOUT THIS PROJECT

This planning process was initiated by the Ohio Mid-Eastern Governments Association (OMEGA) in partnership with the City of Zanesville and Muskingum County. Collectively these entities came together to create a blueprint for the future of two historic areas in the community that are the subject of this project.

These two historic community project study areas—the Putnam Avenue Corridor and the Old 8th Ward (pictured on the following page)—are within federally designated “Opportunity Zones” (“OZ”) in the City of Zanesville, which have an advantage to grow by virtue of their competitive tax structure and incentives. At the heart of this planning process was a desire to create a vision plan and development strategy to guide future growth and investment in the study areas by private and public sector entities desiring to take advantage of OZ tax incentives and revitalize historical communities.

The final plan strives to provide guidance regarding future development, enhanced connectivity, and zoning and marketing strategies for land within the study areas. This involved looking at elements such as catalytic infill projects, branding, gateways, streetscapes and more to reestablish the Putnam Avenue Corridor and Old 8th Ward as vital districts within Zanesville.

PURPOSE OF THE PLAN

GUIDE...

...the community in evaluating proposed public, private, or joint projects

INFORM...

...current and prospective property owners as well as developers on desirable growth patterns

DEVELOP...

...a unique vision for the historic study areas based on their own sets of challenges and opportunities

MEASURE...

...the progress and effectiveness of projects in Zanesville to ensure they strengthen the community as a whole

Plan Goals & Objectives

Specifically, the Plan is designed to help achieve the following objectives:

- Consider local perspectives and values gathered through a community engagement process, ensuring the Plan recommendations are grounded in and backed by local perspectives and energy
- Build consensus and excitement around a common vision for the areas
- Create a future land use framework for the two study areas and develop the highest and best-use strategies for each specific area
- Create specific parcel/focus area development ideas and infill strategies
- Plan for future public investments that will help improve the local quality of life, and align with potential funding mechanisms to drive implementation
- Create a plan to guide and align future programs and policies to advance the overall health and sustainability of the neighborhoods



WHAT IS AN OPPORTUNITY ZONE?

Opportunity Zones (“OZ”) were created to help address the problem of inequitable access to development capital across the country. Historically, development capital has been limited to certain regions and areas while other communities have been left behind, and OZs were designed to incentivize the more inclusive movement of capital across America.

Passed by federal legislation in 2017, OZs are defined as economically distressed communities in which new investments, under certain conditions, may be eligible for preferential tax treatment. Individual states can nominate blocks of low-income areas by census tract to be certified as OZs by the U.S. Treasury via its delegation of authority to the Internal Revenue Service. Potential private investors can then file to create an OZ “Qualified Opportunity Fund,” which is an investment vehicle structured as either a partnership or corporation that invests in qualified OZ property, and holds at least 90% of its assets in that qualifying OZ property.

Qualified OZ fund investors can enjoy significant tax benefits on capital gains (the appreciation in the value of their investment over time) in a few different ways. They can defer the payment of capital gains taxes through 2026, and also enjoy step-up reductions in those taxes over multiple years of holding the investments—paying zero capital gains taxes if the investment is held for 10 years. This could lead to a 30-40% increase in annualized returns—a significant tax benefit for private investors.

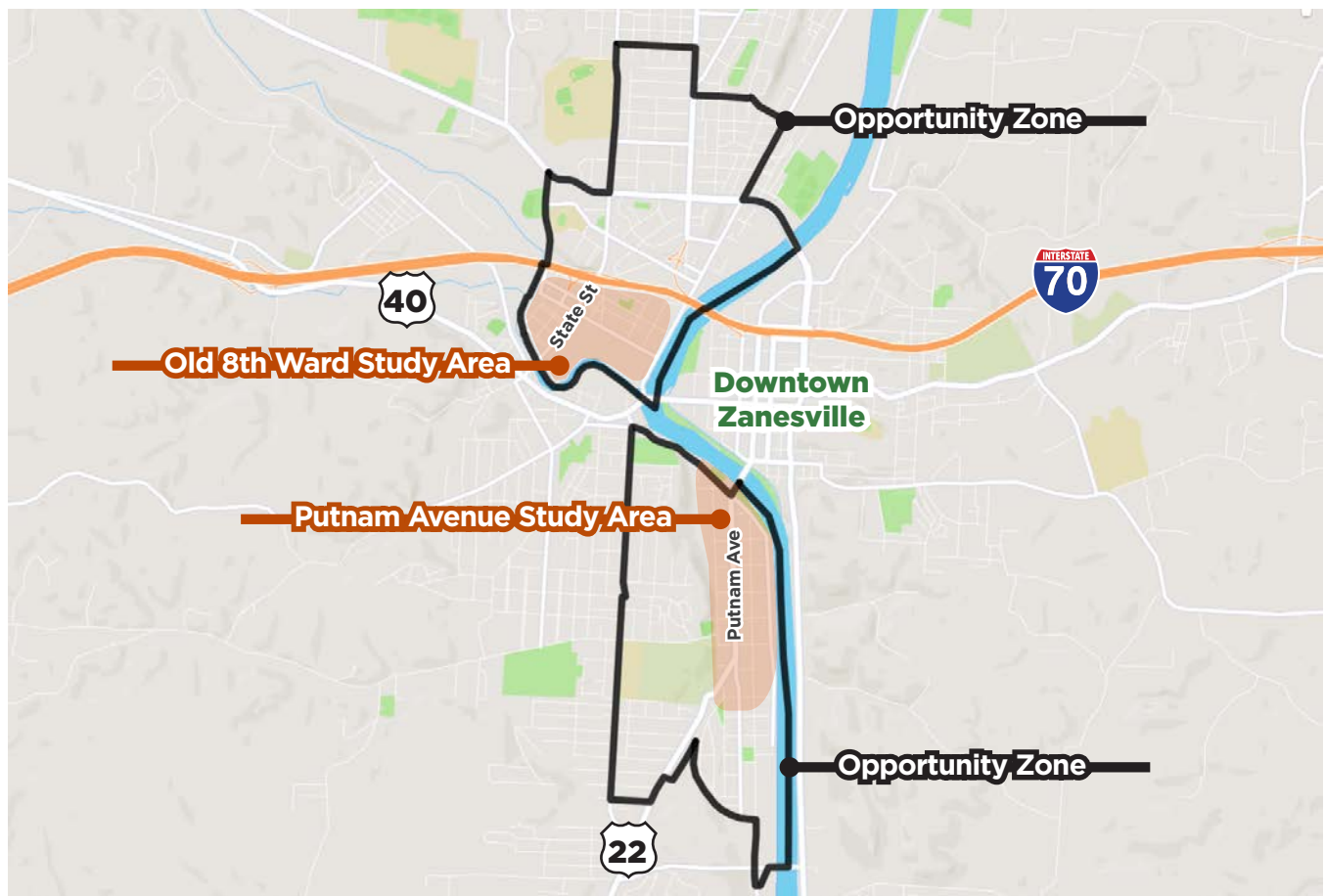
As the Muskingum County seat, Zanesville is the regional residential and employment center on the border of Appalachian Ohio and Central Ohio.

Old 8th Ward Study Area

Despite that the Old 8th Ward is a “first impression” area for visitors entering downtown Zanesville, it currently contains an abundance of vacant and underutilized land—including 1.3 miles of underutilized riverfront along both the Licking and Muskingum Rivers. There is considerable opportunity there for larger, catalytic projects that could revitalize dormant industrial space and enhance visitor perception of the area.

Putnam Avenue Study Area

The Putnam Avenue Corridor contains some of the City’s most historic sites and is surrounded by several successful redevelopment projects, including riverfront development along Muskingum Avenue. Putnam Avenue presents a challenge of integrating various architectural styles and pockets of distressed properties into a cohesive urban infill vision.



PROJECT PROCESS

The planning process spanned approximately 6 months and included both technical research and public involvement. The result is an intuitive, informed, and proactive Plan document. The planning process was developed at the beginning of the project and helped guide project activities, many of which were carried out concurrently in order to maintain the overall project schedule.

On the following page is a brief summary of each phase in the planning process.



Phase One: Investigate

During this phase the planning team kicked off the project and reviewed key planning and development issues, determined a work plan outline and schedule for the project, clarified the project goals and objectives, and defined a communication and engagement plan to garner feedback from community members and project stakeholders. Members of the project Steering Committee were identified and invited to participate during the planning process, and the committee’s first meeting was held.

Phase Two: Inform

Throughout the first few months of the process, the planning team conducted and analyzed data about the two defined study areas via existing conditions analyses and preliminary market assessments, which were used to form the basis of the Plan’s recommendations. The team presented this research in a memo to the Steering Committee at its second meeting for review and feedback.



Phase Three: Insight

During this phase, the planning team launched its public engagement plan and gathered information from the community using an interactive survey, stakeholder meetings, and virtual community meeting. These efforts revealed strategic insight on the issues and opportunities within the two study areas, and preferences for a desired redevelopment strategy.

Phase Four: Invent

In this phase, the planning team created a detailed framework plan for each OZ with public and private development projects and strategies, overall land use and zoning strategies, and priority projects identified in each study area. There was also an iterative process allowing the Steering Committee and the general public an opportunity to review and provide feedback on a draft version of the Plan. This is a key step in ensuring the Plan is supported by the public and that its recommendations are successfully implemented in the future.



Phase Five: Implement

In the last project phase, the planning team created a final menu of potential development strategies and incentives with a focus on the priority development areas and public realm projects for each study area, ensuring that the goals and objectives of the plan are supported by ongoing state development programs. The team finalized and presented the Plan, which provides a framework plan for each study area. As a final step in the planning process, the Plan should be reviewed and approved by the City to ensure that it aligns with and supports the City’s vision for future growth.

WHO WAS INVOLVED

The planning process included many organizations, stakeholders and the general public. The following is a description of the individuals and groups that helped shape the plan inputs and recommendations.

OMEGA was the sponsoring organization and helped fund the creation of the plan. OMEGA played a key role in guiding and administering the process.

Ohio Mid-Eastern Governments Association (OMEGA)

These key advisors played a role in the development of the plan. Staff across all organizations helped inform the planning process and assist in the community engagement process and provided insight and guidance in the development of the plan recommendations.

The City of Zanesville, Muskingum County, and the Zanesville-Muskingum County Port Authority

OHM Advisors was the consultant hired to help facilitate the development of the plan. OHM provided technical assistance in the development and facilitation of the planning process and led the development of the plan creation.

OHM Advisors

A project steering committee was created to guide and inform the planning process. The committee was made up of residents and business owners in the study areas, as well as key community members.

Project Steering Committee

Specific community stakeholders were nominated by the steering committee and participated in the process. These stakeholders participated in small group visioning meetings with OHM to share intuitive insight into the opportunities and challenges in the area.

Community Stakeholders

The community at large participated in the process by attending public engagement sessions and participating in online surveys.

Zanesville Community Members

HOW TO USE THIS PLAN

The Plan is a guiding document for the City of Zanesville to use as it works to redevelop and grow these two OZ study areas in the future. It is the culmination of a steering committee and stakeholder engagement process to identify the key issues and opportunities in each area and identify key priority projects for the future. The Plan is intended to serve as a guide for the Zanesville community to work collaboratively to realize the Plan vision. Although this Plan and the concepts have been created with extensive input and review from the steering committee and local stakeholders, it is meant to be flexible to accommodate future opportunities and to adjust to constraints that may arise. *The following chapters are meant to be used as separate documents for each study area. Each chapter contains an overview of existing conditions, community engagement, priority projects, and implementation steps for the respective study areas.*





An aerial photograph of a bridge crossing a river. The image is overlaid with a green triangle on the left and an orange triangle on the right. The text '02' is prominently displayed in white on the green background.

02

The Old 8th Ward

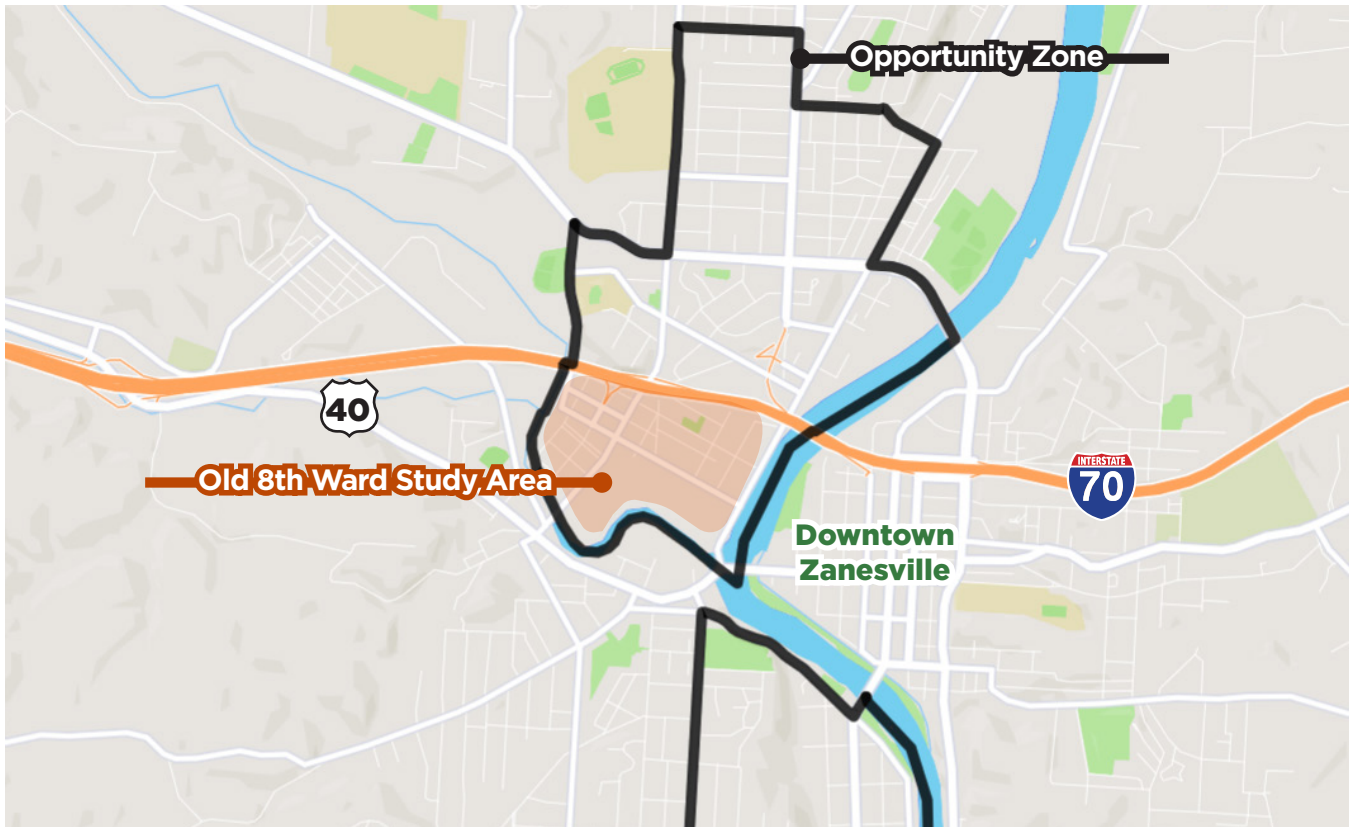
02

THE OLD 8TH WARD

ABOUT THIS STUDY AREA

The Old 8th Ward is an important gateway and historical neighborhood in Zanesville. The neighborhood currently contains an abundance of vacant and underutilized land—including 1.3 miles of underutilized riverfront along both the Licking and Muskingum Rivers. There is considerable opportunity along the river and within the neighborhood for larger, catalytic projects that could help improve the area. Not to be overlooked are the diversity of residents and cultures that live in the neighborhood, and the age spectrum of residents. Collectively the social tapestry creates a significant amount of pride in the neighborhood.

STUDY AREA CONTEXT MAP



This section highlights these opportunities and challenges. These inputs include data and analysis on existing conditions, information on local market trends, stated goals from existing community plans, and key takeaways from the public engagement process. Collectively, these inputs served as the framework for development of the plan recommendations. Through this approach, the Plan is both technically and intuitively informed.

Existing Conditions & Market Analysis

Study Area

The Old 8th Ward study area is defined by the boundary south of Interstate 70 and between the Licking and Muskingum Rivers. It includes the area south of I-70 at the Licking River to the west, and running east to the confluence at the Muskingum River, and then north back up to Interstate 70.

STUDY AREA MAP

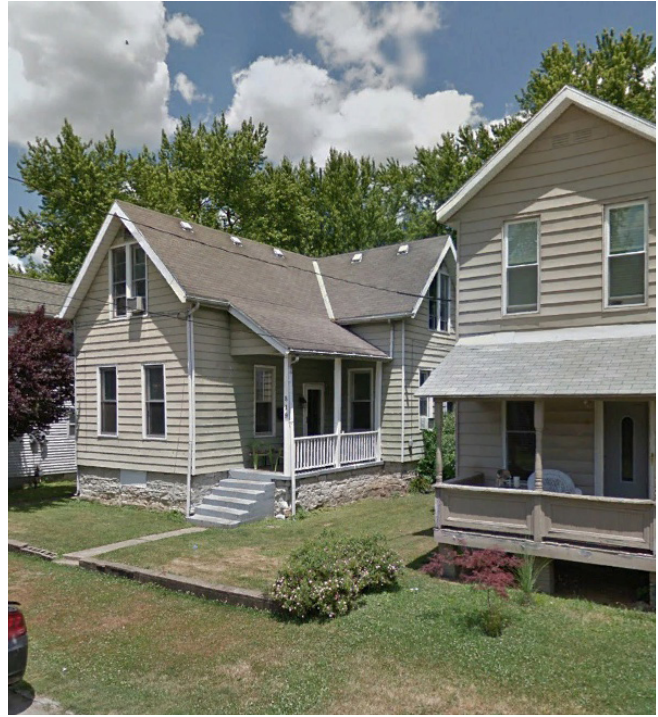


Community Demographics

The Old 8th Ward is an important neighborhood with significant historical context. This area is a historically Black neighborhood with cultural and community significance. Over time the area transitioned to a mixed land use pattern with light industrial uses, and currently contains an abundance of vacant and underutilized land—including 1.3 miles of underutilized riverfront along both the Licking and Muskingum Rivers. The area is a “first impression” gateway for visitors entering downtown Zanesville, and currently there is considerable opportunity for larger catalytic projects that could revitalize dormant industrial space and enhance the quality of the area, as well as opportunities for infill to better serve areas residents in both housing and commercial services.

As of 2022, the Old 8th Ward population was 163 residents (0.7% of the Zanesville city population) with a median age of 53.6 years and 1.94 household members. There are 98 total housing units—71 of them are occupied and 27 vacant. Occupancy includes 60 or 61.2% owner-occupied, and 11 or 11.2% renter-occupied. The vacancy rate was at 27.6%, which was higher than both the city and state averages and likely attributable to the fact that the area is significantly zoned industrial and commercial with lots of underutilized and vacant space that does not attract residents.

The median owner-occupied home value was \$58,333 and median annual household income was \$29,905, with 10.3% of owners’ income paid toward mortgage costs. The Housing Affordability Index (HAI) was significantly higher (218) than the region and Ohio, which was driven by attainable home values and rents. An index above 100 signifies that a family earning the median income has more than enough income to qualify for a mortgage loan on a median-priced home, assuming a 20 percent down payment.



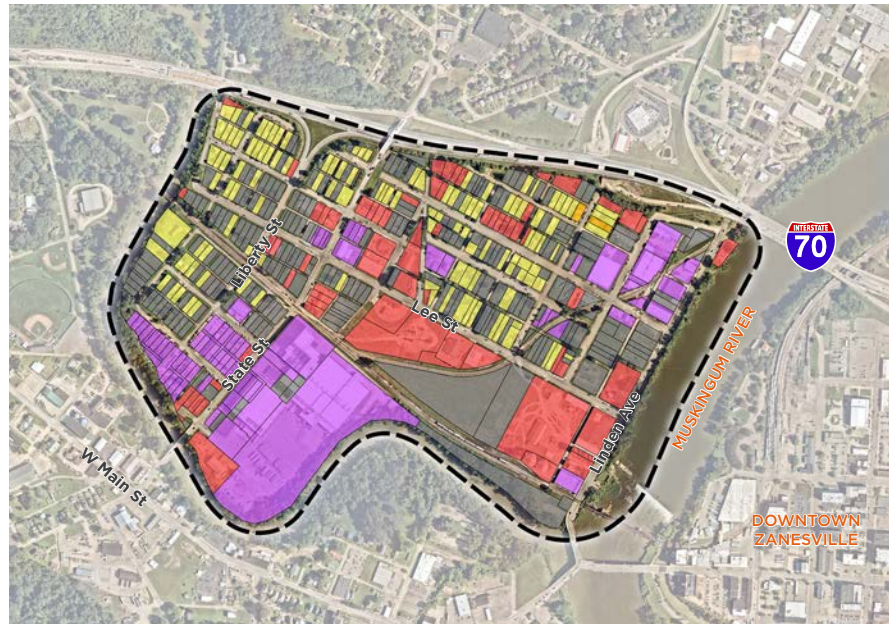
Above: Of the remaining homes and industry in the neighborhood, many of the single family homes are well kept and businesses such as Mattingly remain regional leaders in employment and set a standard in the neighborhood for quality.

Land Use and Zoning

Understanding current land use and zoning is important when considering how the area currently functions, and how it may transition in the future. Evaluating the existing land use and zoning brings to light where there may be opportunities of land use conflict, where areas may be positioned to a higher and better use, and where there may be barriers or opportunities to reposition areas in a way that respond to the market demands.

The existing land use pattern in the area consists of a mixture of commercial, industrial, residential, and vacant uses. Consistent throughout this neighborhood is single-family residential living, but most of the access to both the Licking and Muskingum Rivers is zoned industrial and used for industrial or commercial purposes, or lies vacant. Vacancies and underutilized space contribute to the lack of connectivity of the Old 8th Ward to nearby downtown Zanesville.

Zoning designations throughout the Old 8th Ward study area include high-density single family residential, highway commercial, and industrial. The commercial uses front State Street, which is the area's primary connector to other neighborhoods and also acts as the commercial core for the neighborhood. Industrial zones front the Licking and Muskingum Rivers while residential uses are located in the northern portions of the neighborhood on both sides of State Street. Existing zoning patterns exhibit a strong contrast between the residential and income-generating uses that make the neighborhood feel incomplete and inconsistent.



LAND USE KEY			
Single Family Residential	Light Industrial/Service		
Multifamily Residential	Vacant		
Commercial/Retail			



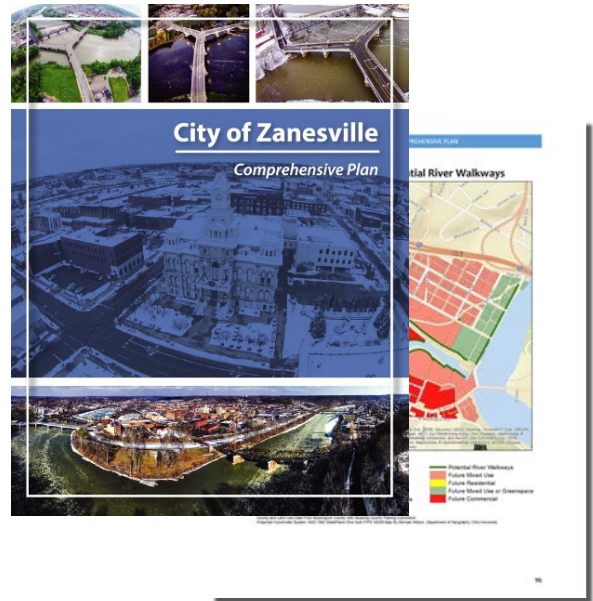
ZONING KEY			
RS-5	High-Density Single Family Residential	C-4	Highway Commercial
I-1	Industrial		

Existing Plans & Studies

City of Zanesville Comprehensive Plan (2016)

The City has a variety of plans and studies that guide it forward into the future. The comprehensive plan is one of the most important documents that shapes the city and guides how policies and decisions impact the Old 8th Ward. The plan outlines a number of goals and objectives that may shape the neighborhood.

- Calls for a mixture of land use types that are both compatible and complimentary in an effort to create more desirable neighborhoods and destinations—such as along the Old 8th's Licking and Muskingum riverfronts
- Encourages enhancing the riverfront areas, which have been identified as major community assets
- Calls for examining logical methods of buffering from any adjacent areas of less intensity; and
- Encourages quality in efforts to enhance the appearance of the existing built environment to increase desirability of the community and create a sense of pride



Muskingum Valley Park District Master Plan (2022) and Recreational Trail Project (1993)

In late 2022, the Board of Muskingum Valley Park District Commissioners adopted a five-year master plan, a primary focus of which is to expand the district's recreational trail system with the goal of connecting communities throughout Muskingum County.

This builds upon the existing work of the Muskingum Recreational Trail, which began in 1993 when the MVPD accepted the donation of the Muskingum Recreational Trail corridor from Muskingum Recreational Trail Incorporated, a 501(c)(3) not-for-profit. Construction began on the first phase of the trail in 2000. The Muskingum Recreational Trail currently extends south from Dresden River Park to just north of Gilbert Station Road. The corridor consists of asphalt paved trail and gravel base. Approximately six miles of asphalt trail connects the Village of Dresden to Rock Cut Road in Muskingum Township. An additional section of paved trail exists between Rock Cut Road and Ellis Dam Road to the south. Much of the trail follows the Muskingum River and offers exceptional views of huge rock formations and myriad wildlife watching opportunities for bald eagles, turkey, beaver, river otter, and more. Much of the corridor's unpaved sections are slated for paving during the 2023 construction season as part of a federal Transportation Alternative Program grant.



Market Analysis (City of Zanesville)

Residential

As part of this study a market analysis was completed. The purpose of this analysis was to understand the current market conditions and opportunities that might help shape the neighborhood moving forward.

The analysis included the whole city and was not specific to the neighborhood. In the City of Zanesville residential rental market, there is a high concentration of 1-bedroom rental units (34.16%) and lower concentration of 2-bedroom units (37.12%) relative to the state of Ohio averages (27.7% and 42.06%, respectively), and a significantly higher renter concentration (55.7%) compared to the state average (33.7%). There is a surplus of rental units priced from \$500-750 and \$750-\$1,000, and a deficit of rental units priced below \$300 per month, between \$300-\$500 per month, and over \$1,000 per month.

In terms of owner-occupied homes, there is a surplus of homes with monthly mortgages under \$750 per month (est. \$130k), and a deficit of homes with monthly mortgages over \$750 per month (est. \$130k). The vacant residential buildings percentage rate is higher than the county and state averages and those of neighboring municipalities, including South Zanesville, Pleasant Grove, and North Zanesville.

Commercial & Industrial

Zanesville has a unique industrial and commercial cluster. The city has a higher rate of employment in food services (13.19%), healthcare (19.35%) and retail trade (18.18%) than averages for the state, while trailing with employment in professional office (2.19%) and manufacturing (7.65%) industries.

The Zanesville zip code's top business producers include a mix of industrial, institutional, residential and retail uses. The top area employers by detailed industry code lack heavy concentrations of office, professional/commercial services and manufacturing employers.



Above: Vacant and underutilized property is spread throughout the neighborhood, surrounded by commercial and industrial zoning districts.

PUBLIC INSIGHTS

One of the key elements that informs the development of the Plan are the ideas and aspirations of the public. An extensive public engagement effort was conducted by the planning team to solicit ideas and develop the vision for future growth in the Old 8th Ward. These ideas, values and aspirations provided the foundation from which the Plan framework was formed. Through the engagement process, over 100 ideas were shared and contributed for how the area should be planned in the future.

The following section encompasses insights from various stakeholders, steering committee members, community engagement sessions, and public surveys. These insights were collected via stakeholder meetings, an online public survey open for six weeks beginning in February 2023; an open house conducted by the planning team on February 9, 2023, and a meeting with the Muskingum Valley Park District to obtain insight into the regional trail network.

What We Heard

Placemaking & Image



The Old 8th Ward is a first impression and entryway into the city/downtown. Community members indicated the area needs revitalized as a gateway neighborhood and entrance off Interstate 70. They also indicated a desire to celebrate the history and culture of the neighborhood as part of future revitalization efforts. Ideas included highway screening from I-70, repairing streetlights and other lighting to improve safety, and encouraging development along I-70 at the entrance to the neighborhood to create an inviting neighborhood atmosphere.

Infill & Development



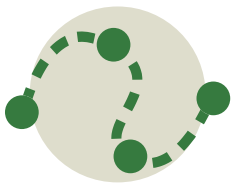
The community noted there is too much vacant and underutilized space in the area. This tends to lead to decline and property maintenance issues, and in some cases invites crime. These areas are appropriate for catalytic projects. This could include converting or re-imagining aging or vacant industrial areas which would address blight and help improve area perception. There is a desire for development of multiple types of infill housing options, especially for seniors currently in the neighborhood.

Parks & Open Space



There's currently a lack of access to the Licking and Muskingum riverfronts in the Old 8th Ward and there's a desire for improvement so that residents can enjoy the waterfront areas. With regard to Keen Street Park, it's the community's desire for improvements there so the park can be more easily enjoyed by the public. Ideas for improvements include more seating and shelters, and better maintenance and upkeep.

Connectivity



The community noted a lack of trail and pedestrian connectivity within and to downtown and to local and regional trails. Cyclists, pedestrians and recreational users would like to see additional connections between trails to improve connectivity and safety.

PLAN INPUT - KEY FINDINGS

From the robust existing conditions analysis, community engagement, market trends, and best practices, a series of key takeaways for the Old 8th Ward were identified. The findings informed the recommendations/priority projects outlined in this plan. The following is the summary of the plan input key findings.

Existing Conditions & Market Analysis

- There is currently a total of 1.3 miles of underutilized riverfront along both the Muskingum River and then Licking River.
- The neighborhood acts as a gateway into Zanesville as many visitors pass through the Old 8th Ward to travel across the Y-Bridge.
- A good presence of public/semi-public landowners exists in the neighborhood, which could encourage consolidation of land to promote larger scale initiatives.
- The neighborhood contains a inconsistent concentration of vacant and underutilized properties, which may present an opportunity for larger, more catalytic infill and redevelopment projects.
- Over 50% of the property in the Old 8th Ward is currently zoned industrial, which limits the potential land uses in the neighborhood.
- Across the City of Zanesville, there is a deficit of “step up” and higher density residential units which could accommodate the abundance of older residents and smaller households.
- Across the City of Zanesville, there is a deficit of office, professional/commercial services and manufacturing employment.

Public Insights

- Improve community perception and image within the city and region.
- Identify strategic infill projects that will spur additional new development.
- Promote and integrate a mixture of housing types – multifamily, senior, step-down housing, etc. – to attract and supplement residents in all stages of life.
- Promote neighborhood safety through streetscape amenities that could include lighting, sidewalk improvements, crosswalks, etc.
- Connect to adjacent neighborhoods through trail networks, while also remaining connected regionally through waterways and greenways.
- Provide access to the Licking River and Muskingum River for open space and recreation.
- Look into transitioning non-compatible uses to reflect the current and future needs of the neighborhood.

Plan Framework

THE VISION

The vision for the Old 8th Ward is for a vibrant neighborhood that is connected physically and socially, and embraces and promotes the river as a unique community asset. This includes opportunities for living, recreation, work and innovation, and places to retreat to nature. Collectively these uses and experiential opportunities help to elevate the neighborhood, adjoining neighborhoods and downtown, and the overall City of Zanesville.

The framework outlined in this chapter to achieve the vision contains a series of projects which were informed by a set of guiding principles that serve as the cornerstones for shaping the vision of the district. The principles are illustrated to the right, and the priority projects for the neighborhood outlined in detail on the following pages. It is important to note that the vision and the principles and priority projects address opportunities that have the highest impact and level of support in the area. There are other projects and programs that should also be considered as the area develops. The priority projects and future efforts should work together to shape this important place in the city's tapestry.

HOW TO USE THIS DOCUMENT

Within this chapter there are “Next Steps” callout boxes with each priority project. These boxes contain general actions for putting the plan to action for each project. These steps are intended to be general and guide the implementation process. They are the beginning of the implementation steps but do not include all the steps or opportunities that will guide implementation. With the overall vision and the priority projects it is important to note that the vision and the projects outlined herein are conceptual, and will require future planning and development to bring them forward.

GUIDING PRINCIPLES

The foundation of the plan framework and the priority projects outlined later in this chapter are a set of development principles. The development principles are tenets of design, development, and investment that guide and shape the vision, and inform future public and private investment.

Four guiding principles were created for the study area. This includes thoughtful mixed-use development, re-imagined streetscapes, purposeful public spaces, and improved connectivity. These principles guided and informed the development of the vision, and the identification and creation of the priority projects for the area. They were born out of input from the project task force, public input, and technical analysis, and previous plans and studies. These principles should guide and inform future public and private investment that take place in the study area, including the priority projects. In essence, they serve as a guidepost to measure how future public and private investments align with the vision and framework outlined herein.

CONTEXT SENSITIVE MIXED-USE DEVELOPMENT



Future development in the study area should provide a mixture of uses, including medium and high density residential, and neighborhood-serving mixed use commercial.

RE-IMAGINED STREETScape



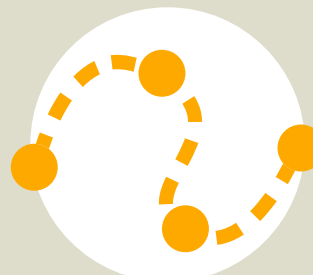
Streetscapes should be a complete street with a focus on the pedestrian, which includes street trees, amenity zones, on-street parking, and landscaped features.

PURPOSEFUL PUBLIC SPACES



New public spaces should be created that contain amenities and programming for all ages and events. These spaces are important for current and future residents and visitors, and guide and support economic investment.

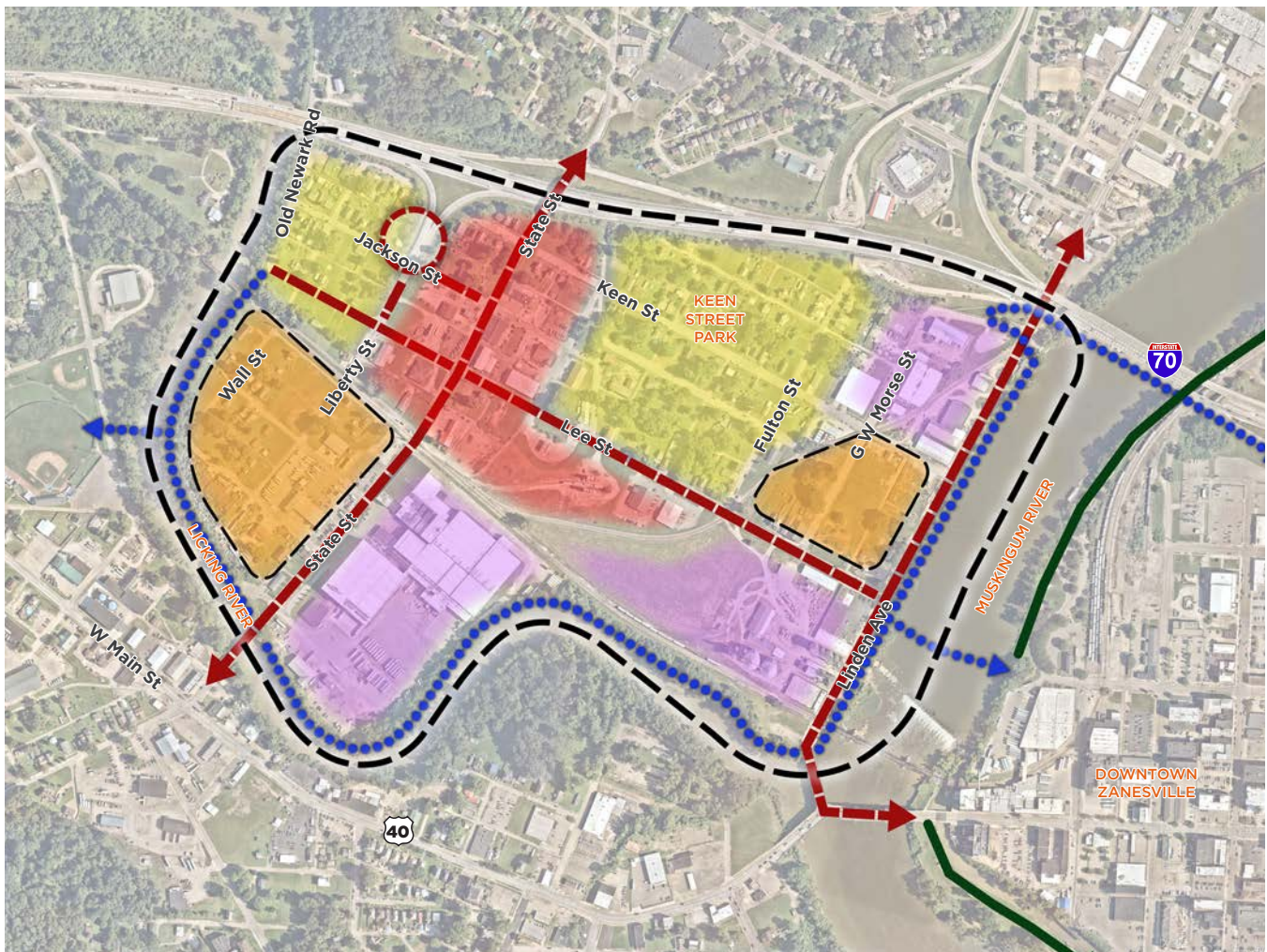
IMPROVED CONNECTIVITY











Connections are critical to the economic and social health of the area. As new development and investments take shape they should enhance the connectivity of the study area physically and socially.

THE FRAMEWORK

A revitalization framework was developed for the Old 8th Ward neighborhood. The framework outlines a series of priority projects that will be transformational in helping to advance the neighborhood. As noted previously, the framework and projects represent community aspirations. The plan addresses existing condition issues, responds to market opportunities, and collectively creates a framework that can be a catalytic step in revitalizing the neighborhood. This framework represents a 5-7 year horizon of improvements. The goal would be to implement these projects within that time frame, and then repeat the planning process for the neighborhood.



FRAMEWORK KEY			
	Residential Stabilization		Neighborhood Gateway
	Planning Development Areas		Streetscape Improvements
	Innovation and Light Industrial		Proposed Greenway/Blueway
	Neighborhood Mixed-use		Existing Trail Network

THE PRIORITY PROJECTS

Priority projects are initiatives that enhance the physical character of the study area in ways that aim to generate further interest and development. Their importance lies in the transformative effect these changes could bring to the adjacent properties and the downtown as a whole. The projects in this section are meant to interest developers, inspire business owners, and instill community pride in residents.

Many of the priority projects are designed to be carried out by Zanesville as a community. Whether it is the City of Zanesville, Muskingum County, Zanesville-Muskingum County Port Authority, local business owners, local interest groups, or engaged residents, the community has a responsibility to come together and transform the study area. Wherever possible, responsibility for the completion of these projects should be shared by the public and private sectors.



STATE, LEE, & LINDEN STREETSCAPE

Re-imagine the State, Lee, and Linden streetscape as a complete street, with a renewed aesthetic, safety features, and sustainable elements.



STRATEGIC INFILL

Promote vacant and underutilized areas for reinvestment by creating a vision and plan for redevelopment backed by an strategic economic development strategy.



BLUEWAY/BIKEWAY INITIATIVE

Create a unique blueway and non-motorized trail hub that connects to existing and future regional networks and celebrates nature and culture throughout the region.

STREETSCAPE IMPROVEMENTS (STATE, LEE, LINDEN)

OVERVIEW

Improvements to the primary road network in the 8th Ward including Liberty, Lee, State and Linden to enhance safety, improve connectivity, and elevate the quality of life and appearance.

Guiding Principles

- Strengthen safety for pedestrians, cyclists, and motorists
- Provide consistent access within the neighborhood
- Create an environment to prepare for private development
- Enhance the image and brand in the neighborhood

WHY THIS PROJECT

Existing Condition

- Incomplete sidewalk network
- No current sense of arrival to neighborhood
- Primary corridor through the neighborhood
- Primary connection into downtown – across Y-Bridge

Public Input Takeaways

- Improve gateways into the neighborhood
- A desire to improve neighborhood safety – lighting, crossings, etc.
- A need to improve walkability within the neighborhood and connectivity to other areas in Zanesville

PROJECT ELEMENTS

The streetscape improvements as outlined herein include a schematic concept for how select streets in the Old 8th Ward neighborhood may be improved in the future. This concept includes enhanced sidewalk areas, pedestrian crossings, parking reconfigurations, traffic calming and green infrastructure, parking, lighting, and branding elements.

Specific design elements include street trees, on-street parking with modified materials to promote safety and encourage traffic calming, trash cans, bike racks, wayfinding and signage elements, and new curb and sidewalks with brick pavers or enhanced concrete treatment.

It is important to note that these improvements do not need to be implemented all at the same time, and could be implemented through a phased approach. This project can also be aligned with other planned capital improvements made by the City, and align with state funding sources such as OPWC and other ODOT programs.

IMPLEMENTATION

Responsible Parties:

- City of Zanesville
- ODOT

Timeframe:

- 3-5 yrs.

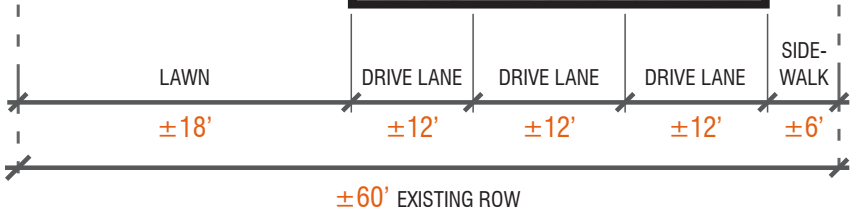
Opinion of Cost:

- Improvements begin at \$1,200 per linear foot
- Bump-outs add additional 15% to cost, and numbers include a contingency (35%)
- State St: ± 2500 feet, \$2 million to \$3.1 million
- Lee St: ± 3000 feet, \$2.4 million to \$3.7 million
- Linden Ave: ± 700 feet, \$560k to \$760k

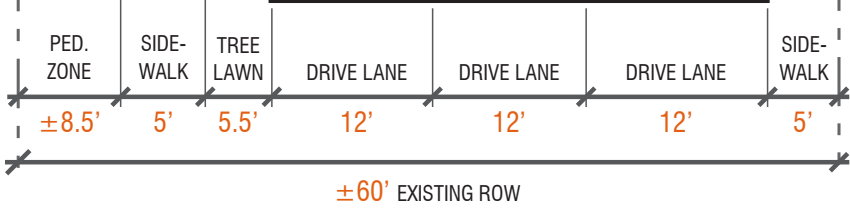
Potential Funding Sources:

- ODOT TAP
- TIF
- Public/Private Partnership

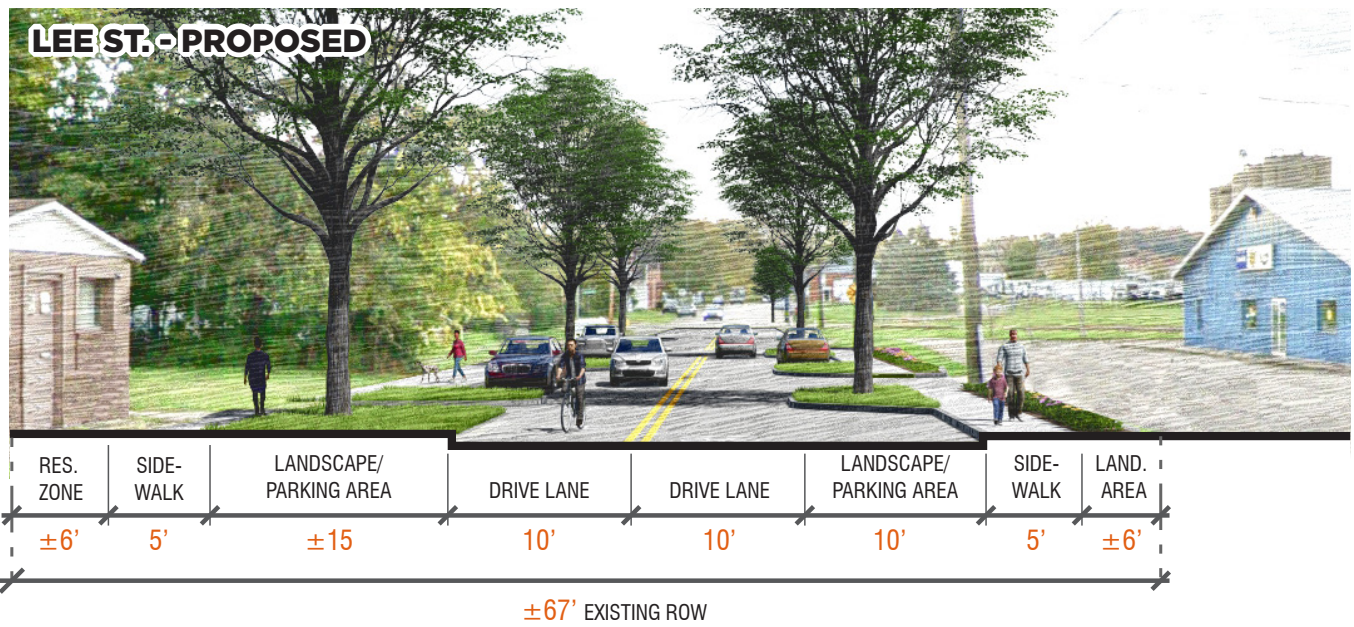
STATE ST. - EXISTING



STATE ST. - PROPOSED

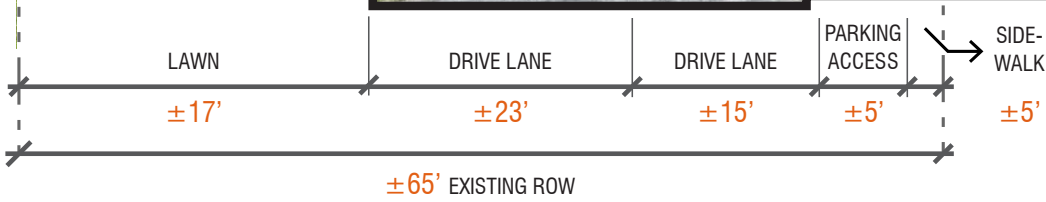


Character Images



Character Images

LINDEN AVE. - EXISTING



LINDEN AVE. - PROPOSED



Character Images

STRATEGIC INFILL

Overview

This project is about identifying areas within the neighborhood that may be targeted for infill and redevelopment. The purpose and intent is to identify location for infill and redevelopment to guide the character of developments, identify strategies and incentives to bring new investment, and suggest policy changes necessary to support the new investment.

Guiding Principles

- Medium/high density residential that complements the existing character of the neighborhood
- An improved State St., Lee St., and Linden Ave. streetscape
- Attainable and market-rate housing
- Distinct architecture that complements and celebrates the history of the neighborhood

Why this project?

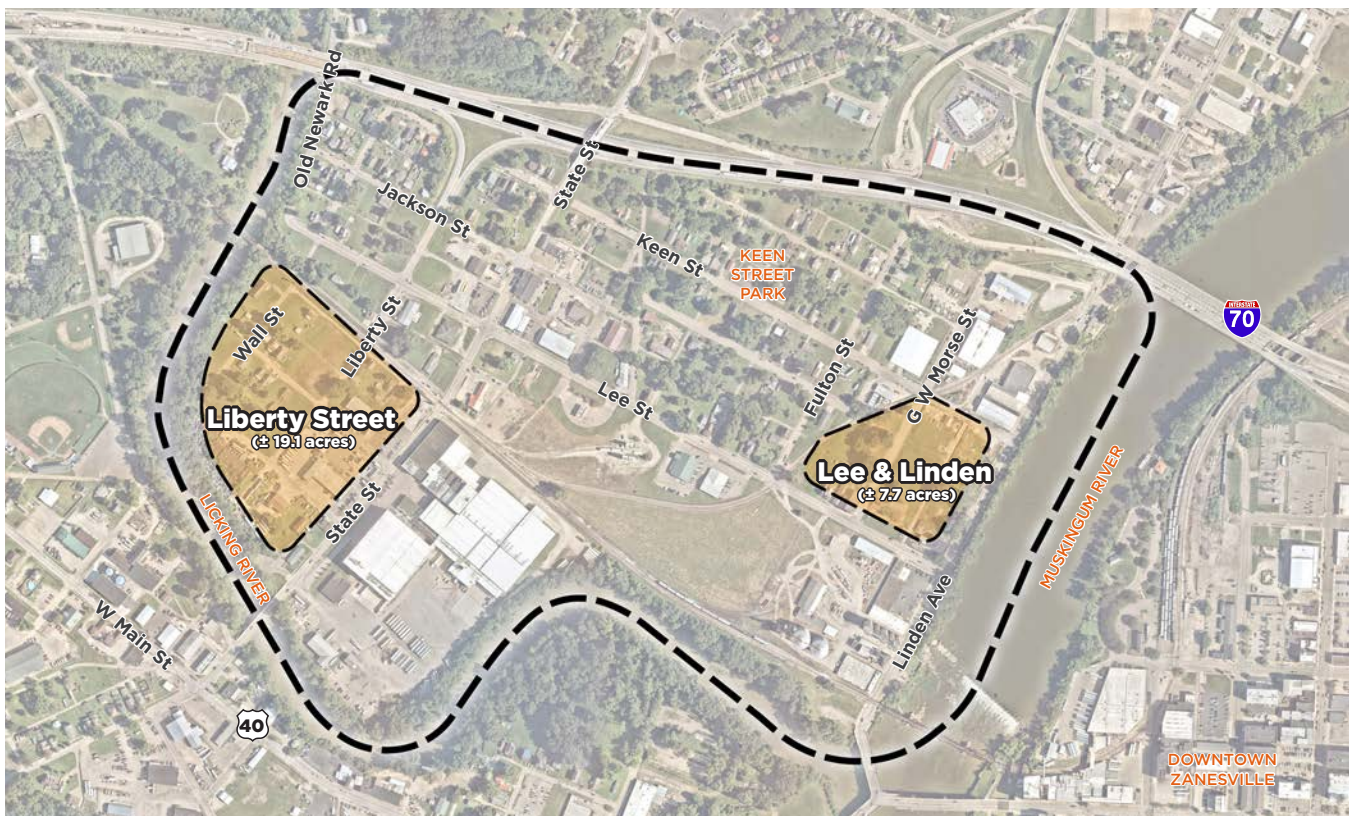
Existing Condition

- Abundance of vacant lots + undesirable uses
- Large potential to expand housing options
- Ability to promote access to waterfronts

Public Input Takeaways

- Capitalize on the area's existing character and strong sense of community
- New development of appropriate design to fill vacant lots
- New access to Licking and Muskingum Rivers could create a destination space
- Create an environment that brings economic growth

OLD 8TH WARD PLANNING DEVELOPMENT AREAS



Liberty Street

This area is an important infill location within the Old 8th Ward study area. It was identified as a priority infill site given its presence on State Street, connection to the Licking River, and significant amount of vacant or underutilized land that is clustered together.

Vision

Neighborhood-serving mixed-use and medium/high density infill that includes attainable and market rate housing options for all stages of life.

Development Principles:

- Contextual housing development that respects and builds on the existing neighborhood grid
- A mix of housing types serving different price points in the market (e.g. 80% to 150% AMI)
- Carefully planned public spaces
- A renewed streetscape along State Street
- Enhancement of and connections to the Licking River

Development Program:

Uses

- Single-family attached and detached
- Multifamily

Intensity

- 1-3 stories
- 5-20 units / acre

Character

- Walkable with good street orientation
- Front porches
- Parking to the rear and on-street parking
- Historical architectural elements such as hardy plank exterior and brick



Character Images

Lee & Linden

The east side area in the Old 8th Ward is an eclectic mix of land uses with potential for future redevelopment given its existing characteristics. This location was identified as an opportunity for redevelopment due to its proximity to downtown, viewsheds and connection to the Muskingum River, large areas of vacant property, and the opportunity to create new workforce housing to support the continued revitalization downtown.

Vision

A medium/high density residential pattern providing a variety of housing choices with proximity to the Muskingum River.

Development Principles:

- Contextual housing development that respects and builds on the existing neighborhood character
- A mix of housing types serving different price points in the market (e.g. 80% to 150% AMI)
- A renewed streetscape along Lee St. and Linden Ave.
- Enhancement of and connections to the Licking River and Muskingum River



Development Program:

Uses

- Single-family attached and detached
- Multifamily
- Mixed-use

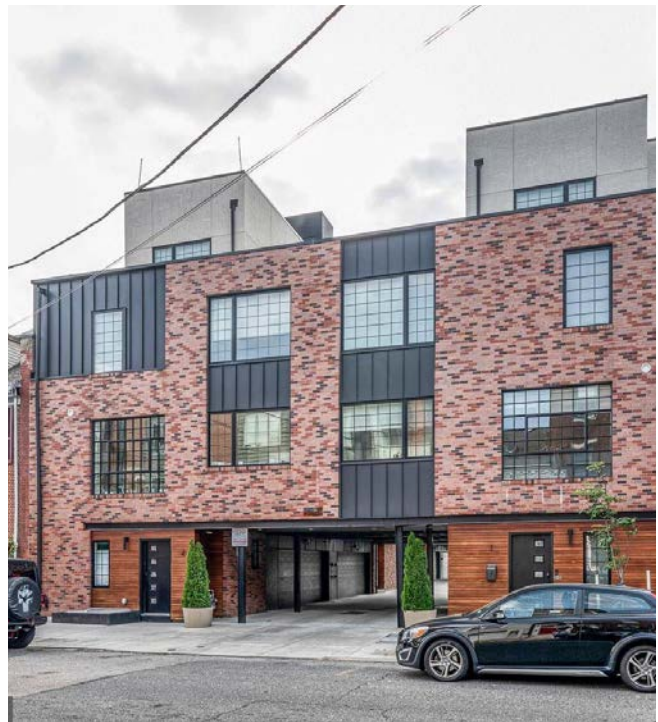
Intensity

- 1-4 stories
- 10-30 units / acre

Character

- Walkable with good street orientation
- Viewsheds to the river
- Parking to the rear and on-street parking
- Historical architectural elements such as hardy plank exterior and brick, warehouse architecture, etc.

Character Images



Implementation:

Responsible Parties:

- **The Zanesville Muskingum County Port Authority (ZMCPA)** – the ZMCPA can serve as a critical development partner
- **Ohio Department of Development (ODOD)** – the ODOD is the administrator of a number of funding programs including some that can incent Opportunity Zone investment activity and mixed-use projects.
- **JobsOhio & Ohio Southeast Economic Development** – JobsOhio and its regional network partner, Ohio Southeast Economic Development, can serve as important contributors to the implementation of catalytic development projects that fulfill a market need.

Strategies

- Market the Opportunity Zone benefits to real estate developer & investor networks, particularly the State's credit that provides 10% of the OZ investment back to the investor in the form of a State Income Tax Credit, which can be sold or transferred.
- Use incentives to drive the development of multifamily with a mixture of price points.
 - » Community Reinvestment Area – the City could consider amending its State Street CRA to include a requirement that a specified number of units are affordable at a desired price point.
 - » .41 Tax Increment Financing – the City could consider offering favorable .41 TIF terms to include a requirement that a specified number of units are affordable at a desired price point or the Development fits the City's desired plan.
- Consider revenue capture of economic incentive programs to reinvestment in infrastructure or other uses.
 - » Sales Tax Exemption – the Port Authority can consider utilizing its sales tax exemption powers for projects, in which the Developer realizes 50% sales tax savings and the other 50% if deposited into an infrastructure fund.
- Prioritize Housing with Rent and Mortgage prices that are affordable to current Zanesville wage-earners or those in fast-growing occupations.



Character Images

Programs to Deliver Workforce and Market Rate Housing

- **.41 Tax Increment Financing** - under Ohio Revised Code Section 5709.41, TIF proceeds can be used for any urban redevelopment purpose of the City, including both public and private uses. A .41 TIF requires the City to acquire title to the property, which means the TIF must be created prior to transfer of City-owned property to a developer, or the property owner must approve and be willing to temporarily transfer the property to the City. In the latter instance, the City immediately transfers the property back to the original owner.
- **Community Reinvestment Area Tax Abatement** - The Community Reinvestment Area (CRA) Program is a direct incentive tax exemption program benefiting property owners who renovate existing or construct new buildings. This program permits municipalities or counties to designate areas where investment has been discouraged as a CRA to encourage revitalization of the existing housing stock and the development of new structures.
- **State Opportunity Zone Tax Credit** - provides an incentive for Taxpayers to invest in projects in economically distressed areas known as “Ohio Opportunity Zones”. These Ohio Opportunity Zones are qualified opportunity zones in this state designated by the Federal Statute 26 U.S.C. 1400Z-1. The investor invests cash in the Ohio Qualified Opportunity Fund (“Ohio QOF”), which in turn must invest that money in a Qualified Opportunity Zone property in Ohio. Once the money is invested in the Qualified Opportunity Zone property (“QOZ Property”), the Taxpayer is eligible for a non-refundable tax credit equal to 10% of the amount of its funds invested by the Ohio QOF in the QOZ Property. The Taxpayer may invest in multiple Ohio QOFs and may receive tax credits totaling up to \$2 million dollars during the 2022-2023 biennium period.
- **Property Assessed Clean Energy Financing** - Property Assessed Clean Energy (PACE) Financing provides the developer a non-recourse loan, paid back by property tax assessments over 20-25 years based on any cost related to an energy efficiency improvement which is a loose term. This financing mechanism is desirable to developers as the payback requirement stays with the property upon a sale or foreclosure and is no risk to the developer. A rule of thumb is that these can generally account for at least 30% of a multi-family project’s cost.
- **Port Authority Sales Tax Exemption** – Port Authorities have the ability to enter into a sale-leaseback structure with Developers, where the Port Authority takes temporary ownership of the property then leases to the Developer to allow the project to be exempt from Sales Taxes on construction materials.
- **JobsOhio Vibrant Communities Program** – Zanesville is an eligible community for this program, which was established to assist distressed small and medium sized communities with the implementation of catalytic development projects that fulfill a market need and represent a significant reinvestment in areas that have struggled to attract new investment.

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PARK AND PUBLIC SPACE IMPROVEMENTS

Overview

The purpose of this project is to enhance regional connectivity in the area on both land and water. It involves creating a regional system that integrates nature, art, culture, history and community to create a first-class amenity for residents and visitors.

Guiding Principles

- Strengthen connections to and from the neighborhood to a regional system
- Provide clear access to trails and the river
- Improve safety conditions

Why this project?

Existing Condition

- Limited public access to the river
- Limited non-motorized connectivity surrounding and within neighborhood

Public Input Takeaways

- Improve non-motorized connectivity
- Create opportunities to connect to the river
- Improve connectivity to downtown

Project Elements

The purpose of this project is to enhance regional connectivity within the Old 8th Ward neighborhood and to surrounding Muskingum County on land and water. It involves creating a regional system that integrates nature, art, culture, history and community to create a first-class amenity for residents and visitors. It will also connect the neighborhood and region by planning connections to Coshocton, Dresden, Zanesville, McConnelsville, Cambridge, Somerset and other areas via land and water. Ultimately, the system also sets the stage for future regional connections along the Muskingum River corridor.

The guiding principles of this project are to strengthen connections throughout the County via a comprehensive blueway and bikeway system along the Licking and Muskingum Rivers. Additionally, the goal is to provide clear access to the river(s) and trails, and improve safety for non-motorized activities along with multimodal transportation in the region.

The justification of need for this project is due in large part to the impacts the Covid-19 pandemic had on the local and regional culture. Covid created a renewed interest in being outside and connecting to nature, improving personal health, and being in and connecting to parks. This project will help meet this increasing demand by providing the infrastructure to connect residents and visitors to the outdoors. This is important to this Appalachian region, as many residents and potential visitors are being attracted to other parts of the state outside of the region (such as to Licking County and the Mohicans) resulting in lost tourism dollars that can be captured in this region.

Implementation

Responsible Parties:

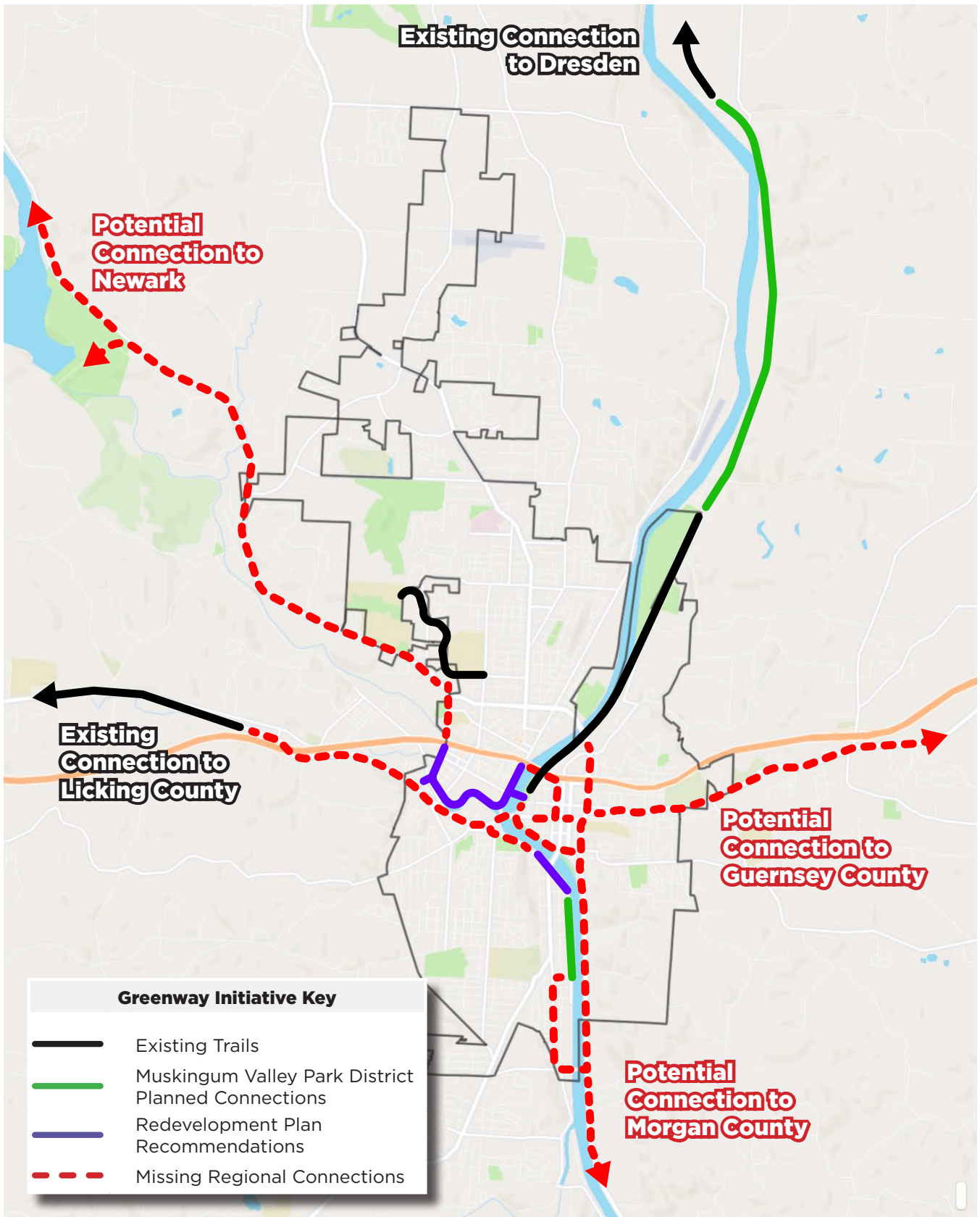
- City of Zanesville
- Muskingum Valley Park District
- Old 8th Ward residents and businesses

Timeframe:

- 2-4 yrs.

Potential Funding Sources:

- ACG Grant
- Clean Ohio
- Public Private Partnership
- Natureworks







03

Putnam Avenue Corridor

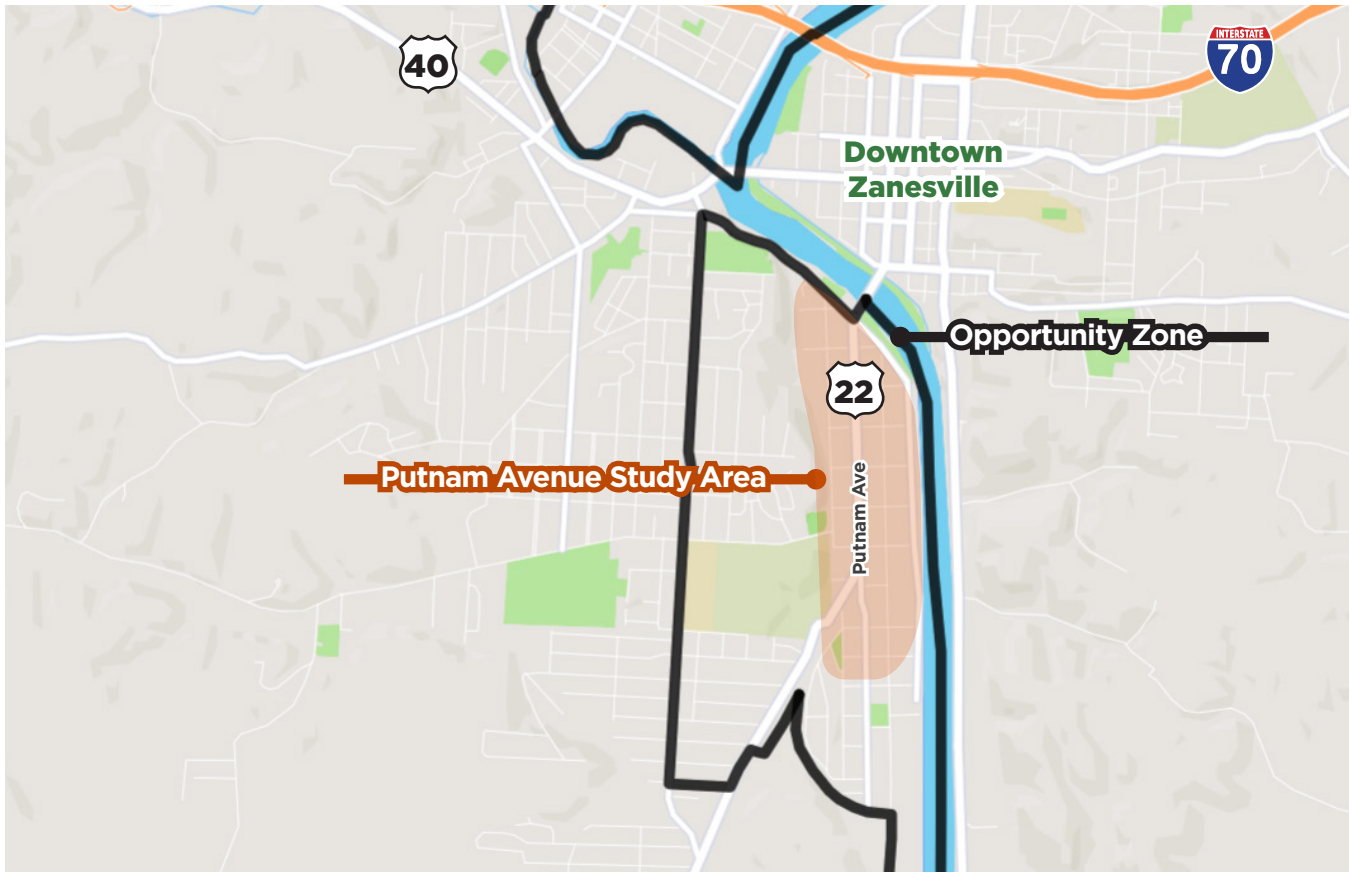
03

PUTNAM AVENUE CORRIDOR

ABOUT THIS STUDY AREA

The Putnam Avenue study area contains some of the city's most historic sites and is surrounded by several successful redevelopment projects along Muskingum Avenue, and future projects on Putnam. With this renewed interest in the community there is an opportunity to maintain and continue the momentum to enhance the neighborhood. There are both challenges and opportunities with improving the area integrating various architectural styles, pockets of distressed properties, and the benefits and challenges of clustered social services into a cohesive urban infill vision.

PROJECT CONTEXT MAP



This section highlights these opportunities and challenges. These inputs include data and analysis on existing conditions, information on local market trends, stated goals from existing community plans, and key takeaways from the public engagement process. Collectively, these inputs served as the framework for development of the plan recommendations. Through this approach, the Plan is both technically and intuitively informed.

Existing Conditions & Market Analysis

Study Area

The Putnam Avenue Corridor study area is defined by the boundary beginning at the 6th Street Bridge south to Johnson Street. The study area is also bound by the Muskingum River to the east and the railroad along Woodlawn Avenue to the west. The district is an extension of the existing historic district and includes several architectural and historically significant structures with ties to the Underground Railroad.

STUDY AREA MAP



Community Demographics

The Putnam Avenue Corridor is designated as both a federal and state of Ohio historical area and contains sixteen of Zanesville's most historic city sites. Also within the area is 1.51 miles of riverfront along the Muskingum River, and the whole area is surrounded by several successful redevelopment projects—including riverfront development along Muskingum Avenue. The community values its rich history, location near downtown Zanesville, access to the green spaces at Putnam Landing Park and Restoration Park along the Muskingum River, and access to the river for recreational activities and programming.

As of 2022, the total Putnam population is 861 residents (3.5% of the Zanesville city population) with a median age of 33.5 years and 2.61 household members. There are 407 total housing units—324 of them area occupied and 83 vacant. Occupancy includes 124 or 30.5% owner-occupied, and 200 or 49.1% renter-occupied. The vacancy rate is at 20.4%, which is higher than both the city and state averages and likely attributable to the fact that the area is significantly zoned industrial and commercial with lots of underutilized and vacant space that does not attract residents.

The median owner-occupied home value is \$39,423 and median annual household income is \$24,910, with 8.3% of owners' income paid toward mortgage costs. The Housing Affordability Index (HAI) for Putnam is significantly higher (279) than the region and Ohio, which is driven by attainable home values and rents. An index above 100 signifies that a family earning the median income has more than enough income to qualify for a mortgage loan on a median-priced home, assuming a 20 percent down payment.



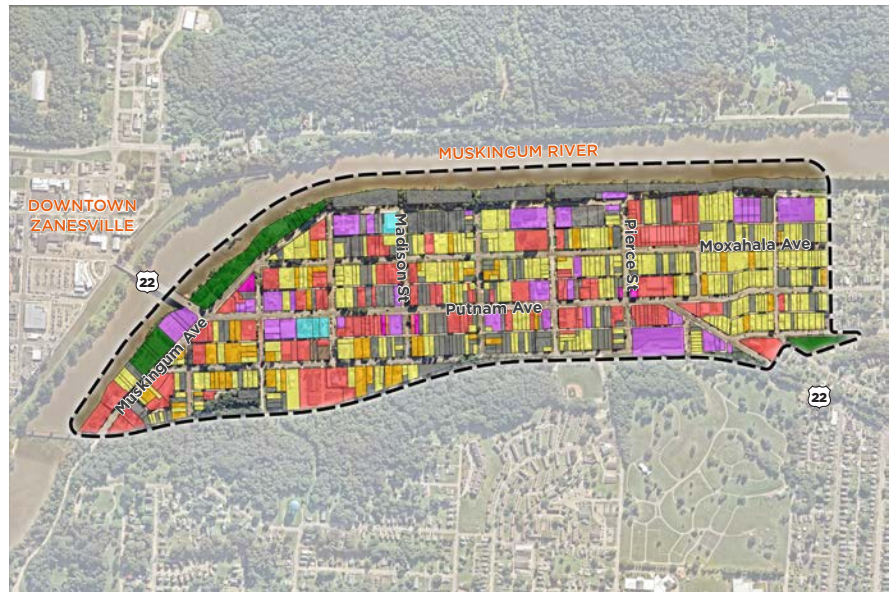
Above: The neighborhood has historic character with uses ranging from commercial to varying density residential. An effort to revitalize historic buildings and promote the history of the neighborhood remains a important goal of the city and community members alike.

Land Use and Zoning

Understanding the current land use and zoning in the study area helps provide context that guides the plan recommendations going forward. Updating land use designations and identifying areas in the Putnam Avenue Corridor that have higher and better uses comes from analyzing the existing conditions and building on the variety of land uses that exist in the area.

The Putnam Avenue study area consists of a variety of land uses, primarily residential throughout the neighborhood and commercial along Putnam Avenue. Other uses include smaller industrial uses along the Muskingum Avenue and various public/semi-public historic structures in the core of the neighborhood. Parks and open space front the Muskingum River with limited access and connectivity.

Zoning designations throughout the Putnam Avenue study area include a variety of residential and commercial districts in the core of the neighborhood, and industrial uses primarily close to the Muskingum River. The residential designations are medium and high-density districts, with the higher density zoning fronting the commercial districts. The commercial districts are primarily located along Putnam Avenue, with the neighborhood commercial (C-2) designation in the core of the study area. Industrial zones front the river away from the commercial core. The neighborhood also has two historical designations as a result of its significant involvement in the Underground Railroad movement against slavery. The Putnam Historic District was added to the National Register of Historic places in 1975, and also recognized as a state historic district by The Friends of Freedom Society / Ohio Underground Railroad Association, as a result of the area having been an important center on the railroad and home to a number of abolitionists.



LAND USE KEY	
Single Family Residential	Light Industrial/Service
Multifamily Residential	Institutional
Commercial/Retail	Parking
Mixed Use	Vacant



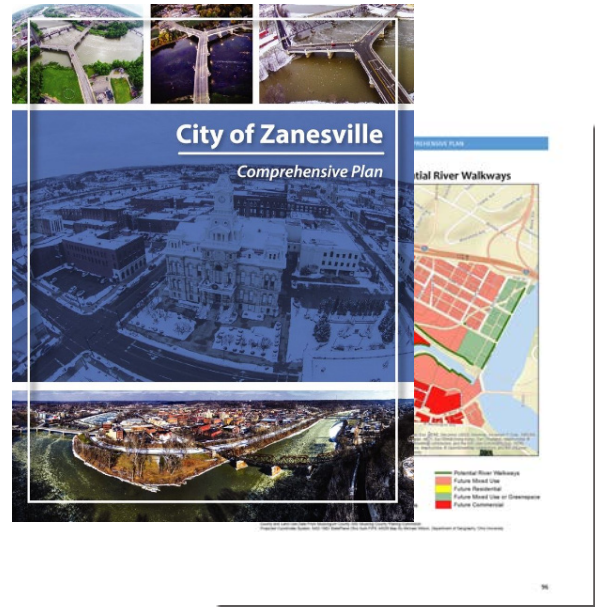
ZONING KEY	
RS-4 Med.-High-Density Single-Family Residential	RS-5 High-Density Single-Family Residential
C-2 Community and Regional Commercial	C-4 Highway Commercial
I-1 Industrial	PUD Planned Unit Developments

Existing Plans & Studies

CITY OF ZANESVILLE COMPREHENSIVE PLAN (2016)

The City of Zanesville Comprehensive Plan identifies a number of recommendations that give direction for how to enhance the Putnam Corridor. These include the following.

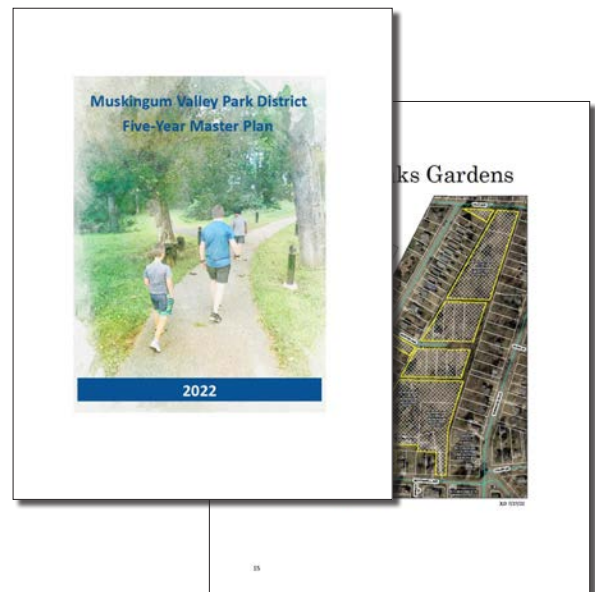
- Promote a mixture of land use types which are both compatible and complimentary in an effort to create more desirable neighborhoods and destinations—such as along Putnam’s Muskingum River riverfront
- Encourage and enhance the riverfront areas, which have been identified as major community assets
- Examine logical methods of buffering from any adjacent areas of less intensity
- Encourage quality in efforts to enhance the appearance of the existing built environment to increase desirability of the community and create a sense of pride; and
- Expand the Arts and Culture Overlay District into Putnam to provide additional land use options for properties there



MUSKINGUM VALLEY PARK DISTRICT MASTER PLAN (2022) AND RECREATIONAL TRAIL PROJECT (1993)

In late 2022, the Muskingum Valley Park District adopted a five-year master plan, a primary focus of which is to expand the district’s recreational trail system with the goal of connecting communities throughout Muskingum County.

This builds upon the existing work of the Muskingum Recreational Trail, which began in 1993 when the MVPD accepted the donation of the Muskingum Recreational Trail corridor from Muskingum Recreational Trail Incorporated, a 501(c)(3) not-for-profit. Construction began on the first phase of the trail in 2000. The Muskingum Recreational Trail currently extends south from Dresden River Park to just north of Gilbert Station Road. The corridor consists of asphalt paved trail and gravel base. Approximately six miles of asphalt trail connects the Village of Dresden to Rock Cut Road in Muskingum Township. An additional section of paved trail exists between Rock Cut Road and Ellis Dam Road to the south. Much of the corridor’s unpaved sections are slated for paving during the 2023 construction season as part of a federal Transportation Alternative Program grant.



Market Analysis (City of Zanesville)

RESIDENTIAL

In the City of Zanesville residential rental market, there is a high concentration of 1-bedroom rental units (34.16%) and lower concentration of 2-bedroom units (37.12%) relative to the state of Ohio averages (27.7% and 42.06%, respectively), and a significantly higher renter concentration (55.7%) compared to the state average (33.7%). There is a surplus of rental units priced from \$500-750 and \$750-\$1,000, and a deficit of rental units priced below \$300 per month, between \$300-\$500 per month, and over \$1,000 per month.

In terms of owner-occupied homes, there is a surplus of homes with monthly mortgages under \$750 per month (est. \$130k), and a deficit of homes with monthly mortgages over \$750 per month (est. \$130k). The vacant residential buildings percentage rate is higher than the county and state averages and those of neighboring municipalities, including South Zanesville, Pleasant Grove, and North Zanesville.

COMMERCIAL & INDUSTRIAL

In terms of business industry, Zanesville carries a higher rate of employment in food services (13.19%), healthcare (19.35%) and retail trade (18.18%) than averages for the state, while trailing with employment in professional office (2.19%) and manufacturing (7.65%) industries.

The Zanesville zip code's top business producers include a mix of industrial, institutional, residential and retail uses. Its top area employers by detailed industry code lack heavy concentrations of office, professional/commercial services and manufacturing employers.



Above: Vacant and underutilized property is spread throughout the neighborhood, surrounded by a commercial and industrial zoning districts.

PUBLIC INSIGHTS

One of the key elements that informs the development of the Plan are the ideas and aspirations of the public. A number of public engagement activities was conducted by the planning team to solicit ideas and develop the vision for future growth in the Putnam Avenue Corridor. These ideas, values and aspirations provided the foundation from which the Plan framework was formed. Through the engagement process, over 100 ideas were shared and contributed for how the area should be planned in the future.

The following section encompasses insights from various stakeholders, steering committee members, community engagement sessions, and public surveys. These insights were collected via stakeholder meetings, an online public survey open for six weeks beginning in February 2023; an open house conducted by the planning team on February 9, 2023, and a meeting with the Muskingum Valley Park District to obtain insight into the regional trail network.

What we Heard



PLACEMAKING & IMAGE

The Putnam Avenue Corridor is an important historical district in Zanesville with both state and federal historic designations, and the community desires to enhance its perception and image while celebrating its culture and history. There is a desire to enhance the “gateway” entrances to the neighborhood by the 6th Street Bridge to make it feel more welcoming to both residents and visitors, and to create a neighborhood or district brand representing Putnam’s distinct personality.



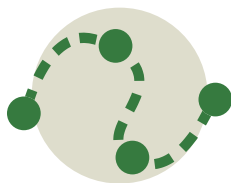
INFILL & DEVELOPMENT

There is currently too much vacant and underutilized space in the neighborhood and the community feedback indicates a desire to create new housing and commercial infill projects—especially restaurants and businesses—and to coordinate the area’s currently uncoordinated land use plan in part by transitioning non-compatible uses. There’s support for integrating a mixture of housing types including multifamily, senior, and step-down housing, and for connecting adjacent neighborhoods through trail and greenway networks. Respondents feel that the addition of new businesses and restaurants as well as new development of appropriate design to fill vacant lots could help turn Putnam into a destination space and create an environment that brings economic growth to the area.



PARKS & OPEN SPACE

There’s currently a lack of access to the Licking and Muskingum riverfronts in the Putnam Avenue neighborhood and there is a desire for improvement so that residents can enjoy the waterfront areas—for example, by creating riverfront access and walkways. There is also a desire and opportunity to create new park spaces and to also update and make safer existing parks and facilities such as Restoration Park and Putnam Landing Park. A significant issue with all respondents in the Putnam neighborhood is the issue with vagrancy and in certain areas, concentrated segments of unhoused individuals—specifically in the vicinity of the community’s social services agencies. There are safety issues in community spaces and walking areas, specifically with lighting, sidewalk conditions, and blight that work together to create an uninviting and unsafe atmosphere.



CONNECTIVITY

The community noted that there is a lack of trail and pedestrian connectivity within and to downtown and to local and regional trails. As in the Old 8th Ward, cyclists, pedestrians and recreational users would like to see additional connections between trails to improve connectivity and safety. There is also support for creating and implementing streetscape improvements, which would not only help preserve historic spaces and make the area more attractive and safer for residents, visitors and families, but would ideally connect the two gateway areas of the neighborhood, providing continuity and connectivity.

KEY TAKEAWAYS

From the robust existing conditions analysis, community engagement, market trends, and best practices, a series of key takeaways for Putnam Avenue Corridor were identified. The findings informed the recommendations/priority projects outlined in this plan. The following is the summary of the plan input key findings.

Existing Conditions & Market Analysis

- The area is home to artists, makers, and small business with a rich history and sense of local pride in the community.
- Putnam Avenue is the primary route through the historic district and intersects an important gateway into downtown Zanesville.
- Existing parks and open space can benefit from updated visions to improve gathering space and access to riverfront.
- The neighborhood contains several vacant and underutilized properties, which may present opportunities for incremental redevelopment projects.
- Existing zoning along Muskingum River limits economic development opportunities with a mixture of residential and commercial uses.
- Across the City of Zanesville, there is a deficit of “step up” and higher density residential units which could accommodate the abundance of older residents and smaller households.
- Across the City of Zanesville, there is a deficit of office, professional/commercial services and manufacturing employment.

Public Insights

- Improve community perception and image within the city and region
- Identify strategic infill projects that will spur additional new development
- Promote and integrate a mixture of housing types – multifamily, senior, step-down housing, etc. – to attract and supplement residents in all stages of life
- Promote neighborhood safety through streetscape amenities that could include lighting, sidewalk improvements, crosswalks, etc.
- Connect to adjacent neighborhoods through trail networks, while also remaining connected regionally through waterways and greenways
- Provide access to the Muskingum River for open space and recreation
- Look into transitioning non-compatible uses to reflect the current and future needs of the neighborhood

Plan Framework

THE VISION

The vision for the historic Putnam Neighborhood is for a vibrant mixed-use neighborhood that is connected physically and socially, honors and celebrates the rich arts and culture in the area, and embraces and promotes the river as a unique community asset. This includes opportunities for living, recreation and entertainment, work and innovation, and places to retreat to nature. Collectively these uses and experiential opportunities help to elevate the neighborhood, adjoining neighborhoods and downtown and the overall City of Zanesville.

The framework outlined in this chapter to achieve the vision contains a series of projects which were informed by a set of guiding principles that serve as the cornerstones for shaping the vision of the district. The principles are illustrated to the right, and the priority projects for the neighborhood are outlined in detail on the following pages. It is important to note that the vision and the principles and priority projects address opportunities that have the highest impact and level of support in the area. There are other projects and programs that should also be considered as the area develops. The priority projects and future efforts should work together to shape this important place in the city's tapestry.

HOW TO USE THIS DOCUMENT

Within this chapter there are "Next Steps" callout boxes with each priority project. These boxes contain general actions for putting the plan to action for each project. These steps are intended to be general and guide the implementation process. They are the beginning of the implementation steps but do not include all the steps or opportunities that will guide implementation. With the overall vision and the priority projects it is important to note that the vision and the projects outlined herein are conceptual, and will require future planning and development to bring them forward.

GUIDING PRINCIPLES

The foundation of the plan framework and the priority projects outlined later in this chapter are a set of development principles. The development principles are tenets of design, development, and investment that guide and shape the vision, and inform future public and private investment.

Four guiding principles were created for the study area. This includes thoughtful mixed-use development, re-imagined streetscapes, purposeful public spaces, and improved connectivity. These principles guided and informed the development of the vision, and the identification and creation of the priority projects for the area. They were born out of input from the project task force, public input, technical analysis, and previous plans and studies. These principles should guide and inform future public and private investment that take place in the study area, including the priority projects. In essence, they serve as a guidepost to measure how future public and private investments align with the vision and framework outlined herein.

THOUGHTFUL MIXED-USE DEVELOPMENT



Future development in the study area should provide a mixture of uses, including medium and high density residential, commercial, tourism and culture, and various other uses.

RE-IMAGINED STREETSCAPE



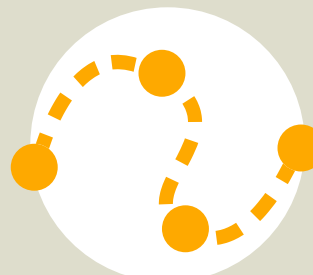
Streetscapes should be a complete street with a focus on the pedestrian, which includes street trees, amenity zones, on-street parking, and landscaped features.

PURPOSEFUL PUBLIC SPACES



New public spaces should be created that contain amenities and programming for all ages and events. These spaces are important for current and future residents and visitors, and guide and support economic investment.

IMPROVED CONNECTIVITY



Connections are critical to the economic and social health of the area. As new development and investments take shape they should enhance the connectivity of the study area physically and socially.

THE FRAMEWORK

A revitalization framework was developed for the Putnam Avenue neighborhood. The framework outlines a series of priority projects that will be transformational in helping to advance the neighborhood. As noted previously, the framework and projects represent community aspirations. The plan addresses existing condition issues, responds to market opportunities, and collectively creates a framework that can be a catalytic step in revitalizing the neighborhood. This framework represents a 5-7 year horizon of improvements. The goal would be to implement these projects within that time frame, and then repeat the planning process for the neighborhood.



FRAMEWORK			
	Residential Stabilization		Neighborhood Gateway
	Planning Development Areas		Streetscape Improvements
	Neighborhood Mixed Use		Proposed Greenway/Blueway
	Riverfront Mixed Use		Existing Trail Network
	Parks and Public Space		

THE PRIORITY PROJECTS

Priority projects are initiatives that enhance the physical character of the study area in ways that aim to generate further interest and development. Their importance lies in the transformative effect these changes could bring to the adjacent properties and the downtown as a whole. The projects in this section are meant to interest developers, inspire business owners, and instill community pride in residents.

Many of the priority projects are designed to be carried out by Zanesville as a community. Whether it is the City of Zanesville, Muskingum County, Zanesville-Muskingum County Port Authority, local business owners, local interest groups, or engaged residents, the community has a responsibility to come together and transform the study area. Wherever possible, responsibility for the completion of these projects should be shared by the public and private sectors.



PUTNAM STREETScape

Re-imagine the Putnam Avenue streetscape as a complete street, with a renewed aesthetic, safety features, and sustainable elements.



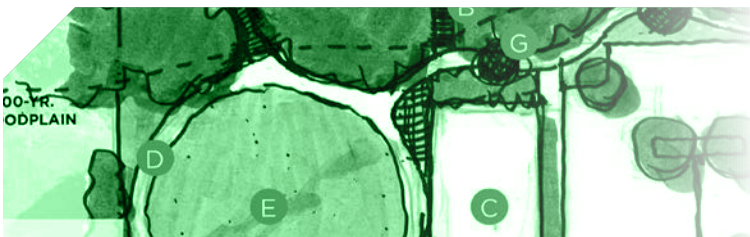
STRATEGIC INFILL

Promote vacant and underutilized areas for reinvestment by creating a vision and plan for redevelopment backed by an strategic economic development strategy.



GATEWAY & BRAND

Enhance the primary gateway into the neighborhood to celebrate the rich history of the corridor and to improve the connection into downtown Zanesville.



PARK & PUBLIC SPACE IMPROVEMENTS

Reinvest in existing park and public spaces to create a unique and multi-purpose community gathering space to connect nature, people, and commerce.



BLUEWAY/BIKEWAY INITIATIVE

Create a unique blueway and non-motorized trail hub that connects to existing and future regional networks and celebrates nature and culture throughout the region.

PUTNAM STREETSCAPE

OVERVIEW

One of the priority projects that stretches across the neighborhood is an enhanced streetscape for Putnam Avenue. Streetscape improvements are improvements made to the public right of way which may include upgrades to the roadway, safety and sidewalks and paths, landscaping and shade, and brand elements, as well as pedestrian features to improve safety and comfort.

Guiding Principles

- Improve safety conditions for pedestrians, cyclists, and motorists
- Address access management
- A new condition to attract and grow future private development
- Enhance the image and brand in the neighborhood

WHY THIS PROJECT?

Existing Condition

- Incomplete sidewalk network
- Primary corridor through the neighborhood
- Primary connection into downtown – 6th Street Bridge

Public Input Takeaways

- A desire to preserve/re-integrate historic brick
- A need to address sidewalk conditions (cracking, heaving, etc.)
- Improve the image of the neighborhood
- Add lighting to improve safety

PROJECT ELEMENTS

The streetscape improvements as outlined herein include a schematic concept for how Putnam Avenue may be improved in the future. This concept includes enhanced sidewalk areas, pedestrian crossings, parking reconfigurations, traffic calming and green infrastructure, parking, lighting, and branding elements.

Specific design elements include street trees, on-street parking with modified materials to promote safety and encourage traffic calming, trash cans, bike racks, wayfinding and signage elements, and new curb and sidewalks with brick pavers or enhanced concrete treatment.

It is important to note that these improvements do not need to be implemented all at the same time, and could be implemented through a phased approach. This project can also be aligned with other planned capital improvements made by the City, and align with state funding sources such as OPWC and other ODOT programs.

IMPLEMENTATION

Responsible Parties:

- City of Zanesville
- ODOT

Timeframe:

- 3-5 yrs.

Opinion of Cost:

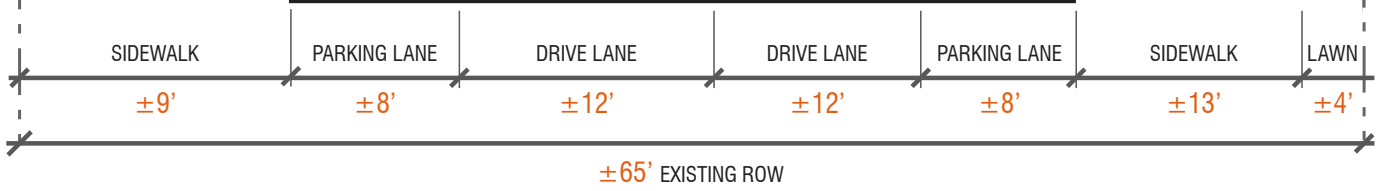
- Improvements begin at \$1,200 per linear foot
- Bump-outs add additional 15% to cost, and numbers include a contingency (35%)
- Putnam Ave: ± 3700 feet, approx. \$4.5 to 6 million

Potential Funding Sources:

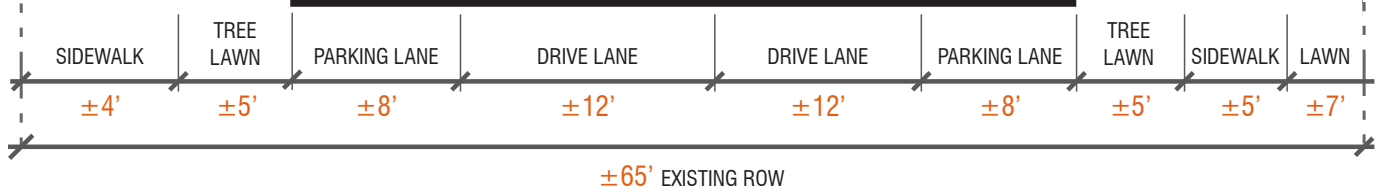
- ODOT TAP
- TIF
- Public/Private Partnership



PUTNAM AVE. - EXISTING



PUTNAM AVE. - PROPOSED



Character Images

STRATEGIC INFILL

OVERVIEW

This project is about identifying areas within the neighborhood that may be targeted for infill and redevelopment. The purpose and intent is to identify location for infill and redevelopment to guide the character of developments, identify strategies and incentives to bring new investment, and suggest policy changes necessary to support the new investment.

Guiding Principles

- Traditional mixed-use infill that complements the streetscape
- An improved Putnam Avenue streetscape
- Attainable housing
- Distinct architecture that complements and celebrates the history of the neighborhood

WHY THIS PROJECT?

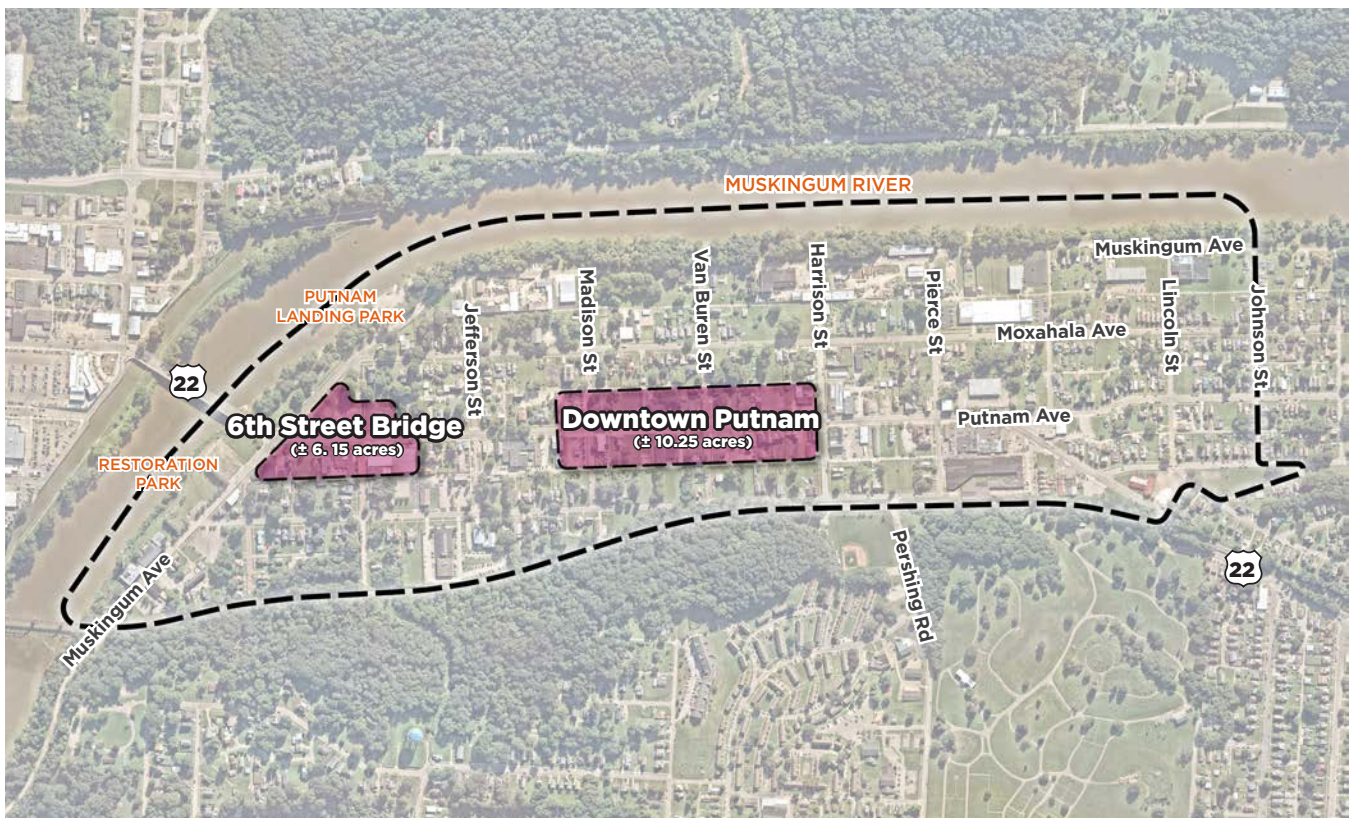
Existing Condition

- Collection of vacant lots + undesirable uses
- Large potential to expand housing options
- Ability to promote arts, history, and entertainment

Public Input Takeaways

- Capitalize on the area's history with the Underground Railroad
- New development of appropriate design to fill vacant lots
- New business and restaurants could create a destination space
- Create an environment that brings economic growth

PUTNAM AVE. PLANNING DEVELOPMENT AREAS



Downtown Putnam

The downtown Putnam PDA is at the center of the neighborhood and Putnam corridor. This consists of a mix of uses and contains some large undeveloped parcels and clusters.

VISION

Traditional mixed-use and medium density infill that includes attainable housing, and new commercial development to serve the existing neighborhood.

DEVELOPMENT PRINCIPLES:

- Traditional mixed-use infill that complements the streetscape
- An improved Putnam Avenue streetscape
- Attainable housing
- Distinct architecture that complements and celebrates the history of the neighborhood

DEVELOPMENT PROGRAM:

Uses

- Mixed-use

Intensity

- 2-4 stories

Character

- Buildings oriented to the street
- Ground floor retail preferred use
- Updated streetscape with pedestrian amenities
- Traditional architecture contextual to the historic district
- Integrated plazas and public gathering areas
- On-street parking



Character Images

6th Street Bridge

This redevelopment area is the north gateway into the Putnam neighborhood, and the connection between the neighborhood and the downtown. It includes two key intersections on Putnam with Muskingum Avenue and Adams Street, and frontage along the Muskingum River. There are some historic structures in this area, but much of the area is vacant or underdeveloped which makes it an ideal priority development area.

VISION

A mixed-use development pattern including housing, commercial, public spaces, and entertainment uses such as bars and restaurants.

DEVELOPMENT PRINCIPLES:

- Traditional mixed-use infill that complements the streetscape
- An improved Putnam Avenue streetscape
- Connections to the Muskingum River and future greenway system
- Attainable housing
- Distinct architecture that complements and celebrates the history of the neighborhood

Character Images



DEVELOPMENT PROGRAM:

Uses

- Mixed-use

Intensity

- 2-4 stories

Character

- Buildings oriented to the street
- Ground floor retail preferred use
- Updated streetscape with pedestrian amenities
- Traditional architecture contextual to the historic district
- Integrated plazas and public gathering areas
- On-street parking



IMPLEMENTATION:

Responsible Parties:

- **The Zanesville Muskingum County Port Authority (ZMCPA)** – the ZMCPA can serve as a critical development partner given its role in facilitating County economic development.
- **Muskingum County Commissioners** – given the potential of this corridor to serve as a strong sales tax generator, its development could represent a strong return-on-investment back to the County and as such could drive County leadership to innovate strategic partnerships to help deliver the project financially or otherwise.
- **Ohio Department of Development (ODOD)** – the ODOD is the administrator of a number of funding programs including some that can incent Opportunity Zone investment activity and mixed-use projects.
- **JobsOhio & Ohio Southeast Economic Development** – JobsOhio and its regional network partner, Ohio Southeast Economic Development, can serve as important contributors to the implementation of catalytic development projects that fulfill a market need.

Strategies

- Create a Developer RFP for mixed-use Development that includes the benefits of a Federal & State Opportunity Zone subsidy, a New Markets Tax Credit financing structure and a Transformational Mixed Use Tax Credit conceptual capital stack to allow for a greater pool of Developers to take interest in the site.
- Connect potential tenants to Ohio Certified Development Companies (CDCs) and private lenders to facilitate access to SBA 504 and 7a capital.
- Work with the County to estimate sales tax returns of the planned Development project in an effort to allow a grant in lieu of estimated sales taxes. This can be done through an effort with the Port Authority.
- Consider the creation of a Downtown Redevelopment District to allow for a source of revenue that can support grants to potential tenants.
- Market the Opportunity Zone benefits to real estate developer & investor networks, particularly the State's credit that provides 10% of the OZ investment back to the investor in the form of a State Income Tax Credit, which can be sold or transferred.
- Use incentives to drive the development of multifamily with a mixture of price points.
 - » Community Reinvestment Area – the City could consider amending its State Street CRA to include a requirement that a specified number of units are affordable at a desired price point.
 - » .41 Tax Increment Financing – the City could consider offering favorable .41 TIF terms to include a requirement that a specified number of units are affordable at a desired price point or the Development fits the City's desired plan.
- Consider revenue capture of economic incentive programs to reinvestment in infrastructure or other uses.
 - » Sales Tax Exemption – the Port Authority can consider utilizing its sales tax exemption powers for projects, in which the Developer realizes 50% sales tax savings and the other 50% if deposited into an infrastructure fund.
- Prioritize Housing with Rent and Mortgage prices that are affordable to current Zanesville wage-earners or those in fast-growing occupations.

Programs to Deliver Mixed-Use Development

- **Downtown Redevelopment District** – Downtown Redevelopment Districts (DRDs) allow for the capture of property tax revenue, similar to a TIE, that can be reinvested into a wider variety of uses that includes providing grants to qualified businesses. This tool can serve as a mechanism to pay for infrastructure and/or attract tenants.
- **Transformational Mixed-Use Tax Credit** – Transformational Mixed Use Development Tax Credit (TMUD) – provides an insurance premiums tax credit valued at 10% of development costs for “mixed use” projects. Credits are sold to insurance companies for 85-90 cents on the dollar. The City should encourage new mixed use buildings that at least two or more stories high (or a single-story mixed-use building with 75,000 square feet) to apply for the incentive, as in each of the first two rounds of TMUD, projects in the General City category (Zanesville’s category) have had a strong likelihood of funding given the amount available and program demand.
- **New Community Authority** – New Community Authorities (NCAs) are public-private partnerships that allow for a property charge, or a charge on economic activity (sales, incomes, etc.) to create a revenue stream to fund certain elements of the project. NCAs can be a strong source of additional revenue to support the issuance of a bond, or serve as an annual infrastructure fund to pay for project infrastructure or other costs that fit the definition of a “community facility.”
- **New Markets Tax Credit Program** – the New Markets Tax Credit program (NMTC) utilizes an award of federal tax credits to leverage project financing for real estate projects in eligible geographies. Typical structures include a scenario where federal tax credits of 39% of eligible project costs awarded to the project are sold to investors, in exchange for equity that is contributed to a leveraged loan. The net return to the Developer can typically be anywhere from 10%-20%.
- **SBA 504 Program and 7a Program** – the SBA 504 and 7a programs are loan programs governed by the Small Business Association (SBA). SBA 504 can cover 40% of project costs, in which a private lender would cover the other 50% and the business would cover 10% in an equity contribution. SBA 504 can finance land, buildings, equipment, leaseholds improvements and project related soft costs. SBA 7a programs have additional flexibility in what they can cover, including working capital, inventory and valuation-supported goodwill.

Programs to Deliver Mixed-Use Development cont.

- **State Opportunity Zone Tax Credit** - provides an incentive for Taxpayers to invest in projects in economically distressed areas known as “Ohio Opportunity Zones”. These Ohio Opportunity Zones are qualified opportunity zones in this state designated by the Federal Statute 26 U.S.C. 1400Z-1. The investor invests cash in the Ohio Qualified Opportunity Fund (“Ohio QOF”), which in turn must invest that money in a Qualified Opportunity Zone property in Ohio. Once the money is invested in the Qualified Opportunity Zone property (“QOZ Property”), the Taxpayer is eligible for a non-refundable tax credit equal to 10% of the amount of its funds invested by the Ohio QOF in the QOZ Property. The Taxpayer may invest in multiple Ohio QOFs and may receive tax credits totaling up to \$2 million dollars during the 2022-2023 biennium period.
- **Property Assessed Clean Energy Financing** - Property Assessed Clean Energy (PACE) Financing provides the developer a non-recourse loan, paid back by property tax assessments over 20-25 years based on any cost related to an energy efficiency improvement which is a loose term. This financing mechanism is desirable to developers as the payback requirement stays with the property upon a sale or foreclosure and is no risk to the developer. A rule of thumb is that these can generally account for at least 30% of a project’s cost.
- **Port Authority Sales Tax Exemption** – Port Authorities have the ability to enter into a sale-leaseback structure with Developers, where the Port Authority takes temporary ownership of the property then leases to the Developer to allow the project to be exempt from Sales Taxes on construction materials.
- **JobsOhio Vibrant Communities Program** – Zanesville is an eligible community for this program, which was established to assist distressed small and medium sized communities with the implementation of catalytic development projects that fulfill a market need and represent a significant reinvestment in areas that have struggled to attract new investment.
- **Community Reinvestment Area Tax Abatement** - The Community Reinvestment Area (CRA) Program is a direct incentive tax exemption program benefiting property owners who renovate existing or construct new buildings. This program permits municipalities or counties to designate areas where investment has been discouraged as a CRA to encourage revitalization of the existing housing stock and the development of new structures.

6TH STREET BRIDGE GATEWAY

OVERVIEW

The focus in this section is on improving the gateways and overall image and brand of the neighborhood. This project is about improving the gateway into the neighborhood at the 6th Street Bridge. The proposed improvements also align with and support other priority recommendations such as access to and along the river, and the 6th Street Redevelopment Project.

Guiding Principles

- Improve safety conditions for pedestrians, cyclists, and motorists
- Address access management
- Improved condition to attract and grow future private development
- Enhance the image and brand in the neighborhood

WHY THIS PROJECT?

Existing Condition

- Incomplete sidewalk network
- Primary corridor through the neighborhood
- Primary connection into downtown – 6th Street Bridge

Public Input Takeaways

- A desire to preserve/re-integrate historic brick
- A need to address sidewalk conditions (cracking, heaving, etc.)
- Improve the image of the neighborhood
- Add lighting to improve safety

PROJECT ELEMENTS

There are a number of elements that make up the gateway improvements. These elements are illustrated in the concepts shown on the opposite page. These include decorative pavement and new mast arms to improve the aesthetic of the intersection. The decorative paving together with the addition of crosswalks also work to improve the safety condition. Also included as an element in the design is gateway signage at the intersection which will brand and celebrate the historic Putnam neighborhood.

Complementing the physical improvements to the infrastructure are private improvements. The concepts here depict the 6th Street development projects. Developing vacant lots along the streetscape will help to define the neighborhood and frame the intersection.

IMPLEMENTATION

Responsible Parties:

- Muskingum County
- City of Zanesville
- ODOT

Timeframe:

- 5-10 yrs.

Potential Funding Sources:

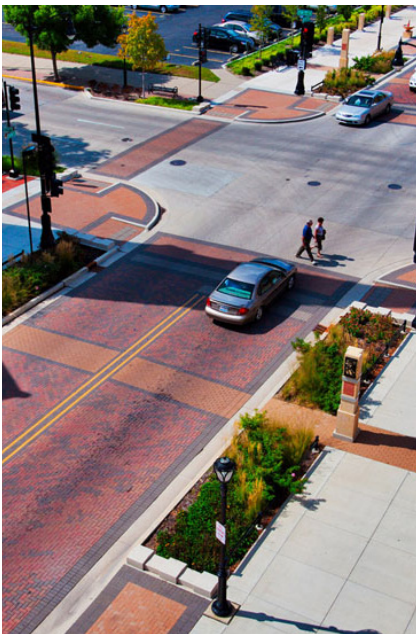
- ODOT TAP
- TIF
- EPA/ODNR Green Infrastructure Funding



6TH STREET BRIDGE GATEWAY- EXISTING



6TH STREET BRIDGE GATEWAY - PROPOSED



Character Images

PARK & PUBLIC SPACE IMPROVEMENTS

OVERVIEW

Restoration Park is a landmark public space in the community. It has history, charm, and has served as a center for gathering and community events for the Putnam neighborhood and the greater Zanesville community. It is an important connection to the river, and complements surrounding private investment taking shape in the neighborhood.

This priority project is comprehensive park master plan to make Restoration Park a signature events and gathering space with a focus on arts and culture, which will also serve as a primary trail head for a regional blueway/bikeway system.

This priority project is about enhancing this space, better connecting it to the river, neighborhood, and downtown, and integrating it into other priority projects including the Putnam Avenue streetscape and redevelopment areas. The goal is to create a place that continues to serve as a community hub/gathering place for current and future generations and complements both public and private investment in the neighborhood.

Guiding Principles

- Improve park program and offerings for events and gathering
- Establish a local and regional trail head for connectivity, arts, and culture
- Enhance the image and brand in the neighborhood
- Celebrate the riverfront

WHY THIS PROJECT?

Existing Condition

- Modest improvements
- Maintained primarily by small group of community members

Public Input Takeaways

- Turn Restoration Park into an event space for programming
- Improve connection from Putnam Landing to Restoration Park
- Create riverfront access
- Clean up river's edge
- Consider safety

PROJECT ELEMENTS

The proposed park concept includes a number of new elements and some updates. The design is guided by new connections that cross the space and connect to Putnam Avenue and a proposed greenway along the river, potentially serving as a significant trail head in the local and regional blueway and bikeway system. It also includes enhanced connections to the Muskingum River. With both concepts illustrated on the opposite page, the proposed improvements include a new multi-purpose building to host a variety of events. Within the park are also a variety of opportunities for seating, public art, and historical and environmental education and interpretation stations.

IMPLEMENTATION

Responsible Parties:

- City of Zanesville
- Muskingum Valley Park District
- Putnam residents and businesses

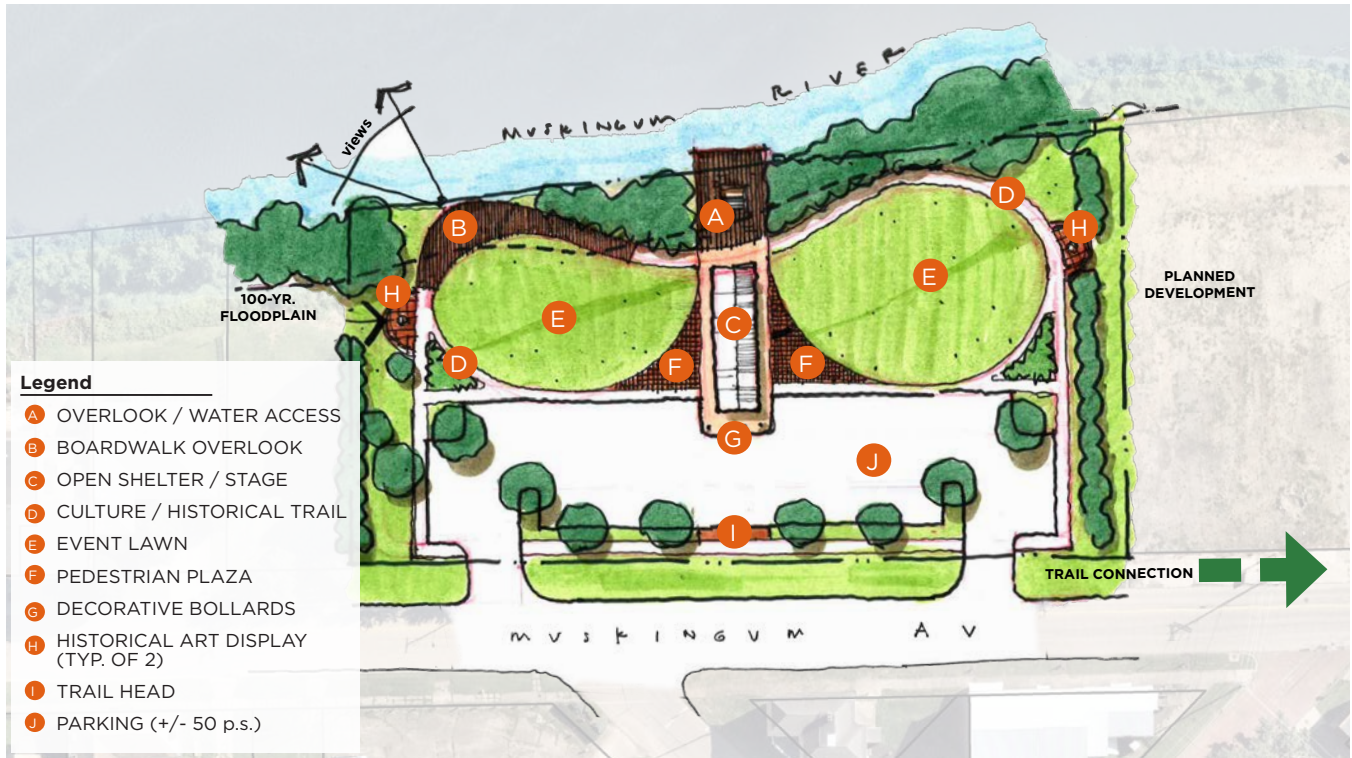
Timeframe:

- 2-4 yrs.

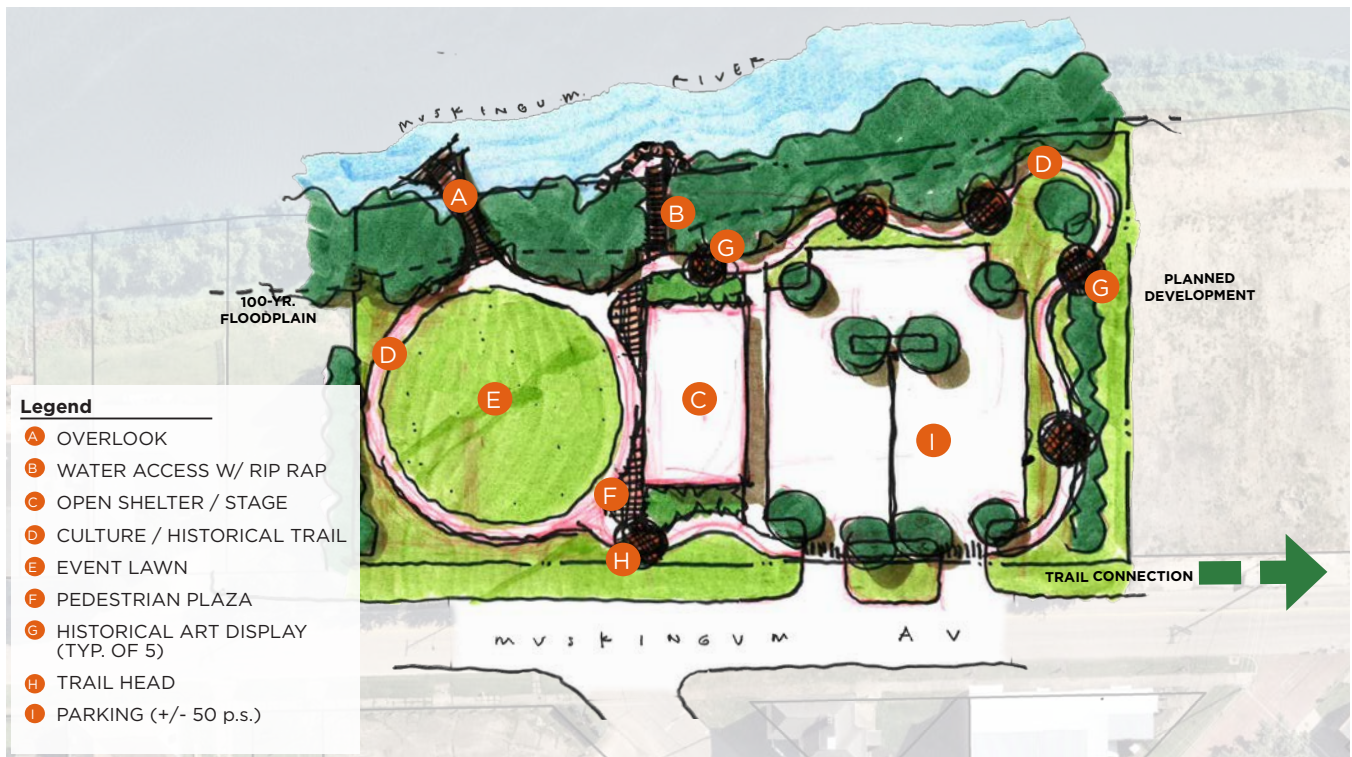
Potential Funding Sources:

- ACG Grant
- Clean Ohio
- Public Private Partnership
- Natureworks

RESTORATION PARK - CONCEPT ONE



RESTORATION PARK - CONCEPT TWO



BLUEWAY/BIKEWAY INITIATIVE

OVERVIEW

The purpose of this project is to enhance regional connectivity in the area on both land and water. It involves creating a regional system that integrates nature, art, culture, history and community to create a first-class amenity for residents and visitors.

Guiding Principles

- Strengthen connections to and from the neighborhood to a regional system
- Provide clear access to trails and the river
- Improve safety conditions

WHY THIS PROJECT?

Existing Condition

- Limited public access to the river
- Limited non-motorized connectivity surrounding and within neighborhood

Public Input Takeaways

- Improve non-motorized connectivity
- Create opportunities to connect to the river
- Improve connectivity to downtown

PROJECT ELEMENTS

The purpose of this project is to enhance regional connectivity within the Putnam neighborhood into surrounding Muskingum County on land and water. It involves creating a regional system that integrates nature, art, culture, history and community to create a first-class amenity for residents and visitors. It will also connect the neighborhood and region by planning connections to Coshocton, Dresden, Zanesville, McConnelsville, Cambridge, Somerset and other areas via land and water. Ultimately, the system also sets the stage for future regional connections along the Muskingum River corridor.

The guiding principles of this project are to strengthen connections throughout the County via a comprehensive blueway and bikeway system along the Licking and Muskingum Rivers. Additionally, the goal is to provide clear access to the river(s) and trails, and improve safety for non-motorized activities along with multimodal transportation in the region.

The justification of need for this project is due in large part to the impacts the Covid-19 pandemic had on the local and regional culture. Covid created a renewed interest in being outside and connecting to nature, improving personal health, and being in parks and connecting to parks. This project will help meet this increasing demand by providing the infrastructure to connect residents and visitors to the outdoors. This is important to this Appalachian region, as many residents and potential visitors are being attracted to other parts of the state outside of the region (such as to Licking County and the Mohicans), resulting in lost tourism dollars that can be captured in this region.

IMPLEMENTATION

Responsible Parties:

- City of Zanesville
- Muskingum Valley Park District
- Putnam Residents and Businesses

Timeframe:

- 2-4 yrs.

Potential Funding Sources:

- ACG Grant
- Clean Ohio
- Public Private Partnership
- Natureworks

