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- The City of Zanesville
 - Zanesville Downtown Association
 - Muskingum County Community Foundation
 - Zanesville Muskingum County Port Authority
 - Muskingum Growth Partnership
 - Zanesville Muskingum County Chamber of Commerce
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Antoher Name

Introduction



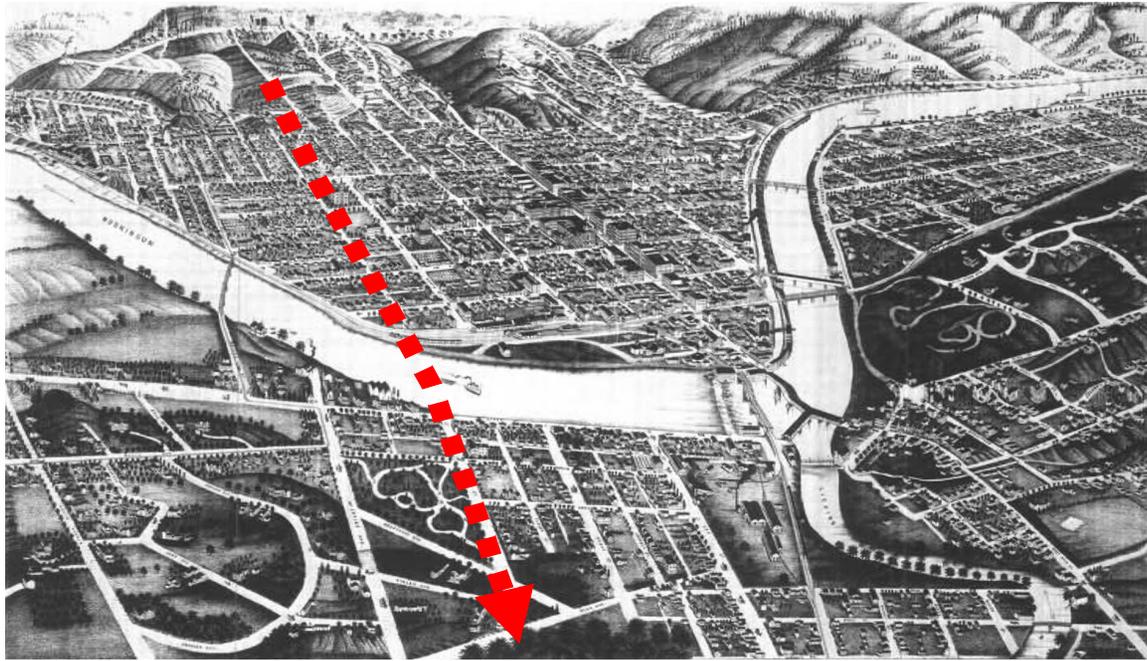
Master Plan Target Area

Background

Kinzelman Kline Gossman [KKG] was retained to assist the City of Zanesville with a downtown master plan update and riverfront corridor planning initiative.

KKG used the 1995 Downtown Master Plan by Hyett Palma and the Muskingum River Lock & Dam Study by Woolpert as a point of departure for this body of work. The intention of this planning initiative was to identify development opportunities within the geographic area and issues which impact those opportunities both positively and negatively.

Organizational and public policy regulatory issues are also discussed within this document in an attempt to mitigate any ineffi-



Historic Zanesville

ciencies that may contribute to an inability to implement a strategic development initiative.

Study Area

The territory for the target area is identified as follows and is shown on the aerial photograph located on the preceding page.

East: Underwood Avenue

North: Memorial Bridge

West: Linden Avenue / Licking River /
Near West Main Street

South: Dug Road / Muskingum Avenue

Purpose of the Planning Initiative

The purpose of the planning initiative is to identify issues and development opportunities for the river corridors, identified as part of the target area, and to provide an abbreviated update to the Downtown Zanesville Master Plan prepared in 1995 by the consulting firm Hyett Palma for The Zanesville Downtown Association.

Years of passive engagement with the river[s] along the shores of downtown has led local leaders to consider the creation of a long range vision for the Muskingum and Licking river corridors. The rivers have always had and will continue to have a significant impact on the physical and economic development of downtown Zanesville.

In addition to the natural beauty and geographic interest a river brings to a community, the obvious benefit of an active river corridor is the economic benefit from travel and tourism and the development opportunities for land uses adjacent to the river[s].

As in many river towns, the river was the reason for early settlements and the main transportation connection to the rest of the country. For the early pioneers, the river was the

primary transportation network for shipping goods and products throughout the eastern United States. In later years, it became the source for power, water for consumption and irrigation, and sewage treatment.

As the railroad replaced the river as a preferred mode of transportation, these river towns turned their backs on the river to embrace train stations as they became the new gateway to the cities. In doing so, cities became less concerned with appearances and land uses at the river's edge because of the purely utilitarian use of these once important shores. Rail lines were often placed parallel to the river to take advantage of "flat ground" and became physical barriers to the river. Commercial and industrial businesses "backed" their operations against the rail line and shoreline rendering the river an "untouchable" asset to the communities they served.

Intentions of the Planning Initiative

As many have rightfully asked; Don't we already have a master plan? And why develop a strategic plan for downtown Zanesville and the river corridor?

The Master Plan, completed in 1995 by Hyett Palma, has served the Zanesville Downtown



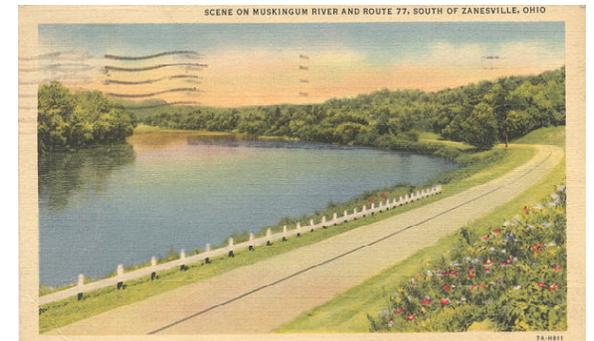
Schultz Opera House

Association and City well for nine years. The plan provided a downtown districting overlay that has been utilized for developing long-range development and land use decisions, by the city and individual property owners. The plan also identified retail uses deemed appropriate for downtown Zanesville along with tenant recruitment strategies for attracting select merchants.

In addition, the plan has helped the City of Zanesville to identify several public improvement projects which the City has implemented over the past few years. These projects include a streetscape program for Main Street, a new infill traditional neighborhood housing development in the Greenwood area, and the Zane's Landing Riverfront Park project.



Main Street Zanesville



Muskingum River Parkway



Dug Road at Putnam Hill Park



Downtown Zanesville looking east

Our intentions with this update is to identify what has successfully been accomplished over the previous nine years, what adjustments should be undertaken with the plan in order for the plan to remain effective, and to identify fresh development and organizational opportunities for the downtown and the river corridors.

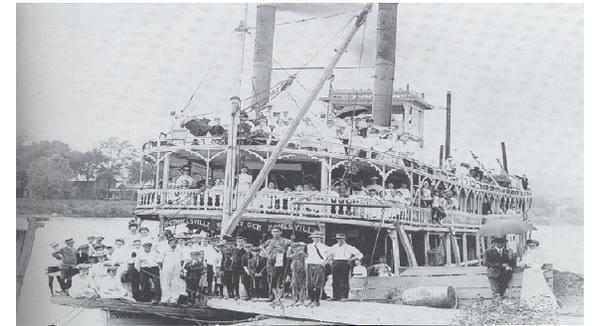
The purpose of the strategic plan portion of the effort is to recruit the caretakers and stakeholders of downtown to help develop a long range vision for the future. The vision includes a study of the potential economic development opportunities along the Muskingum River Parkway and the Licking River through downtown, the Historic Putnam area, and the Near West Main Street area as defined in the boundaries of the study.

Source Documents

The following denotes prior studies that the planning team reviewed in order to begin the planning process:

- *Downtown Zanesville Master Plan*
Prepared by:
Hyett Palma in 1995

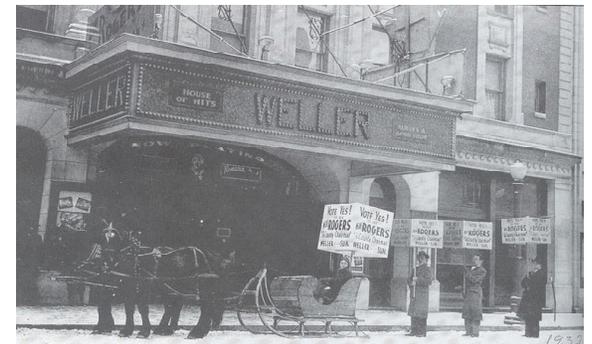
- *A Master Plan and Historic Conservation Study for the Putnam Area*
Prepared by:
Visnapuu & Gaede Inc.; June 1974
 - *Muskingum River Lock & Dam Study*
Prepared by:
Woolpert Associates
 - *Beautiful River: Rediscovering the Ohio*
Prepared by:
TV Image
 - *Downtown Special Improvement District;*
Prepared by:
City of Zanesville; August 7, 2000
 - *City of Zanesville Planning and Zoning Code;*
Prepared by:
City of Zanesville; August 7, 2000
 - *Economic Impact Study 2000 Report*
Prepared by:
Rovelstad & Associates; October 2001
 - *Muskingum River Economic Valuation;*
Prepared by:
Sarah Lowder &
Radha Ayalasomayajula; The Ohio State University; Summer 2000
 - *Muskingum River Economic Valuation: Phase II Executive Summary*
Prepared by:
Sarah Lowder &
Radha Ayalasomayajula; The Ohio State University; December 2000
 - *Downtown Usage Survey*
Prepared by:
Walter Huber, Ph.D. &
James Hockaday; 2001-2002
 - *Potter's Alley Feasibility Study*
Prepared by:
Kinzelman Kline Gossman; 2004
- Early History Overview**
The following denotes historic events in Zanesville and Putnam.
- Ebenezer Zane was born in Virginia on October 7th, 1747.
 - In 1772, The Muskingum River was named from the Delaware name "Moos- kin-gung" which means Elk Eye River.
 - The first permanent white settler was Edward Tanner in 1796.



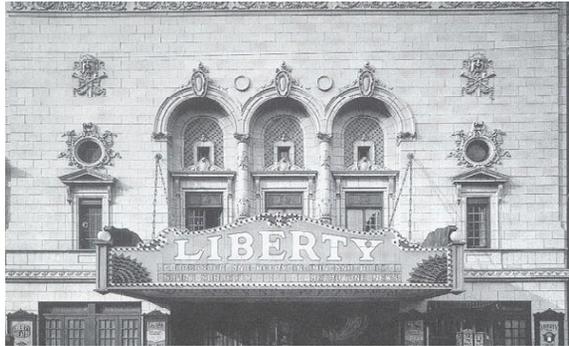
Valley Gem Steamer



Fifth Street looking North circa 1920



The Weller Theatre on Third Street



The Liberty Theatre on Fifth Street

- In 1796, Ebenezer Zane was granted a commission to navigate a route from Wheeling, West Virginia to Maysville, Kentucky. This route was later named “Zane’s Trace”.
- In 1797, the final survey of the route was made, however, it was not signed by President Adams until 1800.
- In 1799, Jonathan Zane and John McIntire layed out Westbourne to prepare for expected settlers.
- On John McIntire’s land, the first school was opened in 1800, in the West Zanesville Area. The school provided for 25 students.
- In 1801, Zanesville got its name when the postmaster general referred to the town as Zane’s Town, Zanesville’s original name.
- The National Road, was early America’s busiest land artery to the West. The National Road stretched from Cumberland, MD. to Vandalia, IL. Begun in 1806, the “Main Street of America” was the only significant land link between east coast and western frontier in the early 19th century.
- In 1809, the Zanesville Courthouse construction begun. The Courthouse was finished in 1810.
- Between 1810-1812, Zanesville served as the state capitol.
- Also, in 1810, John McIntire’s “Stone Mansion” was completed.
- In 1814, the original Y-Bridge was completed. Originally, the Y-Bridge was a toll bridge.
- In 1814, after a post office mishap, Springfield’s name changed to Putnam.
- In 1814, Zanesville was incorporated and William Craig was elected mayor.
- Joseph Rosier made salt glazed stonewear.

Note: History was taken from the websites www.Zanesville.com; www.ohiohistory.org

Recent History Overview

The more recent past of downtown Zanesville is important to understand as it had a significant affect on the development patterns of the city core and contiguous areas.

Prior to the late 1960’s, downtown Zanesville was easily accessible from all of the surrounding neighborhoods by all modes of transportation. The neighborhoods adjoined downtown in a relatively seamless manner, allowing easy access for pedestrians and streetcars as well as automobiles and buses.

The Monroe neighborhood, located in what is now the urban renewal area, once served

downtown as a mixed use neighborhood that was linked into downtown via Fifth, Sixth and Seventh Streets. Market Street, Shinnick Street and Main Street, prior to the widening of Underwood Avenue [Route 60 & Route 146], connected neighborhoods to downtown without the barrier of a high speed arterial we see today.

First ring neighborhoods to the Northwest of downtown, across the Muskingum River, surrounded McIntire Park allowing residents to access this public space from the nearby collection of traditional homes.

As the federal interstate highway system was being planned in the 1950's, local business leaders pushed hard to gain support at the national level to bring Interstate 70 through the middle of downtown Zanesville, as opposed to preliminary plots to take it around the city. The higher land take costs, engineering complications, and roadway development costs were a few reasons to consider locating the roadway elsewhere.

Zanesville leadership thought "America's New Main Street" would provide prosperity to the heart of the community and demanded

the interstate highway be located in-between downtown and the Monroe area and cross the Muskingum River at McIntire Park before moving further west.

Both Interstate 70, and the widening of Route 60 along Underwood Avenue, had major affects on downtown's future. While traffic was improved in both north/south and east/west directions, neighborhoods adjacent to downtown were severed from the core by way of wide arterial transportation corridors and elevated highways. This transformation rendered much of the land adjacent to the corridors inappropriate land uses, some of which, was radically modified in the years that followed.

Coupled with the shift in retailing and housing development, to Zanesville's north and south growth corridors, downtown was transitioning to a government and financial center with some minor retail and light manufacturing. Consequently, downtown, was loosing ground quickly as the prime location for retail, office development, and quality housing.

This evolution of downtown Zanesville is

consistent with that of many cities and towns in the United States after World War II. Therefore, this evolution of the city should not be thought of as a anomaly.

From the late 1800's to the 1950's, downtown Zanesville flourished as a regional center of commerce, culture and government. This was brought about in part by the city's location within the state, its centralized physical development, its significance as a center of industry and manufacturing, and its strong collection of densely populated traditional neighborhoods within close proximity of the city center.

Reasonably inexpensive labor costs, abundant natural resources, and a focus on manufacturing, mining, and pottery contributed to these early years of prosperity for the city.

The nationwide post World War II housing development program had a significant impact on settlement patterns and development trends in Zanesville as well. As housing developments were built around the City to accommodate parents of "baby boomer" home buyers, many in-town neighborhoods became

less desirable places to live. This is evidenced today by the lower than state average owner occupied housing within Zanesville proper.

As the residential population along new growth corridors expanded, retail and services opened new and relocated existing businesses within close proximity to these newer neighborhoods.

The exodus of inner city businesses was the early warning sign that the role of downtown Zanesville was changing forever.

Study Goals & Objectives

Our planning team met with various Zanesville stakeholders to identify specific goals and planning objectives that would define the strategic direction for the Downtown Master Plan Update and Riverfront Development Plan. The following highlights these goals and objectives.

- Investigate and evaluate the development of the downtown, riverfront, historic Putnam & west Main Street areas.
- Develop viable vision plans to stimulate the continuing development of the areas.

- Promote economic stability and sustainability of downtown and adjacent areas.
- Promote physical linkages within the greater community into downtown Zanesville.
- Develop a vision for linkage and development opportunities for the Historic Putnam Area and Near West Main Street Area.
- Develop a strategy for downtown designed to take full advantage of the significant traffic counts on the 1-70, Rt. 60, & Rt. 22 Corridors while re-establishing downtown as the true heart of the community.
- Take full advantage of the Muskingum River Corridor for recreational and economic development purposes.

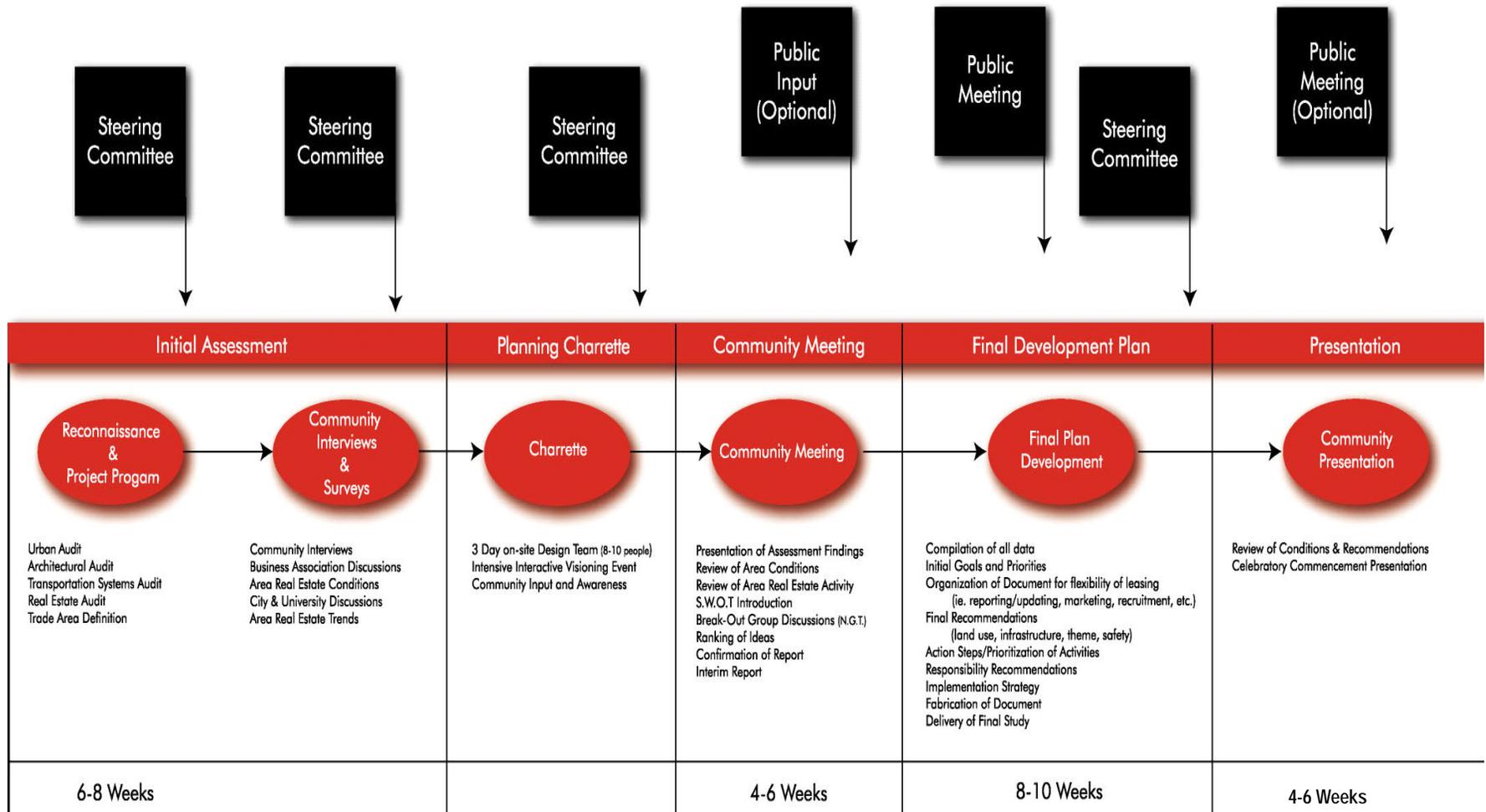
Process

The community consensus building process for the study was important to engage Zanesville business owners, the downtown stakeholders, officials, and residents. The schedule on the following page depicts the timeline for these activities.

The following lists the process that the consultant team underwent in order to complete the Master Plan Update for the downtown and riverfront corridor.

- Base Mapping, Photography
- Urban Land Use Analysis
- Market Research
- Stakeholder Interviews (group & individual)
- Group SWOT Analysis
- Early Identification of Potential Significant Projects including:
 - Potter's Alley (Art's & Entertainment District)
 - Artist Colony
 - Business Incubator
 - Riverfront Development Opportunities
 - Seniors Housing @ Projects
 - Adaptive New Use of Pioneer School
 - Availability of Several Key Properties
- Design Workshop (Charette)
- Workshop (Charrette) Accomplishments
 - 2.5 Day On-Site Design Workshop
 - Interactive design process
 - Working laboratory in downtown

DOWNTOWN MASTER PLAN UPDATE & RIVERFRONT DEVELOPMENT



Planning Initiative Process Schedule



SWOT Analysis Meeting

by engaging KKG Design Team with downtown.

- Create design ideas for instant community feedback.
- Provided forum for SWOT Ranking

Steering Committee Results

On March 16, 2004 a downtown master plan river corridor steering committee meeting was facilitated by the KKG consulting team. The purpose of the meeting was to gain an understanding of the committee's issues and opportunities regarding the future of downtown and the river corridor. In an effort to provide an

opportunity to hear from as many participants as possible, the committee was divided into two groups.

The following lists the Steering Committee results formulated from the the meeting. The list incorporates strengths, weaknesses, opportunities, and threats to downtown Zanesville and the river corridor as seen from both committee groups present at the meeting.

STRENGTHS:

Community

- Schools- public, private
- Regional health care
- Community philanthropy
- Proximity to large regional population
- 4 seasons climate
- Media (TR, WHIZ, etc.)
- Airport
- Public transportation
- Regional tourism destination
- Sportsman destination (fishing/hunting)
- Dillon Lake
- Community care

- Largest city in southeastern Ohio
- Racial harmony
- Political redistricting elevates Zanesville's importance
- People know where Zanesville is

Downtown

- \$16 million invested downtown last year
- I-70 (60 million travelers per year)
- The rivers (waterfront, public space)
- Y-Bridge/6th Street Bridge
- Rails/Bridges/Sidewalks
- Good traffic counts
- Civic anchors: library, City Hall, Courthouse
- Lighting downtown-churches and bridges
- Government center
- Financial center
- Lorena Sternwheeler
- Boaters destination
- New infill construction (good design)
- Bus station/bank
- Chamber Visitor's Center (small conference space)
- Sufficient parking downtown
- Downtown's picturesque setting
- Supermarket downtown

History & Culture

- Artist heritage
- Historic structures (*architecture, Y-bridge*)
- Downtown churches
- Rt. 40 National Road
- Pottery history
- Cultural destinations
- Pedestrian friendliness downtown (it is improving)
- Secrest Auditorium
- Local cultural network (Community theatre, etc.)

Industry/Employment

- Longaberger Basket Company
- Available workforce (issue needs reviewed)
- Access to telecommunications
- Railroad
- Regional employer

WEAKNESSES:

Aesthetics/Design

- Public “face” of community I-70 views
- Eyesores (buildings, railroad, industrial businesses views)

Pedestrian/Parks/Recreation

- Pedestrian linkages
- Parks, green space, bikeways
- Youth programs
- Bike path does not connect into downtown

Property Ownership

- Absentee landlords & building owners
- Vacant buildings

River Development

- Pedestrian access to rivers
- Create destinations along rivers

Community

- Community apathy toward downtown
- Business linkages- community wide
- Low/moderate income demographic

Development

- Downtown housing
- Poor land uses downtown (industrial, jail, etc.)
- Geographic confinement of downtown
- Lack of retail and restaurants
- Need for hotel near Chamber Visitors Center
- Industry moving out of town

- Greenwood area
- Public amenities support for retail (rest rooms, daycare, etc.)

Government

- Governmental guidance- zoning, code enforcement, design review
- Safety perception downtown
- Lack of visible law enforcement

Transportation

- Roadway configuration (one ways, lighting cycles)
- Traffic issues
- Parking downtown

OPPORTUNITIES:

Aesthetics/Design

- Cohesive visual identity
- Wayfinding, welcome / directional signing

Pedestrian/Parks/Recreation

- Community gathering place
- Creating central focus
- Green space/Public art

River Development

- River walk
- Take advantage of rivers and Y-bridge
- River, canal, locks, lock keepers house
- Lighting of Y-Bridge

Community

- Arts cultural destination

Development

- Artisans opportunity
- Arts & Entertainment focus
- Conventions, trade shows
- Business incubator
- Market Street enhancements
- Development incentives for downtown
- Restaurants for downtown
- Housing downtown for cross demographic market
- I-70 traffic
- Public / private real estate development partnerships
- Pioneer School redevelopment
- Old post office redevelopment
- Marketing opportunity-signature events, tourism
- The Armory Building
- Development grants
- Farmers Market

- State Street at I-70 development
- Sports arena

Organizational

- Tourism (river, arts, history, pottery)
- Change low/moderate income demographic

Government

- Code enforcement, zoning, building maintenance
- Community consensus on master planning for downtown & the river corridor

THREATS:

- Vision too broad
- Money to fund vision
- Leadership (community, government, corporate)
- Commitment to the plan (people, resources)
- Jobs
- Lack of population growth with expendable income for demand
- Access to downtown
- Divided community (north / south)
- Blighted core of city

- Crime areas close to core of city
- Elements of plan not identified for immediate implementation
- To ignore the plan
- Public support
- Transportation / energy costs forcing reduction of tourism / travel
- Further loss of retail/restaurants
- Riverfront development funding
- Catalytic projects not identified

Stakeholder Interviews

Interviews were also conducted with key stakeholders in the community on Friday, May 14, 2004 as a part of the three-day town meeting and design charrette exercise. Twelve one on one stakeholder interviews were completed by the consultant team during the three-day design charrette and telephone interviews following the design charrette. Five key stakeholder interviews were also conducted on June 4, 2004, and additional individual meetings bi-weekly.

Stakeholder interviews consist of conducting one-on-one discussions with the community representatives. They are designed to identify key issues and concerns, gain an understanding of the community including current and future projects, and gain the trust and enthusiastic support of the community stakeholder. Stakeholder interviews are often used in the early stages of projects, such as in the redevelopment of a community, and as part of the information gathering stages. In redevelopment planning, stakeholder interviews are also a simple form of 'knowledge mapping'. The information gathered can be used to inform the development of an appropriate strategy or redesign idea.

By engaging the community up front in an interactive process, we were able to use key stakeholder generated ideas and concerns as the foundation of a redevelopment program and design platform and to develop Goals, Objectives and a Vision statement. We were also able to integrate existing and future project information obtained from the information gathering process and apply these existing and planned projects to the redevelopment strategies, illustrative redevelopment concepts and implementation solutions.

We identified core questions to be asked at each stakeholder interview. The identified core questions listed below represent the general information gathered during stakeholder interviews. Each core question was followed by exploratory questions by interviewers to elicit conversation as appropriate. The exploratory interview process guides the consultant to discovering specific community concerns and future and planned project information.

Questions

1. What projects are you working on in your area of expertise that could influence or impact the future of Zanesville?
2. What would you like to see in Downtown Zanesville or the Riverfront in terms of redevelopment?
3. What are the qualities of Zanesville that should be kept? Not kept?
4. Who are other community leaders and representatives whom we need to contact?

Each interviewee was asked specific questions and engaged in a general conversation about his or her concerns and involvement in the community.

Observations and conclusions drawn from these meetings include the following:

- Relocate the Ballas Egg factory and Ralston Purina (Benco) -pet food processing plant to either the North Point or East Point industrial parks.
- Redevelop Zanes Landing which has potential as a premier outdoor cultural attraction.
- Continue with the revitalization of downtown and consider developing the area around the canal from the Y- bridge to the Underwood bridge.
- Develop areas next to I-70 for more economic benefit to downtown.
- Encourage better government leadership and involvement in downtown's river areas.

- Establish an Artists Colony –an artist’s work/live community.
- Utilize the hand operated lock system (in particular Lock 10 downtown) as a significant tourist and cultural destination.
- Address parking issues in downtown Zanesville.
- Provide more market rate housing development throughout central city Zanesville.
- Utilize the churches as a visual identity and for events in Downtown Zanesville.
- Fill vacant second floors of commercial buildings with residential uses.
- Reconfigure and consolidate surface parking lots to provide more land for infill development.
- Create in- fill development for residential and professional space wherever possible.
- Develop better gateways in the southeast and east portion of downtown.
- Develop downtown dock units for boat traffic.
- Improve public perception of parking.
- Develop and beautify parking and walking areas.
- Develop pocket parks
- Redevelop historic buildings.
- Encourage development along the River and canals.
- Develop an Artisans Center by the interstate.

Additional Input

In addition to the information gathering meetings and events identified in this section, the consulting team gained additional input and information from numerous individuals throughout the length of this planning initiative. Although these were informal meetings and/or discussions, the input was useful in helping to identify key factors and opportunities for the future of the downtown and river corridors.