



SPRINGFIELD, MISSOURI | FORWARD SGF

# COMPREHENSIVE PLAN

ADOPTED NOVEMBER 14, 2022



# Letter from the Mayor...

September 21, 2022

It is my pleasure to introduce the Forward SGF 2040 Comprehensive Plan. This plan is the culmination of approximately 10,000 points of interaction with the Springfield community to guide growth and development in the community for the next two decades to come.

Springfield is a vibrant city that continues to experience rapid growth. Forward SGF, Springfield's 2040 Comprehensive Plan is a community-driven approach to guiding growth in all of Springfield's communities and focuses on the guiding principle of quality of place, representing the lens through which future growth and planning efforts should be directed. Through significant outreach and record-breaking numbers of citizen participation the message received was loud and clear that the Springfield region should continue to focus on creating unique places and experiences for residents and visitors alike.

The overall themes of community physical image, health and well being and arts, culture and historic preservation run throughout the plan and align with City Council's priorities of quality of place, legislative engagement, fiscal sustainability and accountability, economic vitality, and public safety.

Forward SGF serves as a blueprint to better transportation and transit, investment in our core and our neighborhoods and investment in opportunities for residents and visitors. If successful, Forward SGF will:

- Attract potential investors and provide for fair certainty by telegraphing the community's aspirations for the future and assist with certainty in decision-making
- Serve as a coordinated "playbook" for departments and partners
- Lay the groundwork for future grant seeking
- Aid in review of proposed development
- Guide public improvements and related capital needs
- Align regulations and policies

I want to thank everyone who contributed to the development of this plan, including the Forward SGF Advisory Team, Downtown Advisory Team, Commercial Street Advisory Team, Focus Group participants, community partners and all of those who attended workshops, filled out surveys and otherwise contributed to the vision for Springfield moving forward.

Lastly, I would like to encourage citizens and engaged community partners to review and identify how each of us can contribute to the implementation of Forward SGF and make this plan a reality, as we collectively work together to make the most of our fair city.



Mayor Ken McClure



Ken McClure, Mayor





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## CHAPTER 1

# INTRODUCTION

### *In this chapter*

*What is the Comprehensive Plan?*

*Key Functions of the Plan*

*How will the Forward SGF  
Comprehensive Plan be used?*

In the summer of 2019, the City of Springfield set out to create a new Comprehensive Plan, **Forward SGF**, a blueprint for the future. The Plan is intended to guide growth and development in the community for the next two decades to come, establishing policies that will help City leaders make substantive planning decisions. Ensuring **Forward SGF** is representative of the needs and desires of the community, large-scale community engagement was executed to learn the community's ideas and desires. Based on this feedback, the Plan was developed to grow Springfield as an attractive, safe, and inclusive place for everyone to live, work, and thrive into the future.

## WHAT IS THE COMPREHENSIVE PLAN?

*A Comprehensive Plan is a blueprint for the future. It is a community vision that is intended to guide the City for the next 20 years. The Comprehensive Plan will result in a set of policies that direct future growth and development. Additionally, the creation of a Plan could lead to potential strategies that will help effectively guide City leaders with making substantive and thoughtful decisions for the community.*

### MISSOURI STATE LAW

Missouri law requires any municipality with a planning and zoning commission to adopt a comprehensive plan to guide the physical development of the municipality. Sections 89.350 of the 2018 Revised Statutes of Missouri state that the general purpose of the plan “should be to guide the coordinated development of the municipality, in accordance with existing and future needs, to best promote the general welfare, as well as efficiency and economy in the process of development.” *Forward SGF* fulfills this requirement—it aims to guide strategic growth within the community and inform future decision-making regarding planning and development. This includes strategies, policies, and recommendations for future land use, transportation, community facilities, natural resources, and sustainability. Per Section 11.7 of the City’s Charter, the comprehensive plan (also called the master plan in the charter) should be reviewed and updated every five years.

## KEY FUNCTIONS OF THE PLAN

*Forward SGF* serves the following key functions:

### COMMUNICATING THE CITY’S VISION

The Plan is a powerful statement of the community’s vision for how it grows and changes over the coming years. The Plan identifies the City’s priorities and charts a path for long-term growth.

### INFORM DEVELOPMENT PROPOSALS

The Plan is a long-term guide by which to measure and evaluate public and private proposals that affect the physical, social, and economic environment of the community. The Plan guides and assists in the evaluation of public and private development proposals and helps ensure that proposed development supports the City’s long-term objectives.

### FOUNDATION FOR THE REGULATORY FRAMEWORK

The Plan is a foundation for zoning regulations, the official zoning map, and other decisions guided by these regulations. Future amendments to City regulations should support the long-term goals and objectives of the Plan.

### COORDINATE INITIATIVES

The Plan informs and coordinates planning initiatives that affect the City at the local, county, and regional levels. The Plan may aid and inform efforts related to housing, transportation, trails, natural resources, economic development, tourism, and recreation.

### FUTURE STUDIES

The Plan establishes a guiding framework for the City as a whole and cannot address every issue faced by the City in detail. It identifies numerous geographic areas and specialized subject matters that will require additional study to implement City-wide policy recommendations. Future planning work and more targeted studies such as neighborhood plans or subarea master plans, will be added over time. Those future studies will become part of this all-encompassing Comprehensive Plan that will ultimately span multiple years and address geographic areas. Additional discussion of outstanding planning work the City will carry forward is provided in the Relevant Plans and Initiatives section of **Chapter 3: Community Profile**.

### INFORM AND EDUCATE

The Plan is a valuable source of information for the City Council, the Planning and Zoning Commission, and staff, as well as for local organizations, businesses, and residents. This broad spectrum of interests should use the Plan to inform the community and provide important information that can assist with future initiatives. The Plan is also an effective marketing tool that can be used to promote the community and highlight opportunities for investment.

### CIP AND BUDGETING

The Plan informs the development of the City’s Capital Improvements Program (CIP) and budgeting processes by helping to establish priority expenditures and sequence capital improvement programming.

## HOW WILL THE FORWARD SGF COMPREHENSIVE PLAN BE USED?

### CITIZENS AND THE PUBLIC

Springfield residents can and should reference the Plan and relate their aspirations for change and improvement through the policies and recommendations when participating in community forums and addressing proposals or other matters before City Council and other appointed boards or commissions.

### CITY STAFF

City staff should be familiar with the Plan, the Vision, and guiding principles and should consult future land use policies, goals, and strategies when reviewing development proposals, and drafting in-depth neighborhood, corridor, and area plans. All city departments should be familiar with the Plan’s content, especially when preparing work plans and making recommendations for budgets, facilities, services, and capital improvements.

### APPOINTED BOARDS AND COMMITTEES

Appointed and elected community leaders should be familiar with the Plan to best carry out their work and mission. Board and committee members should demonstrate a commitment to the Plan’s Vision, guiding principles, and policy recommendations to ensure consistency in applying the plan to land use decisions and when making other important policy decisions.

### OTHER AGENCIES AND COMMUNITY PARTNERS

The City of Springfield and various other community partners must work together to implement the Plan. Each community partner is a contributing member of the greater community, the Plan should be consulted and considered when plans and projects are undertaken. The Plan should be presented as the City’s official position on planning and implementing important transportation, environmental, and economic development initiatives that impact the citizens of the City.

### DEVELOPMENT INTEREST

Property owners, builders, and others investing in public and private development and redevelopment in the city should consult and take ownership of the Plan’s vision, goals, and recommendations when formulating their own plans. Citizens should rely on the plan to guide the City towards a future that will improve and expand opportunities to live, work, and play. Since each contribute to the City’s quality of life, the Plan should be used to coordinate everyone’s interest in the development of the City.



## CHAPTER 2

# FORWARD SGF VISION

### *In this chapter*

*Navigating the Plan*

*Forward SGF Top 10*

*Forward SGF Vision*

*City Council Priorities*

*Guiding Principle: Quality of Place*

*Themes*

The *Forward SGF Comprehensive Plan* establishes the long term vision for the City and its growth area. This vision is supported by a series of goals and related strategies which will work collectively to achieve measurable change in the Springfield community. In the end, all components of the Plan are driven by one unifying guiding principle: improve quality of place. The following chapter presents the Plan's organization, the *Forward SGF Vision*, and the Plan's themes that are interwoven across chapters.



## NAVIGATING THE PLAN

The Forward SGF Comprehensive Plan's structure is made up of five key components: the vision, guiding principle, themes, goals and strategies.



## Forward SGF TOP 10

The following are top 10 key initiatives championed by the *Forward SGF Comprehensive Plan* that were developed based on community outreach feedback and top City issues and opportunities. While these initiatives are discussed in various sections across the Plan, they each have a designated section where they are highlighted—marked by the star icon above. In no particular order, the top 10 key initiative include:

- 1. Restore SGF - Neighborhood Revitalization.** Neighborhood revitalization is a top initiative discussed in Chapter 7: Housing and Neighborhoods. It includes Restore SGF, a local initiative that aims to encourage reinvestment and homeownership in Springfield's neighborhoods.
- 2. Place-Based Approach.** This Plan champions a shift in the City's planning focus from use to design with an emphasis on creating quality places to experience through a place-based approach (discussed in Chapter 5: Land Use and Development).
- 3. Comprehensive City Code Update.** This Plan calls for a full update to the City's Land Development Code and Ordinances to align regulations with the recommendations contained in each chapter. The Comprehensive Plan is a policy guide that should inform decision making for years to come, but it is not regulatory. The City needs to update its development regulations to support the Plan's vision.
- 4. UnGap the Map.** This Plan promotes expanding and closing gaps in the trail network, through UnGap the Map, a campaign to fund trail connections discussed in Chapter 11: Parks, Greenways, and Natural Resources. Springfield's trail network is a unique asset that possesses great potential to anchor neighborhood reinvestment and economic development.
- 5. Entrepreneurial Stewardship.** Cultivating an environment for entrepreneurship, businesses growth, live-work opportunities, and starts ups is a key initiative discussed in Chapter 8: Economic Development.
- 6. Corridor Improvements.** The beautification of the City's corridors, including improved planning, right-of-way management, and multimodal access, is a top initiative discussed in Chapter 8: Economic Development, Chapter 12: Subarea Plans, and Chapter 9: Transportation and Mobility.
- 7. Neighborhood Commercial Hubs and Planning.** This Plan promotes planning at the neighborhood level in Chapter 7: Housing and Neighborhoods and forming neighborhood commercial hubs that act as activity centers, discussed in Chapter 8: Economic Development.
- 8. Connecting to Nature.** Leveraging the City's "Basecamp of the Ozarks" brand, the Plan champions enhancing outdoor recreation opportunities, sustainable development, and ecotourism to better connect residents, discussed in Chapter 11: Parks, Greenways, and Natural Resources.
- 9. Growth and Annexation Plan.** This Plan establishes an annexation and growth strategy to promote planned, sustainable, and responsible growth, discussed in Chapter 6: Growth Areas and Annexation.
- 10. Regional Planning and Partnerships.** This Plan promotes regional coordination and planning across all chapters to address local issues that are also tied to the region and surrounding communities. From housing growth and roadway improvements, to trail extensions and stormwater management, the Comprehensive Plan should be a resource in coordinating with neighboring municipalities, county governments, and partner organizations.

## FORWARD SGF VISION

*In 2040, Springfield will continue to anchor a growing region, flourishing as an economically prosperous core community that celebrates strong community identity and is welcoming to all. Neighborhoods will be revitalized, experiencing a mix of new development and reinvestment in existing housing that offers attractive choices to owners and renters at various stages of life. New housing will be complemented by parks, trails, and other amenities that support healthy and safe living. An increasing number of residents will be able to walk and bike to nearby neighborhood shops and restaurants to socialize with their neighbors and support local businesses.*

*Springfield's economy will continue to thrive with beautified commercial districts and a diverse mix of businesses that support well-paying job opportunities and a strong tax base. At Springfield's core, Commercial Street will continue to be strengthened as a unique destination unto itself while Downtown will emerge as a renowned destination for jobs, dining, shopping, and entertainment that attracts visitors from across the region and beyond. Aging corridors will be repositioned with commercial reinvestment, multifamily development, and placemaking strategies that grow support for businesses and strategically concentrate activity to provide recognizable destinations.*

*Springfield will embrace its identity as the "Basecamp of the Ozarks," home to a well-connected system of parks, open spaces, trails, and recreational opportunities that links to the region's many natural assets. The protection of the Ozarks' environment and ecology will be made a priority. New investments in the transportation network will allow community members to conveniently and safely reach community destinations, no matter if they are walking, biking, taking the bus, or driving. Continued maintenance and improvements to utilities, infrastructure, and community facilities and services will ensure high quality of life for Springfield's growing population long into the future.*

*While much of Springfield's growth will take place within established neighborhoods and corridors, strategic annexation and smart growth will enable the City to develop new neighborhoods and districts on its periphery. Coordination with neighboring communities and service providers will ensure Springfield's outward growth maximizes use of infrastructure and minimizes the premature conversion of farmland and natural areas.*

## VISIONS OF CORE ELEMENTS

In addition to the *Forward SGF Vision*, which provides an overarching vision for the community, the following section provides vision statements specific to the core elements of the Comprehensive Plan. This includes the Housing and Neighborhoods; Economic Development; Transportation and Mobility; Infrastructure and Community Facilities; and Parks, Greenways, and Natural Resources chapters. They provide an aspirational narrative for each element that outlines what the City should work towards achieving over the next 20 years based on the community's goals, needs, and desires.

## CORE ELEMENTS OF THE PLAN

### HOUSING & NEIGHBORHOODS

In 2040, Springfield will be composed of healthy, thriving, and welcoming residential neighborhoods that contain a wide variety of housing choices. Quality, affordable housing opportunities will be available to people of all backgrounds and stages of life, drawing new families and young professionals, while allowing residents to age in place. Newcomers can choose from attractive suburban living to traditional or historic neighborhoods in an urban setting. Springfield will flourish with "Complete Neighborhoods," where a variety of day-to-day amenities, like restaurants, shops, schools, and parks will be approximately a 15-minute walk from one's home.

Neighborhood revitalization will be a top priority for the City, providing critical reinvestment into blighted neighborhoods, improving the quality of the housing stock and sense of place. Beautification efforts will drive private investment, building residents' sense of ownership, pride, and identity for the long term. Assets that make each neighborhood unique will be celebrated through branding and preservation in close collaboration with neighborhood organizations. Springfield will provide an authentic urban living experience with revitalized neighborhoods, housing, and places of experience and social refuge that neighboring communities cannot offer.

### ECONOMIC DEVELOPMENT

In 2040, the Springfield area economy will thrive due to its diverse mix of businesses, attractions, housing options, and improved quality of place and living experience. Companies locating to the area will provide high quality jobs that draw talent from across the country and encourages local college graduates to stay in Springfield and jumpstart their careers. Young professionals, families, and retirees will be attracted to the City's assets and livability, including top-rated public and private schools, higher education institutions, natural attractions, and a bustling Downtown. The City's economic resurgence will be seen in residential areas, with diverse housing options and neighborhood commercial centers that serve as hubs of activity, attracting and retaining a wide range of residents, investors, and visitors. Springfield will become a destination for major events, sports tournaments, and outdoor recreation, drawing thousands of visitors annually.

The City will continue to be proactive in attracting investment, ensuring a development-friendly environment, while requiring a higher standard of development that prioritizes people, place, and prosperity. This includes ensuring the provision of necessary infrastructure, multimodal access, high speed internet, and a skilled, educated, and diverse workforce to support the growing business community. In line with the vision of the City's economic development plan, new employment areas will be strategically planned, while older business areas will be targeted for reinvestment and redevelopment. The City will drive a strong regional economy and emerge as the recognized leader in forging partnerships and attracting investment that is beneficial, not only to Springfield, but the vitality of the surrounding region.

### TRANSPORTATION & MOBILITY

In 2040, Springfield will be a highly connected community that provides a variety of safe, reliable, and affordable transportation options to residents, workers, and visitors of all ages and abilities. Springfield will lead the region by example as it continues to grow as a transportation hub, supporting transit-oriented land uses. Transportation improvements will be used to enhance the community's unique identity, beautify the City, and contribute to placemaking. All users of the transportation system will have mobility options that are connected, efficient, and convenient whether they drive, walk, bike, take transit, move freight, or access air travel. The City will embrace innovation and leverage transportation investments to bolster economic growth and tourism.

### INFRASTRUCTURE & COMMUNITY FACILITIES

In 2040, the City of Springfield will continue to equip the community with the necessary utilities, infrastructure, and community facilities needed to foster high quality-of-life and a supportive business environment. Strategic planning for sustainable growth and development of infrastructure and community facilities in close coordination with local stakeholders and regional partners will help meet future needs. Infrastructure and community facilities will be safe, reliable, resilient, and of high quality and design excellence, with the capacity to serve growing demands. Capitalizing on the region's natural resource appeal and infrastructure development will be sensitive to and enhance the valuable natural environment.

Capital improvement and community facility projects will be funded through innovative, diverse funding avenues, including public-private partnerships, recognizing these assets are essential to the vitality of Springfield's existing and future population. Such projects will emphasize multi-use functions, provide equitable access, connect public spaces, and support beautification initiatives throughout the City. Additionally, Springfield's residents and businesses will recognize the value of and develop a sense of community ownership towards these critical public assets to support future growth and economic development.

### PARKS, GREENWAYS & NATURAL RESOURCES

In 2040, the City of Springfield will be home to a first-class parks and trails system that connects, engages, and inspires residents and visitors across all neighborhoods and throughout the region. This integrated system will provide safe and equitable access from residential areas and businesses to Springfield's parks, recreation, sport facilities, and other community destinations. The City will support healthy living and regional tourism, while providing for multimodal transportation options. The City's cutting-edge recreational facilities will be functional, dynamic, attractive, and welcoming to all, while remaining sensitive to surrounding natural environments.

In Springfield, nature will be a part of everyday life and a core component of the community's identity. Green spaces will be seamlessly interwoven into the urban fabric as a connected and healthy ecosystem that highlights Springfield's natural assets. Tree preservation, reforestation, and ecosystem restoration will ensure these assets are thriving for future generations. Springfield's quality amenities will help foster outdoor lifestyles for residents and drive investment as enthusiasm grows. The community at large will be stewards of the environment and leaders for sustainability in southwest Missouri. The City will embrace its role as Basecamp of the Ozarks, linking neighboring communities and natural areas across the region. Innovative partnerships and synergies will be created to further develop Springfield's system of parks, trails, greenways, and natural resources into an outdoor recreation destination and a jumping off point for regional exploration.

## City Council PRIORITIES

The following presents the current City Council Priorities, which were considered during the planning process. Over time, the City of Springfield's elected officials should evaluate and modify their priorities, considering this plan and other City plans and projects that represent top community concerns and priorities.

### QUALITY OF PLACE

Those features of physical environment and qualities of life that make a location a desirable, competitive and economically vibrant place to live.

### LEGISLATIVE ENGAGEMENT

The deliberate formation of a positive relationship with local and regional legislative delegates to affect positive outcomes in legislative policy.

### FISCAL SUSTAINABILITY AND ACCOUNTABILITY

The ability of a municipal organization to adequately meet its primary service delivery needs and financial commitments over the long-term, while also preserving a healthy financial condition.

### ECONOMIC VITALITY

A sustainable economic climate that fosters low poverty, affordable options for quality housing and wage levels that allow the opportunity for people to participate in quality-of-life endeavors.

### PUBLIC SAFETY

The effective delivery of police, fire, and emergency management service, including prevention efforts and protection from events that could endanger the safety of the general public such as crimes, emergencies, or disasters.

## Guiding Principle QUALITY OF PLACE

Throughout the hundreds of hours spent in in-person meetings and thousands of lines of input received through online engagement tools, one unifying concept emerged: **Quality of Place**.

### DEFINING “QUALITY OF PLACE”

Within the context of a Comprehensive Plan, which focuses primarily on land use and development policy, Quality of Place is defined by the built environment and the community's ability to provide amenity-rich neighborhoods and commercial districts. As highlighted in the adjacent images, this includes supporting the development of **complete neighborhoods**, fostering **stewardship** and neighborhood reinvestment, and creating a **vital economy**.

### Creating Complete Neighborhoods

Quality Places begin with healthy neighborhoods that host a range of diverse housing types, that are well-connected with multi-modal facilities and access to goods, services, and community facilities. Where home ownership is in decline and vacancies are threatening to rise, reinvestment and intervention is needed to foster safe, healthy housing, stabilize property values, and enhance neighborhood stewardship. By guiding future growth and new investment towards a 15-minute walking model, Springfield neighborhoods will be more well-rounded with a greater mix of uses that support livable, walkable, and complete neighborhoods.

### Stewardship

Creating a city with Quality Places requires investment, maintenance, and a strong sense of pride and ownership. Amenity-rich environments where people choose to live, work, and play relies on the entire community being good stewards of the natural and built environment. Caring for neighborhoods and resident health and taking responsibility and ownership for the use and protection of the environment and the ecology of the land and natural resources are all critical to economic and social health. To be more welcoming, livable, and business-friendly the city prioritizes promoting and protection its image, character, and identity.

### Creating a Vital Economy

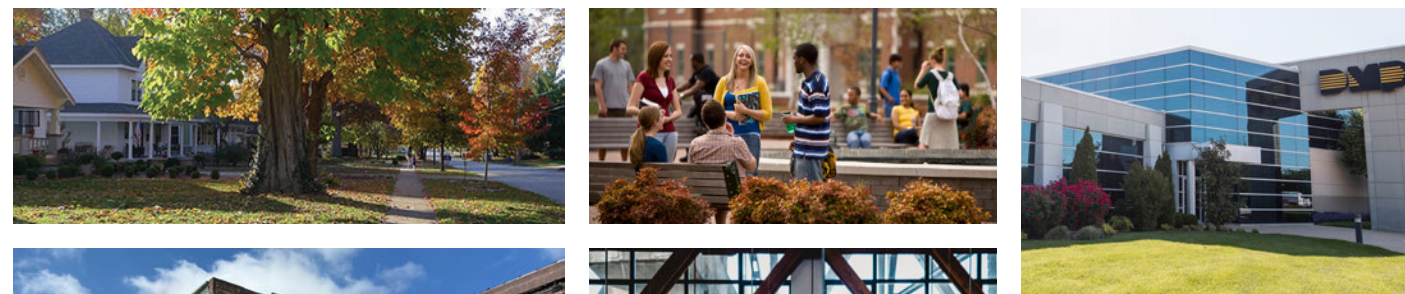
Quality places that are vibrant and prosperous require investment, maintenance, and re-imagining the city's urban spaces, corridors, and districts to ensure they are amenity-rich for a modern workforce that chooses place before profession. A vital economy must be competitive and should promote flexibility and offer incentives to attract entrepreneurs, start-ups, and a remote workforce. Through an exchange of use flexibility for quality design and construction, Springfield will encourage and attract new development and redevelopment with a higher standard and Quality of Place.

### QUALITY OF PLACE IS MULTI-FACETED

Quality of place is the result of numerous decisions, policies, and initiatives working toward the same end. The intentional design and beautification of commercial areas, integration of diverse housing options, creation of formal and informal gathering spaces, multimodal connectivity, and installation of public art—these all play a role in elevating Quality of Place. Whether one is taking a stroll at lunch, meeting up with friends, taking a walk with their kids, or just grabbing a street bench and “taking it in,” public and private initiatives should combine with one another to create quality places in Springfield that people seek out to experience and enjoy.

### FORWARD SGF “NORTH STAR”

Quality of Place is interconnected across all Plan elements and should act as a lens through which future growth, investment, and City initiatives are directed. While the Comprehensive Plan should be used to inform decisions and specific sections should be referenced depending on the topic at hand, Quality of Place should serve as a north star used to guide all future decision making. When considering a project, Quality of Place should act as a litmus test: Will this initiative improve quality of place? How can this project be modified to improve how Springfield residents experience this place in our community?



# THEMES

The *Forward SGF* Comprehensive Plan contains three themes: Community Physical Image, Arts, Culture and Historic Preservation and Health and Well-Being. These crucial aspects of quality of place relate to multiple topics across chapters and have been treated as cross-cutting themes, weaving through each element of the Plan rather than individual chapters. The Goals for each theme were curated during the Goal Setting Focus Group series as part of the community outreach process. Theme-related recommendations are incorporated throughout the Plan where relevant and are identified using the thematic icons shown on this page.

## THEME #1

### COMMUNITY PHYSICAL IMAGE

#### DESCRIPTION

Community members of Springfield have a strong desire to enhance the community's physical image, leveraging the City's assets to build its appearance, reputation, and identity. The City should establish itself as the urban gateway to the Ozarks, a city of authenticity that celebrates both the urban and the natural. This authenticity will be developed through the community's unique position in the Ozarks, celebrating its rich history, culture, and growing diversity. Youth and families will be attracted to Springfield's excitement and activity, with a revitalized Downtown and Historic Commercial Street at its core.

Beautification of the City will require quality design standards and public-private investment, together with placemaking initiatives that foster local sense of pride. Streets should be interlaced with art, greenery, and public gathering spaces, creating attractive urban environments that are visually engaging. Neighborhoods and their streetscapes, each defined by their own memorable character, should be geared toward pedestrians. Natural assets should be preserved and enhanced, with green spaces coalescing new development to form a verdant community. Springfield will be a city of its community: engaging, inviting, and receptive to the ever-changing needs of the people and the region.

#### GOALS

1. Create beautiful, multimodal corridors along Springfield's major streets and thoroughfares enhanced with streetscaping elements.
2. Develop unique, pedestrian-scale neighborhoods that are well connected to commercial centers and community destinations across the City.
3. Plan for private developments and public capital improvements that act together as catalysts for future quality development within the City.
4. Revise development regulations and design standards to ensure future development is of high quality and reflective of the community's desired image.
5. Seek opportunities to create social environments and activities such as public spaces, outdoor seating areas, and festivals to encourage community engagement with one another.
6. Revitalize Downtown and Historic Commercial Street and promote a synergy between the two districts as the center of Springfield's activity, while attracting a diverse range of visitors of all ages and backgrounds.

## THEME #2

### ARTS, CULTURE & HISTORIC PRESERVATION

#### DESCRIPTION

Springfield should continue to flourish as a community that celebrates its local arts, culture, and history as integral and defining aspects of the City. Education and engagement programs should be used to raise awareness and cultivate a sense of community ownership and appreciation for valuable cultural and historic resources. Realizing the vision for other topics covered in *Forward SGF*, such as economic development and community identity, will require strategic use of arts, culture, and historic preservation to enhance Springfield as a desirable place to live, work, and visit.

The City's investments in its artistic infrastructure and stewardship will play an essential role in supporting high quality of life. Walkable environments should be created throughout the community, with public art and historic structures woven into the urban fabric, making the City visually interesting and beautiful. The integration of arts, culture, and historic preservation into future developments, streets, and public areas should become an expected standard, as well as the continued support for Springfield's local creative community.

#### GOALS

1. Support arts, culture, and historic preservation in City codes, policies, and future development.
2. Highlight, promote, and connect Springfield's artistic, cultural, and historic assets through innovative strategies and technology.
3. Secure public funding mechanisms to allow the City to properly inventory, invest, and maintain its existing and future artistic, cultural, and historic capital and institutions.
4. Highlight arts, culture, and historic preservation as community assets across all aspects of quality of life, forming a unified identity for Springfield.

## THEME #3

### HEALTH & WELL-BEING

#### DESCRIPTION

Health and well-being should be integrated into all aspects of quality-of-life in Springfield through mindful collaboration with public agencies and private service providers. This will help establish local policies and practices that improve public education around individual health at every stage of life, starting with Springfield's youth. Increased awareness on best health practices and behavioral choices at an individual level will effectively improve overall public health.

Springfield should continue to grow into a city that supports an active and healthy lifestyle. This includes a robust system of trails, parks, and recreational facilities that are accessible from all neighborhoods. Residents from any socioeconomic group should be able to reach essential destinations, including healthcare facilities, food stores, jobs, and schools, without relying on the availability of a personal automobile.

Affordable and attractive housing options should be supported for all stages of life and income groups. Community members should also have the opportunity to enjoy increased quality of life and economic stability through higher-paying employment options. Through a combination of enhanced education, access, and connectivity, Springfield will help ensure public health and individual well-being is a community priority.

#### GOALS

1. Support active and healthy lifestyles as well as increased accessibility to essential facilities for all socioeconomic groups, including walking, biking, and public transit.
2. Promote equity within the City's housing stock by ensuring residents of all socioeconomic backgrounds can attain quality housing that they can afford.
3. Increase environmental stewardship, protection of natural resources, and supply of parks, open space, and recreational facilities to create a healthy living environment.
4. Reduce disparities regarding food access, housing, education, environmental, financial, and social factors that contribute to poor health in the community.
5. Through close coordination with public and private health-related organizations, proactively integrate health into all aspects of quality of life and inclusively educate and engage the public on best health practices.



## CHAPTER 3

# COMMUNITY PROFILE

### ***In this chapter***

*Community Context*

*Urban Growth Management*

*Demographic Snapshot*

*Existing Generalized Land Use*

*Current Zoning*

*Relevant Plans and Initiatives*

To determine how Springfield should grow over the next 20 years and what issues should be addressed, a clear understanding of where the City is today first had to be established. This understanding of the City's existing needs and opportunities, paired with community input, created the foundation for Springfield's vision for the future.

## COMMUNITY CONTEXT

Located in the Ozarks region in southwest Missouri, Springfield has an estimated 2020 population of 169,176 residents, making it the third largest city in Missouri. It is also the county seat of Greene County. Nicknamed the “Queen City of the Ozarks,” the City is known for its vibrant “big, small-town” feel, with a wide variety of art, historic, and entertainment attractions. Springfield balances urban and suburban, with mixed-use business districts, unique and desirable residential neighborhoods, and suburban development and commercial corridors located outside the City’s core.

The community is highly accessible to the region by a series of major roadways, including Interstate 44, U.S. 160, U.S. 60, and U.S. 65 and is home to the Springfield-Branson National Airport, which connects to 13 major continental destinations. The City is also considered the “Birthplace of Route 66,” which was founded by the U.S. Highway 66 Association in the late 1930s. It became a popular transcontinental travel route, sprouting numerous businesses before undergoing a decline post-World War II with the development of the Interstate Highway System.

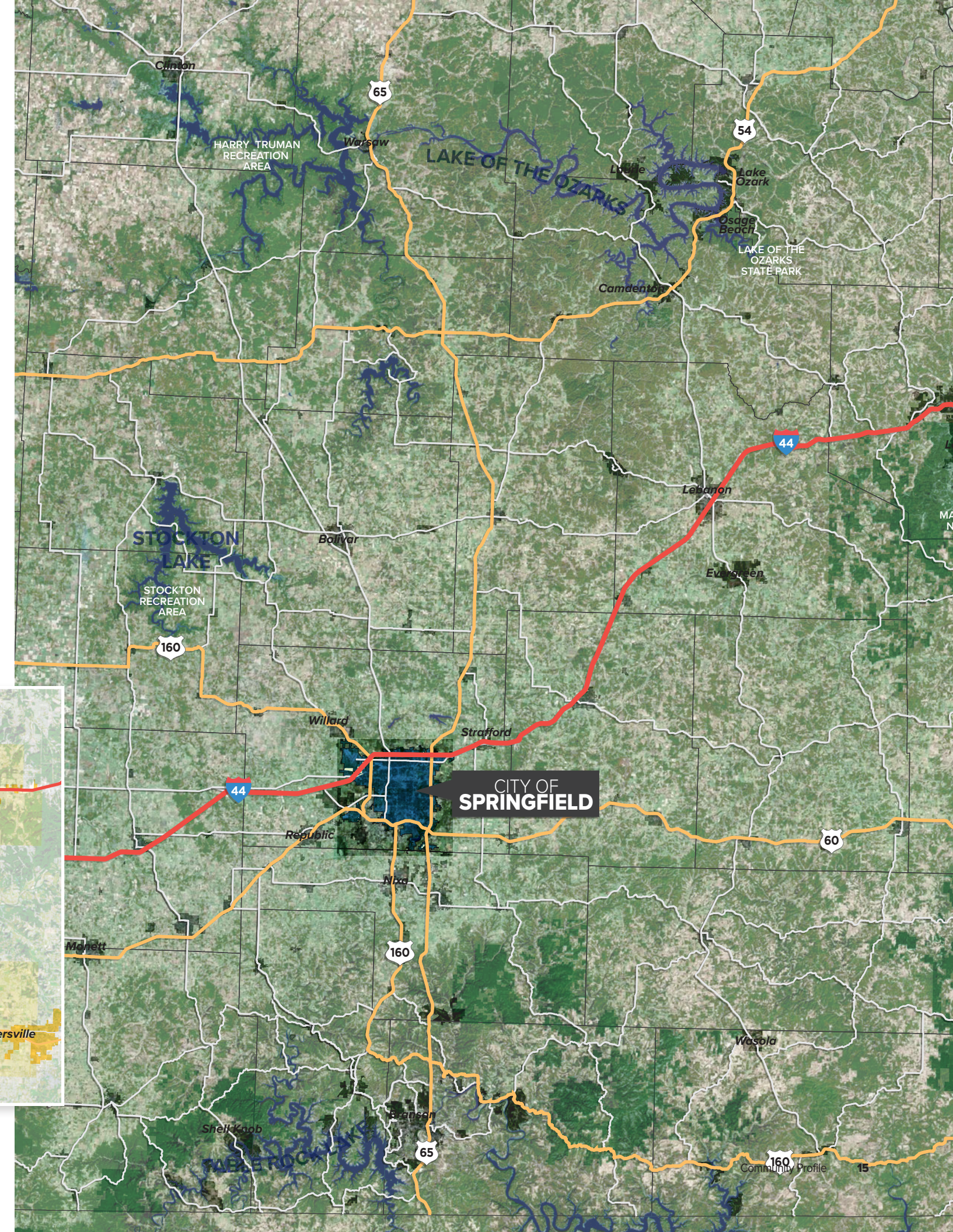
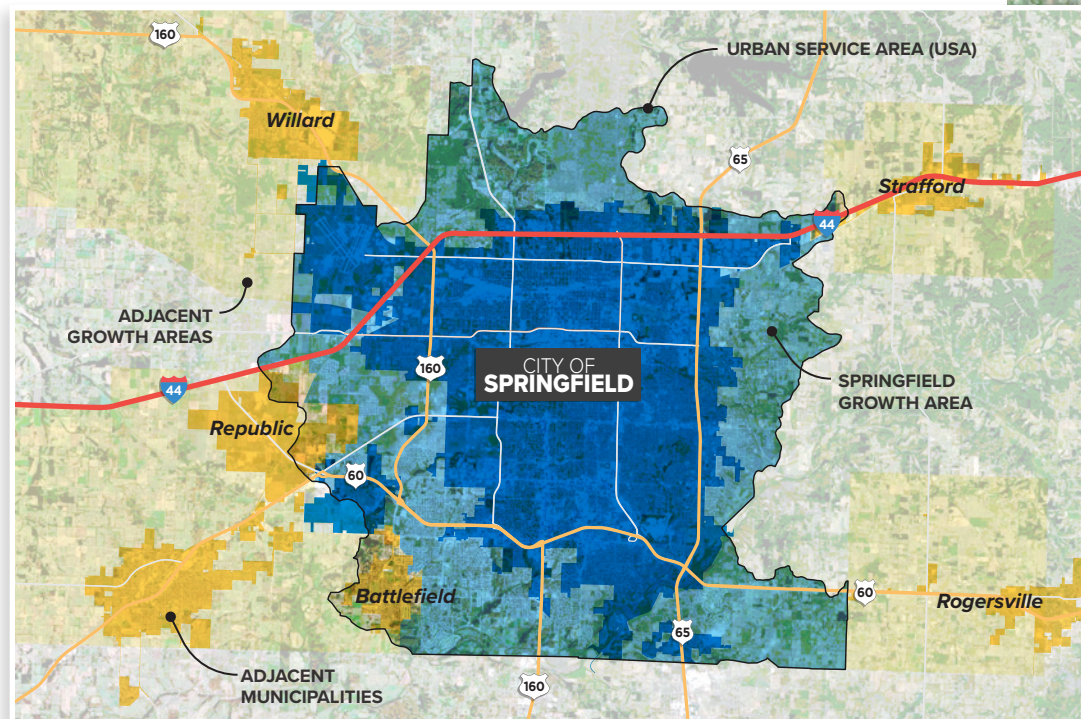
Springfield is home of the Double-A Springfield Cardinals, Johnny Morris’ Wonders of Wildlife National Museum and Aquarium, and the national headquarters of O’Reilly Automotive and Bass Pro Shops. As a major regional provider of medical care, and with four universities and five area colleges within city limits, Springfield is a significant educational and employment center. Its natural beauty, access to natural resources, and unique position in the region sets the City as the basecamp of the Ozarks, providing numerous opportunities for outdoor recreation.

## URBAN GROWTH MANAGEMENT

Springfield’s plan for Growth Management is based on recommendations from the Urban Service Area (USA) policy, **Chapter 5: Land Use and Development**, and **Chapter 6: Growth Areas & Annexation**. Each contribute to a growth management philosophy of balanced growth within the urbanized portions of the City and along the edges. The City of Springfield will utilize the USA as a future planning area to work with the surrounding counties and municipalities to coordinate infrastructure and development planning, as well as promote and implement regional goals and objectives.

## URBAN SERVICE AREA

Springfield’s Urban Service Area (USA) was originally adopted in 1984 as the City’s urban growth area and boundary for services. It is intended to promote cost-effective growth that is sensitive to environmental, community, and fiscal resources. Today, the policy is used by Springfield and Greene County to delineate areas where municipal sewer service could be extended and where transportation improvements are focused. *Forward SGF* plans for areas within Springfield’s growth area, which includes properties within its city limits and USA. Additional discussion regarding growth and annexation is contained in **Chapter 6: Growth Areas & Annexation**.



## DEMOGRAPHIC SNAPSHOT

This section provides a demographic snapshot of City of Springfield to establish an understanding of its population composition and economic indicators. It provides valuable insight into the City through an overview of demographic trends, examining population, income, age, race and ethnicity, and major employers within the community. The City has been compared to Greene County where appropriate for comparison within the regional context. Data sources include the U.S. Census Bureau, American Community Survey 5-Year Estimates, Esri Business Analyst, and the Ozarks Transportation Organization.

### POPULATION

**The City's population is growing steadily but its share in the region is declining.**

Springfield has a population of about 169,176 residents as of 2020. Both Springfield and Greene County have experienced steady growth in population over the last three decades. Largely through new subdivision development, population began to grow significantly in the 1990's. The City's population has grown by 11 percent since 2000, while the County has grown by 22 percent. Based on Springfield's compound annual growth rate over the last 20 years, the City is projected to grow by 11 percent by 2040, gaining about 18,000 people. Growth within the City and County can be attributed to changes in regional employment, such as Amazon and Convoy of Hope, and an increase in migration to the Midwest due to lower cost of living, retirement, employment opportunities, and climate-stability. While Springfield continues to make up over half of the Greene County population (57 percent), its share has declined steadily since 1990 when it constituted 68 percent of total residents.

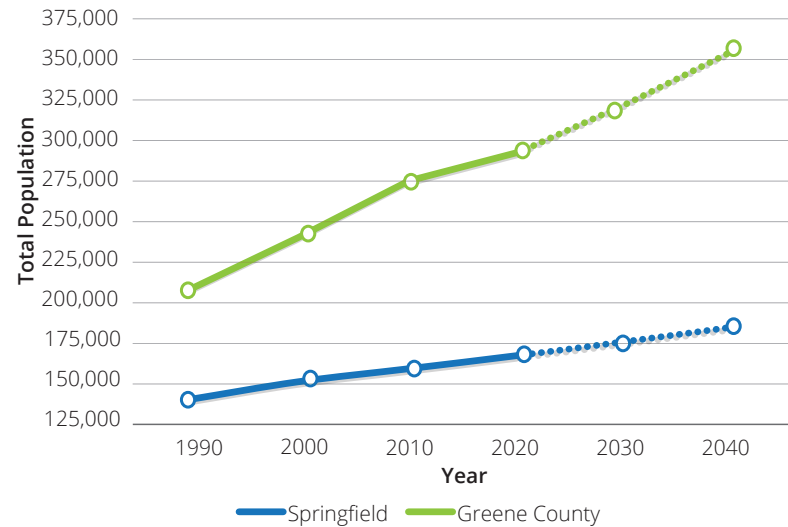
**Total Population**  
Springfield and Greene County

Year	1990	2000	2010	2020	2024*
Springfield	140,494	151,580	159,615	169,176	176,284
Greene County	207,949	240,391	275,174	298,915	310,040
Springfield % Share of Greene County Population	68%	63%	58%	57%	57%

\*Projected Population

Source: U.S. Census; 2020 American Community Survey 5-Year Estimates; Esri Business Analyst; Houseal Lavigne Associates

**Total Population**  
Springfield



Source: U.S. Census; 2020 American Community Survey 5-Year Estimates; Esri Business Analyst; Houseal Lavigne Associates

### INCOME

**The City's median household income is lower than the region's and growing at a slower pace.**

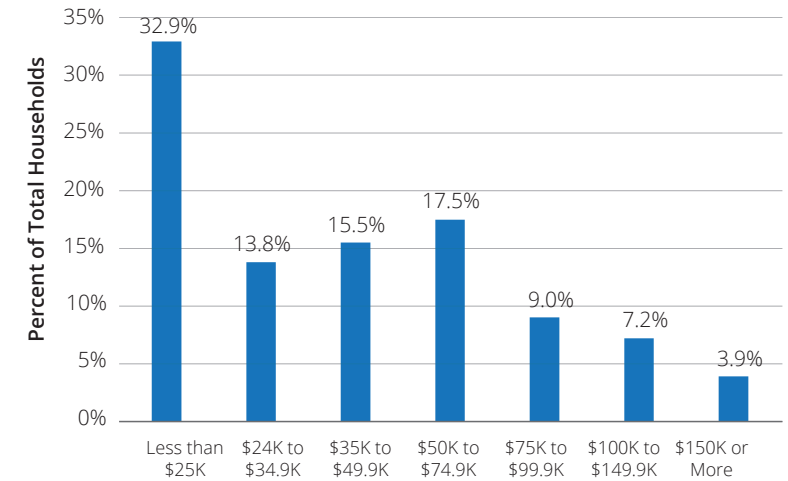
Springfield's median household income (\$37,491) is lower than that of the County (\$47,053). While incomes in both the City and the County have been increasing steadily over the past three decades, the County has grown at a higher rate. In 2020, 62 percent of Springfield households earned less than \$50,000 a year compared to 52 percent of households in the County. Higher concentrations of lower-income households are common in urban areas such as Springfield because they have more employment opportunities, some of which earn lower wages like those in the Retail sector.

### AGE

**Like nation-wide trends, the 65 years old and older population is expected to grow the most.**

The City's median age of 33.2 years old has been increasing, which is in line with state and national trends. Springfield is slightly younger than Greene County (33.6 years old) but the age distribution is similar. Springfield has a slightly larger 15-24 age group, which can be attributed to the City's many local universities and colleges. Between 2010 and 2020, the 65 years old and older age group had the greatest percent increase for both the City and County at 15 percent and 24 percent, respectively. It is expected to continue to grow as the large baby boomer generation ages, which is being experienced by communities across the country.

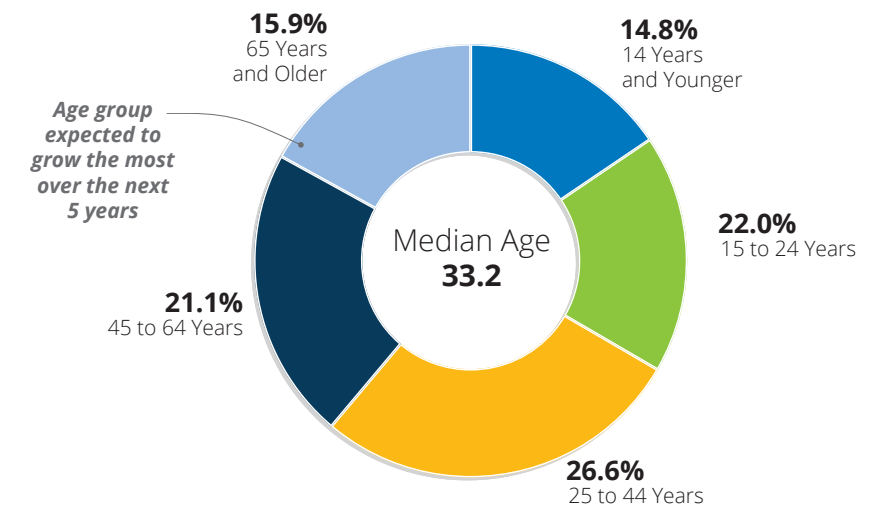
**Households Income Distribution**  
Springfield



Income Group

Source: U.S. Census; 2020 American Community Survey 5-Year Estimates; Esri Business Analyst; Houseal Lavigne Associates

**Population by Age**  
Springfield



Source: U.S. Census; 2020 American Community Survey 5-Year Estimates; Esri Business Analyst; Houseal Lavigne Associates



## RACE & ETHNICITY

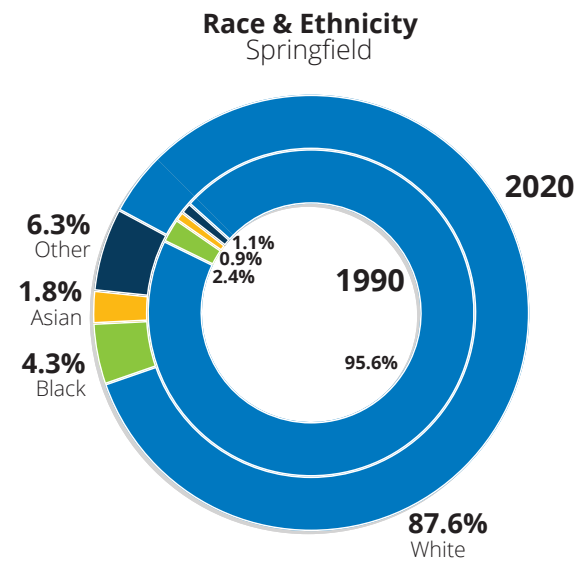
While the majority of Springfield residents identify as White, the City is becoming more diverse.

Most of Springfield residents identify as White (as defined by the U.S. Census Bureau) at 87.6 percent, however the City has become increasingly more diverse over the past 30 years. The same is also true for the County. The U.S. Census Bureau defines Hispanic as an ethnicity, which is distinct and separate from race. A person of Hispanic origin can identify as being of one or multiple races. While the Hispanic population makes up just 3.8 percent of the County population and 4.3 percent of the City population, it has increased with each census. Among Springfield's home-owning households, 92.9% have a White, non-Hispanic householder, 2.3% have a Black householder, and 1.4% have a Hispanic or Latino householder.

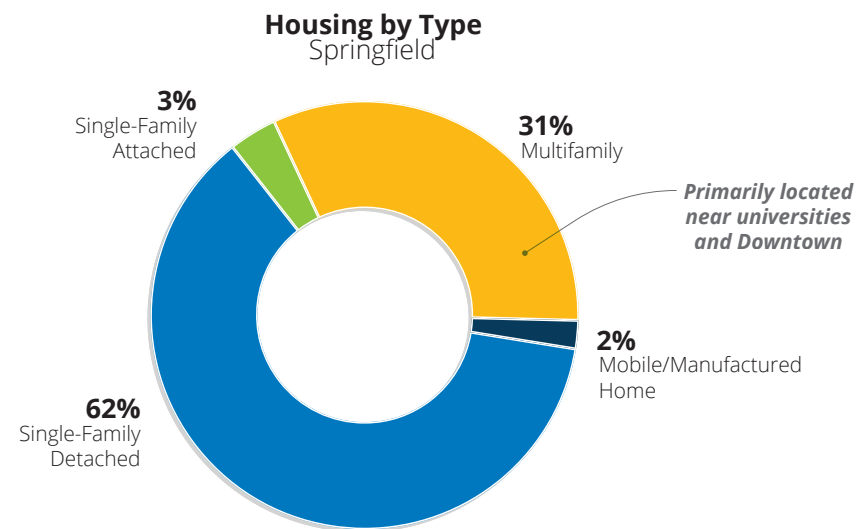
## HOUSING

More than half of the City's housing stock is made up of owner-occupied, single-family detached housing.

While the City's housing is fairly diverse, single-family detached units represent approximately 62 percent of the City's housing supply and multifamily 31 percent. The majority of single-family homes are owner-occupied, with rental units making up most of the multifamily market. In terms of location, most of the City's supply of multifamily units and renter population resides in the central area of the City, close to the colleges and universities (Ozark Technical, Missouri State, Drury, and Evangel) and Downtown. Smaller-lot, owner-occupied single-family homes also exist in this area while larger-lot homes are located on the edges of the City in newer subdivisions.



Source: U.S. Census; 2020 American Community Survey 5-Year Estimates; Esri Business Analyst; Houseal Lavigne Associates



Source: U.S. Census; 2020 American Community Survey 5-Year Estimates; Esri Business Analyst; Houseal Lavigne Associates

## INDUSTRY & EMPLOYERS

Springfield is a major employer within the region and experiences a significant increase in daytime population.

With the presence of the Medical Mile District and large providers such as Mercy Health and CoxHealth, the healthcare sector is the largest employer amongst Springfield workers. Retail is the second largest sector in Springfield even though it accounts for less than half the number of employees in healthcare. This underscores the importance of the healthcare industry on the City's economy. Springfield accounts for approximately 90 percent of all jobs in Greene County.

## Laborshed

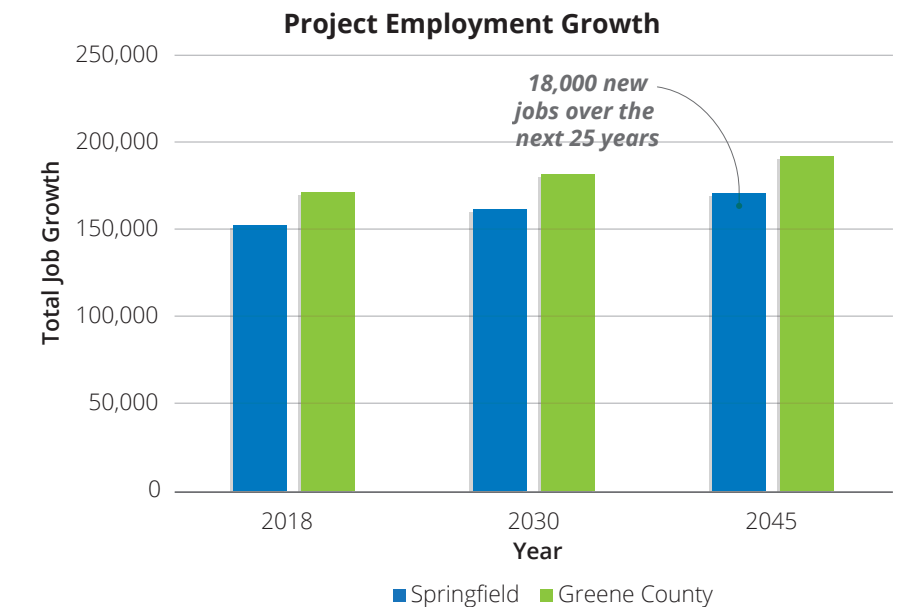
Approximately one-third of Springfield's workforce are local residents who both live and work in the City. The remaining two-thirds of workers commute to Springfield from adjacent communities such as Nixa, Ozark, and Republic as well as those more than an hour's drive away including Monett, Joplin, and Kansas City. According to the Springfield Regional Economic Partnership, the City's daytime population, including those commuting to Springfield for work or schooling, is estimated to be nearly 252,500 people—a 50 percent increase. The significant amount of people that travel daily to Springfield for work marks the City as a regional employment center.

Ozarks Transportation Organization (OTO), the Springfield region's Metropolitan Planning Organization (MPO), projects Greene County to gain nearly 21,000 jobs between 2018 and 2045, or 689 annually. Springfield has consistently accounted for about 90 percent of total jobs in the County. If this trend is to continue, Springfield can anticipate adding 18,000 new jobs over the next 25 years.

## Employment Springfield and Greene County

2019 Employment				
NAICS Codes	Springfield		Greene County	
	Number	Percent	Number	Percent
Health Care and Social Assistance	32,905	22.0%	34,076	20.4%
Retail Trade	16,252	10.8%	18,252	10.9%
Accommodation and Food Services	13,554	9.0%	14,783	8.8%
Manufacturing	11,962	8.0%	13,130	7.9%
Transportation and Warehousing	8,956	6.0%	10,578	6.3%
Educational Services	8,900	5.9%	11,576	6.9%
Wholesale Trade	8,689	5.8%	10,140	6.1%
Administration & Support, Waste Management and Remediation	8,479	5.7%	9,203	5.5%
Professional, Scientific, and Technical Services	7,733	5.2%	8,500	5.1%
Finance and Insurance	6,477	4.3%	6,844	4.1%
Construction	5,793	3.9%	7,567	4.5%
Other Services (excluding Public Administration)	4,048	2.7%	4,741	2.8%
Management of Companies and Enterprises	3,991	2.7%	4,135	2.5%
Public Administration	3,907	2.6%	4,262	2.6%
Information	3,674	2.5%	3,771	2.3%
Real Estate and Rental and Leasing	2,011	1.3%	2,332	1.4%
Arts, Entertainment, and Recreation	1,878	1.3%	2,254	1.3%
Utilities	525	0.4%	601	0.4%
Agriculture, Forestry, Fishing and Hunting	103	0.1%	200	0.1%
Mining, Quarrying, and Oil and Gas Extraction	40	0.0%	130	0.1%
<b>Total</b>	<b>149,877</b>	<b>100.0%</b>	<b>167,075</b>	<b>100.0%</b>

Source: U.S. Census; 2020 American Community Survey 5-Year Estimates; Esri Business Analyst; Houseal Lavigne Associates



Source: U.S. Census; 2020 American Community Survey 5-Year Estimates; Esri Business Analyst; Houseal Lavigne Associates

## EXISTING GENERALIZED LAND USE

From historic C-Street and North Springfield, to the historic Route 66 corridor and Lake Springfield, Springfield comprises a variety of neighborhoods with a mix of land uses that combine to create one distinct community. The following map represents the existing generalized land uses in Springfield based on reconnaissance completed in 2019. Existing land uses provide insight into how the City has developed over time and inform what type of development will be appropriate in the future. All parcels within city limits have been categorized into one of the following 12 generalized land use classifications:

### Traditional Neighborhood

Consists of the City's older single-family residential neighborhoods.

### Edge Neighborhood

Comprises new residential neighborhoods that are suburban in nature and often have curvilinear streets with a predominantly single-family detached housing stock.

### Mixed Residential

Contains a majority of single-family attached and multifamily residential dwellings, such as single-family attached, and multifamily buildings.

### Mixed Use

Contains a diverse collection of uses, such as residential, retail, office, institutional, and public gathering spaces, and is geared towards pedestrians with sidewalks and streetscaping elements.

### Neighborhood Node

Comprises small clusters of commercial and gathering places within residential neighborhoods that serve nearby residents.

### Commercial Corridor

Includes commercial development that varies in scale, ranging from standalone businesses to large retail centers that draw regional customers, located along major roadways that receive high volumes of traffic.

### Commercial and Light Industrial

Includes areas with an eclectic mix of light industrial, commercial, and office uses that serve as commerce and employment hubs.

### Industrial

Consists of light and heavy industrial uses dedicated to a range of industries such as manufacturing, packaging, warehousing, storage, and distribution.

### Institutional & Employment Hub

Contains institutional uses, such as universities, municipal facilities, large religious complexes, museums, and community centers, as well as major office and business parks.

### Airport

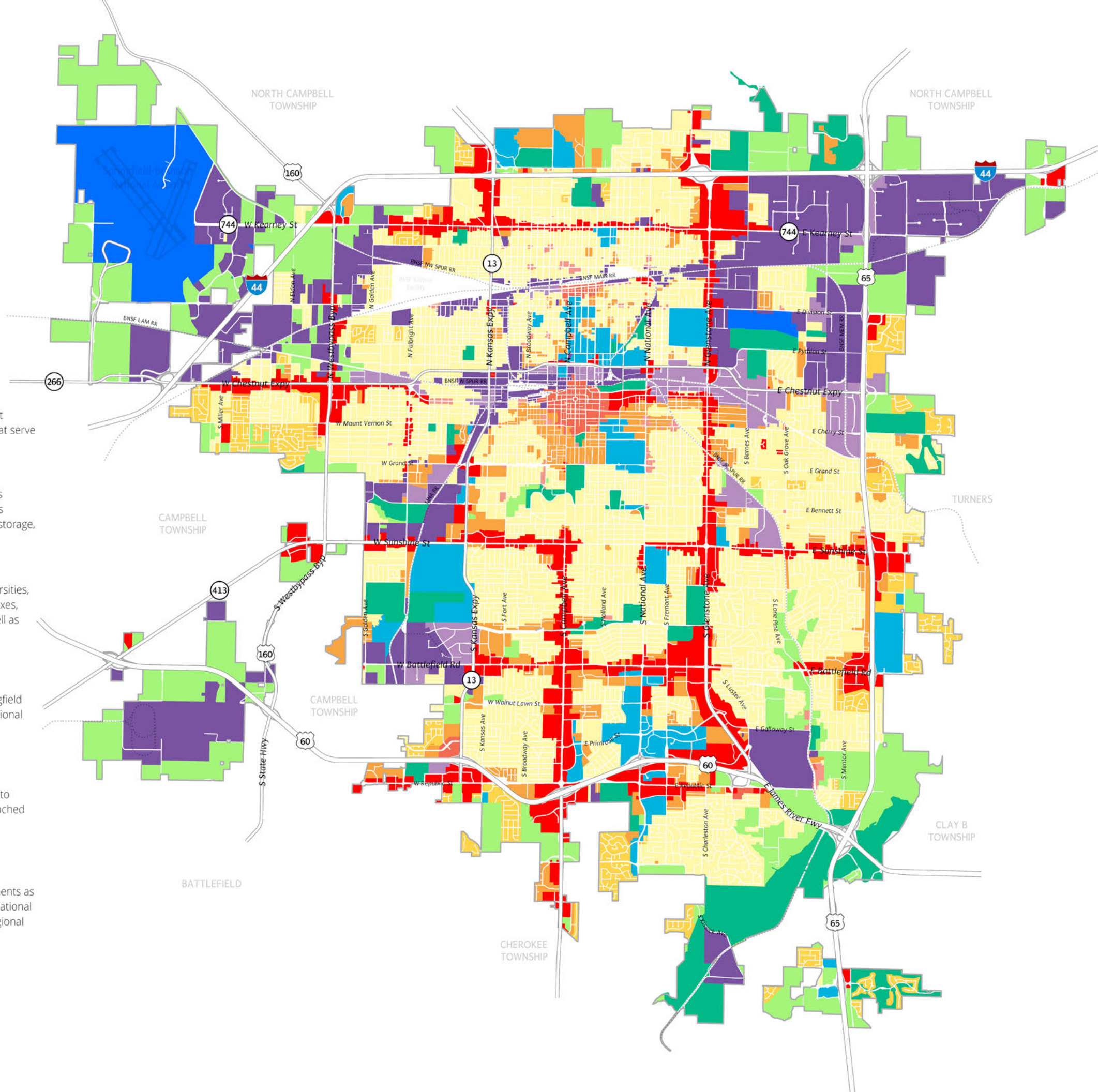
Land dedicated to airport facilities. Springfield has two airports: Springfield Branson National Airport and Springfield Flying Service Inc.

### Rural & Undeveloped

Contains areas predominantly dedicated to agriculture, low-density, single-family detached housing, and undeveloped properties.

### Regional Green Space

Consists of Springfield's natural environments as well as major community parks and recreational facilities that draw both residents and regional visitors.



## ZONING

Zoning and development controls are key in shaping communities as they define what specific land uses are permitted; the density, scale, and orientation of development; and requirements for parking, landscaping, signs, and other standards that help direct growth in a visually attractive and suitable manner. Springfield's current zoning regulations are outlined in Chapter 36, Article III of the Land Development Code of the City of Springfield, Missouri. This current zoning map consolidates the City's 27 zoning districts into the four following generalized zoning categories.

### Residential Districts

Springfield has ten residential districts at varying densities that aim to create livable, attractive residential neighborhoods. All residential districts besides the Manufactured Home Community District (R-MHC) allow for supplementary uses that serve governmental, educational, religious, recreational, and other neighborhood needs under certain restrictions intended to preserve and protect the residential character. New single-family dwellings are not permitted in medium and high density residential districts (R-MD, R-HD) to ensure that vacant land set aside for multifamily development is not prevented by less intense development.

### Commercial Districts

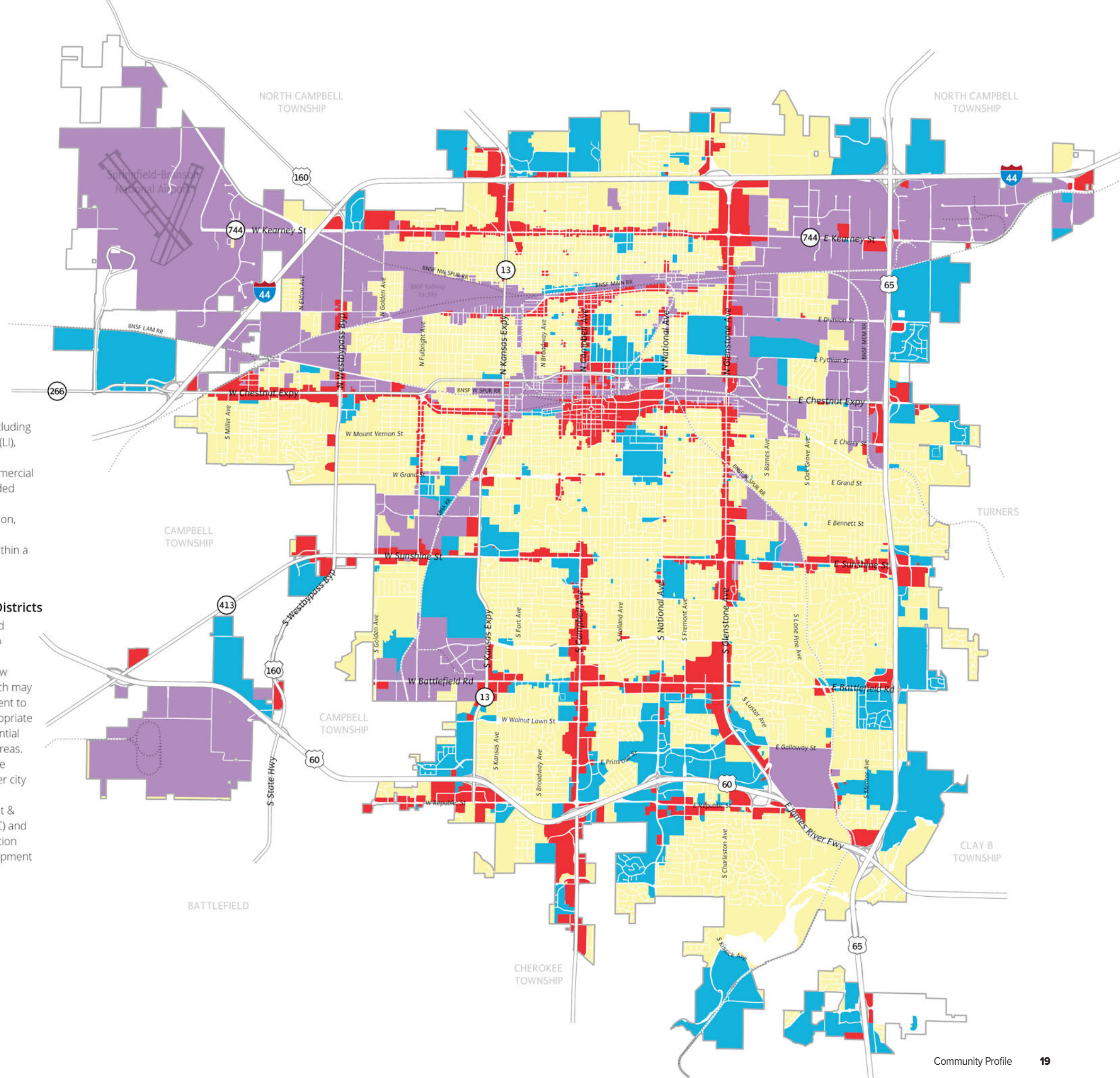
Springfield has seven commercial districts including Limited Business (LB), General Retail (GR), Highway Commercial (HC), Commercial Service (CS), Center City (CC), and Commercial Street (COM-1 and COM-2). Commercial Street includes two subzones. COM-1 district, which is designed to permit new construction that is more compatible with the existing historic buildings within the landmarks district along Commercial Street, and the COM-2 district, which is designed to allow new construction that is consistent with more recent commercial development.

### Industrial Districts

Springfield has five industrial districts including Restricted Industrial (RI), Light Industrial (LI), General Manufacturing (GM), Heavy Manufacturing (HM), and Industrial Commercial (IC). Restricted industrial district is intended primarily for uses engaged in light manufacturing, assembling, and fabrication, warehousing, wholesaling, and service operations which conduct all activities within a building with no external impact.

### Office, Institutional, and Special Districts

Springfield has six office, institutional and special districts. Office is broken into two districts, O-1 and O-2. The O-1 district is designed to be a restrictive district for low intensity office or professional uses, which may be located outside the Center City adjacent to any of the residential districts, with appropriate buffers and landscaping to prevent potential adverse effects on adjacent residential areas. The O-2 district is designed to allow more intense use of land that is near the center city district or other high intensity use areas. Institutional districts include Government & Institutional (GI), West College Street (WC) and special districts include Urban Conservation (UC), Landmarks (L), and Planned Development (PD).



## RELEVANT PLANS & INITIATIVES

Past plans, studies, and initiatives were reviewed to provide a familiarity of what the community has done leading up to the new Comprehensive Plan. The *Forward SGF* Comprehensive Plan builds on the City's past planning efforts, incorporating recommendations that remain relevant and ensuring existing community policies and goals are carried forward and integrated within the Plan where applicable.

## VISION 20/20 COMPREHENSIVE PLAN

The City of Springfield has maintained a comprehensive plan since the mid-1960s to serve as a policy guide for the overall development of the community. In the mid-1990s, the City embarked on a citizen-driven planning process to establish a new comprehensive plan, Vision 20/20, to guide growth through the year 2020. The process involved hundreds of volunteers who spent thousands of hours discussing, debating, and forecasting the type of community they wanted and strategies to achieve it.

Vision 20/20 established the mission of achieving a high quality of life by fostering a vibrant community where people can learn, work, and play in safety and comfort for the long term. The plan's major themes include creating a community for all people, livability and quality of life, environment and water quality, Center City revitalization, and intergovernmental coordination, addressing topics such as affordable housing, growth management and land use, culture, education, and transportation.

While many of the plan's initiatives have been completed, some of the visions extended beyond the 2020 horizon. The Parks, Open Space, and Greenways element recognized that this might be the case:

*"Some of this vision will not be fully realized within the planning period of 2020. This vision takes a much longer view into the future and may not be completed for several generations. However, it is important that we begin now to place policies into effect that will... fulfill the community's dream."*

## Key Vision 20/20 Accomplishments and Shortfalls

Below are key Vision 20/20 accomplishments since the adoption of the plan, as well as key initiatives that will need additional planning and improvement:

### Accomplishments

- Jordan Valley Park – Ice, Expo, Baseball, Open Space
- Activity Center Concept
- Focus on Center City redevelopment
- Urban Service Area
- Parkway concept
- Relocate Fire Stations 1 & 6
- Build south-side police facility
- Farmers Market/focal point at Jefferson Avenue Footbridge
- Partnership with Park Board and Ozark Greenways
- Establishment of Springfield-Greene County Park Board
- Development of Sports Commission
- Neighborhood notifications, cleanups, Great Neighborhoods Programs

### Shortfalls

- High quality design, construction, lush landscaping, and street trees
- Developing gateways and monuments along key gateway routes into the City
- Developing parkways along Kansas and Chestnut Expressways
- Connecting neighborhoods to greenways
- Realizing of West Meadows
- Annexation Strategy
- Constructing seven new fire stations by 2020 (built or programmed 3)
- Greene County's Adoption of Vision 20/20

## Key Concepts from Vision 20/20 Carried into Forward SGF

Vision 20/20 prompted the concept of the "community as a park," where all human needs occur in rational and harmonious patterns that respect and enhance the landscape, therefore supporting quality of life and community sustainability. Vision 20/20 proposed that the park system should be designed in a way that moves the community into a development mindset that embraces the idea that the entire community is a park.

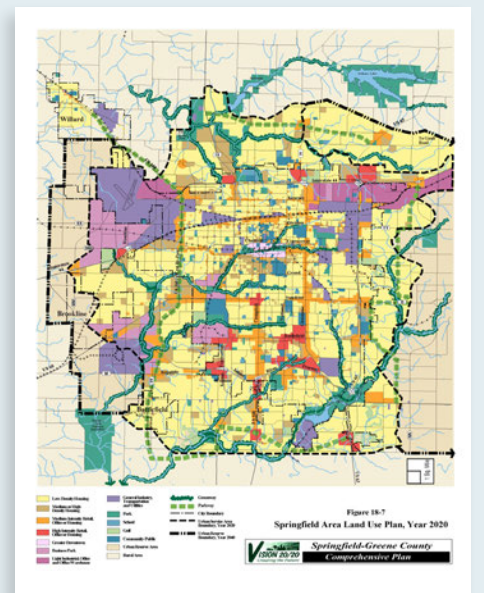
Other elements of the Vision 20/20 plan also echoed the need to improve the aesthetics of the community. A common thread ran through multiple elements that Springfield's visual appearance needed improvement, more open space was needed, and development should be of a high quality. While some policies and initiatives were adopted to reach those goals, the fact that *Forward SGF* participants prioritized visual appearance and improved quality of place reinforces the need to make this a top community priority in the coming years.

Several of the visions and initiatives identified by the Vision 20/20 participants were repeated by participants in the *Forward SGF* planning process. This includes quality of life, sustainability, and environmental protection and enhancement. Connections to the natural environment, with branding such as "outdoors everywhere," "Authentic Springfield," and "basecamp of the Ozarks," were also a community priority, replacing the Vision 20/20 "community as a park" concept.

Almost a quarter of a century after adoption of the Vision 20/20 Comprehensive Plan, Springfield residents still place a high value on the outdoor environment and hunger for the urban area to reflect more of the beauty of the surrounding Ozarks. Achieving that goal will require policies and, in some cases, regulations to address the visual appearance and development of the community. The time is now to take action to achieve the goals and aspirations of the *Forward SGF Comprehensive Plan*.

## VISION 20/20 ACTIVITY CENTERS

Vision 20/20 championed activity centers as locations of significant business and high-density housing development. It is intended that additional development be concentrated in and around the activity centers to optimize transportation investments, citizen convenience, investor confidence, a compact growth pattern, and a sense of urban excitement.

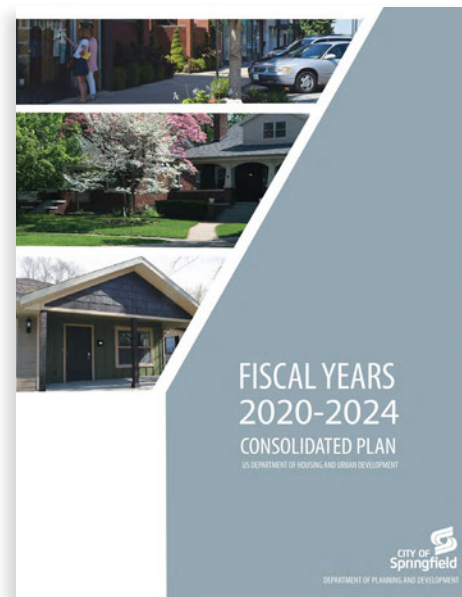
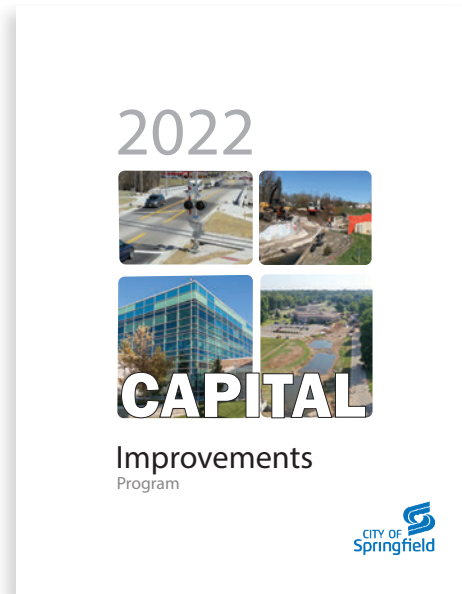


## CAPITAL IMPROVEMENTS PROGRAM (CIP)

Since 1992, the City of Springfield has maintained a Capital Improvements Program (CIP) to document its proposed infrastructure and public facility improvements in a single, prioritized listing. The City prepares the CIP annually to complement the development of the City's annual budget. Inclusion in the CIP, however, is not a guarantee of implementation. Projects located outside city limits may be included in the CIP if they impact systems or quality of life within Springfield and fall in its urban service area. City Utilities maintains a separate capital improvement and recapitalization program for the utilities (electric, natural gas, water, and broadband) and services (public transit) it manages. The Comprehensive Plan will serve to provide guidance on future public infrastructure investments to be included in the CIP that champion and align with the community's priorities.

## CONSOLIDATED PLAN

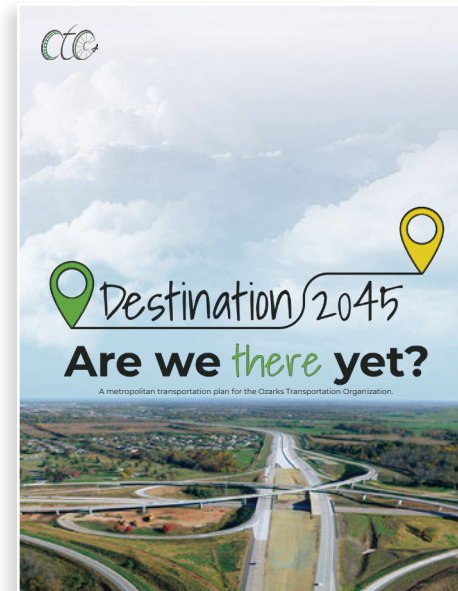
The 2020-2024 Consolidated Plan was created to identify housing, homelessness, supportive service, and non-housing community needs in Springfield. Developed through a coordinated community participation process, the plan provides a strategy for allocating U.S. Department of Housing and Urban Development (HUD) federal funds under the Community Development Block Grant (CDBG) and Home Investment Partnership (HOME). The plan includes a strategic plan that identifies strengths and impediments within the community, prioritizes key issues, and describes the implementation of the plan.



## DESTINATION 2045

Destination 2045 is the 5-year update to the Ozark Transportation Organization's (OTO) Long Range Transportation Plan. The plan establishes the region's transportation needs and priorities for the next twenty years. The goals of the plan address the following:

- Safety for all users on all modes
- Asset management and fiscal responsibility
- A connected, integrated, multi-modal system
- Resiliency and preparedness for the future
- Quality projects that implement best practices



## MAYOR'S INITIATIVE ON EQUITY AND EQUALITY

On March 8, 2021, Springfield Mayor Ken McClure and City Council voted unanimously to create the Mayor's Initiative on Equity and Equality to further the City's ongoing efforts to ensure an equitable environment that celebrates diversity and inclusion. An 18-member group was charged developing guiding principles to improve equitable access to opportunities, recognizing the inherent dignity, value, and worth of each individual.

The initiative establishes a vision that promotes a community where differences are valued and celebrated and where everyone has the opportunity to prosper and contribute. The five following guiding principles reflect the City's commitment to improving inclusive and equitable access to opportunities, recognizing the inherent dignity, value, and worth of each individual in our community.

### Dialogue and Understanding

"We are committed to..."

- Seeking and listening to diverse thoughts respectfully
- Fostering a culture of mutual learning through continual dialogue and education

### Cultural Consciousness

"We are committed to..."

- Developing awareness of our own existing biases
- Understanding, valuing, and respecting diversity

### Advocacy and Partnerships

"We are committed to..."

- Cultivating inclusive partnerships to increase intentional and effective collaboration
- Welcoming diverse voices and advocating for the underrepresented and the disenfranchised

### Structural and Systemic Barriers

"We are committed to..."

- Identifying and removing diversity, equity, and inclusion barriers
- Refining policies and implementing practices to protect the rights of every member of our community

### Personal and Organizational Accountability

"We are committed to..."

- Inspiring, modeling, and promoting diversity, equity, and inclusion excellence
- Honoring individuals and organizations that demonstrate accountability for fostering an inclusive community

## ADDITIONAL PLANS AND STUDIES

The following list of adopted plans and studies, continue to support targeted geographic initiatives in the city.

- College Street Corridor Plan
- Grant Avenue Parkway Corridor Plan
- Galloway Redevelopment Area
- Vision 20/20 Historic Preservation Element
- Jordan Valley Concept Plan
- Neighborhoods Plans:
  - Rountree Neighborhood Plan
  - Midtown Neighborhood Plan
  - Phelps Grove Neighborhood Plan
  - West Central Neighborhood Plan
- West Sunshine / Highway 60 Corridor Study
- Southeast Springfield Development Study
- Ozarks Technical Community College Master Plan
- Drury University Campus Master Plan
- Springfield Art Museum 10-Year Master Plan



## CHAPTER 4

# COMMUNITY OUTREACH

### *In this chapter*

*Planning Process Overview*

*Forward SGF Community Outreach Summary*

*In Person Outreach*

*Online Engagement*

*Key Issues*

*Forward SGF* is the product of an extensive community outreach process that supported a bottom-up approach to the development of the Comprehensive Plan. The *Forward SGF* outreach process yielded an unparalleled amount of participation with approximately **10,000 points of interaction with the Springfield community**. This exceptional level of participation showcased the remarkable commitment and active involvement of the Springfield community. Engagement was conducted through a wide range of methods, both online and in person. This included engaging nearly 1,500 participants in face-to-face workshops, and over 7,000 participants through online surveys and map.social, an online mapping tool.

Community engagement and the feedback received was a crucial component of developing *Forward SGF*. The engagement process gave community members a chance to be heard and take part in determining the City's future. Representation at the workshops included individuals who brought diverse backgrounds and interests to the process, including residents, religious organizations, neighborhood associations, non-profits, environmental organizations, and business stakeholders. The input solicited identified key issues, opportunities, and assets of the City and laid the foundation of the Comprehensive Plan's vision, goals, and strategies.

## PLANNING PROCESS OVERVIEW

*Forward SGF* is the result of an extensive and inclusive planning process that engaged a wide range of community members and stakeholders in crafting a shared vision for the City's future. The process aimed to identify and address key concerns within the City while setting a precedent for planning in the community. It contained the following nine steps:

### GETTING STARTED

#### *Kicking it off!*

The planning process began with meetings with key City staff, elected and appointed officials, and the Comprehensive Plan Advisory Team to set the framework of the planning process and review important issues facing Springfield.



1

### RESEARCH

#### *Getting to know Springfield's demographics!*

Existing market and demographic conditions and trends were analyzed in Springfield and the larger market area to ensure the Plan's recommendations were grounded in market and economic realities. A firm understanding of the existing market and the potential for various types of development throughout Springfield also helped establish the foundation for land use planning and development decision-making.



3

### VISION

#### *What does Springfield want to be like moving forward?*

An overall "vision" for Springfield was established to provide focus and direction for subsequent planning activities. It serves as the "cornerstone" of the consensus building process, identifying a path for growth and investment and ensuring the Plan is responsive to the needs and aspirations of the community.



5

### SUBAREAS

#### *Helping areas that need a closer look!*

Subareas were selected for more detailed planning and guidance for focused investment. These subareas are considered susceptible to redevelopment and likely candidates for change and investment. For each, guided considerations, objectives, and priorities were identified, firmly establishing the subarea's character and future intent.



7

### ADOPTION

#### *The plan for Springfield is moving forward!*

The draft Comprehensive Plan was prepared and presented to the Advisory Team, Planning and Zoning Commission, and public to gain input on the document and its recommendations. The Plan was revised based on feedback received and presented to the City Council for adoption.



9



2

### ENGAGEMENT

#### *Getting involved in the planning process!*

The community engagement process began, with a wide variety of both face-to-face and online activities to obtain the broadest levels of participation and feedback. The engagement process provided an opportunity for community members to share what they believe are Springfield's greatest strengths and weaknesses, and key issues and opportunities that should be addressed by the Plan.



4

### HERE & NOW

#### *What is Springfield like today?*

Existing conditions and opportunities in Springfield were examined to establish a foundation of where Springfield is at today. This included reconnaissance, research, data analysis, outreach feedback synthesis, and discussions with key stakeholders. A summary of findings was presented in the **Issues and Opportunities Report** in April 2020, which provided a basis for the Plan's development and recommendations.

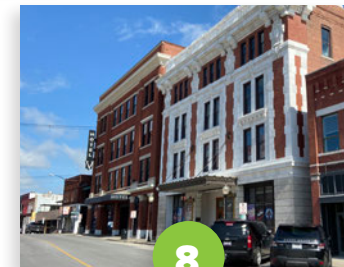


6

### CORE ELEMENTS

#### *Pulling all the pieces together into an action oriented plan!*

The core elements of the Comprehensive Plan were prepared that relate to land use, economic development, transportation, housing, community facilities, infrastructure, and parks and natural resources. These plan components provide the "core" chapters of the Comprehensive Plan and reflect outreach activities and the City's vision, goals, and objectives.



8

### DOWNTOWN & COMMERCIAL STREET

#### *Creating a plan specific to Downtown and Commercial Street!*

Two supplementary planning processes were conducted specific to Downtown and the Commercial Street areas that included reconnaissance, outreach workshops, the development of vision and goals. Based on this information, a plans were prepared that address functional subareas, key development opportunities, urban design, placemaking, and connectivity improvements (see **Chapter 13: Downtown Plan** and **Chapter 14: Commercial Street**).

### IMPACTS OF COVID-19

The COVID-19 pandemic had a significant impact on the development of the Comprehensive Plan. Weighing uncertain national and local trends, demographic and migrational shifts, and unanticipated residual effects, created the need to pause and reconsider many of the recommendations included in the Plan. To some degree all cities, including Springfield, are in a wait and see mode as the pandemic cloud lifts and clearer trends and consumer preferences emerge. In anticipation of efforts that will guide new development and redevelopment, *Forward SGF* makes some allowances to reevaluate certain aspects of the City development in the coming months and years, following the official end of the pandemic.

## FORWARD SGF COMMUNITY OUTREACH SUMMARY

The *Forward SGF Community Outreach Summary Report* was created as a result of outreach conducted during the initial phases of the planning process. It provides an in-depth summary of major talking points and online survey responses. Key topics from community outreach have been integrated throughout the Comprehensive Plan in corresponding sections.

### IMPACTS OF COVID-19 ON OUTREACH

It is important to note that the second half of the planning process took place during the COVID-19 pandemic, which prompted alterations in the project timeline and outreach strategy. During this time, in-person meetings were discouraged to slow the spread of the virus, the project team was able to pivot and effectively engage residents and stakeholders by leveraging online and social media platforms and providing virtual meetings, workshops, and tools aimed at allowing people to actively participate in the planning process from home. Throughout this phase of the project, the public was able to see presentations, ask questions, provide input, and remain actively and effectively engaged.



Nearly  
**10,000**  
Total Points of Participation



**7,108**  
Online Engagement Participation



**2,443**  
In-Person Engagement Participation



**687**  
Online Goals and Strategies Surveys taken



**42**  
Online Business Surveys taken



**3,927**  
Student Surveys Taken



**800**  
Visioning Workshop Participants



**120**  
Focus Group Participants



**1,341**  
Community Workshop Series Participants



**57**  
Issues and Opportunities Workshops



**573**  
Online Residential Surveys Taken



**99**  
map.social Maps Created



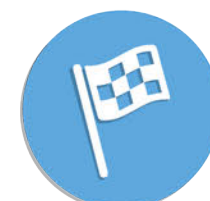
**33**  
Online Community Facilities Survey taken



**24**  
Key Person Interviews



**41**  
Postcards



**84**  
August Kickoff Participants



**612**  
Online Downtown Surveys taken



**37**  
Virtual Downtown Visioning Workshop Participants



**1,098**  
Faculty and Staff Surveys Taken



**884**  
Staff-Led Event Participants



**87**  
Business Workshop Participants



**23**  
Advisory Team Members



**122**  
DIY Workshop Participants



## IN PERSON OUTREACH

In-person community outreach events were critical to engaging residents, civic and business leaders, and other key stakeholders to understand the planning process, identify projects or actions facing the City, and share community assets that should be maintained and enhanced. The planning process included a robust variety of events, included the following:

### COMMUNITY KICK-OFF EVENT

The Community Kick-off Event was the first public outreach event of the *Forward SGF* process and took place at the Springfield Art Museum in August 2019. With 84 community members in attendance, the event introduced the community to the project, solicited input on community strengths and plan priorities, and shared opportunities for public engagement in the planning process.

### ADVISORY TEAM MEETINGS

An Advisory Team was formed for the project that served as a “sounding board” to ensure the Comprehensive Plan is reflective of the Springfield community and serves as a meaningful tool. It consisted of 23 members including residents, business owners, and elected and appointed officials. The Advisory Team met multiple times throughout the process to review draft content and provide feedback.

### BUSINESS WORKSHOPS

Business Workshops were hosted in August and September of 2019 that included meetings with Good Morning, Springfield!, the Springfield Area Chamber of Commerce, and the Network Leadership Council. These workshops were attended by a total of 87 business owners and operators to gain insight into the City’s business environment.

### COMMUNITY WORKSHOP SERIES

Three Community Workshops were hosted in September 2019 to gather input from residents on key issues and opportunities facing the community. Attended by 176 people, the workshops included a review of the planning process and an opportunity for attendees to provide feedback on issues, concerns, and potential projects desired within the community. The workshops were hosted at different locations in the City to ensure community members throughout Springfield could attend.

### POSTCARDS

Postcards were distributed at in-person informational presentations and pop-up events to supplement workshop exercises and gain additional feedback. A total of 41 postcards were completed and provided feedback on important issues facing Springfield.

### KEY PERSON INTERVIEWS

Twenty-four Key Person Interviews were conducted to gain diverse, first-hand insight into the community regarding local issues and potentials. Interviewees included property owners, new and lifelong residents, local builders and developers, higher education representatives, local business owners and operators, area not-for-profit organizations and service providers, and representatives from other governmental, institutional, and civic groups. Key person interviews and focus group discussions allowed the *Forward SGF* team to gain first-hand insight into the community from a diverse array of perspectives.

### STAFF KICK-OFF MEETING

A Staff Kick-Off Meeting was held in June 2019 to initiate the planning process. The consultant team met with 25 members of City Council, Planning and Zoning Commission, and City Staff to introduce the *Forward SGF* project and gain initial input on key issues and assets of the community.

### DO-IT-YOURSELF (DIY) KITS & STAFF-LED EVENTS

To engage residents more effectively at the neighborhood level and expand the reach of engagement efforts, City staff worked with various neighborhood and interest groups to conduct about 60 workshops throughout the community. Do-It-Yourself (DIY) Workshop Kits were also prepared that provided the instructions and materials necessary for local community leaders to run their own workshops. 859 participants were engaged through staff-led events and 112 through DIY Workshops, for a total of 981 participants.

### VISIONING WORKSHOP SERIES

Three Visioning Workshops were hosted in January 2020 to gain input from the community on their vision for Springfield. Each two-hour workshop included a real-time interactive polling exercise to vote on top community issues and concerns, and a hands-on mapping exercise where groups put pen to paper and drew out their vision for the City. Over 800 community members attended the three workshops.

### PLANNING STUDIO

The Planning Studio, located at 351 N Boonville Avenue, was used as a venue for numerous workshops throughout the community outreach process. The studio created space for engagement opportunities and will continue to be used as a hub for information moving forward in the planning process.

### GOAL SETTING FOCUS GROUPS

Focus Groups were formed for each Plan topic and each group was charged with helping shape the vision and goals of the Comprehensive Plan. The groups consisted of citizens with relevant technical backgrounds, Advisory Team members that oversaw certain aspects of the community, or other community members with unique perspectives. The groups met three times (once virtually) to outline, prioritize, and review the vision, goals, and preliminary strategies of the Plan based on the issues and opportunities identified during the planning process.





## ONLINE ENGAGEMENT

The following online engagement was conducted as part of the *Forward SGF* outreach process to increase the reach of public participation efforts:

### MAP.SOCIAL

Using map.social, an online mapping tool, over 650 points of interest were mapped by community members through the planning process. These points identified public safety concerns, community assets, development priority sites, problematic intersections, undesirable uses, desired uses/developments, desired paths, and areas with poor appearances. Callouts shown on the following map represent a random selection of comments from the *Forward SGF* survey.

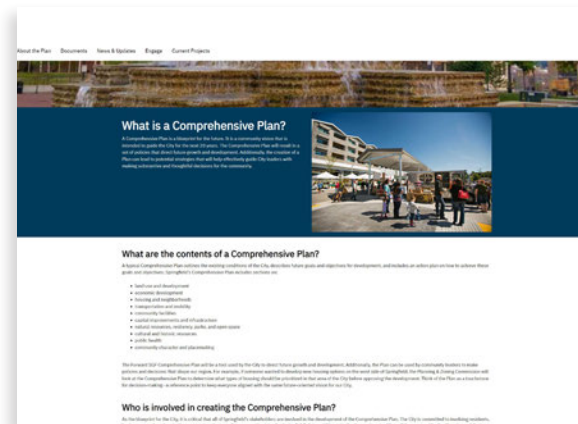
### PROJECT WEBSITE

A project website was created to support the planning process and act as a central hub for information for the Plan. From the website, community members were able to learn about the Plan and upcoming events, access interim documents and reports, and take part in various online outreach tools, including online questionnaires and map.social.

## ONLINE QUESTIONNAIRES

The following online questionnaires were conducted during the planning process:

- Resident Questionnaire** – available to residents on the project website throughout the entire planning process to allow for remote participation, featuring questions about housing, transportation, land use, and more.
- Business Questionnaire** – sent to business owners, business operators, private developers, and other stakeholders to gain input on the strengths, weaknesses, and opportunities within Springfield's business environment.
- Community Facilities Questionnaire** – sent to Springfield's community service providers to gain insight on agencies' current and future plans and potential improvements within the community.
- Student Questionnaire** – sent to students, staff, and faculty at high schools, colleges, and universities throughout Springfield to gain their perspective on issues, assets, character, public places, and services within Springfield.
- Goals and Strategies Surveys** – available to the public on the project website to gain feedback on the draft Vision Statements, Goals, and Strategies that would serve as the framework for the *Forward SGF* plan content and recommendations.
- Downtown Springfield Survey** – available to the public on the project website to receive input on issues and opportunities within Downtown Springfield as part of the planning process of the Downtown Plan (see **Chapter 13: Downtown Plan** for more information).



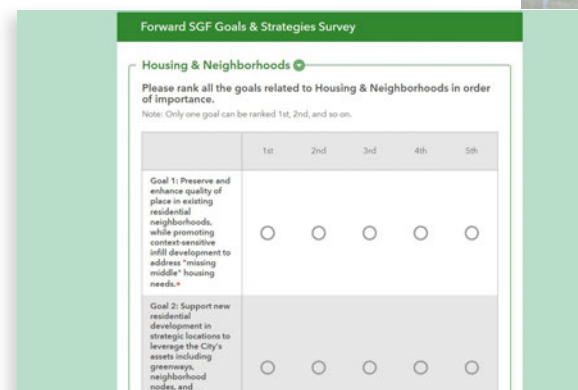
Project Website



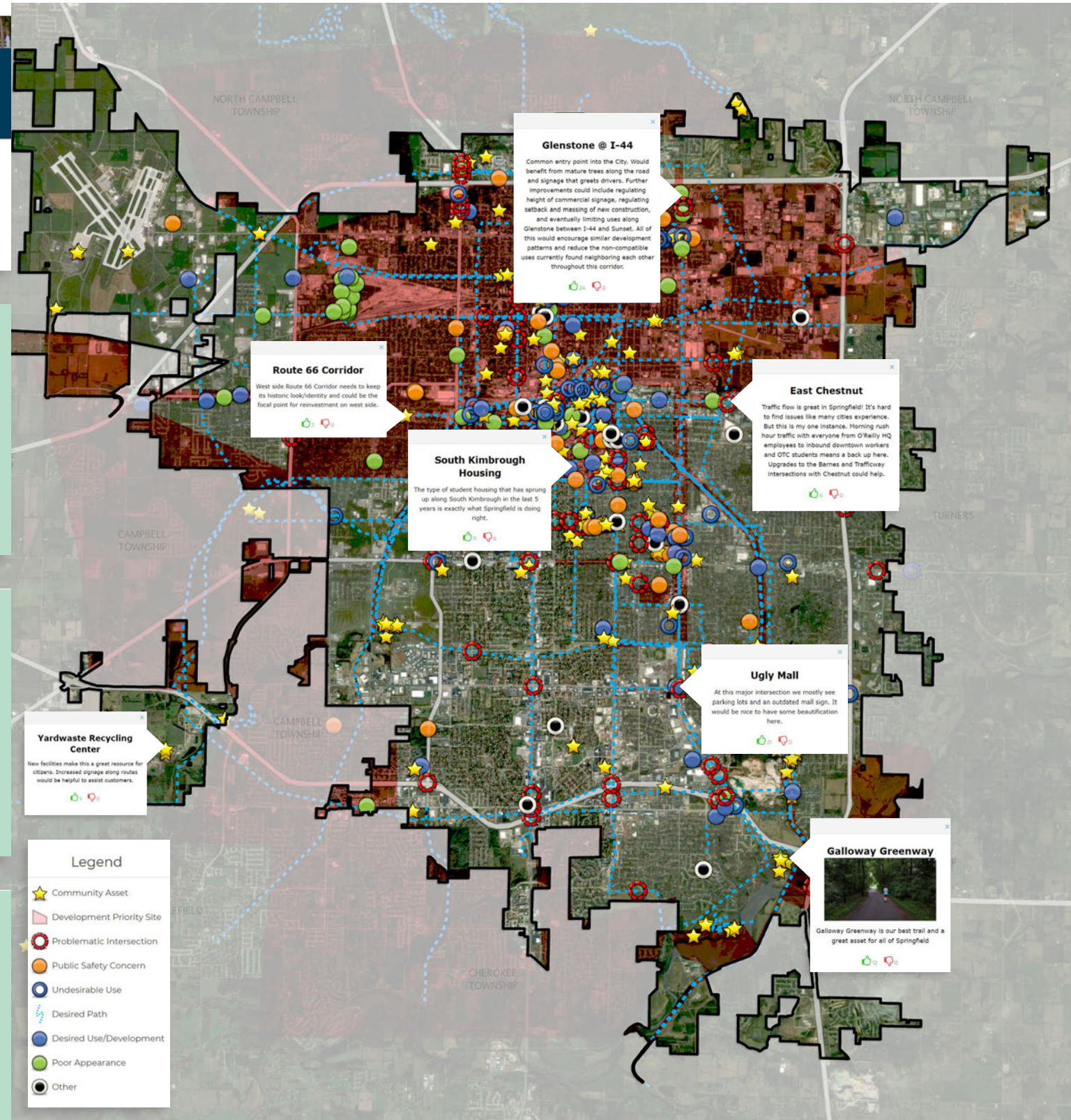
Residential Questionnaire



Business Questionnaire



Goals and Strategies Survey



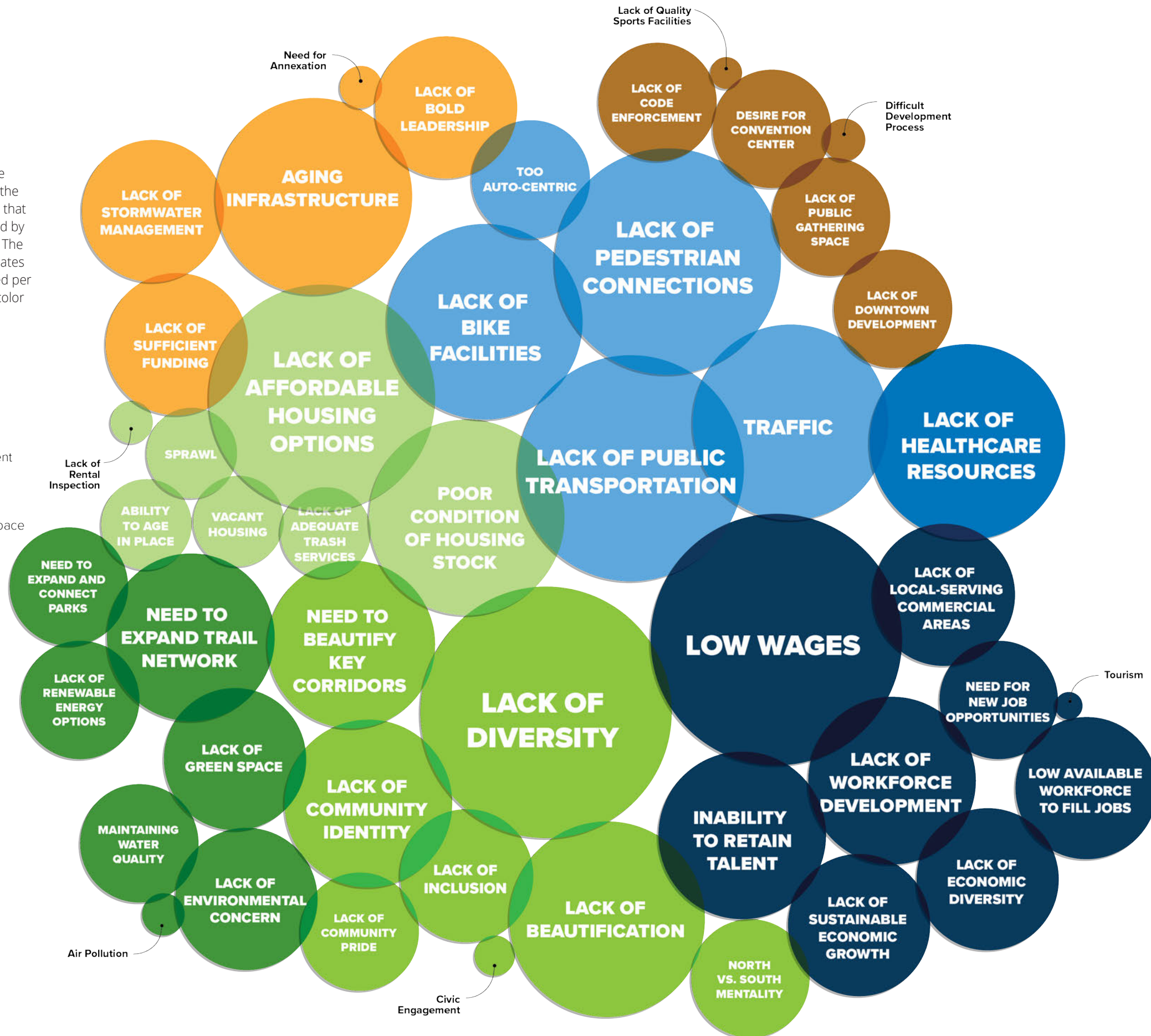
map social

## KEY ISSUES

The graphic on this page highlights the top issues and concerns identified by the community across all outreach efforts that are directly related to topics addressed by the *Forward SGF Comprehensive Plan*. The size of the topic bubble roughly correlates with the amount of comments received per topic. The top issues are grouped by color under overarching topics as follows:

### Key Issue Topics

- Health and Safety
- Transportation
- Jobs and Economic Development
- Character and Identity
- Housing
- Natural Resources and Open Space
- Government and Infrastructure
- Land Use and Development



### NO SILVER BULLET

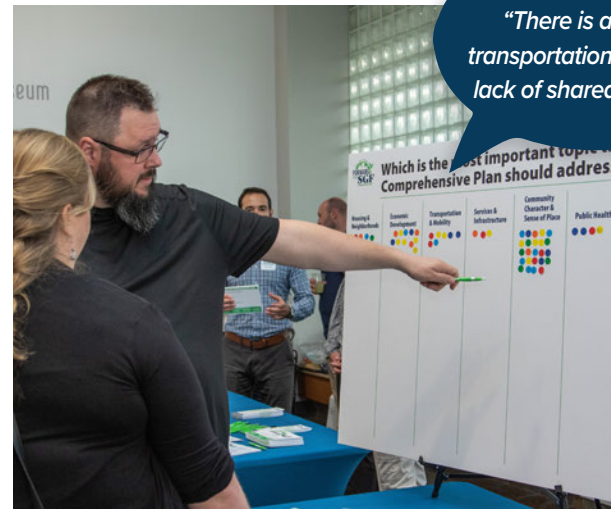
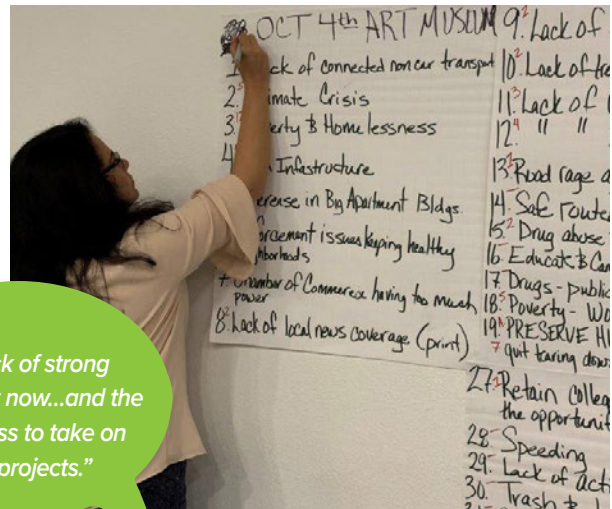
Per State of Missouri planning enabling legislation, a Comprehensive Plan must first and foremost address land use and development. While the Comprehensive Plan addresses a wide variety of topics, it is not a silver bullet for all public policy and City initiatives. While a wide variety of issues and opportunities were identified by the community during the outreach process, the Comprehensive Plan is geared towards spatial issues related to future development and growth. It does not address all issues in Springfield identified by the community.

Several of the outreach themes highlighted are dealt with directly in the Comprehensive Plan while others will require an indirect approach. For example, the Plan directly addresses housing issues using established mechanisms like code enforcement. However, issues such as drug use and poverty are less directly related to land use and development policy. For these issues, the Comprehensive Plan can play an indirect role by addressing environmental contributors to the issue and raising awareness of community priorities that need to be dealt with outside of *Forward SGF*.

*Crime, poverty, drug use, child welfare are examples of key issues in Springfield identified by the community that are not directly addressed by the Plan.*



"We lack of strong vision right now...and the willingness to take on bold projects."



"There is a lack of transportation choices, a lack of shared mobility."



### TOP 10 KEY ISSUES

The following is an overview of the top 10 issues identified by the community during the outreach process that are addressed by the Plan. These issues informed the foundation of the *Forward SGF Comprehensive Plan* and its recommendations.

*Note: The issues are ordered in alphabetic order and not by any priority level.*

#### Beautification

The lack of beautification in Springfield was identified as a prevalent concern. Commercial Areas and key corridors were identified, as well as the poor condition of some of the city's housing stock and the apparent lack of pride and investment in the community. Community members wish to enhance the appearance of the City's key gateway routes, such as at major intersections and expressways, routes to the airport, and frequently traveled corridors, as well as within the neighborhoods throughout the community.

#### Community Identity

Community members highlighted the lack of a strong regional and national identity despite Springfield's many assets. There is a desire to leverage natural assets, particularly the City's unique position as a gateway to the Ozarks, and create a cohesive vision for economic development to attract businesses and talent from across the nation. The City's neighborhood organizations were also identified as great assets in defining local identity and organizing local initiatives.

#### Diversity & Inclusion

The lack of inclusion and diversity regarding racial and ethnic groups, the LGBTQ community, and people of varied socioeconomic backgrounds were highlighted as concerns by the community. There is a desire to grow the City as more welcoming for different types of people and strengthen inclusion.

#### Healthcare Resources

The community identified insufficient access to healthcare as a key issue, particularly related to at-risk youth, drug use, and homelessness. This includes the desire for more affordable healthcare options across the City, increasing the rate of insured individuals, and improving the local culture and social stigma related to mental health treatment.

#### Housing Affordability, Diversity & Quality

The lack of affordable and diverse housing types is a major issue identified by the community, particularly for supporting different socioeconomic backgrounds and stages of life. This includes providing quality, attainable housing for low-income families and for target demographics like professionals, young families, and seniors. The community also called for improving the quality of the existing housing stock, neighborhood revitalization, and rental inspection.

#### Low Wages

While community members highlighted lower cost of living as a great attribute of Springfield, the prevalence of low wages is a major concern. It was identified as detrimental to attracting new residents from outside the region, upward mobility for low-income individuals, and improving living conditions.

#### Pedestrian & Bike Connectivity

Community members identified the lack of pedestrian and bike infrastructure as a top priority, including bike facilities, sidewalks, crosswalks, and trails. The need for a connected, safe, and accessible multimodal network was frequently cited to connect destinations across the City.

#### Public Transportation

Community members cited public transportation as a concern. There is a desire for more frequent buses, shorter distances between stops, larger service coverage, regional connections, and increased service times.

#### Talent Attraction & Workforce Retention

Attracting and retaining the next generation of talented workers is a key concern of the community, including "brain drain," where well-educated graduates from local universities are moving elsewhere for better employment opportunities. There is a desire to improve workforce development, attract businesses with competitive wages, and improve quality of life and amenities in the City to draw talent from across the nation.

#### Traffic & Congestion

Traffic and congestion were identified as a top issue in Springfield, particularly in Downtown and on major roadways. Community members underscored auto-dependency as a primary cause with too many personal cars crowding the roadways.

### IN THE PLAN

While these top issues are interrelated with different topics of the Comprehensive Plan and are addressed in multiple sections, the following list identifies key areas of the Plan where each issue is further discussed:

Beautification	92
Community Identity	214
Diversity & Inclusion	97
Healthcare Resources	123
Housing Affordability, Diversity & Quality	71
Low Wages	87
Pedestrian & Bike Connectivity	108
Public Transportation	105
Talent Attraction & Workforce Retention	95
Traffic & Congestion	106

"Not enough safe, affordable housing, especially for low-income and homeless."

"Springfield suffers from a lack of opportunities for young professionals and lack of career development—brain drain to other bigger cities."

"Springfield lacks a community identity on a national stage."

"The City is generally not very aesthetically pleasing. Beautification efforts need to be expanded."

"We need for more trails and pedestrian-oriented infrastructure"

"Lack of the diversity of people, thoughts, and beliefs."



## CHAPTER 5

# LAND USE & DEVELOPMENT

### *In this chapter*

*Impacts of COVID-19  
on Land Planning*

*Placetypes*

*Place-Based Approach*

*Comprehensive City Code Update*

*Future Placetype Descriptions*

*Forward SGF* defines neighborhoods, districts, and corridors based on desired character, scale, form, and function. This place-based approach to planning and development does not focus on the uses of individual parcels, but instead it focuses on defining what mix of uses function together to collectively establish an identifiable and memorable place.

At the center of a comprehensive city plan lies the fundamental need to guide the development and redevelopment of land. With an emphasis on balanced growth on the city's edges and revitalization of established neighborhoods and corridors, *Forward SGF* provides guidance on future use and design of land that will emphasize building a livable city for people. Amidst changing times and trends, Springfield will focus on renewing the city's public and private infrastructure to serve a community of residents, investors, and visitors. Through the lens of building quality places, *Forward SGF* orchestrates dynamic changes in land planning that promote increased design focus in exchange for greater flexibility and a diverse mix of uses that will support the creation of complete neighborhoods, activity centers and city corridors, and emerging business and manufacturing districts.



## LAND USE PLANNING FRAMEWORK

Land use planning provides general guidance for the use, design, and future development of all land within the city, in addition to addressing the relationship that buildings, streets, and other public improvements and open spaces have to one another. Forward SGF provides policy guidance and recommendations for land use and community design of undeveloped land and the redevelopment of key transportation corridors, districts, and neighborhoods. It also serves as a framework for anticipated revisions and alignment of the city's development codes, capital improvements planning programs, and the services and investments made by other agencies and organizations within the city and surrounding counties.

The Land Use and Development Chapter represents the confluence of community input and analysis of the city's existing land use and development patterns, along with national and local trends, transportation plans, and growth considerations. Strategies and recommendations included within this chapter help shape the place-based approach championed by Forward SGF.

## RESPONDING TO TRENDS AND LAND DEVELOPMENT PRESSURES

Over the course of the last two decades development trends have changed considerably. Easily developable, more affordable land has begun to grow scarce. New construction has slowly shifted from greenfield sites to infill and redevelopment on brownfield sites. As technological innovation and automation continue to alter consumer preferences, greater emphasis must be placed in designing and developing more responsive and flexible spaces where retailers and service providers can rely on a broader range of use categories and adaptable building types. The city's regulatory framework will need to adapt to expanding e-commerce, the emergence of the gig economy, and mixed-use development trends to ease the pressure on greenfield sites, as availability continues to decline.

## Development Regulations

Increased use flexibility that promotes redevelopment and revitalization will need to be balanced by regulatory codes that promote and emphasize quality design and construction that is pedestrian focused and has a greater experience factor. The city's guiding principle of Quality of Place emphasizes the need for more public and private amenities and features. Future code changes will need to support the implementation of planning that promotes the development of places with a wide array of convenient services in proximity to amenity-rich, attractive, inviting, integrated corridors and districts that are within walking distance of neighborhood, trails, parks, and mixed-use centers with diverse housing options.

Likewise, neighborhoods that can support low-intensity commercial hubs surrounded by diverse housing types will require codes to keep development intensity in-check at a neighborhood-scale. Plans and code changes will also need to champion alignment of subsidies and other public investments and improvements with land planning to ensure housing and economic development projects are permitted and supported in places where they are best suited and equitably dispersed across the city.

## Local Planning

Responding to the changing complexion of development and consumer preferences will warrant strategic planning at the neighborhood, corridor, and district level. Establishing targeted plans and codes can accommodate and preserve the unique character of an area, while minimizing controversial zoning cases that create community stress and require a burdensome approval process. Proactive planning represents the best opportunity to preserve and promote revitalization in established neighborhoods and commercial districts, while encouraging reinvestment and new development that provides for a sustainable future.



## IMPACTS OF COVID-19 ON LAND PLANNING

A fundamental purpose of the Comprehensive Plan is to identify top community priorities and communicate strategies to target known challenges in the coming years. During the development of the Comprehensive Plan, the COVID-19 pandemic interrupted the delivery of the Plan to the community. The pandemic may have a tremendous impact on the future physical development of the City. Uncertain national and local trends, demographic and migration shifts, and anticipated technological advances, have created the need to pause and reconsider the path forward. All cities, including Springfield, are in a wait and see mode as the pandemic cloud lifts and clearer trends and consumer preferences emerge.

In anticipation of efforts that will guide new development and redevelopment, *Forward SGF* recognizes the following trends to consider in the short term, and to reevaluate when updating the City's regulatory development codes.

1. Greater emphasis on improving the local retail and service experience to keep pace with the digital marketplace.
2. Increased flexibility in permitted uses and expansion of home occupations.
3. Increased flexibility for commercial and business spaces, office-warehouses, and logistical service providers.
4. Reduced demand for professional office and office-related uses.
5. Increased emphasis on city corridors to be better integrated allowing a more flexible and broader band of permitted uses.
6. Increased emphasis on a more attractive, inviting, pet friendly, and amenity-rich experience to attract and retain residents, a talented workforce, and new investment.
7. Increased emphasis on creating complete neighborhoods with diverse housing in proximity to amenities and services.
8. Reduction in parking demand and expansion of delivery and pick-up services in the retail and restaurant sectors, along city corridors, downtown, and other mixed-use areas.
9. The need to accommodate emerging consumer trends and preferences such as expanded outdoor dining, drive-up, and drive-thru services, parklets, food trucks, outdoor markets, and other seasonal and temporary uses.
10. A greater demand for environmentally conscious development that focuses on improved air quality, green infrastructure, and increased accessibility



## PLACETYPES

Placetypes were developed based on existing composition of land uses, taking into consideration the existing context, character, built form, and best development practices. The 9 placetypes are:

- Residential Neighborhood
  - Center City
  - Traditional
- Mixed Residential
- City Corridor
- Downtown
- Mixed Use
- Industry and Logistics
- Business Flex
- Institutional and Employment Center
- Urban Green Space and Recreation

*Forward SGF Top 10*

### PLACE-BASED APPROACH



Traditionally, land planning forecasts appropriate development types and patterns based almost exclusively on use. *Forward SGF* instead defines neighborhoods, districts, and corridors based on desired character, scale, form, function, and use. This place-based approach to planning and development focuses on defining what mix of uses function together to collectively establish an identifiable and memorable place.

By thinking of Springfield as a collection of distinctive places that are linked by a multimodal transportation network, the development of and reinvestment in vacant and underutilized parcels and blocks is promoted, focusing not just on land use, but also on design, functionality, and access to infrastructure. By prioritizing place at a neighborhood, district, or corridor scale, there is greater flexibility for future development and potential for innovation within each placetype's framework.

*Forward SGF's* place-based approach uses placetypes to create a development palette that defines all areas of Springfield and its growth areas. It will serve as a framework for the stewardship of existing areas needing protection and reinvestment, and for managing desired growth and development across the community.

Nine Springfield placetypes are identified, which will evolve over time and be strengthened through community engagement, neighborhood planning, public and private investment, and strategic partnerships. These placetypes will require maintaining and improving existing places, as well as developing new places over time. Each placetype includes a description of its overall character, including typical uses, key physical features, mobility considerations, and other elements that define each district.



## LAND USE MIX

Primary land uses within a placetype are those that are most prominent and play a pivotal role in characterizing the placetype. Supporting land uses are less prevalent and serve an ancillary function that complements the primary land use. For example, the Residential Neighborhood placetype primarily consists of single-family detached homes; however, the neighborhood can also contain supporting uses such as low-intensity multifamily, institutional uses (such as schools or libraries), parks, or local-serving neighborhood commercial businesses and shops. The Land Use Matrix summarizes which land use fits into each placetype as a primary or supporting use as defined in each placetype description in the following pages.

*Forward SGF* provides a flexible guide for future land use decisions that allows the City to consider proposals for innovative development that are in line with overarching policies included in the Comprehensive Plan. The place-based plan is not necessarily concerned with the specific use of individual properties, but rather how those properties function together to create the desirable character and collective mix of uses that establish a “place” within Springfield.

The nine different placetypes in the City together accommodate a full range of land uses, from residential neighborhoods and commercial districts to industrial areas and regional open space. *Forward SGF* centers on the concept of establishing and maintaining unique and quality places that will be essential to the Springfield community’s long term health and prosperity.

## PLACETYPE ASSIGNMENTS AND TRANSITIONS

### Assignments

Placetype designations are based on a variety of factors but largely represent desired future land use patterns. Placetype assignments also reflect existing development patterns, take into consideration historical value, as well as the impact and relationship to the built and natural environment. The following conditions and land characteristics should be considered when changes or amendments are proposed to and within a placetype.

**Primary use** - The predominate historical use and development pattern of a geographic area that exists within the built and natural environment

**Proximity** - The location with respect to significant landmarks and geographic places

**Edges and boundaries** - Natural boundaries and geographic edges, including major roadways, railways, waterways, parks, and geographical land features

**Roadway classifications** - Functional use and type of roadways on the edges or at crossroads

**Regulatory** - Existing zoning, permitted and conditional uses, historic designations, and redevelopment plans

**Forecasts** - Anticipated major land use shifts, changes in use, or trends

**Other Considerations** -

- Decreasing or increasing market demand for commercial or housing in non-traditional districts or corridors
- Greater focus on integrating diverse uses at the edges and areas of transition

- Community expectations
- More walkable, liveable integrated neighborhoods and districts
- Documented increases in nuisances, code violations, disinvestment, and other related trends
- More diversity in housing types, affordability, and availability
- Increased beautification, aesthetics, and identity
- Greater focus on preservation, adaptation, and reuse of existing homes and structures

### Transitions

In every city, dissimilar land uses converge at some point. Transitioning within, between, and along the edges is one of the most critical elements to align as Placetypes are implemented, changed, or amended. Typically, a one-to-two-block transition zone on either side of both placetype boundaries would be a practical zone to complete the transition from one placetype to another.

The friction that sometimes exists within and along the edges of neighborhoods, commercial areas, or roadways can be mitigated through a variety of planning strategies and regulatory tools. Design standards appropriate for transition areas should include the following:

- Preservation of mature canopy and understory trees
- Burying and consolidating utilities in areas that do not conflict with tree preservation, landscaping or other bufferyard elements
- Utilizing greater rear and side-yard setbacks and/or a reduction in structure height of more intense uses
- Scaling-down or minimizing the height of exterior lighting, signage, and other building and site elements
- Increasing the intensity or massing of tree plantings, landscaping, fences, and bufferyard features

- Placement of impactful site elements such as access drives, building entrances, windows, refuse, and grease bins
- Utilization of berms, preservation of natural elevation changes, or screening to block headlights, mechanical equipment, or trash receptacles
- Acquisition of additional right of way or easements to screen and separate uses from intense public infrastructure and improvements
- Designing building and site elements to be architecturally compatible with surrounding area

## PLACETYPES DIAGRAMS

Each placetype section includes a diagram that showcases an example of the placetype’s development pattern. It is not intended to depict the only way a placetype can develop, rather showing an example of how the identified mix of uses could be accommodated within the placetype.

PLACETYPES	LAND USES															
	Single-Family Detached	Single-Family Attached	Multi-family	Parks & Open Space	Sports Complexes & Recreational Facilities	Urban Agriculture	Office, Hospitality, Retail Sales & Service	Neighborhood Commercial	Maker, Artisan & Innovation Spaces	Public & Private Schools & Colleges	Government, Healthcare & Vocational Schools	Personal Storage, Outdoor Schools	Light Industry	Warehousing & Distribution Facilities	Heavy Industry & Manufacturing	Airport, Railroad & Freight Facilities
Residential Neighborhood	●	○	◇	○	○	○	○	○	○	○	○	○	○	○	○	○
Mixed Residential	●	●	●	○	○	○	○	○	○	○	○	○	○	○	○	○
Downtown	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Mixed-Use	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
City Corridor	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Institutional & Employment Center	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Business Flex	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Industry & Logistics	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Urban Green Space & Recreation	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○

- **Primary Land Use:** More prominent and play a pivotal role in characterizing that placetype
- **Supporting Land Use:** Less prevalent and serve to support the primary land use.
- ◇ **Low Intensity Supporting Land Use:** Less prevalent and serve to support the primary use at neighborhood scale

## Forward SGF Top 10 COMPREHENSIVE CITY CODE UPDATE



The Comprehensive Plan establishes and assigns placetypes to all areas within the City and surrounding planning area. Each placetype assignment should be used to guide future land development and redevelopment, as well as more detailed or strategic planning at the district, corridor, or neighborhood level. Zoning and other related regulatory codes are used to implement the planning vision, at the parcel level. Multiple zoning districts can be present in the placetypes as long as they complement one another and support the general character of the placetype. The placetypes should serve as an essential tool in identifying needed updates to the City’s zoning regulations and development standards. **Chapter 15: Implementation**, provides additional detailed guidance on how the City should use placetypes when updating development codes.

## FUTURE PLACETYPES

### Residential Neighborhood: Center City

Typically characterized by a diverse range of single-family homes with varying architectural styles, setbacks, and parcel sizes.

### Residential Neighborhood: Traditional

Post-war residential neighborhoods that contain predominantly single-family detached dwellings with uniform setbacks, building designs, and parcel sizes.

### Mixed Residential

Primarily higher density single-family attached and multifamily residential dwellings. This includes townhomes, rowhomes, duplexes, apartments, student housing, and single-family detached homes that have been converted into multiunit dwellings.

### Downtown

Serves as the primary activity center of Springfield, containing a wide variety of uses, such as retail, entertainment, office, hospitality, institutional, multifamily residential, and public gathering spaces.

### Mixed Use

Functions as small-scale activity centers that provide a mix of residential, shopping, service, office, entertainment, and dining options. They can include vertically stacked or horizontally laid out mixed of uses.

### City Corridor

Predominantly consists of commercial and service-related development varying in scale, ranging from standalone businesses to large retail centers.

### Institutional & Employment Center

Contains institutional uses, such as universities, museums, community centers, municipal facilities, and large religious complexes, as well as major medical and office parks.

### Business Flex

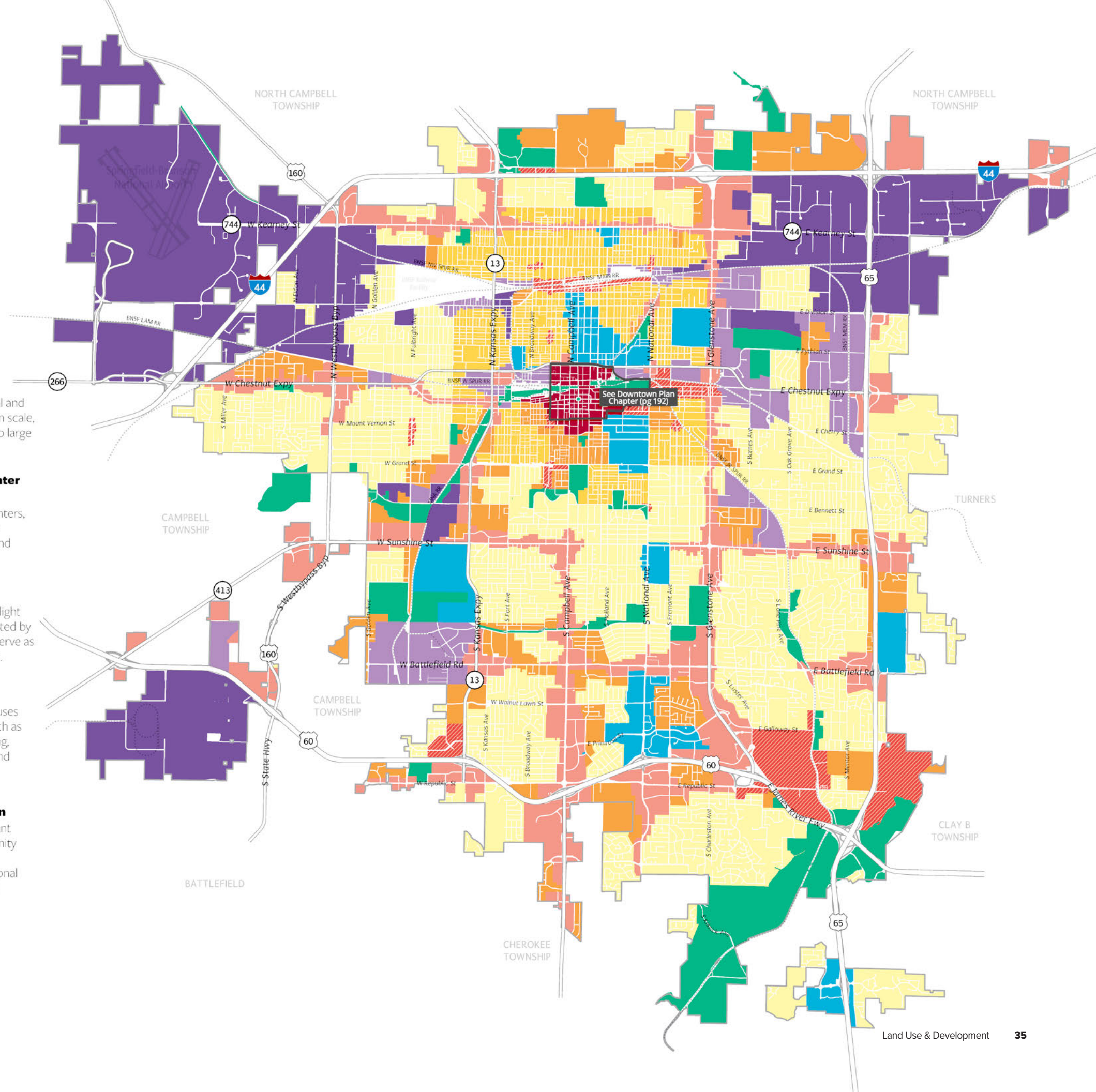
Includes areas with an eclectic mix of light industrial and office uses, complemented by the occasional commercial use, that serve as centers of employment opportunities.

### Industry & Logistics

Consists of light and heavy industrial uses dedicated to a range of industries, such as manufacturing, packaging, warehousing, storage, transportation, commerce, and distribution.

### Urban Green Space & Recreation

Consists of Springfield's most significant natural areas as well as major community parks, sports complexes, recreational facilities, and community and educational centers that draw both residents and regional visitors.



# RESIDENTIAL NEIGHBORHOODS

## DESCRIPTION

Springfield's Residential Neighborhoods are among the community's greatest assets and one of the best opportunities to characterize a sense of place. Springfield has a variety of neighborhoods that were established over the City's history. Two distinct residential character areas have been identified for future planning purposes: the **Center City Neighborhood** and **Traditional Neighborhood** character areas.

New residential development, infill guidelines, and residential zoning will be guided by the character descriptions outlined below. These character areas should also be used to inform and guide the development of more focused and detailed planning conducted at the corridor, district, and neighborhood level. Center City Neighborhood design characteristics could be incorporated in either area, but Traditional Neighborhood design characteristics should be discouraged in the Center City area, where the prevailing neighborhood fabric and housing forms should be preserved and protected. It is critical that future development in both Residential Neighborhood placetypes complement the existing architecture and built form.

## CENTER CITY NEIGHBORHOODS

Center City Neighborhoods are Springfield's oldest residential neighborhoods, dating to before WWII. They are typically characterized by a diverse range of single-family homes with varying architectural styles, setbacks, compact and shared spaces and parcel sizes. Center City neighborhoods historically had small scale neighborhood supporting retail services provided at key intersection, streetcar routes, and neighborhood centers. These building types and commercial uses were integrated into the neighborhood fabric. Most Center City Neighborhoods follow a gridded block pattern with alleys, tree-lined streets, and a well-connected sidewalk network that allows residents to walk to nearby neighborhood amenities. Due to their compact form and proximity to urban centers, these neighborhoods are places where residents should reasonably be able to walk, bike, or ride transit to meet some of their educational, employment, shopping, and recreational needs. Center City Neighborhoods are also integrated with key cultural and institutional uses, such as schools and places of worship that serve surrounding residents.

Center City Neighborhoods consist of housing of varying conditions, age, affordability, and vacancies. Opportunities for infill development are pursued where appropriate, diversifying the housing stock. Much of the housing stock uses traditional stick-framed construction with lap siding or masonry veneer. Elevated porches with columns and stoops are focal points common to homes in these areas. Infill can include higher density residential development that should blend with the surrounding character. Vacant and underutilized properties are considered for new uses, such as pocket parks, community gardens, or small neighborhood commercial nodes as well as housing.

The creation of neighborhood-scale commercial should focus on the incorporation of context sensitive designs and low intensity uses to ensure integration into the surrounding area. These low intensity uses could include dining, personal services, office, and essential goods. These nodes could be located along historic streetcar routes or higher classification roadways on the edges of the neighborhood.

Priority is given to the pedestrian environment to foster a walkable neighborhood. Planning for Center City Neighborhoods should strive to improve infrastructure and support the building types and uses that make these neighborhoods more complete, diverse, and accessible to residents.

## TRADITIONAL NEIGHBORHOODS

Traditional Neighborhoods are comprised of post-war residential neighborhoods that contain predominantly single-family detached dwellings with uniform setbacks, building designs, and parcel sizes, that are separated from dissimilar uses by distinct zoning boundaries and buffer yards. Housing in Traditional Neighborhoods range from bungalows to expansive ranch-style homes constructed with a variety of materials and methods. Neighborhood parks, schools, and churches are dispersed throughout to serve nearby residents. These neighborhoods can follow a gridded block pattern or curvilinear streets and are well connected internally with sidewalks and trails. Traditional Neighborhoods tend to be expansive, isolating residents from services and resources on the edges, often beyond walking distance.

Planning for Traditional Neighborhoods should strive to increase and integrate quality of place and complete neighborhood characteristics. These characteristics could include beautification efforts such as planting street trees, expanding connections and access to the greenway and trail system, and support for low-intensity multi-family, low-intensity neighborhood commercial, or a mix of uses to serve area residents. Multi-family, neighborhood commercial, or mixed use should be located on the edges of the greenway system, on higher classification roadways, or areas identified by residents during the neighborhood planning process. Preservation of residential housing and housing patterns should be prioritized where lots are predominately accessed from side or internal local streets.

Redevelopment of traditional single-family residential housing for higher-density housing or commercial should be limited to areas adjacent to identified activity centers, where circulation and access will not negatively affect the adjoining neighborhood.

## LAND USES

### PRIMARY USES

- Single-family detached

### SUPPORTING USES

- Single-family attached
- Low-intensity multifamily
- Low-intensity, neighborhood commercial
- Parks, greenways, and open space
- Public and private schools and places of worship
- Low-intensity urban agriculture

## CHARACTERISTICS

### TRANSPORTATION & INFRASTRUCTURE

- Traffic-calming measures, such as speed-humps, bump-outs, roundabouts, landscaped chicanes with integrated stormwater management, and on-street parking are used to slow traffic.
- Best management practices for stormwater management are required in development projects and within public rights-of-way, such as permeable paving, rain gardens, green roofs, native landscaping, and other low impact design strategies.
- Sidewalk gaps are filled, and sidewalks connect to transit routes, greenways and trails, and supportive uses are located within the neighborhood and around the perimeter.
- Alleys provide pedestrian connections, alternative access to rear yards, detached garages, and other approved accessory uses.
- Sense of place and identity is enhanced through neighborhood organization efforts, preservation and planting trees, neighborhood identification signs, and traffic calming improvements that double as streetscape elements.
- As technology, trends, and funds permit, utilities are buried or are consolidated along rear property lines, reducing conflicts with street trees, pedestrian infrastructure, and viewsheds.
- Major entrances into neighborhoods are marked by identification signs and landscaping.

### URBAN DESIGN - BUILDING AND SITE TYPOLOGY

Urban design characteristics that apply to both Center City and Traditional Neighborhoods include:

- The main entrances of new residential developments are oriented towards the primary street.
- Preservation and adaptive reuse of neighborhood schools and surplus buildings are encouraged.
- When appropriate, adaptive reuse of residential structures for low-intensity, neighborhood-scale nonresidential uses, including missing middle housing types, is encouraged at neighborhood nodes and along edges.
- Accommodations are made to allow expanded home occupations, without detracting from the character of the neighborhood, being conscious of changing trends and advances in technologies.
- New and infill buildings maintain the proportions and architectural features common in the existing block.
- When commercial buildings are located within or adjacent to the neighborhood, they are oriented to the street, focus on pedestrian-scale, and provide limited vehicle parking.

#### Center City Neighborhood

Urban design characteristics unique to Center City Neighborhood character area include:

- Residential subdivisions are designed and platted in more conventional layouts with shorter blocks.
- Lots have a variety of widths, depths, and setbacks creating unique identity from neighborhood to neighborhood.

- While not as common, attached and detached garages provide limited parking options and create a greater demand for on-street parking.
- Garages reflect the architectural style and scale of the primary buildings and are often setback well behind the front facade.
- Driveways are often accessed from the rear alley and are shared or absent in exchange for sidewalks to the front door or porch, which provides increased on-street parking opportunities.
- Properties and neighborhoods eligible for local historic designation are continually identified and preserved.
- Key corridors that offer transit and other multimodal, trail, or greenway connections can be enhanced with increased housing and neighborhood scale services, shops, and dining.
- Low-impact, neighborhood-scale commercial uses should be considered at locations where community facilities and amenities or other informal neighborhood hubs already exist, at former streetcar stops, along the edges of the neighborhood or at other significant neighborhood destinations.
- Neighborhood parks, community centers, greenway or trailheads, museums, gardens, schools, and churches can serve as anchors for neighborhood commercial hubs.

#### Traditional Neighborhood

Urban design characteristics unique to Traditional Neighborhood character area include:

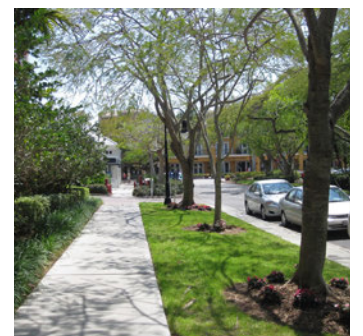
- Residential subdivisions are designed and platted with curvilinear streets in structured layouts that maximize use of land.

- Lots have uniform widths, depths, and setbacks that align with home sizes and densities.
- Attached garages are a standard element, typically integrated into the design of the home and make up a dominant part of the front elevation, reducing the on-street parking demands.
- Vehicular driveways are provided for each home and are accessed almost exclusively from the front or side street, limiting on-street parking opportunities.
- Neighborhoods are often self-regulated by covenants that limit use, size, and design of structures, as well as care and use of private amenities and common areas.

#### Transitions

- A “stepped down” approach is used to transition from higher density/intensity residential and non-residential uses to single-family residential homes and uses, with greater densities/intensities located on higher functioning roadways, at the periphery of the neighborhood.
- Lower density residential uses are sufficiently screened and buffered between higher density housing and non-residential uses.
- The design of higher density residential uses integrated into the Residential Neighborhood Placetype should complement the scale and character of the surrounding neighborhood. Attention should be given to building height, orientation, architectural style, and setback to ensure the existing neighborhood character is retained.

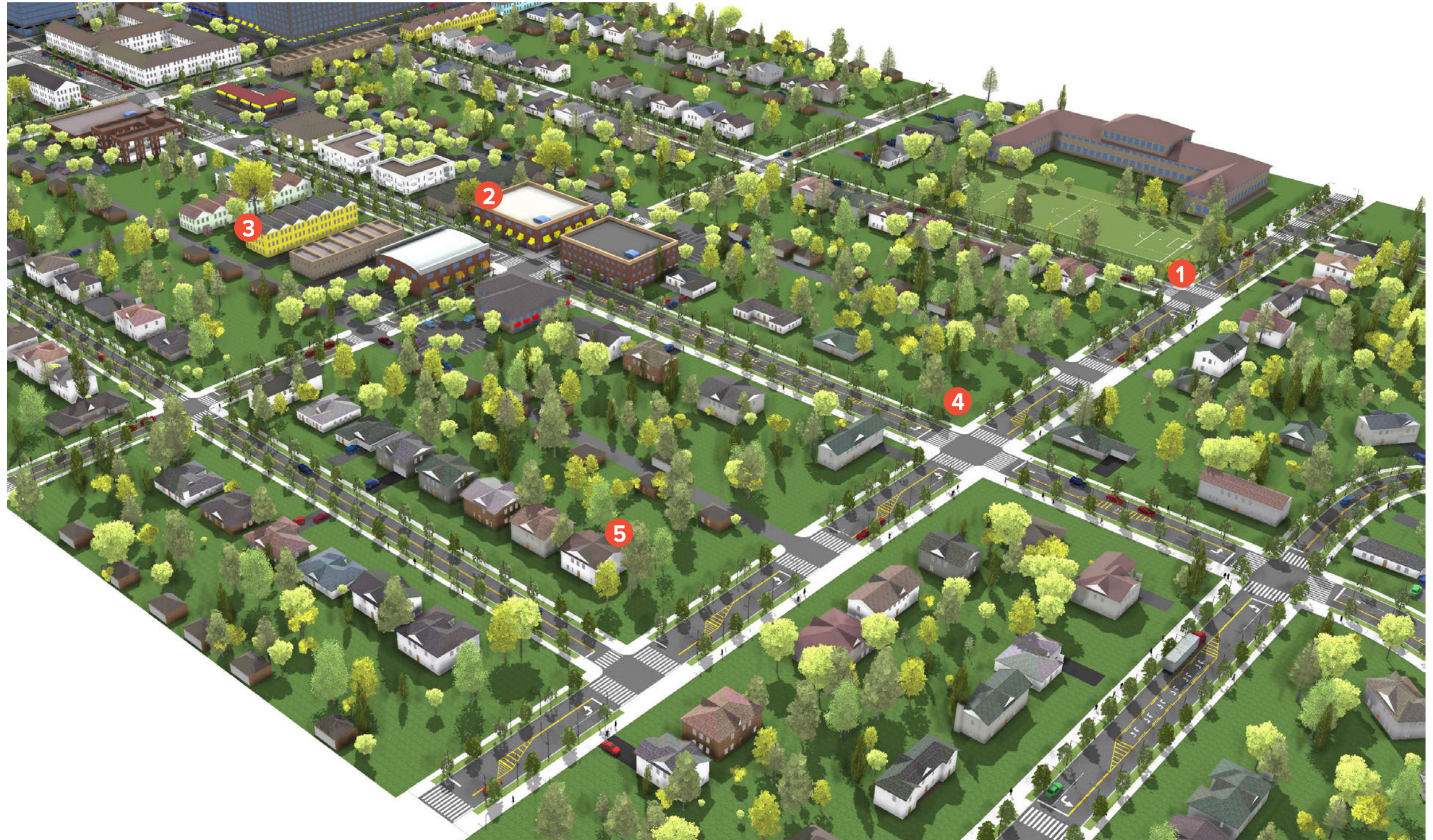
## DEVELOPMENT EXAMPLES



# RESIDENTIAL NEIGHBORHOODS – CENTER CITY NEIGHBORHOOD

## PLACETYPE DIAGRAM

- 1** Center City Neighborhoods should maintain a fully connected pedestrian network of sidewalks that provide safe and efficient walking access to transit routes, nearby schools, parks, and amenities like greenways and trails.
- 2** Missing-middle and diverse housing types and other supportive uses, such as neighborhood-scale commercial are located along the perimeter, at historic streetcar stops, prominent intersections that bisect the neighborhood, or where other community facilities and amenities already exist.
- 3** Combined with context sensitive site design and building placement, a step-down approach should be used to create a gradual transition where more intense housing types and dissimilar uses converge within or along the edges of the neighborhood.
- 4** Tree planting on private properties and along city streets are encouraged to create shade, expand the urban forest, and improve the character and increase property values within the neighborhood.
- 5** New structures reflect the character and context of the historic neighborhood fabric and developed area, through the integration of porches, walkways, and the use of alleys for vehicular access and parking.



# RESIDENTIAL NEIGHBORHOODS – TRADITIONAL NEIGHBORHOOD

## PLACETYPE DIAGRAM

- 1** Traditional Neighborhoods should maintain a fully connected pedestrian network of sidewalks that provide safe and efficient walking access to transit routes, nearby schools, parks, and amenities like greenways and trails.
- 2** Missing-middle and diverse housing types and other supportive uses, such as neighborhood-scale commercial are located along the perimeter and around major intersections that bisect the neighborhood.
- 3** Combined with context sensitive site and building design and placement, a step-down approach should be used to create a gradual transition where more intense housing types and dissimilar uses converge along the edges of the neighborhood.
- 4** Neighborhoods are designed with curvilinear streets, cul-de-sacs, and structured layouts that maximize the use of land to accommodate an auto-orientated housing with garages and front-loaded driveways.
- 5** Tree planting on private properties and along city streets are encouraged to create shade, expand the urban forest, and improve the character and increase property values within the neighborhood.



# MIXED RESIDENTIAL

## DESCRIPTION

The Mixed Residential placetype contains primarily higher density single-family attached and multi-family residential dwellings. This includes townhomes, rowhomes, duplexes, apartments, student housing, and single-family detached homes that have been converted into multiunit dwellings. Residential uses are supported by key cultural and institutional centers, such as schools and places of worship. Housing for university and college students, young professionals looking for housing close to work, and seniors desiring to downsize are prioritized within this placetype. Encouraging investment to enhance existing properties as well as attracting new high-quality development with attention to scale and building design is a key focus to ensure desirable character within the placetype.

## LAND USES

### PRIMARY USES

- Single-family attached
- Single-family detached
- Multi-family

### SUPPORTING USES

- Parks, greenways, and open space
- Low-intensity urban agriculture
- Public and private schools and places of worship
- Low-intensity neighborhood commercial

## CHARACTERISTICS

### TRANSPORTATION & INFRASTRUCTURE

- Access management is improved for vehicles through curb cut consolidation and cross-access between properties, reducing traffic conflicts and backups.
- Electric vehicle charging facilities, pedestrian and bicycle infrastructure, and automated vehicle parking and loading spaces are integrated along major corridors and integrated into private development plans.
- Traffic-calming measures, such as speed-humps, bump-outs, roundabouts, landscaped chicanes with integrated stormwater management, and on-street parking are used to slow traffic.
- Quality of place and identity is enhanced through preserving and planting trees, and other landscaping and traffic calming improvements are made that double as streetscape elements.
- As technology, trends, and funds permit, utilities are buried or are consolidated along rear property lines, reducing conflicts with street trees, pedestrian infrastructure, and viewsheds.
- Sidewalk gaps are filled, and sidewalks connect to transit routes, greenways and trails, and supportive uses located within the neighborhood and around the perimeter.
- Transit service is expanded along key commercial corridors over the long term with bus stops enhanced with shelters and live timetables.
- Street network is well-connected, designed for slow traffic, and includes pedestrian facilities.

- The higher density nature of the placetype prioritizes these areas for future transit access and Transit-Oriented Development (TOD) as the City looks to expand the system in the long term.
- Best management practices for stormwater management are required in development projects and within public rights-of-way, such as permeable paving, rain gardens, green roofs, native landscaping, and other low impact design strategies.

### URBAN DESIGN - BUILDING AND SITE TYPOLOGY

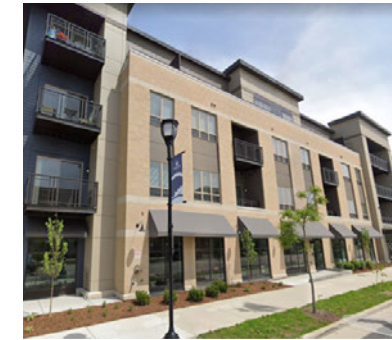
- Residential development and neighborhood-scale commercial buildings are oriented to the street and focus on pedestrian scale.
- Parking is to be located behind or beside the primary buildings with abundant landscaping and screening. Pedestrian pathways to provide safe access to business entrances.
- Preservation of neighborhood schools and adaptive reuse of existing residential and non-residential structures is encouraged.
- New structures reflect the character and context of the historic neighborhood fabric and developed area.
- A greater focus on site design, parking access, massing, and building orientation are adopted to ensure new development is complementary to adjacent lower density residential development.
- Multi-story buildings designed with active ground floor spaces are visible and inviting to the pedestrian with transparent, glass windows and doors.

- Quality materials, construction methods, workmanship, and design are incorporated into new development and redevelopment.
- A mix of building heights is supported through structured site and building design strategies to soften the impact on adjacent lower intensity residential development.
- The main entrance of new development is oriented towards the primary street.
- Windows, balconies, and porches are encouraged on upper stories to provide informal security with “eyes on the street” and activation.
- Lighting, signage, landscaping, mail, and delivery accommodations are proactively incorporated into the site design.
- Mechanical equipment, trash receptacles, and recycling bin storage areas are fully screened or located away from major roadway view.

### TRANSITIONS

- Mixed Residential placetypes near the Downtown and city corridors help generate activity and increase access to local shoppers, while providing high-quality, affordable housing options.
- Mixed Residential developments are prioritized and supported in locations adjacent to major employment centers, activity centers, healthcare facilities, higher education facilities, schools, major parks, greenways, recreational facilities, and existing city corridors in need of an expanded customer-base and reinvestment.
- Higher density residential is sufficiently screened and buffered from lower density uses.

## DEVELOPMENT EXAMPLES





# MIXED RESIDENTIAL

## PLACETYPE DIAGRAM

- 1** Parking is predominately located behind the primary buildings, surrounded with abundant landscaping and headlight screening, along with pedestrian pathways to provide safe access to building entrances.
- 2** Building access, massing, placement, and orientation are incorporated into the site design to ensure new development is complementary to adjacent lower density residential development.
- 3** Multi-use paths, trails, and pet-friendly parks and open space should be integrated into the neighborhood to provide recreational opportunities and community gathering spaces.
- 4** Transit service is prioritized in higher density residential areas, particularly along major corridors with well-lit bus stops enhanced with shelters and live timetables.
- 5** The street network is well-connected, designed for high-volume slow traffic, and robust pedestrian facilities.



# DOWNTOWN

## DESCRIPTION

The Downtown placetype serves as the primary activity center of Springfield, containing a wide variety of uses, such as retail, entertainment, office, institutional, multi-family residential, and public gathering spaces. The pedestrian environment is accentuated with ample streetscaping elements, offering a unique and attractive place to live, work, shop, dine, and socialize. This placetype contains the densest areas within the City with higher building heights encouraged. Vertical mixed-use buildings with residential or office located above active ground floor uses, oriented to streets and sidewalks, are the predominant development type. Some supporting stand-alone commercial or multifamily uses also exist. Integrated multi-family housing increases foot-traffic in the area, helping to create a lively, thriving environment.

## LAND USES

### PRIMARY USES

- Mixed-use
- Office, hospitality, retail sales and service
- Multifamily
- Maker, artisan, and innovation spaces

### SUPPORTING USES

- Parks, greenways, and open space
- Sports complexes, and recreational facilities
- Universities, colleges, and vocational schools
- Public and private schools and places of worship
- Government, healthcare, and institutional facilities

## CHARACTERISTICS

### TRANSPORTATION & INFRASTRUCTURE

- Transit service is expanded and prioritized Downtown with bus stops enhanced with shelters and live timetables.
- Pedestrian-friendly infrastructure is integrated, including wide sidewalks, pedestrian-scaled lighting, trash cans, street trees, landscaping, and benches.
- Electric vehicle charging facilities, bicycle infrastructure, micro-mobility, and automated vehicle parking and loading spaces are integrated throughout Downtown placetype and into private development plans.
- Best management practices for stormwater management are required in development projects and within public rights-of-way, such as permeable paving, rain gardens, green roofs, native landscaping, and other low impact design strategies.

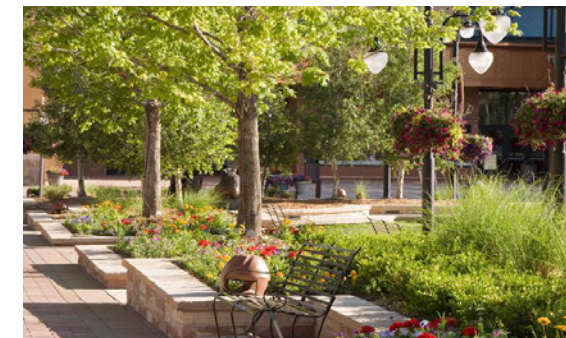
### URBAN DESIGN - BUILDING AND SITE TYPOLOGY

- Most buildings within or near the core of Downtown are located at or near the property line to create a consistent, desirable sense of enclosure.
- Parking is located on-street or behind buildings in shared or public garages and surface lots. Pedestrian pathways are incorporated to provide safe access to business entrances.
- Building types are urban in form with the main entrance at the street level and mechanical service and delivery areas located at the rear on adjacent alleys.
- Streetscapes are enhanced with public art and cultural installations, street trees, landscaping, water features, pedestrian-scaled lighting, and creative gateway signs.
- Strong connections to local universities, innovation districts, and neighborhoods are established through branding and connectivity.
- Public outdoor areas and gathering spaces are integrated, with their “experience” enhanced by attractive landscaping, planters, trees, benches, and public art.
- Public or semi-public spaces are used for outdoor cafes, outdoor dining, and parklets; enhancing the pedestrian experience.
- Buildings are designed to activate the sidewalk, including pedestrian scale elements with a mix of building heights and architectural designs.
- Building facades and entrances along the sidewalks have a high degree of transparency to increase visual interest and informal security with “eyes on the street.”

### TRANSITIONS

- Uses at the periphery of the Downtown placetype complement uses in the bordering placetype. For example, multi-family uses are supported at the edge of the Downtown placetype where it borders a residential or mixed residential placetype.
- Primary uses in adjoining neighborhood placetypes are protected with a “stepped down” approach and sufficient buffer yards and screening in the Downtown placetype.
- Adaptive reuse of outmoded warehouse buildings is encouraged to transition legacy industrial areas to uses that foster pedestrian activity and support the Downtown placetype.

## DEVELOPMENT EXAMPLES



# DOWNTOWN

## PLACETYPE DIAGRAM

- 1** Buildings are designed to activate the sidewalk, including pedestrian-scale elements with a mix of building heights and architectural designs.
- 2** Roadways are designed to accommodate all modes of transportation but should ideally prioritize pedestrians and with a high degree of walkability.
- 3** Wide sidewalks, trails, and pet-friendly parks and open space should be integrated into the urban fabric to provide recreational opportunities and community gathering spaces.
- 4** Streetscapes are enhanced with public art and cultural installations, street trees, landscaping, water features, pedestrian-scaled lighting, and creative gateway signs.
- 5** Uses along the periphery complement those in the bordering placetype and are protected with a stepped down approach along with context sensitive designs, bufferyards, and screening.



# MIXED USE

## DESCRIPTION

Areas within the Mixed Use placetype function as activity centers that provide a mix of residential, shopping, services, office, entertainment, and dining options. These centers can also host small to moderate-sized manufacturing, maker spaces, artisan shops, galleries, and music venues that contribute to innovation or themed entertainment districts. Depending on the existing character of the area and the vision identified, mixed use areas, districts, corridors, and developments can take on a very prescriptive or wide range of uses as well as design requirements.

The Mixed Use placetype is intended to accommodate existing districts and facilitate the creation of new districts and subareas. This placetype should be reserved for areas in Springfield that contain a diverse range of uses that would not fit into the other, more focused placetypes. These places can include vertically stacked or horizontally laid out mixed-use buildings, like Historic Commercial Street, or they can take the form of larger-scale mixed-use developments, like Chesterfield Village or Galloway Village. Besides mixed-use buildings, this placetype can also include a mixture of primary and supporting uses on separate parcels.

The Mixed Use placetype can include small concentrations of neighborhood-serving businesses, along former streetcar routes. These areas can feature adaptive reuse of non-residential and residential buildings, like those located at the intersection of Cherry and Pickwick in the Rountree Neighborhood. Mixed Use placetypes also include evolving and planned districts or light manufacturing, warehousing, and artisan districts, like the Moon City Creative District or the Trafficway subarea.

Planning for Mixed Use placetypes should include the development of strategic plans to facilitate adoption of contextual regulations to support and implement an identified district or neighborhood vision. Planning should incorporate infrastructure improvements that prioritize the pedestrian and promote an integration of public spaces into private development and increase connectivity with adjoining neighborhoods, activity centers, or institutional and employment centers. Neighborhood planning efforts should identify incompatible uses that do not contribute positively to the adjoining neighborhood, such as industrial, storage, or auto-oriented commercial businesses.

## LAND USES

### PRIMARY USES

- Multi-family
- Office, hospitality, retail sales and service
- Maker, artisan, and innovation spaces
- Entertainment

### SUPPORTING USES

- Parks, greenways, and open space
- Government, healthcare, and institutional facilities
- Universities, colleges, and vocational schools
- Public and private schools and places of worship
- Low-intensity urban agriculture
- Sports complexes and recreational facilities
- Single-family detached
- Single-family attached

## CHARACTERISTICS

### TRANSPORTATION & INFRASTRUCTURE

- Transit service is prioritized with bus stops enhanced with shelters and live timetables.
- Pedestrian-friendly infrastructure is provided, like wide sidewalks, pedestrian-scaled lighting, waste receptacles, street trees, landscaping, and benches.
- Pedestrian and bicycle infrastructure, and micro-mobility are integrated.
- Best management practices for stormwater management are required in redevelopment projects and within public rights-of-way, such as permeable paving, rain gardens, green roofs, native landscaping, and other low impact design strategies.
- Traffic-calming measures, such as speed-humps, bump-outs, roundabouts, landscaped chicanes with integrated stormwater management, and on-street parking are used to slow traffic.
- Quality of place and identity is enhanced by preserving and planting trees and other landscaping. Green infrastructure help to calm traffic and double as streetscape elements.
- As technology, trends, and funds permit, utilities are buried or consolidated along rear property lines reducing conflicts with street trees, pedestrian infrastructure, and viewsheds.
- Road diets and streetscape improvements are made to better establish a “pedestrian-friendly” environment.
- Parking is located behind buildings or on-street and arranged to maximize shared parking between multiple uses.

## URBAN DESIGN - BUILDING AND SITE TYPOLOGY

- A mix of building types are present, including adaptive re-use of residential structures, with preference for preserving architecture and neighborhood fabric.
- Building heights are limited to three to four stories, or reduced to complement adjacent lower density residential patterns.
- Buildings are located at or close to the front property line with context-sensitive designs that emphasize the pedestrian and public realm.
- Lighting, landscaping, signage, mail, and delivery accommodations are incorporated into the site design.
- Sense of place is enhanced through streetscaping elements, like benches, pedestrian-scaled lighting, public art, and outdoor seating.
- Local art and cultural elements are incorporated into the streetscape to create a unique center representative of the surrounding residential neighborhood.

## TRANSITIONS

- Locations appropriate for mixed use centers are identified through strategic planning process with clearly defined boundaries.
- Multifamily and single-family attached residential are integrated to buffer mixed use neighborhood nodes from surrounding lower intensity residential areas.
- Screening and buffering are provided between commercial uses and lower-density residential development.
- Strong connections to local universities, innovation districts, and neighborhoods are established through branding and connectivity.

## DEVELOPMENT EXAMPLES



# MIXED USE

## PLACETYPE DIAGRAM

- 1** Roadways are designed to accommodate all modes of transportation but should ideally prioritize pedestrians and with a high degree of walkability.
- 2** Buildings are located at or close to the front property line with context-sensitive designs that activate the sidewalk and emphasize the public realm with pedestrian-scale elements and offer a mix of building heights and interests with a high-degree of transparency.
- 3** Locating higher density multi-family above or behind businesses or retail along with strong connections to adjacent neighborhoods can enhance the local customer and employment-base.
- 4** Quality of place and identity is enhanced by preserving and planting trees and other landscaping. Green infrastructure help to calm traffic and double as streetscape elements.
- 5** Parking is located behind buildings or on-street and arranged to maximize shared parking between multiple uses.



# CITY CORRIDOR

## DESCRIPTION

The City Corridor placetype predominantly consists of commercial and service-related development varying in scale, ranging from standalone businesses to large retail centers. City Corridors are also key locations to support and encourage multi-family developments that rely on proximity to retail, commercial services, and employment centers. Each of these use groups are best located along major roadways with high volumes of traffic. This placetype is not only highly accessible by car, but also by walking, biking, and transit. City Corridors provide a wide range of shopping, service, entertainment, and employment destinations for both residents and visitors. Common uses within the placetype include chain restaurants, gas stations, hotels, national retailers, movie theaters, smaller offices, and a variety of support services.

City Corridors contribute significantly to Springfield's economy and local tax base with a regional customer draw. City Corridors are locations of significant redevelopment opportunity, where absorption of underserved housing, employment, sales, and service, can be accommodated. Underutilized properties may be redeveloped into higher density multifamily or mixed-use developments where appropriate to increase activity within the placetype. The City's most traveled corridors are prioritized for streetscaping, beautification, and multimodal improvements to enhance the character and connectivity of Springfield. As this placetype receives the highest volume of visitors aside from the Downtown placetype, it is essential that the quality of development and visual appeal of the corridors are attractive and representative of the City's desired image.

## LAND USES

### PRIMARY USES

- Office, hospitality, retail sales and service
- Multi-family
- Sports complexes and recreation facilities
- Maker, artisan and innovation spaces

### SUPPORTING USES

- Public and private schools and places of worship
- Parks, greenways and open space
- Urban agriculture
- Universities, colleges and vocational schools
- Personal and outdoor storage

## CHARACTERISTICS

### TRANSPORTATION & INFRASTRUCTURE

- Access management is improved for vehicles through curb cut consolidation and cross-access between commercial properties, reducing traffic conflicts and backups.
- Electric vehicle charging facilities, pedestrian and bicycle infrastructure, and automated vehicle parking and loading spaces are integrated along major corridors, installed at key destinations, and incorporated into private development plans.
- As technology, trends, and funds permit, utilities are buried or consolidated along rear property lines, reducing conflicts with street trees, pedestrian infrastructure, and viewsheds.
- Transit service is expanded along key commercial corridors over the long term with bus stops enhanced with shelters and live timetables.

## URBAN DESIGN - BUILDING AND SITE TYPOLOGY

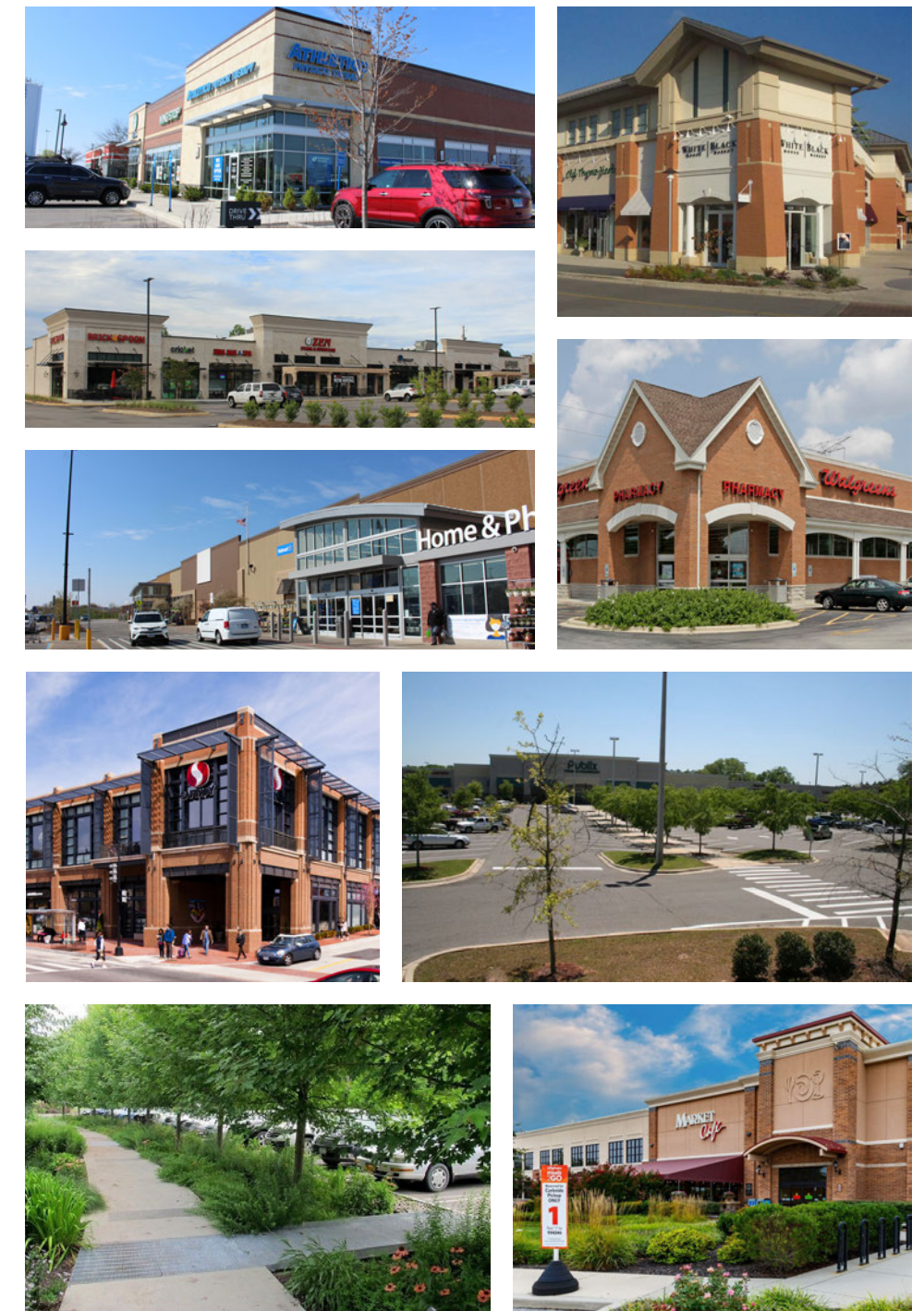
- Residential development and commercial buildings should be oriented to the street.
- Parking should be located behind or beside the primary buildings with abundant landscaping and screening to encourage greater interest and interaction between the adjoining street and the building, that contributes to community-wide quality of place.
- Pedestrian pathways within large parking lots provide safe access to business entrances.
- A greater focus on site design, parking access, massing, and building orientation are adopted to ensure development that is complementary to adjacent lower density residential development.
- Multi-story buildings designed with active ground floor spaces should be visible and inviting to increase a vibrant pedestrian environment.
- Use of quality materials, construction methods, workmanship, and design should be incorporated into new development and redevelopment.
- A mix of building heights is supported through structured site and building design strategies to soften the impact on adjacent lower intensity residential development.
- Lighting, landscaping, signage, mail, and delivery accommodations should also be proactively incorporated into the site design.
- Design should avoid the placement of mechanical equipment along major roadways or should be completely screened, along with adequate spacing for storage of waste receptacles.

- Best management practices for stormwater management are required in development projects and within public rights-of-way, such as permeable paving, rain gardens, green roofs, native landscaping, and other low impact design strategies.
- Encourage code adjustments regarding parking minimums instead of parking maximums.

## TRANSITIONS

- Office and multifamily uses can be placed on the periphery of the placetype to transition into adjacent lower density residential placetypes.
- Higher density residential development should be integrated along existing commercial corridors in need of reinvestment, transitioning aging commercial properties to new uses and focusing future commercial development at high activity nodes.
- Commercial and higher density residential is sufficiently screened and buffered between low-density residential development.
- Multi-story buildings should be sited and designed to reduce the impact on adjacent lower intensity residential development.

## DEVELOPMENT EXAMPLES



# CITY CORRIDOR

## PLACETYPE DIAGRAM

- 1 Higher density residential development should be integrated along existing commercial corridors in need of reinvestment, transitioning aging commercial properties to new uses and focusing future commercial development at high activity nodes.
- 2 Sites are designed with buildings orientated towards the street and parking is located behind with abundant landscaping and screening to encourage community-wide quality of place.
- 3 City corridors are prioritized for streetscaping, beautification, and multimodal improvements to enhance character, connectivity, and sense of place.
- 4 As technology, trends, and funds permit, utilities are buried or consolidated along rear property lines, reducing conflicts with street trees, pedestrian infrastructure, and viewsheds.
- 5 Access management is improved for vehicles through curb cut consolidation and cross-access between commercial properties, reducing traffic conflicts and backups.



# INSTITUTIONAL & EMPLOYMENT CENTER

## DESCRIPTION

The Institutional and Employment Center placetype contains a variety of major medical and office parks, and a collection of institutional and employer campuses. Large campuses are supported by small commercial sales and service business, and a mix of community-orientated amenities. Student housing is also a common component. In the case of universities or colleges, along with mixed housing types located along the fringes and transitional areas, providing housing near major employers is important. Areas within this placetype act as centers of culture, education, and business development, while providing numerous employment opportunities for residents of Springfield and others from the region. As Institutional and Employment Centers provide vital jobs and services to the entire metro area, multimodal accessibility and public transit connectivity are key components of this placetype. Underutilized parcels are assembled and redeveloped into more intense supporting uses or higher density housing developments where appropriate, to increase activity within the center. Planning for Institutional and Employment Center placetype focuses on infrastructure and corridor improvements to facilitate traffic flow, multimodal connectivity, and streetscaping improvements, needed to enhance the character and connectivity of key corridors. As these centers of activity receive high volumes of visitors and commuters into the City, it is essential that the quality of development and visual appeal of the corridors remain attractive and representative of the City's desired image.

## LAND USES

### PRIMARY USES

- Universities, colleges, and vocational schools
- Government, healthcare, and institutional facilities

### SUPPORTING USES

- Single-family detached
- Single-family attached
- Multi-family
- Parks, greenways, and open space
- Sports complexes and recreational facilities
- Office, hospitality, retail sales and service
- Maker, artisan, and innovations spaces
- Public and private schools and places of worship

## CHARACTERISTICS

### TRANSPORTATION & INFRASTRUCTURE

- Access management is improved for vehicles through curb cut consolidation and cross-access between commercial properties, reducing traffic conflicts and backups.
- Electric vehicle charging facilities, pedestrian and bicycle infrastructure, and automated vehicle parking and loading spaces are integrated along major corridors, installed at key destinations, and integrated into private development plans.

- As technology, trends, and funds permit, utilities are buried or consolidated along rear property lines reducing conflicts with street trees, pedestrian infrastructure, and viewsheds.
- Transit service is prioritized at key employment centers, institutions, and along major corridors with bus stops enhanced with shelters and live timetables.
- The pedestrian environment is enhanced with expanded sidewalks and pedestrian infrastructure, such as benches, pedestrian-scaled lighting, and street trees.
- Best management practices for stormwater management are required in development projects and within public rights-of-way, such as permeable paving, rain gardens, green roofs, native landscaping, and other low impact design strategies.

### URBAN DESIGN - BUILDING AND SITE TYPOLOGY

- Parking should be located behind or beside the primary buildings with abundant landscaping and screening to encourage greater interest and interaction between the adjoining street and the building, that contributes to community-wide quality of place.
- Pedestrian pathways within large parking lots provide safe access to business entrances.
- Character is enhanced by gateway features, landscaping, and branding elements, particularly within university, health care campuses, and innovation districts, to identify entry into campus areas.

- A greater focus on site design, parking access, massing, and building orientation are adopted to ensure development that is complementary to adjacent lower density residential development.
- Lighting, signage, landscaping, mail, and delivery accommodations should also be proactively incorporated into the site design.
- Multi-story buildings designed with active ground floor spaces should be visible and inviting with a high degree of transparency using clear glass windows and doors to increase a vibrant pedestrian environment.
- Use of quality materials, construction methods, workmanship, and design should be incorporated into new development and redevelopment.
- A mix of building heights is supported through structured site and building design strategies to soften the impact on adjacent lower intensity residential development.
- Design should discourage the placement of mechanical equipment along the adjacent streets or should be completely screened, along with trash receptacles, and recycling bins.

### TRANSITIONS

- Strong connections to local universities, innovation districts, and neighborhoods are established through branding and connectivity.
- More intense institutional and employment uses and supporting uses are sufficiently separated and buffered from lower intensity residential uses.

## DEVELOPMENT EXAMPLES





# INSTITUTIONAL & EMPLOYMENT CENTER

## PLACETYPE DIAGRAM

- 1** A greater focus on site design, parking access, massing, and building orientation are adopted to ensure development that is complementary to adjacent lower density residential development.
- 2** Transit service is prioritized at key employment centers, institutions, and along major corridors with well-lit bus stops enhanced with shelters and live timetables.
- 3** Best management practices for stormwater management are implemented within development projects and along public rights-of-way, such as permeable paving, rain gardens, green roofs, native landscaping, and other low impact design strategies.
- 4** Electric vehicle charging facilities, pedestrian and bicycle infrastructure, and automated vehicle parking and loading spaces are integrated along major corridors and installed at key destinations.
- 5** The pedestrian environment is enhanced with expanded sidewalks and pedestrian infrastructure, such as benches, pedestrian-scaled lighting, and street trees.



# BUSINESS FLEX

## DESCRIPTION

The Business Flex placetype includes areas with an eclectic mix of light industrial, office, storage, warehouse, and distribution centers, complemented by the occasional commercial sales and services. Business Flex areas are located on secondary roadways, where good street connectivity and access to major roadways and distribution routes can be easily accessed. Located in expanded areas adjacent to higher, more intense industrial uses and city corridors, Business Flex provide support services, sales, service, and supply of goods to consumers and contractors, where high visibility road frontage is not a priority. Planning for this placetype focuses on ensuring Business Flex operations have sufficient land available to expand and grow, while not dominating corridors where high visibility, retail frontage is prioritized.

## LAND USES

### PRIMARY USES

- Maker spaces, artisan, and innovation spaces
- Personal and outdoor storage
- Light industry
- Warehousing and distribution facilities

### SUPPORTING USES

- Parks, greenways and open space
- Sports complexes and recreational facilities
- Urban agriculture
- Office, hospitality, retail sales and service
- Universities, colleges, and vocational schools Government, healthcare and institutional facilities
- Airport, railroad, and freight facilities

## CHARACTERISTICS

### TRANSPORTATION & INFRASTRUCTURE

- Access management is improved for vehicles through curb cut consolidation and cross-access between commercial properties, reducing traffic conflicts and backups.
- Electric vehicle charging facilities are integrated and incentivized into development plans.
- As technology, trends, and funds permit, utilities are buried or consolidated along rear property lines, reducing conflicts with street trees, pedestrian infrastructure, and viewsheds.
- Best management practices for stormwater management are required in development projects and within public rights-of-way, such as permeable paving, rain gardens, green roofs, native landscaping, and other low impact design strategies.
- Pedestrian and bicycle infrastructure, and micro-mobility are integrated.

## URBAN DESIGN - BUILDING AND SITE TYPOLOGY

- Perimeter landscaping screens surface parking lots that accommodate the high number of employees, vehicles, delivery, and large truck traffic.
- Outside storage, auto oriented, or light industrial uses are screened from view from the right-of-way.
- Use of quality materials, construction methods, workmanship, and design should be incorporated into new development and redevelopment.
- A mix of building heights is supported through structured site and building design strategies to soften the impact on adjacent lower intensity residential development.
- Lighting, landscaping, signage, mail, and delivery accommodations should also be proactively incorporated into the site design.
- Design should discourage the placement of mechanical equipment along major roadways or should be completely screened, along with trash receptacles, and recycling bins.

## TRANSITIONS

- Appropriate site design, parking access, massing, building orientation, screening, buffering, and separation standards are adopted and used to mitigate adjacent incompatible uses.
- Commercial and smaller office uses within the placetype are directed to its perimeter to provide a gradual transition into surrounding placetypes.

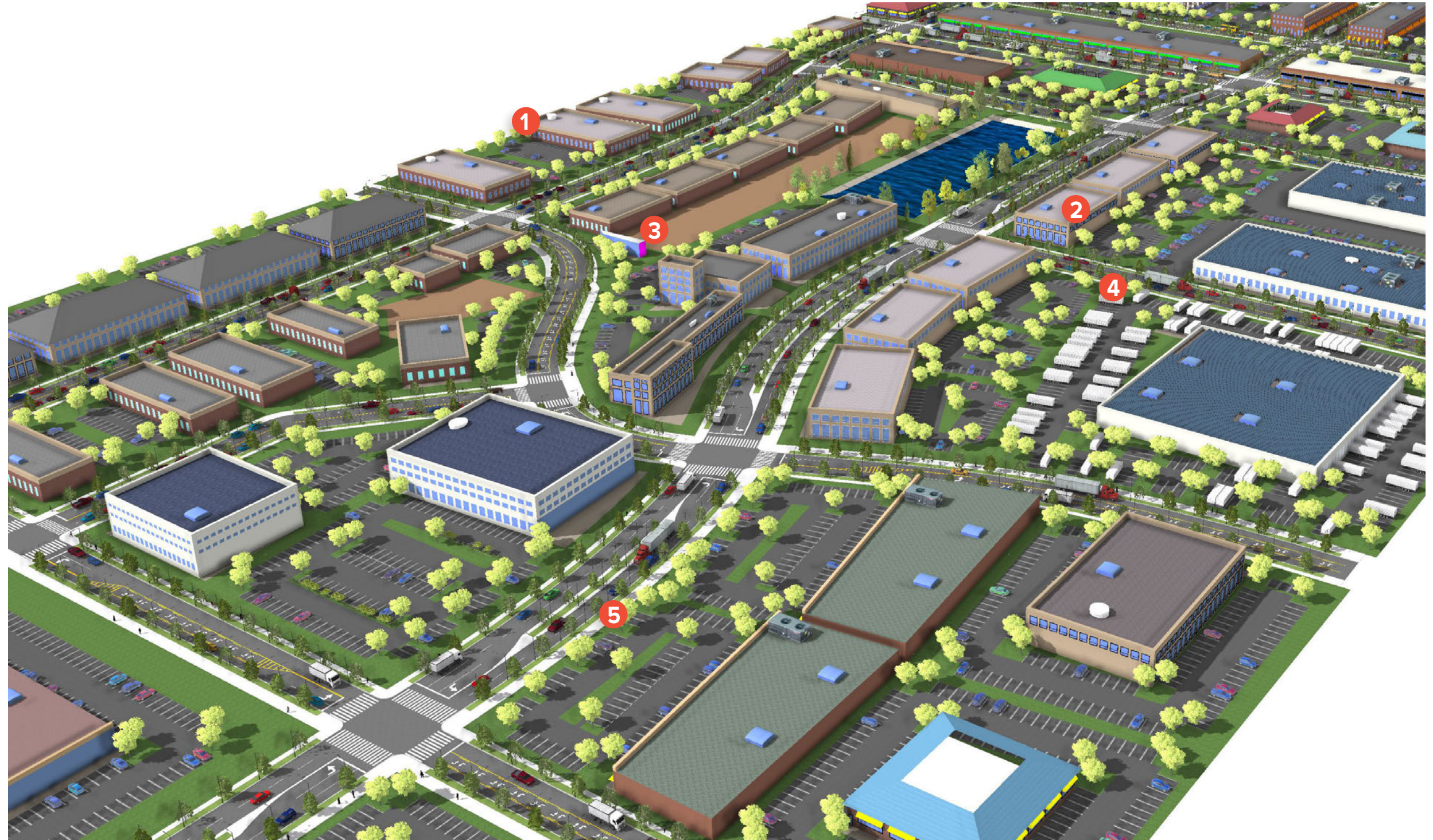
## DEVELOPMENT EXAMPLES



# BUSINESS FLEX

## PLACETYPE DIAGRAM

- 1** Appropriate site design, parking access, massing, building orientation, screening, buffering, and separation standards are adopted and used to mitigate adjacent incompatible uses.
- 2** Commercial and smaller office uses within the placetype are directed to its perimeter to provide a gradual transition into surrounding placetypes.
- 3** Outside storage, auto oriented, or light industrial uses are screened from view from the right-of-way.
- 4** Access management is improved for vehicles through curb cut consolidation and cross-access between commercial properties, reducing traffic conflicts and backups.
- 5** Perimeter landscaping screens surface parking lots that accommodate the high number of employees, vehicles, delivery, and large truck traffic.



# INDUSTRY & LOGISTICS

## DESCRIPTION

The Industry and Logistics placetype consists of heavy and moderately intense manufacturing, distribution uses, and a range of operations that rely on proximity to the City's airport, interstate, and rail facilities. Businesses and operations that supplement and provide logistical support for larger operations are also accommodated, such as those with significant outdoor storage and parking and circulation lots for trucking and freight. This placetype is critical to Springfield's economy and employment base and is enhanced as such with improved access management, clear wayfinding, and gateway features. Planning for this placetype involves a highly collaborative effort to preserve and help procure sufficient real estate for industrial parks, airport, rail operations, and expansion needs.

## LAND USES

### PRIMARY USES

- Personal and outdoor storage
- Light industry
- Warehousing and distribution facilities
- Heavy industry and manufacturing
- Airport, railroad, and freight facilities

### SUPPORTING USES

- Parks, greenways and open space
- Urban agriculture
- Office, hospitality, retail sales and service
- Maker spaces, artisan, and innovation spaces
- Universities, Colleges & Vocational Schools
- Government, healthcare and institutional facilities

## CHARACTERISTICS

### TRANSPORTATION & INFRASTRUCTURE

- Direct new industrial and logistic-dependent development to areas planned for more intense uses located near existing rail lines, major roadways, and Enterprise Zones.
- Best management practices for stormwater management are required in development projects and within public rights-of-way, such as permeable paving, rain gardens, green roofs, native landscaping, and other low impact design strategies.
- Freight traffic is diverted away from quieter residential or commercial streets to designated truck routes that are designed for anticipated capacity and have clear access to major routes and roadways.
- Electric vehicle charging facilities, pedestrian and bicycle infrastructure, and automated vehicle parking and loading spaces are integrated along major corridors, installed at key destinations, and integrated into development plans.

## URBAN DESIGN - BUILDING AND SITE TYPOLOGY

- Industrial buildings exhibit quality façade designs and site layouts that enhance the character of the area and promote quality development and a sense of place.
- Site design should discourage the placement or storage of materials and mechanical equipment along major roadways leading to the airport or along major routes into the City or should be completely screened, along with trash receptacles, and recycling bins.
- Lighting, landscaping, signage, mail, and delivery accommodations are be proactively incorporated into the site design.
- Industrial parks contain integrated paths and outdoor recreation areas that are used as amenities by employees.
- Entrances into industrial parks are clearly marked with monument signage and landscaping.
- Public art, gateway signage, and landscaping are incorporated into the streetscape leading to and from the airport and interstate interchanges to create a lasting, positive image of the community.

## TRANSITIONS

- Industrial uses are well screened and buffered when located near lower intensity commercial or residential areas to reduce potential negative visual and noise impacts.
- Less intense support sales, service, and supply of goods related to heavier manufacturing operations, airport, and other logistical operations are integrated along secondary roadways and around the periphery.

## DEVELOPMENT EXAMPLES



# INDUSTRY & LOGISTICS

## PLACETYPE DIAGRAM

- 1** Freight traffic is diverted away from quieter residential or commercial streets to designated truck routes that are designed for anticipated capacity and have clear access to major routes and roadways.
- 2** Less intense support sales, service, and supply of goods related to heavier manufacturing operations, airport, and other logistical operations are integrated along secondary roadways and around the periphery.
- 3** Entrances into industrial parks are clearly marked with monument signage and landscaping.
- 4** Public art, gateway signage, and landscaping are incorporated into the streetscape leading to and from the airport and interstate interchanges to create a lasting, positive image of the community.
- 5** Industrial buildings exhibit quality façade designs and site layouts that enhance the character of the area and promote quality development and a sense of place.



# URBAN GREEN SPACE & RECREATION

## DESCRIPTION

The Urban Green space and Recreation placetype consists of Springfield's most significant natural areas as well as major community parks and recreational facilities that draw both residents and regional visitors. Areas identified for this placetype include environmentally sensitive areas, such as riparian zones adjacent to waterways, floodplain and flood prone areas, as well as forested areas that provide recreational access to trails and parks. Preservation and improvement of urban green space and recreation areas are an essential factor in making Springfield a desirable place to live. They allow for active and passive recreation, healthy lifestyles, beautification of the community through greenery, and natural habitats with ecological value. Passive open spaces within the Urban Green space and Recreation placetype are preserved and enhanced as Springfield continues to grow, including the City's urban forest. Existing park facilities are enhanced, while opportunities for new parks are pursued with growth and to address underserved residential areas. Urban green space and recreation areas are stand-alone destinations based on significant land area, water, or related natural features, whereas neighborhood parks are supporting uses in the Residential Neighborhood and Mixed Residential Placetype.

## LAND USES

### PRIMARY USES

- Parks, greenways, and open space
- Sports complexes, and recreational facilities

### SUPPORTING USES

- Urban agriculture

## CHARACTERISTICS

### TRANSPORTATION & INFRASTRUCTURE

- Open space, natural features, and park facilities across the City are well connected via a comprehensive trail system.
- Bike routes and shared lanes create bike access between urban green space and recreation areas.

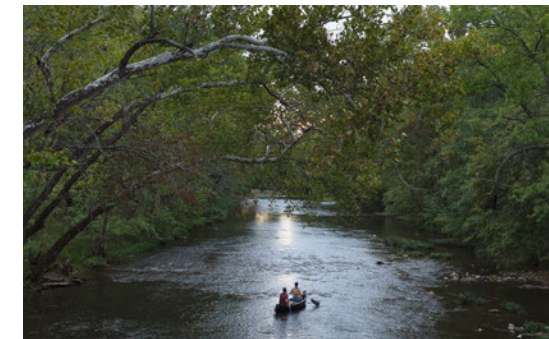
### URBAN DESIGN - BUILDING AND SITE TYPOLOGY

- Unique natural assets are enhanced through placemaking elements, such as recreational amenities, public art, and cultural features.
- Key water features like the James River, Fellows and McDaniel Lakes, Lake Springfield, and Little Sac River, are transformed into community destinations with recreation opportunities, such as swimming, fishing, canoeing, and kayaking.
- Improve existing park facilities with upgraded recreational amenities, internal walking paths, recreational infrastructure, and landscaping.
- Mountain biking, hiking, and outdoor trail systems are integral components of urban parks and recreation areas.

## TRANSITIONS

- Land uses surrounding urban green space and recreation areas are typically low density to preserve scenic views, their natural character, and public access, with more intense development encouraged along linear parks, greenways, and trails to promote use and security.
- Preservation and restoration of the urban forest, riparian zones, and open space are prioritized.

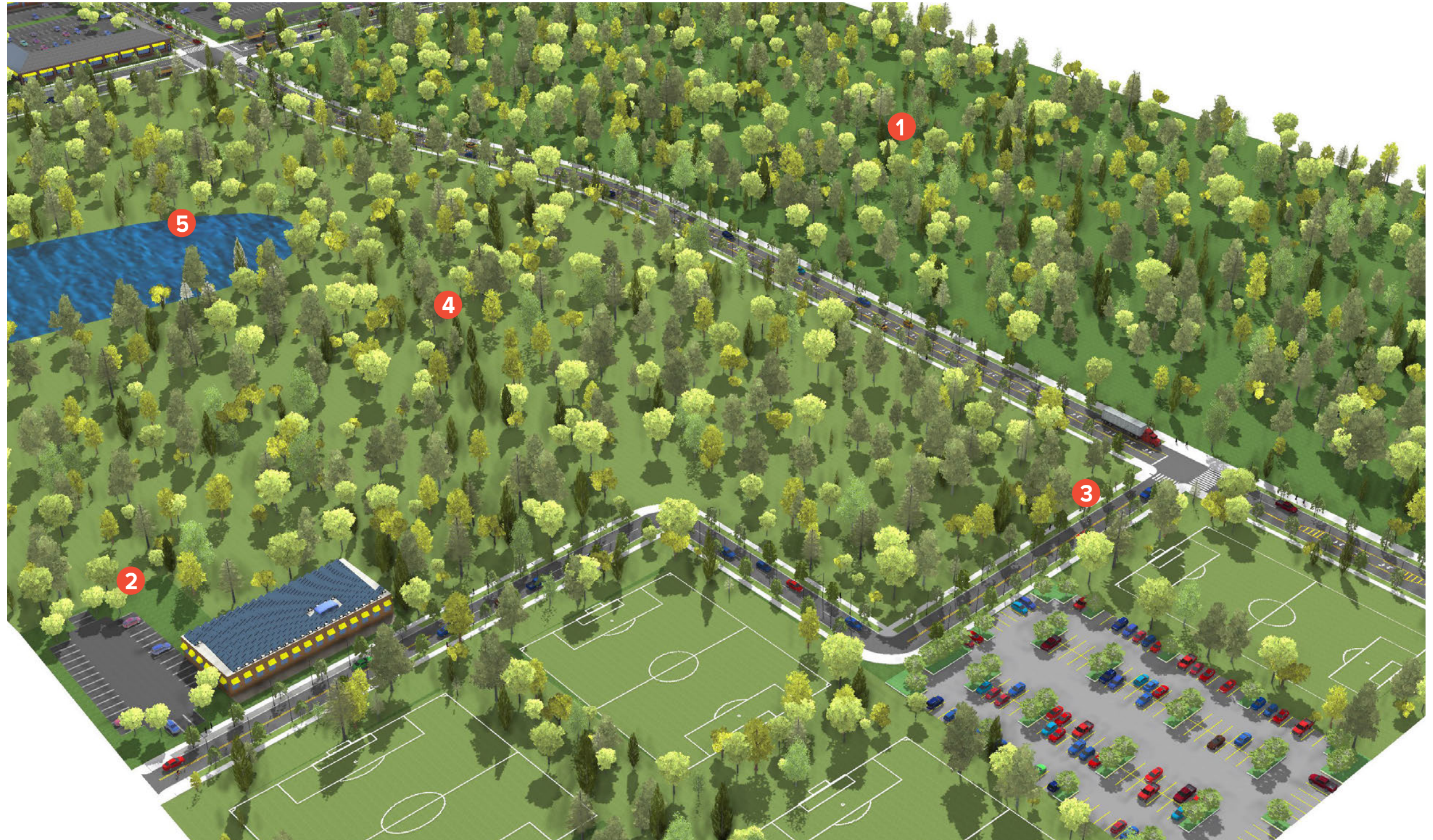
## DEVELOPMENT EXAMPLES



# URBAN GREEN SPACE & RECREATION

## PLACETYPE DIAGRAM

- 1 Preservation and restoration of the urban forest, riparian zones, and open space are prioritized.
- 2 Open space, natural features, and park facilities across the city are well connected via a comprehensive trail system.
- 3 Bike routes and shared lanes create bike access between urban green space and recreation areas.
- 4 Mountain biking, hiking, and outdoor trail systems are integral components of urban parks and recreation areas.
- 5 Unique natural assets are enhanced through placemaking elements, such as recreational amenities, public art, and cultural features.





## CHAPTER 6

# GROWTH AREAS & ANNEXATION

### *In this chapter*

*Managed Growth*

*Strategic Considerations  
for Annexation*

*Annexation Plan*

*Annexation Considerations*

*Urban Service Area*

### *Forward SGF Top 10*

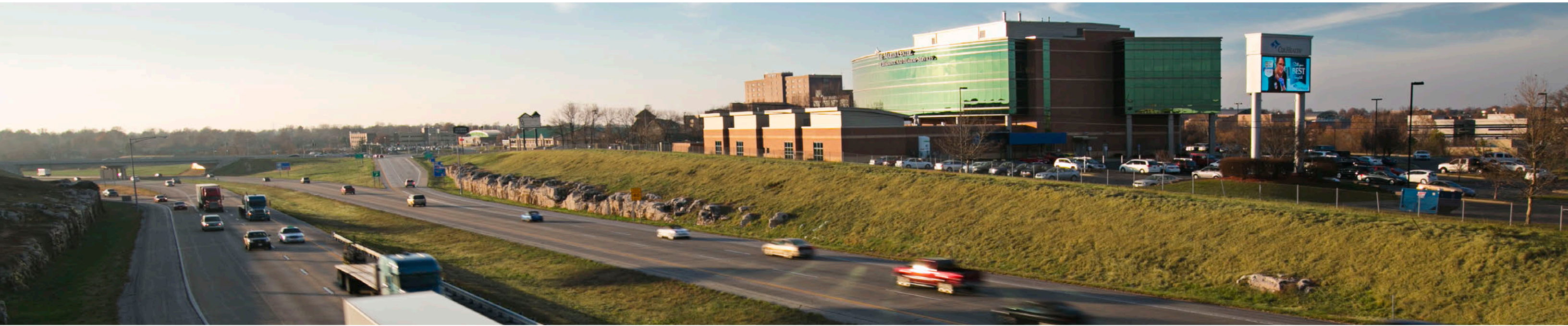


## **GROWTH AND ANNEXATION PLAN**

The City of Springfield is committed to the concept of planned, sustainable, responsible growth. Sustainable growth should strive to balance the demand for new development, quality expectations, and environmental, community, and fiscal resources, while supporting a desirable mix of uses. While the *Forward SGF* Land Use Plan identifies the location of where different types of development should be accommodated within the City's designated growth area, a more comprehensive strategy will be needed to help guide future expansion of the city limits and Urban Service Area. The strategy will also serve as a guide to maximize short- and long-term public investment related decision making to support planned growth.

It is critical the City works closely with surrounding municipal and county governments, utility providers, the regional planning agencies, business and environmental groups, and other stakeholders. The City should facilitate conversations on topics that promote sustainable growth, a resilient economy, and stewardship of the natural and built environment in the greater Ozarks region.





## MANAGED GROWTH

*Forward SGF* identifies numerous approaches to guiding growth and the management of infrastructure and service investments to support existing community needs and development in the City of Springfield. Evaluating future decisions should be made with caution not to exchange short-term growth for long-term stability.

Recommendations for growth and annexation should be further guided by the following objectives:

### Prioritize Positive Potential

Prioritize areas for annexation where development will provide a positive benefit to potential new residents, businesses, and property owners without unduly high infrastructure costs or creating a long-term fiscal strain on City resources.

### Maximize Opportunities

Maximize development and redevelopment opportunities in urbanized portions of Springfield through market-responsive regulations, infrastructure, and quality of place upgrades.

### Plan Infrastructure Investments

Plan infrastructure investments that support strategic City growth in areas of economic opportunity.

### Balance Infrastructure Maintenance

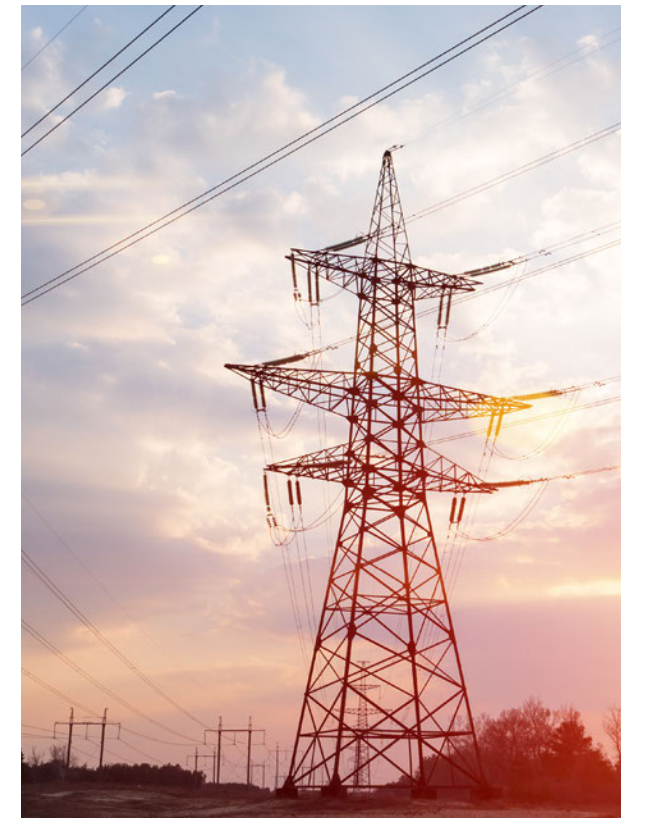
Seek a balanced approach between existing infrastructure maintenance and upgrades to infrastructure in existing incorporated areas designated for more intensive development, as well as the installation of new infrastructure in short-term growth areas.

### Target Areas for Service

Target areas for annexation in the short-term where delivery of fire and police services can be accomplished within the response time benchmarks by existing or planned facilities, while proactively planning for these facilities in designated long-term growth areas.

### Prioritize Transportation

Prioritize transportation corridors for annexation and infrastructure investment that will have a positive impact on improving the City's physical image and catalyze attractive development.



## GROWTH AREAS FUTURE PLACETYPES

### Residential Neighborhood: Center City

Typically characterized by a diverse range of single-family homes with varying architectural styles, setbacks, and parcel sizes.

### Residential Neighborhood: Traditional

Post-war residential neighborhoods that contain predominantly single-family detached dwellings with uniform setbacks, building designs, and parcel sizes.

### Mixed Residential

Primarily higher density single-family attached and multifamily residential dwellings. This includes townhomes, rowhomes, duplexes, apartments, student housing, and single-family detached homes that have been converted into multiunit dwellings.

### Downtown

Serves as the primary activity center of Springfield, containing a wide variety of uses, such as retail, entertainment, office, hospitality, institutional, multifamily residential, and public gathering spaces.

### Mixed Use

Functions as small-scale activity centers that provide a mix of residential, shopping, service, office, entertainment, and dining options. They can include vertically stacked or horizontally laid out mixed of uses.

### City Corridor

Predominantly consists of commercial and service-related development varying in scale, ranging from standalone businesses to large retail centers.

### Institutional & Employment Center

Contains institutional uses, such as universities, museums, community centers, municipal facilities, and large religious complexes, as well as major medical and office parks.

### Business Flex

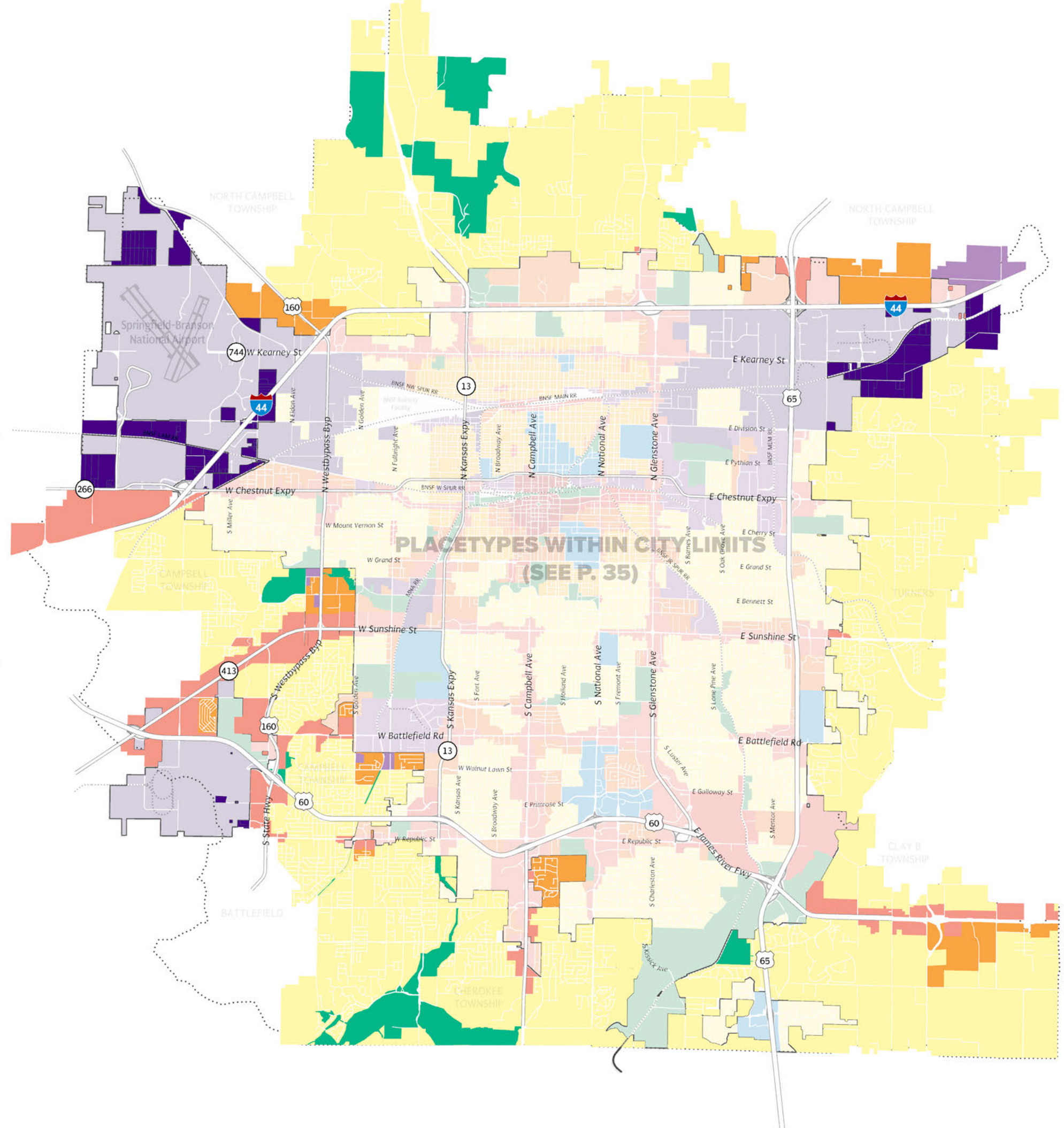
Includes areas with an eclectic mix of light industrial and office uses, complemented by the occasional commercial use, that serve as centers of employment opportunities.

### Industry & Logistics

Consists of light and heavy industrial uses dedicated to a range of industries, such as manufacturing, packaging, warehousing, storage, transportation, commerce, and distribution.

### Urban Green Space & Recreation

Consists of Springfield's most significant natural areas as well as major community parks, sports complexes, recreational facilities, and community and educational centers that draw both residents and regional visitors.



## STRATEGIC CONSIDERATIONS FOR ANNEXATION

*Forward SGF* is a 20-year plan that builds on successes and lessons learned from past planning efforts. The City's former Comprehensive Plan, Vision 20/20, advocated for a similar balanced growth strategy that included the identification of areas appropriate for annexation, infrastructure expansion, and new investment in existing underserved areas of the City. For a variety of reasons, areas identified in the Vision 20/20 annexation plan were not entirely achieved as planned, which has created new challenges for the City moving forward. These existing circumstances and conditions have shaped the greater urbanized area of Springfield and the annexation plan outlined in *Forward SGF*. Future annexations into the City of Springfield, will rely heavily on analysis of a variety of short- and long-term impacts and the need for engagement and coordination from property owners, surrounding jurisdictions, and community stakeholders.

### EVALUATING IMPACTS OF ANNEXATION

Annexation proposals should be based on an analysis of the quantitative and qualitative impact to the City and to the property owner(s). Additional land provides more space for the City to develop residentially and commercially, accommodating growth demand. This is generally advantageous; however, there is a financial threshold for annexation that should be evaluated and considered before any existing and/or planned development is determined to be beneficial to the City. Carefully weighing short- and long-term costs will help to ensure the City remains strong during lean times, and financially resilient in the long-term.

### Balancing Fiscal Impacts

As discussed in **Chapter 10: Infrastructure and Community Facilities**, the City should evaluate how it funds infrastructure improvements to ensure that current residents do not disproportionately bear the cost of future expansion. The City should also be conscious of the impact on the owners of the property proposed to be annexed, weighing the increased taxes, level of services offered, and potential use and value, if the property remains unincorporated.

When evaluating properties for annexation, the City should consider the benefit of taxes paid on the properties, and sales tax if the property is a commercial business, versus the costs Springfield would incur serving those properties. There are opportunities for Springfield to capture such costs as more customers are located close to existing businesses in city limits. The relationship and demands on infrastructure, emergency services, and resources available for reinvestment should be examined as well. This is to ensure the City can sufficiently focus on improving quality of place within existing underserved Springfield neighborhoods before prioritizing outward expansion.

There are many factors to consider when evaluating annexations and several of these items are discussed in greater detail within this chapter. At a high level, these factors include:

- **Transportation Systems** – Long-term regional connection should be coordinated with Ozarks Transportation Organization (OTO), including securing rights-of-way and expanding the trail network. Regional roadway connections should be designed according to *Forward SGF* street typologies outlined in **Chapter 9: Transportation and Mobility**.
- **Utilities** – City Utilities should be included as a partner for future Urban Service Area boundary changes to help the City grow at a sustainable and fiscally responsible rate. Consideration should be given to potentially requiring consent annexation agreements for all new sewer, water, and gas connections within the USA.
- **Environmentally Sensitive Areas** – Annexation and development in environmentally sensitive areas should be avoided, including sinkhole and flood prone areas. The Flood Control and Water Quality Protection Manual should continue to be implemented to mitigate such hazards and potentially dangerous development.

- **Septic Systems** – The City and surrounding counties should coordinate in aligning sewer connection policies and addressing failing septic systems. Annexation of previously developed, unsewered areas should be approached on a case-by-case basis to ensure the cost of providing services and environmental impacts can be carefully evaluated.
- **Emergency Response** – As the City grows, coordination with police and fire departments will be necessary to ensure public safety services are expanded to sufficiently serve residents.

### Benefits of Annexation

In addition to greater tax revenues, there are other benefits of annexation for the City to consider. For example, annexation allows Springfield to cast a larger net, expanding resident resources to participate in local government by voting in municipal elections and serving on City boards. Annexation can provide for population growth, while better reflecting the demographic makeup of the total community. The urbanized area of Springfield goes well beyond the city limits, annexing properties and development corridors can provide the City with the opportunity to influence and incentivize development that aligns with the city's Comprehensive Plan, specifically growth and development. Annexation can also provide an opportunity to add natural amenities or make necessary transportation connections critical to the serve the city and the entire region.

For property owners, annexing into the City of Springfield can represent a range of expanded services and opportunities to participate in the future of the greater Springfield community. Springfield offers a variety of programs for residents and neighborhood groups, that may not be available in the County. Depending on location, properties outside the City may have higher overall taxes, when combined with utility surcharges, and rural fire district levies, making annexation an attractive option. In addition, there is a non-fiscal community contribution factor to consider. Residents of unincorporated Springfield cannot participate in city elections, city tax referendums, and cannot serve on certain city advisory boards and commissions

### Identifying Annexation Areas

While Missouri State statutes provide a foundation for identifying acceptable annexation areas, they do not set standards for prioritizing growth areas that benefit the City. The City accomplishes this through the Comprehensive Plan, recognizing the general framework, outlined in RSMO 71.012 and 71.015, that annexations shall provide the following:

- The area must be reasonable and necessary for the proper development of the City.
- The City must have the ability to furnish normal municipal services to the area within a reasonable time frame.
- The area must be contiguous and compact to the existing corporate boundaries.

# ANNEXATION PLAN

Strategic and continual reinvestment in the City's urbanized area is essential to support and accommodate a growing population. It is equally essential to support growth in emerging markets along the City's edges where economic momentum can help create new jobs and increase commerce. Annexation and growth on the edges should be sensitive to a variety of dynamics including available resources, investment and maintenance costs, and growth trends in the surrounding communities, unincorporated areas, and greater region.

The City should prioritize short-term and long-term areas for future annexation. While not every property identified in each of the following Priority One and Two areas can or should be annexed immediately, each represent areas where opportunities for economic and job growth are promising due to varying combinations of available infrastructure, city services, proximity to major transportation corridors, and advantageous land patterns. Likewise, Priority Three areas include largely residential subdivisions and undeveloped tracts appropriate for future residential growth. As outlined above, some of these areas offer advantages over others, such as shorter response times for emergency services and lower utility costs and taxes. The following sections and accompanying map outline short-term annexation areas that primarily target business development and job growth, while long-term annexation areas are primarily focused on residential growth.

## Priority One

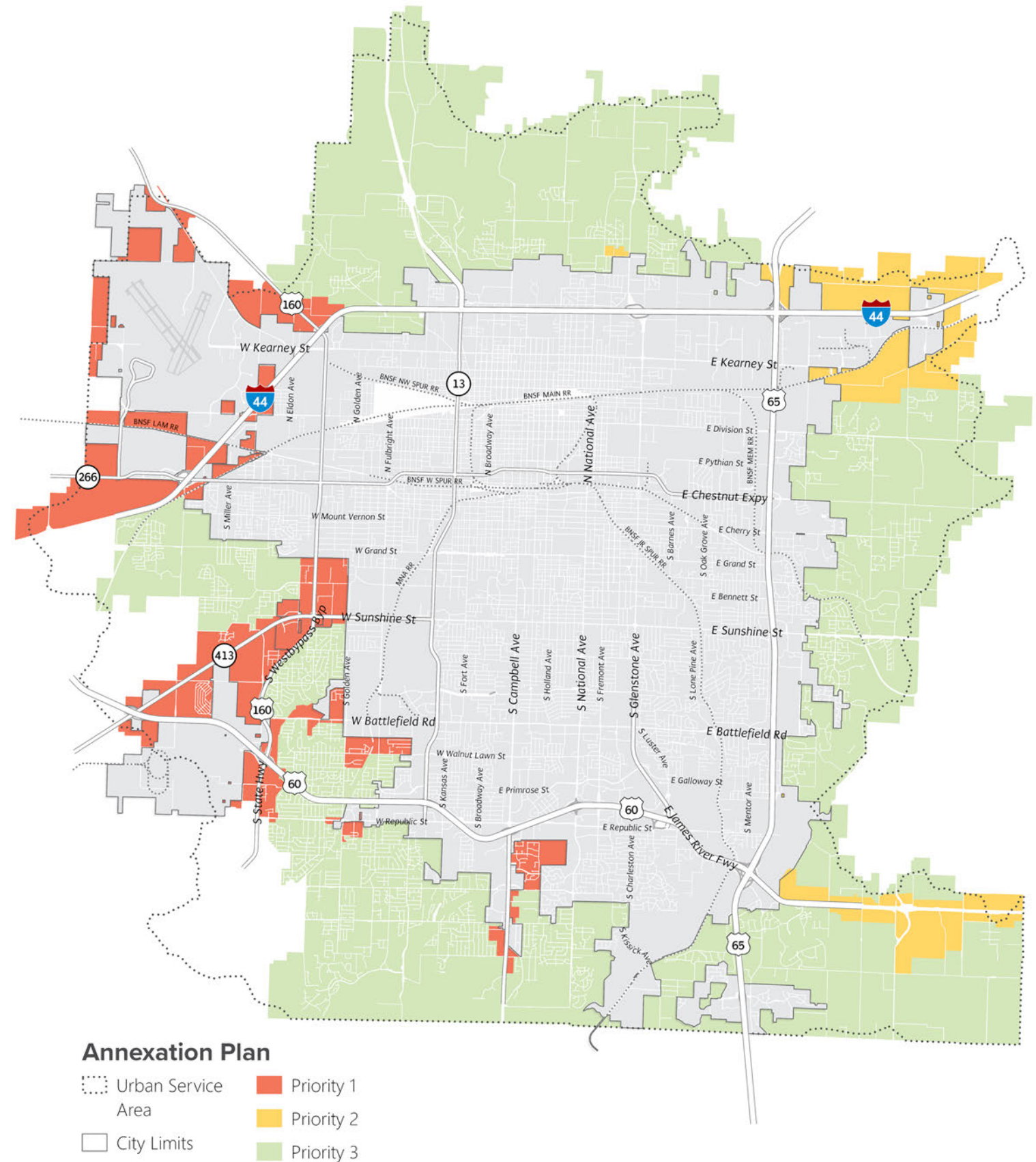
Priority One areas represent short-term growth areas. These growth areas are primarily located on the western and southwestern sides of the City in the vicinity of the Springfield-Branson National Airport, Interstate 44, West Sunshine Corridor, and James River Freeway. The City should consider the strategic value of each property and develop annexation proposals to promote new development, in combination with short-term infrastructure planning over the course of the next two to five years to take advantage of existing momentum and growth south and west of the City.

## Priority Two

Priority Two areas represent long-term growth areas. These growth areas are primarily located on the eastern side of the City in the vicinity of two important eastern gateways at Interstate 44 and Hwy 65 and James River Freeway and Hwy 65. The City should consider the strategic value of each property and assemble annexation proposals in advance of new development. While these areas represent great opportunities for economic development and job growth, comprehensive infrastructure and emergency service planning will need to be improved in these areas. As outlined in **Chapter 8: Economic Development** and **Chapter 10: Infrastructure and Community Facilities**, the City should prioritize planning of facilities and infrastructure to support new development over the course of the next 5 to 10 years to take advantage of existing land patterns and proximity to these emerging development corridors.

## Priority Three

Priority Three areas represent long-term growth areas. These growth areas are comprised mainly of residential subdivisions, housing, and traditional community support services located around the perimeter of the City, adjacent to Priority One and Two growth areas. While these areas are not net revenue generators, they may be equally valuable in terms of growing the City's population base and expanding the City's reach in a community involvement capacity. Some of these areas are also strategically important to help access potential growth areas that are currently not contiguous to the City. Assembling annexation proposals for Priority Three residential areas will involve considerable study and may involve a range of incorporation strategies, including municipal elections. These large areas represent long-term growth areas that will require extensive planning to provide a full range of City services, as they can significantly impact fiscal resources.



# ANNEXATION CONSIDERATIONS

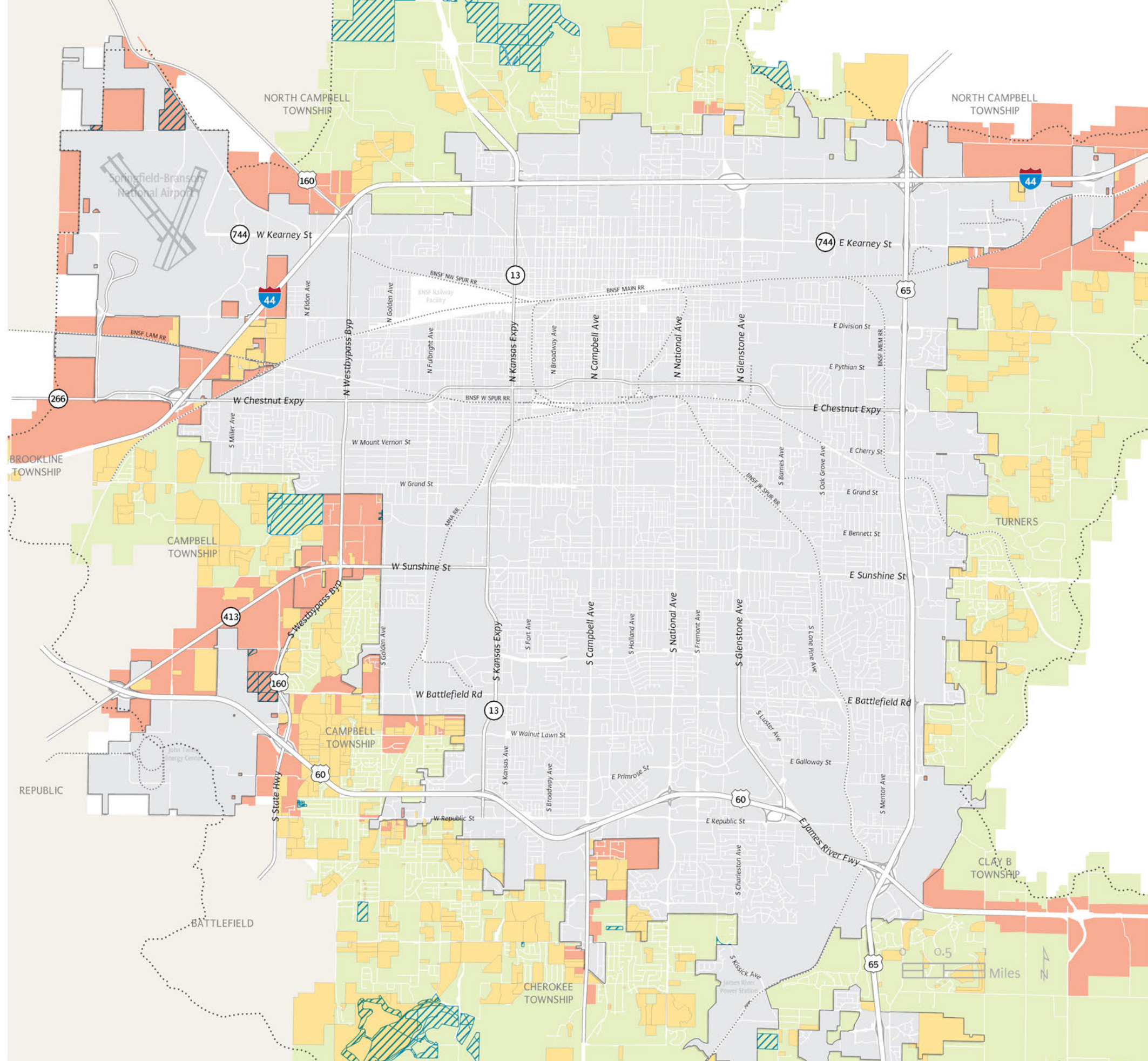
The following strategies will help to further guide the prioritization of annexations :

- The City should prioritize annexation of City, City Utilities, Park Board, and Ozark Greenways-owned properties.
- The City should prioritize annexation of properties with an “Irrevocable Petition and Consent to Annexation Agreement” that are revenue-generating and located along major corridors and areas of potential economic activity.
- The City should evaluate annexation proposals on a property-by-property or case-by-case basis but work to coordinate annexation of multiple properties simultaneously when possible, to maximize the time and cost efficiency involved in processing.
- The City should engage with area Fire Protection Districts in evaluation of potential impact resulting from annexation of property by the City.

- The City should be conscious of impractical boundary configurations created when annexing properties on only one side of a street, skipping over properties, or creating islands of unincorporated properties.
- The City should weigh the anticipated impact of annexation on the ability to provide timely and professional emergency services, including personal requirements, capital requirements, necessary and available infrastructure, call volume, and standards of cover.
- The City should evaluate the age and condition of existing infrastructure in areas desired for annexation, as well as future maintenance costs.
- The City should weigh the comprehensive advantages of both long-term revenue growth and population growth, including a variety of demographic considerations associated with providing services to new residents and property owners.
- The City should weigh the fiscal impacts of annexation against the opportunity to grow the population base, increase resident participation in city elections, tax referendums, and expand the reach of citizens to serve on city advisory boards and committees.
- The City should weigh the strategic value of incorporating geographic areas that facilitate growth in new areas.

## Annexation Considerations

-  Publicly-Owned Properties Inside Growth Area
-  Consent to Annex Properties
-  Strategic Annexation
-  Urban Service Area
-  Long-Term Growth Opportunities
-  City Limits
-  Municipal Growth Boundaries





## URBAN SERVICE AREA

Springfield's original Urban Service Area (USA) policy was adopted by City Council in 1984, as the City's urban growth area. The goal of the USA was to discourage new development in unincorporated areas of the County where urban services were not available, minimizing sprawl and preserving rural land and natural resources. The USA represents a geographic area where the City and Christian and Greene Counties agree on a reasonable area to preserve for future urbanized growth that the City may someday annex. Within the USA are varying levels of priority, but overall, this represents Springfield's future long-term growth boundary. In establishing the USA, participating agencies will work together to ensure growth is well planned with the understanding that it may someday be incorporated into Springfield. Springfield's ownership of the sewer system provides the leverage needed to ensure the kind of growth Springfield desires.

Coordination on future planning boundaries and policy changes with City Utilities and Christian and Greene Counties is necessary to align planning with a larger commitment for responsible, balanced community and utility growth, as well as environmental stewardship.

It will be critical that the City and City Utilities work closely with surrounding counties and municipalities to prevent the premature development of unincorporated areas that are not served by sustainable infrastructure and maximize the utilization of land and resources. Coordinated planning will also be critical in defining future strategic growth plans for each jurisdiction, in addition to establishing cooperative plans that benefit the entire region. The development of the policies in the *Forward SGF Comprehensive Plan* represents the foundation through which to facilitate those important conversations.

## EXPANSION OF THE URBAN SERVICE AREA

The USA concept recognizes that annexation of properties into the City and the supply of services and connection to utilities often occur separately. To facilitate new development in the growth area where water or sanitary sewer infrastructure is or could be made available, but immediate annexation is not feasible, the USA policies should provide guidance for infrastructure connection and coordinated planning.

The timing of these decisions must preserve the long-term viability of future annexation and development and ensure financial sustainability of respective infrastructure extensions. Through the USA policy, the City of Springfield has historically required an "Irrevocable Petition and Consent to Annexation Agreement" be recorded prior to connecting to the City's sewer system or when City Utilities extends a water main. Greene County has also coordinated plan review with City staff for new development in the USA.

Changes to the USA policy should consider the following:

- The City of Springfield should formally amend the USA to match the current boundary agreements and strive to keep documents and related maps current when future boundary agreements are made.
- The USA boundary should be reassessed when significant infrastructure or utility plans or studies are completed that might impact the USA boundaries and policies.
- Future updates should continue to require annexation, if practical, and be expanded to require an "Irrevocable Petition and Consent to Annexation Agreement" be signed when gas, water, or sanitary sewer service is extended and connected to by a new customer within the USA.

- The City should work closely with Greene and Christian Counties to consider aligning land use, development, and design codes for properties located within the USA, to promote consistent development standards in the urbanized areas surrounding Springfield.
- The City should work with the adjoining Counties to merge these recommendations and past policies into a revised USA policy that is unilaterally supported and enforced by each jurisdiction.
- As needed, the City should orchestrate amendments to the USA boundary and policies via a separate ordinance, that incorporates recommendations from the Comprehensive Plan.

As development continues to occur in Southern Greene and Northern Christian Counties, the City should begin discussion with the Cities of Ozark and Nixa, as well as Christian County, about establishing annexation boundary agreements to guide future annexation for all communities. In addition, the City should consider whether to amend or grant exceptions to the current USA in this area.

Similarly, the City should also work with the Cities of Republic, Battlefield, Willard, and Strafford to ensure that the current annexation boundary agreements are mutually beneficial and whether the City should consider amending or granting an exception to the USA in these areas. In general, the City should work with neighboring municipalities to ensure that urban services (primarily water and sewer) are provided in locations where urban development is desired and in a way that promotes the sustainable expansion of utilities. This would include a preference toward gravity sewer that minimizes the number of sewer lift stations required to serve an area.

## BOUNDARY AND SERVICE AREA AGREEMENTS

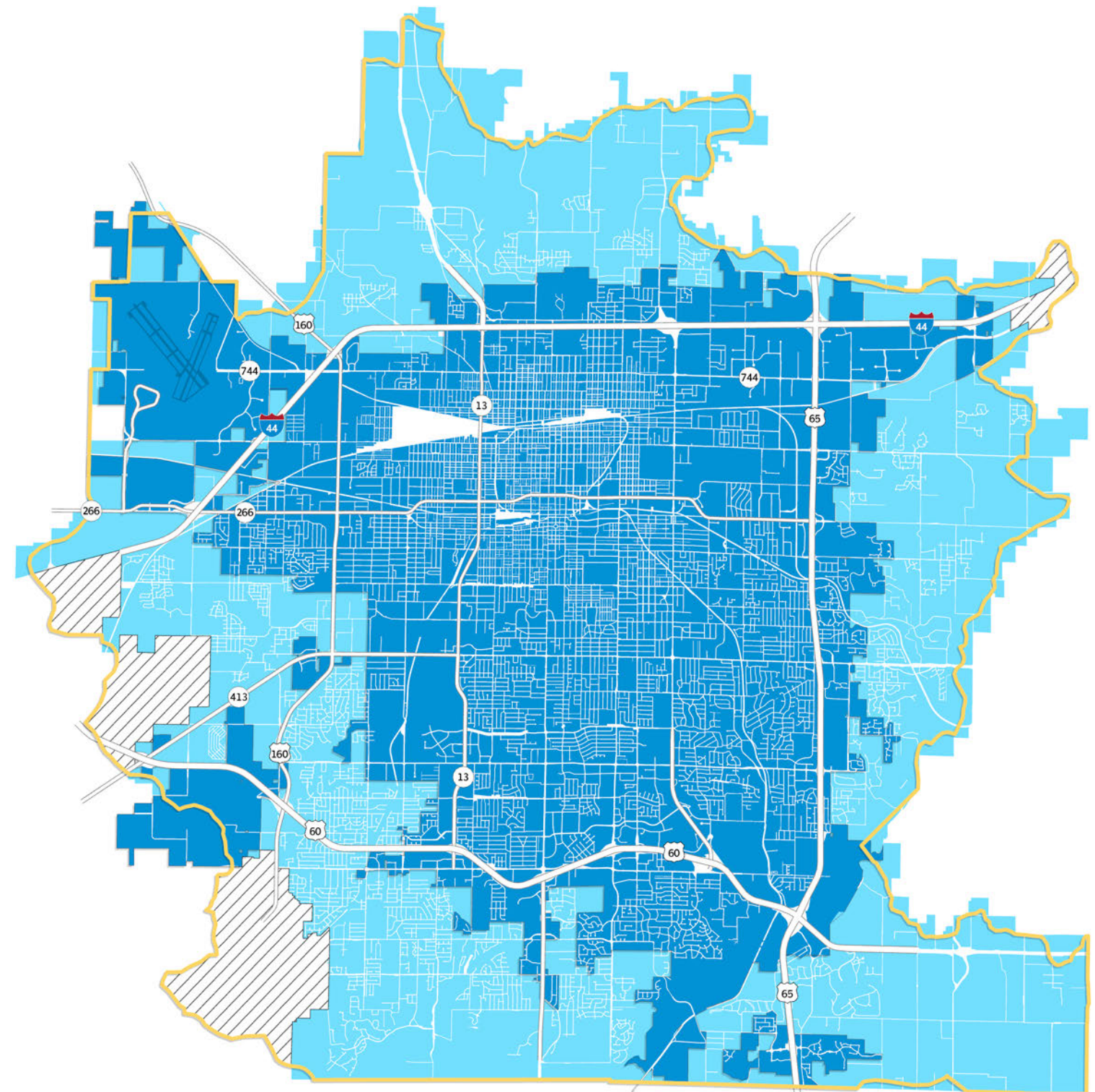
In addition to coordinating future amendments to the USA with Christian and Greene Counties, the City also has local growth boundary agreements with neighboring municipalities. Springfield has agreements with all immediately adjacent communities, except Ozark and Nixa. These agreements prohibit participating municipalities from annexing any land within the boundary of another's planning area. The City also has sewer service contracts with three of these communities: Battlefield, Strafford, and Willard. These communities collect waste and send it to a centralized location, which is then collected by Springfield and treated at City facilities.

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## Regional Planning

The City of Springfield and City Utilities represent major stakeholders in the region and carry a significant responsibility to lead the way in hosting conversations with area planning colleagues and utility providers to promote intergovernmental cooperation and planning coordination. In particular, the City of Springfield should focus on improving communication among surrounding municipalities and counties on matters of land, transportation, and infrastructure planning. The City of Springfield should work towards convening a routine planning summit, at least semi-annually, to share important updates and coordinate activities that could benefit the entire region.



### Urban Service Area

-  Existing Urban Service Area
-  City of Springfield
-  Revised Urban Service Area
-  Boundary Agreement Amendment Needed



## CHAPTER 7

# HOUSING & NEIGHBORHOODS

### *In this chapter*

*Goal 1: Support The Creation of Complete Neighborhoods*

*Goal 2: Diversify Housing Choices*

*Goal 3: Revitalize Springfield's Neighborhoods*

*Goal 4: Cultivate Neighborhood Identity and Cohesion*

Residents make up the heart and soul of the City and it is important that they derive a sense of identity and pride from the neighborhoods in which they live. Elements like quality housing; walkable streets; well-maintained infrastructure; and access to recreation, transit, jobs, and local businesses collectively create thriving, complete neighborhoods with curb appeal and a sense of community. Neighborhood revitalization will play a critical role in improving Springfield's housing stock, home ownership, and economic success of residents. This includes growing inclusive and welcoming neighborhoods with a variety of housing densities that support residents of all backgrounds and the ability to comfortably age in place. It is important that the City fosters citizen involvement, encourages a sense of community ownership and pride, invests in quality of place, and equips neighborhood organizations with the tools to enhance and maintain their communities. Collaboration with residents, property owners, and the development community will be key in creating safe, livable, and vibrant neighborhoods that support all Springfield residents.

*Look for these icons identifying theme-related strategies!*

COMMUNITY PHYSICAL IMAGE



ARTS, CULTURE & HISTORIC PRESERVATION



HEALTH & WELL-BEING





## GOAL 1: Support the creation of complete neighborhoods.

### 1.1 CREATE AND EXPAND NEIGHBORHOOD AMENITIES

#### COMMUNITY PHYSICAL IMAGE

Create and expand public spaces, neighborhood commercial hubs, and amenities in new and existing neighborhoods.

Neighborhood amenities like parks, community gardens, neighborhood commercial hubs, and transit access are critical to establishing well-rounded residential areas with high quality of life. This is why these amenities were ranked as high priority by the community for Springfield's housing and neighborhoods. The City should prioritize enhancing existing and new neighborhoods with neighborhood amenities to improve their desirability and livability. This includes considering the following:

#### PUBLIC PARKS AND GATHERING PLACES

Parks and open spaces play an important role in providing accessible public gathering spaces where residents can meet, socialize, and access recreational opportunities. As identified in the *Springfield-Greene County Parks and Recreation Master Plan*, there are several residential areas that are not within walking distance of a local park. Moving forward, the City should ensure park service areas continue to be expanded to sufficiently serve residents and encourage the preservation of open space in new development. Strategies to achieve this are identified in **Chapter 11: Parks, Greenways, and Natural Resources**.

#### TRANSIT ACCESS

Transit access is important for increasing mobility and connectivity between residents and their jobs, schools, shopping areas, and other community destinations. The City should work with City Utilities to ensure neighborhoods are well connected to the City's transit network. This includes evaluating opportunities for service improvements, such as increasing bus frequency or new routes, as well as creating accessible sidewalks to bus stops. Higher density residential should also be encouraged adjacent to major transportation and transit station/corridors, like National Avenue, where major employers, higher education, and healthcare facilities are located. (See **Strategy 2.1** for further discussion on supporting transit-oriented development).

#### NEIGHBORHOOD COMMERCIAL HUBS

Creating neighborhood commercial hubs that provide residents with convenient access to local shops, services, dining, and entertainment options was a key priority identified by the community. These mixed-use centers within neighborhoods would act as activity nodes that significantly enhance sense of place and neighborhood identity. The City should support the development of such neighborhood commercial hubs in line with the *Forward SGF* Placetypes framework, specifically within the **Residential Neighborhood** placetype. Residential uses should be supported above commercial uses in mixed-use buildings, as well as higher density residential surrounding neighborhood commercial hubs to help activate the area and support a "step down approach" (see **Strategy 2.1**). For more information on neighborhood commercial hubs, see **Chapter 8: Economic Development**.

#### CONNECT NEIGHBORHOODS TO TRAILS

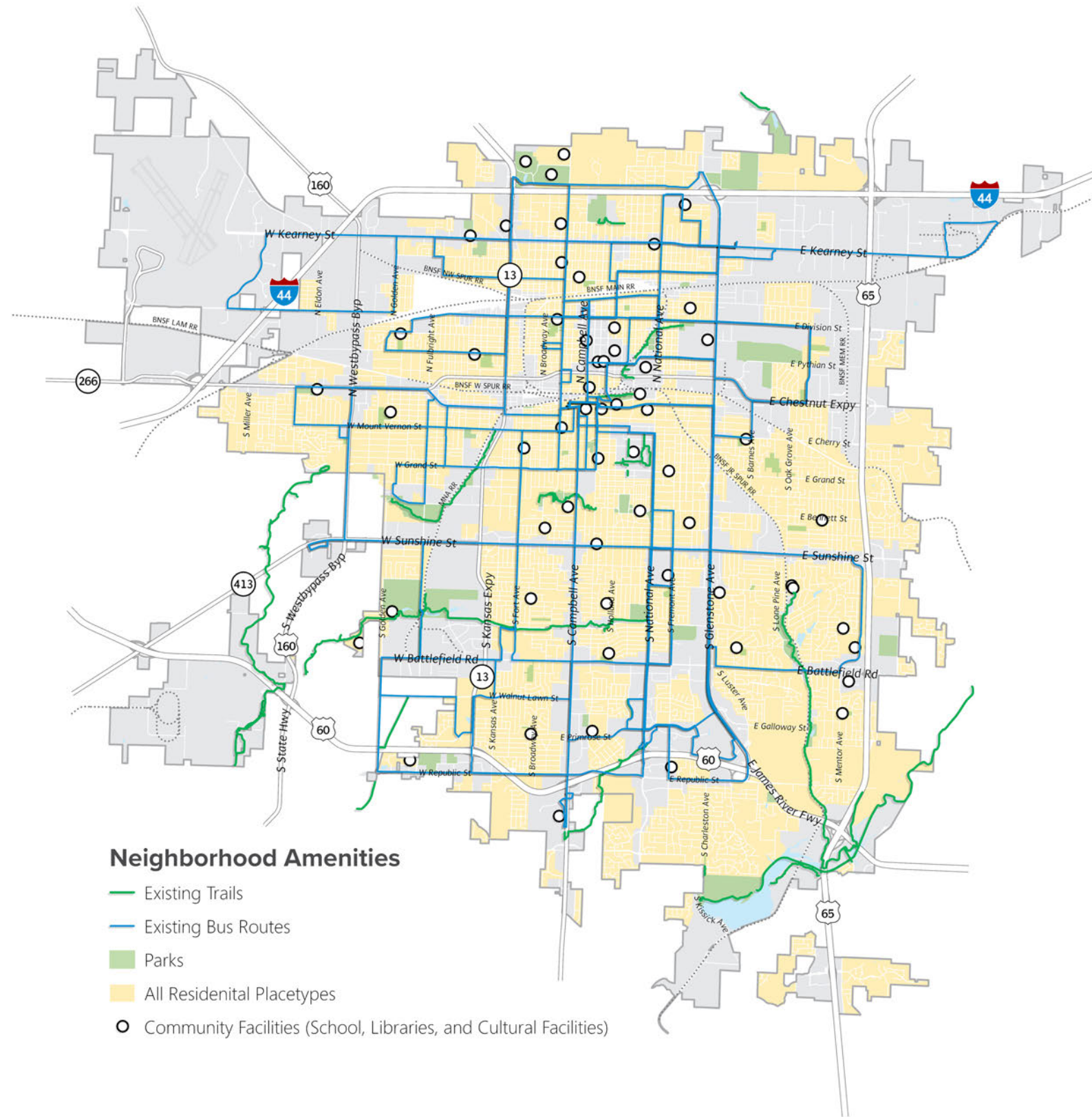
Springfield residents expressed the strong desire to increase neighborhood connections to the regional trail system during outreach. Neighborhoods should be connected to the trail system by sidewalks and multi-use paths. Future residential development should be encouraged near Springfield's existing trails, as well as parks and natural areas to better connect residents to recreational opportunities and destinations across the City via walking and biking. The City should continue to support projects like the Grant Avenue Parkway and the UnGap the Map initiative to expand the trail system for residents to enjoy (see **Chapter 11: Parks, Greenways, and Natural Resources**).

#### ACCESS TO HEALTHY FOOD

All Springfield residents should have access to nutrient dense, fresh food to support healthy living and eliminate existing food deserts. The City should support community gardens, urban farms, edible landscaping, and food forests throughout the city to increase access to healthy food options for all residents. Vacant lots and underutilized parks may also be considered for localized food production.

#### COMPLETE NEIGHBORHOODS

A complete neighborhood is a neighborhood where people have safe and convenient access to the goods and services needed in daily life. This includes a variety of housing options, grocery stores and other commercial services, quality public schools, public open spaces, recreational facilities, active transportation, and civic amenities. A complete neighborhood is built at a walkable and bikeable human scale that makes it accessible for all ages and abilities.



## REDUCE FOOD DESERTS

HEALTH & WELL-BEING



### Reduce the number of food deserts by supporting equitable distribution of healthy food citywide.

The environment in and around Springfield currently does not favor healthy eating, especially for those with economic constraints. According to Mercy Hospital's Community Health Needs Assessment, 52% of all restaurants in Greene County are fast food establishments, compared with 25% nationally. The following map identifies existing grocery locations (as of 2018) with a 15-minute walkshed, and census tracts shaded in yellow that have a poverty rate over 20%, to highlight lower income neighborhoods lacking sufficient access to food facilities. This map, together with the 2018 Springfield-Greene County Health Department Food Insecurity Report and further research, should be used to target efforts to reduce "food deserts" in Springfield's underserved areas. The following strategies should be considered:

- Offer incentives, such as tax abatements, in identified food deserts to attract target retail tenants that provide fresh produce (e.g., grocery stores, health food stores, healthy corner stores, and food pantries).
- Amend the Land Development Code to permit smaller food establishments with fresh and nutritious foods in residential and mixed use districts.

- Collaborate with Springfield's R-12 Public Schools and higher education institutions to continue funding existing Farm-to-School program that provides healthier school lunch options by sourcing ingredients from local farms.
- Work with local farmers market organizations, such as Farmers Market of the Ozarks, Greater Springfield Farmers' Market, and C- Street City Market, as well as the Neighborhood Advisory Council and Food Collaborative, to identify opportunities for expanded farmers market locations and farmer resources in identified food deserts.
- Work with City Utilities, grocery stores, and food facilities to increase public transit access to food provider locations.

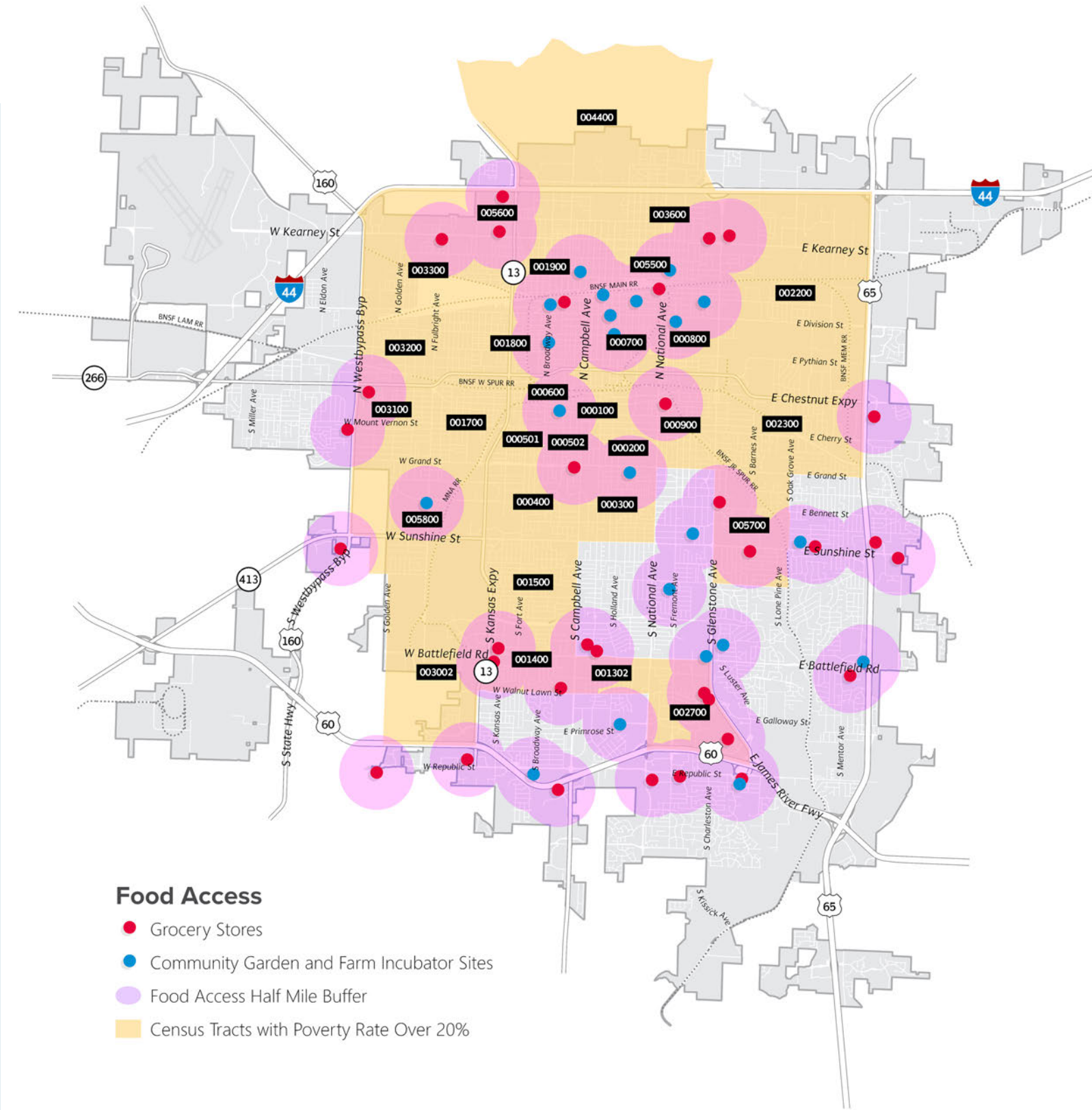
### RE-LOCALIZING THE FOOD INDUSTRY

Revitalizing economies, particularly in vulnerable communities, has become a focus for many cities especially during COVID-19. There has also been a renewed interest in local farming and creating regenerative global and local food systems. Impacts on the food supply chain impacts low income households the most severely. Fresh, nutrient-dense foods are directly connected to better health and benefit the environment. Investments in local food systems, therefore, not only benefit local economies and those most vulnerable to economic shifts, but also contribute to overall individual and public health.

Urban farms including community gardens provide employment and training opportunities, and promotes agribusinesses in the region. Local food systems ensure underserved urban families have access to fresh, affordable, healthy food and provide opportunities for supplemental income through urban agriculture enterprises.

To take advantage of growing economic opportunities in local food production in Springfield, the following strategies should be considered:

- Work with partners to increase training opportunities for urban farmers for sustainable farming, marketing, business, and financial practices.
- Support opportunities for community gardens and urban farms, which help increase the availability and appreciation for fresh fruits and vegetables, supporting exercise, green space, and community gathering spaces.
- Encourage the use of underutilized or vacant lots for urban farms and the sale of produce within the Land Development Code.
- Identify, inventory, and prioritize potential community garden/urban farm sites or agroforestry/food forests on existing parks, public easements and right-of-ways, and schoolyards.
- Consider setting a city-wide community garden standard (e.g., at least one community garden for every 2,500 households).
- Continue to support local institutions' agricultural and local food system initiatives, such as Missouri State University's Darr College of Agriculture SPS Choice Program and CoxHealth's Amanda Belle's Farm.
- Work with partners like local farmers, community organizations and co-ops to establish a food hub that manages and distributes the produced food products.





## SPRINGFIELD COMMUNITY GARDENS (SCG)

Through its network of partners and the support of local residents, SCG is providing the community-based structural support necessary for an innovative food access system. These efforts help alleviate food insecurity, train and support local growers, and increase economic opportunities and financial resources for low-income families by using best practices in environmentally sustainable agriculture. SCG utilizes and educates on Certified Naturally Grown, GAP certification and regenerative agriculture methods. All four existing SCG farms have or will have Certified Naturally Grown status and GAP certification in 2021. Farmers have successfully participated in SCG's Farm Incubator program by growing produce, processing value added product in SCG's commercial community kitchen at CoxNorth Hospital, and selling it through the SCG's Food Hub. In 2021, the SCG CSA program for Coxhealth hospital employees generated \$27,500.

## 1.2 FOSTER WALKABLE NEIGHBORHOODS

COMMUNITY PHYSICAL IMAGE



HEALTH & WELL-BEING



**Foster pedestrian-friendly neighborhoods where residents can safely and conveniently walk or bike to community destinations and amenities.**

Highly walkable/bikeable streets are essential to thriving, healthy, and complete neighborhoods. This means providing a well-connected and safe pedestrian and bike network that allows residents to easily move within their neighborhood and access outside community destinations—without relying on a personal car. All of Springfield's neighborhoods should prioritize pedestrian access and implement well-designed multimodal infrastructure so residents are no more than a 10-to-15-minute walk/bike ride from natural areas, parks, gardens, recreational amenities, transit, and shopping options. To accomplish this, the City should pursue the following strategies (several of these strategies are discussed in greater detail in **Chapter 9: Transportation and Mobility**):

### COMPLETE STREETS POLICY

Review the City's Complete Street Policy to ensure street design solutions and standards are consistent with the recommendations outlined in the Comprehensive Plan. The Policy should reflect the City's aim to achieve quality of place through implementing the *Forward SGF* street typologies presented in **Chapter 9: Transportation and Mobility**, enhancing walkability, and creating safer, more complete neighborhoods. This includes incorporating cycling facilities, safe and accessible sidewalks or multi-use paths, and well-lit streets. Strategies to increase the integration of environmentally friendly elements should be promoted, including street trees, landscaping, and green infrastructure for improved water quality.

### LANE REDUCTIONS

Implement lane reductions (also known as "road diets"), where right-of-way width allows, to create attractive, safe residential streets and create opportunity for beautification. By reducing lane widths, more of the right-of-way can be allocated to landscape buffers, street trees, and wider sidewalks.

### TRAFFIC-CALMING

Adopt the City's draft 2019 Traffic Calming Policy, which serves as a guidebook for implementing traffic calming on City streets. The document identifies a variety of potential traffic calming strategies, such as traffic circles, chicanes, realigned intersections, and curb extensions.

### WALKABLE BLOCKS

Encourage new residential blocks to range from 600 to 800 feet in length to promote walkable environments. The length of blocks greatly affects the walkability of a neighborhood, and they should be designed to support high pedestrian/bike connectivity.

### ALLEY REVITALIZATION PROGRAM

Establish an Alley Revitalization Program that focuses on making neighborhood alleys safe, clean, and sustainable. While alleys should primarily function for trash pickup and/or rear parking access, they should also be well maintained for pedestrian connectivity and safety. This includes providing lighting, regular alley cleanings, and "greening" with permeable pavements and green infrastructure for improved stormwater management.

### PUBLIC WORKS COORDINATION

Improve and expand coordination between Neighborhood Planning staff and Public Works and its Transportation Engineering and Traffic Operations Divisions to ensure policies, programs, and initiatives are implemented at the neighborhood level. Continue to support Public Works' initiatives and pilot projects, like the temporary chicane installation in the Greater Parkcrest Neighborhood or other traffic calming projects to reduce speeding and cut-through traffic.

### COMMUNITY INPUT

Citizen participation should be a key part of future projects to ensure improvements are reflective of residents' needs and desires. Traffic improvements should respond to unsafe and problematic streets experienced by residents.

### NEIGHBORHOOD WORKS PROGRAM

Continue to administer the Neighborhood Works Program where neighborhoods can apply for small-scale capital improvement projects within neighborhoods like traffic calming, stormwater drainage improvements, alley improvements, street markings, and trail connections. Create a toolbox of sample projects with sample costs to simplify application.

### ACCESSIBILITY

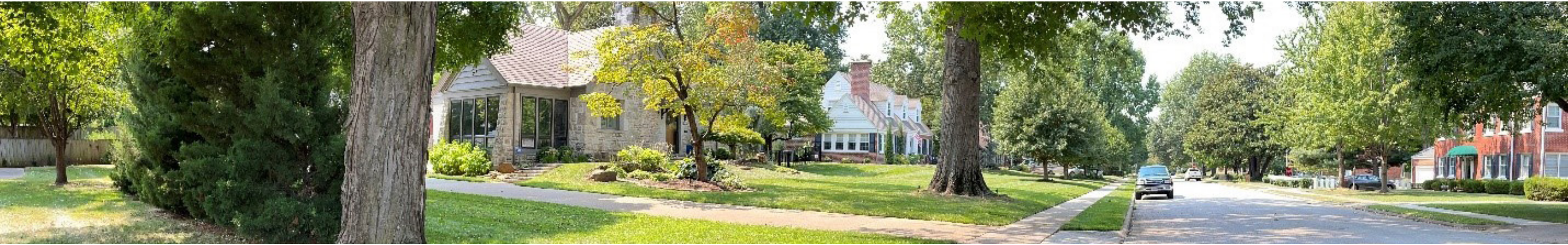
Continue to implement the Public Rights of Way ADA Transition Plan to ensure the City's sidewalk system is accessible to people of all abilities. The plan provides strategies for identifying barriers to accessibility within City programs, services, and infrastructure, and guidance on how to achieve compliance with American's with Disabilities Act (ADA) standards.

### LIGHTING

Continue to add well-designed lighting in neighborhoods to increase visibility and safety for pedestrians and bicyclists at night. Lighting can significantly add to the quality of place of a neighborhood and ensure residents feel comfortable getting around during evening hours. Dark sky lighting should be used that minimizes light pollution and glare.

### COMMUNITY IMPROVEMENT DISTRICTS (CID)

The City should work with organized neighborhood associations and residents to pursue the creation of a Community Improvement District (CID) to fund desired public improvements that are outside of routine priorities typically undertaken by the City or City Utilities. Examples of improvements that could be funded.



## 1.3 BEAUTIFY NEIGHBORHOODS

### COMMUNITY PHYSICAL IMAGE



**Beautify neighborhoods by enhancing curb appeal of private property and public right-of-way.**

The beautification of neighborhood streetscapes through improved maintenance and incorporation of greenery can work to significantly increase neighborhood character, property values, and local pride. The City administers a variety of programs that can improve the appearance and curb appeal of neighborhoods.

The Great Neighborhoods Program provides an easy to access platform for programs available to property owners and registered neighborhood organizations. The City should continue to work across department lines to expand and create new programs that engage residents and neighborhood groups in planting trees and beautifying their neighborhoods.

Additional state and federal grant funding opportunities should be explored. Assistance from City departments should be increased to expand the effectiveness of programs that help neighborhoods conduct beautification projects. This includes the following:

### BEAUTIFICATION AND MAINTENANCE PROGRAMS

Continue to support programs like Adopt-a-Street or the Blooming Boulevards Program. Explore new programs that encourage property owners to maintain and steward other components of City infrastructure, like parks, trails, and stormwater facilities.

### “GREENING” NEIGHBORHOODS

The foundation of an attractive and welcoming neighborhood and City begins with developing, maintaining, and advocating for a healthy urban forest. Continue to support and expand the City's Yard Ethic Certification program, Blooming Boulevards Program, and NeighborWoods tree planting program to grow the urban forest and integrate attractive landscaping into neighborhood streetscapes. Continue to work with Tree City USA, tree advocates, and organized Neighborhood groups to reach out to property owners to apply these programs.

### Tree Preservation and Reforestation

Work with Tree City USA Citizen Advisory Committee, Environmental Services, Public Works, other City departments, and organized neighborhood groups to champion tree preservation, reforestation, and water quality programs. Expand programs like the NeighborWoods Tree Planting program to reach beyond public properties or outside of the right-of-way, where trees are vulnerable to damage and removal from conflicts with infrastructure expansion and maintenance projects. The City should adopt a tree preservation and reforestation ordinance and the Land Development Code should be updated to expand regulatory enforcement for tree preservation and include requirements for protection and replanting in all developments. For more information on tree preservation, see **Chapter 11: Parks, Greenways, and Natural Resources**.

### BURYING AND SCREENING UTILITIES

Consider programs and expanded opportunities working with local utility providers and residents to bury utilities and utility boxes that will minimize visual clutter overhead and at key intersections. Alternatively, appropriately designed landscaping can be utilized to screen utility boxes to reduce visual clutter, while still allowing access to the infrastructure.

### CITY-WIDE REFUSE DISPOSAL

The City should consider revisiting the results of the 2017 Trash and Recycling Collection Study, which presented several options that would create numerous advantages for the city, neighborhoods, and residents including safer and more aesthetic streets through a reduction in traffic, noise, bins at the curb. Efficient and proper disposal of refuse is important for improving quality of life in neighborhoods, the health and safety of residents, neighborhood revitalization, and potentially property values. In addition, continue to support neighborhood clean-up events, through the Great Neighborhoods Program, as an interim way for neighborhoods to dispose of bulky refuse items and keep neighborhoods clean and safe.

## GOAL 2: Diversify housing choices.

### 2.1 SUPPORT CONTEXT-SENSITIVE HIGHER DENSITY DEVELOPMENT

COMMUNITY PHYSICAL IMAGE

To meet future housing demands, encourage a range of densities, housing types, and building configurations where design complements existing homes and neighborhood character.

Diverse housing for a diverse neighborhood population is a fundamental characteristic of a healthy and complete neighborhood. New and rehabilitated housing should seamlessly blend-in with the character of surrounding properties. A significant portion of Springfield is made up of longstanding single-family neighborhoods, with approximately 27 percent of its housing stock constructed before the 1960s. Most of Springfield's residential areas are built out with limited opportunities for new development. Context-sensitive infill development will therefore be key in increasing housing choices moving forward, while enhancing the quality of place of neighborhoods.

This includes supporting the development of vacant or underutilized lots as well as the redevelopment of aging properties with higher density residential options that complement the scale and character of the surrounding neighborhood. Increased housing density and design intensity should be located in close proximity to neighborhood services and amenities, including trails and transit. Attention should be given to building height, orientation, architectural style, and setback to ensure the existing neighborhood character is retained.

### PROMOTE INFILL DEVELOPMENT

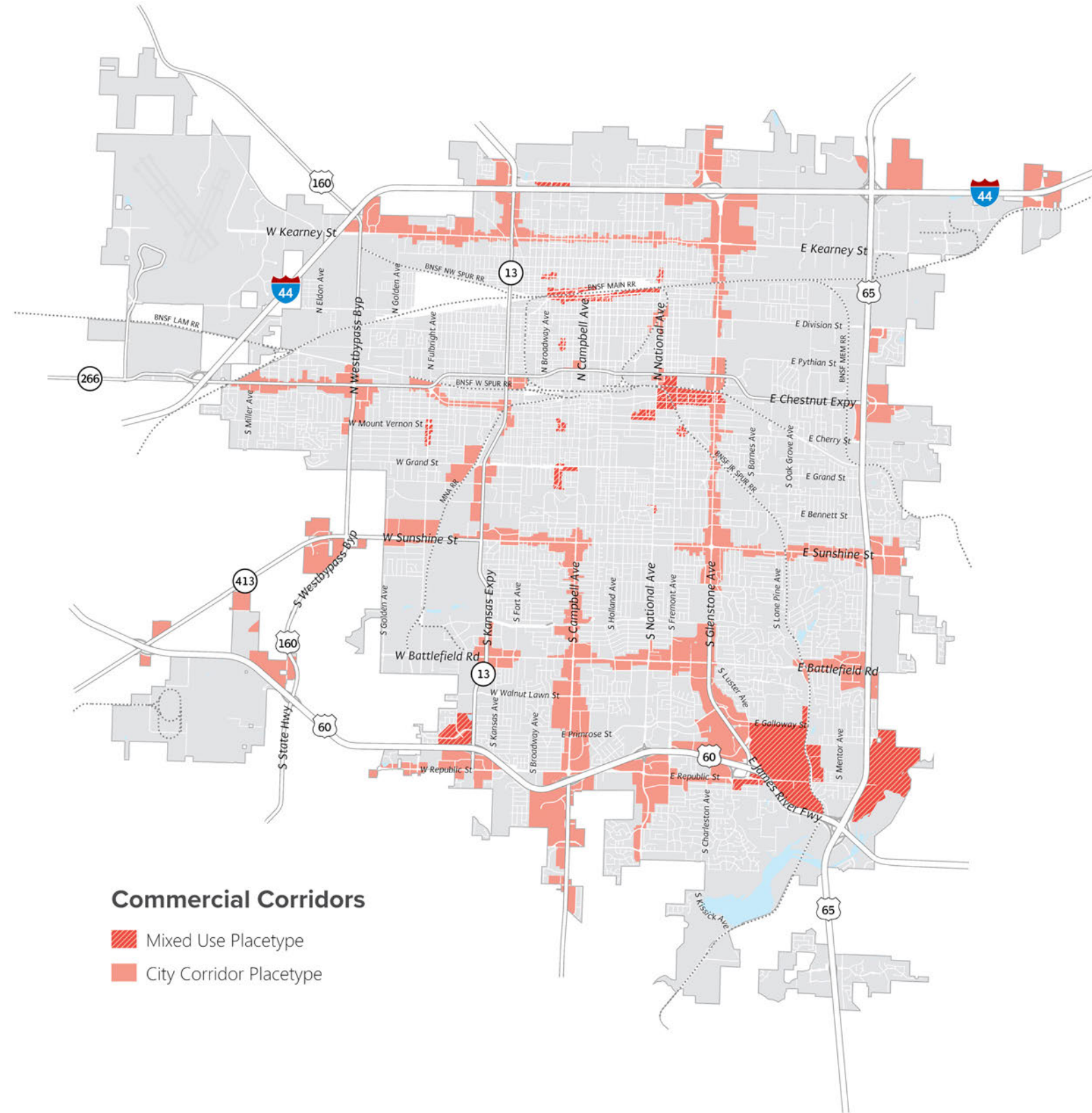
Infill and redevelopment should be prioritized over outward growth to maximize the use of existing infrastructure and leverage proximity to destinations and amenities for residents. This promotes a smart growth approach that focuses on increasing the mix of housing choices within Springfield's neighborhoods, while prioritizing compact, walkable environments and avoiding sprawl. Infill development will also help strengthen existing neighborhoods and improve the local sense of place for current residents by adding new, quality housing stock within established neighborhoods. Planning and Development, Public Works, and Environmental Services, should work with City Utilities to identify and prioritize capacity improvements to ensure infrastructure can support an increase in housing density.

### ADAPTIVE REUSE

Adaptive reuse is the method of repurposing or "recycling" an existing structure for a new use other than for what it was initially intended for. It can be used to bring life to existing structures within neighborhoods, such as older and underutilized homes, industrial, or commercial buildings that are dispersed within or along the perimeter of neighborhoods. Adaptive reuse can also help preserve Springfield's historic neighborhoods and homes, as well as architecture and heritage, such as in Downtown where historic industrial buildings could be repurposed into unique housing options (see **Chapter 13: Downtown Plan** for more information).

### STRATEGIC MULTIFAMILY DEVELOPMENT ALONG COMMERCIAL CORRIDORS

In accordance with the *Forward SGF* Placetypes framework, multifamily development should be encouraged along Springfield's commercial corridors and activity centers, where housing can be used to reposition underutilized or underperforming commercial properties and increase activity in adjacent portions of the corridor. As the retail environment continues to shift and demand for brick-and-mortar retail locations decreases, multifamily development should be viewed as a desirable alternative in commercial areas with decreasing retail rents and occupancy. Bicycle and pedestrian improvements should be addressed as commercial corridors are adapted to multifamily. An example target location is Kearney Street between National Avenue and Kansas Expressway, which features aging commercial businesses and was identified during community outreach as "in need of revitalization." Multifamily development may also be desirable in places where rents are increasing, and service workers need housing nearby their commercial service jobs.





## PROMOTE TRANSIT- AND TRAIL-ORIENTED DEVELOPMENT

Development should be promoted and incentivized along prominent transit routes and locations where greenways and trails connect with neighborhoods and higher intensity streets. This includes the following:

### Transit-Supportive Development

Future residential growth should align with *Forward SGF* Transportation and Transit recommendations to prepare for and support long term enhancements to the transit system. According to a 2018 Study completed by the Ozarks Transportation Organization (OTO), National Avenue was identified to have the most areas identified as supportive of a new bus rapid transit (BRT) line. BRT services would provide faster bus services with fewer stops, creating potential for transit-supportive development (see **Chapter 9: Transportation and Mobility** for more information). This would support more active lifestyles and increase connectivity for residents residing and/or employed within a quarter mile of stations who do not own personal cars.

At the time of the study, however, existing densities were deemed insufficient to justify a new BRT line. Moving forward, a mix of higher density residential and employment-generating uses should be concentrated along National Avenue at potential stop locations to continue building densities supportive of BRT services. These BRT service nodes should contain an activity density of at least 25 people and jobs per acre within a quarter mile of stations based on the Maryland Department of Transportation's BRT guidebook used by OTO in the 2018 Study.

Higher density residential development could be incentivized by reducing parking lot requirements, as parking need is expected to be offset with transit access, and allowing appropriate increases in building height. Future transit improvements to this corridor should be planned through close collaboration between Planning and Development, Public Works, OTO, and City Utilities.

### Trail-oriented Development

Trail-oriented Development (TrOD) is an emerging planning trend that combines the active transportation benefits of a trail, linear urban park, or greenway with intensely designed mixed use developments to help contribute to a more livable community. TrOD aims to provide a network of local business and housing choices at key crossings, nodes, and facilities that benefit from nearby recreational choices and pedestrian/bike access. As the Springfield-Greene County Park Board, City, and Ozark Greenways enter a new era of growing the trail and park system, greater attention and consideration should be given to accommodating development along these important spines of community activity.

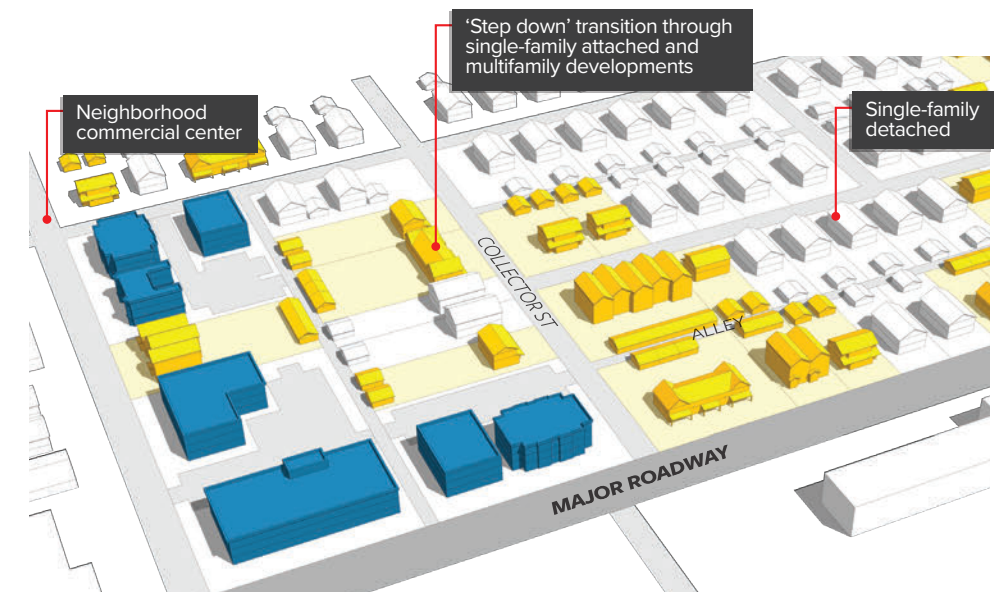
As with planning for future neighborhood centers, additional engagement will be needed as specific areas are targeted for TrOD. TrOD has numerous benefits that respond to Springfield community priorities such as creating focal points for quality places, increasing livability and multimodal connectivity, and promoting use of the park and trail system. Careful, proactive planning is needed to realize the potential of TrOD as a placemaking and economic development tool for the broader community while respecting the scale and character of existing neighborhoods.

## “STEP DOWN” DEVELOPMENT INTENSITY

Where possible, a “step down” approach should be used to create a gradual transition between areas of differing housing density and use intensity. As redevelopment occurs, single-family attached and multifamily development should be established along key corridors and surrounding activity centers (such as neighborhood commercial hubs) to buffer single-family neighborhoods from the noise and traffic of adjacent commercial or industrial areas. Areas for higher density residential development are identified in a number of placetypes in **Chapter 5: Land Use and Development**. Additional appropriate locations for higher density housing may be identified during the neighborhood planning process. The location of higher density residential development should be targeted to enhance and support existing transit and economic centers rather than drawing activity and investment away towards new centers. Additional discussion of the land use transitions that should occur within placetypes is located in **Placetypes section of Chapter 5: Land Use and Development**.

### “Step Down” Development Intensity

A “step down” approach should be used to create a gradual transition between areas of differing housing density and use intensity.



#### Legend

- Single-family Attached Infill
- Multi-family Infill



## HOUSING EQUITY THROUGH GREATER DIVERSITY

Throughout the public engagement process for *Forward SGF*, the need for greater housing diversity was frequently cited to provide quality, attainable housing choices for lower income residents and target demographics like young professionals, new families, and seniors. This includes avoiding a housing shortage for Springfield's aging population, with residents 65 years and older projected to grow the most over the next five years and mitigating "brain drain" where well-educated graduates from local universities are moving elsewhere after graduation (see the *Forward SGF Issues and Opportunities Report* for more information). Smaller unit sizes and rentals are critical for providing housing options for residents who may not be able to afford owning a single-family detached home at their current stage of life or wish to downsize. As such, higher density housing types will play an important role in increasing housing equity, inclusivity, and livability in Springfield. The city's network of neighborhoods will offer residents of all walks of life a variety of housing choices.

## EMPHASIS ON DESIGN OVER USE

The City should review and update design guidelines in the Land Development Code to support the residential placetypes outlined in **Chapter 5: Land Use and Development**. Growth strategies that focus on redevelopment and absorption of growth through infill development should rely on a regulatory planning approach that places more emphasis on design, rather than use. As redevelopment becomes more predominant and non-traditional uses are incorporated into existing neighborhoods, quality site and building design should be prioritized to neutralize the friction and harmful impacts of incompatible uses on the edges of neighborhoods and city corridors. Incentives to encourage the removal of pedestrian conflicts, such as driveways, setbacks, and front-loaded parking, should be explored.

## Compatible Housing Designs

A range of densities, housing types, and building configurations should be encouraged to help new housing better integrate into neighborhoods. When new multifamily and singlefamily attached housing types are constructed, the following design considerations should be taken into account to ensure compatibility with the surrounding context:

- The primary façades of multifamily or single-family attached housing should be broken up with articulation to mimic the scale of adjacent single-family detached housing.
- Single-family attached units should be grouped in rows, with varied and articulated façades and elevations, from building to building.
- Porches and balconies should be encouraged, and facades consisting of long blank walls or repetitive garage doors should be prohibited.
- Porches, entry steps, and front doors should face the primary street.
- The front or more publicly-visible side of structures should receive more formal articulation and detail.

- Waste receptacles, air conditioner units, and screened patios should be screened and be placed at the rear or sides of buildings.
- Common entries should be minimized, encouraging multiple front doors and entries onto the primary street to increase resident access, interaction, and building interest.
- Driveways and garages should be located to the rear of the site.

## Design Guidelines Review

In 2009, the City of Springfield created the *Multifamily Development Location and Design Guidelines* together with a citizen Multifamily Task Force formed by City Council. The document establishes an evaluation process for reviewing multifamily zoning applications to set appropriate density levels for specific locations and to set minimum standards to improve the overall quality of multifamily development in the City. As the document was created over 10 years ago, the City should review and update the *Multifamily Development Location and Design Guidelines* to ensure it is in line with current needs and the goals of *Forward SGF*. Updates to the document should include:

- Redesigning the document to include graphic examples to ensure policies and guidelines can be easily understood by developers and residents.
- Expanding on the Design Guidelines section of the document to provide high level guidelines for desirable architecture and building materials while still allowing for design flexibility.

## 2.2 ENCOURAGE CREATIVE HOUSING SOLUTIONS

HEALTH & WELL-BEING



Encourage creative housing solutions to add housing diversity and support downsizing households, young professionals, and aging-in-place.

Creative housing types can play an effective role in increasing housing diversity in a community and providing smaller-scale, more affordable housing options. Examples of creative housing types include missing middle housing types, tiny homes, pocket neighborhoods, and accessory dwelling units (ADUs). The City should ensure the Land Development Code allows for such housing types in the **Residential Neighborhood** placetypes, where they can be targeted for infill development.

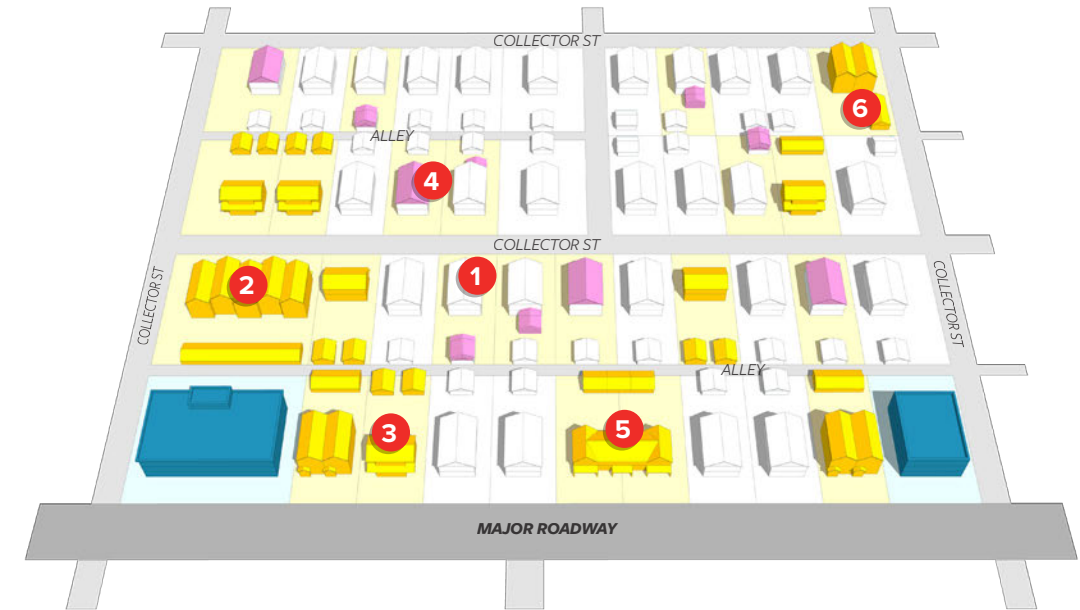
### INCREASING HOUSING DIVERSITY

Missing middle housing sits in the middle of the development spectrum between single-family homes and mid-rise to high-rise apartment buildings. These housing types should be integrated into Springfield's existing neighborhoods to increase housing diversity and provide a wider, more equitable range of housing choices. The following graphic is an example of how missing middle housing types could be seamlessly mixed into a residential area, with higher density housing oriented towards higher intensity roadways to preserve the single-family character in the heart of the neighborhood.

### MISSING MIDDLE HOUSING TYPES

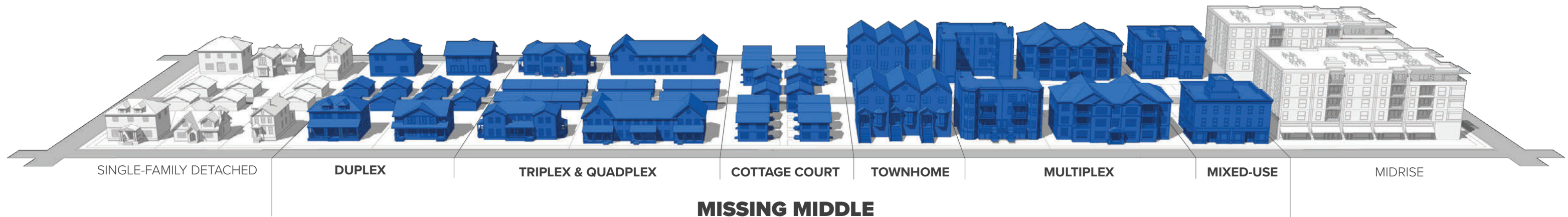
Missing middle housing types provide opportunities for the City to increase the diversity of its housing stock through moderate increases in density, while maintaining the neighborhood character Springfield residents cherish. They range from low density duplexes to mid density multiplexes and triplexes, which can be integrated into the City's housing mix by using single-family lots to accommodate two to three units in a context-sensitive manner. Missing middle housing types that the City should consider accommodating more broadly include:

- Duplex (Side-by-side)
- Duplex (Stacked)
- Triplex
- Quadplex
- Courtyard Building
- Pocket Neighborhoods
- Townhome
- Multiplex
- Mixed-Use



■ Accessory Dwelling Unit    
 ■ Multi-family Infill    
 ■ Single-family Infill

- 1 Maintain and enhance quality of single-family detached homes.
- 2 Multiple parcels can be redeveloped to accommodate a row of townhomes.
- 3 A single lot can accommodate a duplex, townhomes, and other housing types.
- 4 Encourage creative housing types to enhance Springfield's housing diversity and to provide smaller and more affordable housing options.
- 5 Triplexes and other types of multi-unit buildings can occupy two adjoining lots.
- 6 On blocks without rear alleys, encourage garages to be located to the rear with an access drive to the main or side street.







DETACHED ACCESSORY DWELLING UNIT

Photo Credit: Flickr, City of St Pete



INTERNAL ACCESSORY DWELLING UNIT

Photo Credit: Springfield, MO Convention & Visitors Bureau



ATTACHED ACCESSORY DWELLING UNIT

Photo Credit: Sightline Institute: Missing Middle Homes Photo Library

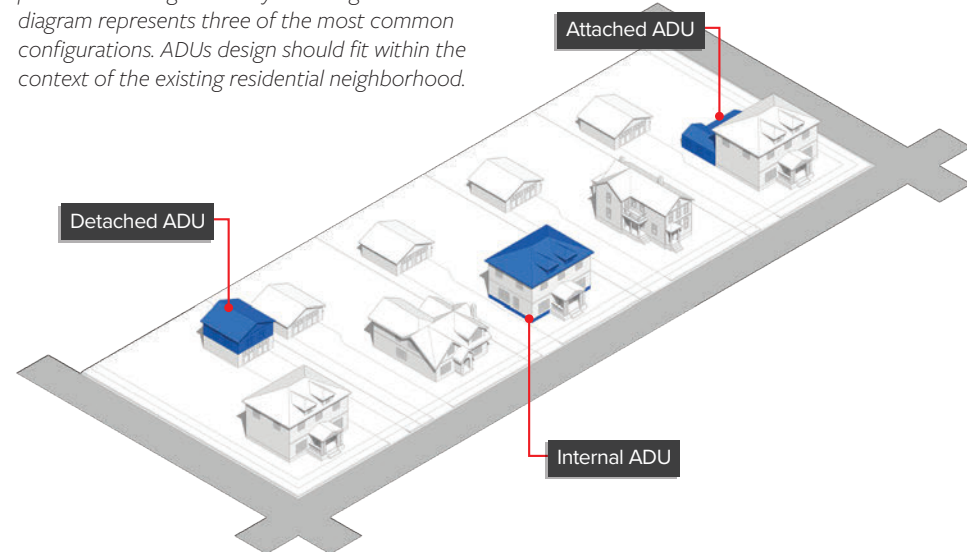
## ACCESSORY DWELLING UNITS

Accessory dwelling units (ADUs) are a creative and subtle way of providing greater housing variety in existing single-family neighborhoods without negatively impacting community character. ADUs, sometimes called “granny flats,” are generally less than 800 square feet and allow for context sensitive infill on smaller lots, such as by placing an accessory structure behind the primary residence or through a home expansion. ADUs also provide opportunities for multi-generational housing where multiple generations of one family can live on the same property.

To better support ADUs as a diverse housing option, the following should be considered:

- Identify appropriate locations for ADUs through the development of neighborhood plans, focusing mainly within the **Residential Neighborhood** placetypes.
- Support for the creation of ADU's should be developed in concert with the adoption of a new Land Development Code.
- Promote ADUs where access can be provided via an alleyway, private drive, or side street.

Accessory dwelling units can be designed and permitted through a variety of configurations. The diagram represents three of the most common configurations. ADUs design should fit within the context of the existing residential neighborhood.



## ADU Design Guidelines

Design guidelines should be established to regulate bulk, height, massing, and architecture to ensure the character of established neighborhoods are not compromised. Appropriate lot coverage should be defined based on the size of the lot and not the primary structure. Such conditions should ensure ADUs have little to no impact on the appearance of the primary residence and character of development as seen from the street.

## POCKET NEIGHBORHOODS & TINY HOMES

Pocket neighborhoods are groups of detached dwellings that provide increased opportunity for affordable home ownership. They can come in the form of tiny homes, or small-scale single-family homes typically under 400 square feet. They provide the freedom and appeal of single-family homes at a smaller scale and therefore lower cost and are often developed in clusters surrounding a communal open space to support a sense of community. They also create housing options for those who desire independent living without high maintenance, a minimalistic lifestyle, or are looking to downsize, such as seniors or retired residents.

Pocket neighborhoods and tiny homes help diversify the housing stock while matching the character of other low to medium density residential development. To better promote them, the City should consider the following:

- Allow pocket neighborhoods and tiny homes within the **Mixed Residential** placetype (currently they are only permitted in PD Planned Development and R-MHC Manufactured Home Community districts).
- Allow for condo-style developments where single-family homes are located on a single lot with a shared open space.

## LIMITED EQUITY HOUSING CO-OPERATIVES

Limited-equity housing co-operatives are another creative solution to providing affordable housing through shared-equity housing. Co-ops are formed by a group of residents that buy into a share of a multifamily building, through which they are granted partial ownership and a unit. This model creates the opportunity for collective homeownership by residents who otherwise may not be able to afford a property independently. Residents then create their own rules and management system to maintain the co-op, such as monthly dues for maintenance, insurance, and other needs.

Limited-equity co-ops keep units affordable by capping the percentage share prices can increase annually, as well as retrieving a portion of the equity earned when a share is sold to subsidize the next buyer. Such models are gaining popularity among nonprofit affordable housing developers across the nation and should be encouraged in Springfield.

## COMMUNITY LAND TRUST

The Springfield Community Land Trust (SCLT) is a nonprofit organization that helps provide affordable, quality, and energy-efficient homes to low- to moderate-income households. It creates opportunities for homeownership on a shared appreciation model where homeowners purchase the home only while the land remains part of the land trust. This therefore removes the cost burden on the homeowner to purchase the land. Homeowners agree to a resale formula where they recapture a fair share of the appreciation of the home while the home stays affordable for the next owners in the same income range. The City should continue to support SCLT's efforts to stabilize neighborhoods, improve quality of place, and increase homeownership opportunities, particularly in neighborhoods experiencing disinvestment and blight.

## PRE-APPROVED BUILDING PLAN PROGRAM

The City should also consider the development of a Pre-Approved Building Plan Program that can provide property owners in select areas with permit-ready plans for ADUs, tiny homes, and other creative housing options. The pre-approved building plan can include customizable options to allow for variations in design, such as exterior materials or door and window placement. The plan program would assist property owners and private developers by providing permit-ready plans, expediting the process, and reducing preconstruction fees.

## 2.3 CREATE ATTAINABLE, MARKET-RATE HOUSING

HEALTH & WELL-BEING



Encourage the development of strategically located higher density residential development and promote policies to create attainable, market rate housing.

Springfield currently has a shortage of housing units that are attainable at the lowest income levels. This shortage disproportionately impacts renter-occupied housing, as identified in the *Forward SGF Issues and Opportunities Report*. Providing quality, attainable housing for lower-income families and people in poverty was also a frequent concern expressed by the community during public engagement. By encouraging higher density residential development, the City can provide for a greater range of unit types, sizes, and price points within future development.

### WHAT IS ATTAINABLE HOUSING?

Housing is typically considered “unaffordable” when housing-related costs, including rent and utilities, are over 30 percent of the household’s income. Such households are unlikely to meet other basic needs and are therefore considered cost burdened.

#### Attainable Housing

Housing that costs no more than 30 percent of annual income at the market rate.



30% Spent on Housing    \$1,000/Month Household's Income    \$300/Month Housing Cost

In addition to helping address lower-income housing needs, smaller-scale housing units are often desirable for young professionals and new families looking to make a start in Springfield. They can also be attractive to empty nesters and senior citizens hoping to “age in place” and remain in Springfield for the long term.

### HOUSING AFFORDABILITY

The following Cost Burdened Homeowners Map displays the percent of renters and owners that experience unaffordable housing by census tract. Efforts to provide quality attainable housing in the identified areas with the highest rates of cost-burdened residents should be prioritized. This includes the northeastern edge and northwestern quadrant of the City for renters, and the eastern area of the City west of U.S. Route 65, west of Downtown, and the southwestern area of the City near Battlefield Road for owners.

### ZONING FOR DIVERSE HOUSING

Higher density residential development should be strategically located in appropriate areas in accordance with the *Forward SGF* Placetypes framework and supported in the City’s Land Development Code. To ensure this, the City should review current zoning designations and identify target areas that can be rezoned for higher density development in alignment with the *Forward SGF* Placetypes framework. During the next Land Development Code update, opportunities to streamline the zoning and lot consolidation process in target areas should be evaluated to support more private investment for affordable market rate and below-market rate multifamily development.

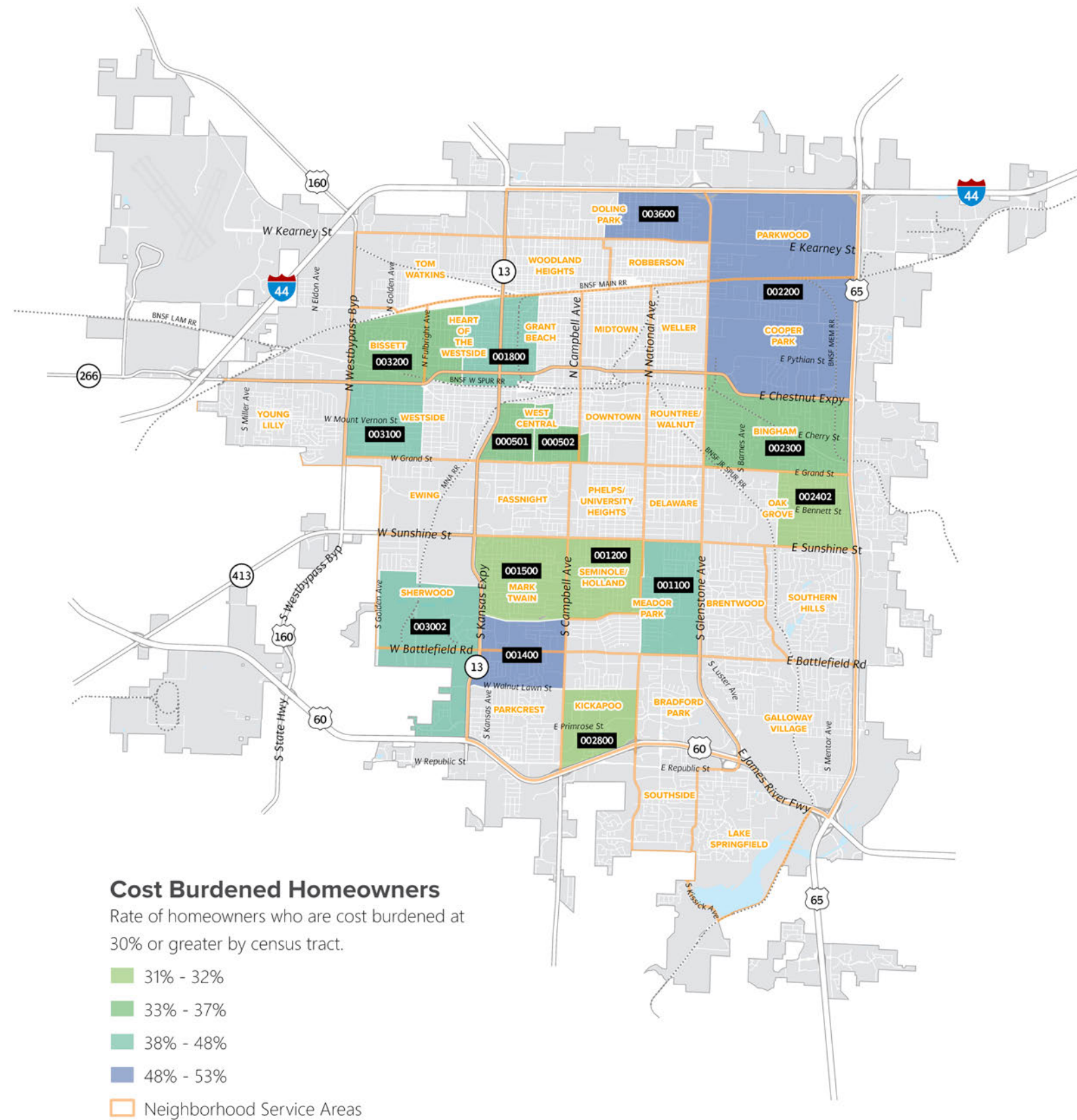
Attention should be given to ensure greater housing mixes do not negatively affect market demand for the development and do not inflict infeasible diversity requirements on smaller-scale developments. The following strategies should also be considered:

### Inclusionary Zoning

Inclusionary zoning (IZ) fosters mixed-income communities by requiring private residential developers to designate a certain percentage of affordable units within a multifamily development for low- to moderate-income residents (e.g. 10 percent of units in residential developments of 10 units or more). The City should work with the development community to apply IZ in strategic areas with the highest rates of cost-burdened residents. The City should also consider offering building height or density bonuses as an incentive to offset potential increases in market-rate housing cost. Examples of communities that have implemented IZ include Chicago, IL, Boston, MA, and Burlington, VT.

### Housing Diversity in New Subdivisions

To ensure future residential growth integrates affordable housing types, the City should be proactive in promoting a diverse mix of housing types. It should consider revising its subdivision development standards to require a minimum range of housing types in new neighborhood developments in northern and eastern growth areas. For example, requiring a minimum of 20 percent of units to be provided in duplexes/townhomes in all new subdivision development would ensure that developers do not exclusively build single-family detached homes and provide for more affordable options.



### Cost Burdened Homeowners

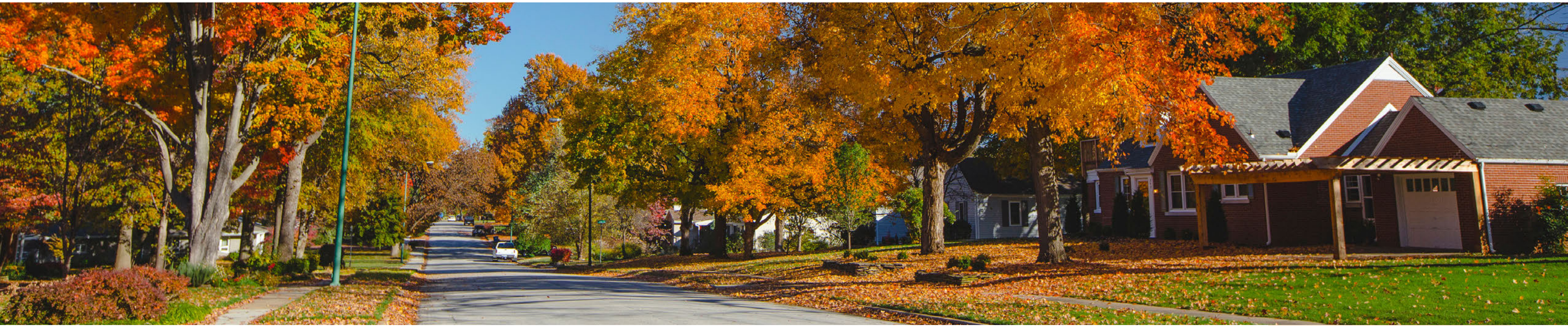
Rate of homeowners who are cost burdened at 30% or greater by census tract.

- 31% - 32%
- 33% - 37%
- 38% - 48%
- 48% - 53%

Neighborhood Service Areas

Source: U.S. Census Bureau 2018





## GUIDING HOME IMPROVEMENTS

To support private reinvestment within older or disinvested neighborhoods, the City, in coordination with a newly developed community design studio, should create an easy-to-understand guidebook for property owners and landlords. The guidebook should provide information on how to reinvest in and rehabilitate common types of housing in Springfield, including home expansion and renovation recommendations. An example of such a guidebook is “The Historic Chicago Greystone: A User’s Guide to Renovating and Maintaining Your Home” for the City of Chicago, IL.

The Community Design Studio and a contributing panel of local architects could take part in developing the guidebook and may be available to provide free support to residents when they pursue reinvestment.

Barriers to design, permitting, and construction should also be reduced by the City, local organizations, and other community partners, to facilitate home improvements through a variety of means, such as:

- Assessing and amending residential district bulk and dimensional standards to allow for higher lot coverage.
- Providing community information sessions on how to complete permit applications for homeowners completing their own work.
- Providing assistance to homeowners on how to find a licensed contractor in the City.
- Providing information sessions/guidance on how to schedule inspections once work is complete.
- Expanding inspection times to include weekends and/or hours before or after the standard workday.

## 3.2 EXPAND HOUSING PROGRAMS

COMMUNITY PHYSICAL IMAGE



**Support property improvements by incentivizing private reinvestment and informing residents of available funding incentives.**

### INCREASE AWARENESS OF EXISTING PROGRAMS

The City of Springfield currently offers a variety of incentives to support private investment in residential neighborhoods, including the Down Payment Assistance Loan Program, HOME Loan Program, Sewer Assistance Program, and Homeowner Emergency Loan Program (HELP). It is important that the City educates residents and private developers on these available loan and grant programs and increases awareness to maximize their use and effectiveness in enhancing neighborhoods. Such programs and new ones should be promoted, through the City’s Planning Department, to organized neighborhood groups and residents citywide, as well as other community housing providers.

## CREATE NEW PROGRAMS

Expansion of incentives available to homeowners and landlords should be explored to encourage home rehabilitation for owners, investors, and landlords who are not eligible for subsidies. This could be done by the City, local non-profits, and/or other community partners, like a Community Development Corporation (CDC). As a community-based 501(c)3 non-profit, the CDC would be charged with creating services for the revitalization of low income and underserved neighborhoods and the development of affordable housing.

Successful programs in other communities across the country should also be explored and considered for implementation in Springfield like the national “Rebuilding Together Program”. Another great example is Des Moines, IA’s Invest DSM initiative, which the City is currently exploring for implementation locally (see the callout for more information).

## EMPLOYER-ASSISTED HOUSING PROGRAM

To encourage and expand homeownership and assist employees with the cost of owning or renting a home near their workplace, the City should consider re-establishing the City’s Employer-Assisted Housing Program (EAH) in the neighborhoods around the Government Plaza or other municipal government facilities. The City should also work with major employers adjacent to residential areas surrounding the **Institutional and Employment** placetype identified in the Future Placetypes framework to create their own employer-assisted housing programs. Colleges, universities, medical facilities, and other campus-based employers or possibly mixed use districts, such as Historic Commercial Street, could benefit from EAH programs. These could help to attract and retain young talent, securing long-term employees, strengthening neighborhoods, and providing quality affordable housing, while promoting active living and reducing traffic and congestion.

## Forward SGF Top 10 RESTORE SGF - NEIGHBORHOOD REVITALIZATION



Restore SGF is a local initiative that aims to encourage reinvestment and homeownership in Springfield’s northside historic neighborhoods. It provides a central resource point for all residential incentives and loan programs offered by the City of Springfield. In collaboration with real estate and banking institutions, Restore SGF also markets available programs and provides affordable financing opportunities. The City should continue to support this initiative as a major player in neighborhood revitalization, connecting residents, neighborhood associations, and other relevant stakeholders with available resources. One example of the successful implementation of a program like this is in Des Moines, Iowa. Invest DSM is a non-profit organization created in 2018 to improve property values and quality of life in the area’s neighborhoods.

## SPRINGFIELD LAND BANK

The Missouri House Bill 2177, which is currently being considered by the State of Missouri, would establish Springfield as the fourth municipality in the State allowed to create a land bank, the others being St. Louis, Kansas City, and St. Joseph. The land bank, also called a "blight authority," would play a key role in helping renew and stabilize older neighborhoods that face disinvestment and blight, such as in northern and western Springfield. It would help transfer abandoned and vacant properties into productive uses through public-private partnerships, fostering revitalization and reinvestment.

### Land Bank Process

Section 141.980 of the Missouri Revised Statutes authorizes a land bank to acquire vacant and tax delinquent properties through property purchase, transfer, exchange, lease, foreclosure, gifting, or other terms the land bank agency considers proper. The following graphic presents the general process a land bank property undergoes:

- Property becomes vacant, blighted, or tax delinquent.
- Land bank acquires property.
- The land is held tax free.
- Title and back taxes are cleared.

- The land bank demolishes the property or rehabilitates the property if possible and economically feasible.
- The land is restored to productive use or the land bank sells property for a use most closely aligned with community needs (such as affordable housing, workforce housing, a grocery store, or public recreational space).

### Factors to Consider

- As maintaining or repurposing disinvested properties can be costly, the land bank should be selective in choosing which properties to preserve and which to clear. This will allow funds to be targeted towards maintaining properties with the greatest market potential.
- The status of all properties in the land bank's inventory and the performance of all sold properties should be reviewed at least annually to identify new and emerging opportunities for re-use/ redevelopment.
- A database identifying vacant and abandoned properties should be created and maintained for easy access and transparency. Transparent data sharing would help support collaborative approaches to identifying and redeveloping blighted properties.
- St. Louis' land bank, the Land Reutilization Authority (LRA) receives title to all tax delinquent properties not sold at the Sheriff's sale and through donations. This can lead the land bank to accumulate the City's lowest quality properties faster than it is able to sell and return to productive uses. Incentives like Kansas City's \$1 Home Purchase Program could be developed to offset this and encourage people to purchase properties for improvement.

- The land bank should ensure selected purchasers are financially able to perform the necessary improvements to renew the property, otherwise it faces the risk of remaining in a disinvested state.
- Often residents and developers are not aware of properties available for purchase by the land bank. The land bank should continuously promote and work with local organizations to educate the community about available properties.
- The land bank should be cognizant of the duration it holds on to a property in search of a fit buyer as it may become a roadblock in the long term for desirable development and area improvements.
- Appropriate vacant, blighted lots should be used to create community green spaces, such as flower gardens, edible food forests, outdoor recreational areas, and attractive green infrastructure for improved stormwater management. A toolkit for green space conversions could be created to facilitate transforming such lots across the City.
- When improving a neighborhood, the developers should include consideration for mixed income housing for lower income families to reduce or slow down gentrification effects.

## Urban Homesteading Agency

The City should also consider the creation of an Urban Homesteading Agency, which aims to increase homeownership and public and private investments in select neighborhoods to support the preservation and enhancement of the existing housing stock. This can include property acquired through tax foreclosures, purchase, donations, and/or other methods of acquisition by the City. Both the Land Bank and Urban Homesteading Agency may be formed as part of the CDC. These initiatives should target mixed-income housing opportunities with an emphasis on workforce housing (which can be defined as households making 80 to 120 percent of the area median income).

## LAND BANK PROPERTY LIFE CYCLE

*A land bank to assemble, manages, sells, and otherwise disposes of real estate acquired through property purchase, transfer, exchange, lease, foreclosure, gifting, or other terms*



### 3.3 TARGET RESOURCES WHERE MOST NEEDED

COMMUNITY PHYSICAL IMAGE



#### Target City resources to Springfield's disinvested neighborhoods in the most urgent need of reinvestment.

To ensure Springfield as a whole can continue to provide high quality of life for all residents into the future, it is important that resources are allocated to all neighborhoods. This includes the most disinvested neighborhoods to elevate their standard of living to match other thriving areas. Allocating resources does not necessarily mean increasing funding, but targeting areas for program improvements, pilot studies, and zoning updates to promote revitalization with the funding the City currently has.

#### ELEVATING IMPOVERISHED NEIGHBORHOODS

While a significant portion of Springfield's housing growth occurred toward the south in the 1970s and 1980s, much of the housing stock in the community's Center City neighborhoods progressively lost investment. Poverty was one of the most cited issues during the Forward SGF community outreach process. In 2019, nearly one in four Springfield residents (25.7%) were living in poverty. This was 39% higher than the poverty rate for Greene County (18.5%) and nearly double that of the State of Missouri (14.6%). The City's northern and western neighborhoods were also identified during outreach and in the Forward SGF Issues and Opportunities Report to have the highest levels of disinvestment, aging infrastructure, poverty, and unaffordable housing.

Community members prioritized the need to address impoverished neighborhoods in Springfield. This includes supporting reinvestment and renovation, property improvement incentives, affordable and workforce housing, and proactive code enforcement, as well as public investments for improved neighborhood amenities. Such efforts would effectively work together to address chronic issues within Springfield's neighborhoods, including crime, drugs, squatting, homelessness, wide-spread vacancies, and nuisances, as well as increase diversity, equity, and inclusion.

#### DETERMINING PRIORITY AREAS

A variety of factors need to be considered when determining where to prioritize efforts for revitalization. They include, but are not limited to, owner occupancy, exterior building conditions, mix of housing types, demographic characteristics, abandoned property/vacancy rates, code enforcement cases, and property values. The City should conduct a comprehensive housing study to determine areas in greatest need and suggested policy changes to maintain and improve the housing stock. The City should also work with City Utilities to identify areas with high tenant turnover rate or unmanageable utility bills due to poor housing conditions, such as utility cost per square foot or number of shut offs per year.

#### Vision 20/20 - Role of the Public Sector

In the Neighborhoods Element of the City's previous Vision 20/20 Comprehensive Plan, the role of the public sector is discussed in assessing the condition of a neighborhood (see the "Role of the Public Sector" section). It provides a structure to measure the stability of a neighborhood and recommends conservation strategies to assist in improving the neighborhoods quality of life. This includes categorizing neighborhoods as either stable, transitional, or opportunity areas. As it remains relevant today, the City should implement this structure to target revitalization efforts.

#### Neighborhood Health Indicators

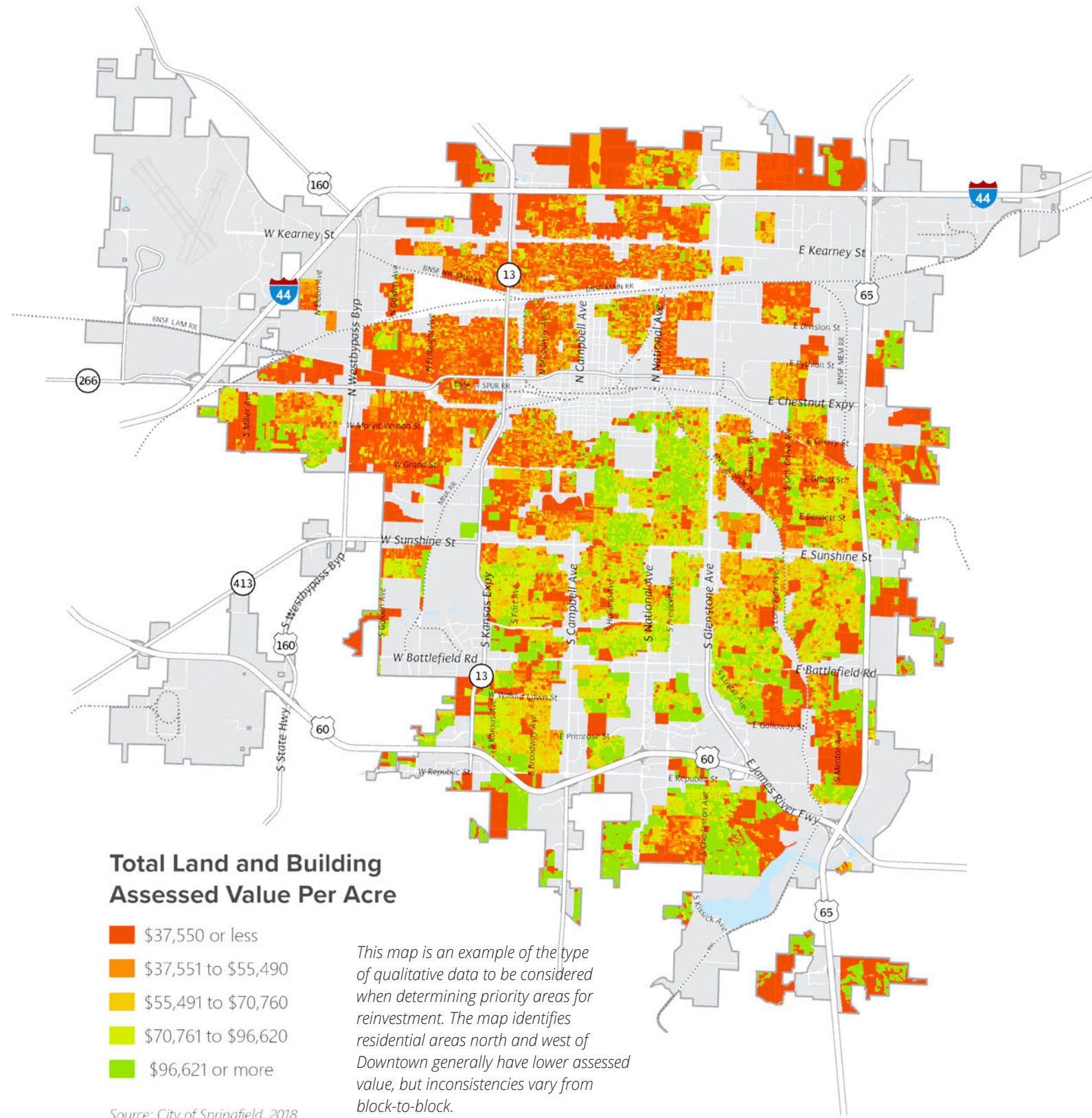
The City has been tracking neighborhood health indicators for the 34 neighborhood service areas within Springfield since 2009. The indicators track trends in the areas of crime, foreclosures, code enforcement cases, and owner occupancy rates to evaluate neighborhood health over time. The City should continue to work proactively with neighborhoods that have declining home ownership rates to prevent further decline and consider expanding the program to identify new trends to assist in future neighborhood plans and implementation. The City should also identify and program assistance for the neighborhoods that are in a transition stage and in need of stabilization.

#### Collaborative Reinvestment

Neighborhood revitalization programs and funding should be prioritized to neighborhoods with the greatest need, including targeted applications of loan and home rehabilitation programs. The City should work with the Restore SGF program and local organizations, like the Springfield Community Land Trust (SCLT) and Habitat for Humanity, to augment such reinvestment efforts and property improvement aid. The City should also direct future public investments for neighborhood enhancements to these areas through CIP planning, including upgrading and connecting sidewalks, installing streetlights, and enhancing neighborhood parks and amenities.

#### Interagency Community Risk Reduction (CRR) Program

The City should create and emphasize a collaborative interagency community risk reduction (CRR) program that identifies threats and risks and creates a unified approach to addressing the categories and classifications of identified risk(s). A CRR Plan would provide a unified operating picture with common understanding of the desired end state with sharing/unified collection and use of data and elimination of silos and duplication of work.





### 3.4 PROVIDE HEALTHY, ACCESSIBLE HOUSING

HEALTH & WELL-BEING



**Reduce disparities regarding food access, housing, education, environmental, financial, and social factors that contribute to poor health in the community.**

The following strategies should be considered in striving to increase healthy and accessible housing in Springfield for residents of all ages, incomes, and physical abilities.

#### AGING IN PLACE

The City has been experiencing its greatest percentage of growth in the 65 years old and over age group. This age group increased by about 3,400 individuals or 14 percent between 2010 and 2020, while the City's overall population grew by 5 percent. To ensure Springfield can continue to support its growing senior population and "aging in place," the City must support housing types and amenities attractive to residents of all ages, incomes, and abilities.

This includes encouraging housing options with smaller unit footprints, lower maintenance, and ADA accessibility near key assets like healthcare facilities, grocery and shopping options, parks, and public transit. Planning for highly walkable and well-connected complete neighborhoods will help ensure residents of all ages and abilities can access to important services and day-to-day activities.

#### TRANSIT ACCESS FOR SENIORS

To improve Springfield as a place where residents can age in place, the City should encourage the development of senior housing in areas near or with direct transit connectivity. This would help increase mobility for senior citizens without reliance on a personal car, including enhanced access to healthcare facilities and day-to-day shopping needs.

#### UNIVERSAL DESIGN

The City should encourage private developers to apply Universal Design practices which increase housing accessibility for people of all ages and abilities. This could include level access from the street, zero entry thresholds, fixtures and fittings located at varying heights and widths, and other design elements that allow for lifetime homes. This is particularly important for addressing housing needs for Springfield's growing senior population.

#### LANDLORD RISK MITIGATION FUND

The City should work with community housing partners to consider developing a Landlord Risk Mitigation Fund (LRMF) to encourage landlords to rent to high-barrier tenants. High-barrier tenants include people experiencing homelessness or those with a poor rental history or criminal backgrounds. The fund would help increase stable housing opportunities for such populations by providing financial resources to landlords to cover potential costs related to lease termination, eviction, and damages to the property. It could also provide a consistent point of contact for landlords to address issues with the tenancy.

#### LANDLORD TRAINING PROGRAM

Together with Community Partnership of the Ozarks, the City should expand the Landlord Training Program to better educate landlords and property managers on how to provide safe living conditions, improve working relationships with the Springfield Police Department, and facilitate better rental business success for landlords. The Landlord Training Program could be promoted through the new Rental Inspection Program (see **Strategy 3.5 Champion Safe, Health, Livable Housing and Neighborhoods**), in the City's newsletters, and by mailing informational postcards. A virtual format should be created to make the program available online any time of the year.

#### HEALTHCARE AND HOUSING PARTNERSHIPS

The City should spearhead partnerships between regional and local housing and healthcare providers to create initiatives that can help improve health, safety, and quality of life for residents, while exploring preventative measures to reduce the need for costly medical expenditures. Examples include identification of and access to residents at risk for hospitalizations, early

intervention strategies for home-based hazards, and educational programs to increase knowledge of health conditions. Potential partners include Missouri Department of Mental Health's Housing Unit, Community Partnership of the Ozarks, Prosper Springfield, CoxHealth, Mercy Hospital, and Housing Authority of Springfield. The City should also work with healthcare providers to improve housing options around their campuses.

#### COMMUNITY HEALTH ADVOCATES

The Springfield-Greene County Health Department currently administers the Community Health Advocate Program, in which an upstream approach is used to address health outcomes and health disparities by connecting residents with healthcare, mental healthcare, and community resources. It should continue to be supported and expanded to include additional health partners and specialized resources for key health issues, like lung disease, cardiovascular disease, and mental health, which were identified as regional health concerns by the 2016 Community Health Improvement Plan.

#### DEPARTMENT COLLABORATION TO ALIGN CODES AND ORDINANCES

Moving the needle on nuisance and problem properties will require a multi-pronged approach that involves multiple City departments working together to find solutions. This collaboration should study programs that have been implemented in other cities to determine if similar strategies will be successful in Springfield. One program to study is the Rental Certification and Vacant Registration Program in St. Joseph, Missouri established in 2019 to protect residents living in rental properties as well as enhance the appearance of the community. Programs such as this can provide valuable insight as to what has worked in other communities as well as potential areas of further study.

## 3.5 CHAMPION SAFE, HEALTHY, LIVABLE HOUSING AND NEIGHBORHOODS

COMMUNITY PHYSICAL IMAGE



HEALTH & WELL-BEING



### Create a consistent system of code enforcement for reoccurring issues that affect neighborhoods.

Safe, healthy, and attractive housing is a core component of a thriving neighborhood. It is an essential contributing element in the revitalization and maintenance of older neighborhoods and is vital to creating lasting value in stable or emerging neighborhoods. To ensure the health, safety, and well-being of residents and the neighborhood, *Forward SGF* champions systematic improvements in the administration, enforcement, and development of housing, property maintenance, nuisance, and zoning codes.

### ESTABLISH A PROACTIVE RENTAL INSPECTION PROGRAM

The need to improve the quality of existing rental housing was highlighted as a key issue during community outreach and has been a priority for decades without measurable progress. Historically the City has enforced housing livability issues on a complaint basis; many tenants may be afraid to complain about their housing for fear of increased rent, landlord retaliation, or eviction. Springfield residents have a right to a safe, healthy, and livable home environment. To monitor and improve the rental housing quality across Springfield, the City should develop a mandatory city-wide inspection program for all residential rental units. A proactive systematic rental inspection program would inspect properties on a periodic basis to ensure that residents live in safe healthy conditions and to ensure the City's rental housing stock is maintained and sustainable. It is necessary for the City to address housing conditions proactively, and to identify and target exterior substandard conditions alongside interior code violations. Proactive rental inspection programs can ensure that properties don't become blighted, thereby preserving property values and the preservation of Springfield's neighborhoods.

The following should also be considered for the rental inspection program:

- Establish a licensing or permit program for the registration of rentals and inspections, similar to the licensing for the short-term rental program the City already has.
- Evaluate alternative compliance and certification options to support City inspection staff, such as contract inspectors or private home inspection services, to bridge the initial flush of inspections that will be required.
- Target the program to properties owned by absentee (non-local) landlords, landlords without an identified management company or property manager, and repeat offenders who fail to fix substandard rental conditions.
- Create a system that rewards compliant property management with less frequent renewal or inspections.
- Explore including parameters for health in the inspection program, like the home environment checklists used by the U.S. Department of Housing and Urban Development's (HUD's) Healthy Homes Initiative. The initiative seeks to identify environmental hazards in the home and mitigate or eliminate them, such as childhood lead poisoning and poor air quality.

### COMPREHENSIVE REVIEW OF CITY CODES

The City should conduct a thorough evaluation and comprehensive overhaul of all city codes, including but not limited to housing, property maintenance, nuisance, zoning, traffic, subdivision, and development related codes. Updated codes will reduce conflicts, strengthen the City's ability enforcement, and improve redevelopment, neighborhood livability, and quality of life. The comprehensive review and update of City codes should be completed in concert with the development of a unified development code or update of the City's zoning and housing codes. A cross check of housing, maintenance, and zoning codes should be completed to reduce enforcement gaps and maximize enforcement efforts.

### CHAMPION PROACTIVE CODE ENFORCEMENT

Historically, the City of Springfield has managed the enforcement of housing, nuisance, and zoning codes on a complaint-basis. Relying almost entirely on the public or neighborhood groups to report and file complaints creates animosity between neighbors and groups who tirelessly advocate for housing and neighborhood improvement. Complaint-based reporting, where many violations are un-checked, results in the creation of undesirable property management practices and properties with minimal up-keep or investment, that escalate far-beyond code violations and require lengthy abatement or demolition to occur.

Decades of property management of this type, and generations of property owners, landlords, and tenants habitually practicing chronic non-compliance, has a tremendous impact on neighborhoods, including peace and personal enjoyment of private property. In urban neighborhoods where residents live in close proximity of one another, the value of maintaining basic standards of use and maintenance are fundamental to neighborhood stability, and the preservation of the City's housing stock and property values. Other strategies to pursue include:

- Adopt a new philosophy of proactive code enforcement aimed at staying ahead of issues and actively promoting compliance to raise the liveability and quality of life this plan champions.
- Develop a plan to progressively work across the entire City, targeting resources to the most distressed neighborhoods first.
- Develop coordinated tracking and identification of vacant and abandoned properties, housing conditions, and risk factors that often lead to more severe issues.

### Code Enforcement Administration

To increase effectiveness and improve reporting, response, and compliance, the City should focus on aligning code enforcement efforts with programs aimed at promoting compliance. Reorganizing and reassigning the enforcement of City codes should be evaluated in concert with a comprehensive update of the City codes that target increased livability and quality of life.

Communicating the legislative intent of program improvements and the administration of licensing, inspections, and enforcement should be closely coordinated with those departments who play a role in code and program development. The City should also consider creating a new Nuisance Code Abatement Officer position with supporting staff to better address nuisance and outdoor storage issues, particularly in Springfield's northern neighborhoods that face disinvestment.

### NEIGHBORHOOD CRIME PREVENTION

The City has historically supported a Neighborhood Watch Program, but participation has varied over the years. In addition to continued funding and support, the Police Department should continue to work with residents and neighborhood groups to periodically review the program, adapting to changing trends, such as emphasizing the block watch component and consider restarting the citizens alert patrol. Additional programs and on-going education should also be promoted that increase the principles of Crime prevention Through Environmental Design (CPTED) and targeted efforts to reduce neighborhood blight and vacant buildings. The City's Planning and Neighborhoods Division should continue to work with the Police Department's Community Services Section, residents, business owners, and Registered Neighborhood Organizations (RNO) to introduce and identify funding for new programs that increase surveillance, installations of cameras and lighting, and new technological and innovative strategies to reduce neighborhood crime.



## GOAL 4: Cultivate neighborhood identity and cohesion.

### 4.1. STRENGTHEN IDENTITY THROUGH NEIGHBORHOOD ORGANIZATION

COMMUNITY PHYSICAL IMAGE

ARTS, CULTURE & HISTORIC PRESERVATION



Strengthen local identity and branding that celebrates Springfield and its unique neighborhoods, through a structured approach of organizing and creating cohesive neighborhood organizations.

### NEIGHBORHOOD SERVICE AREAS

Continue to promote and market Neighborhood Service Areas (NSA) as the preferred strategy to create neighborhood identity and branding. The creation of NSAs represents the division of the City into familiar neighborhood planning areas that are easily recognized by residents, have ties to historical geography, schools, or have an existing identity. Neighborhoods of comparable size with common boundaries and a wide range of housing types, services, and amenities can be easily studied and successfully planned. Springfield is currently divided into 34 NSAs, as shown in the adjacent map. New service areas on the City's periphery should be established or incorporated into existing NSAs, as the City grows and annexes new neighborhoods and territory.

### REGISTERED NEIGHBORHOODS

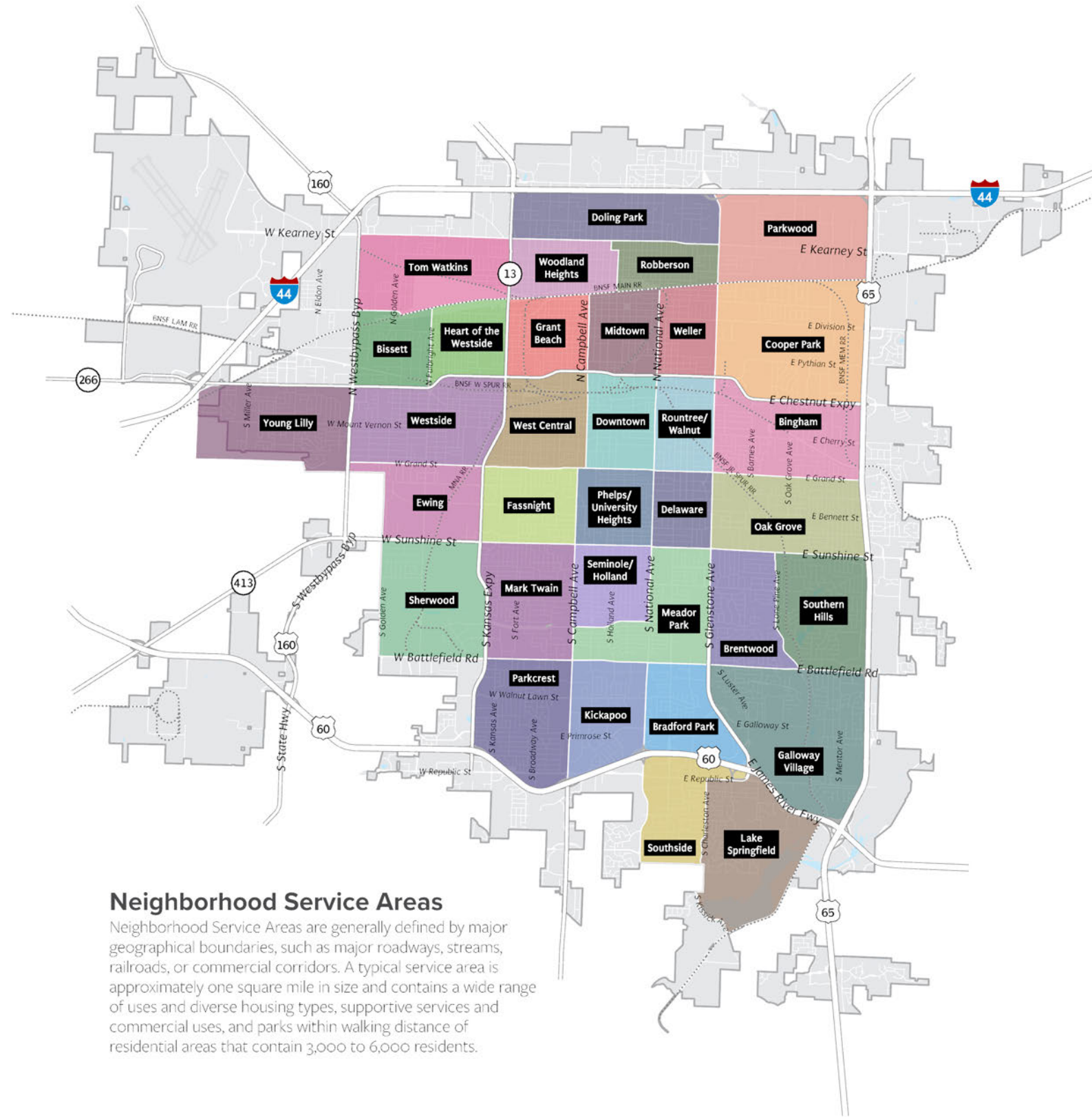
A successful city neighborhood is a place that sufficiently stays abreast of its problems, so it is not destroyed by them. Registered Neighborhood Organizations (RNO) play an important role in planning at the neighborhood level as they provide a foundation for resident engagement, stronger communication with City government, and organizing neighborhood-wide improvement initiatives. They spearhead collaboration with community members to establish a vision for their neighborhood and improve sense of identity, local pride, and quality of place.

The City should continue to grow and support a community of organized neighborhoods that are empowered to address their problems and to be a positive force in the quality of life for their residents. The City should provide registered neighborhood organizations with support and resources to equip them

with knowledge about the health of their neighborhood so that they can make informed decisions about where and how to target resources and help them expand their membership so the organizations can continue to thrive and connect them with other peer neighborhoods.

The City should advocate for neighborhood interests within the City and continually work to identify additional resources to assist neighborhood groups. The City should work with citizens outside of the current registered neighborhood organizations to organize and form additional neighborhood organizations where they currently do not exist.

Resources, programs, and incentives should be largely reserved for RNOs to maximize communication between the City, residents, and organizations located within the service area. Programs and resources made available to RNOs should be made available to all residents of the neighborhood, regardless of their membership status.



### Neighborhood Service Areas

Neighborhood Service Areas are generally defined by major geographical boundaries, such as major roadways, streams, railroads, or commercial corridors. A typical service area is approximately one square mile in size and contains a wide range of uses and diverse housing types, supportive services and commercial uses, and parks within walking distance of residential areas that contain 3,000 to 6,000 residents.



### THE GREAT NEIGHBORHOODS PROGRAM

The **Great Neighborhoods Program** is part of an initiative adopted and endorsed by City Council to establish a philosophy of how the City will work with neighborhood residents and businesses to create and maintain great neighborhoods. The **Great Neighborhoods Philosophy** was adopted by City Council in 2013 to promote clean, safe, and friendly neighborhoods through collaboration with neighborhoods, community organizations and the support of neighborhood improvement programs. The Philosophy establishes an overall policy framework for working with neighborhoods and is based on the following four principles:

- Residents must lead the process
- Long term commitment
- Inclusive of all participants
- Engaging Activities

The City should continue to support existing programs, like the Neighborhood Clean-ups, Neighborhood Identification Sign Program, and Great Neighborhood Recognition Grant Program, and seek to develop new programs that further the qualities of Great Neighborhoods. The City should work toward achieving these qualities through collaboration of neighborhood residents, businesses, and the rest of the community.



### NEIGHBORHOOD ADVISORY COUNCIL

The Neighborhood Advisory Council (NAC), formed in 2012, is a neighborhood-led citizen advisory group aimed at using their solidarity and collective passion for enhanced quality of life, healthy neighborhoods, and an improved City of Springfield. The purpose of the NAC is to provide an opportunity for organized neighborhood groups to have face to face discussions with City Council Zone Representatives to share information and receive feedback on programs and related business that impact the quality of life in their neighborhoods. The NAC serves the City and City Council as a review body for programs and policy changes that impact neighborhoods.

The NAC as a collective group has been a champion for neighborhood concerns and causes since it was formed. Most recently, the NAC has formed subcommittees in the areas of Clean, Safe and Friendly to tackle issues like nuisance properties, crime, and marketing in the neighborhoods. The City should continue to support NAC and provide opportunities for NAC members to be involved in the development and advocacy of policies that aim to improve and protect neighborhoods. Neighborhood Planning staff should identify opportunities to include NAC in neighborhood planning programs, activities, and targeted education campaigns to help empower the Neighborhood Advisory Council and increase membership and participation at the neighborhood-level.





Forward SGF Top 10  
**NEIGHBORHOOD  
 COMMERCIAL HUBS  
 AND PLANNING**



The *Forward SGF Comprehensive Plan* provides an overview of goals and actions aimed at implementing the Plan's vision. General guidance provided by the Plan should be paired with more targeted planning at a smaller area or neighborhood-level. A more refined planning process is needed to facilitate growth, development, and/or transportation and mobility needs in these targeted geographies. Goals and objectives created through neighborhood planning efforts should seek to align with the residential placetype recommendations included in the *Forward SGF Land Use Plan*. Each placetype illustrates unique characteristics common to their era of formation, street design, housing, and other physical characteristics.

**4.2. CONTINUE  
 THE PROCESS  
 OF PROACTIVE  
 NEIGHBORHOOD  
 PLANNING**

**Expand and develop targeted plans at the neighborhood level that support the *Forward SGF's* overall vision and goals.**

**DEVELOPING  
 NEIGHBORHOOD PLANS**

The City of Springfield has adopted Neighborhood Plans for four neighborhoods: West Central, Midtown, Rountree, and Phelps Grove. In recent years, the City has updated the Rountree and Phelps Grove Plans. In addition to developing plans for other neighborhoods, the West Central and Midtown Neighborhood Plans should also be updated in the near term. West Central should be prioritized first, as this plan is the most dated, followed by an update for the Midtown Neighborhood.

Ideally, a neighborhood plan should be developed for all neighborhood associations. The goal of these plans is to create strategies unique to their neighborhood geography, with the aim of maintaining or improving older center-city neighborhoods and creating lasting value in new or established neighborhoods. The City should prioritize the development of neighborhood plans in disinvested and challenged neighborhoods first, before targeting plan development in stable neighborhoods located around the City's periphery.

**NEIGHBORHOOD  
 PLANNING PRIORITIES**

The City administers the Blueprint for Neighborhood Betterment (BNB) Program, which is intended to facilitate updates to neighborhood plans and develop new plans for neighborhoods without one. It establishes an efficient and streamlined neighborhood planning process that focuses on land use planning, improving quality of life, and enhancing the physical environment unique to each neighborhood. The BNB template should be used as a guide to develop neighborhood plans.

Priorities in each neighborhood will vary, but fundamental planning components inherent to each neighborhood should be vetted with residents during the development of plans, such as:

- Assets and locations of neighborhood value, that should be targeted for protection and preservation.
- Areas and issues that create stress and friction with residents.
- Preferred redevelopment areas and locations where housing and services can be expanded.
- Strategies to increase access and connections to commercial services and amenities.
- Identification of capital investment and infrastructure priorities.
- Strategies to expand and market neighborhood identity and value.
- Strategies to create and grow a neighborhood organization, increase activism and betterment, and promote the concept of "Neighboring" to build relationships and keep neighborhoods strong.



### 4.3 ENCOURAGE NEIGHBORHOOD CIVIC INVOLVEMENT

Involve neighborhood associations and residents to help foster a sense of ownership and identity for their neighborhood.

### NEIGHBORHOOD STEWARDSHIP

Healthy thriving neighborhoods should champion and support the proactive participation in programs and outreach that encourage and reward home and property maintenance and neighborhood pride and ownership. Increased interaction and engagement can strengthen the character of the City's neighborhoods, creating support groups during hard times and when challenged by threats to neighborhood serenity. The City should continue to develop incentives that reward neighborhood and resident participation in programs that grow neighborhood stewardship. The City should ensure that all residents have meaningful opportunities to participate in their neighborhoods and promote programs and opportunities to authentically engage in their neighborhoods and the community.

### TARGETING TOP NEIGHBORHOOD PRIORITIES

**Chapter 7: Housing and Neighborhoods** casts a wide net, in an attempt to target the top issues identified by residents and neighborhood groups throughout the City. Many of the top priorities can be addressed directly by the *Forward SGF Comprehensive Plan* or through the development of neighborhood plans, while others will require an indirect approach of working with organized neighborhood groups. Issues related to neighborhood crime or speeding, for instance, should be addressed through collaboration with the Springfield Police Department or through programs like Neighborhood Watch or Crime Stoppers. Each neighborhood should identify their top issues that affect the liveability and quality of neighborhood-life. *Forward SGF* surveyed and conducted workshops with residents and a variety of neighborhood organizations in the development of the Plan.

Key issues that helped guide the development of Plan and this chapter can be reviewed on the Community Outreach section of the **Chapter 2: Community Profile**.

Issues residents felt were the biggest problems in their neighborhood:

- Stealing/theft (72%)
- Speeding (70%)
- Drugs (58%)
- Cluttered, junky yards and porches (56%)
- Homes/buildings in disrepair (46%)

Source: 2019 City of Springfield Community Survey

### 4.4. BUILD STRONG RELATIONSHIPS WITH NEIGHBORHOOD SCHOOLS AND UNIVERSITIES

**The City should continue to nurture a relationship of collaboration with school boards and neighborhoods when developing plans that impact neighborhood schools and campus expansions.**

### NEIGHBORHOOD SCHOOLS

Neighborhood schools are an essential component of an urban neighborhood and source of pride and neighborhood cohesion. Neighborhood schools should be preserved and maintained whenever feasible. Local School Boards are encouraged to consider the effect on neighborhoods when recommending relocating or closing a neighborhood school. School Boards should work with City or County planning staff and neighborhood organizations to develop a plan for re-use of any school property that is slated for closure prior to closing the school.

### SCHOOL PARKS

The Springfield-Greene County Park Board should continue to follow the practice of developing "school parks," which involves integrating neighborhood parks and school playgrounds and periodically opening community centers or school gymnasiums and auditoriums for community use.



Photo Credit: Springfield, MO Convention & Visitors Bureau



## BUILD TOWN-GOWN RELATIONSHIP

Town-gown relations should continue to be built to improve the relationship between local universities and residents. With several universities located within Springfield, including Missouri State University, Drury University, and Ozarks Technical Community College, these schools represent a significant economic driver and resource for the City and the students, an inherent component of the City's population. The character of student housing and student's social activity can cause conflicts with the tranquility of surrounding long-standing neighborhoods.

The City should continue the tradition of working with local schools to develop campus plans to ensure the scale and form of expansion will occur in a manner compatible with surrounding areas. Campus master plans should involve participation and input from the surrounding property owners and neighborhoods to maintain a healthy relationships and minimize conflicts on the edges where neighborhoods and campus boundaries converge.

Additional recommendations to build town-gown relations include the following:

- Work with the Springfield Police Department to increase responsiveness to nuisance reports to address issues like noise complaints.
- Strategically plan for multifamily housing in target areas surrounding universities to accommodate long term student population growth while preserving the character of lower density residential neighborhoods.
- Practice proactive code enforcement in student housing areas to ensure the quality of housing meets the City's standards and front yard areas are properly maintained and kept free of litter. This could be done in coordination with the Neighborhood Teams Program.
- Continue to work with universities to establish local volunteer opportunities where students can give back to their neighborhood and build positive relationships with residents through projects like home improvements, landscaping, and public art installations.
- During the next update to the Land Development Code, evaluate the definitions, design, and building types of student housing to enforce prevention of overcrowding, parking violations, and the disruption of the character of single-family housing.

## 4.5. PRESERVE HISTORIC RESOURCES

ARTS, CULTURE & HISTORIC PRESERVATION 

### Continue to support the preservation of historically significant structures within residential neighborhoods.

Historically significant homes and landmarks within residential neighborhoods are a key component of Springfield's local history and identity. They also add to the aesthetic quality of neighborhoods, supporting local pride, increased property values, and the City's economic base. The City should continue to protect its historic assets while identifying new sites eligible for local designation.

## HISTORIC DISTRICTS AND LOCAL SITES

Working with local historians and the Landmarks Board, the City should continue to promote, protect, and consider expansion of the historic districts found on Walnut Street and in the Midtown Neighborhood. Numerous locations have been identified with contributing structures that would qualify for designation from the State Historic Preservation Office (SHPO). A significant resource for historic preservation is a historic preservation survey.

The City should work with the SHPO and local Landmarks Board to commission the review of past surveys and conduct new ones to identify historic structures, interiors, and sites of historic events. Other recommendations include:

- Work with the Landmarks Board to develop and update the City's Historic Preservation Design Guidelines.
- Encourage the rehabilitation of older and historic buildings rather than demolition.
- Work with City departments and the Landmarks Board to identify a path of preservation rather than demolition for structures that have historic value and reverence.
- Ensure that infill development standards reflect the setbacks, orientation, rhythm, height, and scale of surrounding one, two, and three-family dwellings.
- Consider new neighborhoods for local or national historic designation, such as Rountree, Phelps Grove, Woodland Heights, and Grant Beach.

## Vision 20/20 Historic Preservation Element

In addition to these recommendations, supporting documentation can be found in the Historic Preservation Element of the previously adopted Vision 20/20 Comprehensive Plan. That document represents an on-going strategy, originally developed as part of Vision 20/20 for all of Greene County that has since been modified to target only the City of Springfield. The Historic Preservation Element proposes the steps necessary to identify, preserve, and protect the greatest amount of historic resources in the city.

## LOCAL TAX ABATEMENTS

Working with the Landmarks Board, the City should consider creating local tax abatements to encourage property owners to apply for historic designation on the Springfield Historic Register. This should include determining what portion of the municipal tax can be abated and the qualifications that must be met for abatement. The availability of federal and state historic tax credits should also be promoted for designation on the National Historic Register.

## INCREASE PUBLIC AWARENESS

The City can further support historic preservation efforts and increase public awareness by distributing easy-to-understand educational materials to the public about the requirements and process for historic designation. This could include mailing letters annually to property owners of potentially historically significant homes with an invitation to an informational meeting. Historic preservation efforts should continue to be publicized through the City's website, e-newsletter, and the distribution of pamphlets at key destinations, such as City Hall and the History Museum on the Square.



Photo Credit: Springfield MO Convention & Visitors Bureau

## CHAPTER 8

# ECONOMIC DEVELOPMENT

### *In this chapter*

- Goal 1: Redefine Springfield's narrative as a major competitor and leader in the regional market*
- Goal 2: Clearly define and strategically plan for new industrial and business park areas*
- Goal 3: Promote reinvestment in Springfield's commercial corridors and key gateways*
- Goal 4: Support business growth and reinvestment in neighborhood commercial hubs and Downtown*
- Goal 5: Support innovation, entrepreneurship, and workforce development*

A strong economy provides employment opportunities for all area residents, strengthens the City's tax base, and establishes Springfield as an attractive place to live, work, and do business. By setting clear direction through a long-term economic development plan, revamping City policies and its approach, and fostering public-private collaboration, Springfield can better position itself in the region as a major competitor. This includes supporting a wide array of employment options for a diverse and well-trained workforce that is inclusive to young professionals, minority-owned and small businesses, and startups. The creation of complete neighborhoods anchored with local commercial hubs will be a major component of economic development, leading to the revitalization of Springfield's residential areas and surrounding city corridors. Through enhanced design standards, the quality of place of city corridors and employment areas can be elevated to draw new economic activity to Springfield and encourage people to stay and spend dollars within the City.

Look for these icons identifying theme-related strategies!

- COMMUNITY PHYSICAL IMAGE 
- ARTS, CULTURE & HISTORIC PRESERVATION 
- HEALTH & WELL-BEING 

## GOAL 1: Redefine Springfield's narrative as a major competitor and leader in the regional market.

### 1.1 CREATE A LONG-TERM ECONOMIC DEVELOPMENT PLAN

Create a long-term plan for growing Springfield's economy as well as a cohesive community brand to market to prospective businesses.

The creation of a long-term economic development plan was identified as one of the top priorities for economic development by the community. Working with regional partners like the Springfield Area Chamber of Commerce, Missouri Small Business Development Center at Missouri State University, Springfield Business Development Corporation, Multicultural Business Association, Springfield Regional Economic Partnership (SREP), City Utilities, and Greene County, the City should develop an action-oriented, long-term economic development plan to establish a clear framework for expanding the Springfield area's economy.

Focus should be placed on strategies for proactive regional economic development, workforce training, creating a business-friendly environment, enhancing Springfield's quality of place for business attraction, and constructing infrastructure necessary to support businesses. This plan should take into consideration other partner organization's efforts, balancing the business community's interests with those of the broader community.

The long-term economic development plan should also be used to:

- Showcase to residents and the local business community the City's willingness and active efforts to compete with peer communities.
- Develop a cohesive brand and identity to market the City to prospective businesses as a preferable location over its regional competitors.
- Identify target industries for recruitment and attraction and create a marketing strategy that highlights the benefits of locating to and doing business in Springfield.

#### KEY ISSUES

Ozarks Transportation Organization (OTO), the Springfield region's Metropolitan Planning Organization (MPO), projects Greene County to gain nearly 21,000 jobs between 2018 and 2045, or 689 jobs annually. Springfield has consistently accounted for about 90 percent of total jobs in the County. If this trend is to continue, Springfield can anticipate adding 18,000 new jobs over the next 25 years. It will therefore be critical that the City strategically plans for economic growth through the proposed Long-Term Economic Development Plan. This should consider development strategies outlined in **Chapter 5: Land Use and Development**, which aim to support economic development while ensuring quality development and well-paying jobs through strategies outlined in this chapter. The Economic Development Plan should also consider the following key issues:

#### Shift In Retail

Paired with national shifts towards ecommerce and a decrease in traditional retail, Springfield's commercial areas were identified during the *Forward SGF* outreach process as unattractive, aging, and in need of rethinking. While city corridors contribute significantly to the local tax base, certain commercial areas are experiencing decline, and would benefit from a shift towards multifamily or other non-retail uses to reinvigorate the area and increase foot traffic. There is also a need to place greater emphasis on quality of place enhancements that improve the traditional local retail and service experience to keep pace with the digital marketplace.

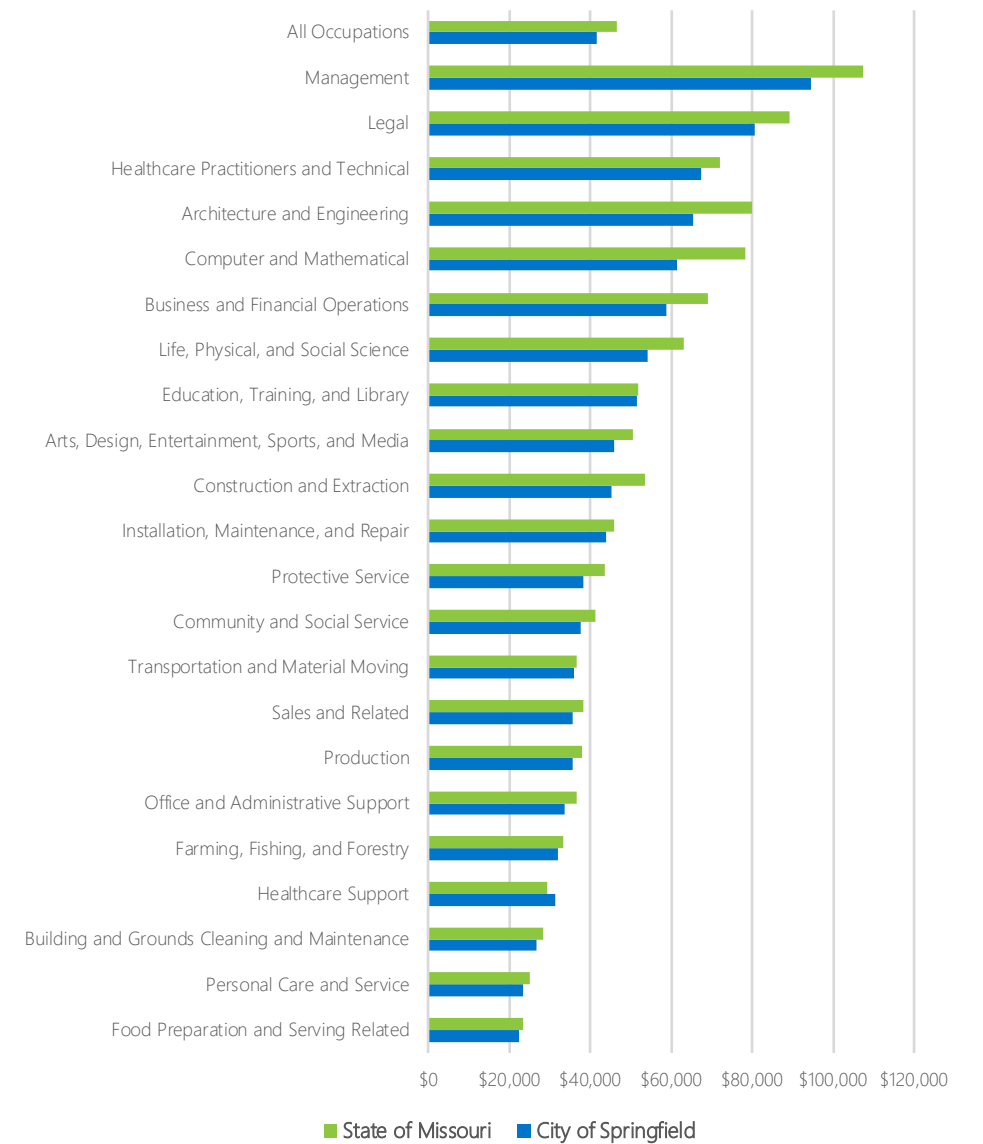
#### Low Wages

One of the key community issues identified during the *Forward SGF* outreach process was low wages, locally and in the region, which poses a barrier to increasing livability, household disposable income available to spend locally, and economic mobility, particularly for those living in poverty or experiencing homelessness. According to the U.S. Bureau of Labor Statistics, Springfield Metropolitan Area has an annual mean wage of \$45,550, which is lower than the Missouri's at \$51,390 as of 2021. Improving Springfield's wages will require a holistic approach to local economic development, including attracting quality development and well-paying employers, workforce training, and facilitating entrepreneurship and small business development.

#### Daytime Population

Springfield experiences a significant increase in daytime population due to people traveling to the City for work, services, entertainment, and education. According to the U.S. Census Bureau, this includes an increase in the local workforce by about 81,200 people. This daytime population increase supports Springfield's local economy and the sizeable commercial and employment footprint it has today. Through quality of place improvements outlined in *Forward SGF*, including beautification, corridor improvements, and high walkability, the City can capitalize on its large daytime population and create attractive places for people to enjoy, spend dollars locally, and support Springfield's economy. Quality of life improvements can also promote the City's desirability as a place to live, helping convert commuters to new residents.

Annual Mean Wage Comparison (May 2018)



Source: U.S. Bureau of Labor Statistics



## 1.2 REVAMP CITY POLICIES & APPROACH

**Revamp City policies and staff interaction with business development and attraction.**

Rather than focusing on what is not permitted by code, the City of Springfield should build the reputation of a collaborator, reinforcing the attitude that it would like to work with developers to create an attractive and livable community. Balancing the needs of the development community with the needs and expectations of the City's quality of place priorities will be key. This includes ensuring safety and high quality of development.

Such a proactive approach should be instilled in City staff to foster an efficient and competitive environment focused on excellent customer service. This includes providing guidance to developers throughout the development process and referrals to useful resources when facing challenges. City policies and processes should be optimized to eliminate undue delays and ensure regulations are being applied in a fair and consistent manner.

The Department of Economic Vitality's approval process for reviewing eligible projects for incentives should also be updated to compel projects to go above and beyond the City's design standards and regulations. This would help ensure the City attracts "placemaking" developments—those that complement the City's assets and feature attractive, pedestrian-friendly built forms that elevate the character of the community.

## 1.3 UPDATE THE CODE

**Review and update the City's code to promote quality development, renovations, and placemaking improvements.**

A key component to ensuring future development contributes to a high quality of place will be updating the Land Development and related city codes that represent the community's vision and development best practices outlined in this chapter. This may include codifying design standards as objective requirements to ensure they are followed. To facilitate improvement of existing development, triggers should be considered for nonconforming sites to be required to comply with current design requirements when a certain threshold of renovations and/or expansions is exceeded. Together with strategic code enforcement, the City can more effectively promote near term improvements and attractive development that will elevate the City's character and quality of place. For more information on updating the City's code, see **Chapter 15: Implementation**.

## 1.4 STREAMLINE THE DEVELOPMENT PROCESS

**Streamline the development process by creating an accelerated permitting system that allows projects with a high-level of positive community impact to efficiently advance through the development process.**

During the development approval process, private developers must obtain the necessary approval(s) to gain the right to develop a property for a specific use. Approval is based on a variety of factors, including zoning code conformance, surrounding uses, and requests for variances which often relies on input from a variety of departments and agencies. This can lead to a time-consuming and complicated process that can deter developers from pursuing projects within Springfield.

## PROJECT ACCELERATION SYSTEM

To help accelerate the processing of permits for highly desirable projects from the concept phase to construction, the City should consider developing a Project Acceleration System. This process can be used to expedite the review of high community impact projects that support the goals of the Comprehensive Plan and adhere to the Land Development Code and other established standards. A checklist should be created to rank the level of community benefit and how well the project supports the system's perimeters. Examples of factors that could warrant accelerated permit processing could include high job creation, significant tax benefits, support of target industries, housing in strategic areas of need, and incorporation of environmentally responsible designs in sensitive areas.

Accelerated review of projects must not come at the cost of the quality of development. Rather, the City and developers must coordinate closely to ensure developments promote quality of place, facilitated through an efficient, transparent, and consistent application process.

Other strategies the City should consider to improve the development approval process include:

- Continue to review the approval process annually to identify and address where inefficiencies, inconsistencies, delays, and redundant or conflicting requirements exist. This should be done in coordination with local developers, permitting staff, and other stakeholders most familiar with the process, such as through public forums, roundtable meetings, and online surveys to gain feedback.
- Continue to support and enhance the pre-development review process that brings together representatives from all agencies and departments involved in the approval process in one place to support faster collaboration, improved communication, ability to address issues, and concurrent review.
- Continue to offer or require pre-application meetings with developers to identify any issues and clarify any misunderstandings before submission.
- Continue to examine peer cities for successful strategies for improving development processes and development incentives.



## 1.5 FOSTER PUBLIC-PRIVATE PARTNERSHIPS & INCENTIVES

COMMUNITY PHYSICAL IMAGE



### Facilitate entry of new businesses and quality development through public-private partnerships and incentives.

Private investment and business growth should ultimately be stimulated by public investments made by the City, strong public-private partnerships, and attractive incentives. This includes the following:

#### PUBLIC-PRIVATE PARTNERSHIPS

To further a business-friendly environment, the City should seek to create public-private partnerships (P3s). P3s can be considered innovative collaborations between the City and the private sector to achieve a mutual goal, such as infrastructure improvements, placemaking, or job creation. The City should take an open-minded and creative approach to creating new P3s and work with local and regional agencies, such as the Chamber, healthcare providers, higher education institutions, and major employers to identify new partnership opportunities. New partnerships could also be instrumental in launching new endeavors with on the Bass Pro Shops, Wonders of Wildlife National Museum and Aquarium Campus, or on the vacant lot at the University Plaza - Expo Center.

For example, developers, businesses, organizations, and even private citizens could partner with the City to enhance landscaping along public rights-of-ways. In exchange for their participation, partners would be awarded with a roadway sign dedicated to them, like in adopt-a-street/highway programs, and a tax deduction that could be claimed on income taxes. Such programs have been implemented in other cities and have substantially improved the character of major thoroughfares, while simultaneously promoting a spirit of community pride.

#### ECONOMIC DEVELOPMENT INCENTIVES

Springfield currently offers a variety of economic development incentives to facilitate new business investments and quality development, which are outlined in the Economic Development Incentives Policy Manual. Incentive types include:

- Special Taxing Districts
- Property Tax Abatement
- Tax Increment Financing
- Loan Programs
- Brownfields Assistance

Regular updates to this manual and the municipal website should be completed to ensure incentive policies are up to date and are clear to the business community as to what resources are active and available. The City should also research whether Springfield's existing incentives are competitive in comparison to other communities and adjust accordingly.

#### Explore New Incentives and Revamp Existing Incentives

The City should explore providing additional local and state incentives for new economic development strategies and tools that have proven successful in comparable peer communities with population similar to or slightly larger than Springfield's, such as Lexington, KY; Boise, ID; and Chattanooga, TN should be considered, as well as regional competitors like St. Louis, Kansas City, Northwest Arkansas, Columbia, and Joplin.

Examples of potential incentives include capital investment tax credits, qualified target industry tax refunds, sales tax exemptions, small business assistance programs, site development assistance, revolving loan funds for local infrastructure projects, and workforce training grants, as well as the following:

#### Streetscape Cost-Share Program

The City should consider establishing a Streetscape Cost-Share Program to incentivize public realm improvements through collaborative public-private investments. The tool can help fund streetscape amenities and site improvements that comply with the City's standards, which typically would not occur otherwise until a property is redeveloped. For example, the City could provide the labor and finance 50 percent of the materials. The program could also allow for property owners to spread their payments over a period, such as five years, with a property lien guarantee. Examples of private investments that could be supported by the program include consolidated driveways, perimeter landscaping, lighting, seating areas, bike parking stations, and stormwater green infrastructure.

#### Workable Program

The City should re-evaluate its former Workable Program—which was intended to establish a framework for the City to evaluate property tax abatement requests under the Land Clearance for Redevelopment Authority Act—and consider establishing a tax abatement program in which the degree of tax abatement is scaled to the quantity of community priority criteria met. Criteria could include investments that improve the character, safety, connectivity, housing affordability, job retention, and/or economic prosperity of an area.

## 1.6 SUPPORT LOCAL TOURISM

To attract new visitors to Springfield, the City should continue to work with partners like the Springfield Convention and Visitors Bureau to promote community assets for tourism while improving quality of place through implementation of *Forward SGF*. Tourism efforts should be targeted to key assets in the City including sports tourism, Bass Pro Shops, Wonders of Wildlife National Museum and Aquarium, the historic Route 66, recreational opportunities as the “Basecamp of the Ozarks,” reimagined Lake Springfield, Grant Avenue Parkway, Jordan Valley Creek, local events and festivals, and other attractions in Downtown and neighborhood commercial hubs. See **Chapter 11: Parks, Greenways and Natural Resources** for more information on recreation, sports tourism, and the “Basecamp of the Ozarks” concept.

## NEW CONVENTION CENTER

Throughout the *Forward SGF* planning process, community members expressed the desire for a new convention center and hotel to draw large influxes of visitors to Springfield to stimulate the local economy and business development opportunities. Within Downtown, northeast of Downtown along Chestnut Expressway, and across from Bass Pro Shops at Campbell Avenue and Sunshine Street were some potential locations identified by the community.

The long-term impacts of COVID-19 in relation to facility design and demand should be monitored. If feasible, the City should inform the public about the need for a dedicated funding source for the convention center. A modern facility should be considered that exceeds health and safety requirements and accommodates hybrid virtual event formats, serving as a prototype for others nationwide. The building design should be state-of-art and iconic, implementing sustainable building designs like green roofs, water conservation systems, and energy efficient building systems. Successful examples include the Salt Palace Convention Center in Salt Lake City, UT; Gaylord Opryland Resort and Convention Center in Nashville, TN; and Oregon Convention Center in Portland, OR.

## GOAL 2: Clearly define and strategically plan for new industrial and business park areas.

### 2.1 TARGET GROWTH AREAS

#### Strategically target future industrial and business park growth.

Future industrial, office, transportation-related uses, and other employment-generating businesses should be targeted to areas that have high accessibility, available land, economically viable infrastructure needs, and minimal land use conflicts. This should be done in accordance with the **Business Flex** and **Industry and Logistics** placetype locations identified in **Chapter 5: Land Use and Development**. These areas were determined based on surrounding context, transportation access, infrastructure network, and available development opportunities.

#### ASSESS MARKET POTENTIAL

Moving forward, the City should assess the projected need for industrial and business park square footage, then identify large opportunity sites where public-private investment should be directed. This should be done in close coordination with the Chamber, Springfield Regional Economic Partnership (SREP), Greene County, City Utilities, and private developers. According to SREP, the Springfield industrial market had a positive net absorption of 157,321 square feet and a vacancy rate of just 2.1% in the first quarter 2021, which showcases development potential.

### INFILL AND EXPAND INDUSTRIAL PARKS

Infill of vacant lots within existing industrial and business park areas, such as Battlefield Business Center, Partnership Industrial Center West, and North Creek Business Park, should be prioritized. Growth should then be directed to adjacent areas to leverage existing infrastructure and reduce the need for costly and untimely infrastructure expansions. The development of two additional industrial parks should also be considered in the following areas:

- **Northeast Springfield** surrounding the intersection of I-44 and US 65, which features high roadway access and potential for improved rail access.
- **Northwest Springfield** east and west of Springfield-Branson National Airport, which could leverage airport and rail access, as well as high roadway connectivity via I-44, West Bypass, and Kearney Street.

Private investment and development should be incentivized in these areas through public realm enhancements, including roadway improvements, utility extensions, wayfinding improvements, and gateway features (see **Strategy 2.4: Enhance the Character of Industrial Districts**). In the near term, an annexation plan should be implemented to expand opportunities for new development around the airport, I-44, and James River Freeway. Funding should be identified to serve these areas with roadways and utilities.

### 2.2 LEVERAGE KEY DEVELOPMENT SITES

#### Leverage publicly owned land and key sites under private ownership that showcase high accessibility and visibility.

It is important that the City identifies and markets key development sites to connect businesses with development opportunities and facilitate economic growth. There are a variety of tools the City can use to facilitate (re)development of key sites with varying degrees of involvement. Each site would require an evaluation to determine which approach is most appropriate. All significant development should involve some component of community engagement to help guide the process. Tools include:

- **Assess and inventory available publicly-owned land** that can be sold and developed for commercial and industrial development, as well as targeted privately owned land in highly accessible and visible locations.
- **Identify land assemblage opportunities** to create sites eligible for the Missouri Department of Economic Development's Certified Sites program. This program pre-qualifies sites ripe for business use that meet industry requirements, including that the land is cleared and at least 25 acres, with a minimum eight-inch water main, industrial capacity sanitary sewer, and three-phase 12 kilovolts electric infrastructure.
- **Publicly map and list key development sites**, such as on the Small Business Development Center and Department of Economic Vitality's sites. Regularly update listings to be used as a resource for businesses looking to locate to Springfield and market them via mass marketing through paid and earned media.
- **Update Zoning.** Development regulations should align with the recommended land uses and development in *Forward SGF* or subsequent local planning efforts that provide more detailed direction. Zoning can be updated to incentivize more intense development. This can include changes to uses, setbacks, and building heights, to accommodate development not previously envisioned for the site.
- **Offer Incentive Packages.** In some cases, the City should offer incentives to entice highly desirable development or offset additional development costs for providing public amenities and improvements beyond what is typically required of a project as of right.
- **Engage in an RFP/RFQ Process** if the City owns a site, or needs significant support from property owners for projects that address key community priorities. This would help market the site, attract development interest, promote available incentives and zoning, and facilitate coordination between the property owner and developer to complete the project.

### 2.3 EXPAND INFRASTRUCTURE TO SUPPORT INDUSTRY

#### Work with business partners and stakeholders to adopt clear policies and guidelines for the strategic expansion of City infrastructure.

To support business growth and development, the City must ensure that the necessary utility and transportation infrastructure is provided. Prioritizing key development sites described in **Strategy 2.2: Leverage Key Development Sites** and using a collaborative approach with business partners and regional stakeholders, the following strategies should be pursued within the **Business Flex** and **Industry and Logistics** placetypes:

- Maintain open communication with existing and prospective business partners and stakeholders in necessary infrastructure upgrades and desirable expansions to accommodate business improvements and new development.

- Use the infrastructure expansion framework in **Chapter 10: Infrastructure and Community Facilities** to guide future infrastructure expansions to serve businesses in a strategic and cost-effective manner.
- Work with City Utilities to ensure existing and future industrial, business, and commercial growth areas are well served with electricity, gas, water, and broadband infrastructure.
- Continue to work with the Ozarks Transportation Organization (OTO) to improve traffic flow around the City through implementation of its long-range transportation plan: Congestion Management Process and Destination 2045.
- Partner with BNSF Railway, OTO, and economic development partners to improve rail services to industrial parks and determine feasible locations for new spurs.
- Continue expansion and improvements at the Springfield-Branson National Airport as well as gateway enhancements along key routes to the airport to improve the City's image (see **Strategy 3.1: Prioritize Corridor Improvements**).
- Work with Springfield Regional Economic Partnership (SREP) to identify potential mega-sites (300 acres or more) for industrial development.

## 2.4 ENHANCE THE CHARACTER OF INDUSTRIAL DISTRICTS

COMMUNITY PHYSICAL IMAGE



HEALTH & WELL-BEING



Enhance the image and character of industrial districts by improving development standards and encouraging the modernization of existing industrial parks.

Springfield contains a mixture of older industrial development ranging from large warehouses and manufacturing facilities to smaller standalone businesses dispersed across the City. Examples include within the greater Downtown area, along Chestnut Expressway, and along the BNSF railway system. Newer industrial and business parks like North Creek Business Park and Partnership Industrial Center West also present the opportunity for infill development and offer development-ready sites.

While industrial areas and business parks are critical to Springfield's economy and employment base, they can also detract from the character of the City, particularly when located along major corridors. To ensure Springfield establishes itself as an attractive place to do business and improves quality of place for residents, the City should proactively promote reinvestment in older industrial areas while ensuring future development is of high quality. This includes updating zoning regulations and design requirements, and continuing incentives that promote the followings strategies:

### LOT CONSOLIDATION

Opportunities to consolidate older industrial properties should be encouraged to facilitate comprehensive redevelopment and accommodate modern industrial buildings capable of attracting high quality tenants.

### QUALITY FAÇADE DESIGN

Future redevelopment or renovations should reflect high quality design. It is important that the façades of industrial buildings are well designed when visible from public rights-of-way. This includes using attractive materials, windows and doors, and articulation to add visual interest and break up large bank walls.

### CIRCULATION AND WAYFINDING

Circulation and wayfinding should be strengthened throughout industrial parks to ensure easy access and safety. Industrial and business parks should be well marked with monument signs, directing trucks, business partners, and visitors to the right location and creating a sense of place.

### SCREENING AND LANDSCAPING

Quality fencing and landscaping should be promoted to screen utility areas, loading areas, and surface parking lots from roadway view. This includes perimeter and interior landscaping within parking lots.

### SECURITY

Crime Prevention Through Environmental Design (CPTED) approaches should be promoted to establish industrial areas as safe, secure, and well taken care of through site design and maintenance. This includes windows facing parking areas, light installations, street cleanings, security systems, and site upkeep. Buildings should be oriented in a manner that minimizes areas hidden from right-of-way view to support natural surveillance.

### MULTIMODAL ACCESS FOR EMPLOYEES

Industrial and business areas should be accessible for employees via transit, walking, and biking. The City should work with City Utilities to extend transit routes and service times to key employment areas identified by the **Business Flex** and **Industry and Logistics** placetypes. For example, service times for the 35 – Industrial Express Purple bus line should be considered for extension past typical work hours to serve employees leaving the workday. The City should work with private developers to incorporate internal paths that connect to the City's growing sidewalk network and support last-mile connections.

### OUTDOOR AMENITIES

Industrial Developments with a large workforce and significant geography should be required to include natural features, such as trails and outdoor recreation areas to be used as amenities by employees. These trails should connect to the City's sidewalk network and regional trail system to increase bicycle/pedestrian connectivity to employment areas.

### REPURPOSED BUILDINGS

The redevelopment or repurposing of deteriorating industrial properties should be prioritized in disinvested industrial areas to foster revitalization. This includes repurposing as live-work spaces, maker spaces, art studios, and other creative uses. Available incentives should be promoted to enhance the interior and exterior of these properties.

### RETROFIT STANDARDS

The City currently requires a Certificate of Occupancy to mark completed inspection of the property for compliance with zoning regulations. It is not required, however, if the use of the land or structure remains the same (no matter if construction, reconstruction, enlargement, structural alteration or moving is involved). The City should instead consider requiring property owners through modified development standards to obtain certificates each time a building is occupied by a new tenant or if (re)construction, alterations, and retrofits occur. Bonuses to requirements like maximum sign area could be offered, while ensuring high quality development standards are maintained. This will increase touchpoints for the City to ensure properties are improved to meet current zoning regulations, including compliance with parking lot and landscaping standards and the installation of needed screening and sign enhancements.

### INDUSTRIAL DESIGN GUIDELINES

In addition to updating the Land Development Code to reflect best practices and design standards for industrial areas outlined in this chapter (see **Strategy 1.3: Update the Code**), the City should create a design guidelines document specifically for industrial and business districts. This document should be highly illustrative with diagrams and photo examples of quality industrial development, to be used as a resource for staff and developers alike. It should provide guidelines for site layout, access management, landscaping, screening, and lighting requirements, in alignment with the updated code regulations.

Sustainable designs should be promoted where possible, such as permeable paving and bioretention systems. Façade design guidelines should reflect the community's expectations for quality character, with recommendations for preferred materials, fenestration, and articulation. A successful example is the City of Los Angeles' Industrial Citywide Design Guidelines.



## GOAL 3: Promote reinvestment in Springfield's commercial corridors and key gateways.

### Forward SGF Top 10 CORRIDOR IMPROVEMENTS

6

Reinvestment in and the beautification of Springfield's commercial corridors was highlighted as a top initiative by the community during the public engagement process. The highest traveled corridors should be targeted for public and private improvements, as they would have significant impact in improving the City's physical image, catalyzing attractive development, and building community pride (see the adjacent map). Examples of key corridors include:

- Battlefield Street
- Campbell Avenue
- Chestnut Expressway
- Glenstone Avenue
- Kansas Expressway
- National Avenue
- Sunshine Street

### 3.1 PRIORITIZE CORRIDOR IMPROVEMENTS

COMMUNITY PHYSICAL IMAGE

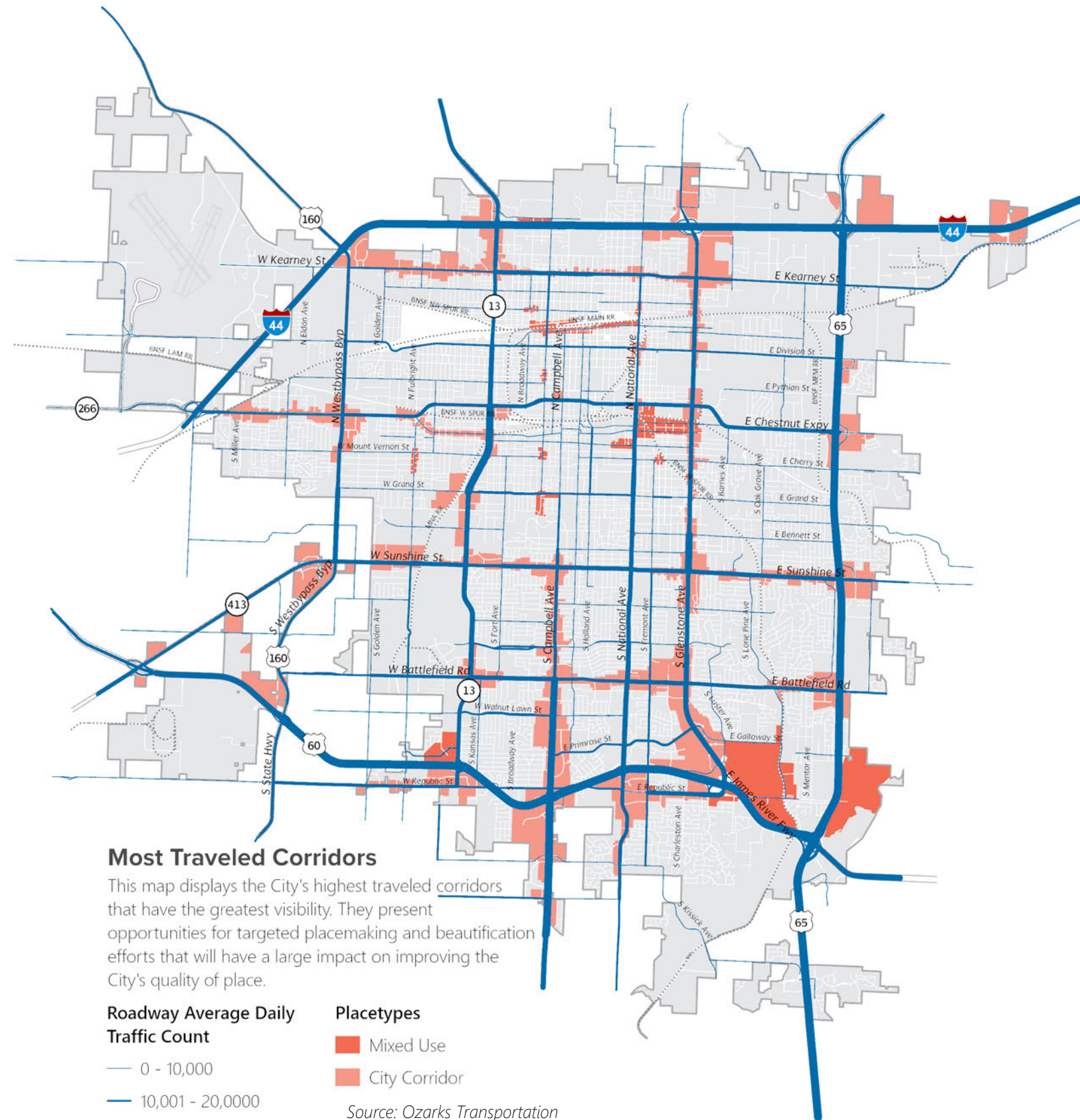
Identify highest traveled commercial corridors to prioritize City resources for quality of place enhancements.

Corridors under the City's jurisdiction should be prioritized to leverage the City's greater control and flexibility in improvements to enhance quality of place. As some corridors are under the jurisdiction of the Missouri Department of Transportation (MoDOT) and Greene County Highway Department, future enhancements should be coordinated closely with respective transportation agencies.

### BALANCED INVESTMENTS

It is important to note that investments should be balanced across the City to improve the overall image and vitality of Springfield in an equitable manner— this includes corridors facing the greatest disinvestment and those that are traveled the most, as well as those most used by GPS and navigation programs, such as Chestnut Expressway, Trafficway Street, or Glenstone Avenue. Development assistance should be provided to private developers and property owners in key redevelopment areas facing disinvestment in the **City Corridor** placetype to help offset cost of infrastructure improvements. This includes targeting the incentives outlined in **Strategy 1.5: Foster Public-Private Partnerships and Incentives** to these corridors.

*Note: See the Glenstone Subarea Framework as an example of a more detailed approach in the application of the following strategies.*



## CREATING SENSE OF PLACE

The City should work towards enhancing quality of place along priority corridors, investing in key public infrastructure to attract and encourage private investment. In the next three to five years, targeted area plans for placemaking should be created that incorporates community input on desired image, themes, and improvements. Working with existing businesses and stakeholders, consensus should be formed addressing the question, “What do we want to achieve along each of these corridors?” Associated cost estimates should be identified for future inclusion in the City’s CIP. Investments should extend beyond regular maintenance and connectivity improvements, rather pursuing beautification initiatives that elevate local image and sense of place. Examples include:

- Burying or relocating overhead utilities
- Providing pedestrian-scale lighting
- Planting trees
- Adding landscaping in medians
- Incorporating linear parks and green infrastructure
- Constructing decorative retaining walls
- Incorporating public art and gateway features
- Offering incentives to consolidate driveways

## INTEGRATE MULTI-FAMILY DEVELOPMENT ALONG COMMERCIAL CORRIDORS

In accordance with the Forward SGF Placetypes framework, multifamily development should be encouraged along Springfield’s commercial corridors (City Corridor Placetype), where housing can be used to reposition underutilized or underperforming commercial properties and increase activity in adjacent portions of the corridors (see **Chapter 7: Housing and Neighborhoods** for more information).

## PUBLIC-PRIVATE INVESTMENTS

Private investments will also play a major role in increasing placemaking efforts and improving quality of place. The City should take a creative approach to partnering with property owners, developers, corporations, and organizations that want to invest in high-profile projects that boost the community’s image. For example, the City could create a program where businesses, organizations, and individuals partner with the City on sponsoring beautification projects along public roadways. This could help beautify the City’s corridors while providing an opportunity to promote civic pride.

## GATEWAY IMPROVEMENTS

Entryways and gateways along the identified priority corridors should be enhanced as they provide the first and last impression of the City. The City should engage the public in planning for gateway improvements, eliciting pride and a sense of community ownership.

Improvements could include archway signs, monument signs, public art, decorative lighting, landscaping, green infrastructure, water features, and pedestrian comfort and safety improvements. Such improvements at key gateway points could significantly improve how Springfield is outwardly perceived while elevating local community pride.

## PARKING IMPROVEMENTS

Springfield’s commercial corridors contain many expansive surface parking lots that detract from the overall appearance of the City and add to the urban heat island effect. Certain measures can be taken to reduce their negative impact, including the following:

- Re-evaluate parking minimums to reduce excessive requirements for parking and consider establishing parking maximums when the City makes future updates to development codes.
- Strictly require internal and perimeter landscaping that screen parking areas from right-of-way view, provide shade to mitigate the urban heat island effect, and improve overall corridor appearance.
- Incentivize permeable surfaces and low impact development (LID) infrastructure for improved stormwater management.
- Encourage future development to locate parking to the rear and buildings near the property line to foster more pedestrian-friendly environments.
- Promote shared parking agreements and cross access between businesses to reduce the amount of land dedicated to surface parking.
- Encourage pedestrian pathways and crosswalks to improve pedestrian circulation.

## COMMUNITY IMPROVEMENT DISTRICTS (CID)

Springfield relies heavily on the use of Community Improvement Districts (CIDs), which are political subdivisions or non-profit corporations that can finance public improvements, public services, or blight removal within a defined area. CIDs have the power to levy sales taxes, property taxes, and special assessments. The City should explore establishing new Community Improvement Districts (CIDs) along priority corridors to fund corridor beautification efforts.

## SALES REVENUE ASSESSMENT

The City should undertake an analysis of historic sales revenue and other relevant data to identify areas in potential need of assistance. For example, a city-wide intensity map of retail sales could be created to identify economically prosperous versus declining commercial areas, ensuring compliance with confidentiality requirements. Other factors to examine include land uses with highest revenue generation and revenue generation compared to public costs associated with the development. Data may be compared to three and five years prior to identify areas with greatest growth and loss in revenue. Based on the analysis, investments should be targeted to areas with the greatest need of investment to ensure equitable distribution of public resources.

## CORRIDOR PROTECTION PROGRAM

To support the beautification of the front door of the community and key corridors leading to/from Springfield-Branson National Airport, as well as better guide the type of development to occur along the routes, the City should consider establishing a Corridor Protection Program. This program would result in an overlay zoning district that would set form-based standards for development along target airport corridors within City limits. Guidelines would be established to protect the key gateway corridors from unsightly and undesirable development, such as industrial uses that feature outdoor storage, large, front-loaded parking lots, or significant freight activity. The City should also work with the County to apply the program to existing unincorporated land along the corridors and/or consider the annexation of such properties to better manage them. The need for this program will become increasingly important with the ongoing industrial growth on the west side of Springfield and the Amazon fulfillment center in Republic, MO.

## AIRPORT GATEWAY CORRIDORS

During community outreach, improving the character of key travel routes leading to and from Springfield Branson National Airport was identified as a community priority. Primary routes include Division Street and Chestnut Expressway, particularly heading to the Downtown. Secondary connector routes include Farm Road 266, West Bypass, and Kearney Street.

As these roadways are the first and last impression of many visitors, their enhancement will play a major role in improving the image and outward perception of the City. Improvements include:

- Maintain roadway shoulders and ditches along primary and secondary routes, including removal of debris and cutting of grass.
- Plant native plants and wildflowers along roadside ditches to beautify the roadway while increasing pollinator habitats.
- Incorporate landscaping and/or gateway signs at key intersections like the Airport Boulevard traffic circle, Airport Boulevard and Chestnut Expressway, Division Street and West Bypass, and Kearney Street and West Bypass.
- Install public art near the airport, such as at the Division Street and Airport Boulevard traffic circle or along Airport Boulevard. Successful examples of public art installations include at Los Angeles International Airport (LAX) and the seasonal Christmas lighting at O’Hare International Airport.
- Update the City code to guide high quality (re)development as outlined in this chapter.
- Establish corridor sponsorship as a process for cultivating private investments and naming opportunities for corridor and gateway enhancements.

## 3.2 INCREASE ACCESSIBILITY OF COMMERCIAL CORRIDORS

HEALTH & WELL-BEING



### Improve the safety of commercial corridors for all modes of transportation to enhance access to businesses.

It is important that Springfield's shopping areas are accessible not only by car but also by walking and biking. This would help alleviate roadway congestion and increase connectivity equitably for those who may not have access to a car, including individuals of lower income groups or older age.

Strategies to ensure the City's commercial areas are safe and accessible for all modes of transportation include the following:

- Work with Ozarks Transportation Organization (OTO), MoDOT, and other transportation agencies to implement the Transportation Improvement Projects identified in the Destination 2045 Plan. Improvements should address traffic congestion, unsafe roadways with high crash rates, and roadway expansions needed based on traffic growth projections.
- Fill in gaps in the sidewalk network, upgrade sidewalks in poor condition, and provide sufficient buffering between the sidewalk and travel lane.
- Explore cost-share opportunities with private developers to provide sidewalks and trails.

- Improve bike access to commercial corridors by expanding bike routes, particularly to underserved areas, such as along the Kearney Street, Glenstone Avenue, and Campbell Avenue corridors.
- Require large-scale businesses to include bike parking stations on their properties.
- Install LED pedestrian-scale lighting along commercial corridors to support walkability, as well as pedestrian comfort and safety during evening hours.
- Encourage trail connections within the **City Corridor** and **Mixed Use** placetypes to the City's trail network.
- Find opportunities to consolidate driveways and direct traffic flow to reduce pedestrian and vehicular conflicts.
- Require pedestrian access plans to provide safe pedestrian access from the sidewalk to business' entrances.

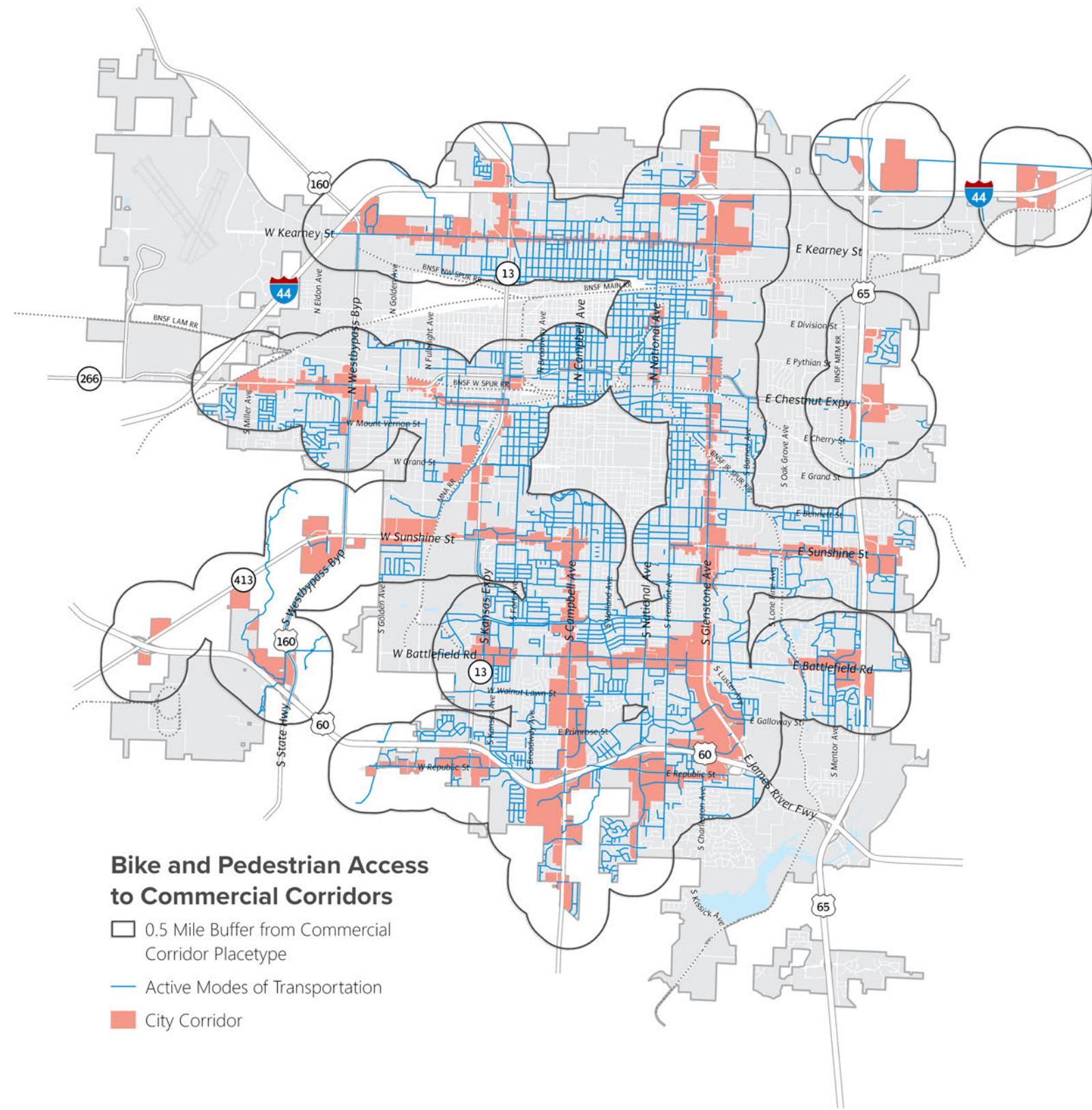
## 3.3 SECURE FUNDING SOURCES

### Identify and secure public and private funding sources, including grants and loans, for visual enhancement efforts along the City's corridors and at key gateways.

Identifying and securing funding will be key in implementing the commercial corridor and gateway enhancements desired by the community. The City should explore a diverse range of both public and private resources and ensure sufficient allocation of funds to provide for quality improvements.

A shift in the mindset of "value engineering," or completing improvements at the lowest cost possible to meet practical infrastructure upgrade needs, should take place to instead supporting visual enhancement efforts that foster quality of place. The following strategies should be pursued:

- Assess the City's current distribution of tax revenue to consider increased funding for corridor and gateway improvements.
- Research available county, state, and federal grants and loans to fund corridor and gateway improvement projects, such as the Congestion Mitigation and Air Quality (CMAQ) Improvement Program, Transportation Alternatives Set-Aside Program, or Infrastructure for Rebuilding America (INFRA) Grant Program.
- Identify funding sources for visual enhancements projects that could be included in the City's CIP.
- Coordinate with Public Works to determine maintenance costs for visual enhancements projects to inform budgeting needs.
- Examine comparable communities to explore opportunities for new dedicated taxes to help generate revenue for improvements.
- Establish corridor sponsorship process for cultivating private investments and naming opportunities for corridor and gateway enhancements.



## GOAL 4: Support reinvestment in and the growth of neighborhood commercial hubs and Downtown.

### Forward SGF Top 10 NEIGHBORHOOD COMMERCIAL HUBS AND PLANNING



Neighborhood commercial hubs like Cherry and Pickwick are highly beneficial to residential areas as they provide convenient access to day-to-day goods, personal services, and dining options for surrounding residents. They function as small-scale activity centers where community members can meet, socialize, pass time, and support local businesses. Ultimately, they help create complete neighborhoods, adding to neighborhood vibrancy, character, and economic vitality. Existing concentrations of neighborhood-serving commercial uses in the **Mixed Use** placetype, or as supporting uses in the **Residential Neighborhoods** placetypes should be expanded on and enhanced to create defined commercial nodes. The growth of new neighborhood commercial hub locations should be encouraged in appropriate locations within **Residential Neighborhoods** as a result of engagement with neighborhood groups or through a formal neighborhood planning process. Potential locations where neighborhood commercial nodes could develop would include:

- Low-intensity, neighborhood-scale commercial nodes could potentially be located at former trolley or streetcar stops where non-residential structures, sites, and neighborhood fabric still exist.
- At intersections of key corridors, where transit and other multimodal, trail, or greenway connections can be enhanced with increased housing and neighborhood scale services, shops, and dining.
- At locations where community facilities and amenities or other informal neighborhood hubs already exist. Neighborhood parks, community centers, greenway or trailheads, museums, gardens, schools, and churches can serve as anchors.

## 4.1 SUPPORT NEIGHBORHOOD COMMERCIAL

### Support smaller-scale commercial development and local businesses in neighborhoods.

As Springfield has a significant number of commercial corridors that are auto-oriented in nature and contain an abundance of strip centers and big box retail occupied by national chains and franchises, supporting smaller-scale, local businesses was identified as a top priority by the community during public engagement. A great example that was highlighted frequently by community members are the small businesses at Cherry and Pickwick located in Rountree neighborhood, which feature locally owned restaurants, cafes, and shops in a charming, pedestrian-friendly setting.

These types of small businesses should continue to be supported throughout the City, particularly within the **Residential** and **Mixed Residential** placetypes. A highly walkable urban core represents the best environment for small, local, start-ups to get a footing and thrive. The City must continue to invest in projects like the Grant Avenue Parkway and Renew Jordan Creek to foster new investment, especially in Downtown (see **Chapter 13: Downtown Plan**). While Downtown should serve as the main focal point of mixed-use development and activity, other smaller-scale, pedestrian-friendly neighborhood commercial hubs should be supported within residential areas. This will also help promote Springfield as an attractive place to live and work. As detailed in **Chapter 7: Housing and Neighborhoods**, Adaptive reuse of older and underutilized homes, industrial, or commercial buildings that are dispersed within or along the perimeter of neighborhoods should be supported as a strategy to support the development of neighborhood commercial hubs.

## NEIGHBORHOOD IDENTITY

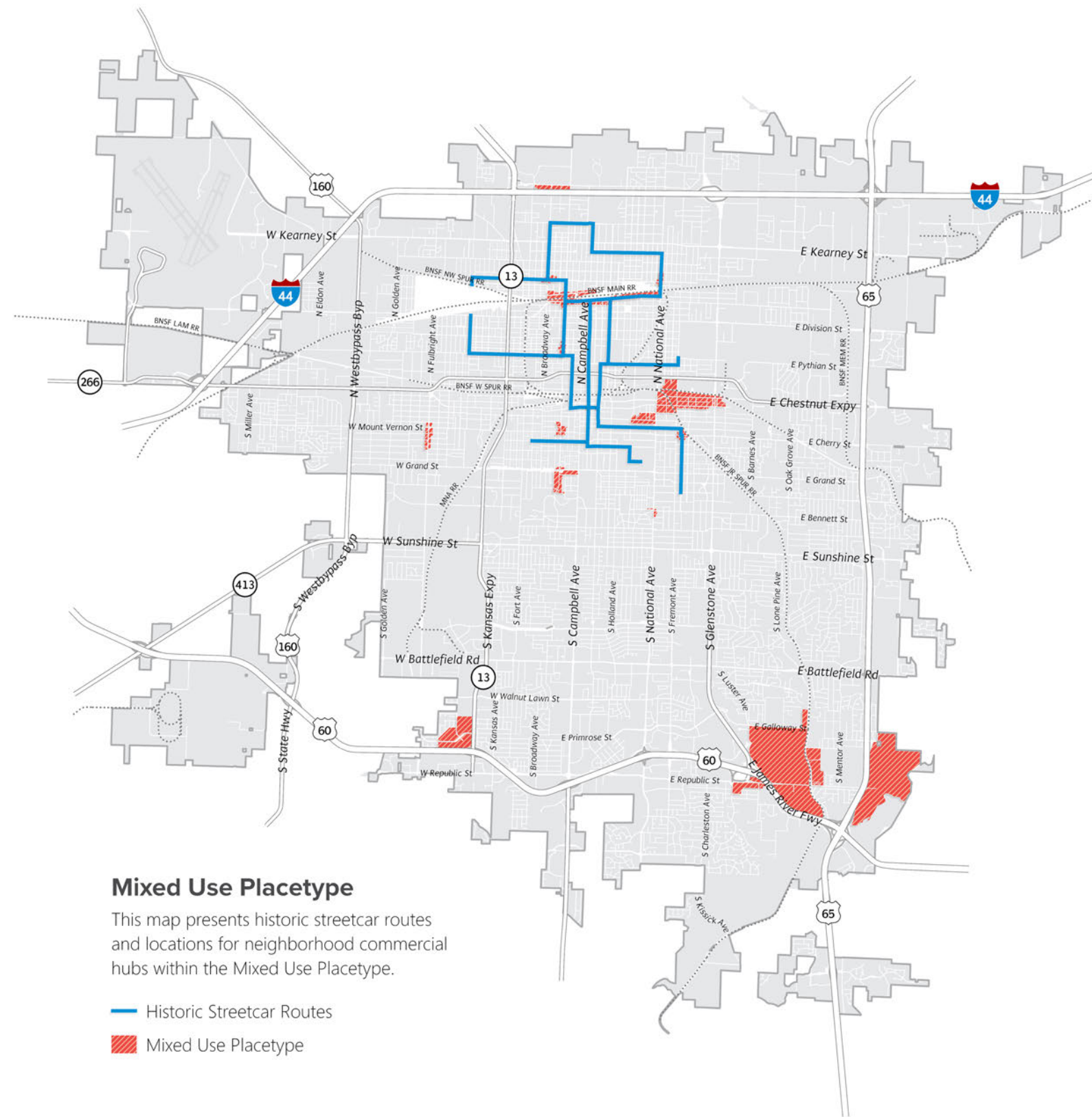
Neighborhood commercial hubs should be unique to each neighborhood and reflect its local culture and identity. Involvement of neighborhood associations, local business owners and organizations, and residents in the placemaking and development process will be essential in creating authentic neighborhood commercial hubs. The “experience” and character of the hubs should be enhanced with public gathering spaces, outdoor seating, and streetscaping elements like planters, street trees, and public art.

## WALKABLE/BIKEABLE CENTERS

Residents should be able to take an easy stroll or bike ride to their nearby neighborhood commercial hub. High pedestrian and bicycle access should be established through a well-connected sidewalk, bicycle, and trail network and supporting infrastructure, such as bike racks, benches, and pedestrian-scaled lighting.

Transportation improvements like traffic calming measures and safe intersections can help reinforce walkable environments. Good examples are speed humps, bulb outs, landscape treatments, and texturized crosswalks constructed at Cherry and Pickwick. OTO’s Destination 2045 Plan’s assessment on congested areas, problem intersections, and traffic growth projections can be used to inform necessary roadway improvements.

The City should consider flexible ways to address vehicular parking during development or redevelopment of neighborhood commercial hubs. Parking ratios should be reduced or eliminated to ensure human scaled development and to create pedestrian centered walkable places that this plan champions.



### Mixed Use Placetype

This map presents historic streetcar routes and locations for neighborhood commercial hubs within the Mixed Use Placetype.

- Historic Streetcar Routes
- ▨ Mixed Use Placetype



## DESIGN STANDARDS

Based in-part on neighborhood input, the City should consider establishing design standards for neighborhood commercial hubs and redevelopment located on neighborhood edges. Context sensitive design standards should help to guide the development of pedestrian-friendly, mixed-use activity hubs and activity centers along neighborhood edges. These standards should dictate aspects like landscaping, setbacks, building height, scale, percentage of open space, and transparency standards on façades. They should also remain flexible enough for neighborhood commercial to form uniquely to each neighborhood. Public engagement should be conducted during the development of the design standards to foster a sense of community ownership and integration. Existing zoning regulations and district boundaries should also be updated to allow a diverse range of uses and levels of activity, as by the Placetype.

Some design considerations include the following:

- **Siting** – New development should hold the corner with a prominent well-designed structure and provide a pedestrian-oriented and activated ground level. Developments should provide walkable service and amenity-oriented commercial spaces

- **Orientation** – Buildings should be oriented toward the primary roadway, but should also maximize connections with the surrounding area and create a pedestrian-friendly atmosphere
- **Façades** – Greater transparency on façades should be promoted to generate a stronger inside-outside connection with “eyes on the street”. Development should minimize significant contrasts in scale, massing and design, particularly along the edges of historic areas and neighborhoods
- **Parking** – Any parking lots should be located behind or beside buildings and accessed from the alley or higher classification street. Parking should be primarily provided by on-street parking, where possible
- **Screening** – Parking lots, trash disposal areas, and delivery drop off areas should be well screened from adjacent residential uses
- **Buffering** – Walls or fencing and landscaping should be used to create clear separation between residential and nonresidential uses
- **Streetwall** – Buildings should be sited to create a continuous streetwall along the primary roadway

## INTEGRATED HIGHER DENSITY RESIDENTIAL

As discussed in **Strategy 2.1: Support Context-Sensitive Higher Density Development** in **Chapter 7: Housing and Neighborhoods**, context-sensitive higher density residential development should also be encouraged along neighborhood edges and around neighborhood centers to help generate activity and provide a transition to surrounding lower density residential properties. Relationships with these properties should further be improved with the following:

- Sensitive design of parking, trash collection, and exterior lighting elements
- Promoting use of landscaped buffers and screening
- Enforcing nuisance regulations
- Considering the reduction of commercial noise within quiet zones (e.g., delivery trucks)
- Applying National Association of City Transportation Officials (NACTO) speed limit standards to reduce traffic speeds and help lessen noise
- Minimizing significant contrasts in scale, massing and design, particularly along the edges of historic areas and neighborhoods

- Providing a well-connected multimodal network to adjacent neighborhoods, greenspaces, developments, and complementary uses
- Where greenspace, open space, or parks are not located within walking distance of a new development, encourage incorporation of those amenities into the site

## 4.2 IMPLEMENT THE DOWNTOWN PLAN

### HEALTH & WELL-BEING

#### Implement the Downtown Plan to support economic development within Springfield’s Downtown.

The Downtown Plan was developed as a component of the *Forward SGF* planning process, focusing on urban design and development, transportation and circulation, and placemaking and streetscaping within Downtown Springfield. It highlights the need for the City to follow-through with soliciting redevelopment plans for key sites in Downtown around Renew Jordan Creek, Jubilee Park, and the Commons (northwest corner of National and Trafficway) for higher and better uses that leverage the existing or planned investments and redevelopment

plans already underway Downtown. The City should implement the Plan to guide Downtown investment and foster economic vitality and business attraction. See **Chapter 13: Downtown Plan** for more information.

## 4.3 PROMOTE ENTREPRENEURIAL STEWARDSHIP

#### Cultivate opportunities for entrepreneurship, start-ups, and live-work areas.

The City should take a creative approach in facilitating local entrepreneurship and small business development. It should foster a culture of makerspaces, coworking spaces, and live-work opportunities, reducing excessive barriers to small business spaces.

### REMOVING BARRIERS TO SMALL BUSINESSES

The City should identify and work to remove barriers to small business development, which will allow for the accomplishment of the City’s and business’ goals. This should be done by maintaining open dialogue with business owners and developers and conducting a local survey to identify issues.

Overly complex and time-consuming permitting and licensing processes are often identified as barriers to small business at the local government level. Embracing the idea that “time is money” to entrepreneurs, the City should pursue the following strategies to facilitate small business development:

- Review existing permits, licenses, and other approvals needed for entrepreneurs to start a business. Identify and remove any cost-prohibitive fees, administrative processing delays, or overly complex requirements to fast track the process.
- Review and update land use and zoning regulations to align with and support the Mixed Use placetype. For example, chain stores should be restricted in this placetype while uses like food trucks, corner stores, breweries, and temporary pop-up shops should be permitted by right.
- Continue to support Business Retention and Expansion programs and work with efactory to help local businesses identify and resolve challenges they are facing.
- Review and update the Land Development Code to support live-work opportunities, small start-ups, and artisan-related businesses (see **Strategy 4.3: Promote Entrepreneurship**).



Forward SGF Top 10

## ENTREPRENEURIAL STEWARDSHIP



Providing an environment that is supportive of entrepreneurs and small businesses is critical to promoting economic mobility for residents, neighborhood revitalization, and the overall economic success of the City. This key initiative focuses on removing barriers to small businesses and encouraging creative work opportunities that build on Springfield's existing assets, industries, and context. This includes live-work districts, maker space, co-working spaces, and innovation districts that support arts-oriented, collaborative, and/or self-starter business opportunities. Expanding access to capital and City programs will also be key in helping businesses of all backgrounds get a more equitable chance at success in the community.

### LIVE-WORK DISTRICTS

Moon City is a local example of a live-work district, supported through a zoning overlay that allows artists to operate studios in their homes with limited retail uses. Located near Commercial Street and its attractive amenities, the district includes 10 square blocks of residential, commercial, and industrial properties where residents can both live and work in the district. Other opportunities for live-work districts in Springfield should be explored and promoted, like those along College Street, Grant Avenue, and West Meadows. The City should ensure infrastructure capacity is sufficient or improved to support live-work uses. The Land Development Code should also be reviewed and updated to encourage opportunities for appropriate, non-invasive, home-based occupations in residential areas to increase opportunities for small business growth.



### “MAKER CULTURE”

“Maker culture” should be promoted within neighborhood commercial hubs to revitalize the local economy and neighborhoods. This means supporting creative, small-scale manufacturing and art businesses, from microbrewers and jewelry makers to small-scale fabricators and 3D print shops, which can work to foster entrepreneurship, well-paying job opportunities, and the growth of locally-owned businesses. Such businesses can bring vitality, foot traffic, and revitalization to neighborhoods as well as Downtown. Maker spaces should be small in scale and with minimal noise impacts to avoid detracting from the neighborhood character.

### ENTREPRENEURIAL SPACES

Cost can be the number one reason a great idea never becomes a business. Incubators, coworking spaces, and other entrepreneurial spaces can help mitigate this financial barrier by providing low or no-cost spaces for entrepreneurs to start their company. The City should continue to partner with local educational institutions, the developer community, the Chamber, and other economic development agencies to identify new opportunities for entrepreneurial spaces in Springfield. Facilities should be located in strategic, highly accessible locations, such as Downtown, Historic Commercial Street, business parks, and university campuses. They could also build off existing assets like efactory and the Jordan Valley Innovation Center. Workshops and training programs could also be hosted at these facilities to help connect them to the public.

### INNOVATION DISTRICTS

IDEA Commons is an exemplary center of innovation, design, arts, and entrepreneurship located in Downtown Springfield. The 88-acre urban innovation district was created by MSU in collaboration with the City of Springfield, Chamber, Urban Districts Alliance, and numerous other area groups. Innovation Districts like IDEA Commons act as hubs for business development and local entrepreneurship and should continue to be leveraged as important assets to the Springfield community. This includes supporting MSU in completing the IDEA Commons master plan.

Opportunities for new innovation districts should be explored in a manner that does not distract from IDEA Commons, such as by focusing on different industries (see the Trafficway Street Subarea Framework in **Chapter 12: Subarea Plans** for discussion of the Trafficway Arts District). A unique vision and character for each of these districts should be established, with investments in common spaces, technological resources, transit access, and high-speed internet. New incentives could be explored to encourage innovation district-related development in target areas.

### PROMOTING MINORITY-OWNED, WOMEN-OWNED, AND DISADVANTAGED BUSINESS ENTERPRISES

The City has a Minority-owned, Women-owned, and Disadvantaged Business Enterprise Opportunity Statement that encourages businesses and property owners to consider evaluating approaches that encourages minority contractors and subcontractors to bid their project. To shift Springfield's economic development focus in a direction that is more supportive of locally owned, minority-owned, and disadvantaged businesses, the City should consider evaluating approaches that encourages businesses and property owners to bid based on enhanced outreach and notification procedures.

The city is also home to the Multicultural Business Association (MBA), a local non-profit organization developed to promote economic development and business opportunities through advocacy, networking, and capacity building for women- and minority-owned businesses and entrepreneurs. The City should work with partners like MBA to continue to increase equitable economic opportunities for these populations. This includes expanding programs to instill an inclusive culture in workplaces and increasing access to resources for business and professional development for minorities and women. These programs should be supported with grassroots community engagement to identify key issues and barriers to address.

### EXPAND ACCESS TO CAPITAL

Available incentives, such as the Micro Enterprise Loans and the Business Development Loan Program, should be proactively promoted within the **Mixed Use** placetype. This includes reaching out to existing businesses to encourage usage of available resources to improve their properties. The City's current loan programs generally require businesses receiving the loans to provide a community benefit in return such as new job creation. Consideration should be given to providing a second tier of programs with lesser community benefit requirements, but with less attractive terms as the current programs.

#### Adaptive Reuse Program

New programs should be explored, such as an Adaptive Reuse Program to help small businesses repurpose existing industrial or residential properties into new thriving businesses within the **Mixed Use** placetype. Each building should be inspected to assess feasibility of reuse. The City of Phoenix, AZ successfully created such a program that offers development guidance, streamlined processes, reduced time frame, and permit-fee waivers for eligible projects looking to adapt older buildings for new businesses.

## GOAL 5: Support innovation, entrepreneurship, and workforce development.

### 5.1 NEIGHBORHOODS AS ECONOMIC ENGINES

Amenity-rich residential areas with high quality of place can work to attract a remote workforce and entrepreneurs. Springfield has a competitive advantage within its core neighborhoods compared to its suburban counterparts for fostering unique neighborhoods and employment opportunities. By implementing strategies outlined in **Goal 4** of this chapter for business growth and reinvestment in **Mixed Use** placetypes and neighborhood commercial hubs, and the neighborhood revitalization and complete neighborhoods initiatives in **Chapter 7: Housing and Neighborhoods**, Springfield's neighborhoods can act as economic engines that creatively grow local job opportunities and attract higher income residents that generate wealth.

### 5.2 ENGAGE DIVERSE PROFESSIONALS & ENTREPRENEURS

**Engage young professionals and minorities in business development workshops and networking events.**

Business workshops and networking events are important for connecting prospective businesses to the local business community. They build relationships, encourage exchange of information, and facilitate new business opportunities. A variety of workshops are currently offered in Springfield for Chamber members, such as the Chamber's 60 Minutes to Success Workshop Series, Biz Blitz, and Business After Hours. To support business development and networking, the City should:

- Continue to work with local economic development partners, major employers, and young and minority professional networks to explore opportunities for new workshops and networking events.
- Ensure workshops and events are centrally located for equitable access from all areas of Springfield. Potential locations include within Downtown, IDEA Commons, efactory, MSU, and Drury University.
- Actively promote workshops and events online and at locations where young professionals, minority entrepreneurs, students, and others are seeking professional opportunities. Examples include on college campuses, throughout Downtown, IDEA Commons, and neighborhood commercial hubs.

### 5.3 PROVIDE WORKFORCE TRAINING PROGRAMS

HEALTH & WELL-BEING



**Implement and support programs to build a skilled workforce through technical training/retraining, talent recruiting, and retention programs.**

A skilled workforce is a decisive factor for employers looking to locate in a community. Successful companies hire employees based on their skills and education relative to their industry. Springfield can help to ensure that its residents have the skills and education to appeal to new employers, as well as prepare the local workforce for higher paying jobs. Strategic partnerships between local major employers and universities can produce skilled workers who live and work in Springfield. The City should have an open dialogue with employers to inventory workforce gaps that can guide educational, technical (re)training, recruiting, and talent retention needs.

Some of the existing workforce training resources include:

- City of Springfield Department of Workforce Development's Missouri Job Center
- Workforce Innovation and Opportunity Act (WIOA) Youth Program
- Chamber's Talent Attraction Initiative
- Chamber's The Network for Springfield's Young Professionals
- Chamber's P-20 Council of the Ozarks
- Chamber's R-12 Partnership
- Ozark Technical Community College Center for Workforce Development
- Green for Greene EPA Program

The City should continue to work with local universities, the Chamber, SREP, and the City's Department of Workforce Development to support these programs and ensure local professional development and ongoing education opportunities are available to Springfield's residents and employees.

### TRAIN FOR TARGET INDUSTRIES

Workforce development programs should be aligned with Springfield's economic development pursuits and aimed at higher paying industries. This will require identifying skill sets and workforce attributes specifically needed to support the types of businesses and industries the City is targeting. This includes specialized training for high-need and high-wage jobs, such as information technology, as well as general training for leadership and management skills.

For example, opportunities for advanced manufacturing training, such as for stainless steel fabrication and remanufacturing, could be provided in partnership with the Center for Advanced Manufacturing and local manufacturing businesses. A great existing example is the aircraft mechanic training program for airline maintenance base opportunities, which was collaboratively formed by the Airport, Chamber, and Ozarks Technical Community College.

### DEPARTMENT OF WORKFORCE DEVELOPMENT

The Department of Workforce Development, located at the Missouri Job Center, aims to connect people to jobs. The Department works with a variety of job seekers and employers to strengthen the local workforce through short-term trainings, workshops, and job connections. It also provides grants that fund job training for lower income individuals. The City should continue to support the Department while identifying additional sources of funding for expanded workforce development programs and broadening of industries served.

### RE-ENTRY EMPLOYMENT PROGRAM

In 2021, the Department of Workforce Development was awarded a \$3 million grant from the U.S. Department of Labor Employment and Training Administration, to provide job training and career readiness to incarcerated individuals who are set to be released back into the Southern Missouri area. Building on this accomplishment, the City should consider working with the Department and the Ozarks Alliance to End Homelessness (OAEH) to create an employment program that provides job opportunities for those experiencing homelessness, the formerly incarcerated, and non-skilled labor population. Work hours could be performed in exchange for room and board at OAEH facilities, medical services, or job training programs. Job tasks could include trash pickup, street power washing, park and vacant lot maintenance, and snow removal, which would work to improve quality of place in the City while connecting higher-barrier populations with essential resources.

### 5.4 LEVERAGE NEARBY UNIVERSITIES & COLLEGES

COMMUNITY PHYSICAL IMAGE



HEALTH & WELL-BEING



**Leverage the student population and activity generated by the City's universities and colleges to facilitate economic development and placemaking.**

Springfield is home to about 50,000 college students from its local higher education institutions like Missouri State University (MSU), Ozarks Technical Community College (OTC), Drury University, and Evangel University. Nearly 1,500 higher education students replied to an online *Forward SGF* questionnaire and only 29% indicated that they were likely to live in Springfield after graduation.

There is major potential to mitigate "brain drain" and increase connections between students and local businesses. Better connecting students to attractive, off-campus community destinations and improving overall quality of place will provide a superior "Springfield experience." This will help increase the chances graduates will remain or return to the City to live and work.

Many factors will come into play, including multimodal connectivity, placemaking initiatives, and marketing strategies. Strategies the City can pursue to better leverage universities and their student population for local economic growth include:

- Continue to support the Small Business Development Center's Talent Attraction Initiative in surveying students on their perspective of Downtown and neighborhood commercial hubs and desired amenities. Use the collected data to inform and prioritize improvements within these areas for student attraction.
- Promote uses attractive to students in Downtown and neighborhood commercial hubs, such as entertainment, cafes, restaurants, yoga and fitness studios, and boutiques.
- Work with the Springfield Convention and Visitors Bureau to market neighborhood commercial hubs to students. Examples include pamphlets distributed at universities, advertisements posted in buses, and articles in student e-newsletters that promote local destinations and businesses.
- Improve connectivity between campuses and commercial areas via transit, sidewalks, and safe bike routes. Convenient, multimodal access is essential to drawing student populations who may not own a car but wish to patronize local businesses.
- Enhance key gateways in university districts with branding and signage to better identify entry into campus areas.
- Target placemaking initiatives to **City Corridor** and **Mixed Use** placetypes located near campuses (as shown in the adjacent map) to create attractive shopping areas near students and improve their perception of Springfield.

- Strengthen connections between university campuses and Downtown through multimodal, gateway, and streetscaping improvements along preferred routes (see Downtown Plan for further discussion).
- Conduct an analysis of workforce training provided by local colleges to inform future recruitment of businesses that require related industry skills.

### STUDENT DISCOUNT PROGRAM

The City should consider spearheading a partnership between local colleges and small businesses to create a student discount program that incentivizes students to shop locally. The program may include the creation of an app that advertises ongoing deals and sales and allows students to collect points for rewards. One example of a student discount program is the Hooked Discount App at the University of Illinois at Urbana-Champaign.

### ACCELERATOR PROGRAMS

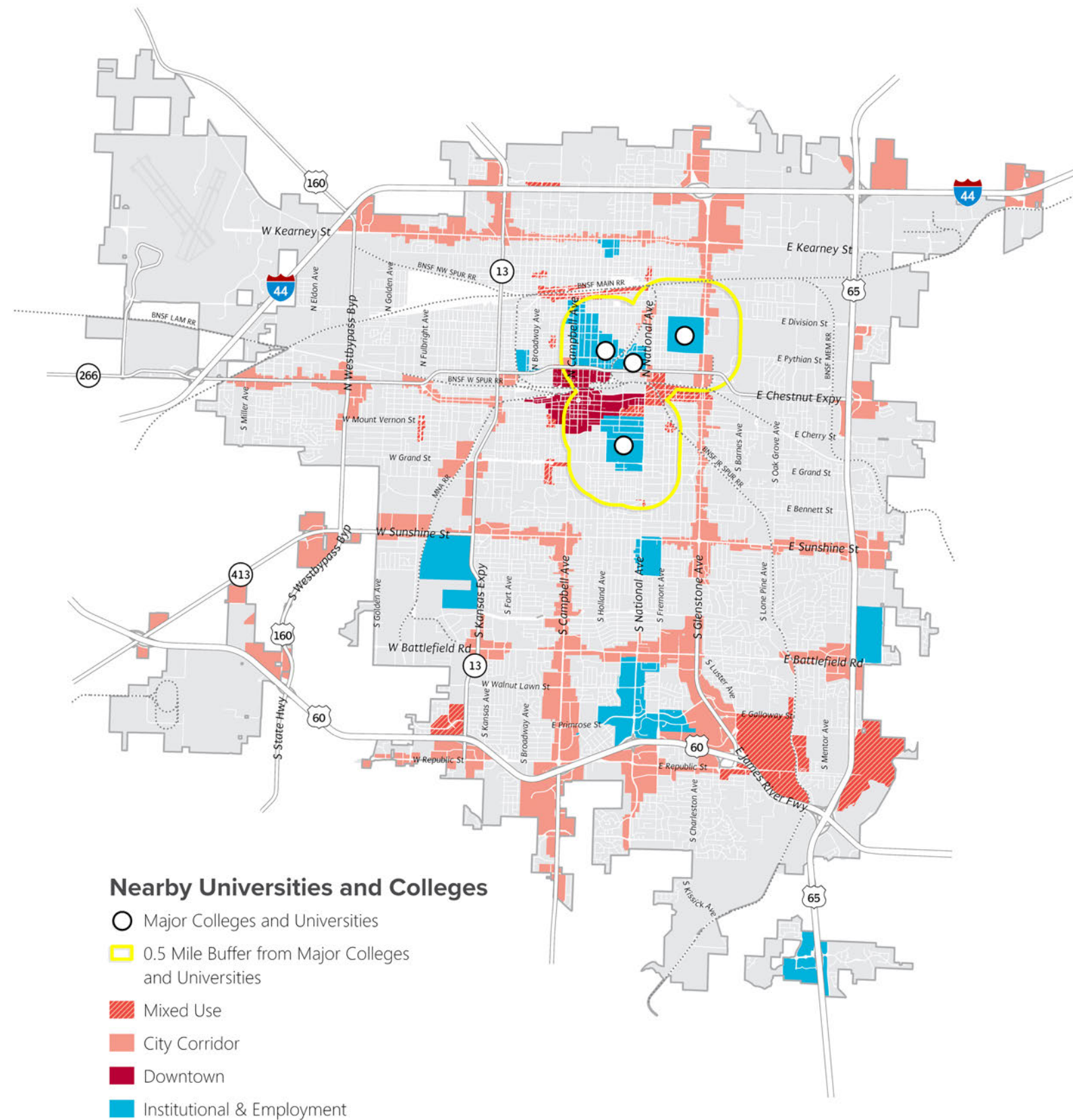
The City should consider partnering with local colleges and universities and establish a pooled accelerator fund to aid students looking to start local businesses. Grant opportunities should be identified to fund the program. MSU's efactory's Accelerator Program is a great local example that helps connect entrepreneurs and startup founders with industry experts, corporate partners, university resources, and communities. This program should be used as a model for programs at Springfield's other universities or be expanded to include additional local institutions. The University of Arkansas Gap Fund is a good example of a program created to provide financial support for researchers at the University working to launch startups.

### HOOKED DISCOUNT APP AT UIUC

Hooked is a food and beverage discount app that offers real-time discounts for restaurants within walking distance of University of Illinois at Urbana-Champaign's (UIUC) campus in Champaign, IL. The app started with a partnership of 32 restaurants and now has approximately 5,000 active users. The app team works directly with local restaurants near UIUC's campus to refresh and improve their promotional specials and remained aligned with student demographics.

### UNIVERSITY OF ARKANSAS GAP FUND

University of Arkansas' Gap Fund in Fayetteville, AR was created to provide financial support for researchers at the university working to launch startups. The fund distributes up to \$400,000 per year for teams composed of faculty, graduate students, and postdoctoral students after they complete the National Science Foundation's seven-week National I-Corps training program. The Gap Fund's funding pools can be used for business prototype development and testing and for post-doctoral fellowships in commercialization.





## CHAPTER 9

# TRANSPORTATION & MOBILITY

### *In this chapter*

*Goal 1: Provide multimodal transportation options*

*Goals 2: Increase safety for all users*

*Goal 3: Update the City's Street Design Guidelines*

*Goal 4: Implement fiscally-responsible projects*

*Goal 5: Leverage transportation network as an asset*

The *Forward SGF* Transportation and Mobility Chapter focuses on setting the high-level vision and goals for transportation in Springfield and directing regional transportation investments to support the local economy and quality of life. Key planning principles for transportation include balancing the needs of all users of the system, increasing use of modes that help reduce congestion such as transit; walking; and bicycling, improving roadway efficiency and capacity, and creating better access management throughout the City. The plan also seeks to maintain a competitive freight transportation system to provide effective linkages to state, national, and international markets. To facilitate the implementation of these goals and to ensure a well-functioning regional transportation system, coordination with regional and local governments as well as the public and other stakeholders will be essential.

*Look for these icons identifying theme-related strategies!*

COMMUNITY PHYSICAL IMAGE



ARTS, CULTURE & HISTORIC PRESERVATION



HEALTH & WELL-BEING



# GOAL 1: Provide multimodal transportation options that are accessible and reliable for users of all ages, abilities, and backgrounds.

## 1.1 IDENTIFY AND ELIMINATE GAPS IN THE NETWORK

COMMUNITY PHYSICAL IMAGE

HEALTH & WELL-BEING

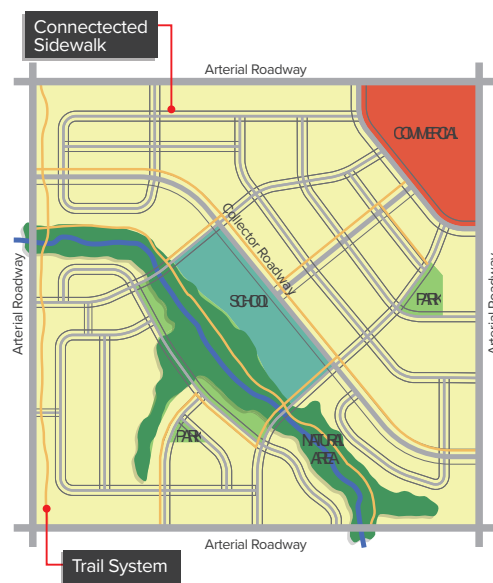
Identify gaps in the transportation network for all modes and prioritize the implementation of new infrastructure in these locations.

### 15-MINUTE CITY AND SIDEWALK CONNECTIONS

No matter your preferred mode of travel, a connected network is essential to mobility and determines how easily you can access home, employment, school, recreational opportunities, and essential goods and services such as grocery stores and health care. The most livable cities provide the ability to reach most of these destinations within a 15-minute walk or bike ride and others within a 30-minute trip by car or transit. Multimodal connections between neighborhoods, including trails, sidewalks, and streets are essential.

Everyone is a pedestrian at some point in their trip, whether they walk to school, work, the bus stop, or simply from a parking spot to a store. Ensuring that Springfield is a walkable place is a critical component of developing and maintaining a well-functioning transportation system for the City while also supporting local economic growth and the health of the community. Nearly 50 percent of the roadways in Springfield currently lack sidewalks.

Springfield should develop a sidewalk master plan (or include this detailed element in a broader multimodal transportation plan) to identify gaps in the existing sidewalk network, identify funding sources for improvements, and determine a process to fill these gaps that aligns with the City's Complete Streets Policy. This process should include prioritizing sidewalks or shared-use path installations on both sides of arterials and collectors and on at least one side of all local streets.

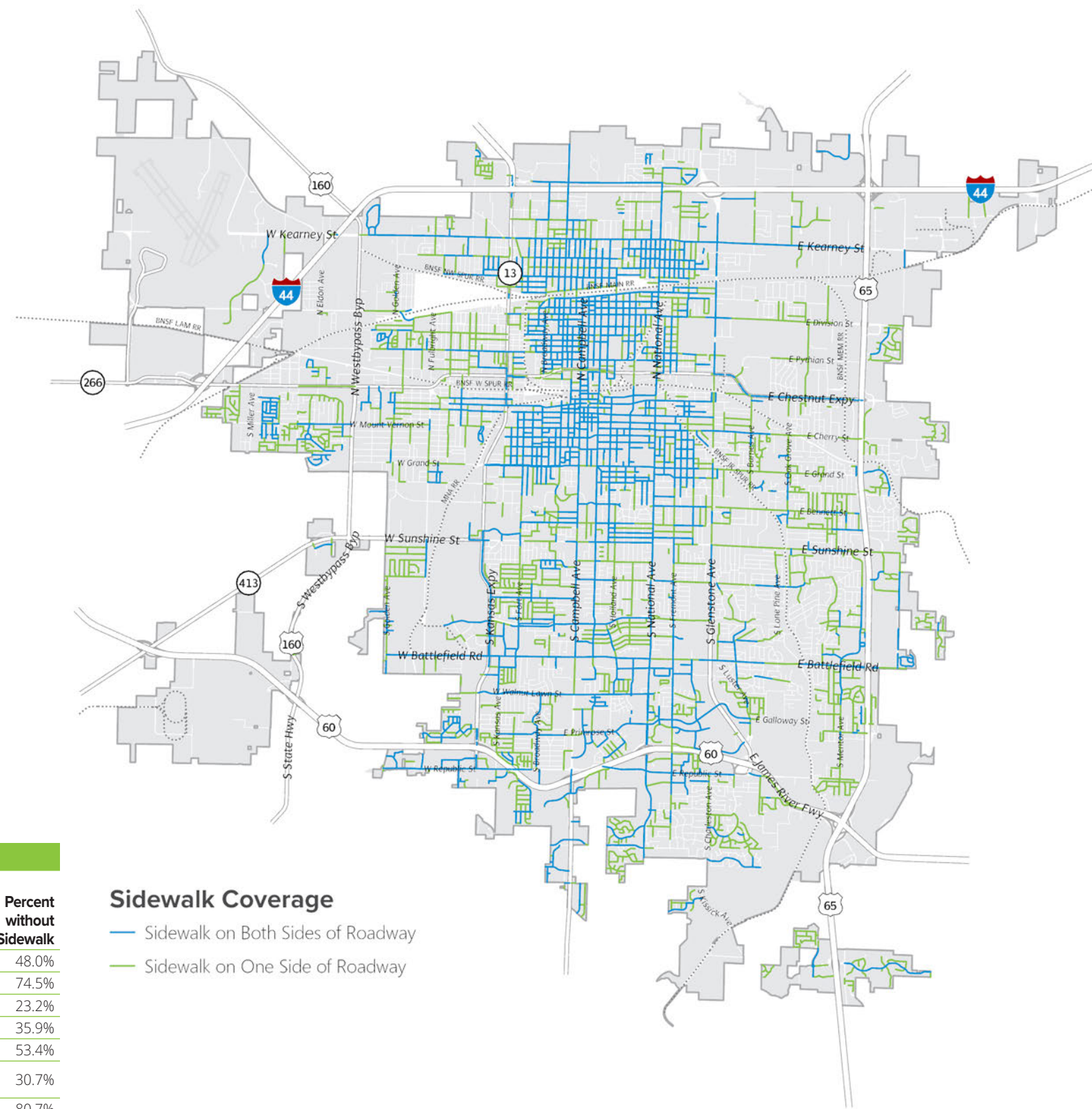


The width of these sidewalks is also important and any future design guidance should include a minimum of 6-foot sidewalks on arterials and collectors (wider in areas with high volumes of pedestrians including commercial areas) and 5-foot sidewalks on local streets. In locations where a shared-use path is preferred alongside a roadway, a minimum of 10-feet should be provided to minimize conflicts between pedestrians and bicyclists. The City should continue to implement its Public Rights of Way ADA Transition Plan to ensure accessibility for people of all abilities. All portions of the transportation network should be periodically reviewed to identify any potential service gaps that could be mitigated.

As important as it is to have accessible routes along streets, it is just as important to have accessible routes from the public sidewalks along our streets into adjacent properties. This is especially true for properties with commercial business uses. Easy pedestrian access into businesses promotes walking, biking, and transit use. It is important to have accessible pedestrian routes to business entry locations from the public sidewalks, parking areas within the property, or shared parking areas.

### Current Sidewalk Coverage in Springfield

Road Type	Total Roadway Mileage	Percent Sidewalk One Side	Percent Sidewalk Both Sides	Percent without Sidewalk
Total	883.2	25.5%	26.5%	48.0%
Access	28.3	18.4%	7.1%	74.5%
Arterial	64.3	18.5%	58.3%	23.2%
Collector	157.5	28.8%	35.3%	35.9%
Local	508.5	27.7%	18.9%	53.4%
Minor Arterial	80.9	23.6%	45.7%	30.7%
State Route	43.6	6.3%	13.0%	80.7%



### Sidewalk Coverage

- Sidewalk on Both Sides of Roadway
- Sidewalk on One Side of Roadway

## INTERSECTION DENSITY

Intersection density impacts walking rates as a greater number of intersections within an area allows pedestrians to access more destinations and take more direct routes. Where intersections are further apart, pedestrians tend to cross in the middle of the block at unmarked and often unsafe crossing locations to reach their destinations. As shown in the map, intersection density is highest in the central sections of the City, especially in Downtown and in neighborhoods to the southwest and north. Intersection densities are lowest in the far-eastern, western, and southern sections of Springfield, where streets are spaced farther apart and arranged less in a grid pattern.

## MAJOR THOROUGHFARE PLAN

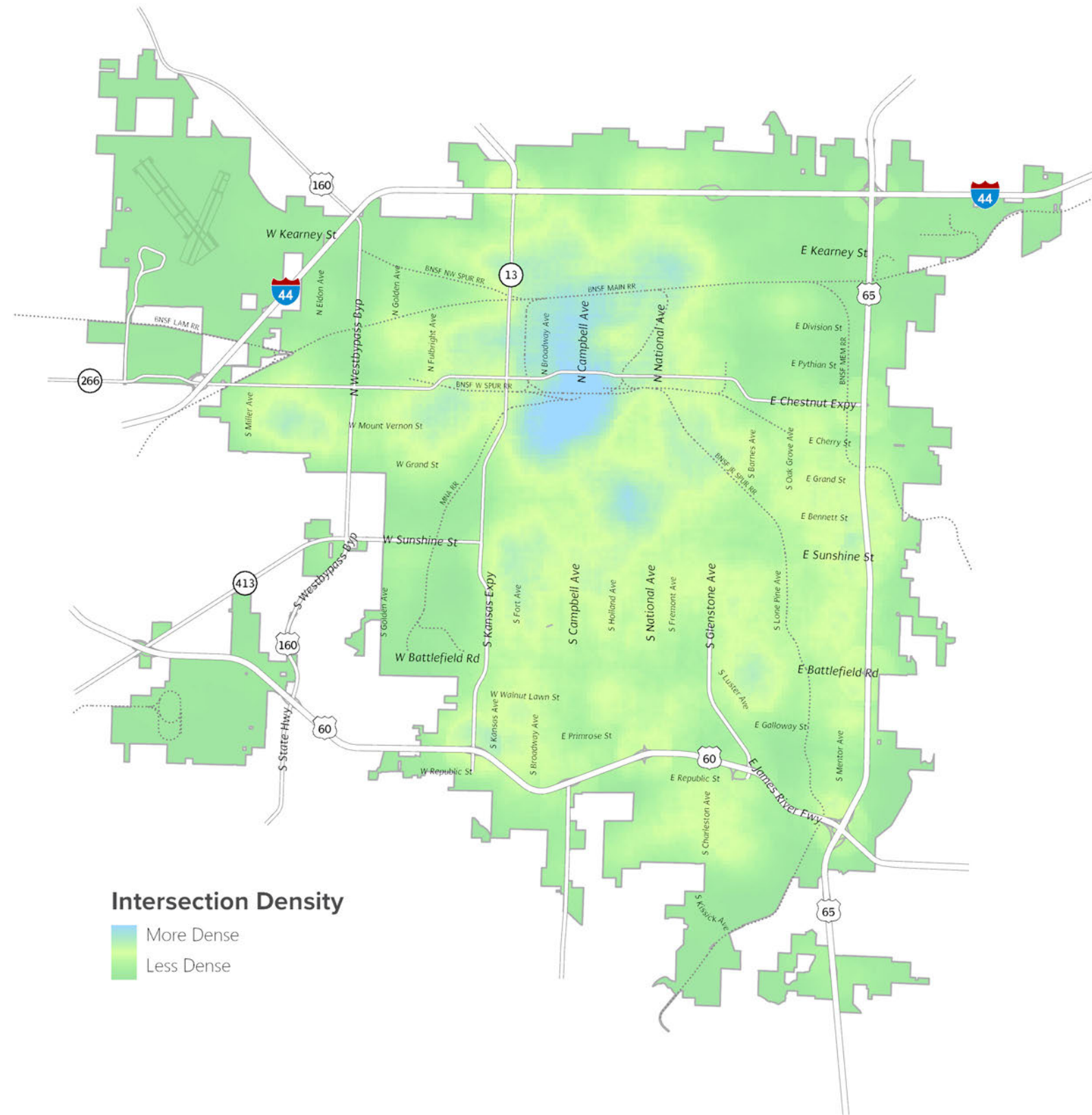
The Major Thoroughfare Plan provides an overall framework for making decisions on thoroughfare improvements and extensions, identifies approximate locations for future major transportation corridors, and serves as a general guide for securing street rights-of-way. The City coordinates amendments to the Major Thoroughfare Plan with the Ozarks Transportation Organization (OTO), which is the designated Metropolitan Planning Organization (MPO) for the Springfield urbanized area.

The Major Thoroughfare Plan should be reviewed at least every five years with amendments adopted by OTO and the City. Existing and Future Streets identified in the Major Thoroughfare Plan are assigned to the City's Functional Classification System based on the degree to which they are projected to provide mobility to through traffic and access to adjacent land. Specifications for the design and construction are defined by the Design Guide for Public Improvements adopted by the City of Springfield. Collectively, the Major Thoroughfare Plan, Functional Classification System, and the Design Guide for Public Improvements should be reviewed, updated, and codified as a key implementation component of the Comprehensive Plan; however, the Design Guide should be updated to reflect the Street Type overlay recommended by Forward SGF.

## FACTORS INFLUENCING WALKABILITY

The following factors, among others, influence Springfield's level of walkability and the quality of the pedestrian experience:

- Land use and development patterns:** Factors such as connections to land use, the number of destinations accessible within a reasonable walking distance, and the attractiveness of the space along the path.
- Infrastructure:** The presence of sidewalks, lighting, wayfinding, and crossing infrastructure such as crosswalks or enhanced crossing treatments.
- Safety or personal security:** Real or perceived fear of crime and traffic safety (vehicular speeds and intersection design).
- Street and sidewalk/trail design:** Whether and to what degree streets are designed for all ages and abilities. To encourage walking, street and sidewalk/trail designs should be based on adjacent existing or desired land uses, and not exclusively on vehicular needs alone.



### Design Guide for Public Improvements

The City of Springfield should actively work, in partnership with OTO, to ensure each component is consistent, to the greatest extent possible, with those adopted by surrounding transportation jurisdictions, including the Missouri Department of Transportation (MoDOT) and Greene County Highway Department. As classification system needs change, adoption of targeted multimodal plans, and implementation of other recommendations from this chapter are pursued, the City should consider the development of a stand-alone comprehensive Transportation Plan and updated Design Guide.

This approach would consolidate and coordinate all aspects of a balanced transportation network and increase flexibility around design to reflect adjacent land use context and the proposed street types in this plan. The Transportation Plan and Design Guide should work to balance the needs of all users of the transportation network including pedestrians, bicyclists, transit users, drivers, and freight. The Transportation Plan and Design Guide should reflect the collaboration of the Departments of Planning and Public Works and other partners as they develop a balanced transportation system that emphasizes safety and connectivity for all users and positively contributes to Springfield's quality of place.

### Alignment Preservation

Under state law, cities may adopt an official map of a proposed street or thoroughfare and prohibit the issuance of building permits within the mapped right-of-way. The official map must be based on the adopted Major Thoroughfare Plan. To prevent encroachment of development upon corridors needed for future thoroughfares, future land planning recommendations included in the Comprehensive Plan and regulatory tools such as the Zoning and Subdivision Regulations should be reviewed and codified in concert with Major Thoroughfare Plan policies. Mapping is generally used to reserve the future right-of-way for major facilities such as freeways, expressways, and arterials, but in certain cases it can be used to reserve additional right-of-way for widening existing roads, expanding intersections, and installing traffic control improvements. These improvements will take into account the traffic generated by the proposed development and the normal traffic growth in the area.

### Traffic Analysis

Future land planning strives to forecast reasonably anticipated land uses and intensities, based on existing patterns of development and existing and planned infrastructure, including transportation facilities. Impacts on the safety, connectivity, and accessibility of all modes of transportation, including but not limited to, pedestrian, bicycling, micromobility devices, transit, and accessibility concerns shall be considered. If a proposed development generates traffic volumes that exceed the design level of service of the existing/planned transportation system and public safety concerns or impacts to connectivity of all modes of transportation are anticipated, the development should be prohibited and/or modified unless the developer agrees to make changes that would enable the system to adequately handle the anticipated traffic. Such changes include dedicating additional right-of-way, widening and pavement improvements, providing sidewalks, side paths, crossing improvements or other multimodal accommodations, traffic signals, turning lanes, and internal circulation drives. A traffic analysis, identifying the number of vehicle trips generated by the proposed development and the impact of these trips on the street network, should be conducted for all rezoning requests and proposed developments.

The City should also consider incorporating analysis of impacts on non-vehicular modes into the standard traffic impact analysis. If analysis indicates that traffic level of service may decrease and/or safety issues may result as a result of the development, a more detailed study should be conducted to identify necessary changes to adjacent streets and circulation. In general, the developer of the adjacent property should make off-site traffic improvements when it can be shown that the development is primarily responsible for creating a situation that necessitates the improvement. In all cases, the developer should be required to dedicate the right-of-way needed to achieve the standard for the functional classification of an adjacent street and the necessary multimodal accommodations.

### Public Improvements

Whenever a rezoning occurs along an existing substandard street that does not have the capacity to adequately handle the anticipated additional traffic, the developer of the tract in question should be required to upgrade the adjoining portion of the substandard street to meet current standards. If the street is a local or collector street, the developer should be required to upgrade it to the appropriate standard for its functional classification and any future guidance provided by future updates to the Street Design Guide and the Street Types in this Plan. If the street is an arterial, the developer should be required to upgrade it to appropriate street standards if needed and the appropriate Street Type Overlay, provided that it would then have sufficient capacity to handle traffic generated by the development.

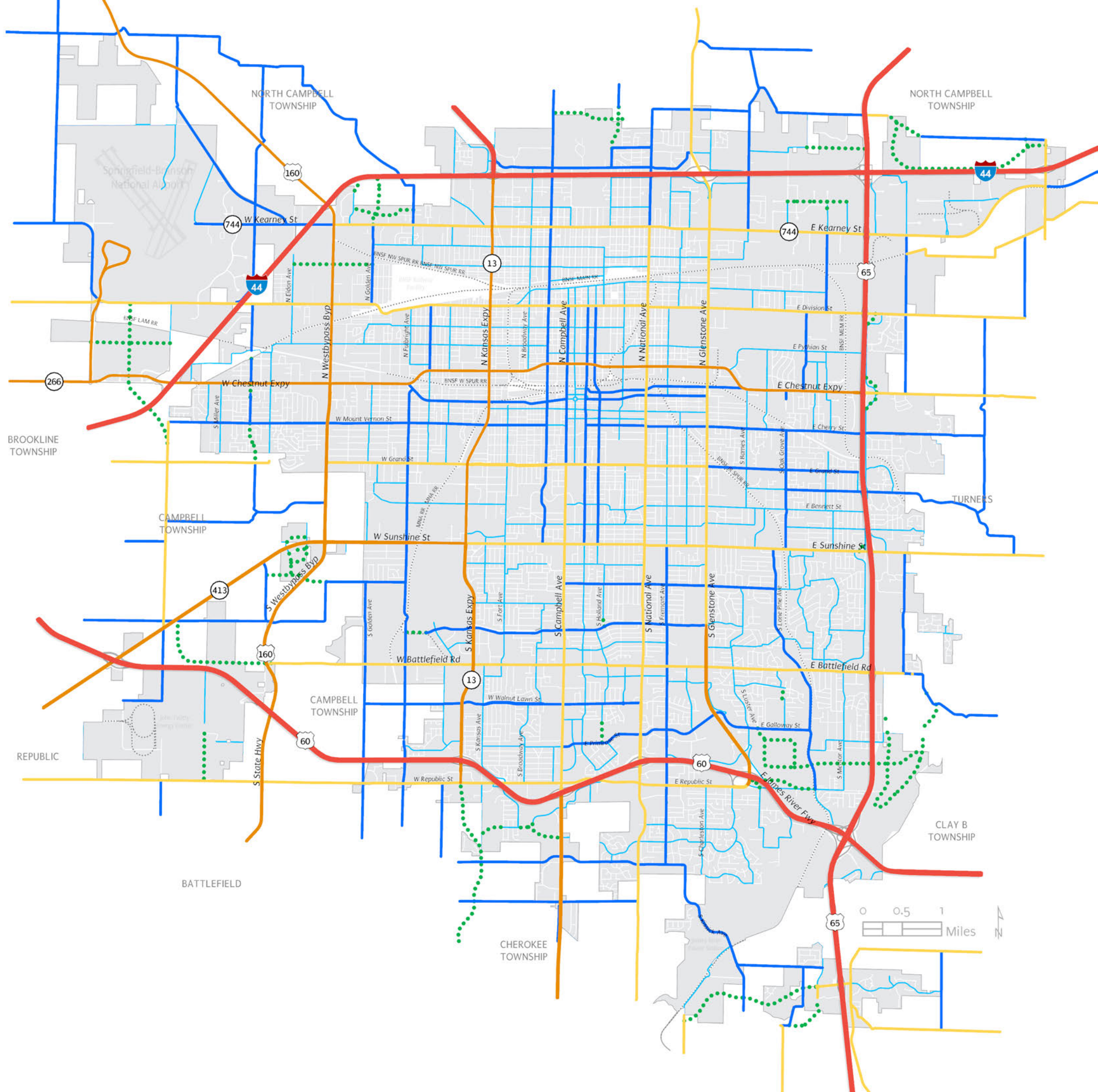
When collector street standards would not be sufficient to accommodate the proposed development and improvement of the facility to arterial standards cannot be achieved at public expense in a reasonable and timely manner, the developer should be required to construct an arterial street or make other changes before the rezoning is granted. To encourage developers to proceed with construction of an arterial in order to expedite a development, the jurisdiction may elect to negotiate an agreement that explores a payback procedure that could reimburse the developer a portion of the investment from public funds for the portion of the cost in excess of collector street standards.

For new streets, the same conditions previously mentioned should apply. The developer should be required to construct new streets up to the necessary standards to accommodate anticipated trips related to the development. If an arterial is needed to accommodate the proposed development and it cannot be constructed at public expense, a jurisdiction could negotiate an agreement with the developer if they wish to construct the facility prior to the availability of public funds.



## OZARKS TRANSPORTATION ORGANIZATION (OTO)

The Ozarks Transportation Organization (OTO) is the designated Metropolitan Planning Organization (MPO) for the Springfield urbanized area, which provides coordinated regional transportation planning to create a seamless transportation network. MPOs serve to conduct and lead a continuing, cooperative, and comprehensive transportation planning process. The OTO comprises four components: the Board of Directors, the Technical Planning Committee, the Bicycle and Pedestrian Advisory Committee, and the Local Coordinating Board for Transit. MoDOT, regional planning commissions (RPCs), MPOs, City officials, and county officials form regional partnerships to gather and evaluate local input on transportation needs. The City and OTO should continue to work together in developing and prioritizing transportation needs for the city as well as for the region.



### Street Functional Classification

- Freeway
- Expressway
- Primary Arterial
- Secondary Arterial
- Collector
- ⋯ Proposed Roadway



## ON-STREET BICYCLING AND TRAILS

A connected network of bicycle facilities is also important to creating the 15-minute city and providing a range of transportation choices that are affordable and accessible. Bicycling infrastructure includes both on-road and trail facilities.

Springfield should identify a network of priority on-road bike facilities and use the FHWA's Bikeway Selection Guide to determine the most appropriate facility to provide adequate separation from motor vehicle traffic for bicyclists of all ages and abilities. On-road infrastructure may include a mix of shared lanes on lower volume, low-speed streets; traditional bike lanes; and separated bike lanes.

In addition to on-road facilities, side paths alongside a roadway and shared-use trails that follow their own rights-of-way are both examples of infrastructure that can be shared by bicyclists, pedestrians, micromobility devices, and more. Springfield currently has nearly 30 miles of trails and shared use path, most of which are paved, and approximately 75 miles of trails in the broader region. To ensure this system can be used for transportation purposes as well as recreation, Springfield should focus on filling in gaps that have the greatest potential for both uses. This will require additional funding for both construction of new facilities and long-term maintenance.

## TRANSIT

During the public input process, the public identified various forms of transit as an important area of expansion for the transportation network. This would increase access to key community facilities, shopping areas, employment centers, and parks and recreational amenities. The bus service that currently serves the public has seen a decline in ridership from 1.60 million in 2012 to 1.25 million in 2018 and ridership consists mostly of transit-dependent riders.

### PILOT CORRIDORS

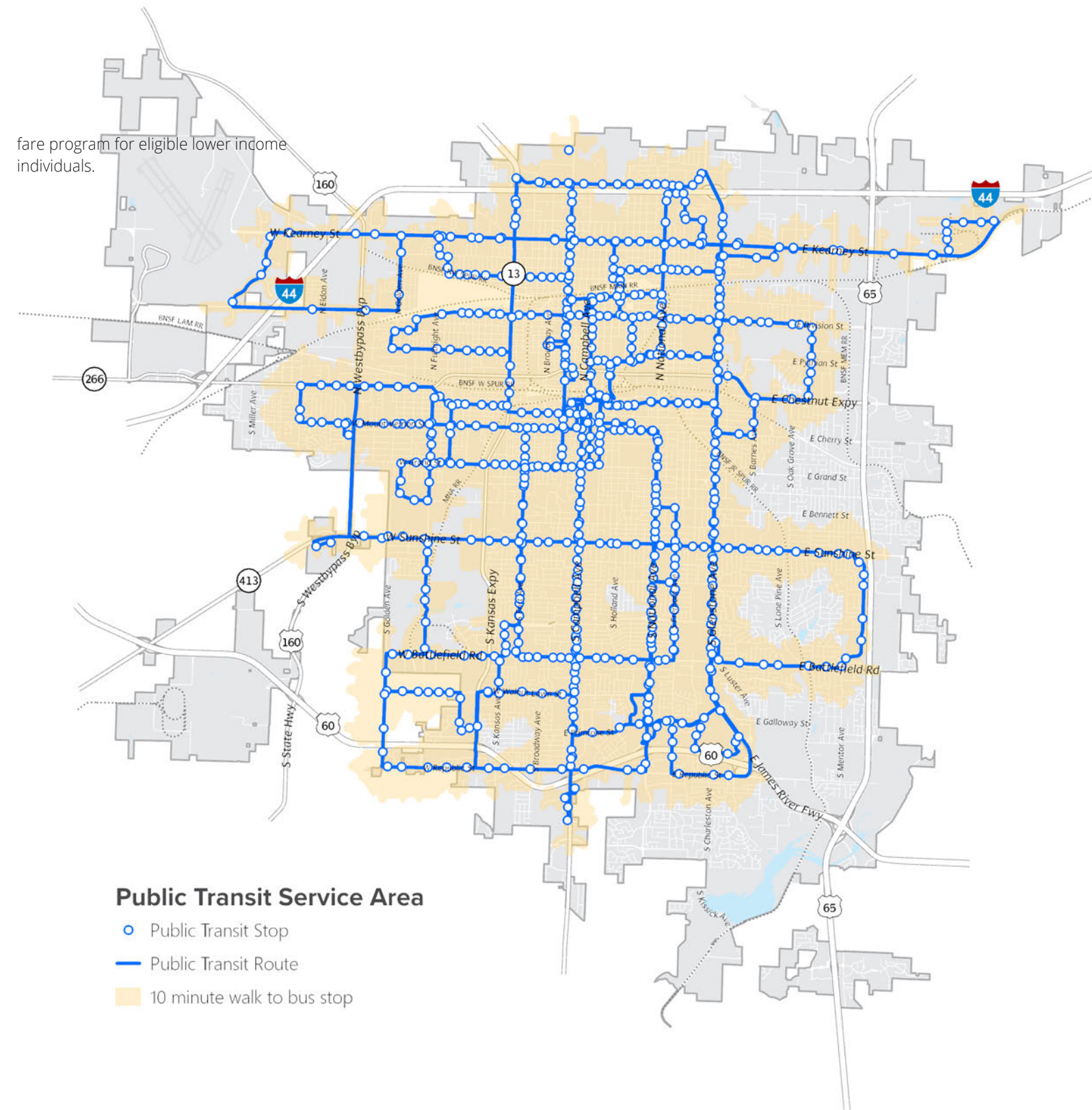
As the City explores additional transit and technology options, they should consider using pilot corridors to test these options. National Avenue for example could be used as a pilot corridor for BRT services and transit-supportive land uses due to its high population density and existing major employers and universities. This should be pursued in coordination with Ozarks Technical Community College, Missouri State University, and Mercy Hospital.

To improve service for current riders, attract new riders, and increase system efficiencies, a transit plan should be developed focusing on the following key areas:

- Improve frequency of service (e.g., 15-minute maximum wait times)
- Expand and optimize transit technology and user services, including Transit Signal Prioritization (TSP), mobile ticketing, live timetables, and automatic vehicle location (AVL) and tracking
- The City, City Utilities, and MoDOT should partner to ensure first mile/last mile access to routes (sidewalks, safe crossings, safe shelters and bus stops, and adequate and secure long term bicycle parking)
- Market, promote, and collaborate with major employers to increase ridership
- Develop a stronger planning and collaborative relationship between the City and City Utilities to make transportation improvements that support and complement the transit system
- Tie transit investments to targeted density investments

The City should work with City Utilities, OTO, MoDOT, and key stakeholders to study the current efficiency and coverage of the transit system as well as the feasibility of a high-frequency transit corridor. Current users and the general public should be surveyed to better understand current challenges and opportunities for increasing ridership and to determine if a focus on more frequent service on a smaller number of routes might be more efficient and sustainable. The City should also work with City Utilities to consider a reduced

fare program for eligible lower income individuals.



## 1.2 DEVELOP INDIVIDUAL MODAL PLANS

COMMUNITY PHYSICAL IMAGE



HEALTH & WELL-BEING



Develop and regularly update transportation plans for specific modes of transportation.

Individual plans for specific transportation modes are an important way to develop and document detailed vision, goals, and recommendations for different user groups in the City beyond the scope of the Comprehensive Plan. Springfield should create new or update existing transportation plans that complement this Comprehensive Plan and provide further detail to ensure the needs of each mode are being met. Transportation planning should be coordinated to the greatest extent possible to ensure recommendations align and support the entire system. These modes should include the Railroad Reconfiguration Study; Airport Master Plan; Major Thoroughfare Plan; ADA Transition Plan; Transit Optimization Plan; Street Functional Classification Plan; Congestion Management Plan; Micromobility Plan; and Bike, Pedestrian, and Trail Plan. These could be incorporated as individual elements into a Transportation Plan and Design Guide that also incorporates the City's Complete Streets policy and updates design guidance based on the Street Types provided later in this chapter to balance the needs of multiple modes. The Departments of Planning and Public Works should work closely together and with the public in the development of all modal plans.

## 1.3 UTILIZE EMERGING MODES AND TECHNOLOGIES

COMMUNITY PHYSICAL IMAGE



HEALTH & WELL-BEING



Utilize new travel modes and emerging transportation technologies to maximize the efficiency of Springfield's existing street network.

As Springfield's transportation infrastructure continues to evolve with the development of new mobility options and technologies, the City should continually evaluate emerging modes, technological advances, and data tools to determine how they fit within the City's current transportation offerings and infrastructure.

### TRANSIT TECHNOLOGY

In addition to exploring new transit modes for Springfield such as light rail, streetcar, and bus rapid transit (BRT), the City should explore ways to use technology to enhance existing and future transit service. Technology can be used to make transit more accessible and appealing to users. New technologies to explore include mobile ticketing, the use of automatic vehicle location (AVL) to optimize routes, improved real-time information services for riders and operators, account based fare collection, and more.

### MICROMOBILITY

Micromobility refers to a set of small, lightweight devices that are intended for individual transportation use to travel short distances. These devices include bikeshare, electric skateboards and scooters, electric assist bikes, and other micromobility technologies.

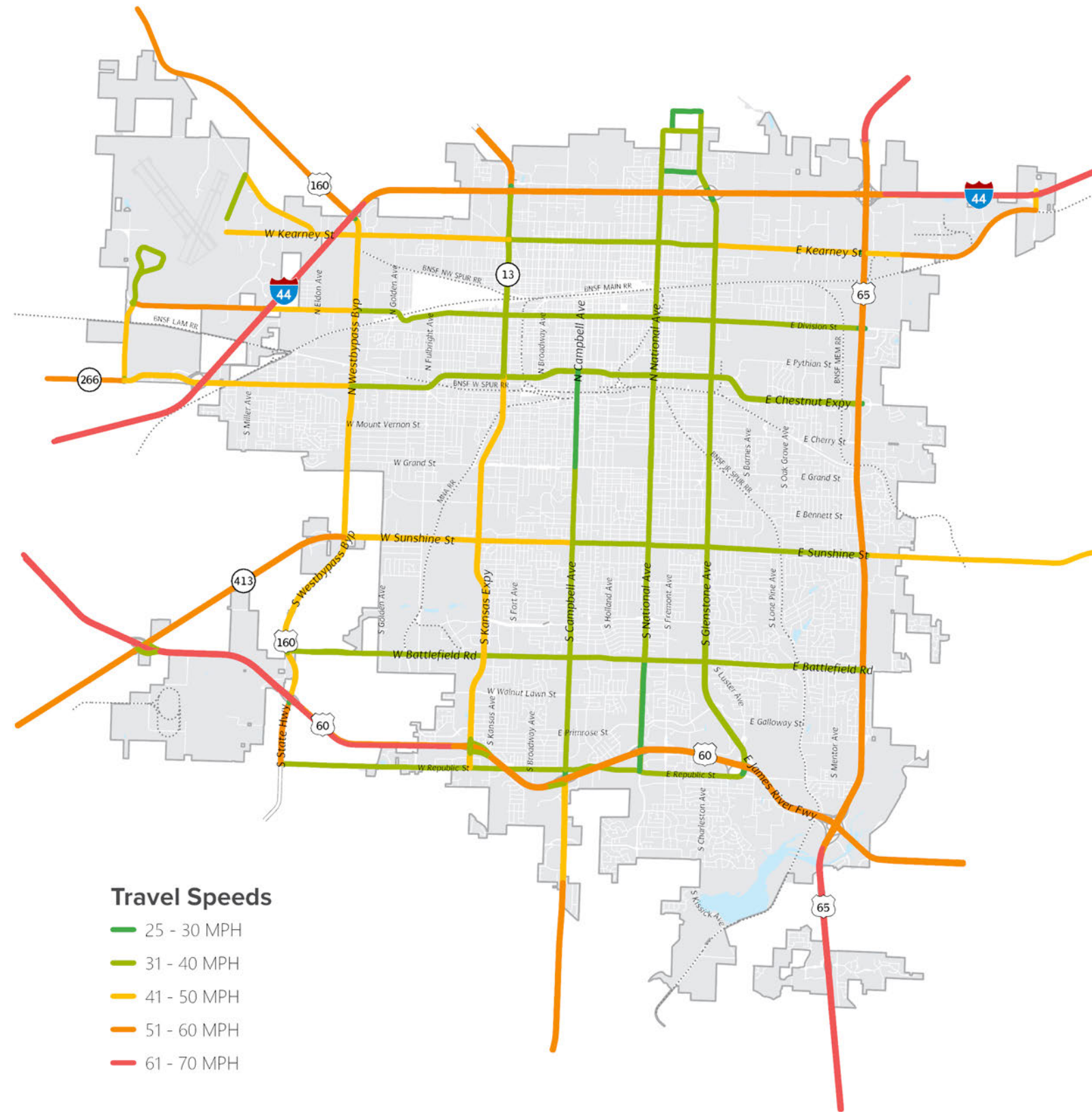
They have the potential to enhance transportation and mobility options in Springfield and will need solid, thoughtful policies to manage potential issues, such as user conflicts and device parking issues.

### CONNECTED AND AUTONOMOUS VEHICLES INFRASTRUCTURE AND PLANNING

Springfield should proactively plan for future transportation and infrastructure improvements that allow emerging connected and autonomous vehicles (C/AV) to be supported within Springfield in the long term. The City should begin planning for necessary infrastructure and reserved space for C/AVs and address curbside management and technology needs. The design of future infrastructure should support connected vehicle technologies and information sharing across all modes. The City should continue to expand and improve the reliability of the transportation management system and associated communications network to support emerging vehicle technologies.

### ADVANCED SIGNAL TECHNOLOGIES

The City should continue the development and implementation of responsive and/or adaptive signal operation, automated traffic signal performance measures (ATSPMs), advanced detection and data collection software, and advanced traffic management system (ATMS) software enhancements to improve arterial incident response and traveler information.



## 1.4 MAINTAIN EXISTING INFRASTRUCTURE

COMMUNITY PHYSICAL IMAGE

HEALTH & WELL-BEING



**Prioritize routine maintenance and upkeep of existing infrastructure for all modes.**

Maintenance and ongoing network and program evaluation are critical components of a well-functioning transportation system. Poor maintenance of transportation infrastructure impacts the safety and mobility of all users. It is critical that the City and its regional and state partners work together to maintain the highway system, local streets, sidewalks, and trails as well as the supporting infrastructure such as signals, lighting, and signs.

While specific maintenance related to accessibility is outlined in the City's ADA Transition Plan, maintenance should be inclusive of all modes and address:

- Pavement preservation (e.g. surface treatments, crack treatments, pothole repair, resurfacing)
- Sweeping
- Pavement markings (e.g. epoxy, latex, polypreform, thermoplastic)
- Vegetation management
- Sign and signal maintenance
- Traffic control (i.e., detours)
- Snow and ice clearing
- De-icing and Anti-icing

The city should consider a program, like Clean Green, that emphasizes the importance of developing an aggressive trash and maintenance program to keep major corridors looking their best, focusing on presenting Springfield in its best and cleanest. A campaign for key corridors like Chestnut, Glenstone, and Kansas Expressway should not exclusively rely on the Missouri Highway Department to implement, the city will need to take a leadership role in this effort.

### PAVEMENT CONDITIONS

A 2018 pavement analysis report completed by Infrastructure Management System (IMS) identified Springfield's average Pavement Condition Index (PCI) to be 68 and identified a target PCI of 70. The report determined the City's PCI would decline within five years without an increase in funding levels. Thus, the City should develop a plan for obtaining and maintaining a good pavement condition for Springfield's roadway network. It should include funding strategies, roadway analysis, and an implementation plan. The pavement management plan should also address utility cut coordination and repairs to understand the impact on the pavement's condition and long-term smoothness that utility cuts can have. The IMS Study identified a need to establish an annual budget of \$6 to \$7 million to reach this target PCI of 70, which should be indexed over time to account for inflation.

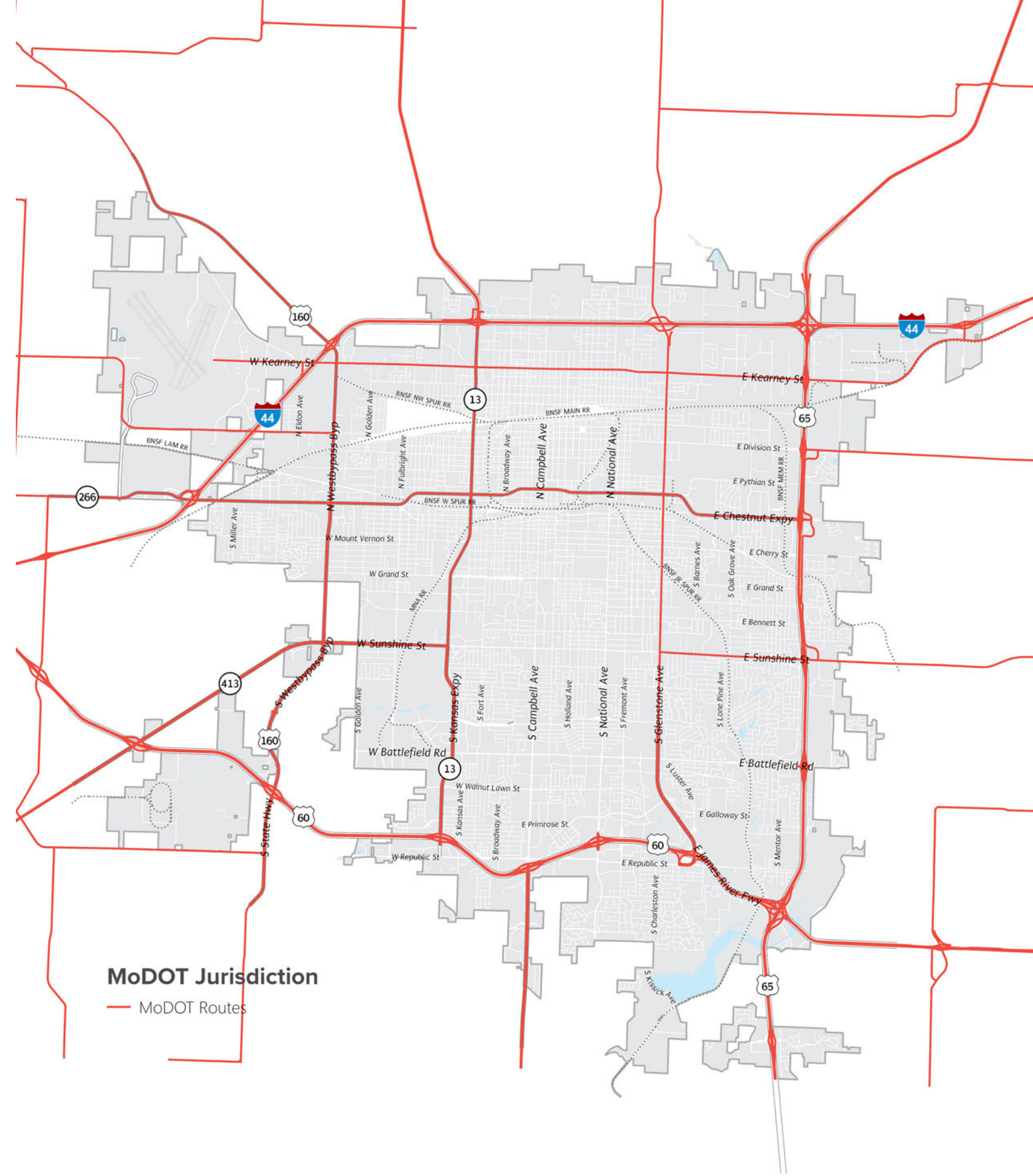


### MARKINGS AND SIGNING

Additional transportation infrastructure that must be maintained includes pavement markings, signing, signals, and connectivity infrastructure. These elements are key to providing transportation users with the necessary guidance to navigate the transportation network. Maintaining these elements in good condition also supports the implementation of the ever-changing arena of connected infrastructure and autonomous vehicles. Investment levels in maintenance of these infrastructure elements will need to be evaluated regularly as technology requirements demand a minimum level of conditions in order to operate reliably.

### JOINT MAINTENANCE OF CONGESTION MANAGEMENT AND INCIDENT RESPONSE SYSTEMS

The City has jointly developed a robust congestion management and incident response system with MoDOT. This system recognizes the fact that while two separate agencies and systems manage the signal system in Springfield, it must be managed cooperatively in order to operate in an effective manner for the City. The system has the ability to collect important data points in the network that drive decision-making related to transportation network improvements and reliability. The system also works to inform the public with updated travel conditions and thus keep travel times low. Maintaining this system and investing in needed upgrades to it is a key aspect of maximizing traffic flow within the system.



## GOAL 2: Increase safety for all users of the transportation system.

### 2.1 ADOPT A VISION ZERO APPROACH

COMMUNITY PHYSICAL IMAGE

HEALTH & WELL-BEING

Adopt a Vision Zero approach to reduce fatalities and major injuries for all users of the transportation system.

Providing safe multimodal travel options is a critical function of Springfield's transportation system and essential to achieving the City's vision for a 21st century transportation system. Vision Zero is a strategy that works towards eliminating all traffic fatalities and severe injuries, while increasing safe, healthy, and equitable mobility for all.

#### VISION ZERO PRINCIPLES

Vision Zero takes a proactive and preventative approach to traffic safety (see Safe Systems Approach callout). It recognizes that all users of the roadway system have a role to play in improving safety and focuses on the following:

- Reframe traffic deaths as preventable
- Focus on system failure
- Reduce the impact of collision
- Adopt a Safe System approach
- Use data-driven decision making
- Road safety is a social equity issue

#### STAKEHOLDER COLLABORATION

Collaboration with a wide variety of stakeholders will be critical to effectively establishing this approach to traffic safety. Key stakeholders should be involved in ongoing safety efforts including staff from the City Manager's Office, Public Works, Planning, Health, Police and Emergency Services, Parks and Recreation, Public Information and Civic Engagement, schools, as well as members of OTO, MoDOT, City Utilities Transit, walking and bicycling groups, and public health and injury prevention professionals.

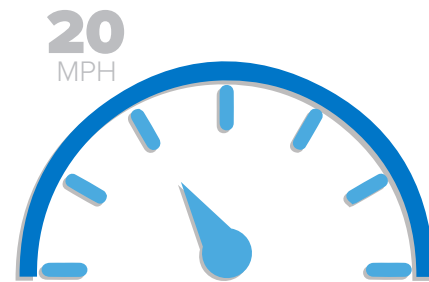
#### INCLUSIVE AND EQUITABLE

Vision Zero recognizes that everyone, regardless of background, age, ability, or chosen mode of travel has the right to move about their neighborhoods safely. Efforts should be made to address safety and connectivity in all neighborhoods with particular attention paid to neighborhoods with historic underinvestment.

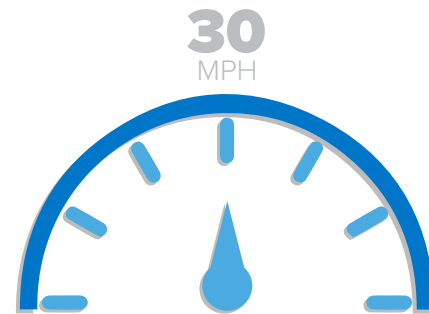
#### SAFE SPEEDS AND TRAFFIC CALMING

Speed reduction is an essential Vision Zero strategy. Higher speeds not only increase the risk of a crash, but also increase the risk of serious injury or death, regardless of mode. The effects of speed are most pronounced for pedestrians, whose risk of dying if struck by a vehicle increases with vehicle speed as shown in the adjacent graphic. While higher speeds are expected on streets with higher speed limits, efforts should focus on ensuring target speeds, design speeds, and speed limits are set appropriately for the adjacent land uses. Speeds should be slower in residential neighborhoods, near schools, and in commercial areas.

In addition to ensuring target speeds are set appropriately for the adjacent land uses, the City should work to slow speeds in areas where drivers typically exceed the posted speed. One way to address speeds is through design techniques and the establishment of a formal traffic calming policy and program for the City. This policy and program should identify "slow zones" criteria and locations throughout the City as well as the specific design techniques for these zones. Additional design techniques for safe speeds can be addressed by updated design guidelines as discussed in Section 2.2.



13% Likelihood of fatality or severe injury



40% Likelihood of fatality or severe injury



73% Likelihood of fatality or severe injury

Source: Tefft, Brian C. Impact speed and a pedestrian risk of severe injury or death. *Accident Analysis & Prevention*, 50. 2013

#### SAFE SYSTEMS APPROACH

According to FHWA, "the Safe System approach represents a paradigm shift in how road safety is addressed. Foundational to the Safe System approach is that no person should be killed or seriously injured when using the road system, and that it is a shared responsibility by all parties involved to ensure this becomes reality. From a roadway infrastructure perspective, a Safe System approach involves managing the circumstances of crashes such that the kinetic energy imposed on the human body be kept at levels that are tolerable in terms of survivability and degree of harm. At an intersection, this challenge is characterized through managing speed and crash angles, as well as considering risk exposure and complexity."

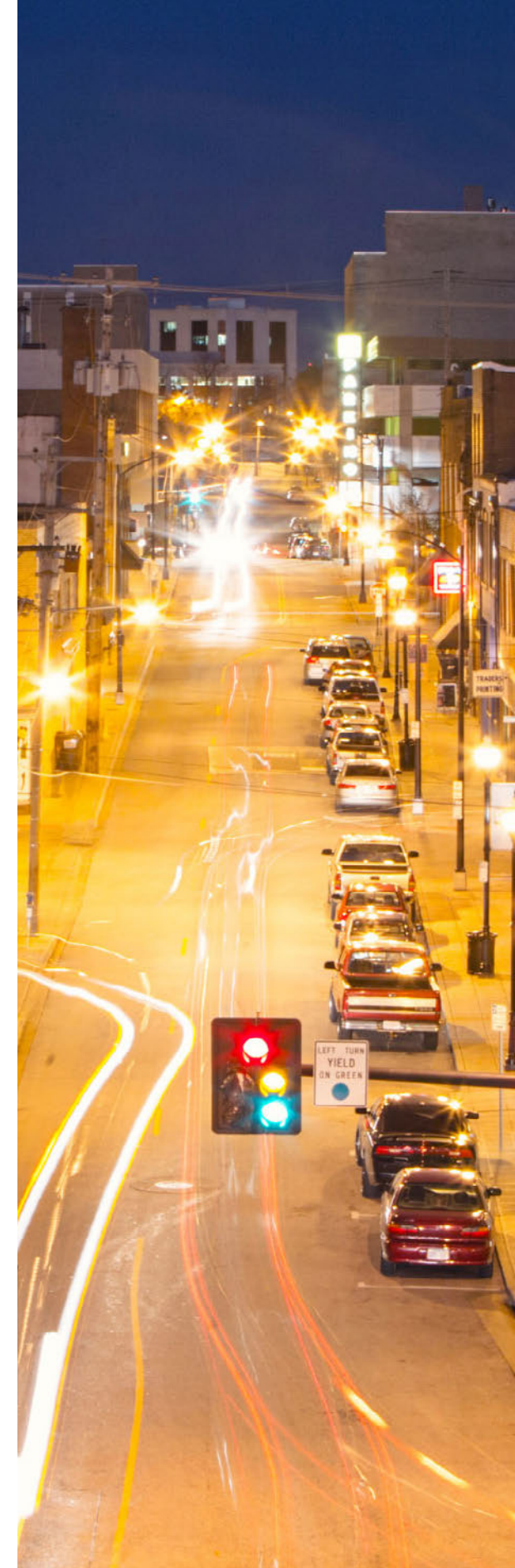


Photo Credit: Springfield, MO Convention & Visitors Bureau

## CURRENT TRAFFIC CALMING IN SPRINGFIELD

One current example of traffic calming in Springfield is a recently completed project at the intersection of Cherry and Pickwick and extends roughly from Fremont Avenue to the west and the railroad crossing to the east. The goals of this project include slowing traffic along the Cherry Street corridor, creating a safer and more inviting environment for pedestrians, and promoting placemaking through aesthetic design features and landscaping.

### Key Design Features

The Cherry Street and Pickwick Avenue intersection features “bulb-outs,” or extensions of the curbline into the roadway, to visually and physically narrow the street. This narrowing effect causes vehicles to slow down as they enter the intersection. In addition, the bulb-outs also create a safer crosswalk by reducing the crossing distance for pedestrians from around 37 feet to about 22 feet, while also improving the sight distance for vehicles.

A raised crosswalk is also incorporated into the bulb-outs at the intersection. This further slows traffic by creating a speed hump in the roadway. In addition, texturizing this crosswalk provides an audible, tactile experience for drivers, further providing a reminder to use caution.

Similar curbline bulb-outs were added to the western and eastern limits of the project. These again, create a visual and physical narrowing of the roadway and signify to drivers that they are entering a “pedestrian friendly” area. Crosswalks were also included in these eastern and western project limits.

## 2.2 IDENTIFY AND ADDRESS SYSTEM SAFETY DEFICIENCIES

COMMUNITY PHYSICAL IMAGE



HEALTH & WELL-BEING



### Identify system safety deficiencies and work to remedy them.

### DATA-DRIVEN APPROACH TO SAFETY

The City should continue to expand and enhance its data collection and analysis plan to identify and investigate the most common crash types on roadways, sidewalks, and trails and areas of high speed. The City should use the analysis to continue to pinpoint problem locations and proactively address issues through enforcement and engineering countermeasures. Analysis should include not only crash examination, but speed and yielding compliance as well.

### CROSSING POLICY AND COUNTERMEASURES

Safe crossings are a key element of community walkability, pedestrian safety, and connectivity. The City should continue to evaluate and consider utilization of FHWA’s Safe Transportation for Every Pedestrian (STEP) process and use this process to select and implement countermeasures for improving pedestrian crossing safety. FHWA provides resources related to this program that can be found on the program web page.

## STREET DESIGN PRACTICES AND GUIDELINES

Multimodal street design guidelines should be updated as part of a more comprehensive and detailed multimodal Transportation Plan and used to reflect and reinforce the City’s Complete Streets policy and should include the latest best practices to balance the mobility and safety needs of all modes (see Goal 3 for further discussion). The City should update street design guidelines and address the following key topics:

- The development of a street type overlay that aligns with adjacent land uses (or desired uses) and is used to determine key design factors such as speeds, number of lanes, lane widths, sidewalk width and the presence and design of bike and transit facilities
- An approach to determining and aligning target speeds, design speeds, and speed limits for area roadways to prioritize safety
- The appropriate use of traffic calming features for new and existing roadways. A successful example of this is the Cherry and Pickwick intersection in the Rountree Neighborhood
- The following are several key resources that are a good starting place for updating the City’s design guidance to reflect multimodal best practices:
  - Achieving Multi-Modal Networks: Applying Design Flexibility and Reducing Conflicts
  - National Association of City Transportation Officials’ Street Design Guidelines
  - FHWA Bikeway Selection Guide
  - AASHTO Guide to the Development of Bicycle Facilities (update forthcoming)

## 2.3 PROVIDE TRAFFIC SAFETY EDUCATION TO ALL USER GROUPS

COMMUNITY PHYSICAL IMAGE



HEALTH & WELL-BEING



### Continue and enhance traffic safety education and promotion efforts that target users of all modes.

All users of the transportation system have a role to play in improving safety through roadway behavior. Education efforts should address all users and include messages regarding safe interactions with others on the roadway. These messages should be updated regularly to reflect key findings from ongoing safety data analysis and an up-to-date understanding of traffic fatalities, serious collisions, and the causes of these incidents.

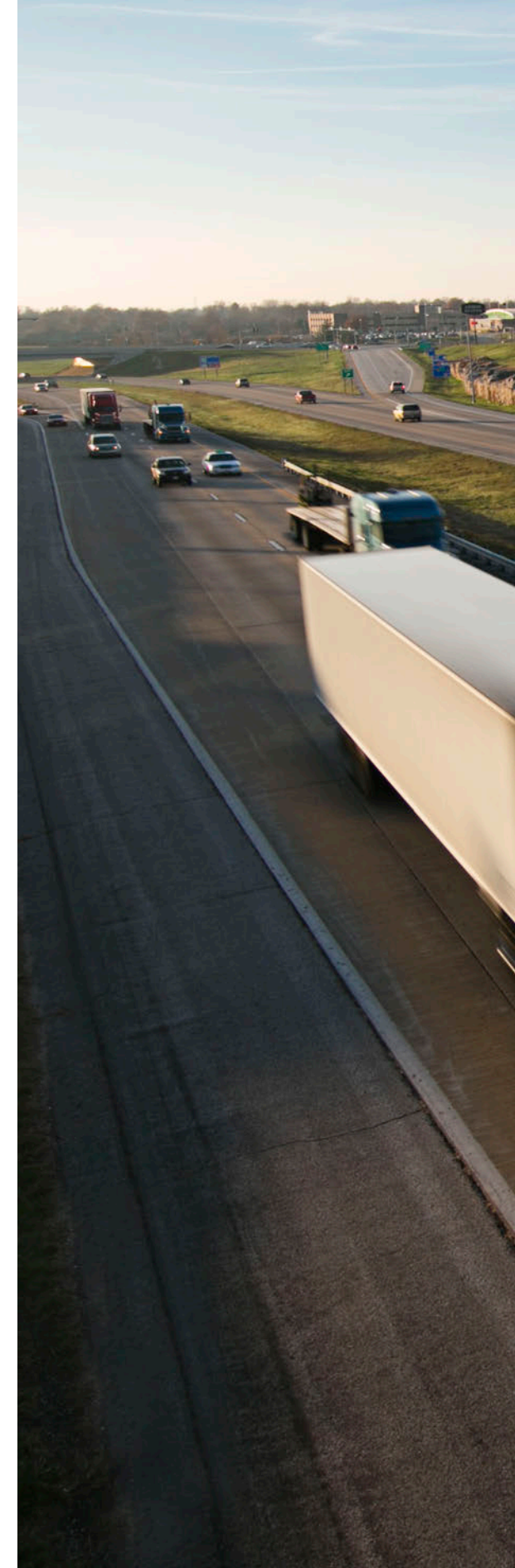
### SGF YIELDS PROGRAM

The City currently operates the “SGF Yields” campaign with the goal of instituting cultural change in Springfield toward being more pedestrian friendly. The campaign utilizes education and awareness to reach the community. The program also studies crosswalks throughout the City on a quarterly basis to determine what percent of drivers are yielding to pedestrians and provides relevant feedback to the public. In addition, City Council adopted a series of code changes in November of 2020 that require vehicles to yield to pedestrians approaching or waiting within three feet of an unsignalized crosswalk. This program utilizes several of the core elements of Vision Zero and aspires to have a long-lasting impact on transportation safety within Springfield.

The majority of the program is funded through grants from MoDOT (currently the Show-Me Zero grant). The City should establish a permanent funding mechanism for the program and build on its current pedestrian safety focus to include the role that all transportation users, including motorists, pedestrians, bicyclists, and drivers of freight and transit vehicles play in improving transportation safety within the community. Messages should be deployed through a variety of media and target a broad audience of all user types, ages, and backgrounds. Messages should avoid victim-blaming or targeting any one user group.

### LARGE VEHICLES

During the engagement efforts for this project, the public and stakeholders expressed the need and desire to ensure that training for larger vehicles is incorporated in safety education efforts. Both freight transport and public transit are essential to Springfield’s transportation system. The City should work with the local trucking industry to implement safety measures of the American Trucking Associations (ATA), such as Compliance, Safety, Accountability (CSA); electronic logging devices; minimum medical requirements; drug and alcohol testing; performance-based commercial driver’s licensing testing standards; and training for sharing the road with pedestrians and bicyclists. The City should also incorporate elements of ATA’s Share the Road program, which teaches the public how to share the road with large trucks. In addition, City Utilities Transit, which operates the City transit and paratransit systems, should ensure that all operators receive training related to sharing the road with pedestrians, bicyclists, and motorists.



## GOAL 3: Integrate transportation and land use to support mobility and placemaking.

### 3.1 ADOPT STREET DESIGN CHECKLISTS AND UPDATE GUIDELINES

COMMUNITY PHYSICAL IMAGE



HEALTH & WELL-BEING



Update the City's Street Design Guidelines to incorporate the adopted Complete Streets Policy and best practices in multimodal design that balance the needs of all users.

#### CONTEXT SENSITIVE APPROACH TO DESIGN

The City should implement a context sensitive approach to street design that responds to the desired land use and character of a corridor. To facilitate this, the City should adopt complete street checklists to use for roadway projects including new construction, reconstruction/retrofit, resurfacing, repaving, restriping, and rehabilitation.

In addition, the City should update street design guidelines with a strengthened multimodal approach that allows for greater flexibility and designs that support adjacent land uses. Adopting the Street Type overlay described in this section is a first step in developing street design guidelines that are more responsive to current land uses than the use of functional classification to determine design speed, number of lanes, and lane widths.

#### COMPLETE STREETS COMMITTEE

The City should establish a Complete Streets Committee made up of high-level staff from public works, Planning and Development, health, and safety departments and CU Transit to collaborate on new design guidelines and ensure multimodal concerns are addressed in street design.

### 3.2 ADOPT THE STREET TYPOLOGY OVERLAY

COMMUNITY PHYSICAL IMAGE



Adopt a new street typology overlay that reflects the Street Types in this chapter to guide and better align street designs with surrounding land uses.

#### DESIGN FLEXIBILITY

The traditional approach to street design of determining design, speed, and street width according to the functional classification of the roadway (arterial, collector, local street, etc.) is limiting. It also does not acknowledge that streets often change character and land uses over time along any given corridor. Springfield should apply a street typology overlay into the City's street design guidelines to allow for greater design flexibility that can match the scale and character of the neighborhood the street serves. The proposed street type overlay is detailed at the end of this chapter. This would serve as a first step in utilizing street types. Additional steps would include:

- Assign the new street types to specific streets (and create a map).
- Develop design standards or guidelines working closely with a complete streets advisory committee (described above).
- Ongoing coordination with OTO so these elements can be incorporated in their design guidance and capacity changes can be reflected in modeling.

### 3.3 ENHANCE COMMUNITY CHARACTER AND PLACEMAKING

COMMUNITY PHYSICAL IMAGE



ARTS, CULTURE & HISTORIC PRESERVATION



Enhance community character and placemaking through the transportation system.

The transportation network plays a major role in shaping both Springfield's community identity and aesthetic appeal. The character of individual streets, shaped by the street design, speed, travel options, safety, aesthetics, and adjacent land uses, should positively contribute to the community character of Springfield. Transportation infrastructure can be used to safely and conveniently take people where they need to go, but also serve as a basis for placemaking initiatives that incorporate public art, landscaping, and gateway features to enhance the City's sense of place.

Placemaking focuses on strengthening the connection between people and shared public space. As streets occupy large areas of the public realm, they can be used as a mechanism for enhancing community character and identity. Springfield has embraced placemaking to better establish an identity and provide the public with a way to celebrate the uniqueness that is Springfield.

#### GATEWAYS, ART, AND LANDSCAPING

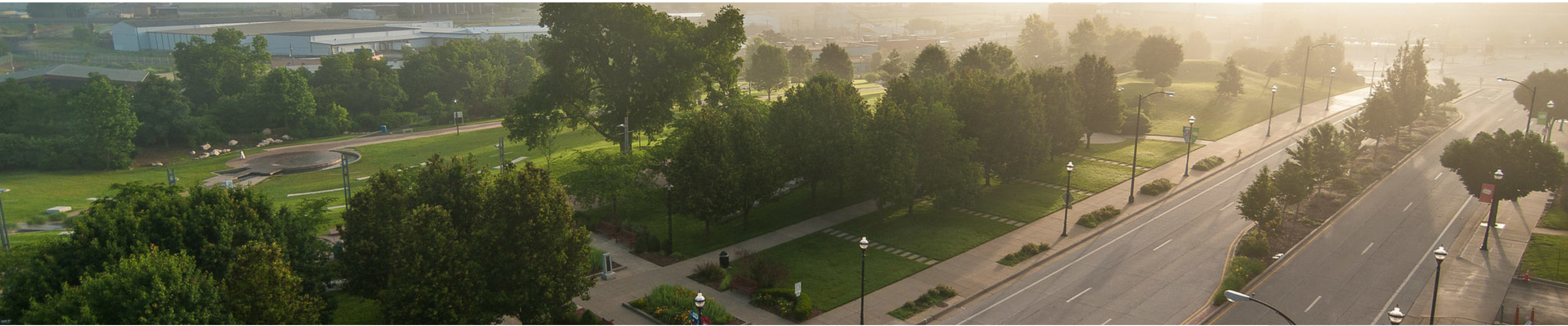
Enhancing community character and aesthetic appeal was identified by the community as a high priority. Springfield should embrace and pursue opportunities to go above and beyond minimum design standards to enhance aesthetics with limited resources within the public right-of-way and transportation infrastructure. This includes exploring opportunities to establish gateways at key entrance points to the community, such as off I-44 and U.S. 60 and to and from the airport, and utilizing art and landscaping to define an identity for different neighborhoods and street corridors. Other areas for enhanced design aesthetic include highly visited destinations such as major commercial nodes, medical mile, and Missouri State University as well as high visibility corridors such as Sunshine, Campbell, National, Chestnut Expressway, Chase Street in the Moon City Creative District, Norton Road, Lone Pine, and others identified in subarea plans.

The City should develop placemaking and landscaping guidelines for these gateways and corridors. Other examples of enhancements include crosswalk art, underpass art or lighting installations, art on bus exteriors, and stormwater green infrastructure. The City should consider allocating a portion of funding for larger transportation improvements towards public art to promote integration of art into City streetscapes and trail corridors.

#### COORDINATION

The placemaking and landscaping guidelines should be coordinated with the Street Design Guidelines update and street typologies outlined above to establish the desired right-of-way aesthetic for the transportation network. The City should also coordinate landscaping and placemaking enhancements with larger capital improvement projects to maximize use of resources and time efficiency. In addition, the City should develop an analysis of cost and identify potential private partnerships when creating the guidelines. Creating private partnerships when enhancing and maintaining landscaping and branding in the right-of-way is always a welcome opportunity. However, current city code makes such arrangements cumbersome and difficult to initiate and maintain. Therefore, the City should explore ways to streamline "maintenance/encroachment agreements" for private landscaping and branding opportunities through adjustments to the city code.

Engaging the community for input will help foster a sense of community ownership and empowerment in the branding and landscaping efforts. This will help to provide a consistent theme on corridors and throughout the community depending on how the branding strategy is established. Providing a quality end product that can be maintained with existing resources and/or identifying resources that can be utilized to maintain the quality of the initial investment should also be considered.



## STREET TYPOLOGY

Streets are shared public spaces. Not only do they help us get where we need to go by walking, bicycling, taking transit, or driving, they are also the places where we hold parades, street festivals, and neighborhood block parties. They are a critical component of our community fabric. They provide access to neighborhoods, businesses, institutions, and recreation. They are a critical component of the public realm that can help shape and be shaped by Springfield's community, culture, and creativity.

The Street Types described in the following pages can be used to supplement and enhance the traditional functional classification system of streets in Springfield. These Street Types should serve as a starting point for an updated Street Design Guide that strengthens the City's Complete Streets Policy with more detailed design guidance based on best practices in balancing the needs of all modes in the transportation system. The Street Types and Design Guide can be used to provide greater flexibility to support diverse user needs and a range of land use types.

## PURPOSE OF STREET TYPOLOGY

Traditional functional street classification systems establish a street hierarchy emphasizing automotive mobility versus property access. While this traditional functional classification system can be useful in some respects and often necessary for funding purposes, it is built almost exclusively around vehicular needs rather than a multimodal perspective of person throughput and goods movement. Expected and accommodated traffic volumes and travel speeds are often based on assigned classification of arterial, collector, and local streets.

In contrast, a street typology system provides a more nuanced approach to balancing context, character, mobility, and access. Rather than a one-size-fits-all approach, a street typology provides a set of street types with distinct characters that are intended to be flexible and aspirational. The street types provide a framework for street design which is based on land use context, modal priorities, and desired roadway character. These street types are not a replacement for functional class, but rather should be used as an overlay to the existing functional class designations. They can be used when designing retrofits, reconstruction, and new roadways, and provide flexibility and a starting point for conversations about trade-offs when rights-of-way are limited.

## PROPOSED SPRINGFIELD STREET TYPES

The street types on the following page are tailored to the needs of Springfield and are intended to support the land use place types in the **Forward SGF Comprehensive Plan**. The street types can be used to provide additional guidance during the selection of street design elements as well as to help inform choices made during the visioning process of a corridor redesign project. Because land use contexts can change throughout the length of a corridor, street types may change along the corridor as well. For example, a corridor may be categorized primarily as a Neighborhood Connector, however a commercial node along it may result in that particular segment being classified as a Mixed-Use Street. Street design elements will change accordingly, reflecting the designated street type and its economic and mobility objectives.

The following descriptions and graphics provide a high-level overview of the street typology for Springfield and examples of how they could be implemented. It is important to note that street types are intended to be flexible and not every implementation would include all the same design elements. To fully realize the benefits and flexibility of the recommended street typology overlay and how it can support Springfield's Complete Streets policy, the Departments of Public Works and Planning should work together through a series of work sessions to build detailed design guidance and an updated Design Guide based on the Street Types presented here.

## TRANSPORTATION AND LAND USE

Transportation and land use are inextricably linked together. Land uses determine the number of trips generated; and transportation impacts the character of neighborhoods and activity centers through the travel options provided, character of the street design, speeds, and predominant modes used. Springfield's transportation should respond to the place types designated in this plan that are described in the **Land Use and Development chapter**.

## MIXED USE STREET

Mixed-Use Streets are two-lane roadways designed for commercial and residential land use patterns that increase quality of place by incorporating green infrastructure, walkable and transit-friendly elements, and traffic calming that prioritizes pedestrian safety and experience.

### Example Streets for Future Street Type Application:

- Commercial Street
- Cherry Street
- College Street
- Trafficway Street

### Typical Characteristics of Street Type Application:

- Place Types/adjacent land use include Downtown, Mixed-Use, Institutional and Employment, and Residential Neighborhood Place Types to increase interest and walkability and accommodate more densely populated development patterns
- This typology is applicable to two-lane collector, secondary arterials, and some local streets within the functional classification system
- Mixed Use Streets should be prioritized for pedestrians, the pedestrian zone should be generous, safe, and visually interesting. Through the inclusion of artwork and landscaping, the creation of an active, engaged, and living street that is comfortable and enjoyable for the pedestrian is essential in the creation of place.

- Lane widths for vehicles should be as narrow as possible.
- Driveway placement and property access is consolidated and managed to improve traffic flow and minimize back-ups and conflicts with pedestrians and vehicle traffic
- Multi-use paths are installed on one side of the street and sidewalks on the opposite side and are separated to the greatest degree possible from traffic by a tree lawn or landscape barrier
- Decorative street and pedestrian lighting, marked crosswalks, and signals are installed to enhance and promote pedestrian circulation and increase safety
- Mixed use streets can be converted to pedestrian-only malls to support festivals and seasonal events
- Transit service is prioritized with frequent stops, that are connected to sidewalks and improved with well-lit bus shelters and live timetables
- Bike racks are installed, and on-street parking and delivery is incorporated to support commercial and residential land uses and calm traffic
- Quality designed elements are incorporated into streetscapes, along with necessary road diets and landscaped gateway elements, roundabouts, islands, medians, and bulb-outs to calm traffic and enhance quality of place
- Green infrastructure is incorporated, that includes elements such as street trees, landscaping, rain gardens, and bioswales to improve water quality and reduce runoff, while improving the aesthetics and enhancing quality of place

- Integrating native plants in the landscape shall be prioritized, as they are a critical component of connecting the built environment to the natural surroundings. Plants should be low water use/drought tolerant to enhance resiliency and ease maintenance
- The key concept of the green infrastructure is to retain, detain, infiltrate, and/or filter runoff from the street and sidewalk in landscaped areas behind existing or proposed curbs (either in the median or outside of the street). This approach treats stormwater as a resource, encouraging the capture and use of the water as near to the source as possible
- Infrastructure and management of electric vehicle charging stations and micro-mobility options are coordinated in larger markets and campus settings
- Public Transit Signal Prioritization (TSP), Traffic Signal Coordination (TSC), wayfinding signage, and Traveler Information Systems (TIS) and other emerging Intelligent Transportation System (ITS) improvements are incorporated
- Utilities are buried or are consolidated overhead to minimize conflicts with street trees, pedestrian infrastructure and viewsheds
- Mixed Use Streets are designed to target speeds of 25-35 mph
- Mixed Use streets should provide on-street parking, either parallel or diagonal, as a business amenity and pedestrian barrier



NOTE: Image is for illustrative purposes only.



## COMMERCIAL CONNECTOR STREETS

Commercial Connector Streets serve commercial and light manufacturing land use patterns. While traditionally designed for an auto-oriented environment with high speeds and high traffic volumes, future designs can increase quality of place by incorporating green infrastructure, walkable and transit-friendly elements, and traffic calming.

### Example Streets for Future Street Type Application:

- Jefferson Avenue
- Campbell Avenue
- Grand Street

### Typical Characteristics of Street Type Application:

- Commercial Connectors are integrated within City Corridor, Industry and Logistics, Business Flex, and Institutional and Employment Place Types to increase interest and walkability and accommodate more densely populated development patterns
- This alternative design is applicable to collector, secondary, and primary arterial streets within the functional classification system

- Driveway placement and property access is consolidated and managed to improve traffic flow and minimize back-ups and conflicts with pedestrians and vehicle traffic
- Shared-use paths are installed on one side of the street and sidewalks on the opposite side and are separated to the greatest degree possible from traffic by a tree lawn or landscape barrier
- Decorative street and pedestrian lighting, marked crosswalks, and signals are installed to enhance and promote pedestrian circulation and increase safety
- Transit service is prioritized with frequent stops, that are connected to sidewalks and improved with well-lit bus shelters and live timetables
- Quality designed elements are incorporated into streetscapes, along with necessary road diets and landscaped gateway elements, roundabouts, islands, medians, and bulb-outs to calm traffic and enhance quality of place
- Green infrastructure is incorporated, that includes elements such as street trees, landscaping, rain gardens, and bioswales to improve water quality and reduce runoff, while improving the aesthetics and enhancing quality of place
- Integrating native plants in the landscape shall be prioritized, as they are a critical component of connecting the built environment to the natural surroundings. Plants should be low water use/drought tolerant to enhance resiliency and ease maintenance
- The key concept of the green infrastructure is to retain, detain, infiltrate, and/or filter runoff from the street and sidewalk in landscaped areas behind existing or proposed curbs (either in the median or outside of the street). This approach treats stormwater as a resource, encouraging the capture and use of the water as near to the source as possible
- Public Transit Signal Prioritization (TSP), Traffic Signal Coordination (TSC), wayfinding signage, and Traveler Information Systems (TIS) and other emerging Intelligent Transportation System (ITS) improvements are incorporated
- Utilities are buried or are consolidated overhead to minimize conflicts with street trees, pedestrian infrastructure and viewsheds
- Commercial Connectors are designed to target speeds of 30-40 mph



NOTE: Image is for illustrative purposes only.

## NEIGHBORHOOD CONNECTOR

Neighborhood Connectors are typically two-lane streets with on-street parking, sidewalks, and are designed to provide access to a diverse range of housing types and local neighborhood supporting services. These streets provide character enhancing quality of place, promoting safety, a walkable environment and sense of community.

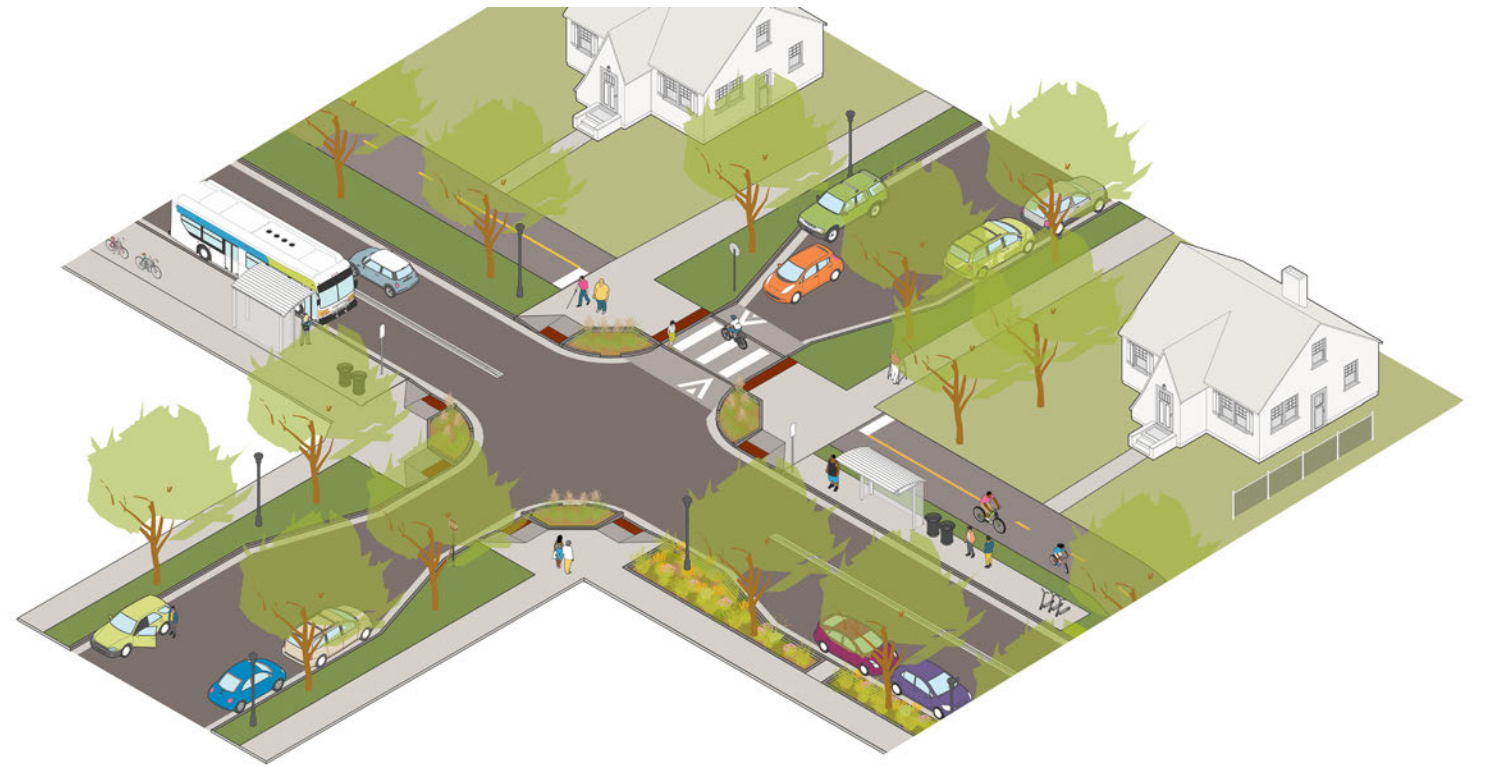
### Example Streets for Future Street Type Application:

- Walnut Street
- Atlantic Street
- Mount Vernon Street

### Typical Characteristics of Street Type Application:

- Place Types/adjacent land use include Downtown, Mixed-Use, Institutional and Employment, and Residential Neighborhood Place Types to increase interest and walkability and accommodate more densely populated development patterns
- This typology is applicable to two-lane collector, secondary arterials, and some local streets within the functional classification system
- Driveway placement and property access is consolidated and managed to improve traffic flow and minimize back-ups and conflicts with pedestrians and vehicle traffic
- Multi-use paths are installed on one side of the street and sidewalks on the opposite side separated from traffic by a tree lawn or landscape barrier
- Decorative street and pedestrian lighting, shared marked crosswalks, mid-block crossings, and pedestrian signals are installed to enhance and promote the pedestrian, and increase safety to prioritize active and vibrant placemaking near neighborhood nodes and denser residential areas
- Transit service is prioritized on some Neighborhood Connectors with semi-frequent stops, that are connected to sidewalks and improved with well-lit bus shelters and live timetables

- Neighborhood Connectors include design elements such as reduced lane widths, on-street parking, roundabouts, medians, and bulb-outs to calm traffic and enhance quality of place
- Green infrastructure is incorporated, that include elements such as street trees, landscaping, rain gardens, and bioswales to improve water quality and reduce runoff, while improving the aesthetics and enhancing quality of place
- Integrating native plants in the landscape shall be prioritized, as they are a critical component of connecting the built environment to the natural surroundings. Plants should be low water use/drought tolerant to enhance resiliency and ease maintenance.
- The key concept of the green infrastructure is to retain, detain, infiltrate, and/or filter runoff from the street and sidewalk in landscaped areas behind existing or proposed curbs (either in the median or outside of the street). This approach treats stormwater as a resource, encouraging the capture and use of the water as near to the source as possible
- Utilities are buried or are consolidated overhead to minimize conflicts with street trees, pedestrian infrastructure and viewsheds
- Neighborhood Connectors are designed to support moderate traffic volumes and lower speeds of 25-30 mph



NOTE: Image is for illustrative purposes only.

## NEIGHBORHOOD LOCAL STREET

Local neighborhood streets are two-lane roads with on-street parking and sidewalks, designed to provide access to residential neighborhood homes and supporting services. Streets are enhanced to spark new investment, increase neighborhood pride and identity, and promote safety, walkability, and quality of place.

### Example Streets for Future Street Type Application:

- Portland Street
- Broadway Avenue
- Fremont Avenue

### Typical Characteristics of Street Type Application:

- Place Type/adjacent land use include the Residential Neighborhood and Mixed Residential Place Type. These Place Types largely support a diverse range of residential and multi-family housing, in addition to support services and uses customarily located in a residential neighborhood
- This typology is applicable to two-lane local streets within the functional classification system
- Driveway placement and property access is provided to all properties
- Decorative street and pedestrian lighting and sidewalks are installed on at least one side of the street and are separated from traffic by a tree lawn or landscape barrier
- Crosswalks are installed to enhance and promote pedestrian circulation and increase safety
- Sidewalks and pedestrian networks are well-connected to the greenway and trail network

- On-street parking is permitted on at least one side of the street
- Quality designed elements are incorporated into streetscapes, along with necessary road diets and landscaped gateway elements, roundabouts, islands, medians, and bulb-outs to calm traffic and enhance quality of place
- Green infrastructure is integrated, that include elements such as street trees, landscaping, rain gardens, and bioswales to improve water quality and reduce runoff, while improving the aesthetics and enhancing quality of place
- Utilities are buried or are consolidated overhead to minimize conflicts with street trees, pedestrian infrastructure and viewsheds
- Neighborhood Local Streets are designed to support low traffic volumes and low speeds of 20-25 mph



NOTE: Image is for illustrative purposes only.

## URBAN PARKWAY

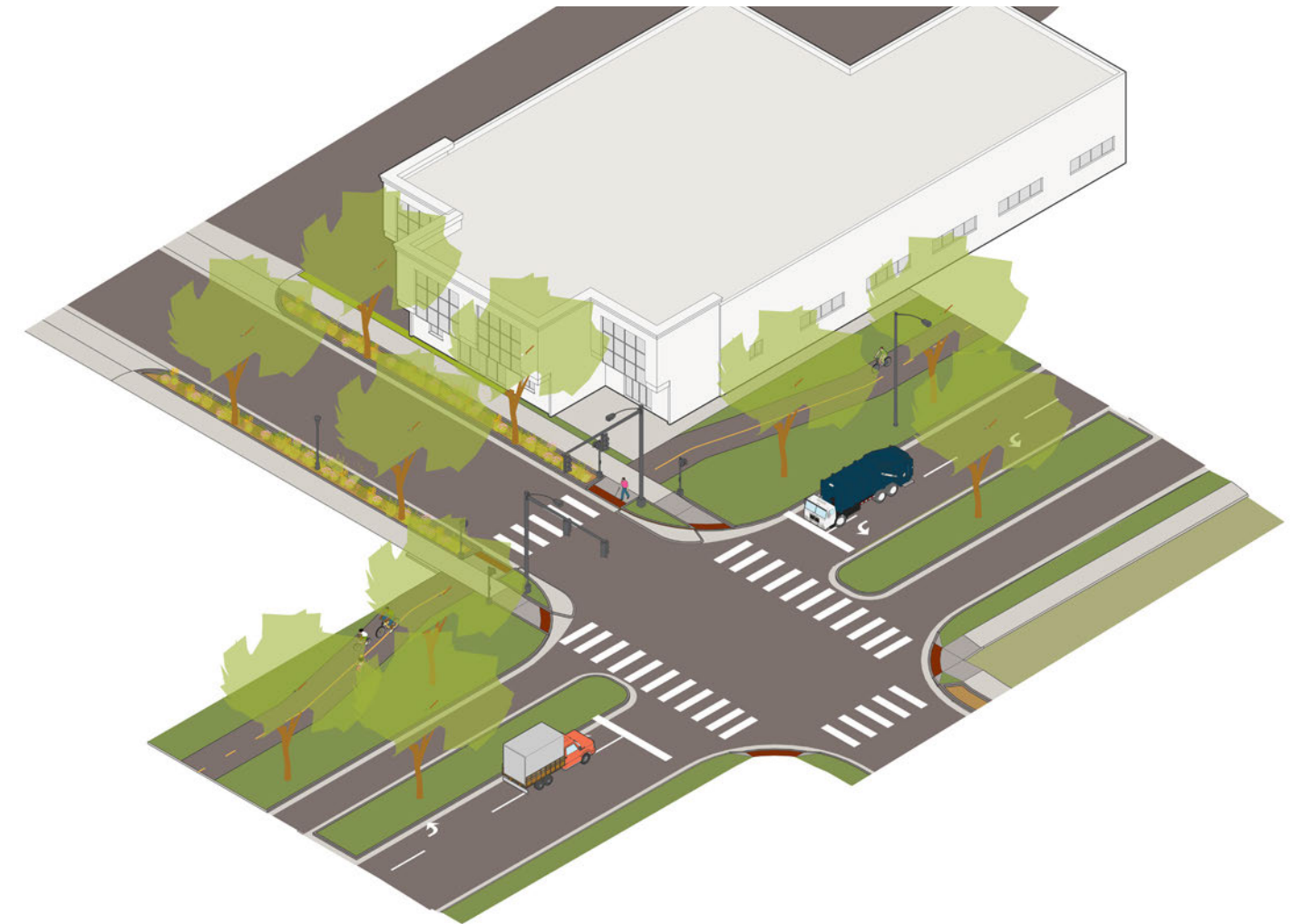
Urban Parkways are divided expressways and arterials that are largely auto-oriented but have been transformed into landscaped thoroughfares designed to improve and beautify the City while efficiently moving higher volumes of traffic at moderate to high speeds. Routes selected for parkway classification would be limited and would require support and cooperative agreements with the Missouri Department of Transportation

### Example Streets for Future Street Type Application:

- Kansas Expressway
- Chestnut Expressway
- West Bypass
- Sunset Street

### Typical Characteristics of Street Type Application:

- Urban Parkways are integrated alongside a variety of Place Types, connecting neighborhoods, commercial areas, employment centers, and other key destinations across the City
  - Some Parkway conversions are under the jurisdiction of the Missouri Department of Transportation and will require interjurisdictional agreements to implement the Parkway typology
  - Parkways do not provide direct access to individual properties and are significantly spaced apart from intersections to help ensure efficient movement of traffic
  - Auto-orientated traffic is prioritized on Parkways to increase the efficient movement of vehicle traffic, but can also support multi-modal infrastructure
  - Multi-use paths, sidewalks, and enhanced crosswalks are constructed alongside Parkways to increase connectivity between trails, greenways, neighborhoods, and other community destinations and are safely separated from traffic by a tree lawn or landscaped buffers
  - Transit traffic is prioritized along parkways, with stops, shelters, and live timetables provided mainly from secondary street connections serving neighborhoods, commercial areas, employment centers, and other key destinations
- Quality infrastructure designs that incorporate art, culture, and connection to the nature are integrated into street lighting, overpasses, underpasses, signaled intersections, crosswalks, roundabouts, and medians to enhance the experience, improve traffic flow, increase safety, and control the movement of non-vehicular traffic
  - Green infrastructure is incorporated into Parkway design with elements like street trees, landscaping, rain gardens, and bioswales to improve water quality and reduce run-off, while improving the aesthetics and enhancing quality of place
  - Transit Signal Prioritization (TSP), Traffic Signal Coordination (TSC), wayfinding signage, and Traveler Information Systems (TIS) and other emerging Intelligent Transportation System (ITS) improvements are incorporated into Parkways
  - Utilities are buried or are consolidated overhead to minimize conflicts with street trees, pedestrian infrastructure and viewsheds, enhancing the scenic experience of the City
  - Parkways are designed to support moderate traffic volumes and lower speeds of 40+ mph



NOTE: Image is for illustrative purposes only.

## SHARED STREET

Shared Streets are transformed to increase quality of place by prioritizing pedestrian use and experience over that of vehicles with extremely low traffic volumes and speeds.

### Example Streets for Future Street Type Application:

- South Avenue
- Park Central Square / East and West
- Mill Street

### Typical Characteristics of Street Type Application:

- Place Types/adjacent land use include Downtown, Mixed-Use, and Institutional and Employment Place Types to increase interest, experience, walkability, and accommodate more densely populated development patterns associated with highly urbanized areas
- This typology is applicable to two-lane collector, secondary arterials, and some local streets within the functional classification system
- Driveway placement and property access is consolidated and highly managed to restrict vehicle use and traffic flow at times, elevating the pedestrian and micro-mobility use

- Wide meandering sidewalks are installed alongside mountable or curbless traffic lanes, where shared café spaces, pedestrian plazas, and malls occupy the remaining public right of way
- Decorative street and pedestrian lighting, marked crosswalks, and signals are installed to enhance and promote pedestrian circulation and increase safety
- Shared Streets are routinely utilized by slow-moving vehicles but can be converted to pedestrian-only malls to support festivals and seasonal events
- Transit service is prioritized with frequent stops and live timetables
- Infrastructure and management of micromobility options are coordinated
- Bike racks are installed, and on-street delivery spaces are incorporated to support commercial uses
- Quality designed elements are incorporated into streetscapes, including artwork, multi-colored pavers, crosswalks, gateway elements, tree-wells, planters, roundabouts, landscaped islands, medians, and bulb-outs to calm traffic and enhance quality of place
- Green infrastructure is incorporated, that include elements such as street trees, landscaping, rain gardens, and bioswales to improve water quality and reduce runoff, while improving the aesthetics and enhancing quality of place

- Integrating native plants in the landscape shall be prioritized, as they are a critical component of connecting the built environment to the natural surroundings. Plants should be low water use/drought tolerant to enhance resiliency and ease maintenance
- The key concept of the green infrastructure is to retain, detain, infiltrate, and/or filter runoff from the street and sidewalk in landscaped areas behind existing or proposed curbs (either in the median or outside of the street). This approach treats stormwater as a resource, encouraging the capture and use of the water as near to the source as possible
- Public Transit Signal Prioritization (TSP), Traffic Signal Coordination (TSC), wayfinding signage, and Traveler Information Systems (TIS) and other emerging Intelligent Transportation System (ITS) improvements are incorporated
- Utilities are buried or are consolidated overhead to minimize conflicts with street trees, pedestrian infrastructure and viewsheds
- Shared Streets are designed to target speeds of 15 mph or less



NOTE: Image is for illustrative purposes only.

# GOAL 4: Implement projects that are fiscally-responsible.

## 4.1 PURSUE DIVERSE FUNDING STRATEGIES

Actively pursue a diverse set of funding strategies, including state and local funding and public-private partnerships.

Securing funding and pursuing a diverse set of funding sources will be key to implementing the recommendations of this plan. At the time of this writing, it was not yet clear what new programs may be put in place as part of the new federal transportation funding bill, but it is expected that programs will expand and contain more multimodal funding opportunities. The City should partner with other agencies at the state and local level as well as private business entities and non-profit organizations to fund transportation projects and programs. The City should continue to collaborate with the State of Missouri to leverage state funds and local dollars into larger transportation projects. Recently, the State Legislature passed an expansion of the state fuel tax. Revenues from this tax will be shared with cities and counties, including Springfield. The community's support of the expansion and sourcing of a stable funding supply on a state level will be key to providing continued improvements to the transportation network.

Locally, the City has funded improvements to the transportation network through the passage of local sales taxes; the 1/8 Cent Transportation and 1/4 Cent Capital Improvements sales tax. These taxes provide funds that help to maintain and expand the transportation network in Springfield. Expansion of these funding resources would assist in building out the multimodal transportation network as well as improving safety, maintenance, and placemaking. Expanding these resources will also allow the City to leverage these funding sources with other government agency partners to provide a greater return on investment. In addition, the following should be considered:

- Research and identify alternative funding strategies for transportation and placemaking projects, such as a public-general fund, impact fees, and a dedicated tax.
- Seek public private partnerships to offset the cost of infrastructure not only for system expansion, but for system enhancements and future maintenance.
- Assign a member of staff, or hire a new staff member, with the role of identifying and securing funding beyond the normal revenue sources.
- Include trail and sidewalk maintenance in the maintenance budget for street maintenance.

## 4.2 ENSURE EQUITY IN TRANSPORTATION INVESTMENTS

Ensure equity in transportation investments through well-defined selection criteria, public input, and a transparent process.

Ensuring that everyone has access to safe, comfortable, affordable, and healthy transportation choices is an essential goal and responsibility of transportation in Springfield. Recognizing systemic inequities in the built environment is an important step in improving access to mobility options for all residents. The City should work to include screening tools in its project selection criteria that will help prioritize investment in areas that have historically been disadvantaged, enhance connectivity, and provide needed access to opportunity.

### PUBLIC INPUT

The City should work closely with the community to solicit project feedback as part of project selection and clearly communicate project information, costs, and benefits to the community through multiple communication channels.

### EQUITY LENS

Further guidance is expected from USDOT related to equity as part of the Infrastructure Investment and Jobs Act (IIJA), but a combination of variables that include, but are not limited to, the following should be considered when establishing project selection criteria and prioritization:

- Low income and high and/or persistent poverty
- High unemployment and underemployment
- Racial and ethnic residential segregation, particularly where the segregation stems from discrimination by government entities
- Linguistic isolation
- High housing cost burden and substandard housing
- Distressed neighborhoods
- High transportation cost burden and/or low transportation access
- Disproportionate environmental stressor burden and high cumulative impacts
- Limited water and sanitation access and affordability
- Disproportionate impacts from climate change
- High energy cost burden and low energy access
- Jobs lost through the energy transition
- Access to healthcare and food

## 4.3 SEEK HIGH-RETURN PROJECTS

Seek projects that provide a high return on investment and benefit diverse user groups.

With limited resources for transportation dollars, engaging the community to help identify and prioritize projects is key to having a significant impact on the transportation network. In addition to utilizing the current metrics identified by transportation engineering staff, additional categories should be explored that would align with the community desires for the transportation network and to ensure equity. Additional categorical considerations could include quality of place, multimodal, equity, public health, anticipated land uses, proximity to community amenities/facilities, and economic development. The process should adapt to the community's desires and keep the public as a key stakeholder in the project selection process.

### City-Wide Improvements

Rank	Project Name
1	Campbell & Walnut Lawn
2	National & Division
3	Kansas Expwy & Walnut Lawn
4	Kansas Expwy & Sunset St.
5	National Ave, Walnut Lawn to Battlefield
6	Central Street - Phase 2, Campbell to Clay

Source: City-Wide Improvement Programs Pamphlet



## GOAL 5: Leverage our transportation network as an asset and impetus for economic development and tourism.

A safe, convenient, reliable, and attractive transportation system is critical to support healthy neighborhoods and a strong local economy. Improving the pedestrian, bike, transit, and roadway networks will be key to ensure residents and visitors can access shops, jobs, and other destinations by a variety of modes. Through regional collaboration, the City must also plan for the efficient movement of goods, recognizing the importance of freight movement along highways, airports, and railroads. Strengthening the City's transportation networks, and community access to them, will help the City capitalize on Springfield's central location in the region to attract more businesses, visitors, and residents to the City.

### 5.1 LEVERAGE TRANSPORTATION FOR ECONOMIC DEVELOPMENT

COMMUNITY PHYSICAL IMAGE

**Leverage and promote the benefits of the transportation vision, goals, and strategies to attract new businesses, visitors, and workers to the region.**

Springfield's location within the regional, state, and national transportation network provides an opportunity to promote this location for business attraction. The City should market the Springfield metropolitan area's transportation network as an asset from an economic development standpoint. The City should promote its location within the state and country to attract businesses and companies looking to locate within a vibrant community with a robust transportation network.

The City should also work with surrounding communities and regional transportation partners, such as OTO, to make strategic investments that benefit the region.

An attractive, inviting street network is a fundamental component of economic vitality. The City should harness previous and new investments in walkability, placemaking, landscaping, and programmed maintenance into marketing Springfield as a great place to do business.

### 5.2 ENSURE EFFICIENT MOVEMENT OF GOODS

COMMUNITY PHYSICAL IMAGE

**Work with the freight industry to enhance the movement of goods.**

The City should plan for the efficient movement of goods, recognizing the importance of freight and its movement to the local economy including highway, air, and rail access. This must be done while also ensuring that designated truck routes do not interfere with Springfield's residential and low intensity neighborhoods. The City should continue to locate industrial centers adjacent to major freeways and rail facilities, which helps reduce large/small vehicle conflicts and encourage efficient freight movement. The community should work with the freight industry to identify any potential gaps or system deficiencies that could be remedied and develop context-sensitive solutions.

### RAIL FREIGHT

The Railroad Reconfiguration Study, completed in November 2006 in cooperation with the City of Springfield, MoDOT, BNSF, MN&A, UPRR and the Ozark Transportation Organization. The Rail Study provides concepts for grade separations citywide and reconfiguration of lines in center city to improve safety and efficiency and achieve the goals of community adopted plans, primarily the Jordan Valley Concept Plan.

Representatives from the organizations met annually through 2014 to review the Study, discuss current operations and develop an annual action plan. As a result many recommendations in the Study have been achieved to improve safety and efficiency for rail and vehicular transportation and lay the groundwork for realizing the vision for Jordan Valley and downtown revitalization, including the Renew Jordan Creek, expansion of Jordan Valley Park, Commercial Street Frisco Lane, and more. An example includes the construction West Wye and Grade Separations at Chestnut.

In recognition of the many changes and projects implemented over the years since the original Study was completed, an update is warranted. It is recommended that the 2006 Railroad Study be updated to reflect the current status of railroad operations and priorities and the community goals outlined in the Comprehensive Plan.

### 5.3 IMPROVE KEY TRANSPORTATION ROUTES

COMMUNITY PHYSICAL IMAGE

**Encourage development and placemaking efforts along key transportation routes and gateways.**

#### NODAL DEVELOPMENT

The City should promote development and redevelopment in and around key transportation nodes and corridors to take advantage of existing infrastructure with sufficient capacity. In addition, the City should direct investment towards visually enhancing the transportation system at key transportation nodes, highly trafficked routes, and gateways, which can stimulate economic development. The City should work with MoDOT to identify overpasses and major interchanges to develop signage, landscaping, gateways, and other placemaking features at key entry points to the City. In addition, quality of place improvements to bridge approaches and horizontal members crossing I-44, US 65 and US 60 (James River Freeway) should be considered.

#### CORRIDOR MASTER PLANS AND ACCESS MANAGEMENT

In concert with the subarea plans for Glenstone Avenue and Chestnut Expressway, the City should support the development of additional corridor plans for comparable major roadways including, but not limited to:

- Kearney Street
- Sunshine Street
- Battlefield Street
- Republic Road
- National Avenue
- Campbell Avenue

Of specific focus should be the implementation of an access management plan and strategic plans to activate and enhance use and design of key intersections, destinations, and activity nodes along these important routes.

### 5.4 SUPPORT REGIONAL CONNECTIONS

COMMUNITY PHYSICAL IMAGE

**Strengthen regional transportation connections to increase commerce and tourism.**

#### AIRPORT

Continued support and expansion of the airport is key to growth within the community. The City should revamp the administration of, and access to and from, the Springfield-Branson National Airport to ensure access to and from the airport is efficient, safe, and attractive, as this is the first and last impression of many visitors. The community should work with the airport to ensure sufficient facility and runway capacity for passenger, commercial, general aviation, and military use and support future expansions as needed. In addition to passenger travel, the community should strategically plan for logistics and freight connectivity to and from the airport, recognizing its significant role in the regional economy. The City should invest in infrastructure and development projects that leverage the influx of development further west to enhance expansion of public and private facilities at and around the perimeter of the airport. The value of high-quality design should be integrated into public and private development projects as the City conducts reviews of new projects at or near the airport.

### PASSENGER RAIL

The City should work with the State of Missouri and regional communities to implement the 2012 Missouri Rail Plan, which recommends the expansion of passenger rail services to Springfield from both St. Louis and Kansas City.

### HIGHWAY IMPROVEMENTS

Highway improvements are important to regional connectivity. Specifically, this plan supports federal designation of I-44 interstate loop; US 360 / 60 (James River Freeway) and US 65.

### TRAILS OF REGIONAL SIGNIFICANCE

The City should continue to support the identification and development of trails of regional significance, which provide for key connections between the City and the communities of the greater Springfield area. This will further enhance Springfield's status as the premier outdoor destination in the Midwest while providing numerous opportunities for tourism, local commerce, and another option for commuters. Some examples include the Chadwick Flyer Trail and the northward expansion of the Frisco Highline Trail.



# CHAPTER 10 INFRASTRUCTURE & COMMUNITY FACILITIES

***In this chapter***

- Goal 1: Continue to provide excellent community services and facilities for all*
- Goal 2: Provide safety-focused, fiscally responsible, and high quality infrastructure*
- Goal 3: Develop infrastructure and community facilities in a sustainable manner*
- Goal 4: Coordinate with local and regional stakeholders*
- Goal 5: Establish diverse funding strategies*
- Goal 6: Foster public ownership and community identity*

Infrastructure and community facilities play a large role in the quality of place and livability of a community. Investments into infrastructure and community facilities should go beyond pure function, with the goal to improve sense of place and community identity. Beautification efforts should be integrated into infrastructure initiatives, promoting components like green infrastructure and public art. Community facilities should be designed to promote resident pride by incorporating sustainable and eco-friendly design best principles, advanced technologies, and cultural components representative of the community. Key community facilities, like libraries, schools, police and fire stations, and healthcare facilities should continue to be supported and expanded with growth, ensuring all residents are equitably served and can safely reach services through a variety of transportation modes. Quality infrastructure is vital to a strong economy as it provides the business community with the means to power businesses, connect workers and goods, and trade. Together with regional partners, the City should proactively plan for improvements to and expansion of infrastructure and community facilities to support future economic growth and development. This includes stormwater, sanitary sewer, recycling, solid waste, and water infrastructure, which are all essential components to supporting a productive economy and a wide range of employment opportunities.

Look for these icons identifying theme-related strategies!

- COMMUNITY PHYSICAL IMAGE 
- ARTS, CULTURE & HISTORIC PRESERVATION 
- HEALTH & WELL-BEING 



# GOAL 1: Continue to provide excellent community services and facilities for all Springfield residents as the community grows.

## INFRASTRUCTURE AND COMMUNITY FACILITIES OVERVIEW

Community facilities and infrastructure are essential in maintaining Springfield's high quality of life and ensuring the City is a safe and attractive place to live. Community facilities include public entities and private organizations that offer services to improve the livability of the City, including fire and police protection, arts and culture, library, education, and healthcare services. Infrastructure includes stormwater, sewer, and water lines, which provide residents with critical municipal services for day to day living. The right investments into community facilities and infrastructure can elevate the City's quality of place, community identity, and economic position, and fosters a place of equity, diversity, and inclusion.

While the City of Springfield continues to strive for excellence in addressing the community's needs, many of the services needed for high quality of life are provided by entities other than the City. Springfield also shares a common utility provider, school system, and emergency services with neighboring communities in the metropolitan area. It is therefore critical that the City continues to maintain open communication and promotes collaboration between agencies for the provision of efficient and quality services. This includes both within city limits and in unincorporated urbanized areas. Springfield should lead the way in providing superior services and facilities in the region, setting the example in collaborative planning and environmental stewardship.

## 1.1 ENHANCE PUBLIC SAFETY SERVICES

HEALTH & WELL-BEING



### Work with Springfield's fire and police departments to expand and enhance public safety services with growth.

Public safety is a key component of providing an attractive, livable community with high quality of life. Crime was identified as a top issue by community members during the *Forward SGF* outreach process, including violent crime, domestic violence, and drug culture and addiction. As Comprehensive Plans are not intended to provide exhaustive direction on public safety policy, a focused approach with regional public safety providers and partner agencies should be completed to form a regional public safety plan. The following sections provide an overview of area fire and police departments, along with future projects to expand and enhance public safety services in the community.

### FIRE PROTECTION

#### Springfield Fire Department

The Springfield Fire Department (SFD) covers an area of nearly 84 square miles with 12 fire stations located throughout the City. The SFD has a total of 236 employees (227 sworn and 9 nonsworn employees). It is made up of two Sections, Emergency Services and Support Services, and three Divisions: Fire Operations Division, Community Risk Reduction Division, and the Safety and Training Division.

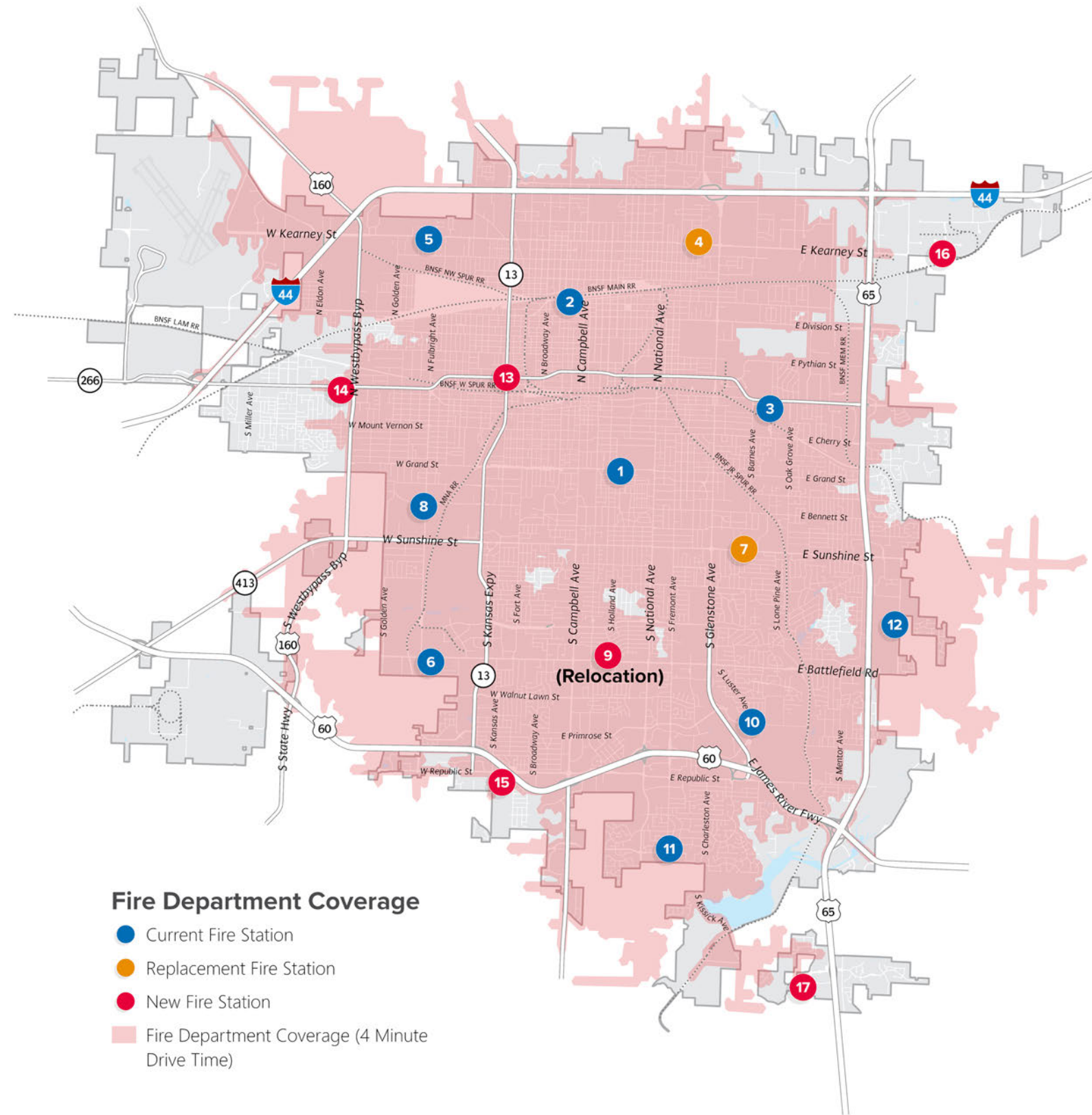
The Department has an Insurance Services Office (ISO) rating of 2 on a Public Protection Classification scale of 1 to 10, where 1 indicates superior fire protection while 10 indicates failure to meet minimum criteria. The rating is based on an area's fire alarm and communication systems, the fire department's equipment, staffing, fire prevention and training activities, and the water supply system. The SFD is one of seven in the State of Missouri with a rating of 2 and is internationally accredited through the Center for Public Safety Excellence.

#### Facility Upgrades

With increasing emergency response coverage by the SFD as the City has grown, the need for expansion and additional fire stations in underserved areas was identified. The SFD Facilities Master Plan was created to forecast the needs of the Fire Department until 2028. It identifies locations for two future fire stations (Fire Stations 13 and 14) to serve neighborhoods in the West and West Central sections of the City. The plan also calls for existing Fire Stations 4 and 7 to be reconstructed, and for Station 9 to be relocated near Sunset street and Jefferson Avenue. The renewal of the Level Property Tax by resident voters in 2017 set the path for these improvements. The following map shows locations of current and future fire station locations.

#### Neighboring Fire Districts

Greene County is served by several fire districts, such as of Republic, Brookline, and Battlefield. The City should continue to work collaboratively with these districts as the City grows.





## LAW ENFORCEMENT

### Springfield Police Department

The Springfield Police Department was founded in 1858, comprising a chief and two officers to serve a population of 1,200. The Department has grown to comprise 368 sworn officers and 85 civilian employees today, serving an area of 82.5 square miles and a population of more than 167,000 people. The Springfield Police Department is divided into two bureaus:

1. **Uniform Operations:** This is the larger of the two bureaus with more community contact. This group responds to immediate calls for service (over 100,000 per year), conducts traffic enforcement and crash investigations, handles crisis situations through the Special Response Team, manages hostage negotiations and the K9 unit, and includes a Community Services Section focused on crime prevention and community policing initiatives. As of 2020, there are two patrol zones divided into eight beats or patrol areas staffed by 16 patrol squads, along with the Downtown "Entertainment District" patrolled by a separate squad of officers.

### 2. Investigations and Support

**Services:** This bureau is responsible for investigating reported crimes and sending completed investigative reports to the appropriate prosecutor for filing criminal charges. The Criminal Investigations Section investigates property crimes (e.g. burglary and auto theft) and persons crimes (e.g. homicide and rape). The Special Investigations Section is responsible for narcotics, gambling, prostitution, gangs, and extremist group investigations. The Support Services staff manages records and evidence, grant project applications, and budgeting and purchasing activities; coordinates criminal intelligence and crime analysis activities; manages accreditation compliance; and conducts both recruit and in-service training.

## HISTORIC CALABOOSE

The Calaboose, or jail, at 409 West McDaniel Street, is a historic structure dating to 1891. It is the oldest structure owned by the City, which was restored and repurposed as a police substation with a museum on the first floor. The restoration was completed in accordance with the Secretary of the Interior's Standards for Historic Preservation Projects. The State of Missouri Historical Preservation Program was involved throughout the project to ensure a high quality of work for this treasured structure.

### Greene County Sheriff's Office

The Greene County Sheriff's Office (GCSO) covers a jurisdiction of 670 square miles divided into five districts. The GCSO has an operating budget of almost \$18 million. It employs 350 personnel, including 131 sworn deputies, 46 reserves, and three K9 units. On average, the Patrol Division handles 32,000 calls for service a year and makes around 20,000 traffic stops. In 2011, Greene County passed a 1/8 cent sales tax that provided funding for 18 additional patrol deputies. The GCSO is divided into four divisions:

- **Administrative Services:** Responsible for the overall administration of office operations and coordination of office activities, including planning, budgeting, and personnel.
- **Patrol:** Responsible for patrolling unincorporated Greene County and providing full law-enforcement services for over 85,000 people who live outside city limits. It is made up of three squads, each under the leadership of a sergeant and comprising two corporals and 14 deputies.
- **Criminal Investigations:** Provides follow-up investigations on felony cases, locates and arrests wanted felons, and follows drug trafficking and meth labs. It is divided into two sections, crimes against persons (eight detectives) and property crimes (nine detectives).
- **Detention:** Oversees the Greene County Jail with a staff of over 200. The jail has 610 beds and an average daily population of almost 900 inmates and has required the temporary use of modular housing units as well. A new jail, funded by the passage of a Law Enforcement Sales Tax completed construction in 2022.

## CRIME FACTS: CHANGES FROM 2018 TO 2019\*

- 16% Increase in crimes against people
- 20% Increase in aggravated assaults
- 7% Increase in sexual assaults
- 12 Homicides in 2019 vs 16 Homicides in 2018
- 11% Increase in property crimes
- 15% Increase in stolen vehicles
- 5% Increase in burglary
- 12.5% Increase in theft

*\*In 2020 the SPD moved to the National Incident Based Reporting System (NIBRS) comprised of three areas and 52 categories. Comparisons therefore cannot be made to previous years' data collected under the Summary Reporting System (SRS) with two areas and seven categories.*

## FUTURE PUBLIC SAFETY PROJECTS

Coordination among public safety agencies to comprehensively evaluate facility, equipment, staffing, and resourcing needs should be continued on an ongoing basis and develop a plan to meet those needs.

This includes supporting the following improvement projects identified by the departments:

- Support the implementation of the SFD Facilities Master Plan, including relocating Fire Station 9 and add staffing, apparatus, and facilities to new Fire Stations 14, 15, 16, and 17.
- Develop a new Police and Fire Department driving track, which is currently located at the airport and will not be available in the long term.
- Develop a Police Department firing range (indoor or outdoor facility) at a new site.
- Create a new property storage room for the Police Department, which is currently leased at a warehouse.
- Explore funding for the construction of a joint northeast emergency services station to serve growth on the east side of the City.
- Continue to support and expand the SFD's community risk reduction and fire and life safety education programs, to include Project RED Zone, the Free Smoke Alarm Program, and partnership with Springfield Public Schools.

### Crime Prevention Survey

The City of Springfield Police Department should conduct Crime Prevention Through Environmental Design (CPTED) Site Surveys to identify and address safety and security concerns at all municipal facilities. The CPTED approach uses the built and natural environment to reduce the potential for crime while increasing the quality of life in neighborhoods. The CPTED Site Surveys should include recommendations that encompass natural surveillance, territorial reinforcement, access control, and maintenance components. The CPTED Site Survey should also be integrated into the development review process and used as a consultation tool to enhance the safety of site designs into future community projects and private developments.

## 1.2 IMPROVE ACCESS TO HEALTHCARE

HEALTH & WELL-BEING



### Work with regional healthcare providers to improve access to healthcare.

Access to healthcare is a critical component of improving the health and well-being of the Springfield community. The healthcare industry is prominent in the City, making up 17 percent of Springfield's workforce, with major providers like Mercy Hospital and CoxHealth concentrated in city limits. Despite this, 15 percent of adults are uninsured compared with 13 percent nationally. Notably 13 percent of County residents experience frequent mental distress compared to 11 percent for Missouri as a whole. This showcases the need to better connect residents with quality healthcare services through close coordination with regional healthcare providers.

### MAJOR HEALTHCARE PROVIDERS

Springfield's primary healthcare facilities provide vital services to area residents and represent major employers within the City and the region. Key healthcare providers within the region include:

#### Mercy

The Mercy Hospital system has been ranked one of the top five largest U.S. health systems from 2016 through 2019. Serving millions each year, Mercy is a cutting-edge healthcare provider that is charged with "providing the region with high-quality care and an experience that is easier and more personal."

Founded in 1891, Mercy Hospital Springfield, located at Sunshine Street and National Avenue, houses 886 beds that serve people throughout southwest Missouri and northwest Arkansas.

#### CoxHealth

CoxHealth is the largest employer in the Springfield region, offering high-quality medical services to populations in Southwest Missouri and Northwest Arkansas. The locally owned, not-for-profit health system headquartered in Springfield has two large campuses in the City: the southern campus surrounding National Avenue and Primrose Street and the northern campus at Boonville Avenue and Division Street. There is a total of 31 CoxHealth facilities in Springfield, ranging from walk-clinics to the Cox Medical Center South Emergency and Trauma Center, and from the Meyer Orthopedic and Rehabilitation Hospital to the CoxHealth Surgery Center.

#### Burrell Behavioral Health

Burrell Behavioral Health is the second largest behavioral health provider in Missouri that provides a wide variety of services, including therapy and counseling, psychiatric services, addiction recovery, crisis intervention, and residential treatment. It aims to increase access to behavioral health services through individualized care and quality practices, collaborating with families, schools, healthcare systems, and other networks.

#### Jordan Valley Community Health Center

Located in Downtown Springfield, Jordan Valley Community Health Center is a Federally Qualified Health Center (FQHC) that offers comprehensive care for families in Southwest Missouri.

Services include adult and family medicine, behavioral services, community services, dental, express care, mobile and school-based care, pharmacy, vision, women's health, and virtual visits. It also helps connect patients with food, housing, Medicaid enrollment, and employment and legal assistance.

#### Burrell Behavioral Crisis Center

The Burrell Behavioral Crisis Center, located at 800 S. Park Avenue, is a 24/7 walk-in facility that recently opened in 2020. It was funded with significant contributions from Greene County, the Missouri Foundation for Health, with additional financial contributions from local healthcare partners CoxHealth, and Mercy. The center provides access to critical services like immediate psychiatric care, Medication-Assisted Treatment for opioid use, psychiatric assessment, initial assessment eligibility determination, brief therapy, peer support services, 23-hour observation, and referral to appropriate follow up treatment.

### TOP ASSESSED HEALTH ISSUES

Ensuring access to quality healthcare services is essential to improving the health and well-being of Springfield residents. In 2019, organizations across the Ozarks, including the Springfields-Greene County Health Department, CoxHealth, and Mercy Hospital, worked together to create the Regional Health Assessment and the Community Health Improvement Plan (CHIP) to better understand the health, behaviors, and needs of the population they serve. Through this data-driven health assessment, which is completed every three years, the group seeks to guide future efforts in improving regional health and wellness.

Common threads of issues identified included access to healthcare, mental health, physical activity, social determinants of health, and tobacco use. The three prioritized health issues identified in 2019 were the following:

- **Lung Disease:** One in four people use tobacco in the Southwest Missouri region, with diseases of the respiratory system accounting for 38% of diagnoses in the area Emergency Departments (ED).
- **Cardiovascular Disease:** Twenty-three percent of visits to area EDs are due to issues related to the circulatory system, including high blood pressure, high cholesterol, and smoking. In the region, one in four people do not get enough physical activity and 32% are considered obese.
- **Mental Health:** Twenty-one percent of visits to area EDs are due to mental, behavioral, and neurodevelopmental disorders. This rate jumps to over 33% for people between 18 and 64 years old and 41% for people without health insurance. The percent of Greene County residents living at all levels of the Federal Poverty Level is higher than Missouri and the U.S.

The City should continue to collaborate with regional healthcare organizations and agencies to monitor health issues and develop policies and environmental improvements to address them. Review and updates to the CHIP and City's Comprehensive Plan should be coordinated and aligned every five years.

#### Mental Health and Crime

Nationally, there is a strong correlation between poverty and severe mental illness. According to the 2022 Regional Health Assessment, about 15% of residents in Springfield have poor mental health and 24% have depression.

The 2019 Community Mental Health and Substance Abuse Assessment by the Springfield-Greene County Health Department also identified that Greene County has a higher percentage of residents living below the poverty line compared to Missouri and the U.S., as well as a higher number of violent crimes per 100,000 population. This suggests that violent crime, such as homicide, rape, robbery, and aggravated assault, are relatively large challenges in Greene County and are related to poverty and mental health within the community and should be addressed holistically.

### ACCESS TO HEALTHCARE

Insufficient mental health services and access to healthcare, both mental and physical, were identified as important concerns during the *Forward SGF* community outreach process. This issue was identified as a primary factor feeding into concerns regarding at-risk youth, drug use, and homelessness.

Other community concerns related to healthcare included:

- Long wait times for certain healthcare facilities.
- Poor physical access to healthcare.
- High number of uninsured individuals.
- Need to expand Medicaid coverage for eligible individuals.
- Concentration of healthcare facilities located under a few providers leading to higher healthcare costs.
- Local culture and social stigma related to mental health treatment as a barrier for patients seeking care.



## FUTURE HEALTHCARE PROJECTS

To address pressing health issues and improve the health and safety of residents within the community, the City should work with local healthcare providers to increase access to physical, mental, and behavioral healthcare facilities, services, and educational initiatives. Potential strategies include:

- Work with education providers to create school-based health centers in school facilities that provide students with key health services like immunizations, physical exams, sports physicals, and behavioral healthcare.
- Partner with health agencies or nonprofits to create health clinics to provide health services at little to no cost in underserved neighborhoods. Services could include health screenings, mental health services, and access to various education materials.
- Support the development of community wellness centers near or within neighborhoods to provide residents with recreational facilities with designated exercise rooms and multipurpose spaces.
- Partner with local organizations, such as Family Connects International, to provide an all-inclusive home-visit nursing program to support newborns and their families of all incomes.

- Work with local health care providers to implement screening for adverse childhood experiences (ACEs) and trauma with pediatric patients, such as through a Survey of Well-Being for Young Children (SWIC) or Adverse Childhood Experience Surveys (ACES).
- Host health screenings at community events such as festivals and resource fairs to detect and prevent prevalent health conditions.

### Community Health Education

The City should also work with healthcare providers and educational institutions to educate the public on best health practices, starting with the youth. Potential strategies include:

- Continue to work with healthcare providers in creating public education materials and media on health issues, such as smoking/vaping, asthma, mental health, and pollution.
- Work with regional health organizations to provide public education on “Housing is Healthcare” concept, which addresses issues like indoor air quality and lead-based paint hazards.
- Partner with education providers to improve health education initiatives within the school system, such as classes on nutrition and healthy eating habits, substance abuse, self-care, active lifestyles, and mental health.
- Partner with regional organizations and healthcare providers, such as the Community Partnership of the Ozarks (CPO), to implement Youth Mental Health First Aid training into all R-12 Public Schools.

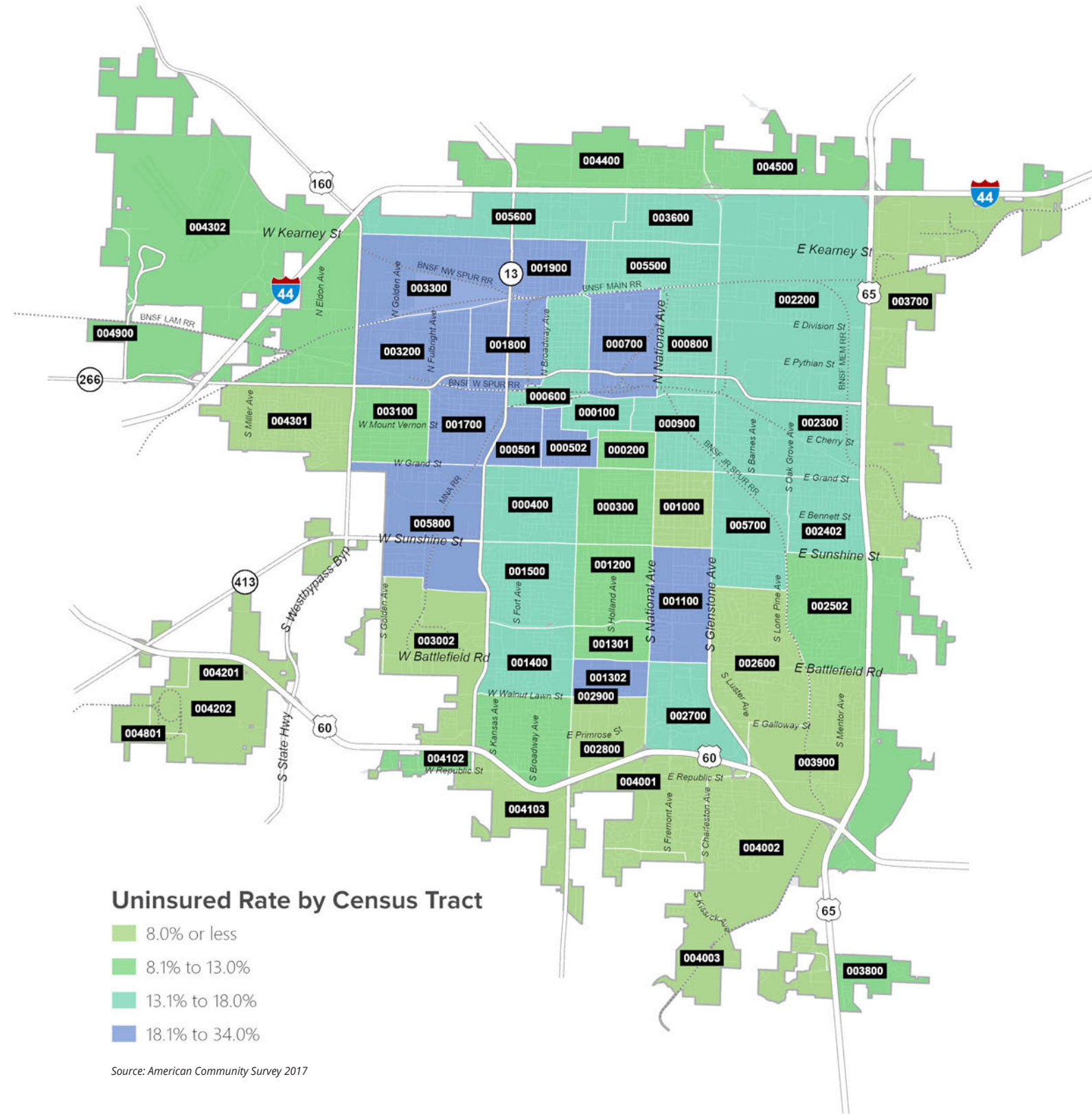
## UNINSURED RATE

The following map displays uninsured rates per census tracts in Springfield. A large cluster of census tracts with an uninsured rate of over 18% exists in the northwestern area of the City, as well as census tract 000700 around Drury University, and census tracts 001100 and 011302 near Battlefield Road and National Avenue. In contrast, census tracts in the southern and most northeastern limits show low uninsured rates.

### Targeting Resources

Inadequate healthcare coverage is one of the greatest barriers to healthcare access. Residents who are uninsured are often less likely to visit major healthcare providers and/or are unable to afford necessary medical services. The City should coordinate with area healthcare providers and agencies to increase healthcare access within underserved areas and expand insurance and Medicaid coverage through public education on enrollment.

The City should continue to support the Health Department’s Community Health Advocates program, and other organizations that provide similar health worker programs, such as Mercy Hospital and Ozarks Technical Community College (OTC). Such programs help connect residents with health and social services through outreach, community education, informal counseling, and social support and advocacy. Health advocates can be considered frontline public health workers who have strong ties with the local community and an understanding of its needs, using this trust to serve as a liaison between services and residents.



## 1.3 SUPPORT ART, CULTURE & HISTORIC PRESERVATION

COMMUNITY PHYSICAL IMAGE



ARTS, CULTURE & HISTORIC PRESERVATION



Grow and leverage Springfield's network of arts, culture, and historic preservation to help anchor beautification, community identity, tourism, and economic development.

### CULTIVATE A CITYWIDE BRAND IDENTITY

A strong positive community identity is essential in creating solidarity among residents, neighborhoods, and establishing solidarity with community stakeholders. Throughout the *Forward SGF* community engagement process, the desire for cultivating and promoting an authentic and interesting brand identity that differentiates the City from others was expressed repeatedly.

As is highlighted in Goal 3: Parks, Greenways, and Natural Resources Chapter, a unified brand highlighting the City's proximity to beautiful outdoor amenities can be used to promote Springfield as the starting point for experiencing the region's natural attractions and landmarks.

The City's Department of Public Information and Civic Engagement has a successful track record in both building a municipal government brand and sustaining high levels of trust through challenging times. The Public Information Office should lead a collaborative effort with Springfield's creatives and community-at-large in developing a unified, yet flexible branding strategy for the region.

Through collaboration, a "branding kit" should be developed to help create a consistent message and theme that helps to communicate the vision, how the brand will be implemented, and how it will all be tied together.

### ASSESS & EXPAND ASSETS

The City must first assess existing assets to understand its needs, issues, and opportunities. This understanding can then be used to guide City codes, policies, and strategies to expand Springfield's collection of art, cultural, and historic assets.

### Create Arts & Culture and Historic Preservation Task Force

The City should consider establishing two task forces: an Arts & Culture Task Force and Historic Preservation Task Force. These teams will act as advisory boards to the City in reviewing policies, codes, and projects. Each team should be made up of a diverse variety of members, such as cultural and historical experts, representatives from local arts and culture organizations, local artists, business leaders, and others. A City champion should also serve on each committee to ensure directly connection to all City efforts.

The Arts & Culture Task Force will be chaired by a representative of the Springfield Regional Arts Council while the Historic Preservation Task Force will be chaired by a member of a similar organization.

Each Task Force should be charged with assisting the City with the following tasks:

- Developing a comprehensive Cultural Plan to be used in conjunction with the Forward SGF Comprehensive Plan to guide the development of arts, culture, and historic assets.
- Recommending sufficient allocation of City funds towards cultural programs, facilities, and organizations.
- Studying the creation of additional funding streams including a Percent for Arts policy.
- Identifying potential amendments to the Zoning Code to support the growth of arts, culture, and historic preservation through City policies, such as allowing for art studio leases by right in residential areas.
- Overseeing the proper implementation of arts, culture, and historic preservation-related codes, policies, and guidelines.
- Exploring the necessity of establishing an office of cultural affairs within the City's structure.
- Expanding the artist network to include international artists alongside the local and regional artists.

### Inventory Existing Assets

In collaboration with local organizations, partners, and the arts community, the City should compile a comprehensive inventory of Springfield's arts, cultural, and historic assets. This will include, but is not limited to, public art installations, museums, historic landmarks, and cultural events. Exemplary assets identified in the survey should be used as a model for future initiatives. The City should work with community organizations, including the Springfield-Greene County Library and the Springfield Regional Arts Council, to leverage databases of artists and organizations. This inventory will help the respective task forces identify areas for expansion and maintenance.

### Community Input

To supplement the inventory of assets, public input should be solicited to gather data on the types of arts and cultural assets community members would like to experience in the City. This includes from residents, businesses, cultural and ethnic groups, and local artists. This survey should be used to inform existing strengths and weaknesses in Springfield's inventory of assets and how to better integrate the arts into infrastructure, streetscapes, and development. Public feedback should come from the proposed app, annual community-wide surveys, focus groups, and continuous communication with the local creative economy.

Data from the inventory and community input should be incorporated into the comprehensive **Cultural Plan**.

### NEW CITY FLAG

After 84 years, the City of Springfield adopted a new flag on March 1, 2022 to mark a time of renewal and pride. The new city flag, adorned with a dark blue and white eight-pointed emblem, called the "Compass Crown" is featured at the center, representing Springfield's role as a crossroads to the nation. The crown is a reference to Springfield's nickname, Queen City of the Ozarks. Three four-pointed stars represent three elements of the city: innovative spirit, connection with nature and Ozarks culture. A broad white horizontal stripe is meant to symbolize the Ozark Plateau, on which Springfield was built, and Route 66. A light blue background represents Ozarks water and skies.



Photo Credit: Springfield, MO Convention & Visitors Bureau



Photo Credit: Springfield, MO Convention & Visitors Bureau



Photo Credit: Springfield, MO Convention & Visitors Bureau



Photo Credit: Springfield, MO Convention & Visitors Bureau

### Create Public Art Commission

The City and collaborating community partners should consider establishing a formal Public Art Commission to facilitate the growing portfolio of public art in the public right-of-way. The Commission would also develop recommendations and best practices for improving City ordinances, facilitating other public art installations, and policies for maintenance of City-owned public art.

The Public Art Commission will work collaboratively with the Arts & Culture Task Force and should be charged with assisting the City with the following tasks:

- Developing design guidelines for future public art installations and cultural assets and providing oversight during the review process of projects. Guidelines should be reasonable and allow for a wide diversity of projects to accommodate the unique culture and character of the individual neighborhoods.
- Address public art infrastructure to support the wide variety of public art projects outlined in Forward SGF.

Establishing a public art team to support current and proposed installations to formalize the relationship between private entities, like Sculpture Walk Springfield and the City, to execute the public art programming efficiently.

- Reviewing ordinances and regulations for public art in public right of way.
- Continue and grow policies and personnel that support ongoing infrastructure, technical, and maintenance support for public art installation.

### Collaborate to Build the Arts

The City should strengthen existing and create new partnerships with local and regional arts and culture organizations to solidify Springfield as a regional arts hub. This includes the following strategies:

- Strengthening the relationship and communication between the City and artists, cultural organizations, and community members to better understand the hurdles to creating in Springfield.
- Identifying opportunities for cultural programs and activities in partnership local artists and cultural organizations.
- Evaluating ways to invest in existing festival and special events infrastructure to support public/private partnerships in order to offer help for growing healthy, efficient, and broadly supported community festivals. This should include evaluating the special events produced by the City to make sure there are no duplication of efforts and resources are utilized efficiently.
- Implementing new connectivity routes, like a shuttle, to ease access to arts, culture, and historic preservation venues across the community.
- Expanding opportunities to combine public art in parks and along trails in a collective art experience as demonstrated with existing partnerships with Sculpture Walk Springfield, the Springfield-Greene County Park Board, and Ozark Greenways.

- Investing in efforts for collaborative marketing for various segments of the arts and culture community including museums, theatres, music venues, visual arts, and others.
- Establish an arts district in downtown Springfield through partnerships with cultural and live entertainment venues such as the Springfield Little Theatre, the Gillioz, the Moxie Cinema, the Outland, First Friday Art Walk, and others.
- Create a funded fellowship program to incubate arts and culture creatives, and historic preservation, such as at the efactory.
- Establish an Artist-in-Residence Program to provide opportunities for artists to work directly with community leadership and other stakeholders to apply creative solutions for community challenges.
- In collaboration with Missouri State University's Innovation Lab, transform the silos located on the periphery of downtown to an art installation of murals or projections. A great example of this is the silo mural project completed in Salina, Kansas.

### SPRINGFIELD ART MUSEUM

#### Springfield, Missouri

Founded in 1928, the Springfield Art Museum has maintained an ambitious vision and strategic plan to help make the community in Springfield a better place through art. The Museum has a Master Plan which proposes a state-of-the-art multistory museum with expanded educational spaces including classrooms, artist studios, and a family learning center; updated performing arts space; public gathering area; integrated green space; and a walking and biking trail connecting the Museum to the Fasnicht Creek Greenway Trail. The project is estimated to cost up to \$20 million depending on completion time, covering 83,400 square feet. The Museum has seen significant growth in number of visitors over recent years, increasing 70% since 2012. The plan aims to capitalize on this growth and better connect the Museum to surrounding amenities, while reviving the nearby Fasnicht Creek and refining the floodplain away from the Museum. The City should continue to support the Museum in transforming the facility as both a community hub and world-class attraction through the implementation of the master plan.

### SPRINGFIELD REGIONAL ARTS COUNCIL

The Springfield Regional Arts Council (SRAC) connects people and the arts. Its mission is to transform lives and enrich the community through the arts. The Springfield Regional Arts Council provides resources and support to visual, performing, literary, and film/media arts organizations across 27 counties in southwest Missouri, making their outreach the largest in the state. Through advocacy, education, and collaboration, the SRAC:

- Manages The Creamery Arts Center, which is home to 8 resident arts organizations and dozens of community organizations. The facility also houses a set fabrication studio, costume shop, an exhibition hall, board room, arts library, arts classroom, and film editing bay.
- Coordinates Growing Up in the Arts, providing hands-on art education for under-served students in partnership with local outreach organizations. The SRAC provides teaching artists in a variety of creative fields and all supplies needed for the program.
- Advocates on behalf of artists and the arts community to ensure that their voices are heard and supported. The SRAC works toward educating elected officials, the public, and the media about the importance of the arts in our cultural identity, community building, and economic growth.

## MARKET & PROMOTE

The City should market itself as a regional center of arts, culture, and historic preservation to showcase and promote its numerous creative assets. When done in tandem with arts, culture, and historic preservation communities, these marketing efforts can be used for both resident and visitor attraction and retention. Additional partners to help in this promotion efforts should be done in cooperation with the Chamber of Commerce, the City's Department of Public Information and Civic Engagement, Downtown Springfield Association, Downtown Community Improvement District (CID), Springfield Convention and Visitor's Bureau (CVB), and the Historic Commercial Street CID.

### Build the Bond

The community should be actively involved in City initiatives for arts, culture, and historic preservation in the following ways:

- Building awareness of the significance of these assets and strengthening the relationships with local creatives.
- Partnering with local artists, historians, and ethnic and cultural minority groups to foster inclusivity within the arts community.
- Encouraging participation on City boards and commissions by local artists, creatives, and cultural professionals.

### Create a Marketing Campaign

The City should partner with the arts, culture, and historic preservation community to create a cohesive marketing and branding package to be utilized as a template for City promotional efforts.

Marketing co-ops or partnerships among, arts, culture, and historic preservation will be established to effectively promote assets through a collective effort.

The marketing campaign should also include a media campaign that is inclusive to citizens of all backgrounds to promote the Citywide brand identity and civic pride. Contracting with local talent, creativity, culture, and history will ensure the campaign remains hyper-local while also compensating the content creators.

### Public Education

Develop a quarterly arts, culture, and historic preservation online publication and a print piece. Educational materials for the public should continue to be created to highlight the benefits of arts, culture, and historic preservation. This could include local examples of or successful case studies of other communities.

The Springfield Regional Arts Council should continue to conduct economic impact studies to showcase the economic benefits of arts and culture. Additional studies should be conducted to demonstrate the impact historic preservation has on the local community.

### Develop a One-Stop Shop App

Develop a one-stop shop app that highlights and connects Springfield's artistic, cultural, and historic assets. The City should hire an app developer to incorporate assets including public art, art galleries, museums, landmarks, cultural events, and other engagement activities.

The app will include the following:

- An interactive and collective calendar that highlights upcoming local events. This data should be pulled from the CVB and the Springfield Regional Arts Council's calendars rather than creating another portal to submit information.
- A virtual tour experience with a comprehensive map of attractions, providing real time information about the location, directions, and FAQs. This should be built upon the current programs and inventories held by Sculpture Walk Springfield and Springfield Regional Arts Council.
- Quick access to purchase tickets or make reservations for events.
- A platform for community interaction and feedback on the City's art, culture, and historic assets.

The app should be promoted by the City, local organizations, partners, and the creative community through their media outlets. The app should also be available as a website format and linked to the websites for the City, Springfield CVB, and the SRAC. The CVB could track data and downloads to ensure information and access to the City's cultural assets are reaching target audiences. This data collection should be shared with the arts community and others to build on the City's virtual technology initiatives for tourism.

A managing department at the City should be identified another private partnership will be developed to ensure that data is current and maintained regularly.

## SECURE FUNDING

Public funding mechanisms should be secured to allow the City to properly invest in and maintain its existing and future arts, cultural, and historic programs, events, and institutions. This includes the following:

### Assess Funding Needs

The City should work with arts, culture, and historic preservation partners to develop a list of funding priorities based on the cultural plan and identify organizations to receive ongoing operational support. The City should work with the proposed Arts & Culture and Historic Preservation Task Forces to seek additional sources of funding and determine steps for collaboration between local and regional organizations.

### Local Grantmaking Program

Along with a budget plan, the City should work with established grantmakers, like the Community Foundation of the Ozarks and the Springfield Regional Arts Council, to build a local arts & culture and historic preservation grant cycles. These grant cycles will include priorities for spending based on the cultural plan and operational needs with a required reporting mechanism to measure success and performance.

### Diversify Funding Sources

Together with the proposed Arts & Culture and Historic Preservation Task Forces, the City should explore funding opportunities only available to local governmental entities at the county, state, and federal level. This diversification should happen in collaboration with the arts, culture, and historic preservation community to ensure this work does not reallocate funding away from organizations.

The establishment of City tax base should be considered to fund investment for arts, culture, and historic preservation including maintenance of the current infrastructure, investment in future capital projects along with additional research, new technologies, and educational initiatives.

### Implement a Percent for the Arts Policy

The City should implement a "Percent for the Arts" policy to require new City-led projects or projects receiving public funding to allocate a percentage of the construction budget toward support for the arts, including public art, either on-site or into a separate fund. Successful case studies should first be examined in comparable communities to determine the appropriate structure for the program.

The Percent for Art Program in Columbia, Missouri is a nearby example, which requires 1% of the cost of new city construction or renovation projects with a budget of \$1 million or more to be used for site-specific public art.

With the Arts & Culture and Historic Preservation Task Forces, the City should determine whether this policy will only apply to funding onsite public art installations as part of new development or expanded to fund additional initiatives like:

- Offsite public art installations
- Maintenance of existing art and cultural assets
- Support for nonprofit arts and culture organizations,
- Historic preservation projects

This program could also be tied to the City's capital budget or folded into developments that benefit from City assistance, such as through zoning, planned unit developments, grants, and sale of public land.

## 1.4 PROVIDE QUALITY LIBRARY SERVICES & EDUCATION

HEALTH & WELL-BEING



Work with regional providers to provide quality library services and education as Springfield's population grows.

### REGIONAL LIBRARY AND EDUCATION PROVIDERS

Providing quality education and library services across Springfield is critical for improving educational attainment, professional preparedness, economic mobility, and self-efficiency. A challenge facing Springfield is achieving high educational attainment in poverty-stricken areas and ensuring equitable and inclusive access to quality education and resources across the community. It is necessary to overcome this challenge for the City to fully meet its economic and residential growth potential.

Strong collaboration between the City, County, and other community sectors will be critical in supporting regional library and education providers in overcoming this challenge and elevating educational attainment above State standards. The provision in technical workforce training will also be key in growing the City's business and addressing labor needs (see **Chapter 8: Economic Development**).

### Springfield-Greene County Library District

Founded in 1903, the Springfield-Greene County Library District has grown to include 10 branches and outreach programs, including a mobile library and a health library in Mercy's Chub O'Reilly Cancer Center. The Library District recently established its Strategic Plan for 2021-2025, which includes the following initiatives:

- Strengthen Financial Resources
- Improve Access to Services for All Citizens of Greene County
- Enhance the Total User Experience

### Springfield Public Schools

Springfield Public Schools (SPS), also known as the Springfield R-12 School District, is Missouri's largest school district. It serves over 25,000 students at 35 elementary schools, an intermediate school for grades five through six, nine middle schools, five high schools, the Phelps Center for Gifted Education, and four early childhood centers, along with more than a dozen choice programs to meet students' diverse needs. All five high schools are Missouri A+ Schools, a program that provides scholarship funds to eligible graduates to attend a public community college or vocational school.

#### Facilities Master Plan

The school district completed a Facilities Master Plan in 2016 to address long-term facility needs. This plan involved community stakeholders throughout the process and included facility assessments and master planning for campuses. The City should support SPS where applicable as it implements the Facilities Master Plan, which includes 40 projects over the plan's 10-year horizon. This includes reconstruction of seven elementary schools and four middle schools, and renovations, upgrades, and/or additions at eight other campuses (seven elementary schools, one high school) through 2026.

### Higher Education

Nearly 50,000 students attend one of the higher education institutions located in Springfield, which include:

- Missouri State University
- Drury University
- Ozarks Technical Community College
- Evangel University
- Cox College
- Baptist Bible College
- Assemblies of God Theological Seminary
- Southwest Baptist University (extension campus)
- Midwest Technical Institute
- Bryan University

These institutions cover a wide array of specializations, including liberal arts, health care, theology, trade, and career development. Many of these schools have received national attention for both affordability and quality of education. Examples include Drury University and Missouri State University, both of which have master plans proposing significant expansion near Downtown.

### FUTURE LIBRARY AND EDUCATION PROJECTS

To meet Springfield's growing labor needs for quality employment opportunities and to support educational attainment of all socioeconomic backgrounds, the City should prioritize working with community partners and local entities to pursue the following:

- Continue to support SPS and higher education institutions with future pursuits for facility improvements, expansions, or relocations to ensure quality education. This could include providing adequate road and utility infrastructure to support facility upgrades.
- Support the Mayor's Commission for Children's early childhood programs for improving school readiness, such as Parents as Teachers, IGniTE, and Early Childhood One Stop.
- Continue to support SPS in providing after-school and summer programs, like the School-Parks Area Reach Communities (SPARC) partnership, through the Springfield-Greene County Park Board and through other youth agencies and local recreational partners, like YMCA, OACAC, and the Boys and Girls Club of Springfield.
- Consider building a public safety center that merges local preventable injury agencies (SPD, SFD, SGF Yields, SPS, OEM, Safekids) with classrooms and exhibits to teach: Fire safety, traffic safety, personal safety, disaster preparedness, and health education.

- Spearhead partnerships between SPS high schools, higher education institutions, major employers, and the local businesses community to create and expand technical training programs, including internships opportunities for students to meet local labor demands and expanding business opportunities. This includes working with Greater Ozarks Centers for Advanced Professional Studies (CAPS) to expand its program for professional training for high school students.
- Ensure educational facilities are highly accessible by transit, walking, and biking from all neighborhoods. This includes participating in the U.S. Department of Transportation's Safe Routes to Schools Program, which promotes walking and biking to school through infrastructure improvements, enforcement, tools, safety education, and incentives.
- Support neighborhood schools and the revitalization and growth of Complete Neighborhoods by implementing strategies to provide safe, healthy, and diverse housing opportunities to decrease student mobility and increase stability for students and their families. For more specific strategies on how to help foster strong neighborhoods where students and families can prosper, see the goals included in the **Chapter 7: Housing and Neighborhoods**.
- Continue to support the Library District where applicable in implementing its Strategic Plan. This includes supporting the district in exploring new facility locations in Springfield if deemed necessary by the service assessment.



## GOAL 2: Provide safety-focused, fiscally responsible, and high quality infrastructure and community facilities.

### 2.1 SURVEY EXISTING CONDITIONS TO DEFINE NEEDS

HEALTH & WELL-BEING



**Survey the existing conditions of infrastructure and community facilities to identify underserved areas, deferred maintenance, and evaluate levels of service compared to industry standards.**

To define current and future needs for infrastructure and community facilities, it is important that the City continues efforts to survey existing conditions, identify deficiencies, gaps in service, funding and staffing shortfalls, and strategically plan efforts to achieve the desired levels of service. A data-driven approach to defining areas of need and allocating infrastructure investments and services can address potential inequities and improve community health.

To effectively survey existing conditions, the City should pursue the following strategies:

#### LEVEL OF SERVICE EVALUATION

The City should complete a two-fold level of service evaluation of existing infrastructure and community facilities. The City should identify key performance indicators (KPIs) and benchmarks for each category of infrastructure and community facilities. Industry standard KPIs are available to support this evaluation, such as deferred maintenance, emergency work orders, days out of service, usage, operation costs, response time, etc. Once the KPIs are identified, data should be collected, analyzed, consolidated, and presented to stakeholders on a recurring basis. This level of service evaluation, analysis, and results should be used to develop and prioritize funding allocations for maintenance and capital improvement plans.

#### COMMUNITY-WIDE SURVEY

The City should also continue to conduct its Citizen Satisfaction Survey on a regular basis. The City conducted four Citizen Surveys between 2008 and 2019 to assess satisfaction with the delivery of major city services and to help determine priorities for future planning. The survey should inform whether infrastructure and community facilities meet or exceed the community's desired levels of service.

This statistically valid survey can be augmented by cost-effective technologies such as online questionnaires or mapping tools, interactive public maps available online, and interviews with key stakeholders that represent the community as a whole. The outcome of this information collection can be compared to the previous level of service evaluation to help prioritize future investments for public infrastructure and community facilities.

#### INFRASTRUCTURE, COMMUNITY FACILITIES, AND ENVIRONMENTAL JUSTICE

The City should develop an operational strategic plan that includes priority maintenance repairs that meet operational and use standards, a financial plan and funding schedule; and provide for environmental justice. Federal grant funding sources include, but are not limited to, the Economic Development Agency Public Works grant, Housing and Urban Department Community Development Block Grants, EPA Environmental Justice Grants, and FEMA Building Resilient Infrastructure and Communities grant. The City grant specialist proposed in the Parks, Greenways, and Natural Resources chapter should be charged with researching these opportunities.

#### Facility Accessibility

To ensure equitable accessibility to community facilities by all neighborhoods, the City should conduct a service area and transportation connectivity study. This study should evaluate all neighborhoods with respect to proximity and connectivity to key community facilities and services. Types of travel include walking, bicycling, public transportation, and road transportation. After assessment completion, identification of routes that have the least connectivity should be identified as highest priority. Resolution could include the relocation of services to a more central location, construction of new facilities in underserved areas, or development of a new route for neighborhood access.

#### DEFINITION OF ENVIRONMENTAL JUSTICE

Environmental justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. This goal will be achieved when everyone enjoys:

- The same degree of protection from environmental and health hazards, and
- Equal access to the decision-making process to have a healthy environment in which to live, learn, and work.

Source: EPA [www.epa.gov/environmental-justice](http://www.epa.gov/environmental-justice) accessed April 2022



## 2.2 PRIORITIZE, BUDGET & TRACK CAPITAL IMPROVEMENT IMPLEMENTATION

**Prioritize and budget capital improvements and community facility upgrades based on existing needs, consistently tracking implementation to ensure timely completion.**

The City's capital improvement plan for infrastructure and community facility projects should be enhanced to include defined, repeatable, and transparent processes that consider current and future needs and priorities on a City-wide basis. Capital improvement projects should continue to be tracked to ensure timely completion.

The summary of 2022 CIP projects by category presented in the table below provides a snapshot of how the City spends its budget.

Over the long term, public infrastructure projects will play a key role in improving quality of place throughout Springfield. Changes should be considered to the City's annual capital planning processes to ensure quality-of-place is a factor in budget allocation and project design. This shift may result in fewer projects being completed in a given year, but completed projects will be better designed and support a broader range of community goals beyond their engineering function.

### Summary of Planned CIP Projects by Category (2022)

Project Category	Number of Projects/Programs	Total Expenditures Proposed for 2022
Airport Improvements	4	\$1,932,512
Fire Station Improvements	4	\$6,143,500
Golf Course Improvements	0	-
Municipal Building and Ground Improvements	3	\$1,707,000
Park Improvements	3	\$1,300,000
Sanitary Sewer Improvements	29	\$29,401,000
Solid Waste Improvements	8	\$3,700,000
Stormwater Improvements	14	\$9,885,000
Street Improvements	31	\$51,691,204
Targeted Infrastructure Improvements	8	\$16,167,200
Traffic Management System Improvements	11	\$2,120,000
Walkability, Bike, and Safety Improvements	13	\$13,108,772
Zoo Improvements	0	-
<b>Total</b>	<b>128</b>	<b>\$137,156,188</b>

Source: City of Springfield CIP Project Summary for 2020  
CIP projects and budgets are reviewed and updated annual. The current CIP is available at: [springfieldmo.gov](http://springfieldmo.gov)

## INFRASTRUCTURE AND COMMUNITY FACILITIES PRIORITIZATION PROCESS

The City of Springfield should formalize a prioritization process between City Staff, Citizen's Tax Oversight Committee (CTOC), City Utilities, active City Task Forces, other stakeholders, technical experts, and community members to review funding prioritization models, metrics, level of service assessments, expansion areas, and recommended capital improvement projects. An Integrated Planning and Adaptive Management Process, consisting of the following six elements, should be used to make City-wide, priority-based investment recommendations for infrastructure and community facility projects.

- Identify how the recommendation addresses environmental quality, human health, and regulatory issues.
- Have a summary of current state and performance of infrastructure/community facility
- Outline how community stakeholders will be incorporated into the planning and implementation.
- Create a process that identifies, evaluates, and selects alternatives and proposes an implementation schedule.
- Create a process for evaluation of continual performance of infrastructure/community facility that includes data monitoring, pilot study information review, and review of other studies.
- Create a process for identifying, evaluating, and selecting proposed new or modifications of old infrastructure/community facilities and updating the implementation schedule based on changes.

The culmination of this coordination and prioritization process will be an annual report from the CTOC providing input to City Council on funding priorities to ensure capital investments are promoting equal access to infrastructure and community services throughout the City; is in line with community needs; and supports the goals of the Comprehensive Plan.

## CITIZENS TAX OVERSIGHT COMMITTEE

The City's CTOC should continue its role of providing oversight of the tax revenue received by the city to ensure the tax dollars collected are spent for the programs and projects that were proposed to the voters. Specific projects for each tax are recommended by City staff and ultimately approved by City Council. The CTOC receives quarterly updates on the revenues received for each tax and the status of projects to ensure all revenues are being spent as promised to the voters when the tax was approved.

## INFRASTRUCTURE EXPANSION STRATEGY AND COMPREHENSIVE PLAN ALIGNMENT

The City should create an infrastructure expansion strategy that provides a framework for developing and expanding infrastructure to new areas at the time when it is most cost effective. This strategy should align with the Growth Area Strategy outlined in Chapter 6 of this Comprehensive Plan.

This infrastructure expansion strategy should include opportunities for public-private partnerships, grants, and other alternative funding sources to support expansion. Identifying economic opportunity zones is a great way to develop and implement projects as large funding sources can come from U.S. Economic Development Agency's Public Works grants for larger infrastructure projects.

## INVESTMENT AND MAINTENANCE BALANCE

Careful consideration should be given to new infrastructure expansion projects that evaluates not only the initial resource investment, but also the impacts to future maintenance and rehabilitation resource requirements. A strategic operational and funding strategy should be developed to guide this evaluation. The strategy would include grant cycles applicable to new and existing infrastructure projects, potential local funding partners, and maintenance and rehabilitation schedules for existing infrastructure and community facilities.

## EXPERT COLLABORATIONS

Infrastructure and community facility projects can be complex from studying, design, construction, and repair phases. The City should work with design and construction experts to identify and define clear design expectations. These expectations should include using the services of experts that develop high-quality products to enhance the health and safety of the community and environment.

## GOAL 3: Develop infrastructure and community facilities in a sustainable manner.

By preserving, restoring, and protecting natural resources like water, air, and wildlife habitats, sustainable infrastructure and community facilities are critical to the long term environmental health of the community. This includes the integration of green spaces into the built environment that help reduce heat island effects, increase recreational opportunities for residents that encourage outdoor physical activity, and improve mental health and well being. The proactive application of sustainable development and design principles to infrastructure projects will also be key to minimizing negative environmental impacts and leveraging Springfield's natural assets. This includes focusing on natural infrastructure improvements and protecting water quality and drinking water supply.

### 3.1 APPLY SUSTAINABLE DEVELOPMENT PRACTICES

HEALTH & WELL-BEING



#### Apply best practices for sustainable design and development when constructing infrastructure and community facilities.

To minimize negative environmental impacts and set an example for private developers, the City should continue to promote and incorporate sustainable and eco-friendly design best principles into City-owned infrastructure and community facilities. The City has adopted and implements a Green Building Policy (Resolution #10419) which requires LEED Silver certification for major construction and renovation projects of City-owned infrastructure and facilities.

The policy outlines minimum LEED points to be met by each project and requires the development and implementation of a Measurement and Verification Plan. The Discovery Center is a successful example of a Gold LEED-Certified Building in Springfield, the first in Southwest Missouri.

The City should also continue to identify and consider incentives to encourage private developers to implement sustainable building practices, such as economic incentives or public service/ design excellence award programs for developments that implement sustainable practices. In concert with a comprehensive review and update of city codes, city staff should work closely with stakeholders to identify and address constraints that may limit implementation of sustainable development practices, such as conflicts with City of Springfield building, zoning, and related codes.

The commonly accepted definition of sustainability, established by the United Nations Brundtland Commission in 1987, is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

*Forward SGF* strives to strengthen Springfield's connection to the natural environment and leverage the community's unique position in the beautiful Ozarks region. By promoting sustainable best practices the City can improve the quality of the natural environment and in turn strengthen the community's built environment and quality of place. This includes promoting attainable housing options, strategic growth management, sustainable development practices; providing resilient infrastructure; and fostering complete streets and multimodal transportation.

### GREEN INFRASTRUCTURE

Green Infrastructure is one of the key opportunities for Springfield to improve its "Connection to Nature." Springfield has the ability to capitalize on the use of Green Infrastructure to improve water quality, reduce flooding, and meet regulatory requirements while also improving the natural urban environment, climate resiliency, community physical and mental health, air quality, urban heat island, connectivity to nature, and community livability. Coupled with traditional stormwater "grey" infrastructure, Green Infrastructure can provide the initial absorption of rainwater and treatment of stormwater pollutants before transporting the remaining stormwater downstream.

Green Infrastructure refers to a range of measures that use plant or soil systems, permeable surfaces or substrates, stormwater harvest and reuse, or landscaping to store, infiltrate, or evapotranspire stormwater and reduce flows to sewer systems or surface waters. Green Infrastructure practices include rain gardens, bioswales, pervious pavement, tree box filters, urban tree canopy, green roofs, green streets, rainwater harvesting, and stream or riparian restoration. The implementation of green infrastructure helps to mitigate the effects of urban growth and development through practices that mimic nature. It can be incorporated into a city at several scales, including on individual properties and at a neighborhood or community scale. Green infrastructure practices are based on the concepts of "slow, spread, soak," which is centered on treating stormwater close to the source.

Historically, stormwater runoff has been handled as a waste product to be moved downstream as quickly as possible, but green infrastructure looks at stormwater as a resource. In Springfield, the economy relies heavily on the recreational uses of our larger rivers and lakes, so it is a natural leap to see the value of water in smaller urban waterways upstream. Green infrastructure practices retain stormwater on-site, where it can provide beneficial uses, such as landscape irrigation, reclamation as gray water, and recharge of groundwater. Due to Springfield's karst topography, many urban waterways are fed by springs, and groundwater is key to keeping flow consistent throughout the year. Pervious pavement allows for parking lots to infiltrate stormwater on-site. Rain gardens and bioretention features use plants to remove pollutants from stormwater runoff before it is discharged downstream. Wildlife habitat lost due to construction can be replaced by native plants and trees. Green infrastructure can improve the landscape of a property, which boosts property values and assists with the community's beautification goals.

The City has an opportunity to increase the focus and flexibility in building and landscaping codes to become more sustainable, resilient, and environmentally conscious. Flexibility in building, parking lot, and site development codes with a desire to improve water quality and connection to nature can spur creativity in the design community and citizens and allow Springfield to more easily embrace "Connection to Nature." The City should also increase the use of sustainable, nature-based infrastructure practices in City building, parking lot, and street projects to assist in a comprehensive transformation of the community's identity.

### WHAT IS SUSTAINABLE DEVELOPMENT?

Sustainable development is development that meets the needs of the present without compromising the needs of future generations to meet their own needs. The City should continue to apply sustainable development and design principles into public and private projects to minimize negative environmental impacts and preserve Springfield's natural assets. This includes building a sustainability lens into development requirements, focusing on natural infrastructure improvements, and protecting natural resources like water quality and drinking water supply.



## 3.2 IDENTIFY, PROMOTE & PROTECT NATURAL INFRASTRUCTURE

HEALTH & WELL-BEING



### Identify, promote, and protect the City's natural infrastructure for environmental sustainability.

The City of Springfield has made great strides in protecting the community's natural infrastructure as outlined in the Community Focus 2021 Report: Natural Environment. This report highlights efforts undertaken to address wildlife preservation, invasive species, climate change conditions, air and water quality, water supply, and urban canopy preservation and restoration.

The Springfield-Greene County Integrated Plan for the Environment was notably one of the first initiatives in the U.S. to utilize an integrated approach to meet environmental compliance responsibilities, repair/replace aging infrastructure, and meet the needs for currently nonexistent infrastructure.

To continue proactive efforts in protecting the City's natural environment, the following strategies should be considered:

- Preserve the City's urban forest and stream corridors to create attractive community green spaces, enhancing them with pedestrian amenities where feasible.
- Continue the City's commitment to its Tree Canopy Preservation and Restoration Policy in partnership with Tree City USA Citizens Advisory Committee and Ozark Greenways. This includes conducting an update to the City's Arboricultural Design Guidelines, which were adopted in 1997.
- City Utilities should continue to uphold air quality through implementation of its Integrated Resource Planning effort that includes public input.
- Continue to work with regional partners like the Watershed Committee of the Ozarks, Ozark Greenways, and the James River Basin Partnership to protect and enhance the City's water resources.

## 3.3 IMPROVE WATER QUALITY

HEALTH & WELL-BEING



### Continue to protect water quality through management plans, sustainable best practices, and secured funding sources.

The Ozark region is well-known for its high-quality water resources that provide drinking water, recreation opportunities, habitat, and countless other benefits that ultimately make the region highly desirable for residents, businesses, and visitors. Protecting and enhancing regional water resources is critical to the City of Springfield and surrounding areas.

### WATER QUALITY STRATEGIC ACTION PLAN

To ensure water quality protection and infrastructure, community facilities should comply with Missouri's Department of Natural Resources (DNR) Water Quality Standards and water discharge regulations. The City should continue to implement the City's Water Quality Strategic Action Plan and comply with the City's Stormwater Management Plan (SWMP), which includes measurable goals for addressing stormwater pollution as part of the City's federally-mandated Municipal Separate Storm Sewer System (MS4) permit. These Plans include strategies for community educational initiatives, revisions to regulations and policies to account for water quality and quantity management, community/volunteer projects for non-point pollution program projects, and the adoption of a stream buffering protection ordinance.

### Funding Improvements

The City of Springfield and Greene County should identify a dedicated, long-term funding source for operating expenses, including MS4 compliance, infrastructure repair/replacement, and capital projects to mitigate flooding and improve water quality. Funding for the City's stormwater and water quality programs are currently provided through the City's General Fund, Clean Water Enterprise Fund, and 1/4 cent Capital Improvement Sales Tax. The 2013 Stormwater Management Task Force recommended annual funding of \$11 million to meet the City and County stormwater needs.

### GREEN INFRASTRUCTURE

Green Infrastructure initiatives, which have a higher net benefit than corresponding wastewater initiatives, will more effectively achieve the goals of the Clean Water Act, which ultimately saves sanitary sewer ratepayers money. The 2021 Supplement to the City's Sanitary Sewer Overflow Control Plan (OCP) includes a green infrastructure component to invest \$37.5 million in green infrastructure projects and programs from 2021-2035. Investing in green infrastructure will not only provide water quality and other environmental benefits, but can also support beautification, placemaking, and economic development goals. A green infrastructure strategy should be created that is based on watershed modeling and industry-best practices to maximize the water quality benefit of investments.

### Low Impact Development

The City should continue to identify and implement low impact development (LID) and green infrastructure capital improvement projects to support water resource protection, such as the recent Fassnight Creek project at the Springfield Art Museum.

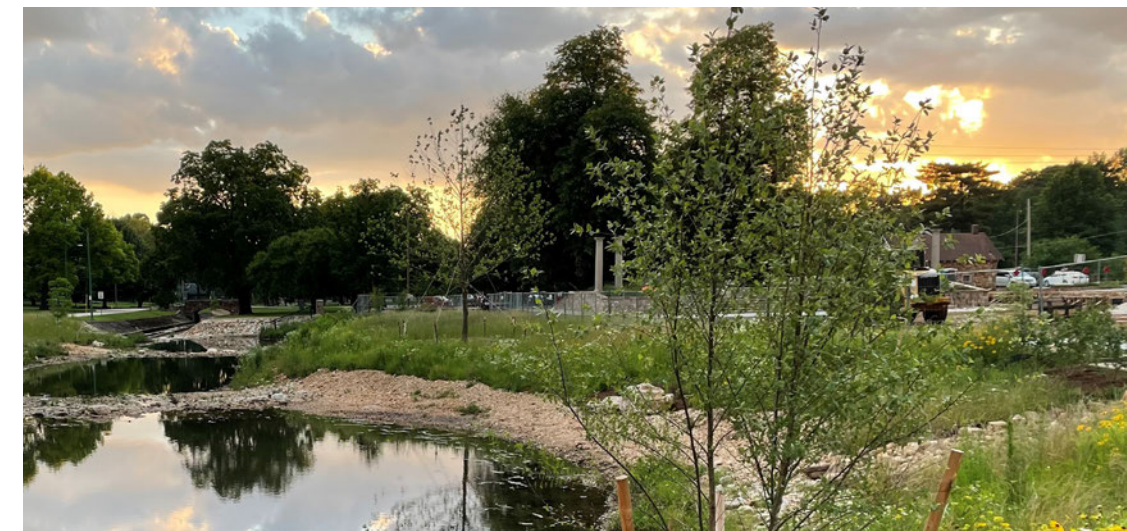
### Removing Barriers to LID

When the City conducts an update to its Land Development Code in the near term, opportunities to remove barriers to LID should be identified and revised. The City should use the Environmental Protection Agency's (EPA) "Revising Local Codes to Facilitate Low Impact Development" guide to help identify conflicting codes that prevent development and property owners from incorporating LID on their sites. The guide provides recommendations on how to educate the community, overcome misconceptions about LID, identify code-related LID obstacles, and incorporate LID incentives.

## INTEGRATED PLAN FOR THE ENVIRONMENT

The City, County, and City Utilities should continue to work together to advance the Springfield-Greene County Integrated Plan for the Environment. Future efforts should include jointly participating in technical studies, public outreach, and interagency communication. One of the key components of the plan is the understanding that if the City is going to meet the goals of the Federal Clean Water Act, it must address stormwater sources of pollution as well as wastewater-related solutions.

Integrated Planning analysis confirms that investments made in green infrastructure yield a greater net benefit to water quality than a similar level of investment in sanitary sewer overflow reduction. Direct investment in the sanitary sewer system is the fundamental basis of the OCP; however, the goal of the Amended Consent Judgment and ultimately the Clean Water Act, is to improve the quality of the City's lakes and streams.



### 3.4 PROTECT DRINKING WATER SUPPLY

HEALTH & WELL-BEING



**Continue to uphold Springfield's drinking water quality by monitoring system upgrade needs and mitigating potential threats.**

City Utilities provides drinking water that meets all state and federal safe drinking water regulations to the City of Springfield. City Utilities has infrastructure improvement plans in place for the next five to eight years, including filter upgrades and improvements to water transmission mains, to ensure continued delivery of safe drinking water to the City.

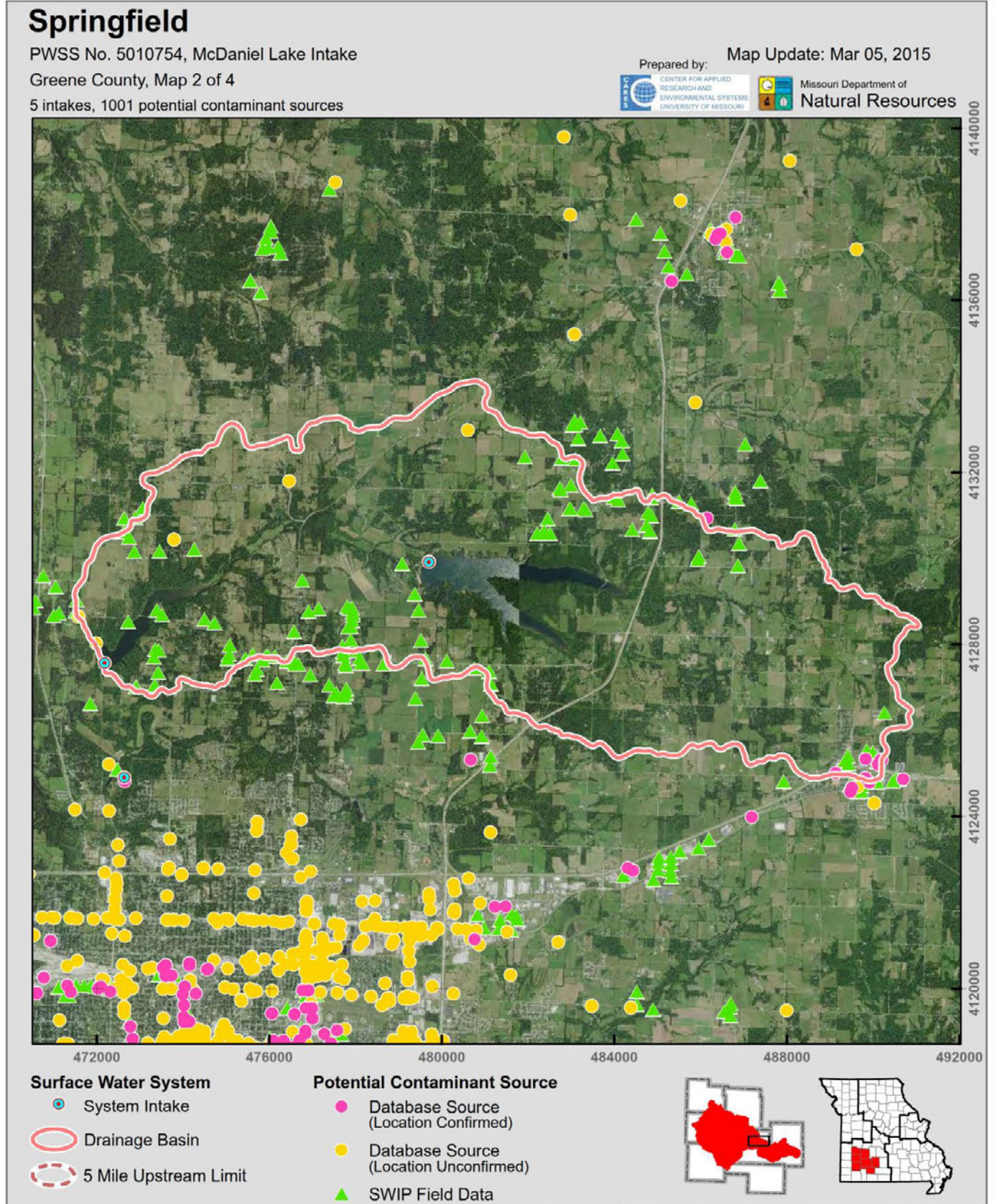
Operations, maintenance, and capital improvement projects are funded and managed by City Utilities through revenues collected from Utility Customers as well as Federal and state grant and loan programs.

In the 2019 Water Quality Report, Missouri's DNR identified that the City's surface and groundwater drinking water supply is at risk from biological contaminants, land use activities, lead and copper concentrations, and industrial contaminants. In coordination with Greene County, the City should continue to proactively upgrade its water system, manage stormwater runoff, protect water sources, and monitor for potential contamination.

#### Failing Septic Systems

This includes addressing septic systems in rural Greene County, which were identified as a threat to drinking water quality due to the karst topography in the area. Septic systems in rural Greene County should continue to be removed when possible and as new sanitary sewer customers connect to the City's system within the large Urban Service area.

Additional strategies the City could explore to protect drinking water supplies include, but are not limited to, enhanced water protection management plans, cover crops for water resource protection, land purchase for conservation, and land acquisition loan programs. The City should also pursue funding from the EPA Drinking Water State Revolving Fund Set-Asides program to support future drinking water supply efforts.



Source: City of Springfield Source Water Protection Plan, February 2018 Section 1: Contact Information for Water Supply (cityutilities.net)

## GOAL 4: Coordinate with local and regional stakeholders to improve infrastructure and community facilities.

Partnerships play an important role in addressing region-wide issues and receiving state and federal grant funding. Partnerships should continue to be strengthened with local and regional stakeholders to ensure the City of Springfield continues to provide sufficient capacity for future growth and economic development. Stakeholders and partnerships should not be just from one sector of the community but from all that benefit from future infrastructure and community facility projects.

### 4.1 SPEARHEAD COORDINATION & PARTNERSHIPS

**Take the lead in strengthening existing partnerships while seeking opportunities for new partnerships when pursuing public infrastructure and community facility improvements.**

Understanding the value of partnerships, the City should continue to be proactive and take a leadership role in strengthening existing partnerships while exploring opportunities for new ones. The City has established partnerships with various governmental and citizens groups throughout the region including Greene County, Missouri Department of Transportation (MoDOT), Watershed Committee of the Ozarks, Ozark Greenways, James River Basin Partnership, Community Partnership of the Ozarks, City Utilities, and the Springfield Area Chamber of Commerce.

The City should explore opportunities to establish interagency coordination procedures for infrastructure and community facility planning and funding, similar to the process that occurs between the City's Public Works Department, MoDOT, and Greene County to cost share transportation projects.

### NEIGHBORHOOD PARTNERSHIPS

The City should also explore opportunities to enhance public-private partnerships to strengthen relationships with the business community and other stakeholders, establish a better understanding of infrastructure needs, and increase revenue sources for projects.

An example of an on-going public-private partnership is the Neighborhood Works program, which sets aside Public Works sales tax revenue for projects to improve neighborhoods. The City should also support the Neighborhood Advisory Council in forming a program that would allow private sector contributions in capital improvement projects to leverage public funds and expand impact. Through partnerships with local businesses and economic development groups, the City can ensure infrastructure and community facility projects align with the City's economic development plan.

### 4.2 EVALUATE MANAGEMENT

**Evaluate how infrastructure and community facilities are managed to improve efficiency.**

To ensure the City's infrastructure and community facilities are being managed effectively and efficiently, an evaluation of City Utilities and City of Springfield management practices should be conducted. This evaluation should examine the current distribution of management responsibilities within Springfield's local government, which should be reorganized where needed to ensure management of infrastructure and community facilities by the most appropriate department. This evaluation should identify best practices, lessons learned, and opportunities to improve infrastructure and community facilities. An energy audit should also be conducted of each of the City's departments to establish specific recommendations for reducing energy use and identify viable sources of renewable energy.

Other factors the evaluation should review include:

- Staff capacity
- Staff absentee rates
- Staff turn-over
- Staff work time and overtime
- Operational capacity
- Work order tracking
- Corrective maintenance tracking
- Deferred maintenance
- Proposed system expansion
- Development and impact fees
- Safety record keeping
- Energy use for performance and facility maintenance (including use of equipment)
- Inventory of components and estimated costs for future replacement of components
- Environmental discharge and non-compliance record keeping



Caption: Approximately 3,714 linear feet of new sidewalk were constructed in February 2020 in the Delaware neighborhood, thanks to the City's Neighborhood Works capital improvement grant program.



## 4.3 MONITOR EXPANSION NEEDS

HEALTH & WELL-BEING



### Monitor needs to expand community facilities and services as Springfield's population increases.

As the City of Springfield and surrounding area continues to grow, infrastructure and community facilities must be expanded and enhanced to accommodate the additional population and need for services. City staff and the CTC should identify, prioritize, and recommend capital improvement projects to City Council to ensure continued provision of quality infrastructure and community facilities that align with the vision and goals of *Forward SGF*.

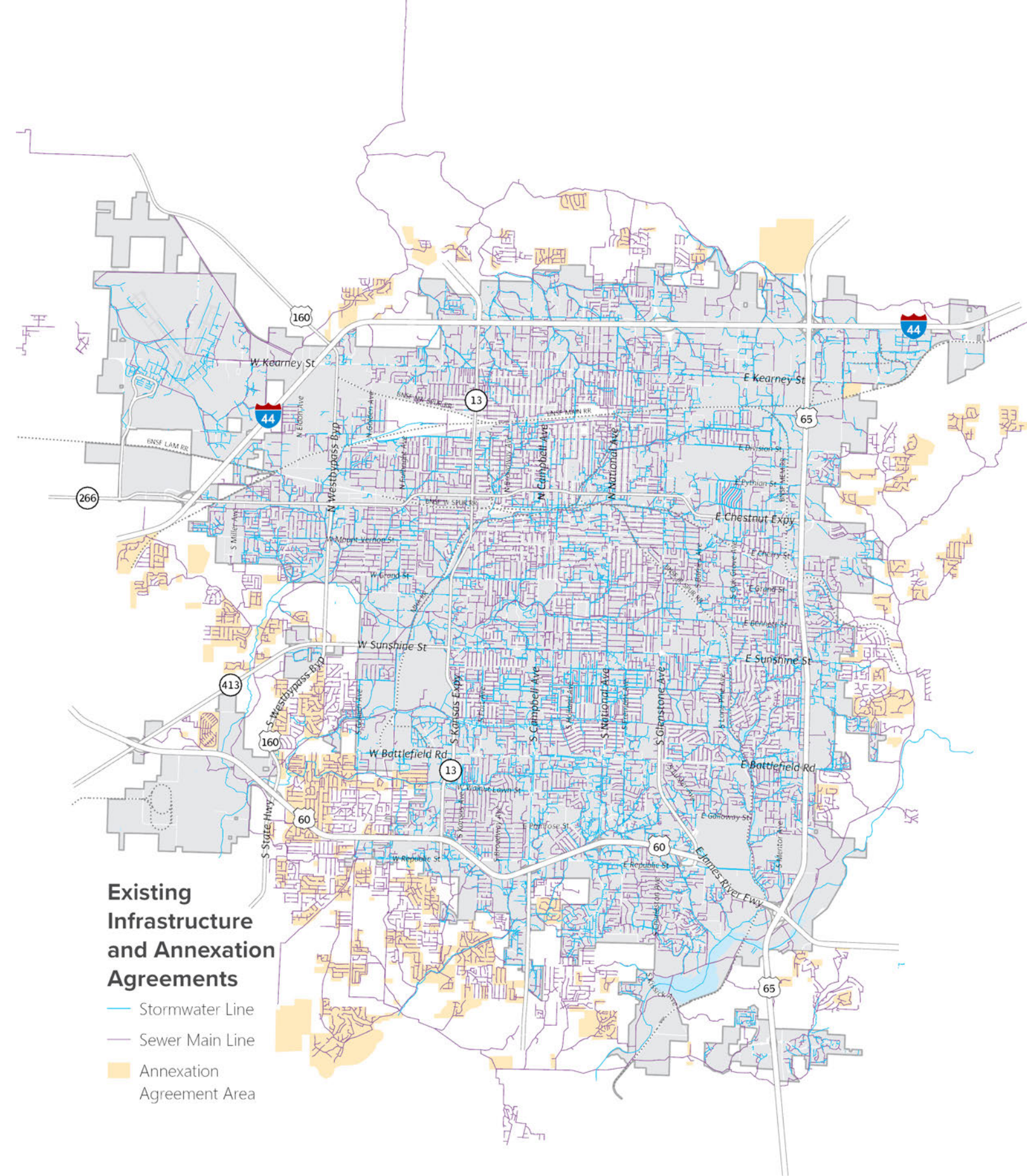
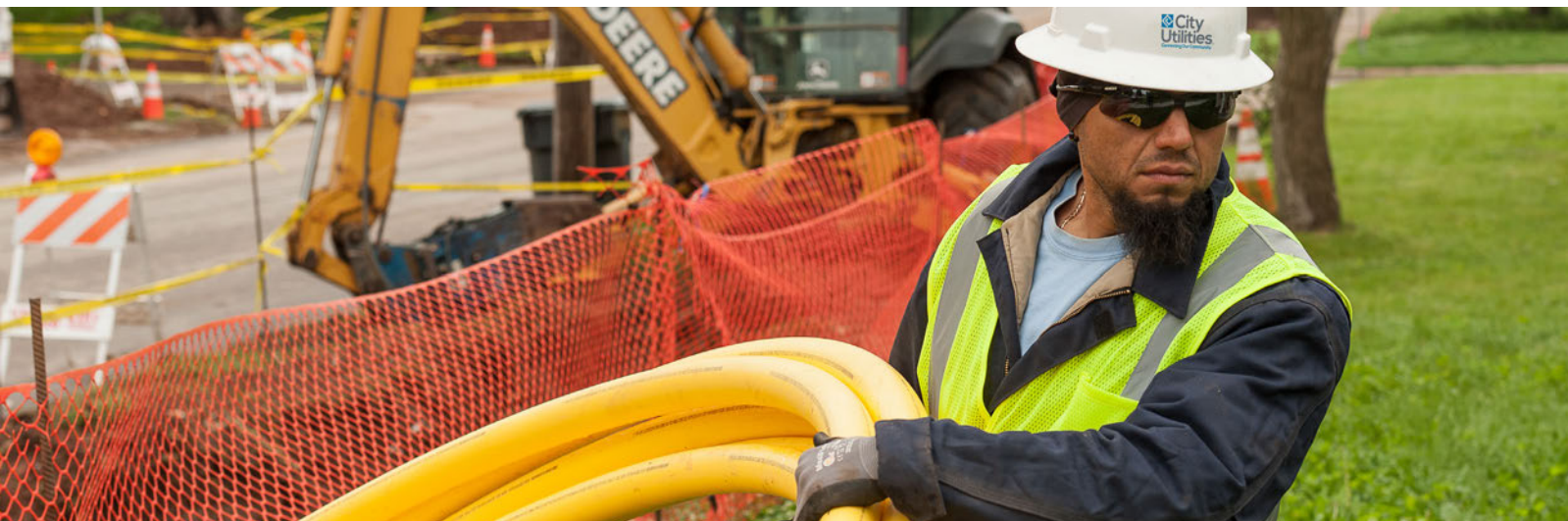
As previously discussed, an Infrastructure Expansion Strategy should be developed that aligns with the Growth Area Strategies outlined in **Chapter 6: Growth Areas and Annexation**. City departments and staff currently evaluate and plan for expansion

based on a variety of factors including annexation agreements and projected growth areas. The following figure depicts the City's current stormwater infrastructure and sanitary sewer service areas in relation to existing Annexation Agreements. These existing expansion planning resources should be reviewed and updated based on the Growth Area Strategy contained in Chapter 6 of this Comprehensive Plan.

The following are other initiatives the City should monitor, review, and update to ensure sufficient infrastructure capacity with growth:

- The City's sewer utility is obligated to make a \$300M investment in the Overflow Control Plan over the next 15 years. The utility should conduct a Master Plan of the City's sanitary sewer system that will guide system growth, prioritize investments in the wastewater treatment plants, and inform future regulatory strategies. Results of this plan will be used to guide investment strategies over the next 15-20 years.

- The City should review and revise existing ordinances and policies to better align infrastructure growth with community vision; examples include the Urban Service Area agreement, Lift Station Ordinance, Greene County Sewer agreement, annexation policy, and policies regarding cost recovery for public infrastructure.
- The City should review and analyze the current statutory authority to provide sewer service under 10 CSR 20-6010 and assess whether a change is warranted due to service area growth and regional development needs. The proper governance structure should be in place that will accommodate the goals of the community over the next 20 years.
- The City should work with regulatory agencies and other partners in the James River Watershed and Sac River Watershed to establish a pollution trading framework that will provide more flexibility to achieve regulatory compliance at a lower cost.



Graphic: City of Springfield Annexation Agreements and Existing City Provided Infrastructure (Tetra Tech 2021)

## **GOAL 5: Establish diverse funding strategies for capital improvements and community facility enhancements.**

To conduct necessary maintenance, improvements, and new construction of community facilities and infrastructure systems, it is critical that the City explores an innovative and diverse range of funding opportunities. This may include art grants for beautification projects, transportation grants for riverwalk paths on a levee system, public-private partnerships, or fostering community relations with large community stakeholders, like hospitals and higher education institutions. The following identifies strategies the City can explore to obtain a wider breadth of funding sources to generate the needed revenue for capital improvements and community facility enhancements.

### **5.1 EXPLORE FUNDING ALTERNATIVES**

#### **Explore funding alternatives to further diversify the City's revenue sources for infrastructure and community facilities.**

To increase the City's sources of revenue, funding alternatives should be explored through the development of revolving loan funds or grants that may be "outside the box" of the project. For example, a pedestrian walkway project could include unique pervious pavers designed as a mosaic by a local artist. This multifaceted project could incorporate green infrastructure grants, art community grants, water quality grants, and transportation grants. Most grants require matching funds, which should be identified by the City. Matching funds in this particular example could include contributions from local art non-profits, community or humanity non-profits, and even private developers or property owners as it would benefit the character of project area. Phasing projects in incremental steps can also help in acquiring the necessary revenue as opposed to seeking funding for the entire project at once.

### **PUBLIC-PRIVATE PARTNERSHIPS**

Another alternative funding source available to the City is public-private partnerships which has recently been implemented by City Utilities. In August 2019, City Utilities and Century Link entered into a public-private partnership for a \$140 million expansion of broadband services offered through City Utilities SpringNet division. This partnership will provide access to high speed internet services at an affordable price, while reducing the initial capital investment costs to City Utilities.

### **STORMWATER INFRASTRUCTURE FUNDING**

Funding for stormwater infrastructure projects was identified as a critical need during the *Forward SGF* public engagement process. As previously discussed, there is currently not a dedicated, long term funding avenue to improve and adequately maintain the City's critical stormwater infrastructure. Efficient and effective stormwater infrastructure is needed to reduce flooding risks and improve regional water quality.

### **Funding Additional Capacity to Support Infill**

The City's aging sanitary sewer infrastructure is also in need of repair, replacement, and upgrade to adequately meet the City's needs. Much of the City's existing sanitary sewer collection system is more than 50 years old and was designed to meet the capacity requirements at that time.

#### **Downtown Growth**

As an example, City staff evaluated a portion of the sanitary sewer system located near Missouri State University. This portion of the sanitary sewer system was originally designed for single family housing units which have since been converted to multi-resident apartments. It is estimated that an additional 4,000 users were added to this portion of the sanitary sewer system, increasing the volume of sanitary sewer discharge by an estimated 400,000 gallons per day, which requires additional capacity within the collection system.

#### **Privately-owned Sewer Laterals**

The City should also develop a strategy to work with property owners to address privately-owned sewer laterals to reduce inflow into the sanitary sewer system. This is often an issue in older, more impoverished neighborhoods where the unanticipated expense can be unaffordable, leading to problems like surfacing sewage, declining property values, and increased operations and maintenance costs for the sanitary sewer system.

### **State and Federal Grants**

The City should consider Clean Water State Revolving Fund loans as well as Section 319 Nonpoint Source Management Program Grants available from the State of Missouri in coordination with the Federal EPA. These loan and grant programs can support a variety of infrastructure projects, including planning and community outreach, urban runoff, failing septic system management, and utility expansion.

Other known federal grants that can assist in larger infrastructure programs include Federal Emergency Management Agency (FEMA) Building Resilient Infrastructure and Communities, U.S. Economic Development Agency Public Works Grants, and State of Missouri grants and loans. Through volunteer, education, partnership, and stewardship opportunities, the City can gain needed advocacy and support from community members and regional stakeholders.

#### **Watershed Initiatives**

A key component of securing funds through these programs is watershed-wide partnerships and cooperation between stakeholders. The City should continue to enhance and participate in regional watershed groups and work together with regional partners to explore additional funding options. The City should also review the current structure of development and impact fees to ensure the costs of infrastructure expansion and capacity enhancement projects are being appropriately allocated.

### **ENTERPRISE FUNDS**

Unlike tax supported functions, City departments that utilize enterprise funds have a different business plan, risk factors, and investment potential for retained earnings. The City should conduct a financial analysis of the investment strategies used for retained earnings located in the City's enterprise funds and make some risk-based decisions that optimize their return on investment.



## GRANT AVENUE PARKWAY (GAP)

In 2019, the City of Springfield received a \$21 million federal BUILD (Better Utilizing Investments to Leverage Development) grant to design and build the Grant Avenue Parkway (GAP). Once complete, the Parkway will create an off-street pedestrian and bicycle pathway along Grant Avenue between Sunshine Street and College Street, in the heart of Springfield. The 3-mile stretch will connect downtown Springfield with the Wonders of Wildlife National Museum and Aquarium (WOW) – linking authentic Springfield experiences for both residents and visitors. The Parkway route will further connect parks and recreation amenities, neighborhoods, schools, and fill a vital gap in the Ozark Greenways trail system.

As a complement to the GAP infrastructure project, the City created a GAP Corridor Plan and adopted new zoning regulations to guide development decisions in the surrounding neighborhoods and public spaces along the Grant Avenue corridor. The GAP is truly more than just a street project. The Parkway is an opportunity for the City to invest in a public amenity that, with the proper planning and development tools in place, can also be used to spur private investment. The intent of the GAP Corridor Plan is to promote reinvestment and redevelopment that leverages the new Parkway as an asset.

If redevelopment and reinvestment occurs as desired and in line with the revised development regulations, the corridor would add hundreds of new residential units and thousands of square feet of commercial space. This will require improvements to the City's existing infrastructure to ensure adequate capacity. New funding mechanisms are needed to provide for those improvements. New funding mechanisms are needed to provide for those improvements. The City should promote the planning and identification for the future extension of the Parkway along Grant Avenue north toward Kearney Street with a connection to Doling Park. The City should continue to prepare corridor and area plans in other areas of the community to be "shovel ready" when funding opportunities or partnerships arise to implement similar projects.



Opportunity Nodes: Madison Street Placemaking Plan



## 5.2 BENCHMARK FUNDING

**Research comparable communities to use as benchmarks for Springfield's funding distribution for infrastructure and community facilities.**

To gain an understanding of successful and efficient strategies for community facility and infrastructure funding, the City should research comparable communities to use as benchmarks for Springfield's funding distribution. In search of comparable communities, the City should review factors like similar natural and built environment, population number and demographics, current and projected economic status, the culture of a community, and the holistic health of a community. Funding structures, sources, and partnerships should then be examined of each comparable community for potential implementation in Springfield. The City should also reach out to these communities for direct input and guidance on how these communities overcame funding and project hurdles.

## 5.3 RESEARCH COMMUNITY FUNDING PRIORITIES

**Conduct community outreach to research the priorities of community members for the allocation of municipal resources and funds.**

By conducting community outreach, the City of Springfield can better identify what community members desire and where to allocate funds. The City should conduct surveys, virtual or in person community charrettes, and have open community meetings to research the priorities of community members. Prior to conducting any survey, the City should clearly identify infrastructure and community facilities that require repair and why the projects are important. The level of service evaluations previously discussed in this chapter are key communication components to present to the community for consideration.

The direct involvement of residents and stakeholders in projects has proven to result in greater community support for infrastructure and community facilities projects and sense of ownership. Outreach efforts should also be used to educate the public on why the proposed projects were selected or what regulatory demands the community must meet to remain in compliance/eligible for programs. By maintaining open communication and providing educational opportunities about community-funded projects, the City will strengthen community buy-in.

## GOAL 6: Foster public ownership and community identity towards Springfield's infrastructure and community facilities as they continue to support the beautification of the City.

By fostering a sense of ownership and community identity, residents will feel empowered to take action and help improve the community's character. This helps improve sense of place and fosters the community's collective vision for the future. To achieve this, the City of Springfield should educate residents, businesses, leaders, and even tourists on the importance of the City's infrastructure.

### 6.1 EDUCATE THE COMMUNITY & LEADERS

#### Educate elected officials and the public on the importance of the City's infrastructure and its maintenance.

Education is key for any project success, which is not to the end of project construction but includes ongoing maintenance, repair, and expansion. The City should develop an educational series for both citizens and elected officials that covers the basic considerations regarding public infrastructure, including funding, planning, and life cycle maintenance.

Local and state officials should be educated on project development and ongoing maintenance initiatives. This is crucial for future funding support by local and state officials as they already understand the importance of specific infrastructure and community facility projects.

### EDUCATIONAL TOOLS

In coordination with regional partners, the City should develop educational tools that demonstrate the connectedness between the City's infrastructure and the health of neighborhoods and businesses. The importance of sustainability and protecting natural infrastructure should also be addressed to improve the community's sense of environmental stewardship. These tools could be used to reinforce the understanding that infrastructure decisions are made incrementally over a long period of time and the types of benefits they bring to the community.

Current examples of on-going public education efforts include hands-on, inquiry-based learning experiences provided by informal education partners at the Watershed Center at Valley Water Mill Park, the City's landfill, and the wastewater treatment plant. City staff could also set up interactive booths at small festivals or community wide events, which would help create opportunities for face-to-face interaction between community members, city staff, and elected officials. This would foster trust and potential partnerships between the public and municipal government, as well as increased community buy-in. Innovative applications, like ArcGIS StoryMaps, could be used to provide an engaging and fun online learning experience.

### 6.2 BEAUTIFY THROUGH INFRASTRUCTURE

COMMUNITY PHYSICAL IMAGE



ARTS, CULTURE & HISTORIC PRESERVATION



HEALTH & WELL-BEING



#### Leverage infrastructure as a strategy for City beautification and placemaking.

Springfield citizens are looking for a bold vision to direct the City's development. Lack of beautification within Springfield was identified as one of the greatest issues facing the City during the community outreach process. Community members expressed desire to improve the appearance of the following areas:

- Commercial areas
- Primary roadways
- Routes leading to the airport
- Key gateway points into the City

Investments into the beautification of the City will be essential in strengthening positive community identity, sense of place, and resident pride. Beautification will also foster a positive outward image that can be used to increase tourism, promote economic development, and attract new professionals and families to Springfield.



DECORATIVE TRAFFIC SIGNALS



ICONIC PEDESTRIAN BRIDGE

Source: Millenium Park Foundation



GATEWAY SIGN FOR COMMERCIAL AREA

Source: Arrow Sign Company

## 6.3 MULTI-PURPOSE INFRASTRUCTURE

**Promote multi-purpose infrastructure that add to the City's character and quality of place.**

Community infrastructure can play a major role in fostering positive community identity and quality of place. Infrastructure like streets, sidewalks, underpasses, waterways, and stormwater management systems can be designed in an innovative manner that extends beyond their primary function and serves to beautify. Examples include crosswalk art, painted utility boxes, underpass trails and public art, green infrastructure, artistic traffic signals, decorative lighting, gateway signs, and iconic bridges.

Well-designed infrastructure can activate spaces, creating destinations that attract community members and spark excitement. While more costly, investments into quality and attractive infrastructure can significantly improve the City's economic vitality, desirability as a place to live, and quality of life, setting Springfield apart from other communities in the region.

### MORE THAN “VALUE ENGINEERING”

Moving forward, the City should instill a progressive attitude towards infrastructure improvements that takes on larger risks to implement transformative and sustainable projects. This means moving away from “value engineering,” or completing projects at the lowest cost for functional purposes without beautification components. The City currently has a series of visionary projects underway, including the **Grant Avenue Parkway** and **Renew Jordan Creek**, which are excellent examples of recent efforts to transform Springfield through a bold vision while leveraging infrastructure as an economic development tool.

### Functional Infrastructure that Contributes to Neighborhood Form

Infrastructure is a vital component of all communities, enabling commerce, sanitation, transportation, and other core functions to occur. The initial buildout costs of infrastructure are high, which can encourage governments and agencies to remove all features that do not contribute to the primary utilitarian value. This overlooks the ways that infrastructure can provide multiple benefits, like parking lots with permeable pavers that reduce flood risk and improve water quality or a roadway intersection with plazas for people to gather. Multifaceted infrastructure projects can lead to cost savings or greater value creation in the long run if there is an efficient marriage of multiple features that would otherwise have been separate projects.

### FOSTERING COMMUNITY STEWARDSHIP

Through beautification initiatives, the City should cultivate a culture of community stewardship towards City infrastructure and community facilities. When greater public investments are made in infrastructure, its perceived value and appearance heightens. Residents and visitors are therefore more likely to treat the public infrastructure and surrounding privately-owned assets with respect. People often are encouraged to become stewards of a place they enjoy and see value in, supporting its continued operation and upkeep. Public investments can also effectively prompt private investments that reflect higher quality of development and placemaking efforts. A good example of a project like this is the Main Street Streetscape in Greensburg, Kansas.

### Equity and Engagement

Equity and community engagement should guide future infrastructure improvement projects, promoting active community involvement and equitable distribution of investment. There are countless opportunities for the community to become involved with and enhance infrastructure and community facilities. Examples include landscaping at community facilities, park and neighborhood clean-ups, and neighborhood branding.

Grassroots initiatives should be encouraged and supported by the City, working with local groups, artists, and neighborhood associations to identify stewardship opportunities. Such opportunities should be incorporated during maintenance, improvements, or final design touches on new construction of infrastructure and community facilities. Neighborhood names or other branding/design elements should also be incorporated into new infrastructure to foster a sense of uniqueness, pride, importance, and ownership. The Underground at Ink Block in Boston, Massachusetts is a great example of a cooperative effort to beautify public infrastructure.

### MAIN STREET STREETSCAPE

After much of Greensburg, Kansas was destroyed after an EF-5 tornado in 2007, one of the first infrastructure projects the City embarked on was to rebuild their main street streetscape in Downtown. Completed in 2009, the streetscape combines decorative brick sidewalks, enhanced crosswalks, and stormwater management features integrated beneath its planters and green areas. While the primary function of this project is pedestrian safety and mobility, all the features combine in a way that beautifies the area, improves drought and flood resilience, and creates a highly attractive environment for business owners and shoppers alike. In Greensburg, City staff have created a true sense of place in an area where memorable features and community focal point had been lost.

### UNDERGROUND AT INK BLOCK

Constructed in 2017, the Underground at Ink Block is an 8-acre park built under a large section of highway overpasses on the edge of Downtown Boston, MA. This previously unused public space is now home to a landscaped boardwalk, a dog park, bike storage, commercial parking, murals, sculptures, and regularly programmed events like fitness classes and festivals. The project involved the coordination with the State's Department of Transportation, a local citizen's advisory committee, City Hall, Boston Planning and Development Agency, the Federal Highway Administration, and private design, engineering, construction, and real estate partners.

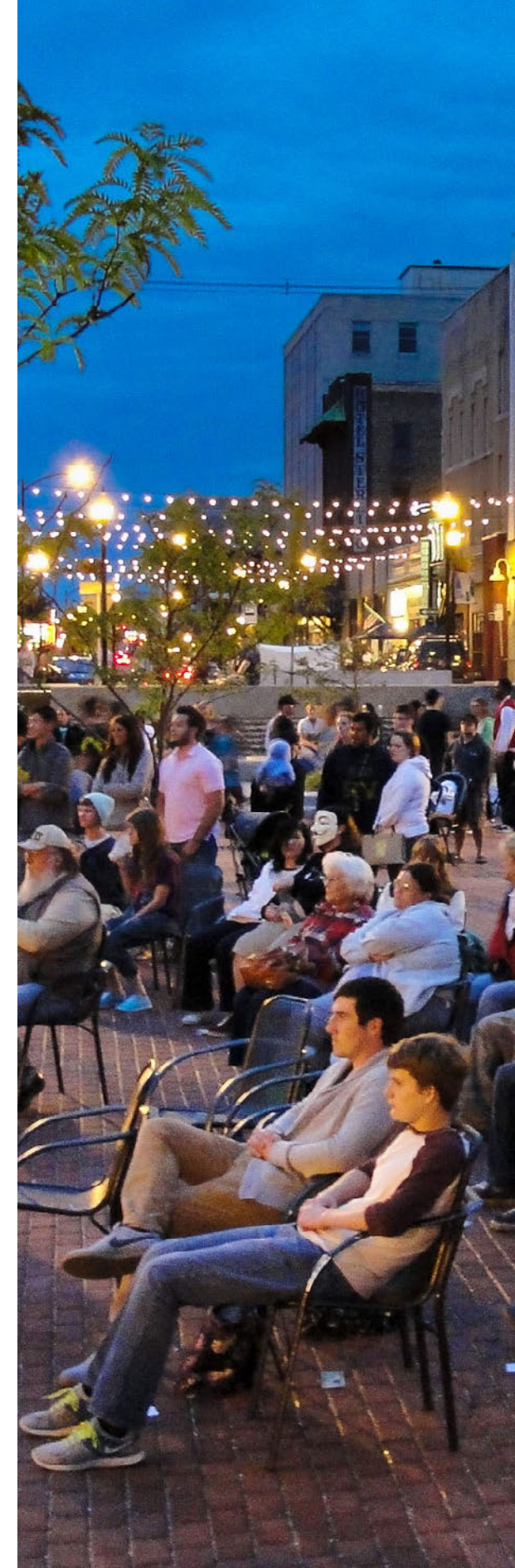


Photo Credit: Springfield, MO Convention & Visitors Bureau



### CHAPTER 11

# PARKS, GREENWAYS & NATURAL RESOURCES

*In this chapter*

Goal 1: *Establish a Comprehensive Trail System*

Goal 2: *Integrate Quality Public Spaces*

Goal 3: *Promote Sports, Recreation, and Ecotourism*

Goal 4: *Sustainable Growth and Environmental Stewardship*

Goal 5: *Seek Opportunities for Funding and Partnerships*

Parks, greenways, and natural resources play a major role in enhancing Springfield’s quality of place. They create places that attract residents, investment, healthy lifestyles, and economic vitality. Through the preservation, protection, and enhancement of parks, water resources, the urban tree canopy, and other natural assets, Springfield can further establish itself as a lush, attractive community that is committed to environmental stewardship. This includes protection of native plant and wildlife habitats, improved water quality, and enhanced outdoor recreation opportunities and public gathering spaces. Ensuring equitable and safe access to parks, trails, and recreational amenities through a collaborative effort will be key to increasing quality of life for all residents. By leveraging its local natural resources and strengthening its connection to the Ozarks, Springfield will become a major outdoor destination in the nation and leader in fostering a healthy, environmentally integrated community.

*Look for these icons identifying theme-related strategies!*

COMMUNITY PHYSICAL IMAGE



ARTS, CULTURE & HISTORIC PRESERVATION



HEALTH & WELL-BEING



## **GOAL 1:** Establish a comprehensive trails network to enhance physical connections between Springfield’s neighborhoods, natural areas, and key destinations.

### Forward SGF Top 10 CONNECTING TO NATURE



A key initiative of *Forward SGF* is to better connect residents with nature and recreational opportunities. Springfield’s most significant natural areas, community parks, sports complexes, recreational facilities, and community and educational centers that draw residents and regional visitors should continue to be maintained and enhanced. Connections among destination amenities should be prioritized through a comprehensive trail network. Opportunities abound to promote the City’s unified brand through signage, wayfinding, amenities, and landscaping with native plants. Highlighting natural landscape features prevalent in the local area, such as cliffs and boulders, native field stone, caves, karst topography, streams and waterways, trees, and wildlife habitat areas, can create interesting and memorable landmarks that serve as navigation guides within the park system. By increasing connections to the natural environment, Springfield residents can lead healthier lifestyles and enjoy enhanced quality of place.

### **1.1 LEVERAGE AND ENHANCE OUR TRAIL SYSTEM**

HEALTH & WELL-BEING



**Continue to expand Springfield’s trail system by closing gaps and creating new trail alignments to increase access, resulting in a well-connected, comprehensive trail system.**

The City of Springfield, Park Board, Ozark Greenways, and Ozarks Transportation Organization, and other partners including private developers should continue to work together to improve trail connectivity through public private partnerships. Existing trail plans should be integrated and streamlined to provide for a focused regional approach for the development of a variety of trails as follows: paved, natural surface, rail-trails, gravel, and water trails. This effort could lead to one of the most robust and diverse trail systems in the country. Older existing parks should be enhanced through the addition of small loop trails around the perimeters, increasing the utility of these facilities while helping to increase sightlines and deter crime. In the long term, efforts should be made to connect Springfield’s trail networks with regionwide efforts across southwest Missouri and even tying into northwest Arkansas, driving a wider campaign for outdoor lifestyles and ecotourism.

The City should continue to have the Springfield-Greene County Park Board and Ozark Greenways review all plats submittals for potential easement requirements. Greenway trails should have a minimum 30-foot easement. Neighborhoods adjacent to trails should have a minimum 15-foot easement for a trail connector.

#### **TRAIL BRANDING**

As connections are formed, the City has another opportunity to apply its cohesive brand to new linkages, folding new trails seamlessly into the existing system. The branding strategy should incorporate the concept that trails are for “live, work, and play”—not just recreation, but for active transportation around the City. Improved wayfinding signage can help people begin to understand how to incorporate active transportation into their daily lives, commuting to work and to other daily errands and activities. Visual cues, such as walking and bicycle icons, should be employed throughout the system to teach residents about options for active commutes. Trailheads should serve as entry points to the overarching green space network, featuring amenities like water fountains, bathrooms, bike repair stations, maps, and more. These amenities can be codified in trail design guidelines that drive the look and feel of signage, trailheads, and other features.

#### **PRIORITIZING INVESTMENT BASED ON TRAIL USAGE**

Usage of the system should be tracked through low-impact counters that can be installed at key locations. These should be programmed to monitor the frequency and type of use. From this data, an annual trail use profile and a heat map should be generated to help the City understand where the heaviest used trails are and prioritize maintenance and investment. One example of investment based on usage are the OZ Trails in Northwest Arkansas.

#### **CHADWICK FLYER GREENWAY TRAIL**

The City of Springfield is currently in the process of working with Ozark Greenways, Springfield-Greene County Park Board, City Utilities, and the Ozarks Transportation Organization to construct the Chadwick Flyer Greenway Trail. This rail-to-trail conversion project is planned to stretch from downtown Springfield to the City of Ozark, providing a key connection on the east side of Lake Springfield past the James River Freeway. This is a regional opportunity and a potential economic driver for the City. For it to occur, (1) BNSF Railway would first need to dispose of the railroad tracks, (2) the City, Parks Board, and/or Ozark Greenways would need to claim the railroad right-of-way, and (3) the trail would need to be constructed. An engineering study of the old rail bridge over the James River just north of the Veteran’s Cemetery may also be needed. Current regional efforts are focused on the trail segments between Sunshine Street in Springfield to the Ozark Community Center in Ozark. Greene County partners are currently focused on the segment from Sunshine Street to the county line. Within the next two years, the trail portion from Kissick Avenue to the county line will be under construction and the donation of the BNSF rail line from Sunshine Street to Kissick Avenue to the City of Springfield should be complete. For additional discussion of this project, see the Lake Springfield Subarea Framework.

#### **OZ TRAILS**

##### *Northwest Arkansas*

Since 2007, the Walton Family Foundation, has contributed \$74 million to support the construction of 163 miles of natural-surface trails and paved paths in Northwest Arkansas. The foundation commissioned several studies to gauge the impact of their investment and found that the economic impact of bicycling in the greater Bentonville region was \$137 million in 2017 alone. Between 2017 and 2018, mountain bike tourists visited Northwest Arkansas at a rate similar to rival destinations like Oregon and British Columbia. Residents’ cycling rates also rose above the national average, with 27% of locals riding bikes six or more days over the last year. This increased bike activity was reported to have contributed to about \$86 million in annual health benefits in 2017.

This impactful undertaking to expand Northwest Arkansas’ trail system could not have been done without community partnerships. In addition to Walton Family Foundation, this includes the local nonprofit organization, NWA Trailblazers, which helps build and maintain the trail network, as well as OZ Trails, which helps showcase the development of the trail network to grow the local rider base and attract visitors across the region.

#### **IMPACTS OF COVID-19**

The COVID-19 pandemic affected numerous facets of daily life for residents across the U.S. and made apparent the importance of a vital local parks and recreation system in communities. The NRPA found that 83% of U.S. adults turned to exercise to maintain their mental and physical health, and to do that, they turned to the resources that already existed in their local communities. According to the 2021 Parks and Recreation Master Plan, the Park Board found outdoor parks and trail use was two to three times normal, and golf course use was up 20 to 25%. This accentuates the importance of parks, greenways, and natural areas for community well-being and quality of life.

## 1.2 INCREASE ACCESSIBILITY AND SAFETY EQUITABLY

HEALTH & WELL-BEING



**Equitably increase the accessibility and safety of sidewalks, trails, transit, and bike infrastructure to better connect neighborhoods, parks, natural areas, and other key destinations.**

Research has found ties between income inequality, access to green spaces, and life expectancy. In rural areas where green space abounds, those at the high and low ends of the income spectrum have a similar life expectancy. In urban areas, however, the gap widens significantly. According to a 2016 study by the Massachusetts Institute of Technology, men with the lowest incomes are expected to live 14.6 years less than those with the highest incomes, and the difference is 10.1 years for women.

Creating accessible spaces open to all, as well as improving multimodal connectivity and safety between parks, natural areas, neighborhoods, and other key community destinations will help level the playing field and increase overall community health. Providing access to green spaces such as parks and natural areas supports the mental health of residents by enhancing opportunities for social interaction, strengthening the social fabric of neighborhoods, and helping to reduce stress, which are important predictors of well-being. The School-Park concept is a notable example of creating destination areas worth making connections to that also enhance neighborhood vitality.

## COMPLETE STREETS POLICY

Complete Streets are designed and operated to prioritize safety, comfort, and access for all people who use the street, especially those whose needs have not been met historically through a traditional transportation approach. Complete Streets are designed to balance safety and convenience for all road users in the entire right-of-way. The City has a Complete Streets policy, adopted in 2014, that should continue to be reviewed and implemented to ensure multimodal accessibility and safety.

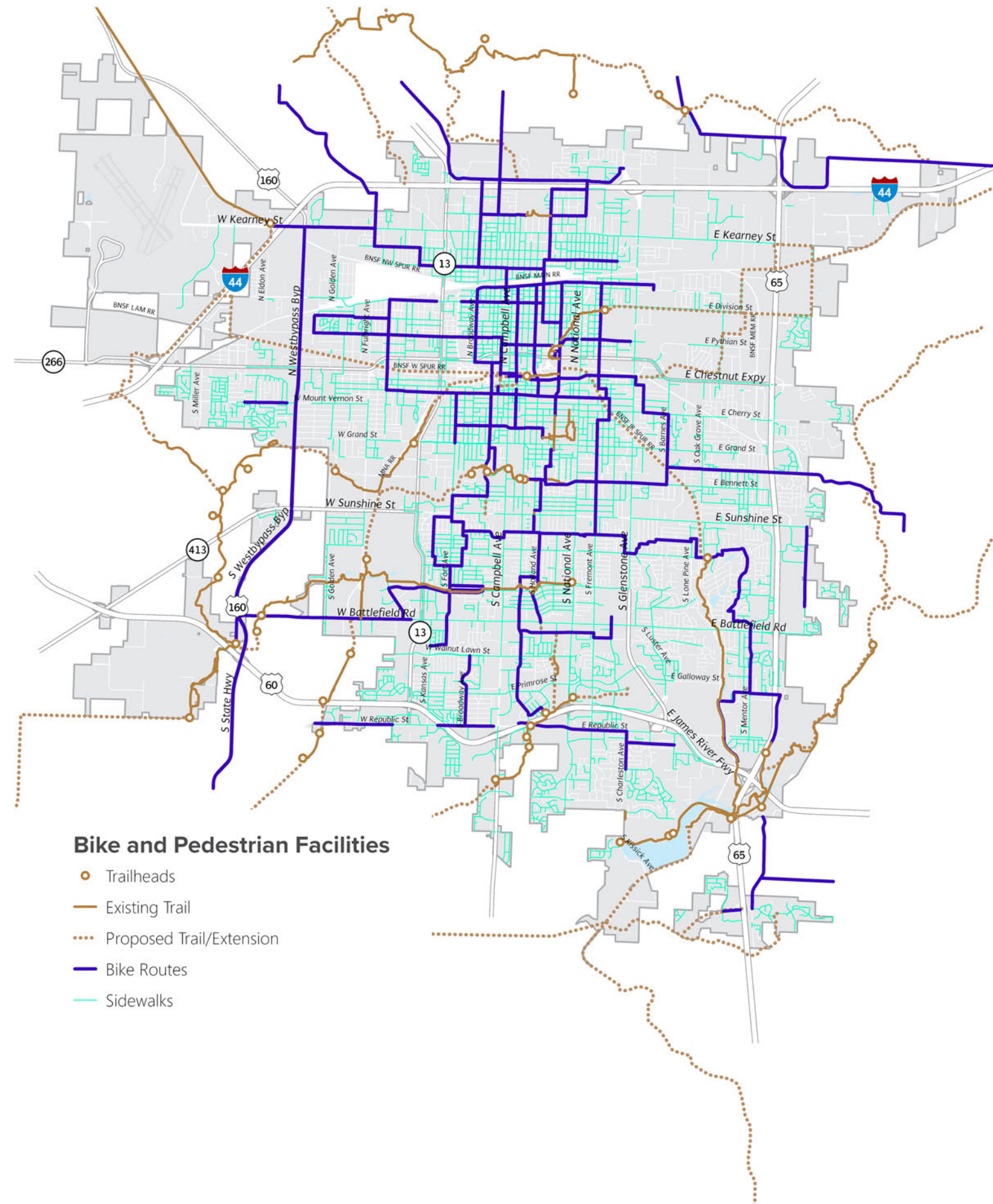
This policy and other similar tools can be used to negotiate for amenities to be added when new developments are in the planning phase, leveraging private funding for public benefit. Elements to accommodate all users and preserve the environment should be considered best practices.

Additional discussion regarding Complete Streets and examples of how components of complete streets can be incorporated in improvement plans can be found in **Chapter 9: Transportation and Mobility.**

Example Complete Street Cross Section



Pedestrian Zone   Parking Zone   Bike Zone   Vehicle Zone   Bike Zone   Pedestrian Zone



#### Forward SGF Top 10 UNGAP THE MAP



The City and Park Board should continue to work with Ozark Greenways to champion the “UnGapTheMap” campaign. This key initiative is underway to raise money to close gaps in the trail system, creating a comprehensive, highly connected system of trails across Springfield. The planned system contains over 140 miles of trails, building on the 77 miles already existing in the City. It aims to connect residents to nature, improve public health, and create connections to community destinations.

### FILLING IN NETWORK GAPS

The City of Springfield prioritizes sidewalks for safety and health benefits, making an ongoing effort to install new sidewalks in areas of the City where they are missing. Many large gaps in the sidewalk system exist in older areas where sidewalks were not required when they were originally developed. Requests for sidewalks are considered and tracked by the Public Works department, and priority is given to areas within half a mile of an elementary school or those lacking a sidewalk on either side of the road. The City’s Public Works department has an online form where requests can be submitted.

Aside from the user-generated requests, the City should study the existing sidewalk and trails map and actively prioritize multimodal capital improvements in those areas. A holistic look should be taken at these connections as part of the effort to combine regional trail efforts, incorporating the guidance laid out in the Greenway Trail Plan for 2040 as well as the Trails, Pathways, and Greenways Plan in the Parks and Recreation Master Plan. Low-cost projects, such as restriping surface streets to accommodate bike lanes, could be beneficial to link parks and greenways as part of a holistic green space network. Partnerships should be sought to fund higher-cost projects. To increase equity in trail and sidewalk access, this analysis should be combined with demographic statistics of the City. Further prioritization should be given to areas of lower-income residents.

### Accessibility and Safety Considerations

Safety considerations should include better lighting, enhanced signage, wider trails and sidewalks (10 to 12 feet) where possible, enhanced lane definition, and improved sight lines. The City should incorporate CPTED principles as described in **Strategy 4.7: Leverage Natural Features for Public Spaces** in this chapter and consider expanding Park Ranger patrols (part of the Park Board) as staffing allows to add a layer of safety. Grade-separated crossings should be used whenever possible depending on existing conditions and anticipated costs. Americans with Disability Act (ADA) improvements should be made to ensure everyone can use sidewalks easily.

When considering water crossings, bridges above flood elevations should be prioritized. Existing low water crossings should be eliminated, and new low water crossings should not be built as they become barriers in winter and high-water runoff times.

### 1.3 IMPROVE WAYFINDING

**Improve wayfinding to direct residents and visitors to Springfield’s key parks, trails, recreational facilities, and natural areas.**

Signage improvements and wayfinding should be incorporated into City parks in partnership with the Park Board following recommendations from the Parks and Recreation Master Plan. In addition, the City should consider additional strategic locations for wayfinding outside of parks to direct users to key trail connections and community destinations. The unified brand for the City should include clear, informative signage. Signage should be welcoming and informational, guiding residents and visitors alike to different amenities. The City should work with design experts to ensure the signs are not overcomplicated. For example, signs could be color-coded based on the primary use of the trail. Symbols should be simple, yet effective, so users can get relevant information at a glance. Unified sign design across the City should consistently and clearly identify entries to parks, trails, and open spaces, and help users locate themselves within the greater trails and open space system.

### 1.4 INCREASE COMMUNITY ENGAGEMENT AND EDUCATION

**Pursue community engagement and education opportunities to gain support for safe infrastructure for active modes of transportation and trail system enhancements.**

An educational campaign done in partnership between the City’s Department of Public Information and Civic Engagement and Ozark Greenways should be undertaken to show residents the potential of a “finished” cohesive trail system and the benefits to quality of life and health in a community. Example cities of a similar size with extensive trails and open space inventories include Fort Collins, CO, and Eugene, OR, which would be good to showcase in this campaign. An economic return component should be researched, showing synergy between active transportation routes and the businesses that lie along them.

The campaign should also have a safety focus, showing how removing barriers to active transportation can encourage greater use. The existing SGF Yields awareness campaign should be reinvigorated to educate residents to be more pedestrian friendly. A component should be added about trail etiquette and sidewalk safety. Ozark Greenways’ and SGF Yields education and advocacy efforts could be further integrated to increase consistent messaging to the community. “Bike, Walk and Wheel Week” is a specific program opportunity that could be further supported by the City and Park Board.

The City should pursue a traffic study to collect data for this campaign—demonstrating how different scenarios for road transformations could help residents understand the active transportation network. Explaining road diets and traffic calming strategies to residents could help ease potential reluctance to these changes. The Missouri chapter of the American Planning Association has a lending library of traffic calming demonstration materials that could be used to test practices on a trial basis. The City should also study the feasibility of creating separate paths/trails as opposed to sidewalks parallel to existing roads.

### 1.5 PERFORM A TRAIL INVENTORY

**Perform a detailed trail inventory to assist in the development of a trail maintenance plan.**

This inventory should address existing pavement type, condition, and width of each trail, along with dangerous low-water crossings, ADA accessibility issues, trailhead locations, neighborhood connectors, and amenities such as lighting, seating, restrooms, and more. This inventory will build off the Parks and Recreation Master Plan published in 2021 with additional detail to help the City and Park Board prioritize maintenance and identify gaps in amenities.

**GOAL 2: Equitably integrate quality public spaces throughout the City.**

**2.1 COHESIVE PLANNING VISION AND INVESTMENT**

**Invest in and implement a cohesive planning vision to ensure quality parks, greenways, and open spaces for the long term.**

The City of Springfield has an impressive legacy of planning. Its plans are community driven with a foundation in resident input. The City should build and capitalize on that legacy by continuing to invest in quality long-term planning for parks, greenways, and open space. The City should coordinate with the Springfield-Greene County Park Board to implement the recently adopted Springfield-Greene County 2021 Parks and Recreation Master Plan, as well as the Greenway Trail Plan for 2040 and other relevant plans.

**COMBINING PLANNING EFFORTS**

Partnerships and collaborative discussion should be initiated among the various groups completing planning work. A trail-specific master plan for the region was listed as a goal in Vision 20/20. Existing plans include Ozarks Transportation Organization's Regional Trail Study, Trail Spring's Dirt 66 Project, and Miller Park at Fellows Lake Master Plan . Combining efforts and taking a comprehensive look at all ideas and efforts is essential to providing a clear, prioritized path forward and capturing implementable ideas from all the work done to this point. A central repository with links to all current planning efforts should be created on the City's website.

**RELIABLE FUNDING STREAMS**

As identified in the 2021 Parks and Recreation Master Plan, there is an urgent need to secure reliable funding streams to continue to maintain, support, and reinvest in the Springfield-Greene County park system. The City should pursue dedicated, long-term fundraising sources to increase revenue for parks, greenways, and open space improvements. A public education campaign around a potential Parks Tax, ways to donate, or other fundraising efforts, can also help rally support around parks and recreation in the City and get residents directly involved in investing in their park system. Emphasis should be placed on the value of parks, trails, and open space to the community, complementing quality commercial areas, public areas, and neighborhoods by providing mental and physical health benefits as well as meaningful connections to public spaces for residents and visitors. (For further discussion of funding opportunities, see Goal 5 of this chapter.)

**2.2 REIMAGINE AND MAINTAIN WHAT WE HAVE**

**Maintain and enhance Springfield's existing facilities to preserve their quality.**

The Springfield-Greene County Park Board is one of very few agencies to achieve the National Recreation and Park Association's Commission for Accreditation of Park and Recreation Agencies (CAPRA) accreditation. Agencies that achieve this coveted label have demonstrated quality of operation, management, and service to the community. Proper maintenance is critical to uphold the quality of the City's facilities and services and should be made a priority. Planning actions and strategies identified by City-sponsored plans should consider short- and long-term maintenance costs and efforts. By making an appropriate investment now, the City will better preserve its resources while preventing more costly, larger projects when facilities are allowed to fail. In line with the Parks and Recreation Master Plan, the City should ensure park and recreational facilities are

upgraded equitably across the City based on need rather than location.

As presented in the Parks and Recreation Master Plan, the Park Board generates lower revenues compared to peer agencies and thus spends a higher percentage on operating expenses. The City should continue its countywide sales tax specific to parks, greenways, and trail projects and consider increasing it in the future. In addition, partnerships with local businesses, nonprofits, health providers, and other City agencies could help close the funding and personnel gaps. Public-private partnerships should be explored to open up opportunities for funding and labor currently outside the City's reach.

**MAXIMIZING FACILITY USAGE**

As improvements are made, it is important to consider the flexibility of existing spaces to maximize use of facilities for activities and programs across user groups. The City should work with the Springfield-Greene County Park Board to reassess the utilization rates of existing parks and amenities and remove underutilized park space to better allocate its park

funding. Underutilized facilities should be repurposed to fit community needs and desires, or decommissioned and allowed to return to a more natural condition. Also, Crime Prevention Through Environmental Design (CPTED) principles should be incorporated during all park planning or renovation projects to ensure spaces are safe places for community members to gather (see **Strategy 4.7: Leverage Natural Features for Public Spaces** for more details).

**CREATE AND IMPLEMENT LAND MANAGEMENT PLANS**

Green space can include both formal and informal places in an urban landscape. There is an opportunity to better preserve natural resources by defining the types of spaces across the City and codifying the look and feel of these different spaces in a land management plan with design guidelines and native species lists. Informal open space that keeps a natural look and feel can provide residents with the intrinsic benefits of outdoor space while fostering biodiversity, soil health, water retention, and lower carbon emissions.





## 2.3 EVALUATE AND ENHANCE PARK SERVICE AREAS

HEALTH & WELL-BEING

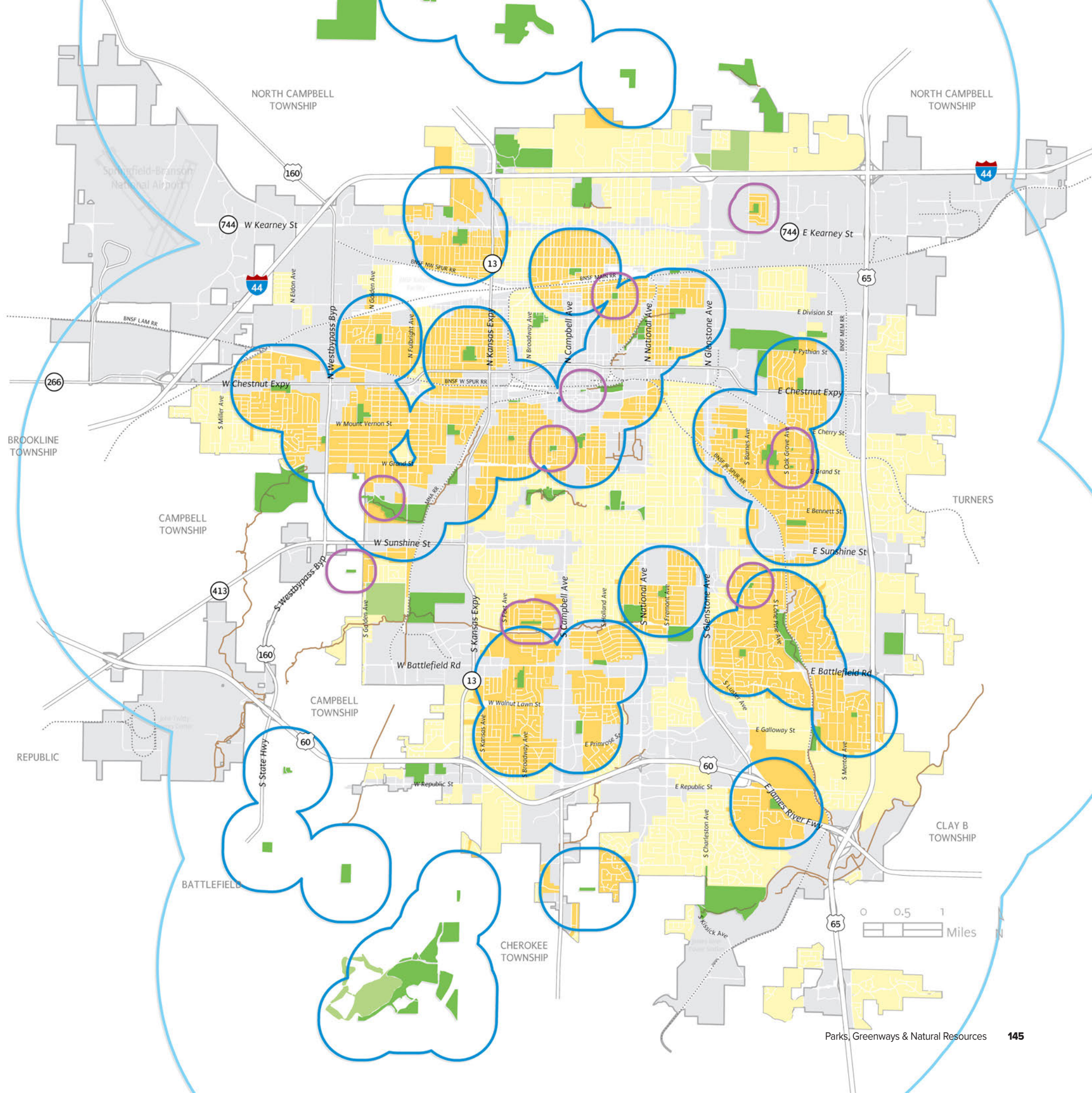


**Working with the Springfield-Greene County Park Board, invest in park facilities in areas currently underserved by the parks system.**

Building off the parkland distribution analysis undertaken as part of the *Forward SGF* process and the Parks and Recreation Master Plan, the City and Park Board should identify opportunities to develop new parks and fill service gaps within the existing parks system. This will help ensure all residents are within walking distance of a park. Equitable distribution of high-quality outdoor amenities will create opportunities for all residents to lead healthier lifestyles, even those that have been historically underserved by the parks system. Along with traditional parks, concepts such as linear parks, bike parks, dog parks, community gardens, urban agriculture areas, green space areas, and interpretive opportunities should be explored where feasible.

When assessing areas to convert to parkland to fill gaps, public interest is paramount. Neighborhood engagement can be the most important piece to creating lasting facilities that will not fall into disrepair or be abandoned. The City should work with residents to create facilities they desire, fostering a sense of ownership and stewardship. Environmental and cultural assessments should be undertaken on sites that might require cleanup or contain potential artifacts.

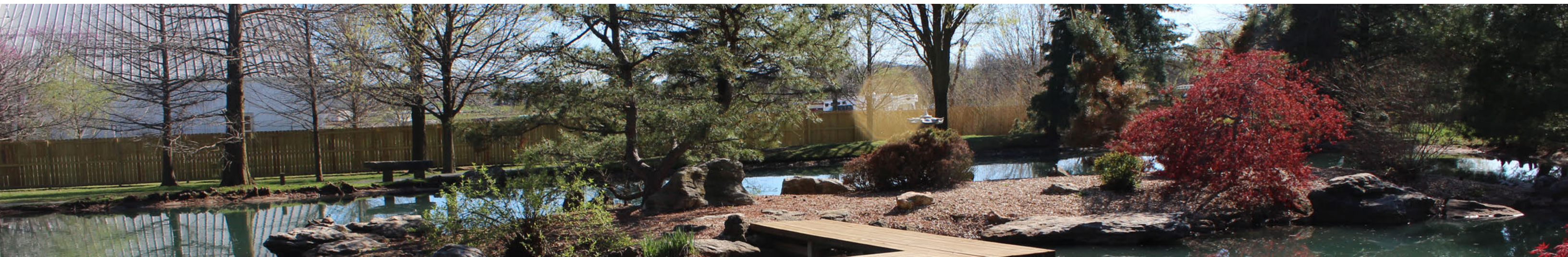
The following map shows the current distribution of parks and community recreation facilities as defined by National Recreation Parks Association (NRPA) guidelines and metrics introduced in Vision 20/20. The Springfield-Greene County Park Board manages less parkland than other peer agencies, but it has a higher proportion of programmed space, according to findings from the Parks and Recreation Master Plan published in 2021.



### Parks Coverage

- 3 Mile Parks Service Areas
- 0.5 Mile Parks Service Areas
- 0.25 Mile Parks Service Areas
- Parks
- Golf Course
- Trails

- Residential Placetypes Within 0.25 or 0.5 Park Service Area
- Residential Placetype Outside 0.25 and 0.5 Park Service Area



The following should be considered for developing park facilities in coordination with the Springfield-Greene County Park Board:

- Purchase or secure a conservation easement on vacant or underutilized properties for reuse as pocket parks or green spaces for public use. This should be done in coordination with the Springfield Land Bank proposed in Goal 3 of **Chapter 7: Housing and Neighborhoods**. A citywide analysis should identify the best uses of the available land (e.g., public park, wildlife habitat, stormwater management, or others) and propose areas that could be either sold or purchased to best meet the City's needs.
- Identify vacant or seldom used rights-of-way for conversion to linear parks or greenways.
- Identify opportunities to expand the Schools and Parks Are Reaching Communities (SPARC) program. As part of this partnership with Springfield Public Schools, the Park Board oversees 22 School Park sites (as of 2022) where its staff provide sports programs, before and after school care, clubs throughout the school year, and childcare on days when schools are closed due to snow or holidays. The SPARC program allows for additional park growth with little expense to the City while providing equity and availability throughout the community.

- Identify partner organizations, businesses, and institutions that can convert underutilized open space areas on their property into programmed park space.
- Refer to existing water plans (stormwater master plan, watershed management plan, public utility plan, and more) to identify places that are critical for the protection of the drinking water supply, water quality, flood prevention, aquatic wildlife habitat, and community resiliency. These places should be evaluated for use as parks when they become available for purchase.
- Acquire land in central Springfield to create additional mini and neighborhood park types to provide access to park space for residents in the underserved residential area.
- Target additional mini and neighborhood parks in the south and southeast portions of Springfield, as well as Metropolitan and Urban Community Parks to service the residential neighborhoods east of U.S. Route 65.
- Acquire properties where the urban heat island effect could be most effectively diminished through the use of tree plantings and the addition of micro-forests in pocket parks.

- Undertake future study and evaluation of park properties to identify opportunities for new investment around activity spines, trailheads, and places where parks and trails intersect with existing or emerging neighborhood nodes. Trailside and parkside redevelopment and other activity node planning would be intended to create Quality Places in the City.

- Conduct a wildlife inventory to identify species that live or migrate through the city. Using that information could identify critical locations within the city for travel corridors, breeding grounds, and habitat nodes. These areas should be added to the park system as nature parks when the land becomes available to purchase.

Maintenance funding will be critical to consider with any expansion of parkland within City limits. Additional partnerships similar to those with the Springfield Public School District should be pursued wherever possible. It will be critical for the City and the Springfield-Greene County Park Board to continue to assess the park inventory to determine where funds should be best spent.

## 2.4 ENSURE A CONNECTION TO NATURE IN NEW DEVELOPMENT AND REDEVELOPMENT

HEALTH & WELL-BEING



**The City should ensure new development and redevelopment respects the natural environment and provides usable and accessible quality open space areas.**

Preserving passive open spaces, such as the City's urban forest, provides benefits to wildlife and biodiversity as well as to City residents. Maximizing green spaces by focusing on soil health, native plants, biodiversity, and water absorption can help reduce the City's heat island effect, as well as ensuring clean air and water. Significant natural landscape features such as streams, wetlands, and trees should be preserved and enhanced within site designs. Developers creating new facilities and reconfiguring existing sites can provide access to existing recreational amenities and natural areas, along with further opportunities for passive open space.

### DEVELOPER-DRIVEN PARK CREATION

The City's Subdivision Regulations presently do not require developers to dedicate land to parks. The City should consider requiring a minimum amount of programmed parkland to be dedicated based on the projected number of residents to occupy the subdivision, or a fee-in-lieu. This will help ensure the creation of parks with new neighborhood growth within an adopted framework of parks needs in the community.

### NATURAL, RECREATION, AND PARK AMENITIES MENU

To ensure that the park sites within new subdivisions adequately serve the recreation needs of neighborhood residents, the City should consider establishing a menu of park and open space activation items for the developer to choose from. A menu of items would also ensure a base level of park, trail, and open space activation items while providing developers with the flexibility needed to customize parks and open space for their target market. This type of menu can be integrated into the City's Code of Ordinances to help guide desired park and open space development in new subdivisions.

### MAXIMIZE ECOSYSTEM BENEFIT OF GREEN SPACE

The City has lost most of its contiguous woodlands, prairies, wetlands, and riparian areas to development over the last 100 years. A coordinated effort to restore these ecosystems should be a priority to enhance natural systems in the City. Efforts should be undertaken to maintain contiguous wildlife habitat wherever possible. Before approval, any new development should be cross-checked against existing master plans to see if any of the land within the development has been identified as important for hazard mitigation/resiliency, stormwater management, drinking water supply, trail connectivity, or other priority uses.

**GOAL 3: Promote sports, recreation, and ecotourism through branding and facility upgrades to establish Springfield as a gateway into the Ozarks, while boosting the local economy.**

**SPRINGFIELD'S AMENITIES**

Springfield's unique natural amenities, public parks, recreational facilities, and trails should be leveraged to boost the City's economy and tourism. The City's numerous amenities such as the zoo, the ice park, the farm park, botanical gardens, skate park, natural resource areas, sports facilities, and more present a system boasting great variety that is used by an enthusiastic resident base. A unified brand highlighting the City's proximity to beautiful outdoor amenities can promote Springfield as the starting point for experiencing the region's natural attractions and landmarks. By reinvesting in the City's existing parks, trails, and natural areas, creating new cutting-edge facilities, and marketing these assets, Springfield can provide a robust variety of recreational and educational opportunities that attract both residents and visitors from across the Midwest and drive tourism in Springfield's economy.

**3.1 CREATE A UNIFIED BRAND**

**Develop a unified brand that establishes Springfield as a destination, leveraging the community's recreational amenities and proximity to regional natural assets.**

The Ozarks features geographical, geological, and ecological assets unlike anywhere else in the country. This unique mix should be at the forefront of a cohesive, citywide branding campaign to draw people to Springfield. This branding effort should be spread among different City entities to collectively promote Springfield's assets and guide residents and visitors to them. It should also help foster pride of place for residents and encourage them to invest in the unique opportunities available in their city. The City should partner with the Springfield Convention and Visitors Bureau and the Springfield Area Chamber of Commerce to help publicize and popularize the brand. Ways the private sector can help expand visitors' experience in Springfield should also be explored.

As part of *Forward SGF* engagement, the phrase "Basecamp of the Ozarks" was frequently cited by community members as a potential tagline for future branding efforts.

The recreation and ecotourism opportunities located in and around Springfield will be at the forefront of this branding effort. The Springfield Convention and Visitors Bureau produces a 140-page, full-color, area guide, map and business directory, this effort is instrumental in promoting the city and should continue to be expanded, posted on local websites, and updated regularly to steer visitors to amenities in the City and within easy driving distance.

Specific groups of visitors to target include those who travel to Springfield for sports events or conferences. Targeted materials can help visitors realize what other amenities the region offers and help them decide to make a weekend of it to explore trails and other opportunities.

**3.2 SUPPORT OUR TEAMS**

**Support local sports by celebrating Springfield's teams and enhancing their facilities.**

The City aims to host an average of 50 events and tournaments annually. This is only sustainable if additional long-term reinvestment is made in sports facility infrastructure. The City is poised to receive \$40 Million to improve area sports facilities in the coming years and the recently acquired the Fieldhouse Sportscenter, a four court basketball and volleyball facility, with the ability to expand and increase sports tourism opportunities. Other notable Springfield sports facilities include Cooper Sports Complex, a top youth sports complex and a top public tennis facility in the Midwest, along with being home to the Springfield Lasers Tennis franchise. Investing in traditional sports should be balanced with encouraging emerging sports, such as facilities that can accommodate mountain biking, pickleball, lacrosse, disc golf, rock climbing, and more.

**VALUE OF SPORTS TOURISM**

Awareness should be spread about the direct value of sports tourism related to the regional, state, and national league sports teams that come to Springfield, including the National Christian Homeschool Basketball Championships and various state and college tournaments that use Park Board venues. In 2021, the revenue from sports tourism was conservatively estimated at \$8.8 million annually, creating 56,964 room nights, 6% of all occupied rooms per year.

**SPORTS TOURISM STUDY**

The Greater Springfield Area Sports Commission contracted a Sports Tourism Study. The City, Park Board, and Greene County should work with regional partners to implement the top four recommendations from that study:

- Create an anchor facility such as an indoor sports complex.
- Install turf for Lake Country Soccer Complex.
- Install turf for baseball and softball complexes and construct additional baseball-specific facilities if it is determined to be a priority sport.
- Rebuild and improve the BMX track in partnership with other biking initiatives.

Partnerships should be sought with Springfield Public Schools and the local universities toward a shared sports program goal. This is an advantageous partnership that could allow all entities to reduce costs.





## COSMO PARK

### Columbia, MO

Columbia, MO budgets for parks maintenance and small renovation projects annually—in fiscal year (FY) 2021, \$115,000 was set aside. The City funds many of its parks capital improvement projects through its park sales tax, which was initially approved in 2000 and can only be used for local parks. The current park sales tax rate in Columbia is ¼ of 1%. Half of that is a permanent tax, which generates about \$3 million per year. The other half is renewable, with a sunset—it was last renewed in November 2021 by a resounding voter majority and is now set to expire in March 2032. The permanent portion of the tax is used to fund parks department operations and to pay off long-term debt from land purchases. The renewable portion is the main funding source for parks-related capital projects.

Cosmo Park is the largest park in Columbia, hosting a myriad of local, regional, and state sporting events each year. Its 533 acres, located on the northwest side of the city and built on the site of a former municipal airport, comprise a skate park, dog parks, multiple fitness trails, lighted sports fields (including 19 soccer fields, six baseball/softball fields, four tee-ball fields, and more), fishing lakes, playgrounds, a golf course, and more, serving as a place for the community to come together in many different ways. Developing this resource has taken place largely over the past 15 years, with the first fields being built in 2005.

## 3.3 BUILD ON SPRINGFIELD'S RECREATIONAL EXPERIENCE

**Expand on the variety of recreation types offered in or near Springfield as a regional draw for tourism.**

Formalizing connections among Springfield's assets can create a more "finished" or complete system that becomes a regional draw for endurance athletes or everyday commuters. Creating connections between places like Hammons Field and Jordan Valley Creek provide these opportunities, as well as a planned paved trail system connecting Fellows Lake, the Dirt 66 trail system, Jordan Creek, the James River, Lake Springfield, and other landmarks. The City should continue to foster the mutually beneficial relationship with City Utilities, which leases land for Lake Springfield Park, Valley Water Mill Park, and Dan Kinney Park, providing public buffer lands for enhanced recreational use and trail connections. The City can also capitalize on and market collective recreational experiences by creating events where people could attend sporting events, socialize, and participate in recreational activities in one place.

## SPORTING OPPORTUNITIES

Opportunities should be sought to expand sporting opportunities into Springfield's parks and recreation system. Examples include archery, esports, pickleball, water sports, BMX cycling, and mountain biking. Mountain Biking is rapidly growing, and many residents, of all ages, desire to see more natural surface trails added into the trail system both in and outside of city limits. The City, Park Board, and Ozark Greenways should continue to foster relationships with the National Interscholastic Cycling Association (NICA), Springfield Youth Cycling Club (SYCC), TrailSpring, and Missouri Off-Road Cyclists (MORC) when pursuing opportunities to expand mountain biking for residents and visitors alike. The SYCC is the largest team in the state and took home the 2021 state championship. Additional areas for expansion include natural playgrounds, adventure parks with innovative features to replace outdated equipment, and bike parks and pump tracks for riders of all ages to build skills.

## TRANSFORM THE QUARRY

The Conco Companies Quarry, located in southeast Springfield at Republic Road and Luster Avenue, presents a unique large-scale redevelopment opportunity. Approximately one square mile in size, the site has been actively used to mine limestone gravel for concrete and other uses. Its perimeter features tall cliffs with portions of the site lying 100 feet below the surrounding grade.

When the Quarry retires, which is expected to occur in the next 20 to 30 years, the City should look into incremental ways to encourage high quality development, potentially with a recreational element that builds on the one-of-a-kind character of the site. With the expansion of Sequiota Park and the development of the Chadwick Flyer Greenway, possibilities for this property abound.

The Southeast Springfield Development Study completed in 2001 considered dense and mixed-use urban development, including park space and water features due to its size, low grade, integrity, location, and access. The City should update this study to reassess the most feasible future uses for the site, taking into consideration recent surrounding development, such as the Galloway Creek mixed-use development along Lone Pine Avenue. This planning effort should build on the Our Galloway project recommendations around increasing public safety, protecting the natural environment, enhancing the image of the area, and more. Creative uses that generate activity and support regional recreation and tourism should also be considered, such as an adventure park integrated into park and water features. It should be noted that substantial road improvements would need to take place to support intensive redevelopment of the site.

## 3.4 ORGANIZE ENTICING EVENTS

**Organize and promote events and festivals to draw visitors and residents of all backgrounds to Springfield to celebrate the City.**

Community events and festivals provide great opportunities for Springfield's residents to gather and socialize, celebrate local culture, and expand the City's tourism. The City should continue to organize and promote events, including the pursuit of the following:

- Establish a City event planner under the Director of Public Information and Civic Engagement, who is charged with organizing Springfield events and festivals for all age groups, in partnership with the Springfield Convention and Visitors Bureau, Downtown Springfield Association, Commercial Street, private organizers and other partners. Examples of event types include arts and crafts, families and children, music, and beer festivals
- Host events and festivals geared towards attracting and retaining the younger population, including high schoolers, university students and young professionals, such as VisionCon, which is in the works.
- Build on the Community Image Fund supported by revenue raised from special events.
- Work with neighborhood associations and the local business, social and nonprofit sectors to host and/or promote festivals to celebrate Springfield's unique culture and identity (current examples include Culture Fest, Route 66 Festival).

## GOAL 4: Ensure sustainable growth and environmental stewardship by conserving the City's natural resources, while fostering a sense of community responsibility and pride through education and immersive experiences.

### 4.1 INCREASE ENVIRONMENTAL STEWARDSHIP AND PROTECTIONS

HEALTH & WELL-BEING



**Continue to protect wildlife habitats and natural resources through property acquisition, conservation efforts, and ecological restoration.**

The City of Springfield is part of the natural landscape of the Ozarks creating an "urban ecosystem" that contains not only natural resources and systems, but also human adaptations to them, such as street trees and stormwater infrastructure. The City should protect, preserve, and enhance natural areas and open spaces that are of local, regional, and statewide significance; ensure long-term stewardship of these areas; and improve the community's access to and interaction with these areas.

Many area groups are committed to environmental stewardship, and strong partnerships are already in place across Springfield. The City works closely with the Watershed Committee of the Ozarks, Ozark Greenways, the James River Basin Partnership, Missouri Department of Conservation, Master Naturalists, University Extension, Friends of the Garden, and the Springfield Greene County Health Department on such issues and should continue to build and grow its relationships.

The first part of conserving the City's resources is identifying what it owns. The City should inventory public open spaces to identify portions of parks and trail corridors to be managed as wildlife habitats for specific species, riparian corridors for water quality and aquatic health, areas that support pollinators, such as monarch butterflies, or natural areas (prairie or woodland). These areas would be subject to management plans to guide long-term maintenance and protection.

#### WILDLIFE PROTECTION ORDINANCE

The City should consider adopting a wildlife protection ordinance that restricts public entry into targeted wildlife habitats during breeding times, being as specific possible about areas that should be restricted and the species that need to be protected. The City should also coordinate with naturalists working at the Springfield Conservation Nature Center, the Missouri Wildlife Rescue Center, and the Missouri Department of Conservation for potential areas and species for which this effort would be beneficial.

This same goal could also be accomplished via a wildlife habitat overlay district added to the City's code. The goal of a wildlife habitat overlay district is to reduce habitat fragmentation from the subdivision of land and/or development. If used to guide the layout of new residential subdivisions, it can determine where the open space should be, often linking unfragmented blocks of forest and connecting overland corridors. Overlay zoning is useful in enabling a city to impose additional standards on specific resources without amending the base zoning ordinance defining uses or allowed densities.

This approach is useful in protecting landscape elements that cross base district lines and can be the most useful too in protecting long-term habitat connectivity.

#### STREAM BUFFERING

Stream buffers are vegetated areas along and adjacent to streams where clearing, grading, filling, and other development activities are limited or prohibited. The City should build on its extensive stream buffer requirements to improve the health of the buffers and look for expansion areas. Protecting riparian, or streamside, areas improves water quality by filtering stormwater pollutants, protects riverbanks from erosion, cools the water temperature, and provides food and habitat for wildlife and aquatic life. Improved wetlands can also enhance recreational areas. Interpretive signs and increased access could help better connect residents and visitors with streams. The Wilson's Creek Riparian Project is an ongoing effort to implement a conservation easement along the City of Springfield-owned property in hopes of restoring the natural state of Wilson's Creek (see adjacent callout for more information).

#### STORMWATER ACQUISITION PROGRAM

The Stormwater Acquisition Program should be implemented and expanded on to monitor flood-prone zones and mark areas for future development as green space. The City has partnered with the Park Board and Ozark Greenways to create many of the City's most beloved greenway trails through this mechanism. Stormwater bond issue funds allocated for this program are used to make voluntary acquisitions of flood prone properties as well as undeveloped areas in floodplain and sinkhole areas and along stream corridors. Since 1993, over \$12 million has been utilized for these property acquisitions.

### EROSION PROTECTION AND SEDIMENT CONTROL

Erosion is of particular interest due to the karst geology of the region, meaning the bedrock is full of cracks, fractures, and holes that have been dissolved over time. The City should consult the Missouri soil survey produced by the National Cooperative Soil Survey, part of the Natural Resources Conservation Service, that would provide best management practices to inform efforts to manage soil sustainability and protect water quality. The City should strive to keep its erosion and sediment control manual, flood control and water quality protection manual, and design standards for public improvements up to date.

#### PROTECT AGAINST INVASIVE SPECIES

Invasive species threaten the health of native populations by out-competing or preying on native species. Protecting our ecosystem against the impacts of invasive species will require a coordinated effort between multiple agencies and organizations. Beyond protection from invasive species, mitigating the impact of existing invasive species is a critical component of ecosystem stewardship that will allow native species to thrive. The Missouri Department of Conservation's posted information on invasive and nuisance species should be referenced to reinforce City efforts.

### 4.2 PROMOTE SUSTAINABLE DEVELOPMENT

HEALTH & WELL-BEING



**Promote sustainable growth by incentivizing private developers to use environmentally sensitive development strategies.**

The City should continue to offer incentives for projects that achieve Leadership in Energy and Environmental Design (LEED) Silver or higher designation for buildings and consider expansion of incentives for green infrastructure and low impact design (LID). Other systems include the Institute for Sustainable Infrastructure (ISI)'s Envision framework for infrastructure and Green Business Certification Inc. (GBCI)'s SITES rating system for landscapes.

The Missouri Department of Natural Resources Division of Energy provides information on its website about funding opportunities and incentives that may be used as a resource. In addition to incentives, the City should consider adding more stringent requirements for green infrastructure, stormwater management, tree plantings, and other environmental best practices. Developments should be encouraged to incorporate green roofs, particularly in multifamily residential, commercial, or civic uses. For further discussion of sustainable development practices and infrastructure, see Goal 2 of **Chapter 10: Infrastructure and Community Facilities**.

### WILSON'S CREEK RIPARIAN PROJECT

Springfield, Missouri

The Wilson's Creek Riparian Project is an ongoing effort to implement a conservation easement along City of Springfield-owned property in hopes of restoring the natural state of Wilson's Creek. Restoring plants along a creek stabilizes soil, prevents erosion, filters pollutants, and slows stormwater flows, contributing to the overall health of the riparian corridor. This project is a partnership among the City of Springfield, the James River Basin Partnership, Ozark Greenways, and private landowners. The Wilson's Creek watershed is approximately 80 square miles, draining the central and western edges of the City and joining with the James River south of the City in Christian County.

The focus of the City's restoration project is a 2-mile section of stream bank above and adjacent to the Southwest Clean Water Treatment Plant. Volunteers are frequently engaged to help with tree-planting efforts. After one year of growth, the City website reports that the plant survival rate is higher than expected, and the eroded portion of the creek bed shows signs of new plant life. A successful restoration project can bring environmental, economic, and social benefits to the City and the entire region.

## TRANSFORMATIVE WATERSHED PROTECTION STRATEGIES

The City of Springfield and its regional partners should continue its strong history of participating in resourceful and collaborative programs to preserve and protect water quality within the greater James River and Sac River basins. Protecting healthy watersheds and riparian areas, while actively restoring downgraded areas, can assist in realizing and improving these natural systems' economic and ecological benefits to the region. The City of Springfield should work to connect citizens with local water resources. It should also actively pursue the incorporation of sustainable development strategies into future code revisions and program development. This includes the following restoration and protection strategies:

- **Conservation Easements** are an effective tool to encourage healthy riparian areas and ensure the positive impacts can bear fruit for generations. In addition, conservation easements can allow for trail connections, recreation access, and protect against clear cutting of trees.

- **Buy-Restore-Protect-Sell (BRPS)** is an emerging strategy to further the protection of riparian areas through easements. With this strategy, important parcels for sale can be purchased (buy), restoration work (restore) and easements initiated (protect), and then sold back into the market (sell). The sale of properties with easements helps recoup the cost of conservation and avoids maintenance costs associated with long-term property ownership.
- **Transfer of Development Rights (TDR)** is an incentive-based program that allows landowners to sell development rights from their land to a developer or other interested party who then can use these rights to increase the density of development at another designated location. While the seller of development rights still owns the land and can continue using it, an easement is placed on the property that prevents further development.
- Like TDR, **Purchase of Development Rights (PDR)** allows a landowner to sell development rights to a public agency, land trust, or government to permanently protect sensitive areas.

TDR, PDR, cluster developments, conservation subdivisions, and other zoning and land development strategies are available and should be encouraged to help support sustainable growth while protecting vulnerable and environmentally sensitive areas.

## HISTORIC PRESERVATION

The Park Board and the City have been good stewards of historic properties within the park system whereas the community as a whole has struggled at times. A great example is saving and moving Timmons Temple into historic Silver Springs Park, as well as efforts to preserve and enhance Doling Park, Sequiota Park, Phelps Grove Park, and Fassnight Park. The City should continue to work with the Park Board to maintain existing historic properties within the park system and identify new historic assets as the system expands.

## NATIVE PLANT SPECIES AND GREEN INFRASTRUCTURE

To increase biodiversity in the City, development regulations should allow native plant species in all maintained landscapes including those in residential, commercial, and industrial zones. Turf grass should no longer be given priority as a groundcover. Instead, the focus should be on appropriately maintained landscaping that is free of nuisance weeds and invasive plants. Height standards for native species could also be relaxed as long as the plants are appropriately maintained. More stringent tree planting and preservation and green infrastructure requirements should be added to the City's zoning code and subdivision regulations. The City can enlist assistance from neighborhood associations and the homebuilders association to evaluate changes to regulations. A neighborhood should be chosen to serve as a pilot area for larger-scale green infrastructure improvements.

## PROTECT AND ENHANCE THE DARK SKY

Community input of *Forward SGF* stressed that Springfield's proximity to the great outdoors and abundant, healthful natural resources and open spaces was the most important community asset. The prominence of nature over the built environment should extend beyond daytime view-sheds. The lighting of individual developments cumulatively impacts the ability to see dark and starry night skies. The City should consider assimilating principles proposed by the International Dark Sky Association:

- All light should have a clear purpose.
- Light should be directed only to where needed.
- Light should be no brighter than necessary.
- Light should be used only when it is useful.
- Use warmer color lights where possible.

By applying these principles, properly designed electric lighting at night can be beautiful, healthy, and functional. Incorporating these principles will also save energy and money, reduce light pollution, and minimize wildlife disruption. The City should consider adopting a Dark Skies ordinance similar to Ozark, MO, and collaborate to make Dark Skies a regional effort to minimize light pollution and reconnect with the night. Goals could include achieving a low score on the Bortle Dark Sky Scale or achieving certification as an international dark sky community.

## 4.3 BECOME A LEADER IN SUSTAINABILITY IN SOUTHWEST MISSOURI

HEALTH & WELL-BEING 

### Implement a new program to reduce Springfield's carbon footprint and heat island effect.

There is a major opportunity to put Springfield on the map across the region as a leader in sustainability. The heart of this campaign should focus on education about the benefits of offsetting the City's carbon footprint or the amount of fossil fuels being consumed and reducing heat islands or areas of urban development that experience higher temperatures than outlying areas. Heat islands are detrimental to health because they create more air pollution, higher daytime temperatures, and greater discomfort due to those conditions. As low utility rates in the City may cause renewable energy improvements to appear to have a low return on investment, special attention should be paid to messaging on energy resilience and "future-proofing" Springfield. Showing residents how their actions can impact the environment could also be effective.

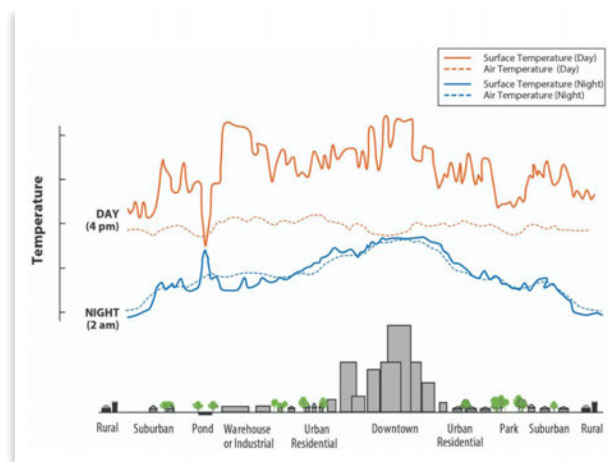
A plan to reduce the City's carbon footprint should be developed, utilizing the City's inventory of tree canopy and urban forests, addressing areas where new plantings and increased green infrastructure would be most beneficial (see **Strategy 4.2: Promote Sustainable Development** and **Strategy 4.6: Preserve and Enhance the Urban Forest** for more information on green infrastructure and tree preservation, respectively). Additionally, ways that the City can address carbon sequestration, through activities like increased composting should be considered.

## INVEST IN SUSTAINABILITY PLANNING

To satisfy the commonly held definition of sustainability, Springfield should adopt systematic, thoughtful, and creative approaches to utilizing the City's environmental, human, and economic resources to meet the needs of future and current residents. A dedicated effort should be undertaken to create a comprehensive, community-driven sustainability plan. (See Goal 2 of **Chapter 10: Infrastructure and Community Facilities** for more information.)

## EXPAND EDUCATIONAL EFFORTS

The City should spread awareness of the Springfield Tree Registry and other resources available on the City website about tree care and opportunities to get new tax-exempt trees through the NeighborWoods program. Existing sustainability efforts should be built on to highlight what the City is working on, such as tree planting, compost and biosolid utilization, building envelope improvements at City facilities, and lowering greenhouse gases at the treatment plants and landfill.



Source: United States Environmental Protection Agency (epa.gov/heatislands)

## 4.4 LEVERAGE WATER RESOURCES FOR RECREATION

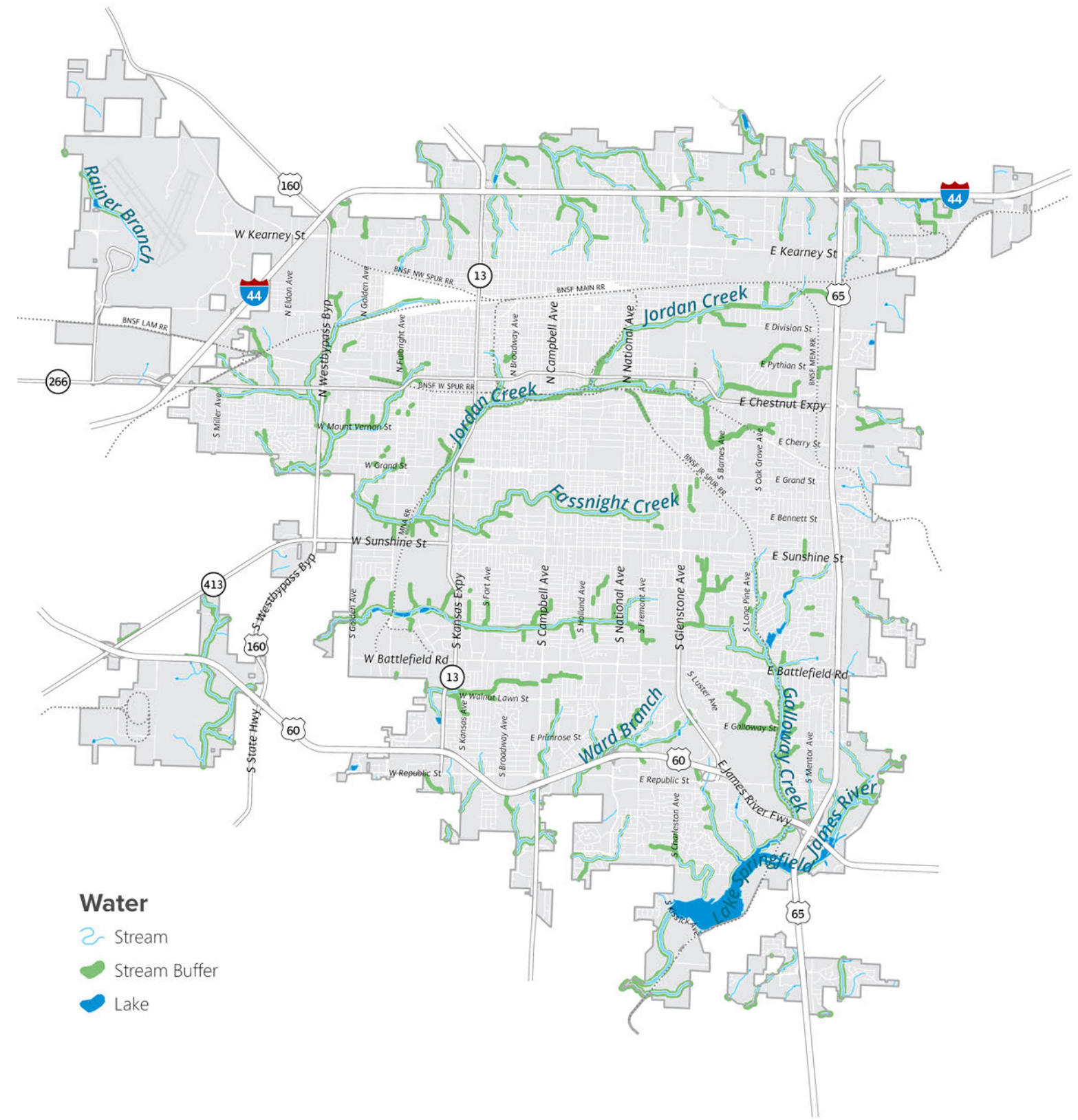
Leverage the City's water resources, including the James River Corridor and Jordan Creek, for clean drinking water, recreation, wildlife, and beauty.

The James River, Fellows Lake, and Lake Springfield are some of Springfield's most substantial water assets, providing opportunities as unique gathering places for the community. Building off *Forward SGF's* Lake Springfield Subarea Framework, the City should work to create a cohesive master plan for Lake Springfield and the riverfront, including gathering spaces, recreation, outdoor concerts, and other social experiences.

The river should serve as a visual gateway to the City that is highly accessible to a diverse swath of the population and visitors. Opportunities to repurpose the power plant into an innovative recreational center should be studied. (See the Lake Springfield Subarea Framework in **Chapter 6: Growth Areas and Annexation** for more information.)

Other area water resources that should be enhanced include the Little Sac River, Fellows Lake, and McDaniel Lake. These can also become key natural attractions with water recreation opportunities and public gathering places. Fishing, kayaking, boating, and sailing are some examples of supported activities.

Fellows Lake, though not within City limits, provides a northside recreational anchor for the community. Partnerships between City Utilities, Ozark Greenways, Dirt 66, and the Watershed Committee should be expanded to fund such projects. The City should catalog places to improve waterway access, naturalize engineered waterways and add more "blue" infrastructure within the blue environment. Jordan Creek should be upheld as a primary location for urban connection between the natural and built environments for recreation activities. Riparian corridors are also ideal locations for additional trail connections.



## 4.5 IDENTIFY RESILIENCE STRATEGIES

Leverage the Springfield-Greene County Office of Emergency Management Long-Term Recovery Plan and create a public education campaign about resilience and recovery.

To create a more resilient city, it is critical to understand the risks that could affect its people, facilities, and infrastructure. The Springfield-Greene County Office of Emergency Management has published and updated a Long-Term Recovery Plan to ensure that Springfield and Greene County can recover from natural, technological, and human-caused disasters.

One interesting new tool for measuring risk and resilience created by the Federal Emergency Management Agency (FEMA) is the National Risk Index (NRI). The NRI ranks census tracts across the United States according to how susceptible they are to natural hazards. It is intended to provide a holistic view of risks by considering numerous factors. Risk is defined as the potential for negative impacts caused by these hazards and is calculated using three components:

- Expected annual loss, or the predicted dollar loss from building value, population, and/or agriculture exposure.
- Social vulnerability, or the susceptibility of social groups to the adverse impacts of natural hazards, including disproportionate death, injury, loss, or disruption of livelihood.

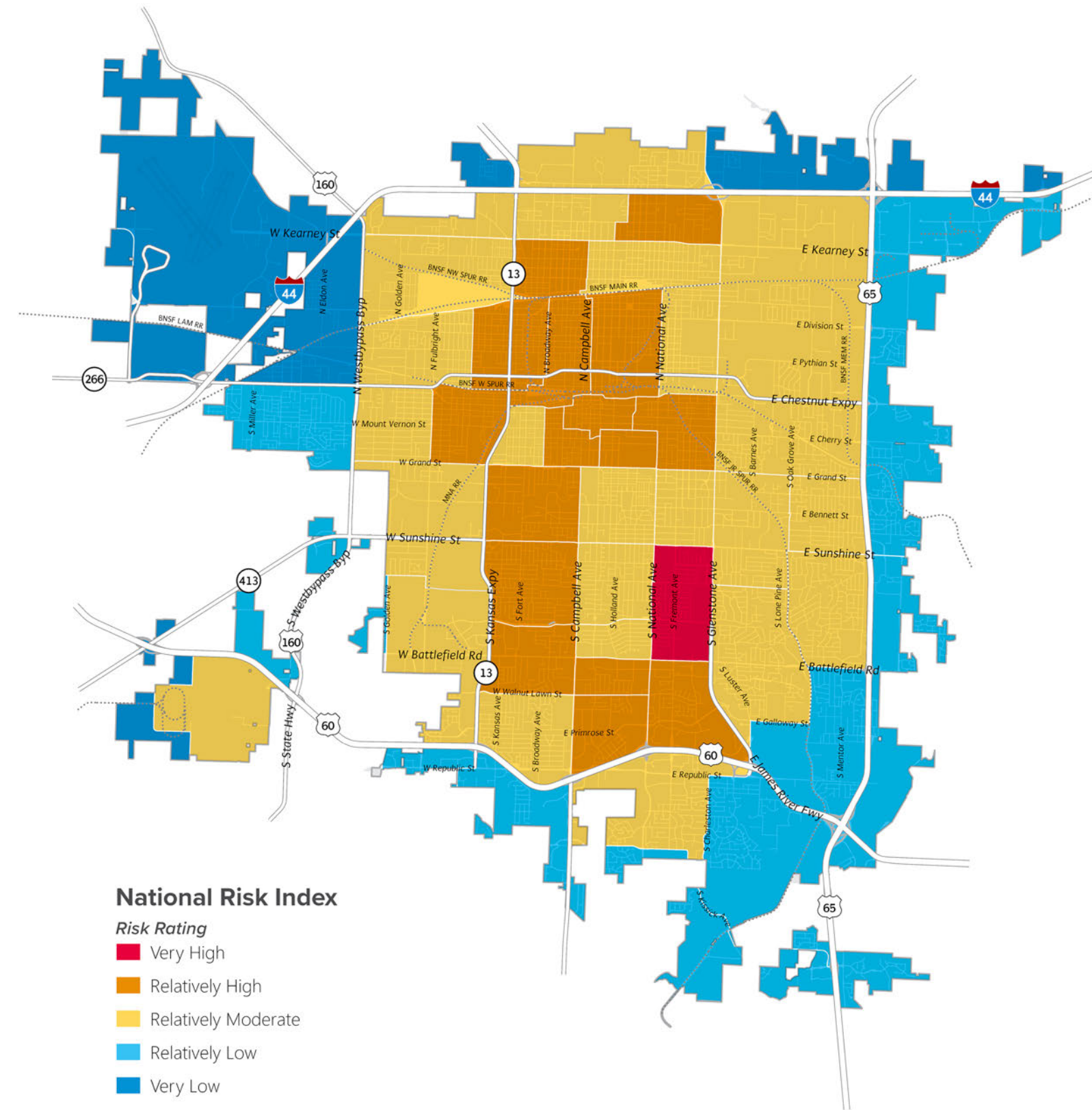
- Community resilience, or the ability of a community to prepare for anticipated natural hazards, adapt to changing conditions, and withstand and recover rapidly from disruptions.

The index covers 18 hazards, determined by reviewing all 50 state hazard mitigation plans for the most frequently listed hazards. The ones that are most relevant to Springfield are ice storm, heat wave, lightning, strong wind, tornado, and winter weather. Most census tracts within the Springfield area are rated moderately for these risks, but several in central Springfield rise to the “relatively high” risk level for all three components of the index. One tract in the southeast part of the City ranks very high overall, falling in the 97th percentile nationwide for risk.

### SUGGESTED STRATEGIES

- Continue to foster strong relationships with neighborhood groups to build upon social resiliency. The City’s successful Neighborhood Works program provides partnership opportunities and helps deter crime through a greater sense of ownership.
- Research the populations most vulnerable to the hazards that occur in Springfield (ice storm, heat wave, lightning, strong wind, tornado, and winter weather) and prioritize services to help those populations (i.e., encourage faster sidewalk clearing in parts of town where more people lack vehicles and need to walk to work or school).
- Manage the urban forest for resiliency through selective tree trimming to protect overhead utility lines from falling branches.

- Locate trails in riparian corridors but out of the floodplain to reduce the need for maintenance after floods.
- Encourage use of the Envision framework for proposed public and private projects to study the resilience and sustainability of the proposals.
- Research areas of greatest vulnerability to floods and target those areas for stream buffers and constructed wetlands.
- Prioritize critical routes used by first responders to be cleared of downed trees and other debris immediately following a severe storm.
- Enable the public to utilize local streams and waterways to cool off during hot days as part of the activation and programming process for these natural resources.
- Consider deploying mobile cooling stations or waiving fees at public pools when the heat index reaches dangerous levels.
- Encourage City Utilities to pursue other sources of renewable energy to complement its large solar project, which also features native pollinator plants between the panels.
- Capitalize on planning efforts such as the Regional Homeland Security Oversight Committee (RHSOC), administered by Southwest Missouri Council of Governments, to continue to allocate equipment to respond to manmade threats such as chemical spills, pollution runoff, underground gas leaks, and more.





## 4.6 PRESERVE AND ENHANCE THE URBAN FOREST

COMMUNITY PHYSICAL IMAGE



HEALTH & WELL-BEING



**Preserve and grow the urban forest to reduce the urban heat island, protect air and water quality, benefit health and well-being, and beautify the city.**

An urban forest provides numerous advantages for a community, including improving its character, cleaning the air, and cooling heat islands. A more complete tree canopy may also increase property values due to its direct positive effect on improving neighborhood character and desirability. Healthy, mature trees add an average of 10% to a property's value, according to data compiled by Springfield's Tree City USA Advisory Committee. To continue to promote tree canopy restoration and enhancement the City should pursue the following recommendations:

- Request an Urban Tree Canopy assessment from the U.S. Forest Service.
- Increase the requirement for plantings in new commercial developments.
- Work across departmental lines to garner expertise of the City's Arborist to assist in the review, inspection, and strict enforcement of landscaping and tree preservation related to the development code.

- Develop public service announcements and other promotional mediums to reach local businesses, neighborhoods, and the community at large to advocate for reforestation, tree preservation, and promotion of programs and resources. Provide greater visibility to the programs that are already in place.
- Communicate and work with Greene County and Christian County to coordinate on the development of codes that relate to landscaping, tree preservation, and enforcement to create a seamless urban community when possible and practical. Prioritize standardizing right of way (ROW) width to allow more street trees to be planted.
- Reinvigorate the Tree City USA program, which includes a tree registry for significant City trees. Nomination fees go toward the Tree City USA Citizen Advisory Committee to support its efforts.
- Encourage and require street tree plantings along primary corridors, especially downtown streetscapes, from an approved species list. Along with beautifying streets and enhancing the user experience, which could provide economic benefits, using species native to the local area could provide opportunities for education and foster regional pride.
- Consider updates to the subdivision regulations requiring trees to be planted per dwelling units for new single-family and two-family developments.
- Expand programs like the NeighborWoods Tree Planting program to reach beyond public properties or outside of the right-of-way, where trees are vulnerable to damage and removal from conflicts with infrastructure expansion and maintenance projects.

## TREE PRESERVATION ORDINANCE

Upon adoption of the Comprehensive Plan, the City should prepare amendments to the Land Development Code's Zoning Regulations (Article III) to address clear cutting, tree protection and preservation, and reforestation. For example, in the case that tree stands need to be removed, they should be replaced at a 2:1 ratio of acreage. Currently, the tree preservation ordinance is in draft form from the Tree City USA Advisory Committee.

Such an ordinance should encompass all measures taken to protect existing trees from damage or loss during or after project construction. A tree protection zone is an area surrounding the base of a tree within which neither construction activity nor physical development is permitted. These zones protect the branches and trunks of trees as well as the underground root system. The tree root zone is the area of a tree in which the majority of its roots lie. Often 95% of roots are found in the upper 12 to 18 inches of soil. A tree protection ordinance helps to ensure that the soil above tree roots does not become impacted.

Care should be taken to balance preservation with flexibility in any tree preservation ordinance so as not to make it too restrictive to development. Preservation of trees of a certain size or significance should be prioritized over retaining trees that could be moved to another site or replaced through a fee-in-lieu arrangement.

## FOREST MANAGEMENT PLAN

The City should prioritize funding an overarching Forest Management Plan. The plan could help identify hazards (natural disasters, invasive pests, and diseases), best practices for tree health (planting guidance, soil information, and upkeep), priority locations for additional tree plantings, best practices for soil health and tree regeneration, and a plant guide highlighting native species. Guidance from this plan could be applied at the neighborhood park level. The Tree City USA Advisory Committee and the NeighborWoods Program should be engaged, which is a partnership among the City, Tree City USA, and City Utilities, to track and plant trees to grow the urban forest, in planning for preservation of significant trees and on future key areas to include new trees. (See **Chapter 10: Infrastructure and Community Facilities** for more information about green infrastructure.)

## 4.7 LEVERAGE NATURAL FEATURES FOR PUBLIC SPACES

COMMUNITY PHYSICAL IMAGE



**Seek opportunities to transform key natural features into attractive public spaces that support community engagement and socializing.**

Providing public spaces within a community is key for promoting socialization, gathering, and activities that reinforce sense of community. This is a critical concept outlined in the Downtown Plan that should be applied across Springfield. Significant natural features should be targeted for placemaking initiatives that highlight the beauty of the Ozarks, such as Joe Creighton Access, Lake Springfield, Lost Hill, and Fellows Lake, along with underutilized riparian corridors that could be used for trail access. Amenities that foster social interactions, such as outdoor seating areas, festival spaces, pavilions, and amphitheaters should be considered. The community should be engaged in the design process to prioritize desired amenities and select cultural and artistic features to integrate.

## STRATEGIC PLACEMAKING

Engage the Quality of Place group to identify key areas to enhance. A public outreach component should be initiated to increase community buy-in. An example is the Renew Jordan Creek initiative, which is focused on placemaking and use of natural features to improve a natural resource.

## DESIGN FOR SAFETY

Implement CPTED practices to create safer public spaces. This multidisciplinary approach combines design guidelines, social programming, and proper management to produce better community cohesion and positive outcomes. Using principles of fostering social cohesion, creating connectivity, mixing land uses where possible, and creating a community culture around public spaces can help residents feel more invested and connected to the spaces they inhabit. Park, trail, and public space designers should consult the published standards and guidebooks on this practice.

## GOAL 5: Seek out new opportunities for funding and partnerships to improve and invest in the City's parks, recreational facilities, trails, greenways, and open space.

### 5.1 ESTABLISH INNOVATIVE, SUSTAINABLE FUNDING STRATEGIES

HEALTH & WELL-BEING



#### Establish innovative and diversified funding strategies to secure resources needed for park, trail, and natural resource improvements.

Funding is necessary to create the improvements residents want in their communities and to preserve the momentum and energy of innovative planning processes. The current system is not sustainable without additional funding streams. Since the last Park Sales Tax ended in 2011, Springfield has not had a source of income for capital improvements and maintenance. Analysis presented in the 2021 Parks and Recreation Master Plan shows that Springfield-Greene County Park Board includes far less for parks and recreation capital projects than comparable agencies. It is also receiving less revenue than other peer agencies.

Springfield should be creative in seeking funding for its park, greenway, and natural resource improvements, such as the following:

- Create a Percentage for the Parks Program that is tied to development that could generate funds from a percentage of construction fees.
  - Establish a Capital Improvement Tax that could help maintain and improve parks and trails as a guaranteed source of income. The City should first generate a public survey to assess priorities, gain support, and begin to lay the foundation for a sense of ownership over the initiatives that the tax could help fund.
  - Implement limited paid parking for certain facilities or events—a tactic successfully used to help fund Great Rivers Greenway projects in St. Louis.
  - Collect proceeds from alcohol sales on City-owned green spaces near commercial areas.
  - Use a portion of fees paid for events and privately contracted programming at City amenities to pay for park and trail improvement, maintenance, and expansion. A notable example is Chicago's Park District, which includes Soldier Field. Large amounts of revenue are raised through events at the venue without raising City taxes.
- Capitalize on the growing microbrewery culture by tying it to outdoor recreation and helping foster economic development. Other cities could provide useful examples, like Boston, which staged pop-up breweries during summer 2020 along parks and riverfront areas to draw in activity and revenue to those areas.
  - Continue enhancing relationships with nonprofit agencies, such as Ozark Greenways, Watershed Committee of the Ozarks, and James River Basin Partnership to tap into additional funding opportunities.
  - Study examples of other cities that have allocated a larger portion of transportation funding on trails instead of road improvements to help promote walking and biking.
  - Explore creative taxes, such as the sugary beverage tax in Berkeley, CA, and Philadelphia, PA that are used to improve public health while funding financially constrained yet popular facilities and programs. Community support for such a tax would need to be assessed first, providing clear direction on what kind of resident-desired parks and programs it would fund.

#### OUTREACH CAMPAIGN

An outreach campaign should be developed to alert community members of opportunities to give back and invest in the City's natural environment. This would also provide a sense of ownership by involving residents in fundraising, planning, and additional outreach about improvements. An educational component to the outreach campaign could feature expert speakers who could demonstrate why investing in infrastructure is key to healthy living.

#### FUNDING CHAMPION

A funding champion on City staff could do research and write grant applications for a variety of City departments, including parks. This person could also track philanthropic gifts and create a tracking system for planned giving and estate contributions. This position should oversee the identification of new ideas for fundraising and tracking existing opportunities, including:

- Missouri Department of Conservation funds for managed open space land containing wildlife habitats
- Community Foundation of the Ozarks grants available for priority locations and goals
- Ozarks Transportation Organization funding opportunities for active transportation projects
- Innovative ways to reuse vacant lots and revolving funds to support urban agriculture
- A formal fundraising strategy to reach out to benefactors who could give via estate planning, foundations, challenge grants, and other mechanisms to leverage private funding into public recreation

#### REDEVELOPMENT OPPORTUNITIES

Underutilized areas adjacent to parks, greenways, and trails should be identified and tracked to maximize use of these areas and target them for redevelopment. Emulate trailside and parkside development in other areas of the country, such as in downtown Boulder, CO, that blends housing, entertainment, educational, and active recreational spaces to create desirable amenities. Combining efforts with other developments can provide funding, reduce maintenance costs, and bring new user groups. Target modern amenities such as bike parks, dog parks, live music options, and public Wi-Fi.

## 5.2 DEVELOP AND SUPPORT ALLIANCES

HEALTH & WELL-BEING



ARTS, CULTURE &  
HISTORIC PRESERVATION



**Continue to work with the Springfield-Greene County Park Board to establish strong partnerships across the City that will grow its parks, trails, and recreational opportunities.**

The strong collaborative relationship between the City and the Park Board should continue to be fostered, both for strengthening existing efforts and for pursuing new ones. The City needs help on initiatives that fall outside its jurisdictional reach or funding ability, and the Park Board and outside partners can be instrumental in helping these goals become reality. The Park Board currently works with nearly 300 different groups and organizations with common goals for bettering parks and recreational opportunities across the City.

### ADDITIONAL PARTNERSHIP OPPORTUNITIES

Public-private partnerships can help gain funding, human effort, and fresh ideas. Private sector companies could provide equipment rentals, maintenance, volunteer workers, and other services. Companies that own large open spaces could open their facilities to public use for events.

The successful partnership between Springfield Public Schools and the Park Board could be emulated with local universities to further involve school-age and youth populations in volunteer work, camps, and other programs. Partnerships should also be sought with the Springfield-Greene County Health Department and other health partners to tie in the benefits of outdoor lifestyle to mental and physical health. Springfield should follow the Missouri Department of Conservation and Missouri Department of Natural Resources and upload its trail resources to the nonprofit Park Rx America database. Local doctors can then prescribe time at specific parks to patients to ease the strains of chronic disease, increase health and happiness, and foster environmental stewardship.

Key data points should be researched to highlight these benefits. For example, according to one study that created a cost-benefit analysis for bike and pedestrian trails in Lincoln, NE, every dollar spent on trails for physical activity saves nearly three dollars in direct health care costs. A good example of a successful partnership is The Great Rivers Greenway's Tax District in the St. Louis region of Missouri (see adjacent callout for more information).

Other types of partners to approach include allied organizations, friends groups, sports teams, private companies, individual donors, and volunteer organizations. These partnerships can be beneficial in that they may have outlined funding sources and/or grants, or have staff available to help out with labor on projects.

### INTEGRATING THE ARTS IN PARKS

The City should also work with the local arts community to enhance Springfield's parks, trails, and open spaces with public art and cultural opportunities.

- Partner with Sculpture Walk Springfield and Springfield Regional Arts Council to integrate more public art in outdoor settings and create unique places for residents and visitors to spend time.
- Spearhead collaboration between the local arts and culture community and the Park Board to create interactive community events that bring the arts and outdoors together.
- Work with the local arts community, including the Springfield Art Museum, to create inviting programming that will draw residents and visitors alike.
- Work with the Springfield Art Museum on stormwater improvements, trail connections, and master plan improvements.
- Continue to support Springfield Sculpture Walk, an initiative to create "a museum without walls with access to all," and places public art in public spaces downtown for people to enjoy on their own schedule. They also offer docent-guided walking tours and tours on the Trolley Bike. Several of the sculptures are placed along the Jordan Creek Greenway Trail; other opportunities to place art along urban trails and in parks should be explored.
- Continue to expand connections with civic organizations as interest develops, such as local Rotary Clubs, which have played a big role with arts and other parks improvements.
- Continue to partner with Ozark Greenways to integrate public murals, sculpture, and interactive kiosks with the trail system.

### THE GREAT RIVERS GREENWAY'S TAX DISTRICT

The Great Rivers Greenway organization is a publicly funded entity formed in 2000 that oversees the planning and execution of a network of trails throughout the St. Louis region. It is overseen by a board of directors with appointees from St. Louis City, St. Louis County, and St. Charles County. The organization oversees a set of sales taxes levied in these geographic areas specifically to support parks and greenways. The organization helps with training, organizing volunteer workdays, and providing support to greenway users throughout the 128-mile network. It publishes collaborative regional plans every five years, as well as annual reports on how it uses taxpayer money.

Through robust partnerships and bold planning, Great Rivers Greenway is working to fulfill its mission—making the St. Louis region a more vibrant place to live, work, and play, by developing a network of greenways. Its vision is to complete a 600-mile trail network in the region it calls "The River Ring," which would be made up of 45 greenways. Nearly all of them require coordination with multiple jurisdictions and to purchase or acquire use of land from multiple landowners. The organization also has partners with access to federal matching funds, such as Bike St. Louis, which creates signage, lanes, and bike paths throughout St. Louis, receiving funding indirectly from the U.S. Department of Transportation.





## CHAPTER 12

# SUBAREA PLANS

***In this chapter***

*Subarea Context*

*Glenstone Avenue Subarea*

*Trafficway Street Subarea*

*Chestnut Expressway Subarea*

*Lake Springfield Subarea*

*Boonville Avenue Corridor Subarea*

Building on the core elements of Forward SGF, the following Subarea Frameworks have been developed for distinct areas in the community that exhibit significant potential for change. The Subarea Frameworks highlight key concepts and strategies for land use and development, multimodal connectivity and circulation, streetscaping, and placemaking. They provide insight on how city-wide policies can be applied to specific areas and sites throughout the community. Both public and private investment will be essential in achieving the recommendations of these Subarea Frameworks.

## SUBAREA CONTEXT

The subareas were chosen based on unique opportunities to accommodate future development that would foster impactful and positive change in the community. Each subarea addresses a different redevelopment context, including the enhancements of gateways into the City, rethinking commercial corridors, establishing an urban-innovation hub, and transforming the area around a key natural asset, Lake Springfield.

The selected areas include the following:

- Glenstone Avenue Subarea
- Trafficway Street Subarea
- Chestnut Expressway Subarea
- Lake Springfield Subarea
- Boonville Avenue Corridor Subarea



GLENSTONE AVENUE SUBAREA



TRAFFICWAY STREET SUBAREA



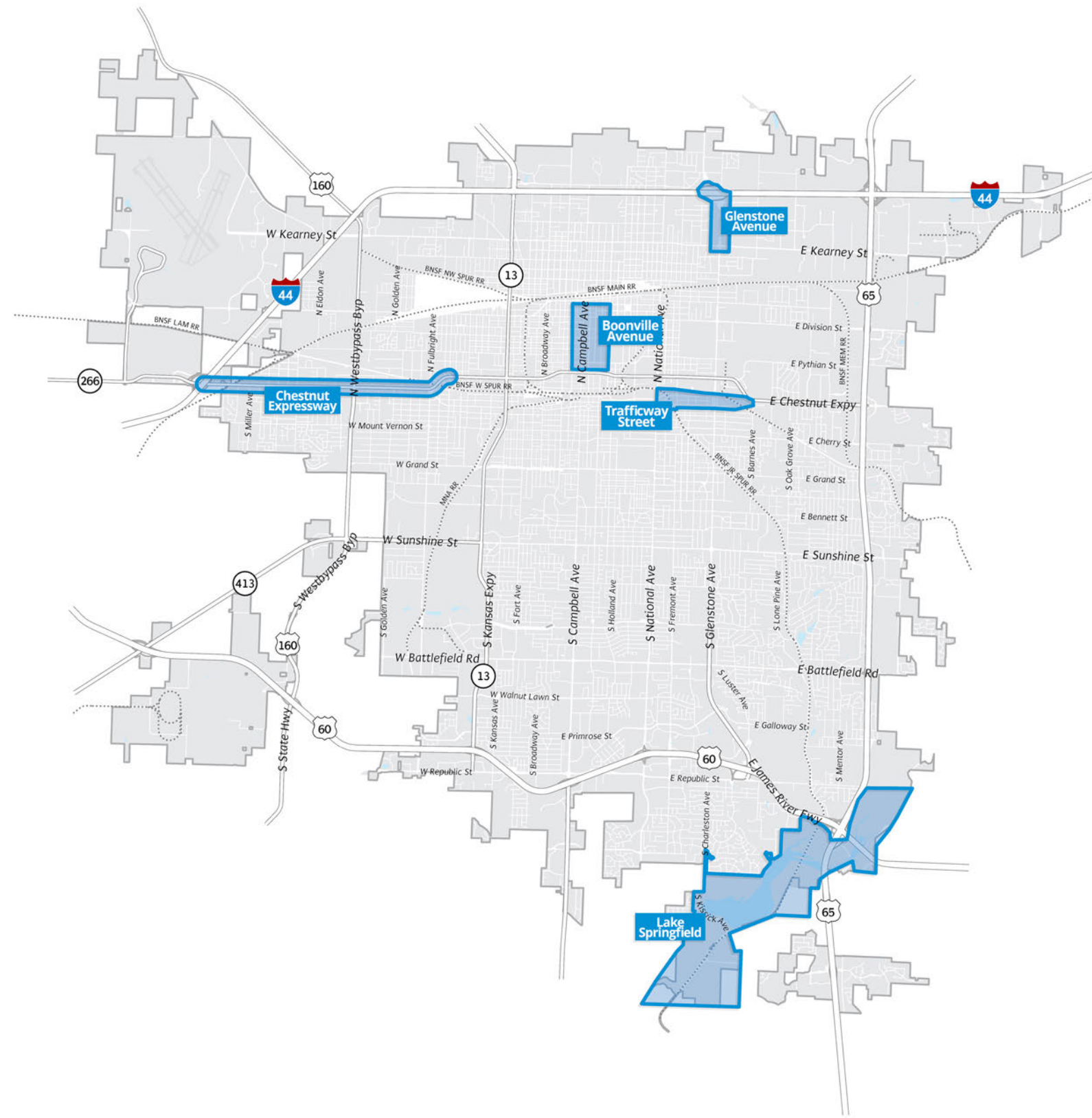
CHESTNUT EXPRESSWAY SUBAREA



LAKE SPRINGFIELD SUBAREA














BOONVILLE AVENUE CORRIDOR



# GLENSTONE AVENUE SUBAREA FRAMEWORK

As a primary travel route from Interstate 44 and the location of many of Springfield's hotels, the Glenstone Avenue corridor near I-44 is a key entry point into the City for residents, visitors, and businesses. The quality of the visitor and pedestrian experience, and aesthetic along the corridor contribute significantly to Springfield's community image. Glenstone Avenue is an auto-oriented corridor with limited pedestrian infrastructure and minimal streetscaping. Infill opportunities exist to expand on the subarea's hotel and commercial development and encourage high-quality entertainment and dining. This subarea identifies strategies for transforming Glenstone Avenue into an inviting, active, and functional area, creating a good first and last impression of Springfield.

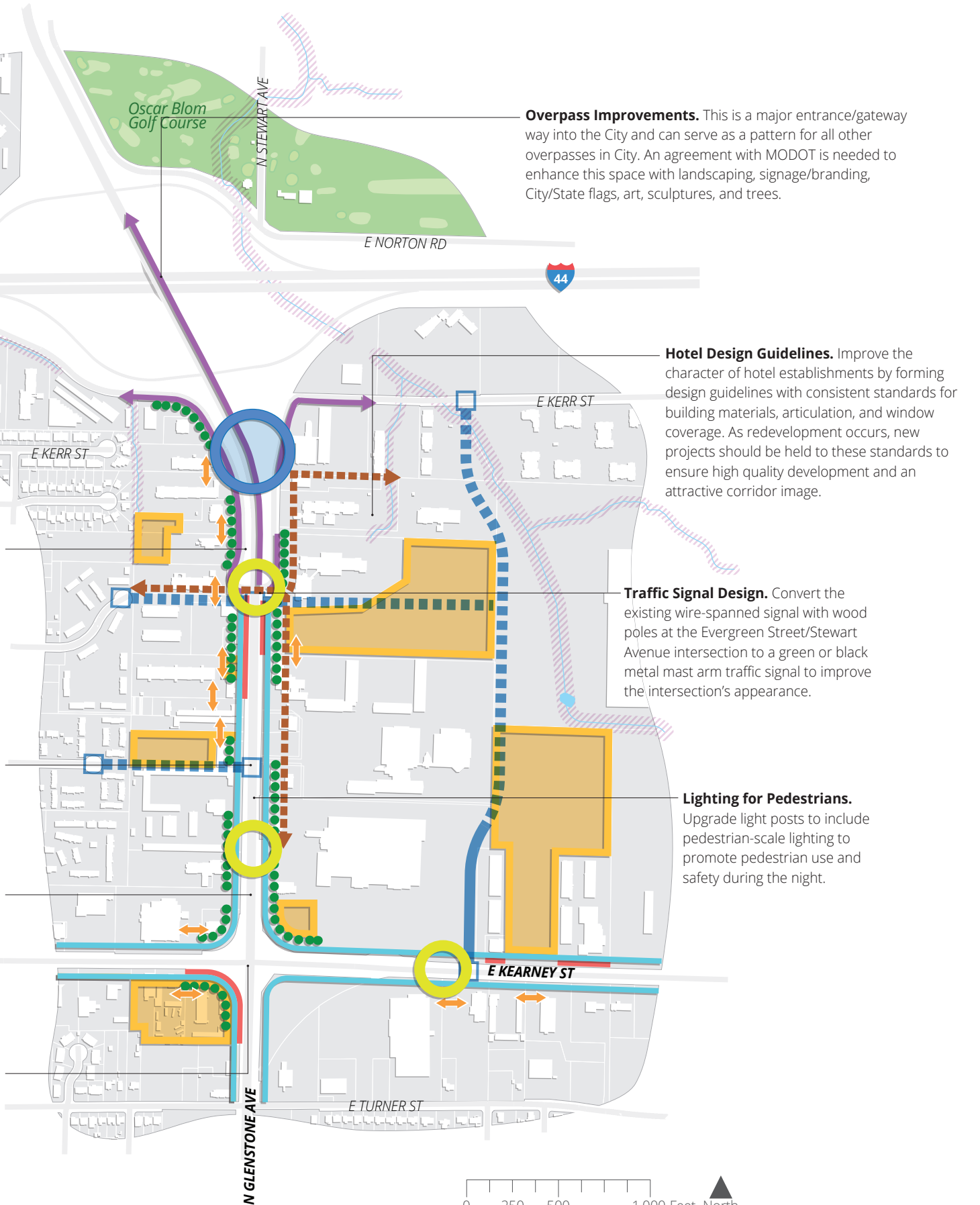
- |  |                        |   |                              |
|--|------------------------|---|------------------------------|
|   | Sidewalk Configuration |  | Gateway Enhancement          |
|   | Sidewalk Extension     |  | Riparian Buffer Requirements |
|   | Curb Cut Consolidation |  | Bury Utility Lines           |
|   | Cross Access           |  | Roadway Extension            |
|   | Perimeter Landscaping  |  | Development Opportunities    |
|  | Midblock Crossing      |   |                              |

**Sign Standards.** Improve the appearance of commercial signs by updating sign regulations within the City's Zoning Ordinance to require the base/foundation of signs to be covered and landscaped, followed by strict enforcement. Pole signs should also be restricted to only locations clearly visible from I-44 while encouraging monument signs further south along Glenstone Avenue. This will effectively improve the aesthetic of the corridor and help remove unattractive visual clutter, while still allowing establishments to advertise their location from the interstate.

**Existing Mid-Block Crossing.** In accordance with MoDOT's Glenstone Avenue Safety, Operational, Pedestrian, and Pavement Project, upgrade the pavement marking and signing at the existing mid-block crossing.

**Sewer Capacity.** As development occurs, carefully monitor capacity levels of the existing sewer trunkline, ensuring sufficient capacity is available prior to the approval of new development. If capacity is met, apply a cost-share strategy to distribute the trunkline expansion cost between the City and private developers.

**Corner Landscaping.** Landscaping has been added to these areas at the intersection, but a sustainable maintenance agreement between with MoDOT needs to be established to ensure consistent, long-term maintenance of these areas.





## FRAMEWORK DESCRIPTIONS

### Pedestrian Realm

Improve aesthetics, walkability, and sense of safety for pedestrians by constructing wider sidewalks on both sides that are separated from the street with a landscaped buffer with trees. The sidewalk currently runs directly adjacent to the street in most segments, such as along the Culver's property (2520 Glenstone Avenue), creating an uncomfortable pedestrian experience. As sidewalks are reconfigured, ADA compliance should be met to ensure the corridor can be easily accessible by people of all abilities.

### Sidewalk Extension

Provide access to the northern hotel and restaurant properties as well as Fremont Elementary School to the west by extending sidewalk connectivity along Evergreen Street and Stewart Avenue. Pedestrian connectivity should be implemented across the I-44 interchange to improve access to the north side of the interstate. A new sidewalk should also be constructed in front of the two gas station properties to fully connect the sidewalk system.

### Curb Cut Consolidation

Remove excess curb cuts to reduce potential traffic conflict points and disruptions in sidewalk connectivity. This may be completed during roadway improvements or through the site plan approval process for future redevelopment. Consider modifying site design regulations to require future curb cuts to meet ADA standards and be enhanced with crosswalks, either with striping or pavement enhancements, to signify a continuation of the sidewalk for improved pedestrian comfort and safety.

### Cross Access

Working with property owners, create cross access between adjacent parking lots to reduce the need for drivers to use Glenstone Avenue. This will help mitigate traffic and reduce the risk for accidents along Glenstone Avenue while allowing convenient access between establishments.

### Perimeter Landscaping

Work with property owners and private developers to encourage the installation of perimeter landscaping along the frontage to improve the image of the corridor and screen views of parking lots. Perimeter landscaping should be required for all properties fronting Glenstone Avenue and designed to maximize stormwater management and improve water quality through BMPs, such as bioretention areas. Landscaping that requires limited maintenance should be encouraged and landscaping at intersections must not obstruct line of sight for vehicles. See the Chestnut Expressway O'Hara to College Subarea Toolbox for more information and photo examples.

### Midblock Crossing

Construct additional midblock crossings, like the existing crossing at the Oasis Hotel and Convention Center property, to reduce the distance between crossing opportunities for pedestrians and bikers. A study should first be conducted to assess the need, feasibility, and most appropriate location. Midblock crossings would significantly improve the walkability and safety of the corridor, as well as increase access to commercial uses for visitors staying in the hotels. As result, the overall functionality of the avenue as a travel corridor and lodging area would be enhanced.

### Gateway Enhancement

In coordination with MoDOT, formalize a gateway onto Glenstone Avenue from I-44 by incorporating landscaping, an attractive gateway sign, and landscaped medians. Improvement of this gateway will help create a lasting positive impression for those traveling into or out of Springfield.

### Riparian Buffer Requirements

Ensure new development or the redevelopment of existing sites along streams adhere to the buffer requirements set forth in Chapter 8 of the Flood Control and Water Quality Protection Manual.

### Bury Utility Lines

Work with local utility providers, such as City Utilities, to prioritize Glenstone Avenue for the removal of abandoned utility infrastructure and to bury overhead utility lines. While a costly endeavor, this will reduce visual clutter and potential limitations to desirable sidewalk configurations, significantly improving the aesthetic and walkability of the corridor. If burial is deemed unfeasible, utility lines should be relocated behind properties away from street view.

### Roadway Extension

Through coordination with property owners, extend Talmage Court and North St eastward to connect with Glenstone Avenue and create a new access road between Kerr Street and Kearney Street. Both roadway extensions would create alternative travel routes, improve circulation, provide direct connections to and from adjacent neighborhoods, and alleviate congestion along Glenstone Avenue, Stewart Avenue, and Evergreen Street. See the following Glenstone Avenue Subarea Toolbox for more information.

### Implement Trash and Maintenance Program

Priority should be given to cleaning up trash and maintaining key corridors to improve Springfield's first impression for visitors and create a sense of pride for residents. To keep this corridor looking it's best and focusing on presenting Springfield's best, a campaign to implement a standardized and aggressive program for the sustained clean up of key corridors should be considered. The program should not exclusively rely on the Missouri Highway Department to implement and the City will need to take a leadership role in this effort and utilize recent efforts such as the Clean Green efforts.

### Development Opportunities

Refer to the Development Opportunities graphic for recommendations pertaining to each opportunity site.

# GLENSTONE AVENUE REDEVELOPMENT OPPORTUNITIES

## Future Placetypes

- Center City Neighborhood
- Traditional Neighborhood
- Mixed Residential

## Redevelopment Opportunity Sites

These sites identify vacant or underutilized lots that present development or redevelopment opportunities to expand uses supportive of the City's vision for the Glenstone Avenue subarea.

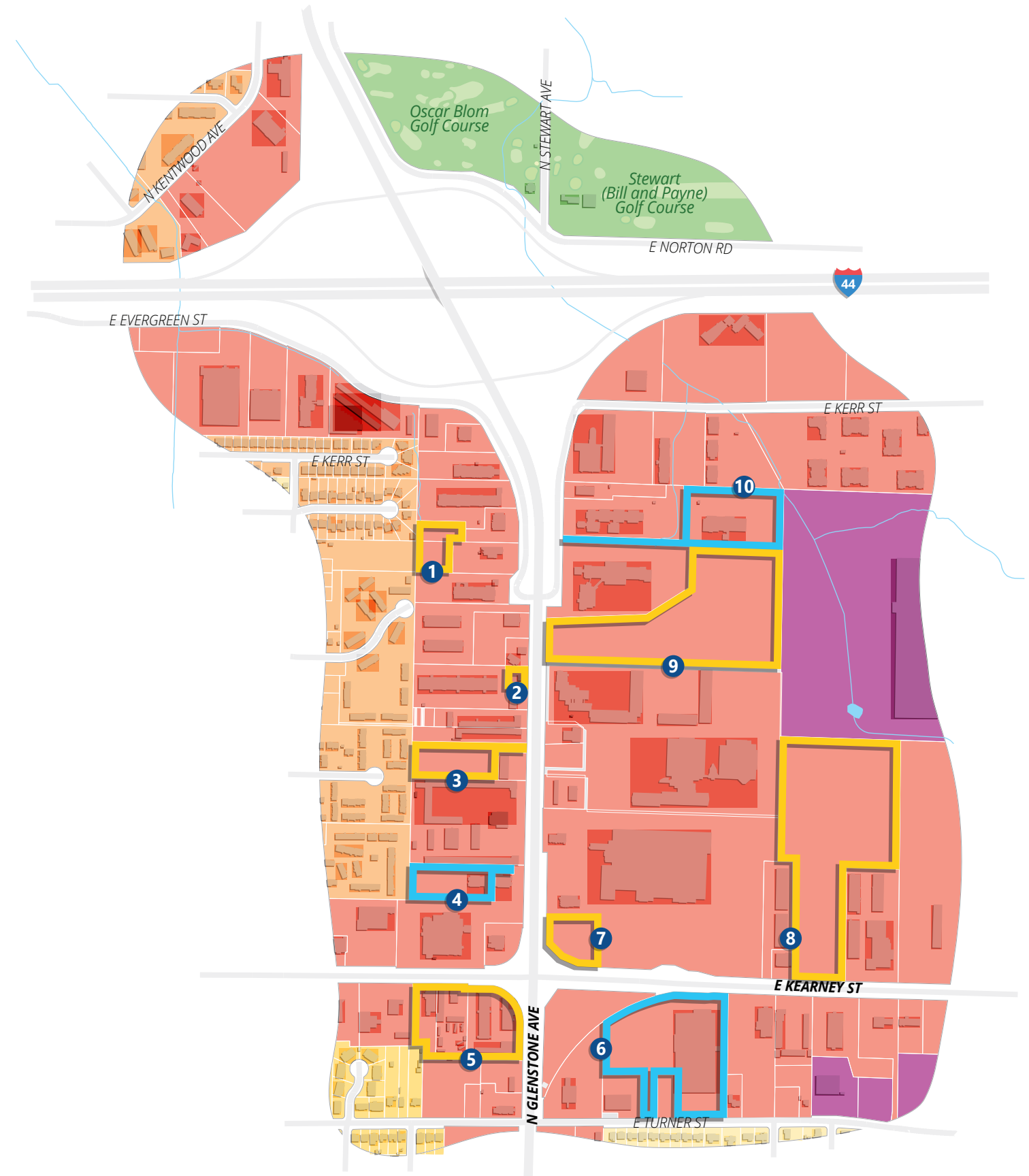
- 1 Behind Ruby Tuesday
- 2 2623 N Glenstone Ave
- 3 Behind Tire Express
- 5 Springfield Inn and Adjacent Properties
- 7 SW Corner Outlot of Walmart
- 8 Undeveloped Parcel South of Loren Cook Company
- 9 Large Parcel North of the Oasis

- City Corridor
- Industrial & Logistics
- Urban Green Space & Recreation

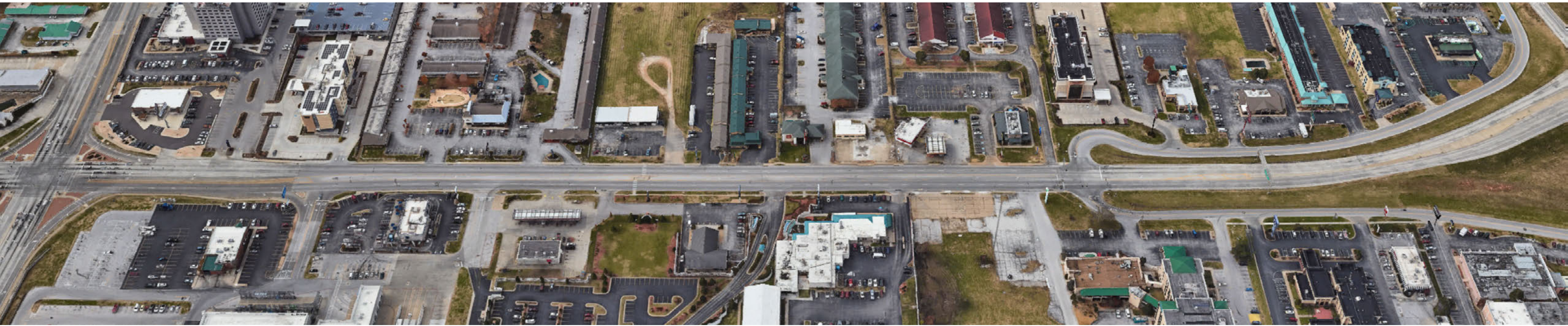
## Recent Developments

These sites identify recent development with desirable uses that should be replicated within the subarea as it continues to develop.

- 4 Fairfield Inn and Suites by Marriott
- 10 Home2 Suites by Hilton
- 6 BIG Shots







## REDEVELOPMENT OPPORTUNITIES

### REDEVELOPMENT SITE

These sites identify vacant or underutilized lots that present development or redevelopment opportunities to expand uses supportive of the City's vision for the Glenstone Avenue subarea.

#### Behind Ruby Tuesday

There is opportunity to develop this vacant parcel into a bar or restaurant establishment to provide hotel guests and adjacent residents with more dining options.

#### 2623 N Glenstone Ave

This site currently contains a vacant gas station, which should be redeveloped into a retail or drive-through food/drink establishment that can serve travelers off I-44, hotel guests, and local residents.

#### Behind Tire Express

This vacant site presents an opportunity for a new entertainment establishment with complementary restaurant and bar uses. This development would provide activities primarily geared towards travelers staying in adjacent hotels, but could also serve surrounding neighborhoods.

#### Springfield Inn and Adjacent Properties

Considering their prominent location at this key intersection, these three properties present a great opportunity to develop an entertainment or mixed commercial strip center. The properties could be consolidated to facilitate comprehensive redevelopment and provide sufficient space for pedestrian amenities and streetscaping.

#### SW Corner Outlot of Walmart

Opportunity exists to develop the corner parking lot area into a small-scale commercial retail or service outlot. The use of 360-degree architecture should be encouraged to ensure the development is attractive on all sides given the site's high visibility at the key intersection.

#### Undeveloped Parcel South of Loren Cook Company

This sizable undeveloped parcel creates a significant opportunity for a large-scale entertainment center right outside the subarea. Examples of potential uses include a movie theater, e-sports center, or flex space for creative exhibits.

#### Large Parcel North of the Oasis

This large vacant parcel creates an opportunity to develop another large-scale hotel in line with surrounding uses to support growth and increased visitor activity. An outlot commercial development should front Glenstone Avenue to maintain the street wall, while locating a hotel to the rear and oriented toward the proposed east-west roadway extension. Pedestrian movement should be prioritized by incorporating internal pathways within the site and views of parking should be minimized through perimeter landscaping and screening.

## RECENT DEVELOPMENTS

These sites identify recent development with desirable uses that should be replicated within the subarea as it continues to develop.

### Hotels

Two recent hotel developments, Fairfield Inn and Suites by Marriott and Home2 Suites by Hilton, showcase existing demand for hotel uses. While near term opportunities for hotel development may be limited, the development of additional high-quality hotels and entertainment uses should be encouraged within the subarea. Future hotel developments should work towards providing a diverse mix of lodging choices to accommodate a wide range of overnight guests.

### BIG Shots

This new indoor golf course is a good example of a recent entertainment business that should be expanded upon within the subarea to serve travelers as well as local residents.



FAIRFIELD INN AND SUITES BY MARRIOTT



BIG SHOTS

# GLENSTONE AVENUE SUBAREA TOOLBOX



## GATEWAY ENHANCEMENT

The intersection of Glenstone Avenue and I-44 is an important gateway into Springfield for those traveling along the interstate. Currently, there are no improvements or features clearly announcing entry into the City. In coordination with MoDOT, the City should implement gateway enhancements within the open space along the interstate off and on ramps and on Glenstone Avenue. This can include arch or stone monument signage, landscaping such as landscaped medians, and public art to make a positive first impression upon visitors. Wayfinding could also be installed at this intersection, as at key points along Glenstone Avenue, to direct visitors to destinations such as Downtown, local universities, and Cooper Park and Sports Complex.

## MIDBLOCK CROSSING

While the subarea is frequently traveled by foot, it is currently unfriendly to pedestrians with poor sidewalk conditions in certain segments and a lack of safe crossing opportunities. To improve the walkability of the corridor, the City should implement midblock crossings at key points along Glenstone Avenue to reduce the distance a pedestrian would have to travel to reach the other side of the busy avenue and increase accessibility to businesses on either side. This includes installing features such as highly visible “zebra crossings” and Rectangular Rapid-Flashing Beacons (RRFB), if feasible, that utilize pedestrian-activated flashing crossing lights to provide a visual cue to drivers that pedestrians may be present. A pedestrian refuge island sized for groups could also be incorporated as completed at the existing midblock crossing in front of the Oasis Hotel to increase safety and reduce initial crossing distance.


## ROADWAY EXTENSION

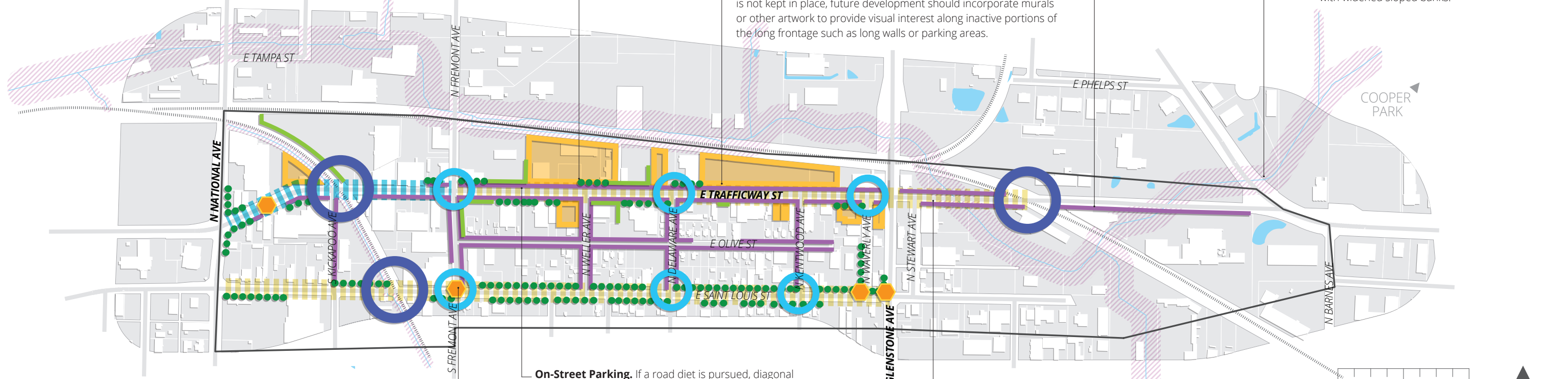
As development has occurred in areas north of I-44, congestion along Glenstone Avenue has grown. The extension of local roadways and creation of a new north-south route to the east will provide alternative travel routes and improve circulation to mitigate traffic along Glenstone Avenue. This includes extending North Street and Talmage Court eastward to connect with Glenstone Avenue, which would help improve access to the residential neighborhood west of the subarea. This North Street extension should be configured to merge with Evergreen Street to avoid traffic conflicts at the intersection. In addition, construct a new access road connecting Kerr Street to Kearney Street along the rear of properties, connecting to the existing service road to the east of Walmart. Such roadway extensions will require coordination with property owners and MoDOT to secure needed public right-of-way. They will also need to be coordinated with existing signaled intersections and should be designed to integrate pedestrian and bicycle connectivity.

# TRAFFICWAY STREET SUBAREA FRAMEWORK

Located adjacent to the eastern limits of Downtown, the Trafficway Street subarea is a key gateway into the City's center. Currently, the subarea contains a mix of land uses with various outdoor storage areas and several properties falling into disrepair. The subarea also lacks quality pedestrian routes and adjacent streets suffer from poor streetscaping. As a preferred route into Downtown taken by many, there is significant opportunity to enhance the corridor as a primary connection into the Downtown and provide a direction for future land uses.

The subarea plan sets guidelines for transforming the Trafficway Street corridor into an active urban-innovation hub with a flexible mix of uses that generate street activity. This includes entertainment, art, design studio, makerspace, office, and co-working uses. Future outdoor storage, heavy manufacturing, and self storage uses should be discouraged. This urban-innovation hub should act as a center for entrepreneurship, business startups, and job growth, working in synergy with other entrepreneurial districts in Downtown. Despite its issues, the Trafficway Street corridor is also home to dozens of valued businesses and employers and their continued operation should be encouraged as redevelopment occurs. Given the existing industrial nature of development, public art that reflects local identity should be integrated throughout the district, enhancing corridor aesthetics and sense of place. Two blocks south, St. Louis Street should be celebrated and enhanced as an attractive, multimodal gateway for historic Route 66.

-  Safe Pedestrian Crossings
-  Railroad Crossings
-  Wayfinding
-  Development Opportunities
-  Sidewalk Gaps
-  Pedestrian Realm Expansion
-  Road Diet
-  Perimeter Landscaping
-  Screening
-  Riparian Buffer Requirements (applies only in areas that are a natural channel)



**Perimeter Landscaping.** This is particularly important at this key intersection due to its high visibility and traffic volume.

**Graffiti Wall.** Enhance the prominent abandoned masonry wall that currently contains graffiti with an attractive mural. If maintained through redevelopment of the site, the wall could be used to screen parking while adding an artistic character along corridor. If the wall is not kept in place, future development should incorporate murals or other artwork to provide visual interest along inactive portions of the long frontage such as long walls or parking areas.

**Bury Utility Lines.** Work with local utility providers, such as City Utilities, to prioritize Trafficway Street for the burial of overhead utility lines. While a costly endeavor, this will reduce visual clutter and potential limitations to desirable sidewalk configurations, significantly improving the aesthetic and walkability of the corridor.

**Enhance Jordan Creek.** Enhance Jordan Creek for improved stormwater management and as an outdoor amenity, connecting to Cooper Park to the northeast and the Renew Jordan Creek project within Downtown. The channeled portion of the creek currently exhibits graffitied concrete walls and could be enhanced by replacing the channel with widened sloped banks.

**Gateway Sign.** Entry into the subarea from the west should be signified by a unique and eye-catching gateway sign. The placement of the sign mid-block would highlight the starting point of Trafficway Arts District, while allowing for visibility from National Avenue to draw patrons into the area who are passing by. Consideration should be given to a sign that spans the width of the street with support pillars on either side.

**On-Street Parking.** If a road diet is pursued, diagonal on-street parking may be considered in front of this property due to wide right-of-way. To avoid potential conflicts with reversing vehicles, any bike lane would then be shifted from on-street to a designated bike lane that is at-grade with the adjacent parkway and sidewalk.

**Roadway Improvement.** Repave Trafficway Street to upgrade roadway conditions and improve the image of the key corridor leading to and from Downtown. Currently, the roadway has numerous cracks, potholes, and signs of wear which diminish the appearance of the corridor. During the roadway improvement, maintain and formalize the existing bike lane, including the addition of bike lane markings.





## FRAMEWORK DESCRIPTIONS

### Safe Pedestrian Crossings

Increase the walkability of the corridor by constructing safe crossings at the identified key intersections. Crosswalks should be highly visible using a continental pattern with ADA accessible sidewalk ramps, pedestrian flashing crossing signs, and bulb outs to the extent allowable. To complement the innovative spirit being encouraged within the district, as an alternative to continental stripes, these key intersections could be improved with decorative patterns such as colored striping or 3D artwork.

### Railroad Crossings

Enhance railroad crossings by upgrading roadway conditions, street markings, and constructing a defined pedestrian crossing area. The area surrounding the railroad crossing should be well maintained and paved.

### Wayfinding

Install wayfinding and gateway features at St. Louis Street's intersections with Glenstone Avenue, Waverly Avenue, and Fremont Avenue that provides direction to Downtown and the Trafficway Arts District. Work with property owners along St. Louis to install wayfinding and gateway features that promote the historic Route 66.

### Development Opportunities

Refer to the Development Opportunities graphic for recommendations pertaining to each opportunity site.

### Sidewalk Gaps

Construct a continuous sidewalk network on both sides of the street to enable pedestrians and bicyclists to safely travel along the corridor. Sidewalks should be at least five feet wide and should be protected from street traffic by a landscaped buffer to increase sense of comfort. Utility lines should be moved outside of the pedestrian realm as sidewalks are built.

### Pedestrian Realm Expansion

Remove the central turn lane, at the National Avenue intersection to expand the pedestrian realm and create a walkable district accessible by foot, bike, and vehicle. With the turn lane removed, sidewalks could be expanded while accommodating separated bike lanes. This will help create a pedestrian-oriented focal point along Trafficway Street in the Trafficway Arts District and provide sufficient room for amenities, such as outdoor seating and dining areas, landscaping, pedestrian-scale lighting, bike parking, and public art installations.

### Road Diet

Rebuild Trafficway Street and St. Louis Street to implement a road diet and traffic calming measures. This will require the central turn lane on Trafficway Street to be removed other than at intersections and for travel lanes to be reduced along St. Louis Street to create room within the right-of-way for wide sidewalks, bike paths, and streetscaping elements, including trees. See the following Subarea Toolbox for more information.

### Perimeter Landscaping

Work with property owners to install perimeter landscaping to screen views of parking lots and improve the image of the corridor. Perimeter landscaping should be incorporated where frontage width allows and designed to maximize stormwater management and improve water quality through BMPs, such as bioretention areas. See the Chestnut Expressway O'Hara to College Subarea Toolbox for more information and photo examples.

### Screening

Improve the image of the corridor by requiring properties to screen outdoor storage, salvage yards, and unattractive industrial uses with landscaping or fencing at least six feet in height. Desirable screening materials include wood, brick, stone, stucco, and evergreen shrubs, bushes, and trees. Chain link fences and barbed wire should not be permitted. The use of artwork such as murals or sculptures should also be encouraged at the front of screened areas along primary routes to add visual interest.

### Riparian Buffer Requirements

Ensure new development or the redevelopment of existing sites along streams adhere to the buffer requirements set forth in Chapter 8 of the Flood Control and Water Quality Protection Manual.

# TRAFFICWAY STREET REDEVELOPMENT OPPORTUNITIES

### Future Placetypes

- Downtown
- Mixed-Use
- City Corridor
- Business Flex
- Urban Green Space & Recreation

### Redevelopment Opportunity Sites

- 1** Corner of Trafficway Street and Railroad Tracks
- 2** 1352 Trafficway Street
- 3** Vacant or Partially Vacant Properties
- 4** 1445 Trafficway Street
- 5** Vacant Lot
- 6** Vacant Lot
- 7** Large Brownfield Site
- 8** Waverly Avenue and Trafficway Street
- 9** Large Eastern Industrial Sites

### Subarea Districts

- Trafficway Arts District
- Flex District
- St. Louis District



## SUBAREA DISTRICTS

### Trafficway Arts District

As redevelopment occurs, retail, office, art studios, makerspace, incubator, and flex spaces should be encouraged to create an entrepreneurial hub supported by dining, bars, cafés, and art/entertainment venues. The proximity to Downtown, Missouri State University (MSU), and Ozarks Technical Community College (OTC) sets the area up to become a center for innovation and creativity. This District should not detract from Downtown's tech-oriented IDEA Commons, however, rather complementing it through a creative, art industry focus. It should grow as a community where residents, businesses, artists, and entrepreneurs can come to network, collaborate, and generate business growth, while also attracting locals and visitors to its social scene.

### Flex District

Existing businesses should continue to be supported in the short term, while encouraging new office, retail, restaurant, makerspace, and incubator spaces through future redevelopment/ reuse of industrial buildings. Such uses should be prioritized on the western end of this district to create a seamless transition into the Trafficway Arts District. Properties along Waverly and Stewart Avenues may be considered for commercial corridor uses that front the sidewalk. Parking should be situated towards the rear and façades should be designed to appear welcoming to pedestrians.

This includes avoiding large blank walls; adding windows for clear views into and out of buildings; incorporating attractive and unique signage, art, and murals; and providing pedestrian pathways to the entrance. Cross access opportunities should be maximized to avoid traffic conflicts along Trafficway Street and similar building heights and form should be encouraged to maintain a consistent street wall. Transition between this district and the residential uses to the south should be enhanced by providing sufficient screening and buffering.

### St. Louis District

While existing single-family homes, such as along Olive Street, should be maintained in the short term, new commercial uses should be encouraged through the redevelopment or repurposing of residential structures over time. Significant architecture related to the historic Route 66 should be preserved and highlighted. Strictly requiring perimeter landscaping for properties along St. Louis Street will be critical for screening parking lots from view and significantly improving the aesthetic of the corridor. If feasible, utility lines should also be buried to remove visual clutter. Sidewalk gaps should be closed along all streets to improve pedestrian connectivity, particularly to surrounding residential neighborhoods.

Landscaped buffers should be provided between St. Louis Street's southern commercial properties and the adjacent residential neighborhood to mitigate land use incompatibilities. Like the Flex District, future redevelopments should locate parking to the rear and buildings near the property line to create a consistent street wall and support a more pedestrian-friendly environment.

Buildings should incorporate large windows, which contribute to safer environments with "eyes on the street," as well as attractive signage and pedestrian pathways to entrances. Cross access opportunities should be maximized to avoid traffic conflicts along St. Louis Street.

## REDEVELOPMENT OPPORTUNITY

### Corner of Trafficway Street and Railroad Tracks

This site presents a great opportunity for a microbrewery with outdoor seating or a similar use that would activate the western gateway into the subarea. Particularly if paired with a road diet, such a use would help foster a pedestrian-friendly, vibrant environment that would offer the Trafficway Arts District community, locals, and visitors opportunities to socialize and network.

### 1352 Trafficway Street

The central location of this property within the Trafficway Arts District and its large setback presents a unique opportunity to rehabilitate this building into an event venue or creative coworking/makerspace/incubator space. The front yard could be enhanced to create an attractive hardscaped outdoor seating area with public art, murals, lighting, and Wi-Fi connection to allow people to work outside or host outdoor events.

### Vacant or Partially Vacant Properties

These underutilized sites should be developed into makerspace, office, or flex uses to fill existing gaps in development. Such infill development will further activate the corridor and create a desirable sense of continuity in development along the streetscape.

### 1445 Trafficway Street

While redevelopment would be desirable over the long term, these two large, green vacant lots represent near term opportunities to be activated as open space amenities for local workers. As redevelopment occurs elsewhere in the corridor the central location of these open space areas creates the potential to serve the district as a whole.

### Incompatible Single-Family Property

If the opportunity arises, this single-family detached property could be redeveloped into a makerspace, office, or flex space to better match surrounding uses and conform to the character of the corridor. The property could be assembled with vacant parcels to the east to facilitate comprehensive redevelopment.

### Large Brownfield Site

These two vacant lots present a significant development opportunity for a large-scale creative industry use, such as hemp production, or an indoor entertainment facility, such as a gym, mini golf, skydiving, or shuffleboard. This site should be considered a catalyst for future development along the corridor, setting an example for quality façade design, building orientation, and site layout. The City should remain open to different uses as long as it is appropriate to surrounding businesses, supports the desirable character of the corridor, and is mindful of the brownfield nature of the site.

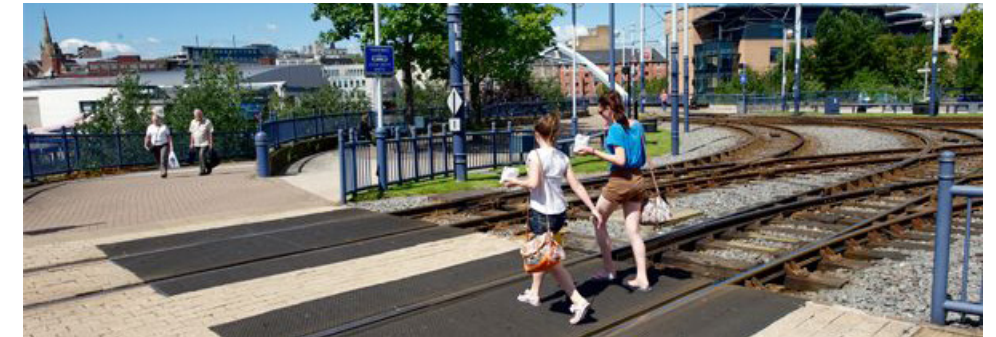
### Waverly Avenue and Trafficway Street

Due to their prominent location on Trafficway Street and Waverly Avenue, these sites should be redeveloped into attractive light industrial or commercial uses that situate the building to the front and parking to the rear. To facilitate reinvestment in the near term, adaptive reuse of the current service station property would provide an opportunity for a unique restaurant and outdoor dining experience to complement redevelopment to the north. Frontage along Trafficway Street should be enhanced with landscaping and be oriented to the pedestrian, with clearly marked entrances, windows, and unique signage.

### Large Eastern Industrial Sites

Work with the property owners of these two large-scale industrial sites to clean up and improve the appearance of their properties from right-of-way view. This could include upgrading the existing chain-link barbed-wire fence, providing perimeter landscaping or hardscaping, and/or installing public art that celebrates the industrial character. In the long-term, these properties should be redeveloped for commercial or office uses to match the desired character along the corridor.

# TRAFFICWAY STREET SUBAREA TOOLBOX



## TRAFFICWAY ARTS DISTRICT CASE STUDY

With its proximity to Downtown, MSU, OTC, the Walnut Street Historic District, and Rountree Neighborhood, the western portion of this subarea presents a unique opportunity to establish a Trafficway Arts District through the revitalization of existing industrial properties. While maintaining the industrial character, the encouragement of new uses, such as office, art studios, makerspace, incubator, and flex spaces, integrated with dining, bars, cafés, and entertainment venues, would direct the growth of this district into a creative and activated “innovation” hub. The following are successful examples of similar districts in other cities across the nation:

Crossroads in Kansas City, MO. This trendy neighborhood is filled with art galleries in restored warehouses, showrooms, coffee shops, brewpubs, and retro-style bars that make it popular destination and the heart of the City’s art community.

River North Art District in Denver, CO. Nicknamed “RiNo,” this neighborhood is a center for Denver’s creatives, with historic warehouses and factories now hosting jazz bars, restaurants, working studios, brew pubs, and galleries. A range of innovative business have also set up shop, including furniture makers, winemakers, visual artists, and outdoor gear creators.

Warehouse Arts District in St. Petersburg, FL. Once a light manufacturing and warehouse center, this neighborhood has since transformed into an arts district for artists needing larger spaces for heavy equipment and studio work. The area is highly walkable, covered in murals, and spotted with breweries, becoming especially lively the second Saturday of each month where studios and galleries open to the public for tours.

## ROAD DIET

A road diet should be considered for the full extent of Trafficway Street and St. Louis Street, with an emphasis on expanding the pedestrian realm between National Avenue and Fremont Avenue to support the Trafficway Arts District vision. Improvements would include reallocating the right-of-way to increase pedestrian and bicycle safety and provide opportunities for increased pedestrian activity. The road diet would create additional opportunities for streetscaping, including trees, benches, and planters, as well as pedestrian-scaled lighting that can improve nighttime safety. Landscaped areas will also help improve water quality, provide stormwater management benefits, and create a stronger connection between people and the natural environment. For more information on landscaping improvements for private properties, see the Chestnut Expressway O’Hara to College Subarea Toolbox.

To implement a road diet along Trafficway Street, travel lanes should be narrowed, and the center turn lane removed, other than at key intersections like National Avenue. Along St. Louis Street, the number of lanes should be reduced, potentially to two travel lanes and a central turn lane. These reconfigurations will provide room for wider sidewalks with landscaped buffer zones and formalized bike lanes with bike lane markings on both sides of the street. Other traffic calming strategies should be explored for both streets, such as pinch points and chicanes, to help reduce traffic speeds and establish a pedestrian-friendly corridor. The quantity, width, and alignment of driveways along the corridor should be improved to enhance traffic safety through driveway management.

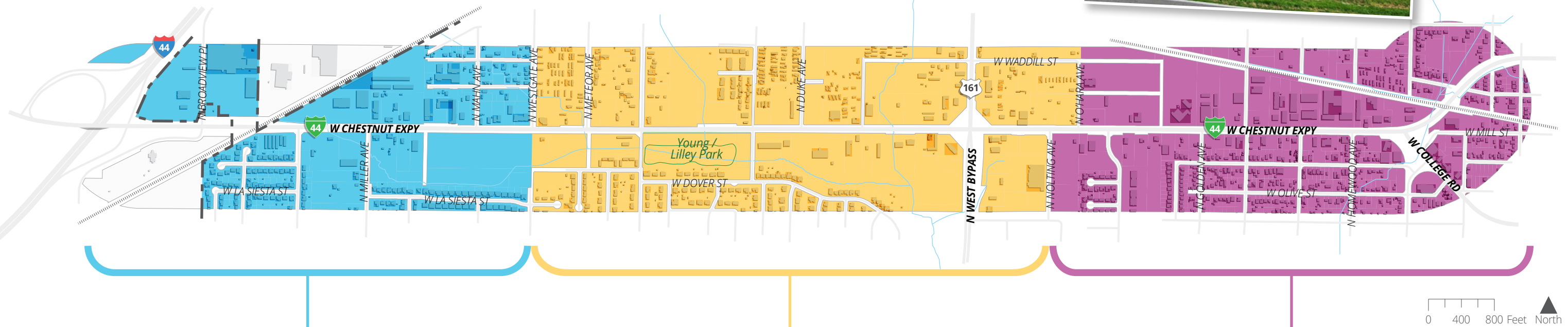
## RAILROAD CROSSING

Currently, the railroad crossing appears unattractive with unmaintained and exposed dirt shoulders and deteriorated roadway conditions. There is significant opportunity to improve the appearance of this intersection by screening it from view with edge landscaping, filling in the shoulders with gravel, and repaving the roadway together with railroad crossing street markings. Pedestrian safety can also be enhanced by constructing a designating pedestrian crossing path on either side that connects to the sidewalk network.

# CHESTNUT EXPRESSWAY SUBAREA OVERVIEW

Chestnut Expressway serves as a primary route from the west into Springfield and is the main point of entry for those coming from the Springfield-Branson National Airport. As an important gateway into the community for visitors traveling from across the country, it is vital that function and aesthetics of the Chestnut Expressway corridor be improved to present an attractive corridor that promotes Springfield to visitors and investors alike.

The subarea addresses various challenges including shallow lots, aging properties, and a diverse mix of uses that results in conflicts between adjacent properties. While existing businesses are an essential component of Springfield's commercial base, there is a significant opportunity to attract higher quality development and improve the image of the highly traveled corridor. This includes supporting a blend of higher density residential uses to increase housing diversity and strengthen concentrated areas of commercial development. The Chestnut Expressway's significance as a Historic Route 66 corridor also presents a unique opportunity to celebrate the community's identity and promote local tourism. As it is a MoDOT roadway, coordination with the agency will be critical for completing future improvements. The corridor has been organized into West, Central, and East functional subareas with specific recommendations for improvement and development that build on the varying characters of each subarea.



## I-44 TO WESTGATE

I-44 to Westgate is more industrial in nature compared to the rest of the subarea, containing hotels and trucking/auto-service businesses that benefit from proximity to I-44. There is opportunity to enhance the image and access management of existing commercial businesses while attracting new quality commercial corridor development. A large vacant lot makes up a significant portion of the area and represents an opportunity to introduce higher density residential development and mixed commercial uses. Potential annexation of properties adjacent to the subarea should be coordinated with the growth strategy section of Forward SGF.

## WESTGATE TO WEST BYPASS

This section of Chestnut Expressway contains the greatest diversity of uses of the three sections with mobile homes, hotels, a gas station, a park, a mixed-commercial strip center, and modern commercial corridor development surrounding the West Bypass intersection. Recommendations within this subarea focus on enhancing the character of existing businesses through screening and landscaping improvements as well as improving pedestrian connectivity. Opportunities also exist to transform the sizable Young/Lilley Park into an attractive, programmed park that can help meet the recreational needs of surrounding residents while also serving as an amenity to new corridor development.

## O'HARA TO COLLEGE

O'Hara to College contains a mix of commercial and light industrial uses, anchored by the busy College Road intersection at the eastern end. This key intersection presents a major opportunity to be reconfigured to allow for smooth traffic flow and pedestrian safety, as well as be enhanced as a gateway point into the core of Springfield. Recommendations for this section focus on screening and landscaping improvements for existing businesses, supporting multimodal connectivity, and expanding neighborhood-serving commercial retail and services for surrounding residents. Opportunity for higher density residential development is also identified for underutilized properties in the western portion of the East Chestnut Expressway subarea.



**Broadview Place Flooding.** As this area is susceptible to flooding, stormwater management strategies should be explored during roadway improvements.

**Annex Unincorporated Properties.** The City should pursue an aggressive, proactive course to annex unincorporated properties into the city along the corridor and areas surrounding the airport and I-44.

**Quality Landscaping.** The Best Western Plus Springfield Airport Inn has a good example of perimeter landscaping that should be replicated along the corridor.

**Westgate Avenue Extension.** Extend Westgate Avenue northward to Chestnut Expressway to improve access and circulation to and from the residential neighborhood to the south.















Springfield Municipal Boundary

WEST BYPASS TO WESTGATE

0 200 400 800 Feet North

# CHESTNUT EXPRESSWAY I-44 TO WESTGATE SUBAREA FRAMEWORK

The western portion of the Chestnut Expressway subarea serves as a primary entry point into Springfield from I-44. The western subarea contains essential warehousing, manufacturing, and other light industrial businesses as well as truck stops, hotels, and restaurants that cater towards interstate travelers. This subarea plan aims to leverage the highly accessible location by promoting additional growth for industrial and auto-oriented uses while improving access management and the character of the corridor. Key redevelopment and development opportunities are also identified for the growth of uses supportive of the City's vision, including the expansive vacant site at the eastern end of this section.

-  Broadview Place Gateway
-  Decorative Overpass Feature
-  Safe Pedestrian Crossings
-  Perimeter Landscaping
-  Screening
-  Development Opportunities
-  Cross Access
-  Curb Cut Consolidation
-  Sidewalk Gaps
-  Trail Opportunity
-  Unpaved Parking Lots
-  Open Space Preservation
-  Streetscaping
-  Riparian Buffer Requirements (applies only in areas that are a natural channel)



## FRAMEWORK DESCRIPTIONS

### Broadview Place Gateway

Prioritize this intersection, which experiences high truck volumes and shows signs of deterioration, for road and curb shoulder resurfacing with thicker pavement. Incorporate landscaping on the northern corners of the intersection to enhance its image and screen existing utility boxes. A monument or wayfinding sign should be placed at the northwestern corner to signify access to the Junction Street industrial park. Consider acquiring additional land to better accommodate these enhancements and wider radii for turning trucks.

### Decorative Overpass Feature

Through coordination with BNSF, create an attractive entrance off I-44 by installing a unique decorative sign or mural onto the railroad overpass. Enhance this area further by working with MoDOT to upgrade the existing median with appealing hardscape medians or low maintenance landscaping. These improvements will help provide a warm welcome for travelers entering Springfield and a positive impression for those leaving the City.

### Safe Pedestrian Crossings

Increase the walkability of the corridor by constructing safe crossings with improved pedestrian signalizations. A feasibility study should be conducted to select the most viable locations with the highest need. Crosswalks should be highly visible, with potential features like continental patterns, separated grading, ADA accessible sidewalk ramps, HAWK signals, and pedestrian refuge islands replacing the middle turning lane.

### Perimeter Landscaping

Work with property owners to install perimeter landscaping to screen views of parking lots and improve the image of the corridor. Perimeter landscaping should not inhibit sight distance at intersections and should be incorporated where frontage width allows. Interior landscaped islands should also be provided within large lots. Ensure all landscaping is designed to maximize stormwater management and improve water quality through BMPs, such as bioretention areas. See the Chestnut Expressway O'Hara to College Subarea Toolbox for more information and photo examples.

### Screening

Improve the image of the corridor by requiring properties to screen outdoor storage, salvage yards, and unattractive industrial uses with landscaping or fencing at least six feet in height. Desirable screening materials include wood, brick, stone, stucco, and evergreen shrubs, bushes, and trees. Chain link fences and barbed wire should not be permitted.

### Redevelopment Opportunities

Refer to the Redevelopment Opportunities graphic for recommendations for each opportunity site.

### Cross Access

Working with property owners, create cross access between adjacent parking lots to reduce the need for drivers to enter and exit onto Chestnut Expressway. This will help mitigate congestion while allowing convenient access between establishments.

### Streetscaping

Enhance the character and sense of place of the corridor by installing trees, decorative streetlights, and banner signs. Banners could be themed to highlight the corridor as a gateway route to the airport.

### Curb Cut Consolidation

Remove excess curb cuts to reduce potential traffic conflict points and disruptions in sidewalk connectivity. This may be completed during roadway improvements or through the site plan approval process for future redevelopment. Consider modifying site design regulations to require future curb cuts to meet ADA standards and be enhanced with crosswalks, either with striping or pavement enhancements, to signify a continuation of the sidewalk for improved pedestrian comfort and safety.

### Sidewalk Gaps

Construct a continuous sidewalk network on both sides of the street to enable pedestrians and bicyclists to safely travel along the corridor. Sidewalks should be at least five feet wide and should be protected from street traffic by a landscaped buffer to increase sense of comfort. Utility lines should be moved outside of the pedestrian realm as sidewalks are built, while meeting the state law requirement to provide at least six feet along the outer edge of MoDOT right-of-way for utilities. An eight to 10-foot-wide multiuse path may be considered for the northern side to better accommodate bikers and other active modes of transportation.

### Trail Opportunity

Develop a trail along Wilson Creek as an amenity for pedestrians and bicyclists as well as to expand the City's comprehensive trail network. The trail can connect the western railroad tracks to Young/Lilley Park's internal walking paths, continuing south along the West Bypass along the creek. Coordination with property owners will be necessary as the creek cuts through private properties.

### Riparian Buffer Requirements

Ensure new development or the redevelopment of existing sites along streams adhere to the buffer requirements set forth in Chapter 8 of the Flood Control and Water Quality Protection Manual. This will help improve water quality as well as enhance sense of connection between people and the natural environment.

### Implement Trash and Maintenance Program

Priority should be given to cleaning up trash and maintaining key corridors to improve Springfield's first impression for visitors and create a sense of pride for residents. To keep this corridor looking it's best and focusing on presenting Springfield's best, a campaign to implement a standardized and

aggressive program for the sustained clean up of key corridors should be considered. The program should not exclusively rely on the Missouri Highway Department to implement and the City will need to take a leadership role in this effort and utilize recent efforts such as the Clean Green efforts.

### Unpaved Parking Lots

Multiple properties along the corridor contain informal parking areas where vehicles are parked on grass or dirt lots, which creates an unorganized, disheveled character. Work with property owners to formalize and improve the image of these parking areas by paving them and incorporating perimeter and interior landscaping. When redevelopment occurs, ensure the City's parking lot standards are strictly enforced during the site design and review phases.

### Open Space Preservation

Preserve existing open space to maintain natural forested areas along the corridor as well as provide buffers between residential neighborhoods and the corridor. Urban forests also help improve air quality, create habitats for wildlife, and enhance the character of urban areas.

# CHESTNUT EXPRESSWAY I-44 TO WESTGATE SUBAREA TOOLBOX



## OVERPASS GATEWAY

Located off I-44's exit 72, this western section of Chestnut Expressway should be improved to create a welcoming first and last impression for travelers entering/exiting the City. In particular, the railroad overpass should be leveraged as an opportunity to install a unique gateway sign or mural that reflects Springfield's character and culture. This gateway feature may be mounted or painted onto the overpass or painted below on its support structures as murals, creating an eye-catching and colorful entryway that will be remembered.

## SCREENING

This subarea contains unattractive auto-oriented commercial and industrial uses that abut residential neighborhoods on either side of Chestnut Expressway. It is important to preserve the residential character of these neighborhoods, and protect against spill-over light, visual, and noise pollution associated with more intense uses. Landscaping and high-quality fencing should be used to screen high-intensity areas from neighborhoods, and new industrial development should be set back from the property line to ensure a reasonable buffer between operations and residential areas. Treatments such as landscaped berms may also be necessary between adjoining commercial and industrial areas such as the outdoor storage areas and adjacent hotel development to the west of Mahn Avenue.

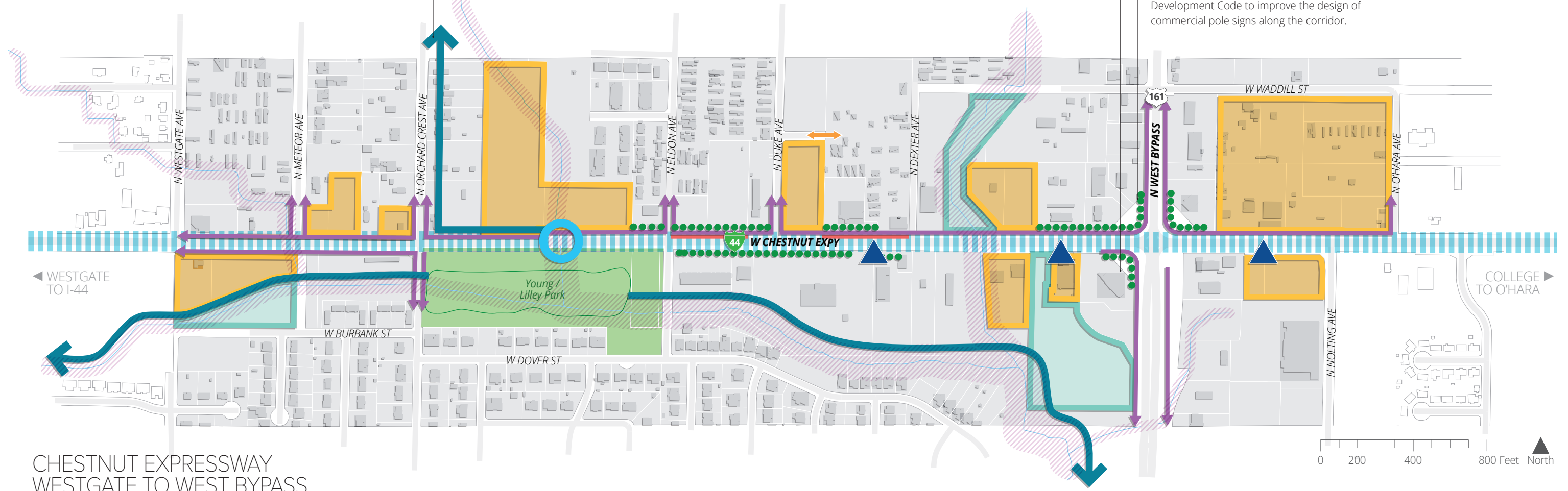
## OPEN SPACE PRESERVATION

Currently, concentrations of forested open space exist east of the railroad tracks and south of the large vacant property across from Mahn Avenue. These open spaces should continue to be preserved as they enhance the image of the corridor and have numerous environmental benefits, such as improving air quality, reducing the urban heat island effect, and supporting wildlife. Density bonuses or conservation easements may be provided to ensure their preservation. The City should further leverage the natural areas by increasing public access with the installation of a trail along the Wilson Creek corridor.

Provide trail opportunity to connect north to Frisco Highline Trail system. This route would provide an alternative route east of Interstate 44 and provide a needed connection to the Frisco Trail.

Use perimeter landscaping to screen existing utility boxes from right-of-way view.

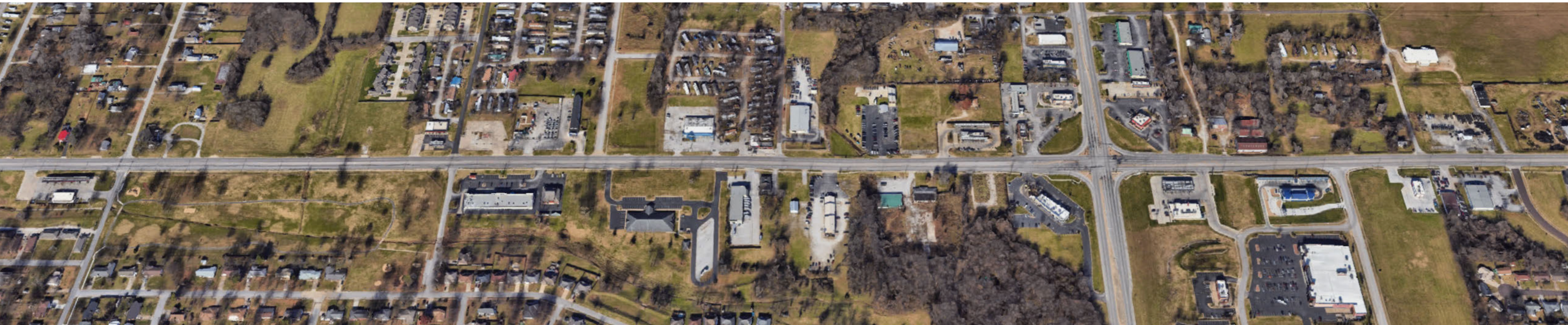
Enhance and strictly enforce sign standards within Section 36-454 of the City's Land Development Code to improve the design of commercial pole signs along the corridor.



# CHESTNUT EXPRESSWAY WESTGATE TO WEST BYPASS SUBAREA FRAMEWORK

The central portion of the Chestnut Expressway subarea contains a wide range of uses including mobile homes, hotels, auto shops, a park, and a mixed-commercial strip center. There is significant opportunity to enhance the appearance of existing properties while encouraging attractive future development complemented by visually appealing landscaping and screening, well-managed access configurations, and desirable uses for both travelers and surrounding residents. Auto-oriented commercial corridor uses concentrated at the West Bypass intersection also show great potential for beautification due to their high visibility and prime location at the busy intersection. Further, there is major opportunity to improve the walkability and bikability of the corridor to support connectivity to adjacent neighborhoods for active modes of transportation.

- Safe Pedestrian Crossings
- Enhance Transit Stops
- Perimeter Landscaping
- Screening
- Cross Access
- Curb Cut Consolidation
- Sidewalk Gaps
- Trail Opportunity
- Open Space Preservation
- Development Opportunities
- Streetscaping
- Riparian Buffer Requirements (applies only in areas that are a natural channel)



## FRAMEWORK DESCRIPTIONS

### Safe Pedestrian Crossings

Increase the walkability of the corridor by constructing safe crossings with improved pedestrian signalizations. A feasibility study should be conducted to select the most viable locations with the highest need, such as at the center of the block between Orchard Crest Avenue and Elton Avenue to provide access to Young/Lilley Park. This would also create direct access between the park and the proposed multifamily development on the opposite side of the street. Crosswalks should be highly visible, with potential features like continental patterns, separated grading, ADA accessible sidewalk ramps, HAWK signals, and pedestrian refuge islands replacing the middle turning lane.

### Enhance Transit Stops

Improve bus stops along Chestnut Expressway by ensuring each stop has a paved waiting area with seating. Where possible, install shelters with live timetables to promote transit use and rider comfort.

### Perimeter Landscaping

Work with property owners to install perimeter landscaping to screen views of parking lots and improve the image of the corridor. Perimeter landscaping should be incorporated where frontage width allows as well as interior landscaped islands for large lots. Both should be designed to maximize stormwater management and improve water quality through best management practices (BMPs), such as bioretention areas. See the Chestnut Expressway O'Hara to College Subarea Toolbox for more information and photo examples.

### Screening

Improve the image of the corridor by requiring properties to screen outdoor storage, salvage yards, and unattractive industrial uses with landscaping or fencing at least six feet in height. Desirable screening materials include wood, brick, stone, stucco, and evergreen shrubs, bushes, and trees. Chain link fences and barbed wire should not be permitted.

### Streetscaping

Enhance the character and sense of place of the corridor by installing trees, decorative streetlights, and banner signs. Banners could be themed to highlight the corridor as a gateway route to the airport.

### Cross Access

Working with property owners, create cross access between adjacent parking lots to reduce the need for drivers to enter and exit onto Chestnut Expressway. This will help mitigate congestion while allowing convenient access between establishments.

### Curb Cut Consolidation

Remove excess curb cuts to reduce potential traffic conflict points and disruptions in sidewalk connectivity. This may be completed during roadway improvements or through the site plan approval process for future redevelopment. Consider modifying site design regulations to require future curb cuts to meet ADA standards and be enhanced with crosswalks, either with striping or pavement enhancements, to signify a continuation of the sidewalk for improved pedestrian comfort and safety.

### Sidewalk Gaps

Construct a continuous sidewalk network on both sides of the street to enable pedestrians and bicyclists to safely travel along the corridor. Sidewalks should be at least five feet wide and should be protected from street traffic by a landscaped buffer to increase sense of comfort. Utility lines should be moved outside of the pedestrian realm as sidewalks are built. An eight to 10-foot-wide multiuse path may be considered for the northern side to better accommodate bikers and other active modes of transportation.

### Trail Opportunity

Develop a trail along Wilson Creek as an amenity for pedestrians and bicyclists as well as to expand the City's comprehensive trail network. The trail can connect the western railroad tracks to Young/Lilley Park's internal walking paths, continuing south along the West Bypass along the creek. Coordination with property owners will be necessary as the creek cuts through private properties.

### Riparian Buffer Requirements

Ensure new development or the redevelopment of existing sites along streams adhere to the buffer requirements set forth in Chapter 8 of the Flood Control and Water Quality Protection Manual. This will help improve water quality as well as enhance sense of connection between people and the natural environment.

### Open Space Preservation

Multiple properties along the corridor contain informal parking areas where vehicles are parked on grass or dirt lots, which creates an unorganized, disheveled character. Formalize these parking areas by paving them with perimeter and interior landscaping to improve their image.

### Implement Trash and Maintenance Program

Priority should be given to cleaning up trash and maintaining key corridors to improve Springfield's first impression for visitors and create a sense of pride for residents. To keep this corridor looking it's best and focusing on presenting Springfield's best, a campaign to implement a standardized and aggressive program for the sustained clean up of key corridors should be considered. The program should not exclusively rely on the Missouri Highway Department to implement and the City will need to take a leadership role in this effort and utilize recent efforts such as the Clean Green efforts.

### Redevelopment Opportunities

Refer to the Redevelopment Opportunities graphic for recommendations for each opportunity site.

# CHESTNUT EXPRESSWAY WESTGATE TO WEST BYPASS SUBAREA TOOLBOX



## ENHANCE TRANSIT STOPS

Currently, City Utilities' 6-College-Black bus route runs along the corridor. Most transit stops consist only of a small sign posted on a pole. There is a lack of seating and in some cases visibility, such as at Chestnut Expressway and Eldon Avenue where the sign is set back from the sidewalk. To promote transit ridership and increase the comfort of transit users, the City should work with City Utilities to enhance each bus stop with seating, a paved waiting area with access to adjoining sidewalks, and a bus schedule. If possible, bus shelters with live timetables should be constructed to protect riders from poor weather. Designated bus turnout areas should be incorporated into the street design to ensure buses can pull off the street to maintain traffic flow.

## COMMERCIAL INFILL
















West Bypass anchors the healthiest commercial area along the West Chestnut Expressway corridor. Multiple vacant or underutilized lots along this portion of the corridor present the opportunity for new commercial infill development and the expansion of the City's retail base. Such development should provide architectural detailing on all sides and include parking lot interior and perimeter landscaping to improve appearance and sense of place along the corridor. Attention should be given to the types of commercial retail or service uses, encouraging businesses that may be desirable for residents living in adjacent residential neighborhoods, such as restaurants, fresh food stores, physician offices, and salons. Pedestrian connectivity to surrounding neighborhoods as well as internally on site will be key to ensure residents can walk comfortably to nearby businesses.

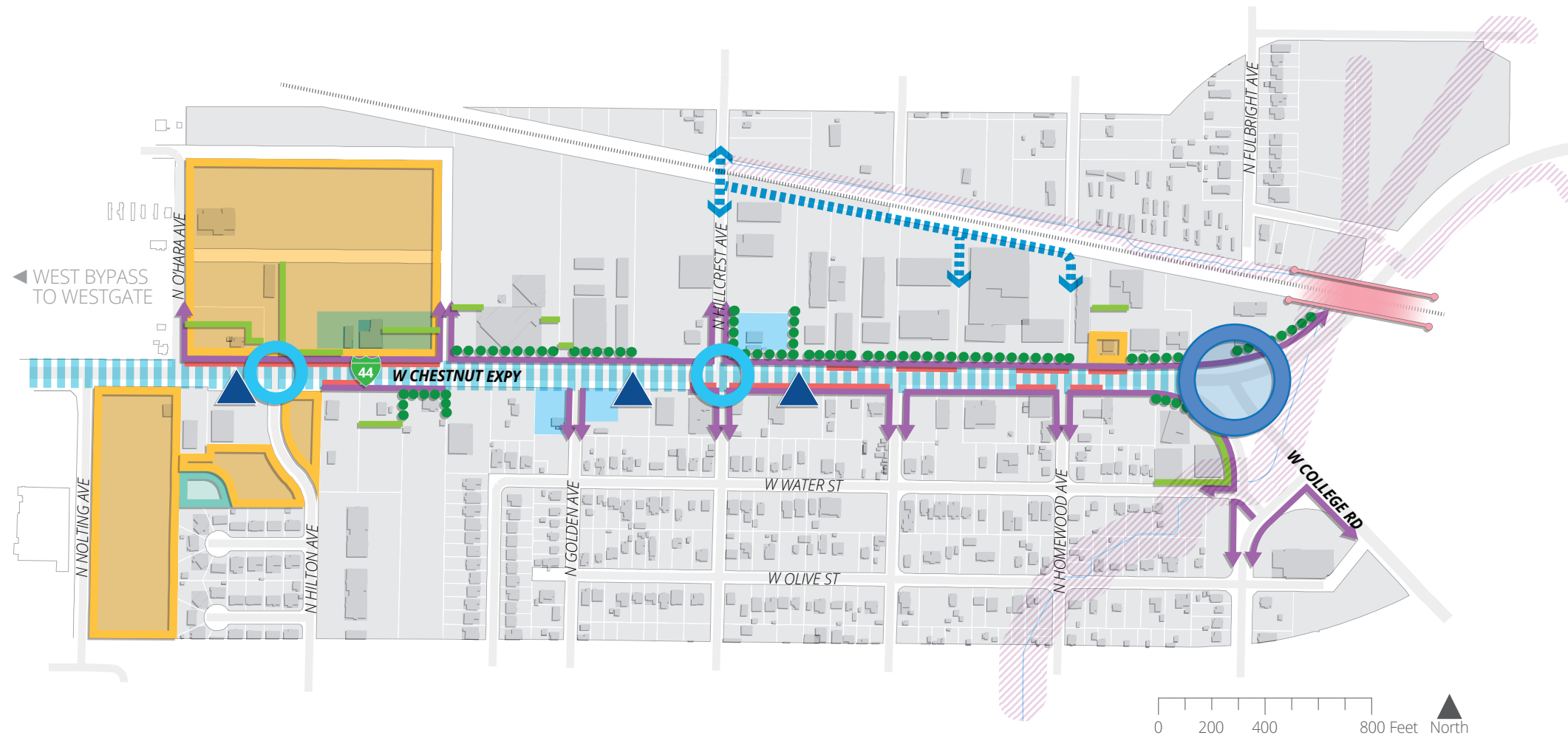
## YOUNG/LILLEY PARK IMPROVEMENTS

Transform the existing park into an activated park facility that offers a variety of passive and active recreation opportunities for residents and nearby employees, such as fitness stations, a playground, picnic area, smaller-scale sports facilities, and an upgraded pathway. Pathways should be well lit with pedestrian-scaled lighting to improve safety. Improve the aesthetic of the creek and support natural habitats by allowing vegetation to grow within 20 feet from the bank. Consideration should also be given to providing additional parking at side streets near the intersection with Chestnut Expressway and activating the northwest and northeast corners of the park with small pedestrian plazas or similar amenities to complement commercial development to the east and west.

# CHESTNUT EXPRESSWAY O'HARA TO COLLEGE SUBAREA FRAMEWORK

The eastern portion of the Chestnut Expressway subarea acts a gateway point that contains a mix of auto-oriented commercial and light industrial uses, including auto service shops, used car dealers, a gas station, warehousing facilities, and manufacturers. While these uses serve an important purpose and add to the City's commercial base, the lack of proper screening and site maintenance has diminished the appearance of this key entryway into the City. This subarea sets the guidelines for improving the character and multimodal connectivity of the gateway corridor, supporting existing auto-oriented businesses while seeking opportunities to expand neighborhood-serving commercial retail and services for surrounding residents.

- |   |                                  |   |  |
|---|----------------------------------|---|--|
|    | Intersection Gateway Improvement |    | Truck Access Reconfiguration   |
|    | Safe Pedestrian Crossings        |    | Overpass Gateway Feature   |
|    | Enhance Transit Stop             |    | Pave Parking Lots  |
|  | Parking Lot Landscaping          |  | Open Space Preservation  |
|  | Screening                        |  | Development Opportunities  |
|  | Cross Access                     |  | Streetscaping  |
|  | Curb Cut Consolidation           |  | Riparian Buffer Requirements<br>(applies only in areas that are a natural channel) |
|  | Sidewalk Gaps                    |   |  |





## FRAMEWORK DESCRIPTIONS

### Intersection Gateway Improvement

Transform this intersection into a key gateway point by installing a monument sign or public art in excess right-of-way at the southeast corner of the intersection. Historic Route 66 could be highlighted in this feature to celebrate its significance and direct people down the historic route along College Street. Incorporate improved landscaping on all sides of the intersection to enhance district character. Enhance pedestrian safety by constructing highly visible crosswalks, a pedestrian waiting area within each island, ADA accessible curb ramps, and pedestrian signals. Over the long term, as other roadway improvements are needed or existing treatments require replacement, consider reconfiguring the intersection into a gateway roundabout (see the following Subarea Toolbox for more information). Prioritize curb cut consolidation at this intersection to reduce traffic conflicts and further increase pedestrian safety.

### Safe Pedestrian Crossings

Increase the walkability of the corridor by constructing safe crossings with improved pedestrian signalization. A feasibility study should be conducted to select the most viable locations with the highest need, such as at the Dexter, Hilton, and Hillcrest Avenue intersections. This would provide convenient crossing opportunities, particularly for surrounding residents who wish to reach various businesses by foot. Ensure crosswalks are highly visible, with potential features like continental patterns, separated grading, ADA accessible sidewalk ramps, HAWK signals, and pedestrian refugee islands replacing the middle turning lane.

### Enhance Transit Stops

Improve bus stops along Chestnut Expressway by ensuring each stop has a paved waiting area with seating that is accessible from adjacent sidewalks. Where possible, install shelters with live timetables to promote transit use and rider comfort.

### Parking Lot Landscaping

Work with property owners to install perimeter landscaping to screen views of parking lots and improve the image of the corridor. Perimeter landscaping should be incorporated where frontage width allows as well as interior landscaped islands for large lots. Ensure both are designed to maximize stormwater management and improve water quality through best management practices (BMPs) such as bioretention areas. See the following Subarea Toolbox for more information and photo examples.

### Screening

Improve the image of the corridor by requiring properties to screen outdoor storage, salvage yards, and unattractive industrial uses with landscaping or fencing at least six feet in height. Desirable screening materials include wood, brick, stone, stucco, and evergreen shrubs, bushes, and trees. Chain link fences and barbed wire should not be permitted.

### Cross Access

Working with property owners, create cross access between adjacent parking lots to reduce the need for drivers to enter and exit onto Chestnut Expressway. This will help mitigate congestion while allowing convenient access between establishments.

### Curb Cut Consolidation

Remove excess curb cuts to reduce potential traffic conflict points and disruptions in sidewalk connectivity. This may be completed during roadway improvements or through the site plan approval process for future redevelopment. Consider modifying site design regulations to require future curb cuts to meet ADA standards and be enhanced with crosswalks, either with striping or pavement enhancements, to signify a continuation of the sidewalk for improved pedestrian comfort and safety.

### Sidewalk Gaps

Construct a continuous sidewalk network on both sides of the street to enable pedestrians and bicyclists to safely travel along the corridor. Sidewalks should be at least five feet wide and should be protected from street traffic by a landscaped buffer to increase sense of comfort. Utility lines should be moved outside of the pedestrian realm as sidewalks are built. An eight to 10-foot-wide multi-use path may be considered for the northern side to better accommodate bikers and other active modes of transportation.

### Truck Access Reconfiguration

Construct an access road for truck traffic along the railroad tracks at the rear of the industrial properties and direct trucks needing to use the road via the Hillcrest Avenue intersection. This would improve access management and reduce traffic congestion caused by trucks turning into the industrial properties' accessways on Chestnut Expressway.

### Streetscaping

Enhance the character and sense of place of the corridor by installing trees, decorative streetlights, and banner signs. Banners could be themed to highlight the corridor as a gateway route to the airport or historic Route 66.

### Riparian Buffer Requirements

Ensure new development or the redevelopment of existing sites along streams adhere to the buffer requirements set forth in Chapter 8 of the Flood Control and Water Quality Protection Manual. This will help improve water quality as well as enhance sense of connection between people and the natural environment.

### Overpass Gateway Feature

Enhance the existing railroad overpass by installing or painting a unique and artistic gateway sign onto the railroad overpass. This will create an inviting image into the subarea and add a marked entry into Springfield from the west for visitors coming from the airport.

### Pave Parking Lots

Multiple properties along the corridor contain informal parking areas where vehicles are parked on grass or dirt lots, which creates an unorganized, disheveled character. Parking areas should be paved and improved with perimeter and interior landscaping to improve the corridor's collective image.

### Open Space Preservation

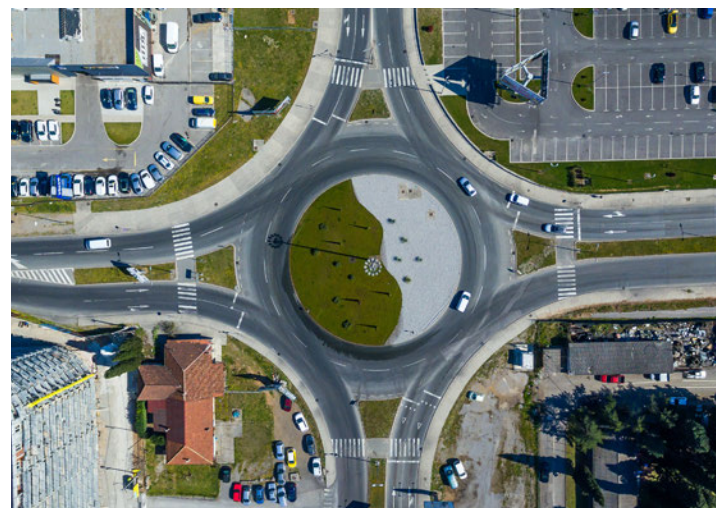
Preserve existing open space to maintain natural forested areas along the corridor as well as provide buffers between residential neighborhoods and the corridor. Urban forests also help improve air quality, create habitats for wildlife, and enhance the character of urban areas.

### Redevelopment Opportunities

Refer to the Redevelopment Opportunities graphic for recommendations for each opportunity site.



# CHESTNUT EXPRESSWAY O'HARA TO COLLEGE SUBAREA TOOLBOX



## ROUNDABOUT

The intersection of Chestnut Expressway and College Road currently exhibits a complex roadway configuration and unsafe crossing conditions for pedestrians and bicyclists. There is an opportunity to transform this intersection into a safe and easy-to-navigate crossing by constructing a roundabout. A study would first need to be conducted to assess its feasibility. The roundabout could be completed with high visibility crosswalks that connect to the subarea's future sidewalk network. Attractive landscaping and a gateway feature should also be incorporated into the center to enhance this key gateway intersection, along with clear wayfinding to provide direction to major destinations like Downtown and Historic Route 66 as it shifts to follow College Road east.

## PARKING LOT LANDSCAPING

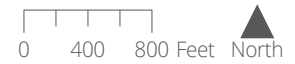
Many of the parking lots along Chestnut Expressway lack landscaping and are in poor condition. The prevalence of crumbling pavement in surface lots with no green space gives segments of the corridor a blighted and unattractive appearance. High quality, low level fencing, limited maintenance perimeter landscaping, and berms should be used to minimize views of parked cars from public rights-of-way while improving water quality. Such enhancements are also applicable in the Glenstone Avenue and Trafficway Street subareas and will help beautify each subarea while communicating a message of energy, investment, and maintenance to visitors.

## SAFE PEDESTRIAN CROSSINGS & HAWK SIGNALS

Signalized intersections with marked pedestrian crossings along Chestnut Expressway are currently nonexistent except at West Bypass. This encumbrance forces pedestrians to travel across five lanes of traffic, endangering both themselves and passing motorists. The City should evaluate the installation of High-intensity Activated Crosswalk (HAWK) signals that utilize pedestrian-activated flashing crossing lights. This would significantly increase the walkability of the auto-oriented corridor, while drastically improving pedestrian crossing safety. Such investments could also be coordinated with City Utilities investments in new bus stop facilities to ensure easy mobility and access to these locations from both sides of the roadway.

## TRANSITIONAL/DENSER HOUSING

Opportunity exists to further promote transitional and denser housing north of Nolting Avenue, building off the higher density residential development that has occurred south of Chestnut Expressway along Hilton Avenue. Such development would help increase housing diversity within this area of Springfield, enhance the character of the corridor, and help activate the commercial corridor development at the key intersection of Chestnut Expressway and West Bypass. The City may consider encouraging commercial development fronting Chestnut Expressway and situating residential development to the rear to create a buffer from the highly trafficked corridor.



# CHESTNUT EXPRESSWAY REDEVELOPMENT OPPORTUNITY

## Future Placetypes

- Traditional Neighborhood
- Mixed Residential
- City Corridor
- Industrial & Logistics
- Business Flex
- Urban Green Space & Recreation

## Redevelopment Opportunity Sites

- |   |   |   |
|---|---|---|
| <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>1</b> Chestnut Expressway and Miller Avenue</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>2</b> Vacant Lot across from Mahn Avenue</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>3</b> Truck Wash and Adjacent Properties</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>4</b> Chestnut Expressway and Mahn Avenue</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>5</b> Westgate Avenue</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>6</b> Across Westgate and Meteor Avenues</li> </ul> | <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>7</b> Existing Vacant Lot</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>8</b> Existing Vacant Lot</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>9</b> Vacant Sites across from Young/Lilley Park</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>10</b> Existing Vacant Lot</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>11</b> Site West of West Bypass</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>12</b> Site West of West Bypass</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>13</b> Site West of West Bypass</li> </ul> | <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>14</b> Properties along O'Hara Avenue</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>15</b> Chestnut Expressway</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>16</b> Nolting Avenue</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>17</b> Vacant Lot on Hilton Avenue</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>18</b> Sites East of Hilton Avenue</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid #34495e; border-radius: 3px; margin-right: 5px;"></span> <b>19</b> Vacant Gas Station Next to Casey's</li> </ul> |
|---|---|---|



## REDEVELOPMENT OPPORTUNITY

### Chestnut Expressway and Miller Avenue

This abandoned single-family house and vacant lot should be redeveloped into auto-oriented commercial retail or service to create more opportunities for new businesses and match surrounding uses.

### Vacant Lot Across from Mahn Avenue

This 12.5-acre lot creates a significant opportunity for high-quality development with attractive streetscaping that would set an example for future growth along the corridor. With its proximity to Young/Lilley Park, adjacent residential neighborhoods, and convenient access to I-44, higher density residential should be considered to increase housing diversity within the area. Cluster type development should be pursued to preserve open space together with the forested area to the south that is under the same ownership, enhanced with a trail as an amenity for residents. A segment on the western side of the lot should be considered for a mixed-commercial center that would serve surrounding residents and seamlessly connect to the adjacent residential development. Examples of desirable uses include grocery stores, salons, dry cleaners, and restaurants.

### Truck Wash and Adjacent Properties

These three properties containing a wood stove shop, restaurant, truck wash, and transportation service, currently diminish the appearance of the corridor due to their outdated structures and unmaintained parking lot. Due to their prominence along the corridor, these properties should be redeveloped with attractive building designs, repaved parking lots, and landscaping. The auto-oriented uses may remain the same due to their proximity to I-44, which provides convenient access for its customers.

### Sites between Mahn Avenue and Westgate Avenue

This vacant church property and partially vacant auto dealer property presents the opportunity to initiate the long term redevelopment of this block to complement the character of the proposed development on the opposite side of the street. A new hotel to accommodate additional travelers from I-44 or mixed commercial retail or service uses that serve surrounding residents, employees, and hotel guests should be considered, such as with a restaurant, bar, or convenience store.

### Sites Between Westgate and Meteor Avenues

The northern half of the existing forested property could be redeveloped for higher density residential development through conservation design with selective clearing towards the rear. This should be done in conjunction with the redevelopment of the light industrial property directly to the west to increase the developable area for new housing. A trail should be incorporated into the southern portion of the site along the creek as an amenity for residents.

### Existing Vacant Lots

The vacant lots at Meteor and Duke Avenues, as well as the vacant structure at Orchard Crest Avenue, each present the opportunity to expand on the corridor's commercial retail and service base. Future commercial establishments should prioritize serving surrounding residents by increasing day-to-day shopping, dining, and service options.

### Vacant Sites Across from Young/Lilley Park

These two large vacant lots create a great opportunity for single-family attached and multifamily development that would diversify the housing stock and leverage Young/Lilley Park across the street. Attention should be given to the riparian buffer zone that cuts through the eastern property, which could be enhanced into a communal outdoor area for residents. Ample screening should be provided around the property to mitigate visual and noise impacts from the corridor's traffic. If possible, access should be prioritized from side roads rather than Chestnut Expressway to reduce traffic impacts into and out of the property.

### Sites West of West Bypass

These vacant or disinvested properties present the opportunity to build on the auto-oriented corridor commercial development at the West Bypass, further increasing dining, hospitality, and large-scale retail options around this key intersection. This includes sit-down restaurants, drive-thru food and drink establishments, grocery stores, drug stores, and hotels. Due to their high visibility, attention should be given to quality building design, access management, pedestrian connectivity, and parking lot landscaping.

### Properties along O'Hara Avenue

These underutilized lots present an opportunity to develop single-family attached units towards the rear with commercial retail and service uses fronting Chestnut Expressway. This would allow for a continuation of commercial development existing along the corridor while providing higher density residential options buffered from traffic. As a large portion of this area is not currently serviced by City sewer, the feasibility of infrastructure expansions must first be assessed to support the proposed redevelopment.

### Chestnut Expressway and Nolting Avenue

The large vacant lot fronting Nolting Avenue creates an opportunity to develop multifamily units similar to Westport Park Apartments on Hilton Avenue. Such development would increase housing options within the area while providing a desirable transition from higher intensity commercial corridor to the nearby single-family detached residential neighborhood.

### Vacant Lots on Hilton Avenue

These small vacant lots should be considered for small-scale commercial retail and service options that serve the residential neighborhood to the south, which currently lacks close access to such amenities. The western properties present an opportunity to develop a sit-down restaurant or café with an outdoor seating area that leverages the adjacent open space.

### Sites East of Hilton Avenue

These properties should be redeveloped into single-family attached or multifamily units to diversify housing options along the corridor and connect with the higher density residential development proposed on the northern side of Chestnut Expressway.

### Vacant Gas Station Next to Casey's

This vacant gas station should be redeveloped into a higher quality corridor commercial retail or service to build on the commercial uses to the west. The excessive number of curb cuts should be reduced by providing cross access to adjacent properties instead.

# LAKE SPRINGFIELD SUBAREA OVERVIEW



## HISTORY

Lake Springfield was originally designed in 1957 by City Utilities to support the James River Power Plant. The lake was created by damming the James River to serve the Power Plant cooling needs. In the early 1990s, the Missouri Department of Conservation partnered with City Utilities to construct a boat ramp, fishing dock, and several fishing platforms at Clay Henshaw Memorial and Southwood Accesses. Lake Springfield Park and Boathouse are part of the Springfield-Greene County Park System due to a long-term lease with City Utilities. Access to water-based activities predominantly takes place from Lake Springfield Park. Today, the lake provides opportunities for boating, fishing, and water sports, in addition to picnicking in Lake Springfield Park, hiking along trails, and enjoying the scenic views.

## VISION

The Lake Springfield subarea is a key natural asset to the Springfield community and the surrounding region. While it currently offers a variety of recreational amenities, such as trails, fishing docks, and boat access, there is significant opportunity to enhance the area into a recreational focal point of the region. This includes expanding water sports opportunities through improved water access and drop-off points, connecting the trail system to the regional network, and exploring new creative and cutting-edge recreational activities. The decommissioning of the James River Power Station also presents a unique opportunity for adaptive reuse of the facility and repurposing part of the larger site for active recreation.

## ENHANCED PUBLIC SPACE

Over the last 60-years, Lake Springfield has evolved into a local landmark and convenient place to escape the busy city. The popularity of the Nature Center, Galloway Village, trails, and other amenities in the area have sparked the imagination of many who see the Lake as an opportunity to be so much more. During the community input phase of *Forward SGF*, the desire to capitalize on the beauty of the Ozarks and focus planning efforts on placemaking have risen as top initiatives to be championed in the Plan. Lake Springfield and the sizable land reserve adjoining it have become a logical place of focus.

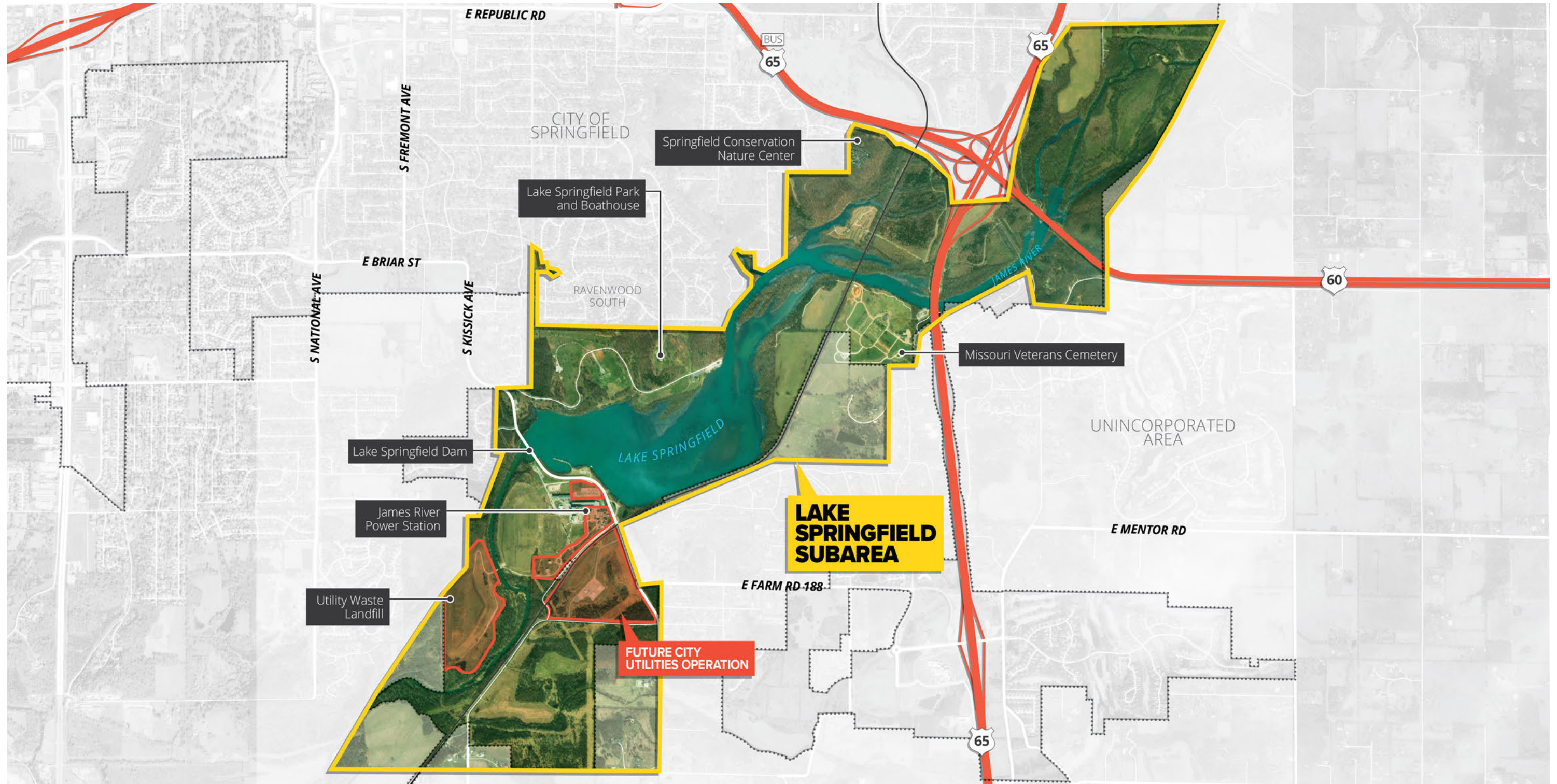
Together with improving the Lake and surrounding amenities, there are great opportunities to make a lasting impact on the overall James River basin. Future planning efforts must be done with utmost care in protecting and preserving the waterway, surrounding tributaries, and more extensive watershed. This includes considering the input of impacted property owners and organizations whose missions support the protection of the river, watershed, and restoration of the riparian zone and urban forest.

## NEED FOR A MASTER PLAN

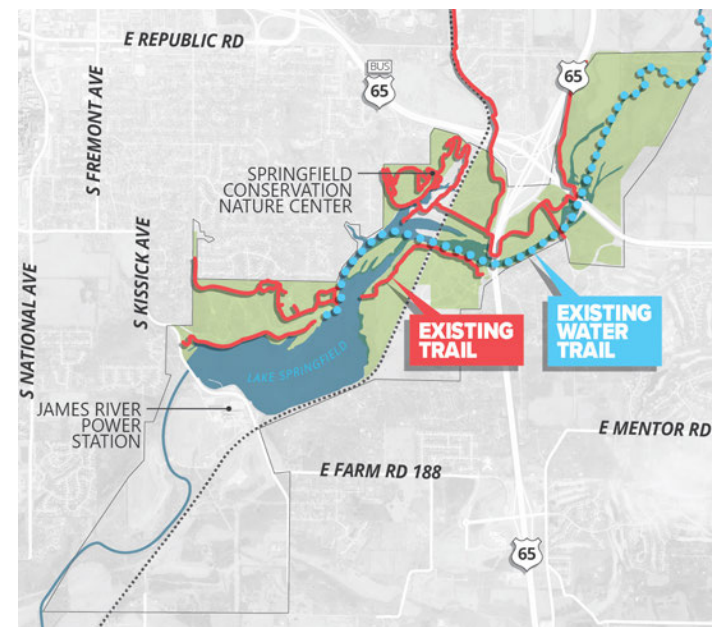
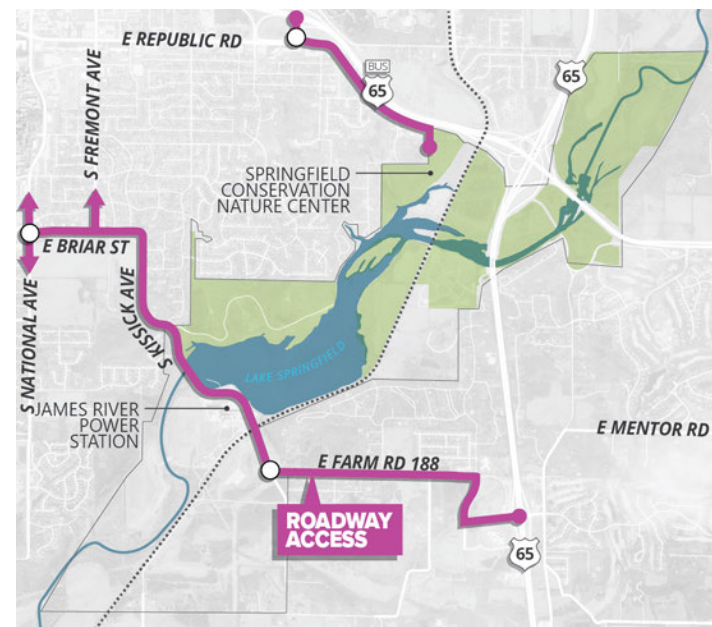
The Lake Springfield subarea covers an expansive amount of property, from north of U.S. Route 60 downstream to south of the James River Power Station. Considering this, the subarea framework provides a high-level overview of existing conditions and highlights important issues and opportunities for improvement. It sets the foundation for undertaking key improvements as well as developing a more detailed study.

In 2022, the City received an \$800,000 grant from the from the U.S. Department of Commerce's Economic Development Administration (EDA) to plan for the redevelopment of the Lake Springfield area. The first to be awarded in the region, the grant will help fund a master plan and development feasibility study to determine appropriate land uses for the area. The master plan should fully assess limitations, environmental constraints, viable improvements, recreational opportunities, and funding sources necessary to implement subarea improvements.

# LAKE SPRINGFIELD SUBAREA OVERVIEW



# LAKE SPRINGFIELD EXISTING CONDITIONS



## DEVELOPMENT TYPE

The majority of the subarea is made up of natural open space, Lake Springfield, and the James River Corridor, including floodplains and riparian areas, wooded areas, bluffs, and open parkland. The retired James River Power Station is a distinct heavy industrial use located at a focal point of the subarea. While retired, certain portions of the Station will remain active for City Utilities' operations and must be preserved, including the Utility Waste Landfill, substation, propane air peak-shaving plant, fueling infrastructure, and combustion turbines.

Adjacent to the subarea, low-density single-family development has occurred on both the western and eastern sides of the Lake. A new residential subdivision is planned for directly south of the Missouri Veterans Cemetery, which also has plans for expansion. As the subarea is transformed into a regional activity center for recreation, it is important that the natural character of the area is preserved, and to the extent possible, enhancement of water quality and ecology of river floodplains and riparian areas should be prioritized. Preservation and protection of the watershed would include the discouragement of higher-density residential development along its periphery. Acquisition of conservation easements or transferring development rights should be evaluated and pursued. Future trails and recreational uses on the eastern end of the Lake will require coordination with the Cemetery's expansion plans.

## ROADWAY ACCESS

Road access to the subarea is limited. It can be primarily accessed from the south by Kissick Avenue, which connects to US-65 to the east via Farm Road 188, and National Avenue or Fremont Avenue from the northwest via Briar Street. Briar Street and Kissick Avenue should be widened and improved with new sidewalks and/or a multi-use path, that connects to trail and pathway improvements. Enhancements to these streets are also vital, as this route is the primary street connection between numerous neighborhoods, commercial areas, and other important destinations in Southern Springfield, like the Springfield Conservation Nature Center.

## TRAIL SYSTEM

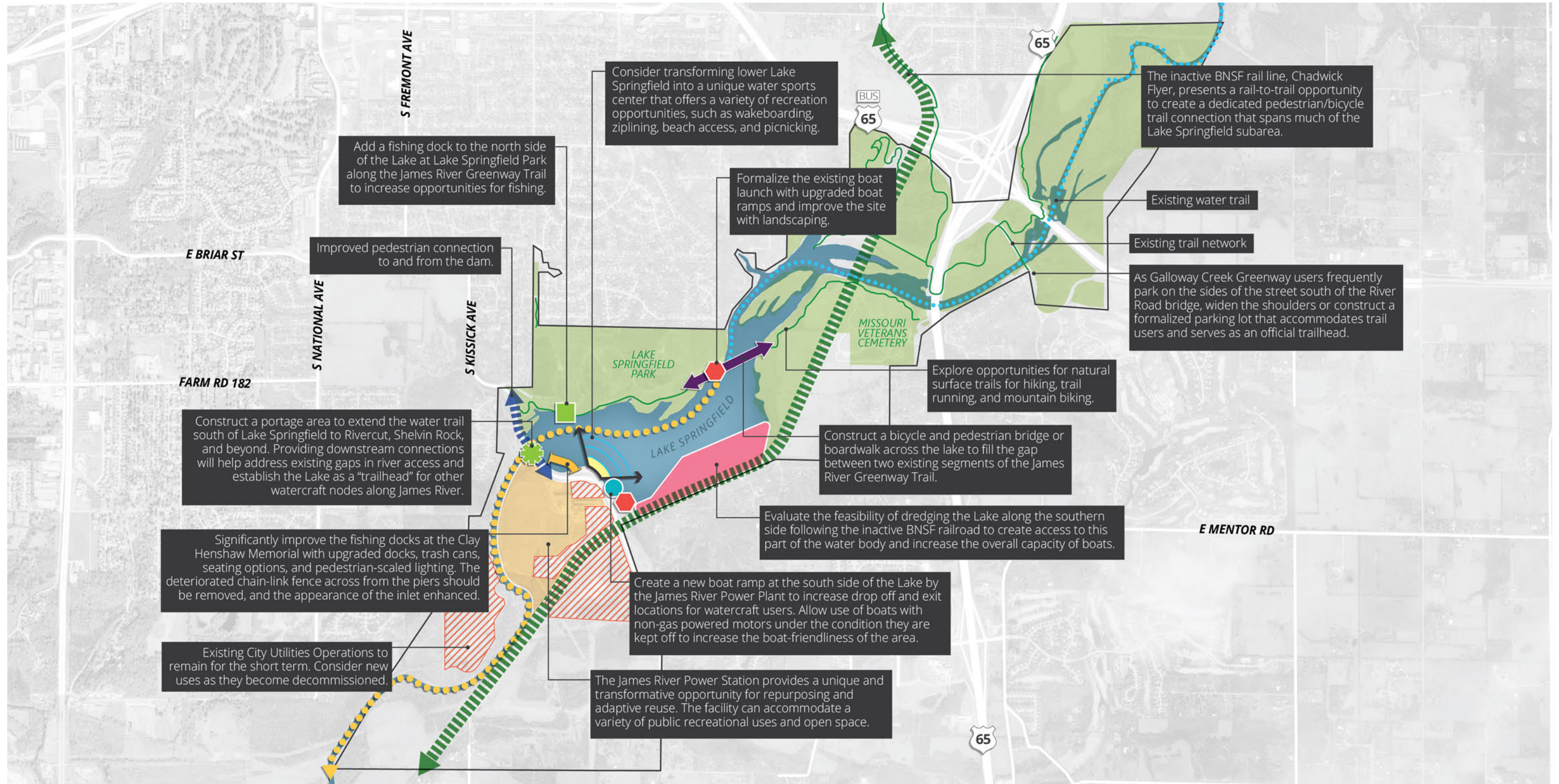
A series of trails exist within the subarea, including Lake Springfield Park Trail, James River Greenway Trail, Greater Ozarks Audubon Trail within Lake Springfield Park, Nature Center Trail within Nature Center Park, James River Greenway Trail of Honor along the eastern side of the lake near the Missouri Veterans Cemetery, and Galloway Creek Greenway Trail that connects northward past Galloway to Lone Pine Open Space and Trails to the South Creek Greenway Trail.

This subarea is missing key connectivity within the subarea and to the regional network. Existing trails should continue to be maintained while pursuing opportunities to fill the gaps and increase connections between trails on the north and south side of the river/lake and to the surrounding trail and bike route network. This should be done through close collaboration with Ozark Greenways and the Springfield-Greene County Park Board. In addition, the existing James River Water Trail could be continued to the south of Lake Springfield and the dam if a portage area were established at or near the power station access point. Collaborative partners should work together to develop an alternative route around the Nature Center that allows bicyclists and pet owners to connect to Galloway Creek Greenway Trail.

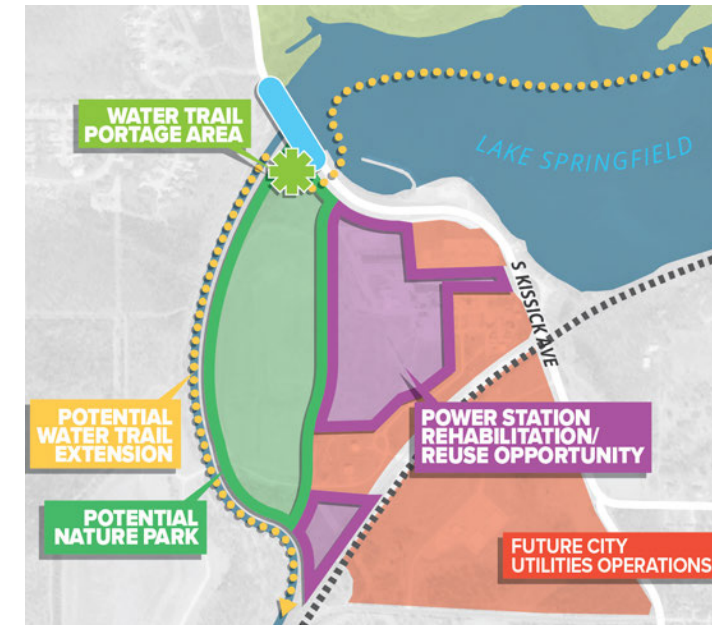
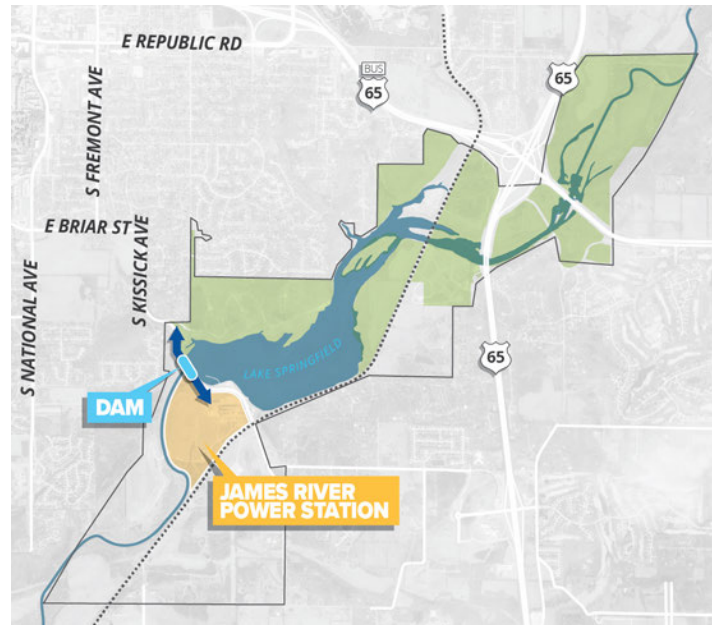
## RECREATIONAL FACILITIES

The subarea contains a variety of recreational facilities, including public boat launches, fishing docks, the Lake Springfield Park boathouse and championship level disc golf course, Northwoods Pavilion, Hilltop Pavilion and Playground, and the Springfield Conservation Nature Center. Recreational equipment rentals are offered at some of these facilities, including canoe, paddleboard, and kayak rentals. These facilities should continue to be maintained while seeking opportunities to enhance them, such as improved lighting, new public restrooms, upgraded structures, exercise equipment, and additional outdoor seating options. The boathouse could also be enhanced as a "trailhead" for water-based activities. Opportunities for new, advanced recreational opportunities should also be explored, such as a competition-level white water kayaking or rafting course with engineering or re-aligning the James River to by-pass the dam.

# LAKE SPRINGFIELD SUBAREA FRAMEWORK



# LAKE SPRINGFIELD SUBAREA FRAMEWORK



## DAM

Located at Kissick Avenue, the dam is a critical component of the subarea having formed Lake Springfield. With the retirement of the James River Power Station, there is a need for a detailed hydrological study that evaluates the dam, and all structures intersecting the waterways, to determine current conditions and recommendations for future improvements and maintenance. Meanwhile the City should work with City Utilities to make sure regular inspections and maintenance continue to be conducted. Upgrades should be made as necessary to ensure it remains safe and structurally sound for the long term.

Additionally, the dam currently includes a narrow, protected walking path along its northern side. Pedestrian connectivity across the Lake should be further improved by constructing trails leading to and from the dam that connects to the surrounding trail system. There is also opportunity to continue water access south of the preserved dam along the James River with the development of a portage area at the James River Power Station and remediation of the Lake.

## DEVELOPMENT FEASIBILITY STUDY

To identify the highest and best uses for development opportunities within the subarea, a development feasibility study should be conducted. The study should determine the market potential for compatible development, including housing, commercial, institutional, and office uses. Amenities lacking in the community that could be accommodated, new businesses that could strengthen the tax base, and potential opportunities for the local workforce should be examined. Institutional uses that would anchor the site, such as higher education facilities, research centers, and museums, should also be explored.

Development should be innovative in concept and design, incorporating environmentally sustainable building design practices. Alternatives for adaptive reuse of the decommissioned powerplant should be identified, considering how the land surrounding the plant could be repurposed for creative economic development and resilient job creation. Consideration should be given to potential agriculture areas based on soil quality and designated “no dig areas,” as well as orchards, vineyards, or Missouri State University agricultural planning locations.

## JAMES RIVER POWER STATION

The decommissioned James River Power Plant occupies a significant amount of space in the subarea and provides a unique and transformative opportunity through adaptive reuse. Considering its size, the facility could be rehabilitated into a variety of different uses. Feasible land uses should be determined through the future Lake Springfield master plan and development feasibility study. Options to explore include a new recreation center or museum, showcasing the future of energy with demonstration areas for solar, wind, and hydro power. Other uses could include offices and meeting areas for the Springfield-Greene County Park Board and other like-minded organizations, small dining options or concessions, bike rentals, and other amenities to further activate the site.

The City should also assess the feasibility of redeveloping former detention ponds adjacent to the plant along with the need for additional environmental remediation for public recreational use. The area could be transformed into a nature park with a trail looping around the pond, native plant species, viewing piers, a board walk, and seating areas. Any future redevelopment must preserve active City Utilities Operation areas and will likely require an air permit, stormwater improvements, and easements for electric, water, and gas lines. There is potential to reduce the combustion turbine infrastructure located south of the plant, though it would require a relocation project to move some of the refueling infrastructure.

## THREE OAKS RECREATION

Located in the City of Crystal Lake, Illinois, Three Oaks Recreation Area is a reclaimed abandoned quarry that was repurposed into a state-of-the-art water recreation center. Offering outdoor recreation opportunities for all ages and a popular destination for many, the center includes watercraft rentals, scuba diving, picnic areas, fishing, a kid-friendly spray park, and overlook points. The recreation area is divided into two functional areas, with the northern portion of the lake activated by a cable wake park and restaurant, and the southern portion providing more passive recreation opportunities including a naturalized lake for kayaking.

A similar water recreation center could be incorporated into the subarea at the existing James River Power Plant site. This would require alterations to the site, including removing inactive industrial infrastructure next to the plant building to clear space for amenities like picnic and grill areas, sand volleyball, rental facilities, and public bathrooms. While the western portion of the Lake could be activated as such with the repurposed plant as its anchor, the naturalized, passive character of the eastern portion of Lake Springfield should be maintained. Further, the water area east of the plant across Kissick Avenue could be improved into a man-made beach and swimming area, with paddle boarding and a cable wake park located further north along the Lake. Highly visible pedestrian crossings would need to be implemented along Kissick Avenue to ensure pedestrian safety when crossing to the water area.





# LAKE SPRINGFIELD SUBAREA FRAMEWORK



## WAYFINDING SIGNAGE

Alternative routes to the subarea should be explored to increase vehicular access, while incorporating wayfinding signage from National Avenue and U.S. Route 60 at all major intersections and turning points. Wayfinding signage can be effective in guiding visitors and residents into the James River Power Station site. Potential wayfinding signage can be located in the following intersections:

- National Avenue/Briar Street
- Briar Street/Kissick Avenue
- Kissick Avenue/Lake Springfield Park Road
- Kissick Avenue/Farm Road 188
- Farm Road 188/Southwood Avenue
- the Southwood Road roundabout
- East River Bluff Parkway and U.S. Route 65 off-ramps
- Republic Road/U.S. Route 60/U.S. Route 65 Business offramps
- Republic Road/Nature Center Way

Coordination with MoDOT will be necessary to enhance wayfinding from U.S. Route 60, U.S. Route 65, and U.S. Route 65 Business.

## SWIFT WATER RESCUE TRAINING

As plans and alternatives for Lake Springfield are studied, the opportunity to create swift water rescue training facilities could also be considered, in concert with a possible river renewal plan. If a plan was pursued to re-align or recreate a natural river channel, engineered white water features could provide an ideal training facility for area emergency responders. This includes the Springfield Fire Department Water Rescue Team, who currently must travel to the Pomme De Terre Dam to train for swift water rescue. This would help address the need for swift water and flood rescue during area flood events, which continues to be a priority at an annual average of 10 rescue events occurring.

## RAIL-TO-TRAIL OPPORTUNITY

In partnership with Ozark Greenways and City Utilities, the Ozarks Transportation Organization is in the process of constructing a segment of the Chadwick Flyer Trail along the inactive BNSF railroad track in accordance with the 2017 OTO Bicycle and Pedestrian Trail Investment Study and the Springfield-Greene County Parks & Recreation Master Plan. This trail will extend northward as far as Sunshine Street. It will extend southward to the City of Ozark, creating a major regional trail destination. The Chadwick Flyer Trail will significantly increase pedestrian and bicycle connectivity by linking the James River and Galloway Creek Greenway Trails, the Nature Center, and numerous recreational, residential, and uniquely Springfield and Ozark businesses.

The James River Water Trail should also be extended south of the dam to increase water access along the James River. As the existing low water bridge connecting to the Utility Waste Landfill would act as a barrier, a solution must be created for watercraft passage, such as constructing a walkaround area or a new bridge with passable height. An alternative location for the landfill could instead be considered to remove the bridge, which would require U.S. Army Corps of Engineers permitting.

## RIVERSPORT ADVENTURE PARK

Located in downtown Oklahoma City, OK, the Riversport Adventure Park offers a wide variety of exciting outdoor urban adventures for all ages. This includes whitewater rafting, tubing, surfing, adventure courses, zip lines, high speed slides, extreme jumping, climbing walls, pump tracks, sailing, flatwater kayaking, stand up paddle boarding, a bike park with pump tracks, a mountain bike skills trail, indoor alpine skiing, and a nature center. You'll also find festivals and race events take place throughout the year and summer camps are offered for kids.

Riversport provides programs, lessons, and coached competitive programs for youth, adults, and senior adults. Youth rowing and paddling teams can train to compete against teams from across the nation. Outreach programs connect sports programs to local schools, including a youth league for children who may not otherwise have an opportunity to participate.

Riversport is also an official U.S. Olympic & Paralympic Training Site, providing elite athlete training facilities and coaching in both whitewater and flatwater canoeing, kayaking, and rowing. Adult or "masters" athletes can use the park for recreation or competition, with many athletes earning national titles. It is also a popular amenity for senior athletes, providing life-long recreational opportunities.



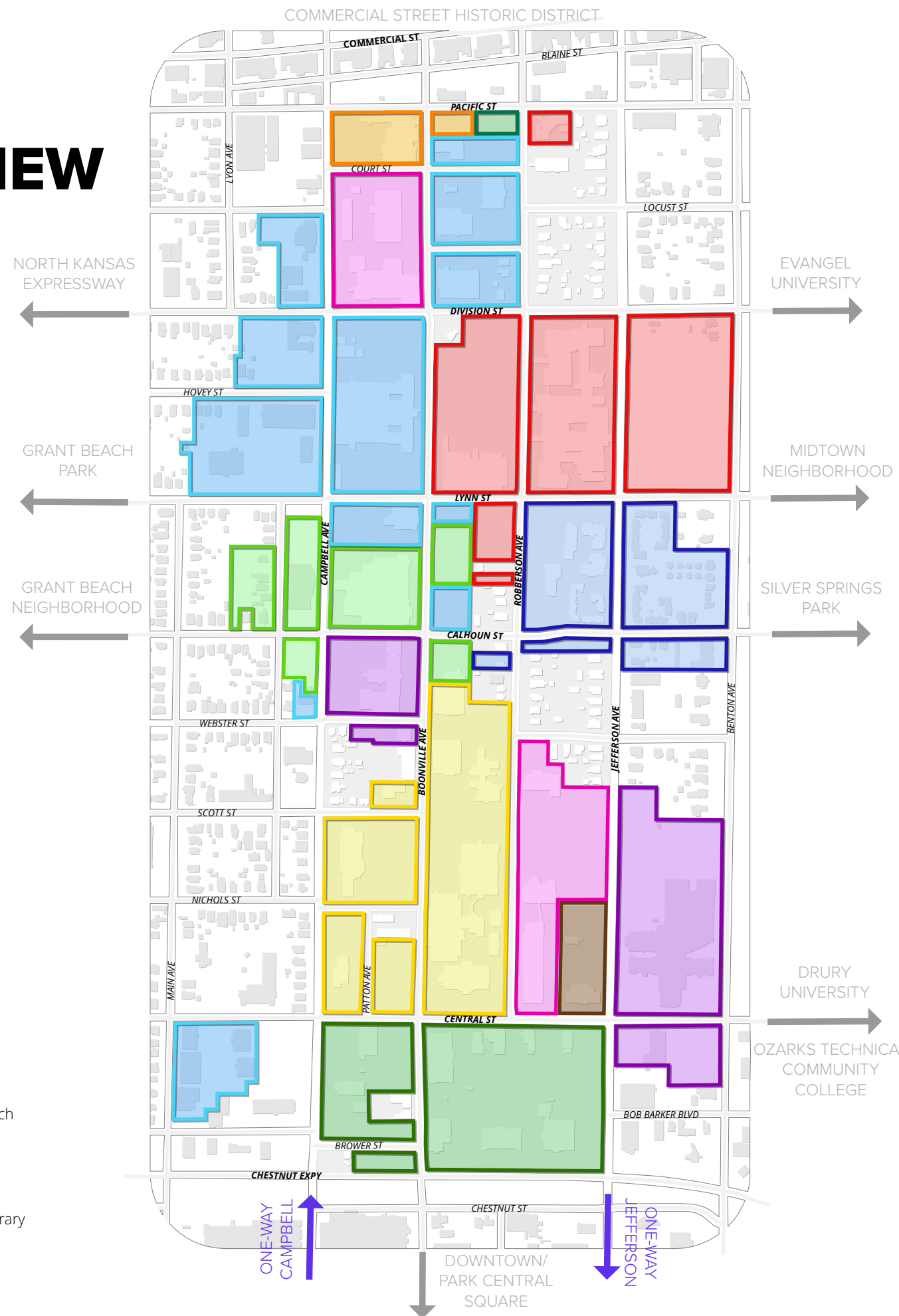
# BOONVILLE AVENUE SUBAREA OVERVIEW

The central vision for this corridor is a vibrant, dynamic, civic district that will seamlessly connect the gap that once divided Springfield between Commercial Street and Downtown. Boonville Avenue will be transformed into an inviting, tree-lined, amenity-rich, multi-modal boulevard that provides a mix of employment, housing, and a variety of services and community resources. This activated spine will transition in intensity from a busy civic boulevard to supporting residential and institutional uses along the edges of the corridor adjacent to Grant Beach and Midtown Neighborhoods, and adjoining Springfield Public Schools (SPS), Drury, and OTC campuses.

Through intergovernmental collaboration, a modern government plaza will be realized that defines and showcases community pride in local government, and is the model of a quality place. Boonville Avenue and Central Street will mark the center of government business and highlight the prosperity of the city, county, and region with themed signage, lighting, landscaping, and other coordinated design elements that help to orient residents and visitors. Parking and civic gathering spaces for special events and ceremonies will be shared, maximizing redevelopment opportunities for new and expanded facilities.



- City of Springfield
- Greene County
- City Utilities of Springfield
- Springfield School District
- Cox Medical Center
- One-Way Street
- Assemblies of God
- Central Assembly of God Church
- Drury University
- Convoy of Hope
- Springfield-Greene County Library



## CALHOUN TO PACIFIC

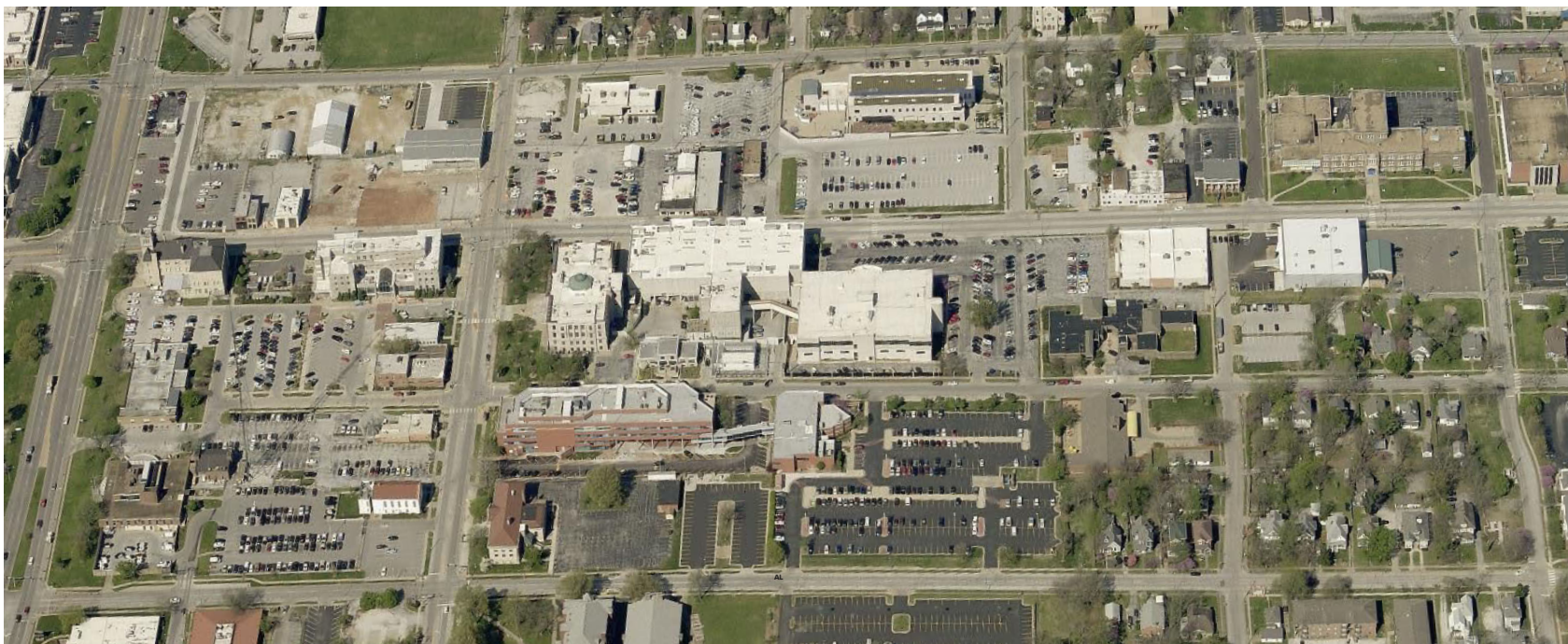
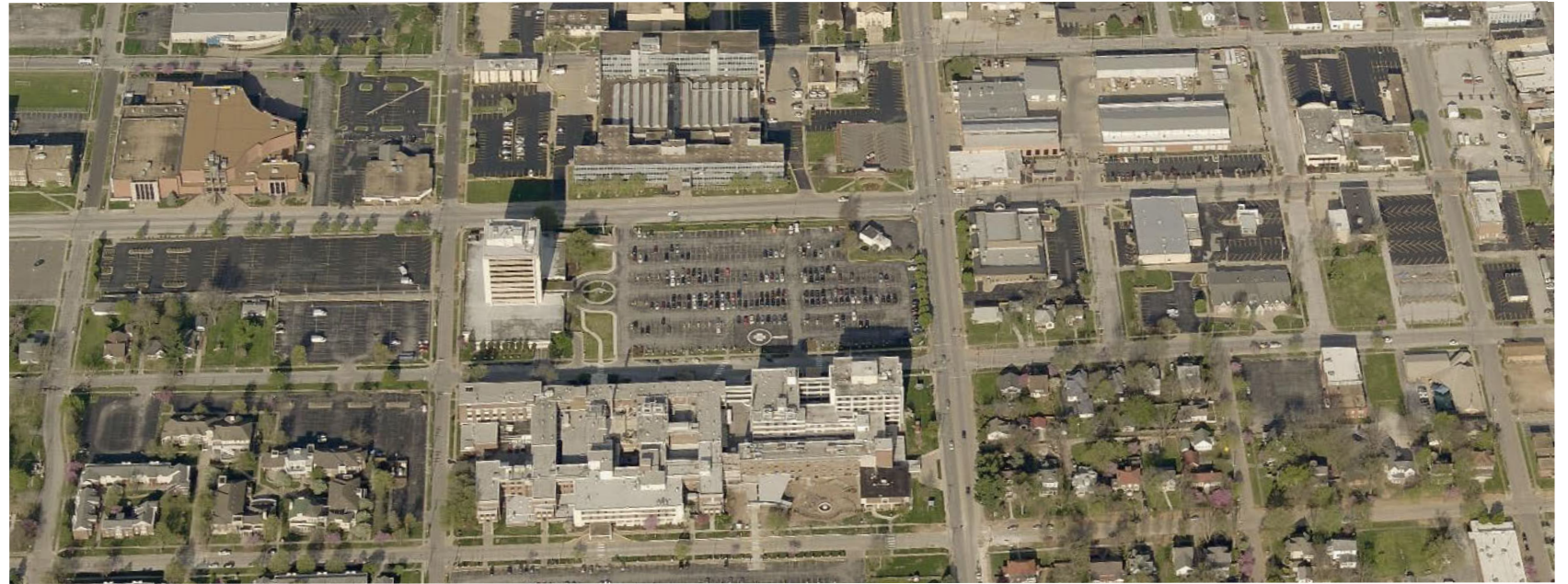
Calhoun Street acts as a natural break and transition point between the government/civic uses and the private sector to the north ending before Commercial Street at Pacific Street. The northern district is home to community anchors and large religious institutions including the Assemblies of God headquarters and the Central Assembly of God Church campus, the Cox North Hospital and medical center campus, non-profit organizations, and the City Utilities maintenance facilities. These campuses have expanded outside the Boonville Corridor study area and have integrated into surrounding neighborhoods. The uses in the corridor are primarily institutional in nature and result in a large daytime workforce for the district. In spite of this, there is a significant underutilization of land, where the highest and best uses are not yet being realized.

## CHESTNUT TO CALHOUN

The area from Chestnut Expressway north to Calhoun Street can be characterized as the Government/Civic corridor. This district is the civic heart of the city with major governmental and civic campuses occupying this section of Boonville, where the majority of buildings house government offices and essential public services to the city of Springfield and surrounding region. The southern district is anchored by the City of Springfield, Greene County, City Utilities, and Springfield Public Schools. Over the last decade, millions of dollars have been invested in local government buildings on the corridor. The physical arrangement of buildings is unique in that most local government facilities are still centrally located near downtown along a single corridor. The uses in the corridor are primarily institutional with a governmental focus and result in a large daytime workforce.

## CALHOUN TO PACIFIC

The northern portion of the Subarea from Calhoun Street to Pacific Street is comprised of the campus properties of institutional stakeholders Convoy of Hope, Assemblies of God, Central Assembly of God, and Cox Medical Center. While this section of Boonville Avenue is a major institutional employment center, the nationwide trend of large campus properties downsizing due to a decline in on-campus workers threatens to impact this stretch of roadway leaving large, obsolete campus buildings and sites empty and in need of redevelopment and revitalization. Convoy of Hope recently sold their property at the northwest corner of Boonville Avenue and Court Street to consolidate their operations at a large facility outside of Springfield. Conversations with other stakeholders along the corridor, such as the Assemblies of God, indicate they may be looking to make transitions in their current campus facility and are currently conducting a study of their facilities. The potential for several large, campus facilities along and adjacent to the corridor to become vacant and underutilized presents both a challenge and an opportunity. The exodus of daytime workers from the corridor removes activity from the street and leaves large buildings sitting vacant and at risk for deterioration. The key is identifying appropriate new users for the buildings or sites that will contribute to the vitality of the corridor. Infill or redevelopment of these sites could transform the corridor with new energy and a modern approach to housing, office, lodging, and retail uses along this important stretch of roadway. The City should take a proactive approach to assist with relocation and downsizing, and work to identify new tenants and incentives to facilitate infill with appropriate uses, while discouraging other uses, such as storage or warehousing, that do not contribute to the vision for the corridor.















## CHESTNUT TO CALHOUN

The southern portion of the subarea from Chestnut Expressway to Calhoun Street is comprised of the City of Springfield, Greene County, City Utilities, and Springfield Public School facilities and is the center of local justice, government, and public health. As a location of major employment and civic resources for the region that attracts a large daytime population, this area does not emit the civic character a governmental plaza should. As new municipal, county, and potentially state or federal facilities are proposed or expanded, government plaza isn't readily planned or designed to accommodate growth. In addition, there are other logistical issues that influence the future utility and vibrancy on the south end of the corridor. The City, County, and City Utilities each operate a separate campus, autonomous of each other and contribute little to the cohesive urban fabric that the center of local government should. There is a clear absence of an arrival into the government plaza from Chestnut Expressway. While a distinctive tree lawn and green edge adjacent to Chestnut has been partially preserved, the same is absent on the northwest corner of the intersection, where sterile underutilized public parking has been constructed right up to the expressway. In addition, the frontage of Boonville is largely dominated by expansive parking lots, most are unimproved and lack a consistent street wall, which was historically present along the corridor and helps to encourage street activity and integrate the street into the larger government campus. To counter the lack of cohesion between these three agencies, and possibility others in the immediate area, an intergovernmental campus master plan should be developed. A master plan will help to communicate a common theme and identity by guiding unified landscaping, lighting, wayfinding, signage, and other building and site design elements. This plan will initiate the cultivation of a cohesive civic district that will create consistent themes, design standards, and identity from agency to agency.

# BOONVILLE AVENUE SUBAREA FRAMEWORK

Uniquely situated between Downtown Springfield and Historic Commercial Street, the Boonville Avenue Corridor is a central hub for a variety of essential services as well as key civic business operations including City and County government headquarters. Many of these institutions and their contributing facilities represent a constant source of vital community resources and civic pride, while others are undergoing significant operational changes and reductions in workforce. With the threat of waning corridor activity, potential building vacancies, and operational change on the horizon for others, a plan is needed to intervene and reinvent this important city corridor. This subarea plan will support the implementation of a variety of planning improvements and strategies aimed at bringing new life and identity as a district with strong community ties and amenities for residents and the workforce, while supporting neighborhoods east and west with new housing opportunities to serve the community's cherished attractions and destinations north and south on Commercial Street and Downtown.

-  Perimeter Landscaping
-  Screening
-  Streetscaping and Road Diet
-  Relocation of Utility Lines
-  Midblock Pedestrian Crossing
-  Improved Intersection
-  Gateway Enhancement
-  Wayfinding
-  Redevelopment Opportunity
-  Intergovernmental Campus Master Plan
-  Proposed Parkway Greenspace
-  Existing Parkway Greenspace

### Integrated Stormwater Management

Low Impact Development (LID) or Green Infrastructure should be implemented along the corridor to ensure that stormwater is captured, treated, and managed appropriately. Stormwater should be treated as a resource and utilized for street trees and landscaping. Although stormwater flooding was identified specifically between Webster Street and Nichols Street, this infrastructure would be beneficial to integrate into the streetscape throughout the corridor as a whole.

### Central Street Streetscape

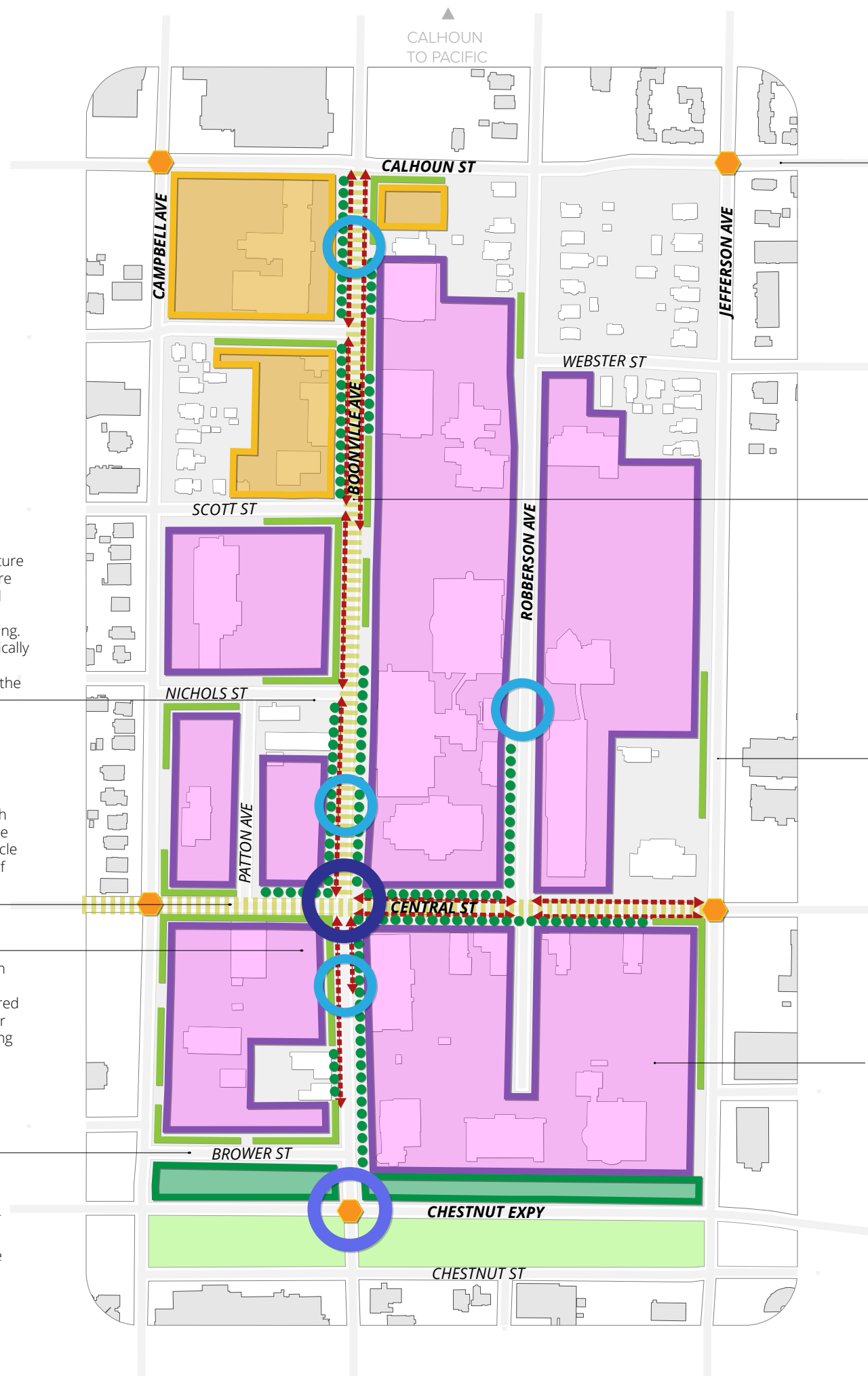
Continue the enhanced streetscape and road diet pattern on Central Street connecting to Central High school, Drury University and OTC to the east and the Grant Beach Neighborhood to the west. A traffic circle or other traffic calming feature at the intersection of Boonville and Central should be prioritized for placemaking.

### Restructured Parking Lots

A more efficient use of land and street frontage can be achieved through shared use agreements for surface lots or they could be redeveloped into shared parking structures with ground floor retail, office, or service uses. Parking lots should include landscaping and trees to reduce surface temperatures and to reduce stormwater runoff intensity.

### Enhanced Gateway Frontage

Vacate Brower Street to return right-of-way to the City of Springfield. This allows for the creation of a continuous parcel from Central Street to Chestnut Expressway that may be included in the creation of the intergovernmental campus and parkway. Activate this area for a heavily landscaped entrance into the corridor.



### Improved Neighborhood Connectivity

Creating a seam between the Grant Beach and Midtown Neighborhoods, the corridor has the responsibility of acting as a catalyst of efficient movement between the two. Proper sidewalks, lighting, and streetscaping should exist throughout the corridor and an added emphasis should be placed on roadways leading to and from each neighborhood to encourage enhanced connectivity for all modes of travel.

### Street Typology Implementation

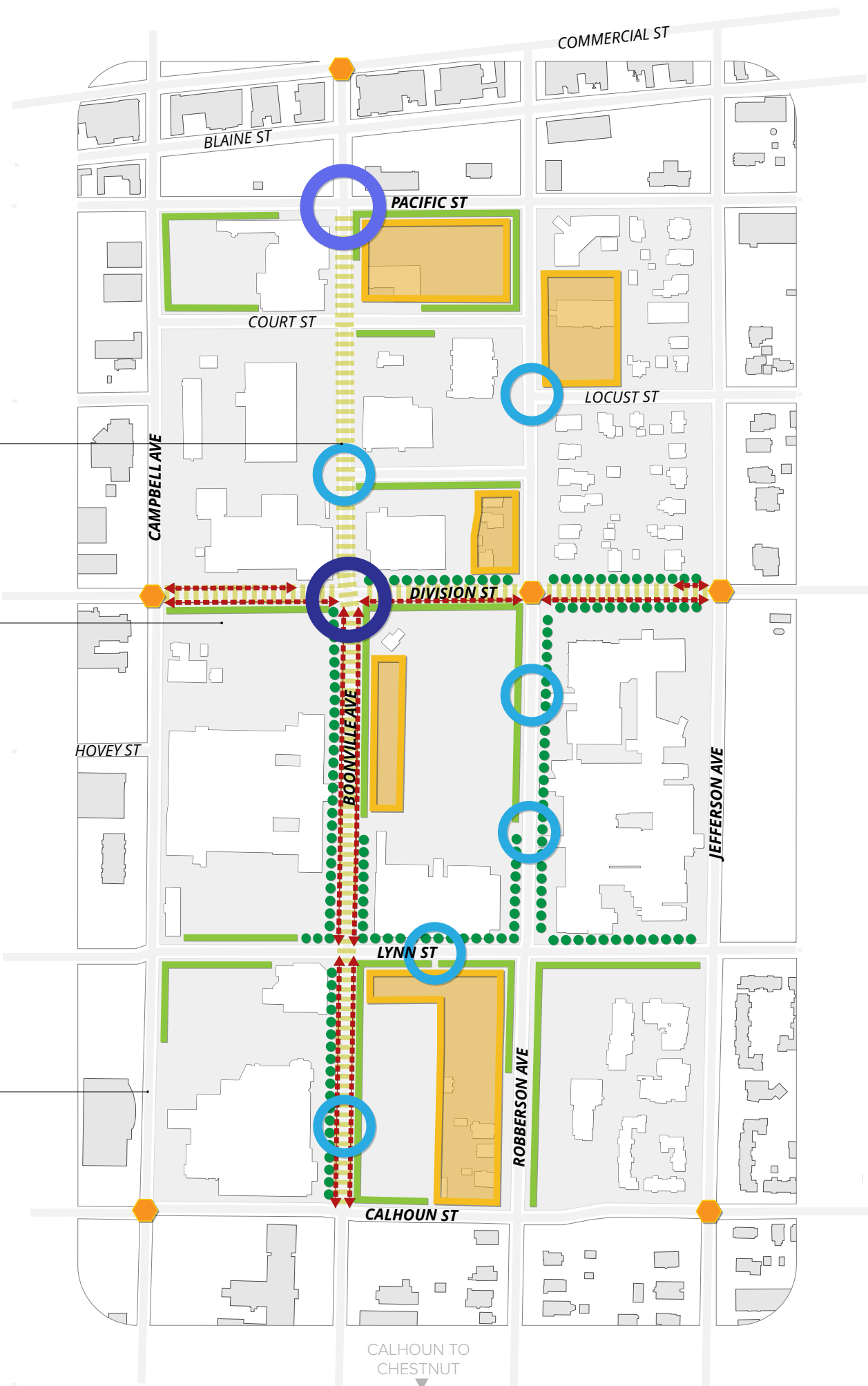
In accordance with the Forward SGF Comprehensive Plan, the implementation of the appropriate street typology and corresponding attributes should be considered for Boonville Avenue. The enforcement of typology guidelines, such as lane widths or the inclusion of a multi-use pathway, should be applied to the street design.

### One-Way Street Conversion

Jefferson Avenue currently operates as a southbound one-way thoroughfare on the eastern boundary of the corridor connecting Commercial Street and Downtown. Converting the roadway to a two-way orientation would eliminate the current bypass features and promote slower traffic, safer pedestrian access, and improve the overall quality of the corridor.

### Intergovernmental Campus Master Plan

Promote and instill collaboration between major institutional stakeholders in the corridor. The City of Springfield, Greene County, and City Utilities have the unique opportunity to expand the existing Government Plaza area to surrounding institutions to create a large institutional campus.



**Rapid Public Transit Route**  
 In collaboration with City Utilities, a rapid public transit route directly connecting Downtown and Commercial Street should be considered for Boonville Avenue. A defining feature of the corridor is its role as a connector between these two economic centers and could be capitalized upon through the inclusion of this route. A limited amount of stops may be spread out along Boonville Avenue to encourage use from residents or visitors to the area to easily access Commercial street, downtown, and government plaza. Long-term utilization of a trolley should be evaluated and provided if warranted.

**Campus Infill Opportunity**  
 Land use planning for these campus users should encourage a combination of new uses, including housing, retail, and services, as large site and campus ownership changes. Encourage uses that create street life and discourage outdoor and personal storage.

**One-Way Street Conversion**  
 Campbell Avenue currently operates as a northbound one-way thoroughfare on the western boundary of the corridor connecting Downtown and Commercial Street. Converting the roadway to a two-way orientation would eliminate the current bypass features and promote slower traffic, safer pedestrian access, and improve the overall quality of the corridor.

## FRAMEWORK DESCRIPTIONS

**Perimeter Landscaping**  
 Work with property owners and developers to encourage the installation of enhanced perimeter landscaping that exceeds typical standards, namely street trees, along the frontage of occupied parcels to improve the image of the corridor. Perimeter landscaping should be required for all properties fronting Boonville Avenue and should be designed to maximize stormwater management and improve water quality through bioretention areas, bioswales, and other best management practices (BMPs). Native landscaping that requires limited maintenance should be encouraged and landscaping at intersections must allow line of sight for vehicles.

**Screening**  
 Improve the image of the corridor by requiring properties to screen outdoor storage, surface parking lots, and unattractive uses with landscaping and fencing at least four feet in height. Desirable screening materials include wood, brick, stone, stucco, and evergreen shrubs, bushes, and trees. Chain link fences and barbed wire should not be permitted. The use of artwork such as murals or sculptures should also be encouraged at the front of screened areas along primary routes to add visual interest.

**Streetscaping and Road Diet**  
 Redesign and reimagine Boonville Avenue to implement an innovative living streetscape that is lined with native canopy trees, scaled for the pedestrian, and creates a distinct sense of place. This will include the middle turn lane on Boonville Avenue to be removed except at intersections. Travel lanes should be reduced in width on all adjoining roadways. A road diet creates the opportunity for wider sidewalks, multi-use paths, traffic calming, and placemaking. See the following Subarea Toolbox for more information.

**Relocation of Utility Lines**  
 Work with local utility providers, such as City Utilities, to prioritize Boonville Avenue and other identified roadways for the removal or relocation of overhead utility infrastructure. While a costly endeavor, this will reduce visual clutter and potential limitations to desirable sidewalk configurations, significantly improving the aesthetic and walkability of the corridor. Burial of utility lines is preferred, but if deemed infeasible utility lines may also be relocated aboveground if shielded or located away from street view.

**Midblock Pedestrian Crossings**  
 Increase the walkability of the corridor by constructing safe crossings at identified key pedestrian crossings outside of dedicated intersections. Crosswalks should be highly visible using a continental pattern with ADA accessible sidewalk ramps, pedestrian flashing crossing signs, and bulb outs to the extent allowable. These crossings could be improved with decorative patterns such as colored striping or 3D artwork as an alternative to continental stripes.

**Gateway Enhancement**  
 Formalize gateways on Boonville Avenue by incorporating landscaping and an attractive gateway sign with branded wayfinding features. A gateway incorporated near the northern end of the corridor will direct travelers towards Downtown from Commercial Street. An additional gateway near the southern end of the corridor will direct travelers leaving Downtown or those traveling on Chestnut Expressway towards Commercial Street. Corridor gateways will help create a lasting positive impression on those traveling along or near the corridor.

**Wayfinding**  
 Install wayfinding features where Campbell Avenue intersects Central Street, Calhoun Street, and Division Street that provide direction to Boonville Avenue and Commercial Street. Wayfinding features may be installed where Jefferson Avenue intersects Division Street, Calhoun Street, and Central Street that also provide direction to Boonville Avenue and Downtown. Supplemental wayfinding features may be included along Robberson Avenue that provide direction to adjacent neighborhoods, neighborhood parks, and universities.

**Redevelopment Opportunities**  
 Refer to the Redevelopment Opportunities graphic on the following page for recommendations pertaining to each opportunity site.

**Proposed Parkway Greenspace**  
 Greenspace should be incorporated along the southern frontage of the corridor along Chestnut Expressway to compliment the frontage south of Chestnut Expressway to create a parkway from Campbell Avenue to Jefferson Avenue. Future extensions of the parkway should be considered when feasible. Street trees and supportive landscaping along with pedestrian walkways should be included in this area to create a continuous civic park area. The incorporation of the corridor gateway into this new greenspace will allow for an attractive southern end of the corridor. Acquisition of the parcel on the northeast corner of Campbell Avenue and Chestnut Expressway should be prioritized to continue the parkway through the entirety of the southern end of the corridor.

**Improved Intersections**  
 Identified intersections shall be pedestrian oriented to cater to the desired walkability of the corridor. Traffic calming features, extensive landscaping, widened pedestrian walkways, and possible four way stop or roundabout intersection conversions should be considered in these areas.

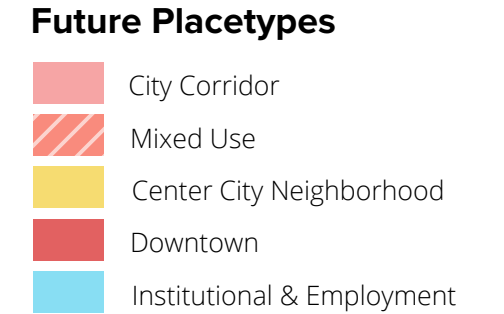
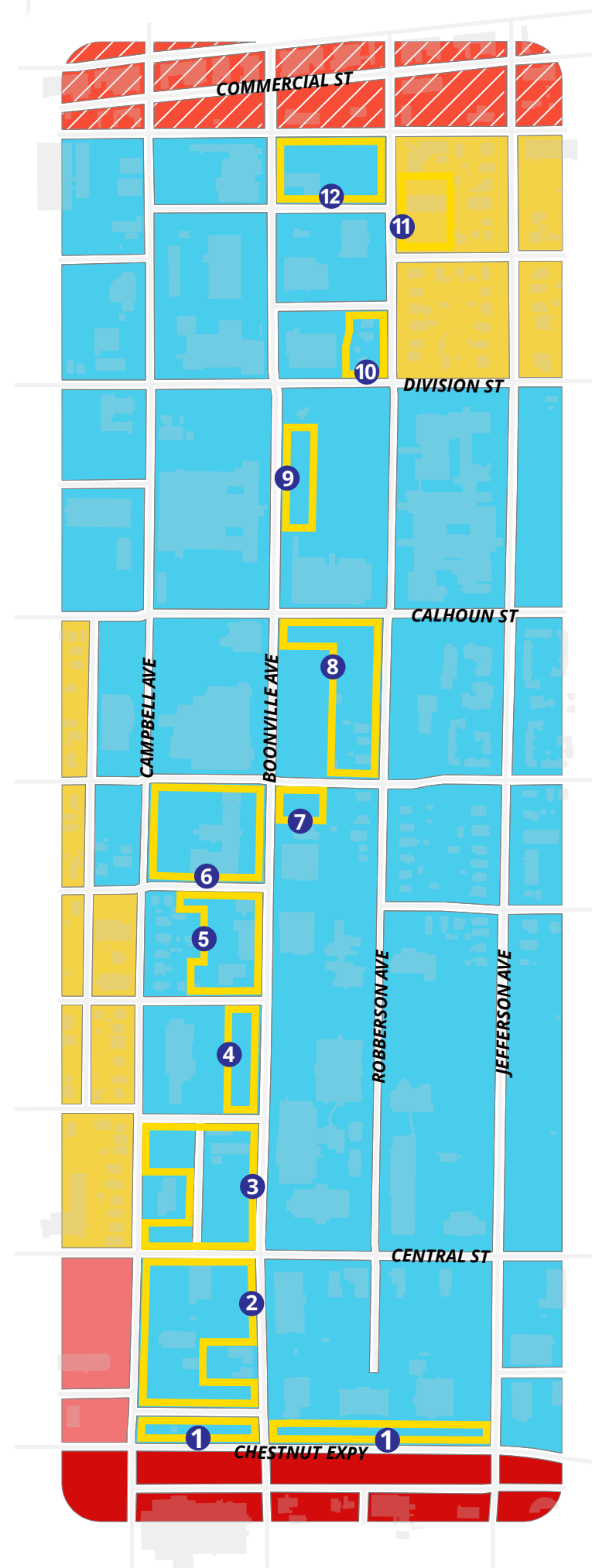
# BOONVILLE AVENUE

# REDEVELOPMENT OPPORTUNITIES

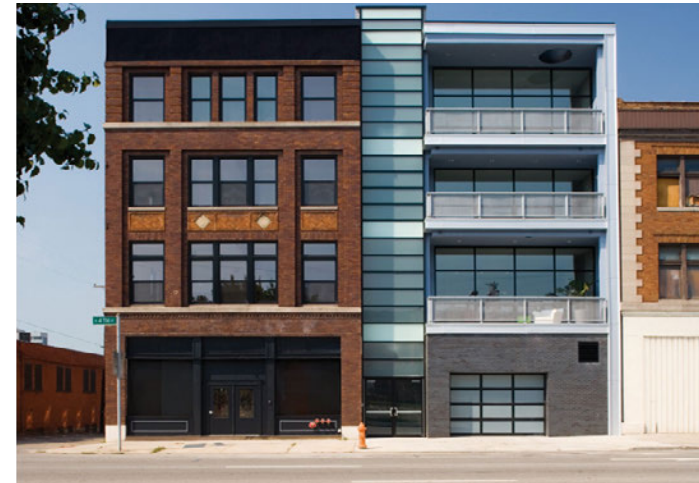
## REDEVELOPMENT OPPORTUNITY SITES

- 1 Chestnut Expressway Frontage**  
An opportunity to create a civic park and greenspace exists at these parcels fronting the northern edge of Chestnut Expressway. Complementary landscaping and pedestrian-oriented infrastructure symmetrical to that of the existing frontage on the south side of Chestnut Expressway would create a parkway while traveling through the corridor. Future extension of this parkway may be created through the purchasing and re-purposing of adjacent parcels.
- 2 Proposed Springfield Municipal Court Site**  
Conceptual plans exist for the southwest corner of Boonville Avenue and Central Street, to be the future site of a new municipal court facility. Design and site layout should interact with Boonville Avenue and have contextual and prominent architectural features.
- 3 Greene County Properties along Boonville**  
There is an opportunity to activate these parcels by utilizing them for expansion of county, state, or federal facilities that are fitting for an intergovernmental campus. These site should utilize a mix of uses to capitalize on day time employees and visitors. Most of these parcels currently exist as gravel parking lots for Greene County employees, but consolidated and shared parking efforts would open up space for redevelopment.
- 4 Greene County Public Safety Center Lot**  
There is an opportunity to redevelop a portion of the eastern front of this parking lot into a public parking garage structure with an activated ground floor use such as office, retail, or dining services.
- 5 Northwest Block of Scott Street and Boonville Avenue**  
A redevelopment opportunity arises on these parcels to develop applicable land uses such as small businesses and restaurants on the corner. As well as creating new land uses, returning some parcels adjacent to existing residences back to the residential realm would be beneficial.
- 6 Pipkin Middle School**  
A potential redevelopment opportunity arises if Springfield Public Schools determines it is necessary to relocate the middle school to an alternate location. This potentially vacant school building would allow for redevelopment into a community facility or a multi-family housing structure.

- 7 Parking Lot at Calhoun & Boonville**  
The underutilized parking lots at this corner provides an opportunity for the development of a desirable mixed use or high-density residential area due to its proximity to Commercial Street, Downtown, Cox North, and Drury University. This location could serve as a node for restaurants, office, or residential between the private/public districts on the corridor.
- 8 Secondary Parking Lots on Lynn Street**  
Underutilized parking lots and remnants of single family homes, surrounded to the east by denser student housing from Drury University, provide the opportunity for the development of a desirable high-density residential area due to its proximity to Commercial Street and Downtown.
- 9 Western Frontage of Cox Medical Center**  
A prominent location along Boonville Avenue exists in the large underutilized parking lot owned by Cox Medical Center. The opportunity to develop this as a streetwall including residential and commercial uses would be desirable to encourage continuity along the corridor.
- 10 Midtown Neighborhood Incorporation**  
These parcels include the only three residential structures west of Robberson Avenue and North of Division Street. These may maintained as a part of the Midtown Neighborhood with proper screening of institutional uses to incorporate them into the residences across Robberson Avenue or may be redeveloped into applicable institutional land uses compatible with the current structures on the block.
- 11 Crimson House on Robberson Avenue**  
An opportunity is available to restore and preserve the frontage of this historical building and to redevelop the parking lot at the intersection of Locust and Robberson into a higher-density residential development.
- 12 Vacant and Underutilized Properties near Commercial Street**  
These parcels provide the opportunity to redevelop the area into a highly desirable residential area. The excellent proximity to Commercial Street and Boonville Street would provide easy mobility for residents through the corridor via public transit or pedestrian scale activities.



# BOONVILLE AVENUE SUBAREA TOOLBOX



## STREETScape

Generous right-of-way will support a road diet and conversion of Boonville Avenue to a Civic Boonville Boulevard, providing opportunities for wide sidewalks with a living streetscape, that is heavily populated with trees, wayfinding signs, public art, decorative lighting, and other public amenities.

## PLACEMAKING

Development of a government plaza master plan will include opportunities for public art and shared infrastructure and facilities for civic ceremonies, employee and citizen gathering spaces, and places that promote civic pride and interest. Attention to architectural design in government plaza and elsewhere along the corridor will reinforce the importance and the prominence of corridor. Public architecture should have entrances facing Boonville Avenue, have active first floors, and exhibit civic character by using permanent, timeless materials, substantially symmetrical designs, and a defined base and top.

## HOUSING

Infill opportunities along the corridor should focus on maximizing residential densities, while incorporating ground floor uses that support an activated street life. Redevelopment of properties on the fringes of the corridor should include less intense housing types adjacent to traditional single-family housing.

## GOVERNMENTAL CAMPUS MASTER PLAN

The larger governmental institutions in the southern end of the corridor, such as the City of Springfield, Greene County, and City Utilities, may partner together to create one large interactive intergovernmental campus. Elements such as shared parking, increased walkability between campus buildings, and an overall shared design theme to establish consistent landscaping and wayfinding between the institutions should be implemented to ensure compatibility throughout the campus.



## CHAPTER 13

# DOWNTOWN PLAN

### *In this chapter*

*Downtown Context*

*Why Plan for Downtown?*

*Purpose of the Downtown Plan*

*Planning Process*

*Community Outreach*

*Downtown Vision*

*Planning Influences*

*Functional Subareas*

*Key Opportunity Sites*

*Goal 1: A Place for People*

*Goal 2: Strengthen Connectivity  
and Circulation*

*Goal 3: Renew Downtown's Identity*

*Goal 4: Attract High  
Quality Investment*

*Goal 5: Public and  
Private Investment*

The Downtown Plan is a component of the *Forward SGF Comprehensive Plan* and serves as a guide for the revitalization of Downtown Springfield. The Plan presents a community vision for the future of the Downtown, outlining specific recommendations and actions to help achieve it. At its foundation, the Plan acts as a unifying effort to create a single direction for Downtown Springfield, based on community outreach, site reconnaissance, and extensive research. The Plan provides a decision-making framework for staff and elected and appointed officials. The Plan will guide public improvements while also clearly defining the community's expectations regarding private investment to property owners and the development community.

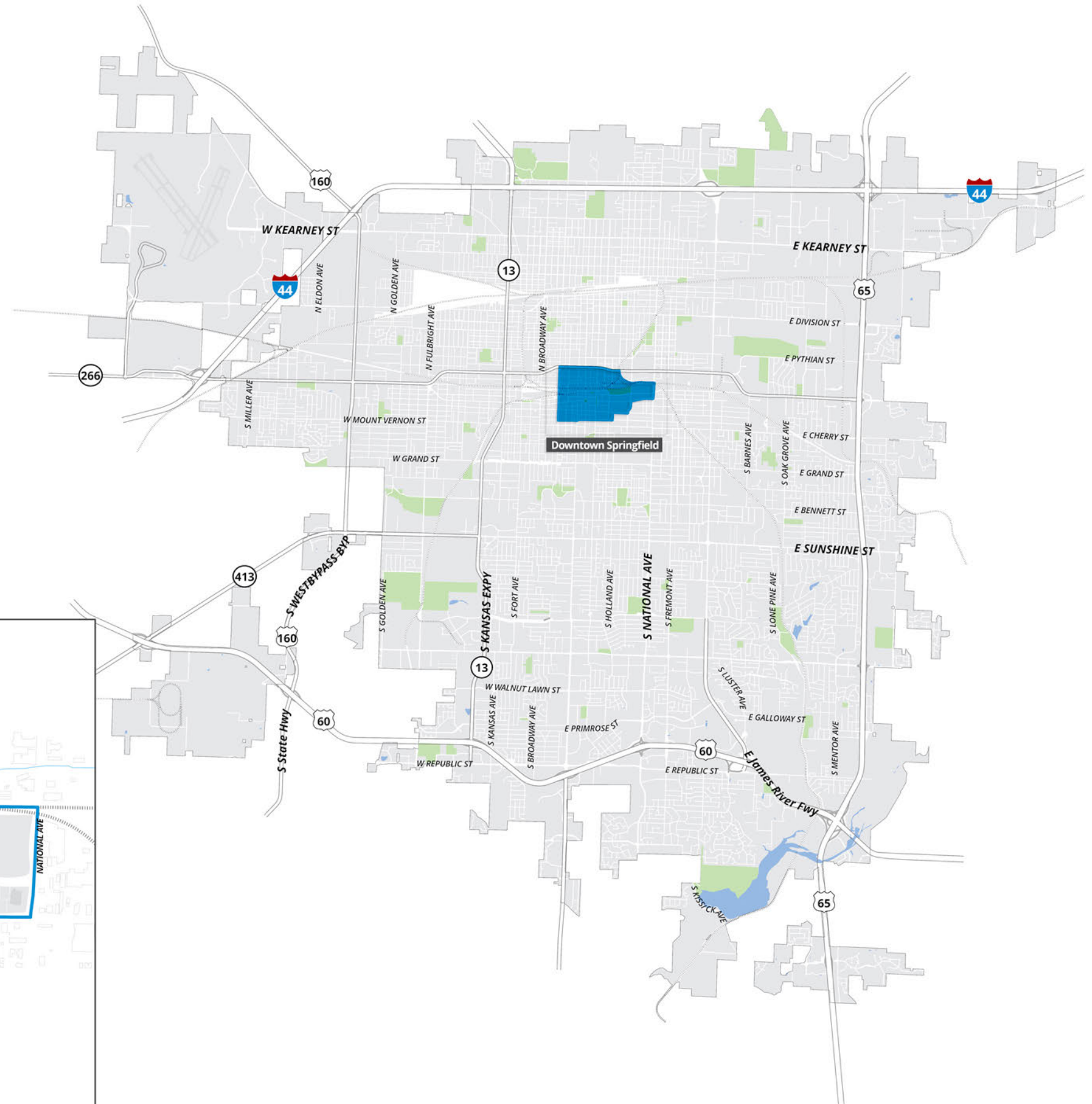
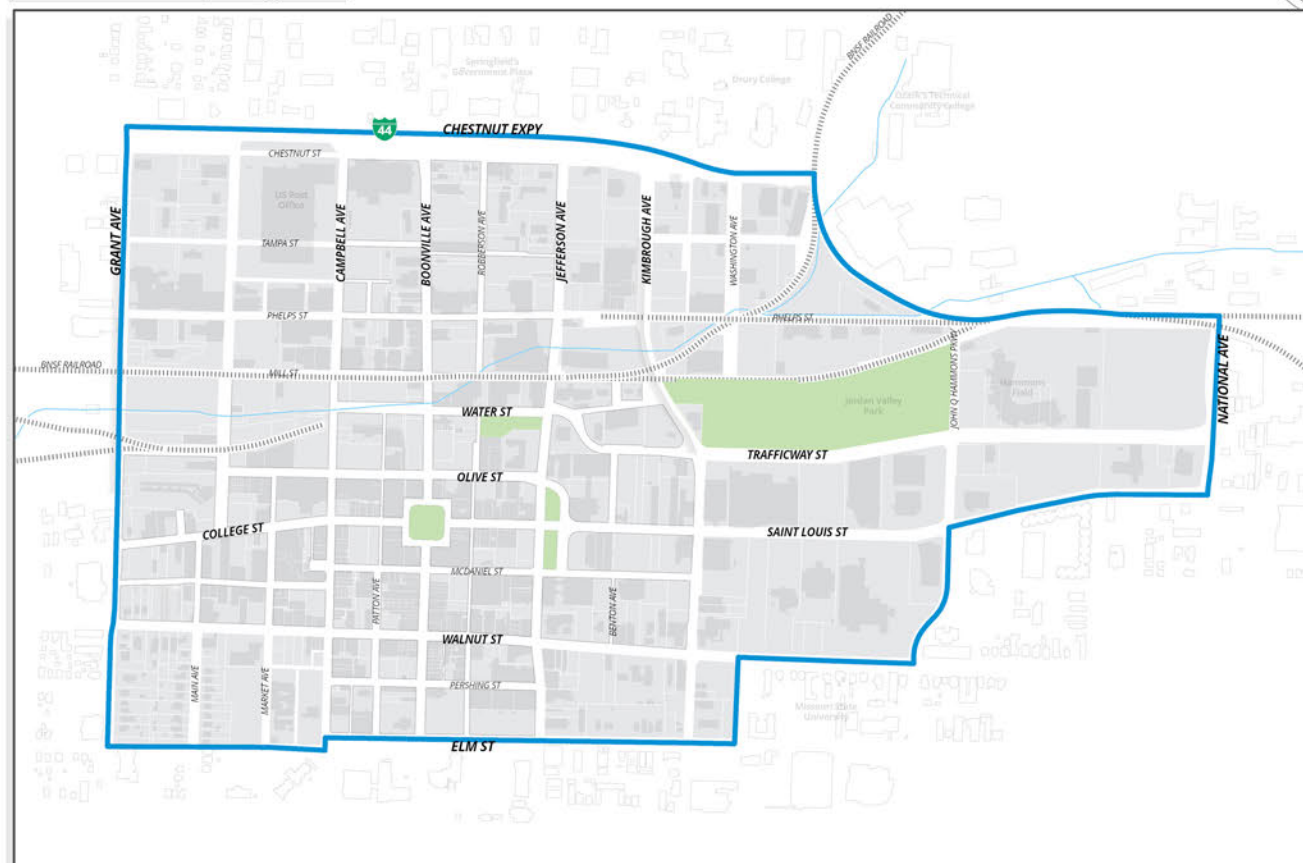


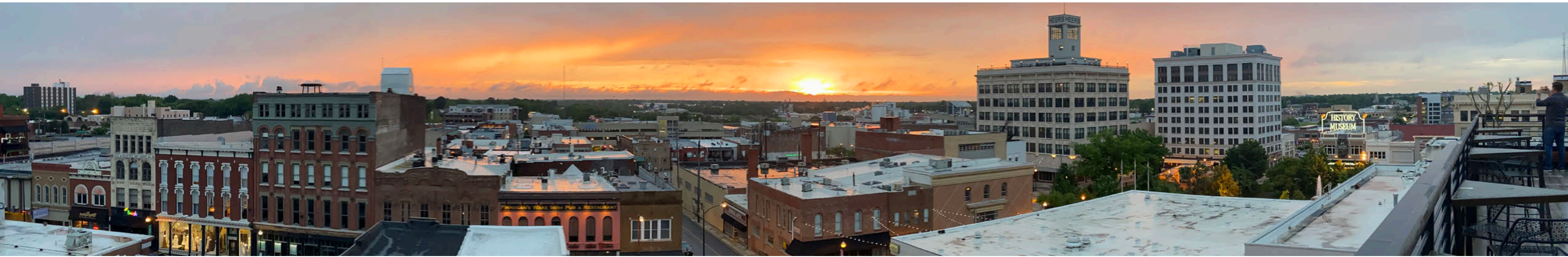
## DOWNTOWN CONTEXT

Downtown Springfield is located in the heart of the City, bounded roughly by Chestnut Expressway to the north, National Avenue to the east, Elm Street to the south, and Grant Avenue to the west. Jordan Creek and the BNSF railroad run through the northern half of Downtown with Jordan Valley Park and Hammons Field anchoring its eastern end. Downtown is surrounded by major institutions like Springfield's Government Plaza, Missouri State University, Ozarks Technical Community College, and Drury University, which increases its potential to serve as a thriving restaurant, entertainment, and shopping district.

Downtown Springfield was historically built around a public space that was donated by John Polk Campbell in 1835 which has functioned as a marketplace, surface parking lot, and park over its lifetime. This public space is now called Park Central Square and functions as the central gathering space of Downtown Springfield. Today, Downtown is home to many of Springfield's small businesses; unique dining and entertainment venues; breweries and distilleries; tourist attractions; and community events and festivals. It also offers unique housing options in loft spaces, new apartment communities, and repurposed industrial buildings, as well as attractive outdoor spaces like Founders Park and Jordan Valley Park that offer recreational opportunities and public areas for socializing.

### Downtown Springfield





## WHY PLAN FOR DOWNTOWN?

Despite its many assets, Downtown also faces various challenges. Surface parking lots create gaps in streetlife and activity, certain areas feel uncomfortable or unsafe to walk, some buildings face disinvestment and exhibit vacant storefronts, and there is a need to draw more foot traffic to boost the local economy. While the City has been taking steps to enhance Downtown's sense of place, public gathering spaces, open space amenities, and economic vitality, there is still great opportunity to strengthen Downtown and continue to expand revitalization.

## PURPOSE OF THE DOWNTOWN PLAN

The Downtown Plan is a component of the *Forward SGF Comprehensive Plan* and will serve as a guide for the revitalization of Downtown Springfield. The Plan presents a community vision for the future of the Downtown, outlining specific recommendations and actions to help achieve it. At its foundation, the Plan acts as a unifying effort to create a single direction for Downtown Springfield, based on community outreach, site reconnaissance, and extensive research. The Plan provides a decision-making framework for staff and elected and appointed officials. The Plan will guide public improvements while also clearly defining the community's expectations regarding private investment to property owners and the development community.

## PLANNING PROCESS

The Downtown Plan is the product of a Downtown-specific planning process that supplemented the *Forward SGF Comprehensive Plan* process. It began in January 2021 and included additional research and community engagement targeted toward Downtown. The planning process was designed to collect input from a *Forward SGF* Downtown Advisory Team, community members, and other stakeholders to form the Downtown vision and goals. The process included the following components:

### PROJECT KICK-OFF

In January 2021, the planning process began with a kick-off meeting with City staff.

### EXISTING CONDITIONS ANALYSIS

Between January and May 2021, an assessment of existing conditions was conducted, including field reconnaissance, research into past and on-going planning efforts, and an overview of factors like land use, transportation, community facilities, and areas of influence.

### COMMUNITY OUTREACH

Opportunities for community engagement were provided throughout the planning process (see the next section for more information).

## OPPORTUNITY SITE VISUALIZATIONS

Site plans and development visualizations of four Key Opportunity Sites were developed that showcase preferred building mass and orientation, site access and circulation, site amenities, parking, and landscaping location and design.

### PUBLIC REVIEW

The draft Downtown Plan was reviewed by City staff, the Downtown Advisory Team, and the community at the public Open House. The draft Plan was also available for public review and comment via the project website for over 30 days and was presented to the City's Planning and Zoning Commission, and City Council with opportunity for feedback. Amendments were made according to the feedback received.

### PLAN INTEGRATION

The Downtown Plan is included as a chapter within the *Forward SGF Comprehensive Plan* document. Key recommendations from within the Downtown Plan are also incorporated into the larger implementation strategy of the Comprehensive Plan.



## COMMUNITY OUTREACH

Opening discussion with and gaining input from the Springfield community was critical to creating the Downtown Plan. Outreach was at the core of the planning process, helping identify key issues and opportunities and establish community priorities that guided the development of the Vision and Guiding Principles. As the planning process occurred during the COVID-19 Pandemic, outreach was conducted virtually to adhere to social distancing requirements.

Public engagement was conducted throughout the planning process in a variety of ways, including the following:

## ONLINE SURVEY

Beginning in February 2021, an online survey was available on the project website and received 671 responses (as of July 2022).

## MAP.SOCIAL

An online map-based engagement platform, map.social was available to the public throughout the planning process on the project website and received 168 comments (as of July 2022).

## DOWNTOWN ADVISORY TEAM MEETINGS

Three Downtown Advisory Team meetings were conducted to ensure the Downtown Plan is in line with the community's needs and desires. The Downtown Advisory Team consisted of business owners, Downtown representatives, interest groups, and partner organizations.

## VISIONING WORKSHOP

A virtual Visioning Workshop open to the public was conducted on April 29, 2021 to gain input on the preferred approach to Downtown revitalization and investment, as well as issues and opportunities that should be addressed by the Downtown Plan.

## OPEN HOUSE

A public open house was held to allow residents to "drop in" and review the draft Downtown Plan, ask questions, and provide their input.

## OUTREACH KEY TAKEAWAYS

The community outreach process for the Downtown Plan collected input on a wide range of issues, opportunities, ideas, and concerns regarding Downtown, all of which were considered during the development of the Plan. The following is a list of key takeaways that were discussed extensively during the outreach process that helped establish priorities of the Plan and inform critical projects, policies, and recommendations:

### Land Use

- Repurpose industrial and older buildings into art spaces and other uses to bring people Downtown
- Support a mix of uses with active storefronts
- Redevelop expansive parking lots and consolidate public parking in parking garages

### Urban Design

- Focus density and streetscape improvements in the "urban core"
- Provide public gathering spaces for socializing, events, and festivals
- Increase and maintain outdoor dining spaces
- Rethink the Square and consider a design highly unique to Springfield
- Establish standards for unified branding, wayfinding, and signage Downtown

### Transportation

- Slow traffic speed through traffic calming measures
- Provide wide, accommodating, and attractive sidewalks to promote walking and provide space for pedestrian amenities
- Establish no-car zones or shared streets that reinforce a walkable environment
- Expand bike and trail network to connect key Downtown destinations
- Support micromobility options like scooter or bike shares
- Strengthen transit connectivity and consider alternatives for public transit

## ESTABLISHING THE DOWNTOWN VISION

The Downtown's vision is the product of the input received through the Downtown Plan's outreach process paired with the analysis of Downtown's existing conditions. It was formed based on feedback from the community on how Downtown should grow, what should be preserved, and what can be improved. It describes the desired future of Downtown; it is written to be forward-looking and illustrates accomplishments to be achieved in the next 20 years.



Virtual Visioning Workshop Board Sample

## **DOWNTOWN VISION**

*In 2040, Downtown Springfield will flourish as the thriving, bustling core of the City. Residents and visitors from across the region will be drawn to Downtown for its wide variety of shops, restaurants, night life, and entertainment options unique to Springfield. Aging buildings will be revitalized, historically significant structures will be preserved and celebrated, and vacant storefronts will be activated.*

*A mix of dining, entertainment, public gathering places, and local retailers will create the “Downtown Springfield” experience that cannot be replicated online. The City’s business-friendly attitude will welcome new businesses that build on existing popular attractions. University students, young professionals, older adults, and everyone in between will be able to find affordable housing options—from upper story apartments in the Downtown Core Area to unique lofts in repurposed industrial buildings.*

*Enhanced streetscapes will come to life through a combination of public improvements and high quality private development, targeted on key streets like Boonville Avenue, South Avenue, Park Central West, and Park Central East and gateways corridors like Trafficway. Large blank walls of windowless buildings will be beautified with vibrant murals that are representative of Springfield’s culture and character. Vacant lots or expansive parking lots will be redeveloped with uses that contribute to Downtown’s activity and expand the desired built form.*

*Patrons will be able to enjoy attractive outdoor spaces where they can gather, socialize, and relax. At its heart, the historic Park Central Square will serve as the main public gathering space and the center for community festivals and events, like the Birthplace of Route 66 Festival and Christmas Parade. Buildings surrounding the Square will add to its liveliness, housing successful businesses that provide opportunities for outdoor seating. The Square will be complemented by a variety of green spaces that provide anchors for community activity in each portion of Downtown including an expansion of the park system in Jordan Valley, a redesigned Founders Park, and a new park at Meek’s Lumber site.*

*Downtown will be highly accessible via driving, walking, biking, or bus, with calming measures effectively slowing down traffic to better prioritize the pedestrian. Parking will continue to be monitored to ensure people can easily park and walk to nearby businesses. The expanded bike and trail network will be safe, comfortable, and well connected, linking key destinations like Jordan Valley Park, Hammons Field, Grant Avenue Parkway, and Missouri State University. This will help reinforce Downtown as Springfield’s primary activity center within a “spoke and hub” system that is well connected to other supporting commercial centers within the City that together support the local economy.*

## PLANNING INFLUENCES

When considering Downtown's existing context, numerous factors influence the way the district functions, including the mix of land uses, approaches and gateway points, sense of place, and concentrations of activity. These key planning influences were taken into consideration during the development of the Downtown Plan.

### Boonville Corridor

Boonville Corridor is the connection between Downtown and Commercial Street district to the north. The City has identified the need for streetscape enhancements to improve the connectivity and character of the corridor and reinforce the synergy between the two key activity nodes.

### Grant Avenue Parkway

Grant Avenue Parkway will be redeveloped with an off-street pedestrian and bicycle pathway, funded by a \$21 million federal BUILD (Better Utilizing Investments to Leverage Development) grant. This project will provide key connectivity between Downtown and the Wonders of Wildlife National Museum and Aquarium (WOW), connecting parks, recreational amenities, neighborhoods, and schools along the way.

### Renew Jordan Creek

Renew Jordan Creek (RJC) is an ongoing project that focuses on the redevelopment of three underutilized Downtown sites along Jordan Creek into high-quality community gathering places with improved flood control and water quality. Improvements to Founders Park is included in this project.

### Trafficway Street Subarea Framework

Trafficway Street Subarea Framework was developed as part of the Forward SGF Comprehensive Plan, and reinforces the corridor as a key gateway into the Downtown. It sets guidelines for transforming the area into an active urban-innovation hub with a flexible mix of uses that generate street activity, including entertainment, art, design studio, makerspace, office, and co-working uses.

### Missouri State University Campus Area

Missouri State University Campus Area is home to MSU's educational facilities and a student body of over 24,000 as of 2020, which adds to Downtown's customer base and economic vitality. Students also significantly impact demand for housing in the area.

### Jordan Valley Park Concept Plan and Design Guidelines

Jordan Valley Park Concept Plan establishes a vision and strategies for revitalizing Jordan Valley. This area contains key outdoor, recreational, and sports assets including Jordan Valley Park, West meadows, Hammons Field, and Jordan Valley Ice Park, which add to the regional tourism draw of Downtown.

### IDEA Commons

IDEA Commons was formed by MSU to create an urban innovation park near the Downtown. It contains former industrial buildings that have been repurposed into centers of innovation, design, entrepreneurship, and art (IDEA). The district draws students, teachers, professionals, and entrepreneurs and serves as a vital activity center north of the Jordan Valley Creek corridor.

### Major Roadway Edges

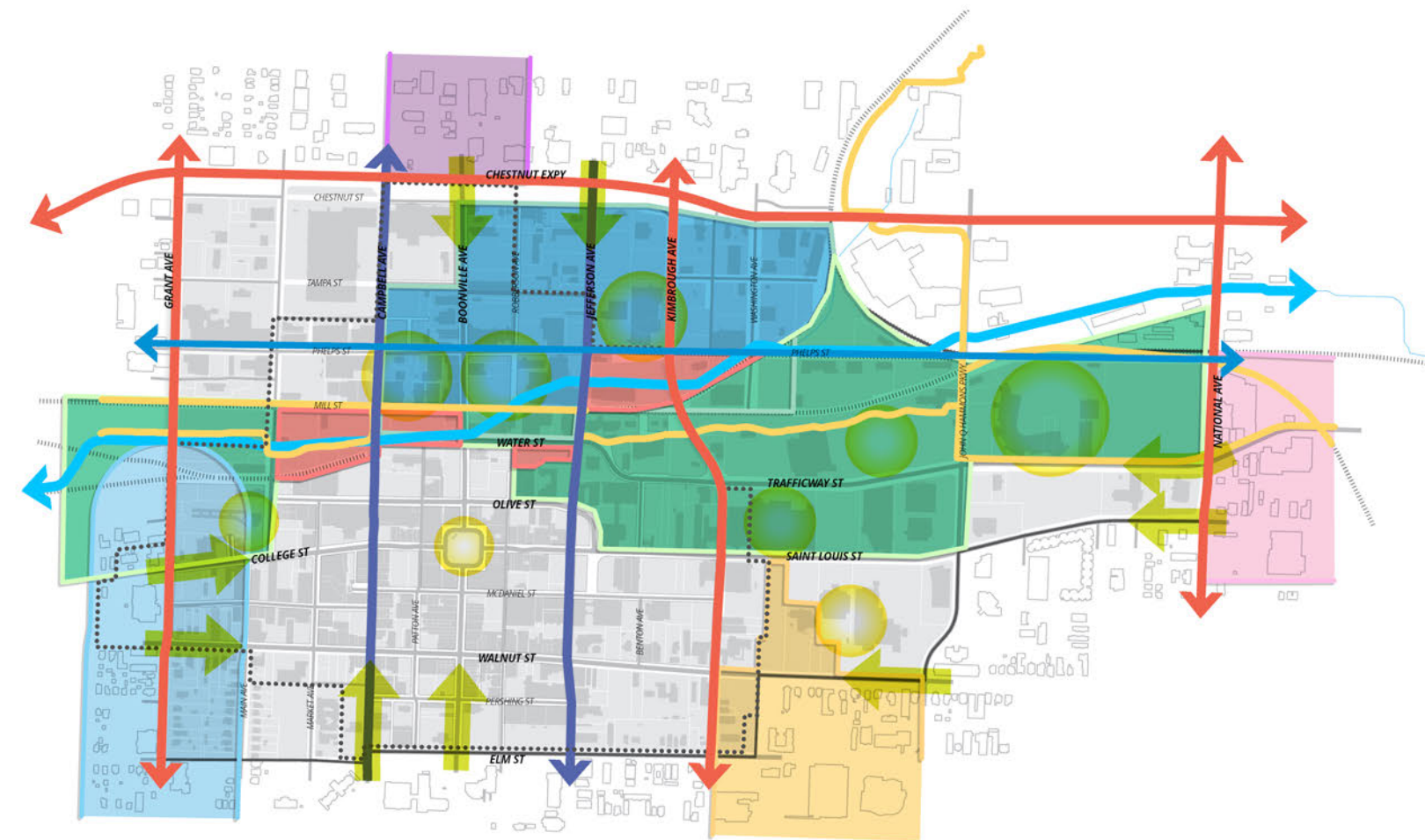
Major Roadway Edges are streets with high traffic that can act as barriers to pedestrian and bike connectivity. Opportunities for safer crossings, wider sidewalks, reinforced bike routes, and bridge crossing improvements exist along these major roadways.

### Jordan Creek

Jordan Creek traverses the Downtown from east to west, with portions running underground and others through a channel. While currently underutilized and inaccessible for recreational use, the creek will be daylighted through the Renew Jordan Creek project to be enhanced as a natural amenity.

### Greenways

The Jordan Creek Greenway is the only existing trail in Downtown that runs east and west from Jefferson Avenue to Jordan Valley Park. It provides an attractive pedestrian and bike connection; however, it is fragmented and presents an opportunity to be expanded on. Proposed greenways exist to close gaps in the network.



### Key Approaches

Key Approaches highlight entry points into Downtown that present opportunities for gateway and wayfinding improvements. These approaches were considered when developing streetscape and transportation improvement recommendations.

### Activity Centers

Activity Centers are key community destinations that generate significant foot traffic, including Hammons Field, Brick City, Park Central Square, the Expo Center, and the University Plaza Convention Center.

### Phelps Street

Phelps Street presents the opportunity to be extended to National Avenue and enhanced as a key multimodal corridor in Downtown, potentially extending as far west as Kansas Expressway.

### One Ways

One-ways along Campbell Avenue and Jefferson Avenue have been identified as potential impediments to traffic flow within the Downtown as well as access to businesses located along the roadways. A 2006 feasibility study was conducted for two-way conversions, which determined high implementation cost and proposed either to restudy, partially convert, or keep as is.

### Community Improvement District

The Downtown Springfield Community Improvement District (CID) plays a major role in providing clean, safe, and friendly services for Downtown over the past 20 years. Services include the cleaning and maintenance of sidewalks and public spaces, parking enforcement, marketing, and increased police presence and public safety.

### Center City Plan Element

The Center City Plan Element is a component of previous Vision 20/20 Comprehensive Plan. It examines three primary districts in the City Center: the Greater Downtown District, the Commercial Street District, and the Governmental Plaza District, outlining strategies to strengthen the quality of urban design throughout the City Center. Recommendations of the Center City Plan Element for the Greater Downtown District were considered during the development of this Downtown Plan.

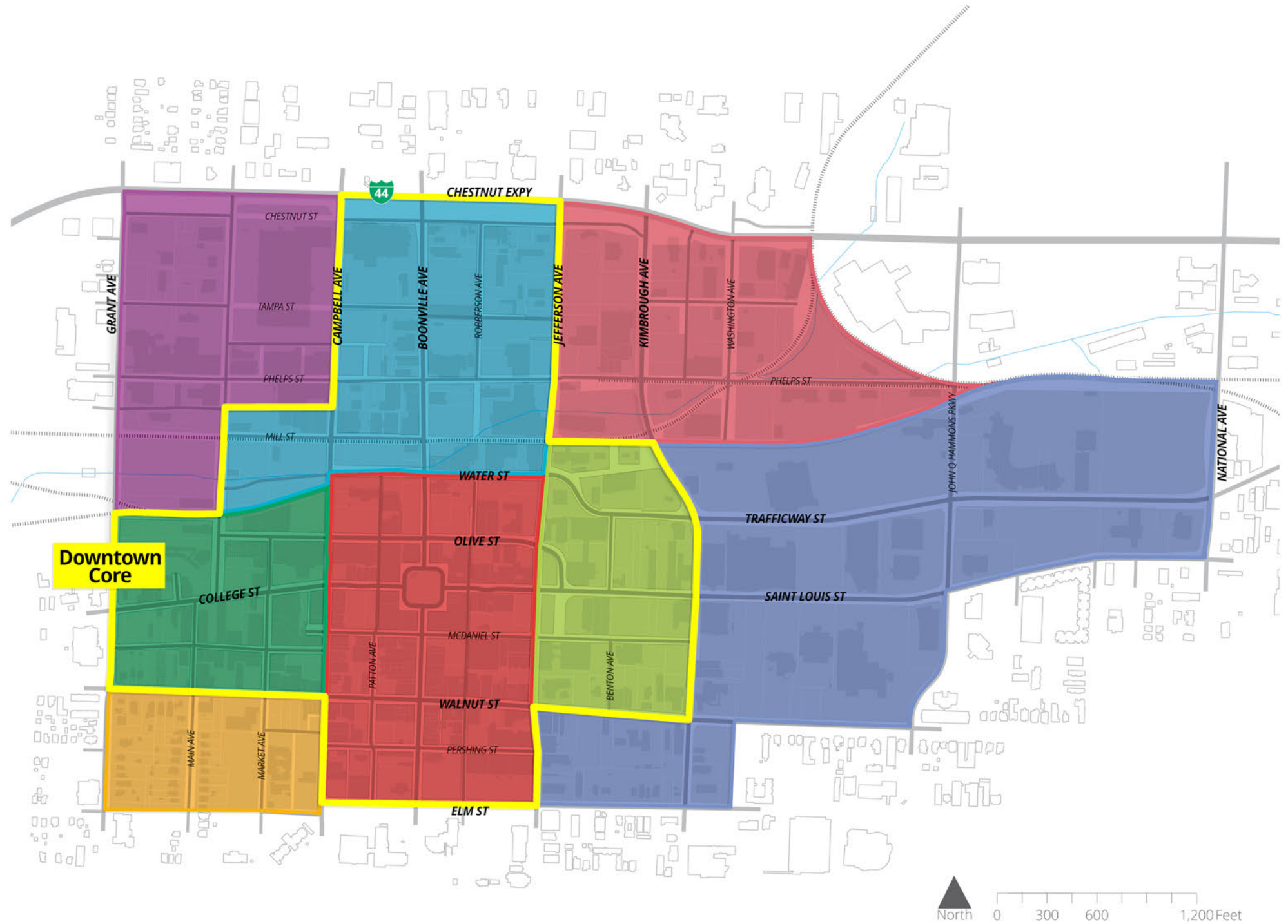
## FUNCTIONAL SUBAREAS

Downtown Springfield has been separated into eight functional subareas based on existing land use, built form, physical boundaries, character, and other factors. While they are all considered part of Downtown, each subarea is unique and functions differently from one another. These subareas are intended to guide planning efforts within Downtown, allowing for recommendations that address their specific needs and tailored guidelines for future development and improvements.

By addressing Downtown Springfield as a collection of functional subareas, implementation efforts can be tailored to local context while ensuring that the different areas of Downtown work together to form a unified district anchored by a Downtown Core Area which has been given special consideration within the Plan.

## DOWNTOWN CORE AREA

The Downtown Core Area is composed of the Innovation District, Urban Center, Brewery District, and Eastern Transition functional subareas, which are presented later within this section. Public and private investment should be prioritized within the Downtown Core Area to effectively revitalize the heart of Downtown as the vibrant, pedestrian-friendly center of activity. The area should serve as a hub of dining, shopping, entertainment, and community events, while also offering unique Downtown housing and office space.



## Functional Subareas

- Urban Center
- Innovation District
- Brewery District
- Eastern Transition
- East Approach
- Northeast Healthcare
- Northwest Manufacturing
- Southwest Approach

## COMPONENTS OF THE FUNCTIONAL SUBAREAS

The following section describes the character and role of each function subarea, providing area-specific recommendations on what should be improved or maintained. Each functional subarea takes into consideration the following factors:

### BUILT FORM

For Downtown to be successful, attention must be given to the built form and design of future development and its relation to other structures and spaces. Desirable design elements, site layout, and building orientation are defined for each functional subarea.

### TYPICAL BUILDING HEIGHT

The functional subareas provide guidance on recommended building heights to ensure new development fits within the context of the surrounding area. While building heights should remain flexible to welcome reinvestment and density, it is important that new development respects the scale of existing structures and historic properties.

### PARKING

Providing parking to visitors, employees, and residents is crucial to the success of any downtown. Parking should be easy to access and provided in sufficient quantity, but designed in a manner that minimizes the visual impact on the downtown landscape. The functional subareas identify appropriate parking type and location.

### RECOMMENDED USES

The Downtown Plan supports a diverse mix of uses within a walkable and well-designed environment. This section identifies recommended uses within each functional subarea, accounting for existing uses and context.

#### Single-Family Detached

This category includes single-family homes occupying individual lots. This use is prevalent within the Southwest Approach area adjacent to Grant Avenue Parkway and West Central Neighborhood.

#### Single-Family Attached

This category includes structures where dwelling units share an exterior wall with at least one adjacent unit and each dwelling unit has a dedicated entrance. Examples include townhomes or rowhomes.

#### Multifamily

This category includes structures containing multiple dwelling units stacked vertically with shared entrances and hallways, such as apartment buildings and condominiums. Examples include Frisco Lofts and Cresco.

#### Mixed-Use

This category includes multi-story buildings with ground floor commercial and upper floor office or residential units (either apartments or condominiums). Examples include structures on South Avenue or Park Central East.

#### Retail/Service

This category includes retail and service businesses like clothing stores, bookstores, salons, and banks. It should be noted that food and drink, office, medical, hotel, event venue, and entertainment uses have been categorized separately.

#### Office

This category includes small single-story office buildings or free-standing multi-story professional office spaces, such as the Holland Office Building.

#### Medical

This category includes medical uses like doctors' offices, hospitals, clinics, medical research centers, and community health centers like the Jordan Valley Community Health Center.

#### Hotel

This category includes hospitality establishments that provides lodging for travelers and visitors, such as Hotel Vandivort, University Plaza Hotel, and Tru by Hilton Springfield Downtown.

#### Event Venue

This category includes venues where events and conferences can be hosted, such as conferences, exhibitions, community events, and trade shows. Examples include the Springfield Expo Center and the University Plaza Convention Center.

#### Entertainment

This category includes "experience-driven" uses, such as museums, theaters, music venues, comedy shows, and art galleries. Examples include Hollywood Theaters, Craft Axe Throwing, and Blue Room Comedy Club.

#### Food and Drink

This category includes a variety of dining and drinking establishments, including restaurants, bars, cafes, breweries, and cocktail lounges. Examples include Lost Signal Brewing Company, 417 Taphouse, Mudhouse Coffee, and Black Sheep Burgers and Shakes.

#### Sport Facility

This category includes uses related to sports, such as stadiums, sport complexes, and skating rinks, like Hammons Field and the Jordan Valley Ice Park.

#### Institutional

This category includes local government uses, municipal facilities, educational facilities, and places of worship. Examples include Brick City, Hill City Church, and the Jordan Valley Innovation Center.

#### Light industrial

This category includes industrial uses related to manufacturing, warehousing, food processing, and distribution of goods and materials, that do not have significant noise or visual impact on surrounding properties. Light industrial uses should provide a public benefit in the form of employment and commerce. Light industrial uses such as self-storage should be discouraged.

#### Park and Open Space

This category includes public parks that provide active and passive recreational opportunities as well as preserved open space areas. Examples include Jordan Valley Park, Founders Park, and Jubilee Park.

## ALIGNMENT WITH FORWARD SGF PLACETYPES

The *Forward SGF Comprehensive Plan* utilizes a placetype approach to land use and development planning. Rather than looking at individual parcels, the approach focuses on primary and supporting uses, transportation, and urban design at a neighborhood, district, and corridor scale. While the placetypes set general guidelines for land use and development character across the City, the functional subareas provide an added level of detail specific to Downtown. While the recommended uses overall align with the guidance provided in the **Land Use and Development** chapter, some exceptions of appropriate uses have been included in the Downtown Plan's functional subareas due to the unique context of Downtown. For example, this includes a desired transition away from heavy industrial uses historically located along Downtown's rail corridors and the expansion of institutional uses like the Jordan Valley Community Health Center. The City's **Land Development Code** should be updated following the adoption of this Plan to reflect the desirable types of Downtown uses and built environment outlined within this Plan.



## NORTHWEST MANUFACTURING

A revitalized, historically industrial area that supports upgraded light industrial uses, creative industries, offices, and institutional uses

This functional subarea serves as the northwestern approach into the Downtown Core that is expected to remain industrial through the 20-year horizon of the Plan. It currently contains a variety of aging industrial structures, surface parking lots, and underutilized properties that present the opportunity to be redeveloped into higher quality manufacturing uses or spaces for creative industries.

The expansive United States Postal Office property is expected to remain, but improvements to loading area screening and parking lot landscaping are recommended. As development pressures from the Innovation District and Urban Center increase in the long term, opportunities for other uses like institutional, office, or residential may be appropriate along this functional subarea's eastern and southern boundaries.



Pedestrian and bike connectivity should be strengthened between this functional subarea, the Urban Center functional subarea, IDEA Commons, and community destinations along Trafficway Street like Hammons Fields and Jordan Valley Park. This should be done by expanding the bike and trail network, improving sidewalk conditions, and incorporating pedestrian scale lighting, wayfinding, and designated bike routes.

### BUILT FORM

Aging industrial buildings and deteriorating surface parking lots should be redeveloped, locating the building to hold the corner or near the property line. New industrial buildings should feature high quality façades, including windows on ground floors facing public rights-of-way to improve the pedestrian experience and at-grade entrances in high visibility areas. Sidewalk conditions should be improved during redevelopment with curb and gutter. Perimeter landscaping should be provided to screen existing parking, utility, and loading areas from view, and future loading/service areas should be located to the rear or out of view from the right-of-way whenever possible. Future outdoor storage should be discouraged; in the interim, existing outdoor storage should be fully screened with high quality fencing and/or landscaping.

### TYPICAL BUILDING HEIGHT

1 to 2 stories, 3 to 4 stories along the area's eastern boundary to complement Innovation District development.

### PARKING

Parking should be relocated to the side or rear of buildings as redevelopment occurs.

### RECOMMENDED USES

- Maker Space
- Art Studio
- Live-Work Space
- Light industrial
- Institutional
- Office
- Single-family Attached (limited)
- Multifamily (limited)



## NORTHEAST HEALTHCARE

A healthcare, institutional, and office hub that attracts medical professionals and patients to the area, building off the expanding Jordan Valley Community Health Center.

This functional subarea serves as the northeastern approach into the Downtown core, anchored by the Jordan Valley Community Health Center (JVCHC). It provides key connection to Drury University and Ozarks Technical Community College to the north. JVCHC's expansion plans should be supported through close coordination. The area should continue to grow as a healthcare hub, complemented with other compatible uses like institutional and office spaces.

The Commercial Metals Corporation (CMC) and Meek's Lumber sites should be redeveloped to better connect with the Jordan Valley Master Plan and the Renew Jordan Creek project area, transitioning industrial uses into commercial, office, and mixed uses that connect to anchor institutions in the area. The transformation of the old Meek's Lumber site into an attractive public open space with a daylighted Jordan Creek should serve as a recreational amenity for area employees and visitors and foster pedestrian activity in this area. This should tie to the restoration of Jordan Creek as a Downtown amenity, and the enhancement and extension of Phelps Street to National Avenue as a multimodal corridor (see the CMC Catalyst Site section for more information).

### BUILT FORM

As redevelopment occurs, buildings should be oriented to the street with ample windows and articulated façades to avoid large, monotonous exteriors. The streetscape should be enhanced through public-private investments, including building a continuous sidewalk network. Future outdoor storage should be discouraged; in the interim, existing outdoor storage should be fully screened with high quality fencing and/or landscaping.



### TYPICAL BUILDING HEIGHT

1 to 4 stories.

### PARKING

Parking should be located behind buildings where possible and away from main roadways that are highly trafficked and visible, supplemented with on-street parking. If existing or future parking lots are located to the side of the building, a combination of landscaping and decorative low-profile fencing or masonry knee wall should be used to screen parking stalls. Parking lots should be improved with perimeter and interior landscaping.

### RECOMMENDED USES

- Medical
- Institutional
- Office
- Park and Open Space





## EAST APPROACH

The eastern approach into Downtown containing a unique mix of sports tourism, business, and office uses that draw in visitors to the Greater Downtown Area.

This functional subarea serves as the eastern approach into the Downtown core. It has a distinct character with predominantly larger-scale development and a unique mix of tourism- and business-focused uses. The East Approach contains a variety of recreational, sports, and hospitality uses, such as Hammons Field, Route 66 Springfield Visitor Center, Springfield Expo Center, and University Plaza Hotel and Convention Center.

Redevelopment of underutilized properties should be promoted. Opportunities for a new and expanded Expo Center, offices, and hotels should also be targeted in this area, along with supporting food and drink establishments for stadium attendees. Pedestrian and bike connectivity should be strengthened, particularly to the Urban Center, Trafficway Street subarea, and MSU's campus.



This includes improving the bike and trail network, sidewalk conditions, pedestrian-scale lighting, and wayfinding. If completed, connections to the redeveloped CMC site and extended Phelps Street corridor should be strengthened to support the area's transformation.

### BUILT FORM

Considering this functional subarea's existing larger development scale and setbacks, future investments should focus on improving the pedestrian-friendliness of the area. Future redevelopment should be modern in design and locate buildings near the property line to create a desirable sense of enclosure that supports a walkable environment. At the corner of Trafficway Street and Sherman Parkway, future redevelopment should be guided to create a "ballpark village" type pedestrian node that provides food and drink venues, entertainment, and retail options that visitors can patron after a game. To connect the East Approach's destinations and support the significant foot traffic generated by the ballpark and Expo Center, the pedestrian realm should be reinforced with improvements like widened sidewalks, safe crossings, landscaped parking lots, pedestrian-scale lighting, and outlot development that frames public ways.

Consideration should be given to redeveloping the Commercial Metals Corporation site and enhancing and extending Phelps Street eastward to National Avenue to support the area's transformation.

### TYPICAL BUILDING HEIGHT

This area should remain flexible in building height, with buildings typically ranging from 2 to 6 stories.

### PARKING

Parking lots should be located behind buildings or to the side and a combination of landscaping and decorative low-profile fencing or masonry knee wall should be used to screen parking stalls. Parking garages are also appropriate in this subarea to accommodate large crowds for events. On-street parking should be provided for additional parking supply.

### RECOMMENDED USES

- Sports Facility
- Entertainment
- Office
- Hotel
- Event Venue
- Park and Open Space



## SOUTHWEST APPROACH

The southwestern approach from Grant Avenue Parkway that transitions from a preserved historic neighborhood into Downtown commercial.

This functional subarea serves as the southwestern approach into the Downtown core. It contains the revitalized Historic South Main residential district and transitions into more commercial-oriented uses to the east. Gateway features should be targeted along Walnut Street to welcome visitors from the future Grant Avenue Parkway into Downtown, paired with upgraded sidewalk conditions that enhance the pedestrian environment.

### BUILT FORM

Existing historic single-family residential properties should continue to be preserved and maintained for their historic significance. New development adjacent to these properties should be context sensitive in terms of building scale and architectural design to avoid detracting from the area's existing historic character. Existing non-historically significant residential, industrial, auto-oriented uses along Walnut Street should be redeveloped into mixed-use, rowhomes, or apartment buildings along the property line that expand on the higher density Downtown character east of Campbell Avenue.

### TYPICAL BUILDING HEIGHT

1 to 3 stories.

### PARKING

Parking lots should be located to the rear or side, supplemented with on-street parking. Private parking for historic single-family homes should continue to be located behind the residential structure. Existing front-loaded parking lots such as at Crash Champions Collision Repair should be screened with perimeter landscaping to improve their appearance in the short term. Proactive code enforcement should be practiced to ensure properties are in alignment with the City's zoning code.

### RECOMMENDED USES

- Office
- Retail/service
- Single-family detached
- Single-family attached
- Multifamily





## BREWERY DISTRICT

A bustling district home to many of Springfield's breweries that offer unique dining, drink, and entertainment venues.

This functional subarea should serve as a hub of Springfield's burgeoning brewery and distillery community, complemented by other uses that support entertainment, dining, and socializing. Restaurants and cafes should build off the rich beer culture, with various establishments offering outdoor seating that activate the streets during the daytime. Branding specific to the Brewery District should be created to unify the businesses, such as providing wayfinding of businesses for visitors to venture out on a self-led brewery tour including breweries located elsewhere in the greater Downtown area.

Public art should be incorporated to add to the vibrancy and trendiness of the area. Small-scale offices, retail, and service uses are also appropriate for this district that add to the diversity of business and draw foot traffic. The Brewery District benefits from high access to public transit via the expanded City Utilities Transit Center.

This makes the area an attractive location for residential options as well as rowhomes, lofts, and apartments that help generate activity within Downtown's western periphery.

### BUILT FORM

The historic industrial appeal should be preserved within this district. Future redevelopments should aim to maintain this character through the use of historic elements such as with brick façades and large windows like what exists on the west side of Market Avenue. Buildings should be situated along the property line and wide sidewalks should be provided to support pedestrian activity.



## EASTERN TRANSITION

The eastern transition into the Urban Center that supports an eclectic mix of uses from offices to apartment buildings.

This functional subarea serves as the eastern transition into Downtown and offers a mix of multifamily housing and unique uses that support activity in the Urban Core. It currently contains a wide variety of uses, including the U.S. Bank, Jubilee Park, Cresco apartments, Frisco Lofts, and the Discovery Center. Moving forward, flexibility in the uses should continue to be encouraged, such as institutional, banks, office, and residential uses.

Development of the vacant lot at 735 East St. Louis Street is a key infill site for this transitional area. Development of this site should be cautiously weighed to ensure future use promotes street activity and has a strong functional relationship to the Expo and University Plaza, as well as providing a public benefit and the integration of employment or housing.



### TYPICAL BUILDING HEIGHT

1 to 4 stories.

### PARKING

Parking is primarily on-street. Any off-street parking should be located to the rear or side of the building.

### RECOMMENDED USES

- Food and Drink
- Entertainment
- Single-family attached
- Multifamily
- Retail/service
- Office
- Mixed-use (ground floor commercial/office, upper story residential/office)
- Park and Open Space

Jubilee Park should be enhanced with improved programming and a potential expansion, acting as a gateway point into the Urban Center via Park Central East and a pedestrian activity center to complement Park Central Square (see the Jubilee Park Catalyst Site section for more information). Pedestrian and bike connectivity should be strengthened between this subarea and MSU's campus by incorporating pedestrian scale lighting, wayfinding, and designated bike routes.

### BUILT FORM

Architecture should be more modern in character, with redeveloped buildings located near the property line to create a desirable sense of enclosure. Redevelopment along St. Louis Street should be located at the property line to maintain a consistent street wall transitioning from the Urban Center to the East Approach. Lot consolidation should be supported to accommodate larger scale developments like The 505 Springfield multifamily development.

### TYPICAL BUILDING HEIGHT

1 to 3 stories.

### PARKING

Parking lots should be located behind buildings and hidden from right-of-way view. In the interim, existing front-loaded parking lots should be enhanced with perimeter and internal landscaping as they make up a significant portion of the subarea's land area and detract from its character. This should be supplemented by on-street parking and public parking garages. Institutional and office uses should be encouraged to use shared parking lots/garages.

### RECOMMENDED USES

- Institutional
- Office
- Multifamily
- Park and Open Space



## INNOVATION DISTRICT

The northern approach into Downtown that functions as a center of education, research, and innovation, building on Missouri State University's IDEA Commons

This functional subarea serves as the northern gateway into the Urban Center primarily via Boonville Avenue. It is a growing urban innovation park revolving around IDEA Commons that contains key institutional facilities like Brick City, Jordan Valley Innovation Center, and efactory. Distinguished by the grade change at Water Street, this area is physically separated from the Urban Center and carries a different character with repurposed industrial buildings and a traversing railroad line.

The daylighted Jordan Creek will serve as a southern anchor of the subarea, offering attractive public open space and recreational opportunities. Small-scale retail and service options should be supported along Boonville Avenue that serve surrounding residents, employees, and students of IDEA Commons. Apartment and loft spaces should also be supported that increase housing options near Downtown's core.

Pedestrian and bike connectivity to Missouri State University, Drury University, and Ozarks Technical Community College should be enhanced to strengthen connections between these academic nodes.

### BUILT FORM

The district's character should develop as a mix of modern and historic industrial. New state-of-the-art institutional buildings should juxtapose older, repurposed industrial buildings that may serve as unique office or lofts spaces. Buildings surrounding the daylighted Jordan Creek should be oriented towards the creek to benefit from the natural amenity and with high pedestrian connectivity walking paths leading to the open space.



### TYPICAL BUILDING HEIGHT

2 to 5 stories.

### PARKING

Where possible, parking garages should be integrated into new large-scale institutional or office development, designed to appear part of the building. Otherwise parking lots should be located to the rear or side. As IDEA Commons expands, the need for a standalone parking garage may be needed in the long term to accommodate the daytime population, a portion of which could be made available for the public. Other uses like the retail and service uses on Boonville Avenue should continue to utilize on-street parking.

### RECOMMENDED USES

- Institutional
- Offices
- Retail/service
- Single-family attached
- Multifamily
- Food and Drink
- Mixed-use (ground floor commercial, upper story residential/office)
- Park and Open Space



## URBAN CENTER

The heart of Downtown Springfield and the center of activity where residents work and live and visitors come explore, shop, dine, and socialize.

This functional subarea functions as the center of civic activity, filled with a wide range of small businesses offering shopping, dining, and entertainment options for all ages and interests. Mixed-use buildings should contain a variety of businesses at the ground-floor level that maintain active storefronts while supporting residential and office uses on the upper floors that help generate daytime foot traffic.

With the growth of e-commerce and associated decline in brick and mortar stores, attracting unique experience-based businesses and creating public spaces should be prioritized in the Urban Center.

Examples include sit-down restaurants, cafes, bars, thrift stores, and artisan shops, as well as entertainment options like jazz venues, bowling, indoor mini golf, comedy clubs, and cooking classes. Essential stores to support Downtown living, such as pharmacies, convenience stores, and grocery stores, should be incentivized to locate within Downtown.

The area should act as the vibrant core of Springfield and the focal point of public realm improvements, home to local festivals and events, cultural and historic assets, and key community destinations.

### BUILT FORM

The Urban Center should support the most consistent street wall within Downtown with predominantly mixed-use buildings that highlight Springfield's historic character. Existing historic buildings and architectural elements should be preserved where appropriate. New development should use a mix of strategies to match the existing character such as the use of historically appropriate façade materials and cornice lines to complement adjacent buildings. Buildings should be located at the property line and first floor façades should feature large storefront windows to add visual interest, provide informal surveillance, and enhance the sense of security.



### TYPICAL BUILDING HEIGHT

While anomalies currently exist that feature taller building heights, such as the Heer's building and the Springfield State Office Building, future development should be 2 to 6 stories to work towards a more uniform Urban Center building scale.

### PARKING

Parking should be provided on-street or consolidated in public parking garages. Existing surface parking lots should be considered for higher intensity uses where possible to help reduce gaps in the street wall, offsetting parking capacity to garages as appropriate.

### RECOMMENDED USES

- Retail/service
- Food and drink
- Entertainment
- Office
- Multifamily
- Mixed-use (ground floor commercial/office, upper story residential/office)
- Park and Open Space



## KEY OPPORTUNITY SITES

This section identifies key vacant, underutilized, or disinvested properties that should be targeted for redevelopment and enhancements in line with the vision of the Downtown Plan. These opportunity sites have the potential to act as a catalyst for additional quality development, setting the standards for attractive design and building layout. For Key Opportunity Sites that would progress community priorities, the City should consider engaging in an RFP/RFQ process to help market the site and attract development interest. The City can also evaluate specific development incentives and help facilitate coordination between the property owner and developer. It is important to note that at any time redevelopment may occur in areas not identified on the Opportunities Sites map or discussed in this section.

## SITE IMPROVEMENTS/ ADAPTIVE REUSE

This category includes properties with buildings that are structurally sound, however are vacant, underutilized, or show signs of disinvestment. These properties can be enhanced through site and façade improvements and necessary interior rehabilitation to support their future use. Buildings with desirable historic characters should be salvaged whenever possible for adaptive reuse. This category also identifies certain industrial buildings that could be converted into interesting loft, dining, coworking, or retail spaces.

## INFILL DEVELOPMENT

This category includes vacant properties without an existing structure that present potential for new development. It is crucial these developments are context sensitive to conform with surrounding character, building height, and massing.

## REDEVELOPMENT

This category includes properties with existing buildings that do not showcase the desirable built form and should be redeveloped. It also contains existing surface parking lots that should be considered for higher intensity or more productive uses. Properties that are ripe for parcel consolidation (the consolidation of multiple parcels to increase development potential) are also highlighted.

## CATALYST SITES

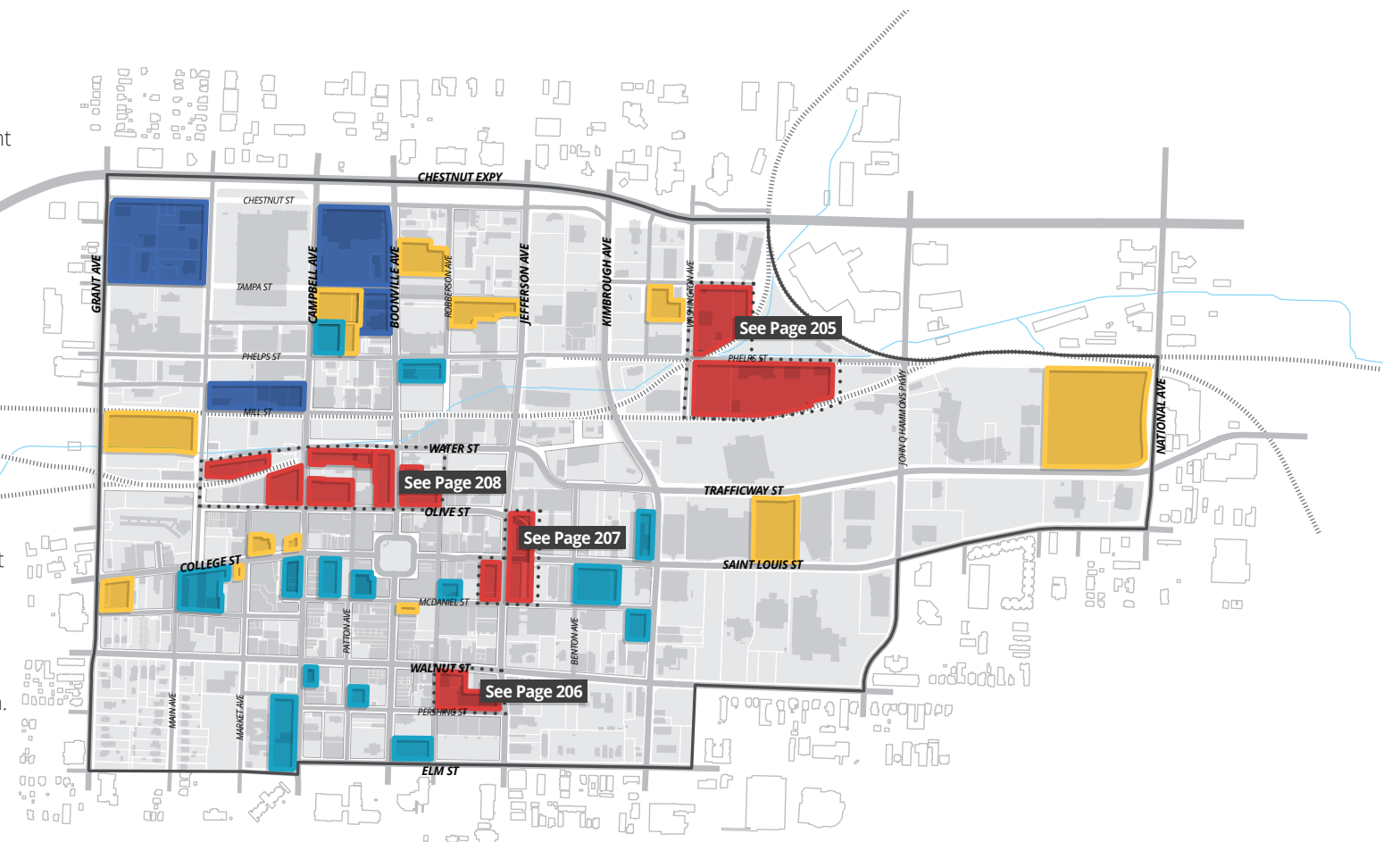
Catalyst sites are underutilized parcels or parcels with undesirable uses within the context of Downtown where redevelopment could have a significant positive effect on Downtown Springfield. The following section illustrates the redevelopment and repositioning of the following four sites:

- Commercial Metals Corporation
- YMCA Block
- Jubilee Park
- Olive Street

Currently, these catalyst sites do not substantially contribute to the pedestrian-oriented, activated Downtown environment envisioned by the community. They represent potential missed opportunities to accommodate a vibrant mix of uses that supports high quality of place, increased pedestrian activity, and desirable built form.

### Concept as a Guideline

Each catalyst site could be redeveloped in a variety of ways, and the proposed catalyst site concepts are intended to serve only as a guideline and an illustration of a possible or likely redevelopment scenario. They illustrate development potential with a mix of uses that is supported by the community's vision. Future development proposals should be considered on their own merit.



## Opportunity Sites by Type

- Site Improvement/Adaptive Reuse
- Infill Development
- Redevelopment
- Catalyst Site

# CATALYST SITE COMMERCIAL METALS COMPANY

## SETTING UP FOR A TRANSFORMATIVE OPPORTUNITY

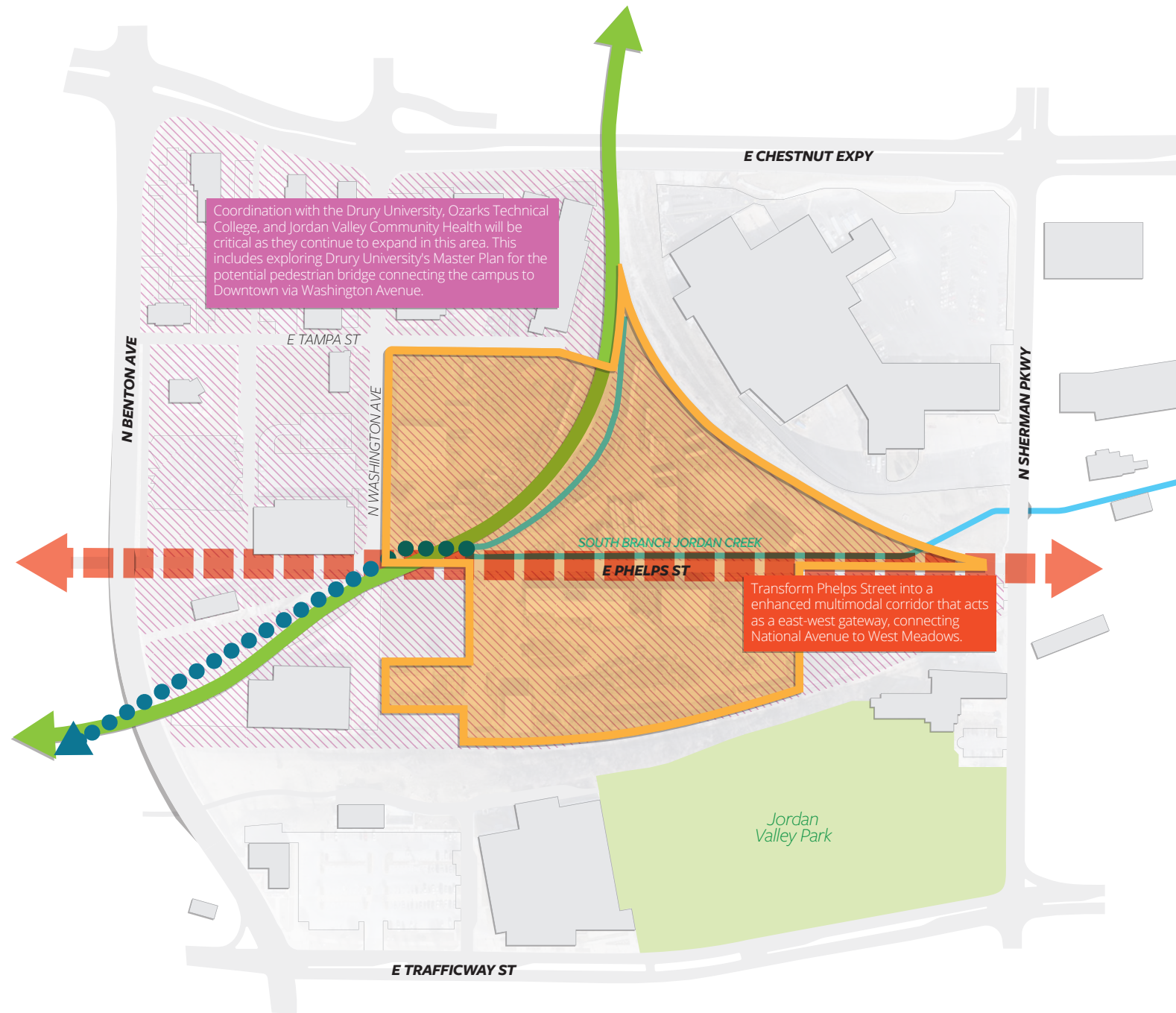
The Commercial Metals Corporation (CMC) site consists of existing industrial uses at the southeast corner of East Tampa Street and North Washington Avenue, in addition to the CMC Recycling Center between Jordan Valley Park and East Phelps Street. The site is also bounded by existing railroads, which pose as barriers to forming connections to the surrounding area. There is potential for the CMC site to transform this area's character and identity, acting as a catalyst for new quality development in the Northeast Healthcare functional subarea. Relocation of existing industrial uses would support stream restoration, a healthy urban riparian zone, and improved water quality, which is particularly important as this site is upstream from the Renew Jordan Creek project site. It could also eliminate or reduce rail traffic west of the site, allowing numerous projects to grow in the area. This framework identifies a series of actions, including the Renew Jordan Creek project and planned rails-to-trails, that need to be in place to realize that potential.

## ENVIRONMENTAL BENEFITS

Transformation of the site to more environmentally appropriate uses would support water quality improvement efforts in the Jordan Creek watershed. The City has a Memorandum of Understanding with the Missouri Department of Natural Resources to address the impairment of Jordan Creek through Integrated Planning efforts. The Commercial Metals initiative is an important opportunity to address and improve urban and industrial stormwater runoff discharges to Jordan Creek, consistent with Integrated Planning analysis and the City's federally-mandated Municipal Separate Storm Sewer System permit.

## RELATION TO THE RENEW JORDAN CREEK

The recommendations of the CMC site provides opportunities to form connections with the rest of the Jordan Valley Master Plan and Renew Jordan Creek's overall project area, extending the range of amenities Springfield residents can enjoy within and around Downtown.



### Map Key

- Commercial Metals Company Opportunity Site
- Planned Rails-to-Trail
- Remove Railroad
- Remove Industrial Buildings & Uses
- Planned Renew Jordan Creek Project
- Potential Connection between Commercial Metals Company site and Jordan Valley Park
- Phelps Street Multimodal Connection

## STEPS FOR SUCCESS



**REMOVE RAILROADS.** In coordination with the 2006 Railroad Reconfiguration Study and BNSF, eliminate the existing railroads surrounding the site. The planned Rails-to-Trails project will enhance connections between Commercial Metals and Downtown.



**REMOVE INDUSTRIAL BUILDINGS & USES.** Realizing the site's potential for transformative opportunity will require repositioning the site's existing industrial uses.



**CONNECT TO WATER & OPEN SPACE.** The removal of railroads and the planned Renew Jordan Creek project presents opportunities to enhance connection to the water and the Jordan Valley Park.

# CATALYST SITE YMCA BLOCK

This site currently comprises multiple parcels that includes surface parking lots, single-story commercial buildings, and the Ozarks Regional YMCA. Successful businesses with desirable built forms exist surrounding this site, such as Hotel Vandivort, the historic Landers Theatre, and 417 Taphouse, creating major redevelopment potential to build on this desirable character and add to the economic vitality of the area.

While the historic YMCA building that holds the corner at Jefferson Avenue and Pershing Street should be preserved for adaptive reuse, the existing parking lots to the west and the dated commercial buildings to the northwest should be redeveloped. Mixed-use buildings should line Walnut Street and Pershing Street to create a consistent street wall, with ground floor commercial and upper floor residential or office. The Greek Belly and the Jefferson Avenue parking lots may be preserved, enhanced with perimeter landscaping and decorative masonry walls. A parking garage should be developed mid-block of Robberson Avenue to offset parking loss.



## Legend

- 1 Historically significant corner building preserved for adaptive reuse.
- 2 Two surface parking lots maintained and enhanced with perimeter landscaping, decorative wall, and cross access.
- 3 Four-story mixed-use building with ground floor commercial, second story office, and upper floor residential.
- 4 Five-story mixed-use building with ground floor commercial, second story office, and upper floor residential.
- 5 Two-story parking garage that replaces surface parking lot spaces.
- 6 Five-story mixed-use building with ground floor commercial, second story office, and upper floor residential.
- 7 Future development should complement the existing street wall on the north side of Walnut Street with attention to building materials, windows, architectural detailing, and storefront design.

## Key

- Multi-family
- Commercial
- Office
- Parking
- Adaptive Reuse at the YMCA Building

# CATALYST SITE JUBILEE PARK

This site currently includes a surface parking lot on the southwest side, as well as Jubilee Park—an underutilized park located at a key gateway point into the Urban Center functional subarea. To activate this important gateway and provide an attractive public gathering space, Jubilee Park’s programming should be enhanced. This could include a new plaza, pavilion, play area, outdoor seating, and prominent landscaping along Park Central East. Existing public art pieces should remain while paths and lighting should be upgraded. The pedestrian realm should be reinforced with high-visibility crosswalks at all crossing points, widened sidewalks along Jefferson Avenue, and slowed car speeds along Park Central E between the two portions of Jubilee Park.

Redevelopment of the existing “tuning fork” right-of-way should be considered into an expansion of Jubilee Park with additional green space. If street parking is to remain, the disorganized parking arrangement on the south side should be improved. The City should also remain open to the redevelopment of Jubilee Park if a desirable proposal is brought forward for a higher and better use of the site. Improved parking for the Discovery Center should also be coordinated with the organization.

The southwest parking lot presents an opportunity to be redeveloped into a mixed-use building with ground floor commercial, second floor parking, and upper floor residential with roof deck amenities that overlook the park, potentially integrating green roofs. This development will also help improve desirable sense of enclosure surrounding the park by filling in the streetwall.



## Legend

- 1** Six-story mixed-use building with ground floor commercial, second floor parking garage, and upper floor residential with roof deck amenity overlooking park.
- 2** Small plaza that holds the corner and provides a supplementary public gathering space.
- 3** Existing public art pieces maintained with upgraded lighting and pathways.
- 4** Prominent landscaping along St. Louis Street that expands complete landscaping past Park Central East.
- 5** Pedestrian safety increased with high-visibility crosswalks and slowed car speeds.
- 6** Enhanced programming at Jubilee Park with new plaza, pavilion, play area, and outdoor seating.
- 7** Potential redevelopment of existing “tuning fork” right-of-way into an expansion of Jubilee Park.
- 8** Integration of the Park with the Discovery Center, with a new partnership for programming and space utilization.
- 9** Install special pavers and temporary bollards to close off the street for festivals along Jefferson Avenue between Olive Street and McDaniel Street, and along St. Louis Street adjacent to the park.

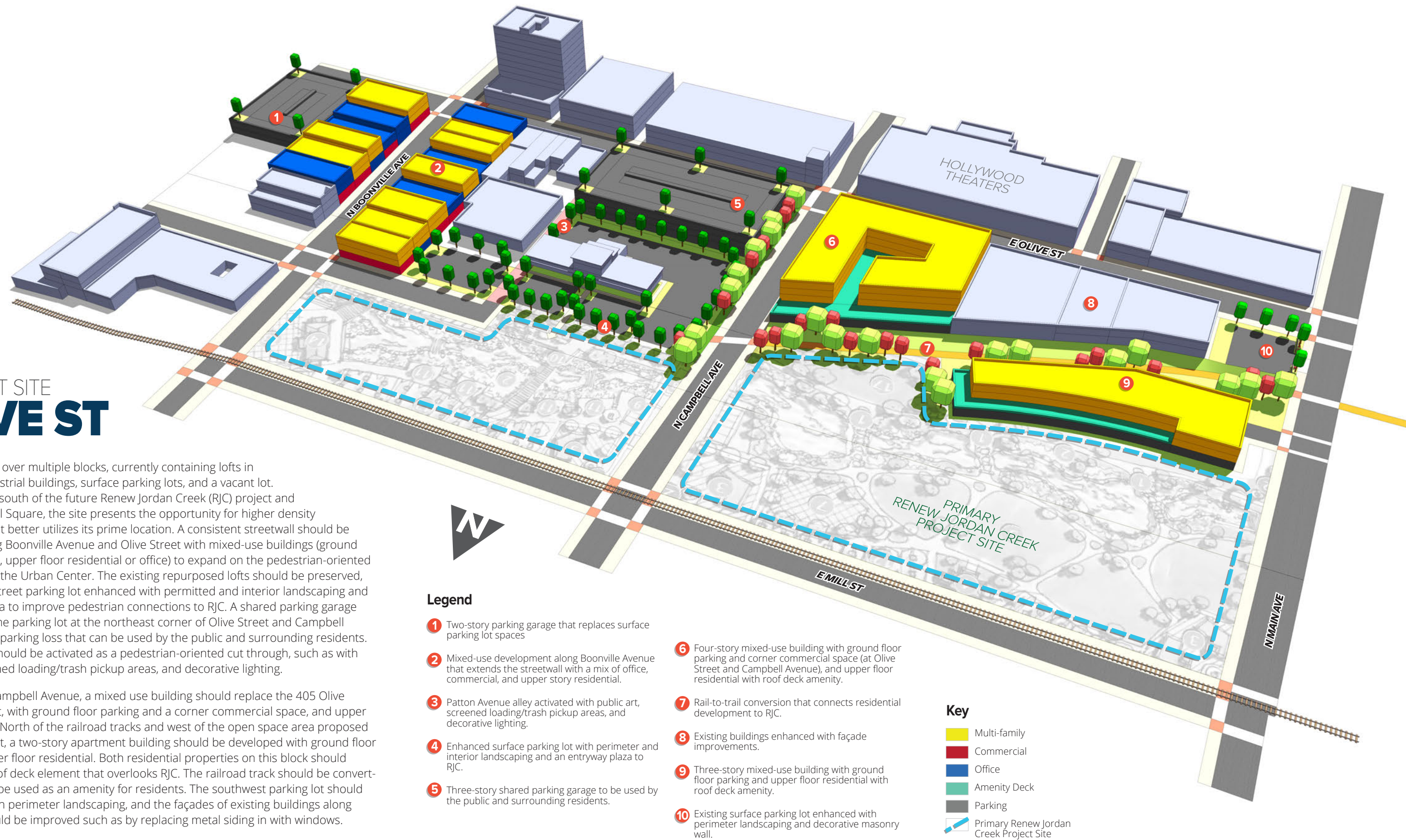
## Key

- Multi-family
- Commercial
- Amenity Deck
- Parking
- Potential Jubilee Park Expansion
- Potential Festival Street

# CATALYST SITE OLIVE ST

This site extends over multiple blocks, currently containing lofts in repurposed industrial buildings, surface parking lots, and a vacant lot. Situated directly south of the future Renew Jordan Creek (RJC) project and near Park Central Square, the site presents the opportunity for higher density development that better utilizes its prime location. A consistent streetwall should be maintained along Boonville Avenue and Olive Street with mixed-use buildings (ground floor commercial, upper floor residential or office) to expand on the pedestrian-oriented built form within the Urban Center. The existing repurposed lofts should be preserved, with the Water Street parking lot enhanced with permitted and interior landscaping and an entryway plaza to improve pedestrian connections to RJC. A shared parking garage should replace the parking lot at the northeast corner of Olive Street and Campbell Avenue to offset parking loss that can be used by the public and surrounding residents. Patton Avenue should be activated as a pedestrian-oriented cut through, such as with public art, screened loading/trash pickup areas, and decorative lighting.

To the west of Campbell Avenue, a mixed use building should replace the 405 Olive Street parking lot, with ground floor parking and a corner commercial space, and upper floor residential. North of the railroad tracks and west of the open space area proposed by the RJC project, a two-story apartment building should be developed with ground floor parking and upper floor residential. Both residential properties on this block should incorporate a roof deck element that overlooks RJC. The railroad track should be converted into a trail to be used as an amenity for residents. The southwest parking lot should be enhanced with perimeter landscaping, and the façades of existing buildings along Olive Street should be improved such as by replacing metal siding in with windows.



## Legend

- 1 Two-story parking garage that replaces surface parking lot spaces
- 2 Mixed-use development along Boonville Avenue that extends the streetwall with a mix of office, commercial, and upper story residential.
- 3 Patton Avenue alley activated with public art, screened loading/trash pickup areas, and decorative lighting.
- 4 Enhanced surface parking lot with perimeter and interior landscaping and an entryway plaza to RJC.
- 5 Three-story shared parking garage to be used by the public and surrounding residents.
- 6 Four-story mixed-use building with ground floor parking and corner commercial space (at Olive Street and Campbell Avenue), and upper floor residential with roof deck amenity.
- 7 Rail-to-trail conversion that connects residential development to RJC.
- 8 Existing buildings enhanced with façade improvements.
- 9 Three-story mixed-use building with ground floor parking and upper floor residential with roof deck amenity.
- 10 Existing surface parking lot enhanced with perimeter landscaping and decorative masonry wall.

## Key

- Multi-family
- Commercial
- Office
- Amenity Deck
- Parking
- Primary Renew Jordan Creek Project Site



## GOAL 1: Grow Downtown as a place for the people, full of memorable experiences to live, work, and play.

### RIGHT-OF-WAY MANAGEMENT

The Downtown Core Area features narrow right-of-way widths in some areas that can pose limitations to the installation of desirable streetscape improvements and pedestrian amenities. Strategic right-of-way-management will be key in ensuring safe and efficient circulation of pedestrians, bicycles, and vehicles, while accommodating amenities like outdoor seating, trees, and public art. The following sections present strategies for how the City can incorporate pedestrian amenities with consideration to right-of-way space restrictions.

### ADA ACCESSIBILITY

The public right-of-way and private properties should be designed to appeal to all users and provide the same means of use by incorporating Universal Design and Americans with Disabilities Act (ADA) standards wherever possible. All sidewalks, curb-ramps, and crosswalks in the greater Downtown area should continue to be upgraded to meet the current ADA/PROWAG (Public Rights-of-Way Accessibility Guidelines) for accessibility.

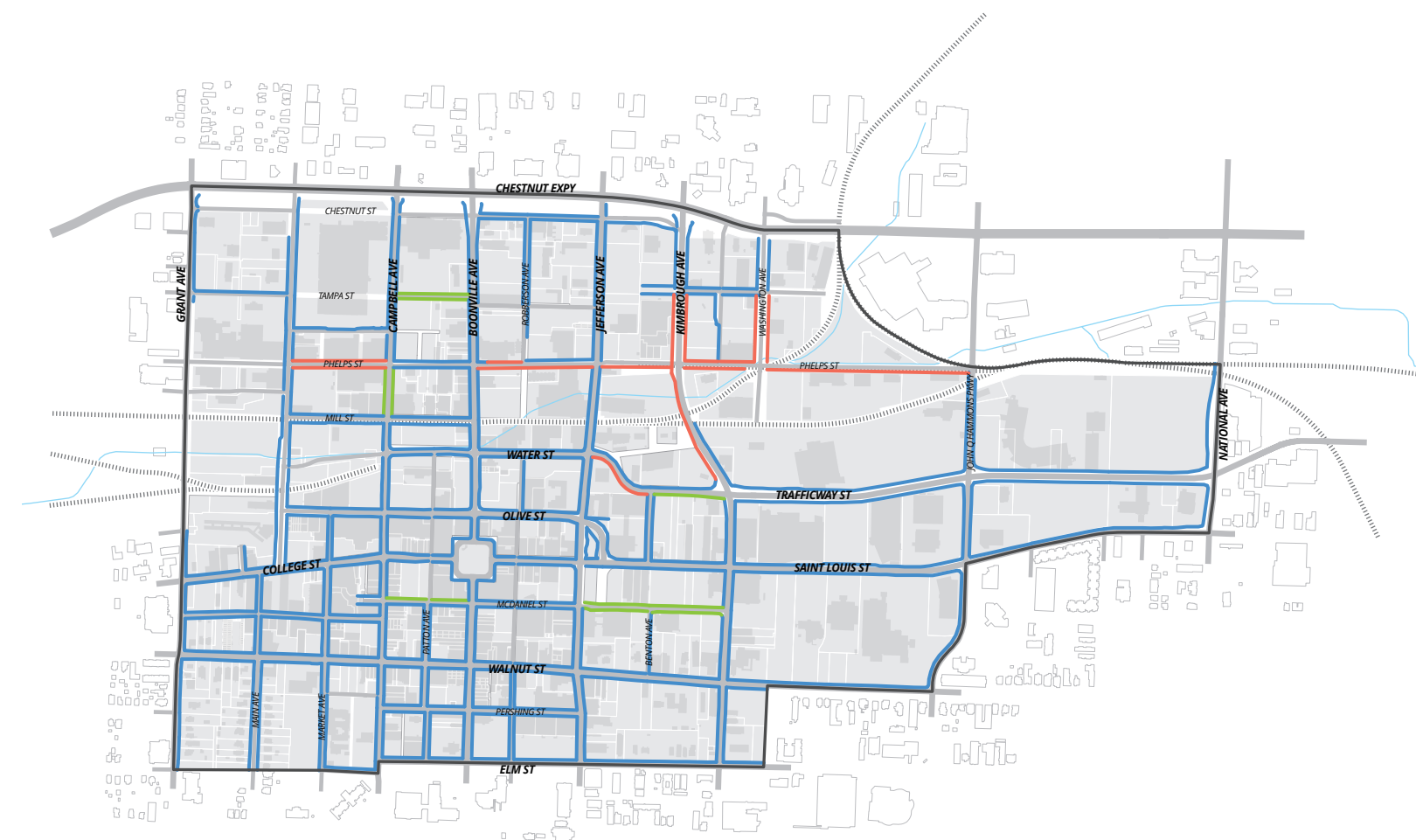
### SIDEWALK

Sidewalks are the foundation of the public realm and should be accessible, appealing, and well-maintained. The condition and design of sidewalks have a significant impact on the walkability of an area and how willing pedestrians are to walk, rather than drive, to a destination. Wide sidewalks should also be provided within Downtown to foster a pedestrian-friendly environment and accommodate streetscaping elements like pedestrian lighting, trees, benches, trash cans, and public art. In line with the Street Typology standards in *Forward SGF Chapter 9: Transportation and Mobility*, Downtown sidewalks should range from 11 to 20 feet to allow for high foot traffic and sidewalk amenities, the wider of which would allow for outdoor dining areas. To further prioritize pedestrians, off-street parking should be reduced in line with the parking study that was being conducted by Public Works at the time of adoption of this plan to minimize gaps in the streetwall and foster a more visually engaging, walkable environment.

### NARROW SIDEWALKS

While Downtown overall has a connected sidewalk system, most sidewalks in the Downtown core are much narrower than the recommended width. Outside of the Downtown core, there are several remaining instances of sidewalk gaps and segments in deteriorating condition sidewalks. The adjacent Sidewalks map identifies areas in Downtown where sidewalks should be improved.

While pedestrian and amenities zones can be widened and incorporated into new development, narrow sidewalk width is a limiting factor in areas where the historic streetwall should be maintained. In these areas, portions of parking and travel lanes should be repurposed to provide sufficient space to accommodate streetscape elements and outdoor dining in a very strategic and targeted manner. South Patton Avenue provides a good example where on-street parking has been replaced by a wider sidewalk and amenity area to better serve the adjacent businesses. Parklets also provide an interim solution to address narrow sidewalks (see the Parklets section for more information).

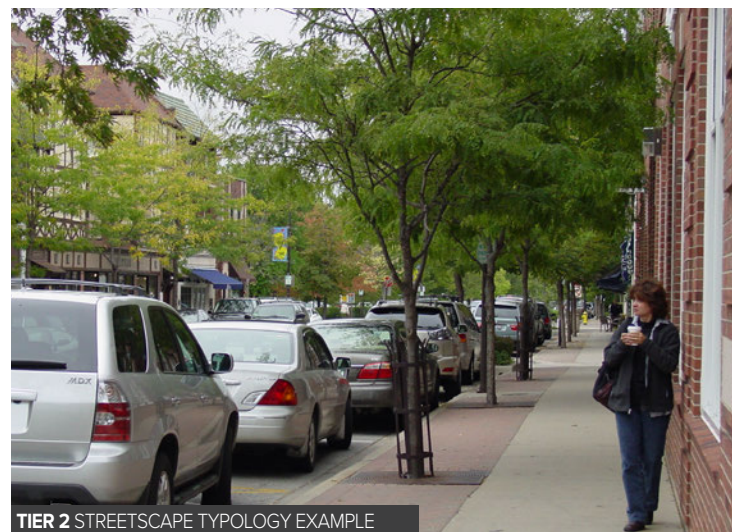


### Sidewalks

- Sidewalk in Good Condition
- Sidewalk Needs Improvement
- Sidewalk Gap



TIER 1 STREETScape TYPOLOGY EXAMPLE



TIER 2 STREETScape TYPOLOGY EXAMPLE



TIER 3 STREETScape TYPOLOGY EXAMPLE



TIER 4 STREETScape TYPOLOGY EXAMPLE

## STREETScape FRAMEWORK

The following streetscape framework strategy designates all roadways within Downtown into four streetscape tiers based upon traffic and activity, the built form, and existing street configurations. These should guide the level of effort for streetscaping Downtown and inform the projects and improvements that should be considered for each roadway.

### TIER 1 PEDESTRIAN-FOCUSED

Tier 1 Streetscapes should receive the greatest level of effort to create inviting, pedestrian-oriented environments. These streets should be fully improved with amenities that make them comfortable for pedestrians and create exciting, active public spaces. This should include street furniture, parklets, pedestrian-scale lighting, street trees, flower beds and planters, public art and interactive installations, awnings and banners, and other amenities that foster an engaging pedestrian experience. Tier 1 Streetscapes should ensure safe and efficient mobility for all modes of transportation while prioritizing the pedestrian realm. Bike infrastructure including bike routes/shared lanes and bike parking stations should be prioritized within Tier 1.

### TIER 2 URBAN

Tier 2 Streetscapes must ensure the efficient movements of vehicles while providing a safe and attractive environment for pedestrians and cyclists. These streets do not have as much activity as Tier 1 Streetscapes but should still be a focus for efforts to enhance their character and appearance. This should include street furniture, public art, landscaping and street trees, flower beds and planters, pedestrian-scale lighting, and other amenities that contribute to the pedestrian experience. Design elements from Tier 1 Streetscapes should be incorporated where appropriate to create a consistent brand in Downtown.

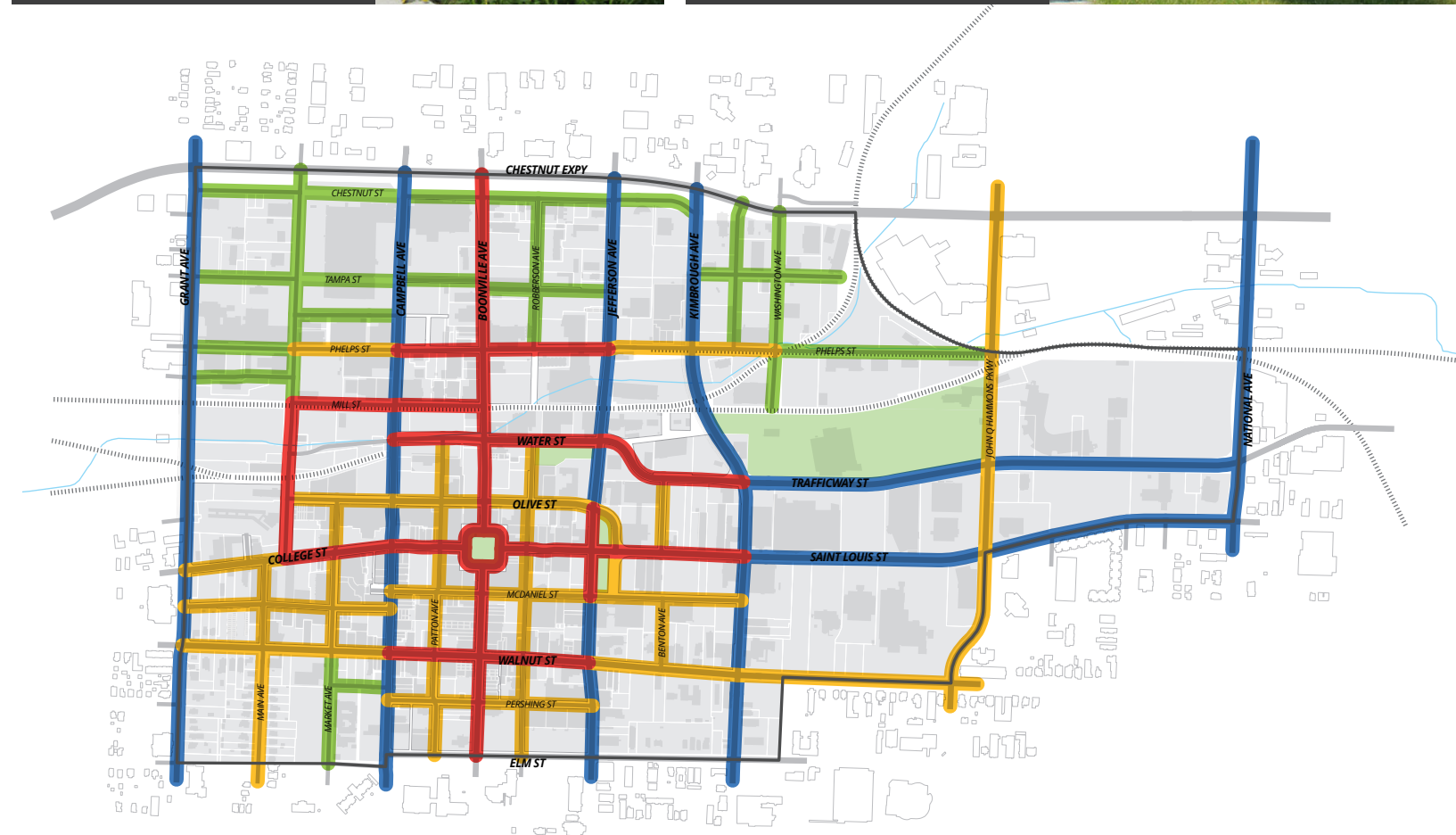
### TIER 3 GATEWAY

Designed to carry larger volumes of vehicles through Downtown, these streetscapes should remain optimized for car movement while incorporating streetscape elements to improve their character. Gateway features should be incorporated where these roadways intersect with the Downtown boundary to announce entry into the area. Potential streetscape elements include banner signs, pedestrian-scaled lighting, street trees, landscaping, and flower beds and planters.

Wide, continuous sidewalks should be provided with high-visibility crossings to create safe pedestrian environments along the highly trafficked roadways. Bike connectivity should also be supported with designated bike routes or shared lanes depending on available right-of-way, and bike box waiting areas at major intersections.

### TIER 4 ACCESS ROADWAYS

Tier 4 Streetscapes include low-volume roadways that provide access to specific properties. These streets have the lowest level of activity within Downtown and should not be a target for major streetscape projects. The City should prioritize maintenance and upkeep and consider improvements to provide a comfortable and attractive environment for drivers, cyclists, and pedestrians. This includes filling in gaps in the sidewalk network, upgrading deteriorating sidewalk conditions, installing pedestrian-scale lighting, and providing ADA accessible curb cuts.



### Streetscape

- Tier 1 Pedestrian Focused
- Tier 2 Urban
- Tier 3 Gateway
- Tier 4 Access Roadways



## STREETSCAPE ELEMENTS

### PEDESTRIAN-SCALE LIGHTING

Pedestrian-scale lighting contributes to the character of streetscapes and is important for increasing safety and comfort at night and in early morning hours. They also offer points to install wayfinding or banner signage. Pedestrian-scale lighting should be provided along all streets within Downtown in the long term, first prioritizing areas with the highest foot traffic, such as the Urban Center, Brewery District, and the Innovation District. It should also be installed to highlight areas with historic significance to draw attention to its unique features and other focal points, such as public gathering spaces, landmarks, major entrances, crosswalks, and transit stops.

Light posts should be placed close enough to sufficiently illuminate the street (roughly 2.5 to 3 times the height of the pole). LED light bulbs should be used to improve energy efficiency and reduce maintenance and power costs, as well as shielded and cut-off fixtures to direct light downwards, reducing light pollution towards surrounding uses.

### SEATING

Seating includes standalone benches, seat walls, and raised landscape planters that act as informal seating. Supplying pedestrians with places to sit along the sidewalk is an additional step the City can take to enrich Downtown's pedestrian realm and activate the streetscape. In addition to public seating, where sidewalk widths allow, the City should encourage drink and food establishments to provide outdoor seating for customers (see the Outdoor Dining and Parklet sections for more information).

### STREET FURNITURE

The City should continue to maintain existing pedestrian amenities including seating, bike racks, trash and recycling receptacles, street lighting, banner signs, and informational kiosks. To reinforce new public gathering spaces and promote outdoor seating areas, locations for additional street furnishings should be explored. They should be used to highlight key destinations or public spaces within Downtown and have the highest concentration within the Tier 1 Streetscape.

### GREEN INFRASTRUCTURE

Smaller more frequent green infrastructure controls are well suited to the downtown urban setting and include practices such as streetside stormwater planters, rain gardens, or permeable pavers. Regardless of scale, green infrastructure design mimics nature and uses vegetation, soils and roots to slow, filter and treat stormwater runoff.

Utilizing green infrastructure techniques in the downtown will assist in the goals for the Renew Jordan Creek project by mitigating flooding impacts to buildings in Downtown Springfield, enhancing quality of place, and providing water quality benefits to the urban watershed.

### PLANTERS

Landscape planters can feature a mix of landscape elements, including canopy trees, understory trees, shrubs, native grasses, perennials, and annuals. The mix creates layers of vegetation that enhance the pedestrian environment from all viewpoints. Both raised planters and in-ground planters can be found in Downtown Springfield, such as at Park Central Square. Planters should continue to be incorporated throughout greater Downtown area, including at key pedestrian points like block intersections, mid-block crossings, and pedestrian cut throughs, and the ends of parking spaces. They should be used to beautify public spaces as well as act to buffer the pedestrian and vehicular realms where right-of-way-width allows. Additionally, private developers should be encouraged to incorporate planters into the frontage of their properties.

Native plants should be prioritized in planters due to stormwater and maintenance benefits. When possible, planters should be designed to collect and treat stormwater. A below-grade automatic irrigation system should be considered for all planters and street tree planting areas.

### STREET TREES

Street trees significantly add to the quality of place of a downtown and provide environmental benefits like improved air quality, shaded areas that reduce the heat island effect, and stormwater capture and treatment. While street trees have been planted in concentrations, such as along Trafficway Street, Water Street, and Park Central East/West, and Park Central Square, there is a major opportunity to grow the urban canopy throughout Downtown. Street trees should continue to be incorporated, first prioritizing the Urban Center functional subarea followed by Tier 1 and Tier 2 Streetscapes within Downtown. It is important to note that sidewalk widenings and right-of-way reconfigurations may be necessary to accommodate street trees—sidewalks should be at least 10 feet wide to ensure at a minimum a five foot unobstructed pedestrian zone.

#### Street Tree Base

To protect the base of street trees from soil compaction caused by foot traffic, and to add a decorative streetscape element, tree pits, grates, or tree boxes should be used where sidewalk width allows. While a higher cost alternative, silva cells should also be used when possible. This system uses a post and beam structure that supports the pavement, ensuring uncompacted soil that improves the rate, quality, and volume of stormwater management and long term tree growth. CU Structural Soil has previously been used in the downtown and can be considered as an alternative.

## TARGETED IMPROVEMENTS

While future streetscape improvements should generally follow the Streetscape Improvements, additional emphasis is needed for the following streetscape segments.

### MCDANIEL STREET IMPROVEMENTS

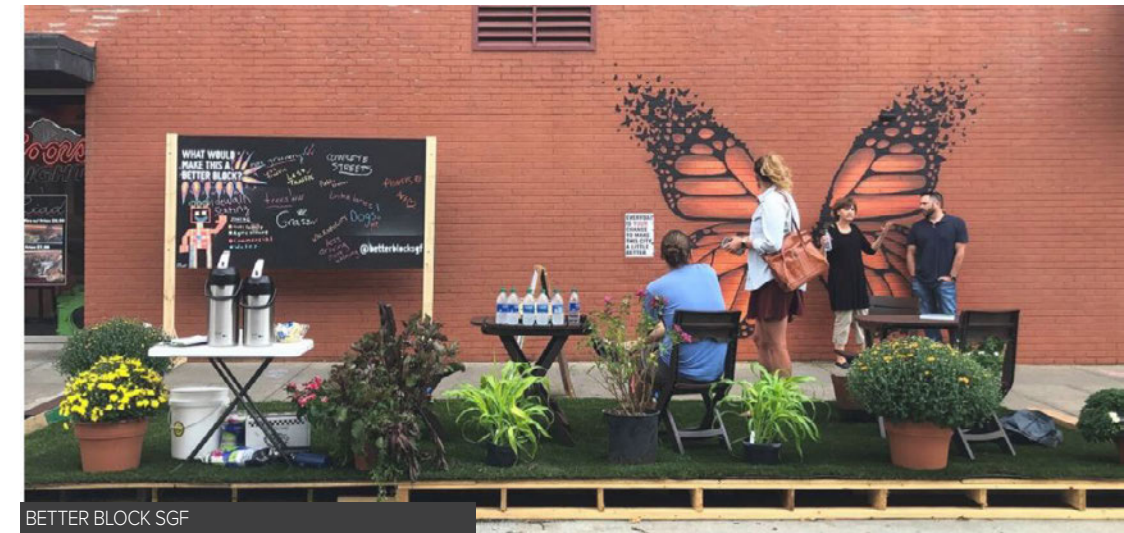
Consideration was given to McDaniel Street between South Avenue and Campbell Avenue to potentially widen sidewalks to better accommodate pedestrian amenities. On-street parking would need to be eliminated completely to accommodate wider sidewalks on both sides. Alternatively select on-street parking stalls would need to be removed on the southern side to install bump outs while maintaining the northern sidewalk width. As these parking spaces serve McDaniel Street businesses, eliminating stalls may not be favorable. The pedestrian realm can instead be enhanced with murals on existing blank walls and perimeter landscaping along the surface parking lots.

### TRAFFICWAY STREET IMPROVEMENTS

Trafficway Street is an important gateway corridor that carries a large amount of traffic into Downtown and provides access to key community assets like Jordan Valley Ice Park, Jordan Valley Park, and Hammons Field. The City has implemented substantial positive improvements between National Avenue and Kimbrough Avenue, such as wide sidewalks, pedestrian-scale lighting, banner signs, and street trees, that should continue to be replicated west of Benton Avenue to similarly improve the streetscape.

### SHARED STREET ON PHELPS

Phelps Street between Boonville Avenue and Washington Avenue should be considered for multimodal improvements that enhance bike and pedestrian access along this key east-west spine, streetscape enhancements, and possible extensions east to National Avenue and west towards Kansas Expressway. Phelps currently has deteriorating pavement conditions, large gaps in the sidewalk network, and some intersections without crosswalks. This would help improve connectivity to future key destinations throughout the northern portion of Downtown and could potentially become a major Downtown crossroad as it is the only street that crosses below Benton Avenue and Grant Avenue.



## SHARED STREETS, SHARED SPACE

Shared streets are a proposed street typology and alternative for urban streets where there is a high priority given to pedestrian use over vehicular use. Transformation of select sections of City streets that align with the characteristics outlined in **Chapter 9: Transportation and Mobility** make great opportunities to expand public use. The most prominent use of shared streets is for outdoor dining or casual seating in concert with the daily operation of existing restaurants, planned events, or street festivals. Outdoor dining adds seating capacity for businesses, creates attractive settings for dining while enjoying the outdoors, and can significantly improve sense of liveliness along the street. These characteristics all work to strengthen the local economy, increase quality of place, and attract more visitors to Downtown. The City should continue to work with property owners and advocacy groups, like the Downtown CID and Better Block SGF to develop cooperative agreements that promote more efficient and diverse use of public streets that activate the streetscape and support socializing. Revisions to City codes may also be required to allow flexible gathering and outdoor dining space in the public right of way.

## PRACTICAL STRATEGIES

The City of Springfield allowed parklets within City right-of-way during the pandemic as a supportive measure for Downtown businesses to continue to operate while social distancing limited normal business operations. Parklets were constructed by Better Block SGF as a temporary use and acted as an extension of the sidewalk into on-street parking spaces, offering a place to sit, relax, and enjoy street life on South Street. They were utilized by restaurants to create extra outdoor seating, but they were also used freely by the public as communal seating areas. While used during the pandemic, the use of parklets is also a common strategy to expand operations and activate city streets during normal operating conditions.

### Best Practices for Parklets and Shared Spaces

To help address the issue of determining which businesses can use shared spaces and parklets, all parklets should be made public. That means each are free and open to all members of the public to use, whether they patronize the primary business or not. The City of San Francisco uses this model, prohibiting table service at parklets so customers instead order at the counter inside. Businesses are still allowed to buss parklet tables to ensure they remain clean. This approach opens parklets up as an asset to all businesses on a block rather than to only a specific business.

## APPROVAL PROCESS

To ensure new parklets are constructed in appropriate locations that are in line with the City's goals for economic development and placemaking, and to establish an organized process for selecting proposed parklets, the City should establish a competitive application process for parklet approval. Business and property owners may submit a detailed plan complete with precise measurements, choice of materials, and any additional amenities like seating, tables, or lighting. The City should review this plan to ensure they align with best practices, or any formal parklet design standards created by the City.

Neighboring businesses and property owners should be notified and invited to provide design input or voice their support or opposition to the parklet. If any revisions are made, a finalized design should be resubmitted before City approval and the payment of any fees. The installation process should culminate with a final site inspection to ensure adherence to the approved plan.

## DESIGN CONSIDERATIONS

Shared spaces and parklets benefit from having good flexibility in their design, but certain safety and accessibility standards should be adhered to. The National Association of City Transportation Officials (NACTO) outlines design best practices that the City should consider, such as:

- Parklets should have vertical elements that make them visible to traffic, such as flexible posts or bollards.
- Parklets should be a minimum of six feet or the entire width of the parking space(s).
- Parklets should allow for rainwater drainage, such as by including small channels between the base and platform.
- Parklets should be flush with the sidewalk and curb to allow for easy access, avoid tripping hazards, and be wheelchair accessible.
- Parklets should maintain sightlines, with any walls or wide vertical elements limited to a maximum of 42 inches tall.
- Parklets should be fabricated to match the natural curve of the roadway or use adjustable pedestal supports like Bison deck pedestals to level the base.
- Parklets should exhibit some creative design and offer unique characteristics.
- Parklets should incorporate and feature decorative elements like planters, diverse seating, art, and lighting with a variety of different textures, colors, and styles.

## PARKLET BROCHURE

The City should create a graphic-oriented, easy to read brochure that outlines the parklet approval process and showcases an example of a detailed plan. It can also include photo examples of desirable parklet designs, who to contact for additional information, and key design guidelines. The City should work with organizations like the Downtown CID and Better Block SGF in the development of tools and resources. Communities, like San Francisco Public Works, can also offer inspiration on how to develop the brochure.

## PARKLET MAINTENANCE

The City department administering the parklet program should create a clear set of expectations for the safe use and maintenance of parklets by either public services or the business(es) the parklets serve. This should include trash removal, operating hours, greenery maintenance, and the locking or indoor storage of furniture, lighting, and any other easily removed items.

## PARKLET

### Better Block SGF Springfield, Missouri

Better Block SGF is a community-based organization in Springfield that aims to reimagine the built environment through community engagement, urban installations, and advocacy. It has designed and installed parklets within Downtown, including in front of Mudhouse Coffee and Druff's. The City should support Better Block SGF's parklet initiatives; however, a strategy for determining parklet locations should be established that maximizes business owner consensus and equitable distribution.



## FESTIVAL OR SHARED STREET

A **festival street** is a specific portion of a street that is intended to host frequent community events and can be closed to vehicular traffic on a regular basis. These areas are improved with placemaking elements such as overhead lighting, unique planters and signage, seating areas, and parklets and can be used by adjacent businesses. Moveable bollards and planters can also be used to temporarily close off the street to traffic during designated events such as weekly market days or nights out, providing a unique venue where people can gather and socialize. A festival street should be considered for South Avenue between Park Central Square and Walnut Street to take advantage of its direct connection to the Square, attractive historic character, and numerous small business lining the street.

A **shared street** can take the festival street concept further with permanent improvements and elimination of dedicated travel lanes for vehicles. A shared street is a curbless roadway or plaza with limited on-street parking that prioritizes pedestrians and bicyclists while allowing cars to travel through at low speeds. A shared street typology has been proposed in **Chapter 9: Transportation and Mobility**, that outlines characteristics that should be incorporated into the design.

A shared street could form the focal point of new development along a roadway and serve to attract businesses and new residents to the area. The shared street concept has been successfully implemented along Bell Street Park in the City of Seattle as well as Argyle Street in the City of Chicago's Uptown neighborhood. It is recommended that a shared street concept be considered for South Avenue after successfully piloting a less resource intensive festival street concept.

## CHICANES

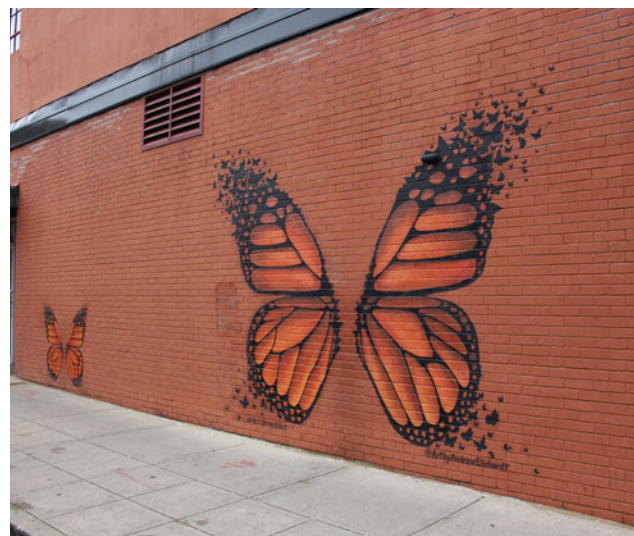
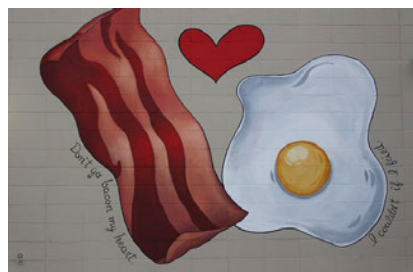
Chicanes are curved roads created by design to slow traffic and increase safety. They also increase the amount of public space available for the pedestrian amenities that can be used for bike parking, outdoor seating, trees, and other streetscaping elements. Park Central East and West are successful examples of where chicanes have been implemented in Downtown Springfield and should continue to be maintained.

If the pilot festival street design along South Avenue between Park Central Square and Walnut Street is a success, this key segment should also be considered for a chicane. This would provide permanent public space for outdoor seating, replacing existing temporary parklets (see the Parklets section for more information). Similarly, if there is a specific road segment that is routinely targeted parklet locations, the City should consider installing a chicane to provide a permanent amenity. This sidewalk extension should be publicly owned for which private businesses may request a permit to utilize for outdoor seating. A central pinch point in the chicane between McDaniel and Walnut streets may also be considered for a midblock crossing.



Source: [nacto.org/case-study/bell-street-park-seattle/](https://nacto.org/case-study/bell-street-park-seattle/)





## PUBLIC ART

Public art plays an invaluable role in beautifying a Downtown and enhancing sense of place. It helps create interesting public spaces, improving the area's character through engaging streetscapes. It has also proven to increase visitors acting as attractions, which contributes to the economic vitality of the area. The City should guide public art in Downtown and establish plans and policies to ensure the following:

- Develop an intentional plan for adding art downtown, so that each experience has the potential to build or connect upon one another.
- Ensure that the public art collection is committed to inclusivity, diversity in artists and artwork, and accessibility in ways to access and engage with the work, and incorporate accountability measures.
- Connect public art with the community through community involvement in the process and by connecting works to Springfield's unique history, physical environment, and cultural elements. Examples include site specific pieces to honor the Trail of Tears, veterans, Route 66, or other significant pieces of Springfield's story.

- Encourage sculpture, mural, and other art advocacy groups to work with community partners on Commercial Street and Downtown to establish a sustainable, long-term financing and funding source to support the management and preservation of existing and future public art installations.

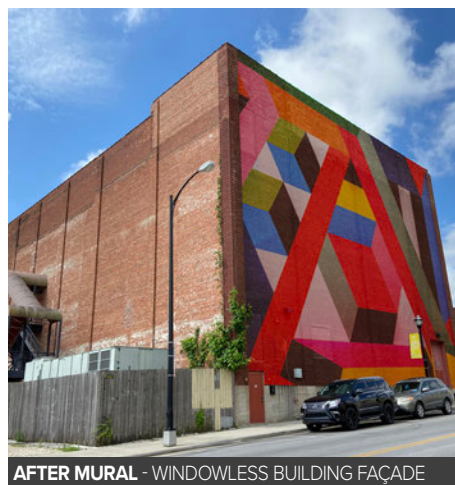
Several opportunities exist to expand public art throughout Downtown as outlined in the following section.

## MURALS

Several large-scale windowless buildings exist within Downtown that exhibit sizable blank exteriors, such as the rear of Fox Theater and Gillioz Theater, and the façade and rear of Hollywood Theaters. While currently an eyesore, these large blank walls create excellent opportunities to serve as canvases for murals. Murals can transform otherwise bland façades into cultural destinations, activating streetscapes through vibrant splashes of color and visual interest. They should aim to be community-related and representative of Springfield's culture, utilizing local talent when possible. The City should work with the organizers of the MIDXMIDWST mural festival to showcase and celebrate such murals and their artists across Downtown. Public-private partnerships should be created to coordinate murals on private property.



BEFORE MURAL - WINDOWLESS BUILDING FAÇADE



AFTER MURAL - WINDOWLESS BUILDING FAÇADE

## SCULPTURE WALK SPRINGFIELD

Sculpture Walk Springfield (SWS) is a 501(c)3 nonprofit organization in Springfield that started as a grass-roots effort in 2015 with the vision to "create a museum without walls with access to all." SWS is over 90% privately funded by community members, local businesses, and educational partners. A collection of over 35 sculptures is currently installed within Downtown Springfield, which is on an annually rotating schedule. Each sculpture collection is showcased from May to March of the next year. The City should continue to grow their support for this art initiative as it adds to Downtown's heritage, culture, sense of place and diversity, and economic vitality—all while adding to the pride of place and local identity. Clear wayfinding is provided of sculpture locations, both online and in-person, ensuring the location of the sculpture is accurate and offers a recommended routes for self-guided tours.

Ways to make the Sculpture Walk more engaging should be considered, such as providing direct lighting for more viewership experiences, activities such as tour challenges with a reward for visiting a number of sculptures, as well as educational cross-promotion of Sculpture Walk through school and community outreach events to promote awareness of the program and the city's collaboration.

The education, awareness, and cultural diversity that Sculpture Walk Springfield aims to provide to the community free of charge allows the City an opportunity to collaborate on a positive asset to the overall success of Springfield. Sculpture Walk should continue to be supported by the City through in-kind contributions, such as assistance with installations and budget allocation to ensure its continuation. The Downtown CID has contributed and should continue to collaborate on this placemaking initiative.

## SILOS

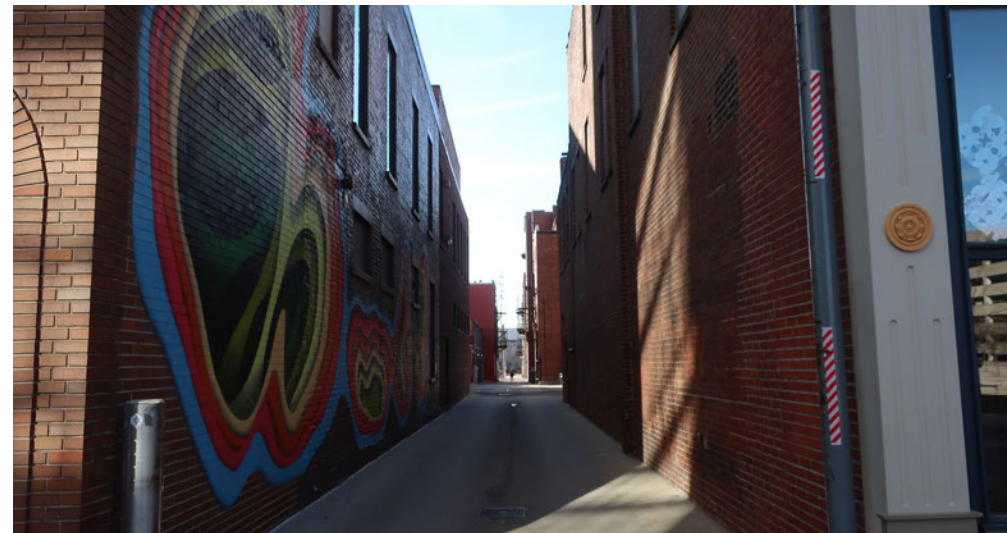
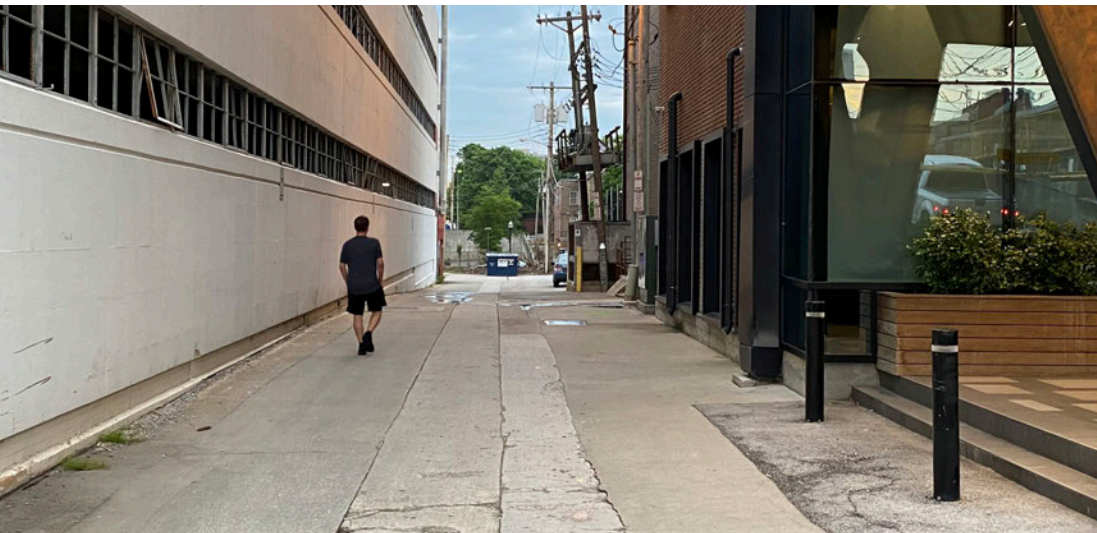
The former MFA grain silos at 310 Phelps Street and 524 Boonville Avenue are iconic structures that act as a symbol of the City's agricultural heritage. A unique component of Downtown Springfield's cityscape that has been vacant since 2000, these towering, eye-catching structures should be preserved and enhanced as a Downtown destination. Large grain silos can be repurposed into a wide array of facilities, such as wall climbing activity centers, immersive art installations, or vertical farming operations (as was attempted in 2016). The exterior of these large structures can also be enhanced with murals or used as projector screens to host outdoor events. Similar transformations of abandoned silos have been a success across the world, from Fort Dodge, Iowa and Omaha, Nebraska to Australia's renown Silo Art Trail. Such an activity center in Downtown Springfield would have a regional draw, helping attract foot traffic to the area and new customers to patronize local businesses.

## SILOS

### Grain Elevator Artwork Omaha, Nebraska

From 2010 to 2014, vacant grain elevators in Omaha were used as the backdrop for public art. 26 canvas banners were hung from the grain elevators, located directly adjacent to Interstate 80, transforming an underutilized but highly prominent industrial site into a public art display. The City of Springfield should work with the local manufacturing businesses and property owners to develop similar art installations and improve the appearance of both active and inactive industrial sites.





## ALLEY MAINTENANCE AND ACTIVATION

Alleys are narrow passageways between buildings that are typically used as service roads for deliveries, trash collection, and utility easements. They are also used as mid-block cut-throughs for pedestrians. While typically uninviting pathways to walk, alleys can be beautified as activated public spaces through public art, lighting, and other landscaping elements. A local great example is the Commercial Street Parking Lot and Pedestrian Alleyway Improvement Project completed in the Commercial Street Historic District for the Footbridge Alleyway and Dr. Tickle Alleyway, which was financed through TIF funding.

Similar activation efforts should be replicated at other unappealing alleys in Downtown, such as Patton Avenue between Water Street and McDaniel Street. Additional improvements should be implemented along the Robberson Avenue alley as well to further improve it as an attraction, such as vibrant murals, string lights, hanging canopies, planters, seating, and green infrastructure. Alley maintenance and regular street cleanings will be key in providing a welcoming environment, which should be done in coordination with the Downtown CID, Public Works and adjacent property owners and businesses. Location of trash cans should be standardized, and screening should be required where appropriate.

## PUBLIC SAFETY

Safety throughout Downtown, particularly at the Square, was frequently cited as a concern by *Forward SGF Downtown* survey respondents as a deterrent for people to live in or bring their families to Downtown. Typically, unsafe places root from underlit, inactive areas that lack foot traffic. By creating activated, well-lit streetscapes, providing well maintained public spaces, and attracting more people to the area, Downtown's sense of safety can be significantly improved. This relates to the concept of "eyes on the street" where more people act as potential witnesses, discouraging anyone to commit a crime. Buildings that are oriented to the street, feature large, active storefront windows, and provide outdoor dining areas can help add to this informal yet effective public safety strategy. Other strategies the City can pursue is working with the Police Department to monitor Downtown and its public spaces more, particularly during evening hours, and installing blue light emergency phone stations as are often used in college campuses.

## HOMELESS POPULATION

One of the community's top concerns that came to light during the community engagement process was the prominent homeless population both in the downtown area and citywide. As the Lead Agency of the Ozarks Alliance to End Homelessness (OAEH), the City of Springfield is an active part of a dynamic, community-wide initiative, along with over 30 community partners that represent local government, non-profit organizations, people with lived experience, advocacy groups, and others. The OAEH has three primary goals: to make homelessness rare, to make homelessness brief and one time, and to increase community education and engagement around the issue of homelessness.

The Ozarks Alliance to End Homelessness (OAEH) is the Continuum of Care for Springfield, Greene, Christian, and Webster Counties. The federal Continuum of Care Program was established in 2009 through an amendment to the McKinney-Vento Homeless Assistance Act and the OAEH was created soon thereafter. The OAEH brings over \$1 million in U.S. Department of Housing & Urban Development (HUD) funding to our community on an annual basis for housing and supportive services. A Continuum of Care is designed to:

- Promote the community-wide commitment to the goal of ending homelessness
- Quickly rehouse individuals and families experiencing homelessness
- Promote access to and effective utilization of mainstream programs
- Optimize self-sufficiency among individuals and families experiencing homelessness

The Springfield Affordable Housing Center, now known as the O'Reilly Center for Hope, serves as a one-stop resource center for all housing and homelessness needs within our community.

The O'Reilly Center for Hope, located within the former Pepperdine School facility at 1518 E. Dale Street, Springfield serves as the home to the OAEH HUD-mandated Coordinated Entry System and "front door" (One Door program) for coordinated intake, assessment, prioritization, and referral to supportive housing programs, along with 20 partner agencies including: the AIDS Project of the Ozarks, Burrell Behavioral Health, Catholic Charities of Southern Missouri, Habitat for Humanity, Isabel's House – The Crisis Nursery of the Ozarks, Legal Services of Southern Missouri, MSU Care: Medical services and Medicaid application assistance, Missouri Career Center, Missouri State University School of Nursing, the Ozarks Area Community Action Corporation (OACAC), the Springfield Community Land Trust, Springfield Public Schools, the Springfield Police Department, the Veterans Administration, and more.

The OAEH is currently in the process of developing and adopting an updated, comprehensive Strategic Plan, with specific recommendations allowing for the implementation of its primary goals to address system gaps and ensure that episodes of homelessness are rare, brief, and one time.

## ALLEY ACTIVATION

### *The Belt Detroit, Michigan*

The Belt is an alley in a former downtown garment district in Detroit that was transformed into a public art space. It was activated with a stained-glass gateway, murals, art installations, decorative lighting, public seating, and live performances. Once an alley that residents would purposely avoid due to poor conditions, it is now promoted as a tourist destination by the City. The Belt is a transformative project that could feasibly be emulated in Downtown Springfield.

## HOMELESS POPULATION

### *Connections Housing San Diego, California*

A successful example is Connections Housing in Downtown San Diego, which underwent extensive renovations to become a state-of-the-art multi-use facility. The center aims to help those experiencing homelessness move into permanent housing and to receive the supportive services they need. Connections Housing offers permanent housing, interim beds, medical service facilities, a depot featuring multiple personal services, and an industrial size kitchen to serve residents.

## GOAL 2: Strengthen connectivity and circulation within Downtown, tying to surrounding neighborhoods and activity centers.

### SAFE INTERSECTIONS AND TRAFFIC CALMING

The safe and easy crossing of Downtown streets is integral to fostering a pedestrian-oriented environment. Common tools utilized to aid safe crossing includes signage, striping, countdown timers, and bump outs. The type and intensity of tools used should vary based on the functional classification of the intersecting roadways, surrounding land uses, and types of pedestrian routes.

During the outreach process, community members also voiced the desire to reduce the speed of cars and enhance the sense of comfort and safety for pedestrians and drivers. There are a variety of measures the City can use to implement traffic calming and support safe intersections within Downtown, such as the following.

### HIGH-VISIBILITY CROSSWALKS

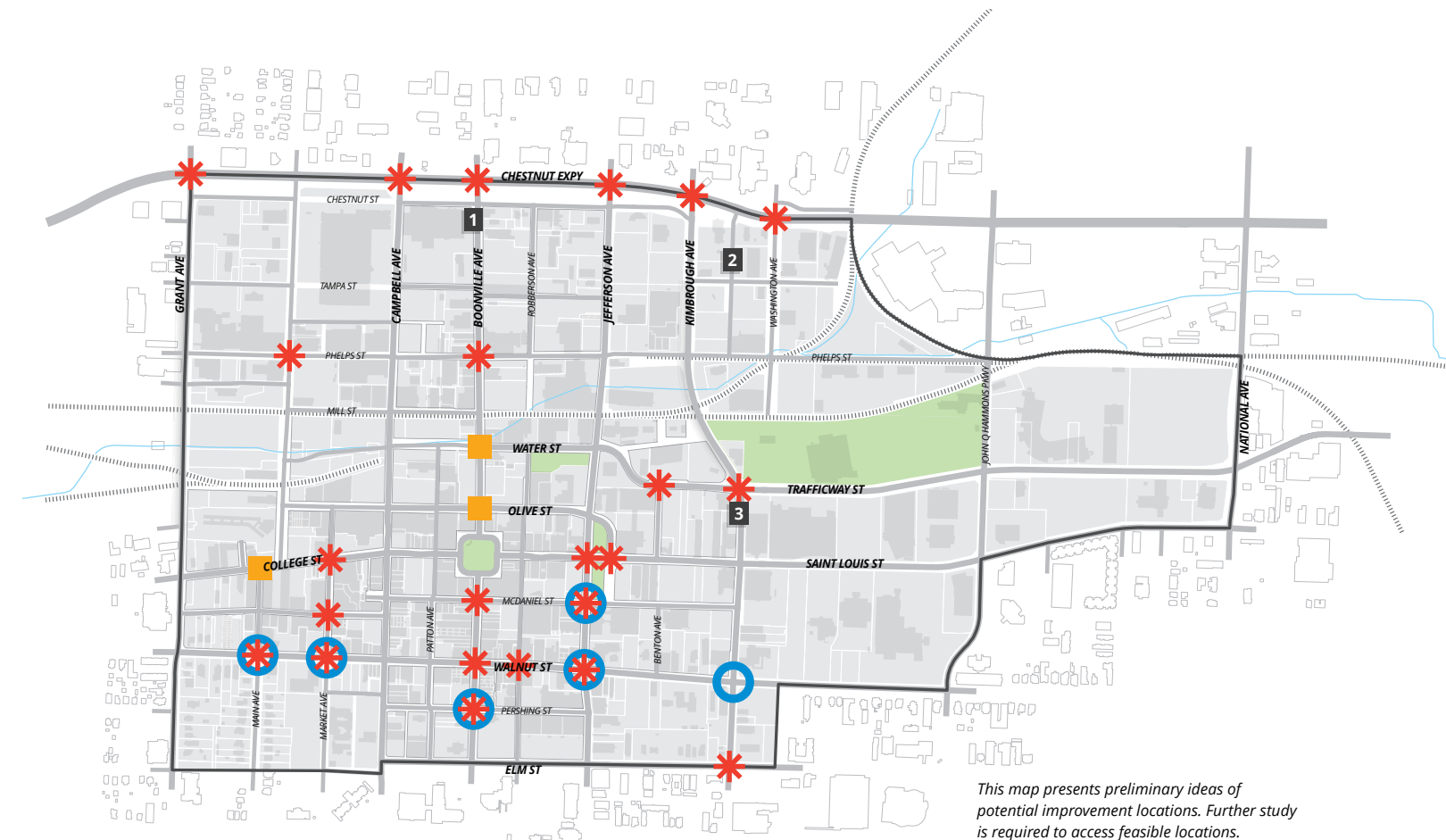
The primary purpose of crosswalks is to notify drivers of the presence, or possible presence, of pedestrians. "High-visibility" crosswalks serve this purpose, which use pavers or custom treatments that enhance the visibility of a crossing. Such crosswalks have been implemented in key locations in Downtown Springfield, such as surrounding Park Central Square, Boonville Avenue and Water Street, and Boonville Avenue and Tampa. As many intersections still have standard line pavement crosswalks, many of which are faded, the City should continue to implement high visibility crosswalks throughout Downtown, prioritizing the most highly trafficked intersections in the Downtown Core Area first.

### RAISED INTERSECTIONS

Raised intersections span the full width of the roadway to encourage drivers to slow down as they proceed through the elevated intersection and yield to pedestrians at the crosswalk. They should be considered for major intersections within the Downtown Core Area, as identified in the adjacent Safe Intersections and Traffic Calming map. Ramps should be provided on all approaches with clear indication of a raised surface through striping or pavement markings on the slope.

### BUMP OUTS

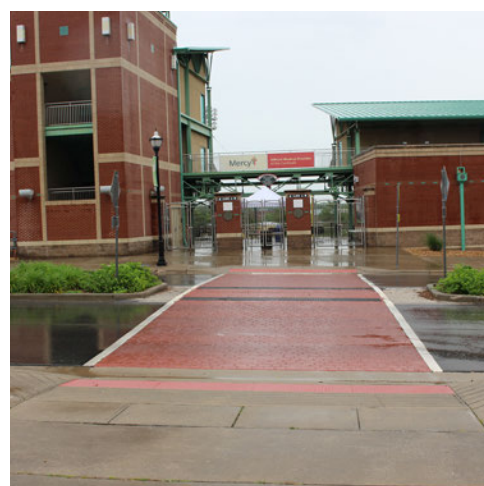
Bump outs are curb extensions that extend into the right-of-way to reduce the distance that pedestrians must cross. They also increase visibility for both vehicles and pedestrian, frame parking lanes, and slow vehicular traffic. Bump outs currently exist at some intersections within Downtown, such as the northwest and southwest corners of Park Central East and Jefferson Avenue. The City should continue to implement bump outs, prioritizing the Tier 1 and 2 Streetscapes (see Streetscapes section for more information), where right-of-way widths and traffic patterns allow.



This map presents preliminary ideas of potential improvement locations. Further study is required to access feasible locations.

### Safe Intersections & Traffic Calming

- \* Highly Visible Crosswalk
  - Raised Intersection
  - Bump Outs
1. Increase safety at this intersection by adding a four-way stop sign.
  2. Enhance existing crossing and add new pedestrian refuge island. Use continental crosswalk at a minimum.
  3. Ensure safe crossing along key routes to MSU campus, such as Kimbrough Avenue and Walnut Street.





## COMPLETE STREETS AND STREET TYPOLOGIES

To support a pedestrian- and bike- friendly environment, the City should revisit and update its Complete streets Policy to better prioritize the pedestrian over cars and determine how street designs should reflect this. This should build on the *Forward SGF Street Typologies*, which provide high level guidelines for Downtown street configurations (see **Chapter 9: Transportation and Mobility** for more information).

## VACATING RIGHTS-OF-WAY

Maintaining sufficient roadway connections is critical for high Downtown accessibility and circulation. The City has the ability to vacate rights-of-way, or give up the public right to use a street, which can negatively impact circulation. Requests to vacate rights-of-way should be reviewed to determine whether the necessary transportation, service, and utility needs can be sufficiently met without the public roadway access. In the case that it does not, the request should be denied, or an alternative route should be provided if the site configuration allows.

## ONE-WAYS

Two one-way streets exist within Downtown Springfield: Campbell Avenue and Jefferson Avenue. During community outreach, these two streets were identified as highly trafficked during AM/PM hours with higher traffic speeds that detracted from pedestrian comfort. Feedback also highlighted that one-ways negatively impacted circulation and made it difficult to navigate Downtown, opening discussion of potential conversion to two-ways to improve traffic flow. When considering two-way conversions, the following advantages and disadvantages should be taken into account:

### ADVANTAGES

- Traffic flow on both sides of the street increases access to businesses located on either side and reduces the need for vehicles to circulate the block.
- Traffic speed decreases, which increases pedestrian and bicyclist safety, comfort, and activity.
- With reduced traffic speeds, storefront exposure and business activity is increased.
- Increases in foot traffic can lead to greater business success, property values, attractive walkable environments, and further redevelopment and façade improvements.

### DISADVANTAGES

- Potential reduction in roadway capacity, particularly if left turn lanes are constructed.
- Reduced traffic speeds may lead to increased travel times for vehicles and gas emissions.
- High cost of roadway reconfiguration and traffic concessions.
- Potential need for separate turn lanes can cause a reduction in on-street parking stalls.

In 2006, the City conducted a study to determine the feasibility of a conversion and identify costs and an implementation plan. The study concluded that conversion of these streets to two-way traffic is feasible, but with high cost and significant traffic concessions. Notably there was no public consensus, with split views in support of and against the conversion. As the study was conducted 15 years ago and the Downtown environment and community has changed substantially since that time, the City should restudy the need and desire for a two-way conversion. Current public input should be collected via an online survey or polling with a special effort to engage Downtown business owners, property owners, and residents. The City can also look to case study examples in other communities of two-way conversions, such as Charleston, SC; Des Moines, IA; Minneapolis, MN; and Louisville, KY.



### One-Ways

→ One Ways





## CHESTNUT EXPRESSWAY

Chestnut Expressway marks the northern boundary of the greater Downtown area and is one of its primary gateways. It is composed of four travel lanes and three turning lanes which can feel intimidating and unsafe for pedestrians and bicyclists to cross. As an important gateway into Downtown, the City should work with MoDOT to consider the following improvements along Chestnut Expressway:

### GATEWAY FEATURES

Gateway features, such as archway signs or creative large-scale entrance signs should be placed at key gateway points, including intersections with Grant Avenue, Campbell Avenue, Jefferson Avenue, and Benton Avenue. This will create a welcoming visual cue of entrance into Downtown and help draw visitors to the area.

### PEDESTRIAN REFUGE ISLANDS

Pedestrian refuge islands are medians intended to increase pedestrian and bicyclist safety when crossing major roadways by providing a mid-way landing point. A pedestrian refuge island currently exists on the eastern side of the Campbell Avenue intersection. They should be provided on both sides of all intersections to effectively strengthen pedestrian connectivity.

### PEDESTRIAN BRIDGE

The City should coordinate with Drury University regarding the Washington Avenue pedestrian bridge proposed in its campus Master Plan. The construction of the bridge would provide a safe crossing option for pedestrians and bicyclists across the highly trafficked Chestnut Expressway, given that space is available for ADA accessible ramps.

### HIGH-VISIBILITY CROSSWALKS

While the Chestnut Expressway's traffic volume is too significant for maintaining crosswalk treatments with decorative materials, existing standard line crosswalks should be upgraded with continental crosswalks with thick vertical striping on all sides to increase visibility and create safer crossing environments for pedestrians. (See the High-Visibility Crosswalk section for more information).

### CONTINUOUS SIDEWALKS

The existing sidewalk network along Chestnut Expressway contains numerous gaps which significantly hinders pedestrian connectivity. Examples include on the southwestern sides of Grant Avenue and Main Avenue. Sidewalks should be provided on all sides of the street, including running east-west along the southern side of Chestnut Expressway with a buffer zone from the traffic lane.

### CONNECT TO PHELPS STREET CORRIDOR

Multimodal improvements should be implemented along north-south streets that connect Chestnut Expressway to the Phelps Street Corridor, such as Jefferson Avenue, Boonville Avenue, Campbell Avenue, and Main Avenue. This would create key pedestrian and bicycle connections within the northern portion of Downtown.



### Chestnut Expressway

- Primary Gateways
- Secondary Gateway
- ⬡ Potential Drury University Pedestrian Bridge
- | Pedestrian Refuge
- ✱ Highly Visible Crosswalk



## PARKING

Parking in any successful downtown must be conveniently located, easy to access and identify, and provided in sufficient quantity. It also should be designed and located in manner that does not visually dominate the streetscape. Parking in Downtown should consist of a balanced mix of on-street spaces prioritized for customers and short-term visits, off-street public and private surface lots, and where appropriate, parking garages.

## PARKING LOTS

Numerous public and private surface parking lots exist within Downtown Springfield that create undesirable gaps in the built form and diminish the appearance of the streetscape. Particularly within the Downtown Core Area, surface parking lots should be minimized and redeveloped as higher intensity uses or public park space to make better use of properties in prime locations. This would help establish a consistent street wall and support uses that generate Downtown activity.

In the short term, the appearance of existing parking lots should be improved with decorative masonry walls and/or perimeter and internal landscaping. See the Key Opportunity Sites section for information on parking lot development opportunities.

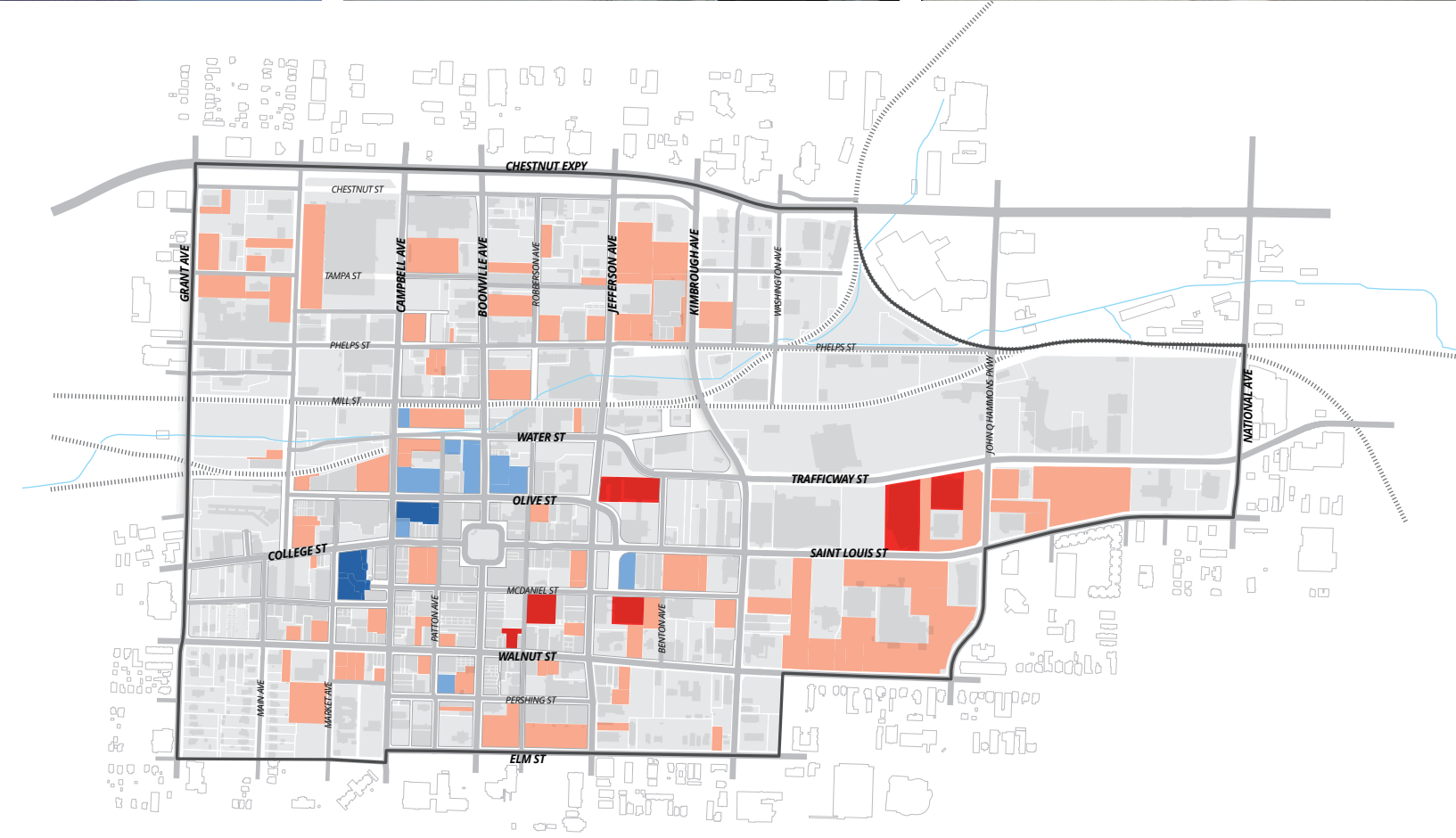
## PARKING GARAGES

Parking garages are intended to consolidate parking spaces and serve the needs of multiple hour or all-day visits. Eight parking garages exist in Downtown Springfield, two of which are public, as shown in the Parking Map.

Moving forward, new parking garage locations should avoid key development sites within the Downtown Core Area, but be located close enough to the center to encourage visitors to park and walk. Parking garages should be designed to appear like other buildings within Downtown and comply with the proposed Downtown Design Guidelines. The City should also encourage creative façade designs that screen garage structures and add visual interest as an artistic component of the streetscape. Where possible, enhanced alleys and pedestrian cut-throughs should be provided to maximize use of parking garages by visitors to businesses located on surrounding street frontages.

## SHARED PARKING

Shared parking allows multiple uses to share the same parking facility. This decreases the overall amount of parking in an area by optimizing facilities for multiple properties as opposed to reserving them for individual businesses. The City should promote shared parking agreements to balance parking demand in Downtown Springfield. During the peak demand periods, the City should explore lease agreements with the owners of certain key parking facilities to make them publicly available or increase the time period they allow public parking. Cost of this could be offset by implementing a paid parking model.



### Existing Off-Street Parking

- Public Surface Parking Lot
- Private Surface Parking Lot
- Public Parking Garage
- Private Parking Garage



## TRANSIT

Transit access plays a major role in increasing multimodal connectivity to Downtown, particularly for those who do not own a car. City Utilities (CU) operates bus services in Springfield with eight routes circulating in Downtown. The new CU Transit Center opened in 2016, located at 211 Main Avenue, which features sawtooth-style bus bays and an extended platform to accommodate future growth of the system. It also includes a large customer lobby with public Wi-Fi and real-time bus arrival information, and additional convenient locations for customers to purchase bus passes at a ticket window or a ticket vending machine. The MSU Bear Line also provides free bus services for students that connects the university campus to Downtown.

The City should continue to work closely with CU and MSU to improve transit services within Downtown and the community as a whole. This includes prioritizing and ensuring all bus stops have accessible, paved waiting areas along a connected sidewalk network.

Bus stops should also be upgraded with a bench or in key locations, a bus shelter with live timetable. Priority bus areas at stations with pavement treatments may also be considered where right-of-way widths allow to create designated spaces for passenger pick up out of traffic's way. An open dialogue should be maintained with CU for the need of increased service frequency, additional bus stops, or new bus lines in the future.

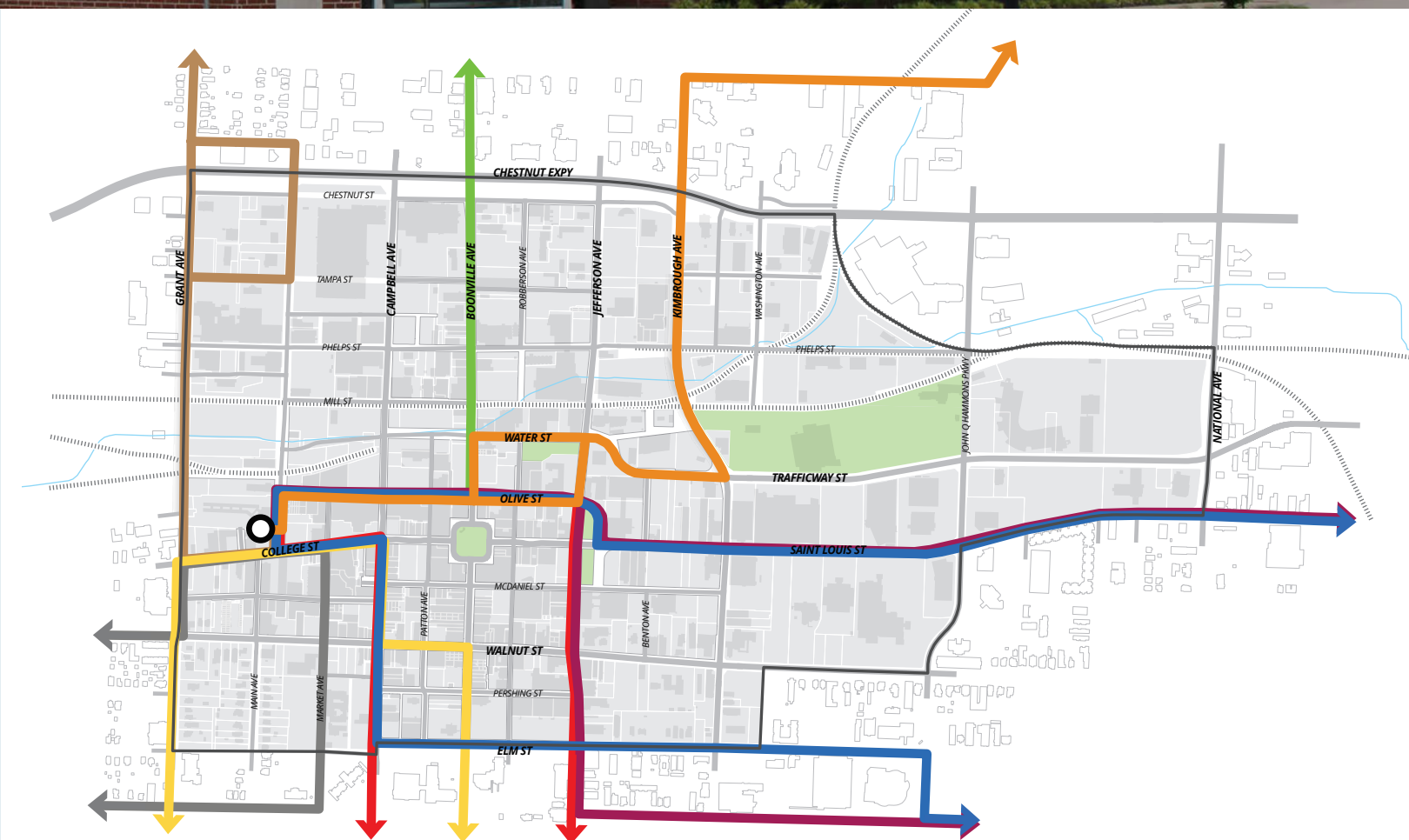
## TROLLEY SYSTEM

During the outreach process for the *Forward SGF Comprehensive Plan*, community members voiced the desire for alternative modes of transportation, one being a trolley system. Downtown was highlighted by the community as one of the key destinations for the trolley route to better connect it with other activity nodes. A trolley bus system should be considered that supplements the CU bus system and connects Downtown with other key community destinations. A north-south or east-west route should be considered, possibly as a Phelps Street/Walnut Street loop and a Jefferson Avenue/Campbell Avenue loop or a Boonville Avenue route connecting Downtown to Commercial Street. The trolley buses could have a historically designed exterior to appeal as a tourist attraction and/or use zero emission buses to set a precedent for energy-efficient vehicles in Springfield. Successful examples include in the City of Walla Walla, WA or the Port City Trolley in Wilmington, NC.

## TROLLEY SYSTEM

### Port City Trolley Wilmington, North Carolina

A leisure- and tourism-focused trolley system that uses historically-styled buses could help connect key destinations in Downtown Springfield and the wider community. The Port City Trolley in Wilmington, NC is a successful example that began in 2018. It connects several districts in the City's downtown, including the Central Business District, Brooklyn Arts District, and North Waterfront District. In Springfield, a similar trolley system could connect destinations in Downtown, like different breweries within the Brewery District, Historic Route 66, Park Central Square, and Hammons Field, with other city-wide destinations like Commercial Street, the Springfield Art Museum, and university campuses. It would serve as a driver of economic development while providing fun, safe, convenient transportation to events and nightlife. Providing ample evening and weekend services could also help make it a local success.



### Transit Routes

- 12 National/Glenstone - Maroon
- 14 Atlantic - Brown
- 2 Dale - Lime
- 3 Division - Orange
- 5 Glenstone/National - Blue
- 7 S Campbell - Red
- 9 Fort - Yellow
- 6 College - Black
- City Utilities Transit Center



## TRAILS

Trails play an important role in providing a connected pedestrian/bicycle network as their separation from roadways gives users high levels of safety and comfort. When key destinations are linked together in Downtown with trails, it provides several benefits, such as:

- Stimulating the economy by increasing foot traffic
- Reducing the need to drive and vehicular congestion
- Increasing transportation choices
- Promoting active and healthy lifestyles
- Improving connectivity to larger regional trail system
- Create desirable places to live, work, and play (Quality of Place)

In the Downtown questionnaire, about 69 percent of respondents identified trails in Downtown as “Fair” or “Poor.” Currently, the Jordan Creek Greenway Trail is the only trail that currently runs through Downtown, linking Jefferson Avenue to Jordan Valley Park and local on-street bike lanes. It is a cherished asset by the community that should continue to be maintained and expanded on. The future Grant Avenue Parkway will establish a major trail connection to Downtown that will provide key connection to community assets along Grant Avenue. The trail network should continue to be expanded, together with transit, to create an alternative transportation hub that radiates from Downtown to areas across the City.

## FUTURE TRAILS

The Ozarks Transportation Organization (OTO) proposes multiple trails for Downtown in the Bicycle and Pedestrian Trail Investment Study, including:

- Fort Scott Line Rail Trail
- North Jordan Creek Greenway (Jordan Valley Connector)
- South Jordan Creek Greenway
- Lower Jordan Creek Greenway

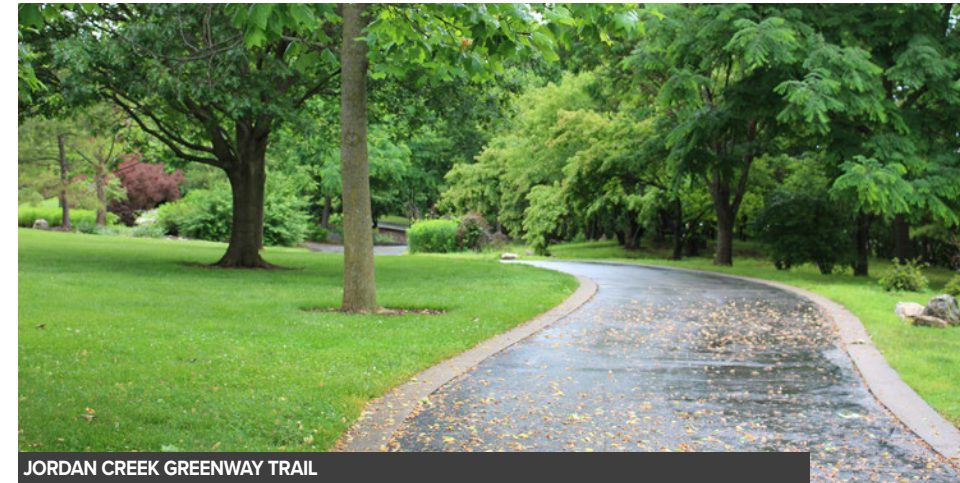
These proposed trails would significantly improve Downtown’s bike/pedestrian connectivity both internally and to the regional network. They would create connections to key community assets like Grant Avenue Parkway, Lake Springfield, local universities, public parks, commercial areas, and neighborhoods. The City should continue to work closely with OTO in pursuing the development of these trails as well as seek opportunities to provide connections to neighborhoods northwest of Downtown that currently lack proposed trail routes.

## RAIL-TO-TRAIL

There is potential for a rail-to-trail conversion if Commercial Metals Company Recycling (634 East Phelps Street) were to relocate and the BNSF railroad was decommissioned in the long term. OTO’s proposed Fort Scott Line Rail Trail, North Jordan Creek Greenway, South Jordan Creek Greenway, and Lower Jordan Creek Greenway would all leverage this right-of-way, significantly improving Downtown trail connectivity and creating a natural amenity that would draw both residents and visitors. The City should maintain close communication with CMC Recycling on potential plans for future relocation.

## TRAILHEADS

Trailheads mark the start/endpoints of trails and should be placed at key locations within Downtown. Clearly marking them and identifying nearby destinations with wayfinding signage or a gateway feature helps establish placemaking and increases ease of use. Locating convenient bike storage facilities near these areas is also important to ensure high levels of ridership.



JORDAN CREEK GREENWAY TRAIL



JORDAN CREEK GREENWAY TRAIL TERMINUS AT JEFFERSON AVENUE & WATER STREET

## RAIL TO TRAIL

### *Capital Crescent Trail Washington, DC*

The Capital Crescent Trail is an 11-mile rail-to-trail conversion that connects Georgetown near central Washington DC to downtown Bethesda in Maryland. Funded largely by bonds, it provides residents a mix of secluded, scenic routes with key urban connections. In Bethesda, it has helped spur economic development in a mixed-use setting that includes a variety of restaurants and shopping options. The trail also provides connections to many open space recreation areas and other area trails.



## BIKE NETWORK

In the Downtown questionnaire conducted during community outreach, about 61 percent of participants responded that Downtown's bike infrastructure is "Fair" or "Poor." The City should continue to proactively expand its bike network to connect Downtown with City-wide destinations and nearby residential neighborhoods. The Link, for example, provides safer pedestrian and bike connectivity along streets with low traffic volume, connecting to neighborhoods, different modes of travel, and activity centers.

There are currently a mix of shared lanes and bike lanes within Downtown (see the Bike and Trail Network map), however, there is opportunity to fill in gaps in the network and increase safety. The City should consider visually reinforcing bike lanes with green paint treatments and incorporate bike boxes at major intersections for safer turning conditions for cyclists. Bike lanes should be targeted along secondary arterial roads (Campbell Avenue, Jefferson Avenue, Kimbrough Avenue, Trafficway Street, and Saint Louis Street) and shared lanes along preferred routes that may be too narrow to support designated bike lanes with on-street parking. Connections to Grant Avenue Parkway will also be key in leveraging the major public investment and improving city-wide bikability.

## MICROMOBILITY

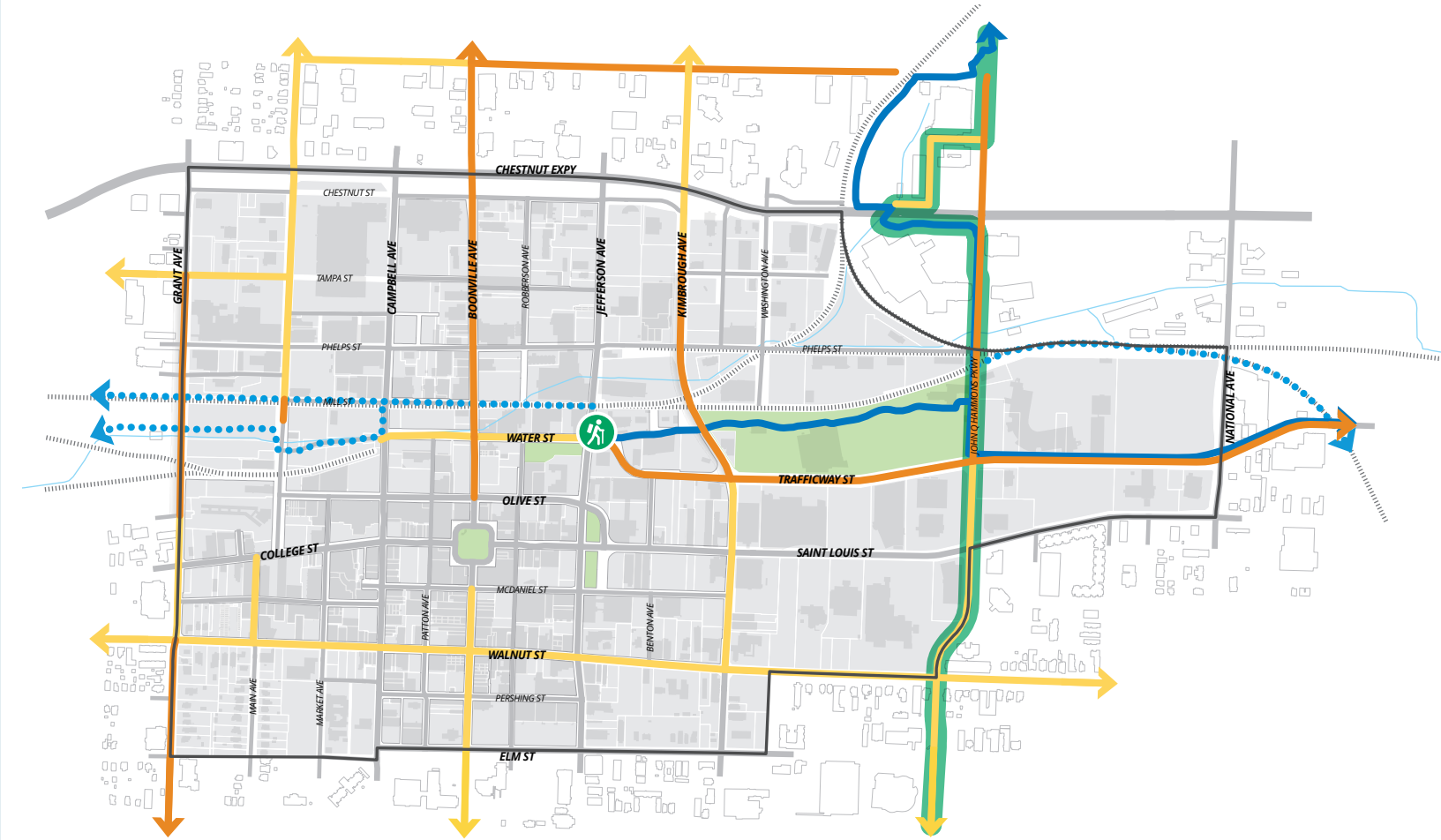
Micromobility has gained popularity in cities across the nation as a strategy to increase alternative transportation options through small-scale, environmentally friendly modes. According to National Association of City Transportation Officials (NACTO), 84 million trips were taken via a shared micromobility mode in the U.S. in 2018, which was twice as many trips as the year before. Examples include human-powered or electric scooters and bicycles shared using docking stations or a dockless system. These modes have a minimal physical footprint, and can be effective in moving people over short distances, dual-function as a tourist attraction, and leverage existing bike infrastructure or trails within a Downtown.

Micromobility solutions have also proven to help smooth daily traffic flow and shift traffic demand to hours traditionally considered off-peak. Growing traction in micromobility is in part due to increased access to information via smart phones and digital platforms, as well as increased demands for short, convenient trips to city centers. The City should work towards actively integrating micromobility options into Downtown, connecting to other major activity nodes like Commercial Street or MSU's campus. A micromobility plan should first be developed to identify infrastructure and funding needs and guide strategies for implementation.


## MICROMOBILITY

### *Divvy Bike Share Chicago, Illinois*

One successful bikeshare program is Divvy in Chicago, IL. It is currently North America's largest bikeshare system by geographic area, with over 570 stations and a combination of over 6,000 traditional and electric-assisted bicycles. The service functions as a partnership between the Chicago Department of Transportation—who owns the bikes and stations—and Divvy—who acts as the service operator and is owned by rideshare company Lyft. It was originally funded by federal grants for reducing congestion, improving air quality, and promoting economic recovery.



### **Bike and Trail Network**

-  Trailhead
-  Bike Lane
-  Shared Lane Marking
-  Existing Greenway Trail
-  Future Greenway Trail
-  The Link



## BRIDGES

Two major bridges exist in Downtown Springfield—the Grant Avenue and Martin Luther King Jr. bridges—which provide key connections through Downtown, such as to the future Grant Avenue Parkway and Hammons Field. A smaller-scale bridge exists over Jordan Creek at Main Avenue, which is planned for replacement and will be expanded and lengthened.

The Grant Avenue and Martin Luther King Jr. bridges each feature a five-foot wide pedestrian pathway that is lined with a concrete jersey divider and unprotected bike lanes (for the Grant Avenue bridge, only a northbound bike lane is provided). While it provides basic connectivity, these bridge configurations can be improved to significantly increase crossing safety and comfort for pedestrians and bicyclists.

The following bridge enhancements should be considered:

- Provide a 10-foot shared pathway to allow for two-way pedestrian/bicycle traffic. Sense of separation and comfort can be enhanced by adding decorative fencing on top of a more sturdy, permanent concrete dividing wall.
- Alternatively, extend the pedestrian pathway to eight feet and provide two-way four to six feet wide bike lanes on the eastern side of each bridge. Bike lanes should be located within the concrete divider's protected area, separated from the pedestrian pathway with bollards.
- Enhance the bridges' appearance and wayfinding with "Welcome to Downtown" signage, banners, lighting, and decoration.
- Provide pedestrian access to the parks below with either ramps or staircases.



GOOD EXAMPLE - BRIDGE WITH PROTECTED PEDESTRIAN PATHWAY

## BRIDGE UNDERPASSES

The Grant Avenue and Martin Luther King Jr. bridges create prominent edges within the greater Downtown area that can appear unattractive when passing underneath. Underpasses should be enhanced with decorative elements, such as creative lighting or murals, as is done where the Jordan Creek Greenway Trail passes under the Benton Avenue bridge. Underpasses should be safe, comfortable, clean, and well lit to ensure they are inviting to pedestrians and bicyclists.



POOR EXAMPLE - GRANT AVENUE UNDERPASS ALONG WALL STREET

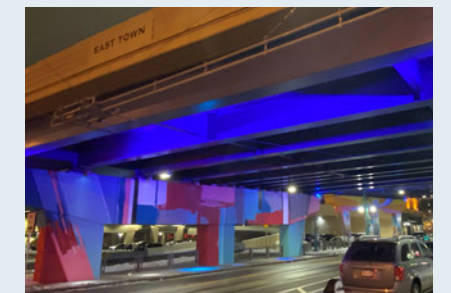


GOOD EXAMPLE - BENTON AVE UNDERPASS ALONG JORDAN CREEK GREENWAY

## BRIDGE UNDERPASSES

### *"Brighten the Passage" Underpass Activation in Milwaukee, WI*

The City of Milwaukee's 2010 Downtown Comprehensive Plan had identified opportunities for gateway enhancements to improve neighborhood connectivity and remove perceived barriers. To address this goal, the City installed murals, streetscaping, and dynamic lighting under the I-794 elevated freeway, successfully strengthening the connection between the central business district and its Historic Third Ward neighborhoods. This project, named "Brighten the Passage," was done through a unique public-private partnership between the State of Wisconsin's Department of Transportation, the City of Milwaukee, Historic Third Ward Association, Milwaukee Public Market, BID #2, Milwaukee Downtown, BID #21, and the private sector.



Source: [www.milwaukeedowntown.com](http://www.milwaukeedowntown.com)



Source: Arrow Sign Company

## GATEWAYS

The areas where visitors enter a downtown are called “gateways.” The character and appearance of these areas are important factors in determining the overall image and perception of Downtown Springfield as a whole. They also help visually delineate what part of the community “is Downtown” and what part “isn’t Downtown.” The City should work to install attractive gateway features at key locations to announce entry into Downtown, such as along Chestnut Expressway, or at primary entry points into Downtown’s functional subareas.

Potential locations for gateway features are identified in the adjacent map at two scales, which can be defined as follows:

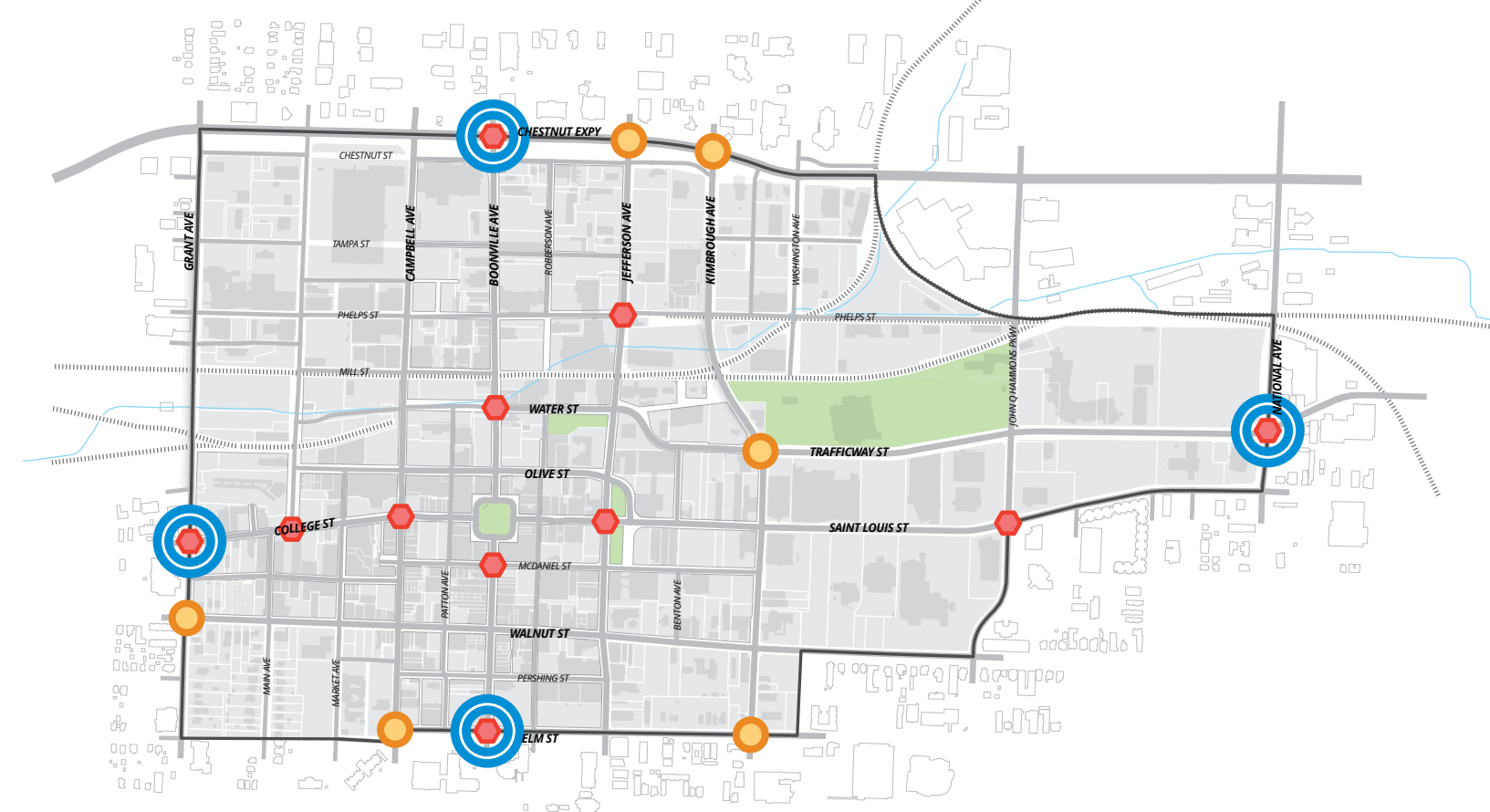
- **Primary gateways** - archway signs or large-scale, creative entrance signs with special landscaping, lighting, decorative paving, and wayfinding.
- **Secondary gateways** - smaller scale creative entrance signs with landscaping and lighting.

The City should continue to maintain its banner signs to reinforce the spaces between the gateways and showcase special events or the City’s identity.

## WAYFINDING

Springfield currently has a wayfinding system in Downtown that was designed in 2005 in partnership with MoDOT, Public Works, Springfield Convention and Visitors Bureau, Bass Pro, and Battlefield Mall. The City should continue to update and improve the system, taking the following into consideration:

- Increase wayfinding within Downtown by constructing new informational kiosks and pedestrian and vehicular directional signs that direct visitors to community assets like Hammons Field, Park Central Square, Jordan Valley Park, and the Brewery District. Potential locations are identified in the adjacent map.
- Target wayfinding to and from the CU Transit station to help transit riders navigate Downtown.
- Provide directional signage to public parking to improve circulation and access to existing parking options.
- Work with MoDOT to identify new wayfinding locations on roadways under its jurisdiction that direct motorists to and from Downtown from the surrounding community and the regional highway system.
- Ensure wayfinding signs are easily readable with highly visible colors, font sizes, and placement.



### Gateways and Wayfinding

- Primary Gateways
- Secondary Gateways
- Wayfinding



**GOAL 3: Renew Downtown's identity by creating quality public places for events, programming, and marketing.**

**JORDAN VALLEY**

Jordan Valley in Downtown Springfield currently sits underutilized, with Jordan Creek flowing underground, inaccessible to the public, and disinvested or underutilized properties lining the area. Realizing the major potential to transform the area into a state-of-the-art public gathering space that hand-in-hand improves stormwater drainage and water quality, the City initiated the Jordan Valley Concept Plan project. The Jordan Valley Concept Plan envisions a "string of pearls" concept along Jordan Creek that links a variety of Jordan Valley parks to create a cohesive and well-connected system of outdoor gathering spaces, right in the heart of Springfield. Design Guidelines were also adopted in 2010 to help realize the vision of the Concept Plan, providing guidance for future growth in Jordan Valley that incorporates creative designs and high quality developments. As the document was created over a decade ago, the City should update the Design Guidelines, incorporating the Commercial Metals Corporation catalyst site and updates from the Renew Jordan Creek project.



**RENEW JORDAN CREEK**

Funded by the 2017 Level Property Tax renewal, Renew Jordan Creek (RJC) is an ongoing project that focuses on the redevelopment of three underutilized Downtown sites along Jordan Creek into high-quality community gathering places with improved flood control and water quality. The project came about following a detailed feasibility study in partnership with the City of Springfield and Army Corps of Engineers to determine ways to reduce flooding in Downtown along Jordan Creek. The creek was confined to its concrete box culvert as a Works Project Administration project in the 1930s. In recent decades, flooding has increased in Downtown, and the community has expressed its desire to daylight the creek and return it to a natural state to improve water quality and public outdoor recreational space.

**GOALS OF RJC**

The primary objective of the RJC project is to mitigate flooding impacts to buildings in Downtown Springfield and provide water quality benefits to the urban watershed. The vision for the RJC project is the creation of an urban amenity that will achieve the primary project goals of flood reduction and water quality improvement while serving as an economic catalyst and quality of place enhancement. By providing green spaces in this urban environment, the overall project will remove and disconnect impervious surfaces and associated pollution risks to surface water and groundwater from this sensitive, karst-influenced riparian corridor and floodplain.

The project will construct a new open, naturalized channel along 1,100 linear feet of Jordan Creek and restore adjacent land as green space with riparian plantings. The City has acquired several miles of riparian buffer downstream of this property. The RJC project will represent another significant step in a healthy, connected riparian corridor along Jordan Creek. It is also key to fulfilling the overall vision for Jordan Valley, providing connectivity for the Jordan Creek and Wilsons Creek greenway trail system, and enhancing the West Central neighborhood, Historic Route 66 revitalization, and Grant Avenue Parkway efforts.

Based on a planning and design process that focused heavily on stakeholder and public engagement, the project proposes the following improvements.

**PRIMARY RJC PROJECT SITE**

Replacing parking lots, a vacant lot and a three-story structure, the project envisions a natural meandering channel, high quality park and plaza spaces, activation on Mill Street, open greenspace, a dog park, and markers and gateways for placemaking. It will also feature native landscaping, sidewalks and bike trails, a new bridge at Campbell Avenue, greenspace and parklets, lighting, shade for picnicking, and other placemaking features.

**FOUNDER'S PARK**

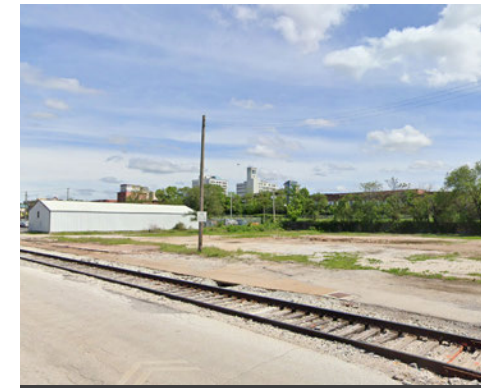
The project plans to revitalize this existing park, which currently features a 250-seat amphitheater and large limestone steps intended to resemble the historic Phoenix Quarry. The park holds cultural significance through the 120-foot historic mural illustrating the first 100 years of Springfield's history, native prairie grasses that existed in the nearby Kickapoo Prairie, and a historical timeline that describes the growth of Springfield in its first century. Proposed improvements include a new covered amphitheater and flat lawn, native plantings, concessions and restrooms, a pondless water feature, civic plaza, esplanade, adventure play area, flex lawn, and the preserved mural and history walk.

**404 JEFFERSON AVENUE**

A former Meek's Lumber facility that was recently acquired by the City, the project seeks to redevelop the vacant light industrial use into an activated open space with the daylighted Jordan Creek, water overlook areas, a connected trail system, iconic art, and a recreation/entertainment/incubator space development.

**RELATION TO COMMERCIAL METALS COMPANY CATALYST SITE**

The recommendations of the CMC site provides opportunities to form connections with the rest of the Jordan Valley Master Plan and Renew Jordan Creek's overall project area, extending the range of amenities Springfield residents can enjoy within and around Downtown.



PRIMARY RJC PROJECT SITE  
EXISTING CONDITIONS



PRIMARY RJC PROJECT SITE  
PLANNED IMPROVEMENTS



FOUNDER'S PARK  
EXISTING CONDITIONS



FOUNDER'S PARK  
PLANNED IMPROVEMENTS

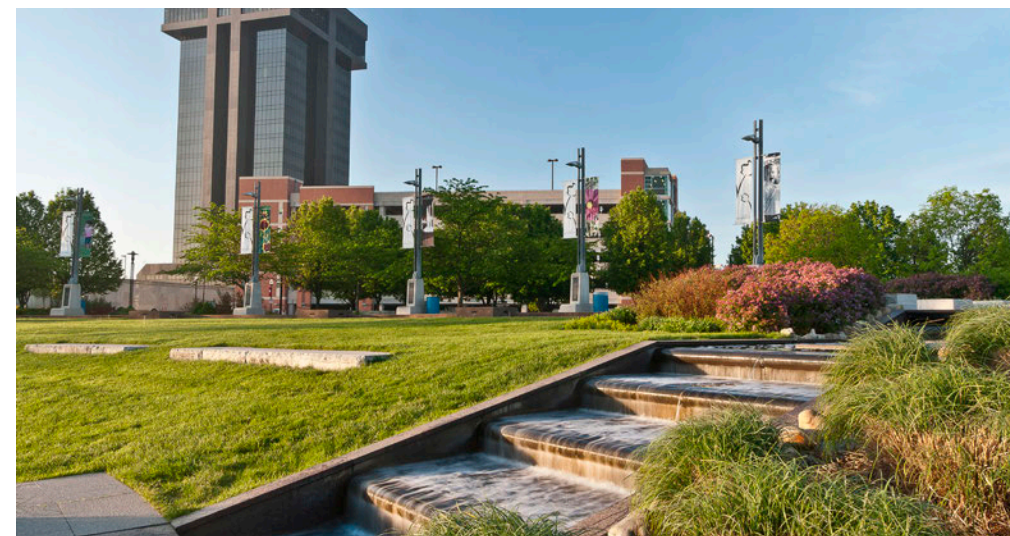


404 JEFFERSON AVENUE  
EXISTING CONDITIONS



404 JEFFERSON AVENUE  
PLANNED IMPROVEMENTS

Planned Improvement images were produced by the Olson Studio, Renew Jordan Creek project team.



## PUBLIC GATHERING SPACES

Public gathering spaces or “third places” (spaces where people spend time away from home [“first place”] and work [“second place”]) are an increasingly valued amenity across the nation, particularly following the COVID-19 pandemic. They provide opportunities for people to gather, eat, interact, or simply enjoy Downtown’s urban setting outside. Public gathering spaces have various forms, including programmed parks, public squares, passive greenspace, pedestrian cut-throughs, plazas on private properties used by the public, or seating areas along the sidewalk. They help activate the streetscape and support social interaction, which in turn facilitates economic development and business growth.

Downtown is currently home to several key public gathering spaces like Park Central Square, Jordan Valley Park, and Jubilee Park. Community members expressed during community outreach the desire to enhance existing public gathering spaces and expand placemaking efforts.

Moving forward, the City must continue to shift its attitude towards taking bold chances to elevate Downtown’s quality of place, creating unique, innovative, and memorable places. The City should seek to improve programming at existing facilities with amenities that foster activity and add visual interest, such as public art, outdoor string lights, play areas, and water features. (See the Key Opportunity Sites section for more information on enhancing Jubilee Park.)

The City should also pursue opportunities for new public spaces, such as the ongoing Renew Jordan Creek project. Public-private partnerships and private investments should be encouraged to create publicly-accessible plazas on private property, as well as to install additional landscaping, pedestrian amenities, and site furniture along the sidewalk and create informal gathering spaces within the streetscape.

## ACTIVATING THE SQUARE

Park Central Square has taken many forms throughout its long history, from containing a courthouse, a bell tower, the Gottfried Tower during the 1800s, parking for carriages and later vehicles, to becoming a reconstructed pedestrian plaza in the 1970s after experiencing multiple fires and years of disinvestment. Most recently, a \$1.78 million renovation was completed in 2011 that added trees, improved lighting and streetscaping, renovation of the fountain, and replacement of worn pavers.

The Square acts as Downtown’s heart and central gathering space but community members have voiced its lack of draw and the need to better activate it. Improvements to the Square will be needed to increase its usage and attraction, with respect to historically significant elements.

To build on the City’s previous investment and further improve the Square as an actively used public space that people seek to visit, the following activation strategies should be considered.

### PAVILLION

The pavilion, which currently appears dated, should be renovated to provide a well-designed, flexible public facility for community gatherings, performances, and events. The upgraded pavilion may be creative in design, but should complement the surrounding historic character of the Square.

### VACANT OR INACTIVE STOREFRONTS

Filling vacant or inactive storefronts surrounding the Square should be incentivized by implementing a vacancy tax (see the Vacant Storefronts section for more information). The zoning code should be revised to only allow for ground floor uses that help activate the streetscape, such as drink and food, retail and service, and entertainment uses. Existing office buildings should be redeveloped or rehabilitated in the long term to support these desirable ground floor uses while permitting upper story office space.

### OUTDOOR SEATING

Outdoor seating should be encouraged for businesses surrounding the Square to help generate street activity and sense of “eyes on the street” for improved safety.

### GRASS AREAS

Grass areas, which currently prohibits sitting, should be made available to the public to relax and lounge on while enjoying the Square.

### CREATIVE SEATING

Creative, movable seating could be provided to fill the empty center of the Square and make it more flexible in use and engaging. Seating should be durable, easy to store during community events or winter seasons, and attractive to add quality visual interest to the Square. Examples of outdoor furniture types include LED chairs, colorful Adirondack chairs, metal bistro tables with folding chairs, plastic lounge or rocking chairs, and wooden or vinyl picnic tables.

### INTERACTIVE GAMES

Interactive games, such as life-sized Connect-Four, Jenga, and Chess games could be temporarily installed in the Square as a fun and engaging attraction for visitors of all ages.

### WEEKLY COMMUNITY EVENTS

Weekly community events should continue to be organized at the Square to give a reason for community members to go while helping strengthen sense of community. Examples include free yoga, Zumba classes, farmers markets, guided history walks, docent-led Sculpture Walk tours, music concerts, and movie nights.

### PLAY AREA

A play area should be considered for the southwest corner within the Square to draw families to the Square and provide a cutting-edge recreational space for children. The play area could include creative elements like musical swings or LED lit seesaws. Consideration should be given to making sure the play area is protected from circulating traffic.



## EVENTS AND ACTIVITIES

Events and activities are fun and engaging ways of developing a tight-knit community and drawing outside visitors. They can boost local tourism and bring greater visibility to local vendors and artisans. They can also encourage socializing and cultural development. Springfield has a variety of annual events with a regional draw, like the Birthplace of Route 66 Festival and Car Show, St. Patrick's Day Parade, Festival of Lights, Mayors Tree Lighting, and First Friday Art Walk, as well as local activities like trivia, movies at Founders Park, and art gallery shows.

The City should continue to provide events and support the creation of new ones, with consideration to the following:

- Continue to work with key partners like the Springfield Convention and Visitors Bureau and the Downtown Springfield Association to provide and improve community events and activities. A regular review of events should be conducted after they are held to identify and address issues that impacted their operation as well as explore opportunities for new events. Community outreach notably highlighted the community's desire for flea/artisan markets, farmers markets, outdoor concerts, and the return of First Night.
- Conduct regular surveys, with both residents and event attendees, to identify which events are most successful and potential improvements that could be implemented at future events. An emphasis should be placed on measuring attendance in terms of City residents and regional visitors to establish a consistent understanding of who is frequenting these events.

- Coordinate with the Public Works Department and the Police Department to review traffic patterns during events, particularly changes as a result of street closures, and consider new configurations or improvements that will ensure pedestrian safety (see the Festival or Shared Street section).
- Develop materials available online and within Downtown that inform visitors and residents about traffic pattern changes, parking, public restrooms, amenities, scheduled activities, and other information regarding upcoming events and festivals.
- Work towards structuring events to include participation by Downtown businesses, helping grow support from the local business community and provide opportunities for businesses to gain revenue.

## OPEN CONTAINER POLICY

Community outreach highlighted the potential to create an open container policy to foster economic development by drawing visitors, supporting outdoor socializing, and encouraging the patronage of multiple establishments. This would increase the amount of time and money patrons spend in Downtown while allowing businesses without outdoor seating areas to capitalize on good weather, granting them the ability to sell beverages "to-go."

As outlined in Chapter 10: Alcoholic Beverages in the City's Code of Ordinances, open container policies are permitted for 12 select Downtown events per year. The City should consider implementing an open container policy within an established district, such as the Brewery District functional subarea.

This would require a state law change to allow patrons to carry and consume alcohol in the street in open containers, as was successfully done in the Power and Light District in Kansas City which is now a major entertainment district. If it is successful in the pilot district in Springfield, a Downtown open container zone could be put in place for a broader area or expanded to other times of the year.

Neighborhood safety, noise, public intoxication, and trash are concerns for any policies regarding outdoor alcohol consumption. To mitigate this, the policy should be developed in coordination with event organizers, business owners, law enforcement, and public refuse services to address concerns and create a feasible framework. Signage should also be placed at the boundary of the open container district to notify pedestrians they are leaving the premise and must throw away any open containers.

## **GOAL 4: Attract high quality investments into Downtown that enhances quality of place and economic vitality.**

### **DESIGN GUIDELINES**

As redevelopment occurs within Downtown, the City should encourage developers and property owners to elevate the quality of architectural design. Creating an urban environment with high-quality architecture is essential to the enhancement of Downtown's "sense of place." A building's scale, siting, quality, and maintenance are also critical factors to consider when assessing a development's contribution to Downtown. While architectural styles do not need to be the same, buildings should complement one another with similar building height, proportion, and rhythm (the regular spacing of doorways, windows, and other architectural features).

The City should consider developing Downtown Design Guidelines to provide specific recommendations for the public and private realm to help streamline the redevelopment process and minimize the amount of administrative time needed for the review process. Guidelines should encompass elements such as height, proportions, materials, window placement, and signage.

Undesirable designs, such as steel truss, metal-sided buildings, should clearly be identified in the guidelines. The Guidelines should also take the unique character of each functional subarea into consideration and allocate design standards appropriately with their given context.

### **ADAPTIVE REUSE**

Adaptive Reuse is the rehabilitation and conversion of an existing building to accommodate a new use. It allows the desirable character of an older building to remain while repurposing its structure to support a use that better meets the current day context and helps regenerate activity. "Repurposing existing buildings for new uses" was notably ranked the number one priority in the community questionnaire during Downtown Springfield Plan's outreach process.

Downtown Springfield developed as a major rail, manufacturing, and industrial center of southwest Missouri in the early 20th century, which was largely spurred by the completion of the Missouri Pacific Railroad in 1907.

This industrial heritage can clearly be seen in Downtown today, with a variety of industrial buildings remaining, particularly in the Northwest Manufacturing functional subarea. These buildings, which were once used for light and heavy manufacturing, meat packing, printing and publishing, auto repair, and warehousing, present the opportunity for creative adaptive reuse to help further Downtown revitalization. Existing examples of successful adaptive reuse include the Heer's Building, Brick City, and the Springfield Grocer Company Warehouse lofts. The City should continue to encourage adaptive reuse of structurally sound buildings that are generally well-maintained and reflect desirable character, including those identified in the Key Opportunity Sites section.

### **THE HEER'S BUILDING**

The Heer's Building, is a successful local example of adaptive reuse. Located at 138 Park Central Square in Downtown, the building is a former seven-story department store constructed in 1915. It once contained different departments on each floor as well as a rooftop restaurant, radio station and observation deck for shoppers before closing in the late 1990s. After nearly 20 years of vacancy, the iconic Heer's Building was reactivated through adaptive reuse as a luxury apartment building. Today, the building features 80 residential units and 18,000 square feet of commercial space on the ground floor, and was financed, in-part, by Federal and State Historic Tax Credits.

### **DOWNTOWN HOUSING**

During community outreach, the need to provide a greater mix of housing choices in Downtown was identified. Supporting residential uses in Downtown adds to the economic vitality of the area by increasing daytime foot traffic and activity and creates living options for residents who would like to live in a walkable environment near day-to-day amenities. A mix of housing types, densities, and tenures should be supported, such as residential units above ground-floor commercial in mixed use buildings, townhomes, and apartment buildings that match the character of the surrounding context. In the Downtown questionnaire conducted during the outreach process, lofts and townhomes received the highest votes for housing types desired by the community in Downtown (44 percent and 40 percent respectively). The Functional Subareas section of this chapter identifies appropriate locations for such housing types. The Downtown Housing Study should also be updated to provide more detailed direction for Downtown housing options. Adaptive reuse of old industrial buildings should be encouraged to create unique and attractive loft spaces. Older neighborhoods surrounding Downtown like West Central should support housing types attractive to families who wish to live within easy reach of Downtown amenities.

### **HISTORIC PRESERVATION**

Architecturally significant structures are a defining component of Downtown's charm, fostering a unique sense of character and place. As development occurs, new developments should be context sensitive, seeking to improve Downtown while respecting the character of existing structures, particularly in the Urban Center functional subarea.

The façades of new infill development should feature appropriate architectural detailing with articulations that create a consistent structural rhythm compatible with adjacent historic buildings. Historic assets, like the Historic Gillioz Theatre, Landers Theatre, Park Central Square, and Historic Route 66 should continue to be preserved and highlighted with informational signage that celebrate their cultural significance.

### **DESIGN GUIDELINES**

#### *City of Highland Park, Illinois*

The City of Highland Park, IL created Design Guidelines for its Downtown area to help guide future development in a manner that supports its long term vision of vitality, sustainability, and economic success. The document provides guidelines for site treatment, building designs, lighting, awning, fences, and street frontages, identifying preferred materials, dimensions, site configurations, and more. The document is highly illustrative with photo examples and diagrams to ensure it is easily understandable by City staff, developers, and community members.

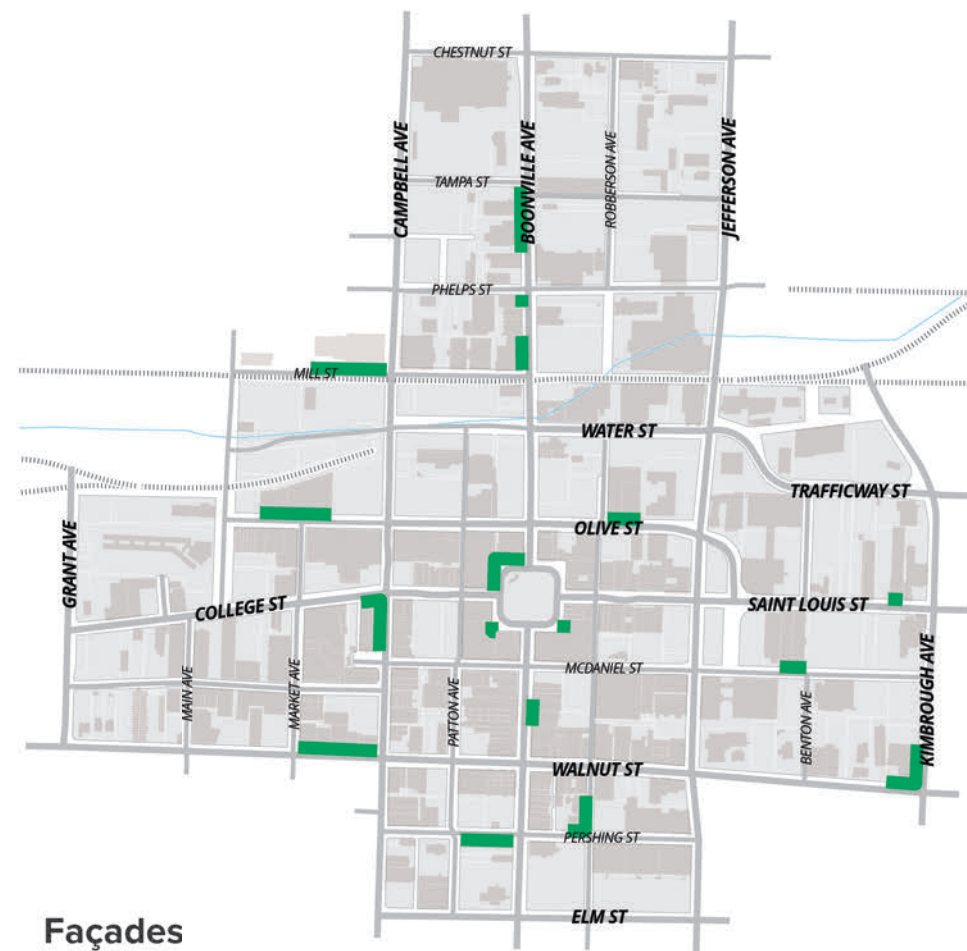
## FAÇADE IMPROVEMENTS AND RESTORATION

Several buildings that exhibit ideal built form suffer from deteriorating or altered façades that detract from the appearance of Downtown, as identified in the adjacent Façades map. The City currently operates the Business Development Loan Program that includes building rehabilitation and historic preservation as eligible activities; however, existing prevailing wage requirements have largely led this program to be underutilized for façade improvement purposes due to the costs of contractors being higher than the funding benefit received from the loan.

The primary funding source for the loan program is the Federal Community Development Block Grant program. If an alternative funding source can be identified for the loan program, or the façade improvement component of the loan program, the City could provide more flexible terms that eliminate the prevailing wage requirement. For example, the Façade Loan Program along Commercial Street is funded through the Commercial Street TIF.

In addition, the City should proactively target and coordinate with property owners and private developers to use the program to perform façade enhancements. Façade restorations should also be required when substantial rehabilitation is planned for a building.

The proposed Downtown Design Guidelines should provide guidance on the level of façade restoration or enhancement that should be required based on the level of reinvestment planned for the building, the existing state of the façade, and the historic status of the building. The Guidelines should offer detailed examples of the types of improvements that should be made, such as repairing or replacing façade tile, brick, and woodwork; scraping, priming, and painting of window frames, cornices, and doors; or the repair or replacement of awnings, canopies, signs, or sign mounting hardware.



### Façades

■ Façade Improvement and/or Restoration

## COMMERCIAL LOAN PROGRAM

Since 1984, the City has administered a Commercial Loan Program, which was capitalized by the federal Community Development Block Grant program through a revolving loan program. There are two loan programs under the Commercial Loan Program:

### Business Development Loan Program.

Available city-wide, this program is designed to provide financial assistance for small business concerns and nonprofit organizations to expand employment opportunities, stimulate private investment and eliminate slum and blight conditions. Eligible activities include acquisition of property and buildings, clearance and removal, historic preservation, machinery/equipment, mixed-use development, new construction, rehabilitation, and relocation.

### Business Incentive/Micro Enterprise Loan Program.

This program is intended to facilitate economic development through the establishment, stabilization, and expansion of micro-enterprises and small businesses. Eligible activities include equipment, furniture and fixtures, infill improvements, start-up costs, merchandise inventory, and working capital.

The Commercial Loan Program and other economic development tools should continue to be supported to attract new investment. Examples include historic tax credits, tax abatements, Opportunity Zones, Springfield Finance and Development Corporation, and Community Improvement Districts.



## VACANT STOREFRONTS

Downtown Springfield is currently experiencing vacancies in certain areas, such as along Campbell Avenue, largely due to the lack of foot traffic that would support business activity. Like many downtowns across the country, vacancy rates have also increased during the challenging economic conditions during the COVID-19 pandemic. The City could explore the following strategies to help offset vacancies in Downtown.

## VACANT PROPERTY REGISTRATION ORDINANCES (VPRO)

A VPRO is an ordinance that requires owners of vacant commercial properties to provide information and pay a fee for each year their property remains vacant. This allows the city administering the program to enter into a dialogue with property owners and develop strategies for attracting tenants or finding temporary solutions that activate the space. This improved level of communication can help the City to efficiently identify trends and centralize efforts to reduce vacancies. As the specifics of VPROs vary significantly between cities—such as fee structures and options for waivers—the City should work with property owners and economic development officials to create a VPRO that is tailor-made for local needs.

## TEMPORARY ACTIVATION

Vacant buildings should not sit dormant without any hint of future reinvestment. Instead, property owners should be encouraged to increase the vitality of their vacant buildings by temporarily filling their storefront windows. Possibilities include public art or the posting of signs that say “Coming Soon” or “What Should Go Here?”. Activating vacant storefronts is particularly important in the Urban Center functional subarea to maintain a streetscape that showcases signs of activity. This can be done in partnership with the local art community, CID Downtown, Sculpture Walk Springfield, Springfield Art Museum, Downtown Springfield Association, and the Community Foundation of the Ozarks.

## VACANCY TAX

While the lack of foot traffic is a major cause of vacancies existing in Downtown, there has been some cases of speculative investment in properties where investors leave buildings vacant for an extended amount of time in the hopes of making a profit selling in the future. Many of these buildings notably would benefit from façade improvements and rehabilitation, but instead remain unimproved and empty.

The City may consider establishing a vacancy fee or vacancy tax program to address such chronic vacancies in Downtown.

After a property remains vacant for a set amount of time (such as two years or however deemed reasonable to market and lease a property), the owner would be required to pay a fee each year until the vacancy is filled (such as a straight fee based on linear frontage or retail area). All vacancy fees should be paid in full prior to the issuance of any zoning permits. Certain exemptions could be applied, such as permitted renovations and pending legal, zoning, or historic preservation cases. Consideration should be given to ensuring the Vacancy Tax avoids penalizing businesses making active efforts to find an appropriate tenant and does not inadvertently prompt businesses to fill vacancies with unideal tenants to avoid the fee.

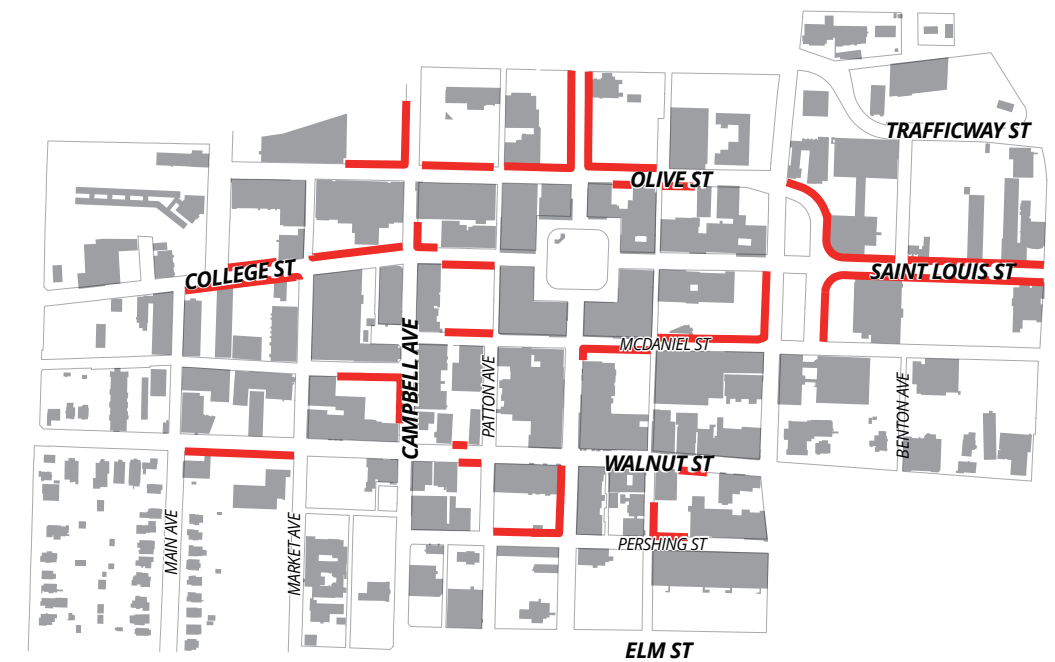
## IMPACTS OF ONE-WAYS

Studies have shown that one-way streets can have a negative impact on Downtown businesses by making it less convenient to access a particular location. Vehicles can often speed by businesses without stopping to see what exists and drivers frequently must drive around the block to reach their destination. Two-ways typically result in slower traffic speeds, making the street more pedestrian-friendly and increasing foot traffic for surrounding businesses. Taking this into consideration, the City may consider converting Campbell Avenue and Jefferson Avenue into two-ways to help increase pedestrian activity that supports local businesses (see the One-Ways section for further discussion).

## STREETWALL

A streetwall forms when a continuous row of buildings, side-by-side, that are located at or near the sidewalk with little or no side yards. A continuous streetwall creates a sense of enclosure that is comfortable and walkable for pedestrians. South Avenue between Park Central Square and Walnut Street is an example of an exemplary streetwall. In other areas of Downtown, the streetwall is inconsistent with large gaps between buildings created by surface parking lots or vacant lots.

As a component of development and reinvestment, the City should establish a continuous streetwall throughout the Urban Center and along targeted streets within the Downtown Core Area as identified in the adjacent Streetwall map. This includes prioritizing infill development that will reduce streetwall gaps at these locations. In the interim, landscaping and public art should be installed to fill extensive gaps in the streetwall and create a sense of activity along the corridor.



## Streetwalls

— Streetwall Prioritization

**GOAL 5: Cultivate an environment of cooperative public and private partnerships.**

**PUBLIC-PRIVATE PARTNERSHIPS**

The initiatives and recommendations outlined in the Downtown Plan cannot be implemented without proactive and strong collaboration among the many influential stakeholders in Downtown Springfield. This includes business owners, private developers, property owners, regional entities, and local organizations. Potential or existing partners include, but is not limited to:

- BNSF Railway
- City Utilities
- Community Improvement District
- Downtown Springfield Association
- Drury University
- efactory
- Jordan Valley Innovation Center
- Missouri Department of Economic Development
- Missouri State University
- Ozark Greenways
- Ozarks Transportation Organization
- Small Business Development Center
- Springfield Area Chamber of Commerce
- Springfield Convention and Visitors Bureau

**COMMUNITY IMPROVEMENT DISTRICT**

The Downtown Springfield Community Improvement District (CID) has played a critical role in providing clean, safe, and friendly services for Downtown over the past 20 years. It is a political division of the State of Missouri that works to make Downtown a competitive, vibrant, and inviting place. Services include safety and security, image enhancement, maintenance, and parking management. It is funded by a one-half percent sales tax in the District, which was supported and renewed by residents in 2016 for another 15 years. The City should continue to support the CID and educate residents on the benefits of the CID when it is considered for renewal again in 2031.



Convention & Visitors Bureau



OZARKS TRANSPORTATION ORGANIZATION  
A METROPOLITAN PLANNING ORGANIZATION



Missouri Department of Economic Development



Springfield  
Area Chamber of Commerce





## CHAPTER 14

# COMMERCIAL STREET

### *In this chapter*

*Introduction*

*Discovery*

*Market Profile*

*Community Survey*

*Physical Conditions Assessment*

*Commercial Street Priorities & Goals*

*Land Development*

*Implementation*

The Commercial Street Plan is a component of the Forward SGF Comprehensive Plan and serves as a guide for the continued revitalization of one of Springfield's most iconic historic districts. The Plan establishes a community vision for a diverse, safe, and inviting mixed use area with a variety of entertainment options, restaurants, services, and retail venues, while providing a quality environment for residential living, both within the district and the surrounding neighborhoods. To create a single direction for Commercial Street, the plan provides a framework of specific recommendations and actions to help achieve the vision, acting as a unifying effort for district and city leaders alike. The plan will also guide public improvements while clearly defining the community's expectations regarding private investment and stewardship of the districts values, image, and overall commitment to the Springfield community.

PROGRESSIVE URBAN  
MANAGEMENT ASSOCIATES

**P.U.M.A.**





PHOTO COLLETTE STUDIOS



PHOTO: SPRINGFIELD CONVENTION & VISITORS BUREAU



## BACKGROUND

# INTRODUCTION

### PURPOSE

As part of the Forward SGF, the City of Springfield initiated and funded an updated plan for Commercial Street. Recognizing Commercial Street's unique position in Springfield as a cherished historic district and destination attraction for the entire city, the 2022 Commercial Street Plan builds upon the last comprehensive planning strategy that was prepared in 2006.

A great deal has changed in the Commercial Street Historic District in the past 15 years, and a new plan is needed to guide the district through the next 20-years. To assist the City and Commercial Street stakeholders in the completion of the Commercial Street Plan, Denver-based Progressive Urban Management Associates (P.U.M.A.) was engaged. P.U.M.A., a firm specializing in community planning and development, brought familiarity with Commercial Street, having worked on past planning efforts in Springfield's center city area. The Commercial Street Plan, while conducted in a separate independent process, is an integrated, contributing element of the overall Forward SGF Comprehensive Plan.

**An executive Summary for the Commercial Street Plan can be found in the Forward SGF Appendix.**

### HISTORY OF THE STREET

Commercial Street is a six block, lineal National Register Historic District that once served as the commercial center for the City of North Springfield and later for north Springfield after Springfield and North Springfield merged in 1887. Commercial Street was a vibrant commercial center into the 1970s but declined along with downtown due to changing local and nationwide economic forces. Business activity slowly declined until the early 2000s, when a slow revival began. Since then, over the last 20 years, the district has methodically revitalized itself, building by building and business by business. Dilapidated structures were rehabbed and revived, with a focus on residential lofts initially, then secondarily, through a revival of empty street-level commercial spaces. It has transformed into an eclectic and unique dining, shopping, and artisan destination for the greater Springfield region.

Over the last 40+ years, there have been a range of significant planning efforts that the City of Springfield has undertaken on behalf of the Commercial Street Historic District. These historic planning efforts include:

- 1978: Established Commercial Street Local Historic District
- 1982: Commercial Street Historic District Development Plan and Design Guidelines
- 1983: Established Commercial Street National Register Historic District
- 1998: Center City Plan Element –Vision 20/20 Comprehensive Plan
- 2006: Commercial Street Historic District Strategy for Success
- 2006: Commercial Street Revitalization Strategy
- 2008: Commercial Street Tax Increment Financing (TIF) Plan and redevelopment area
- 2009: Creation of the Commercial Street Community Improvement District (CID)
- 2009: 365-day Administrative delay on permits, demolitions and zoning amendments in addition to the creation of a Commercial Street Task Force
- 2010: Creation and rezoning of 53.5 acres to COM-1 and COM-2 Zoning Districts
- 2018: Great Places designation by the American Planning Association
- 2019: Renewal of the Commercial Street CID
- 2020: Revised Commercial Street Historic District Design Guidelines.

### The 2006 STRATEGY FOR SUCCESS PLAN: THEN & NOW

Commercial Street is in a very different condition than it was in 2006, during the last planning effort. As the 2006 plan noted of conditions at the time, “Regardless of the cause, business activity has slowly declined to the present and may be at a low point with the recent closing of the 23-year-old Nellie Dunn’s antique and collectible store.” It continued, “Business opportunity is currently very poor...there are only 27 first floor businesses (32% occupancy rate), many struggling as did Nellie Dunn’s. In other words: *Commercial Street currently lacks relevance in the regional economy.*”

This is no longer the case, as will be discussed in more detail in the following section. Many properties have been redeveloped, and businesses opened over the last 15 years. Commercial Street now has a varied mix of local restaurants, bars, retailers, services, and other unique uses. Businesses with a citywide following are now being drawn to Commercial Street. In sum, Commercial Street no longer *lacks relevance in the regional economy.* The timing is right for a new long-range planning exercise for a new and improved Commercial Street.

### COMMERCIAL STREET FUNDING MECHANISMS

**Commercial Street Community Improvement District (CID):** A Community Improvement District (CID) is defined as a non-profit corporation or a separate political subdivision of the state that may be created for the purpose of issuing bonds, levying taxes, and applying special assessments to finance public improvements, public services, and blight removal within a defined area. The Commercial Street Community Improvement District (CID) was established in 2009 (and in 2019 was renewed for another 15 years). The CID is responsible for maintaining the public spaces inside the district’s bounds and Commercial Street’s CID provides landscaping and maintenance, snow and ice removal, advertising and street banners, waste removal, event support, and seasonal decor. The Commercial Street CID operates with funds generated solely through a supplemental CID sales tax (3/8% as of June 2019) that was voted into effect by registered voters in the CID district. The CID is governed by a board of seven businesses, property owners and or registered voters residing within the District as appointed by the Mayor.

### Tax Increment Financing (TIF) District:

Tax Increment Financing (TIF) provides for the redirection of the incremental increase in sales and property tax revenue resulting from a redevelopment project to be used for approved project-related costs, infrastructure, and capital improvements. The Commercial Street TIF was established by City Council in 2008. TIF revenues can only be used to finance public improvement projects identified in the corresponding Redevelopment Plan.

Projects funded by the TIF to-date (in full or partial) include the following:

- Frisco Lane purchase, resurfacing and added parking spaces
- Alleyways and parking lot enhancements
- Commercial Street Façade Loan Program (funds allocated; one loan approved to-date)
- Entryway signage (funds allocated but not spent to-date; public input in process)

Other projects that were identified for TIF funding, but were eventually funded by other means include:

- Streetscape enhancements
- Commercial loans to support small businesses
- Commercial Club building renovation
- Footbridge Plaza enhancements
- Public art installations
- Bike racks, pedestrian-scale decorative lighting, trash receptacles, and landscaping

## COMMERCIAL STREET ORGANIZATIONS

In addition to the City and the two funding mechanisms identified above, there are other organizations also working towards Commercial Street's continued improvement and evolution. These are briefly introduced to the right:

### Commercial Club:

Commercial Club has been representing the Commercial Street community and supporting community efforts for over a century. It is a civic organization made up of residents, property and business owners, and others who live, work, and play in the Historic District. Membership is open to anyone. Commercial Club is a 501(c)4, non-profit organization, led by a volunteer board. Members pay annual dues to support the club. Dues along with other donations are used to fund district advertising, assisting with community projects, and special events. The club fundraises for, installs, maintains and promotes Public Art Projects like the recent two alleyway mosaic installations, the Commercial Street City Market, and any related City Market special events. Commercial Club wrote CDBG grants for corner treatments, the origins of Commercial Street's streetscape. Other projects include construction of the Market Pavilion and Market co-op booth in collaboration with Hammons School of Architecture, and 4 visioning projects with Drury.

### Commercial Street Merchants Association:

The Commercial Street Merchants Association is dedicated to providing networking, business support and assistance to enhance the environment for visitors to the historic district. The merchants group meets weekly and reviews challenges to the business environment and implements several street events each year. There are no formal membership requirements and all are welcome to participate with the primary emphasis on assisting businesses by responding to their needs. Events organized by the merchants include the neighborhood Halloween walk, Pet Stroll, Shop Small Weekend, Commercial Street Summer, Mardi Gras, Social Media Workshops and Window Decorations. The group was recently incorporated as a formal association and is the second oldest group on Commercial Street having started in 2006.

## STUDY AREA

The plan study area is loosely bound by three districts depicted on the map below – the TIF District, CID, and Historic District. The plan primarily focuses on the Commercial Street corridor from Douglas Avenue on the west to Clay Avenue on the east. The study area, given the plan's focus on bigger-picture strategy rather than specific physical elements, doesn't have hard edges, and areas beyond the boundaries are taken into consideration.

## PLANNING PROCESS

To help guide planners through the process, a Commercial Street Plan Advisory Committee was formed. The Advisory Committee was convened four times throughout the process to provide feedback and direction related to proposed plan content. The Advisory Committee consisted of 13 members, with diversity by business type and geography along the street.

The planning process began with a multifaceted "Discovery" phase. This included the following pieces:

### 1. Commercial Street Stakeholder Outreach:

This step aimed to engage a variety of Commercial Street stakeholders, including business owners, property owners, district advocates, residents, and City of Springfield representatives. This outreach consisted primarily of one-on-one interviews, held virtually due to COVID-19 considerations. Additionally, each Commercial Street organization – CID, Commercial Club, and Merchants Association – was engaged via group meetings of their boards/members.

### 2. Market Profile:

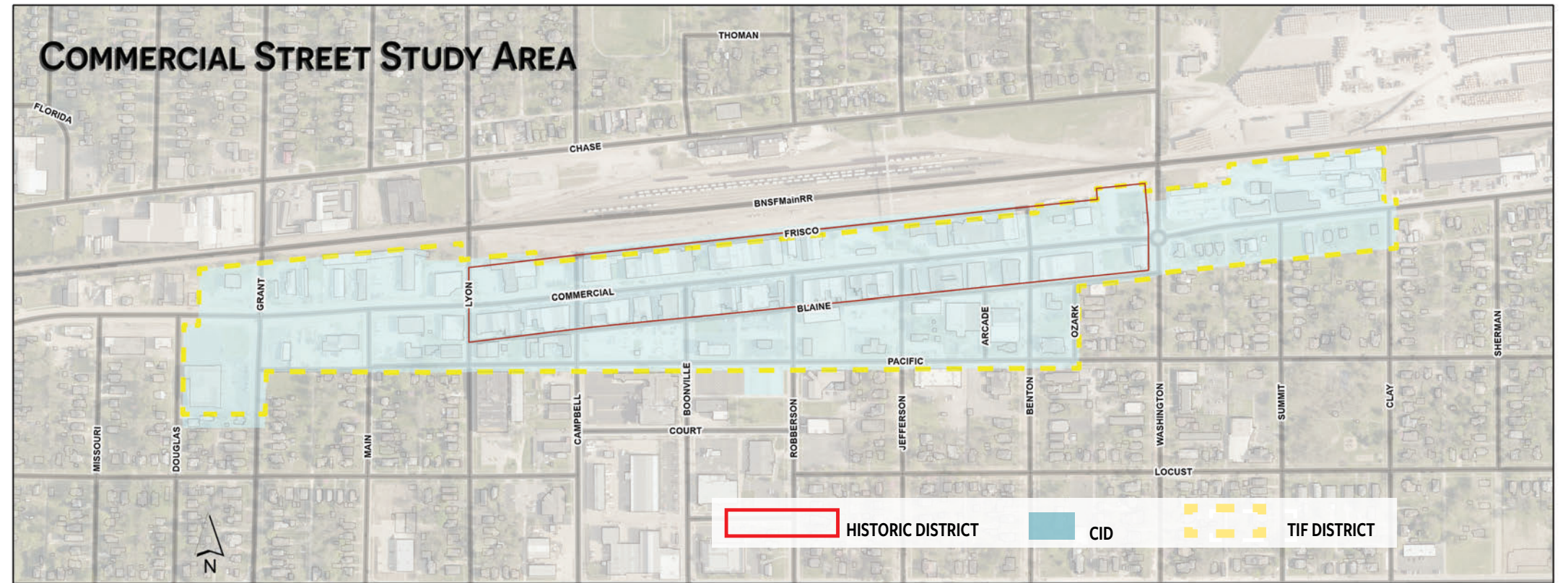
Concurrently, a market profile was completed to help inform the plan. The market profile compiled data from various sources to help identify opportunities and challenges for Commercial Street, now and in the future. The market

profile also takes a dive into data for Commercial Street's "in-place" market which consists of the five surrounding neighborhoods that are adjacent to the district, including Midtown, Weller, Grant Beach, Woodland Heights, and Robberson.

### 3. Community Survey:

Lastly, an online survey was administered as part of the discovery process. The survey was open to the public with the goal of gathering information from a broad audience about their experience and desires for Commercial Street. In total collected 691 responses, representing a strong cross-section of the Springfield community.

Following completion of the Discovery phase, the consultant team prepared a draft plan with findings from the initial work, plus recommendations for Commercial Street priorities and goals, as well as a delivery system to help with the plan's implementation. This draft was vetted with both the City and Advisory Committee prior to being finalized.



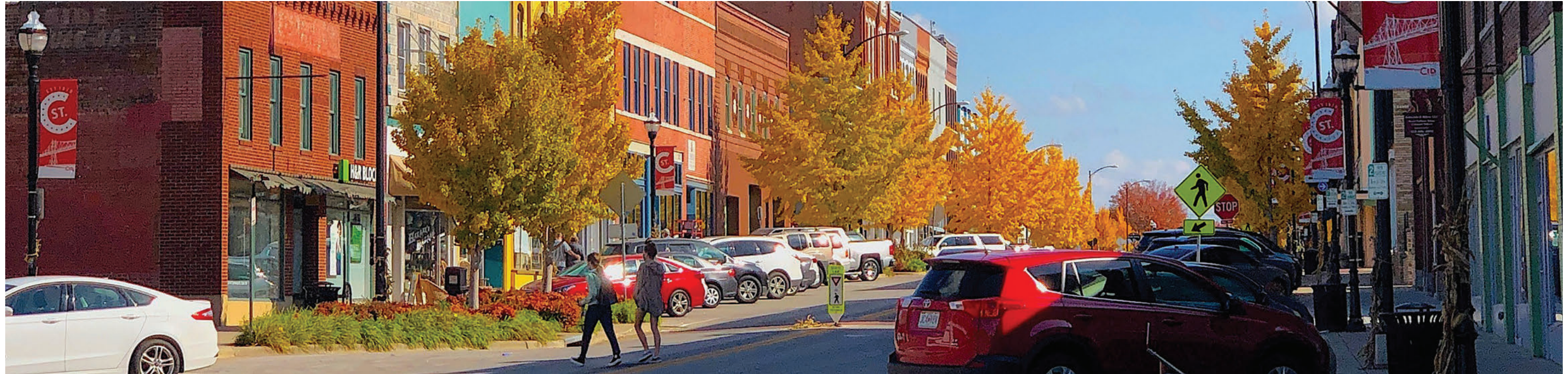


PHOTO COLLETTE STUDIOS

## COMMERCIAL STREET STAKEHOLDERS DISCOVERY

### WHAT WE HEARD

*Interviews were held with more than 20 Commercial Street stakeholders between September and October 2020. The following are key themes from this stakeholder outreach*

**A unique destination within Springfield and the region:** Commercial Street is a true Springfield gem – a place with a unique, local, artistic and bohemian vibe that has developed into a regional and tourist attraction. It is viewed as one of the most welcoming, walkable, and diverse, parts of the city thanks to its mix of businesses on the street. It has an eclectic restaurant scene that has become a dining destination for locals and visitors alike.

While there may be other districts with some similar qualities (e.g., Cherry-Pickwick district), there aren't many other areas in the region competing with what

Commercial Street offers. Business owners pride themselves on having a unique vibe that differentiates Commercial Street from other dining, shopping, and entertainment districts around Springfield.

**Acknowledgement and appreciation for the transformation that's happened over the last 15 years:** While progress has been considered slow at times by some, there is also acknowledgement that the methodical nature of the street's evolution has served it well in maintaining its unique and historic sense of place. Efforts by Commercial Street volunteers to manage landscape improvements and maintenance, hold district events, update historic district guidelines, and advertise and fundraise to "save the footbridge," have had a notable, incremental impact over time while respecting the traditional development pattern, historic buildings, and cultural resources. A tightknit community of businesses has also been

cultivated; one that's supportive and complementary of each other, and one with a strong commitment to the street and its future.

**The Jefferson Avenue Footbridge:** This is arguably the top priority for stakeholders. This 118-year-old bridge was closed in 2016 due to safety concerns related to structural integrity of the structure. There is strong desire to get rehabilitation of the bridge completed and reopen as soon as possible. The Footbridge is a huge draw and visitor attraction, a differentiator for the district, and a critical access point for neighborhoods and residents to the north of Commercial Street. Reopening the Footbridge also has the potential to create further synergy with the Moon City Creative District that lies just north of the bridge.

**Parking, and the experience of arriving in the district, are perceived as problems:** Commercial Street is a long, narrow district and people in Springfield don't like to walk far to get to their destination. For the most part, parking lots in the district don't feel or look safe, and are under-lit and underutilized at times. Furthermore, most visitors arrive on Commercial Street from the south. This experience is less than ideal. In addition to problematic parking lots, the backs of buildings themselves are not all set up to create a welcoming, well-lit environment for people arriving in the district.

**In addition to the above, there were other commonly cited desired improvements identified by stakeholders:**

- Pedestrian-scale lighting everywhere – the parking lots, the alleys, on the street itself
- Missouri Hotel reactivation and reuse of other remaining vacant properties
- Wayfinding from other parts of town, and gateways into the district
- Need to continue to grow the number of people who live on, and directly adjacent to, the street
- The murals and alley projects are a good start, but there's more opportunity to create memorable moments and experiences along the street.

**Multiple organizations/funding sources that have a role on Commercial Street:** including Commercial Club, the Merchants Association, the CID, and the City/TIF. All play a unique and important role, and on a general level, they informally coordinate efforts. There are several individuals that are involved in all three Commercial Street groups. However, there is also a view that there could be improved coordination between them and occasionally they communicate mixed messages to the City. Importantly, a new generation of businesses and entrepreneurs have come to the street and there's desire to figure out how best to engage them. Some things could move faster and more efficiently, with better alignment and a more unified voice.

# MARKET PROFILE

## WHAT WE LEARNED

*An assessment of market conditions was completed in November 2020 to help inform the Commercial Street planning process. The full Market Profile can be found in the appendix with key takeaways below. Throughout the profile data is primarily provided for two different geographies – the Commercial Street study area, and a larger in-place market area.*

The In-Place Market Area is made up of the five neighborhoods that are adjacent to the Historic Commercial Street corridor: Midtown, Weller, Grant Beach, Woodland Heights, and Robberson. An in-place market boundary is used to better understand Commercial Street's potential as a neighborhood serving corridor, in addition to being a regional attraction.

## COMMERCIAL STREET CONCLUSIONS

**The dynamics of development on Commercial Street are expected to change and evolve.** Over the last 20 years, those who purchased properties and invested in buildings on Commercial Street did so because they loved the historic building stock and there were affordable, beautiful buildings ripe for redevelopment. This was perfect for the small scale, aspiring entrepreneurs, small business owners, and artists who were able to take advantage of this opportunity. During interviews, several stakeholders referenced that they weren't initially considering Commercial Street and didn't realize they wanted to locate there, but the building and/or price was just too good to pass up. The dynamic of purchases and developments are now changing – as can be seen with some of the larger property acquisitions of late

and proposed (re)developments on the table. Commercial Street has caught the eye of more well-capitalized developers and businesses, and for good reason. This is allowing for a greater ambition in project type and complexity but also something Commercial Street is not used to. The “low-hanging fruit” properties have all mostly been snatched up, and property values have risen, making it less accessible for the type of investor that the street attracted 10-20 years ago.

### **The physical framework of Commercial Street has shifted since the last plan.**

The 2006 Plan for Commercial Street referred to three separate sub-districts – central, east and west. The construct now can be more accurately framed as core vs. edges. The core has expanded since 2006 – from Lyon to Jefferson. This area is largely activated, has received streetscape enhancements, and has a strong mix of relatively densely packed uses. Simply, this is what most people visualize when they hear “historic Commercial Street.” The edges are less filled in with active uses, have less historic character with more industrial uses remaining, and are less active pedestrian environments. However, these are likely the areas with the most potential and where the most change is expected over the next 10-20 years.

**Commercial Street's artisan manufacturing and maker ethos.** Many things are made along Commercial Street's historic core, from chocolate and beer, to mountain bike components, art, and furniture, to name a few. Clean, smaller in scale, and often with a storefront component, artisan manufacturing naturally and seamlessly fits into shopping and entertainment districts. Phenix Marble Company is an example of a newer project that builds on this identity along Commercial Street. The maker ethos can be a larger part of Commercial Street's identity going forward. The Moon City Creative District, just across the railroad tracks, shares this philosophy

as well, creating an opportunity for stronger connection between the two districts going forward.

Traditional manufacturing isn't expected to disappear from the district either, as long as the railroad remains active. As the real estate and business data discussed earlier in the report shows, industrial use remains a significant part of the district's footprint. There may be opportunities to connect with some of the area's larger, more traditional industrial uses in new and creative ways as well.

### **Displacement is expected to become a concern for small, independent businesses.**

While not a problem yet, this is expected to be an increasing challenge over the plan's 20-year horizon. Rents haven't increased much over the last decade, but there are signs this could change. Market sales prices and assessed values of property have been steadily rising, and vacancy rates are next to zero on Commercial Street. Fortunately, many of the small businesses in the district own their own building – this is perhaps largest factor in preventing displacement. Furthering building ownership, along with other measures to proactively prevent displacement, should be encouraged.

### **Creating more residents immediately on, and adjacent to, Commercial Street will provide multiple benefits.**

The in-place market is a worthwhile market (discussed in more detail below), but much of it is not a truly captive market, that lives and breathes Commercial Street day in, day out. This is a key next step in Commercial Street's evolution. More residents directly along the corridor will further activate the district, putting additional eyes and feet on the street day and night, and bringing spending power to support businesses and services. New housing of varied price points and unit types should be encouraged to provide an environment that attracts culturally-mixed

demographics. Reopening of the Jefferson Avenue Footbridge is also critical here – to reestablish connection to the residential base immediately north of the district.

## IN-PLACE MARKET IMPLICATIONS

### **The power of the in-place workforce as a market for Commercial Street businesses and events.**

There are a large number of workers in the in-place market; over 25,000 according to Esri estimates. This includes major economic anchors from universities to public offices, not to mention all of the downtown employees that work just outside the in-place area's boundaries. Given the industries present, many of these workers likely have significant disposable income, and are coming from all over the region to their workplace near Commercial Street. This is a strong market for Commercial Street businesses to connect to, for workday lunch, after-work happy hours, dinners,

etc. Indirectly, as stronger connections are established, these workers may be more likely to bring their family or friends to the district outside of work and on weekends. There may also be opportunity for businesses along Commercial Street to take themselves to these anchors, via services such as catering and the like.

### **Opportunity to serve residents within the in-place market, both current and future.**

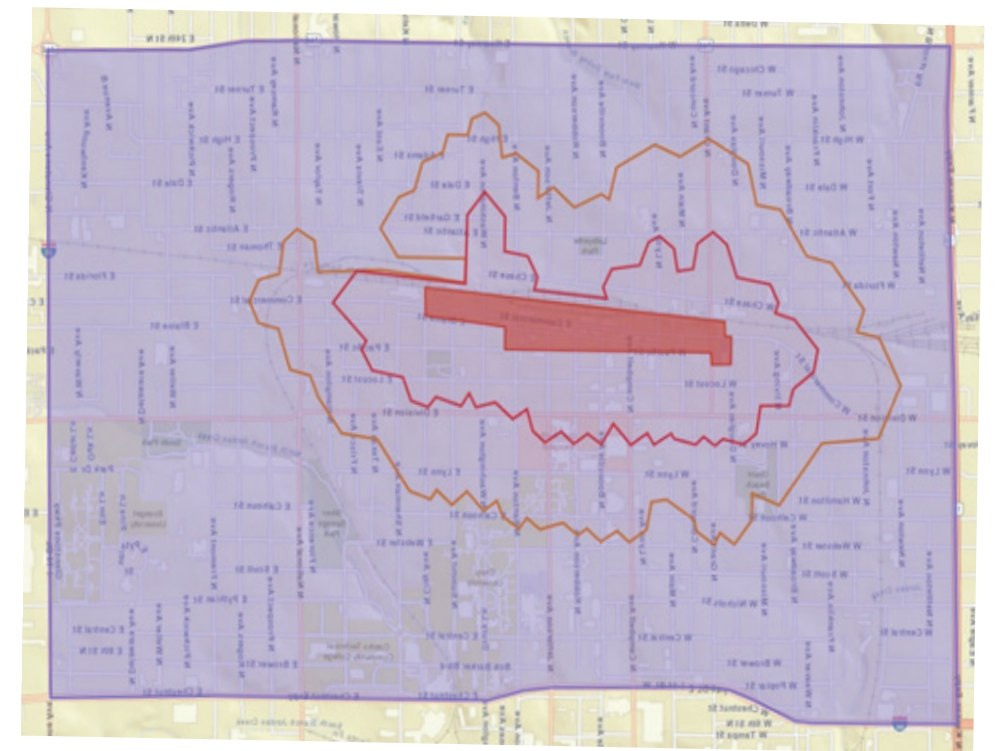
The in-place market is one that has been hollowed out and disenfranchised over generations, but is expected to evolve and experience growth over the next decade. Moving forward, the in-place market has potential as a strong “starter” neighborhood, offering affordable homes for those looking to buy their first home and those starting families. If this does become a growing trend, Commercial Street can be a key attraction for these prospective new residents.

Also, as the district is currently constructed, the edges of Commercial Street (as discussed earlier) help to serve the immediate neighborhoods. Uses such as the Price Cutter grocery store and Sonic Drive-In restaurant may not fit neatly into what historic Commercial Street values and how it sees itself, but it is worth considering that these businesses attract and appeal to many of those who currently reside in the in-place market.

Lastly, it is not just the businesses and what they offer that can appeal to current and future residents. Events and programming are also a key piece of this puzzle. Commercial Street should make sure it continues to be a welcoming and diverse community through its programming, from regular offerings like the Commercial Street City Market to one-off street festivals.



*The map illustrates the general study area (red), five-minute and ten-minute walkshed from the CID (red and orange outlines), and the in-place market (purple). The walksheds are included for illustrative purposes, offering context and scale.*



# COMMUNITY SURVEY

## WHAT WE HEARD

To gather broad input beyond one-on-one interviews and group meetings, an online survey was developed and open to the public. The survey asked questions about both current conditions (Commercial Street “today”) and future aspirations (Commercial Street “tomorrow”). A full survey summary can be found in the appendix.

## COMMERCIAL STREET TODAY

Prior to the pandemic, 7% of respondents spent time on Commercial Street every day. A majority (53%) spent time on Commercial Street “once a week or more” or “a couple times a month.” By a very wide margin, restaurants, bars, and coffee shops most often brought respondents to Commercial Street prior to the pandemic (86%). Secondly, other popular answers included the Commercial Street City Market, shopping and art galleries, and events and festivals.

Once we’re past the pandemic, 37% of respondents expect to visit Commercial Street more often than they did prior. (Only 3% expect to visit less.) When isolating results for the northside’s 65803 zip code, the results were even more promising: 50% of 65803 respondents anticipate visiting Commercial Street more after the pandemic than they did prior.

Overall, features of Commercial Street were rated positively, predominately receiving ratings of “very good” or “good.” The highest rated feature was “the overall aesthetic and vibe,” while safety, variety of merchants, and parking had more mixed perceptions.

71% of respondents recognize and refer to Commercial Street as “C-Street” while 33% consider Commercial Street to be a part of Springfield’s Downtown.

## COMMERCIAL STREET TOMORROW

The six most common words used to describe respondents’ vision for Commercial Street in the year 2030, in order, were **vibrant, historic, safe, diverse, fun, and eclectic**. The word cloud at the right represents the words respondents used most frequently to describe their vision for Commercial Street in the future, with size indicating how frequently it was used.

When asked to rate the importance of various actions that contribute to the experience on Commercial Street, a majority of respondents rated most of the actions provided as “very important.” These include:

1. Redevelop and repurpose vacant lots and buildings (78% rated “very important”)
2. Maintain the historic character (73%)
3. Maintain the “Main Street” feel of locally-owned, independent businesses (70%)
4. Ensure Commercial Street is diverse and welcoming to all (68%)
5. Focus on improving conditions in the adjoining neighborhoods (64%)
6. Grow Commercial Street as a hub of art and culture (53%)
7. More restaurants and retail (50%)



WordItOut

When asked to choose the ONE action (from a list of eleven) that will be most important to achieve their vision, the top choices were:

1. **Redevelop and repurpose vacant lots and buildings**
2. **Focus on improving condition in the adjoining neighborhoods**
3. **Maintain the “Main Street” feel of locally-owned, independent businesses**
4. **Ensure Commercial Street is diverse and welcoming to all**

Respondents were asked to rate the importance of various public improvements that would support Commercial Street. On the whole, these actions are viewed as less important than the “experience” actions discussed in the prior two bullet points. That said, the highest rated public improvements were:

1. Provide financial incentives for existing and new small businesses on Commercial Street (47% rated “very important”)
2. Rehabilitate and reopen the Jefferson Avenue Footbridge (46%)
3. Improve connectivity and wayfinding from other parts of the city, including downtown (46%)

When asked to choose ONE public improvement (from a list of nine) that will be most important, a clear top-two stood out:

1. **Provide financial incentives for existing and new small businesses**
2. **Open the Jefferson Avenue Footbridge**

Respondents were also given the chance to provide additional ideas for improvements to Commercial Street in an open-ended format. Ideas and common themes amongst responses included:

- Outdoor space enhancements – dog park, gathering space/park, small event space/amphitheater, kid-friendly, more public outdoor seating, etc.
- Improved (perception of) safety – many called for some form of an on-the-street safety or ambassador presence
- Mitigation of, and better support for, the homeless population
- Improved entryways and gateways
- More dependable and coordinated hours for businesses
- Decorative lighting – over the street, at intersections, at gateways, holiday-themed, etc

For detailed charts and tables of results, see the full survey summary, found in the Appendix.

# PHYSICAL CONDITIONS ASSESSMENT

## WHAT WE SAW

*For such a compact district, conditions vary widely within the plan study area. While site visits to the district were limited by the COVID-19 pandemic, below are takeaways from a high-level overview of the physical conditions within the study area.*

The **historic architecture** is impactful. The formal Historic District extends six blocks from Washington to Lyon. As the newly created Historic District Design Guidelines note, "This six-block section is the only place in Springfield where a concentration of historic Victorian-era commercial buildings exist." While the Historic District runs these full six blocks, the areas that are most impactful are the block faces with contiguous, uninterrupted historic structures, mostly concentrated in the stretch between Jefferson and Campbell.

**Streetscape enhancements** over the last decade have transformed the feel on the street. The planters and landscaping, trees, mid-block crosswalks, and bike racks have all been good additions. That said, there is room for continued improvement. Some parts of the core and the edges of Commercial Street have not received streetscape improvements (not to mention side and parallel streets), making for a much less comfortable walking environment. There is also opportunity for continued enhancement in the core, such as widening sidewalks, refinishing crosswalks (and intersection stamps), enhancing landscaping, adding benches and lighting, for example.

There are **stark differences in current conditions** from Commercial Street's core to its edges. The CID and TIF (and therefore, the plan's study area) consist of stretches of Commercial Street to the east and west that bear little resemblance to the historic core. This can be jarring and disorienting to visitors less familiar with

the area. In contrast to the photos shown to the right, these edges are characterized by large surface parking or vacant lots, extended curb cuts, wide traffic lanes, and underutilized parcels. The edges are also missing public infrastructure elements that exist in the core such as trees and landscaping, crosswalks, lighting, etc. However, these areas are also indicative of the potential for continued growth, development, and infill in the study area as a whole. These edges are where the greatest potential for transformation exists over the next 20 years, through both public and private investment.

Despite the great amount of progress over the last 15 years, there are still a number of **vacant and undeveloped parcels** throughout the study area. These include undeveloped lots (some more maintained than others), private surface parking lots, and vacant historic buildings. All can be considered opportunity sites for infill and redevelopment over the next 20 years. Further, several of the undeveloped lots are well-positioned for use as some form of a public outdoor amenity (e.g., pocket park, dog park, playground, etc.).

**Blaine Street** is an opportunity for both public and private enhancements. Blaine Street, running the whole length of the district, parallel to Commercial Street to the south, is a unique and prominent feature of the study area. It is a street (one-way) that functions and looks more like an alley. Running along several public parking lots to the south, it is also many people's first and last impression of the district as they arrive and depart. It has inadequate lighting and streetscaping, and it carries many of the corridor's utilities which effect the visual appeal of the street and impact what can be done for improvements. Lastly, some buildings have created rear entrances or beautification along Blaine, which illustrate the potential of turning this into a welcoming asset for the Commercial Street district.



EXAMPLES OF INTACT HISTORIC STRUCTURES

PHOTO: COLLETTE STUDIOS



STREETScape ENHANCEMENTS



EXAMPLE OF VACANT AND UNDERDEVELOPED PARCELS



BLAINE STREET

# COMMERCIAL STREET PRIORITIES & GOALS

Building on the Discovery work compiled in the prior chapter, this chapter looks forward to the next 20 years on Commercial Street. Without being too prescriptive, it establishes a broad framework and roadmap for Commercial Street's continued evolution, improvement, and relevance in the regional economy.

## GUIDING PRINCIPLES & VISION

Commercial Street has entered a new phase of its evolution, as noted throughout the prior chapter. At the time of the 2006 plan, a place that was characterized by its many dilapidated historic buildings, Commercial Street is now an active dining, shopping, arts, and events district. It has grown into a destination for a steadily increasing mix of Springfield residents, in addition to becoming a more popular attraction for out-of-town visitors. Entering the next phase, over the next two decades, these trends are expected to accelerate.

The following Guiding Principles are intended to guide Commercial Street and its stakeholders into and through this next phase. They are underlying values that were demonstrated throughout this plan's engagement process, and they are embedded within the more specific priorities and goals that follow.

### COMMERCIAL STREET WILL:

- Remain diverse and welcoming to all
- Offer varied and memorable experiences
- Build on its historic architecture and connections to rail heritage
- Continue to evolve into a regional destination for all of Springfield and its visitors
- Strengthen connections with its surrounding neighborhoods, both physically and economically
- Work effectively and collaboratively with the City towards common goals for the street

## PRIORITIES & GOALS

Transformative Priority Projects are identified in GREEN. These are physical and specific projects that were indicated as priorities during outreach, and have the potential to positively transform Commercial Street.

### GOAL 1: Guide the growth of, and investment into, a thriving mixed-use district

- 1.1. Cultivate an eclectic, thriving mix of local businesses within the district**
  - Establish more dependable, consistent, and coordinated hours for district merchants.
  - Prevent involuntary displacement by supporting small independent businesses, and ensure that 'small' and 'local' can continue to flourish on Commercial Street.
  - Encourage activated ground floor uses within the Historic District along Commercial Street.
  - Better communicate package of incentives and resources available to small businesses; including not just City resources, but also State, Federal, and other unique opportunities.
  - Regularly evaluate opportunities for new programs, resources, and incentives for small businesses.
- 1.2. Bring more residents to the Street and its surroundings.**
  - Utilize upper floors of existing buildings along Commercial Street for residential use.
  - Convert underutilized buildings in the district to residences, where appropriate, maintaining core retail/commercial uses on ground floors of the Historic District.
  - Develop new housing on vacant lots in and surrounding the district, where appropriate, maintaining core retail/commercial uses on ground floors of the Historic District.
- 1.3. Bring additional workers to the Street and its surroundings.**
  - As an alternative to housing, utilize upper floors of existing buildings for office use.
  - Utilize ground floors, where appropriate, for office use.
  - Evaluate the need, and identify potential sites, for coworking and/or shared works pace within the district.
- 1.4. Create a more cohesive Commercial Street; prioritizing context-sensitive infill within the district, prior to expanding outwards.**
- 1.5. Ensure existing redevelopment tools and processes are easy to understand by property owners.**
- 1.6. Redevelop and reactivate the Missouri Hotel and its surrounding block of properties.**
- 1.7. Maintain inventory of all vacant buildings and lots within the district. Conduct outreach to property owners to understand future plans. Connect owners to prospective developers and purchasers as needed.**
- 1.8. Identify new ways to encourage redevelopment of vacant parcels.**

### GOAL 2: create a comfortable environment for people, full of memorable experiences

- 2.1. Complete streetscape enhancements throughout the district, including extensions to the east and west, and along north-south corridors connecting to Commercial Street.**
- 2.2. Incorporate more public art and promote walking tours into the district.**
- 2.3. Continue to work with the BNSF Railroad to obtain a section of the open space at the north entrance to the Footbridge for a development of a pocket park.**
- 2.4. Ensure the entire district is well-lit. Incorporate more lighting, both functional and decorative.**
- 2.5. Refurbish or redesign the artistic street stamps at intersections along Commercial Street.**
- 2.6. Identify underutilized sites appropriate or temporary tactical activations to enliven the space. (See the inspirational precedent images in the Appendix for tactical pop up ideas.)**
- 2.7. Create more outdoor seating, both for public use and for use by businesses to seat their patrons. Seating options include public benches along sidewalks, plaza and courtyard seating areas, and sidewalk bistro seating for businesses both along Commercial Street and wrapped around onto side streets.**
- 2.8. Evaluate opportunities for widened sidewalks – to create a more comfortable pedestrian environment and create the space needed to introduce more outdoor seating. Utilize tactical, temporary pop-ups to experiment with new designs and layouts. (See the inspirational precedent images in the appendix for temporary installation and widened sidewalk concepts.)**
- 2.9. Create a functional outdoor, activated greenspace on Commercial Street. Possibilities that stakeholders expressed desire for include a pocket park, neighborhood dog park, and/or children's playground.**
- 2.10. Complete Blaine Street enhancements to transform it into a district asset and comfortable pedestrian environment. Various improvements, below, should be evaluated and implemented. (See the inspirational precedent images in the Appendix to generate further ideas for what is possible on Blaine.)**
  - Regrade and repave
  - Bury utility lines
  - Enhance facades on buildings fronting Blaine
  - Create more entryways and seating areas for businesses along Blaine
  - Incorporate pedestrian-oriented lighting
  - Incorporate additional public art along Blaine
  - Consider changing the name of Blaine Street to "Blaine Lane"
- 2.11. Complete alleyway enhancements to all alleyways throughout the district that connect to Commercial Street. Evaluate new ways to further activate enhanced alleyways. (See the inspirational precedent images in the appendix for alleyway ideas on design and activation.)**

### GOAL 3: Improve physical connectivity and access to and from Commercial Street district

- 3.1. **Rehabilitate and reopen the Jefferson Avenue Footbridge.**
- 3.2. Refurbish crosswalks throughout the Commercial Street corridor. Consider enhanced, unique graphics for crosswalk designs. Incorporate crosswalk enhancements with plans for intersection stamp improvements.
- 3.3. **Complete enhancements to all public surface parking lots throughout the district to ensure they are well-designed, lit, maintained, and offer a comfortable experience for visitors.**
- 3.4. **Create Historic Commercial Street Gateways at key access points to the district.**
- 3.5. Install wayfinding to Commercial Street from key points in Springfield.
- 3.6. Evaluate the conversion of Campbell Avenue and Jefferson Avenue from one-way to two-way streets, so that all north-south connectors to Commercial Street are two-way, in coordination with citywide transportation planning efforts.
- 3.7. **Implement the Boonville Corridor Plan, and important connections between Commercial Street Government Plaza, and Downtown Springfield.**
- 3.8. Establish stronger physical connections to the nearby anchor employers—namely, Cox North, Drury University, Ozark Technical Community College, Evangel University, and City and County offices.

### GOAL 4: Build on Commercial Street's maker ethos and strength in artisan manufacturing district

- 4.1. Encourage additional artisan manufacturing uses
- 4.2. Ensure land use codes allow for flexible maker spaces and artisan manufacturing uses throughout the district. The City should consider reducing or waiving fees for businesses falling in these categories.
- 4.3. Build the maker ethos into the district's various marketing campaigns.
- 4.4. Create further economic and programmatic connections with the Moon City Creative District.
- 4.5. Evaluate potential partnerships with Ozarks Technical Community College and Drury University, and opportunities to tie training programs to Commercial Street maker and manufacturing initiatives.
- 4.6. **Create a shared making/creating space for community use. Identify properties in the district appropriate for this use. There are various potential themes for a shared making space, including but not limited to woodworking, 3D printing, shared kitchen and food/drink production, arts/crafts, media, etc.**

See case studies, to the right, on The Loop in Columbia, MO and Knoxville's efforts to build its maker community.

### GOAL 5: Cultivate events, programming & marketing that bring people to Commercial Street and build the district's identity

- 5.1. **Continue to grow the Commercial Street City Market, and utilize the market space as a place for additional events. As feasible, consider expansion of the Market to year-round, longer hours, additional days, or special "night" markets.**
- 5.2. Encourage events that welcome residents of surrounding neighborhoods, and invite the community to be event makers and programmers on Commercial Street.
- 5.3. Create and facilitate events and programming designed to attract the in-place workforce in surrounding neighborhoods, such as happy hour promotions, after-work activities, and other specials.
- 5.4. Create and facilitate new events tied to Commercial Street's differentiators and unique assets, namely the maker ethos of the district.
- 5.5. Maintain an up-to-date website and active social media presence.
- 5.6. Strengthen Commercial Street's identity and brand through physical cues, such as:
  - Banners
  - Streetscaping
  - Crosswalks and intersection stamps
  - Gateways
  - Wayfinding signage within district (so that all signage references Commercial Street, not downtown)



PHOTO: THEMAKERCITY.ORG



PHOTO: SPRINGFIELD CONVENTION & VISITORS BUREAU

Artisan manufacturers and maker spaces are a natural fit in districts like Commercial Street.

## MAKER AND ARTISAN MANUFACTURING BASED ECONOMIC DEVELOPMENT

The **Loop District in Columbia, MO**, predominately driven by the Loop CID, has reoriented much of their economic development strategy into creating a thriving DIY, maker district. They've received several grants for this work, from an Etsy Maker City grant to a grant from the EDA and Smart Growth America. These grants helped to fund a *Small-Scale Manufacturing Plan* for the district, designed to revitalize their economy by attracting local makers and artisans to the street. They have several bricks-and-mortar and programmatic initiatives to help further their maker economy. These include:

- A Shared Kitchen – a mission-driven space, focused on reducing barriers facing food startups, particularly for women and minority entrepreneurs.
- A Makerspace – being developed by the local community college, but a space that will be open to public use. Maker amenities will include 3D printing, woodworking space, large textile and quilting space, etc.
- A Media Center – a public access media center focused on film, podcasting, video streaming, and music; that will also offer classes and workshops.

There is much that can be learned from The Loop's progress, and there are many similarities between the Loop and Commercial Street – Missouri communities, non-downtowns within a mile of the city center, CID-based districts, etc.

For more information, visit The Loop's website: <https://theloopcomo.com/learn/>.

**Knoxville, TN** offers another example of the power of maker-based economic development. The city as a whole has branded itself "The Maker City," and as they put it, "we help makers make an independent living doing what they love." While not for a specific district such as Commercial Street, there are still lessons to be learned and inspiration to be drawn from Knoxville's work. The initiative is more than a branding effort. Led by a Maker Council, initiatives include creating new collaborative partnerships, programming, and connecting makers to opportunities and resources. There are regular meetups and lunch-and-learns, as well as a larger, Annual Maker Summit. There is a dedicated website, with a comprehensive online directory designed to connect to consumers. The Council also works closely with the City to address government policies and regulatory issues that impact maker businesses.

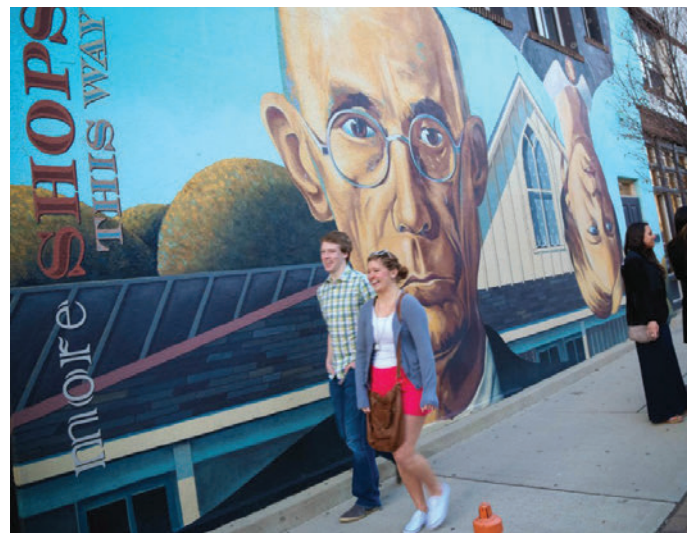
For more information, visit <http://themakercity.org/>.



Historic districts across the country have transformed themselves into unique and vibrant shopping, dining, and arts destinations, in similar ways to Commercial Street in Springfield. As this plan is implemented, it's helpful for Commercial Street stakeholders to have examples to look towards – to learn from the journey and transformation of other districts.



PHOTO: WWW.VISITLONGMONT.ORG



PHOTOS: WWW.SHORTNORTH.ORG

## EXAMPLES AND LESSONS FROM COMPARABLE DISTRICTS

**University City Loop, St. Louis:** A linear, historic district located along Delmar Avenue near the Washington University campus. The Loop offers varied shops, restaurants, art galleries, live music venues, and more. There has been an arts and music theme to the growth and redevelopment of the area. In particular, its **streetscaping** and **diverse business mix** can offer ideas for Commercial Street. It's also a district that's been willing to integrate new-build and density (to varying degrees of success) into its historic fabric.

For more information: <https://universitycityloop.com/> (Additionally, while not in the U City Loop, a newly established "Delmar Maker District" is also being developed just down the street.)

**Crossroads Arts District, Kansas City:** Another nearby example of an urban district that has methodically and successfully transformed itself with an **arts-centric approach**. While it is now a bustling mixed-use district, the arts has remained central to its identity. The district has operated a tax abatement program that helped artists stay in the area despite rising property costs. It has also organically grown its **organizational capacity**, led by the Crossroads Community Association, that now includes a *Clean + Safe Graffiti Removal Program* that works in adjunct with a small Security Patrol.

For more information: <https://kccrossroads.org/>

**Downtown Longmont, Colorado:** A linear-oriented, historic small downtown that has been officially designated as a Creative District. Downtown Longmont has a **very similar physical construct to Commercial Street's** – a main street corridor, with alley-like streets running behind buildings (like Blaine Street), parking lots located behind the main street, and small mid-block "breezeways" connecting to the main street. Over the last decade, Downtown Longmont has transformed this infrastructure via its **Alleyway & Breezeway Project**. Before, the alleys existed as utilitarian corridors with overhead electric lines, visible trash receptacles and access for delivery vehicles. The breezeways had overhead structures and landscaping that hindered gathering. These areas create an inadvertent barrier for customers and visitors. The project addressed drainage issues, utilities, alley pavement, trash enclosures, and created a sense of place and identity for Downtown. The parking lots were also upgraded through the process. Businesses were also incentivized to improve their back entrances during the project through a grant program that reimbursed 25% of their improvement costs.

For more information: <https://www.downtownlongmont.com/initiatives/development-projects>

**Short North Arts District, Columbus, Ohio:** A well-established, mixed use district that has revitalized a historic street of High Street north of downtown. This is an example of a district with **strong organizational capacity** and a well-capitalized improvement district. It's led by the Short North Alliance, a non-profit organization that provides several services including events, communications, and two **on-the-street ambassadors**. It is also known for its identifying feature – **decorative lighted archways** that cross above the street throughout the district.

For more information: <https://shortnorth.org/>



## COMMERCIAL STREET

# LAND USE & DEVELOPMENT

### GROWTH & NEIGHBORHOOD INTEGRATION

*The Forward SGF planning process looks at the city's geography from a number of perspectives. One of the more significant purposes of Forward SGF is to guide future land use and development in all areas of the city, including neighborhoods, commercial corridors, and mixed-use districts like Commercial Street.*

Forward SGF utilizes a place-based approach to planning and development that focuses on defining what mix of uses function together to collectively establish an identifiable and memorable place rather than strictly focusing on land use on individual parcels.

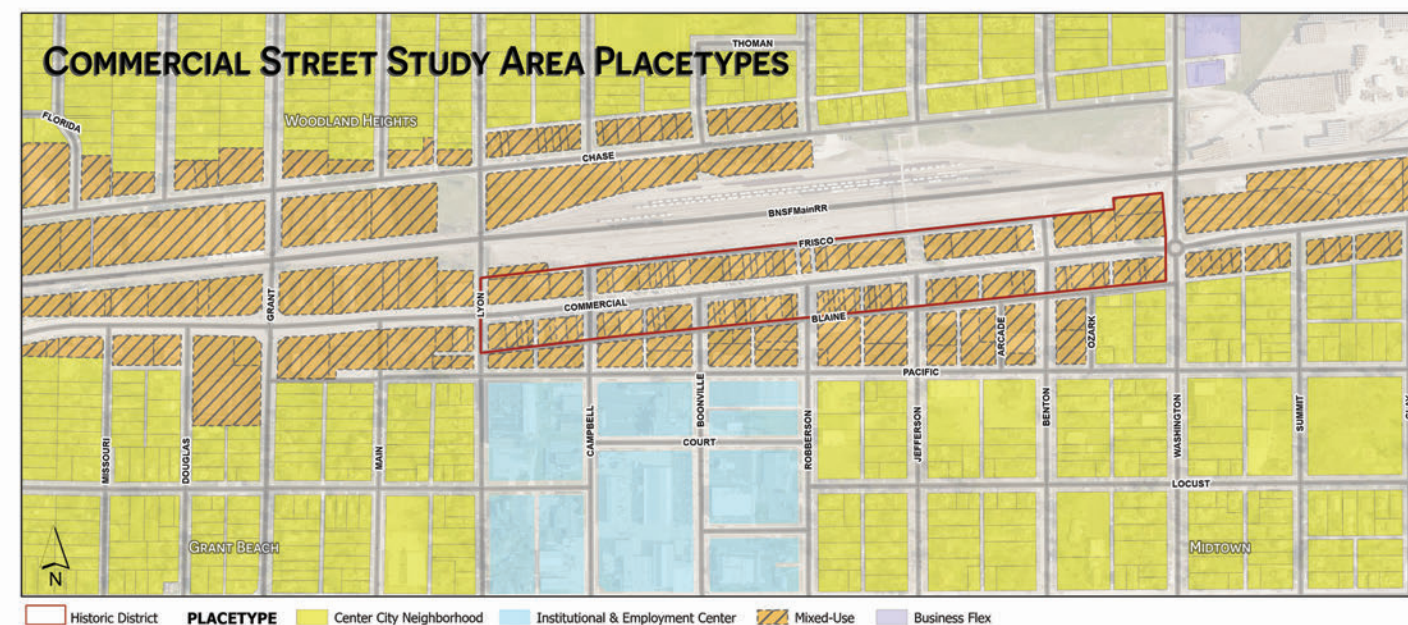
Commercial Street is designated as a Mixed Use placetype and is probably the city's best example of a successful and thriving

mixed-use district. Mixed use placetypes function as small-scale activity centers where a predominate land use pattern is not present. These placetypes provide a diverse mix of residential, shopping, services, maker spaces, entertainment, and dining options, often in the same building or in separate buildings and sites located adjacent to each other. Mixed use districts are ideally located at key cross-roads or in historic business areas where the buildings and businesses have access to a strong local customer base and benefit from a strong relationship to the street and pedestrian activity. The Mixed Use placetype accommodates the vision outlined in the Commercial Street Plan, providing the support for continued historic preservation and continued growth of the district on the east and west ends.

Commercial Street is located between several historic Springfield neighborhoods, each with a distinctive identity that is representative of its individual history, leadership, and housing mix. The Grant Beach, Midtown, and Woodland Heights neighborhoods are each designated as

a Center City Residential Neighborhood placetype. This neighborhood placetype is highly compatible with Mixed Use placetypes and districts like Commercial Street because of the concentration of homes and walkable neighborhood character and form. The Comprehensive Plan and Commercial Street Plan recognize the importance of revitalizing and preserving neighborhoods and provide guidance for transitional areas and edges where neighborhoods and special districts like Commercial Street converge. Forward SGF outlines practical applications that support these areas of transition and recommends a one-to-two-block zone on either side of both placetype boundaries to transition from one placetype to another. Zoning and design standards appropriate for each placetype should be developed to support redevelopment strategies on the edges of Commercial Street including neighborhood scale commercial and diverse housing types and densities.

In addition to the Residential Neighborhood placetypes, Commercial Street is highly influenced by the Boonville Avenue



corridor, which is strategically important as it connects Springfield's Downtown to Commercial Street. The Boonville Corridor is designated as an Institutional and Employment Center placetype. This placetype is characterized as being a local hub comprised of significant destinations, institutions, and major employment centers.

The map above illustrates the boundaries for each placetype as well as the edges and converging zones, where building types and uses transition.

Along with the plan for Commercial Street, Forward SGF includes an area plan specific to Downtown and a subarea plan for the Boonville Avenue Corridor. Both plans focus

on public improvements and strengthening the multi-modal and quality of place connections between Commercial Street and Downtown. The subarea plan for the Boonville Avenue Corridor communicates anticipated public improvements and implementation of planning strategies that will benefit the growing needs of the large landholders along the corridor.



# IMPLEMENTATION

*The following Implementation recommendations provide guidance for both the various organizations involved in Commercial Street's well-being and ways to grow revenue that can be dedicated to Commercial Street improvements*

## ORGANIZATIONAL RECOMMENDATIONS

*The overarching goal of organizational recommendations below is to **streamline and improve efficiency when it comes to collaborative efforts to grow and improve Commercial Street.***

**1. Existing Organizations:** The three existing organizations on Commercial Street (the CID, Commercial Club, and the Merchants Association) all play unique and important roles on the street. These should remain in place, in their current form.

**2. New Resources for the CID:**

The CID needs additional resources to help manage it going forward. The CID's current reliance on volunteer management is unsustainable and limits the ability for the organization to take on new and more ambitious projects and programs. Either part-time or contract staff is recommended. This will help transition the CID from a volunteer-based, undercapitalized organization into a more professional, well-funded CID that is in line with best practices both in Missouri and nationally. This will also take pressure off volunteers that will allow them to better focus on their role as board members and/or in the other Commercial Street organizations.

Several revisions to the CID bylaws are recommended, listed below. Several of these recommended changes would require amendment to the CID petition by City Council.

- Add implementation of the Commercial Street 2021 Plan to list of CID purposes in Article II
- In Article III, increase the size of the board of directors from seven (7) to "up to nine (9)"
- Provide more definition on board member requirements, including geographic representation (i.e., at least one member representing interests west of Lyon and at least one member representing interests east of Washington) and state intention that board members will represent a variety of land use types (i.e., retail, restaurant, light industrial or maker, resident, etc.)
- Add seat(s) to the board of directors to ensure representation from key civic partners, namely the City of Springfield.

- Add to the board nominating process a step that the nominating committee shall distribute a notice to seek board director interest from all eligible members (i.e., property owners, tenant businesses, and residents) in advance of developing a slate of directors for board and Mayor consideration.
- 3. Coordinating Council:** A Coordinating Council is recommended to streamline and improve efficiency amongst the three organizations working on Commercial Street and the City. The Coordinating Council could also act as "the Keeper of the Commercial Street Plan", monitoring its progress and implementation. It is suggested that the Council remain relatively small, meet on a quarterly basis, and include approximately five to seven members – one seat each for the CID, Commercial Club, and Merchants Association; and the remaining seats to Commercial Street

stakeholders at-large, appointed by the City Manager. The Council members should have strong distribution and mix when it comes to Commercial Street geography and land use. A City representative would also be heavily involved in the Coordinating Council, as discussed in the following recommendation. The primary benefit of a Coordinating Council is to streamline the process with the City of Springfield. Currently, there are too many individual lines of communication when it comes to collaboration between the City and Commercial Street entities. This can lead to miscommunication, misunderstanding, and general inefficiencies. A Coordinating Council establishes a better structure for the City of Springfield, creating a one-stop-shop for communication and coordination.

**4. City Point-of-Contact:** To further streamline efficiencies, Commercial Street should have a designated City staff point-of-contact. This person should hold a 'position of influence' within City government. Functionally, this point-of-contact would be a liaison to the Coordinating Council, participating in Council meetings/communications and also attend CID board meetings. It is recommended that the designated City point-of-contact be from the Economic Development Office to provide coordination and leverage with tax increment financing (TIF) policies and expenditures.



PHOTO: SPRINGFIELD CONVENTION & VISITORS BUREAU

## RESOURCES & REVENUE RECOMMENDATIONS

To implement the various recommendations put forth in this plan, additional resources are needed. The overarching goal of the recommendations below is to (create new revenue and update existing resources to create new spending power on Commercial Street.)

**1. Additional CID Revenue:** The Commercial Street CID operates with funds generated primarily through a supplemental sales tax of 3/8%, as of June 2019. In a normal year, this sales tax generates roughly \$50,000 annually. Historically, this money has been used predominately for landscaping, advertising, and the Commercial Street website. This total is inadequate for what stakeholders want to accomplish on Commercial Street.

It is recommended that a secondary assessment based on real property be added to the CID, to at least double its revenue. There are several reasons to consider this. As it stands now, the CID is underfunded and therefore, under-resourced. As discussed in the prior section, it is currently a volunteer-driven organization. In order to fund part-time or contract staff, additional revenue is needed. This new assessment would allow for hiring CID staff.

Second, as currently constructed the CID is reliant on sales tax. This creates a system in which some district properties do not contribute to the CID at all. There are multiple properties in the district that pay nothing into the CID because they're not generating sales tax, but still benefit from CID efforts such as landscaping, etc. Nearly all CIDs nationally (including the Downtown Springfield CID) have a revenue source based on property characteristics such as assessed value or square footage. This is generally considered best-practice nationally.

Third, this change will diversify the CID's revenue, sheltering it from the ups and downs, and uncertainty, of our economy. Nothing is more indicative of this

challenge than the COVID-19 pandemic that was in full effect while this plan was being created. If CID revenue pulls from both sales tax and also property characteristics, then the organization is more likely to be somewhat sheltered from a devastating economic impact like this pandemic, which has decimated sales in restaurants, bars, and retail.

Finally, given that the TIF is less than a decade from expiring, Commercial Street needs to start thinking about resources and operations post-TIF. The CID is a natural fit for taking over some of these improvements. In fact, it aligns nicely with the evolution of Commercial Street itself – TIFs are generally used to jumpstart redevelopment and revitalization, while CIDs are utilized as districts become more mature and self-sustaining.

There are three options to consider for creating this new revenue – creating a special assessment based on building square footage, creating a special assessment based on building and lot square footage, or an additional property tax component. Estimated assessment rates are provided below for each of these scenarios, to generate two possible revenue amounts (\$50,000 and \$75,000). 2020 data was used for these calculations.

- Building square footage assessment:** The total commercial building square footage in the district is 771,811 square feet. To generate \$50,000, the rate is estimated to be 0.06 per square foot. To generate \$75,000, the rate is estimated to be 0.10 per squarefoot.
- Building + Lot square footage assessment:** The total commercial lot square footage in the district is 1,266,289 square feet. Therefore, there's 2,038,100 square feet of building plus lot space. To generate \$50,000, the rate is estimated to be 0.02 per square foot of building and lot. To generate \$75,000, the rate is estimated to be 0.04 per square foot of building and lot.
- A special assessment based on property tax:** In 2020, the total assessed value within the CID was \$6,917,600. To generate \$50,000 via a property tax component, the rate is estimated to be 0.72% (or 0.72 per \$100 of assessed value). To generate \$75,000, the rate is estimated to be 1.08% (or 1.08 per \$100 of assessed value). See table below.

- In-Lieu Contribution from the City of Springfield:** Another benefit of creating a new assessment component based on property characteristics, is that it establishes rationale for a City contribution into the CID based on its ownership of property within the district. As of 2020 data, there are six parcels in the CID that are owned by the City of Springfield. While City properties are not assessed, there is precedent that the City would make a voluntary in-lieu contribution, as is done in the Downtown CID, as well as most CIDs nationally. If a square footage special assessment is created, City parcels have values for these factors. The City owns 18,769 building square feet and 98,881 lot square feet.
- Small Business Support:** Small businesses in the district are in need of support, both in the near- and longer-term. In the near-term, there is need for direct support to help small businesses survive the COVID-19 pandemic and its economic impacts.

In the longer-term, as noted in prior chapters of the plan, it is anticipated that market dynamics and property values will continue to improve over the next 20 years, and therefore, there will be increased displacement pressures on small businesses. The City already offers a strong range of financial incentive programs available to businesses on Commercial Street. Incentives should continue to be oriented towards small business support. Existing program should regularly be evaluated for efficacy and possible improvements as market conditions evolve. These incentives are outlined on the following page:

Assessment Methods	\$50,000 Additional Revenue	\$75,000 Additional Revenue
Building Square Feet	0.065 per foot	0.097 per foot
Building + Lot Square Feet:	0.025 per foot	0.037 per foot
Assessed Value	0.0072 per \$1 (of assessed value)	0.0108 per \$1 (of assessed value)

Given the economic hardship and impact of the pandemic, it is recommended that any new property-based assessment not be started until 2022 or later – once we are past COVID-19's public health impacts and moving back to normal conditions along Commercial Street. In addition, updating the CID would require extensive stakeholder outreach and legal expenses – assistance from the City will be required.

- **Commercial Loan Program:** The City of Springfield has operated a Commercial Loan Program since 1984, capitalized by the federal Community Development Block Grant program. The program is currently funded through revolving loan income. There are two loan programs

- **Business Development Loan Program:** The Business Development Loan Program is designed to provide financial assistance for small business concerns and non-profit organizations to expand employment opportunities, stimulate private investment and eliminate slum and blight conditions in selected areas of the community, including Commercial Street.

- **Business Incentive/Micro Enterprise Loan Program:** The purpose of the Micro-enterprise Loan Program / Business Incentive Loan Program is to facilitate economic development through the establishment, stabilization, and expansion of micro-enterprises and small businesses.

- Additional details on these programs can be found here: <https://www.springfieldmo.gov/660/Commercial-Loan-Program>.

- **Commercial Street Façade Loan Program:** A relatively new program, the TIF funds a low-interest loan program to improve aesthetics of private property along Blaine Street within the TIF's boundaries.

- **Restore SGF:** This new effort, while not tied to small businesses specifically, is important to Commercial Street and its adjoining neighborhoods. Restore SGF is a collaborative effort to boost home ownership, and enhance, restore, and rehabilitate homes in Springfield's "heritage" neighborhoods. This includes Commercial Street and its surroundings. As a part of this effort, several incentives and assistance programs are available, including home buyer assistance programs, homeowner emergency loan programs, rental development programs, etc. Additional details on Restore SGF can be found on its [website: https://www.restoresgf.com/](https://www.restoresgf.com/).

- **Brownfields Program:** The Brownfields Program works to assess, clean up, and facilitate the redevelopment/reuse of potentially contaminated properties known as "brownfields" within the City of Springfield. The program provides incentives for qualifying properties, including free Phase I and Phase II environmental assessments, cleanup planning, technical assistance, and low-to-no interest loans and subgrants for site remediation. Several Commercial Street properties have participated in this program.

**4. Prioritization for the Use of TIF:** Established in 2008, the TIF is roughly a decade from sunset. Over the next decade, it will have the revenue to provide significant funding for priority projects within the district. Only Public Improvement Projects identified in the Redevelopment Plan may be funded with TIF revenues. If amendments are made to the list of eligible projects, the TIF would have to go through a formal amendment process. Due to the expenses and time associated with this process, it is recommended that the City not go through the amendment process. Instead, this plan should be used to help set priorities for allocating the remainder of TIF money over the next decade. Many of the goals detailed in Chapter 3 fall within the current TIF list, provided below:

- Frisco Lane (pave, add 60 parking spaces, landscaping and fencing)
- Streetscapes
- Refurbish Parking Lots
- Business Loan/Grant Program
- Public Restrooms
- Acquire Blighted parking Lots (willing seller)
- Renovate Commercial Club Building
- Blaine Street Improvements
- Public Art
- Acquire Blighted Buildings (willing seller)
- Footbridge Plaza Improvements (stage, lighting, landscaping, sound system, etc.)
- Public Radio Station
- Improve Alleyways

- Planters
- Gateways/Entryways (3)
- Directional Signage
- Park Benches (10)
- Cab Stands (4)

Goals from this plan that should be prioritized for TIF spending – and that fit within the approved projects list above – include:

- Streetscape improvements – including crosswalks, intersection stamps, planters, outdoor seating, and functional/decorative lighting
- Blaine Street improvements – including repaving/grading, burying utilities, lighting, and other beautifications
- Refurbished Parking Lots
- Gateways to the district
- Acquisition of blighted properties that would help further transformative projects discussed in Chapter 3 (i.e., for future use as a park/functional greenspace, or shared making/creating space)

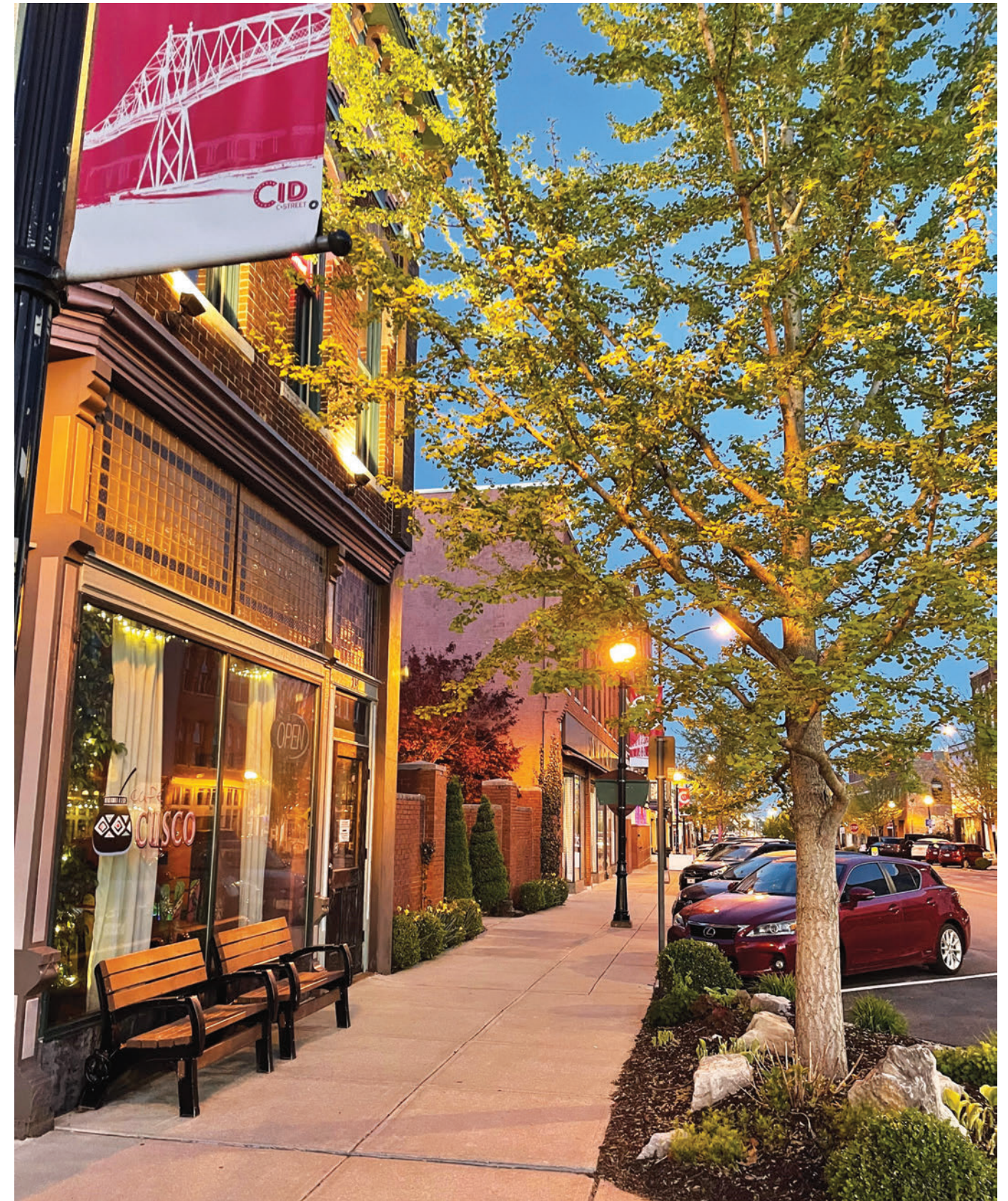




PHOTO: SPRINGFIELD CONVENTION & VISITORS BUREAU

## BENCHMARKS FOR SUCCESS

*The following benchmark metrics are suggested to evaluate progress over the course of the plan's implementation. The following benchmarks are proposed, organized by priority area defined in Chapter 3: Commercial Street Priorities and Goals. Metrics are intended to be simple, intuitive, and relatively easy to track. The CID should lead the effort to track benchmarks, and would be an important responsibility of the proposed CID staff (as discussed earlier in this chapter). Some benchmark tracking will require coordination and cooperation with the City. The CID should determine which benchmarks are feasible and most cost-effective, and how often to report on this data to its board and other Commercial Street stakeholders.*

### Guide the growth of, and investment into, a thriving mixed-use district

- Number of district businesses
- Number of district residents
- Number of district employees
- Percent of businesses that are local independent
- Percent of vacant properties/square footage
- Pedestrian counts during various times, days, seasons

### Create a comfortable environment for people, full of memorable experiences

- Number of outdoor seats, public and business use
- Percentage of block faces with streetscape improvements
- Percentage of block faces with pedestrian-oriented lighting
- Number of public art installations
- Well maintained landscaping

### Improve physical connectivity and access to and from Commercial Street

- Parking utilization rates
- Percentage of parking lots improved/refurbished
- Percentage of alleyways improved/refurbished

### Build on Commercial Street's maker ethos and strength in artisan manufacturing

- Number of artisan/small-scale manufacturing businesses
- Number of artisan/small-scale manufacturing employees
- Number of events/programs supporting this theme

### Cultivate events, programming & marketing that bring people to Commercial Street and build the district's identity

- Number of Commercial Street public events/festivals
- Special event attendance/number of visitors
- Number of Commercial Street identity/brand markers throughout district
- Website statistics, social media activity/followers, newsletter recipients





Photo Credit: Springfield, MO Convention & Visitors Bureau

## CHAPTER 15

# IMPLEMENTATION

### *In this chapter*

- Next Steps*
- Regional Planning and Partnerships*
- Potential Funding Sources*
- Integrating Land Use, Placetypes, and Zoning*
- Implementing through Regulation*
- Implementation Action Plan*

To realize the community's vision for the future of Springfield, the City must take a proactive role in implementing the recommendations, strategies, and policies of the *Forward SGF Comprehensive Plan*. With the planning process complete, the City has entered into a longer process of facilitating change and growth over the next 20 years. This will require active cooperation of elected and appointed officials, City staff, partner organizations, the local business community, property owners, developers, and residents. This chapter details implementation strategies the City should utilize to implement the central recommendations and policies of the plan. The guiding principle of Quality of Place and defined goals and strategies of the Comprehensive Plan should act as a foundation for decision making and be regularly consulted to ensure future projects are in line with the community's overarching vision.



## NEXT STEPS

The following actions and strategies establish the “next steps” to be taken after the adoption of the *Forward SGF Comprehensive Plan*. They will provide for the effective application of the Plan and continued community planning and investment, and ensure the Plan remains reflective of community needs and aspirations. They include:

- Reference the Comprehensive Plan on a regular basis to guide City policies and decision-making.
- Review and update the Land Development Code and other development controls to reflect policies presented in the *Forward SGF Comprehensive Plan*.
- Update and incorporate the Capital Improvement Plan (CIP) with Plan recommendations for CIP infrastructure improvements.
- Regularly review and update the Plan to reflect current conditions and shifts in community priorities.
- Promote cooperation and participation among various agencies, organizations, community groups, and individuals.
- Establish meaningful partnerships with internal and external organizations and agencies.
- Explore possible funding sources and implementation techniques.

## REFERENCE THE PLAN REGULARLY

The *Forward SGF Comprehensive Plan* should be referenced regularly as the official policy guide for planning decisions made by City staff, Planning and Zoning Commission, Board of Adjustment, and City Council. It should be used as a primary resource to assist with policy formation, prospective projects, legislative and quasi-judicial development proposals, and planning initiatives, ensuring that future decisions are in line with the City's set goals for growth and development. Further, service providers and partner organizations should be encouraged to use the Plan when considering new development, facilities, infrastructure updates, and programming within their parameters. The Plan should be used to:

- Evaluate and shape policies and regulations.
- Work with partner agencies and service providers.
- Review and evaluate development proposals.
- Prioritize public expenditures.
- Encourage private sector investment.
- Coordinate new facilities, infrastructure, and programming.
- Inform and guide the development of corridor, district, and neighborhood plans.

## CONTINUE PLANNING

The Plan establishes a guiding framework for the City as a whole but cannot address every issue facing the city and cannot provide guidance for every parcel, neighborhood, or corridor. The Plan identifies numerous geographic areas and specialized subject matters that will require additional study to implement City-wide policy recommendations. Future planning work and more targeted studies such as neighborhood plans or subarea master plans, should be added over time. Those future plans will become part of this all-encompassing Comprehensive Plan that will ultimately span multiple years and address numerous geographic areas.

Forward SGF outlines several key corridors where master plans and access management should be developed in **Chapter 9: Transportation and Mobility** Chapter. Corridor master plans can and should contemplate future land use and design of private property along with improvements to public property.

## UPDATE THE LAND DEVELOPMENT CODE

While the *Forward SGF Comprehensive Plan* articulates a vision for the Springfield community, the City's development regulations are one of the primary tools that can be used to implement Plan recommendations and make the vision a reality. Following the adoption of *Forward SGF*, the City should perform a comprehensive review and update of its Land Development Code to establish regulations that support the desired type of development and goals of the Comprehensive Plan. This may include changes to building setback, parking lot orientation, sign standards, landscaping requirements, density, use standards, and

designated zoning districts, with a focus on providing public realm improvements to improve interaction between development and the surrounding area. Proactive, strict enforcement of the Land Development Code will be key when new development occurs, or when existing structures that do not meet the updated code are improved, to ensure Springfield grows in a manner that is in line with the community's expectations for community character and quality of place. More detailed discussion of needed code updates is provided at the end of this chapter.

### Form a Design Review Commission

The City should consider forming a Design Review Commission with advisory authority to assist City staff with the enforcement of design standards and the evaluation of development proposals. The Design Review Commission could be charged with assessing whether development meets or exceeds the City's standards to champion high quality of place.

The aim would be to draw unique, iconic development that sets Springfield apart from other communities and ensures the City remains competitive in the region.

The City could also work with the Design Review Commission when assessing amendments to the Land Development Code and design standards, as well as establishing design standards for specific priority areas. Priority areas could include historic districts, Downtown, neighborhood commercial hubs, corridor improvements, and industrial districts. The Design Review Commission should be flexible and understanding of the community's needs as a whole, creating a balance between public and private interests.

## ALIGN WITH CAPITAL IMPROVEMENT PLAN (CIP)

It is important that the implementation of the *Forward SGF Comprehensive Plan* is coordinated with the City's financial resources and capital planning. This will help ensure future capital investments successfully address both short- and long-term objectives of the Plan and are strategically budgeted and prioritized. CIP projects include improvements for the maintenance of City assets such as roadways, sidewalks, multi-use paths, stormwater maintenance, public art, as well as other improvements requiring capital expenditures relating to public infrastructure.

The City should review and integrate the *Forward SGF Comprehensive Plan* into the capital improvement process, including the City's annual budgeting process and during updates to the CIP. This will help assess funding needs and plan for potential sources, ensuring completion of desired improvements in a prioritized manner over the life of the Plan.

## REGULAR UPDATES

The *Forward SGF Comprehensive Plan* is not a static document, and it is intended to evolve with shifts in trends, issues, and opportunities. If community attitudes change or new challenges arise which are beyond the scope of the current Plan, the Plan should be revised and updated accordingly. Although a proposal to amend the Plan can be brought forth by petition or resolution at any time, the City should systematically review the Plan annually and evaluate updating every five to seven years.

Ideally, the review and preparation of the Plan's annual action agenda should coincide with the preparation of the City's budget and CIP. In this manner, recommendations or changes relating to capital improvements or other programs can be considered as part of the commitments for the upcoming fiscal year. Routine examination of the Plan will help ensure that the planning program remains relevant to community needs and goals.

## LOCAL & REGIONAL COLLABORATION

To ensure the success of the *Forward SGF Comprehensive Plan's* implementation, there must be strong leadership from the City and coordination with other regional agencies, neighboring communities, community groups and organizations, the local business community, the private sector, and other key stakeholders. As many of the recommendations included within the Plan pertain to issues extending past City limits, such as trail systems or roadway connectivity, regional cooperation will be key in addressing them.

## PARTNERS

Springfield already has a wide variety of partnerships, which should be maintained in the future. Possibilities for new partnerships with organizations and agencies should be identified by the City to aid implementation. This could include neighboring municipalities, regional and state agencies, neighborhood groups, the local business community, and other groups with a vested interest in Springfield.

Partners in plan implementation include, but are not limited to:

### GENERAL PARTNERS

- City of Springfield Departments
- City Utilities
- Community Foundation of the Ozarks
- Construction and design groups
- The American Institute of Architects
- American Society of Heating, Refrigeration, and Air-Conditioning Engineers
- Missouri Society of Professional Engineers
- Springfield Contractors Association
- Central States Industrial
- Greater Springfield Board of Realtors
- Prosper Springfield
- Leadership Springfield
- Springfield-Greene County
- Surrounding Communities (Willard, Republic, Battlefield, Ash Grove, Fair Grove, Walnut Grove, Rogersville, Strafford, Ozark, Nixa, Branson, Eureka Springs, and Bentonville)

## HOUSING AND NEIGHBORHOODS

- Community Development Corporation
- Community Partnership of the Ozarks Housing Collaborative
- Gathering Friends for the Homeless
- Habitat for Humanity
- Homeowner Associations
- Housing Authority of Springfield
- Neighborhood Advisory Council
- Neighborhood Associations
- Ozarks Alliance to End Homelessness
- Springfield Affordable Housing Center
- Springfield Apartment and Housing Association
- Springfield Community Land Trust
- Springfield Community Gardens
- U.S. Department of Housing and Urban Development

## TRANSPORTATION AND TRANSIT

- American Trucking Association (ATA)
- Amtrak
- BNSF Railway
- Greene County Highway Department
- Greyhound
- Jefferson Lines
- Let's Go Smart: Transportation Collaborative
- Missouri and Northern Arkansas Railroad
- Missouri Department of Transportation
- Ozark Greenways, Inc.
- Ozarks Transportation Organization
- Springfield-Branson National Airport
- U.S. Department of Transportation

## ECONOMIC DEVELOPMENT

- Association of Information Technology Professionals
- Community Improvement Districts
- Downtown Council of Champions
- Downtown Springfield Association
- e-factory
- Greater Ozarks Centers for Advanced Professional Studies
- Jordan Valley Innovation Center
- Major employers and retailers
- Minorities in Business
- Missouri Association of Manufacturers
- Missouri Department of Economic Development
- Missouri Division of Tourism
- Missouri Enterprise
- Missouri Job Center - Ozark Region
- Missouri Partnership
- Missouri Procurement Technical Assistance Center
- Missouri State University Management Development Institute
- Multicultural Business Association
- Ozarks Technical Community College's Center for Advanced Manufacturing
- SCORE Southwest Missouri
- Small Business Development Center
- Southwest Missouri Restaurant Association
- Springfield Area Chamber of Commerce
- Springfield Convention and Visitors Bureau
- Springfield Creatives
- Springfield Hotel Lodging Association
- Springfield Regional Economic Partnership
- University of Missouri Extension Service

## HEALTH AND WELL-BEING

- Behavioral Crisis Center
- Burrell Behavioral Health
- CoxHealth
- Empower: Abilities
- Family Connects International
- Health Living Alliance Springfield
- Jordan Valley Health Center
- Mayor's Commission for Children
- Mercy Hospital
- Missouri Department of Health and Senior Services
- Missouri Department of Mental Health
- Show-Me Christian Youth Home
- Springfield-Greene County Health Department
- United Way of the Ozarks

## INFRASTRUCTURE AND COMMUNITY FACILITIES

- Greene County Sheriff's Office
- Higher education
- Missouri State University
- Drury University
- Evangel University
- Ozarks Technical Community College
- Ozark Headwaters Recycling and Materials and Management District
- Private schools
- Religious institutions and organizations
- Springfield Public Schools
- Springfield-Greene County Library District

## PARKS, GREENWAYS, AND NATURAL RESOURCES

- Friends of Garden
- Greater Ozarks Audubon
- Greater Springfield Community Sports Development Program
- International Mountain Biking Association
- James River Basin Partnership
- Lake Country Soccer/Cooper
- Missouri Department of Conservation
- Missouri Department of Natural Resources
- Missouri Environmental Education Association
- Missouri Off-Road Cyclists
- Missouri Sports Hall of Fame
- National Interscholastic Cycling Association
- Ozark Empire Fairgrounds and Event Center
- Ozark Greenways, Inc.
- Ozarks Clean Air Alliance
- Ozarks Water Watch
- Spokes BMX
- Springfield Community Gardens
- Springfield Sports Commission
- Springfield Youth Cycling Club
- Springfield-Greene County African-American Heritage Trail Initiative group
- Springfield-Greene County Park Board
- TrailSpring
- Tree City USA
- Watershed Conservation Corps
- Watershed Committee of the Ozarks
- Ozarks regional YMCA

## ARTS, CULTURE, AND HISTORIC PRESERVATION

- Discovery Center of Springfield
- Greene County Archives and Record Center
- Greene County Historic Sites Board
- The History Museum on the Square
- Missouri Arts Council
- Moon City Creative District
- Ozark Greenways, Inc.
- Sculpture Walk Springfield
- Springfield Art Museum
- Springfield Arts Collaborative
- Springfield Ballet
- Springfield Little Theatre
- Springfield Regional Arts Council
- Springfield Regional Opera
- State Historic Preservation Office

## POTENTIAL FUNDING SOURCES

The following is a list of potential funding sources that the City of Springfield should explore to support the implementation of the *Forward SGF Comprehensive Plan*. It is important to note that this is not a list of all available funding sources, and that each are subject to change over time. The City therefore should continue to research and monitor grants, funding agencies, and programs to identify deadlines, funding specifications, and new opportunities as they become available. The programs are organized by funding categories as follows:

### HOUSING & NEIGHBORHOOD REVITALIZATION

- Land Clearance for Redevelopment Authority under Chapter 99
- Industrial Development Bonds under Chapter 100
- Property Tax Abatement under Chapter 353
- Enhanced Enterprise Zone
- Property Tax Abatement
- State Tax Abatement
- Affordable Housing Assistance Program
- Federal HOME Program
- Missouri Housing Trust Fund
- Neighborhood Preservation Act
- Neighborhood Improvement District (NID)

### ECONOMIC DEVELOPMENT

- Tax Increment Financing (TIF)
- Community Improvement District (CID)
- Special Business District (SBD)
- Local Option Economic Development Sales Tax
- Façade & Site Improvements Programs
- Payment in Lieu of Taxes (PILOT)
- Microenterprise Loan Program/Business Incentive Loan Program
- Access and Infrastructure Agreement Sales Tax Rebate
- Downtown Preservation
- Business Development Loan Program
- Special Assessments
- Revolving Loan Fund

### PARKS, TRAILS & RECREATION

- Land and Water Conservation fund (LWCF)
- Recreational Trails Program (RTP)
- Outdoor Recreation Legacy Partnership Program (ORLP)

### TRANSPORTATION & INFRASTRUCTURE

- The Bipartisan Infrastructure Law
- Safe Streets and Roads for All Program
- Rebuilding American Infrastructure with Sustainability and Equity (RAISE) Discretionary Grant Program
- Federal Transit Administration Low and No Emission Bus Program
- Federal Transit Administration Bus Facilities Competitive Program
- Capital Investment Grants (CIG) Program
- Federal Aviation Administration (FAA) Terminal Program
- Strengthening Mobility and Revolutionizing Transportation (SMART) Program
- Reconnecting Communities Pilot Program
- Charging and Fueling Infrastructure Discretionary Grant Program
- National Infrastructure Project Assistance (MEGA) Program
- Infrastructure for Rebuilding America (INFRA) Program
- Transportation Development District (TDD)
- Surface Transportation Block Grant Program (STBGP)
- Missouri Byways Program
- Surface Transportation Program
- Missouri State Parks Bus Grant
- Safe Routes to Schools (SRTS)
- Congestion Mitigation & Air Quality (CMAQ) Improvement Program
- Great Streets Initiative

## INTEGRATING LAND USE, PLACETYPES, AND ZONING

The *Forward SGF* place-based approach to planning focuses on fostering quality of place with each placetype defining a desired mix of uses and design characteristics. With land use and placemaking aligned, zoning amendments can be put into place to ensure that the City's regulatory approach, supports and helps realize the aspirations of the community.

Each of the nine placetypes is made up of a collection of complementary land uses with varying development intensity that collectively create a "place." For instance, in the "Downtown" placetype, multifamily, retail and service, mixed use, entertainment, and office uses are allowed uses that combine to create the downtown "place." This section describes in more detail how various land use categories are distributed among the different place types and then outlines the strategy for revising the City's land development regulations and zoning map, based on the placemaking approach.

### PRIMARY LAND USES

Primary land uses are those that are most prominent and play a pivotal role in characterizing the placetype.

### SUPPORTING LAND USES

Supporting land uses are less prevalent and serve an ancillary function that complements the primary land use. For example, a Residential Neighborhood primarily consists of single-family detached homes; however, the neighborhood should also be supported by single-family attached housing as well as institutional uses, parks, and local-serving shops.

### LOW INTENSITY SUPPORTING LAND USES

Low intensity supporting land uses are similar to supporting land uses, but require additional standards to ensure they are compatible with the placetype. For example, low-intensity retail and service is a supporting land use in the Residential Neighborhood placetype, meaning any retail and service use should be at a neighborhood scale.

## Forward SGF Top 10 #10 REGIONAL PLANNING AND PARTNERSHIPS



The *Forward SGF Comprehensive Plan's* regional position makes it essential that the City develops and maintains partnerships with a wide variety of groups and organizations. Facilitating regular communication and cooperation with partners will support implementation of the *Forward SGF Comprehensive Plan* and identify opportunities to work collaboratively toward mutual interests. Further, it will facilitate a greater regional perspective on how issues are addressed in the area.

## IMPLEMENTATION THROUGH REGULATION

The Comprehensive Plan is a policy guide that outlines the necessary actions for the City of Springfield to achieve the community's vision for its future. It is designed to serve as a foundation for decision-making for staff, elected and appointed officials, developers, residents, and other stakeholders. Despite the comprehensive scope of the Plan's vision, goals, objectives, and recommendations, it is not regulatory. The Plan itself does not have the "regulatory teeth" needed to require new development and redevelopment in the City to align with the community's vision, or with the goals, objectives, and recommendations conveyed in the Plan.

Land development regulations are the rules that new development and redevelopment must follow, making them an essential tool in Plan implementation. Often, communities will adopt a plan with a clear vision, only to "pull the reins back" on the land development regulations needed to achieve their objectives.

The common rationale for this is that stakeholders often feel that such regulations will drive development elsewhere. However, properly drafted land development regulations that align with vision and goals of the comprehensive plan can remove unnecessary barriers to investment by clearly communicating desired development outcomes, providing flexibility for potential developments, and offsetting the requirements related to design. In this way, land development regulations offer an opportunity to implement the Plan by making preferred development easy.

Following the adoption of the Comprehensive Plan, the City of Springfield should undertake a comprehensive rewrite of its zoning map and land development regulations, including the zoning, subdivision, and sign ordinances.

## REDEVELOPMENT ON THE EDGES

Cities are dynamic places where commercial, manufacturing, and residential land uses converge, often creating friction through piecemeal development and poor planning. Residential neighborhoods are particularly sensitive to transitional areas where established homes are adjacent to neighborhood edges, major arterials, or commercial activity centers. While most neighborhoods have a pronounced edge where redevelopment has already occurred and are occasionally challenged by expansion further into the neighborhood, some have persevered and retained residential uses and character right up to the edge. Battlefield Street, Division Street, Kansas Expressway, National Avenue, and Sunshine Street are among the major thoroughfares where residential properties still exist right up to the edge of the roadway and placetype. Ideally, more targeted planning and regulatory updates will be made to help strike a balance between neighborhood preservation and the pressure to redevelop these areas for non-residential uses at these edges. In the interim, Forward SGF provides the following recommendations to guide needed text amendments, while the City prepares new City codes to fully implement the Comprehensive Plan.

Forward SGF provides guidance and informs staff and decision-makers when reviewing proposals for new development through a place-based approach to land planning. **Chapter 5: Land Use and Development Chapter – Placetype Assignments and Transitions** outlines how placetypes should ideally transition from one to the next and what strategies should be employed to reduce friction between converging uses within placetypes. **Chapter 8: Economic Development Chapter – 4.1 Support Neighborhood Commercial** recommends the City establish design standards for neighborhood commercial and redevelopment located on neighborhood edges. Examples of design considerations and best practices are outlined that can help reduce friction and support compatibility along edges..

## FUTURE PLACETYPE MAP AND ZONING MAP ALIGNMENT

The Future Placetypes map and the City's Zoning Map must work in concert to create the type of development the community envisions. An initial alignment analysis between the Future Placetype Map and Zoning Map was conducted by comparing the land uses and placetype descriptions with the permitted and conditional uses and purpose and intent statements of the City's zoning districts. Placetypes and districts were identified as being fully aligned, aligned with minimal changes, or not aligned.

### Fully Aligned

These areas are those where placetype designation and existing zoning are largely in agreement. Many of these areas represent existing commercial corridors and industrial areas that are desired to remain. While these areas can be improved from a quality of place perspective, the overall land use mix and intensity permitted under current regulations generally align with plan recommendations.

### Aligned with Minimal Changes

Much of the City's land area is regulated by a zoning district that, with minimal changes, would align with that area's future placetype designation. Upon adoption, the City should initiate text amendments to align the increased flexibility and design expectations, of the Future Placetypes.

While different approaches may be pursued, text amendments allowing for expansion of conditional use permits, conditional overlay districts or the creation of corridor overlay districts or development design guidelines may help bridge the gap between Plan adoption and adoption of a new comprehensive development code. The majority of the areas that could be aligned with minimal changes fall into three categories as discussed on the following page.

### Commercial Development in Residential Areas

The Residential Neighborhood and Mixed Residential placetypes include higher density housing, lower-intensity retail and services as supporting uses. Currently, the City's residential districts including the R-SF, R-TH, R-LD, R-MD, R-HD, and RMHC districts do not allow low-intensity neighborhood scale commercial, retail, or service uses, in any fashion. To better align the districts with the placetypes, the City should consider interim text amendments that allow compatible, lower-intensity commercial and higher-density housing conditionally, by requiring the submission of an application for a conditional overlay district or planned developments with a site plan.

Through a more in-depth submittal and review process, the City will be better equipped to evaluate proposals, preserve neighborhood character, and integrate new development into the existing neighborhood fabric. Higher standards for building form and siting, parking, screening, and buffering should also be considered to ensure the nonresidential and higher density uses are compatible with the neighborhoods they are located.

### Broader Mix of Employment Uses in Industrial Areas

The Business Flex and Industry and Logistics placetypes include a range of primary and supporting land uses that no single zoning district allows all of. For example, the IC zoning district allows for a variety of heavy commercial uses, but does not allow light industrial uses whereas the Light Industrial zoning district has the opposite issue. To better align the districts with the placetypes, the City should consider streamlining its industrial districts and allowing retail and service uses as accessory and principal uses. Retail and service as a principal use should be restricted by type and scale to ensure the uses support the needs of area employees rather than draw patrons from other portions of the City or region.

### Warehousing and Storage in Commercial Corridors and Center City

To help ensure older buildings are preserved and contribute to the vibrancy and utility of older parts of the city and along key commercial corridors, a wide array of residential and non-residential uses should be considered, especially in large open-span big box retail stores, warehouses, and former factories. Emerging real estate trends and tenant preferences present a strong desire for flexible space to operate a combination or mix of uses, including office, residential, and warehousing. Certain buildings located in key areas are critical to the fabric of center city and activity centers. Personal storage for instance, while providing a useful benefit for consumers, it provides little to building community vibrancy, increasing street-life, and creating employment opportunities. Personal storage and warehousing should be allowed conditionally in commercial districts and corridors, Downtown, along the Boonville Corridor, and other areas zoned Center-City.

### Not Aligned

While much of the City's current zoning could be aligned with the Comprehensive Plan vision with minimal or no change, some placetype designations conflict with existing regulations. There are a few common sources of misalignment.

#### Transition from Industrial

Historically industrial uses located along centrally located rail lines and as a result, many of Springfield's older neighborhoods directly abut industrial uses. While many of the residential areas are desired to remain moving forward, *Forward SGF* recommends the repositioning of many small-scale industrial uses to less impactful uses that complement residential neighborhood.

### Multifamily in Commercial Areas

Multifamily housing will play a key role in repositioning Springfield's aging commercial areas as the demand for brick and mortar stores shrinks. Housing is also an increasingly important component of institutional corridors and districts. Many of the misaligned areas within this analysis are the result of housing being introduced in areas where commercial and office development currently predominates.

#### Opportunity Site Development

Many of the larger unaligned areas represent undeveloped or underdeveloped areas that will transition to more intense uses over time. The Mixed Use placetype designation is recommended for several large opportunity sites that are currently being used for agriculture, quarry, or undeveloped natural areas. In some instances, natural areas identified for Urban Green Space and Recreation also conflict with existing residential or industrial zoning. This includes the Lake Springfield Area which is envisioned as a regional open space and recreation destination.

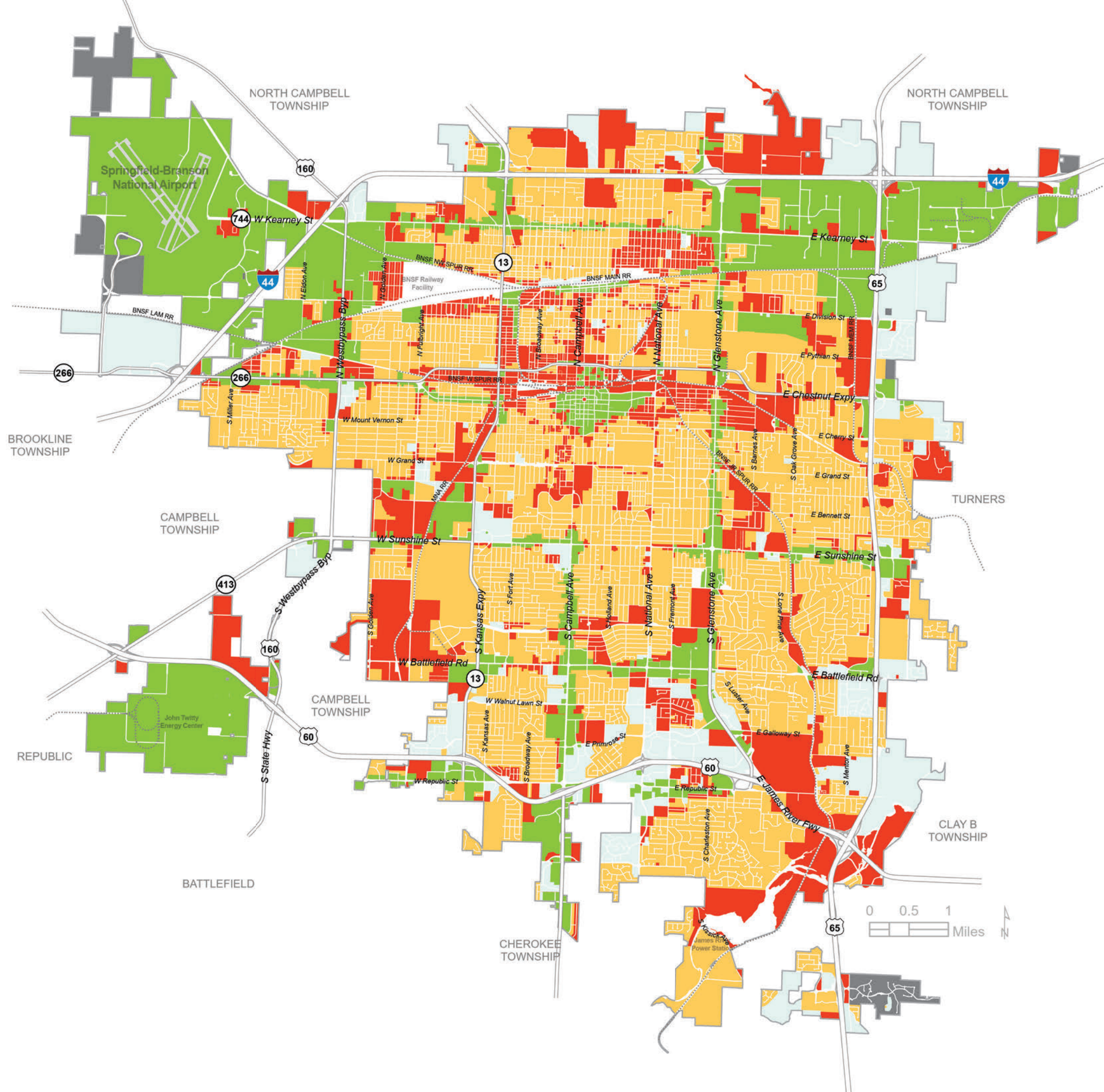
## COMPREHENSIVE PLAN AND LAND DEVELOPMENT REGULATIONS ALIGNMENT

Goals, policies, and recommendations that could begin to be implemented through an update to the City's zoning, subdivision, and sign ordinances are located throughout the Plan. The Action Matrix of this chapter summarizes these items in an easy to use table.

The Action Matrix presented in the next section summarizes all *Forward SGF* plan recommendations. If an action is related to an update of the City's land development regulations, the action is highlighted in yellow. Additional assessment is needed to determine exactly how the regulations should be rewritten or revised and therefore a detailed, chapter by chapter, section by section review of the existing regulations should be conducted prior to any updates.

# FORWARD SGF ZONING ALIGNMENT

- 1 - Aligned, No Changes Needed
- 2 - Aligned, Minimal Changes Needed
- 3 - Not Aligned
- PD Planned Development
- County Zoning Districts



## IMPLEMENTATION ACTION PLAN

Following adoption of the Comprehensive Plan, an implementation action plan should be created to provide a comprehensive list of all implementation strategies, policies, and recommendations contained within the *Forward SGF Comprehensive Plan*. The action plan would serve as an internal tool for City staff to prioritize implementation activities and projects over the life of the plan. In addition, the implementation action plan will allow the City to approve specific, actionable items on an annual basis and evaluate progress based upon completed implementation strategies.

While partners are not identified for each action item in the implementation action plan, the City may partner with a number of agencies, non-profits, and private entities. City staff will be able share the action plan with implementation partners as needed to achieve the objectives of this Plan.

The implementation action plan should include the following categories and others, as needed to help manage the implementation of the Comprehensive Plan:

### ACTION ITEM

Itemized action items such as capital projects, policy or regulatory amendments, and strategies that should be prioritized to lay the foundation for long-term Plan implementation.

### TIME FRAME

Time frames should be included that indicates, in approximate years, when each action item should begin to be undertaken. Descriptions of each time frame are detailed below:

- **Ongoing**, currently being implemented and/or should continue to be implemented over time
- **Short-term**, less than three years
- **Mid-term**, three to six years
- **Long-term**, over six years

### EASE OF IMPLEMENTATION

The implementation action plan should include a scale indicating the ease of implementation by a traditional grade scale from A to F, with A being easiest to implement and F being most difficult to implement. This category could serve a collective indicator of the anticipated level of effort by responsible parties, estimated cost, budget opportunities, and general stakeholder interest.

## CHAPTER A

# APPENDIX

### ***In this chapter***

*Supporting City Policy Documents*

*Resolutions Adopting the  
Comprehensive Plan*

*Glossary of Terms*

The Appendix includes links to existing City plans and studies containing policies supported and reinforced by **Forward SGF** as well a Glossary of Terms to assist readers with technical language in some portions of the plan.



# SUPPORTING CITY POLICY DOCUMENTS

The following supporting policy documents are available for review and download from the City of Springfield's Document Library: <https://www.springfieldmo.gov/DocumentCenter/Index/2400>

## PREVIOUSLY ADOPTED PLANS & STUDIES

The following plans and studies, which were previously adopted as elements of the City's Comprehensive Plan, are to remain in effect as elements of the Forward SGF Comprehensive Plan:

- Ozarks Technical Community College – Springfield Campus Master Plan, May 2010
- College Street Corridor Plan, August 2012
- Galloway Redevelopment Area - Design Guidelines, October 2019
- Grant Avenue Parkway Corridor Plan, March 2021
- IDEA Commons Plan, October 2010
- Jordan Valley Concept Plan, September 2005
- Jordan Valley Concept Plan Graphic, March 2015
- Midtown Neighborhood Plan, April 2001
- Phelps Grove Neighborhood Plan, April 2019
- Rountree Neighborhood Plan, November, 2018
- Southeast Springfield Development Study, November 2002
- West Central Neighborhood Strategic Plan, May 1998
- West Sunshine/Highway 60 Corridor Study, March 2009

## FORWARD SGF ELEMENTS

The following plans will be adopted as elements of the of the Forward SGF Comprehensive Plan:

- Historic Preservation Element, July 2022
- Springfield Art Museum Master Plan, May 2018
- Springfield-Greene County Park Board Parks and Recreation Master Plan 2020, May 2021

## OTHER SUPPLEMENTARY MATERIAL

The following reports contain supplementary material and supporting background information that were developed in concert with the Comprehensive Plan and are an essential part of the public record:

- Commercial Street Plan - Executive summary, survey, and market profile, as produced by Progressive Urban Management Associates, April 2021
- Forward SGF – Outreach Summary, December 2019
- Forward SGF – Issues and Opportunities Report, April 2020

# RESOLUTIONS ADOPTING THE COMPREHENSIVE PLAN

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P. Hrngs. \_\_\_\_\_  
Pgs.   16    
Filed:   11-08-22  

Sponsored by:   Lear  

COUNCIL BILL   2022- 269   RESOLUTION   10663  

A RESOLUTION

1 ADOPTING the *Forward SGF Comprehensive Plan* as the comprehensive plan for the  
2 City of Springfield, Missouri. (Planning and Zoning Commission and staff  
3 recommend approval.)  
4 \_\_\_\_\_  
5

6 WHEREAS, the Planning and Zoning Commission, by state statute and Section  
7 11.2 of the Springfield City Charter, has the authority and the responsibility to prepare  
8 and recommend to City Council a master plan for the development of the City of  
9 Springfield, Missouri; and  
10

11 WHEREAS, Section 11.5 of the City Charter provides that the master plan for the  
12 City, with the accompanying maps, plats, charts, and descriptive and explanatory  
13 matter, shall generally guide the physical development or redevelopment of the City;  
14 and  
15

16 WHEREAS, Section 11.6 of the City Charter provides that the Commission may  
17 adopt the master plan as a whole by a single resolution, or may by successive  
18 resolutions adopt successive parts of the plan, said parts corresponding to major  
19 geographical sections of the City or to functional divisions of the subject matter of the  
20 plan, and may adopt any amendment or extension thereof or addition thereof; and  
21

22 WHEREAS, Section 11.6 of the City Charter requires City Council approve the  
23 master plan for it to have legal effect; and  
24

25 WHEREAS, the Planning and Zoning Commission, on March 10, 2016,  
26 requested that City Council allocate funding and resources to develop a new master  
27 plan for the City of Springfield; and  
28

29 WHEREAS, City Council approved Level Property Tax funding for this request in  
30 2017 and 2018, directing staff to prepare a new 20-year master plan; and  
31

32 WHEREAS, the City refers to its master plan as the "comprehensive plan," and  
33 uses the terms "master plan" and "comprehensive plan" interchangeably; and  
34

35 WHEREAS, after due notice and public hearing, the Commission adopted

1 of 16

36 *Forward SGF Comprehensive Plan* as the City's comprehensive plan on November 14,  
37 2022.  
38

39 NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF  
40 SPRINGFIELD, MISSOURI, as follows, that:  
41

42 Section 1 – City Council hereby approves the *Forward SGF Comprehensive*  
43 *Plan*, a copy of which is on file in the City Clerk's Office, as the City's comprehensive  
44 plan.  
45

46 Section 2 – This Resolution shall be in effect immediately upon adoption.  
47

48 Passed at meeting:   November 14, 2022    
49  
50 Ken Mumford  
51 Mayor  
52

53 Attest: Anita J. Cotter, City Clerk  
54

55 Filed as Resolution:   November 14, 2022    
56

57 Approved as to form: Jill Bunn, Assistant City Attorney  
58  
59  
60 Approved for Council action: Jason A. Hays, City Manager  
61  
62

2 of 16

**A RESOLUTION ADOPTING THE COMPREHENSIVE PLAN FOR THE CITY OF SPRINGFIELD, MISSOURI.**

WHEREAS, the City of Springfield (the "City") is committed to retaining and enhancing the desirability and livability of its community, and has sought to create a vision of the community through the development of a comprehensive plan or master plan (the "Plan") for the city; and,

WHEREAS, the Planning and Zoning Commission of the City of Springfield, Missouri (the "Commission"), is required by Section 89.340 of the Missouri Revised Statutes and Section 11.2 of the Charter, and has the authority and responsibility to develop a master plan (Plan) for the physical development of the City; and,

WHEREAS, Section 11.5 of the City Charter provides that the master plan (Plan) for the physical development of the City, with the accompanying maps, charts, descriptive and explanatory matter, shall show the Commission's recommendations for the development of the City territory; and,

WHEREAS, Section 11.6 of the Charter provides that the commission may adopt the master plan as a whole by a single resolution, or may by successive resolutions adopt successive parts of the plan, said parts corresponding to major geographical sections of the city or to functional divisions of the subject matter of the plan, and may adopt any amendment or extension thereof or addition thereto; and,

WHEREAS, on November 14, 2022, the Commission, under authority granted to it by the Missouri Revised Statutes, and the City Charter, after a duly called public hearing, and after considering the views of all those who came before it, voted to approve the Plan on file with the Executive Secretary of the Commission, as the official comprehensive plan for the City.

NOW, THEREFORE, BE IT RESOLVED BY THE PLANNING AND ZONING COMMISSION OF THE CITY OF SPRINGFIELD, MISSOURI AS FOLLOWS:

Section 1. The Springfield Comprehensive Plan on file with the Executive Secretary of the Commission, is hereby approved and the Commission hereby orders that the Plan be made available to the public.

Section 2. All maps, descriptive matter and other matters in the Plan are intended by the Commission to be a part of the Comprehensive Plan.

Section 3. All prior comprehensive plans, portions thereof, updates thereto, or additions thereto, are hereby repealed to the extent they are inconsistent with the Plan.

Section 4. The Executive Secretary of the Commission is instructed to:

- a) Record or otherwise make available a copy of the Comprehensive Plan in the office of the Greene County Recorder of Deeds.
- b) File the Comprehensive Plan in the office of the Commission.
- c) Give a certified copy of the Comprehensive Plan to the City Council and keep a certified copy on file; and
- d) Make the Comprehensive Plan available for public inspection during normal office hours.

PASSED AND APPROVED THIS 14<sup>TH</sup> DAY OF NOVEMBER 2022.

  
Randy Doennig, Chairman  
Planning and Zoning Commission

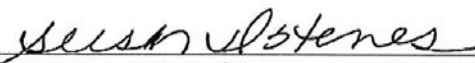
  
Susan Istenes, AICP  
Director of Planning and Development,  
Executive Secretary of the Planning and Zoning Commission


**Certification of Comprehensive Plan to City Council**

Pursuant to Section 89.360 of the Revised Statutes of Missouri, and pursuant to Section 11.6 of the City Charter of Springfield, Missouri, we, Randall Doennig, Chair of the Planning and Zoning Commission of the City of Springfield, and Susan Istenes, Director of Planning and Development for the City of Springfield and Executive Secretary of the Planning and Zoning Commission of the City of Springfield, hereby certify to the City Council and City Clerk of the City of Springfield that the Planning and Zoning Commission adopted this *Forward SGF Comprehensive Plan* as the master plan, also called the comprehensive plan, for the City of Springfield by resolution on November 14, 2022, with an affirmative vote of 6 to 0.

Dated this 14 day of November, 2022.

  
Randall Doennig, Chair of the Planning and Zoning  
Commission of the City of Springfield

  
Susan Istenes, Director of Planning and Development of  
the City of Springfield and Executive Secretary of the  
Planning and Zoning Commission of the City of  
Springfield

Attest:   
Randall Whitman, Principal Planner  
of the City of Springfield

# GLOSSARY OF TERMS

## Accessory Dwelling Unit (ADU)

A structure contained within or separate from the main structure that contains separate living quarters, including cooking, sleeping, and bathroom facilities. An ADU can be a separate structure or attached as in a garage apartment or garden apartment which includes a separate entrance.

## Activity Centers

A dense area with significant pedestrian and vehicle traffic area that serves as an anchor, attracting people for shopping, employment, school, recreation, and socialization.

## Adaptive Reuse

The process of reusing an existing building for a purpose other than which it was originally built or designed for.

## Annex/Annexation

To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction.

## Brownfield

An urban site for potential development having had previous development on it. May be affected by real or perceived environmental contamination. An area with abandoned, idle, or under-used industrial and commercial facilities where expansion, redevelopment, or reuse is complicated by real or perceived environmental contamination.

## Buffer/Buffer Zone

An area of land separating two distinct land uses that softens or mitigates the effects of one land use on the other. Where a commercial district abuts a residential district, for example, additional use, yard, or height restrictions may be imposed to protect residential properties. The term may also be used to describe any zone that separates two unlike zones, such as a multifamily housing zone between single-family housing and commercial uses.

## Build-to Line

A zoning requirement that sets a line that a building facade must be built to. The opposite of a setback. Usually required in order to maintain a uniform street wall and create a street as an “outdoor room.”

## Capital Improvements Program (CIP)

A program established by a city or county government and reviewed by its planning commission, which schedules permanent improvements, usually for a minimum of five years in the future, to fit the projected fiscal capability of the local jurisdiction. The program generally is reviewed annually, for conformance to and consistency with the general plan.

## Charter City

A city that is incorporated under its own charter rather than the general laws of the state. Charter cities have broader powers than do general law cities in matters that are “municipal affairs” (as opposed to matters of “statewide concern”).

## Complete Streets

Streets designed to accommodate all modes of travel and enable safe access for all users. Pedestrians, bicyclists, motorists and bus riders of all ages and abilities are able to safely move along and across a complete street

## Context Sensitive

Considering surrounding context when making planning or infrastructure decisions. This represents a shift over traditional approaches which were all about “function” to an approach that balances the focused project purpose with community values and assets. Successful context sensitive processes both facilitate citizen participation throughout the process and allow greater design flexibility in the final product.

## Density

The amount of development per acre permitted on a parcel under the applicable zoning. Common measures of density include dwelling units per acre. Gross density includes the area necessary for streets, schools and parks. Net density does not include land area for public facilities.

## Design Review Board

A group appointed by the city council to consider the design and aesthetics of development within all or a portion of the community.

## E-Commerce

Commercial transactions conducted electronically on the internet, also referred to as the digital marketplace.

## Ecosystem

The complex system of plant, animal, fungal, and microorganism communities and their associated non-living environment interacting as an ecological unit. Ecosystems have no fixed boundaries. Their parameters depend on the scientific, management, or policy question being examined. Depending upon the purpose of analysis, a single lake, a watershed, or an entire region could be considered an ecosystem.

## Food Desert

Areas characterized by poor access to healthy and affordable food that may contribute to social and spatial disparities in diet and diet-related health outcomes. While the term “food desert” can mean a literal absence of retail food in a defined area, studies of food deserts more commonly assess differential accessibility to healthy and affordable food between socioeconomically advantaged and disadvantaged areas.

## Future Land Use Map/ Future Placetype Map

A future land use map shows the community's ideal vision for how a mix of future land uses (aka placetypes) should be organized throughout the city. A Future Land Use Map is not a zoning map, which deals with specific development requirements on individual pieces of land. A future land use map typically guides decision-making related to zoning and development.

## Gig Economy

A labor market characterized by the prevalence of short-term contracts or freelance work as opposed to permanent jobs.

## Greenfield

Denoting or relating to previously undeveloped sites for commercial development or exploitation.

## Greenways

Linear open spaces that link parks and neighborhoods within the community, such as paths or trails. Greenways provide public access to green spaces and opportunities for residents of all ages and abilities to be physically active.

## Growth Management

The use by a community of a wide range of techniques in combination to determine the amount, type, and rate of development desired by the community and to channel that growth into designated areas. Growth management policies can be implemented through public infrastructure ordinances (“concurrency”), urban service boundary, standards for levels of service, phasing, building caps and other programs.

## Guidelines

General statements of policy direction around which specific details may be later established.

## Historic Preservation

The preservation of historically significant structures and neighborhoods to facilitate restoration and rehabilitation of the building(s) to a former condition.

## Infill development

Development that takes place on vacant or underutilized parcels within an area that is already developed and has access to existing urban services.

## Infrastructure

The built facilities, generally publicly funded, that are required to serve a community's development and operational needs. Infrastructure includes roads, water supply systems, and sewer systems.

## Intensity

The degree to which land uses generate traffic, noise, air pollution, and other potential impacts.

## Land use

The occupation or use of land or water area for any human activity or any purpose defined in the comprehensive plan.

## Micromobility

Any small, low-speed, human or electric-powered transportation device, including bicycles, scooters, electric-assist bicycles (e-bikes), electric scooters (e-scooters), and other small, lightweight, wheeled conveyances.

### **Missing Middle Housing**

Types of housing that qualify as the missing middle include two-family housing (duplexes), three-family housing (triplexes), four-family housing (fourplexes), townhouses, cottage homes, smaller two- and three-story apartment buildings, and live-work buildings.

### **Mixed-Use Building Type**

A multi-story building which accommodates nonresidential uses on the ground floor and residential or nonresidential uses on upper floors.

### **Mix of Uses**

The use of real property for more than one type of use, such as residential property and small offices in close proximity.

### **Multimodal**

Refers to various modes of transportation (walking, bicycling, bus transit, rail transit, e-scooters and micromobility devices, shared mobility services, personal automobile, etc.) and emphasizes the importance of providing transportation choices beyond single-occupant vehicles.

### **Neighborhood**

A planning area commonly identified as such in a community's planning documents, and by the individuals residing and working within the neighborhood. Documentation may include a map prepared for planning purposes showing the names and boundaries of neighborhoods. Though neighborhoods are not legal designations, they are among the most commonly recognized and understood land use designations.

### **Pedestrian Friendly**

A street, neighborhood, or agency that supports, through planning and zoning, the location of stores, offices, residences, schools, recreational areas, and other public facilities within walking distance of each other, and oriented to promote pedestrian access. Such areas also often feature narrow streets, street trees, awnings, covered transit shelters, benches, brick paving or other less conventional paving types, sidewalks on both sides of the roadway, and safe street crossings, among other elements.

### **Permitted Use**

An authorized use within a zoning district.

### **Placemaking**

Placemaking inspires people to collectively re-imagine and reinvent public spaces as the heart of every community. Strengthening the connection between people and the places they share, placemaking refers to a collaborative process by which we can shape our public realm in order to maximize shared value. More than just promoting better urban design, placemaking facilitates creative patterns of use, paying particular attention to the physical, cultural, and social identities that define a place and support its ongoing evolution.

### **Placetypes**

A combination of interconnected and supporting land uses that create a place, neighborhood, or district. Placetypes provide a general vision for each area of the city that focus on how a mix of uses and properties function collectively, rather than individually to establish an identifiable and memorable place.

### **Pocket Neighborhood**

A set of residences that are clustered around a shared open space such as a courtyard, greenway, or park. A pocket neighborhood can include single-family residences, both detached and attached (townhomes), and smaller apartment buildings.

### **Reforestation**

Planting forests on lands that have previously contained forests but that have been converted to some other use.

### **Rezoning**

An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

### **Riparian Lands**

Plant and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near freshwater.

### **Right-of-way**

A strip of land occupied or intended to be occupied by a road, crosswalk, railroad, electronic transmission line, oil or gas pipeline, water main, sanitary or storm sewer main, or for other special use.

### **Setback**

The minimum distance that a building or parking area must be set back from a lot line. Minimum setbacks are specified in some zones, while other zones allow the Planning and Zoning Commission to establish the setbacks, thereby allowing greater flexibility for development.

### **Shared-Use Path**

Typically separated from the driving lanes, that are designed as part of a transportation network to serve pedestrians or micromobility devices such as bikes, e-bikes, wheelchairs, and scooters.

### **Site Plan**

A detailed plan that shows proposed development on a site in relation to immediately adjacent areas. It indicates roads, walks, parking areas, buildings, landscaping, open space, recreation facilities, lighting, etc.

### **Stormwater Management**

The collection, conveyance, storage, treatment and disposal of stormwater runoff to prevent accelerated channel erosion, increased flood damage, and degradation of water quality.

### **Streetscape**

The environment of the street right-of-way as defined by adjacent private and public buildings, pavement character, street trees, landscaping, signage, street lighting, street furniture, and use of other modes of transportation (i.e. pedestrians, cyclists)

### **Street Trees**

Trees strategically planted-usually in parkway strips, medians, or along streets-to enhance the visual quality of a street.

### **Sustainable Development**

(1) A pattern of physical development and resource use that aims to meet human needs while preserving the environment, often stated as development meeting the needs of the present without compromising the ability of future generations to meet their own needs. (2) Physical development that simultaneously provides for economic prosperity, environmental quality, and social equity.

### **Traffic-calming**

Physical design changes to a street or roadway used to decrease traffic speed and volume. Methods of traffic calming include traffic circles, speed humps, and curb extensions.

### **Transit-Oriented Development**

A pattern of higher-density residential, commercial, office, and civic uses with an urban design and high-quality support for walking, bicycling, transit use and other forms of non-vehicular transportation, developed near high-performance transit stations. Transit-oriented development (TOD) is often encouraged using special development regulations around transit stations which require a higher-quality public realm, limited parking, and connections to adjoining neighborhoods.

### **Urban Design**

The process of giving form, shape, and character to the arrangement of buildings on specific sites, in whole neighborhoods, or throughout a community. Urban design blends architecture, landscaping, and city planning concepts to make an urban area accessible, attractive, and functional.

### **Urban forestry**

Urban forestry is the careful care and management of urban forests. These are tree populations in urban settings maintained to improve the urban environment. Urban forestry advocates the role of trees as a critical part of the urban infrastructure. Trees cool cities and save energy; improve air quality; strengthen quality of place and local economies; reduce storm water runoff; improve social connections; complement smart growth; and create walkable communities.

### **Urban Service Area**

Urban service area means developed, undeveloped, or agricultural land, either incorporated or unincorporated, within the sphere of influence of a city, which is served by urban facilities, utilities, and services.

### **Zoning**

The division of a city or county by legislative regulations into areas, or zones, that specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the comprehensive plan.