

# COLLEGE STREET CORRIDOR PLAN

DEPARTMENT OF PLANNING AND DEVELOPMENT  
CITY OF SPRINGFIELD, MISSOURI  
ADOPTED AUGUST 27TH, 2012



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P. Hrngs. \_\_\_\_\_  
Pgs. 4 \_\_\_\_\_  
Filed: 08-21-12 \_\_\_\_\_

Sponsored by: Compton

COUNCIL BILL NO. 2012 -240 RESOLUTION NO. 9981

A RESOLUTION

1 ADOPTING the College Street Corridor Plan to serve as a guiding document for the  
2 College Street Corridor, and the area generally including College and  
3 Olive Streets, between Grant Avenue and Kansas Expressway. (The  
4 Jordan Valley Advisory Committee, Planning and Zoning Commission and  
5 staff recommend approval.)  
6 \_\_\_\_\_

7  
8 WHEREAS, in April 2011, the Council requested staff to review the zoning of  
9 College Street in the West Central Neighborhood; and  
10

11 WHEREAS, staff has prepared background and analysis, engaged the public in a  
12 series of nine public meetings, and developed from that process the College Street  
13 Corridor Plan; and  
14

15 WHEREAS, on July 26, 2012, the Jordan Valley Park Advisory Committee  
16 recommended approval of the College Street Corridor Plan; and  
17

18 WHEREAS, on August 9, 2012, the Planning and Zoning Commission  
19 recommended approval of the College Street Corridor Plan; and  
20

21 WHEREAS, the City Council desires to adopt the College Street Corridor Plan as  
22 a management tool in the City of Springfield, Missouri.  
23

24 NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF  
25 SPRINGFIELD, MISSOURI, as follows, that:  
26

27 Section 1 - The College Street Corridor Plan is on file this date with the City Clerk  
28 and is incorporated herein as if copied verbatim.  
29

30 Section 2 - The City Council hereby adopts the College Street Corridor Plan as  
31 the guiding document for development within the College Street Corridor area, to  
32 promote high quality, consistent development in the College Street Corridor throughout  
33 the coming years.  
34

35 Section 3 - This resolution shall be effective immediately upon adoption.  
36

37 Passed at meeting: August 27, 2012  
38  
39

40 Robert L. Stephen  
41 Mayor  
42

43 Attest: Brand M. Lister, City Clerk  
44  
45

46 Filed as Ordinance: August 27, 2012  
47

48 Approved as to form: Paul Rykowski, Assistant City Attorney  
49  
50

51 Approved for Council action: Greg Burt, City Manager  
52  
53  
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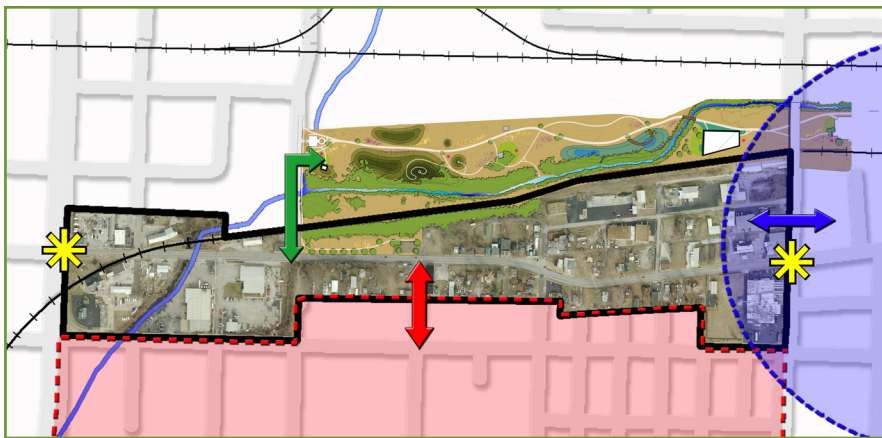


# COLLEGE STREET CORRIDOR PLAN

## 1 EXECUTIVE SUMMARY

The citizens of Springfield created a plan for the College Street Corridor between Grant Avenue and Kansas Expressway, including a section of Olive Street. The planning process story and documents may be found at [www.springfieldmo.gov/collegestreet](http://www.springfieldmo.gov/collegestreet). The Background and Analysis Report includes the existing conditions and analysis providing a foundation for the plan.

The primary purpose of the plan is to define actions to inspire investor confidence in the College Street Corridor area. Hopes are that if the public sector articulates a preferred future, and programs appropriate improvements, the private sector will step up with the confidence to invest and redevelop the corridor. This plan provides action steps to provide defined improvements in an effort to encourage commitments from the private sector. Even though the public improvements are programmed for the future, in accordance with established City policy, the public improvements may occur in an accelerated time frame if private commitments are made. The sooner private redevelopment plans are brought forward, the sooner public commitments may occur.



The vision for the area is to serve as the western gateway to downtown, seamlessly integrated with West Meadows, and be a key component of center city revitalization. The vision includes a safe environment, with a special identity of an eclectic mix of businesses, artists, residents, and architecture while providing a pocket of quirky, traditional, modern, old timers, and young transplants to represent a true melting pot of Springfield.

Land use will be of a mixed, appropriate scale nature with a strong identity to the past, especially College Street's role as early Route 66. Open space will abound through the connection with West Meadows, the Jordan Creek, and the proposed Route 66 Roadside Park as stakeholders strive for a more sustainable environment.

While this lofty vision can eventually be attained, much work and dedication is necessary to see it to fruition. The area has been neglected for decades by both private parties and the city. There is evidence of blight and poor public facility provision and maintenance. However, revitalization of the College Street Corridor is crucial for Springfield's Center City to flourish. It is within the West Central Neighborhood, the front porch to the future West Meadows, is the western gateway to downtown, and adjacent to the high traffic volume of Kansas Expressway. This segment of College Street is the thread that binds these areas together within Springfield's Center City.

The blighting conditions and poor public facilities must be addressed for the College Street Corridor to attract private investment. Investors need to see steps taken to correct the existing conditions and provide the confidence that the area is on the rise. This is going to require dedicated, concentrated public resources in the beginning to correct the deficiencies. Code enforcement, economic development incentives, and capital improvements are identified in this document designed to begin the process of creating investor confidence and





turning back the decades old tide of neglect.

The good news is that Springfield has risen to the occasion in other instances and been able to create vital urban centers where blight and decay were dominant and this should be no exception.

## 2 VISION STATEMENT

**West Central College Street will be the western gateway to downtown, seamlessly integrated with West Meadows, and be a key element in overall Center City revitalization.**

College Street will be a **safe environment** where people will feel comfortable walking about with their family and pets. The area will be clean, well maintained, and vibrant, with outstanding public facilities and services.

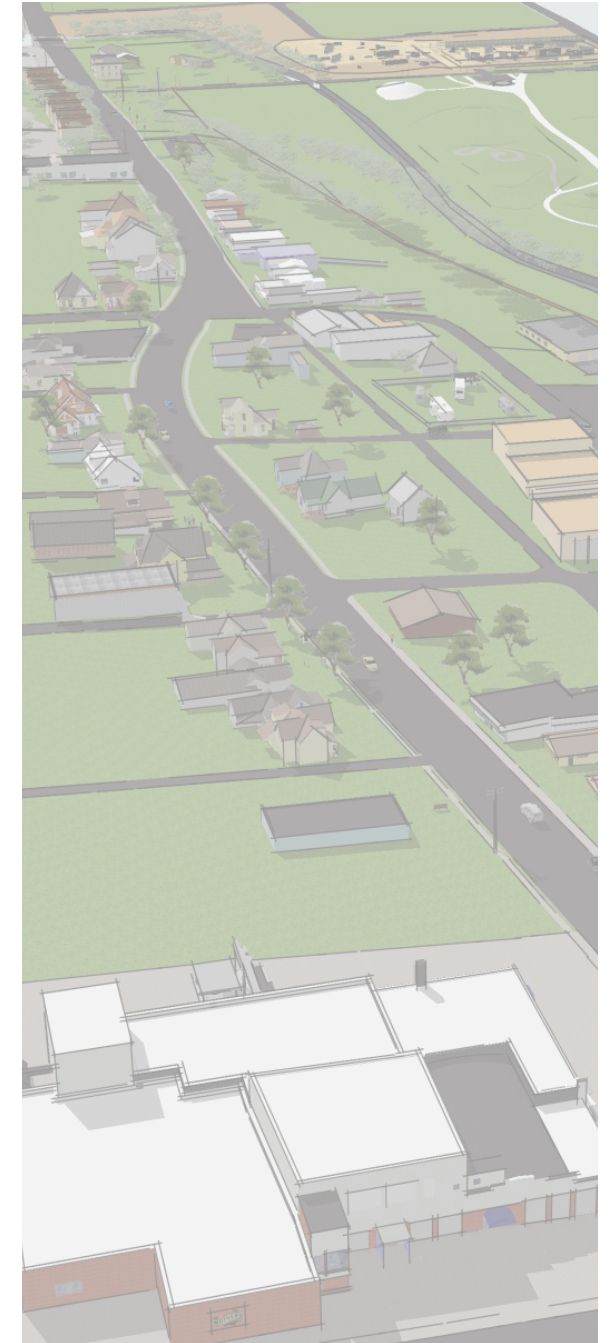
College Street will have a **special identity** all its own with an eclectic mix of businesses, artist studios, architecture, and residents. It will include quirky, traditional, and modern; old timers and young transplants: **A true melting pot of Springfield.**

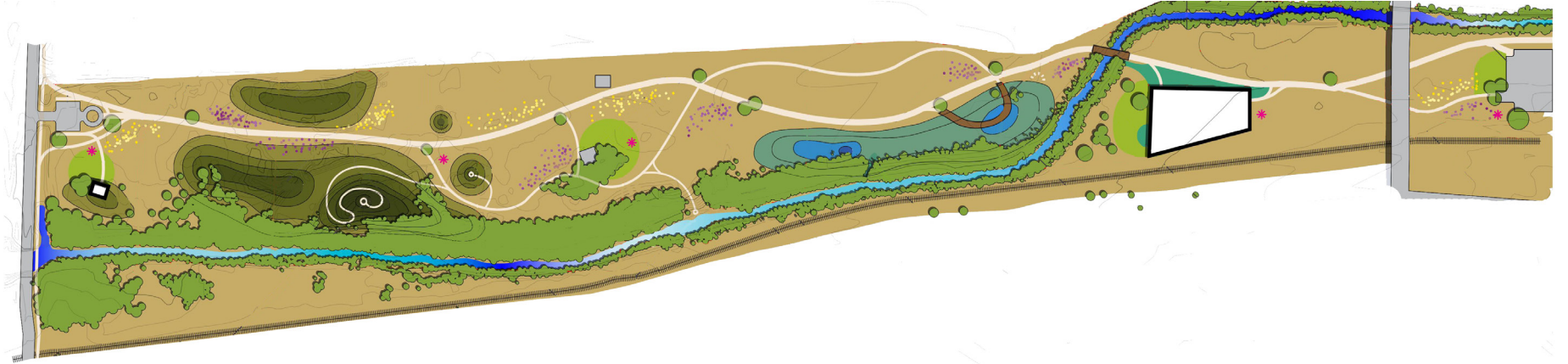


Housing and shopping choice will be available in a **mixed use, appropriate scale**, environment, inviting one to walk down the street talking with neighbors and shop keepers. People will be living and working in the same building or vicinity. The walkways will be supported by landscaping, pedestrian lighting, and banners, and facilitate a festive atmosphere.



**Route 66** will be honored through art, graphics, signage, festivals, and a special roadside and car park interpreting Route 66 and neighborhood history. Each end of the corridor will have significant business enterprises welcoming customers to the area.





### *West Meadows Landscape Concept*

**Open space** will abound, connecting the neighborhood with the adjacent West Meadows, the Route 66 roadside park, and along the Jordan Creek, creating a network of trails for exercise, recreation, transportation and flood management. An adaptive re-use of the rail lines will be provided to traverse the Center City. West Meadows will blend seamlessly with mixed use development making for easy access between the open space, housing, and businesses.

A more **sustainable environment** will be created by designing for live/work, energy efficiency, water management, food production, landscaping, and connection with the natural environment of the West Meadows.



*rainwater collection*



### 3 PUBLIC ENGAGEMENT PROCESS

The College Street Corridor Plan was created through a robust public engagement process. The process began with a Public Engagement Plan designed not to gain public input, but to engage the community in creating the future. The public engagement included eight public meetings during the initial planning process, a web page with all documents and meeting notes, a Google Group interactive discussion group, news releases and articles, individual letters to all property owners, residents, and business owners, and signs on the street announcing the public meetings. In addition, an open house is planned to show the final draft of the plan and take comments prior to finalization and the adoption process, which will include two public hearings.

The eight public meetings saw and average of 42 people attending amounting to over 500 hours of volunteer time. People spoke freely about their issues and dreams for the area which are reflected in this plan. Those citizen planners should take pride in their effort to create this Citizen Plan and offer it to the community and city officials.



Public Meeting #1 January 18th, 2012



The College Street Corridor is adjacent to the West Meadows and between Grant Avenue and Kansas Expressway.

#### Planning under way for College Street Corridor

By Brandon Corrigan skij@net

In its history, the College Street Corridor was a key component for a bustling section of Springfield once housing one of the city's first businesses and supporting Civil War Fort No. 2, and holding on to historic charm.

Decades later, the corridor, an area defined as College Grove and Walnut streets between Grant Avenue and Kansas Expressway, has deteriorated and is a landscape of empty lots, low business and housing that has fallen into disrepair.

Now, Morgan, senior planner with the city of Springfield's Department of Planning and Development, is leading the charge to turn the tide in the corridor — and he's counting on the community to help.

The city launched a series of public planning meetings Jan. 18 in downtown Springfield, and those meetings will continue every two weeks through April 11.

"It's not the city doing the plan and taking it to people to see what they think about it," Morgan said. "We're trying to develop this collectively with citizens. We're equal partners in this."

A city background and analysis report shows that public and private properties in the corridor are dilapidated, with 40 percent of existing structures in need of major restoration to attract business. Morgan said the corridor is well-positioned for revitalization — not for creating an area as attractive as downtown. "Because of its proximity to downtown."

It's a part of the West Central neighborhood. It has a lot of history to it, and I just think it fits in nicely with a lot of other activities the city is engaged in like the Jordan Valley and West Meadows Park," Morgan said.

Morgan said funding sources for the revitalization

## PUBLIC MEETINGS

There is a series of public meetings coordinated by the City of Springfield, Department of Planning and Development to discuss the future of the College Street Corridor

**When:** Wednesday, January 18, 2012, 6:30 PM and Every two (2) weeks at the same time and location until April 11, 2012

**Where:** Butler Rosenbury and Partners, Community Room, 3rd Floor 319 North Main

**CALL 864-1031**

[www.springfieldmo.gov/collegestreet](http://www.springfieldmo.gov/collegestreet)

INSIDE

MISSOURI DEPARTMENT OF CONSERVATION  
**Bald eagles belong to the bird family Accipitidae, which includes diurnal birds of prey such as hawks and kites.**

**Local weekend events honor national bird**

The annual Eagle Days take place this Saturday and Sunday, but bald eagles have been soaring above Lake Springfield for a while. The Springfield Conservation Nature Center will host programs featuring Dickerson Park Zoo bald eagle Phoenix and golden eagle Aquila this weekend, as well as provide spotting scopes for viewing the

**CREIGHTON SENDS BEARS TO THIRD STRAIGHT LOSS / 1D**

SPRINGFIELD

# NEWS-LEADER

THURSDAY, JANUARY 19, 2012 • SPRINGFIELD, MISSOURI • [NEWS-LEADER.COM](http://NEWS-LEADER.COM) • A GANNETT COMPANY

## College Street concerns

Planners hear public's suggestions on what to do with the corridor.

**By Mike Penprase**  
MPENPRASE@NEWS-LEADER.COM

It could be a long road to redeveloping College Street, but Jeremy Medley is willing to consider taking a chance.

The Springfield resident said he missed out on downtown redevelopment and Commercial Street revitalization.

**See COLLEGE, Page 6A**

"This looks like something, to me, on the ground floor for College Street," Medley said after taking part in the first of a series of sessions looking at the corridor's future. "I think this place is ripe for development."

Named for Springfield's first college, which was destroyed during the Civil War, the corridor that runs west from the downtown area also was one of the paths of Route 66 when it ran

A view of the College Street Corridor, which includes part of the famous Route 66, on Wednesday.

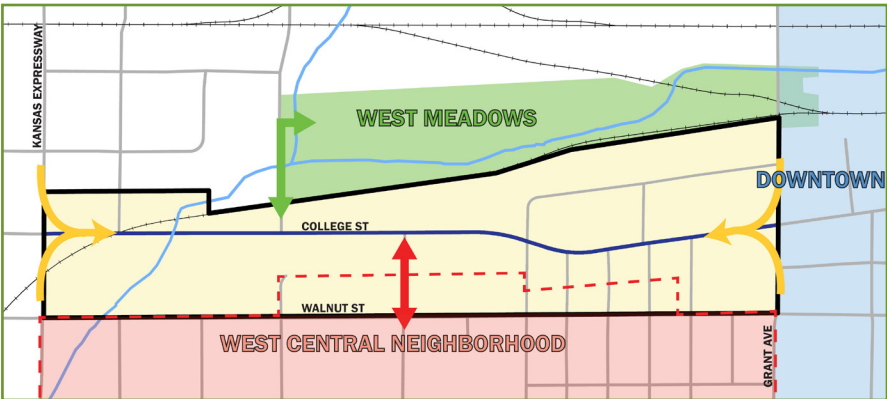
VALERIE MOSLEY  
NEWS-LEADER



# 4 POSITIONING FOR THE FUTURE

This portion of the College Street Corridor is well positioned to achieve its destiny as defined in this document. It is important to overall Center City revitalization that the College Street Corridor be successful for several reasons:

- Within West Central Neighborhood
- Front Door to Future West Meadows
- Western Gateway to Downtown
- Adjacent to Kansas Expressway, high traffic volume
- “Thread” Binding all elements



The West Central Neighborhood members are working hard to improve living conditions by active participation in the neighborhood organization, supporting events, working with the City to mitigate blight, crime and ordinance violations. These efforts are paying off, but much more remains. Implementing this plan is one more step in ridding the neighborhood of blight and crime. As College Street improves, so will the West Central neighborhood.

Stakeholders in the planning process felt a strong link to the proposed West Meadows (former rail yard) and this section of College and Olive streets serve as the “front door” to the West Meadows. The Jordan Valley Concept Plan delineates the interrelationship between

these two areas and how these two areas are intertwined. Each rely on the other for achieving their destinies.

College Street is the most direct entrance to downtown from the west. As such, the first impression of downtown for many people is their experience of College Street. It is also seen by Route 66 enthusiasts who travel the Mother Road for recreation, and reports have been underwhelming. As the western gateway to downtown, College Street is important in providing the first impression and is critical to providing a good experience.

The area is also seen by over 30,000 motorists per day who travel along Kansas Expressway. This traffic presents retail opportunities near the corner.

This segment of College Street is clearly important in this setting and is the “thread that binds” these areas together and is important in maximizing their potential.

*“I live on College Street and love the home. Love the history, Route 66, and the closeness to downtown. The residential would feel better if the homes were more owner-occupied, less transient. Tremendous strength will be the West Meadows area with hiking, biking, because biking on the roads doesn’t yet feel safe. Wonderful to invest in homes or business because of downtown without the foot traffic. Continue celebrating Route 66!”*





## 5 KEY FINDINGS OF THE BACKGROUND AND ANALYSIS REPORT

A Background and Analysis Report was prepared in advance of the public engagement process to provide a foundation of information and issues to guide the discussion and planning activities. The report was completed in January of 2012 and was provided on the web page. It was also presented and discussed at the first two public meetings. The report is still available on the web page and the key findings are summarized below:

- Decline
  - Lack of investment, both public and private.
- Historical Perspective
  - One of the earliest settlements in Springfield.
  - Civil War
  - Railroad
  - Industrialization
  - Brewing
  - Route 66





- Physical Characteristics and Brownfields
  - Topography
  - Springs
  - Flood plain
  - Jordan Creek
  - Contaminated properties
- Demographics
  - High incidence of poverty
  - 84 percent of the housing units are for rent
- Previous Plan Recommendations
  - Define the boundaries and link the Center City districts
  - Promote the emergence of a residential base in Greater Downtown
  - Link Greater Downtown to other parts of the community with bicycle routes and lanes
  - Improve the water quality and edge treatment of Jordan Creek
  - Create physical, visual, historic, and symbolic connections between the park and the West Central Neighborhood
  - Create artistic features and elements to serve as references to Springfield's culture and historic assets and to unify the various spaces within Jordan Valley
  - Elimination of vacant and dilapidated buildings
  - Improve the physical and aesthetic appearance of the neighborhood

*Citizens got an opportunity to vote on what they considered undesirable activities. A few of the uses they felt were inappropriate for College Street:*

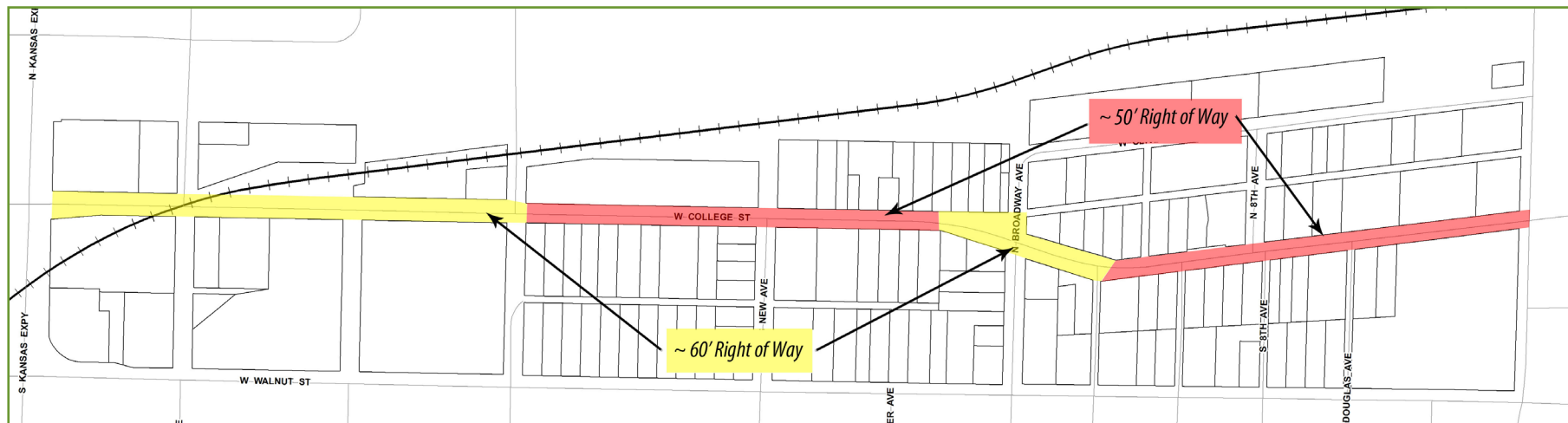
- |                             |                                |
|-----------------------------|--------------------------------|
| • Churches                  | • Funeral Homes and Mortuaries |
| • Drive Through Restaurants | • Pet Grooming                 |
| • Social Services           | • Medical Offices              |



*"I'd like to see this area become a strong commercial center... an extension of downtown with shops, restaurants, parks and offices."*



- Land Use and Zoning
  - Land use conflicts
  - Improper zoning
- Blighting Influences
  - Structures
  - Weeds
  - Inoperable vehicles
  - Odors
  - Dangerous buildings
  - Trash
  - Zoning classification and violations
- Infrastructure And Public Safety
  - Transportation
    - College Street is classified as a secondary arterial but the right-of-way is 10 to 20 feet less than the standard calls for
  - Stormwater Management
    - There is not adequate stormwater management infrastructure in the Planning Area.
    - The bridge over Jordan Creek is inadequate.





- Sanitary Sewer
  - Several properties, including all property west of Broadway on the north side of College Street, do not have access to the City sewer collection system.
- Electric Service
  - Electric service is generally adequate but a three phase power line along the south side of College presents a barrier to fire fighting from the street and is unsightly.
- Water Service
  - Water supply service is generally adequate, but needs upgrading for more intense development.
- Fire Service
  - Even though water supply service is generally adequate, the Fire Department considers it inadequate for fire fighting, so upgrades need to be made to the water main lines. The area bounded by Fort and New on the south side of College presents fire fighting challenges.
- Flood Plain
  - The flood plain is an impediment to development in the western portion of the area.
- Crime Prevention and Protection
  - Police are generally able to serve the area both now and in the future. In a survey of neighborhood stakeholders conducted in 2009, drugs and crime rank very high as concerns. Since that time, the City has targeted additional resources to the area but it remains a concern.

# 6 DEVELOPMENT PATTERN

The future development pattern will be established through implementation of the following policies and action steps. They reflect conclusions drawn from the Background and Analysis Report and the public engagement process.

The proposed land uses in this document provide a backdrop for both the short and long range proposals for the College Street Corridor Planning Area. The corridor is a very diverse mix of land uses, some of them in conflict. This variety of land uses generally works well, with some exceptions. Part of the reason the mixed uses are able to co-exist is that the corridor, or planning area, can be divided into four (4) distinct sub-districts. (1) College Street, between Grant and Broadway Avenues, (2) Olive Street, (3) College Street between Broadway and Fort Avenues, and (4) College Street between Fort Avenue and Kansas Expressway.

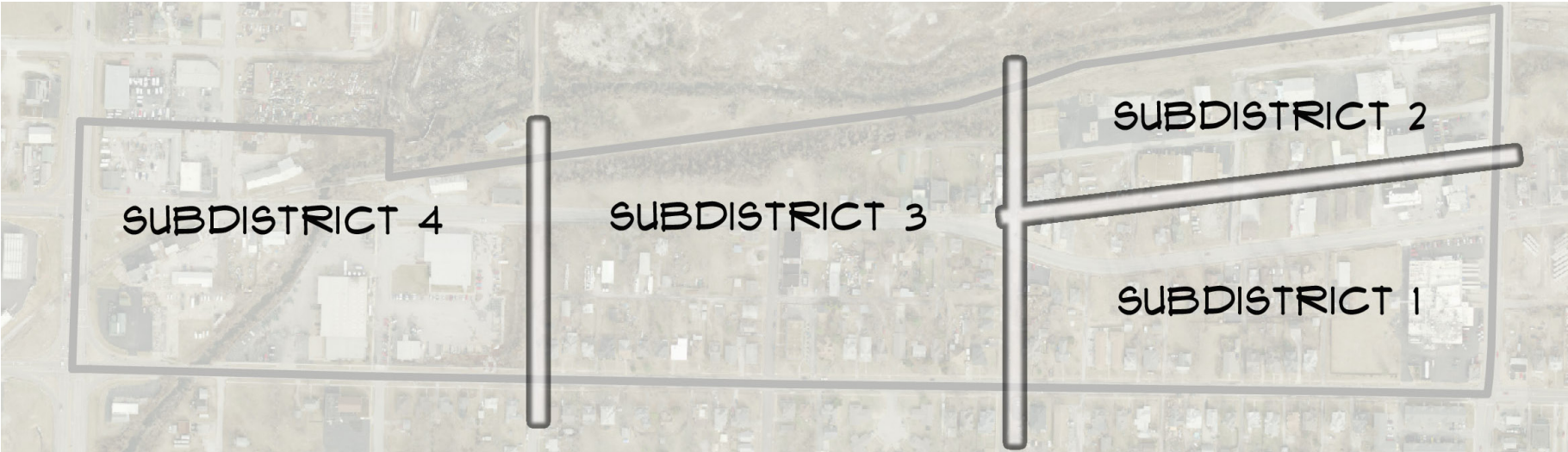
**Sub-district 1.** This sub-district is anchored at Grant Avenue by two business establishments, Bud’s Tire and Wheel (since 1958)(formerly a Route 66 era filling station) and Mother’s Brewery, a relatively new business retrofitting a long time bakery facility. At Broadway are a

beauty shop and an abandoned filling station, dating back to Route 66 times. In between are a mix on small businesses and housing, apparently existing in relative harmony. However, some of the older housing is in poor condition.

**Sub-district 2.** Olive Street was a housing district in Route 66 times and before, but since it was zoned industrial, it was converted into a commercial, warehousing and office district, with only two older houses remaining.

**Sub-district 3.** College Street between Broadway and Fort consists of a wide variety of land uses including single family housing, multiple family housing, a salvage yard, an auto repair business, and a former commercial node. Included are buildings in very good condition and those that are probably beyond economic feasibility for rehabilitation. There are definitely issues with the land use mix in this sub-district.

**Sub-district 4.** College between Fort and Kansas Expressway generally consists of industrial and commercial uses. North of the corridor, the dominate land use is salvage yards and commercial uses. Jordan Creek also traverses the sub-district through here, creating a large flood plain. Fort Street and the topography form a barrier, between sub-districts 3 and 4, allowing for relatively harmony





between the sub-districts. The former Hawkins Mill is located on the southeast corner of College and Kansas Expressway, creating a future opportunity for an iconic gateway to the corridor.

**Policy:** The future land use pattern for the College Street Corridor area will consist of mixed use and residential use as delineated on the Future Land Use Maps. Flexibility in land use is the primary theme developed by stakeholders participating in creation of the plan. It is important to encourage many different types of economic and housing activity. The land use pattern will provide an opportunity for creativity and maximum economic activity within the bounds of scale and defined uses. The scale of new development should fit the

neighboring buildings and proposed uses should fit within the list provided in this document and the zoning ordinance.

The College Street Corridor is already a collection of eclectic land uses and buildings. Stakeholders prefer that characteristic for the future, as long as the properties are well maintained and the uses are within defined, acceptable bounds. The mixed uses will provide a vibrant urban experience without detracting from the living and business experience. It is envisioned that the buildings will reflect the owner or user and consist of different designs that work in that environment and for the proposed use. Future development must be of proper scale to fit with existing land use pattern.



**6.1 Action Step:** Prepare zoning ordinance in conformance with the Phase 1 future land use map. The ordinance must be:

- Creative to meet desired flexibility in future development opportunities.
- Within identified land use constraints.

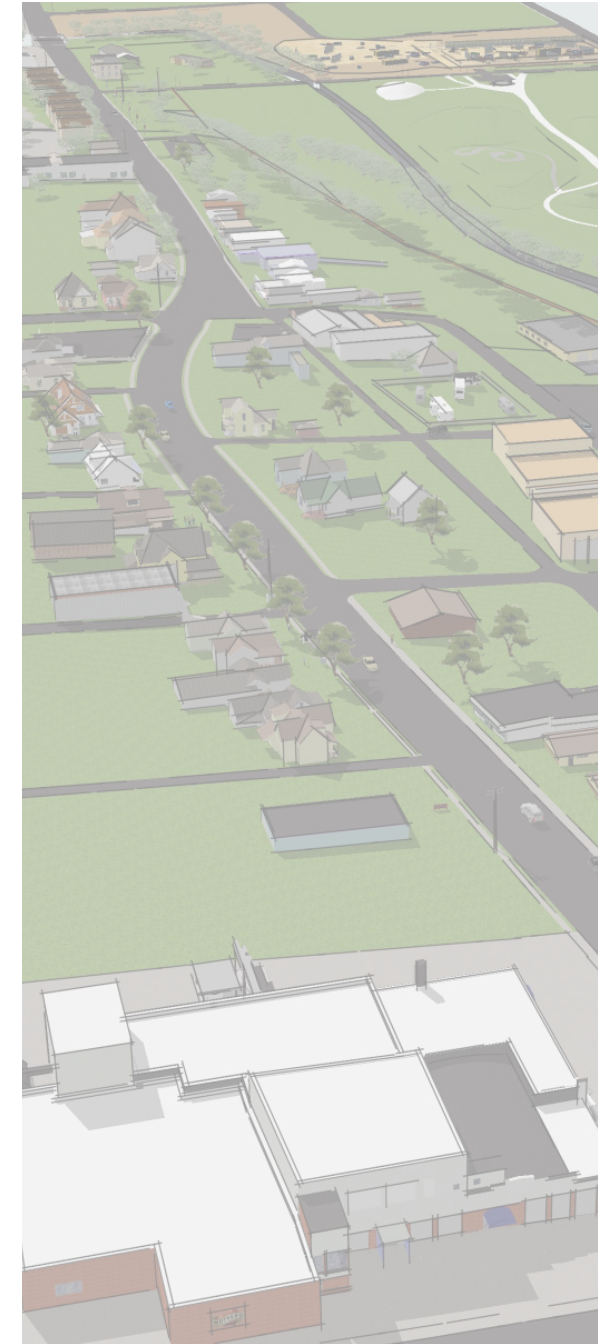
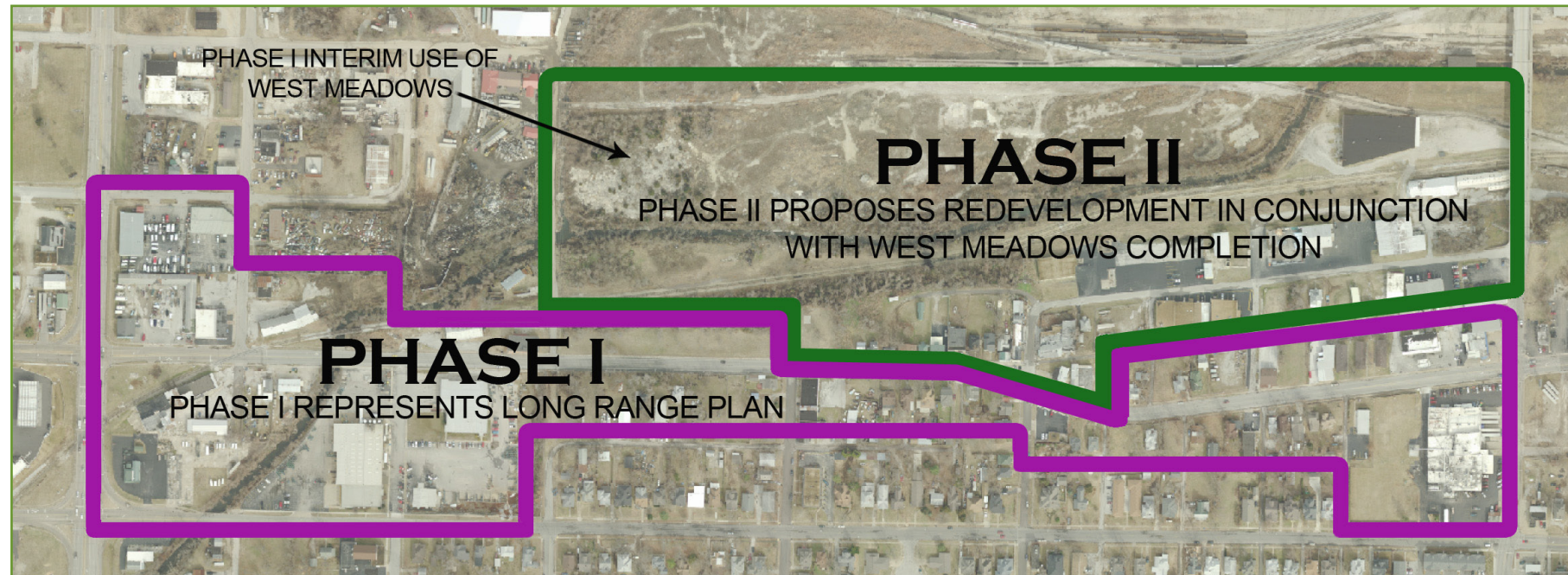
**6.2 Action Step:** Ensure the proposed zoning ordinance defines the scale allowed for new development or expansion. It shall conform generally to the surrounding existing development. This should include setback height, bulk, and square feet of the lot and building.

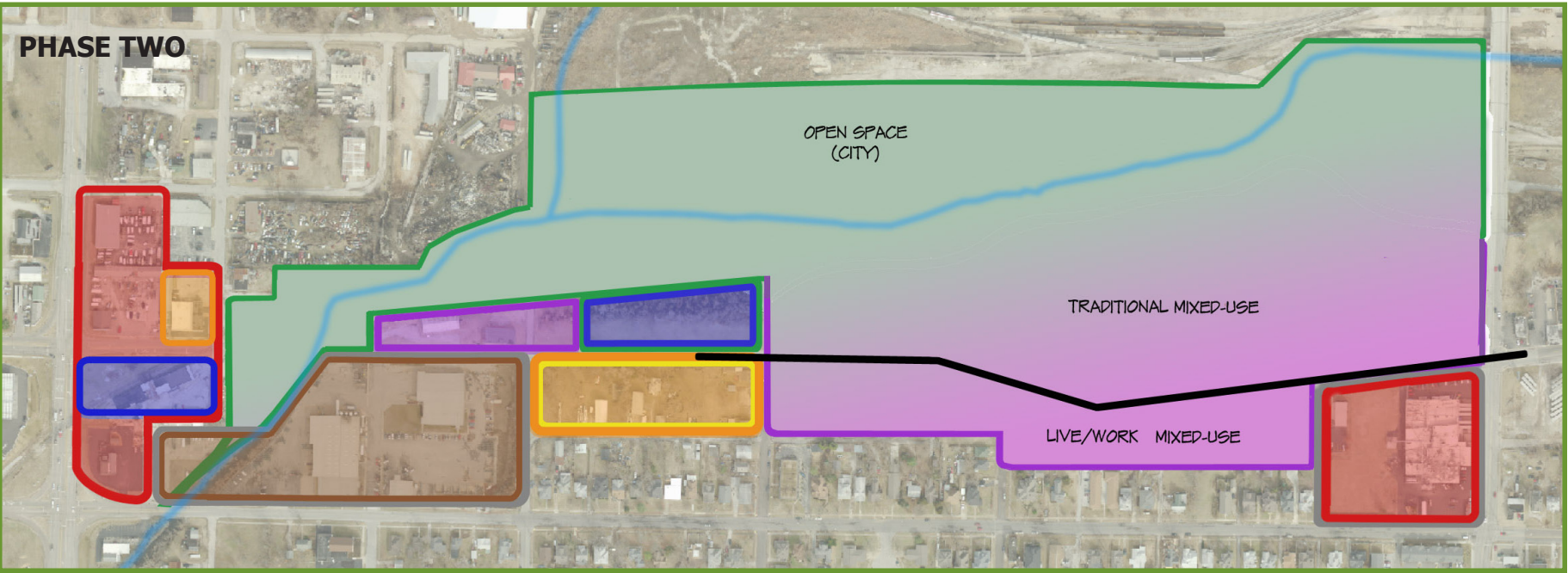
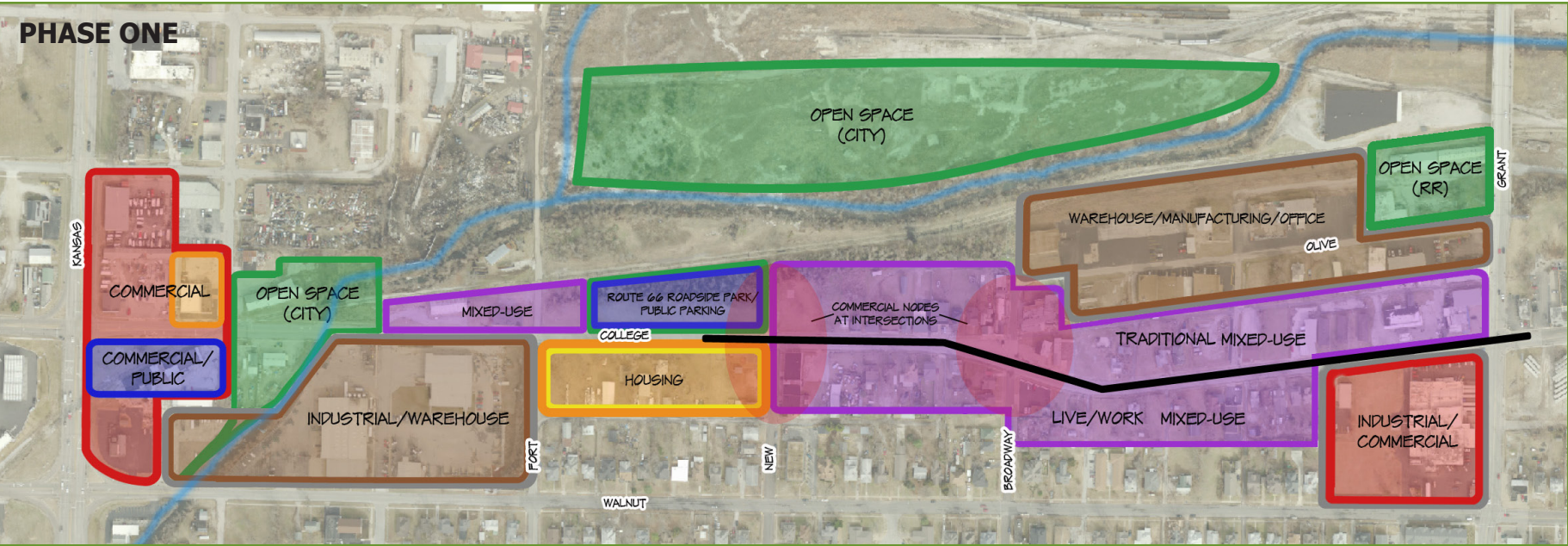
**Policy:** Two phases of future development are delineated. The first phase, Phase 1 is generally the long range plan as well as the first phase for most of the planning area.

However, the Olive Street area will provide a greater opportunity for development following the proposed reconfiguration of the railroad line that currently separates this area from the West Meadows

creating the opportunity for Phase 2. When the rail line is relocated, a seamless integration between the West Meadows and Olive Street will be possible, creating the physical opportunity to design a development to take full advantage of the proximity to the West Meadows while providing a strong market opportunity to take full advantage of the amenity. Timing for the rail relocation is expected to be at least 10 years out from 2012.

By the time the rail line is relocated, the West Meadows is expected to be complete with mature landscaping, trails, and passive open space elements, and will provide a very desirable environment for future development on Olive Street. Future development is expected to be mixed use and it is foreseen that a creative element will be cultivated, possibly artist live/work or an educational campus. It is also possible by that by that time market demand will support clearance and redevelopment of the Broadway commercial node, north of College, to take better advantage of the unimpeded interface with the West Meadows.





**6.3 Action Step:** Prepare a new zoning district that designates uses on Olive Street in conformance with Phase I. This is to ensure the current uses may continue unimpeded. However, when the timing is right for Phase II, zoning should be changed to reflect Phase II, Mixed Use.

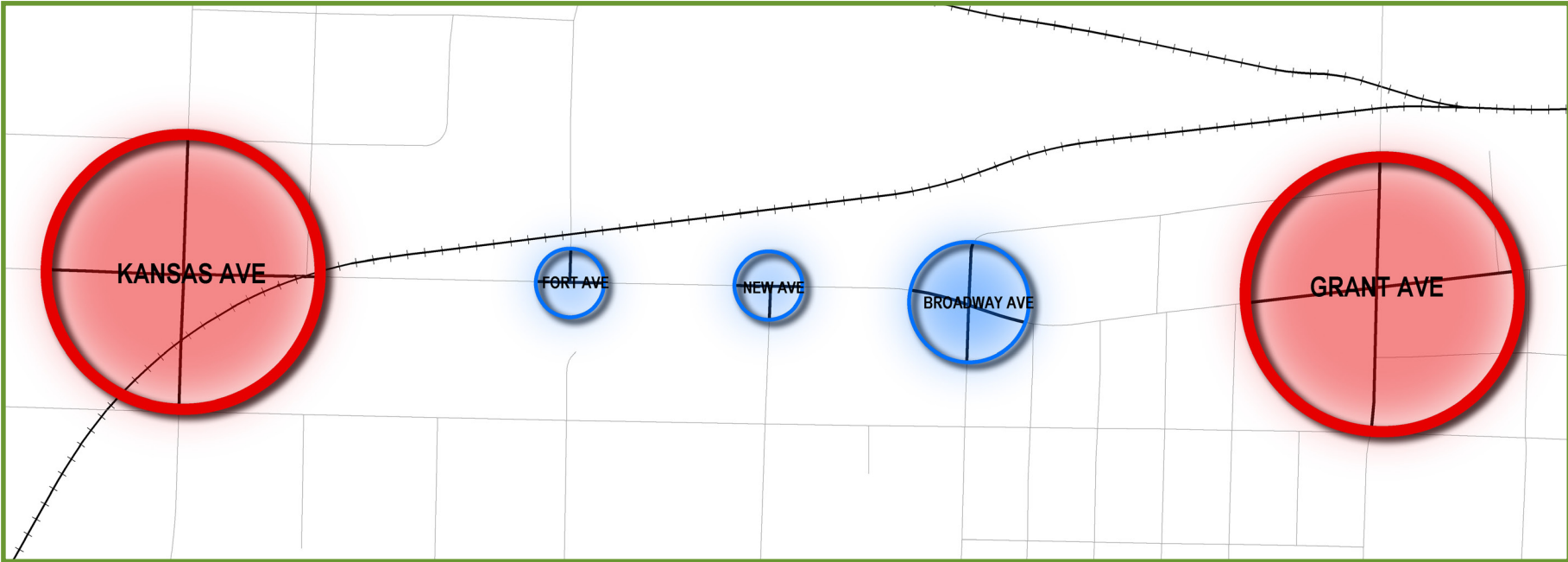
**Policy:** The key location of the College Street Corridor in Springfield’s Center City requires connections to several other districts and activities. These connections should be facilitated through bicycle/pedestrian facilities, the streets, and through gateway elements, graphics, and signage.

**6.4 Action Step:** Bicycle/Pedestrian-Although College Street is not a designated bicycle route, it should facilitate a “share the road” experience whereby bikes are welcome and accommodated on the street, including bike racks and lockers for parking. Sidewalks should be as wide as possible and should be connected to the greenway trail system traversing the West Meadows and along the Jordan Creek. With these facilities, loops can be

utilized to walk or bike about the area for recreation, exercise, or transportation.

**6.5 Action Step:** Vehicular- College Street is the main street in the area, but other streets are included. A section of Olive Street and several smaller north/south streets complete the street section in the planning area. Olive Street will be very important for the Phase 2 development following rail re-configuration and the north/south streets are important for connecting Walnut and the rest of the West Central neighborhood to College Street and the West Meadows. These north/south streets should be retained and maintained for vehicular traffic.

**6.6 Action Step:** Gateways should be designed and built at Grant Avenue, Kansas Expressway, and Broadway. These elements should announce the West Central College Street Corridor through signage, graphics, and public art.





**Policy:** The south side of College Street has a different impact on the surrounding neighborhood than the north side. The south side abuts residential properties fronting on West Walnut Street. Future land use for the south side of College Street will be limited to the existing legitimate businesses and residential live/work use. The live/work component will be comprised of primarily a residential use, with the ability of the resident to sell goods and services on the property within defined bounds.

**6.7 Action Step:** Ensure the proposed zoning ordinance is designed to accommodate the policy of allowing live/work. Live/work will include:

- Selling goods and services from the residential property in which one lives,
- Allowing a sign announcing the business,
- Allowing a limited amount of employees to assist in the business,
- The business activity or the living accommodations may be either in the primary structure, or in an accessory



- structure,
- The business uses will be within defined bounds:
  - Art and craft work such as ceramics, painting, photography, sculpture, woodwork, and similar cottage industries that may involve minor use of hazardous or flammable substances as allowed by the department of emergency services; or operations which generate noise, dust, or odors provided that they are determined to be compatible with the surrounding land uses;
  - Office uses by architects, attorneys, consultants, writers and owners of electronic commerce businesses, and similar uses;
  - One-on-one and group services such as music, art, and dance lessons, tutors, licensed counseling and massage therapy, etc.;
  - Tailoring and sewing;
  - Coffee shops with no food service requiring a grease trap or vent;
  - Furniture refinishing/antique restoration;
  - Hair salons, day spas and other uses which generate higher water and sewer demands, and higher customer visits;
  - Other live/work uses which in the opinion of the director are of a similar and compatible nature to those uses described above.

**Policy:** Reserve the land between Fort and New Avenues along the south side of College Street for housing. Development options should remain varied in order to allow for creative housing development. This may include single family or multi-family use and may include pocket neighborhood characteristics.

**6.8 Action Step:** Allow for maximum flexibility for housing development with an appropriate housing density.

**6.9 Action Step:** Allow for creative design, including pocket neighborhoods.



**6.10 Action Step:** Allow and encourage creative sustainability components as defined in that section of this plan.

**Policy:** Promote significant commercial activity on NE corner of Kansas Expressway and College.





**6.11 Action Step:** Encourage property owners to consider facilitating this development.

**6.12 Action Step:** Ensure the proposed zoning ordinance allows for this type of development.

**6.13 Action Step:** Work with developers to meet the flood plain regulations since the southeast portion of the site lies within the flood plain.

**Policy:** Even though housing is allowed in the mixed use districts, encourage the development of commercial use at the intersections as shown on the Development Pattern maps. In particular, encourage commercial use at Broadway and College.

**Policy:** Encourage universal design for new residential housing.

**Policy:** Preserve view of West Meadows from south side of College.

**6.14 Action Step:** Include a height limitation in the proposed zoning ordinance for buildings on the north side of College Street.

### *Universal Design*

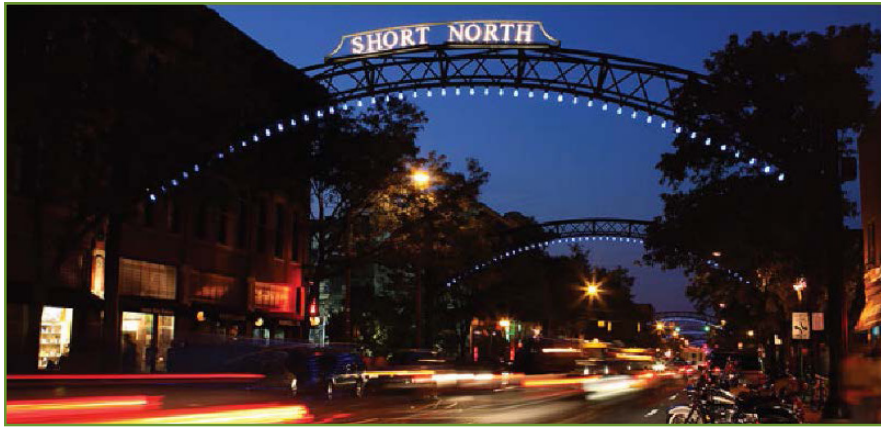
*Universal Design is the concept of designing all products and the built environment to be aesthetic and usable to the greatest extent possible by everyone, regardless of their age, ability, or status in life. Its design promotes better access, increased usability, and more opportunity.*

**Policy:** Encourage commercial activity at key intersections as shown on the Proposed Land Use maps.

**Policy:** Provide gateways on each end and at Broadway, to include public art.

**6.15 Action Step:** Develop conceptual designs and cost estimates for each proposed gateway location.





*“A committment needs to be made to help determine the entrance into West Meadows.”*

*“I would like to see some renovatinos done to the mural wall. It could really be a focal point if it were cleaned up.”*

**Policy:** Honor the historic nature of the area without attempting to replicate in new development. While the planning area is rich in Springfield history, most of the historic buildings have been removed. Notable exceptions are the Hawkins Mill, the former Red Rock Bottling facility, the only remaining former filling station, and some of the houses remaining on the south side of College Street. Much of the other remaining building construction has been of an eclectic nature with a wide variety of styles and materials. The policy is to encourage design of future development with sensitivity to the remaining buildings in the area, but to not be bound to any historical design guidelines.





**Policy:** Ensure economic incentives promote the development pattern principles outlined above.

**Policy:** Identify historical resources that should be preserved.

**6.16 Action Step:** Photograph the following resources and list as properties to be preserved. Show before photo if available:

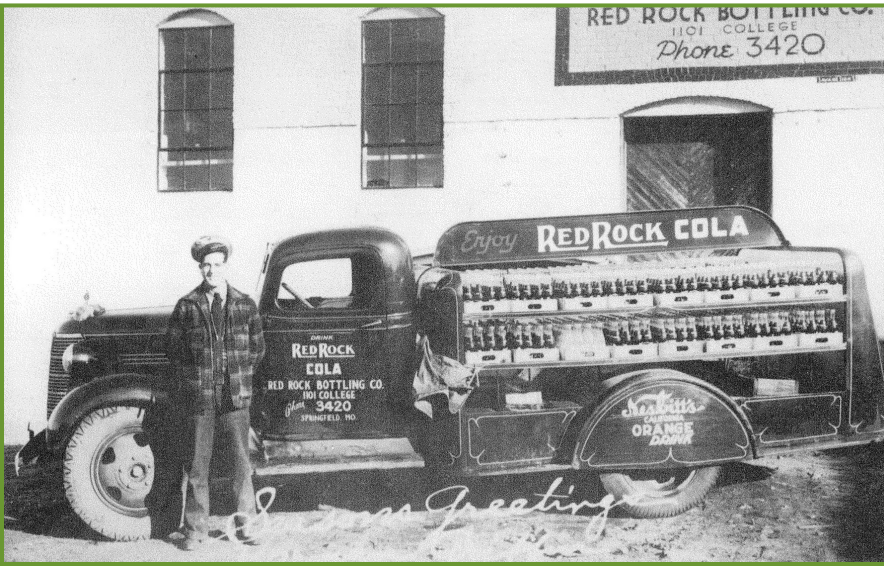
- Hawkins Mill (photo)
- Red Rock Bottling Company
- Filling station at Broadway
- Mueller Bakery (Mother's Brewing)
- Selected housing on the south side of College Street.

**6.17 Action Step:** Contact the property owner to determine their plans for the property and encourage preservation.

**6.18 Action Step:** Consider creating a "historic preservation" loan program for the selected eligible properties through the CDBG program.



*"It would be great to restore the buildings back to what it looked like in the 40's and 50's."*



## 7 ADDRESS BLIGHTING CONDITIONS

Policy: The College Street Corridor planning area suffers from many decades of neglect, lacking both public and private investment. The City needs to clean up City-owned properties and rights of way and private property owners need to remove blighting conditions by cleaning, repairing, and rehabilitating properties.

**7.1 Action Step:** Provide a concentrated code enforcement program in the area to address violations.

**7.2 Action Step:** Identify chronic nuisance properties.

**7.3 Action Step:** Adopt the draft strategy proposal to address chronic nuisance properties.

**7.4 Action Step:** Ensure properties are well maintained & operated.

**7.5 Action Step:** Mitigate impact of salvage and recycling operations on the West Meadows and Fort Street.

**7.6 Action Step:** Address problems presented by homeless and transient people.

**7.7 Action Step:** Clean up city property and rights of way and establish an ongoing maintenance program for upkeep.

- Art wall
- Sidewalks and landscaping strip
- Alleys (including Olive, west of Broadway)
- Property at Fort and College
- 1435 College
- 1420 College

**7.8 Action Step:** Provide brownfield environmental assessments and facilitate any necessary cleanup.

- “Diesel Spring”
- Former gas station sites
- Other

**7.9 Action Step:** Acquire key blighted properties if necessary.

**7.10 Action Step:** Accommodate anyone who might be displaced through above actions.

**7.11 Action Step:** Partner with the MN&A Railroad to remove trash and debris, clear undesirable brush, weeds, and invasive plants

**7.12 Action Step:** Develop a maintenance program to keep railroad property clean.

- MN&A indicated a willingness to provide equipment to clean up the brush, but asked that the City handle the waste wood;
- Assemble a team consisting of Public Works Operations (wood removal), Stormwater Division (streambank protection, and Urban Forester (tree protection), and the Police (CPTED) and Planning Departments (coordinate), and MN&A to develop an approach to the project;
- Ensure the removal of brush accomplishes the following:
  - Improve the views and aesthetics, health, and safety of the site,
  - Discourage transient occupation and trash dumping, Protect the stream bank and significant trees





Chronic Nuisance Properties Strategy



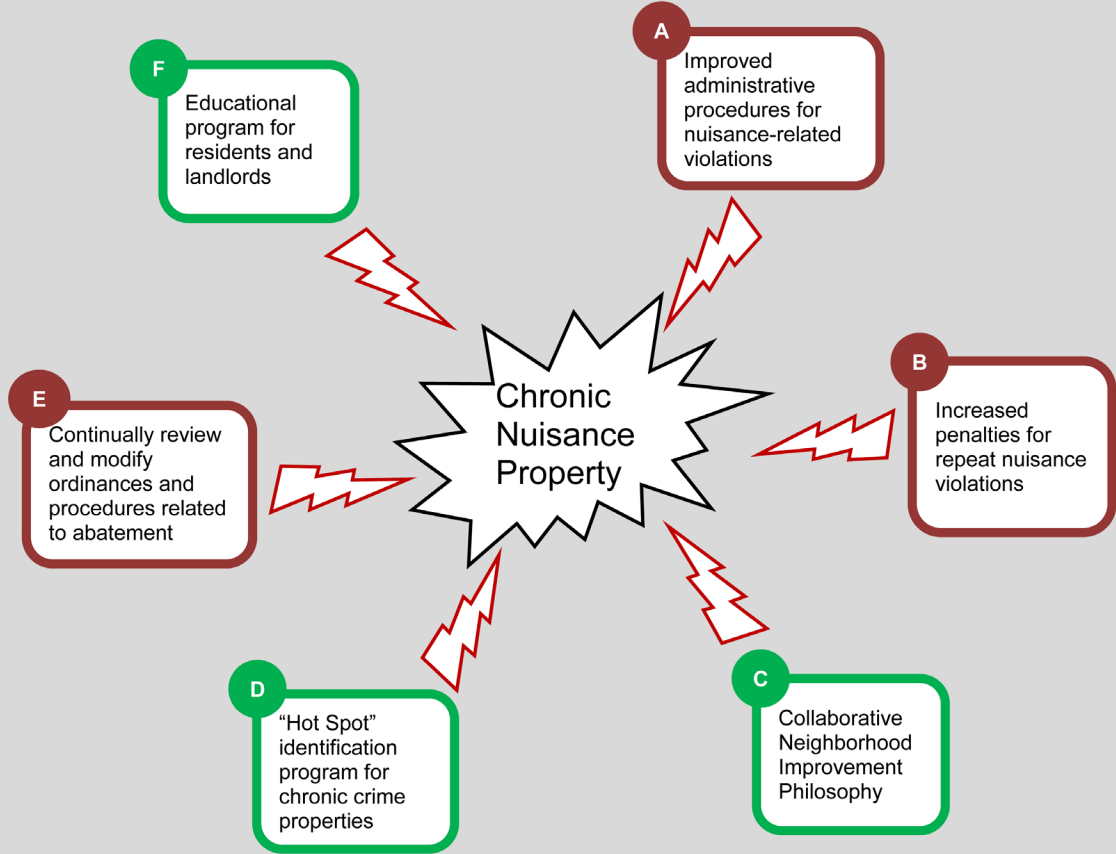
Guiding Policy:

The City will not tolerate property owners who are unwilling to manage their properties in accordance with City policies and ordinances, to the detriment of the neighborhoods and property occupants. The City will adopt new ordinances and procedures and more strictly enforce existing ordinances to ensure that chronic nuisance properties are no longer a blighting influence on neighborhoods due to violations of health and safety codes, poor management and/or criminal activity by homeowners, tenants and/or landlords.

Action Steps Key

Ordinance Change

Program Change



# 8 IMPROVING PUBLIC FACILITIES AND SERVICES

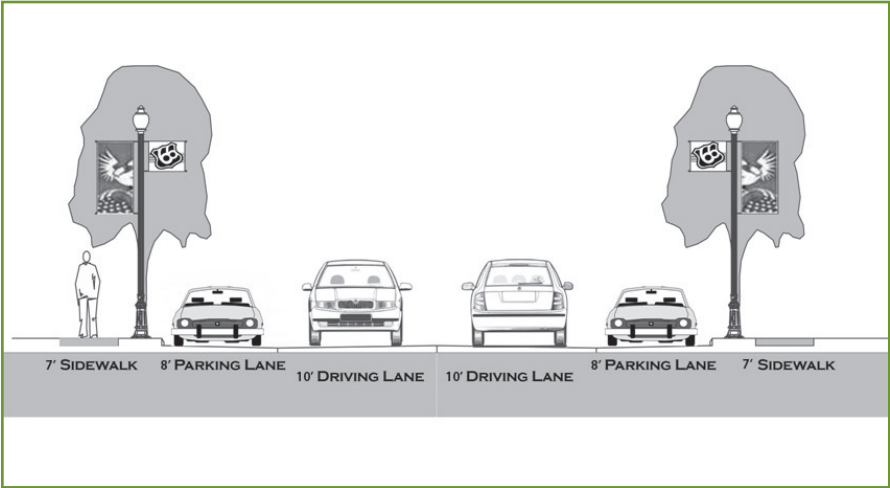
**Policy:** Much of the public facility infrastructure in the planning area is substandard and need to be upgraded. In addition, certain public health and safety services need to be improved. Resources need to be directed to facilitate the desired outcome. Projects identified below should be further defined by the appropriate department or organization and included in the their Capital Improvements Program or maintenance and upgrade plans to bring the public facilities up to the state described in the following action steps.

**8.1 Action Step:** Provide streetscape improvements along College Street.

- Increase the right of way width where possible
- Wider sidewalks
- Pedestrian lighting.
  - Planter baskets.
  - WiFi
- Parking
- Infrastructure to accommodate festivals.
- Route 66/West Central College banners, signage, and graphics.
- Street trees.
- Bury, relocate, or re-configure the electric lines along College Street.

**8.2 Action Step:** Provide streetscape improvements along Fort Avenue.

- Close the street to through traffic.
- Access to McCoy’s Iron and Metal to be from Water Street.
- Provide a sidewalk on the east side.
- Provide pedestrian lighting.
- Provide a parking lot in the right-of-way and into the West Meadows.
- Provide landscaping and trees to screen McCoy’s facility.



*“Do NOT widen the street. That will destroy the essence of what makes it unique to travel Route 66!”*

*“We would hope for some historic redevelopment and the building up of Route 66 and an emphasis on Civil War historic sites in the West Central Neighborhood.”*



Taken from the Route 66 Corridor Plan



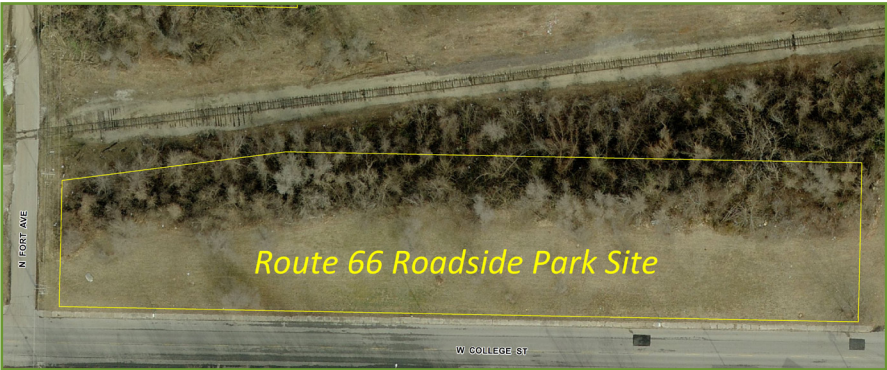


**8.3 Action Step:** Provide a pedestrian access facility along Fort between Walnut and College Streets.



**8.4 Action Step:** Provide a Route 66 Roadside Park on City owned land east of Fort on the north side of College Street.

- Route 66 information, banners, signage, graphics
- Route 66 style interpretation reminiscent of:  
 Reds Hamburg  
 Seven Gables  
 Rail Haven  
 Etc.



*Conway, MO Roadside Park*



- Local historical interpretation examples
  - Transportation
  - Civil War Fort # 2
  - Veteran's War Memorial
  - Early settlement
  - Springfield Brewery (on this site)
  - Denton Quarry
  - Hawkins Mill
- Allow for supplemental parking for business on College Street.
  - Pervious, green surface
- Accommodate "outdoor community meeting space."
- Reserve land on each end of the city-owned site to allow for future, private mixed-use.
- If park usage, infill development, and market conditions merit, consider transitioning park to private mixed-use development in the future.

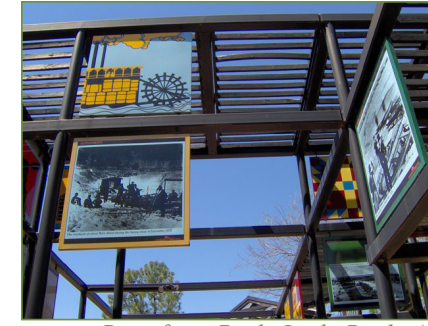
**8.5 Action Step:** Acquire property and extend alley between College and Walnut, to connect with Broadway.

**8.6 Action Step:** Clean, repair, or replace the Art Wall, as necessary. drawing

- Refurbish and improve the art on the wall.

**8.7 Action Step:** Complete linkages to the future West Meadows.

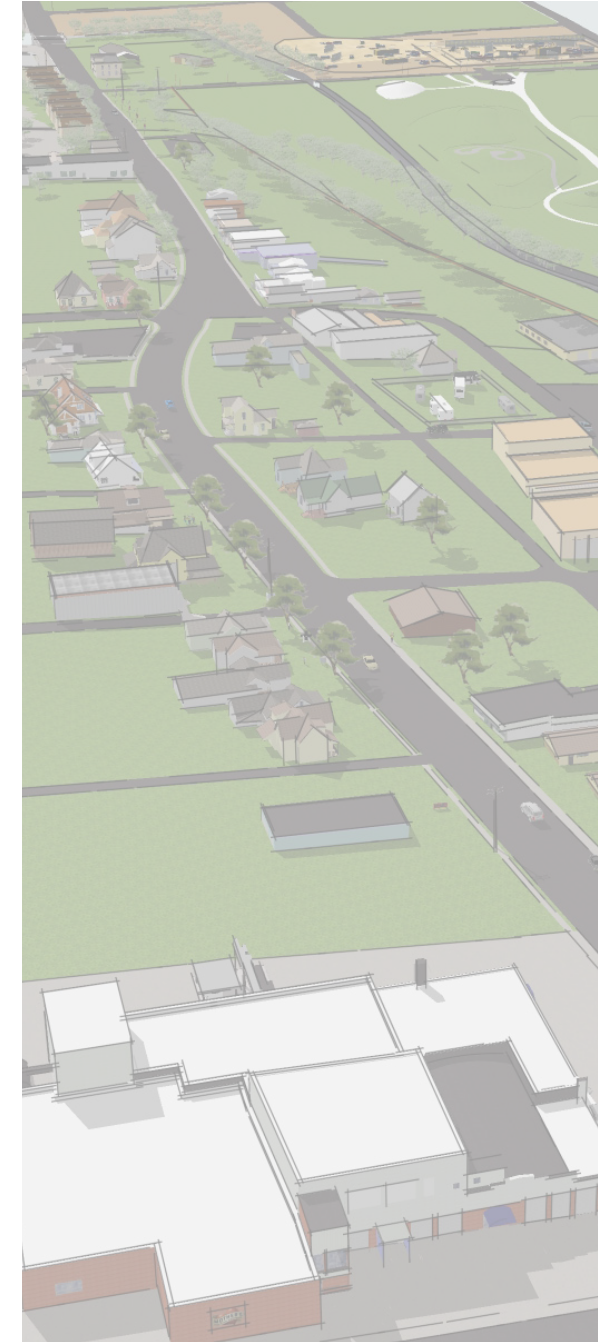
- Provide streetscape improvements and a parking lot along Fort Avenue, north of College to provide access on the west end.
- Create a pedestrian way along Fort Avenue between Walnut and College Streets.
- Provide pedestrian/bicycle access under the railroad bridge or "at grade" in West Meadows allowing connection between Main and Fort Avenues.
- Keep brush and trees trimmed to preserve view-shed to West Meadows on proposed Route 66 Roadside Park.



*Riverfront Park, Little Rock, AR*



*Pervious Parking Example*





**8.8 Action Step:** Clean up the Jordan Creek and provide ongoing maintenance

**8.9 Action Step:** Investigate having a consolidated trash service that utilized alleys to the extent possible for collection.

**8.10 Action step:** Upgrade all water mains to 8 inch diameter.

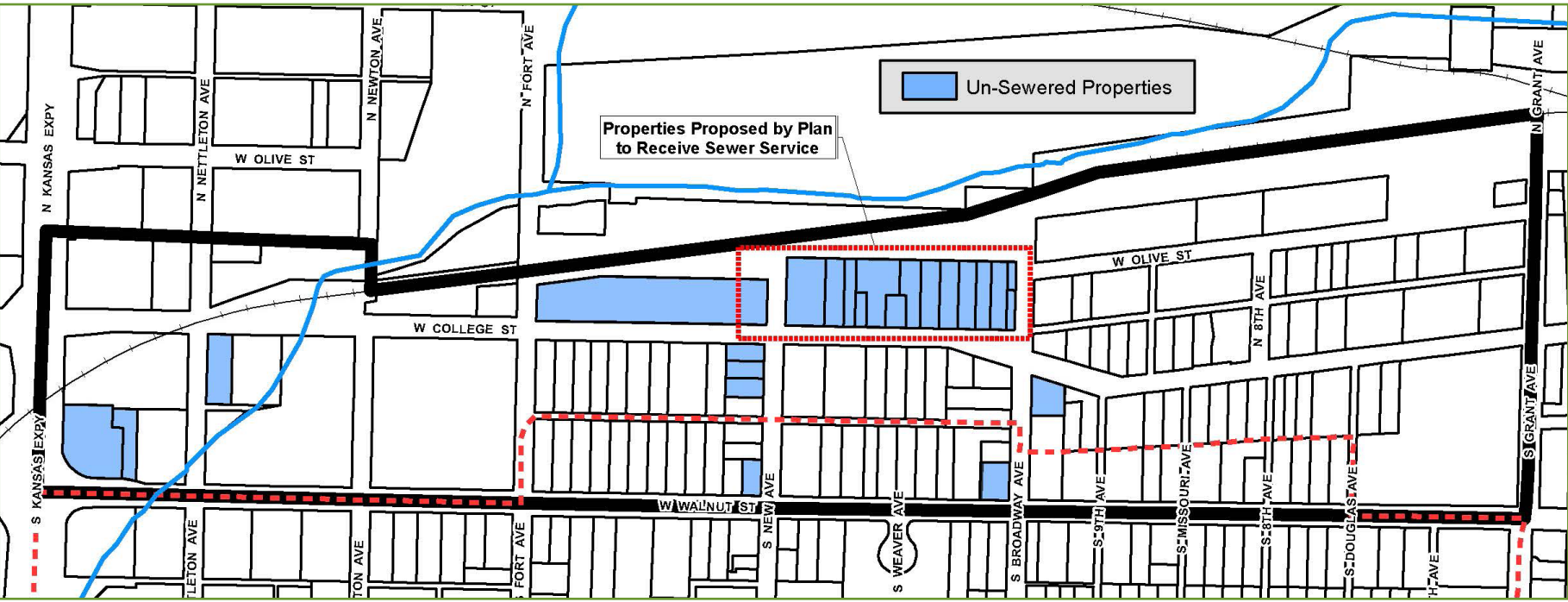
**8.11 Action Step:** Ensure sewer collection service is available to all property at a reasonable cost to the property owners.



*Jordan Creek Cleanup, 2012*



*“How do you spur developer investment in the College Street Corridor? Improve the infrastructure, complete the West Meadows Plan, clean up Jordan Creek, and add some nice streetscape like lighting and sidewalks.”*

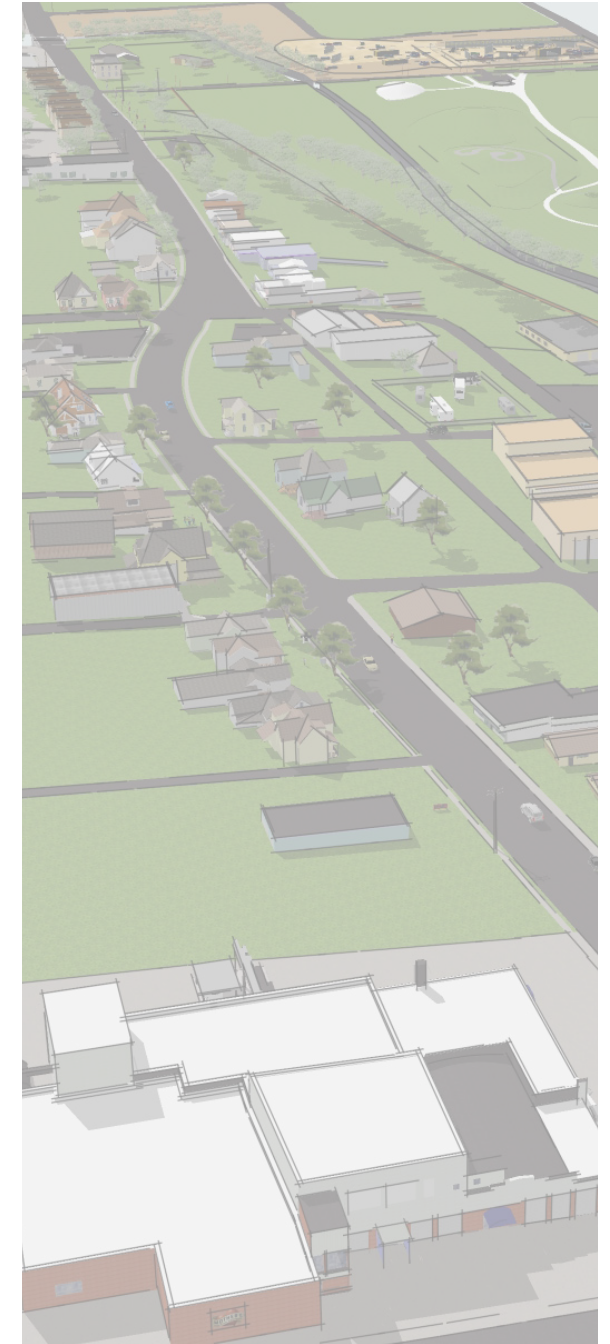
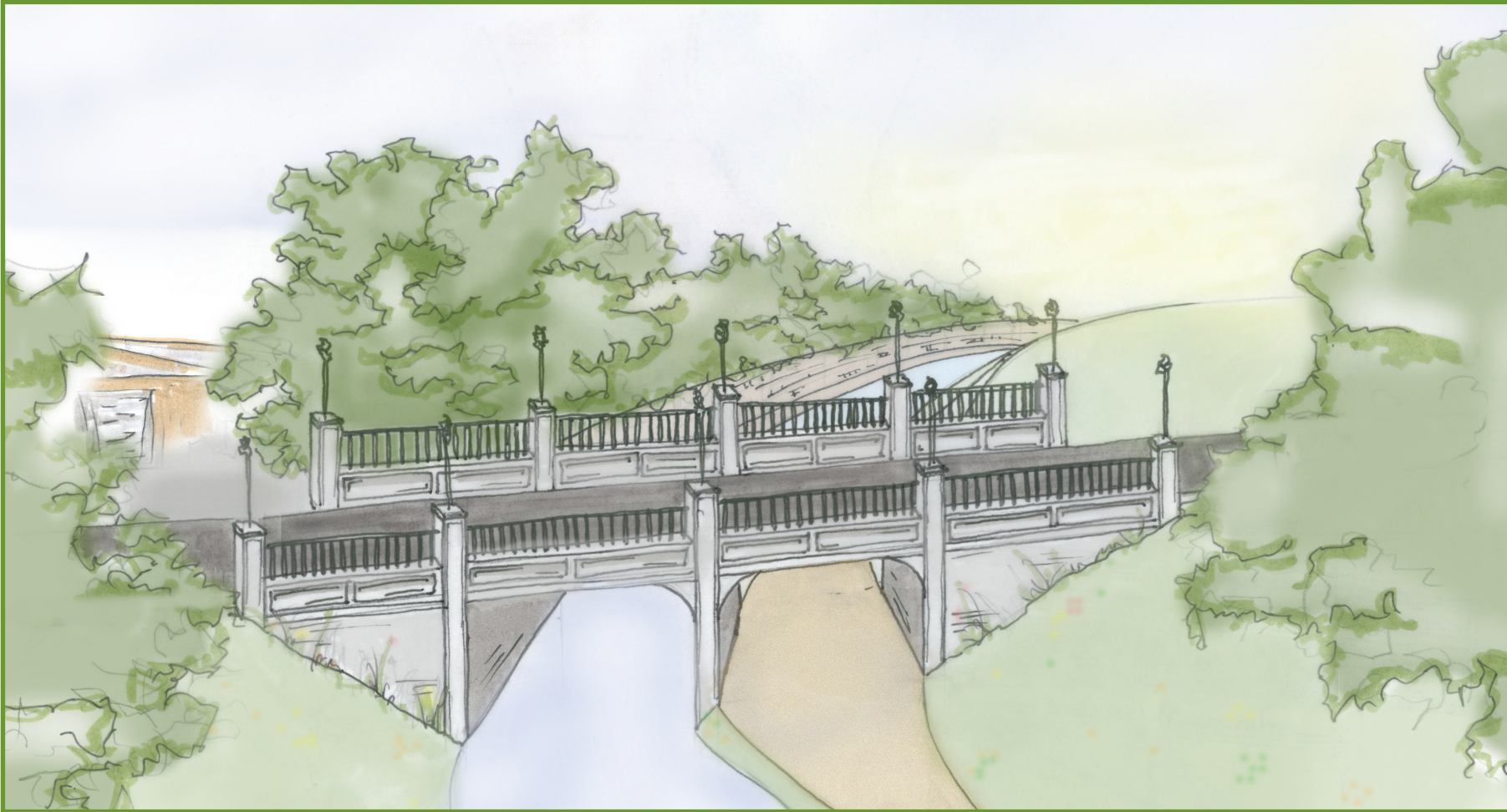


**8.12 Action Step:** Rehabilitate existing sewer collection lines as necessary.

- Continue working with US Army Corps of Engineers to enhance the Jordan Creek waterway and reduce flooding and the flood plain designation.
- Replace the bridge at College Street.

**8.13 Action Step:** Continue improving crime prevention and enforcement.

- Continue with the Neighborhood team initiative combining:
  - Health and safety codes
  - Fire safety
  - Crime prevention and enforcement
  - Planning
  - Neighborhood input
- Ensure a strong Neighborhood Watch program.
- Integrate CPTED (Crime Prevention Through Environmental Design) into all property design and maintenance.





## 9 SUSTAINABLE DEVELOPMENT MEASURES

The City of Springfield encourages sustainable development on many fronts. The Solid Waste Division carries out a wide variety of activities including education, recycling, yard waste mulch and compost production, household chemical waste management, and are even conducting a feasibility study to provide a greenhouse utilizing methane gas generated at the sanitary landfill. The City also has adopted a Green Building Policy whereby green building is encouraged in public buildings. The Jordan Valley Concept Plan states: "Sustainable/green development concepts should be incorporated for all public buildings and encouraged for private development within Jordan Valley. This would include, but not be limited to, recycling, "green" storm water management practices, energy efficient construction/equipment, water conservation practices, and water quality protection." There are also many groups and organizations throughout Greene County focusing on sustainable development. So, there is already a culture of sustainable development thinking in the community, but it is important to transform the thinking into action.

Public engagement during the College Street Corridor Plan process demonstrated strong interest in College Street and environs adopting sustainable development measures. The term sustainability means many things to many people, but the central theme should be for the corridor and neighborhood to become self reliant and resilient in the face of change, while using less resources and protecting our environment.

There are many ways of moving in that direction, but the most important element is to begin doing small things on the local level. Gloria and Rick Scarlet are providing an example of this. Their small lot in the Rountree neighborhood is being transformed into a more sustainable property one step at a time. They generate electricity (which is sold back to City Utilities), they harvest water in a cistern and rain barrels, they are re-designing their property to utilize "permaculture" elements, they grow food in their yard and in the public right of way, they cook with wood, and bicycles are their primary mode of transportation. They are leaving less of a footprint

on the earth, becoming more self-sufficient, and having fun doing it!

Rick and Gloria have graciously agreed to serve as a model for future sustainability on College Street. They freely give of their time in providing information, demonstrations, and discussion to help people wanting to make similar achievements. The best way to encourage sustainable measures is leading by example. This chapter is built around their accomplishments toward sustainability with the intent to inspire others to make similar improvements, thus making a better community while becoming more self-sufficient and resilient.

- Encouragement of on-site energy production





*Cistern Installation*



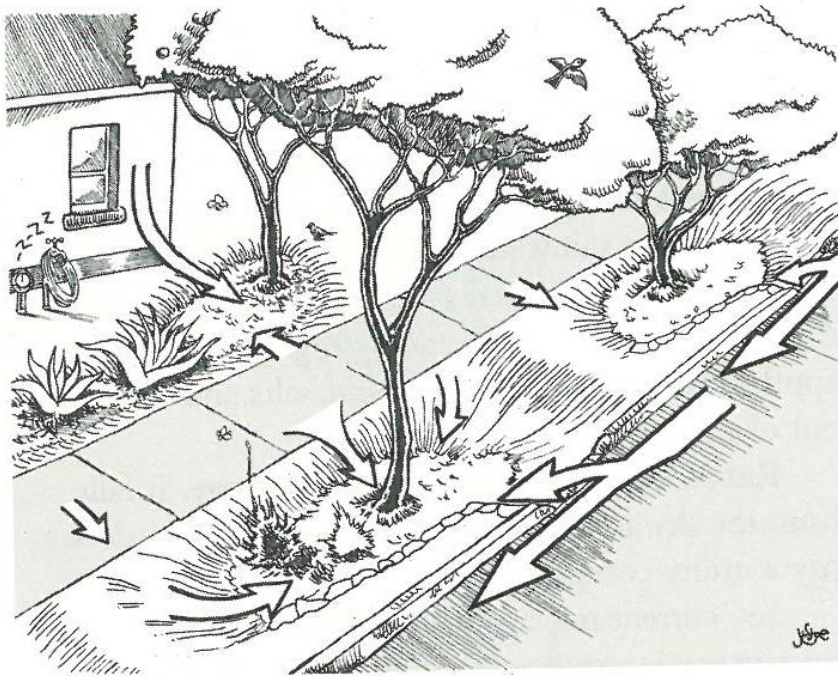
- Encourage rainwater collection and on-site stormwater management
  - Cisterns
  - Rain barrels
  - Rain gardens
  - Berms and swales



*Suburban Permaculture and rainwater management*



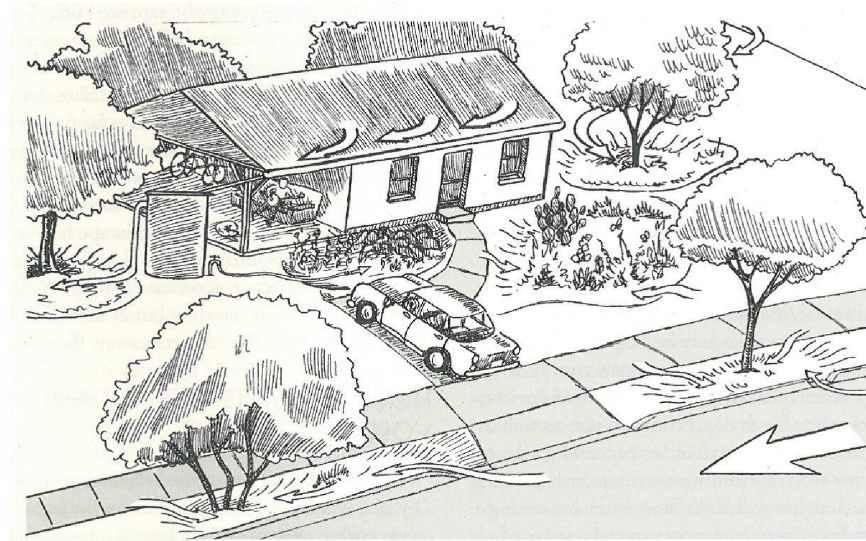
- Encourage food production
- Facilitate live/work environment
- Consider using stormwater to water street trees
- Investigate incentives for green sustainable development activities
- Consider using stormwater to create a water feature at Fort Avenue



*Harvesting water runoff to benefit street trees*



*Community Garden*





## 10 ECONOMIC DEVELOPMENT INCENTIVES

The economic revival of the College Street Corridor must be approached in a comprehensive manner. First and foremost, strategies and activities must consider how investor confidence will be restored and enhanced.

As previous chapters have addressed, there are very basic actions that must take place to lay a foundation for investor confidence. Two activities stand out:

- Address physical blight
- Create the feeling of safety

Once the actions begin to improve the physical setting and address crime, additional actions are necessary to attract investment and business development in the area. The Urban Districts Alliance should be asked to help provide services relating to business attraction and economic development. Some steps to follow are:

- Realistically evaluate economic potential for the area. What market segment exists? How can they be served in the College Street Corridor? A specific market analysis would be helpful in this venture, but one can gain considerable insight by studying Springfield's downtown evolution and viewing the College Street Corridor as an extension, with notable differences discussed in this plan.
- Create a Brand and marketing plan for the College Street Corridor. The Vision Statement is the beginning of a brand, but it should be further developed to come up with a concise name or statement that conveys the proper image of the College Street Corridor that welcomes the identified market segment to the area. Then, a plan to market the area should be prepared.
- Identify businesses that fit the profile. There are businesses in Springfield who may already be a good fit for College

Street. Visit with them, acquaint them with the College Street Corridor and see if they are planning any expansions or relocations.

- Provide information to students, particularly art students. The Live/Work component of the plan lends itself to small startup art studios as well as other businesses. Art students may be addressed through the universities and colleges in Springfield and if they are interested in starting a small art business, this may be the right location.
- Work with existing land owners and local developers. Make sure these people are aware of the plan and its proposed accomplishments. Encourage them to begin expansion/development planning to fit the plan proposals.
- Build on existing business success. Help bolster the success of existing businesses in the College Street Corridor. Ask existing business owners to help with business recruitment.
- Build on the location adjacent to downtown and the West Meadows. Much can be learned from the downtown revitalization experience and applied to the College Street Corridor. The proposed West Meadows will provide redevelopment amenities that exist nowhere in Springfield. Make sure potential developers and business owners know about this.
- Benefit from Route 66 excitement. Route 66 is a popular icon throughout the world. Work with existing Route 66 organizations and events to promote this area's history as a section of the original Mother Highway.
- Create events on the future Route 66 Roadside Park.
- Provide economic development incentives. The following incentives are suggested to help with the revitalization of the College Street Corridor.





- Prepare a Chapter 99 Redevelopment Plan
  - Tax abatement
  - Bonds for significant projects
- Provide low interest loans for:
  - Housing rehabilitation and development
  - Business building rehabilitation and development
  - Live/work building rehabilitation and development
- Provide incentives to attract owner-occupied households, as outlined in the West Central Neighborhood Strategic Plan
- Acquire selected blighted properties for clearance or rehabilitation
- Ensure economic incentives promote development pattern principles

# COLLEGE STREET CORRIDOR PLAN

## Background and Analysis Report

Spring 2012

City of Springfield, Missouri  
Department of Planning and Development





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# EXECUTIVE SUMMARY

## OVERVIEW

The College Street Corridor Planning Area is the property located along College and Olive Streets, between Grant Avenue and Kansas Expressway. The Planning Area has strong linkages to the future West Meadows of Jordan Valley, the West Central Neighborhood, and downtown. These linkages are very important to the future of the Planning Area. The Background and Analysis Report is the first step in establishing current conditions and issues. It is generally recognized that the Planning Area has been in decline for several decades and, with some exceptions, has suffered from the lack of investment, both public and private.

## HISTORICAL PERSPECTIVE

Historical events and activities played a strong role in the development of the College Street Corridor Planning Area, beginning with one of the earliest settlements in Springfield, the Civil War, the coming of the railroad, industrialization, and Route 66.

## PHYSICAL CHARACTERISTICS AND BROWNFIELDS

The unique topography, springs, and the Jordan Creek influenced the development of the Planning Area and provide challenges for future redevelopment efforts.

## DEMOGRAPHICS

Only about 200 people live in the College Street Corridor Planning Area (includes the north side of Walnut Street) within the West Central Neighborhood. This neighborhood has the highest incidence of poverty and rental property in the City. In fact, along College and Olive Streets, more than 84 percent of the housing units are for rent. These factors in combination with the declining physical conditions, create a cycle of disinvestment.

## PREVIOUS PLAN CONTEXT

Several plans have been prepared within the last 15 years that address College Street. There were many recommendations offered in the plans, but there have been no serious effort to implement most of them. An exception is the revitalization of the future West Meadows which lies just north of College and Olive Streets. This ongoing effort has included donation of land by Burlington Northern Santa Fe Railway and environmental cleanup funded by the Environmental Protection Agency. Eventually, this land will provide a powerful redevelopment incentive for the College Street Corridor Planning Area.

Recommendations from these relating to the College Street Corridor Planning Area include:

- Define the boundaries and link the Center City districts.
- Promote the emergence of a residential base in Greater Downtown.
- Link Greater Downtown to other parts of the community with bicycle routes and lanes.
- Improve the water quality and edge treatment of Jordan Creek.
- Create physical, visual, historic, and symbolic connections between the park and the West Central Neighborhood.
- Create artistic features and elements to serve as references to Springfield’s culture and historic assets and to unify the various spaces within Jordan Valley.
- Elimination of vacant and dilapidated buildings.
- Improve the physical and aesthetic appearance of the Neighborhood.

## LAND USE AND ZONING

The land use pattern is a primary issue within the Planning Area, particularly along College Street. Industrial and auto related uses are mixed with housing to create land use conflicts. Properly mixed land uses can be an asset to an area, but this has not proven to be the case along College Street, and has contributed to the blighted conditions. In some cases, the effect could be softened with better property maintained and management. Some of the uses have been converted from housing to commercial and have fallen into disrepair. The conflicting land uses have been exacerbated by the zoning





classifications applied since the first zoning ordinance in 1930. The main reason for this planning effort is to create a zoning district that will provide for a coherent land use pattern which should lead to investment and redevelopment.

### **BLIGHTING INFLUENCES**

The College Street Corridor Planning Area suffers from blight on both public and private properties. The public infrastructure has a variety of deficiencies that impede redevelopment and private investment, the most visible being the sidewalks and streetscape elements and Jordan Creek.

Approximately 40 percent of the existing structures are in need of major rehabilitation or are dilapidated beyond feasible repair. Weeds, inoperable vehicles, odors, dangerous buildings, trash, zoning violations are some of the nuisance issues in the Planning Area. Addressing the blighting conditions is paramount in moving forward and increasing investor confidence.

### **INFRASTRUCTURE AND PUBLIC SAFETY**

Transportation – College Street is classified as a secondary arterial but the right-of-way is 10 to 20 feet less than the standard calls for. In addition, to meet the “Complete Street” criteria, additional right of way may be necessary. The Complete Street concept includes facilities for driving and turning lanes, bicycle lanes, pedestrian walkways, and landscaping. The bridge over Jordan Creek is not adequate to accommodate additional auto, bike, or pedestrian facilities. It is possible that the rail crossing will be relocated in the future in accordance with recommendations found in the Railroad Reconfiguration and Grade Separation Study completed in 2006.

Besides right-of-way width issues, the sidewalks are generally in disrepair, are very narrow and in some cases, power poles block the sidewalk.

Stormwater Management - There is no stormwater management infrastructure in the Planning Area, except for Jordan Creek and street curbs. The bridge over Jordan Creek is inadequate for stormwater management and is slated for replacement through the Corps of

Engineers feasibility study currently underway. Redevelopment of the College Street Corridor Planning Area presents an opportunity to be a model for creative stormwater management techniques allowed under proposed stormwater management standards being developed. The updated standards will allow on-site stormwater management solutions including, cisterns, rain gardens, rain barrels, berms, and swales.

Sanitary Sewer – Several properties, including all property west of Broadway on the north side of College Street, do not have access to the City sewer collection system.

Electric Service – Electric service is generally adequate but a three-phase power line along the south side of College presents a barrier to fire fighting from the street and is unsightly.

Gas Service – Natural gas service is generally adequate with the exception of a low-pressure district in a portion of the Planning Area, not presenting a major development constraint.

Water Service – Water supply service is generally adequate, but needs upgrading for more intense development.

Fire Service – Even though water supply service is generally adequate, the Fire Department considers it inadequate for fire fighting, so upgrades need to be made to the water main lines.

Building Development Services – Constraints to future redevelopment are the flood plain on the western end of the Planning Area, zoning non-conformities, the topography and excessive slopes in some areas, and the small size of the commercial lots.

Police Services – Police are generally able to serve the area both now and in the future. In a survey of neighborhood stakeholders conducted in 2009, drugs and crime rank very high as concerns. Since that time, the City has targeted additional resources to the area but it remains a concern.

### **ECONOMIC DEVELOPMENT**

The College Street Corridor is uniquely positioned to benefit from redevelopment success downtown and the future West Meadows. It is possible to use these strengths, along with College Street’s history as Route 66, to provide a foundation for redevelopment. However, the blighting influences and public facility deficiencies must be addressed

in order to stimulate the required private investment confidence.

**SUMMARY**

The College Street Corridor Planning Area has a great deal of redevelopment potential due to its historic past and its proximity to downtown and future West Meadows. Success will depend, to a great degree, on addressing blighted conditions and inadequate public facilities.





# BACKGROUND AND ANALYSIS

## OVERVIEW OF PLANNING AREA

This plan will focus on the corridor along College and Olive Streets between Grant Avenue and Kansas Expressway with the acknowledgement that the planning area is interdependent with downtown to the east, the proposed West Meadows to the north, and the West Central Neighborhood of which the planning area is a part. Being in Springfield's Center City, this corridor is important to the overall revitalization of the Center City, thus, the community.

The corridor was significant to Springfield's early settlement, becoming an area of mixed land use early in its development with housing as well as industrial and commercial uses in close proximity. This trend continued through the decades, being witness to the advent of the railroad, a brewery, a quarry, a bakery, and Route 66 auto related uses. Eventually, the brewery and the quarry closed, Route 66 was relocated, and the activity of the rail yard declined.

Jordan Creek and the Jordan Valley created a challenging physical environment for the corridor with land sloping toward the creek and the flood plain. In the early years, with Jordan Creek in its natural state, and the community relatively undeveloped, the flood plain was not as significant an issue as it became later on. Gently sloping stream banks were replaced with fill material up to the stream, increasing useable land, and intensive growth of the community replaced rain absorbing vegetation with impervious surfaces.

The corridor experienced general decline through the years which was particularly accelerated with the overall decline of the center city area in the 1970's and 80's. In addition, the College Street Corridor did not participate in the resurgence of Center City which has occurred over the last 15 years. There are a variety of reasons for the decline and lack of revitalization which are explored in the following pages

of this document.

### PROCESS

The City of Springfield has embarked on a process to reverse the decline of the corridor which includes an interactive engagement of community members to define the issues and prepare a rational response for revitalization of the College Street Corridor. (Plan Flow Chart and Public Engagement Chart)

The Background and Analysis report describes historical and existing conditions defining the planning area in context with it's redevelopment potential. The report describes the following elements and addresses their impact on redevelopment potential:

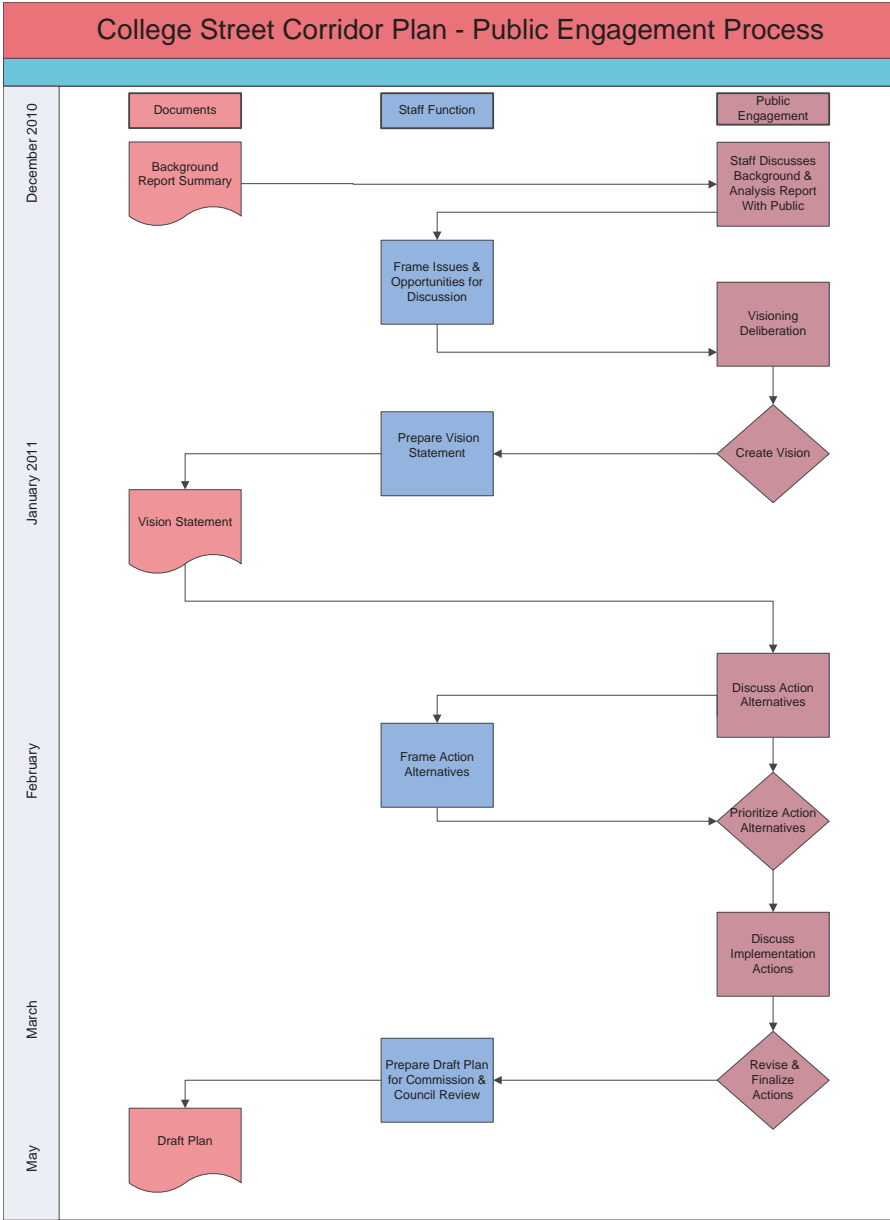
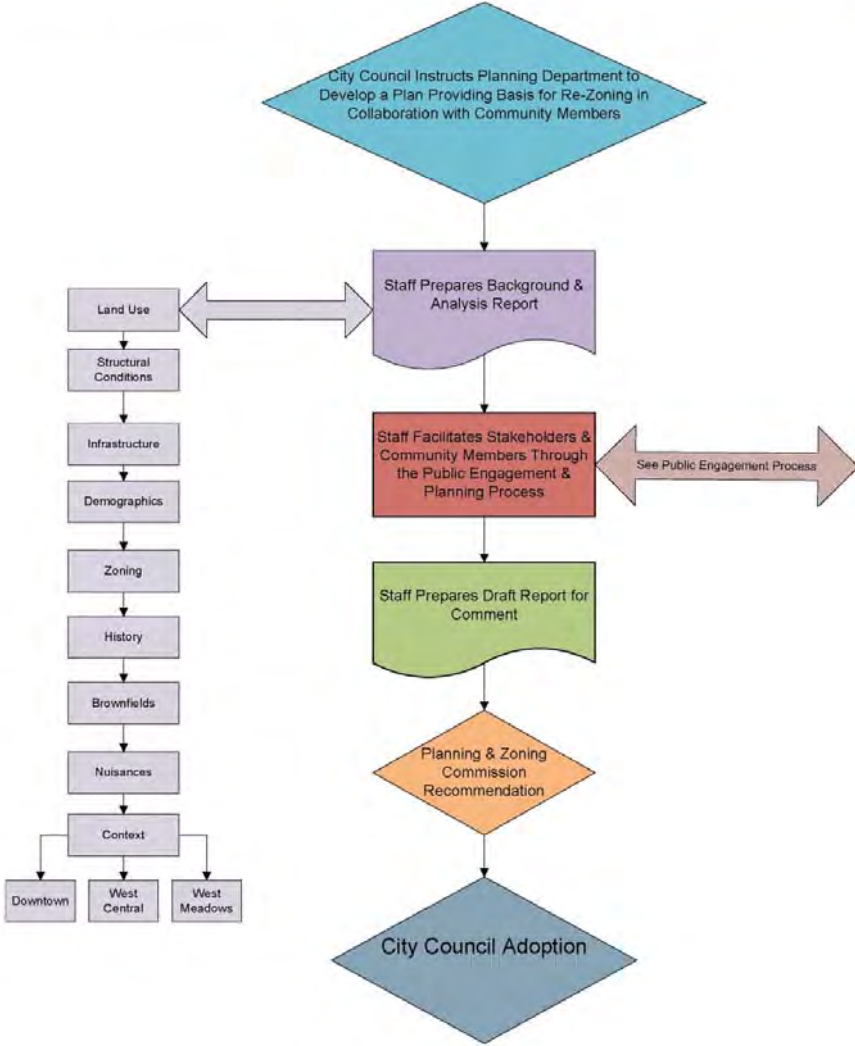
The report will identify development constraints and frame redevelopment issues to be addressed through the planning process.

Lack of Investor Confidence  
Historical Perspective  
Physical Characteristics and Brownfields  
Demographics  
Plan Context  
Land Use  
Zoning  
Blighting Influences  
Infrastructure, Utilities, and Public Safety Services  
Nuisances and Blighting Influences  
Economic Development





# College Street Corridor Planning Process





# COLLEGE STREET CORRIDOR PLAN



CITY of  
SPRINGFIELD



DEPARTMENT OF  
PLANNING AND DEVELOPMENT



## LACK OF INVESTOR CONFIDENCE

The College Street Corridor planning area suffers from a plethora of issues contributing to the declining condition one observes from a casual observance. The area has fallen into decline for many reasons which are summarized in this report. The result of the deteriorated condition of the planning area is a lack of investor confidence. Investors must feel confident that their redevelopment efforts will pay off by fitting into a coherent land use pattern and eventually be complimented by the activities of other investors. Blighting influences are a primary detraction to having confidence in redevelopment of the area. Taking steps to instill investor confidence is a primary objective of this plan.

While eliminating blight is important, that alone will not ensure investment and redevelopment. There must be an identified market for which an appropriate redevelopment response can attract an investor/developer. For instance, desiring to designate a specific use to the planning area is not sufficient to attract investment. The development community must feel there is a market demand to satisfy in order to take on a project.

It is difficult to provide empirical market research for this area. It is a small blighted area, located in the lowest income neighborhood of the community. Thus, there may not be adequate disposable income to support neighborhood business. On the other hand, market opportunities may lie in the area's potential as a destination. Other possibilities may be the ability of the area to provide for spill-over demand created in the downtown, on the eastern edge of the College Street Corridor planning area and to benefit from improvements to the future of West Meadows. The national and global economy will also influence local market demand and the ability to attract capital.

If the plan is successful, it will provide the rationale for markets to support future redevelopment and provide encouragement to investors and lenders alike.



*This is one of many streets intersecting College Street. These are classified as local but function more like an alley.*



*Many of the sidewalks in this area are either missing or in disrepair.*



*With right-of-way varying throughout the corridor, there are lengths where it is inadequate for even basic services, such as sidewalks and utilities.*





# HISTORICAL PERSPECTIVE

## EARLY SETTLEMENT

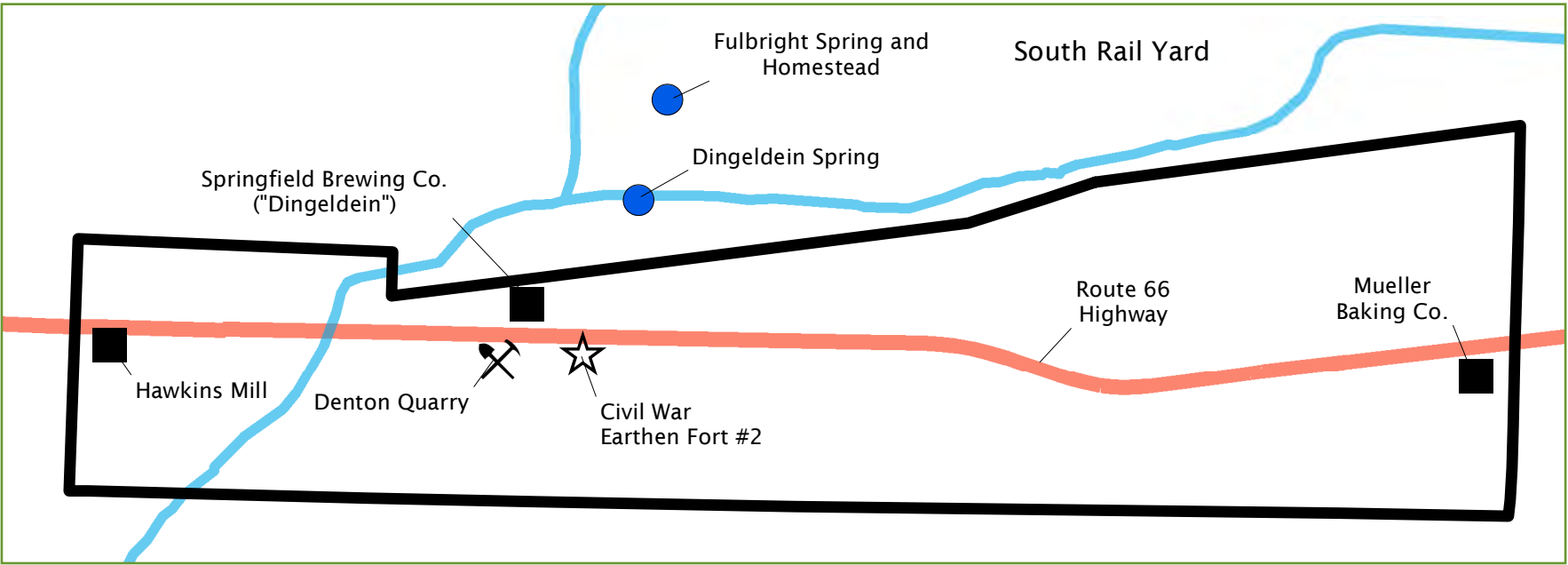
The College Street Corridor area has a rich history which is directly linked to the growth and progress of Springfield. One of the first cabins was built near a spring on the farmstead of William Fulbright in 1830, just north of what is now Jordan Creek (formerly known as Wilson Campbell Creek), and east of Fort Street. This area is now part of the West Meadows of Jordan Valley. A Christian minister, Reverend James Carlton started a female school (Carlton College) on northwest corner of Main Avenue and West Street, which later changed to College Street because of the location of the college. Along College Street, east of the quarry on the concrete retaining wall is a plaque noting the first Methodist Church (1831) in Springfield.

## CIVIL WAR AND POST CIVIL YEARS

During the Civil War, Fort Number 2 (of 5 Civil War forts) was established near current Fort Avenue between Walnut and College Streets. During the battle of Springfield, Union soldiers were able to regroup at the current Mother’s Brewery location and push the Confederates out of the city. Following the war, in 1867, the platting of subdivisions was begun between current Broadway and Grant on the south side of College. The following year, the Fulbrights subdivided Broadway to New on both sides of College and the subdivision process continued along College and Olive Streets until 1888.

## ANNEXATION

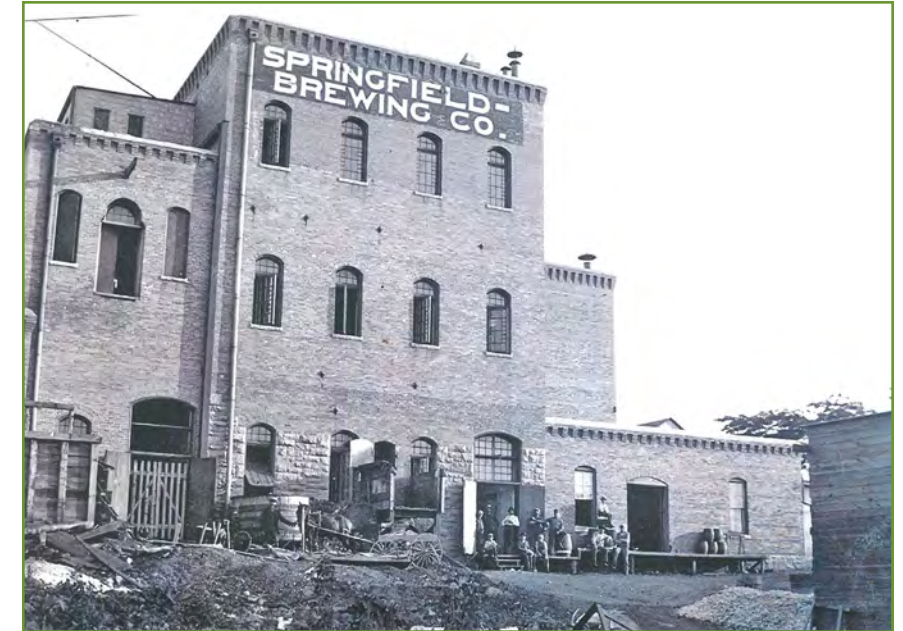
Current Grant Avenue to Kansas Expressway was annexed to the City of Springfield by the state legislature in 1869, but the legislature de-annexed the area between Fort and Kansas Expressway in 1874 where it remained outside the city until 1910 when City Council re-annexed it.



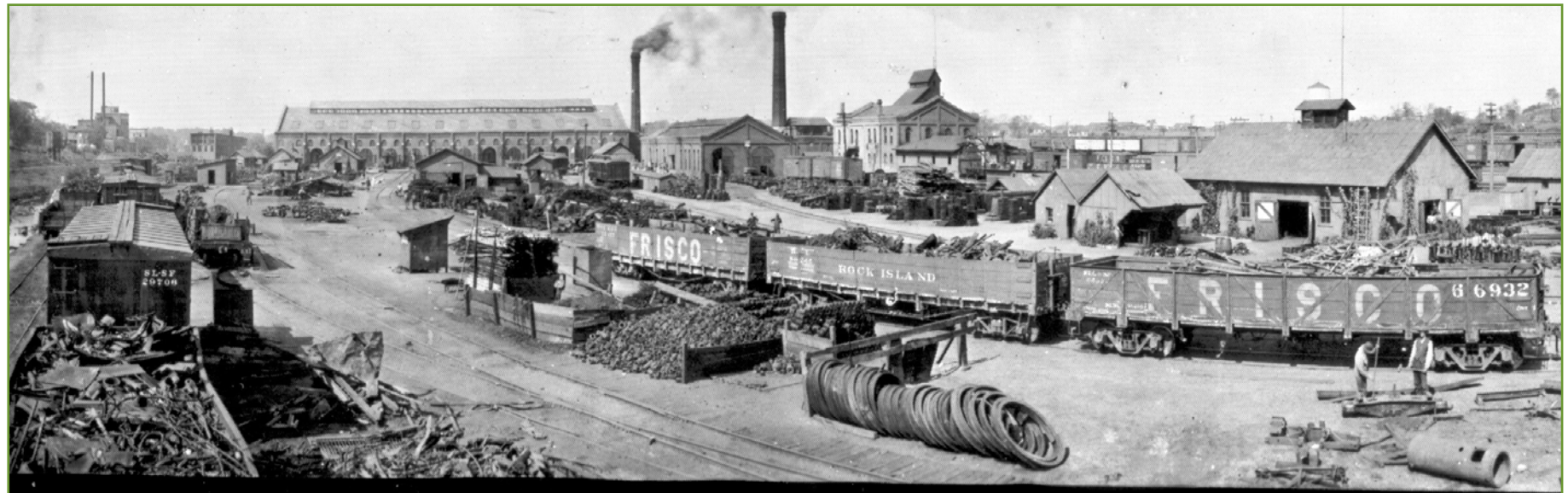


## PUBLIC WORKS, TRANSPORTATION & UTILITIES

The first sewer system in Springfield was installed between College and Walnut streets in 1894 and the brick sewer lines carried effluent to the first sewer plant near Fort Avenue and Jordan Creek which operated until 1910, when the plant was replaced by one further down Jordan Creek. In 1875, the first coal gasification plant in Springfield was established upstream at Main Avenue. These public works projects, along with the Springfield Water Company helped usher Springfield into the 20th century of development and economic progress. The St. Louis San Francisco Railroad arrived in 1870, establishing the town of North Springfield, with Commercial Street being the main street of that town. By 1887, the rail lines were extended through Jordan Valley and the South Rail Yard was established just north of College Street, east of Fort, and eastward to Main Avenue. In 1901 a new depot was built on Main just north of College. The rail yard was active through the 1950's providing passenger and freight service, equipment servicing and fueling, salvaging operations, gas production, and a host of other activities that brought economic vitality to Springfield and the College Street area.



*Springfield Brewery located at Fort and College Streets.*



*Rail Yard at the turn of the 20th century located in proposed West Meadows.*

## INDUSTRY

There is a long tradition of beer brewing on College Street, beginning with what became the Dingeldein Brewery (eventually Southwest Brewery), to the present day Mother's Brewing at College and Grant. The Finkenauer Brewery began in 1872 but it was turned over to Sebastian Dingeldein in 1876. The original brewery burned in the 1890's and a new one was constructed (called Springfield Brewing Company) at Fort and College where it operated until 1911. A spring called "Brewery Spring" or "Dingeldein Spring" flows into Jordan Creek just north of the brewery site. The spring is now contaminated with petroleum and has been informally labeled as "Diesel Spring" (see Brownfields Section).

The Denton Limestone Quarry was located southwest of College and Fort, extending south to Walnut Street, at the present day site of Airgas Company. In 1904 it was described as having a west face of 200 feet long, extending into the hill about 150 feet. The stone was quarried without machinery and the stone was reportedly used in the construction of the macadam pavement leading to the National Cemetery. Harry G. Horton purchased the quarry in 1940 and operated it until the 1950's.

The Hawkins Mill located at Kansas Expressway and College was built in 1940 and sold "Blue Mule" feed products to local farmers. The mill operated until 1999 and has since been converted to other uses.

The facility now operating as Mother's Brewing Company began as a bottling plant in a stone shed, but was converted to Mueller Baking Company in 1926, eventually becoming Interstate Brands Bakery. Production peaked in 1983 and declined to closure of the facility in 2006.

Warehousing, Melvin Painting, and Morelock-Ross Builders offices are established along Olive Street.

## ROUTE 66

Springfield received the designation of being "The Birthplace of Route 66" when a telegram was sent on April 30, 1926 to the American Association of Highway Officers requesting that the number 66 be the name of the new highway from Chicago to Los Angeles. College Street was the original Route 66 until a bypass moved it northward to Kearney Street about 1948, eventually replaced by I-44 in 1963. The advent of gas stations (Photo of 935 College in Brownfields file) and auto-related uses began during the 1930's when College Street served as Route 66. Eight filling stations were once located on College Street between Grant and Kansas Expressway. These were supplemented by auto service facilities and small retail establishments.

By 1938 Route 66 was completely paved, becoming the first paved transcontinental highway in America with the "Mother Road" stretching



*Filling station on Route 66.*





from the Great Lakes to the Pacific Ocean. Route 66 was a major path of the migrants who went west, especially during the Dust Bowl of the 1930's, and supported the economies of the communities along the way. People doing business along the route (including College Street) enjoyed prosperity due to the growing popularity of travel on the new highway. The official designation was removed in 1985, but the influence on the College Street section began declining in the 1960's. However, Route 66 remains a historical icon attracting visitors from all over the world who enjoy traveling the remnants of the byway. To this day, Bud's Tire and Wheel hosts visitors who stop by to hear stories and experience the last going business within this study area on College Street. An art project by local school children depicting Route 66 was done in 2001 and remains on the concrete retaining wall.

#### HISTORICAL EFFECTS ON REDEVELOPMENT

Since the area which is now the College Street Corridor was important to the early settlement of Springfield, the first land uses were residential and agriculture. As the existing properties developed early on, some were created through the platting process (beginning just after the Civil War) and some created individually through individual property descriptions. Much of this development was single-family residential on 50 foot lots and some of the turn-of-the-20th-century homes remain in various stages of condition. The Dingeldein Brewery was located at Fort and College in the late 1800's while the Denton Limestone Quarry was at the southwest corner of Fort and College setting the stage for conflicting land uses. The subsequent advent of industrial and commercial uses helped cause the conflicting land use pattern existing today.

Since College Street was a main road, eventually becoming Route 66, more commercial and industrial uses were established among the residential use. Hawkins Milling at College and Kansas Expressway was established in 1940 and the bakery located at Grant and College followed continuing the pattern of mixed, sometimes incompatible, uses along the College Street Corridor.

# PHYSICAL CHARACTERISTICS AND BROWNFIELDS

The physical characteristics of the planning area affected the land use pattern that developed and are important in redevelopment as well.

## TOPOGRAPHY

The area has considerable change in elevation resulting in development constraints as well as opportunities. The eastern section of the corridor is the most level, sloping gently northward. At Broadway and westward to Fort, the topography slopes sharply to the north resulting in multiple levels of properties. To compensate for the change in elevation, retaining walls were created along the south side of College while north of College, properties were developed along the slope. Westward toward Fort, the changes in elevation are more pronounced and the only vehicular access is from the alleys to the south. Also, the retaining walls on the south side of College become taller. The land on the north side of College, west of New Street consists of fill material, including concrete waste. This material should have geotechnical analysis done before redevelopment is proposed due to the possibility of unstable soils. In addition, the beer cellars of the Dingledein Brewery reportedly remain between Fort and New Streets under the fill material.



*View of the Jordan Creek from the bridge along College Street.*

## FLOOD PLAIN

The western portion of the College Street Corridor is a designated flood way or flood plain as Jordan Creek traverses the area, crossing College Street between Newton and Nettleton Streets. The flood way/flood plain presents a severe constraint on future redevelopment in this area even though several structures were constructed prior to flood plain regulations. In addition, the entire West Meadows consists of flood plain as well as a small part of the area north of Olive Street in the eastern part of the planning area.

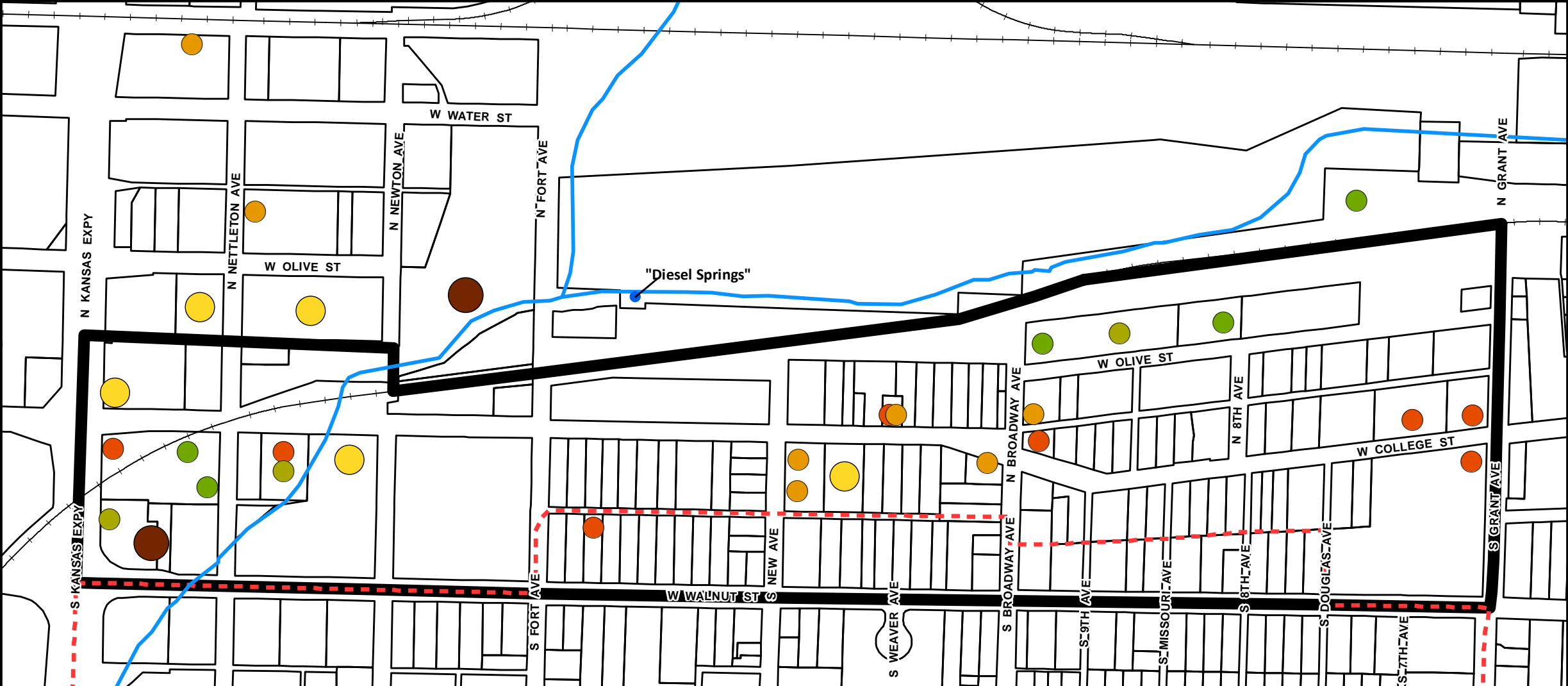
## BROWNFIELDS

A brownfield is defined as real property, the expansion, redevelopment or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. Due to early development as an industrial area, the establishment of College Street as part of Route 66, and zoning the corridor for industrial and heavy commercial use, the planning area contains several brownfield sites. Included are mills, bulk oil stations, auto salvage and recycling, filling stations, auto repair, a quarry, the former brewery and bakery sites, and rail usage in the West Meadows. Of particular interest are the eight former filling stations which may be contributing to soil and groundwater contamination in the Jordan Valley. In fact, the former spring known as Brewery Spring or denoted “Diesel” Spring by some, is polluted with gasoline from an unknown source, likely a former filling station (or stations) along College Street. The Missouri Department of Natural Resources is currently in the process of evaluating the contamination in the spring in order to determine the source and extend of the pollution.

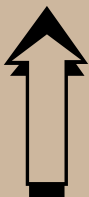
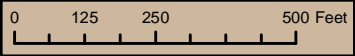




# Brownfields

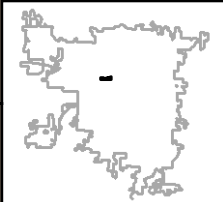


**College Street Corridor Plan**  
Planning and Development Department  
City of Springfield, Missouri  
2011



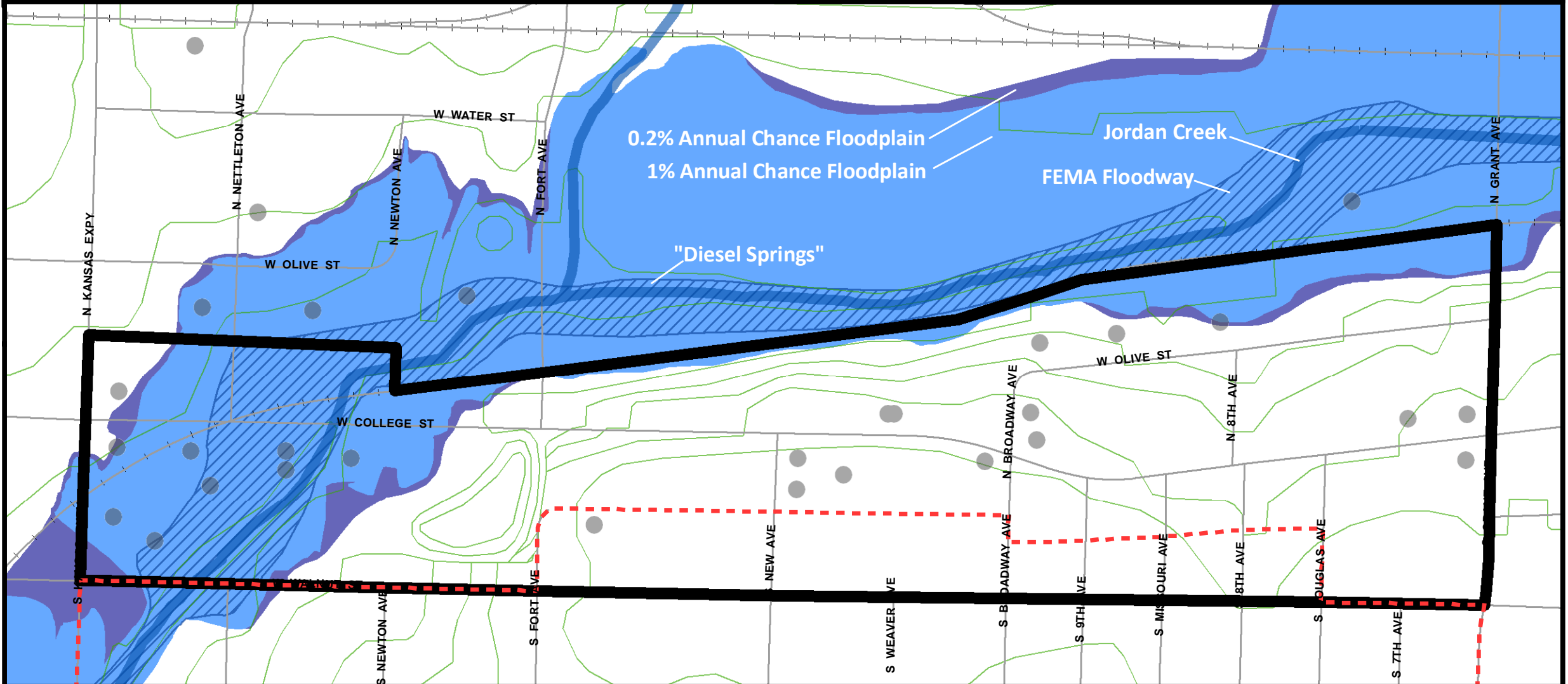
- Residential Neighborhood
- Jordan Creek
- Planning Area Boundary
- Greene County Property Lines

- Fertilizer Warehouse/Feed Mill
- Bulk Oil Station
- Auto Salvage and Recycling
- Filling Station
- Fuel Tank
- Auto Repair Shop



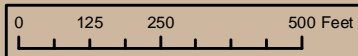


# Environmental Features

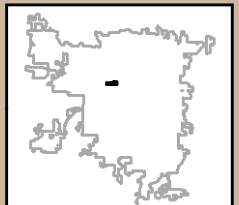


## College Street Corridor Plan

Planning and Development Department  
City of Springfield, Missouri  
2011



- Brownfields
- Redevelopment Boundary
- USGS 10' Contours
- Residential Neighborhood Relationship





# DEMOGRAPHICS

There are approximately 200 people living in the planning area which is within the West Central Neighborhood boundaries. It is not possible to obtain 2010 Census data describing the socio-economic status of the corridor, but we know that the West Central Neighborhood contains the highest percentage of households in poverty and the highest percentage of rental housing. Information gained from the Greene County Assessor’s data base reveals that 84.4% percent of the housing units in the corridor are rental. High levels of poverty are often associated with declining physical conditions which may be a contributing factor for the planning area decline.

## 2010 Data Regarding West Central Neighborhood

<i>Families Below the Poverty Line With Children Under 5 Years Old.....</i>	<i>58%</i>
<i>All People Below the Poverty Line.....</i>	<i>45%</i>
<i>Renter Occupied.....</i>	<i>79%</i>
<i>People Who Were Not Residing in Their House One Year Ago.....</i>	<i>35%</i>





## PLAN CONTEXT

Four plans have been developed that address the College Street Corridor. They are:

- Vision 20/20 Center City Element-1998. Several elements of Vision 20/20 contained general policies that may apply to College Street, but the Center City Element is the most closely related to future redevelopment.
- West Central Neighborhood Strategic Plan-1998. This plan for the neighborhood focuses primarily on the other parts of the neighborhood, acknowledging that the College Street Corridor is closely tied to the redevelopment of the Jordan Valley, and recommending that it be studied in that context. In fact, the plan recommended that the zoning remain commercial/industrial until such a plan could be developed. However, many of the general proposals are applicable.
- Jordan Valley Concept Plan-2010. This plan primarily relates to the Jordan Valley redevelopment, but does provide some recommendations for the College Street Corridor. Again, it suggests that a detailed study be completed for this specific corridor.
- SMSU Planning Class-A variety of plans have been developed by SMSU planning students for the College Street Corridor. Their recommendations are included in summary.

### CENTER CITY PLAN -1998

The Center City element of Vision 20/20 primarily addressed the area defined as downtown, and the Commercial Street and Walnut Street Historic Districts. The College Street Corridor eastern boundary is the same as the downtown western boundary, Grant Avenue. However, the Center City Element also discussed the proposed "Jordan Valley Park" concept that was created through the Vision 20/20 process. Below is a summary of issues and recommendations pertinent to the College Street Corridor Plan;

## ISSUES

**Lack of Open Space.** There is precious little public open space in Center City. While it does contain several neighborhood parks, they are not prominent, not linked to an overall system of open space or trails, and not designed as the focus of any neighborhood of Center City.

**Underutilized Jordan Creek.** The community turns its back on Jordan Creek to such an extent that it was years ago relegated to underground pipes through much of the central industrial area. While it is not a major stream, it was part of the reason Springfield is located where it is and it does offer great possibilities for outdoor relaxation, recreation, and enjoyment.

## RECOMMENDATIONS

**Define the boundaries and link the Center City districts.** The Center City districts should be well defined. Clear boundaries need to be established to prevent gerrymandering and negative impacts on adjoining land uses -- especially residential neighborhoods. Clearly defined district/ neighborhood boundaries reduce uncertainty for homeowners thus stimulating reinvestment and preventing deterioration and slow erosion at the edges. In addition, landscaping or screen walls should be used to screen undesirable views and to create stronger boundary definitions. The two areas that will need to be carefully watched and evaluated are the portion of the Mid-Town Neighborhood, west of Washington Avenue, and the boundary area between the Greater Downtown and the West Central Neighborhood. The West Central Neighborhood Alliance has prepared a revitalization plan for the West Central Neighborhood. The boundaries of the study area include the west side of the Greater Downtown area, but do not impact the strategies set forth in the Center City Plan Element. A healthy West Central Neighborhood will be vital to making the vision for Greater Downtown a reality.

**Open Space Opportunities.** The Jordan Creek valley represents a





vast resource for developing a unique and special open space or public park for the core area, as well as the community-at-large. A Civic Park (now known as Jordan Valley) in the valley could provide amenity space for the Greater Downtown area, could help link it to the adjoining residential neighborhoods, and could serve as a link in the regional open space and trail system.

Promote the emergence of a residential base in Greater Downtown.

The City should promote private reinvestment and redevelopment of existing neighborhoods on the fringes of Greater Downtown. Incompatible land uses should be either redeveloped or buffered. Zoning should be reviewed to either protect the single-family housing stock or promote redevelopment.

Link Greater Downtown to other parts of the community with bicycle routes and lanes.

Link Greater Downtown to the regional greenway system via linear public open spaces and trails through the Jordan Creek Greenway.

Improve the water quality and edge treatment of Jordan Creek.

The Vision 20/20 Parks, Open Space, and Greenways Plan calls for linear public open space and trails along several of the streams that serve Springfield, including Jordan Creek. Jordan Creek's edges and watershed should be carefully designed and managed for improving the water quality through nitrification and settling, species growth, and beauty. Edge treatments could include a combination of either natural forms and plantings or urban treatments, depending on space availability and intended use. Ensuring that there is an adequate supply of relatively clean water for Jordan Creek, since it will be a recreational amenity, will involve better management of its entire watershed, including greater use of natural conveyance and pretreatment techniques such as surface drainage swales and basins. (The Fulbright Spring Protection Study, 1994, described many of these methods.)

## WEST CENTRAL NEIGHBORHOOD STRATEGIC PLAN-1998

The College Street Corridor lies within the boundaries of the West Central Neighborhood for which a plan was prepared and adopted in 1998. The primary focus of the plan was on other parts of the neighborhood where specific actions resulted in down zoning and other improvements. The plan recommended that College Street retain its commercial zoning, suggesting that the upcoming Jordan Valley Park concept being created through Vision 20/20 address the needs of College Street. The West Central plan acknowledged the blighting conditions along College and Olive Streets and some measures were taken to improve conditions, but the core issues remain un-addressed.

### MISSION STATEMENT OF THE PLAN

Halt the decline, stabilize the physical environmental conditions, and develop a program for increasing the livability and desirability of the West Central neighborhood for residential, commercial, and light-industrial uses and the property owners and tenants.

### GOALS OF THE PLAN

Develop objectives and /or policies for the West Central neighborhood to:

- Halt further decline and raise the level of property values;
- Respond to the residents' and businesses' needs for City amenities and services and ,
- Restore a positive image and sense of place for the Neighborhood.

### RECOMMENDATIONS

Elimination of vacant and dilapidated buildings has been identified as a high priority in the West Central neighborhood. Numerous residential structures throughout the neighborhood are vacant and boarded up.

There are also vacant and boarded commercial buildings scattered throughout the neighborhood as well. Some of these sites are defunct corner commercial buildings that haven't seen any use in years. The plan recommends acquiring these vacant and dilapidated buildings and demolishing them and providing an incentive to developers to build new housing units on these sites. While staff is generally in agreement with this recommendation, staff also would recommend saving any structures that can be rehabilitated or converted to housing units.

Improve the physical and aesthetic appearance of the Neighborhood.

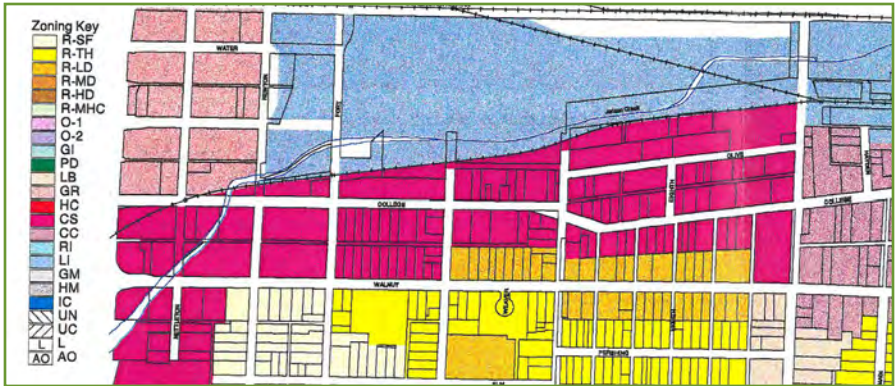
- o Devise and implement a trash removal/cleanup program that provides bulky item pickup at least annually.
- o Enforce any and all ordinances currently in effect that relate to weed control, trash removal, and property use and maintenance.
- o Clean up Jordan Creek and capitalize on its alignment along the rail corridor, proposed for abandonment, to develop a greenway through the Neighborhood.
- o Condemn and remove abandoned and dilapidated buildings.

Encourage enhancement of investment in all West Central neighborhood properties.

Increase the desirability of the Neighborhood as a place to live.

- o In conjunction with the proposed development of a citywide greenway system, acquire (or better yet secure a donation) of a portion of the concrete plant site for a new park to serve the northwestern sector of the Neighborhood.
- o Also in conjunction with the greenway concept, if the proposed abandonment of the Union Pacific Railway corridor through the Neighborhood occurs, secure the use of the right-of-way for development as a biking/rollerblading, walking trail.

In recognizing the conflicting land use, plan also states, “There are several instances where single-family residential uses in small “enclaves” are surrounded by commercial and/or industrial land uses. In these instances, the Future Development Plan and the Proposed Zoning recommend the ultimate reuse of these properties as



*Proposed Zoning map of corridor from the West Central Neighborhood Strategic Plan.*

commercial or industrial uses with a corresponding recommendation for zoning.” P.E-5

**HIGHLIGHTS TO A SURVEY UNDERTAKEN FOR THE PLAN**

- o 59.6 percent cited property maintenance as a problem.
- o Desire elimination of abandoned buildings.
- o Highest priority – safety from crime.

**JORDAN VALLEY CONCEPT PLAN**

Plans for the revitalization of Jordan Valley were developed over several years culminating with the adoption of the Jordan Valley Concept Plan in 2010. The plan provided analysis and recommendations for the entire Jordan Valley Planning area, including the West Meadows and the College Street Corridor.

**STRENGTHS**

- o Ability to phase redevelopment
- o The natural environment.
- o Potential for linkages.
- o The ongoing Corps of Engineers stormwater management program.





- o Architectural resources.
- o Rich history.
- o Community partnerships.

#### WEAKNESSES

- o Lack of connectedness/cohesiveness.
- o Confusing circulation system.
- o Disconnected and barren pedestrian environment.
- o Poor landscaping.
- o Railroad facilities.
- o Land use pattern.
- o Lack of property maintenance.
- o Flood plain.
- o Brownfields.

#### RECOMMENDATIONS

- o Connections. Create physical, visual, historic, and symbolic connections between the park, surrounding uses, and the larger community. Connect the West Meadows to West Central Neighborhood
- o Unifying Elements. Create artistic features and elements to serve as references to Springfield's culture and historic assets and to unify the various spaces within Jordan Valley.
- o Improve Fort Avenue.

#### SUB-AREA RECOMMENDATIONS

The Jordan Valley was divided into sub-areas in the Jordan Valley Concept Plan. Sub-areas 8, 9, and 10 relate specifically to the College Street Corridor:

**Sub-area 8. RESIDENTIAL REDEVELOPMENT AREA on COLLEGE STREET.** This area is currently vacant and zoned for commercial development; however, the general area is residential in character. An immediate reaction is that the property should be zoned for residential



*Subarea map from the Jordan Valley Concept Plan.*

and developed as medium density residential taking advantage of the overlook into West needed in this area. Ideas discussed include a waterfall feature off the bluff potentially in connection with a veteran's memorial.

**Sub-area 9. COLLEGE STREET REDEVELOPMENT/REHABILITATION AREA.** There is an opportunity to revitalize this area with a mixed-use development. Some residential may be appropriate on the western portion, but neighborhood serving and specialty retail could be located in the "commercial" portion of the area along College Street. This retail development could capitalize on its location on Historic Route 66. A redevelopment plan should be prepared for this area and area 8. It is important to involve the West Central Neighborhood in the preparation of any redevelopment plan and recommended zoning changes.

**Sub-area 10. GRANT/COLLEGE REDEVELOPMENT AREA.** This intersection is a gateway to Jordan Valley and Jordan Valley Park from the south. The gateway should be emphasized in any redevelopment effort. Existing development consists of small properties that are used for retail, manufacturing, service, and residential. College Street is a continuation of Historic Route 66 and should be taken advantage of in any redevelopment concept. Mixed-use development is probably most appropriate for this area and recognizes the existing development

pattern. The portion of this area located north of College Street should take advantage of the Jordan Valley Park overlook as part of its redevelopment potential. The western portion of this area should focus on neighborhood-serving activities. It may be advisable to undertake a comprehensive land use and zoning study along College. Continued emphasis of Historic Route 66 Corridor is encouraged.

## STUDENT PLAN FOR COLLEGE STREET

The students from Missouri State University Land Use Planning class conducted a project area study for the College Street Corridor in 2008. The students proposed three design alternatives. The first alternative proposed extensive residential land uses throughout the College Street Corridor. The second design alternative proposed more emphasis on a commercial presence along the College Street Corridor. Both alternatives offer a strong mixture of uses within the district to support downtown and the surrounding residential areas.

## STRENGTHS

Springfield buses offer transportation to this area.

Railroad access already exists within the area.

College Street is part of the original Route 66- history can be used.

## WEAKNESSES

Lack of proper internal road network. Roads are not in continuous grid pattern; there are small sections of road that just do not make sense.

Opportunities

By improving the existing road network and re-diverting traffic, a nice noise free zone could be created.

Existing railway could be changed to a light rail system.

A transit line could be developed to use buses and roads to link the area to I-44.

## THREATS

Railroad and pollution (noise and environmental issues) are in evitable.





# LAND USE

The combination of factors described in this section created a pattern of conflicting land use that plagues the corridor today. An example of this conflict is auto service and salvage operations in the same block as single-family residential uses. The conflicts discourage future development because there is no proper context or rational, compatible land use pattern for which to invest in a new development project.

In fact, establishing a new zoning scheme for the corridor was the primary catalyst for this planning process currently underway. Determining the proper future land use mix, and managing the existing land use conflicts are major decision points toward creating an environment of improved economic vitality and quality of life.

The survey of existing land use in the College Street Corridor Planning Area was conducted in the summer of 2011. An existing land use survey provides an opportunity to evaluate the current development patterns.

The College Street Corridor Planning Area is defined by Grant Street, classified as a primary arterial, on the eastern end and Kansas Expressway on the western end. College Street is classified as a secondary arterial and is intersected by the north/south collector of Fort Avenue. The Walnut Street collector defines the southern boundary of the corridor study area. There are nine minor roads classified as local streets that connect Walnut Street to the College Street corridor. Fort Avenue, north of College Street is a substandard street serving a salvage/recycling facility and the future West Meadows.

The College Street Corridor Planning Area contains over 46 acres of property. Data from the Planning and Development Department and the GIS office were used to examine existing land uses to supplement the field land use survey. Table 1 identifies existing land use categories within the College Street Corridor Planning Area, providing the acreage of each category, the percentage of the total land that each category represents within each land use category. A summary of developed and undeveloped land located within the study area is included in the following table.

2011 Summary of Land Uses					
Land Use Category	Acres	%	Acres in Floodplain	%	Developable Acres
Single-Family	10.83	23.10%	0	0.00%	10.83
Two-Family	0.88	1.90%	0	0.00%	0.88
Multi-Family	2.82	6.00%	0	0.00%	2.82
Heavy Commercial	14.44	30.80%	3.89	26.94%	10.55
Light Commercial	3.03	6.50%	1.06	34.98%	1.97
Office	0.76	1.60%	0	0.00%	0.76
Manufacturing	3.58	7.60%	0	0.00%	3.58
Warehouse	4.59	9.80%	0.77	16.78%	3.82
Vacant	5.92	12.60%	0	0.00%	5.92
Total	46.85	100.00%	5.72	12.21%	41.13

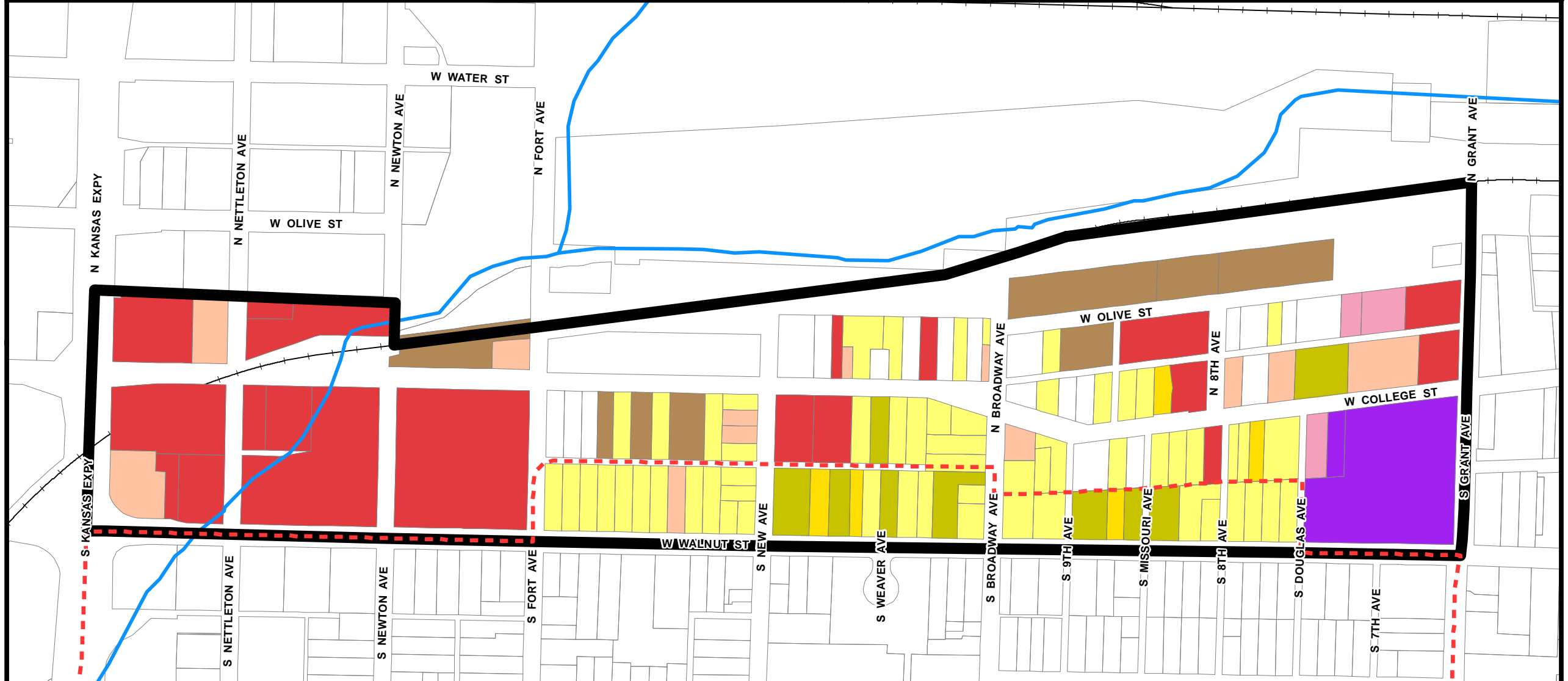




The predominant land use along the corridor is commercial representing 37% of the total land in the study area. However, there are existing floodplains that extend over 16 acres of the commercial land uses around the intersection of Kansas Expressway and College Street. These lands have limited or no development potential. Small neighborhood commercial area nodes exist at the intersections of New Avenue, 8th Avenue and Grant Avenue. Residential areas mostly surround the corridor area and there are areas that are as yet undeveloped with the potential for residential development.

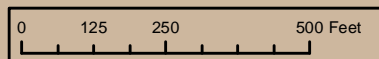
The second largest land use category in the College Street corridor study is residential which represents 31% of the total land uses within the study area. These areas are located mostly south of College Street along Walnut Street. Single-family homes make up the largest subarea within the residential land use category comprising 23% of the total land area within the study area.

# Existing Land Use



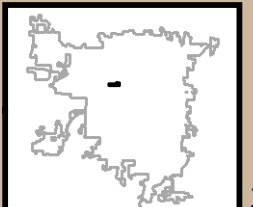
## College Street Corridor Plan

Planning and Development Department  
City of Springfield, Missouri  
2011



- Residential Neighborhood
- Jordan Creek
- Planning Area Boundary
- Greene County Property Lines

- |                  |               |
|------------------|---------------|
| Single-Family    | Manufacturing |
| Two-family       | Office        |
| Multi-family     | Vacant        |
| Heavy Commercial | Warehouse     |
| Light Commercial |               |





# ZONING

## 1930 ORDINANCE

The first modern zoning ordinance was adopted by Springfield in 1930 following state enabling legislation in 1927. It was prepared by Harland-Bartholomew and Associates, a prominent city planning firm from St. Louis. The College Street Corridor was zoned Light Industrial on the south side, and Heavy Manufacturing on the north side of the street. This designation, along with College Street serving as a major national highway, (Route 66) set the stage for what eventually became conflicting land use. At this time, people lived at or near where they worked because of transportation constraints and neighborhoods often contained a mix of housing and business activities.

## 1956 ORDINANCE

A new zoning ordinance was adopted in 1956, two years after Springfield established the existing Home Rule Charter. The 1956 ordinance designated the College Street corridor as C-3, heavy commercial, thus continuing the trend of creating conflicting land use with the existing residential use, while the area along Olive Street remained zoned for Heavy Manufacturing. Both the 1930 and 1956 ordinances were “cumulative” meaning that lesser intensive uses were allowed in a more intense zone. Thus, the creation of neighborhood commercial uses along the north side of College Street was effectuated while new housing was built. The adverse impact of zoning on land use continued in 1995 with the development of a new zoning ordinance which designated the area Commercial Services, similar to the previous C-3 zoning.

## 1995 (CURRENT) ORDINANCE

With the adoption of the 1995 ordinance, properties within the city that were zoned M-1 were generally translated to a GM, General Manufacturing District and M-2 zoned property was translated to an HM, Heavy Manufacturing District. However, all of the previous M-1





and M-2 zoned property along College was rezoned or remapped to an HM, Heavy Manufacturing District with a couple of exceptions. One exception is the property at the northwest corner of Nettleton and College which was rezoned from an M-2 District to an HC, Highway Commercial District because of the commercial use of the property at the time. The other exception is the area on the north side of College Street generally between New and Broadway Avenues. This area was rezoned from an M-2 District to a CS, Commercial Service District to more accurately accommodate the use of the property (vacant homes and businesses with an active pawn shop) at the time of the remapping.

In 1995 the property along College that was zoned C-3 was rezoned to a CS, Commercial Service District because it was the district that would cause the least number of nonconformities with the existing land uses. Most of the C-3 zoned properties in the city were remapped to an HC, Highway Commercial District which was the most comparable district. However, because many of the non-residential uses existing at the time of the remapping were service type uses including plumbing, pest control and other service uses that would become nonconforming under the HC zoning District, the area was generally rezoned to CS. The CS District is intended for business uses which provide essential commercial services and supports activities, but which do not necessarily require high visibility and may have higher environmental impacts in terms of noise, dust, glare, etc. The existing site of Mother's Brewery along Grant between College and Walnut, formerly the site of the Interstate Brands Bakery, was rezoned from a C-3 district to a CC, Center City District to better accommodate the use of the property at the time. City Council approved a Conditional Use Permit (UP 388) in May 2010 to permit the existing brewery.

The residential property along Walnut generally between Fort and Douglas Avenues was zoned R-3, Multi-Family Housing District and was remapped to an R-MD, Medium Density Multi-Family Residential District in 1995. There was an attempt in 1996 to rezone much of the property along the north side of Walnut to an R-SF, Single Family Residential District, however the application was tabled and ultimately expired. In 1998 the West Central Strategic Plan was adopted by

City Council and as a result much of the residential properties in the area were rezoned to a lower density district to better reflect the existing uses. The residential properties along the north side of Walnut between Fort and New Avenues were rezoned from an R-MD District to an R-TH, Residential Townhouse District and the remaining property along the north side of Walnut in this area was rezoned to an R-LD, Low Density Multi-Family Residential District with the exception of the property at the northeast corner of Walnut and New which remained R-MD.

As previously stated, the Zoning Ordinances prior to 1995 were cumulative in that they permitted most uses from lower-intensity zoning districts to be located in higher intensity zoning districts. The R-3 zoning district permitted single family-homes in addition to multi-family structures and the C-3 district permitted all residential uses in addition to service and commercial uses. The M-1 and M-2 zoning districts permitted all of the service and commercial uses from lower intensity zoning districts, but did not permit residential uses. The cumulative nature of the pre-1995 Zoning Ordinance led to a diverse mixture of residential, commercial and industrial uses along the roadway. This diverse mixture led to conflicts in land use in some sections of the planning area. For instance, there is auto related business operating adjacent to residential uses. Also, the conflicting and often inappropriate land use has contributed to the physical decline of the area and has been a factor in the lack of investor confidence in along College Street.

# BLIGHTING INFLUENCES

## STRUCTURAL CONDITIONS

Two-thirds of the structures in the entire planning area appear to need at least minor repairs while almost 20 percent require major repairs or should be demolished. According to Marans and Wellman (1978), place of residences has a direct bearing on an individual’s quality of life. In addition to economic well-being, housing and neighborhood factors weigh heavily in an overall assessment of quality.

The structural conditions inventory was conducted for the planning area in the summer of 2011. Each structure was rated according to five assessment categories; dilapidated, needs major repairs, needs minor repairs, sound, and vacant property. There were only 30% of the total structures classified as sound requiring no repairs. Almost half of the structures within the study area needed some type of repairs from minor to major.

A look at only the College and Olive Streets corridor shows that of the housing structures, 58.6 percent require major rehabilitation while 13.8 percent should be demolished. 27.6 percent of the housing structures are sound or only require minor rehabilitation. Of the business structures, 15.8 percent require major rehabilitation and 21.1 percent should be demolished. 63.1 percent of the business structures are sound or require only minor rehabilitation. Some of the business structures in poor condition are former housing structures that were converted to business and allowed to deteriorate.

2011 Summary of Conditions of Structures				
Land Use Category	Acres	%	% Non-Residential	% Residential
Dilapidated		3%	1.51%	2.51%
Needs Major Repairs		11%	6.30%	6.94%
Needs Minor Repairs		36%	31.40%	13.59%
Sound		30%	27.29%	10.47%
Vacant		19%	-	-
Total	46.85	100.00%		100.00%

The land use pattern and zoning classification have contributed to a deteriorated environment in the planning area. Some structures appear to need demolition while several others need major investment. The deteriorated conditions make it difficult for a property owner to have confidence to invest in the area with the existing conditions and no reasonable assurance that surrounding properties will be improved and maintained.

There are structures that should be preserved and rehabilitated while some need to be removed.

## NUISANCE ISSUES

The planning area is host to dozens of nuisance complaints each year ranging from tall weeds, inoperable vehicles, odor, dangerous buildings, trash, zoning violations, etc. A casual drive or walk through the area reveals a general lack of maintenance and repair of buildings and property. Of course, there are several well kept properties, but the general deteriorated condition of the area is evidenced. This is probably the most important, and first issue to address in turning the area into a desirable place to work, live, and play.

The identified nuisance issues stem from a variety of conditions which must be addressed in order to improve the area and stimulate investor confidence, which facilitates redevelopment. Even though the inappropriate land use mix contributes to the nuisance issues and blighting conditions, the problems arise primarily because of inadequately constructed &/or maintained buildings, lack of overall property maintenance, and adverse behavior of some property owners and residents.

## WEST CENTRAL NEIGHBORHOOD ALLIANCE STRATEGIC PLANNING WORKSHOP

Tuesday, July 21, 2009

A program was created in 2009 through the Neighborhood Conservation Office to address crime and blighting influences in the West Central Neighborhood. The approach was to use CDBG funds to





target identified issues in a concentrated manner to address the most important problems for the neighborhood. To that end, strategic planning sessions were conducted and stakeholder teams identified the following issues needing to be addressed by priority as listed below.

### TEAM BREAKOUTS—CREATING PRIORITIES

Participants were divided into four teams and asked to identify priorities for the neighborhood based on what they had heard and information from the first meeting.

#### Team 1 Priorities:

- o Loitering @ Kum n' Go
- o Monitor speed limits (State/Broadway)
- o Enforcing sex offender law (housing)
- o Drug activity
- o Cat control
- o More social events

#### Team 2 Priorities:

- o Rental properties w/uninvolved landlords
- o Animal issues (barking dogs, cats, inadequate laws)
- o Crime & drugs, vandalism
- o Noise (cars parties, fireworks out of season, parking in alleyways)
- o Weeds

#### Team 3 Priorities:

- o Continue neighborhood clean-ups
- o Neighborhood teams
- o Rental property—registration, inspection, contact info
- o Safety & security—real & perceived

#### Team 4 Priorities:

- o Increased landlord responsibility—training, impact on neighborhood
- o Alley clean-up

- o Public intoxication/criminal; behavior, vagrancy, peace disturbance

Team leaders shared with everyone their priorities. After talking about these, each attendee was given five dots to rank their concerns and priorities. They were given the option of placing 1-5 dots on the priorities. A map of the neighborhood had been prepared and everyone was given another smaller dot to identify where they either lived or had property in the neighborhood.

The rankings of the priorities were as follows:

#### Safety and Security (59)

- o Drug activity (15)
- o Public intoxication/criminal; behavior, vagrancy, peace disturbance (12)
- o Crime & drugs, vandalism (10)
- o Loitering @ Kum n' Go (6)
- o Noise (cars, parties, fireworks out of season, parking in alleyways) (6)
- o Safety & security—real & perceived (5)
- o Monitor speed limits (State/Broadway) (4)
- o Enforcing sex offender law (housing) (1)

#### Rental Properties (34)

- o Rental properties w/uninvolved landlords (20)
- o Increased landlord responsibility—training, impact on neighborhood (11)
- o Rental property—registration, inspection, contact info (3)

#### Image Enhancement/Code Enforcement (27)

- o Continue neighborhood clean-ups (12)
- o Weeds (4)
- o Alley clean-up (4)
- o Cat control (3)
- o Neighborhood teams (3)
- o Animal issues (barking dogs, cats, inadequate laws) (1)

#### Social (6)

- o More social events (6)

A survey of neighborhood residents and property owners revealed the lack of property maintenance as the greatest problem, followed closely by drugs and crime.

WEST CENTRAL NEIGHBORHOOD TEAM

The West Central Neighborhood Team is coordinated by the City Department of Public Information and Civic Engagement (PIO) and consists of several City departments, as well as neighborhood residents. The West Central Team meets approximately every six weeks to discuss issues identified through complaints received by the PIO through a variety of means including phone calls, emails, and information brought by residents to the meetings. The status of the issues are recorded and discussed each meeting. This approach is a good way to stay on top of issues and produces definite results. In fact, when the planning process began, Planning staff brought several issues to the Team, two of which are actively being addressed. These included a dangerous building and a property with multiple health violations. However, many issues remain and unless efforts are targeted toward them, they will take many years to resolve.





# INFRASTRUCTURE AND PUBLIC SAFETY ANALYSIS

## PROCESS

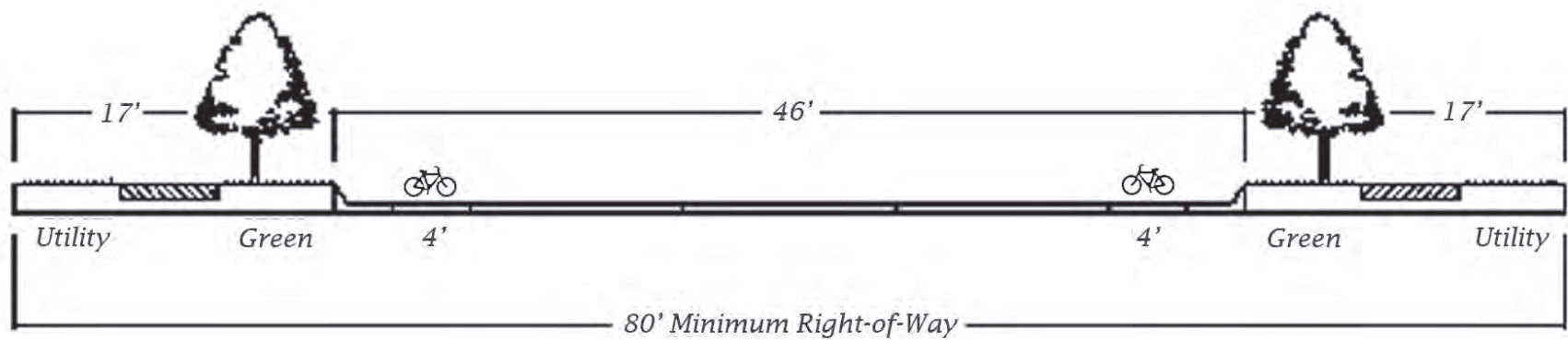
The purpose of the infrastructure analysis is to identify known impediments to redevelopment that may exist due to non-existent or inadequate public facilities. To that end, planning staff composed a corridor plan questionnaire and sent it to affected City departments, City Utilities, MoDOT, and AT&T. Three redevelopment scenarios were provided in the questionnaire for consideration and comment since it is not known what type of development may be proposed in the final plan. Each scenario was developed to determine the opportunities and constraints of the planning area and assumes different levels of development type and density. The first scenario assumes the existing development, and staff was asked to identify problems that currently exist. The second scenario assumed new single or two-story, mixed use buildings, and staff was asked about the ability of existing infrastructure/utilities to serve that type and density of development. The third scenario assumed new multi-story residential or office buildings, and staff was asked to assess infrastructure needs. Following receipt of the questionnaires, Planning department staff conducted a meeting with most entities represented to summarize the concerns expressed in the questionnaires and ensure an appropriate

level of consensus regarding the issues related to redevelopment in the planning area.

## TRANSPORTATION

### Public Works – Traffic

College Street is classified as a secondary arterial. Besides the existing street pavement, the additional College Street right-of-way is a valuable resource in redevelopment. It will provide an area for stormwater facilities, which are virtually non-existent, sanitary sewer and other utilities such as electric, gas, water and fiber optics. The Public Works Traffic Division has stated that College Street is currently a two (2) lane roadway with a variable width of fifty (50) to sixty (60) feet of right-of-way within the corridor plan area, and sufficient capacity for bicycle lanes. However, since it is classified as a secondary arterial, seventy (70) feet of right-of-way is required to meet the adopted standard. College Street does not currently have the traffic volumes associated with a secondary arterial and, under the current conditions, the street is serving the needs of its users. If redeveloped to higher intensity uses as given by Scenarios 2 & 3, College Street may require additional improvements. Increased traffic volumes could require College Street to be widened. The existing pavement width could accommodate three (3) lanes. But if College Street were restriped to include three lanes, this would eliminate the space available for bike lanes and on-street parking. Any other



*Complete Street Requirements for Secondary Arterials*



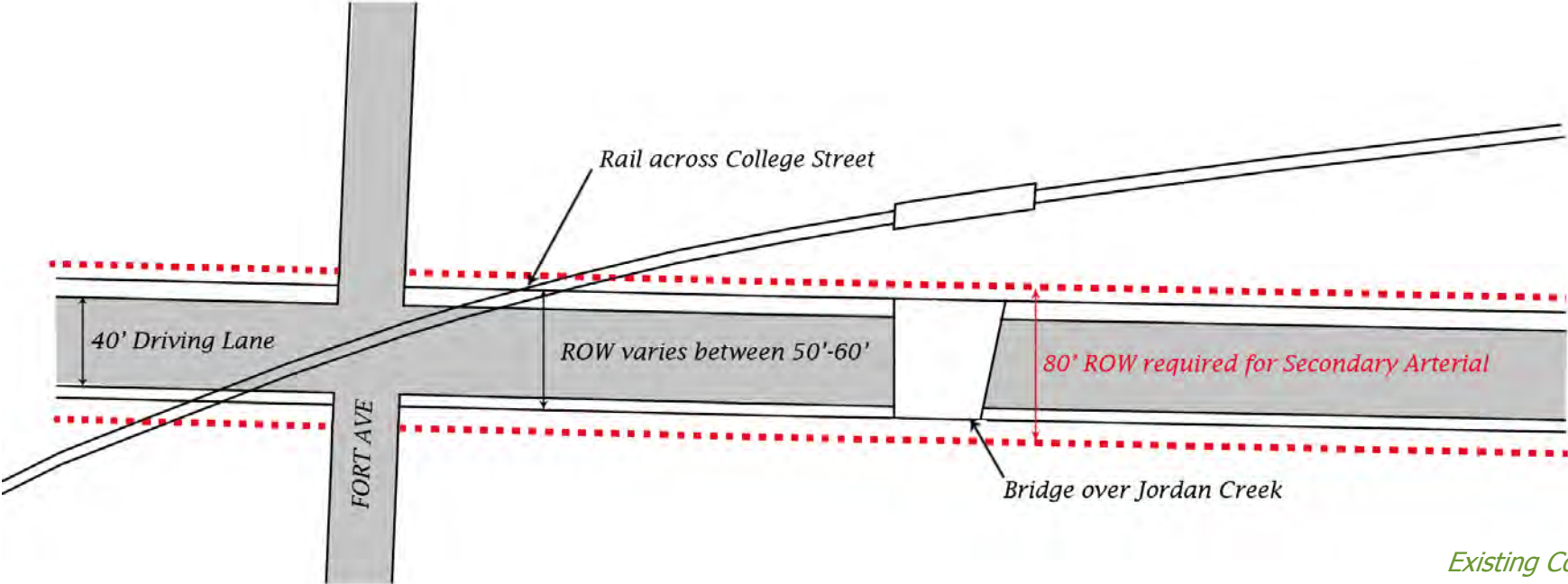


improvements would require the road to be widened. Widening could prove difficult for a number of reasons. There are buildings located close to the right-of-way and there are utilities located close to the curb. Additionally, widening beyond three (3) lanes would require bridge improvements, as well as signal improvements at both College Street and Kansas Expressway and at College Street and Grant Avenue. The railroad crossing at Nettleton Avenue would also need to be improved. If traffic volumes on College Street were to increase to those associated with a secondary arterial, access points of properties would need to be combined to limit driveway access on College Street. The Traffic Division is unsure how well College Street will function without additional right-of-way and pavement width. Ideally, a “complete street” concept will be provided along this corridor which typically includes a wider sidewalk for pedestrians, bike lanes, turn lanes and traffic calming devices. This type of “complete street” infrastructure can only be accomplished with the standard right-of-way (70 feet) that is required for a secondary arterial.

The Public Works Traffic Division believes that it would be best to assume that the standard right-of-way width for a secondary arterial, which is seventy (70) feet of right-of-way, along College Street should be attained. This would provide space to widen the road as needed. However, as previously mentioned, widening will be a challenge due to the bridge, railroad crossing, utilities, and location of some of the existing buildings.

Additional right-of-way would either need to be purchased or acquired at the time of subdivision or rezoning in certain cases.

Planning staff has a somewhat different approach to the issue. Planning agrees that it would be desirable to achieve the Complete Streets concept in the Planning Area, but due to the problems outlined above, it may not be attainable. According to Public Works, Traffic Division, this concept must be achieved in entirety between Grant Avenue and Kansas Expressway in order to accomplish the goals. Planning staff will discuss this issue with people involved in the public engagement



*Existing Conditions*

process and determine the public priority in achieving the complete streets facilities. Or, it may be best to facilitate redevelopment by utilizing the existing street width and make the best of the situation.

Many of the north-south streets are currently functioning as alleys. In these cases, the streets are only serving the adjacent properties, and would not be critical to future redevelopment in the area. There are some north-south streets that are wider, such as Broadway and New Avenue. These have 50 feet of right-of-way width and function as local streets. These local streets will continue to provide the north-south connection in the future.

#### MoDOT

The only portion of the state transportation system directly impacted by this corridor plan is the Route 13 (Kansas Expressway) corridor. Kansas Expressway is a limited access four-lane roadway that borders the west side of the planning area. The facility is generally adequate, but the close spacing of the Walnut Street, College Street, Mt. Vernon Street and Chestnut Expressways signals on Kansas Expressway makes it a challenge to move traffic efficiently. While the at-grade railroad crossing is generally undesirable, rail traffic is infrequent and impacts to the traffic flow on Route 13 are minimal. Infrastructure for pedestrian traffic is in need of improvements. There is a need to bring the sidewalks on Kansas Expressway up to current Americans with Disabilities Act (ADA) compliance. There is a gap in sidewalks along Kansas between College and Walnut Streets. The pedestrian crossings at Kansas and Walnut and Kansas and College are inadequate and require ADA improvements.

Under Scenario 2, more trips should be captured internally within the corridor study area due to the mixed use nature of the proposal, and accommodations should be made within the development to maximize the use of transit, biking, and walking to reduce the need for people to travel by car and leave the area for routine trips. Depending on the details of plans to redevelop the area, intersection improvements at the Kansas and Walnut and/or Kansas and College intersections might be necessary. Deficiencies in pedestrian facilities should be addressed to accommodate additional pedestrians that

would be present in the area.

Scenario 3 presents a higher intensity of land uses and thus more trips coming from, to and within the study area. It is more likely the improvements to both the Kansas and Walnut and Kansas and College intersections would be needed. Improvements at Grant and Chestnut start to become a concern with the development at this scale. In general, traffic congestion on Chestnut Expressway and Kansas Expressway would increase, but the extent of the increase would depend on the detailed land use changes. Sidewalks and ADA compliance would need to be addressed on Kansas Expressway. An analysis of bicycle connections across Kansas at Walnut or College and along Chestnut from Grant to National should be considered in this scenario.

#### STORMWATER

Any redevelopment along the College Street will need to address the stormwater limitations due to the lack of stormwater management facilities. Currently, there are no pipe/inlet facilities on College Street or the surrounding area. Also, forthcoming federal infiltration requirements on redevelopment may pose additional challenges.

The area is almost totally developed, but has a very limited amount of stormwater infrastructure. Also, the proximity to the floodplain and floodway (Jordan Creek) probably makes detention undesirable due to peak flow rates. Without a significant amount of redevelopment within the area, it's difficult to say whether it would be cost effective to install additional infrastructure.

The City is developing new stormwater management standards which will include creative on-site management such as cisterns, rain gardens, rain barrels, etc. The planning area may be a good place to demonstrate the usefulness of these creative techniques.





## SANITARY SEWER

There are several properties within the planning area that do not have direct access to sewer, along with two large blocks on the north side of College. The public sewer lines in this area are aging and there are several rehabilitation projects scheduled within the next few years. The isolated properties without direct access to sewer will require individual sewer extensions or private laterals, unless they are combined with other properties. The two large blocks north of College will require a 1300 linear foot (approx.) sewer extension. See the attached map for properties which do not currently have public sewer available to them and the probable location of the proposed main.

The smaller neighborhood collection system is comprised mostly of 8-inch clay pipe, while there is a 42-inch trunk line adjacent to Jordan Creek. An 8-inch main is adequate for single family neighborhoods and most multi-family neighborhoods. A larger main may be required based upon the size of the proposed development, number of multifamily buildings and proposed commercial uses. If capacity of the existing system is exceeded, replacement and upsizing of existing mains may be necessary for redevelopment to occur. Upsized replacement or relocated mains should be designed on the basis of measured flows with projections for the design period as applicable.

## ELECTRIC SERVICE

City Utilities is able to provide sufficient electric infrastructure for the existing residents and businesses. A three-phase overhead line runs along the south side of College from Kansas Expressway to Broadway. From Broadway to Grant the three-phase overhead line runs along the alley just to the north of College.

For the Scenario 3, an upgrade of the existing lines may be necessary. A cost/revenue analysis is normally performed for new developments and often the increased revenue will justify the expense of upgrading facilities.

## NATURAL GAS SERVICE

CU currently provides adequate natural gas service to the area. The area between Grant and New Streets is served by a low pressure gas district. This does not impact capacity, but does limit the delivery pressure to customers. The section of College St. between New and Fort does not have a gas main available. The houses along this section on the south side of College are served with gas from the alley to the south.

CU can provide adequate natural gas service per Scenario 2. Design considerations may be required in the area between Grant and New streets due to the low pressure district. Delivery pressure is limited to 7-inches water column. This does not limit the supply volume to this type of development but higher delivery pressure is not available. Higher delivery pressure allows smaller pipe sizing in a buildings internal gas piping. This is an inconvenience at worst, and should not be viewed as a limitation on service.

## WATER SERVICE

CU currently provides adequate water service to the existing residences and businesses. Many of the water mains in the area are 6-inches in diameter. The current CU standard for water mains is 8-inch diameter, and as these mains are renewed in the future they will be replaced with 8-inch mains.

New development under scenario 2 could be adequately served if the fire protection requirements of the new buildings do not require fire flow volumes that exceed the capacity of the 6-inch mains. Larger mains could be installed to replace the 6-inch mains if development water demand makes this necessary.

Scenario 3 would have the same limitations and constraints as Scenario 2 and the more intensive uses described would make it more likely that 8-inch mains would need to be installed to replace the 6-inch mains. Multi-story buildings generally will require higher fire flow volumes and the higher elevations increase pressure loss.

COMMUNICATIONS

AT&T is able to provide adequate infrastructure for existing residents and businesses. There are no constraints or limitations associated with existing or future communication services in the planning area.

BUILDING DEVELOPMENT SERVICES

The floodplain (Jordan Creek) is a constraint to development for the western end of the planning area. Many of the existing uses are non-conforming with respect to the current Zoning Ordinance. The general topography of the area makes development difficult. The street system is marginal for majority of the existing commercial uses. Most of the commercial lots are too small for redevelopment.

FIRE SERVICE

There are existing deficiencies for fire fighting in the water system along this corridor. The water supply in the area would need to be improved before adding any more density. The redevelopment would not affect response times into the development; however it would be necessary to provide adequate access for fire apparatus. Properties on the south side of College Street between Fort and New Avenues are several feet above the street elevation. Due to this topographic barrier, there is no vehicular access from the street to the properties. Also, there are three-phase electrical lines on this side of the street which interfere with ladder trucks attempting to fight fires from the street. This means that in order to redevelop this section of College Street, the electrical lines must be moved or the alley in the rear of these properties must be improved to meet the standards for fire apparatus. Access issues will be evaluated as specific site plans are presented. The greatest issue relating to large development projects would be ensuring there is adequate water supply and pressure available to supply the needed fire flows for the project.

POLICE SERVICE

The Police Department should be able to serve the planning area without adding additional personnel. Police service to the area is determined by other calls for service, and the time of day the situation occurs. Increased density will likely cause increased calls for service in two different areas. Typically, an increase in the number of business establishments causes an increase in shoplifting, theft, stealing, forgery, fraud, burglary. Many of those types of calls at businesses are day time type calls with the exception of burglary, which generally occurs overnight when the business is closed. With increased residential density, there may be an increase in call types such as loud parties, domestic disturbances, assaults, etc. Multi-family housing calls are dependent on clientele and management practices.

Future redevelopment scenarios could be adequately served with the resources currently available, with a couple of reservations, depending on the development type. Office buildings and infrastructure do take a certain amount of law enforcement, but they are not generally a significant drain on staff. Night clubs, bars, after-hours clubs or high attendance type event areas cause a drain on staff and can often require extra resources. These uses often cause an increase in calls for crimes such as assault, domestic disturbances, sexual assaults, public drunkenness, etc. Depending on the eventual uses planned, the Police Department can probably handle calls for service. However, as stated, if certain uses which facilitate increased calls for service are put in place, additional resources may be necessary.

As seen in the summary of the West Central Neighborhood plans summarized in other parts of this report, crime is the top concern. Police are currently engaged with the Neighborhood Team to address the issues, but they continue to top residents concerns.

INFRASTRUCTURE AND PUBLIC SAFETY CONCLUSION

The infrastructure analysis has documented a variety of potential constraints to be overcome if significant redevelopment is to occur.

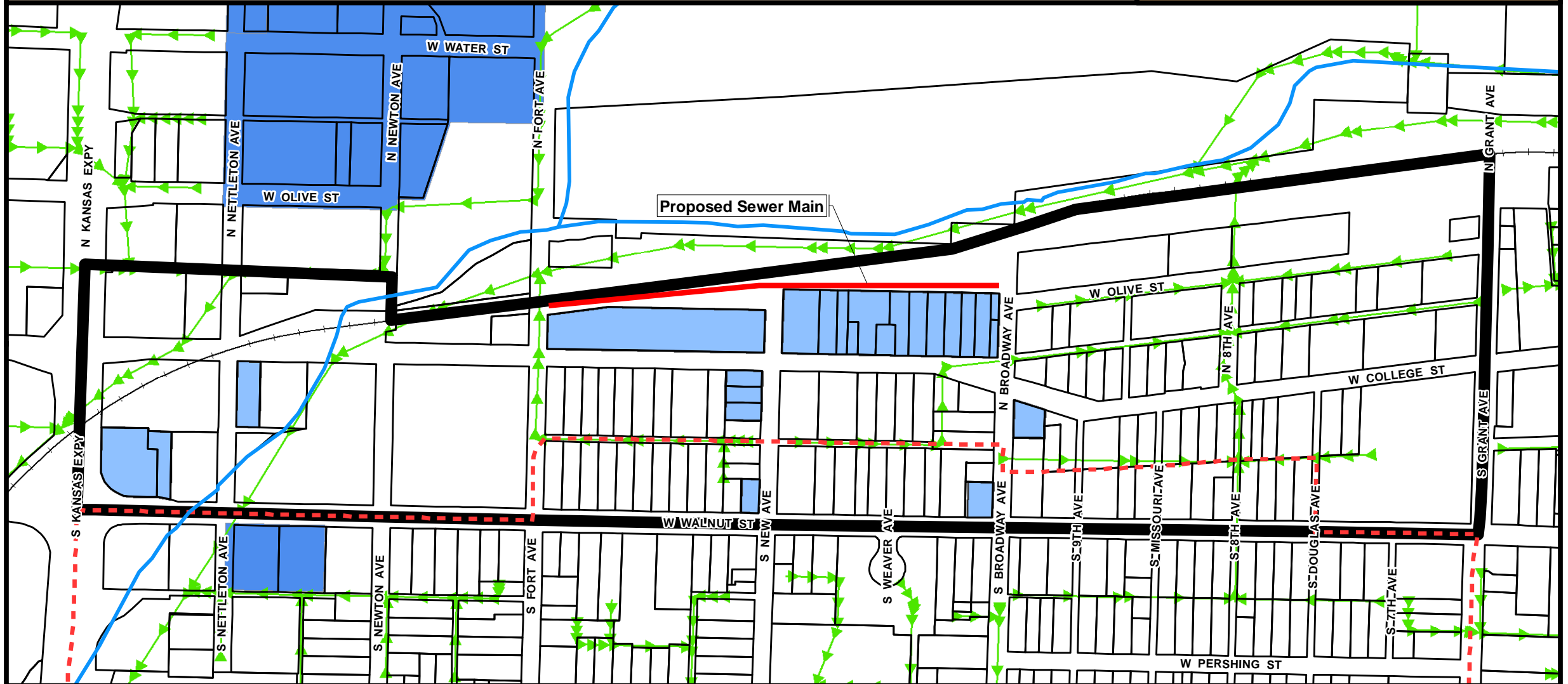




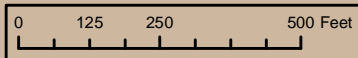
- The street right-of-way width is between 10 and 20 feet shy of meeting the standard for a secondary arterial roadway. With the current right-of-way width, it is not possible to provide additional lanes and provide on-street parking and bike lanes. Pedestrian facilities are in bad condition, or inadequate. North-south streets are substandard.
- The intersection of Kansas Expressway and College may need to be improved in order to accommodate future traffic needs as well as pedestrians.
- There are no stormwater drains, other than the street curbs. Pending stormwater regulations must be addressed and may require the installation of pipe/inlet facilities or more creative on-site solutions to stormwater management.
- A significant portion of the planning area has no sewer facilities and much of the existing sewer lines need replacement. A 1300 foot sewer extension is required for properties on the north side of College to have sewer service.
- Development Scenario 3 may require electrical system updates.
- Some areas do not have high-pressure gas service resulting in somewhat more costly gas pipe installation cost in buildings.
- Most of the water lines need to be replaced with larger lines to meet current standards. The Fire Department has concerns about water supply and pressure to serve higher densities.
- The topography and flood plain create development challenges on the western half of the corridor.
- The zoning is inappropriate and has created a significant number of non-conforming properties.
- The topography, electrical lines, and inadequate transportation network make fire fighting difficult in some areas.
- Addressing crime remains a top priority of residents.

Identification of these constraints does not mean that the College Street Corridor cannot be redeveloped, but the constraints must be addressed for the area and each site.

# Sanitary Sewer

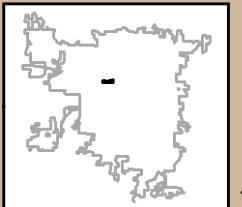


**College Street Corridor Plan**  
 Planning and Development Department  
 City of Springfield, Missouri  
 2011



- Un-Sewered Properties
- Sewerline
- Un-Sewered 10 yr plan

- Residential Neighborhood
- Jordan Creek
- Planning Area Boundary
- Greene County Property Lines





## ECONOMIC DEVELOPMENT

The City's Economic Development Team met on October 6, 2011 to brainstorm the economic development potential for the College Street Corridor (includes Olive Street).

This corridor is uniquely positioned on the western edge of downtown for future spin-off from downtown growth. Most of the downtown buildings (almost all of the "easy" ones) have been redeveloped, and some of the developers extended their development activity to Commercial Street, following the adoption of the strategic plan and resulting CID, TIF, incentive tools. For various reasons, north, east, and south do not provide good redevelopment opportunity, but College Street may because of the vacant land and dilapidated structures that should be demolished, becoming available for new construction. Nowhere else in the vicinity provides this opportunity. The West Meadows is currently undergoing a series of environmental cleanups that will pave the way for enhanced open space and trail use opportunity. It may be desirable to provide direct access to West Meadows via Broadway, which will require a pedestrian bridge as long as the Union Pacific railroad track is in use.

Even though the Jordan Valley Concept plan and informal conversations state the desire for a commercial node in the corridor, probably at Broadway, the team is concerned about the level of market demand for commercial activity in this area. Past policies and actions have attempted to direct commercial activity toward downtown and it is not clear that this activity should extend along College, with the exceptions of the intersections of College at Grant and Kansas Expressway. However, there may be opportunities for smaller scale mixed-use development, particularly appealing to home-based business entrepreneurs. There have been discussions about this node becoming like the ones at Pickwick and Cherry and at Galloway. However, it was also pointed out that those areas have very different demographics that are more suited to support boutique retail, while the West Central neighborhood is the poorest in the city.

In order for anything positive to occur, the aesthetics and image of the area must be improved. It may also be helpful if the viewshed toward the West Meadows is opened. Improvements along Walnut Street will help transition to higher quality residential use which seems to hold the most promise for redevelopment. Streetscape improvements are needed along with improved bicycle/pedestrian access, especially to downtown.

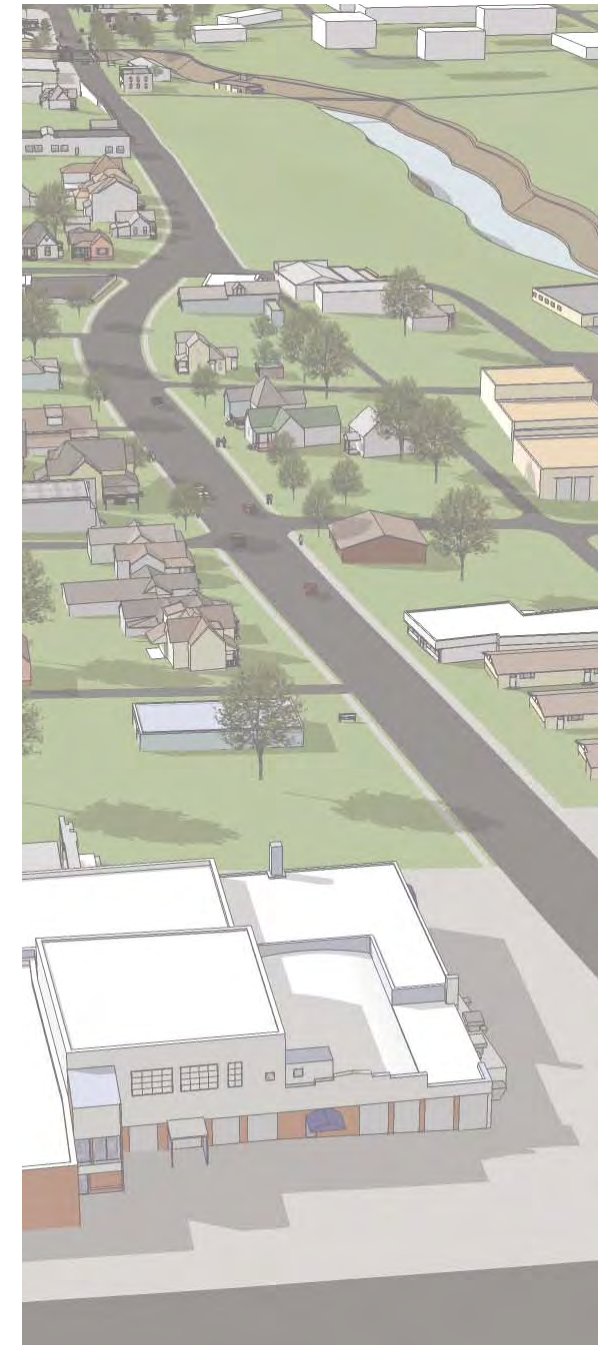
Three sub-areas can be identified, Grant to Broadway, Broadway to Fort, and Fort to Kansas Expressway. Each of these areas have unique issues to address and have different economic potential. The community should capitalize on the Route 66 history of College Street, as appropriate. Other historic resources should also be utilized in redevelopment plans, including the Dingeldein Brewery, rock structures, the Fullbright homestead, and Civil War Fort Number Two. Properties could be cleared for residential use as West Meadows progresses, or could possibly use the existing buildings for entertainment venues. Most of the residential properties (84.4%) are rentals which may facilitate redevelopment but it is important that the environment be improved, including the streetscape and linkage with West Meadows and downtown.

There is a need to identify specific properties for preservation, if there are any, and also identify properties that should be demolished. There may be two reasons to demolish properties, one being its poor condition, and the other being that the property may have a higher and better use.

The block between Fort and New, along College provide an excellent residential opportunity, along with the city-owned property across College Street. Also, Kansas Expressway and College Street may be attractive retail redevelopment opportunity for a drug store or other high traffic volume dependent retail use.

When making future proposals for economic development, the following should be considered:

- Timing
- What actions should the City take?





- Need to facilitate removal of blighting influences such as weeds, trash, dangerous buildings, etc. through aggressive code enforcement.
- Move forward with West Meadows improvements and open viewshed as possible.

It was also suggested that the City should move forward with a blight report and redevelopment plan under RSMo Chapter 99 under the Land Clearance for Redevelopment Authority.

Economic Development Incentives (taken from Economic Development Incentives Policy Manual, City of Springfield, Department of Planning and Development)

The City of Springfield seeks to be a community that welcomes new business investment and supports the businesses that have chosen the City as their home. A vibrant business community improves the quality of life for all residents. Quality of life and economic development are interdependent goals. Private investment and job creation can build a stronger community. Community improvement leads to maintaining a vibrant community that will keep existing businesses and attract new ones.

Economic development incentives, if used carefully, can help maintain and build employment opportunities and the property tax base the City needs to be strong. The purpose of this document is to establish the official policies of the City of Springfield for the use of economic development incentives. All projects will be evaluated using both the General Policies and the policies specific to the particular incentive.

The City of Springfield offers incentives in the following five broad categories:

Special taxing districts – Pursuant to State law, the City may establish or approve the establishment of special districts that can impose special assessments and/or taxes in order to pay for public improvements or to eliminate blight. These districts require the cooperation of a majority of the property owners in the district. Typical taxing districts include Neighborhood Improvement Districts

(NID), Community Improvement Districts (CID) and Transportation Development Districts (TDD).

Property tax abatement – Tax abatement is offered through a variety of programs geared to job creation, private investment, and redevelopment. Typically, the development continues to pay taxes on land and improvements based on their value prior to the new investment. All or a portion of the incremental increase in property taxes is abated for a set period of time. This incentive is sometimes referred to as Chapter 99 (Land Clearance for Redevelopment Authority), Chapter 100 (Industrial Development Bonds), or Chapter 353 (Urban Redevelopment Corporation).

Redirection of the incremental increase in taxes – The development pays all taxes owed and a portion or all of the incremental increase in taxes resulting from development are captured and redirected to pay redevelopment project costs. Taxing jurisdictions continue to receive the taxes based on the pre-development value. A TIF may also capture new taxes imposed after the TIF is approved. This incentive is known as Tax Increment Financing (TIF).

Loan programs – Loans are offered in targeted areas for acquisition and redevelopment of commercial properties.

Brownfields programs – Assistance is available for environmental assessments and for environmental cleanup.

The incentives can be further divided into discretionary and non-discretionary. While most of the City's incentives are discretionary, a few are not. In the case of nondiscretionary incentives, the City must provide the incentive if the applicant meets certain conditions.

## **LAND CLEARANCE FOR REDEVELOPMENT AUTHORITY (LCRA), "CHAPTER 99"**

The Land Clearance for Redevelopment Authority (LCRA) provides incentives to encourage investment and the removal of blight and

blighting conditions within designated urban renewal areas. The LCRA designates urban renewal areas and associated redevelopment plans. It has the ability to authorize property tax abatement for redevelopment projects that conform to an approved redevelopment plan.

Eligible Activities

Within an approved redevelopment area, the Land Clearance for Redevelopment Authority may undertake the following types of activities:

- o Land acquisition
- o Land disposition
- o Building construction and rehabilitation
- o Blight removal activities

Eminent Domain – If approved as part of a redevelopment plan, the LCRA may acquire property through the use of eminent domain.

Blight – The statute defines “blighted area” as “an area which, by reason of the predominance of defective or inadequate street layout, insanitary or unsafe conditions, deterioration of site improvements, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, retards the provision of housing accommodations or constitutes an economic or social liability or a menace to the public health, safety, morals, or welfare in its present condition and use.”

PROGRAM BENEFITS

- Property tax abatement – 100% of the taxes on the increase in assessed value of both land improvements for 10 years. During the abatement period, the property owner continues to pay taxes on the land and improvements that existed prior to redevelopment.
- Bonds - The LCRA may issue bonds to finance redevelopment and blight remediation.

LAND CLEARANCE FOR REDEVELOPMENT AUTHORITY POLICIES

1. Proposed redevelopment plans must be reviewed by the Planning and Zoning Commission and found to be consistent with the City of Springfield Comprehensive Plan.
2. Designation of redevelopment areas and adoption of redevelopment plans will be limited to urban core areas where blighting factors are most severe.
3. Proposals for redevelopment plans and property tax abatement pursuant to Chapter 99 RSMo. will be strongly discouraged in approved Tax Increment Financing districts because tax abatement conflicts with the intent of the TIF statute to capture the incremental increase to fund TIF improvements.
4. Applicants for property tax abatement will be required to enter into a cooperative agreement with the City of Springfield, covenanting that the property will continue to be used in a manner consistent with the redevelopment plan throughout the abatement period or the abatement will be subject to termination.

