

Springfield Land Clearance for Redevelopment Authority

Tuesday, October 4, 2022 at 4:00 p.m.

Conference Room 2-West, Busch
Municipal Building

840 Boonville Avenue, Springfield, MO

1. Call To Order

2. Roll Call

3. Approval Of Minutes

3.1. Minutes - September 6, 2023

Documents:

[MINUTES LCRA SEPTEMBER 6 2022.PDF](#)

4. New Business

4.1. Blight Report And Redevelopment Plan For The Grant Avenue Parkway Redevelopment Area, An Approximately 265.3 Acre Area That Is Generally Bounded By West Olive Street To The North, West Catalpa Street To The South, South Campbell Avenue To The East, And South Douglas Avenue To The West; City Of Springfield, Applicant

Documents:

[GAPREDEVPLANWDRAFT.PDF](#)

5. Other Business

6. Adjourn

Springfield Land Clearance for Redevelopment Authority

Tuesday, September 6, 2022, at 4:00 PM

Conference Room 2-West

Busch Municipal Building

840 N Boonville Ave, Springfield, MO

MINUTES

1. Call to Order

2. Roll Call

Present: Ryan Cosby, Nancy Herchenroeder, Dan Scott, and Stephanie Shadwick

Absent: Ben Edmondson

Others Present: None

Staff: Amanda Ohlensehlen (Zoom), Matt Schaefer, Bill Weaver, Jill Burris, and Judy White

3. Approval of Minutes – May 3, 2022

Stephanie Shadwick made a motion to approve. Nancy Herchenroeder seconded the motion. Motion was approved (4-0, Ben Edmondson absent)

4. New Business

- a. Request for Real Property Tax Abatement for Redevelopment Project inside the East High Street Public Housing Redevelopment Area located at 1405, 1407, 1411, 1413, 1417, 1419, 1423, and 1425 East High Street; Keystone Family Homes, LP, Applicant.
- b. Request for Real Property Tax Abatement for Redevelopment Project inside North Delaware Avenue Public Housing Redevelopment Area located at 1633 to 1654 North Delaware Avenue; Keystone Family Homes, LP, Applicant.



- c. Request for Real Property Tax Abatement for Redevelopment Project inside the South Weaver Avenue Public Housing Redevelopment Area located at 406 to 419 South Weaver Avenue; Keystone Family Homes, LP, Applicant.
- d. Request for Real Property Tax Abatement for Redevelopment Project inside the West Sunset Street Public Housing Redevelopment Area located at 714 to 738 West Edgewood Street, 2628 to 2630 South Grant Avenue, and 809 to 825 and 915 West Sunset Street; Keystone Family Homes, LP, Applicant.

Dan Scott made a motion to approve all four requests above. Nancy Herchenroeder seconded the motion. Motion was approved (4-0, Ben Edmondson absent)

5. Other Business

6. Adjourn at 4:15 p.m.



South Grant Avenue Parkway Redevelopment Plan



CITY OF SPRINGFIELD, MO

September 20, 2022

PGAV **PLANNERS**

SECTION 1 INTRODUCTION	2
The Plan in Context	2
Plan Objectives	2
Statutory Mechanisms.....	3
Provisions of Chapter 353	3
Provisions of the LCRA Law	4
SECTION 2 REDEVELOPMENT AREA BOUNDARIES	5
General Boundary Description	5
SECTION 3 EXISTING CONDITIONS	7
SECTION 4 DEVELOPMENT PLAN AND WORKABLE PROGRAM	11
Workable Program	11
Redevelopment Plan	11
Implementation	13
Use of Tax Abatement Pursuant to Chapter 353 and the LCRA Law	14
Review and Approval of Redevelopment Projects	14
Property to be Demolished	14
Building Rehabilitation and New Construction	14
Open Space and Other Amenities	15
Property for Public Agencies	15
Zoning Changes	15
Street Changes	15
Utility Changes	16
Acquisition, Eminent Domain	16
Eminent Domain by the City	16
Management	16
Public Property	16
Relocation	17
Compliance with the Comprehensive Plan	17
SECTION 5 funding resources	19
Redevelopment Project Financing	19
Potential Resources for Residential Development Funding Assistance	19
Potential	22
Resources for Commercial Development Funding Assistance	22
SECTION 5 STATUTORY COMPLIANCE	24
APPENDIX A	30
APPENDIX B	32
APPENDIX C	33

SECTION 1

INTRODUCTION

The Plan in Context

This document constitutes the Grant Avenue Parkway ("GAP") "Redevelopment Plan," which applies to an area approximately 265.3 acres in size, generally bounded by West Olive Street on the north, South Campbell Avenue on the east, South Douglas Avenue on the West, and West Catalpa Street on the South (the "Redevelopment Area" or "Area").¹ The Area is wholly located within the City of Springfield, Missouri (the "City"). The boundary of the Redevelopment Area is shown in the exhibit entitled Redevelopment Area Boundary included in **Appendix A** and further described in the written boundary description also contained in **Appendix A**.

The Area has been subject to recent planning efforts culminating in the Grant Avenue Parkway Corridor Plan (the "GAP Plan"), which the City adopted in 2021. The redevelopment of the Area is intended to follow the *Grant Avenue Parkway Corridor Plan* (the "GAP Plan") as adopted by the City of Springfield on March 22, 2021. The GAP Plan is appended to this Redevelopment Plan in **Appendix C**. This Redevelopment Plan proposes the following activities in order to accomplish the underlying goals of the GAP Plan:

- Construction of a variety of public improvements primarily focused on roadway improvements, pedestrian enhancements, cross-access, and parking improvements.
- Construction and rehabilitation of a variety of commercial and residential development projects as outlined in the GAP Plan.
- Acquisition of real property within the Area where property rehab or redevelopment would otherwise be impossible or would produce a less desirable development.
- Demolition and removal of existing site improvements.
- Grading and site preparation, stormwater mitigation, utility relocation, or installation.
- Financial support for property rehab or new building construction for single-family, multifamily, mixed-use, and commercial development.

The GAP Plan provides for a variety of redevelopment projects encompassing various types of residential and commercial rehab and/or land uses. Currently underway is an approximately \$26-million public

¹ Inclusive of public right-of-way.

infrastructure project constructing the “public infrastructure elements” as generally described in the GAP Plan. This project is known as the “BUILD Project.”²

The GAP Plan laid the foundation for the Grant Avenue Parkway Zoning District, which codifies recommendations made in the GAP Plan and provides the regulatory framework to manage future development along the Grant Avenue Parkway Corridor (the “Corridor”).

This Plan is meant to help facilitate the implementation of the private development goals voiced through the GAP Plan and codified in the Grant Avenue Parkway Zoning District.

Statutory Mechanisms

This Plan creates a framework for the utilization of real property tax abatement pursuant to Chapter 353 RSMo, the Urban Redevelopment Corporations Law (“Chapter 353”), and Section 99.300 to 99.715, RSMo, the Land Clearance for Redevelopment Authority Law (the “LCRA Law”). For purposes of implementing the provisions of Chapter 353, the term Redevelopment Plan shall also mean “Development Plan.”

Provisions of Chapter 353

The Missouri General Assembly adopted the Urban Redevelopment Corporations Law, Chapter 353, RSMo., in 1943. The law is often referred to simply as “Chapter 353.”

Chapter 353 allows cities and counties to:

1. Identify and designate redevelopment areas that qualify as “Blighted Areas;”
2. Adopt development plans that designate areas in need of redevelopment and state the objectives to be attained and the redevelopment projects to be undertaken;
3. Approve redevelopment projects for implementation of such development plans; and
4. Utilize the tools set forth in Chapter 353 to assist in reducing or eliminating those factors and conditions that cause the area to qualify as a “Blighted Area” through the completion of a redevelopment project.

This Plan describes the “Redevelopment Project(s)” for the Area and provides information as required by provisions of Chapter 353 RSMo. statute that the City intends to utilize in implementing the GAP Plan. While the use of Chapter 353 requires a finding by the City that the Area is a “blighted area” as defined in Chapter 353, it also defines a Chapter 353 “Area” specifically, noting: *“Any such area may include buildings*

² The term “BUILD Grant” appears in this reports which is defined as the Better Utilizing Investments to Leverage Development (BUILD) Transportation Discretionary Grant.

or improvements not in themselves blighted, and any real property, whether improved or unimproved, the inclusion of which is deemed necessary for the effective clearance, replanning, reconstruction or rehabilitation of the area of which such buildings, improvements or real property form a part;."

Specific redevelopment projects for any real property within the Area must be carried out in accordance with the provisions of Chapter 40, Article III of the Springfield City Code. Any projects would need to follow the general concepts of this Redevelopment Plan.

Provisions of the LCRA Law

The LCRA Law allows cities and counties to:

- (1) Allow for the abatement of real property taxes, which provides a means to leverage private investment and redevelopment in accordance with an adopted redevelopment plan;
- (2) Acquire blighted or insanitary areas or portions thereof, including lands, structures, or improvements the acquisition of which is necessary or incidental to the proper clearance, development, or redevelopment of the blighted or insanitary areas or the prevention of the spread or recurrence of substandard or insanitary conditions or conditions of blight;
- (3) Clear any such areas by demolition or removal of existing buildings, structures, streets, utilities, or other improvements thereon and install, construct or reconstruct roads, utilities, and site improvements essential to the preparation of sites for uses in accordance with a redevelopment plan;
- (4) Sell, lease, or otherwise make available land in such areas for residential, recreational, commercial, industrial, other use, or public use or to retain such land for public service, in accordance with a redevelopment plan; and
- (5) Develop, construct, reconstruct, rehabilitate, repair, or improve residences, houses, buildings, structures, and other facilities.

This document serves as the redevelopment plan for land clearance or urban renewal projects undertaken within the Redevelopment Area pursuant to the LCRA Law. As outlined in Section 99.430, RSMo., the initial step in establishing an area under the Law is for the governing body of the municipality to declare, by resolution or ordinance, that the area is a "Blighted Area" or "Insanitary Area" in need of redevelopment or in need of rehabilitation. Section 99.320 of the Law sets out the definitions of these two areas as follows:

"Blighted area," as defined pursuant to Section 99.805(1) RSMo.: an area which, by reason of the predominance of insanitary or unsafe conditions, deterioration of site improvements, 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, or welfare in its present condition and use.

"Insanitary area": an area in which there is a predominance of buildings and improvements which, by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air

sanitation or open spaces, high density of population, and overcrowding of buildings, overcrowding of land, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, is conducive to ill health, the transmission of disease, infant mortality, juvenile delinquency, and crime or constitutes an economic or social liability and is detrimental to the public health, safety, morals, or welfare.

SECTION 2

REDEVELOPMENT AREA BOUNDARIES

General Boundary Description

The Redevelopment Area is generally bounded by West Olive Street on the north, South Campbell Avenue on the east, South Douglas Avenue on the West, and West Catalpa Street on the South. The legal description of the Redevelopment Area and map showing the boundary of the Redevelopment Area are included in **APPENDIX A**.

SECTION 3

EXISTING CONDITIONS

The Area's land uses are representative of an older corridor originally developed primarily as a residential street except at its northern and southern extremities, where a mix of commercial and light industrial uses can be found. A mix of single-family residential properties are aligned on Grant Avenue, with varying densities and typologies. Commercial properties, primarily located at intersections of major roadways, are also found throughout the Area, along with several churches and a school (located at the West Elm Avenue intersection). Several undeveloped and vacant parcels are also located within the Area.

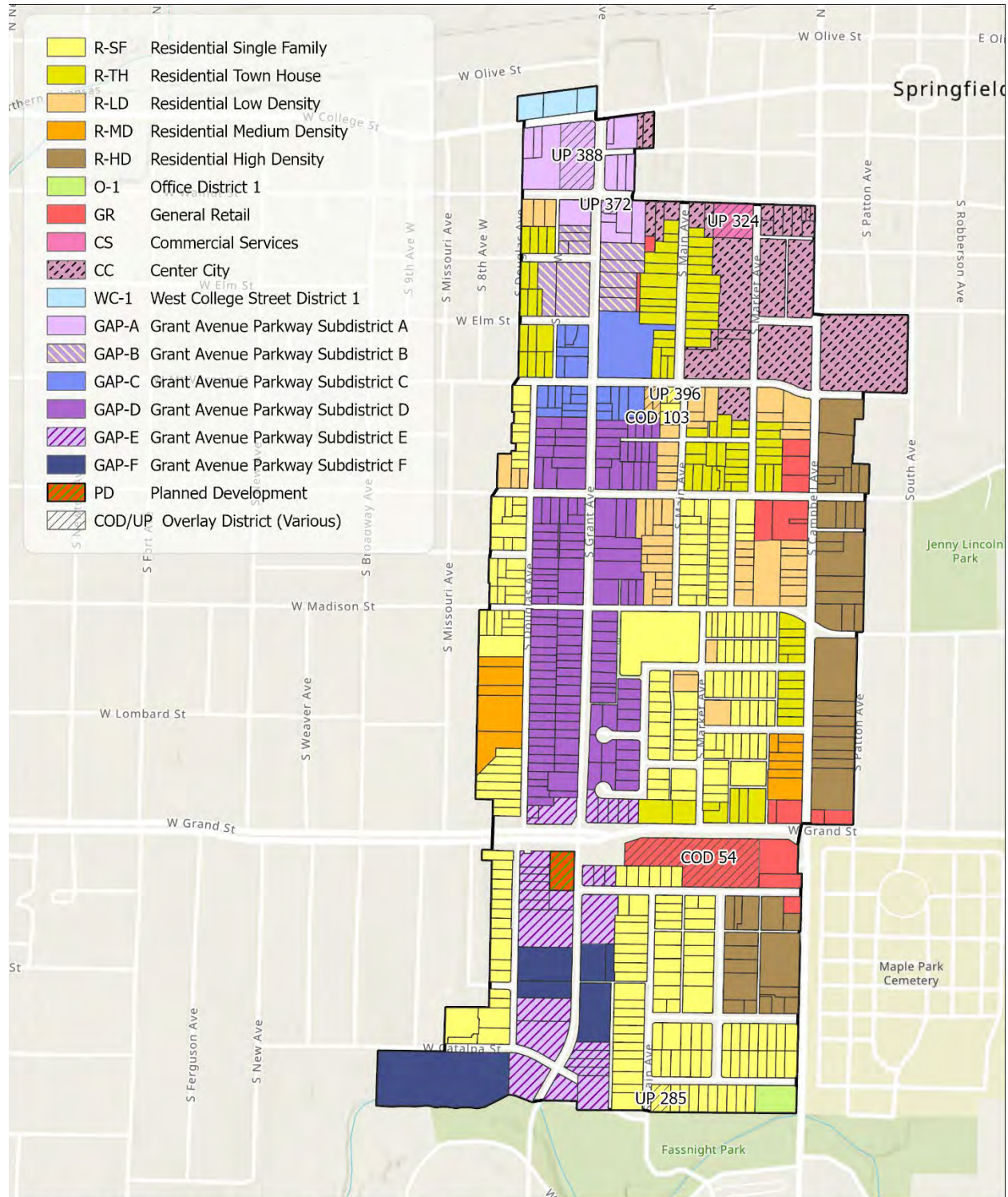
Maps depicting the current zoning and land use within the Redevelopment Area are shown on the following pages.

CURRENT LAND USE IN REDEVELOPMENT AREA

GRANT AVENUE QUALIFICATIONS ANALYSIS

Springfield, Missouri





ZONING WITHIN THE REDEVELOPMENT AREA

GRANT AVENUE QUALIFICATIONS ANALYSIS
Springfield, Missouri



This Plan includes certain findings as analyzed by PGAV staff, who were retained to document the conditions of the City and prepare the accompanying "Qualifications Analysis." The goal of the Qualifications Analysis of the Redevelopment Area is to determine whether the Redevelopment Area qualifies as a "Blighted Area" pursuant to both the LCRA Law and Chapter 353. As discussed in the Qualifications Analysis attached hereto as **Appendix B**, PGAV Planners determined that the Area meets the definition of "Blighted Area" set forth in Chapter 353 and the LCRA Law:

"Blighted Area" an area which, by reason of the predominance of insanitary or unsafe conditions, deterioration of site improvements, 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 menace to the public health, safety, or welfare in its present condition and use; RSMo §99.805(1). §99.320(3)

"Blighted area," the same meaning as defined pursuant to section 99.805; RSMo 353.020(3)

To remediate the conditions that cause the Area to be a "Blighted Area," including, without limitation, deterioration of site improvements, this Plan proposes that (1) Capital reinvestment occurs within the Area, (2) Maintain and increase homeownership within the Area, and (3) Modernize and improve safety, infrastructure, and beautification within the Area in coordination with the GAP Plan being undertaken by the City.

The Area meets, as a whole, the definition of a "Blighted area," as such term is defined within the LCRA Law and Chapter 353, and is a portion of the City that by reason of the predominance of insanitary or unsafe conditions; deterioration of site improvements; or the existence of such 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.

SECTION 4

DEVELOPMENT PLAN AND WORKABLE PROGRAM

The GAP Plan, as found in **Appendix C**, is intended to serve as the Redevelopment Plan for purposes of Chapter 353 and the purposes of the LCRA Law. Although the GAP Plan provides recommendations for Redevelopment Project(s) as are contemplated in each of these statutes, no such project(s) has been approved by the City in accord with the requirements of either of these statutes. This Redevelopment Plan is intended to form the basis for review and approval of future redevelopment projects in accord with established City procedures and the requirements of Chapter 353 and the LCRA Law.

Workable Program

As indicated by Section 99.320 (23) of the LCRA Law, a "Workable program" is "an official plan of action, as it exists from time to time, for effectively dealing with the problem in insanitary, blighted, deteriorated or deteriorating areas within the community and for the establishment and preservation of a well- planned community with well-organized residential neighborhoods of decent homes and suitable living environment for adequate family life, for utilizing appropriate private and public resources to eliminate and prevent the development or spread of insanitary, blighted, deteriorated or deteriorating areas, to encourage needed urban rehabilitation, to provide for the redevelopment of blighted, insanitary, deteriorated and deteriorating areas, or to undertake such of the aforesaid activities or other feasible community activities as may be suitably employed to achieve the objectives of such a program."

The City has a codified Workable Program within Chapter 40, Article II of the City Code that will be used to satisfy any requirements regarding a workable program under the LCRA Law.

Redevelopment Plan

As stated on page three of the GAP Plan, *"The intent of the Plan is to promote reinvestment and redevelopment that leverages the new Parkway as an asset."* It is driven by the desire to leverage the BUILD grant that the City received to fund the design and construction of the Grant Avenue Parkway. This roadway project will transform the streetscape by providing intersection improvements, crosswalk enhancements, mid-block crossings, property cross-access opportunities, bike lanes, additional parking, and roadway reconfiguration. The GAP Plan divides the Area into six subareas (A through F) with a focus on residential rehab and redevelopment. Mixed-use development (residential over commercial uses) is focused at key intersections. The map on page nine of the GAP Plan and the accompanying graphic depicts the housing-type focus for the various subareas.

The GAP Plan also makes recommendations regarding existing and potential commercial uses. The recommendations for each subarea begin on page 16 of the GAP Plan. The subarea plans contain mapped and graphic data that describes the Redevelopment Plan for the Area. Design guidelines for building

location and appearance are provided throughout the subarea discussions. The GAP Plan also contains implementation recommendations and strategies, which are discussed beginning on page 30.

The objectives of this Redevelopment Plan include:

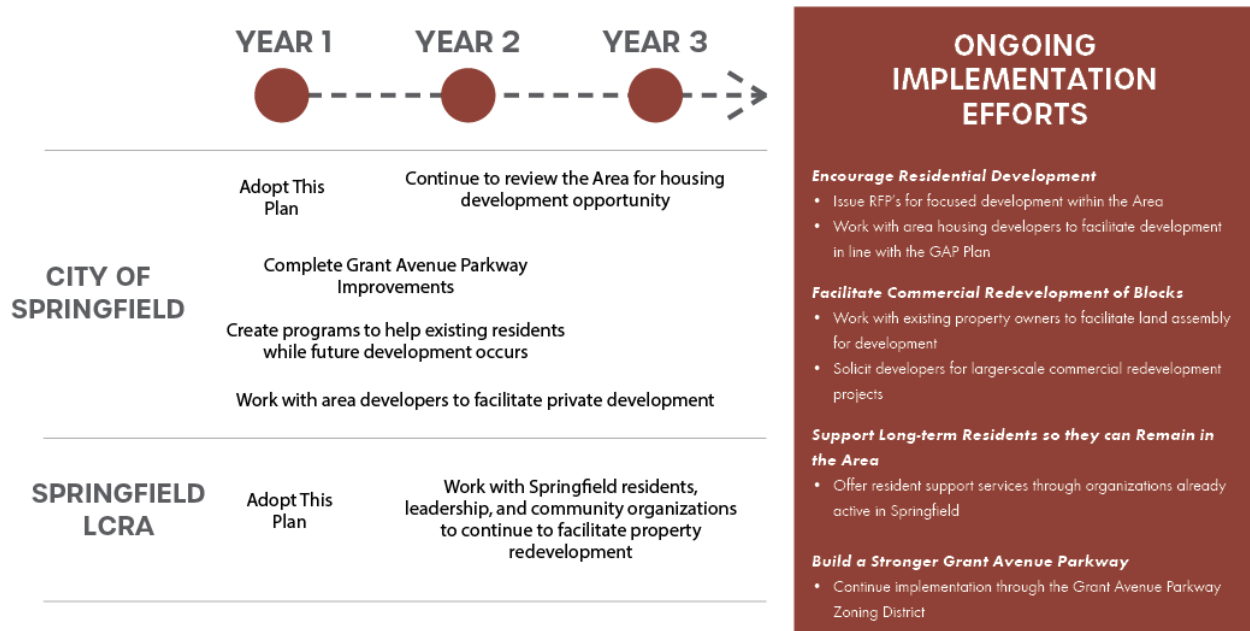
1. To facilitate redevelopment and rehabilitation of properties in the Area.
2. To improve the economic underutilization and productive use of the Area.
3. To lift-up quality of life for Area residents.
4. To improve housing without displacing long-term residents.
5. To use tax abatement in creative ways to keep affordable rents affordable.
6. To alleviate those conditions that cause the Area to be a "Blighted Area."
7. To encourage the development of affordable housing, mixed-use development that provides additional living, shopping, dining, and recreation opportunities for existing and new neighborhood residents, provides financing vehicles that will assist Area homeowners with housing rehab, and encourages and promotes a sense of place for the Area.
8. To promote the economic health of the Area, the City, and other taxing districts.
9. To enhance the tax base by inducing Area property rehab and redevelopment, and encouraging private investment, thereby increasing property values in the Area.
10. To promote health, safety, order, convenience, prosperity, and the general welfare, as well as efficiency and economy in the process of development.
11. To stimulate employment opportunities and increased demand for services in the Area.
12. To create a land use environment that will meet the goals and objectives of the GAP Plan.
13. Further the objectives of the City's Comprehensive Plan and the Grant Avenue Parkway planning and placemaking process.
14. Facilitate and encourage private development that capitalizes on the \$26 million public investment currently underway in the Area.
15. Provide financial assistance for new small business development and support for local businesses that serve residents, improve the attractiveness of the Area, and enhance livability.
16. Provide housing rehabilitation financial assistance for existing residents/property owners and local developers/entrepreneurs for home rehab and ownership.
17. Use financing resources, existing City programs, State and Federal programs, and corporate grants or donations to provide financial support for neighborhood reinvestment and to help offset increasing construction costs for private development initiatives.
18. Provide assistance for property acquisition that focuses on Area preservation and minimizes displacement of existing residents and businesses.
19. Use City land use policy, financial assistance programs, and community engagement to promote health, safety, order, convenience, and safe and clean spaces for students and pedestrians to create a more walkable and socially engaging atmosphere for the Grant Avenue Parkway corridor.

20. Provide an implementation mechanism that will accelerate the achievement of these objectives and complement other community and economic development objectives and programs; and
21. Enhance the tax base by inducing new private investment and commercial development in the Area, thereby increasing the tax base for the benefit of all overlapping taxing jurisdictions.

The definite local objective of this Redevelopment Plan is to eliminate the conditions which qualify the Redevelopment Area as a Blighted Area under Chapter 353 and the LCRA Law. The City intends to facilitate the redevelopment of deteriorated structures when, as, and where appropriate.

Implementation

The Redevelopment Plan will be carried out in multiple phases based on proposals from property owners or developers for specific redevelopment projects on specific properties. The timing of implementation of the GAP Plan will be dependent on many factors, including real estate development market conditions and construction costs.



Use of Tax Abatement Pursuant to Chapter 353 and the LCRA Law

The City intends to use the financial tools available under the provisions of Chapter 353 and the LCRA Law as follows:

- Subject to application to the City accompanied by appropriate justifying documentation, the City may provide Chapter 353 real property tax abatement, for a period of up to 25 years, for redevelopment projects (rehab or new construction) that conform with this Plan. Such tax abatement will be available to redevelopment projects that are acquired through an urban redevelopment corporation (established by the City) and are approved by the City Council following the submission of a redevelopment project application to the City that conforms to this Plan and satisfies the requirements of Chapter 353, RSMo and Chapter 40, Article III of the Springfield City Code, the Springfield Zoning Ordinance, the applicable economic development policies of the City, and all other applicable codes and ordinances.
- Pursuant to the LCRA Law, and subject to City Council approving this plan as a multi-project redevelopment plan pursuant to City Code Section 40-19, real property tax abatement for a period of time not exceeding ten years will be available to redevelopment projects that conform with this Plan and comply with the requirements of the Springfield Zoning Ordinance and all other applicable codes and ordinances.

Review and Approval of Redevelopment Projects

Real property tax abatement for redevelopment projects pursuant to this Redevelopment Plan will be considered only upon application to the City by established requirements and processes. Reviews will be conducted by City staff and the appropriate entities, all of which are subject to public presentation and input in accordance with the applicable statutes and State and Federal open meeting laws.

Property to be Demolished

Redevelopment projects involving private property have not been specifically identified at this time. In some instances, creating new mixed-use residential development projects as identified in the GAP Plan may require the demolition of existing improvements. Upon receipt of an application for such demolition, and upon review and approval by the City of such projects, demolition of any existing buildings and/or site improvements will be identified.

Building Rehabilitation and New Construction

As noted previously in this Section, it is the City's intent to create a program that provides incentives to individual property owners for property rehab and improvement. The primary focus of this effort is on

residential properties in the Area, many of which have suffered from deterioration and allowed the Area to be declared a "blighted area." Interest from local developers with concept plans, particularly for the construction of new mixed-use commercial/residential multifamily projects, has been discussed. However, current costs for the materials needed for new construction have made it economically infeasible without some financial incentive via tax abatement or other mechanism. The same can be said of rehabilitation, whereby the costs of redevelopment, rehabilitation, and blight remediation, due in part to the prevalent existence of blight, make projects in this area economically infeasible or less attractive to private investment without some financial incentive.

Open Space and Other Amenities

The GAP Plan and the associated BUILD-grant-funded improvements to the roadway infrastructure will include certain streetscape enhancements, bike lanes, and other enhancements for the roadway and intersections with other major streets. Other than green space and/or landscape buffers that may be required by the City, the Redevelopment Plan does not propose the construction of any open space or other amenities within the Area. However, private development projects may be required to include public plaza space, open space, and pedestrian accessibility.

Property for Public Agencies

This Plan does not contemplate the sale or donation of any land to public agencies.

Zoning Changes

Within the Area, property fronting Grant Avenue lies within the Grant Avenue Parkway Zoning District (the "GAP District"). The GAP District is intended to provide greater flexibility in use by requiring a high-quality design that fosters a sense of place to promote reinvestment and redevelopment that leverages the new parkway as an asset. Those properties not within the GAP District shall be subject to the regulations of their respective zoning districts (see zoning map on page 9). This document does not propose or recommend any specific zoning changes, although it does recognize that zoning changes generally within the Area may be necessary to facilitate orderly development in accordance with this Redevelopment Plan.

Street Changes

This Plan does not propose any street changes beyond those that are associated with the roadway improvements associated with the BUILD Project.

Utility Changes

If necessary, utility lines will be relocated to accommodate the redevelopment of the Area.

Acquisition, Eminent Domain

1. The City or a Developer with an approved project must acquire the real property (including, without limitation, any leases, easements, or other encumbrances) within the Area to implement an approved Redevelopment Project and achieve the objectives of this Plan. If the Developer is unsuccessful at acquiring real property within the Area, the Developer may request that the City acquire such real property by eminent domain in accordance with Section 353.170(1), R.S.Mo., and other applicable laws.
2. As noted previously in this Section, it is the goal of this Plan to minimize the relocation of existing residents and/or businesses.

Eminent Domain by the City

Consistent with previous City policy, land acquisition using eminent domain shall occur only if such actions become necessary, either for infrastructure improvements or removal of blighting conditions. In the event it is deemed necessary, the City shall retain the power of eminent domain, rather than delegating it to a sub-entity or private corporation. The threat of condemnation shall not be used to coerce recalcitrant property owners.

Management

The City of Springfield and its affiliated entities, such as the Land Clearance for Redevelopment Authority (LCRA) or any municipal Chapter 353 redevelopment corporation the City may form, are to be the managing entities for the Redevelopment Plan. The City may ultimately award development rights via redevelopment agreements to private developers or property owners for properties within the Area subject to the provisions of Chapter 353 and the LCRA Law.

Public Property

The Plan envisions private residential, commercial, and or mixed-use development within the Redevelopment Area. No permanent public ownership or use is anticipated beyond that which is associated with City right-of-way, City parks, public schools, public facilities, or any such property that may be acquired to enable street and or utility improvements.

Relocation

If businesses or residents are to be relocated in conjunction with any redevelopment project approved in accord with the provisions of this Plan, the provisions of the City of Springfield's Municipal Code related to such relocations as provided for in Chapter 40, Article I, Sec. 40-1 or 40-2 shall apply. Section 40-1 is applicable to relocations that must comply with RSMo 523.205.2, generally applying to relocations in conjunction with Missouri redevelopment statutes under Chapter 353 or the LCRA Law. Section 40-2 is applicable to relocations that are the result of the use of funds from Federal grant programs, which are subject to the Federal Uniform Relocation Act.

Compliance with the Comprehensive Plan

The City is currently in the process of adopting Forward SGF (the “Comprehensive Plan” or “Forward SGF Comprehensive Plan”) as a new comprehensive plan for the community. Various sections of the Comprehensive Plan reference the need for mixed-use development, supporting and expanding the home repair program, diversity of housing development, affordable housing, and neighborhood connections. The GAP Plan is currently an adopted element of the City's Comprehensive Plan and will remain so following the official adoption of the Forward SGF Comprehensive Plan. The City's former comprehensive plan (the Vision 20/20 Plan), the GAP Plan, and the Forward SGF Plan all include a focus on affordable housing, neighborhood character, and neighborhood connections. This Redevelopment Plan aims to implement these goals expressed by the community through these planning documents.

The mapping and supporting graphics in the GAP Plan and the Forward SGF Comprehensive Plan constitute the General Land Use Plan of this Redevelopment Plan. The land uses and development for areas located within the GAP Plan area shall conform with the GAP Plan. The lands uses and development for areas located outside the GAP Plan area shall adhere to the future placetypes specified in the Forward SGF Comprehensive Plan. Should any amendments to the GAP Plan or Comprehensive Plan be made in the future, which result in modifications to the future placetypes shown in the map on the following page or to the GAP Plan contained herein, this Redevelopment Plan shall be deemed to be amended accordingly.



SECTION 5

FUNDING RESOURCES

Redevelopment Project Financing

It is the City's intent that funding of redevelopment project costs outside those to be used for the \$26 million Grant Avenue Parkway roadway improvements identified in the BUILD grant will use other privately and publicly available funds and a variety of other sources as discussed below.

These sources may include:

- Private loans or equity capital that are available to the developers through cash reserves, financing entities, or investment partners.
- State, federal, or local grant funding resources and/or tax credit programs.
- Revenue from the imposition of sales taxes levied by a Community Improvement District (CID) and/or Transportation Development District (TDD).

While not contemplated at this time, other statutory financing vehicles such as Community Improvement District (CID) or Transportation Development District (TDD) could be used if the City were to create such entities.

Periodically, as development entities engage the City pursuant to this Plan and the Workable Program for tax abatement, such development entities may be required (in conformance with the City's policies) to provide detailed financial information describing their financing sources and their proceeds from the project in question.

Potential Resources for Residential Development Funding Assistance

Rebuilding Together

A national nonprofit with local affiliate chapters that receive funding from HUD with a focus on safe and healthy housing targeting home repair work, targeting significant safety and health hazards based on the Eight Principles of Healthy Homes—keep it dry, clean, pest-free, safe, contaminant-free, well-ventilated, maintained and thermally controlled.

Habitat for Humanity

The Springfield chapter has worked with the Woodland Heights neighborhood. Focus areas for Neighborhood Revitalization include beautification, community, housing, and health and safety

American Rescue Plan Act (ARPA)

Approved uses of ARPA funding include the following activities related to home improvements:

- Home repair and home weatherization
- Remediation of lead paint or other lead hazards
- Investments in neighborhoods to promote improved health outcomes
- Improvements to vacant and abandoned properties, including rehabilitation or maintenance, renovation, removal and remediation of environmental contaminants, demolition or deconstruction, greening/vacant lot cleanup and conversion to affordable housing
- Emergency housing assistance: rental assistance, mortgage assistance, utility assistance, assistance paying delinquent property taxes, counseling and legal aid to prevent eviction and homelessness and emergency programs or services for homeless individuals, including temporary residences for people experiencing homelessness

The US Department of the Treasury presumes the following households and communities are disproportionately impacted by the COVID-19 pandemic:

- Low-income households and communities
Low- or moderate-income households and communities are those with (i) income at or below 300 percent of the Federal Poverty Guidelines for the size of the household based on the most recently published poverty guidelines or (ii) income at or below 65 percent of the area median income for the county and size of household based on the most recently published data. For the vast majority of communities, the Federal Poverty Guidelines are higher than the area's median income, and using the Federal Poverty Guidelines would result in more households and communities being presumed eligible. Treasury has provided an easy-to-use spreadsheet with Federal Poverty Guidelines and area median income levels on its website.
- Households residing in Qualified Census Tracts
The Redevelopment Area falls within numerous Qualified Census Tracts

Federal and State Low Income Housing Tax Credit

A federal and state tax credit that is available to for-profit and not-for-profit developers to offset the cost of developing affordable single- or multifamily rental housing.

State Rental Production and Preservation Program

The MHDC Rental Housing Production and Preservation Program provides below-market interest rate construction and permanent financing to developers for the acquisition and rehabilitation or new construction of rental housing for low- and moderate-income families. The MHDC funds are

typically combined with Low Income Housing Tax Credits to fund affordable multifamily housing developments.

Federal HOME Program

The federally funded HOME program provides a financing source for several eligible activities that increase the supply of affordable housing for low and very low-income persons. One of these activities is the acquisition and rehabilitation or new construction of rental housing. As HOME Administrator for the State of Missouri, MHDC uses a portion of its annual HOME allocation to finance rental production at a very low-interest rate, which results in rents that are affordable to low-income families.

CDBG Grant Funding

CDBG funds may be used for activities related to housing affordability, which include, but are not limited to:

- Activities related to development or maintenance of affordable rental property:
 - Acquisition of property for an eligible rental housing project.
 - The rehabilitation of rental property
 - Conversion of a closed building from one use to residential use (such as a closed school building to residential use) is also eligible.
 - Grantees may provide assistance in the form of loans, grants, loan guarantees, interest subsidies, and other forms of assistance for rental housing rehabilitation and acquisition/rehabilitation projects.
 - New construction of rental housing is eligible, provided the construction activity is carried out as part of a larger neighborhood revitalization, community economic development, or energy conservation project.
- Must be carried out by a Community Based Development Organization (CBDO)
- Activities related to increasing housing access:
 - CDBG funds may be used to provide direct homeownership assistance to low-to-moderate (LMI) households in two ways.
 - As direct homeownership assistance under 570.201(n), a separate and permanent eligibility category that allows CDBG funding to:
 - Provide up to 50 percent of the required down payment;
 - Pay reasonable closing costs;
 - Provide principal write-down assistance; Subsidize interest rates;
 - Finance acquisition; and
 - Acquire guarantees for mortgage financing from private lenders (i.e., assist homebuyers with private mortgage insurance).

- As a public service activity, however, this eligibility category is limited to down payment assistance only and would count towards the 15 percent public services cap under 570.201(e).

Potential Resources for Commercial Development Funding Assistance

New Markets Tax Credit (NMTC)

New Markets Tax Credits are designed to provide private-capital gap financing for commercial projects that stimulate economic growth in low-income areas. These credits may cover approximately 25% of an eligible project's cost. A Community Development Entity (CDE) is required to apply for NMTCs. The CDE must have a primary mission of serving low-income communities. There are many national CDEs with which Springfield entities may engage for access to NMTCs.

Business and Community Solutions Division of the Missouri Department of Economic Development

The Business and Community Solutions Division facilitates regional economic growth by addressing economic development challenges with a combination of subject matter expertise, program administration, and innovative problem-solving. This division houses many of the state's core economic development tools and programs, which are used in close collaboration with the Regional Engagement Division to develop tailored solutions for business retention and expansion and community development projects.

American Rescue Plan Act (ARPA)

Other communities have used ARPA resources to create Commercial Corridor Revitalization Plans. Approved uses of ARPA funding include the following activities related to the support for specific types of businesses:

- **Small businesses (fewer than 500 employees) operating in Qualified Census Tracts**
 - Eligible uses of funds:
 - Rehabilitation of commercial properties, storefront improvements, and façade improvements
 - Technical assistance, business incubators & grants for start-up or expansion costs for small businesses
 - Loans or grants to mitigate financial hardship, such as by supporting payroll and benefits, costs to retain employees, and mortgage, rent, utility, and other operating costs
 - Technical assistance, counseling, or other services to support business planning
 - Support for micro-businesses, including financial, childcare, and transportation costs

- **Behavioral health**

Expansion of access to evidence-based services for opioid use disorder prevention, treatment, harm reduction, and recovery, support of behavioral health facilities

- **Financial services for the unbanked and underbanked**

Potentially could be used to expand the presence of neighborhood-serving banks and/or credit unions within the commercial district

- **Childcare facilities**

Potentially could be used to add or support childcare facilities within a commercial district

SECTION 5

STATUTORY COMPLIANCE

There are several requirements that must be met before an authority may recommend a redevelopment or urban renewal plan to the governing body of a community pursuant to Section 99.430 within the LCRA Law. The requirements and criteria for completion include:

(1) An authority shall not acquire real property for a land clearance or urban renewal project unless the governing body of the community in which the land clearance project area or urban renewal project area is located has approved the redevelopment or urban renewal plan, as prescribed in subdivision (9) of this Section.

This requirement will be met should the City decide to approve this Redevelopment Plan or any other plan as they are presented in the future.

(2) An authority shall not prepare a redevelopment or an urban renewal plan for a land clearance or urban renewal project area unless the governing body of the community in which the area is located has declared, by resolution or ordinance, the area to be a blighted, or insanitary area in need of redevelopment or in need of rehabilitation.

The findings in the Qualifications Analysis attached hereto as **Appendix B** indicate that the conditions are present for the Area to be declared a Blighted Area. Should the City adopt the findings and declare the Area a Blighted Area under the conditions of the Act, this condition will be met.

(3) An authority shall not recommend a redevelopment or urban renewal plan to the governing body of the community in which the land clearance or urban renewal project area is located until a general plan for the development of the community has been prepared.

The City has adopted the GAP Plan, which constitutes a general plan for that portion of the Area along the Grant Avenue Parkway. The area outside of that portion of the City addressed by the GAP Plan has been subject to planning activities through the adoption of the Vision 20/20 Plan, which was adopted in 2004, and the ForwardSGF Comprehensive Plan, which the City is currently in the process of adopting. These various plans address development of the community.

(4) The authority itself may prepare or cause to be prepared a redevelopment or urban renewal plan, or any person or agency, public or private, may submit such a plan to an authority. A redevelopment or urban renewal plan shall be sufficiently complete to indicate its relationship to definite local objectives as to appropriate land uses, improved traffic, public transportation, public utilities, recreational and community facilities, and other public improvements, and the proposed land uses and building requirements in the land clearance or urban renewal project area, and shall include without being limited to:

- (a) *The boundaries of the land clearance or urban renewal project area, with a map showing the existing uses and condition of the real property therein;*
- i. The Boundary Map provided in Appendix A shows the boundaries of the Area.
 - ii. The map titled “Current Land Use in the Area” on page 8 shows existing uses within the Area.
 - iii. The existing conditions maps provided with the Analysis for Designation as a Blighted Area included in Appendix B to this document communicate the condition of real property within the Area.
- (b) *A land use plan showing proposed uses of the area;*
- i. The intent of this Redevelopment Plan is to facilitate the implementation of the community’s goals. The GAP Plan and Forward SGF Comprehensive Plan contain the mapping and supporting graphics that form the basis for the General Land Use Plan of this Redevelopment Plan. The land uses and development for areas located adjacent to Grant Avenue shall conform with the GAP Plan contained in Appendix C, and the land uses and development for areas located outside the GAP Plan area shall adhere to the future placetypes shown in the map on page 18. To that end, this Redevelopment Plan conforms with the GAP Plan and the City’s Comprehensive Plan as may be amended from time to time. Should any amendments to the GAP Plan or Comprehensive Plan be made in the future, which result in modifications to the future placetypes map or the GAP Plan contained herein, this Redevelopment Plan shall be deemed to be amended accordingly.
- (c) *Information showing the standards of population densities, land coverage, and building intensities in the area after redevelopment or urban renewal;*
- i. The standards of population densities, land coverage, and building intensities within the Area are subject to the zoning regulations addressing all property in the Area, which zoning regulations govern density, land coverage, and building intensities. These zoning regulations are communicated on pages 9 and 15.
- (d) *A statement of the proposed changes, if any, in zoning ordinances or maps, street layouts, street levels or grades, building codes, and ordinances;*
- i. This Plan does not propose any changes in zoning ordinances or maps, street layouts, street levels or grades, building codes, and ordinances.
- (e) *A statement as to the kind and number of additional public facilities or utilities which will be required in the area after redevelopment or urban renewal; and*
- i. As the Area is served by public facilities and utilities, and certain public improvements are currently underway, this Plan does not contemplate that any additional public facilities or utilities will be required after redevelopment or urban renewal.

(f) A schedule indicating the estimated length of time needed for completion of each phase of the plan.

- i. The estimated time for completion of this Redevelopment Plan is 20 years beginning at adoption. Should the City determine that additional activities are required, this time frame may be extended. Therefore, this requirement has been met.

The definite local objective of this Redevelopment Plan is to eliminate the conditions which qualify the City as a blighted area under Chapter 353 and the LCRA Law. The City intends to facilitate the redevelopment of deteriorated structures where appropriate.

In addition to these requirements, the following requirements of the Act will be undertaken.

(5) Prior to recommending a redevelopment or urban renewal plan to the governing body for approval, an authority shall submit the plan to the planning agency, if any, of the community in which the land clearance or urban renewal project area is located for review and recommendations as to its conformity with the general plan for the development of the community as a whole. The planning agency shall submit its written recommendations with respect to the proposed redevelopment or urban renewal plan to the authority within thirty days after receipt of the plan for review. Upon receipt of the recommendations of the planning agency, or if no recommendations are received within the thirty days, then without the recommendations, an authority may recommend the redevelopment or urban renewal plan to the governing body of the community for approval.

(6) Prior to recommending a redevelopment or urban renewal plan to the governing body for approval, an authority shall consider whether the proposed land uses and building requirements in the land clearance or urban renewal project area are designed with the general purpose of accomplishing, in conformance with the general plan, a coordinated, adjusted and harmonious development of the community and its environs which, in accordance with present and future needs, will promote health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development; including, among other things, adequate provision for traffic, vehicular parking, the promotion of safety from fire, panic and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the provision of adequate transportation, water, sewerage, and other public utilities, schools, parks, recreational and community facilities and other public requirements, the promotion of sound design and arrangement, the wise and efficient expenditure of public funds, the prevention of the recurrence of insanitary or unsafe dwelling accommodations, or insanitary areas, or conditions of blight or deterioration, and the provision of adequate, safe and sanitary dwelling accommodations.

(7) The recommendation of a redevelopment or urban renewal plan by an authority to the governing body shall be accompanied by the recommendations, if any, of the planning commission concerning the redevelopment or urban renewal plan; a statement of the proposed method, and estimated cost of the acquisition and preparation

for redevelopment or urban renewal of the land clearance or urban renewal project area and the estimated proceeds or revenues from its disposal to redevelopers; a statement of the proposed method of financing the project; a statement of a feasible method proposed for the relocation of families to be displaced from the land clearance or urban renewal project area; and a schedule indicating the estimated length of time needed for completion of each phase of the plan.

(8) The governing body of the community shall hold a public hearing on any redevelopment or urban renewal plan or substantial modification thereof recommended by the authority, after public notice thereof by publication in a newspaper of general circulation in the community once each week for two consecutive weeks, the last publication to be at least ten days prior to the date set for hearing. The notice shall describe the time, date, place, and purpose of the hearing and shall also generally identify the area to be covered by the plan. All interested parties shall be afforded at the public hearing a reasonable opportunity to express their views respecting the proposed redevelopment or urban renewal plan.

Conformance with City Code

Section 40-19 of the City Code allows flexibility regarding the applicability of this article to ensure that tax abatement is available for future redevelopment of an area of the City that contains widespread evidence of blighting factors, where an overall plan for redevelopment is required to address blighting factors. The City, by resolution, shall have the authority to designate and declare that a redevelopment plan qualifies as a multi-project redevelopment plan. For the purposes of Section 40-19, factors that the Council shall consider when designating a redevelopment plan as a multi-project redevelopment plan shall include:

1. Size of the redevelopment area;
2. If land assemblage is required;
3. Whether the entire scope of the potential redevelopment project within the redevelopment area is known at the time of application;
4. Whether the redevelopment plan was initiated by the City to facilitate development in an area; and
5. Whether there are multiple land owners of discrete parcels or properties within the redevelopment area.

The ways in which this Plan responds to these criteria are as follows:

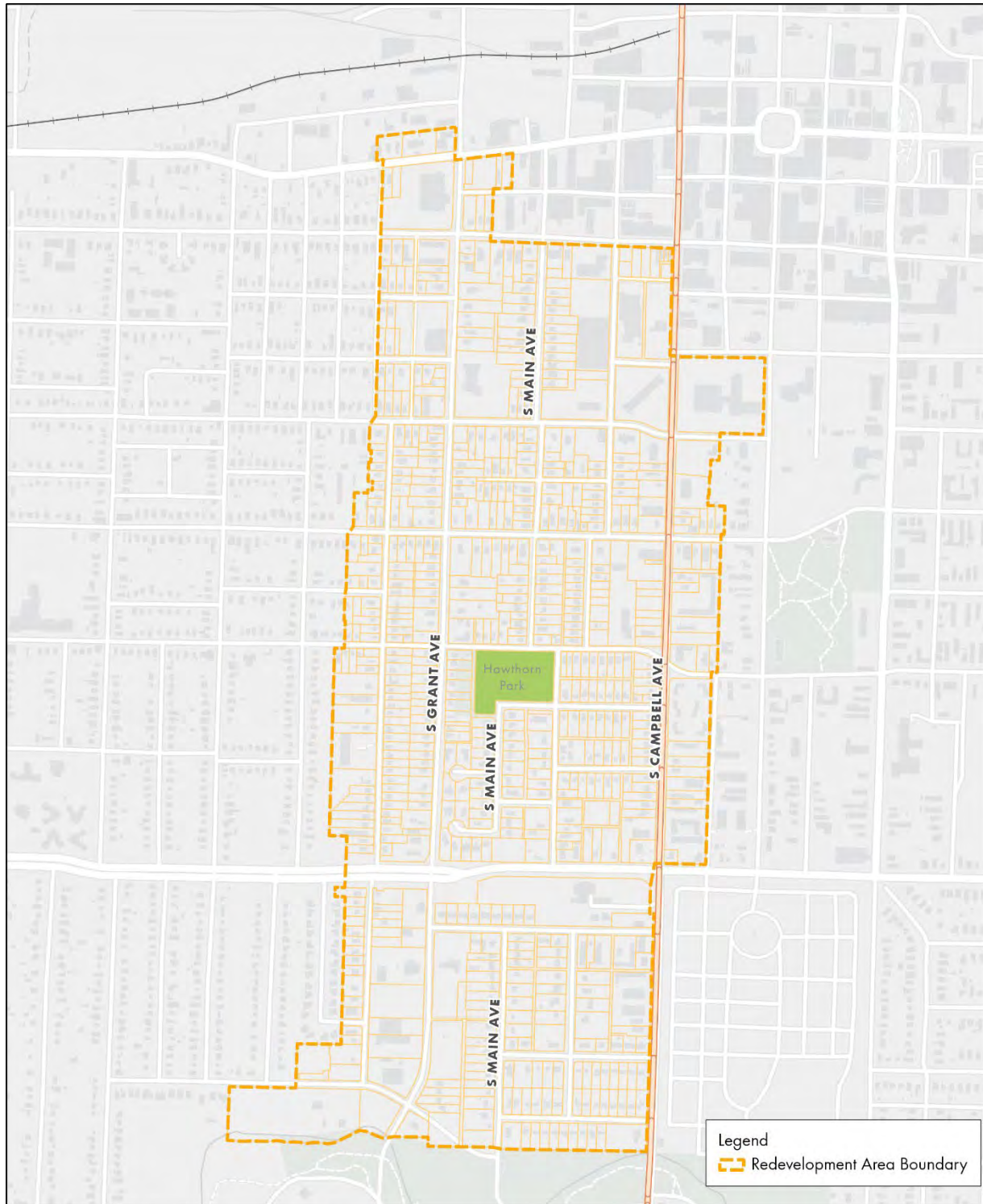
1. The Area is large. The Area includes approximately 265.30 acres of land and many parcels.
2. Land assemblage may be required by developers undertaking redevelopment projects within the Area.
3. The scope of potential redevelopment activity is known and described herein; however, the entire scope (i.e., financing parameters, development costs associated with individual projects, and terms of tax abatement for individual projects) is not yet known.
4. This Plan was initiated by the City to facilitate development within the Area.

5. There are multiple land owners of discrete parcels or properties within the Area.

APPENDICES

APPENDIX A - BOUNDARY MAP AND LEGAL DESCRIPTION OF THE AREA

EXHIBIT A-1
Description of Redevelopment Area Boundary



REDEVELOPMENT AREA BOUNDARY

GRANT AVENUE QUALIFICATIONS ANALYSIS
Springfield, Missouri



APPENDIX B

ANALYSIS FOR DESIGNATION AS A BLIGHTED AREA

Grant Avenue Parkway Redevelopment Area Qualifications Study

September 20, 2022

Table of Contents

SECTION 1	1
AREA DESCRIPTION AND BACKGROUND	1
SECTION 2	4
BASIS FOR DESIGNATION AS A BLIGHTED AREA	4
SECTION 3	5
ANALYSIS OF BLIGHTED AREA FACTORS.....	5
INTRODUCTION	5
EXISTING CONDITIONS.....	5
INSANITARY OR UNSAFE CONDITIONS	5
SUMMARY OF FINDINGS REGARDING UNSAFE CONDITIONS:.....	6
DETERIORATION OF SITE IMPROVEMENTS.....	7
SUMMARY OF FINDINGS REGARDING DETERIORATION OF SITE IMPROVEMENTS:	7
EXISTENCE OF CONDITIONS WHICH ENDANGER LIFE OR PROPERTY BY FIRE AND OTHER CAUSES.....	9
SUMMARY OF FINDINGS:	9
MENACE TO THE PUBLIC HEALTH, SAFETY, MORALS OR WELFARE.....	9
ECONOMIC LIABILITY	9
SOCIAL LIABILITY.....	10
SUMMARY.....	11

SECTION 1

AREA DESCRIPTION AND BACKGROUND

In 2019, the City of Springfield, Missouri (the "City") was awarded a BUILD Grant from the U.S. Department of Transportation, which allowed the process of improving the infrastructure and quality of development along a three-mile section of Grant Avenue between West Sunshine Street and West College Street (the "GAP Corridor"). In March 2021, the Grant Avenue Corridor Plan, which acts as a guide for development decisions in the neighborhoods and public spaces adjacent to Grant Avenue, was adopted by the City as an element of the City's Comprehensive Plan. The Grant Avenue Corridor Plan focuses on those areas adjacent to the Parkway that are generally within 500 feet east and west of the Grant Avenue centerline. The Plan includes recommendations and strategies to encourage the creation of unique places and individualized identity, emphasizing new development designed at a pedestrian scale.

The Redevelopment Area consists of approximately 265.30 acres (213 acres, exclusive of public right-of-way) and contains 699 parcels owned by 517 unique entities. All properties are within the corporate limits of the City. The Redevelopment Area is located in the central portion of the City, just south of the downtown area. The Redevelopment Area extends southward from West Olive Street, ending at West Catalpa Street. The Redevelopment Area extends east to include properties fronting South Campbell Avenue and west to include properties fronting South Douglas Avenue.

The Redevelopment Area's boundary is shown in the exhibit entitled **Redevelopment Area Boundary** included in **Appendix A** and further described in the written boundary description also contained in **Appendix A**.

The exhibit entitled **Current Land Use in Redevelopment Area** in **Appendix B** shows the current land uses of the Redevelopment Area. Notable properties within the Redevelopment Area, which are likely to remain, include:

- Mothers Brewing Company (approximately 40,125 sq. ft.) - Mother's Brewing Company is located in the former home of a Butternut bread bakery owned by Hostess Brands. The bakery was closed in 2009 when the company faced financial difficulties. A local entrepreneur purchased the building in 2010 and converted the bakery into a microbrewery and tap room. Renovations were completed by May 2011.
- A Walmart Neighborhood Market (grocery store) (approximately 41,996 sq. ft.).
- The Campbell Early Childhood Center - a ten-classroom education facility that serves up to 200 pre-kindergarten students.
- Several religious institutions and churches.

The Redevelopment Area is comprised of fourteen different zoning types. The majority of property (approximately 53 percent) within the Redevelopment Area is zoned for various types of residential. However, 32 percent of the Redevelopment Area is comprised of property zoned Grant Avenue Parkway District ("GAP District"). The GAP District is comprised of unique areas with varying patterns of development, architectural styles, and visions as established in the Grant Avenue Parkway Corridor Plan. The GAP District contains six subdistricts.

Subdistrict A.

Subdistrict A, generally located from College Street to Walnut Street at the north end of the GAP district, shall be prioritized for mixed use development. New development in this subdistrict shall complement nearby downtown urban-scale development and provide for the integration and transition of these uses into a more traditional neighborhood form.

Subdistrict B.

Subdistrict B, generally located from Walnut Street to Elm Street, is intended to accommodate the renovation of existing residential structures or their conversion to neighborhood-scale home businesses. The subdistrict also accommodates mixed use or multifamily residential development to create a seamless transition to adjacent subdistricts A and C.

Subdistrict C.

Subdistrict C, generally located from Elm Street to Mt. Vernon Street, is intended to be a local-serving, mixed use neighborhood center that is compatible with the West Central neighborhood. The subdistrict allows for the conversion of existing properties to preserve their historic integrity and extend their economic life by allowing owners to justify expenditures for repairs and modernization.

Subdistrict D.

Subdistrict D, generally located from Mt. Vernon Street to Grand Street, is intended to be a mixed residential corridor. This subdistrict is intended to accommodate reinvestment in existing homes and new development of higher-density housing types that blend seamlessly with existing nearby residences.

Subdistrict E.

Subdistrict E, generally surrounding the intersections of Grant Avenue and Grand Street and Grant Avenue and Catalpa Street, is intended to accommodate local-serving, mixed use neighborhood centers that benefit from traffic along Grand Street and the connection of Fasnicht Park at Catalpa Street. New development in this subdistrict should complement the entrance to Fasnicht Park and connect to the Fasnicht Creek Greenway trail.

Subdistrict F.

Subdistrict F, generally located along Grant Avenue at Delmar Street and Loren Street and along Catalpa Street west of Grant Avenue, is intended to accommodate higher density development to support the adjacent neighborhood retail nodes.

Approximately 11 percent of the property within the Redevelopment Area is zoned for varying types of commercial; however, it should be noted that the Grant Avenue Parkway zoning designation also allows for commercial land uses.

SECTION 2

BASIS FOR DESIGNATION AS A BLIGHTED AREA

PGAV examined existing conditions to determine whether the Area qualifies for the use of certain economic and community development tools. These tools include the Urban Redevelopment Corporations Law as found in Chapter 353, RSMo ("Chapter 353") and the Land Clearance for Redevelopment Authority Law (the "LCRA Law") as found in Sections 99.300 – 99.715, RSMo.

Chapter 353 allows cities and counties to:

- (1) Identify and designate redevelopment areas that qualify as "Blighted Areas;"
- (2) Adopt development plans that designate areas in need of redevelopment and state the objectives to be attained and the redevelopment projects to be undertaken.
- (3) Approve redevelopment projects for implementation of such development plan(s); and
- (4) Utilize the tools set forth in Chapter 353 to assist in reducing or eliminating those factors and conditions that cause the area to qualify as a "Blighted Area" through the completion of a redevelopment project.

The LCRA Law allows cities and counties to:

- (1) Allow for the abatement of real property taxes, which provides a means to leverage private investment and redevelopment in accordance with an adopted redevelopment plan;
- (2) Acquire blighted or insanitary areas or portions thereof, including lands, structures, or improvements the acquisition of which is necessary or incidental to the proper clearance, development, or redevelopment of the blighted or insanitary areas or the prevention of the spread or recurrence of substandard or insanitary conditions or conditions of blight;
- (3) Clear any such areas by demolition or removal of existing buildings, structures, streets, utilities, or other improvements thereon and install, construct or reconstruct roads, utilities, and site improvements essential to the preparation of sites for uses in accordance with a redevelopment plan;
- (4) Sell, lease, or otherwise make available land in such areas for residential, recreational, commercial, industrial, other use, or public use or to retain such land for public service, in accordance with a redevelopment plan; and
- (5) Develop, construct, reconstruct, rehabilitate, repair, or improve residences, houses, buildings, structures, and other facilities.

SECTION 3

ANALYSIS OF BLIGHTED AREA FACTORS

INTRODUCTION

This Section documents the conditions found to be present in the Area and contains the analysis of how such conditions cause the Area to be a "Blighted Area" according to Chapter 353 and the LCRA Law. Both statutes define a "Blighted Area" as having the same meaning as defined pursuant to Section 99.805(1) RSMo, which is as follows:

"Blighted Area" an area which, by reason of the predominance of insanitary or unsafe conditions, deterioration of site improvements, 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 menace to the public health, safety, or welfare in its present condition and use;
Mo. Rev. Stat. §99.805(1)

As such, blight conditions may be physical, such as "insanitary or unsafe conditions," "deterioration of site improvements," or "the existence of such conditions which endanger life or property by fire and other causes."

This analysis is based upon on-site investigations of the Area conducted by PGAV PLANNERS staff on January 11, 2022, and February 17, 2022, in addition to the information provided by the staff of the City of Springfield and the Greene County Assessor. PGAV PLANNERS staff also relied upon its extensive experience, real estate market knowledge, and professional expertise in preparing the analysis. Geotagged photographs illustrating representative blighting conditions were taken during the site visit and are displayed in **Appendix C – Existing Conditions Photos**. Blighting factors for each parcel in the Area are also identified in the various maps in **Appendix B**. This report will not reflect changes in conditions or events after the date of the site visits or publication of this report.

EXISTING CONDITIONS

As indicated above, PGAV PLANNERS staff conducted multiple field investigations of observable conditions in the Redevelopment Area. During these field investigations, physical conditions were observed related to the state of housing and commercial buildings. Certain areas of the Redevelopment Area were in far worse shape than others. Evidence of long-term disinvestment was often observed and concentrated west of Grant Avenue.

INSANITARY OR UNSAFE CONDITIONS

Insanitary Conditions are often evidenced by litter, illegal dumping, conditions that attract or contribute to vermin, or a combination of such conditions. Unsafe conditions are evidenced by a lack of proper public infrastructure adequate for ensuring the public's safety and are contributed to by the deterioration of site improvements. Unsafe conditions are also often represented by a lack of or deficiencies in public utility or roadway infrastructure, deteriorated buildings or site conditions, or the presence of continued crime. Such conditions may include poorly lit or unlit areas, cracked or uneven sidewalks, poor drainage, uneven grading or steep slopes, and improperly screened trash dumpsters that create loose litter and debris that can serve as breeding places for rodents or insects. Empty structures and storefronts that may be susceptible to vandalism or arson activities are also examples of insanitary and unsafe conditions.

Summary of Findings Regarding Insanitary and Unsafe Conditions:

Approximately 46 properties within the Redevelopment Area exhibited signs of insanitary or unsafe conditions. The conditions included vacant structures, public dumping, excessive litter, farm animals (chickens and ducks) in streets, and areas with overgrown vegetation that act as habitats for vermin.

Both site visits by PGAV staff revealed that pedestrian and disabled access throughout the Redevelopment Area is difficult. Sidewalks and pedestrian footpaths were disjointed and in disrepair. These conditions lead to hazardous conditions for pedestrians, especially those pedestrians with disabilities. Every sidewalk located on Grant Avenue has utility poles within sidewalk areas, spaced approximately 30 feet apart, which causes pedestrians to trespass onto private property or step into the roadway to bypass each pole. Unmarked crosswalks with no accommodations for persons with disabilities, such as truncated domes, were also prevalent within the Redevelopment Area.

Due to the age of the homes in the Area (built prior to 1978), it is likely that asbestos and lead-based paint are present within each building's interior and exterior finishes. As structures deteriorate, asbestos and lead-based paints can become exposed to the atmosphere creating health hazards for the public. This problem becomes exacerbated as time goes on. Older homes and buildings can also contain mercury-containing thermostats, and ballasts containing fluorescent bulbs (mercury). The older HVAC systems in many of these homes also contain chlorofluorocarbons (CFCs) which are known to destroy the earth's protective ozone and contribute to climate change.¹

Vacant buildings represent insanitary and unsafe conditions as they can typically become locations for vagrancy when left unsecured. Although no interior site inspections occurred, PGAV staff noted that at least 24 buildings within the Area appeared vacant when observed from the street. Many of these structures are dilapidated or require major rehabilitation. Some buildings indicated evidence of recent break-ins or criminal trespassing. While the high visibility of these buildings on the highly traveled roadways of Grant Avenue and South Campbell Avenue may deter such an event, the rear of these buildings are not visible from the street and are unlit at night due to disconnected utilities.

¹ <https://www.pca.state.mn.us/air/chlorofluorocarbons-cfcs-and-hydrofluorocarbons-hfcs>

Fires in vacant buildings have become a matter of increasing concern. Vacant structures often present a higher probability of risk. Fires in empty buildings are also more likely to have been intentionally set and likely to spread beyond the building than fires in other structures. They also cause a disproportionate share of firefighter injuries.² PGAV observed 24 structures as vacant during the site visit. It should be noted that this is a conservative figure, as no interior inspections occurred, and vacancy could only be observed from the exterior of the property. In most cases, vacancy was only recorded if the structure had boarded-up windows or if the electric meters were absent. These conditions create an atmosphere that fosters criminal activity and puts a strain on City resources.

The presence of these conditions retards the provision of housing accommodations and constitutes an economic or social liability, and is a menace to the public, health, safety, morals, or welfare.

DETERIORATION OF SITE IMPROVEMENTS

In general, deterioration refers to the physical and economic decline of the improvements of the Area both in terms of buildings and other above-ground structures; below-grade supporting structures such as water, sewer, and electric utilities; and surface site improvements such as parking areas, access and circulation roadways, drives, and lighting fixtures, signage, etc.

Deterioration may be evident in sound buildings containing minor defects, such as a lack of painting, loose or missing roof tiles, floor or ceiling plates, or holes and cracks over limited areas. The deterioration that is not easily curable and cannot be cured during routine maintenance includes defects in the primary and secondary building components. Primary building components include the foundation, exterior walls, floors, roofs, wiring, plumbing, etc. Secondary building components include the doors, windows, frames, fire escapes, gutters, downspouts, siding, fascia materials, etc.

Summary of Findings Regarding Deterioration of Site Improvements:

The deterioration of site improvements within the Redevelopment Area results from disinvestment in the residential neighborhoods. Approximately 250 parcels, or 36%, of the parcels within the Redevelopment Area show evidence of deterioration. Conditions include damaged and missing exterior building materials, missing or rotting windows and doors, extensive exterior damage, evidence of water intrusion, damage to structural supports or foundations, rusting metal surfaces and deteriorating paint and building materials. In addition to significant building deterioration visible on these parcels, there is often evidence of deteriorating site improvements, including driveways, sidewalks, and steps. Various examples of these conditions are documented in the photos provided in **Appendix C**.

The Redevelopment Area contains a high concentration of older buildings (beyond the 35-year

² NFPA Research, 2018

standard) and corresponding site improvements. Building age has long been recognized as a contributing factor to urban blight. Early federal urban renewal standards from the Housing and Urban Renewal Act dating from the mid to late 1930s established the "35-years old or older" standard found in many state redevelopment statutes. As buildings age, it is recognized that the maintenance requirements of the building will increase as materials reach the end of their usable life, are likely to require replacement or significant rehabilitation, and begin to show their age in terms of outward appearance. Age is also a contributor to obsolescence. Most buildings 35 years and older have not been brought into compliance with evolving building codes and requirements and may no longer be suitable for their original, intended use. Older buildings are often less desirable in the real estate marketplace, and rehabilitation can usually cost more than constructing a new structure of the same size.

Approximately 593 of the 699 parcels (87 percent) within the Redevelopment Area have a structure built before 1987. The median year built for all structures within the Redevelopment Area is 1922. This means that half of the buildings are at least 100 years old.

It should also be noted that approximately 76% of properties that are 35 years and older also exhibited some other physical factor of blight such as deterioration, insanitary and unsafe conditions, or conditions that endanger life or property by fire and other causes.

The presence of both deteriorated improvements and older buildings whose presence within the Redevelopment Area represents a strong correlation to disinvestment, disrepair, and deterioration retards the provision of housing accommodations and constitutes an economic or social liability, and is a menace to the public, health, safety, morals, or welfare.

EXISTENCE OF CONDITIONS WHICH ENDANGER LIFE OR PROPERTY BY FIRE AND OTHER CAUSES

The existence of conditions that endanger life or property by fire and other causes includes significant site deterioration and physical deficiencies that represent public health and safety hazards or could cause harm or potential flooding conditions that could threaten life or property. This list is not meant to be all-inclusive, for such conditions may be unique to the Area's circumstances.

Summary of Findings:

The various conditions described in the preceding sections on insanitary or unsafe conditions and deterioration of site improvements within the Redevelopment Area give rise to conditions that endanger life or property by fire and other causes.

MENACE TO THE PUBLIC HEALTH, SAFETY, MORALS OR WELFARE

The combination of the previously described blighting conditions found within the Area constitutes a menace to the public health, safety, morals or welfare.

ECONOMIC LIABILITY

Because of a predominance of insanitary or unsafe conditions, the deterioration of site improvements, and the existence of conditions that endanger life or property by fire and other causes, the Redevelopment Area constitutes an economic liability to the City. The Redevelopment Area is underutilized and has significant challenges to any improvement effort in its present condition and use. The Redevelopment Area has essentially lost much of its revenue generation capacity due to disinvestment and the previously mentioned blighting conditions.

Another typical measure of economic liability for a qualifications analysis is property value and the taxes it produces. Deterioration and disinvestment within the Area have negatively affected property values over the last twelve years. In 2010, the Area received a total valuation of \$16,007,240. In 2021, the Area received a total valuation of \$11,268,171.³ This decline represents a loss of over 29% in real property value for the Area. It also demonstrates that the Area has experienced little to no investment over the last decade. As a comparison, the City of Springfield's overall property value has grown by 24% during the same time period.⁴ Growth in the Federal Consumer Price Index ("CPI") provided by the Bureau of Labor Statistics also shows that Federal inflation ("CPI") also shows that the prices of all goods and services within the United States have grown by 25% over the same time period. Therefore, it is reasonable to believe that any property within the Area that has not increased in value by a minimum of 25% over the same time period can be considered a disinvested property and a potential

³ Greene County Assessor's Office, 2022

⁴ City of Springfield Annual Budget, 2022.

liability to the City. Within the Area, 74 percent of properties (518 properties) have not kept up with inflation.

The map entitled **Assessed Value Change -2010-2021** in **Appendix B** illustrates each parcel's change in valuation since 2010.

The Area's inability to generate reasonable and sustained revenues places the City and other taxing districts where budgets for such services as police, fire, schools, parks, and other municipal services cannot be provided at preferred levels. A drop in revenues that support these or other municipal or district services translates into an economic liability for the residents of Springfield and the beneficiaries of those districts funded by Area real estate, sales, utility, and other business taxes.

SUMMARY

In summation, when combining all of the blighting factors examined in this report, 85% (593) of the Area's properties exhibit one or more factor that contributes to the Area meeting the definition of a "Blighted area," as such term is defined within the Urban Redevelopment Corporations Law, and is a portion of the City that by reason of the predominance of insanitary or unsafe conditions; deterioration of site improvements; or the existence of such 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.

In addition to the evidence provided in the previous sections, the code enforcement activities within the Redevelopment Area have numbered in the hundreds over the last five years. Since 2017, over 554 individual code enforcement actions have occurred. Some are more serious than others. The various code enforcement actions range from overgrown grass and vegetation to more serious issues, including dangerous buildings. Over the last five years, code enforcement actions have remained relatively steady, between 117 and 95 actions. Concentrations of these actions occur primarily in the areas west of Main Avenue. These concentrations are shown in the map **Concentrations of Code Enforcement Actions** in **Appendix B**.

Redevelopment Area Code Enforcement Actions ¹	
Year	No. of Code Enforcement Actions
2017	82
2018	117
2019	107
2020	96
2021	95
2022	57

¹ 2022 represents a partial year of code enforcement actions.

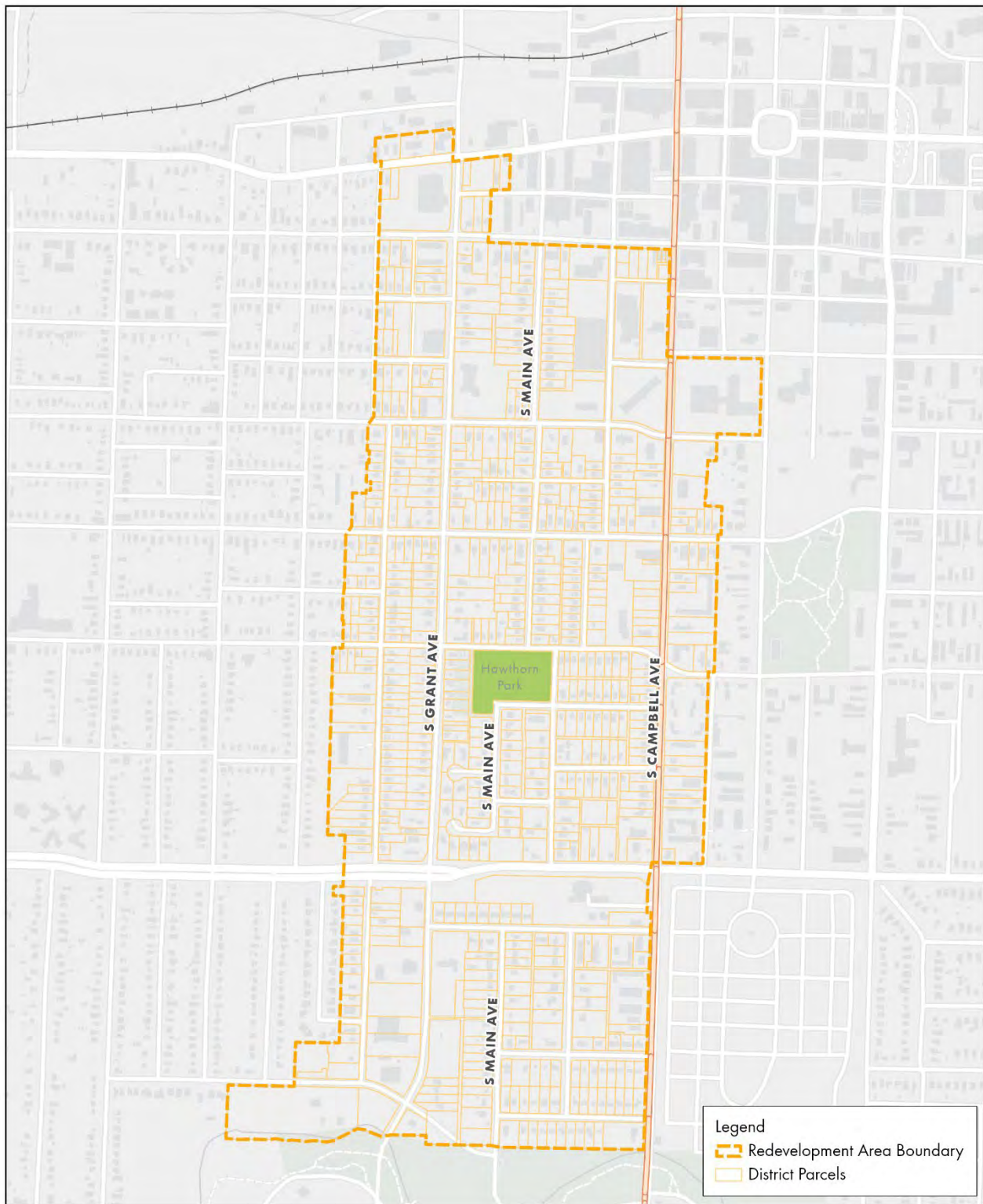
Factors contributing to the above-listed requirements are outlined above and supported by the **Existing Conditions Photos** in **Appendix C**.

Pursuant to Sections 99.805(1), 353.020(2), and 99.320(3) RSMo., PGAV Planners conclude that a predominance and a preponderance of the Area is a "Blighted area."

APPENDICES

APPENDIX A

REDEVELOPMENT AREA BOUNDARY MAP AND LEGAL DESCRIPTION



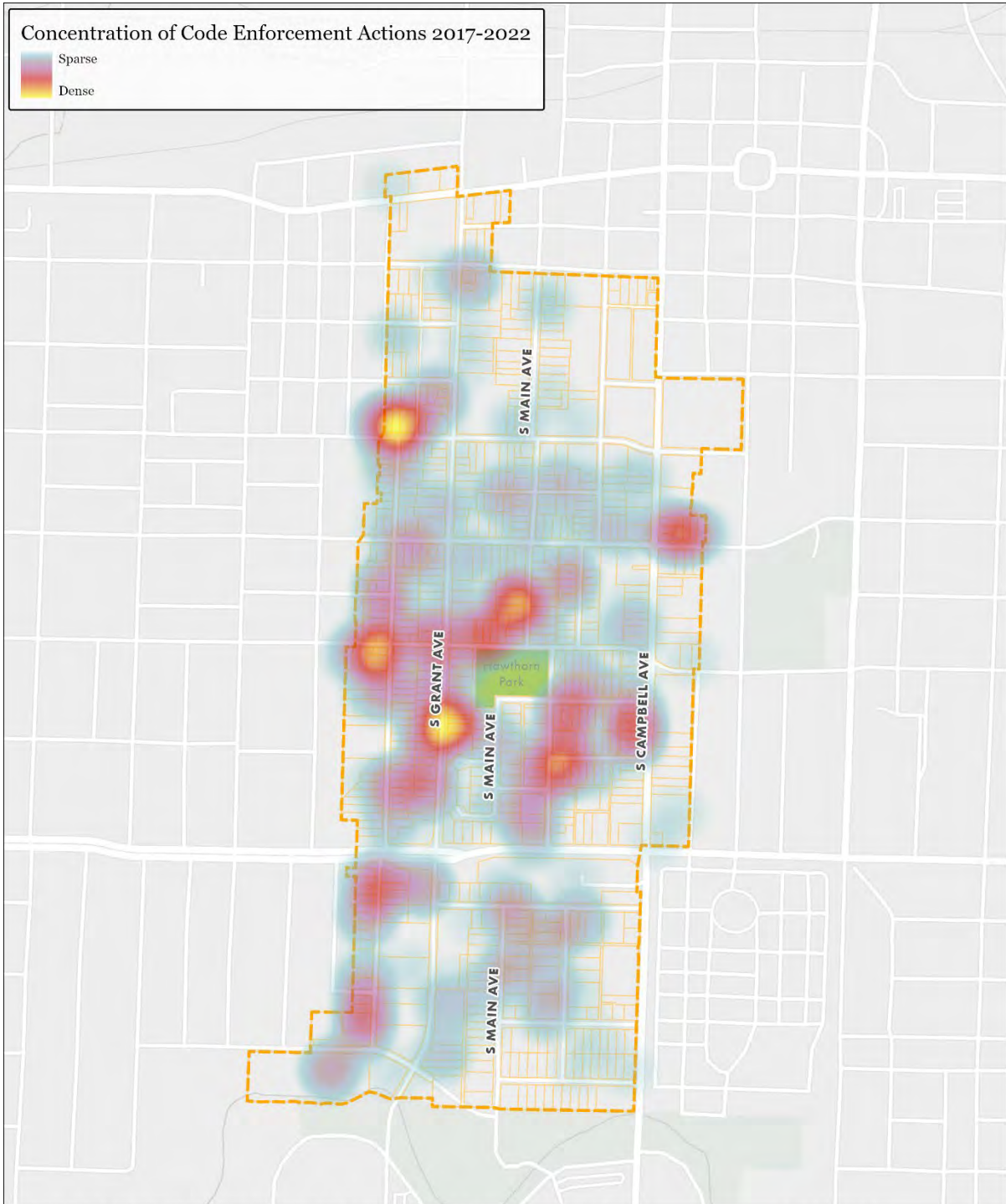
REDEVELOPMENT AREA BOUNDARY

SOUTH GRANT AVENUE QUALIFICATIONS ANALYSIS
Springfield, Missouri



APPENDIX B

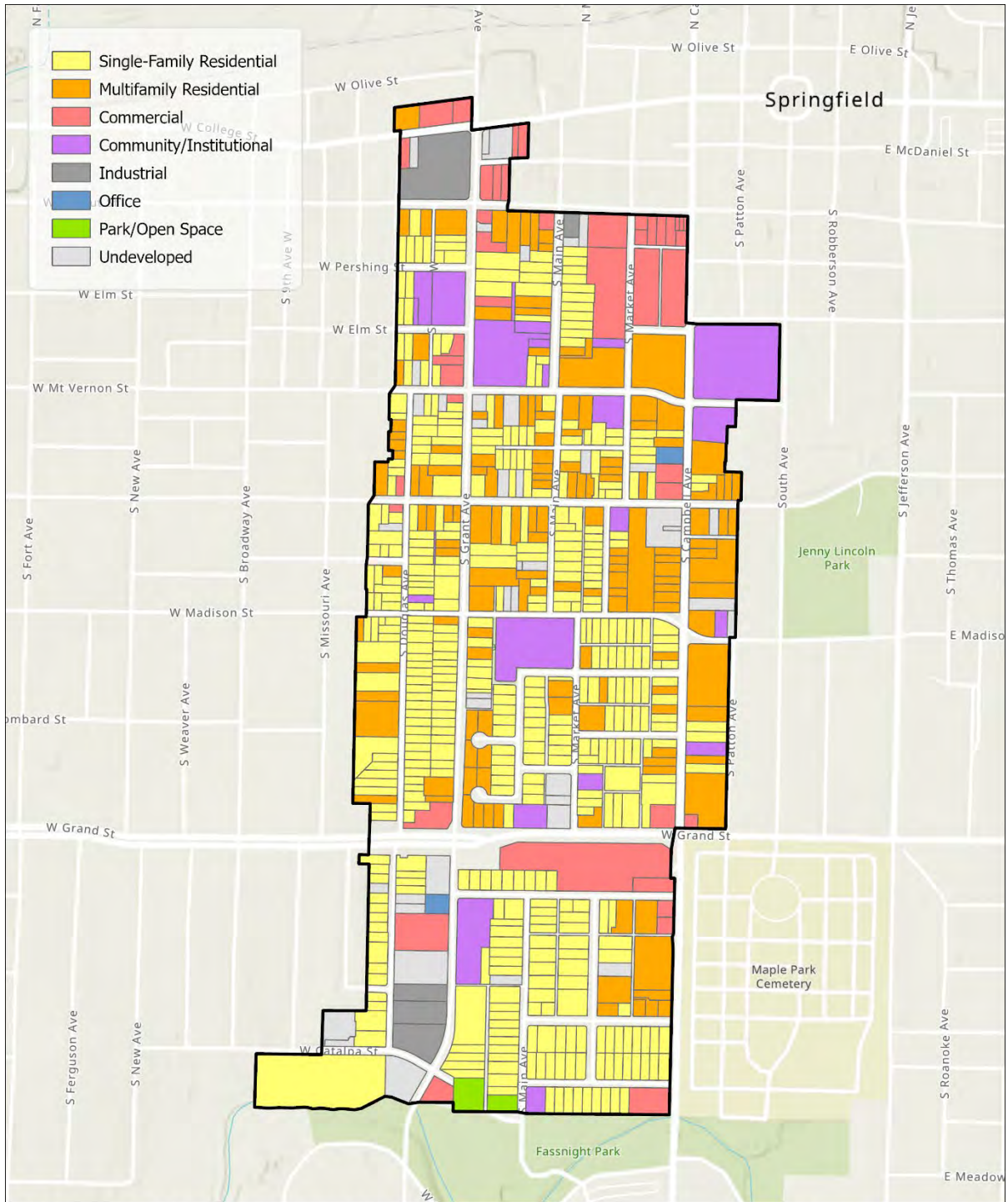
SUPPORTING EXHIBITS



CONCENTRATIONS OF CODE ENFORCEMENT ACTIONS

GRANT AVENUE PARKWAY QUALIFICATIONS STUDY
Springfield, Missouri



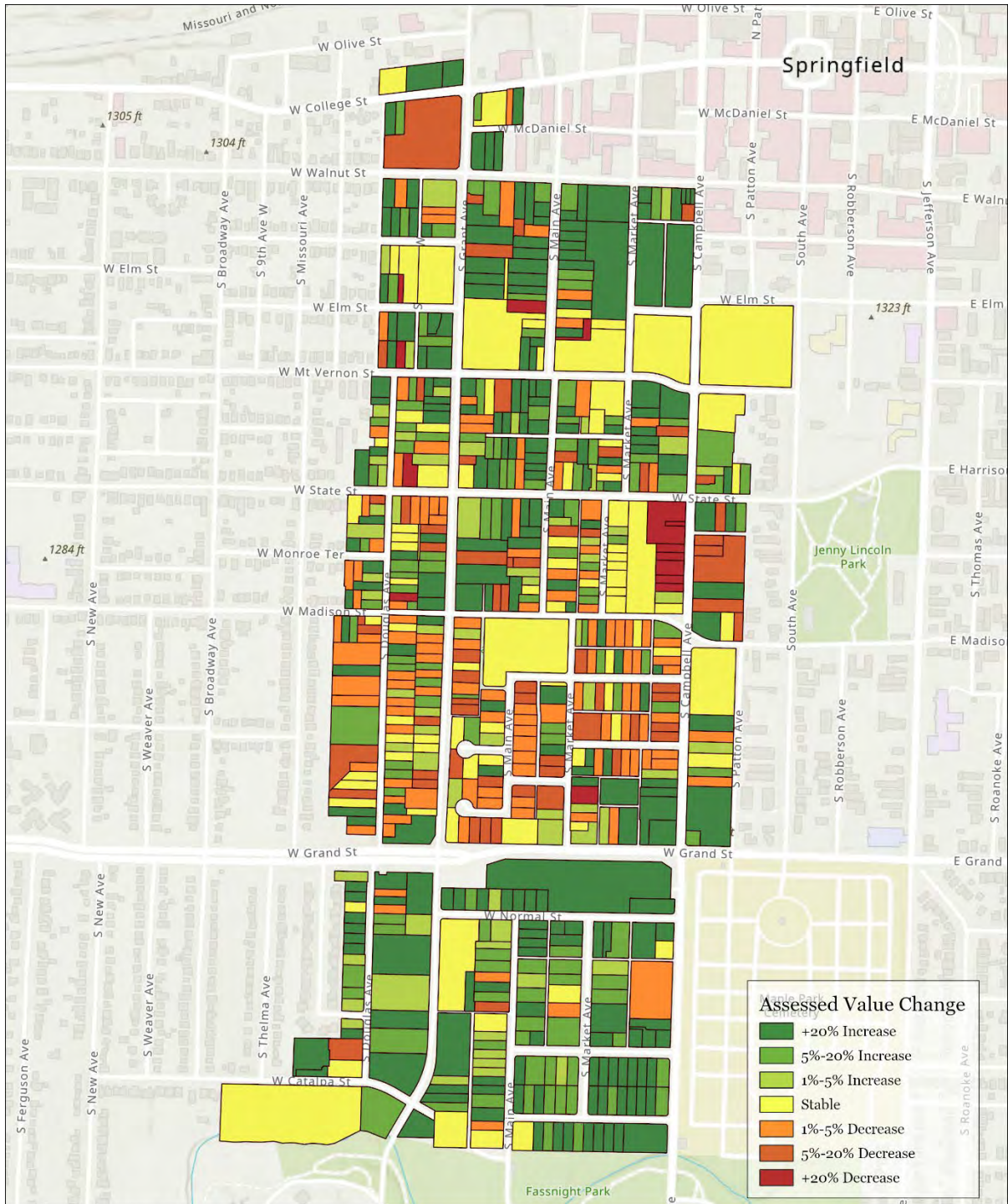


CURRENT LAND USE IN REDEVELOPMENT AREA

GRANT AVENUE QUALIFICATIONS ANALYSIS

Springfield, Missouri





Assessed Value Change 2010 - 2021
 SOUTH GRANT AVENUE QUALIFICATIONS ANALYSIS
 Springfield, Missouri

APPENDIX C

EXISTING CONDITIONS PHOTOS

**A map of photos showings existing conditions
may be found via the link below.**

[Link](#)

APPENDIX C

GRANT AVENUE PARKWAY CORRIDOR PLAN



GRANT AVENUE PARKWAY CORRIDOR PLAN

March 22, 2021







TABLE OF CONTENTS

Introduction & Context	1
Grant Avenue Parkway Corridor Plan	7
Implementation	29



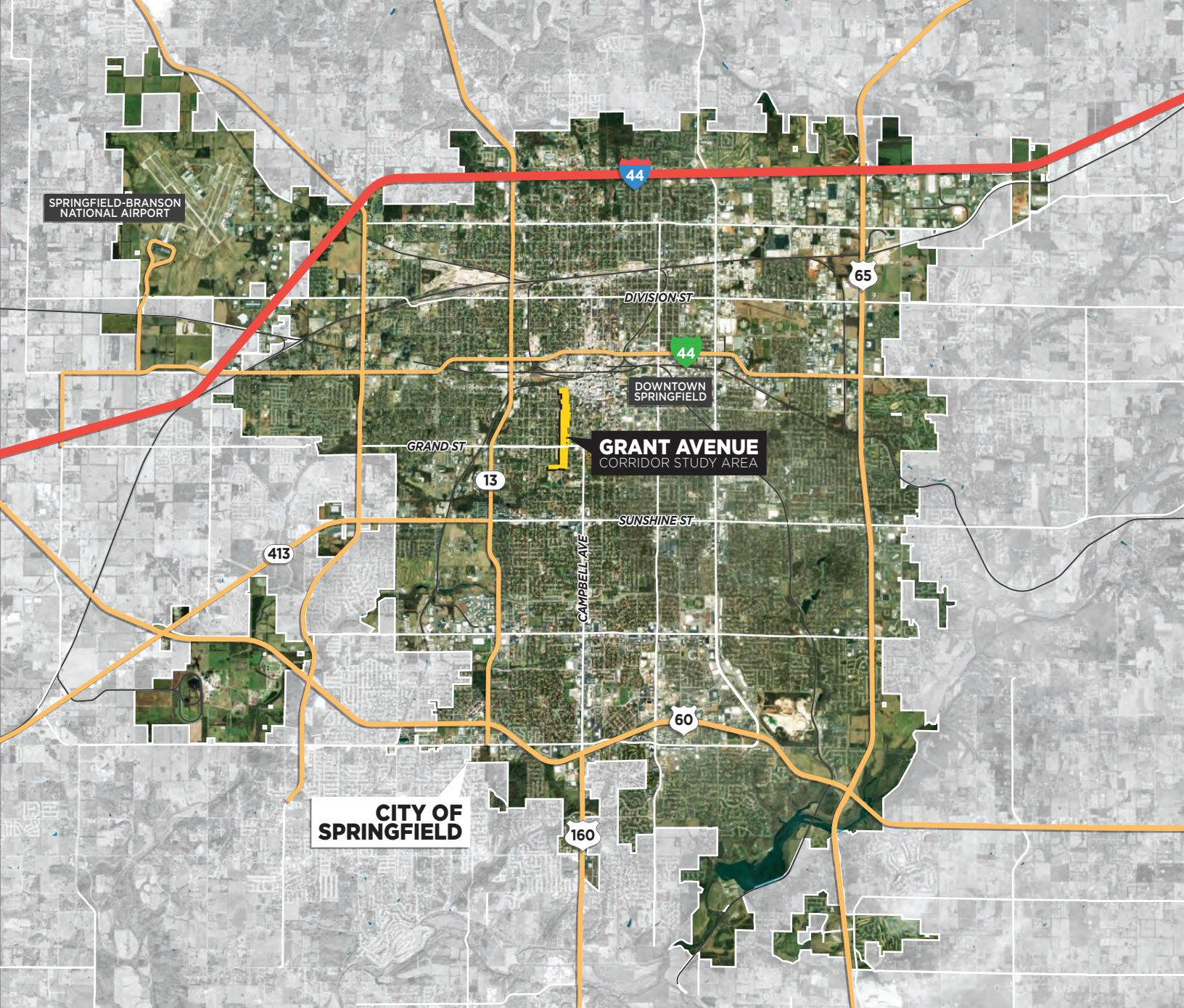
INTRODUCTION & CONTEXT



In 2019, the City of Springfield received a \$21 million federal BUILD (Better Utilizing Investments to Leverage Development) grant to design and build the Grant Avenue Parkway (GAP). Once complete, the Parkway will create an off-street pedestrian and bicycle pathway along Grant Avenue between Sunshine Street and College Street, in the heart of Springfield. The 3-mile stretch will connect downtown Springfield with the Wonders of Wildlife National Museum and Aquarium (WOW) – linking authentic Springfield experiences for both residents and visitors. The Parkway route will further connect parks and recreation amenities, neighborhoods, schools, and fill a vital gap in the Ozark Greenways trail system. This Corridor Plan complements the Parkway project, serving to guide development decisions in the neighborhoods and public spaces along the Grant Avenue corridor.

IN THIS CHAPTER

- Planning Area
- More Than a Street project
- Grant Avenue Parkway Overlay District
- Placetype Overview
- Community Engagement
- Proposed Placetypes Map
- Current Zoning Map



PLANNING AREA

The Grant Avenue Parkway Corridor Plan addresses the section of the Grant Avenue Parkway route between College Street and Fassnight Park. The Plan focuses on those areas adjacent to the Parkway that are generally within 500 feet east and west of the Grant Avenue centerline, as well as Grand Street.



MORE THAN A STREET PROJECT

The Grant Avenue Parkway is truly more than just a street project. The Parkway is an opportunity for the City to invest in a public amenity that, with the proper planning and development tools in place, can also be used to spur private investment. The Plan includes recommendations and strategies to encourage the creation of unique places and strengthen community identity with an emphasis on new development being designed at a pedestrian-scale.

The intent of the Plan is to promote reinvestment and redevelopment that leverages the new Parkway as an asset. The Plan will also be used to inform updated regulations that provide for greater flexibility to achieve high-quality design and foster sense of place.

GRANT AVENUE PARKWAY OVERLAY DISTRICT

The recommendations of the Grant Avenue Parkway Corridor Plan will be used to guide the creation of new development regulations and zoning code amendments that will impact the experience and beautification of both public and private properties. Following the adoption of the Corridor Plan, it is recommended that Grant Avenue Overlay District be established as primary implementation mechanism.

INCREASED FLEXIBILITY, INCREASED QUALITY-OF-PLACE

The ultimate goal of the Plan is to promote reinvestment and redevelopment that leverages the new Parkway as an asset. The Plan will inform updated regulations that will ask more of the development community in delivering high-quality design that fosters sense of place. In exchange, those same regulations will also provide greater flexibility regarding what residents and business owners can do with their property, including a broader range of permitted uses and permitted height and density, and provide for greater creativity in design.

PLACETYPE OVERVIEW

The City of Springfield developed the Grant Avenue Parkway Corridor Plan to align with future land use and development policies defined in the Forward SGF Comprehensive Plan. While Forward SGF was still in draft form as the Corridor Plan was developed, the community input received during the Forward SGF process lends strong support to the recommended development.

The Corridor Plan builds on the concept of “placetypes” defined in the Forward SGF draft plan. Each placetype illustrates a logical and common-sense approach to planning that differs from zoning. Rather than focus on the use of a specific parcel of land, the placetype approach looks at the collective mix of uses that function together to create Springfield’s unique neighborhoods and districts (places). These placetypes define the characteristics, scale, form, function and overall use in a given geographic area.

COMMUNITY ENGAGEMENT

Public Input for the Grant Avenue Parkway Corridor Plan was collected throughout the Public Visioning and Public Concept Development phases of the Parkway design process. That input, along with previous input received through the Forward SGF Comprehensive Plan process, was used to inform recommendations related to preferred future land use mix, urban design, connections to surrounding neighborhoods, and improvements to the transportation network.

Project Visioning

4 virtual workshops in Sept.

501 total
livestream
viewers



268 polling
participants



372 Online
surveys completed



Concept Development

1 3-hour, segmented Virtual
Concept Development event in Nov.

267 total livestream viewers

199 polling
participants



24
participants to
follow-up poll

35+ one-on-one
stakeholder & property
owner meetings

The Road Ahead

1 Virtual concept education and
Corridor Plan input event in Feb.

480 total
livestream viewers



207 polling participants

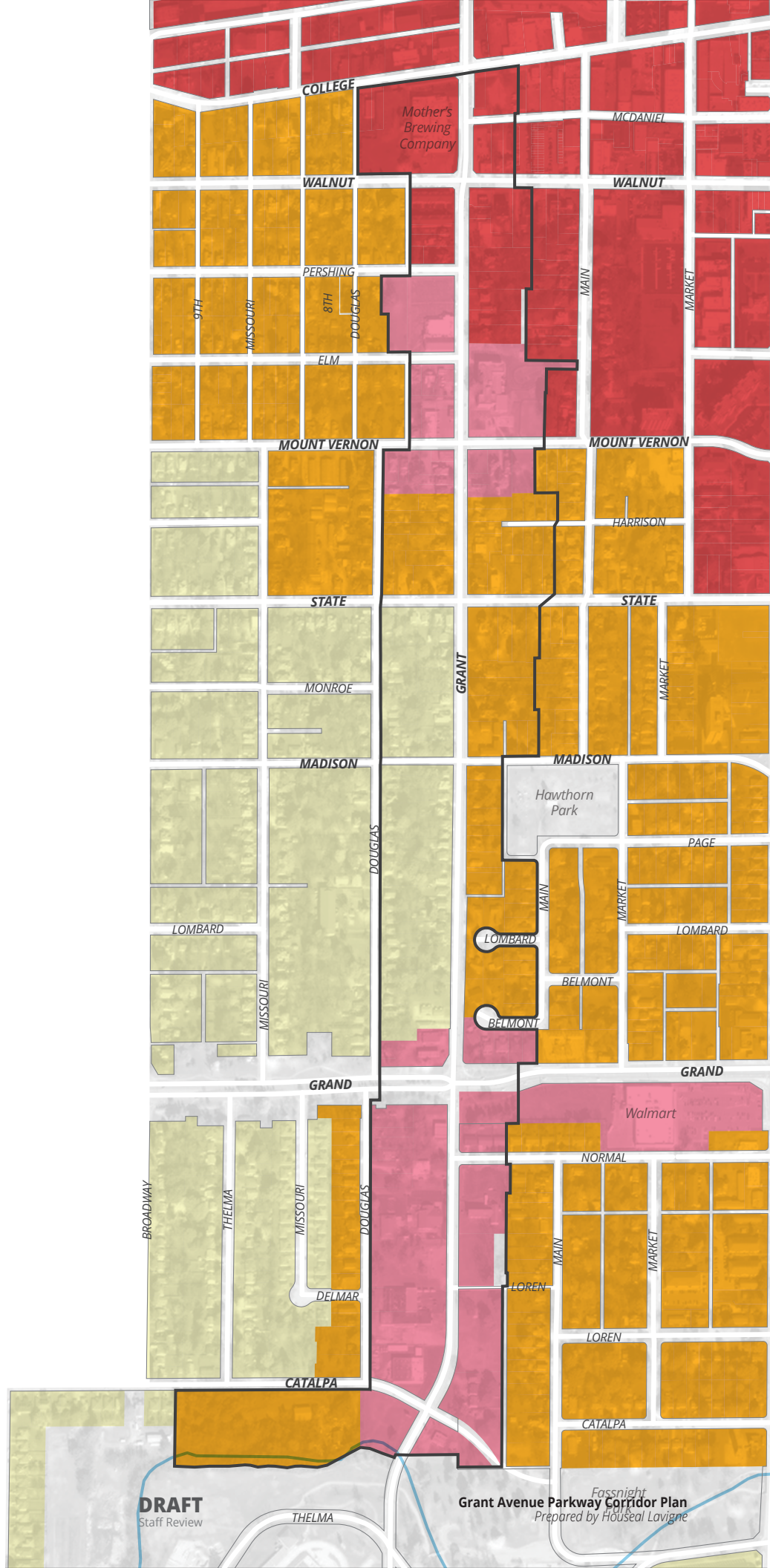
30 participants
to follow-up
Corridor Plan survey

PROPOSED PLACETYPES

-  Grant Avenue Corridor
-  Established Neighborhood
-  Mixed Residential
-  Mixed-Use
-  Downtown

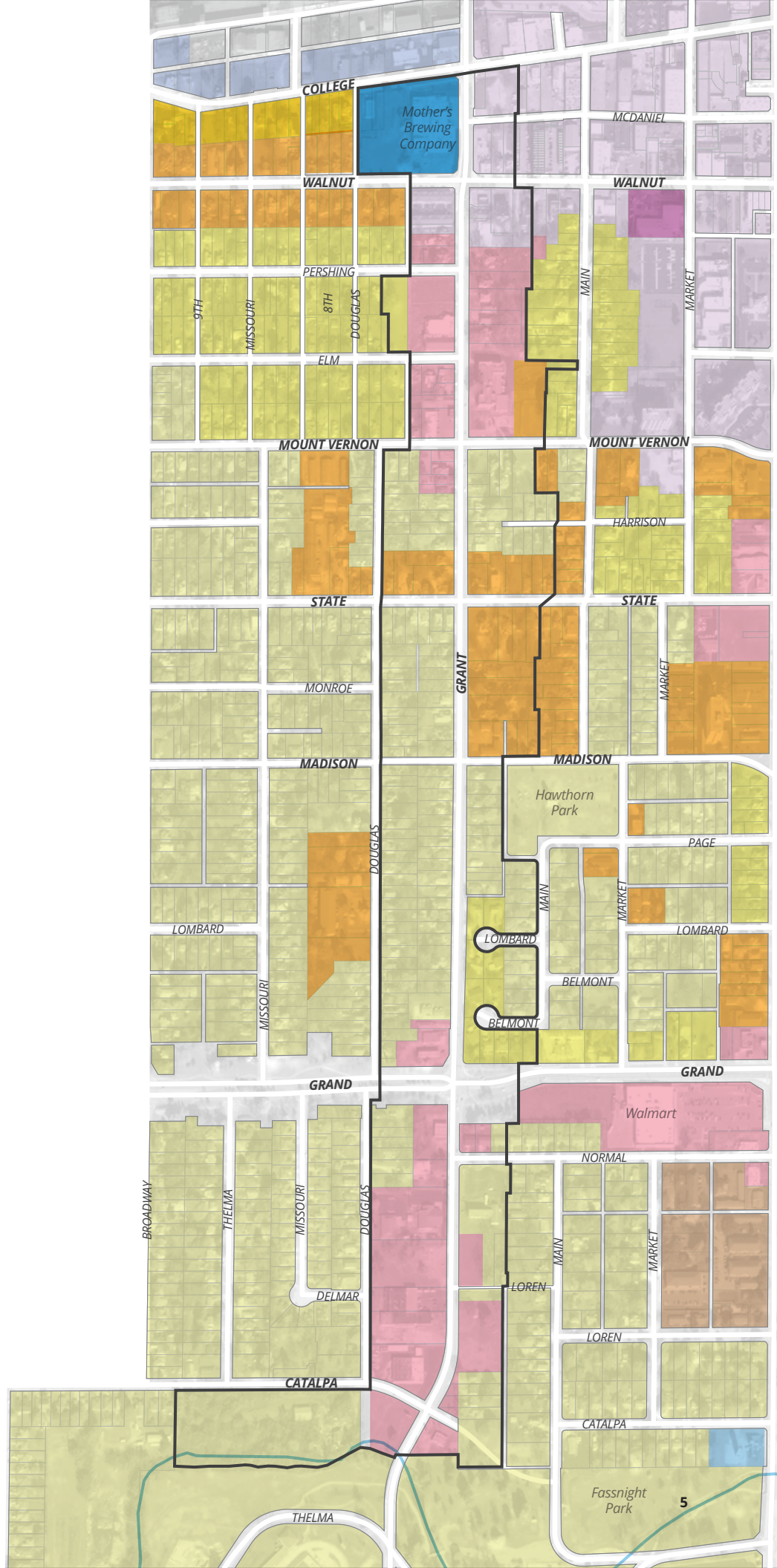
The desired character and intensity of development defined in the Corridor Plan is founded in the placetypes established during the Forward SGF Comprehensive Plan process. The Grant Avenue Parkway marks the intersection of four placetypes within the broader, City-wide land use and development framework.

The northern portion of the corridor represents the western edge of **Downtown Springfield**. This transitions to the central portion of the corridor situated in the heart of the historic West Central neighborhood (birthplace of Route 66) which is made up of a mix of higher density **Mixed Residential** blocks and **Established Neighborhood** blocks with a solid stock of single-family homes. As redevelopment occurs, additional **Mixed-use** neighborhood centers are envisioned at key cross-streets including Mt. Vernon and Grand Street. The southern portion of the corridor is also targeted for redevelopment away from outdated or obsolete commercial and industrial structures to a mix of higher density residential development and mixed-use development at Catalpa Street and the Fasnacht Creek Greenway.



CURRENT ZONING

-  Grant Avenue Corridor
-  Single Family Residential
-  Townhouse Residential
-  Low-Density Multi-Family Residential
-  Medium-Density Multi-Family Residential
-  High-Density Multi-Family Residential
-  General Retail
-  Commercial Services
-  Center City
-  Office
-  Industrial Commercial
-  Heavy Manufacturing
-  West College Street District 1
-  West College Street District 2





GRANT AVENUE PARKWAY CORRIDOR PLAN

DRAFT
Staff Review



The Plan breaks the corridor down into six different subareas, Areas A through F. Each subarea plan is intended to capitalize on the unique character of the area and accommodate existing development while encouraging additional opportunities for redevelopment and reinvestment of the properties within the subarea. The goal of the subarea approach is to encourage development that enhances local sense of place while complementing the broader Grant Avenue Parkway corridor, adjacent neighborhoods, and downtown. The Corridor Plan also provides guidance on transportation access, connections, and safety for all modes of travel between the Grant Avenue corridor and surrounding areas. The framework aligns with the Grant Avenue Parkway preferred design concept being used in the design-build process.

IN THIS CHAPTER

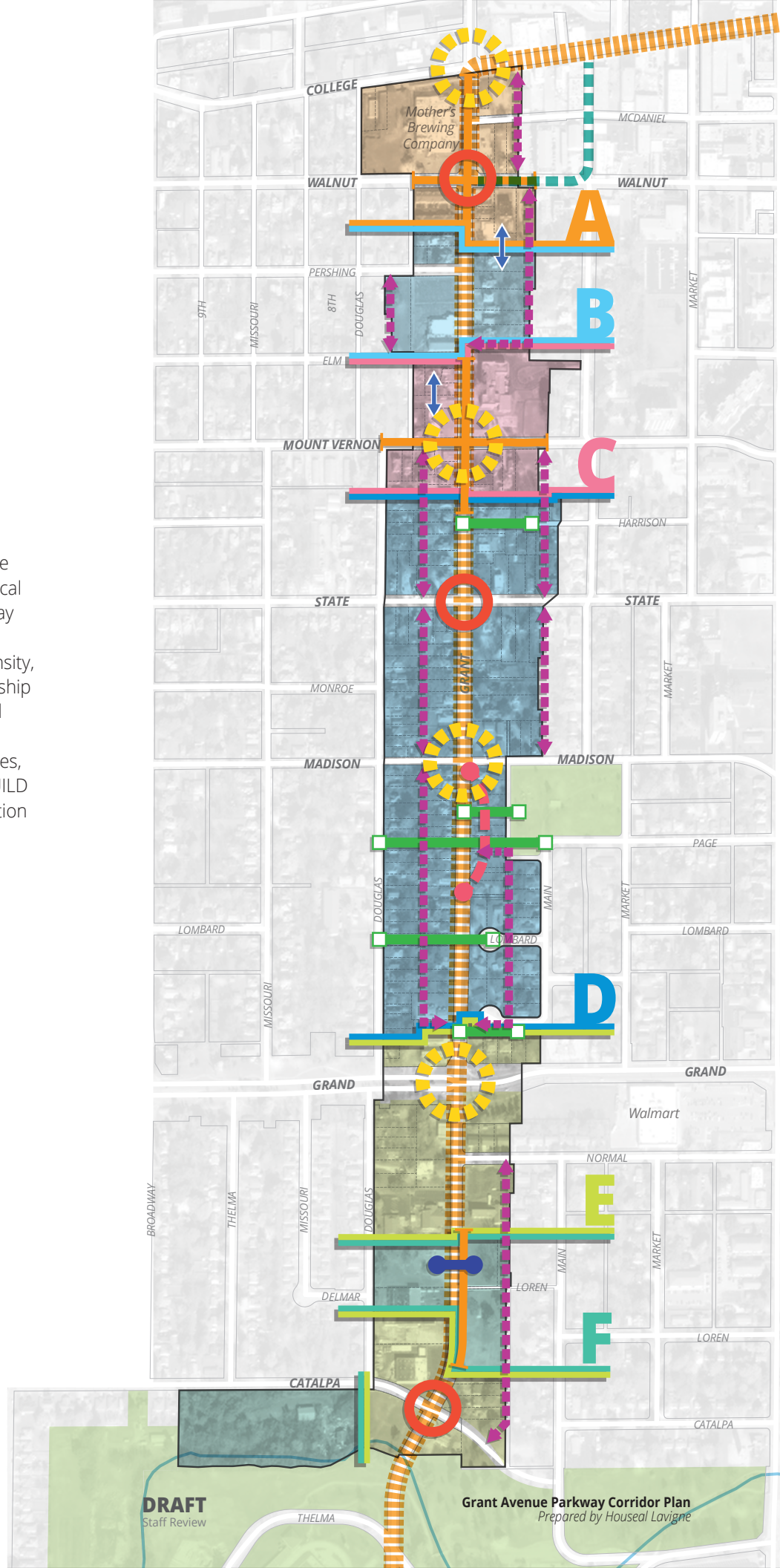
- Corridor Framework
- Block Typology
- Roadway Improvements
- Development Enhancements
- Subarea Plans

CORRIDOR FRAMEWORK

With Forward SGF placetypes as a starting point, the corridor planning area has been further divided into six functional subareas (A-F) that help define how city-wide land use and development policy is applied at the local level. Each subarea has a distinct role to play within the corridor with a unique mix of desired future uses and development intensity, redevelopment opportunities, and relationship to the surrounding neighborhoods. Several factors were considered in defining the subareas including the underlying placetypes, community input, the investment of the BUILD Grant along Grant Avenue, street classification and function and preservation of existing structures.

Legend

-  Grant Avenue Corridor
-  Proposed Intersection Improvement & Placemaking Focal Points
-  Proposed Crosswalk Enhancement
-  Proposed Raised Mid-block Crossing
-  Alley Opportunity
-  Cross-Access
-  Potential Pedestrian Connections
-  Potential Roadway Realignment
-  Grant Avenue Roadway Reconfiguration
-  Proposed Bike Lanes
-  Proposed Parallel Parking

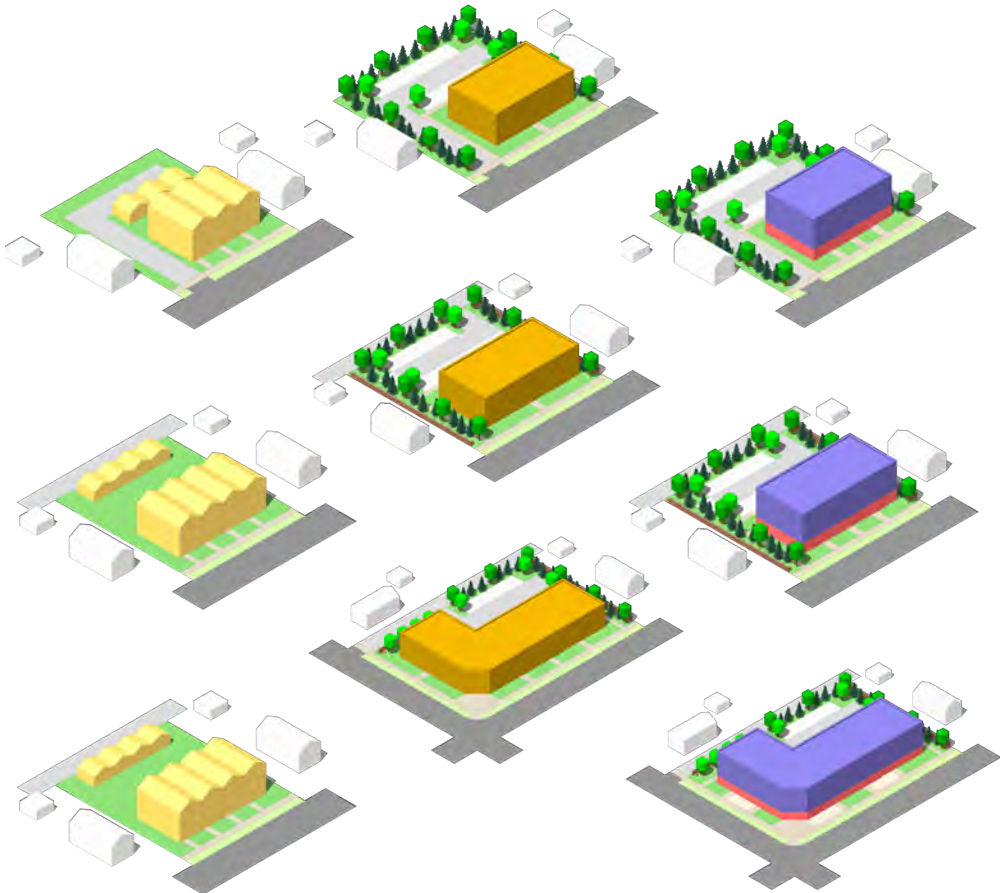


BLOCK TYPOLOGY

Each Corridor Plan Subarea is discussed in further detail in the following section. Annotated block typology diagrams are provided for each subarea to illustrate design elements within desired future development such as parking and access, setbacks, and transitions to adjoining existing development. The subarea block typologies help define the character and intensity of future development along Grant Avenue. Example images are also provided to highlight urban design and architecture considerations.

The block typologies provide a bridge between recommended land use and development policy and future zoning amendments needed to facilitate desired development. The key below indicates which block typologies are supported within each subarea

Block Typology	Subarea					
	A	B	C	D	E	F
Single-Family Attached		●		●		
Multifamily		●	●	●	●	●
Mixed-Use	●	●	●		●	



Single-Family
Attached

Multifamily

Mixed-Use

ROADWAY IMPROVEMENTS

The City was fortunate to receive a grant to fund the design and construction of the Grant Avenue Parkway which will be completed in the next couple years. Moving forward, additional transportation improvements will be needed to enable redevelopment and private investment to fully benefit from this unique public project. The Plan includes a number of transportation recommendations to be implemented as new investment occurs including enhanced connections to the new Parkway, to the West Central neighborhood and Downtown Springfield, and to the Fassnacht Creek greenway.



PROPOSED INTERSECTION IMPROVEMENT

Key intersections need to be reconfigured to improve safety for all modes of transportation. Improvements may include realigning travel lanes, installing curb bump-outs, and redesigning the intersection to accommodate a roundabout.



PLACEMAKING FOCAL POINTS

These higher traffic intersections are also opportunities to implement placemaking elements to promote activity along the trail and foster a strong connection to the surrounding area. Example placemaking elements include streetscaping such as furniture and decorative lighting, neighborhood gateway elements, public art, plaza space, and pocket parks. A larger opportunity for placemaking includes the underutilized area just west of Walmart on Grand Street.



PROPOSED CROSSWALK ENHANCEMENT

Opportunities exist to enhance existing and unmarked crosswalks to high-visibility crosswalks, such as continental crosswalks and raised crosswalks. Bike crossings can be painted to improve its visibility and safety when bicyclists are crossing an intersection.



PROPOSED RAISED MID-BLOCK CROSSING

Areas with longer block lengths provide opportunities for mid-block crossings. This provides a safe method for pedestrians to cross Grant Avenue.



POTENTIAL PEDESTRIAN CONNECTIONS

Future redevelopments should leverage opportunities to establish public pedestrian access to adjacent side streets and community assets such as Hawthorn Park.



GRANT AVENUE ROADWAY RECONFIGURATION

Roadway improvements and reconfiguration along the Grant Avenue corridor will include widening existing sidewalks and installing a 10-foot multi-use trail. Both sides of the Corridor will feature a parkway buffer with street trees to enhance the pedestrian and bicycle experience and safety along the Corridor.



PROPOSED PARALLEL PARKING

On-street parking facilities are proposed along the east side of the Grant Avenue Corridor between Catalpa and Normal.



ALLEY OPPORTUNITY

As future redevelopment occurs along Grant Avenue there are opportunities to extend existing alleys and install new rear alleys. This would reduce the number of driveways, which are considered as traffic conflict points, between private properties and Grant Avenue, improving overall traffic safety on the Grant Avenue Corridor. A rear alley network would also maximize development potential along the Grant Avenue Parkway frontage. Alleys should be well-maintained, well-lighted places that safely accommodate service vehicles, parking access, and local bike and pedestrian travel.



ENCOURAGE CROSS-ACCESS

Create cross-access between adjacent parking lots to reduce the need for drivers to use Grant Avenue. This will help mitigate traffic and reduce the risk for accidents along Grant Avenue while allowing convenient access between establishments.



PROPOSED BIKE LANES

On-street bike lanes are proposed along Walnut between Grant and Main and Main between Walnut and College to provide additional bicycle connection between Downtown Springfield and the Grant Avenue Corridor.

DEVELOPMENT ENHANCEMENTS

The Grant Avenue Parkway will serve as a spine of pedestrian activity which future development can both benefit from and contribute to. The development enhancements outlined in this section will maximize interaction between the Parkway and future development.



INTERACTION WITH THE PARKWAY

For future development to benefit from the Parkway, and vice versa, it is essential that buildings treat the Parkway as their “front door.” Primary entrances, patios and outdoor dining areas, and porches and balconies should be located along Grant Avenue. High levels of transparency should be encouraged through the use of windows and doors and blank walls should be minimized. The building frontage should be used to provide a transition between private property and public realm. Promoting interaction between building and Parkway will foster a welcoming and safe environment for residents, business patrons, and Parkway users and encourage social interaction. Within residential areas (such as Subarea D), front porches or patio areas should be encouraged in new development to create semi-public space for interactions with neighbors.



THIRD PLACES & PLACEMAKING

Future development should provide opportunities for enhanced placemaking, public art, community identity, and development of “third places.” These are informal areas where residents and visitors can meet and gather outside of home (first place) or work (second place). These amenities offer an opportunity for social interaction and anchoring civic life in the corridor. Third places such as small plazas and parklets will serve as focal points for future pedestrian activity, functioning as an amenity to business patrons as well as residents and parkway travelers. The best opportunities to create third places include key intersections within mixed-use areas, and areas adjacent to public greenspaces such as Hawthorn Park and the Fassnacht Creek greenway.



REPOSITIONING INSTITUTIONAL PROPERTIES

Two large institutional sites (a church and a school) flank Grant Avenue at Elm Street. Over the long term, these two sites have the potential to be repositioned and partially redeveloped to maximize development potential along the corridor.

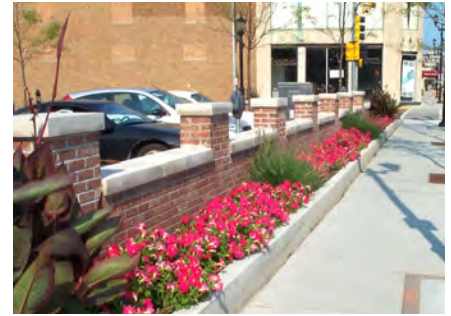
NOTE: The redevelopment of these properties will be contingent on the participation of current property owners. Recommendations presented in this Plan are intended to highlight desired future development and best practices if redevelopment were to occur.

CHURCH (NORTHWEST CORNER OF ELM AND GRANT)

The church site has extensive surface parking along the Grant Avenue frontage that should be considered for development. New mixed-use or multifamily development should be encouraged at the corner of Pershing St. and Grant Ave. To accommodate parking demand for the church, vacant land adjacent to the church along 7th Avenue could be repurposed with 7th Avenue functioning as a primary access drive. As with all parking areas along the corridor, parking lot landscaping, screening, and pedestrian access should be prioritized.

CAMPBELL EARLY CHILDHOOD CENTER (NORTHEAST CORNER OF MT. VERNON AND GRANT)

Over the long term, adaptive reuse of the school building should be encouraged if the facility is no longer needed by the school district. A range of uses could be supported on the site, however multifamily housing including senior housing is a common reuse for older school buildings. Partial redevelopment of the larger school site should also be encouraged including mixed-use development located at the corner of Mt. Vernon St. and Grant Ave. to help anchor an expanded neighborhood center for the West Central neighborhood. The parking and access drive at Main Avenue could also be developed (mitigating potential for cut through traffic) with single-family attached housing that complements adjacent single-family homes.



PRIORITIZING REINVESTMENT

The Corridor Plan identifies opportunities to capitalize and encourage redevelopment and reinvestment – targeting a variety of housing types, neighborhood commercial development, and placemaking strategies. While new investment in Grant Avenue properties is a desired outcome of the Parkway project, the City desires to prioritize reinvestment into existing properties and support neighborhood-led revitalization efforts. Current property owners are encouraged to remain within the corridor and the City is promoting the use of resources through the *Restore SGF* initiative to improve the existing housing stock, foster homeownership, and encourage affordable housing in the corridor. The Corridor Plan defines the desired range of uses, development intensity, and built form desired if business owners and homeowners choose to redevelop their properties.

CONTEXT-SENSITIVE DEVELOPMENT

Residents play a key role in reaching a critical mass of potential patrons for local retailers and restaurants. Higher density residential development should be encouraged in select areas to complement future retail and office uses, providing a 24-hour customer base to support downtown Corridor businesses. While much of the Grant Avenue corridor has historically been home to single-family housing, single-family attached and multifamily development should be encouraged as redevelopment occurs. It is critical that future residential development is developed in a context-sensitive manner that respects the single-family character of the surrounding neighborhood. Development with multiple floors should use techniques such as:

- Cornice lines that create a consistent visual horizon with adjacent buildings;
- Hip roofs and dormers that minimize building height appearance;
- Articulated facades that break up the appearance of long walls; and
- Shared or clustered doorways and mimic the appearance of nearby single-family development.

PARKING – OUT OF SIGHT, EASY TO FIND

Parking should be well-signed and easily accessed, but not dominate the visual landscape of the corridor. To the extent possible Grant Avenue frontage should be reserved for buildings and people, and off-street parking and access drives should be located to the rear or interior of the block or off of side streets. Clear signage should direct visitors to parking and landscaping should be used to soften parking edges and breakup paved areas. Cross-access and parking areas that can be shared by multiple users (residents, employees, visitors) are key to providing a “park once” environment that supports streetlife.



MAINTAINING A RHYTHM (SETBACKS)

Buildings located side-by-side along a corridor form a streetwall that frames and activates the public realm. A consistent streetwall along Grant Avenue will provide a consistent level of visual interest along a block and desirable sense of enclosure and helps foster a comfortable, inviting, and pedestrian friendly atmosphere. In general, new development should be located at the edge of the Parkway or as close to the Parkway as possible depending on the setbacks of adjacent development. To ensure a consistent sense of enclosure within a given block, new buildings should be set back a similar distance to adjacent existing buildings and err toward the shallowest distance when located between two structures.

MIX OF USES AT KEY INTERSECTIONS

Compact, mixed-use development should be encouraged at key intersections including College Street, Mt. Vernon Street, Grand Street, and Catalpa Street. A mix of uses at key intersections will contribute to a vibrant Grant Avenue corridor with a steady flow of Parkway commuters, employees, shopping and dining visitors, and local residents. Complementary transportation improvements such as improved or extended side streets, rear access drives, and mid-block crossings should be implemented alongside new development to create compact, easy-to-walk blocks. The intensity of mixed-use areas should vary depending on their location along the corridor with smaller scale, local-serving centers at Mt. Vernon Street and Grand Street.

SUBAREA A

DESCRIPTION

Subarea A (generally College Street to Walnut Street) at the north end of the corridor is the western gateway to the Downtown and should be prioritized for mixed-use development. New development in this subarea should complement nearby downtown urban-scale development and provide for integration and transition of these uses into a more traditional neighborhood form. Mother's Brewing Company is an existing development that could serve to anchor future investment in this portion of the corridor with a focus on dining and entertainment that can benefit from the Parkway.

BULK

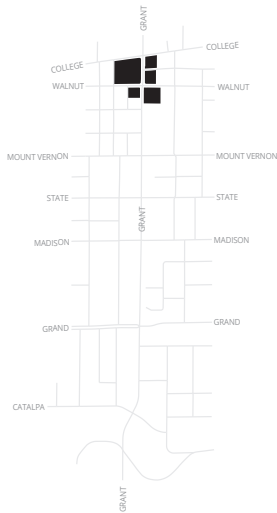
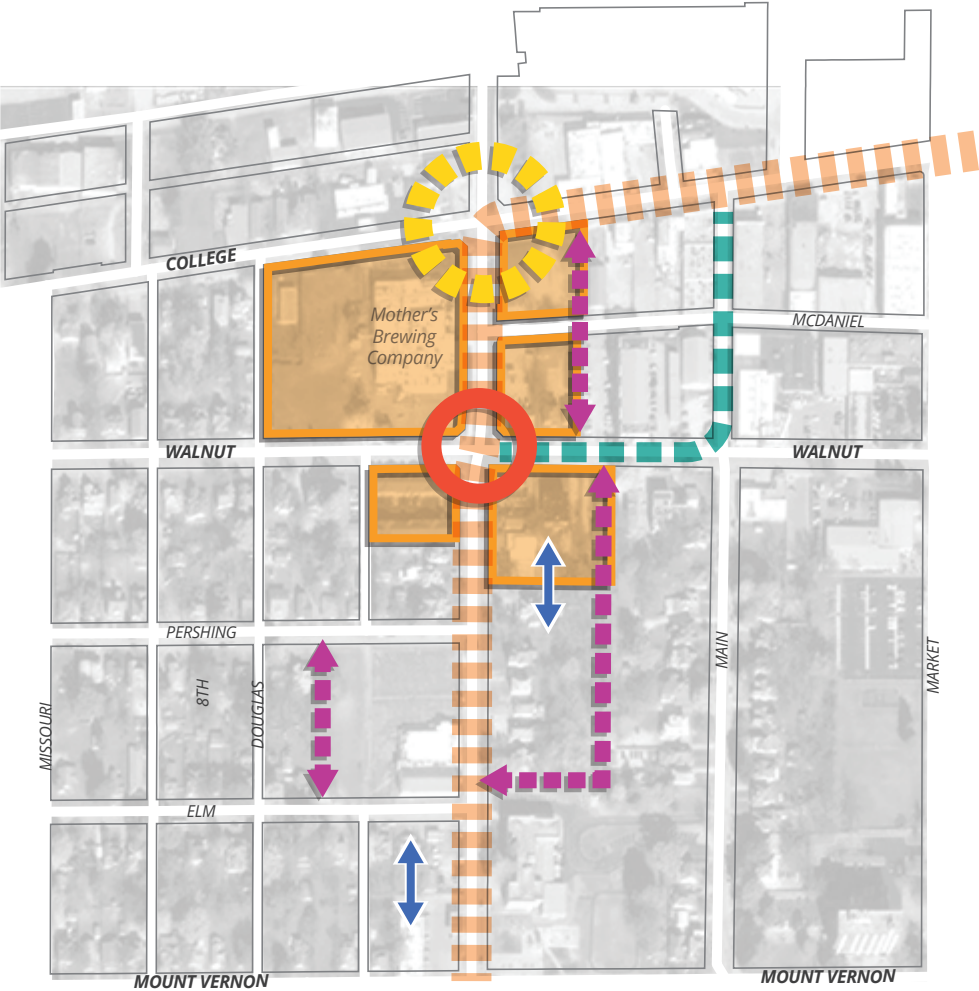
Area: ~329,500 ft² / ~7.5 ac

Maximum height: 3/4 stories

Front setback: None

USE

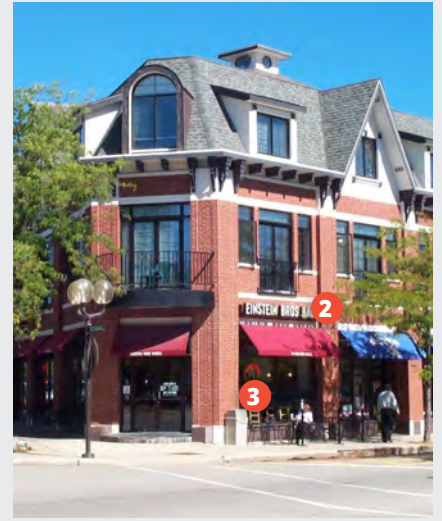
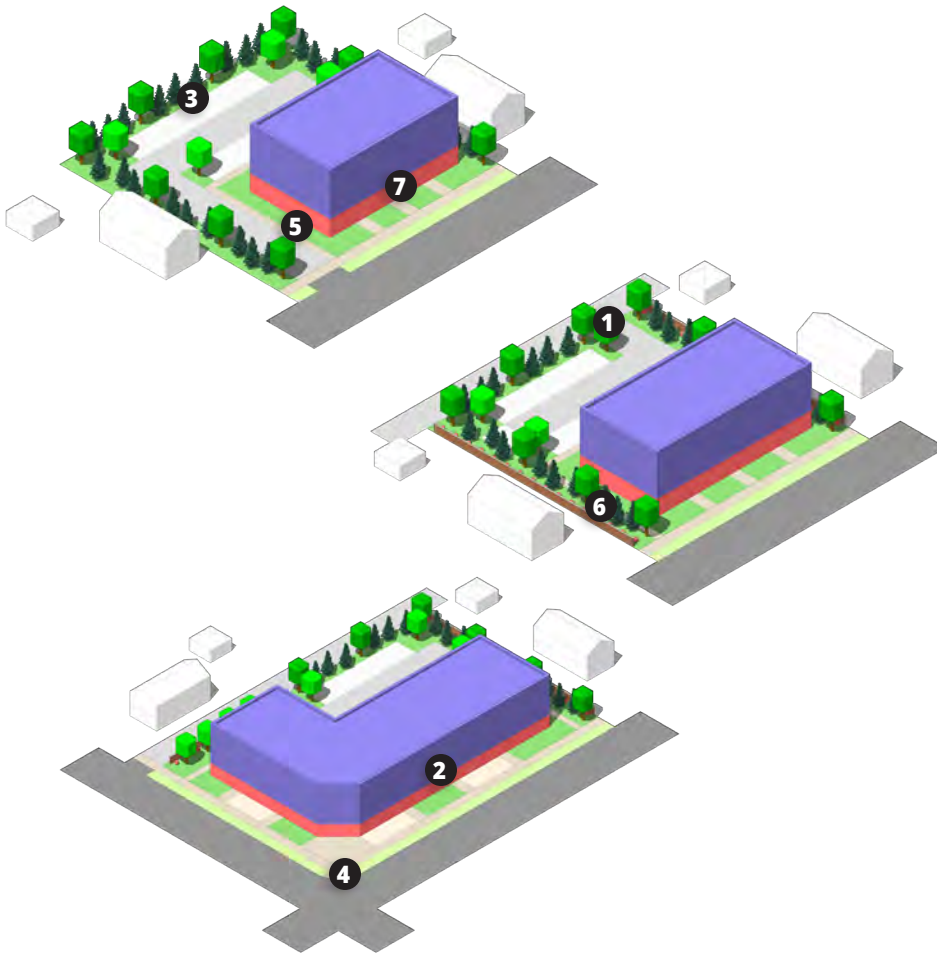
Retain existing brewery; Mixed-use (upper-story multifamily/office space and ground-floor commercial uses, such as retail and services and/or offices)



SUBAREA A

-  Proposed Intersection Improvement & Placemaking Focal Points
-  Proposed Crosswalk Enhancement
-  Alley Opportunity
-  Cross-Access
-  Proposed Bike Lanes
-  Grant Avenue Roadway Reconfiguration
-  Potential Pedestrian Connections

SUBAREA A



BLOCK TYPOLOGY

- 1 Parking Lot** – Parking should be located behind the building and accessed through the alley.
- 2 Streetwall** – Buildings should be sited to create a continuous streetwall along Grant Avenue.
- 3 Screening** – Parking lots should be well screened from adjacent residential uses.
- 4 Siting** – New development should hold the corner with a prominent, well-designed structure.
- 5 Pedestrian Access** – Parking lots should be connected to Grant Avenue to increase pedestrian access to the corridor.
- 6 Buffering** – Walls or fencing and landscaping should be used to create clear separation between residential and nonresidential uses.
- 7 Orientation** – Buildings should be oriented toward Grant Avenue.

DESIGN CONSIDERATIONS

- 1 Façade Design** – Building facades should reinforce the character of the subarea.
- 2 Signage** – Signage should be designed to prioritize pedestrian wayfinding.
- 3 Windows** – Glazing should not be tinted or fritted with an opacity that prevents a visual connection from the public realm into storefronts.
- 4 Entrances** – Primary entrances should be located at the front of the building facing Grant Avenue.
- 5 Rooflines** – Detailing, such as cornices and other elements along the roofline are encouraged. Elements such as cornice lines should also be used to draw a visual connection to adjacent development.
- 6 Materials** – Nontraditional building materials such as plastic and vinyl siding are discouraged.

SUBAREA B

DESCRIPTION

Within Subarea B (generally Walnut Street to Elm Street) the renovation of existing residential structures or adaptive reuse to neighborhood-scale home business (similar to the Walnut Street Historic District) should be encouraged. Of particular note in this subarea is the existing historic Victorian home at the northwest corner of Grant Avenue and Pershing Street and the desire to preserve this structure as a residence or complementary use. New development within this subarea should complement the existing scale and character of existing structures in this area while accommodating additional density. Mixed-use or multifamily residential development should be encouraged so as to create a seamless transition to adjacent Subareas A and C.

BULK

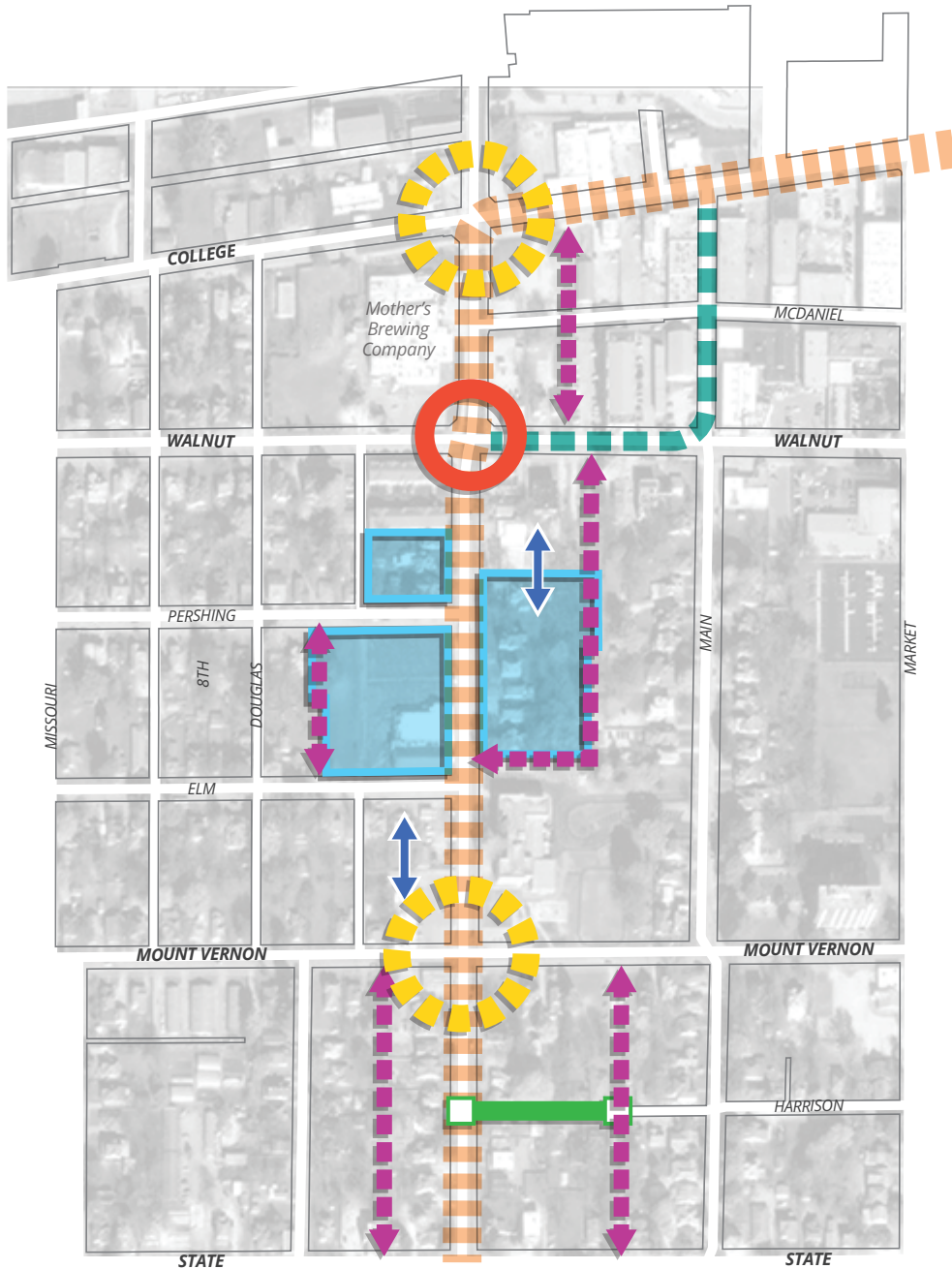
Area: ~132,500 ft² / ~3.0 ac

Maximum height: 3/4 stories

Front setback: New development should be consistent with existing setbacks (15-25 ft). When adjacent to existing development with differing setbacks, new development should align with the building closest to the public right-of-way.

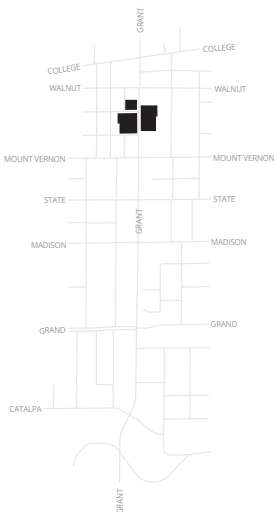
USE

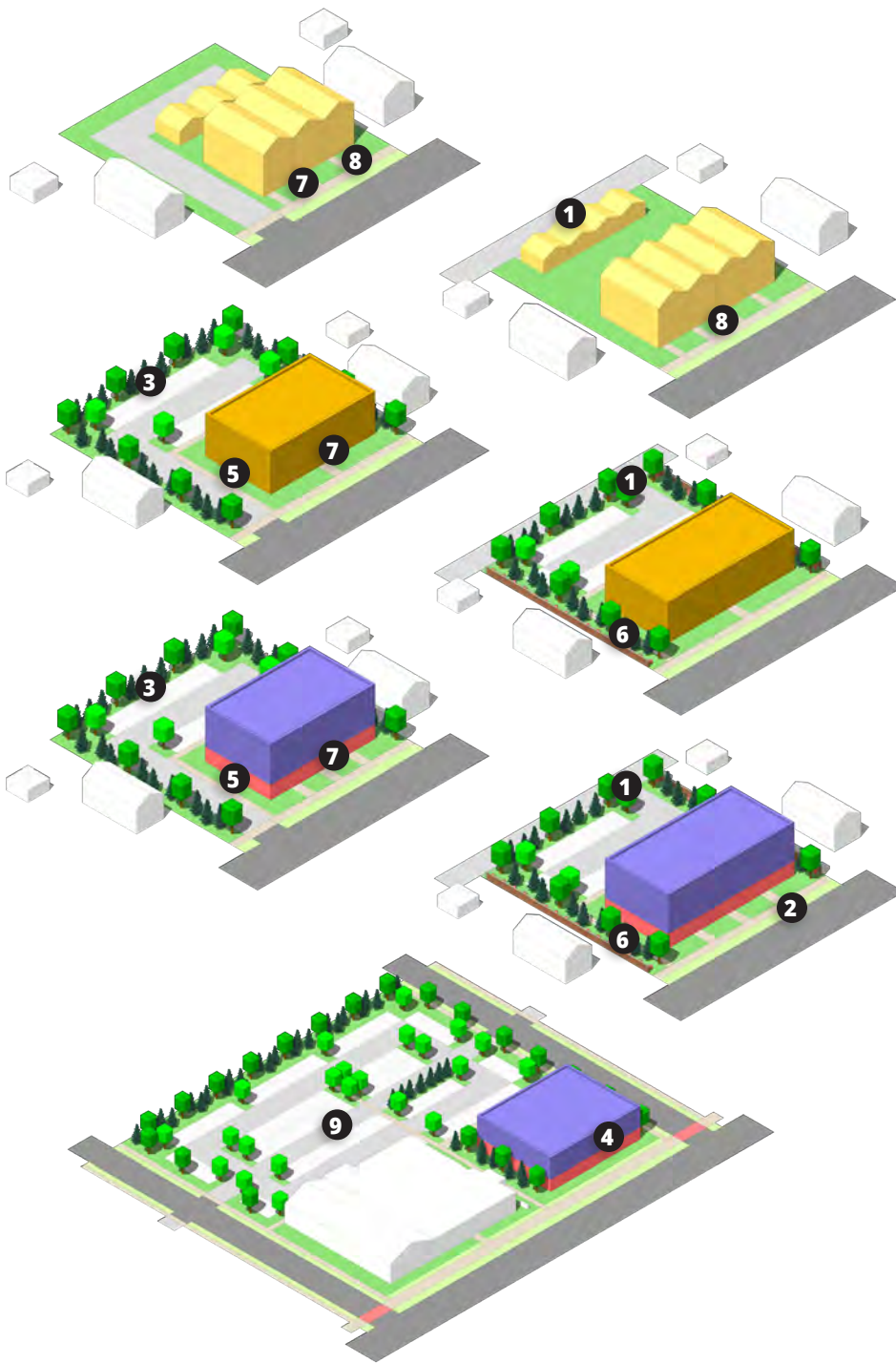
Mixed-use (upper-story multifamily, ground-floor neighborhood-scale commercial, retail, and services, and/or office); Multifamily; Single-family attached; Preserve historically significant single-family structures and encourage adaptive reuse; Potential repositioning of existing church parking lot



SUBAREA B

-  Proposed Intersection Improvement & Placemaking Focal Points
-  Proposed Crosswalk Enhancement
-  Alley Opportunity
-  Cross-Access
-  Proposed Bike Lanes
-  Grant Avenue Roadway Reconfiguration
-  Potential Pedestrian Connections





BLOCK TYPOLOGY

- 1 Parking Lot** – Parking should be located behind the building and accessed through the alley.
- 2 Streetwall** – Buildings should be sited to create a continuous streetwall along Grant Avenue.
- 3 Screening** – Parking lots should be well screened from adjacent residential uses.
- 4 Siting** – New development should hold the corner with a prominent, well-designed structure.
- 5 Pedestrian Access** – Parking lots should be connected to Grant Avenue to increase pedestrian access to the corridor.
- 6 Buffering** – Walls or fencing and landscaping should be used to create clear separation between residential and nonresidential uses.
- 7 Orientation** – Buildings should be oriented toward Grant Avenue.
- 8 Setbacks** – New development should be setback to align with the existing residential structure that is closest to the public right-of-way.
- 9 Expand Parking** – Expand parking to the west utilizing 7th Avenue as an access road.

SUBAREA B



DESIGN CONSIDERATIONS

- 1 Adaptive Reuse** – Remaining single-family structures should be converted to home businesses.
- 2 Signage** – Signage should be designed to prioritize pedestrian wayfinding.
- 3 Windows** – Glazing should not be tinted or fritted with an opacity that prevents a visual connection from the public realm into storefront.
- 4 Property** – Properties should be maintained in a manner that does not detract from the character and appeal of the corridor.
- 5 Quality** – Single-family detached homes remodeled and updated to match the style of the adjacent neighborhood.
- 6 Driveways** – All single-family homes should have driveways constructed of asphalt, concrete, or brick pavers.

SUBAREA C

DESCRIPTION

Subarea C (generally Elm Street to Mt. Vernon Street) serves as a focal point and gateway for the West Central neighborhood. It is intended to be a local-serving, mixed-use neighborhood center. The preservation and adaptive reuse of structures within this subarea is encouraged. Campbell School is located in this subarea as well as some small-scale non-residential uses on the west side of Grant Avenue. These sites offer opportunities for further redevelopment or adaptive reuse. Design of new development facing Mt. Vernon, should be sensitive to the rhythm of the residential neighborhood, located east and west of the corridor.

BULK

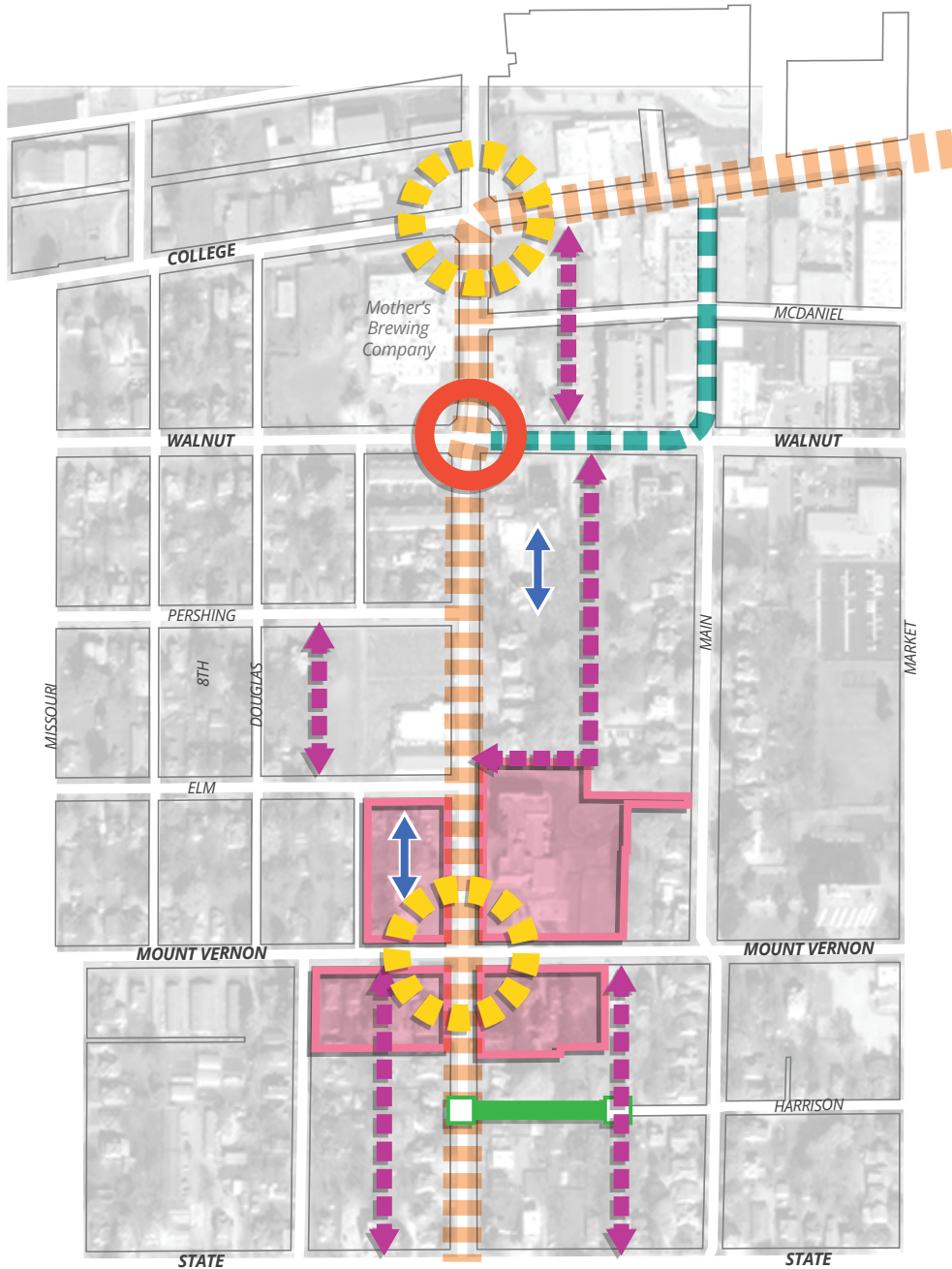
Area: ~387,300 ft² / ~8.8 ac

Maximum height: 2/3 stories

Front setback: None

USE

Potential adaptive reuse of existing school building for residential/childcare; Mixed-use (upper-story multifamily, ground-floor neighborhood-scale commercial, retail, and services, and/or office); Multifamily



SUBAREA C



Proposed Intersection Improvement & Placemaking Focal Points



Proposed Crosswalk Enhancement



Alley Opportunity



Cross-Access



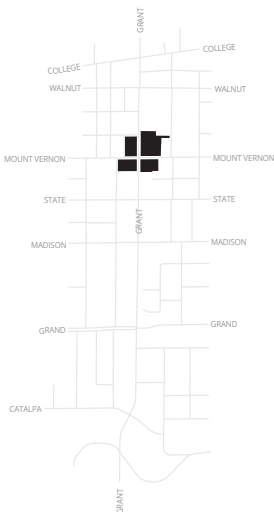
Proposed Bike Lanes

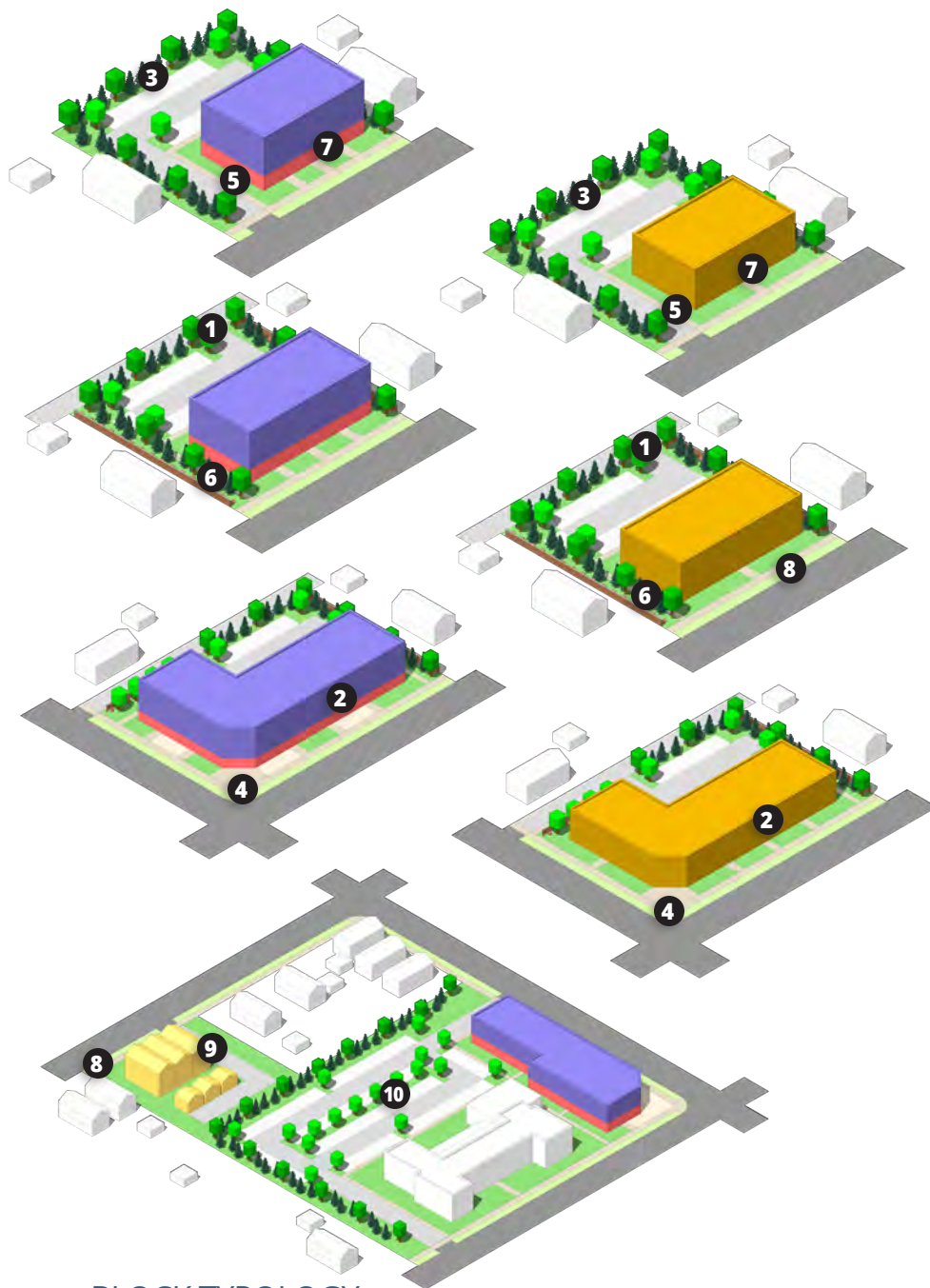


Grant Avenue Roadway Reconfiguration



Potential Pedestrian Connections





BLOCK TYPOLOGY

- 1 Parking Lot** – Parking should be located behind the building and accessed through the alley.
- 2 Streetwall** – Buildings should be sited to create a continuous streetwall along Grant Avenue.
- 3 Screening** – Parking lots should be well screened from adjacent residential uses.
- 4 Siting** – New development should hold the corner with a prominent, well-designed structure.
- 5 Pedestrian Access** – Parking lots should be connected to Grant Avenue to increase pedestrian access to the corridor.
- 6 Buffering** – Walls or fencing and landscaping should be used to create clear separation between residential and nonresidential uses.
- 7 Orientation** – Buildings should be oriented toward Grant Avenue.
- 8 Setbacks** – New development should be setback to align with the existing residential structure that is closest to the public right-of-way.
- 9 Residential Infill** – New development on Main Avenue should infill with single-family attached to match the residential pattern of the street.
- 10 Shared Parking** – New development adjacent to the school building should share parking.

SUBAREA C



DESIGN CONSIDERATIONS

- 1 Façade Design** – Building facades should reinforce the character of the Subarea.
- 2 Windows** – Glazing should not be tinted or fritted with an opacity that prevents a visual connection from the public realm into storefronts.
- 3 Outdoor Dining** – Outdoor dining should be allowed to create active commercial nodes.
- 4 Rooflines** – Elements such as cornice lines should be used to draw a visual connection to adjacent development.
- 5 Materials** – Nontraditional building materials such as plastic and vinyl siding are discouraged.
- 6 Lighting** – Lighting should be incorporated into entries, signage, displays and pedestrian walkways, parking areas for wayfinding and general safety.

SUBAREA D

DESCRIPTION

Subarea D (generally Mt. Vernon to Grand Street) is intended to be a mixed residential corridor. Focus within this subarea will be on reinvestment in existing homes and new development of alternative housing types including single-family attached, such as townhomes, and multifamily that complement the rhythm and architecture of other structures in this subarea. New development should seamlessly blend with existing nearby residences while providing for a greater density. Potential exists to connect Hawthorn Park to the Parkway and establish the park as a central greenspace in Subarea D, serving as an amenity to Parkway users, residents, and future development on adjacent parcels.

BULK

Area: ~1,235,500 ft² / ~28.3 ac

Maximum height: 2/3 stories

Front setback: 15-25 ft

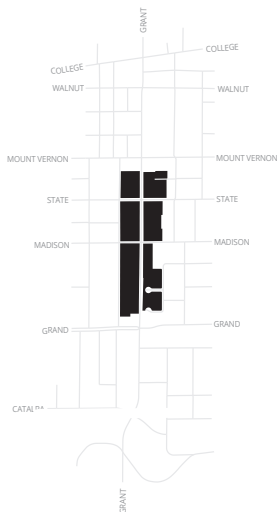
USE

Mixed residential including single-family attached, multifamily, and reinvested single-family detached

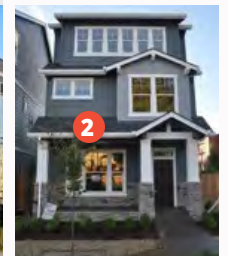
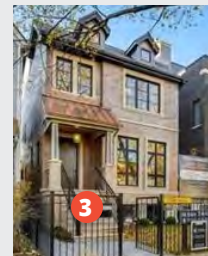
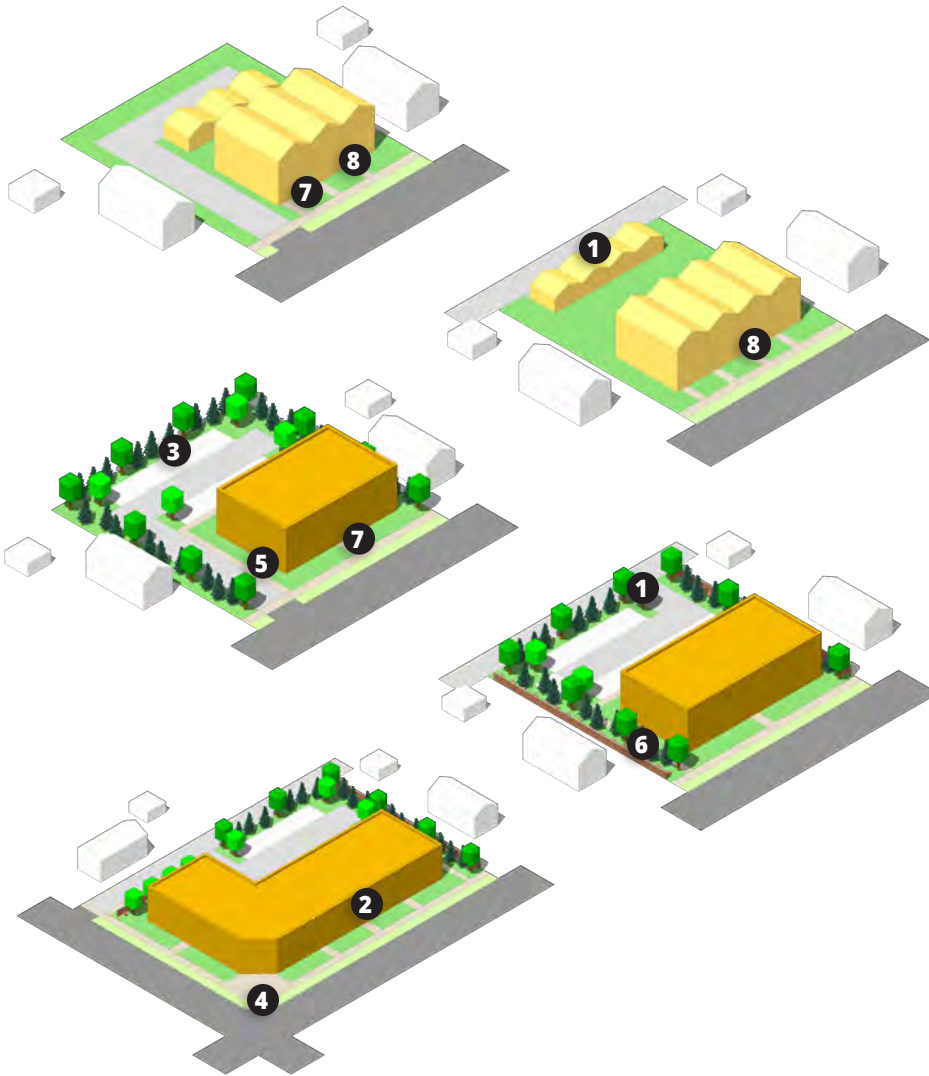


SUBAREA D

-  Proposed Intersection Improvement & Placemaking Focal Points
-  Proposed Crosswalk Enhancement
-  Alley Opportunity
-  Cross-Access
-  Proposed Bike Lanes
-  Grant Avenue Roadway Reconfiguration
-  Potential Pedestrian Connections



SUBAREA D



BLOCK TYPOLOGY

- 1 Parking Lot** – Parking should be located behind the building and accessed through the alley.
- 2 Streetwall** – Buildings should be sited to create a continuous streetwall along Grant Avenue.
- 3 Screening** – Parking lots should be well screened from adjacent residential uses.
- 4 Siting** – New development should hold the corner with a prominent, well-designed structure.
- 5 Pedestrian Access** – Parking lots should be connected to Grant Avenue to increase pedestrian access to the corridor.
- 6 Buffering** – Walls or fencing and landscaping should be used to create clear separation between residential and nonresidential uses.
- 7 Orientation** – Buildings should be oriented toward Grant Avenue.
- 8 Setbacks** – New development should be setback to align with the existing residential structure that is closest to the public right-of-way.

DESIGN CONSIDERATIONS

- 1 Façade Design** – Building facades should reinforce the high-quality character of the Subarea and residential neighborhoods.
- 2 Quality** – Smaller lot single-family detached homes should match the style of the adjacent neighborhood.
- 3 Materials** – Nontraditional building materials such as plastic and vinyl siding are discouraged.
- 4 Density** – Denser housing should complement the look of existing single-family detached homes.
- 5 Porches** – Porches are encouraged to foster a sense of activity along the parkway.

SUBAREA E

DESCRIPTION

Subarea E (generally surrounding the Grant and Grand and Grant and Catalpa intersections) is made up of two distinct areas of similar desired development and intensity. Both areas are intended to be local-serving, mixed-use neighborhood centers that benefit from traffic along Grand Street and the connection of Fasnigh Park at Catalpa Street. There is already some momentum of non-residential development at Grant and Grand with the Walmart Neighborhood Market located just east of the intersection, Casey's at the northwest corner of the intersection, and other non-residential properties at or near the intersection. The intersection of Grant and Catalpa is a unique location with entrance to Fasnigh Park and connection to the Fasnigh Creek Greenway trail and offers a unique development opportunity for a mixed-use node to develop.

BULK

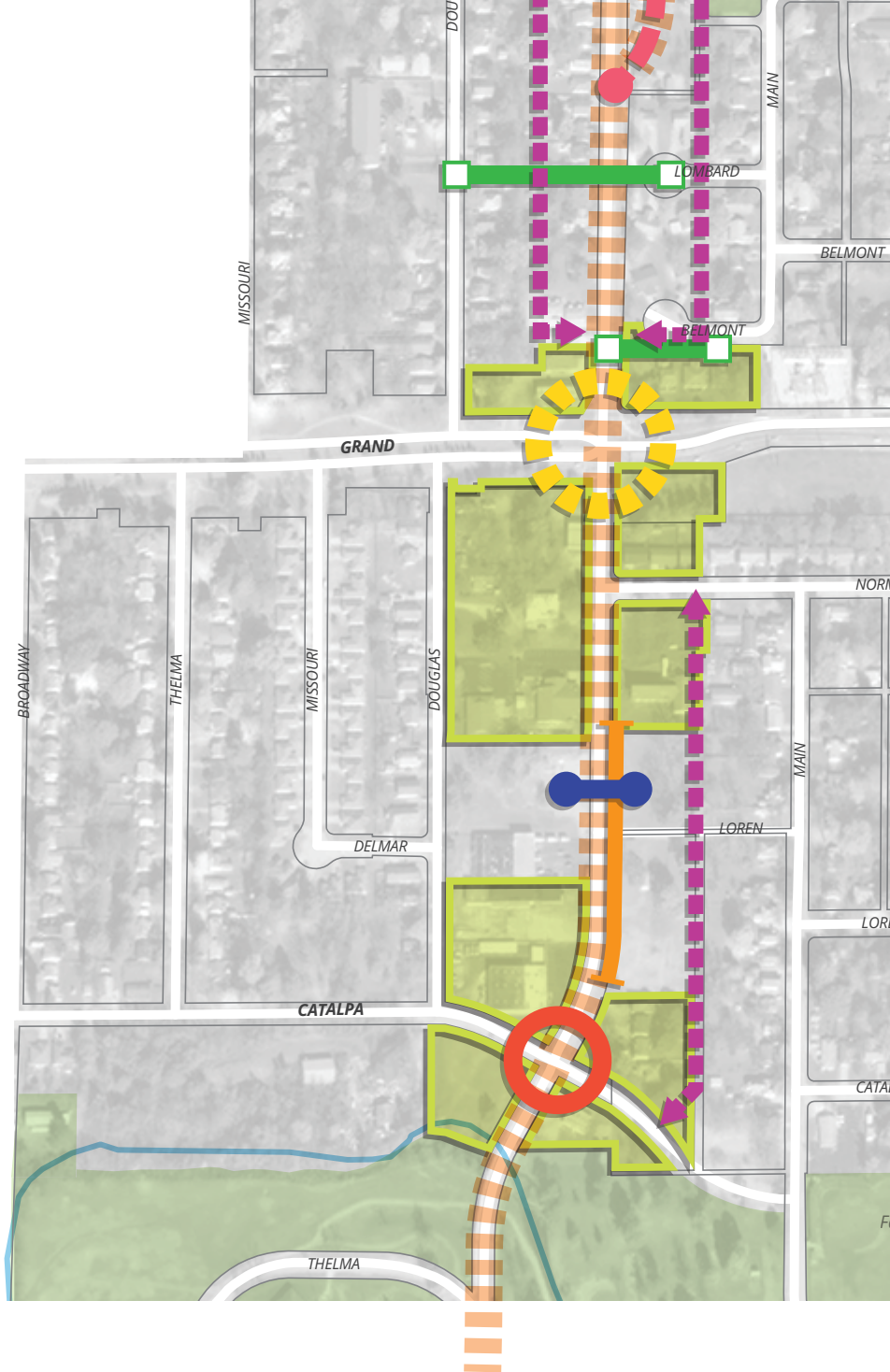
Area: ~620,500 ft² / ~21.4 ac

Maximum height: 3/4 stories

Front setback: 10-20 ft

USE

Mixed-use (upper-story multifamily, neighborhood-scale commercial, retail, and services, and/or office)



SUBAREA E



Proposed Intersection Improvement & Placemaking Focal Points



Proposed Crosswalk Enhancement



Alley Opportunity



Cross-Access



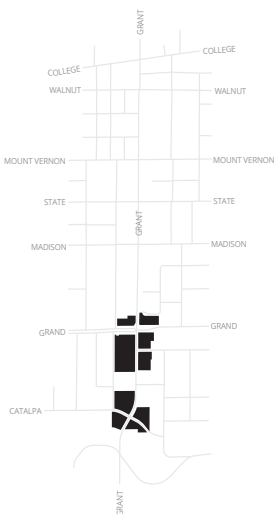
Proposed Bike Lanes

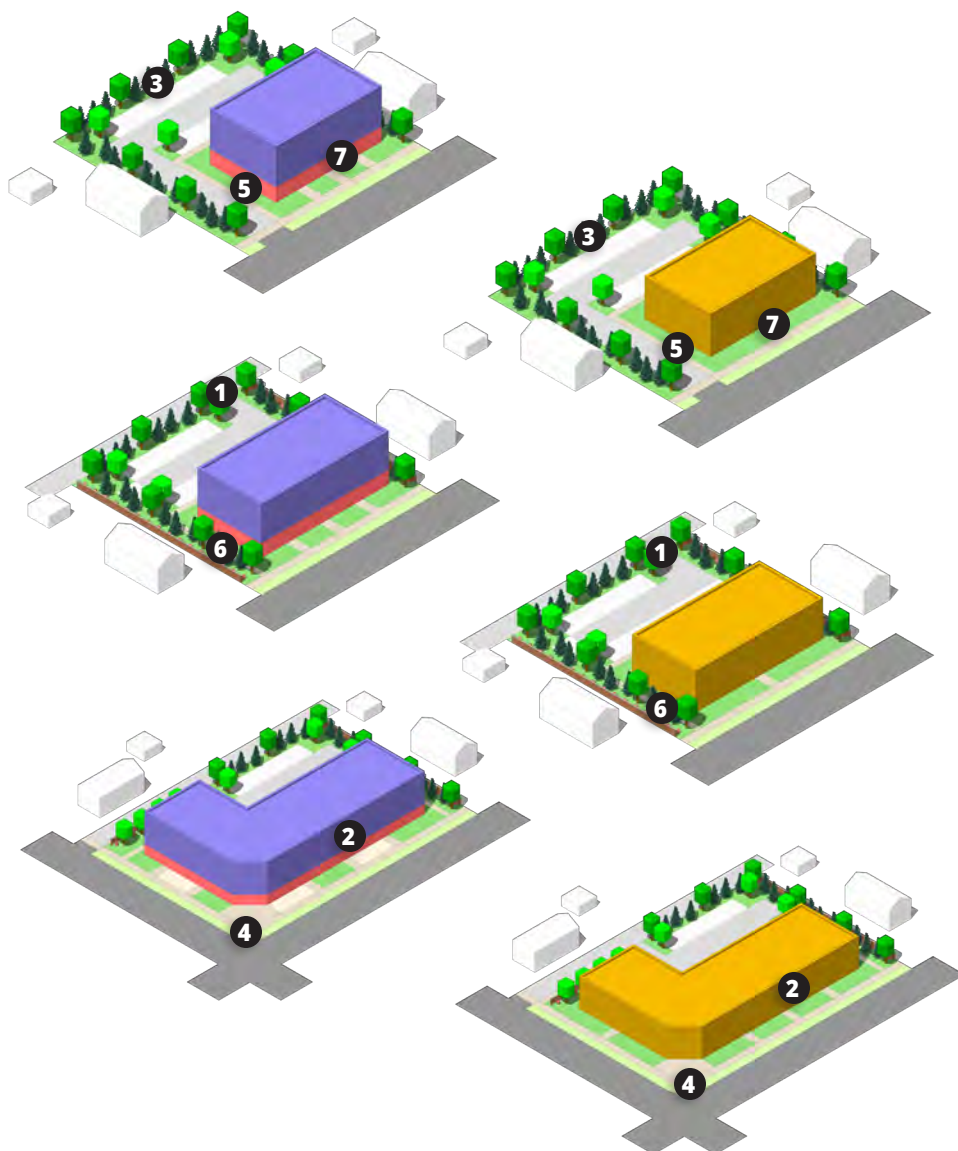


Grant Avenue Roadway Reconfiguration



Potential Pedestrian Connections

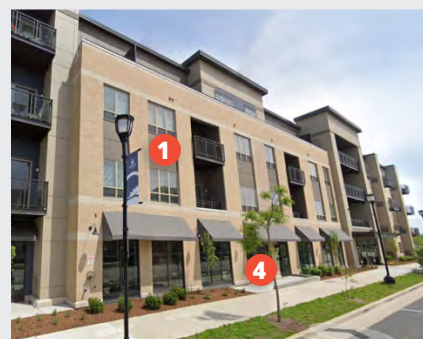




BLOCK TYPOLOGY

- 1 Parking Lot** – Parking should be located behind the building and accessed through the alley.
- 2 Streetwall** – Buildings should be sited to create a continuous streetwall along Grant Avenue.
- 3 Screening** – Parking lots should be well screened from adjacent residential uses.
- 4 Siting** – New development should hold the corner with a prominent, well-designed structure.
- 5 Pedestrian Access** – Parking lots should be connected to Grant Avenue to increase pedestrian access to the corridor.
- 6 Buffering** – Walls or fencing and landscaping should be used to create clear separation between residential and nonresidential uses.
- 7 Orientation** – Buildings should be oriented toward Grant Avenue.

SUBAREA E



DESIGN CONSIDERATIONS

- 1 Façade Design** – Building facades should reinforce the high-quality character of the Subarea and residential neighborhoods.
- 2 Landscaping** – Landscaping should protect the desired privacy of a home while not obstructing outward views.
- 3 Windows** – The installation of different styles of windows and doors on the same facade are discouraged.
- 4 Entrances** – Multiple entrances and numerous large windows (when fronting common areas or commercial space) should be encouraged to activate the Parkway.
- 5 Materials** – Buildings adjacent to a residential use should use similar materials to ensure design compatibility.
- 6 Lighting** – Lighting should provide adequate light for public safety and only use downward directional illumination.

SUBAREA F

DESCRIPTION

Subarea F (generally Grant Avenue at Delmar and Loren Streets and along Catalpa Street west of Grant Avenue) is made of two mixed residential areas. This subarea, situated between the two neighborhood commercial nodes at Grand Street and at Catalpa Street, and along Catalpa Street west of Grant Avenue along the Fassnight Creek Greenway, will accommodate multifamily development to support the adjacent neighborhood retail nodes. Nearby Fassnight Park, the Greenway trail, and the Grant Avenue Parkway will be amenities that increase the attractiveness of this subarea as a location for more intense residential development.

BULK

Area: ~449,000 ft² / ~11.0 ac

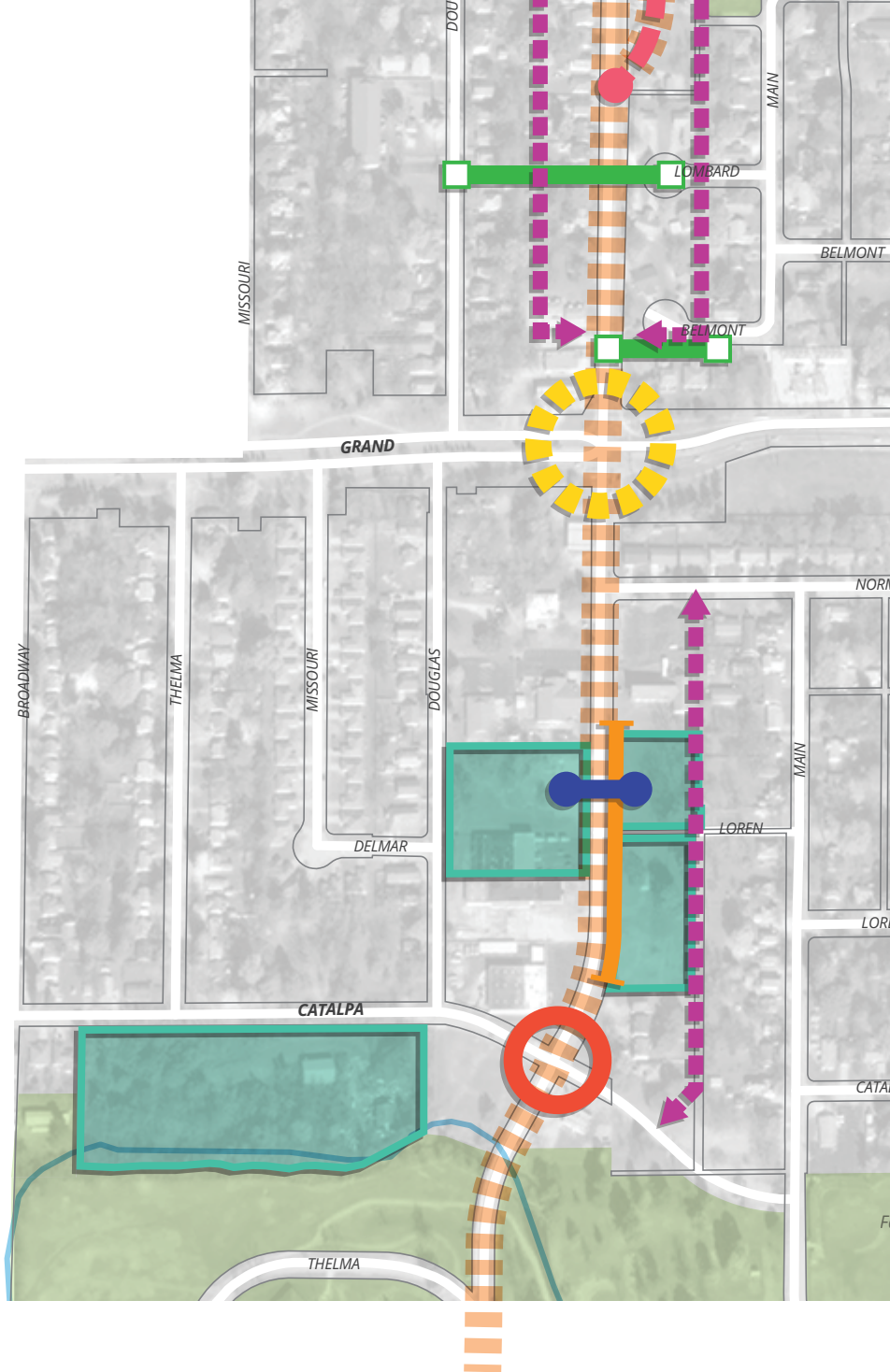
Maximum height: 3/4 stories

Front setback: 15-25 ft

Other: Development should orient to Grant Ave. and Fassnight Park

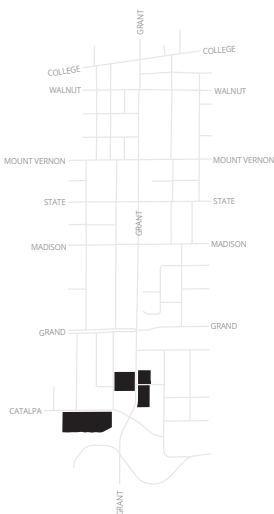
USE

Mixed residential including single-family attached and multifamily; Ground-floor commercial should also be encouraged as a component of multifamily structures

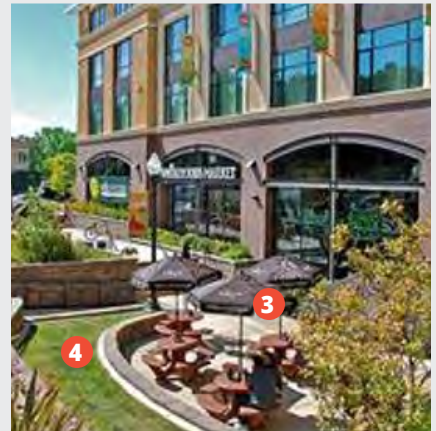
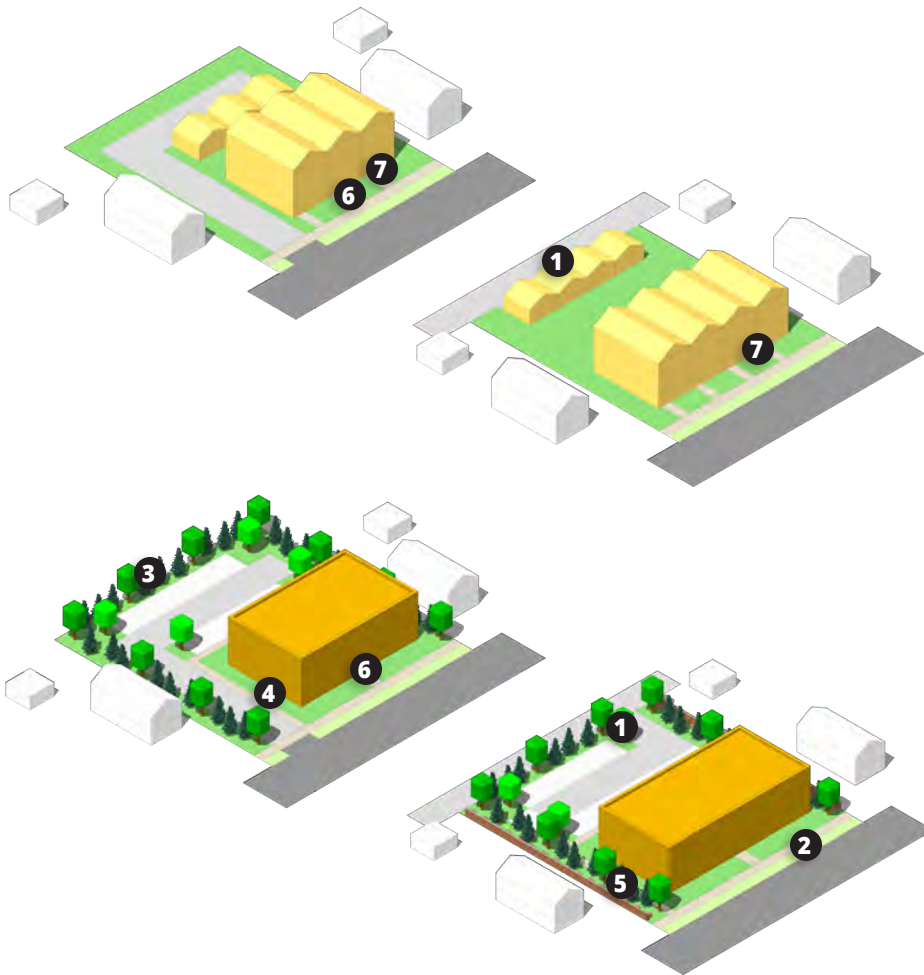


SUBAREA F

-  Proposed Intersection Improvement & Placemaking Focal Points
-  Proposed Crosswalk Enhancement
-  Alley Opportunity
-  Cross-Access
-  Proposed Bike Lanes
-  Grant Avenue Roadway Reconfiguration
-  Potential Pedestrian Connections



SUBAREA F

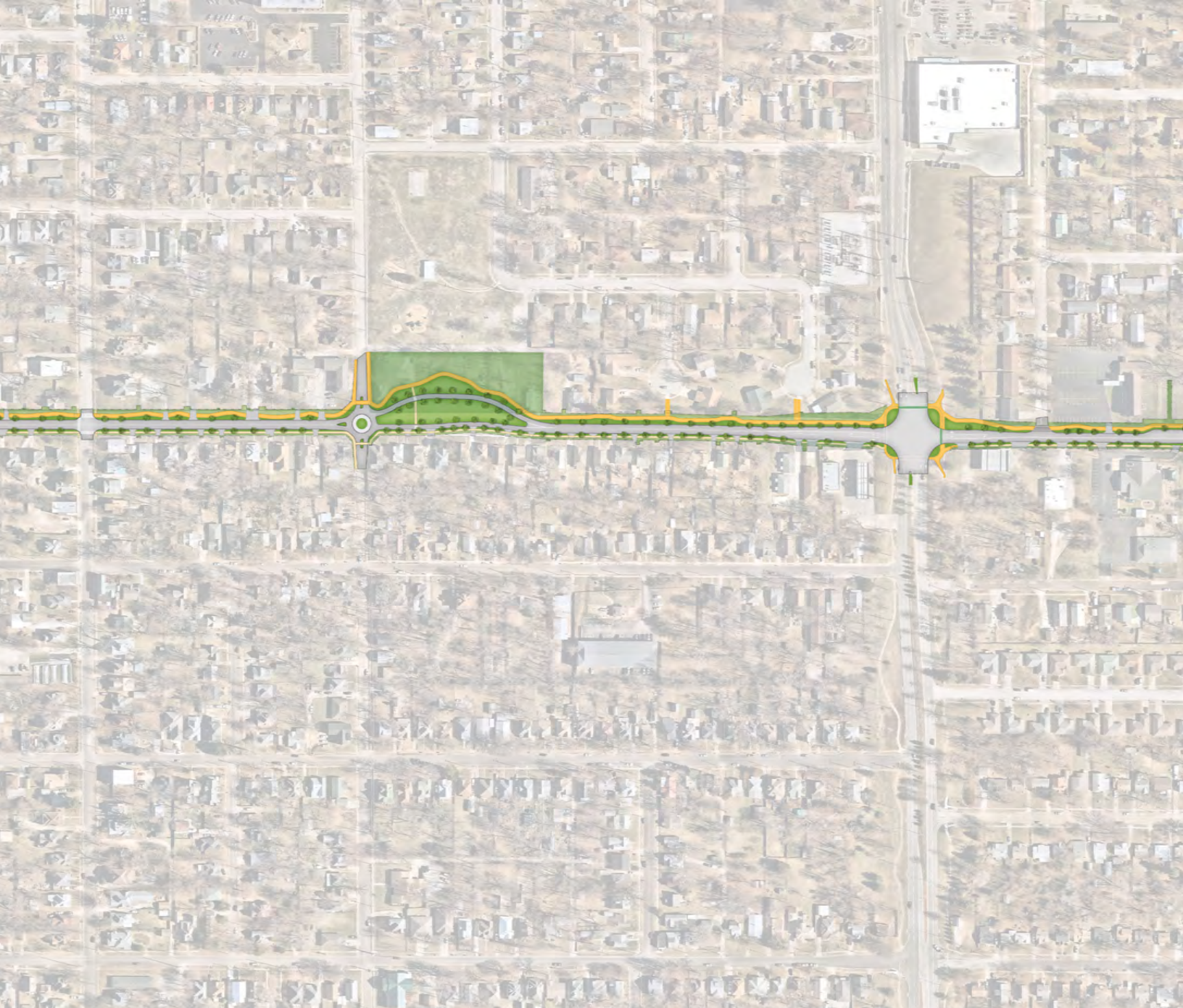


BLOCK TYPOLOGY

- 1 Parking Lot** – Parking should be located behind the building and accessed through the alley.
- 2 Streetwall** – Buildings should be sited to create a continuous streetwall along Grant Avenue.
- 3 Screening** – Parking lots should be well screened from adjacent residential uses.
- 4 Pedestrian Access** – Parking lots should be connected to Grant Avenue or Catalpa Street to increase pedestrian access to the corridor.
- 5 Buffering** – Walls or fencing and landscaping should be used to create clear separation between residential and nonresidential uses.
- 6 Orientation** – Buildings should be oriented toward Grant Avenue.
- 7 Setbacks** – New development should be setback to align with the existing residential structure that is closest to the public right-of-way.

DESIGN CONSIDERATIONS

- 1 Façade Articulation** – Articulation should be used to break up long blank facades and primary facades should front Grant Avenue.
- 2 Signage** – Signs should be proportionate to the scale of the building, complement the facade, and prioritize pedestrian wayfinding.
- 3 Outdoor Space** – Outdoor plazas should be allowed for dining and public gathering.
- 4 Landscaping** – Landscaped areas should buffer parking and service areas.
- 5 Materials** – Nontraditional building materials such as plastic and vinyl siding should be discouraged.
- 6 Lighting** – Pedestrian-scale lighting should be incorporated into entries, signage, displays and pedestrian walkways, and parking areas for wayfinding and general safety.



IMPLEMENTATION



The Grant Avenue Parkway Corridor Plan is a policy guide that outlines the necessary actions for the City to take to achieve the community's vision for the future of the corridor. It is designed to serve as a foundation for decision-making for staff, elected and appointed officials, developers, property owners, and other stakeholders. Despite the comprehensive nature of the Plan's recommendations, the Plan is not regulatory in nature. The Plan itself does not have the "teeth" needed to require new development and redevelopment along the corridor to align with the community's vision articulated in the Plan. Updates to the City's zoning regulations are needed to implement the plan.

IN THIS CHAPTER

- What does Zoning do?
- Grant Avenue Parkway Corridor Regulatory Strategy

IMPLEMENTATION THROUGH REGULATION

Zoning regulations are the rules that new development and redevelopment must follow, making them an essential tool in Plan implementation. Often, communities will adopt a plan with a clear vision, only to “pull the reins back” on the development regulations needed to achieve their objectives. There is a fear that such regulations will deter reinvestment and push development to occur elsewhere. However, properly drafted land development regulations that align with a plan, can remove unnecessary barriers to investment by providing flexibility for potential developments, offsetting the requirements related to design. In this way, land development regulations offer an opportunity to implement the plan by making good development easy.

WHAT DOES ZONING DO?

Zoning ordinances manage how land is developed and used to protect public health, safety, and welfare. Zoning ordinances are the means by which local governments regulate land use. They accomplish this in a myriad of ways, including but not limited to those detailed below.

- **Euclidean Zoning.** Euclidean zoning is the traditional approach to zoning that divides a community into zoning districts based on the types of uses that are desirable in different areas and establishes rules for how land in each district can be developed and used. Euclidean zoning districts keep high intensity uses that may impact surrounding properties, like manufacturing, away from less intense uses, like homes and schools. Each district establishes different rules that limit development activity, including which use types are allowed and how they are permitted as well as how big a building can be, where on a lot a building can be located, how much open space must be left over, how much parking has to be provided, and much more.
- **Form-based Zoning.** Form-based zoning also divides a community into zoning districts, however unlike Euclidean zoning, form-based zoning districts are based on the types of urban form and development patterns that are desirable in different areas. The foundation of form-based zoning districts in many communities is the rural to urban transect, which defines a series of areas that transition from rural areas utilized for agriculture to dense downtowns and urban cores. Put simply, form-based zoning primarily regulates what development looks like and secondarily how development is utilized. This is accomplished by establishing standards for different building types and for how building façades relate to the public realm.
- **Incentive-based Zoning.** Incentive based zoning is a type of Euclidean zoning that offers flexibility in standards and requirements in exchange for items that help a community reach its goals such as the provision of affordable housing, preservation of open space and environmental features, and much more. Increased density, height, or lot coverage are some of the most common types of incentives offered along with relief from requirements for parking and other development standards as detailed below.

- **Overlay Zoning.** Overlay zoning is used in concert with Euclidean and form-based zoning to establish unique standards for specific areas that are otherwise governed by multiple zoning districts such as downtowns, areas surrounding transit stops, historic neighborhoods, and commercial corridors. In some circumstances, the overlay zoning district applies additional standards on top of the standards of the base zoning district, while in other circumstances the overlay zoning district standards supersede or replace the standards of the base zoning district. The standards established in overlay zoning districts often control building architecture and design, allowed density and development patterns, and other topics that make the area governed by the overlay district unique.

- **Development Standards.** Development standards, often called standards of general applicability, are an integral component of Euclidean zoning. They include regulations that are relevant for all uses throughout zoning districts, such as off-street parking and loading, landscaping, fences, and much more.

- **Use-specific Provisions.** Use-specific standards are another integral component of Euclidean zoning. They include detailed regulations applicable to specific uses such as the conversion of single-family residences to office or multifamily and neighborhood-scale commercial, regardless of the district in which they are located.

- **Sign Standards.** Sign ordinances manage the type, size, and location of permanent and temporary signs in a community. Where a sign ordinance is located within a municipal code varies community by community, but can often be found in the zoning ordinance, building ordinance, business ordinance, or as a standalone title. In 2016, the Supreme Court of the United States made a decision in the *Reed vs. the Town of Gilbert* case that impacted the majority of sign ordinances throughout the country, Springfield's included. This decision clarified that sign copy is protected speech under the first amendment and held that signs cannot be treated differently based on their communicative content. Simply put, if a sign regulation can only be enforced by reading what the sign says, that regulation is a violation of the first amendment. For example, signs that communities traditionally have established specific regulations for, such as real estate signs or political campaign signs, are no longer valid.

GRANT AVENUE PARKWAY CORRIDOR REGULATORY STRATEGY

To accommodate the range of uses and block typologies included in this Corridor Plan, it is recommended that the City establish a new overlay district that supersedes the standards of the area's base zoning districts. The overlay district should be divided into subareas that align with the subareas defined in the Corridor Framework and detailed in the Subarea Plans section.

The overlay district should utilize a hybrid Euclidean, form-based, and incentive-based approach to achieve the community's vision for this area in a business and developer friendly manner. The overlay should take a Euclidean approach to the types of uses allowed in each subarea, while standards regulating architecture, design, and bulk should take a form-based approach that builds off of the block typologies. Further, incentive-based strategies should be considered to encourage a higher level of design and greater site amenity than the City would otherwise require for landscape, signs, open space, and other development standards.

