



Springfield Planning and Zoning Commission

City Council Chambers (830 N. Boonville)

Date: October 25, 2022

Time: 6:30 p.m.

Members: Randall Doennig (Chair), Britton Jobe (Vice-Chairman), Natalie Broekhoven, Bruce Colony, Bill Knuckles, Christopher Lebeck, and Eric Pauly

This meeting will be conducted both at 830 N. Boonville Ave. and electronically. The public may observe, physically attend (the number of people gathered will be limited with physical distancing requirements applied) or view at

<http://cityview.springfieldmo.gov/live stream/>.

1. ROLL CALL

2. APPROVAL OF MINUTES

3. COMMUNICATIONS

4. CONSENT ITEMS

5. UNFINISHED BUSINESS

6. PUBLIC HEARINGS

7. Proclamation Of National Community Planning Month

City of Springfield

8. Adoption Of The Forward SGF Comprehensive Plan

City of Springfield, Comprehensive Plan: [HTTPS://WWW.FORWARDSGF.COM/](https://www.forwardsgf.com/)

Documents:

FWD SGF_ADOPTION MEMO WITH RESOLUTION_10-25-22 BRITTON JOBE.PDF

9. OTHER BUSINESS

10. ADJOURN

Footer

PLANNING AND ZONING COMMISSION
PUBLIC HEARING PROCESS IN RESPONSE TO COVID-19
Citizens who have experienced any of the following, will not be allowed inside City Hall:
• Flu-like symptoms
• Respiratory illness (cough, difficulty breathing)
• Fever
• Travelled in the past 14 days to an affected area
• Been exposed to someone who has travelled to an affected area
• Been exposed to someone who has been evaluated for the illness or confirmed illness

The Planning and Zoning Commission meeting can be viewed on Mediacom cable channels 15.1, 22 and 80 and AT&T Uverse channel 99, or viewed online at Cityview.springfieldmo.gov/livestream. The meetings are also livestreamed on the @CityofSGF Facebook page.

For items for which the public may speak, the Commission Chairperson will invite anyone who wishes to speak to an item after staff makes its presentation. **Please fill out a Speaker Card. When you address Commission, please step to the microphone at the podium and state your name and address.** All meetings are televised live and tape recorded. Please limit your remarks to five (5) minutes unless Commission allows a longer time. In accordance with ADA guidelines, if you need special accommodations when attending any City meeting, please notify the City Clerk's Office at 417-864-1443 at least three (3) days prior to the scheduled meeting.

PLANNING AND DEVELOPMENT DEPARTMENT
INTEROFFICE MEMORANDUM

DATE: October 18, 2022

TO: Planning and Zoning Commission Members

FROM: Randall Whitman, Principal Planner

SUBJECT: Forward SGF Comprehensive Plan

REQUEST

Approval of a Resolution adopting the Forward SGF Comprehensive Plan for the City of Springfield.

HISTORY

The City of Springfield adopted Vision 20/20 over the course of several years in 1997-2001. The Vision 20/20 – Comprehensive Plan (Master Plan) had a 20-year horizon ending in 2020. In March of 2016 the City of Springfield Planning and Zoning Commission requested the City Council to appropriate funds to have the Comprehensive Plan updated. After identification of level-property funding in 2018, the City of Springfield embarked on the development of a new Comprehensive Plan (Master Plan), Forward SGF in 2018.

PLANNING AND ZONING COMMISSION AUTHORITY

Land Development Code: Section 36-271 Definitions:

Master plan: A comprehensive *plan* prepared by or under the direction of the Planning Commission and adopted by the city council which indicates the general locations recommended for the various functional classes of public works, places and structures, and the general physical development of the City of Springfield and includes any unit or part of such *plan* separately adopted and any amendment to such plan or parts thereof.

City Charter: Section 11.5. - Master plan; generally.

The master plan with the accompanying maps, plats, charts, descriptive and explanatory matter, shall generally guide the physical development or redevelopment of the City and may include, among other things, goals, objectives, policies, standards, and recommendations for the following:

- a) The general location, character, and extent of streets, bridges, parks, waterways, and other public ways, grounds, and spaces;
- b) The general location of public buildings and other public property;
- c) The general location and extent of public utilities, whether publicly or privately owned;
- d) The removal, relocation, widening, extension, narrowing, vacation, abandonment, or change of use in such existing or future public ways, grounds, spaces, buildings, property, or utilities;
- e) The general location, character, and extent of residential, commercial, industrial, and other uses of land.

The enumeration of the above is not intended in any way to limit the commission and the city council from adopting other elements to the master plan.

City Charter: Section 11.6. – Adoption of master plan.

The commission may adopt the *master plan* as a whole by a single resolution or may by successive resolutions adopt successive parts of the *plan*, said parts corresponding to major geographical sections of the city or to functional divisions of the subject matter of the *plan*, and may adopt any amendment or extension thereof or addition thereto. The adoption of the *plan*, or any such part, amendment, extension, or addition shall be by resolution carried by the affirmative vote of not less than a majority of the commission, but before the adoption of the *plan* or any such part or any modification, extension or addition, the commission shall hold at least one public hearing on the proposed action. An attested copy of the *plan* or part thereof shall be certified to the council. Neither the *master plan*, nor any element of the *plan*, shall have the legal effect set out in Section 11.7 of this chapter unless the *plan*, or the element of the *plan* in question, shall have been approved by the city council.

City Charter: Section 11.7. – Legal status of master plan.

- 1) *Master plan* to provide general guidelines. The *master plan* shall be prepared and maintained as a general guide for the orderly and efficient development and redevelopment of the City of Springfield. The *master plan* shall be kept current through review not less than every five years. When required by this Charter or otherwise deemed necessary, such review shall include proposed revisions or alterations in the *master plan* and public hearings thereon.
- 2) Regulations to generally conform to master plan. All rezoning of land, subdivision plats, development proposals, and the zoning ordinance, subdivision ordinance and the zoning map should generally conform with the guidelines set forth in the *master plan* and should be reviewed for consistency with the *master plan*; provided, however, inconsistencies with the *master plan* shall not constitute cause to invalidate any such matter. The *master plan* shall not have the effect of a regulatory ordinance.
- 3) *Master plan* to guide public improvements. The master plan shall provide guidelines for the location of public streets, parks and other public ways, grounds and spaces, public buildings and structures, facilities of public or private utilities, and the acquisition of real property by the city for public use. To that end the Planning and Zoning Commission shall review the following:
 - a) All proposals to construct or extend public streets.
 - b) All proposals to improve land as a park.
 - c) All proposals to lay out or improve other public ways, grounds, or spaces.
 - d) All proposals to construct public buildings and structures.
 - e) All proposals to lay out and construct facilities of public utilities, whether publicly or privately owned.
 - f) All proposals to acquire real property for public purposes.

In reviewing and approving all such proposals, the function of the Planning and Zoning Commission shall be to determine whether they are generally consistent with the *master plan* of the city. No such proposals shall be constructed or authorized until the location, extent and character thereof has been submitted and approved by the Planning and Zoning Commission.

In case of disapproval, the Commission shall communicate its reasons to the City Council, and the City Council, by vote of not less than two-thirds of its entire membership, may overrule the disapproval and, upon the overruling, the city council or the appropriate board or officer may proceed, except that if the proposal is by an agency other than an agency of the city and the authorization or financing does not fall within the province of the City Council, then the

submission to the planning commission shall be by the agency having jurisdiction, and the Planning Commission's disapproval may be overruled by that agency by a vote of not less than two-thirds of its entire membership. The acceptance, widening, removal, extension, relocation, narrowing, vacation, abandonment, change of use, acquisition of land, sale or lease of any street or other public facility is subject to similar submission and approval, and the failure to approve may be similarly overruled.

In the event the commission shall fail to act within thirty days after the date of official submission of a proposal (which date shall be the date that the matter is placed upon the agenda of the Commission) to the Commission, then the proposal shall be deemed to have been approved by the Commission, unless a longer period for review by the Commission shall have been authorized by the Council or by the public officials submitting the proposal. In any case in which the Commission finds that it is not reasonably able to complete its review of a proposal within thirty days, it may extend the time for such review for not more than thirty days.

PROCESS

In October of 2018 City Council's Community Involvement Committee initiated the development of a new Comprehensive Plan for the City of Springfield. In May 2019, the City entered into a contract with Chicago-based Houseal Lavigne Associates to guide and develop a new Comprehensive Plan for the City of Springfield.

Forward SGF Community Engagement – Considered one of the cornerstones of planning, community outreach has been a priority from the launch of this initiative. Taking in nearly 10,000 points of participation and engaging with over 2,500 individuals through in-person participation, Forward SGF integrated a wide-array of outreach, including traditional workshops, virtual tools, three live / broadcasted speaker series events, and social media to reach community members. Highlights include the coordination of over 1,300 community members in 57 "Issues and Opportunity Identification" workshops and three community-wide visioning workshops with over 800 participants in attendance.

Forward SGF Overview and Update – Over the course of project development, City Council, the Planning and Zoning Commission, Advisory Teams, and the public received an update on progress of the plan, including major milestones, such as the completion of the Issues and Opportunities Report in January 2020. Subsequent updates were presented during two community workshops in March and June 2022. Each presentation, accompanying reports, and related presentation materials were made available via the project website: WWW.ForwardSGF.com

Forward SGF Community Release - In July 2022, the City of Springfield coordinated with the Springfield Cardinals to host an afternoon Reveal event at Hammons Field where over 250 people attended. Key initiatives and recommendations from each chapter of the Plan were presented to the public and a host of community and subject matter experts were in attendance to answer questions. The Hammons Field Reveal event was subsequently followed-up by four additional workshops located in each of the four Council Zones.

City Staff have worked diligently with the Consultant team to edit the various drafts that have been presented. Collectively, staff have progressively reviewed and edited over six draft documents, compiling over 3,000 comments from staff, advisory team, and focus group members, in addition to concerns raised by the Planning and Zoning Commission. The proposed plan represents final edits made and posted to the project website for public review.

ANALYSIS

State enabling legislation and the City's Charter outline a prescriptive list of functional aspects the Plan should include to guide the physical development of the city. As with past planning efforts and current trends in urban planning, Forward SGF does provide some guidance and recommendations aimed at stabilizing and improving certain social aspects of the community, such as crime, poverty, homelessness, and overall prosperity.

Forward SGF provides guidance on the fundamental aspects of infrastructure, facility, and future land use and development outlined above, as required by the City Charter. Some components of the City's infrastructure plans are supplemented in more detailed planning work, either already adopted or in process. For instance, the Environmental Services Department is currently undertaking a comprehensive study of the collection system and treatment facilities for both the northwest and southwest systems. Once completed, plans like these will be adopted and incorporated in the City's Comprehensive Plan as elements. Neighborhood, corridor, or district plans are also prepared from time to time and when adopted are also incorporated as elements of the Plan. A complete list of past plans and amended plans that will be included as part of Forward SGF are outlined at the end of this report, under the heading **Appendix Files**.

ORGANIZATION

The Plan reacts to community input and targeted outreach efforts to clearly communicate a comprehensive 20-year vision for the city. The vision revolves around an aspirational movement to expand the prosperity of the city by focusing on one unifying principle "Quality of Place". Within the context of a Comprehensive Plan, which focuses primarily on land use and development policy, Quality of Place is defined by creating a highly liveable place through:

- Investing in the development of **complete neighborhoods** that offer a unique living experience by being well-connected to public facilities, markets, neighborhood amenities, and employment centers and by providing a range of safe, healthy, and diverse housing options.
- Fostering **stewardship** in the care and ownership in neighborhoods, the built and natural environment, and the city's image, character, and identity.
- Creation of a **vital economy** that offers a range of goods, services, and employment options in vibrant urban spaces, districts, and corridors.

Forward SGF is further organized by incorporating three **themes** throughout the Plan:

- **Community Physical Image** – beautification of the city through investment in public and private infrastructure.
- **Arts, Culture, and Historic Preservation** – celebration and elevating pride and expansion in cultural and historic resources.
- **Health and Well-being** – awareness aimed at improving the health and behavioral choices of individuals and the overall community.

The Comprehensive Plan is divided into 15 chapters, but targets five core elements:

- Housing and Neighborhoods
- Economic Development
- Transportation and Mobility
- Infrastructure and Community Facilities
- Parks, Greenways, and Natural Resources

Future Land Use, Development, Growth, and Annexation are also fundamental components of the Plan:

- **Land Use and Development** – By utilizing a place-based approach to planning and development, that does not focus exclusively on the use of individual parcels, but rather the creation of identifiable and memorable places, neighborhoods, corridors, or districts with a mixture of compatible uses, development and redevelopment will focus on better integrated design and a relationship to the built and natural environment.
- **Growth Areas and Annexation** – Through a commitment to planned, sustainable, responsible growth Forward SGF prioritizes areas for economic and physical growth where infrastructure improvements and community resources can be leveraged to expand the city, while maintaining existing infrastructure and resources within the city's current corporate limits.

Top 10 Key Initiatives – Ten initiatives have been identified in the Plan that were developed based on community outreach that are critical to implementing the Quality of Place vision.

1. **Restore SGF** – is a local initiative that aims to encourage reinvestment and homeownership in Springfield's neighborhoods.
2. **Place-Based Approach** – is a new approach and shift in how the city will plan and guide development and redevelopment, focusing on design over use with an emphasis on creating quality places.
3. **Comprehensive City Code Update** – one of the most critical tools to successively implementing the Plan, development codes will be reviewed and aligned with the guidance from Forward SGF.
4. **Ungap the Map** – expanding and closing gaps between existing segments of the trail network will connect neighborhoods and community amenities city-wide, while creating alternative recreation and transportation options for residents.
5. **Entrepreneurial Stewardship** – cultivating an environment for small business growth, live-work opportunities, and start-ups is an essential component of the city's economic development planning efforts.
6. **Corridor Improvements** – planning for access, beautification, and multi-modal improvements along key city corridors is an essential strategy to improving quality of place and implementing recommendations in numerous core elements of the Plan.
7. **Neighborhood Commercial Hubs and Planning** – creating places that serve as small-scale neighborhood activity centers is championed in the neighborhood and economic development chapters as a key strategy to increase quality places and complete neighborhoods.
8. **Connecting to Nature** – championing outdoor recreation opportunities, sustainable development, and ecotourism is key to improving stewardship and awareness of the intrinsic value of the local ecology and natural resources that make Springfield a great place to live and visit.
9. **Growth and Annexation Plan** – establishing a strategy to manage existing and planned improvements for balanced growth that does not compromise available resources, in the short-term is critical to long-term sustainability of the city.

10. **Regional Planning and Partnerships** – promoting and participating in planning efforts with surrounding communities and agencies is critical to the long-term health and success of the city and region.

Area and Subarea Plans – Forward SGF predominately guides the future growth and improvement of the city from a comprehensive perspective, limiting planning guidance at the parcel level to Land Use, Development, Growth, and Annexation. The exception to that comprehensive approach is the inclusion of the following targeted Area plans for **Downtown** and **Commercial Street**, and five **Subarea Plans**:

Downtown Plan – As a guide for the continued revitalization of the city’s urban core, this targeted plan presents a vision and a unifying effort for a variety of initiatives and strategies to guide growth and improvement in Downtown Springfield. The Downtown Plan included an Advisory Team specifically selected for this area, as well as targeted community engagement events focused on the Downtown area.

Commercial Street Plan (Area Plan) - The Commercial Street Plan was completed by Progressive Urban Management Associates (PUMA) and has been incorporated as a component of Forward SGF. This element of the Plan serves as a guide for the continued revitalization of historic commercial street and establishes a vision for a diverse, safe, and inviting mixed-use area that provides a quality environment within the district and the surrounding neighborhoods. The planning process for Commercial Street also included a separate Advisory Team and targeted community engagement activities and events dedicated to planning for the future of the district.

Subarea Plans - Forward SGF includes five Subarea plans that build on the core elements of the Plan. The five subareas are Glenstone Avenue, Trafficway Street, Chestnut Expressway, Lake Springfield, and Boonville Avenue Corridor. These five areas were chosen because they exhibit significant potential for change. The Subarea Plans highlight key concepts and strategies for land use and development, multimodal connectivity, and streetscaping and placemaking within each subarea. The Subarea Plans provide insight on how city-wide policies can be applied to these specific subareas, but also serve as a model for similar areas within the community. Further planning is already underway for the Lake Springfield Master Plan funded with a grant from the U.S. Department of Commerce’s Economic Development Administration (EDA) and the Hatch Foundation.

Appendix Files – Additional Plans, studies, and reports are being incorporated into the Comprehensive Plan, as components of the **Forward SGF Appendix**.

Previously Adopted Plans – The following plans and studies, which were previously adopted as elements of the City’s Comprehensive Plan, are to remain in effect as elements of the Forward SGF Comprehensive Plan:

- Ozarks Technical Community College – Springfield Campus Master Plan, May 2010
- College Street Corridor Plan, August 2012
- Galloway Redevelopment Area - Design Guidelines, October 2019
- Grant Avenue Parkway Corridor Plan, March 2021
- IDEA Commons Plan, October 2010
- Jordan Valley Concept Plan, September 2005
- Jordan Valley Concept Plan Graphic, March 2015
- Midtown Neighborhood Plan, April 2001
- Phelps Grove Neighborhood Plan, April 2019
- Rountree Neighborhood Plan, November 2018

- Southeast Springfield Development Study, November 2002
- West Central Neighborhood Strategic Plan, May 1998
- West Sunshine/Highway 60 Corridor Study, March 2009

New or Revised Plans – The following plans are new or have been revised and have not previously been adopted, therefore they will be adopted as elements of the of the Forward SGF Comprehensive Plan:

- Historic Preservation Element, July 2022
- Springfield Art Museum Master Plan, May 2018
- Springfield–Greene County Park Board Parks and Recreation Master Plan, May 2021

Supporting Reports – The following reports contain supplementary material and supporting background information that were developed in concert with Forward SGF and are being included in the Plan as an essential part of the public record:

- Commercial Street Plan - Executive summary, survey, and market profile, as produced by Progressive Urban Management Associates, April 2021
- Forward SGF – Outreach Summary, December 2019
- Forward SGF – Issues and Opportunities Report, April 2020

Implementation - With the comprehensive planning process complete, the longer process of implementing the plan to facilitate change and growth begins. To realize the community's vision for the future of Springfield, the City must take a proactive role in implementing the recommendations, strategies, and policies contained within Forward SGF. The adoption of the Comprehensive Plan sets the foundation and framework for additional planning, numerous efforts, such as the following are well underway:

- **Revisions and Updates to the Land Use Code** – A Request for Proposals (RFP) was issued for this important piece of legislation that will include a comprehensive update to the Zoning Code, Subdivision Regulations, and related development codes.
- **Housing Needs and Conditions Study Evaluation, and Neighborhoods Revitalization Strategy** – A RFP was recently issued for a study which will include an assessment of current housing conditions, demographics, market demands, housing gaps, and strategies to mitigate identified gaps.
- **Transportation Master Plan** – The City is actively preparing an RFP for the preparation of a comprehensive transportation study and plan. This plan will include a review of the Major Thoroughfare Plan, Functional Classification System, and the addition of an Access Management Plan, and related transportation policies.
- **City Utilities Transit Study** – City Utilities has recently issued an RFP for a comprehensive study and plan of the public transportation system.
- **Treatment Plant and Collection System Master Planning** – Environmental Services is in the process of developing master plans for both treatment and collection systems for the Northwest and Southwest facilities. These studies will provide guidance for further growth and subsequent system expansion and improvements for the City's entire wastewater treatment and collection system.

- **Lake Springfield Master Plan** – A multi-disciplined consultant team has been selected following receipt of a Federal Economic Development Planning Grant to develop a master plan for the Lake Springfield area, including future use of the decommissioned powerplant and the redevelopment and public improvement of the surrounding James River and Lake Springfield properties.

As this list of initial work makes clear, implementation of Forward SGF will require active cooperation of elected and appointed officials, City staff, partner organizations, the local business community, property owners, developers, and residents to make the Comprehensive Plan a reality.

Lastly, staff is committed to fulfilling the charged outlined in the City Charter, by keeping the Plan current through review, of not less than every five years. Analyzing and reviewing the plan along with accompanying components in concert with local and national trends, capital planning efforts, and policy changes will help to ensure the plan remains current and the legacy of the vision realized in 2040.

**A RESOLUTION ADOPTING THE COMPREHENSIVE PLAN FOR THE CITY OF
SPRINGFIELD, MISSOURI.**

WHEREAS, the City of Springfield (the "City") is committed to retaining and enhancing the desirability and livability of its community, and has sought to create a vision of the community through the development of a comprehensive plan or master plan (the "Plan") for the city; and,

WHEREAS, the Planning and Zoning Commission of the City of Springfield, Missouri (the "Commission"), is required by Section 89.340 of the Missouri Revised Statutes and Section 11.2 of the Charter, and has the authority and responsibility to develop a master plan (Plan) for the physical development of the City; and,

WHEREAS, Section 11.5 of the City Charter provides that the master plan (Plan) for the physical development of the City, with the accompanying maps, charts, descriptive and explanatory matter, shall show the Commission's recommendations for the development of the City territory; and,

WHEREAS, Section 11.6 of the Charter provides that the commission may adopt the master plan as a whole by a single resolution, or may by successive resolutions adopt successive parts of the plan, said parts corresponding to major geographical sections of the city or to functional divisions of the subject matter of the plan, and may adopt any amendment or extension thereof or addition thereto; and,

WHEREAS, on October 25, 2022, the Commission, under authority granted to it by the Missouri Revised Statutes, and the City Charter, after a duly called public hearing, and after considering the views of all those who came before it, voted to approve the Plan on file with the Executive Secretary of the Commission, as the official comprehensive plan for the City.

NOW, THEREFORE, BE IT RESOLVED BY THE PLANNING AND ZONING COMMISSION OF THE CITY OF SPRINGFIELD, MISSOURI AS FOLLOWS:

Section 1. The Springfield Comprehensive Plan on file with the Executive Secretary of the Commission, is hereby approved and the Commission hereby orders that the Plan be made available to the public.

Section 2. All maps, descriptive matter and other matters in the Plan are intended by the Commission to be a part of the Comprehensive Plan.

Section 3. All prior comprehensive plans, portions thereof, updates thereto, or additions thereto, are hereby repealed to the extent they are inconsistent with the Plan.

Section 4. The Executive Secretary of the Commission is instructed to:

- a) Record or otherwise make available a copy of the Comprehensive Plan in the office of the Greene County Recorder of Deeds.
- b) File the Comprehensive Plan in the office of the Commission.

- c) Give a certified copy of the Comprehensive Plan to the City Council and keep a certified copy on file; and
- d) Make the Comprehensive Plan available for public inspection during normal office hours.

PASSED AND APPROVED THIS 25TH DAY OF OCTOBER 2022.

Britton Jobe, Vice-Chairman
Planning and Zoning Commission

Susan Istenes, AICP
Director of Planning and Development,
Executive Secretary of the Planning and Zoning Commission