



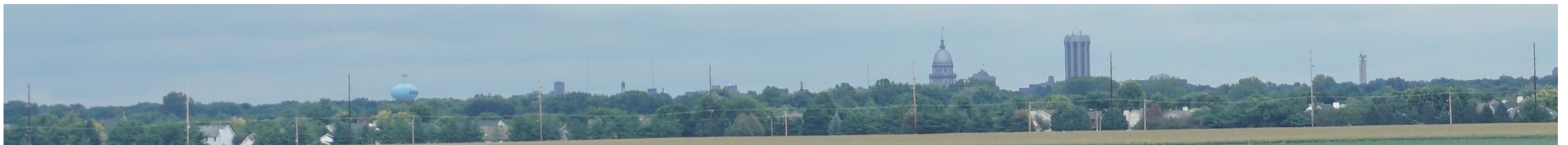
# Comprehensive Plan City of Springfield, Illinois 2017—2037

## PART I: Forging a New Legacy

Prepared for the City of Springfield by the Springfield-Sangamon County  
Regional Planning Commission











# **CITY OF SPRINGFIELD COMPREHENSIVE PLAN**

**For the Period  
2017—2037**

## **PART I: Forging a New Legacy**

**Adopted by the City Council  
City of Springfield, Illinois  
January 16, 2018**







Prepared for the City of Springfield by:  
**THE SPRINGFIELD-SANGAMON COUNTY REGIONAL  
PLANNING COMMISSION**  
200 South 9th Street, Room 212  
Springfield, Illinois 62701-1629  
217-535-3110  
*As approved by the Springfield City Council on  
January 16, 2018.*

This document is the property of the City of  
Springfield, Illinois.

Use of these materials for non-commercial  
purposes is permitted as long as proper credit is  
given.







# CONTENTS

## PART I: THE PLAN

LETTER FROM MAYOR LANGFELDER: PAGE 6

ACKNOWLEDGEMENTS: PAGE 7

### SECTION I: INTRODUCTION TO THE PLAN

- About the Plan: Page 10
- The Planning Process & Framework: Page 11
- Public Engagement Activities: page 12

### SECTION II: SPRINGFIELD’S HISTORY

- History of Springfield: Page 16
- Springfield’s Place in the Region: Page 20
- Springfield’s Planning: Page 21

### SECTION III: VISION FOR A NEW LEGACY

- Vision for a New Legacy: Page 24
- Land Use Policy Recommendations: Page 28

### SECTION IV: CURRENT & PROPOSED LAND USE

- Current Land Use: Page 36
- Land Use Scenarios: Page 39
- Proposed Land Use 2017-2037: Page 42

SOURCES CITED: PAGE 79

## PART II: APPENDICES—Summary Reports & Findings

APPENDIX 1: Review of Community Characteristics: Page A-5

APPENDIX 2: Review of Environment & Natural Resources: Page A-13

APPENDIX 3: Review of Utility Infrastructure: Page A-21

APPENDIX 4: Review of Transportation System: Page A-25

APPENDIX 5: Review of Community Amenities & Public Facilities: Page A-35

APPENDIX 6: Community Survey Results: Page A-39

# MAPS IN PART I

One-Half Mile Segments from Springfield’s Corporate Limits: Page 34

City of Springfield Existing Land Use: Page 37

Springfield Extra-territorial Jurisdiction Existing Land Use: Page 38

Projected 10.03% Growth Base Map: Page 39

10.03% Population and Employment Projection from LEAM (Existing Land Use): Page 40

15% Population and Employment Projection from LEAM (Existing Land Use): Page 40

10.03% Population and Employment Projection from LEAM (Proposed Land Use): Page 41

15% Population and Employment Projection from LEAM (Proposed Land Use): Page 41

Springfield 2037 Comprehensive Plan Sectors: Page 42

City of Springfield Proposed Land Use: Page 43

Sector 1—Riverside Area: Page 45

Sector 2— Northeast Area: Page 47

Sector 3—Near North Area: Page 49

Sector 4—Northwest Area: Page 51

Sector 5—Spring Creek Area: Page 53

Sector 6—Near West Area: Page 55

Sector 7— City Center Area: Page 57

Sector 8—Near East Area: Page 59

Sector 9—Camp Butler Area: Page 61

Sector 10—Long Bridge Trail Area: Page 63

Sector 11—Southeast Area: Page 65

Sector 12—Near South Area: Page 67

Sector 13—Southwest Area: Page 69

Sector 14—West Iles Area: Page 71

Sector 15—Spaulding Orchard Area: Page 73

Sector 16—Woodside Area: Page 75

Sector 17—Lake Area: Page 77

Over-Lapping Extra-Territorial Jurisdictions: Page 78





## A Message from Mayor Langfelder



Office of the Mayor  
City of Springfield, Illinois

James O. Langfelder  
Mayor

October 12, 2017

Dear Citizens of Springfield:

I am honored to present to you the 2017–2037 Comprehensive Plan for the City of Springfield:  
*Forging a New Legacy.*

Springfield is a city that has a rich history and a community that is a great place to live and work. Though I am often told that the city needs a planner, I have a firm belief that a city's vision should never rest on one person. The plan for a city should come from its residents and that is why I am proud to present to you the City of Springfield's Comprehensive Plan. It is a vision of the Springfield community we developed together.

As a lifelong resident of Springfield, I have watched the positive transformation of our community due to the dedication and compassion of the residents that call Springfield home. This plan incorporates the positive and negative feedback we received throughout the process and would not have been possible without the hard work of our partners. Those partners include the Springfield-Sangamon County Regional Planning Commission; our Steering Committee that included staff and citizen members; and various residents and community leaders who shared their feedback as we were developing the plan.

I have always said that the most impactful gift we can give is our time. The countless hours our citizens put into this plan will truly shape Springfield's land use and growth in our neighborhoods and how we help businesses develop and expand recreationally. Thank you again to all the residents who gave of their time, providing their insights and assisted in shaping this Comprehensive Plan. The city appreciates your efforts and we are truly grateful.

Sincerely,

A handwritten signature in blue ink, appearing to read "James O. Langfelder".

James O. Langfelder  
Mayor

300 Municipal Center East • Springfield, Illinois 62701 • (217) 789-2200 • Fax (217) 789-2109



COMPREHENSIVE PLAN STEERING COMMITTEE

Governmental Members

- Hon. James O. Langfelder, Mayor
- Ms. Bonnie Drew, Deputy Mayor and Steering Committee Chair
- Mr. Jim Zerkle, Corporation Counsel
- Ms. Karen Davis, Planning & Economic Development Director
- Mr. Mark Mahoney, Public Works Director

Citizen Members

- Mr. Nathan Bishop, Downtown Springfield, Inc.
- Pastor Jerry Doss, Abundant Faith Christian Center
- Ms. Carol Kneedler, Springfield Inner City Older Neighborhoods
- Mr. Jim Skeeters, RE/MAX Professionals, Springfield
- Ms. Valera Yazell, Springfield Planning and Zoning Commission

Non-Member Technical Advisors

- Mr. Nate Bottom, Springfield City Engineer
- Ms. Julia Frevert, Director of Communications, Office of the Mayor

REGIONAL PLANNING COMMISSION STAFF

Commission Administration

- Mr. E. Norman Sims, Executive Director
- Ms. Molly Berns, Assistant Director and Strategic & Comprehensive Planning Manager
- Ms. Mary Jane Niemann, Accounting Technician and Operations Assistant
- Ms. Gail Weiskopf, Administrative Secretary

Development Planning

- Mr. Joe Zeibert, Senior Planner

Land Use and Environmental Planning

- Mr. Steve Keenan, Senior Planner
- Ms. Emily Prather, Associate Planner

SPRINGFIELD CITY COUNCIL

- Hon. Chuck Redpath
- Hon. Herman Senior
- Hon. Doris Turner
- Hon. John Fulgenzi
- Hon. Andrew Proctor
- Hon. Kristin DiCenso
- Hon. Joe McMenamin
- Hon. Kris Theilen
- Hon. Jim Donelan
- Hon. Ralph Hanauer
- Hon. James Langfelder

Strategic & Comprehensive Planning

- Mr. Jordan Leaf, Associate Planner
- Mr. Ethan Hendricks, Planning Specialist

Transportation Planning

- Ms. Shannan Karrick, Senior Planner
- Mr. Jason Sass, Associate Planner
- Mr. Brian Sheehan, Associate Planner
- Ms. Neha Soni, Associate Planner, AICP

Myron West began the 1925 Springfield *City Plan* by giving thanks to the painstaking effort of those involved in its development. As with that plan, this new plan for Springfield would not have been possible without the tireless work of all those involved.

This includes the project Steering Committee, whose members spent countless hours reviewing past plans, considering the implications of the various analytic reports provided to them, assessing the themes drawn from the various public engagement activities that were conducted, reviewing a multitude of maps, graphs and charts, and providing a vision and land use road map for our city in the years to come.

Particular thanks are due to Mayor Jim Langfelder who saw the need for this plan and championed it, and the Springfield City Council, which supported its development and provided thoughtful input.

Recognition should also be given to the staff of the Springfield-Sangamon County Regional Planning Commission (SSCRPC), who managed the project, carried out the many activities necessary to gather the insights of Springfield residents, conducted the many analytical studies necessary for the Steering Committee to gain a better understanding of Springfield and the opportunities and challenges its leaders will confront over the next 20 years, and provided a platform for the development of the land use policies and graphic depictions drawn from these policies that are contained in this work.

Also to be recognized are the many individuals, both from government and the private sector, who were called upon by the Steering Committee to provide technical advice and many useful insights as the project progressed. Special recognition is given to Mr. Curtis Mann, manager of Lincoln Library’s Sangamon Valley Collection and Springfield City Historian, for his contribution in describing the history of our city, which is included in Section II of this document.

And finally, particular note should be given to the citizens of Springfield. During the many months over which this plan was developed, no more can be said to address their assistance than to quote what Myron West said about them when Springfield’s first plan was committed to paper in 1925:

*I can state with satisfaction that during all the months we have been engaged in this inspiring task, no suggestions have come to us from the citizens of Springfield which have expressed other than the desire to help all of the people of Springfield in the greatest measure. The common thought of all with whom we have come in contact has been for a greater, better development of community life, without sectional or partisan favoritism.*

It is to these citizens that the 2017-2037 Springfield Comprehensive planning team endeavored to describe a contemporary vision and forge a new legacy for Springfield in the years to come.











## **SECTION I: INTRODUCTION TO THE PLAN**

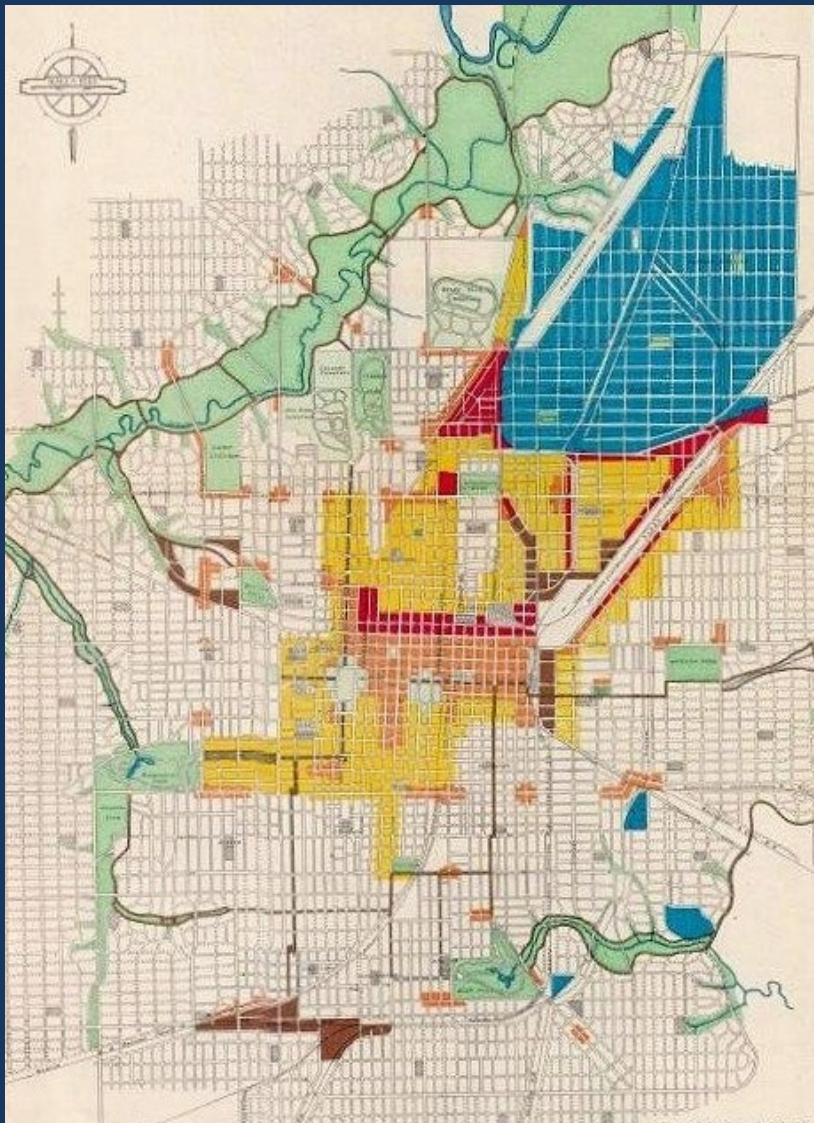
**“A city plan, therefore, while employing itself in the arrangement of the structural features which go to make up a growing city, has the closest possible relationship to that city’s progress from an industrial standpoint and to the development of that character of citizenship that make for community strength”.**

**Myron H. West**



# ABOUT THE PLAN:

## Forging a New Legacy for Springfield



The 1925 Springfield Plan Comprehensive Zoning Map

**This** document provides the comprehensive plan for the City of Springfield, offering a land use framework and associated policy guidance needed by the city’s leaders to make thoughtful land use decisions over the next 20 years. As with any good plan, this one is intended to tell a story. One that highlights Springfield’s past — where it has come from and the forces that shaped it — as well as its present conditions and desired future.

In its most basic form, a well-developed comprehensive plan helps identify where and how a community’s growth needs will be met, as well as help ensure that public investments in infrastructure and amenities are based upon identified needs and are coordinated. However a comprehensive plan is also intended to provide a *vision* for the community, telling its future story: the story its residents prefer and hope to be able to tell at plan conclusion. This part of the story helps provide guidance as to the development of public amenities — such as parks, greenspace, natural areas and trails — and the expected level of environmental and neighborhood quality the community wishes to encourage. It can also be used to identify areas where special consideration and attention are needed: for example, areas where redevelopment and new growth is desired as well as those where new development should be limited or even excluded.

All-in-all, a city’s comprehensive plan is intended to provide a consistent basis for decision making. It is often the only public document that describes the community as a whole and its desired vision of the future; describing how, and at what pace, it wishes to develop physically, economically and socially. In that regard, it may be one of the most important investments a community makes, as it plays an important role in the community’s ability to manage change.

And cities *do* change.

This is not the first comprehensive plan for the City of Springfield. In 1924, Springfield’s City Council adopted an *Official City Plan*, prepared by Myron H. West and the staff of the American Park Builders under the direction of the City’s Zoning and Plan Commission. This plan, which was not published until 1925, was intended to establish a “program for the improvement and extension of Springfield.” In developing what became generally known as the *West Plan*, the planning team drew upon the legacy provided by its most famous resident; Abraham Lincoln. West and his colleagues noted in this first city plan that:

We are beginning to understand that, as Mt. Vernon must be prepared to welcome the world which would do homage to the memory of Washington, so must we in Springfield be prepared to welcome through all time the pilgrims, in increasing hosts, seeking communion with the spirit of Lincoln. And we must offer all we can to the authentic and true, to satisfy their quest. (*Official City Plan*, 1925, p. 11.)

Mr. Lincoln created a legacy that informed the 1925 plan and still influences Springfield today. But now, in the 92 years that have elapsed since the West Plan was published, and the 156 years since Mr. Lincoln left Springfield for our nation’s highest office, we find that Springfield has changed, and changed in fundamental ways. A new legacy

needs to be forged that takes into account both the desires of present residents and the demands of the future if our city is to be a place where those who follow us wish to live, work, study, recreate and raise their families.

The development of a comprehensive plan holds many advantages for a city. Being primarily a land use plan, it provides for up-front agreement on decisions about land uses. However it can also bring attention to matters pertaining to community growth, transportation, economic development, environmental protection and many other issues and conditions that if not considered prospectively are left to be addressed simply by happenstance. It allows both developers and citizens to know what to expect as the community makes decisions about the city’s growth, providing a better legal basis and support for zoning and other land use decisions consistent with the plan.

This consistency often encourages additional private investment in a community, and serves to facilitate more efficient and effective use of public funds when budgetary decisions are made in light of long-term needs. It can even be a vital tool in attracting additional state and federal funding, demonstrating not only where development needs exist, but evidencing that the city is prepared to use these funds wisely and well.

Even so, a comprehensive land use plan cannot solve every problem a city faces or entertain every future opportunity that may come its way. It is not meant to. The 1925 Springfield *City Plan* did not do this, and it is unlikely that this and future Springfield comprehensive plans will be more successful. But if dutifully studied, applied and amended as times and circumstances require, it will provide future residents with a community that was thoughtful in meeting its growth needs, consistent in its approach, and better prepared for the unanticipated challenges that are sure to come.

As was the intent of the 1925 Springfield City Plan, it is the intention of this plan to forge a new legacy for Springfield, building upon our city’s heritage as well as the opportunities that the future we plan for will provide.

**E. Norman Sims, Executive Director**  
**Springfield-Sangamon County Regional Planning Commission**



**Formal** efforts to update Springfield’s comprehensive plan began in May of 2016 with the first meeting of the project Steering Committee. The establishment of this committee, which included both key governmental members and citizens representing the public, was elemental to the development of the plan, as the Steering Committee was intended to provide guidance for the project, help identify areas of importance, serve as a sounding board – and springboard – for ideas to be entertained as the plan developed, and also serve as an additional source of thoughtful input to ensure that the public’s interests were addressed.

Work began on the project prior to this time, however. In January of 2016 the Springfield-Sangamon County Regional Planning Commission (SSCRPC) was engaged to assist the City and the Steering Committee in the development of the plan. Between January and May of 2016, the SSCRPC (which had assisted the City in the development of Springfield’s previous comprehensive land use plans) began to lay the groundwork for the project. During this period the SSCRPC collected and reviewed many past and current plans to determine their relevance to the creation of the new one, gathered the data that the Steering Committee would need to conduct its work, and crafted the planning framework and initial schedule used to guide the project’s efforts. This included identifying areas where substantive research and analysis needed to be done, as well as the activities that would be carried out to collect input from Springfield residents.

The project was structured around five phases:

**Phase I – Project Start Up.** This included: the establishment of the Steering Committee, its orientation to the project, concurrence on the process and steps to be taken, as well as the various tasks that would be required; the preparation of an historic review of the city, which was assisted by the manager of the Springfield Lincoln Library’s Sangamon Valley Collection; and assembling and reviewing all previous contemporary (and some past) plans to determine the bearing they might have on the new comprehensive plan.

**Phase II – Research and Analytics.** For a planning effort such as this one to be useful, many things needed to be known about the present nature and condition of the city, as well as how current events and trends may change its nature in the foreseeable future. This phase of the project included the analysis and review of a number of areas fundamental to understanding the city as it exists today, as well as how it might develop over the next 20 years absent any actions by the community. This review produced a number of research reports for the Steering Committee, assessing such key areas as: demographic changes and potential population growth; current land use and future projections pertaining to it; environmental considerations and constraints; the status of the utility infrastructure and its ability to support anticipated community growth; the nature and condition of the transportation system and how it might affect or be affected by growth; and a review and assessment of community facilities and public amenities. The results of this work are summarized in the appendices in Part II of the plan. This phase of the project also included a number of public outreach and engagement activities, which will

be addressed in more detail on pages 12 and 13.

**Phase III – Development of a Vision for the City.** Decisions related to land use should be directly related to the future a city wishes to design and craft for itself. For that reason, this phase of the project was built around developing a *vision* for the community – how it wanted to see itself, and what it wanted to *be* and *be like* in the future — based upon both the analytic work done and the public input received. This phase was intended to address what Springfield desired to achieve and any guiding principles and policies that achieving the desired vision would require. Related to this was the identification of both the opportunities and challenges that Springfield would face over the next 20 years, as well as any recommendations the Steering Committee wished to make regarding the implementation of the plan.

**Phase IV – Development of the Land Use Map.** It is intuitive that land use occurs on the ground, and for this reason land area must be provided for the various land uses that the community will be called upon to provide. This phase began with a review of current land uses, and then moved to a specific review of 17 sectors of the city so that the plan could consider the conditions present in these areas, how proposed land use policies might affect them, and then map how land in these sectors should be best put to use over the next 20 years. This included the identification of specific areas in the various sectors that needed to be called out for special attention: for example, locations where new development is specifically desired and should be encouraged, those where redevelopment should be particularly detailed and induced, or where development should be constrained due to environmental or other factors. The work of the Steering Committee was assisted through the use of the Landuse Evolution and Assessment Model (LEAM, see page 39), developed at the University of Illinois at Urbana-Champaign, which allowed the SSCRPC to run various scenarios to help determine how such things as population growth, job growth, and transportation system development would affect land use throughout the city and its 1.5 mile extra-territorial jurisdiction in future years.

**Phase V – Final Plan Drafting and Submission.** At the conclusion of the four phases above, the drafting of the final plan commenced. The plan drafts were reviewed by the Steering Committee for their approval and subsequent transmission of the final, proposed plan, to the Springfield Planning and Zoning Commission for its recommendations, and from there to the Springfield City Council for its consideration and adoption.

The estimated time period established for plan development, from the first meeting of the Steering Committee to its approval of the draft plan for submission to the City, was 16 months. The preparation of the plan for final review by the Steering Committee was completed within this timeframe.

## THE PLANNING PROCESS & FRAMEWORK





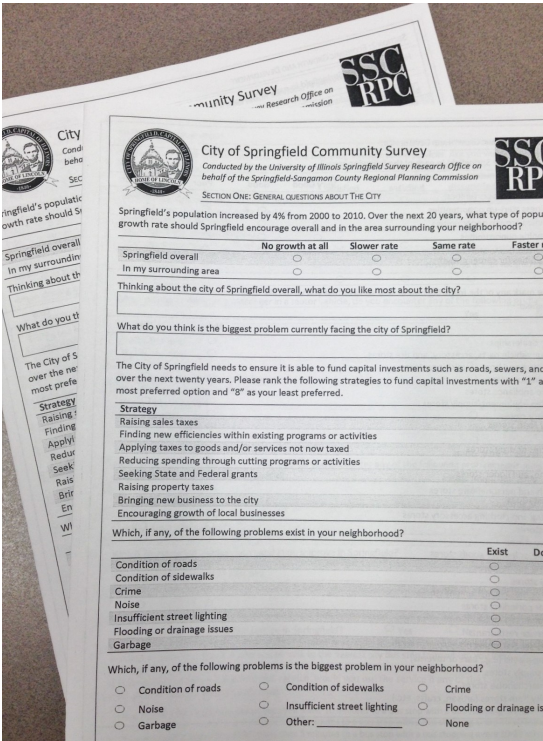
# PUBLIC ENGAGEMENT ACTIVITIES



A critical element in successful comprehensive plan development is open and effective public participation and communication. During the development of the 2017-2037 Springfield plan, a number of public outreach activities were conducted. While the length and breadth of these activities were constrained by both staff resources and time, they included:

**Ward Strategic Planning Meetings.** During the planning period, Mayor Langfelder held a series of meetings, one in each of the city’s 10 wards. SSCRPC staff attended each of these meetings, using the comments from the public to help identify themes of use in the planning, which were shared with the Steering Committee. In addition, SSCRPC staff asked attendees a pair of questions intended to help the Steering Committee in the development of a vision for the city. These questions asked all of the participants to describe in one word how they see Springfield at the present time, and then describe in one word how they wished to be able to describe it in 20 years.

**Community Survey.** As part of its work to update the Springfield Comprehensive Plan, the SSCRPC engaged the Survey Research Office (SRO) of the University of Illinois-Springfield to conduct a mail survey of Springfield’s residents. This was a randomized survey involving over 100 questions intended to ascertain resident opinions and comments concerning: the city in general; economic growth and development; transportation; land use; environment and natural resources; and community amenities and facilities.



The survey was conducted from August 19, 2016, to September 15, 2016, with 5,000 surveys mailed. Respondents were provided the option of completing the survey and returning it to the SRO in a pre-addressed postage-paid envelope, or completing the survey on-line.

While most of the questions in the survey only required respondents to select from a group of responses, several open-ended questions were included as well. The open-ended questions were analyzed separately from the other responses, with the results of both sets of questions provided to the Steering Committee.

A set of demographic questions was also included to find out more about the respondents, but also to allow for the statistically weighted adjustment of the results so that any disparities in the number of residents in various demographic groups compared to the population as a whole, could be addressed. The statistical weighting took into account race, education, age and gender. Because gender was affected by the weighting

of race and education, it resulted in a slightly better response rate for African-American females than African-American males. From the original mailing, 573 surveys were returned. When the random responses were weighted, this resulted in a weighted return of 429 for analytic purposes. Even with weighting, the sampling error was only  $\pm 4.72$ , well within an acceptable range for planning purposes.

The SSCRPC and the SRO also provided residents not included in the random survey the opportunity to take part on-line. This was termed the “opt-in” survey. Participants in the random survey submitted their results on-line using a different code number than the opt-in respondents, allowing for the two groups to be separated. There were 313 residents not included in the random survey who took the opportunity to opt-in. While the results from both groups were provided to the Steering Committee, primary attention was given to those from the randomized survey as it represented a scientific sample.

Respondents were promised that their responses would remain anonymous, and for this reason all returns were sent to the SRO, which compiled the results, calculated the weighting, and provided the tabular data. However, it was important to know whether responses differed by area of the city, as well as if the responses were well-spread geographically. For this reason, and to maintain anonymity, the survey asked respondents to identify the road intersection nearest their home. A map showing the geographic distribution of responses was developed and provided to the Steering Committee. While it was difficult to identify the locations of all respondents (for example, some only mentioned a stretch of roadway that ran through a large section of the city, not allowing for a specific location to be identified), the SSCRPC found that the distribution adequately described the density and location of the city’s population, supporting the survey’s results. Results of the mail survey are summarized in Appendix 6 of this plan.

**Public Open House.** On the evening of Dec. 14, 2016, the Steering Committee conducted an open house to introduce the plan to the public. This session, held in the *State Journal-Register* newspaper’s Community Room, provided several stations to inform residents about the plan and to seek additional input from them. These stations included an overview of the plan and planning process, displays showing the results of the community survey, a micro-charrette that allowed attendees to review and rate various forms and types of development addressed in the community survey, and direct access to the *U-Plan-It* application (discussed on page 13). The session was well attended by both residents and members of the local media.

Results of Community Survey

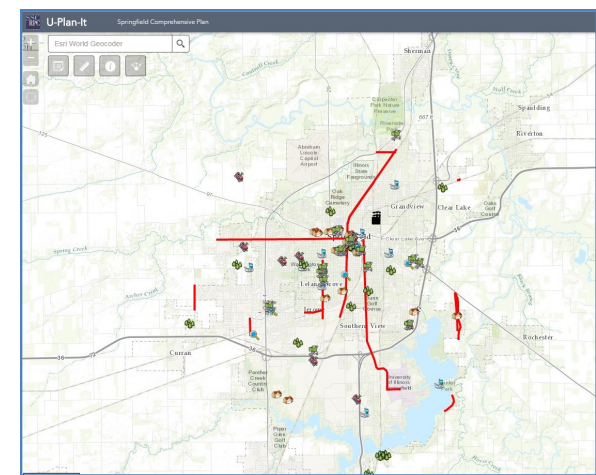
Springfield's 2017-2037 Comprehensive Plan Project

Public Open House  
Display Materials  
December 14, 2016



**Focus Groups.** The effort also included three focus groups. Two of these, a focus group for local businesses and one for older neighborhood groups, were conducted by members of the Steering Committee using a question protocol developed by the SSCRPC. The SSCRPC staff working on the project also conducted a series of focus groups involving Springfield City Council members. The City Council focus groups used the same protocol as the other two groups, but also involved a ranking system to identify the Council members’ priorities.

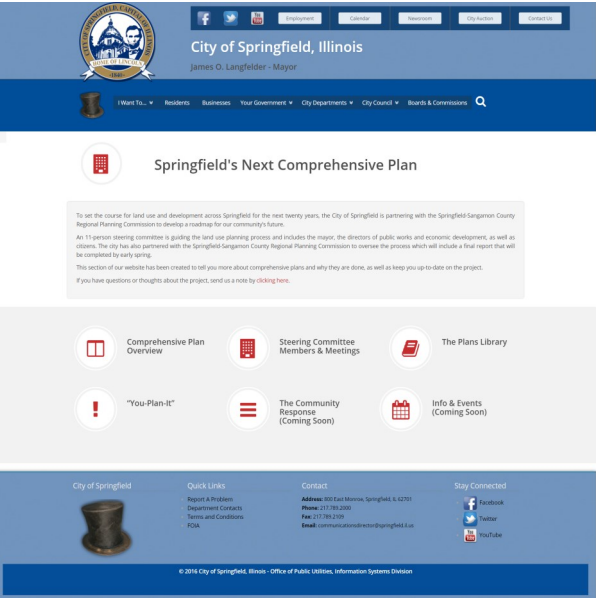
**The U-Plan It Application.** As an additional means of obtaining public input for the plan, the SSCRPC developed a special on-line mapping application: *U-Plan-It*. The



purpose of U-Plan-It was to provide the public with a means of actually placing suggestions on a map to show what they would like to see developed in Springfield and the city’s surrounding area. As a means of identifying new ideas for the plan, this application represented an on-line charrette. The first of its type in the region for the development of a city’s comprehensive plan, it allowed residents

to identify roads, bike and pedestrian ways, amenities and other types of development they would like to see included in the planning process.

**Web Portal.** To keep residents and other interested parties up-to-date on the progress of the project, the City of Springfield established a special project web portal on its website. The *2037 Comprehensive Plan* page allowed users to send the project



emails sharing their thoughts, but also provided: a general overview about comprehensive land use plans and the planning process; a list of the Steering Committee members and the committee’s regular meeting dates; access to the *U-Plan-It* application; and access to the *Plans Library*. The Plans Library included: the 2000 Springfield Comprehensive Plan; other current and adopted plans; the results of various area or district planning efforts; the results of

other planning efforts seen as relevant to the 2037 plan; 17 other planning studies conducted between 2007 and 2015 viewed as useful to the current effort; and various other analytic documents, papers and reports prepared for the Steering Committee by the SSCRPC.

**Planners on the Plaza.** To get additional input from both residents and visitors, SSCRPC staff also conducted a series of events on Springfield’s Old State Capitol Plaza. Called *Planners on the Plaza*, these sessions invited residents and visitors to place comments on a board to identify how they saw Springfield today, and how they would like to see it in 20 years. Resident and visitors only needed to write their thoughts on an index card and post them to a board. Color coded cards were used to differentiate residents from visitors. To encourage involvement, all of those who took part were given a “Forging a New Legacy” wristband.



**UIUC Student Projects.** While not directly a public engagement activity, during the planning period the SSCRPC also worked with 19 students taking part in an urban planning class at the University of Illinois Urbana-Champaign. As a class project in sustainable design and development, the SSCRPC identified a number of areas in Springfield that presented various long-range planning opportunities and challenges. Working from the list of potential planning areas, the students divided into five working groups and then prepared plans and recommendations for each of the areas they selected.



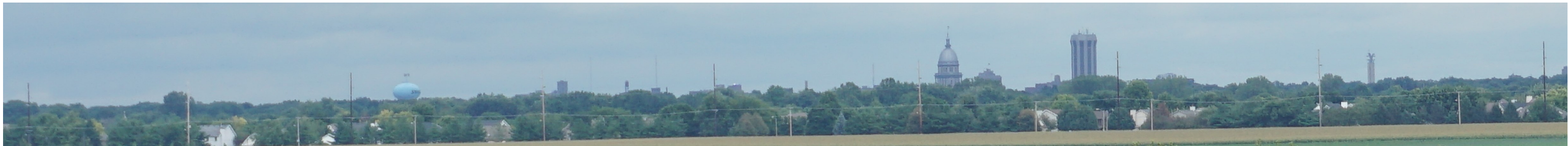
These areas included: historic Route 66 through the North Peoria Road corridor; the Capitol campus area in Springfield’s downtown; a section of North Grand Avenue; the Enos Park neighborhood; and areas in and adjacent to the Pillsbury neighborhood.

From UIUC Student planning study of North Grand Ave. area in Springfield

Along with these various activities, the Steering Committee and SSCRPC planning team also received numerous emails and other communications from the public, provided numerous comments and interviews with local news media, and provided information about the project on websites and social media.











## SECTION II: SPRINGFIELD'S HISTORY

**"If properly conceived and carried out, the plan will inspire  
a city of real homes, for it will create a desire to dwell and  
work in the city and be satisfied with it. "**

**Myron H. West**



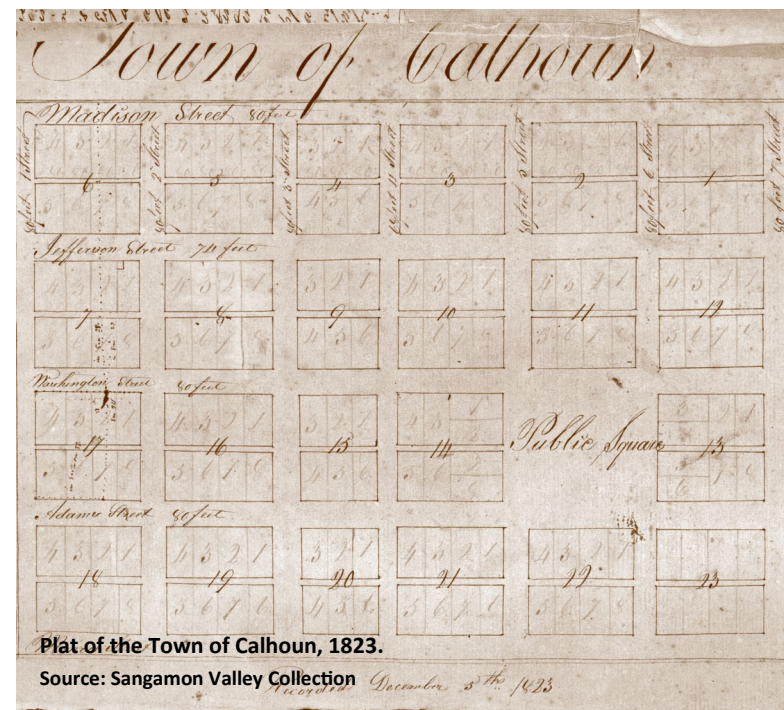
# HISTORY OF SPRINGFIELD: Maintaining links with the past

By Mr. Curtis Mann  
Springfield City Historian and Manager of  
the Sangamon Valley Collection, Lincoln  
Library



Of all the factors that have contributed to Springfield’s growth as a city, the greatest contributor was government. Springfield owes its existence to government, for without government the city would certainly not be as it is today.

When Sangamon County was created by the Illinois General Assembly on January 30, 1821, the new law required the recently elected county commissioners to select a temporary seat of justice. The place was to be “as near the centre of population of said county as circumstances will admit.” The commissioners selected a field on the farm of John Kelly to be the location of a courthouse and were responsible for naming it Springfield. Kelly was hired to build a log structure and the temporary county seat was created. The new courthouse was located at the northwest corner of Second and Jefferson streets. Shortly thereafter commercial growth began with Elijah Iles opening the first store in Springfield at the southeast corner of the intersection.



Iles and two other men, Pascal P. Enos and Thomas Cox, purchased the entire site for Springfield in November 1823. A plat was made of the town and the name was changed to Calhoun. This name never caught on, and the town reverted back to the original name of Springfield. Soon businesses such as taverns, groceries and other stores began to appear near the intersection. Within two years, 1825, Springfield was made the permanent county seat.

Voters in 1832 approved the incorporation of the village into a town. The town was re-surveyed that year to combine the original town plat and the land that was donated to the county by Iles and Enos. The new town grew by leaps and bounds in the 1830s with 19 subdivisions added to the original town plat. In 1837 the future of the town was brightened additionally when Springfield was named the state capital. The act to permanently locate the seat of government to the city required Springfield businessmen

and civic leaders to pledge \$50,000 and two acres of land for the construction of the new statehouse. As the political center of state, the city became known for its liveliness while the state legislature was in session.

Visions of becoming a center of transportation had begun earlier in the decade with the arrival of the steamboat *Talisman* north of the city in 1832. However the Sangamon River was not suitable for commercial navigation, leading city leaders to look toward railroads as another path to prosperity.

Springfield businessmen began discussing the possibilities of a potential railroad as early as 1835. The first attempt at bringing a railroad to the town was started in 1837 with the Northern Cross Railroad. This railroad, part of the state of Illinois’ ill-fated internal improvements program, was intended to run the entire length of the state from the border with Indiana west to Quincy. The first train arrived in Springfield in 1842 with great hopes for the city, however issues with equipment and tracks caused this first railroad to be a failure.

A new city charter established in 1840 set the city boundaries of Springfield at one square mile with the State House as the center of the city. The city was divided into four political wards, with an alderman from each ward and the mayor comprising the city council. At that time most of the city’s economy was centered on agriculture, with Springfield merchants supplying local farmers with the goods and services necessary to operate their farms. Local businessmen in turn bought excess crops and livestock to be processed in local mills, breweries and packing houses.

Springfield became a fully urbanized town during the 1850s and one which grew rapidly as well. The population of the city in 1850 was 5,100, rising to 9,000 just ten years later. Irish and German immigrants comprised the largest groups of foreign born citizens in 1850 and 1860.





A free public school system was established in 1854. Earlier a private school named Illinois State University moved to the city, and it later became known as Concordia Seminary.

Gas lighting became a reality in 1854 with the creation of the Springfield Gas Light Company, and the future of the city additionally brightened with the addition of the Chicago and Alton Railroad in 1852. This marked Springfield’s rise as the railroad center that local leaders had hoped for 10 years earlier.

The need for a new cemetery became evident as the city grew and began to surround the private Hutchinson Cemetery and the city-owned graveyard that were once on the outskirts of town. In 1855 the city purchased seven acres of land north of the city limits. Nationally known landscape designer William Saunders was employed to design a park like plan for the new Oak Ridge Cemetery using the land’s natural terrain.

The corporation limits of the city were extended in 1859 by a change in the city’s charter to create a boundary that became the four “Grand Avenues”, with North and South Grand continuing to use these names today. At this time the city council was also given the power to create a sewer out of the water course known as the Town Branch.

As Springfield grew it also began to seek a solution to its water problems. In 1857 the city worked with a company called the Springfield Water Works to drill an artesian well at the corner of 14<sup>th</sup> and Washington streets. This venture proved to be unsuccessful, so the city launched a plan in 1860 to build a waterworks on the Sangamon River, north of the city. Financial issues and the Civil War caused this project to be delayed until after the war, however a thirty-acre tract of land on the north side of North Grand Avenue was purchased to become the site of the city’s reservoir with water pumped from the river. An attractive park was created on the land located outside of the reservoir.

While the Civil War delayed the city’s water project, during the war Springfield served admirably as a place for recruits to muster and be supplied at the nearby Camp Butler, and the state arsenal also located in the city.

Great changes came to Springfield in the years following the Civil War. Imposing public building projects such as the federal courthouse, a post office, and new statehouse were begun. The state of Illinois had outgrown the current statehouse and needed larger space to conduct its business. In order to provide better living quarters for visiting legislators and other people attending to business at the statehouse, a joint stock company was created to build a new hotel. The new building, operated by the Leland family, cost \$350,000; or over \$9.5 million in current dollars. A new private school called the Bettie Stuart Institute was established in 1868 for the education of young women. Abraham Lincoln’s home and tomb became attractions for visitors to the city.

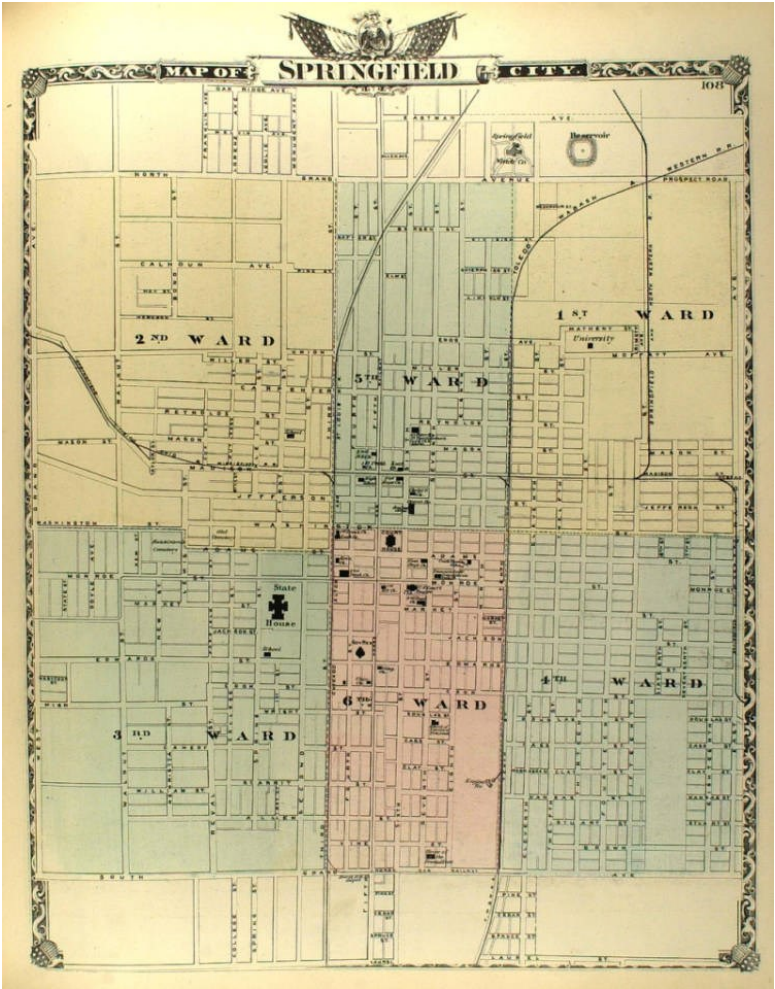
Transportation also improved with streetcars arriving in 1865 with two competing lines. One line traveled from downtown Springfield along 5<sup>th</sup> Street to Oak Ridge Cemetery, and the other went west along Monroe Street to the edge of the city.

Coal mining in the area began in earnest in the 1870s, provided fuel for manufacturing and employment for hundreds of workers. For example, the Illinois Watch Company, one of the city’s best known businesses, began producing watch parts in 1871. Its



neighbor to the north, the Springfield Iron Company, was organized in the same year. Railroads continued to play an important role in the city’s economy. The Toledo, Wabash and Western Railway, the successor of the Northern Cross, built a substantial passenger station at Washington and Tenth Street. The railroad employed over 300 in its Springfield workshops and on its trains. Two other railroads were organized and constructed in the early 1870s.

Due to this development, by the 1870s the city began to grow beyond the boundaries of the four Grand Avenues. Aided by the streetcar lines, subdivisions began to develop along the edges of the city’s border. New industries, not directly tied to agriculture, began to develop in the early part of the decade in an area just outside the city’s northeast corner. While the city of Springfield was locked into the boundaries of the Grand Avenues, new villages were organized out of the subdivisions located along the border of



1876 Springfield street map.  
Source: University of Illinois Urbana-Champaign Library collection.



the city in the early 1880s. Several of these villages would be annexed into the city a decade later.

More industry began to develop on the city’s outskirts in the 1890s with the opening of the Springfield boiler works and Sattley plow factory. The streetcar system was electrified at this time. In 1894, a new city hall was completed and the Illinois State Fair was permanently located in Springfield. A new park district was created in 1900 with four major parks located in each part of the city. The city’s downtown business district grew to encompass nearly eight blocks surrounding the square.

Additional accomplishments occurred in the 1900s. Some of the local growth was driven by coal mining, as it remained a major industry with Sangamon County being one of the largest producers in the state.



Electric streetcar on Walnut.  
Source: Sangamon Valley Collection

An electrified rail service, later to be known as the Illinois Terminal Railway, was started in 1903 with the intention of providing passenger and freight service between Springfield and St. Louis, and to surrounding towns. However the introduction of the automobile into the city in the early 1900s began the process of changing the city’s landscape over the next century.

But at the same time that these accomplishments were occurring, the city was also developing a reputation for its gambling, prostitution and political corruption. This reputation was brought to a national focus with a bloody race riot in 1908 which left two residents murdered and part of the city damaged by fire and looting. A campaign to replace the corrupt city council resulted in the adoption of a new commission form of government in 1911. One result of this new government was the combining of city-owned wa-

ter and electric plants under the administration of the new Commissioner of Public Property. The city began expansion at this time to provide retail electric service to residential and commercial customers.

By 1920 the city’s population had reached nearly 60,000. A new commercial airport was created on Chatham Road in 1928 with air mail delivery and passenger flights available.



5th and Monroe, c. 1926.  
Sangamon Valley Collection.

A grand city plan – often called the *West Plan* – designed to change the face of the city was adopted in 1924 and published in 1925. One of the elements of the plan called for the creation of a lake as a new water supply for the city. Lake Springfield was completed in 1935, about the only recommendation of the West Plan that was ever completed, although that plan called for the lake to be created northeast of the city rather than where Lake Springfield is today. The creation of Lake Springfield was spurred by both the great drought of the 1930s and the various federal employment programs instituted at the national level to bring the nation out of the Great Depression.

New buildings contributed to the growth of the Capitol Complex in the 1930s, and a huge federal housing project, named the John Hay Homes, cleaned up an area of slums on the city’s near east side. Streetcars made their final run in 1937 and were replaced by buses.

The 1940s saw the world at war, and this affected Springfield as well. During World War II ordnance plants were built west of the town of Illiopolis and provided hundreds of jobs to Springfield residents. The Illinois Terminal provided passenger service to plant workers. The new Capital Airport was dedicated in 1947 with jet service arriving 20 years later.

The period following World War II saw Springfield affected by other changes. A trend toward white collar employment started with more government jobs and the growth of



C&A Railroad Station, 1918.  
Source: Sangamon Valley Collection.





World War II Mothers Poster, Urban League of Springfield, c1942.  
Source: ALPLM

the insurance, medical and education sectors.

The coal mining industry, which gradually saw employment drop in the 1930s, largely shut down in 1952 with the closing of the last major shipping mine. Manufacturing jobs also disappeared as city factories, no longer locally-owned, were closed permanently or transferred to another location out of the state. Other plants which continued to operate in the city saw employment drop.

Changes also became evident in the retail sector as suburban shopping centers began to appear around the edge of the city. This competition damaged the downtown shopping district as people became attracted to the convenience of new shopping centers with ample parking located closer to their homes. Road improvement programs were started in Springfield in the 1960s with Interstate 55 being the major development for the area.

Just as the edge of the city was changing, the downtown area began to change through a number of initiatives. Both private and public efforts intensified to preserve historic



White Oaks Mall during grand opening with still incomplete Veterans Parkway, 1977.  
Source: Flashback Springfield

buildings, especially those pertaining to Abraham Lincoln, and included the Lincoln law offices, the Old State Capitol, and the Executive Mansion. The Lincoln Home neighborhood was transformed into a national historic site in 1971. Urban renewal played a role in transforming parts of Springfield during the 1960s and 1970s. A new municipal center and county building were constructed during this period as well. Efforts to clean up the town's reputation for gambling and vice were rewarded in 1971 when the city was named an All-American City.

The changes in the city from the end of World War II into the 1970s are notable. The area of the city more than doubled from 12 square miles in 1950 to 32 square miles in 1970. Postwar housing shortages fueled this growth with the creation of several subdivisions around the city, and the annexation of Lake Springfield into the city also added to the increase.

This expansion spread the city out and lowered population density. Problems such as a declining tax base in the inner city, enrollment drops in city schools, and financing and maintaining additional infrastructure arose and remain issues to this day. Concerns about the future of the city's water supply caused city officials to begin planning for a second lake in 1965.

Over the past 30 years, government and white collar jobs have remained important to the city. While employment numbers have dropped in the government sector, state government remains the largest single employer in Springfield. Other sectors such as medical care, service, education and retail have increased in employment, with these numbers diversifying and stabilizing the economy. The tourism and convention business also contributes to the city's economy. Economic development of the southwestern portion of the city has had both positive and negative impacts for the city as a whole; encouraging growth in this area while some older parts of the city see decline.

Changes have come to city government as well. In 1987 the city abandoned the commission form of government for a mayor-aldermanic system. This resulted from a federal lawsuit charging that the old form had denied minorities a voice in government.

Springfield, like many other cities, has experienced fundamental changes since its founding, rising from being a small pioneer village in central Illinois to becoming the state's capital.

As the city approaches its 200<sup>th</sup> birthday, city officials should continue to study the community's past development as an aid to understanding the role its past will play in shaping the city's future.



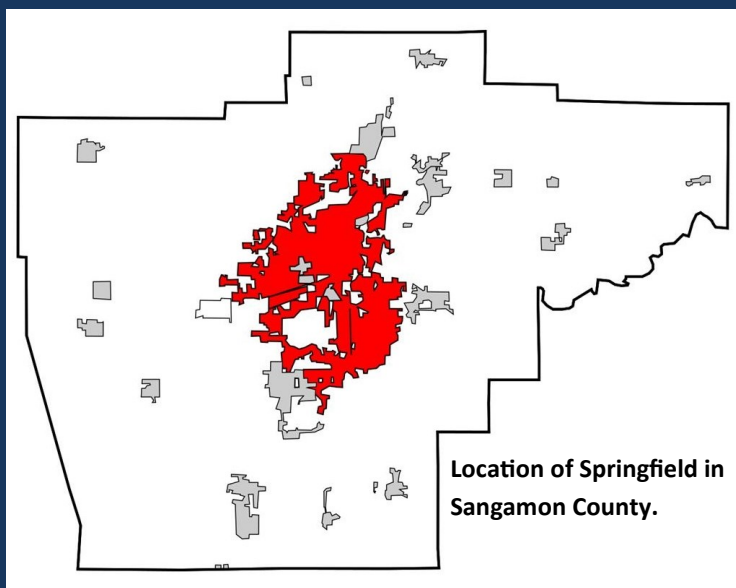
Springfield's downtown, 2017.



# SPRINGFIELD'S PLACE IN THE REGION



Location of Sangamon County in Illinois.



Location of Springfield in Sangamon County.

Maps courtesy of Wikimedia Commons

**As** Myron West wrote in the introduction of the 1925 *Springfield City Plan*,

“City planning in order to be worthwhile must in reality be regional planning, carried on without regard to the city’s political or geographical limits; even county and state lines must be disregarded in the interest of satisfactory community development.” For this reason it is pertinent to understand Springfield’s place in the region.

Springfield is located in central Illinois and is adjacent to eight other counties: Cass, Christian, Logan, Macon, Macoupin, Menard, Montgomery, and Morgan. The city serves as both the capital of Illinois and county seat of Sangamon County. It is the sixth largest city in Illinois as well as the largest city in this central part of the state. Its regional reach is strengthened by the fact that over one-half million people are within a 40-mile radius.

Along with its presence in the central region, Springfield also serves as a primary employment and commercial center for several communities contained within its limits (for example, Leland Grove, Jerome, and Southern View), a number of adjacent communities (for example, Chatham, Curran, and Rochester), as well as other communities located only a short distance away (for example, Sherman, Williamsville, Riverton and Dawson). These suburban and outlying communities very often serve as “bedroom” communities for Springfield, with many of their residents traveling to the city to work, shop, access services or be entertained, every day.

Due to its central location within Illinois, Springfield is also within easy travel and shipping distance of such major markets as Chicago, St. Louis and Indianapolis. Other major markets are only a shipping day away. As described in Appendix 4 of this plan, intra- and inter-state connectivity is adequately supported by two interstate highways that connect in Springfield: I-55, which provides north-to-south connectivity, and I-72, which provides connectivity east-to-west.

In addition to its regional highway connections, Springfield is served by five Class 1 railroads and two short line railroads. This provides the opportunity for direct shipment of freight to major markets throughout the nation.

The city’s rail connections also include passenger rail service between St. Louis and Chicago via Amtrak. The connection to these cities provides travelers with access to passenger rail transportation well beyond Springfield and central Illinois. Passenger rail service will be additionally enhanced during the period addressed in this plan due to Springfield’s having direct access to Illinois’ developing high speed passenger rail system, which runs through the city, and the planned shifting of the 3rd Street rail corridor to the existing 10th Street one. Ease of access to the passenger rail system will be further enhanced over the coming 10 years by the planned development of an intermodal passenger transportation hub to be located in Springfield’s downtown area on the 10th Street rail corridor. This facility is intended to link passenger rail with bus-based public transit for both residents and visitors.

The development of the high speed rail system is of strategic importance to Springfield in the years to come as it will allow for improved commercial and employment access to major national metropolitan areas. The movement of rail traffic from the 3rd Street corridor to the 10th Street one is also expected to have positive effects on transportation

as well as development in the city center and the Mid-Illinois Medical District.

Along with rail-based passenger and freight service, Springfield also accommodates both passenger and freight service by air from its Abraham Lincoln Capital Airport. This airport is a full service provider located only three miles northwest of the city center. Along with fix-based services for private and corporate aircraft, the airport provides scheduled passenger jet service to Chicago’s O’Hare International Airport, Dallas-Fort Worth International Airport in Texas, and the Punta Gorda (Fort Myers) and Sanford (Orlando) airports in Florida.

As the state’s capital, a large part of its workforce is employed by the state. However, the city’s central location in the region has shaped the city’s economic structure and is expected to continue to do so into the future. Given its centrality in the region, Springfield serves as a regional retail, financial services, and agribusiness hub. Its regional strength as a commercial marketplace is advanced by the fact that while other large urban centers (such as St. Louis, Champaign-Urbana, Bloomington-Normal and Peoria) are relatively nearby by automobile, they are not conveniently located for most shopping needs. At the same time, Springfield’s central location vis-à-vis these other communities makes it possible for the city to have and further develop various useful economic transactions and partnerships with them. For example, Decatur’s presence as the home of two large agricultural commodity buyers (ADM and A.E. Staley) provides the potential for Springfield’s agribusiness industry to develop strategic business alliances with that city. Springfield’s proximity to Champaign-Urbana and Bloomington-Normal, both of which host research universities, offers opportunities for Springfield to develop strategic alliances with those institutions and communities to advance central Illinois as home to growing knowledge-based industries.

Springfield’s central location in the state and region, along with the presence of two major hospitals and Southern Illinois University’s College of Medicine, has made it a regional medical center. The presence of these facilities, along with those such as Springfield Clinic, the Prairie Heart institute, Prairie Education and Research Cooperative, and the Simmons Cancer Institute, have created a core medical and health care service industry with reach well-beyond the limits of both Springfield and Sangamon County. Such connections can be especially valuable to the growth of Springfield as a regional center for bio-medical, medical technology and medical logistics research and development.

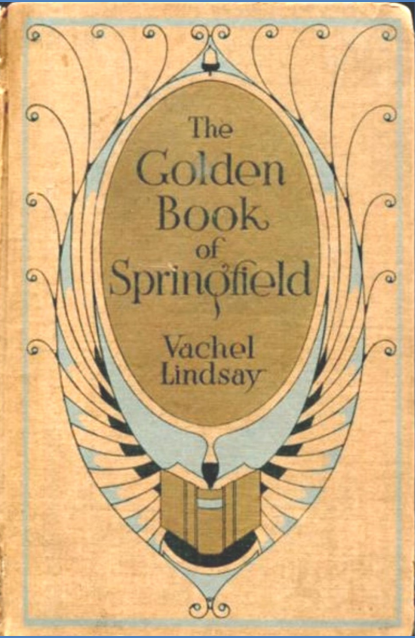
As Springfield is home to both Abraham Lincoln and Illinois state government, and lies along routes that were part of historic U.S. Route 66, it also hosts a significant tourism industry that draws visitors from well beyond its geographic region, serving as a national and international visitor destination. The viability of this industry is aided by the transportation connectivity mentioned previously.

The educational community located in Springfield also has regional scope. This is largely due to the presence of several colleges and universities in the city, including: the University of Illinois Springfield (UIS), Benedictine University, Robert Morris University, and Lincoln Land Community College. Other educational facilities also exist serving the broader region, including: the Midwest Technical Institute, Capital Area Career Center, St. John’s School of Nursing, and the UIS nursing program.



The previous section on the history of Springfield points out how the city’s past tremendously influences that which exists within the limits of Springfield today. But not only has history influenced how Springfield developed, grew and fashioned itself, so has its planning.

Many of those in the past had a role in fashioning and shaping the Springfield of today, leaving a lasting legacy. It is even fair to say that when John Kelly constructed the first cabin in a place then known as Calhoun, Illinois, his individual vision helped shape the Springfield to come. However the first written and visionary look at what Springfield might be and become was published five years prior to Myron West’s Springfield *City Plan*.



*The Golden Book of Springfield*, a novel, was written by Springfield poet Vachel Lindsay in 1920, outlining a vision for the Springfield of 2018. As the Sangamon County Historical Society notes concerning Lindsay’s vision for Springfield, it was an ethereal, poetic, mythological, and utopian one, making few concrete predictions. To the extent that the author did attempt to make predictions about a Springfield 97 years in the future, the most noticeable is his prediction that Springfield’s 3<sup>rd</sup> Street railroad tracks would be removed by 2018. Efforts to do that continue today, and are addressed in other parts of this plan.

The previously mentioned 1925 *City Plan*, often called the *West Plan* due to its author, represents the first professional effort to create a vision for the city and put on paper concrete plans for the imple-

mentation of it. The West Plan was prepared by the staff of Chicago’s American Park Builders, and Myron H. West was the firm’s president. West was a landscape architect who had worked with Daniel Burnham in planning Chicago’s lake front, and prior to establishing American Park Builders was superintendent of Lincoln Park. It is relevant to note both the name of the firm and West’s background, for as the 1912 advertisement for American Park Builders shows, the company’s primary focus was the planning and development of parks and playgrounds. Later golf courses would be added to the practice, but the general focus of the firm remained the same.

West’s background surely influenced his planning for Springfield, as did the planning approach of the time.



James Krohe, Jr., writing about the 1925 plan for the Sangamon County Historical Society, points out that Chicago’s 1893 World Columbian Exposition inspired what became known as the “City Beautiful” movement, a reformist approach intended to beautify and provide monumental grandeur in a cityscape. This movement significantly influenced urban planning in this nation as well as abroad from the 1890s into the 1900s, and is demonstrated in West’s other work. And while West worked from and in Chicago, he was not unfamiliar with central Illinois. His American Park Builders produced a plan, *The City Practical*, for Decatur’s City Plan Commission (which was not a municipal body but a committee of the local Association of Commerce) just five years prior to the Springfield one. His design for the area surrounding the reservoir that was later to become Lake Decatur demonstrates the influence of City Beautiful on his work there during that period.

The 1925 Springfield *City Plan* was certainly influenced by the City Beautiful movement, but it was also influenced by the legacy of Mr. Lincoln, which West addressed at the very beginning of the plan and drew inspiration from. An example of the homage to Lincoln as well as the City Beautiful movement can be found in his plans for a proposed “Municipal Group” (shown below in the drawing to the right) that was to be part of a “National Patriotic Center” in Springfield. This involved the grouping of several proposed municipal buildings to be centered on the Lincoln Home, and includes park-like areas, formal gardens, an outdoor amphitheater, a civic center, and long reflecting water feature. This is certainly in keeping with Burnham’s influence and admonishment to “Make no little plans; they have no magic to stir men's blood.”

It would be unfair to say that the 1925 plan did not address more mundane aspects of city planning. Along with the National Patriotic Center, stately parkways, a new lake, a “State Building Group”, and a new, imposing railway station, it also addressed corrections to some minor streets, pavement widths, the routing of street cars, and even the extension of property lines for some schools. It also proposed a number of actions, some of which occurred (such as the creation of a lake, but in a different location than where Lake Springfield is today), others that did not (the elimination of Springfield’s 3rd Street rail line), and even others that in retrospect luckily did not (the creation of the Municipal Group in what is now the Lincoln Home National Park Service area).

While the 1925 plan introduced city-wide planning to Springfield, planning for the city did not conclude with that work.

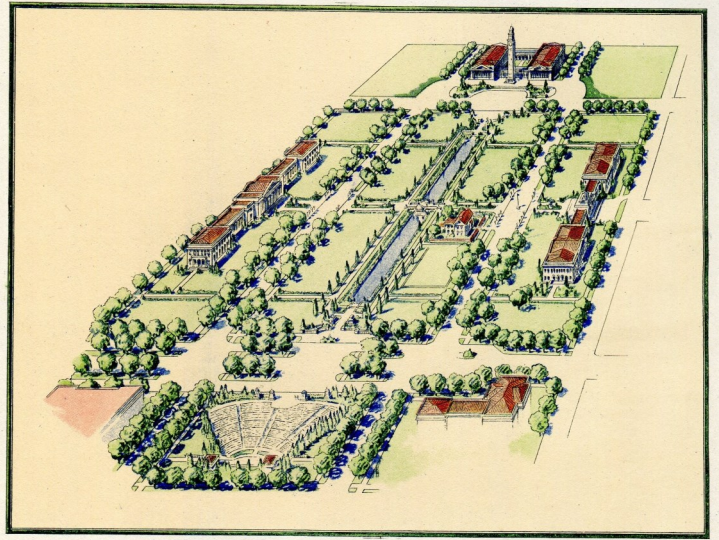


CHART 32—Bird's-eye view of proposed Municipal Group and the Lincoln Home



**A Guide to the Future of Springfield** (2000). Springfield Strategy 2020: City of Springfield.

**Springfield 2020 Comprehensive Plan** (2000). Springfield-Sangamon County Regional Planning Commission (SSCRPC): City of Springfield.

**R/UDAT Springfield** (2002). Regional/Urban Design Assistance Team: American Institute of Architects.

**The Illinois Medical District at Springfield: Master Plan** (2005). RTKL Associates: Springfield Medical District Commission.

**Inventory of Sangamon County Natural Areas** (2004). LeGessee & Associates: Friends of Sangamon County.

**Human Services Transportation Plan for the Springfield Urbanized Area** (2007). SSCRPC: Springfield Area Transportation Study.

**Springfield Eastside Neighborhood Development Plan Update** (2010). SSCRPC: City of Springfield.

**Enos Park Neighborhood Master Plan** (2010). Mansur Real Estate Services, The Lakota Group: Enos Park Neighborhood Association and the City of Springfield.

**Economic Corridor and Freight Study** (2010). Hanson Professional Services, Inc.: SSCRPC.

**Springfield Railroad Corridor Study: Corridor Redevelopment Opportunities Report** (2011). RDG Planning & Design, Hanson Professional Services, Inc.: City of Springfield.

**East Springfield Commercial Plan** (2011). PGAV Planners: Greater Springfield Chamber of Commerce, City of Springfield, SSCRPC.

**MacArthur Boulevard Master Plan** (2011). The Lakota Group, Gewalt-Hamilton Associates, Community Land Use & Economics Group: SSCRPC.

**Thinking Beyond Transit: Transit Oriented Development in Springfield, Illinois** (2011). SSCRPC.

**Maturing of Illinois Initiative: Springfield, Illinois** (2011). SSCRPC: Springfield Area Transportation Study, Area Agency on Aging for Lincoln Land.

**Initial Industrial Site Area Review & Mapping** (2012). SSCRPC.

**Report & Summary Analysis: Springfield Central Business District Inventory Project** (2012). SSCRPC: City of Springfield.

**SATS Bicycle and Pedestrian Plan for the Metro Area** (2012). SSCRPC: Springfield Area Transportation Study.

**Promise & Potential: The Outlook for New Commercial Development in the Area of Cook and Martin Luther King, Jr. Streets in Springfield, Illinois** (2012). SSCRPC: City of Springfield.

**Springfield SDAT Report** (2012). Sustainable Design Assistance Team: American Institute of Architects.

**Sangamon County Regional Strategic Plan** (2014). SSCRPC.

**2040 Long Range Transportation Plan** (2015). SSCRPC: Springfield Area Transportation Study.

**The Neighborhood Survey** (2015). Survey Research Office, Center for State Policy & Leadership, University of Illinois Springfield: SSCRPC.

**How Resilient is Our Regional Economy?: A Peer Comparison of the Springfield Metropolitan Area's Resilience Capacity** (2015). SSCRPC.

**Springfield Downtown Area Parking Study** (2015). SSCRPC: Springfield Area Transportation Study.

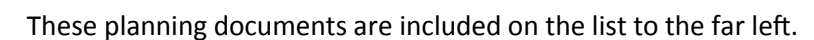
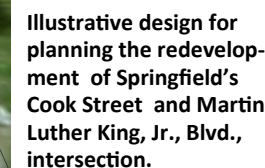
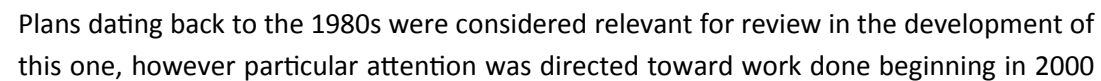
**Multi-Jurisdictional Natural Hazards Mitigation Plan** (2016). SSCRPC.

**Planning for Growth: Reviewing Economic Growth Trends in the Springfield-Sangamon County Economic Area** (2016). SSCRPC.

**The Millennials: What Local Leaders Should Know about America's Newest Generation** (2016). SSCRPC.

**Net Population Migration Trends 2011-2014, a Comparison of Sangamon County with Three Benchmark Regions** (2016). SSCRPC.

For example, plans related to portions of east Springfield, the city center, and the Mid-Illinois Medical District offer examples of area-specific planning projects. Some planning efforts were implemented related to individual neighborhoods, such as the *Enos Park Neighborhood Master Plan*.



While that plan is limited to land use determinations and policies, it was preceded by the “Springfield Strategy 2020” project,





## SECTION III: VISION FOR A NEW LEGACY

**“The Springfield Plan will prove a rare investment if followed consistently and with discriminating wisdom. Changing conditions may necessitate modifying its detail, but not its policy.”**

**Myron H. West**



# VISION FOR A NEW LEGACY: Honoring the past while reaching into the future



**While** its past shaped Springfield in fundamental ways, its future is yet to be written. This was the understanding of those who worked on the 1925 *City Plan* as well as those engaged in developing plans for the city in the following years: each planning effort attempting to forge a welcoming and successful place for the community’s current and future residents to live, work and achieve a high quality of life.

As with Mr. West’s plan for Springfield, our vision is to forge a new legacy for the city. As with that first plan, this plan also intends to *build upon* Springfield’s heritage, but not be *bound or limited* by it. This calls for a new vision. One that maintains the best of the past while creating a future that meets the needs and desires of those who will live in Springfield now and in the years to come; anticipating the challenges and opportunities that the community faces in the rapidly changing times that are the hallmark of our 21<sup>st</sup> Century world.

## THE COMMUNITY ITS RESIDENTS DESIRE: Building on Strengths and Addressing Weaknesses

As with any planning exercise, the research and the many public engagement activities the planning team conducted found both opportunities and challenges facing the city over the next 20 years. They influence and fashion a new vision for Springfield, helping to identify the nature of the community its residents desire and the legacy they will leave. Due to this, the plan envisions a community where the following five intertwined and interdependent outcomes are achieved over the next 20 years:

### Residents exhibit a pride of place, drawing not only from Springfield’s past, but also from what it is endeavoring to become in the future.

Throughout the development of this plan the residents of Springfield noted the friendliness of their fellow citizens, their pride in living in “Lincoln’s Home Town”, and their belief that the city has great potential. However they also recognize weaknesses along with positive attributes. As one resident commented, “This city has great bones, what we lack is muscle put on them.” What is most revealing from this statement, as well as the many similar ones described below, is that Springfield’s citizens feel that its weaknesses *can* be overcome, and would welcome positive actions toward that end.

The focus should not be limited to a Springfield of the past, but upon one in which the city excels in new ways in the years to come. One of the city’s desired outcomes, then, is to build upon its residents’ pride of place by strengthening its efforts to become the city that its residents wish it to be, creating a well-respected contemporary city as well as an historic one.

### Visitors obtain a lasting impression of a city that is exceptional among its peers; both regionally and nationally.

While we most often think of Springfield’s visitors in terms of tourists, the city’s visitors include many more groups than that.

They include those who live in surrounding areas and come into the community to shop, work, study and recreate. It includes those who come to the city to do business, and even those who come to this place because it is the seat of state government. All of these people, along with tourists, gain a perception and image of the city based upon what they see and do here, as well as the residents they meet.

Should Springfield become a community that these visitors perceive as notable in comparison to other places where they live, work or visit, they will become advocates and ambassadors for it, telling others that Springfield is an attractive place to live, work, raise families and do business. This perception – and the notice that will grow from it – is important as it will help address the slow rate of population growth predicted for the city, and stimulate needed additional business and job growth. It will also engender additional pride of place among Springfield residents, further helping to advance the first goal of this plan.

For these reasons, one of the city’s desired outcomes should be to create a community that is recognizable within its region, as well as beyond it, as a great place to live, work and do business.

### On-going and future development, and the infrastructure and amenities necessary to support it, are well positioned for future opportunities as well as any challenge the future might present.

Great cities acknowledge both their strengths and their weaknesses. Doing so allows them to focus on the actions necessary to build upon their strengths while mitigating or eliminating weaknesses. This understanding is not inconsequential to a city’s development and land use decisions as its strengths and weaknesses can affect both. The project team’s research and analysis indicates that the city’s infrastructure is sufficient to serve expected population growth over the next 20 years, but that is largely due to its finding that this rate is slowing. To meet the expectations of the public, additional growth is necessary and should include areas where decline has noticeably occurred. In making development and land use decisions, community leaders must understand their city as it exists today, but also be foresightful and mindful of the challenges that are likely to confront them, understanding the implications of current land use and development decisions on future ones.

Therefore, one of Springfield’s desired outcomes should be to create a place where: current development is supported by the available infrastructure; land development matches, but does not exceed, the capacity of the city to support it; the infrastructure and public amenities that both residents and businesses need to succeed are encouraged in older parts of the city in need of redevelopment as well as in identified new areas of growth; and that there is clarity and consistency in the application of land use policies in order to create the stability that sound long-term development requires.



**The city’s rich historic and unique community characteristics are maintained, but are brought up to date and even expanded upon in the years to come.**

Even though we are nearing the end of the second decade of the 21<sup>st</sup> century, Springfield’s residents still remain cognizant of their city’s special place in history and how its present is affected by it. During the many public meetings involved in the development of this plan, citizens regularly commented upon the legacy of Lincoln, the influence that being the state capital has had on the city, the influence of its being on U.S. Route 66, and even its place in the history of race relations locally and throughout the nation. Springfield’s past has certainly shaped its buildings and monuments, but it has also influenced its economy, its work patterns, its transportation systems, the nature of its public facilities and amenities, and its sense of community.

Yet while Springfield’s residents appreciate the city’s heritage, this is not a static appreciation. Cities change and so do the desires and needs of their people.

An earlier plan for Springfield noted that the city was a growing community prior to the arrival of Lincoln, and it continued to grow even after he and his family left. That is sometimes forgotten, and while residents are aware of the city’s history and take pride in it, they often made comments during the planning process that Springfield did have, and could have, much more to offer.

Because of this, one of Springfield’s desired outcomes should be to maintain the city’s historic character and characteristics, but not do so in a passive way that is limited to a singular feature, figure or group of structures. The Springfield desired is a city that continues to address and build upon its heritage, bringing its story up to date by addressing additional aspects of its history and even adding to them over the next 20 years. Such actions will provide for additional pride of place, create new business opportunities and markets, and potentially entice a new generation to stay or take up residence here. All-in-all, it will build new corridors and opportunities for planned and successful growth.

**Current and future community leaders are provided with the public support and planning guidance necessary to address and sustain the city’s development and create a place able to achieve its development and land use goals.**

Themes identified through the various public engagement activities demonstrated that while residents were appreciative of the city and thought it could have much to offer in the years to come, they were more circumspect in the expectations about changes actually being made to improve it. They often questioned the commitment of the community’s leaders, which included more than the elected ones, to achieve a larger vision for the city.

For example, when asked to describe their image of Springfield as it exists today in one word, residents often used terms like “static”, “complacent”, “insular”, “stalled”, “political”, and “ugly”. But at the same time, when asked to provide a word that they would like to be able to use to describe Springfield 20 years from now, they were more positive, using phrases like “energetic”, “active”, “growing”, and “beautiful”. The planning team found this to be a more positive response than one might think at first blush, in that it indicated a public that believes that the city can improve if its leadership wishes it to.

In large part the planning team found this difference to be due to a sense of disconnection within the community: sections of the city feeling disconnected from other sections; older areas feeling disconnected from new areas and the activity centers (such as the parts of the city that have experienced noticeable job, amenity and commercial development) that have developed there; areas with slower growth feeling disconnected from areas with better growth; older residents feeling disconnected from the services and amenities they need; and residents even feeling disconnected from their leaders, leaving them unclear about how their leaders make the decisions they do and why.

This last item was also demonstrated in the community survey which found fundamental differences concerning ends and means. For example, while residents sought many improvements to the community, they were almost equally split on such items as whether or not they desired additional population growth, which generates job and revenue growth, and how the public improvements they desire might be financed.

This feeling of disconnection is not unique to Springfield and can be found in many, if not most, other urban areas around the country. But even if it is not unique, it is a perception that can stifle community improvement and lead to conflicts as development and land use decisions are made by public and private leadership that residents, neighborhoods, parts of the city, and economic and racial groups feel separated from.

For this reason, this plan establishes as a desired outcome the development of the public support and leadership necessary to achieve the vision that the public has for it.

Based upon these desired outcomes, a new vision is offered.

## FORGING A NEW VISION FOR SPRINGFIELD

Achieving these desired outcomes requires a fresh vision. Our vision is for the Springfield of 2037 to be:

***An attractive, connected and growing city, that maintains and builds upon its unique and special past, while providing a proud new legacy for current and future residents.***

This new vision encompasses four primary hallmarks for the Springfield of 2037. To demonstrate these hallmarks, actions will need to be taken to improve the community’s attractiveness and connectivity, support additional growth, and not only continue to maintain the city’s unique links to the past, but add to and build upon them.

Four goals growing from the vision are identified on the following pages.







## ***GOAL 1: The Springfield of 2037 will be a more attractive community.***

This goal describes a city that is:

**WELL DESIGNED.** Springfield will exhibit municipal “curb appeal”, approving its appearance for both residents and visitors alike. It will allow and encourage different and varying housing designs and styles, and it will also take the actions necessary to create more attractive commercial developments, public spaces, and community entryways.

**ORDERLY IN ITS DEVELOPMENT.** Springfield will advance compact and contiguous development that is sensitive to the nature of the areas in which this development occurs as well as those that surround new development.

**A COMMUNITY OF SPECIAL PLACES.** Springfield will seek to identify and develop areas and places that make it more appealing to current residents as well as attractive to new ones.

These actions will add to its residents’ pride of place, helping the city better demonstrate its unique and exceptional qualities. This will help it to attract new residents and encourage the business growth they will generate. As the planning team found in its estimate of anticipated population growth, the attraction of new young residents, and the new commercial and industrial activities they will support and be employed by, is not inconsequential to the city’s long-term success.

## ***GOAL 2: The Springfield of 2037 will be a better connected city.***

This goal describes a city that has:

**TRANSPORTATION AND COMMUNICATION CONNECTIVITY.** Springfield will have the transportation infrastructure necessary to meet the needs of personal travel as well as commerce, encouraging all modes of transportation. As communications for commerce, education, government, and social life now travel at the speed of light due to advances in telecommunications, this goal calls for Springfield to provide access to the modern communication infrastructure necessary to tie its residents to the world and its citizens to their government.

**AMENITY AND SERVICE CONNECTIVITY.** Our residents and visitors will be able to access the services they need and the amenities they desire in effective and efficient ways, including providing the wayfinding necessary to get them there.

**SOCIAL CONNECTIVITY.** Our city will provide the places, services and social environment necessary to bring all of its residents together as one vital community regardless of their geographic location, ethnicity or economic status.

Of course, cities require the hard infrastructure of roads, sewers, electrical lines, and telecommunications to grow. However they also need to develop other, softer, forms of connectivity if a sense of “community” is to be established. This includes places, events and policies that work to bring people from throughout a community together.

Both types form connections that shape a city, and when both are present, residents feel much less disconnected and much more supportive of the plans community leaders make and work to implement.

## ***GOAL 3: The Springfield of 2037 will be a growing city.***

This goal describes a city that exhibits:

**A GROWING POPULATION.** Our city is a welcoming one, communicating its many advantages to potential new residents and encouraging them to make Springfield their home.

**GROWING BUSINESSES AND INDUSTRIES.** Our city supports the retention and expansion of its existing businesses, and offers the infrastructure, economic and regulatory advantages that prospective businesses desire in a location of choice.

**ABILITY TO ADDRESS AREAS UNDER STRESS.** Our city works to identify older areas within its bounds that are suffering from obsolescence or decline, implementing efforts to advance their redevelopment.

An earlier plan for Springfield noted that while the public often believes that communities are offered the choice of growth, decline, or maintaining the status quo, in reality only two choices are offered: growth or decline. This is because change will occur whether or not a community chooses it, and it is only through growth that residents of a city are likely to see rising real incomes, productive businesses, and the high quality of life that they wish to attain. A static community is not possible as external forces are likely to affect it, and any approach that presumes such stability will only lead it to become more-and-more non-competitive for both job and population growth: the two are fundamentally interrelated.

For this reason the Springfield desired is one that envisions a growing city, not a static one.





As West commented in the 1925 Springfield City Plan:

*We often hear the thought expressed that it is not desirable for a city to grow larger. To this the answer can only be that if a city is to keep stride in the march of progress, if it is to keep from going backward, it must grow. City progress is synonymous with constantly increasing population. The life of a city, like the life of an individual, is measured by growth.* (West, 1925, p. 18)

**GOAL 4: Springfield will be a heritage city.**

This goal describes a city that works to:

**MAINTAIN AND EXPAND UPON ITS PLACE IN HISTORY.** Springfield has a unique and rich history, yet some portions of that history are underappreciated and others under-represented. While maintaining its links to Abraham Lincoln, our city will expand upon the various other roles it has played in the development of Illinois and the region.

This includes recognizing and honoring its roles as the seat of state government, in the civil rights movement, in the labor movement, in the arts, and in the growth of the nation due to its location on Route 66. This goal also recognizes that history is made every day, and that the actions taken today have an effect on the future.

**RETAINS ITS HISTORIC NEIGHBORHOODS.** Along with addressing older areas that are feeling the effects of change, Springfield encourages the retention of the legacy that its historic neighborhoods provide and supports their continuing sustainability.

**PROTECTS ITS NATURAL HERITAGE AND ENVIRONMENT.** Our city seeks to meet its infrastructure needs and add to its built environment, but it does so in ways that are sustainable and sensitive to, and protective of, the natural environment.

Heritage is something passed down from one generation to the next. It establishes tra-

ditions, and for an individual it also designates some status arising from birthright. The same is true for the heritage of a city.

Springfield’s heritage arises from its unique place in history, and this history has shaped both its traditions and status as an important place. The city’s status as an important place in state and national history is not only something that its residents tend to honor, but has become an important aspect of its economy as well. For this reason it should be maintained and even expanded upon.

But Springfield’s heritage is also demonstrated by its many historic neighborhoods, which have grown with and within it ever since the city was established. These neighborhoods are as representative of Springfield’s traditions and status as any singular structure or moment in time. They are in fact representative of how the city developed, and are a means by which future residents of them can be part of Springfield’s past.

And the city’s heritage, what is passed from one generation to another, is also present in its natural environment.

Actions that affect the environment and the city’s natural places cannot be undone any more than the loss of a historic structure or neighborhood can. Their loss affects the future as well as the present. Such a loss is important for even practical reasons, for the loss of our natural environment can affect the quality of drinking water, the ability to reduce flooding, and the commercial viability of the farmland that surrounds the city. The city’s residents understand the importance of protecting the environment, and this is reflected in the results of the community survey.

This final goal strives to draw attention to three aspects of Springfield’s heritage to be maintained and expanded upon over the next 20 years: its unique place in history, the various older and historic neighborhoods that have grown in and with it, and its natural environment. All three represent important aspects of what Springfield *is* that should be passed from this generation to future ones. They are therefore addressed in this plan and the land use policies it recommends.





# LAND USE POLICY RECOMMENDATIONS: Actions to achieve Springfield's vision



This comprehensive plan includes the identification of proposed land uses as shown on the maps in Section IV, but these maps are not the entirety of the land use plan. Equally, if not more important are the vision and goals expressed in this plan, and land use policies and recommendations arising from this vision that the maps reflect. Achieving the vision for Springfield that this plan identifies will most likely occur through the consistent application of these policy recommendations as land use and development decision are made, and so are integral to successful plan implementation.

As stated in the Illinois Compiled Statutes (65 ILCS 5/11-12-6), and official Comprehensive Plan “shall be advisory and in and of itself shall not be construed to regulate or control the use of private property in any way, except as to such part thereof as has been implemented by ordinances duly enacted by the corporate authorities.”

## Vision, Goals and Land Use Policy Recommendations

Land use policies are specific statements of the principles and intentions regarding where growth should or should not occur, what this growth should look like, what its characteristics should be, how it might differ from past growth patterns, and the practices that should be put in place and efforts undertaken to achieve the plan’s vision. This is because land use policies grow out of the planning process and are established to guide the city in its land use decision making, helping to ensure that these decisions are consistent with and supportive of the outcomes Springfield’s residents desire.

Based upon the input distilled from the public engagement activities summarized in Section I, many policies could be offered and recommendations made. However, those provided here are intended to address aspects of land use.

The city’s vision identifies four goals, addressed in the previous section, which should instruct its land use policies. These goals call for the Springfield of 2037 to be a *more attractive, better connected, and growing city*, that remains *sensitive to its environmental and historic heritage*.

## General and Sector-Specific Recommendations

Drawing from these goals, this plan provides both general and sector-specific land use policies and recommendations. General policies are intended to apply to the city’s land use decisions overall, and are included in this section of the plan. Other policies described in this plan are sector-specific in that they apply to one or a few of the 17 land area sectors identified in Section IV rather than the city as a whole. These policies are addressed in the review of each sector.

Both the general policies addressed in this section and those specific to a sector should be considered as land use decisions are made and new policies contemplated.

## GENERAL POLICIES PERTAINING TO LAND USE

### 1.0: Developing a More Attractive City

#### 1.1: Identifying and Addressing Special Areas.

**Identification of Special Areas:** Where areas are identified within this plan that are undergoing significant change that could make them marginal as either commercial or residential areas, they should be set aside as special redevelopment areas for more intensive monitoring, detailed planning, and active improvement. Three types of special area are considered under this plan and identified in Section IV. They are:

**Legacy Neighborhood** – Geographic sub-areas of the city, bounded by streets or railroad corridors, that demonstrably exhibit historic significance, commonality of housing style or type, and an established neighborhood identity that distinguishes these neighborhoods from other residential areas.

**Neighborhood Center** – These centers represent a singular area within a neighborhood that is within walking distance of the homes of the residents and serves the neighborhood as its local commercial hub providing goods and/or services.

**Opportunity Area** – This is an area made up of one or more blocks, or that sits along a major arterial roadway, which is experiencing blight and/or contains obsolete structures, but that is suitable for redevelopment with a mix of uses (residential, office/service, commercial) and that when redeveloped would complement and support the surrounding area.

**Plans for Special Areas:** The city should encourage and support the development of individual plans for all Legacy Neighborhoods, Neighborhood Centers, and Opportunity Areas identified in this plan. These plans should provide basic information on the natural features, resources, and physical constraints that affect development of the area. They should also specify detailed land-use designation used to review specific development proposals and to plan services and facilities. The plans for special areas conducted under the auspices of the City of Springfield, or authorized by it, which use methodologies and processes approved by it, should be adopted by the city as amendments to this comprehensive plan. A process should be established for this to occur.

**Legacy Neighborhoods and Historic Designation:** Legacy Neighborhoods should be encouraged to apply for historic district designation as allowed and specified under the city’s Historic Sites ordinance. Financial assistance from the city for the development of plans for these areas should require application by the neighborhood to become a Springfield Historic District.

**Prioritization of Development Assistance:** The special areas identified in Section IV of this plan, or through subsequent amendment of it, should be given priority by the city for the provision of financial assistance for the purposes of development planning and the local improvements identified through such planning.





Illustrative Example of a Gateway Area Entrance (SSCRPC)

## 1.2: Protection and Enhancement of Gateway Corridors.

The land use on major arterial streets that are primary entryways into the city should be no more intense than commercial. Development and redevelopment of properties adjacent to gateways identified in this plan should be encouraged to include additional landscaping, attractive lighting and common signage, as well as wayfinding elements.

## 1.3: Landscaping of Roadways.

The planning and design of all new major arterials, minor arterials and collector roadways should include landscaping using common design elements established by the city, provision of attractive lighting and signage, and common wayfinding elements.



Illustrative Example of Streetscape Improvement using Peoria Road (SSCRPC)

## 1.4: Enhancing Public Buildings and Structures.

The planning and design of all new or redeveloped public buildings and facilities should include landscaping, provision of attractive lighting and signage, and wayfinding elements. Wayfinding elements should address all modes of transportation, including pedestrian movement.

Additionally, the design and construction of other public infrastructure, such as bridges and viaducts, should be taken as an opportunity to add to the aesthetic appeal of the city and include artistic architectural and landscaped elements.

## 1.5: Enhancing Residential Development Design.

New residential developments, particularly multi-family residential developments, should provide for a walkable configuration with connected streets. Such developments should provide for the presence of trees along roadways, street lighting appropriate to the development, and sidewalks along all streets. To accommodate situations where street adjacent sidewalks are not feasible, walkways within the development should be required.

Attention should be given to encouraging the development of a variety in home styles and sizes.

Both new residential development and redevelopment should encourage additional housing type choices to accommodate changes in age and lifestyle, with development density allowed to increase if such development includes an affordable housing component or includes a planned or existing Neighborhood Center and/or Gathering Area (see Recommendation 2.1) as described in this plan.

City ordinances should be reviewed and, if necessary, amended to encourage such developments.

In addition, particular consideration should be given to the changing nature of households in order to address current realities as to how households have evolved. Subject to environmental and public health and safety considerations, this would include changes in the zoning ordinance to allow for such uses as 'granny flats' for extended families living together.

## 1.6: Enhancing Commercial Development Design.

Building, signage and streetscape design should be coordinated within and between developments. Commercial developments should include logical sidewalk connections between buildings and through parking lots to encourage walking or bicycling between buildings and developments, but also to provide adequate access for those with disabilities.

As appropriate, parking areas should be integrated with Gathering Places (see 2.1 on page 30), with city zoning requirements for parking and landscaping amended to encourage the development of Gathering Places. City ordinances should also be reviewed and, if necessary, amended to allow for landscaping and parking designs that encourage the use of parking islands or other sustainable development features that absorb storm water.

## 1.7: Architectural Assistance.

Similar to the incentive already established in city ordinance to encourage the redevelopment of historic properties, the city should establish a program to encourage better architectural design of commercial buildings and developments locating in Neighborhood Centers and Opportunity Areas, or those intended to create Character Areas and Gathering Places. For example, such a program might offer a partial city property tax abatement to the developer/builder to help defray a portion of the cost of architectural design assistance. As with the existing program for the rehabilitation of historic properties, the abatement could be based upon a sliding-scale taking into account the nature, cost, and value of the project. This assistance would be conditioned on the developer-



builder committing to submit to an architectural design review process established by ordinance, and adopting any design changes recommended through the design review process. Should the developer-builder not construct the building or structure as per the approved architectural design, the property tax rebate would be revoked and repaid to the city.

**2.0: Improved Connectivity in the City**

**2.1: Creation of Gathering Places.**

The provision of small outdoor gathering spaces where residents may congregate to socialize or recreate in new residential and commercial developments should be encouraged.

City zoning and land subdivision ordinances should be reviewed and, as necessary, amended so as to encourage the development of such areas by providing flexibility in other regulations to potentially off-set the cost of development.

The city should consider the establishment of a fund, created by setting aside a small portion of property tax increment arising from the new development, to provide development incentives for this purpose.



Illustrative Example of a Gathering Place Using a Vacant Lot (SSCRPC)

**2.2: Neighborhood Centers and Residential Developments.**

The development of small, localized commercial centers in new residential areas that are within walking distance of homes should be allowed and encouraged. Flexibility in land use regulations and zoning should be allowed if such centers are planned as an essential part of the development, and are to be built by the developer and not simply set aside as subdivided plats for future development.

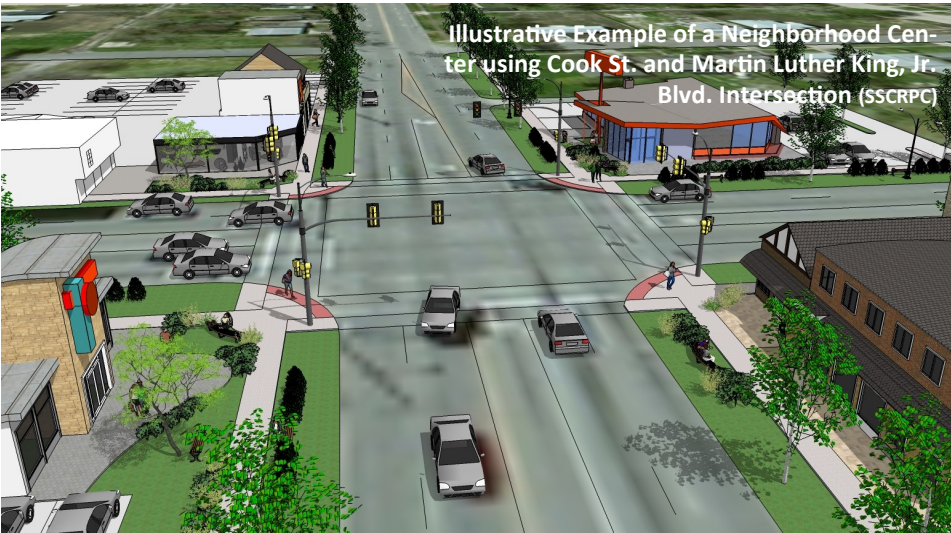
Neighborhood Centers may be allowed in previously developed areas depending upon their assessed contribution to the neighborhood’s stability and vitality.

**2.3: Creating and Enhancing Character Areas.**

Within the context of this plan, Character Areas are those with special characteristics that set them apart from their surroundings, giving the surrounding area a specific image or perception, and contributing to the area’s individuality.

They are intended to be places where residents can come together and may include: plazas; small open-air markets or outdoor entertainment areas; those providing monuments in conjunction with some public use space; areas where visitors may linger adjacent to tourism sites; small neighborhood parks of less than one acre; and, in developed areas, “pocket parks” that can be established on a single vacant lot or be built into the streetscape.

Areas suitable as Character Areas should be identified and encouraged to develop, particularly in the city center and historic area, along the 3<sup>rd</sup> Street Rail Corridor as this rail line is moved to the 10<sup>th</sup> Street Rail Corridor, within the Mid-Illinois Medical District, and in Opportunity Areas located in portions of east Springfield as part of neighborhood redevelopment. Such Character Areas may be considered acceptable land uses in all zoning classifications.

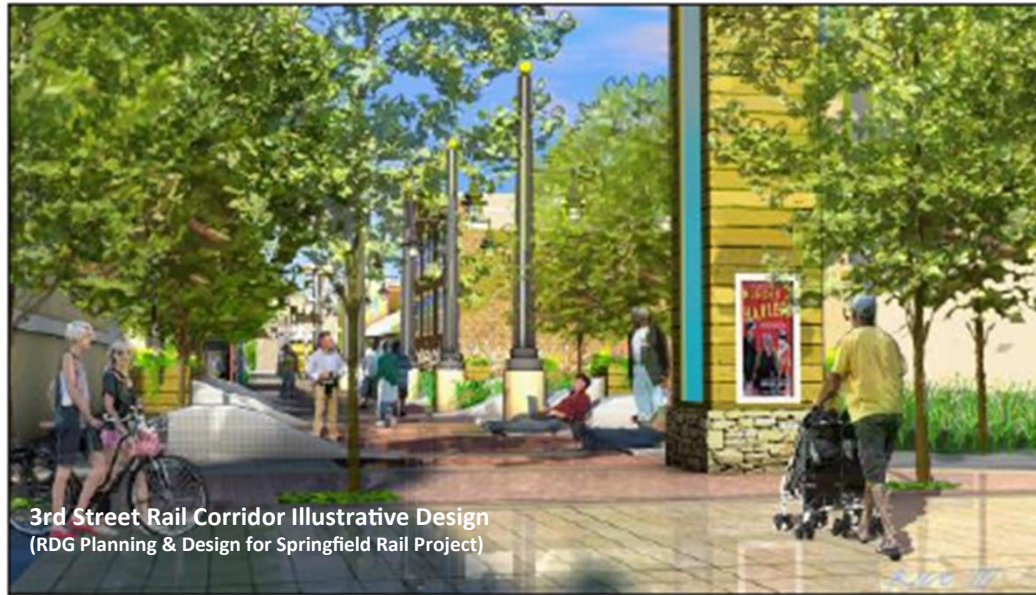


Illustrative Example of a Neighborhood Center using Cook St. and Martin Luther King, Jr. Blvd. Intersection (SSCRPC)



Illustrative Example of a Character Area at Illinois State Fairgrounds (SSCRPC)





#### 2.4: Development of City-Center Connecting Linear Park.

This plan contemplates and supports the consolidation of the city's 3<sup>rd</sup> Street Rail Corridor onto the 10<sup>th</sup> Street one. With the movement of the 3<sup>rd</sup> Street rail line to the 10<sup>th</sup> Street Corridor, the 3<sup>rd</sup> Street Rail Corridor should be developed as a linear park running from the most feasible north-

ern node to the most feasible southern one, and linked with bicycle/pedestrian trails nearest those nodes. For the purposes of land use and zoning, this corridor should be considered an Opportunity Area and granted additional regulatory flexibility.

Additional flexibility should also be provided to properties immediately adjacent to this linear park to encourage redevelopment. Plans and designs for the park should include the identification of Gathering Places and Character Areas on and adjacent to it.

Other potential areas where linear, connecting parks might be developed are identified by sector in Section IV.

#### 2.5: Roadway Corridors and Transportation Connectivity.

It should be the priority of the city to complete the segments of the road network identified within the Metropolitan Planning Area's *Long Range Transportation Plan* as well as on the city's *Arterial Roadway Network Plan*. As the city has many north-south arterial connections, but few similar east-west transportation corridors, priority should be given to the completion of all east-west connections shown in these plans.

To advance the safety of roadway corridors and improve connectivity, curb cuts should be limited on new arterial and connector roadways and reduced on existing ones as part of any roadway improvements. As the sharing of parking areas in already developed commercial areas can assist efforts to reduce curb cuts, zoning and other similar regulations should be reviewed and amended to encourage shared parking for this purpose.

#### 2.6: Enhanced Transportation Choices.

A Complete Streets policy that accommodates automobiles, pedestrians, bicyclists, and users with limited mobility should be adopted by the city and applied to all new roadway development as well as new commercial developments. Pedestrian and bicycle trails and connections identified on the *Bicycle and Pedestrian Plan for the Metro Area* should be prioritized and developed.

Public transit should be expanded to provide better access for all residents as well as provide improved links to bring workers to major job centers.

#### 2.7: Wireless Connectivity.

The city is encouraged to extend its public wireless system throughout the city, with priority being given to identified Legacy Neighborhoods, Neighborhood Centers, Opportunity Areas and Gathering Places. The upgrading of

existing public networks to keep pace with technology improvements should be regularly assessed.

### 3.0: Sensitive Development and Redevelopment

#### 3.1: Compact and Contiguous Development.

**Necessity of Essential Public Services:** To ensure that development occurs in those areas best prepared to support it, new development should not occur unless public water, public sewer, fire protection and adequate roads are available as defined in the Site Suitability sections of the Land Subdivision Ordinance. *The city should develop and adopt a scoring system to determine whether areas proposed for new development should be considered "development ready".*

**Management of Undeveloped Land:** Property currently undeveloped, particularly property in outlying or planning boundary areas, should only be developed if the necessary infrastructure will be in place. *For this reason life-cycle cost assessment should be conducted to determine the cost-benefit of new development on previously undeveloped land.*

To manage the ultimate use of this unimproved land, it should primarily be identified for lower density mixed use residential development.

**Establishment of Development Zones:** In order to preserve agricultural land and discourage "leap-frog" development, developments within the city's 1.5 mile extra-territorial jurisdiction should be reviewed based upon the proposed development's density, intensity of use, and the existing availability of necessary supporting infrastructure. Development of land within the first half-mile of the extra-territorial jurisdiction should only be allowed if that development demonstrates moderate residential density (no more than four housing units per acre) or commercial intensity of use, and supporting infrastructure is present. Within the second half-mile, only lower development density (no more than two housing units per acre, or one unit per acre if a septic field is required, with commercial uses limited to Neighborhood Centers) and intensity should be encouraged only if supporting infrastructure is present. There should be limited or no development in the third half mile unless unique circumstances are presented and mitigation of the impact of the development is provided. Page 34 provides a map showing the city's extra-territorial jurisdiction in one-half mile increments.

**Annexation:** Unincorporated areas largely surrounded by the city should be annexed to ensure cohesive zoning and development.

#### 3.2: Redevelopment.

**Infill Development:** The redevelopment of parcels of land that have been bypassed, remain vacant, have been cleared due to the removal of structures, and/or are underused as a result of continuing urban development or obsolescence, should be encouraged and promoted.

Particular attention and support should be provided to land that meets one or more of the following characteristics: (1) was platted or developed more than 25 years ago; (2) is in a subdivision that is more than 80 percent built out and that was platted more than 15 years ago; (3) is bounded on two or more sides by existing development; (4) is within an Historic District, Legacy Neighborhood, or Opportunity Area; (5) is within an un-platted area that contains lots of two and one-half acres or less where 80 percent or more of the lots or tracts are developed and have been for at least 15 years; (6) is within a blighted area as defined by state law; (7) contains an original structure or use that is no longer viable or which is not economically feasible to renovate; (8) contains an existing structure that cannot feasibly comply with current building and/or zoning code requirements; (9) is in an area with inadequate or antiquated platting; or (10) is in an area that is currently served by inadequate infrastructure for its planned reuse.



Incentives could be provided for infill projects meeting three or more of these characteristics, including reduced building permit fees. In addition, the zoning ordinance should be amended for small lots of record to be developed without the need for zoning variances for items such as lot width and bulk, allowing the Zoning Administrator flexibility to make these determinations through an expedited process.

**Redevelopment of Vacant Industrial and Commercial Sites:** Vacant commercial or industrial sites available for redevelopment and reuse should be redeveloped to complement surrounding uses.

**Incompatible Land Uses:** Commercial and industrial properties which have become surrounded by less intense uses shall be permitted to remain commercial and industrial uses; however, in the event that these properties are made available for sale or transfer, less intense uses compatible with surrounding parcels are preferred.

**Adaptive Reuse:** The rehabilitation or renovation of existing obsolete or deteriorated buildings or structures for use other than the one for which they were built, should be encouraged. Particular attention should be given to the adaptive reuse of historic buildings as well as larger retail structures that are obsolete and no longer competitive in the marketplace. City zoning and building regulations should be reviewed and, if necessary, amended to ease the regulatory barriers that the rehabilitation or renovation of such structures face.

### 3.3: Protection of Residential Areas.

**Limitations of Use near Residential Areas:** Major changes in land use should be avoided, particularly near residential areas. Major changes in use should be restricted adjacent to Legacy Neighborhoods except for the planned development of Neighborhood Centers, Gathering Places or Character Areas. Any significant increase in intensity of use is considered a major change in land use.

**Maintenance of Residential Areas:** Existing residential areas should remain residential unless there are extenuating circumstances. For example, if increased intensity of use has so changed the character of a neighborhood that the residential character is no longer obvious, other uses may be considered.

**Managing Change in Residential Areas:** Strip commercial development should be discouraged in residential areas and restricted from encroaching into Legacy Neighborhoods unless they are planned Neighborhood Centers. In residential areas adjacent to arterial roadways, the entire block face may be changed to commercial use if more than 50 percent of the block face along the arterial where they are located is in commercial or office use.

**Non-Residential Uses and Neighborhoods:** Neighborhood commercial and residential uses should be balanced. Neighborhood commercial uses located within a convenient distance to the residential areas may be of the nature of a Neighborhood Center. Areas for outdoor recreational use, ranging from parks to open space, should be identified that are convenient to neighborhoods, and these may be of the nature of Gathering Places or Character Areas.

### 3.4: Environmental Protection.

**Protection of Lake Springfield:** No industrial or commercial uses with the potential for pollutants, spills or heavy urban runoff should be located near Lake Springfield or its tributaries, and low density residential uses, served by all public utilities, should be encouraged in order to reduce runoff.

As this plan contemplates and includes the development of an additional water source for the city – one of the alternatives being a secondary surface lake commonly called Hunter Lake or Lake II – attention should be given to it and its surrounding land use. Development adjacent to the proposed location of this lake should be restricted and the area considered a Conservation Area.

**Development within Floodplain:** There should be no development in the floodplain, and areas in the floodplain should be set aside as natural areas, open space, or for agriculture.

**Low-impact, naturalized storm water management:** In new developments and the re-development of Opportunity Areas, low-impact, natural storm water management practices are preferred.

**Conservation Areas:** Portions of the city's jurisdictional land area, particularly 1) land in the floodplain, 2) land adjacent to a new water source, 3) land currently in agricultural use outside of the first half mile of the city's extra-territorial jurisdiction, and 4) land immediately adjacent to new industrial uses within the city's extra-territorial jurisdiction that is intended to buffer these uses, should be identified and set-aside as Conservation Areas so as to conserve and enhance the areas natural or scenic resources, protect streams or water supply, buffer uses, or enhance opportunities for passive recreation.

Areas of existing lots should not be considered Conservation Areas unless they are placed in perpetual easements for this purpose. In addition, existing or future road right-of-ways, or areas set aside for parking, storage or display, do not constitute Conservation Areas. However, land set aside as buffer areas surrounding new industrial uses may be included.

**Encouragement of Alternative Energy Use:** The use of alternative sources of energy, particularly solar, for site-specific purposes should be encouraged. Zoning and building regulations should be reviewed and, as necessary, amended to encourage the inclusion of such uses in new developments, as well as the adaptive reuse of existing structures. Site-specific allowances would not include the addition of large generating facilities within the city center, but are instead intended to encourage those that would support individual residences, multi-family developments, individual commercial structures, and industrial sites.

### 3.5: Local Financial Assistance for Development and Redevelopment

For land use purposes, the provision of financial assistance or tax abatements for the development of land, other than for those purposes identified in this plan, should be discouraged.

Such assistance should be prioritized and targeted toward identified special areas and infill sites.

Particular efforts should be those targeted toward obsolete or deteriorated properties located within the bounds of Springfield School District 186.

## 4.0.: Enhancing Growth

### 4.1: Efforts to Increase Population Growth

Efforts should be undertaken to attract new residents to Springfield. Particular attention should be given to attracting younger, working age residents and their families. While it is beyond the scope of this plan to address this recommendation in a detailed way, and a number of the recommendations provided in this section (such as improving the attractiveness of the city, creating Gathering Places and Neighborhood Centers, expanding transportation options, and increasing flexible housing options and affordable housing) are intended to create an environment appealing to new residents, the following guidance is provided:

**Active Marketing to Potential Residents:** Through the Springfield Convention and Visitors Bureau, which already is charged with bringing additional visitors to Springfield and has experience with marketing campaigns, the city should develop an active marketing campaign to encourage potential residents to visit the city and learn more about it as a place to live, work, and play.





**Active Marketing to Transitionals:** Specific attention should be given to targeting “transitional” groups, such as students attending colleges and universities in the region who are preparing to end their educational programs and enter the workforce. Approaches such as Philadelphia’s *Campus Philly* should be considered, encouraging students to visit and explore Springfield. In this regard joint efforts should be created between the city and the higher education institutions in the region to encourage their students to consider Springfield as a place to not only complete their educations but live and work after graduation.

**Active Marketing to Past Residents:** Such an effort would entail specific activities to encourage those who have moved away from the city to return. Incentives should be considered and encouraged for this purpose.

**Additional Passive Marketing Efforts:** These activities should consider such approaches as those used by Columbus, Ohio,

**Expansion of Educational Opportunities:** The city should partner with the University of Illinois-Springfield, Lincoln Land Community College, SIU College of Medicine, and other higher education providers in the region to champion the addition of campus offerings, certificates and degrees necessary to support job growth in the “knowledge economy”. This would generally include course work in the sciences, technology, engineering and mathematics (often known as the STEM areas), and specifically include expansion of programs in the information sciences and technology, medical and bio-medical fields, and some engineering, including the additional of advanced degree programs in these areas.

#### 4.2: Encouraging New Value-Added Industries

While the city has many successful businesses, particular attention should be given to attracting product-producing, value-added businesses and industries. While this would include manufacturing, it would also include those that produce intellectual products and others in the “knowledge economy”. Marketing and business attraction plans specific to these industries should be developed, and sites identified and prepared for their use.

#### 4.3: Improving Industrial Areas

**Redevelopment of Existing Industrial Areas:** Existing industrial parks and properties of over five acres that are currently zoned for industrial use should be a primary focus for industrial development and use. These properties should be reviewed to determine if they are currently obsolete, have the infrastructure necessary to provide that required for the location of new industrial facilities, or have other barriers that would prevent their viability as locations for industrial expansion or relocation.

Existing industrial areas of less than five acres should be redeveloped at a scale to match the surrounding commercial and residential areas.

**Development of New Industrial Areas:** Absent unique or mitigating conditions (such as adjacency to other industrial or intense commercial uses), previously undeveloped properties being considered for industrial use and rezoning should be those that are predominately vacant (the site is 49% or more vacant), are located in areas where at least two modes of freight transportation (truck, rail or air) intersect, and are in close proximity to the sewer and water infrastructure necessary to serve the site. Such locations should not be located in a conservation area or be located beyond the first half-mile of the city’s extra-territorial jurisdiction unless an area is established to buffer the industrial use from surrounding uses.

#### 4.4: Streamlined Processes for Special Areas

Streamlined regulatory processes should be established for the special areas noted above as well as for new value-added industrial uses. Such efforts may include: pre-certifying areas eligible as Business Improvement Districts; identifying existing areas where the city would be willing to provide property tax or sales tax rebates; areas to be added to the Springfield-Sangamon County Enterprise Zone; or those where property tax credits are currently available, such as in Historic Districts.

For the purposes of stimulating new economic growth in identified areas, the Central Business District and the Mid-Illinois Medical District should be considered Opportunity Areas.

and its Lifeinbus.com effort, providing not only an attractive image for the city but also an on-line “welcoming center” to assist those interested in obtaining employment and moving to it.

**Relocation Assistance:** The city should provide a new resident portal on its website to link new residents to the sources of information they will need to make a smoother transition to Springfield.



## Plan Coordination and Implementation

Planning is not completed with the production of a plan. Planning involves an on-going decision-making process in which existing strengths and weaknesses are analyzed, goals and objectives established, and strategies devised for the purpose of achieving a desired vision. In this regard the following recommendations are offered.

**Implementation Working Group:** The city should establish a working group to coordinate the implementation of the plan and address the tasks indicated in the recommendations provided above.

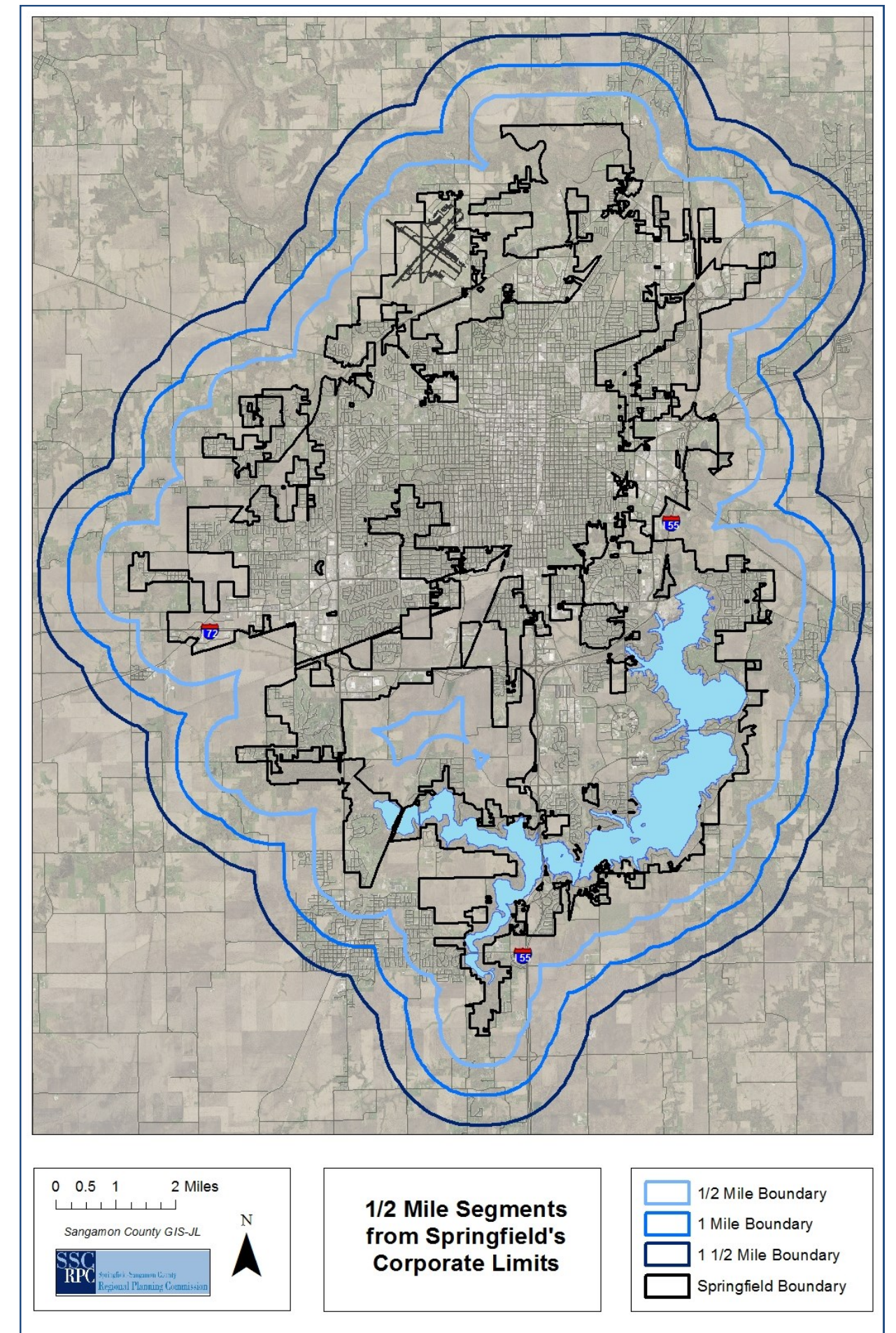
**Diversions from Plan:** As land use decisions are made, either as part of the zoning process or other regulatory processes, diversion from the land uses specified in Section IV of this plan should require the provision of specific written findings of fact by the governing body as to why the body finds that the diversion represents an allowable and reasonable exception from the plan.

**Maintenance of Land Use Map:** The city should establish and maintain a map of all land uses within its jurisdiction with the properties identified using the land classification system provided in this plan or a similar one. Diversions from land uses identified in Section IV of this plan should be identified on this continuously up-dated land use map, and access to the map provided to the public.

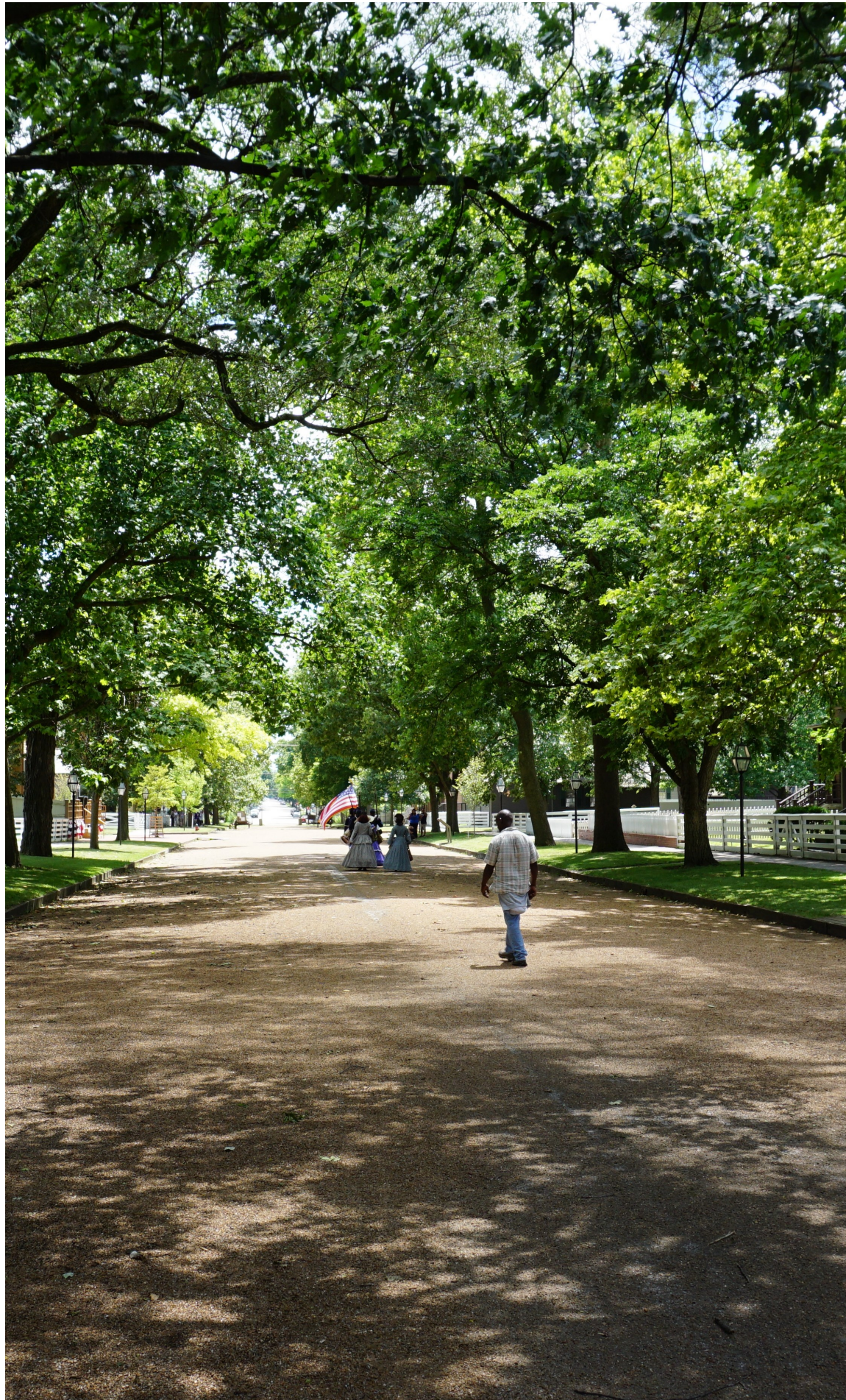
**Regular Review:** Aside from amendments to the plan which may be made from time-to-time as changing circumstances require, the city's comprehensive plan should be fully reviewed every five years and up-dated every 10.

**Regional Interaction:** The City of Springfield should establish mechanisms to cooperate and coordinate land development efforts with adjacent communities and Sangamon County, particularly in areas where extra-territorial jurisdictions over-lap. These over-lapping jurisdictions are shown on the map on page 78.

**Pertaining to Extra-Territorial Jurisdiction:** Pursuant to this plan, the city shall aggressively enforce its land development planning and regulatory authority in those portions of the extra-territorial area under its jurisdiction.







## SECTION IV: CURRENT & PROPOSED LAND USE

**“That which comprises the present city must be considered analogous to the first town site. The mistake must not be repeated of neglecting to recognize the fact that growth must continue due to the exertion of the city’s own expansive force and to its power to attract”.**

**Myron H. West**



# CURRENT LAND USE



To assess the appropriate and future best use of land in Springfield and its extra-territorial jurisdiction, the current use of the land must be considered. In the case of Springfield this is particularly important given the city's size. There are about 42,766 acres, or 66.8 square miles, within Springfield's current corporate limits. This represents the gross level of developable property, with the extra-territorial jurisdiction adding to the land use planning area.

Of this gross amount, approximately 35,119 acres (or about 55 sq. mi.) are estimated to have been developed. This means that about 82% of the land planning area within Springfield's city limits is in some use. However a significant amount of property remains. Almost 18% (7,6472 acres or 11.95 sq. mi.) is undeveloped, which is defined as land either not previously developed — including that in agricultural use — or land that was previously developed but is now absent any structures. The latter situation was most often found to exist due to the demolition of older residential structures.

But in reviewing current land use one must consider that not all of the property in the planning area is easily amenable to development, being constrained by various factors. For example, land in the identified floodplain is constrained because of its development limitations. Floodplain property alone accounts for almost 2.5% (about 1,066 or 1.7 sq. mi.) of the land surface within Springfield's corporate limits. Lakes, streams and ponds currently cover almost 4,400 acres, with Lake Springfield itself taking up a large portion of this acreage.

Other components of the city's land area must also be excluded from the consideration of developable property due to its current public use or nature. For example, roadways and their associated right-of-ways make use of almost 6,500 acres within the city limits. Existing utility easements and similar uses are not considered to be developable properties for land use planning purposes, and further amounts of land for such purposes may be required as new development occurs.

Taking such limiting conditions into account still finds that a large amount of land area currently exists within Springfield's corporate limits suitable for new development or redevelopment given the most likely population growth scenario; an additional 10.03% of population growth by 2037 (see Appendix 1: *Community Characteristics*).

Land in the city's extra-territorial jurisdiction expands upon the developable property, however this land area is not included in these particular calculations due to the fact that Springfield's 1.5 mile extra-territorial jurisdiction overlaps that of other neighboring municipalities, making total available acreage under the city's land development jurisdiction difficult to calculate. The extra-territorial jurisdiction is, however, addressed in this plan and is included in the map on page 38 as well as in the land use sector mapping.

In reviewing existing land use within Springfield's bounds and the extra-territorial area, the planning team found that there was only minimal base data available for classifying existing use. For this reason several sources were drawn upon to make the assessment presented in this section. They included: the city's current zoning map; land use data collected from an assessment done by the SSCRPC for the Sangamon County Water Rec-

lamation District which addressed most of the residential property within the corporate limits; land as classified in the emergency 911 database; and the base land use layer established by satellite imagery provided through the LEAM model.

The planning team also drew upon existing geographic information system (GIS) files that indicated the location of existing community facilities and the location of parks. *Google Maps* and *StreetView* were also used in this analysis, along with the personal knowledge of both SSCRPC staff and Steering Committee members.

Following the assembly of current use data, the classification of existing land uses for planning purposes could proceed. Defining Springfield's existing land use classes was somewhat challenging for the planning team since the land use policies adopted in both the *2020 Springfield Comprehensive Plan* and this one encourage planning consistency in land use. For this reason the planning team took two sources into account. The first source was the land use classification system and supporting definitions identified in the *2020 Springfield Comprehensive Plan*. The classification scheme used in this earlier plan was reviewed and then amended to simplify the classification process used in assessing current use. The amendments were largely drawn from the second source, the American Planning Association's (APA) *Land Based Classification Standard Dimension* and its descriptions, specifically the APA's *Function* dimension. The planning team found that this approach most closely matched that existing on the ground locally as it is based on what service or use the land provides to people.

This work resulted in the identification of eight land use categories used to assess the current use of property for planning purposes. Of the eight categories of current use identified and shown in the maps on pages 37 and 38, two address current residential uses:

The **Lower Density Residential** use classification encompassed land found to be used for single-family residences as well as two-family dwellings, such as duplexes.

The **Higher Density Residential** classification addressed property used for residential purposes that did not meet the definition for Lower Density Residential use. This class of uses included existing *mixed-density* as well as *higher-density* uses, such as apartment complexes and mobile home parks. This classification simplified the earlier Springfield comprehensive plan by combining three land use classifications used in that plan (*Mixed*, *Higher*, and *Multi-Family Residential*) into just one for the assessment of current use presented here.

Three of the eight classifications identified address business-related land uses:

**Commercial** land use included property in any retail use except those involving extensive trucking, shipping, warehousing, and outside storage. Neighborhood commercial uses were included in this classification, as were those that do not generate a high volume of traffic seen as having a negative impact on nearby residential areas. This classification combines three land use classifications used in Springfield's earlier comprehensive plan (*Light*, *Heavy*, and *Neighborhood Commercial*) into just one for the assessment of current use



presented here.

The **Office/Service** classification included property with any type office or service land use whose primary activity was providing direct assistance and services to consumers; such as real estate offices, attorneys, accountants, banks, medical facilities, beauty parlors, small repair services, and insurance offices.

The **Industrial or Utility** land use classification was applied to both heavy and light manufacturing uses.

The sixth classification identified land currently used for **Community Facilities**. This includes public facilities that while not necessarily representative of the surrounding uses, may be supportive of the area and/or meet community needs. Examples include: churches, community centers, schools, fire stations, libraries, and police stations.

The final two classifications of existing use identify land associated with recreation, agriculture and open-space. These are:

**Parks and Recreation**, which included land used for parks, golf courses, public outdoor athletic facilities, and other uses designed to provide residents with a place to congregate and recreate.

**Agricultural/Conservation Areas**, which identified property being farmed or deliberately designated as passive open space that does not have a specific identified or programmed use to provide scenic, natural resource or buffer protection.

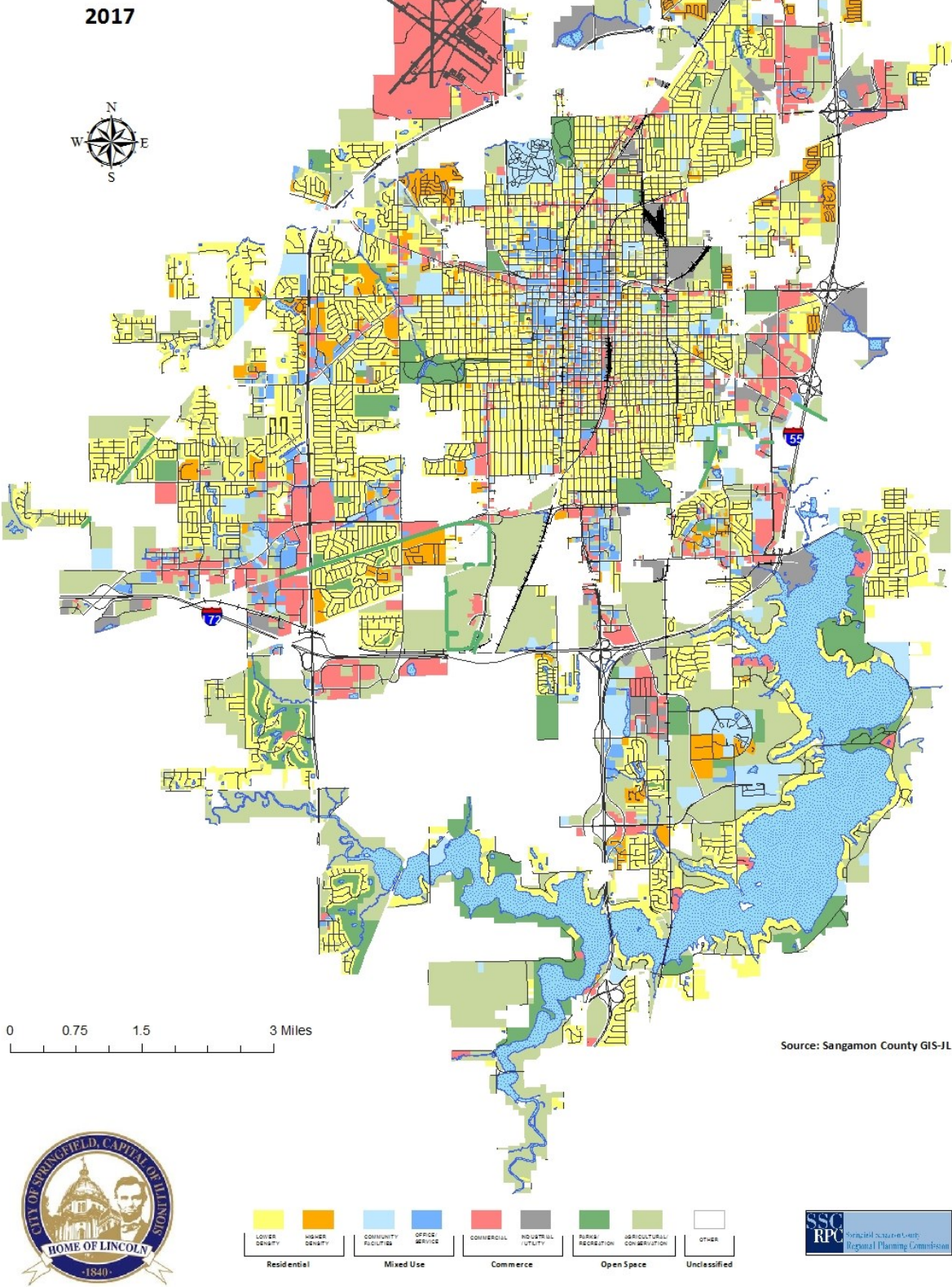
Other properties were identified but are not included in the classification system above. This includes the previously mentioned road parcels and water features, as well as various miscellaneous uses.

The table below provides the estimated acreage within the Springfield city limits currently in use under each classification, including land used for roadways and water features.

The map to the right on this page provides the outcome of this review of current land use for properties within the municipal limits of Springfield, while the map on page 38 shows land use within Springfield as well as that within its extra-territorial jurisdiction.

Estimated Net Current Land Use within Springfield’s Corporate Boundary			
Land Classification	Acres in Use*	Square Miles	Percentage of Net Current Land Use
Lower Density Residential	10,453.10	16.33	24.44%
Agricultural/Conservation	8,272.51	12.93	19.35%
Road Parcels	6,439.52	10.06	15.06%
Hydrology (Lakes, Streams, Ponds)	4,398.66	6.87	10.28%
Commercial	3,869.84	6.05	9.05%
Parks & Recreation	3,443.31	5.38	8.05%
Community Facilities	1,884.10	2.94	4.40%
Higher Density Residential	1,431.29	2.24	3.35%
Industrial/Utilities	1,218.78	1.90	2.84%
Office/Service	985.80	1.54	2.31%
Other/Misc.	369.47	0.58	0.87%
TOTAL	42,766.38	66.82	
*All numbers rounded to the nearest hundredth.			

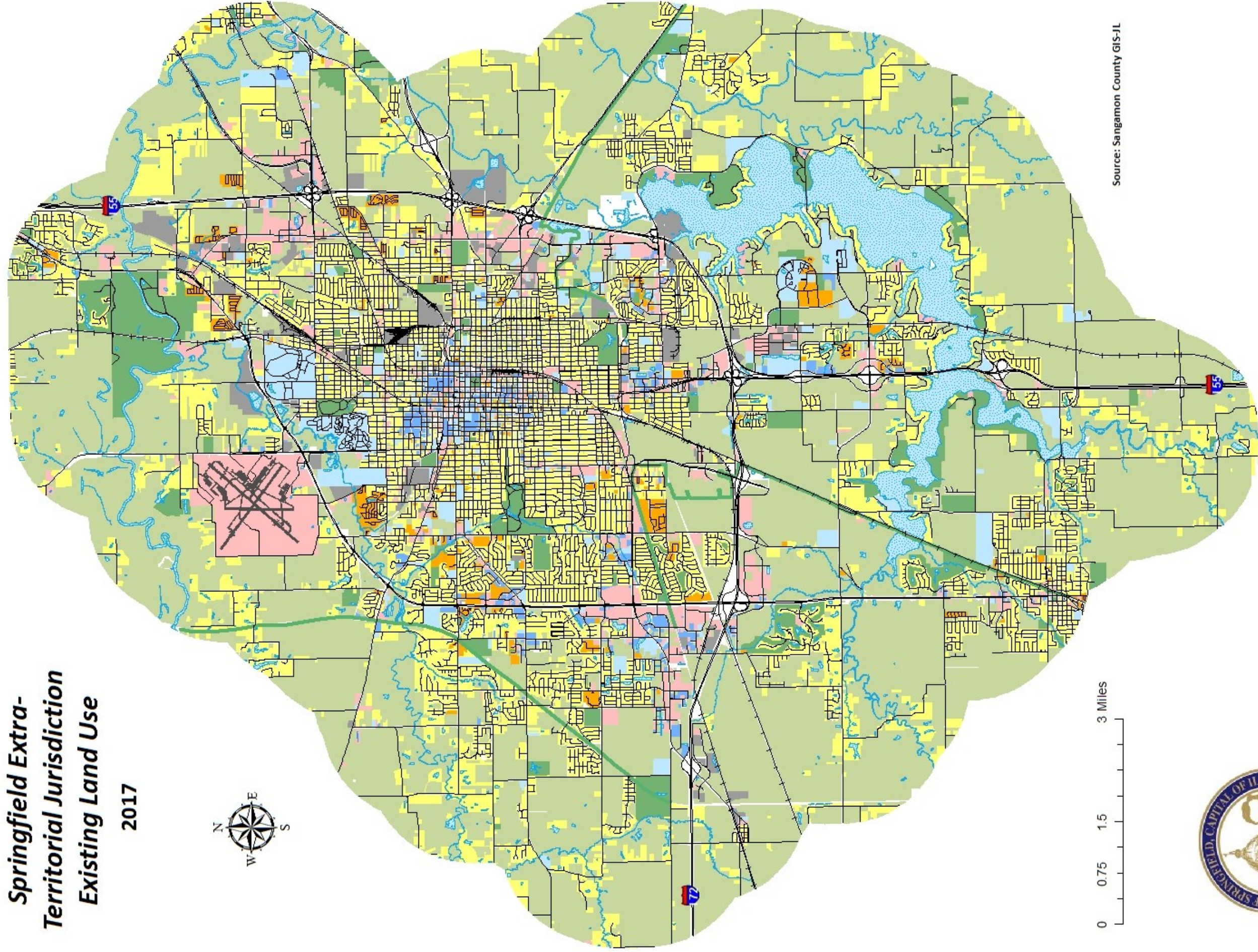
City of Springfield  
Existing Land Use





# Springfield Extra-Territorial Jurisdiction Existing Land Use

2017



0 0.75 1.5 3 Miles

Source: Sangamon County GIS-JL



- |   |  |  |  |  |  |  |   |   |
|---|--|--|--|--|--|--|---|---|
|  LOWER DENSITY |  HIGHER DENSITY |  COMMUNITY FACILITIES |  OFFICE / SERVICE |  COMMERCIAL |  INDUSTRIAL / UTILITY |  RURAL / RECREATION |  AGRICULTURAL / CONSERVATION |  OTHER |
| Residential   |  | Mixed Use  |  | Commerce   |  | Open Space   |   | Unclassified  |



# LAND USE SCENARIOS AND POPULATION GROWTH



In order to better understand the implications of future growth as it relates to land use in Springfield and its surrounding extra-territorial area, various scenarios were developed and tested. To do this the project team used the computerized *Landuse Evolution and impact Assessment Model* (LEAM) developed by the LEAMlab of the Department of Urban and Regional Planning at the University of Illinois at Urbana-Champaign. Multiple cities in the United States and abroad have incorporated LEAM into their land use planning and decision making processes.

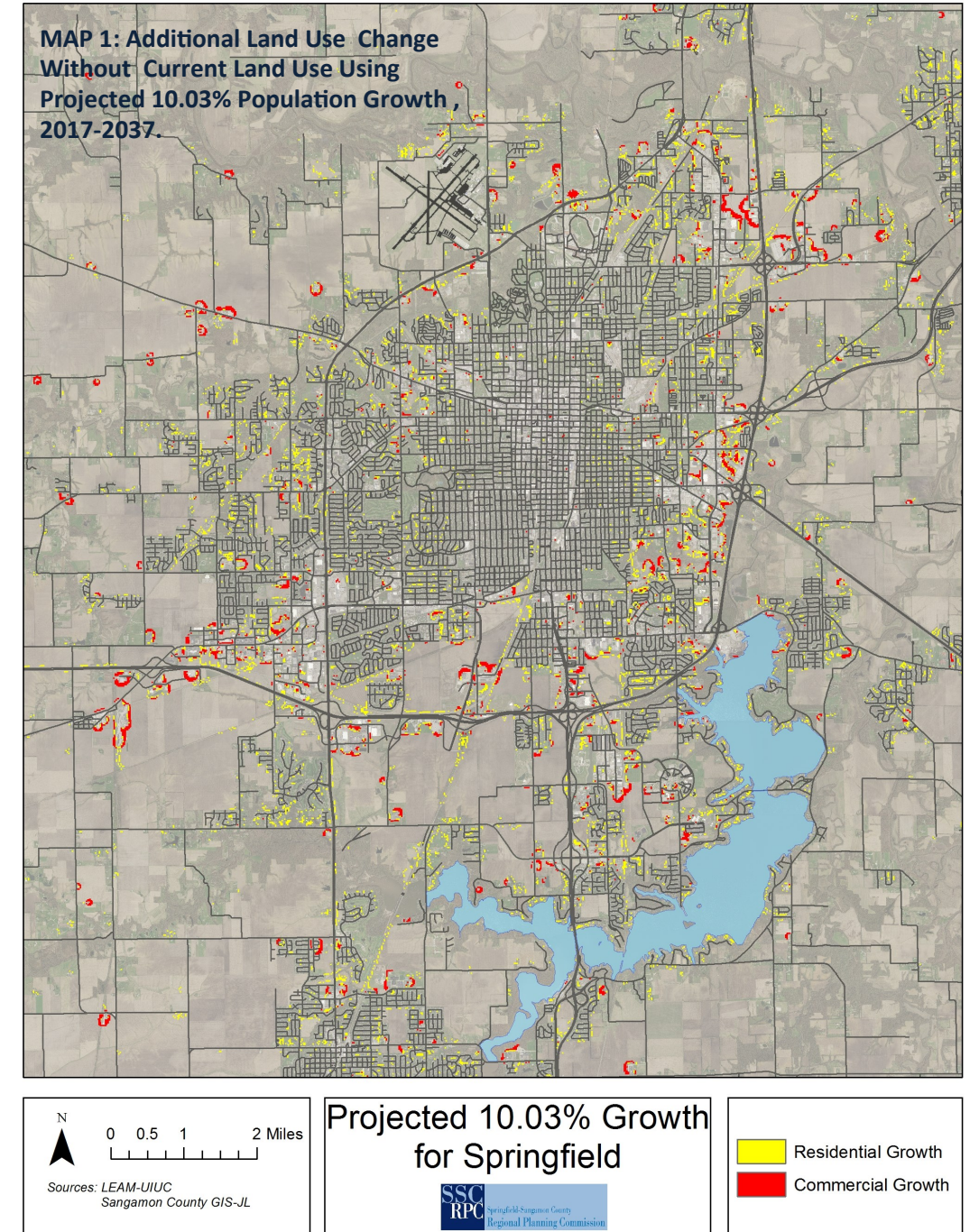
As LEAM simulates land use change and development across space and time, it allowed the Springfield planning team to visualize, test and run probability models of the impact of various land use decisions. To assess various growth scenarios, the planning team had to provide the model with data related to certain “drivers” associated with land use. These drivers can be thought of as the forces – typically human – that contribute to land use decisions and subsequent change.

The drivers the project team input into the model represent the dynamic interactions between the urban system and the surrounding landscape, and include such items as existing land use, population and employment projections, developments in cities interacting within the model, the various employment centers, the existing and future transportation network, areas where growth is not expected to occur or would be extremely limited (e.g., land used for parks, airports, schools), and areas that need additional consideration (e.g., floodplain). Because of this, local factors, such as local economic conditions, the nature of the transportation system, availability of utilities, neighboring land uses, and even random chance, can all contribute to the model’s growth and land use projections when scenarios are run. LEAM weighted each of these factors to determine the probability of even very specific areas (30 by 30 meter segments, or about the size of a typical suburban residential lot) to grow and develop in unique ways.

This enabled LEAM to create probability scenarios showing how the various drivers affect land use: where development is most likely to occur and the type of development (residential or commercial) that is most likely to transpire. This allowed the project team to determine the growth potential of all of the land included in the model, and then to map the outcomes of the various scenarios put to it, displaying them in an easily understandable geospatial way as the maps in this section demonstrate. The modeling served as important background information for the project team and Steering Committee as they considered future land use changes, and it also allowed for particular areas of importance to be evaluated.

This was because, and as was mentioned above, LEAM provides a *dynamic* model. The drivers entered into it can be increased or decreased to determine the impact that specific changes in any one of them would have on land use.

As an example, Map 1 on this page shows the probability of land use change in Springfield based upon a projected population growth of 10.03% over the next 20 years and other basic factors disregarded in order to demonstrate the large effect that population has on land use. Since the scenario demonstrated by Map 1 disregards the status of current land use as shown on pages 37 and 38, as well as the proposed uses of land



identified in the next section, using only the basic geo-spatial data provided by the LEAMlab, it provides a good indication of the influence that population growth can have on both the magnitude and probable location of commercial and residential growth over the next 20 years.

*Over all the scenarios run by the planning team, population growth had the greatest influence on land use.*

This is demonstrated by the maps on the following pages that show the results of scenarios in which both current and proposed land uses were input as drivers for two different rates of population growth.





EFFECT OF POPULATION

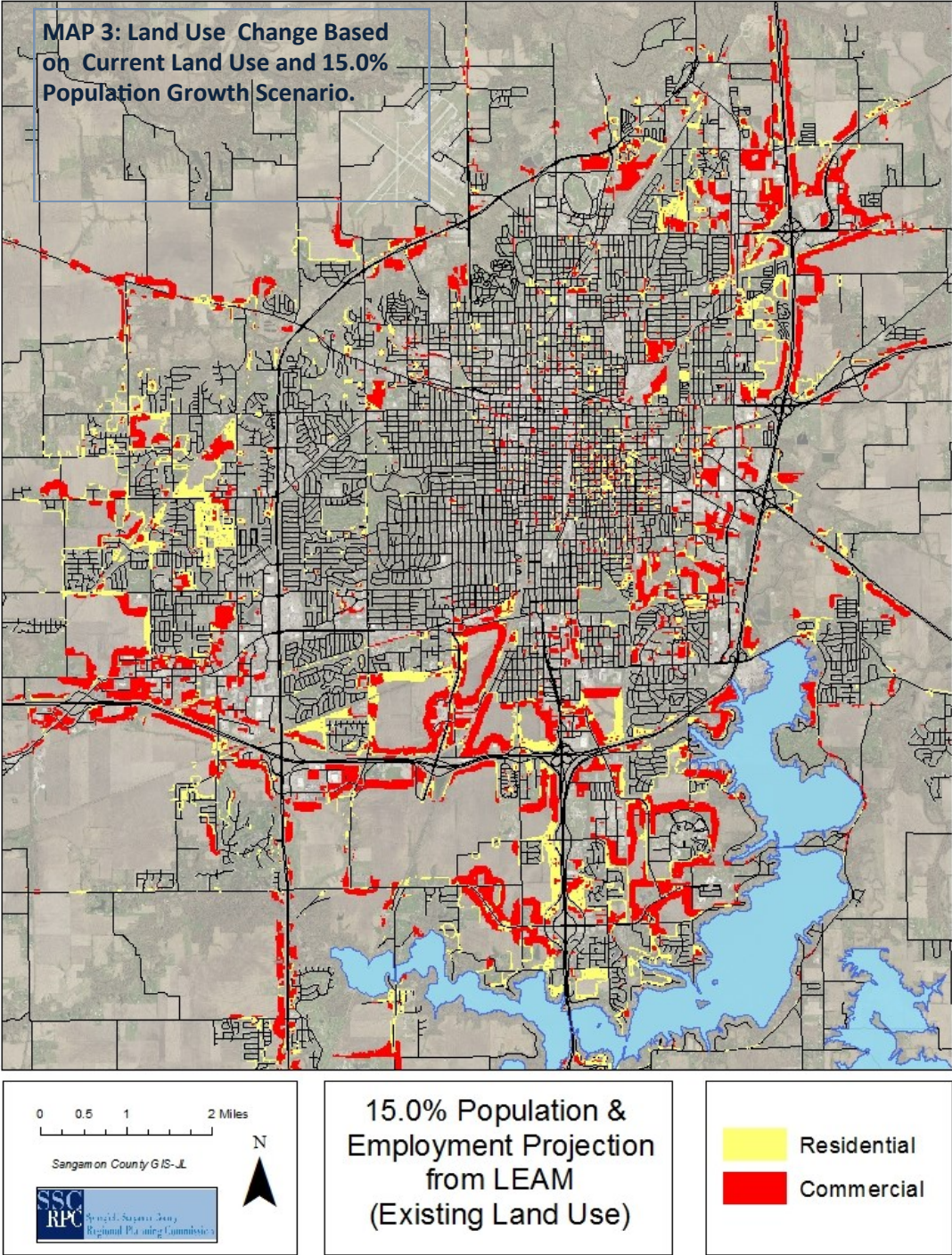
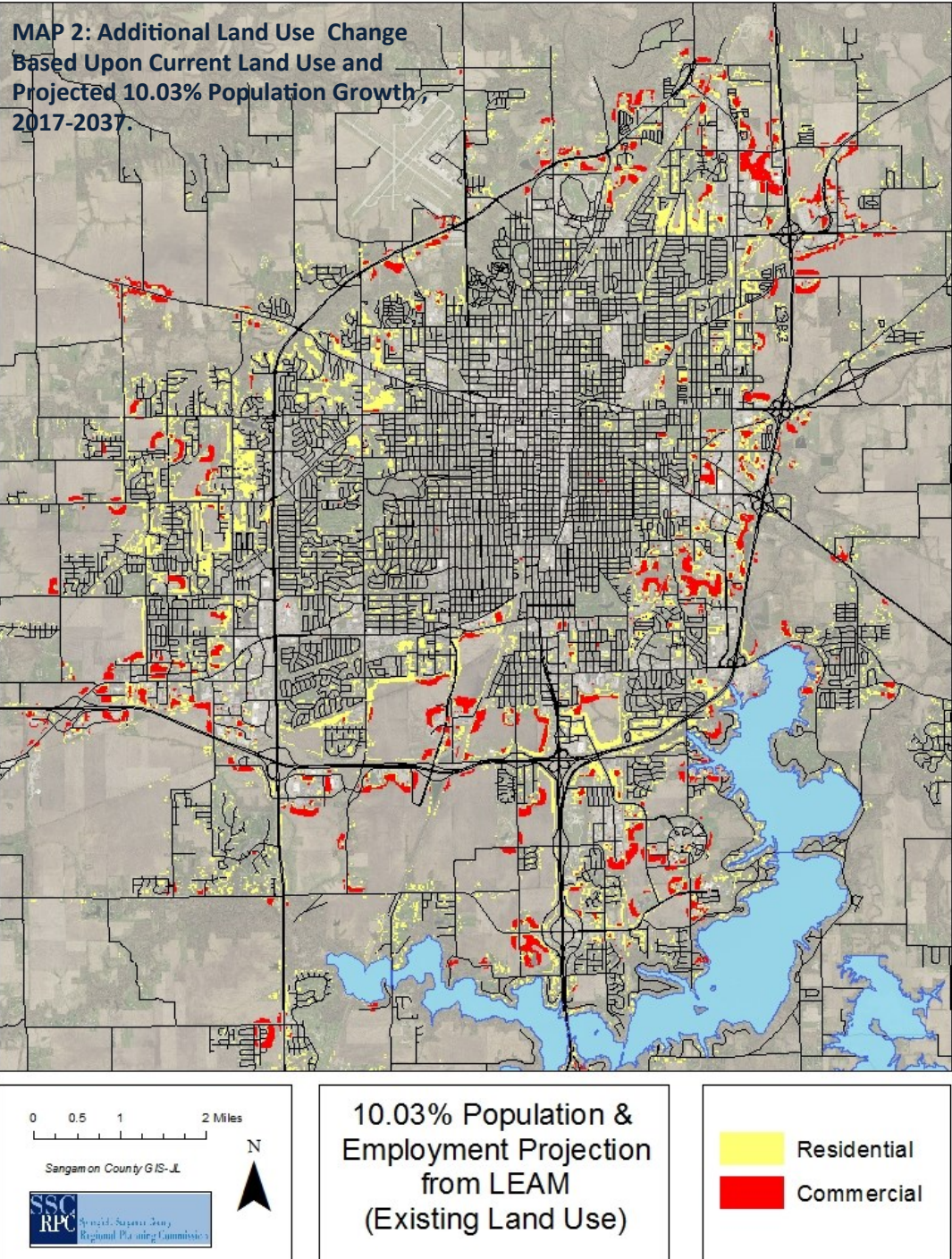
The effect that population growth would have on Springfield’s currently *existing* land use is demonstrated by Map 2 and Map 3, to the right.

Map 2 shows the LEAM projection of probable residential and commercial growth in Springfield and the surrounding area based upon estimated current land use — as shown in the maps on pages 37 and 38 — and the projected most likely population growth scenario: 10.03% population growth by 2037 (see Appendix 1). As one can see, the land use pattern projected is quite similar to the city’s past growth trends in terms of location, and is also somewhat similar to that shown by Map 1, on the previous page, that did not involve existing land use data.

Both the residential and commercial development demand predicted under the 10.03% population scenario occurs around or near major transportation corridors, continues growth to the west and southwest, while showing some additional growth — particularly commercial — to the far east and northeast. While some slight growth, primarily residential, is shown in the center city, most growth is projected to occur along the fringe.

As the community survey (see Appendix 6) indicated that half of the respondents wanted Springfield’s population to grow at about the same rate as its most recent rate of growth (4% from 2000 to 2010, for an annualized 0.4%), the results of the 10.03% growth rate over the next 20 years (an annualized 0.5% average rate of growth) appears to be consistent with that desire.

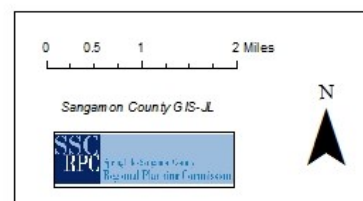
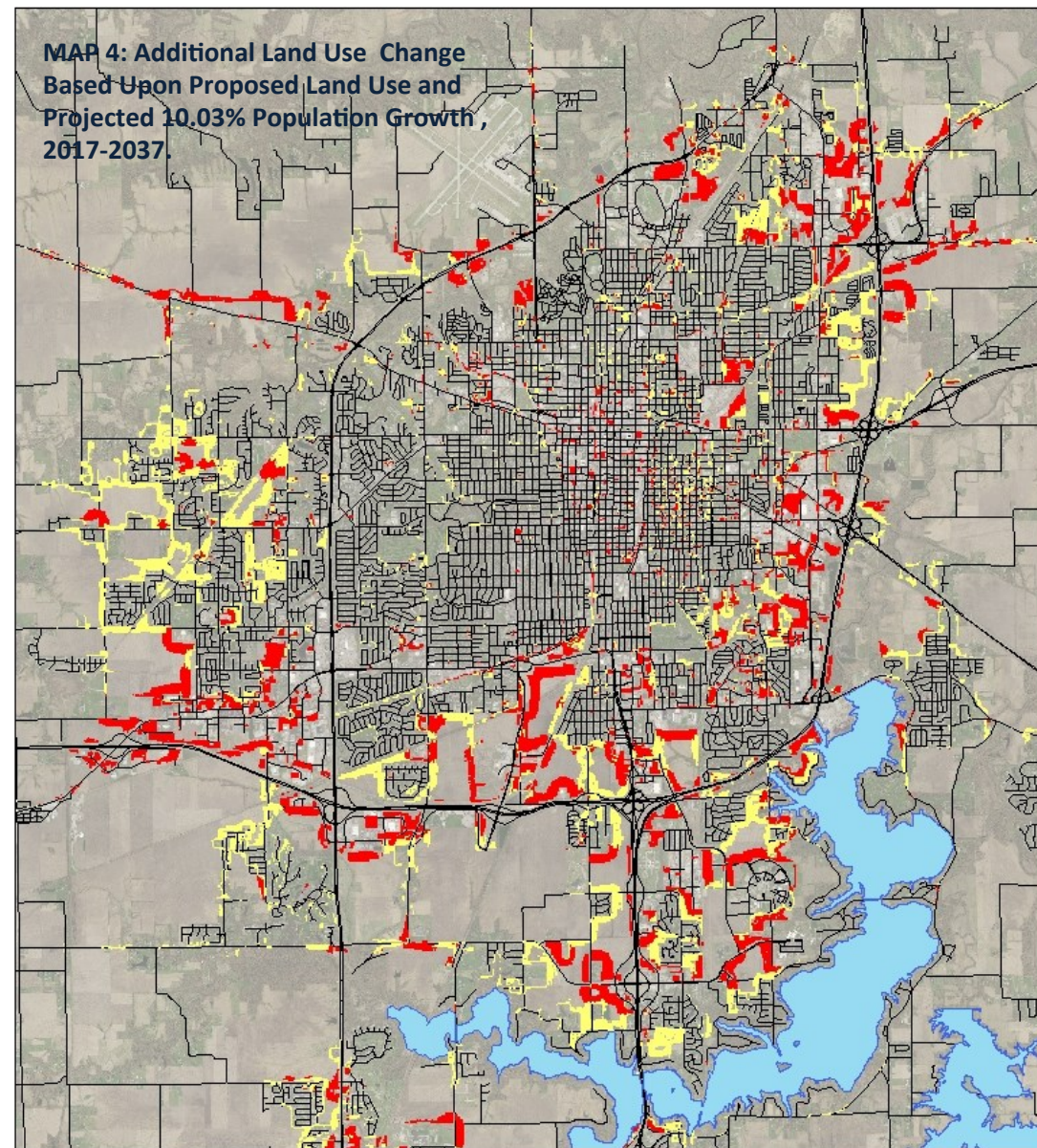
At the same time, when respondents to the community survey were asked how the city might best fund necessary capital improvements over the next 20 years, the primary response was for this to occur due to business growth. If this intention is to be addressed in planning, the magnitude of growth is relevant.



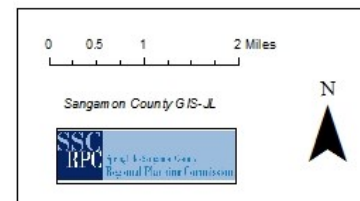
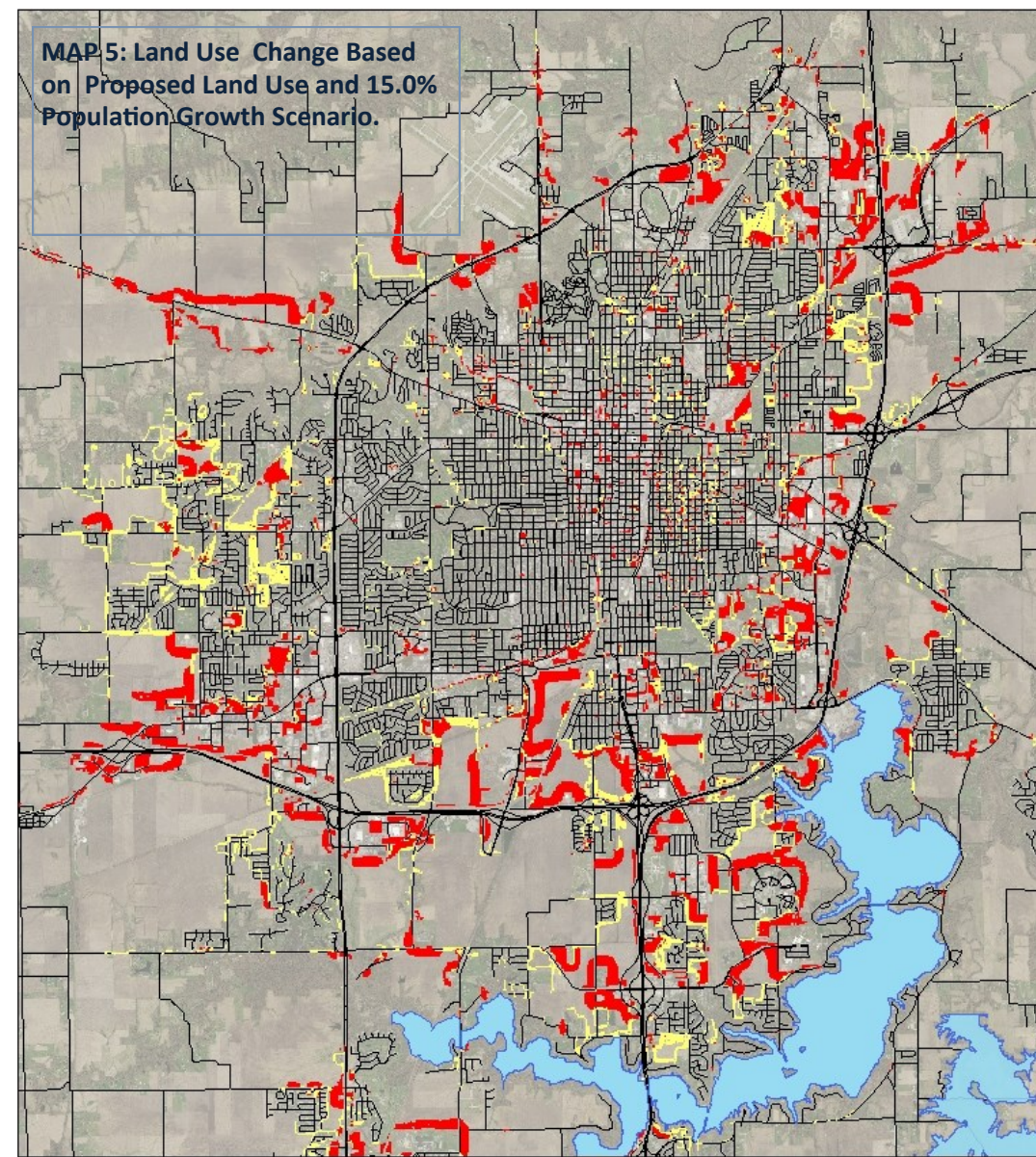
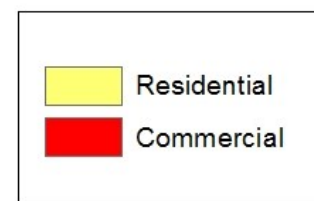
Map 2 indicates that the 10.03% anticipated population growth rate will be of limited value in this regard. While new commercial growth areas are indicated, the model shows more stability than growth. This is more noticeable when other population scenarios were run. This is demonstrated by Map 3.

Keeping all other drivers except population and job growth constant, Map 3 shows the outcome of a second scenario in which Springfield’s population grows by 15%, rather than 10.03%, over the next 20 years. It also assumes a proportional job growth to match the population one. By keeping job growth proportional to population growth, one can better assess the impact of additional population growth alone, as job growth often increases in proportion to population growth.

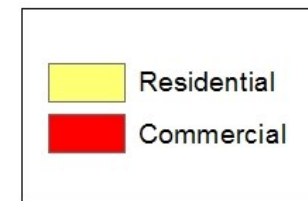




10.03% Population & Employment Projection from LEAM (Proposed Land Use)



15.0% Population & Employment Projection from LEAM (Proposed Land Use)



## EFFECT OF PROPOSED LAND USE

One of the challenges for the planning team was to try and achieve the *potential* of the 15% population growth rate while remaining within the confines of the more conservative anticipated 10% growth rate. In addition, the planning team understood that meeting other planning objectives were important as well.

For example, while Map 2 shows that under existing land use conditions population growth of 10% would encourage some additional residential and commercial land use, it also showed that only a small portion of it was likely to occur within the city's core. Only the 15% rate of growth scenario, shown in Map 3, caused increased residential and commercial use toward the city center.

Reinvigorating development within the core was seen as an important goal and several of the policy recommendations in Section III indicate this. The policy recommendations also demonstrate a desire to limit certain types of development in areas surrounding the city in order to move denser and more intense development toward areas where infrastructure was most often already present.

The planning team took this into account in developing the proposed land use maps presented in the following section of this plan. The team then ran the same two population scenarios through the model using the best case scenario of proposed land use as the base. This scenario assumes that the policies and approaches suggested in this plan are actively applied. Other less aggressive scenarios were also run, but those shown in Maps 4 and 5 show the results for both a 10.03% and 15% population scenarios using this more aggressive plan implementation.

Map 4 shows success in this regard. It indicates an outcome similar to that shown in Map 3, though less robust. In other words, the land uses proposed for Springfield in this plan somewhat make up for the lower anticipated population growth. The model predicts more growth to occur within the city's core under the land use map and policies proposed, moving denser and less intense land

Map 3 shows that simply increasing population growth from 10% to 15% over 20 years (a more robust annualized 0.75% rate of growth compared to a 0.5% one) has a significant impact on projected demand for both residential and commercial land use.

This is consistent with research that indicates that population growth alone can have a major impact on a local economy, generating additional commercial as well as residential growth.

uses back toward areas where infrastructure currently exists. In addition, one can see a reduction in uses in the planning fringe areas.

While Map 5 shows that a population growth rate of 15% would likely still generate more commercial and residential development than the 10.03% rate, there is more comparability between the two scenarios based upon this plan's proposed land uses than there were using existing land use as the base.

The results indicate that to achieve the economic developmental ends that the public desires, Springfield should work to address its rather sluggish population growth over the next 20 years, but that some of the negative effects of low growth could potentially be ameliorated by the land use proposals called for in the policy recommendations and the proposed land use maps that follow.



# PROPOSED LAND USE 2017-2037

This section of the plan provides decision makers and the public with a graphic, mapped representation of Springfield’s proposed land use over the next 20 years. It is based upon the general land use policy recommendations provided in Section III (pages 28-34), the results of the LEAM analysis, and includes *area* specific recommendations developed by the planning team. As addressed previously, maps such as those presented here should not be considered the entirety of any land use plan or comprehensive planning effort, as land use decisions must be considered in context with the various strategies and policy recommendations that structured them.

## The Land Use Planning Sectors

The map on page 43 shows proposed land use within Springfield’s planning jurisdiction. However, to assist in the land use planning process, the planning area was divided into 17 *sectors* as shown on the map to the left.

The sectors were designed to be compact and contiguous, and have easily identified hard boundaries, such as roads. An effort was also made to not split identified neighborhoods unnecessarily. The end result was the 17 sectors identified here as compared to 50 in the previous Springfield plan. Infrastructure shown in the plan — existing and proposed — is as known on Sept. 1, 2017.

The sector land use maps include the land within the city’s boundaries as well as within its 1.5 mile extra-territorial jurisdiction. They also show areas where the extra-territorial jurisdictions of neighboring municipalities overlap with Springfield’s. It is important to recognize these overlapping areas so that decision-makers are aware of the jurisdictional issues that may arise from future development. Known over-laps of municipal extra-territorial jurisdictions are shown on the map on page 78.

The first sector established was the **City Center**. This sector includes the downtown and is bordered by the historic four “Grands”: North Grand Avenue; South Grand Avenue; East Grand Avenue, which became 19<sup>th</sup> Street; and, West Grand Avenue, which was re-named MacArthur Boulevard.

The sectors located around the **City Center** are named **Near North, Near East, Near West** and **Near South**. Sectors **Northeast, Northwest, Southeast** and **Southwest** complete the sectors named for their direction in relation to the center of the city.

The remaining sectors are named after a point of significance or attribute that is located in that sector. For example, the **Spring Creek** area sector is traversed by that water feature and the **Camp Butler** area sector is home to the military cemetery.

Identifying each sector by its known location or a point of significance makes it easier to utilize the maps. The maps are also numbered beginning with Sector 1, in the extreme north, to Sector 17, in the southeast, in a reverse “S” pattern.

Included in the appendices are assessments of the availability of utilities, status of the transportation network, location of community amenities, and condition of the environment and natural resources. These findings were utilized to assist the committee with the analysis of the sectors such as the location of floodplain, utilities and future roadways, as well as other information necessary to evaluate the sectors.

## The Land Use Categories

The planning team worked to simplify the proposed land use plan and create additional flexibility in determining the recommended future uses. To address some areas of undeveloped land that lies within the extra-territorial jurisdiction, the eight categories used to identify current land use (see pages 36-37) were expanded to nine categories:

**Lower Density Residential** includes property used for single-family residences as well as two-family dwellings, such as duplexes.

**Higher Density Residential** includes property used for residential purposes that did not meet the definition for Lower Density Residential use.

**Commercial** includes any retail use as well as neighborhood commercial uses and uses that do not generate a high volume of traffic that would have a negative impact on nearby residential areas. This category does not include uses with extensive trucking, shipping, warehousing, and outside storage.

**Office/Service** includes property with any type office or service land use whose primary activity is providing direct assistance and services to consumers; such as real estate offices, attorneys, accountants, banks, medical facilities, beauty parlors, small repair services, and insurance offices.

**Industrial or Utility** includes both heavy and light manufacturing uses.

**Community Facilities** includes public facilities that while not necessarily representative of the surrounding uses, may support the area and/or meet community needs. Examples include: churches, community centers, schools, fire stations, libraries, and police stations.

**Parks and Recreation** includes land used for parks, golf courses, public outdoor athletic facilities, and other uses designed to provide residents with a place to congregate and recreate.

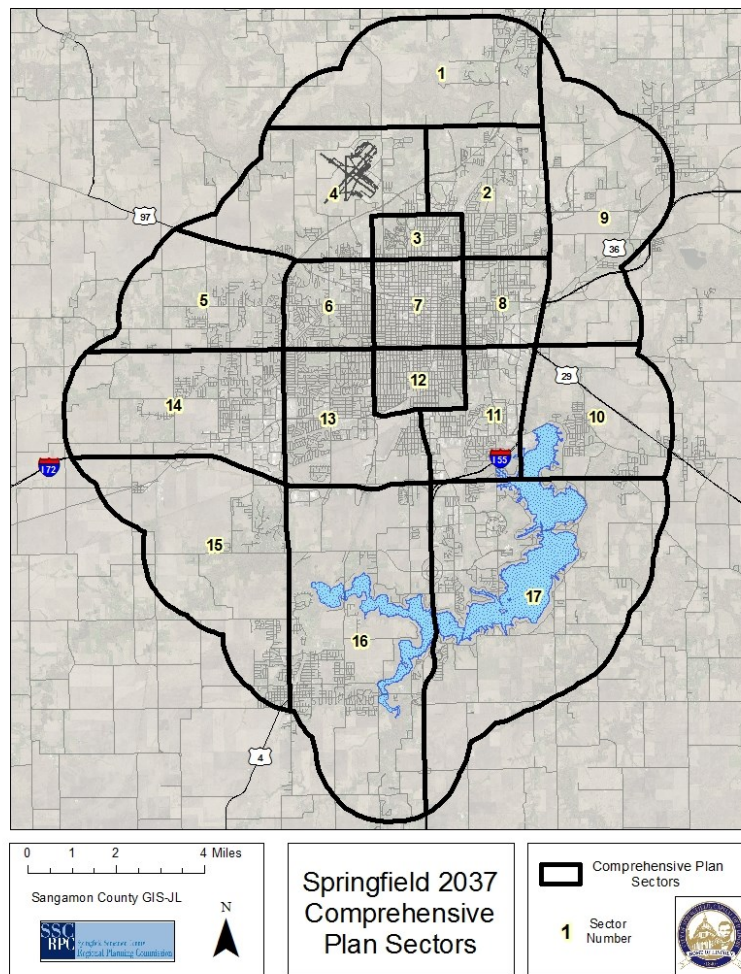
**Floodplain Conservation** includes those areas where floodplain is present and in which no new development should occur so that the floodplain is preserved to provide natural resource, scenic or buffer protection.

**Policy Contingent** includes currently undeveloped land. If development is proposed in these areas, the goals and land use policy recommendations shall be considered to determine the suitability of the proposed use.

## The Sector Maps and Their Use

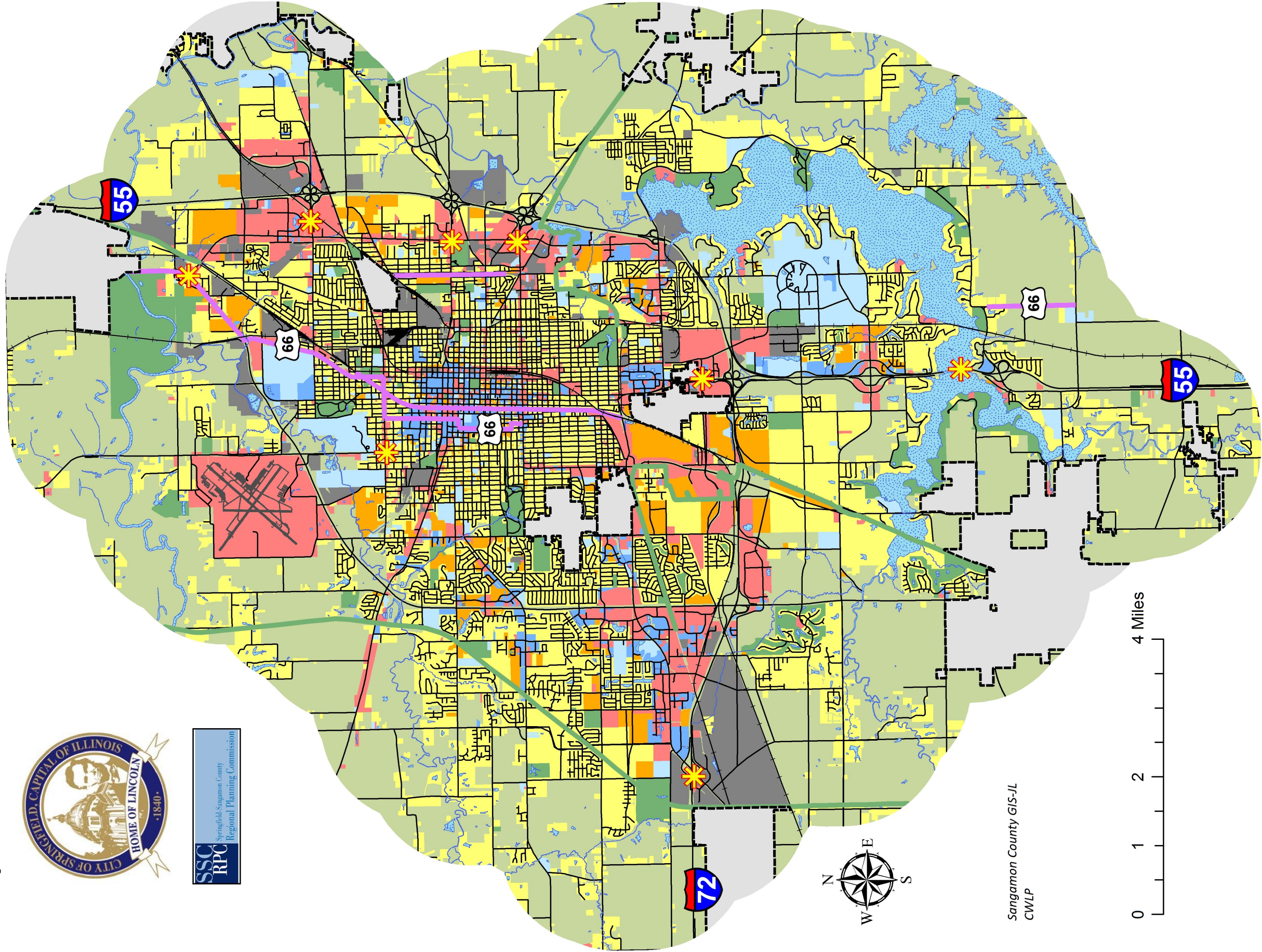
The following pages include a written description and map of each of the sectors. Any areas within a sector that may require special attention are identified. The land use maps are not presented on a parcel-by-parcel or even block-by-block basis. The only streets that are named are only present to provide a needed locator on the map or context for the discussion of land use within the sector.

Users are again cautioned that the sector maps are included to provide a visual representation of the uses that may be appropriate in a general portion of the city and its extra-territorial jurisdiction. It is the application of the vision, goals and land use policies that should guide the city leaders as they make future land use decisions.

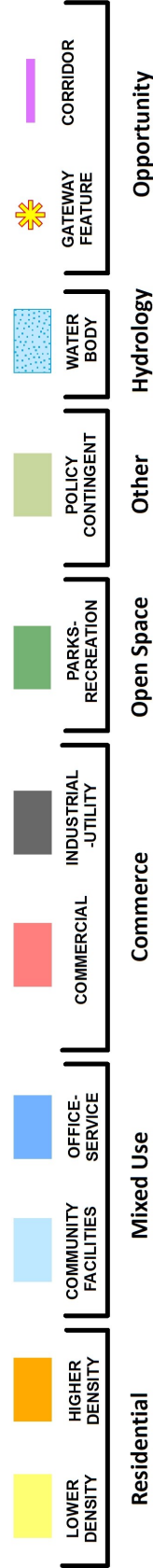




# Springfield 2037 Proposed Land Use



Sangamon County GIS-JL  
CWLP





# SPRINGFIELD LAND USE

## SECTOR 1:

### Riverside Area

#### NATURE OF THE SECTOR

The sector is roughly bounded by: Andrew Road to the north; Central Point Road, Muench Road, and the Sangamon River floodplain to the west; West and East Camp Sangamo Road to the south; and Interstate 55 to the east.

The Village of Sherman is located in the northeast section of the sector and its extra-territorial jurisdiction overlaps with that of Springfield's jurisdiction. A portion of this sector also remains under the county's zoning jurisdiction.

The sector is dominated by the Sangamon River floodplain, which roughly divides it in half. Several sizable parks (Gurgens/Carpenter/Riverside) contain a good portion of the floodplain clustered from roughly the Business 55 (Peoria Road) bridge over the Sangamon River west to Gurgens Park approximately two miles west.

#### Infrastructure and Public Amenities

**Utilities:** Much of this sector is outside the CWLP direct water service area and the Sangamon County Water Reclamation District (SCWRD) facility planning area. Any development would likely require expansion of the sewer facility planning area and water main extensions. Electric service is available.

**Transportation:** The major north-south roads in this sector are Illinois Route 29 (J. David Jones Parkway) and Business 55 (Peoria Road). East-west arterials are limited in this sector due to the presence of the river. Andrew Road is an east-west County road slightly north of this sector. Public transit is non-existent. There is a short-term goal to expand the recently created Sangamon-Menard Area Regional Transit (SMART) to areas outside the Sangamon Mass Transit District (SMTD) boundary.

**Environmental:** As much of the sector is Sangamon River floodplain, development opportunities will be limited. Wetlands are present along the Sangamon River floodplain that further limits development opportunities. The soils are very limited for septic fields, which underscores the need for sewers. Underground mines are present in this sector that can lead to the potential for mine subsidence.

**Recreational:** One of the largest high-quality natural areas in Springfield's planning jurisdiction is located near Gurgens/Carpenter/Riverside Parks on the Sangamon River. Much of the area is publically owned and provides recreational opportunities.

#### LAND USE REVIEW

The Sangamon River floodplain areas should continue to be set aside as natural areas, open spaces or for agriculture. Much of the remaining portions of the sector lack necessary public services. Until services are available, development should not occur.

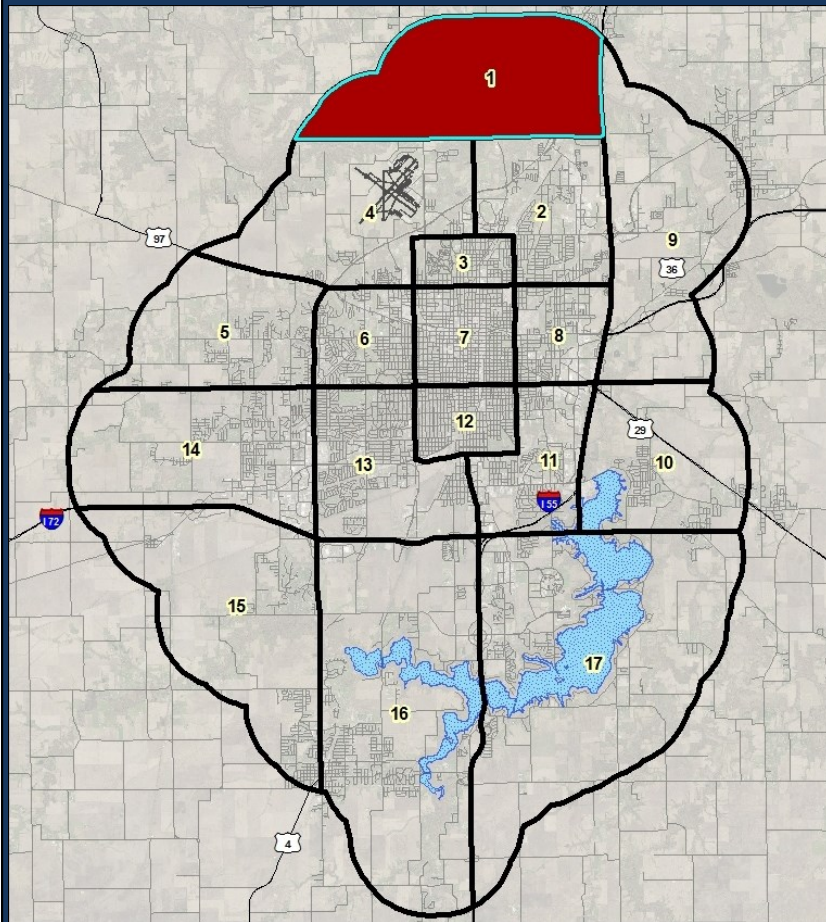
If services do become available, lower density residential is preferred, particularly in the areas between Springfield Street and Illinois Route 29 north of the Sangamon River floodplain, near the Muench/Central Point Road intersection, and south of the Sangamon River slightly west of Illinois Route 29.

The area east of Illinois Route 29 from Camp Sangamo Road to the Sangamon River is primarily owned by the Springfield Airport Authority. Any development near airport property should be in accord with airport plans, and commercial and/or industrial development would be appropriate in this area.

The Gurgens/Carpenter/Riverside parks area has some of the highest quality natural areas in Sangamon County. Much of the land is located in the floodplain and should be preserved as green space which will provide a recreation area.

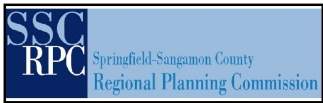
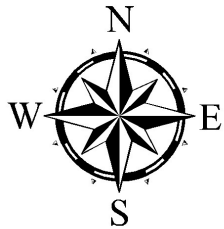
#### SPECIAL AREAS

A segment of the historic Route 66 is located in the southeast part of this sector and is identified as a Gateway Corridor into the city. The historic significance of Route 66 offers opportunities to attract visitors into the city and the route should be preserved. Properties adjacent to this Gateway Corridor should be encouraged to include additional landscaping, attractive lighting, identifiable signage as well as wayfinding elements to direct visitors into the city.



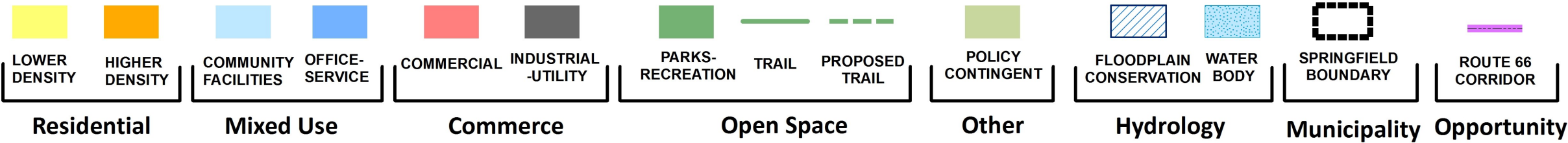
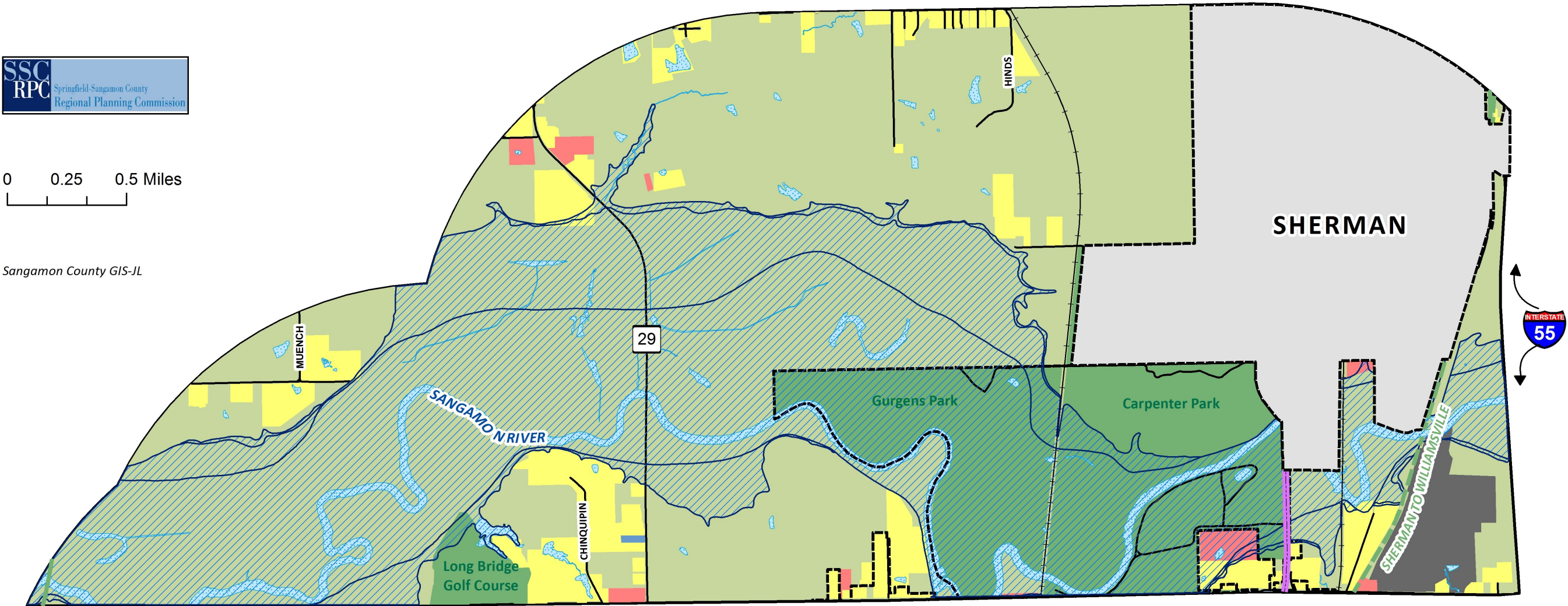


# Sector 1 Riverside Proposed Land Use



0 0.25 0.5 Miles

Sangamon County GIS-JL





# SPRINGFIELD LAND USE

## SECTOR 2:

### Northeast Area

#### NATURE OF THE SECTOR

The sector is bordered by: Sandhill Road on the north; North Grand Avenue on the south; I-55 on the east; and 8<sup>th</sup> Street on the west.

The Village of Grandview is located within the sector. There are also significant land areas that remain under the jurisdiction of Sangamon County, including some areas east of Dirksen Parkway and in areas north of Sangamon Avenue. The northern portion of the sector overlaps with the Village of Sherman’s extra-territorial jurisdiction.

Dirksen Parkway north of Sangamon Avenue has grown into a commercial hub providing retail shopping and services on the northeast side of Springfield.

#### Infrastructure and Public Amenities

**Utilities:** The infrastructure for public water and sewer is available to a majority of the sector except for land in the northeast portion of the sector where extensions would need to be run prior to development. The sewer system is aging and unable to handle episodes of significant flash flooding. The city should plan for updates to the sewer system via a capital improvement plan and process.

**Transportation:** Long-range plans include expanding North Grand Avenue to four lanes with bike lanes and sidewalks from Dirksen Parkway to 19<sup>th</sup> Street. Roadway improvements are planned to be made to the corner of Dirksen Parkway and Sangamon Avenue. Bus service is limited in the area along North Dirksen Parkway and needs to be expanded to provide better service for residents. Bus service is also limited in the Northgate Subdivision and along the Sangamon Avenue commercial corridor.

**Environmental:** Soils are very limited for septic fields, emphasizing the importance of public sewer access prior to development. Underground mines are present in a majority of the area which could result in potential mine subsidence. There are natural areas in and around Carpenter Park that are largely within the floodplain of Spring Creek and the Sangamon River.

**Recreational:** Carpenter Park provides residents with recreational green space while preserving the watershed. This area should be maintained as a conservation area and remain undeveloped. There is no direct trail access in this sector.

#### LAND USE REVIEW

The southern portion of this sector is anchored by stable, lower density residential neighborhoods. The residential character of these neighborhoods should be preserved and commercial development should be limited to only those properties which front major arterial roadways where commercial businesses already exist.

The east side of Peoria Road north of Sangamon Avenue area contains some residential units intermingled with commercial uses. As the properties containing residential uses become available for redevelopment, commercial uses would be acceptable.

There are some vacant parcels on the north side of Sangamon Avenue between Hedge Lane and just west of Piper Road. The parcels that front on Sangamon Avenue would be appropriate for light commercial uses. Lower density residential is appropriate for the properties farther north of Sangamon Avenue.

The area north of Mayden Street on the west side of Dirksen Parkway was established as a heavy commercial/industrial area over 45 years ago and remains a viable commercial use area. Any redevelopment of these properties should be consistent with the existing uses and in accord with the redevelopment policy.

There is some vacant land immediately south of Bissell Road. Development of this area should be consistent with the commercial uses to the south and provide an appropriate buffer from the higher intensity commercial/industrial uses to the east.

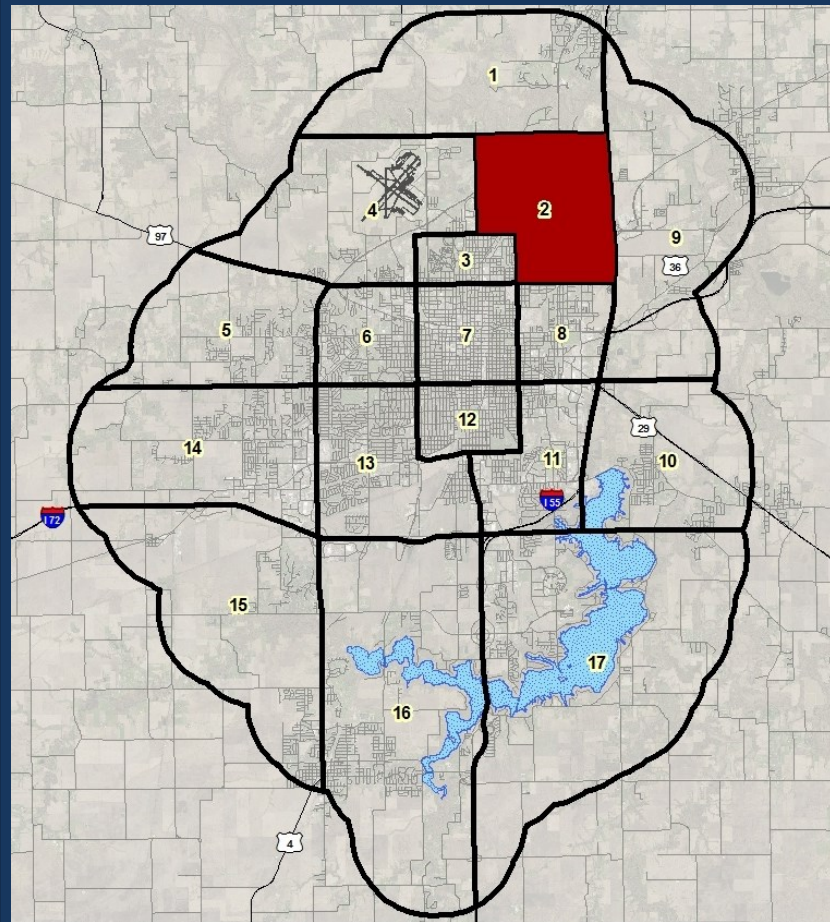
Commercial uses would also be appropriate for the property that is east of Dirksen fronting on Bissell Road. Mixed density residential uses would be appropriate for the vacant land further north and east of the mobile home park.

The area between Farmers Market Road and Memphis Street east of I-55 is also vacant. Development on the east portion of this area should be less intense to be more compatible with the existing lower intensity commercial uses.

#### SPECIAL AREAS

This area contains portions of historic Route 66. Route 66 is a Gateway Corridor into the city. The aesthetics of the area should be improved, and development and redevelopment of properties along the corridor should be encouraged and include additional landscaping, attractive lighting, as well as wayfinding elements to assist visitors.

Two Gateway features are recommended to be located in this sector. The first should be located near the intersection of Dirksen Parkway and Peoria Road, and the second should be located on Sangamon Avenue between Dirksen Parkway and I-55. These features should be aesthetically pleasing and designed to let visitors know when they have entered the city.

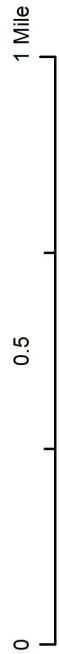
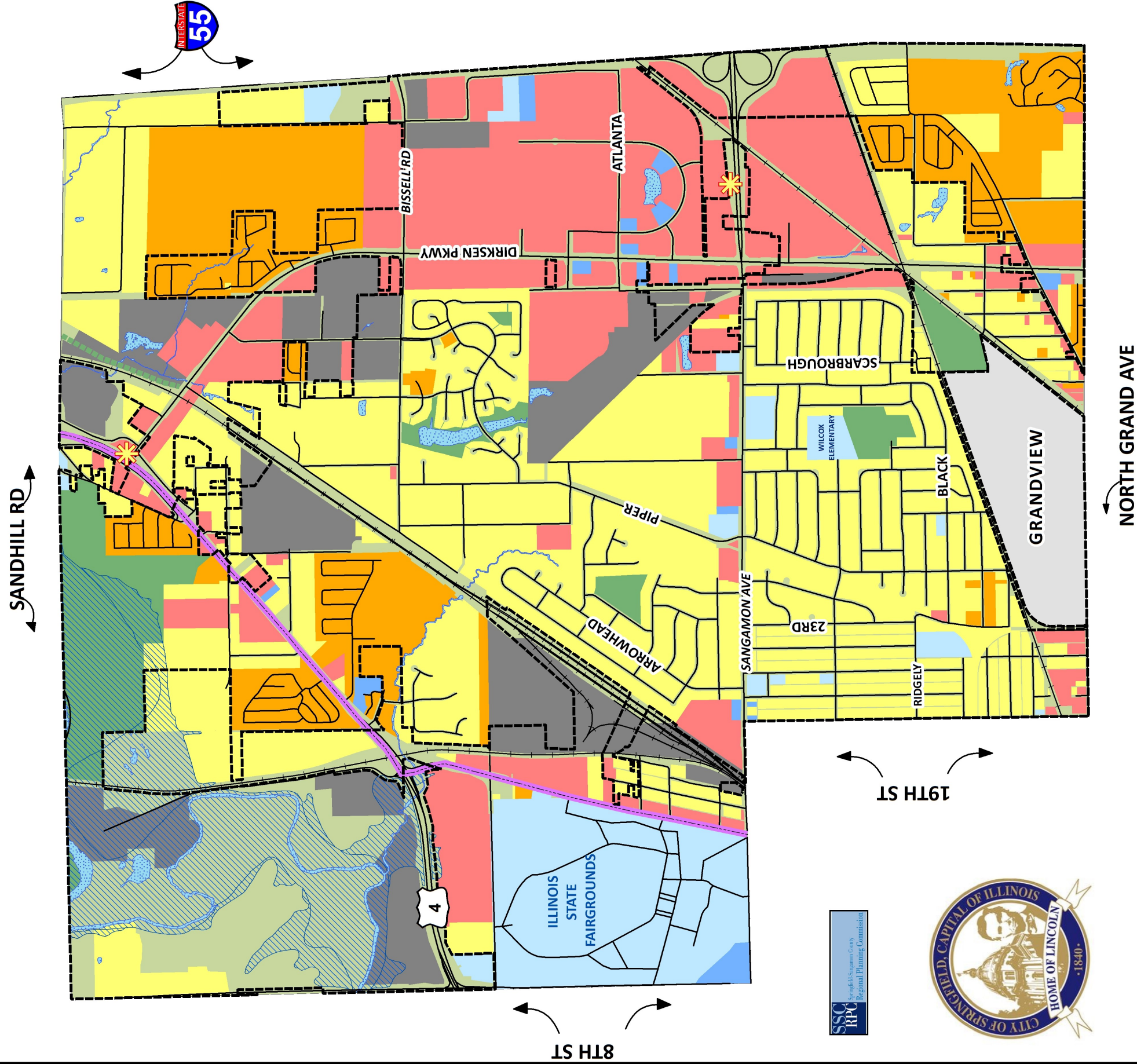




# Sector 2 Northeast Proposed Land Use



Sangamon County GIS-JL



LOWER DENSITY RESIDENTIAL	COMMUNITY OFFICE-FACILITIES SERVICE	COMMERCIAL	INDUSTRIAL-UTILITY	PARKS-RECREATION	PROPOSED TRAIL	POLICY CONTINGENT	FLOODPLAIN CONSERVATION	WATER BODY	SPRINGFIELD BOUNDARY	ROUTE 66 CORRIDOR	GATEWAY FEATURE
Residential	Mixed Use	Commerce	Commerce	Open Space	Open Space	Other	Hydrology	Hydrology	Municipality	Opportunity	Opportunity



# SPRINGFIELD LAND USE

## SECTOR 3:

### Near North Area

#### NATURE OF THE SECTOR

Sector 3 is bordered by: Sangamon Ave. to the north; 19<sup>th</sup> St. to the east; North Grand Ave. to the south; and MacArthur Blvd. to the west.

A northwest portion of Sector 3 resides under the zoning jurisdiction of Sangamon County. The rest of the sector is within the city's corporate limits. Oak Ridge Cemetery and Lincoln Park are prominent features. The sector is well-developed, however the turnover of parcels in the sector should be thoroughly analyzed for their new, proposed use, to compliment neighboring, adjacent uses.

#### Infrastructure and Public Amenities

Utilities: Public sewer and electricity is available throughout the sector. Public water is available to a majority of the sector.

Transportation: Most roads in this sector are neighborhood, local roads with minimal traffic. Major roads in Sector 3 include J. David Jones Parkway, Peoria Road, and North Grand Avenue. Short-term projects include an underpass and overpass at the proposed North Grand Avenue rail corridor, immediately east of 9<sup>th</sup> Street. Long-term plans for roads include additional lanes on 9<sup>th</sup> Street/Peoria Road. Goals for public transit are to provide paratransit services for the disabled to areas not served by current bus routes, and to provide transit to the Peoria Road and Route 66 Heritage Corridor.

Environmental: The Spring Creek floodplain is located in the northwest portion of Sector 3. Development in the floodplain is not recommended. Underground mines are present in approximately half of the sector, so developments (existing and proposed) should be aware of and prepared for subsidence on/under their respective properties.

Recreational: Lincoln Park is the main recreational location in this sector, but other parks and recreational sites such as Fairview Park are scattered throughout the area.

#### LAND USE REVIEW

Some residential structures remain along North Grand Avenue, however, many have converted from residential uses to light/neighborhood commercial use. In those blocks where at least 50 percent of the block face has converted to commercial or office uses, allowing the trend to continue is acceptable.

It is important that commercial/office uses not be allowed to creep into the established lower-density residential areas to the north.

The property of Benedictine University is located between 5<sup>th</sup> and 6<sup>th</sup> streets and immediately southeast of Lincoln Park. Redevelopment of the property should be compatible with the residential uses which surround the campus to maintain the character of the area. Uses that would be preferred include: community facilities, offices, and residential.

Several properties located east of 9<sup>th</sup> Street and north of North Grand Avenue are designated as parks-recreation. The current plan for the 10<sup>th</sup> Street Rail Project indicates that the high speed rail will run through these properties. As the structures are demolished in preparation for the rail project, it is recommended that the parcels remain as vacant green space until a plan is developed addressing reuse of these properties.

Commercial uses would be appropriate for the land immediately west of J. David Jones Parkway across from Oak Ridge Cemetery providing that the uses are light in intensity and compatible with the residential uses to the south and the cemetery to the east.

#### SPECIAL AREAS

Portions of historic Route 66 are still reflected in the existing roads in this sector. That portion between Converse and Sangamon Avenue is located in a Tax Increment Financing (TIF) district and is designated in this plan as an Opportunity Area. A separate plan should be developed that would identify revitalization priorities in this area.

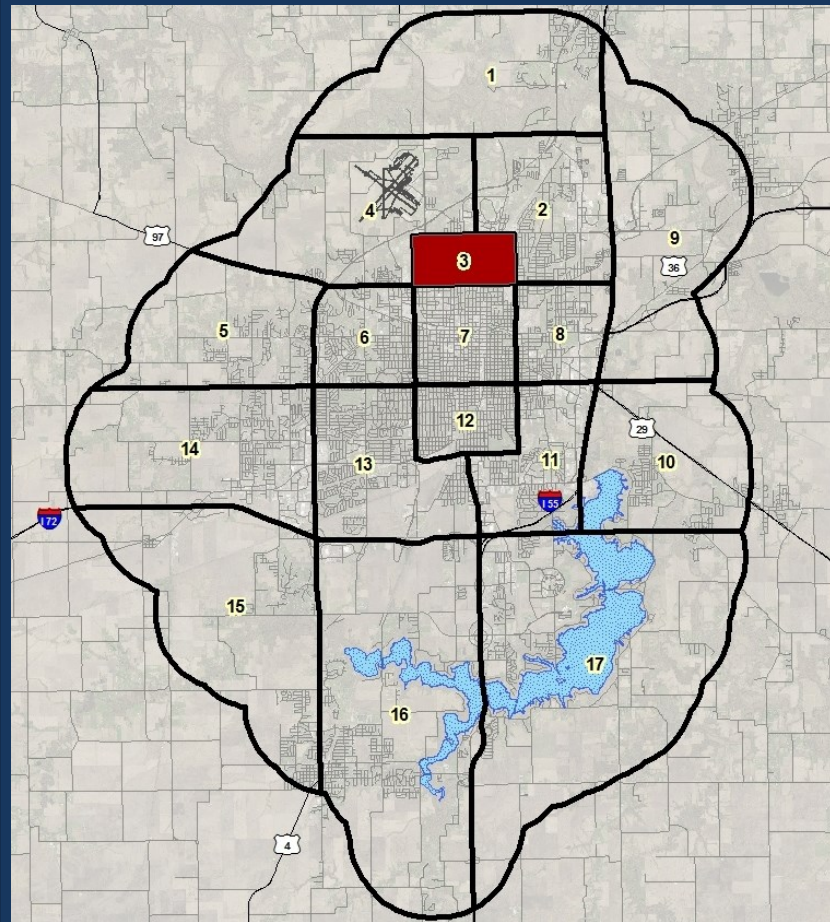
J. David Jones Parkway is a primary access point into the city. It connects the Abraham Lincoln Capital Airport and the visitors that use the airport to the heart of Springfield. An aesthetically appealing Gateway feature should be located at the corner of J. David Jones and North Grand Avenue to welcome travelers into the city.

The 3<sup>rd</sup> Street Rail line is identified as an Opportunity Area after the rail lines are consolidated on 10<sup>th</sup> Street. These parcels are a prime location for a linear park that creates a north-south connection that favors pedestrians and creates recreational and redevelopment opportunities through the middle of Springfield.

It is unknown how much of the land adjacent to the 10<sup>th</sup> Street Rail Project will be available for development. When the rail project is completed, a plan should be prepared addressing land adjacent to the 10<sup>th</sup> Street rail corridor to evaluate if there are opportunities for the special redevelopment areas.

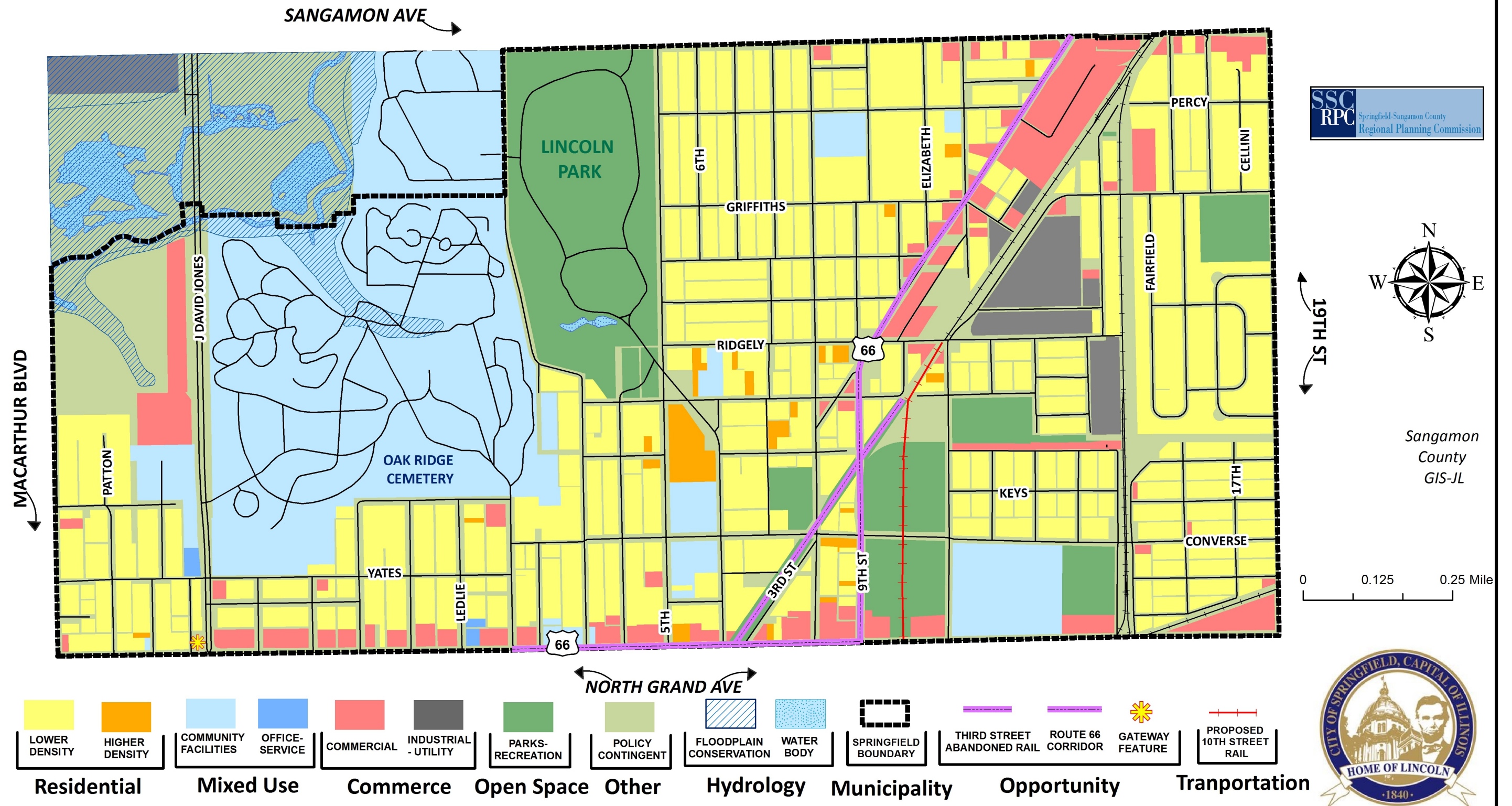
An Opportunity Area exists on North Grand Avenue between J. David Jones Parkway and 9<sup>th</sup> Street. As referenced previously, many of the residences there have been converted to commercial uses. A more detailed plan should be developed to address the future of this area.

A developing Character Area exists in that portion of Oak Ridge Cemetery associated with the war memorials. Additional planning and assistance for this area is recommended to further develop it as a Character Area.





# Sector 3 Near North Proposed Land Use





# SPRINGFIELD LAND USE

## SECTOR 4:

### Northwest Area

#### NATURE OF THE SECTOR

The sector is bound by: Camp Sangamo Road on the north; Illinois Route 97 (Jefferson Street) on the south; the Springfield extra-territorial planning boundary on the west; and MacArthur Boulevard, North Grand Avenue, and North 8<sup>th</sup> Street on the east.

The major land use in this sector is the Abraham Lincoln Capital Airport. The noise and other external effects on the area created by the airport limit the types of development appropriate to close proximity to it. The Spring Creek floodplain is a major natural area in the sector. Most of the residential uses are concentrated in areas east and west of the airport and south of the Spring Creek floodplain. The primary concentrations of commercial and light industrial uses are along J. David Jones Parkway.

#### Infrastructure and Public Amenities

**Utilities:** Part of the Sangamon County Water Reclamation District's (SCWRD) Spring Creek sewage treatment plant is located in the eastern part of the sector. Public sewer is located in the eastern and the southeastern parts of the sector. The remainder is located in the SCWRD Facilities Planning Area (FPA) where sewer is not readily available and extensions would be required. The central and eastern portions of the sector can be served by CWLP, and many of those areas are inside the water service areas. Some portions are outside the CWLP service area and would require water main extensions to support development. The western portion of the sector is in the Curran-Gardner Water District. Fire flow capacity may be limited in these areas, requiring greater spacing between buildings and less density. Electric service is available throughout the sector.

**Transportation:** The primary roads in this sector are Illinois Route 4 (Veterans Parkway), Illinois Route 97 (Jefferson Street), and Illinois Route 29 (J. David Jones Parkway). Other local arterial roads include Bruns Lane, MacArthur Boulevard, North Grand Avenue, North 8<sup>th</sup> Street, Winch Road, Hazlett Lane, Hennepin/Tozer/Ware roads, and Camp Sangamo Road. Two long-range road improvements include adding two lanes on a section of North Grand Avenue and widening and extending Bradfordton Road north of Illinois Route 97. Public transit short-term goals include providing bus transit services to the airport, providing paratransit services for the disabled to areas not along bus routes, and SMART transit service from rural Sangamon County to the airport.

**Environmental:** There is a large area of prime agricultural land in this sector. Many of the soils are very limited for septic fields, underscoring the need for sewers. The sector contains a large portion of the Sugar Creek floodplain. Underground mines are present in approximately half the sector, which could lead to mine subsidence. There are wetlands located along the Sangamon River in the very northern portion of the sector as well as along the south side of the Sugar Creek floodplain. Drainage and flooding at the end of Winch Road is a concern due to the Sangamon River floodplain.

**Recreational:** Providing direct access to the Sangamon Valley Trail is a recreational goal in this sector. In addition, the Sangamon Valley Trail will have a northern extension from Stuart Park to the Sangamon River.

#### LAND USE REVIEW

Many of the development opportunities in the central portion of the sector are defined by the presence of the airport. It is important for any proposed development in the north-central part of the sector to consider the airport's operations in land use proposals. Properties immediately adjacent to the airport that are under the airport authority's ownership are designated for commercial use, as this is consistent. The area west of Hennepin and north of McKinnie is designated as policy contingent but should remain agriculture or be conserved due to its adjacency to the airport. Low-intensity commercial or light industrial may also be appropriate provided that adequate public services are available. The area north of the airport has a mix of large lot residential with some commercial uses. As these properties age out, it would be appropriate to consider lower-density residential but only with adequate public services. Commercial uses, if developed, should be contained along Illinois Route 29. The area southeast of the Camp Sangamo Road and Illinois Route 29 intersection is designated as policy contingent, but lower-density residential on a similar scale as the development to the east may also be appropriate. Light Commercial areas are designated on either side of Kennedy Park on the east side of Illinois Route 29, consistent with the trend for the airport.

The Spring Creek floodplain is a major portion of the southern part of the sector. No additional residential, commercial, or industrial development should occur in the floodplain.

Development should be limited in the area west of the airport and north of Illinois Route 97 until sewer is readily available and water service is improved to ensure adequate fire flow. When that occurs, commercial development along the north side of Illinois Route 97 would be acceptable but dependent upon access to the state highway.

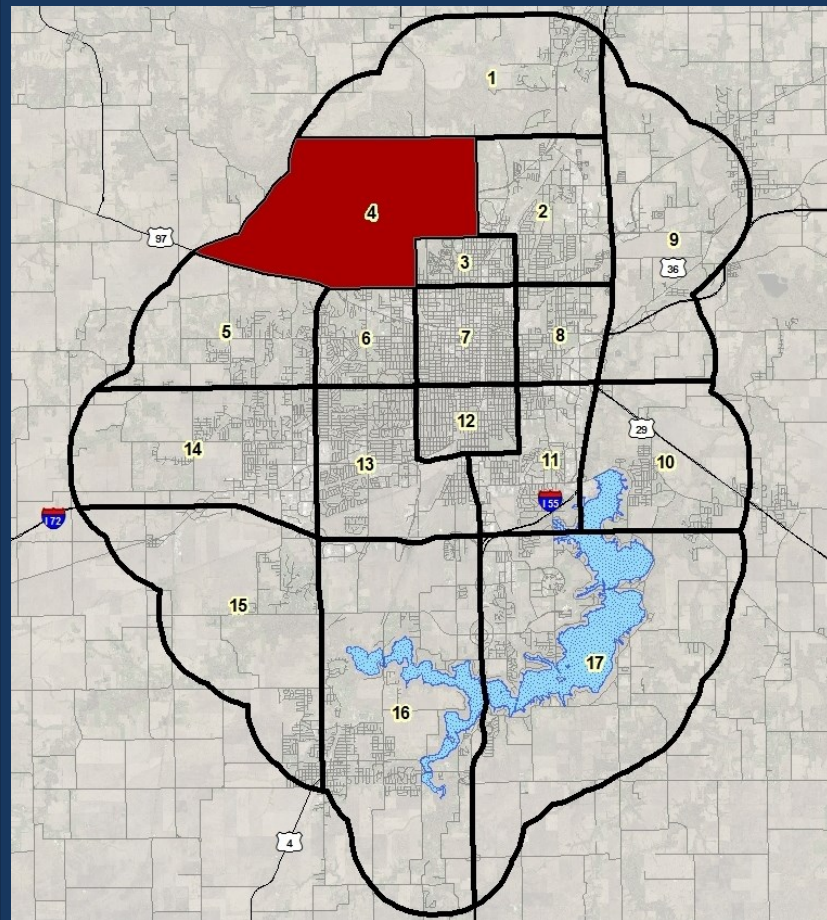
The land east and west of Hazlett Road and east of the Sangamon Valley Trail are designated as policy contingent. Lower density residential is appropriate for the area, but larger developments should not be allowed until public sewer is available and adequate fire flow can be assured.

In the longer-term, Bradfordton Road is proposed to have a north-south extension constructed north of Illinois Route 97.

#### SPECIAL AREAS

The extension of the Sangamon Valley Trail north from Stuart Park to the Sangamon River represents an opportunity for a link in the regional bicycle and pedestrian network.

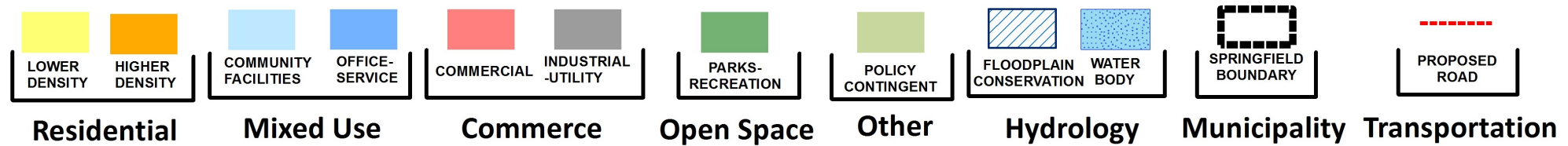
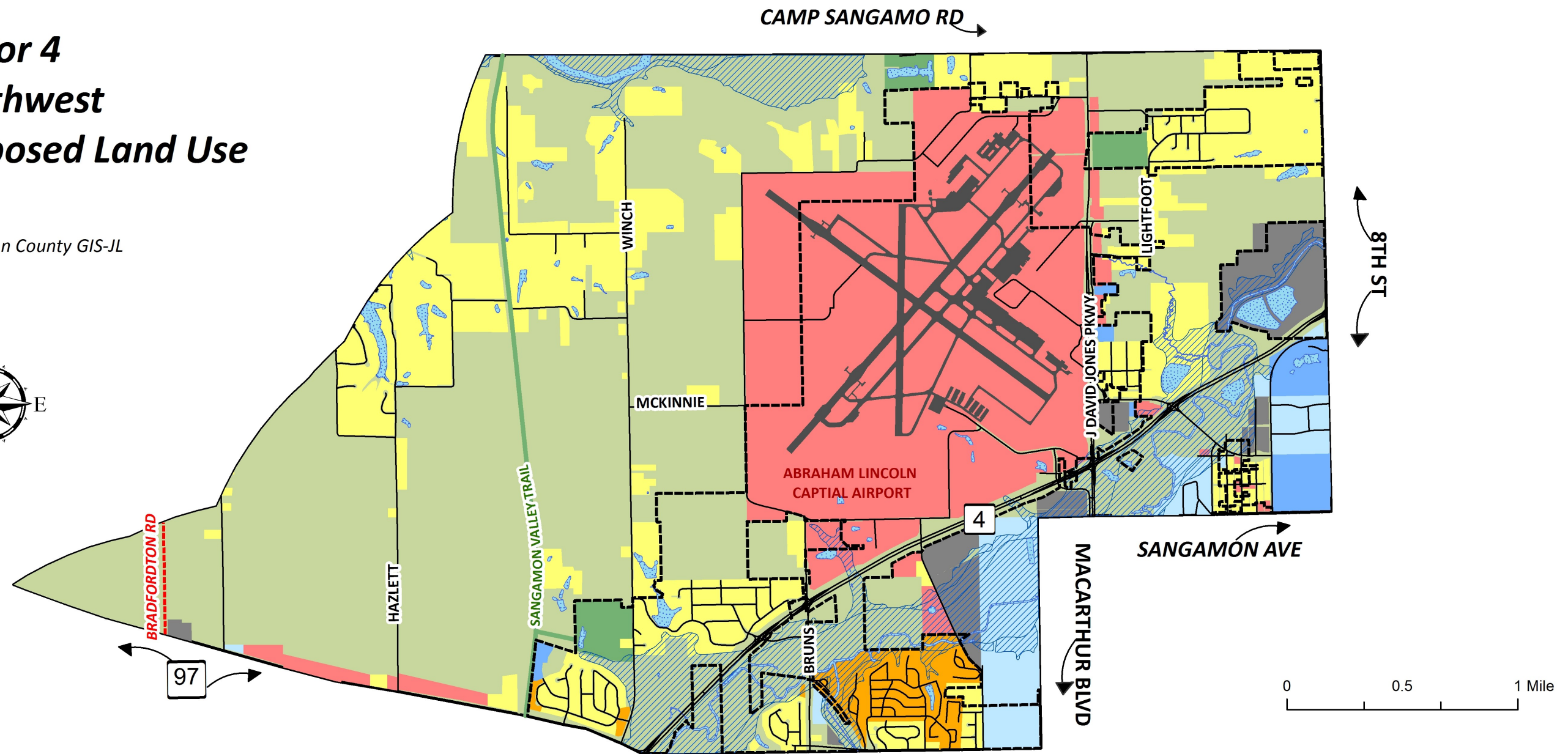
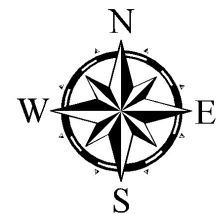
The Abraham Lincoln Capital Airport property itself should be considered an Opportunity Area for on-site commercial and industrial development.





# Sector 4 Northwest Proposed Land Use

Sangamon County GIS-JL

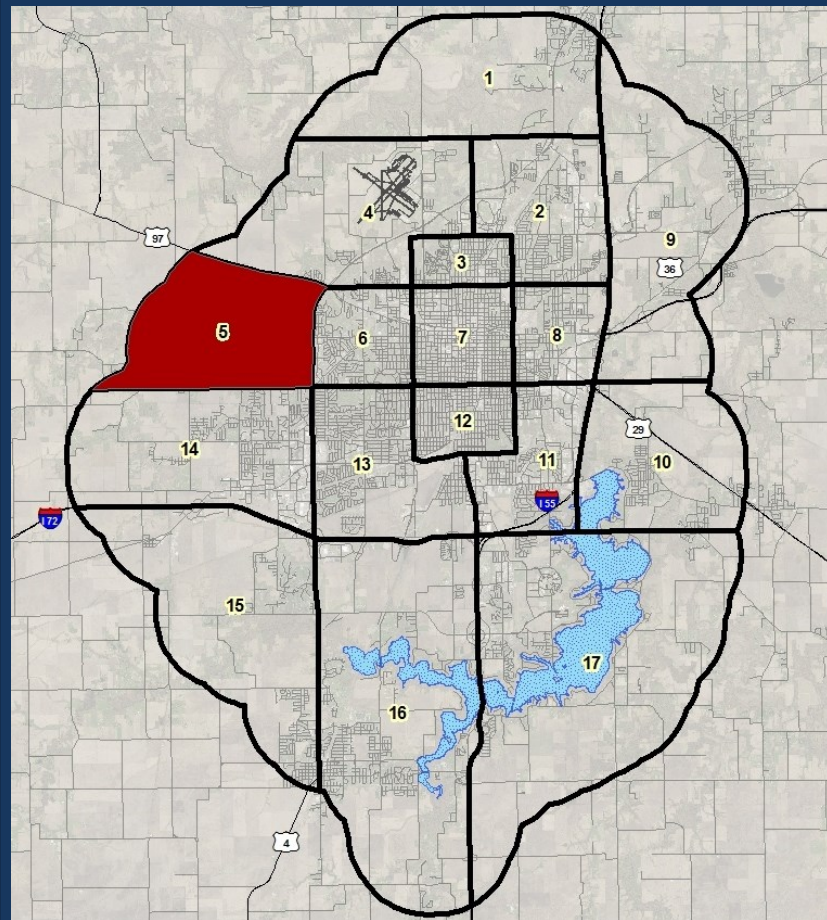




# SPRINGFIELD LAND USE

## SECTOR 5:

### Spring Creek Area



#### NATURE OF THE SECTOR

The sector is bounded by: Illinois Route 97 on the north; Old Jacksonville Road on the south; Illinois Route 4 (Veterans Parkway) on the east; and the western edge of the Springfield extra-territorial planning jurisdiction on the west.

The sector has a mix of rural and lower-density residential uses. More intense higher-density residential, office/service, and commercial uses are concentrated in the more developed southeastern part of the sector located east of the Sangamon Valley Trail. Much of the residential development that occurred during the past twenty years was roughly between Salem Estates West subdivision east to Koke Mill between Old Jacksonville Road and Washington Street. The Spring Creek floodplain is a significant feature in the northern part of the sector.

#### Infrastructure and Public Amenities

Utilities: Public sewer is readily available in the eastern part of the sector (east of Bradfordton Rd.). Much of the western part of the sector is outside of the Sangamon County Water Reclamation District (SCWRD) Facilities Planning Area (FPA), and sewer cannot be provided without Illinois EPA approval. In western areas of the sector in the FPA, sewer lines are not readily available and extensions would be necessary. Much of the sector is also within the Curran-Gardner Water District. In areas where water is directly provided by Curran-Gardner, fire flow may be limited, requiring greater spacing between buildings and less density. Electrical service is readily available throughout the sector.

Transportation: Primary roads in the sector include Illinois Route 97 (Jefferson Street), Illinois Route 4 (Veterans Parkway), Bradfordton Road, Washington Street, and Old Jacksonville Road. An important short-term project is expansion of Old Jacksonville Road from the existing intersection with Bradfordton Road to a proposed alignment of Bradfordton approximately ¼ mile west. Proposed long-term projects include improvements to Bradfordton, Koke Mill, Meadowbrook, Washington, and Veterans Parkway. Public transit goals include providing SMART transit service to areas outside the Sangamon Mass Transit District (SMTD) boundary, and providing paratransit services for the disabled to residences outside bus routes in the short-term. Longer-term goals include extending the SMTD boundaries to include new developments in the sector.

Environmental: Large portions of the sector contain prime farmland. Many soils in the sector are poor for septic fields, underscoring the need for sewers prior to allowing development to occur. The major floodplain in the sector is Spring Creek. Part of the Bluffs Subdivision in the northeast part of the sector is in the Spring Creek floodplain. Mine subsidence is an important problem in this sector, particularly near Washington Street, and this is described in more detail in Appendix 2. There are wetlands in the Spring Creek floodplain. Large parts of the western portion of the sector are beyond the SCWRD's FPA. It is envisioned these areas will remain undeveloped due to the poor soils for septic fields. It is also important to protect the Spring Creek floodplain in the sector. The floodplain area is designated as floodplain conservation. It should remain undeveloped to the largest extent possible as it drains a substantial portion of the northwest part of Sangamon County.

Recreational: Providing more access to the Sangamon Valley Trail is a recreational goal in this sector.

#### LAND USE REVIEW

Bradfordton Road is proposed to be extended north of Illinois Route 97 (Jefferson Street) as shown on the map for Sector 4 (page 51). After this occurs, there is an opportunity for Route 97 to become a commercial corridor from slightly east of Bradfordton to slightly west of Koke Mill Road. However, the area lacks sewer, and fire flow is limited in some areas. No development should occur until public services are available in accordance with development policies.

Along Illinois Route 4 (Veterans Parkway) near the intersection with Lawrence Avenue, a small area is designated for commercial use. The uses should be lower intensity commercial so as to not conflict with the stable residential area west of Rickard Road. It is also important that the commercial area not be allowed to seep into the residential area.

The westward continuation of the office/service uses that front Old Jacksonville Road with higher-density residential immediately north and lower-density residential further north to the Sangamon Valley Trail would be consistent with the trend that has occurred over the past twenty years.

The area bounded by Washington, Bradfordton, Old Salem, and Old Covered Bridge is mostly designated for lower-density residential, providing services become available in accordance with the development policies.

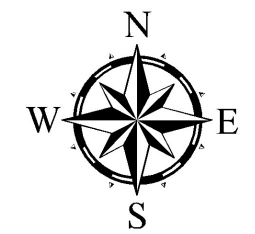
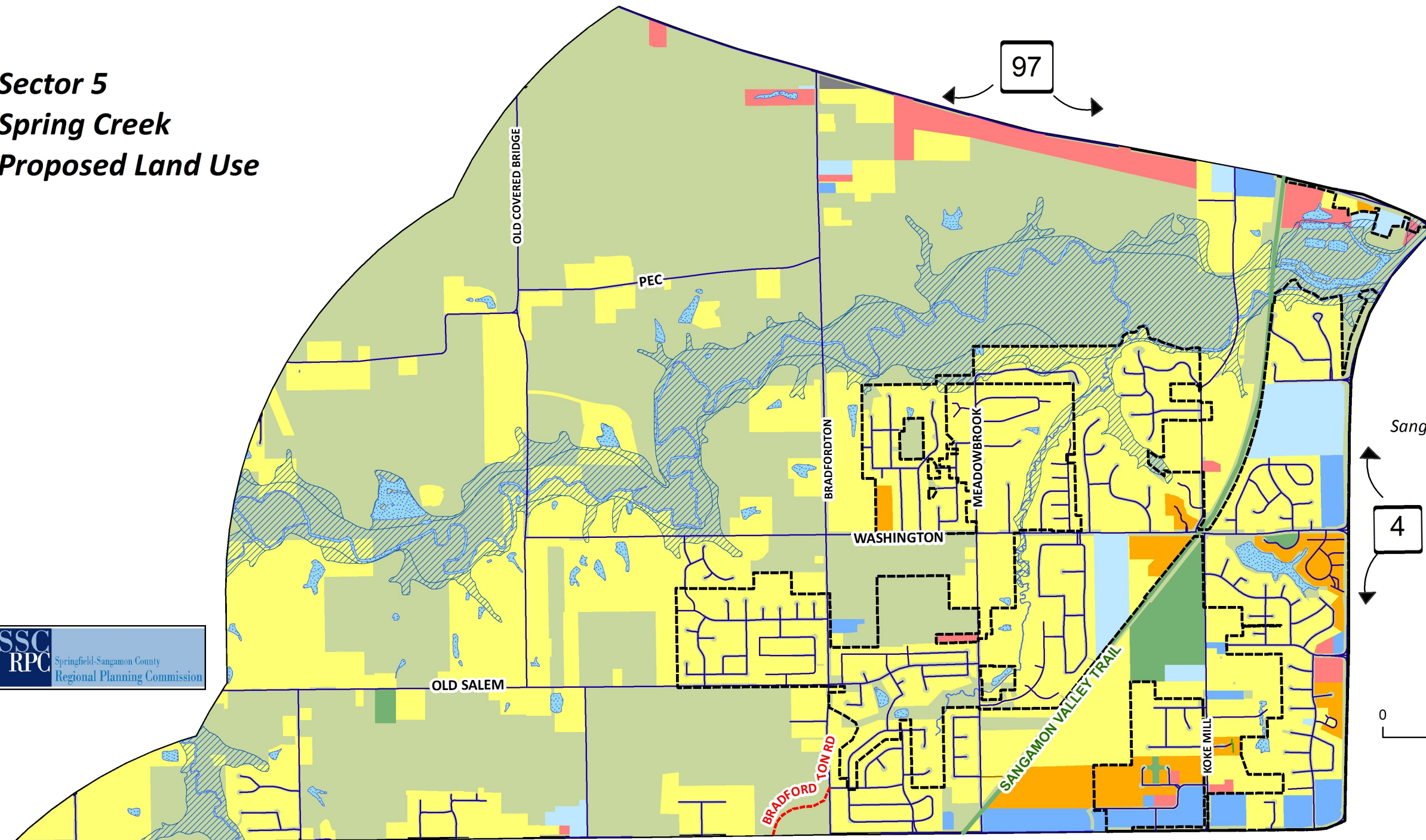
The land north of PEC Road is designated as policy contingent. If services were to become available, lower-density residential would be preferred in this area.

#### SPECIAL AREAS

The Sangamon Valley Trail provides a recreational opportunity in this sector. There is an area identified as parks-recreation south of Washington along the Sangamon Valley Trail. This property is in private ownership and would require an agreement between the City and the owner to allow public access.



# **Sector 5** **Spring Creek** **Proposed Land Use**



Sangamon County GIS-JL

0 0.25 0.5 Mile



**Residential      Mixed Use      Commerce      Open Space      Other      Hydrology      Municipality      Transportation**

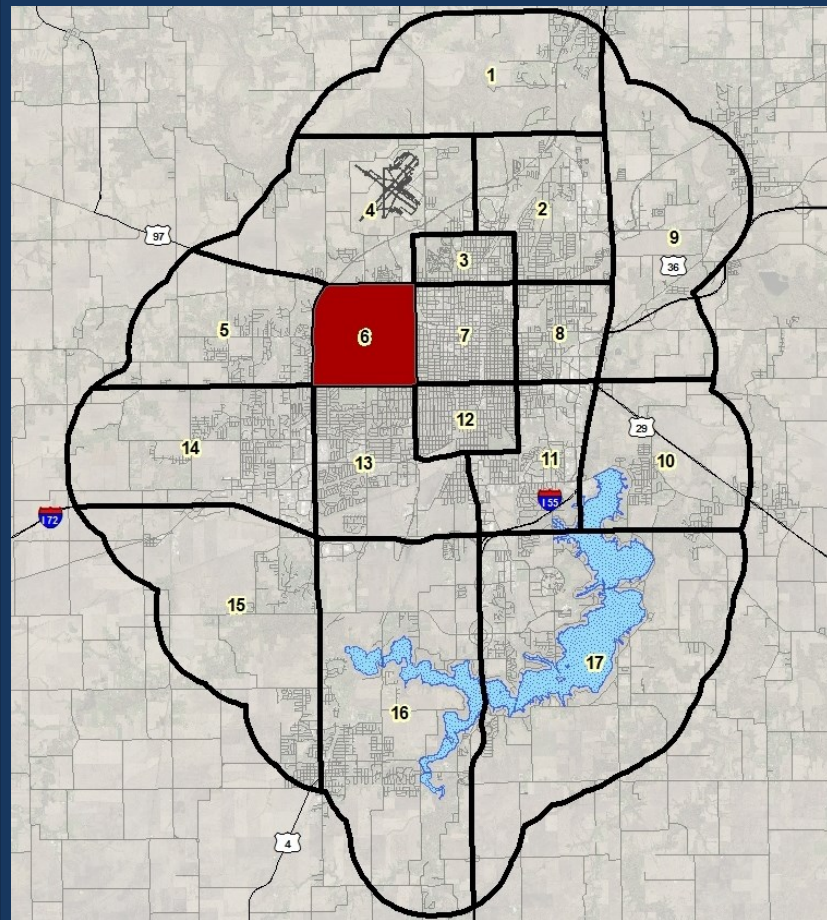




# SPRINGFIELD LAND USE

## SECTOR 6:

### Near West Area



#### NATURE OF THE SECTOR

This sector is bounded by: North Grand Avenue in the north; MacArthur Boulevard in the east; South Grand Avenue to the south; and Veterans Parkway (Route 4) to the west.

The sector is very diverse in nature and is already thoroughly developed. There is a lot of residential land throughout the sector, and it contains commercial and office corridors that stretch from one end of the sector to the other. An industrial zone is located in the northeast portion of Sector 6. Washington Park and Pasfield Golf Course are located in the southern half of the sector and provide recreational opportunities. The Jacksonville Branch floodplain runs diagonally from the northwest corner to Washington Park. A portion of the northeast section of this sector is under Sangamon County zoning jurisdiction.

#### Infrastructure and Public Amenities

**Utilities:** Public sewer and electricity are readily available throughout the entire sector. Public water is readily available throughout a majority of the sector, but extending water mains or annexation to the city may be necessary for obtaining water service in the northeast portion.

**Transportation:** The primary roads in this sector are Route 4 (Veterans Parkway) and Route 97 (Jefferson Street and Madison Street). Important and impactful long-term projects within Sector 6 are: the addition of two lanes and sidewalks on North Grand Avenue from Bruns Lane to Lilac; Amos Street from Jefferson to North Grand Avenue; Monroe Street from Glenwood to Chatham Road; and, Veterans Parkway from Monroe to Mathers. A bi-directional lane will be added on MacArthur from Jefferson to South Grand Avenue. Public transit goals include providing bus service for the disabled to Jefferson Street, Monroe Street, and the Bruns Lane commercial corridors.

**Environmental:** The Jacksonville Branch has a major environmental influence over this sector. Underground mines are present in a majority of it, so mine subsidence is a possibility for current and future developments. Many soils in the sector are very limited for septic systems underscoring the need for public sewer. There are wetlands in Washington Park and near the Jefferson Street Bridge over Spring Creek.

**Recreational:** There is no direct trail access in Sector 6. There are recreational sites within this section of the city, such as Washington Park, Timberbrooke Park, and Jefferson Park.

#### LAND USE REVIEW

Bruns Lane south of Jefferson is trending towards light commercial and office uses. Similar intensity of use should continue along this corridor, but commercial and office uses should only face Bruns Lane. Lower-density residential uses that are adjacent to the properties fronting on Bruns Lane should not be converted unless the proposed use is higher-density residential.

The uses of the properties adjacent to the intersection of Monroe Street and Lawrence Avenue have become more intense and have resulted in the creation of a Neighborhood Center. The commercial areas are clearly delineated and should not

increase in intensity. Also, the commercial and office-service uses should not extend away from Monroe, thereby upholding the policy to protect residential areas.

Houses surrounding Washington Park are abundant in architectural character and have potential for achieving the status of a Legacy Neighborhood. Most of the homes in this area were built before World War II, and feature unique styles and appearances. Their preservation is highly recommended, and any new development should be done in adherence to the policies related to Legacy Neighborhoods.

In the most eastern portion of Sector 6, along the Jefferson-Madison corridor, commercial development has persisted over time and such patterns are expected to continue as commercial is the most appropriate use along these major thoroughfares.

Redevelopment of any stable neighborhoods such as the Historic West Side should be mindful of the character of the surrounding area and ensure that any changes in use are consistent with the area. Neighborhood commercial uses may be acceptable providing the uses are balanced with the residential uses.

#### SPECIAL AREAS

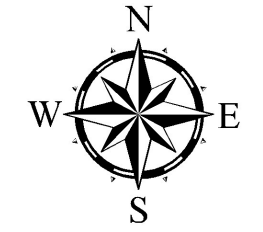
Neighborhoods such as the Historic West Side should be encouraged to develop plans specific to their areas. Guidelines for the development of such plans are contained in the section related to the general policies pertaining to land use. If such plans are completed in accordance with the guidelines, the city should adopt these neighborhood plans as an amendment to this plan.

This sector is currently not served by a trail, but connecting multiple recreational sites, such as Washington Park and Timberbrooke Park, via recreational land use can enhance the functionality and appeal of such places in the city.

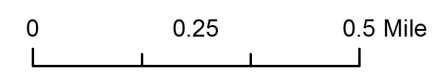
A trail or linear park could be developed along the Jacksonville Branch to connect Washington Park, Pasfield Golf Course and Timberbrooke Park. Conservational use is typically preferred for floodplain, but greenspace and recreational use is another viable option.



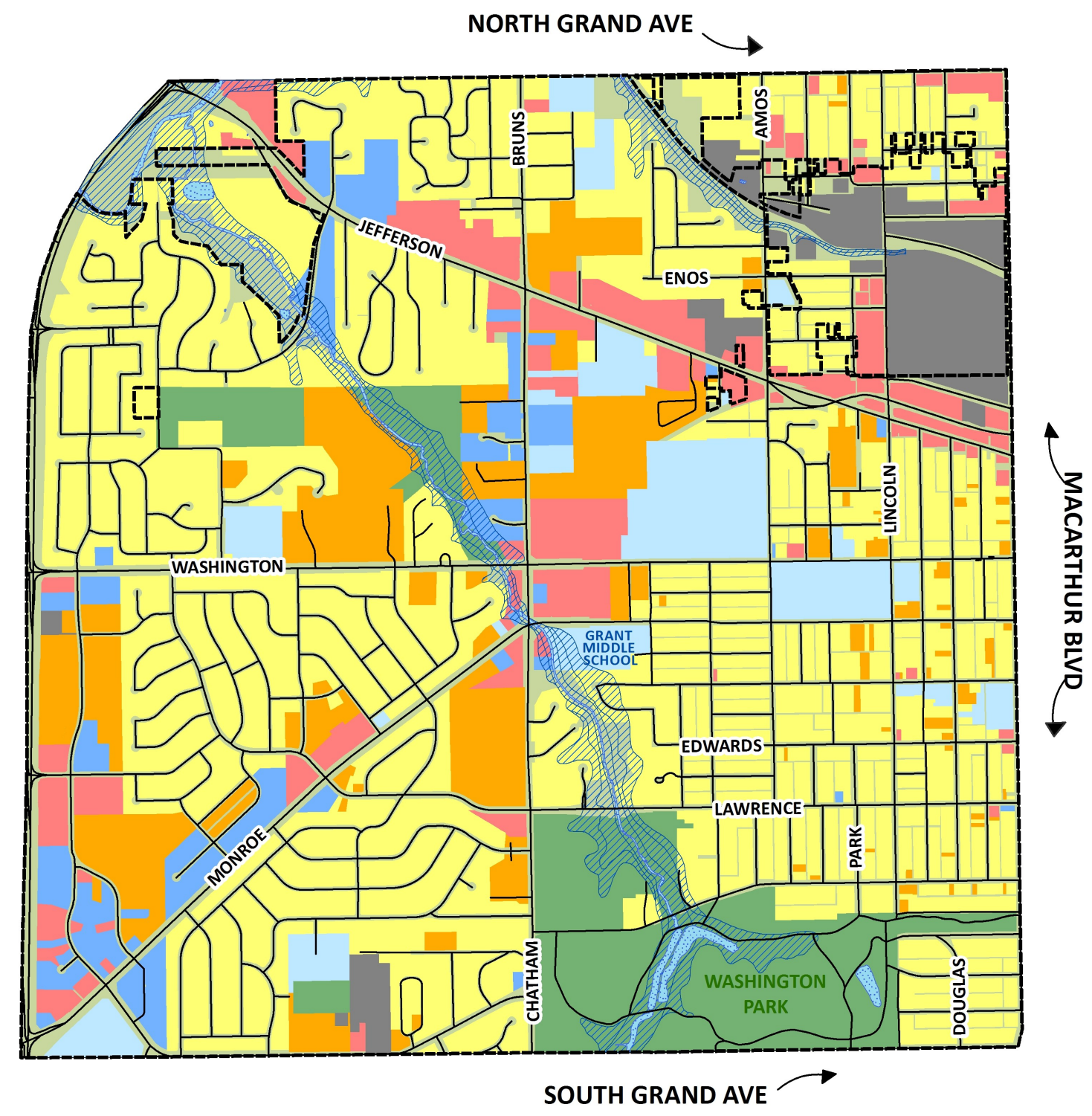
# **Sector 6** **Near West** **Proposed Land Use**



Sangamon County GIS-JL



4



- |                    |                |                      |                |                 |                    |                   |                   |                         |            |                      |
|--------------------|----------------|----------------------|----------------|-----------------|--------------------|-------------------|-------------------|-------------------------|------------|----------------------|
| LOWER DENSITY      | HIGHER DENSITY | COMMUNITY FACILITIES | OFFICE-SERVICE | COMMERCIAL      | INDUSTRIAL-UTILITY | PARKS-RECREATION  | POLICY CONTINGENT | FLOODPLAIN CONSERVATION | WATER BODY | SPRINGFIELD BOUNDARY |
| <b>Residential</b> |                | <b>Mixed Use</b>     |                | <b>Commerce</b> |                    | <b>Open Space</b> | <b>Other</b>      | <b>Hydrology</b>        |            | <b>Municipality</b>  |



# SPRINGFIELD LAND USE

## SECTOR 7:

### City Center Area

#### NATURE OF THE SECTOR

This sector is bounded by: North Grand Avenue in the north; South Grand Avenue in the south; 19<sup>th</sup> Street in the east; and MacArthur Boulevard in the west.

The core of the City's history is located in Sector 7. The uses in this sector extend across the intensity continuum from single-family residences in the older neighborhoods to industrial along the 10<sup>th</sup> Street rail line and the site of the former Pillsbury Mill in the northeast corner. The downtown area includes a large concentration of government offices that provide services to residents. City and county office space has remained consistent, but office space utilized by the State of Illinois agencies has decreased resulting in vacant office buildings. The State Capitol Complex is located west of the downtown area. The state office buildings in this area are older, more historic, and in demand to house the executive and legislative branches of government making them less likely to become vacant. The area around the Capitol Complex hosts a significant number of office uses. A significant amount of surface parking is present to serve the needs of employees and visitors to the area.

The Mid-Illinois Medical District encompasses an area that is one-square mile in the northern portion of the sector and includes numerous medical facilities.

#### Infrastructure and Public Amenities

**Utilities:** All utilities are readily available throughout the sector. However, the combined sewer system is aging and unable to handle episodes of significant flash flooding. The city should plan for updates to the sewer system via a capital improvement plan and program.

**Transportation:** The 3<sup>rd</sup> Street rail corridor will be relocated to 10<sup>th</sup> Street. An intermodal transfer center for train, bus and taxi services will be constructed on the west side of 11<sup>th</sup> Street between Adams and Washington streets. To accommodate increased train usage of 10<sup>th</sup> Street, underpasses will be constructed at Jefferson, Madison, and North Grand; expanded on Cook and South Grand; and, an overpass will be constructed at North Grand. Existing roadways will benefit from resurfacing, and construction of sidewalks on several major thoroughfares will improve pedestrian mobility. Long range plans include widening Carpenter, adding sidewalks from Walnut to 7<sup>th</sup> Street, and adding two lanes and sidewalks to Monroe from Glenwood to Chatham Road. Bus service is available throughout the sector.

**Environmental:** Urban flooding is a problem in the downtown area as noted in Appendix 2.

**Recreational:** There is no direct trail access in this sector. The largest park in the sector is Douglas Park. Other neighborhood parks include Comer, Enos, and Gehrman. This will improve the availability of the 3<sup>rd</sup> Street Rail Corridor becoming a linear park.

#### LAND USE REVIEW

The future of this sector lies in the appropriate redevelopment of vacant parcels and structures, including such locations as the Pillsbury site. Many parcels in residential areas have become vacant primarily due to the demolition of deteriorated buildings. These parcels are ripe for in-fill development consisting of primarily lower density residential housing with some medium density residential as may be needed.

In some areas, including but not limited to along North Grand Avenue and Clear Lake Avenue, residential structures have been converted to commercial uses over time, creating a trend of development. However, commercial uses should be limited to properties that front on such thoroughfares and should not be allowed to creep into residential neighborhoods.

Care should be taken to ensure that new medical facilities in the medical district do not have a negative impact on the existing residential areas. Commercial and office uses should be primarily limited to properties that front on Carpenter Street unless located within one of the hospital campuses.

The historical nature of this sector brings tourists from around the world to visit the city. Connectivity between the historic sites should be maximized through a series of wayfinding techniques to guide visitors.

The vacant office buildings in downtown should be repurposed with mixed uses designed to attract new residences and businesses to the city core.

#### SPECIAL AREAS

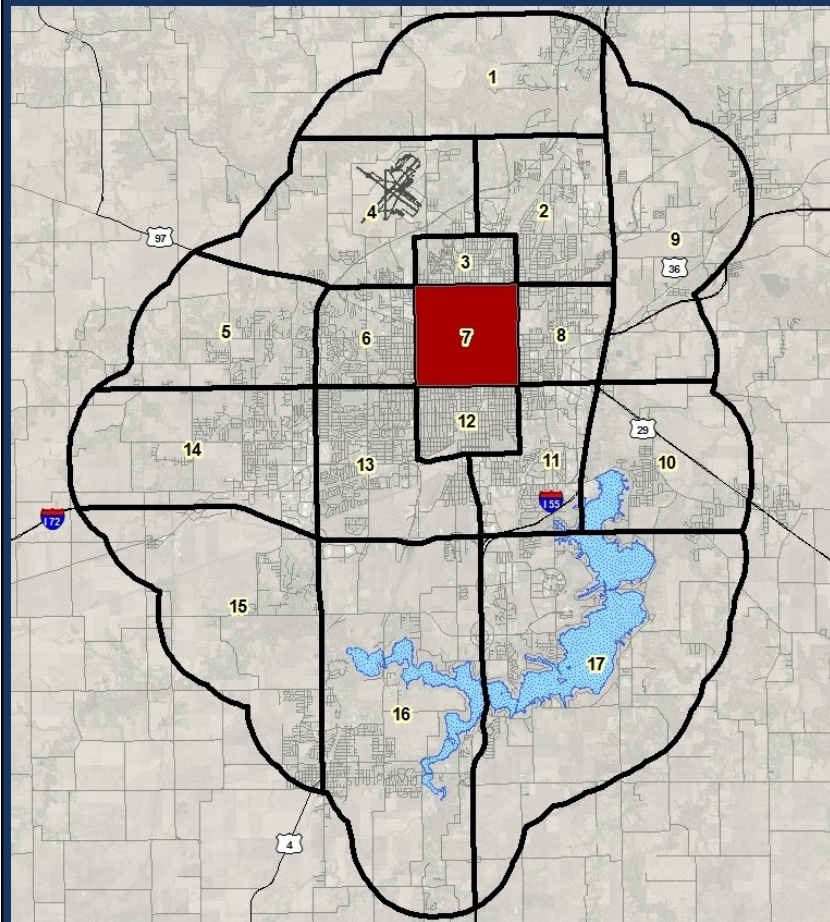
The downtown central business district is considered a Special Area. As a Special Area, a plan specific to it should be developed and then adopted by the city as an amendment to this comprehensive plan. Similar action is required for the Pillsbury site.

The Neighborhood of Hope in the southeast corner of the sector is designated as an Opportunity Area. There are a significant number of vacant parcels in this neighborhood that should be redeveloped with uses consistent with the area, focusing on affordable, lower-density housing. Commercial development in this area should be limited to lower intensity neighborhood commercial uses and be allowed only along major thoroughfares in accordance with the policies related to infill development, the development of Neighborhood Centers, and protection of residential areas. This includes 11<sup>th</sup> Street, 19<sup>th</sup> Street, and South Grand Avenue. Special attention should be given to the creation of a Neighborhood Center in the Old South Town area, bringing thriving businesses to this location to serve area residents.

Both the Mid-Illinois Medical District and the Enos Park Neighborhood Improvement Association have localized plans addressing land use in these areas. Aspects of these plans that are consistent with the policies of the city's comprehensive plan should be adopted as amendments to it for this sector.

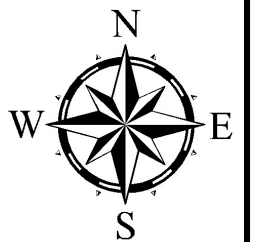
The transferring of the 3<sup>rd</sup> Street rail corridor to 10<sup>th</sup> Street results in vacant strips of land creating an opportunity for future redevelopment. This Opportunity Area runs north/south through most of the city, and should be redeveloped into a linear park to be used for recreational purposes as well as to provide an anchor for additional redevelopment. It could be utilized to link a number of the various Legacy Neighborhoods throughout the City creating a pedestrian and bicycle connectivity corridor, as well as the base for a trolley line serving the redeveloped corridor.

In this sector, historic Route 66 provides an untapped and under-developed tourism opportunity. Efforts should be made to develop a strategy for this Opportunity Area that would provide additional connectivity, tourism and redevelopment opportunities.



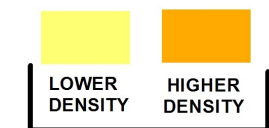
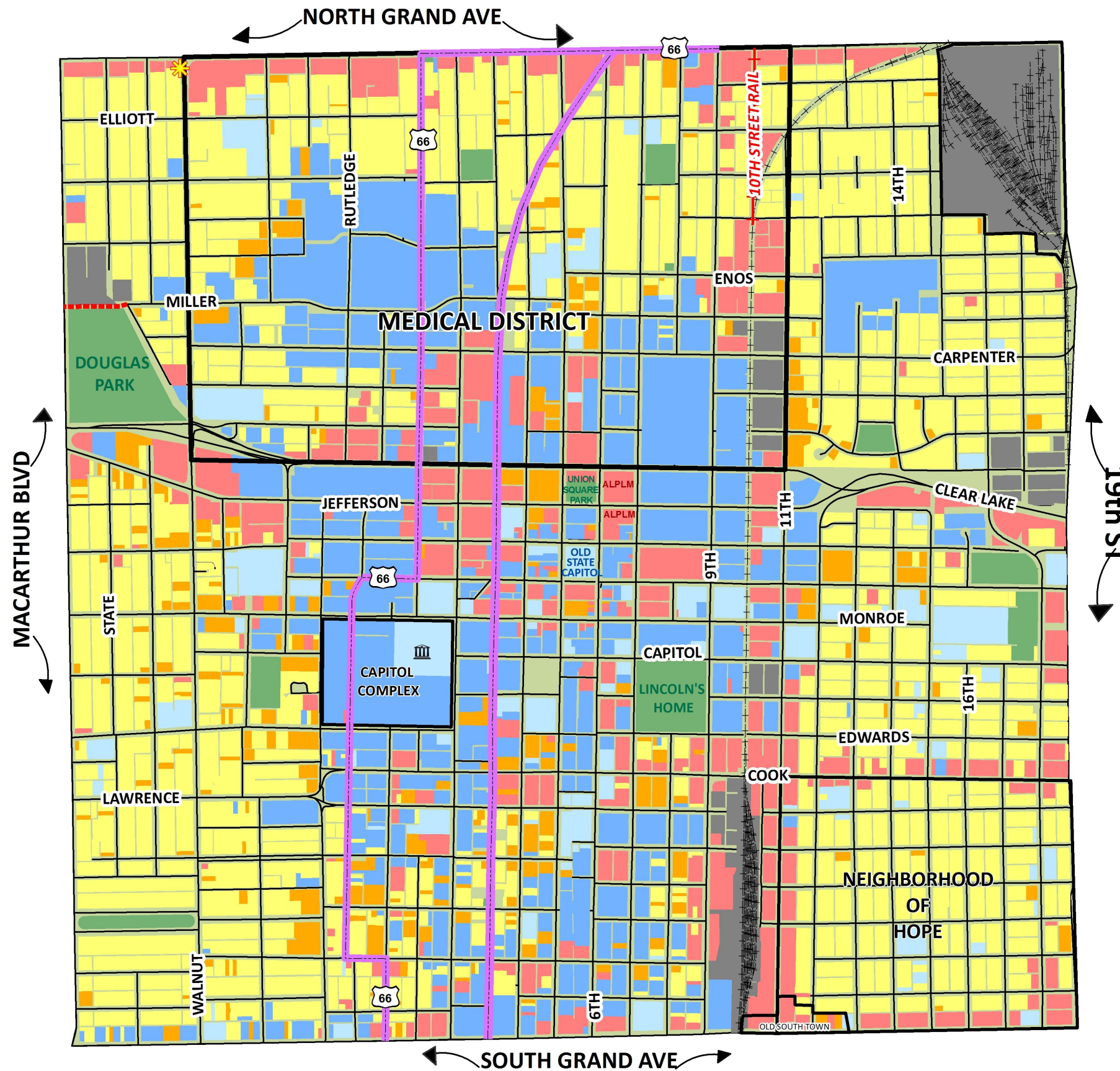


# Sector 7 City Center Proposed Land Use



0 0.25 0.5 Mile

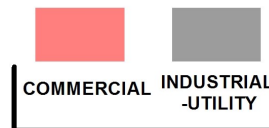
Sangamon County GIS-JL



**Residential**



**Mixed Use**



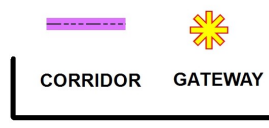
**Commerce**



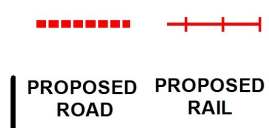
**Open Space**



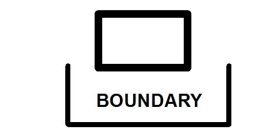
**Other**



**Opportunity**



**Transportation**



**Area**



# SPRINGFIELD LAND USE

## SECTOR 8:

### Near East Area

#### NATURE OF THE SECTOR

The sector is bordered by: North Grand Avenue on the north; Interstate 55 on the east; South Grand Avenue on the south; and 19<sup>th</sup> Street on the west.

The Village of Grandview is located in the northern portion of the sector. Much of the sector remains under the jurisdiction of Sangamon County. Diverse land uses exist throughout the sector.

#### Infrastructure and Public Amenities

**Utilities:** Public sewer and electricity are readily available throughout the sector. Public water is readily available throughout the majority of the sector, however, water mains need to extend in the northeast portion of the sector or be annexed to the city for water service.

**Transportation:** Dirksen Parkway, Clear Lake Avenue, and South Grand Avenue are the major arterials within this sector. Short-range plans include the replacement of the South Grand Avenue underpass and Cook Street underpass. Long-range plans include North Grand Avenue (from 19<sup>th</sup> Street to Dirksen Parkway) being expanded to four lanes along with the addition of bike lanes and sidewalks. Bus service exists within the sector, but should extend to commercial corridors such as South Dirksen Parkway. Paratransit services should be provided to areas not along bus routes.

**Environmental:** Soils are very limited for septic fields emphasizing the importance of public sewer access prior to development. Underground mines are present in a majority of the sector. There are also small pockets of wetlands.

**Recreational:** Adams Wildlife Sanctuary, Jaycee Park, and Chamberlain Park provide residents with recreational space. Adams Wildlife Sanctuary does provide hiking trails, but these only exist within the property. There is not an existing, direct access to a trail within the sector.

#### LAND USE REVIEW

A strip of city-owned property that runs vertically through the middle of the sector offers the possibility of being developed into a trail or linear park. This would give residents direct access to a trail in the sector. Green spaces are prevalent, but no trail currently exists. The addition of a trail would support the goal of increasing connectivity for residents.

Land directly south of the Village of Grandview should be used for industrial purposes to be consistent with neighboring industrial land use, and to match a need with the multiple rail lines running diagonally within the northwest portion of the sector.

The area immediately east of Adams Wildlife Sanctuary and west of the possible linear park/trail should be used for higher-density residential purposes to be consistent with neighboring high-density residential uses to the south and north.

Land on the east side of Hill Road should develop as lower-density residential. Higher-density residential land use is also appropriate, especially along the eastern border next to Interstate 55.

Commercial land should develop northwest of the I-55 ramp along Clear Lake Avenue to complement the higher traffic levels generated by the interstate. This also follows

the trend of commercial use along the majority of Clear Lake Avenue.

Properties on the southwest corner of Cook Street and Eastdale should be reserved for lower-density residential use to match adjacent uses to south and west.

Although categorized as lower-density, Poplar Place is comprised of denser-than-average two-family dwellings. As the buildings in this area age out, replacement with less dense residential units is preferable.

Properties along South Grand Avenue in the southwest corner of the sector should be updated to neighborhood commercial, with low-traffic uses.

Areas designated for industrial uses should be set aside and maintained for such uses. If redevelopment occurs, it should be consistent with and complement surrounding areas.

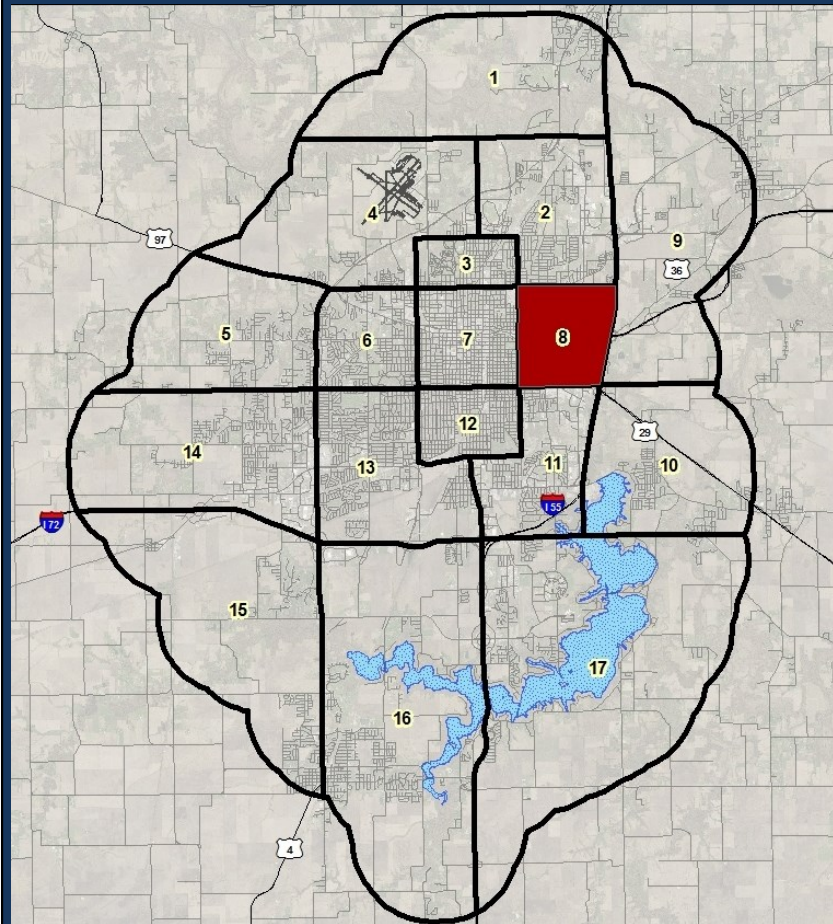
#### SPECIAL AREAS

Gateway features should be added to the corners of Clear Lake Avenue and Dirksen Parkway, and at South Grand Avenue and Dirksen Parkway. These streets are major arterials and connect directly to Interstate 55, which is approximately a half-mile from the suggested gateway features. These are high-traffic areas and are also primary access points into the city.

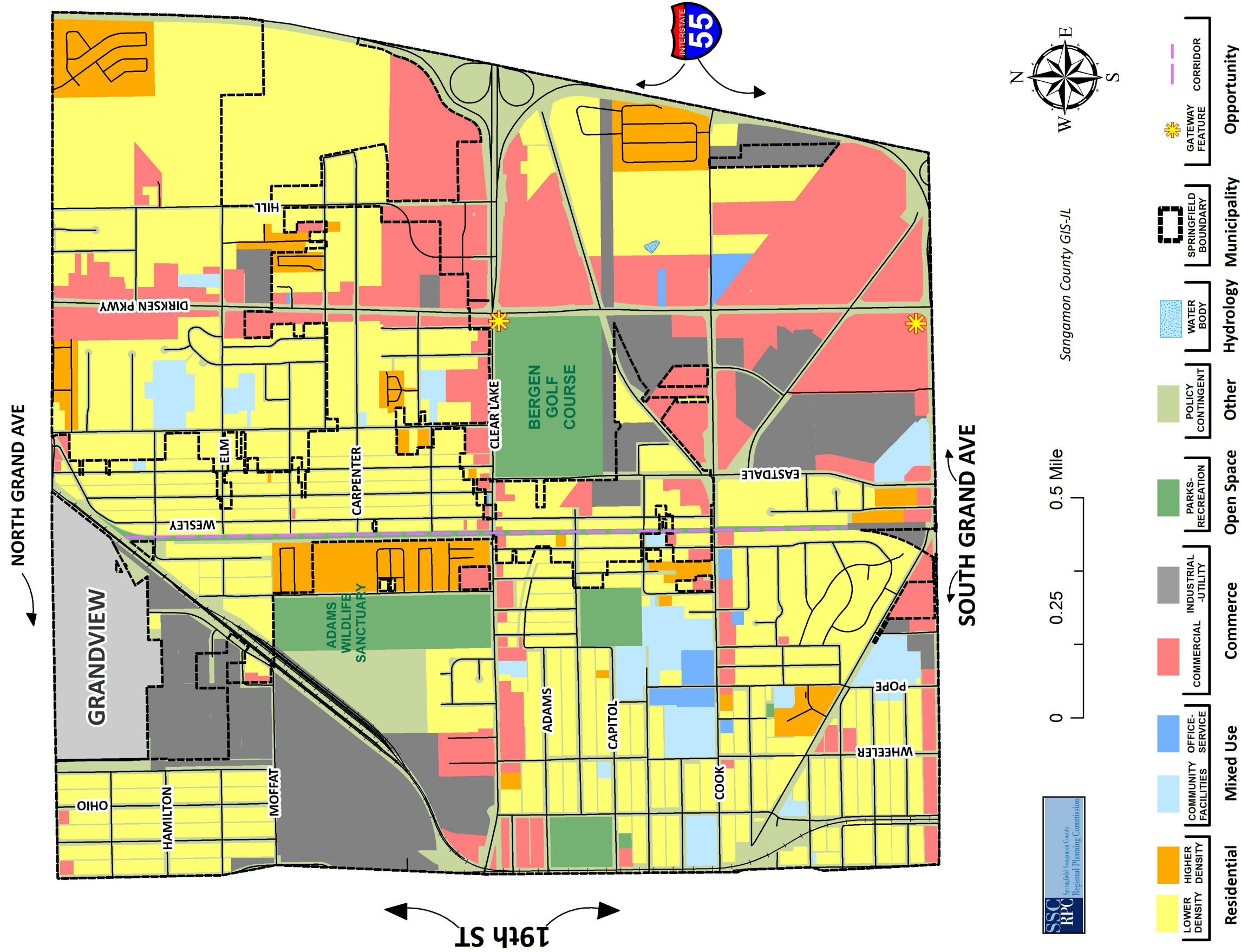
Sector 8 has no existing trail, but land owned by the city in the middle of the sector bearing north and south, offers an opportunity for such a recreational purpose. A linear park or trail is perhaps the only use for this narrow strip. Creating a linear recreational space could raise the value for adjacent properties as well as make the area more enticing for home buyers.

Undeveloped space immediately west of Adams Wildlife Sanctuary should be set aside for expansion of the sanctuary or for high-density residential development. In either case, the proposed development should complement the area of older lower-density residential to the south along Clear Lake Avenue.

Earlier planning for the area noted that the housing varied from excellent to dilapidated, but overall is quite sound, and that the city should be alert to any signs of trends in housing deterioration and take measures to stop it. There continues to be a concern regarding the varying quality of housing stock in this sector, and measures need to be taken to curtail any downward trends.









# SPRINGFIELD LAND USE

## SECTOR 9:

### Camp Butler Area

#### NATURE OF THE SECTOR

This sector is bordered by: Interstate 55 along the western edge; the extent of Springfield's 1.5 mile extra-territorial jurisdiction to the east and north; and to the south as if South Grand Avenue were to extend eastward across Interstate 55.

The villages of Riverton, Spaulding, and Clear Lake are located within the sector. Riverton's and Sherman's extra-territorial jurisdictions overlap with the city's and comprise a majority of the land in the northern half of the sector. Sangamon County's zoning jurisdiction resides over most of the sector as well. Floodplain comprises a good portion of Sector 9, and should be preserved.

#### Infrastructure and Public Amenities

**Utilities:** Public sewer and water are readily available in the west-central portion of the sector. The remainder of the sector is within the Sangamon County Water Reclamation District (SCWRD) Facility Planning Area (FPA). Extension of sewer lines and water mains outside the west central part of the sector would be required, and/or annexation to the city would be necessary. Electric service is available throughout the sector.

**Transportation:** Major roads in this sector include Interstates 55 and 72 along with Illinois Routes 36 and 54. SMART Transit service and paratransit services should exist in areas not along Sangamon Mass Transit District bus routes.

**Environmental:** Many soils in the area are very limited for septic fields, emphasizing the need for public sewer access prior to development. Underground mines are present in a majority of the sector so subsidence is a possibility. Large segments of wetlands exist along Sugar Creek and Sangamon River floodplains.

**Recreational:** Veterans Memorial Park and Wheeland Park provide green space for residents. There is no direct trail access within the sector.

#### LAND USE REVIEW

Land north of Bissell Road and west of Brickler Road should not be developed until services are available. The developed land use should be reserved for mixed-use purposes, such as low-density residential along Brickler Road, higher-density residential closer to the existing mobile home park, along rail line, and commercial or office along Bissell Road.

Agricultural land existing south of Route 54 and west of Bissell Road to the east edge of the floodplain, would be appropriate for lower density residential as services become available. Lower-density residential is also designated for the area between Laverna and the east side of St. James, but only if public services are available.

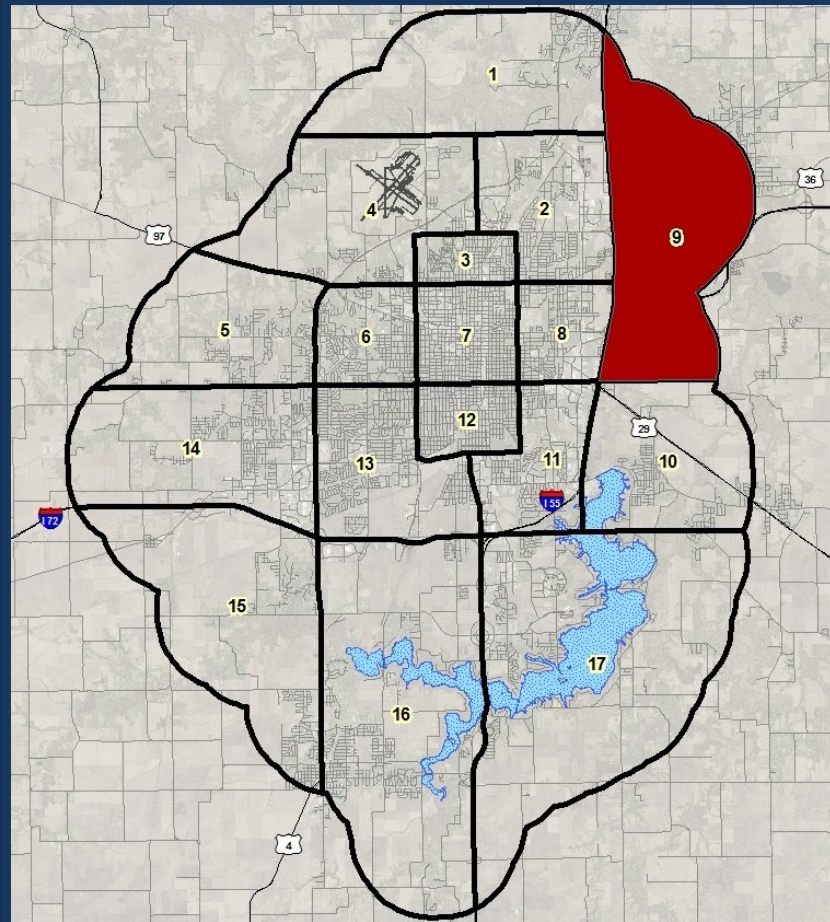
Services need to be in place before any development occurs along Camp Butler Road, south of the Norfolk-Southern Rail line and west of floodplain. Until services are in existence, no development should occur. After services are readily available, land south of the tracks is designated for commercial uses. Uses should become less intense as development moves eastward toward Camp Butler Cemetery.

As services become available, the area south of Mechanicsburg Road and between Cravens and Oak Lane would be appropriate for lower-density residential development.

#### SPECIAL AREAS

Land along Colt Road was previously established as a commercial/industrial area. The proximity to Interstate 55 and Route 54 provide favorable traffic for commercial sites, as well as providing a buffer between industrial land and residential land. There are several vacant parcels which are "shovel ready" for higher intensity uses and efforts should be coordinated to market the properties for these uses.

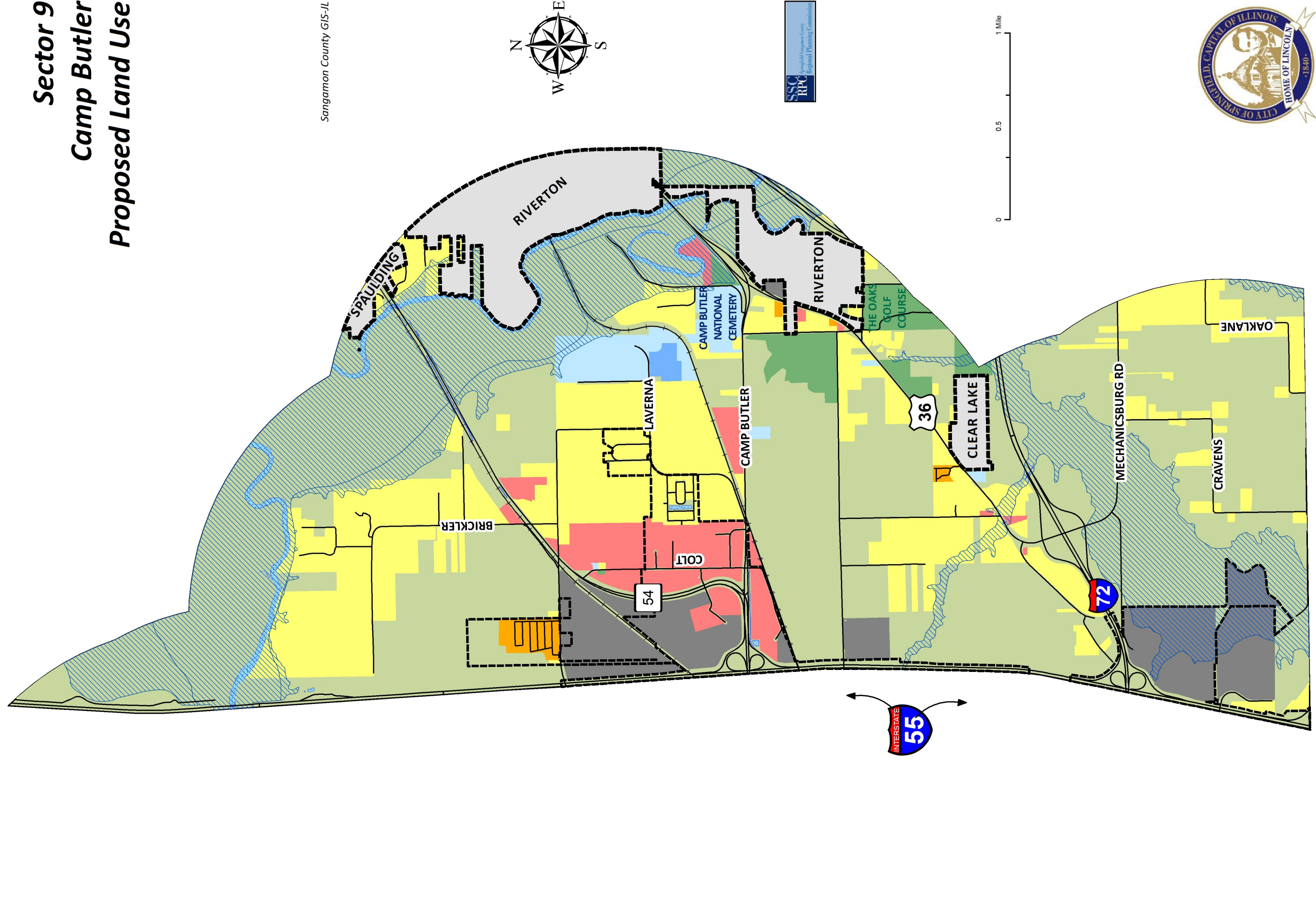
Since much of the land in this sector is in or adjacent to floodplain, recreational or open green space is the most ideal type of development for these portions of Sector 9.





# Sector 9 Camp Butler Proposed Land Use

Sangamon County GIS-JL



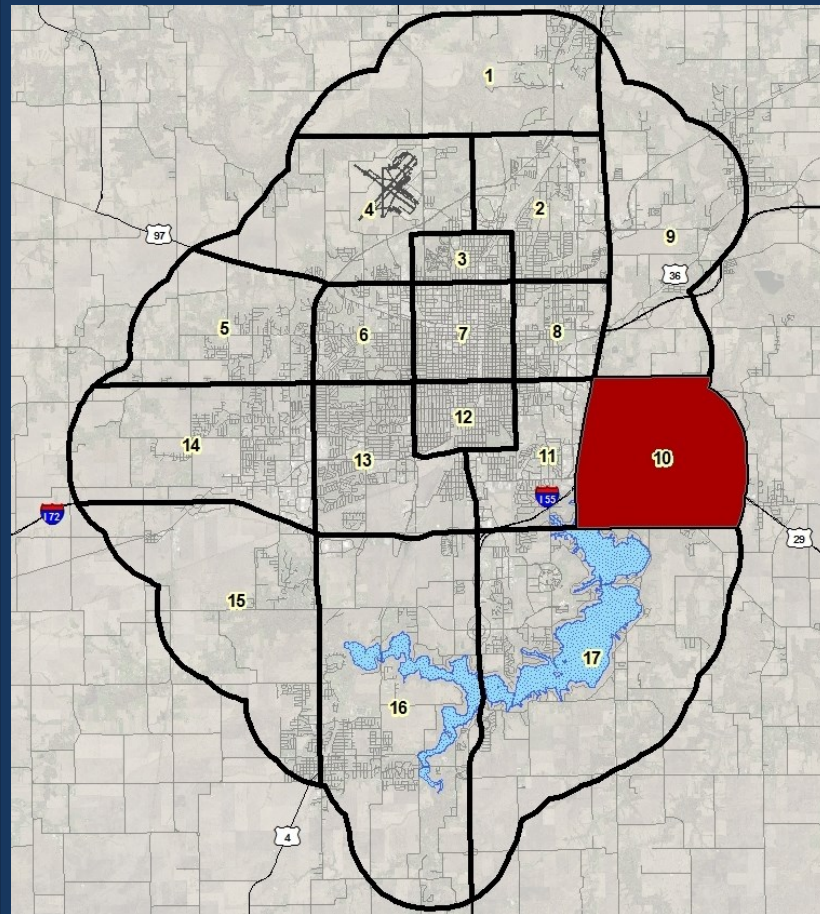
LOWER DENSITY RESIDENTIAL	COMMUNITY OFFICE FACILITIES SERVICE	COMMERCIAL	INDUSTRIAL -UTILITY	PARKS- RECREATION	POLICY CONTINGENT	FLOODPLAIN CONSERVATION	WATER BODY	SPRINGFIELD BOUNDARY	Municipality
Higher Density Residential	Mixed Use	Commerce	Commerce	Open Space	Other	Hydrology	Hydrology		



# SPRINGFIELD LAND USE

## SECTOR 10:

### Long Bridge Trail Area



#### NATURE OF THE SECTOR

The sector is bordered by: Interstate 55 to the west; Springfield’s extra-territorial jurisdiction to the east; and the north is framed from the non-existent lateral extension of South Grand Avenue, if it were to lengthen eastward. The southern edge of the sector also uses the non-existent lateral extension of Interstate 72 as a landmark for the southern border.

The Village of Rochester is located within the sector and its extra-territorial jurisdiction overlaps with that of Springfield’s. Significant areas of land remain under the jurisdiction of Sangamon County. The floodplain is a major presence in this area as well as a portion Lake Springfield. Sector 10 is predominantly residential, but recreational land is also well-established. The CWLP industrial power plant is located in the sector.

#### *Infrastructure and Public Amenities*

**Utilities:** Public sewer is available in the west half of the sector. The remainder of the sector is within the Sangamon County Water Reclamation District’s (SCWRD) Facility Planning Area (FPA). Sewer is not available and an extension of sewer lines would be required. Public water is available in the southwest portion of the sector, but extending water mains or annexing to the city may be necessary in other parts of the sector. Some areas of the sector are served by a local water co-op, and fire flow capacity may be limited. This requires greater space between buildings and less dense development. Electricity is available throughout the entire sector.

**Transportation:** The major roads in this sector include Interstate 55, Illinois Route 29, Hilltop Road, Rochester Road, and East Lake Shore Drive. Long range plans call for adding two lanes and sidewalks to Hilltop Road from Route 29 to Rochester Road. SMART transit service and paratransit services should exist in areas not along Sangamon Mass Transit District’s bus routes.

**Environmental:** Many soils in the area are very limited for septic fields, emphasizing the need for public sewer access prior to development. Underground mines are present in a small portion of sector, but they still pose a threat for subsidence. The Class C natural areas near Tuxhorn Road should be protected.

**Recreational:** Lost Bridge Trail runs through the sector, and a possible extension of it along Route 29 near Tuxhorn Road provides direct access. Lake Springfield, Tom Madonia Park East and West, and Forest Park provide recreational opportunities for residents. A trail also runs adjacent to East Lake Shore Drive from Rochester Road to the CWLP offices at 200 East Lake Shore Drive. A sidewalk continues west over Spaulding Dam.

#### LAND USE REVIEW

A significant portion of this sector is located within the floodplain. These areas should be preserved as floodplain conservation.

The area south of Lost Bridge Trail and west of Hilltop Road is designated as policy contingent. However, when services become available, lower-density residential is preferred.

Lower-density residential is also preferred in the area between East Lake Shore Drive

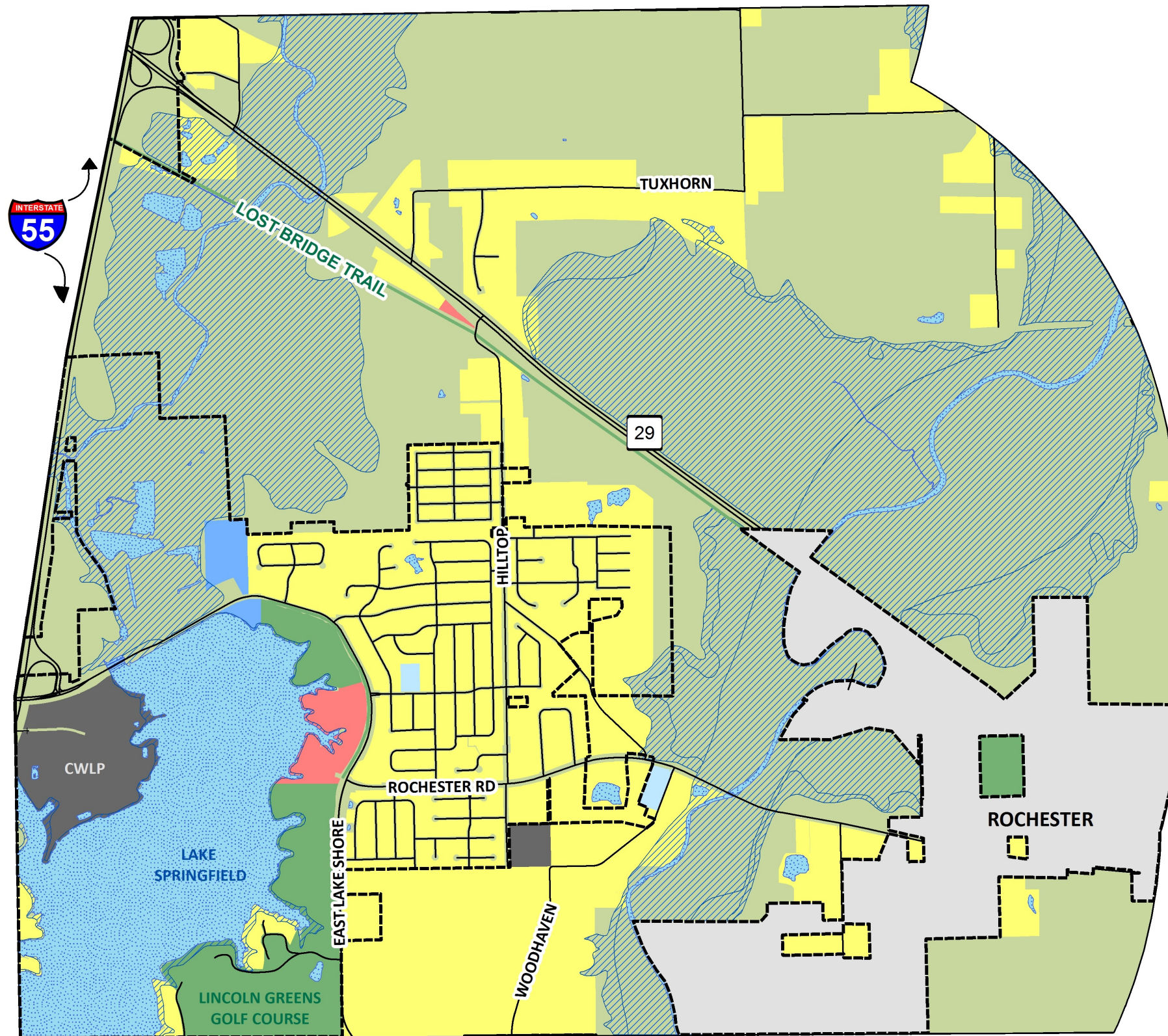
and Woodhaven Drive. Ensuring that public sewer service is available is critical prior to approving significant development in this area as many soils are limited for septic fields.

#### SPECIAL AREAS

There are no specific areas within the sector that require special attention or identification.



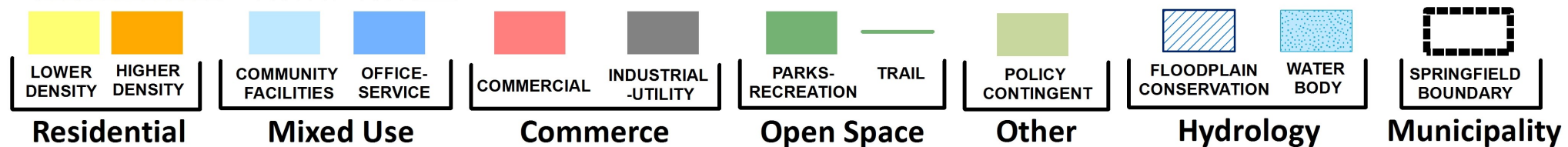
# Sector 10 Lost Bridge Trail Proposed Land Use



0 0.5 1 Mile



Sangamon County GIS-JL





# SPRINGFIELD LAND USE

## SECTOR 11:

### Southeast Area

#### NATURE OF THE SECTOR

The sector is bounded by: South Grand Avenue to the north; Interstate 55 to the east; Stevenson to the south; and South Sixth Street (Business 55), Stanford Avenue, and 19<sup>th</sup> Street to the west.

The western portion (between South Sixth Street and Fox Bridge Road) is characterized by mainly office-service and commercial uses clustered near the South Sixth and Stevenson intersection in the former Fiat-Allis site. Slightly east is an unincorporated residential neighborhood with Jefferson Middle School located at its center. The central portion (between Fox Bridge/19<sup>th</sup> and Taylor) is predominantly residential in the northern part near Southeast High School, and in the southern part centered on the Laketown neighborhood. There is a large mixed-use area in the middle of this portion called Lake Victoria. The eastern portion (east of Taylor) is characterized by residential in the western half, and commercial uses in the eastern half near Dirksen Parkway between Stevenson and South Grand Avenue.

#### Infrastructure and Public Amenities

**Utilities:** Public sewer and electric are available in this sector. Public water is available in many places. Some parts in the northern half may require annexation to the City and/or extension of water mains for service.

**Transportation:** The primary roads in this sector are Interstate 55, Business 55 (South 6<sup>th</sup> Street), Dirksen Parkway, and Stevenson Drive. With completion of the Stanford Avenue extension, the South 11<sup>th</sup> Street extension between Knox and Lincolnshire is the most important short-term road project. Over the longer-term, South 6<sup>th</sup> Street is proposed to be widened with two extra lanes. Public transit is available in this sector. Short-term transit goals include providing bus transit services to the South Dirksen Parkway commercial corridor, providing paratransit services for the disabled to areas not along bus routes, and providing transit to Stevenson Drive/Laketown.

**Environmental:** Many of the soils in the area are limited for septic fields, which underscores the need for sewers. Protection of the Lake Springfield watershed and pockets of wetlands in the area are also important. The largest wetlands are near the Lost Bridge Bike Trail and to the east of the Illinois Department of Transportation Hanley Building on Dirksen Parkway. Smaller wetlands are also located near the Abundant Faith Planned Unit Development (PUD), the South 6th Street Wal-Mart, and near the site of a former landfill west of Dirksen Parkway and slightly north of Hermitage Road. Underground mines that can lead to mine subsidence are present in this sector.

**Recreational:** Providing additional direct access to the Lost Bridge Trail is a recreational opportunity in this sector. There is a trailhead for a short trail located behind the Abundant Faith PUD.

#### LAND USE REVIEW

Much of this sector is built out. As vacant parcels become available, they should fill in with uses that are compatible with the area. Should parcels become vacant in lower-density residential areas, there are opportunities to use vacant lots for creative single-family residential use under this plan's policy to encourage the redevelopment of small lots of record.

In the central portion of the sector, there is a small section of vacant land along the west side of Taylor Avenue north of the intersection with Stevenson that should develop with commercial uses closer to the intersection and higher-density residential north closer to the existing apartment buildings. It is envisioned that these parcels will develop in a form similar to Lake Victoria and consistent with this plan's general policies regarding redevelopment. The area east of the railroad tracks between Truman and Stanford Avenue is envisioned to have light commercial uses. North of Truman Road west to the railroad tracks, is designated for lower-density residential surrounding the private recreational area. While higher-density residential is designated at the northeast corner of Fox Bridge and Truman, light commercial may also be appropriate.

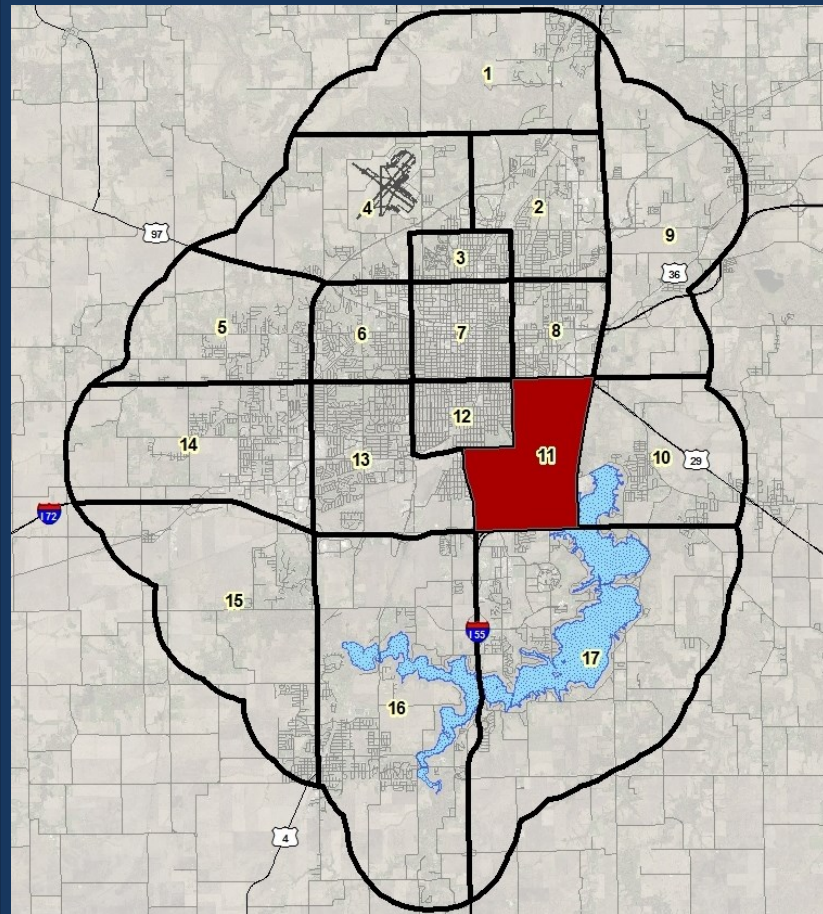
In the eastern portion of the sector, the south side of South Grand Avenue east of Pope to Dirksen should remain commercial. Vacant parcels along this stretch of South Grand should develop with commercial uses. The north side of Ash Street east of Groth has some older residences that should be allowed to remain. However, as parcels in this area redevelop, there should be a transition to commercial usage. Proceeding slightly southwest, lower-density residential is designated for the east and the west sides of Groth south to the small stream. Slightly east of this area, the vacant area on both sides of the creek east to Dirksen is envisioned as higher-density residential. In the southeastern part of the sector, the timbered areas surrounding the Hope Institute are owned by the City/CWLP and are envisioned to remain a conservation area.

#### SPECIAL AREAS

The intersection of Lincolnshire and South 6th Street is proposed to have a Gateway feature. Coordinating this work with the proposed state expansion of South 6th Street is a possibility.

The east side of 11<sup>th</sup> Street between the railroad spur and Stevenson Drive presents some special challenges. The previous 2020 Springfield City Plan called for the area on the east side of 11<sup>th</sup> Street south of the railroad spur and Stevenson Drive, to be a redevelopment area. Challenges remain in this area, and it should be designated as an Opportunity Area. The extension of 11<sup>th</sup> Street may provide some additional opportunities for revitalization. The industrial area on the railroad spur is envisioned to remain. As the residences that front on 11<sup>th</sup> Street age-out, converting the properties to light commercial uses would be preferred. Higher-density residential that fits in with the type and scale of the surrounding area may also be appropriate. Northwest of the intersection of 11<sup>th</sup> Street and Stevenson, office-service and light commercial uses are appropriate to complete development in the Park South area.

The trailhead located behind Abundant Faith PUD provides an opportunity for the trail to be extended west along Stanford Avenue. Completing this link would address the goal of increasing connectivity for city residents.

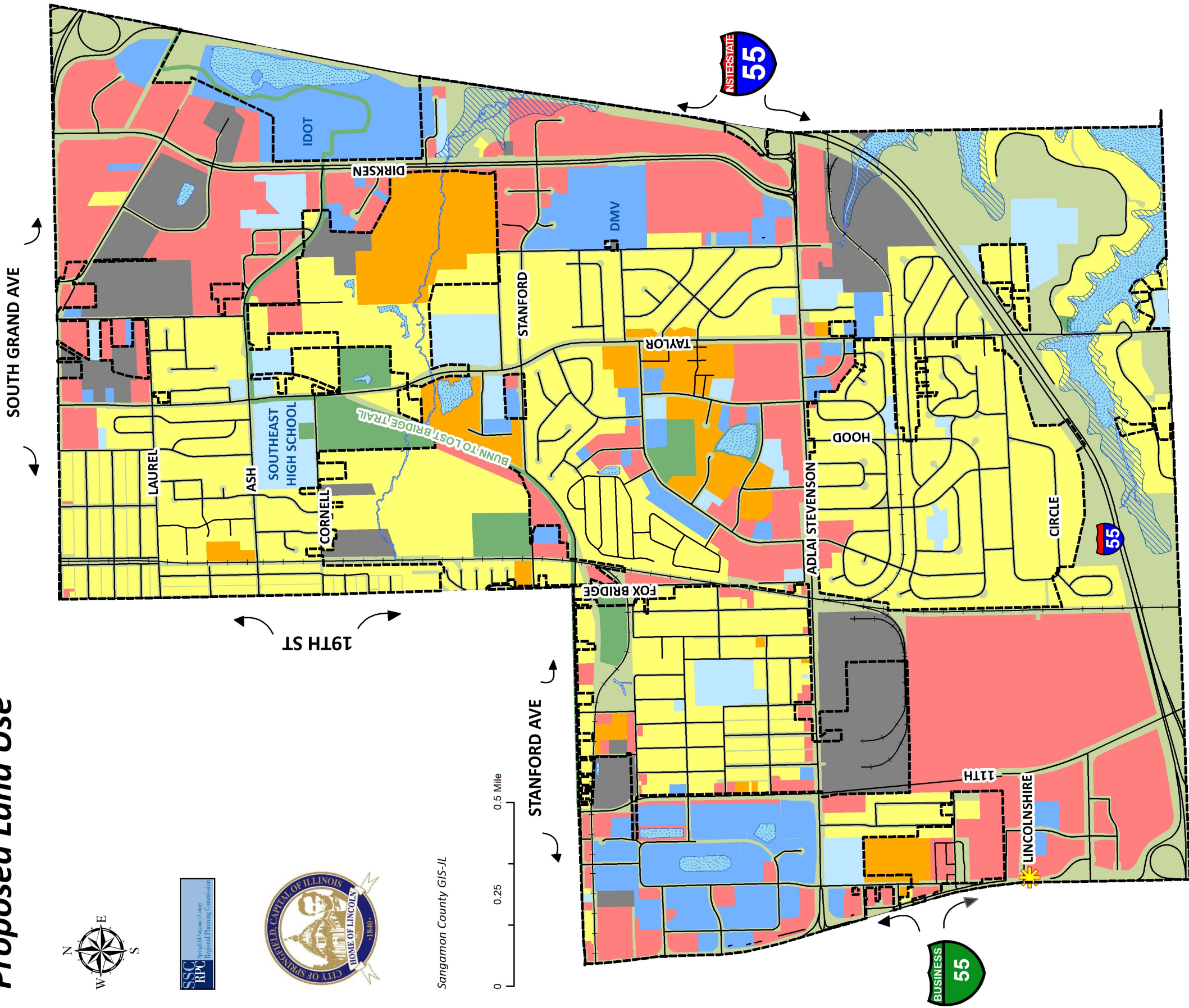




# Sector 11 South East Proposed Land Use



Sangamon County GIS-JL



- |  |                           |  |                      |  |                |  |            |  |                    |            |                  |       |                   |           |                         |             |            |              |                 |  |                      |
|--|---------------------------|--|----------------------|--|----------------|--|------------|--|--------------------|------------|------------------|-------|-------------------|-----------|-------------------------|-------------|------------|--------------|-----------------|--|----------------------|
|  | LOWER DENSITY RESIDENTIAL |  | COMMUNITY FACILITIES |  | OFFICE-SERVICE |  | COMMERCIAL |  | INDUSTRIAL-UTILITY |            | PARKS-RECREATION |       | POLICY CONTINGENT |           | FLOODPLAIN CONSERVATION |             | WATER BODY |              | GATEWAY FEATURE |  | SPRINGFIELD BOUNDARY |
|  |                           |  |                      |  |                |  |            |  |                    | Open Space |                  | Other |                   | Hydrology |                         | Opportunity |            | Municipality |                 |  |                      |



# SPRINGFIELD LAND USE

## SECTOR 12:

### Near South Area

#### NATURE OF THE SECTOR

The sector is bounded by: South Grand Avenue to the north; Stanford Avenue to the south; 19<sup>th</sup> Street to the east; and MacArthur Boulevard to the west.

This sector is almost completely built out. It is anchored by stable neighborhoods of older residences on narrow lots of record and commercial areas along arterial roads such as South Grand, parts of 5<sup>th</sup> and 6<sup>th</sup> streets, Stanford, and MacArthur. Small older neighborhood commercial nodes are located along neighborhood arterial streets such as Laurel and Ash.

#### Infrastructure and Public Amenities

Utilities: Public water, sewer, and electricity are readily available.

Transportation: The major roads in this sector are Business 55, MacArthur Boulevard, Stanford Avenue, South 5<sup>th</sup> and 6<sup>th</sup> Streets, Ash, Laurel, and 11<sup>th</sup> Street. Major short-term road projects include underpasses for Laurel and Ash at the 10<sup>th</sup> Street railroad tracks due to the high-speed rail project. The area near the intersection of Ash and 11<sup>th</sup> Streets recently had an industrial facility demolished. This property is designated for commercial use.

Environmental: Underground mines are present in this sector which could lead to mine subsidence. Two wetlands are located near the intersection of the Union Pacific and Norfolk Southern railroad tracks and near Bunn Park. Additionally, there is a natural area along the Union Pacific railroad line between Lenox and Cornell.

Recreational: Bunn to Lost Bridge Trail will extend to 11<sup>th</sup> Street from the east along Stanford Ave. Iles and Bunn Parks provide recreational opportunities.

#### LAND USE REVIEW

Major changes for much of this sector are not contemplated from those specified in the previous 2020 City Plan. Instead, the primary focus should be on maintaining residential neighborhoods in accordance with the general land use policies contained in this plan.

Vacant parcels are encouraged to be used for infill development that complements the character of the surrounding area and is in accord with the plan unless otherwise designated. Throughout the sector, it is important to preserve the established residential areas as much as possible. These residential areas represent a form of affordable housing that benefits the City.

Along South Grand Avenue, commercial is appropriate east of 3<sup>rd</sup> Street. Areas west of 3<sup>rd</sup> Street along South Grand Avenue are designated for neighborhood commercial. It is important not to let the commercial uses along South Grand Avenue creep into the neighborhoods immediately to the north and to the south. Likewise, on South 5<sup>th</sup> and South 6<sup>th</sup> Streets, particularly south of Myrtle, it is important to not let commercial uses creep into the established residential areas unless more than 50 percent of the block face has changed to commercial or office uses in accordance with this plan's general land use policies. In any case, commercial uses should generally have frontage along arterial roadways.

The area bounded by 9<sup>th</sup> Street, South Grand Avenue, 11<sup>th</sup> Street, and Ash has more commercial areas designated than the previous City Plan. This reflects that the area is proposed for two underpasses for Laurel and Ash at the 10<sup>th</sup> Street railroad tracks due to the high-speed rail project. The area near the intersection of Ash and 11<sup>th</sup> Streets recently had an industrial facility demolished. This property is designated for commercial use.

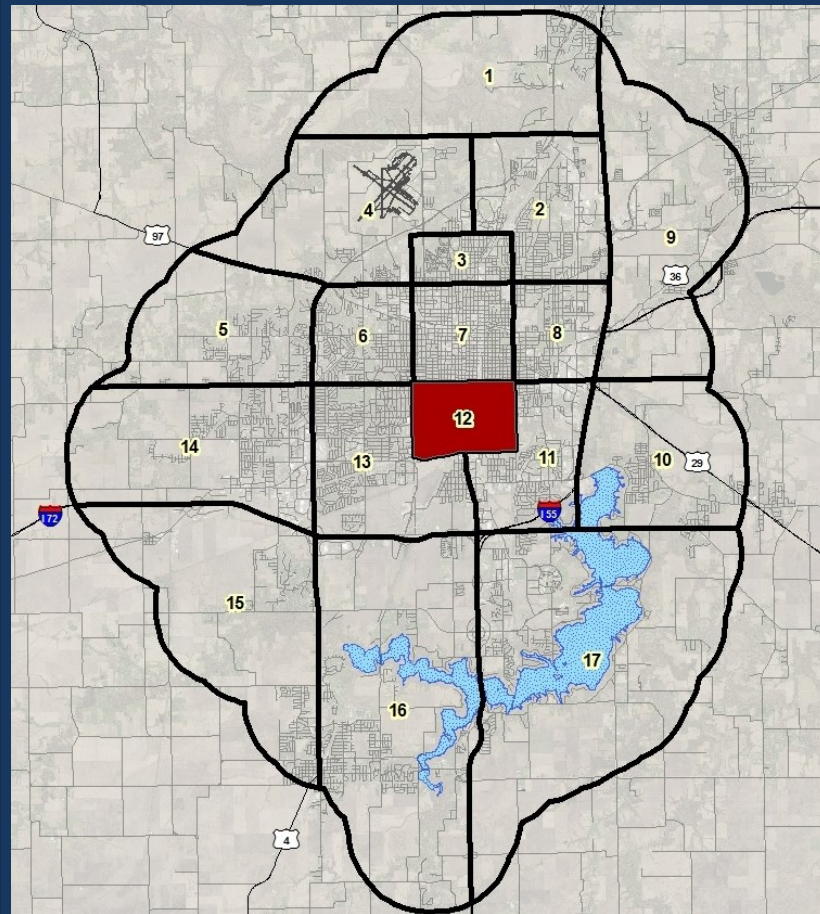
In the southwest part of the sector, commercial uses are proposed along the south side of North Street. The intensity of the commercial uses that develop along the vacant part of North Street should match the condition of the road. Until the road is improved, further heavy commercial use is not contemplated.

In the southeast part of the sector, vacant parcels in the area east of Fox Bridge are appropriate for lower-density residential development.

#### SPECIAL AREAS

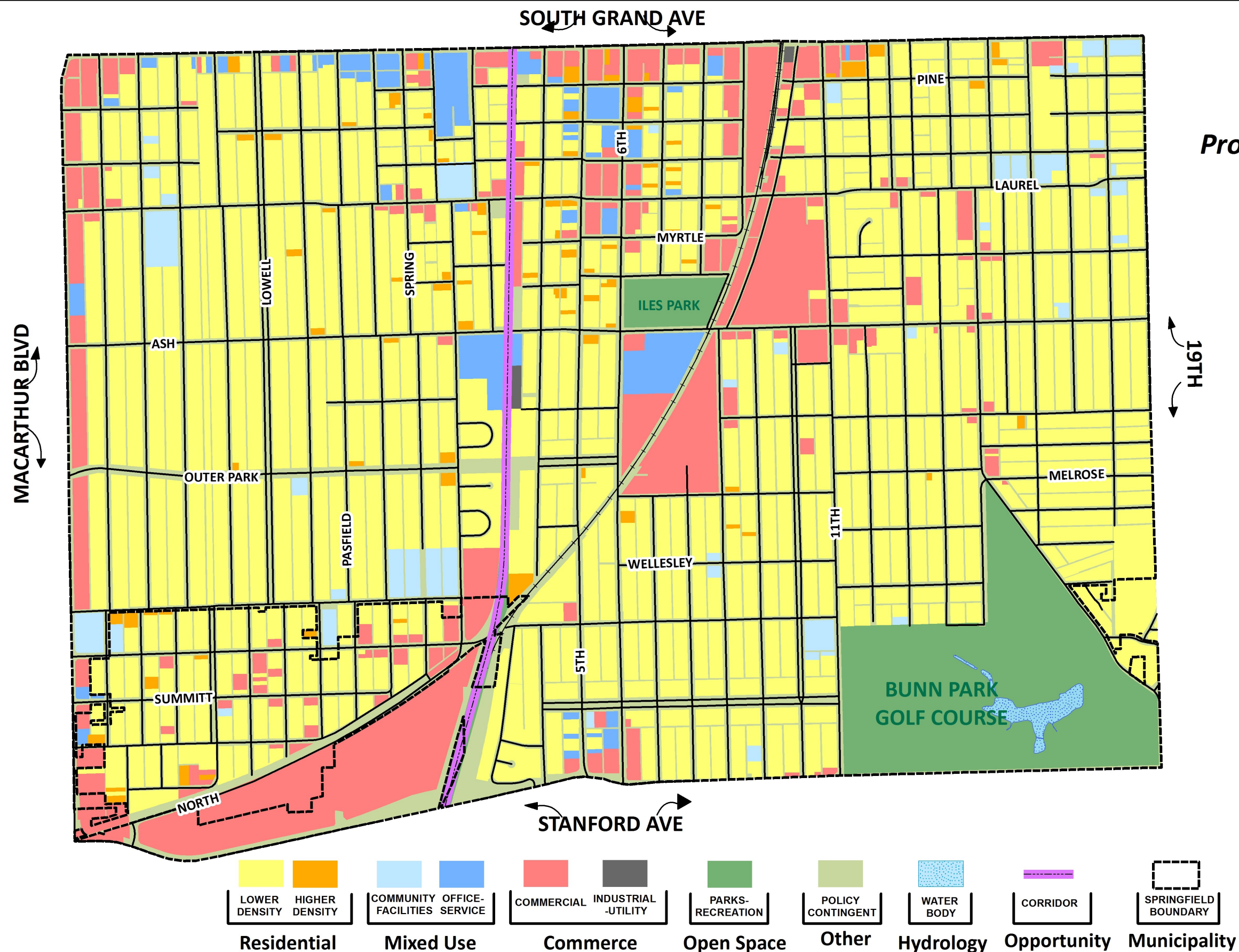
The 3<sup>rd</sup> Street corridor is identified as an Opportunity Area in this plan. When the Union Pacific railroad line is vacated, the corridor represents an opportunity for a linear park. Additional flexibility should be provided to properties immediately adjacent to the linear park to encourage redevelopment to uses that would complement the area. A connection between the linear park along 3<sup>rd</sup> Street to Iles Park at the northeast corner of 6<sup>th</sup> and Ash Streets is also envisioned.

There are areas within the sector that could be established as Legacy Neighborhoods, and plans should be developed for these areas in accordance with guidelines established by the city. If this occurs, the city should adopt these plans as amendments to this comprehensive plan.





# Sector 12 Near South Proposed Land Use



Sangamon County GIS-JL





# SPRINGFIELD LAND USE

## SECTOR 13:

### Southwest Area

#### NATURE OF THE SECTOR

Sector 13 is bordered by: Route 4 (Veterans Parkway) on the west; Interstate 72 along the south; Business 55 and MacArthur Boulevard along the east; and South Grand Avenue and Stanford Avenue on the north.

The villages of Jerome and Southern View are located in this sector along with the City of Leland Grove. Portions of the sector remain under the jurisdiction of the Sangamon County. Overall, this sector is very diverse and has all land use types prevalent. Residential land makes up most of the western half, while commercial corridors extend throughout the sector. It is recommended to follow the existing trend of development for future growth. A fly over study for the rail line located north of Interstate 72 and south of Southern View, will have significant effect on the development in this area. The impact of the fly over on land use in the area will be determined when the designs for it are final, potentially requiring amendments to this plan for the area immediately adjacent to the rail fly over.

#### Infrastructure and Public Amenities

**Utilities:** Public sewer and water are readily available throughout a majority of the sector. Extension of sewer and water lines, or an annexation to the city, need to occur prior to development in the southern parts of the sector where sewer and water lines do not currently exist. Such development should complement neighboring uses. Electricity is available throughout the entire sector.

**Transportation:** Major routes within this sector are Interstate 72, Business 55, Route 4, MacArthur Boulevard, Wabash Avenue, and Chatham Road. Long-range plans call for the addition of two lanes and sidewalks on Wabash Avenue, two lanes on Chatham Road, and a wide shoulder and sidewalks from Westchester to Woodside Road. Plans also call for Lincolnshire to be extended from Business 55/6<sup>th</sup> Street to Freedom Drive, Iles Avenue and Park Street to be upgraded with sidewalks, two lanes to be added to Business 55, and the addition of a bike lane and sidewalk from Stanford to Interstate 55. Bus service should be provided to the commercial corridor on MacArthur Boulevard, and an on-street transfer center should be located at MacArthur and Stanford. Paratransit should be available for the disabled to areas not served by bus routes.

**Environmental:** The soils are limited by high water tables in this sector underscoring the need for public sewer access. Wetlands are present in southern part of sector and at Illini Country Club. The Jacksonville Branch and floodplain is heavily urbanized. Underground mines are prevalent in a majority of the sector, so subsidence is a potential threat to development.

**Recreational:** Sector 13 provides direct access to the Wabash and Interurban trails. A number of parks such as Cadigan, Lindbergh, Vredenburg, and Westchester Parks provide recreational green space for residents. A bike path exists adjacent to Outer Park Drive connecting residents to MacArthur Boulevard's commercial corridor.

#### LAND USE REVIEW

Higher-density residential land is preferred directly west of Southern View, particularly near Stanford Avenue. However, the higher-density residential land should be bordered with commercial use along MacArthur Boulevard.

MacArthur Boulevard is a commercial corridor and the proposed land uses should match that trend. Higher-density residential uses are preferred to serve as a buffer between commercial uses fronting along MacArthur, and lower-density residential land immediately west of the Interurban Trail.

The Legacy Pointe Planned Unit Development along MacArthur Boulevard should follow the most recent, adopted plans for this development.

Higher-density residential is preferred in the area north of the proposed Lincolnshire Extension, and between Chatham Road and the Interurban Trail, blending into lower-density residential south of Westchester.

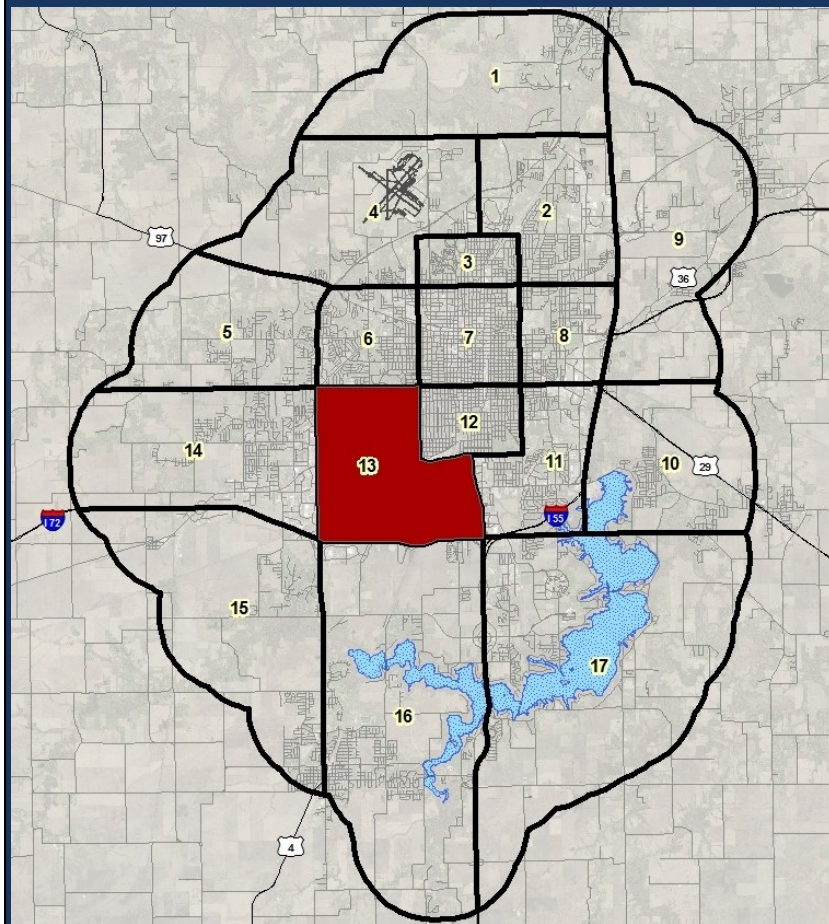
Commercial land uses should border the northern portions of Hazel Dell Road and be consistent with the surrounding uses. Other similarly-intense uses, such as office or higher-density residential, are appropriate as well.

Lower-density residential is designated immediately south of Southern View to approximately Lincolnshire Boulevard. Higher-density residential should develop immediately north of Interstate 72 and south of Southern View, but only after the extension of Lincolnshire is built.

There are some industrial warehouses located east of MacArthur. These uses should be maintained. If a need for redevelopment should occur, changes in use should be made in accordance with the general redevelopment policies in this plan.

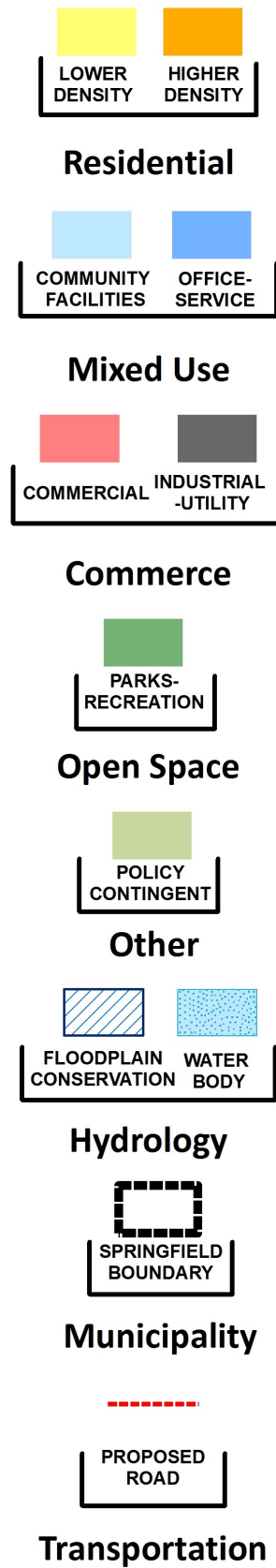
#### SPECIAL AREAS

Sector 13 hosts a variety of green spaces, including golf courses, parks, and trails. All recreational land and green space should be kept and preserved throughout the entire sector. The addition of more open space; ideally in or around the floodplain, should be pursued to give the residents in this area additional recreational opportunities.

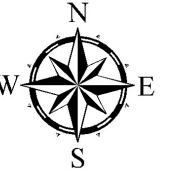
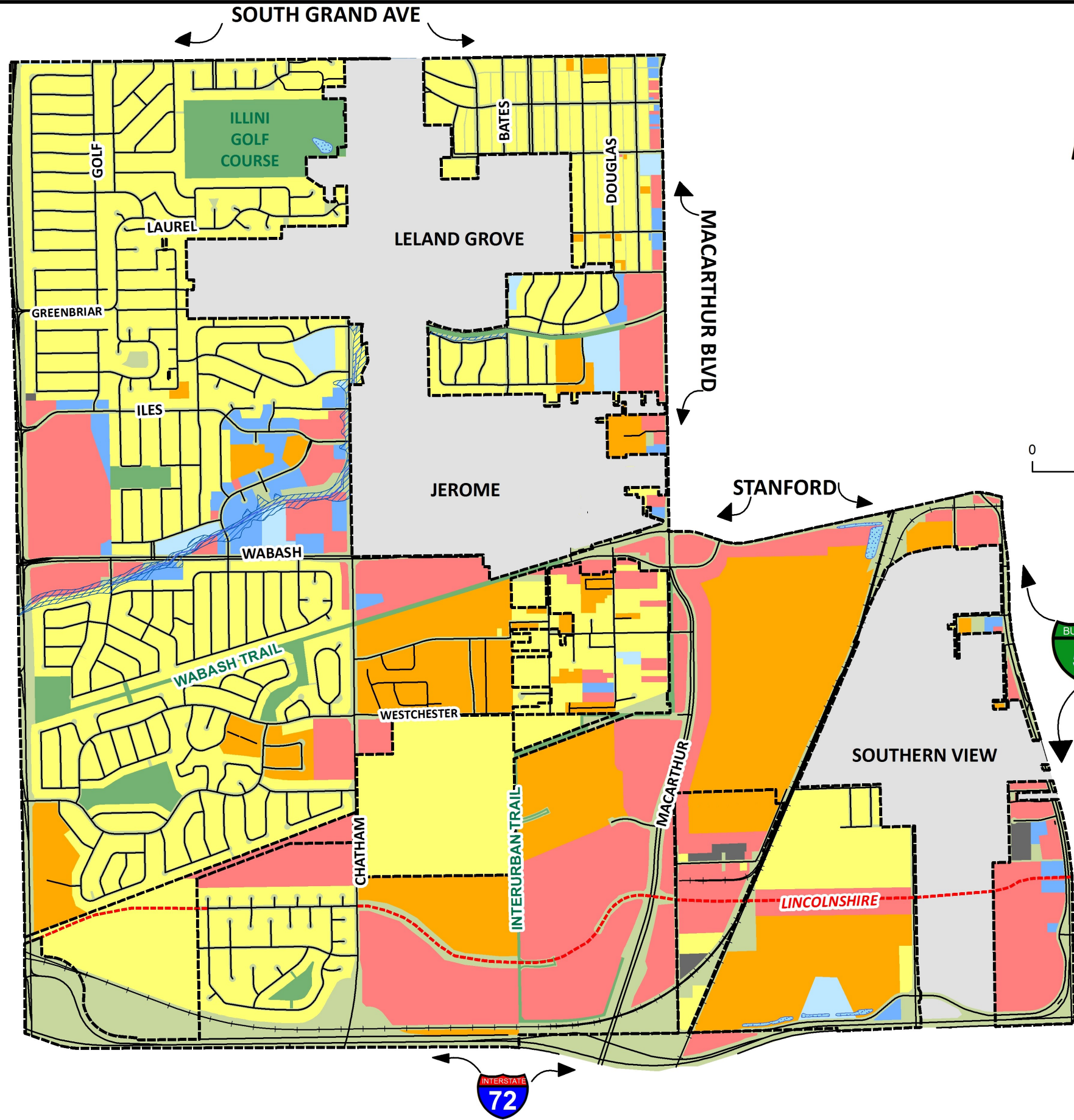




# Sector 13 Southwest Proposed Land Use



4



0 0.45 0.9 Mile

Sangamon County GIS-JL

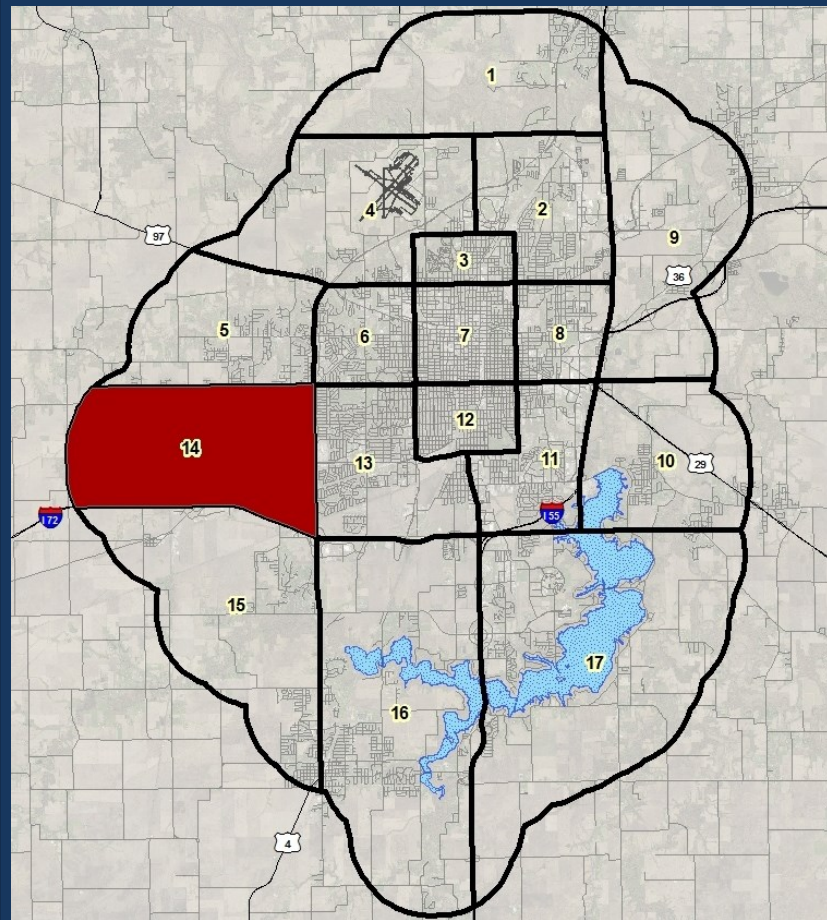




# SPRINGFIELD LAND USE

## SECTOR 14:

### West Iles Area



#### NATURE OF THE SECTOR

The sector is bounded by: Old Jacksonville Road to the north; Interstate 72 to the south; near Farmingdale Road to the west; and Illinois Route 4 (Veterans Parkway) to the east.

This sector has experienced intense growth. It is characterized by lower-density residential with office and commercial land uses clustered in the southeast portion of the sector near the Veterans and Wabash Road intersection.

#### Infrastructure and Public Amenities

**Utilities:** Public sewer is readily available in the eastern half of the sector. Some areas in the central portion are within the Sangamon County Water Reclamation District's (SCWRD) Facilities Planning Area (FPA) where sewer is not readily available and extensions would be required. The western portion is outside the FPA and sewer service is not available without Illinois EPA approval. Water service is divided in the sector between CWLP and the Curran-Gardner Water District. In areas where water is supplied directly by Curran-Gardner, fire flow capacity may be limited, requiring greater spacing between buildings and less density. Some portions of the sector may require water main extensions to serve development. Electric service is available throughout the sector.

**Transportation:** The primary roads in this sector are Interstate 72, Illinois Route 4 (Veterans Parkway), and Wabash Avenue. Proposed road extensions include: Bradfordton Road, Greenbriar Drive, Hedley Road, and Iles Avenue. Several pending short-term projects will have an impact in this sector. They include: improvements near the intersection of Archer Elevator Road and Iles Avenue; upgrading and widening Hedley Road and reconstructing its intersection with West White Oaks Drive; and, widening Old Jacksonville Road to five lanes from the existing road to the new proposed alignment. Long-term improvements planned in the sector include north-south roads like Archer Elevator Road, Bradfordton Road, and Cockrell Lane, and east-west roads like Cockrell Lane, Greenbriar Drive, Hedley Road, Iles Avenue, Mercantile Drive, and Old Jacksonville Road.

Public transit is available generally east of Koke Mill Road and north of Wabash in this sector. Short-term public transit goals include: providing bus transit services to the Wabash Avenue commercial corridor; providing paratransit services for the disabled to areas not along bus routes; providing the West Wabash bus route at full fare to serve commercial areas; serving the Kerasotes YMCA; and SMART service to rural areas outside the Sangamon Mass Transit District (SMTD) boundary. A long-term goal is to extend the SMTD boundaries to provide service for new development.

**Environmental:** There is a large amount of prime agricultural land in this sector. Many of the soils in this sector have limited soil capacity for septic systems, underscoring the need for sewers. There is floodplain along Jacksonville Branch, Archer Creek, and a tributary to Archer Creek. Archer Creek and one of its tributaries slightly west of Centennial Park Subdivision have wetlands that will need to be considered for road and/or development projects. Underground mines that can lead to mine subsidence are present in a small part of the sector. The Franklin's Ground Squirrel may continue to have an effect on development decisions in this sector.

**Recreational:** Centennial and Rotary Parks provide recreational opportunities. Providing more access to the Sangamon Valley and Wabash Trails should be encouraged.

#### LAND USE REVIEW

Land use policies that limit development without the presence of services are particularly applicable in this sector. Roads, sewer, and to a lesser extent water, are problems in the western part of this sector resulting in Lenhart Road being a dividing line for growth. The improvement of Lenhart Road and other existing and proposed arterial roadways is recommended prior to approving large new developments in areas without necessary infrastructure, particularly any proposed developments west of Lenhart.

In the western part of the sector, the area bounded by Iles, Emerson, Bunker Hill, and Farmingdale, has water service available; however, there are no sewers and the roads need improvement. This area is designated to remain policy contingent. When adequate public services are provided and the roads are improved, lower-density residential is acceptable. An area north of Centennial Park Subdivision is designated for lower-density residential after Lenhart and Iles are improved. The area between Bunker Hill and Wabash west to the proposed Sangamon Valley Trail southern extension is most appropriate for light industrial and heavy commercial usage.

In the eastern part of the sector, the tracts north of Deerfield subdivision are designated for lower-density residential when roads are extended and Lenhart Road is improved. The area immediately west of the YMCA facility is designated for lower-density residential after Lenhart Road is improved and public services are available. Slightly east of the proposed Hedley and Bradfordton intersection, higher-density residential is proposed to buffer the office-service uses proposed to the south and the YMCA and the lower-density residential proposed to the north. North of the Hope Church is designated for mixed density residential after Lenhart is improved.

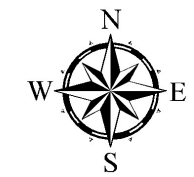
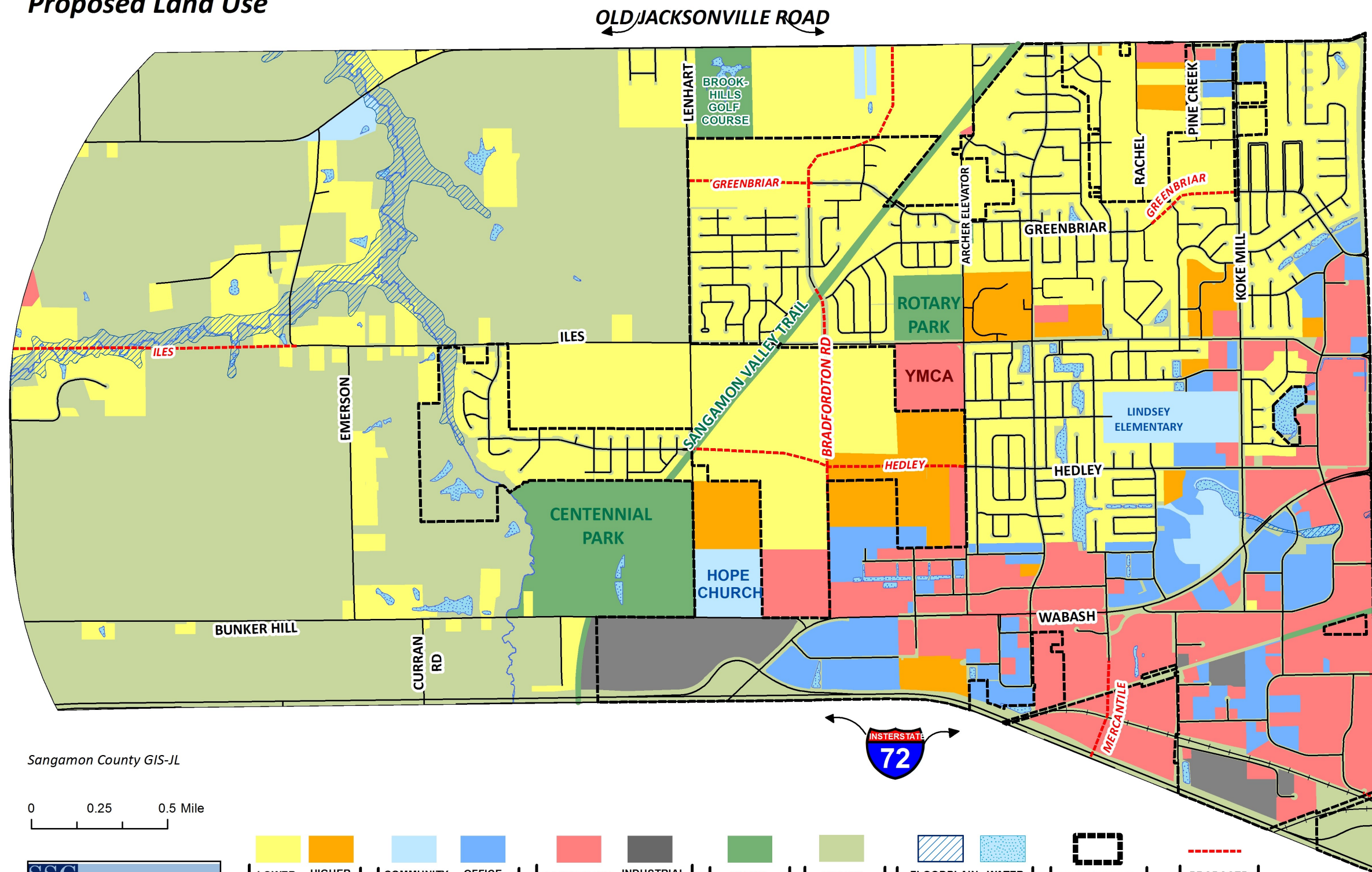
The area south of Wabash Avenue has diverse uses. In this area, commercial and office-service are proposed for areas that remain vacant with frontage on Wabash. The areas south of Wabash that remain vacant are proposed for office-service, commercial and scattered industrial usage. Near the Koke Mill and Iles intersection, commercial is proposed, but neighborhood commercial is preferred due to the residential areas in the vicinity. Immediately east of Lindsay Elementary is a vacant parcel designated as a community facility because District 186 owns the site as a potential future school location. The area south of the proposed school site on the north side of Hedley is designated for office-service use, but higher density residential may also be appropriate due to the adjacent elementary school.

#### SPECIAL AREAS

No areas in this sector are identified as meeting the parameters that would call for special attention being given to them.



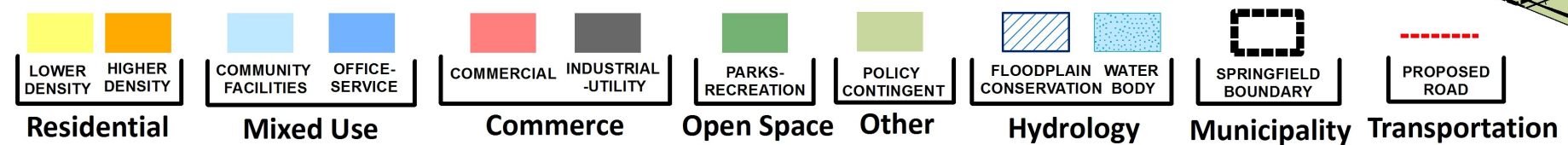
**Sector 14**  
**West Iles**  
**Proposed Land Use**



4

Sangamon County GIS-JL

0 0.25 0.5 Mile

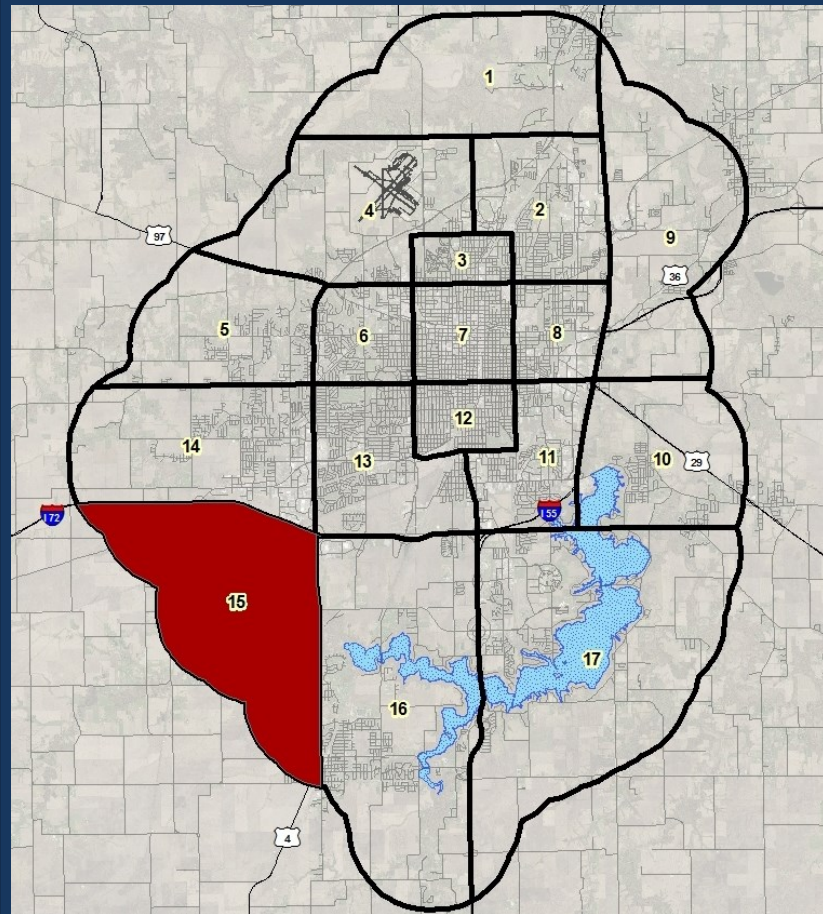




# SPRINGFIELD LAND USE

## SECTOR 15:

### Spaulding Orchard Area



#### NATURE OF THE SECTOR

The sector is at the extreme southwest edge of the Springfield planning area and is bounded by: Interstate 72 on the north; on the south and the west by a line that roughly extends from the western border of Chatham northwest to the western border of Curran; and on the east by Illinois Route 4 (Veterans Parkway). The sector contains parts of the villages of Chatham and Curran and overlaps with their extra-territorial planning areas. This sector has experienced some intense growth near Interstate 72 and Illinois Route 4 during the past 25 years. The Lick Creek floodplain transverses the middle of the sector. The Panther Creek Golf Course and Subdivision is a prominent local feature.

#### Infrastructure and Public Amenities

**Utilities:** Public sewer is readily available in the northeast corner of the sector. The west central and northwest portions of the sector are outside the Sangamon County Water Reclamation District (SCWRDD) Facilities Planning Area (FPA) and sewer service is not available without Illinois EPA approval. The remainder of the sector within the city's jurisdiction is within the FPA where sewer is not readily available and sewer line extensions are needed. The northeast corner of the sector can be served by CWLP. The remainder of the sector within the city's jurisdiction, north of Mansion Road, is within the Curran-Gardner Water District. In areas where water is supplied directly by Curran-Gardner, fire flow capacity may be limited, requiring greater spacing between buildings and less density. Some portions of the sector may require water main extensions to serve development. Electric service is available throughout the sector.

**Transportation:** The primary roads in this sector are Interstate 72, Illinois Route 4, Spaulding Orchard Road and Wabash Avenue. Short-term road projects include widening Spaulding Orchard Road to five lanes between Curran Road and Illinois Route 4, and constructing a railroad underpass for Cockrell Lane near Mathers Road. Long-term road improvements planned for the sector include Bradfordton Road, Cockrell Lane, Mercantile Drive, Mathers Road, and Spaulding Orchard Road. Public transit is non-existent in this sector. Short-term public transit goals include SMART transit service to rural areas outside the Sangamon Mass Transit District (SMTD) boundary, and providing paratransit services for the disabled to areas not along bus routes. A long-term goal is to extend SMTD boundaries to provide service for new developments.

**Environmental:** Protection of the Lake Springfield watershed and the Lick Creek floodplain are important environmental goals in this sector. There is a large amount of prime agricultural land in this sector. Many of the soils in the sector have limited soil capacity for septic systems, underscoring the need for sewers. The Lick Creek floodplain has wetlands that will need to be considered for road and development projects. Underground mines that can lead to mine subsidence are present in a small part of the sector.

**Recreational:** Panther Creek Golf Course is a recreational opportunity in this sector.

#### LAND USE REVIEW

Any development that occurs in this sector should be in accordance with the general policies of this plan requiring services to be in place.

It is important to protect the floodplain of Lick Creek and its tributaries in this sector as they feed water to Lake Springfield. The City owns a large amount of protective buffer land in the northeast. This protected area should be extended southwest as the area develops through conservation easements and developer donations. Floodplain and major drainage ways should be conserved and incorporated into a park.

The areas east of Wagon Ford Road and north of Mansion Road to Illinois Route 4 should remain policy contingent until such time that it is served by sewers. Once sewers are present, lower-density residential is appropriate.

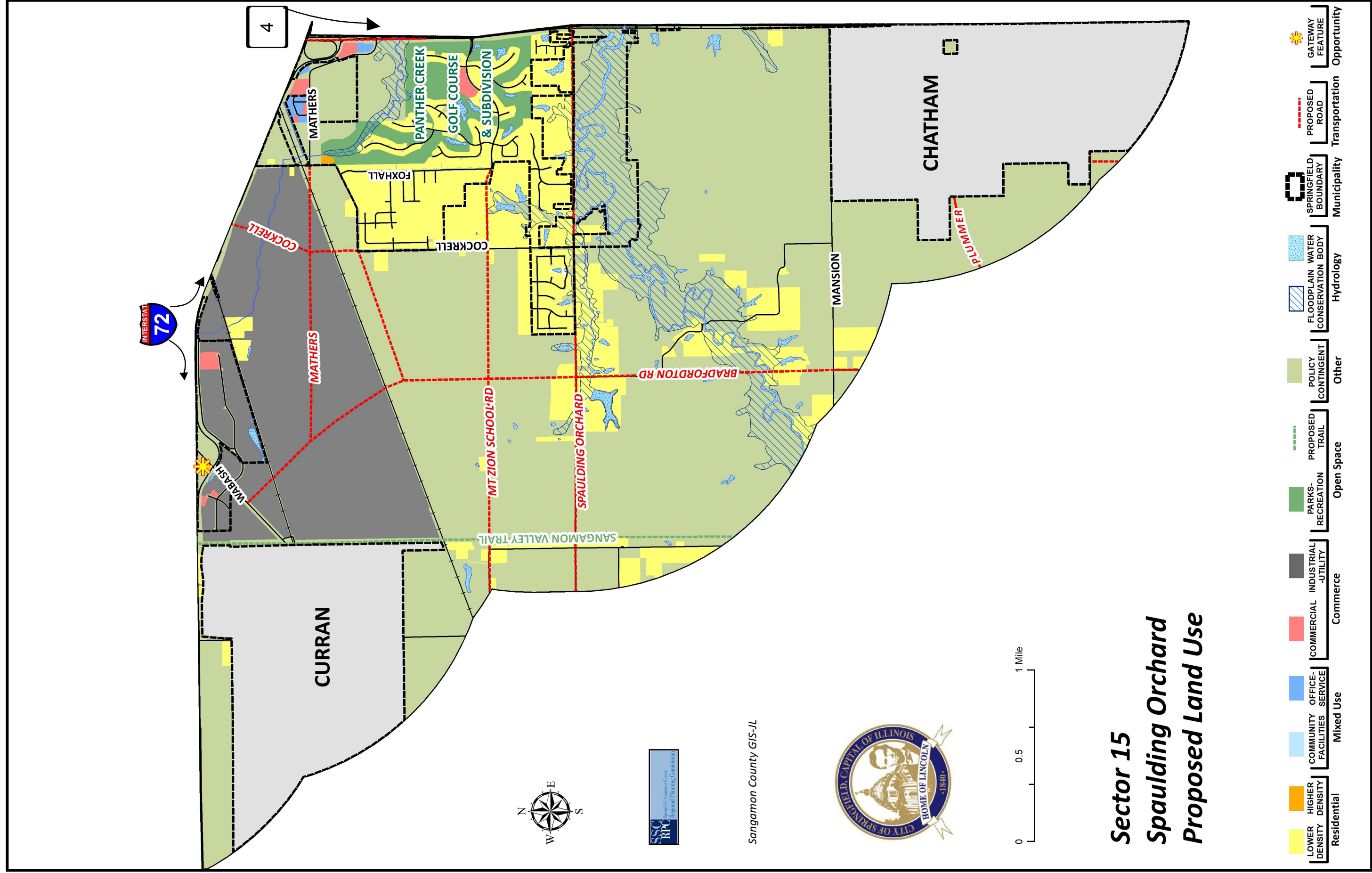
In the northern part of the sector, industrial and heavy commercial uses have developed south of Interstate 72 and east of the former railroad tracks proposed to become a southern extension of the Sangamon Valley Trail. A continuance of the previous 2020 City Plan's designation of the area between Interstate 72 and the Kansas City Southern railroad tracks as industrial is proposed. This is an ideal location for additional industrial development due to proximity to the I-72 and Wabash interchange. The proposed road network will drive much of the proposed industrial development. A westward extension of Mathers and north-south extensions of Cockrell and Bradfordton Road would provide road infrastructure to enable further industrial development. An industrial subdivision off Industrial Parkway slightly south of the I-72 and Wabash interchange has land available.

The area to the north and east of Mathers Road, east of its intersection with Cockrell Lane, is acceptable for commercial or office/service uses provided adequate public services are available. The areas west of Bogey Hills Subdivision and north of Savannah Pointe Subdivision are shown as policy contingent. If Cockrell Lane and Mathers Road are improved and adequate public services are provided, lower-density residential is acceptable.

#### SPECIAL AREAS

The Interstate 72 and Wabash interchange has improved and it is likely this will serve as a more prominent entryway into the City. As such, a Gateway Feature should be located there.



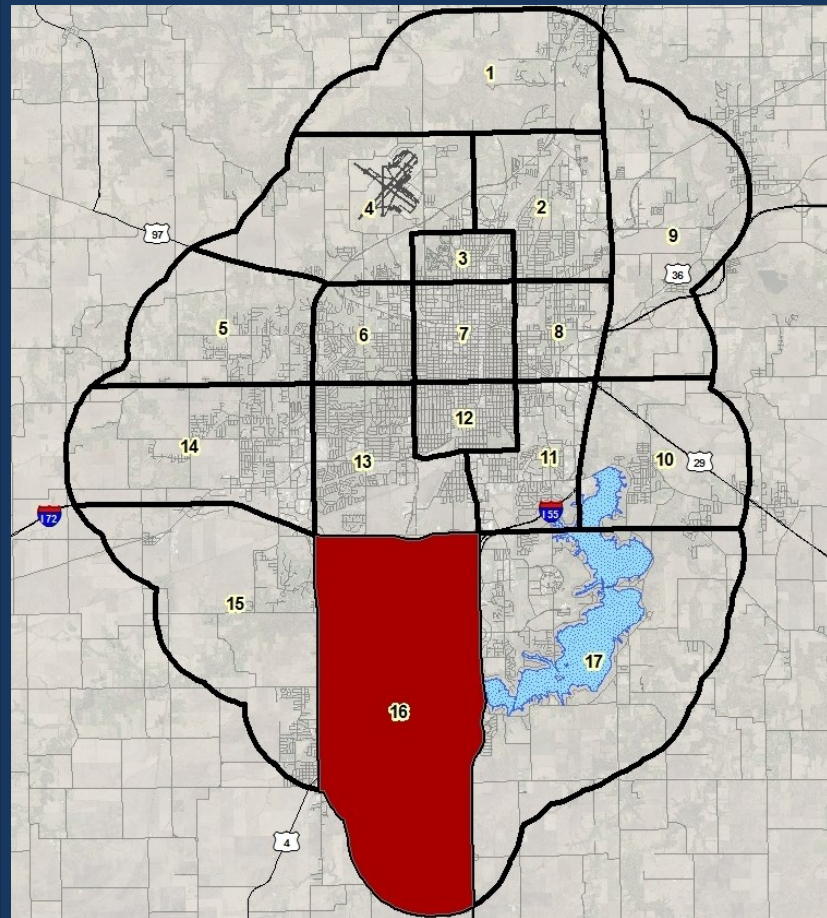




# SPRINGFIELD LAND USE

## SECTOR 16:

### Woodside Area



#### NATURE OF THE SECTOR

The sector is bordered by: Interstate 72 in the north; Interstate 55 along the east; Route 4 to the west; and the extent of Springfield’s one-and-a-half mile extra-territorial jurisdiction to the south.

The Village of Chatham is located in the southwestern section of the sector, and most of the southern portion overlaps with the Village of Chatham’s extra-territorial jurisdiction. Significant portions of land remain under the zoning jurisdiction of Sangamon County, particularly in the northern half of the sector. Lake Springfield and its watershed exerts a major influence over this area. This sector is predominantly residential with a few commercial centers, so that trend is recommended to continue.

#### *Infrastructure and Public Amenities*

**Utilities:** Public sewer is readily available in the northwest portion of the sector. A portion of the southeast edge of the sector is outside the Sangamon County Water Reclamation District’s (SCWRD) Facility Planning Area (FPA), and needs EPA approval for sewer access. Extension of sewer lines is required for the areas southeast of Lake Springfield before development occurs. Public water is available in the northwest half of the sector and availability extends to the southeast edge of the lake. The southeastern portion of Sector 16 is outside CWLP’s water service, so water main extension or annexation to the city needs to occur prior to development. Electricity is available throughout the entire sector.

**Transportation:** Major routes located in this sector include Woodside-Toronto Road running east and west, Interstates 55 and 72, and Route 4. Short-term projects include an underpass on Woodside Road and overpass on Iron Bridge Road. Woodside will widen to four lanes from Chatham Road to Route 4. Long-range plans call for the addition of two lanes on 2<sup>nd</sup> Street from Hazel Dell Road to Toronto Road, and on Gordon Drive from Plummer Boulevard to Pulliam. Concetta Drive will be extended west to North Lake Road. Iron Bridge Road will connect to Plummer Boulevard with widened shoulders. MacArthur Boulevard will extend from Interstate 72 to Woodside Road and consist of four lanes. Prairie Crossing Drive will extend from Chatham Road to the MacArthur Boulevard extension. Pulliam Road will extend westward to Route 4. Southwind Road will extend westward to Route 4, connecting with North Lake, Chatham, and MacArthur Boulevard. Route 4 will add two lanes from Monroe to Mathers Road. In regard to public transit, extending Springfield Mass Transit District’s boundary to south of Lake Springfield for new development is a priority.

**Environmental:** There are significant watersheds west and south of Lake Springfield that require the use of sewer as opposed to septic. These watersheds are the floodplains of the Lick, Sugar and Panther Creeks. Immediately east of Iron Bridge Road, a Grade B natural area borders Lake Springfield along the southern shore. These watershed and natural areas should be preserved.

**Recreational:** Sector 16 hosts abundant recreational sites. The Interurban Trail runs through the northern portion of this region and a number of parks-recreational sites exists along Lake Springfield.

#### LAND USE REVIEW

Adjacent land along Lake Springfield should only be developed as lower-density residential development or, as conservation or recreational use. If lower-density residential land were to develop, sewer infrastructure must be in place before such construction were to begin. The area west of the Interurban Trail between Woodside Road and Lake Springfield is designated for lower-density residential provided all public services (particularly sewer) are available.

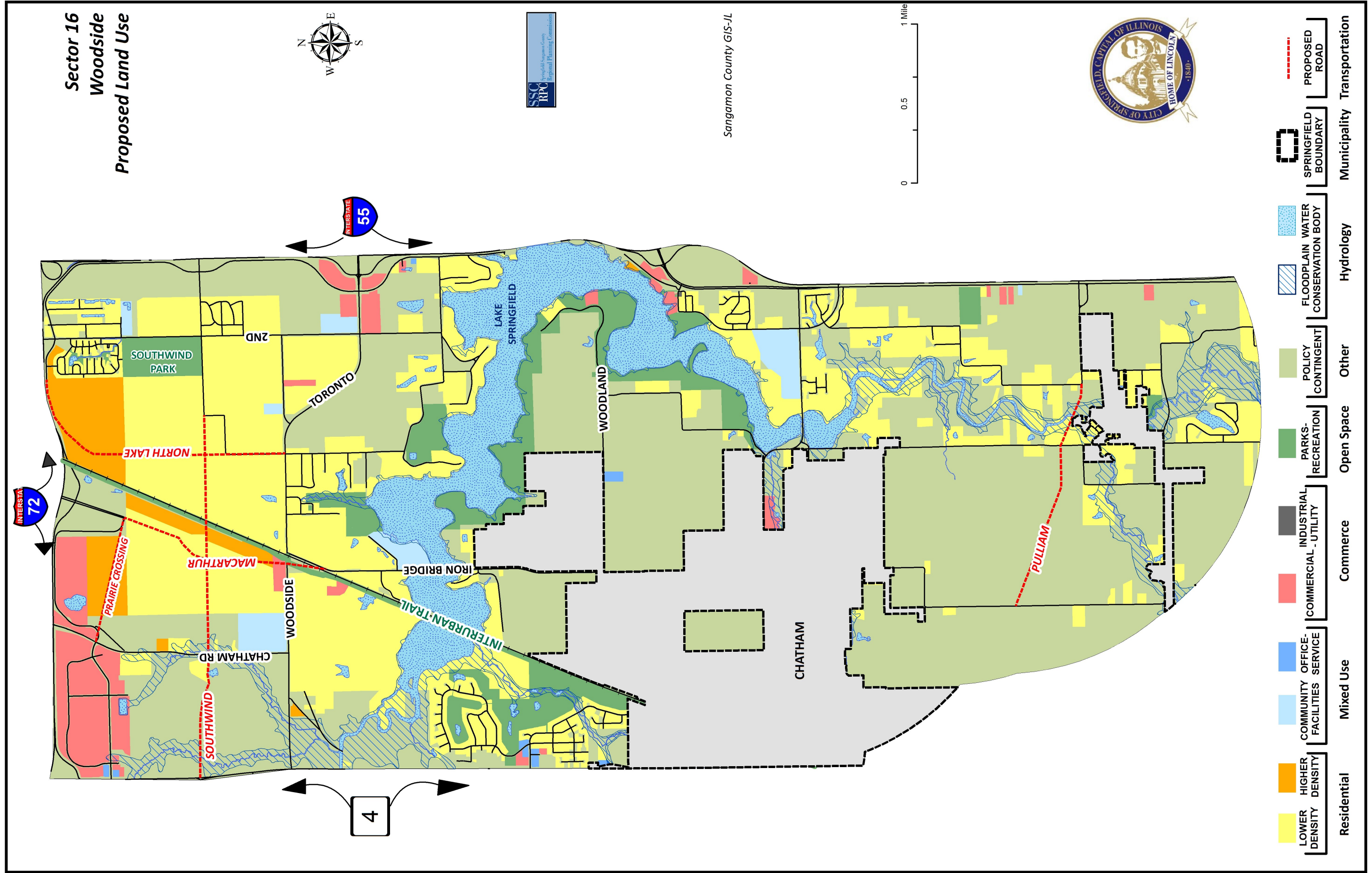
Commercial development should continue along Toronto Road west of Interstate 55 and east of South 2<sup>nd</sup> Street. The area is trending as non-residential use and should be planned for as such. This area is also in close proximity to the interstate and creates higher traffic volume which favors non-residential uses.

Before land is developed, public sewer and water should be readily available where it does not currently exist in accordance with development policies. Once this land is “development ready”, higher-density residential land is most appropriate adjacent to the Interurban Trail. Commercial uses would be most appropriate along Woodside Road immediately west of MacArthur. More higher-density residential land should be developed west of Trevi Gardens, south of Interstate 72 and could also be placed surrounding the Prairie Crossing Road extension. Additionally, higher-density residential is designated between the MacArthur extension and the Interurban Trail. Areas surrounding Southwind Park are designated for lower-density residential.

#### SPECIAL AREAS

Lake Springfield is a unique feature for the City of Springfield. It is both the main source of water for the city, as well as being a significant recreational amenity for residents and visitors. Vacant land under the city’s jurisdiction that is adjacent to the lake should be reserved for parks and recreational use. Such land use serves two purposes. First, it promotes recreational activity, and second, parks and recreational land do not require the installation of septic tanks which pose a threat to the drinking water supply. If public sewer is available for the aforementioned area, then residential use is another acceptable development. Land use with higher traffic or intensity than conservation, recreational, or lower-density residential, is not acceptable.







# SPRINGFIELD LAND USE

## SECTOR 17:

### Lake Area

#### NATURE OF THE SECTOR

This sector is bordered: on the west by Interstate 55; on the north by the continuation of Interstate 72 if it were to exist/extend laterally; and on the south and east by the extent of Springfield's extra-territorial jurisdiction.

The Village of Rochester is located in the northeast corner of Sector 17 and its extra-territorial jurisdiction overlaps with the northeast corner of the sector. Land to the east and south of Lake Springfield is under Sangamon County's zoning jurisdiction. Development within this sector should occur west and north of Lake Springfield, and other lands are best preserved to avoid the risk of polluting the lake and the proposed new water source. Land is being reserved for the development of the proposed new water source located in the southeastern part of the sector. Development in this area is addressed under this plan's general policy 3.4

#### Infrastructure and Public Amenities

**Utilities:** Public sewer and water are available in the northwest portion of Sector 17. The extension of water mains and sewer lines needs to be in place where they do not currently exist before any development occurs. The new development should complement surrounding uses. Electricity is available throughout the sector.

**Transportation:** Primary roads in Sector 17 include Interstate 55 and minor arterials such as Toronto Road, the 6<sup>th</sup> Street Frontage Road, and East Lake Shore Drive. Long Range projects include University Drive's new construction and connection to North Cotton Hill from 11<sup>th</sup> Street. Oak Hill Road will be upgraded and sidewalks and a bike lane will be added. Old Route 66 will be reconstructed and widened from New City Road to East Lake Shore Drive. Public transit should extend its service to University of Illinois-Springfield and provide a route from UIS to the west side of Springfield. SMART and paratransit services should exist throughout this sector.

**Environmental:** Lake Springfield's watershed is located in this sector as well as the proposed new water source. The area from slightly west of Lincoln Memorial Gardens, east along the lake shore to the Villa Maria are Grade B Natural Areas and should be preserved.

**Recreational:** Lake Springfield is a major recreational location and harbors other recreational sites such as Center Park, Cotton Hill Park, Lake Park, and Lincoln Memorial Gardens. The Muni and Henson Robinson Zoo are situated near the lake as well; but although they are not defined as recreational in land use, both sites provide recreational features to the public. There is no direct trail access within this sector, but a recreational connection (trail) between the aforementioned sites and the lake could be of great use.

#### LAND USE REVIEW

Vacant land adjacent to the University of Illinois at Springfield (UIS) is owned by its foundation and should expect development to occur that is oriented to the university such as higher density residential in the form of student housing and community facilities such as class rooms and activity buildings. Lincoln Land Community College (LLCC) is situated immediately south of UIS and should also expect similar development patterns like UIS.

The LLCC and UIS area should have easy and direct access to major urban arterial(s), recreational trail(s) and the interstate to accommodate a potential connection for students. This connection should create an efficient way for students to get from campus to downtown or other areas of the city and vice-versa. Such city-wide connections should promote the services of public transit along with recreational use to ensure all students the ability to travel anywhere through Springfield. Slightly north of campus, Barker Park is a new recreational opportunity for residents in the area along the west side of West Lake Shore Drive. Lower density residential may also be appropriate if all public services are available.

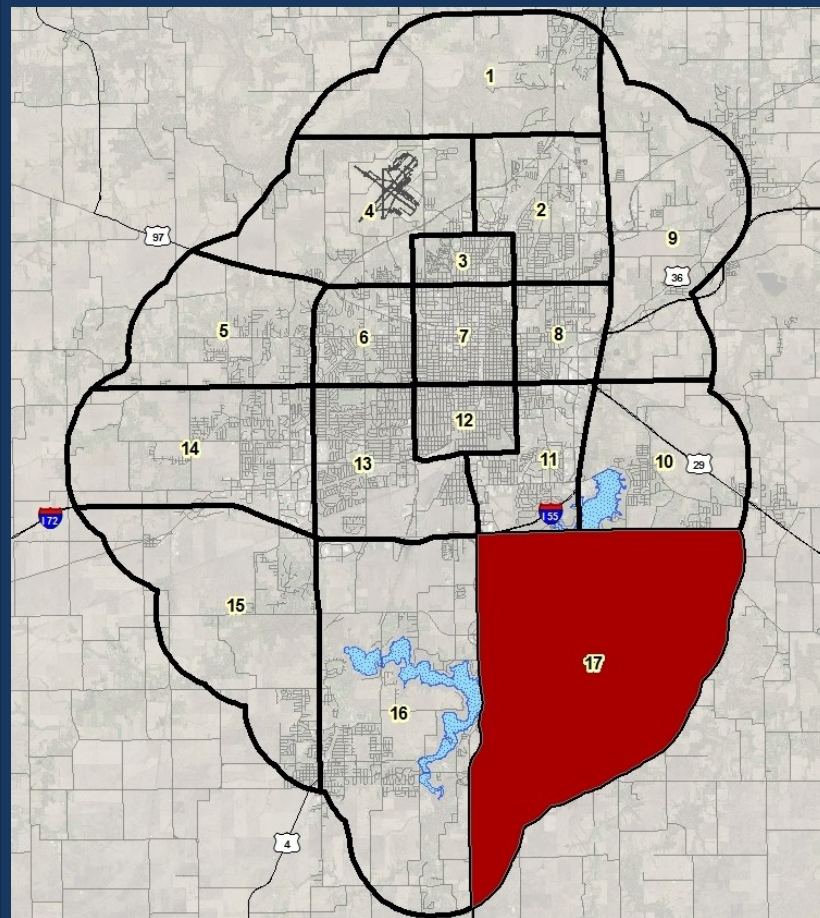
Parcels within the floodplain and the watershed of Lake Springfield should remain agricultural-conservation areas. Those adjacent to the proposed new water source should remain Conservation Areas.

In the northwest part of the sector, office/service uses are envisioned along the South 6<sup>th</sup> Street Frontage Road between Toronto and Southwind to continue the trend of development in the area. Also the heavy commercial and industrial areas west of the Canadian National Railroad Tracks are acceptable for the area.

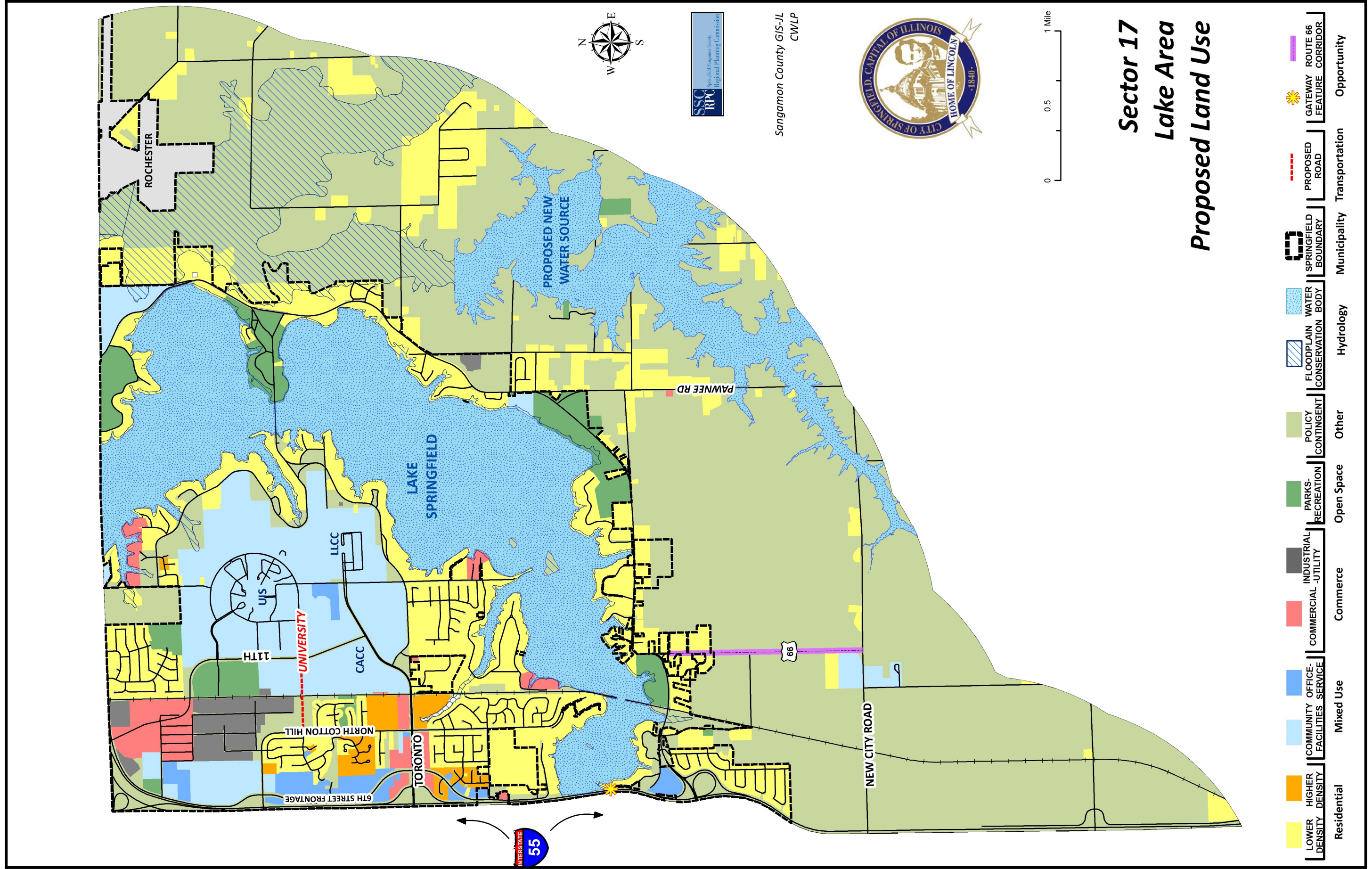
#### SPECIAL AREAS

A portion of Old Route 66 is still tangible and drivable, even though the route is no longer in service. This strip of road has some bricks that are original to the historic and famous route and should be designed as a Gateway Corridor. Preservation is highly recommended and promoting this strip of road, not only in this sector but throughout the city, for its historic significance is suggested as well. Such promotion can be made via signage, a recreational site related to Route 66, or development that is designed with Route 66-related character and tied into the Route 66 promotional activities as suggested in other sectors.

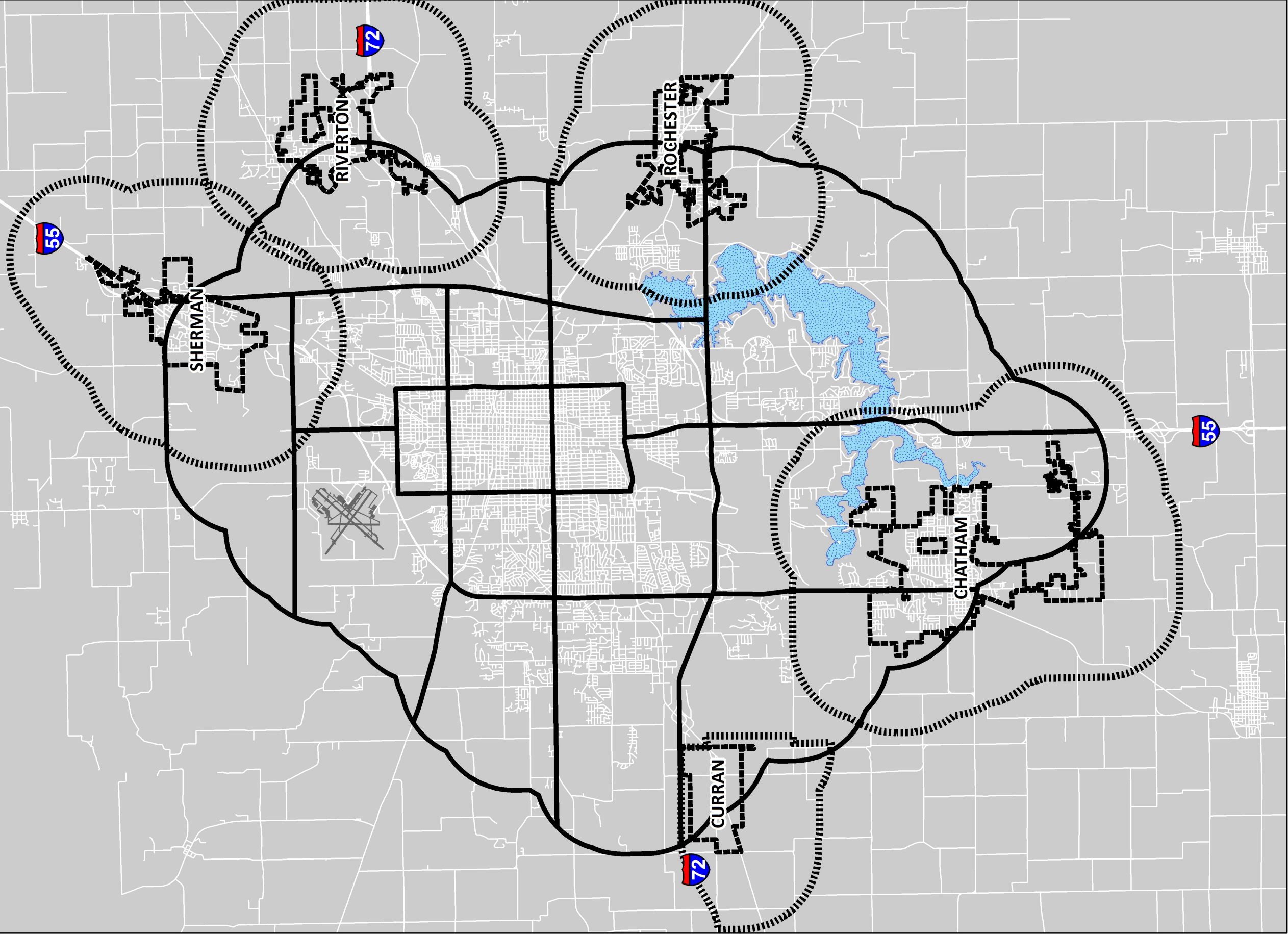
The placement of a Gateway feature along the high-traffic area of Interstate 55 northbound, south of Lake Springfield should be considered. A welcoming notification that one has entered the Springfield limits is an ideal setting before travelling over the Lake and into the city. Such signage can stimulate interest and create a positive impression of Springfield for travelers and passersby. Lake Springfield offers one of the most beautiful sceneries in all of Sangamon County. Promoting the lake with the aforementioned welcome sign could be another advantageous feature too that encourages travelers to stop within the city.













Extraterritorial Jurisdiction

Village Boundary

Sector

Overlapping Extraterritorial Jurisdictions with Springfield's



Springfield-Sangamon County Regional Planning Commission

Sangamon County GIS-JL





City Plan Commission of Decatur (1920). *The Decatur Plan: The City Practical*. Association of Commerce: Decatur, IL.

City of Springfield (2000). *A Guide to the Future of Springfield: Springfield Strategy 2020*. Springfield, IL.

City of Springfield (2002). *Final Report Recommendations, Commerce and Industry Task-force, Springfield Strategy 2020*. Springfield, IL.

Krohe, J. Jr. (accessed April 24, 2017). 1925 Springfield City Plan (The West Plan), *SangamonLink* (<http://sangamoncountyhistory.org/wp/?p=1242>). Sangamon County Historical Society: Springfield, IL.

Lake Shore News (May 7, 1915). Spoke on Town Planning, *Lake Shore News*: Wilmette, IL. P. 1.

Lindsay, V. (1920). *The Golden Book of Springfield*. Macmillan Co.: New York, NY.

Mansur Real Estate Services & The Lakota Group (2010). *Enos Park Neighborhood Master Plan*. Enos Park Neighborhood Association and the City of Springfield: Springfield, IL.

RDG Planning and Design (April 2011). *Corridor Redevelopment Opportunities Report, Springfield Railroad Corridor Study*: Des Moines, IA.

Regional/Urban Design Assistance Team (2002). *R/UDAT Springfield*. American Institute of Architects: Washington, DC.

Sangamon County Historical Society (accessed April 24, 2017). 'The Golden Book of Springfield' (Vachel Lindsey), *SangamonLink* (<http://sangamoncountyhistory.org/wp/?p=1774>). Sangamon County Historical Society: Springfield, IL.

Sangamon County Regional Planning Commission (June 1958). *Preliminary Land Use and Circulation Plan, Springfield Urbanized Area*. SCRPC: Springfield, IL.

Sangamon County Regional Planning Commission (December 1959). *Land Use Plan*. SCRPC: Springfield, IL.

Springfield Area Transportation Study (2015). *2040 Long Range Transportation Plan*. Springfield-Sangamon County Regional Planning Commission: Springfield, IL.

Springfield-Sangamon County Regional Planning Commission (1977). *Regional Land Use Policy Plan, Springfield-Sangamon County, Illinois*. SSRPC: Springfield, IL.

Springfield-Sangamon County Regional Planning Commission (1983). *Springfield Comprehensive Plan 2000*. SSRPC: Springfield, IL.

Springfield-Sangamon County Regional Planning Commission (2000). *Springfield Comprehensive Plan 2020*. SSRPC: Springfield, IL.

Springfield-Sangamon County Regional Planning Commission (2004). *2000 Census Analysis*. SSRPC: Springfield, IL.

Springfield-Sangamon County Regional Planning Commission (2014). *Sangamon County Regional Strategic Plan*. SSRPC: Springfield, IL.

University of Virginia (accessed April 2017). *The City Beautiful Movement* (<http://xroads.virginia.edu/-CAP/CITYBEAUTIFUL/city.html>).

West, M.H. (1925). *City Plan of the City of Springfield*. Springfield Zoning and Plan Commission: Springfield, IL.

## SOURCES CITED



**Comprehensive Plan  
City of Springfield, Illinois  
2017-2037**

