

SPRINGFIELD

HISTORIC
STRUCTURES

DOWNTOWN

GROWTH
DEVELOPMENT

PR/UDAT 1979

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SCADA (Springfield Central Area Development Association)

Sangamon County Section of the Central Illinois Chapter of
the American Institute of Architects

This PR/UDAT has been funded with the assistance of a
matching Grant-in-Aid from the Department of the Interior.
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ACKNOWLEDGEMENTS

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INTRODUCTION

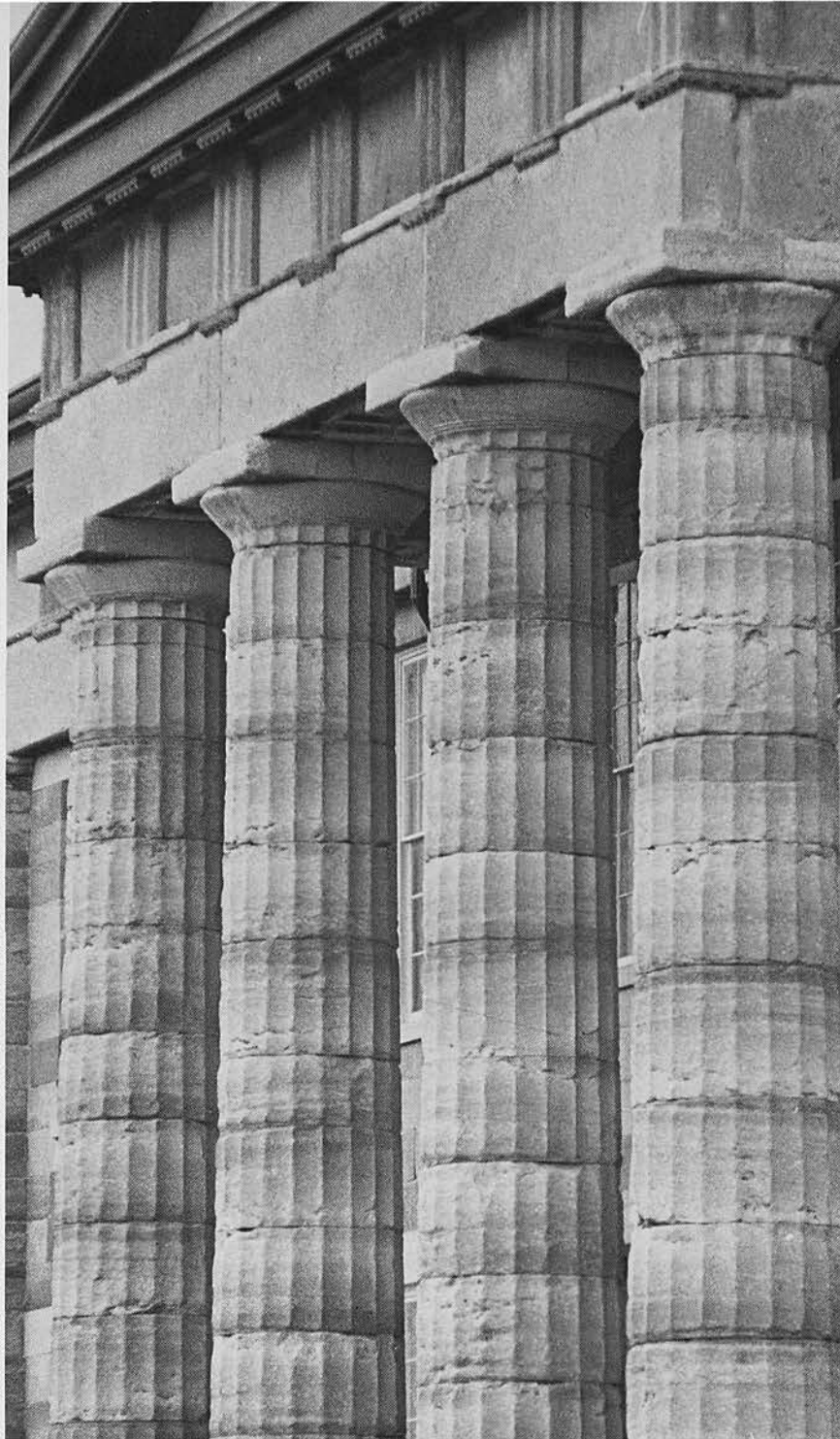
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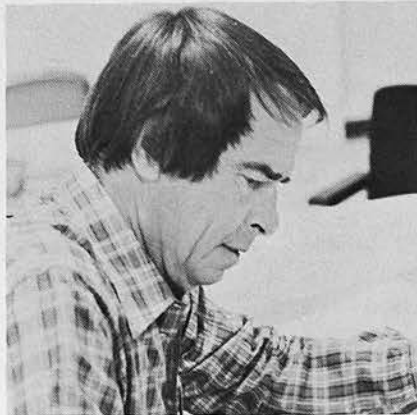
The Urban Planning and Design Committee of the American Institute of Architects (AIA) has been sending Urban Design Assistance Teams to various American cities since 1967.

The teams respond to the problems as described by the local AIA Chapters and their sponsors from the community leadership.

Each Regional/Urban Design Assistance Team (R/UDAT) is specially selected to include professionals experienced in the particular problems of the area under study. Members are not compensated for their service and agree not to accept commissions for work resulting from their recommendations.

The team acquaints itself with the community and its people. . .presents its analysis from a fresh perspective. . .offers its recommendation. . . a new approach for planning or for action.

This R/UDAT is unique in that it is actually a "PR/UDAT", a Preservation-Reuse/Design Assistance Team, the first of its kind. With the assistance of the Committee on Historic Resources of the AIA, this specialization of the R/UDAT is designed especially to address preservation and historic issues.

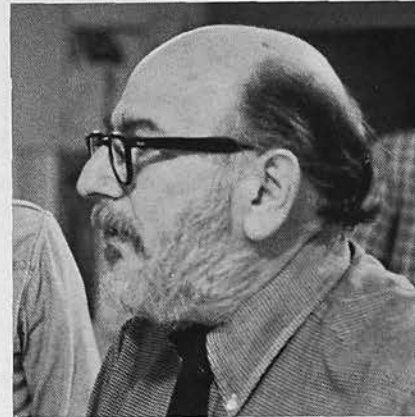


LANGDON E. MORRIS, JR., AIA
PR/UDAT, Co-Chairman

Born and raised in Manhattan, Langdon Morris is a principal in the architectural firm of Langdon Morris & Associates, Denver, Colorado. Mr. Morris planned and designed Larimer Square in Denver. His firm placed emphasis on renovation and redevelopment of small towns. He has received several major design awards for his architectural projects.

Educated at Phillips Exeter Academy, Pratt Institute, and Illinois Institute of Technology, Mr. Morris is a member of the American Institute of Architects (AIA). He holds memberships also with the National AIA Committee on Historic Resources, the Governor's Consulting Committee on Historic Preservation (Colorado), and is chairman of the Denver Landmark Preservation Commission.

Mr. Morris is a lecturer and former instructor for a course titled "Basics of Historic Preservation" at the University of Colorado. He serves as Colorado Preservation Coordinator and Regional Preservation Coordinator for AIA.



MORT KARP, AIA
PR/UDAT, Co-Chairman

Mort Karp is presently professor in the School of Architecture at the University of Arkansas in Fayetteville.

Mr. Karp has lectured at various schools of architecture in England, Canada and the United States, and has an extensive list of published works. He has an impressive record of work experience with various architectural firms and is the recipient of a grant from the National Endowment for the Arts for "Studies in the Reality of Design."

Mr. Karp was born in Brooklyn, New York. He studied with the Industrial Design Workshop, the Cooper Union and at Pratt Institute. He is a member of the American Institute of Architects (AIA), the Environmental Design Research Association, Design Message Group and the American Association of University Professors. He is also involved in various community service groups and committee work in Fayetteville.



JOHN J. DESMOND, FAIA

John J. Desmond is no stranger to PR/UDAT, having served on eight previous teams in such cities as Lafayette, Ind., Phoenix, Ariz., West Palm Beach, Fla., Butte, Mont., and Birmingham, Ala.

He attended Tulane University in New Orleans and M.I.T. In 1974, he was voted outstanding alumni of the School of Architecture at Tulane.

Mr. Desmond has won over 30 Architectural Design Awards and is the author of Louisiana's Ante Bellum Architecture. His firm, Desmond-Miremont & Associates, is housed in a building in Baton Rouge noted in the National Historic Register.

Desmond is a Fellow of the AIA, a member of the Society of Architectural Historians and sits on the AIA Urban Planning and Design Committee. He has had many of his drawings published and exhibited nationally.

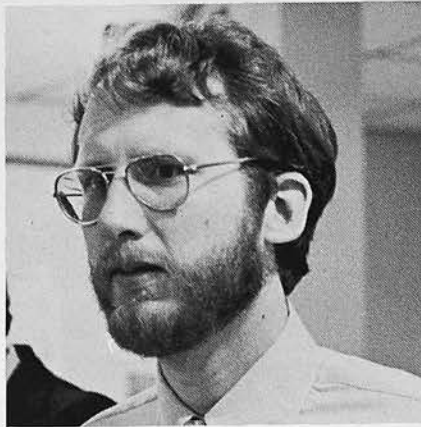


WILLIAM M. DIKIS, AIA

William M. Dikis, an architect, is associated with the firm of Wilkins/Bussard/Dikis Ltd. in Des Moines, Iowa.

Mr. Dikis, a member of the American Institute of Architects (AIA), received a Bachelor of Architecture from Iowa State University at Ames in 1964 and a Master of Architecture degree in architecture from the same school in 1967. His M.A. thesis was titled "Historic Overview and Guide to the Architecture of Iowa." He is presently serving on the executive committee of the Committee on Historic Resources of the AIA.

For Mr. Dikis, the visit to Springfield for PR/UDAT is of special interest since he is a native of this city.

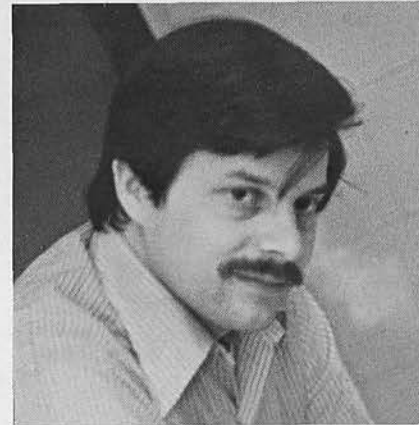


FRED C. DOOLITTLE

Fred C. Doolittle is an economist/lawyer with the Department of City and Regional Planning, Harvard Graduate School of Design.

Dr. Doolittle, a native of Altadena, Calif., is a graduate of the University of California, Davis Campus, and the University of California, Berkeley Campus, where he received his law degree in 1976 and his doctorate in economics in 1977. He teaches state and local public finance and urban economic development.

Dr. Doolittle has extensively researched the area of welfare reform and co-authored articles on the subject published in The Wall Street Journal, The Public Interest, and Law and Contemporary Problems, as well as publishing Land Use Planning on the California Coast: The State Role.



DAVID B. SMITH, AICP

David B. Smith is a lawyer and planner and associate partner in the firm of Skidmore, Owings and Merrill in Boston, Massachusetts.

Mr. Smith is a graduate of Amherst College, the Columbia Law School and received his Master of Science degree in urban planning from Columbia University in 1970. A 1968-70 winner of the Mellon Fellowship, he is a member of the New York State Bar, the American Institute of Planners, the AIA Committee on the National Capital and the Lexington, Massachusetts Housing Master Plan Committee

At Skidmore, Owings and Merrill, Mr. Smith has been responsible for a number of projects nationwide.

Mr. Smith has taught graduate courses in urban legal issues at the Boston University Metropolitan College and authored a number of reports and publications.

STUDENT PR/UDAT TEAM

MARK JOSHUA FRISCH

Mark Joshua Frisch received a Bachelor of Science in Architectural Studies Degree with honors from the University of Illinois at Urbana-Champaign. He is currently a Graduate Student at the U of I with his emphasis in Architectural Design. Frisch, who received an Assistantship in Architectural Design and a Summer Traveling Fellowship in 1979, has spent four summers as an assistant architect-on-site, working for the Institute Archeology, Tel-Aviv University.

TERRY HOFFMAN

Terry Hoffman, presently a senior at the U of I, will receive a BA in Urban Planning in May. Next fall Terry will enter Graduate School at the U of I in Transportation Planning. He has worked with the Illinois Department of Transportation and plans to do transportation environmental research at Argonne Laboratory this summer. A resident of Downers Grove, Illinois, until two years ago, Terry now resides in Champaign.

B. J. KRIVANEK

B. J. Krivanek is a graduate assistant in Graphic Design at the U of I. He has worked as a designer for several advertising agencies in Iowa and, currently, as communications designer for Community Research Forum, a public service agency which is concerned with the pro-

motion of alternatives to juvenile detention in prisons. His emphasis is on the solution of communication needs through the use of visual symbology in appropriate media.

JEFFREY LOVE

Jeffrey Love is presently a first year graduate student and teaching assistant in Architecture at the University of Illinois, Urbana Campus. His major emphasis is on design. Jeff received his Undergraduate Degree in Architecture from the University of Kansas in 1976. He has had two years work experience with the firm of Horner/Blessing Associates Architects in Kansas City, Missouri.

MIKE MACZKA

Mike Maczka is a senior in Urban Planning at the U of I. Originally from Chicago, he attended the architectural drafting concentration at Lane Technical High School. Mike held a part-time position with the Champaign County Regional Planning Commission, and was an intern with the City of Chicago Department of Planning where he helped prepare a city-sponsored workshop on crime prevention through environmental design. Other interests include Urban Design, Historic Preservation, and Development Economics. He plans to return to the Chicago Department of Planning after graduation.

WILLIS MATHEWS

Willis Mathews is currently a graduate architecture student at the U of I in Urbana with a Creative Arts Fellowship concentrating in the area of Architectural Design. Willis received his B.S. in Architectural Studies from the U of I and has worked for the Chicago architectural firm of Perkins and Will. He was a graduate teaching assistant for sophomore Basic Design and currently teaches junior level Architectural Design.

JAMES PETERS

James Peters, a native of Indianapolis, received his Undergraduate Degree in Environmental Design from Texas A & M University. Presently a graduate student in the Department of Urban Planning at the U of I, his concentration is in Preservation Planning. Experienced as a reporter, photographer, and editor of various newspapers and magazines in Indianapolis and Texas, Jim worked with the Indianapolis Historic Preservation Commission on a county-wide architectural/historical survey, and historic district planning.

He worked as a planning intern with the Northwest (Wisconsin) Regional Planning Commission on their architectural/historic survey and the preparation of National Register nominations. Jim is project assistant for the Champaign County Historical Museum involved with the restoration of a Greek Revival Cottage to be converted into an Historic Preservation Resource Center.





ZARA PINFOLD

Zara Pinfold, a Landscape Architect of English background, is presently studying for a Master's Degree in Landscape Architecture and working as a teaching assistant instructing in Basic Design and Site Design studios at the University of Illinois, Champaign-Urbana. She received the 1979 AILA Certificate of Honor for graduate studies in Landscape Architecture completed at the University. Her studies are pending completion in summer 1979. Thereafter, Zara hopes to stay in the States teaching Landscape Architecture.



PATRICIA O. SHERK

Patricia O. Sherk, recipient of the 1978-79 Creative and Performing Arts Fellowship, is working toward a Masters in Landscape Architecture at the U of I. Ms. Sherk has work experience in retail business administration and systems design, coordination of building rehabilitation contracts, graphic arts, and printing. The past two summers she directed the Youth Conservation Corps Program for the City of Buffalo (her hometown) building mini-parks and enriching large municipal parks. She received an award from the Mayor for her work with city youth. Ms. Sherk is a member of the National Trust for Historic Preservation.

CHARGE TO PR/UDAT

Springfield's historic downtown area has witnessed considerable change during this century, particularly within the last fifteen years. A new pedestrian mall, new housing and office space and many mixed use construction projects have been completed or are currently underway. Designation of eighty-one buildings as a National Historic District has helped encourage development. However, many of the changes made in this historic area primarily reflect those general trends and pressures, both public and private, which can be expected to affect the use of any piece of urban real estate. These pressures, active even now, will continue to play a role in the future direction of Downtown Springfield.

If this Historic District is to satisfy the varied needs of its users, it must respond appropriately to these pressures and trends. On the other hand, the area represents a long-term public investment and a regional resource which holds great potential. Changes should, therefore, not be taken lightly.

The PR/UDAT is an opportunity for Springfield to have its Historic District evaluated by a team of professionals with a broad national perspective. How important is this area to the City of Springfield? How important should it be? How much change can and should it absorb? What is its full potential for serving Springfield?

In addition to this evaluation of the Historic District's potential and its ability to absorb change, there are several specific issues which we hope the PR/UDAT will address:

1. How can various groups, including the AIA, SCADA, and Springfield City government maintain the positive momentum created by the PR/UDAT?
2. How can the Historic District, as an integral part of downtown, relate to the needs of the Capitol Complex, Convention Center and other interest groups while maintaining its status as a regional resource?
3. What major design and planning issues are important to deal with immediately? Are any major issues visible on the horizon?
4. Assuming that funds are necessary to realize the potential of this National Historic District, what are the likely sources?
5. How can those owning property in the Historic District be encouraged to develop their holdings for the benefit of the larger community?
6. How does downtown relate to the surrounding neighborhoods and the entire City? How can the Downtown Historic District encourage and

facilitate the continuing expansion of the Capitol Complex?

No single crisis has generated this invitation to PR/UDAT. Rather, the motivating factor is a firm commitment by certain individuals and civic organizations to ensure that a viable program for the future direction and growth of Springfield's historic downtown area is developed and implemented.

(Prepared by the Steering Committee for the Springfield PR/UDAT)

THE GOALS OF THE TEAM VISIT:

We would like to make it clear from the outset that this Report is neither a plan nor a design, that it does not deal with specifics in detail, and that, of necessity, it is general in nature.

It is our goal to respond to the Charge in a meaningful way; to make recommendations capable of implementation; and finally, to stimulate Springfield into a course of positive action.

The Springfield PR/UDAT Team



SUMMARY

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SUMMARY

A Call to Action

Time and again the PR/UDAT team has heard comments such as the following:

"Springfield lacks the leadership needed to revitalize the downtown..."

and

"Once the powers-that-be decide to do something, anything can be made to happen..."

These two themes, alternately pessimistic and optimistic in tone, indicate to us that a revitalized downtown can be brought within the City's grasp provided a clear image of its latent social and economic potentials can be projected, and a consensus reached as to a reasonable sequence of implementing actions.

But the first -- and critical -- step is to create a positive (but realistic) vision of the downtown and its potentials. The future role of the downtown core will remain much as it is today: a center of office, government, specialty retail and tourism activity. But the level and quality of that activity can be greatly enhanced. Some buildings will be demolished, and new buildings erected to fill in the voids and to replace other vacant lots or at-grade parking areas. Other buildings will be restored to their original condition and appearance. The streetscape will be improved with plantings, lighting, benches.

The pedestrian will be accorded more attention. The tourist will be "invited in" and will find a place to rest, eat, and perhaps to shop. Close by, new housing will be developed for those whose life style demands a downtown location-- young couples, single-person households, the elderly, part-time residents drawn by the State Capitol and its functions. In short, the cultural and entertainment experience generally termed "urbanity" will emerge in downtown Springfield.

To realize this future state, considerable effort will be required from many people. The City's ability to plan -- that is, to anticipate long-term changes and to respond to immediate crises -- will have to be greatly improved. But more importantly, the City's faith in its own capacity to chart its future growth will be tested. Concerted action and a cooperative spirit is essential.

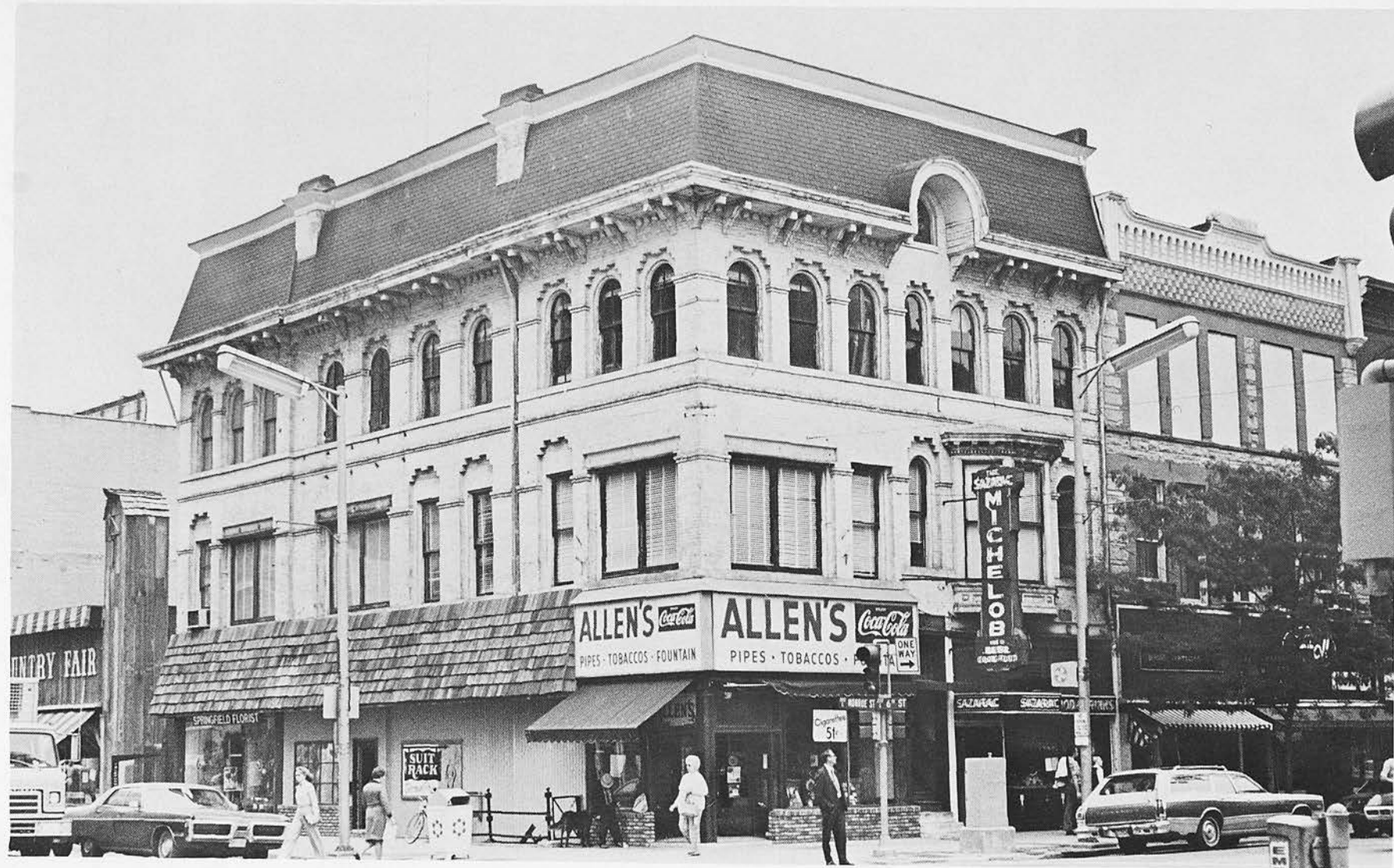
Some of the principal actions which we recommend are listed below:

1. Condense and intensify the CBD core, focused on the Old State Capitol Mall
2. Designate an expanded Central Historic District under the City Zoning Ordinance
3. Undertake a coordinated program of building renovation, facade restoration and infill development in the new Historic District

4. Create new housing opportunities in a zone adjacent to the CBD, and extending into the inner-city neighborhoods
5. Improve city planning capability vis-a-vis future change in the downtown area
6. Coordinate city, county and state level planning activities
7. Secure widespread private sector commitment to the task of fixing up downtown Springfield

We offer this list of recommendations as an agenda for discussion. Whether to adopt them, or others, and at what pace, are of course your decision.

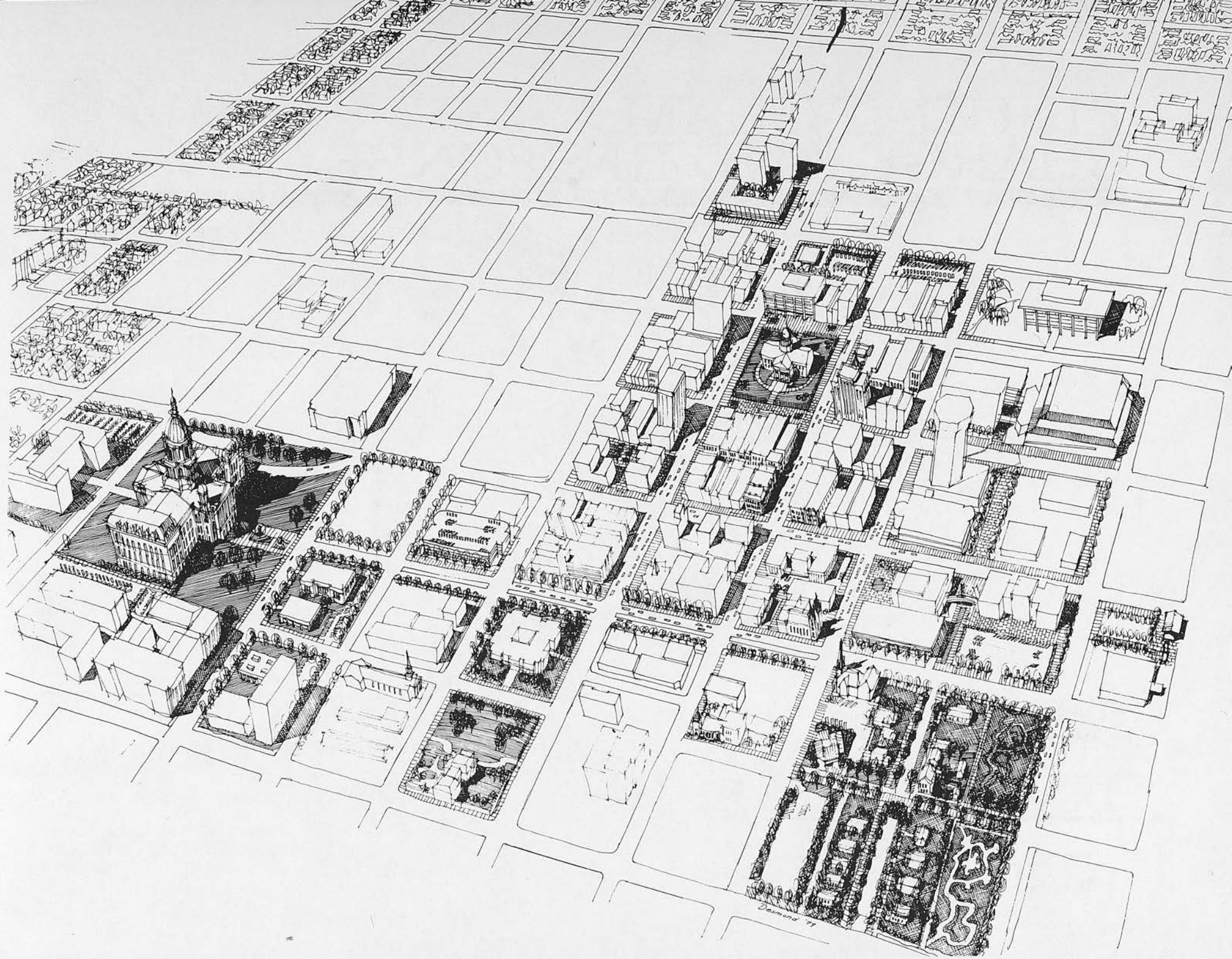
The balance of this report describes our findings and contains our detailed suggestions. In various places, we may be guilty of mis-statements or factual errors. If so, we ask your indulgence, but we hope that our mistakes do not detract from our overall findings and recommendations, which have been based on the considerable information we have obtained over the past several days from the citizens and officials of the City of Springfield.



OPPOSITE PAGE

An Overall View of Springfield Showing the
Relationships Between

1. The Central Historic District and urban core located around the Old State Capital, (center)
2. The four block Lincoln Memorial Park, (lower right)
3. The State Capitol Complex, and (right)
4. That area of existing mixed uses located around the central core and described herein as the opportunity zone.



PR/UDAT TEAM CHARGE AND RESPONSE

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Abstracted below from the complete Charge to the Team contained in the Introduction are the stated issues accompanied by the Team's preliminary response. In certain instances there will be no further amplification in the Report, in others there will be considerable expansion.

Stated Issue:

...how important is the Historic District to the City?

...how important should the Historic District be to the City?

...how much change can the Historic District absorb?

5 ...what is the potential of the Historic District for serving the City?

Team Response:

The Historic District and its historic structures are now of the utmost importance to the City.

The Historic District will inevitably retain its importance to the City and will do so on an ever increasing basis.

Over the long range, the Historic District can, and should, absorb physical change to a considerable extent--perhaps to the level of 50% of the existing structures.

The Historic District (and historic structures), as integral parts of the Central Business District, serve now, and will serve to a greater extent, as an important visual and physical space resource of the City.

...how to maintain the positive momentum engendered by the PR/UDAT visit?

From those persons directly involved in the PR/UDAT visit, appoint a three person committee (on at least an interim basis) to work for implementation.

...how can the Historic District relate to the needs of the Capitol Complex, the Convention Center, and other groups?

The Historic District is not an island, nor are its boundaries physically defined. It serves as a place for people, and its structures can house the varied functions required to serve the needs of the City.

...what major design and planning issues should be dealt with immediately...and in the future?

The immediate design issues are to establish compatibility of future structures with historic structures, to un-do unfortunate renovations of historic structures, and to control unplanned demolition. The immediate planning issue is to initiate planning--none currently exists. The future design issues will be selective demolition of appropriate historic structures and controlling the quality of infill building design.

...what are likely funding sources?

Except for publicly owned property, funds will come historically from the private sector on a straight dollar-profit basis.

...how can property owners be encouraged to redevelop their holdings?

By demonstrating the potential for significant profit.

...how does the CBD relate to contiguous neighborhoods and the entire City?

The CBD is the City and, as such, relates to the whole.

...how can the Historic District encourage and facilitate the continued expansion of the Capitol Complex?

Why would it want to? In all events, the owners and lessees currently only have an informal voice (i.e., location of Revenue Building) in the expansion of the Capitol Complex.



BACKGROUND

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HISTORICAL CONTEXT

Springfield was chosen as the county seat when the Sangamon County boundaries were drawn in 1821. In 1837 Springfield became the new state capitol - after a colorful campaign in which Abraham Lincoln, then a young Springfield attorney, played a leading part. At that time, construction of the Old State Capitol was begun and the building was completed in 1853.

The fact that Springfield is the State capitol has, of course, been of great economic importance to the city. Further, the Civil War brought great prosperity to the city manufacturers. Coal was discovered in the area in 1866, mining became a major industry in the city and continued to play a major role in employment through the 1930's. The population doubled to 17,364 between 1860 and 1870. A number of new businesses and industries appeared during the 1870's and 80's. Lincoln's residence, as well as his burial in Springfield, guaranteed the city a special place in history. By the beginning of the 1890's, Springfield's population had grown to 24,963. Industry too had grown considerably, and the city experienced an influx of immigrants who sought work in the factories and coal mines. A reform political movement, begun in response to widespread corruption in the city, resulted in the 1911 change from the aldermanic to the commission form of municipal government.

In the last twenty-five years considerable change has taken place, but it has been a gradual change, and many Springfield residents are unaware of the

extent of the city's reconstruction. However, with the exception of the restoration of the Old State Capitol Plaza and six or eight excellent restoration and reuse projects, little has been done to effectively utilize the numerous historic buildings in the downtown historic district. The utilization of these historic structures, in conjunction with the growth and development of the central business district was a major concern of the PR/UDAT team.

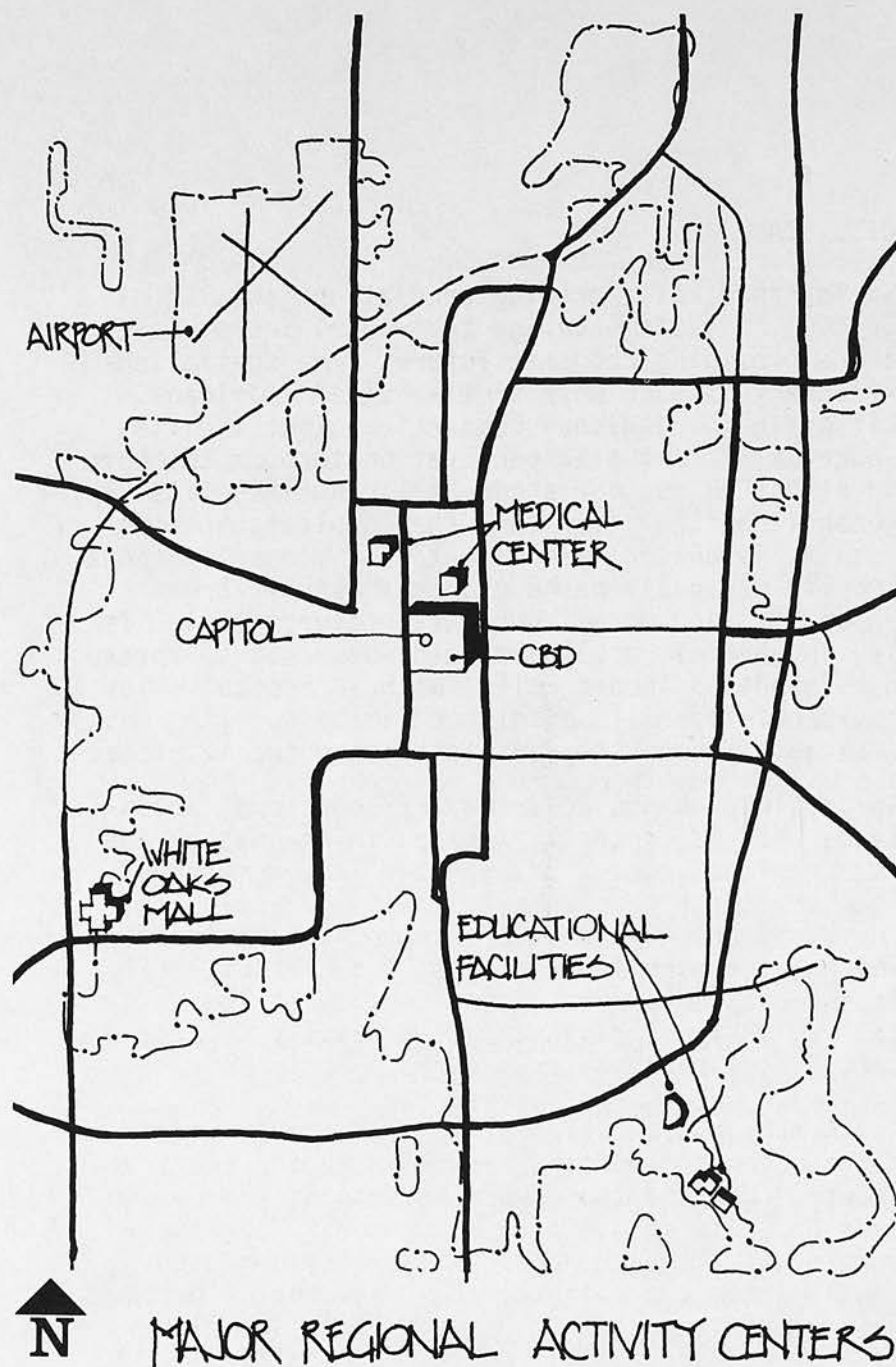


CITY SCALE

Springfield has a growing population (about 90,000), a rising average individual income level and a promising economic future. The spatial environment is like most similar sized American cities in its regional connections (but the violence of the railroad penetration through the core is almost unique for a city of this size), its general configuration (but the complexity of its outline is unusual) and its zoning classifications (but it obviously has a proportionately large amount of land occupied by state government). It is, in general, a pleasant mid-western city spread out (about 45 square miles) with a physically low residential profile of single family dwelling units embedded in trees, except in the new subdivisions.

Springfield enjoys a variety of locational advantages. It is centrally located in the nation and is a regional center between two larger metropolitan areas, Chicago and St. Louis. The city is served by an unusually large number of railroads which has regional advantages, but creates local access problems. Population density is low in the region and individuals rely heavily on automobiles for personal transportation.

As in many older cities, the population of the surrounding communities has shown rapid recent growth. One and two person households and people over 65 years of age form an unusually high proportion of all households in the city. Median family income is slightly above national figures. For a variety of reasons, Springfield's employment level is partly insulated from national



swings in economic activity. About one in four employees work for government agencies with the bulk being state workers. Finance, insurance, utility, and transportation firms also employ many workers. In common with other older cities, Springfield has suffered a decline in industry in post war period.

Springfield's zoning implementation is peculiar, extremely spotty and badly fragmented in location (so fragmented and so spotty that we didn't have the time to research and illustrate it). We suspect that Springfield is overzoned with commercial, and if this is true, it should be reduced in order to support desirable existing commercial development.

The City of Springfield is one of the largest cities in the country to rely on a commission form of government. Government coordination is complicated by the large number of special districts providing only one service, such as parks or schools. All types of land and improvements are taxed at the same rate. Springfield also receives sales tax revenues and federal grant money, some of which is intended to be used for community development. City debt per capita is unusually high for general purpose governments in Illinois, but the bulk of these bonds are long-term revenue bonds for city-owned utilities. Property tax and expenditures per capita are somewhat below the state average.

CBD SCALE

The most unusual aspect of Springfield is its Central Business District (CBD), which is relatively large, has an unusual amount of activity and a skyline that is uniquely "Manhattan-like" for its size. It also has an unusual amount of vehicular traffic through its CBD, in most cities drivers preferring by-pass travel.

Springfield has had growing pains making a transition from a small to a medium sized city, expressed in everything from subdivision sprawl to CBD congestion, from congested main streets to the perceivable need for a more active night life.

The regular grid of streets in the downtown has shaped the pattern of development and circulation. However, the presence of hourly used rail lines creates severe congestion problems at extremely inconvenient intervals.

The presence of the State government, of course, has been a long-standing influence on the character of the CBD. Nearly every major landmark is traceable--directly or indirectly--to the presence of State government: the old and new Capitols, Lincoln's home, the Executive Mansion.

The Old Capitol district remains as a center of the CBD's commercial and financial activity. Retail outlets also continue in operation within the district, but suffer considerably from competition with suburban shopping malls. Residential uses, almost non-existent within the core itself for several decades, will begin to re-

establish themselves with the proposed Near North Village project, just to the north of the Old Capitol District Area.

Tourism continues to be a major generator of activity in the downtown CBD, and visitation will increase additionally once the Convention Center construction is completed within the next several months.

The CBD's boundaries have been artificially expanded to accommodate potential future growth of CBD and State Capitol uses. However, it is unlikely that such uses will generate enough activities to fill up this area, and it will be desirable to develop substantial numbers of middle and luxury income housing within the downtown area in order to provide "infill" growth and simultaneously generate people to support a "24-hour, around-the-clock" environment.

THE DOWNTOWN IDEAL

All successful downtowns exhibit similar elements: high pedestrian activity, intense physical development, financial institutions, varied shopping options, and visitors.

Ideally the downtown should be:

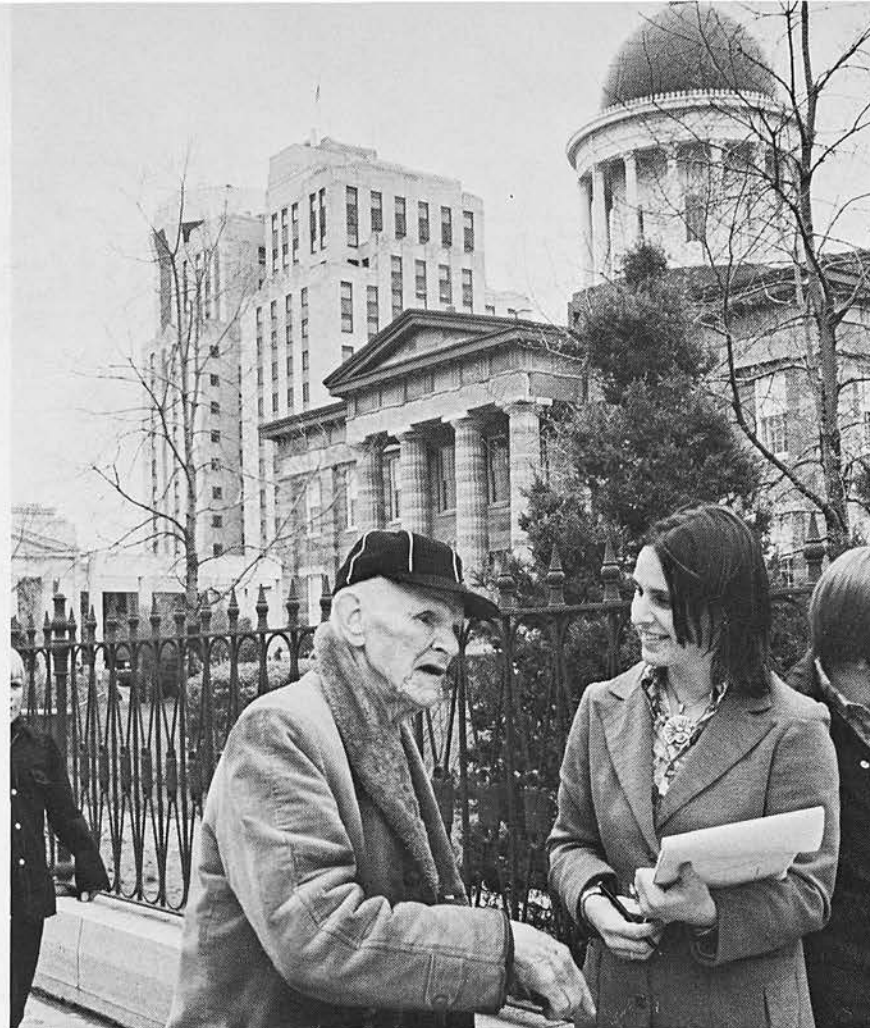
1. A Management Center
2. A Transportation Center
3. An area which has a Sense of Place

4. A Residential Center
5. A Cultural Center
6. An Economic Center
7. A Market Place
8. A Visitor Center
9. A concentration of major edifices and monuments

These elements, to at least some significant degree, are present in the great cities of the world...both large and small. These are the elements which make our favorite cities attractive to us and bring us back again and again.

CITIZEN INTERVIEW PROCESS

To draw input from people actually using the CBD, student members of the PR/UDAT team interviewed twenty people, at random, on the streets of the downtown. Responses were interesting and enlightening: "I shop downtown because I want to support the center of the city" (young woman). "Downtown should be a center spot. Nothing worse than a dead spot" (middle-aged businessman). "I'm here because I work here. I'd come here at night if there was something to do" (businessman). "Parking is a problem; there's no place to park" (young worker). "There is much character to the stores Downtown...but they've waited too long to fix things up." (Saleslady).



TEAM INTERVIEW PROCESS

In addition to input from "on the street" interviews, the PR/UDAT team members interviewed nearly two score business, government and civic leaders over a two day period. The information obtained from these interviews were of fundamental importance to the findings and conclusions contained in subsequent sections of this report.

PROBLEM PERCEPTIONS AND RESPONSES

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The previous section contained the responses to the Charge to the Team. Some, but not all, of those responses will be amplified in Later Sections for it was the consensus of the Team that, in reality, the major issues were as follows:

1. THE FUTURE ROLE of the CBD
2. THE LACK of CITY PLANNING
3. THE LACK of LEADERSHIP
4. THE STATE versus THE CITY
5. HISTORIC BUILDINGS versus CHANGE
6. CIRCULATION and PARKING
7. LACK of DOWNTOWN HOUSING

FUTURE ROLE OF THE CBD

In order to offer an attractive and dynamic area, rich in the experience of shopping and eating and strolling and offering the other amenities of a pleasant urban setting, it is essential that the downtown area be condensed into a manageable and affordable size. The present limits of the CBD are formless and meaningless with respect to improvement in ambiance and lifestyle. If the complaints of the man on the street are to be heard,

"I walk downtown to do my business and get out; there's no entertainment, not much reason to stick around."

"I'd come here at night if there was something to do."

"I drive to Peoria when I shop. The stores here don't have quality merchandise."

The downtown must become more than a setting in the sunshine; it has to evolve into a dynamic place, moving with people, filled with diversity, shopping experience must become one of choice in surroundings, in food type, and in time of day. The very fact of being in the downtown can and must be a delight. Parking must be convenient, inexpensive and safe, day and night.

Open Space

We are fond of CBD's in cities like San Francisco because, in addition to unique

opportunities like views, they offer a maximum number of commercial and recreational opportunities in a short space. They hum with the festivity of activity and they make the relatively few open spaces special places.

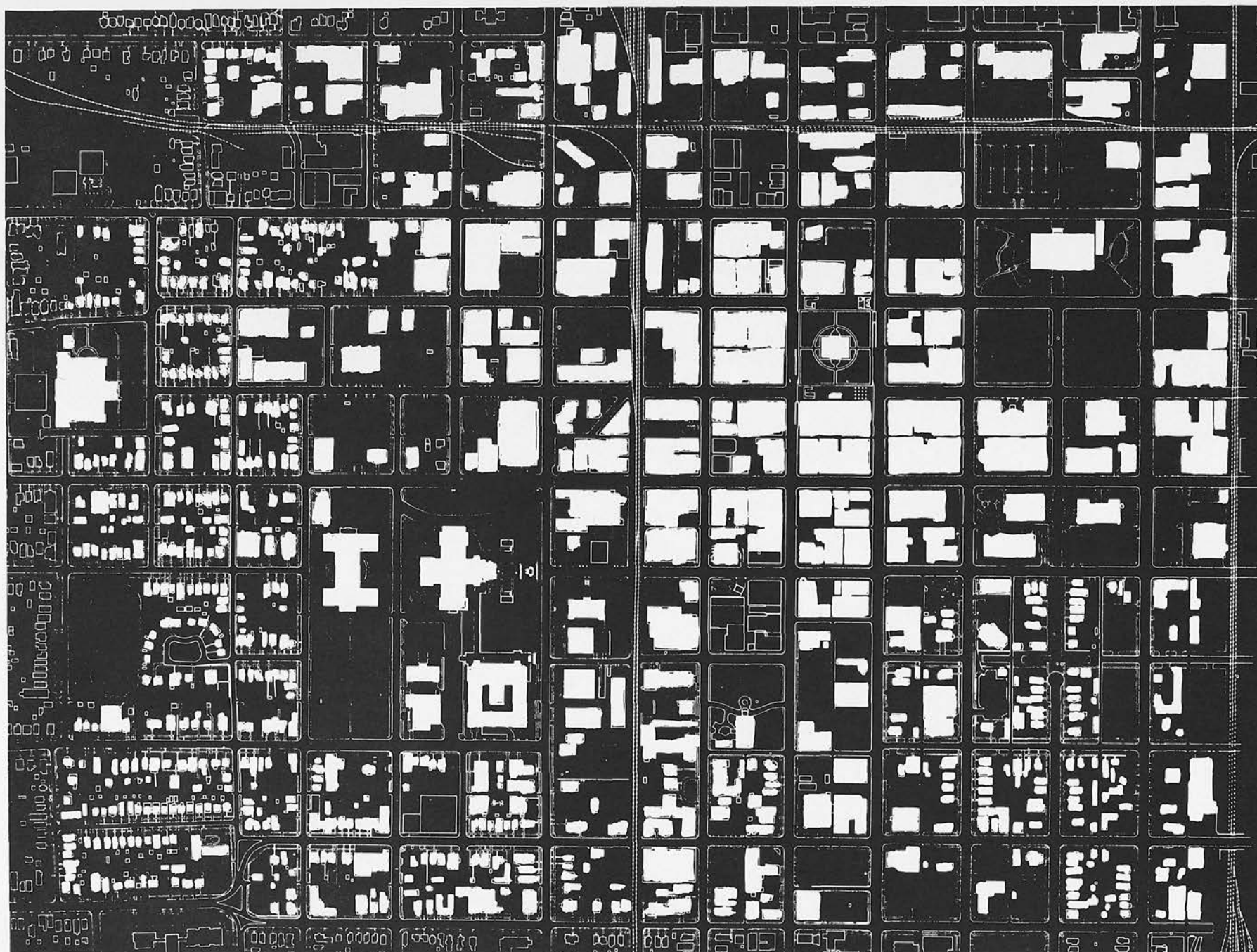
Open space is needed for circulation, air, light, recreation and aesthetic pleasure, but it can be too much of a good thing. The history of American cities is one of diffused growth, of more and more open space between buildings. This creates an urban texture of individual buildings in which each structure competes for attention, in which distance between buildings discourages walking and in which the role of the city as the background for social interaction is diminished. Because there is so much space, a human being in the street becomes isolated, and the point of the urban experience is no longer in the street but in the lobby, removing a significant and desirable city dimension. New development in Springfield is associated with parking lots and frequently with what is assumed to be useful open space.

A good city offers a scale of urban development from low-density to hi-density, of street use that ranges from the privacy of the individual walking alone to the excitement of socialization.

Quality of Public Space

The visitor, the office worker, the downtown resident, the suburban resident, all must be offered attractions. The dynamic qualities of a true urban experience depend on the diversity of choice. . . choice in eating, in shops and bou-

OPEN SPACE AS A DOMINANT



tiques, in strolling about. It will be difficult, perhaps impossible to do this on the basis of retailing only. While the shopping experience should be substantially improved, this downtown area will probably not become a unique, regional drawing power with retail attraction alone. Only in concert with the kind of charm and human scale that this historic area can offer as a frame of activity can Springfield downtown shopping become a unique experience. The very bland sameness of most modern shopping centers gives force to the concept of shopping in a diverse, rich historic area.

Public spaces, open and full of activity, particularly necessary in hi-activity areas, must have functional uses. Making a plaza without any planned activities in a location where there are no users will insure failure and simultaneously preempt land that is frequently suitable for building.

Public open space needs are also scalar, ranging from examples such as tucked away places and sitting areas for buses and shoppers to vest pocket parks for extended conversations and squares for open air eating, concerts and people watching. These spaces should not be too numerous and should be "within" groups of buildings so that their existence is of some visible importance.

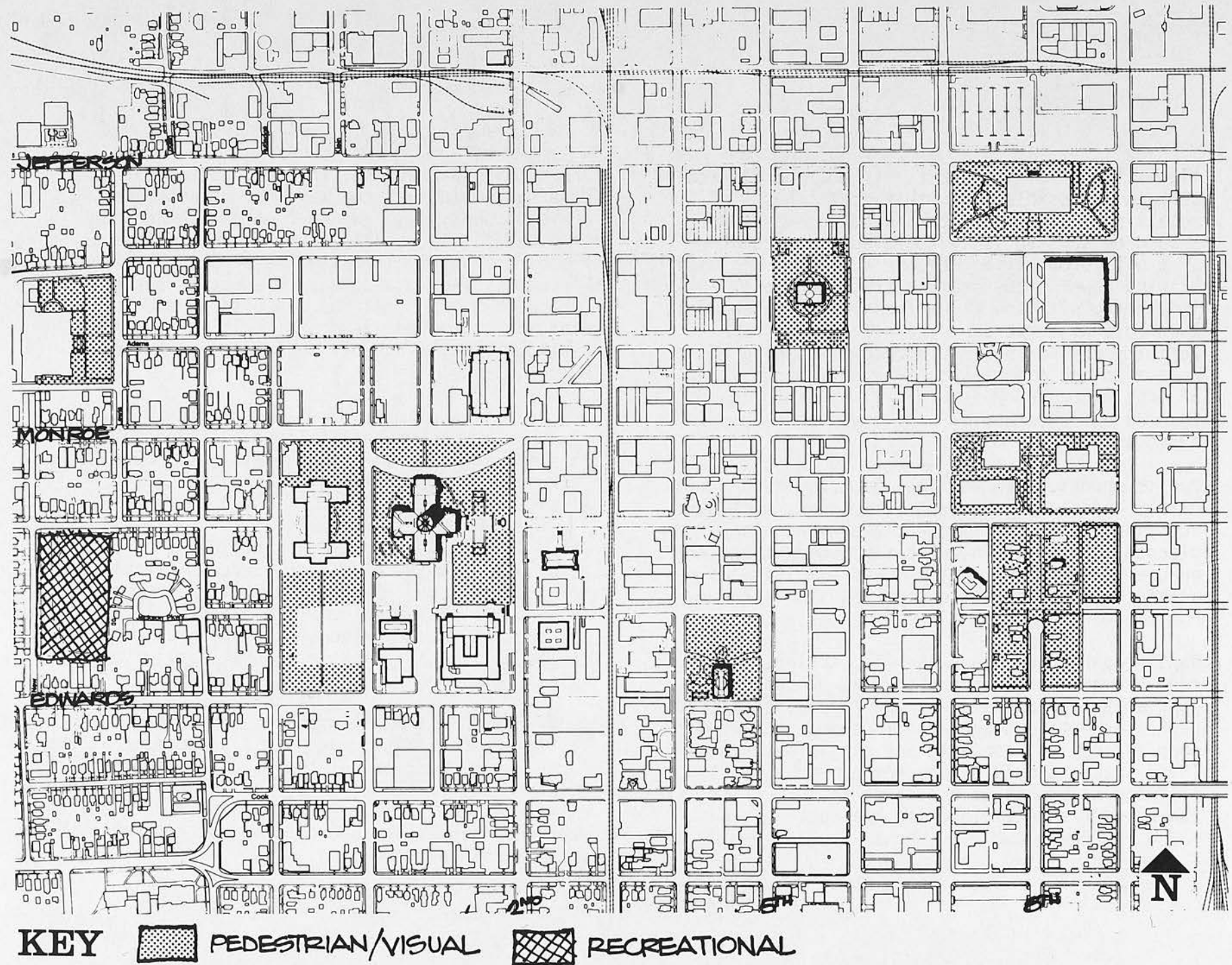
The public spaces must, in turn, be thought of as a system in just the way that streets are obviously a system. We go from one to another of these little nodal spaces, or we use them as visual and physical "rests" as we use the streets. Streets, in turn, become usable public spaces (promenades) in some areas when they have tree amenities, ordered views and "felt" arrivals at particular buildings or other, different, public spaces.

The amenities of walking spaces, landscaping, flowers, benches, vistas, lighting, signage, perhaps fountains and/or moving water, all must be integrated into a feeling of wholeness, of continuity.

This also requires people in sufficient numbers to be always dynamic, at times crowded, at times peaceful and spacious. Because Springfield is not a large urban populated community, the scale of spaces and thus the need for numbers of people to help create this dynamic mass must necessarily be kept small.

Thus it is, in the interests of costs, manageability and practicality, that it is proposed that the core of the downtown be condensed. This can be effected by various controls -- zoning, location of city investment, etc. -- to contain private investment and channel it into desired patterns of improvement and growth.

EXISTING OPEN SPACE: PEDESTRIAN/VISUAL AND RECREATIONAL



The condensing of the core should be brought down to an area not much larger than the Historic District area. Since one of the prime areas of potential consumers is the Capitol Complex, an attractive "corridor" connection between the Capitol and the core should be made, enhanced by walking spaces, free shuttle buses, and commercial activity.

CBD Retail Commercial

Downtown shopping (or buying) would seem to include community-drawn shoppers who come specifically to purchase, office workers who do most of their shopping during lunch periods, and tourists, who seem to purchase food and relatively little else. The merchant wants to attract all three, but each group has its own peculiar shopping needs. The tourist, for instance, has a prime interest in his/her goal, and prime shopping is food. Secondary shopping is largely "found", a result of finding oneself in an accessible shopping area and discovering an item of interest. The lunch shopper needs minimum travel distance (that minimizes weather exposure, is not dangerous or frustrating) and adequate offering in the shopping area.

Springfield, like many other small/middle size cities, finds that a new regional shopping center creates serious problems for those retail businesses located in the CBD. Problems of convenience, (access, opening hours) selection and

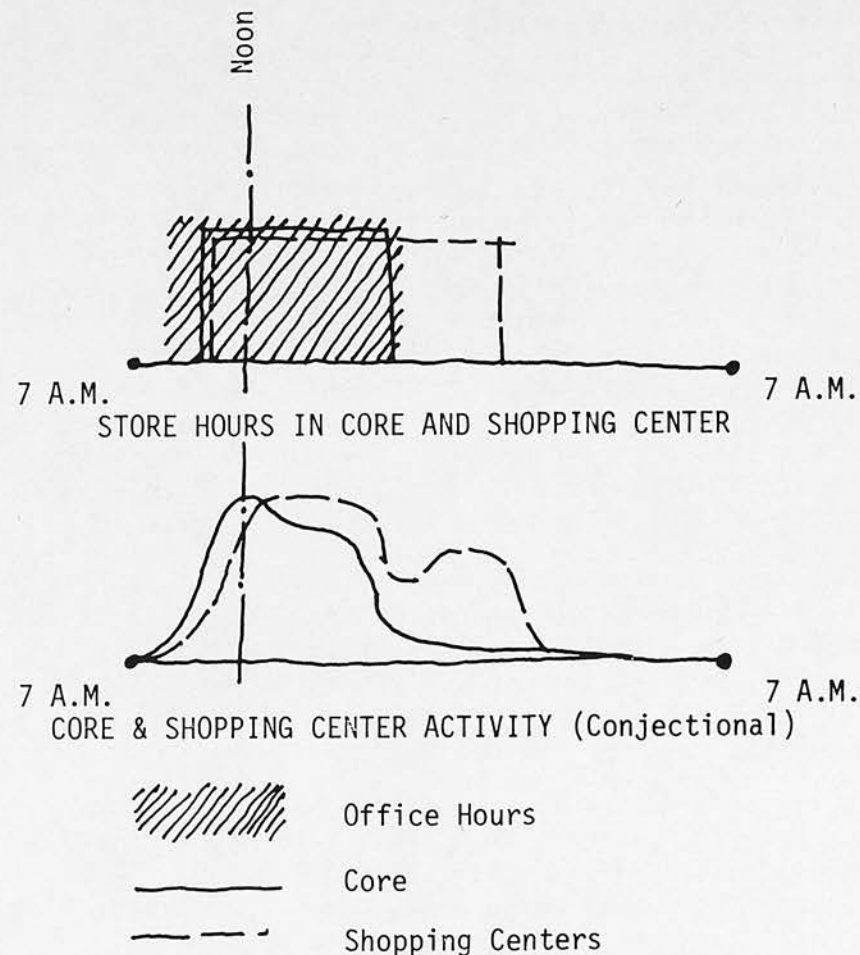


cost are reconsidered by the shopper and the shopper (leisured, impulsive, comparing, enjoying) is replaced by the buyer (rushed, single purchase).

We suspect that the CBD once serving as both community and regional shopping center is becoming a small community shopping center for those local residents who do not have vehicle access, and for those office workers with a one purchase need.

There are numerous public bodies concerned with the CBD, some with direct authority, some with advisory functions. In addition, several private and non-profit private organizations have a direct concern and/or role in the area. In the case of some environmental issues, these groups will have compatible interests, in others there will be divergence of interests. In any case doing something to any scale in the CBD will invariably be complicated.

We suggest that the business community support both environmental planning and occupancy planning. Like a shopping center (but at present without managerial authority), the business association should be able to target occupancy mix and location, to create clusters of specialty shops and encourage shopping center-like merchandising techniques (adequate selection, longer hours, etc.). In some cases pivotal occupancies could be rent subsidized. To help create a planned rental environment, again, like a shopping center and a number of other CBD's,



a single image concept should be devised and publicized with shopping bag imprints, parking tokens, etc.

Concept for Building Renovation

Obviously, if the man on the street is to be attracted to the downtown, the core area must then be substantially improved in its vitality and quality. The National Historic District structures must be re-integrated into the daily (and nightly) life of this area. While the upper facades have survived, the street level facades have often been treated poorly, as they have in so many other cities. These must be returned to an appropriate character which is compatible with its upper stories and with its surroundings.

When an architecturally significant structure is affected, the facade should be very carefully researched and restored in the context of earlier Springfield. In the case of supporting structures, it may be sufficient to treat the facade in a less costly, but still sensitive and appropriate manner.

Building renovation is subject to an interplay of user needs, appropriate space and retaining the buildings integrity. This 20-40 width of a building and the usual large depth means that appropriate uses are those like commercial retail downstairs and professional or small offices in the upper levels. Dealing with a group (preferably a block of all the buildings comprising a

street frontage) offers dramatic advantages. With a group of buildings would mean that we could introduce corridors, minimize the number of stairs, add one shared elevator and create larger potentially interconnected floor areas.

Technical guidance for the design of signage should be prepared, in cooperation with downtown merchants, to supplement the "bare bones" requirements of the city's sign control ordinances. The goal is to develop signage which effectively communicates to passers-by, without overpowering the streetscape or detracting from the historic character of the District.

Standard details and specifications for lighting, paving, landscaping, sitting, and other street furniture elements should be developed, again in concert with local merchants and property owners. Some elements could be made mandatory through local ordinances; other elements may simply be optional but strongly recommended for general usage.

Property-owners and merchants should be encouraged to contribute to the costs of providing public amenity improvements in front of their building. An annual budget for city-funded improvements should be created for those areas clearly beyond private responsibility. Similarly, adequate public and private resources should be allocated for periodic maintenance and repair, such as frequent trash removal, snow and ice clearance, prompt replacement of broken or missing elements, and so forth.

Provision and proper maintenance of public amenities is essential to the effective marketing of a commercial/business area, and constitutes one of the principal marketing advantages which single-ownership suburban malls have over traditional downtown areas. If the downtown area is to be (literally) attractive, it must be provided with an overall environment, or ambiance, which is pleasant to come to and remain in.

Tourism

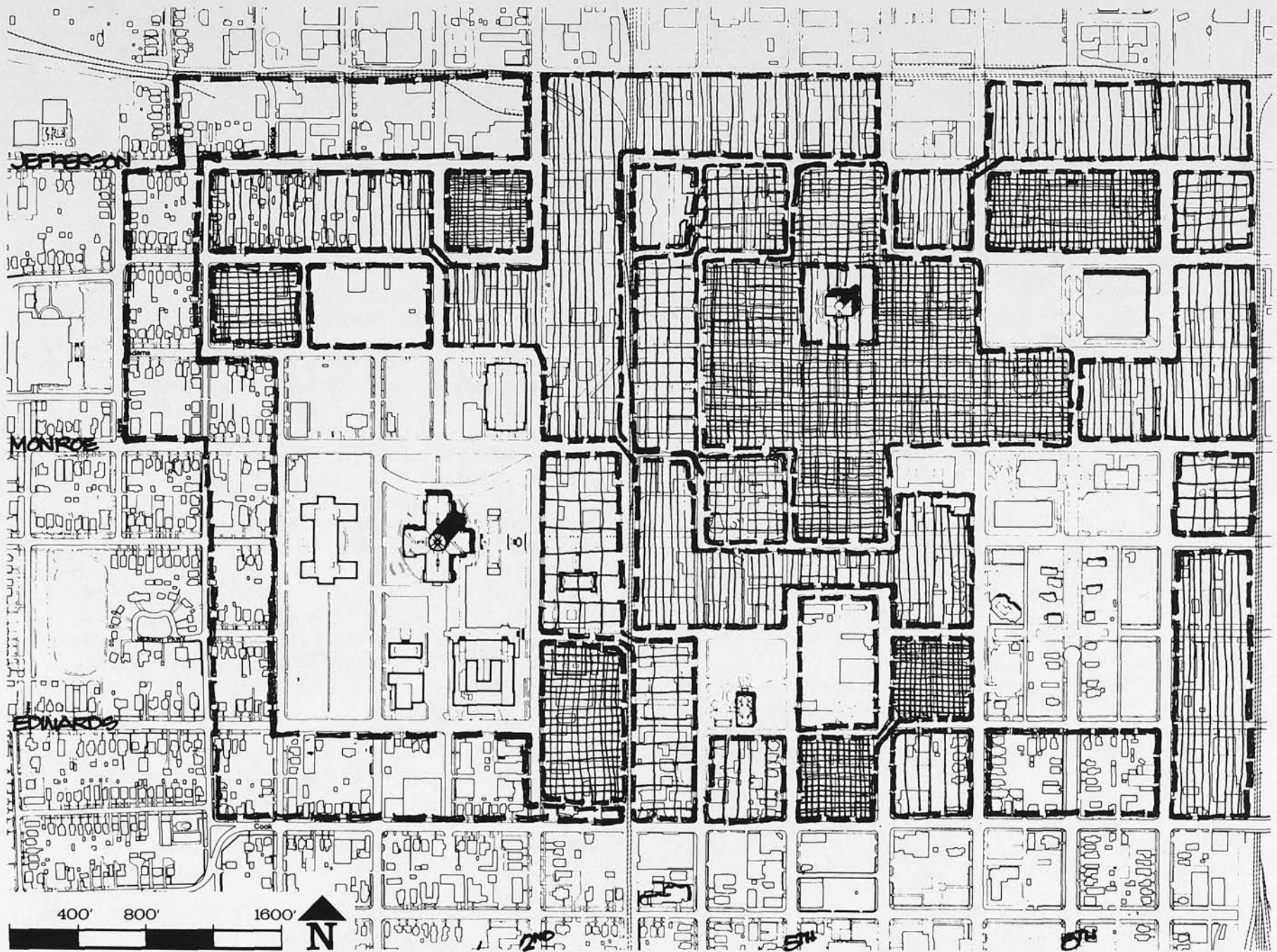
Tourism is consistently increasing in volume, but the city appears to offer relatively few facilities. The tourist industry is very important to the Springfield economy. To that extent, it should be nurtured. At present the image is imprecise and lacks continuity. The visitor seems to be tossed about, running here and there, lacking a comprehensive experience. Although this industry often inherently lacks integrity and dignity, there is, in the Lincoln heritage, a substantial base from which to improve the tourist experience. Goals should be a linked set of experiences with increasing emphasis on the total assets of the city. This should be with no diminishing of the importance of the Lincoln artifacts, but rather with a dignified and unified integration into the total city image. While there is a larger tourist audience, there seems to have been little effort made to inventory opportunities associated with other personalities than Lincoln, or to inventory culturally attractive facilities such as area of impressive older homes or the new library.

There is no descriptive pedestrian tourist "network" or any indication of an effort to plan and create any of the components of such a network (elements of which could support parts of the shopping network).

Overlaid with a tourist network of developed pathways, or linkages, between attractions such as the Lincoln Home, and including activity centers, such as the new Convention Center, the circulation network can become a delightful and efficient people moving system. The tourist can take advantage of the corridor shuttle bus to find his way to the Capitol without reparking his car. In fact, parking loads could be spread out among the various areas by using walking paths and the shuttle. In turn, the tourist will be increasingly exposed to more points of interest and to the retail areas. The tourist experience would be enhanced by publishing more complete guides than presently exist. An inventory of historic buildings throughout the City could result in the publication of several tours of varying distance and location, walking, and driving.

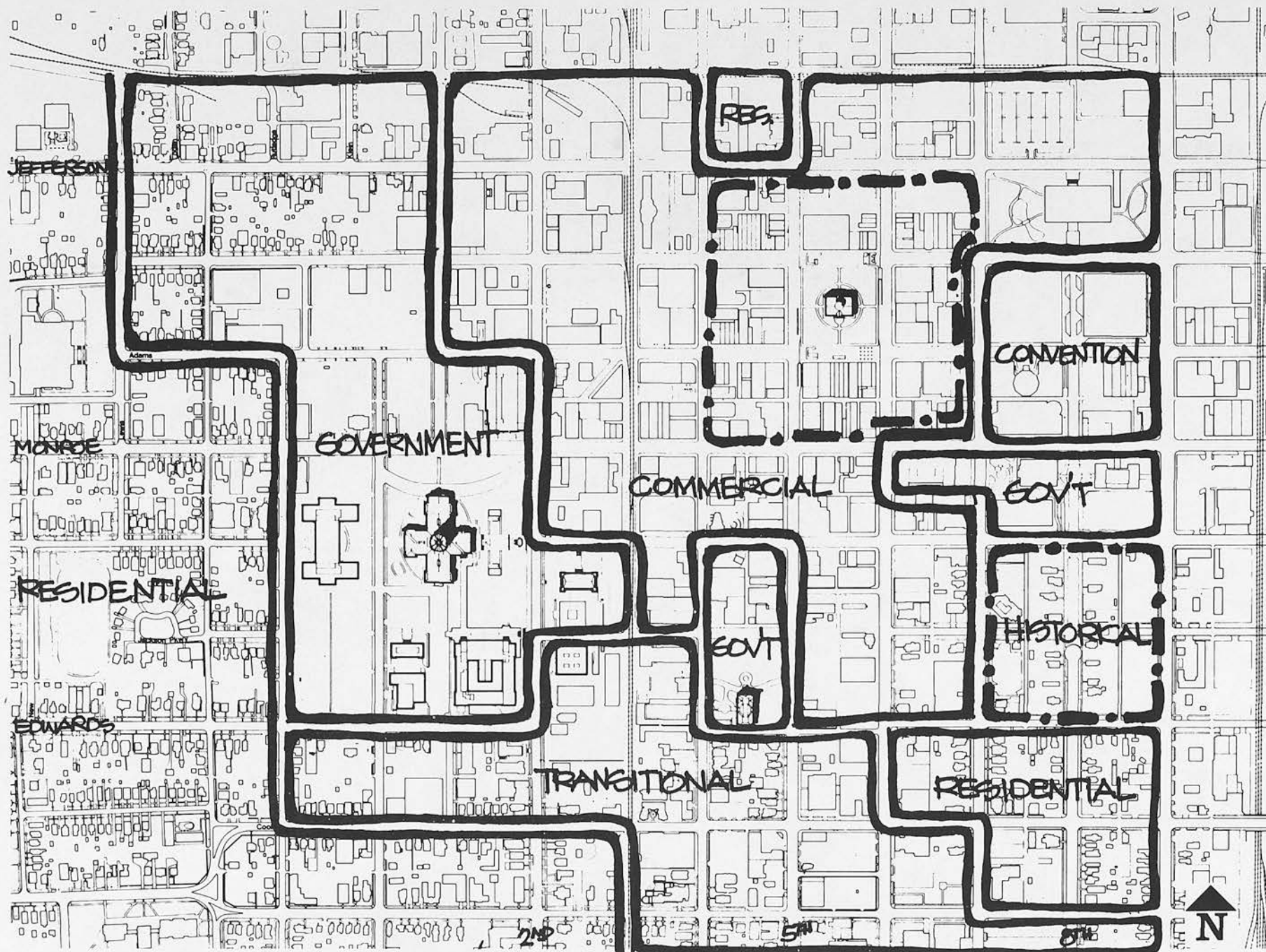
It is obvious from both observation and discussions that there is not much to "do" in the evening in Springfield. This lack, presently a problem in urbanity, will become an economic one as tourist and convention visits increase. If the community system responds to the need, the logical place is to encourage entertainment to be downtown with the visitor market and in some relatively congregated geographic area(s) so that evening activity will be visibly dense.

EXISTING TAX ASSESSMENT



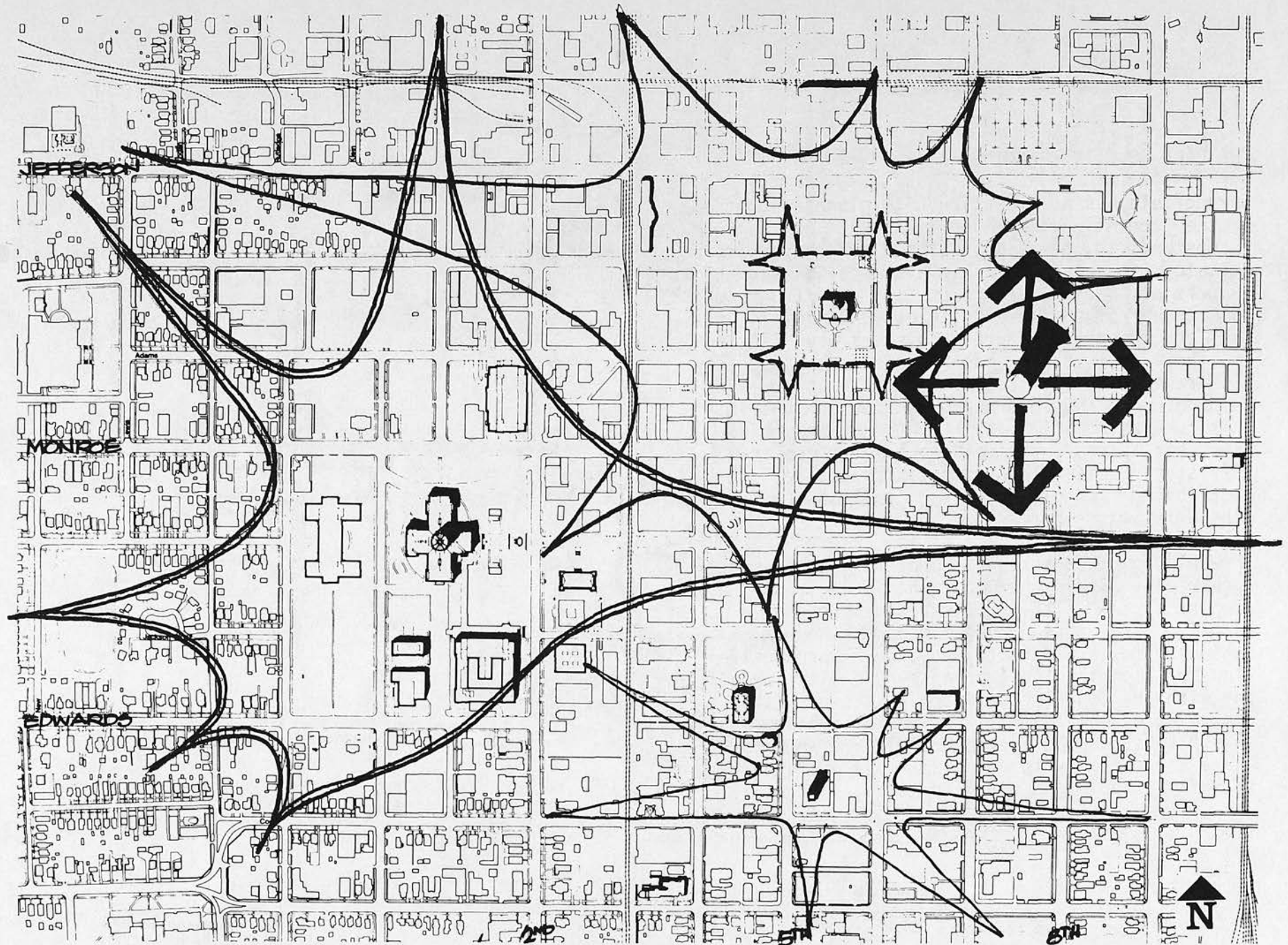
KEY  \$0 - 99,000  \$100,000 - 499,000  \$500,000 - 999,000  \$1,000,000 and OVER

EXISTING DISTRICTS



KEY — — — — — HISTORICAL AREA BOUNDARY

EXISTING VISTAS AND DOMINANT LANDMARKS

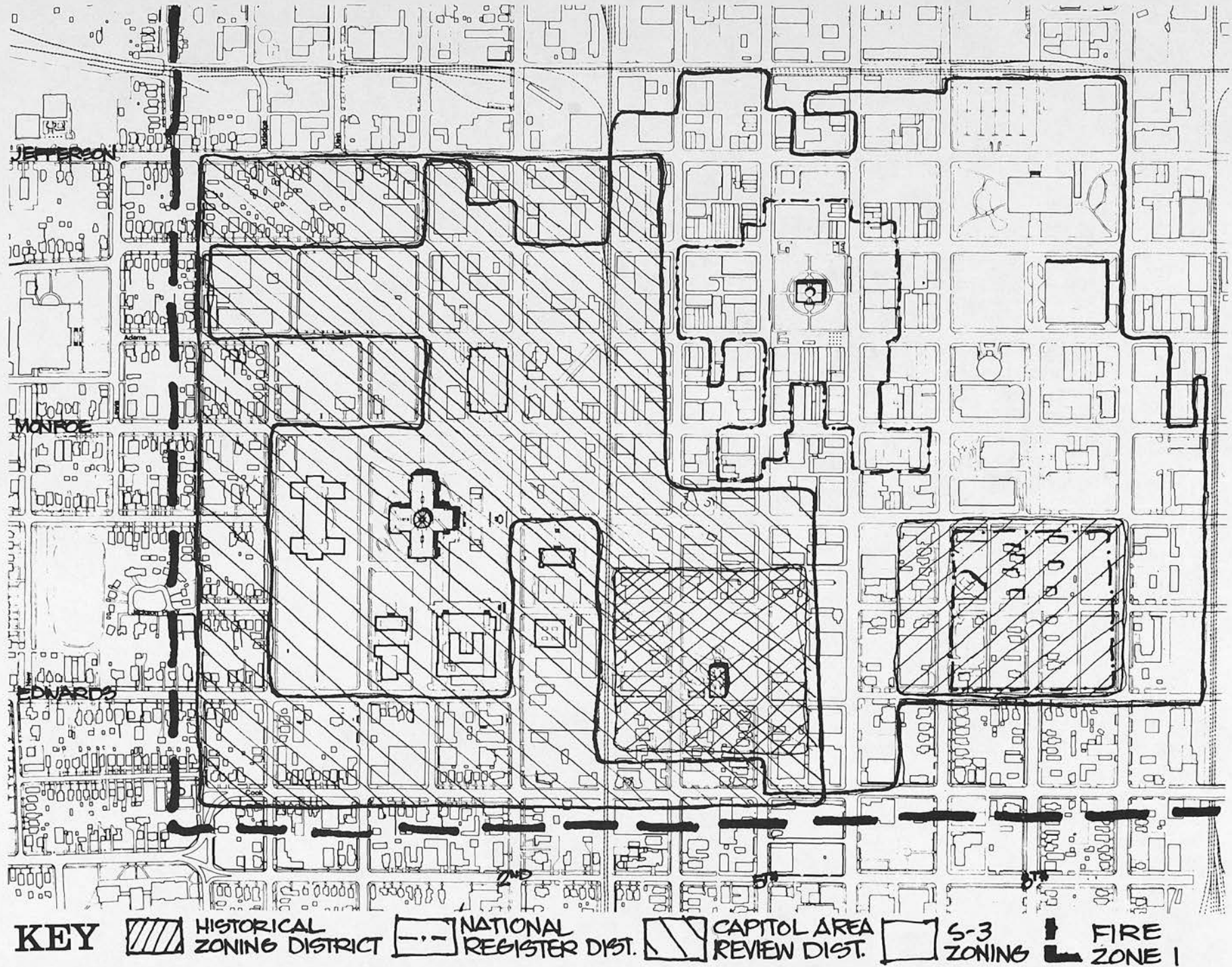


THE LACK OF CITY PLANNING

Springfield has no effective city planning process in the currently accepted definition. As the Team understands it, there has existed for many years a climate best described as unfavorable to planning. Support of, and insistence on, the planning process must come from the level of elected officials and the local power structure. This has been lacking, and the vacuum created has been filled willy-nilly by market forces. Visualizing future issues and responding to them has become increasingly difficult for Springfield. Lack of both clear objectives and a comprehensive strategy for dealing with state capitol developmental objectives and spot zoning for commercial and other issues magnifies existing problems.

In addition, the overlaying of many governmental authorities within the geographic area creates a complex system which complicates comprehensive planning. For these obvious reasons there is a real need for a constantly updated Comprehensive Plan to be officially adopted by the City Council, and with the Council committed to its provisions, including especially firm zoning limitations. This Plan should be updated regularly, perhaps every ten years, with new long range goals added to reflect evolving community needs.

SOME OVERLAPPING JURISDICTIONS



LACK OF LEADERSHIP

The Team is perplexed by the apparent contradiction in the local power structure. On the one hand major financial commitments to the CBD in the form of new physical plant, on the other hand a notable lack of vision concerning its future. Those we have met are all highly intelligent, perceptive, broad in scope, motivated, articulate and extremely capable. It appears to us that they have the capability of effecting any major city action required, but the catalyst and conception are missing.

Everyone we met expressed concern over the future of the Downtown but few were making efforts to change the status quo.

It is clear there are a number of crucial people in positions of authority. Their decisions influence the lives of many others and the course of Downtown development. Though their individual decisions are clearly biased on careful analysis, the Team feels the range of options is unexpectedly limited and considered little real public leadership is exercised.

Influential citizens interact informally and formally with public officials to protect their interests in a series of individual decisions. But they seem not to have any grand vision of the future of downtown nor have they responded to the complexity of the urban system in which they live and work.

Many members of the public perceive that the patterns of property ownership in the Historic District pose severe barriers to renovation. Yet these perceptions often seem inconsistent and may well be misleading. Many seem to argue that holdings are both fragmented

and concentrated in trusts managed by local banks. These trusts are seen as an important institutional barrier which implies little or no owner attention or interest in the property. Others argue that long time property owners are unlikely to invest in maintenance in the Downtown area.

In fact some of these perceptions may reflect the past more accurately than the present. It is still true that there are a fairly small number of very important property owners in the Downtown area. However, the problem of fragmentation of holdings into minute property interests appears to have decreased in recent years as the result of property transactions which have consolidated ownership.

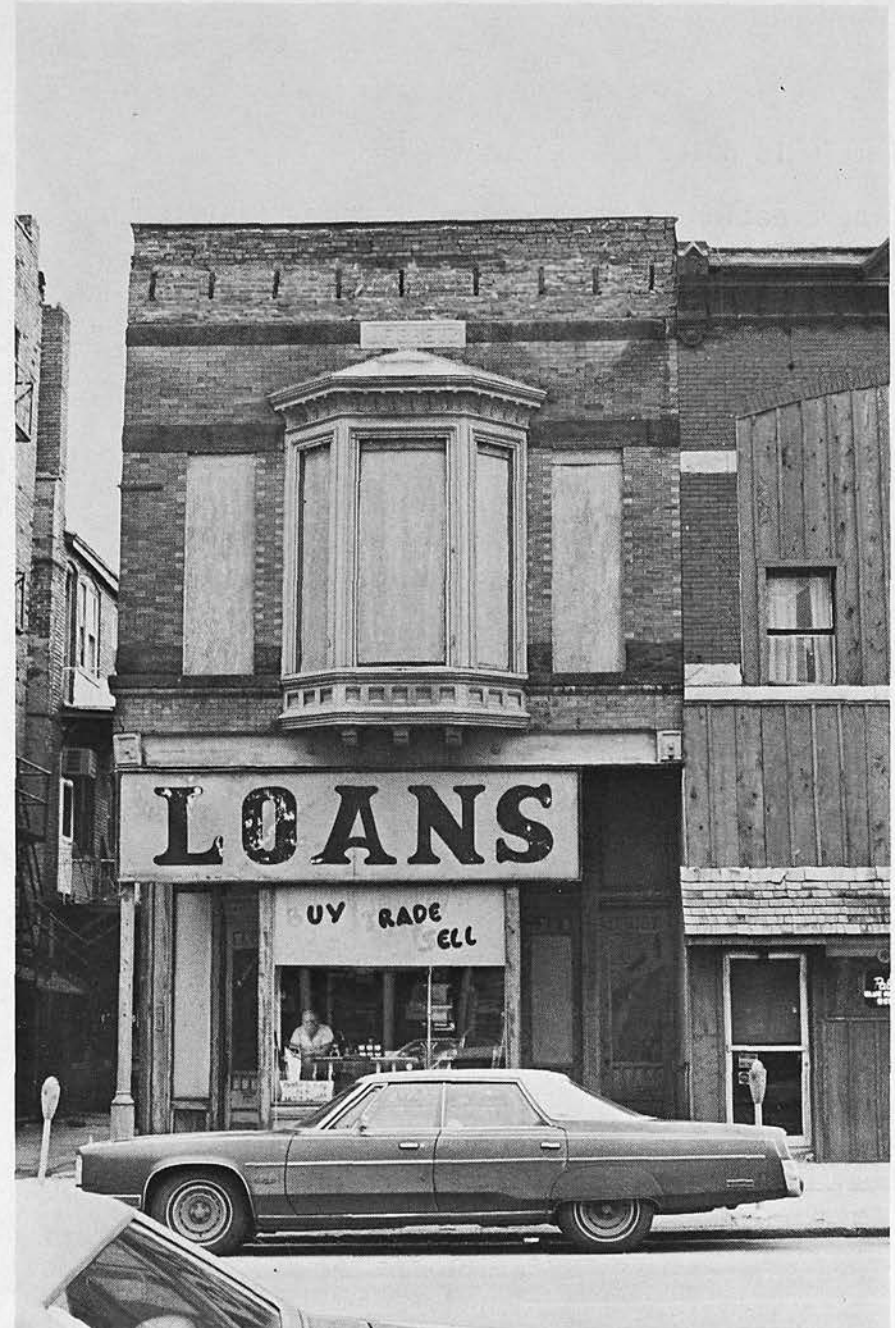
There are also indications of the decline of trust holdings. Within the Historic District there appear to be no properties held in trust which are completely controlled by banks with no beneficiary involvement. This means that the trust itself, as an insulating institution, may be relatively unimportant within the Historic District and renovation and maintenance decisions are in reality made by the people who receive income from the property. Trusts are historically important but may be more and more an excuse for inaction.

Local family holdings of large blocks of property in the Downtown can also be seen as an opportunity. The families have a long time commitment to Downtown Springfield and some seem to have a new awareness of the need for action now to prevent further deterioration of the area. Though there are isolated individual efforts at renovation, most have remained inactive awaiting unmistakably clear signals of profitability. The advantage of large holdings has been largely unrealized.

THE STATE versus THE CITY

Levered by strong business sector pressure, the State has for many years followed the policy of concentrating more and more major agencies contiguous to the core area. The purpose was to increase the population (at least day-time) to counteract the exodus of people as a result of Downtown deterioration. To this end it has been effective, but the long-range implications are disturbing to the Team.

Because Springfield does not have Downtown planning, the State has operated in a vacuum, and the Capitol Development plans do not appear to be sensitive to the needs of an active, 24-hour Downtown.



HISTORIC BUILDINGS versus CHANGE

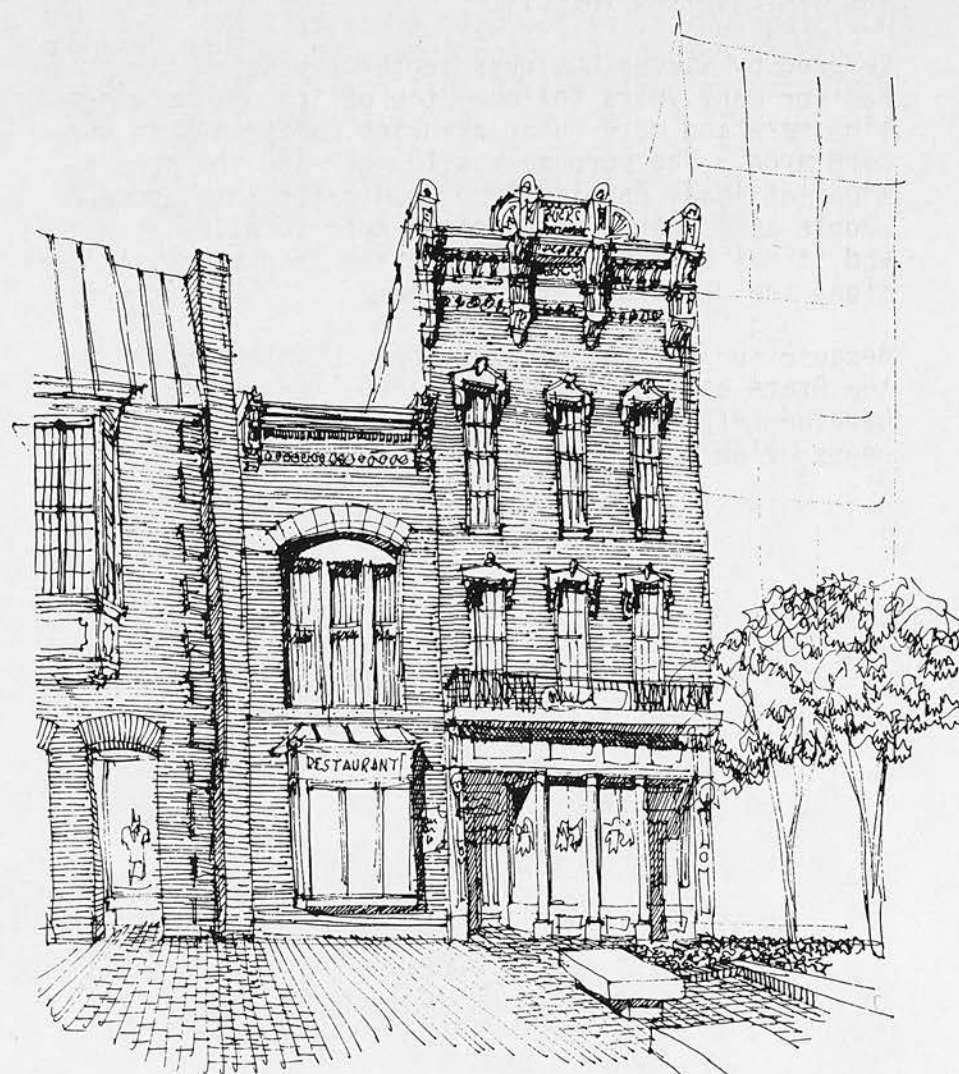
The creation of the Downtown Historic District represents a major and most desirable accomplishment. The Team feels that to many persons it represents a be-all and end-all which fails to acknowledge that change and growth are both desirable and necessary. There is a tendency to exclude buildings outside the District from any historical, architectural or visual significance. This attitude has resulted in unprecedented demolition of important structures, demolitions which, in many cases, could easily have been avoided.

Springfield has a tremendous resource of fine old buildings in the Historic District as well as individual buildings outside the District. Every effort should be made to preserve those of significance.

Why Historic Preservation?

There are many misconceptions about the importance of preserving old buildings. However, it is beyond the scope of this report to examine these in depth. Suffice it to say that there are seven major reasons for old building preservation and that while they all apply to Springfield, only one, visual importance, will be considered here.

The visual importance of old buildings cannot be overstated. Old buildings have the human scale...the small elements, the profusion of details, the color, the variety, and the sculptural qualities...which evoke emotional and



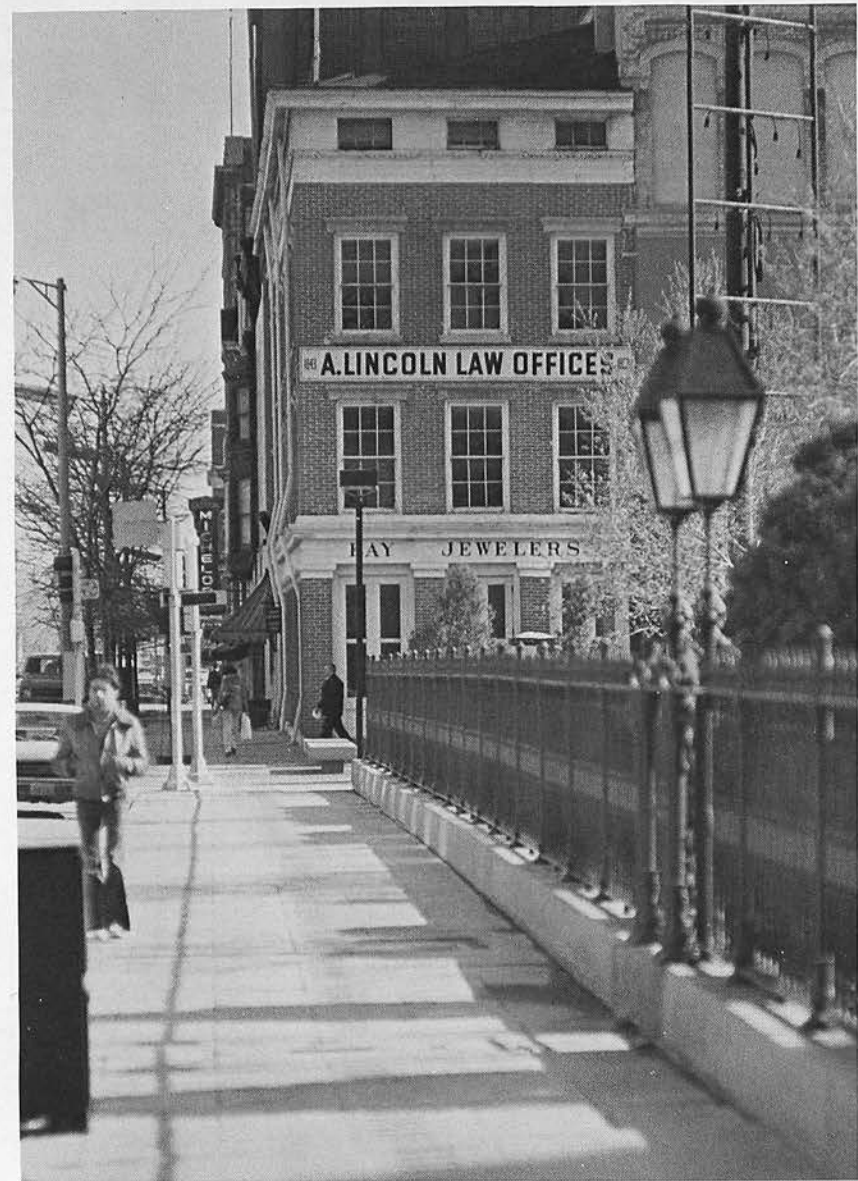
intellectual response; which we find attractive and which we enjoy experiencing. These scale devices, so characteristic of old buildings, are in direct contrast to most contemporary buildings which, by economic necessity, are devoid of detail and hence, human scale. But contemporary buildings in juxtaposition to historic structures provide, at the worst, an interesting visual counterpoint and, at best, an incredibly exciting and dynamic visual image. This can be compellingly attractive even for those who are not consciously aware of it.

This, then, is a major reason to preserve some--but by no means all--of our older structures. Contemporary buildings, sensitively designed to be compatible, enhance, and are in turn enhanced by, older structures and can often be considerably more effective visually than the old buildings which they replace.

Restoration versus Renovation:

For those few who insist on accurate restoration at any cost, there are scores of entrepreneurs who will look at the bottom line and say, "No way am I going to restore this building - renovation is the only answer."

Restoration is by definition prohibitively expensive. It is also perilous, for historians are notorious nit-pickers. Who is to decide what era the restoration should incorporate, or whether the original design was any good in the first place. Some restorations have produced rather awkward results.



On the other hand, renovation can be a reasonable alternative both on a cost basis and a design basis. Renovation, a process which preserves a building in general design conformity to the era of its construction can (and should) produce a competitive structure at considerable savings over new construction - including its cost of acquisition. At the same time, the original design can be improved upon, if necessary (which should endear the process to architects) to maintain higher design standards. "Old" does not necessarily mean "good". Property owners should never hesitate to improve upon the original building design during the renovation process.

The Downtown Historic District:

In light of the visual importance of old buildings, and other factors, the Team feels that the number of historic structures in the District should be reduced over a period of time, but that the size (area) of the District should be increased as soon as possible.

Demolition of selected older structures will permit introduction of those new buildings required to house new functions, as well as provide more visual contrast and hence more interest.

Of the 81 structures in the District, 28 are non-conforming, 30 are visual support infill, and only 23 are classified as significant enough to stand by themselves. These statistics indicate considerable flexibility in the location of new buildings while at the same time ensuring that enough older





structures will remain to provide historic continuity and visual excitement.

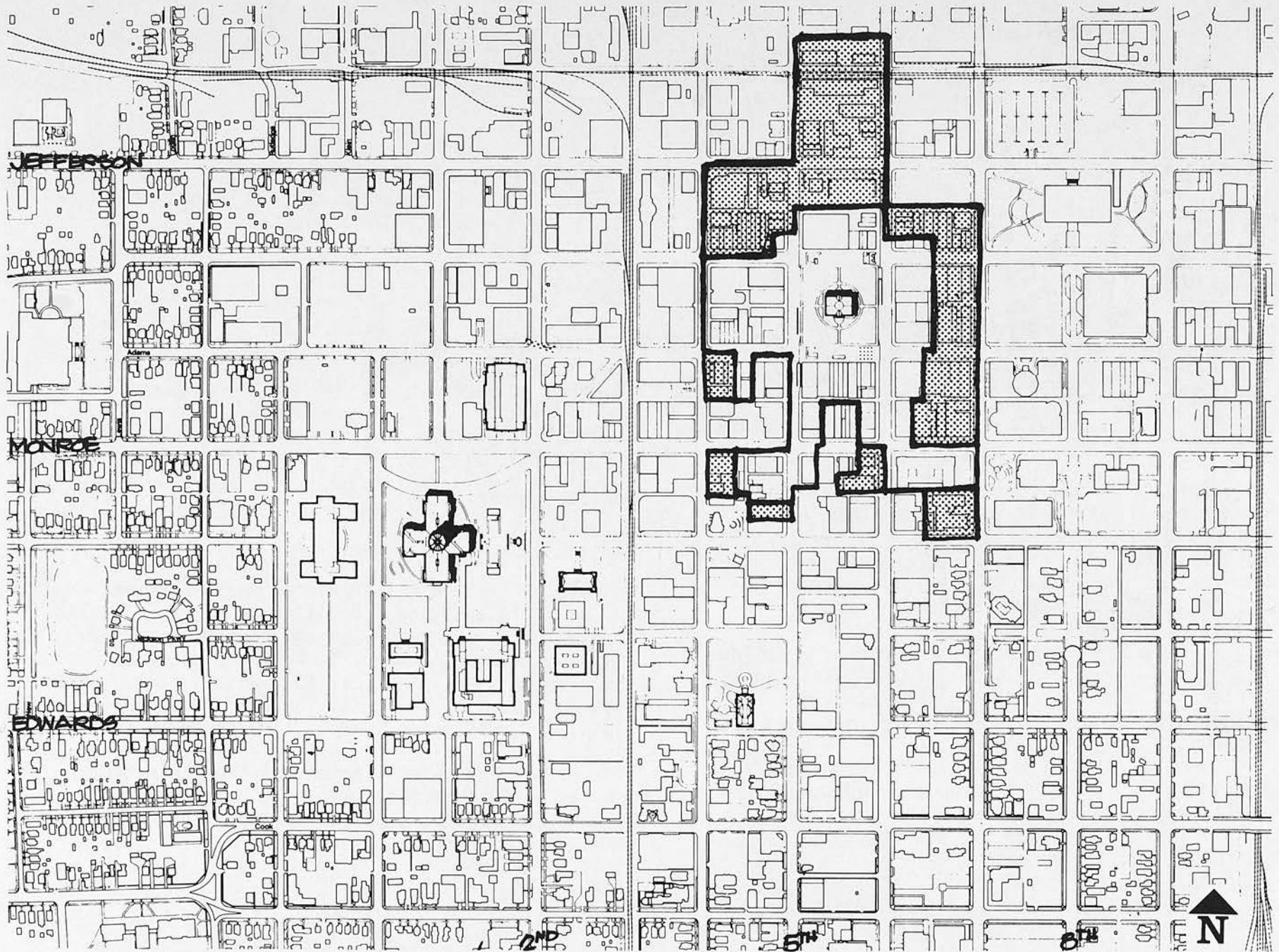
Infill Buildings:

Infill buildings are a special design problem, and the current state of the art is admittedly not very high. New buildings do, however, have the potential for increasing the visual excitement of older buildings and, as such, are highly desirable. All cities record growth through building style change, and the on-going process of preservation will experience much of it. Springfield is fortunate to have some good examples, and more should be encouraged.

Expansion of the Historic District:

Expansion of the Historic District should be considered for a number of reasons. The present boundaries tend to be unnecessarily exclusive and without apparent logic. Expansion could serve to unify the area, encourage additional renovation, permit more national boundaries, and preserve more structures.

EXPANDED HISTORIC DISTRICT



KEY  EXPANSION AREAS

CIRCULATION AND PARKING

Railroad

Replacement of the east-west tracks by an expressway at Madison Street should alter driving habits within the city, lessen congestion, and help to handle the increase traffic load resulting from the new State Revenue Building. The location of the north-south series of tracks, if relocation is successful, will offer interesting opportunities for new automobile, bicycle, and pedestrian circulation. However, at this time, no definite recommendation can be made due to the uncertainty of relocation.

The Third Street railroad is obviously a serious impediment to east-west flow in the CBD and the Team would agree that it should be removed. Since that is improbable, there have been suggestions from the community that the Amtrak railroad station be purchased and become a model transfer facility for inter- or intro-city buses, with Amtrak leasing back a small portion of the building. This is supported by the PR/UDAT Team and furnishes a way to conserve a moderately interesting building which has in former years been an important place within the community. (The building's architectural image could be substantially improved if the strangely proportioned tower roof were to be increased in height and slope to break the skyline and announce its identity.) In the event that the Amtrak tracks may be relocated, it would cause little disruption to this building use. This will probably require an additional shuttle loop to the CBD system. It seems question-

able whether the Third Street corridor can be made sufficiently wide to accommodate a major automobile feeder to Downtown and the Madison Street expressway.

Bus

See Railroad.

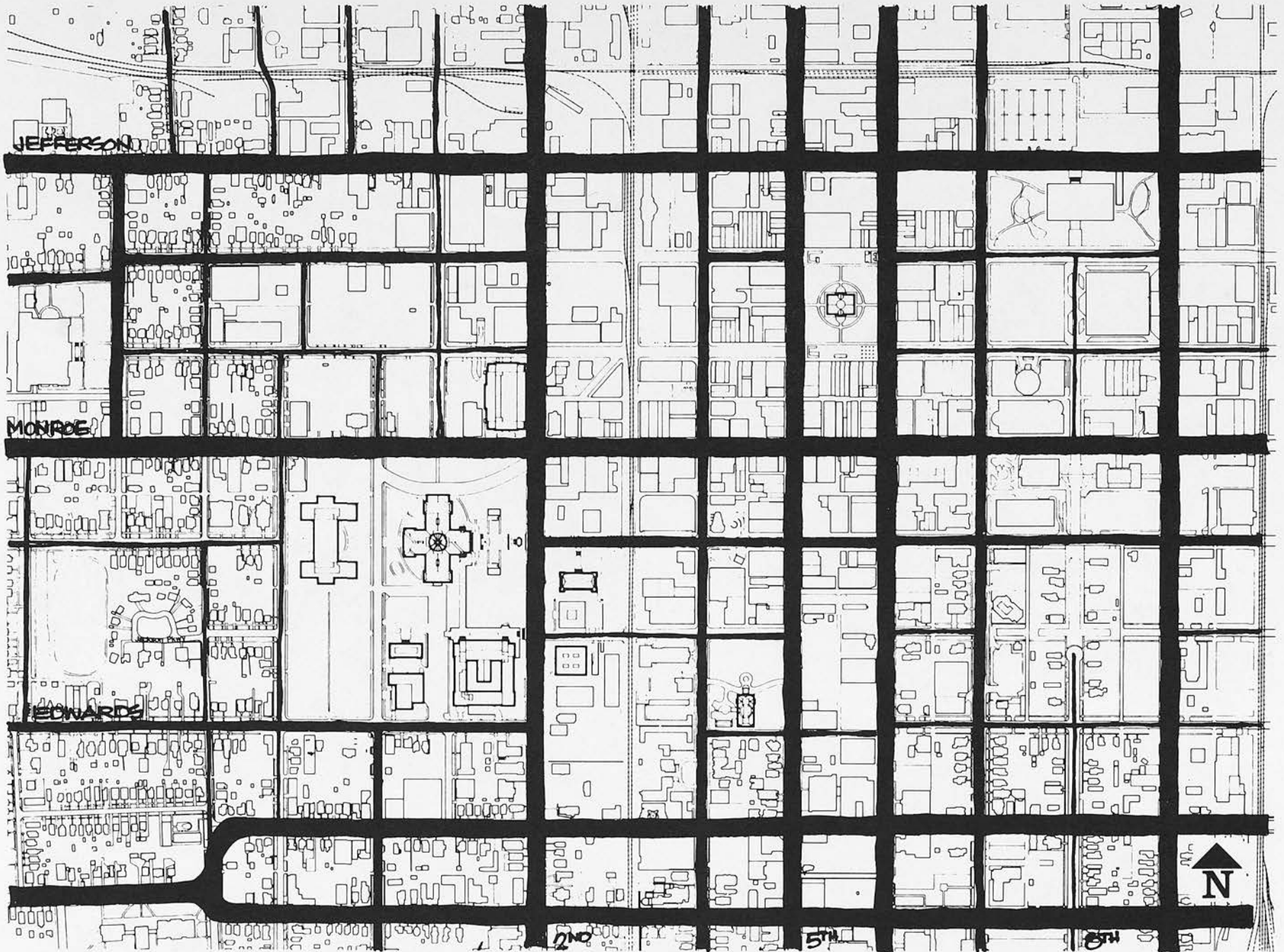
Bikeways

We suggest that the level of vehicular traffic precludes creating a satisfactory bikeway system within the loop and that it would be logical to begin one at the perimeter.

Pedestrian

The CBD offers the walker vistas, landmarks and a number of interesting activities to watch or participate in. The present system, however, is crude and subservient to the car. We are proposing the creation of a basic network that uses alleys, short-cuts through buildings with logical public spaces and streets where necessary. The network offers choices and would be logically planned to act as a link between and within primarily high to medium density activity areas. It would be supplemented by sit-down places, shade trees (not usually boulevards in character) and vehicular crossing places.

EXISTING CIRCULATION VOLUMES AS BARRIERS



KEY 10,000-20,000 VEH./DAY 5,000-10,000 VEH./DAY 0-5,000 VEH./DAY

Vehicles

The present street system is overloaded (there are peak hour problems and the actual road within it frequently exaggerated by the barrier effect of traffic flow, as on Fifth and Sixth Streets.)

Development usually exaggerates the problem since it invariably brings in more people. More effective use or the by-pass loop might help to some limited degree. The Team feels, however, that at this time the CBD penetration does serve to assert the continuing importance of the core and is, to some degree, presently helping to sustain core functions.

Redesign of the circulation is interdependent with land use, use cycles and growth. Since most problems are external to our district and should be subject to long range analysis and planning, we suggest a comprehensive planning program.

Parking

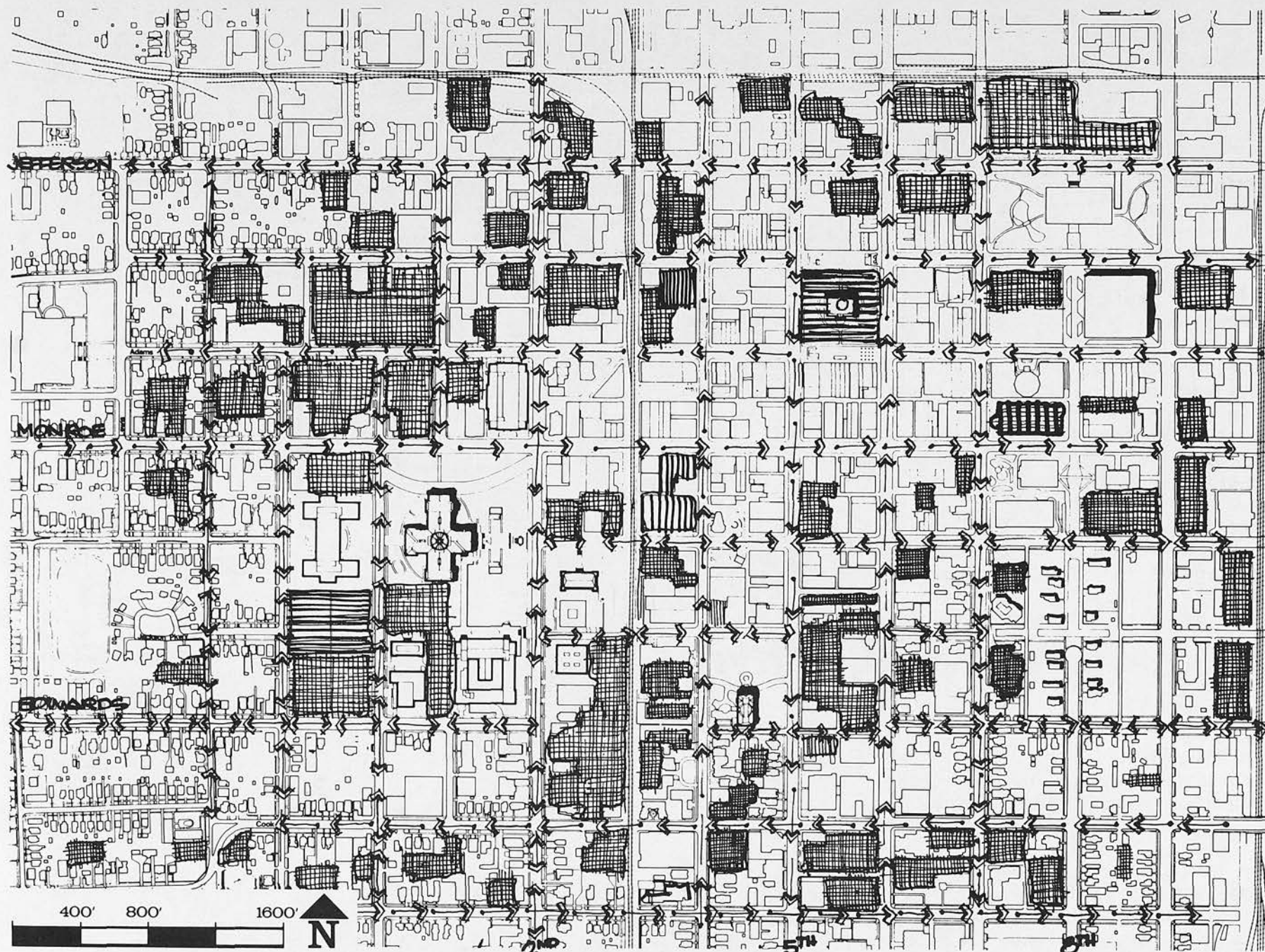
The Team feels that CBD parking of 15,000+ off-street spaces and 1,700+ on-street spaces is adequate. We do feel, however, the location is not always suitable for some activities.





The Team feels that there is an undue amount of important CBD land area devoted to surface parking often in parking lots of excessive size. Large lots are intrusions into the city fabric and should

be at least visually broken up with trees, etc. Development in the CBD should be encouraged to build on-site, in-building parking.

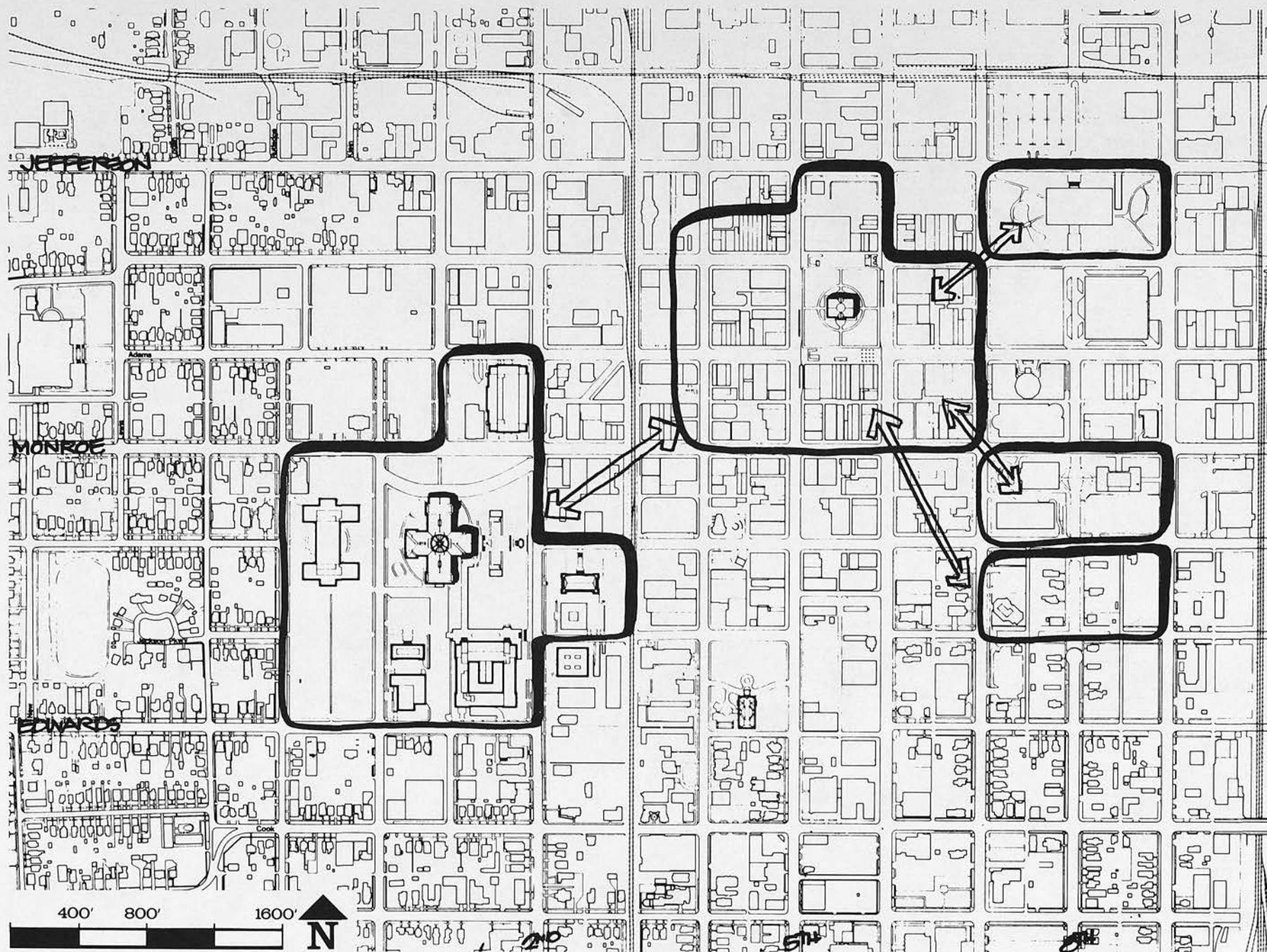


EXISTING TRAFFIC FLOW AND PARKING AREAS

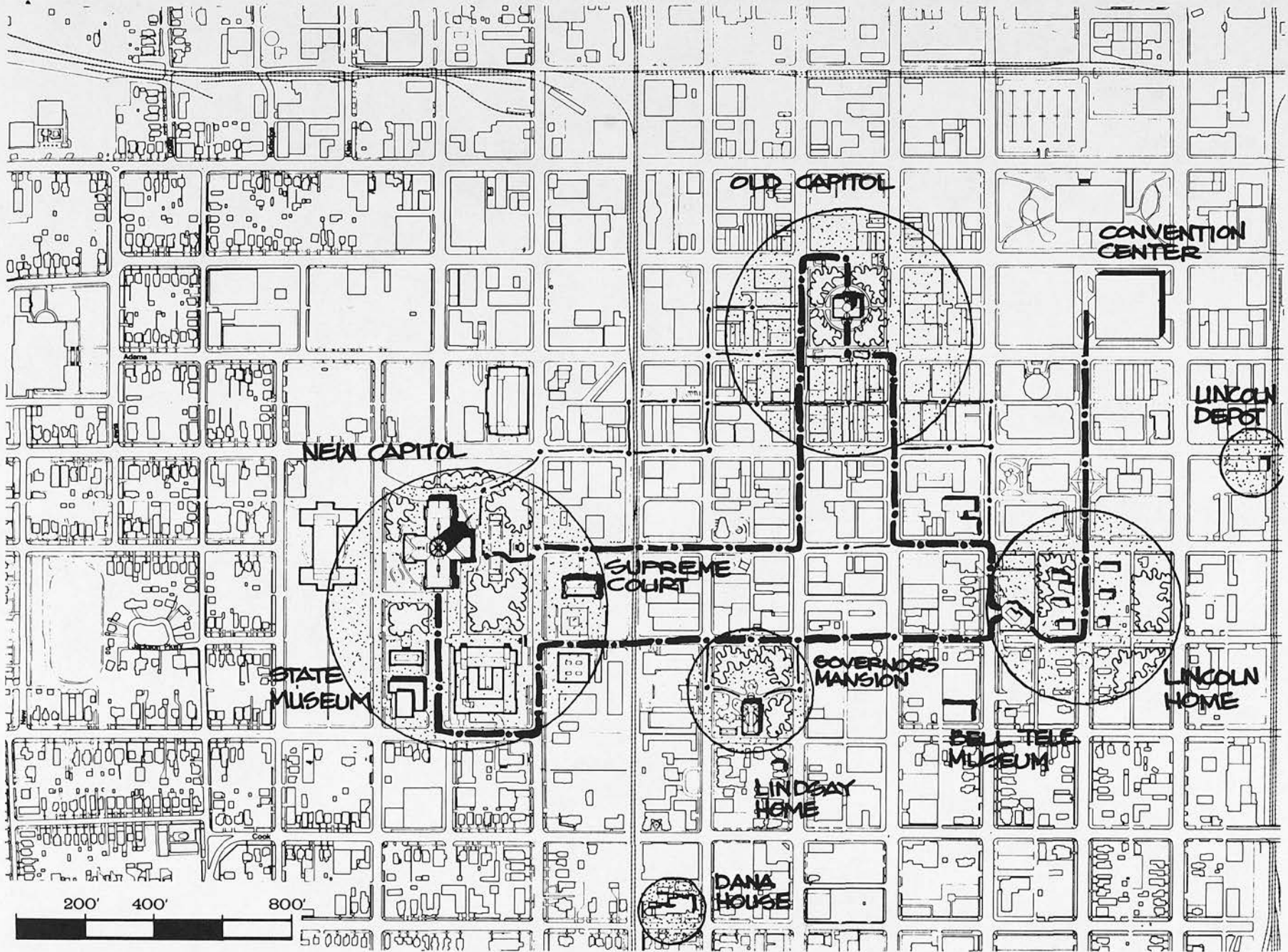


KEY  SURFACE  UNDERGROUND  RAMP  TRAFFIC DIRECTION

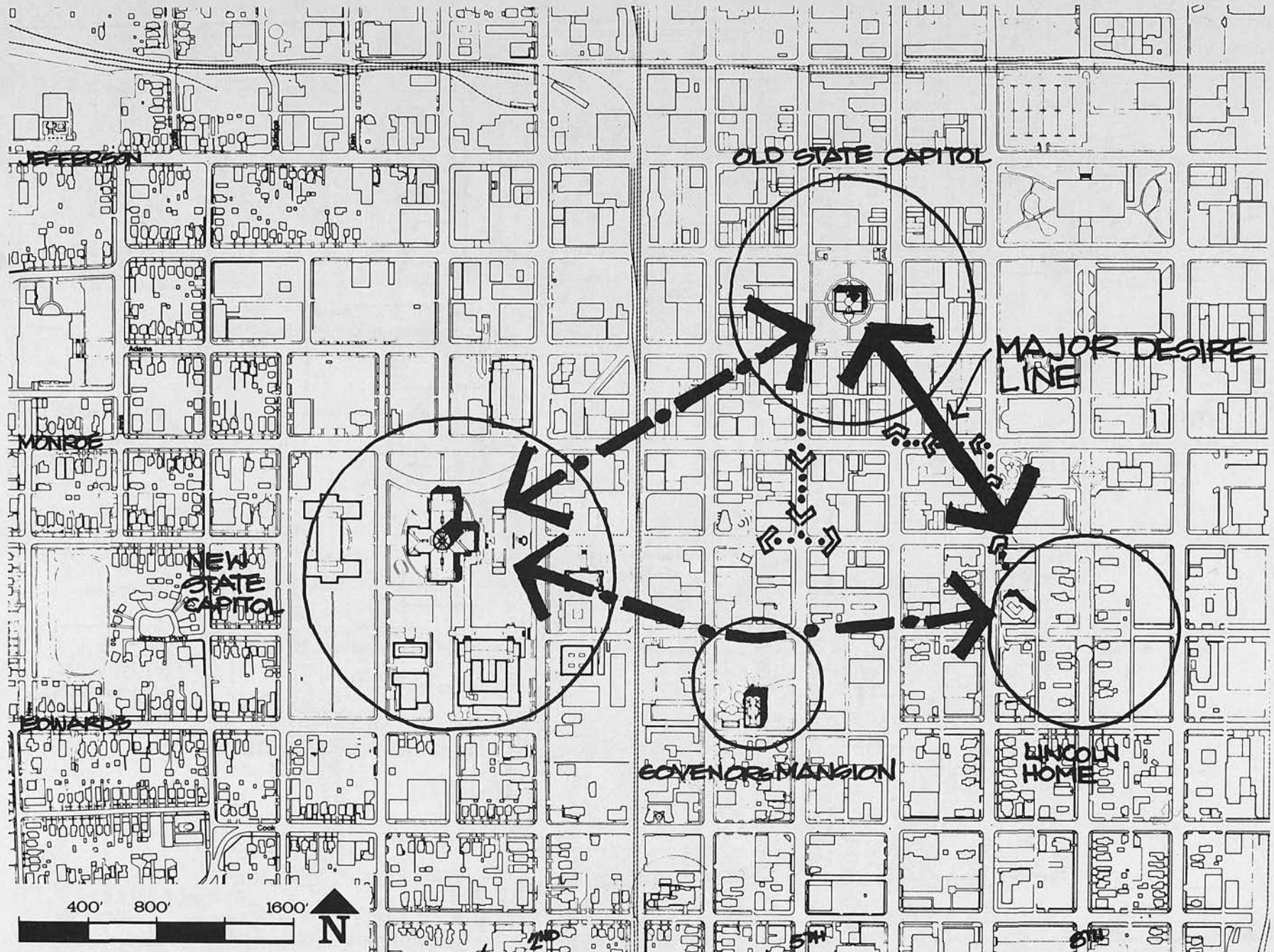
EXISTING MAJOR ACTIVITY NODES AND LINKAGES



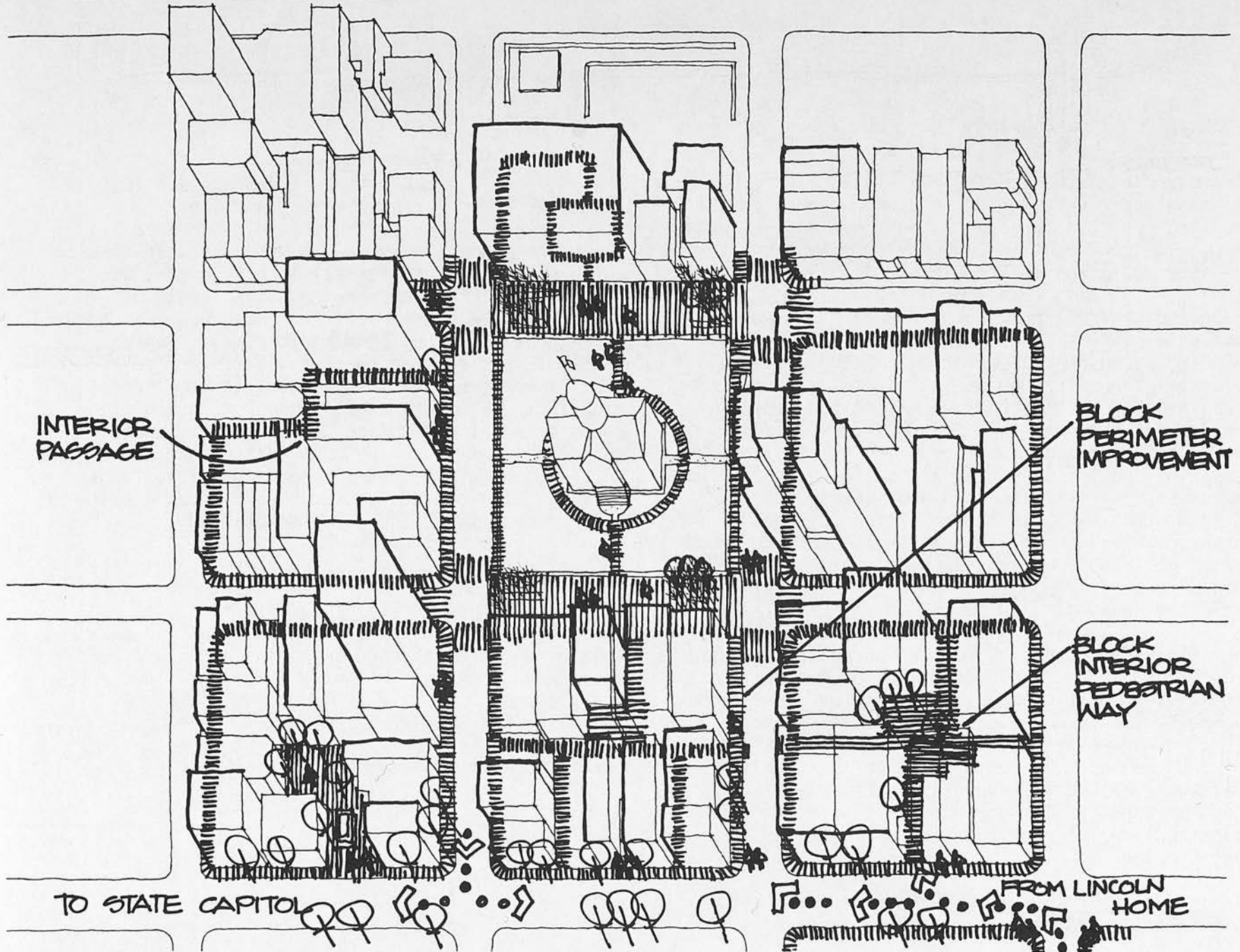
EXISTING WALKING TOUR MAP



TOURIST/PEDESTRIAN DESIRE LINE ROUTES



PROPOSED DISTRICT PEDESTRIAN SYSTEM



LACK OF DOWNTOWN HOUSING

In response to the present near-total lack of housing opportunities in the downtown area, a housing opportunity zone has been defined. (See Map) The zone contains roughly 50 city blocks, or some 100 acres more or less, of fully developed for low rise (3-4 story) housing, the opportunity zone could contain some 4000 dwelling units with a total population of some 6500-8000 persons. However, given the existence of development throughout the zone, it is unrealistic to assume that the entire zone would be converted to housing. Moreover, especially in the portions of the zone bordering the Capitol District and the CBD Core, it is likely that a major share of the zone would be devoted to office space use. In the remaining portions of the zone, residential support facilities (convenience shopping, open space/recreation, etc.) would further reduce the amount of land available for housing.

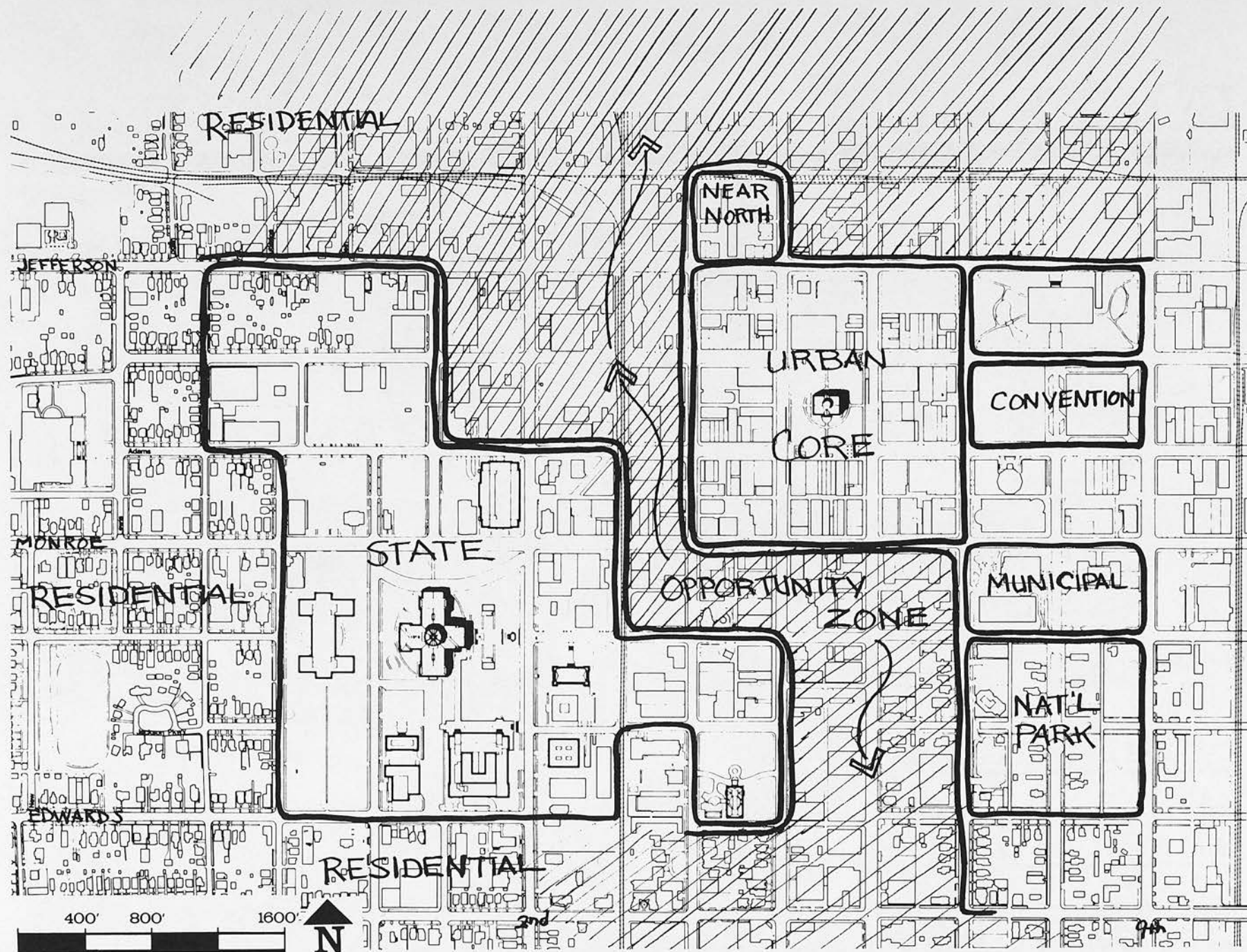
Nevertheless, given the current parcels of vacant land in the zone, the possibility of converting at least some at-grade parking lots once auto usage begins to decline, and a low to moderate level of selective clearance activity, a target of 1000 new housing units over the next ten to fifteen years, with a population of some 1750 to 2000 persons, would not be unreasonable. A total construction value of over \$60 million can be anticipated.

The 1977 housing survey and recent experience with the limited amount of housing presently

available in the CBD area both demonstrate that a strong demand for both renter and owner-occupied housing exists in the downtown area. While the provision of new housing opportunities would be appropriate for all income levels, we would suggest that primary emphasis should be given to the provision of middle and upper income level housing, since such residents are most likely to possess the means to patronize the "24 hour" type of activities proposed for implementation in the CBD core area. Moreover, given the costs of construction and the lack of adequate school facilities in the opportunity zone, it is not recommended that family housing be provided. Finally, to avoid the "super block" appearance, all existing streets should be retained.

In summary, infill development of housing in the opportunity zone would provide considerable support for downtown restaurant, entertainment, and shopping uses; would provide housing within easy walking distance of downtown jobs; and would help eliminate empty and unsightly parcels of land from the cityscape.

PROPOSED MIXED USE OPPORTUNITY ZONE



IMPLEMENTATION

SPRINGFIELD

**HISTORIC
STRUCTURES**

DOWNTOWN

**GROWTH
DEVELOPMENT**

PR/UDAT 1979

The preceding sections have outlined our perception of the problems of the downtown area and recommendations for planning and action by Springfield's citizens. The recommendations vary greatly in complexity. Several general recommendations follow which we feel will help the community turn our recommendations into action.



IMPROVING THE CAPACITY FOR PLANNING AND DESIGN

We recommend that the city improve its capacity to carry out planning and urban design analysis of the downtown area. This can be done in two ways: by (1) hiring a small core of planning and design professionals on the city and/or Regional Planning Agency staff; and by (2) commissioning a series of professional consulting studies in such key areas as traffic/circulation/parking, economic marketing/development strategy, and preservation planning.

The ability to plan is frequently more important than a Plan itself. The city must possess the ability to articulate and argue its position, in response to specific development plans or proposals which may be put forward from time to time by private property owners or other public agencies. A formal Plan can provide a useful long-term framework, but an active planning process must be maintained to "fine tune" longer-range Plan elements and to keep pace with unexpected changes in the physical and socio-economic character of the city.

Two basic types of planning activities are involved. The first deals with administration of the city's zoning ordinance and coordination of capital improvement program funds for a wide range of city-sponsored projects. Staff for this level of planning activity can logically be placed only in the city administration itself.

The second type of planning activity which the Team feels is needed involves a broader range of development planning and policy analysis. This level of planning is focused on the downtown, but recognizes the critical role of the downtown area in a greater city-wide or metropolitan context. Planning of this sort could be lodged in either the city administration, or could be carried out by The Springfield-Sangamon County Regional Planning Commission under a cooperative agreement with the city.

There are clear pros and cons for either approach. A planning staff closely tied to the city government would tend to be more sensitive to downtown development problems, and the policy issues which are associated with such development. A closer linkage to the Regional Planning Agency would have certain advantages in over-all staffing efficiency and would provide access to a broader range of professional skills. It would also possibly be more consistent with Federal planning and funding guidelines, which tend to underscore the desirability of basing local actions on comprehensive metropolitan planning.

These are issues which are properly to be decided by the City Council. However, regardless of what decision is reached on the question of which agency should administer the planning staff, the skill types which would be most useful in terms of a full-time planning staff are:

- Land Use Planner
- Urban/Environmental Designer
- Preservation Planner
- Economic Development Planner

It would be especially desirable to take on staff who may be qualified in more than one skill area.

With respect to consultant studies which might be undertaken over the next several years, the following appear to be priority items:

Downtown Transportation/Circulation/Parking Issues

A number of critical transportation improvements have been or are being planned. These include east-west arterial access to the downtown via Madison Street, removal of rail freight (and possibly passenger) service from the downtown, and additions to the city's off-street parking supply. Nevertheless, various new developments in the downtown (such as the Convention Center and the State Revenue Building, to name two major ones) will affect the transportation system in ways which are not now fully understood. Similarly the fuel shortage and resulting changes in living patterns will, over time, cause changes in worker commuter patterns to the downtown. An increase in transit usage may reduce street congestion and also allow for a reduction of the amount of land devoted to parking. On the other hand, an attempt to improve pedestrian accessibility in the downtown may impede vehicular traffic at certain points. Only a comprehensive downtown traffic assessment covering all modes can adequately address these issues.

Economic Marketing/Development Strategy

We have strongly recommended that the city and

interested private groups work together to bring more active uses to the downtown cores, as well as more balanced mix of uses. We have also suggested a number of ways to improve the quality of public and private spaces in the downtown in order to attract such uses. However, a thorough marketing feasibility analysis is required in order to test the depth and timing of potential new markets, and to supplement the initial assessment of housing development potentials.

Historic District Preservation Plan

Unlike the city's earlier Historic Districts, which are largely comprised of publicly-owned properties, the proposed Old State Capitol District contains predominately privately-owned properties. The need for public sector/private sector cooperation greatly complicates the task of developing an effective preservation plan. A qualified consultant should be retained to survey the District's resources in detail and to prepare a preservation plan which maintains the integrity of the District while recognizing the economic constraints and opportunities which are present.

In suggesting the above list of priority studies, we recognize that other areas of concern may warrant early study. Moreover, we would hope and expect that the city, wherever possible, would undertake joint studies in cooperation with other public and private groups who share a concern for the future of the downtown.

CREATING AN OLD STATE CAPITOL HISTORIC DISTRICT

Although an Old State Capitol District has been placed on the National Register of Historic Places, no action has yet been taken by the city to create an Historic District under the city's Zoning Ordinance. We strongly recommend that such action be taken.

The boundaries of such a District should properly extend beyond those of the National Register District (which includes those structures of primarily national significance) in order to incorporate additional structures of state and local significance, and to provide a buffer zone to guard against incompatible intrusions into the District. As a basis for discussion, we would propose a 12-block square District, bounded roughly by Seventh Street, Capitol Avenue, Fourth Street and Jefferson Street (See map.)

A new District should allow a broad mixture of uses, similar to those allowed in the existing "H-3" Historic (see City Zoning Ordinance, Section 49.25.25). However, parking facilities should be allowed only as a conditional permitted use, and the provision of visible, at-grade parking should be discouraged, as such use is incompatible with the character of the District.

The proposed District is adjacent to a block bounded by Third, Washington, Fourth and Jefferson Streets. The city should explore the feasibility of constructing transportation transfer facility for buses, airport limousines and trains.

We believe that building heights should also be strictly regulated in the new District, in a two-tier fashion. Buildings within 150 feet of the Old State Capitol Mall, for instance, should be limited to a height of 50 feet; buildings beyond this distance should not exceed 100 feet in height. (Further study could lead to some adjustments in these suggested dimensions.)

Other provisions of the proposed zoning amendment can be patterned on the provisions contained in previous amendments which created earlier historic districts.

TAKING PLANNING SERIOUSLY

No amount of planning capacity and formal plans will lead to great improvements in the downtown unless attitudes toward planning change. The best plan can be eroded by daily decisions contrary to its guidelines. Springfield has a long history of spot zoning, variances and private negotiations which have undermined repeated efforts to plan land use in the city. The Team urges the city officials to use the new public attitudes toward planning and careful analysis as an opportunity to make a firm commitment to sound planning principles.

FUNDING DEVICES FOR RESTORATION

With local and nonlocal resources, a great variety of tools are available to stimulate revitalization of the downtown area. The following are models, for action, taken from the experience of cities around the country.

Preservation/Restoration Organization

Create a non-profit entity to administer a facade restoration program. The SCADA-sponsored development corporation may be the appropriate entity to take on this responsibility. Alternatively, a property-owners association comprised of owners of identified historic buildings within the proposed new Historic District might be formed. Such a group would most directly be concerned with the successful operation of a facade restoration program. Responsibilities which this non-profit group might assume include:

- . Screening and ranking of applications for grant or loan assistance.
- . Acquisition of permanent easements, or property interests, in facades for which grant or loan assistance has been provided, as a means of assuring maintenance of the facade restorations. This group could be a recognized charitable organization which would make easement donations tax deductible. (See below.)
- . Provision of technical assistance (design and financial advice) to property owners considering facade restoration.

Tax Incentives

A variety of tax incentives may be available to property owners who undertake facade restorations of historic buildings: (1) if a facade easement is donated to an eligible recipient, the donor

may qualify for a Federal tax deduction; (2) under the 1976 Federal Tax Code Amendments, investments in eligible historic structures may qualify for accelerated depreciation and other tax benefits; (3) under State Law, it may be possible to enact a local Property Tax Abatement Ordinance applicable to building restoration or rehabilitation investments.

Private Funding Arrangements

The financial strength of downtown property interests provides an opportunity to pool private resources and use them in creative ways. SCADA's revolving loan fund supported by local banking institutions provides a model. This fund provides loans up to \$10,000 for renovation of building exteriors in the Historic District. As part of a major initiative for coordinated action in the downtown area, this fund could be expanded and the interest subsidy increased through more business contribution. Many business people and the financial community have expressed an interest in principle in providing monetary support to downtown revitalization.

Community organizations interested in downtown revitalization should take advantage of the PR/UDAT urban design and revitalization proposal to launch a fund raising effort to expand the revolving fund. This money could be used to:

- Renovate facades or interiors, as in the present program.
- Buy parcels of property, renovate, and resell

with facade easements withheld by the funding organization. By dealing in larger parcels, the organization could capture the benefits to properties surrounding renovations.

Public Funds

Several types of Federal and local resources offer potential for the funding of historic preservation:

- CETA workers can be used for cleanup and to fund increased planning.
- Community Development Block Grants can be used for rehabilitation of residential and commercial property or to help fund revolving loan funds for such purposes.

All these Federal sources of funds can be used to meet a variety of local needs. Given the variety of economic, political and social pressures at the local level, it is unclear how the Council will respond to efforts to use these funds for Preservation.

Other Federal sources include:

- Economic Development Administration Funds, which are available for selected historic preservation projects contributing to an over-all economic development program. For example, Paterson, New Jersey has received \$11 million for use in public infrastructure investments, facade restoration and a revolving fund.

- Housing and Urban Development 312 Loan Funds which, on occasion, have been used for historic preservation and commercial renovation. Recent negotiations with HUD in Washington and the Regional Office in Chicago have, to date, yielded no commitment of funds.

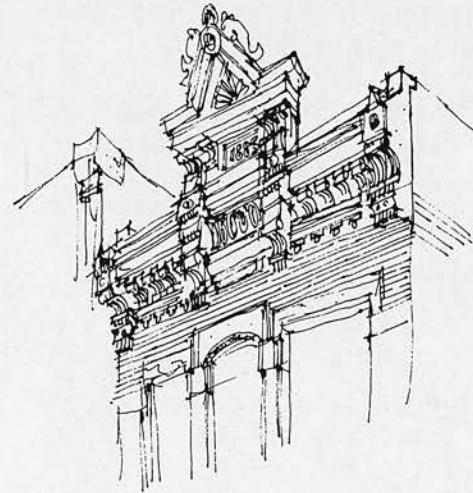
Local public funding sources are also possible. Statutes currently authorize the use of "Tax Increment Financing". Under this system, bonds are issued which are repaid by the increased tax revenue generated by the increased property values resulting from the project. Assuming favorable judicial review, this is a potential source of funds.

Specialized funding for historic preservation may also be available from the National Trust for Historic Preservation and the National Endowment for the Arts.

Awards and Recognition

Awards or Certificates of Recognition might be awarded (perhaps at an annual summer festival in the Historic District) to those property owners and merchants who complete successful facade restorations. The resulting publicity may induce others to become involved, and will, at least, advertise the community spirit of those who are recognized.

A final word of caution is in order. The Team feels that the community and property owners in the downtown have substantial economic resources at their control. While capture of elusive Federal Grants may be an inviting goal, the community should realize that there are many local resources available. Local inactivity in hopes of Federal funding--in a sense, local paralysis--would be a serious mistake. Not only would opportunities be lost in hopes of uncertain gain, but with inflation, delay increases over-all costs.





KIT-OF-PARTS

We have devised, as an urban design and implementation tool, a kit-of-parts. This is an inventory of possible environmental components that can be assembled, in part or whole. We begin with the belief that the scale of resolution of our problem depends on dealing with it as:

1. Zone (Several blocks with homogeneous activities)
2. Block
3. Street
4. Individual Unit

Each of the four elements has its own issues and opportunities. We have emphasized, in the accompanying illustrations, the block/street, since it seems to be a crucial environmental, legal, and political scale where one can make a meaningful contribution to activities and environment.

The block represents a combination of open space and buildings that makes, at the minimum an entity of similar masses. If dealt with as an entity, it offers the opportunity to deal with a problem in terms of a more flexible arrangement of floor area, circulation and accommodation to various users. The kit-of-parts, for instance, creates about 8 basic elements that can be considered in total or in part. A communal corridor on an upper level, for instance, could make access more

flexible, decrease stair needs, sometimes make an elevator feasible and allow the upper floors to be used in a more contemporary manner. The circulation system could, in turn, respond to particular opportunities on and within the block and yet retain and reinforce the concept of a systematic network that is an amenity.

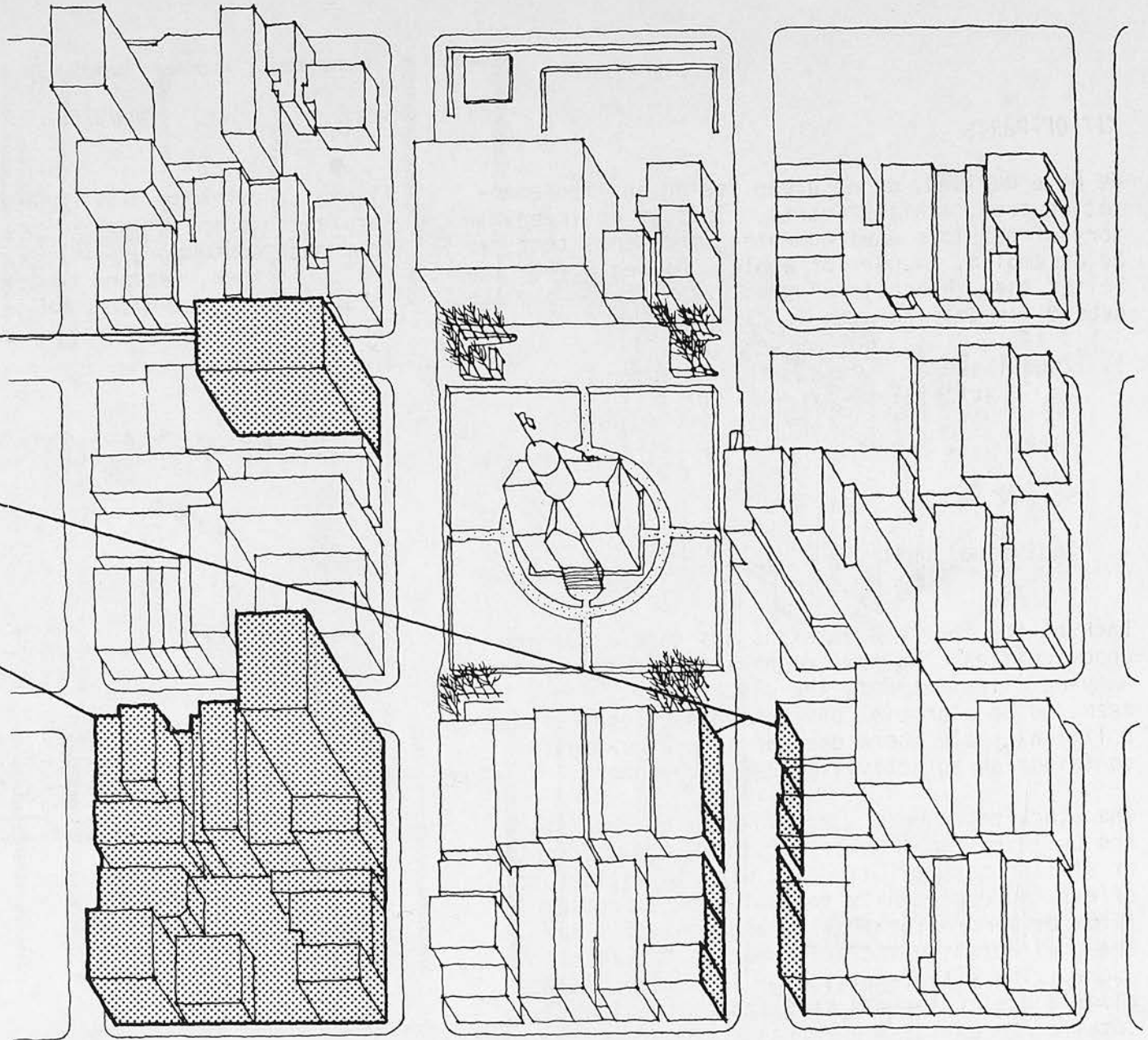


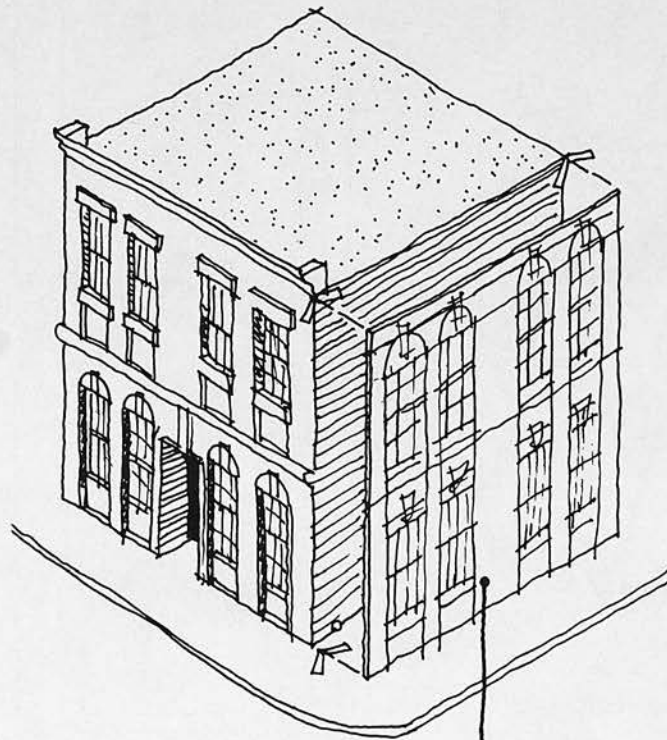
A DISTRICT KIT-OF-PARTS

UNIT

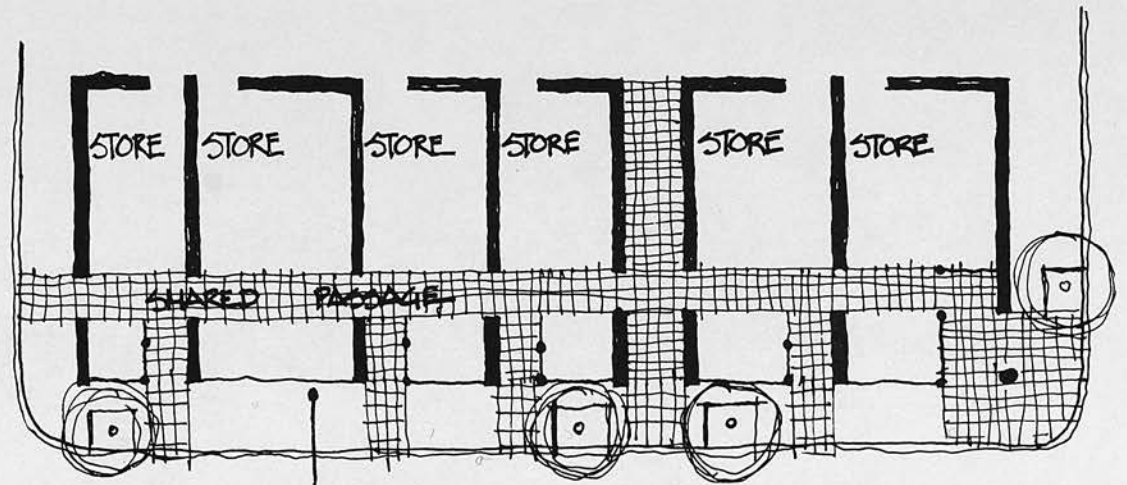
STREET

BLOCK

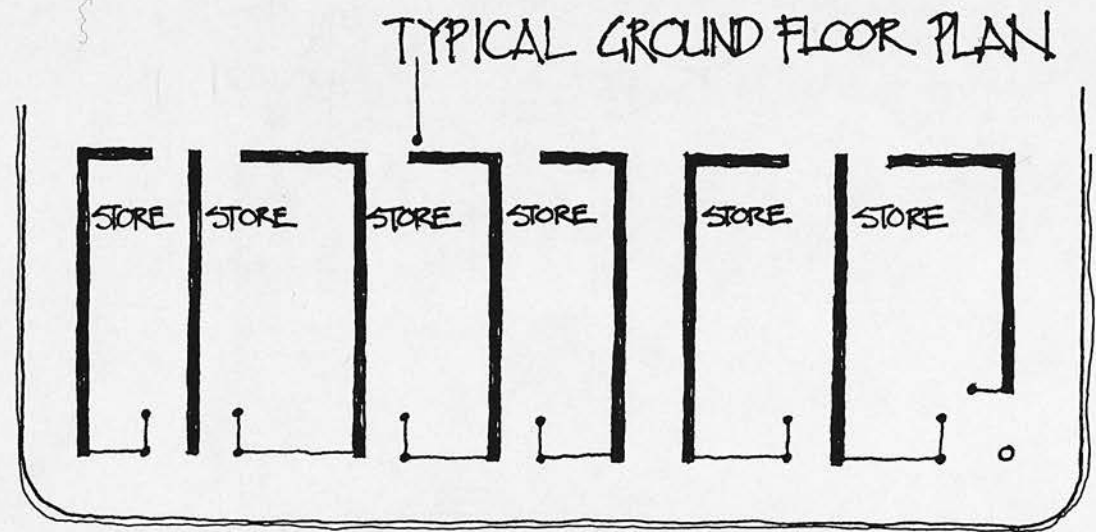




TROMPE L'OEIL
(PAINTED ON FACADE)

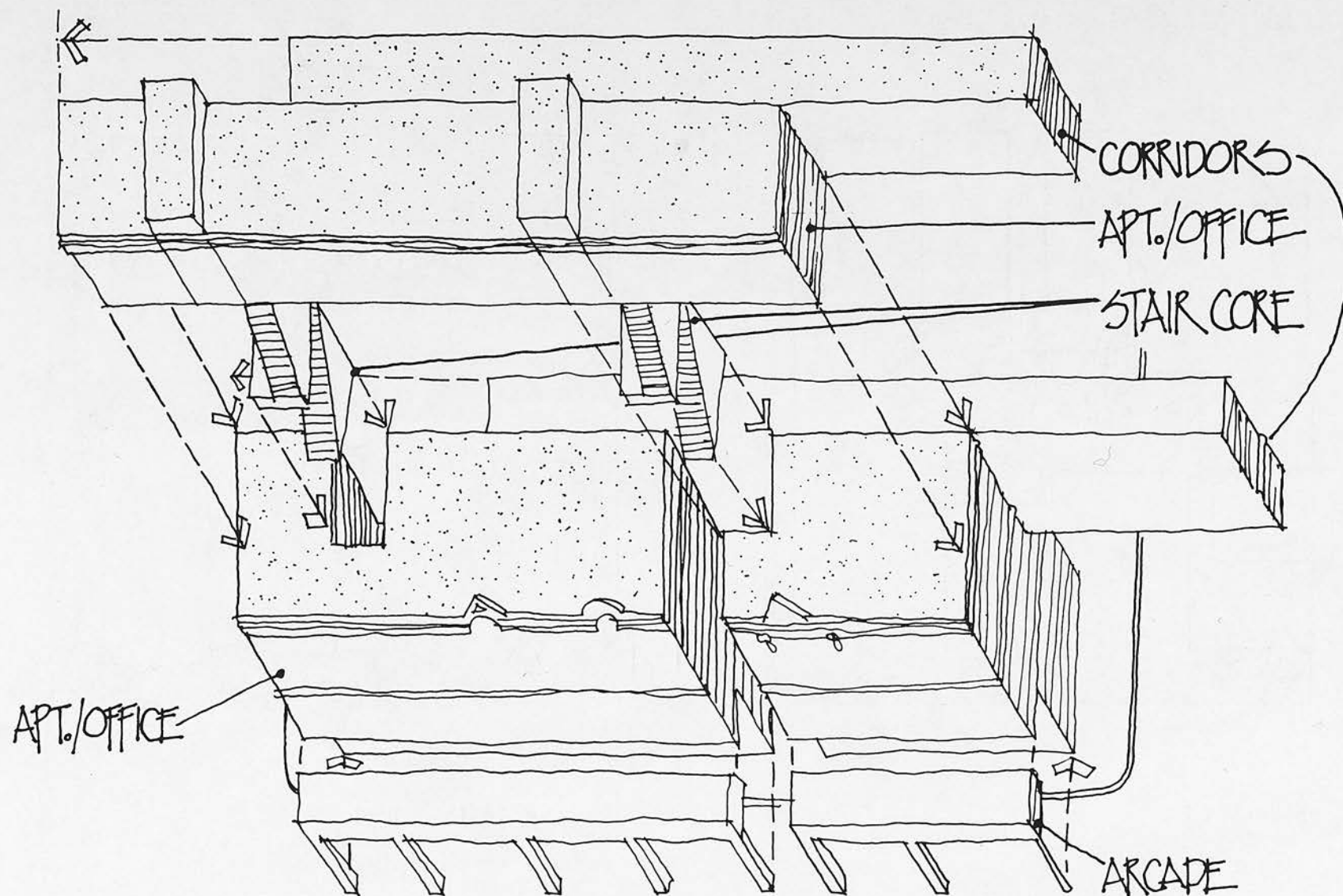


ALTERNATIVE GROUND FLOOR PLAN

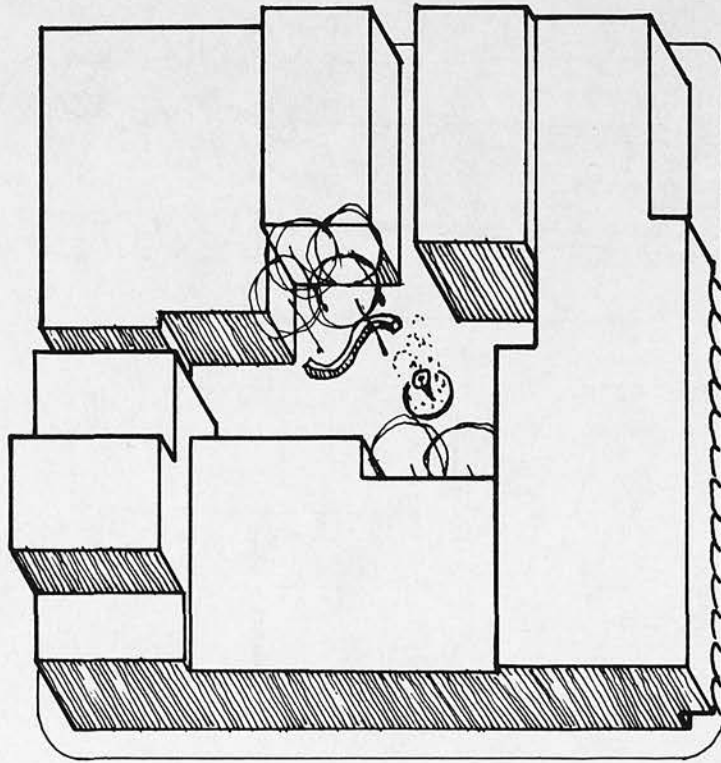


TYPICAL GROUND FLOOR PLAN

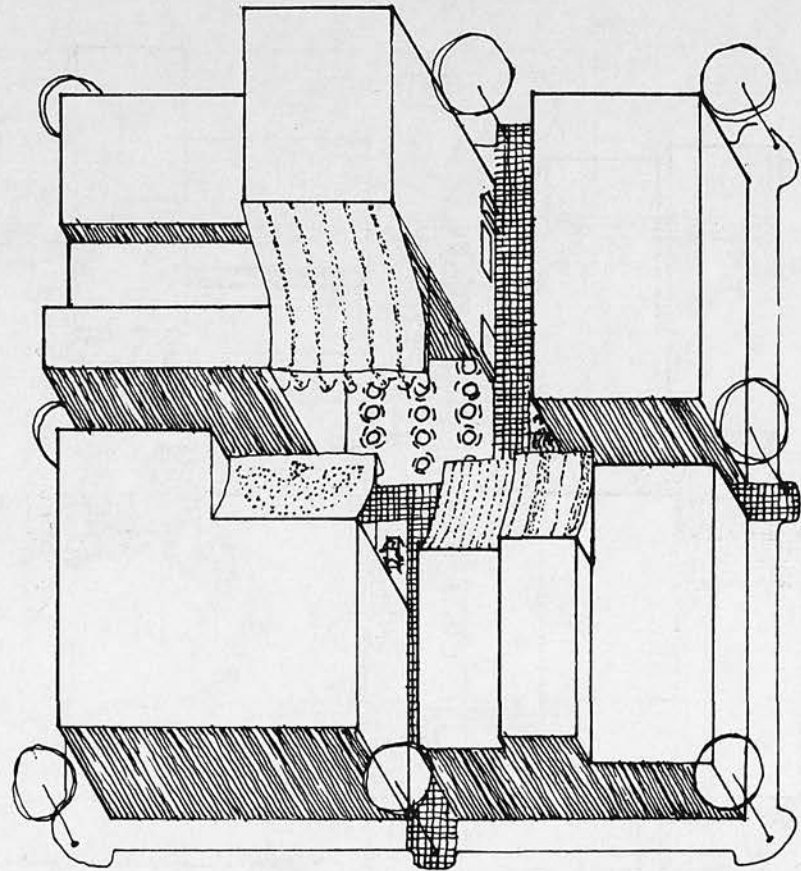
BUILDING KIT



BLOCK INTERIOR PEDESTRIAN WAYS

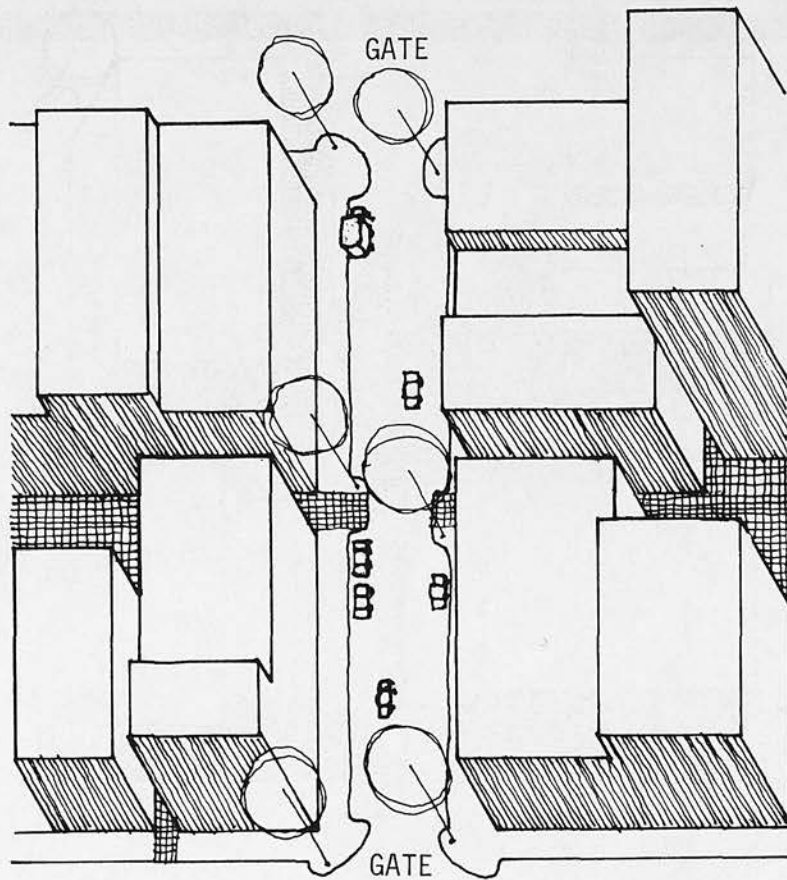


Fountain
Seating beneath shade of trees
Street front arcade gives on to one access



Outdoor eating and drinking
Back access to shops
Outdoor shop displays

PEDESTRIAN GATES



'Gates' narrow width of asphalt to be crossed and give continuum to pedestrian circulation. Street trees planted at gates screen parking which occurs between them.

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SPRINGFIELD

HISTORIC
STRUCTURES

DOWNTOWN

GROWTH
DEVELOPMENT

PR/UDAT 1979

PR/UDAT INTERVIEWS

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Commissioner "Ossie" Langfelder, Springfield Dept.
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Commissioner Tom Pape, Springfield Department of
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Commissioner Paul Bonansinga, Springfield Department
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Harry Daniels, President, Chamber of Commerce
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Bob Litvan, AIA
Willard Bunn, Jr., Chairman, Springfield Marine Bank,
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Douglas Freyder, Illinois Bell Telephone Company
William C. Telford, former Springfield Mayor
Lowell Anderson, Illinois State Museum
Jim Hickey, Illinois State Museum
Rev. Howard Milkman, First Presbyterian Church
Carolyn Oxtoby, Property Owner
Jim Roberts, Roberts Brothers

Edward Najim - Horace Mann Insurance
Alvin Becker - Illinois National Bank, Trust Officer
John Miller - City Parking Commissioner
George Hatmaker - Capitol City Railroad Relocation
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Art Lauer - SCADA, Retail Council
Ralph Hurwitz - Realtor
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Howard Veal - Urban League
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Owen Anderson - Chamber of Commerce
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Stanley Stern - Developer
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SCADA

AMERICAN INSTITUTE OF ARCHITECTS
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Central Illinois Chapter
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**...TREND NEED NOT
BE DESTINY...**

AIA DESIGN STUDY

**...TO REALIZE THE
POTENTIAL OF...
DOWNTOWN
SPRINGFIELD**