

ENOS PARK NEIGHBORHOOD

Springfield, Illinois

M A S T E R P L A N

PREPARED FOR:

Enos Park Neighborhood
Improvement Association

City of Springfield

PREPARED BY:

Mansur Real Estate Services

The Lakota Group

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ACKNOWLEDGEMENTS

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ENOS PARK NEIGHBORHOOD

SECTION 1: INTRODUCTION

PLANNING MISSION

The Enos Park Neighborhood Improvement Association (EPNIA) engaged Mansur Real Estate Services of Indianapolis and The Lakota Group of Chicago to assist in the creation of a Master Plan and Implementation Strategy for the historic Enos Park neighborhood of Springfield, Illinois. The planning assignment was funded by the City of Springfield through its Enos Park Tax Increment Finance District. City staff as well as staff from the Springfield-Sangamon County Regional Planning Commission (SSCRPC) provided technical assistance and leadership to the project.

The primary purpose of the Master Plan is to create a long-term vision and action strategy for future revitalization activities within Enos Park, which encompasses approximately 36 blocks of residential, business and institutional properties as located within the Mid-Illinois Medical District. As the City seeks to adopt and implement comprehensive reinvestment policies and strategies throughout Springfield's various neighborhoods, it is also the intent that the Enos Park Neighborhood Master Plan serve as a model for future planning and development initiatives.

The Enos Park Master Plan presents an important opportunity for the EPNIA, the Mid-Illinois Medical District Commission (MIMDC), Springfield-Sangamon County Regional Planning Commission, City of Springfield, the Springfield Art Association and other civic partners to address and achieve the following objectives:

- Develop a clear, compelling vision for the future of Enos Park with realistic and achievable action steps for implementing the vision.*
- Respect the neighborhood's special history, building resources and architectural character.*
- Encourage new investment in Enos Park from the public, private and non-profit sectors.*
- Achieve a balance between housing rehabilitation and infill development to reduce blight and increase density, while maintaining the neighborhood's historic character.*
- Encourage continuous collaboration between the EPNIA, City, MIMDC, SSCRPC and other important organizations.*
- Build upon the 2005 Mid-Illinois Medical District Master Plan.*
- Improve the neighborhood's infrastructure and open spaces, including parkways, streets, sidewalks, alleys and parks.*
- Enhance Enos Park's "connectivity" to Downtown, the surrounding Medical District and other important places.*
- Determine organizational models that could best carry forward the neighborhood revitalization effort.*
- Recommend changes to zoning and other regulatory mechanisms to remove obstacles to revitalization.*
- Create a "brand" or identity for Enos Park as a historic neighborhood that promotes its strengths and opportunities to homebuyers and investors.*

PLANNING PROCESS

The planning process for the Enos Park Master Plan and Implementation Strategy involved three phases: an assessment of current conditions within the neighborhood, a “visioning” phase in which alternative planning concepts and implementation strategies were developed and a final plan-making phase in which an optimal planning framework and implementation steps were determined.

PHASE 1: STATE OF THE NEIGHBORHOOD

The first phase of the Enos Park planning process, which began in March 2010, was a comprehensive assessment of current neighborhood conditions. The consultant team conducted various interview sessions with key stakeholders, reviewed relevant planning documents and studies and conducted extensive fieldwork to document existing conditions. The EPNIA, City and SSCRPC provided valuable assistance by organizing meetings, collecting information and furnishing maps/data from the County’s geographic information system.

PHASE 2: COMMUNITY VISIONING

The second stage of the process, the “visioning” phase, was conducted to explore a range of ideas and concepts for neighborhood revitalization. A community workshop was held with approximately 70 stakeholders providing input and suggestions regarding the concepts. Additional meetings with the Enos Park Steering Committee, City, the SSCRPC and other stakeholders were also conducted.

PHASE 3: MASTER PLAN

The last “plan-making” phase included the development of the final Master Plan and an Implementation Strategy based on the preferred revitalization goals determined by neighborhood stakeholders.

PLAN PURPOSE

The primary purpose of the Plan and Strategy is to create a long term vision and action plan for future revitalization activities within Enos Park. As the City seeks to adopt and implement comprehensive reinvestment policies and strategies throughout Springfield’s various neighborhoods, it is the intent that the Enos Park Neighborhood Master Plan may serve as a model for future planning and development initiatives.

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SECTION 2: STATE OF THE NEIGHBORHOOD

LAND USE

Enos Park is a residential neighborhood located adjacent to Downtown Springfield and within the Mid-Illinois Medical District (See Figure 2.1: Regional Context). The neighborhood is bounded on the west by Second Street, North Grand Avenue on the north, Tenth Street to the east and Carpenter Street on the south (See Figure 2.2: Neighborhood Context).

Enos Park is considered one of the more historically important neighborhoods within the City as it was developed between the 1820s and 1920s when Springfield grew and prospered as a center of commerce and government. During that time, it was home to many prominent Springfield citizens and businessmen, including Benjamin Edwards, related by marriage to President Abraham Lincoln. His home, Edwards Place, is home today to the Springfield Art Association and is a significant anchor within the neighborhood.

Over the last several decades, the neighborhood declined as residents moved to the edges of the City and Enos Park's once elegant homes were converted to multi-family apartments. Today, much of the neighborhood's traditional residential fabric remains intact, although many significant homes and other historic resources have been lost in recent years to demolition and encroachment of other land uses, especially along North Grand Avenue, Ninth Street and Carpenter Streets. While the neighborhood continues to experience a slow erosion of its neighborhood fabric and housing stock, it has a number of strengths and attributes that can facilitate its revitalization:

- ❑ **Central Location:** Enos Park is located directly north and within a short walking distance of Downtown Springfield and its shopping and tourism attractions, including the Abraham Lincoln Presidential Library and Museum, Lincoln Home National Historic Sites, Illinois State Capitol and the Union Station Visitors Center and Park. It is also only a few minutes driving time to other destinations including Abraham Lincoln Capital Airport, Oak Ridge Cemetery and other City commercial centers.

- ❑ **Mid-Illinois Medical District:** Located within the boundaries of the recently created Medical District, Enos Park is adjacent to hospitals, medical facilities and institutions that employ 12,000 people. The MIMD has potential to expand employment and economic opportunities within and around Enos Park. The District has already developed and adopted a master plan for its future development and considers the Enos Park neighborhood



Old State Capitol, downtown Springfield



Downtown Springfield



Abraham Lincoln Presidential Library and Museum



Southern Illinois University medical facilities within the Mid-Illinois Medical District



A rehabilitated Italianate home in Enos Park



Queen Anne residence



A gable fronted Queen Anne cottage



A refaced and substantially altered multi-family residence

a critical component to its overall vision of promoting a vibrant “North Downtown” district.

- ❑ **Traditional Neighborhood Character:** Enos Park has tree-lined streets, Victorian-era homes and well-maintained parks, which contribute to its traditional, pedestrian-oriented neighborhood environment. The City recently completed improvements on the street lighting along Fifth and Sixth Streets to reinforce this character. High-quality improvements to the housing stock and infrastructure can further enhance the neighborhood.
- ❑ **Investment Opportunities:** Although the condition of the building stock in Enos Park varies, the neighborhood provides housing for diverse income levels. New infill development could recreate the original density of the neighborhood, which in turn will help support new retail and other economic uses.

RESIDENTIAL

Residential is the predominate land use in the Enos Park study area and consists primarily of single-family homes located along the Second, Third, Fourth, Fifth, Sixth, Seventh, Eighth and Ninth Street corridors (See Figure 2.3: Existing Land Use). The majority of housing stock has been constructed before 1945, with a significant portion before 1900. Approximately 50 percent of the single-family homes have garages, and a majority are alley-loaded.

Historically, residential land uses extended fully from these corridors to Carpenter Street and North Grand Avenue, as well as east and west to Second and Ninth Streets, respectively. Over the decades, residential land uses, particularly along the North Grand Avenue and Carpenter Street corridors, have been lost to encroachment of commercial and institutional land uses.

The neighborhood’s single-family housing consists of a mix of Victorian era homes and early 20th Century Revival style and bungalow residences. The Victorian homes, typically designed in the Queen Anne and Italianate architectural styles, are usually two to three stories in height and constructed in brick or wood. Many of these homes have been refaced over the years in vinyl, aluminum and asphalt siding.

There are few multi-family developments in Enos Park. These include three historic properties along the 700 block of North Fifth Street, one of which, the Enos Flats Building, is undergoing an extensive rehabilitation. All three properties are considered eligible for City Landmark designation and listing in the National Register of Historic Places.

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There are three other multi-family buildings located within the neighborhood including 1025 North Sixth Street, currently vacant, and 1151 North Eighth Street, which is the Hildebrandt Senior Housing Complex currently operated by the Springfield Housing Authority. The third, a new row house development, is located at 631 North Sixth Street.

A new subsidized housing development is currently being planned to the east of the Hildebrandt Senior Housing complex by Bluestem Housing Partners. As part of this project, a vacant restaurant and metal warehouse along Ninth Street will be demolished and a new 4-story building constructed with 36 units.

While there are few multi-family housing developments within Enos Park, such as townhomes, apartments or condominiums, numerous single-family homes were converted to two or more dwelling units over the decades as neighborhood conditions declined. If improperly zoned, constructed and/or managed, such conversions can negatively affect the stability of a neighborhood as homeownership declines and property crowding and population turnover increases.

COMMERCIAL

Commercial land uses are currently concentrated along North Grand Avenue and at the southeast corner of Enos Park at Ninth and Tenth Streets (See Figure 2.3: Existing Land Use). A neighborhood shopping center, located at North Grand Avenue and Fifth Street, includes an Aldi Grocery, Dollar Store and several service related establishments. To the west of the shopping center, across Fifth Street is a Qik-N-EZ gasoline station. Three blocks to the west is a single-story commercial building that currently houses a discount smoke shop. At the 1100 block of Ninth Street and North Grand Avenue are Walgreens and CVS drug stores. Along the Ninth and Tenth Street corridors, there are a variety of commercial establishments ranging from fast-food restaurants, auto supply stores and gasoline stations. Springfield Electric Supply, a significant employer and commercial establishment within Enos Park, is located at Ninth Street and Enos Avenue. Most of the commercial uses located in the area are oriented to the auto traffic along North Grand Avenue and Ninth Street. Few are developed as pedestrian-oriented establishments that reinforce the historic character of Enos Park or other surrounding neighborhoods.

INSTITUTIONAL

Although the campuses of Memorial Hospital and St. John's Hospital are not located within the Enos Park study boundaries, many of their ancillary and associated medical and office facilities are situated along the neighborhood's Carpenter Street corridor. These facilities include St.



The Enos Flats row houses



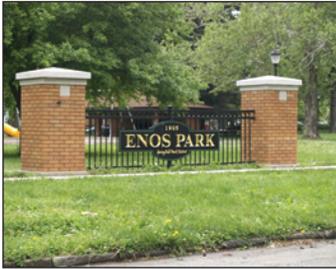
Multi-family at 631 North Sixth Street



Home Style Cafe, Ninth Street, single-story pedestrian-oriented commercial use



Qik-N-EZ gas station, North Grand Avenue, auto-oriented commercial use



Enos Park was recently rehabilitated by the Springfield Park District

John's College of Nursing, Prairie Diagnostic Center, Ronald McDonald House and several medical offices. Other facilities, including parking lots and a medical supply building associated with Memorial Hospital, are located along the Second Street corridor within Enos Park. Beyond the Medical District facilities, other institutional uses include the historic Kumler United Methodist Church at Fifth and Carpenter Streets, Third Presbyterian Church at Bergen and Seventh Streets and McClernand Elementary School at Enos Avenue and Fifth Streets. Lanphier High School is located a block northeast of the Enos Park neighborhood.



Third Presbyterian Church

Gehrmann Park and the recently renovated Enos Park are two parks within the neighborhood that are maintained by the Springfield Park District. The neighborhood's most significant cultural institution is the Springfield Art Association, which occupies a large site that includes the historic Edwards Place at Union and Fourth Streets.

PLANNING/ZONING

The following is a brief overview of current plans and policies that support planning and revitalization activities within the Enos Park neighborhood.



Kumler United Methodist Church, from EPNIA website.

Planning

Springfield 2020 Comprehensive Plan

Adopted in 2001 by the Springfield City Council, the 2020 Comprehensive Plan provides the policy framework for land use decisions within the City of Springfield. The Plan outlines 13 different land use classifications, such as low density residential and neighborhood commercial, with a land use map divided into 50 sectors.

The Enos Park neighborhood, along with the MIMD is located in Sector 17. The Comprehensive Plan recognizes the potential for Enos Park to *"...become one of the city's finest old neighborhoods if the current restoration efforts continue."* In addition, the Plan recommends *"the city should concentrate its housing programs, including code enforcement, in this area to promote continued stability"*, and to discourage additional strip mall development from occurring around the neighborhood's fringes.



St. John's Hospital

Enos Park Tax-Increment Redevelopment Plan

In 1997, a Tax-Increment Redevelopment Plan was created and adopted by the City of Springfield to establish a Tax-Increment Financing District for the Enos Park neighborhood to *"...induce the investment of private capital,"* in the neighborhood and to undertake public projects such as

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street construction, utility work, land assembly, property rehabilitation, developer assistance and other TIF eligible activities. The Plan recommends a redevelopment program and budget of \$12.2 million to finance various public improvements, property rehabilitation, land assembly activities and professional consultation services. The Enos Park TIF district is scheduled to expire in December 2020.

Mid-Illinois Medical District Master Plan

In 2005, a Medical District Master Plan was created to provide an overall vision for how the district should develop given its land use opportunities and constraints. That Plan's objectives include strengthening linkages between the District and Downtown Springfield, promoting mixed-use projects and encouraging neighborhood conservation and infill development. Enos Park is located entirely within the boundaries of the MIMD, creating unique opportunities for coordinated development, employer assisted housing, infrastructure improvements and institutional expansion.

The MIMD Plan includes numerous elements and recommendations including: eliminating freight traffic through the neighborhood/district and rehabilitating Enos Park's housing stock, converting the Third Street rail corridor to a regional greenway, and encouraging appropriate new mixed-use development along Carpenter Street.

Zoning

The following zoning districts are located within the Enos Park neighborhood:

- S-3: Central Shopping District
- R-2: Single-Family and Duplex Residential District
- R-3B: General Residential District
- I-1: Light Industrial District

S-3: Central Shopping District

This district is designed to provide for a wide range of retail stores, office buildings, and amusement and service activities, which occupy prime retail frontage in a centrally located and intensively developed business area. The district includes areas of concentrated business activities where pedestrian activity is encouraged rather than the use of a vehicle. The S-3 zone can be found along North Grand Avenue at the north end of the study area. There are no front yard building setbacks for the S-3 District, which allows buildings to be constructed up to property lines. This is an appropriate standard for a pedestrian-friendly and walkable shopping district. This type of environment can be successful as long as adequate sidewalk/streetscape space that buffers pedestrians from the roadway is provided.

Off-street parking requirements for uses within the S-3 Central Shopping District zone are governed under the provisions of Article V, Title XV of the City's Land Usage code. For general office and retail uses, 1 parking space per 200 square feet is required. For restaurants and entertainment establishments, 1 space per 100 square feet is required. These requirements equate to 5 to 10 parking spaces per 1000 square feet of retail, restaurant and office space, which is above the typical requirement of 3.3 to 4 parking spaces per 1,000 square feet of commercial space for small to mid-sized businesses that would locate along the perimeter of Enos Park.

It appears that the S-3 District is appropriate for the Enos Park Neighborhood as it allows for a wide variety of commercial and professional office uses that would be attractive to local residents who are within walking distance as well as motorists along North Grand Avenue. However, auto-oriented uses such as banks and restaurants with drive-through facilities are permitted uses in the S-3 Districts. These uses are not appropriate for the northern edge or gateway of the neighborhood since they take up additional land for driveway space.

R-2: Single Family and Duplex Residential District

The R-2 Single-Family and Duplex Residential District allows for single-family and two-family residential development. The minimum lot size requirement for a single-family lot is 6,000 square feet and a duplex lot is 3,000 square feet. The minimum lot width is 50 feet. It should be noted that typical lot widths in Enos Park are 40 feet. The 50 foot minimum lot width would prohibit infill housing development that would be more appropriate to the scale of the neighborhood. Other permitted uses in R-2 include uses permitted in R-1 single-family residence districts, duplexes and townhouses consisting of two units and family day-care homes.

The R-2 lot requirements are not appropriate for the densities that exist and/or that should be achieved in the future in Enos Park. Parking requirements for the R-2 District include 1 parking space per unit for single-family detached dwellings and 1.5 spaces per multi-family attached housing. Both ratios are appropriate for these types of density. Duplexes and rowhouse/townhomes should be considered as special uses and only be allowed on blocks defined for multi-family development in the Enos Park Master Plan.

R-3B: General Residential District

This district allows for all types of residential buildings with appropriate standards for density, open space, and building spacing. This district also includes community facilities and public open space, which serve local residents. The R-3B District allows for a minimum lot size of 6,000 square feet for single-family dwellings, 3,000 for duplexes and townhouses and 2,500 for multi-family dwellings. These lot requirements are not appropriate for the densities that exist and/or that can be achieved in the future in Enos Park. As in the R-2 District, the minimum lot width is 50 feet for single-family homes, 35 feet for townhomes. As noted above, the lot width requirement is appropriate for townhomes, but may not be appropriate for the new single-family homes. Parking requirements for the R-3B District include 1 parking space per unit for single-family detached dwellings and 1.5 spaces per multi-family attached housing. Both ratios are appropriate for these types of density.

I-1: Light Industrial District

This district is designed for a wide range of manufacturing and other industrial activities which are completely enclosed within buildings. The I-1 District can be used as a buffer between commercial, residential and heavy industrial uses as it does not allow for businesses that produce objectionable noises and odors such as those found in the City's I-2 classification. Consideration should be given to the appropriateness of this classification within the Enos Park neighborhood as industrial businesses are considered a conflicting land use.

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ZONING SUMMARY

The majority of the Enos Park neighborhood is classified as R-2, which is not appropriate for encouraging the neighborhood to remain predominantly single-family, while allowing for rowhouse/townhouse development to take place. However, there are portions of the neighborhood that are designated R3-B, which may not be appropriate for certain areas of the neighborhood, especially along Sixth and Ninth Streets. In addition, the commercial zoning designations found along North Grand Avenue and Ninth Street may be appropriate in terms of permitted setback and lot requirements but the uses allowed, such as auto-oriented businesses and drive-in restaurants, may not be appropriate in promoting pedestrian-oriented development. Industrial zoned land along the Tenth Street corridor will need to match the recommended land use of the Enos Park Master Plan. The zoning within Enos Park is also cumulative in nature in which less intense uses, such as single family residential, is allowed in higher intensity commercial land use zones. Overall, the City should initiate adjusting and changing the zoning of Enos Park to accommodate the primarily single-family residential housing recommended in the Master Plan and pedestrian oriented uses and parking requirements along the commercial corridors..



A Queen Anne house in good condition with some alterations



A gabled-fronted Italianate in fair condition

PHYSICAL CONDITIONS

The physical appearance of the Enos Park neighborhood is important in maintaining its historic character and property values, fostering an active pedestrian environment and promoting civic pride in its history and architecture. Its physical environment affects its “curb appeal”, including sidewalks, streets, parkways, alleys, streetscape, signage and open space as well as the adjacent Medical District buildings,



A vacant Queen Anne cottage in poor condition along Fourth Street

PROPERTIES

Driving and walking tours of the neighborhood were conducted property-by-property along each street to assess general physical conditions. Approximately 839 properties were surveyed, which included properties with buildings and those that are vacant. Property condition lists prepared by the Enos Park Neighborhood Improvement Association as well as a 1997 architectural resources survey of the neighborhood conducted by the Historic Sites Commission were also reviewed and incorporated into the assessment. The following is a summary of properties by land use (See also Figure 2.4 Property Conditions).



A boarded and vacant home along Third Street



Queen Anne home in excellent condition

Properties with Buildings (by Land Use)

Commercial	41
Institutional	22
Office	7
Industrial	1
<u>Residential</u>	<u>651</u>
Subtotal:	722
<u>Properties with no buildings (vacant lots)</u>	<u>118</u>
Total Enos Park properties	840

A rating criteria to evaluate property conditions was developed that includes the following levels:



Vacant commercial property on Enos Street

- Good Condition:** Property is well maintained with no damage to exterior features and retains much of its original building materials, details and finishes.
- Fair Condition:** Property may have experienced lower quality alterations to the original façade and building materials, including the installation of new siding. There may also be alterations to interior configurations as well as deteriorating roofs, walls and foundations.
- Poor Condition:** These properties may exhibit signs of structural and building envelope failures including deflected walls, foundation cracks, shifting foundations, and missing roof materials, gutters, windows and doors.
- Vacant Buildings:** These are properties with buildings that may be vacant, boarded and/or have utilities shut off.
- Vacant Lots:** Properties with no buildings present.



Vacant commercial property on Ninth Street

More specifically, the assessment of the 651 residential properties within the Enos Park Neighborhood determined the following conditions:



Trash found in side yard

- Good Condition:** 192 (29%) properties were determined to be in good condition. A majority of these properties were located along the Sixth and Seventh Street corridors with a significant concentration along the 800 block of Fifth Street.
- Fair Condition:** 267 (41%) properties were assessed as fair condition with significant concentrations within all neighborhood streets.

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- ❑ **Poor Condition:** 191 (29%) properties were assessed as poor condition. Significant pockets of buildings rated in disrepair exist along the 800 block of Ninth Street, 900 and 1000 blocks of Fifth Street and 1100 block of Fourth Street.

Of the 651 residential properties with buildings, the assessment also noted the following:

- ❑ **335 (51%)** buildings appeared to be occupied single-family homes.
- ❑ **239 (38%)** buildings appeared to be single family homes converted to multiple rental units.
- ❑ **3** buildings appeared to be single family homes converted to office/commercial uses
- ❑ **5** buildings are apartments or row houses.
- ❑ **27** buildings are boarded.
- ❑ **39** buildings were not boarded but appeared to be vacant.

The conditions assessment also addressed a property's front yards and side yards. In general, a majority of yards were kept in good condition, with a few considered in poor condition with unmowed lawns and various objects, items and litter left in side and rear yards.

The above assessment will help shape the vision of how Enos Park should be revitalized, including whether some properties should be rehabilitated and re-used or others demolished to make way for new infill development. It indicates that approximately 70% of the neighborhood's residential buildings are in fair to poor condition, and 118 or 14% of its properties are vacant lots. These factors indicate that Enos Park is in serious need of major revitalization interventions and strategies that reverse the downward spiral of property deterioration and property loss. This is especially critical given the area's age, mostly wood frame construction, historic Lincoln era significance and proximity to the region's two major economic engines – Downtown Springfield and the Mid-Illinois Medical District.

It again should be noted that additional fieldwork may be needed to further confirm property conditions, especially those housing units considered "moving targets" that are boarded or vacant units and may be in a state of transition between owners or occupants. Housing conditions should be confirmed with a qualified preservation architect



Street with no curbs, gutters and lack of parkway landscaping



Trash found in rear and side yards .



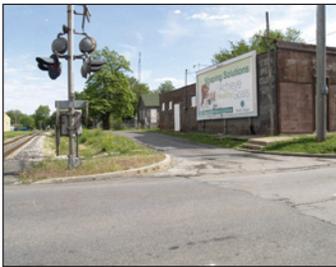
New light standards along Sixth Street parkway



Brick sidewalks and Street should be preserved and rehabilitated



Third Street at Carpenter does not accommodate two-way travel.



Third Street at Carpenter Street



Alley in poor condition

for those properties rated in fair to poor condition. Other vacant units may have good interior conditions suitable for occupancy. Also, the field assessment considered current conditions and not the historic or architectural significance of individual properties, which is discussed later in Historic Preservation.

INFRASTRUCTURE

As with the building stock, Enos Park's streets, parkways and alleys, are in varying states of condition ranging from good to poor. (See **Figure 2.5: Neighborhood Conditions**). Fifth and Sixth Streets, generally considered to be major connector streets between the neighborhood, Downtown and areas north of North Grand Avenue, are in good condition with limestone curbs, sidewalks and fairly even paving surfaces. New streetlights with a historic look have recently been installed along these streets. Parkway along Enos Park's streets are mostly in good condition with mature trees and somewhat consistent landscaping. On several blocks sidewalks are missing, in poor condition and/or covered by overgrown grass and vegetation. In some areas, the neighborhood's original sidewalks, constructed in a brick herringbone pattern, still exist.

Second, Third, Seventh, Eighth and Ninth Streets were rated in fair condition with some street segments having deteriorating pavement and missing curbs and sidewalks. Several side streets including Phillips, Bergen, Enterprise and Division Street are in poor condition with missing curbs, uneven and deteriorated pavement and missing sidewalks. Several intersections are in poor condition, including the one at Union and Third Streets, Rafter and Fifth, and the railroad crossing just south of North Grand Avenue and Sixth Streets. These intersections need pavement and curb improvements. A railroad viaduct at Union Street, constructed to support the Union Pacific rail line, is in fair condition. A majority of the Enos Park alleys are also in poor condition.

In addition to addressing the building conditions noted earlier, it is critical that the overall infrastructure of the neighborhood is improved in a comprehensive manner. The "curb appeal" of a community sets the tone for an area's character, interest and value. Broken or missing sidewalks, poor paving conditions along streets and alleys and overgrown or poorly landscaped parkways are contributors to the downward spiral of the area's housing conditions as well as its perception as a safe, desirable place to live and visit.

Another factor affecting the viability of the neighborhood is the sporadic dumping of trash and garbage, which is an issue raised by EPNIA board members and observed in the field by the consultant team. Currently garbage collection is conducted by a variety of haulers on a property-by-property basis, which has encouraged non-participation by some local

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residents and random dumping of garbage throughout the neighborhood. A more comprehensive and organized approach to neighborhood garbage collection is needed.

TRANSPORTATION

STREET SYSTEM

Enos Park's street system consists of a combination of one and two-way residential streets with Ninth and Carpenter Streets and North Grand Avenue serving as collector and arterial streets at the boundaries of the neighborhood. Ninth Street is also designated as part of the Interstate 55 Business Route, a significant transportation route connecting central Springfield to Interstate 55. Second Street along with Walnut Street on the west edge of the Medical District, connects Enos Park with Oak Ridge Cemetery, the State Fairgrounds and Abraham Lincoln Capital Airport.

There are 13 signalized intersections around the perimeter of the Enos Park neighborhood along Carpenter Street and North Grand Avenue. Two signalized intersections are located within the neighborhood along Enos Avenue at Ninth and Fifth Streets.

The interior neighborhood streets (Fourth, Fifth, Sixth and Seventh) are designated for one-way traffic, while Second, Third, Ninth and Tenth Streets are two-way (**See Figure 2.5: Neighborhood Conditions**). The one-way streets, particularly Fifth and Sixth Streets, appear to have been designated as one-way travel corridors to facilitate traffic movement through the neighborhood. These one-way streets are not conducive to promoting a pedestrian friendly residential environment and make navigating the neighborhood by car confusing. One-way streets may also increase travel distances for motorists seeking local destinations as well as encourage "cut-through" traffic. It did not appear during field observations that significant traffic volumes existed to warrant the one-way street designations. A general assessment by SSRPC staff concluded that changing the one-way streets to two-way within Enos Park would not cause significant traffic impacts on Carpenter Street and North Grand Avenue. Additional study will be needed to determine potential impacts on converting the one-way streets on local streets within the Enos Park neighborhood.

Connectivity within the neighborhood street pattern is also hampered by the existence of a dead end at Fifth and Rafter Streets as well as a narrowed Third Street between Union and Carpenter Streets.

PUBLIC TRANSIT

The Enos Park neighborhood is currently served by two bus lines operated by the Springfield Mass Transit District. Route #1, which operates on Fifth and Sixth Streets, connects Enos Park with Springfield College to the north and Downtown and other areas to the south. Route #2 operates along Ninth Street and connects the Enos Park neighborhood to the Illinois State Capitol and Wal-Mart Super Center along North Dirksen Parkway. Another bus route provides service to Memorial Hospital and operates along First, Carpenter and Rutledge Streets just east of the Enos Park neighborhood boundaries.

Amtrak operates daily passenger service between Chicago and St. Louis with its station located at 100 North Street. This train service currently uses the railroad tracks that cut through the Enos Park

HIGH SPEED RAIL

The City of Springfield is currently reviewing a plan proposed by the State of Illinois and U.S. Department of Transportation to introduce high-speed rail service between Chicago, St. Louis and other large Midwest cities. The EPNIA has been active in advocating that the Tenth Street corridor rather than the Third Street railroad corridor be considered for high speed rail service. An environmental assessment study is under way by the State to determine the potential impacts of a high-speed rail corridor on both the Third and Tenth Street corridors. Introducing high speed rail as well as adding more freight traffic to the Third Street corridor will significantly increase the already negative impact the rail line has on Enos Park and the Medical District. As noted earlier, the MIMD Master Plan recommends eliminating freight traffic through the neighborhood and converting the rail corridor to a regional trail.

DEMOGRAPHICS

The following information and observations represent an overview of the current demographic profile of the Enos Park neighborhood (See **Table 2.1: Summary Demographics on following page**).

- ❑ Population within Enos Park has declined at a significantly higher rate, 10.6% versus 2.9%, than the broader 5-mile radius between 2000 and 2009.
- ❑ Housing units show a significantly higher percentage of renter occupied and vacant units than the broader 5-mile radius throughout the time periods identified. Additionally, a significant increase in vacant units occurred between 2000 and 2009.
- ❑ Median household income within Enos Park is significantly lower, less than half, than the median household income within the broader 5-mile radius. In comparing, Department of Housing and Urban Development FY 2009 income limits for the Springfield Metropolitan Statistical Area and Enos Park's 2009 median household income for a 2 person average household, the neighborhood's median household income is approximately 40% of the HUD income limit.
- ❑ Home values within Enos Park realized a slightly lower (approximately 5%) increase than the broader 5-mile radius between 2000 and 2009.
- ❑ The median age within Enos Park remained relatively stable with a slightly younger population, while the broader area showed an aging population.

HISTORIC PRESERVATION

Enos Park is considered one of the more historically and architecturally important neighborhoods in Springfield. Although not part of the original platted town of Springfield, Enos Park was largely developed between the 1830s to the 1900s as a predominately residential neighborhood with homes developed for Springfield's wealthy citizens and working class alike. Enos Park is named after Pascal Enos, a native of Connecticut who settled in Springfield in the 1820s, and who, along with John Taylor, Elijah Iles and Thomas Cox, platted the first sections of central Springfield. During the 1800s, the neighborhood grew as

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Table 2.1 Enos Park Summary Demographics

CATEGORY	ENOS PARK	1 MILE	3 MILE	5 MILE
POPULATION				
2000 Population	3,172	10,382	77,918	121,131
2009 Population	2,833	10,052	74,066	118,352
2014 Projected Population	2,721	9,762	72,538	117,205
HOUSEHOLDS				
2000 Households	1,447	4,436	34,510	53,325
2009 Households	1,298	4,264	33,293	52,908
2014 Projected Households	1,248	4,145	32,786	52,684
HOUSING UNITS				
Housing Units	1,897	5,350	38,723	58,791
2000 Owner Occupied	23.7%	33.1%	53.9%	57.8%
2000 Renter Occupied	52.6%	49.9%	35.2%	32.9%
2000 Vacant Homes	23.7%	17.1%	10.9%	9.3%
Housing Units	1,919	5,638	39,712	61,221
2009 Owner Occupied	20.4%	29.7%	50.0%	54.4%
2009 Renter Occupied	47.2%	45.9%	33.9%	32.0%
2009 Vacant Homes	32.4%	24.4%	16.2%	13.6%
Housing Units	1,919	5,638	39,790	61,633
2014 Owner Occupied	19.9%	29.0%	49.4%	54.1%
2014 Renter Occupied	45.1%	44.5%	33.0%	31.4%
2014 Vacant Homes	35.0%	26.5%	17.6%	14.5%
MEDIAN HOUSEHOLD INCOME				
2000 Median Household Income	\$ 17,192	\$ 24,526	\$ 33,632	\$ 37,515
2009 Median Household Income	\$ 21,266	\$ 28,570	\$ 42,536	\$ 48,136
2014 Projected Median Household Income	\$ 22,029	\$ 30,623	\$ 45,583	\$ 49,735
MEDIAN HOME VALUE				
2000 Median Home Value	\$ 47,475	\$ 52,976	\$ 66,855	\$ 76,396
2009 Median Home Value	\$ 60,000	\$ 70,087	\$ 88,331	\$ 100,696
2014 Median Home Value	\$ 67,727	\$ 75,289	\$ 97,752	\$ 111,811
MEDIAN AGE				
2000 Median Age	36.5	36.0	36.2	37.4
2009 Median Age	35.7	37.9	38.0	39.3
2014 Median Age	35.4	38.3	38.6	39.9

a succession of new subdivisions as the City prospered as an economic and government center. Important citizens such as Shelby Cullom, twice Governor of Illinois, Benjamin Edwards and Ozias M. Hatch, an Illinois Secretary of State, bought land and constructed homes in Enos Park, along with doctors, lawyers and entrepreneurs who developed property. The neighborhood would also be settled by several immigrant groups including Germans, Italians and Lithuanians.

Enos Park has a diversity of architectural styles ranging from the Italianate and Queen Anne architectural styles, which were the predominate styles of homes constructed in the 1800s, to the Craftsman and Revival styles popular during the early 1900s. Vernacular building types such as front-gabled and T-Shaped homes and cottages were common along with shotgun houses, upright and wings and apartment blocks and flats. The variety of building forms and architectural styles reflects the historical development of the neighborhood as high-style Queen Anne and Italianate homes were constructed for the more wealthy families of Enos Park, especially along Fifth and Sixth Streets, and the simpler vernacular homes for the working class at the edges of the neighborhood. The vast majority of the homes in Enos Park have been built before 1945. Over the decades, as Enos Park declined economically, an erosion of the neighborhood's built fabric began to take place. Several of the neighborhood distinctive homes were lost to demolition including the Charles Gehrman home, Shelby Cullom residence and Second Empire/Queen Anne Ozias Hatch house.

ARCHITECTURAL RESOURCE SURVEY

In 1997, the Springfield Historic Sites Commission commissioned Fever River Research to conduct an intensive survey of Enos Park's architectural resources and to inventory its historically and architecturally significant properties. The Architectural Resources Survey was funded by a Certified Local Government Grant through the Illinois Historic Preservation Agency, and was conducted as part of the City's ongoing program to inventory historic building resources within Springfield's central core, generally between North and South Grand Avenues, MacArthur Boulevard to the west and 18th Street to the east. The survey provides in-depth information regarding the historical development of the neighborhood and its architectural resources. Approximately 559 properties within Enos Park neighborhood were surveyed (**See Figure 2.6: Architectural Resource Survey**). In addition to the Fever River Architectural Resources Survey, two other surveys of the Enos Park neighborhood, sponsored by the State of Illinois, were undertaken during the 1970's. The Illinois Historic Landmarks Survey, completed in 1973, noted only two buildings of historic and architectural importance—the Edwards Place and Ferguson House. The Historic Structures Survey, also completed in 1974, noted nine other buildings as significant including the Kumler United Methodist Church, the former McClernand School Building, and five other residences.

Fever River Research utilized a standard survey methodology. Buildings were evaluated for their historical and architectural significance according to the National Register Criteria for Evaluation, established by the National Park Service of the U.S. Department of the Interior, and the guidelines "How to Conduct a Local Survey of Architectural and/or Historical Resources" published by the Illinois Historic Preservation Agency. Background historical research was conducted using Sanborn maps, city directories, newspapers, published histories, vanity publications and previous National Register nominations. The survey was undertaken using a customized survey form documenting a building's street address, physical characteristics, building materials, historical documentation, and its eligibility for designation in the National Register of Historic Places or listing as a City of Springfield landmark. The Architectural Survey includes a summary listing of all surveyed properties according to their survey number, address, style and vernacular type. It

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should be noted that the area surveyed included the boundaries of North Grand Avenue and Carpenter, Third, and Ninth Streets. Properties located the Second and Tenth Street corridors were not surveyed. The survey also documented a building's overall exterior condition and architectural integrity. A building that had changed little since its original construction was generally assessed in "excellent" condition. Those that have been modified, lost original ornamentation or had been covered in siding, but had maintained their overall building forms and original porches were assessed in "good" condition. Buildings with considerable alterations, including changes in building form and materials were ranked as being in "poor" condition. The survey preparers did note that the architectural and structural integrity of buildings ranked good or poor could be changed if "careful rehabilitation" is undertaken to remove siding or other alterations. Other buildings may have historical or archaeological significance, which may confirm the need to preserve such resources even though their condition may be rated fair or poor.

SIGNIFICANT BUILDINGS

The Architectural Resources Survey provides specific recommendations for which historic resources are individually eligible for listing or designation in the National Register of Historic Places or as City of Springfield Landmark. The National Register of Historic Places is maintained by the National Park Service and is the nation's official list of historic and cultural resources worthy of preservation. While the National Register does not place obligations or restrictions on properties, building owners may be eligible to apply for certain Federal and state tax incentives including the Property Tax Assessment Freeze Program, administered by the Illinois Historic Preservation Agency, and historic preservation easements, which provide owners of designated properties substantial tax benefits. National Register eligible properties are also subject to review and compliance requirements under Section 106 of the National Historic Preservation Act regarding any Federal funded or licensed programs or actions that may negatively affect such properties. Edwards Place and the John F. Bretz House are the only two buildings within Enos Park that are currently listed in the National Register.

City of Springfield Landmarks, however, do require that any plans for altering the exterior of a designated landmark or its demolition must first require a certificate of approval from the Springfield Historic Sites Commission. In addition, properties eligible for designation as City landmarks or listing in the National Register are also subject to a 30-day demolition delay procedure if a demolition permit for an eligible property has been filed, as specified under the Springfield historic preservation code (Chapter 101, Section 101.16., Springfield Code of Ordinances). For both National Register and City landmark eligible properties, owner consent is required for the designation to take place.

The Architectural Resources Survey lists 18 properties as individually eligible for both listing in the National Register of Historic Places and designation as a City Landmark. It also noted 26 properties as eligible for individual City landmark designation. The majority of these properties are located along the Fifth, Sixth and Seventh Street corridors. The Survey also notes, "...many of the buildings in the neighborhood would enhance their chances for National Register and City landmark listing simply by removing their vinyl siding and undertaking limited renovation/restoration work." Therefore, there may be potential for additional landmark eligible buildings if rehabilitation work is undertaken and additional research conducted to determine the historical significance of certain properties.

The condition of eligible properties based on recent field observations varies within the Enos Park neighborhood. Approximately 18 eligible properties are in good condition, 7 in fair condition, and 11 in poor condition. In addition, one building was observed as vacant and four have been demolished since

the Architectural Resources Survey was undertaken in 1997. Landmark eligible properties should be given a high priority for preservation and rehabilitation as part of the overall Enos Park revitalization strategy. According to Springfield's historic preservation code (Chapter 101, Section 101.50, Springfield Code of Ordinances), properties that are individually designated as City Landmarks can qualify for certain City economic incentives for restoration and rehabilitation. For property owners undertaking a significant rehabilitation project, with expenditures totally at least 25% of fair market value prior to the start of the project, all city sales taxes paid for that project can be rebated to the property owner upon submission of receipts. In addition, beginning with the calendar year when the project was initiated, all City property taxes will be rebated continuing for a two-year period provided that the rebate will not exceed the actual cost of the rehabilitation project. Following project completion, the City's property tax portion will be frozen at the assessed valuation established prior to the project for eight years followed by a four-year graduated transition to full assessed value. Properties located within a Springfield Historic District are also eligible for the incentive program. This incentive is modeled after the State of Illinois Property Tax Assessment Freeze program, which freezes the property tax portion from other taxing districts. Application to this program must be made to the Illinois Historic Preservation Agency.

HISTORIC DISTRICTS

As with individual historic resources, the Architectural Resources Survey provides recommendations on whether the Enos Park survey area is eligible for listing or designation as a National Register or City Landmark District. Again, as with individual properties, a district listed in the National Register does not place any obligations or restrictions on buildings, but does allow contributing and significant properties to be eligible for certain tax incentives and financial programs. Section 106 review and compliance requirements are also in effect if any Federal funded or licensed action impact resources within a National Register district.

For properties within a designated Springfield Historic District, the Springfield City Code notes that building owners seeking to alter or change their properties must seek approval of plans from the Historic Sites Commission. The Commission uses the Secretary of the Interior's Standards for Rehabilitation and other design review guidelines, as a basis for determining if such plans are appropriate. According to Springfield's historic preservation code (Springfield City Code, Chapter 101, Landmarks), to create a City Historic District, two-thirds of the property owners located within a proposed City Historic District must consent to a district designation. This is in contrast to National Register District designation provisions in which 51 percent of the property owners can reject the designation and preclude a proposed district from being listed. Requirements for two-thirds ownership consent may be a substantial obstacle to designating Enos Park as a City Landmark District, at least presently. A strong consensus would have to be developed among neighborhood homeowners to ensure that two-thirds of property owners within a proposed district would consent to the designation. At some point in the future, consideration should be given by the City and the preservation community to revise the owner consent provisions of the Springfield City Code.

An alternative to a City Landmark District is to designate portions or all of Enos Park a Historic Zoning District (Article XIV: Historic Zoning District Regulations), which regulates land uses, site design and building design, height and bulk for new development. There are three such districts in Springfield and are all located within Downtown including Lincoln Home site, the perimeter of the Home site and the block comprising the Executive Mansion. Some features of existing buildings within these districts require

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review by the Historic Sites Commission such as signage, building additions and demolition.

Based on its evaluation of the historic resources within the survey area, Fever River Research concluded that only a small portion of the neighborhood is eligible as a National Register district – the area bounded by the 700 block of North Sixth Street, the 500 block of East Miller Street, the 700 block of North Fifth Street, and the 500 block of East Enos Avenue. The basis of this conclusion is that 5 of the 18 buildings deemed eligible for listing in the National Register are located within this one block, including the neighborhood’s first apartment flats. There is not sufficient historic and architectural integrity within the remaining areas to warrant its entire listing in the National Register. However, a case could be made that areas assessed as having good integrity, especially along the Sixth and Seventh Street corridors, could be included as part of a larger National Register district. Further consultation with the Illinois Historic Preservation Agency would be needed to make an official determination of what areas in the neighborhood could be eligible for National Register listing. Conversely, further demolition and loss of historic resources within these corridors could also affect their eligibility for listing.

The Architectural Resources Survey also concluded that a Springfield Landmark District could be established for the Enos Park neighborhood but that defining the actual boundaries could be difficult given the various states of property integrity and conditions. The survey preparers do suggest that areas west of Third Street, segments of North Grand Avenue, Union and Miller Streets, and the Sixth and Seventh Street corridors could be considered potential boundaries for a City designated Landmark District. A local landmark district would require that proposed new construction as well as rehabilitation projects would require review by the Historic Sites Commission to ensure such projects meet certain guidelines and standards. A local landmark district designation along with a set of design guidelines can be effective tools for managing and protecting the historic resources within the Enos Park neighborhood from inappropriate alterations or from further demolitions. Studies on the economic impact of local historic district designations in communities around the country consistently demonstrate that the assessed value of homes appreciate 15 to 25 percent more than properties not located in a Historic District. Alternatively, design standards that ensures new development is compatible to the existing historic architecture of the neighborhood could be incorporated as part of new overlay zone, although rehabilitation projects may not be governed under such an overlay district.

DEMOLITION

Provisions within Springfield’s historic preservation code (Chapter 101, Section 101.16) provide for an automatic delay in the demolition of historic properties, whether eligible, already listed or designated in the National Register or as a City landmark, for a period of 30 days. The purpose of the demolition delay provision is to determine any possible alternatives to demolition such as a transfer of ownership. An additional 30-day extension can be granted by the Springfield Historic Sites Commission. There are approximately 39 properties within the Enos Park neighborhood that are eligible for the demolition delay list according to the City’s February 27, 2009 Amended List. These properties included those considered eligible for City Landmark designation or listing in the National Register according to the findings of the Fever River Research Architectural Resources Survey. The 30 to 60 day demolition delay period is short in comparison to other communities across the country where a 90 to 180 day delay period is more typical. It is important to note that other properties could also be eligible for the demolition delay list but have yet to be identified. As discussed earlier, some properties may be eligible for National Register and/or City landmark designation but are covered with artificial siding that obscures its original architectural features.

Apart from demolition delay list, neighborhood stakeholders have expressed concern that the City's process for reviewing properties regarding their condition and demolition for health and safety reasons can be lengthy, time consuming and confusing. Furthermore, the City has no formal disposition program for properties or vacant lots that it has come into its possession. Such a program could allow the City to sell properties or vacant lots to a non-profit organization or developer to rehabilitate homes or to construct new infill.

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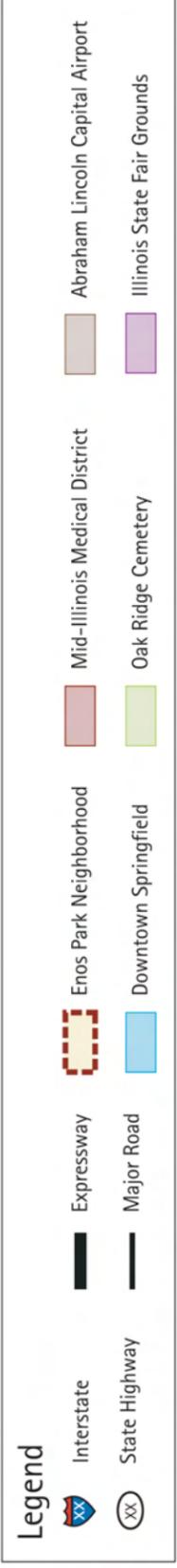
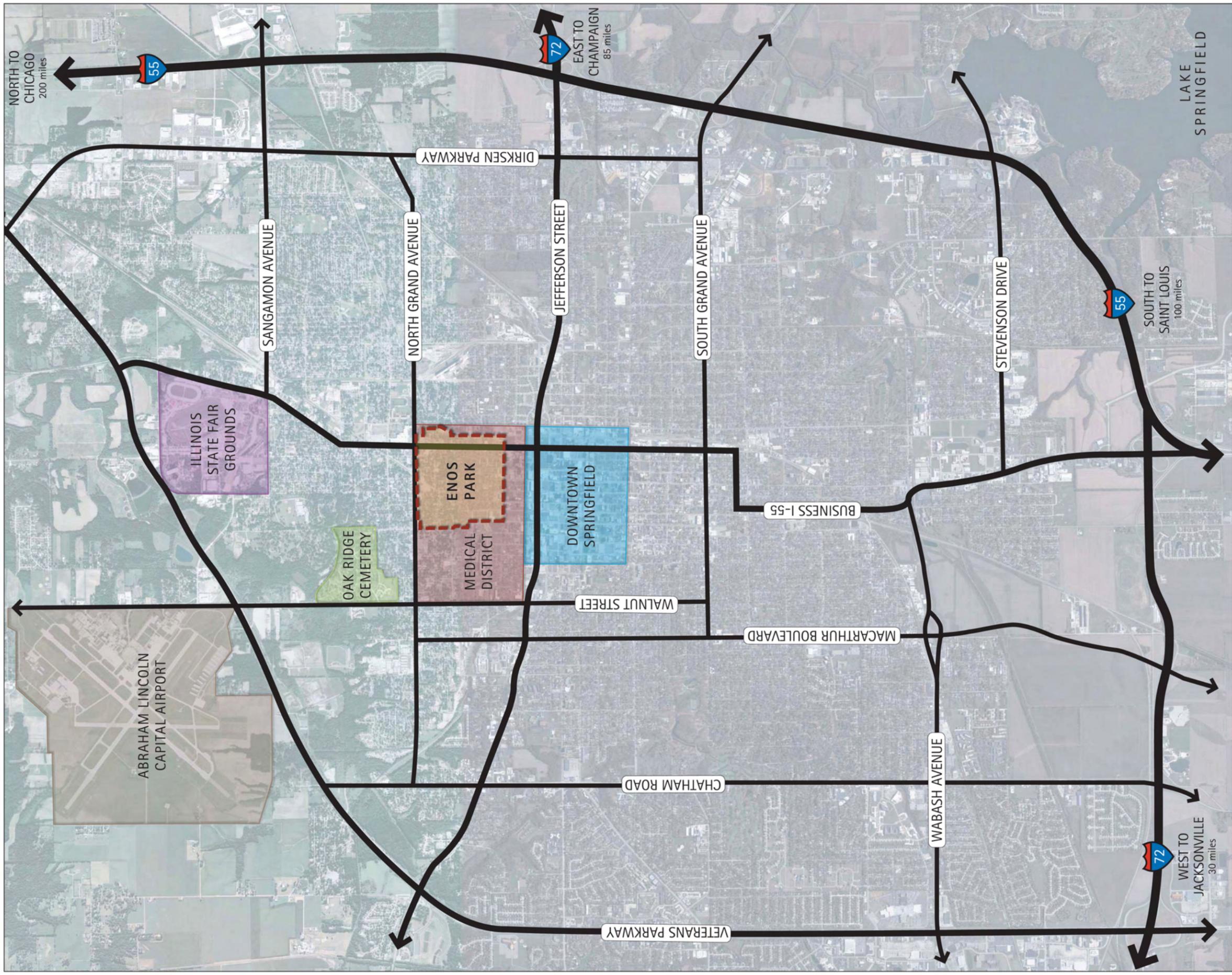
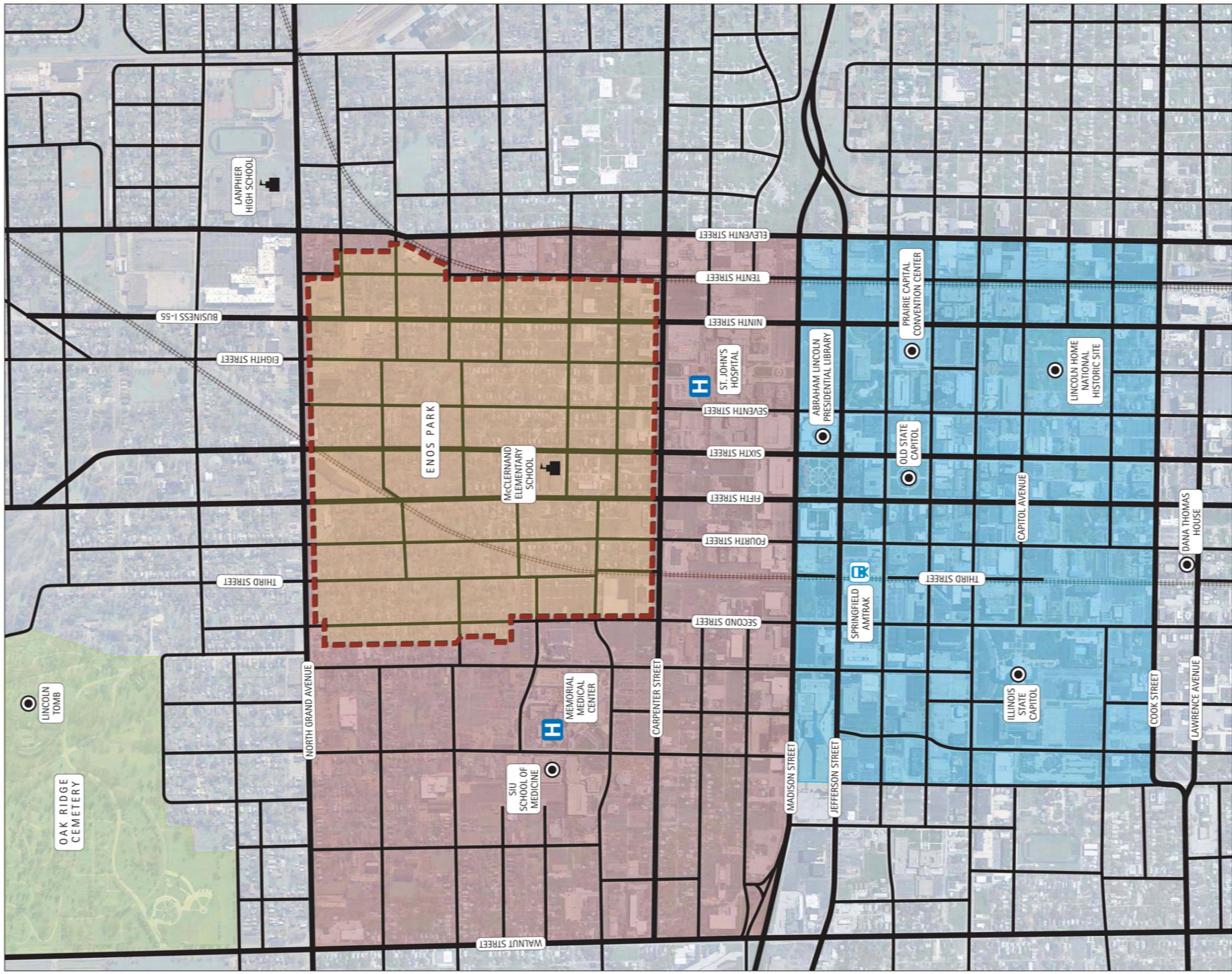


FIGURE 2.1 REGIONAL CONTEXT

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Legend

- Major Road
- Minor Road
- Enos Park Neighborhood
- Railroad
- Downtown Springfield
- Mid-Illinois Medical District
- Enos Park Neighborhood
- Hospital
- Amtrak Train Station
- Point of Interest
- School

FIGURE 2.2 NEIGHBORHOOD CONTEXT



NORTH

Enos Park Neighborhood Master Plan

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Legend

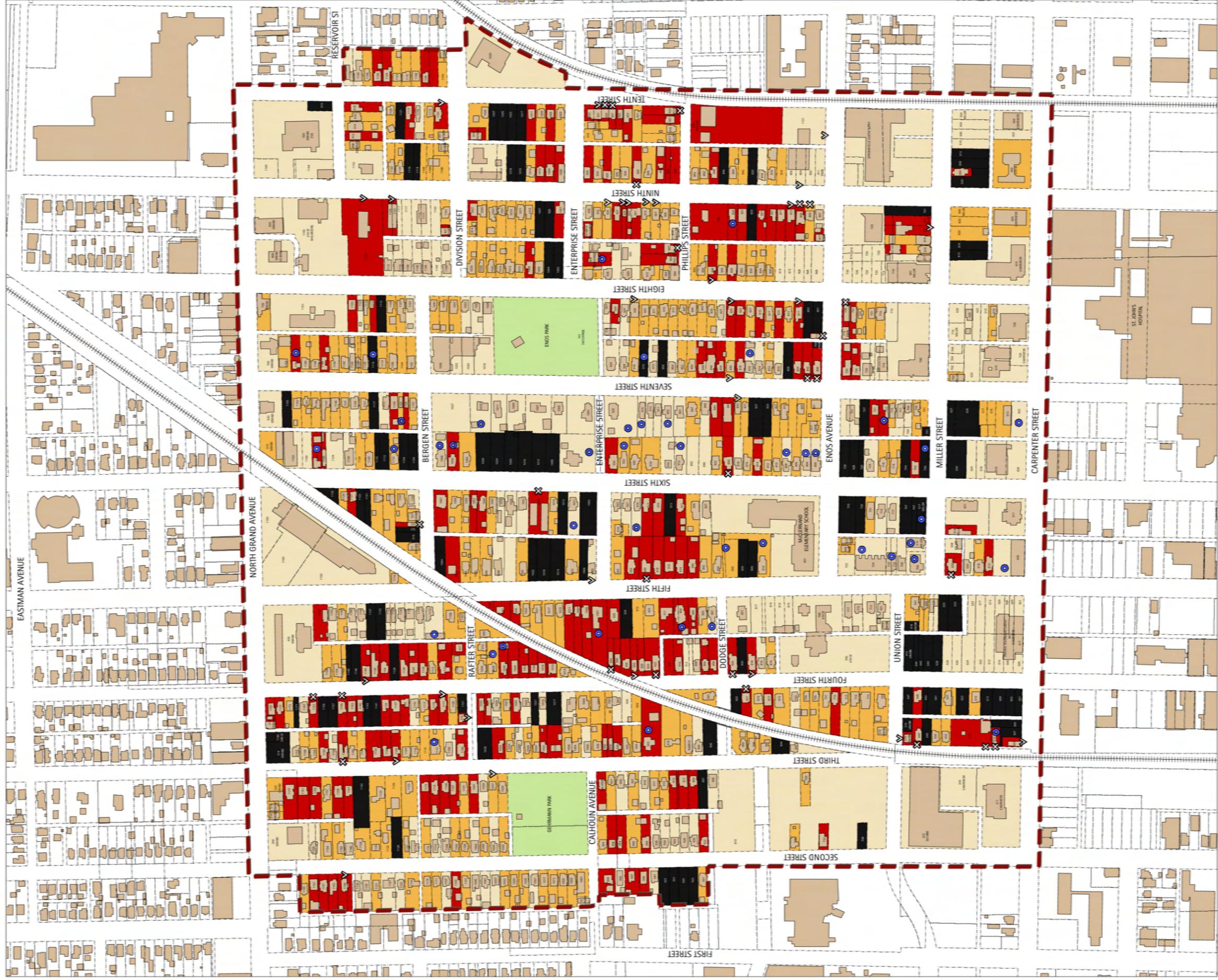
-  Major Road
-  Enos Park Neighborhood
-  Single-Family Residential
-  Multi-Family Residential
-  Office
-  Commercial
-  Institutional
-  Parks | Open Space
-  Vacant
-  Industrial

FIGURE 2.3: EXISTING LAND USE



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Legend

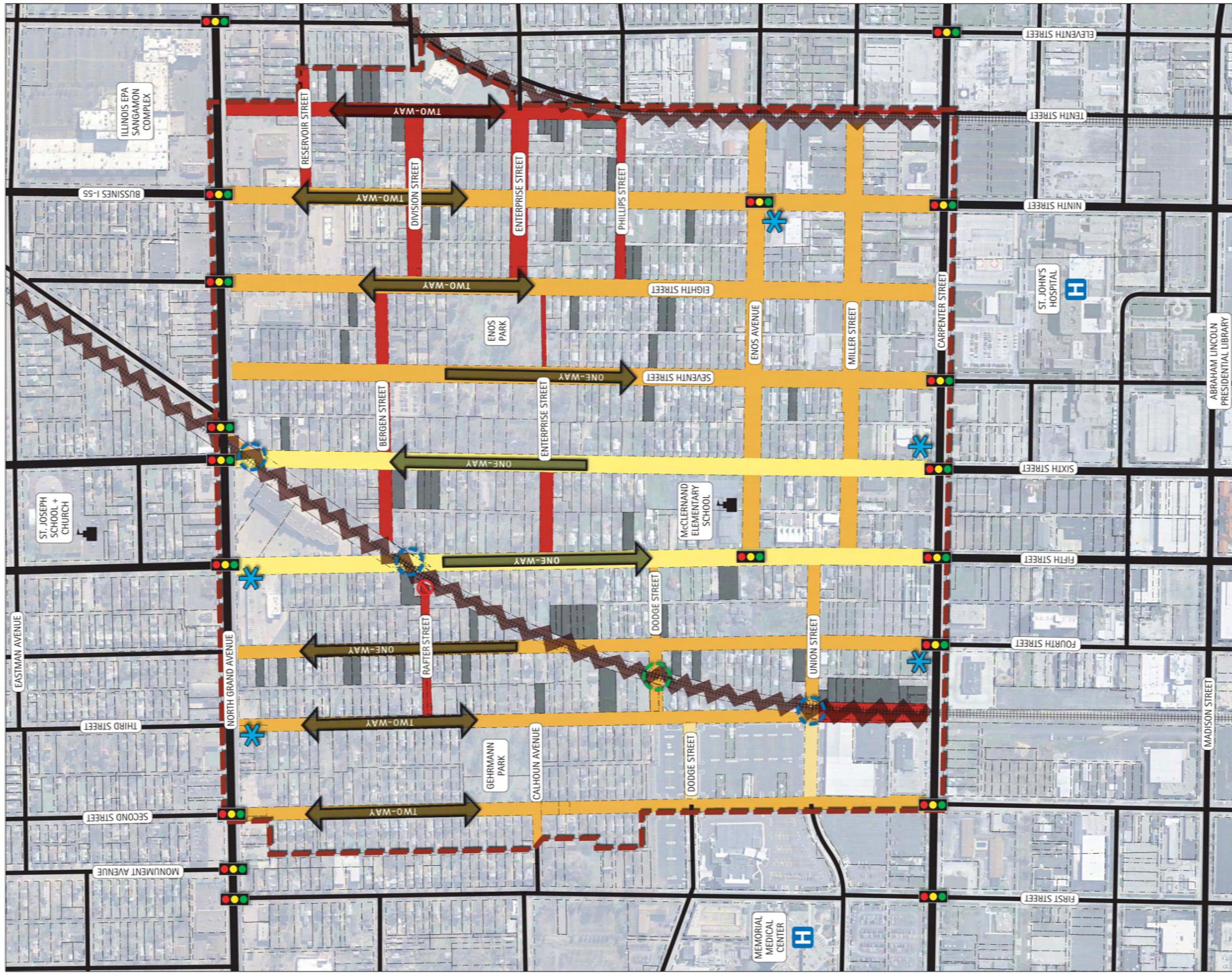
- Enos Park Neighborhood
- Good Condition
- Fair Condition
- Poor Condition
- Vacant Property
- Neighborhood Park
- Buildings Potentially Eligible for National Register/City Landmark Designation
- Fever River Research 1997 Data
- Boarded Building
- Vacant Building
- Vacant Building

FIGURE 2.4: PROPERTY CONDITIONS



Enos Park Neighborhood Master Plan

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Legend

- Major Road
- Enos Park Neighborhood
- Existing Neighborhood Gateway Sign
- Signalized Intersection
- Poor Yard Condition
- Poor Intersection
- Good Streetscape Condition
- Viaduct
- Fair Streetscape Condition
- Dead End
- Poor Streetscape Condition
- Neighborhood Barrier

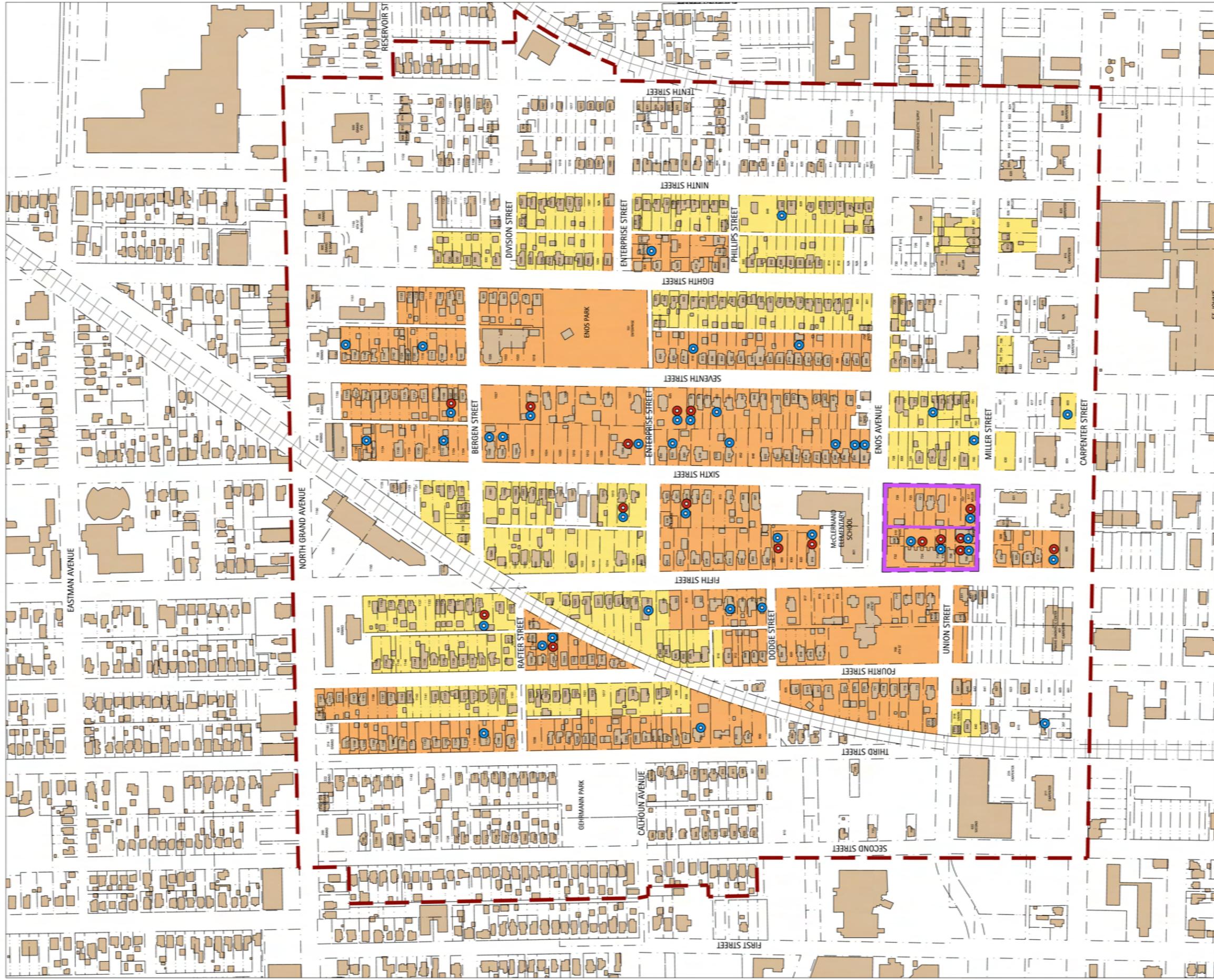


FIGURE 2.5: NEIGHBORHOOD CONDITIONS

NORTH

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Legend

- Enos Park Neighborhood
- Potential National Register Historic District
- Good Historic Integrity
- Moderate Historic Integrity
- Buildings Potentially Eligible for National Register of Historic Places
- Buildings Potentially Eligible for City Landmark Designation

FIGURE 2.6: ARCHITECTURAL RESOURCE SURVEY (1997 FEVER RIVER RESEARCH)



NORTH

Enos Park Neighborhood Master Plan

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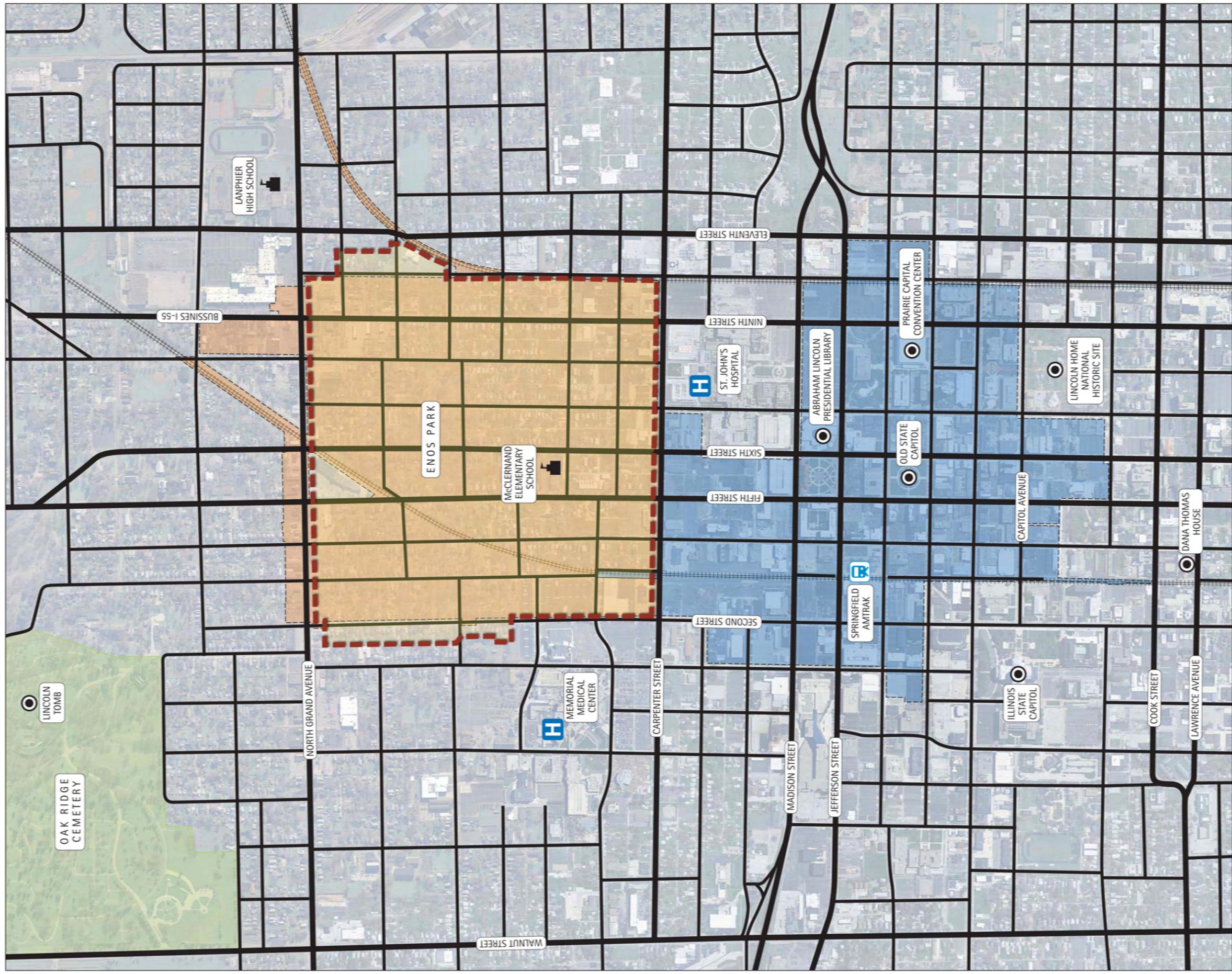


FIGURE 2.7 CENTRAL AREA TIF DISTRICTS



NORTH

ENOS PARK NEIGHBORHOOD

SECTION 3: NEIGHBORHOOD MASTER PLAN

NEIGHBORHOOD VISION

The Enos Park Neighborhood Master Plan provides a vision and framework for the revitalization and preservation of one of Springfield’s most important historic residential neighborhoods. This vision is based on revitalization strategies that have the potential to enhance the quality of life for Enos Park residents and the City of Springfield. The Master Plan seeks to build on the neighborhood’s existing assets and strengths including its central location near Downtown Springfield and the Mid-Illinois Medical District, its stock of historic homes, the Springfield Art Association complex, and its active organizations and leadership, which is dedicated to the neighborhood’s revitalization.



Example of infill housing adjacent rehabilitated homes

VISION STATEMENT

In the next 5 to 20 years, Enos Park will be revitalized as a thriving residential neighborhood with a mix of rehabilitated and restored historic homes and new infill housing as well as local shops and restaurants. Enos Park will capitalize on its strategic location as it attracts new residents seeking to be near the Medical District facilities, Downtown, and the region’s many cultural attractions. The Third Street rail corridor will have been relocated and converted into an attractive greenway that serves the recreational needs of neighborhood and regional residents. Enos Park’s revitalization will have been facilitated by a strong neighborhood Community Development Corporation, as well as with grass-roots resident involvement through effective partnerships forged with other public and private sector entities.



Infill housing in existing Enos Park blocks

A revitalized Enos Park will also offer the following:

- ❑ A “critical mass” of new infill homes and rehabilitated existing historic homes that provide quality housing opportunities.
- ❑ Carpenter Street transformed into a new “Main Street” that offers a mix of commercial, residential and institutional



Rehabilitated Enos Park home



Infill single-family housing



Condo or Row house building



Infill single-family housing

uses for the Enos Park neighborhood and Mid-Illinois Medical District.

- ❑ A revitalized commercial corridor along North Grand Avenue that provides neighborhood-serving retail and businesses services.
- ❑ An enhanced “campus” for the Springfield Art Association including newly landscaped grounds and gardens, additional space for outdoor art exhibitions and installations and a new facility with expanded classroom space for a variety of arts-related activities. The new Art Association campus and gardens will continue to serve as an important anchor that inspires and unites Springfield residents with its diversity of activities and offerings.
- ❑ Enhanced infrastructure and streetscape that makes Enos Park an appealing neighborhood that attracts new investment, encourages pedestrian activity and builds pride of place among its residents and institutions. Improved streetscape should include wayfinding, identity and historic interpretive signage
- ❑ A Cultural/Heritage Walk that connects Enos Park and the Springfield Art Association campus with Downtown tourist sites, such as the Old State Capitol, Lincoln Home, and Lincoln Presidential Library and Museum, with Oak Ridge Cemetery and Lincoln’s Tomb.
- ❑ A revitalized Gehrman Park with improvements similar to recent enhancements to Enos Park.
- ❑ A new greenway along Enterprise Street that connects Enos and Gehrman Parks.
- ❑ One-way streets converted to two-way traffic to make the neighborhood safer and more pedestrian-friendly.

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- ❑ Historic district designations that safeguard against the loss of important historic resources and encourage reinvestment in Enos Park's housing stock and enhance the neighborhood's overall image.
- ❑ A combination of public and private financing sources assembled by the Enos Park Neighborhood Improvement Association and its partners to facilitate long-term revitalization envisioned in the Neighborhood Master Plan.
- ❑ The Third Street rail corridor converted to a regional hiking, biking and cross-country skiing greenway that connects Enos Park with Downtown Springfield and other points within the region.

LAND USE

The Enos Park Neighborhood Master Plan has two components that highlight how significant change can be brought to the neighborhood. The first component, the Neighborhood Revitalization Strategy, (See **Figure 3.1: Neighborhood Revitalization Strategy**), addresses the future land use mix and traffic flow of the neighborhood. It provides a guide for the City, MIMDC and EPNIA regarding the optimal uses that will be allowed and fostered throughout Enos Park. It will also be a framework for zoning and a complete two-way traffic system. The second component is an Illustrative Master Plan (See **Figure 3.2: Illustrative Master Plan**) that more specifically delineates a future development pattern within Enos Park. Potential building massing and open space locations will further guide zoning changes and new development.



Mixed-use building



Improved facade on existing commercial building



Potential "gateway" building along North Grand



Gateway signage



Decorative directional signage

The site designs shown in the Illustrative Master Plan (See Figure 3.2) are conceptual in nature and show prospective development densities, site plans, landscape/streetscape and parking layouts. Actual building placement, heights, densities and site layouts will vary as property owners, businesses and developers generate more specific site plans. The following is a more specific summary of the Master Plan recommendations:

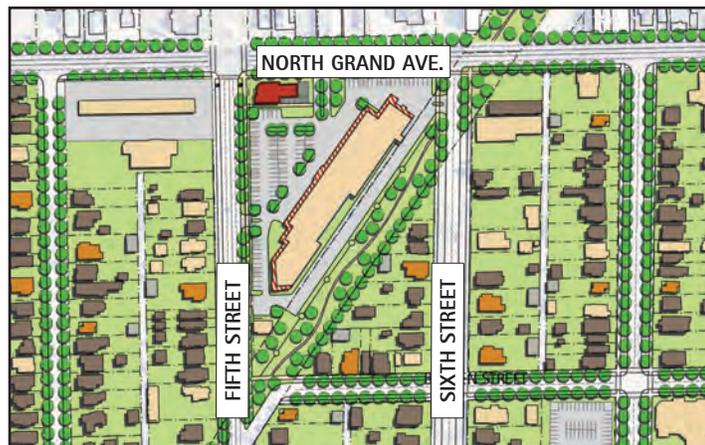
HOUSING REHABILITATION/DEVELOPMENT

The central recommendation of this Master Plan is to create a critical mass of rehabilitated homes and infill development that will facilitate the revitalization of the Enos Park neighborhood. Overall, 447 homes evaluated as fair to poor condition will be rehabilitated and approximately 91 vacant lots and some underutilized parking lots will be developed for 84 infill single-family homes. In addition, 6 vacant lots and a large parking lot will also be developed with 66 row houses.

NORTH GRAND AVENUE CORRIDOR

North Grand Avenue is the main commercial corridor for Enos Park neighborhood residents. It includes a variety of retail and service establishments such as gas stations, small retail businesses and restaurants as well as a neighborhood shopping center that houses an Aldi grocery store and other retailers.

The land use conditions along this corridor vary from good to poor with several vacant and underutilized buildings. As the “front door” to the Enos Park neighborhood, the Neighborhood Master Plan envisions North Grand Avenue as



North Grand Avenue with infill commercial and enhanced properties

Enos Park Neighborhood Master Plan

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an enhanced pedestrian-oriented shopping and dining commercial street. Improvements to existing buildings, streetscape, signage and parking lots in addition to new buildings would be designed to reinforce the historic character of Enos Park. Over time, new mixed-use commercial development with minimum setbacks should be encouraged on empty lots or sites with vacant and underutilized buildings. Auto-oriented development that allows for parking lots along the sidewalk would be discouraged.

Improvements to existing commercial building facades and elevations should be encouraged, especially for significant “gateway” buildings and activity generators along North Grand Avenue. These properties may include the neighborhood shopping center at North Grand Avenue and Fifth Streets and the Gas Station next door. New awnings, signage and landscape treatments, for example, could be considered for both sites to enhance their appearance.

A streetscape enhancement plan should be created and implemented for North Grand Avenue to improve sidewalks, lighting, crosswalks and street furniture. Gateway and directional signs should also be incorporated into a streetscape plan for this important commercial corridor.

CARPENTER STREET CORRIDOR

The revitalization strategy for the Carpenter Street corridor envisions a combination of mixed-use development, parking facilities, and medical, educational and technology facilities associated with the Mid-Illinois Medical District (See **Figure 3.2: Illustrative Master Plan**). The Master Plan envisions transforming Carpenter Street into a new “Main Street” for Enos Park and the Medical District to serve the needs of local residents, employees and visitors as well as the citizens of Springfield. Recommendations for Carpenter Street include the following:

Third and Dodge Streets — Rowhouse/Townhome Development. At the southeast corner of Third and Dodge Streets, a 32-unit row house/townhome development is envisioned with an interior green space.



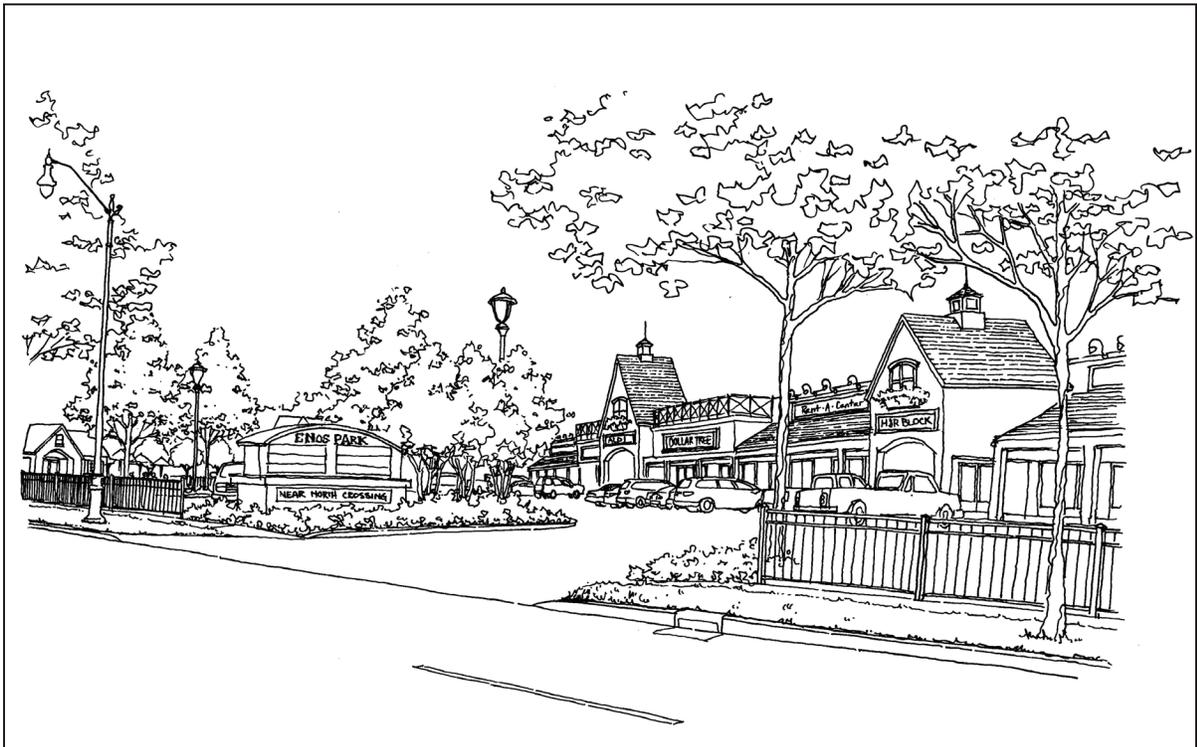
Row houses



Second/Union Streets - Row houses



Existing Conditions: North Grand Avenue Shopping Center



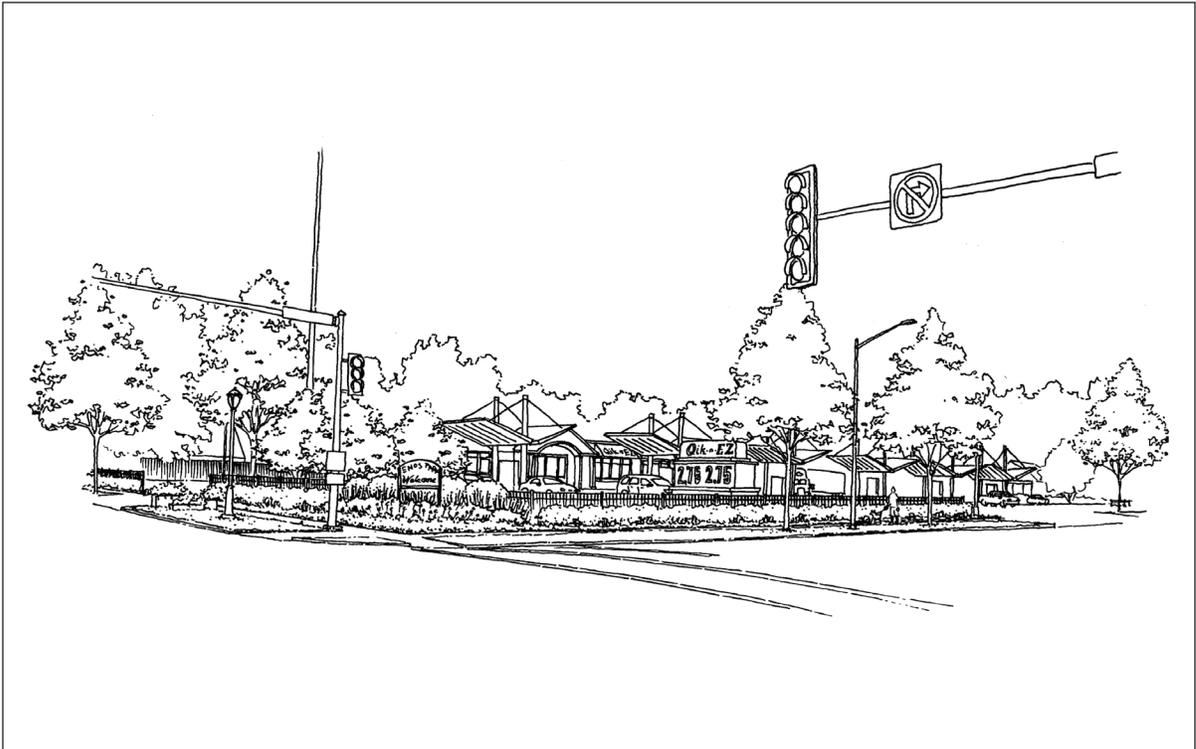
Potential Building/Site Enhancements

Enos Park Neighborhood Master Plan

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Existing Conditions: North Grand Avenue Gas Station



Potential Building/Site Improvements



Second/Carpenter Streets - Technology/Institutional Facilities



Technology and Education Center



Mixed-Use Building at "Gateway" Corner

An additional 10 unit row house/townhome development is also recommended along Dodge Street to the north. The architectural design, massing and scale of these proposed developments should be compatible with the historic homes found in Enos Park. Such development will provide additional housing opportunities within the Medical District and Enos Park as well as help support commercial activities along the Carpenter Street corridor. It should be noted the MIMD Master Plan recommends an expansion area for Memorial Hospital Medical Center. A \$42 million office/patient tower is currently proposed.

Second and Union Streets — Technology Center/Institutional Facilities. At the southeast corner of Second and Union Streets, a new office complex that frames the block and serves the Medical District member institutions is envisioned along with an ancillary parking facility. This block could be the location for the proposed Mid-Illinois Medical District's shared technology and education center. The new Third Street greenway would pass through the middle of the Union/Carpenter block and provide a unique amenity for tenants.

Sixth and Carpenter Streets — Technology Center Alternative. As an alternative to the Second and Union block, the proposed Medical District technology/education center could be sited along Carpenter Street between Sixth and Seventh Streets along with parking decks. Two six-unit row house/townhome developments would be located along Miller Street on the northern end of the block to face the residential blocks to the north. As noted earlier, the architectural design, massing and scale of these developments should be compatible with the Enos Park neighborhood.

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Second and Carpenter Streets — Mixed-Use Development. At the northeast corner of Second and Carpenter Streets, a new mixed-use development is envisioned as a long range alternative to the existing CVS Pharmacy. This pedestrian-oriented development would accommodate new retail, office, service and possible residential uses, and frame Carpenter Street with a new building “street wall”.

Additional Mixed-Use Developments — Carpenter Street (various locations)

New mixed-use developments are also proposed at several locations along Carpenter Street to accommodate retail, office, service and possibly upper-story residential uses. These locations include the southwest corner of Carpenter and Fifth Streets, northwest corner of Carpenter and Sixth Streets and southwest corner of Carpenter and Seventh Streets.

Ninth and Carpenter Streets — Retail Developments (various locations). Along Ninth Street between Miller and Carpenter Streets, two retail developments are envisioned to provide new space for neighborhood shops and restaurants. The new buildings front the sidewalk to encourage pedestrian traffic within this segment of Ninth and Carpenter Streets

CULTURAL CAMPUS

The Springfield Art Association complex could be transformed into a cultural campus that includes new arts facilities, parking, gardens and signage. With Edwards Place as the centerpiece of the campus, a new three to four story administrative/educational facility is delineated along Fifth Street south of the Fleischli House. The new facility would house classrooms and studios for the Association’s growing arts curriculum and would be designed in a style compatible to Enos Park.

The Fleischli House would be preserved and re-used as office space for the Association and/or for other community organizations. A two-



Potential commercial at Ninth/Miller/Carpenter Streets



Cultural Campus at Fourth/Union Streets

story residence north of the Fleischli House, currently housing the Association's pottery and ceramics studio, could be removed and incorporated into the overall campus for a community garden or outdoor art installations.

South of the Edwards Place, a more formal garden with a pergola or gazebo is suggested to create a more visually appealing entryway to the campus and an additional draw to the neighborhood.

An alternative concept for the Cultural campus includes the potential development of new infill homes on Fourth and Fifth Streets to further reinforce the block's building streetwall and consolidate the site..

INFRASTRUCTURE

THIRD STREET GREENWAY

The existing Third Street/Union Pacific rail corridor and its heavy freight traffic have a significant impact on the Enos Park neighborhood regarding noise, traffic congestion, pedestrian safety and visual quality. It is envisioned that the rail corridor be converted to a greenway as part of the neighborhood's open space network, incorporating a multi-use walking/bicycling trail that connects Enos Park to Downtown Springfield and other points throughout the region.

CULTURAL/HERITAGE WALK

A cultural walk that connects Enos Park with important Downtown cultural institutions and historic sites should be developed and implemented in partnership with the City, the Illinois Historic Preservation Agency, Springfield Art Association, Mid-Illinois Medical District Commission and Springfield



Greenway with bicycle trail



Urban cultural/bicycle trail

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Convention and Visitors Bureau. In its initial phase, the cultural walk could begin at the Old State Capitol and developed north along Sixth Street to the Abraham Lincoln Library Presidential Library and Museum and west along Jefferson Street to the Union Station Visitor's Center. Further north along Fifth Street, the Walk could connect to the Art Association campus, Oak Ridge Cemetery and Lincoln's Tomb. Other sites including the Illinois State Capitol complex and Lincoln's Home National Historic Site could also be included as part of the Cultural Walk in later phases. Special sidewalk paving, landscaping treatments, wayfinding signage and public art could be specific elements included in the Cultural Walk's overall design.

STREETScape/PUBLIC SPACE

Enhancing the neighborhood's physical environment should focus on creating a more pleasant and attractive environment within Enos Park. Streetscape improvements should include new trees, parkways, crosswalks, street furniture and bump-outs where feasible. In some areas, especially along the commercial streets, changes to the road right-of-way may be needed to accommodate new lighting, sidewalk and landscaping improvements. A comprehensive streetscape plan should address the following elements:

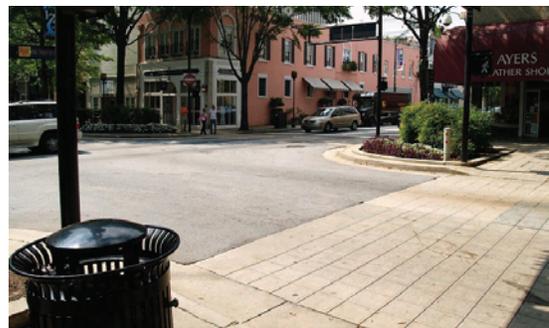
- ❑ **Enhanced Crosswalks.** Sidewalks can be extended at intersections to reduce the walking distance between curbs and crosswalks can be clearly marked with special surfaces to help motorists recognize pedestrians more easily.
- ❑ **Paving Materials.** Special paving materials can enhance sidewalks, public spaces and crosswalks.
- ❑ **Trees.** Trees and planters add shade and visual interest and also reduce heat, glare, noise and air pollution.
- ❑ **Lighting Standards.** New street lights have been installed along Fifth and Sixth Streets.



Existing Enos Park decorative street light



Raised planters and paver walks



Decorative paving at crosswalks



Decorative paving in crosswalks



Specialty paving and moveable planters at sidewalk bump-out



Tree grates, bike racks and moveable planters

Such lights should be added throughout the neighborhood to promote night safety and serve as a unifying design element for Enos Park.

- ❑ **Green Elements.** Streetscape improvements can incorporate innovative “green” features that can aid in stormwater management as well as enhance the pedestrian environment. Rain gardens and permeable pavers are examples of sustainable streetscape features.
- ❑ **Boulevard Signage.** New identity signage should be considered at neighborhood and Medical District gateways. Directional signage should be considered along streets directing motorists and pedestrians to key area locations.
- ❑ **Public Art.** Locations along the streetscape and in open spaces should be considered for public art as well as possibly including interpretive signage and markers highlighting the neighborhood’s history.

TRANSPORTATION

Four of the eight streets within Enos Park are designated as one-way, including Fifth and Sixth Streets, the main north-south thoroughfares. The one-way streets encourage higher speed traffic, as well as cut-through traffic, that is not conducive to promoting a pedestrian-oriented neighborhood environment. Furthermore, Enos Park has several poorly designed streets and dead-ends, which do not facilitate connectivity to and within the neighborhood. The Master

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Public art



Public sculpture garden/maze

Plan recommends that the four one-way streets (Fourth, Fifth, Sixth and Seventh Streets) be converted to two-way traffic. An initial evaluation of the current one-way street system and its potential impacts on Carpenter Street and North Grand Avenue with the Springfield-Sangamon County Regional Planning Commission indicates that the proposed conversion will have a minimal impact on the area's street system.

CAPITAL IMPROVEMENT PROGRAM

The Enos Park Neighborhood Improvement Association will need to work with the City to develop a Capital Improvement Program that prioritizes important infrastructure projects identified in the Master Plan. Funding sources in addition to Tax Increment Financing will need to be identified to supplement the Capital Improvement Program budget. No one particular source of funds will be sufficient to implement all the infrastructure projects recommended in this Master Plan. Potential projects should include parkway landscaping and the rebuilding of alleys, curbs, streets and sidewalks in need of repair, especially along many of the neighborhood's side streets. Consideration should also be given to preserving and rehabilitating the existing brick sidewalks and streets located in some areas of the neighborhood.

Public space enhancements and "greening" initiatives such as neighborhood vegetable gardens, green alleys, rain gardens and public art installations should also be considered within a new neighborhood Capital Improvement Program. Similar to Enos Park, Gehrman Park should be improved and a new greenway connecting the two should be considered along Enterprise Street.

A higher level of streetscape enhancements along Carpenter Street and Third Streets to emphasize it as an important corridor between the Medical District and Enos Park neighborhood should also be considered. Eliminating the neighborhood's dead-end at Rafter Street, for instance, to achieve efficient street connections, should also be included as part of a Capital Improvements Program.

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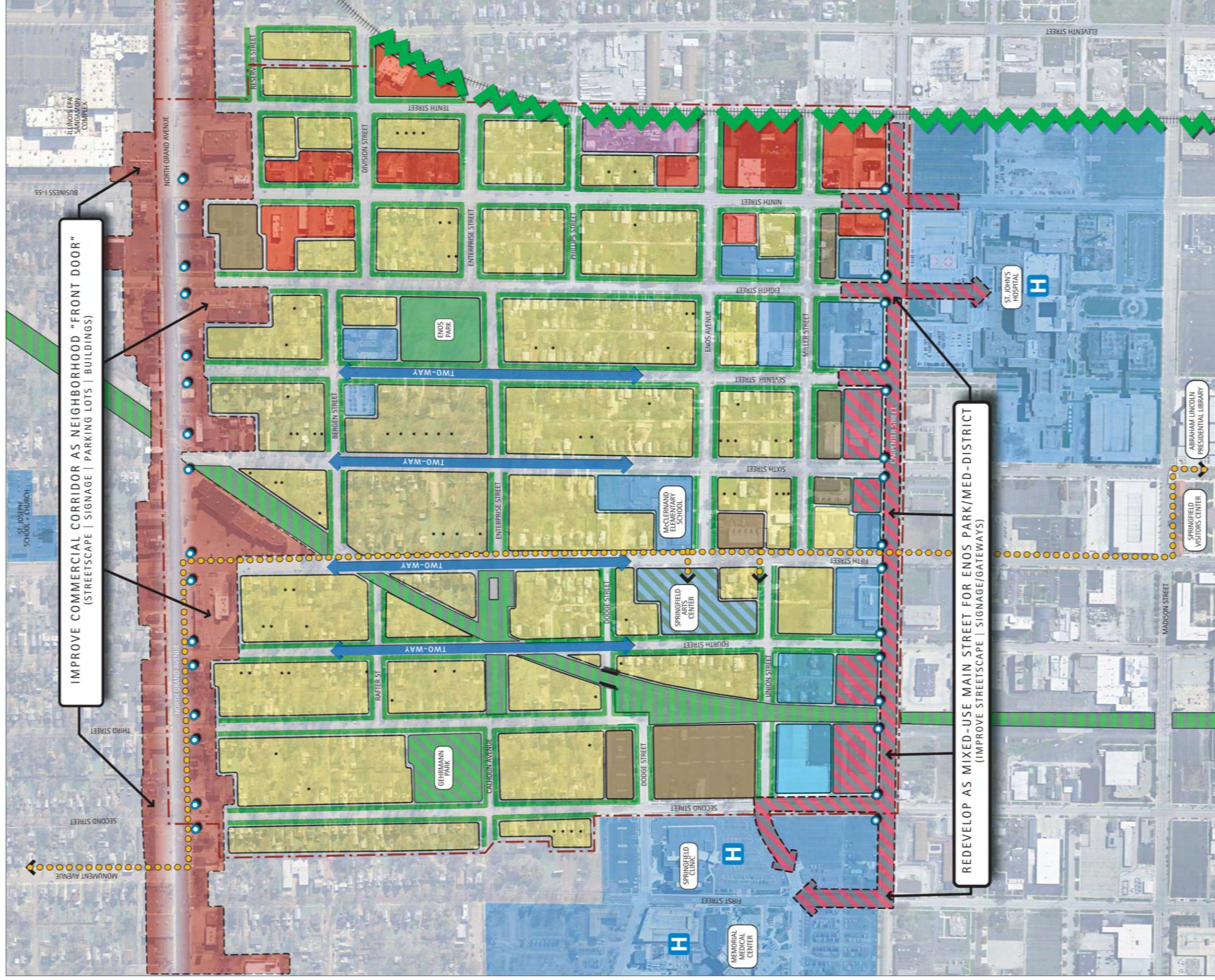
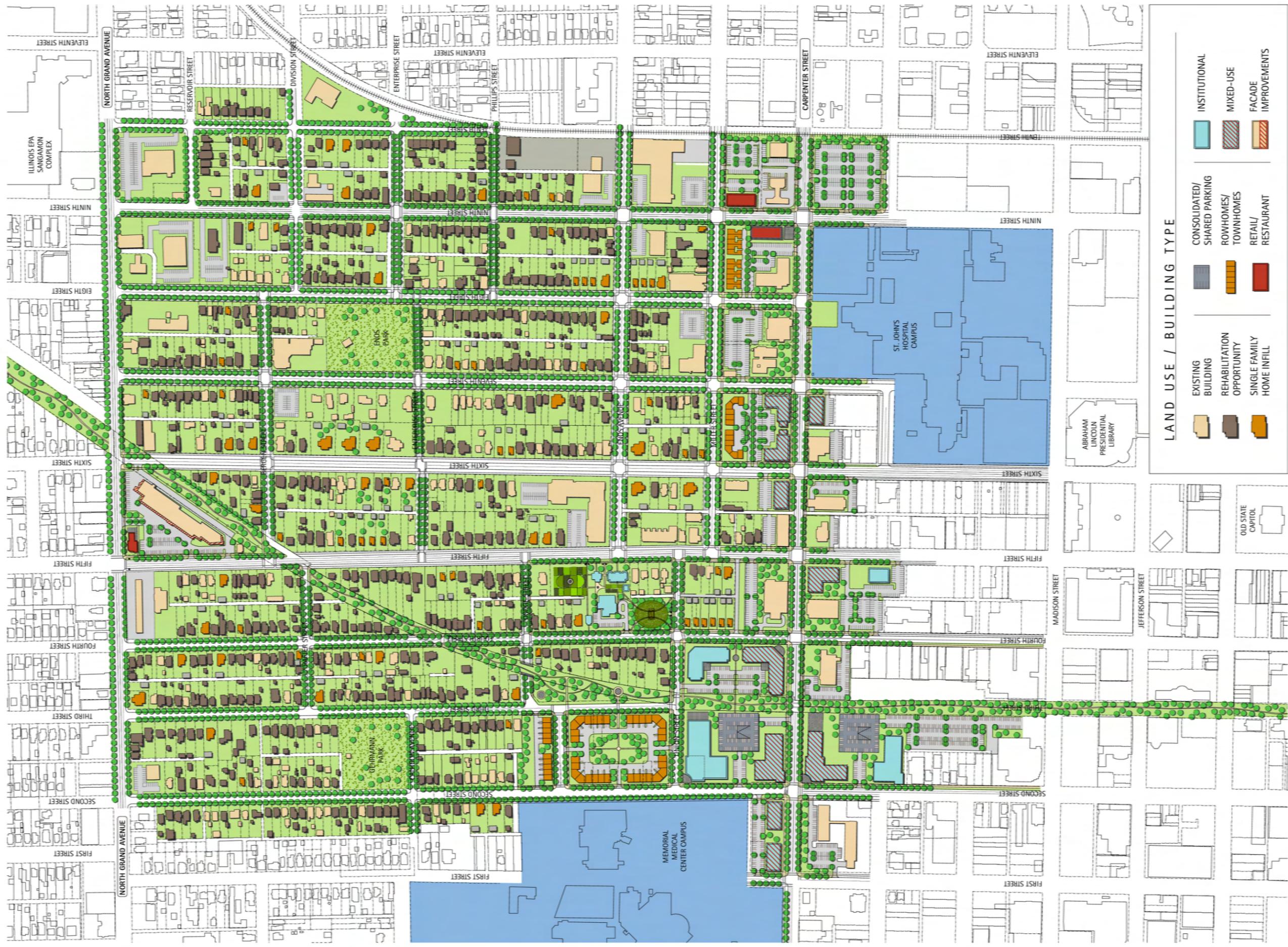


FIGURE 3.1 : NEIGHBORHOOD REVITALIZATION STRATEGY



Enos Park Master Plan + Implementation Strategies

Section 3: Neighborhood Master Plan



NORTH

FIGURE 3.2: ILLUSTRATIVE MASTER PLAN

ENOS PARK NEIGHBORHOOD

SECTION 4: IMPLEMENTATION STRATEGY

OVERVIEW

A major and sustained commitment by the City of Springfield and Enos Park Neighborhood Improvement Association and the CDC will be needed to bring vision of the Enos Park Neighborhood Master Plan to reality

Working together with other civic partners such as the Springfield-Sangamon County Regional Planning Commission, Mid-Illinois Medical District Commission and Springfield Art Association, the City and EPNIA and CDC will need to:

- ❑ Creative leverage a wide variety of public and private resources to get projects funded, designed and underway. Flexibility will be required through the 10-20 year implementation as various funding sources change. A list of potential sources is provided in the Finance section.
- ❑ Establish a formal, community-based structure to be the lead development entity.
- ❑ Organize and focus public improvement and private development actions to stimulate large scale, visible change, rather than work on a small scale, lot-by-lot basis.

Overall, the Master Plan Implementation Strategy recommends addressing infrastructure needs, housing rehabilitation and new housing construction based on a multi-tiered financing approach. Improvements to public right-of-ways, similar to those recently completed along Fifth and Sixth Streets, are needed to upgrade the neighborhood's physical conditions and "front door appeal". Also to enhance the pedestrian character of Enos Park, its one-way streets should be converted to two-way streets, a relatively low cost improvement. An important longer-term recommendation is the conversion of the Third Street Rail corridor to a regional greenway for walking and biking.

Strengthening the residential core of Enos Park will involve facilitating the improvement of approximately 459 homes in fair to poor condition as well as the construction of approximately 117 new homes on vacant lots. The Implementation Strategy seeks to revitalize these residential properties over the next 10 to 20 years in 3 phases. Velocity of the transformation will depend on many conditions including the economy, real estate and financial markets and access to funding opportunities from governmental and private sources. Target markets need to be identified, properties acquired/assembled and programs developed to fill financial gaps, particularly in the early years of development. Such programs may include forgivable loan programs and employer assisted housing.

As noted, creative financing will be needed using a multi-tiered approach to fund the estimated \$45 million cost to transform the neighborhood over the long term. This approach will stabilize the neighborhood and provide the large-scale impact necessary to change perceptions and catalyze market acceptance of Enos Park.

The financing approach will initially need to address costs for: land acquisition and property/site preparation; public infrastructure; design, engineering and permitting; and homebuyer assistance. The overall estimate noted above does not include the construction costs for new homes. While such construction costs can be financed through traditional construction loan vehicles, the value of the lot or property cannot support the full range of infrastructure and site improvements needed. Therefore the

majority of funding will need to come through a variety of local, state and federal funding mechanisms. One of the most critical elements will be the ability to expedite infrastructure improvements through other funding sources than just using Enos Park's annual Tax Increment Finance (TIF) funds.

PROJECT CHALLENGES

In revitalizing Enos Park, the City and EPNIA will face many challenges that can be overcome. The large-scale nature of this neighborhood initiative will require commitments and resources above and beyond "normal" conditions for community development. Primary challenges include:

- ❑ **Balancing affordability with quality design.** While the majority of rehabilitated and new homes will likely be sold to low to moderate-income buyers due to the anticipated funding sources from federal programs, the overall design quality must remain high and consistent throughout the neighborhood. Striking a balance between quality housing design and affordability is a difficult task. To successfully rebuild the neighborhood and create a mixed-income, diverse community, the overall design quality must exceed what is normally perceived as affordable housing. Design standards will also need to apply to existing property owners who undertake their own rehabilitation activities.
- ❑ **Financial incentives.** Attention must be given to making improved properties affordable to buyers. During the initial phases of redevelopment, a large gap will exist between the appraised value of the property and the costs to improve the property, whether to rehabilitate an existing building or a new infill home. To fill this gap, builder as well as buyer incentives will be needed.
- ❑ **Infrastructure and public improvements.** The level of improvements needed to make the overall redevelopment of the neighborhood succeed far exceeds what would normally be supported through a traditional suburban lot development or a City's regular infrastructure maintenance/replacement budget. It is important to note that the level of proposed improvements would benefit existing homeowners as well as new homeowners, while significantly changing the overall perception of the neighborhood, Medical District and even Downtown Springfield. Infrastructure improvements will need to be subsidized to ensure the economic feasibility of new development.
- ❑ **Land assembly.** Acquiring and preparing the properties necessary for development will take longer than a traditional development project, since acquisition will involve multiple property owners and funding sources. Due to the length of time expected to acquire properties before the normal real estate market takes over, pricing may inflate as time goes on. In addition, phasing will be important to concentrate redevelopment to have a more significant impact, requiring acquisition of strategic properties in a timely fashion at potentially inflated prices. While many contiguous properties should be acquired for redevelopment, some existing homes and rehabilitation candidates will be scattered among the newer improved properties, presenting additional development and marketing challenges.
- ❑ **Perceptions and market acceptance.** Overcoming the negative perceptions associated with Enos Park will be a critical marketing challenge. Addressing these perceptions will require strong financial assistance and public improvements that go above and beyond typical urban neighborhood improvements. To gain community buy-in and generate buyer acceptance, Enos

Park must distinguish itself by offering “value” not matched elsewhere and providing support features and amenities catering to those seeking an urban lifestyle, closer to Springfield’s key employment centers.

DEVELOPMENT STRUCTURE

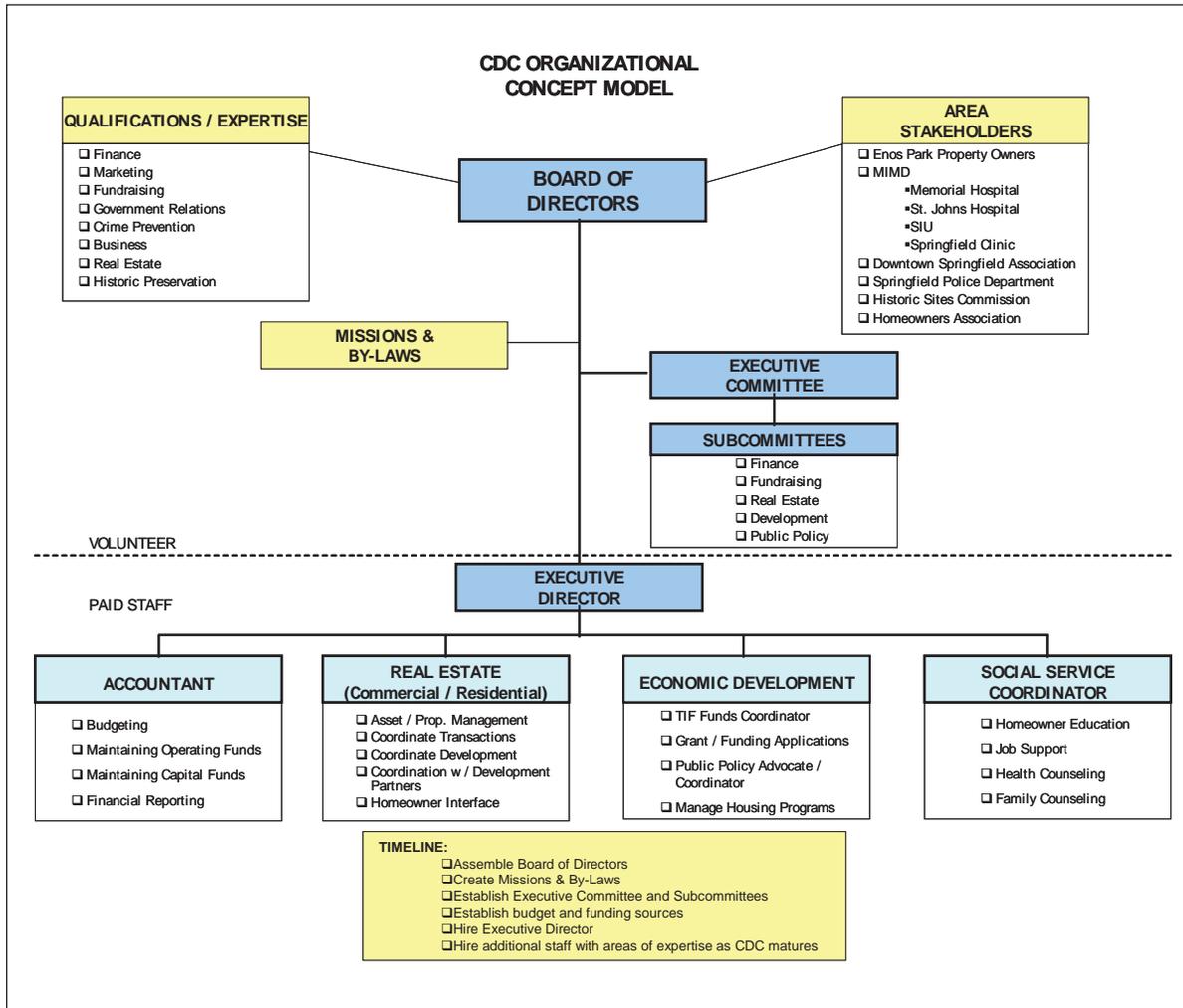
The first objective of the Master Plan Implementation Strategy is to identify key organizations and their roles and responsibilities in the Enos Park revitalization process. A more organized development structure that is based in the community is needed to work on the revitalization of Enos Park on an on-going basis. This structure or “Development Team” will need to have three members:

First, an Enos Park “Community Development Corporation” (CDC) should be created to access funding, assemble properties, establish partnerships and work with the City to harness resources and streamline the development process. As implementation of the Master Plan moves forward, the new CDC would have the responsibility and flexibility to respond to changing market conditions and financing opportunities. The Enos Park Neighborhood Improvement Association has begun the first steps toward creating this new organization, establishing an Enos Park Development LLC to initially purchase and hold properties.

Second, consideration should be given to retaining a “Development Advisor” to provide the CDC with professional expertise. The Advisor would function as a master developer for the overall neighborhood to manage and accomplish the critical “developer/builder” tasks that are needed to get infrastructure, building rehabilitation and new infill housing projects going.

Third, the City of Springfield must be an integral partner in transforming Enos Park by directing funding and streamlining policies and the overall development process. To stabilize and strengthen Enos Park’s housing core and cultural resources, the City should initially create an overlay zoning district and a historic district designation for the neighborhood. The overlay zone should include design standards that guide home improvements as well as new construction to protect property values and establish a higher level of building quality. A historic district designation will help preserve Enos Park’s rich history and historic character while providing a stronger identifier and draw for the neighborhood.

Table 4.1: Fully-Functioning CDC Organizational Chart



DEVELOPMENT TEAM

As noted, a well-coordinated revitalization effort will be critical to achieving the short-term and long-range recommendations of the Master Plan. The following organizations and agencies can be part of the “Development Team” and play important roles in bringing change to Enos Park:

ENOS PARK NEIGHBORHOOD IMPROVEMENT ASSOCIATION (EPNIA)

Established in 1989, the Enos Park Neighborhood Improvement Association is a grass roots non-profit organization dedicated to the revitalization of the neighborhood. The Association is governed by a 13-member volunteer board and staffed by a non-paid executive director. EPNIA activities include a newsletter, neighborhood patrol, home tour, Concert in the Park and participation in the Edwards Place Art Fair.

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The EPNIA will continue to lead service, programming and volunteer activities for the neighborhood, and is in the process of setting up the new CDC.

ENOS PARK COMMUNITY DEVELOPMENT CORPORATION (EPCDC)

The Enos Park CDC should be responsible for implementing the Enos Park Master Plan by regularly managing housing rehabilitation and infill development projects, gaining access to funding, enforcing design standards and implementing demolition on strategic properties to catalyze private investment. A CDC must have non-profit IRS designation to legally obtain tax-free financial contributions from private individuals and grants or gifts from any government, corporate or foundation source.

A CDC is organized the same as any other non-profit entity under Section 501(c)(3) of the Internal Revenue Code. While there is no national entity that certifies a community development corporation, organizations like the Local Initiatives Support Corporation, KnowledgePlex and NeighborWorks America provide free online resource centers dedicated to housing and community development. In all cases, a CDC must adhere to Fair Housing Laws and practices in their activities within the neighborhood.

More specific roles and responsibilities of an Enos Park CDC would include:

- Hire and manage staff.
- Hire and manage a Development Advisor.
- Direct public, private and institutional investment.
- Facilitate creation of an overlay zone and design/development standards.
- Review property improvement and construction projects for compliance with the design standards and guidelines.
- Serve as borrowing entity with local banks and investors, forming a loan pool to be used for housing rehabilitation and construction.
- Acquire properties for development from private owners and public agencies.
- Administer a housing rehabilitation program, including marketing, contractor selection, property sales and construction oversight.
- Administer an infill housing construction program, including marketing, contractor selection, property sales and construction oversight.
- Administer a commercial development program, including marketing, contractor selection, property sales and construction oversight.
- Administer an owner-occupied housing rehabilitation program.

CDC Action Steps:

1. Formally establish the CDC and secure operating funds for initial staff and start-up. Potential start-up and operating fund sources would include primary stakeholders within the MIMD, local financial institutions, CDBG and HOME funds and TIF.
2. Secure funding by pursuing grants, public allocations, private investments and charitable contributions working closely with the City's Office of Planning and Economic Development (OPED).
3. Establish an Enos Park Property Acquisition Fund with the contributions from private and charitable sources, grants, loans and other funding sources.
4. Identify, prioritize and acquire properties to create a "critical mass" of land area for redevelopment.
5. Conduct a full market analysis of the neighborhood to more specifically identify demand and supply, target markets, optimal housing and pricing.
6. Work with the OPED to retain a planning/design consultant to prepare an Enos Park zoning overlay district and neighborhood design/development standards.
7. Establish a formal process with DPW for the CDC to review permit applications for compliance with the new design/development standards.
8. Work with Development Advisor to produce a property acquisition map that identifies catalytic properties by phase.
9. Work with OPED and DPW to establish a more efficient approach for acquiring abandoned and problem properties.
10. Assist OPED in applying for a portion of the State's Neighborhood Stabilization Program allocation as soon as a Notice of Funding is released.

DEVELOPMENT ADVISOR

One of the most common issues facing CDCs is the lack of development experience among staff. As discussed earlier, a Development Advisor should be contracted to advise and assist the Enos Park CDC. The active involvement of a real estate professional will be critical to the neighborhood's revitalization process. Effective advisors will have substantial experience in the redevelopment of similar urban neighborhoods and could act as the CDC Director until permanent staff is hired.

The roles and responsibilities of the Development Advisor would include:

- Assist CDC in identifying and securing funds.
- Assist CDC with City collaboration and coordination.
- Guide the CDC and City through the development process by identifying potential barriers and facilitating action steps involving sales, design/engineering, permitting, contractor selection and construction.

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- Advise the CDC on the best practices in real estate development.
- Assist the CDC in identifying qualified organizations and forming effective partnerships.
- Assist the CDC and City in maximizing the economic and cultural impact of its investments.

CITY OF SPRINGFIELD

The City will be a vital partner in infrastructure projects, creating and enforcing regulations, and securing entitlements. The City should be officially supportive of the Enos Park redevelopment effort, securing state and federal grant applications and other funding sources, property acquisition, demolition efforts, right of way improvements, and the bonding of TIF funds. CDC staff should foster a strong working relationship with all relevant City departments, maintaining regular communication and update meetings.

The City of Springfield has several departments, agencies and commissions that have responsibilities related to the improvement and development of its neighborhoods. These include the Office of Planning and Economic Development, Department of Public Works and Historic Sites Commission.

Office of Planning & Economic Development (OPED)

Manages programs related to business and community development, including oversight of the City's Tax Increment Financing (TIF) districts and Enterprise Zones and administration of federal and state funding programs such as Community Development Block Grant (CDBG) and Home Investment Partnership (HOME). Other responsibilities include advancing various plans such as the Downtown Springfield R/UDAT Plan and Springfield Strategy 2020 Plan.

The City's direct involvement in implementing the Enos Park Plan through OPED should include:

- Assist the CDC and Development Advisor in identifying and applying for funds through current and future governmental funding programs.
- Allocate a portion of its annual CDBG allocation to Enos Park in compliance with the Springfield Consolidated Plan.
- Work with the CDC to discuss priority use of TIF funds for neighborhood improvement and redevelopment initiatives delineated in the Master Plan.
- Take the lead role in securing an infrastructure bond for Enos Park improvements.
- Coordinate with the CDC and Development Advisor with input from the SSCRPC in establishing an overlay-zoning district for Enos Park.

Department of Public Works (DPW)

Maintains the City's streets, sewers, parkways and alleys. It is also responsible for administering the City's building and zoning codes, waste and recycling initiatives and vacant building registration program. For building permits and inspections, the Department currently uses the International Building Code as well as the International Residential, Existing, Property and Energy Conservation Codes. DPW can also play a major role in the Enos Park revitalization effort through the following actions:

- Comprehensively address the infrastructure needs within Enos Park and design/program capital improvements, similar to the new streetscape installed along Fifth and Sixth Streets.
- Recommend to the City Council for approval of an allocation of annual funds to improve and maintain the deteriorated streets, sidewalks and alleys within Enos Park.
- Revise the City's current trash/garbage collection program to a more efficient and sustainable system, possibly using Enos Park as a model for the City. Such a program should consider the hiring of a single hauler to serve a specific district or zone. Competitive bids would be requested by the City for such services with a set term such as 2 to 4 years. The City, neighborhood groups, property owners and residents would monitor the quality and consistency of the service.
- Establish a more aggressive vacant building policy that shortens the time frame and improves the efficiency of turning a vacant property into a safe, rehabilitated property that stabilizes a neighborhood and improves the City's tax base. An example of a policy the City could model is the City of Chicago's Fast Track Demolition process.
- Establish a building permit policy in collaboration with the CDC that requires adherence to a new zoning overlay district and design guidelines.

Historic Sites Commission (HSC)

Manage the City's historic preservation program, including the survey/inventory of significant historic buildings, sites and objects, and designation of local landmarks and historic districts. There are currently 66 properties designated as City Landmarks. The Commission also conducts design review for designated landmarks or properties located within a Historic District undergoing restoration and rehabilitation. Additionally, HSC oversees and monitors the list of properties eligible for the demolition delay provision of the City's historic preservation code. HSC may also receive grants from the Illinois Historic Preservation Agency to undertake preservation planning activities.

Assistance from the Historic Sites Commission could include:

- Apply to IHPA for funding to conduct additional historic building research that supplements the Fever River Research Architectural Survey of Enos Park. The Commission should work with the CDC to determine if there are additional properties that may be historically significant and provide background documentation to property owners seeking information on their homes.
- Encourage owners of eligible properties to list or designate their buildings in the National Register of Historic Places or as City Landmarks.
- Determine potential boundaries of a City Landmark District and provide technical assistance throughout the district designation process.
- Deliver educational workshops and training services regarding: historic home rehabilitation and maintenance; the Illinois Property Tax Assessment Program; researching a home's history; and the benefits of National Register and City landmark designation.

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- ❑ Develop special publications such as a “Roots of Your House” book that describes how residents can research the history of their homes and the types of architectural styles found in the neighborhood.
- ❑ Create/administer programs for historic homes, including an “Enos Park Endangered Properties List” that utilize local and state historic preservation sources to raise funds, enabling the acquisition, stabilization and sale of key at-risk properties within the neighborhood.

Overall, the City will need to be a vital Enos Park partner actively involved in infrastructure projects, creating new regulations and design standards for building rehabilitation and new development, and securing permits and approvals.

City Action Steps:

1. Formally adopt the Enos Park Neighborhood Master Plan and incorporate it as a Sub-Area of the City’s overall Comprehensive Plan.
2. Establish an on-going working relationship with the CDC.
3. Work with the new CDC to revise the neighborhood’s zoning, including new design standards.
4. Secure state and federal grants and other funding/bonding sources, including an infrastructure bond specific for Enos Park.
5. Expand the term of the Enos Park TIF and promote approval by the State General Assembly to enable this funding source to partially repay the infrastructure bond.
6. Allocate a portion of the City’s annual Community Development Block Grant (CDBG) allocation to the Enos Park neighborhood in compliance with the Springfield Consolidated Plan.
7. Establish and commit funding for Phase I infrastructure design, engineering and construction.
8. Prioritize TIF funds for rehabilitation and construction work.
9. Revise the trash/garbage collection program to a more efficient and sustainable system within Enos Park.
10. Work with the CDC and other neighborhood groups to establish a more efficient vacant building policy that turns vacant and blighted properties into safe and improved properties.
11. Demolish unsafe and significantly deteriorated buildings.
12. Convert one-way traffic patterns on 4th, 5th, 6th and 7th Streets to two-way traffic to provide a safer, more pedestrian friendly neighborhood.

AREA STAKEHOLDERS/PARTNERS

Mid-Illinois Medical District Commission (MIMDC)

The MIMDC is responsible for managing the planning and development of the health care facilities associated with its medical institutions. The District's boundaries include 11th Street on the east, Madison Street on the south, Walnut Street on the west and North Grand Avenue on the north. The 11-member Commission includes appointees of the Illinois Governor, Sangamon County Board Chair and Springfield Mayor.

The Medical District's member institutions employ approximately 12,000 people, representing the second largest employment base within Springfield next to the State of Illinois. Participating institutions in the MIMDC include:

- Memorial Hospital and Medical Center
- St. John's Hospital
- Southern Illinois University Medical School
- Prairie Cardiovascular Center
- Prairie Diagnostic Center
- Springfield Clinic

City and CDC staff should continue to work closely with the MIMDC to facilitate financing, marketing and development opportunities that will enhance the MIMDC and the neighborhood.

In regards to the Medical District Master Plan, the City and CDC should work with the MIMDC to resolve any conflicts between the MIMDC Master Plan and the Enos Park Neighborhood Master Plan. Specific areas of conflict include

- North side of Carpenter Street between Seventh and Ninth Streets. Medical District Master Plan recommends an expansion zone for St. John's Hospital rather retaining existing buildings and encouraging new rowhouse/townhome and commercial development.
- Block bounded Second/Third/Dodge/Union Street. Medical District Master Plan recommends an expansion zone for Memorial Hospital rather than converting the parking lot to rowhouse/townhome development.
- Block bounded by Second/Third/Dodge/Calhoun Streets. The Medical District Master Plan recommends conversion of the majority of the block to mixed use commercial rather than encouraging the rehabilitation of the existing homes.

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Springfield-Sangamon County Regional Planning Commission (SSCRPC)

The SSCRPC is the joint planning agency of the City and Sangamon County. It provides planning services related to land use, housing, transportation, open space and environmental.

The SSCRPC has played an integral role in crafting the Medical District and Enos Park Master Plans, and can continue to provide on-going technical assistance during implementation phases. The SSCRPC could also assist in establishing a formal Enos Park Historic District through its commissioner seat on the Springfield Historic Sites Commission and assist in additional traffic studies for converting the one-way streets.

Springfield Art Association (SAA)

The SAA facilities, which include the Edwards mansion, Art Gallery, School, Library and craft studios, are cultural anchors and activity generators within Enos Park. Enhancing these amenities as a “cultural campus” as recommended in the Master Plan, will help the neighborhood be a more attractive place for visitors, investors and new residents.

The Art Association will be a key partner in Enos Park’s future and has begun to follow up on the Master Plan by forming a new campus planning committee. The EPNIA and the CDC should continue to meet regularly with Art Association staff to maximize the Association’s local visibility and community impact.

Springfield Park District (SPD)

The Springfield Park District manages open spaces throughout the City, including Enos and Gehrman Parks. In the future, the SPD will play a vital role in implementing the Enos Park Neighborhood Master Plan’s recommendations to improve Gehrman Park and establish new greenways between the parks and within the 3rd Street rail corridor.

Springfield District 186 (SPS)

Neighborhood residents have expressed a desire to maintain McClernand Elementary School as Enos Park’s local public school. As the single most important driver of location decisions among families with children, improving the quality of public education will dramatically increase the potential Enos Park buyer pool by making the neighborhood more appealing to households with children.

The new Enos Park CDC should facilitate regular meetings with the EPNIA, SPS and McClernand administrators, teachers and parents to accomplish the following:

- Identify best practices among similar schools and communities.
- Set performance benchmarks for McClernand Elementary.
- Identify barriers to the success of neighborhood students.
- Outline policies and procedures to overcome learning obstacles.
- Identify joint programs with the Art Association or EPNIA that support community service and involvement among students.

- ❑ Consider the potential for repositioning the school as a magnet school, possibly affiliated and oriented to the art or medical fields.
- ❑ Gain support from SPS to extend the TIF in order to facilitate neighborhood improvements promoting additional homeownership and families with children to stabilize the neighborhood and student populations.

Illinois Historic Preservation Agency (IHPA)

The Illinois Historic Preservation Agency administers various state and federal preservation programs and laws including the nomination of buildings and districts to the National Register of Historic Places, conducting surveys of historic and archaeological resources and reviewing public projects regarding their impact on historic and cultural resources.

The Agency could work with the new Enos Park CDC and Historic Sites Commission to determine potential boundaries of a National Register Historic District, assist with a district nomination and provide educational workshops on the benefits of neighborhood and property historic designations.

Downtown Springfield Inc. (DSI)

The DSI's mission is to make Downtown Springfield an ideal place to shop, work, visit, invest and live. The organization undertakes a variety of marketing and improvement activities including facade enhancements, walking tours and various festival and promotion events.

The organization has a common interest in advancing Enos Park as a historic neighborhood within a short walking distance of Downtown. The CDC, EPNIA and DSI should coordinate efforts to highlight and promote the unique cultural aspects of Downtown and the neighborhood.

Springfield Convention + Visitors Bureau (SCVB)

The SCVB is the region's tourism marketing organization specializing in conventions, meetings, conferences and visitations to the Springfield area. The Bureau also organizes tour and visitor packages that include many of the Abraham Lincoln historic sites located near Enos Park. Like DSI, the Bureau could be a valuable partner in promoting the historic resources of the neighborhood.

Greater Springfield Chamber of Commerce (GSCC)

The Chamber promotes the civic and commercial progress of the Springfield community. It has been particularly active with the Medical District, which Enos Park is located within. The Chamber could assist the EPNIA, CDC and City in promoting the commercial development potential of North Grand Avenue and Carpenter Street within Enos Park. Enhancement of these commercial corridors would positively impact Downtown and the District as well as Enos Park.

The Heritage Foundation (HF)

The Heritage Foundation facilitates the rehabilitation and preservation of vacant and underutilized historic properties in Downtown and undertakes other charitable and educational initiatives related to preservation. The organization is a subsidiary of Downtown Springfield, Inc.

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The organization can accept donated properties, appraise them and bid them for purchase by new owners who agree to rehabilitate and reuse them. The Foundation has been credited with saving several important Downtown buildings from demolition. It could possibly play a role in Enos Park to facilitate the rehabilitation of historically and architecturally distressed properties, including the potential purchase of threatened properties or at least provide technical assistance to the new Enos Park CDC.

Habitat for Humanity - Sangamon County (HFHSC)

The HFHSC is dedicated to providing homeownership opportunities to low-income families and could be a viable builder partner within Enos Park neighborhood. With Enos Park's diverse demographics, number of vacant properties and strong neighborhood volunteerism, HFHSC could assist in rehabilitating homes as well as building new homes with local support.

Old Neighborhood Rehab Inc. (ONR)

This not-for-profit development group has been working within the neighborhood for years, acquiring vacant properties and completing renovations to provide quality, affordable housing. The group will continue to play an active role in renovating existing properties and assisting the new CDC with technical expertise.

LAND USE

ZONING

There are currently four different zoning districts within Enos Park, including one commercial, one industrial and two residential districts. The predominant zoning classification is the R-2 district, which is appropriate for most areas of the neighborhood. These zoning districts are cumulative in nature and permit a range of residential, commercial and industrial development that may not be appropriate for some blocks of the neighborhood. For example, single-family homes are permitted in the S-3 Shopping District. Auto-oriented businesses that may not be compatible with the neighborhood are also allowed. A more detailed review of the permitted and conditional uses within the existing zoning should be conducted, especially regarding incompatible uses. Based on the land use pattern of the Enos Park Master Plan, substantive changes to the zoning regulations should be considered, including the following:

- Neighborhood Zoning Overlay District:** An overlay, which encompasses Enos Park and possibly the overall Mid-Illinois Medical District, could be considered to regulate land uses more specifically and to promote better site and building design. Such an overlay was also recommended to implement the Mid-Illinois Medical District Master Plan.
- An overlay district is a special zone that supplements and/or modifies underlying zoning for the purpose of protecting sensitive areas or creating additional guidance for development. Land within the overlay district may be subject to special requirements for façade design, development density or land use.
- Form-Based Approach:** An overlay district could also incorporate a “form-based” approach, which serves the same basic functions as traditional zoning, but more specifically defines the desired physical form and character of building sites and the public realm. Other key features include

build-to lines, height minimums and maximums, architectural requirements such as preferred materials and colors, parking setbacks and site/streetscape/signage design standards.

- ❑ **Historic District Design Standards:** A new zoning district for Enos Park should also incorporate historic design standards that address the rehabilitation of existing homes and buildings. Such standards, if required through zoning, would help EPNIA and the City better regulate and manage building improvements based on the historic integrity of the neighborhood.

Although most Enos Park properties are already zoned for residential use, there are some major advantages to streamlining zoning and property entitlements early in the neighborhood revitalization process. By establishing zoning that more specifically supports the Enos Park Master Plan vision, the CDC and City will be able to:

- ❑ Adopt a new zoning map that identifies the highest and best use on each parcel in accordance with the Master Plan.
- ❑ Apply design review to each parcel in the neighborhood through the CDC to establish local regulatory oversight regarding the quality and character of building rehabilitations and new construction. The City should agree to only consider permit applications from within the overlay district that have passed the CDC's initial review.
- ❑ Attract a larger market of potential investors and builders by removing the uncertainty of an expensive, time-consuming rezoning process. With clearly defined entitlements in place, prospective homebuyers and businesses will be better able to secure financing and reduce time before starting construction.
- ❑ Protect property values by not allowing incompatible uses and the potential of dividing single-family homes into multiple rental units.

DESIGN STANDARDS

While many homes in Enos Park sit vacant and abandoned, and others that are occupied show signs of disrepair, the current housing stock does possess a unique architectural character and charm. The prevailing design styles and physical scale should be maintained by rehabilitating as many vacant and dilapidated homes as feasible, and constructing compatible new homes on vacant lots which complement the existing housing stock. New homes do not have to reflect a specific architectural style or time period. However, infill home construction should be compatible regarding massing, form and design to reinforce an attractive harmonious community character.

To better ensure consistency, durability and quality construction and to supplement a new zoning approach, a set of design standards are needed that will guide architects, landscape architects, contractors, homeowners and investors. Such standards or guidelines typically contain preferences for site, parking, landscape, streetscape and building design. Some include a point-based scoring system and may also establish performance standards with measurable outcomes such as energy efficiency and materials durability.

Historic design standards and guidelines should focus on preserving the character of existing homes and address such components as exterior siding, windows, roofing, trim details, porches and foundations. Such standards should focus on exterior details and not be restrictive of interior layouts and options. If included in a new zoning district for Enos Park, the standards will apply not only to those homes being rehabilitated and resold, but also to existing homeowners within the neighborhood.

Standards for new home construction should not focus on specific architectural styles, but address site layout (setbacks, building scale, orientation and massing) and key design elements (porch sizes, siding type, materials, windows and roof pitches). More specific details for lighting, landscaping, fencing and porches should also be profiled.

Zoning/Design Standards Action Steps:

1. Secure City Council approval of the Enos Park Neighborhood Master Plan, including its adoption as an amendment (or addendum) to the City's Comprehensive Plan.
2. The City and CDC should hire a consultant to revise the neighborhood's zoning, which would include identifying boundaries and permitted uses by parcel in accordance with the Master Plan, creating an official overlay district map and crafting new design standards.
3. The City and CDC should then submit the new zoning district to the SSCRPC and City Council for formal adoption.

HISTORIC DISTRICT DESIGNATION

Enos Park is one of Springfield's most historically and architecturally significant neighborhoods. However, as noted earlier, several of the neighborhood's most significant homes have been lost to demolition over the years and a slow erosion of Enos Park's built fabric has taken place. There are opportunities to implement several initiatives that can foster the preservation of its historic resources, stabilize and increase overall housing values, encourage compatible infill development and promote awareness and pride of Enos Park's architecture and history.

One initiative would be to list Enos Park as a district in the National Register of Historic Places. Such a listing is an honorary designation from the National Park Service recognizing historic buildings and districts important to the nation's history. The listing does not restrict the use of property. Building renovations would need to follow the Secretary of the Interior's Rehabilitation Standards, which are a list of basic architectural guidelines. Also, federal, federally licensed or federally assisted building or development projects would need to be assessed regarding impacts on a property or district listed in the National Register.

Enos Park may also be eligible for designation as a City of Springfield Landmark District, which allows the Historic Sites Commission to review certain changes to a building's exterior. Designating Enos Park as a City Landmark District requires a process separate from the National Register of Historic Places. This designation process can be initiated by the Enos Park CDC or the City's Historic Sites Commission, and requires two-thirds of property owners within the proposed district boundaries to consent to the designation. Given this consent requirement, the Enos Park CDC will need to work with its partners to

develop a strong consensus and agreement among neighborhood property owners to proceed with the designation process.

Alternatively, the CDC could advocate for amending the City’s historic preservation code requiring two-thirds property owner consent for City Landmark District designation. Ideally, the consent requirement should be eliminated or changed to require only 51 percent of property owners to reject a district designation. This provision is consistent with National Register district designation requirements.

It should be noted that if both National Register and City designations were pursued, the neighborhood would have to give careful consideration to the number of property demolitions that will take place as part of the infill development strategy. The demolition of properties that may be considered contributing to a potential Historic District may disqualify the neighborhood from being eligible for district designation. In this regard, the CDC should consult the Historic Sites Commission and Illinois Historic Preservation Agency (IHPA) on the balance between district designation eligibility and demolition activity.

Historic District Action Steps:

1. Organize an annual or biannual home “unveiling” event that involves neighborhood volunteers stripping and removing artificial siding off home exteriors. An event can mobilize the neighborhood to uncover hidden architectural gems and provide a boost to a homeowner’s rehabilitation project.
2. A “Rehabarama” could be organized by the EPNIA in which several homes can be rehabilitated through outside private sources and showcased to the public through a neighborhood special event or open house.
3. Conduct additional historic building research that supplements information included in the Fever River Research Architectural Survey. This initiative would help to determine if there are additional properties that may be historically significant to the neighborhood and provide background documentation data to property owners seeking information on their homes. This initiative could be a collaboration with the EPNIA, CDC, Historic Sites Commission, IHPA, Sangamon County Historical Society, Looking for Lincoln Heritage Coalition and other institutions.
4. As a short-term step, the CDC should work with the IHPA and Historic Sites Commission to identify appropriate boundaries for a National Register historic district, and funding for completing the National Register nomination process. Initially this will require a Preliminary Eligibility application with the IHPA.
5. As a long-range step, the CDC should work with the Historic Sites Commission to determine appropriate boundaries for a City historic district.

INFRASTRUCTURE

The Enos Park neighborhood needs significant upgrades to its infrastructure, streetscape and open space. Next to the cost of the large-scale home rehabilitation and new home construction recommended in the Enos Park Master Plan, infrastructure improvements are the largest budget item at approximately \$26.5 million. Various funding sources will need to be utilized.

Such improvements will need to be phased and coordinated to ensure that projects are timed before or at the same time as the development of new infill housing. The infrastructure initiative will also require coordination between Springfield's DPW, OPED, City Water, Light and Power and Office of Budget and Management.

NEIGHBORHOOD STREETS

The improvements to the public rights-of-way would include: resurfacing streets; replacing curbs and sidewalks; repairing alleys; and installing new decorative streetlights, sidewalk "bump-outs" at primary streets, street trees, parkway lawns and identity/gateway signage.

COMMERCIAL CORRIDORS

The improvements to North Grand Avenue and Carpenter Street between 2nd and 10th Streets would include replacing curbs and sidewalks; repairing alleys; and installing new decorative streetlights, sidewalk "bump-outs", street trees, trash receptacles, benches, bus stops and identity/gateway signage,

Right-of-Way Action Steps:

1. The CDC, Development Advisor, City and MIMDC should work together to further assess infrastructure needs within the public right-of-way and prepare a capital improvement plan.
2. The CDC, Development Advisor, City, MIMDC and business/property owners should work together to further assess infrastructure needs within the commercial corridors and prepare a capital improvement plan.
3. The CDC, Development Advisor, City and MIMDC should identify sources of funds for the design and construction of the improvements.
4. The City would hire consultants to design the infrastructure and streetscape improvements.
5. The City would hire contractors to build the improvements in phases according to the proposed housing developments.

TRAFFIC SYSTEM

The neighborhood's one-way streets, 4th, 5th, 6th and 7th Streets, are recommended in the Master Plan to be converted to two-way traffic flow. A preliminary traffic model for these streets between Carpenter Street and North Grand Avenue completed by the SSCRPC showed minimal impact on the current street system if these streets are converted to two-way.

Traffic Action Steps:

1. The City should complete studies if needed to confirm the SSCRPC traffic model.
2. The City should change the streets to two-way traffic as soon as possible.
3. The CDC, Development Advisor, City and MIMDC should work together to further assess infrastructure needs within the public right-of-way and prepare a capital improvement plan.
4. The CDC, Development Advisor, City, MIMDC and business/property owners should work together to further assess infrastructure needs within the commercial corridors and prepare a capital improvement plan.
5. The CDC, Development Advisor, City and MIMDC should identify sources of funds for the design and construction of the improvements.
6. The City would hire consultants to design the infrastructure and streetscape improvements.
7. The City would hire contractors to build the improvements in phases according to the proposed housing developments.

HERITAGE/CULTURAL WALK

The Heritage/Cultural Walk recommended for Fifth Street would link the Abraham Lincoln Presidential Library and Museum, Union Station/Visitors Center, Edwards House/Art Association Campus and Lincoln's Tomb. The trail improvements would include wayfinding/interpretive signage and possibly pavement markings.

Heritage/Cultural Walk Action Steps:

1. The CDC should work with and coordinate the route with the Convention and Visitors Bureau, Historic Site Commission and Art Association.
2. The CDC and Development Advisor would assist in securing funding for improvements along the Heritage/Cultural Walk route.

GEHRMANN/ENOS PARKS

The Master Plan envisions enhancement of Gehrmann Park as well as creation of a pedestrian greenway connecting Gehrmann to Enos Park. The improvements for Gehrmann Park would include landscaping, play equipment, benches, fencing and other park amenities similar to the recent upgrade to Enos Park.

The improvements for the greenway would include a pedestrian and bicycle path, landscaping, lighting, benches, trash receptacles, crosswalk markings and wayfinding/identity signage. To complete the greenway, private property will need to be acquired and public right-of-way utilized along Enterprise Street.

Park Action Steps:

1. The CDC should acquire parcels between Third and Fifth Streets within the trail location delineated in the Master Plan.
2. When parcels are secured, the CDC should coordinate planning of the trail with the Springfield Park District and City DPW.
3. The CDC should assist the City in seeking funding for the trail design and construction.
4. The City would hire consultants to design the greenway.
5. The City would hire contractors to build the greenway.

THIRD STREET GREENWAY (RAIL TO TRAIL)

The Union Pacific rail right-of-way that parallels 3rd Street along with its current freight and commuter rail traffic, represent a major physical barrier within Enos Park. If freight traffic is increased and high-speed rail introduced along this corridor, the negative impacts on the neighborhood will significantly increase. Conversion of this rail corridor to a regional greenway is recommended in the Master Plan and ultimately will be decided by local, state and federal agencies.

Greenway Action Steps:

1. The EPNIA and City should continue to advocate for the conversion of this rail right-of-way to a greenway with a regional hiking and biking trail.
2. If the timing is feasible, the City should consider hiring a consultant to design the greenway and develop cost estimates for removal of the tracks and installation of the trail, landscaping and signage.
3. Until the conversion to a Greenway, the CDC could assist adjacent property owners in identifying visual and noise landscape mitigation efforts.

DEVELOPMENT

MARKET

An accurate understanding of Springfield's housing demand and supply is critical to building the right product and forming effective sales and marketing strategies. Based on redevelopment efforts in other similar areas, primary target markets for rehabilitated and new housing in Enos Park will include:

- ❑ **Professional singles and couples without children.** Deemed the Cultural Creatives or Gen Y, these young urban pioneers are ethnically diverse with low to moderate incomes. Many will work in professional jobs at State offices or in the Medical District. They prefer a “hip,” urban

environment with unique homes and easy access to work, entertainment and services. Although most will prefer an updated, move-in ready home with an open floor plan and modern features; many will purchase and invest 'sweat equity' to increase the value of their homes.

- ❑ **Working class couples without children.** A diverse group of thirty-something professionals who are first-time homebuyers with low to moderate household incomes, who will also work at State offices or in the Medical District.
- ❑ **Senior move down market.** Senior citizens are the fastest growing segment of the population. By 2020, one in every five Americans will be over the age of 65. Many fixed-income seniors will seek smaller, affordable one-story homes in older urban neighborhoods like Enos Park. The most important amenities for this group will be low maintenance homes, sidewalks, streetlights, parks and access to medical/health services, all of which are offered in or near Enos Park.

In general, secondary target markets include families with children that are seeking safe, affordable neighborhoods with access to high quality public education. This secondary target market will be more long-term and could be served as neighborhood conditions improve.

- ❑ **Single parents.** Affordable, move-in ready homes will be attractive for single parents, but they will also be sensitive to perceived safety and education issues. Single parents generally prefer a low-maintenance, two-bedroom two-bathroom product with ample storage space and carpeted floors.
- ❑ **Young families.** Access to quality education is the most important factor to young families. They may or may not be willing to rehab a home themselves, and suburban homes at depressed prices will be very attractive to this group.
- ❑ **Empty Nesters.** Comprised of middle age singles and couples whose adult children have moved out on their own, this group is increasingly becoming ethnically and economically diverse. Empty nesters are starting to move from larger suburban homes to more affordable homes in older urban neighborhoods. Safety is an important factor, but newer amenities aren't as important as they are to young professionals. Empty nesters are also among the most likely groups to purchase and rehab an older home themselves.
- ❑ **Sweat Equity Buyers.** These buyers would likely come from the primary and secondary target markets listed above including professional singles and couples without children, young families, and empty nesters. These buyers typically have limited financial resources but have the ability to complete smaller renovation projects, particularly on the interior of their homes.

Market Analysis Action Steps:

1. The CDC should hire a consultant to conduct a complete market analysis of Enos Park to identify demand and supply factors, target markets, optimal housing products, pricing and a projected absorption rate.
2. A marketing budget should be established and strategies for reaching primary target markets identified. Marketing strategies can range from conventional paid media to targeted special

events or broker outreach. One consultant may be used to undertake and develop both the market analysis and marketing strategy.

PROPERTY ACQUISITION

The Enos Park CDC should be responsible for property acquisition, assembly/holding and fundraising necessary to create an Enos Park Property Acquisition Fund. Potential financing sources include private investors, charitable contributions, grants, loans and TIF funds. The EPNIA and CDC would assist in fundraising efforts.

Property can be obtained by gift, exchange, foreclosure, purchase or transfer (from City or tax claim bureaus). To help focus and direct acquisition efforts, the CDC/Development Advisor should produce a map identifying the priority order in which properties should be acquired. Priorities should be:

- Low-value/low-priced vacant and abandoned property, including properties taken by the City in tax foreclosures and vacant land.
- Dilapidated and for sale Phase 1 properties.
- Dilapidated and for sale Phase 2 properties.
- Dilapidated and for sale Phase 3 properties.

Purchased properties should be held in a land bank, and the CDC/Development Advisor should decide whether each property will be demolished, redeveloped or improved with infill construction based on condition, the Master Plan and development phasing. The Enos Park, LLC, which was recently set up by EPNIA, can be used as an initial land bank to hold properties until the CDC is prepared to take action. The CDC would also be shielded from holding costs, which will be financed by the new Enos Park Property Acquisition Fund. Under Illinois law, land banks have the power to transfer property to demolish property, and to clear liens for the purpose of redevelopment, but not the power of condemnation. The City can take tax defaulted properties (or fee defaulted, in accordance with the City's current blighted housing policy) and transfer ownership to the land bank.

Property Acquisition Action Steps:

1. The Enos Park LLC should establish a land bank consistent with the 20 ILCS 3501 Illinois Finance Authority Act Article 815 – Land Bank Fund .
2. The Enos Park LLC should establish an Enos Park Property Acquisition Fund through contributions from private and charitable sources, government grants, loans, and other funding sources.
3. The new CDC should produce a prioritized property acquisition map, identifying targeted catalyst properties by phase.
4. The Enos Park LLC should acquire and hold properties until the CDC is prepared to demolish, redevelop or improve the property through infill development.

5. The CDC should work with the City to revise the current fee-based vacant housing policy into a more aggressive taking policy within Enos Park.
6. The CDC should work with the City to establish an efficient program to acquire abandoned and problem properties.

PROPERTY DEMOLITION

If the CDC and City determine that a land banked property cannot be redeveloped, a recommendation should be made for demolition. The Enos Park LLC (or eventually the new CDC under an established agreement with DPW) will initiate the demolition and site preparation process. Rather than dedicating limited TIF funds for demolition, the City should seek NSP and CDBG funds to establish a long-term demolition program for any area in Springfield covered by a CDC.

The cleared lot will remain in the land bank until the CDC is prepared to develop or sell the site to a private builder at a price below market to encourage private investment. Any subsequent improvements to the lot would be subject to the requirements of the new Enos Park Zoning Overlay District and Design Standards. Deed restrictions would also be placed on the lot requiring that future development be consistent with the Master Plan.

Property Demolition Action Steps:

1. The CDC and LLC should work with the City to establish a long-term demolition program to be executed by the City and CDC.
2. The City should pursue or allocate funding sources such as CDBG and NSP dollars to fund the demolition program.
3. The CDC should work with the City to better link its demolition process to a formal disposition program and with other tools that could assist new owners in home stabilization and rehabilitation as well as assist neighborhood groups in purchasing threatened properties from uninterested, disengaged owners.
4. The CDC should also work with the Historic Sites Commission on a demolition strategy for non-contributing properties within the core of the historic Enos Park neighborhood or proposed boundaries of a potential National Register or City Landmark District.

HOUSING REHABILITATION PROGRAM (OWNER-OCCUPIED HOMES)

The CDC should establish and administer a program to provide loans to qualified homeowners to rehabilitate owner occupied houses. The CDC should secure CDBG, TIF and other funds and private contributions to create a Revolving Loan Fund for the program. Dollar amounts and terms will vary based on the availability of funds and associated conditions. The Program could include the following criteria:

Forgivable Loan: \$25,000 (Forgivable after 5 or 10 years)

If \$15,000 or less, five year forgiveness period

If \$15,000 to \$25,000, 10 year forgiveness period

Must be 80% or lower AMI

Must be used for exterior items first (porch, siding, roof, windows, site)

Soft second mortgage on property, 10% dissolves per year for 10-year period (if total is \$15,000 to \$25,000)

Soft second mortgage on property, 20% dissolves per year for 5-year period (if total is \$14,999 or less)

Must adhere to Enos Park Design Standards

Loan Due on Sale: \$15,000 (0% interest loan due on sale)

Must be 80% or lower AMI

Can be used for interior, after exterior improvements meet standard

Second mortgage on property

No payments due until the title is transferred or after 30 years

Must adhere to Enos Park Design Standards

Housing Rehabilitation Program (Owner Occupied Home) Action Steps:

1. The CDC should establish a Housing Rehabilitation Program for owner occupied homes that enables qualified owners to secure low-interest financing for home improvements.
2. The CDC should establish a revolving fund using CDBG, TIF and other funds.

HOUSING REHABILITATION PROGRAM (VACANT HOMES)

The CDC should establish and administer a program to rehabilitate and resell vacant homes, including a revolving loan fund to finance projects. The CDC will need to establish a marketing and sales team that will be responsible for disposing of the rehabilitated properties.

As part of the program, the CDC should establish a pool of approximately 6 to 9 contractors, which will provide a competitive and diverse group of contractors likely grouped according to the various levels of rehabilitations (light or heavy). This will allow the CDC to administer a manageable number of contractors, while giving the builders confidence for ongoing work within the neighborhood.

After the program is established, the CDC would “release” a set amount of vacant houses to the contractor pool for bidding. The release of the homes would be based upon the concentrated areas delineated in the development-phasing plan. Timing of the release will be based upon the velocity of anticipated and completed sales.

A loan pool would be established and controlled by the CDC. The loan pool could utilize TIF funds, Reach Illinois funds and New Markets Tax Credits to leverage other private capital, where the returns to the investors are driven by the value of the credits, with only a nominal interest rate due. This will enable maximum flexibility in the administration of the loan funds by the CDC, with the ability to further subsidize some homes for affordability purposes. It is anticipated that many of the rehabilitated houses

sold in the early development phases would be sold at a price lower than the overall costs needed to complete the renovation. Establishing a flexible loan pool would enable the Development Team to absorb some of this price difference. When properties are sold to buyers, a developer fee would be included in the sales price to compensate the CDC/Development Adviser.

Housing Rehabilitation Program (Vacant Home) Action Steps:

1. The CDC should establish and administer a Housing Rehabilitation Program for vacant homes after determination of the market, financial sources and other factors that will affect delivery of housing units.
2. With the help of the Development Advisor, the CDC will identify a pool of contractors. A request for qualifications and a interview process will be conducted to establish a pool of contractors.
3. The CDC should establish a loan pool utilizing TIF funds, Reach Illinois funds, New Market Tax Credits (if possible) as well as any private funds that can be accumulated to grow the loan pool.

NEW HOME CONSTRUCTION PROGRAM (ON VACANT LOTS)

The CDC should establish and administer a program to develop new homes on vacant, prepared properties. Similar to the Housing Rehabilitation Program for vacant homes, a pool of new construction contractors should be used as partners to execute infill development contracts, and a revolving loan fund should be established to finance new construction projects. The CDC will also need to establish a marketing and sales team that will be responsible for selling the new homes.

A loan pool could be established and controlled by the CDC. The loan pool could utilize TIF funds for TIF eligible projects, and Reach Illinois funds and New Market Tax Credits to leverage other private capital, where the returns to the investors are driven by the value of the credits, with only a nominal interest rate due. This will enable maximum flexibility in the administration of the loan funds by the CDC, with the ability to further subsidize some homes for affordability purposes. By having a larger flexible construction loan pool, the overall price of a home can be reduced by lowering the carrying costs typically passed on to the homebuyer. Minimizing the loan risk for the builder will also help lower their target profit margin, which should also help keep the cost of the home at a level that the market can respond to absorb some of the price difference. When properties are sold to buyers, a developer fee would be included in the sale price to compensate the CDC/Development Adviser.

All new homes would be subject to the requirements of the new Zoning Overlay District and Design Standards. The market analysis will inform decisions about the type of product, total number of new units that the market can support and the appropriate price point.

New Home Construction Program Action Steps:

1. The CDC should establish and administer a New Home Construction Program after determination of the market, financial sources and other factors that will affect delivery of housing units.

2. With the help of the Development Advisor, the CDC will identify a pool of contractors. A request for qualifications and a interview process will be conducted to establish a pool of contractors.
3. The CDC should establish a loan pool using TIF funds, Reach Illinois funds, New Market Tax Credits, as well as any private funds that can be accumulated to grow the loan pool.

RENTAL HOUSING

Approximately half of the housing options within Enos Park consist of rental units. Many of these options are in single-family homes that were converted to multiple rental units, which has negatively affected the character of the community.

While increasing homeownership is needed to provide stability to the neighborhood, rental housing can still be part of the revitalization effort to retain economic diversity. Rental housing can be a platform for renters to upgrade within their neighborhood to homeownership. Such housing must still meet the same maintenance and design quality of construction that should be required of homeownership units. Rental options may best be configured as multi family housing within the designated areas of the Master Plan. Single-family housing should be utilized for rental units only on a limited basis, as it is important that homeowners take more interest in the future of the community. It is also important that landlords to be present and active within the community. Renters, along with their landlords, should be encouraged to take an active role within EPNIA. Renters and landlords must be held accountable for maintenance of their properties and activities that take place on their properties.

Rental Housing Action Steps:

1. The EPNIA and CDC should reach out to all landlords within the community to assess local needs and conditions, and become more involved with the development activity anticipated in the Master Plan.
2. The CDC should closely monitor rental housing for code violations or illegal activity, and work closely with the City and landlords to aggressively pursue and correct such activities.
3. As the CDC and development program progresses, the feasibility of providing staff as resources to manage properties should be explored, including the use of management fees to support CDC operations.
4. The CDC should seek to acquire and assemble parcels within the acquisition strategy to make available parcels large enough for multi-family properties.

FINANCING

Financing the overall revitalization of Enos Park will require creative and multiple financing components, including private funding sources. An estimate of approximately \$45 million represents the potential basic costs of development and homebuyer financing support. This preliminary budget estimate does not include the actual cost of the rehabilitation and construction of housing units or sales revenue (See Table 4.2 and 4.3 on following pages).

INFRASTRUCTURE FUNDING

Potential funding sources for infrastructure improvements recommended in the Master Plan include the following:

❑ **Capital Improvements Fund:**

Each year, the City approves a budget that includes a Capital Improvements Fund, which will be funded in part by the 2008 2% hotel-motel tax increase and by last year's quarter percent Local Infrastructure Sales Tax Increment (expected to generate about \$4.4 million annually).

The CDC and MIMDC should regularly communicate to the City and Citizens Infrastructure Review Board about specific programs, projected costs and priority projects to ensure that the Enos Park Master Plan is a funding priority.

❑ **Tax Increment Financing (TIF):**

The City designated Tax Increment Finance District for Enos Park annually generates revenues, which has been utilized for almost all improvements in Enos Park. This funding source recently financed the new streetscape improvements on 5th and 6th Streets as well as the preparation of the Enos Park Neighborhood Master Plan. To continue the neighborhood process, the Enos Park TIF should be used for the following purposes

- Fund the operations of the new CDC, including a Development Advisor.
- Fund property acquisition.
- Fund consultants to design and engineer infrastructure improvements.
- Fund infrastructure improvements.
- Provide local matching funds for grants.

Unfortunately, the total cost of these activities far exceeds the amount generated by the TIF, and many of these activities will have to happen early in the development process. For this reason, it will be necessary to bond the TIF to generate a large, one-time lump sum that can be applied to initial catalyst projects. In addition, TIF funds could be used to leverage other sources of funds.

Enos Park Neighborhood Master Plan

Section 4: Implementation Strategy

Table 4.2: Overall Development Budget (Preliminary)

STRATEGY COMPONENT	LEAD AGENCY	OTHER PARTNERS	PROJECT COST (000'S)		TOTAL	POTENTIAL REVENUE SOURCES						
			HARD	SOFT		FED	ST	City	City	TIF	CDC	Other
INFRASTRUCTURE												
Neighborhood Public Right-of-Way Improvements	City	IDOT; USDOT	\$14,351,285	\$3,300,796	\$17,652,081							
Commercial Public Right-of-Way Improvements												
N. Grand Avenue	City	IDOT; USDOT	\$1,815,814	\$363,163	\$2,178,977							
Carpenter Street	City	IDOT; USDOT	\$1,815,814	\$363,163	\$2,178,977							
Converting 1-way to 2-way	City	SSRPA; IDOT	\$944,000	\$188,800	\$1,132,800							
3rd Street Rail to Trail (w/in Enos Park)	City	IDOT; USDOT	\$1,407,955	\$281,591	\$1,689,545							
Enos / Gerhmann Park Greenway	City	IDOT; USDOT	\$826,000	\$165,200	\$991,200							
Heritage Trail	Visitors Bureau	EPNIA; IHL	\$354,000	\$70,800	\$424,800							
SUB-TOTAL			\$21,514,868	\$4,733,513	\$26,248,381							
LAND USE												
Zoning / Comprehensive Plan / Entitlements	City	SSRPA; EPNIA	\$0	\$50,000	\$50,000							
Overlay District - Design Guidelines / Adoption	EPD LLC	SSRPA; City	\$0	\$100,000	\$100,000							
Historic District Designation	HSC	EPNIA	\$0	\$35,000	\$35,000							
SUB-TOTAL			\$0	\$185,000	\$185,000							
HOUSING REHAB / INFILL HOUSING STRATEGY												
Acquisition / Site Prep	EPD LLC	City	\$7,841,400	\$0	\$7,841,400							
Owner Occupied Rehab	EPD LLC	City	\$6,165,000	\$0	\$6,165,000							
Environmental Testing	EPD LLC	City	\$0	\$169,000	\$169,000							
Title, Survey, Closing Costs	EPD LLC;City	EPD LLC;City	\$0	\$205,500	\$205,500							
Master Plan and Implementaion Strategy	EPD LLC	EPD LLC;City	\$0	\$125,000	\$125,000							
Legal	EPD LLC;City	City	\$0	\$100,000	\$100,000							
Architecture / Urban Design	EPD LLC	City;HSC;Hfor	\$0	\$50,000	\$50,000							
Marketing	EPD LLC	City	\$0	\$225,000	\$225,000							
Other Professional Services	EPD LLC	City		\$100,000	\$100,000							
Mortgage Finance Support												
Down Payment Assistance	EPD LLC	State, City	\$0	\$3,182,500	\$3,182,500							
Employer Assisted Housing	MIMD Partners	State	\$0	\$328,800	\$328,800							
SUB-TOTAL			\$14,006,400	\$4,485,800	\$18,492,200							
GRAND TOTAL			\$35,521,268	\$9,404,313	\$44,925,581							

Enos Park Neighborhood Master Plan

Section 4: Implementation Strategy

Table 4.3: Overall Development Budget (Phased)

PHASED PRELIMINARY PROJECT BUDGET		PHASE 1	PHASE 2	PHASE 3	TOTALS
ACQUISITION / SITE PREP					
Land Acquisition – privately owned vacant lots		\$ 58,500	\$ 148,500	\$ 76,500	\$ 283,500
Land Acquisition – publicly owned lots		\$ 6,500	\$ 16,500	\$ 8,500	\$ 31,500
Land Acquisition – vacant structure		\$ 170,000	\$ 230,000	\$ 210,000	\$ 610,000
Land Acquisition – renter occupied		\$ 1,435,000	\$ 2,030,000	\$ 1,820,000	\$ 5,285,000
Relocation		\$ 123,000	\$ 174,000	\$ 156,000	\$ 453,000
General Lot Clean Up		\$ 67,200	\$ 117,600	\$ 85,600	\$ 270,400
Subsurface Debris Removal		\$ 78,000	\$ 198,000	\$ 102,000	\$ 378,000
Demolition		\$ 150,000	\$ 200,000	\$ 180,000	\$ 530,000
SUBTOTAL		\$ 2,088,200	\$ 3,114,600	\$ 2,638,600	\$ 7,841,400
HARD COSTS					
Neighborhood Public R-of-W Improvements		\$ 3,642,278	\$ 4,627,414	\$ 6,081,593	\$ 14,351,285
Commercial Public R-of-W Improvements		\$ -	\$ 3,631,629	\$ -	\$ 3,631,629
Traffic Improvements		\$ 944,000	\$ -	\$ -	\$ 944,000
Greenway / Trail Improvements		\$ 519,200	\$ 2,068,755	\$ -	\$ 2,587,955
Owner-Occupied Rehabilitation		\$ 1,200,000	\$ 2,805,000	\$ 2,160,000	\$ 6,165,000
Model Homes		\$ -	\$ -	\$ -	\$ -
SUBTOTAL		\$ 6,305,478	\$ 13,132,797	\$ 8,241,593	\$ 27,679,868
SOFT COSTS					
Eng./Survey/Landscape Arch. Neighborhood ROW		\$ 837,724	\$ 1,064,305	\$ 1,398,766	\$ 3,300,796
Eng./Survey/Landscape Arch. Commercial ROW		\$ -	\$ 726,326	\$ -	\$ 726,326
Eng./Survey/Studies Traffic		\$ 188,800	\$ -	\$ -	\$ 188,800
Eng./Survey/Landscape Arch. Greenway / Trails		\$ 103,840	\$ 413,751	\$ -	\$ 517,591
Zoning / Comprehensive Plan / Entitlements		\$ 50,000	\$ -	\$ -	\$ 50,000
Overlay District / Design Guidelines		\$ 100,000	\$ -	\$ -	\$ 100,000
Historic District Designation		\$ 35,000	\$ -	\$ -	\$ 35,000
Environmental Testing		\$ 42,000	\$ 73,500	\$ 53,500	\$ 169,000
Title Survey/Closing Costs		\$ 40,000	\$ 93,500	\$ 72,000	\$ 205,500
Master Plan and Implementation Strategy		\$ 125,000	\$ -	\$ -	\$ 125,000
Legal		\$ 100,000	\$ -	\$ -	\$ 100,000
Architecture/Urban Design		\$ 50,000	\$ -	\$ -	\$ 50,000
Marketing		\$ 75,000	\$ 75,000	\$ 75,000	\$ 225,000
Welcome Center Overhead/General Administrative		\$ -	\$ -	\$ -	\$ -
Master Developer / Development Advisor Fees					\$ -
Incentive Bonus Fees					\$ -
Other Professional Services		\$ 100,000	\$ -	\$ -	\$ 100,000
SUBTOTAL		\$ 1,847,364	\$ 2,446,382	\$ 1,599,266	\$ 5,893,012
DOWNPAYMENT ASSISTANCE					
Single Family Homebuyers – Low/Moderate		\$ 600,000	\$ 1,050,000	\$ 765,000	\$ 2,415,000
Townhome Buyers – Low/Moderate		\$ -	\$ 352,500	\$ 315,000	\$ 667,500
Employer Assisted Housing		\$ 64,000	\$ 149,600	\$ 115,200	\$ 328,800
Market Rate Homebuyers		\$ 100,000	\$ -	\$ -	\$ 100,000
SUBTOTAL		\$ 764,000	\$ 1,552,100	\$ 1,195,200	\$ 3,511,300
GRAND TOTAL PRELIMINARY PROJECT COSTS		\$ 11,005,042	\$ 20,245,879	\$ 13,674,659	\$ 44,925,581

❑ **Illinois Transportation Enhancement Program (ITEP):**

This program provides funding for community-based projects that expand travel choices and improve the cultural, historic, aesthetic and environmental aspects of local transportation infrastructure. Project sponsors may receive up to 80 percent reimbursement for eligible project costs, with a 20 percent local match. A project must relate to surface transportation and qualify as one of the 12 eligible categories listed in the ITEP Guidelines Manual. Categories that could be relevant to Enos Park infrastructure and transportation needs include:

- Facilities for pedestrians and bicyclists.
- Safety and educational activities for pedestrians and bicyclists.
- Landscaping and other scenic beautification.
- Historic preservation.
- Preservation of abandoned railway corridors for pedestrian and bicycle trails.

❑ **Safe Routes to Schools (SRTS):**

This program, managed by the Illinois Department of Transportation (IDOT), requires sustained efforts by parents, schools, community leaders and local, state, and Federal governments to improve the health and well-being of children by enabling and encouraging them to walk and bicycle to school. State and Federal highway funding is allocated on a yearly basis to fund eligible activities including sidewalk or trail construction and maintenance, traffic mitigation and air pollution reduction around schools.

❑ **Sustainable Communities Challenge Grant:**

A federal interagency collaboration between the Department of Transportation, Department of Housing and Urban Development and the Environmental Protection Agency, to provide resources to build more livable sustainable communities. The Challenge Grants provide funding for localized planning activities that may include amending and replacing local master plans, zoning codes, and building codes to promote mixed-use development, affordable housing and the reuse of older buildings.

❑ **Enterprise Zone Assistance:**

The Springfield Enterprise Zone was established to encourage job creation and capital investment in areas of economic distress and to promote neighborhood revitalization in target areas. Enos Park is located within a TIF district; therefore it could not take advantage of the property tax abatements, but would be able to take advantage of the State and local sales tax exemption on building materials.

Infrastructure Funding Action Steps:

1. The City should hire consultants to design/engineer the infrastructure projects recommended in the Master Plan. Phasing should be coordinated with the CDC and available funding.

2. The CDC and MIMDC should work with the City to develop an Enos Park development financing program for infrastructure projects through the Capital Improvements Fund, TIF, and state and Federal sources, including ITEP and Safe Routes to Schools programs.
3. The CDC and MIMDC should work with the City to create an infrastructure bond, funded by a portion of the motel and sales tax and TIF funds.
4. The CDC, MIMDC and City should create a joint application to convert the 3rd Street rail line to a greenway with a bicycle and pedestrian trail.
5. The CDC should work with the Springfield Public Schools to apply for SRTS funding.

DEVELOPMENT FUNDING

Potential funding sources for development activities and projects including property acquisition, demolition, construction and homeowners assistance needed to implement the Enos Park Master Plan include the following:

Community Development Block Grants (CDBG):

The CDBG program is a formula-based annual grant program administered by HUD and intended to support community enhancement efforts. The CDC should work with the City to identify potential uses of CDBG funds to support Enos Park redevelopment efforts, including property acquisition, demolition and rehabilitation or new construction funds.

Tax Increment Financing (TIF):

A portion of the TIF funds should be allocated to an Infrastructure bond. An initial contribution of TIF bond funds could help establish a property acquisition fund.

Enos Park CDC/LLC Fundraising:

An Enos Park Property Acquisition Fund should be created using charitable donations, private investment, grants, loans and other financial gifts. The EPNIA and City should assist with fundraising activities.

Neighborhood Stabilization Program (NSP3):

Round three of the Neighborhood Stabilization Program is currently in process. As currently written, NSP3 funds could be used for infrastructure design and development, property acquisition, holding costs, demolition, rehabilitation, foreclosure prevention, contracting and new construction. The State of Illinois has been allocated \$5 million of NSP 3 funding.

Preserve America Program

This federal program addresses historic preservation planning activities, including National Register nominations and public projects related to heritage and cultural tourism.

State of Illinois Property Tax Assessment Freeze Program

Administered by the Illinois Historic Preservation Agency, this program allows homeowners to apply for an 8-year property tax assessment freeze when completing a substantial restoration or rehabilitation project.

- ❑ **City of Springfield Sales/Property Tax Rebate and Assessment Freeze Program**

The City of Springfield provides a sales tax rebate for material used in home rehabilitation project and a 8-year property tax assessment freeze when completing a substantial restoration or rehabilitation project.
- ❑ **Energy Efficient Mortgage Innovation Pilot Program:**

HUD's Energy Efficient Mortgage (EEM) program enables income eligible homebuyers to incorporate the costs of energy upgrades directly into their mortgages. The energy efficiency improvements enable homebuyers to reduce their energy consumption, which reduces monthly utility expenses.
- ❑ **New Market Tax Credits (NMTC):**

The CDC could become a Community Development Entity (CDE) to become eligible to receive awards under the NMTC program. A CDE is established through the U.S. Department of the Treasury. The tax credits have been increasingly used to help make development projects financially feasible.
- ❑ **National Trust for Historic Preservation Loan Fund:**

The National Trust Loan Fund offers low-interest loans for predevelopment, acquisition activities, and rehabilitation activities for residential, commercial and public use projects. Eligible borrowers include not-for-profit organizations, local, state or regional governments and for profit developers of older and/or historic buildings.
- ❑ **Reach Illinois:**

Under the Reach Illinois employer assisted housing program, local employers offer incentives to help their employees buy or rent homes close to work. Assistance can come in the form of counseling, direct financial assistance, real estate investment by the employer, an Individual Development Account or other savings program for employees.

Potential employer partners in this program could include:

- Memorial Hospital and Medical Center
- St. John's Hospital
- Southern Illinois University Medical School
- Springfield Clinic
- Prairie Cardiovascular Center
- Prairie Diagnostic Center
- State of Illinois
- University of Illinois at Springfield
- Sangamon County

- City of Springfield
- Springfield Electric
- Local unions

Development Funding Action Steps:

1. The CDC/Development Advisor should work with the City to identify potential uses of CDBG funds to leverage in support of redevelopment efforts.
2. The CDC/Development Advisor should work with the City to allocate TIF funds to leverage additional funding sources for various development needs.
3. The CDC/Development Advisor should work with the City to apply for a portion of the State's NSP allocation.
4. The CDC/Development Advisor should review HUD's Energy Efficiency Mortgage program and provide application assistance to eligible Enos Park homeowners.
5. The CDC/Development Advisor should apply for a Community Development Entity designation to be able to receive New Market Tax Credits.
6. The CDC/Development Advisor should work with area employers, particularly partners within the MIMD, to implement Reach Illinois in Enos Park, providing rehabilitation and occupancy to the properties with the most catalytic potential for private investment.
7. The CDC/Development Advisor should work with historic preservation agencies to further explore what resources are available for historic preservation in Enos Park.

DEVELOPMENT TIMELINE

It is anticipated that the complete revitalization of the Enos Park Neighborhood will occur over a 10 to 20 year time frame. Multiple factors will impact the schedule and velocity of the revitalization including: economic conditions, overall real estate and financial markets, funding opportunities from governmental sources and private mortgage financing and underwriting.

A three-phase approach is recommended, which would generally commence Phase 1 around the key blocks or node at Enos Avenue between Seventh and Eighth Streets. Phase 2 would then move west primarily encompassing Fourth, Fifth and Sixth Streets. Phase 2 would also include the north and south commercial gateways of North Grand Avenue and Carpenter Streets between Second and Tenth (**See Figure 4.1: Phasing Diagram**).

The final phase would then encompass the east and west sides of the neighborhood, which will be significantly impacted by the final decisions related to freight rail consolidation and the high-speed rail corridor location. The phasing program was assembled based on the ability to maximize initial impact on key blocks while concentrating initial activity in those areas where land is currently available. (**Also See**

Enos Park Neighborhood Master Plan

Section 4: Implementation Strategy

Table 4.4: Phasing Summary-Housing Units).

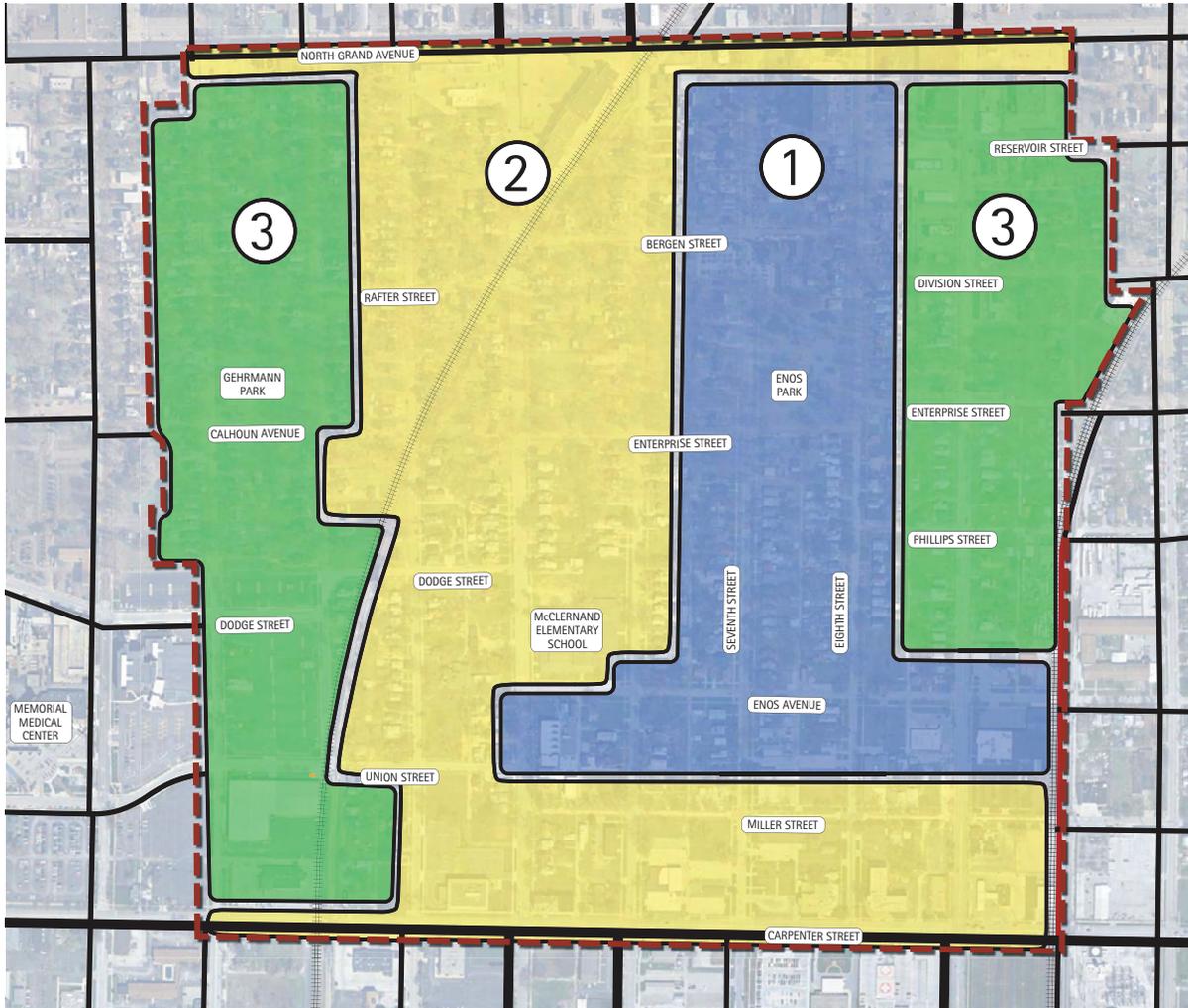


Table 4.4: Phasing Summary-Housing Units

PHASED HOUSING UNIT SUMMARY		PHASE 1	PHASE 2	PHASE 3	TOTALS
		26%	41%	33%	100%
EXISTING INVENTORY					
	Residential Lots	165	230	207	602
	Vacant Lots	26	65	33	124
	Other - Commercial / Office / Industrial / Retail	15	35	21	71
	Total Properties	206	330	261	797
PROPERTY ACQUISITION					
	Land Acquisition -- privately owned vacant lots	13	33	17	63
	Land Acquisition -- publicly owned lots	13	33	17	63
	Land Acquisition -- vacant structure	17	23	21	61
	Land Acquisition -- renter occupied	41	58	52	151
	Total Acquisition	84	147	107	338
	Demolition	15	20	18	53
IMPROVED PROPERTIES					
	New / Rehab Product				
	New / Rehab Single Family Homes	80	140	102	322
	New Townhomes	0	47	42	89
	New Live/Work Townhomes	0	0	0	0
	Total New / Rehab Product	80	187	144	411
	Owner-Occupied	21	33	26	80
	Total Improved Properties	101	220	170	491

INITIATIVE / PROJECT / PROGRAM	ENOS PARK	DEVELOPMENT ADVISOR	CITY OF SPRINGFIELD	SPRINGFIELD-SANGAMON COUNTY REGIONAL PLANNING COMMISSION	MID-ILLINOIS MEDICAL DISTRICT COMMISSION	OTHER ENTITIES/GROUPS
FORMALLY APPROVE MASTER PLAN	<ul style="list-style-type: none"> • EPNIA formally presents Master Plan to City Council 		<ul style="list-style-type: none"> • City Council initially reviews Plan • City agencies conducts technical review of Plan • Council conducts public hearing to amend Comprehensive Plan • Council adopts Enos Park Master Plan 	<ul style="list-style-type: none"> • Reviews Master Plan + provides comments 	<ul style="list-style-type: none"> • Reviews Master Plan + provide comments 	<ul style="list-style-type: none"> • Park District, Art Association + Public Schools review Master Plan + provide comments
ESTABLISH ENOS PARK CDC	<ul style="list-style-type: none"> • EPNIA prepares incorporation • EPNIA establishes board of directors • CDC hires Executive Director • CDC retains Development Advisor • CDC prepares start-up fundraising initiative 	<ul style="list-style-type: none"> • Joins CDC and City Team • Assists in preparing start-up fundraising • Prepares Development Program + refines timeline/phasing • Prepares multi-tiered Finance Plan 	<ul style="list-style-type: none"> • Provides technical assistance to CDC regarding start-up and funding sources 	<ul style="list-style-type: none"> • Provides technical assistance to CDC regarding start-up and funding sources • Advises City + CDC on potential funding sources/availability 		
CHANGE ENOS PARK ZONING	<ul style="list-style-type: none"> • Secures funding for consultant services • Retains consultant • Prepares new Overlay/Design Standards • Send draft to City, MIMDC, SSCRPC for review, comment + adoption 	<ul style="list-style-type: none"> • Works with consultant to prepare new Zoning • Reviews draft + provide comment 	<ul style="list-style-type: none"> • OPED works with team on draft zoning • HSC works with team on draft zoning • P + ZC/City Council conducts public hearings • P + ZC/City Council adopts new Zoning + Design Standards 	<ul style="list-style-type: none"> • Provide staff opinion if needed 	<ul style="list-style-type: none"> • Works with team on draft zoning • Considers larger overlay for MIMD 	<ul style="list-style-type: none"> • Illinois Historic Preservation Agency reviews Design Standards + provides comments
IMPROVE NEIGHBORHOOD INFRASTRUCTURE (R.O.W. + STREETScape/SIGNAGE)	<ul style="list-style-type: none"> • Secures funding for consultant services • Retains consultant • Works with City on design/engineering • Works with City on project budget • Secures funding for improvements 	<ul style="list-style-type: none"> • Assists in securing funding and working with City + consultant • Prepares infrastructure phasing/timeline based on Development Program 	<ul style="list-style-type: none"> • Secures funding for consultant services • Retains consultant • Works with CDC on design/engineering • Works with CDC on project budget • Secures funding for improvements • Retains contractor for construction 	<ul style="list-style-type: none"> • Advises City + CDC on potential funding sources/availability 	<ul style="list-style-type: none"> • Considers including MIMD signage 	
CONVERT FOURTH, FIFTH, SIXTH + SEVENTH STREETS TO TWO-WAY TRAFFIC	<ul style="list-style-type: none"> • Advocates for street conversion + assist City with additional studies if necessary 	<ul style="list-style-type: none"> • Assists as needed 	<ul style="list-style-type: none"> • Conducts additional studies if needed to determine impacts • DPW converts one-way streets to two way via signals/signage 	<ul style="list-style-type: none"> • Assists City with additional traffic modeling if needed 	<ul style="list-style-type: none"> • Advocates with team partners to convert streets to two-way flow 	
IMPROVE GERHMANN PARK & ENTERPRISE STREET GREENWAY	<ul style="list-style-type: none"> • Retains consultant to further assess/ design park improvements + greenway • Work with City + Park District to secure funding • Acquire property for greenway 	<ul style="list-style-type: none"> • Assists as needed 	<ul style="list-style-type: none"> • Works with CDC and SPD to assess need + to program funds 		<ul style="list-style-type: none"> • Advocates with team partners to improve Park and create greenway 	<ul style="list-style-type: none"> • Park District works with CDC + City to improve Park and create greenway
CREATE CULTURAL/ HERITAGE WALK	<ul style="list-style-type: none"> • Works with City and heritage/cultural agencies to further assess Walk • Retain consultant to work with City + agencies to design Walk • Work with City + agencies to secure funding 	<ul style="list-style-type: none"> • Assists as needed 	<ul style="list-style-type: none"> • Works with CDC and agencies to assess + design Walk + to secure funds 	<ul style="list-style-type: none"> • Advises City + CDC on potential funding sources/availability 	<ul style="list-style-type: none"> • Advocates with team partners to establish Walk 	<ul style="list-style-type: none"> • Springfield heritage/cultural agencies work with CDC + City to create Walk
CONVERT THIRD STREET RAIL CORRIDOR INTO REGIONAL GREENWAY	<ul style="list-style-type: none"> • Continue to monitor High-Speed Rail Study + advocate for conversion of Third Street corridor to greenway 	<ul style="list-style-type: none"> • Assists as needed 	<ul style="list-style-type: none"> • Continues to participate in study + advocate for greenway 	<ul style="list-style-type: none"> • Continues to participate in study + advocate for greenway 	<ul style="list-style-type: none"> • Advocates with team partners to convert rail corridor to greenway 	
CREATE CULTURAL CAMPUS (at SAA Edwards Place site)	<ul style="list-style-type: none"> • Works with Art Association to develop campus development program • Retains consultant to work with Art Association to prepare campus plan • Works with Art Association to secure funding 	<ul style="list-style-type: none"> • Assists as needed 			<ul style="list-style-type: none"> • Advocates with team partners for new cultural campus 	

INITIATIVE/ PROJECT/PROGRAM	ENOS PARK CDC/LLC/EPNIA	DEVELOPER ADVISOR	CITY OF SPRINGFIELD	SPRINGFIELD-SANGAMON COUNTY REGIONAL PLANNING COMMISSION	MID-ILLINOIS MEDICAL DISTRICT	OTHER ENTITIES/GROUPS
ESTABLISH PROPERTY ACQUISITION + DEMOLITION PROGRAM	<ul style="list-style-type: none"> • CDC works with City to secure funding • CDC identified properties for demo • CDC works with City to streamline property disposition policies and procedures 	<ul style="list-style-type: none"> • Prepares program and assists in securing funding and streamlining policies/procedures • Manages demolition contractors • Purchases properties 	<ul style="list-style-type: none"> • Works with CDC to secure funding and streamline policies/procedures 			
CONDUCT MARKET ANALYSIS	<ul style="list-style-type: none"> • CDC retains consultant to conduct market study 	<ul style="list-style-type: none"> • Assists in preparing market study • Prepares Development Profile with target buyers, product type + price points 	<ul style="list-style-type: none"> • Works with CDC to provide information for market study 	<ul style="list-style-type: none"> • Works with CDC to provide information for market study 	<ul style="list-style-type: none"> • Works with CDC to provide information for market study 	
ESTABLISH HOUSING REHABILITATION PROGRAM (for Owner Occupied Homes)	<ul style="list-style-type: none"> • CDC secures funding for loan pool • Establishes procedures • Establishes marketing/sales team • Establishes qualified contractors group 	<ul style="list-style-type: none"> • Works with CDC to establish loan pool, procedures and contractors group • Manages marketing/sales team • Manages contractors 	<ul style="list-style-type: none"> • Works with CDC to secure funding + establish procedures 			
ESTABLISH HOUSING REHABILITATION PROGRAM (for Vacant Homes)	<ul style="list-style-type: none"> • CDC secures funding for program • Establishes procedures • Establishes marketing/sales team • Establishes qualified contractors group 	<ul style="list-style-type: none"> • Works with CDC to establish funding, procedures and contractors group • Manages marketing/sales team • Manages contractors 	<ul style="list-style-type: none"> • Works with CDC to secure funding + establish procedures 			
ESTABLISH NEW HOME CONSTRUCTION PROGRAM (for Vacant Lots)	<ul style="list-style-type: none"> • CDC secures funding for program • Establishes procedures • Establishes marketing/sales team • Establishes qualified contractors group 	<ul style="list-style-type: none"> • Works with CDC to establish funding, procedures and contractors group • Manages marketing/sales team • Manages contractors 	<ul style="list-style-type: none"> • Works with CDC to secure funding + establish procedures 			
IMPLEMENT EMPLOYER ASSISTED HOUSING PROGRAM	<ul style="list-style-type: none"> • CDC works with MIMDC + other partners to establish program goals • Establishes procedures/agreements 	<ul style="list-style-type: none"> • Works with MIMDC + others to establish procedures/agreements • Manages partner involvement with rehab of sponsored homes and construction on sponsored lots 	<ul style="list-style-type: none"> • Assesses potential to sponsor projects for City employees 	<ul style="list-style-type: none"> • Advises County administration on potential to sponsor projects for County employees 	<ul style="list-style-type: none"> • Coordinates outreach to MIMDC members to assess potential to sponsor projects for med center/hospital employees 	<ul style="list-style-type: none"> • Checks other potential partners such as State of Illinois, University of Illinois, Habitat for Humanity, Springfield Electric + local unions
STREAMLINE WASTE/ GARBAGE COLLECTION SYSTEM			<ul style="list-style-type: none"> • City develops options for more efficient + sustainable collection system • City considers Enos Park as test location for new system • CDC assists City in monitoring new approach 			
DESIGNATE ENOS PARK AS A CITY LANDMARK DISTRICT	<ul style="list-style-type: none"> • CDC submits preliminary application to City • CDC retains consultant to conduct additional research • CDC defines properties/boundaries 	<ul style="list-style-type: none"> • Assists as needed 	<ul style="list-style-type: none"> • Historic Sites Commission reviews preliminary application • HSC conducts public hearing • Prepares landmark district ordinance 	<ul style="list-style-type: none"> • Advises City + CDC if needed 	<ul style="list-style-type: none"> • Reviews + provides comment 	<ul style="list-style-type: none"> • Illinois Historic Preservation Agency provides technical assistance
NOMINATE ENOS PARK TO NATIONAL REGISTER OF HISTORIC PLACES	<ul style="list-style-type: none"> • CDC submits preliminary application to Ill Historic Preservation Agency • CDC retains consultant to conduct additional research • CDC defines properties/boundaries 	<ul style="list-style-type: none"> • Assists as needed 	<ul style="list-style-type: none"> • Historic Sites Commission reviews preliminary application 	<ul style="list-style-type: none"> • Advises City + CDC if needed 	<ul style="list-style-type: none"> • Reviews + provides comment 	<ul style="list-style-type: none"> • IHPA submits nomination to Illinois Historic Site Advisory Council