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SPRINGFIELD-SANGAMON COUNTY REGIONAL PLANNING COMMISSION

Development & Redevelopment Planning

Springfield Eastside Neighborhood Development Plan Update:

**Existing Land Use, Zoning &
Property Conditions**

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Existing Land Use, Zoning & Property Conditions

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Section I: Background of this Study

Introduction

In 2002 the City of Springfield's Office of Planning and Economic Development (OPED) engaged the Urban Consulting Group of Peckham, Guyton, Albers & Viets (PGAV) to analyze an area in the city that was experiencing disinvestment and deterioration. Based upon this analysis, PGAV recommended a program for the area's rehabilitation, redevelopment and stabilization. The focus of that study was termed the Eastside Neighborhood, which was defined as an area generally bounded by Dirksen Parkway on the east, South Grand Avenue on the south, 13th Street on the west, and Cook Street on the north. This area is shown on the various maps provided in Section V of this report.

The overall area under study comprised about 720 acres of land and was estimated to include more than 1700 parcels at that time. According to U.S. Census data the area was, and remains, comprised largely of African-American persons of low to moderate income.

In December of 2002, PGAV provided OPED with the *Eastside Neighborhood Development Plan*¹. This plan reviewed existing conditions in the area as well as City programs and initiatives, and offered a set of planning strategies and policy recommendations intended to improve the area.

Assuming that there may have been changes in the conditions in the area since that time that might require different strategies and approaches, OPED engaged the Springfield-Sangamon County Regional Planning Commission (SSCRPC) to update two portions of the PGAV study: "Existing Land Uses and Zoning" and "Existing Property Conditions".

This report provides the SSCRPC's findings upon completion of its update of these sections.

¹ PGAV (2002). Eastside Neighborhood Development Plan. PGAV Urban Consulting: St. Louis, MO.

Approach & Method

Since the purpose of this project was to update sections of the earlier report, the SSCRPC tried to replicate PGAV's approach and methods so that it might be possible to compare the direction of any changes in the area as well as their magnitude. Using identical approaches and methods is not always possible in a study such as this one, however. For example, while two sets of raters may use the same ranking system and metrics to assess property conditions (as we did in this study), differences can creep in since the ratings are still somewhat subjective and are carried out at different times. However, pains were taken to provide comparable data, and we believe that the results contained herein are useful for comparison purposes and, we hope, the development of revised policies and programs. Overall, this study provides a very close approximation to the approach taken in the original review of the study area.

The scope of work required a number of steps similar to those noted on page 4 of the earlier PGAV study. This includes:

- An in-field review of all properties and uses within the boundaries of the study area as well as some on the periphery of it. The SSCRPC addressed the same properties as PGAV did in the 2002 study. This involved documenting existing land uses and a general exterior evaluation of the condition of all buildings and parcels.

Because of the possibility of differences in evaluators, the SSCRPC staff members involved in this update were particularly attentive to accurate data collection. For example, two staff members, rather than just one, rated properties, and the data was primarily collected by a "sidewalk survey" conducted on foot rather than from a vehicle. Only a few large commercial tracts were reviewed by vehicle.

Since light and visibility can affect in-field evaluations of structures and property, all in-field reviews were done during good, clear weather. This helped ensure that environmental changes did not affect the assessments.

The in-field, sidewalk survey also allowed for some qualitative assessment as well as a quantitative one. Some of these qualitative findings are included in the report.

- A base map was prepared for use in collecting and compiling the information collected. The data and information used in constructing this base map was the best available to the SSCRPC at the time.

We would note that some of the information provided in this report provides additional detail not included in the 2002 study as it adds data elements not available to PGAV in 2002. For example, the 2002 study largely assessed the degree to which properties in the area were rental properties based upon interviews with realtors and others. We include an assessment of the density of owner-occupied properties versus non-owner-occupied based upon records held by the County Supervisor of Assessments rather than more subjective interview data.

Following data collection, we came to the conclusion that it would be important to consider the location of the owner-occupied residential properties in context with surrounding vacant and boarded properties. For this reason we have included mapping that shows this relationship.

The SSCRPC also had the advantage of better geo-coded parcel data in 2010 than was available in 2002, allowing us to provide a better assessment of parcel counts for comparison purposes, and worked directly from the City of Springfield's zoning maps to construct the zoning map for the area included here.

As we also believe that planning activities should take into account the guidance of other relevant plans, the SSCRPC also reviewed the portions of the City of Springfield's Comprehensive Plan relevant to the study area.

While this report provides a detailed review of the condition of properties and structures in the area which is of use in redevelopment planning, it does not attempt to provide strategies and recommendations for that redevelopment. This is not just because this was not part of the engagement, but because this would require greater insight, expertise and resources than the SSCRPC could bring to the project in the period of time available. Even so, we believe that the information provided will help OPED, the City of Springfield and others craft a workable solution to the deterioration and disinvestment that we continue to see in this portion of the city.

Section II: Existing Land Use and Zoning – 2010 Update²

Land Use

The existing land uses within and adjacent to the study area are shown on the map entitled *Existing Land Use Map (2010 Update)*, which follows as Map A-1 in Section V³ of this report. In assessing land uses the SSCRPC used the same eight land classifications used in the original study in order to retain consistency. These uses are: single-family residential, two-family residential, manufactured dwelling, multi-family residential, commercial, institutional (e.g., schools, churches, public facilities), and vacant land. Map A-1 shows these uses by parcel within the study area.

Working from the original base map, the SSCRPC updated the map through on-site field review. A review of this map and others that follow reveal several factors relevant to the current conditions in the area.

Single-Family Uses

As was the case in 2002, the portion of the area west of Eastdale Ave. and east of Old Rochester Rd. is overwhelmingly dominated by single-family residences. This is shown on Map A-2. There are single-family residences to the west of Old Rochester Rd., but as one will see upon review of the data presented later in this report, it does not appear to be as stable as it includes more vacant and boarded properties as well as a larger number of rental residences.

Multi-Family Uses

There are some concentrations of two-family uses, particularly in two areas on the north side of Old Rochester Rd. and linked by Kansas St. As Map A-3 shows, while there are other two-family residences in the study area, they are few and scattered compared to the two more dense areas noted. We note that these two-family areas make up a large portion of the single-family area between Eastdale and Old Rochester roads noted above.

² As this report represents an update of Sections II and III of the original study (PGAV's 2002 *Eastside Neighborhood Development Plan* produced for the City of Springfield), to remain consistent with the earlier study, this report use text and style from it.

³ All maps referenced in the body of this report are included in Section V.

Map A-4 shows the location of multi-family units. As one can see, there are no large concentrations of multi-family dwellings in the study area, and where they exist they appear to be scattered rather than planned. This indicates the neighborhood's long establishment as a single-family residential area. It might also indicate that the availability of additional multi-family units, if well located and planned, would not overwhelm any redevelopment focusing primarily on single-family homes.

Mobile and Manufactured Homes

Since there is often concern about the impact that manufactured dwellings might have on an area, Map A-5 is particularly relevant to this concern. While there are some manufactured dwelling uses in the study area, they are limited and in one case grouped. This particular cluster is located between Clay St. and Kansas St. at 17th Street, and we note that the under-lying zoning here is "R-2" (Single-Family Residential). This could be taken as a trend toward manufactured dwellings in this particular area, but does not appear to represent a larger (or longer) trend overall.

We would also note that while the units do meet our definition of manufactured dwelling upon inspection, this is because they appear to be pre-fabricated structures rather than mobile homes.

Commercial & Industrial Uses

Commercial uses are dispersed throughout the study area with concentrations along some neighborhood arterial roads: Cook St., Martin Luther King Jr. Dr., and South Grand Ave. These uses are shown on Map A-6.

The portion of the area east of Eastdale Ave. is dominated by commercial and industrial uses. Major retail uses are in shopping plazas at the Dirksen/South Grand intersection; JC Penney is in the northwest quadrant, and Shop N'Save in the southwest quadrant. The JC Penney building is an older vintage structure that once also included the JC Penney Auto Center operation. This auto center is now closed and that portion of the building boarded up. The JC Penney store is in a large building, compared to their newer stores in mid-sized cities, and occupies a site that is tremendously larger than is required for the store that operates on the site. The store has experienced some interior remodeling since the 2002 study.

In 2002 a Cub Foods store occupied a large site to the immediate west of the JC Penny site, adding to the retail capacity of the area. However, the Cub closed and vacated their building subsequent to the 2002 study.

This building is currently undergoing remodeling and renovation. When the remodeling is complete the building will house the Sangamon County Public Health Department as well as some other County agencies. While this conversion will have a positive effect on the area and potentially bring additional retail customers to it, the loss of the Cub Foods store represents a decline in commercial retail activity since the 2002 study.

Overall, the largest concentration of commercial uses are located on the eastern perimeter of the study area along Dirksen Parkway, with concentrations at the Cook St./Dirksen and South Grand/Dirksen intersection nodes. There is an additional concentration to the south along South Grand Ave., south of Old Rochester Rd. on or about Pope and Taylor streets. This indicates to us the possibility that a critical mass for additional, more intense, commercial development could be created in these areas, as this additional commercial use would not likely negatively affect residential redevelopment to the west. This would also allow for some additional less intense neighborhood retail development along the arterial roads noted above.

A more detailed study should be made to consider the potential that the properties on the eastern boundary of the study area, and to the south of South Grand Ave. east of Pope St., might have for additional commercial development and redevelopment. Development and redevelopment in this area may act as a node for commercial growth that would not negatively affect residential redevelopment in the western half of the study area.

Industrial uses within the study area, shown on Map A-7, appear confined to a few truck/trailer storage yards at scattered locations. There is an industrial node at the north-eastern periphery of the study area (at Singer and Commercial), which is largely surrounded by commercial uses and vacant land. While such nodes do not appear to be placed so as to have a great effect on either residential or commercial redevelopment, it is important to remember that Map A-7 reflects existing industrial land use, not what could be allowed by City zoning. This will be addressed later in this section.

Institutional Uses

The institutional uses shown on Map A-8 include numerous neighborhood places of worship, several schools and other public facilities. These institutional uses are relatively wide spread, and may represent nodes around which redevelopment could occur.

New Construction

Minimal new construction has occurred in the area since the 2002 report. We do note several newer single-family residences constructed near Knoll Pointe Place. As of late April or early May 2010, stakes in the ground on several parcels along Brown St. could indicate new residential construction occurring.

Zoning

The current zoning designations are shown on the attached *Zoning District Map (2010 update)*, which is Map A-9 of this report. The zoning districts show on the map are those in the City of Springfield's zoning ordinance. These zoning designations were derived from maps provided by the City of Springfield.

As is shown on Map A-9, the "R-2" (Single Family and Duplex Residence District), designation is predominant in the neighborhood. Various commercial zoning designations are found in segments along South Grand and Cook, and industrial zoning designations (particularly the "I-1" Light Industrial District Designation) are located east of Livingston Street. A concentration of "I-2" (Heavy Industrial District), zoning is located along either side of South Grand between Pope and slightly east of Eastdale Avenue.

Some of the newer residences in the neighborhood are in an area of "I-1" zoning. The City has taken steps to alleviate future zoning conflicts of this type. Section 155.040 of the Springfield Zoning Ordinance states: "[n]ew residential development is excluded from this district [I-1], both to protect residences from an undesirable environment and to ensure the reservation of adequate areas for industrial development."

Alleviating these conflicts is important to the formulation of future development and redevelopment strategies for the area as the availability of industrial zoning could significantly affect our earlier finding of few industrial uses existing in the area. If industrial uses were to develop in the areas so zoned, this could influence both the potential of the identified commercial nodes, and create conflicts with the more stable residential areas around Knoll Pointe and to its west. This is not to say that all industrial uses would be inappropriate, only that care should be taking that their siting not conflict with future development and redevelopment plans and projects.

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Some other observations regarding the current land uses in the area should be noted.

It is significant that certain blocks in the study area are virtually empty. This can be seen from the parcels indentified in grey as “Vacant Land” on Map A-10. This means there are a significant number of vacant parcels on a block.

Examples include, but are not limited to:

- (1) South Grand Ave. and Pine St. between Wheeler and Pope streets;
- (2) 15th and 16th streets with Feitshans Academy on the west, Kansas St. on the north, and Stuart St. on the south;
- (3) Along Old Rochester Rd. and Lawrence Ave. west from McCreery Ave. to the Illinois Central Railroad tracks (i.e. what is commonly known as the 19th St. railroad corridor); and,
- (4) Lawrence Ave. and Cass St. between 17th St. to the west and Martin Luther King Jr. Dr. to the east.

Holding conversations with property owners could lead to productive re-use of the land.

We also note that there appears to be a relationship between the northern segment of the rail line and parcel vacancy. A particularly noticeable area along this line where it curves from west to east can be seen proximate to Old Rochester’s intersections with 19th St. and Wirt Ave., going as far south as Clay St., as well as a cluster north-west of 19th St. and the intersection of 19th and Cook streets.

Also, and from a more qualitative perspective, we found:

- There is trash, debris, and broken glass clearly visible on streets, sidewalks, and some vacant properties in the study area. This is often a signal of neglect, deterioration and decline. The concentration of broken glass seemed higher west of Martin Luther King Jr. Dr. and along 23rd, 24th, and 25th streets south of Cook St. and north of Kansas St.
- Parks and green space are lacking. There are almost no well-lighted and planned green areas within the study area except for open space associated with two public schools.

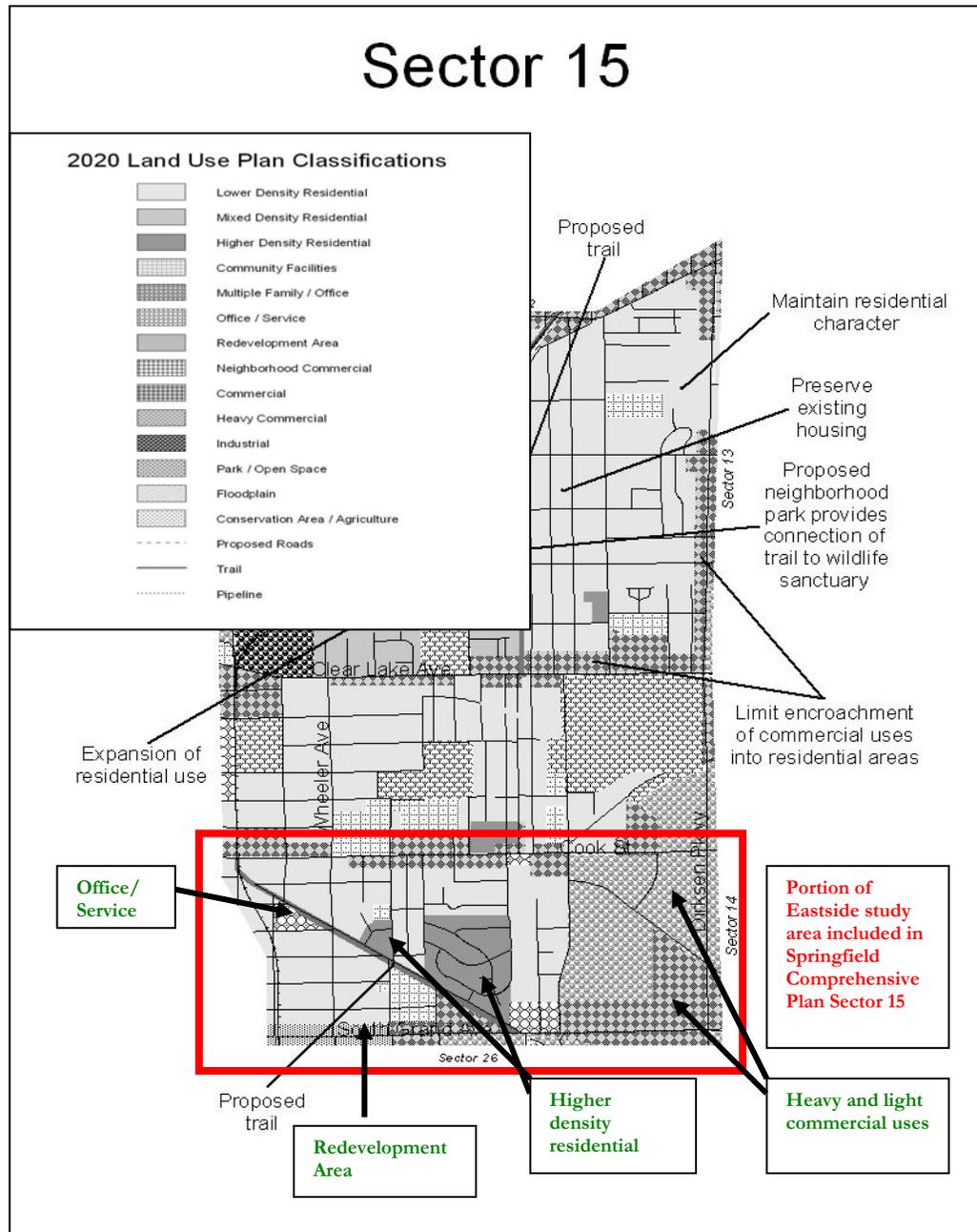
- Residents encountered on the street commented on specific issues associated with the area. One resident noted the lack of sewer provision to help fix drainage problems in the area dating back several decades. Another resident asked about the status of plans to “fix-up” South Grand Ave. (e.g., streetscape improvements) and make traffic flow better as proposed in the 2002 redevelopment plan. A third resident asked whether the City could help alleviate some drainage problems at the northwest and the northeast corners of Edwards Street and McCreery Avenue.
- There are a number of instances where residential structures have been converted to commercial uses. In most cases, they are in a deteriorating condition, do not provide adequate parking, and most likely do not meet City code requirements. The City should re-examine the policy of permitting such uses in the future.

Relationship to Comprehensive Land Use Plan

We believe that it is also useful to consider the existing uses found in the area in relationship to consistency with the City of Springfield’s approved comprehensive plan⁴. This plan was adopted in Dec., 2000, prior to the completion of the PGAV study, and took into account existing and anticipated land uses. It also includes policy recommendations concerning land use and development. It has subsequently been amended three times: April, 2002; Nov. 2003; and Feb., 2007. We were unable to find any amendments specific to the study area.

As is the case in most municipal jurisdictions, the Springfield comprehensive plan addresses broad areas of the city and does not deal with the parcel-by-parcel detail that we include here. This being the case, the Springfield comprehensive plan divides the city into a number of large sectors. The Eastside Neighborhood study area is included in two of the comprehensive plan’s sectors: Sectors 15 and 16. Sector 15 is shown on the map below on page 10, and Sector 16 shown on the map on page 12. We identify on both the portions of the sectors that include the study area.

⁴ SSCRPC (Dec. 2000). *Springfield Comprehensive Plan: 2020*. Springfield, IL: City of Springfield



In totality, Sector 15 includes the majority of the study area, and is bounded by Dirksen Parkway on the east, 19th St. on the west, North Grand Ave. on the north, and South Grand Ave. to the south. Sector 16 includes the western-most portion of the study area, running from 19th St. on the east, to 11th St. on west, and again from North Grand on the north, to South Grand on the south.

Sector 15

Sector 15 proposes heavy commercial uses between Eastdale Ave. and Dirksen Parkway, with lighter commercial indicated to the immediate south, with a mix of office/service, light commercial, and community facilities on the area's northern and southern boundaries due to the fact that these boundaries include two major arterials (Cook St. and South Grand Ave.).

A special "Redevelopment Area", running west along South Grand Ave. beginning about Pope St., is also designated. This will be addressed again below during the discussion of Sector 16.

The plan also includes two higher density residential areas (as noted above) for this portion of Sector 15, as well as an area suitable for office/service establishments to the west. But in the main, the plan calls for lower density residential in the rest of the area.

Sector 16

The comprehensive plan calls for Sector 16 to predominately include low-density residential uses. Four special notes are explicitly included in the comprehensive plan that are relevant to this study.

Similar to and consistent with Sector 15, Sector 16 calls for South Grand Ave. to be considered a Redevelopment Area. This area is shown as running from Wirt St., on the east, to approximately 13th St. Two existing areas of neighborhood commercial use are included to the east and west of the Redevelopment Area.

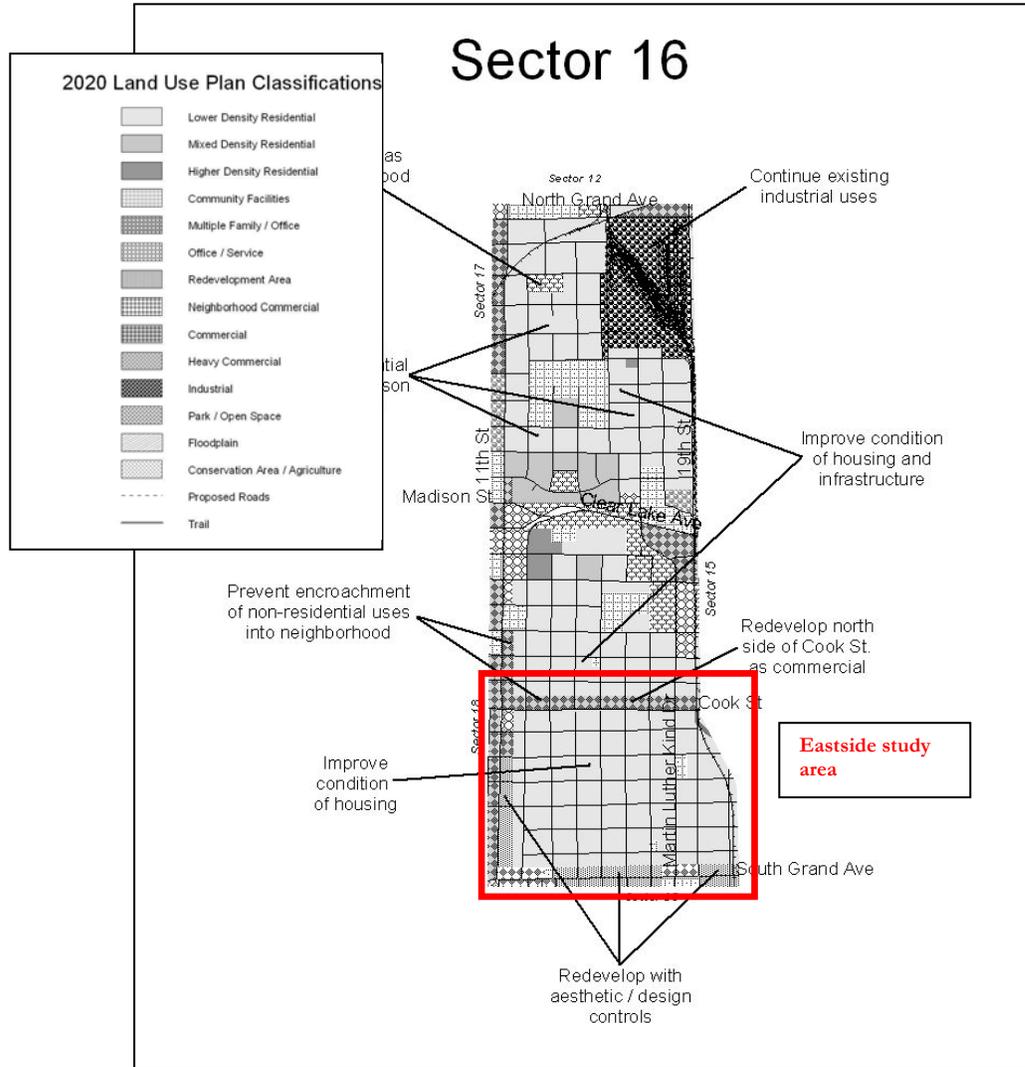
A Redevelopment Area is defined in the comprehensive plan as one that includes "Mixed uses (residential, office/service, commercial) meeting stringent design guidelines to replace blighted or obsolete uses along major arterials." These were identified for areas where redevelopment was particularly desired and where the zoning district regulations might be relaxed if property owners were to agree to specified design guidelines. This component of the comprehensive plan should be considered as strategies are formulated for the redevelopment of the area.

Additionally, the plan notes that only the north side of Cook St. should be redeveloped – as commercial – to prevent additional encroachment of non-residential uses into the residential area to the south.

The plan also specifically notes that particular effort needs to be made to improve the condition of housing in this area. The reasons for this

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statement being in the comprehensive plan will become apparent in Section III of this report.



It is indicative of the needs of the area that in 2000 the comprehensive plan identified the importance of:

- Heavier commercial development being designated for the east boundary of the study area;
- Lighter commercial uses being designated for the south east along South Grand;

- Commercial redevelopment along Cook St. being limited to the northern side of the road so as to prevent encroachment into the residential area to the south;
- Improving the condition of housing in the area, particularly from Wirt St. west; and
- Establishing a special redevelopment area along South Grand from Pope St. to the western edge of the study area, so as to encourage redevelopment that would be of value to the area and not in conflict with residential redevelopment to the north.

Policy Guidance

Springfield's comprehensive plan also includes 12 "guiding principals" (pp. 3-6) offered for policy guidance as land use and zoning decisions are made. As the plan notes, the principals were used in the development of the plan so that changes in the plan solely for the sake of change would be avoided.

Seven of these principals appear to be relevant to redevelopment planning in the study area and should be considered as plans are revised in order to help retain consistency with the comprehensive plan. They are:

- **Planning Stability:** Major land use changes from the previous comprehensive plan should not occur, particularly near residential areas. A major change would be considered any significant increase or decrease in residential use.
- **Maintenance of Residential Areas:** Existing residential areas should remain residential areas unless there are extenuating circumstances. For example, if increased intensity of use has so changed the character of a neighborhood that the residential character is no longer obvious, other uses might be considered.
- **Managing Change in Residential Areas:** In areas where strip commercial uses are encroaching into residential areas, the entire block face may be changed to commercial use if more than 50 percent of the block face is in commercial or office use.
- **Non-Residential Uses and Neighborhoods:** Neighborhood commercial and residential uses should be balanced, with neighborhood commercial uses located within a convenient distance to the residential areas. Areas for outdoor recreational use, ranging from parks to open space, should be identified convenient to neighborhoods.

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- **Redevelopment of Vacant Industrial and Commercial Sites:** Vacant commercial or industrial sites available for redevelopment and reuse should be redeveloped to complement surrounding uses.
- **Identification of Special Areas:** Where, based upon current trends, areas are identified that are undergoing significant change that could make them marginal as either commercial or residential areas, they should be set aside as special redevelopment areas for more intensive monitoring and detailed land use planning.
- **Incompatible Land Uses:** Commercial and industrial properties which have become surrounded by lesser intense uses shall be permitted to remain commercial and industrial uses; however, in the event that these properties are made available for sale or transfer, less intense uses compatible with surrounding parcels are preferred.

Overall, we found that the existing uses are generally consistent with the comprehensive plan's recommendations and policy guidance. The comprehensive plan would not preclude the redevelopment strategies identified in the 2002 PGAV report, and may in fact provide additional rationale for them.

Section III: Existing Property Conditions – 2010 Update

Base Property Conditions

Based on the field work conducted by the Springfield-Sangamon County Regional Planning Commission staff in the spring of 2010 to update the earlier study, the existing property conditions in the area are shown on the attached *Property Conditions Map (2010 Update)*, shown as Map B-1 in Section V of this report.

This map depicts the property conditions according to a simplified set of rankings for the buildings and 2,118 parcels within the study area. The rankings used for this study were the same as those used by PGAV in its 2002 study, and are as follows:⁵

- **Newly Constructed** – This assignment is given to any parcel containing a building that appeared to have been recently constructed (generally in the last 12 to 24 months).
- **Good Exterior Conditions** – Buildings where exterior conditions appeared to be excellent or where only minor repairs were required.
- **Moderate Deterioration** – This category was used for buildings where levels of deterioration were more significant and likely to require greater effort and expense to repair. In addition, these buildings were considered to have a negative visual impact on the neighborhood.
- **Advance Deterioration** – Buildings in this classification suffer from serious deterioration that, either because of the nature of any one or a combination of the conditions (leaning walls, cracked foundations, sagging roofs, etc.), may render them

⁵ These rankings are based on an exterior review of the buildings and properties. Where a ranking of a property might have been at a cusp, the more positive ranking was used. Therefore a complete inspection of any given building or a more precise metric for ranking might result in a change in ranking, most likely to a lower classification.

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uneconomical to repair. It is likely that they should be demolished. These properties also have major negative impact on the image of the neighborhood.

A review of Map B-1 indicates that the predominance of buildings in the study area fell into either the “Moderate” or “Advanced Deterioration” categories. These are located in the western half of the study area; however, the largest vacant tracts are located east of Livingston St. Vacant buildings are found principally in the western two-thirds of the study area, primarily west of Livingston St.

The SSCRPC thought it advisable to compare what it found to be the conditions in the area to those found by PGAV in 2002. Table 1 shows the distribution of these factors comparing the 2002 and 2010 findings.

Table 1

**Summary of Exterior Building and Property Conditions
Eastside Neighborhood
City of Springfield, Illinois**

Building Condition or Factor	Number of Parcels or Buildings (2002)#	Percentage of Parcels or Buildings (2002)	Number of Parcels or Buildings (2010)*	Percentage of Parcels or Buildings (2010)	Difference in Number of Parcels or Buildings
Newly Constructed	38	2%	5	.2%	Decrease 33 (87%)^
Good Exterior Conditions	988	56%	886	42%	Decrease 102 (10%)
Moderate Deterioration	339	19%	505	24%	Increase 166 (49%)
Advanced Deterioration	101	6%	140	7%	Increase 39 (39%)
Vacant Building	18	NA	26	NA	Increase 8 (44%)
Vacant Board-Up	66	NA	65	NA	Decrease 1 (<.1%)
Vacant Land	304	17%	582	27%	Increase 278 (91%)

Study conducted by PGAV in 2002.

* Study was conducted in 2010 by the Springfield-Sangamon County Regional Planning Commission using the Tax parcels provided by the Sangamon County Supervisor of Assessments office. This parcel data was not available to PGAV in 2002.

^ Approximate as percentages are rounded to nearest whole number.

The table identifies a significant decline in the structures rated as “Good Exterior Conditions” since the original study was conducted in 2002. Therefore, the “Moderate Deterioration” and “Advanced Deterioration” categories have increased, which is a common trend for neighborhoods as they become older.

Overall, the SSCRPC found that this area experienced increased overall deterioration since the 2002 study, with increases in deteriorated structures, and decreases in the number structures with “good” exterior conditions and noticeable new construction.

The “Vacant Land” category has also increased greatly since the 2002 study, and the number of vacant parcels shown on Map A-10 is striking. Generally this might be seen as an additional sign of deterioration, however we believe that this increase is due to two factors.

First, when the original study was conducted, the GIS parcel data was not available to PGAV. The parcel layer contains additional parcels not originally identified on the 2002 property conditions map and could affect the counts included in Table 1.

Second, and importantly, another factor contributing to the large increase in vacant property is that many of the structures identified as “Vacant Board-Up” in 2002 have since been demolished with the lots yet to be redeveloped. We believe this is representative of a more aggressive demolition program instituted by the City since the 2002 study. More positively, this also indicates that multiple parcels – often in close proximity to one another – are available for infill development that could be more quickly put to use than parcels hosting structures: vacant and boarded or not.

Owner-Occupied Properties

As was noted in the 2002 study, there are good housing developments and stable neighborhoods in the study area, as well as quality residents who live there. And there still remain a significant number of owner-occupied units in the area, whose owners are diligently attempting to maintain their housing units. This is important because the stability of an area is often determined by the density of owner-occupied units compared to rental units.

The SSCRPC wished to provide a better assessment of the owner-occupied/rental mix than could be provided in the 2002 study. This was

done by overlaying the records of the Sangamon County Supervisor of Assessments of those claiming owner-occupied exempt status with the parcel map. While this data may not provide an exact representation of which properties are owner-occupied and which are not at any particular point in time, we believe that it does provide a close approximation that can be used to identify trends.

Map B-2 provides our best attempt to identify owner-occupied residential units in the study area based upon the filing for exempt status with the Supervisor of Assessments. While this map does show a concentration of owner-occupied properties to the east in the areas of Livingston St. and Knoll Pointe, it is clear that this is the exception rather than the rule.

Owner-occupied properties to the west are much less concentrated, and become even less so the further one moves west. Some of this change is due to the large number of vacant buildings and properties to the west of the study area that are shown on Map A-10.

Map B-3 additionally provides a comparison of type of residential use (single-family, two-family and manufactured dwelling⁶) and whether or not they are owner-occupied. As the map indicates, while there are many residential units in the area – more dense to the east than the west – a large number of them are not owner-occupied. In fact, of the 1,276 parcels in the study area that included single-family, two-family or manufactured dwellings, only 494 (38.7%) are owner-occupied. Looked at in another way, over 60% of the residential units in the study area are rental properties. Map B-4 provides a different view, showing single and two-family units that are owner-occupied compared to those that are not. Again, the density of owner-occupied residential properties is greater in the eastern third of the study area and declines as one moves west. We would anticipate, then, that the area is most stable in the eastern third of the study area, with declining residential stability as one moves west.

The challenge to residents in the area who own their own homes, is doing so in the face of nearby units that are vacant, boarded-up, or in an advanced state of disrepair. And it also may mean that they are located proximate to rental properties that are often not maintained as well as owner-occupied ones. Map B-5, for example, identifies owner-occupied residential properties in relation to vacant land, vacant buildings, and vacant boarded-up structures.

⁶ Multi-family uses were not included as there are so few such parcels in the study area.

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Since the home-ownership data was not available in the 2002 study, the SSCRPC cannot determine whether or not there has been an increase in non-owner-occupied property over the past eight years. Based upon the change in property conditions identified in Table 1 and anecdotal evidence from those living in the area, it is our opinion that the number of owner-occupied properties have decreased. We are simply unable to determine with any numerical certainty what the magnitude of this decrease has been.

Section IV: Closing Comments

This engagement fundamentally asked the SSCRPC to do two things: to assess the conditions “on the ground” in the study area so that the situation as it exists today can be compared to that which existed in 2002; and, to identify any aspects of the situation that might be relevant to the updating of the original study’s recommendations and strategies.

In the main we found that the conditions identified in the 2002 study have not materially improved. For example, there has been a decrease in new construction as well as a decrease in properties showing good exterior conditions. Those showing moderate or advanced deterioration have increased significantly. On the other hand, the number of structures that are vacant has only increased slightly, and the number vacant and boarded-up has decreased.

Since we also found that the area continues to retain its function as a location for single-family residential use, we believe that it is important to make several comments concerning the changes we found and why we believe they have occurred:

- As noted above, we find a trending down in the number of vacant and boarded-up buildings. We believe that this decline goes hand-in-hand with what we found to be a significant increase in the number of vacant parcels. We suggest that this is the result of more aggressive action by the City of Springfield to reduce the number of vacant and deteriorated structures through demolition. This result has both positive and negative aspects.

Large tracts of vacant parcels may create new problems, and we have noted the fact that the area appears to be less stable as one moves from east to west. It is our opinion that it is not a coincidence that the western third of the study area, which has the largest number of vacant parcels and vacant boarded-up structures, appears less stable. The existence of such instability certainly has a bearing on how those who live around or near them view the stability of their properties and the viability of the area as a whole.

But the existence of vacant land does make additional parcels available for more rapid redevelopment. One of the major hurdles often facing redevelopment is the assembling of small

parcels into larger ones for efficient redevelopment. The existence of vacant parcels available for assembly could become an advantage in any redevelopment planning. As infrastructure already exists in the area, it is especially suitable for redevelopment if parcels can be assembled and financing secured.

- Since the area retains its residential nature, one of the troubling findings is the large percentage of non-owner-occupied single-family units. This can demonstrate decline as those renting units may not take the same care of the properties as those who own their homes. Moreover, and since the majority of the residential units in the area are rentals, the on-going deterioration of these structures indicates that the property-owners who rent these properties are not adequately contributing to their maintenance.

Rental units in-and-of themselves are not problematic if they are well located, planned and maintained. For example, while there are some multi-family housing units in the area, they are either clustered into two primary areas, or are scattered with limited land use impact. Since there is limited availability of two-family and multi-family residential structures in the area, additional units of this type would not overload the area if they *are* well located, planned and maintained. Such development might be considered in any new redevelopment plan.

- There are a significant number of institutional uses in the area. They are located widely throughout the area and are often of some size and consequence in the neighborhood. These institutional uses may provide future “pivot points” for redevelopment, and may also offer the opportunity to add the green space and out-door recreational areas that we found lacking.
- As residential redevelopment most often goes hand-in-hand with retail commercial redevelopment, we note the opportunity that exists for additional commercial growth. Nodes exist on the eastern end of the study area, particularly in- and-around South Grand Ave. and Dirksen Parkway. South Grand Ave. provides a commercial corridor linking the east and west, and Martin Luther King Jr. Drive offers a north-south option approximately midway through the study area. The Springfield Comprehensive Plan took note of the South Grand Ave.

corridor in 2000 when it specifically identified this as a special Redevelopment Area.

Particular attention might be paid to the applicability of the Redevelopment Areas noted in the Comprehensive Plan; such as the one identified for South Grand. As noted previously, these are seen as areas where, based upon current trends, significant change is occurring that could make them marginal as either commercial or residential areas. The plan suggests that they be set aside as special redevelopment areas for more intensive monitoring and detailed land use planning.

While South Grand is identified as a special redevelopment area, Cook St., the other major east-west arterial, is not. Except for the south side of Cook St., increased neighborhood retail development would have little negative impact on the surrounding residential areas. The areas where South Grand Ave. and Cook intersect with Dirksen also offer options for heavier commercial retail use.

What may be more problematic is the location of some areas zoned "Industrial" which could negatively affect both residential and commercial redevelopment if development projects in these areas are not well planned and located.

But while the comments above largely address only quantitative aspects of our study, we must not lose sight of the qualitative ones. The comments made to SSCRPC staff by residents are anecdotal, but may be representative of the feelings of residents in the area.

We believe that while our study found that significant redevelopment hurdles exists, there are significant opportunities as well. Stable neighborhoods do exist in the study area, especially to the east. Actions to clear abandoned and deteriorating buildings have created vacant parcels that can be redeveloped with better structures and with more appropriate residential lot sizes and urban block forms. These vacant properties exist in areas where they can be clustered, potentially offering the opportunity for the addition of green spaces and outdoor recreation. Opportunities for commercial growth also exist, and in areas where additional commercial uses would not hinder residential redevelopment.

Overall, we find that both the problems and opportunities identified in the earlier report by PGAV remain.

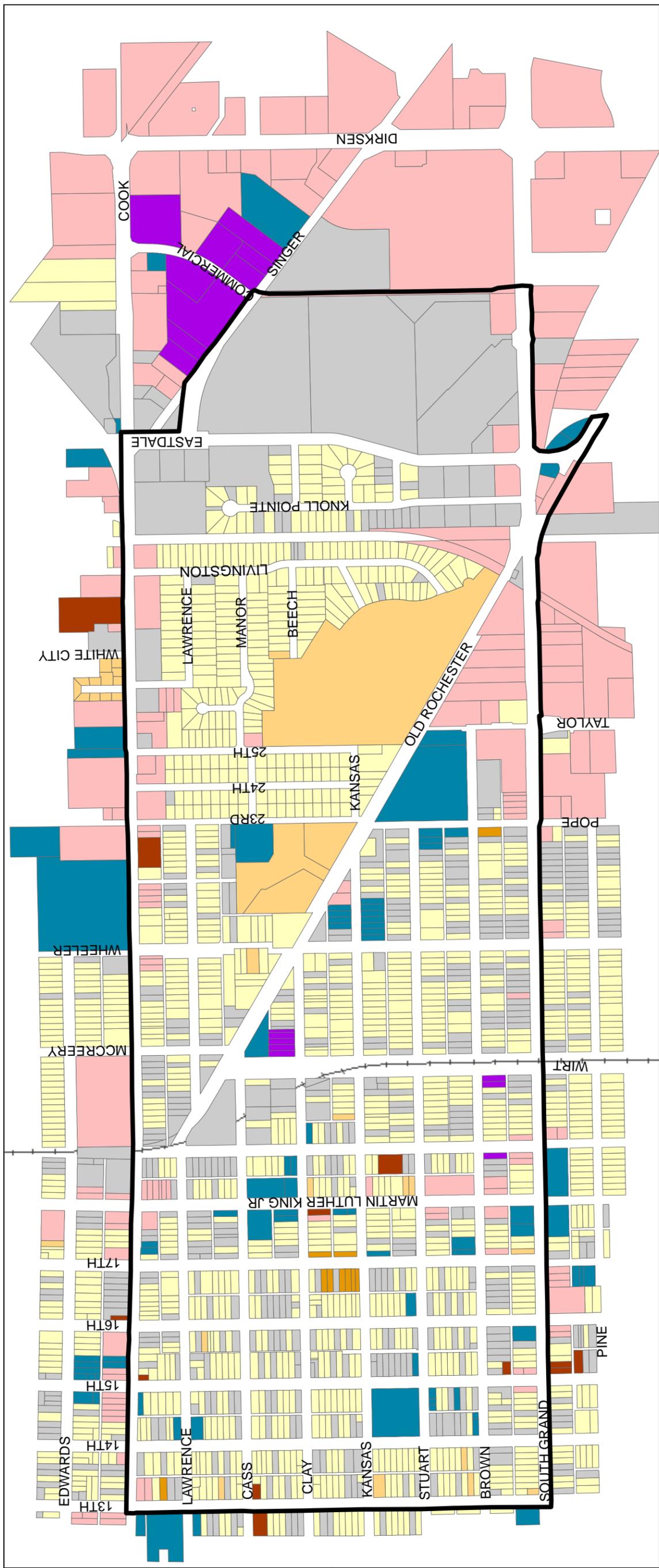
Section V: Maps

LAND USE & ZONING

- Map A-1 – Existing Land Use Map: 2010 Update
- Map A-2 – Land Use: Single Family Residence
- Map A-3 – Land Use: Two Family Residence
- Map A-4 – Land Use: Multi Family Residence
- Map A-5 – Land Use: Manufactured Dwelling
- Map A-6 – Land Use: Commercial
- Map A-7 – Land Use: Industrial
- Map A-8 – Land Use: Institutional
- Map A-9 – Zoning District Map: 2010 Update
- Map A-10 – Vacant Land

EXISTING PROPERTY CONDITIONS

- Map B-1 – Property Conditions Map: 2010 Update
- Map B-2 – Owner-Occupied Exempt Status Properties
- Map B-3 – Single Family Residences Compared to Owner-Occupied
- Map B-4 – One or Two Family Residences Compared to Owner-Occupied
- Map B-5 – Owner-Occupied Residences Compared to Vacant Land and Vacant and Boarded-Up Buildings.

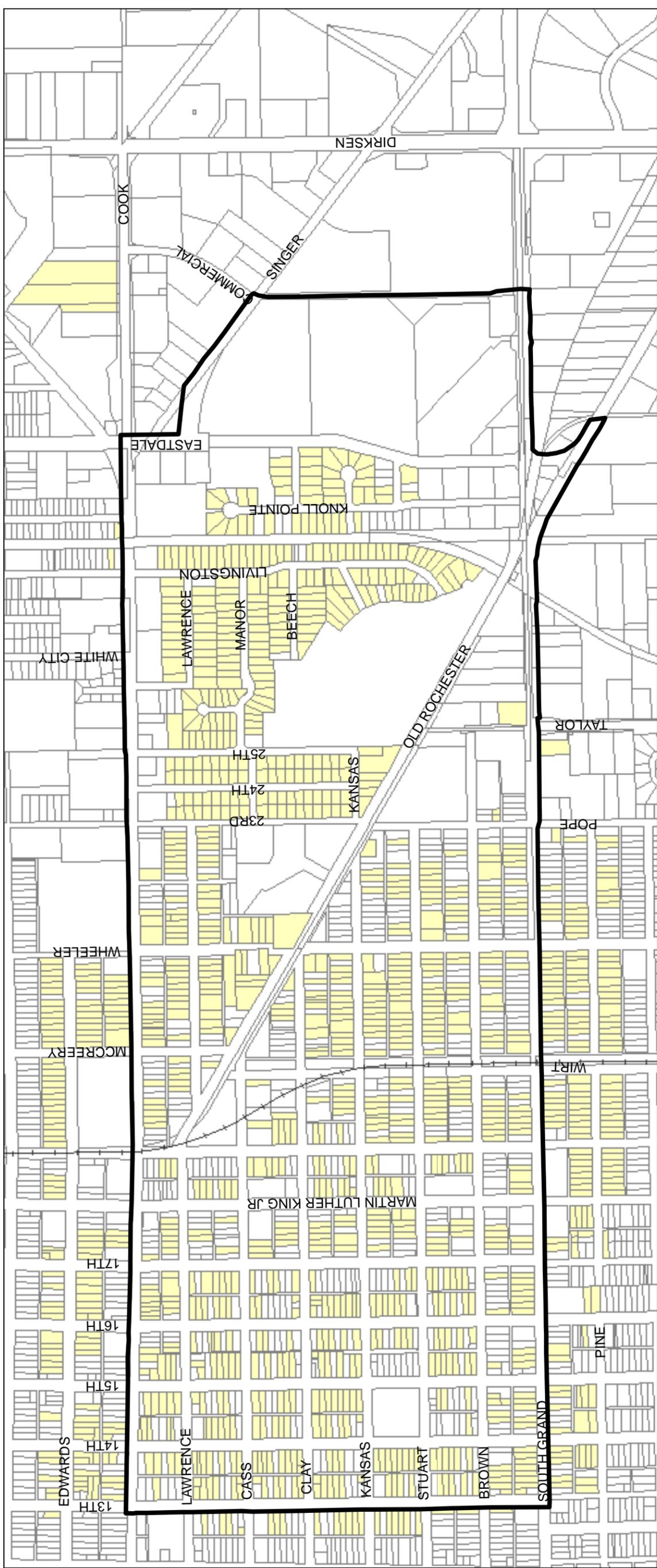


- Eastside Study Area
- Single Family
- Two Family
- Manufactured Dwelling
- Multi - Family
- Commercial
- Vacant Land
- Institutional
- Industrial

**Existing Land Use Map
(2010 Update)
Eastside Neighborhood
City of Springfield, Illinois**



Data Source:
Sangamon County GIS
SK 6/24/10

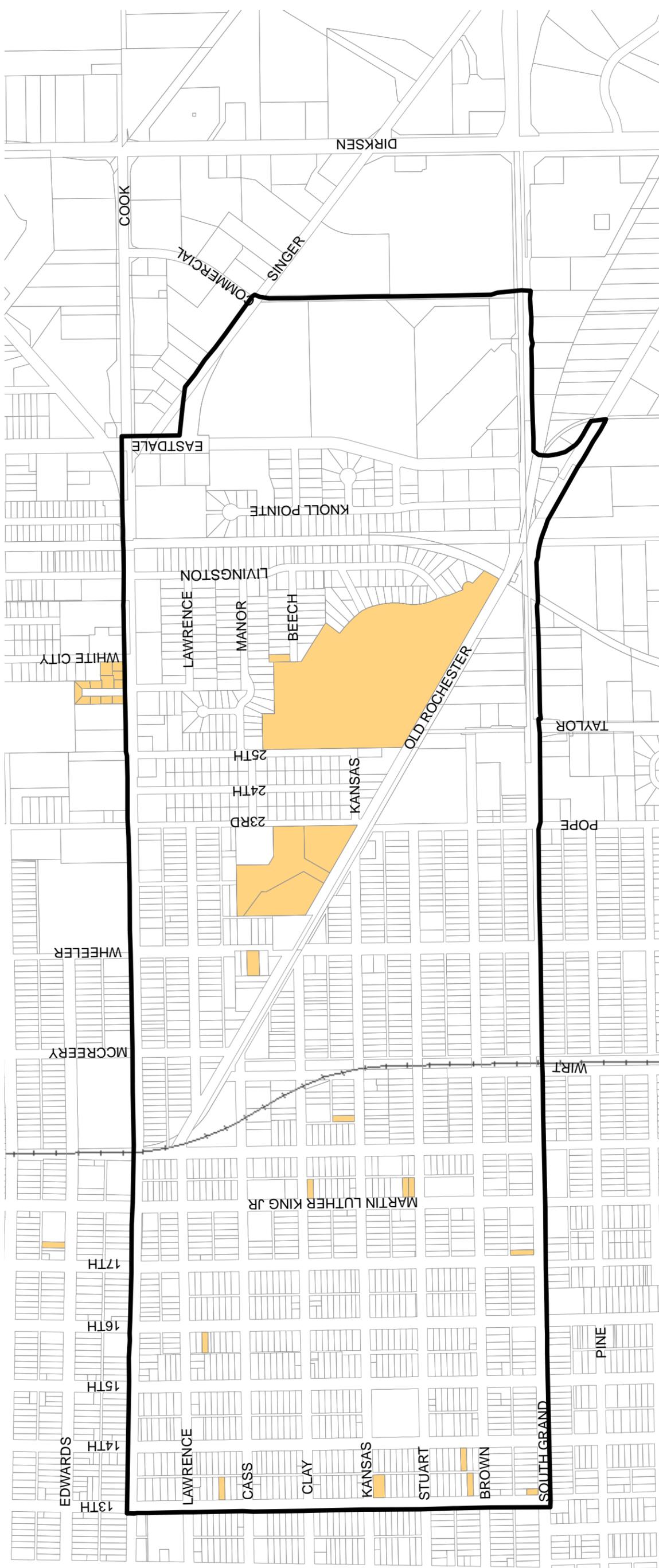


Single Family Residence Existing Land Use Map (2010 Update) Eastside Neighborhood City of Springfield, Illinois

 Eastside Study Area  Single Family



Data Source:
Sangamon County GIS
SK 6/29/10

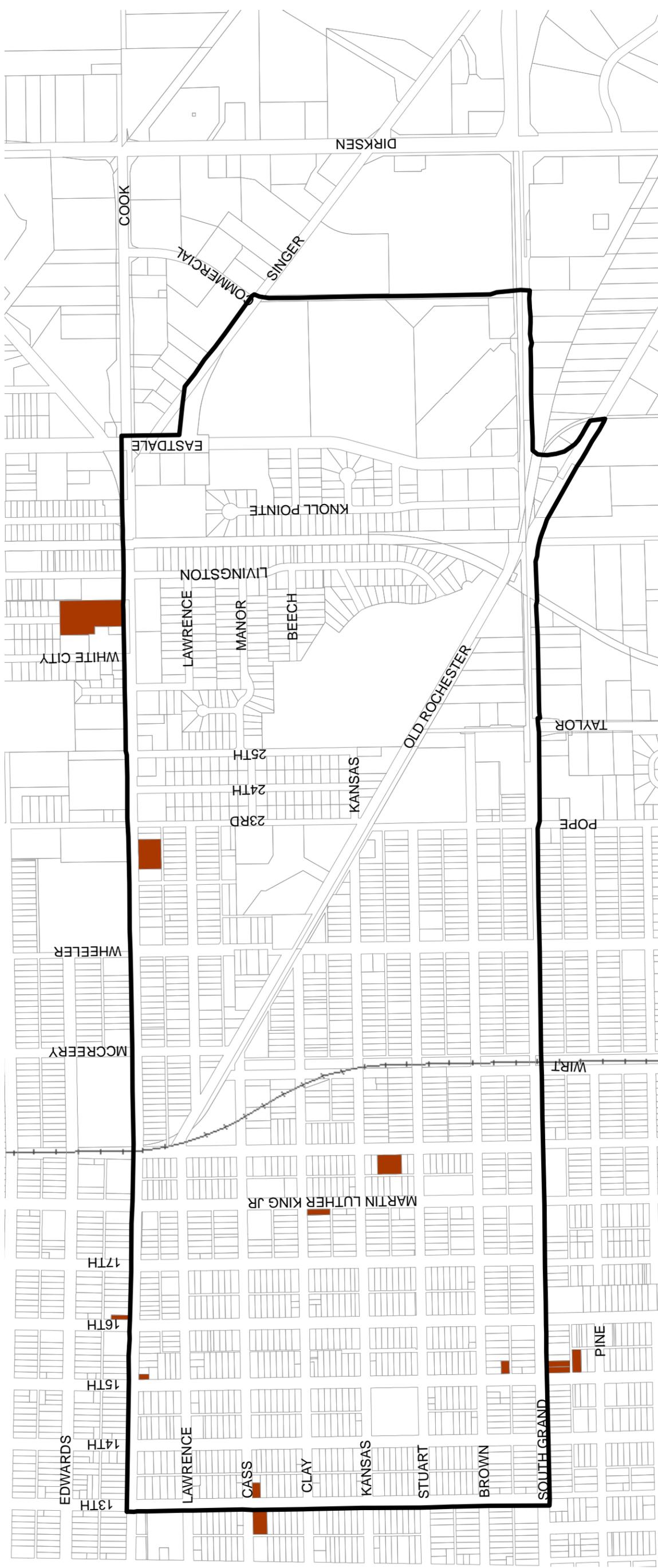


**Two Family Residence
Existing Land Use Map
(2010 Update)
Eastside Neighborhood
City of Springfield, Illinois**

 Eastside Study Area
  Two Family



Data Source:
Sangamon County GIS
SK 6/29/10



**Multi Family Residence
Existing Land Use Map
(2010 Update)
Eastside Neighborhood
City of Springfield, Illinois**

 Eastside Study Area
  Multi - Family



Data Source:
Sangamon County GIS
SK 6/29/10



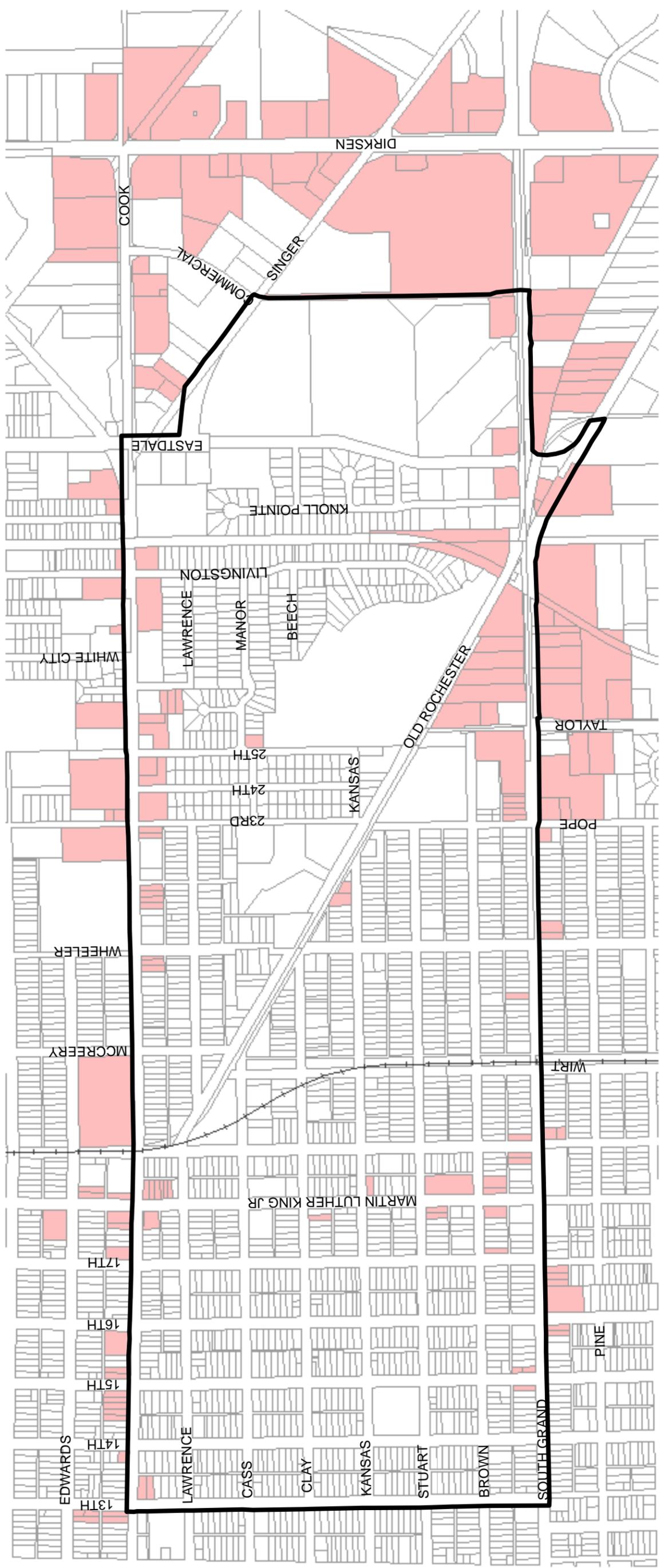
Manufactured Dwelling
Existing Land Use Map
(2010 Update)
Eastside Neighborhood
City of Springfield, Illinois

 Eastside Study Area
  Manufactured Dwelling



Data Source:
 Sangamon County GIS
 SK 6/29/10



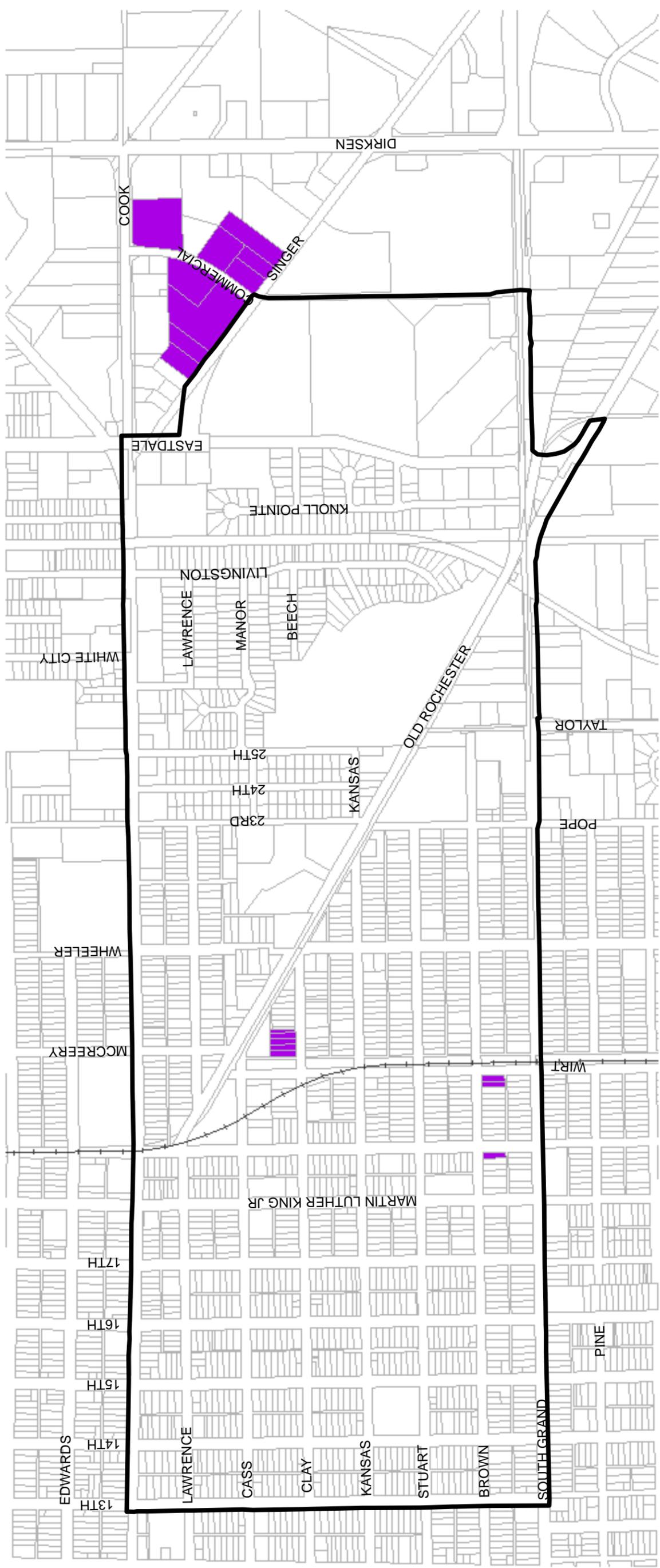


Commercial
Existing Land Use Map
(2010 Update)
Eastside Neighborhood
City of Springfield, Illinois

Eastside Study Area
 Commercial



Data Source:
 Sangamon County GIS
 SK 6/29/10

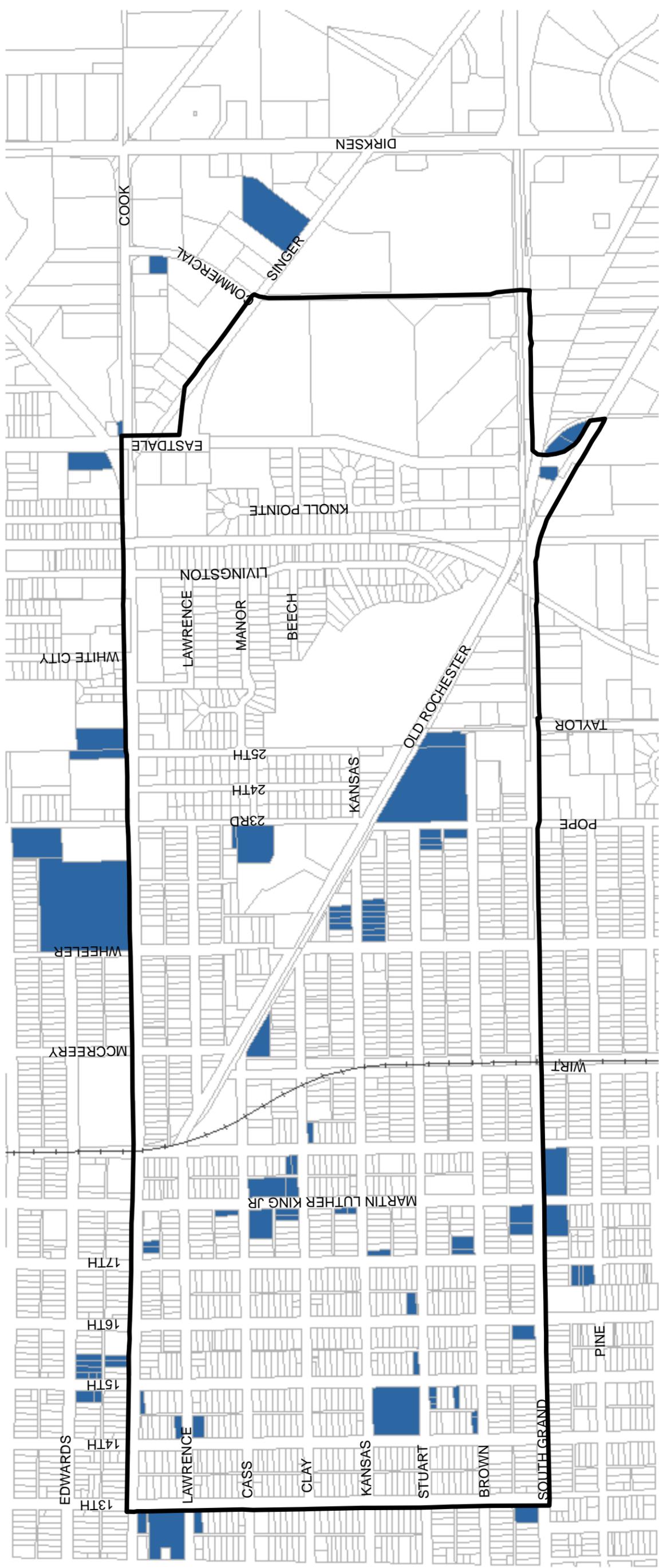


Industrial
Existing Land Use Map
(2010 Update)
Eastside Neighborhood
City of Springfield, Illinois

Industrial Study Area Industrial



Data Source:
 Sangamon County GIS
 SK 6/29/10

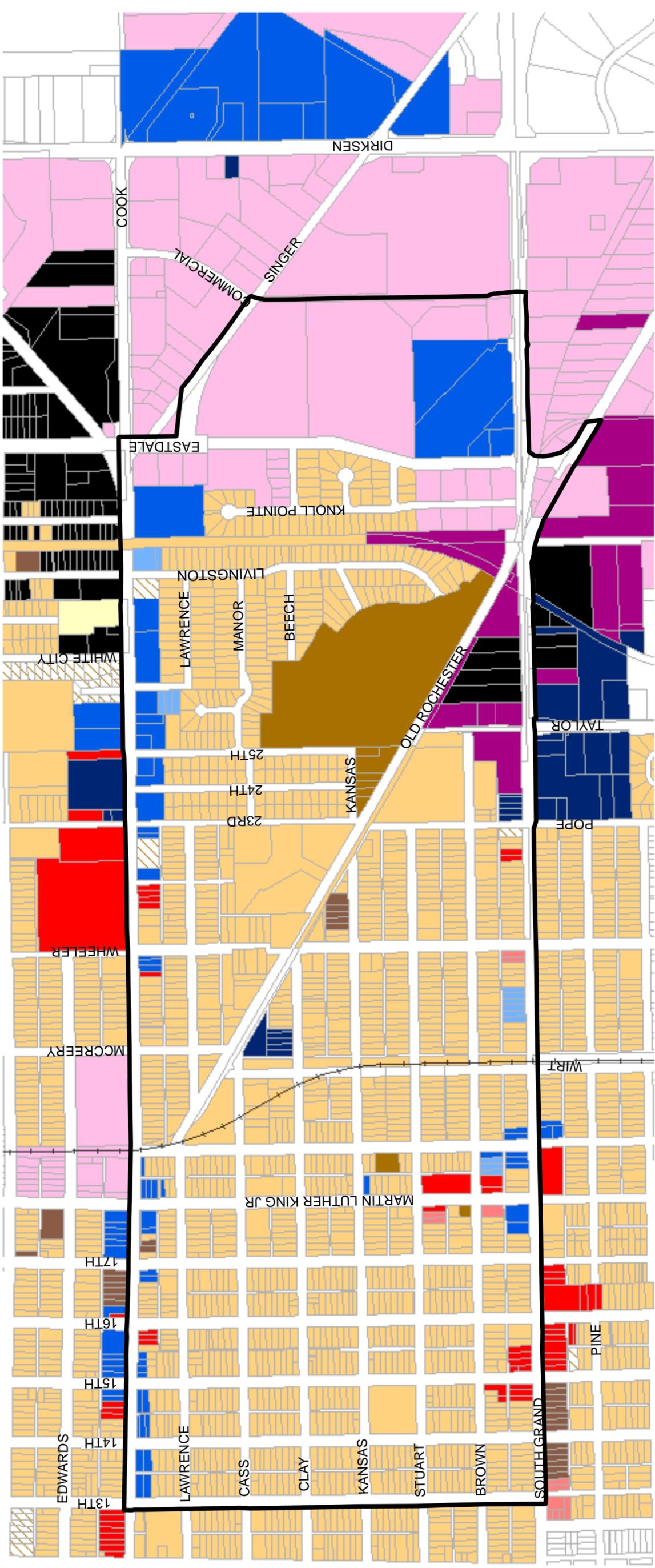


Institutional
Existing Land Use Map
(2010 Update)
Eastside Neighborhood
City of Springfield, Illinois

 Eastside Study Area
  Institutional



Data Source:
 Sangamon County GIS
 SK 6/29/10



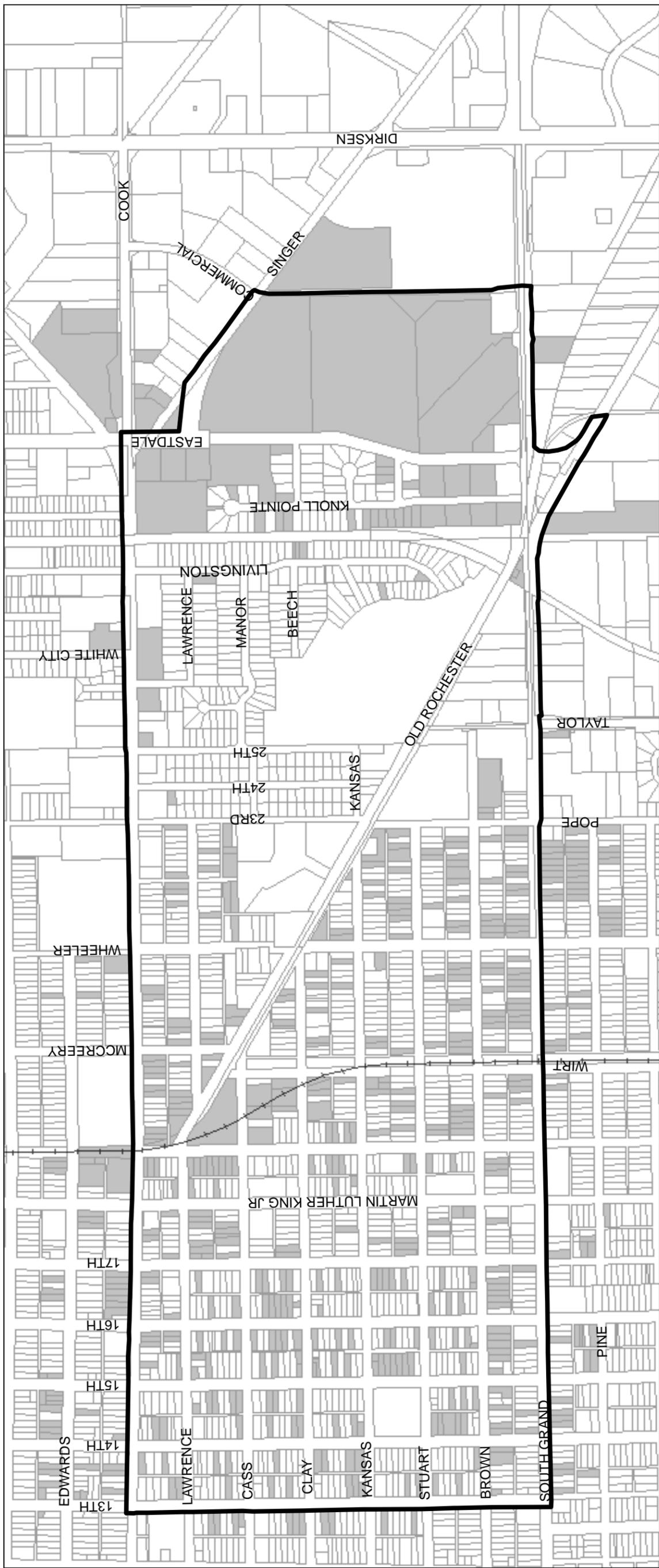
- R-1 Single-family Residence District
- R-2 Single-family and Duplex Residence District
- R-3 General Residence District
- R-3b General Residence District
- R-5 Office/Residential
- OFF Office District
- S-1 Neighborhood Commercial and Office District
- S-2 Community Shopping and Office District
- S-3 Central Shopping District
- B-1 Highway Business Service District
- B-2 General Business Service District
- I-1 Light Industrial District
- I-2 Heavy Industrial District
- Sangamon County Zoning Jurisdiction

Zoning District Map (2010 Update) Eastside Neighborhood City of Springfield, Illinois



Data Source:
Sangamon County GIS
City of Springfield Building and Zoning
SK 6/14/10



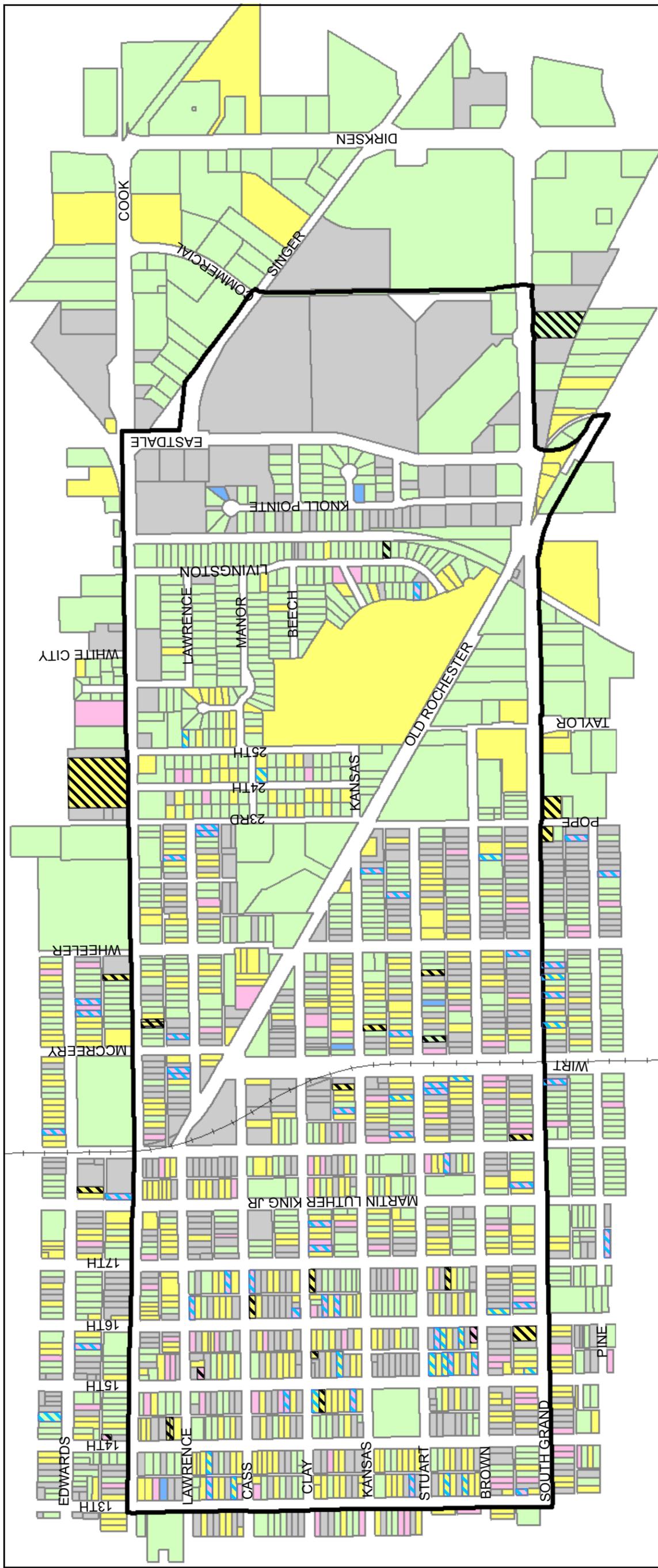


Eastside Study Area
 Vacant Land

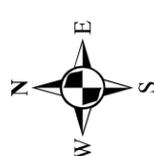
Vacant
Existing Land Use Map
(2010 Update)
Eastside Neighborhood
City of Springfield, Illinois



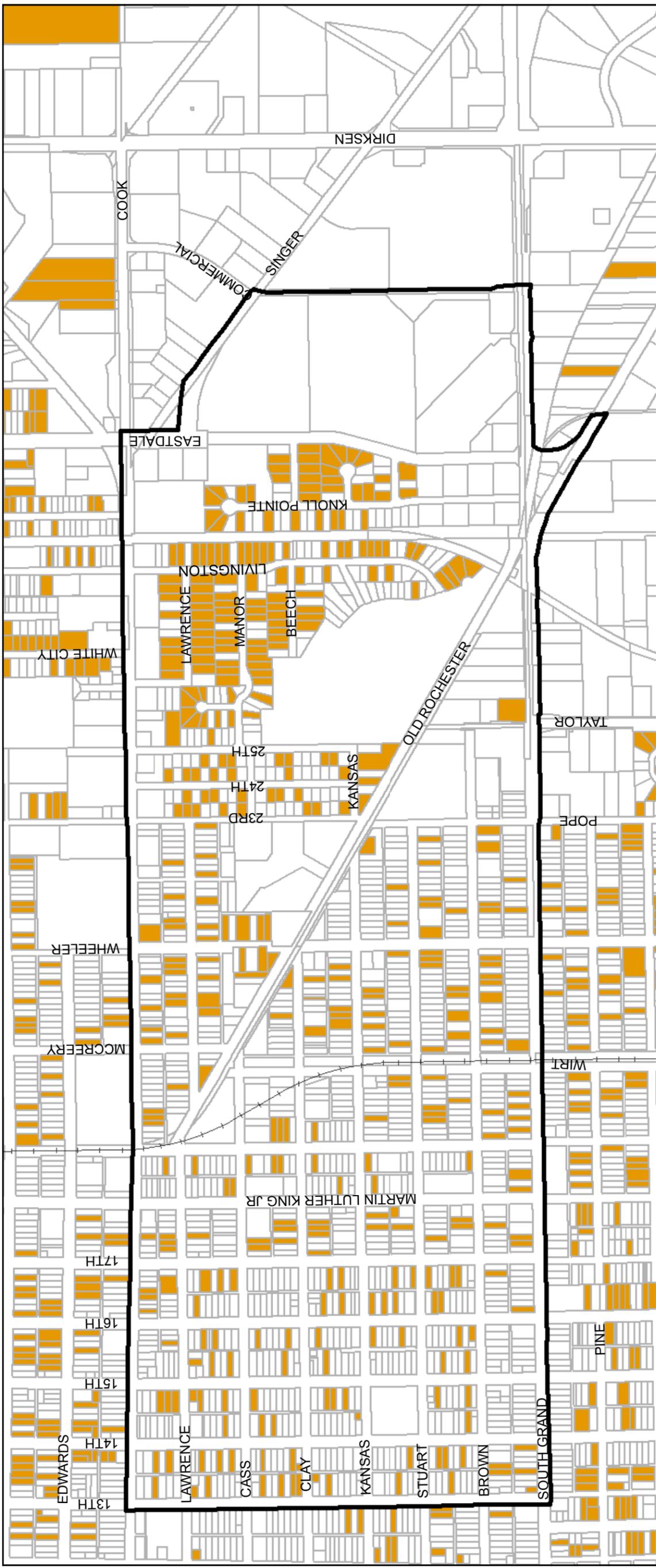
Data Source:
 Sangamon County GIS
 SK 6/29/10



Property Conditions Map
 (2010 Update)
 Eastside Neighborhood
 City of Springfield, Illinois



Data Source:
 Sangamon County GIS
 JZ 6/14/10



Owner Occupied Exempt Status as Determined by the Sangamon County Supervisor of Assessments (2010 Update) Eastside Neighborhood City of Springfield, Illinois

Legend

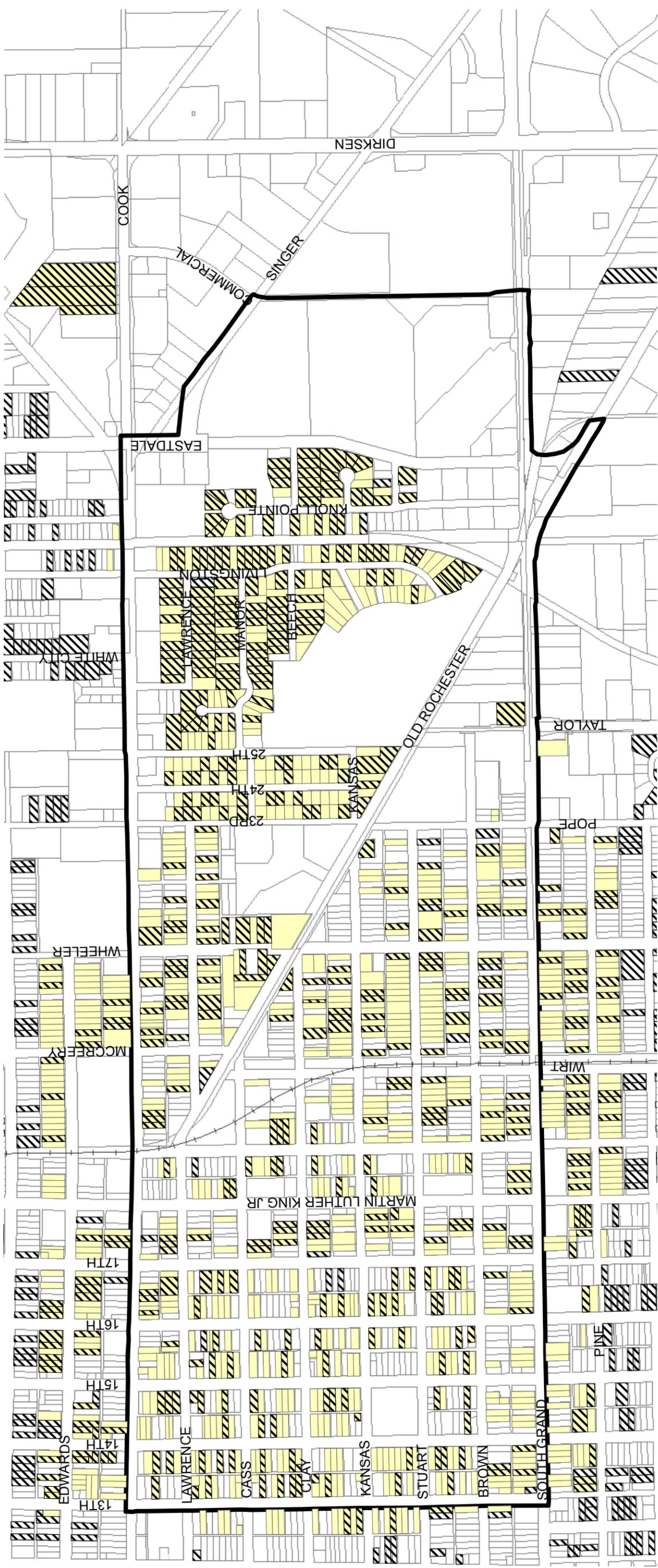
 Owner Occupied



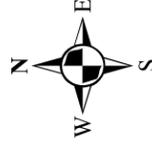
0 350 700 Feet



Data Source:
Sangamon County GIS
JZ 6/14/10

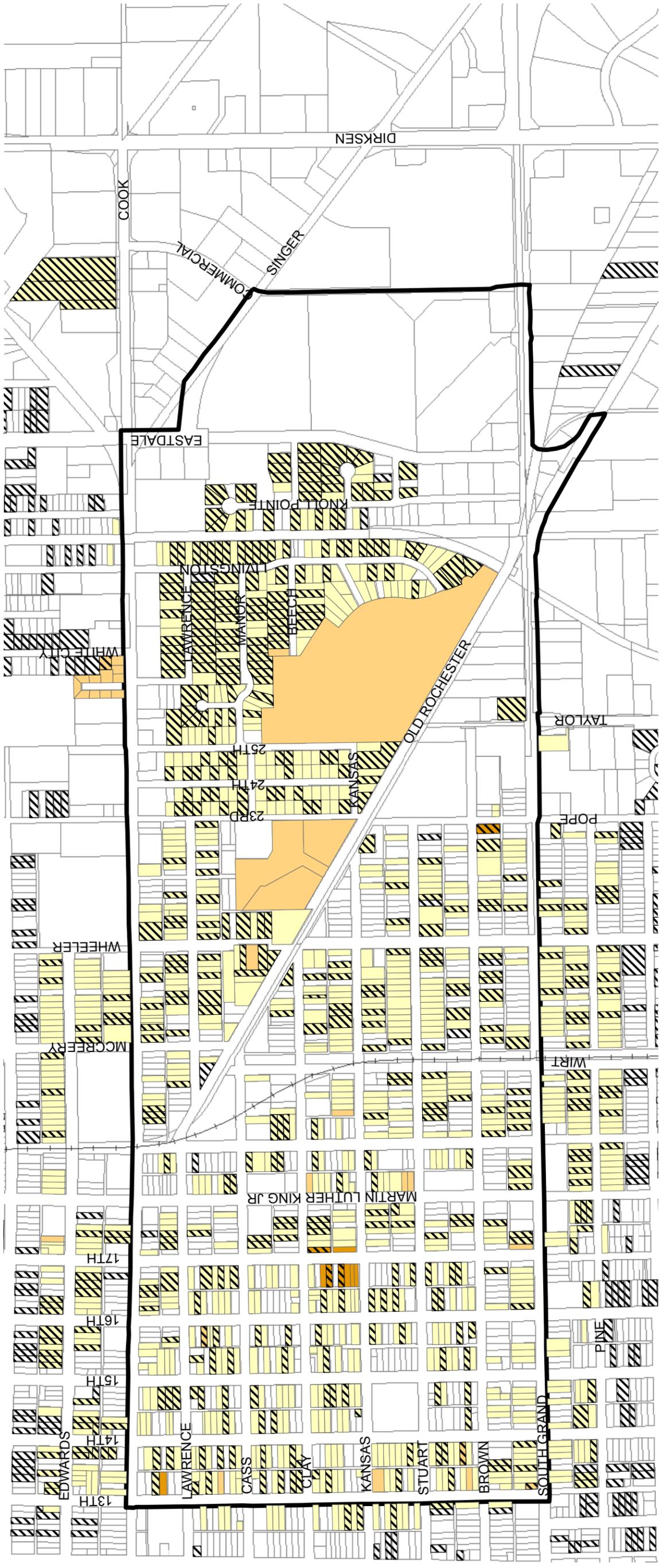


- Legend**
-  Eastside Study Area
 -  Owner Occupied
 -  Single Family



Data Source:
Sangamon County GIS
SK/JZ 7/01/10

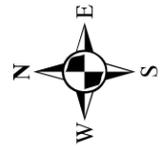
**Single Family Residences
Compared to Owner Occupied
Exempt. Status as Determined
by the Sangamon County Supervisor
of Assessments
(2010 Update)
Eastside Neighborhood
City of Springfield, Illinois**



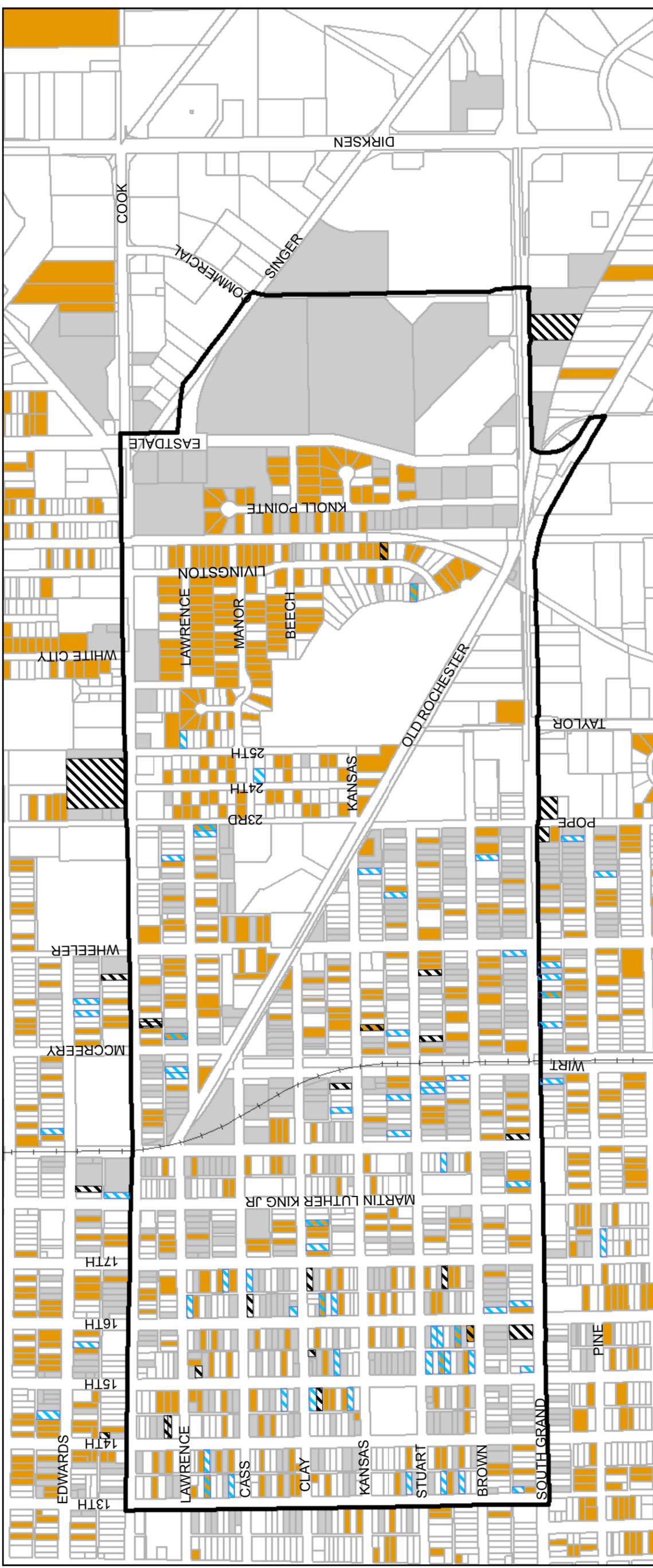
**One Family or Two Family Residences
Compared to Owner Occupied
Exempt. Status as Determined
by the Sangamon County Supervisor
of Assessments
(2010 Update)
Eastside Neighborhood
City of Springfield, Illinois**

Legend

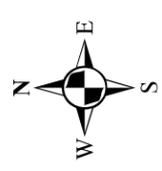
-  Eastside Study Area
-  Owner Occupied
-  Single Family
-  Two Family
-  Manufactured Dwelling



Data Source:
Sangamon County GIS
SK/JZ 7/01/10



- Legend**
- Owner Occupied
 - Vacant Land
 - Vacant Building
 - Vacant Board - Up



Data Source:
Sangamon County GIS
JZ 6/14/10

Owner Occupied Exempt Status as Determined by the Sangamon County Supervisor of Assessments Compared to Vacant Land (2010 Update) Eastside Neighborhood City of Springfield, Illinois

About the Springfield-Sangamon County Regional Planning Commission

The Springfield-Sangamon County Regional Planning Commission (SCRPC) serves as the joint planning body for Sangamon County and the City of Springfield, as well as the Metropolitan Planning Organization for transportation planning in the metro planning area.

The Commission works with other public and semi-public agencies throughout the area to promote orderly growth and redevelopment, and assists other Sangamon County communities with their planning needs. Through its professional staff, the SSCRPC provides overall planning services related to land use, housing, recreation, transportation, economic development, environment, and various special projects. It also houses the Sangamon County Department of Zoning which oversees the zoning code and liquor licensing for the County.

The SSCRPC's professional planning staff prepares area-wide planning documents and assists the County, cities, and villages, as well as special districts, with planning activities. Through the Commission's Land Subdivision Committee, the staff reviews all proposed land developments within its jurisdiction. It also makes recommendations on all Springfield and Sangamon County zoning and variance requests. The agency serves as the county's Plat Officer, Floodplain Administrator, Census coordinator, and local clearinghouse to process and review all federally funded applications for the county. The agency also maintains existing base maps, census tract maps, township and zoning maps, and the road name map for the county.

The Commission has 17 members including representatives from the Sangamon County Board, Springfield City Council, special units of government, and six appointed citizens from the City and County. The Executive Director is appointed by the Executive Board of the Commission and confirmed by the Sangamon County Board.

Advising+Planning+Evaluating+Leading



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