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Sponsored by: Manley, Whayne, Wright

COUNCIL BILL NO. 2005 - 255

RESOLUTION NO. 9286

A RESOLUTION

1 AMEND the Transportation Plan element of the Springfield-Greene County Vision  
2 20/20 Comprehensive Plan of the City of Springfield, Missouri, by repealing  
3 Resolution 9174 and adopting an amendment that exempts the dedication  
4 of additional right-of-way within a defined downtown area except where the  
5 director of Public Works requires additional right-of-way. (Planning and  
6 Zoning Commission and staff recommend approval).

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9  
10 WHEREAS, the City Council adopted the Transportation Plan as an element of the  
11 Comprehensive Plan on June 11, 2001, which is the master plan for development of the  
12 City of Springfield, Missouri; and

13  
14 WHEREAS, Section 11.6 of the Charter provides that the Commission may adopt  
15 the master plan as a whole by a single resolution, or may by successive resolutions adopt  
16 successive parts of the plan, said parts corresponding to major geographical sections of  
17 the City or to functional divisions of the subject matter of the plan, and may adopt any  
18 amendment or extension thereof or addition thereof; and

19  
20 WHEREAS, Resolution 9174 was adopted by the City Council on July 13, 2004, to  
21 provide reduced right-of-way requirements for certain downtown streets; and

22  
23 WHEREAS, revision to the standards adopted in Resolution 9174 is desired to  
24 reinstate certain street classifications and to remove the need to dedicate right of way  
25 except where determined necessary by the Director of Public Works; and

26  
27 WHEREAS, the Planning and Zoning Commission held a public hearing on August  
28 4, 2005 and recommended approval of revised standards; and

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30 WHEREAS, after due notice, the City Council has received public comment at a  
31 public hearing on September 6, 2005.

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NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SPRINGFIELD, MISSOURI, as follows:

Section 1 - That Resolution 9174 is hereby repealed in its entirety.

Section 2 - That the Transportation Plan element of the Springfield-Greene County Vision 20/20 Comprehensive Plan of the City of Springfield, Missouri, be and is hereby amended as shown in the Zoning & Subdivision Report, approved by the Planning & Zoning Commission at its meeting of August 4, 2005, attached hereto as Exhibit A.

Section 3 - That the Director of Planning and Development and the City Clerk are directed to maintain official copies of this Plan in their offices.

Section 4 - This resolution shall be in full force and effect from and after passage.

Passed at meeting: September 6, 2005

Thomas Carlson  
Mayor

Attest: Shirley M. Aiti, City Clerk

Filed as Ordinance: September 6, 2005

Approved as to form: Marianne Henderson, City Attorney

Approved for Council action: Floria, City Manager

Aff. Agcy. Noticed: Yes  
Emergency Required: No  
P. Hrngs. Required: No  
IPO Required: No  
Fiscal Note Required: No  
Board Rec. Required: Yes  
Sponsor:  
Date: August 22, 2005

### EXPLANATION TO COUNCIL BILL NO. 2005-

ORIGINATING DEPARTMENT: Planning and Development

**PURPOSE:** To adopt a resolution amending the Transportation Plan element of the Springfield-Greene County Vision 20/20 Comprehensive Plan by repealing Resolution 9174 and adopting an amendment that exempts the dedication of additional right-of-way within a defined downtown area except where the Director of Public Works requires additional right-of-way. (Staff and Planning and Zoning Commission recommend approval).

**BACKGROUND:**

Resolution 9174, was passed by City Council July 13, 2004. The Bill amended the Transportation Plan Element of the Springfield-Greene County Comprehensive Plan by providing for reduced right-of-way requirements for certain downtown streets. Certain identified streets within the defined area were reclassified from arterial to Downtown Arterial, Collector to Downtown Collector, and Local to Downtown Local. Since the passage of the amendment in 2004 the need has been recognized for an amendment that would reinstate some of the requirements in place before July 2004 and require no additional right-of-way in the downtown area except where the Director of Public Works identifies the need for additional right-of-way for a specific project (Exhibit A). The reinstatement of these street classification and right-of-way requirements will allow consideration for the unique needs of downtown development proposals, with respect to existing right-of-way as well as the needs of the downtown transportation system.

**REMARKS:**

In-fill development of the downtown area occurs in an orderly and harmonious manner through individual assessment of each downtown development proposal. This plan amendment will assist in improving the visual appearance of the urban area, encouraging high-intensity compact in-fill development, enhancing and developing character, livability and pride in the community through the assessment of the unique needs of each downtown development proposal.

RECOMMENDATIONS:

The Planning and Zoning Commission held a public hearing on August 4, 2005 and recommended approval, by a vote of 7 to 0.

Staff recommends approval.

Submitted by:

Ralph Rognsdahl  
Department of Planning & Development

Approved by:

Finia  
City Manager

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## EXHIBIT A

### Street Classifications

A primary task of the Springfield-Greene County *Vision 20/20* process was to develop an updated Major Thoroughfare Plan that projected the area's roadway classification needs to the year 2020 and beyond. The roadway classification system provides guidelines for designing a roadway network for the efficient movement of people throughout the Springfield-Greene County urban area. Roads are placed into categories based on their function or degree to which they provide access to adjacent land or provide mobility to through traffic. Street classifications are generally referred to as functional classification according to guidelines established by the Federal Highway Administration and are used interchangeably in this document.

#### Functional Classification of Streets

**Freeway:** A fully controlled access highway with grade-separated interchanges at major thoroughfares. Intended for high-volume, high-speed traffic movement between cities and across the metropolitan area, and not intended to provide direct access to adjacent land.

**Expressway:** A limited-access highway with some grade crossings and signals at major intersections. Intended for high-volume, moderate to high speed traffic across the metropolitan area with minimal access to adjacent land.

**Primary Arterial:** A street primarily intended to provide for high volume, moderate speed traffic between major activity centers. Access to abutting property is subordinate to major traffic movement and is subject to necessary control of entrances and exits.

**Secondary Arterial:** A street which augments and feeds the principal arterial system and is intended for moderate volume, moderate speed traffic. Access to abutting property is partially controlled.

~~**Downtown Arterial:** A street which serves the downtown area yet also feeds into the principal arterial system and is intended for moderate volume, moderate speed traffic. Decreased right-of-way requirements are allowed to preserve the built environment that is significant in downtown areas.~~

**Collector:** A street, which collects and distributes traffic to and from local and arterial streets. Intended for low to moderate volume, low speed, and short length trips while also providing access to abutting properties. At the time a collector street is platted, it may be designated as a residential or commercial/industrial collector, depending upon the predominant land use it will serve. A commercial/industrial collector must be constructed to higher standards in order to serve truck traffic.

~~**Downtown Collector:** A street which serves the downtown area as well as collects and distributes traffic to and from downtown local and arterial streets. Intended for low to moderate volume, low speed, and short length trips while also providing access to abutting properties. Decreased right-of-way requirements are allowed to preserve the built environment that is significant in downtown areas.~~

**Local:** A street for low-volume, low-speed, and short-length trips to and from abutting properties. During the platting process a local street may be designated as an industrial, commercial, high-density residential, normal residential, or low-volume residential street, depending upon the predominant land use it will serve.

**Downtown Local:** A street which serves the downtown area intended for low volume, low speed, short length trips. Decreased right of way requirements are allowed to preserve the built environment that is significant in downtown areas.

The cooperative effort to update the Transportation Planning Area (TPA) thoroughfare system addressed all area roadways, according to their projected function. Many of the Springfield-Greene County thoroughfares are currently functioning at a higher classification than their design. The recommendations included in this chapter of the Transportation Element establish regional action steps for the region to follow that will:

- Ensure that proper road rights-of-way are reserved in the future;
- Require appropriate pavement widths; and,
- Ensure that roadway improvements are planned according to the function of each street.

Streets and highways are typically classified in the Major Thoroughfare Plan according to their intended function in providing for traffic movement. These street classifications carry with them a set of design standards consistent with the type of service each facility is intended to perform. Criteria for designation of street and highway facilities include the travel desire of the public, access requirements for adjacent land uses, and continuity of the system.

The City of Springfield and Greene County have established an Urban Service Area Boundary. There is a commitment from both jurisdictions to focus sanitary sewer service and transportation improvements within this designated boundary, thus focusing urban development densities within that boundary. All functional planning conducted by the City and the County is based upon the assumption that the Urban Service Area will ultimately be fully developed to urban densities, and that development outside this area will be predominantly rural in character. The recommended Major Thoroughfare Plan for the Springfield area (**Figure 20-2**) has been developed with this assumption in mind. Within the Urban Service Area a detailed thoroughfare system has been defined to accommodate the travel needs of the area when fully developed. Outside the Urban Service Area only a minimal system of thoroughfares has been delineated to serve a predominantly rural population.

The Major Thoroughfare Plan is intended to provide an overall framework for making decisions on thoroughfare improvements and extensions. The plan identifies the locations of future major transportation corridors and should serve as a general guide for securing street rights-of-way. The thoroughfares are shown in general locations and may vary from the location shown after further detailed location studies are completed.

#### **Recommendations:**

- The Street Classifications for the Major Thoroughfare Plan should be regularly updated by the Springfield MPO, and subsequently adopted by the Springfield City

- Council, the Missouri Department of Transportation, and the Greene County Commission, as part of their policies concerning the location and function of all major streets.
- The MPO should work with the Federal Highway Administration and the Missouri Department of Transportation to regularly update the Functional Classification Map to align with the recommendations in the Major Thoroughfare Plan, within the confines of the federal requirements. The Functional Classification Map represents today's roadway function while the Major Thoroughfare Plan represents future function.
- The classifications of street types contained in the Zoning Ordinances, Subdivision Regulations, and design standards of the various political jurisdictions within the Transportation Planning Area should agree with those discussed in this section.
- The right-of-way for St. Louis Street Downtown Arterials and Collectors should be reduced to require 60 feet instead of the customary 70 feet required for a Secondary Arterial and Collector streets in order to allow a consistent building line. Local street right-of-way should also be reduced to a varying width depending on existing significant development. Harmonious and orderly infill development in Center City is a goal of the comprehensive plan. The reduction in right-of-way requirements will support the plan's goal of improving the visual appearance of the urban area, encouraging high-intensity compact infill development, and enhancing the urban character and livability of the community. New buildings should be constructed with the same setback as existing buildings in order to create a continuous, uniform, attractive appearance in relation to the street.
- The right-of-way for Campbell Avenue between Elm and Park Central Square should be reduced below the standards for Downtown Arterials. The right-of-way should be reduced to 50 feet in order to allow for the preservation of the existing building line within this area. This will allow for new buildings and renovation to occur which aligns with the existing development to create harmony in relation to the street.
- When considering the right-of-way requirement for Downtown Local streets, special attention should be paid to the existing built environment, pedestrian friendly design and that all necessary infrastructure for pedestrian and bicyclists may be provided for in the right-of-way obtained.
- Additional right-of-way shall not be required in the downtown area defined as bounded by Chestnut Expressway on the north, Harrison/State Streets on the south, Grant Avenue on the west, and John Q. Hammons Parkway/Sherman Avenue on the east, except where the Director of Public Works determines the need for additional right-of-way.
- Harmonious and orderly infill development in Center City is a goal of the comprehensive plan. The reduction in right-of-way requirements will support the plan's goal of improving the visual appearance of the urban area, encouraging high-intensity compact infill development, and enhancing the urban character and livability of the community. New buildings should be constructed with the same setback as existing buildings in order to create a continuous, uniform, attractive appearance in relation to the street.

**Table 20-1: Design Standards for Streets by Classification**

	Street Segment			Intersection			Parking Permitted	Median Control	Median Opening Spacing	Signalized Intersection Spacing	Driveway Spacing	Sidewalks
	Number of Lanes	Right-of-Way	Pavement Width	Number of Lanes	Right-of-Way	Pavement Width						
<b>Freeway</b>	4 to 8	250' or more	2-4 lanes@36' plus shoulders	Ramps as Required	Varies	As Required	None	60' -80' Grass	None	Interchange 1-3 miles	None Permitted	Not Permitted
<b>Expressway</b>	4 to 6	180' + 40' each side for frontage roads	2-3 lanes@36' plus shoulders	6 thru, 2 left and one right	180' plus req'd sight triangles	108' plus median	None	40' Grass	1/4 mile	1/2 mile	None Permitted	Required on Frontage Roads
<b>Primary Arterial</b>	4 to 5	110' for divided street, 100' for undivided street	2 lanes@30' or 70' total	4 thru, 1-2 left and 1 right	120' plus req'd triangles	82'-100'	None	28' or 2-way left turn lane	600'	1/2 mile from Expwy. To 600' from Expwy.	270' edge to edge	Required both sides
<b>Secondary Arterial</b>	2 to 3	80'	43'	4	80' plus req'd triangles	58'	None	2-way left turn lane	Does not Apply	600'	210' edge to edge	Required both sides
<b><u>Downtown-Arterial</u></b>	<u>2 to 4</u>	<u>60'</u>	<u>40'</u>	<u>3-4</u>	<u>60'</u>	<u>40'</u>	<u>Permitted</u>	<u>None</u>	<u>Does not Apply</u>	<u>600'</u>	<u>125' edge to edge</u>	<u>Required both sides</u>
<b>Collector</b>	2	70' for 3-lane, 60' for 2-lane	41' for 3-lane, 33' for 2-lane	3-4	60'-80' plus req'd triangles	Varies per Street - 43' to 59'	None	None	Does not Apply	500'	160' edge to edge	Required both sides
<b><u>Downtown-Collector</u></b>	<u>2</u>	<u>60'</u>	<u>28</u>	<u>2-3</u>	<u>60'</u>	<u>Varies per Street - 43' to 50'</u>	<u>Permitted</u>	<u>None</u>	<u>Does not Apply</u>	<u>500</u>	<u>125' edge to edge</u>	<u>Required both sides</u>
<b>Local</b>	2	50'-80'	24'-28'	2	50' plus req'd triangles	27'	Permitted	None	Does not Apply	None req'd	35' edge to edge	Both sides desired
<b><u>Downtown-Local</u></b>	<u>2</u>	<u>16'-60'</u>	<u>16'-28'</u>	<u>2</u>	<u>50'</u>	<u>27'</u>	<u>Permitted</u>	<u>None</u>	<u>Does not Apply</u>	<u>None req'd</u>	<u>35' edge to edge</u>	<u>Required both sides</u>

Table 20-2. Streets and Highways Generalized Characteristics by Classification

	Definition/Purpose	Traffic Flow/Access Priority	Facility Spacing	Trip Length	Traffic Volume	Traffic Speed	Pedestrian Provisions	Bicycle Provisions	Transit Provisions	
Freeway	Full access control with continuous traffic flow separated in grade from other facilities. Intended for high-volume high-speed traffic movement between cities and across the metropolitan area. No direct access is provided to adjacent land.	Traffic flow/access priority 99/1. Access by grade-separated interchanges at 1-3 mile intervals.	4-8 miles	Between cities and across metropolitan area (2 or more miles)	20,000-100,000 vehicles per day	Running: 55-70 mph Average: 55-60 mph	Pedestrians Prohibited	Bicycles not recommended	No stops, express routes only.	Freeway
Expressway	Partial access control and high priority for traffic flow with at-grade signalized intersections for major streets. Intended for high-volume moderate-to-high speed traffic movement across the metropolitan area with minimal access to adjacent land. May be designed as a highway with separation from adjacent land uses or as a street with controlled access to adjacent land uses.	Traffic flow/access priority 80/20. At-grade intersections with arterial and collector streets. Signals are uniformly spaced for optimum traffic flow. Driveway and street intersections designed for maximum of 10 mph speed decrease in through lane for turning vehicle. Acceleration and deceleration lanes should be considered at access points where traffic speed and volume pose a significant safety concern.	3-5 miles	Across metropolitan area and between major activity centers (2 or more miles)	20,000-50,000 vehicles per day	Running: 40-55 mph Average: 30-40 mph	Highways: Pedestrians discouraged. Streets: Walkways required both sides.	In accordance with the Springfield Bicycle Policy and Plan.	Highways: No stops, express routes only. Streets: Turnouts at major generators.	Expressway
Primary Arterial	Provides for high- moderate- volume moderate-speed traffic movement between and through major activity centers. Access to abutting property is subordinate to traffic flow and is subject necessary control of entrances and exits.	Traffic flow/access priority 60/40. 270' spacing for accesses and additional control as required for traffic flow. Safety and traffic flow are balanced in determining signal spacing. Acceleration and deceleration lanes should be considered at access points where traffic speed and volume pose a significant safety concern.	1-2 miles	Between and through major activity centers (2-8 miles)	10,000-30,000 vehicles per day	Running: 35-40 mph Average: 25-30 mph	Walkways required on both sides.	In accordance with the Springfield Bicycle Policy and Plan.	Scheduled stops every 1/4 mile.	Primary Arterial
Downtown Arterial	Augments and feeds the primary arterial system and is intended for moderate-volume moderate-speed traffic movement. Access to abutting property is partially controlled. This classification is modified for the urban downtown area to accommodate existing right-of-way and significant buildings.	Traffic flow/access priority 20/80. 125' spacing for accesses. Safety is higher priority than traffic flow in determining signal spacing. Acceleration and deceleration lanes should be considered at intersections where traffic speed and volume pose a significant safety concern.	N/A	Within activity centers	2,000-20,000 vehicles per day	Running: 30-25 mph Average: 20-25 mph	Walkways required on both sides.	In accordance with the Springfield Bicycle Policy and Plan.	Scheduled stops every 1 to 2 blocks.	Downtown Arterial

Table Continued on Next Page

Secondary Arterial	Augments and feeds the primary arterial system and is intended for moderate- volume moderate-speed traffic movement. Access to abutting property is partially controlled.	Traffic flow/access priority 45/55. 210' spacing for accesses. Safety is higher priority than traffic flow in determining signal spacing. Acceleration and deceleration lanes should be considered at access points where traffic speed and volume pose a significant safety concern.	1/2-1 mile	Between and within activity centers (1 to 4 miles)	6,000-20,000 vehicles per day	Running: 30-35 mph Average: 20-25 mph	Walkways required both sides.	S. In accordance with the Springfield Bicycle Policy and Plan.	Scheduled stops every 1/4 mile.	Secondary Arterial
Collector	Collects and distributes traffic between arterial streets and local streets. Intended for short length trips while also providing access to abutting properties. Design of collector streets varies depending on the character and intensity of traffic generated by adjacent land development.	Traffic flow/access priority 30/70. 160' spacing for non-residential accesses.	1/4-1/2 mile	Local street to arterial street (1/2 to 2 miles)	1,500 to 8,000 vehicles per day	Running: 30 mph Average: 15-20 mph	Walkways required both sides.	In accordance with the Springfield Bicycle Policy and Plan.	Scheduled service and paratransit.	Collector
Downtown Collector	Collects and distributes traffic between arterial streets and local streets. Intended for short length trips while also providing access to abutting properties. Design of downtown collector streets varies depending on the character and intensity of traffic generated by adjacent land development as well as the existing right-of-way and location of existing significant buildings.	Traffic flow/access priority 10/90. 125' spacing for non-residential accesses.	N/A	Local street to arterial street	1,500 to 8,000 vehicles per day	Running: 20 mph Average: 15-20 mph	Walkways required both sides.	In accordance with the Springfield Bicycle Policy and Plan.	Scheduled stops every 1 to 2 blocks	Downtown Collector
Local	Provides direct access to abutting property. Intended for low-speed low-volume traffic movement and for short length trips. Design of local streets varies depending on the character and intensity of traffic generated by adjacent land development.	Traffic flow/access priority 10/90. No restrictions. 40' between accesses.	As required	Access to individual property parcels. (Less than 1/2 mile)	Commercial less than 1,000 residential vehicles per day	Running: 20-30 mph Average: 10-15 mph	Walkways required on one side.	In accordance with the Springfield Bicycle Policy and Plan.	No scheduled service	Local
Downtown Local	Provides direct access to abutting property. Intended for low-speed low-volume traffic movement and for short length trips. Design of downtown local streets varies depending on the character and intensity of traffic generated by adjacent land development as well as the existing right-of-way and significant buildings.	Traffic flow/access priority 10/90. No restrictions. 40' between accesses.	As required	Access to individual property parcels. (Less than 1/2 mile)	Commercial less than 1,000 residential vehicles per day	Running: 20-30 mph Average: 10-15 mph	Walkways required on one side.	In accordance with the Springfield Bicycle Policy and Plan.	No scheduled service	Downtown Local