Historic Preservation Element

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Historic Preservation Element

Introduction

The Springfield-Greene County Historic Preservation Element proposes the steps necessary to identify, preserve and protect the greatest amount of historic resources in the city and county. The actions proposed within are the culmination of the *Vision 20/20* process and require the coordinated efforts of regulatory agencies, private organizations and the general public. The sites and structures that this element seeks to protect are threatened with replacement or alteration due to growth and an ever changing urban landscape. In spite of this growth, the *Vision 20/20* process has reaffirmed that the city's and county's historic resources teach us who we are as a community; promote a sense of stability; and if treated with care, provide a range of economic, social and cultural benefits.

The Historic Preservation Element is essentially a three part document. The first part of the element identifies the vision created by the Historic Preservation focus group and gives a brief overview of the current status of historic preservation efforts in the community. For a thorough review of the historic preservation framework in Springfield and Greene County, consult the *Historic Resources Analysis* of Vision 20/20. The second part of the element is an action plan. Nine action plan components contain objectives identified by the Historic Preservation focus group. Action steps in each component are proposed to meet the objectives. The third part of the element is an implementation program intended to foster the community's Historic Preservation vision.

Focus Group Vision and Goals

To guide the development of this plan, a Historic Preservation focus group was formed. The focus group was representative of citizens with diverse interests and goals. The vision created by the focus group is as follows:

- **Recognition of Historic Resources.** Historic sites and areas are the physical evidence of our connective past. The Springfield and Greene County community should recognize the importance of its historic resources. There should be a public commitment to the identification and protection of our historic resources.
- **Restoration of Historic Structures.** The historic resources of Springfield and Greene County should be restored or rehabilitated. Historic neighborhoods should be considered highly desirable locations in which to live or shop. Some historic properties should provide housing while others should be used in imaginative ways that highlight and protect the architectural integrity of the resource. Preservation of historic resources depends on their continued economic viability. Adaptive reuse of historic properties should be considered when the original use is no longer appropriate.

- **Community Appreciation.** The Springfield and Greene County community should understand and appreciate the value of its history and its historic resources.
- **Historic Activities.** Springfield and Greene County should celebrate its history through historic tours, festivals, and special events. History based tourism should be a major component of Springfield/Greene County's tourist industry.

The community should strive to meet the following goals in order to attain its vision:

Goal 1: Identify and protect Springfield-Greene County's historic and archeological resources.

Springfield and Greene County should commit to identify and protect the greatest possible number of historic and archeological sites and structures. Existing surveys should be expanded to provide the opportunity for any historic or archeological resource to be categorized as locally or nationally significant. Inventories of historic sites, landmarks and districts should be expanded. Regulatory means should be used to prevent unnecessary demolition, alteration or devaluation of historic or archaeological resources.

Goal 2: Rehabilitate and restore historic resources through financial, regulatory and educational means.

Historic properties can be used in imaginative ways to maintain or increase their value as community assets. Springfield and Greene County should promote the economic viability of their historic resources by providing era-appropriate and pedestrian scale infrastructure improvements in close proximity to historic areas. Adaptive reuse of historic properties should be permitted where the original use is no longer appropriate. Design guidelines should apply to infill development in historic districts. Information regarding historic tax credit programs should be provided to owners of historic properties and structures.

Goal 3: Increase community awareness of the value of historic and archeological resources through education, media, festivals, tours, etc.

The continuing protection of historic and archeological resources depends on pro-actively exposing them to the public. Newsletters, directories and educational programs remind people of the contributions of their historic resources. Springfield and Greene County should coordinate with private historical organizations to develop historic tours, festivals and special events. A liaison position could be created within the city and county government to coordinate active government participation in the promotion of historic and archeological resources.

Organizational Structure of Historic Preservation

The following organizations and designations provide the basis for Springfield and Greene County to actively promote and protect their historic resources:

- **Springfield Landmarks Board**
- **Greene County Historical Sites Board**
- **Private Historic Preservation Organizations**
- **Certified Local Government status**

All of the above tools should be utilized to attain the community vision. Governmental boards have the ability to recommend the designation and/or regulation of historic resources in their jurisdictions. Private organizations are acknowledged as important participants in the promotion of historic resources. Finally, the City of Springfield has been recognized as a "Certified Local Government" (CLG) by the United States Department of the Interior in accordance with the National Historic Preservation Act. Cities and counties in Missouri that have a historic preservation commission or board are also eligible to seek CLG status. CLG status allows the City of Springfield to be eligible for historic preservation grant funds that are set aside for Certified Local Governments under federal law. CLG status also requires the City to review all nominations to the National Historic Register within its borders.

Methods of Historic Preservation

There are three (3) local and national methods that are utilized by Springfield and Greene County to protect historic and archeological sites or designate such sites for protection. The methods used for historic and archeological protection or designation are:

- **Springfield Landmarks Zoning District (classifications listed on page 15)**
- **Greene County Historic Site Designation**
- **National Register of Historic Places**

All of Springfield and Greene County's methods of preservation should be employed to attain the community's vision. Local historic preservation methods may need to be expanded or revised.

Threats to Historic and Archeological Resources

There are additional actions that can be undertaken by Springfield and Greene County to reduce and perhaps eliminate some of the threats that exist to historic and archaeological resources. To that end, the actions that are proposed by this plan element will be used to address the following threats and deficiencies:

- **Unsurveyed areas**
- **Need for evaluation of resources identified by historic surveys**
- **Lack of specific policies regarding historic preservation**
- **Need for regulations protecting county historic sites**

- **Lack of community awareness**
- **Revision of building codes that are not "preservation" friendly**
- **The encroachment of urban development into historic view sheds:**

    - **Nathan Boone State Historic Site**
    - **Wilson's Creek National Battlefield**

- **Incompatible new and infill development**
- **Expansion of major institutions into historic districts**
- **Need for an archeological survey**
- **Maintenance of existing historic sites, landmarks and districts**

Components of the Historic Preservation Element Action Plan

This plan element promotes actions that most effectively utilize our resources in promoting historic preservation and attaining the community vision.

The components addressed in this plan element include:

- **Historic Resources Surveys**
- **Preservation Priorities**
- **Local Historic Designations**
- **Structural Rehabilitation**
- **Development and Redevelopment**
- **Wilson's Creek National Battlefield**
- **Nathan Boone State Historic Site**
- **Archeological Resources**
- **Awareness and Appreciation**

Each component of this plan element addresses one (1) or more of the community's general goals. Action steps are suggested for all plan components to obtain the community's overall goal. Historic resources that are photographed in this plan element are not meant to suggest priority above and beyond other resources. In addition, a full listing of the city's local and national historic sites, landmarks and districts can be found in the *Springfield Historic Register* (*Appendix A*). All sites listed on the *Register of Historic Sites in Greene County* are shown on *Figure 2*.

Historic Resources Surveys

City of Springfield: A comprehensive survey of historic and architectural resources in Springfield encompassed the City's 1933 limits and a small area outside those limits. The survey was initially conducted in 1986 and amended in 1992 (See Figure 1). All structures fifty years or older within the survey area were given an inventory number. The survey included descriptive information of some concentrations of structures within the survey area. All other parts of the city have not been surveyed, and any historic resources remain for the most part unidentified and unprotected. Granted, the greatest concentration of historic homes should be within the 1933 corporate limits, however, farm houses and country estates fall outside the survey. Potential historic sites outside the Springfield City limits are even more scattered. Some concentrations may be found in small towns such as Ash Grove, but others are scattered across the countryside.

One weakness of the Springfield historic and architectural survey was that a property's potential significance was based on how it appeared from the sidewalk. The interiors of structures were not examined; neither was any historical research done. Some structures that appeared significant from the sidewalk may have very little original fabric left. Likewise, buildings with common exterior features may be hiding significant interiors or have important historical value.

Greene County: Greene County has commissioned a “Survey Planning Report”. The report states as its primary purposes “to identify areas within Greene County for historic resources survey, to indicate what types of survey and survey techniques would be appropriate, and to identify the contexts within which those resources are important.” The Survey Planning Report contains the following recommendations for future historic surveys:

- the potential of immediate or impending destructive impact; and,
- those projects which appear to have the potential for yielding the greatest number of successful nominations relative to the expenditure of time and resources.

While the Survey Planning Report identifies where future historic surveys should be conducted in Greene County, no survey has yet resulted. However, at least three (3) other surveys have been previously completed which may be beneficial in determining historic resources in the county. The surveys categorize the following items:

- **Rural school buildings**
- **Century farms**
- **Historic bridges**

While Springfield and Greene County have identified a number of their historic buildings and sites, other municipalities in Greene County may not have the staff or funding to inventory historic resources within municipal boundaries. Potential identification of these additional historic sites could only further enrich the heritage of Springfield and Greene County.

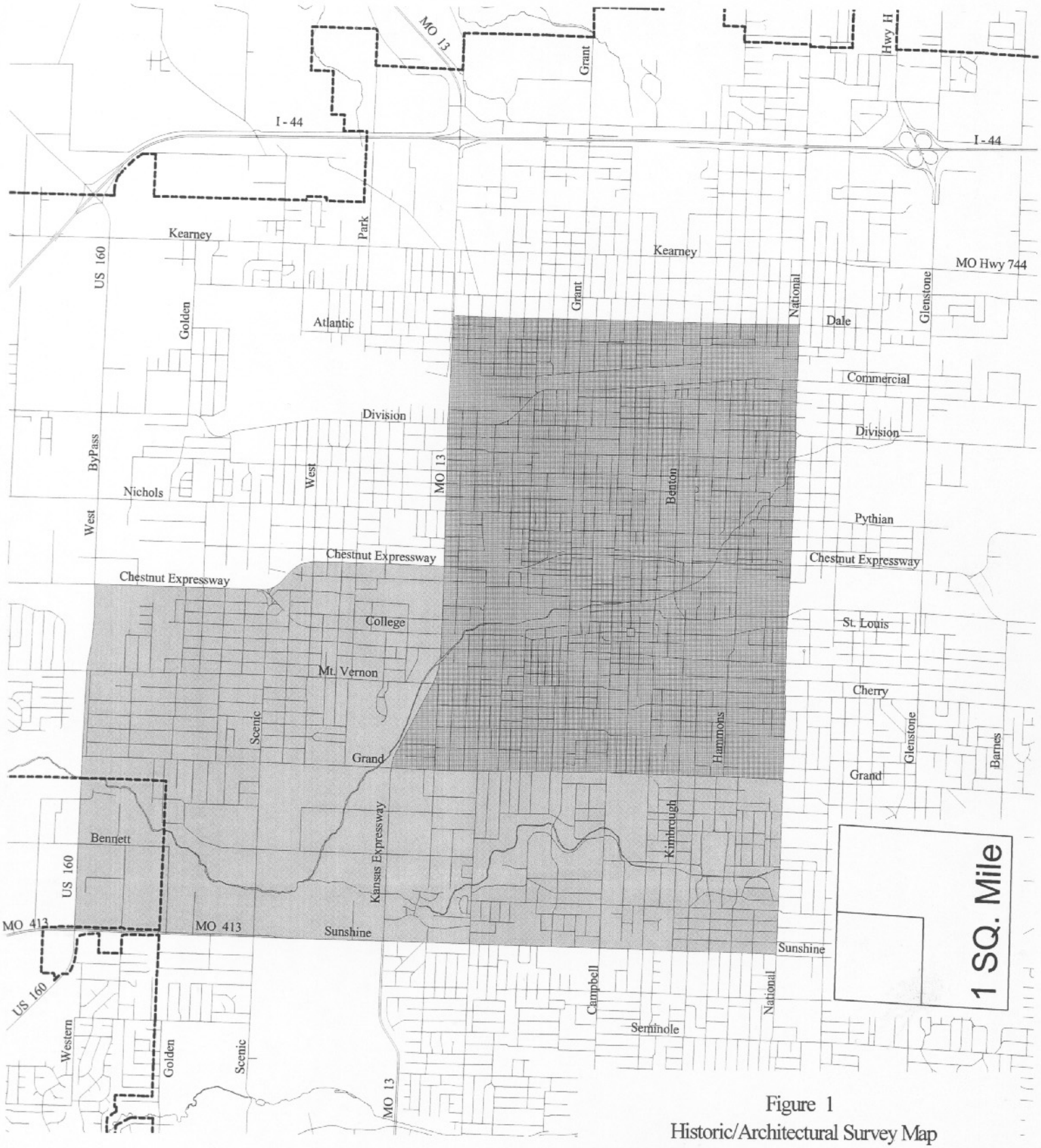

Figure 1
Historic/Architectural Survey Map

Streets

Citylimits as of 17 June.,'00

addendum of January, 1992

original survey of January, 1986

VISION 20/20 Creating the Future

Springfield - Greene County

Comprehensive Plan

Objective: Create comprehensive surveys of historic sites and districts in Springfield, Greene County and other municipalities within Greene County.

Actions:

1. **References.** Utilize the expertise and resources of the State Historic Preservation Office, academic institutions, private historic preservation groups, and libraries to research the history of Springfield and Greene County to determine historic development contexts.

2. **Revision of City Survey.** Springfield should review the existing city historic survey to determine the means necessary to more accurately identify historic structures, interiors and sites of historic events. Structures should be individually evaluated to more accurately determine their historic significance.

3. **Completion of City Survey.** Revise and complete the existing city historic/architectural survey begun in 1983. Include significant structures and areas that may not currently qualify as "historic" but have the potential to be in the near future. Include all areas of archeological sensitivity. The financial burden of completing the city survey may be eased through the use of public or private funding sources. The National Trust for Historic Preservation's Preservation Services Fund, and the State of Missouri's Historic Preservation Fund can be used to identify, evaluate and register historic resources.

The bungalows of the Rountree and Phelps Grove neighborhoods may soon be eligible for local or national historic designation.

4. **Consolidation of County Surveys.** Combine the existing Greene County surveys into one document to serve as the basis of a more in-depth study. Use the findings in the Greene County Survey Report to initiate a more detailed study that evaluates current and future historic resources.

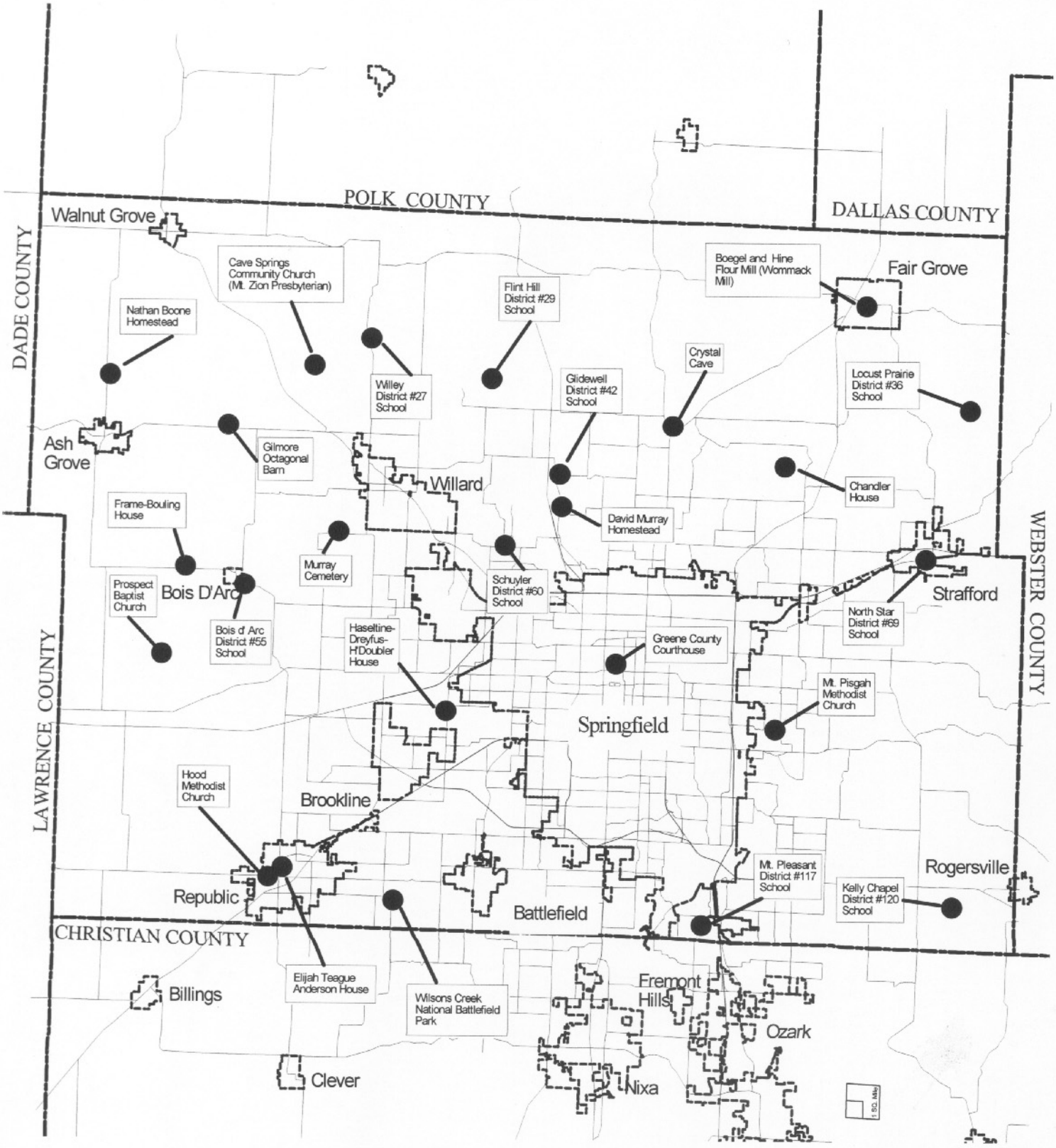

Figure 2
Register of Historic Sites in Greene County

Streets

Citylimits as of 17 June.,'00

Historic site (approx. location)

VISION 20/20 Creating the Future

Springfield - Greene County

Comprehensive Plan

5. **Municipal Participation.** Greene County should coordinate with smaller municipalities to include their jurisdictions within a county-wide historic resources survey. The financial burden of completing a county-municipal survey may be eased through the use of public or private funding sources. The National Trust for Historic Preservation's Preservation Services Fund, and the State of Missouri's Historic Preservation Fund can be used to identify, evaluate and register historic resources.

Preservation Priorities

Springfield and Greene County have gradually increased their emphasis on identifying and promoting historic resources. However, comprehensive historic preservation efforts will require an increased coordination between local governments, private organizations and the general public. The Mid-Town and Walnut Street Plans are examples of policy plans that promote neighborhood conservation, and include historic preservation as one tool. These policy plans provide guidance in only those neighborhoods. The lack of a consistent city-wide and county-wide policy in the past is evident by the destruction of local landmarks such as the Frisco Passenger Depot. While governmental leadership has helped in the preservation of prominent areas such as Walnut Street and Commercial Street, Springfield and Greene County should commit to a consistent policy of prioritizing the protection of the community's irreplaceable historic resources.

Springfield: The City of Springfield currently has eleven (11) National Register sites, and seven (7) National Register districts. Springfield also uses its Landmarks zoning district to protect numerous sites by delaying demolitions and managing the exterior alterations to a structure. Many National Register historic resources enjoy the protective benefit of "local" designation but Springfield should consider providing all remaining National Register sites with the same type of local protections. Significant historic resources in Springfield should reap both the protective benefits of local listing and potential financial benefits of national listing.

Greene County: In Greene County, there are no regulations protecting county historic sites from inappropriate alterations or even demolition. Listing as a county historic site is an honorary designation.

Objective: Prioritize historic preservation efforts, evaluate the significance of all historic resources and seek joint designation of such resources as local and national sites, structures and/or districts whenever possible.

Actions:

1 **Preservation Policy.** Upon the adoption of this plan element by Springfield and/or Greene County, the following policy regarding development impact on historic and archeological resources shall govern the actions of the appropriate jurisdiction(s):

"There are within Springfield and Greene County a number of areas, places, buildings, structures, works of art, and other objects having significant historical, archeological or cultural interest and value that reflect the heritage of the city and county. Rapid changes in population, economic functions, and land use activities in the city and county have increasingly threatened to destroy many significant buildings, land areas, or districts having important historical, architectural, archeological or cultural interest and values that reflect the heritage of the city. Once destroyed, their distinctiveness is gone forever. It is desirable to preserve these reminders of Springfield and Greene County's culture and heritage for the enlightenment of its citizens. In addition, commercial activity, tourism, and the economic prosperity of the city and county are enhanced by the preservation of the city and county's character as portrayed by their historic landmarks. It is declared as a matter of public policy that the protection, enhancement, perpetuation, and use of improvements and landscape features of special character or a special historical or aesthetic interest or value adds to the quality of life for the citizens of Springfield and Greene County and is a public priority. Whenever development plans are presented for public review which would affect or destroy a historic resource, the significance of the resource must be weighed against the value of the project to the community. In those cases where a project would adversely affect a group of resources or a highly significant site or district such as those listed on the National Register of Historic Places, an alternative location for the project should be sought. The preservation of National Register sites and districts and local historic districts and landmarks is a high priority. If no alternative can be found, efforts should be made to mitigate any adverse impact. These activities should include recordation and documentation of structures slated for demolition, and could also include moving the historic resource or salvaging its architectural elements for use in restoration of other sites, installing buffer yards between the project and the resource, or payment into a revolving loan fund for preservation of surrounding historic structures."

2. **Collaborative Efforts.** The city and county should combine resources to coordinate a joint historic preservation effort. This city/county initiative should work to promote the funding of state and national resources such as Wilson's Creek National Battlefield, the Nathan Boone State Historic Site, and the Route 66 corridor.

3. **Institutional Investment in Historic Structures.** The City of Springfield and Greene County should continue to explore ways in which to protect their own historic structures and properties while attempting to meet their needs for parking, office space, etc. The City and County should serve as examples to other prominent institutions by demonstrating a commitment to maintaining their own historic structures whenever feasible.

4. **Staff Resource.** Create a staff position that is responsible for all historic preservation activities including the management of all local and National Register historic districts. The staff person would coordinate city/county historic preservation efforts. The position would head efforts to educate and inform the public on historic events, funding sources, regulations, etc.

The Frisco Passenger Depot is one of the many historic structures that the community has lost to demolition.

5. **Local Protection.** Evaluate the findings of the Springfield Historic/Architectural Survey and the various Greene County surveys and reports and determine what resources should be designated as local historic sites, landmarks or districts. Consider all existing National Register sites and districts as potential candidates for "local" historic designation.

6. **Additions to National Register.** Evaluate and conduct further research to determine whether additional National Register nominations should be prepared for the city and county. Springfield and Greene County should initially focus their efforts on seeking National Register designation for all city designated historic districts and landmarks, and county designated historic sites.

7. **Development Reviews.** Consult existing and future surveys when reviewing development proposals, public infrastructure projects, or amendments to zoning maps and the Comprehensive Plan.

8. **Pending Landmarks Zoning Designation.** Consider revising the Springfield zoning ordinance to state that all properties, pending rezoning to the Landmarks zoning district, be subject to the district's requirements. The revision should be written in a manner that makes

the Certificate of Appropriateness requirements applicable on the date the nomination for rezoning to the Landmarks zoning district is made.

9. **Public Land Acquisition.** The potential impact of City and County activities, that involve the acquisition or alteration of property containing historic structures identified by the jursdiction's surveys, should result in the applicable jurisdiction taking the following measures. The measures are listed according to priority. The City and County should prove hardship prior to choosing an option with a lower priority.

    1. Attempt to preserve and/or use the architecturally or historically significant structures in place; or,
    2. Make the structures available to the previous owner, a new owner or the public for relocation and preservation in an appropriate location; or,
    3. Document and record the structure and its context for education and interpretation; or,
    4. Solicit bids from individuals and firms interested in salvaging those items that have architectural significance.

Local Historic Designations

City of Springfield: The City of Springfield's Landmarks zoning district designates four (4) categories of historic protection:

- **Historic Districts**
- **Historic Landmarks**
- **Historic Sites**
- **Interior Landmarks**

Properties designated as Historic Landmarks, Historic Districts, and Interior Landmarks may not be demolished or the exterior altered (interior if designated as an Interior Landmark) unless a Certificate of Appropriateness or Certificate of Economic Hardship is granted by the Landmarks Board. If the request is for a demolition permit, the applicant may choose to wait one hundred eighty (180) days, at which time the demolition permit may be issued unless the City Council has extended the delay. Council may delay demolition an additional one hundred twenty (120) days. Properties designated as local Historic Sites may not be demolished or altered unless a Certificate of Appropriateness or Certificate of Economic Hardship is granted by the Landmarks Board or sixty (60) days has passed since the date of application. The Landmarks Board uses the Secretary of Interior Standards for Rehabilitation to review proposals. In addition, design guidelines have been adopted for the Commercial Street and Walnut Street Historic Districts. (Guidelines have also been generated for the Mid-Town Historic District. Since the district is not locally designated, they are for educational purposes only).

One of the city's Urban Conservation (UCD) zoning districts (e.g. Walnut Street-West) contains historic preservation provisions similar to the Landmarks zoning district. At the time the Walnut Street West UCD was created, the city did not

have a Landmarks zoning district. Since the creation of the Landmarks zoning district in 1995, the UCD has not been used for historic preservation purposes.

Greene County: There are no regulations protecting county historic sites from inappropriate alterations or even demolition. Listing as a County historic site is an honorary designation. Regulations requiring architectural review based upon adopted design guidelines are needed.

Objective: Preserve and protect the character of historic structures, sites and districts by strengthening zoning codes that address building demolition, alteration, new construction standards.

Actions:

1 **Landmarks District Review.** Springfield should review its Landmarks zoning district to determine whether demolition delays should be extended, or financial incentives could be incorporated.

2 **County Historic Sites District.** Greene County should adopt an ordinance that requires architectural review of historic structures based on design guidelines for renovations, additions and demolitions of designated historic sites and districts.

Structural Rehabilitation

Adaptive Re-use: Historic preservation can be encouraged through the adaptive re-use of structures. Historic homes can often be converted to multi-family, office or commercial uses. For example, homes in the Walnut Street-West UCD have been converted into bed and breakfasts, art galleries, restaurants, etc.

Building Code Requirements: One problem that arises when adaptively re-using a historic structure is that such conversions have difficulty meeting building code requirements for the new use. Old houses rarely have adequate wiring for non-residential use. Adding an apartment or making provisions for two (2) or more office or commercial tenants may require that walls be modified to provide fire separation. Handicap access ramps and exterior stairways may be required. Open interior stairwells may need to be closed or sprinkler systems installed in the area to prevent fire from spreading.

Demolition by Neglect: Extensive building code requirements also serve as an excuse for property owners to willingly allow their properties to deteriorate. Building something new is seen by some as an alternative that is cheaper than retrofitting an existing structure. In some instances, property owners who own structures in the City's Landmarks zoning district, have been unable to obtain a Certificate of Appropriateness for demolition. Some such property owners have let their structures deteriorate to the point that they qualify for a Certificate of Economic Hardship - resulting in the structure's demolition.

Inappropriate Rehabilitations: Another major threat to the integrity of a historic structure or area is inappropriate rehabilitation. These alterations can range from those needed to meet code requirements (inappropriately placed exterior stairs or handicap ramps) to misguided attempts to modernize or make maintenance-free (artificial siding, replacement windows). In many cases, the alterations are unnecessary. The windows or siding could be repaired rather than replaced; a better location could be found for the stairs.

There should be flexibility and balance between Springfield and Greene County building code requirements and the preservation of historic structures.

Objective: Reduce the demolition of historic buildings by neglect and explore ways that existing codes can promote aesthetically pleasing and functional development within, around and adjacent to areas of historical significance.

Actions:

1. **Building Code Review.** City and county staff should conduct a review of their building codes. A historic preservation expert should be consulted to determine how city and county building codes can be revised to reduce conflict with Secretary of the Interior standards.

2. **Rehabilitation Seminars.** Provide property owners of historic landmarks or in historic districts with information on “how-to” rehabilitation seminars. Coordinate with Ozarks Technical College, ORION, etc., to keep historic property owners informed of upcoming information seminars. Create a continuing series of seminars that address different rehabilitation issues.

Many historic buildings in downtown Springfield have a contemporary character (left). This downtown building can still be returned to its previous character (right).

3. **Maintenance Standards.** In order to avoid demolition by neglect, maintenance standards should be created that apply solely to local historic landmarks and districts.

4. **Design Guidelines.** Continue to apply design guidelines (based on Secretary of the Interior standards) to local historic landmarks and districts.

5. **Historic Properties Procedures Manual.** Springfield can utilize Certified Local Government grant funds to create publications for property owners of locally or nationally designated historic structures or sites. Manuals can explain the local preservation programs, identify procedures to meet building codes and Secretary of Interior standards, and clarify the process of receiving government approval of proposed construction or alteration to historic structures and sites.

6. **Redevelopment Review Team.** The City of Springfield's Redevelopment Review Team (RRT) is a staff level board that advises people on the type of building rehabilitations necessary in order to gain a certificate of occupancy. The RRT should be made aware when a structure they are reviewing is a designated historic structure.

7. **Housing and rehabilitation assistance programs.** Springfield should continue to plan comprehensively and strategically for the use of funding sources and incentives to promote reinvestment into historic structures. Springfield should provide information to historic property owners of federal, state and local programs that they can participate in to rehabilitate their historic structures. The City of Springfield should sponsor periodic informational meetings to educate participants on how to prepare their applications for tax incentive programs.

   - **HOME Investment Partnership (HOME).** HOME funds are available through an entitlement program of the United States Department of Housing and Urban Development. These funds provide financing for the rehabilitation of rental housing and are available to low income residents at an affordable rent. Springfield can create a program that channels HOME funds to designated historic properties within a geographic target area.

   - **Community Development Block Grant (CDBG).** Springfield should continue to use CDBG funding for rehabilitation of residential and commercial structures. Current CDBG funded programs include:

     - **Small Business Loan Program**
     - **Facade Loan Program**
     - **Owner-Occupied Housing Rehabilitation Loan Program**

     The Small Business Loan Program and the Facade Loan Program have been used extensively for locally and nationally designated structures. Springfield should continue to channel CDBG funds to designated historic properties within a geographic target area.

- **Private financial incentives.** Loan programs are offered by private organizations. For example, the National Trust for Historic Preservation's Inner City Ventures Fund provides low interest loans on flexible terms for projects that reuse historic properties for affordable housing, community facilities, and retail and office space in low and mixed income neighborhoods.

- **Federal Historic Preservation Tax Incentives Program.** The federal government offers a historic tax credit program that is equal to twenty (20) percent of the costs and expenses incurred on the rehabilitation of a National Register historic structure. The credit is available for structures being rehabilitated for office, commercial or rental residential. In addition, a ten (10) percent rehabilitation tax credit can be claimed for the costs of rehabilitating non-historic buildings constructed before 1936. Non-historic buildings must be being rehabilitated for non-residential purposes. For the rehabilitation to qualify, the State Historic Preservation Officer must determine that it meets the Secretary of Interior standards. The State Historic Preservation Officer can be contacted for more information on federal tax incentive programs.

- **Missouri Historic Preservation Tax Credit Program.** The state offers a historic tax credit program that is equal to twenty five (25) percent of the costs and expenses incurred on the rehabilitation of a National Register historic structure. For the rehabilitation to qualify, the State Historic Preservation Officer must determine that it meets the Secretary of Interior standards.

- **Rebuilding Communities and Neighborhood Preservation Act.** Property owners in some neighborhoods are eligible for this state program that can result in a state tax credit for up to thirty-five percent of costs of rehabilitating homes at least fifty years old.

8. **Mixed Uses.** Promote adaptive re-use by utilizing zoning districts that allow for a variety of residential, office and retail uses in historic structures.

Development and Redevelopment

Incompatible development in downtown Springfield, Commercial Street, and the small towns in Greene County can destroy the continuity of historic districts and nullify the historic character of existing structures. Expansion of uses adjacent to designated historic structures and sites can also result in a negative impact to the resource.

Two of Springfield's historic districts and many other older neighborhoods are threatened by the expansion or potential expansion of major institutions. The Walnut Street Historic District sits at the northern edge of the Southwest Missouri State University (SMSU) campus and immediately east of the

University Plaza project. The Mid-Town Historic District is bordered on the south by Drury University and the government complex. Not far to the west are Cox Medical Centers and the international headquarters of the Assemblies of God. The city should work to reduce institutional encroachment into these districts and neighborhoods.

The City Council has adopted plans for both the Walnut Street and Mid-Town areas. These plans indicate that institutions should not expand into the historic areas. The plans are policy statements intended to help the city in guiding growth and development. However, the city has limited control over growth by Southwest Missouri State University because it is exempt from city zoning regulations. The city has worked with SMSU in developing a campus master plan, the *SMSU Visioning Guid*e. The *Visioning Guide* has been adopted by the City Council and the SMSU Board of Governors and indicates that the Walnut Street Historic District should be preserved.

Another problem that occurs in areas surrounding major institutions is a spillover demand for housing and services. In the past, the Walnut Street Historic District was a popular student housing area. Many of the large homes were divided into apartments, resulting in the loss of some architectural integrity. This additional use coupled with the deferred maintenance that is usually found in student rentals contributed to the deterioration of the historic structures. In recent years, some of these structures have been rehabilitated for commercial use.

Objective: Work with major institutions to guide growth away from sensitive historical resources. Minimize the effects of encroaching development into historic districts or adjacent to historic sites and landmarks.

Actions:

1. **Institutional Growth.** Continue to work closely with institutions to ensure that the scale and form of expansion will occur in a manner compatible with surrounding areas.

    - Encourage institutions to develop master plans indicating future boundaries and which are approved by both the institution and the City.

    - Colleges, medical complexes, governmental building areas and other large property interests should concentrate their greatest density and height in the interior of their campuses.

    - Work with institutions to create building forms on the edges of institutional properties that are most reflective of neighboring properties.

    - Continue to work to build consistent and clear communications between institutions and affected neighborhoods.

    - Encourage institutions to provide adequate buffers and green space to separate institutional uses from residential uses.

- Encourage institutions to consider parking decks to minimize encroachment of surface parking into surrounding areas.

2. **Relocation of Historic Structures.** Where new development may result in the demolition or alteration of potential or designated National Register structures, encourage relocation of such structures to vacant parcels within historic districts. Such action will improve the continuity of existing historic districts while increasing the probability that the relocated structure will be preserved.

3. **Impact Assessment and Compatible Development.** Springfield and Greene County should establish a procedure that measures the potential impact of a new development that is adjacent to or in close proximity of a historic resource. Encourage new developments that are in close proximity to designated historic resources to be designed in a manner that is pedestrian in scale. Encourage such pedestrian friendly expansions where joint use parking facilities can be created to reduce expanses of surface parking.

4. **Infrastructure.** Neighborhood Improvement Districts (NID) fund specific projects in limited areas within municipalities. The NID is funded by the collection of special taxes within the participating neighborhood. A NID can be used to fund historic lighting and signage, brick sidewalks and streets, entrance features and much more.

The brick sidewalks of Mid-Town, Phelps Grove and Woodland Heights could receive a facelift through the use of a Neighborhood Improvement District.

Wilson's Creek National Battlefield

Located southwest of Springfield, the Wilson's Creek National Battlefield contains 1,750 acres. Major historic features include the John Ray House (built in 1852), Bloody Hill, and the Wire Road. Wilson’s Creek is the site of the first major Civil War battle in the west.

Wilson's Creek National Battlefield is one of three in the National Park system that doesn't have a large number of monuments disrupting the landscape (the other two are Pea Ridge and Shiloh). It is much the same as it was in 1861 with the exception of the vegetation. (Efforts are underway to restore the

vegetation to its 1861 state.) Currently, visitors to the park don't hear or see the effects of civilization. That status will be difficult to maintain as development pushes near the Battlefield. Because of the screening afforded by vegetation and the ridge lines, there are only 400 to 500 acres outside the park that are critical because they are visible from key points in the park (e.g. the Ray House).

Wilson's Creek National Battlefield offers many rural vistas that appear close to their original 1861 state.

Currently, Greene County zoning regulations protect the park on its immediate boundaries by restricting single-family residential development to 5 acres or more. The southern third of the park is in Christian County and is not protected to as great a degree. Battlefield supporters are concerned about the height of new buildings that could be built near the Battlefield. Tall structures that rise out of the vegetation and/or that have reflective surfaces could be very disruptive to the visitor's battlefield experience. Continued site integrity is a primary concern.

Objective: Preserve the historic integrity of Wilson's Creek National Battlefield by employing land use measures that minimize the effects of encroaching development.

Actions:

1. **Land Use Planning.** Springfield and Greene County should adopt and strictly enforce the *Vision 20/20* land use plan, which calls for the land immediately surrounding the Battlefield to be designated Rural Area.

2. **Zoning.** Greene County should investigate a possible overlay zoning district to be applied to properties adjacent to, or in close proximity of Wilson's Creek National Battlefield. The investigation should determine the appropriate design considerations needed to minimize the impact of development surrounding the battlefield. Springfield should support efforts by Greene County to protect this community resource.

3. **Scenic Easements.** In support of an overlay zoning designation, Greene County should lead a public-private effort to encourage adjacent land-owners to donate scenic easements. The easements would be placed on properties that can be seen from key points in the park. Easements

would keep structures from being erected that could alter battlefield vistas. The scenic easements should be granted in perpetuity to guarantee that future structures would always be located an appropriate distance from the battlefield regardless of a change in zoning designation.

4. **Adjacent jurisdictions.** Private organizations that exist to benefit the battlefield should encourage Christian County to enact regulations that would minimize encroachment.

Nathan Boone State Historic Site

The Nathan Boone homestead was purchased by the Missouri Department of Natural Resources in 1991 for development as a state historic site. The cabin is over 160 years old and is surrounded by 300 acres of state-owned land. In early 1998, a structural engineer's report found the cabin to be in danger of collapsing. The state made temporary repairs in response to the report. The temporary repairs have stabilized the cabin but further restoration is required.

In 1999, the state legislature appropriated $445,000 for the Nathan Boone State Historic Site. Funding will be distributed for such projects as an entrance road, parking lot and contact station. The appropriation will also fund the completion of a restoration plan and the first phase of the cabin's physical restoration. The next appropriation year is 2001. Additional funds are necessary to complete restoration work on the cabin.

Objective: Preserve the historic integrity of the Nathan Boone State Historic Site by seeking appropriate funding and employing land use measures that minimize the affects of encroaching development.

Actions:

1. **Funding.** The city and the county should encourage state legislators to fund the complete restoration of the Nathan Boone State Historic Site in the 2001 state budget. Funding should also be made available for site administration and interpretive facilities.

2. **Private financing.** Form a not-for-profit organization dedicated to supporting the Nathan Boone State Historic Site through financial and educational means.

3. **View sheds.** As with the Wilson's Creek National Battlefield, the pristine nature of the Nathan Boone State Historic Site is one of its main attractions. The property should be evaluated to determine if there are areas outside the site where structures could be erected that could be visible from key points in the state historic site. If so, Greene County should investigate a possible overlay zoning district to be applied to properties adjacent to, or in close proximity of Nathan Boone State Historic Site. This investigation should determine the appropriate design considerations needed to minimize the impact of development

surrounding the battlefield. Springfield should support efforts by Greene County to protect this community resource.

Archeologic Resources

There has been no systematic survey to determine areas of archeological sensitivity in Springfield or Greene County. What little that is known regarding archeological sites has been discovered as a result of development projects. The need to identify archaeologically significant areas is clear. Without knowing whether an area may contain important artifacts and/or clues to our history, such sites may be dug up or otherwise disturbed and the chance to recover the artifacts or study the area lost forever.

Objective: Catalog archeologic resources through the use of a city/county survey and provide for the preservation and/or recordation of the identified resources.

Actions:

1. **Archaeologic Surveys.** Surveys should be conducted throughout Springfield and Greene County to locate sites of archaeological significance and areas of high potential for archaeological significance. In high-potential locations, the city and the county should consider requiring development applicants to conduct cultural resource assessments to determine whether more detailed investigations are warranted prior to site disturbance.

2. **SHPO Consultation.** The Springfield Landmarks Board should continue to require that developers consult with the State Historic Preservation Officer concerning potential development impact on designated archeological resources within Springfield. The applicant should then either provide for the permanent preservation of the resource or provide for recordation of the site as advised by the State Historic Preservation Officer.

3. **Landmarks Zoning District.** Review the Landmarks zoning district. Determine whether a system can be created that ensures that the Landmarks Board has access to the necessary resources to determine whether a Certificate of Appropriateness should be issued on property containing a designated archeological resource.

4. **Public Improvements.** The City of Springfield and Greene County should consult archeological surveys or inventories prior to proceeding with public improvements projects.

Awareness and Appreciation

The historic and architectural resources of Springfield and Greene County represent a visible link to the area's past. In Springfield, they give the city depth and relieve what some perceive to be the sameness of modern architecture.

Out in the country, they remind us of our rural heritage. Projects designed to build community awareness and appreciation of local resources are needed.

Structures and places are sometimes deemed valuable by individuals only when they become money producing. The tourist industry provides an opportunity for historic resources to become valuable not just from the standpoint of heritage. Currently in Springfield, only a few historic sites cater to a year-round tourist crowd. Many of these sites are publicly owned. The Old Calaboose has been converted into a police museum. The Frisco Railroad Museum is located in an old building within the Commercial Street Historic District. The History Museum for Springfield-Greene County is located within City Hall. Old Route 66 or the Trail of Tears running through Springfield can be developed as an automobile trail with intermittent stops. The community's existing railroad museums can serve as the basis for a driving tour that celebrates the contributions of the railroad to the community. These and other attractions like them provide a basis for history based tourism industry. Springfield's tourism industry is also augmented by bed and breakfasts located on historic Walnut Street and other parts of the city.

It is major sites in Greene County that truly exhibit the area's potential to thrive with the help of history based tourism. Route 66 and the Trail of Tears continue in the countryside. Wilson's Creek National Battlefield is a site of major importance with respect to the western theatre of the Civil War. General Sweeney's Museum is an attraction that complements the battlefield experience. The facilities being developed at the Nathan Boone Homestead will offer a glimpse into the pioneer past of the heartland. All of these attractions can be enhanced by seasonal festivals and special events. History based tourism can be marketed not just to enhance local pride in our heritage but also to entice others to come, spend a weekend, and take pride in the role Springfield and Greene County played in shaping our nation.

A comprehensive and coordinated historic preservation effort should incorporate government, private organizations and the general public. Private preservation groups in Springfield and Greene County have the ability to take a leadership role in bringing awareness to the historic assets possessed by the community. Creating an atmosphere of public enthusiasm for historic preservation can result in reciprocal benefits to organizations that dedicate their time and effort.

Objective: Increase community awareness of the historical and architectural resources that exist in the area. Provide programs that entice the citizenry and tourists to participate and learn about the heritage of the area.

Actions:

1. **Newsletter.** Publish a newsletter that informs people of the status of local historic properties. The newsletter can contain a calendar of events, children's section, and information on financial incentives for preserving historic resources.

2. **Directory.** Compile and maintain a directory of historic preservation groups and historic properties. Include maps and pictures of all properties.

3. **Historic District Guidebooks.** The City of Springfield Landmarks Board or a local historic preservation organization should create a guidebook series that describes city historic districts. Property descriptions, heritage maps and video presentations can be included with the guidebooks to serve an audience of visitors and residents.

4. **Children's programs.** Private historic preservation organizations should develop and conduct programs in local schools that expose children to local historic resources and how those resources have shaped the community they live in. Teach children about the unique qualities of historic resources through hands-on tours and activities in historic buildings or at historic sites. Employ the aid of local historic organizations and public agencies such as the National Park Service or the Missouri Division of State Parks.

The Old Calaboose was recently renovated and converted into a police museum providing Springfield and Greene County with yet another historic attraction.

5. **Road Management Plans.** Springfield, Greene County and local historic preservation organizations should identify and protect landscapes or structures that lend to the historic character of the Route 66 and Trail of Tears corridors. The City and County should attempt to utilize technical and monetary support made available by the Route 66 Corridor Act passed by the federal government.

6. **Railroad Heritage.** Much of the growth in Springfield and Greene County can be attributed to the contribution of the railroads. The Frisco Railroad Museum and the Railroad Historical Museum in Grant Beach Park serve to publicize the locomotive's unheralded affects on the community. The community should conduct a campaign to promote and fund local railroad museums while attempting to protect and restore unique railroading structures and artifacts.

7. **Support for Awareness Events.** Springfield and Greene County should give financial support to local private activities intended to increase public awareness and appreciation of historic resources.

8. **Periodic Plan Review.** Following plan adoption, the City of Springfield Landmarks Board and the Greene County Historic Sites Board should consider a periodic review on the status of plan implementation. The Boards should consider whether the plan continues to serve as the basis of a pro-active and community driven historic preservation effort. The Boards should consider how local citizens and organizations can continue to work as historic preservation advocates.

Community Implementation Program

This section describes the major actions involved in implementing the Historic Preservation Element and indicates the relative priority of each, the responsible agency and any required coordination. Numerous specific actions are described in the body of the plan while the items listed below are only the major short and mid-term actions.

The ability of Springfield and Greene County to pro-actively implement the Historic Preservation Element depends greatly on the hiring of a staff resource dedicated solely to historic preservation efforts. In the absence of such a resource, the Springfield Landmarks Board, Greene County Historic Sites Board and private preservation organizations should fulfill the role of responsible agent wherever possible in this section.

Priority	Action
1	**Preservation Policy:** Adopt the historic preservation policy proposed in this document.
	Responsible Agency: Springfield City Council and Greene County Commission.
	Required Coordination: Other cities in Greene County.
1	**Staff Resource:** Provide funding for a full-time staff position for historic preservation efforts in the city and county. The city and the county should seek to create a position jointly funded by both.
	Responsible Agency: Springfield City Council and Greene County Commission.
	Required Coordination: Springfield Landmarks Board; Greene County Historic Sites Board; Various City and County departments.
1	**City/County Surveys:** Update the city historic and architectural survey that was drafted in 1987. Survey additional areas within the municipal limits that are directly adjacent to the current survey area. Identify structures that will be immediately eligible, or eligible in the near future for historic designation. Identify areas in Greene County under the greatest development pressure and begin a County historic and architectural surveying effort.
	Responsible Agency: Springfield Planning and Development Department; Greene County Planning and Zoning Department.
	Required Coordination: Springfield Landmarks Board; Greene County Historic Sites Board; The History Museum for Springfield-Greene County.

2 **Development Reviews:** Consult historic and architectural surveys when reviewing development proposals and public infrastructure projects.

Responsible Agency:	Springfield Planning and Development Department; Greene County Planning and Zoning Department.
Required Coordination:	City Utilities; Springfield Department of Building Development Services; Springfield Department of Public Works; Springfield R-12 School District; Missouri Department of Transportation; Southwest Missouri State University.

2 **Maintenance Standards:** Create maintenance standards for the exterior of structures in the Springfield Landmarks and Urban Conservation (where the UCD contains historic standards) zoning districts. Revise the dangerous building ordinance to specify the types of materials that are necessary to secure all open historic buildings. Adopt a policy to require all applicable historic structures be secured at all openings.

Responsible Agency:	Springfield Department of Building Development Services.
Required Coordination:	City of Springfield.

3 **Infrastructure:** Create Neighborhood Improvement Districts (NID) in designated historic neighborhoods to pay for period friendly infrastructure improvements. Require public infrastructure projects to meet the standards created for the NID.

Responsible Agency:	Neighborhoods with historic designation.
Required Coordination:	Springfield Planning and Development Department; Springfield Public Works Department; City Utilities; Springfield R-12 School District; Missouri Department of Transportation.

3 **County Zoning:** Develop a zoning designation that protects historic structures from inappropriate alterations or demolition by neglect. Develop a low-density zoning classification that can be applied to properties that can be seen from key points in Wilson's Creek National Battlefield and Nathan Boone State Historic Site.

Responsible Agency:	Greene County Planning and Zoning Department.
Required Coordination:	Greene County Historical Sites Board; Greene County Commission; Wilson's Creek National Battlefield; Missouri Division of State Parks.

3 **Private Financing:** Create a not-for-profit organization to raise funds for the management, restoration and development of interpretive programs at Nathan Boone State Historic Site.

Responsible Agency:	Private preservation organizations.
Required Coordination:	Private preservation organizations; Missouri Division of State Parks.