SUMMARY OF REQUEST:

To rezone approximately 3.58 acres of property generally located at 2521 South Holland Avenue from R-SF, Single-family Residential to R-LD, Low-Density Multi-family District and establish Conditional Overlay District No. 181.

FINDINGS FOR STAFF RECOMMENDATION:

1. The Growth Management and Land Use Plan element of the Comprehensive Plan identifies the subject property as a Greenway. However, the greenway is located south of this property and the map is not sufficiently detailed to determine the land use category. The properties to the north are identified as appropriate for low-density housing. The properties to the east indicate an appropriate land use as Medium Intensity Retail, Office or Housing. The Plan encourages each neighborhood should contain a range of housing types, densities, and building configurations including single-family detached, townhouses, and apartments. It discourages large housing projects that consist of a single building type. Some portion of each type of housing should, ideally, be available for occupancy on either an ownership or lease basis.

2. The R-LD district and proposed conditional overlay district will mitigate potential impact on the single-family family housing to the north by restricting the maximum density to no more than eleven (11) dwelling units per acres. This density limit is the same as what is allowed in the R-TH, Residential Townhouse district. This is consistent with the adjacent R-TH district to the west. The standard development requirements in the R-LD district will also require a bufferyard type B which is a minimum of fifteen (15) feet with required plantings and a 45-degree bulk plane from the south property line.
3. The Plan also encourages residential development provide a variety of housing types that would enable developers to compete more effectively and to provide a greater choice for the City’s residents.

4. This request is consistent with the City’s policies to promote infill development and increased intensity where investments have already been made in public services and infrastructure.

<table>
<thead>
<tr>
<th></th>
<th>NORTH</th>
<th>SOUTH</th>
<th>EAST</th>
<th>WEST</th>
</tr>
</thead>
<tbody>
<tr>
<td>ZONING</td>
<td>R-SF</td>
<td>R-SF</td>
<td>GR</td>
<td>R-TH</td>
</tr>
<tr>
<td>LAND USE</td>
<td>Single-family residences</td>
<td>City-owned Undeveloped Land</td>
<td>Commercial Uses</td>
<td>Duplex housing</td>
</tr>
</tbody>
</table>
SURROUNDING LAND USES (GOOGLE MAP AERIAL VIEW):

GOOGLE MAPS STREET VIEW:
PROPERTY HISTORY:

The subject property was originally zoned R-SF, Single-family Residential in 1995 during the citywide re-mapping.

City Council denied the same request to rezone the subject property to R-LD with COD 164 on January 28, 2019. The Zoning Ordinance requires the owner wait six (6) months after City Council decision to apply for the same rezoning.

ZONING ORDINANCE REQUIREMENTS:

<table>
<thead>
<tr>
<th>CODE ITEM</th>
<th>REQUIREMENTS FOR R-LD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Use Limitations</td>
<td>The COD limits the maximum density to eleven (11) dwelling units per acre.</td>
</tr>
<tr>
<td>Maximum Structure Height</td>
<td>When side yards are 15 feet in width or greater: 45 feet or three stories above the finished grade.</td>
</tr>
<tr>
<td>Minimum open space</td>
<td>Not less than 20 percent</td>
</tr>
<tr>
<td>Maximum impervious area</td>
<td>Shall not exceed 80 percent of total lot area</td>
</tr>
</tbody>
</table>

BULK PLANE

45-degree bulk plane is required along the north & south property line adjacent to R-SF zoning.

BUFFERYARD AND LANDSCAPING

A Bufferyard type B is required along the north & south property line adjacent to R-SF zoning.

COMPATIBILITY WITH COMPREHENSIVE PLAN:

The Growth Management and Land Use Plan element of the Comprehensive Plan identifies the subject property as a Greenway. However, the greenway is located south of this property and the map is not sufficiently detailed to determine the land use category. The properties to the north are identified as appropriate for low-density housing. The properties to the east indicate an appropriate land use as Medium Intensity Retail, Office or Housing.

The Plan encourages each neighborhood should contain a range of housing types, densities, and building configurations including single-family detached, townhouses, and apartments. It discourages large housing projects that consist of a single building type. Some portion of each type of housing should, ideally, be available for occupancy on either an ownership or lease basis.
The *Plan* also encourages residential development provide a variety of housing types that would enable developers to compete more effectively and to provide a greater choice for the City’s residents.

**STAFF COMMENTS:**

1. The applicant is proposing to rezone approximately 3.58 acres of property generally located at the 2521 South Holland Avenue from R-SF, Single-family Residential to R-LD, Low-Density Multi-family District and establish Conditional Overlay District No. 181. The applicant intends to build a multi-family development with a maximum density of eleven (11) dwelling units per acre.

2. The *Growth Management and Land Use Plan* element of the *Comprehensive Plan* identifies the subject property as a Greenway. However, the greenway is located south of this property and the map is not sufficiently detailed to determine the land use category. The properties to the north are identified as appropriate for low-density housing. The properties to the east indicate an appropriate land use as Medium Intensity Retail, Office or Housing. The *Plan* encourages each neighborhood should contain a range of housing types, densities, and building configurations including single-family detached, townhouses, and apartments. It discourages large housing projects that consist of a single building type. Some portion of each type of housing should, ideally, be available for occupancy on either an ownership or lease basis.

3. The *Plan* also encourages residential development provide a variety of housing types that would enable developers to compete more effectively and to provide a greater choice for the City’s residents.

4. The R-LD district is intended to accommodate multifamily developments at densities up to approximately 18 units per acre. However, the applicant has limited the subject property to eleven (11) units per acre. The R-LD district is intended to serve as a transition between lower density and higher density residential districts and areas that have access for vehicular traffic from collector or higher classification streets without traversing minor streets in adjoining residential neighborhoods. The development is consistent with the intent of the R-LD district as the subject property is located adjacent to single-family housing to the north and commercial uses to the east and provides a transition between the two uses. The development intends to take primary vehicular access to Holland Avenue, classified as a Collector roadway and could potentially have a secondary access to Downing Street, classified as a local street. A turnaround is required to be constructed at the end of East Downing Street.

5. The R-LD district and proposed conditional overlay district will mitigate potential impact on the single-family family housing to the north by restricting the maximum density to no more than eleven (11) dwelling units per acres. This density limit is the same as what is allowed in the R-TH, Residential Townhouse district. This is consistent with the adjacent R-TH district to the west. The standard development requirements in the R-LD district will also require a bufferyard type B which is a minimum of fifteen (15) feet with required plantings and a 45-degree bulk plane from the south property line.

6. This request is consistent with the City’s policies to promote infill development and increased intensity where investments have already been made in public services and infrastructure.

7. The proposed rezoning was reviewed by City departments and comments are contained in Attachment 1.

**NEIGHBORHOOD MEETING:**

The applicant held a neighborhood meeting on November 21, 2019 regarding the rezoning request. A summary of the meeting is attached (Attachment 3)

**PUBLIC NOTIFICATION:**

The public notice was advertised in the Daily Events at least 15 days prior to the public hearing. The property was posted by the applicant at least 10 days prior to the public hearing. Public notice letters were sent out at least 10 days prior to the public hearing to all property owners within 185 feet.

Notices sent to property owners within 185 feet: Mailed: 23 Returned: 0
DEPARTMENT COMMENTS:

ATTACHMENT 1
DEPARTMENT COMMENTS

BUILDING DEVELOPMENT SERVICES COMMENTS:
No objection to rezoning.

CITY UTILITIES COMMENTS:
No objection to rezoning.

CLEAN WATER SERVICES COMMENTS:
No objection to rezoning.

PUBLIC WORKS TRAFFIC DIVISION COMMENTS:

STREET CLASSIFICATION, RIGHT-OF-WAY, & JURISDICTION
City’s Transportation Plan classifies S. Holland Avenue as a Collector roadway and E. Downing Street as a Local roadway. The standard right-of-way width for S. Holland Avenue is 30 feet from the centerline. It appears approximately 3 feet of additional right-of-way needs to be acquired along the entire length of the property frontage on S. Holland Avenue. The standard right-of-way width for E. Downing Street is 25 feet from the centerline. There appears to already be 25 feet of right-of-way from the centerline, however, a turnaround is required at the end of E. Downing Street on the west side of the proposed development. In order for this turnaround to be constructed, additional right-of-way will need to be dedicated to accommodate the improvements OR a public access easement may be dedicated for the extents of the turnaround. Amount of additional right-of-way OR easement dedicated is dependent upon type of turnaround desired. A survey is recommended to determine the exact amount of existing right-of-way. S. Holland Avenue and E. Downing Street are both City-maintained streets.

TRAFFIC COUNTS & ON-STREET PARKING
There are no recent traffic counts for these sections of S. Holland Avenue or E. Downing Street. On-street parking is allowed along both streets.

DRIVEWAY ACCESS
There is currently one driveway access point onto the property from S. Holland Avenue. Any new/modified driveway approaches proposed will need to meet minimum spacing requirements from intersections and from each other. A driveway approach is allowable off of the proposed turnaround at the end of E. Downing Street.

SIDEWALK
There is not currently sidewalk along the property frontage of S. Holland Avenue. Sidewalk is required to be constructed along the entire length of the property frontage of S. Holland Avenue as a part of the rezoning/development.

TRAILS, BUS STOPS, & ADDITIONAL INFORMATION
The South Creek Greenway Trail is immediately to the south of the property pertaining to this rezoning – on the south side of the creek. There are no bus stops in the area pertaining to this rezoning. The proposed development is in an area that provides for multiple direct connections and provides for good connectivity in the area.
IMPROVEMENTS

A turnaround is required to be constructed at the end of E. Downing Street on the western end of the property. This turnaround will require dedication of additional right-of-way OR a public access easement AND public improvement plans. The required improvements must be constructed and approved or funds escrowed prior to approval of construction plans. Sidewalk and driveways should be included in these public improvement plans. A Traffic Impact Study was not required, as the change in zoning did not increase the trip generation in the AM/PM peaks by more than 100 additional trips nor did it exceed the threshold of 1,000 additional trip-ends daily. The City of Springfield does not currently have any plans to make improvements to S. Holland Avenue and/or E. Downing Street.

TRAFFIC - TABLE 1: REZONING DETAILS

<table>
<thead>
<tr>
<th>Street Name</th>
<th>Street Classification</th>
<th>On-Street Parking</th>
<th>Existing Street ROW From Centerline (ft)</th>
<th>Required Street ROW From Centerline (ft)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Street 1</td>
<td>S. Holland Avenue</td>
<td>Collector</td>
<td>27</td>
<td>30</td>
</tr>
<tr>
<td>Street 2</td>
<td>E. Downing Street</td>
<td>Local</td>
<td>25</td>
<td>Varies</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>AM Peak</th>
<th>PM Peak</th>
<th>Weekday</th>
<th>Weekend</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing Trips Generated</td>
<td>1</td>
<td>1</td>
<td>9</td>
<td>10</td>
</tr>
<tr>
<td>*Proposed Trips Generated</td>
<td>13</td>
<td>16</td>
<td>218</td>
<td>196</td>
</tr>
<tr>
<td>Additional Trips Generated</td>
<td>12</td>
<td>15</td>
<td>209</td>
<td>186</td>
</tr>
</tbody>
</table>

*Proposed Trips Generated is based on the highest, most intense use permitted in the proposed rezoning, Planned Development, or Conditional Use Permit

STORMWATER COMMENTS:

The property is in the South Creek drainage basin. The property is located in a FEMA designated floodplain. Staff is aware of flooding problems in the area. If the project increases the amount of impervious surfacing, detention is required according to Chapter 96. A fee in lieu of on-site stormwater detention will be allowed and detention is not required. If disturbing 1 acre or greater, water quality is required. The property is located in a stream buffer area and will require an easement of 80 ft on each side.

Please note that development of the property will be subject to the following conditions at the time of development:

1. Post development peak run-off rates shall not exceed pre-development peak run-off rates for the 1, 10 and 100 year rain events. Any increase in impervious surfacing will require the development to meet current detention and water quality requirements.
2. If disturbing 1 acre or greater, water quality will also have to be provided.
3. Drainage easements must be provided for this conveyance.
4. Please keep in mind that more detailed stormwater calculations will have to be submitted before any permits can be approved.
5. A land disturbance permit will be required if disturbing 1 acre or greater.

<table>
<thead>
<tr>
<th>Public Works Stormwater Division</th>
<th>Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drainage Basin</td>
<td>South Creek</td>
</tr>
<tr>
<td>Is property located in Floodplain?</td>
<td>Yes</td>
</tr>
<tr>
<td>Is property located on a sinkhole?</td>
<td>No</td>
</tr>
<tr>
<td>Question</td>
<td>Answer</td>
</tr>
<tr>
<td>----------------------------------------------</td>
<td>--------</td>
</tr>
<tr>
<td>Is property located in a stream buffer?</td>
<td>Yes</td>
</tr>
<tr>
<td>Is stormwater fee in lieu an option?</td>
<td>Yes</td>
</tr>
</tbody>
</table>

**FIRE DEPARTMENT COMMENTS:**
No objections to rezoning.

**PARKS & GREENWAYS COMMENTS:**
No objections to rezoning.
ATTACHMENT 2
CONDITIONAL OVERLAY DISTRICT PROVISIONS
ZONING CASE Z-24-2019 & CONDITIONAL OVERLAY DISTRICT NO. 181

The requirements of Section 36-382 of the Springfield Zoning Ordinance shall be modified herein for development within this district to include the following.

1. The maximum density for the development within the district shall not exceed 11 dwelling units per acre.

2. A turnaround shall be constructed at the end of Downing Street, per Sec. 36-243(6) and the Public Works Design Standards. Public right-of-way or a public access easement shall be dedicated for the area of the turnaround.

3. Documentation shall be provided demonstrating, to the satisfaction of the Director of Public Works, that flood elevations shall not increase above the base flood elevations, set by FEMA and in effect on the date of passage of this Ordinance, as a result of this development.
December 1, 2019

Re: Neighborhood Meeting Summary
    PLN2019-00440
    Rezoning Request – 2521 S. Holland Ave.

The neighborhood meeting for this request was held on November 21st, 2019 between 4 pm to 6:30 pm at the existing residence located on the subject property at 2521 S. Holland Ave. From the 112 mailers that were sent to neighbors within a 500-ft. radius, 3 neighbor families dropped by to inquire about the proposed zoning and discuss how it may impact them.

Most of the neighbors have lived in the area for quite some time and were concerned that development would decrease their property values. We discussed that the property was already zoned Residential – Single Family and that single-family homes could be placed on the property without rezoning. We further discussed that the cost to install infrastructure for single-family development would leave little in a developer’s budget for the house construction. This would likely result in less-than desirable single-family housing in the area.

Alternately, providing a more “clustered” development with the lowest Residential-Low Density zoning (maximum 11 DU’s/acre), offers the benefit of having more-upscale units. The proximity to South Creek and the walking trails offers the appeal for an upscale, low-density apartment style development.

One neighbor noted a concern for the maximum height of the proposed apartment buildings. It was discussed that similar to a single-family home permitted with the existing zoning, 2-story apartments would be appropriate for this development. We also discussed the nice row of existing mature evergreens that would remain as part of the landscape buffer the City would require between this development and the existing residential.

The neighbors noted that that their existing homes routinely get water in their crawl spaces from the high-water table. They each noted they have installed sump pumps in their crawl space to help manage this.

The neighbors also noted having seen water in the fields of the undeveloped property and were concerned that development outside of the floodway in the floodplain could cause flooding problems for them. We discussed that this property was lower (downstream) from their homes and would not cause flooding to their homes. We also discussed that if the rezoning request is approved, the City Stormwater Department would require the development to provide a no-rise certification prior to developing.
The neighbors were particularly concerned with the existing flooding at 501 E. Downing Street. We discussed how this property does not drain to that location and would not worsen the existing problem. Additionally we viewed the City’s GIS map with them and discussed how large of a drainage area was being conveyed down Roanoke Ave. The duplex at 501 E. Downing was constructed in the drainage path at the end of Roanoke. There is a small swale on the side of duplex that is not adequate for this drainage area.

The neighbors voiced concerns about traffic along Glenwood St. and Jefferson Ave. We discussed if rezoned, the property would be developed with gated access from both Downing St. & Holland Ave to which would reduce traffic impacts to Glenwood.
The neighbors were concerned with the existing traffic problems at Holland Elementary School during the morning and afternoon drop-off / pick-up hours. In particular, they were concerned with how narrow Crestview along the south side of the school parking was and that with current construction activities along Crestview, it was impassible during these hours. We reviewed Google street views and the City’s GIS map and agreed that the Crestview is particularly narrow with only 15’+ wide roadway and open drainage ditches. We discussed that there is enough street right-of-way that Crestview could be widened and that the School property was large enough that it would be possible to relieve the traffic concerns. We encouraged them to mention these concerns to the School Board and City Traffic Dept.

Finally, the neighbors inquired as to whether the existing school system would be able to handle the additional children that could be housed with the proposed development. We discussed that based on the number of apartments, the additional children would not likely have a significant impact. For example, if half of the apartments had children, the ages of the children would not likely coincide and amount to a significant number (i.e. two infants, two in preschool, one in Kindergarten, two in 1st grade, one in 3rd grade, two in 4th grade, etc.). We also discussed that the School Board routinely evaluates school populations and adjusts school boundaries as needed.

The neighborhood meeting sign-in sheet is included with this summary.

Respectfully,

Teresa A. Davison
Teresa A. Davison, P.E.
Neighborhood Meeting - Sign In

Rezoning Request for 2521 S. Holland Ave.
Thursday, November 21st, 2019 (4 PM to 6:30 PM)
To Bob Hosmer, AICP Principal Planner  
City of Springfield Development Review Office  
840 Boonville Ave, Springfield, Missouri, 65801

Hello, my name is Bruce Steventon and I am responding on behalf of my father-in-law, Jeff D. Williams, 639 E Glenwood St, Springfield, Missouri, 65807, regarding a Neighborhood Meeting on 11/21/2019 concerning a request to rezone the property at 2521 S Holland Ave.

(I am responding on Jeff Williams’ behalf because my wife and I have been caring for her folks since her dad’s stroke in 2018. He doesn't like using the phone, so he always directs people to call my phone number: 605-359-9542.)

I've discussed the details of the meeting with Jeff Williams and we have the following comments:

The property in question is in a flood zone. The water sheds from up the hill to the north. Many of the homes along Glenwood have water problems when there is a heavy rain. If single units were built on the land belonging to 2521 S Holland, I would never live there or recommend it to friends because of the local water problems. If measures were taken to protect the new buildings from the water, I would be concerned that those measures could adversely affect other home owners in the immediate area.

As a second concern, some years ago, subsidized apartments were built straight east of the property in question. Recently, new apartments were built to the west (downstream along South Creek off Jefferson). I am concerned that more apartments will have an adverse effect on the local property values.

Perhaps the city should obtain the property at 2531 S Holland and add it to the South Creek Greenway Trail Parks Property. This would not cause additional water issues, it would also protect the area wildlife that live in the vicinity.

Thank you for your consideration of our concerns, and the concerns of others living in this neighborhood.

Bruce Steventon

P. S. As a final thought, I know a man who inquired about 2521 S Holland before it was bought by the current owner. He wanted to build a workshop on the property but he was told that he could not build because it is a flood zone. I would have to think that the current owner would have been told it is a flood zone, and that is why he was able to get several acres of property within the city for such a low price.
To Bob Hosmer, AICP Principal Planner  
City of Springfield Development Review Office  
840 Boonville Ave, Springfield, Missouri, 65801  

Hello, my name is Bruce Steventon and I am responding on behalf of my father-in-law, Jeff D. Williams, 639 E Glenwood St, Springfield, Missouri, 65807, regarding a Neighborhood Meeting on 11/21/2019 concerning a request to rezone the property at 2521 S Holland Ave.

(I am responding on Jeff Williams’ behalf because my wife and I have been caring for her folks since her dad’s stroke in 2018. He doesn't like using the phone, so he always directs people to call my phone number: 605-359-9542.)

I've discussed the details of the meeting with Jeff Williams and we have the following comments:

The property in question is in a flood zone. The water sheds from up the hill to the north. Many of the homes along Glenwood have water problems when there is a heavy rain. If single units were built on the land belonging to 2521 S Holland, I would never live there or recommend it to friends because of the local water problems. If measures were taken to protect the new buildings from the water, I would be concerned that those measures could adversely affect other home owners in the immediate area.

As a second concern, some years ago, subsidized apartments were built straight east of the property in question. Recently, new apartments were built to the west (downstream along South Creek off Jefferson). I am concerned that more apartments will have an adverse effect on the local property values.

Perhaps the city should obtain the property at 2531 S Holland and add it to the South Creek Greenway Trail Parks Property. This would not cause additional water issues, it would also protect the area wildlife that live in the vicinity.

Thank you for your consideration of our concerns, and the concerns of others living in this neighborhood.

Bruce Steventon

P. S. As a final thought, I know a man who inquired about 2521 S Holland before it was bought by the current owner. He wanted to build a workshop on the property but he was told that he could not build because it is a flood zone. I would have to think that the current owner would have been told it is a flood zone, and that is why he was able to get several acres of property within the city for such a low price.
From: Martha wells <mandmwells@msn.com>
Sent: Monday, November 18, 2019 7:19 PM
To: Zoning@springfieldmo.gov
Subject: Development Comment Card

11/18/19
660-227-1880
Martha Wells
604 E. Glenwood St.
Springfield MO 65807
Project Address: 2521 S. Holland Ave. Springfield MO 65807

The property proposed for rezoning is south of my property. My back yard is separated by a chain link fence from the said property. Mr. Ballard has not made any changes to the property other than mowing the property. The neighbors in this area are concerned about additional run-off water and the potential for more flooding on the property and in the area. This property is in a flood plane. Heavy rains cause many of the houses in this area to have water collect under the houses. Most of the homes in the Seminole/Holland neighborhood have a sump pump in the crawl spaces. For this property to be developed correctly, I believe major flood control measures will have to be considered and developed before anything can be done to the property if this rezoning is passed. Does the City of Springfield want another flooded neighborhood with the potential for having to buy out peoples homes to correct a flood problem?

Between National and Kansas Expressway on Sunset Avenue, housing development is on the rise in this area. I just wonder how much water run-off South Creek will be able to absorb before it becomes a very major flooding issue.

Mr. Ballard has proposed 11 units per acre. It is my understanding that there is almost 3 acres of land on this property. That would mean almost 33 housing units plus a parking lot. All I can think about is that will mean a lot of concrete. Where is all the water going to go if there is a major flooding event? Into my back yard and under my house!!

I like my quiet neighborhood. I like the privacy of my backyard. I won’t have privacy if there are 33 units developed in this field. Would any of the commission members or city council members want this in your backyard? I guarantee the answer would be “NO!”

Please consider voting “No” again against the rezoning of this property. The neighbors and I would greatly appreciate your thoughtful consideration in this rezoning issue.

Sincerely,
Martha Wells
Sent from Mail for Windows 10
this in in reference to project address 2521 S Holland Ave.
my name is Stephanie S Nobles
I reside at 603 E Glenwood
My phone number is 417/823-9759

My comment is "Why is this issue coming up again? He tried this last year and was turned down by your commission. He has made No improvements on the land and our flooding problems have not improved, but has actually eroded over the last year.
Please again look at our issues with flooding. If he is granted this zoning change, it will make what is already Bad to Really Bad.
Thank for your time and consideration.
Stephanie Nobles