

Galloway Redevelopment Area

Staff Recommendations for Development and Summary of Public Engagement



Photo Credit: Kaitlyn McConnell, Ozarks Alive

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Executive Summary

This report contains staff recommendations for the South Lone Pine Avenue corridor between Battlefield Road and Republic Road, pursuant to City Council Resolution No. 10408. This Resolution put a 270-day administrative delay on rezonings and lot combinations in order to allow time for study and public engagement to inform this staff report.

While staff recognizes the unique character of the Galloway area, many of the issues identified are city-wide issues which are best addressed in the Comprehensive Planning process that is currently underway. With that in mind, staff has prepared the following recommendations based on extensive public input and guided by professional expertise from Sapp Design. Recommendations have been made for the following categories:

The City’s highest priority must be **public safety** for pedestrians, cyclists, and motorists in the area. Many of these recommendations are for transportation improvements, which may be both publicly and privately funded, but all public improvements receive City approval prior to construction.

Environmental protection is another key priority for the City and the public. Protection of the natural environment will require City regulations and use of best practices in public and private improvements.

The Galloway area has several unique features such as its extensive tree canopy, rocky sloped topography, and historic mixed-use development pattern. Our **image enhancement** recommendations help guide public improvements and private developments to preserve the defining characteristics of the area while allowing for continued growth of the area.

We conclude the report with **general recommendations** that have multiple responsible parties for implementation and rely heavily on community participation.

If adopted by City Council, this document will serve as the policy for development in the area and will be used in reviewing applications for rezoning and subdivisions. The boundary for this policy includes gateways into the study area at the intersections of Battlefield Road and Republic Road with Lone Pine Avenue, and approximately 300 feet of frontage along Lone Pine Avenue between Battlefield and Republic.

Table of Contents

Background and Goals of Administrative Delay.....	3
Summary of Public Engagement Process.....	4
Administrative Delay Area Map.....	5
Recommended Boundary Map.....	6
Public Safety Recommendations.....	7
Natural Environment Protection Recommendations.....	8
Image Enhancement Recommendations.....	9-10
General Recommendations.....	11
Acknowledgements.....	12

Background

The Galloway Village area has nearly 200 years of community history dating back to early farm settlements and its namesake Major Charles Galloway, a Mexican-American War and Civil War veteran who was a well-known merchant. In the 1880's, Ash Grove Lime Works purchased the quarry and relocated employees to the area and it became a stop on the Chadwick Flyer rail route. Residents and tourists were attracted to the cave, creek, stores and later the fish hatchery in the park. In 1969, the City of Springfield annexed Galloway and it evolved into an antique and craft destination in the 1980's. In 2014, Springfield City Council adopted a [blight study and redevelopment plan](#) for the Galloway area by Special Ordinance No. 26407, covering nearly 75 acres along the 3400 to 4100 blocks of South Lone Pine. Since then, development along the Lone Pine corridor from Battlefield Road to Republic Road has intensified. Recent developments include the Township 28 multi-family development, the mixed-use Quarry Town and Galloway Creek developments, and a variety of new businesses including Acacia Spa and Mostly Serious. These businesses and developments join long-established businesses such as Galloway Village Veterinary, Firehouse Pottery, Galloway Grill, and several smaller retail shops and service providers.

The recent surge in retail and residential multi-family construction in the area has brought to light a variety of development challenges and citizen concerns about current and future impacts on the area's rich history, natural resources, and historic mixed-use development pattern. The Galloway Village Neighborhood Association was formed in November 2018 in response to concerns over development and new construction in the area.

After meeting with interested parties in Fall 2018, Zone 4 Councilman Matthew Simpson requested a [resolution for an administrative delay](#) on rezoning and lot combinations in the Lone Pine corridor so that City staff could gather input and develop recommendations. Resolution No. 10408 was passed November 5, 2018. The 270-day development moratorium expires on Aug. 2, 2019.

Goals of the Administrative Delay

Resolution No. 10408 charged staff with the following goals:

- Review development issues in the area.
- Take public input from area residents, property owners, design professionals, the business and development community, Ozark Greenways, and the City departments of Parks and Recreation, Public Works, Environmental Services, and Planning and Development.
- Prepare for Council's consideration a report regarding any recommended actions.

Summary of Public Engagement Process

City staff began the public engagement process for the Administrative Delay in January 2019. A Stakeholder Committee made up of area residents, business owners and developers was assembled to work with City staff to help engage the larger community and identify solutions for the future of this area. Public engagement included three public meetings, six Stakeholder Committee meetings, a website dedicated to providing information and collecting feedback, and two online surveys to collect public input. More than 500 community members are estimated to have participated in this process by completing surveys, attending meetings, and submitting comments. The individuals involved represented a cross-section of community interests, such as surrounding residents, businesses, Greenways users, Sequiota Park patrons, and other interested citizens. The public was informed of opportunities for comment through media press releases, direct mail, neighborhood signs, social media, and dispatches from Stakeholder Committee members and the Galloway Village Neighborhood Association. Detailed information from the community engagement activities is available on the City website at <https://www.springfieldmo.gov/3867/Our-Galloway>.

Common Themes Identified Through Public Engagement

- Preserve the quaint **village atmosphere** of the Galloway area as it was historically developed.
- Increase **pedestrian and cyclist safety** in proximity to the street and parking areas while continuing to improve vehicular traffic flow.
- Expand and improve the **Greenway trails**.
- Preserve and protect the **natural environment**, specifically the tree canopy, water quality, rocky sloped topography and wildlife habitat.
- Protect and preserve the heavily wooded and peaceful setting in **Sequoiota Park** and expand the park property and amenities, adding picnic areas, new restrooms, and improved connections and access. Restrict development that detracts from the park-like feel in and around the Park.
- Tailor **architectural design and land use** in the area to ensure quality new development that is compatible with the surroundings; particularly related to building height, density, history, and the natural environment.
- Continue notifying citizens and **considering citizen/resident concerns** when evaluating development projects in the area.

Vision Statement Developed By Stakeholder Committee

The Lone Pine corridor will be welcoming for living and commerce. It will emphasize use of human-scale design components typically embodied in a village environment. This includes high-quality development with distinctive architectural features that respect the area's historic context, sensitive to the surrounding developments, in harmony with nature, built into the topography, beautifully landscaped, colorful and offering many common areas for recreation and socializing.

The corridor will continue to be a pedestrian-friendly environment where people can easily walk, bicycle, and drive.

Private development will emphasize diverse small retail and service businesses, while employing best practices to protect the area's natural resources and amenities, particularly Galloway Creek, Sequiota Park, and the tree canopy.

Policy Boundary



Staff Recommendations – PUBLIC SAFETY

- A. **Improve traffic flow and safety** in the area. Springfield citizens have identified the Galloway Street corridor and the intersection at Battlefield and Lone Pine as top priorities for safety and capacity improvements to accommodate increased vehicular, pedestrian, and bicycle traffic and reduce potential conflicts.¹
- i. Funding has been approved for these projects through the 2019 ¼-Cent Capital Improvement Sales Tax renewal.
 - ii. **Improve safety for street-edge parking** by clearly delineating parking areas along the street edge from the street surface. Visual contrast between the two areas can be created by material choice, color, or painting a boundary line between the two areas.
- B. Install a **physical barrier or fencing between the trail and roadway**, where feasible, to improve safety and visibility and denote separation. This is especially needed along Lone Pine, where there is less than ten feet of separation between the trail and street.
- i. Parking on the Galloway Trail, especially during construction, has been another safety concern. The City has installed “No Parking” signs adjacent to the trail in response to citizen concerns about this practice. In addition, businesses hosting special events in the area should arrange for and identify adequate parking for their customers and explore shared parking, as needed.
- C. **Flooding is a major concern** in the area, identified in the Blight Study for the Galloway Redevelopment Area and through public input, creating potential safety concerns as well as property damage. The City should explore cost-effective solutions to maintain safe passage on Lone Pine during times of flooding.
- i. Due to its location in the flood plain, Lone Pine Avenue floods on a routine basis and has for many years. In fact, 1978 flood insurance rate maps show a similar floodplain as current maps. In some locations along Lone Pine, between Republic Road to Sequiota Park, the road is three to four feet below the base flood elevation. Further study is needed to determine the most effective way to address this issue.
- D. Continue to **maintain and enhance the safety and quality of the Galloway Trail**, which is the oldest and most heavily used trail in the Ozarks Greenways system and is in need of repair.
- i. Grant funding has already been secured by the City for replacement of the Galloway Trail surface from Sequiota Park to Republic Road.

¹ ¼ Cent Capital Improvement and 1/8 Cent Transportation Sales Tax Surveys in 2016 and reaffirmed by voters in the 2019 ¼-Cent Capital Improvement Sales Tax renewal.

Staff Recommendations – NATURAL ENVIRONMENT PROTECTION

- A. **Water quality protection and stormwater management for new development** should follow all local, state and federal laws and employ on-site controls as per City Code² to retain Galloway Creek's rating as one of the healthiest streams in the city and minimize increased flooding risk.
- i. Innovative stormwater management techniques such as maximizing open space, green roofs, rain water collection systems, rain gardens, and berms are encouraged and should be integrated in public improvements and private developments, when feasible.
 - ii. Volunteer groups have undertaken multiple stream cleanup efforts which should be applauded and continued.
- B. **Obtain stream buffer easements for all new developments** along natural channels in the area in accordance with the Water Quality Protection Manual. (For example, Galloway Creek requires a 100-foot easement on each side of the stream bank.) Exceptions to the buffer requirements should be discouraged.
- i. The stream buffer requirements apply to streams shown on the stream buffer map (<http://maps.springfieldmo.gov/mapgallery/>) that meet the definition of a natural channel as defined in Sections 1.0 and 2.1 of Chapter 8 of the Flood Control and Water Quality Protection Manual. Buffer distances vary based on the size of the stream's contributing drainage area.
- C. **Protect the tree canopy** of the Galloway area, which is one of its defining characteristics. This was continually identified as a top priority during public engagement.
- i. The Stakeholder Committee expressed an interest in the City developing a tree preservation ordinance, which would be beneficial for protection and reforestation of tree canopy throughout the City. If such an ordinance is considered, Galloway could serve as a pilot area for the program.
 - ii. The City should aggressively pursue tree planting and preservation measures on public property in the area, including park property and right-of-way for roads and trails. Private developers should preserve mature, healthy trees whenever possible and install high-quality landscaping to enhance the area.

² The City of Springfield Flood Control and Water Quality Protection Manual was adopted in December 2017 and updated in April 2018.

Staff Recommendations – IMAGE ENHANCEMENT

A. Park and Trail Amenities

- i. **Improve and expand amenities in Sequiota Park**, such as restroom facilities, drinking fountains and seating areas.
- ii. **Plant trees** along the Galloway Trail and in Sequiota Park to add shade and rejuvenate the tree canopy in the area. Public Works and Parks staff estimates that up to 200 trees could be planted in these areas. We recommend coordination with community groups, such as Tree City USA and Rotary that have tree-planting as an identified priority, as well as community groups and interested citizens who wish to contribute to the wooded environment of the area.
- iii. **Develop “pocket parks”** along the trail for resting and picnicking.

B. Preserve and enhance the “village feel” of the area.

- i. Based on public input, important elements of this “village character” are small businesses (retail, food and beverage, and services), reuse of existing structures, a mix of architectural styles that complement each other, a walkable feel, and opportunities for neighborly interactions in private establishments and public spaces.
- ii. **Promote a high-quality streetscape experience that is welcoming and encourages walkability.** This item may be achieved by individual property and business owners or through more coordinated efforts of the Neighborhood Association or the proposed Community Improvement District (CID) for the area.
 - Components identified to achieve this recommendation include planters and window boxes, brightly colored doors or building accents, eye-catching retail entrances, attractive landscaping and plantings, public art, fountains, dog watering stations, outdoor seating, street trees, decorative lighting, signage that is appropriately placed and visually pleasing, and clean, maintained sidewalks, parking areas, trails and public spaces.
- iii. **Encourage a continued mix of uses that preserves the village character of the area.** The study area has historically been home to retail and food/beverage uses; in recent years it has evolved to include offices, service businesses, and multi-family housing.

Staff Recommendations – IMAGE ENHANCEMENT, continued

- iv. **Use Conditional Overlay Districts in conjunction with rezoning cases to protect the village character including:**
 - i. **Limit uses** that are incompatible with the village character of the area, such as storage units, gas stations, drive-through restaurants or other drive-through businesses, car washes, cell towers, and uses requiring new manufacturing zoning.
 - ii. **Limit size, illumination, placement and number of signs, and prohibit digital signage** in order to maintain the village aesthetic. Encourage colorful and creative signage.
 - iii. Encourage design elements compatible with historic development pattern and existing structures. **Appropriate design elements include** articulation of building faces and compatible ratios of glass in windows, doors, and walls. **Restrict glazing ratios** to no more than 40% of exterior surface.
 - iv. Limit the **building height** through bulk plane regulations. Exceptions to bulk plane requirements are discouraged.
 - v. Require **parking lot placement** behind buildings where feasible and require attractive landscaping and tree canopy preservation.
 - vi. **Limit excessive grading or rock blasting** to preserve the rocky, sloped topography which defines the Galloway area, by **limiting retaining walls in height and requiring a minimum distance between tiers**. Staff recommends no more than eight feet in wall height and a minimum of six feet between tiers.

- v. **Encourage appropriate density of multi-family development using the Revised Multi-Family Design Guidelines and Location Criteria³** (“multi-family matrix”) in order to comply with adopted City policies encouraging greater access for all citizens to public amenities such as parks and trails, and support inclusive and equitable development of the area.
 - i. Note: Permitted density of existing multi-family developments in the area is as follows: Township 28 is zoned to allow up to 20 dwelling units (du)/acre (COD 17). Quarrytown is zoned to allow up to 12 du/acre (PD 351). Galloway Creek Lofts is zoned GR, General Retail District, which allows up to 40 du/acre but is constructed at 32 du/acre.

C. Protect the natural features of the area.

- i. **Increase landscaping requirements.** Encourage the use of canopy trees and high quality plantings in landscaping. Inspect projects during and after construction to ensure compliance with landscaping requirements.

³ Adopted by City Council Resolution No. 9668, March 23, 2009.

Staff Recommendations – GENERAL

- A. **Continue to build relationships and improve communication** between area stakeholders (the Neighborhood Association, residents, business and property owners, and the proposed CID), the development community, and the City to further the vision for this area and raise awareness of public input opportunities as new projects are in the planning stages. Encourage two-way information sharing between developers and residents for activities that may impact the area.

- B. **Emphasize the history and character** of the area, particularly Sequiota Park, Ozark rock structures, and other significant points of cultural interest. Use signage, place naming, artwork, or other creative means to keep the history of the area alive. The goal is to create a sense of pride for established businesses and residents, enhance the visitor experience, and encourage new developments to be mindful of how they fit into the greater context. Interested property owners may want to consider working with a qualified architectural historian or historic preservation professional to conduct a historic resource survey to research and document important historic places and to determine if certain structures or places may be eligible for listing on the local or national historic registers.

- C. **Enhance landscaping and beautification in future public improvements.** Use of native plantings and materials such as limestone, creek gravel, or salvaged stone is recommended. Gateway signage or landscaping could be installed at roundabouts or at key intersections and maintained by one of the neighborhood or community groups. Economic impacts and feasibility to bury the overhead utilities should be discussed with City Utilities as public improvement projects move from concept to construction.

Acknowledgments

City Council Members

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- Phyllis Ferguson - Zone 1
- Abe McGull - Zone 2
- Mike Schilling - Zone 3
- Matthew Simpson - Zone 4
- Jan Fisk - General Seat A
- Craig Hosmer - General Seat B
- Andrew Lear - General Seat C
- Richard Ollis - General Seat D

Stakeholder Committee Members

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- Wendy Huscher, About Faces Photography
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- Jarad Johnson, Mostly Serious
- Mary Kromrey, Ozark Greenways
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