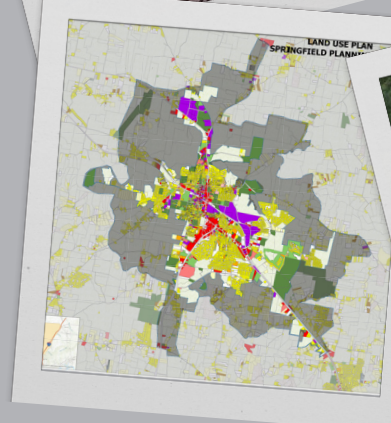
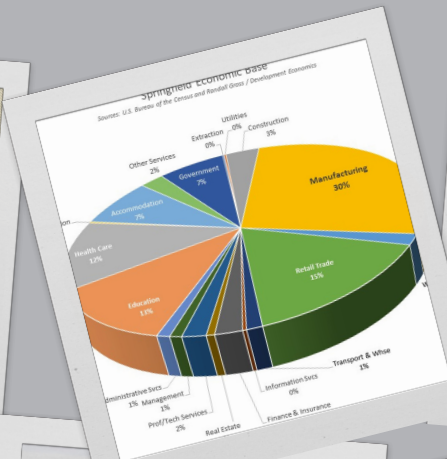




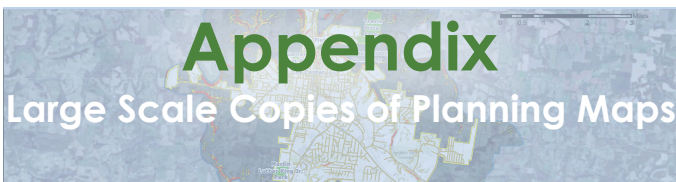
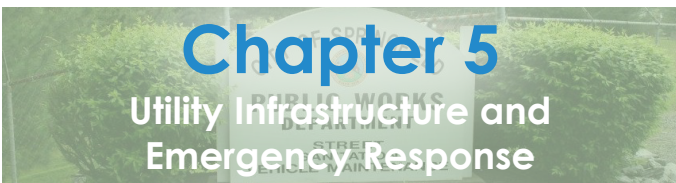
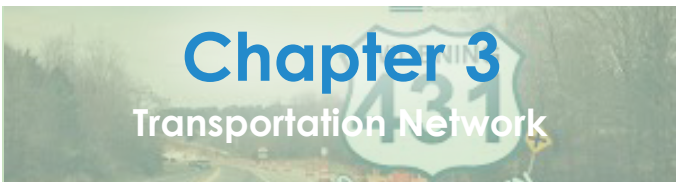
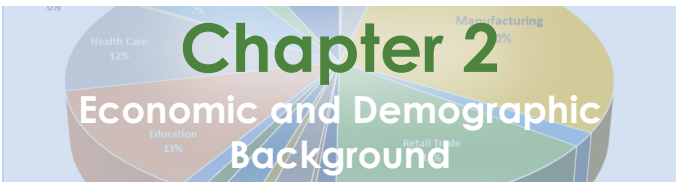
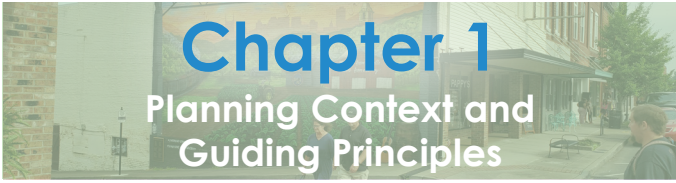
# SPRINGFIELD 2044

COMPREHENSIVE PLAN FOR GROWTH  
FINAL DRAFT: 06/03/2024

ADOPTED BY SPRINGFIELD BOARD OF MAYOR AND ALDERMEN: 06/18/2024



# Table of Contents



## Vision Statement

The Springfield 2044 Comprehensive Plan seeks to combine the historic charm of Springfield's roots as a rural community with its opportunity for innovative future growth using an economically sustainable development pattern.

# Introduction



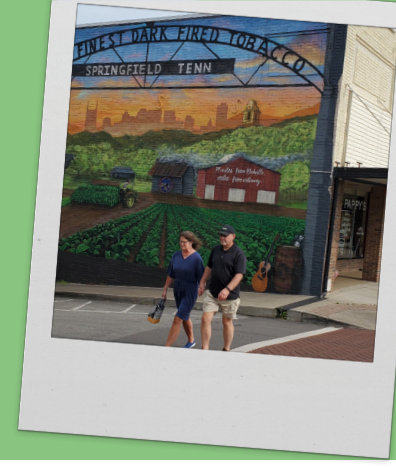
The Springfield Comprehensive Plan presents a clear vision. It is a vision crafted from the important roots of the city and the region. It also embraces the innovation that has become a part of the city's present growth and future development. The city has experienced significant impact from the booming expansion of the Nashville metropolitan area. The Comprehensive Plan looks at the surrounding context of the region and the specific patterns of transportation, land use, infrastructure, emergency services and parks and recreation. The planning process recommendations look to delineate what makes Springfield unique and define the signature that has and will continue to set it apart. The following community leaders and stakeholders have contributed greatly to the shaping and adoption of this important document:

- *City Board of Mayor and Alderman*
  - Ann Williams, Mayor of City of Springfield, Tennessee
  - James Hubbard, Ward 1 Alderman
  - Bobby Trotter, Ward 2 Alderman
  - Jeff Gragg, Ward 3 Alderman and Planning Commission Member
  - Tim Harris, Vice Mayor and Ward 4 Alderman
  - Lisa Arnold, Ward 5 Alderman
  - Emily Green, Ward 6 Alderman
- *Planning Commission*
  - Bob Bibb, Planning Commission Member
  - Virginia Boyd, Ward 1 Planning Commission Member
  - Tony Townsend, Ward 2 Planning Commission Member
  - Buzzy Poole, Ward 3 Planning Commission Member
  - Bettye Lynn Richert, Ward 4 Planning Commission Member
  - David Allen, Chairman of Ward 5 and Planning Commission Member
  - Michael Briggs, Ward 6 Planning Commission Member
  - Dustin Thomas, At-Large Planning Commission Member
- *City Administration and City Departments*
  - Ryan Martin, J.D., City Manager
  - Candice Tillman, Assistant City Manager
  - Kimberly Atlee, Community Development, Senior Planner
  - David Brewer, P.E., City Engineer
  - Greg Riddle, Gas Utility Director
  - Terry Martin, Director of Parks and Recreation
  - Jason Head, Chief of Police
  - Terry Beers, Water/Wastewater Utility Director
  - Jeff Glodoski, Fire Chief
  - Clayton Moore, Public Works Director
  - Terry Resha, Electric Director
  - Lisa Crockett, Finance Director / City Recorder



# 1

## Planning Context & Guiding Principle



### What is a Comprehensive Plan?

A comprehensive plan is a visionary document that looks at a 20-year projection. This will be the City of Springfield's first comprehensive plan and it will provide guidance to city leadership and administration to set policies, anticipate budgets, and establish growth patterns. It is not a zoning or capital expenditure plan, but it will help advise both of those documents. The primary components of The Springfield 2044 – Comprehensive Plan for Growth include economic and demographic information, land use, utilities, emergency response, parks, and environmental resources. The comprehensive plan will function as a dynamic document and is meant to be a “work in progress”. It will need updating and adjustments in response to community growth, unforeseen changes, and new opportunities.

### Historical Context

In 1796, the General Assembly of Tennessee authorized a county seat for Robertson County by the name of Springfield. The town was established in 1798 and later incorporated in 1819. The original plan for Springfield incorporated approximately 50 acres and included a public square, a transportation network of 10 streets, and 66 lots priced for public sale at \$8 each. The first courthouse was built of hand-hewn logs. Things have changed dramatically since the city's inception with the current estimated population of more than 19,000 people.

### Government

The City operates under a BOMA / Manager form of government. The City manager oversees daily operations and departmental organization and reports to a 7-member Board of Mayor and Alderman who hold a 4-year term of office. The city Mayor is elected at-large and the Aldermen each represent one of six wards. The city is a full-service provider for residents including water and wastewater systems, the provision of electric and gas distribution systems, park and recreational facilities and programs, public street operations, and maintenance and sanitation pick up.



## Current Growth Trends

The 2020 Census data shows Springfield's population at 18,804. According to TennesseeDemographics.com, the city's current growth projections show an annual growth rate of approximately 1.4% with an estimated population of 19,221 people in 2023. The city has seen a population change of approximately 33% since 2000. It is anticipated that this growth trend will continue, and Springfield could easily add an additional 6,300 people to its population over the next 20 years. Anticipated growth includes 2,149 new residential dwelling units that have been approved and are yet to be built. This represents a 30% increase in Springfield's population. Also anticipated is the impact of 3,500 new residential dwelling units that are connected with proposed projects yet to be approved. The combination of both approved and proposed residential projects represents the potential for a 78% population increase.

## Agrarian Context and Culture

Springfield and its surrounding county have a rich history in agriculture. The soil and climate of the area are ideally suited for the cultivation of dark-fired tobacco. The county remains one of the largest tobacco-producing counties in the United States and it is promoted as "Home of the World's Finest Dark Fired Tobacco." The county also provides strong wheat, corn, hay, soybean, and beef and dairy cattle production. The Highland Rim Agriculture and Research Center was established in the Springfield area in 1943 and it includes more than 600 acres of research facilities run by the University of Tennessee Institute of Agriculture. Part of Springfield's appealing culture is rooted in agriculture and a rural lifestyle.



[\*Highland Rim Research Center\*](#)



# Community Assets

## **Historic Downtown:**

The charming lure of Springfield lies in its small-town feel, beautifully preserved downtown, and iconic historic courthouse and square. The city has made significant efforts to eliminate dilapidated structures and improve the streetscape in the downtown historic area. The festive First Friday Night Markets and Sunset Concert Series have brought lively energy back to the historic square. The city is committed to preserving and expanding this vibrant energy, as outlined in its Comprehensive Plan.



## **Cultural and Ethnic Diversity:**

The recent growth in Springfield has provided a blend of the old and the new. Many community leaders have been born and raised in Springfield. Some of them have traveled the world only to return to invest in the community with a fresh perspective. Part of the new growth residing in Springfield has come from the expansion of the Nashville Metro area 20 miles to the south, as people look for connections to smaller more personal communities while retaining an association with big city amenities and opportunities. The availability of industrial and manufacturing jobs has brought a more diverse workforce to Springfield and this diversity is seen to be a real asset by most of its residents.



## **Recreational Facilities and Programs:**

The city has wisely invested in its parks and greenway facilities. Community parks and programs in the city are relatively robust. A centralized greenway spine has been implemented that includes connections to primary places of destination and provides a strong framework for future greenway expansion. A recent Park and Recreation Master Plan has been completed in 2022 and the city has started to act on many of the recommendations in this plan. The Legacy Golf Course is a top-notch golf course. It is owned by the City and has become a financial asset and a place that represents community pride.



# Community Assets

## ***VSCC Highland Crest College Campus:***

The expansion of the Highland Crest College Campus, which includes Volunteer State Community College and Austin Peay University, provides a comprehensive community college experience that encompasses five complete Associate degree programs and a variety of general education classes. The facility and programs on this campus encourage Springfield residents to continue higher education pursuits.

## ***Tennessee College of Applied Technology:***

The TCAT Springfield Campus offers practical vocational education accredited by the Council of Occupational Education. It currently has two programs on-site: Industrial Maintenance / Mechatronics and Computer Information Technology.

## ***Tri-Star NorthCrest Medical Center:***

Springfield is the home of Tri-Star NorthCrest Medical Center, a 109-bed state-of-the-art hospital and medical arts campus. Springfield's proximity to Nashville also provides easy access to some of the nation's best hospitals.

## ***The Springfield North Industrial Park:***

The industrial and manufacturing base in Springfield is supported in part by the North Industrial Park. It has provided a home for some major manufacturing employers and continues to draw potential investment from national caliber companies. Some of the existing businesses at the park include:

- Airtech
- Bathfitter
- Electrolux Home Products
- Johnson Electric
- Martinrea Fabco
- Nashville Wire Products
- Unarco Material Handling
- Wylie Steel Fabricators
- Interstate Packaging
- Owens Corning





## Community Engagement

Learning about the Springfield community has been one of the most valuable sources of knowledge in the planning process. In collaboration with the City of Springfield and community stakeholders, the planning team used a range of strategies to connect with people. Public input was gathered and incorporated into the plan using social media, open houses, a digital survey, prioritization mapping, land use exercises, and other forms of participation. Curating the many forms of community reactions has developed a plan with community-oriented goals.

- *June 7th, 2023: Kick-off Meeting with City Staff Department and Leadership*
- *June 7th, 2023: On-site Tour of Existing Facility Infrastructure and Cultural Dynamics*
- *July - September 2023: Interviews with Stakeholders and Community Leaders*
- *October 3rd, 2023: Community Engagement Public Open House*
- *November 6th, 2023: Finalize Online Digital Survey*
- *January - February 2024: Team Charette and Review with City Leadership*
- *March 2024: Plan Review with staff and city departments*
- *April 2024: Workshop Review and Implementation with Planning Commission, Representatives, and Board of Mayor and Alderman*
- *May - June 2024: Review and Adoption with Board of Mayor and Alderman*

# Springfield Comprehensive Plan Community Open House

**October 3rd, 2023 from 5-7 pm**

A community open house for the City of Springfield's Comprehensive Plan was hosted on October 3 from 5 to 7 PM at the City Hall building in Springfield, TN. Ragan Smith, Fairpointe Planning, Griggs and Maloney, and Randall Gross Economics presented existing conditions findings and asked community members for feedback via interactive exercises, discussions, and an online survey. About 50 members of the public attended the meeting, along with several staff members and community leaders from the City of Springfield.



The meeting started with a brief welcome from Candice Tillman, the Assistant City Director, followed by a short presentation by Kevin Guenther of Ragan Smith that provided an overview of the plan, the status of the plan development, and the request for feedback. There were four stations, one for each land use (Ragan Smith), transportation (Fairpointe Planning), economic development (Randall Gross Economics), and utilities (Griggs and Maloney), where members of the consulting team explained the existing conditions content and led community members through engagement exercises while answering questions and gathering feedback.



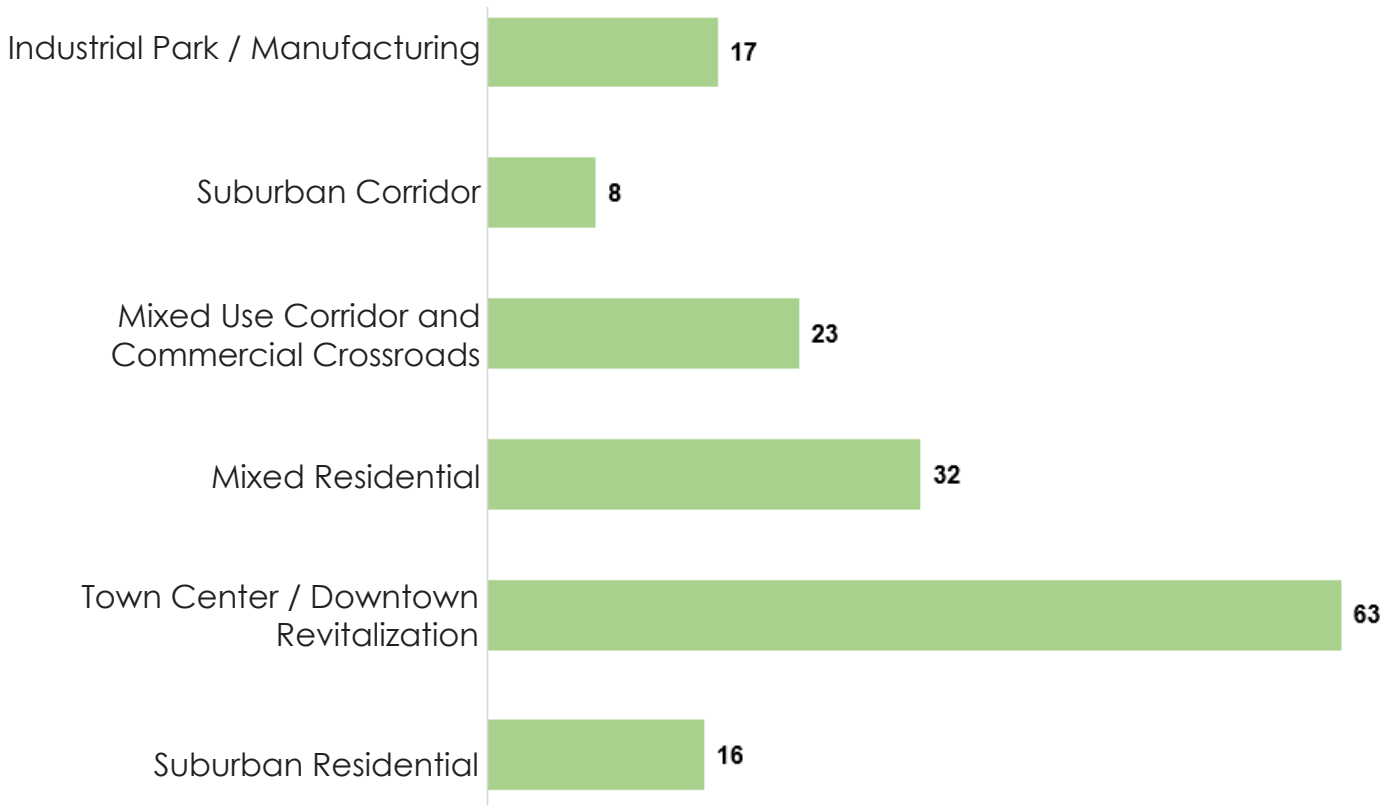
# Preferred Land Use Types for Future Growth

During the Springfield Comprehensive Plan Community Engagement Meeting, input was gathered regarding preferred land use types for future growth. The six land use types were presented on prioritization boards to generate thoughts on a range of land uses that could shape future growth. After evaluating all of the options the community engagement participants were asked to place their 1st, 2nd, and 3rd priority stickers by the land use types they felt were the most important. The community results were tabulated into a prioritization chart.

Community priorities included the continued revitalization of the Downtown area and promoting developments that include a mixture of residential options, commercial and office use.



Results from Land Use Prioritization Boards (Higher number indicates a higher priority from the community)



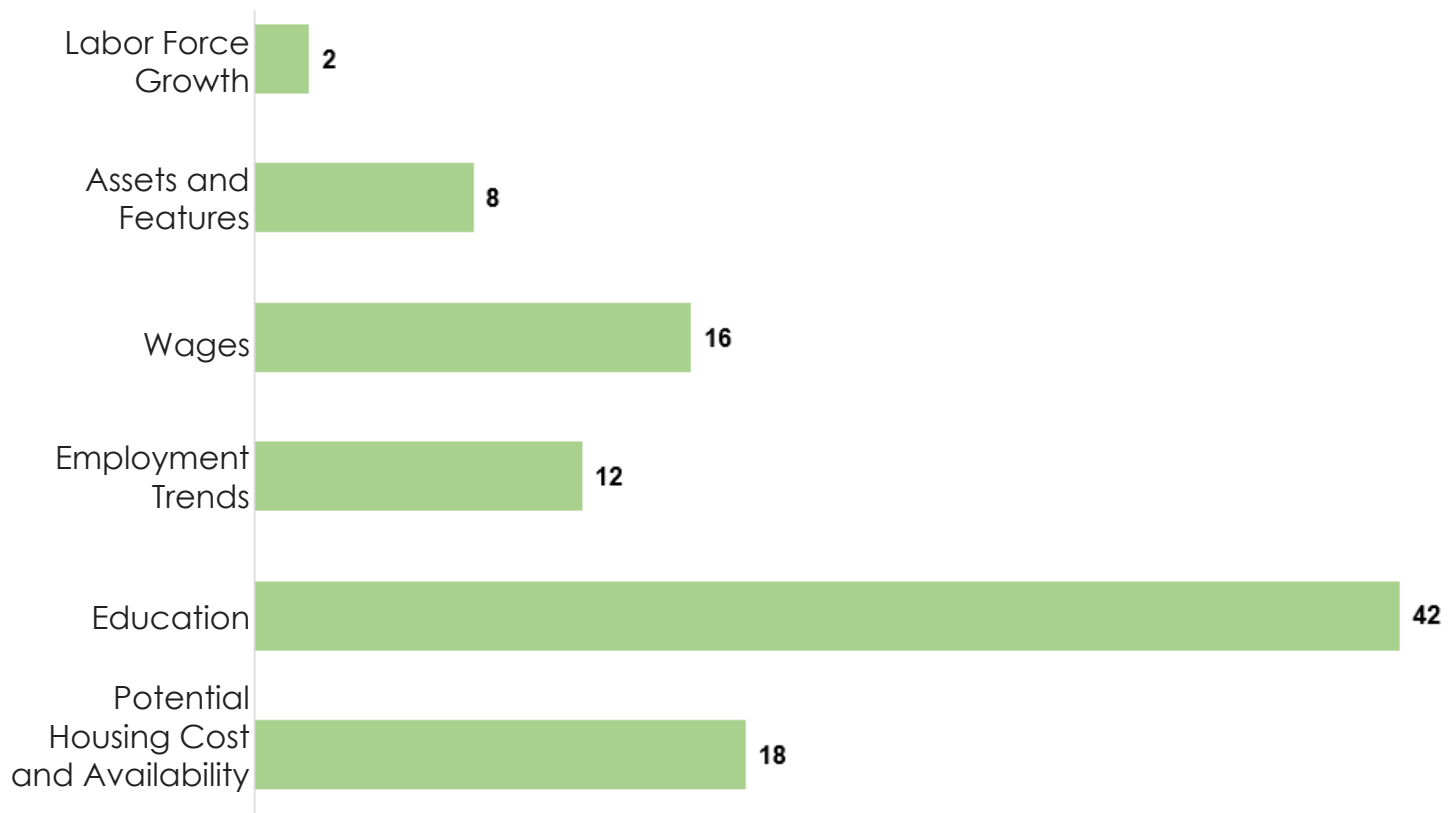
# Community Prioritization of Economic Factors

During the Springfield Comprehensive Plan Community Engagement Meeting, input was gathered regarding community prioritization of economic factors. Eight different economic factors were presented on prioritization boards to generate thoughts. After evaluating primary economic considerations participants were asked to place stickers by the economic factors they felt were the most important. The community results were tabulated into a prioritization chart.

Community priorities included providing strong economic education opportunities, affordable housing and rental options and wage increase opportunities.



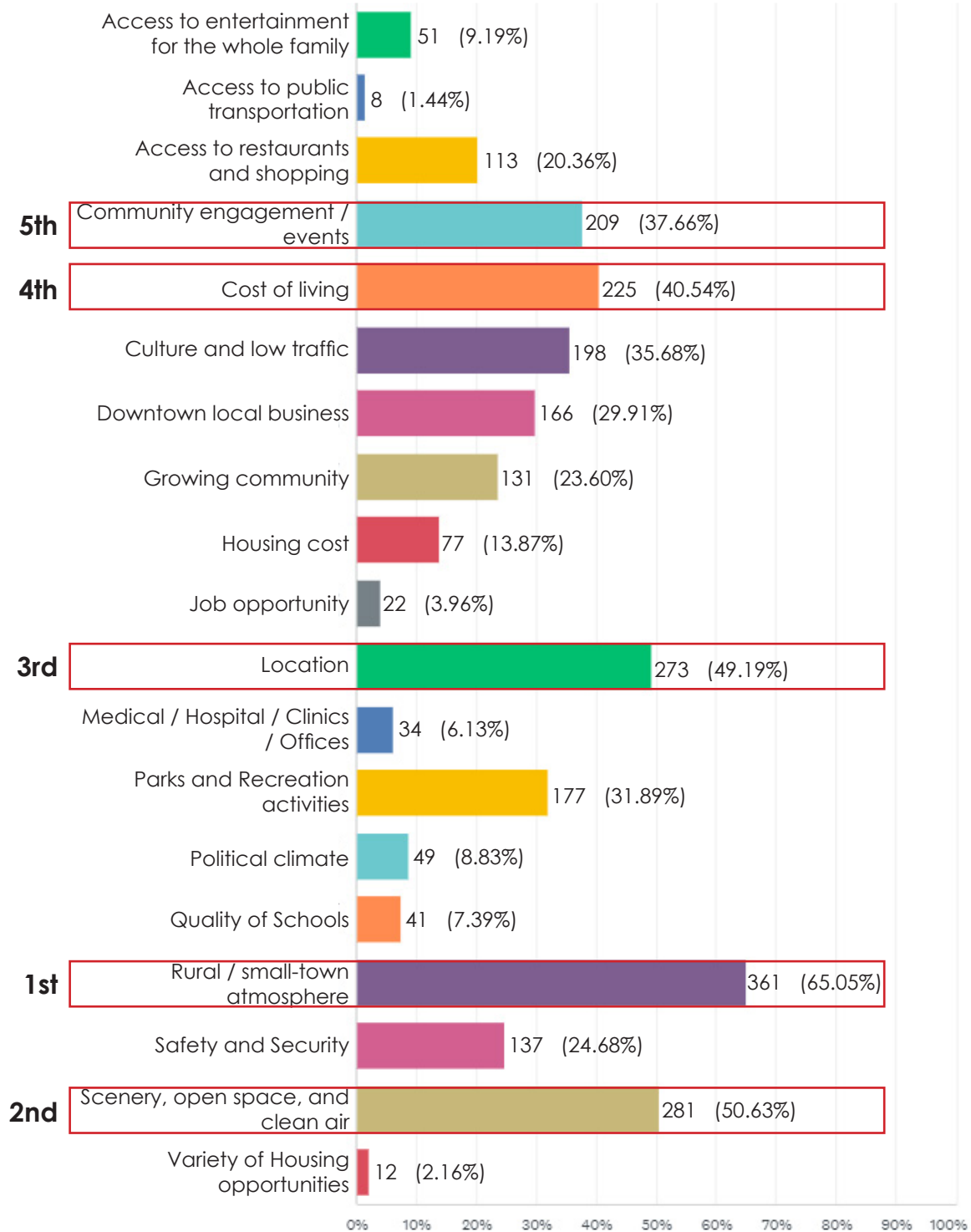
Results from economic factor boards (Higher number indicates a higher priority from the community)



# Survey Data

The following charts provide a summary of community response from the online digital survey conducted from July to November of 2023.

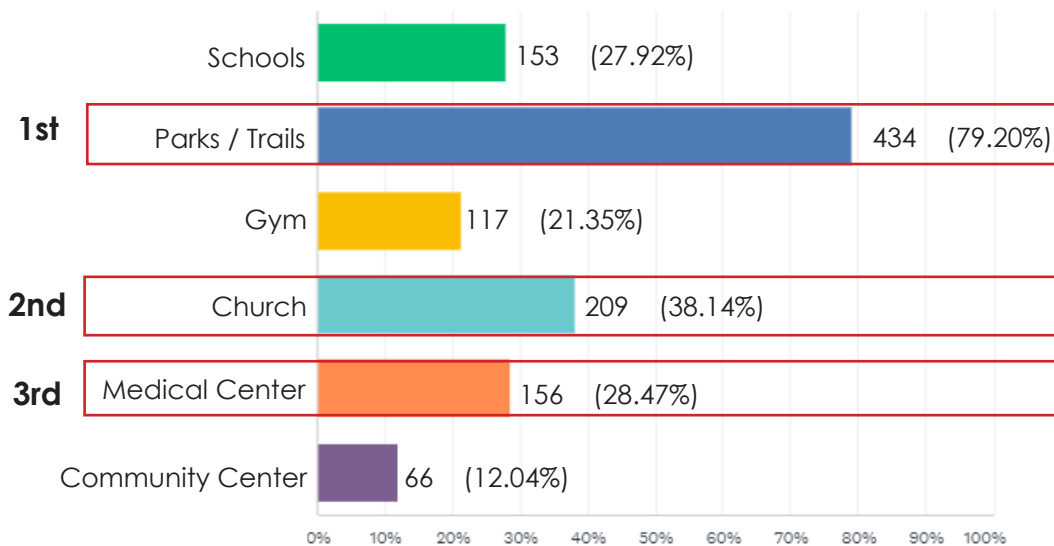
**Question 1:** What top five things do you love about the City of Springfield? (Choose Top 5)  
 Answered: 555 Skipped: 9



# Survey Data

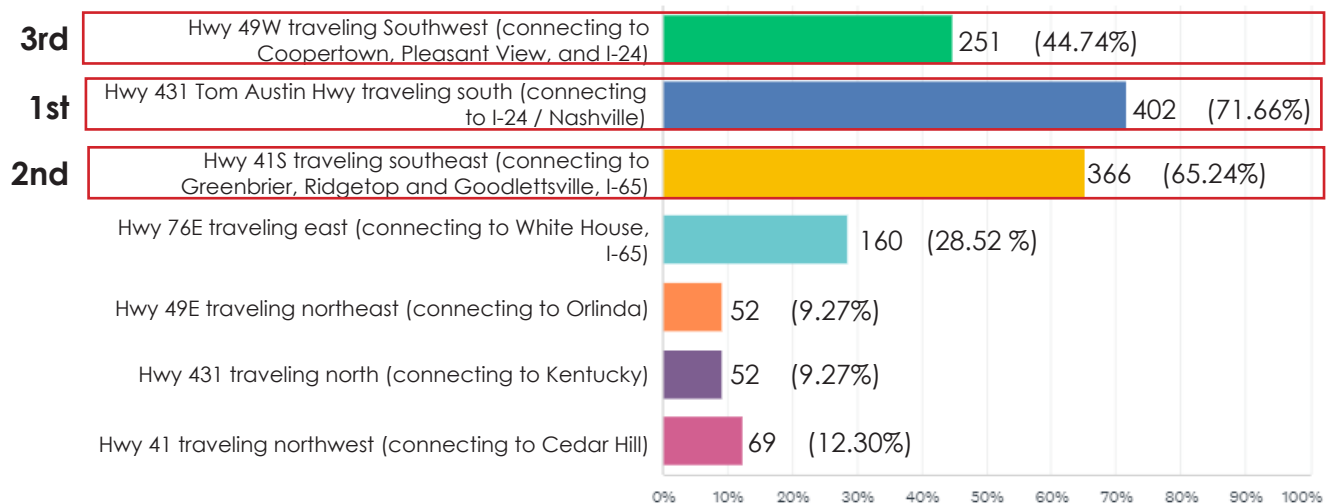
**Question 2:** What community assets do you use most frequently? (Pick top three)

Answered: 548 Skipped: 16



**Question 3:** Which primary travel corridors do you use the most frequently to get from Springfield to the surrounding area? (Pick top three)

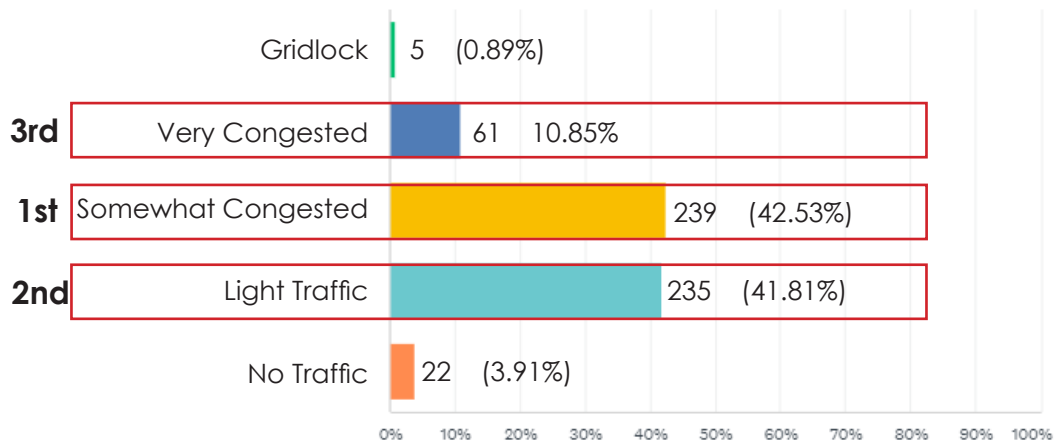
Answered: 561 Skipped: 3



# Survey Data

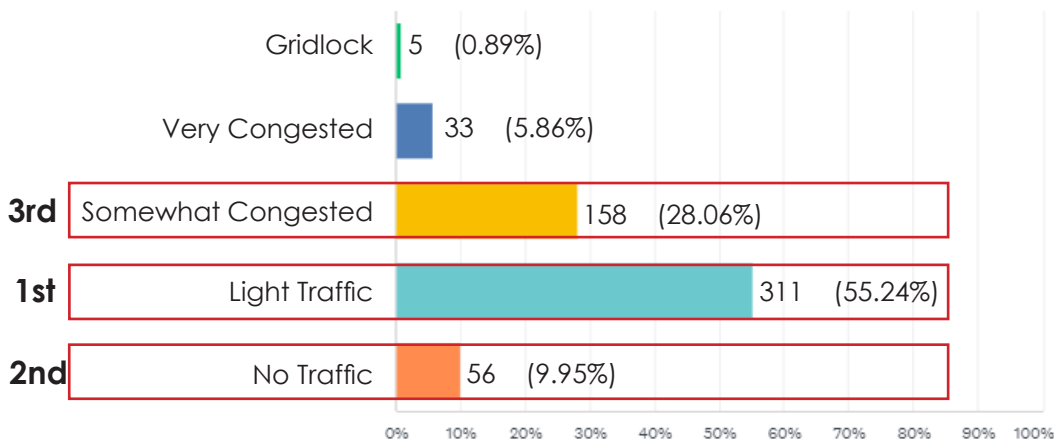
**Question 4:** While traveling between the places you frequent most in the city, rate your experience.

Answered: 562 Skipped: 2



**Question 5:** Outside peak rush hours (7am-9am and 4pm-6pm) my travel experience is ?

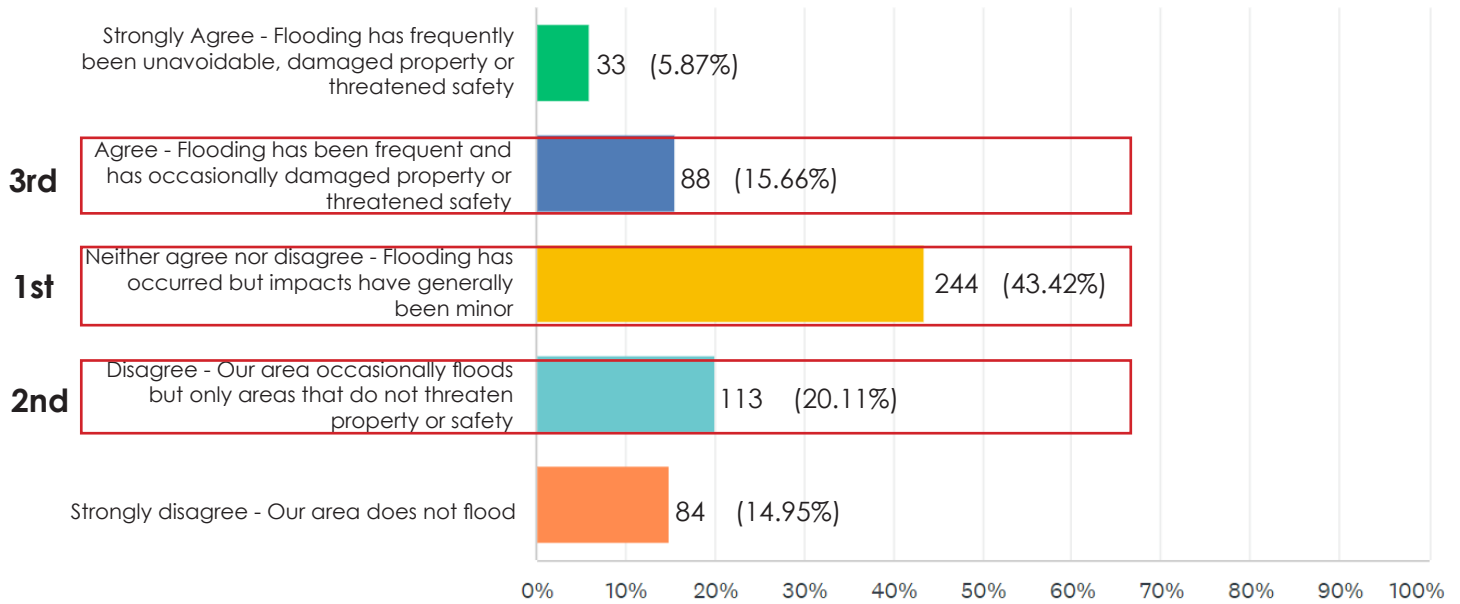
Answered: 563 Skipped: 1



# Survey Data

**Question 6:** Flooding and storm damage is a major concern in my community.

Answered: 562 Skipped: 2



**Question 7:** Are there intersections you have experienced that could use a signal light or stop sign?

Answered: 438 Skipped: 126

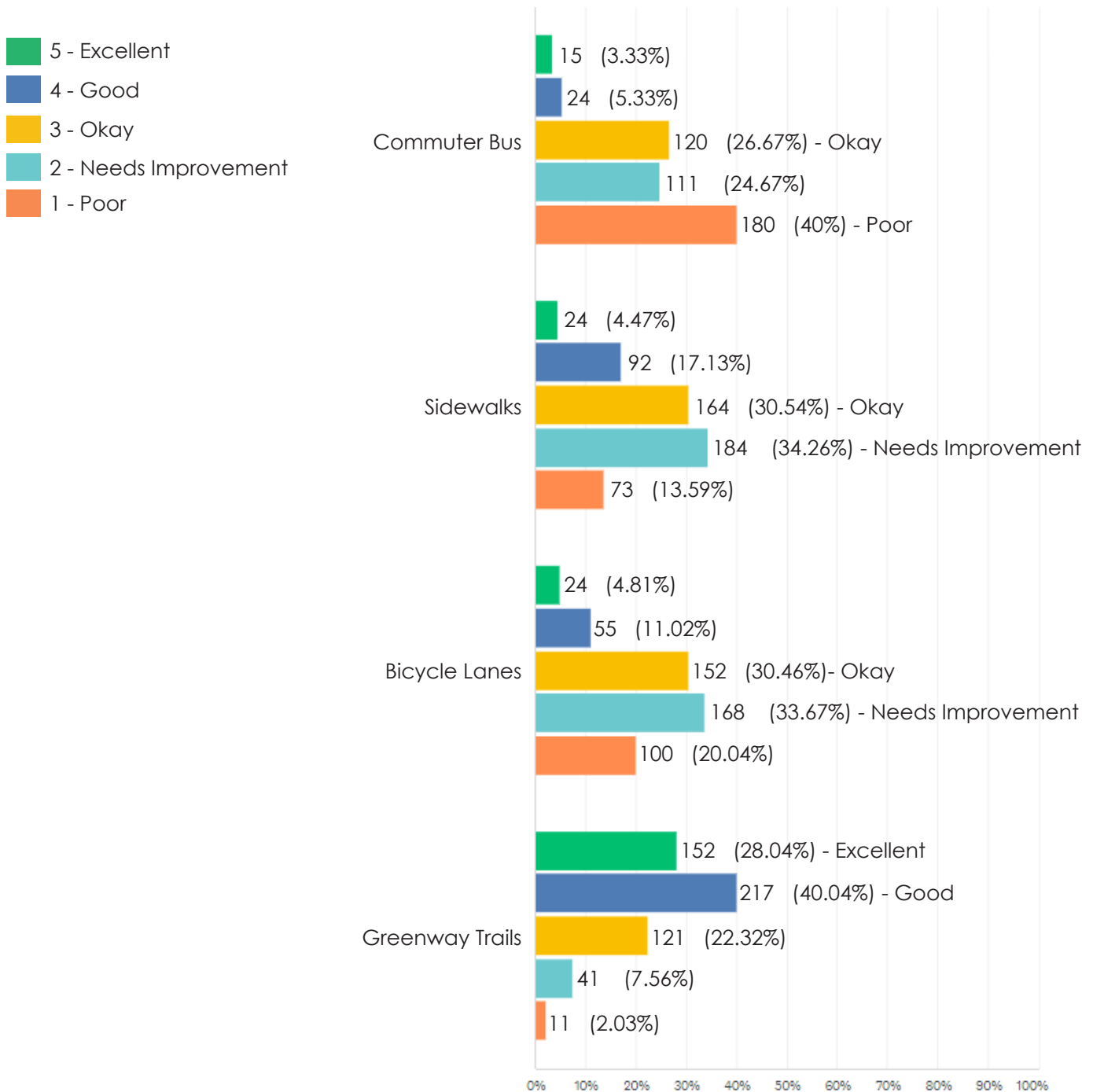
5th Avenue	Kinneys Road
Watson Road	Main Street
South Main Road	Greenbrier Pike



# Survey Data

**Question 8:** How would you rate the condition of the following alternative modes of transportation?

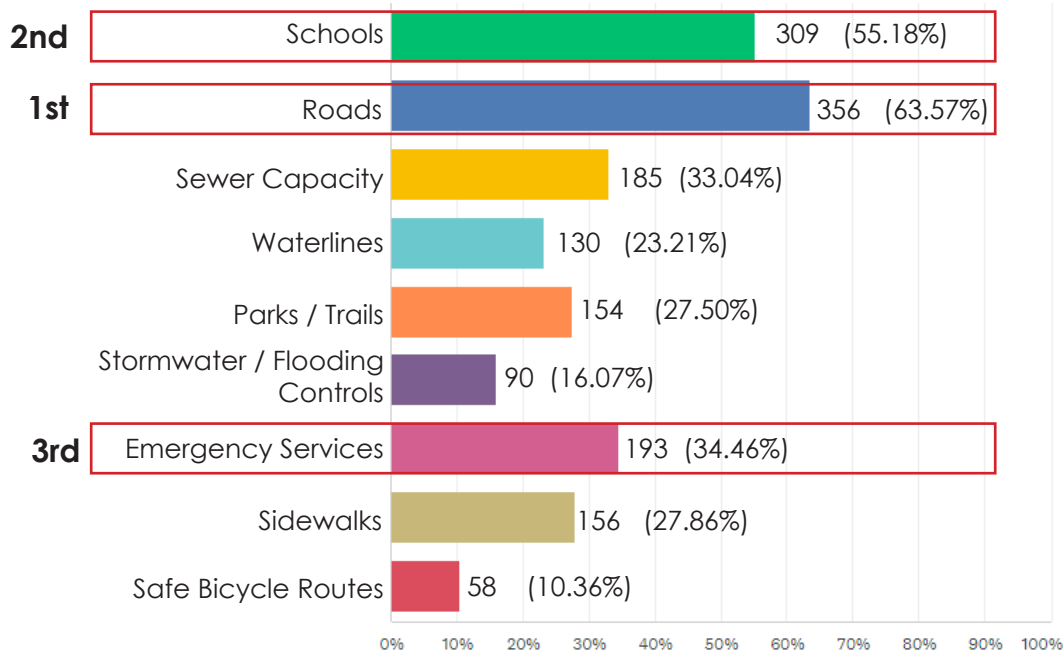
Answered: 550 Skipped: 14



# Survey Data

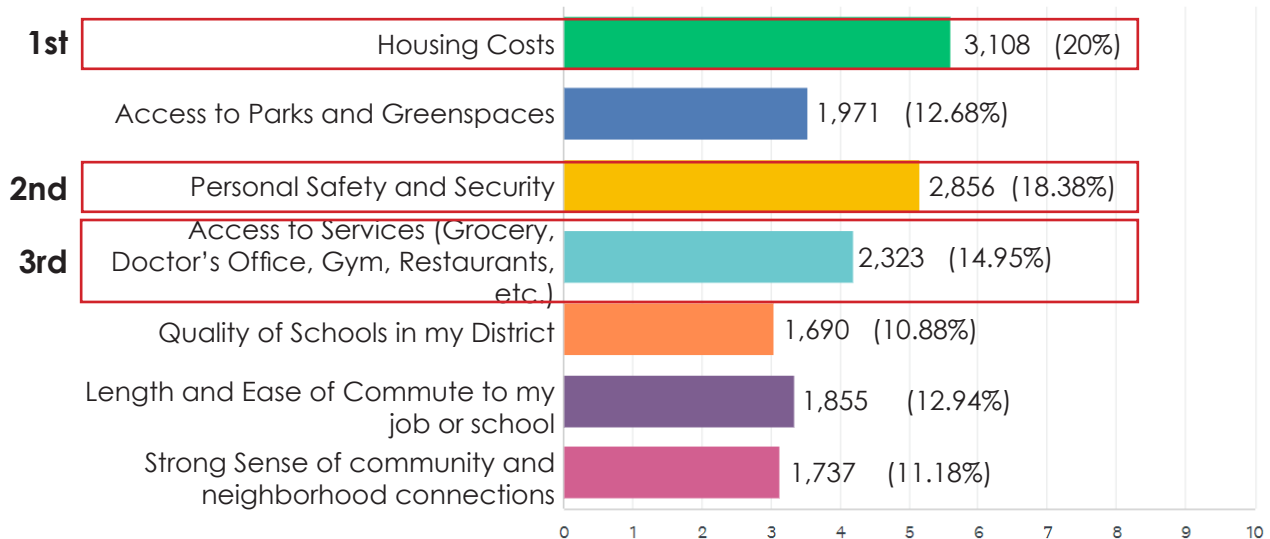
**Question 9:** Of the following listed, the most important public infrastructure investments to prepare for continued population growth in Springfield are. (Please pick three)

Answered: 560 Skipped: 4



**Question 10:** Rank the following factors in the order that they influenced your decision about where to live in Springfield? (1=most important, 7=least important - Use arrows or drag and drop to arrange order)

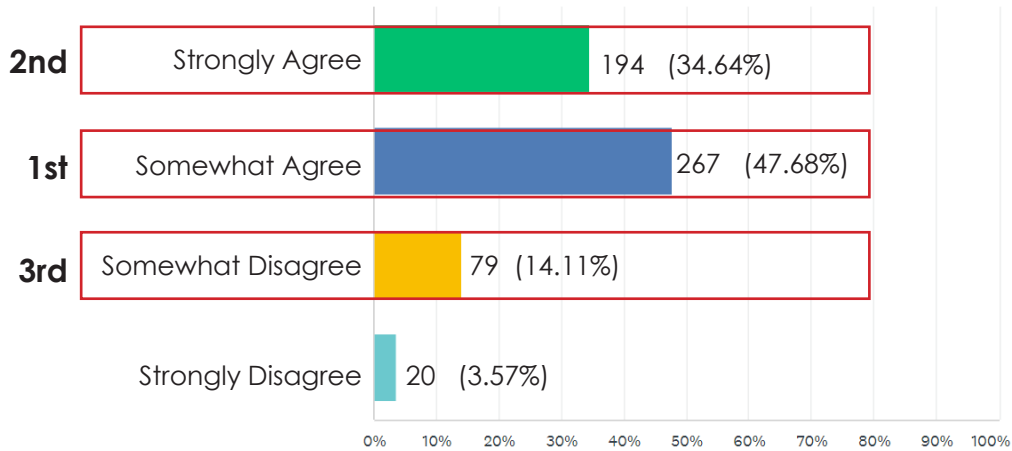
Answered: 555 Skipped: 9



# Survey Data

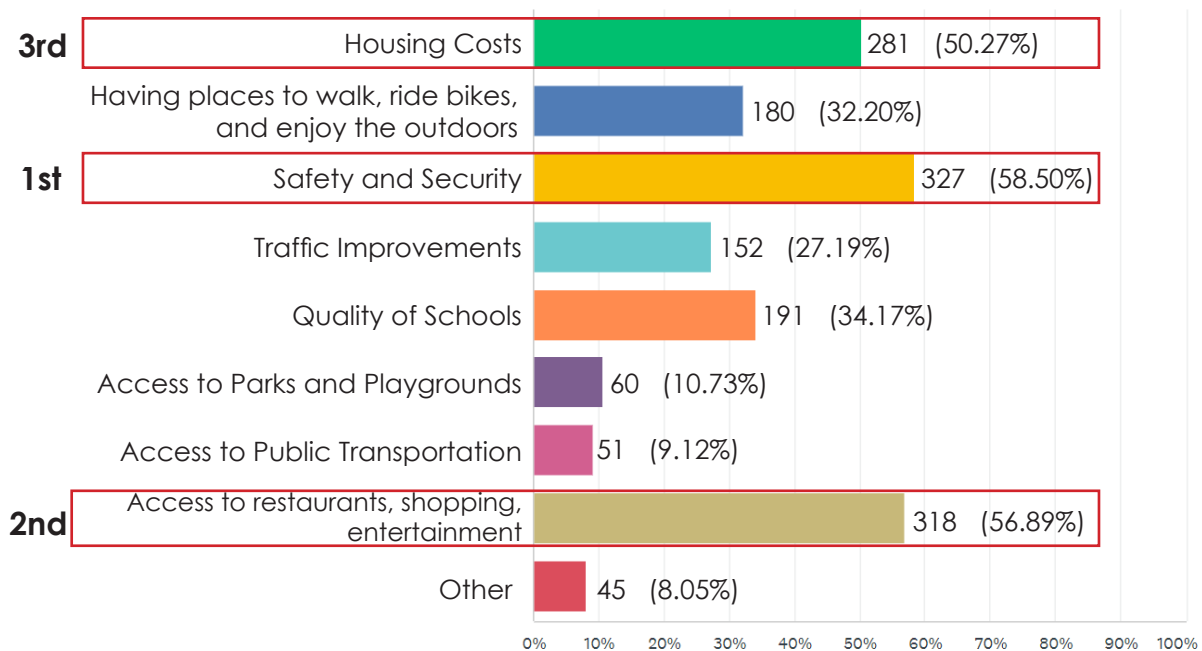
**Question 11:** Improving travel safety of the road network should be a top priority for the city. This could include limiting driveway access points, limiting left turn movements on collector and arterial streets and improving pedestrian crossings.

Answered: 560 Skipped: 4



**Question 12:** When I think about what needs to be improved to cause me to continue living in my surrounding community, the most important factors

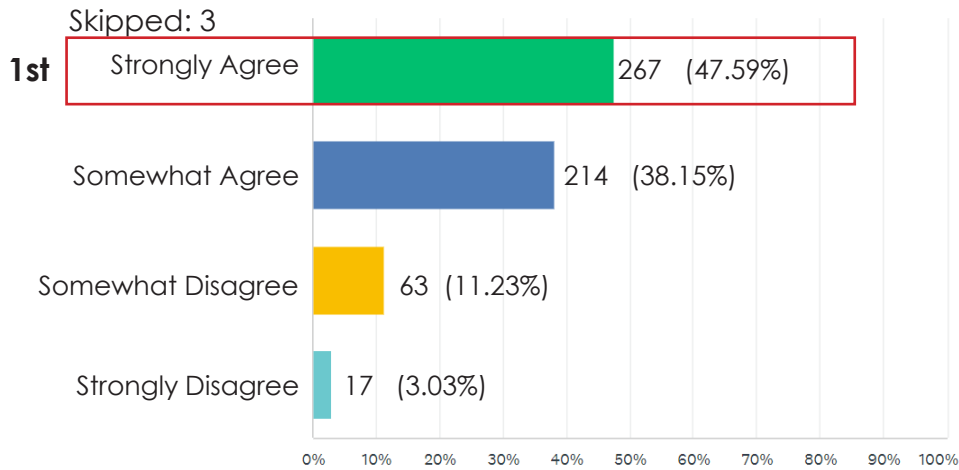
Answered: 559 Skipped: 5



# Survey Data

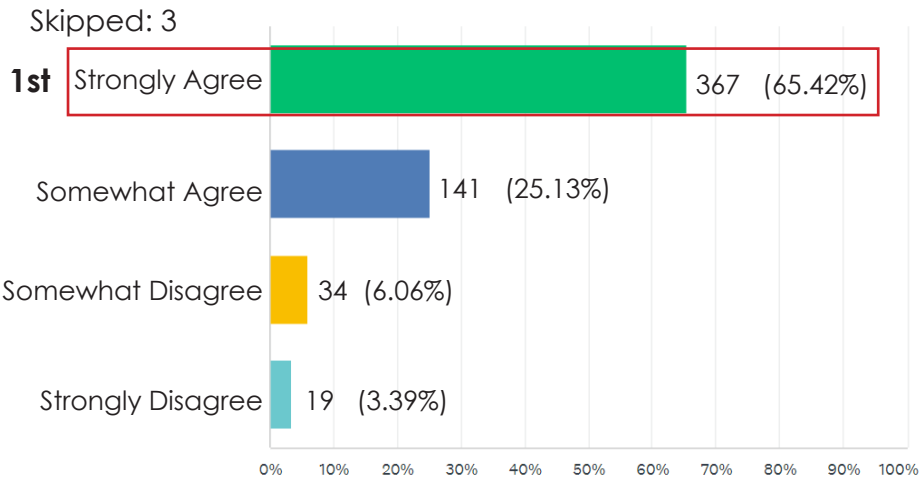
**Question 13:** The city needs more living wage jobs and light industrial or manufacturing career opportunities.

Answered: 561 Skipped: 3



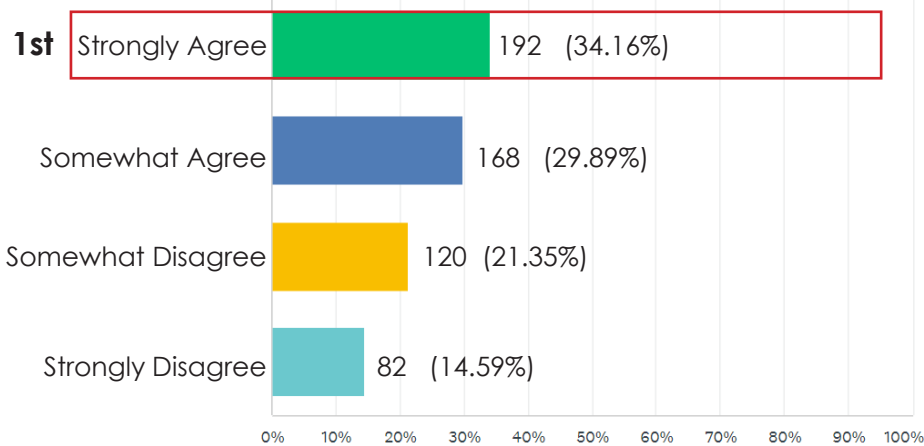
**Question 14:** More commercial services, retail, and restaurants are needed to serve city residents and visitors.

Answered: 561 Skipped: 3



**Question 15:** A greater variety of housing opportunities are needed in the city including a mixture of single family, attached townhomes, condominiums, and apartments.

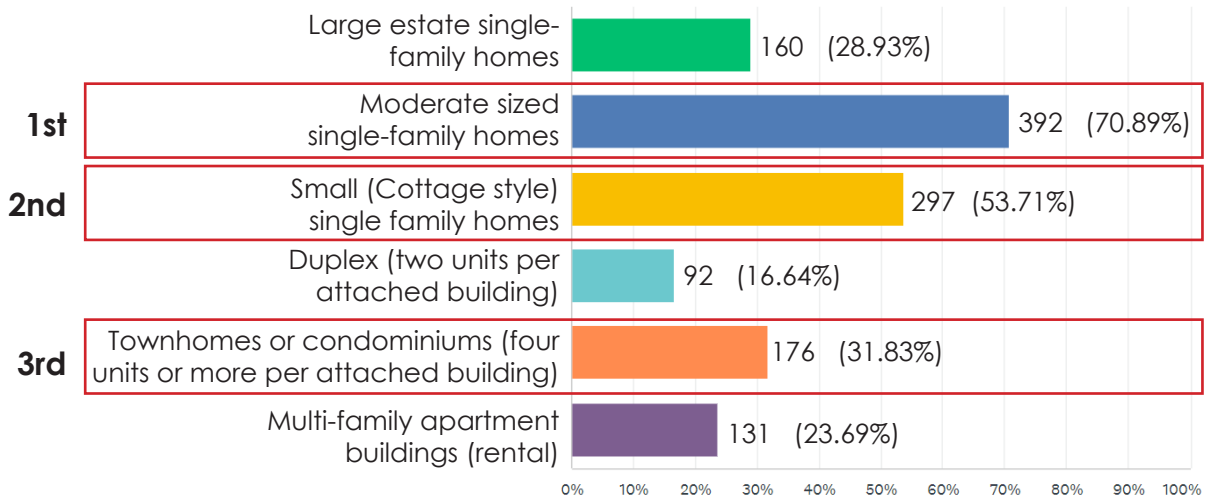
Answered: 562 Skipped: 2



# Survey Data

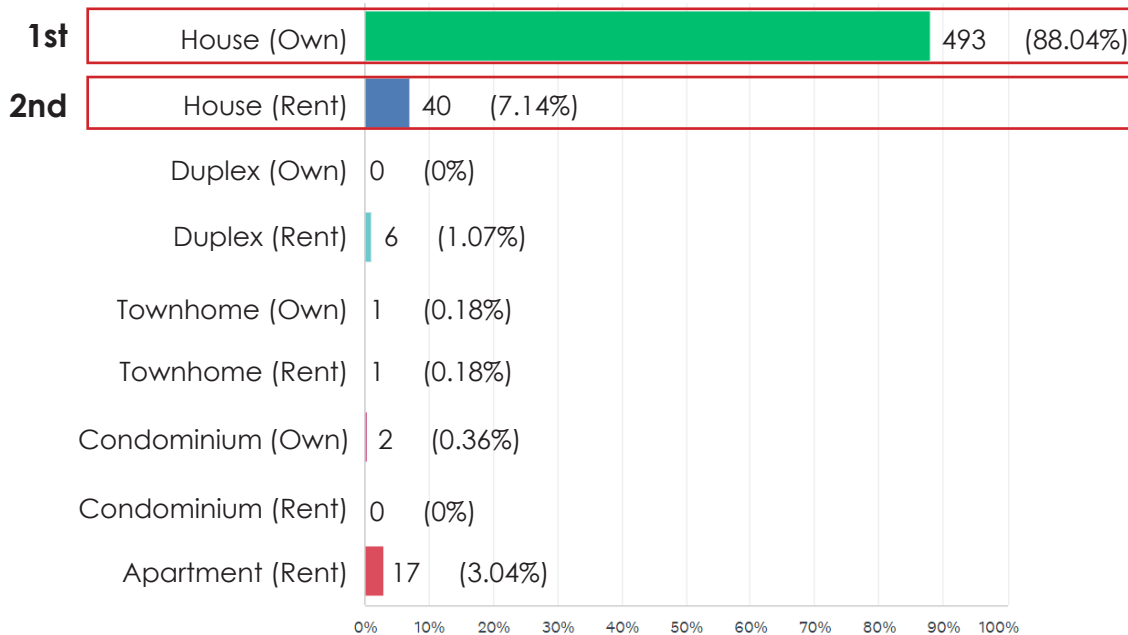
**Question 16:** Which residential housing types do you think Springfield needs more of? (pick top three)

Answered: 553 Skipped: 11



**Question 17:** What is your residence and do you own or rent?

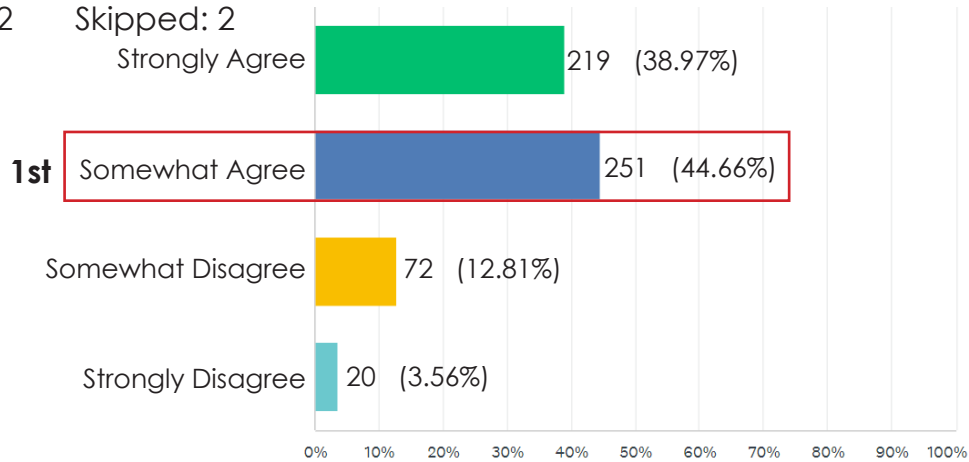
Answered: 560 Skipped: 4



# Survey Data

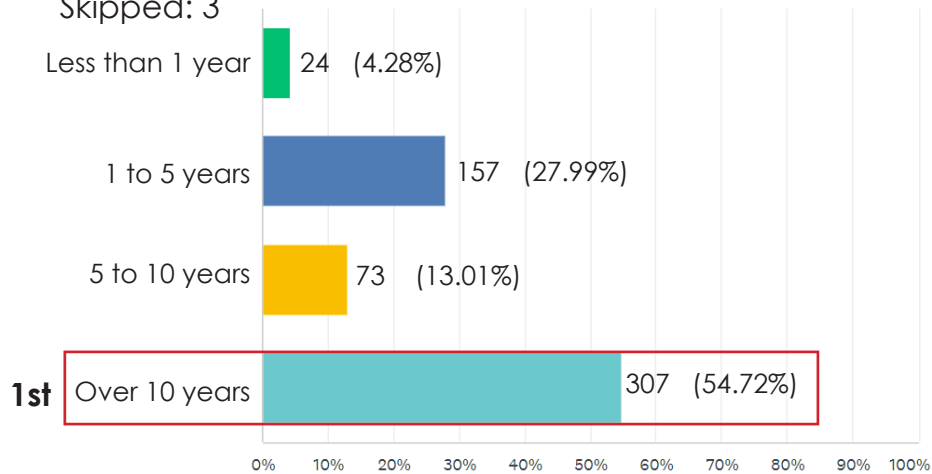
**Question 18:** The addition of parks, greenway, and recreational opportunities should be a priority for the city.

Answered: 562 Skipped: 2



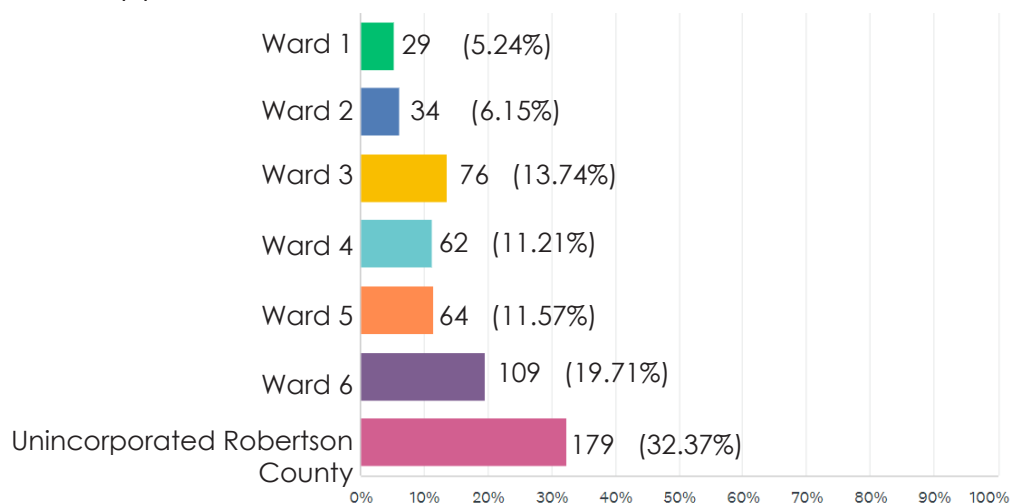
**Question 19:** How long have you lived in Springfield?

Answered: 561 Skipped: 3



**Question 20:** What ward do you live in?

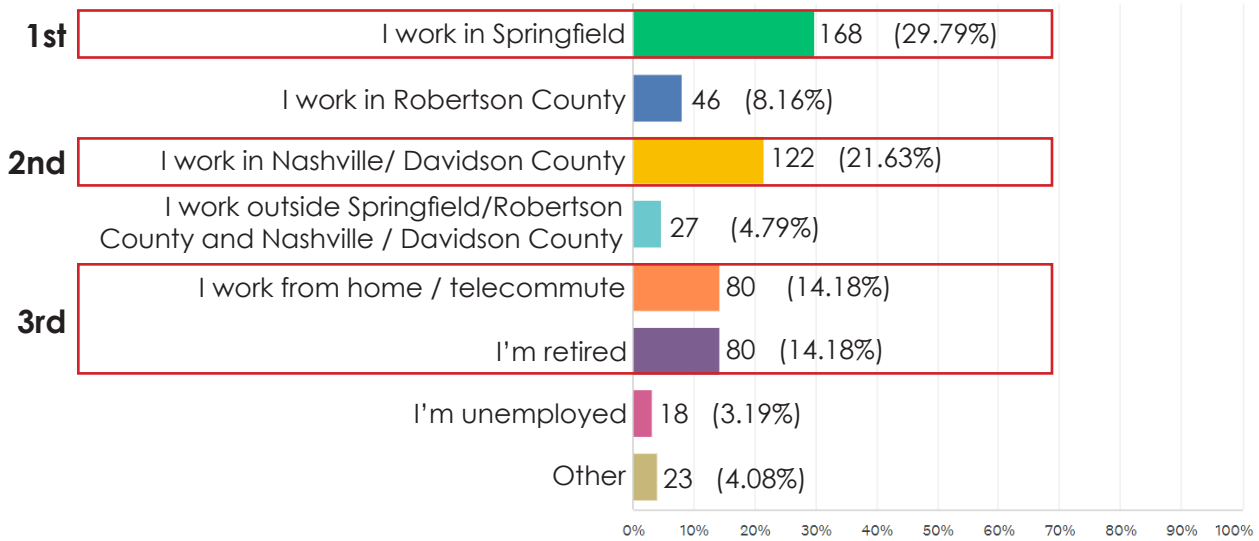
Answered: 553 Skipped: 11



# Survey Data

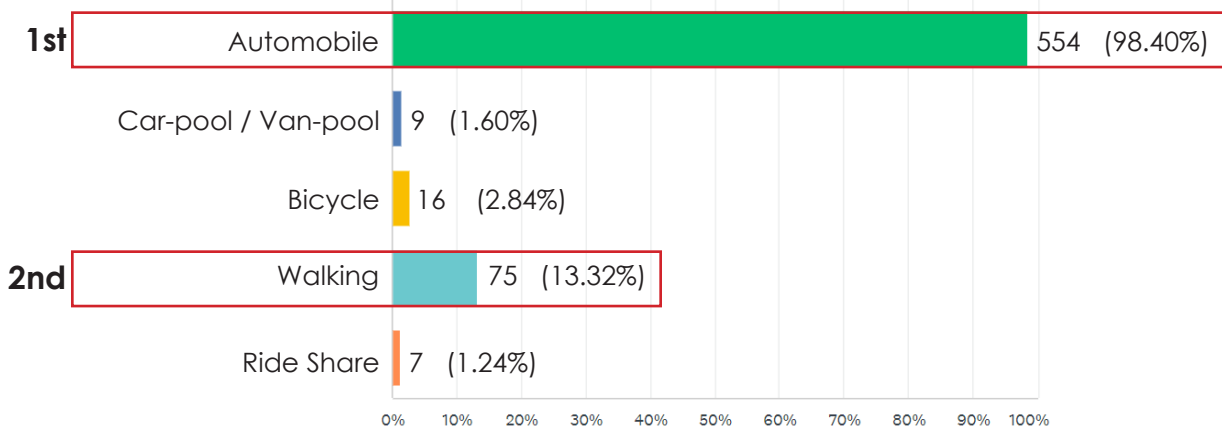
**Question 21:** Where do you work?

Answered: 553 Skipped: 11



**Question 22:** What are your primary modes of transportation? (Mark all those you use on a regular basis)

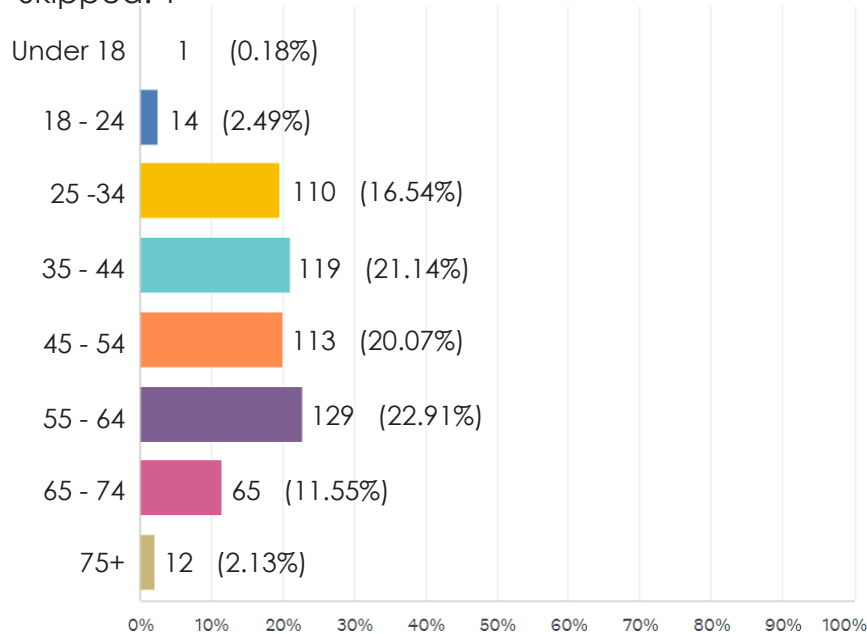
Answered: 563 Skipped: 1



# Survey Data

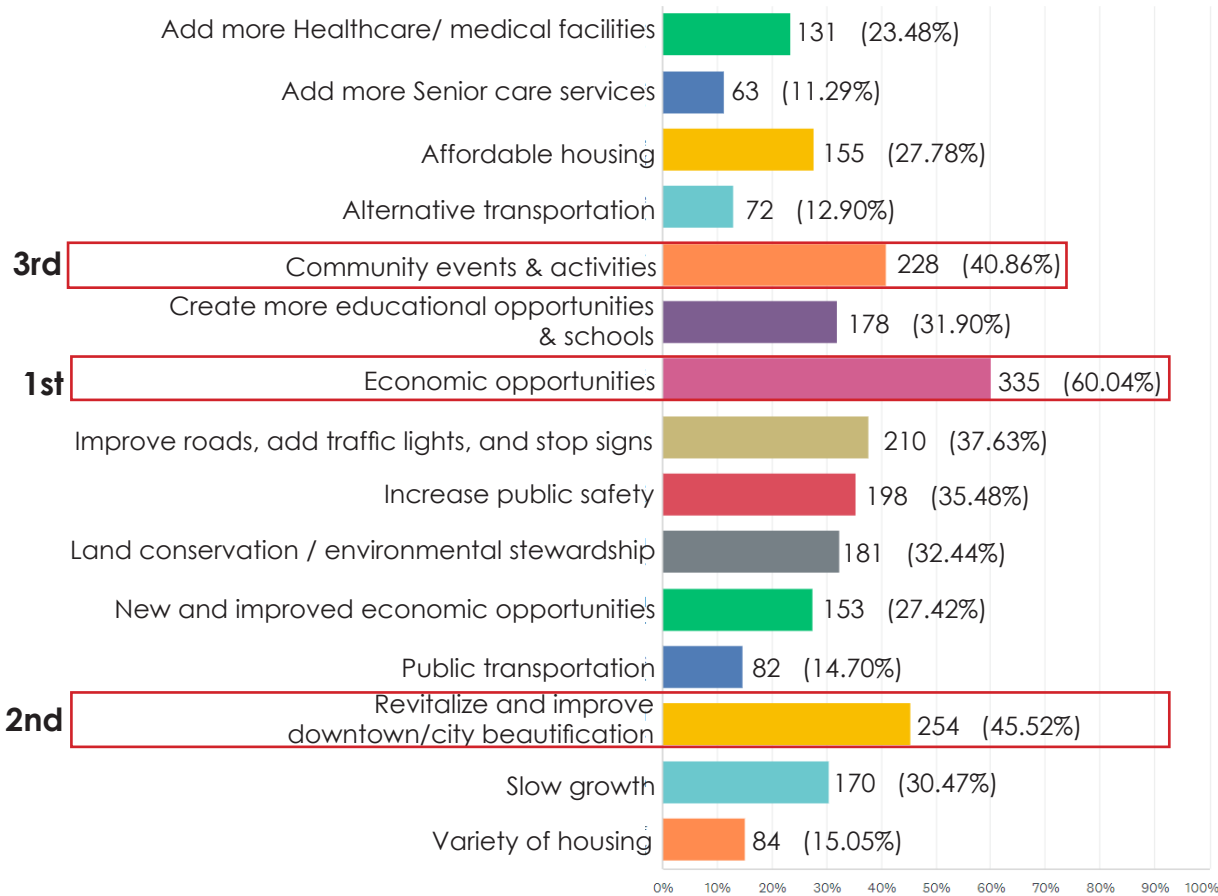
**Question 23:** How old are you?

Answered: 563 Skipped: 1



**Question 24:** What top five things do you want to see change in the City of Springfield? (Choose top 5)

Answered: 558 Skipped: 6



# Guiding Principles

**Reason for Guiding Principles:** The Guiding Principles for The Springfield Comprehensive Plan are important because they become the framework for shaping the vision of the city and its growth for the next 20 years. The guiding principles directly establish the policy goals of the city and define the future land use categories and how they are mapped in anticipation of the city's existing conditions and future development. The following principles were established during the comprehensive planning process:

**Guiding Principle 1: Plan for Growth Management.** The City of Springfield is poised for significant growth. Springfield is in close proximity to the Nashville metro area and currently has substantial water and sanitary sewer capacity availability. It also has the charm of a "small-town community". The city desires to benefit from growth while also maintaining a certain quality of life that comes with its rural surroundings and approachable size. It is the city's goal to have a plan for shaping the growth to come and not allow it to happen in a haphazard fashion. A strong transportation network and the provision of emergency response must be part of this growth plan.

**Guiding Principle 2: Maintain Economic Sustainability.** As the city expands it will be important to accommodate commercial and industrial opportunities as well as residential ones. Provision for future jobs and economic drivers are important. The commercial tax base will need to supplement the anticipated need for more infrastructure, schools and public amenities that come with residential growth. Springfield will benefit from policies and actions that encourage mid to high level wage growth in the city and provide opportunities for a well trained and technically skilled work force.

**Guiding Principle 3: Encourage a Vibrant Downtown.** The historic square and downtown area reflect the health and heartbeat of the city. It is important to encourage strong places of retail, commerce, and social activity in the historic downtown as growth continues outward from the city's core. It is also important to maintain the integrity of historic residential neighborhoods that surround the downtown area.

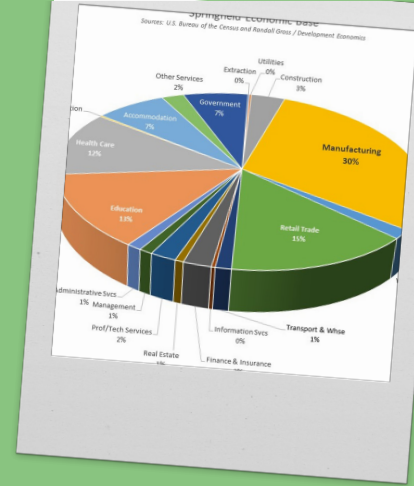
**Guiding Principle 4: Encourage More Retail, Restaurant and Entertainment Amenities.** As the city continues to grow, there should be an increase in retail and restaurant and entertainment opportunities that come with development. The city would like to see more mixed-use (residential, commercial and office) development as part of the city's growth.

**Guiding Principle 5: Protect and Provide Parks, Greenways and Open Space.** The city has implemented a strong park and greenway system. As future growth occurs the expansion of these valuable community assets needs to be considered and integrated into development and infrastructure plans. Future development needs to identify environmental constraints and plan in context with the physical characteristics of the land, including slope, soil types, shallow depth to karst geological formations and sinkholes, floodplains, wetlands, and protect habitat and other environmental characteristics.



# 2

## Economic & Demographic Background



### Introduction

#### From Randall Gross / Development Economics:

This report provides background information on existing socio-economic conditions as input to the Springfield Comprehensive Planning effort. Field reconnaissance, research, and baseline analysis were conducted to generate information on the city's demographic and economic trends, housing, real estate market conditions, and other factors impacting on the lives of Springfield residents and on local business, land use and development. The following report summarizes findings from this assessment.

### Assets and Features

#### From Randall Gross / Development Economics:

It is important to first recognize Springfield's unique features, assets, and characteristics that help to make the city a special place. Springfield is an historic community with a relatively intact traditional downtown square that helps to give the city its own identity and serves as a walkable and appealing amenity for residents and visitors alike. Springfield continues to serve as a market hub for the surrounding agricultural region, and the city retains its rural flavor. People and businesses are increasingly searching for communities that exhibit a "sense of place," anchored in history and generating an attractive and authentic setting for people to walk, shop, work, play, and socialize that is not just "manufactured" for consumers. Springfield offers that authentic sense of place.

Springfield is proximate to a major city, located within Nashville's metropolitan area of 2.1 million people as well as being located near rapidly growing Clarksville. While the city lacks direct access to the interstate system, it is easily reachable via eight branches of state and federal highways. Yet Springfield has its own distinct culture and small-town character separate and apart from Nashville and its suburbs. The city's population is relatively diverse for a small Middle Tennessee town and Springfield offers amenities including the Springfield Greenway, parks, & access to the Highland Rim natural scenic areas. Local health and educational opportunities include TriStar NorthCrest Medical Center, Springfield Schools, Volunteer State Community College Highland Crest Campus, and the Highland Rim Agresearch & Education Center. The First Fridays and local music and cultural events also add amenity value to the community.



# Demographics

## ***From Randall Gross / Development Economics:***

Springfield is a growing community but has not experienced the population boom that some of the other Nashville Metro-area communities have seen in recent years. The city had an estimated population of about 19,220 in 2022, representing an increase of 3,120 or 19.4% or 1.6% per year since 2010. By comparison, Gallatin has expanded by 4.9% per year, White House by 3.5% per year, Clarksville by 2.8%, Pleasant View 2.5%, and Hendersonville 1.9%.

However, Springfield has grown faster than Portland (1.5%), Coopertown (0.8%), Goodlettsville (0.7%), and Greenbrier (0.7%) among cities in the area.

As noted elsewhere in this planning document, Springfield is a relatively diverse community, with non-white residents representing roughly 42% of the city's total population. That being said, there has been a shift underway in recent years, with blacks representing a declining share and Hispanics representing a growing share of the population.

Household growth has lagged behind population growth, meaning the average household size is increasing. Household incomes have also increased by about 13% in real terms (after accounting for inflation) since 2010. Larger households may include more income-earning adults.



**From Randall Gross / Development Economics:**

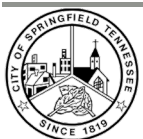
Some notable elements of demographic trends in Springfield include:

- Springfield continues to grow in population size at an average rate that is above the overall national average. This growth provides both some of Springfield's greatest opportunities and challenges.
- The population in Springfield has become increasingly diverse. The city should consider the importance of this diversity and how it will shape cultural expressions.
- Springfield's growth is strongly tied to the Metropolitan Nashville. The city will need to consider how infrastructure needs may start to significantly extend along its southern corridors beyond a comfortable distance from the city's core.
- A very large number of people commute in and out of Springfield for employment. This has appreciable impact on transportation needs along commuter corridors.
- There is a direct correlation between opportunities for higher wages and higher education in this city.

**From the U.S. Bureau of the Census and Randall Gross / Development Economics:**

DEMOGRAPHIC TRENDS, SPRINGFIELD				
Factor	2010	2022	Number Change	Percent Change
Population	16,097	19,221	3,124	+ 19.4%
Median Age	33.0	34.2	1.2	+ 3.6%
Black	23.8%	21.0%	-2.8%	- 11.8%
Hispanic	16.9%	19.9%	3.0%	+ 17.8%
Asian	0.66%	0.70%	0.0%	+ 6.3%
Households	6,003	6,898	895	+ 14.9%
HH Income	\$44,931	\$50,655	5,724	+ 12.7%
BA + Degree	10.8%	16.0%	5.2%	+ 48.1%
Poverty Rate	23.4%	23.6%	0.2%	

Notes:	Median Income expressed in constant 2021.
Sources:	U.S. Bureau of the Census and Randall Gross / Development Economics.



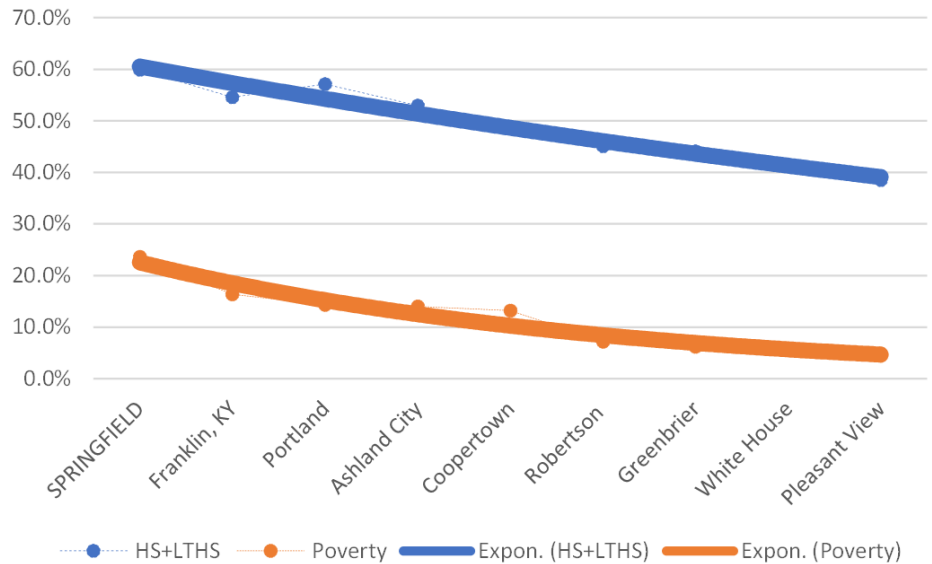
# Education

From the U.S. Bureau of the Census and Randall Gross / Development Economics:

Perhaps the most dramatic shift in Springfield's socio-economic factors has been a rapid increase in education levels, with 16% of the city's adults having a college degree, up nearly 50% since 2010. This increase may be indicative of an influx of newcomers rather than just an increase in education among existing residents. Higher incomes are usually associated with higher education levels. Springfield has a higher share of adults with less than a high school education than do some of the surrounding communities, so Springfield's poverty levels are higher and incomes are lower than in those communities. As the community sees an influx of higher educated households with more disposable income, poverty rates should decline; and demand will increase for certain consumer goods, services, housing, and amenities.

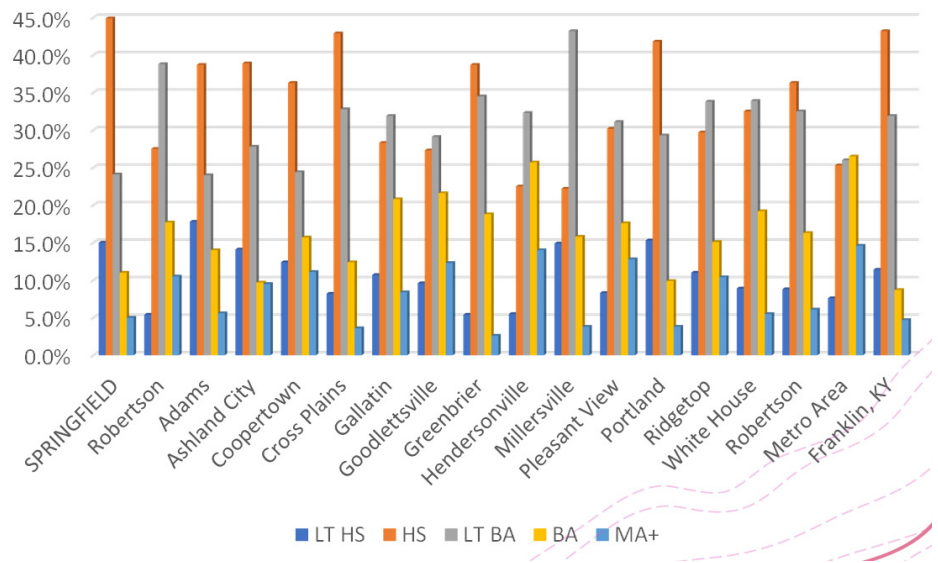
Relationship Between Lack of Education and Poverty, Springfield & Selected Communities (2021)

Sources: U.S. Bureau of the Census and Randall Gross / Development Economics



Educational Attainment, Springfield and Surrounding Communities (2021)

Sources: U.S. Bureau of the Census and Randall Gross / Development Economics

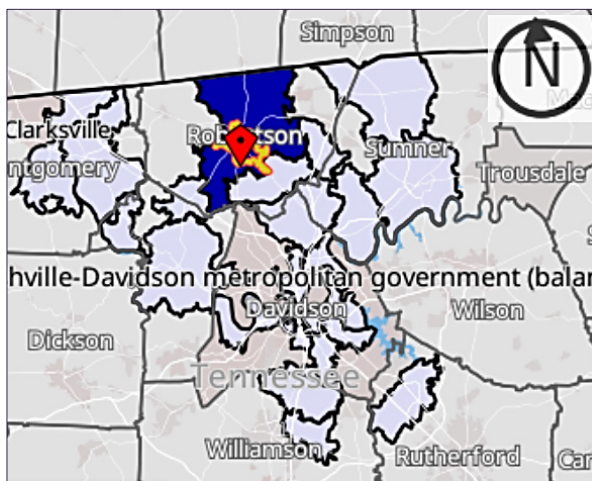


# Commutation Comparison - Residents

From the U.S. Bureau of the Census and Randall Gross / Development Economics:

Springfield has a large number of commuters as compared to many surrounding communities.

About 74% of Springfield's working residents commute out of town for work, with a large share commuting into Nashville. The city's commutershed extends into Nashville's northern suburbs in Sumner County as well as west to Clarksville. Surprisingly few Springfield residents commute to work north into Kentucky (e.g., Franklin or Bowling Green). About 27% of the people working in Springfield also live in Springfield, but others commute to Springfield from areas throughout Nashville's northern suburbs, Clarksville and southern Kentucky. Overall, 82% of Springfield's workers commute into town while 74% of Springfield's working residents commute out, as noted above. This daily commute contributes to traffic on the region's road network



Zip Code	Place Name	#	%
37172	Springfield	2,127	27.0%
37203	Nashville - West End	300	3.8%
37072	Goodlettsville	272	3.4%
37075	Hendersonville	190	2.4%
37073	Greenbrier - Ridgetop	184	2.3%
37204	Nashville - S	183	2.3%
37210	Nashville - SE/Airport	173	2.2%
37212	Nashville - Belmont	170	2.2%
37115	Nashville - Madison	149	1.9%
37067	Nashville - Cool Springs	146	1.9%
37211	Nashville - Antioch	146	1.9%
37040	Clarksville - Central	145	1.8%
37214	Nashville - Donelson	137	1.7%
37209	Nashville - N/Charlotte	124	1.6%
37066	Gallatin	121	1.5%
37188	White House	121	1.5%
37027	Brentwood	113	1.4%
37015	Ashland City	94	1.2%
37043	Clarksville - East	86	1.1%
37146	Pleasant View - Coopertown	85	1.1%
37217	Nashville - SE/Airport	83	1.1%
37228	Nashville - Metrocenter	80	1.0%
37167	Smyrna	78	1.0%

Sources: U.S. Bureau of the Census and Randall Gross / Development Economics



# Inflow / Outflow

From the U.S. Bureau of the Census and Randall Gross / Development Economics:

Workers:	Commute In	9,442	82.2%
	Staying	2,039	17.8%
		11,481	100.0%

Residents:	Commute Out	5,848	74.1%
	Staying	2,039	25.9%
		7,887	100.0%

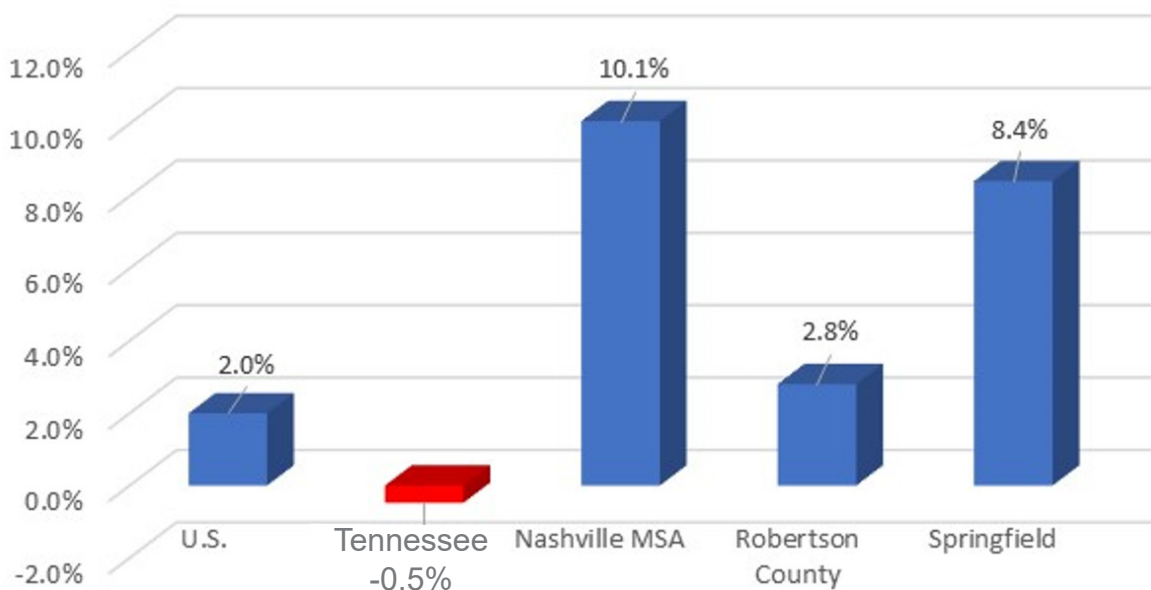
# Labor Force Growth

From the U.S. Bureau of the Census and Randall Gross / Development Economics:

Springfield has a total labor force of about 8,700 (as of August 2023), representing about 22% of Robertson County's total labor force. The city's unemployment rate has fallen steadily from 6.9% during the Covid Pandemic to 4.2% by August 2023. However, the city's unemployment remains higher than Robertson County's as a whole (2.9%), the Nashville metro area (2.7%), and the state (3.1%), indicative of structural issues in the local economic base. Springfield's labor force is growing, having added 8.4% since 2019. This growth has exceeded the national growth rate of 2.0% and a decrease in the state's labor force but is lower than the Nashville metro area growth rate of 10.1%.

Labor Force Change, 12/2019-8/2023,  
Springfield vs. Selected Areas

Sources: U.S. Bureau of Labor Statistics, Tennessee Department of Labor & Workforce Development; and Randall Gross / Development Economics



# Economic Base

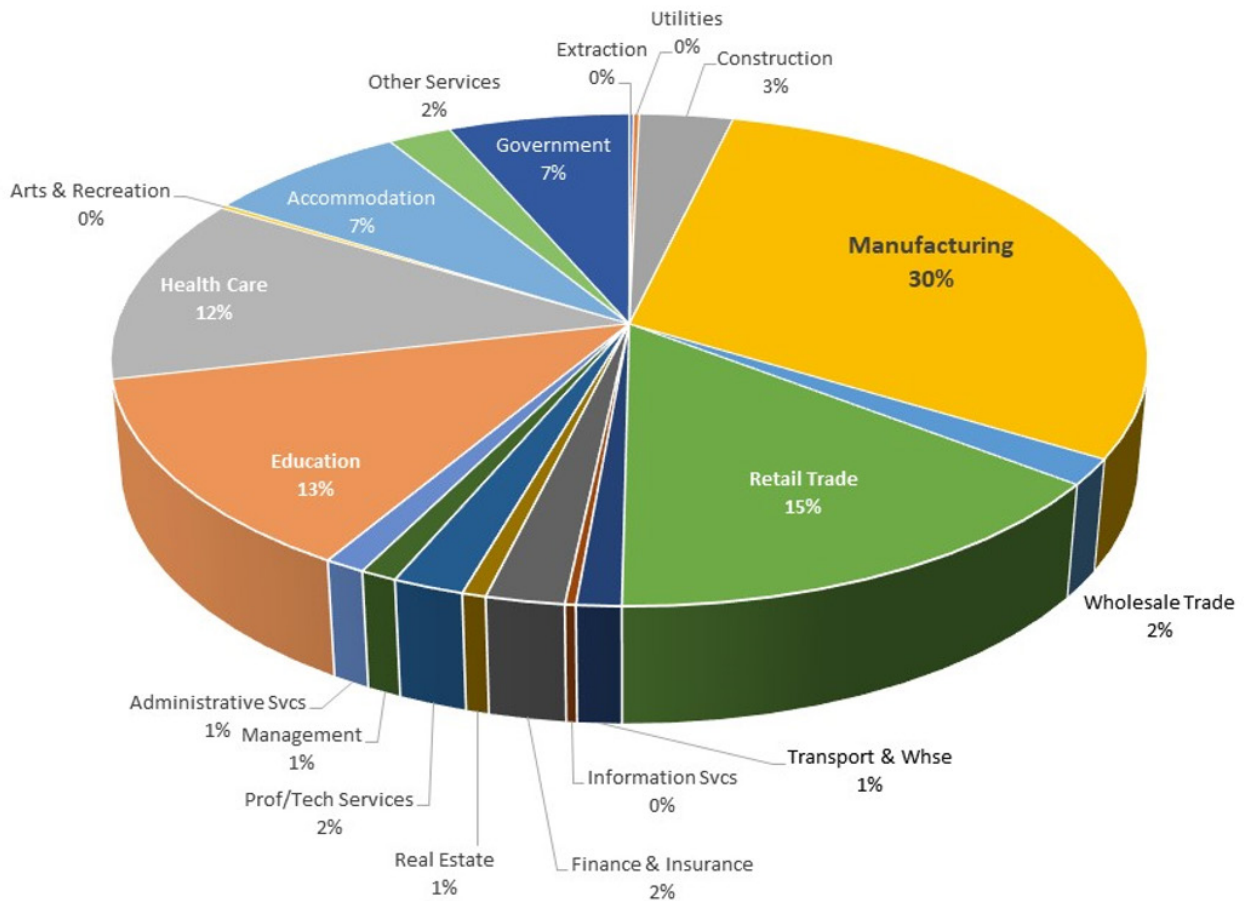
**From the U.S. Bureau of the Census and Randall Gross / Development Economics:**

Springfield has long been a traditional hub for manufacturing activity. Today, Springfield has a somewhat diverse economic base but is still relatively dependent on manufacturing, which accounts for 30% of Springfield's jobs. The city's largest private employers are all manufacturers, including Electrolux Home Products (manufacturer of electric and gas ranges), Martinrea Fabco (automotive stampings), Unarco Material Handling (steel storage racks), Johnson Electric (automotive actuators), and Owens Corning (appliance insulation). Springfield remains among the only cities in Middle Tennessee where manufacturing is the primary employment sector.

By comparison, only 7% of Springfield employment is in "white-collar" jobs like professional, technical, administrative, management, financial, and real estate services. Higher-educated residents are more likely to commute out of town to find jobs in those sectors. Meanwhile, about 15% of the city's jobs are in retail, 13% in education, and 12% in health care, all of which are somewhat dependent on income generated from manufacturing and other sectors. Another 7% of the city's jobs are in accommodation services, such as hotels and restaurants, an indication of tourism and hospitality's impact on the city's economic base. The city has less than 1% of its jobs in arts & recreation services, information services, extraction industries, and utilities.

**Springfield Economic Base**

*Sources: U.S. Bureau of the Census and Randall Gross / Development Economics*



# Employment Trends

## ***From Randall Gross / Development Economics:***

Springfield has a total of about 12,000 jobs. While remaining the city's largest sector, manufacturing employment fell dramatically between 2002 and 2020. The city had over 5,000 manufacturing jobs in 2002 but lost about one-third (1,820) by 2020, to a total of about 3,440. Nevertheless, the city has seen some recent uptick in manufacturing employment, with Electrolux investing more than \$250 million in a new plant expansion, although much of that space will be used for distribution rather than manufacturing. Martinrea has recently added nearly 100 jobs at its facility.

The city has seen steady growth in certain sectors. For example, accommodation and foodservice added about 340 jobs over the 18-year period, yielding 69% growth. The city has added health care, education, and public sector employment mirroring the growth of the community. Meanwhile, the professional, management, and financial services sectors - through small - have grown steadily. Professional and technical services added 42 jobs (23%), finance added 62 jobs (34%), and management services added 37 jobs (47%) over the 18-year period. Ideally, these sectors would be growing more rapidly in order to supply jobs for the many Springfield residents who are otherwise commuting out of town for work in these types of jobs.



# Employment Trends

From the U.S. Bureau of the Census and Randall Gross / Development Economics:

AT-PLACE EMPLOYMENT TRENDS					
Industry Sector	2002	2010	2020	#	%
Extraction	19	3	17	(2)	-10.5%
Utilities	24	22	24	-	0.0%
Construction	373	372	386	13	3.5%
Manufacturing	5,063	3,769	3,442	(1,621)	-32.0%
Wholesale Trade	258	348	196	(62)	-24.0%
Retail Trade	1,442	1,496	1,698	256	17.8%
Transport & Whse	135	154	140	5	3.7%
Information Svcs	58	66	34	(24)	-41.4%
Finance & Insurance	184	295	246	62	33.7%
Real Estate	81	130	75	(6)	-7.4%
Prof/Tech Services	182	148	224	42	23.1%
Management	78	10	115	37	47.4%
Administrative Svcs	374	745	128	(246)	-65.8%
Education	1,242	1,548	1,474	232	18.7%
Health Care	1,189	1,379	1,405	216	18.2%
Arts & Recreation	62	41	29	(33)	-53.2%
Accommodations	496	628	839	343	69.2%
Other Services	265	190	262	(3)	-1.1%
Public Administration	563	683	747	184	32.7%
TOTAL	12,088	12,027	11,481	(607)	-5.0%
2010-2020				(546)	-4.5%

Sources:	U.S. Bureau of the Census and Randall Gross / Development Economics.
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# Springfield Share of County

*From the U.S. Bureau of the Census and Randall Gross / Development Economics:*

Springfield represents a declining share of Robertson County's economic base, with 27.4% less of the county's jobs than it had in 2002. This decrease is widespread, relating to every economic sector, with the largest decrease in administrative services (83% lower share of the county than in 2002), followed by transportation & warehousing (72% lower), wholesale trade (69% lower), and arts & recreation (59% lower). These numbers do not necessarily equate to any failure on the part of Springfield to attract or retain jobs but can merely indicate that the economy in other parts of the county is growing more rapidly. Still, having a solid strategy for economic development could help Springfield more effectively retain its competitive position within the county and capture its fair share of the county's growth in jobs and tax base.



# Springfield Share of County

From the U.S. Bureau of the Census and Randall Gross / Development Economics:

SPRINGFIELD SHARE OF COUNTY EMPLOYMENT					
Industry Sector	2002	2010	2020	#	%
Mining / Quarry	14.8%	1.9%	9.5%	(0.05)	-36.0%
Utilities	19.4%	N/A	11.8%	(0.08)	-38.9%
Construction	48.0%	45.8%	28.4%	(0.20)	-40.9%
Manufacturing	83.5%	77.8%	65.0%	(0.19)	-22.2%
Wholesale Trade	51.2%	36.5%	15.5%	(0.36)	-69.8%
Retail Trade	81.6%	67.1%	61.5%	(0.20)	-24.6%
Transport & Whse	19.6%	66.7%	5.5%	(0.14)	-71.8%
Information Svcs	90.6%	93.0%	60.7%	(0.30)	-33.0%
Finance & Insurance	72.4%	68.0%	38.6%	(0.34)	-46.7%
Real Estate	62.8%	18.5%	51.7%	(0.11)	-17.6%
Prof/Tech Services	69.5%	61.9%	59.4%	(0.10)	-14.5%
Management	97.5%	83.3%	58.7%	(0.39)	-39.8%
Administrative Svcs	70.3%	81.3%	11.9%	(0.58)	-83.1%
Education	99.3%	98.9%	92.6%	(0.07)	-6.7%
Health Care	90.3%	84.4%	75.1%	(0.15)	-16.8%
Arts & Recreation	62.6%	39.8%	25.7%	(0.37)	-59.0%
Accommodations	55.4%	51.8%	49.7%	(0.06)	-10.2%
Other Services	74.9%	68.6%	55.7%	(0.19)	-25.5%
Public Administration	78.5%	93.7%	94.7%	0.16	20.6%
TOTAL	75.5%	69.9%	50.8%	(0.25)	-32.7%
2010-2020				(0.19)	-27.4%

Sources:	U.S. Bureau of the Census and Randall Gross / Development Economics.
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# Real Estate

## **From Randall Gross / Development Economics:**

Existing real estate market indicators were reviewed in order to provide input on the current condition of the city's housing, industrial, retail, and office real estate markets.

### **Housing**

The existing housing conditions were examined in terms of both the physical construction as well as the existing local housing market. Key findings from these existing conditions assessments are summarized below.

### **Physical Conditions**

A high-level assessment was completed of existing housing conditions in the city. Springfield has a diverse housing mix, although there may be unmet needs for workforce housing. The city has beautiful historic houses within the historic district neighborhoods surrounding the Square. Springfield also has nine houses, along with the Robertson County Courthouse and the Public Square listed on the National Register of Historic Places. However, none of these properties are protected from redevelopment unless they are located within a local historic district which includes such protections.

Outside of the historic core of the city, much of Springfield has older and lower-cost housing that is relatively well maintained. There are some exceptions where conditions have deteriorated due to lack of maintenance or resources, causing foundation, roof, or accessibility issues. There is also some weather damage and normal wear-and-tear. However, despite the presence of households living below the poverty level, there is no significant concentration of poor housing conditions. There are also several new housing subdivisions in the city and while housing appears well-built, there is a question of the need for more diversity in design.

### **Existing Market Conditions**

Zillow has defined the Springfield Housing Market as including areas surrounding and north of the city to the Kentucky stateline, as shown on this map. Within this market, the median housing sale price was calculated at \$328,750 (or \$226 per square foot) as of August of 2023. This price represents a 1.5% decrease year-over-year from 2022, indicative of the impact of rising interest rates on local as well as regional and national for-sale housing markets. The Springfield price is somewhat lower than the median in Greenbrier, calculated at \$382,500. There were nearly 300 homes for sale in Springfield in August 2023, with an average absorption of 32 per month. Houses took an average of 44 days to sell, which indicates that the city still has a relatively healthy market balance.

The city's average rent was \$1,523, according to the U.S. Bureau of the Census. Based on the average square footage of 1,084, the city had an average rent-per-square-foot of \$49.13. Rents have been increasing rapidly in Springfield, with an average escalation of 11.3% since 2022 and 52.9% over three years. This increase compares to the national escalation rate of 23.7% over that same period. Meanwhile, the rent-to-income ratio in Springfield was 36.1%, well over the ratios for surrounding and comparable communities within the area. For example, Nashville has an average rent-to-income ratio of 30.2%, with Gallatin at 29.6%. At the lowest end, White House is at 22.4% and Mt. Juliet at 21.3%. This ratio suggests that Springfield has an unbalanced rental market, with too few rental units available in the price range that is affordable to a large share of renters.



The city's low vacancy rate of 3.4% further indicates that the rental market is undersupplied, creating price pressures and rapid escalation in the market. About one-third of units were built prior to 1970 (50+ years), indicating an aging rental housing stock. The annual mobility rate is about 16%, suggesting that there may not be sufficient units that come available each year to supply demand in the existing market.

## Industrial

As noted earlier, Springfield is a manufacturing center. So it is not surprising that the city has nearly 5.0 million square feet of leasable industrial space. And, with only 46,600 square feet of vacant space (1.0%), the city has a very tight industrial supply. Based on industrial construction trends, the city has seen a gradual increase in the amount of industrial space absorbed annually, assuming that most of the city's space is in owner-occupied buildings. Absorption has fluctuated decade-by-decade, but is currently in an upcycle, with about 50,000 square feet built and absorbed per year over the past 13 years. Still, the city saw nearly 120,000 square feet of industrial space built per year during the 1990s, a benchmark far beyond current absorption. Given the overall trends in industrial real estate within Middle Tennessee, demand is likely to continue shifting from manufacturing to distribution activity like that seen in submarkets like Lebanon and Smyrna. However, Springfield's distance from the interstate system suggests that the city is less likely to participate as much in that market.

## Retail/Office Commercial

Based on available assessment data, Springfield has a total inventory of about 700,000 square feet of shopping center space. Among the largest centers are the Walmart Super-center (204,600sf) and Centre State Shopping Center (147,500sf). Springfield has a shopping center vacancy rate of 4.1%, which indicates a relatively healthy market. For example, many shopping center managers target a 5.0% vacancy rate to allow for tenant turnover. There is the 96,400 square foot Mooreland Retail Center proposed on Tom Austin, which will increase overall supply. Among shopping centers currently leasing, the average lease rate is \$19.17 per square foot. There is only a limited supply of leasable office space in Springfield, such as the 66,000 square-foot TriStar Northcrest Medical Center, indicative of the low level of professional sector employment. The office vacancy rate is also relatively low at 4.5%, based on inventoried space. Downtown Springfield provides a traditional mixed-use environment with retail stores, restaurants, professional services (primarily attorneys), and other office uses. There is an emerging list of coffee shops, restaurants, and other businesses catering to a growing mix of local consumers. There may be potential to support more downtown businesses if efforts are made to focus on establishing downtown as a destination for visitors and residents through more arts, cultural, recreational, dining, entertainment, and event activities. These opportunities have not been tested in the market.



# Market Indicators: For-Sale Housing

From Zillow and Randall Gross / Development Economics:

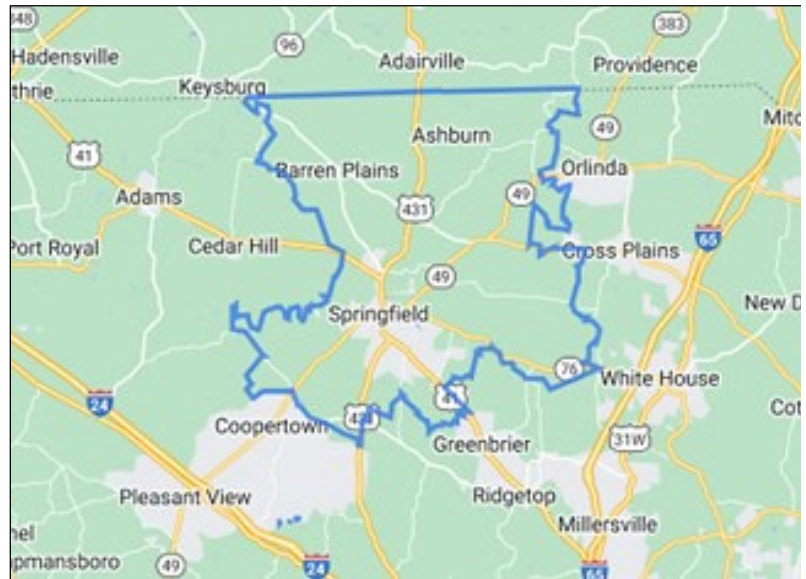
According to Zillow

<b>Median Housing Sale Price</b>	\$328,750
Change (1-Year)	-1.5%
Price per Square Foot	\$226.00
Greenbrier Sale Price	\$382,500

**Homes for Sale 8/23** 242

**Homes Sold / Month** 32

**Days on the Market 8/23** 44



# Market Indicators: Rental Housing

From Point 2 Homes and Randall Gross / Development Economics:

<b>Average Rent</b>	\$1,523
Average Square Footage	\$1,084
Rent Per Square Foot	\$49.13
Change (1-Year)	+11.3%
Change (3-Year)	+52.9%
Change (3-Year)-USA	+23.7%
Rent-to-Income Ratio	36.1%

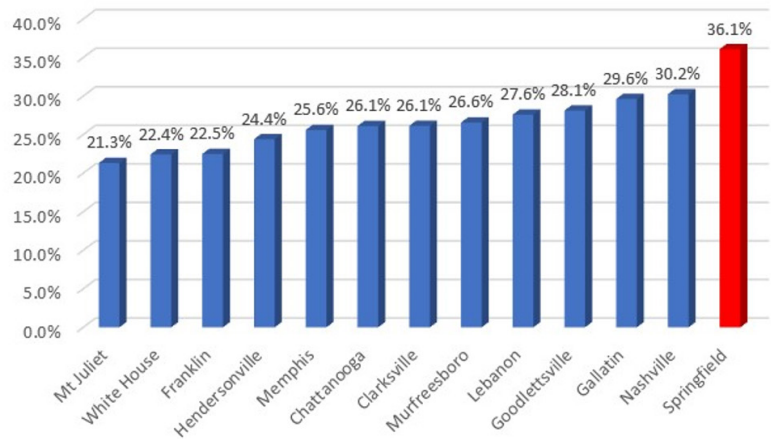
**Vacancy Rate** 3.4%

Occupied Units built before 1970 31.1%

**Annual Mobility Rate** 16.3%

Rent-to-Income Ratio, Springfield and Selected Tennessee Cities

Sources: Point2Homes and Randall Gross / Development Economics



# Market Indicators: Industrial

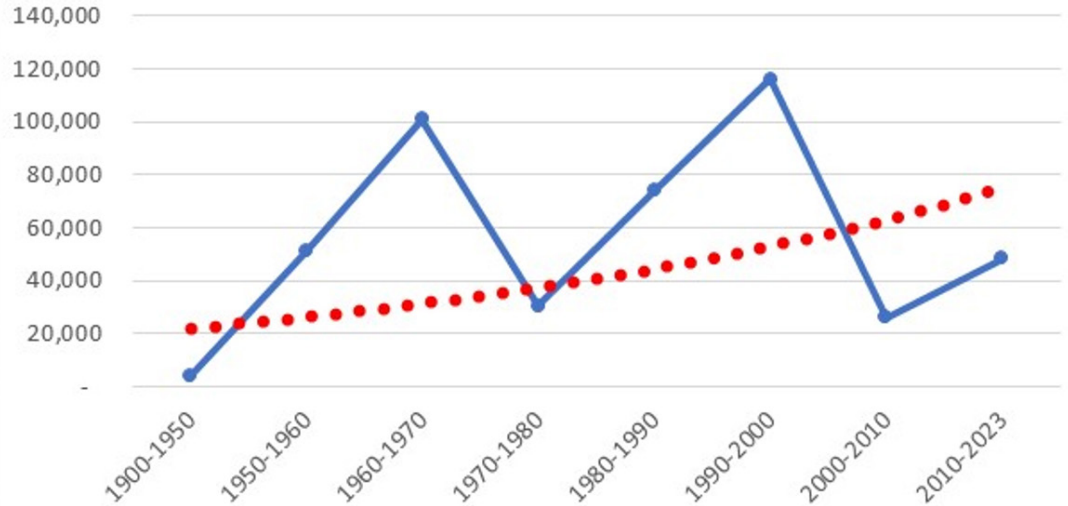
From Robertson County Assessor, Nashville MLS and Randall Gross / Development Economics:

**Inventory:** 4.8 million leasable square feet

**Vacancy:** 1.0% (46,600sf)

## Springfield Industrial Development Annual Average Trends, 1900-2023

Sources: Robertson County Assessor, Nashville MLS, and Randall Gross / Development Economics



# Market Indicators: Retail

From Robertson County Assessor, Nashville MLS and Randall Gross / Development Economics:

Shopping Center Inventory 700,000+ leasable square feet

Walmart Super-center 204,600 sf

Centre Stage 147,500 sf

Lowe's 117,400 sf

Springfield Station 100,000 Sf

Tractor Supply 93,600 sf

Proposed Mooreland Retail Center 96,400 sf on Tom Austin

Vacancy: 4.1% (28,400 sf)

Average Rent: \$19.17 psf (SC currently leasing)

Downtown: Traditional Historic Square, Emerging Mix

Limited Leasable Office Choice (66,000sf TriStar Northcrest Medical Center, etc.)

4.5% Vacancy in inventoried space



# Fiscal Conditions

## ***From Randall Gross / Development Economics:***

The City's fiscal health and structure were examined based on a review of Springfield's budget and comprehensive financial report. Key findings are summarized below.

### **Expenditures**

A municipality's expenditures reflect state requirements as well as the policy and political priorities of the local government in the provision of services. Springfield's local government serves primarily as a provider of utility services, if measured by overall expenditures, with roughly \$54 million of the City's \$69 million budget or nearly 80% spent on utility services including electricity, gas, water, and sewer. In fact, the City of Springfield is a net provider for several surrounding communities. The city's utilities are funded through self-operating funds that set rates based on the cost of providing service.

Excluding utilities, the City primarily provides public safety, street maintenance, and recreation services through about \$15 million in expenditures. Nearly half of the City's non-utility expenditures are in public safety, with Springfield experiencing a declining crime rate in recent years. Community development and planning represents just 0.6% of the City's budget.

### **Revenues & Fund Balance**

Springfield generates more than \$19 million in revenue, excluding the amounts raised by the self-operating utility funds. Nearly one-half of the City's funding is raised through sales taxes, with 25% generated through property taxes and 10% through user charges and fees. Remaining funds are raised from various sources including operating grants, alcoholic beverage taxes, business taxes, investment earnings, fines & forfeitures, and other sources.

Because Springfield generates more revenue than it expands on services it provides, the City has a fund balance. That balance had increased to \$24.7 million by 2022. The balance has increased by 20% in 2022 alone. Nearly 60% of this amount (\$13.8 million) was in unrestricted funds. Debt represents just 3% of the City's budget and is declining as a share of the overall budget. As a result of the prudent and conservative management of funds, the City may have some opportunities to increase community development spending to meet community needs associated with affordable housing and growth management.



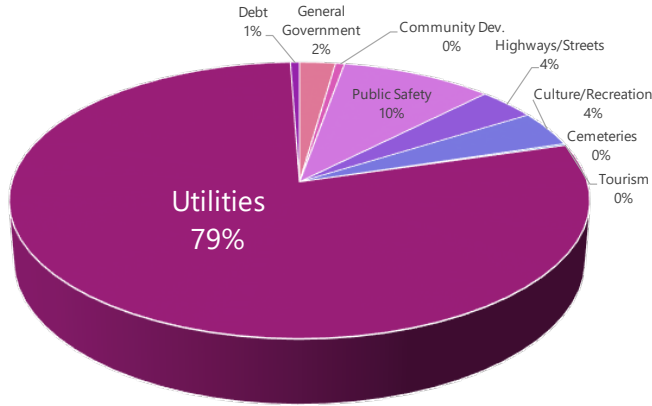
# Fiscal Reviews: Expenditures

\$68.6m total (\$14.5m excl. self-funding utilities)

From the City of Springfield CAFR and Randall Gross / Development Economics:

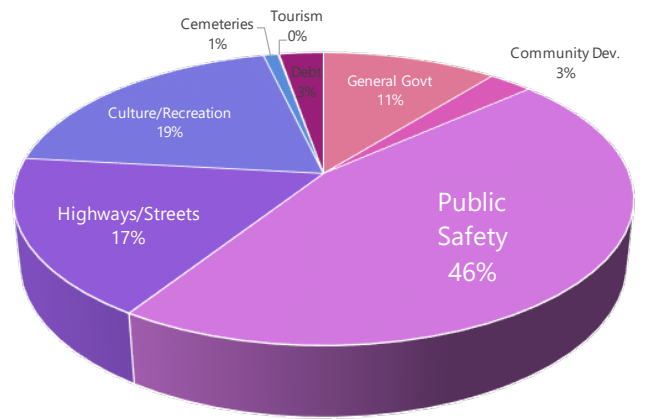
FY 2021-22 Springfield Expenditures

Source: City of Springfield CAFR and RGDE



Springfield FY 2021-22 Expenditures (Excluding Business-Type Activities)

Sources: City of Springfield CAFR and RGDE



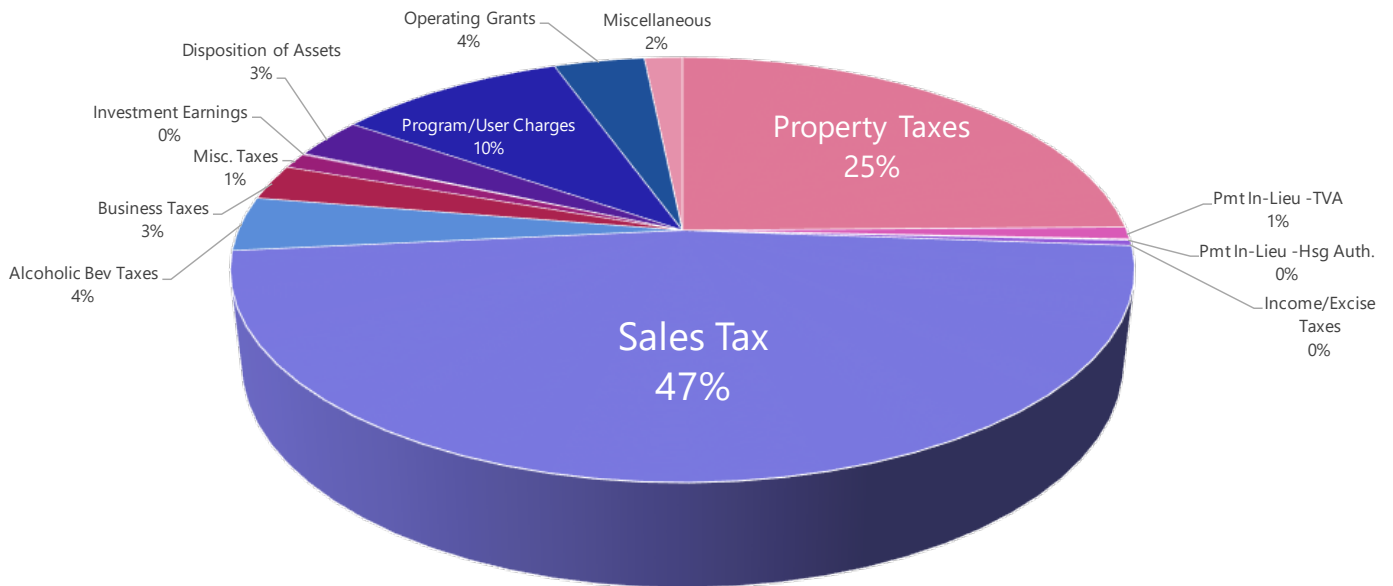
# Fiscal Reviews: Revenues

\$19.2 m total (excluding self-funding utilities)

From the City of Springfield CAFR and Randall Gross / Development Economics:

Springfield FY2021-22 Revenues

Sources: City of Springfield CAFR and RGDE



# Fiscal Review - Key Findings

**From City of Springfield CAFR and Randall Gross / Development Economics:**

Springfield is primarily a provider of utility services

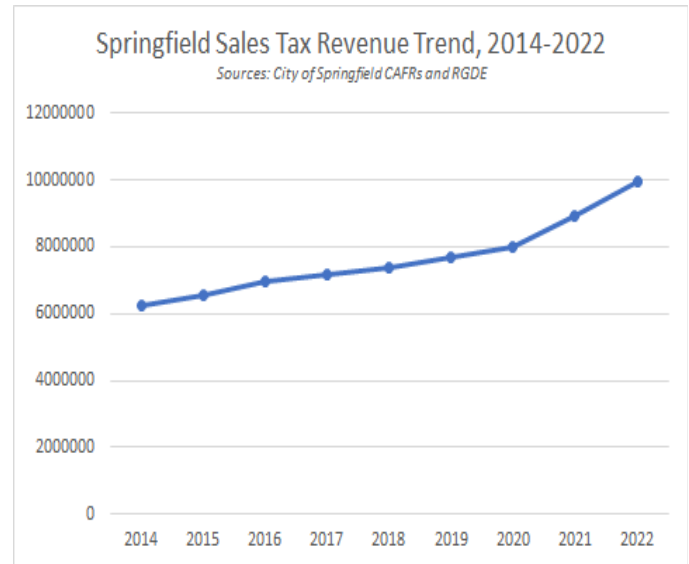
- Electricity, Gas, Water, Sewer
- Electricity is a net revenue generator and Springfield sells to others.
- Other primary services include public safety, streets, and recreation.
- Community Development represents just 0.6% of the budget.

Springfield is dependent on sales taxes for general services

- Utilities are self-funded through user charges (proprietary funds)

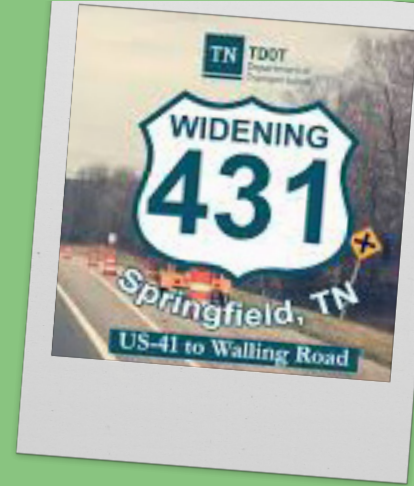
The City generated a fund balance (excess revenue over expenditures) of \$24.7m in FY 2022.

- Nearly 60% of this amount (\$13.8m) was in unrestricted funds
- The fund balance increased by nearly 20% in 2022.
- Debt represents 3% of the budget and is declining.
- Opportunities to increase community development spending to meet community needs.



# 3

## Transportation Network



Given that the City anticipates continued population growth and the expansion of economic and land development opportunities; it is important to recognize the increased demands that will be placed on the City's transportation systems relative to future land use. The Major Transportation Plan, projected to year 2044 evaluates the existing street and corridor network relative to MPO and TDOT data and considers present and future mobility needs connected to growth and development. Evaluation of the transportation network needs to happen hand in hand with the Future Land Use Map projections.

### General Considerations

- Areas of high-density residential, commercial, and industrial land use should be well connected to collector and arterial road networks.
- The more options and alternative routes that are available in a transportation network the better.
- The transportation network should consider multi-modal options (e.g., mass transit, automobiles, bicycles and pedestrians)
- Roadways and streets often compose the largest area of dedicated public space in a city. How they are designed and maintained has significant impact on the quality of life for City residents.

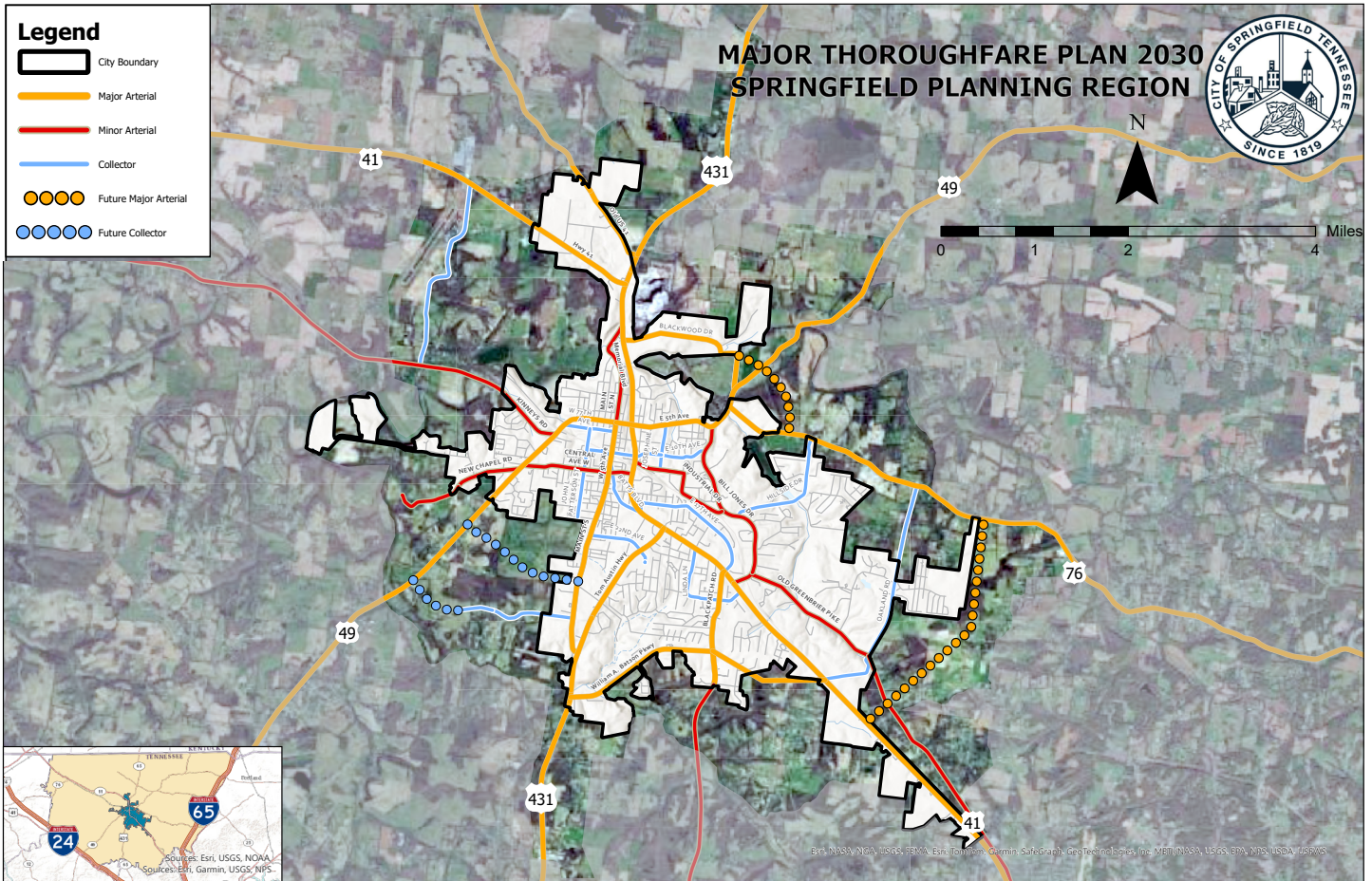
### Key Points relative to the Existing Transportation Network

Some of the key considerations from the Transportation Plan that will affect Future Land Use include:

- The need to improve connections between the existing primary transportation corridors to Springfield's downtown and local street grid.
- The need to continue exploring additional corridor capacity for arterials that feed into Interstate connections on I-24 and I-65.
- As traffic volumes increase: Street design, intersection design and access control and management should be part growth and development land use considerations.



Figure 1: Existing Major Thoroughfare Plan 2030



See Appendix for larger copy of map



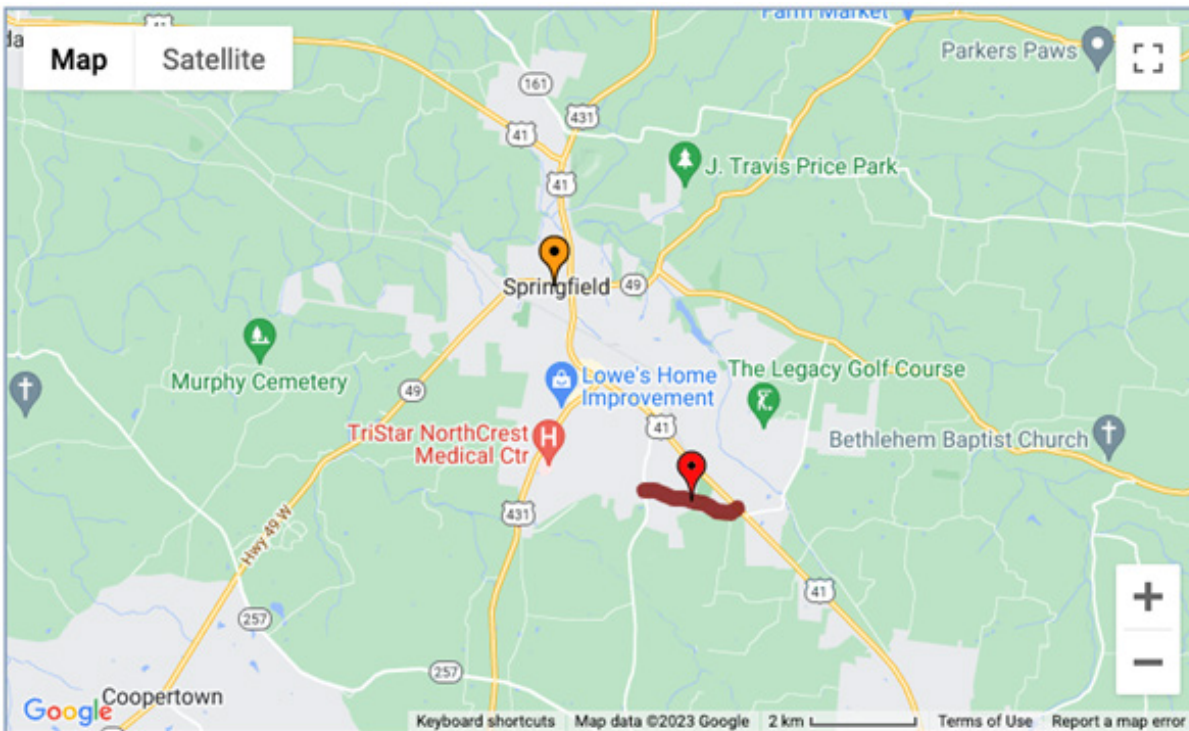
# Nashville MPO TIP and LRTP Review

Both the Nashville MPO Transportation Improvement Plan (TIP) and Long-Range Transportation Plan (LRTP) include language specific to Springfield and Robertson County. The following information has been compiled from both plans, regarding current and upcoming transportation projects, trends and forecasts, and bicycle and pedestrian level of service.

## Transportation Improvement Program 2020-2023

The TIP includes two (2) projects in the Springfield area.

Project 1: Resurfacing, restoration, and rehabilitation (3R) improvements on various roads within the Springfield urban area. The roads are not specified.



City of Springfield 3R Improvement Program (Grouping)

*Resurfacing, restoration and rehabilitation improvements of various roads within the Springfield urban area.*

TIP Project ID: **2017-39-905**      Improvement: ■ **Road Upgrades**      Total Cost: **\$1,012,546**  
 Location: **Robertson County**      Lead Agency: **Springfield**      [More Information >>](#)

**2 transportation projects are visible on the map that meet the specified criteria:**

TIP ID #	Project	Type	Location
<a href="#">2017-39-905</a>	City of Springfield 3R Improvement Program (Grouping)	Road Upgrades	Robertson County
<a href="#">2017-31-031</a>	W.A. Batson Parkway Extension (Phase 1)	New Road	Robertson County



Project 2: Road extension of W.A. Batson Parkway (Phase 1)

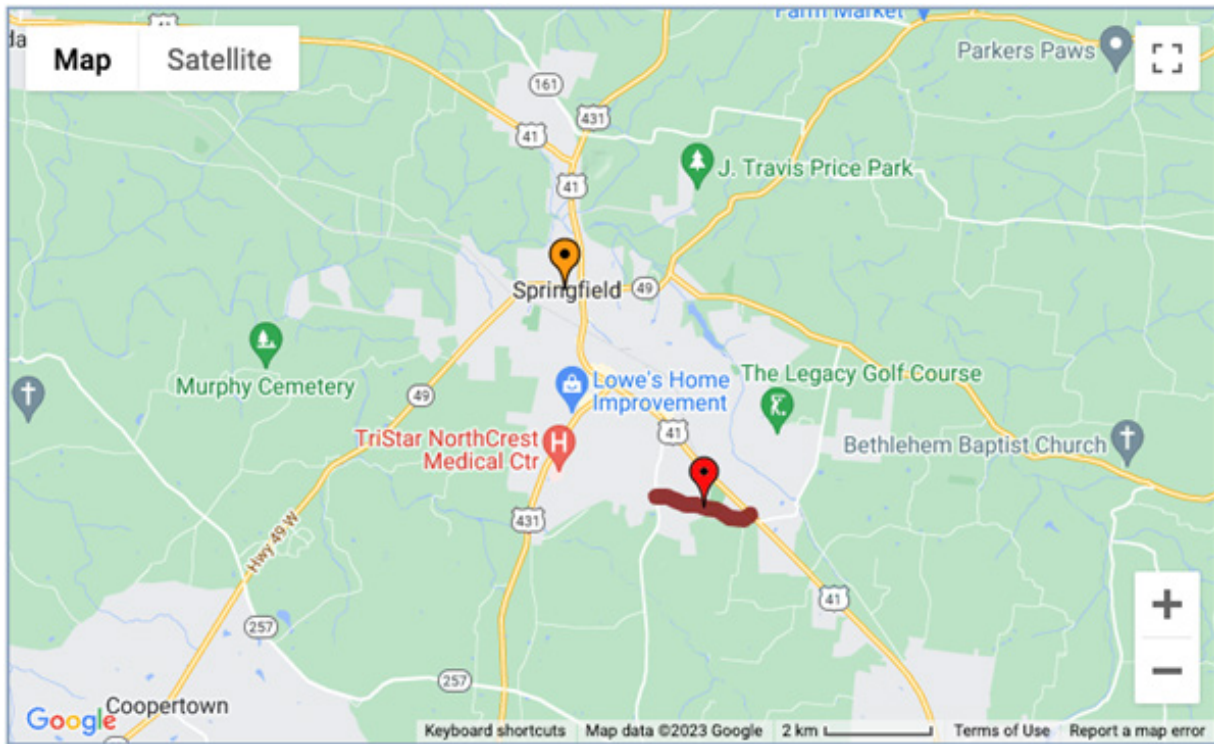
- Work is ongoing – estimated completion July 2024

Status of TIP 2017-20

- Phase 3 of the Springfield Greenway is underway.
- Phase 1 of the WA Batson Pkwy extension is underway.
- 3R Improvement program was programmed.

Other notes

- ADA Transition Plan Is complete and posted on the website.



W.A. Batson Parkway Extension (Phase 1)

Extension of W.A. Batson Parkway in Springfield from Blackpatch Drive to SR-11/US-41. Includes two 12-foot travel lanes separated by a 14-foot landscaped median and 10-foot shoulders.

TIP Project ID: **2017-31-031**  
 Location: **Robertson County**

Improvement: ■ **New Road**  
 Lead Agency: **Springfield**

Total Cost: **\$7,500,000**  
[More Information >>](#)

**2 transportation projects are visible on the map that meet the specified criteria:**

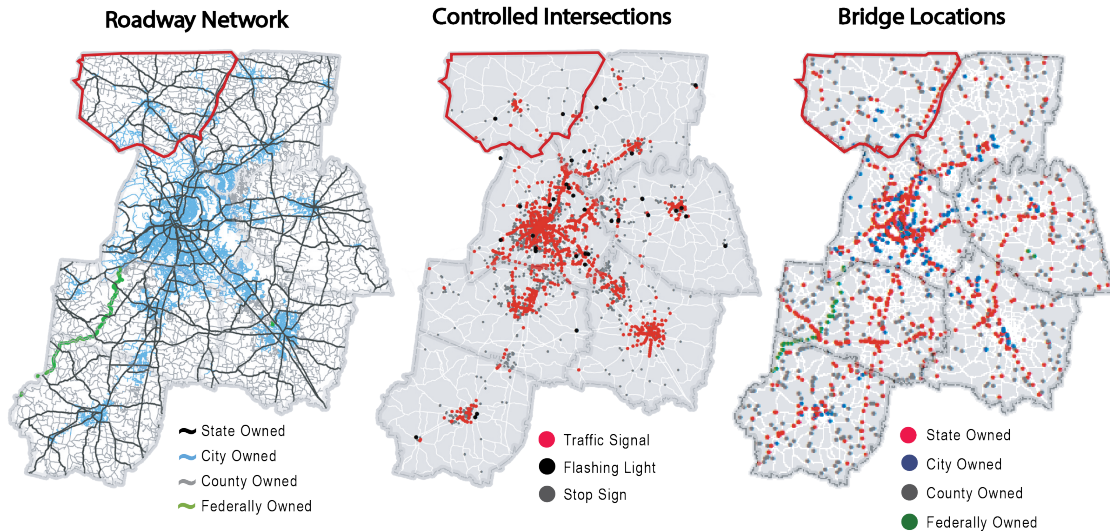
TIP ID #	Project	Type	Location
<a href="#">2017-39-905</a>	City of Springfield 3R Improvement Program (Grouping)	Road Upgrades	Robertson County
<a href="#">2017-31-031</a>	W.A. Batson Parkway Extension (Phase 1)	New Road	Robertson County



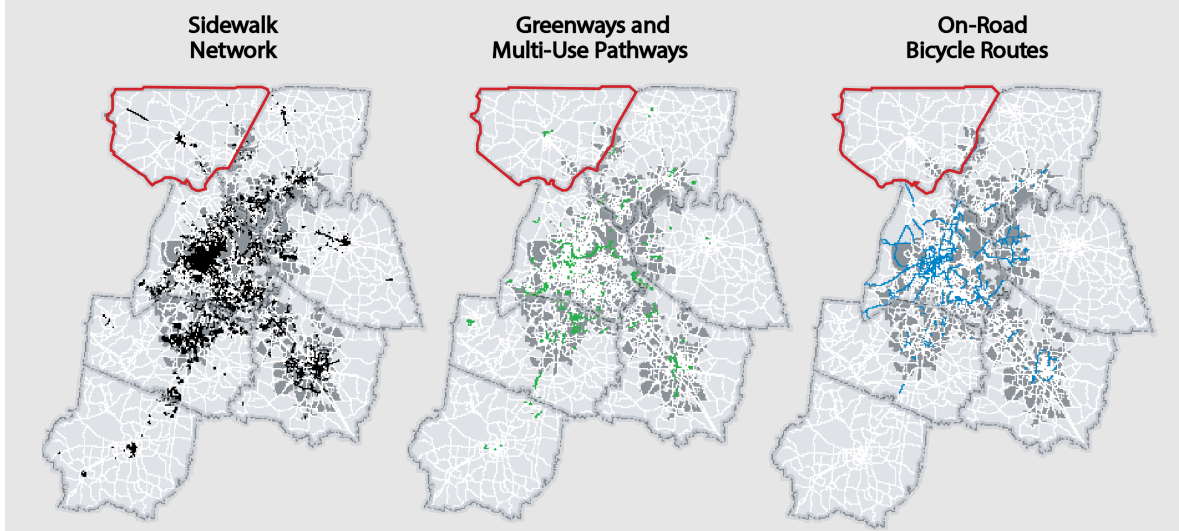
The following is a summary of information from the Long Range Transportation Plan - Middle TN "Connected" Regional Transportation Plan 2021-2045

# Current Transportation Assets

## Roadways and Bridges



## Bicycle and Pedestrian Facilities



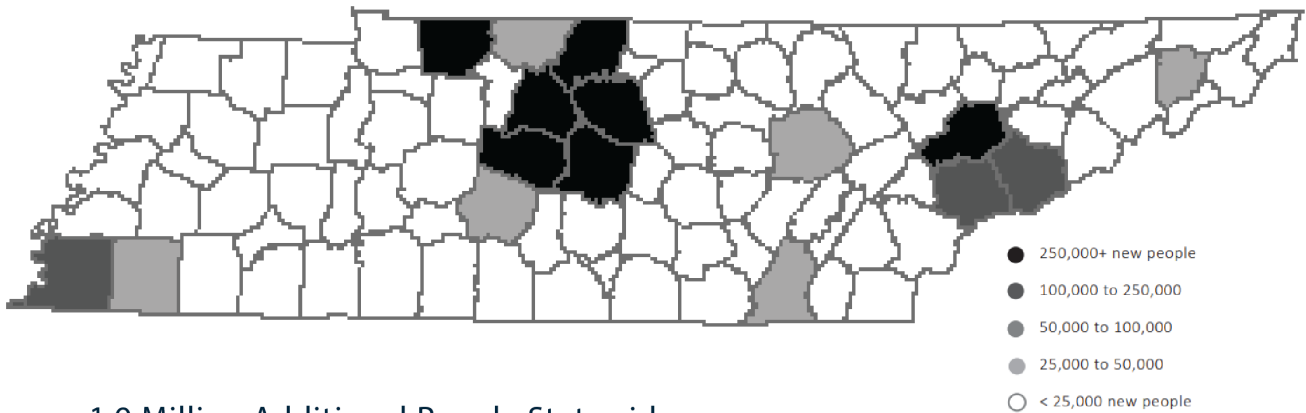
- Robertson Co. has sparse sidewalks, but they are mostly concentrated in downtown Springfield.
- Robertson Co. has no on-road bike facilities.
- The RTA transit line extends into downtown Springfield, and there are 2 Park N' Ride lots.



# Trends and Forecasts

## Statewide Growth Trends 2020 to 2045

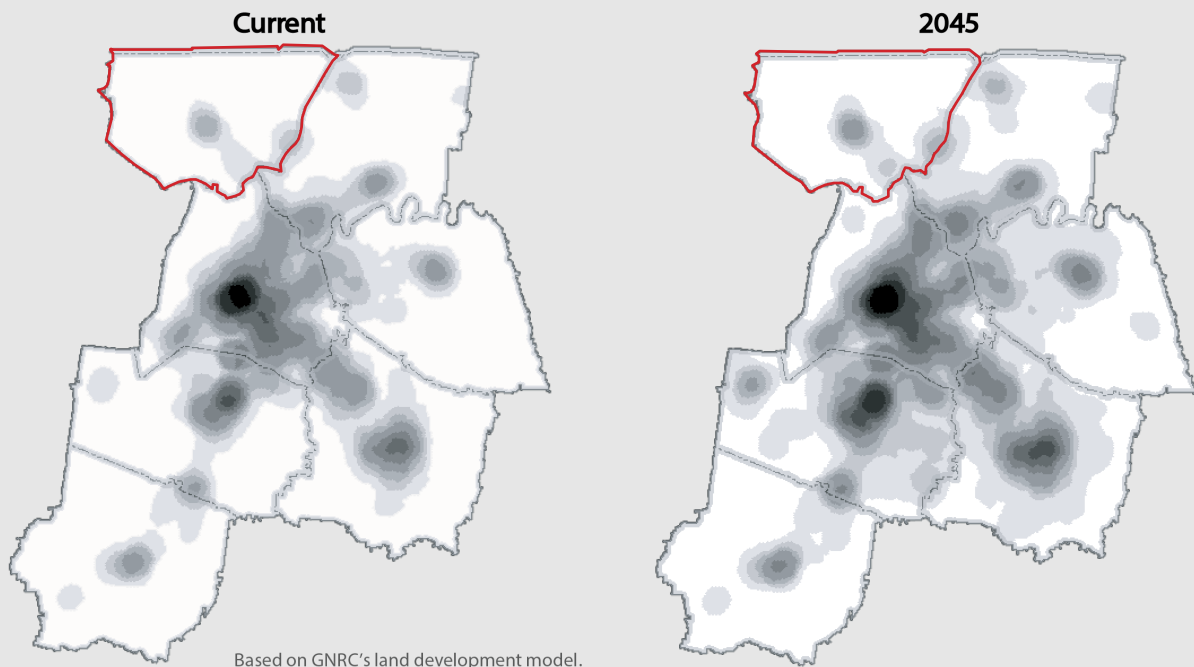
More than half of the state's population growth between 2020 and 2045 is expected to occur in Nashville-Davidson County and six surrounding Middle Tennessee counties. Rutherford and Williamson counties are each on pace to leapfrog Chattanooga-Hamilton County on the list of most populous counties during that time.



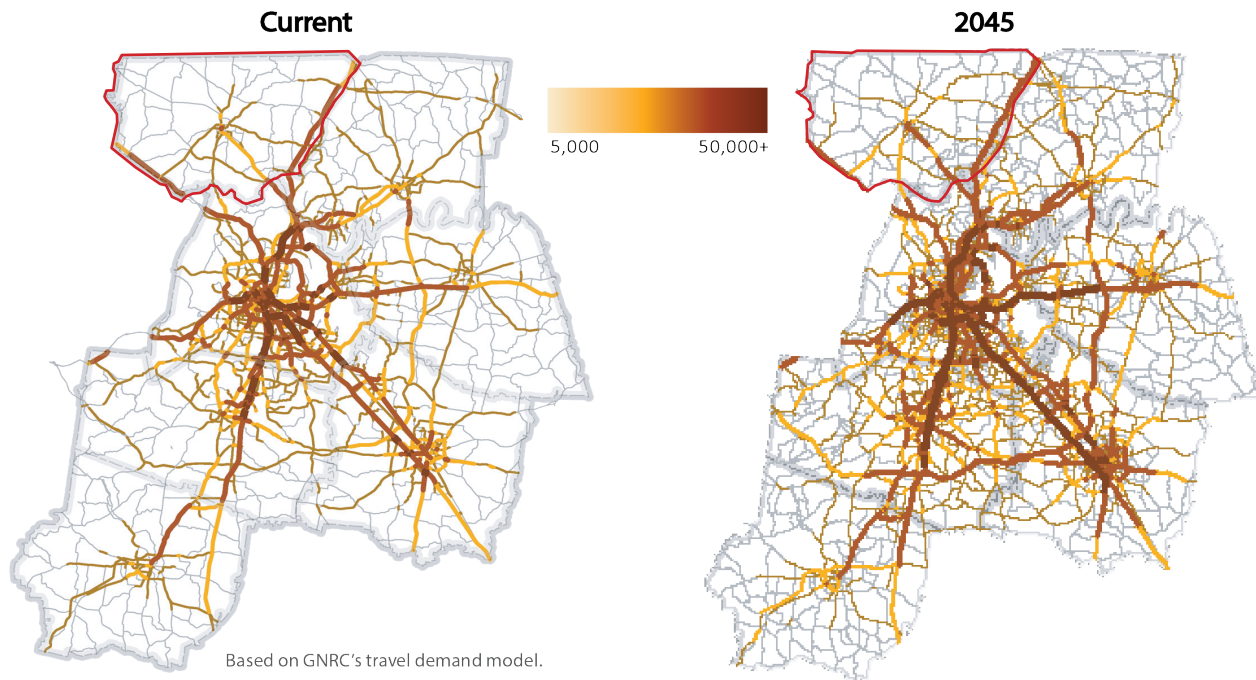
1.9 Million Additional People Statewide

1 Million (51%) in Nashville and Surrounding Counties

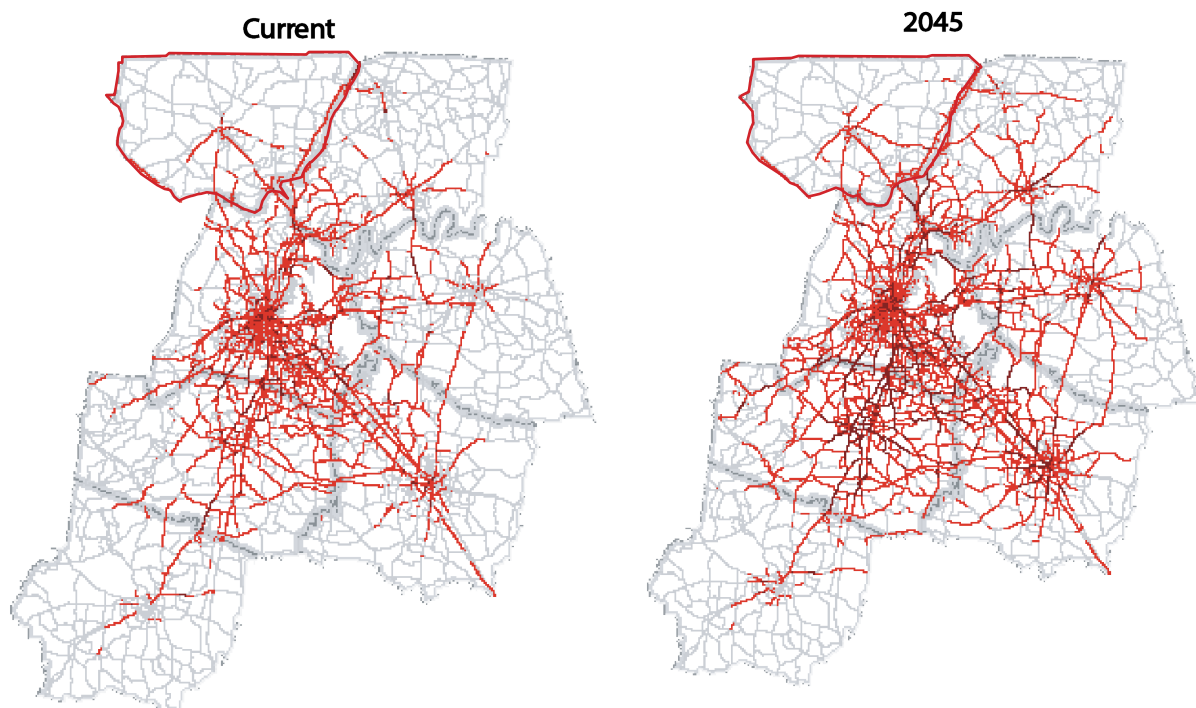
## Regional Land Development Patterns



# Vehicles Per Day



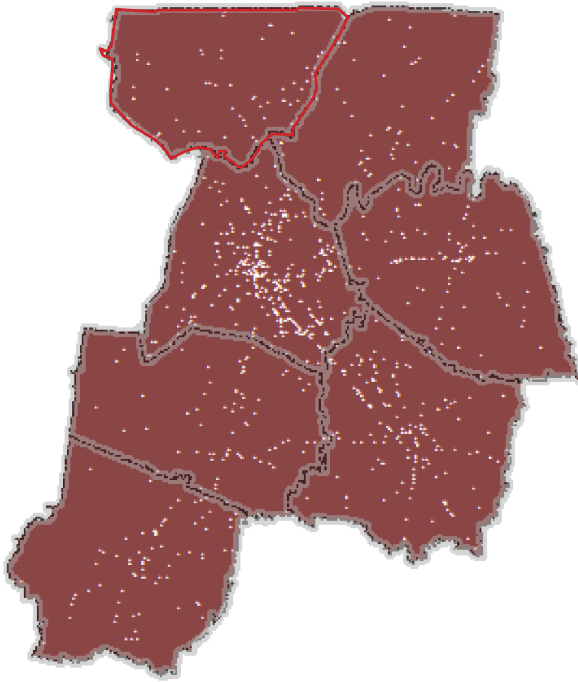
# Extent of Recurring Traffic Congestion



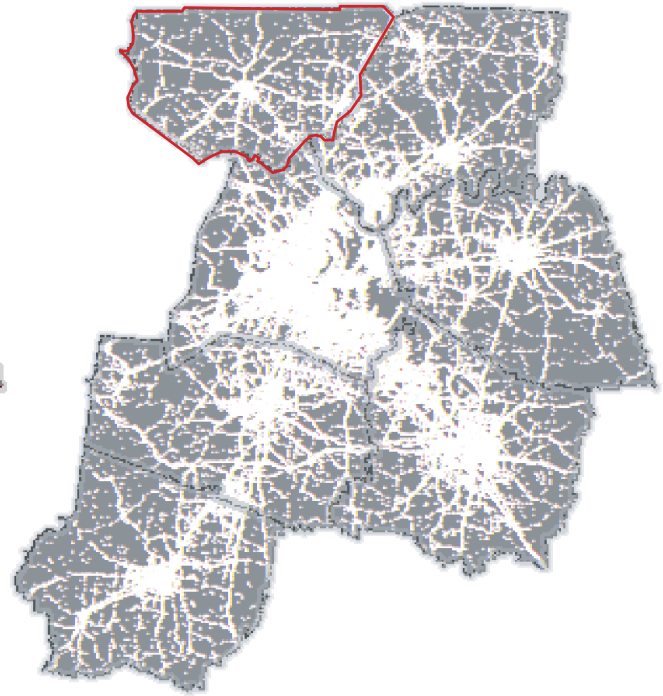
- Robertson Co. is expected to grow in population by 25,000-50,000 more people from 2020 to 2045.
- Traffic congestion is expected to increase in Robertson Co. From 2020 to 2045.



Fatal Crashes

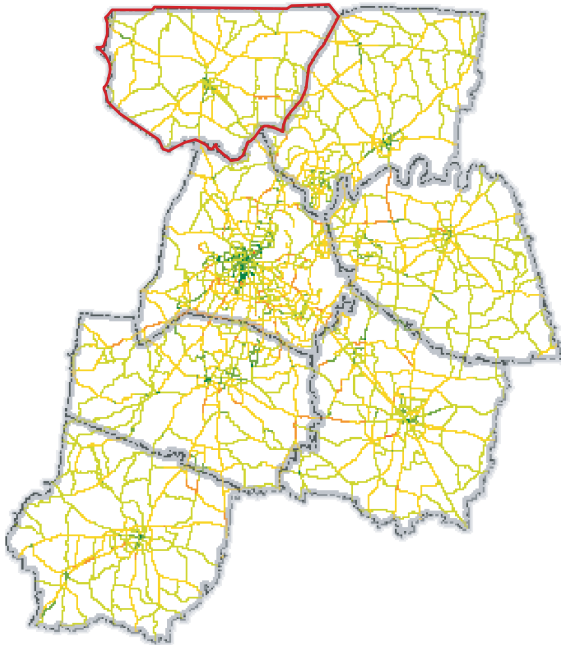


All Crashes

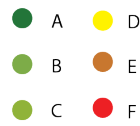
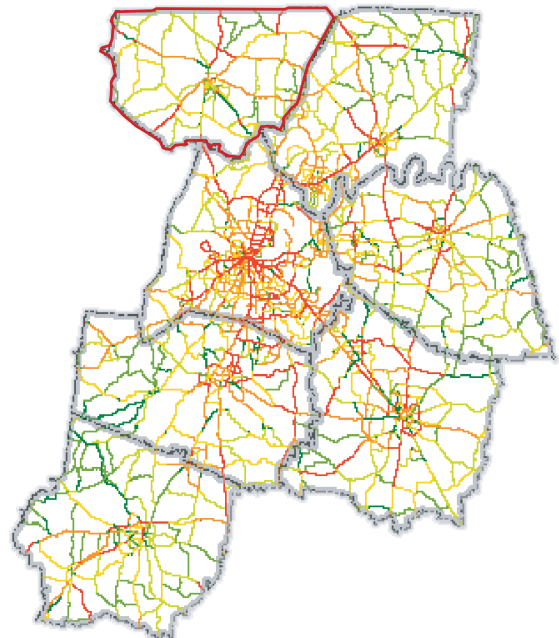


## Bicycle & Pedestrian Level of Service

Pedestrian LOS



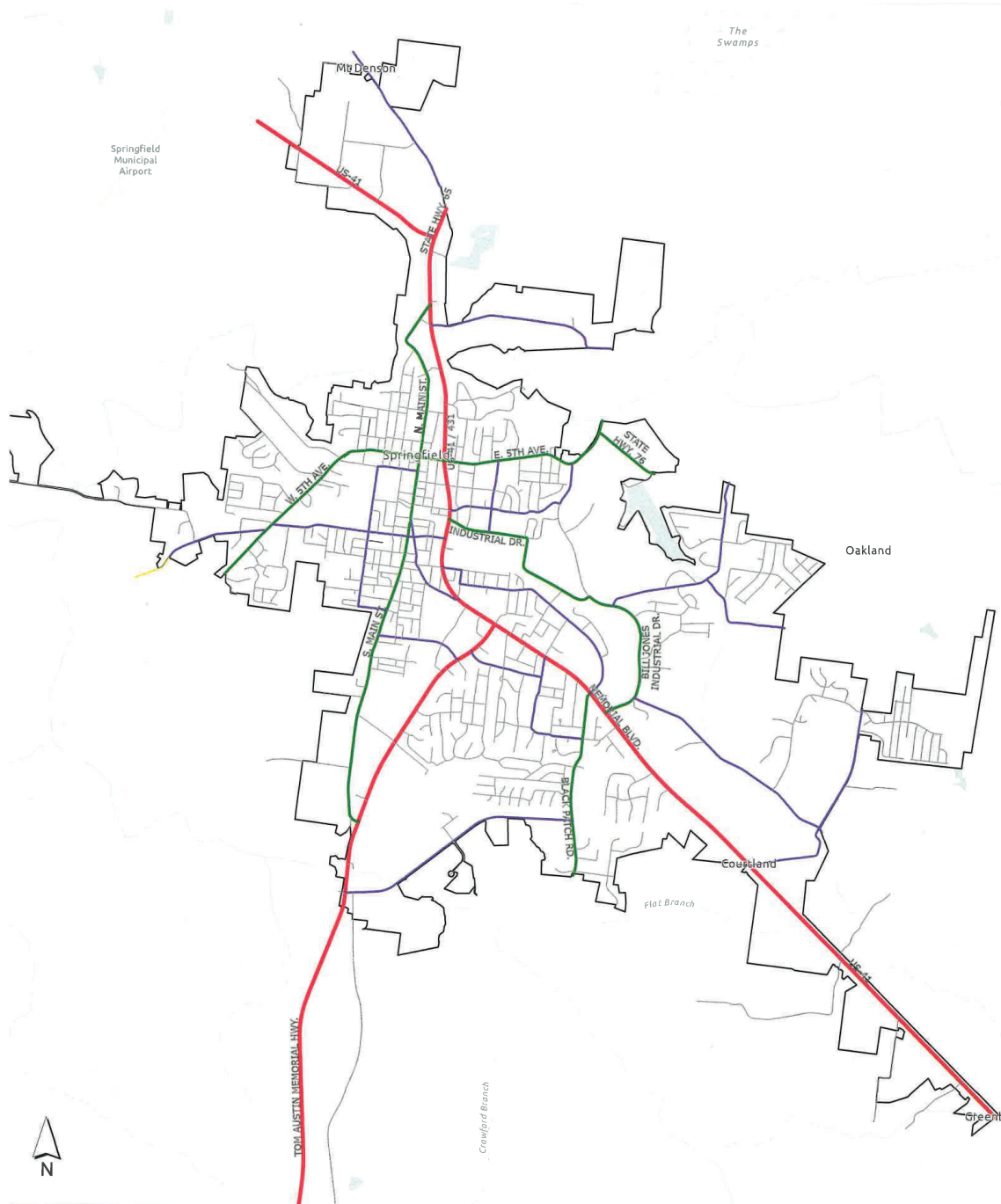
Bicycle LOS



- Pedestrian Level of Service ranges from an A to D, with a few E segments.
- Bike Level of Service is much worse, with more D through F segments present.



# TDOT Functional Classifications Map

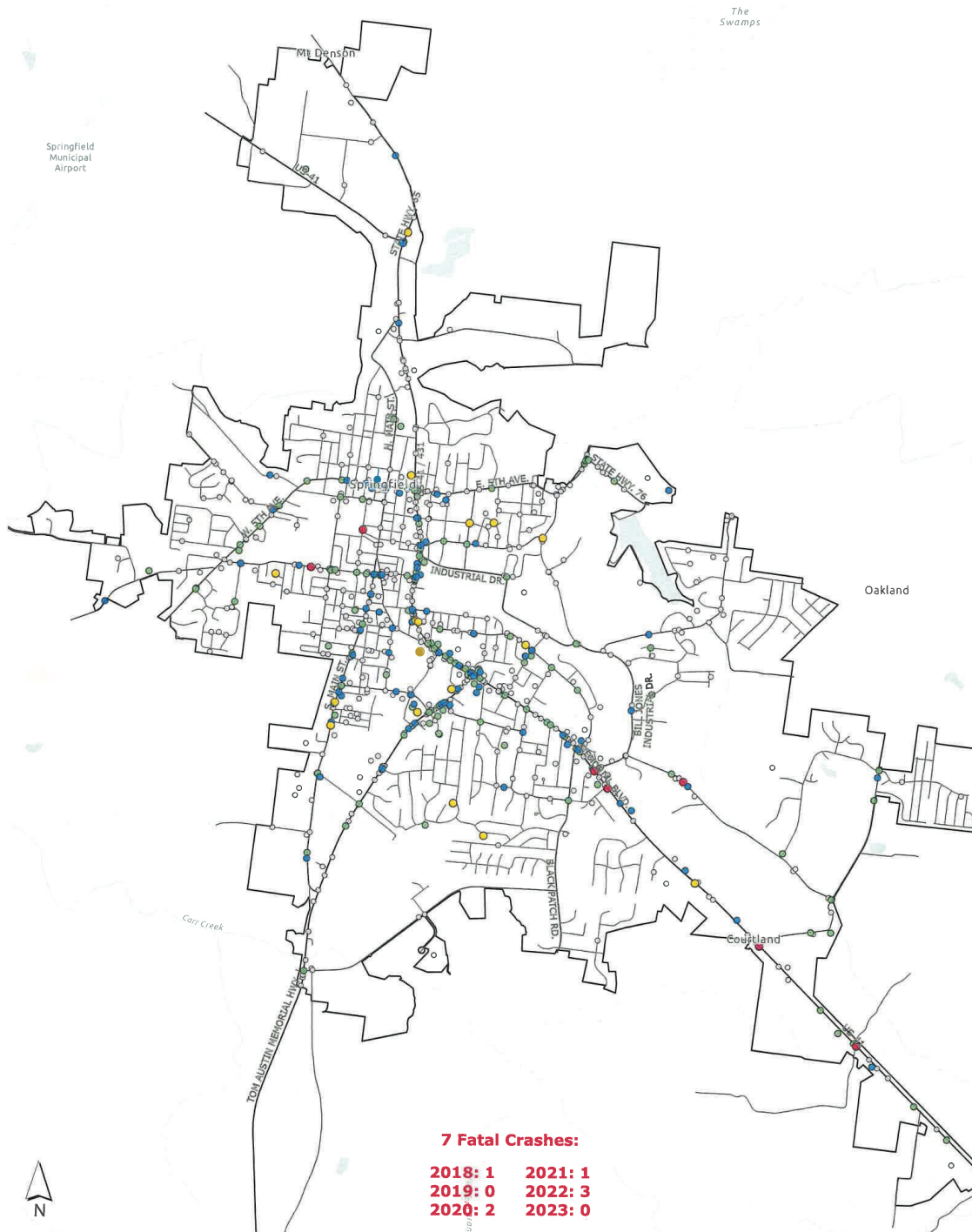


**Springfield Roads Functional Classification**

- Other Principle Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local
- Springfield City Boundary



# Springfield Crashes by Type



**7 Fatal Crashes:**

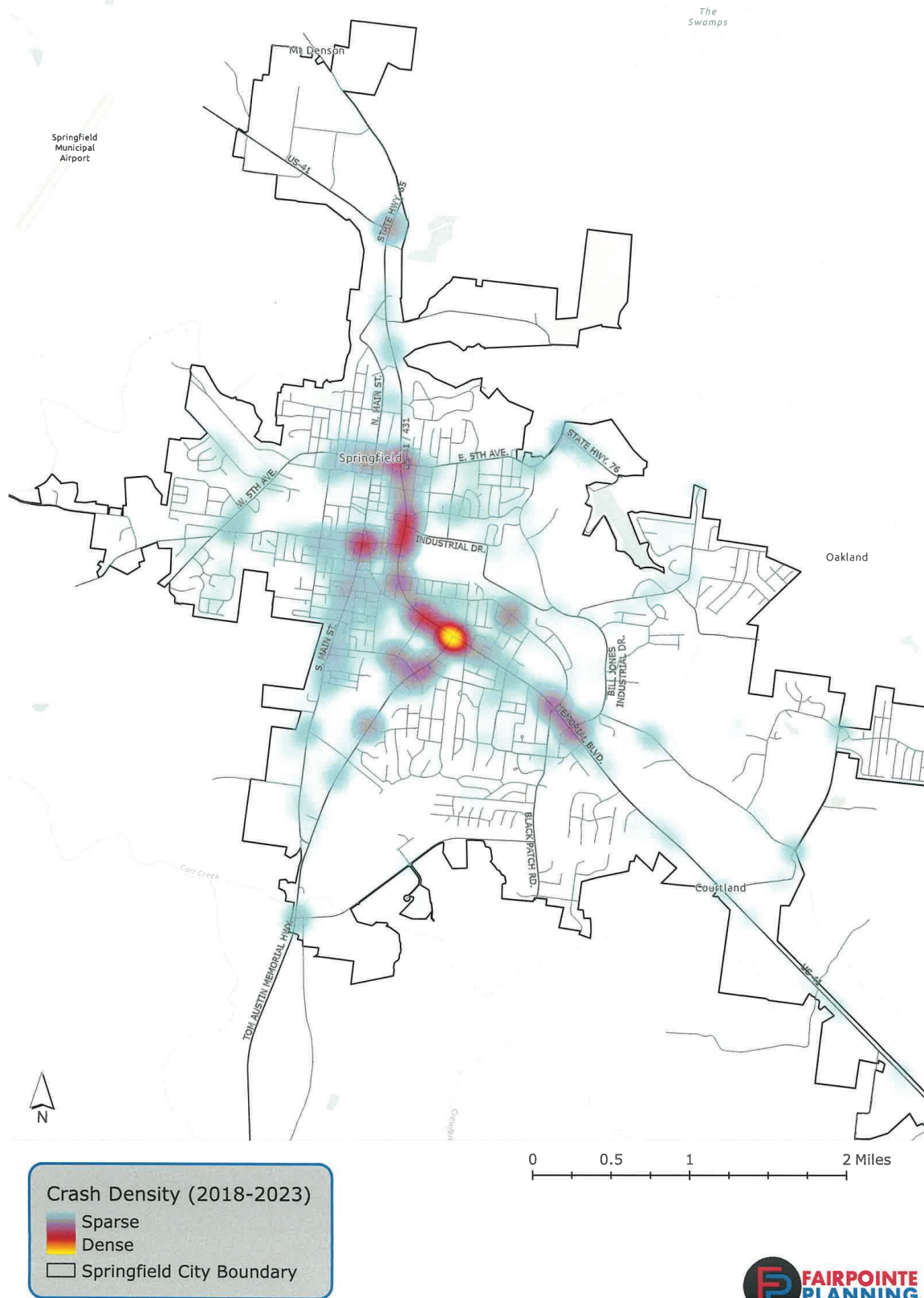
2018: 1	2021: 1
2019: 0	2022: 3
2020: 2	2023: 0

**Crash by Type (2018-2023)**

- Fatal Injury
- Suspected Serious Injury
- Suspected Minor Injury
- Possible Injury
- Property-Damage Only
- Springfield City Boundary



# Springfield Crash Density Map



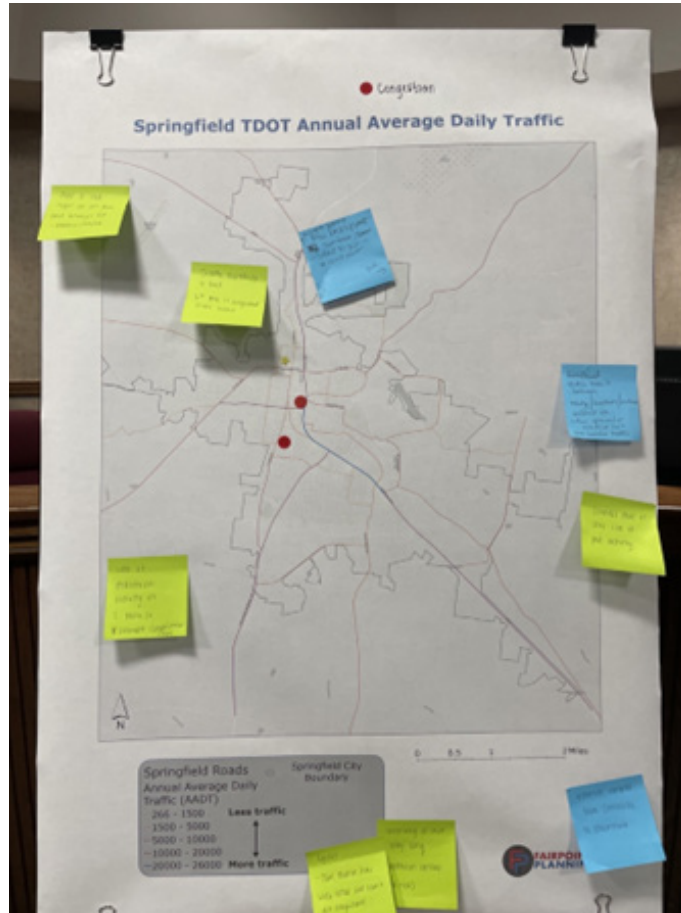
# Existing Major Street Plan 2030 - Community Feedback

The project transportation team received the following general comments and requests about the transportation network during the October 3rd Community Engagement meeting that can provide insight into the update of the plan. Comments on the Major Street Plan and general transportation comments include:

- Connect the greenway network to neighborhoods with bike lanes
- Concerns about traffic flow in and out of the new developments
- It is important to consider new or updated policy to ensure adequate transportation and drainage infrastructure with new developments
- The new developments are seeing higher volumes of pedestrians, especially kids, specifically, the development off of Blackpatch
- Think creatively about transportation – more multimodal options and safe infrastructure
- Important to maintain roads and add signage as Springfield grows
- Request for a turn lane on Travis Price (off 49)
- Request for a red light at the intersection of Tom Austin and Ruth St., 5th Ave and Kinneys Rd by the tobacco market, and new townhome development off of 5th Ave in the Northeast
- Request for a bike path near Garner Park and 5th Ave.
- Questions about further expansion to access I-24 and I-64 (Ex. Widen 431 from 2 lanes to 4 lanes)
- Questions about the new community center replacing the high school on Bransford Ave.
- Preserve the trees downtown to provide shade for comfort and vibrancy, less construction
- A downtown tram or trolley (Ex. Chattanooga) would be nice
- As Springfield grows, residents would like to see walkable retail and housing developments with sidewalks
- More bike lanes and sidewalks outside of Downtown, specifically, around Tom Austin and MLK
- Expand the greenway to MLK
- The bike lanes on Tom Austin are wide, but do not connect to much and the vehicle speed limit is unnerving
- Create a Walk and Bike plan that Springfield can implement and stand out as a small town, bike-friendly community



# Annual Average Daily Traffic (AADT) (TDOT, 2023) - Community Feedback



Input from the community engagement provided insight into which roads see a high amount of traffic. Open house attendees were able to confirm the data findings and provide additional information on traffic patterns and behaviors. Comments on the AADT board include:

- Lots of pedestrian activity on S. Main St near the Walmart and convenience store, also along Central Ave. W.
- Informal vanpool from Clarksville to Electrolux, but Electrolux does not offer TDM options or incentives
- Localized public transit between downtown, industrial zones, and residential areas could help relieve traffic
- Traffic Downtown is challenging
- 6th Ave is congested near the bank
- Red stickers marked congested locations at
  - o Industrial Dr. and Memorial Blvd.
  - o South Main St. And W. 21st Ave



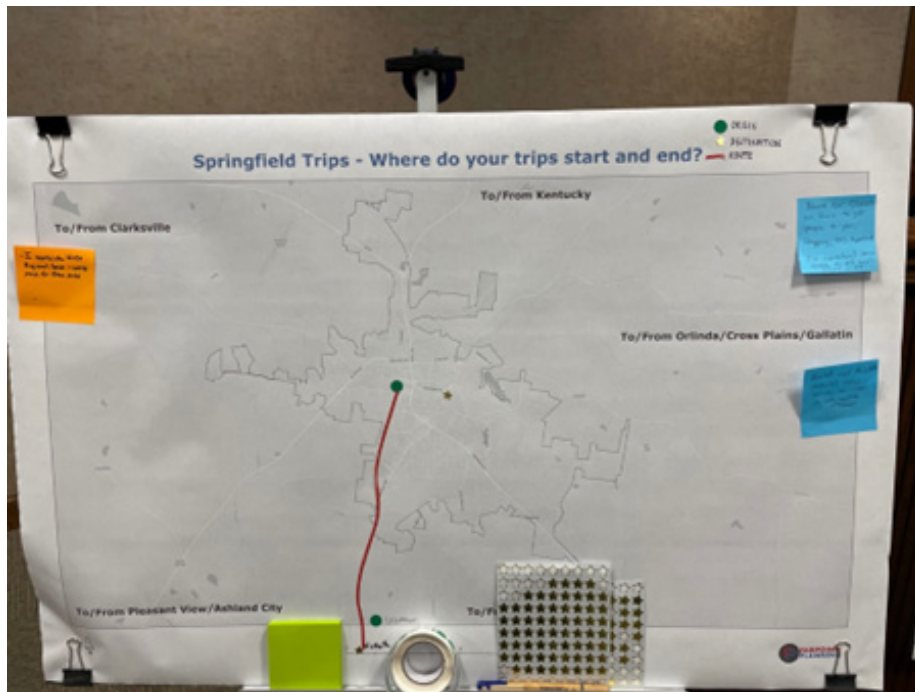
# Crash Density (TDOT, 2018-2023) - Community Feedback



Input from the community engagement comment on safety concerns, needs, and requests, as well as more context around high crash density areas. Comments about crash locations and safety-related issues are below:

- Lots of new construction in the Green Hills neighborhood – request for traffic calming measure like speed bumps/tables
- Concerns about skateboarders in the street in route to Garner St. Park
- Concerns about safety for pedestrians along Memorial Blvd.
- Request for a warning signal ahead of the stoplight at the intersection of Tom Austin and Batson Pkwy.
- Vehicles have rear ended school buses along Hwy. 49, speed limit is 55-60mph
- The intersection of 5th Ave and Hwy 65 is at the bottom of two converging hills, which presents challenges at the intersection can be challenging – proposed traffic calming or speed reduction
- Very difficult to see traffic on Main St. when turning from P.O.
- The turning movements in/out of the Captain D's parking lot at Memorial Blvd and Tom Austin are too close to the left turn at the intersection
- Request for crosswalk and pedestrian signage near the bank and park
- Add pedestrian signals downtown
- Request for a flashing yellow light outside of the City Hall/square to slow people down
- Implement traffic calming measures on residential streets that see vehicles speeding, specifically on Locust Ave
- Vehicles sometimes run the light at Memorial Blvd and Black Patch Dr
- Obstructed view and 22nd and Main St. Because of a crest at the intersection
- Other safety concerns marked on the map at W. 5th Ave and Central Ave W., and S, Main St. and 10th Ave

# Trip Origins and Destinations - Community Feedback



Input from the community engagement on the trip origins and destinations include:

- Appreciation for the WeGo Regional Bus – employer pays for a free pass
- Transit needs to get people to jobs, shopping, doctor’s appointments, etc.- Mid-Cumberland does not operate on non-traditional hours (2nd or 3rd shift)

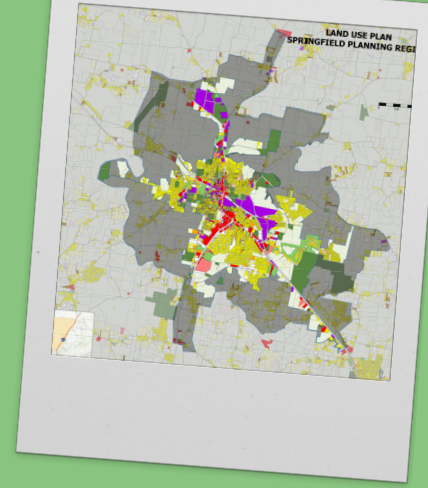
Other comments that were not related to transportation include:

- Reference growth in La Vergne, Murfreesboro, and along Dickerson Pk. - Springfield wants to do it right
- Trash is everywhere
- A trashy, gravel mess at the bottom of the hill at Memorial and 5th
- The comparison of the Royal Inn now vs. 20 years ago is discouraging



# 4

## Land Use & Character



### Existing Growth Pattern

Springfield's current growth is following a linear pattern focused along SR 41 to the southeast and north and SR 431 to the south. Much of Springfield's growth is correlated to the transportation and utility improvements provided along these corridors. Springfield is currently approximately 7,830 acres and if Springfield were to annex and develop to the current boundaries of its urban growth boundary it would increase by approximately 2,054 acres. This would be an increase of 26.24% more area.

### Existing Land Use

Springfield still has a significant area of land utilized for agricultural, park and recreational purposes. As residential and commercial growth occurs it is anticipated that these categories of land use within city limits could greatly diminish by overall percentage. Commercial tracts are focused along SR 41, SR 431 and the downtown business district. Much of the land use outside of the commercial corridors and downtown area is zoned for moderate density single family residential housing. Two industrial, manufacturing and warehouse districts have been established on the north-east and north side of the city. These districts have room for more development capacity and continue to get interest from manufacturing and warehousing companies.



# Residential Demand

The number of currently approved and planned residential projects in Springfield could add an additional 5,000 residential units to the community. The development and absorption of these units will take time, but once completed this will represent a large increase in population. Using the US census average household size of 2.67 persons per household, the completion of these residential projects could eventually add more than 10,000 people to Springfield's population.

## *General Considerations:*

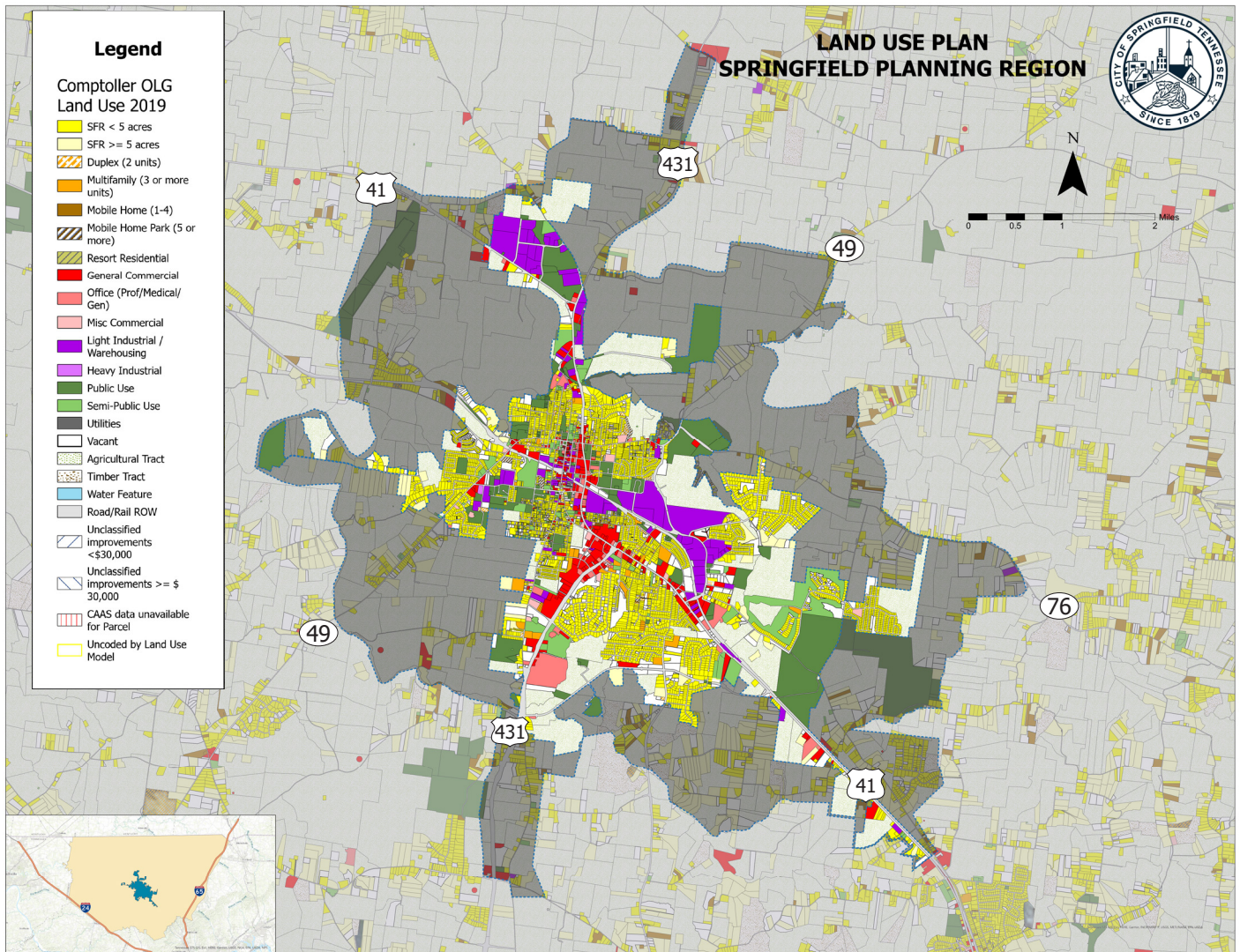
- Opportunities for mixed use and planned development scenarios should be considered as potential tools to encourage a focused pattern of growth in strategic areas of the city.
- The historic downtown area has seen some recent investment and increased vibrancy. The city should consider a continued focus to maintain the unique sense of place found in the central business core and encourage commerce and community engagement within the downtown district.
- The city should consider encouraging commercial, office and industrial land use as part of the city's future growth to balance the residential growth currently in high demand. This is of particular importance in relation to providing commercial and industrial tax base to meet the city's need for growing infrastructure and services.
- Continued provision of neighborhood parks, greenway connections and pedestrian infrastructure should be considered with all future development patterns.



# Existing Land Use Map

The current existing land use map shows the following approximate distribution of land use types in the City of Springfield.

Figure 2:



SFR < 5 Acres	6.31%
General Commercial	2.12%
Office	0.36%
Multi-Family	0.18%
SFR >= 5 acres	3.90%
Light Industrial	1.39%
Duplex	0.12%
Public Use	41.48%
Semi-Public Use	1.05%
Mobile Home	0.27%

Mobile Home Park	0.18%
Mixed Commercial	1.41%
Heavy Industrial	>0.01%
Agricultural Tract	34.13%
Vacant	0.63%
Utilities	0.41%
Timber Tract	0.07%
Water Feature	0.85%
Road / Rail ROW	5.14%

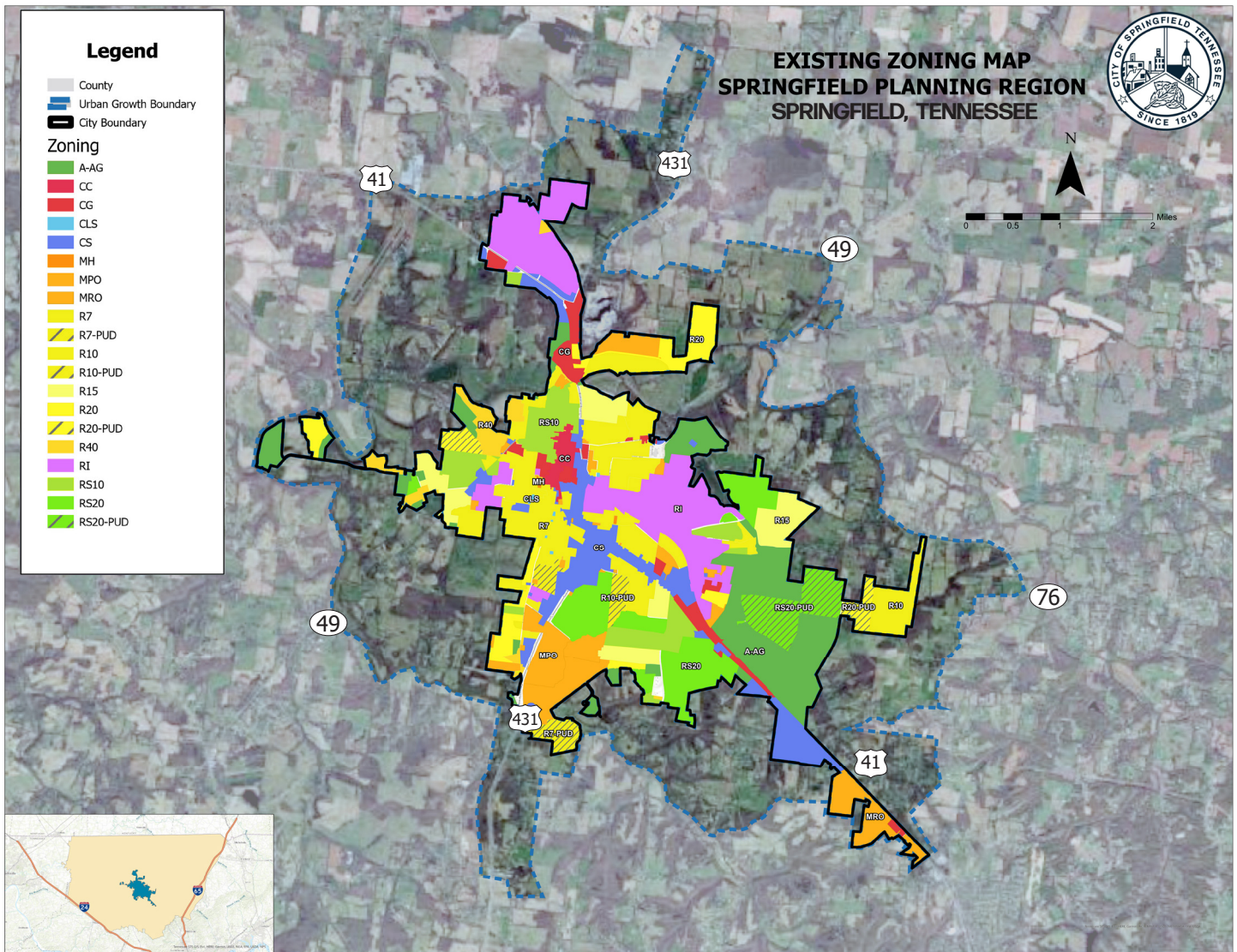
See appendix for map enlargement



# Existing Zoning Map

The current existing zoning map shows the following approximate distribution of zoning types in the City of Springfield city limits.

Figure 3:



A-AG	13.47%
CC	0.96%
CG	3.30%
CLS	0.06%
CS	8.90%
MH	0.06%
MPO	1.99%
MRO	7.29%
R10	9.23%
R10 - PUD	1.13%

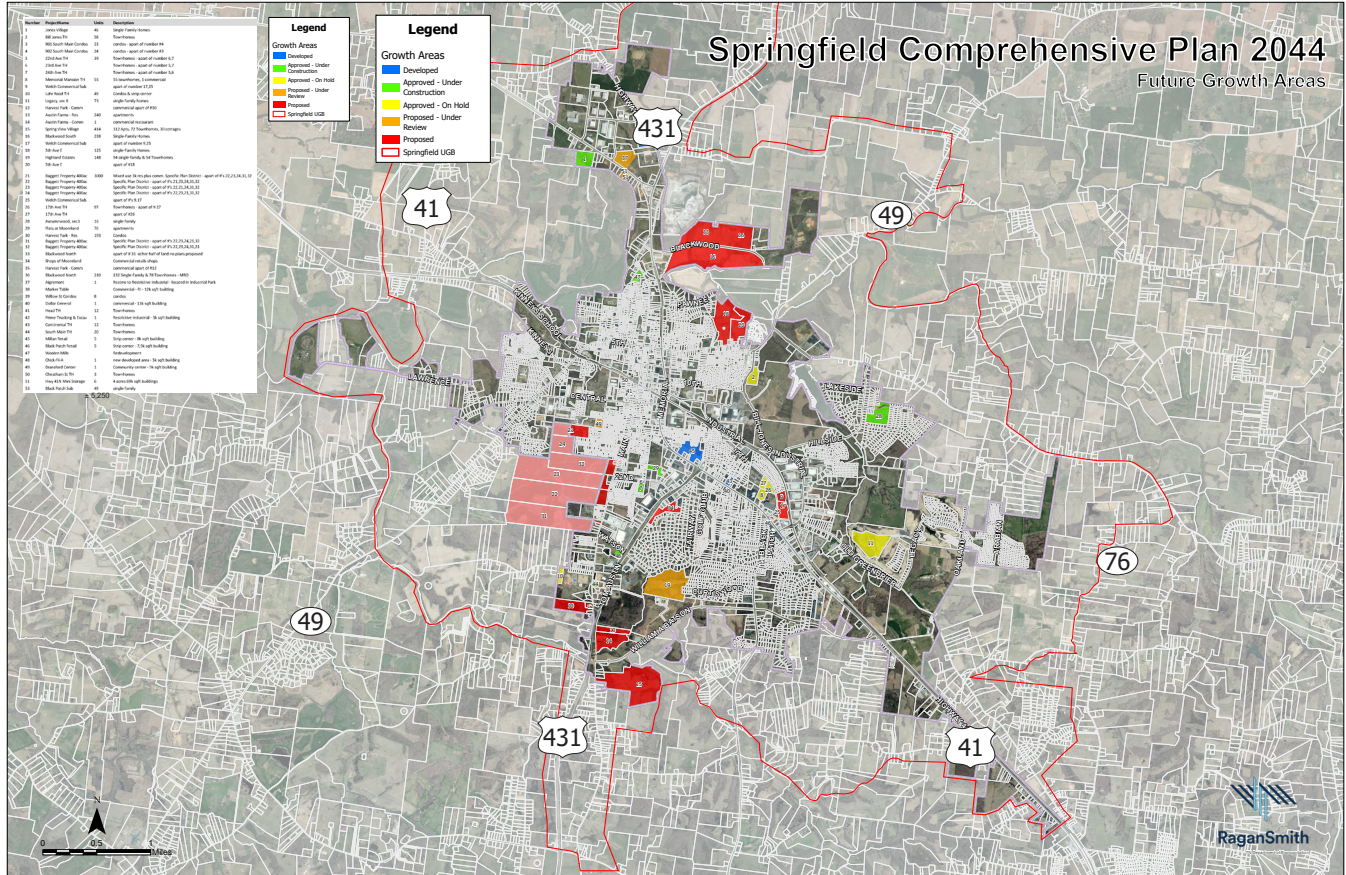
R15	5.44%
R20	4.53%
R20 - PUD	1.55%
R40	2.44%
R7	7.32%
R7 - PUD	1.06%
RI	13.64%
RS10	6.06%
RS20	8.15%
RS20 - PUD	3.42%

See appendix for map enlargement



# Future Growth Map of Proposed / Approved Development Projects

Figure 4:



See Appendix for map enlargement

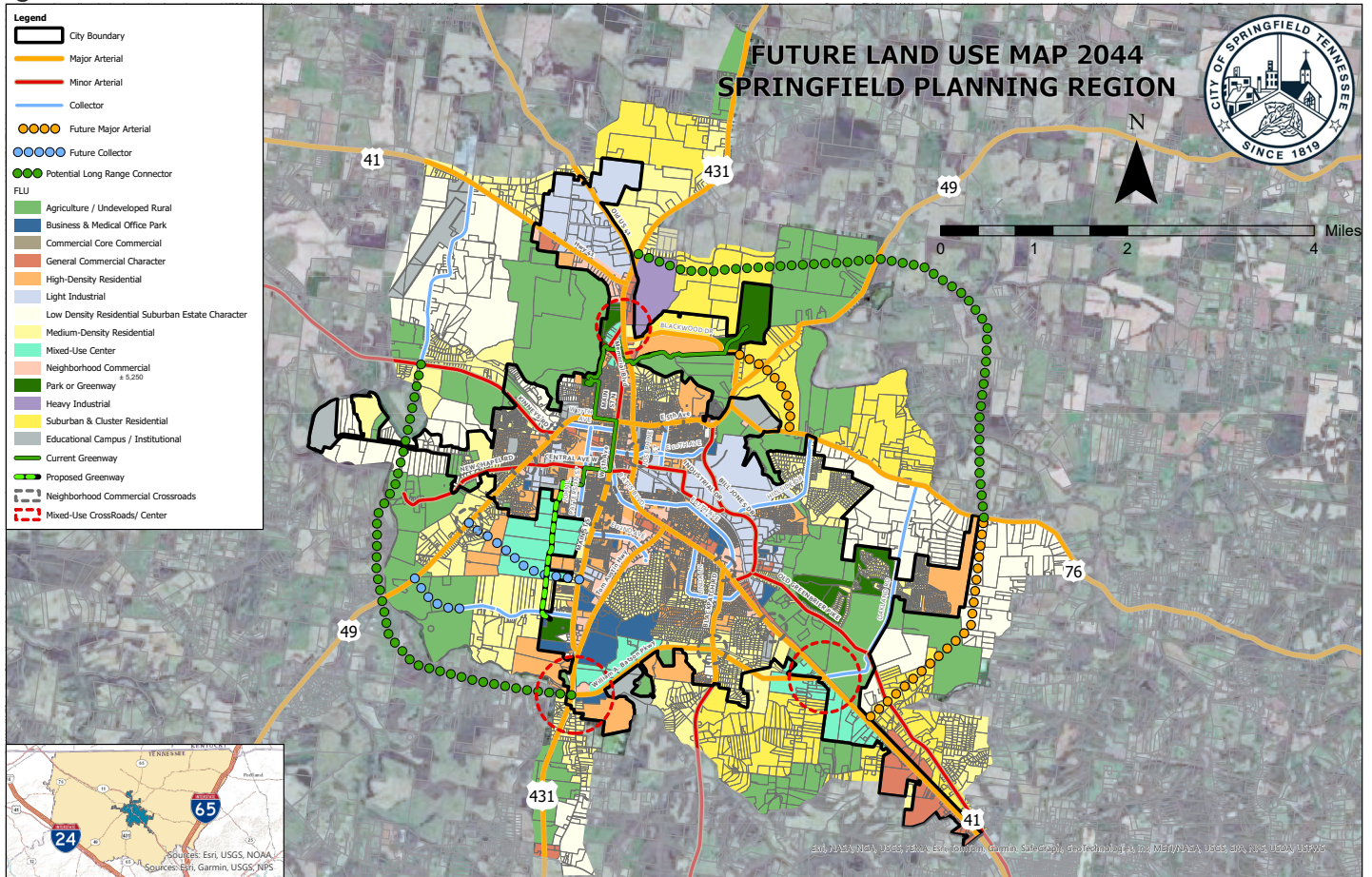


#	Project Name	Units	Description	#	Project Name	Units	Description
1	Jones Village	46	Single-Family Homes	32	Baggett Property 400ac		Specific Plan District - apart of #s 22,21,24,31,32
2	Bill Jones TH	58	Townhomes	33	Blackwood North		apart of #36 - other half of land no plans proposed
3	901 South Main Condos	23	condos - apart of #4	34	Shops of Mooreland		Commercial retail shops
4	902 South Main Condos	24	condos - apart of #3	35	Harvest Park - Comm		commercial apart of #12
5	22nd Ave TH	39	Townhomes - apart of #6, 7	36	Blackwood North	210	132 single-family & 78 townhomes - MRO
6	23rd Ave TH		Townhomes - apart of #5, 7	37	Aigremont	1	Rezone to restrictive industrial - located in industrial park
7	24th Ave TH		Townhomes - apart of #5, 6	38			
8	Memorial Mansion TH	55	55 townhomes, 1 commercial	39			
9	Welch Commercial Sub		apart of #17, 25	40			
10	Lahr Road TH	49	Condos & strip center	41			
11	Legacy, sec 6	73	Single-family	42			
12	Harvest Park - Comm		commercial apart of #30	43			
13	Austin Farms - Res	240	apartments	44			
14	Austin Farms - Comm	1	commercial restaurant	45			
15	Spring View Village	414	312 apts, 72 townhomes, 30 cottages	46			
16	Blackwood South	238	Single-family homes	47			
17	Welch Commercial Sub		apart of # 9,25	48			
18	5th Ave E		single-family homes	49			
19	Highland Estates	148	94 single-family & 54 townhomes	50			
20	5th Ave E		apart of #18	51			
21	Baggett Property 400ac	3000	Mixed use 3k res plus comm. Specific Plan District - apart of its 22,23,24,31,32				
22	Baggett Property 400ac		Specific Plan District - apart of #s 21,23,24,31,32				
23	Baggett Property 400ac		Specific Plan District - apart of #s 22,21,24,31,32				
24	Baggett Property 400ac		Specific Plan District - apart of #s 21,23,24,31,32				
25	Welch Commercial Sub		apart of # 9,17				
26	17th Ave TH	97	Townhomes - apart of #27				
27	17th Ave TH		apart of #26				
28	Autumnwood, sec3	16	single-family				
29	Flats at Mooreland	76	apartments				
30	Harvest Park - Res	193	Condos				
31	Baggett Property 400ac		Specific Plan District - apart of #s 22,21,24,31,32				



# Future Land Use Map 2044

Figure 5:



See Appendix for map enlargement



# Land Use Types

The Future Land Use Map is intended to shape policy and growth. It is not a tool to implement specific zoning regulations or design criteria, but it does advise these regulatory reviews from a policy perspective. The following future land use categories are provided to help shape future land use patterns.

## Agriculture / Undeveloped Rural (A)

- Predominantly used for agricultural purposes or low density rural development

## Low Density Residential Suburban Estate Character (SE)

- Large lot, low density development with suburban character

## Suburban and Cluster Residential (SR/CR)

- Moderate Sized Residential lots with consideration of clustering development and preserving areas for amenities and protection of natural resources

## Medium Density Residential (MR)

- Moderate to small sized residential lots with the potential for detached or attached housing types

## High Density Residential (HR)

- Small Sized Residential lots or Multi Family developments with the potential for an urban style of development

## Mixed Form Housing (FH)

- A mixture of Single Family detached and Single Family attached with a limit of 4-unit buildings and a focus on traditional neighborhood character

## Neighborhood Commercial (NC)

- Smaller building footprints for commercial centers in neighborhoods with a focus on neighborhood commerce

## Commercial Core Commercial (CC)

- Wide range of commercial and office buildings with a mixture of residential uses integrated into the core downtown area

## General Commercial Character (GC)

- High intensity commercial businesses that require a moderate to large amount of land for their operations typically located on primary roadway networks

## Business and Medical Office Park (OP)

- Corporate, business and medical parks with a technology, campus-style setting that fosters stability and growth in the community.

## Mixed-Use Center (MU)

- Residential mixed with commercial, retail, and office with a vertical element

## Light Industrial and Manufacturing (LIM)

- Future industrial to provide additional employment opportunities

## Heavy Industrial (HI)

- Light and Heavy industrial lots with a focus on manufacturing

## Educational Campus/ Institutional (I)

- Educational facilities and schools and places of public institutional services or city services

## Park or Greenway (P)

- Public parkland, greenways, golf courses and preserved natural areas



# Agricultural / Undeveloped Rural (A)

Areas that are anticipated to remain predominantly used for the growing of crops or agricultural products and animal husbandry, grazing or forestry activities. Very low residential development is anticipated other than residences and accessory structures to support agricultural production and commerce. Compatibility with surrounding residential communities should be considered relative to potential sight, smell and sound impacts that may come from large scale farming. Most agricultural areas in Springfield will occur at the fringe areas of city limits or in the context of the surrounding county. Some agricultural areas may provide visual enrichment along primary transportation corridors into Springfield. This is an important consideration given the rural character and agrarian culture of Springfield is something that resonates with residents and community leaders.

## **Development patterns include:**

- Large areas dedicated to agricultural production.
- Residential dwellings and outbuildings associated with agricultural production or commerce.
- Preservation of natural character and large informal open space areas.
- Potential agricultural homesteads.
- Density typically ranges from 1 unit per 5 acres of development area or more.
- Commercial uses, outside agricultural, are generally prohibited except for potential home office.
- Camps and large private recreational facilities may be considered if they fit in the context of any adjoining residential and agricultural use. Farmers market opportunities or commercial produce stands could also be considered.

## **Suggested City Zoning Districts That Might be Appropriate:**

- A - Agricultural
- Public Institutional land uses may occur in any number of underlying zoning districts if they are determined to be compatible with surrounding land uses.
- Zoning districts other than the suggested districts may be evaluated on a case-by-case basis.



# Low Density Residential Suburban Estate Character (SE)

Development of suburban estate areas is typically found in residential neighborhoods outside the city core. Low Density Suburban Estate (SE) character exhibits low-density development on larger properties, producing a visual openness. As a result of larger lot sizes, open space, environmentally sensitive areas and existing vegetation can usually be preserved and planned as part of the development pattern. The Suburban Estate land use can fit well in rural areas. Design elements should be encouraged that include large building setbacks, limited access points off major roadways, preservation of existing tree canopy, rural fence patterns, tree lined streets and preserved hedge rows. Most structures should be residential in scale, but outbuildings, sheds or barns can be included if they are integrated into the residential feeling of the neighborhood.

## Development Patterns include:

- Detached Single Family Residential dwellings with deep setbacks from streets, highways, and roads
- Outbuildings are typically for leisure activities ( e.g., garages, pool houses, cabanas, barns recreational vehicle and boat storage) and landscape maintenance (lawn mowers)
- Preservation of natural character and large informal open space areas
- Potential agricultural homesteads
- Density typically ranges from 1 to 5 units per acre of development area
- Commercial uses are generally prohibited except for potential home office
- Outdoor amenity centers and common community space for residents can be appropriate
- Specific Destinations must be evaluated based in infrastructure and utility capacities and availability.

## Suggested City Zoning Districts That Might Be Appropriate:

- A - Agricultural Residences
- Low Density Residential (R40)
- Low Density Residential Single Family (RS40)
- Residential PUD
- Public Institutional land uses may occur in any number of underlying zoning districts if they are determined to be compatible with surrounding land uses.
- Zoning districts other than the suggested districts may be evaluated on a case-by-case basis.



# Suburban and Cluster Residential (SR/CR)

Residential character for Suburban Residential and Cluster Residential includes moderate sized lots or it may also include smaller lots clustered around common open space reserved for agricultural, recreational or conservation areas. Passive recreation amenities may be integrated into the community design along with an emphasis on natural beauty, preservation of natural resources, greenway and open space opportunities and rural character.

One means of achieving enhancement of open space and protection of prominent viewsheds in suburban areas, is by clustering development, thereby maintaining an equal or higher density while preserving permanent open space. Residential Cluster development should set aside forty (40%) protected open space in an effort to protect viewsheds, floodplains, woodlands, agricultural land or hilltops.

## **Development Patterns include:**

- Detached Single Family and Detached Two Family Residential dwellings with deep to moderate setbacks from streets, highways, and roads
- Outbuildings are typically for leisure activities (e.g., garages, pool houses, cabanas, barns recreational vehicle and boats storage) and landscape maintenance (lawn mowers)
- Preservation of natural character and large informal open space areas
- Density typically ranges from 1 to 3 units per acre of development area
- Commercial uses are generally prohibited except for potential home office
- Outdoor amenity centers and common community space for residents can be appropriate
- Specific Destinations must be evaluated based in infrastructure and utility capacities and availability.

## **Suggested City Zoning Districts That Might Be Appropriate:**

- Medium Density Residential Single Family (RS15)
- Medium Density Residential Single Family and Two Family (R15)
- Medium Density Residential Single Family (RS10)
- Medium Density Residential Single Family and Two Family (R10)
- Residential PUD
- Public Institutional land uses may occur in any number of underlying zoning districts if they are determined to be compatible with surrounding land uses.
- Zoning districts other than the suggested districts may be evaluated on a case-by case basis.



# Medium Density Residential (MR)

Residential character for Medium Density Residential includes moderate to small sized lots and allows for a mixture of residential options using both detached and attached housing types. Recreational amenities and open space areas may be integrated into the community design protecting areas of natural beauty and natural resources. Greenway, open space and neighborhood pocket park opportunities can be integrated into planned neighborhoods. Medium density residential neighborhoods should be planned to provide connections to the surrounding community with strong considerations for multi modal transportation that plans for automobiles, bicycles, pedestrians and potential public transit opportunities.

## **Development Patterns include:**

- Single Family Detached, Two Family Detached Residential and Multi Family Attached (Three to five units per structure)
- Outbuildings are typically for leisure activities (e.g., garages, pool houses, cabanas, barns recreational vehicle and boats storage) and landscape maintenance (lawn mowers)
- Development patterns are more compact than suburban areas with residential structures grouped tighter together and having a stronger relationship to the street
- Landscape patterns are more formal and are appropriate to scale of residential structures and their relationship to the street
- Density typically ranges from 1 to 5 units per acre of development area
- Commercial uses are generally prohibited except for potential home office
- Outdoor amenity centers and common community space for residents can be appropriate
- Specific densities must be evaluated based on infrastructure and utility capacities

## **Suggested City Zoning Districts That Might Be Appropriate:**

- Low Density Residential Single Family (RS 20)
- Low Density Residential Single Family and Two Family (R20)
- Medium Density Residential Single Family (RS 15)
- Medium Density Residential Single Family and Two Family and Three to Five unit Multi-Family (R 15)
- Residential PUD
- Specific Plan (SP)
- Public Institutional land uses may occur in any number of underlying zoning districts if they are determined to be compatible with surrounding land uses.
- Zoning districts other than the suggested districts may be evaluated on a case-by case basis.



# High Density Residential (HR)

Residential character for High Density Residential includes small sized lots and multifamily units and allows for a mixture of residential options using both detached and attached housing types. Recreational amenities and open space areas may be integrated into the community design protecting areas of natural beauty and natural resources. Greenway, open space and neighborhood pocket park opportunities can be integrated into planned neighborhoods. High density residential neighborhoods should be planned to provide connections to the surrounding community with strong considerations for multi modal transportation that plans for automobiles, bicycles, pedestrians and potential public transit opportunities.

## **Development Patterns include:**

- Single Family Detached Cottage Homes, Two Family Detached Residential and Multi Family Attached Townhomes, Condominiums and Apartments.
- Outbuildings are typically for recreational purposes, operations and maintenance of common areas and community amenities.
- Development patterns are more compact than suburban areas with residential structures grouped tighter together and having a reduced setback and stronger relationship to the street or community areas
- Landscape patterns are more formal and are appropriate to scale of residential structures and their relationship to the street or common areas
- Density typically ranges from 5 to 12 units per acre
- Commercial uses are generally prohibited except for potential home office
- Outdoor amenity centers and common community space for residents can be appropriate
- • Specific densities must be evaluated based on infrastructure and utility capacities

## **Suggested City Zoning Districts That Might Be Appropriate:**

- Medium Density Residential Single Family (RS10)
- Medium Density Residential Single Family and Multi Family (R10)
- High Density Residential(R7)
- Specific Plan (SP)
- Residential PUD
- Public Institutional land uses may occur in any number of underlying zoning districts if they are determined to be compatible with surrounding land uses.
- Zoning districts other than the suggested districts may be evaluated on a case-by case basis.



# Mixed Form Housing (FH)

The Mixed Form Housing character classification provides the greatest variety of housing options. The Mixed Form Housing areas are residential in character with a mixture of single-family detached and single-family attached two-, three- and four-unit residential buildings that keep in character with the surrounding neighborhood. Development in these areas should focus on forms that relate to the public street, provide architectural details for porches windows and awning treatments and transition well with adjacent properties.

## Development Patterns include:

- Detached single-family residential
- Attached single-family residential limited up to four-unit buildings
- Live/work units.
- Maintain traditional residential character and reflect the scale and context of the area
- This land use is developed to provide a mixture of housing opportunities in the downtown area and adjoining residential neighborhoods that have a more traditional or historic neighborhood character
- Building height, setbacks and scale that relate to adjacent properties
- Architecture that promotes a residential neighborhood feeling with well-conceived entrances and incorporating porches, stoops, bays and dormers
- Emphasis on design detailing of street facing facades. Informal on-street parking combined with on-site parking set back from the front façade of the home or building or at the rear of buildings
- Sidewalks and front landscaping that connects to the public street and existing pedestrian networks. Walkability of streets.
- Infill development designed so that two-family, three-family and four-family residential buildings resemble traditional single-family buildings.
- Specific densities must be evaluated based on infrastructure and utility capacities

## Suggested City Zoning Districts That Might Be Appropriate:

- Medium Density Residential Single Family (RS 10)
- Medium Density Residential Single Family and Multi Family (R10)
- High Density Residential (R7)
- Specific Plan (SP)
- Multiple Residential and Office (MRO)
- Residential PUD
- Commercial Core (CC)
- Public Institutional land uses may occur in any number of underlying zoning districts if they are determined to be compatible with surrounding land uses.
- Zoning districts other than the suggested districts may be evaluated on a case-by case basis.



# Neighborhood Commercial (NC)

Neighborhood commercial and office nodes that are designed at a neighborhood scale and cater to pedestrians in Neighborhood Commercial configurations. Rather than designing linear strips, these neighborhood commercial centers occupy much smaller building footprints than typical businesses found at significant transportation intersections and provide neighborhood conveniences such as drug stores, professional services, and boutique retail uses. Small food markets are often accompanied by convenience stores and personal service establishments such as banks, dry cleaners, and small-scale drug stores. The Neighborhood Commercial category also includes residences that have been converted into professional offices. Proposed locations include smaller commercial centers adjacent to and surrounded by neighborhoods and at principal intersections of community collector streets.

## Development Patterns include:

- Professional offices, convenience stores, dry cleaners, post offices, cafés & coffee shops, drug stores, personal service establishments, banks, and neighborhood retail.
- Non-residential development should be small-scale, low-intensity land uses, generally about the same scale and intensity level (building size, shape, and footprint) as residential development that surrounds it; and clustered at intersections of community collector thoroughfares. Parking is often not the dominant view and may be screened by walls and landscape or provided at the rear and sides of buildings
- Service vehicles typically are smaller in size (box trucks), than a conventional semi-trailer to accommodate deliveries in confined neighborhood areas.
- Additional buffers and transitions will be important.
- Design of Suburban Neighborhood Commercial should promote a neighborhood scale to the architecture. Uses should be compatible with surrounding residential use and neighborhood character. Roof form is particularly important, height should transition down to the height of contiguous dwellings.
- Neighborhood shopping areas are typically designed to serve a localized trade area within a community. The neighborhood shopping areas serve a radius about one mile.
- Pedestrian and bicycle facilities integrated into the layout
- Drive-thru's are discouraged, however they may be allowed if they are integrated into the design to not be prominent.

## Suggested City Zoning Districts That Might Be Appropriate:

- Commercial Limited Service (CLS)
- Commercial Core (CC)
- Commercial Service Districts (CS)
- Commercial PUD
- Specific Plan (SP)
- Medical Professional Office (MPO)
- Public Institutional land uses may occur in any number of underlying zoning districts if they are determined to be compatible with surrounding land uses.
- Zoning districts other than the suggested districts may be evaluated on a case-by case basis.



# Commercial Core (CC)

This land use is focused on the central business district of Springfield and includes a wide range of commercial, retail, office, entertainment, public services, institutional and a mixture of residential uses. It allows for a high density and a mixture of uses integrated with each other into the core downtown area.

## **Development Patterns include:**

- Professional offices, convenience stores, dry cleaners, post offices, cafés & coffee shops, drug stores, personal service establishments, banks, and retail.
- Institutional and public facilities are appropriate
- Urban spaces designed for community engagement and socialization are encouraged
- Service vehicles typically are smaller in size (box trucks), than a conventional semi-trailer to accommodate deliveries in confined neighborhood areas.
- Second floor residential and office is encouraged above first floor commercial and retail
- Parking should be provided using on street and combined parking lots or garages as much as possible
- Pedestrian and bicycle facilities integrated into the layout

## **Suggested City Zoning Districts That Might Be Appropriate:**

- Commercial Core (CC)
- Commercial PUD
- Specific Plan (SP)
- Public Institutional land uses may occur in any number of underlying zoning districts if they are determined to be compatible with surrounding land uses.
- Zoning districts other than the suggested districts may be evaluated on a case-by case basis.



# General Commercial Character (GC)

This land use designation pertains to commercial corridor development as well as outparcels located on arterial and collector transportation routes. This district includes high intensity commercial businesses that have a trade area outside of Springfield and/or require a moderate or large amount of land for their operations. Uses include regional shopping center, grocery, hotels, gas stations, restaurants, and “big box” retailers. Due to the potential for these uses to generate high traffic and truck delivery volumes, their location should be on or with adequate access to primary roadway networks and should not conflict with surrounding residential development.

## Development Patterns include:

- Commercial centers along major roadways, with a range of uses, including those on high-profile “pad” sites along the roadway frontage; in addition to out-parcel development.
- Automobile service-related enterprises (e.g., gas / service stations, auto parts, car washes).
- Restaurant chains (e.g., fast food, other).
- “Big-box” commercial stores (e.g., grocery, appliances, department/discount stores, clothing, etc.).
- Hotels
- Significant portions of development sites devoted to vehicular access drives, circulation routes, surface parking, and loading/delivery areas;
- Landscape perimeter buffers and space for storm drainage facilities needs to be considered
- Pedestrian connections to public roadways and surrounding communities should be considered
- Joint / shared parking and access between parcels should be considered
- Shared plazas and/or seating area located between principal use and out-parcels.

## Suggested City Zoning Districts That Might Be Appropriate:

- Commercial General (CG)
- Commercial PUD
- Commercial Limited Services (CLS)
- Multiple Residential and Office (MRO)
- Commercial Service (CS)
- Specific Plan (SP)
- Public Institutional land uses may occur in any number of underlying zoning districts if they are determined to be compatible with surrounding land uses.
- Zoning districts other than the suggested districts may be evaluated on a case-by case basis.



# Business and Medical Office Park (OP)

The purpose of the Office Park land use classification is to foster stability and growth of high-quality office, technology, medical, dental, research and development centers, and similar industries that provide desirable employment opportunities for the general welfare of the community. It also permits entertainment and restaurant amenities associated with these employment opportunities. Business Parks are suburban in character, are typically developed in a campus-style setting that features reduced site coverage and increased open space; and may include offices and associated administrative, executive professional uses, and specified institutional and limited commercial uses. Office Park areas should be monitored and protected in order to reserve prime sites for future employment growth and business recruitment and not convert the land to residential or commercial uses.

## Development Patterns include:

- Primarily office, medical, and technology/research uses; higher-density auto urban (general); Public/institutional; and common green spaces or publicly available parks, greenways, etc.
- Typically, a minimum Open Space ratio of 20 to 30 percent, which allows for sizable building footprints since most developments involve large sites.
- Extensive landscaping of business park perimeter, and special streetscape and design treatments at entries, key intersections, and internal focal points.
- Development outcomes often controlled by private covenants and restrictions that exceed City ordinances and development standards.
- Intended to create a highly attractive business investment environment.
- Site operations are conducted indoors with no outdoor storage or display.
- Encourage the formation of new unified business park corridors or large master planned parcels or the development of individual parcels as part of business parks by focusing new growth in a more clustered pattern, as opposed to isolated parcels along strips of non-residential land uses lining thoroughfares.
- Sufficient acreage, either on one parcel or through assembling multiple parcels, to ensure that current and future expansion needs are satisfied. The estimated size of business parks is typically 50-200 acres.
- In-place or expanding infrastructure like utilities and adequate road networks should be considered.
- Limited impact from steep slopes or floodplain should be considered.

## Suggested City Zoning Districts That Might Be Appropriate:

- Medical-Professional Office District (MPO)
- Light manufacturing Districts
- Commercial PUD
- Specific Plan (SP)
- Zoning districts other than the suggested districts may be evaluated on a case-by case basis.



# Mixed-Use Center (MU)

Provides opportunities for residential mixed with commercial, retail, and office, typically with a vertical element of multiple uses in the same building. Mixed use areas can fit along primary transportation routes, nodes of commerce adjoining key intersections or at transition points between traditional commercial areas and residential neighborhoods. Mixed-Use Centers reserve and provide employment sites in the centers with an integrated mix of commercial, retail, office and residential. Mixed-Use Centers are to be master planned. Mixed use areas shall be designed for pedestrians and connectivity to surrounding neighborhoods and places of commerce. Streets are scaled to address multiple forms of access, such as pedestrians, bicycles, and motor vehicles.

## **Development Patterns include:**

- Allows a broad range of commercial, office and high-density residential uses and public spaces serving surrounding neighborhoods, commercial / professional business parks and visitors from nearby communities. Mixed Use developments are required to provide office, commercial and retail spaces in addition to residential uses
- Streets and other public spaces framed by buildings with zero/minimal front setbacks, creating "architectural enclosure" with enhanced streetscape design
- Multi-story structures
- Amenities integrated into the site design, common areas, streets and open space
- More conducive for pedestrian activity, public street activity and interaction with wide sidewalks, including public plazas and pocket parks and community open space that draws visitors from surrounding neighborhoods and communities within the region
- Structured, shared and on-street parking is encouraged. On-site parking is oriented toward the rear or sides.
- Service areas located off of or adjacent to alleys.
- Residential design is encouraged to utilize alley access to maximize the interface along the streetscape
- A Master plan is required for all mixed use properties

## **Suggested City Zoning Districts That Might Be Appropriate:**

- Commercial Core (CC)
- Multiple Residential and Office (MRO)
- Mixed Use District (MU)
- Specific Plan (SP)
- Public Institutional land uses may occur in any number of underlying zoning districts if they are determined to be compatible with surrounding land uses.
- Zoning districts other than the suggested districts may be evaluated on a case-by case basis.



# Light Industrial and Manufacturing (LIM)

Springfield should provide attractive sites for future industrial (light and general) development to provide additional employment opportunities to those who reside in the City as well as for residents who live in the surrounding area. The intent of the General Industrial land use classification is to provide facilities for design, assembly, finishing, packaging, and storing of products or materials that have usually been processed at least once. These activities are characterized as “clean”, since they produce a relatively small amount of environmental outputs, including, but not limited to smoke, gas, odor, dust, noise, vibration of earth, soot or lighting; to a degree that is not offensive when measured at the property line of subject property.

General industries include facilities for administration, research, assembly, storage, warehousing, and shipping. Examples are electronics firms, trucking companies, small textile mills, and auto assembly plants. Characteristic features may include the nature of the buildings, parking and shipping arrangements, the presence of outdoor storage facilities, trailer trucks, loading docks, rail lines, and power sources. Development standards for light industrial industries include the minimum necessary to assure safe, functional, efficient, and environmentally sound development, and may have to conform to certain requirements regarding enclosure, screening and minimum distance from residential districts.

## **Development Patterns include:**

- Light manufacturing and assembly;
- Distribution, and warehousing;
- Uses involving handling, storage, or shipping;
- Laboratories for research and development;
- Food production clusters (e.g., breweries, cookie, cracker and pasta manufacturing); and
- Arts and crafts manufacturing cluster (e.g., commercial screen printing, pottery product manufacturing, ornamental and architectural metalwork manufacturing).
- Light industrial, warehousing and distribution uses that are well-screened and in buildings with upgraded facade treatments;
- Ensure adequate truck loading and maneuvering areas within a building or in a side or rear yard, in such a way that all storage, standing and maneuvering of trucks will take place solely on private property and is well-screened from all public thoroughfares.
- In-place or expanding infrastructure like utilities and adequate road networks should be considered.
- Limited impact from steep slopes or floodplain should be considered.

## **Suggested City Zoning Districts That Might Be Appropriate:**

- Restrictive Industrial Districts (RI)
- Public Institutional land uses may occur in any number of underlying zoning districts if they are determined to be compatible with surrounding land uses.
- Zoning districts other than the suggested districts may be evaluated on a case-by case basis.



# Heavy Industrial (HI)

The Industrial use classification may include both light and heavy industry. Uses such as office / warehouse, wholesale, product assembly & distribution, and light manufacturing are included with heavier uses that often include outdoor storage, display, and work activity. Heavier industrial uses include manufacturing and processing of raw materials, outdoor storage and uses that may create impacts relating to odor, noise, air quality, and aesthetics. A Special Use Permit may be required for some uses. This classification is sited based upon the availability of utilities infrastructure, e.g., the ancillary services required in the operation of any production process. Industrial uses should have access to major roadways and rail spurs, and cost-saving infrastructure such as dedicated water supplies, waste systems and electric power systems. Raw volume of freight and the scale and type of operations require locations relatively well separated from non-industrial sites.

## **Development Patterns include:**

- Heavy and General industrial
- Office or Commercial uses accessory to a primary industrial use.
- Outdoor activity and storage, the effects of which should be mitigated for visual impacts to adjacent public and private property and public rights-of-way, this shall include screening;
- Located away from residential uses and districts;
- May involve significant truck traffic from multi-axle trucks or direct rail service;
- May include on-site presence of large-scale moving equipment in some cases;
- Potential for environmental impacts that may affect the proximity and type of adjacent uses, including particulate emissions, noise, vibrations, smells, etc., plus the risk of fire or explosion depending on the materials handled or processed;
- Certain intensive publicly owned uses (e.g., public works facilities, fleet maintenance,
- Industrial uses should have access to major roadways and rail spurs, and cost-saving infrastructure such as dedicated water supplies, waste systems and electric power systems.

## **Suggested City Zoning Districts That Might Be Appropriate:**

- General Industrial District (GI)
- Zoning districts other than the suggested districts may be evaluated on a case-by case basis.



# Educational Campus / Institutional Use (I)

Areas dedicated to education, public institutional use, educational campuses, or public health & safety services and city services. This can include areas established for learning, cultural resources, museums or public health, safety and welfare, such as fire, police, sanitation or utility service facilities.

## **Development Patterns include:**

- Good public access and connections to collector and arterial transportation routes
- Provisions for public parking if needed
- Screening and Buffer Areas adjacent to residential areas if appropriate



## Park or Greenway (P)

Recreational areas, including active and passive parks, golf courses, greenways, trailways and waterway access points. Areas established for the protections on natural resources or public greenspace.

**Development Patterns include:**

- Good Public Access
- Provisions for public parking if appropriate
- Steep slopes, Heavily Wooded Areas or Stream and Wetland Buffers that need protection may be considered as appropriate natural areas



# Zoning Ordinance Recommendations

During the Comprehensive Planning Process, a quick review of the existing Springfield Zoning Ordinance was conducted. The following suggestions have been generated from this general review of contents and zoning districts.

- 1.** Create a Table of Contents and Zoning Districts
- 2.** Ensure Consistent Formatting of Article Numbers throughout all sections of the zoning ordinance.
- 3.** Ensure consistency of Community Development Department position titles and position responsibilities throughout the zoning ordinance.
- 4.** Verify all Tennessee Code Annotated (T.C.A.) references within the zoning ordinance like to the correct section within T.C.A.
- 5.** Review Section 11-203 to ensure consistency between words defined are consistent with the terminology used within the ordinance.
- 6.** Review Section 11-203 to ensure there are no regulations found within the definitions.
- 7.** Review all established zone districts to determine if consolidation of some zone districts can occur.
- 8.** Group all established zone districts by base land use (commercial, residential, and industrial) to ensure the ordinance is user friendly.
- 9.** Relocate Historic Zoning Regulations from Appendix A to Section 11-513 and move Historic District Guidelines from Section 11-513 into a separate document.
- 10.** Review Board of Zoning Appeals (BZA) responsibilities to ensure the BZA is not given responsibilities outside of those assigned within state enabling legislation.
- 11.** Consolidate all conditional uses mentioned within the zoning ordinance into Section 11-1306 (Chapter 13).
- 12.** Review all supplemental regulations, such as sound, light, to remove regulations that are found within regulatory documents outside the zoning ordinance.
- 13.** Review the Core Commercial zone district, (Section 11-603) to ensure the current regulations and permitted land uses are consistent with the current development pattern and vision of downtown Springfield.
- 14.** Review the Historic Downtown Redevelopment Overlay (HDRO) regulations to ensure consistent regulation of all proposed projects within the HDRO.
- 15.** Create a new mixed use zoning district to achieve the city's goals of promoting true mixed use developments that include office, commercial and residential.



# 5

## Utility Infrastructure & Emergency Response



### Utility Infrastructure

This section provides information related to water, wastewater, natural gas, and electricity infrastructure within the City of Springfield. All four (4) utilities are owned and operated by the City of Springfield and area available within all areas of the municipal boundaries of the city. Additionally, the Springfield Water Department and the Springfield Gas Department provides services outside of city limits of Springfield. These Water Department provides water to both Coopertown and Greenbrier. The Gas Department provides natural gas to Coopertown, Greenbrier, Cedar Hill, Cross Plains, Orlinda, and White House. Detailed information for each utility service is provided in the following sections.

### Existing Conditions

#### Water

The Springfield Water Department provides potable water to approximately 16,433 customers. More specifically, the City and County contains 13,839 customers. Greenbrier contains 1,022 customers, Pleasant View contains 647 customers, Cedar Hill contains 603 customers, Goodlettsville contains 317 customers, and Adairville contains 6 customers.

The Red River is the raw water supply for the Springfield water treatment plant to process prior to distributing throughout the system. To supplement the Red River, the Springfield Water Department has created a connection to the Logan Todd Regional Water Commission (LTRWC) system located in Guthrie, Kentucky. The LTRWC produces drinking water at the George W. Arnold Treatment plant from water taken from the main channel of the Cumberland River in Clarksville, Tennessee.

The water treatment plant has capacity to produce 10 million gallons of water per day. In 2023, the average daily water usage is 5 to 6 million gallons a day. The connection to LTRWC provides the City of Springfield access to approximately 8 million gallons of water per day, if that amount of additional capacity was needed. In 2023, the City of Springfield acquired, on average, 2.3 million gallons a day from the LTRWC system to supplement the current level of production at the City of Springfield Water Plant. The Springfield Water System contains two (2) ground level tanks capable of storing 8 million gallons of water as well as four (4) elevated water tanks that can store 2.8 million gallons. At current time, upgrades are planned for the water treatment plant that will consist of installing upgraded water pumps that will allow for



more regulation of pressure and efficiencies within the system. In addition to the new pumps, the existing clear well will be increased in size to permit the storage of one (1) millions gallons of water.

## Wastewater

The current Springfield wastewater treatment plant, located on Lawrence Lane, has the capacity to treat up to 3.44 million gallons of wastewater per day. The plant treats wastewater from the City of Springfield residents as well as septic tank hauling services. The plant uses an active sludge process before treated water is discharges into Sulphur Fork Creek. Daily testing and analysis is performed to ensure all state and federal regulations are met prior to treated water being discharged into the creek. A recent study determined the existing wastewater treatment plant would need replacement, which is a project the city has undertaken in recent years and a new wastewater treatment plant, with increased capacity, is soon to begin construction. The new treatment plan will be constructed adjacent to the existing treatment plant. The construction is expected to begin in Spring of 2024 with the new plant anticipated to come online in the Fall of 2026. The treatment plant will increase capacity up to 7.0 million gallons per day, which is double the capacity of the existing treatment plant.

## Gas

The Springfield Gas System maintains a distribution system that provided natural gas to more than 9,200 customers within the City of Springfield as well as within the communities of Greenbrier, Coopertown, Cedar Hill, Cross Plains, Orlinda and White House. The distribution system for natural gas consists of more than 390 miles of pipeline. The Springfield Gas System receives natural gas from Kinder Morgan (Tennessee Gas Pipeline) through three (3) interconnected meter/regulator gate stations located in Greenbrier, Rock Springs, and Cross Plains. The largest station is located in Greenbrier and has a capacity of 10,000 MCF per day. The City of Springfield is served by this station. The second largest station is located in Rock Springs and serves the southern and western portions of Robertson County. This station has a capacity of just over 1,900 MCF per day. The third and final station is located in Cross Plains and serves the eastern portions of Robertson County. This station has a capacity of 1,500 MCF per day. These three (3) stations are interconnected which creates redundancy in the case of an emergency. The demand on the gas system has continued to increase with just under 1.5 MCF of natural gas distributed in 2022. The system was expanded by five (5) additional miles of main lines in 2022 and there are six (6) future capital improvement projects planned that will continue to expand the natural gas system.



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## Electric

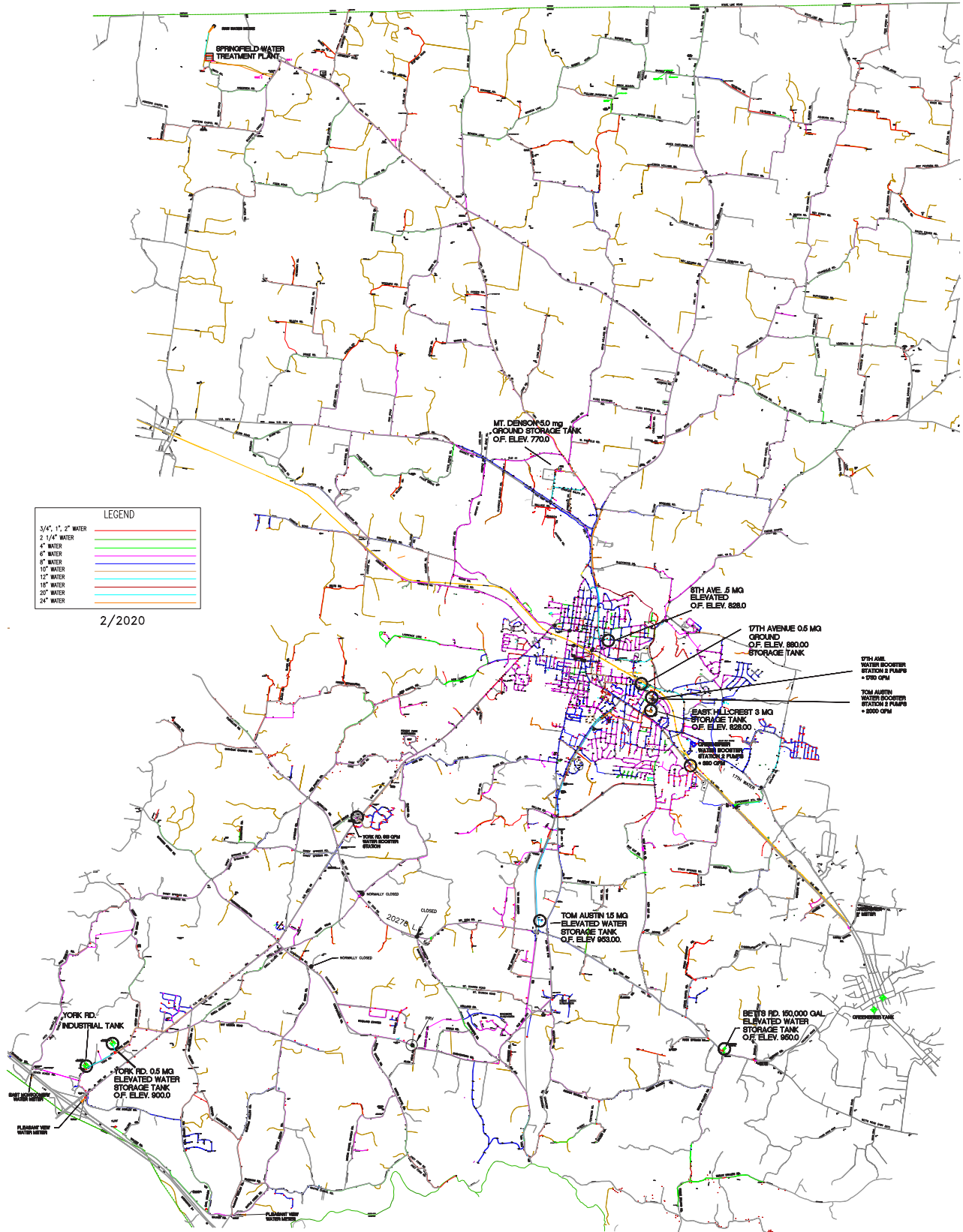
The Springfield Electric Department provides service to all residents within the municipal boundaries of Springfield. The City of Springfield purchases electricity from the Tennessee Valley Authority (TVA), which is a corporation owned by the federal government that produces and provides electricity for 10 million people within seven (7) states within the southeast. Given that the Springfield Electric Department does not generate electricity, but receives electricity from the Tennessee Valley Authority (TVA) the rates for electricity are set by TVA and not the City of Springfield. The Springfield electrical system consists of 161 miles of distribution lines and five (5) substations. The Electric Department serves approximately 7,000 residential and 1,300 non-residential customers and continues to expand the system as needed to meet demand for both residential and non-residential expansion. The Department is also continuing to upgrade street lights to LED lighting, and installing fiber within the city.

## Overview

All utilities provided by the City of Springfield possess more than adequate capacity for current demands. With a forward-looking perspective the city is completing upgrades to the water treatment plant and constructing a new and expanded wastewater treatment plant that will create additional capacity for the development that is beginning to come to Springfield and project for the future.



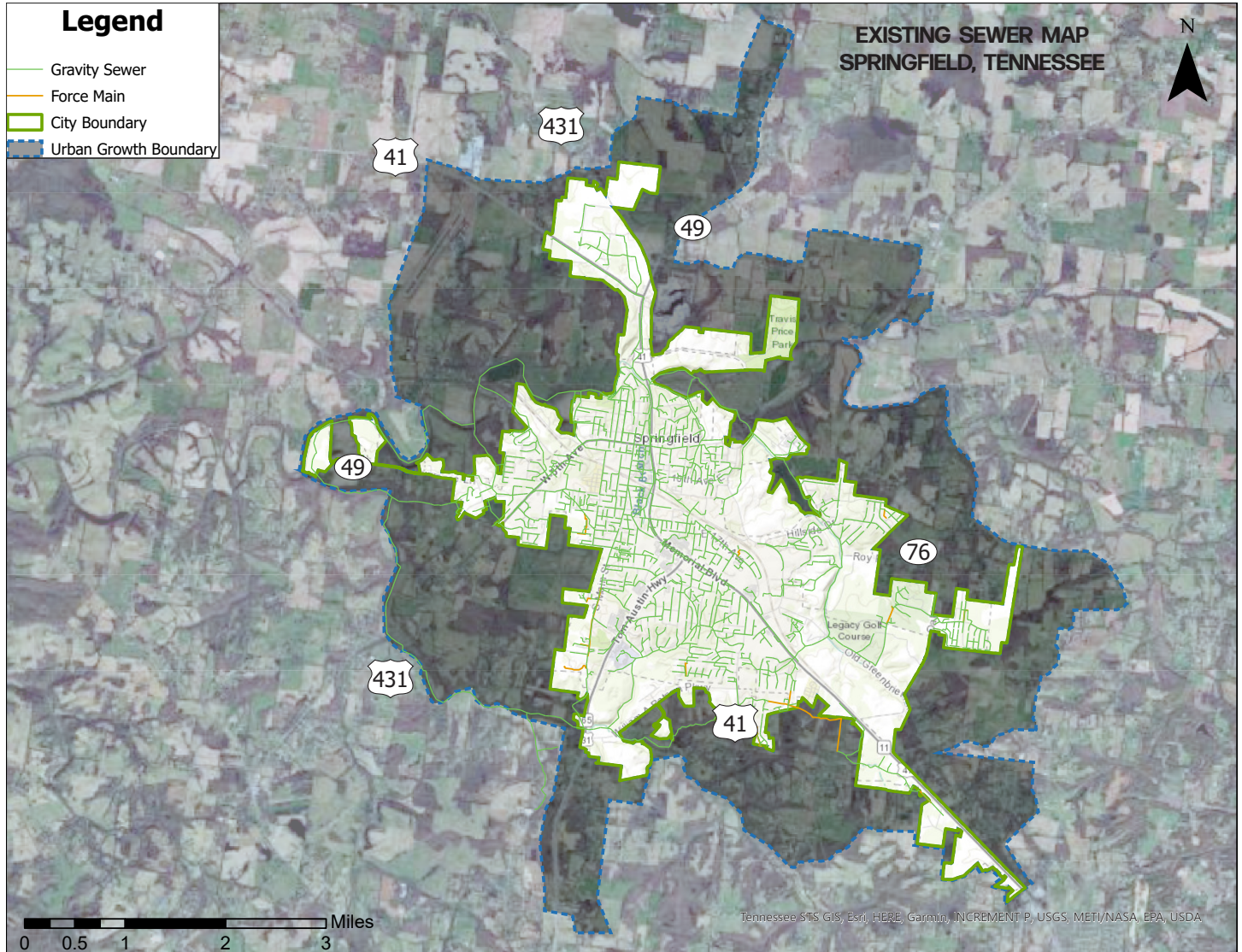
# Water System Map



2/2020



Figure 4: Sanitary Sewer Services



See Appendix for larger copy of map



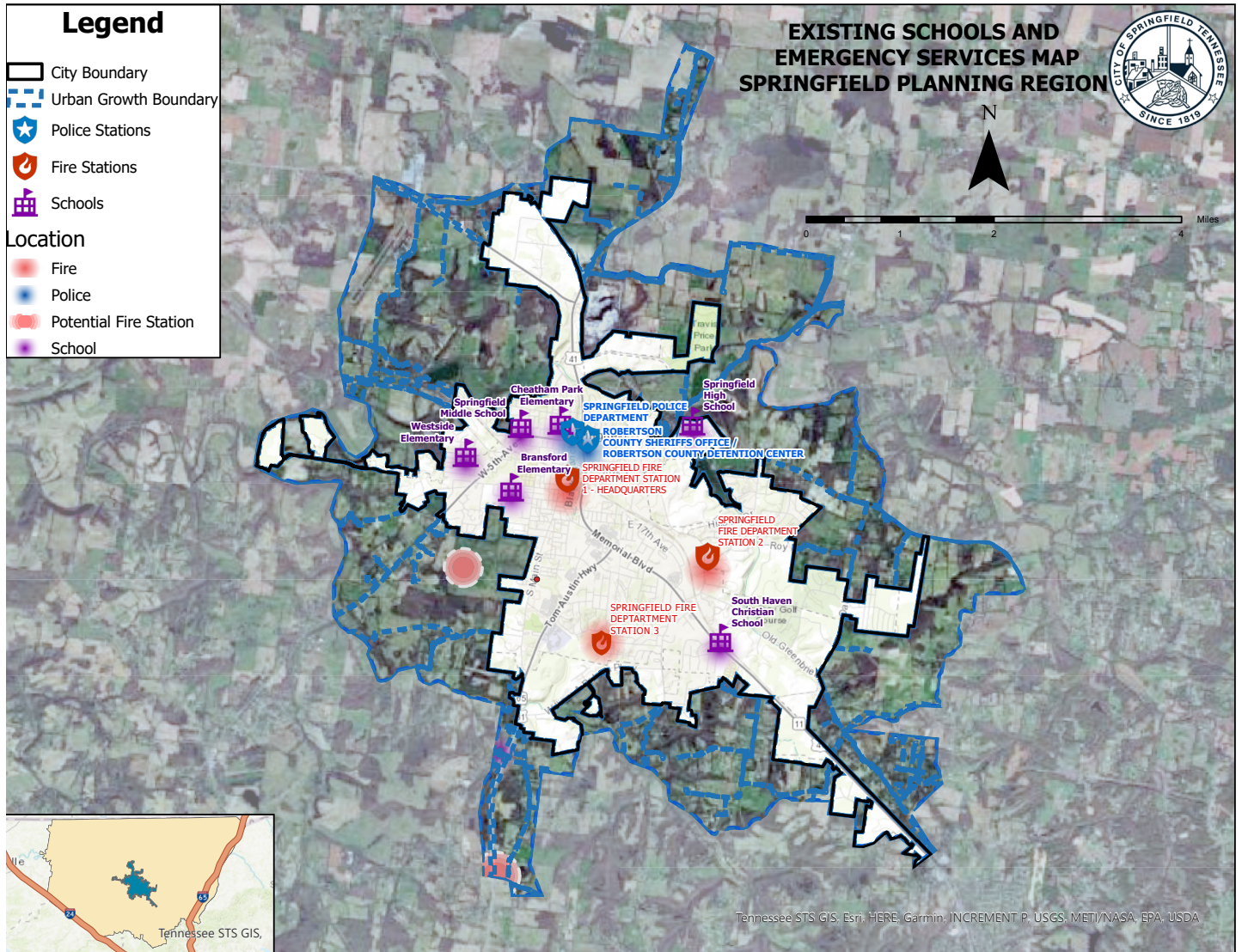
# Emergency Response - Fire

A technical advisory fire location advisory study done by the University of Tennessee for the City of Springfield in February of 2019. Summary recommendations from that study conducted in 2019 include the following:

- In general, Springfield has a good fire department. Springfield residents and business owners enjoy an Insurance Services Office (ISO) Public Protection Classification of Class 3/3X, which places Springfield in the top 8% of communities nationwide and in the top 7% in Tennessee.
- Springfield needs an additional fire station beyond the existing two stations to provide improved response times for the entire community based on an ISO (Insurance Services Office) evaluation that determined that 67% of the community was within a first-due response district for an engine company and ladder company.
- Evaluation of the "polygon model" based on a 1.5 mile travel distance also confirmed the need for an additional fire station because of the size of the fire service area.
- The communities basic fire flow is 3,500 gpm which suggests a minimum of three engine companies to cover its service area.
- Most of the growth occurring in the city is in the south and east quadrants. Tom Austin Highway (SR 431) connects to Interstate I-24 and Memorial Blvd. (US Highway 41) connects to Interstate 65. These corridors have the greatest potential for expanding growth outside of the city's core and enlarging the fire service needs of the city.
- The study identified the most favorable locations for a new fire station to be somewhere near the area of the intersection of Tom Austin Highway (SR 431) and Watson Road or Tom Austin Highway (SR 431) and William A. Batson Parkway.



Figure 5: Emergency Services and Educational Facilities



See Appendix for larger copy of map



# 6

## Parks, Open Space, & Environmental Resources

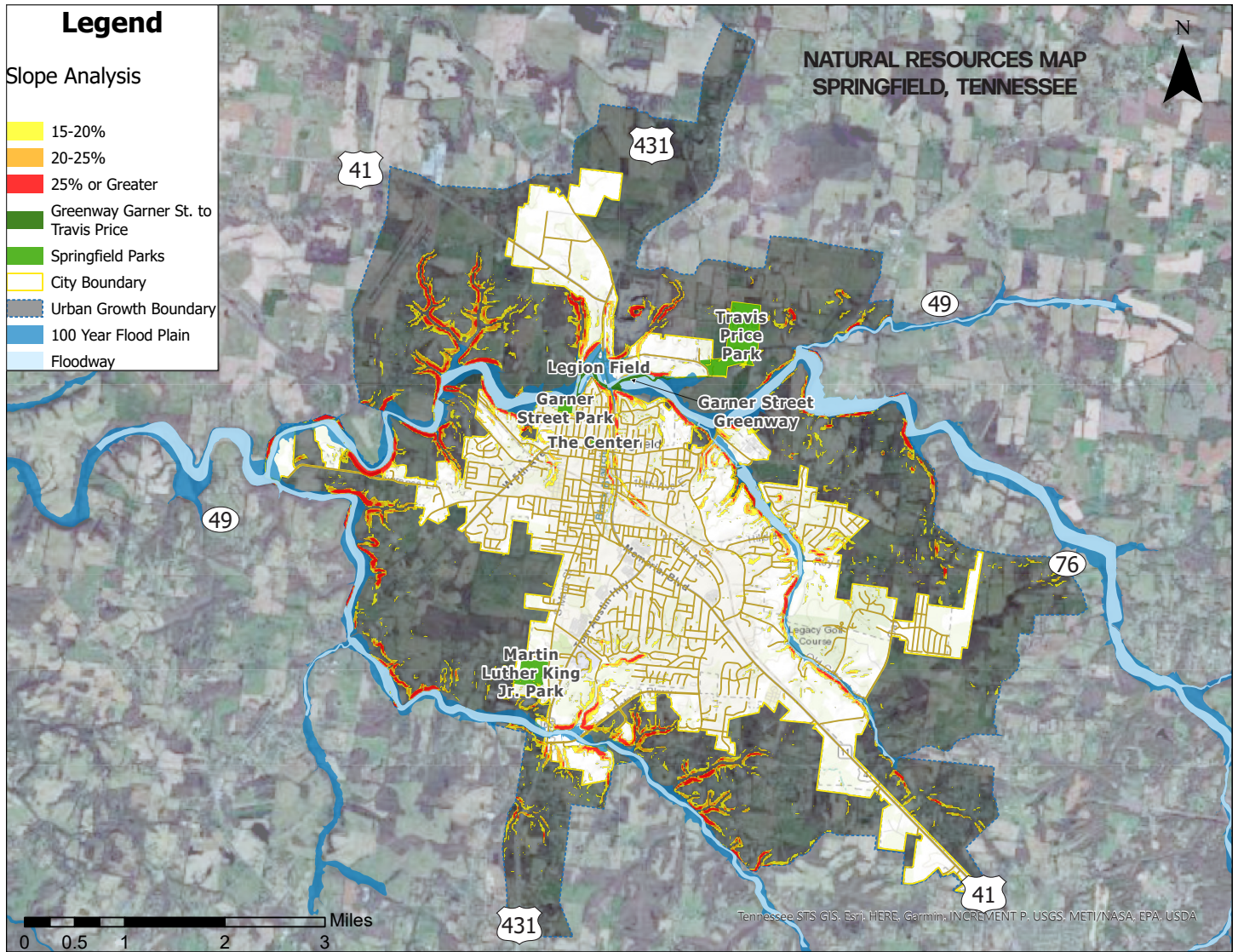


***The Parks and Recreation component of this Master Plan is summarized from the most current City of Springfield Parks and Recreation Master Plan last updated in 2022.***

Providing equitable and inclusive parks and recreation can ensure all communities engage with nature in positive ways. It can also distribute the health benefits of parks and recreation across demographics and user groups. Also, inclusive and equitable access to parks has become an increasingly important priority for statewide parks and recreation agencies.



Figure 6: Natural Resource Analysis

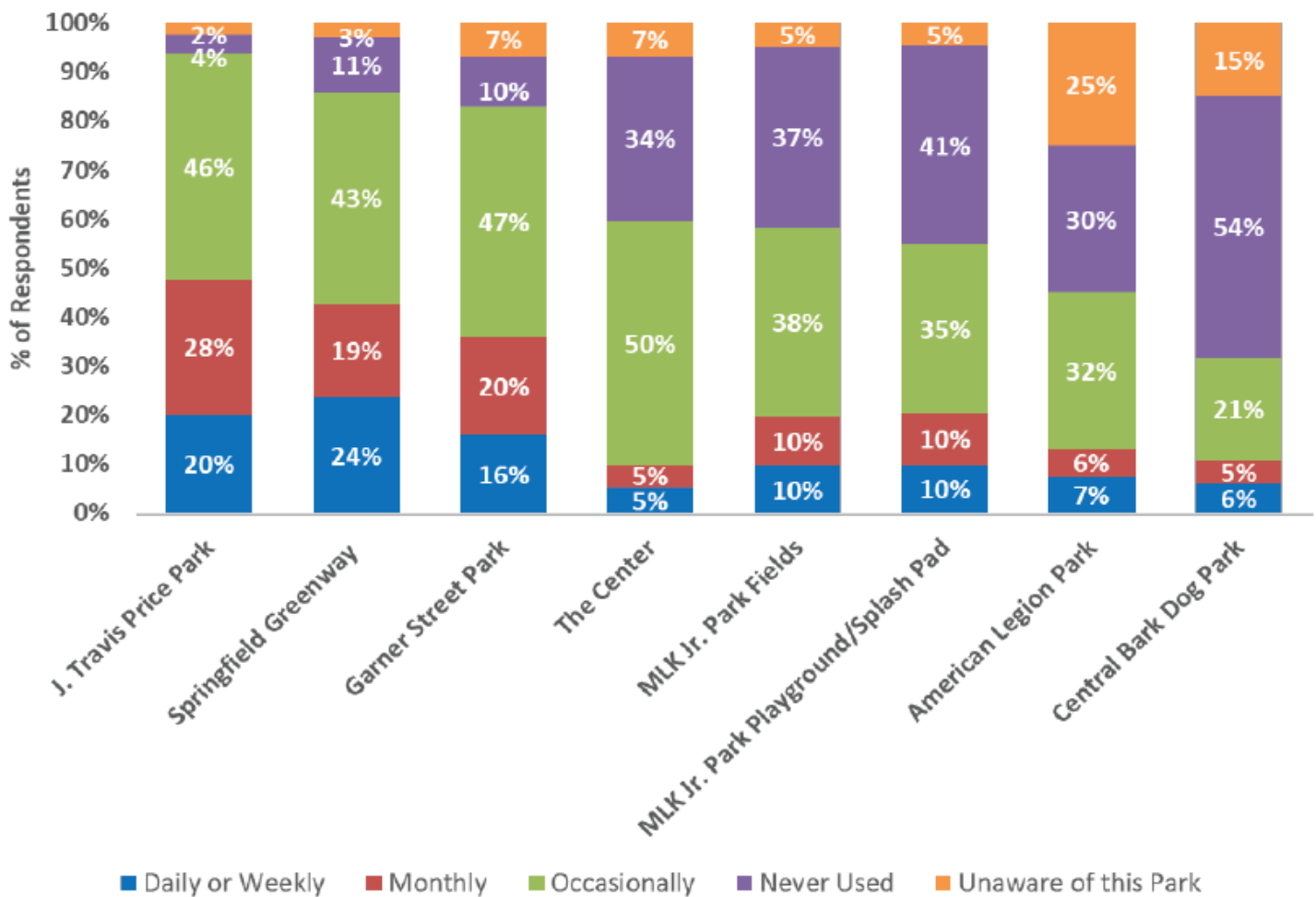


See Appendix for larger copy of map

# Parks and Recreation Site Visits

*From 2022 City of Springfield Parks and Recreation Master Plan:*

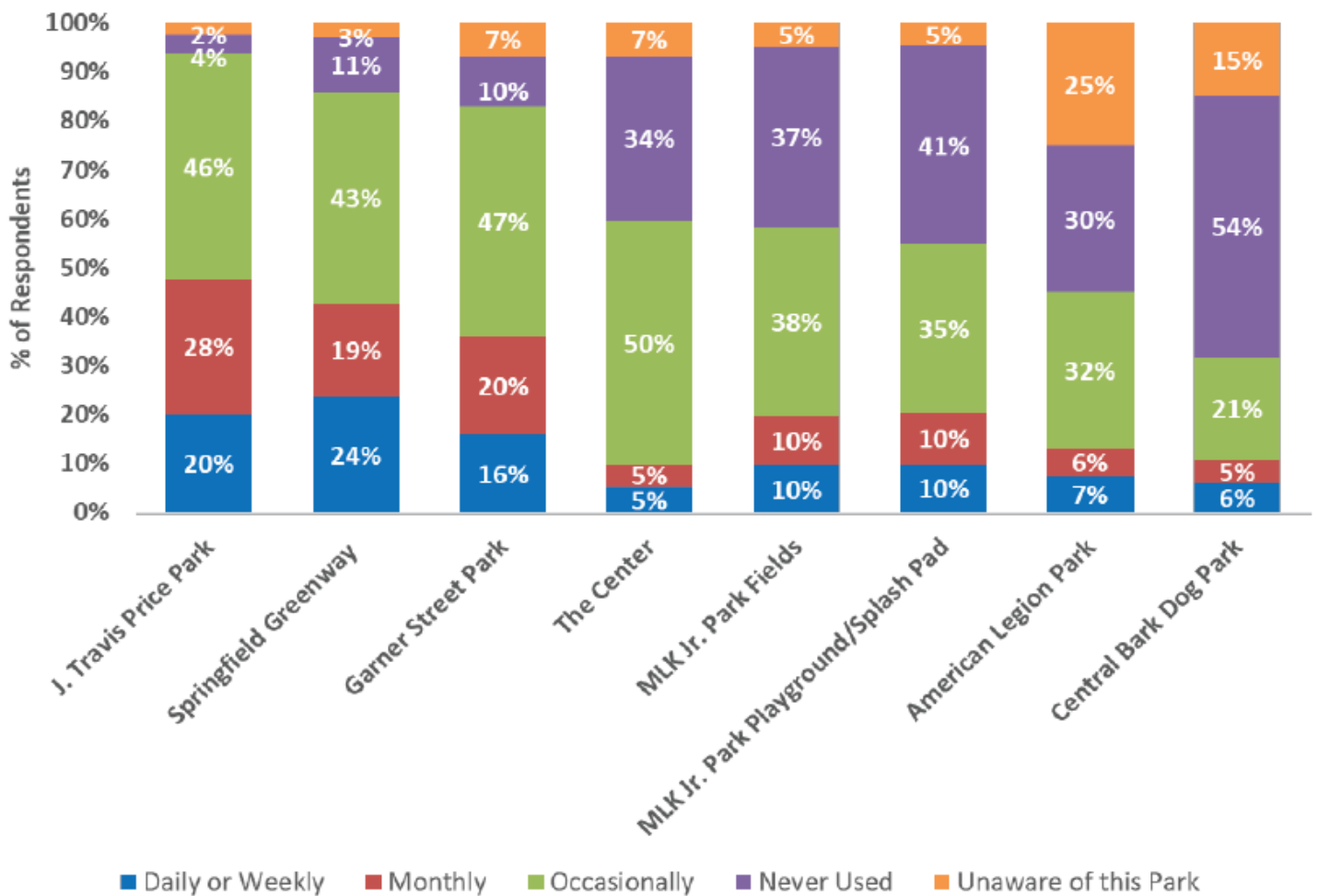
J. Travis Price Park, the Springfield Greenway, and Garner Street Park were reported to be the most frequently visited parks, with 80% or more of respondents saying they had visited them at least occasionally. At least occasional visits to The Center were reported by 60% of respondents, and 58% said they visited MLK Jr. Park Fields occasionally as well. Only 45% said they visited American Legion Park at least occasionally, and 32% visited the Central Bark Dog Park at least occasionally.



# Parks and Recreation Site Visits

**From 2022 City of Springfield Parks and Recreation Master Plan:**

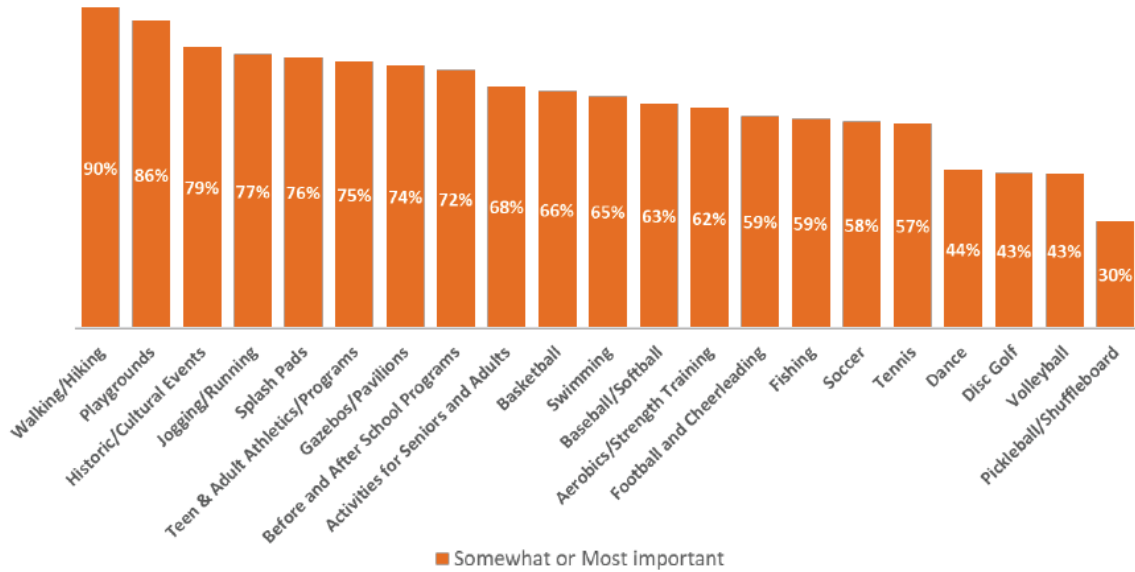
J. Travis Price Park, the Springfield Greenway, and Garner Street Park were reported to be the most frequently visited parks, with 80% or more of respondents saying they had visited them at least occasionally. At least occasional visits to The Center were reported by 60% of respondents, and 58% said they visited MLK Jr. Park Fields occasionally as well. Only 45% said they visited American Legion Park at least occasionally, and 32% visited the Central Bark Dog Park at least occasionally.



# Importance of Parks and Recreation Programs and services

## From 2022 City of Springfield Parks and Recreation Master Plan:

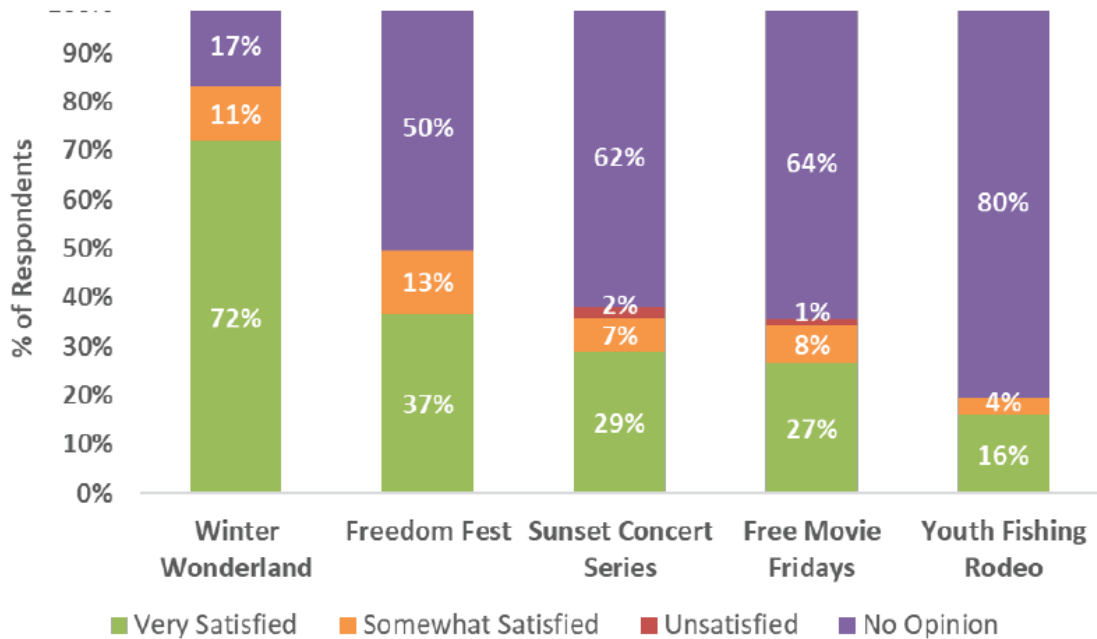
Walking and hiking were reported by 90% of respondents to be among the most important activities in Springfield. Playgrounds (86%); historical and cultural events (79%); jogging and running (77%); splash pads (76%); and teen and adult athletics (75%) were all reported as important by over three fourths of respondents.



# Satisfaction with Special Events in the Past Three Years

## From 2022 City of Springfield Parks and Recreation Master Plan:

Survey respondents were asked about their satisfaction with special events in the City of Springfield in the past three years. As the COVID-19 pandemic had a major effect on programming and activities, a larger timespan was utilized. Over three-fourths of survey respondents reported being somewhat or very satisfied with the annual Winter Wonderland event (83%). Half (50%) of respondents reported they were satisfied with the Annual Freedom Fest event. While fewer respondents reported being satisfied with the Sunset Concert Series, Free Movie Fridays, and Youth Fishing Rodeo, only 3% of respondents reported being unsatisfied with these events.



# Community Events

## From 2022 City of Springfield Parks and Recreation Master Plan:

Community events bring residents and visitors together throughout the year to share unique experiences and interact with the city's natural and man-made assets. Springfield residents enjoy such events year-round. The most popular community events held by the Springfield Parks and Recreation Department are as follows:

- Winter Wonderland - 25,000 attendees
- Sunset Summer Concerts - 10,000 attendees
- Freedom Fest - 7,000 attendees
- Free Movie Fridays - 500 attendees
- Free Youth Fishing Rodeo - 250 attendees
- Special Needs Fishing Rodeo - 25 attendees



Other community events held at Parks in Springfield throughout the year include:



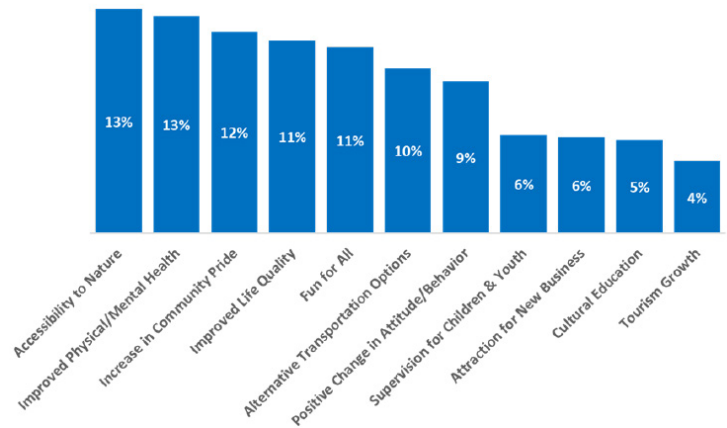
- Springfield Baptist Fall Festival
- Southern Softball State Tournament
- South Haven Middle/High School Football
- SHS / SMS Cross Country
- 10k/5k Runs
- SMS Softball
- TN Heat Travel Track Meet
- SHS Track
- SHS Soccer
- SHS Tennis
- Disc Golf Tournaments
- Concerts
- Recovery Court



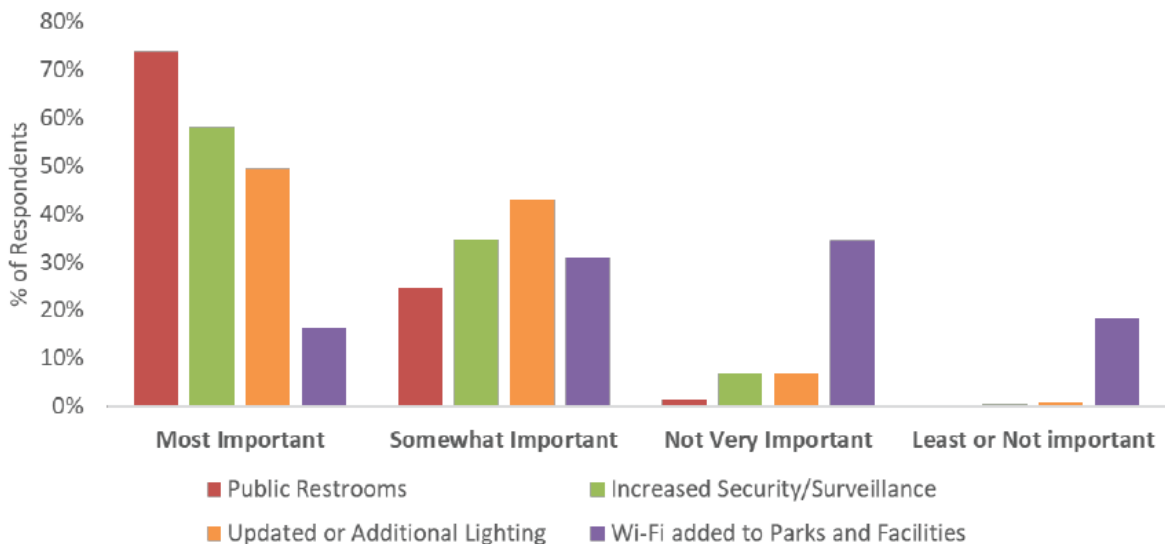
# Community Services Provided by Parks and Recreation

*From 2022 City of Springfield Parks and Recreation Master Plan:*

Parks and recreation agencies are increasingly being seen as part of an interconnected public sector. In addition to providing places to play and have fun, parks and recreation can have an impact on a variety of sectors. Survey respondents indicated their desire for parks and recreation to provide a wide range of services for residents and visitors in Springfield. Accessible places to enjoy nature, improved physical and mental health, increase in community pride, improved life quality, and fun for all were among the most important services for parks and recreation to provide mentioned by participants. Tourism growth, cultural education, attraction for new businesses, and supervision for children and youth were reported as the least important services for parks and recreation to provide. An online registration system has been implemented to rent out athletic fields, shelters and pavilions.



Respondents were also asked about the importance of providing additional amenities at parks in Springfield. These amenities included public restrooms; updated or additional lighting; increased security and surveillance; and available WiFi connectivity. Availability of public restrooms were reported most important, along with increased security/surveillance, and updated or additional lighting. Respondents ranked WiFi connectivity as being the least important amenity that should be provided at parks in the city.



# Summary of System Wide Needs

## *From 2022 City of Springfield Parks and Recreation Master Plan:*

The following bullets and table summarize the general system wide findings of the need's assessment:

- Overall, most parks and recreation facilities were in fair to good condition, provide a wide array of amenities, and contribute significantly to quality of life and livability in the city.
- The city has significant land holdings for parks and recreation. Several of the city parks provide adequate space for expansion, new facilities, and amenities.
- Updates to the existing parks and recreation facilities should focus on:
  - Providing universal accessibility for all people, regardless of their age or ability
  - Supporting tourism
  - Addressing any deferred maintenance needs
  - Expanding connectivity between parks
- Most residents expressed a desire to see more opportunities for swimming; trails and greenways; indoor facilities; community gardens; and a nature center.
- Programs and special events provide a variety of entertainment and recreation opportunities in Springfield. Participants in the planning process indicated a desire for Springfield to provide more programming opportunities, including youth activities and classes, as well as adult athletics programs, including soccer, flag football, kickball, and sand volleyball. Participants also indicated a desire to see more historic and cultural events; more waterway activities like kayaking, and an amphitheater for movies and shows.
- Other needs indicated during the planning process are as follows:
  - Additional parks and recreation staff/employees



# Summary of System Wide Needs

**From 2022 City of Springfield Parks and Recreation Master Plan:**

This table summarizes the needs assessment techniques used to identify key facility and program needs in Springfield. The findings from this table are reflected in the recommendations for the city.

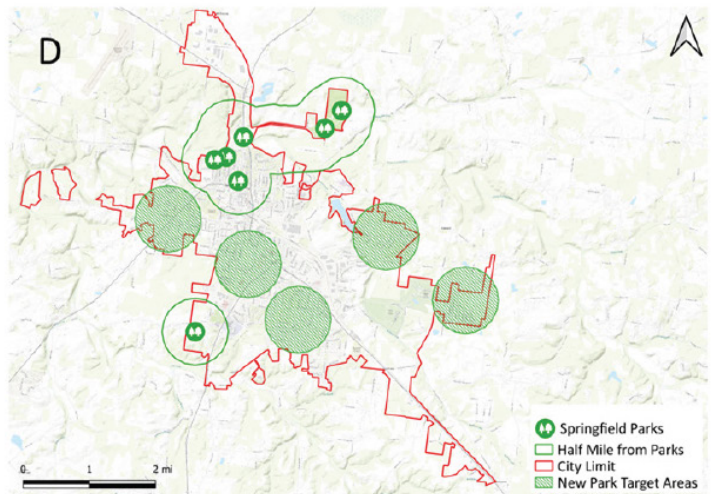
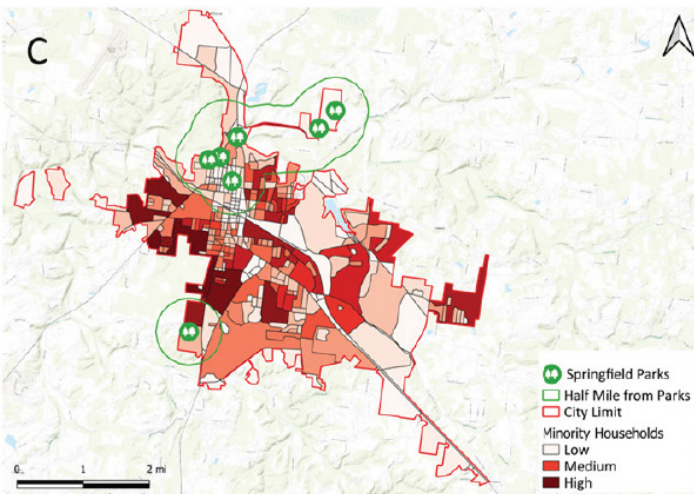
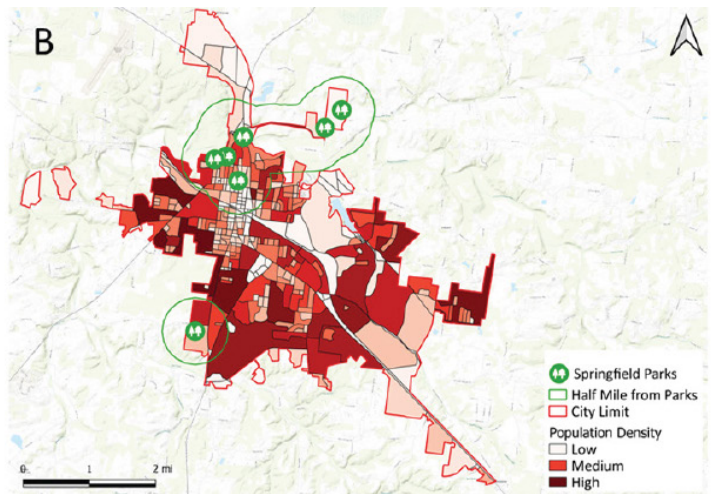
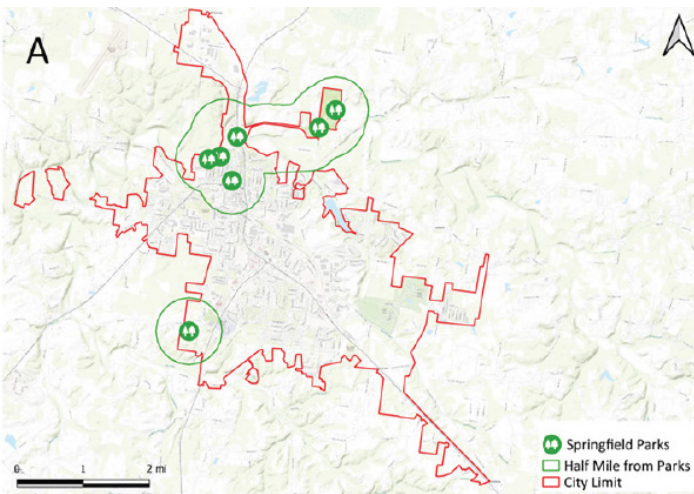
	Survey	Public Workshop	Interviews	Site Evaluations	Benchmark Research	Trends
Trails and Greenways	X	X	X	X	X	X
Added / Upgraded Playgrounds	X	X	X		X	
Ballpark Updates			X		X	
Park Safety/Lighting	X	X	X			
Disc-Golf	X		X			
Pools and Splash Pads	X					
Indoor Recreation Centers		X	X			
Added / Upgraded Restrooms	X		X	X		
Boating / Paddling Access	X					X
Added / Upgraded Basketball	X			X	X	X
Cultural Programs / Events	X		X			
Athletics Programs	X	X	X			



# Demographics and Park Proximity

## From 2022 City of Springfield Parks and Recreation Master Plan:

In Springfield, the distribution of demographic factors across the city was used to evaluate how various groups were served by existing parks and trails. First, areas of the city close to parks (1/2 mile) were mapped (A). Then park proximity was overlaid with demographic factors such as population density (B) and minority populations (C). Finally, areas with higher population density or concentrations of minority households but limited access to parks were identified (D). From this analysis, it appears that while Springfield does well in providing park access to areas with higher population densities and minority households in general, there are areas of the city that could benefit from added parks and trails to provide access within a ten-minute walk for most residents.



# 7

## Recommendations and Implementation Strategy



### Comprehensive Plan Summary

The adopted Springfield Comprehensive Plan serves as a guide for future land use and infrastructure decisions. It also serves to shape the growth of the city. Its recommendations are meant to be clear enough to give city staff and leadership clear direction to make informed decisions and broad enough to provide flexibility and adaptation when needed. The plan recommendations and implementation summary is organized into 5 main categories.

- Economics and general city organization
- Transportation Network
- Land Use
- Utility Infrastructure and Emergency Response
- Parks, Open Space and Environmental Resources

### Big Ideas

Each recommendation categories is framed with the primary ideas and priorities established from the planning and community engagement process. These “Big Ideas” shape the future land use map and inform city leadership on growth and policy decisions.

### Future Land Use Map

The future land use map establishes the proposed land use types within the City of Springfield's Urban Growth Boundary. It is based on the fifteen categories established in the land use chapter of this Comprehensive Plan. The Future Land Use Map reflects both existing and future land use based on the city's vision for growth. It should be referenced for future annexation or zoning considerations. The map is for guidance but it is subject to revision or change. Development or infrastructure decisions that contradict the Future Land Use Map recommendations should be reviewed and approved with careful consideration from city staff and leadership. Adjustments to the Future Land Use Map should generally consider possible improvements to quality of life issues, unique development opportunities and/or job creations that can improve economic opportunities for the city.



# Big Ideas: Economics and City Organization

The following economic recommendations have been prioritized by city leaders, the planning team, and the community during the planning process.

## Economic Growth and Diversification

- Increase Job Opportunities for Professional / Admin services
- Tourism
- Agricultural Economy
- Promote Industrial / Manufacturing Opportunities
- More Retail, Restaurant, and Amenity Options

## Downtown Revitalization

- Explore Creating a Downtown Master Plan / Expanding the CC District / Design Review for the area south of Downtown
- Revitalization Strategy / Activate Main Street Organization
- Formalize More Community Events
- Pop Ups / Agrarian Events

## City Staffing and Organization

- Main Street Committee / Board
- Emphasize Downtown Management
- Continue to support City Staff with Main Street Collaboration and Economic Development Position

## Housing Diversification

- Collaborate with Private Developers
- Provide Desirable Examples / Housing Fund Examples
- Promote a Mixture of Products Within Residential Projects Including Small “Cottage Style” Homes



# Community Priorities

Surveys and community input meetings have helped identify priorities for residents to inform the comprehensive planning process, as noted elsewhere in this planning document. While certain groups were likely under-represented in these intake efforts (most notably young people, Hispanics, lower-income residents, and people of color), the input is still valuable when placed in context.

Among the key priorities identified in this process included a desire for greater “economic opportunities,” listed as the #1 need among all things that residents want to change. Related to the need for economic opportunities is a desire for further revitalization of the downtown area, more shopping and entertainment, higher wage jobs, and more diverse housing choices. Education remains an important consideration among families in the city, along with the cost of housing. Overall, those providing input to this planning effort expressed a vision that celebrates Springfield’s “rural, small town” feel; the city’s safe, clean and secure environment; its recreation amenities; and a revitalized downtown with shopping, dining, events, and entertainment.

## Economic Development

As noted above, stakeholders listed “economic opportunities” as their #1 concern as input to the comprehensive plan. Several strategies are offered relating to the economic development of Springfield. While this plan does not include a comprehensive economic development strategy, certain recommendations are made based on community objectives, needs, and existing conditions.

### *Economic Growth and Diversification*

As noted above, there is a need for Springfield to examine its competitive advantages and create an economic development strategic plan to guide business growth and retention but also downtown revitalization, labor force development, and other aspects of economic development. The community has clearly identified the need for creating more economic opportunities, especially in the form of higher-wage jobs.

- **Economic Development Strategic Plan.** The City should consider embarking on an economic development strategic planning effort to guide business recruitment and retention, downtown revitalization (should could piggyback off of a master plan as noted above), labor force development and other aspects of economic development that results in more and better economic opportunities for Springfield existing and potential residents. The strategic plan should also address the following:
  - o **Manufacturing.** A declining sector nationwide, Springfield remains relatively dependent on manufacturing jobs, even though most residents of Springfield do not work locally in those jobs. There is a need to examine how best to strengthen the manufacturing sector, enhance its sustainability, and increase higher-wage opportunities for local residents. A key element of this strategy should examine the existing industrial park in terms of its competitiveness for future manufacturing and other industrial growth.



- o Agriculture. Springfield is the government and commercial hub of a largely agricultural county, despite its location within a short drive of Nashville's suburban fringe. Residents admire and celebrate Springfield's and Robertson County's rural character and small town lifestyle, so examining ways to continue to promote and capitalize on the area's agricultural sector can help support this lifestyle into the future. The Highland Rim Agriculture Research and Education Center will have an important continuing role to play in advancing this sector.
- o High-Wage Service Sector Growth & Diversification. Residents desire more economic opportunities in higher-wage jobs for Springfield. Many residents work in white-collar professional & technical, management, health care, administration, and other service jobs despite the prominence of the manufacturing sector among jobs within the city itself. So, attracting more professional service jobs to Springfield and diversifying the local economy to better sustain a downturn in manufacturing will be an important objective to be addressed in economic development strategic planning. Again, assets like the Highland Rim research center can play a role by spinning off more technical employment relating to the agricultural sector.
- o Tourism. Springfield is well-located near Nashville, with its multi-billion dollar tourism industry attracting 15 million visitors each year to the region. There are clearly opportunities for Springfield to capture more of this existing and growing market, but also to attract and serve Nashville-area residents to the Highland Rim's natural setting and still-untapped recreational opportunities. Since the City is highly dependent on sales taxes for its fiscal health, diversifying the market to include more tourists can help create a more resilient tax base. These opportunities can be further identified and tested as part of an economic development strategic plan.
- o Utility Services. Since the City is a net exporter for certain utility services, the opportunities for growth inside as well as outside of the city but in support of revenue generation should be explored in as much as they benefit Springfield taxpayers.

### **Downtown Revitalization**

Nearly 50% of survey respondents listed downtown revitalization as a priority (ranked second behind economic opportunities) in Springfield. The downtown area of a city is not just one of its many neighborhoods but the "brand" of the city and the historic heart of the community. Increasingly, local economic development hinges on having a successful, vibrant downtown that offers amenity value for residents and workers. Given competition for an educated labor.

Further, a walkable, mixed-use downtown area can help create sustainable business and residential opportunities that do not contribute as much to traffic and fiscal costs as does highway corridor-style development. Finally, there is a need to examine opportunities to integrate commercial opportunities leveraged by the new residential mixed-use development planned just outside of downtown to minimize competition and negative impacts on the vibrancy of downtown's commercial market.



- Downtown Master Plan & Revitalization Strategy. While Springfield has made progress in revitalizing its downtown, there is a need for more intensive planning, business recruitment and development to achieve objectives set forward by the City's residents not only for downtown but also for commercial development. Planned mixed-use development can be better integrated with downtown if master planning addresses connections and shared marketing opportunities. In order to pave the road for these achievements, a downtown master planning effort is recommended that would focus on key questions such as the market potentials for supporting downtown growth, development and business recruitment strategic planning, and parking & traffic management. It is simple to state that the City should try to recruit additional retail, restaurant, and entertainment tenants to the downtown area, but such efforts will be much more successful and sustainable in the long term if supported by market analysis, design & transportation planning, and a strategic management plan.

### City Staffing and Organization

- Downtown Manager. A downtown development or management entity (e.g., Main Street) should be re-established for Springfield to help promote downtown revitalization. The structuring of this entity could be wrapped into the broader master plan effort identified above.
- Low-Hanging Fruit. There are certain efforts that the City can make prior to completion of master planning or pro-active business recruitment. Such efforts could include any of the following activities.
  - Expanded Events Calendar. Adding to the City-sponsored events calendar, perhaps managed by Parks & Recreation or other existing entities in concert with community volunteer organizations and the Chamber of Commerce. The City could help organize an events committee in concert with the Chamber. Events that celebrate the city's agricultural heritage and demographic diversity can be encouraged.
  - Pop-Ups. Local planning could work with the Chamber and downtown property owners to examine opportunities for "pop-up" businesses and other uses that help to "activate" downtown streets, whether through interior short-term leases or outdoor spaces for food trucks, pop-ups, and other small temporary/mobile business vendors. Pop ups also provide opportunities for small, local entrepreneurs to market test their products and services.
  - Temporary Art/Design Installations. The City could work with the Chamber, local schools, and the community college on creation of temporary public art installations (murals, sculpture, street art, etc.) and plantings (such as hanging baskets) that help to add enliven and activate downtown streets.



- o Entrepreneur Fair. The City, in concert with the Community College, local schools and the Chamber, could sponsor a downtown entrepreneur fair to provide guidance on City regulatory processes, local and regional business development and training resources, and real estate opportunities for emerging entrepreneurs and small businesses that could eventually find a location in a local business incubator or small business location.

### **Housing Diversification**

A need has also been identified for housing diversification in Springfield. While this need has not been quantified through market analysis, there is a desire expressed among stakeholders for more diverse housing stock and in particular for workforce housing that meets changing demographic needs.

- Housing Market Analysis. Surveys suggest that there is a preference or need for more “moderate-size” and “small cottage-style” single family housing in Springfield. The existing conditions analysis also points to an under-supply of affordable rental housing in the city. Although the relatively better-off stakeholders who participated in the surveys are not necessarily proponents of more multi-family housing development, it is possible that younger households, seniors, and lower-wage workers would express a stronger need for such housing. There also appear to be a need to encourage more design diversity in new housing construction, which could include an effort to recruit out-of-town builders to the market. These needs and what the market can support could be quantified through a market analysis. Further, strategies could be developed to meet these needs such as through developer incentives, regulatory approaches, housing/community development funds, and other ways to leverage the types of housing development needed in the city.
- Housing Fund. Whether or not the City chooses to examine the market and need for housing diversification, there is the opportunity to establish a workforce housing fund with annual contributions from revenues in the City’s fund balance. Many cities use these funds to help incentivize and leverage nonprofit housing developers and to encourage landlords to improve or upgrade existing housing (often as part of a “carrot-and-stick” approach of regulatory enforcement coupled with incentives).



# Big Ideas: Transportation

The following transportation network recommendations have been prioritized by city leaders, the planning team, and the community during the planning process.

## Thoroughfare Plan

- 840 bypass removed from MTP
- Possible collector N.E. side
- Develop new alignment and upgrade to major arterial
- Upgrade Blackpatch Drive (major arterial)
- A potential long range connector loop has been added to the MTP

## Main Street as a Primary Transportation Corridor to Downtown

- Promote multi-modal connection to downtown / city core
- Categorize South Main as a major arterial
- Promote South Main Street as a gateway with a strong sense of public space and streetscape
- Extend commercial core land use / zoning along the South Main Street Corridor

## Explore Corridor Management Plan considerations

- Explore Controlling Access / Planning with the MPO, TDOT, White House, Greenbrier, and Coopertown, and corridor management agreements on 49, 431, 41, and 76
- Develop a citywide corridor access management strategy

## Citywide Projects and Improvements

- Grids connecting Collectors, especially East / West connectors will be very important
- Create more protected bike lanes and multi-modal opportunities
- Modernize crosswalks
- Connect existing street grid to future street extensions as new developments are approved and built.
- Limit dead end streets



# Changes to Major Thoroughfare Plan

1. Eliminate reference to the potential future 840 bypass. this project is no longer supported by TDOT.
2. Upgrade South Main Street to a Major Arterial.
3. Existing Batson Parkway to stay a Major Arterial and designate the future segment of Batson Parkway as a Major Arterial.
4. Upgrade Black Patch Drive to a Major Arterial.
5. Upgrade Blackwood Road to a Minor Arterial.
6. Realign and connect Blackwood Road / Wilkes Road to Highway 49E and 76E with future arterial.

## Main Street emphasized as a Main Street Primary Transportation Corridor

### *South Main Street Mobility Improvements:*

Improve S. Main St. by enhancing sidewalks and adding dedicated bike lanes. This improvement aims to improve the roadway to stimulate further development opportunities, extending downtown to the south. This will also improve mobility and create a safer and more comfortable environment for pedestrians and cyclists, promoting active transportation and reducing potential conflicts between different modes of travel.

## Explore Corridor Management Considerations

### *Explore creating Corridor Management Agreements (CMA):*

Consider adopting TDOT Corridor Management Agreements that guide future development, transportation, and land-use decisions along a corridor that intersects a neighboring municipality and/or county. These are critical in determining goals, strategies, and action items needed to collaboratively manage shared corridors. Usually, CMA membership comprises municipalities, counties, MPOs, RPOs, TDOT, and other applicable organizations.

### *Access Management along Key Corridors:*

Develop an access management plan for Memorial Boulevard, Tom Austin Highway, and Highway 49. These plans focus on optimizing driveway access along roadways by reducing conflict points, improving traffic flow, enhancing visibility, managing roadway incidents, improving intersection interactions, and overall increasing safety. Not only will these strategies improve safety, but they can also boost levels of service, making travel more efficient and managing roadway operations.



# Citywide Projects and Improvements

## 1. Local Street Grid Enhanced and Preserved:

Provide multiple connection points to the existing and new street grid and prevent dead end streets from truncating cross connections. Strive to provide multiple route options form local traffic patterns.

## 2. Connectivity for Safety and Mobility:

Create an essential East-West connection in the Southwest, linking Tom Austin Pkwy. and Highway 49 W. This strategic development not only enhances mobility but also ensures the safety and convenience of pedestrians and cyclists, providing a seamless network for residents and visitors.

## 3. Protected Bike Lanes for Secure Commutes:

Upgrade existing bike lanes by incorporating buffers and/or physical protection. This initiative is designed to significantly enhance safety for cyclists, offering a protected space that reduces the risk of accidents and encourages more people to choose biking as a viable and secure mode of transportation.

## 4. Strategic Planning for Multimodal Progress:

Establish an Active Transportation Plan to lay the groundwork for future multimodal investments citywide. This comprehensive strategy focuses on increasing safety and comfort for pedestrians and bicyclists while improving overall mobility for Springfield residents and visitors, fostering a more sustainable and accessible urban environment.

## 5. Modernized Crosswalks for Enhanced Pedestrian Safety:

Revamp and modernize pedestrian crossing signals and crosswalks across the city to prioritize safety. By incorporating the latest technology and design standards, these improvements aim to create pedestrian-friendly spaces, ensuring that walking remains a safe and comfortable mode of travel throughout Springfield for both residents and visitors.



# Big Ideas: Land Use

The following land use recommendations have been prioritized by city leaders, the planning team, and the community during the planning process.

## Promote Concentric Growth

- Currently there is enough Land Area in Urban Growth Boundary
- Corridor with nodes as growth pattern vs. sprawl along corridor
- Growth should encourage mixed use and growth in the city's central core
- Promote medium to high density mixed use growth at community and neighborhood crossroads
- Limit commercial sprawl along primary transportation corridors

## Promote Agrarian Experience and Branding

- Possible Easements & Land Bank
- Work with Agricultural Research Center
- Create rural edge along 41, 431, and 76
- Fairgrounds / Main Street celebrated as part of agrarian culture
- Promote Real Tennessee Branding
- Consider rural / agrarian enhancement overlays along primary corridors

## Inter-jurisdictional Agreements with Surrounding Communities Regarding Land Use / Growth

- Coordinate with Robertson County, Coopertown, and Greenbrier regarding future growth patterns / annexations and rezoning
- Consider collaborating with adjacent communities regarding agricultural enhancement zones and land banking opportunities

## Encourage Public Amenities as part of Growth Strategy

- Utilize the specific plan (SP) and PUD zoning tools to integrate amenities, parks, and open space into the growth pattern of new developments



## Promote Concentric Growth

The existing primary transportation and utility corridors into Springfield promote a linear pattern of growth, especially along SR 431 and SR 41. If this trend continues it may create a long stretch of suburban sprawl that begins to disconnect from the city's core cultural center, infrastructure, and emergency services. Land use patterns can be encouraged that concentrate growth in a pattern that circles out from the historic downtown and encourages density at key locations where road networks form natural crossroads and destination centers.

- Designate neighborhood, rural and mixed-use crossroads to accommodate opportunities for targeted density.
- Encourage growth within the existing urban growth boundary.
- Promote south main street as a gateway into the historic downtown area.
- Keep the historic downtown area vibrant and celebrate its cultural assets

## Promote Agrarian Experiences and Branding

The agrarian culture and rural feeling associated with Springfield has been identified as one of its most important assets. The city should look for ways to brand, celebrate and preserve this experience as it grows and changes.

- Consider a rural enhancement overlay along the primary corridors into Springfield that would create setbacks and design standards to encourage a rural feeling and preserve open space.
- Work with the agricultural research center to highlight the history of the area and ongoing advancements in agriculture.
- Look for ways to promote Springfield's unique location on the edge of the highland rim including its geography, ecological systems, and rural features.
- Promote possible agricultural and greenbelt land banking.

## Form Inter-jurisdictional Agreements Regarding Land Use and Growth

Establishing collaborative goals between the surrounding county and communities will help achieve a unified response to growth.

- Discuss the extension of a rural enhancement overlay and the promotion and preservation of the unique features of the real Springfield with surrounding communities.
- Establish a courtesy review between city and county planning for proposed zoning and / or developments occurring near the urban growth boundary.
- Review the limitations of sharing water services over a large area beyond existing city limits to ensure future operations and maintenance needs are considered.



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# Encourage Public Amenities to be Considered in the City's Growth Strategy

Creating opportunities for recreation, open space preservation and site amenities should be considered with the addition of residential, commercial, office and industrial developments.

- Promote the planning and design of pocket parks and amenity spaces as part of the development process.
- Utilize master planning, PUD and Specific Plan zoning tools to integrate amenities into development areas.
- Consider ways to continue improving the streetscape and public spaces within street right of way and public open space throughout the city.



# Big Ideas: Utilities / Emergency Services

The following recommendations for utilities and emergency services have been prioritized by city leaders, the planning team, and the community during the planning process.

## Review Long Term Policy with Surrounding Communities

- Review water services with Coopertown, Greenbrier and surrounding county to link availability with future development.
- Consider limiting future water services beyond city limits without a clear long term operations and maintenance plan / funding source

## Develop Long Term Operations and Maintenance Plan

### Protect Sanitary Sewer Capacity to Promote Positive/ Balanced Community Growth

- Review potential needs of city growth relative to proposed/ approved developments.
- Consider limiting waterline expansions past urban growth boundary
- Balance amount of waterline facilities that extend a great distance from city public work facilities.

## Continue Plans for a New Fire station on the South Side of the City, with Easy Access to Austin Hwy (Route 431)

- A location has been prioritized
- Design, funding, and implementation should be a priority
- Consider an additional Fire Station on the South Side of town

## Increase Staff and Operational Budgets for Essential City Services

- Add additional departmental staff and equipment to the current and future budget to handle the population growth.



# Big Ideas: Parks, Open Space and Environmental Resources

The following recommendations for parks and recreation have been prioritized by city leaders, the planning team, and the community during the planning process.

## **Provide more neighborhood parks in growth areas**

- The existing parks and greenway system in Springfield provides good overall recreational services for city residents, but there is a need for more local neighborhood parks, especially areas of future growth and development. The target areas needing more neighborhood parks are identified in the 2022 Parks and Recreation Master Plan (Demographics and Park Proximity Map D)

## **Strengthen connections between parks with additional greenway and multi-modal connections**

- The greenway, pedestrian systems and bike routes all function as a transportation network with recreational value. They also increase the opportunity for people to socialize, improve health and access their parks from a local context. Expanding the greenway system enhances the value of every park that is connected to it.

## **Expand facilities and programs within existing park properties and highlight the value of Legacy Golf Course as a recreational facility with regional draw**

- There is an opportunity to continue to add facilities and programs to the existing Springfield Parks network. Legacy Golf Course is a premium facility that also deserves recognition as a regional recreational facility and the city could look for ways to integrate more golf activities into its program.

## **Integrate recreation and amenity considerations into future development patterns.**

- The city should look for ways to integrate pocket parks, amenity centers and open space into existing and future developments. This provides small scale, private facilities to be designed into neighborhoods and mixed use project. Dedication of public open space and the provision of multi-modal options in street design should also be an established part of future development patterns.



## Provide More Neighborhood Parks in Growth Areas

The existing parks and greenway system in Springfield provides good overall recreational services for city residents, but there is a need for more local neighborhood parks, especially areas of future growth and development. The target areas needing more neighborhood parks are identified in the 2022 Parks and Recreation Master Plan (Demographics and Park Proximity Map D).

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## Expand Facilities and Programs within Existing Park Properties and Highlight the Value of Legacy Golf Course as Recreational Facility with Regional Draw

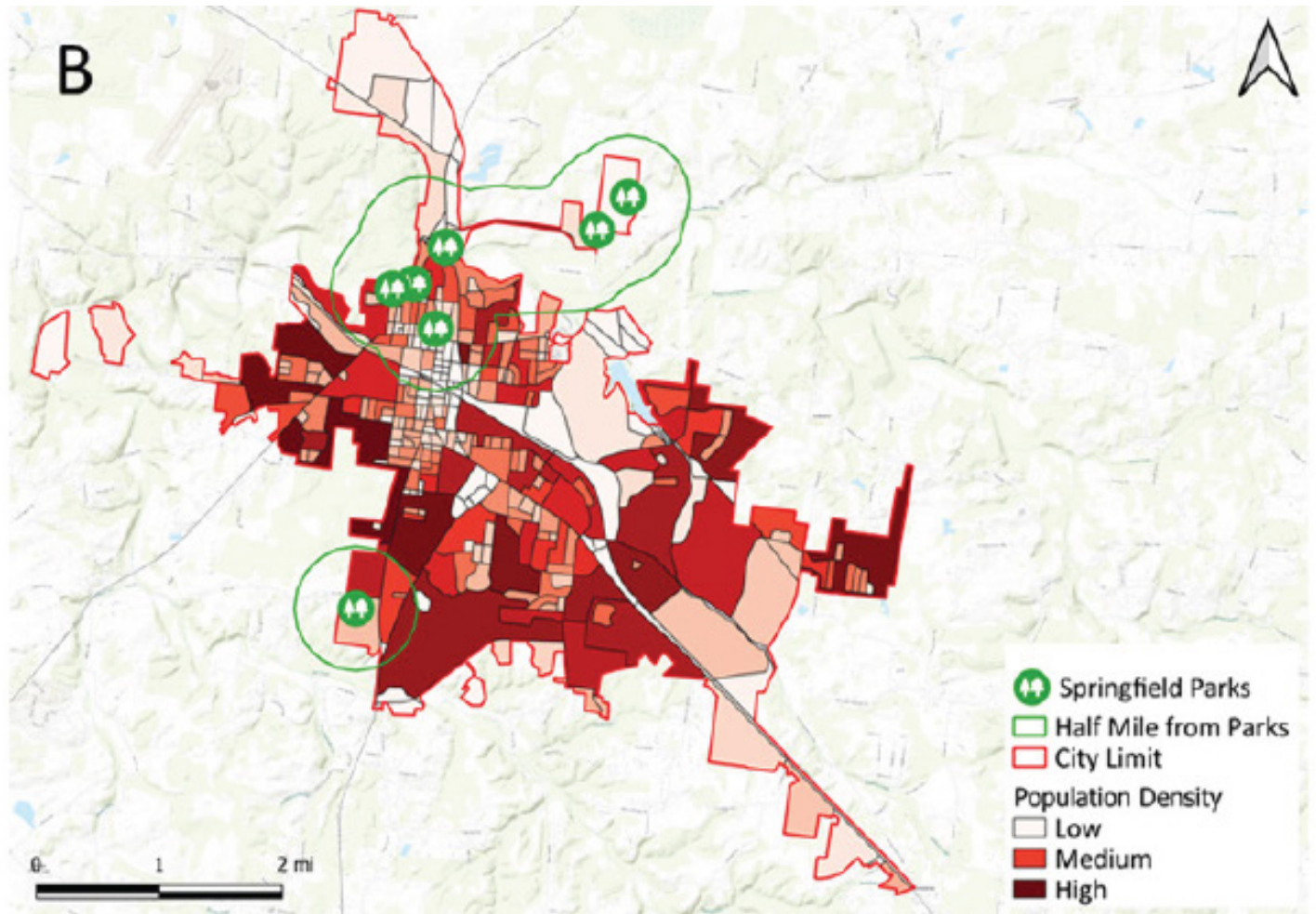
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## Integrate Recreation and Amenity Considerations into Future Development Patterns

The city should look for ways to integrate pocket parks, amenity centers and open space into existing and future developments. This provides small scale, private facilities to be designed into neighborhoods and mixed-use project. Dedication of public open space and the provision of multi-modal options in street design should also be an established part of future development patterns.



# Park Proximity



# Appendix

