

City of Columbia  
**Downtown Leadership Council Interim Report**  
May 2009



State Historical Society of Missouri

Make no small plans. They have no magic to stir humanity's blood and probably themselves will not be realized. Make big plans; aim high and work, remembering that a noble, logical plan once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-growing insistency.

— Daniel Burnham,  
architect and Chicago city planner



# City of Columbia Downtown Leadership Council

April 14, 2009

Mayor and City Council  
City of Columbia  
701 Broadway  
Columbia, MO 65201

Re: Downtown Leadership Council Report

Mayor and Council:

The Downtown Leadership Council is pleased to submit this Report in response to the tasks you assigned last year when DLC was formed. We present information on urban design in the greater Columbia downtown area, and include several appendices with information affecting downtown Columbia.

We will present an overview of this report at your work session in early May 2009.

If you have any questions please call me at 449-2683 or any member of the Downtown Leadership Council.

Sincerely,



Nick Peckham  
DLC Chair



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## ACKNOWLEDGMENTS

The Downtown Leadership Council compiled this report after spending countless hours meeting, walking around downtown, researching and discussing the future of the downtown expanded study area. We would like to thank the City Council for this opportunity and City of Columbia staff for their support. We also appreciate access to Sasaki Associates Land Use and Urban Opportunities Study and Imagine Columbia's Future documents.

We give special thanks to MU Campus Facilities Communications staff, who edited and designed this document, and to Missouri Employers Mutual Insurance, for graciously agreeing to donate the printing of this book.

Thank you to the many Columbia groups that met with the Downtown Leadership Council to offer ideas and suggestions:

Mark Timberlake and John Ott, Columbia Arts District; Don Stamper and Randy Coil, Central Missouri Development Council; Larry Moore, Columbia Chamber of Commerce; Carol Van Gorp and Paul Land, Columbia Realtors; Hank Waters, Columbia Daily Tribune; Vince Schoemehl, Grand Center tax increment district, St. Louis; Carrie Gartner, Special Business District; Sarah Read, Communications Center, on Vision committee process and implementation; Dave Overfelt, Missourian WATCHWORD; Mike Mills, Spectrum Consulting.

And lastly to David Brodsky, Carrie Gartner and Tracy Greever-Rice, citizens of Columbia, for their public input.

It has been our pleasure, and we look forward to seeing and helping Columbia's downtown take shape!



In April 2008, the Columbia City Council appointed the following to the Downtown Leadership Council:

Nick Peckham, Chair, City Council Appointee  
Mary Wilkerson, Vice-chair, Special Business District  
Brian Treece, Secretary, City Council Appointee  
Bernie Andrews, REDI Director  
Randy Gray, City Council Appointee  
Jay Hasheider, Benton-Stephens Neighborhood Association  
Bob Hutton, Columbia College  
Tim Klocko, Stephens College  
Ken Pearson, Boone County Commission  
Glenn Rice, Planning & Zoning Commission  
Linda Rootes, North Central Columbia Neighborhood Association  
Phil Steinhaus, Columbia Housing Authority  
Tim Teddy, Planning & Development Director, City of Columbia  
Bill Thompson, Douglass Neighborhood Association  
Gary Ward, University of Missouri  
Clyde Wilson, East Campus

Billye Clemons, Administrative Support III, City Manager's Office  
John Fleck, Senior Planner/GIS Coordinator, City of Columbia  
Tony St. Romaine, Assistant City Manager, City of Columbia

The DLC studied an expanded 'downtown,' and identified vacant lots, surface parking, and one-story, non-residential buildings as 'opportunity sites.'



The District



## INTRODUCTION

Downtown' is an idea in one's mind as well as an actual location. For decades downtown was the center of community activity, both social and commercial. Yet, today, most downtowns are no longer the only, or even the primary, business district in their communities. They are competing with newer commercial developments.



The District photos

**With the popularity of malls, many downtown merchants, such as the Strollway Centre, top, sought to modernize structures with aluminum siding. Now called City Centre, above, today's revitalization efforts returned the building to its original charm.**

To keep up with the commercial strip and suburban malls, owners covered older downtown buildings with aluminum and installed plate-glass windows and oversized signs to attract customers. Believing that such “modernizing” efforts would make them competitive with newer commercial strips, property owners often destroyed the character of their buildings and their downtowns.

Downtown cannot compete on the same terms with new commercial development because it lacks the features that make for success in newer, planned shopping centers: immediate major-highway access; proximity to affluent suburban households; and unified management. Traditional downtowns can regain economic vitality by implementing a comprehensive strategy that addresses the reasons for downtown decline, while seeking appropriately scaled solutions, reversing the decline and leading to new economic investment.

There is no magic list of projects the city should implement to revitalize downtown. A comprehensive approach addressing historic preservation and our community's distinct features will create an authentic sense of place. Yet, our focus must be more than on physical improvements and marketing.

Downtown Columbia has many strengths, but faces the challenges of a growing population coupled with current economic and environmental issues. A downtown urban design plan will implement a self-help process of incremental, long-term efforts, by renewing local interest in the heart of the community, which, in turn, improves the environment for business.

This report responds to the six tasks for downtown renewal the City Council has given the Downtown Leadership Council. The report presents an overview of urban design, makes recommendations based on our findings, and lists related resources in the appendices.



Urban design involves “place-making,” the creation of a setting that imparts a “sense of place” to an area. Such settings can range in scale from small public spaces or streets to neighborhoods, city-wide systems, or whole regions. Place making is achieved by:

- establishing identifiable neighborhoods
- unique architecture
- aesthetically pleasing public places and vistas
- identifiable landmarks and focal points

All of the above are underscored by compatible scales of development and ongoing public stewardship.

Key elements of a downtown “place” include:

- a lively commercial center
- mixed-use development with ground-floor retail space
- human-scale and context-sensitive design
- safe and attractive public areas
- decorative elements in the public realm
- image-making

Other key elements of urban design:

- Creating a framework that orders elements into a network of streets, squares, and blocks
- Giving form and shape to whole neighborhoods, and character to groups of buildings and to the city, downtown in particular.
- Arranging design of buildings, public spaces, transport systems, services, and amenities.
- Blending architecture and landscape architecture to make urban areas functional, attractive and sustainable.
- Connecting people and places, movement and urban form, nature and the built fabric.



The District

**Ninth Street** between campus and Broadway is a place where college students and professionals alike have created a lasting downtown “sense of place.”

## URBAN DESIGN

The concept of urban design transcends planning and transportation policy, architectural design, development economics, engineering and landscaping. Instead, the concerns of environmental stewardship, social equity and economic viability are drawn upon in creating a vision of “downtown” into which city planning resources and skills can be deployed to bring alive its distinct function and beauty.

An urban design for downtown Columbia will succeed only if the city’s overall growth is considered. Columbia’s population over the next 35 years is expected double. Where will these 100,000 additional people live? Where will they work? How will downtown Columbia take shape as the population increases?



City of Columbia

**Courthouse Square, with tiered seating for concert-goers and landscaped areas for children to play, are side benefits to the government processes in the Roger Wilson Government Center and the Boone County Courthouse.**

Urban Design involves the design and coordination of:

### BUILDINGS

The most pronounced element of urban design, buildings, shape and articulate space by forming the “walls” of the city. Well-designed buildings and groups of buildings work together to create a sense of place. Task 5 of this report addresses some guidelines.

### PUBLIC SPACE

Great public spaces are the living room of our city, places where people come together to enjoy Columbia and each other. Such spaces downtown range from the Courthouse Square, to small, local neighborhood parks, exemplified by the pocket park at Ninth and Walnut streets. Public spaces form the stage and backdrop to the drama of life, making high-quality life possible.

### STREETS

Streets connect spaces and places, as well as constitute space themselves. Defined by their physical dimension and character as well as the size, scale, and character of the buildings that line them, streets range from grand avenues such as Broadway to small, intimate pedestrian streets and alleys found in the central city, Benton-Stephens neighborhood and elsewhere. While Columbia’s network of streets is mostly in place, sections of downtown, however, can still be improved.

### TRANSPORT

Vehicle, bicycle and pedestrian networks constitute the city’s transport system. Keeping each element in balance helps define the quality and character of Columbia, making the city either friendly or dangerous to pedestrians while having a big impact on both energy consumption and the sustainability of downtown. Bus or light rail transit to other Boone County cities and Jefferson City could strengthen downtown Columbia. The Downtown Leadership Council wants downtown Columbia to be “a place to go to – not through.” Transportation is key.



## LANDSCAPE

Greenery — urban parks, trees, plants, flowers and water — is woven throughout downtown. Living flora and soft, contrasting spaces help define the character and beauty of the city. Green, sustainable places also allow people to feel safe and refreshed in the context of community. Green-space will always be a central concern in the urban design of Columbia. The city has many years of experience in developing and maintaining a world-class park system that includes a particular focus on downtown landscaping and hardscape needs.

Compact, walkable places are basic to life and sustainability. The combination of human-scale urbanism (with its mix of utility and services, range of housing options, public transit systems, and daily walking and bicycling) makes for green, sustainable living. Add safe, clean, renewable energy, and true sustainability results (See Task 5).

In an era of dwindling oil supplies and rising energy costs, the need for low-energy-use lifestyles has never been greater. Urban design and sustainability principles and practices allow the creation of enjoyable places to live, work and play while greatly reducing energy-use.

## SOCIAL CONCERNS

- Opportunities for children and the elderly
- Acceptance of diversity
- Safe, interesting streetscapes
- Mutually supportive work, recreation, education, and family needs/activities
- Minimization of crime

Many options exist for harmonizing sound urban design principles with the city's projected growth, including these three:

**Option 1:** Limit the city's expansion. Maintain modest growth to the existing city boundary. Initiate a policy for residential intensification (more housing units per acre), a major departure from recent development patterns that could save the development community land and infrastructure costs.

**Option 2:** Distribute appropriate development. Distribute growth differently along the existing city boundary — as has been done recently — to better use existing infrastructure, including transit and social services.

**Option 3:** Direct development to city growth nodes and connecting corridors, based on where people live, work and play. Here, the primary node is downtown.



The District

Local festivals draw a diverse crowd to downtown. Future mixed-use residential and retail space will allow families to move closer to the city's center.



## URBAN DESIGN

Absent concepts of urban design outlined herein, future city development will consist of suburban housing and automobile-oriented commercial and retail establishments.

### A DOWNTOWN URBAN-DESIGN CHARRETTE

On page 37, the Downtown Leadership Council's key recommendation to the Columbia City Council is a downtown urban design charrette. The technique for an urban design charrette includes consulting with, and receiving input from, all stakeholders in the design of downtown.

The activity would pull together the compendium of community plans (see maps in Appendix B) and the work of related Boards and Commissions (Appendix E) and other interested parties. Appendix B comprises a multitude of plans, hopes, and dreams expressed by many different stakeholders with regard to downtown's future. A downtown urban-design charrette would bring all the diverse voices together for compromise and consensus about the future of Columbia's core.



Sasaki Associates

Sasaki Associates' planners conducted an urban design charrette to gather input from community stakeholders as part of the Campus-City Downtown Land-Use and Urban Opportunities Study, see Appendix D.

Urban design charrettes provide a firm set of recommendations for the future of downtown and have proven to be effective in other communities. The careful selection of appropriate consultants and thorough ground work prior to the event results in an immensely successful process. The forged consensus will reveal the desired community norms for development patterns and design parameters.

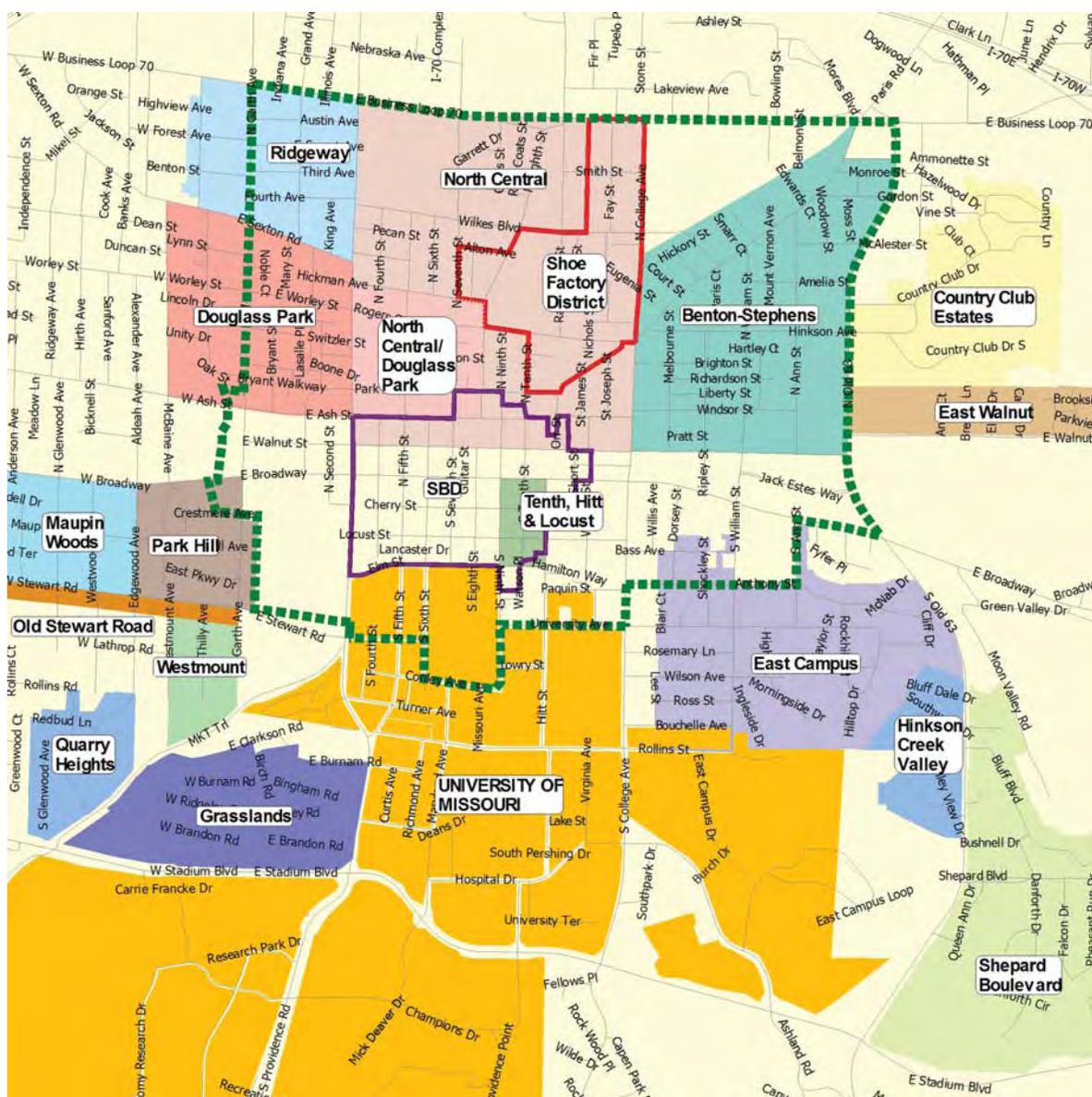
The DLC has gained a strong appreciation of our community's involvement in defining and creating a preferred future for this city. Articulating this future will take many minds and voices, both in 2009 and the years ahead. An intense design workshop offers a community-engagement process over a relatively short time for articulating preferences for Columbia's future.

The Downtown Leadership Council recognizes there are many possible futures for Columbia's downtown. We are confident that community leaders and citizens will work to articulate the preferred future; one that is economically robust, socially strong and environmentally sound.



“Develop and recommend to the City Council proposed boundaries of an expanded downtown development concept plan and study area.”

The Downtown Leadership Council first studied a map of Greater Downtown Columbia to determine what boundaries would be set by the DLC for this report. The DLC’s expanded downtown study area nearly doubled the study area used in the Metro 2020 report (2001), see map on following page. DLC defined Downtown boundaries as Business Loop 70 to the north, Old Highway 63 to the east, Garth Avenue to the west and Stewart Road/University Avenue to the south.



The Downtown Leadership Council’s expanded downtown study area is outlined with a dashed line and is within Greater Downtown Columbia.







# NORTHWEST QUADRANT

## NORTHWEST QUADRANT

**Team Members:** Phil Steinhaus, Ken Pearson, Glenn Rice, Bill Thompson

**Location:** Bounded by Business Loop 70 (north), Eighth Street (east), N. Garth Avenue (west) and Broadway (south) Comprises the Social Institutions of Columbia's Black Community Thematic Resources (partial inventory) listed on the National Register of Historic Places (9/4/80).



### Assets:

- Anchored by city and county government buildings which are a major part of the downtown business district.
- Intersects with the northwest corner of the Special Business District.
- Includes many historic African-American structures that are listed on the National Historic Register: Second Missionary Baptist Church, The J.W. "Blind" Boone Home, St. Paul AME Church, Fifth Street Christian Church and Frederick Douglass High School.
- The J.W. "Blind" Boone Home is undergoing restoration for reuse as a culture center.
- Includes important community buildings: Armory Sports Center, Douglass Park and Pool, Hickman High School, Jefferson Jr. High School, Nora Stewart Memorial Nursery School, Columbia Housing Authority (CHA) offices/facilities and downtown units.
- A parking structure with approximately 600 spaces and first-floor retail is under way.
- A pedestrian/bicycle bridge across Providence Road to residential areas to the west is scheduled for 2010 as part of the GetAbout Columbia program.
- Planned intersection improvements at Fourth Street and Broadway will connect the area to Flat Branch Park to the south.
- *The Columbia Daily Tribune* is an active Partner in Education with Douglass High School.
- The historic "Sharp End" was once an area of many small black-owned businesses along Walnut Street between Fifth and Sixth streets.
- A large amount of commercial properties and parking lots are spread throughout this area.



## *Challenges:*

- 1960's urban renewal in this area did not fulfill all its promises.
- Property owners may feel uneasy discussing change.
- Developers may be concerned about the area's reputation for crime and safety issues. Success of the area will require cooperation among diverse groups.
- Much of this area is outside the walking business district so many businesses west of Providence are service based and do not depend on retail sales.
- Grocery stores formerly in the area, Safeway and later Schnuck's, brought traffic to the area and supported families living nearby.

## *Opportunities:*

- Large areas of surface parking on Ash Street could be freed up for other purposes when the parking structure is complete.
- The City's Percent for Art installation for the parking structure could reinforce the history and culture of the area.
- Park Avenue public housing units are nearing the end of their useful life and could be replaced with housing elsewhere in a more residential neighborhood, freeing up property for dense, mixed-use development.
- Several groups have raised the need for a community center, which is slated for Douglass Park on the Parks and Recreation Master Plan. The Columbia Housing Authority-Park Avenue study suggested the northwest corner of Fifth St. and Park Ave. Another possible location is north of the Armory.
- Historic homes of African-American teachers and doctors could be preserved for history
- The Post Office should be retained downtown as the facility is a large generator of activity on a daily basis.



City of Columbia

**“Rolling Ahead”** Ron Fondaw’s handmade ceramic tile and neon mural at the Eighth and Cherry streets parking structure, was commissioned as a city Percent for Art project. DLC believes the “percent for art” installation at the Sixth and Walnut streets parking structure should reinforce the black history and culture of the “Sharp End” district, Columbia’s historic black-owned business district.



# NORTHEAST QUADRANT

## NORTHEAST QUADRANT

**Team Members:** Nick Peckham, Bob Hutton, Tim Klocko, Linda Rootes

**Location:** Bounded by Business Loop 70 (north), Old Highway 63 (east), Eighth Street (west) and Broadway (south). Much of the area is defined by its historic relationship with the railroad that once transported people and goods between Wabash Station on N. Tenth St. and Centralia. The property along the right-of-way developed in a mix of industrial, commercial and residential uses, most of which are no longer functioning in the same way.

### Assets:

- The close-in part of the quadrant is dominated by the Downtown Historic District, Columbia College, and Stephens College which surround an area known as North Village.
- The Wabash Station multi-modal transportation hub, Fire Station No. 1, First Christian Church, and long established businesses anchor N. Tenth St.
- Arts and entertainment redevelopment in historic buildings show the trend in the area. Hubbell Drive bungalows continue the tradition of single-family artist housing in North Village.
- The Benton-Stephens residential neighborhood east of College Avenue continues to provide traditional neighborhood living close to the historic downtown.
- Farther north are some reuse renovations of significant industrial buildings. The historic Wright Bros Mule Barn, most recently the Diggs Packing Plant, contains urban live/work lofts and commercial spaces. The historic Hamilton-Brown Shoe Factory comprises major office suites. The Shoe Factory district sits on a major arterial with good access to I-70.
- Benton Elementary School, Field Neighborhood Park, and Field Elementary, a future Early Childhood Center, are in the area.
- The Columbia Senior Center is just across Business Loop 70.



MU Campus Facilities Communications

**The intersection at Paris Road/Rogers Street and College Avenue, known as “Five Point” has vacant land, surface parking lots, vacant buildings and under-utilized, one-story buildings nearby.**



## *Challenges:*

- Industrial uses through the last century-and-a-half have created some “brownfield” conditions.
- The under-utilized, non-residential parcels are often small and under diverse ownership. The uses are often grandfathered and hard to bring up to zoning compliance to encourage other redevelopment.
- Much of the remaining housing needs conservation measures.
- It will be a challenge to balance the interests of the existing residents with the commercial redevelopment that is beginning to pick up steam.

## *Opportunities:*

- The completion of a new hotel and parking structure at Broadway and Short St. will have a positive impact on the growing art district in North Village.
- Redevelopment of the AmerenUE site, the Boone County Lumber property, and Columbia Photo property will shape the future of the area.
- Boone County Family Resources agency is located on E. Walnut St. It owns much of the vacant land in and around North Village.
- The area to the west of the College Ave./Rogers St. intersection, sometimes called Five Point, is underutilized with vacant land, surface parking lots, vacant buildings and one-story buildings.
- Traffic from the Benton-Stephens Neighborhood, Paris Road, and N. College Ave., in addition to Columbia College and Stephens College students, could be well served by a mixed-use neighborhood market development in the area.



MU Campus Facilities Communications

**Orr Street Studios is one of many revitalization projects in the area.**



# SOUTHEAST QUADRANT

## SOUTHEAST QUADRANT

**Team Members:** Brian Treece, Clyde Wilson, Tim Teddy, Bernie Andrews

**Location:** Bounded by Broadway (north), Ann Street (east), Eighth Street (west) and University Avenue/Anthony Street (south). Includes Boone Hospital, Stephens College and northeastern edge of University of Missouri campus and the East Campus National Register Historic District.

### Assets:

- In addition to the academic and medical facilities, the area is anchored by major churches, including Missouri United Methodist, Calvary Episcopal, First Presbyterian, Sacred Heart Catholic, and First Baptist, all have made significant investments in their properties, indicating a commitment to remain downtown.
- Includes Lee Expressive Arts Elementary School and Columbia Independent School.
- The University of Missouri and the City of Columbia have replaced much of the surface parking with structured parking.
- Historic buildings are being restored for mixed-use, including the Missouri Theatre.



### Challenges:

- Expansion of a walkable downtown to the southeast is constrained by the Hinkson Creek Valley.
- Commercial development east of College Avenue would threaten the East Campus Historic District.
- The Sasaki Plan suggests an extension of Elm Street east from Hitt Street to College Avenue that may demolish historic properties, eliminate affordable housing and create traffic planning concerns that may or may not be balanced by the possible redevelopment of adjacent blocks.

### Opportunities:

- An historic survey has been conducted to assess the potential for a historic listing as a district.
- The South 10th Street corridor is experiencing developer interest in multi-story, mixed-use projects, which would increase retail outlets and residential units in the area.
- The Elm Street extension and the redevelopment of adjacent blocks may further add to the critical mass of residents needed for thriving transit service and comprehensive shopping opportunities.
- The Performing Arts Center, which the University is planning at Hitt Street and University Avenue, would bring many more people into the area for events and ongoing programs.



## SOUTHWEST QUADRANT

**Team Members:** Mary Wilkerson, Gary Ward, Randy Gray, Jay Hasheider

**Location:** Bounded by Broadway (north), Eighth Street (east), Garth Avenue (west) and Stewart Road/Conley Avenue (south). The area southwest of Eighth and Broadway was largely included in the Sasaki plan. (See Appendix D)

### Assets:

- Close-in but secluded



- High terrain
- The Islamic Center of Central Missouri
- YouZeum
- Trailhead Park
- Easy access, arterial intersection
- Large tracts in single ownership
- Includes Library, Grant Elementary School, Flat Branch Park, Columbia Cemetery green space, and convenience shopping
- Close to Doctor's Park

### Challenges:

- High-traffic intersections needs bike/pedestrian connection across Providence Road to the northwest.

### Opportunities:

- Vacant one-story buildings, vacant land, vast surface parking
- Great views: downtown core to the east; cemetery park-like green space to the west.
- Good location for mixed-use office space, higher-income residential with street-level shops and offices.
- The emerging vision is for an Eighth Street “high spine” of hotels and conference facilities.
- The Flat Branch area is seen as a “garden district” with mixed-use buildings taking advantage of proximity to Flat Branch Park, with its creek, trail and community festival space.





Columbia Chamber of Commerce

**The MKT Trail cuts across the southwest portion of the city, allowing bicyclists and pedestrians to reach downtown safely.**



“Advise City staff and consultants on preparation of a blight/conservation study and preparation of a Missouri Downtown and Rural Economic Stimulus Act (MODESA) application.

The City of Columbia, the University of Missouri and Stephens College in the summer of 2006 agreed to undertake a joint-planning study of Columbia’s downtown district adjoining and including the downtown edges of the two campuses. The joint effort reflected an assessment that, while the institutions and the Broadway commercial corridor are strong urban resources, the area in between has yet to fulfill its potential as an inviting “campus town.”

The intent of the study was to identify existing and potential institutional, public, cultural, commercial and residential development opportunities that can regenerate the area framed by the campuses, the blocks flanking Broadway and the area along Providence Road. The goal of the study has been to create a model for town-gown revitalization that is distinctive to Columbia, making it economically and culturally vital and more attractive as a venue for urban living in a mid-sized campus city.

The study process, guided by a steering group representing the three participating entities was built around four public community forums that occurred over a period of five months:

- Aug. 2006: ideas and concerns about the area were solicited
- Oct. 2006: ideas restated, along with an analysis of the study area and case illustrations of how revitalization was addressed in other, similar localities.
- Dec. 2006: conceptual plan options were discussed
- Jan. 2007: conclusions of the preceding forum were presented in a composite plan, along with a discussion of developing the plan in more detail and implementing recommendations.



Columbia Chamber of Commerce

**The University of Missouri, at the south end of the expanded downtown study area, is investigating partnering with private interests, both not-for profit and for-profit, to develop projects that serve the mission of the institution, while driving new economic activities.**



## TASK 3

During the time in which the forums took place, Sasaki staff spent considerable time walking the study area looking for opportunity sites, using as site-criteria:

- Single-story buildings with inactive frontage
- Large percentage of surface parking
- Buildings without historical and/or architectural significance
- Higher and better-use opportunities



Columbia Chamber of Commerce

**The \$10 million renovation and restoration of the Missouri Theatre Center for the Arts was paid for with public donations, grants and tax credits.**

The forums were an integral part of the process and critical in identifying ideas that ultimately led to the final Sasaki Land Use and Urban Opportunities Study.

Once the opportunity-sites were identified and mapped, Sasaki proposed several undertakings as “catalytic projects”:

- A new School of Music/Performing Arts Center
- A complex housing the State Historical Society Museum and an MU museum
- A privately developed hotel-conference center
- A new civic square and other public streetscape improvements
- Eastward extension of Elm Street to form a new gateway at College Avenue
- Expansion of City and University garage parking capacity to serve these developments

Not to be overlooked are catalytic projects already in use in this downtown area: the YouZeum and the redeveloped Missouri Theater. Visionaries behind these projects deserve community praise, predating the Sasaki study, for investing time, money and effort into this transitional area of downtown.

### DOWNTOWN REDEVELOPMENT

Since the Sasaki study, community actions speak to the desire to preserve and potentially transform the downtown area. The City Council in 2008 established a policy allowing Tax Increment Financing (TIF) within the downtown and subsequently established the Downtown Leadership Council.

Tax Increment Financing, a specific incentive for development which a community may grant for a “TIF project” often within a TIF district, allows the new incremental taxes generated from redevelopment to be captured and reinvested into the redevelopment. The DLC, broadly charged with helping solidify the community vision for the preservation and redevelopment of downtown, began the process of establishing the downtown boundaries. We suggest the City Council move forward with a TIF district.



The City Council in late summer 2008 formed the requisite TIF Commission that, in turn, in Jan. 2009, began the process of further refining TIF policies and initiating the first solicitations of TIF applications.

More downtown redevelopment efforts soon followed:

- 2009 TIF commission was formed to develop TIF policies and procedures
- pre-development planning was begun for catalytic projects not initiated, i.e., the “New Media” incubator and the Hotel/Conference Center.
- a broad redevelopment authority existed that will coordinate a district approach to redevelopment, which could include the formation of a TIF district allowing the capture of new increments that can be invested in developing catalytic, public projects and critical private projects.
- the authority may be granted the power to plan catalytic projects – including land assembly – and engage private development partners, and to explore other incentive financing, such as MODESA, CID, TDD, NID, special use taxes, etc. (further explained below) to leverage TIF.

### **MODESA**

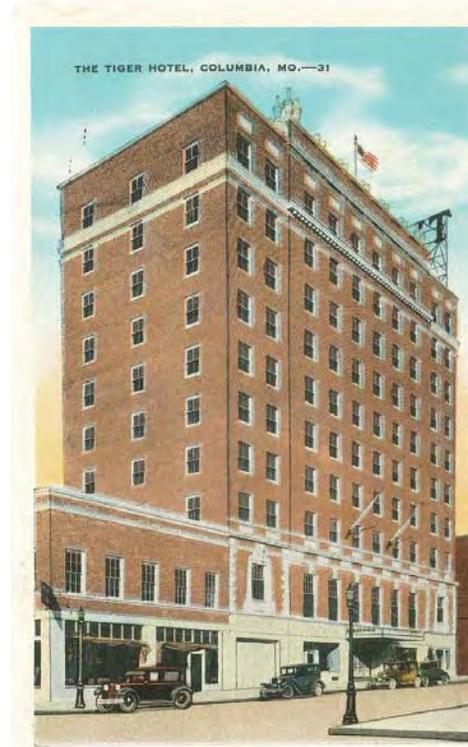
The tool of choice for southern downtown redevelopment is a Missouri Downtown Economic Stimulus Act (MODESA) district which, when layered with a local TIF, allows typically large increments of both sales taxes and state income taxes to be captured and reinvested. To establish a MODESA district, an application is made to the State Department of Economic Development, which is then approved (or not) by the Missouri Development Finance Board.

A MODESA program, however, can be difficult to put in place due to program conditions, which include an extremely high “net new jobs,” and/or conditions of blight or conservation-area status, etc., in proximity to the central business district. To date, MODESA has only been utilized successfully in Springfield’s downtown and Kansas City’s “KC LIVE” redevelopments.

### **State Supplemental TIF**

State TIF is an addition on top of a local TIF. Applicable to blighted areas only, State TIF has been more broadly utilized than MODESA due to its less challenging eligibility requirements. State TIF, however, allows only for capturing and reinvesting 50 percent of the new sales taxes OR 50 percent of the new state income taxes.

Acquiring a State TIF requires an application to the Department of Economic Development, followed by legislative approval via inclusion in an appropriations bill. The timing of an application thus should allow for the legislative budget process. The overall State TIF cap is limited and utilization is near the cap in many out-program years.



Columbia Chamber of Commerce  
**The Tiger Hotel owners hope to secure TIF financing to redevelop the Columbia landmark into a boutique hotel.**



## TASK 3



MU Campus Facilities  
Communications

**The YouZeum, an interactive science center focused on health, wellness and fitness, was the brainchild of the Boone County Medical Society Alliance and became a reality through support from the City, Chamber of Commerce, grants and donors.**

Other “district” tools worthy of consideration, as supplements to the local and state TIF tools or as stand-alone programs, are:

***A Neighborhood Improvement District (NID)*** may be created where certain public-use improvements are desired and paid for by special tax assessments to area property owners. Such projects must be for public use and confer a benefit on property within the NID. An NID is created by election or petition of voters and/or property owners within the proposed district’s boundaries.

***A Community Improvement District (CID)*** may be either a political subdivision or a not-for-profit corporation. CIDs are organized for the purpose of financing a wide range of public-use facilities and establishing and managing policies and public services relative to the needs of the district. CIDs may assess additional property taxes or other special assessments to generate financing and are created via petition of a majority of the property owners within the targeted area.

***A Transportation Development District (TDD)*** may be created to act as the entity responsible for developing, improving, maintaining, or operating one or more projects relative to the transportation needs of the area in which the District is located. A TDD may be created by request petition filed in the circuit court of any county partially or totally within the proposed district. A TDD is financed via a special assessment of sales taxes or property taxes within the district.



“Develop for City Council consideration, a strategic plan for the area and an underlying concept plan, similar to the plan prepared for the downtown area by Sasaki Associates. The Sasaki plan should be used as a base for the expanded area.”

The Downtown Leadership Council followed a similar process to that of Sasaki Associates in the Land Use and Urban Opportunities Study in developing under-utilized site criteria, determining opportunity sites for the enlarged study area, and mapping areas that are considered under-utilized. (See synopsis of Sasaki Study at beginning of Task 3 and Appendix D.) The DLC has been given a broader task than the Sasaki effort. The process of preparing a strategic plan for the greater downtown Columbia described by the DLC is beyond the resources of the Downtown Leadership Council.

The next step, and recommendation from DLC, is for the City to hire an urban design consultant who will conduct public forums using the opportunity map to identify potential catalytic projects. Once those projects are identified, the planning consultant can provide its professional recommendation(s) on where to best site those catalytic projects in identified spaces.

The recommended Downtown Urban Design Charrette, described in “Overview of Urban Design” will produce several community-based outcomes including workshops, conceptual plans and implementation plans.

### FORM-BASED ZONING

Form-based zoning (also known as form-based code, FBC) is a method of regulating development to achieve a specific urban form. Conventional zoning codes (including Columbia’s current zoning ordinances) are usually concerned with segregation of land and building uses, whereas form-based codes are concerned with such things as building configuration, grouping, scale, massing, features, streetscapes, and other physical characteristics of the built environment.

Because of this emphasis on coherent and consistent visible outcomes, FBCs may be tailored to help implement community visions, which are not as well served by conventional zoning concepts such as floor-area ratios, standardized setbacks, etc. Conventional zoning, based on use and density, makes mixed-use development difficult (or illegal). It takes a “one-size-fits-all” approach and encourages monotony of design.



MU Campus Facilities Communications

**The Sasaki Study helped identify existing commercial properties that are under-developed and do not fulfill their potential.**



## TASK 4

A typical FBC comprises several elements:

- *a regulating plan* showing the plan area with locations or zones having different form standards;
- *building form standards* – usually including illustrations, tables and diagrams – that specify configuration (e.g., alignment, height, frontage, etc.) and features (e.g., architectural elements) of buildings in each zone;
- *public space standards*, specifying elements within the public realm, such as streets, on-street parking, travel lanes, street trees, sidewalks, parks, squares and plazas, etc.;
- an *administration* section that defines the application and review process; and
- a *definitions* section to ensure precise and consistent use of terminology.



MU Campus Facilities Communications

The corner of Locust and Eighth streets is targeted in the Sasaki Study as a mixed-use opportunity site for retail, residential and office space. A hotel/conference center would be planned for the corner of Cherry and Eighth streets, across from the Tiger Hotel.

One popular template for FBCs is the SmartCode, now currently in process or adopted by dozens of U.S. cities. SmartCode generally supports outcomes of walkability, mixed-use, conservation, housing diversity, and vibrant downtowns. Because every city is different, each city or area that adopts a SmartCode-type FBC must calibrate the code to reflect the local context. This is a necessary step in the code development process.

Form-based codes, as opposed to design guidelines, are regulatory and not advisory. A FBC is a unified development ordinance that brings together the content of zoning and subdivision ordinances in one code. Incorporation of FBCs into existing development regulations may be phased in several ways. Following is a partial list of common FBC implementation strategies:

- *Mandatory codes.* Mandatory codes require compliance but are also the most difficult to implement, because they must seamlessly mesh with existing zoning code or completely replace it. Such code can take the form of an overlay, but more often completely overrides the existing ordinance for a specific area or city.
- *Optional or parallel codes.* These serve as an alternative to existing ordinances. Compliance is voluntary, so that a developer can choose the FBC or the conventional zoning, but not both (or parts of each). A developer may choose the FBC because it offers a more streamlined process or includes incentives. Although simpler to deploy than mandatory codes, optional codes are more difficult to administer for city staff (because there are two sets of regulations), and furthermore may result in “spot” or patchwork zoning that can compromise area planning efforts.
- *Floating-zone codes.* These codes are used in conventional zoning to facilitate planned unit developments (PUDs), but are now also being written as FBCs to facilitate urban



development. A floating-zone FBC omits the regulating plan but includes development standards that developers are required to follow when preparing their own regulating plans. Base standards include such parameters as street and building types, open space, accessibility, sidewalks, etc.; developers then have the freedom within these parameters to create regulating plans, which are submitted for review and approval. Upon approval, the regulating plan becomes binding, and the floating zone replaces the prior zoning for that property.

FBCs are frequently based on *transects* – continuous cross-sections of the human environment, ranging from natural to rural to urban, that are divided into distinct zones. Each transect zone has its own complex character and has different requirements for planning.

The purpose of the transect is to allow the possibility of graded zoning that is tailored to different levels (intensities) of use. For example, buildings adjacent to the street are appropriate in central city areas, but are not necessarily appropriate in lower-density residential areas. A zoning code that takes transect zones into account can require that setbacks be smaller in urbanized areas. Columbia’s current Euclidean zoning regulations apply the same rules to all areas of the city – a “one size fits all” approach that does not support forms/uses that are appropriate to the existing built environment.

**The Transect Zones map** (see page 24) generally follow the definitions provided in SmartCode v9.2, with slight calibration for the Columbia context (specifically, building heights in this transect are different from the SmartCode base). This transect map shows that the DLC study area comprises three T-zones:

**T-4 General Urban**, the least intensive use in this area, consists of a mixed-use but primarily residential urban fabric with a wide range of building types, setbacks, and landscaping. Streets with curbs and sidewalks define medium-sized blocks.

**T-5 Urban Center** consists of higher density mixed-use buildings that may accommodate retail, offices, rowhouses, and apartments. It has a tight network of streets, with wide sidewalks, street trees, and mostly attached buildings set close to the sidewalks.

**T-6 Urban Core** – what we usually think of as “downtown” – consists of the highest density and height, with the greatest variety of uses, and civic buildings of regional importance. It may have larger blocks; streets have steady street-tree planting and attached buildings are set close to wide sidewalks forming a “street wall.”

The next steps in development of form-based code should include:

- continued review of FBCs (including review of any potential legal issues);
- education of the community about FBCs; and
- consideration of a planning charrette to engage the public in the selection of code format.

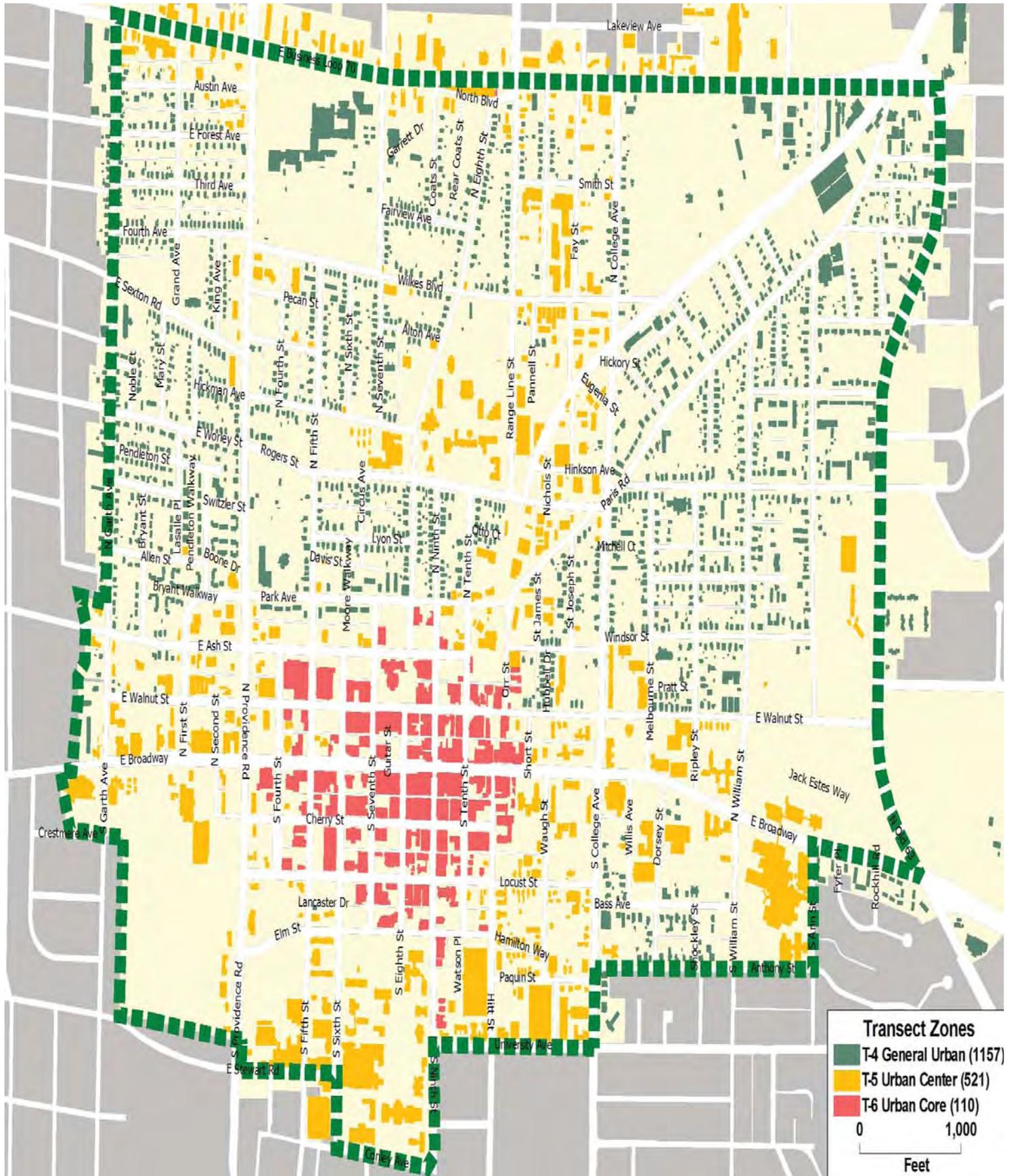


The District

**Form-based Code addresses public standards such as street trees, shown here on Ninth Street, to achieve a specific urban form.**



# TRANSECT ZONES MAP



## “Recommend to the City Council possible development guidelines and physical attributes for downtown Columbia.”

In considering development guidelines for downtown, the DLC recommends preserving the historic integrity of the area while incorporating sustainable practices.

The purpose of design guidelines is to provide general information about the renovation of existing buildings and considerations for new development. The economic vitality as well as the aesthetic quality of each business enterprise is important, and both are linked in part to the success of surrounding commercial establishments. Studies have shown that thoughtful design improvements often lead to greater sales for a business. Similarly, the physical character of downtown Columbia contributes greatly to the overall image of the community for its residents, customers and visitors. Such written and graphic information are helpful, interpretive, explanatory recommendations, unless contained within or referenced by an ordinance.

The following paragraph addresses why the Columbia City Council should consider downtown design guidelines. This excerpt is from downtown Lincoln, Nebraska.

*Guidelines give developers and citizens an understanding of the city's expectations and provide consistent criteria by which to review proposed projects. They ensure a degree of order, harmony and quality within the built environment, so that individual buildings and projects succeed on their own yet also contribute to a unified and distinct downtown Lincoln district. The guidelines are a descriptive template for maintaining and improving the urban character of the downtown without dictating or prescribing a specific style or theme. And they encourage new development and renovation that complements and respects Lincoln's existing historic downtown character.*

At this point, we recommend all projects applying for publicly funded and/or TIF assistance located within the Columbia DLC expanded downtown study area adhere to an architectural design review process. Current proposed TIF projects are adhering to the basic downtown principles checklist on page 28.

In the future, the City Council should consider substantial improvements (exceeding 50% of the current property value) and new construction to be subject to an architectural design review process in order to protect the viability and cohesiveness of downtown Columbia.

We recognize development guidelines may need to be customized for concept areas identified within the DLC expanded downtown study area. Most important, additional public input is essential to complete this task.



APPROPRIATE



Figure 1 - Building Rehabilitation



Figure 2 - Building Rehabilitation



Figure 3 - Mixed Use Infill



Figure 4 - Mixed Use Infill



Downtown parking garages are well placed around downtown and designed to be discrete. (Greenville, SC)



Parking garages can be designed with active frontages that incorporate retail or, as at RiverPlace, gallery space.

INAPPROPRIATE



Aluminum Facade



Storefront Materials / Storefront Alterations



Blank Walls



Awning Materials



## DESIGN GUIDELINES – EXAMPLES

[http://www.lincoln.ne.gov/CITY/plan/dt\\_plan/mtg/060805/mp1.pdf](http://www.lincoln.ne.gov/CITY/plan/dt_plan/mtg/060805/mp1.pdf)

<http://fcgov.com/riverdistrict/>

### **Infill development example**

<http://www.sierraclub.org/sprawl/community/transformations/downtown.asp>

**Downtown Alley & Integrated Walkway** – this is a plan but concepts could provide guidelines for our alleys and walkways.

<http://www.downtownfortcollins.org/alley.html>

Guidelines may be developed through future design charrettes and could address building setback, height, roof-top HVAC units, blank walls and appropriate and inappropriate materials, such as:

*Appropriate building materials* – buildings renovated or constructed within the DLC downtown boundaries would have exterior walls that are made of the following materials or a combination thereof:

- LEED Certified Products
- Stone
- Cast Stone
- Architectural Stone
- Brick
- Glass
- Aluminum storefront
- Architectural Shingles
- Architectural Metal Roofing
- EPDM/TPO Roofing

*Inappropriate building materials* – the following materials would not be used on the exterior walls of any buildings within the DLC downtown boundaries:

- Colored or painted block concrete
- Exposed architectural structural steel
- Tilt-up concrete
- Hardi-plank Siding
- Vinyl Lap Siding
- Long span Metal Building Siding
- T-111 Plywood Siding
- EIFS – stucco-like Exterior Insulation Finish System
- Wood Shake Shingles
- Split-faced block

**Roof-Top HVAC Units** – all roof top type heating, ventilating, air conditioned and air handling units on buildings in the DLC downtown boundaries would be architecturally screened with an allowable building material or parapet wall and equipped with noise abatement devices or baffles or be of a type that incorporates noise limited features in the units.



# TASK 5

## WHAT DESIGN GUIDELINES CAN DO:

- Outline, explain, and interpret the general design criteria desired in an area.
- Help reinforce the design character of an area by respecting and reinforcing its visual aspects.
- Protect the value of private and public investment, which might otherwise be undermined by the undesirable consequences of poorly managed growth.
- Indicate which approaches to design a community encourages, as well as which it discourages.
- Serve as a tool for designers and their clients to use in making preliminary design decisions.
- Increase public awareness of design issues and options.

## WHAT DESIGN GUIDELINES CAN NOT DO:

- Serve the same legal purpose as an ordinance. An ordinance is a law, design guidelines suggest a preferred outcome.
- Limit growth, or regulate where growth takes place. Guidelines apply only to the visual impact of individual development project on the character of an area. Growth itself is a separate issue that must be separately addressed through zoning ordinances and local plans.
- Control how space within a building is used. Guidelines typically focus on the project exterior, the publicly visible portions of buildings, not with how interior space is laid out or used.
- Guarantee that all new construction will be compatible with an area or guarantee creativity that is essential to the best sorts of sensitive design.
- Guarantee “high quality” construction. Materials may be suggested in design guidelines, however the final visual results cannot be guaranteed.

TIF PROJECT CHECKLIST: DOWNTOWN DESIGN PRINCIPLES		
Principles	Yes	No
Strive for mixed-use buildings that offer a combination of retail, commercial and residential functions.		
Preserve the historic character of downtown Columbia through adaptive re-use and protection of existing assets, including historically-significant buildings, alleys and brick streets.		
Promote design standards and architectural integrity through the use of economic incentives.		
Protect options for affordable retail space for small businesses, unique shops, and artists through the use of economic incentives.		
Preserve walk-ability of downtown between clusters of parking garages, retail and residential.		
Direct re-development toward vacant or blighted lots or areas.		
Make the building front and all adjacent street-face sides of corner buildings permeable (no blank walls).		
Prohibit parking lots in front of the building.		
Build to the sidewalk, i.e., the property line.		
Make the decision-making process clear, open and predictable.		



## COMPREHENSIVE SUSTAINABLE PLANS

The City should use a comprehensive sustainable development such as one or a combination of the following:

*The Natural Step Framework*, a comprehensive model for planning complex systems, is openly published and free. TNS Framework has helped many organizations worldwide integrate sustainable development into their strategic planning and create long-lasting transformative change. The program is continually refined and redeveloped. It uses an upstream approach that anticipates and avoids problems, rather than reacting to their downstream effects.

[www.thenaturalstep.org](http://www.thenaturalstep.org)

*Smart Growth*: Communities across the nation are concerned that current development patterns — dominated by “sprawl” — are not in the long-term interest of our cities, existing suburbs, small towns, rural communities, or wilderness areas. Though supportive of growth, communities are questioning the economic costs of abandoning infrastructure in the city, only to rebuild it further out.

[www.smartgrowth.com](http://www.smartgrowth.com)

*Sustainable Cities* tackles the challenges of urban sustainability. Headquartered in Vancouver, Canada, Sustainable Cities is a think tank and a “do tank,” delivering results through practical demonstration projects and peer-learning networks. Long-term urban sustainability involves planning cities and regions to exist in harmony with the natural environment, while sustaining their human populations and economic base. Long-term integrated planning looks out 50 to 100 years and treats the city as a complex system, addressing environmental, economic, social and cultural well-being, as well as governance and infrastructure.

<http://sustainablecities.net/plusnetwork>



The District

**Sustainable cities support growth while questioning the economic costs of “sprawl” and abandoning city infrastructure. The DLC supports preserving historic properties through adaptive re-use.**



## TASK 5

*The Earth Charter Community Action Tool*, or EarthCAT, is a guide to developing and implementing a community sustainability plan. Users learn from the experiences of other communities as they set goals, develop strategies, and select indicators for monitoring progress. [www.earthcat.org](http://www.earthcat.org)

*International Council for Local Environmental Initiatives* or ICLEI-Local Governments for Sustainability addresses sustainability issues locally, nationally and internationally. Columbia, Mo., is a member of ICLEI. [www.iclei.org](http://www.iclei.org)

*LEED for Neighborhood Development*: Leadership in Energy and Environmental Design, or LEED, developed by the U.S. Green Building Council as a third-party verified-green metric to evaluate buildings, will broaden its scope in Summer 2009 to include neighborhood development.

LEED ND is described as: "The LEED for Neighborhood Development Rating System integrates the principles of smart growth, urbanism and green building into the first national system for neighborhood design. LEED certification provides independent, third-party verification that a development's location and design meet accepted high levels of environmentally responsible, sustainable development." <http://www.usgbc.org/DisplayPage.aspx?CMSPageID=148>

Benefits of Developing a LEED ND Community:

- Reduce Urban Sprawl
- Encourage healthy living
- Protect threatened species
- Decrease automobile dependence



MU Campus Facilities Communications

**The Downtown Leadership Council supports preserving the historic character in the expanded study area, including such homes as this in the Historic East Campus Neighborhood District.**

LEED ND Benefits to Project Developers:

- Potentially reduced fees or waiting periods: many municipalities reduce fees or waiting periods project approval if developer can demonstrate a commitment to sustainability. Successfully completing the first stage of LEED ND certification (pre-review approval) may assist projects that are still in the planning stages to gain the necessary approvals expediently and cost-effectively.
- A good impression on your neighbors: A LEED ND certification can help explain the environmental and community benefits of a project to residents and businesses in nearby areas. The rating system also encourages projects to work collaboratively with the existing neighborhood to make sure their needs are addressed.
- Higher tenancy rates: Increasing demand for housing in highly walkable or transit-accessible areas can result in higher tenancy rates.



## HISTORIC PRESERVATION

Structures contribute to the downtown experience, and planned growth in the area may impact properties considered historic in the Historic East Campus District and Stephens College properties. The Downtown Leadership Council supports preserving the historic character of downtown Columbia through adaptive re-use and protection of existing assets, including historically-significant buildings, alleys, and brick streets.

Two recent examples of Columbia's interest in preserving properties of historic value include:

- The Columbia Historic Preservation Commission has recently completed a survey of the Old Southwest Neighborhood west of Garth Boulevard.
- The Columbia Historic Preservation Commission also has secured a grant to survey the properties impacted by the Sasaki Plan, generally described as bounded by Elm, Locust, Hitt and College.

## ENERGY

Incorporating Historic Preservation is an important component of any successful downtown development strategy. Because the energy embodied in the construction of a building is 15 to 30 times the annual energy-use, historic preservation is also part of the solution to energy conservation.

Energy is a key parameter in any discussion of downtown development. It is important in two ways:

- downtown is intimately connected to transportation issues community wide
- energy consumed by downtown buildings directly affects the area's economic viability.

Downtown, as the central hub of the city, affects many important transportation-related functions within the city. Recognizing that transportation is heavily dependent on energy-use links any downtown development to a community-wide transportation energy policy. However, the issues are multifaceted and complex. These issues should be targeted for an in-depth analysis.

Energy used in downtown buildings, however, has been addressed by the committee. It is both a challenge and an opportunity for the area. Energy used to provide lighting, heating, air conditioning and other loads, comprises a substantial cost to the area's business owners that is passed on to patrons. While total energy expenditures have not been quantified, estimates of energy expenditures downtown are as high as \$10 million annually. As energy costs rise, it is imperative that energy efficiency be included in any downtown redevelopment plan.



The District

**Installing a district heating and cooling system, provided through a central power plant, could save energy and money.**



## TASK 5

The current inventory of buildings includes a diverse set of structures with a wide range of ages and energy efficiencies. Most commonly, structures with the lowest efficiency are rental units. Owners have no incentive for improving heating/cooling equipment and tenants do not have the means to invest in a long-term payoff project.



Assassi Productions, photo/International Architects Atelier, architect

**The MU Power Plant is an example of a combined heat and power plant. Electricity is produced from a primary fuel and the waste heat is used to heat and cool facilities doubling the energy efficiency on campus.**

Most downtown structures, excluding institutionally owned facilities, are heated and cooled by small roof-top units. Brick structures have little wall insulation and, depending on accessibility, may have inadequate ceiling insulation. Improving the energy efficiency of the current building stock would require wide-scale replacements of heating/cooling systems, modifications to controls, and improvements to building shells.

An alternative approach, is a district heating and cooling system, whereby, because the buildings are in close proximity, heating and cooling is provided through a central plant. Buildings use heated or chilled water that is delivered in underground pipes from a central system and therefore avoid energy and equipment costs for individual systems. District Heating and Cooling Systems exist in the Midwestern cities of St Louis, Kansas City, Omaha and Oklahoma City.

Advantages of a district system include:

- energy efficiency
- equipment savings
- the ability to use thermal storage, taking advantage of cooler outdoor night-time temperatures and reducing summer peak electric rates.



Further savings could be made if the central plant were a Combined Heat and Power (CHP) unit, similar to the University of Missouri power plant, where electricity is produced from a primary fuel and the waste heat is used to heat and cool facilities on the campus, doubling the energy efficiency.

Such a system could provide a backbone of downtown development, creating new building opportunities, such as those suggested in the Sasaki plan, where equipment and operational savings are inherent to new structures.

Establishing such a district would, admittedly, require long-range planning and implementation. First steps could begin now, by:

- seeking advice from MU's Campus Facilities-Energy Management on establishing an energy efficient CHP plant;
- discussing the City's Water and Light's long-term power-supply plan that includes an option of installing new natural gas fired units in the service territory;
- considering potential funding sources from the state through MODESA or the Financial Stabilization Plan.





Columbia Chamber of Commerce

Working together, it is possible to make Columbia the best city in the world.

— Nick Peckham,  
chair, Downtown Leadership Council



## “Work on other projects requested by City Council.”

**A**s of April 2009, no other Downtown Leadership Council projects have been requested by the Columbia City Council. DLC stands ready to assist with additional downtown activities, such as:

- Facilitating an Urban Design Charrette
- Working with other Boards and Commissions on Downtown issues
- Working with City Staff to prepare additional maps and reports
- Downtown transportation improvement recommendations to council



## CONCLUSION

This report has addressed the six tasks City Council assigned to the Downtown Leadership Council.

### *The DLC has completed:*

- Task 1 Develop and recommend to the City Council proposed boundaries of an expanded downtown development concept plan and study area.
- Task 2 Assess current assets and additional opportunities within the expanded study area that would assist in the area's development.
- Task 3 Advise City staff and consultants on preparation of a blight/conservation study and preparation of a Missouri Downtown and Rural Economic Stimulus Act (MODESA) application.
- Task 4 Develop for City Council consideration a strategic plan for the area and an underlying concept plan.
- Task 5 Recommend to the City Council possible development guidelines and physical attributes for downtown Columbia.
- Task 6 Work on other projects requested by City Council.

### **DLC also has the following findings:**

- Defined a larger downtown loosely bounded by the Business Loop 70 (north), Old Highway 63 (east), Garth Avenue (west) and Stewart Road/University Avenue (south).
- Noted in the next 35 plus years the city's population of 100,000 will double.
- Studied the Columbia Energy Task Force report that lists ever-increasing energy challenges, which will impact downtown.
- Discussed mixed-use development using sustainable design and construction guidelines.

## RECOMMENDATIONS

The Planning and Zoning Commission along with the City Council and the City of Columbia should encourage downtown development that includes a combination of mixed-use buildings that offer retail, commercial and residential functions in all multi-story buildings.

The historic character of downtown Columbia should be preserved through adaptive re-use and protection of existing assets, including historically significant buildings, alleys, and brick streets.

The use of economic incentives in the expanded downtown area – including tax-increment financing and transportation development districts – should be concomitant with design standards and architectural integrity.

Walkability of downtown should be enhanced between clusters of parking garages, retail and residential.

The decision-making process relating to the use of economic incentives, eminent domain, and zoning changes should be clear, open and predictable.





# CITY COUNCIL

Mayor	Darwin Hindman
Ward 1	Paul Sturtz
Ward 2	Chris Janku/Jason Thornhill
Ward 3	Karl Skala
Ward 4	Jerry Wade
Ward 5	Laura Nauser
Ward 6	Barbara Hoppe



## APPENDIX A: POSSIBLE CONSULTANTS

Following is a partial list of Town Planners and Urban Designers:

**180 Design Studio**

Kansas City, MO

(816) 531-9695

[www.180deg.com](http://www.180deg.com)

Contact: Kevin Klinkenberg

**David M. Schwarz Architects**

Washington, DC

(202) 862-0777

[www.dmsas.com](http://www.dmsas.com)

Contact: Michael Swartz

**Dover, Kohl & Partners**

Miami, FL

(305) 666-0446

[www.doverkohl.com](http://www.doverkohl.com)

Contact: Victor Dover

**Duany Plater-Zyberk and Co.**

Miami, FL

(305) 644-1023

[www.dpz.com](http://www.dpz.com)

Contact: Senen Antonio

**Farr Associates**

Chicago, IL

(312) 408-1661

[www.farrside.com](http://www.farrside.com)

Contact: Doug Farr

**Jacobs Edwards & Kelcey**

St. Louis, MO

(314) 335-4723

[www.ekcorp.com](http://www.ekcorp.com)

Contact: Tom Meinhart

**Jaime Correa and Associates**

Miami, FL

(305) 740-8226

[www.correa-associates.com](http://www.correa-associates.com)

Contact: Jaime Correa

**Land Vision, Inc.**

St. Charles, IL

(630) 584-0591

[www.landvision.com](http://www.landvision.com)

Contact: Walter J. Magdziarz

**Lawrence Group**

St. Louis, MO

(314) 231-5700

[www.thelawrencegroup.com](http://www.thelawrencegroup.com)

Contact: Craig Lewis

**LHB Inc.**

Minneapolis, MN

(612) 338-2029

[www.lhbcorp.com](http://www.lhbcorp.com)

Contact: Michael Schroeder

**Opticos Design, Inc.**

Berkeley, CA

(510) 558-6957

[www.opticosdesign.com](http://www.opticosdesign.com)

Contact: Daniel and Karen Parolek  
(co-authors of *Form-Based Design*)

**PlaceMakers Town Planning**

Decatur, GA

(204) 960-0100

[www.placemakers.com](http://www.placemakers.com)

Contact: Hazel Borys

**Seth Harry and Associates, Inc.**

Woodbine, MD

(410) 489-4725

[www.sethharry.com](http://www.sethharry.com)

Contact: Patrick Zimmerman

**Tunnell-Spangler-Walsh & Associates**

Atlanta, GA

(404) 873-6730

[www.tunspan.com](http://www.tunspan.com)

Contact: William T. Tunnell

## APPENDIX B: MAPS

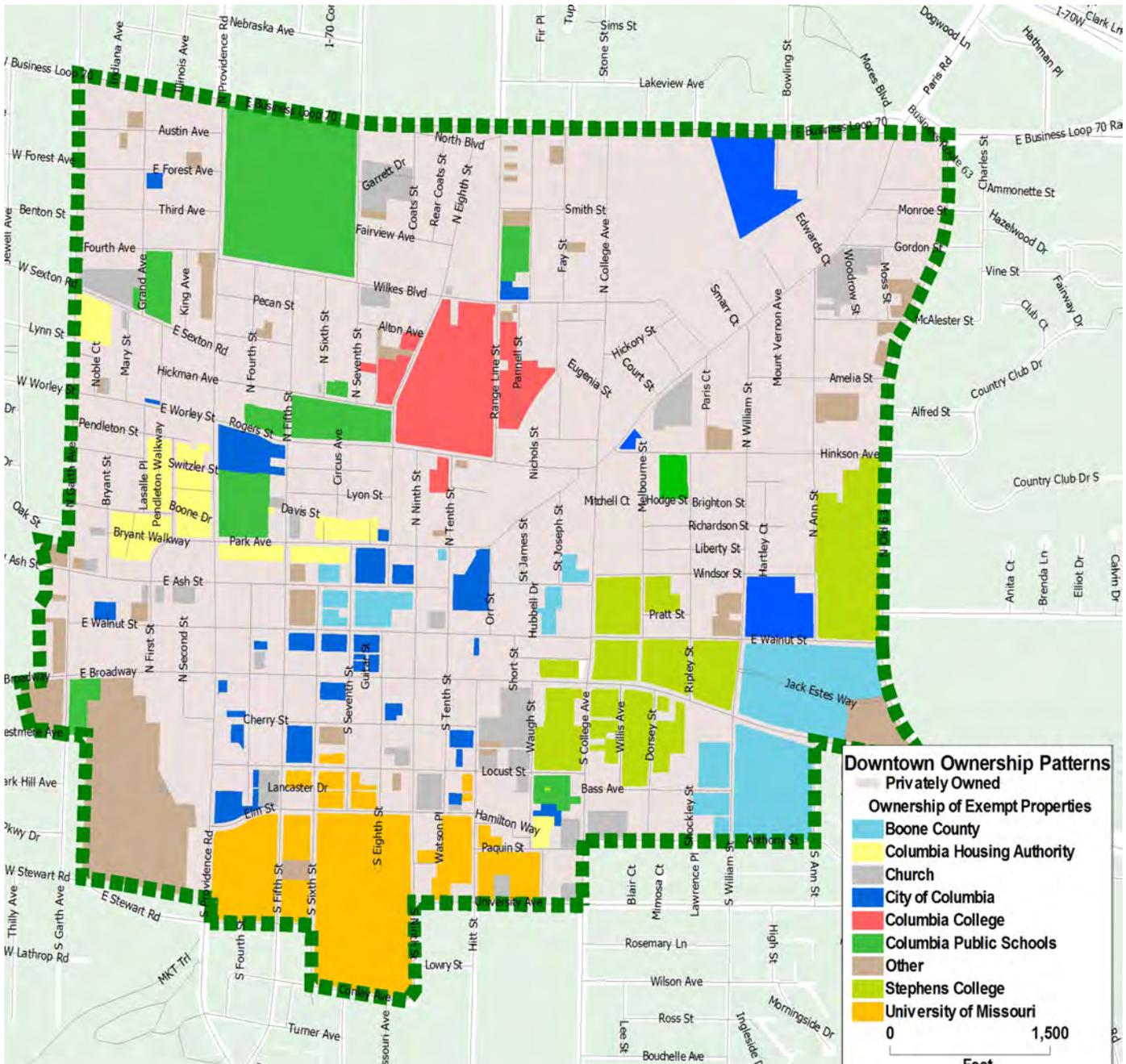
Maps are on the following pages:

- B-1 Expanded Downtown Study Area, defined by DLC
- B-2 Property Ownership Status & Tax Exempt Properties
- B-3 Large areas of surface parking
- B-4 Zoning pattern
- B-5 National Register Historic District
- B-6 National Register Historic Properties
- B-7 Metro 2020 Central City District
- B-8 Neighborhood Plans
- B-9 Providence Road Corridor Plan
- B-10 Special Business District
- B-11 Columbia College
- B-12 Stephens College
- B-13 University of Missouri: Sasaki Plan Area
- B-14 Columbia Housing Authority Park Avenue Revitalization Project
- B-15 Old 63 Corridor Overlay
- B-16 College Avenue Overlay
- B-17 Historic Christian College Avenue
- B-18 Historic Avenue of the Columns
- B-19 Ash Street Mixed-Use Corridor
- B-20 Development at Garth & Sexton
- B-21 North Village Arts District
- B-22 Public Market
- B-23 Broadway Sidewalk – Fourth Street Parking
- B-24 Black History District
- B-25 Pedestrian & Bicycle Bridge
- B-26 Major Redevelopment Broadway & Providence
- B-27 Rogers Street Parking Garage
- B-28 New Use for Field School
- B-29 New Use for Ellis Fischel
- B-30 Columbia's Six Wards

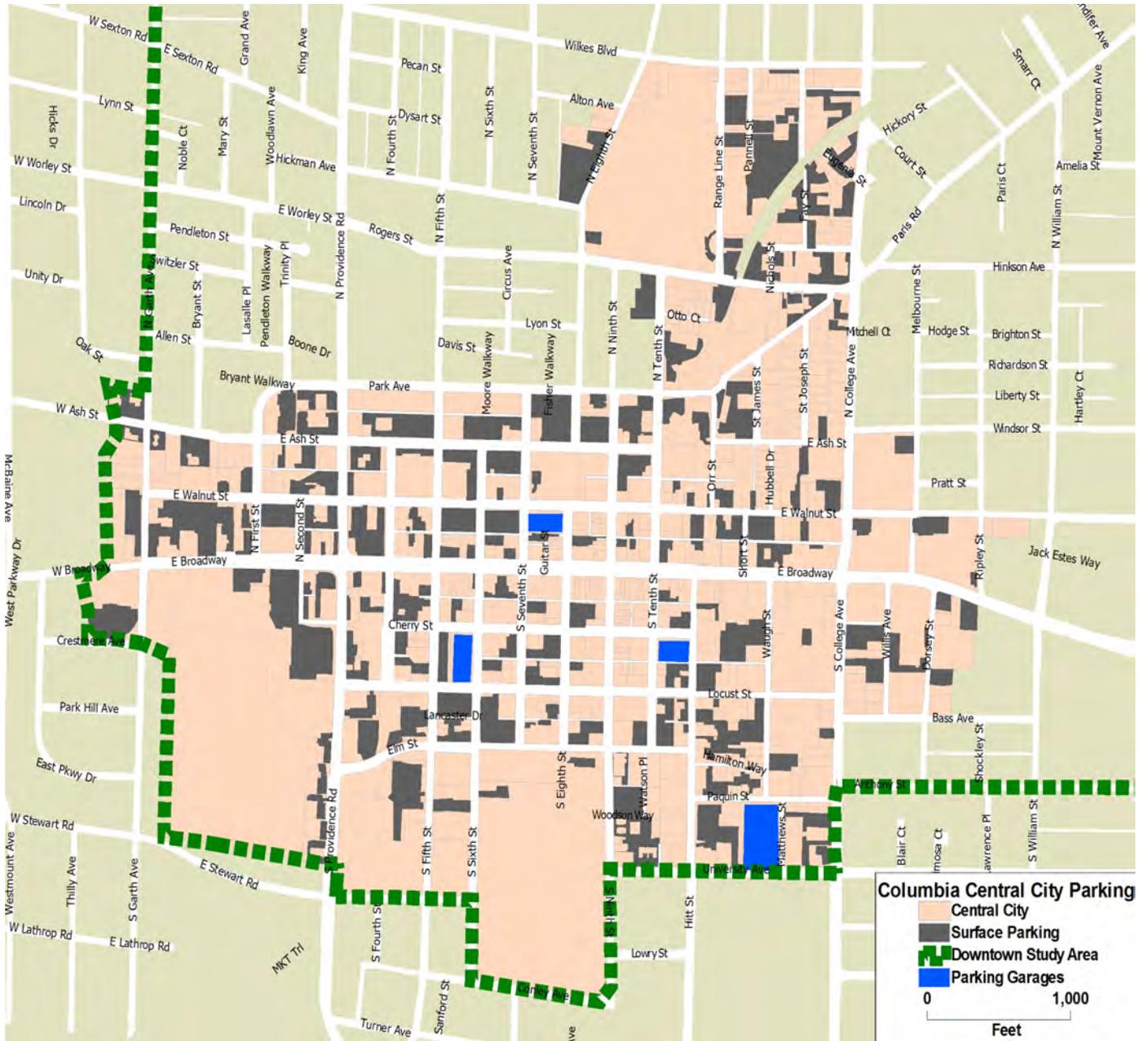




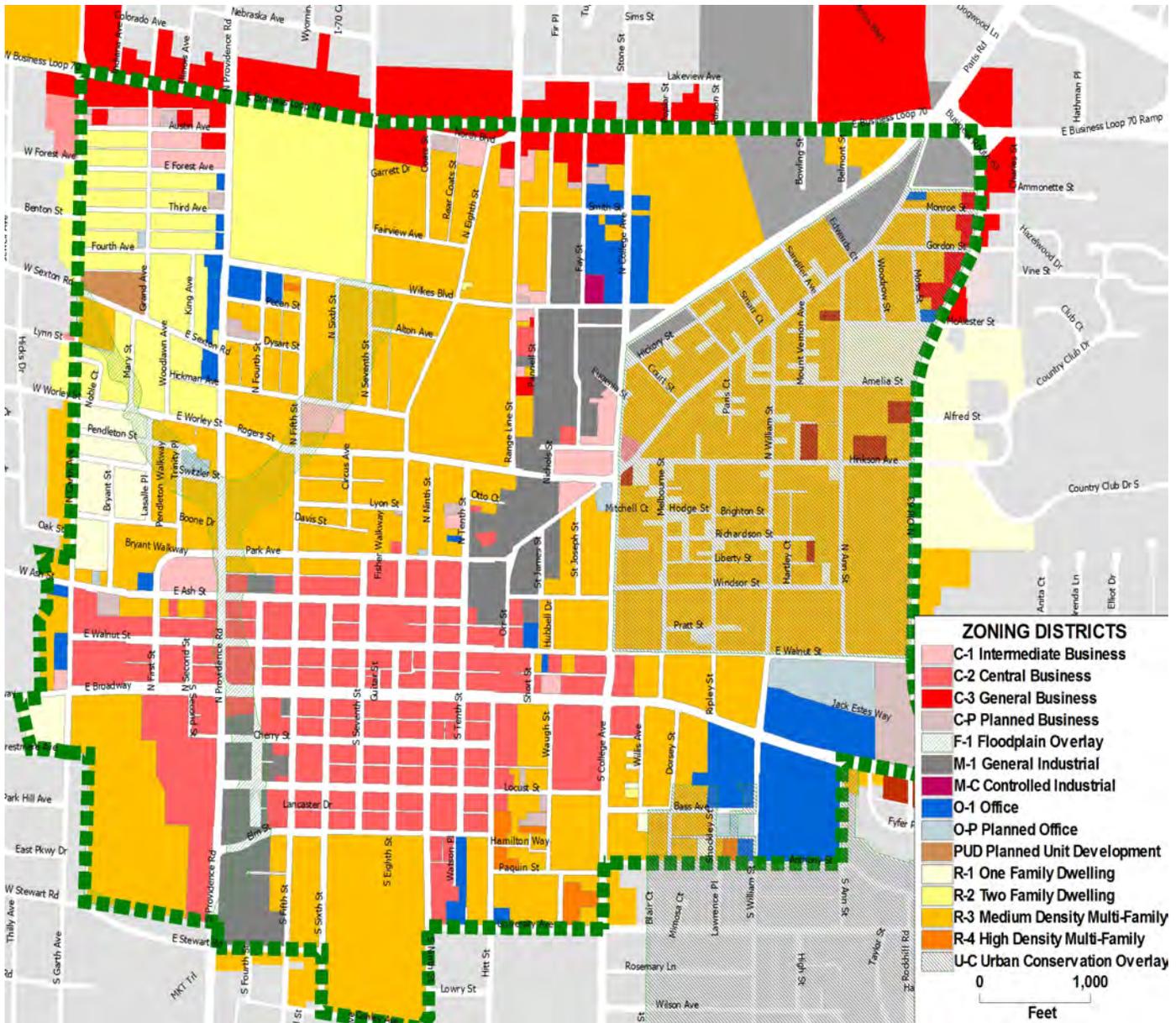
# B-2 PROPERTY OWNERSHIP STATUS AND TAX EXEMPT PROPERTIES



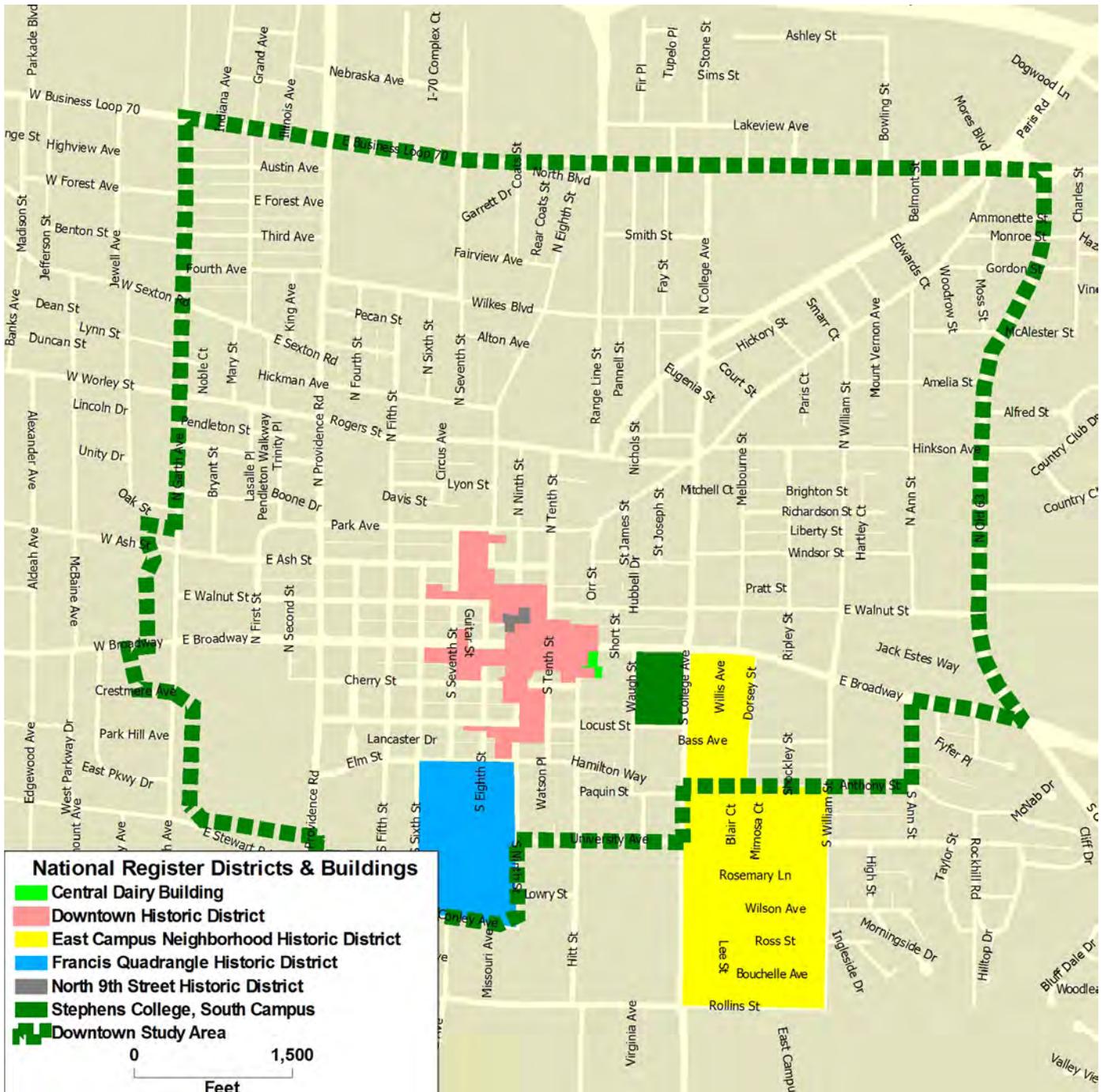
- A significant percentage of the property in the Study Area is owned by tax exempt institutions and organizations.
- The downtown core area is surrounded by exempt properties



- Surface parking lots are a prevalent use in the central city area
- The surface parking lots are widely distributed
- Public parking garages are centrally located

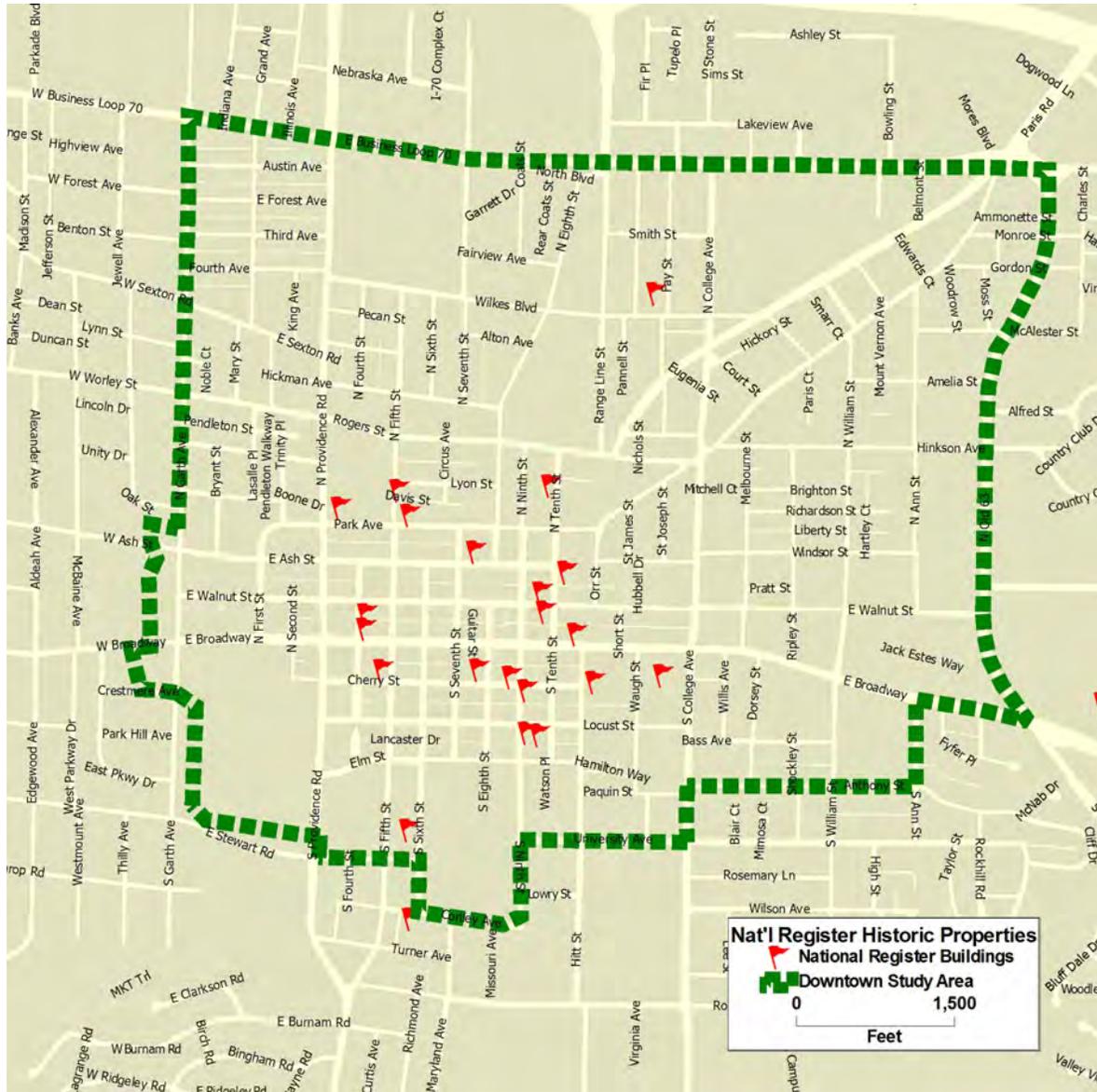


- The C-2 Central Business District zoning predominates in the non-residential areas
- The distribution of M-1 General Industrial zoning represents the original 1935 zoning scheme and is near historic railroad corridors
- Residential areas around the core are primarily zoned R-3 Medium Density Multi-Family including single family dwellings
- Much of the residentially zoned area contains institutional uses

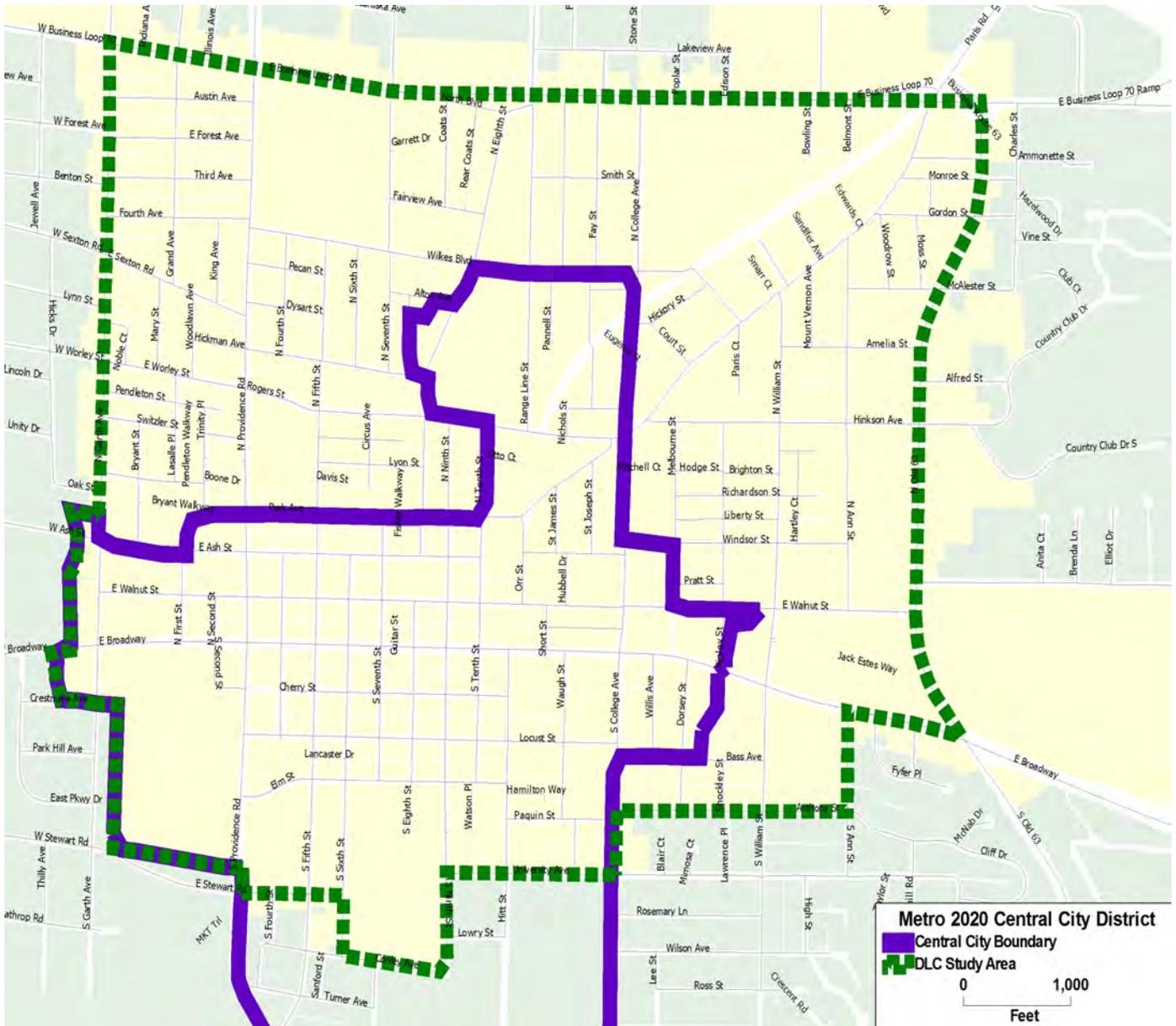


There are six historic districts in the Study Area that are recognized by the National Register

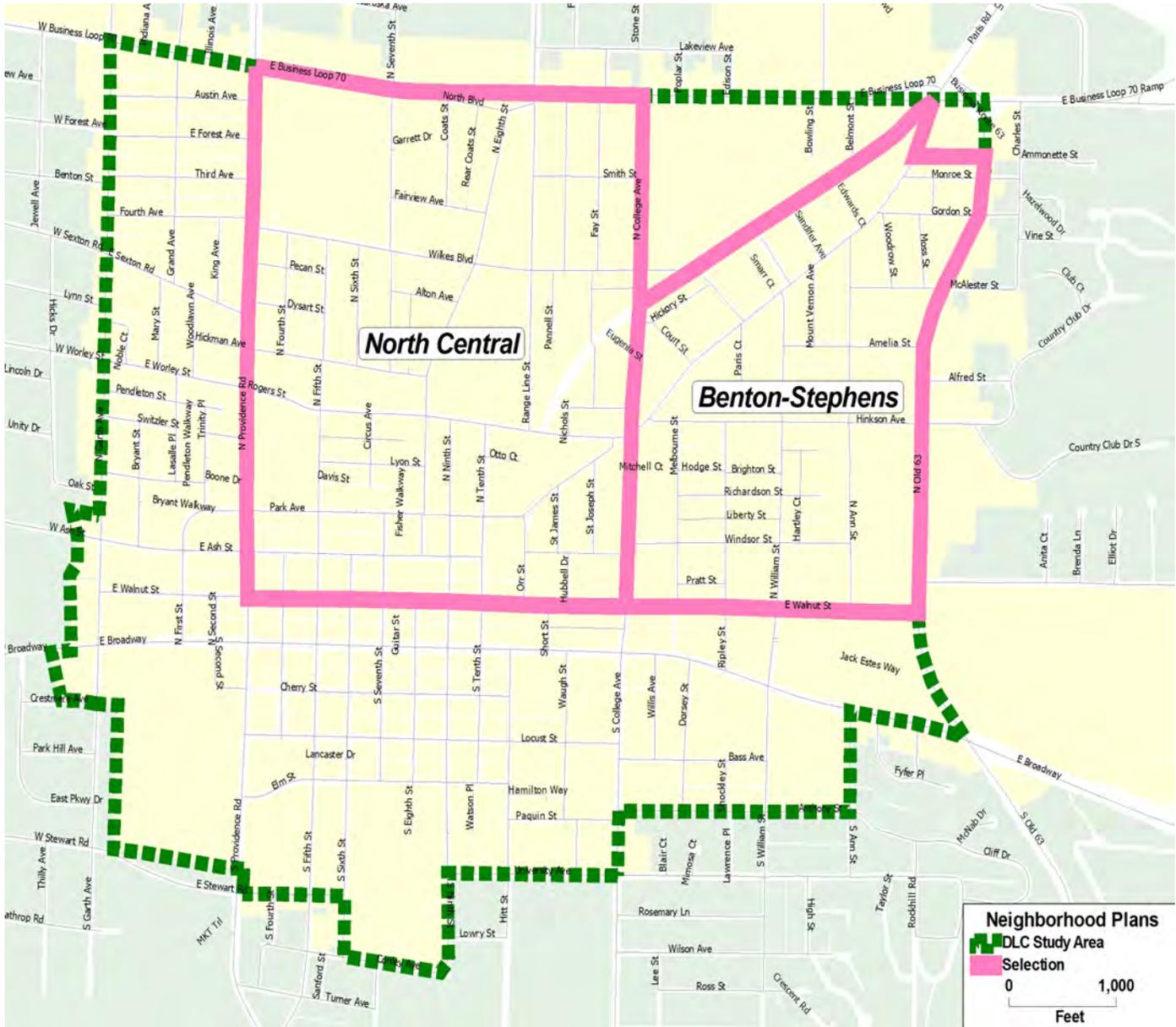
- Central Dairy Building Historic District listed in January 2005
- Downtown Historic District listed in October 2006
- East Campus Neighborhood Historic District recognized in February 1996
- Francis Quadrangle Historic District listed in December 1973
- North 9th Street Historic District listed in January 2004
- Stephens College, South Campus listed in November 2005



As Defined in Appendix F: Historical Report



- The City Center District is the focal point of the City of Columbia, serving as the educational and government center of the City including the downtown office and commercial area, the University of Missouri, Stephens College, and Columbia College.
- Densities are higher here than in other areas, and there is no off-street parking requirement.
- Residential areas and neighborhoods adjacent to the City Center complete the expanded Downtown Study Area



Two of the neighborhoods in the Study Area have adopted plans;

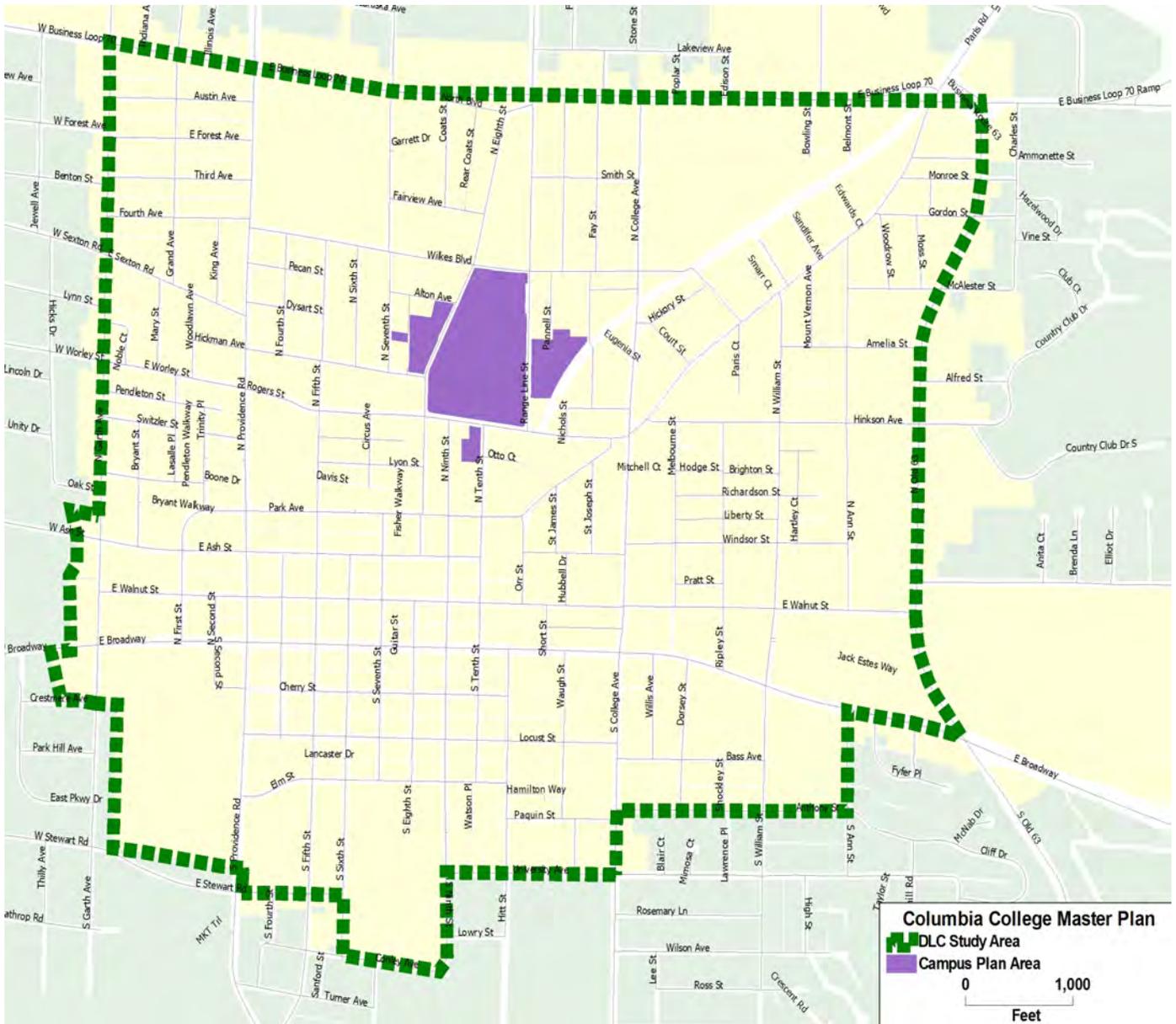
- Benton-Stephens Neighborhood Plan (1991)
- North Central Columbia Neighborhood Plan (2009)

During 2007 and 2008 the North Central Columbia Neighborhood worked to develop a zoning overlay district for the area. The NCCNA Board of Directors recently adopted a non-regulatory plan for the neighborhood.

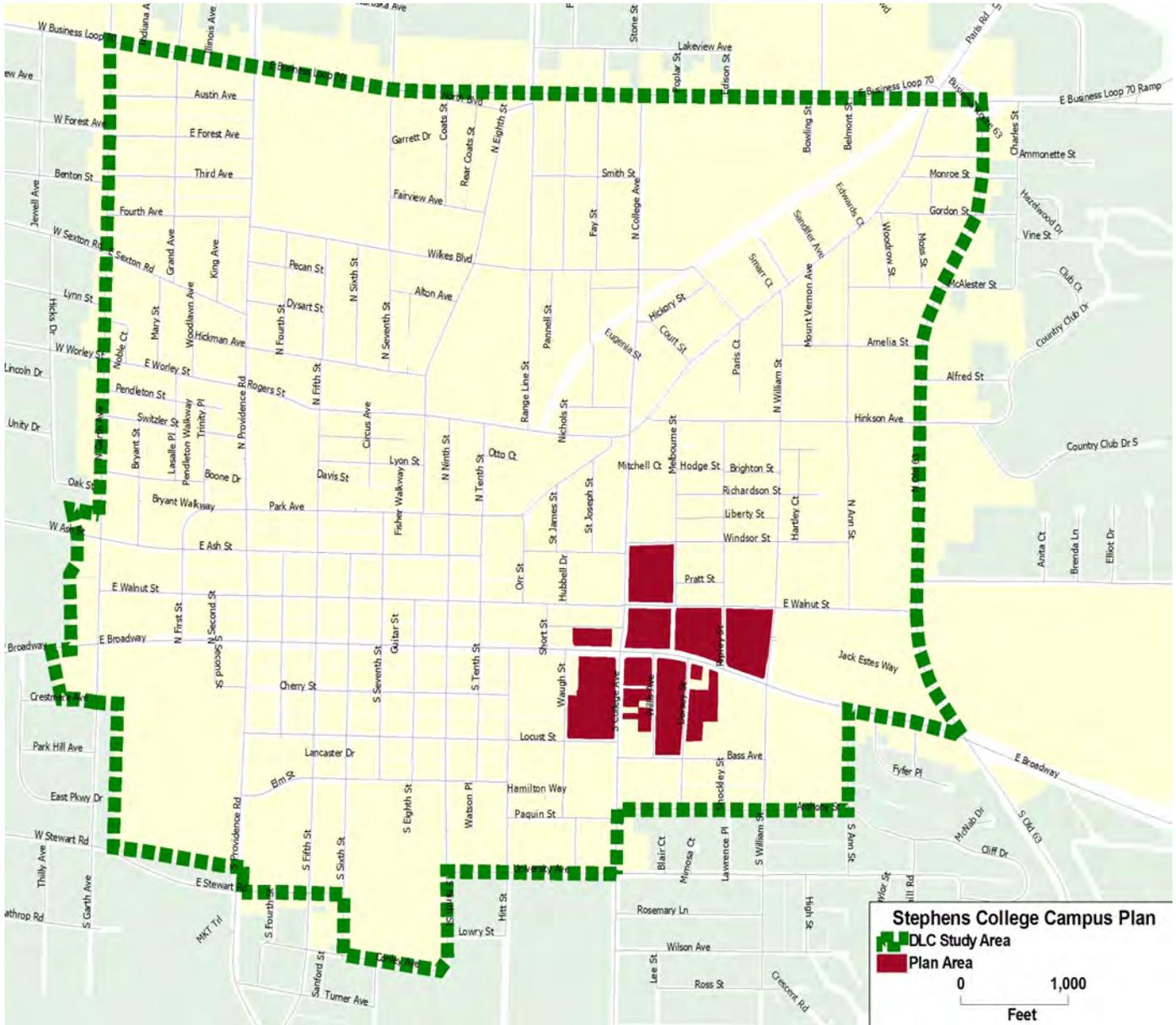


- Concept to examine the alternatives for the properties along the roadway corridor for redevelopment, beautification, and improved bicycle/pedestrian facilities
- The Providence Corridor was been studied in the 1970’s and again in the late 1980’s
- City Policy Resolution PR 154-05 expresses the City Council’s preferences relating to rezoning and development along the Providence Road corridor
- City Council directed the Planning and Development Department in 2008 to begin work on Providence Road Corridor Plan.

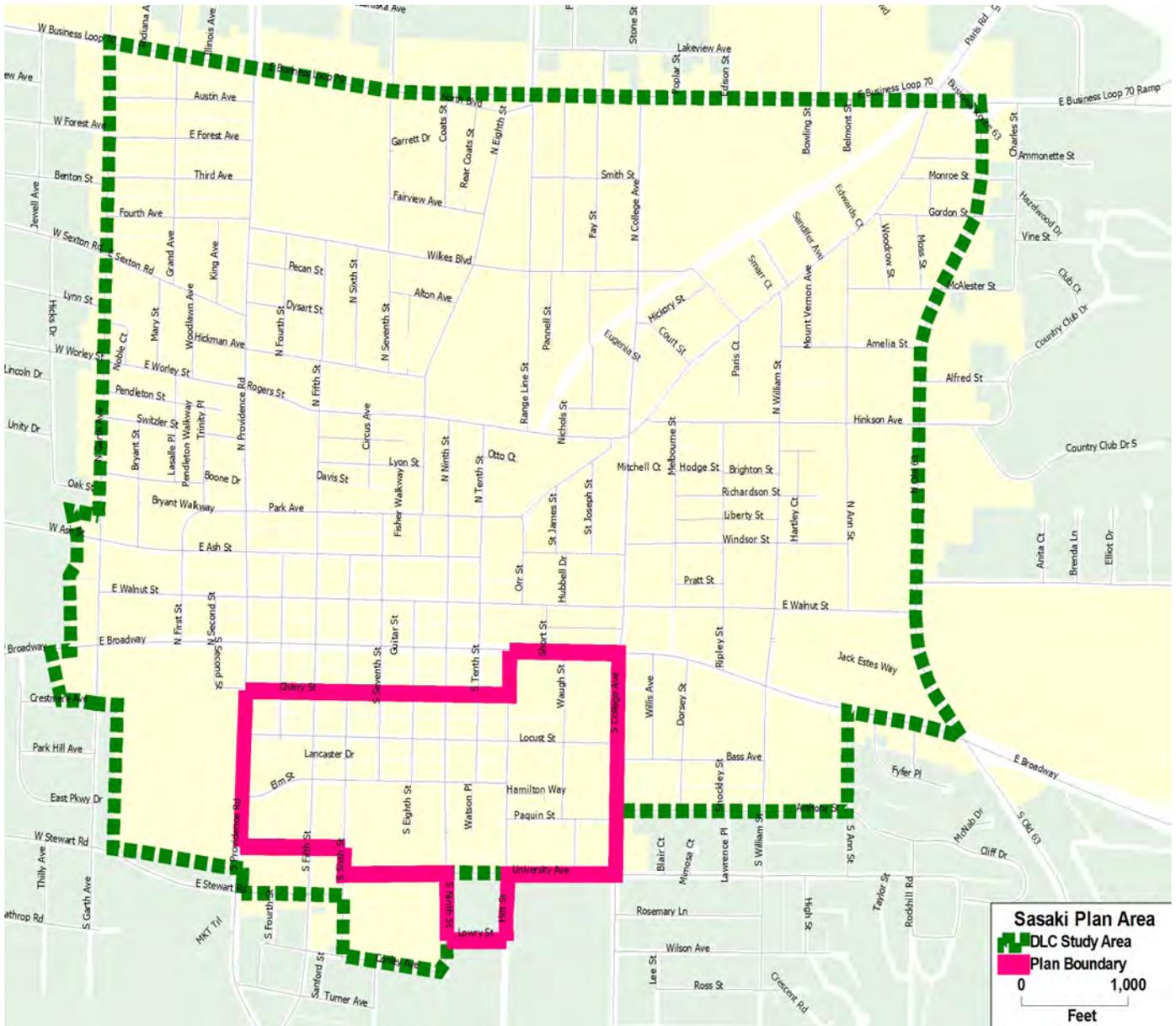




- Columbia College is the dominant institutional presence in the northern portion of the Study Area.
- Columbia College has a Campus Master Plan that covers the buildings, grounds, and support facilities for the campus plus proposed expansion
- The Campus Master Plan first completed in 1998 and has been accepted by the City Council and updated in 2004
- An updated Campus Master Plan is currently being prepared for the City



- Stephens College is a dominant institutional presence in the eastern portion of the Study Area.
- Stephens College has a Campus Master Plan that covers the buildings, grounds, and support facilities for the campus plus proposed expansion
- The Campus Master Plan first completed in 1998 and has been accepted by the City Council and updated in 2001



- The University of Missouri, City of Columbia, and Stephens College commissioned Sasaki Associates in 2005 to develop a Campus/City Opportunity Study for the southern portion of the Downtown Study Area adjacent to the University of Missouri campus.
- The study, known as the “Sasaki Plan” identified sites that offered opportunities for redevelopment, proposed focus areas and alternatives, and developed a list of projects intended to provide a catalyst for redevelopment.
- The Downtown Study Area includes almost all of the area covered by the Sasaki Plan. The City Council accepted the Sasaki Plan in May 2007.

# B-14 COLUMBIA HOUSING AUTHORITY PARK AVE. REVITALIZATION PROJECT



- The Columbia Housing Authority commissioned a study for the revitalization of CHA housing located in the area defined by McBaine Street, Business Loop 70, College Avenue, and Broadway
- The CHA Revitalization Plan – Volume I: Assessment Report, released in October 2005, identified the CHA properties along Park Avenue as an area that offered redevelopment opportunities.
- The CHA Revitalization Plan – Volume II: Concept Plan, released in December 2005, recommended the Park Avenue properties be redeveloped as a mix of housing alternatives, office, and retail uses.



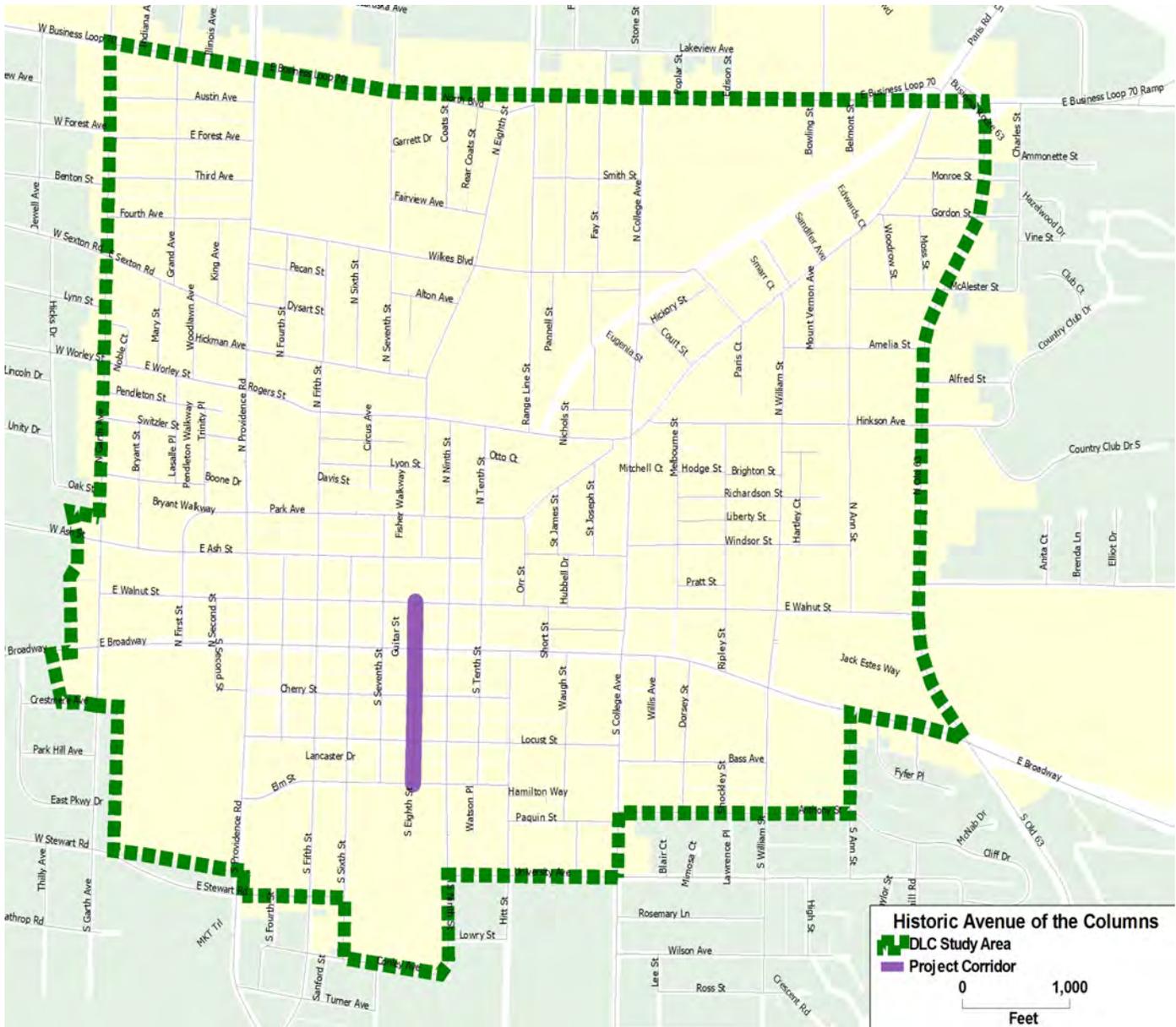
- Recent rezoning requests along Old 63 north of Stephens Park prompted the City Council to direct the Planning Commission to develop a land use plan for the corridor.
- To date, the Old 63 Corridor Overlay is a concept only.



- The College Avenue Corridor was identified by the Downtown Leadership Council as an area that would benefit from a study and plan.
- Issues identified for College Avenue were underutilized properties, vacancies, outdated uses, streetscape, and pedestrian crossings.
- The Rogers Street and College Avenue intersection is one of the scheduled improvements from the GetAbout Columbia grant.



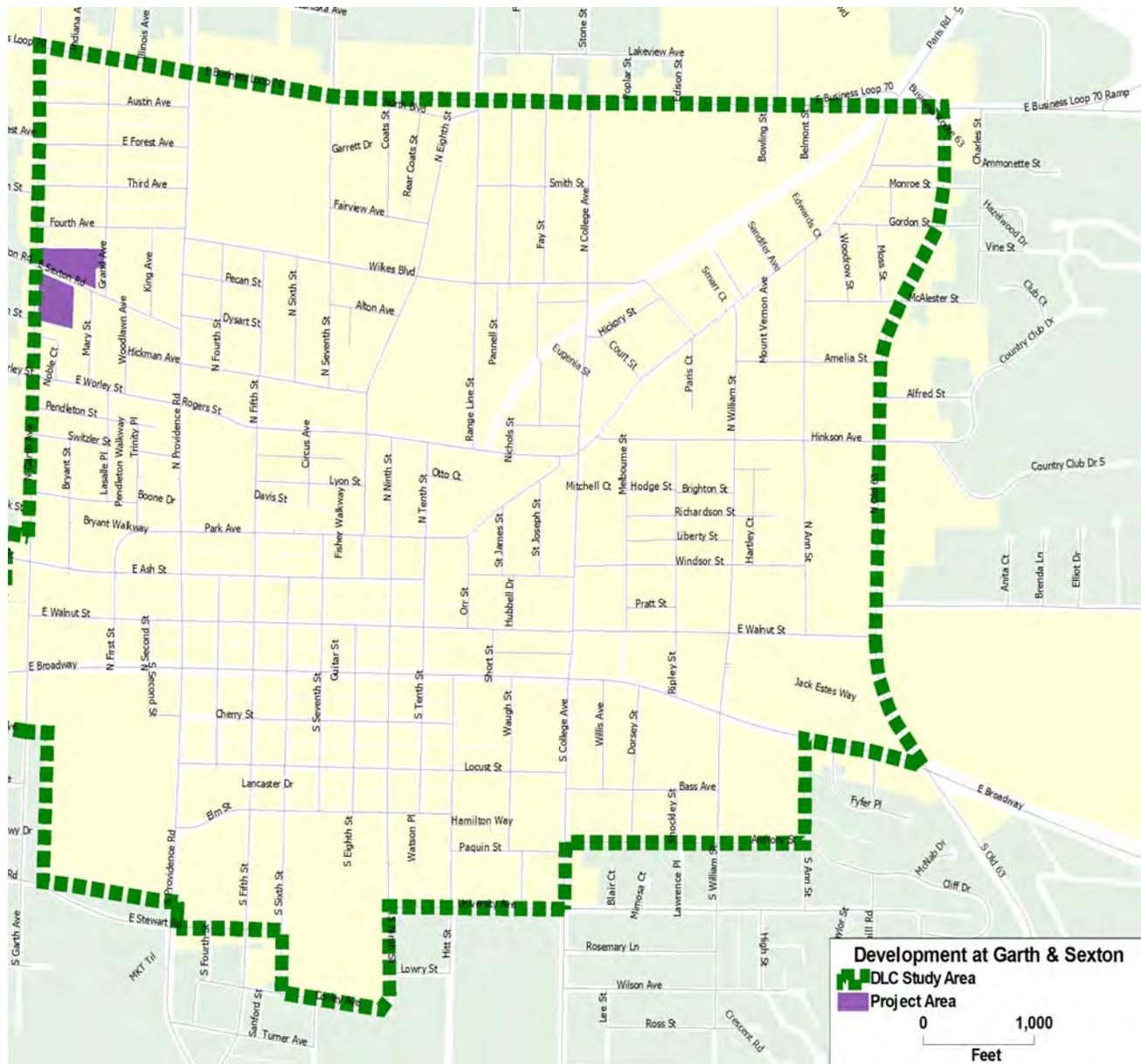
- The Historic Christian College Avenue concept area covers North Tenth Street from the First Christian Church on East Walnut Street north to the campus of Columbia College, formerly Columbia Christian College.
- The corridor name “Historic Christian College Avenue” honors the physical connection between Columbia College and the First Christian Church, the long time benefactor of the College.
- Columbia College has expressed an interest in developing a project along North Tenth Street to terminate at the historic Rogers Gate, the main entrance to the campus.
- The Special Business District has identified the corridor as having significance.



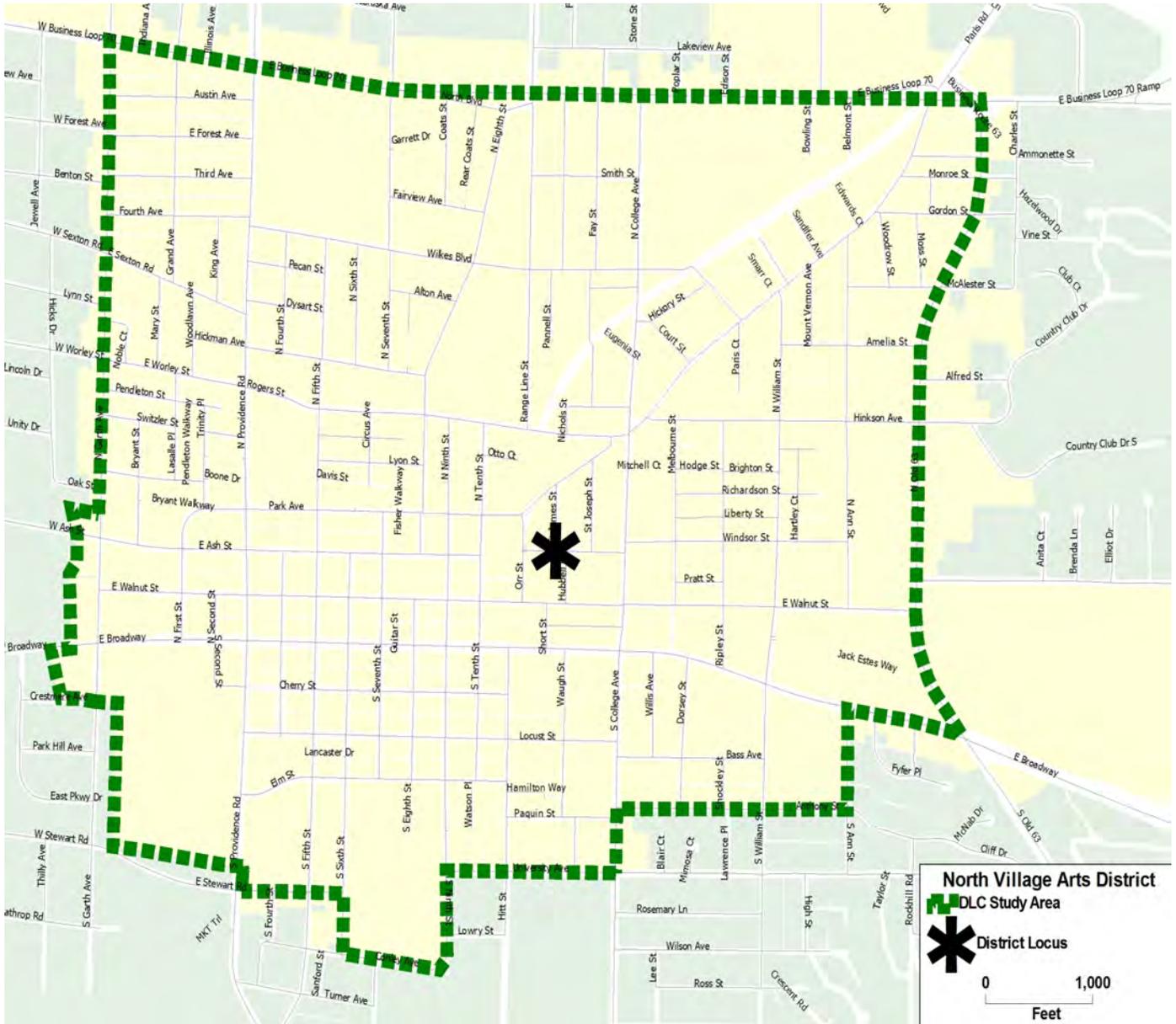
- The Historic Avenue of the Columns project is the section of Eighth Street from the northern edge of the University Missouri campus at Elm Street north to East Walnut Street and the Boone County Government Center.
- The predominate features are the historic columns in place at the northern and southern termini of this section of Eighth Street.
- The City Council adopted the Historic Avenue of the Columns Master Plan in 2005
- The plaza area in front of the City Hall addition and the other corners of the intersection of Broadway and Eighth Street is part of this plan.



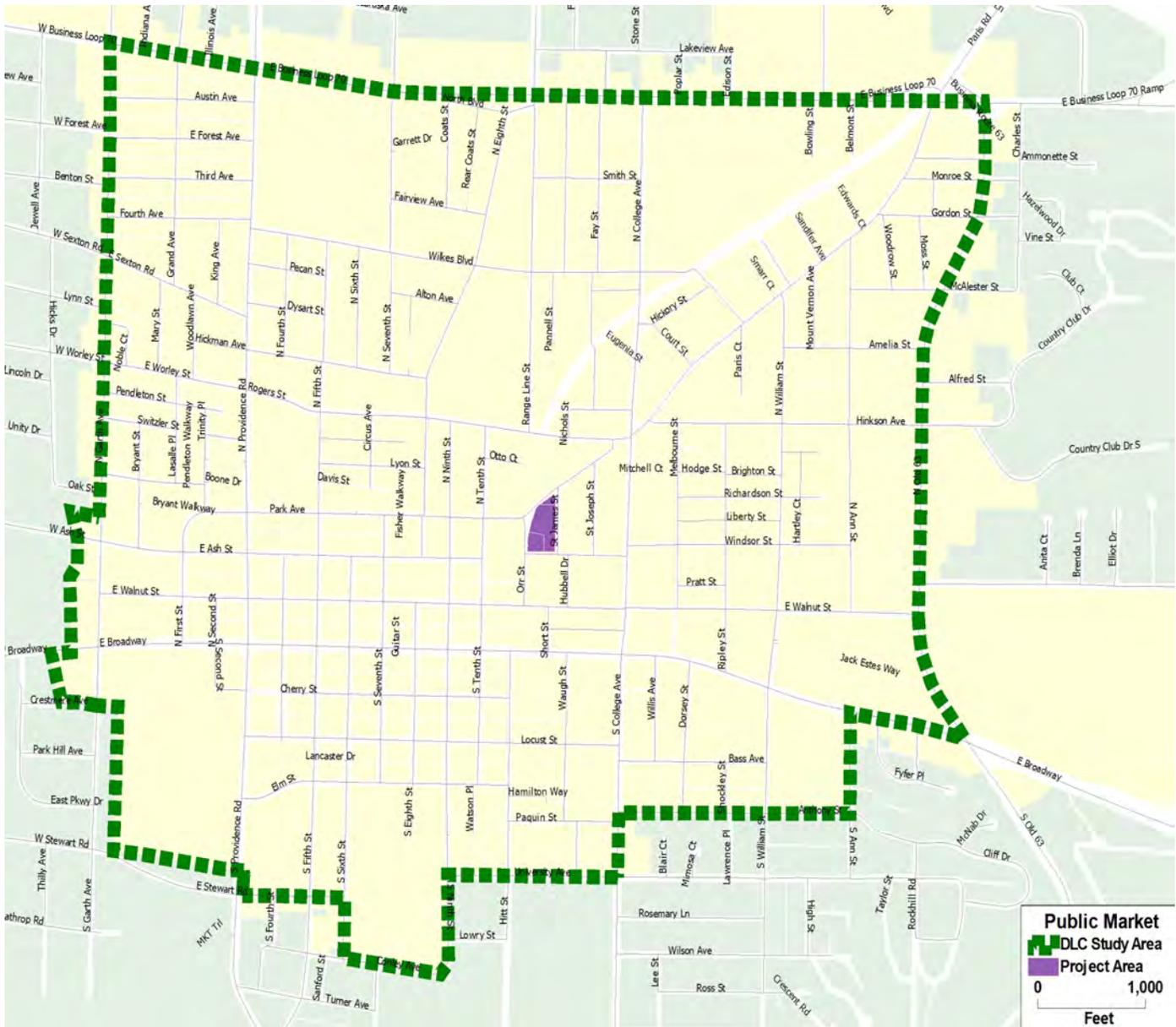
- The Ash Street Corridor was identified by the Downtown Leadership Council as an area that would benefit from a study and plan.
- The corridor was identified as the section of East Ash Street from Providence Road to North Tenth Street.
- The concept for the corridor was to encourage a mix of uses; residential, office and retail.
- Issues identified for the concept area were underutilized properties, surface parking lots, the construction of a new City parking garage, and encouraging redevelopment.



- The concept for future development at the intersection of Garth Street and Sexton Road is to provide shopping opportunities for neighborhood residences and access to services by transit or walking
- Development should provide for a neighborhood scale mix of residential, institutional, and retail uses.
- The Oak Towers residential facility and the existing bus stop are resources to anchor new development.
- The Covenant Community Development Corporation had previously secured grants and zoning approval for a mixed use development at the southwest corner of the intersection of Garth Street and Sexton Road.



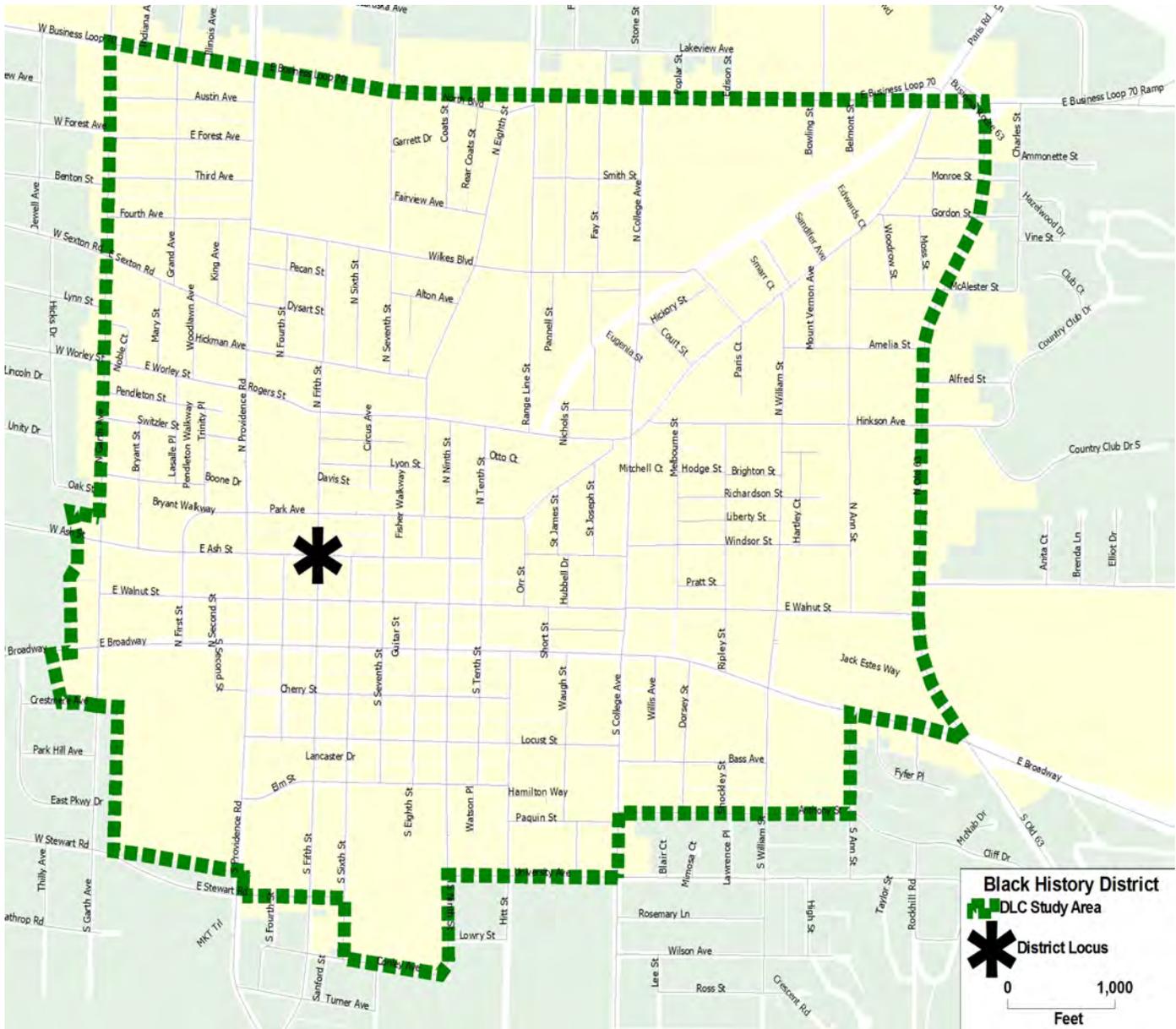
- The concept for the district is to provide a physical locus for Columbia’s art community.
- Private efforts are currently underway to renovate existing houses and industrial buildings to provide studio and living space for artists.
- This district would be intended to recognize the private redevelopment and create policies to support and encourage these efforts.



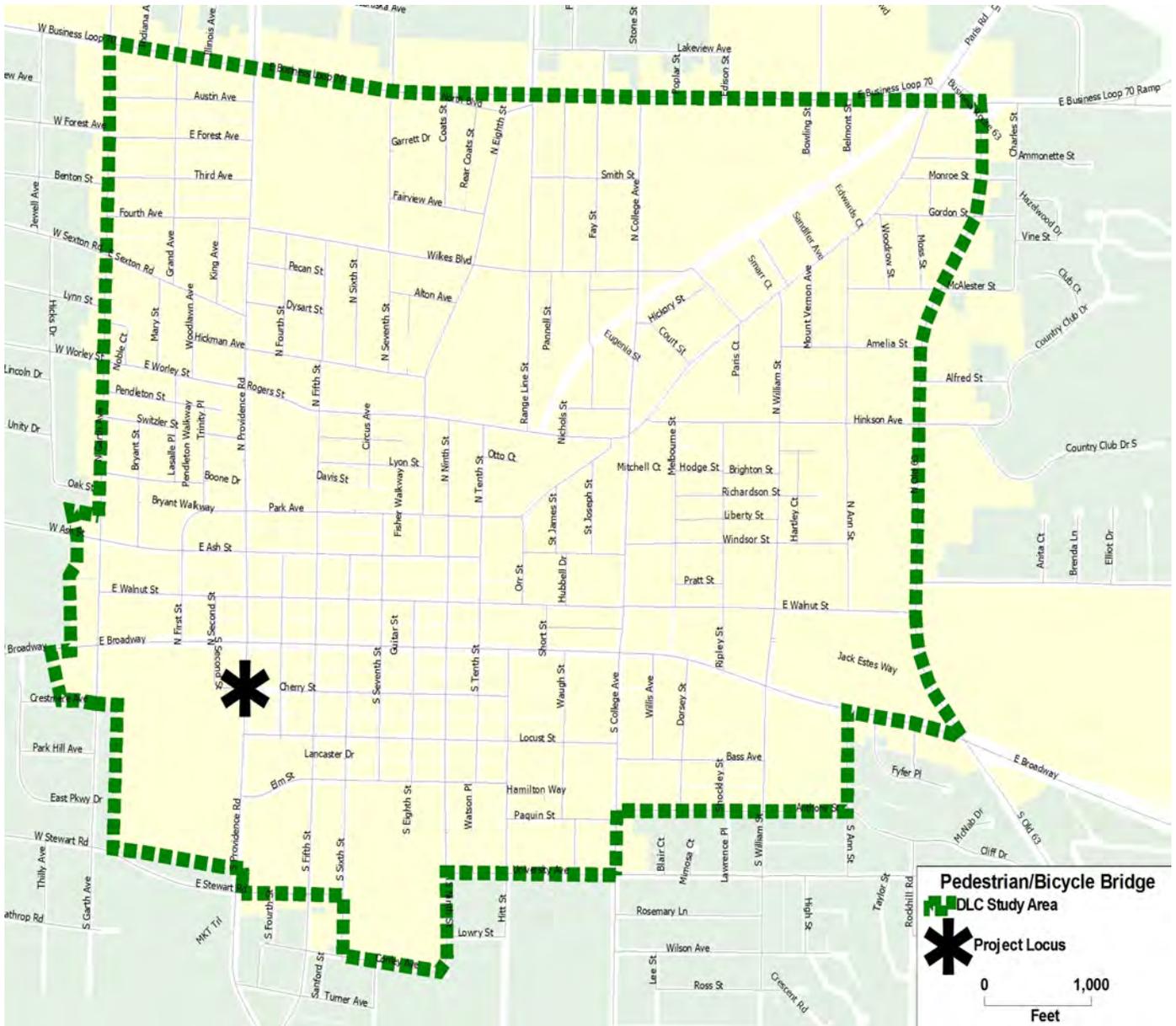
- The Public Market concept envisions a reuse of the property currently owned by Ameren UE.
- AmerenUE has indicated an intention to relocate at some time in the future and the City has shown interest in the property for a public purpose
- The Columbia Arts District Study conducted by University MBA students and coordinated by the Convention and Visitors Bureau suggested a public market or similar attraction be created in the area.



- The southside of Broadway between Providence Road and Fourth Street has no sidewalk. The right-of-way is used to provide head-in/back out parking.
- The concept would relocate the existing parking along Broadway to Fourth Street to construct a sidewalk.
- South Fourth Street would be reconfigured to accommodate 90 degree on-street parking to provide replacement parking and additional parking for adjacent businesses
- City staff has developed two internal studies for this concept.

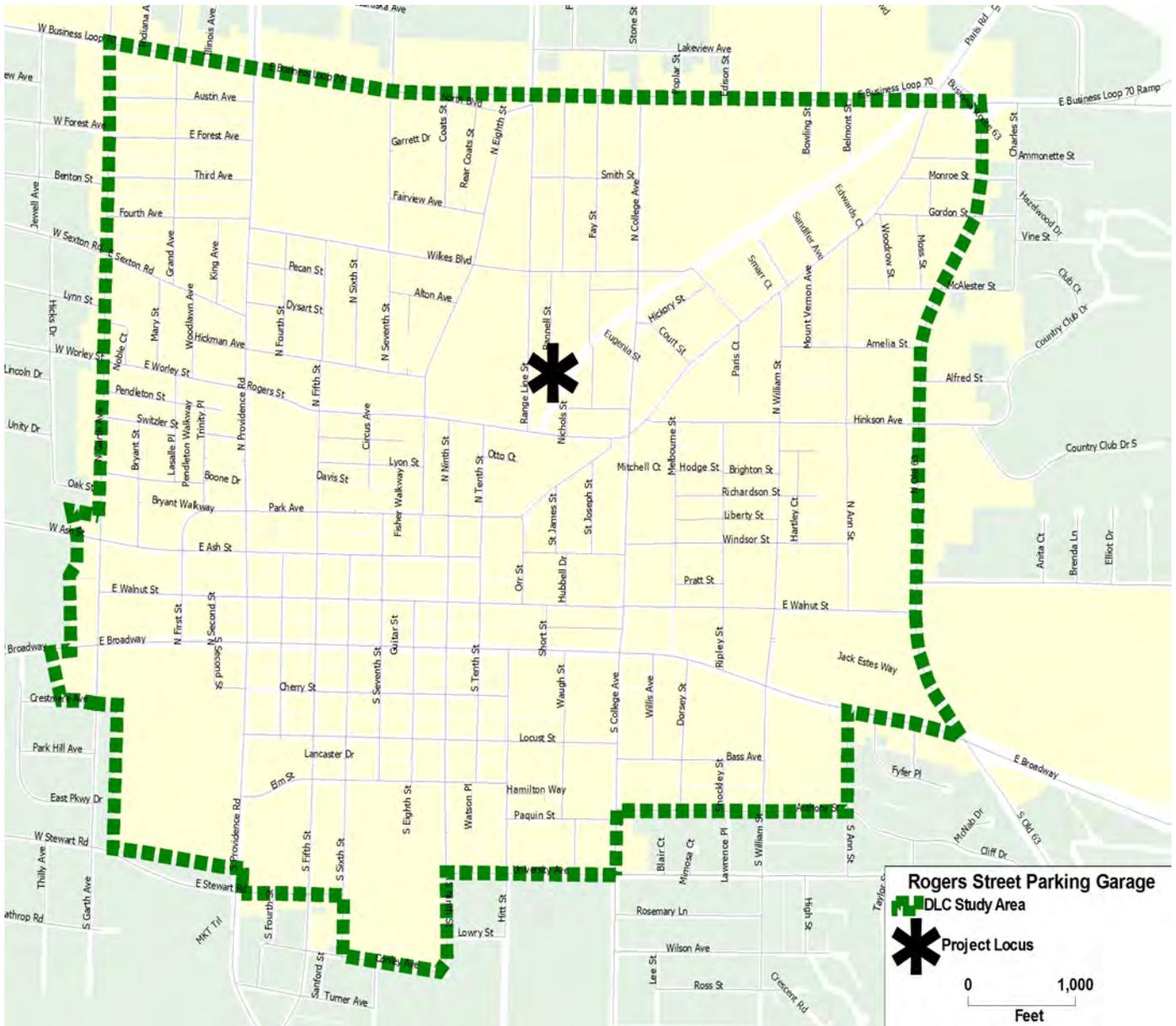


- The concept is intended to identify a district to recognize the social and historical institutions of Columbia’s black community.
- The district would include properties listed on the National Register of Historic Places:
  - John W. “Blind” Boone House
  - Fred Douglass School
  - St. Paul’s A.M.E. Church
  - Second Baptist Church
  - Second Christian Church



- The construction of a bicycle/pedestrian bridge project would be considered as part of the overall concept for the redevelopment in the vicinity of the Broadway/Providence intersection.
- The bridge would link a new development to the City’s Flat Branch Park and Trail and improve bicycle/pedestrian access to and from the downtown core
- The bridge terminus would be designed to integrate into Flat Branch Park on the east and with redevelopment on the west.





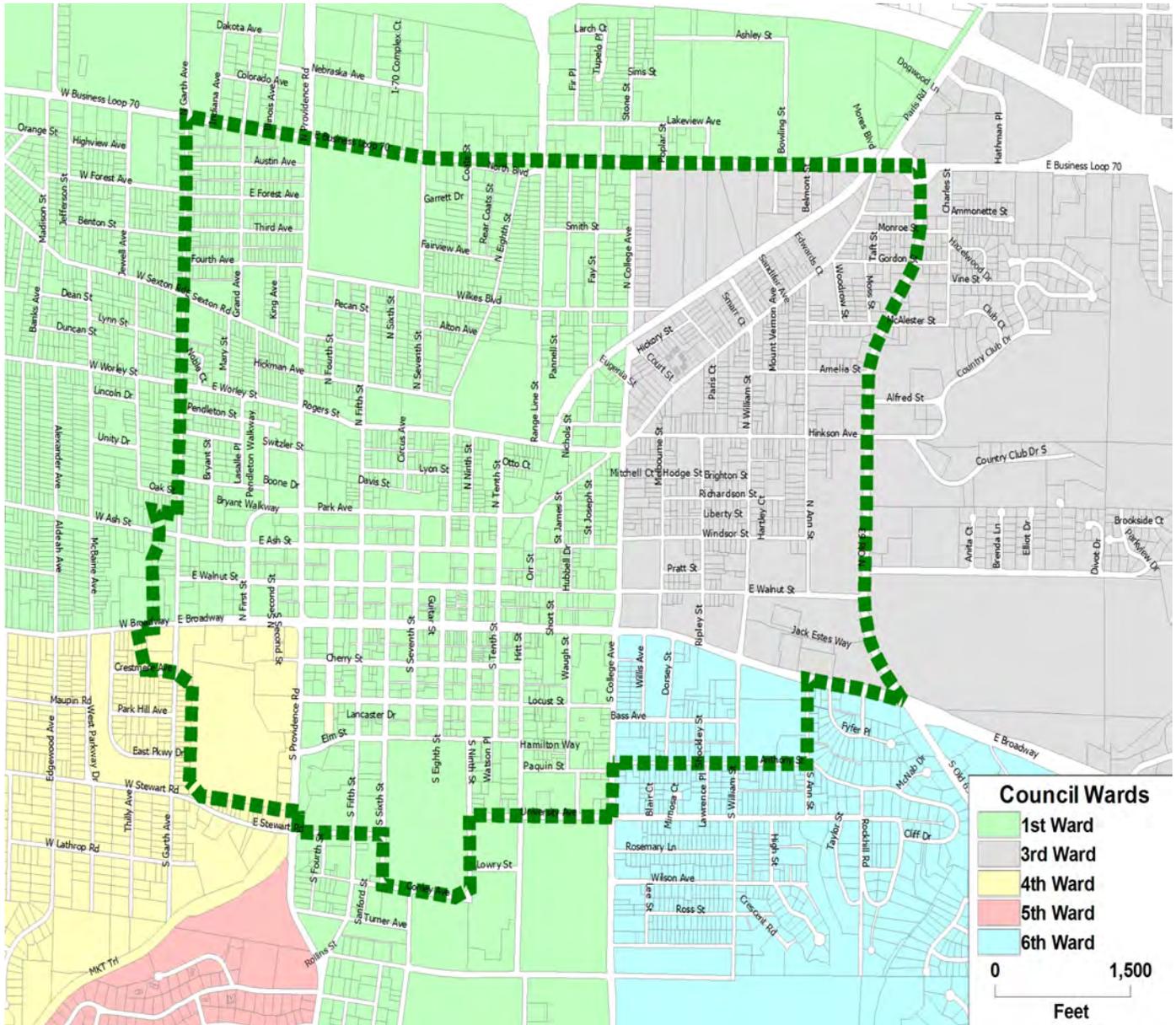
- The north of Rogers Street Parking Garage is has been included in the Columbia College Campus Master Plan.
- An update of the plan is due this Spring
- A partnership for structured parking could expedite denser redevelopment of the surrounding commercially zoned parcels



- The Columbia Public School District is considering a change in the use of Eugene Field Elementary School to an early childhood learning center.
- The additional uses for the school facility have not been determined.



- The University of Missouri is planning to construct a replacement facility for Ellis Fischel Cancer Hospital near the MU Medical School and the University Hospital on the main campus.
- MU does plan to eventually reuse the building and site.



The City and other organizations over the past several years have developed a number of plans and studies relevant to downtown. The citations below – a necessarily abbreviated list – are those which may be part of existing city development policy, a resource for future policy and plan development, or documents of historical interest.

### GENERAL

**Metro 2020: A Planning Guide for Columbia’s Future** (2001). Together with the Major Roadway Plan (Thoroughfare Plan) forms the comprehensive plan of the city according to the 2001 Council approval. Establishes five conceptual land-use categories including city center, an area forming the education and government center as well as a central place for residence and commerce. Establishes principles, policies and compatibility guidelines for city center function and development.

**Park, Recreation and Open Space Master Plan** (2007). Master plan for the classification, expansion, maintenance, and design of park, recreation and open-space assets, including trails and neighborhood and community parks. Contains chapters on existing park inventory, trends, park standards, the public input process, financing alternatives and methods, acquisition, and capital projects.

### DOWNTOWN PLANS

**Downtown Beautification Project Plan**. Urban design plan for the Special Business District. Adopted by Council by resolution (Res. 206-02; October 21, 2002); requires Council approval of each streetscape element as specifications are prepared. Most streetscape elements have been implemented.

**Avenue of the Columns Study** (2005). Urban design study of Eighth Street (honorary “Avenue of the Columns”) prepared by an ad hoc committee. Identifies opportunity areas and makes recommendations for design enhancements to make Eighth Street, from the Boone County government complex to the University of Missouri Francis Quadrangle, a signature street. University has implemented plan in section south of Elm; City has plans to make enhancements, supported in part by private contributions, to section between Walnut and Cherry streets.

**Campus-City Downtown Land-Use Opportunity Study** (2007). Sponsored by the City of Columbia-University of Missouri and Stephens College, prepared by Sasaki Associates. The study examined an approximately 110-acre area of downtown influenced by the university and college and provided a “plan for planning” continued development in the area. Several steps for further planning recommended by the study are now in progress. (See Appendix D)

**Imagine Columbia’s Future** (2008). Chapter 4, Section 4F. “Downtown” and Appendix III contain the vision statement, goals, strategies and recommended actions of a Downtown citizen topic group. The Downtown Leadership Commission is one of the recommended actions of the vision report.

## APPENDIX C: EXISTING AREA PLANS

**Survey Report, Locust Historic Study Area** (February 2009 – draft). A historic resources survey of the area between University Avenue and Locust Street and Ninth Street to College Avenue. A project of the Historic Preservation Commission, supported by certified local government planning grant. Makes recommendations for nomination of several individual properties to the National Register of Historic Places.

**A Master Plan for the Central Area** (1975). Plan of land-use and urban design for the downtown for general guidance purposes. Land-use plan included area between Stewart Road and University Avenue and the intersection of Rogers Street and College Avenue to McBaine Avenue. Traffic circulation recommendations included the “loop” improvement.

**Columbia 2000**. City task forces commissioned in 1991 and 1993 to prepare reports; the first focused on development of a strategic plan for the next decade; the second made recommendations in the areas of community/civic center; downtown area; communications; and children, youth and families.

**Columbia Downtown Beautification Guidelines** (1978). Prepared by Nicholas Peckham and Sun for the Commission on the Arts as a precursor to the Downtown Beautification Project Plan. Includes a program and specifications for plantings and street furniture.

**Redevelopment Plan. Flat Branch Redevelopment** (1979). A Land Clearance for Redevelopment Authority (LCRA) plan. Plan for redevelopment of area between Stewart Road and Broadway and Sixth Street to Providence Road. Included ownership/assemblage maps, phasing, illustrative master plan, development program, and site and design guidelines. Not implemented, or implemented only in part.

### CAMPUS AND INSTITUTIONS

**Columbia College Master Plan** (2004). Prepared by Columbia College and Simon-Oswald Associates in response to City zoning requirements that private colleges prepare master plans to guide their development. Update in progress.

**Columbia Housing Authority Revitalization Plan** (2005). Prepared by Swope Community Builders and the Applied Urban Research Institute for the Housing Authority of Columbia. Two-part study of Park Avenue Apartments that assesses their condition and makes recommendations for future redevelopment. Part I is the assessment and Part II is a concept plan for redevelopment. This plan has not been implemented or scheduled for implementation.

**Stephens College Master Plan** (2001). Prepared by HNTB Architecture for Stephens College in response to the City zoning requirement that private colleges prepare master plans to guide their development.

**University of Missouri Campus Master Plan** (2008). Physical plan of campus development projects, future development projects and needs, and guiding principles. Updated annually.

## NEIGHBORHOODS

**Benton-Stephens Community: Neighborhood Conservation Plan** (1991) Study of the characteristics of the Benton-Stephens neighborhood and “statement of community objectives” for collaborative planning with the city and other institutions. Approved by council resolution R121-91. Implemented by the Benton-Stephens Urban-Conservation Overlay Zoning District.

**The East Campus Neighborhood.** (undated) Study of the physical characteristics of the East Campus Neighborhood for preservation planning. Implemented by the East Campus Urban-Conservation Overlay Zoning District and the East Campus National Register Historic District.

**The Central Columbia Neighborhood Planning Process.** (1993). Study prepared by University of Missouri staff for the Planning Department. Describes history and physical-social characteristics of the neighborhoods and makes recommendations for public participation, housing, environment, infrastructure, land use, and economic development. Study area included present North Central, Douglass and Shoe Factory association areas.

**Ridgeway Neighborhood Vision Plan** (2007). Plan of vision statements and guiding principles for the Ridgeway neighborhood.

**Historic interest - Land Clearance for Redevelopment Authority of Columbia Missouri.** Final Report - Douglass School Urban Renewal Project. Subtitled “A Decade of Progress - 1956-1966” this report documents the LCRA urban-renewal project generally located between Broadway/Walnut and Worley/Hickman, Eighth to Garth. Includes photos of pre-development conditions, project map, project chronology, buildings and structures completed, and financial summary.

## TRANSPORTATION

**CATSO 2030 Transportation Plan** (2008) A 20-year plan of transportation improvements throughout the Columbia Metro Area including downtown. Implemented by multiple actions, including approval of the short-range transportation improvement program (TIP), a list of transportation projects to be undertaken over a four-year period by the members of CATSO.

**Columbia Transit Master Plan** (2007). A three-phase plan for expansion and improvement of Columbia Transit over a 10-year plan period.

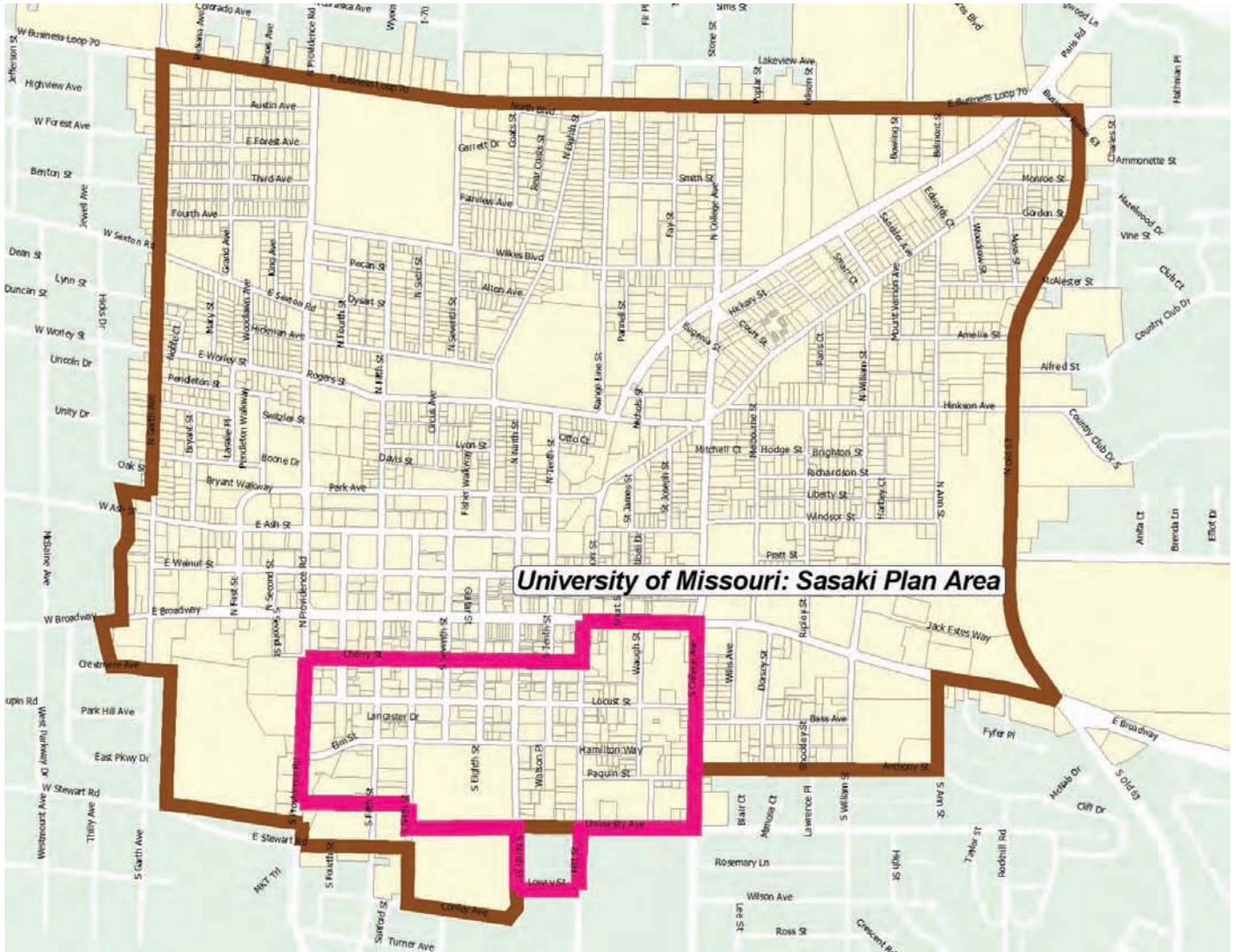
**GetAbout Columbia Working Infrastructure Plan** (2008). Capital projects plan for expenditure of the capital portion of the Non-Motorized Transportation Pilot Program (2005), a section of the SAFETEA-LU transportation law that grants Columbia \$25 million (\$22.3 million net) for “non-motorized transportation” infrastructure, education, promotion, and research on the capability of non-motorized transportation investments to increase the share of the total transportation load borne by non-motorized modes of travel. Some projects implemented and planned in the downtown area.

**Broadway Corridor Study** (2004). A preliminary study of sidewalk and roadway enhancement needs along the entirety of Broadway, prepared by the Planning Department working with a stakeholder group. Study not adopted as policy.

## APPENDIX C: EXISTING AREA PLANS

**West Broadway Study** (2008). A preliminary engineering study of Broadway, from Garth Avenue to Clinkscapes Road, prepared by Crawford, Bunte & Brameier, of the need for capacity improvements to the two-lane section of Broadway west of downtown. Study includes a preliminary concept involving bicycle lanes, left-turn pockets, utility issues, access management, and rehabilitation and completion of sidewalks. Council has authorized design of the West Broadway improvement, which will involve a new consultant and public involvement process.

APPENDIX D: LAND USE & URBAN OPPORTUNITIES STUDY, SASAKI ASSOCIATES



In the summer of 2006, the City of Columbia, the University of Missouri-Columbia and Stephens College agreed to undertake a joint planning study of the area of Columbia's downtown district adjoining and including the downtown edges of the two campuses. The joint effort reflected an assessment that while the institutions and the Broadway commercial corridor are strong urban resources, the area in between hasn't yet fulfilled its potential as an inviting "campus town".

## LAND USE AND URBAN OPPORTUNITIES STUDY

THE CAMPUS-DOWNTOWN DISTRICT, COLUMBIA, MO

The intent of the collaboration was to identify existing and potential institutional, public, cultural, commercial and residential development opportunities that can regenerate the area framed by the campuses, the blocks flanking Broadway and the edge along Providence Road. The goal of the study has been to create a model for low-grown revitalization that is distinctive to Columbia, making it economically and culturally vital and more attractive as a venue for urban living in a mid-sized campus city. The Land Use and Urban Opportunity Concept Plan summarized in this brief reflects the conclusions of the study.

The study process, occurring over a five-month interval, was built around four public forums in Columbia. In August, 2006, a forum was held to solicit ideas and concerns about the area. Those ideas were played back in an October forum that also included an analysis of the study area and case illustrations of how similar localities have addressed downtown revitalization. Conceptual plan options for the area were discussed in December, with the conclusions of that forum folded into a presentation of the composite plan concept in January, 2007. The January forum included a discussion of the action steps necessary to develop the plan in more detail and to implement the recommendations embodied in the plan. The study was also guided by periodic reviews with a Steering Group representing the participating entities.

The concept plan conveys a multifaceted strategy for district improvement, based on the coordination of city, institutional and private sector initiatives. Seven "catalyst" projects are recommended to create momentum:

- The planned renovation and expansion of the Missouri Theater
- A new MU concert hall/music school building at the corner of Hitt and University
- A complex housing new quarters for the Missouri Historical Society and an MU museum on Elm Street facing Peace Park
- A new privately-developed hotel-conference center on the Avenue of the Columns
- A new "civic square" and other public streetscape improvements on the Avenue of the Columns
- Eastward extension of Elm Street, in parallel with a public greenway, to form a new gateway at College Avenue
- Expansion of city and university garage parking capacity to serve these developments

The catalyst projects would be coupled with selective zoning changes and other public incentives (including the public investment in the development of Flat Branch Park already under way) to spur redevelopment of underutilized lots and blocks in the area for varying combinations of mixed residential, commercial, cultural and office uses. The plan illustrates three "nodes" of urban reinvestment: the area abutting both sides of Flat Branch Park with housing, office and commercial uses; higher density development on the Avenue of the Columns around the proposed "civic square"; and, new mixed use development emphasizing a variety of urban housing types along the Elm Street extension to College Avenue. Elm Street becomes a pedestrian-friendly urban boulevard, with the museum complex and future campus uses on Elm oriented to the community.

The plan concept is illustrated on the two inside pages of this summary brief. Recommended strategies for detailing and implementing the study goals are summarized on the back page. Visual presentations made at the four public forums can be found on the city's web page at:

[www.gocolumbiamo.com/campus-cityopportunitystudy.php](http://www.gocolumbiamo.com/campus-cityopportunitystudy.php).



## Implementation Strategies

1. Formalize Partnerships
2. Create Implementation Entity
3. Revise Zoning
4. Overlay District and Design Guidelines
5. Establish Policy Goals and Priorities

### 1. Formalize Partnerships

- Private Sector – MU/Stephens/Other Institutions – City of Columbia

### 2. Create Implementation Entity

- Prepare MODESA plan
- Guide / prioritize public investment:
  - Streetscape improvements
  - New civic spaces
  - Parking garages/shared parking
- Elm Street extension
  - Guide land assembly/negotiate with landowners
  - Create financial incentives to attract private investment
- Working relationship with City departments/ staff
  - Work with downtown Special Business District
  - Create strong public-private-institutional partnerships
  - Credibility with City Council and partners
- Expertise in urban design guidelines and overlay districts
- Establish public participation process

### 3. Revise Zoning

- Review and update zoning ordinance to:
  - Promote mixed use
  - Prohibit certain land uses
- Establish urban dimensional controls and parking standards

### 4. Overlay District and Design Guidelines

- Create an overlay district:
  - Business Improvement District (BID)
  - Tax Increment Finance District (TIF)
  - Zoning Overlay District
- Establish design guidelines
  - Building height, massing, scale, materials, parking
  - Urbanistic dimensional requirements, FAR
  - Landscape, pedestrian circulations, lighting, signage, civic spaces
  - Incorporate historic structures

### 5. Establish Downtown Capital Improvement Program

- Develop a public/institutional capital improvement program:
  - Short Term (0-3 years)
  - Intermediate (4-6 years)
  - Long-term (7+ years)

## Implementation considerations

- "Pause" to coordinate implementation strategy
- Evaluate financial feasibility of catalytic projects
- Establish strategic priorities for City investment
- Maximize opportunities for state/federal funding
- Build quality

1 MIXED-USE



2 ELM STREET - WEST



3 MUSEUM / HISTORICAL SITE



4 PERFORMING ARTS



5 PLAZA / CIVIC SPACE



- Mixed Use (retail/residential/office)
- Hotel / Conference center
- Historical Society / MU Museum
- MU Performing Arts Center
- Missouri Theater
- MU Future Academic buildings
- Proposed parking garages

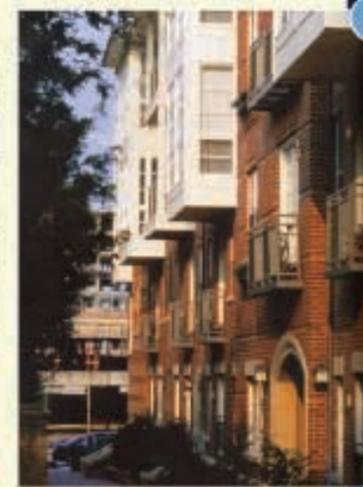
6 HOTEL / CONFERENCE CENTER



7 ACTIVE FRONTAGE



8 MIXED-USE (HOUSING)



9 ELM ST - EXTENSION EAST



## Conceptual Development Plan

This diagram shows potential uses for opportunity sites identified in the study. The images shown describe similarly scaled projects and buildings in other downtowns around the country.

## APPENDIX E: RELATED BOARDS & COMMISSIONS

- Personnel Advisory Board
- *Planning and Zoning Commission*
- Police Retirement Board
- *Power Supply Task Force*
- *Public Building Development and Finance Committee*
- Public Communications Resource Advisory Committee
- *Railroad Advisory Board*
- *Special Business District Board*
- Substance Abuse Advisory Commission
- *Tax Increment Financing Commission*
- *Sustainable Farms & Communities, Inc. Board*
- University Of Missouri Extension Council Of Boone County
- *Vision Commission*
- *Water and Light Advisory Board*

Downtown Columbia is also served by many business boards and not-for-profit boards, including:

- *American Institute of Architects – Mid-Missouri Chapter*
- *Blind Boone Foundation*
- *Central Columbia Association*
- *Central Missouri Development Council*
- *Columbia Art League*
- *Columbia Chamber of Commerce*
- *Colors*
- *First Night*
- *KBIA Public Radio*
- *KOPN Community Radio*
- *Mid-Missouri Tourism Council*
- *Missouri Symphony Society*
- *MU Museum of Art & Archaeology*
- *Ragtag Cinema*
- *REDI*
- *State Historical Society of Missouri*
- *YouZeum*

Columbia's Downtown District and proposed expanded downtown development area include the following properties and buildings on the National Register of Historic Places:

- **Ballenger Building** (Downtown Columbia, Missouri MPS), 27-29 S. Ninth St., Columbia (1/21/04)
- **Boone, John W. ("Blind"), House** (Social Institutions of Columbia's Black Community TR), Fourth St. between E. Broadway and Walnut, Columbia (9/04/80)
- **Broadway Historic District** [Miller Building, Matthews Hardware, Metropolitan Building], 800-810 E. Broadway, Columbia (4/22/03)
- **Central Dairy Building** (Columbia MRA), 1104-1106 E. Broadway, Columbia (1/20/05)
- **Columbia Cemetery**, 30 E. Broadway, Columbia (2/01/07)
- **Columbia National Guard Armory**, 701 E. Ash St., Columbia (3/25/93)
- **Conley, Sanford F., House**, 602 Sanford Place, Columbia (12/18/73)
- **Douglass, Frederick, School** (Social Institutions of Columbia's Black Community TR), 310 N. Providence Road (9/04/80)
- **Downtown Columbia Historic District** (Downtown Columbia Historic District MPS AD; map [see note]), parts of Seventh, Eighth, Ninth, 10th, E. Broadway, Cherry, Hitt, Locust, and E. Walnut streets, Columbia (11/08/06)
- **East Campus Neighborhood Historic District** (map [see note]), roughly bounded by Bouchelle, College, University avenues and High Street, including parts of Willis, Bass, Dorsey and Anthony streets, Columbia (2/16/96)
- **Elkins, Samuel H. and Isabel Smith, House**, 315 N. 10th St., Columbia (9/12/96)
- **First Christian Church**, 101 N. 10th St., Columbia (10/29/91)
- **Francis Quadrangle Historic District** (Red Campus), bounded by Conley Avenue, Elm, Sixth and Ninth streets, Columbia (12/18/73)
- **Hamilton-Brown Shoe Factory**, 1123 Wilkes Blvd., Columbia (7/19/02)
- **Kress Building** (Columbia MRA), 1025 E. Broadway, Columbia (3/09/05)
- **McCain Furniture Store** (Columbia MRA), 916 E. Walnut St., Columbia (8/17/05)
- **Missouri, Kansas and Texas Railroad Depot**, 402 E. Broadway, Columbia (1/29/79)
- **Missouri State Teachers Association**, 407 S. Sixth St., Columbia (9/04/80)
- **Missouri Theater**, 201-215 S. Ninth St., Columbia (6/06/79)
- **Missouri United Methodist Church**, 204 S. Ninth St., Columbia (9/04/80)
- **North Ninth Street Historic District** (Downtown Columbia, Missouri MPS) (map [see note]), 5-36 N. Ninth St., Columbia (1/21/04)
- **Pierce Pennant Motor Hotel** (Candlelight Lodge), 1406 Old Hwy. 40 W., Columbia (9/02/82)
- **St. Paul's A.M.E. Church** (Social Institutions of Columbia's Black Community TR), 501 Park St. (9/04/80)

## APPENDIX F: HISTORICAL REPORT

- **Second Baptist Church** (Social Institutions of Columbia's Black Community TR), 407 E. Broadway (9/04/80)
- **Second Christian Church** (Social Institutions of Columbia's Black Community TR), 401 N. Fifth St. (9/04/80)
- **Senior Hall**, Stephens College Campus, Columbia (8/02/77)
- **Stephens College**, South Campus, 1200 E. Broadway, Columbia (11/25/05)
- **Taylor, John N. and Elizabeth, House**, 716 W. Broadway, Columbia (5/25/01)
- **Tiger Hotel**, 23 S. Eighth St., Columbia (2/29/80)
- **Virginia Building**, 111 S. Ninth St., Columbia (3/13/02)
- **Wabash Railroad Station and Freight House** (Norfolk and Western Depot), 126 N. 10th St., Columbia (10/11/79)

According to Donovan Rypkema, a nationally recognized expert on downtown development, razing historic buildings results in a triple hit on scarce resources:

*First, we throw away thousands of dollars of embodied energy.*

*Second, we are replacing it with materials vastly more consumptive of energy.*

*What are most historic houses built from? Brick, plaster, concrete and timber.*

*What are among the least energy consumptive of materials? Brick, plaster, concrete and timber.*

*What are major components of new buildings? Plastic, steel, vinyl and aluminum.*

*What are among the most energy consumptive of materials? Plastic, steel, vinyl and aluminum.*

## AFFORDABLE HOUSING

**Affordable Housing Policy Committee Report**, City of Columbia, dated 2-28-08.

[www.gocolumbiamo.com/Planning/Commissions/AHPC/index.php](http://www.gocolumbiamo.com/Planning/Commissions/AHPC/index.php)

## CLIMATE PROTECTION

In 2007, Mayor Darwin Hindman signed the Climate Protection Agreement.

[www.usmayors.org/climateprotection/](http://www.usmayors.org/climateprotection/)

In 2005, the Conference unanimously endorsed the U.S. Conference of Mayors Climate Protection Agreement, an initiative launched by Seattle Mayor Greg Nickels in which by 2012, mayors commit to reduce emissions in their cities to 7 percent below 1990 levels.

## CULTURAL AFFAIRS

Downtown Columbia is the city's center of cultural affairs and the unfolding urban design of downtown will present new cultural affairs opportunities. The mission of the Office of Cultural Affairs is to enhance the vitality of the city and the quality of life for all citizens by creating an environment wherein artists and cultural organizations can thrive.

[www.gocolumbiamo.com/Arts/index.php](http://www.gocolumbiamo.com/Arts/index.php)

## HISTORIC PRESERVATION

Much of Columbia's historic preservation work has occurred in the downtown area defined in this report. The Historic Preservation Commission investigates and recommends to the Council the adoption of ordinances designating protection areas as having "special cultural, historic, archaeological, community or architectural value as 'notable property', 'landmarks' or 'historic districts'; keeps a register of all properties and structures which have been designated as 'notable property', 'landmark' or 'historic districts'; and informs and educates the citizens of Columbia concerning the historic, archeological and architectural heritage of the City."

[www.gocolumbiamo.com/Council/Commissions/hpc.php](http://www.gocolumbiamo.com/Council/Commissions/hpc.php)

## PARKS & RECREATION

Outdoor activities ranging from the Roots 'n Blues Festival to sitting in the pocket park at Ninth and Walnut streets are important to downtown life. Downtown parks play major recreative role in Columbia and will continue to be a priority.

[www.gocolumbiamo.com/ParksandRec/index.php](http://www.gocolumbiamo.com/ParksandRec/index.php)

## RENEWABLE ENERGY

A Columbia renewable-energy task force prepared a report describing efforts to date.

[www.gocolumbiamo.com/WaterandLight/Documents/2009RenewReport.pdf](http://www.gocolumbiamo.com/WaterandLight/Documents/2009RenewReport.pdf)

## BUSINESS

**Chamber of Commerce:** The mission of the Columbia Chamber of Commerce is to lead our community, drive commerce in our region and advance community and regional collaborations, thereby enhancing the quality of where we live, learn, work and play.

[www.columbiamochamber.com](http://www.columbiamochamber.com)

**Regional Economic Development Inc.:** Economic Development is critical in the current global economic environment. The Regional Economic Development office is often the first stop for a new Columbia Business.

[www.columbiaredi.com/index.php](http://www.columbiaredi.com/index.php)

### TRANSPORTATION

Transit is important for moving in-and-out of the city, as well as easily getting around downtown and across the city. For more information on:

- Air travel: [www.flymidmo.com/](http://www.flymidmo.com/)
- Bus transportation on Columbia Transit & Paratransit:  
[www.gocolumbiamo.com/PublicWorks/Transportation/](http://www.gocolumbiamo.com/PublicWorks/Transportation/)
- Pednet, a coalition to improve bicycling and walking opportunities in Columbia:  
[www.pednet.org/](http://www.pednet.org/)

**AFFORDABLE HOUSING**

**Missouri Housing Development Commission:** [www.mhdc.com](http://www.mhdc.com)

**U.S. Department of Housing & Urban Development:**  
[www.hud.gov/offices/cpd/affordablehousing/](http://www.hud.gov/offices/cpd/affordablehousing/)

**Knowledgeplex:** A non-profit, affordable housing and community development resource for professionals. [www.knowledgeplex.org/](http://www.knowledgeplex.org/)

**CLIMATE NEWS**

**Climate Wire:** A leading multi-sector, international news service, updated daily and focusing on climate change. [www.climatewire.org](http://www.climatewire.org)

**Real Climate:** A commentary site written by professional climate scientists for public and journalists. [www.realclimate.org](http://www.realclimate.org)

**CLIMATE/GLOBAL WARMING**

**The Climate Group:** An independent, nonprofit organization dedicated to advancing business and government leadership on climate change. [www.theclimategroup.org](http://www.theclimategroup.org)

**Cool Companies:** A project of the Center for Energy & Climate Solutions, helps businesses, government and individuals reduce greenhouse gas emissions with practical advice, tools and technologies. [www.cool-companies.org/homepage.cfm](http://www.cool-companies.org/homepage.cfm)

**Clean Cities** strives to advance the nation's economic, environmental, and energy security by supporting local decisions to adopt practices that help reduce petroleum consumption. Clean Cities has a network of approximately 90 volunteer coalitions, that develop public/private partnerships to promote alternative fuels and advanced vehicles, fuel blends, fuel economy, hybrid vehicles, and idle reduction. [www1.eere.energy.gov/cleancities/](http://www1.eere.energy.gov/cleancities/)

**Consensus Institute:** A not-for-profit corporation, dedicated to increasing the long-term sustainability and resiliency of the built environment. [www.consensusinstitute.org](http://www.consensusinstitute.org)

**Climate Ark:** A climate change and renewable energy portal dedicated to promoting public policy that addresses global climate change. [www.climateark.org](http://www.climateark.org)

**Pew Center on Global Climate Change:** A non-profit, non-partisan and independent organization dedicated to providing credible information and innovative solutions to address global climate change. [www.pewclimate.org](http://www.pewclimate.org)

**Woods Hole Research Center:** A beginner's guide to understanding global warming. [www.whrc.org/resources/online\\_publications/warming\\_earth/index.htm](http://www.whrc.org/resources/online_publications/warming_earth/index.htm)

**ENERGY EFFICIENCY/RENEWABLE ENERGY**

**Missouri Department of Natural Resources:** [www.dnr.mo.gov/](http://www.dnr.mo.gov/)

**Rocky Mountain Institute:** Promotes energy efficiency and conservation. [www.rmi.org](http://www.rmi.org)

## APPENDIX H: DOWNTOWN COLUMBIA SUSTAINABILITY ISSUES

**Alternative Energy Institute:** A non-profit organization that promotes renewable energy technologies. [www.altenergy.org](http://www.altenergy.org)

**Renewable Planet:** A free and accessible resource highlighting the number and variety of renewable-energy projects worldwide. [www.renewableplanet.com](http://www.renewableplanet.com)

### EDUCATORS & CHILDREN

**Environmental Protection Agency:** An EPA-produced global-warming site for kids.  
<http://epa.gov/climatechange/kids/index.html>

**Re-Energy:** Explores wind, water, solar, biomass energy and more. Materials are included that facilitate renewable-energy concepts and practices. [www.re-energy.ca/t\\_teacher.shtml](http://www.re-energy.ca/t_teacher.shtml)

**Bullfrog Films:** The oldest and largest U.S. publisher of pro-environment videos and films.  
[www.bullfrogfilms.com](http://www.bullfrogfilms.com)

### ENVIRONMENT

**EnviroLink Network:** A non-profit organization that maintains a database of thousands of environmental resources and provides Internet services to non-profit organizations.  
[www.envirolink.org](http://www.envirolink.org)

**Union of Concerned Scientists:** Promotes scientifically sound solutions to major environmental problems. [www.ucsusa.org](http://www.ucsusa.org)

**Walk Score:** An internet site that can help you find a house or apartment in a great neighborhood. It shows you what's nearby and calculates a Walk Score for any property. [www.walkscore.com](http://www.walkscore.com)

### GREEN BUILDING

**AIA Mid Missouri:** American Institute of Architects Mid-Missouri chapter is a self-governing body dedicated to excellence in the profession of architecture for the benefit of its membership, the environment and society. [www.aiamid-missouri.com](http://www.aiamid-missouri.com)

**Habitat for Humanity:** A non-profit organization that mobilizes volunteers and community partners to provide affordable housing and promotes home ownership as a means to breaking the cycle of poverty. [www.habitat.org](http://www.habitat.org)

**GreenGuard Environmental Institute:** A non-profit, industry-independent organization that improves public health and quality of life through programs that improve indoor air quality. GEI currently has three, third-party programs for certifying indoor air quality.  
[www.greenguard.org/](http://www.greenguard.org/)

**U.S. Green Building Council:** A non-profit community of leaders working to make green buildings available to everyone. Their Leadership of Energy & Environmental Design (LEED) credentialing tool has become the standard for third-party verification. [www.usgbc.org](http://www.usgbc.org)

**USGBC LEED for Neighborhood Development:** Created by the US Green Building Council, The Congress for New Urbanism and the Natural Resources Defense Fund, LEED ND will be released in Summer '09. The rating system, divided into three parts that roughly follow the organizations' areas of expertise, include:

- **Smart Location and Linkage:** Focused on the impact of development on natural habitat, this part of the system reflects NRDC's priorities. Six prerequisites protect wetlands, endangered species, farmland, and other sensitive sites, and credits reward brownfield development and density.
- **Neighborhood Pattern and Design:** Influenced primarily by CNU and new-urbanist development concepts, this section rewards walkable, mixed-used development. Credits cover street patterns, income diversity, access to public spaces and transit, schools, and local food.
- **Green Infrastructure and Buildings:** Dealing with buildings and building-related technologies, this section brings in USGBC's expertise. It includes three prerequisites covering certification and energy-and-water efficiency, and includes credits for stormwater management, building reuse, district heating and cooling, and recycled content in roads and paths."

See [www.usgbc.org/DisplayPage.aspx?CMSPageID=148](http://www.usgbc.org/DisplayPage.aspx?CMSPageID=148)

USGBC LEED ND checklist: [www.usgbc.org/ShowFile.aspx?DocumentID=5322](http://www.usgbc.org/ShowFile.aspx?DocumentID=5322)

**USGBC Missouri Heartland Chapter:** This organization promotes the design, construction and operation of buildings that are environmentally responsible, profitable and healthy places to live and work in Missouri and Columbia. The Emerging Green Builders represents a coalition of students and young professionals intent on promoting the integration of future leaders into the green building movement. [www.usgbc.org/DisplayPage.aspx?CMSPageID=116&](http://www.usgbc.org/DisplayPage.aspx?CMSPageID=116&)

### TRANSPORTATION

**Transit-Oriented Development:** Some Federal Stimulus funding, and the national and state budgets, are focused on transit at every scale – city, state and nation. TODs are a historic pattern and growing trend in creating healthy, livable communities. TODs are compact, walkable communities centered on high-quality rail train systems offering a higher quality of living without complete dependence on a car.

Benefits include:

- Higher quality of life, making the city a better place to live, work and play
- Increased transit ridership/mobility
- Less traffic congestion, car accidents/injuries
- Less transportation costs
- Healthier lifestyle with more walking, and less stress
- Higher, more stable property values
- Increased foot traffic and customers for area businesses
- Greatly reduced dependence on foreign oil
- Greatly reduced pollution and environmental destruction
- Less incentive to sprawl, more incentive for compact development

[www.transitorienteddevelopment.org](http://www.transitorienteddevelopment.org)

Urban design concerns the arrangement, appearance and functionality of towns and cities, and in particular the shaping and uses of urban public space. It has traditionally been regarded as a disciplinary subset of urban planning, landscape architecture, or architecture and in more recent times has been linked to emergent disciplines such as landscape urbanism. However, with its increasing prominence in the activities of these disciplines, it is better conceptualized as a design practice that operates at the intersection of all three, and requires a good understanding of a range of others besides, such as urban economics, political economy and social theory.

Urban design theory deals primarily with the design and management of public space (i.e. the 'public environment', 'public realm' or 'public domain'), and the way public places are experienced and used. Public space includes the totality of spaces used freely on a day-to-day basis by the general public, such as streets, plazas, parks and public infrastructure. Some aspects of privately owned spaces, such as building facades or domestic gardens, also contribute to public space and are therefore also considered by Urban design theory. Important writers on, and advocates for, urban design theory include Christopher Alexander, Michael E. Arth, Edmund Bacon, Peter Calthorpe, Gordon Cullen, Andres Duany, Jane Jacobs, Jan Gehl, Kevin Lynch, Aldo Rossi, Colin Rowe, Robert Venturi, William H. Whyte, Bill Hillier and Elizabeth Plater-Zyberk.

While the two fields are closely related, 'urban design' differs from 'urban planning' in its focus on physical improvement of the public environment, whereas the latter tends, in practice, to focus on the management of private development through planning schemes and other statutory development controls.

### URBAN DESIGN PRINCIPLES

Public spaces are frequently subject to overlapping management responsibilities of multiple public agencies or authorities and the interests of nearby property owners, as well as the requirements of multiple and sometimes competing users. The design, construction and management of public spaces therefore typically demands consultation and negotiation across a variety of spheres. Urban designers rarely have the degree of artistic liberty or control sometimes offered in design professions such as architecture. It also typically requires interdisciplinary input with balanced representation of multiple fields including engineering, ecology, local history, and transport planning.

The scale and degree of detail considered varies depending on context and needs. It ranges from the layout of entire cities, as with l'Enfant's plan for Washington DC, Griffin and Mahony's plan for Canberra and Doxiadis' plan for Islamabad (although such opportunities are obviously rare), through 'managing the sense of a region' as described by Kevin Lynch, to the design of street furniture.

Urban design may encompass the preparation of design guidelines and regulatory frameworks, or even legislation to control development, advertising, etc. and in this sense overlaps with urban planning. It may encompass the design of particular spaces and structures and in this sense overlaps with architecture, landscape architecture, highway engineering and industrial design. It may also deal with 'place management' to guide and assist the use and maintenance of urban areas and public spaces.

Much urban design work is undertaken by urban planners, landscape architects and architects but there are professionals who identify themselves specifically as urban designers. Many architecture, landscape and planning programs incorporate urban design theory and design subjects into their curricula and there are an increasing number of university programs offering degrees in urban design, usually at post-graduate level.

## CONSIDERATIONS

**Urban structure:** How a place is put together and how its parts relate to each other

**Urban typology, density and sustainability:** spatial types and morphologies related to intensity of use, consumption of resources and production and maintenance of viable communities

**Accessibility:** Providing for ease, safety and choice when moving to and through places

**Legibility and wayfinding:** Helping people to find their way around and understand how a place works

**Animation:** Designing places to stimulate public activity

**Function and fit:** Shaping places to support their varied intended uses

**Complementary mixed uses:** Locating activities to allow constructive interaction between them

**Character and meaning:** Recognizing and valuing the differences between one place and another

**Order and incident:** Balancing consistency and variety in the urban environment in the interests of appreciating both

**Continuity and change:** Locating people in time and place, including respect for heritage and support for contemporary culture

**Civil society:** Making places where people are free to encounter each other as civic equals, an important component in building social capital