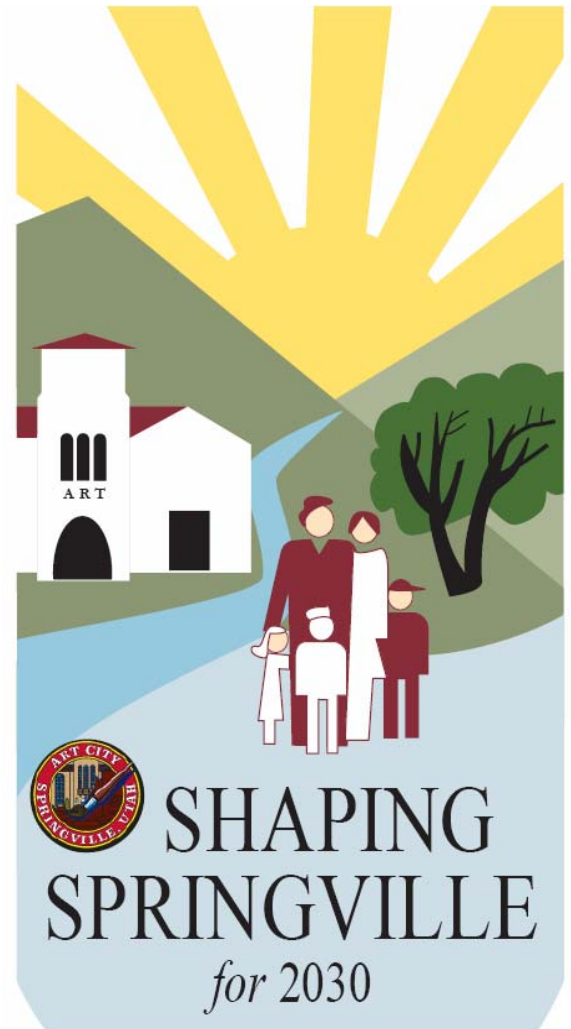


2 LAND USE AND POPULATION

Table of Contents

- 2.1 Introduction
- 2.2 Influence of the Natural and Built Environment
- 2.3 Land Use Balance
- 2.4 Existing Lands Use in Springville
- 2.5 Existing Residential Land Use
 - 2.5.1 Single Family
 - 2.5.2 Mobile Home
 - 2.5.3 Twin Home and Duplex
 - 2.5.4 Multi-Family
- 2.6 Existing Non-Residential Land Use
 - 2.6.1 Commercial
 - 2.6.2 Industrial/Manufacturing
 - 2.6.3 Transportation
 - 2.6.4 Public
 - 2.6.5 Vacant
 - 2.6.6 Parks and Open Space
- 2.7 Future Land Use
 - 2.7.1 Residential
 - 2.7.2 Commercial
 - 2.7.3 Industrial
 - 2.7.4 Mixed Use
- 2.8 Historical Population Trends
- 2.9 Population Characteristics
- 2.10 Population Projections
 - 2.10.1 Population Projections for Springville
 - 2.10.2 Projected Residential Build-out



2.11 Goals, Objectives and Strategies

2.12 Maps

- Map 2-1-Existing Land Use
- Map 2-2 -Proposed Land Use
- Map 2-3 –Land Use Options for Western Springville (three options)





GOAL: *To create a safe, functional, and attractive community that preserves the best of our past and shapes our future development in a way that benefits all people of our community.*

2.1 Introduction

The Land Use Element is the principal focus of the General Plan as it provides direction for decisions regarding the development of Springville City.

Land Use within the City is affected by a variety of physical, social, technological, economic and political the existing natural and built influences. The intent of all land use decisions should be to create a community that benefits all of the stakeholders in Springville.

2.2 Influence of the Natural and Built Environment

In discussing land uses in Springville, it is necessary to briefly discuss the topography of the City and the influence of railroad rights-of-way and waterways. These factors greatly influence much of the City's land-use pattern by restricting where development can take place.

Springville is bordered by mountains on the east and Utah Lake to the west. Hobble Creek descends from the mouth of Hobble Creek Canyon and cuts across Springville on its way to Utah Lake.

Steep hillsides act to limit development on the east side of the City, adjacent the mountains. Densities tend to be less in these areas than in flatter terrains. Due to the high water table in west

Springville, some of that area qualifies as wetlands which merits special government protection that may limit development.

Two sets of railroad tracks transect Springville through the western part of the City. The tracks effectively divide the City due to the limited number of safe and convenient railroad crossings although some below grade and above grade crossings exist.

2.3 Land Use Balance

Communities strive to have an appropriate balance of all uses within their boundaries. This balance has been found to create communities where people can live, work, shop, and play. When determining a land use plan for the community, it is important that the balance of uses be considered, along with the need to protect the characteristics of the various land uses. Several years ago, the master-planned community of Irvine, California had a market analysis which indicated that the City was losing retail dollars to neighboring communities because it lacked commercially-zoned property within the community. Irvine's experience is highly unusual as most cities suffer from the opposite approach known as "zoning for dollars" in anticipation of attracting sales tax revenues. Utah's current sales tax revenues are based 50% on point of sale and 50% on population.

An adequate population is needed to support commercial retailers. To create balance between land uses, approximately seven to ten percent of the total developed land should generally be used commercially. Typically, communities with major regional uses have been around the ten percent range.





Figure 2-2 Gateway Improvements on Highway SR-51

Another measure used for determining commercial area is ten acres per 1,000 residents. While there may be variations in this amount, it is important to remember that population increase is the best means of justifying additional retail space. Again, the need for balanced land uses in a community is important for the long-term well being of the community.

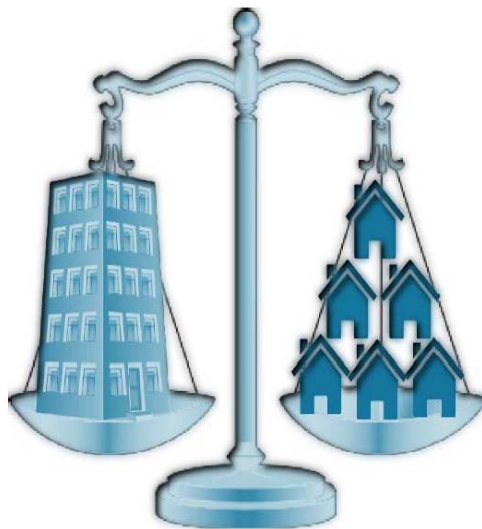


Figure 2-1 Creating balance between residential and commercial use is important to the long-term well being of the community.

Several studies have been completed over a period of years that indicate the percent of land uses in various cities (See **Land Use Appendix-Table 1**). These studies provide a cross-section of cities throughout the United States over the past 75 years. Some have focused on central cities, while others have considered a broader range of types of cities. The studies are indicative of changes in how buildings and land typically function.

Historically, commercial buildings included one or more stories, with commercial on the lower floor or floors and offices or apartments on the upper floors. Parking was on the public street or alley. Now, uses are typically separated, resulting in more land being used for commercial uses (which typically includes retail and office space). Additionally, on-site parking has greatly added to the amount of property included in the commercial category. This can be seen as the percentage of land used commercially within cities has moved from a range of three to five percent to a range of seven to ten percent over the last 75 years.

Larger lot residential zoning has also resulted in more land being used for single





family residential than was historically the case. As efforts have been made to decrease densities over the past 50 years, the percentage of land used for single family residential development has increased between five and ten percent.

House orientation has also resulted in greater amounts of street frontage per dwelling as house width has increased over house depth. This was largely tied to the popularity of the single-story rambler, where the bungalow and period cottages of the first half of the 20th century included greater depth.

2.4 Existing Lands Use in Springville

In July 2008, Springville was 14.39 square miles or 9,210 acres in area with an additional 3.8 square miles included in the City's Annexation Declaration Policy. Of

the 3.8 square miles in the annexation declaration policy, approximately 900 acres or about 1.5 square miles are in conflict with Spanish Fork's Annexation Declaration Policy in the area near the airport.

If all land included in the annexation declaration policy were annexed, the City would total an area equal to present-day Orem City (18.4 square miles). However natural constraints associated with setting, along with the desired identity that the community wishes to ultimately achieve often create differing results. For example, Orem's residential areas have over 17 persons per acre, while Springville's have just over 12.5.

The layout of Plat A established an early street pattern for the City, as shown in **Figure 2-3**. Following the establishment of the square block pattern, with lengths of 412', this layout was largely ignored.

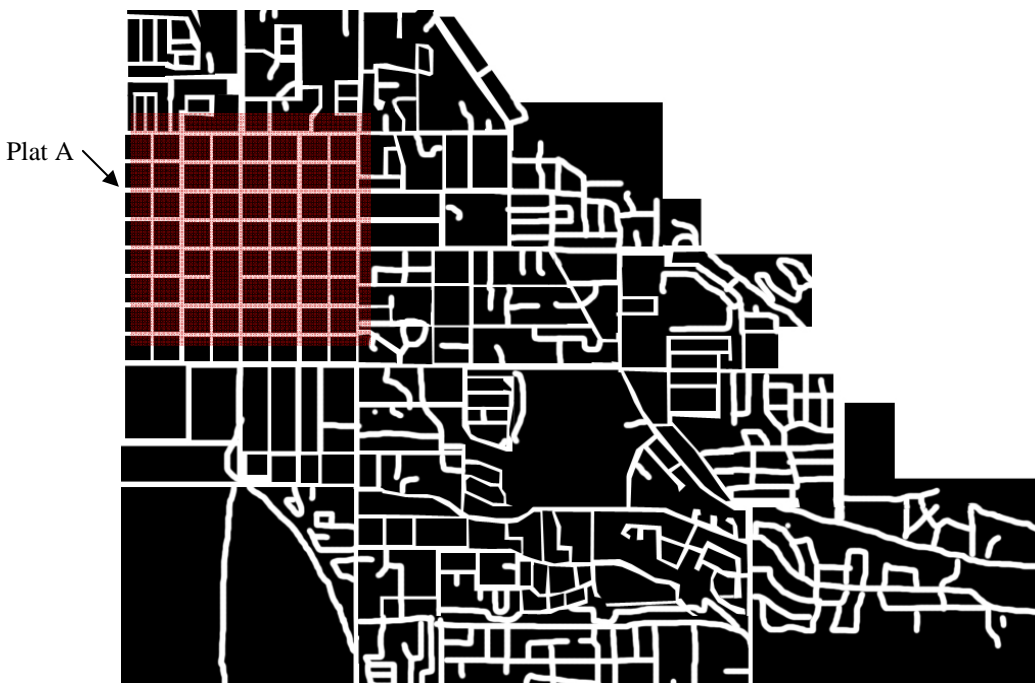


Figure 2-3 An illustrative figure showing the difference between the block standards of Plat A compared to later development throughout Springville



LAND USE AND POPULATION

Land Use	Number of Units	Acreage	Units/Acre	Percentage of All Land	Percentage of Developed Land
Single Family Residential	5862	1986.71	2.95	21.57%	39.94%
Two Families Residential	1124	140.45	8.00	1.52%	2.82%
Multi-Family Residential	1331	112.88	11.79	1.23%	2.27%
Mobile Home Parks	377	53.56	6.98	.58%	1.08%
Total Residential Units	8691	2293.60	3.79	24.90%	46.10%
Commercial		429.04		4.66%	8.62%
Industrial		467.41		5.07%	9.40%
Park		89.95		.98%	1.81%
Private Park		13.69		.15%	.28%
Public		392.24		4.26%	7.90%
Transportation		1288.86		14.00%	25.91%
Total Developed Land		4974.78		54.01%	N/A
Vacant		4235.99		45.99%	N/A
Total Land Area		9210.77		100%	

Figure 2-4 Springville Land Use Survey 2008 - Springville City Planning

Housing developed outside of Plat A was located along major streets connecting to adjacent communities or Hobbie Creek Canyon, along with some undersized streets developed without the benefit of proper subdivision.

Commercial development began centered in the heart of the City as the clustering of businesses provided better access for people walking, riding horses or in buggies. With the advent of the car, these uses were elongated along major streets, specifically Main Street and more recently 400 South and interstate frontage roads.

In the 1940s, Springville's first major subdivision was established, known as Brookside. The greatest amount of residential growth was during the decades of the 1970s, 1990s and 2000s during which over half of all residences were constructed in the City.

In 2008, Springville conducted a Land Use Survey (see **Figure 2-4**) to determine the population and percentage of land uses in terms of "developed land" and "total land area." Information on the developed land provides an awareness of how all developed land is being used, while the information including total land area





Figure 2-5 View overlooking a Springville neighborhood

provides awareness of the potential for growth (also see **Land Use Appendix Table 2** for 2002 and 2008 land use comparisons).

Based on this survey just under half of the land in Springville City (46%) can be classified as undeveloped. This includes vacant land, as well as land used for agricultural purposes. The reason for the inclusion of agricultural land in the category of undeveloped land is that the survey is an urban land use survey, and the assumption is that the vast majority of this land will ultimately be developed with urban uses. **Map 2-1** illustrates current land use within the City.

2.5 Existing Residential Land Use

Almost half of all developed land in Springville City is used residentially. In the 2008 Land Use Survey the overall density for areas used residentially was 3.79 units per acre, or an average lot size of 11,493 square feet per unit. Higher densities are located in Plat A and older areas of the City. As the City has grown, single-family lots have tended to become larger and larger, reflecting a national trend in land use.

The area of greatest growth over the past several years has been in the Westfields Community. This area, annexed into the City in 2003, provides opportunities for between 3,166 and 5,830 additional dwellings to be added to the City, based on current zoning standards. The density range would be between 2.48 and 4.01 dwelling units per acre. The lower number represents development at the base density, while the higher number reflects the maximum number of units if all developments participate in the maximum allowable densities provided through the density bonus program. The density bonus program gives developers the opportunity to build neighborhoods with higher densities in exchange for dedicated open space and better building materials.

As Springville grows, the area west of I-15 will have the highest potential for locating additional residential land uses. A plan for this area will be needed to guide the new development.

2.5.1 Single Family

In the 2008 Land Use Survey, there were 5,862 single family detached houses in the City located on 1,987 acres of land. Single family detached housing represents over two-thirds of all housing units in the City. The average density for single-family detached houses is 2.95 housing units per acre, which equates to lots averaging 14,766 square feet per lot.

Over the past several years, single family lot subdivision has primarily been limited to the Westfields Community. Lots in the Westfields currently range from 7,000 to 15,000 square feet. In the late 1990s-early 2000s, the majority of lots being developed were in the southeastern part of the City and were typically 10,000



square feet in area or larger. The annexation of the Westfields has provided some slightly smaller lots, and less expensive lot options for constructing single-family houses.

Springville City contains just over 4,100 acres of land zoned for single-family residential use. (See **Land Use Appendix-Table 3**). Approximately half of that land is in the R-1-10 designation, which is single family lots of 10,000 square feet. It is also important to remember that approximately 25% of that land is or will be used for transportation right-of-way.

2.5.2 Mobile Home

The 2008 survey identified 374 mobile homes on approximately 54 acres in Springville with an average density of 6.98 units per acre. **See Figure 2-4**) All areas currently zoned for mobile homes are developed.

2.5.3 Twin-Home and Duplex

Springville City had 1,124 units of twin homes and duplexes (R-2) on just over 140 acres of land according to the 2008 Land Use Survey. The average density for these types of units is 8.00 units per acre. An additional nine acres have been developed with this type of dwelling over the past two years.

There are 510 acres zoned R-2, which allows single family, twin homes, and duplex units. Prior to the 2003 zoning amendment, there was more than twice that acreage zoned R2. Most of the area rezoned was already developed with predominantly single family detached dwellings.

The primary vacant parcels available for twin homes and duplexes include about 35



Figure 2-6 Oak Brook Mobile Home Park



Figure 2-7 Twin-Home/Duplex



Figure 2-8 Duck Creek Multi-Family Housing

acres west of 400 West, and approximately 20-30 acres of infill east of 400 West .

2.5.4 Multi Family

A total of 1,331 multi-family dwellings on just over 112 acres were identified in the 2008 survey. While just under 75 acres are zoned for such uses, many of these units are non-conforming or part of a density bonus program in a lower-density zoning





Figure 2-9 Main Street in Springville is the location of many specialty shops in Springville.



Figure 2-10 The 400 South Interchange is a key commercial area in Springville



Figure 2-11 This commercial building on Main Street in Springville has multiple business

designation. The average density for these types of dwellings is 11.79 units per acre compared with 17.76 units per acre in 2002.

The highest densities are for older apartment buildings located in Plat A. These developments typically have inadequate on-site parking as they were developed with no or very minimal parking standards.

Over the past six years the number of multi-family dwellings has nearly doubled, but the amount of land used for these units has nearly tripled, resulting in lower densities for multi-family residential.

2.6 Existing Non-Residential Land Use

Based on the 2008 Survey, just over 53% of developed land in Springville was used for non-residential purposes. The biggest category for non-residential uses is transportation, which is just over 25% of developed land. Streets and railroad tracks make up the majority of transportation land uses. Parks and public land, which includes parks, schools, and churches make up just over 480 acres or 10% of developed land.

2.6.1 Commercial

Commercial land use is just over 8.6% of developed land and 4.6% of total land in Springville, as identified in the 2008 survey, totaling just over 429 acres. (See **Figure 2-4**). This category includes all retail, service, and professional office space within the City. The majority of parcels devoted to these types of uses are located along Main Street, 400 South, and the I-15 corridor



In 2008, the City had 2,157 acres of property zoned for commercial use. Up to 15% of this land is located in areas adjacent to Utah Lake which may limit opportunities for development due to environmental concerns. Even excluding areas with environmental restraints, there are still approximately 1,800 acres of land zoned commercially. (See **Land Use Table 4**). According to a study conducted by Lewis, Young, Robertson, and Burningham (LRYB), Springville at build-out population will be able to support between 700 to 900 acres of office and retail uses (See **Land Use Appendix Table 4**).

2.6.2 [Industrial/Manufacturing](#)

The 2008 survey identified about 467 acres for industrial and manufacturing uses. This number represents 9.4% of developed land and 5.07% of total land in the City. The largest concentration of industrial users are located in the Springville Industrial Park area.

There are currently about 1,350 acres zoned for industrial/manufacturing uses. Close to 837 acres are zoned for light industrial manufacturing, while 70 acres are identified for heavy industrial manufacturing, most of which is currently occupied. Nearly 450 acres are zoned for Business Park, much of which is in the Springville Industrial Park ,

The majority of land in these zoning categories is located west of 400 West and north of Hobble Creek, with smaller parcels located between 1500 West and I-15 between 300 South and 1000 North, and along the south side of 1600 South.



Figure 2-12 Oldham Associates located at Springville Industrial Park.



Figure 2-13 Flowserve is located at Springville Industrial Park.



Figure 2-14 DST is located in the Spring Creek Industrial Park.

2.6.3 [Transportation](#)

The 2008 land use survey identified 1,288 acres of land in Springville being used for transportation. This classification includes local roads, the I-15 freeway, and railroad rights-of-way. Transportation uses occupy 25.91% of developed land and 14.00% of total land.



Figure 2-15 Evergreen Cemetery is an example of a public land use



Figure 2-16 Agricultural land is counted as vacant land



Figure 2-17 Arthur Wing Neighborhood Park in the Westfields Community



Figure 2-18 Private Park at Camelot Development on 1750 West

2.6.4 Public

Springville had a total of 392.24 acres of land labeled as Public in the 2008 survey. This takes up 7.9% of developed land and 4.26% of total land. Land labeled as Public includes City and other government facilities, schools and churches which are generally open to the public.

2.6.5 Vacant

Springville had a total of 4,236 acres of vacant land according to the 2008 land use survey. The vacant category includes agricultural land and parcels where the use is unknown. Agricultural land is counted as vacant because the purpose of the survey was to find out how many acres of developable land are available within the City boundaries. Vacant land takes up 45.99% of total land in Springville.

2.6.6 Parks and Open Space

Springville had a total of 90 acres of land used as parks in the 2008 land use survey. This takes up 1.81% of developed land and 0.98% of total land. This does not include the parks located in Hobble Creek Canyon which are outside of the city limits. These comprise more than 400 acres of land.

A total of 13.69 acres were identified as private parks, which is 0.28 % of developed land and 0.15% of total land. Private parks are landscaped common areas that are owned by homeowner's associations.

Conservation easements, impact fees, tax credits, land trusts, and density bonus credits are tools for acquiring more parks and open space.

2.7 Future Land Use

Many of the land use patterns in Springville City have been largely



established. For this reason, the Future Land Use Map (see **Map 2-2**) is similar to the currently adopted map. The area of the City where defining land uses is still not fully determined is in the western section of the City, especially that area west of I-15.

In spring of 2009 a series of workshops were held to gather public opinion regarding future land use, along with a workshop specifically for land use owners west of I-15. After gathering the data from all of the public meetings, three options for a future land use map were created. These maps were again shown to the public to get their opinion. The three options will be further refined as a part of the Lakeside Community Plan (see **Map 2-3 Options 1-3**).

2.7.1 Residential

The newer residential areas of the City will include a wider variety of housing types, ranging from suburban residences to more intense, multi-family housing. This range of housing types is essential to providing a range of housing for life stages and various economic situations. Densities will range anywhere from less than one unit per acre up to 18 units per acre. In some limited mixed use areas with transit, the density is anticipated to go even higher.

In established residential areas, densities are anticipated to stay about the same, although the inclusion of accessory apartments may affect those densities. Any new infill should be at densities similar to those found adjacent the site.

Ideally parks, schools (especially elementary schools) and churches should be located near the center of residential areas and serve as a focal point for the

neighborhood (see **Figure 2-19**). This type of co-location creates a great activity center for the neighborhood and allows the park to be utilized for outdoor school activities, creating less land needed for schools. These uses should be located on a collector or major collector street because they are a more intense use than the local residential street is intended to handle.

2.7.2 Commercial

The City currently includes several commercial districts and corridors and has developed plans to include several more. A district is a multi-street area where the primary use is commercial, while a corridor is a major collector or arterial street that is primarily commercial in nature.



Figure 2-19 Located in the middle of the neighborhood, Memorial Park is surrounded by a church and elementary and junior high schools



Figure 2-20 Retail Space on 400 South in the Museum Corridor.

Those areas identified as existing commercial districts include the Historic Town Center and the South Interchange on 400 South. The Historic Town Center District includes a mix of retail and service uses, the majority of which are locally owned and contribute to the small-town feel of the community because of their size, scale and the historic nature of the area.

This district is very walkable and anchored on the north end by the Springville City Civic Center. Parking is primarily on-street. While the primary users are local, this area has great potential to become more of a destination shopping and dining experience because of the character of the area and proximity to the Springville Museum of Art. Consideration of higher density housing should be considered within the town center as infill. Ideally, the housing needs to be located above commercial space on the main floor.

The South Interchange District currently includes several strip centers and pad sites along with one large-scale retailer, Walmart. This area is anticipated to expand to include more of the same types of uses which currently exist. Most of the uses currently in and proposed for this area are chain stores and franchises with a national prominence. While the area is

primarily auto-oriented in its design, it is important that pedestrians not be forgotten as a part of how this area needs to develop.

The commercial corridors currently include North and South Main, the Museum Corridor, and the Westfields 400 South Corridor. The two Main Street Corridors are very auto-oriented and include some of the older, auto-oriented development that occurred from the 1950s through the 1980s such as car sales lots, motels, fast-food restaurants, and auto repair, along with some newer commercial developments. These two sections of Main are similar to the types of uses found on south State Street in Salt Lake County and will probably face similar challenges as those areas in the next few decades, in terms of the need for redevelopment and consideration of mixed use development to better utilize the properties located there.

The museum corridor currently includes a mix of small-scale businesses, professional offices and residences. The character of this area is important to its success and its co-existence with the residential neighborhoods surrounding it. Future uses should be of similar scale and provisions for pedestrian traffic should also be considered to help retain and expand the synergy that currently exists in that area.

The Westfields 400 South Corridor includes unusually deep commercial zoning on either side of the right-of-way, which has been identified as a concern with several property owners in that area. The depth and amount of commercially-zoned property was raised at the time the Westfields Community Plan was developed. Economic consultants hired by the City identified the need for



approximately 15 acres of commercial land in that area. The City chose to zone 60+ acres commercially. There may be a need to reassess this as development occurs and there are requests for residential use of a portion of the properties currently zoned commercially.

The Lakeside Community (that property located west of I-15) is anticipated to include commercial uses along the frontage road on the west side of I-15. A major mixed use node is anticipated for the intersection of 2600 West and 400 South. Further planning for the Lakeside Community will better define land uses for that area.

2.7.3 Industrial

Industrial uses are primarily concentrated in the vicinity of the Springville Industrial Park, along with the area south of 1600 South and along State Road 51 (often referred to as the 'straight line').

Additional area exists in the vicinity of the IPA facility between Center Street and 1000 North at about 1750 West, along with portions of the frontage road west of I-15. The City currently has an abundance of vacant land identified for industrial use and it is anticipated that these areas will continue to provide space for such uses through build-out of the City.

2.7.4 Mixed Use

While several of the commercial districts and corridors include potential for mixed use development, the Village Center has been specifically identified with such uses in mind. The Village Center is located at approximately 1500 West and 400 South and is identified as the location of a future Frontrunner Station. Springville City has worked with UTA and Property Reserve Inc. (PRI), the majority property owner, to



Figure 2-21 Brinkhill at Fireclay in Murray is a vertical mixed-use development with retail, office and residential

reserve this area for a master-planned mixed use development that will include commercial and high density residential development (see **Figure 2-21**).

Other options for mixed use development should be anticipated at the intersection of major streets, ideally in connection with transit nodes. One example of this that has already been identified is located at 400 South and 2600 West. This is anticipated to be the location of two arterial streets according to the Mountainland Association of Governments' Provo to Nebo Corridor Study (2009). Residential densities for these areas are projected at up to 18 units per acre.

2.8 Historical Population Trends

From the first U.S. Census in which Springville was enumerated in 1860 until 2008, Springville has grown from 1,357 residents to approximately 29,000+ (see **Land Use Appendix -Table 1**).

From 1900 to 1920, the population of the City declined by over 12%, with the greatest decline occurring in the latter decade of that time period. The reason for the decline in population is unclear. Population growth in the United States from 1910 to 1920 was 15% and the



migration tended to be from more rural counties to more urban ones.

During the past 18 years, Springville has experienced the greatest population increase in its history with the City's population more than doubling.

2.9 Population Characteristics

According to the American Community Survey (ACS 2006-2008) Springville had a total population of 28,722. The characteristics of the population is significant, because it gives us a projection of the amount of service that the City needs to provide.

Age – The ACS identified 40% of Springville's population as under 18. Addressing issues specific to a young population is important, in terms of schools, city programs, facilities, and other identified needs. (See **Land Use Appendix - Figure 1**).

Education - The percent of citizens in Springville with a high school diploma and bachelor's degree is similar to the state as a whole. Educational attainment has overall implications for household income and economic development. It is important that Springville City work with local educational institutions to ensure opportunities for training to meet the employment needed for existing and new businesses. (See **Land Use Appendix-Figure 2**).

Household Size - Springville's average household and family sizes are greater than that of the state and nation. According to the ACS Springville's household size has increased from 3.31 in 1990 to 3.49 in 2008. This is opposite the national trend of a declining household



Figure 2-22 Springville High School

size. These trends in household size are important for contractors and developers in determining the housing market and how to best meet these needs. (See **Land Use Appendix-Figure 3**).

Income - The median income in Springville is \$54,155. This is similar to the state and national averages of \$56,820 and \$52,029, respectively. The median income is used to help determine the need for Springville City moderate and low income housing. (See **Land Use Appendix-Figure 4**).

2.10 Population Projections

Population projections are used by both the private and public sectors in a number of ways. The private sector uses projections to help determine the needs and location for new industrial and commercial facilities and for anticipating new markets. As the majority of housing is provided by the private sector, projections are helpful in determining housing needs. In the public sector, agencies use projections to determine service needs for water, sewer, power, and other infrastructure, along with public safety, park space and other City services. They



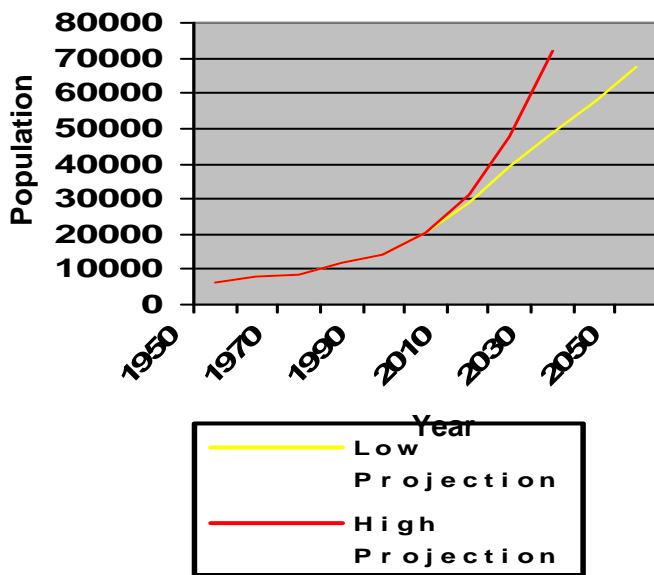


Figure 2-23 Population Projection for Springville City

are also important for school districts in determining school boundaries and the need for new facilities. Anticipating these needs helps City and other public decision makers work toward insuring an acceptable quality of life (see **Figure 2-23**).

It is important to remember that projections are susceptible to change based on certain unforeseeable events such as changes in the economy or natural or human-caused catastrophes.

2.10.1 Population Projections for Springville

Two methods of population projection used for Springville were:

1. A simple extrapolation of the average annual growth rate between 1950 and 2000, which produces an acceptable low.
2. An exponential extrapolation based on the regression of the logarithm of population against time as an acceptable high.

In a study of population projections the

AIP Journal of 1977 found the exponential extrapolation has proven to be the most accurate method for rapidly growing townships (greater than 25% increase in the decade) (Isserman, 1977). The problem with either of these methods is that they do not take into account the City’s developable land within the City boundaries and annexable areas. The following section discusses build-out for the City.

2.10.2 Projected Residential Build-out

The following build-out projections have been calculated, assuming that housing mixes and population trends remain the same within Springville and its proposed annexation area, although it is expected that trends will not remain constant. As more land is developed, fewer prime building lots will be left and the population trend will likely flatten.

Based on the 2008 land use survey, the City included a total of 7,922 acres of land (12.37 square miles), excluding streets. Of that total, 4,236 acres were identified as vacant. In the land-use survey, property that is currently used for pasture or agriculture, or simply appears vacant, is classified as ‘vacant’ for purposes of this survey. While agricultural land is being utilized, it typically ends up being sold for other types of uses in urbanized areas.

The build-out scenario shown in **Figure 2-24** is based on the following assumptions:

1. The remaining ‘vacant’ land is developed at the same densities as residentially-developed land within Springville City (single family 53.9%, two-family 3.81% and multi-family 3.06%).
2. The number of lots or unit per acre remains constant (single-family 2.95, two-





SPRINGVILLE CITY GENERAL PLAN

family 8.00, multi-family 11.79).

3. The number of people per housing unit type (persons per dwelling unit or PPDU) remains the same as was identified in the 2000 U. S. Census for Springville (single-family 3.65, two-family 2.73, multi-family 2.59).

It is important to realize that all of these assumptions are subject to change. As housing costs increase, the percentage of single-family housing may decrease to allow for more affordable housing. Slight changes to zoning ordinances could increase maximum dwelling unit numbers. This is especially true for multi-family residential zones.

Another trend has been that persons per dwelling unit has been going down historically, but those trends were reversed in some Utah communities with the last census. The increase of persons per dwelling unit may increase as housing costs go up.

For purposes of the projection, the number of manufactured homes located in parks is not anticipated to increase. Future manufactured housing is assumed to be included as part of single family development.

Additionally, no vacancies are included in these numbers. An assumed rate of two to three percent is an accepted norm in a healthy economy.

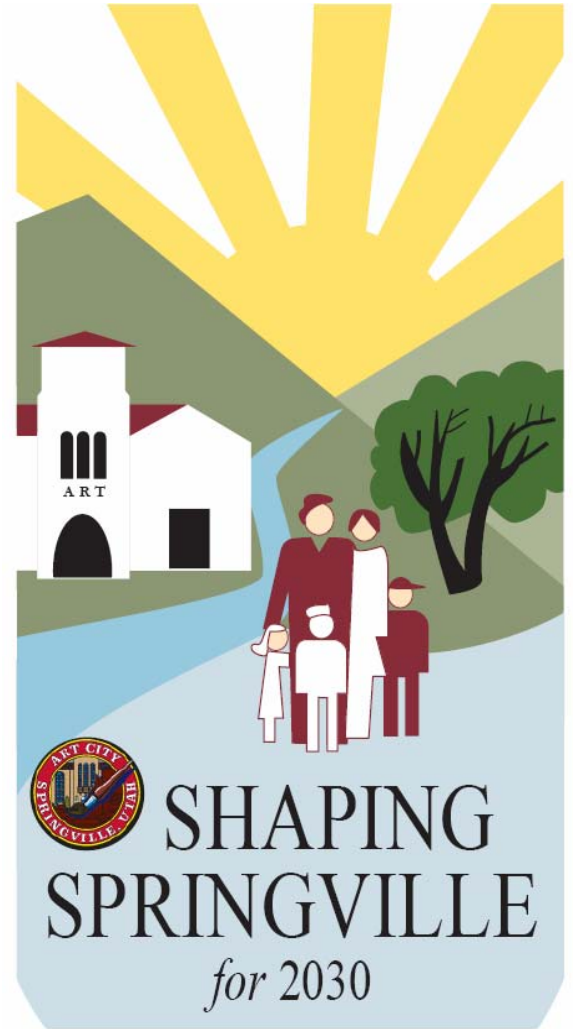
Dwelling Type/ PPDU	Current Popul.	75% Build-out Popul.	<u>100% Build-out Popul.</u>
Single Family 3.65	21,396	34,481	45,975
Two-Family 2.73	3,069	4,944	6,593
Multi-Family 2.59	3,447	5,556	7,407
Manufacture Home 2.30	860	860	860
Total Population	28,772	45,841	60,835

Figure 2-24 - Population at Build-out at 75% and 100% Source—Springville City Planning Division



2.10 Goals, Objectives, and Strategies

The goals, objectives, and strategies section is comprised of specific goals and actions for Springville during the next 20 years. The following pages present the goals, objectives, and strategies for this element.





GOAL To create a safe, functional, and attractive community that preserves the best of our past and shapes our future development in a way that benefits all people of our community.

OBJECTIVE 1

Create a vibrant, attractive, walkable, and distinct town center district supported by a variety of commercial, employment, high-density residential, and civic uses.

SYNOPSIS

Springville City's downtown is currently and will continue to be the primary civic, office, commercial, and cultural center. The unique experience that the downtown district offers should be preserved and enhanced.

Specialty shops, art, fine and casual dining, and pedestrian-oriented gathering spaces presently add to the overall character of downtown. To ensure a vibrant downtown, an increase in the amount of these uses is needed. Businesses and activities that compliment the 'Art City'

image and museum are especially desired around the downtown district and museum corridor area.

Allowing mixed-uses in the downtown area will also help economically. Mixed-use development typically consist of store fronts with residential accommodations on upper floors.

Currently a small portion of Main Street, a state road, has a planted median and pedestrian friendly crosswalks with a different paving pattern. In order to create a downtown that is pedestrian-oriented, a downtown corridor plan that will determine the extent of improvements, and complete the improvements started, is needed.



Figure 2-25 The Historic Town Center of Springville



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STRATEGIES

1A Work to ensure the town center retains its historic and geographic identity as the heart of our community.

Implementation: City Council, Mayor, City Staff, Planning Commission and Landmarks Commission.

1B Partner with the Chamber of Commerce to identify and help resolve downtown business owner concerns.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

1C Create and adopt a specific Historic Town Center Plan to address specific issues including right-of-way improvements, historical character and market niche.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

1D Adopt ordinances and standards that will help strengthen the historic character of the town center and continue revitalization of the area.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

1E Provide options for appropriately-located multi-family housing in the Town Center.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

1F Continue efforts to improve walkability in the Town Center to help ensure a safe, attractive pedestrian environment that meets the needs of all people.

Implementation: City Council, Mayor, City Staff, and Planning Commission.



Figure 2-26 The Reynolds building in Springville is an iconic Town Center building.





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OBJECTIVE 2

Provide and maintain cohesive residential neighborhoods with a wide variety of housing types and densities which include the services and amenities that contribute to desirable, stable neighborhoods.

SYNOPSIS

A variety of housing types throughout Springville is desired. The residential nature of Springville is predominantly detached single family residences. A greater variety can be created by allowing different densities, and ensuring there is still land available for all types of housing.

Existing neighborhoods should be maintained and stabilized. Non-residential development should be reviewed to determine impacts on existing and future neighborhoods. Land uses should not be in conflict with or separate neighborhoods.

Each neighborhood should ideally be anchored by a school, church, and park. Historically, neighborhoods included groupings of such facilities and derived a sense of identity from them. These facilities are important gathering places and a vital component of creating a unified neighborhood.

New development in the Westfields area should follow the Westfields design standards. The bonus density option will help create a variety of housing and more livable neighborhoods.

STRATEGIES

- 2A Develop and adopt ordinances that strengthen, protect and better address the unique circumstances of existing residential development.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 2B Work with the school district and churches to co-locate neighborhood facilities in order to create a neighborhood focal point at a centralized location.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 2C Utilize rear property lines or natural edges such as creeks, hillsides, and open space corridors to transition between land uses rather than local streets.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 2D Consider ordinance language that provides opportunities for a mix of lot widths to encourage a range of housing styles, especially in smaller-lot areas.

Implementation: City Council, Mayor, City Staff, and Planning Commission.



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- 2E Ensure development of cohesive neighborhoods with a population of 3,500 or more.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 2F Locate churches, schools and parks on collector or major collector streets to help lessen traffic impacts within neighborhoods.

Implementation: City Council, Mayor, City Staff, and Planning Commission.



Figure 2-27 A residential neighborhood in Springville.



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OBJECTIVE 3

Include a variety of appropriately-located multi-family housing units to help ensure a variety of housing types within the City.

SYNOPSIS

Springville City currently has a total of 1,331 multi-family dwelling units. The average density for these is 11.79 units per acre. High density housing is best placed near collector and arterial streets with higher densities near higher use roads or public mass transit. Currently, the highest densities achievable are in the Westfields Village Center Zone which could result in densities of up to 27 units per acre. This Zone is also located near and can be developed in connection with the proposed FrontRunner Intermodal Transit hub.

Multi-family housing is most appropriate as part of greenfield development in the Westfields Community and Lake Side Community (West of I-15), along with redevelopment along the north and south Main Street Corridors. Some mixed-use should also be considered in the historic town center. This type of development should also be located within close proximity to commercial uses.

STRATEGIES

3A Locate higher density housing in connection with mixed use areas such as the town and village centers and in mixed-use nodes.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

3B Locate multi-family housing near transit corridors.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

3C Locate bonus-density multi-family housing on no smaller than collector street.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

3D Include medium density greenfield developments as part of a density bonus program with base densities similar to those currently found in the Westfields.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

3E Consider inclusion of a residential component in commercial property redevelopment for areas adjacent existing neighborhoods.



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Figure 2-28 Illustration of a high density housing complex



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OBJECTIVE 4

Provide conveniently-located commercial and professional office uses to serve the residents of Springville and surrounding areas.

SYNOPSIS

Most of the current commercial uses are located along Main Street, 400 South, and the I-15 corridor. These uses meet several important needs in our community by providing a place to purchase the goods and services that citizens require and providing tax base for the City. It is important that commercial uses have places to locate and grow within the City.

While there are similarities for established commercial districts and corridors and newer Greenfield development, there are many differences as well. Site standards for landscaping are often difficult if not impossible to meet, while those standards can be incorporated into the development of vacant sites. Additionally, the need for commercial expansion is also more challenging within more established areas in the community, where opportunities for expansion need to be balanced with creating stable residential areas. The opportunity for redevelopment becomes an important option for some commercial properties that do not function well and are obsolete in many ways. But redevelopment needs to be done in a careful manner so as to not create panic among property owners. This requires communication and time to ensure people

are aware of why redevelopment is being considered and examining what options might make the most sense for property owners and the City.

Springville's identity as the 'Art City' implies a strong aesthetic sense for the majority of people who have participated in surveys as a part of the General Plan. This means that new commercial development needs to be visually appealing, in addition to being functional. Building and site design standards can help achieve a level of aesthetics that contribute to the overall appearance of the community, while recognizing the economic concerns of developers. These standards need to be relatively simple in their format and application.



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STRATEGIES

- 4A Establish design and material standards for new commercial development.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 4B Encourage development of commercial centers rather than strip development .

Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 4C Encourage infill of vacant lots in commercial districts through development of ordinances and programs.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 4D Amend ordinances to allow for mixed-use commercial areas at appropriate locations.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 4E Develop improvement standards for existing development that address the unique issues associated with those developments rather than applying “Greenfield” standards.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 4F Ensure lot area and site improvements are met for houses that are transitioning from residential to non-residential uses, such as offices or retail.

Implementation: City Council, Mayor, Planning Commission, Planning and Engineering Staff.

- 4G Consider decreasing commercially zoned property and increasing residentially zoned property to help ensure a better city wide land-use balance.

Implementation: City Council, Mayor, City Staff, Planning Commission.

- 4H Establish the inclusion of cross access easements and shared street access points for abutting commercial properties.

Implementation: City Council, Mayor, City Staff, Planning Commission.





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OBJECTIVE 5

Provide adequate and appropriately-located land for manufacturing and industrial uses that contribute to the economic well being and livability of Springville City.

SYNOPSIS

Land for industrial uses are desired in Springville in order to create goods, services, and jobs. The land in this category needs to be located adjacent to major arterial and collector roads with direct interstate access in order to minimize the impact of industrial activity on residential areas. Access to rail is also an important consideration for some uses.

Industries which are hazardous or offensive because of the emission of odors, vibration, dust, glare, noise, or fumes need to include mitigating measures to help ensure adjacent uses are not negatively affected. Industrial uses with outdoor operations should not be located adjacent residential areas.

New industrial uses should not be a burden to Springville's resources and public facilities. A description of types and amounts of municipal services needed should be provided by new industrial development in order for the City to evaluate the availability of City resources.

STRATEGIES

5A Locate industrial uses near major arterials with easy access to the interstate and rail.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

5B Encourage industrial uses that provide liveable-wage jobs.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

5C Review all new development to determine the impact the industrial use will have on City resources and facilities.

Implementation: City Council, Mayor, City Staff, and Planning Commission.

5D Review and adopt ordinances that will encourage quality industrial uses.

Implementation: City Council, Mayor, City Staff, and Planning Commission.



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OBJECTIVE 6

Preserve sufficient open space in order to provide a variety of parks, trails, and natural areas to maintain a high quality of life for Springville residents.

SYNOPSIS

Open space, both developed and natural, is an important part of a healthy, attractive community. The inclusion of open space provides opportunities to recreate and generally increases property values. These spaces also provide an opportunity for a wide variety of recreational activities to take place, ensuring that the needs of a broad cross-section of our citizens are met.

When locating new open space, it is important that space needs take into consideration the needs of the immediate vicinity along with the community at-large. Other location concerns may include views, how development of the property may affect adjacent properties, and overall ease of access. Areas such as the foothills, waterways, major power line corridors and the shoreline of Utah Lake are all prime locations for open space due to limited development potential for other types of uses and access opportunities to other recreations uses, such as Forest Service land in the mountains and Utah Lake.

STRATEGIES

- 6A Determine optimal locations for open space which best serve the intended uses.
Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 6B Preserve open space corridors to connect all land uses and provide trail system opportunities.
Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 6C Identify and consider other potential tools for preserving open space in addition to those currently utilized by the City.
Implementation: City Council, Mayor, City Staff, and Planning Commission.

- 6D Continue to include density bonus ordinances which allow the development of smaller lots in order to preserve open space corridors and provide park space, while still meeting the requirements of the adopted density range.
Implementation: City Council, Mayor, City Staff, and Planning Commission.



