

5 HOUSING

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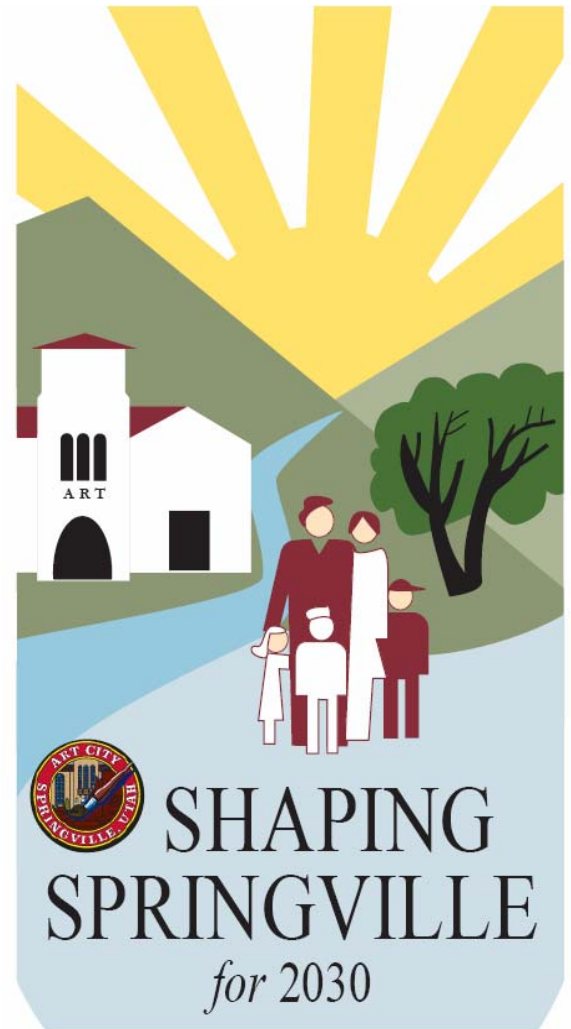
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GOAL: *Encourage Housing that enhances neighborhoods and community, preserves heritage, and provides a balance of housing opportunities with lasting qualities of beauty and style for today and for future generations.*

5.1 Springville Housing Overview

Springville City includes a broad range of housing types, such as single-family detached and attached dwellings, mobile homes, and apartments. Within these categories there is also a range of sizes and costs which provide housing for all income levels. The majority of the housing in Springville is single family detached (see **Housing Appendix Table 1**).

Over sixty-five percent of all homes have been built since 1990, resulting in a relatively new housing stock. According to

the Utah County Assessor’s Office there were 7,948 units in January 2009, however census numbers added to new construction permits showed 8,777 units.

The development of housing policies for Springville City is essential to define desirable social and physical characteristics. Balancing the desires of existing residents with future housing needs will continually be a challenge. One means of analysis is to consider the housing types which exist as a percentage of the total housing units available. Another study compares the housing types which exist in Springville compared to five other cities found throughout Utah (see **Housing Appendix Table 2**). Compared with other cities of similar population Springville has similar percentages of single and multi-family housing. It is noted that Springville City has a larger proportion of mobile homes included in our housing stock when compared to other Utah County cities.

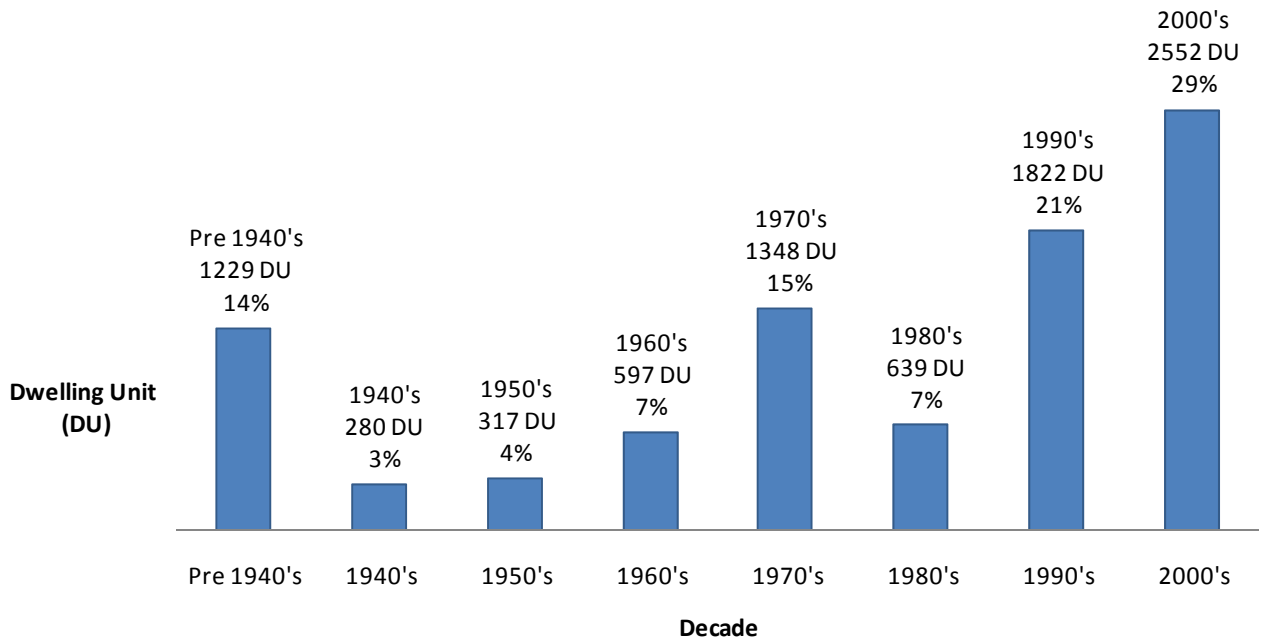


Figure 5-1 A breakdown of the current housing stock by decade built. Source: U. S. Census and Springville City Building Permits



5.2 Historical Background

The following section provides an understanding of the number of residential dwellings by decade (see **Figure 5-1**), along with their location and type. Information for all subdivisions, multi-family housing, and mobile home parks in Springville City is shown in **Housing Appendix Table 5**. The location of subdivisions is shown in **Map 5-1**, while **Map 5-2** shows the location of Multi-Family Dwellings throughout the City.

Pre-1940's

The majority of the homes built prior to 1940 were constructed in the area known as Plat A. This area is bordered on the north by 400 North on the west by 400 West, on the south by 400 South and 400 East on the east side. Other houses were constructed in scattered sites around the City, especially south of Plat A. Of the current housing stock, 1,229 units were built during this time period, many of which are now included in the "Springville Historic District" which is listed on the National Register of Historic Places. Prior to World War II, Springville City consisted of primarily single family housing.

1940's

Most homes built during this time period were built in those areas of the City described in the previous paragraph, along with the Brookside subdivision, which was recorded in 1943. Brookside included 163 building lots. Overall a total of 280 dwelling units were built in Springville during the 1940s. There were three subdivisions recorded during this decade with a total of 219 lots.

The end of WWII resulted in a dramatic need for housing. This need for housing resulted in greater use of



Figure 5-2 A Pre 1940s house



Figure 5-3 A house built in the 1940's in the Brookside subdivision

basements for apartments, which has continued over the past 60 years.

1950's

A total of 317 dwellings were built and 263 subdivision lots were recorded. In addition to some construction in the existing areas of town, subdivisions were established in several areas north, east, and south of Plat A. Multi-family housing was limited to basement apartments and small multi-family units.

1960's

The housing market nearly doubled from the previous decade with 597 of the dwellings in existence today being constructed during this decade. A few subdivisions were recorded east and southeast of Plat A.





SPRINGVILLE CITY GENERAL PLAN

During this time period, Springville City started to see the development of apartment buildings with greater than five units. The largest apartment building was the Biesinger Apartment building located



Figure 5-4 A single-family residence typical of late 1960s

at 95 South 100 East, which included 24 units. Biesinger is the most densely developed apartment building in the City, calculated at 37.5 units per acre. Additional apartments were also constructed, primarily in Plat A.

1970's

The development of single family housing in Springville City during this decade was greatly influenced by the baby-boom generation becoming adults and establishing families of their own. During this decade, 1,348 of the existing houses were constructed and 669 subdivision lots recorded. The subdivisions were primarily located east and south of Plat A, with a few to the north.

Multi-family housing continued to grow with the expansion of the 550 East and Swenson Avenue area. At the end of this decade a new subdivision ordinance was developed that increased restrictions on multi-family development.

1980s

During this decade, growth slowed to an



Figure 5-5 A single family residence typical of 1970-80s

average of 64 houses being built each year (639 dwellings during the decade). Only 128 subdivision lots were created.

1990's

Housing construction boomed during the 1990s as Springville became a popular place to live because of the availability of raw land and location within the Provo/Orem metro area. The City approved 133 subdivisions with a total of 1,914 building lots. The construction boom resulted in 1,822 new residential dwellings being constructed. Areas of greatest growth included the east bench, along with areas bordering Hobble Creek east of approximately 1300 East. Pheasant Meadow, the first major subdivision in the Westfields (area west of 400 West), was also recorded and developed.

The largest multi-family housing project approved during this period was the Five Star Development. This development project introduced large-scale residential development to the area west of I-15. These units were sold individually rather than developed as an apartment projects. However, many of these units are now rentals. Typically, residential flats sold individually end up as rental units within five to seven years of construction of the unit.





Figure 5-6 A 1990s house

Housing built during this decade accounts for 23% of Springville's current housing stock.

2000's

During the previous decade 2,552 residential units were constructed. Of these dwellings 1570 (62%) were single family detached, which accounts for 27% of the total housing stock within the City, 254 (10%) are duplex or twin home units and 718 (28%) multi-family units.

The majority of new residential construction has occurred in the area west of 400 West, which includes, 103 new single family subdivision lots. Much of this has been carried out in the Westfields Community, which was annexed into the City in 2003. Other residential subdivision has occurred in the southeast portion of the City during this decade. The current number of subdivided lots is anticipated to meet the needs of single-family contractors for the next three to five years.

This decade has seen an increase in multi-family units which have originally been sold as owner-occupied units. These units have mainly been constructed in the western portion of the City, specifically south of Wal-mart and in the Westfields Community. As was mentioned earlier,



Figure 5-7 A 2000s house

these units often end up being rental units after the original owner-occupant leaves the unit.

5.3 Housing Vacancy

The vacancy rate is used to assess the housing market as it provides important housing choices for buyers and renters. A vacancy rate of about 3% to 5% is considered an ideal in that it generally provides a broad enough range of housing choices to meet various needs of consumers. Too high a vacancy rate can be problematic for homeowners trying to sell. It may also result in disinvestment for apartment owners who have to lower rents to maintain occupancy levels sufficient to pay investors, leaving little money for maintenance of the structures and grounds. Too low a vacancy rate can result in demand pushing up costs to the point that housing becomes unaffordable.

The 2006-2008 American Community Survey reported Springville City had 8,289 housing units, 8,202 of which were occupied. This gives Springville a vacancy rate of approximately 2%. This rate was slightly lower than the ideal.





Figure 5-8 A period cottage located in Plat A

5.4 Ownership-Rental

The 2006-2008 American Community Survey estimates that just more than 75% of the dwellings in present-day Springville City are owner-occupied. This percentage has increased slightly since the 2000 census, and shows that Springville has a stable number of homes that are owner-occupied.

While ownership has generally been promoted as an 'ideal' it is also important that adequate rental housing is available in the community to meet the housing needs of young people, who generally make up the largest percentage of renters.

According to Arthur C. Nelson of the University of Utah, 70% of residents are owner-occupied in comparison to 67% nationally. The trend for Utah and the nation is for that the ownership percentage to slightly decrease due to a more mobile population and families living with extended members.

5.5 Housing Tenure

The majority of Springville residents have

resided in their current residence in the City less than ten years (see **Housing Appendix Figure 1**).

5.6 Age of Housing

The history of Springville City is rooted in the development of Plat A and adjacent areas. The growth of the City has expanded from this core and Plat A continues to be a vital part of the City's character today. Expansion of the City over the past 15 years has been concentrated in the southeast and northeast areas, and most recently in the Westfields community.

In Springville City over 50% of the housing units have been built since 1980. The decade of the 2000s had the largest housing boom in Springville, with 29% of the current housing built at that time .



Figure 5-9 A vernacular type house in Plat A.

5.7 Moderate Income Housing Plan

The affordability of housing is an issue for most cities along the Wasatch Front. The following section is intended to explain the current housing cost situation and meet Utah State requirements for moderate-income housing.

Utah State Code 10-9a-408 requires cities to update and review their moderate





Figure 5-10 Townhomes located in the Duck Creek neighborhood

income housing plan as part of the general plan update. As defined by state code a moderate income housing plan is comprised of five elements:

- an estimate of the existing supply of moderate income housing located within the City;
- an estimate of the need for moderate income housing in the City for the next five years as revised biennially;
- a survey of total residential land use;
- an evaluation of how existing land uses and zones affect opportunities for moderate income housing; and,
- a description of the City's program to encourage an adequate supply of moderate income housing.

Moderate income housing is defined by the state of Utah as, "housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the City is located." The

moderate-income population may include young families working through a college degree, fixed-income elderly, as well as those working for lower wages.

Utah County's area median income (AMI) is \$55,100. The AMI was used to calculate the median cost of housing in Springville, which is \$175,000 to purchase, and \$1,220 to rent. Moderate income (80% AMI) housing in Springville is \$138,000 to purchase and \$976 a month to rent. Low – income (50% AMI) housing is \$81,000 to purchase and \$610 to rent. Very-low income (30% AMI) housing is \$44,000 to purchase and \$366 to rent (**See Figure 5-11**).

5.7.1 Estimate of Existing Housing Supply

According to the County Assessors Office, Springville has approximately 7,948 dwelling units as of January 2009. An analysis of the current supply of moderate income housing was done by comparing households by income to dwelling units available for each income range. The analysis showed Springville having an estimated deficit of 233 moderate income





SPRINGVILLE CITY GENERAL PLAN

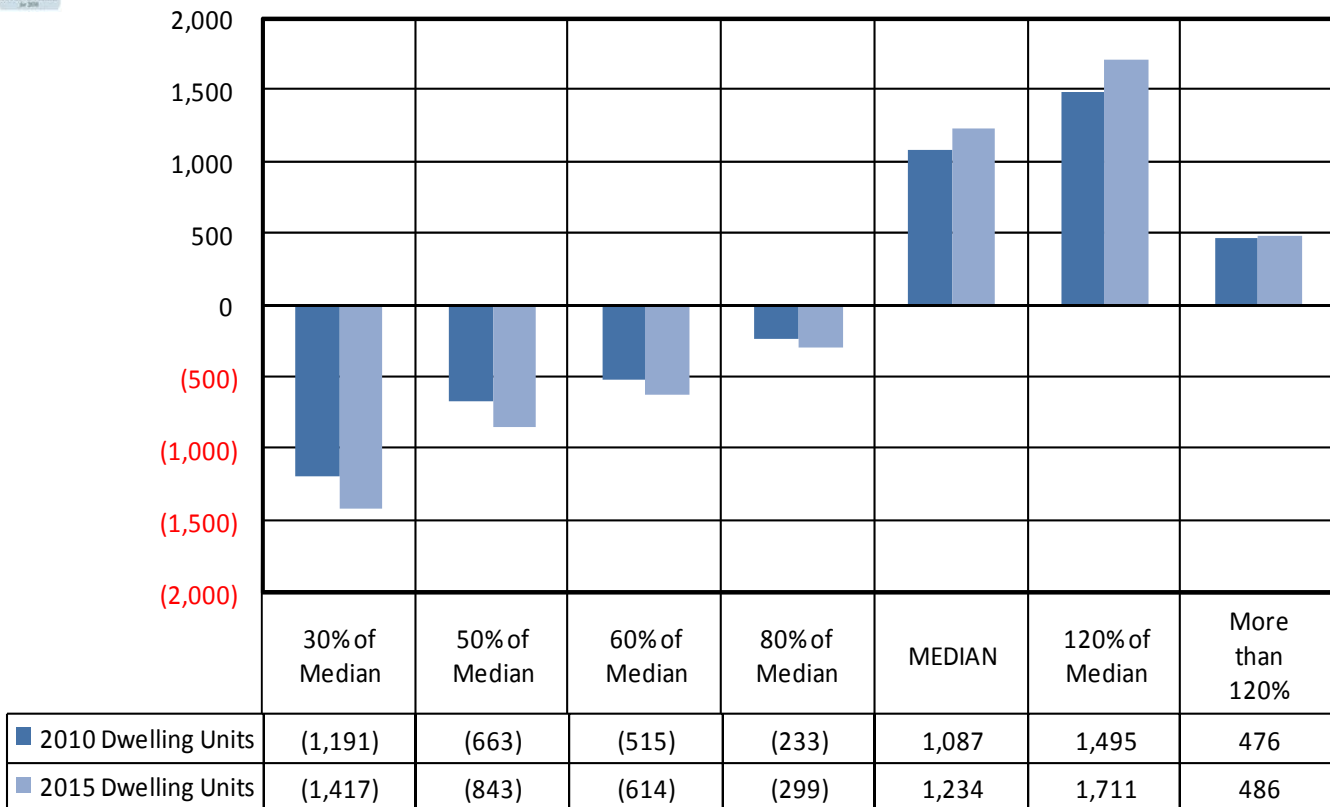


Figure 5-11 Springville's Moderate Income Housing Units

units, and a deficiency of low-income and very low-income housing by 553 and 1,191 dwelling units respectively. Currently there appear to be no ownership possibilities for households with low-income, but rentals are available. There also appear to be no rental or ownership possibilities for households with very low-incomes, which is also the case in all other Utah County Cities.

The moderate income housing estimate may not provide a complete picture about the need for affordable housing for two reasons. The first limitation is that generally, households with very-low incomes receive subsidies from federal and state programs, which increases the amount of housing available to those households. In 2009, Springville had a total of 143 rental units that received subsidies

from the Utah County Housing Authority. The second limitation is that it does not account for the many illegal accessory apartments, generally basement, found in the City, which are an important source of affordable housing.

5.7.2 Estimated Need of Moderate Income Housing over the Next Five Years

The need for affordable dwelling units is estimated to increase during the next five years. It is estimated that in five years Springville will have a deficit of 299 moderate income housing units, 843 low-income units, and 1,417 very low-income units.

5.7.3 Survey of Total Residential Land Use

Springville has a total of 2,293 acres of existing land used residentially, accounting for 25% of the total land in Springville and 50% of the developed land.



5.7.4 Evaluation of How Existing Land Uses and Zoning Affect Moderate Income Housing

Springville currently has zoning ordinances and land uses that encourage affordable housing.

- Higher Density Zoning-There are areas zoned to allow higher densities, mixed use development, and density bonuses. In 2003, the acreage for higher densities was added to the general plan. This acreage is mainly located in the Westfields area and near commercial and public transportation. The Westfields Village Center has the highest density allowed in Springville. In the village center, densities of up to nearly 30 units per acre can be reached through participating in the density bonus program.
- Density Bonus Program - Springville has a density bonus program which allows flexible options for developing higher densities if certain requirements are met. The requirements are improvements such as building materials, park land and improvements, linear open space, fees, and public property dedications.
- Accessory Apartments –In Plat A, accessory apartments are allowed on lots of 10,000 square feet or more.

5.7.5 How Springville Plans on Meeting the Future Needs of Moderate Income Housing

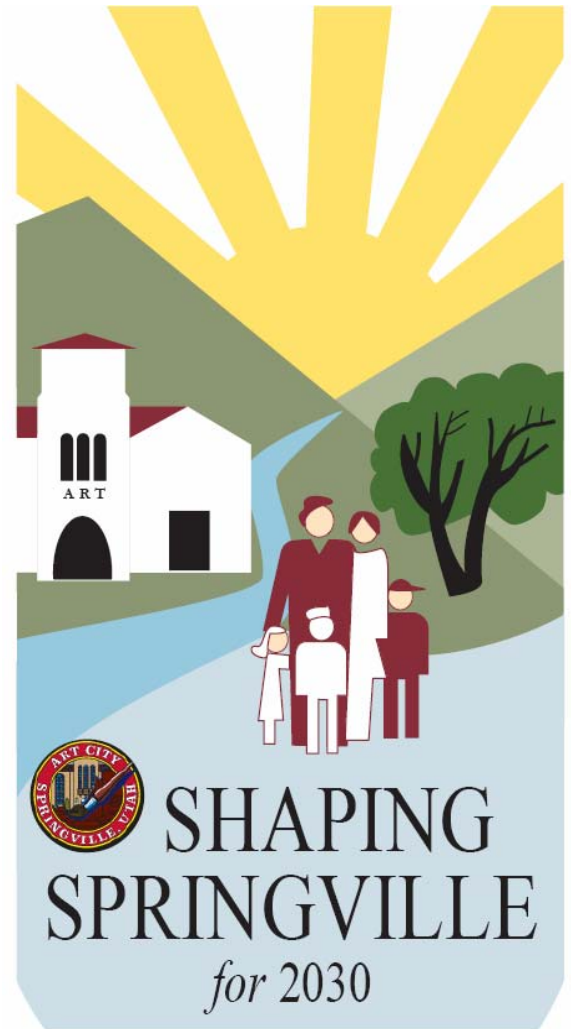
Springville plans to meet future moderate income housing needs by continuing to work with the Utah County Housing Authority, allowing higher densities, and considering allowance for accessory apartments in exclusively single family areas of the City.

Between 1997 and 2002 a study was conducted by James Wood of the University of Utah concerning affordable housing and new residential construction. Wood found that 40% of residents in the state of Utah need moderate income housing and suggests that 40% of all construction be affordable housing to continue providing housing for those residents. In 2008 Springville had 65 out of 83 permits for new units valued at 80% AMI or less, so 78% of new permits were affordable housing. In 2009 Springville had 55 out of 139 permits for new units valued at 80% AMI or less, so 40% of new permits were affordable housing. These percentages match the amount of moderate income housing suggested by Wood.



5.8 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 Encourage Housing that enhances neighborhoods and community, preserves heritage, and provides a balance of housing opportunities with lasting qualities of beauty and style for today and for future generations.

OBJECTIVE 1

Provide opportunities for affordable housing that maintains Springville’s standards for quality construction and materials.

SYNOPSIS

According to the moderate-income housing plan, Springville currently has a small deficit of affordable housing. To meet State Code Springville has a plan to meet the deficit by rehabilitating older housing, allowing high density housing, and considering accessory apartments.

Springville currently has a strong historic district. Part of keeping this area a strong and affordable neighborhood is rehabilitating older housing. Historic housing can qualify for grants to preserve and update homes. Accessory apartments are also allowed in Plat A, as long as there is enough parking and the lot is big enough to meet accessory apartment standards.

Springville currently has land zoned for high density housing. It is also important to make sure there is a level of quality in new residential construction balanced with affordability. These factors are important to the long term well-being of the neighborhoods as residential buildings tend to have the longest life span of any land use type.

STRATEGIES

1A Encourage inclusion of affordable housing throughout the community.

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

1B Maintain more affordable housing by supporting and strengthening neighborhoods through rehabilitating and maintaining areas of older housing.

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

1C Balance standards of quality materials, design, and construction with affordable housing.

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

1D Encourage pedestrian friendly housing opportunities such as mixed use development.

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

1E Encourage home ownership among entry-level and moderate-income households.

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



GOAL Encourage Housing that enhances neighborhoods and community, preserves heritage, and provides a balance of housing opportunities with lasting qualities of beauty and style for today and for future generations.



Figure 5-12 High density housing in Springville with a pleasant facade

1F Adopt and determine policies that will meet the requirements of Utah State regarding moderate-income housing including updating the plan according to law.

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

1G Strengthen neighborhoods by enforcing codes to help ensure they are safe and clean.

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

1H Offer options for infill in older areas.

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

1I Update the moderate income housing plan in accordance with state law.

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



GOAL Encourage Housing that enhances neighborhoods and community, preserves heritage, and provides a balance of housing opportunities with lasting qualities of beauty and style for today and for future generations.

OBJECTIVE 2

Provide a variety of housing types in order to accommodate all people at various stages of life.

SYNOPSIS

A variety of housing is needed to meet the needs of various stages in life. The types of housing needed for a family or empty nesters or young people varies. In order to accommodate the range of citizens who reside here, a variety of housing is desired by the citizens of Springville.

Springville currently has a good variety of housing because of the various sizes and prices of existing homes. It is estimated that the majority of new housing will continue to add to this variety.

STRATEGIES

2A Determine appropriate balance for Springville housing stock.

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

2B Develop and adopt zoning districts which provide for all types of residential housing.

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

2C Work with developers to identify the housing needs within the community.

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

2D Consider accessory apartment options for residential zones.

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

2E Encourage adequate senior housing options.

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

2F Create housing ordinances and policies that take the long-term well-being of the City into consideration and not just perceived immediate needs.

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



GOAL Encourage Housing that enhances neighborhoods and community, preserves heritage, and provides a balance of housing opportunities with lasting qualities of beauty and style for today and for future generations.

OBJECTIVE 3

Preserve historic housing stock.

SYNOPSIS

Springville values the unique character within the historic district. Preserving the historic housing stock is encouraged as it will strengthen the community. The variety of historic housing types located in the historic district form an identifiable community within the City.

To keep the neighborhoods cohesive and strong, design standards for new construction have been created. To preserve the historic housing, many of the homes and business within the historic district are listed on the National Historic Register.



Figure 5-13 A 1950's bungalow, adding to the historic character of Springville

STRATEGIES

3A Determine options for preserving historic housing.

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

3B Enforce historic district design standards for new construction and consider adopting standards for rehabilitation of existing historic residences.

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

3C Educate the public about grants available for preserving and enhancing historic structures.

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

3D Plan and construct capital improvement projects to improve infrastructure in these areas.

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

