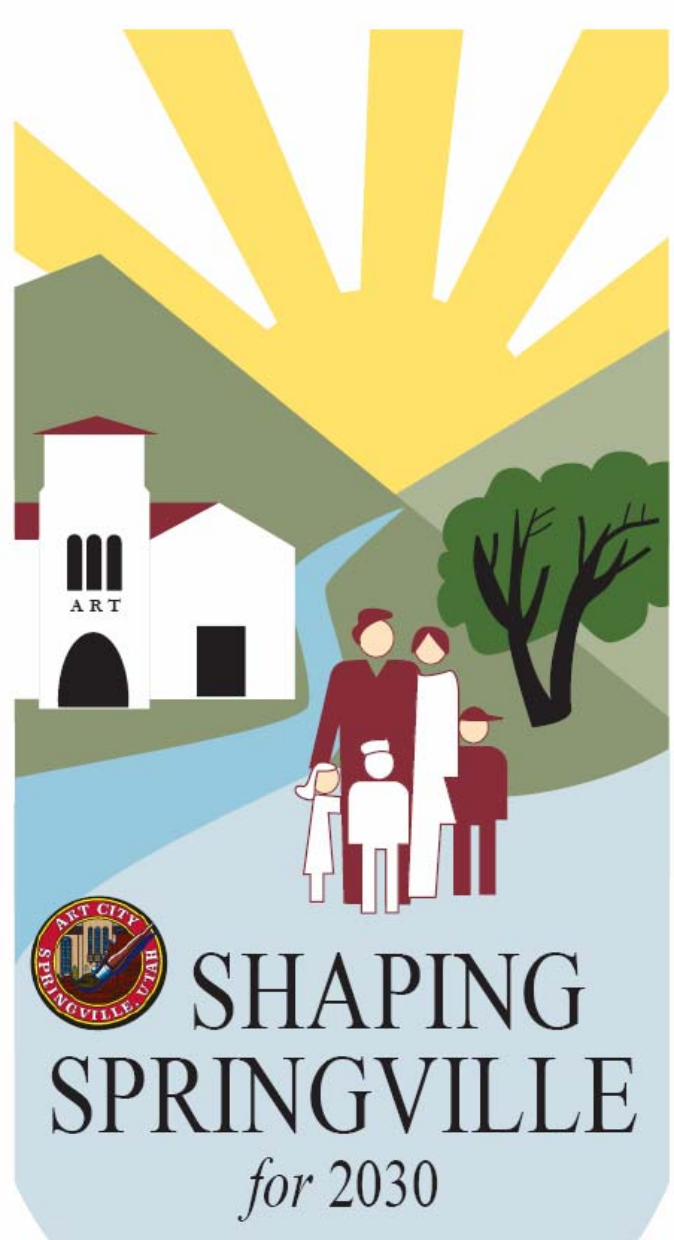


SPRINGVILLE
CITY GENERAL
PLAN
2011



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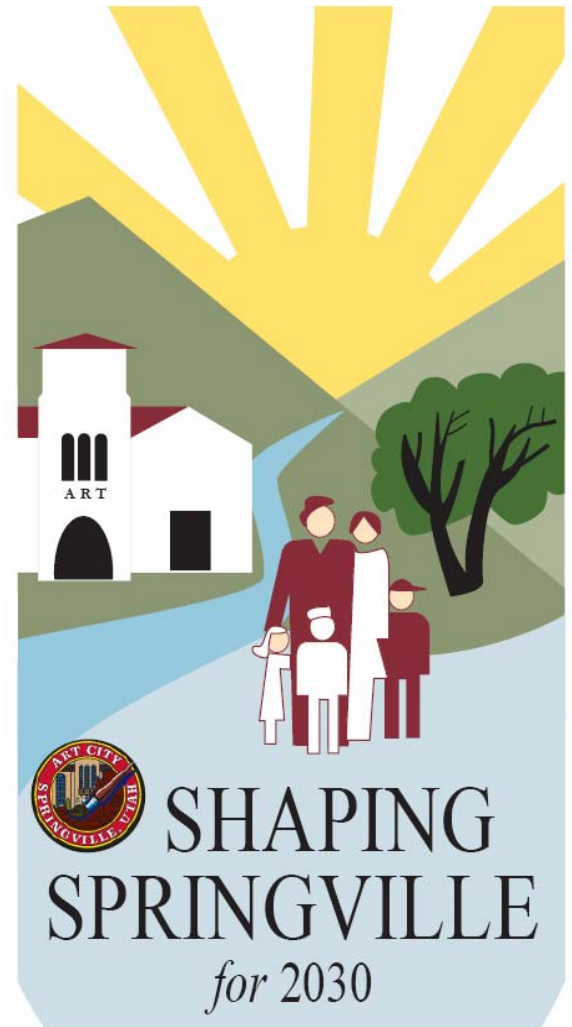
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1.1 About the General Plan

The General Plan is the long-range policy document that expresses the City's development goals, objectives and strategies relative to the distribution of future land uses, both public and private. The General Plan also addresses a number of other topics or 'elements'. The General Plan is not a panacea for all of Springville's physical development issues, but is intended to identify issues and work to find answers to those issues. The plan provides a vision for the next twenty years to help provide guidance and a framework for development within the City to build-out.

The City will be largely built-out over the next generation. Most of the green fields will be developed and the population will largely stabilize, or at least cease to grow at rates of over four percent annually as it has for the past decade. Now is the opportunity to plan the City's future for generations to come.

The General Plan is not meant to be a static document. It is a tool that should be used as a guide to identify the goals and vision for physical development, to encourage economic growth without adversely impacting the overall character of the community.

Future master plans and capital improvement plans will be detailed plans that follow the General Plan (see **Figure 1-1**). As capital improvements are completed and as other elements of the plan become outdated, it will become necessary to revise the plan and associated master plans.

1.2 State Law and the General Plan

Utah State Code 10-9a-401 and 10-9a-403 state that every city shall prepare a general plan. The law requires three mandatory elements: land use; transportation; and moderate income housing. Other important elements that affect the planning of the City may be added. Each is summarized below.

1.2.1 Three Mandatory Elements

1. The land use element identifies the long-term goals and the proposed extent, general distribution, and location of land for housing, business, industry, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate in Springville.

2. The transportation and traffic circulation element identifies the general location and extent of existing and proposed freeways, arterial and collector streets, along with mass transit and any other modes of transportation. This information is correlated with the population projections and the proposed land use element of the general plan.

3. The housing element, which includes moderate income housing, identifies the need for a broad range of housing types in our City and a plan to provide realistic opportunities to help meet those needs.

1.2.2 Other Important Elements

- Annexation identifies unincorporated areas of Utah County for which Springville City can provide municipal services. In most cases, the annexation boundaries have been agreed upon by



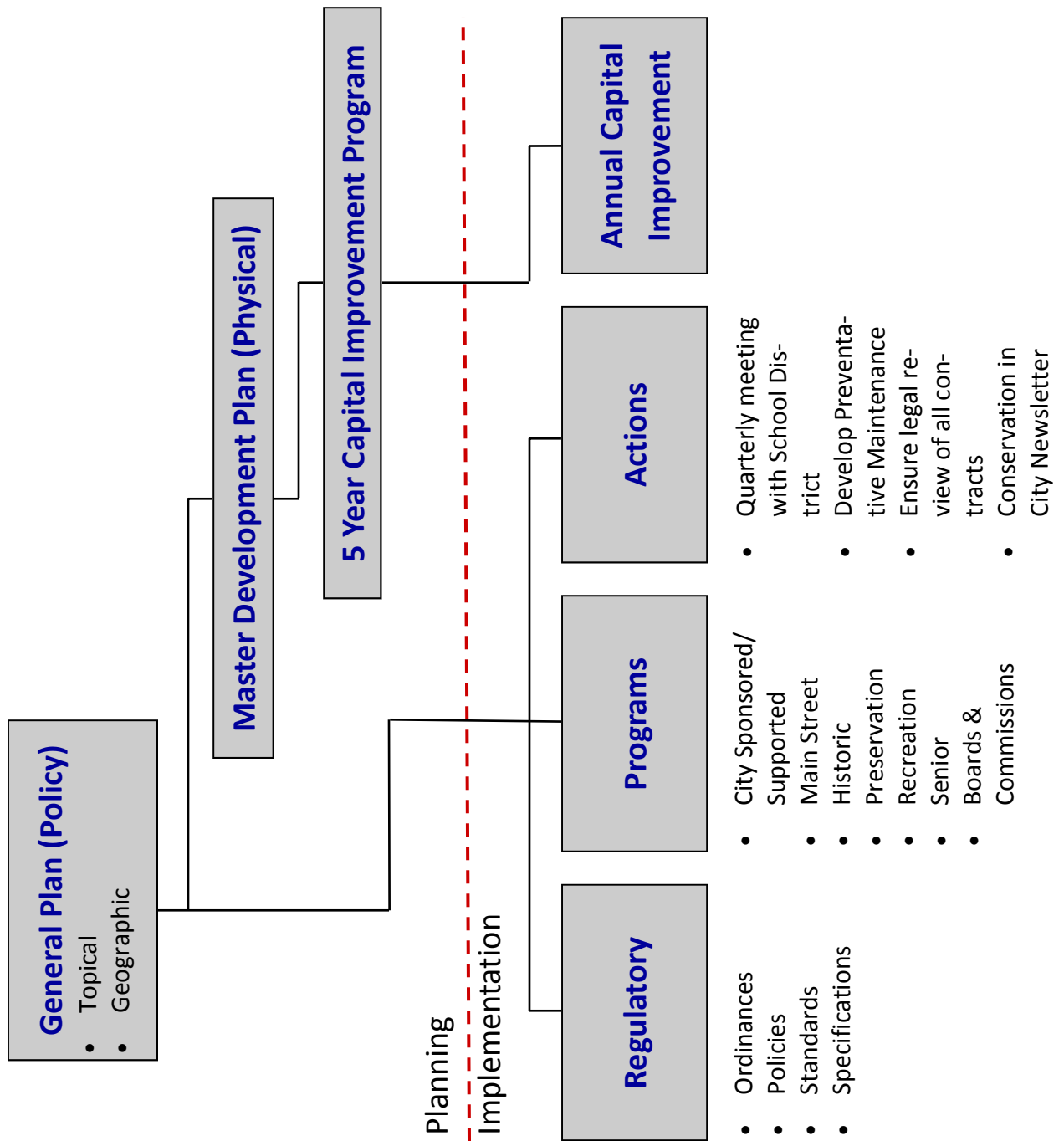


Figure 1-1 From Plan to Implementation
Source: Springville City Planning





Springville and adjacent communities.

- Community Facilities and Services identifies important issues with utilities, capital improvements, and public safety.
- Community Identity identifies issues of importance to our community relating to community activities, historic preservation, design standards, arts and culture, and civic beautification.
- Parks, Trails, and Recreation identifies and addresses parks, trails, and recreation needs, along with standards that will provide more equitable distribution of such facilities and services.
- Economic Development discusses the variety of commercial and industrial uses within the city along with those which are attractive to providing a fuller range of goods and services for our residents. It also discusses the role of the City in the overall economic development process.
- Environmental Issues and Resources identifies the environmental concerns that may affect health and safety, along with the resources that contribute to our quality of life and how to protect them for current and future generations.

1.3 Planning Heritage

Two hundred years ago, the land that now encompasses Springville was inhabited by Native Americans. Spanish explorers and mountain men were the first non-natives to enter the valley.

According to Don Johnson's History of Springville, the first settlement came

after Parley P. Pratt and party, sent out from Salt Lake City by the Mormon leader, Brigham Young, passed through Springville in 1848. Shortly after the exploratory mission, Brigham Young arranged for a company, under the leadership of Aaron Johnson to settle the area that is now called Springville.

Springville was settled by eight pioneer families in 1850. It was originally known as "Hobble Creek". The settlers immediately went to work building a fort, harvesting wild hay and constructing dwellings to survive the oncoming winter.

By 1851, a plat for the City was prepared by Andrew J. Stewart, which included 16 blocks measuring 54 square rods each (a rod is 16.5 feet long) (see **Figure 1-2**). Each block included eight lots measuring 13.5 rods by 27 rods creating a lot area of just over 2.25 acres each. The street rights-of-way were generally eight rods (132 feet) in width.

A short time after the original plat was established, the area was re-platted to divide the original blocks into quarters with the new streets being four rods in width (66 feet). This resulted in a City of 64 blocks measuring about 412 feet in length each. Each block is 3.9 acres. This area is referred to as Plat A. In the early years, the majority of development occurred in Plat A around the town center (see **Figures 1-3 and 1-4**).

On February 13, 1852, the Territorial Legislative Assembly approved the City charter and Springville became a town. The first municipal election was held on April 4, 1853.

Over the next 100 years, development occurred within the original plat, on



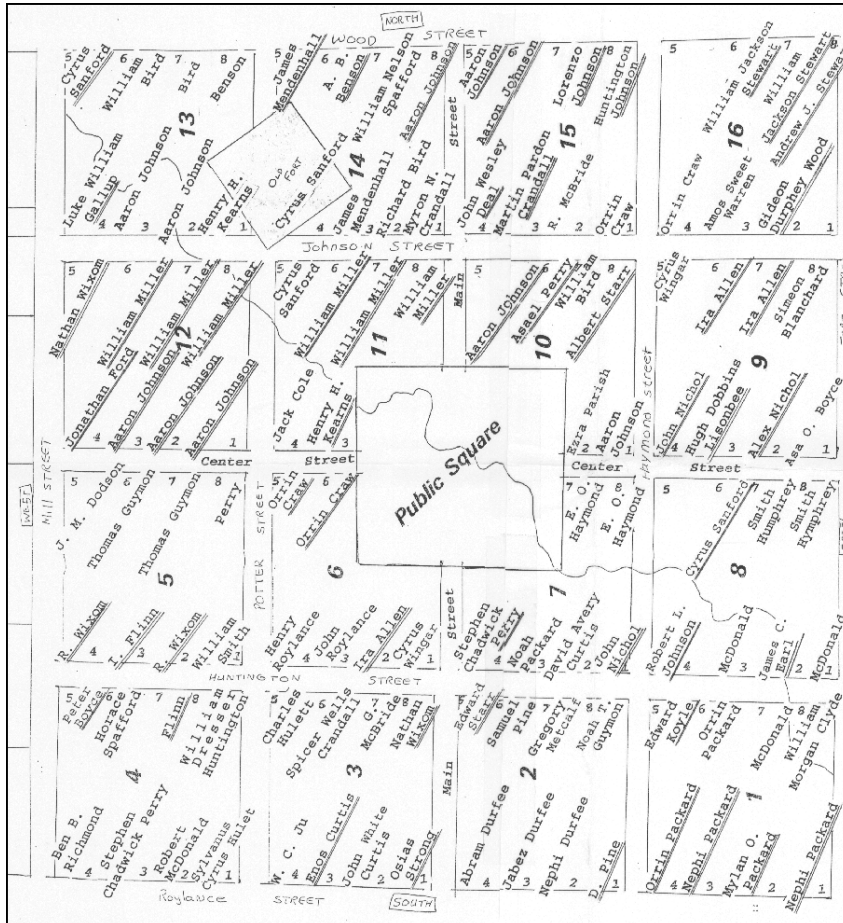


Figure 1-2 An illustrative map of Springville's Plat A in 1851 prepared by Springville Historical Society, based on Luke William Gallup's diary entry in December, 1852 before blocks were divided into 64.

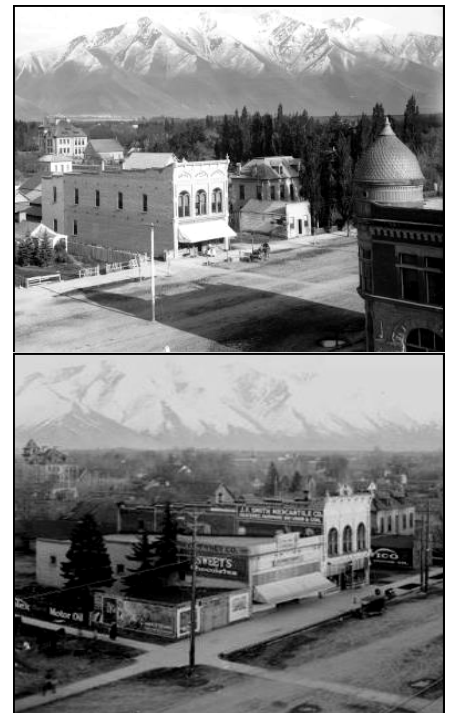


Figure 1-3 and 1-4 Early views of Springville Main Street from the Reynolds Building looking southeast—Source: George Edward Anderson Collection, Harold B. Lee Library, Brigham Young University

extensions of the roads from the original plat, and several other regional roads, such as Canyon Road. The concept of a block standard was largely neglected, resulting in long blocks with limited access to property.

1.3.1 [Establishment of a Planning Commission](#)

City records indicate that a Planning Commission was established in 1927, consisting of the Mayor and five other members appointed by the Mayor with City Council consent.

The role of the Commission was to “prepare and formulate plans for

uniform improvements of streets, walks, boulevards, playgrounds, public parks and ground used in connection with public buildings to the end that said City shall be improved as a whole...” The Commission could incur no debt without City Council approval. The City Engineer was to provide information and carry out the work as directed by the Commission.

1.3.2 [Early Zoning in Springville](#)

By as early as 1946, the City adopted a zoning ordinance that allowed for the development of multi-family properties in all residential zones to a maximum height of 35'. The minimum lot area in Plat A and areas south was 5,000 square feet for the





first dwelling unit in a building, and 1,000 square feet of lot area for each additional unit in a building. This had the potential of resulting in a maximum density of 39 units per acre.

The other residential zone, which covered approximately half of the total City, was known as the Residential-Agricultural District and required a minimum lot area of 6,000 square feet for the first residential unit and an additional 1,000 square feet for each additional dwelling unit.

Small neighborhood commercial zones were established at the intersections of Center and 400 East; 400 South and 400 East; 1000 South and 400 East; and 800 East and 400 South. The primary commercial zone was located along Main Street, running the entire length of the City north to south. The industrial zone was located on the west side of the City adjacent the railroad tracks.

1.3.3 1972 Comprehensive Plan

The first known effort at a Comprehensive Plan for Springville City was prepared in 1972 by planning consultant I. Dale Despain, whose planning work is prolific along the Wasatch Front (see **Figure 1-5**). Mr. Despain was the planner for Provo City and one of the earliest professional planners in the state. He was hired using "Section 701" funds which were provided by the Department of Housing and Urban Development under the 1954 Federal Housing Act. The intent of this funding was to ensure that local governments had money to do planning. It is unclear as to whether or not this Comprehensive Plan was ever formally adopted by Springville City.

The plan focused on areas east of

400 West with the exception of the Springville Industrial Park area. Issues addressed in the 1972 plan included:

- Quality of life issues;
- Decent, clean, safe housing and neighborhoods;
- Orderly, economical and efficient development;
- Provisions for public services and facilities internally;
- Physical development to complement the social and spiritual values of the community;
- Inclusion of a community park at 700 East and 1000 South;
- Neighborhood parks throughout the City;
- A street plan for Bonneville Drive on the eastern border of the City;
- The need to include a six foot landscape strip between the curb and sidewalk; and,
- A 1000 foot wide floodway channel for Hobble Creek running west from about 1700 East between 800 S. and 1000 S.

As shown in **Figure 1-5**, Despain identified a land use plan that largely reflected the existing zoning established in 1950. The plan also identified a new central commercial district and commercial development which was termed as "satellite shopping centers".

1.3.4 1983 Comprehensive Plan

In 1983, a new comprehensive plan was adopted by the Springville City Council. This plan was developed in cooperation with A/P Associates, a planning consulting firm operating in Salt Lake City. The plan utilized citizen committees to gather ideas that were considered in the development of the plan.



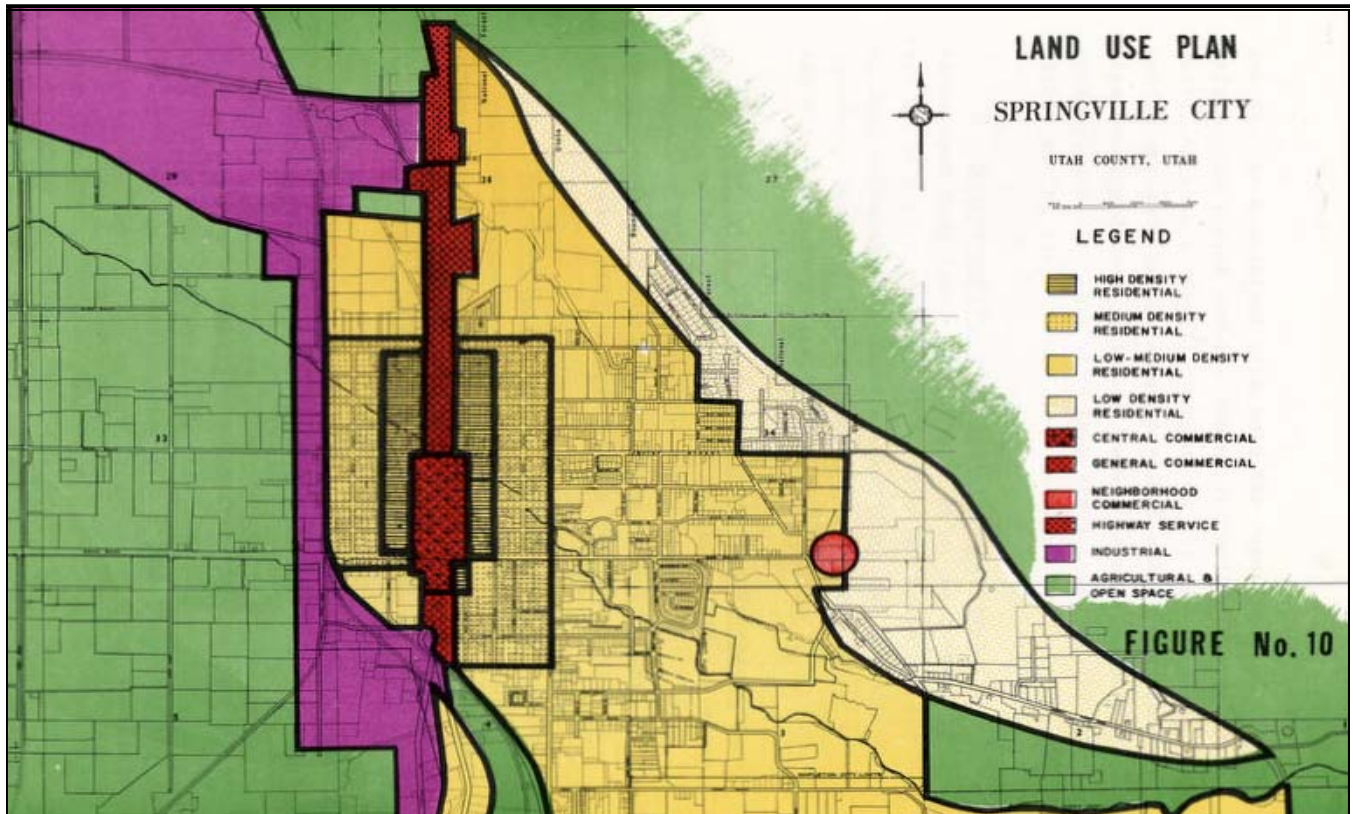


Figure 1-5 Land use map from 1972 General Plan, Source: Springville City

The plan was developed shortly after the Springville Industrial Park was created and identified all of the west fields area for use as commercial and industrial property, along with some limited residential development. The commercial uses were to be located near the I-15 interchanges. The areas west of I-15 were viewed as being in the long-range future and were largely unaddressed.

The area located south of 1600 South along SR 51 was specifically identified as the location for less-compatible and less-desirable commercial and industrial uses. Issues identified included:

- Need for a downtown master plan;
- Specialty shopping in downtown;
- Preservation of buildings in historic downtown;
- Establishment of a redevelopment agency;
- New commercial development in planned centers with appropriate landscaped frontage, sign regulations, adequate onsite circulation, parking, and driveways;
- Convenience shopping at least one-half mile from other shopping on the corner of an intersection;
- Stronger role for Planning Commission in site plan review;
- Develop and adopt guidelines, standards, and performance controls;
- Address housing concerns for those age 65+;
- Zone for higher density surrounding downtown to meet the needs of the poor and elderly who need better access to services;
- Performance standards for new residential development;





- Neighborhood park standard of two acres per 1000 inhabitants;
- Need for a 15-20 acre community park;
- Correct water filtration in sewer system pipes;
- Additional sewage treatment facility west of I-15 near North interchange;
- Attention to purchasing power; and
- Need for modern library with adequate space.

1.3.5 1997 General Plan

The 1997 General Plan was completed by Planning and Development Services of Salt Lake City in cooperation with the Planning Commission. Citizens participated through a survey and citizen groups who addressed specific topics. Issues identified included:

- Creating an urban growth boundary;
- Clustering development to preserve agricultural land;
- Large lots in the Westfields Community of at least 2.5 acres each;
- No longer allowing strip development;
- Specialized commercial uses in downtown;
- Commercial development located at intersections of collector and arterial streets;
- Development of better design standards;
- Development of clean industries;
- A buffer zone between industrial and residential uses;
- Open space preservation in the foothills, Westfields community, City parks, and Hobble Creek Canyon;
- Open space preservation through zoning, land acquisition, conservation easement, and development clustering;
- Broadening the range of housing



Figure 1-6 Illustration of the Westfields Community-
Source: Springville City Planning

types and densities;

- Elimination of illegal duplexes;
- Use of PUD to limit municipal costs and preserve open space;
- Establish a Level of Service C for streets;
- Develop bike paths throughout the City;
- Increasing sales tax revenues;
- Providing adequate public facilities; and
- Addressing needs for moderate income housing through higher densities, density bonus programs, tax credits, and increased height limits for residential development.

1.3.6 Post 1997 Planning Efforts

Since completion of the 1997 General Plan, significant changes have been made in planning efforts in Springville City. These began with the 2002 Westfields Community Plan, which was an effort to develop a comprehensive vision for a specific portion of the City prior to its annexation (see **Figure 1-6**). Additionally, in 2003, a comprehensive revision of the zoning ordinance and subdivision regulations was adopted which was largely driven by issues identified in the Westfields Community Plan.



Since the adoption of the Westfields Plan, there have been updates to the Springville General Plan. Elements that were updated are the Parks and Trails, Culinary Water, Secondary Water, Public Safety, Transportation, Sanitary Sewer, and Storm Sewer. In addition to General Plan updates, master plans were adopted for many of these elements, along with updated or new impact fees.

1.4 General Plan Process

The update process included a wide variety of participants. The General Plan Ad Hoc Committee, which represented a broad cross-section of residents, business owners, and community leaders, provided input during this comprehensive General Plan update process. In addition to the Ad Hoc committee, information gathering meetings were held to give the community a chance to share their vision of Springville City for the next twenty years. (see **Introduction Appendix Figure 1** for a list of the General Plan process). Additionally, most city departments, boards, and commissions participated during the update process.

The General Plan is the City Council’s policy direction concerning the physical development of the City. While the Planning Commission’s role is to develop and recommend the General Plan, it is ultimately the responsibility of the City Council to ensure that this is indeed the best policy direction to follow and then follow it. As changes in policy direction occur, it is important that the General Plan be amended to reflect those changes. Following the General Plan is important to the public trust as it reflects the input of community in defining our future.

1.5 Amendment Process

Just as the General Plan followed a public process for adoption, it is important that a public process be followed for amendments to the Plan. This process will always include a recommendation from the Planning Commission. The extent of the process should reflect the significance of the proposed change. Changes may be proposed to the written goals, objectives and strategies or to major maps, such as land use and transportation plans.

In changing the General Plan, it is important that the following questions be considered:

1. Was there a mistake made in the development of the General Plan which needs to be corrected?
2. If a mistake was not made, what specific changes have occurred that would justify amending the General Plan?
3. How does the proposed change affect the community’s understanding or perception of the General Plan? (This question is important due to the trust and expectations that have been developed with the community through the General Plan process).
4. Is the proposal in the best interest of the community overall and who does it benefit?
5. Are those most affected by the proposed change aware of the proposal and given an opportunity to share their concerns and interests?

1.6 Organization of the General Plan

The General Plan introduction is followed by nine chapters of elements. These chapters generally include three parts: the





SPRINGVILLE CITY GENERAL PLAN

background information; followed by the goals, objectives, and strategies for the future; followed by the maps.

The end of the document has a section for community, district, and corridor plans followed by an appendix.

The primary focus of the Springville General Plan is the goals, objectives and strategies identified at the end of each element, along with those maps which provide direction for the future, such as the Land Use, Annexation and Street Functional Classification Maps. The other background text, illustrations and maps are intended to support the goals, objectives and strategies and the future direction maps.

